



## POLICY MEETING

10 May 2016

**Members of the public are encouraged to attend Council Meetings from 6:45pm.**

**Council will consider confidential reports from 6:30pm and then re-open the Meeting to the Public at approximately 6:45pm.**

Please note Council Meetings are recorded for the purpose of verifying the accuracy of the minutes. Appropriate language by speakers should be used at all times. Opinions expressed or statements made by members of the public during the meeting are the opinions or statements of those individual persons and are not opinions or statements of Leichhardt Council; and under no circumstances are meetings to be recorded by a member of the gallery without Council's consent.

**LEICHHARDT MUNICIPAL COUNCIL****POLICY MEETING OF COUNCIL**

NOTICE IS HEREBY GIVEN THAT A **POLICY MEETING** OF THE LEICHHARDT MUNICIPAL COUNCIL WILL BE HELD IN THE COUNCIL CHAMBERS, LEICHHARDT TOWN HALL, 107 NORTON STREET, LEICHHARDT, ON 10 MAY 2016 at 6:30 PM.

Peter Head  
GENERAL MANAGER

**3 MAY 2016**

**BUSINESS :****\*\* ACKNOWLEDGEMENT OF COUNTRY**

I acknowledge the Gadigal and Wangal people of the Eora nation on whose country we are meeting today, and their elders past and present.

**\*\* APOLOGIES AND APPLICATIONS FOR LEAVE OF ABSENCE AND/OR CONDOLENCES****\*\* DECLARATION OF PECUNIARY INTERESTS AND NON-PECUNIARY INTERESTS****\*\* CLOSED COUNCIL - CONSIDERATION OF CONFIDENTIAL REPORTS (MEETING CLOSED TO THE PUBLIC)****\*\* OPEN COUNCIL MEETING RESUMES****\*\* PUBLIC INVITED TO ADDRESS MEETING ON AGENDA ITEMS**

*The Mayor will remind the public to be respectful whilst speaking and that before speaking they must provide their full name and suburb of residence so that these details can be recorded in the minutes.*

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**The General Manager to read out the recommendations made in Closed Council.**

**SECTION 2 - HIGH PRIORITY ITEMS**

## ITEM 2.1 POST-GATEWAY DETERMINATION REVIEW DECISION - BALMAIN LEAGUES CLUB PRECINCT

<b>Division</b>	Environment and Community Management
<b>Author</b>	Senior Strategic Planner
<b>Meeting date</b>	10 May 2016 Policy Meeting
<b>Strategic Plan Key Service Area</b>	Community well-being Place where we live and work A sustainable environment Business in the community Sustainable services and assets

### SUMMARY AND ORGANISATIONAL IMPLICATIONS

<b>Purpose of Report</b>	To advise Council of the Department of Planning and Environment's decision on Council's request for a post-Gateway Determination review for the precinct.
<b>Background</b>	<p>In August 2015 Council resolved (<b>C357/15P</b>) to forward a planning proposal requesting that the Minister for Planning make a Gateway Determination to amend <i>Leichhardt Local Environmental Plan (LEP) 2013</i> to rezone the Balmain Tigers precinct from 'Business' to 'Local Centre (B2)' and introduce site specific controls for floor space ratio, maximum building height and building setbacks.</p> <p>The Minister's delegate issued the Gateway Determination on 2 October 2015 deciding that the amendment to LEP 2013 should not proceed as it was inconsistent with s.117 Ministerial Directions and <i>State Environmental Planning Policy (SEPP) 32</i> resulting in a reduction in development potential and capacity on the site.</p> <p>At the Ordinary meeting held in October 2015 Council resolved (<b>C501/15</b>) to request the Minister for Planning undertake a review of the Gateway Determination.</p> <p>The landowner's appeal against Council's Deemed Refusal of the current development proposal on the site (<b>D/2015/438</b>) is currently underway in the Land and Environment Court.</p>
<b>Current Status</b>	On 29 April 2016 Council received the decision from the Department of Planning and Environment relating to Council's post-Gateway Determination request. This decision includes the

	advice provided to the Department by the Planning Assessment Commission on the matter.
<b>Relationship to existing policy</b>	The post-Gateway Determination Review was lodged with the Minister of Planning as resolved by Council ( <b>C501/15</b> ).
<b>Financial and Resources Implications</b>	This proposal is consistent with the recent s23A Guidelines issued by the OLG in relation to financial expenditure.
<b>Recommendation</b>	That Council note the Department of Planning and Environment's decision on the post-Gateway Determination Review for the Balmain Leagues Club site and acknowledge the Planning Assessment Commission's comments that the planning framework for the Balmain Leagues Club Precinct should be updated.
<b>Notifications</b>	NIL
<b>Attachments</b>	1. Post-Gateway Determination Review decision

## Purpose of Report

To advise Council of the Department of Planning and Environment's decision on Council's request for a post-Gateway Determination review for the precinct.

## Recommendation

That Council note the Department of Planning and Environment's decision on the post-Gateway Determination Review for the Balmain Leagues Club site and acknowledge the Planning Assessment Commission's comments that the planning framework for the Balmain Leagues Club Precinct should be updated.

## Background

In August 2015 Council resolved (**C357/15P**) to forward a planning proposal requesting that the Minister for Planning make a Gateway Determination to amend *Leichhardt Local Environmental Plan (LEP) 2013* to rezone the Balmain Tigers precinct from 'Business' to 'Local Centre (B2)' and introduce site specific controls for floor space ratio, maximum building height and building setbacks.

The Minister's delegate issued the Gateway Determination on 2 October 2015 deciding that the amendment to LEP 2013 should not proceed as it was inconsistent with s.117 Ministerial Directions and State Environmental Planning Policy (SEPP) 32 resulting in a reduction in development potential and capacity on the site.

At the Ordinary meeting held in October 2015 Council resolved (**C501/15**) to request the Minister for Planning undertake a review of the Gateway Determination.

The landowner's appeal against Council's Deemed Refusal of the current development proposal on the site (**D/2015/438**) is currently underway in the Land and Environment Court.

## Report

In February 2016 the Department of Planning and Environment referred Council's request for a post-Gateway Determination Review to the Planning Assessment Commission (PAC) asking for advice on the matter.

On 29 April 2016 Council received the decision from the Department of Planning and Environment relating to Council's request (**see Attachment 1**) including PAC comments. The Department of Planning and Infrastructure have determined that the Gateway Determination should remain unaltered.

The Commission has met with the Department, Council representatives and the applicant to discuss key issues. The Commission has also reviewed the background of the current development application, the merits of the planning proposal, the views of Council and the Department, Council's justification for the Gateway Review and the Department's Gateway Panel report.

The Commission's findings acknowledge Council's concerns that the current planning framework for the site should be updated and that existing and forecast traffic patterns/movements should be taken into account in future planning for the site. There is agreement between the Planning Assessment Commission and the Department that there is merit in re-examining site specific controls for the precinct in Leichhardt LEP 2013 and that the proposed Local Centre (B2) zoning for the precinct is appropriate. The Commission also notes that the indicative urban design outcomes proposed by Council are based on appropriate urban design principles.

However the Planning Assessment Commission judges that Council's planning proposal as it currently stands has provided limited justification for the reduction in development capacity proposed for the precinct and that there are other possible design outcomes which could achieve Council objectives which have yet to be tested to facilitate the site's development and density potential.

The Commission therefore supported the Department of Planning and Environment's decision that Council's proposal to rezone the site and impose new planning controls had insufficient justification and should not proceed past Gateway to an LEP amendment.

### **Summary/Conclusions**

The preparation of a new or revised planning proposal while the Land and Environment Court's decision on development application D/2015/438 is pending would be premature. The current legal proceedings will largely determine whether the proposal put forward by the owner of the site has validity and will progress any further in its current form.

The Planning Assessment Commission have identified that there is nothing in the current zoning and planning controls in Leichhardt LEP 2000 which apply to the precinct which would prevent the type of development outcome envisaged by Council in the proposed LEP amendment.

Should the Court uphold Council's Deemed Refusal of the current development application there is an opportunity for both Council and the owner of the site to revisit the zoning and planning controls which apply to the precinct to achieve a satisfactory built form outcome for both the applicant and the local community.

### **Attachments**

1. Post-Gateway Determination Review decision



**Planning &  
Environment**

Mr Peter Head  
General Manager  
Leichhardt Council  
PO Box 45  
Leichhardt NSW 2040

16/05517

Dear Mr Head

I refer to Council's request for a post-Gateway review dated 2 November 2015 for the Balmain Tigers Leagues Club site, located at the corner of Darling Street and Victoria Road, Rozelle.

On 8 February 2016, the Department referred Council's request for a post-Gateway review to the Planning Assessment Commission (the Commission).

The Commission has reviewed Council's post-Gateway review request, including the planning proposal, the Gateway determination and the Department's report.

On 8 March 2016, the Commission provided its advice to the Department, advising the planning proposal should not proceed to public exhibition in its current form, as insufficient justification has been provided.

I have reviewed the Commission's advice, as well as the request provided by Council, and have determined the Gateway determination should remain unaltered.

I have attached a copy of the Commission's advice for your information.

Should you have any further questions, I have arranged for Mr Andrew Watkins of the Department's Sydney Region East section to assist you. Mr Watkins can be contacted on (02) 9228 6558.

Yours sincerely

  
**Marcus Ray**  
Deputy Secretary  
Planning Services  
26/04/2016  
Encl. Advice from the Planning Assessment Commission





Planning  
Assessment  
Commission

8 March 2016

Ms Karen Armstrong  
Director, Sydney Region East Planning Services  
Department of Planning and Infrastructure  
GPO Box 39  
SYDNEY NSW 2001

Dear Ms Armstrong,

**Advice on a Gateway Review Request  
Balmain Leagues Club, Darling Street/Victoria Road, Rozelle**

I refer to correspondence of 5 February 2016 from Mr Marcus Ray, Deputy Secretary requesting the Planning Assessment Commission's advice on a Gateway review determination for the Balmain Leagues Club site. Ms Lynelle Briggs AO, Chair of the Commission, appointed Ms Annabelle Pegrum AM and I to constitute the Commission for this matter and I was nominated as chair.

On 23 February 2016, the Commission visited the site and its surroundings and met with the Department and Leichhardt Municipal Council to hear their views on the proposal.

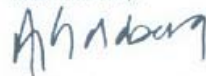
The Commission has carefully reviewed the background of this application, the merits of the Planning Proposal, the views of Council and the Department, the Council's reasons set out in their justification assessment for Gateway Review, and the Department's Gateway Panel report.

The Commission acknowledges Council's concern that the planning framework for the site should be updated, and that current and forecast traffic patterns in particular should be taken into account. However, the Commission is of the view that insufficient justification has been provided by Council for the reduction in development capability currently within Leichhardt Local Environmental Plan 2000 (LLEP 2000). The Commission notes that nothing within LLEP 2000 would preclude the type of development outcome envisaged by Council in the proposed amendment.

Accordingly, the Commission's advice is for the review of the Planning Proposal in its current form not to proceed.

Attached is a copy of the Commission's report for your information. In the event that any clarification is required, please contact Jade Shepherd (Planning Officer) or David McNamara (Director) of the Commission Secretariat in the first instance.

Yours sincerely,



Ms Abigail Goldberg  
Commission Member

COMMISSION SECRETARIAT  
Level 13, 301 George Street SYDNEY, NSW 2000  
GPO BOX 3415, SYDNEY, NSW 2001  
TELEPHONE (02) 9383 2100 FAX (02) 9299 9835  
[pa@pac.nsw.gov.au](mailto:pa@pac.nsw.gov.au)



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CC: Mr Marcus Ray  
Deputy Secretary  
Department of Planning and Infrastructure  
GPO Box 39  
SYDNEY NSW 2001



8 March 2016

**ADVICE ON A GATEWAY REVIEW REQUEST  
BALMAIN LEAGUES CLUB, DARLING STREET/VICTORIA ROAD, ROZELLE**

**REQUEST FOR ADVICE**

On 5 February 2016, the Deputy Secretary of the Department of Planning and Environment (the Department) requested that the Planning Assessment Commission (the Commission) provide advice on a Gateway review determination for the Balmain Leagues Club site. The proponent, Leichhardt Municipal Council (Council), is seeking a review of the determination that their Planning Proposal to amend the *Leichhardt Local Environmental Plan (LEP) 2013* for the site, should not proceed.

The Department requested that the Commission “review the planning proposal and provide advice concerning the merits of the request for review”. Ms Lynelle Briggs AO, Chair of the Commission, appointed Ms Abigail Goldberg (chair) and Ms Annabelle Pegrum AM to constitute the Commission for this matter.

**BACKGROUND**

The site, previously the base of the Balmain Leagues Club, is currently subject to the *Leichhardt Local Environmental Plan 2000* (LLEP 2000) having been deferred from the *Leichhardt Local Environmental Plan 2013* (LLEP 2013).

The site has been the subject of a number of planning proposals and determinations including:

Proposal	Summary description	Status
2010: Development Application D2009/352 2010	Demolition of existing structures, excavation and remediation; and construction of a mixed use development including: <ul style="list-style-type: none"> <li>• 145 dwellings within townhouses and apartments and three residential flat buildings;</li> <li>• Retail shops, restaurants, a supermarket and commercial offices;</li> <li>• A public plaza, new leagues club and an infill building;</li> <li>• Car parking for 550 vehicles; and</li> <li>• A pedestrian bridge across Victoria Road.</li> </ul>	Refused by the Sydney Region East Joint Regional Planning Panel (JRPP) on 9 July 2010 for the following reasons: <ol style="list-style-type: none"> <li>a. Proposal exceeds the FSR and height per LLEP 2000;</li> <li>b. Proposal has an unacceptable impact on traffic;</li> <li>c. The proposal has not satisfied the Council's Design Review Panel on the quality of design; and</li> <li>d. The proposal does not provide high amenity within apartments.</li> </ol> <p>The JRPP advised that it would require any future application to demonstrate complete compliance with LLEP 2000; a report that traffic impacts are acceptable; and support from Council's Design Review Panel regarding design quality and amenity.</p>

COMMISSION SECRETARIAT  
Level 13, 301 George Street SYDNEY, NSW 2000  
GPO BOX 3415, SYDNEY, NSW 2001  
TELEPHONE (02) 9383 2100 FAX (02) 9299 9835  
pac@pac.nsw.gov.au

Proposal	Summary description	Status
2014: Part 3A Development Application (MP11_0015)	Demolition of existing structures, excavation and remediation; and construction of a mixed use development including: <ul style="list-style-type: none"> <li>Two towers of 24 and 20 storeys in height;</li> <li>247 residential apartments;</li> <li>Retail space including a supermarket, mini-major and speciality retail;</li> <li>A new Balmain Leagues Club;</li> <li>Community and commercial facilities including a childcare centre, medical centre, commercial office space; and</li> <li>Car parking for 488 vehicles on site and new traffic arrangements.</li> </ul>	On 11 April 2014, the Planning Assessment Commission refused this application for the following reasons: <ol style="list-style-type: none"> <li>1. Adverse impacts on the operation of the surrounding road network;</li> <li>2. Adverse impacts on bus services, including significant increased travel times for routes along Darling Street;</li> <li>3. The development does not allow vehicles to exit the site from Victoria Road safely and efficiently; and</li> <li>4. By virtue of reasons 1, 2 and 3 above, the development is not considered to be in the public interest.</li> </ol> <p>In its determination report, the Commission noted that in its view <i>the provisions in LLEP 2000 (as amended) provide an appropriate framework for the site's future redevelopment.</i></p>
2015: Development Application (D/2015/438)	Demolition of existing structures and remediation of the site; and construction of a mixed use development including: <ul style="list-style-type: none"> <li>Two residential towers of 12 and 8 storeys in height comprising 135 apartments;</li> <li>Public plaza levels containing speciality retail areas, supermarket and a new club premises;</li> <li>A new infill commercial building;</li> <li>Townhouses; and</li> <li>Associated car parking.</li> </ul>	The development application (DA) was submitted by Rozelle Village Pty Ltd (the landowner) to Council on 14 August 2015. <p>On 13 October 2015, the landowner lodged an appeal against Council's 'Deemed Refusal' of the DA at the Land and Environment Court. The development application had not proceeded to the JRPP for consideration, and instead Court proceedings on the matter are currently underway.</p>
2015: Planning Proposal	The Planning Proposal sought to amend LLEP 2013 by rezoning the site from 'Business' to 'B2 – Local Centre' and introducing a site specific floor space ratio (FSR), a maximum building height of 6 – 8 storeys and minimum building setback standards.	Council submitted the Planning Proposal to the Department on 24 August 2015. <p>On 2 October 2015, the Gateway Panel of the Department determined that the application should not proceed past Gateway. The rationale for this decision was:</p> <ol style="list-style-type: none"> <li>1. Inconsistency with Section 117 Directions;</li> <li>2. Inconsistency with SEPP 32 Urban Consolidation (Redevelopment of Urban Land);</li> <li>3. The significant reduction in development potential for the site inconsistent with <i>A Plan for Growing Sydney</i>;</li> <li>4. Insufficient justification for the reduction in development capacity, particularly considering the advice of the (former) Commission in its 2014 refusal of the Part 3A development application for the site.</li> </ol>

**REQUEST FOR ADVICE 2016: GATEWAY DETERMINATION REVIEW**

Council requested a review of the Gateway determination that the Planning Proposal should not proceed on 2 November 2015. As noted above, the Department has requested the advice of the Commission on this matter.

In undertaking its review, the Commission considered the current planning context, reviewed the Planning Proposal and response of the Gateway Panel, undertook a site visit and met with both the Department and Council. The outcome of these processes are summarised below.

The Commission also sought internal legal advice considering that its review process is taking place simultaneous with proceedings in the Court related to the same site. In this regard, the Commission was advised that the two processes are separate, and able to proceed in parallel.

**Planning context:**

The Commission notes that the site is currently identified as a 'Deferred Matter' under LLEP 2013. Consequently, the LLEP 2000 provisions continue to apply to the site. Pursuant to LLEP 2000, the site is zoned 'Business', has a FSR of 3.9:1 and a maximum building height of 12 storeys.

The Planning Proposal seeks to amend LLEP 2013 to include provisions for the site. It is proposed that the site be rezoned to 'B2 Local Centre' and have a base FSR of 1:1, with separate incentives of 0.5:1 for mixed use development incorporating active street frontage, and 0.9:1 for mixed use development incorporating a registered club; a maximum building height of 6-8 storeys; the allocation of a range of gross floor areas for residential, commercial, retail and club uses; and minimum setbacks for building in the precinct.

The Commission visited the site and its surroundings on 23 February 2016. The Commission noted the run-down and derelict condition of the site, and the negative impact of this on the surrounding context.

**Commission meetings:**

The Commission met with the Department on 23 February 2016. Key issues discussed included:

- The history and deferred planning status of the site in LLEP 2013;
- The timing of the provision of the Commission's advice having regard to the status of the current Land and Environment Court case that is underway; and
- The Department's views on the Planning Proposal.

The Commission also met with Council, the Applicant, on 23 February 2016. Key issues discussed included:

- The history of the site;
- Traffic and transport concerns for Victoria Road;
- Concerns of Council and the local community regarding the re-instatement of the Balmain Leagues Club within the precinct;
- Studies undertaken by Council in response to the JRPP 2010 considerations;
- The current statutory provisions and Council's desire to update LLEP 2013 to remove the deferred status for the site; and



- The status of the development application currently under consideration by the Land and Environment Court.

A summary of these meetings is attached at **Appendix 1**.

#### **COMMISSION'S COMMENTS**

The Commission has carefully reviewed the background of this application, the merits of the Planning Proposal, the views of Council and the Department, Council's reasons set out in their justification assessment for Gateway Review, and the Department's Gateway Panel report.

The Commission acknowledges Council's concern that the planning framework for the site should be updated, and that current and forecast traffic patterns in particular should be taken into account. The Commission also notes that the indicative urban design outcome proposed by Council is based on appropriate urban design principles.

The Commission agrees with the Department panel consideration of September 2015 that the proposed B2 Local Centre zone is appropriate and that the Balmain Leagues Club precinct should, in principle, be included in LLEP 2013.

The Commission is also of the view that there is merit in re-examining site specific controls for the precinct in LLEP 2013. However, the Commission notes that only one possible design outcome appears to have been tested by Council in a precinct where other development strategies would be possible. Moreover the planning proposal does not appear to have been benchmarked, including for site development and density potential, as would be expected in a rigorous planning process, and in particular with reference to the current capability of LLEP 2000. There is limited justification therefore for the reduction in development capability currently within LLEP 2000. The Commission also notes that nothing within LLEP 2000 would preclude the type of development outcome envisaged by Council in the proposed amendment.

The Commission also observes that the Planning Proposal has been prepared without due consultation with the landowner, as would ordinarily be expected of a democratic, consultative planning process.

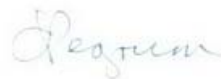
In summary, the Commission concurs with the Department that insufficient justification has been provided at this time for the proposal to proceed past Gateway.

#### **COMMISSION'S ADVICE**

The Commission's advice is for the review of the Planning Proposal in its current form not to proceed due to insufficient justification having been provided.



Ms Abigail Goldberg  
Commission Chair



Ms Annabelle Pegrum AM  
Commission Member

**Appendix 1**  
**Meeting Notes**

Notes of Briefing from the Department of Planning and Environment – 23 February 2016

Meeting note taken by: Jade Shepherd	Date: Tuesday, 23 February 2016	Time: 2pm
Project: Gateway Review Advice – Balmain Leagues Club		
Meeting place: Planning Assessment Commission Office		
<p><b>Attendees:</b></p> <p>Members of the Commission:</p> <p>Abigail Goldberg (chair)</p> <p>Annabelle Pegrum AM</p> <p>Commission Secretariat:</p> <p>Jade Shepherd – Planning Officer</p> <p>The Department of Planning and Environment (the Department):</p> <p>Andrew Watkins – Planning Officer, Metropolitan (CBD)/Sydney Region East Planning Services</p> <p>Martin Cooper – Team Leader, Metropolitan (CBD)/Sydney Region East Planning Services</p> <p>Karen Armstrong – Director, Metropolitan (CBD)/Sydney Region East Planning Services</p>		
The purpose of the meeting: For the Department to brief the Commission on the project.		
<p>The Department provided a brief overview of the application and raised the following key matters:</p> <ul style="list-style-type: none"> <li>• The Department deferred the inclusion of the site in LLEP 2013 because the former development application for the site was still in the process of being assessed.</li> <li>• Department was of the view that the amended documentation did not provide sufficient justification to demonstrate that the standards outlined in LLEP 2000 did not work.</li> </ul> <p>The following matters were also discussed:</p> <ul style="list-style-type: none"> <li>• The Commission queried if the Department had had discussions with the landowner regarding the Planning Proposal. The Department indicated that it had had limited interaction with the landowner.</li> <li>• The Commission advised the Department that upon researching the site, it had found that the site is subject to Court proceedings. The Commission queried whether the Department had information about the current status of the Court case. The Department indicated that hearings for the development application are scheduled for late March and early April 2016.</li> <li>• The Commission noted that it has 28 days from 12 February 2016 to provide its advice on the project. The Commission requested advice from the Department on the legal standing and timing of the provision of the Commission's advice, given that the Court case is underway.</li> </ul>		
Documents: N/A		
Meeting closed: 2:30pm		

Notes of briefing from Leichhardt Municipal Council – 23 February 2016

<b>Meeting note taken by:</b> Jade Shepherd	<b>Date:</b> Tuesday, 23 February 2016	<b>Time:</b> 4pm
<b>Project:</b> Gateway Review Advice – Balmain Leagues Club		
<b>Meeting place:</b> Leichhardt Municipal Council Office		
<b>Attendees:</b> Members of the Commission: Abigail Goldberg (chair) Annabelle Pegrum AM  Commission Secretariat: Jade Shepherd – Planning Officer  Leichhardt Municipal Council (Council): Clare Harley – Manager Environment and Urban Mark Bonnano – Manager Legal Services		
<b>The purpose of the meeting:</b> For Council to brief the Commission on the project.		
Council raised the following key matters:  <u>Background</u> <ul style="list-style-type: none"> <li>• Rozelle Village Pty Ltd is the land owner.</li> <li>• Council indicated that it would provide a revised Statement of Facts and Contentions outlining the history of the site as presented to the Court.</li> <li>• Balmain Leagues Club entered into a Voluntary Planning Agreement (VPA) with Council in 2008 for the current LLEP 2000 controls. The VPA needs to be amended because no bridge over Victoria Road has been constructed.</li> <li>• There is no legal requirement for the club to return to the site. This is a significant concern for Council having regard to the community value of the club.</li> <li>• Balmain Tigers are currently renting sites at Homebush and Five Dock.</li> </ul> <u>Development Application (DA) in Court Proceedings</u> <ul style="list-style-type: none"> <li>• The DA was lodged on 14 August 2015.</li> <li>• An appeal against the 'deemed refusal' of the DA was filed with the Land and Environment Court on 8 October 2015 and served on Council on 13 October 2015.</li> <li>• The DA was to be determined by the JRPP on 4 February 2016.</li> <li>• Council acknowledges that the current DA complies with building height and FSR standards. However Council has concerns in regards to traffic, the interface between the commercial centre and the shops along Darling Street, the built form and that no affordable housing is provided in the scheme.</li> </ul> <u>The Planning Proposal</u> <ul style="list-style-type: none"> <li>• Council had undertaken considerable planning work on the site post the JRPP consideration in 2010.</li> </ul>		



- The Planning Proposal is an important 'tidiness exercise' to update LLEP 2013.
- Hill PDA has concluded that Council's proposed scheme would still provide the developer with a reasonable rate of return.
- There has been limited discussion between Council and the landowner about the Planning Proposal.
- Council is of the view that the proposed standards would reduce traffic impacts from any development on the site.
- Victoria Road already experiences heavy traffic and there will be increased traffic in the future. The road is projected to be a transfer corridor under the 'Plan for Growing Sydney'. There will be West Connex Portals in Rozelle. One lane will be allocated as a 'rapid bus transfer' lane.
- The concept plan approval for the Sydney Metro railway is still in place, affecting the site, but this project is considered unlikely to proceed in the form anticipated.

Documents: N/A

Meeting closed: 5pm

## ITEM 2.2

## NEW BALLOT FOR LGNSW BOARD ELECTIONS

<b>Division</b>	Corporate and Information Services
<b>Author</b>	Manager Governance and Administration
<b>Meeting date</b>	10 May 2016 Policy Meeting
<b>Strategic Plan Key Service Area</b>	Sustainable services and assets

### **SUMMARY AND ORGANISATIONAL IMPLICATIONS**

<b>Purpose of Report</b>	To advise Council that a new ballot is being held for positions on the LGNSW Board and to determine voting delegates.
<b>Background</b>	NIL
<b>Current Status</b>	NIL
<b>Relationship to existing policy</b>	NIL
<b>Financial and Resources Implications</b>	This proposal is consistent with the recent s23A Guidelines issued by the OLG in relation to financial expenditure.
<b>Recommendation</b>	That Council determine its 5 voting delegates for the new ballot for LGNSW Board Elections.
<b>Notifications</b>	NIL
<b>Attachments</b>	1. Correspondence from LGNSW

## Purpose of Report

To advise Council that a new ballot is being held for positions on the LGNSW Board and to determine voting delegates.

## Recommendation

That Council determine its 5 voting delegates for the new ballot for LGNSW Board Elections.

## Report

Council has received correspondence from LGNSW on 19 April 2006 shown as Attachment 1 advising that a new ballot will be held for some positions on the LGNSW Board. The new ballot arises from an election inquiry concerning the election of members of the Board at the Association's 2015 Annual Conference. On 29 March 2016 the Federal Court of Australia made an order declaring the election of 13 persons on the Board void and each such person not to have been elected. The offices of President and Treasurer were unaffected, and the Court determined that three other directors were not impacted by the irregularity because of the size of their respective primary votes.

The Federal Court of Australia has ordered a new ballot (NSD53/2016) be conducted for the following positions on the LGNSW Board:

- Vice President from a Metropolitan/Urban council;
- Vice President from a Regional/Rural council;
- Directors from a Metropolitan/Urban council) (5); and
- Directors from a Regional/Rural council (6).

The ballot will be conducted by post. Ballot material will be posted to '*voting delegates*' as defined by the rules of the Association and Members of the Board on Thursday, 9 June 2016. The ballot will close on Thursday, 30 June 2016 at 10:00am. Council has five voting delegates and has been requested to provide the name and postal address of their voting delegates to the Association by 12:00 noon, Thursday, 2 June 2016. No changes to voting delegates will be accepted after this time.

## Attachments

1. Correspondence from LGNSW

Dear General Manager,

The purpose of this email is to provide members of the Local Government and Shires Association of New South Wales (the Association) with further information about the Notice of Election which was issued by the Australian Electoral Commission on Friday 15 April 2016.

As previously advised the new ballot will be conducted by post and 'Ordinary Members' of the Association must provide the name and postal address of their voting delegates to the Association by 12:00 noon Thursday 2 June 2016. The nomination of voting delegates must be made by Ordinary Members of the Association (as defined by Rule 6 and Rule 7 of the Association's Rules).

Additionally, Rule 37(c) provides that:

*Each Council which is an Ordinary member shall be entitled to a maximum voting delegation for Board elections equal to the delegation to which such Council is entitled for voting at Conferences, as prescribed by the formula in Rule 23, and to avoid doubt each of the 9 delegates from the ALC Regions shall be entitled to cast only one vote each.*

The number of voting delegates that each Ordinary member is entitled to is set out in the table at [Annexure A](#)

While it is the case that voting delegates must be Councillors of a Council which is an Ordinary Member of the Association, it is the Ordinary Member that nominates the voting delegates and the nominations are to be made online using the nomination form at the following link: [online nomination form](#). Councils are advised that only one nomination form may be completed for each Ordinary Member and as such it is important for the full names and postal addresses of each of the nominated voting delegates be provided on the one nomination form.

Finally, Councils are also advised that nominated voting delegates do not need to be the same delegates as were nominated in the Board election conducted in October 2015.

Questions on voting delegates should be directed to Lillian Tiddy, Director, Member Services

Kind Regards,

LILLIAN TIDDY  
**DIRECTOR – MEMBER SERVICES**  
**LOCAL GOVERNMENT NSW**

#### Annexure A for 2016 Board Elections

Ordinary members' voting delegations for the 2016 election to vacant positions on the Board of Directors of the Association.

Ordinary member	Number of voters for voting in the election of Board of Directors
Aboriginal Land Council	9
Albury City Council (R/R)	4
Armidale Dumaresq Council (R/R)	3
The Council of the Municipality of Ashfield (M/U)	4
Auburn City Council (M/U)	5
Ballina Shire Council (R/R)	3
Balranald Shire Council (R/R)	1
Bankstown City Council (M/U)	10
Bathurst Regional Council (R/R)	3
Bega Valley Shire Council (R/R)	3
Bellingen Shire Council (R/R)	2
Berrigan Shire Council (R/R)	1
Blacktown City Council (M/U)	12
Bland Shire Council (R/R)	1
Blayney Shire Council (R/R)	1
Blue Mountains City Council (R/R)	4
Bogan Shire Council (R/R)	1
Bombala Council (R/R)	1
Boorowa Council (R/R)	1
The Council of the City of Botany Bay (M/U)	4
Bourke Shire Council (R/R)	1
Brewarrina Shire Council (R/R)	1
Broken Hill City Council (R/R)	2
Burwood Council (M/U)	4
Byron Shire Council (R/R)	3
Cabonne Shire Council (R/R)	2
Camden Council (M/U)	5
Campbelltown City Council (M/U)	9
City of Canada Bay Council (M/U)	5
Canterbury City Council (M/U)	7
Carrathool Shire Council (R/R)	1
Central Darling Shire Council (R/R)	1**
Cessnock City Council (R/R)	4
Clarence Valley Council (R/R)	4
Cobar Shire Council (R/R)	1
Coffs Harbour City Council (R/R)	4
Conargo Shire Council (R/R)	1
Coolamon Shire Council (R/R)	1
Cooma-Monaro Shire Council (R/R)	2
Coonamble Shire Council (R/R)	1
Cootamundra Shire Council (R/R)	1
Corowa Shire Council (R/R)	2
Cowra Shire Council (R/R)	2
Deniliquin Council (R/R)	1
Dubbo City Council (R/R)	3
Dungog Shire Council (R/R)	1

Eurobodalla Shire Council (R/R)	3
Fairfield City Council (M/U)	10
Forbes Shire Council (R/R)	1
Gilgandra Shire Council (R/R)	1
Glen Innes Severn Council (R/R)	1
Gloucester Shire Council (R/R)	1
Gosford City Council (R/R)	7
Goulburn Mulwaree Council (R/R)	3
Great Lakes Council (R/R)	3
Greater Hume Shire Council (R/R)	2
Greater Taree City Council (R/R)	3
Griffith City Council (R/R)	3
Gundagai Shire Council (R/R)	1
Gunnedah Shire Council (R/R)	2
Guyra Shire Council (R/R)	1
Gwydir Shire Council (R/R)	1
Harden Shire Council (R/R)	1
Hawkesbury City Council (M/U)	5
Hay Shire Council (R/R)	1
Holroyd City Council (M/U)	7
The Council of the Shire of Hornsby (M/U)	9
The Council of the Municipality of Hunters Hill (M/U)	2
Hurstville City Council (M/U)	5
Inverell Shire Council (R/R)	2
Jerilderie Shire Council (R/R)	1
Junee Shire Council (R/R)	1
Kempsey Shire Council (R/R)	3
The Council of the Municipality of Kiama (R/R)	3
Kogarah City Council (M/U)	5
Ku-ring-gai Council (M/U)	7
Kyogle Council (R/R)	1
Lachlan Shire Council (R/R)	1
Lake Macquarie City Council (R/R)	7
Lane Cove Municipal Council (M/U)	3
Leeton Shire Council (R/R)	2
Leichhardt Municipal Council (M/U)	5
Lismore City Council (R/R)	3
City of Lithgow Council (R/R)	3
Liverpool City Council (M/U)	10
Liverpool Plains Shire Council (R/R)	1
Lockhart Shire Council (R/R)	1
Maitland City Council (R/R)	4
Manly Council (M/U)	4
Marrickville Council (M/U)	5
Mid-Western Regional Council (R/R)	3
Moree Plains Shire Council (R/R)	2
Mosman Municipal Council (M/U)	3
Murray Shire Council (R/R)	1
Murrumbidgee Shire Council (R/R)	1
Muswellbrook Shire Council (R/R)	2
Nambucca Shire Council (R/R)	2
Narrabri Shire Council (R/R)	2
Narrandera Shire Council (R/R)	1

Narromine Shire Council (R/R)	1
Newcastle City Council (R/R)	7
North Sydney Council (M/U)	5
Oberon Council (R/R)	1
Orange City Council (R/R)	3
Palerang Council (R/R)	2
Parkes Shire Council (R/R)	2
Parramatta City Council (M/U)	10
Penrith City Council (M/U)	10
Pittwater Council (M/U)	5
Port Macquarie-Hastings Council (R/R)	4
Port Stephens Council (R/R)	4
Queanbeyan City Council (R/R)	3
Randwick City Council (M/U)	7
Richmond Valley Council (R/R)	3
Rockdale City Council (M/U)	7
Ryde City Council (M/U)	7
Shellharbour City Council (R/R)	4
Shoalhaven City Council (R/R)	4
Singleton Council (R/R)	3
Snowy River Shire Council (R/R)	1
Strathfield Municipal Council (M/U)	4
Sutherland Shire Council (M/U)	10
Council of the City of Sydney (M/U)	10
Tamworth Regional Council (R/R)	4
Temora Shire Council (R/R)	1
Tenterfield Shire Council (R/R)	1
The Hills Shire Council (M/U)	10
Turnbarumba Shire Council (R/R)	1
Turnut Shire Council (R/R)	2
Tweed Shire Council (R/R)	4
Upper Hunter Shire Council (R/R)	2
Upper Lachlan Shire Council (R/R)	1
Uralla Shire Council (R/R)	1
Urana Shire Council (R/R)	1
Wagga Wagga City Council (R/R)	4
The Council of the Shire of Wakool (R/R)	1
Walcha Council (R/R)	1
Walgett Shire Council (R/R)	1
Warren Shire Council (R/R)	1
Warrimah Council (M/U)	9
Warrumbungle Shire Council (R/R)	1
Waverley Council (M/U)	5
Weddin Shire Council (R/R)	1
Wellington Council (R/R)	1
Wentworth Shire Council (R/R)	1
Willoughby City Council (M/U)	5
Wingecaribee Shire Council (R/R)	3
Wollondilly Shire Council (R/R)	3
Wollongong City Council (R/R)	7
Woolahra Municipal Council (M/U)	5
Wyong Shire Council (R/R)	7
Yass Valley Council (R/R)	2
Young Shire Council (R/R)	2

**SECTION 3 – OTHER REPORTS**



## ITEM 3.1 SUMMARY OF RESOLUTIONS

<b>Division</b>	Corporate and Information Services
<b>Author</b>	Manager Governance and Administration
<b>Meeting date</b>	10 May 2016 Policy Meeting
<b>Strategic Plan Key Service Area</b>	Sustainable services and assets

### **SUMMARY AND ORGANISATIONAL IMPLICATIONS**

<b>Purpose of Report</b>	To advise of the status of resolutions until such time as they have been fully actioned.
<b>Background</b>	At the 25 August 2015 Ordinary Meeting Council resolved to include the status of all resolutions until such time as they have been fully actioned.
<b>Current Status</b>	NIL
<b>Relationship to existing policy</b>	NIL
<b>Financial and Resources Implications</b>	NIL  This proposal is consistent with the recent s23A Guidelines issued by the OLG in relation to financial expenditure.
<b>Recommendation</b>	That the information be received and noted.
<b>Notifications</b>	NIL
<b>Attachments</b>	Summary of resolutions

## **Purpose of Report**

To advise of the status of resolutions until such time as they have been fully actioned.

## **Recommendation**

That the information be received and noted.

## **Background**

At the 25 August Ordinary Meeting council resolved;

*That the business papers of ordinary meetings include the status of Mayoral minutes, motions of which due notice has been given and motions arising from reports where further action is required until such time as the Mayoral minute or motion has been fully actioned.*

A resolution has been actioned if:

- A requested letter has been written and sent.
- A requested report has been tabled at a Council Meeting.
- Where Council has resolved that capital works or maintenance works be undertaken, that the works are completed.
- Where Council has resolved that a public meeting be held, that the meeting has been held and any resolutions of the meeting be reported back to Council.

Where Council has required that material be circulated to residents, that the material has been dispatched.

## **Attachments**

1. Summary of resolutions

MAYORAL MINUTES

MEETING DATE & TITLE OF REPORT	SUMMARY OF RESOLUTIONS	ACTION/TAKEN	TIMEFRAME	OFFICER
<b>8 September 2015</b>  <b>C419/15P</b> NAMING OF THE NEW SOUTH ANNANDALE NEIGHBOURHOOD PARK DOUGLAS GRANT MEMORIAL PARK	That Council:  1. Adopt the recommendations of the Leichhardt Aboriginal & Torres Strait Islander Consultative Committee and the naming of the new South Annandale Park in honour of Douglas Grant with the name of the new park being known as the "Douglas Grant Memorial Park".  2. Recommend the naming of the new park to the Geographical Names Board  3. Develop an interpretation strategy as part of the development of the new park to acknowledge & educate the community on the life & times of Douglas Grant & that funding for such works be identified in 2016/17 budget.	1. Park opened 19 September 2015   2. Geographical Names Board has approved the gazettal of the name Douglas Grant Park.  3. In progress	1. Completed   2. Completed   3. 2016/17	Senior Parks and Open Space Planner   GIS/Property Systems Coordinator
<b>6 October 2015</b>  <b>C474/15P</b> <b>C475/15P</b> <b>C476/15P</b> <b>C477/15P</b> REVITALISING OUR MAIN STREETS	That Council:  1. Investigate methods for encouraging landlords of commercial properties to maintain their building, including street frontages, regardless of whether they are tenanted.  2. Investigate processes for expediting the approval of short term uses of commercial properties, pending the arrival of longer term tenants.  3. Investigate possible rating formulas & amendments to state and federal taxation legislation that would encourage full occupancy of commercial premises. This should include examination of; a. Allowable rating systems under the NSW Local Government Act	1. Follows on from Shopfront Audit completed in 2014 . Investigation will be incorporated into Shopfront Improvement Project to be commenced early 2015  2. This investigation will be incorporated into streamlining approvals for events, short term uses and live entertainment reported to Council in March 2016  3. Reported to November 2015	1. Completed   2. Completed   3. Completed	Pt 1, 2 and 4 Economic Development x  Pt 3 Director Corporate Information Services

### MAYORAL MINUTES

	<p>b. The Land Tax Act</p> <p>c. Existing Commonwealth tax arrangements relating to commercial property.</p> <p>4. Investigate the perceived financial incentives for keeping shops untenanted while owners pursue redevelopment opportunities</p>	<p>Ordinary Meeting.</p> <p>4. Reported to November 2015 Ordinary Meeting.</p>	<p>4. Completed</p>	
<p><b>8 March 2016</b></p> <p><b>C92/16P</b></p> <p>WAR MEMORIAL PARK PLAYGROUND UPGRADE</p>	<p>1. That Council allocates a further \$80,000 as part of the third quarter budget review in order to meet the additional costs for upgrading the War Memorial Park Playground this financial year.</p> <p>2. That Council undertakes further consultation with the community about the proposed upgrade.</p> <p>3. That survey results from the previous consultation be circulated to Councillors.</p>	<p>1. Completed.</p> <p>2. Residents notified 17/3/16 of proposed works. Submission closing 1/4/16. Anticipated works to commence in May.</p> <p>3. Completion end of June.</p>	<p>1. May 2016</p> <p>2. May 2016</p> <p>3. June 2016</p>	<p>Part 1 Manager Financial Services</p> <p>Pts2 &amp; 3 Senior Open Space Planner</p>
<p><b>8 March 2016</b></p> <p><b>C86/16P</b></p> <p>BALMAIN TIGERS AND LEICHHARDT OVAL HISTORIC VIDEO</p>	<p>That Council:</p> <p>1. Allocate a sum of up to \$20,000 from the Major Issues Budget to allow the recording of an archival video preserving the oral history, the feelings of local Tigers fans and possibly the final First Grade games at Leichhardt Oval in 2016.</p> <p>2. Call for expressions of interest to produce such a video.</p> <p>3. That a report be brought back to Council following the expression of interest process and include options for funding and production.</p>	<p>1. This has been noted within the Major Issues Budget</p> <p>2 &amp; 3. Report to April Ordinary Council</p>	<p>Completed</p>	<p>Point 1 Manager Financial Services</p> <p>Point 2 &amp; 3 Media &amp; Communications Coordinator</p>
<p><b>12 April 2016</b></p> <p><b>C156/16P</b></p> <p>DELEGATE'S REPORT</p>	<p>That Council write to the Minister's Office &amp; all the members of the Boundaries Commission seeking a copy of the report of the Delegate Cheryl Thomas on the Proposal to amalgamate Ashfield, Leichhardt &amp; Marrickville pursuant to section 218F of the LGA.</p>	<p>Letter sent</p>	<p>Completed</p>	<p>Acting General Manager</p>

### OTHER POLICY COUNCIL RESOLUTIONS

MEETING DATE & TITLE OF REPORT	SUMMARY OF RESOLUTIONS	ACTION/TAKEN	TIMEFRAME	OFFICER
<b>11 August 2015</b>  <b>C369/15P</b> PIONEERS MEMORIAL PARK REVISED PARK PLAN OF MANAGEMENT	<ol style="list-style-type: none"> <li>1. That Council defer exhibition of the revised Pioneer Memorial Park Plan of Management pending a report on appropriate core objectives and relevant performance indicators for inclusion in the Plan of Management and in particular those concerning the conservation of biodiversity.</li> <li>2. In recognition of the historical significance of Pioneers Memorial Park, Council develop appropriate heritage interpretation panels which can be displayed within the park to educate and inform the community on the park and its history.</li> </ol>	<ol style="list-style-type: none"> <li>1. Report to June Policy Meeting</li> <li>2. In progress</li> </ol>	Mid 2016	Senior Parks and Open Space Planner
<b>8 September 2015</b>  <b>C430/15P</b> STREAMLINING AND SIMPLIFYING LEICHHARDT LGA EVENT APPROVAL PROCESSES	That: <ol style="list-style-type: none"> <li>1. The report be received and noted</li> <li>2. Council Officers develop a draft Local Approvals Policy whereby a range of pre-determined activities, promotions &amp; related events could be licenced to occur on Public Land in certain locations within the Leichhardt LGA on a maximum number of occasions per annum</li> <li>3. Council Officers develop a draft Planning Proposal to expand the Exempt &amp; Complying Development Provisions of Leichhardt LEP 2013 pursuant to the EP&amp;A Act 1979.</li> </ol>	<ol style="list-style-type: none"> <li>1. Noted.</li> <li>2. Draft Policy reported to April 2016 Policy Meeting.</li> <li>3. Noted. Draft Planning Proposal being developed.</li> </ol>	<ol style="list-style-type: none"> <li>2. Completed</li> <li>3. May 2016</li> </ol>	Director Environment and Community Management

OTHER POLICY COUNCIL RESOLUTIONS

<p><b>8 September 2015</b></p> <p><b>C437/15P</b> PROPOSED MEN'S SHED LOCATION AT BLACKMORE OVAL</p>	<ol style="list-style-type: none"> <li>1. That Council approve use of the Storage room at Blackmore Oval for a Leichhardt Men's Shed.</li> <li>2. That promotional activities be undertaken to seek community interest in the group.</li> <li>3. That the group, independently established via the Men's Shed organisation, be provided with an initial 3 year licence &amp; option of a 1 year extension.</li> <li>4. That provision be made for operating hours of the Men's Shed to be up to four days between Monday to Friday, between the hours of 9am and 3pm.</li> <li>5. That opportunities to expand community shed programs at Blackmore Oval and other venues in the LGA be investigated, should interest from other community groups arise. This review to occur one year from the establishment of the Leichhardt Men's Shed.</li> </ol>	<ol style="list-style-type: none"> <li>1. Completed</li> <li>2. Completed.</li> <li>3. Finalisation of operating hours and licence agreement will occur once the independent Men's Shed organisation is established. Incorporation of the Leichhardt Men's Shed has been confirmed</li> <li>4. Noted</li> <li>5. Review to be undertaken one year from the first AGM of the Leichhardt Community Men's Shed.</li> </ol>	<p>1 &amp; 2 Completed</p> <p>3. Completed</p> <p>4. Completed</p> <p>5. April 2017</p>	<p>Community Development Officer - Aging and Disability</p>
<p><b>6 October 2015</b></p> <p><b>C472/15P</b> POST EXHIBITION REPORT DRAFT LEP 2013 RECLASSIFICATION AMENDMENT</p>	<p>That Council :-</p> <ol style="list-style-type: none"> <li>1. Resolves to adopt the following proposed amendment to <i>Leichhardt Local Environmental Plan 2013</i> to reclassify land at Lot B DP 159831 and part of Lot 2 DP 599686 near Church Street, Lilyfield from 'Community' to 'Operational' land.</li> <li>2. Delegates the making of the LEP amendment to the General Manager &amp; that following receipt of an opinion from Parliamentary Counsel's Office, the General Manager sign the front page of the LEP.</li> <li>3. Requests Parliamentary Counsel to draft and finalise the amendment to LEP 2013 as a result of the reclassification.</li> </ol>	<p>1-4 Completed.</p>	<p>1-4 Completed</p>	<p>Manager Environment and Urban Planning</p>

OTHER POLICY COUNCIL RESOLUTIONS

	<p>4. Following the completion of above (Point 3), the Department of Planning and Environment be advised that the LEP has been made and be requested to notify the Plan.</p> <p>5. Register on the titles of the land a restriction to the effect that it cannot be built on other than for car parking or open space, with the restriction able to be released only by agreement of both Council and the owner of 67 Church Street, Lilyfield.</p>	5. To be actioned after finalisation of Amendment.	5. 4th Quarter 2015/16	Manager Property and Commercial Services
<p><b>6 October 2015</b></p> <p><b>C484/15P</b> SMALL BARS PLANNING PROPOSAL</p>	<p>That Council:</p> <p>1. Endorse the attached planning proposal and forward to the Minister for Planning for Gateway Determination in accordance with section 56 of the <i>Environmental Planning and Assessment Act 1979</i>;</p> <p>2. Endorse the attached draft amendments to the DCP 2013, and place on public exhibition at the same time as the planning proposal.</p> <p>3. Request the Department of Planning and Environment to delegate the plan making functions, in relation to the subject Planning Proposal, to Council;</p> <p>4. Place the Planning Proposal (Attachment 6) and supporting documentation on public exhibition for a minimum of 28 days and public authorities be consulted on the Planning Proposal in accordance with the Gateway Determination, when issued;</p> <p>5. Consider a report at the completion of the public exhibition period detailing submissions received &amp; the outcome of consultation with public authorities.</p>	<p>1. Noted</p> <p>2. Noted</p> <p>3. Request for Gateway Determination has been submitted.</p> <p>4. Gateway Determination has been received and a report tabled at the April 2016 Policy meeting.</p> <p>5. Noted.</p>	<p>1. Noted</p> <p>2. Completed</p> <p>3. Competed</p> <p>4. Completed</p> <p>5. Mid 2016</p>	Manager Environment and Urban Planning

### OTHER POLICY COUNCIL RESOLUTIONS

<p><b>10 November 2015</b></p> <p><b>C537/15P</b> LCAMP REVIEW WHITES CREEK VALLEY PARK</p>	<p>That Council:-</p> <ol style="list-style-type: none"> <li>1. Adopt the proposed new Companion Animal Regulations for Whites Creek Valley park as recommended in <b>Attachment 3</b>.</li> <li>2. Undertake the installation of new Companion Animal Access signage within Cohen &amp; Whites Creek Valley Parks noting the expected timeline for the completion will be mid-December 2015.</li> <li>3. Consider funding installation of new BBQ area in the community Orchard (on leash area) in the 2016 /17 budget process &amp; removing the existing BBQ facility in the south eastern area of the park (off leash area).</li> </ol>	<ol style="list-style-type: none"> <li>1. Completed</li> <li>2. Completed</li> <li>3. To be actioned as part of a budget bid for the 2016/17 financial year.</li> </ol>	<p>1 - 2 Completed.</p> <p>3. June 2016</p>	<p>Senior Parks and Open Space Planner</p> <p>Manager Parks and Assets</p>
<p><b>10 November 2015</b></p> <p><b>C544/15P</b> FUTURE MANAGEMENT OF SHORT TERM ACCOMMODATION IN THE LEICHHARDT LGA</p>	<ol style="list-style-type: none"> <li>1. That a report be brought back to the March 2016 Council meeting which provides an update in relation to:               <ol style="list-style-type: none"> <li>a. the response from the Department of Planning and Environment</li> <li>b. Council's next steps based on this advice</li> </ol> </li> <li>2. That the attached submission be forwarded to the Parliamentary Inquiry into Short Term Accommodation</li> </ol>	<ol style="list-style-type: none"> <li>1. Noted. The NSW Parliamentary Committee Office have advised that the findings of their inquiry have not yet been released. The Department has not progressed it's study.</li> <li>2. Submission lodged</li> </ol>	<p>1. June 2016</p> <p>2. Completed</p>	<p>Manager Environment and Urban Planning</p>
<p><b>10 November 2015</b></p> <p><b>C549/15P</b> LEICHHARDT LOCAL ENVIRONMENTAL PLAN 2013 HOUSEKEEPING AMENDMENT - POST EXHIBITION REPORT</p>	<p>That Council:</p> <ol style="list-style-type: none"> <li>1. Adopts the proposed amendments to <i>Leichhardt Local Environmental Plan 2013</i> as attached to the report.</li> <li>2. Delegates the making of the LEP amendment to the General Manager and that, following receipt of an opinion from the Parliamentary Counsel's Office, the General Manager sign the relevant</li> </ol>	<p>Forwarded to Parliamentary Counsel. Draft instrument received. Discussions are ongoing.</p>	<p>June 2016.</p>	<p>Manager Environment and Urban Planning</p>



OTHER POLICY COUNCIL RESOLUTIONS

	<p>pages of the LEP.</p> <p>3. Requests Parliamentary Counsel to draft and finalise the amendment to LEP 2013.</p> <p>4. Following the completion of above (Point 3), the Department of Planning and Environment be advised that the LEP has been made and be requested to notify the Plan.</p>			
<p><b>8 March 2016</b></p> <p><b>C81/16P</b> LEICHHARDT OVAL NO. 1 - HIRING AGREEMENT TO WESTS TIGERS</p>	<p>1. That Council negotiate with Wests Tigers for a licence agreement for Leichhardt Oval no. 1 as outlined in the report.</p> <p>2. That the finalised form of the agreement be brought back to Council for adoption.</p>	<p>1. Draft agreement sent to Wests Tigers.</p> <p>2. Report to May Ordinary Meeting</p>	<p>May 2016</p>	<p>Director Infrastructure and Service Delivery</p>
<p><b>8 March 2016</b></p> <p><b>C84/16P</b> PROPOSED NETBALL COURT PROVISION - DARLEY ROAD LEICHHARDT</p>	<p>That Council:</p> <p>1. Proceed with detailed design works and the lodgement of a Development Application for the development of three hard surface netball Courts, public toilet facilities and associated landscaping improvements works at Shields Playground, Darley Road Leichhardt.</p> <p>2. Subject to the granting of development approvals, commit to developing netball courts on the Darley Road site.</p> <p>3. Assess the traffic and parking impact of the courts on Lyall Street.</p> <p>4. Identify options for how funding for the amenity block could be reallocated to improving the amenity for passive recreation at the Shields Park.</p>	<p>1. DA lodged.</p> <p>2. Noted</p> <p>3. Traffic study underway</p> <p>4. Options being investigated.</p>	<p>1. Completed</p> <p>3. May 2016</p> <p>4. May 2016</p>	<p>PTS 3 &amp; 5 Manager Urban Design and Project Management</p> <p>PTS 1, 4 &amp; 6 Senior Parks and Open Space Planner</p>

### OTHER POLICY COUNCIL RESOLUTIONS

	<p>5. Resubmit to the Traffic Committee a proposal for a pedestrian crossing at Darley Road adjacent to the light rail station.</p> <p>6. Review all other sites in the municipality for their appropriateness for courts to be installed.</p>	<p>5. RMS is investigating the proposal</p> <p>6. Completed report being submitted to the June Policy Meeting</p>	<p>5. July 2016</p> <p>6. Completed</p>	
<p><b>8 March 2016</b></p> <p><b>C88/16P</b></p> <p>REPORT ON MEMORIAL PLANTINGS AND PLAQUES POLICY FOR ADOPTION</p>	<p>1. That Council adopt the Memorial Plantings and Plaques Policy shown attached as Attachment 1 subject to requests being delegated to the General Manager to approve in line with the adopted policy.</p> <p>2. That Council consider an annual program of historical markers and interpretative signage in the forthcoming budget process.</p> <p>3. That fees applicable under the policy be addressed in the course of the budget process.</p>	<p>1. Actioned</p> <p>2. Submission to Councillor Budget Briefing</p> <p>3. In progress</p>	<p>1. Completed</p> <p>2. June 2016</p> <p>3. June 2016</p>	<p>1 &amp; 2. Group Manager Community and Cultural Services</p> <p>3. Manager Assets and Parks</p>
<p><b>8 March 2016</b></p> <p><b>C90/16P</b></p> <p>MORT BAY PARK PLAN OF MANAGEMENT-REVISED IMPLEMENTATION PRIORITIES</p>	<p>That Council:</p> <p>1. Adopt the revised priority action plan for Mort Bay Park and proceed with actioning the priority maintenance and improvement actions listed below in 2016/17, with a total value of \$100,000 to implement the following items: 1, 2, 4, 5.1, 5.2, 5.5, 5.7, 5.8, 5.9.</p> <p>2. Receive a report on detailed costings of identified capital items contained within the revised priority action plan and opportunities for funding and delivery. This report be brought back to Council at its next Policy Meeting</p>	<p>1. Completed</p> <p>2. Completed</p>	<p>1. Completed</p> <p>2. Completed</p>	<p>PTS 1, 2, 3, 4 &amp; 6 Senior Parks and Open Space Planner</p> <p>PTS 5 &amp; 7 Manager Park and Assets</p>

### OTHER POLICY COUNCIL RESOLUTIONS

	<p>3. Note that further investigation on the feasibility of the proposed swimming enclosure is required prior to Council committing to any future delivery of this particular project.</p> <p>4. With regard to tree management along the peripheral edges of Mort Bay Park, adopt a policy of selective tree removals:</p> <ul style="list-style-type: none"> <li>a. To create view corridors from key viewing points nominated in the Plan of Management, remove <i>Banksia integrifolia</i> (coast banksia) along the Bay and Phillip Streets boundary and replace with <i>Banksia ericifolia</i> (heath banksia) to create a view corridor between Bay Street Pocket Park and the Bay Street park entrance to the harbour.</li> <li>b. To retain biodiversity and habitat, develop a landscape scheme in the bush regeneration area of the park below the above view corridors which increases the development of lower understory shrub and smaller specimen tree planting.</li> <li>c. To restore filtered views from the adjoining residential premises over and through the park to the harbour – <ul style="list-style-type: none"> <li>i. At the Mort Street frontage, remove 4 <i>Casuarina glauca</i> and control the</li> </ul> </li> </ul>	<p>3. Completed</p> <p>a. Works in May 2016</p> <p>b. Implement progressively in 2016/17/18</p> <p>c. Works in May 2016</p>	<p>3. Completed</p> <p>4. 2016/17/18</p>	
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**OTHER POLICY COUNCIL RESOLUTIONS**

	<p>regrowth.</p> <p>ii. At the Yeend Street frontage remove 6 Casuarina glauca and control the regrowth.</p> <p>d. To prevent further deterioration of the retaining walls supporting Short Street, Bay Street and Yeend Street, progressively remove the self-sewn figs growing within the walls.</p> <p>5. That the sandstone retaining wall and steel beams be inspected by Council staff for safety and structural integrity.</p> <p>6. Establish a policy regarding protection of view lines for Council's Harbourside Parks</p> <p>7. Review the commuter/pedestrian flows to and from Thames Street Wharf and the entrance to Mort Bay Park in order to remove obstacles for commuters and make pedestrian flows easier</p>	<p>d. Progressively treat during 2016.</p> <p>5. Inspection proposed for May.</p> <p>6. Report to June Policy</p> <p>7. May 2016</p>	<p>5. May 2016</p> <p>6. June 2016</p> <p>7. May 2016</p>	
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### OTHER POLICY COUNCIL RESOLUTIONS

<b>8 March 2016</b>  <b>C102/16P</b> ANNANDALE CONSERVATION AREA EXTENSION	That consideration of the report be deferred pending advice in respect of the cost of the heritage study.	Report to May Policy Council.	Completed	Director of Environment and Community Management
<b>8 March 2016</b>  <b>C103/16P</b> LEICHHARDT ADAPTING TO URBAN HEAT ISLAND REPORT	That Council: <ol style="list-style-type: none"> <li>As per the adopted Leichhardt Environmental Sustainability Plan, implement Actions:               <ul style="list-style-type: none"> <li>1.1.1 (2017/18) <i>Review and update Leichhardt's Development Control Plan (DCP) to further enable sustainable, connected and walkable neighbourhoods; access to green open space; clean air, soil and water; a safe, attractive and comfortable environment; and climate responsive urban design.</i></li> <li>1.1.3 <i>Develop ecologically sustainable design guidelines for parks and civic spaces, including how to address heat island effects 2016/17 (\$63,000).</i></li> <li>4.1.4 <i>Review and update the Leichhardt Council Urban Forest Strategy and incorporate information from Council's urban heat island mapping, canopy cover and adaptive capacity assessments to help inform and prioritise locations and species for planting (2017/18). In addition conduct an analysis of tree canopy cover and set a tree canopy cover target for Leichhardt LGA as part of this project.</i></li> <li>4.3.1: <i>On an annual basis, identify new or</i></li> </ul> </li> </ol>	1 Noted. Environmental Sustainability Plan Actions updated.	December 2016	Director of Environment and Community Management

### OTHER POLICY COUNCIL RESOLUTIONS

	<p><i>renewed local council infrastructure (i.e. roads, drainage, car parks, buildings) for design from a water sensitive urban design (WSUD) perspective to progressively retrofit the urban landscape with water sensitive urban design thereby promoting urban cooling.</i></p> <ol style="list-style-type: none"> <li>2. Present Leichhardt Adapting to Urban Heat Island Report outcomes and recommendations to relevant Council staff to increase their understanding of Urban Heat and how planning, urban design, community services, parks, tree management, WH&amp;S and education staff can contribute to mitigating urban heat and community risk.</li> <li>3. Incorporate recommendations and design principles to reduce urban heat within the upcoming <i>Functional Road Hierarchy Plan</i> and <i>Neighbourhood Movement Plans</i>.</li> <li>4. Consider and incorporate urban heat island mitigation (e.g. consideration of materials, shade, water sensitive urban design, and green infrastructure) in active transport capital works projects (e.g. traffic calming, pedestrian and cycling).</li> <li>5. Consider urban heat island mitigation strategies at major traffic intersections at the time of upgrading or undertaking maintenance works and recommend the same to NSW RMS.</li> <li>6. Consider urban heat island mitigation strategies in the development of policies related to laneway</li> </ol>	2-6 Underway and ongoing.		
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### OTHER POLICY COUNCIL RESOLUTIONS

	activation.			
	<p>7. Prepare and publicise information regarding preventing urban heat and how to reduce exposure to it on Council's website, Council e-news, in social media, to schools, community centres, community service organisations and to home maintenance and modification service (HMMS) clients.</p> <p>8. Write to SSROC requesting that correspondence be sent to the NSW Minister for the Environment and Ausgrid urging that Ausgrid and network owners commence a long-term program of converting powerlines in existing streets to Aerial Bundle Cables or underground powerlines to allow for greater street tree canopy cover to mitigate urban heat.</p> <p>9. Write to the Department of Health and the NSW Family and Community Services informing them of the outcomes and recommendations of the Leichhardt Adapting to Urban Heat Report.</p> <p>10. In the preparation of canopy targets include an estimation of the impact of changes in canopy size on the quality of footpath lighting, and identify a dollar value for work required to retain the quality of footpath lighting at current levels.</p> <p>11. Take into account the effects of urban consolidation in the consideration of canopy targets.</p> <p>12. Undertake further research in relation to the</p>	<p>7. Liaising with Council media team.</p> <p>8. &amp; 9. Correspondence completed.</p> <p>10. Underway.</p> <p>11. Ongoing.</p>		

OTHER POLICY COUNCIL RESOLUTIONS

	Heat effect impact from high density living and development and also from the increasing high rise developments that are occurring in global cities such as Sydney and that the research should call on data from National and international research.	12. Timeframe to be confirmed.		
<b>8 March 2016</b>  <b>C105/16P</b> DRAFT LEICHHARDT HOUSING ACTION PLAN 2016 - 2025	<p>That:</p> <ol style="list-style-type: none"> <li>The report be received and noted</li> <li>The Draft Housing Action Plan 2016-2025, including draft strategies and actions be placed on public exhibition for a period of 30 days and; <ol style="list-style-type: none"> <li>copies of the Draft Housing Action Plan be forwarded to key stakeholders including SSROC, Local Government NSW, Unions NSW, neighbouring councils and NSW Government and statutory bodies for their review and comments</li> <li>interested stakeholders including neighbouring Councils be invited to participate in a discussion of the Draft at the next Housing Advisory Committee Meeting of 23 March 2016</li> </ol> </li> <li>A further report be brought to Council outlining the feedback from the community and key stakeholders and recommending the final strategies and actions for endorsement and resources required for future implementation by Council.</li> </ol>	<ol style="list-style-type: none"> <li>Noted</li> <li>Submission sent.</li> <li>Actioned, Housing Committee met 23 March 2016</li> <li>Report to May Policy Council</li> </ol>	<ol style="list-style-type: none"> <li>Completed</li> <li>Completed</li> <li>Completed</li> </ol>	PTS 1-5 Group Manager Community and Cultural Services



### OTHER POLICY COUNCIL RESOLUTIONS

	4.	Council note that an allocation of funds in 2016/17 is required to assist in the implementation of Housing related actions included in this report and as part of the Draft Housing Action Plan.	4. Underway	4. June 2016	
	5.	<p>The Draft Housing Action Plan include a section defining Council's policy in respect to the allocation of affordable housing and boarding house tenancies, showing the following:</p> <p>Allocation of affordable housing and boarding house tenancies</p> <p>a. That the allocation of tenancies for affordable housing created within Leichhardt through the input of Council's planning powers and/or resources will be determined by the administering community housing provider;</p> <p>b. That for other affordable housing stock in the LGA derived through other means (such as through acquisitions made by community housing providers), that Council encourage an allocation preference be given to persons with established links to the LGA;</p> <p>c. That Council report on the feasibility of conditioning accommodation approved under the 'new boarding house' provisions to limit tenancies to persons with established links to the area.</p>	5. a - c Noted	5 Completed	
	6.	\$60,000 for special consultancies addressing elements of the Housing Action Plan be allocated in the 2016/17 budget.	6. To be included in Draft Budget	6. June 2016	Part 6 & 7 Manager Financial Services

### OTHER POLICY COUNCIL RESOLUTIONS

	<p>7. Council examine the feasibility of introducing a concession in Council's rating structure in respect of commercial properties where current planning provisions provide for residential accommodation on the property and where such residential property may be made available and occupied as affordable housing by key workers and the outcome be included in the report provided for in Point 3 above.</p>	7. In progress	7 June 2016	
<p><b>8 March 2016</b> <b>C106/16P</b> OCCASIONAL CARE</p>	<p>That Council:</p> <ol style="list-style-type: none"> <li>1. Approve the relocation of Annandale Occasional Care from the end of first Term 1, 7<sup>th</sup> April 2016 and extend operations at Balmain Occasional Care from 11<sup>th</sup> April.</li> <li>2. Lodge a S96 to support the extension of hours to open the service from 8:30am.</li> <li>3. Promotion of the Occasional Care service be increased across the Leichhardt community.</li> <li>4. Review of Occasional Care utilisation be undertaken at least 6 months after relocating to Balmain and the implementation of a promotional campaign.</li> </ol>	<ol style="list-style-type: none"> <li>1. Parents notified.</li> <li>2. April 2016</li> <li>3. Promotion starting at the end March.</li> <li>4. Review in 6 months after operation.</li> </ol>	October 2016	Director Infrastructure and Service Delivery

### OTHER POLICY COUNCIL RESOLUTIONS

<p><b>8 March 2016</b></p> <p><b>C108/16P</b> SOCIAL AND AFFORDABLE HOUSING - EXPRESSIONS OF INTEREST AND HOUSING BONDS</p>	<p>That Council:</p> <ol style="list-style-type: none"> <li>1. Receive and note the report on the call for Expressions of Interest in the NSW Government Social and Affordable Housing Fund.</li> <li>2. Make a submission to the Commonwealth Treasury requesting that they explore housing bond schemes in both New Zealand and Europe (particularly the Auckland City Council housing bonds trial) as an innovative method to deliver affordable housing in the Australian context as part of their current review.</li> <li>3. Write to the NSW Minister for Social Housing, the Hon. Brad Hazzard MP, to seek funds to develop a business case on housing bond schemes and a council guarantee as a means to deliver affordable housing in NSW.</li> <li>4. Initiate talks with local community housing providers and other SSROC Councils on the need for a housing bond scheme, and in particular a council –guaranteed housing bond, and their level of interest in working with council to develop such a scheme.</li> <li>5. Note that a report has been tabled at the March Policy meeting in relation to the Draft Housing Action Plan</li> <li>6. Note that an allocation of funds in 2016/17 is</li> </ol>	<ol style="list-style-type: none"> <li>1. Completed.</li> <li>2. Submission sent.</li> <li>3. &amp; 4. Progressing</li> <li>5. &amp; 6. Noted</li> </ol>	<p>June 2016</p>	<p>Director Environment and Community Management</p>
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### OTHER POLICY COUNCIL RESOLUTIONS

	required to assist in the implementation of Housing related actions included in his report and as part of the Draft Housing Action Plan.			
<b>12 April 2016</b>  <b>C158/16P</b> MORT BAY PARK PLAN OF MANAGEMENT CAPITAL PROJECTS & MAINTENANCE	1. That \$100,000 funding for the capital projects be provided from Section 94 funds in the draft 2016/17 budget.  2. That Council examine:  a. Options for replacing the cyclone wire mesh fence which separates the bush regeneration site at the Phillip and Cameron Streets corner of Mort Bay Park from the footpath in Cameron Street, including where appropriate, measures to prevent pedestrians cutting the corner and wearing a trail through the regenerated bush.  b. Installing a low fence along the edge of the bush regeneration site that meets the footpath in Phillip Street to replace the temporary post and wire fence currently in place.  3. That the outcome of the examination in point 2 be reported at the June Policy Meeting.	Report to June Policy Meeting	June 2016	Manager Parks and Assets
<b>12 April 2016</b>  <b>C159/16P</b> RESIDENT PARKING SCHEME PROPOSAL FOR BATTY STREET, ROZELLE	1. That Council adopts the recommendation of the Local Traffic Committee meeting held on 4 <sup>th</sup> February 2016 for item 2.5 (Batty Street & Mansfield Street, Rozelle – Resident Parking Restrictions) as follows:  a. That a '2P, 8am-10pm (7 Days) Permit Holders Excepted, Area R1' restrictions be installed on the western side of Batty Street, Rozelle between Mansfield Street	1. RPS being installed	May 2016	Manager Traffic

**OTHER POLICY COUNCIL RESOLUTIONS**

	<p>and property No. 24 Batty Street (northern boundary inclusive).</p> <p>b. That a '2P, 8am-6pm, Mon-Fri, Permit Holders Excepted, Area R1' restrictions be installed on northern side of Mansfield Street, Rozelle between Mullens Street and Smith Street.</p> <p>c. That the proposed '2P, 8am-6pm, Mon-Fri, Permit Holders Excepted, Area R1' restrictions in Smith Street, Rumsay Street, Reynolds Avenue, Batty Street (eastern side) and Mansfield Street (Smith Street-Batty Street) not be supported due to less than 50% support received from the residents.</p> <p>2. That Council contact the residents of Mansfield Street, between Smith and Batty Street and survey them for a residential parking scheme in Mansfield Street and a report be provided to the May Traffic Committee Meeting.</p>			
<p><b>12 April 2016</b></p> <p><b>C160/16P</b> ELLIOTT PARK – COMPANION ANIMAL REVIEW REQUEST</p>	<p>That Council review companion animal access to open space for Elliot Park, Rozelle as a part of the formal review of companion animal access to open space for the Leichhardt Local Government Area, scheduled for July 2017.</p>	<p>To be actioned commencing July 2017</p>	<p>September 2017</p>	<p>Senior Parks &amp; Open Space Planner</p>
<p><b>12 April 2016</b></p> <p><b>C161/16P</b> OPERATION OF</p>	<p>1. That Council note the proposed operation of Refugee Welcome Day Centre operating from Wharf Road Recreation Hall, Building 504 Callan Park, as Phase 1 of the Refugee</p>	<p>1. Noted</p>		<p>Group Manager Community and</p>

### OTHER POLICY COUNCIL RESOLUTIONS

PHASE ONE OF REFUGEE WELCOME CENTRE, WHARF RD RECREATION HALL CALLAN PARK	Welcome Centre.	2. In progress	2. May 2016	Cultural Services
	2. That Council places the Draft Operation proposal on public exhibition for a period of 28 days.	3. Noted	3. June Policy 2016	
	3. That a further report including input received during the public exhibition period be brought to June Policy Council Meeting.	4. Completed	4. Completed	Point 4 Manager Finance
	4. That \$2,600 be allocated from the Major Issues Budget to cover costs of community consultation.	5. Date to be confirmed	5. Date to be confirmed	
	5. That a briefing be held for Councillors as soon as possible on the Refugee Welcome Centre Meetings that have been held with various stakeholders and proposed logistics	6. Actioned	6. Completed	
	6. That Council write to the Minister for Immigration expressing disappointment in the fact that only 40 refugees have arrived from Syria and asking that the Syrian refugees be brought to Australia for settlement as soon as possible			
<b>12 April 2016</b> <b>C162/16P</b> DRAFT SUBMISSION LIQUOR LAW REFORM	That Council forward a submission as outlined in Section 2 to the Callinan Review of NSW Liquor Law Reforms.	Completed	Completed	Director Environment & Community Management
<b>12 April 2016</b> <b>C163/16P</b> GATEWAY DETERMINATION	That Council:  1. Note that the Gateway Determination has been issued in relation to the Small Bars Planning Proposal; and	1. Noted	1. Noted	Manager Environment and Urban Planning

OTHER POLICY COUNCIL RESOLUTIONS

SMALL BARS PLANNING PROPOSAL	2. Amend the Planning Proposal as requested by the Gateway Determination and proceed to public exhibition.	2. Exhibition May 2016	2. June 2016	
<b>12 April 2016</b>  <b>C165/16P</b> DCP 2013 HOUSEKEEPING AMENDMENTS: PUBLIC EXHIBITION OUTCOMES	That Council adopt the exhibited draft amendments to <i>Leichhardt Development Control Plan 2013</i> .	Completed.	Completed	Manager Environment and Urban Planning
<b>12 April 2016</b>  <b>C166/16P</b> DRAFT NORTH ANNANDALE NEIGHBOURHOOD MOVEMENT PLAN - APPROVAL FOR EXHIBITION	That:  1. The exhibition of the Draft North Annandale Neighbourhood Movement Plan be deferred pending a briefing by Council officers to clarify the priorities for the Whites Creek Valley Park,  2. Council staff liaise with stakeholders including the City of Sydney and RMS to identify and document opportunities for better connections between Leichhardt Local Government Area and City of Sydney which maximise accessibility to areas adjacent to Annandale including the parklands and Rozelle Bay foreshore, and  3. Council write to the CEO of the City of Sydney and request that the two Councils establish a co-ordination group to meet on a quarterly basis, with representatives from Mirvac and RMS until the completion of the Harold Park residential and Tram Shed developments.	1. Awaiting date for briefing.  2. Initialising Action.  3. Initialising Action.	June 2016.	Manager Environment and Urban Planning

OTHER POLICY COUNCIL RESOLUTIONS

<p><b>12 April 2016</b></p> <p><b>C167/16P</b> PARRAMATTA ROAD LIGHT RAIL OPPORTUNITIES STUDY BRIEF</p>	<p>That Council commission consultants to prepare an analysis of opportunities to provide light rail on Parramatta Road, in accordance with the Project Brief attached to the report.</p>	<p>Liaising with adjacent councils to finalise budget for study.</p>	<p>June 2016</p>	<p>Manager Environment and Urban Planning</p>
<p><b>12 April 2016</b></p> <p><b>C170/16P</b> STREAMLINING AND SIMPLIFYING LGA EVENT APPROVAL PROCESS</p>	<p>That Council:</p> <ol style="list-style-type: none"> <li>1. Endorse the draft Local Approvals Policy (Attachment 1).</li> <li>2. Place the draft Local Approvals Policy on public exhibition for a period of 28 days and allow 42 days for lodgement of submissions, in accordance with the <i>Local Government Act and Regulations</i> and Councils Community Engagement Framework.</li> <li>3. Refer the draft Local Approvals Policy to the Office of Local Government in accordance with s.162 of the <i>Local Government Act</i>.</li> <li>4. Exhibit an amendment to the <i>Leichhardt Development Control Plan 2013</i> as detailed in section 1.3 of this report.</li> <li>5. Delegate authority to the General Manager to make changes to the draft Local Approvals Policy and draft amendment to <i>Leichhardt Development Control Plan 2013</i> prior to the public exhibition as a result of consideration by Council or where there are minor changes that do not affect the substance of the provisions; and</li> </ol>	<ol style="list-style-type: none"> <li>1. Noted.</li> <li>2. Advertising of Local Approvals Policy to commence 10 May 2016.</li> <li>3. Noted</li> <li>4. To commence 17 May 2016.</li> <li>5. Noted.</li> </ol>	<p>July 2016</p>	<p>Manager Environment and Urban Planning</p>



**OTHER POLICY COUNCIL RESOLUTIONS**

	6. Endorse the Community Engagement Plan for the draft amendments to the draft Local Approvals Policy and draft Leichhardt Development Control Plan 2013 as outlined in section 1.4 of the report.	6. Noted.		
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**ITEM 3.2 POST EXHIBITION REPORT FOR DCP 2013 AMENDMENT NO. 6: REMOVAL OF A TREE WHERE A RESIDENT SUFFERS FROM A SERIOUS MEDICAL CONDITION**

<b>Division</b>	Environment and Community Management
<b>Author</b>	Student Strategic Planner
<b>Meeting date</b>	10 May 2016 Policy Meeting
<b>Strategic Plan Key Service Area</b>	Community well-being Accessibility Place where we live and work A sustainable environment Business in the community Sustainable services and assets

**SUMMARY AND ORGANISATIONAL IMPLICATIONS**

<b>Purpose of Report</b>	The purpose of this report is to: 1. Advise Council of the outcomes of the public consultation on the proposed amendment to the <i>Leichhardt Development Control Plan 2013</i> . 2. Obtain a Council Resolution to adopt the proposed amendment to <i>Leichhardt Development Control Plan 2013</i> .
<b>Background</b>	On 23 February 2016, Council resolved ( <b>C47/16</b> ) to exhibit the proposed amendment to <i>Leichhardt Development Control Plan 2013</i> in accordance with the requirements of the <i>Environmental Planning and Assessment Act 1979</i> , <i>Environmental Planning and Assessment Regulation 2000</i> and Council's Community Engagement Framework.
<b>Current Status</b>	The <i>Leichhardt Development Control Plan 2013</i> was placed on public exhibition for 29 days from 22 March 2016 to 20 April 2016 in accordance with the requirements of relevant legislations and policy. During this period two (2) submissions were received.
<b>Relationship to existing policy</b>	The report responds to Council Resolution <b>C47/16</b> as referred to above.
<b>Financial and Resources Implications</b>	This proposal is consistent with the recent s23A Guidelines issued by the OLG in relation to financial expenditure.
<b>Recommendation</b>	That Council adopt the exhibited proposed amendment in relation to Clause C1.14.7 to <i>Leichhardt Development Control Plan 2013</i> .
<b>Notifications</b>	NIL
<b>Attachments</b>	1. Leichhardt Development Control Plan Amendment 6 Part C Section-1 (as proposed)

## Purpose of Report

The purpose of this report is to:

1. Advise Council of the outcomes of the public consultation on the proposed amendment to the *Leichhardt Development Control Plan 2013*.
2. Obtain a Council Resolution to adopt the proposed amendment to *Leichhardt Development Control Plan 2013*.

## Recommendation

That Council adopt the exhibited proposed amendment in relation to Clause C1.14.7 to *Leichhardt Development Control Plan 2013*.

## Background

On 23 February 2016, Council resolved (**C47/16**) to exhibit the proposed amendment to *Leichhardt Development Control Plan 2013* in accordance with the requirements of the *Environmental Planning and Assessment Act 1979*, *Environmental Planning and Assessment Regulation 2000* and Council's Community Engagement Framework.

## Report

### History

On 23 February 2016 Council resolved (**C47/16**) to make the following changes to *Leichhardt Development Control Plan 2013* (DCP):

"a) Clause C1.14.7 Criteria for Assessment be amended by adding:

Control C13

(h) the tree is the primary and aggravating source of a medical condition, which cannot be effectively treated/alleviated without the removal of the tree as a causing factor.

Council may consider removal where an application is supported by a medical certificate from a practicing and specialist medical practitioner (e.g. immunologist or allergy specialist) demonstrating that there is a direct link between the subject tree and the owners illness. Where the tree is considered to be of landscape significance and can only be identified as one contributing factor of many within the surrounding landscape with its removal likely to provide no overall benefit or medical relief (e.g. where allergens are airborne etc.), removal will not be supported."

## **Community Engagement**

The proposed amendment to *Leichhardt Development Control Plan 2013* was exhibited for 29 days from 22 March 2016 to 20 April 2016. The consultation was undertaken in accordance with Council's Community Engagement Framework. Notification of the community consultation included:

- A quarter-page public notice/advertisement in the local newspaper (Inner West Courier) on 22 March 2016; which has a circulation of around 80,000 and a readership of 100,000 plus; and
- Advertised prominently on the Council's website throughout the consultation period.

The proposed amendment to *Leichhardt Development Control Plan 2013* Part C - Place - Section 1 was made available to the public for 29 days from 22 March 2016 to 20 April 2016 via:

- Council's website;
- copies at Council's Customer Service Centre, Leichhardt Library and Balmain Library.

## **Consultation Outcomes**

Two (2) submissions were received by Council during the public exhibition period. Both the submissions were from local residents.

- The first submission was not directly related to the proposed DCP amendment as it was a request from an elderly person for assistance with removal of fallen street tree leaves from his garden. This request has been referred to the Leichhardt Home Maintenance and Modification Service who have offered assistance to the resident.
- The second submission was opposed to the proposed amendment, unless there are "better and more adequate qualifiers" for tree removal on medical grounds. The submission did not suggest what such additional qualifiers might be. The exhibited draft amendment includes stringent tests that must be passed before removal of a tree would be approved on medical grounds. Consequently additional qualifiers are considered to be unnecessary.

## **Summary/Conclusions**

It is recommended that the Council approve the proposed amendment to *Leichhardt Development Control Plan 2013* and adopt the amended *Leichhardt Development Control Plan 2013*.

## **Attachments**

1. Leichhardt Development Control Plan Amendment 6 Part C Section-1 (as proposed)

**C1.14.7 Criteria for assessment**

C13 In considering whether to grant a tree permit or development consent to remove a prescribed tree, Council will consider whether the tree is unsuitable for site conditions. A tree may be considered by Council to be unsuitable for site conditions if, as set out in the Tree Management Technical Manual, Council is satisfied of any of the following:

- a. the tree is located where the prevailing environmental conditions are unsuitable;
- b. the tree is in a state of irreversible decline or is dead;
- c. the tree poses a threat to human life or property;
- d. the tree is causing significant damage to public infrastructure which cannot be remediated by any other reasonable and practical means;
- e. the replacement of damaged or failed sewer pipes or storm water lines cannot reasonably be undertaken with the retention of the tree;
- f. the tree is not deemed to be a tree of landscape significance; and
- g. replacement planting can better achieve the objectives of this section of the Development Control Plan within a reasonable time.
- h. the tree is the primary and agitating source of a medical condition, which cannot be effectively treated/alleviated without the removal of the tree as a causing factor.

Council may consider removal where an application is supported by a medical certificate from a practicing and specialist medical practitioner (e.g. immunologist or allergy specialist) demonstrating that there is a direct link between the subject tree and the owners illness. Where the tree is considered to be of landscape significance and can only be identified as one contributing factor of many within the surrounding landscape with its removal likely to provide no overall benefit or medical relief (e.g. where allergens are airborne etc.), removal will not be supported.

*Note: A report from a suitably qualified arborist (minimum qualification AQF level 5 Arboriculture) using appropriate assessment methodologies set out in the Tree Management Technical Manual should be submitted to Council as per Council's Specifications for Development Application Documentation.*

C14 If the tree is said to be the cause of existing or future damage Council may require the applicant to submit a report prepared by a Consulting Engineer to establish the damage is or is likely in the future to be caused by the tree and to examine feasible alternatives for the remediation of the impacts without the removal of the tree.

*Note: Unsubstantiated opinion relating to the damage caused by the tree is considered an unsatisfactory basis for recommending the removal of a healthy and/or structurally sound tree. A demonstrated link must be established and the damage. Refer to Tree Management Technical Manual.*

C15 If the tree is said to be the cause of existing or future damage to sewer pipes or stormwater lines Council may require the applicant to submit a report prepared by a Licensed Plumber to assess the extent of the damage, taking into account the location and extent of the blockage or damage including photographic evidence of extracted roots or damaged pipes, and to examine feasible alternatives to tree removal including replacement, encasing, cleaving or relocation of the pipeline to avoid further root incursion.

### ITEM 3.3 PARKING OF ABANDONED AND UNATTENDED TRAILERS AND CARAVANS

<b>Division</b>	Infrastructure and Service Delivery; Environment & Community Management
<b>Author</b>	Traffic Manager; and Manager, Compliance & Enforcement
<b>Meeting date</b>	10 May 2016 Policy Meeting
<b>Strategic Plan Key Service Area</b>	Accessibility Place Where We Live And Work

#### **SUMMARY AND ORGANISATIONAL IMPLICATIONS**

<b>Purpose of Report</b>	To note advice received from the Office of Local Government and a reply letter from RMS, and to recommend a trial of parking restrictions in nominated streets in the LGA.
<b>Background</b>	<p>At Council's Policy Meeting held on 10th November 2015 a Mayoral Minute on the "New Legislation Governing Abandoned and Unattended Trailers and Caravans" was considered. Council then resolved:</p> <p><i>"That Council</i></p> <ol style="list-style-type: none"> <li><i>1. Write to Minister for Roads, Maritime and Freight Duncan Gay requesting that the Impounding Amendment (Unattended Boat Trailers) Act 2015 No 27 be gazetted at the earliest possible opportunity.</i></li> <li><i>2. Write to the Chief Executive, Roads and Maritime Services requesting that Council's request to implement "No Parking, Motor Vehicles Excepted" provisions be reviewed."</i></li> </ol>
<b>Current Status</b>	Nil
<b>Relationship to existing policy</b>	Nil
<b>Financial and Resources Implications</b>	Nil
<b>Recommendation</b>	<ol style="list-style-type: none"> <li>1. That 'No Parking - Motor Vehicles under 4.5t GVM Excepted; 7AM-7PM' signage be installed in the following streets on a 12 month trial with the results being reported back to Council: <ul style="list-style-type: none"> <li>• McKell Street, Birchgrove</li> <li>• Church Street, Birchgrove (Cameron St-McKell St)</li> <li>• Railway Parade, Annandale adjacent to existing 2P resident parking scheme</li> </ul> </li> </ol>

	<ul style="list-style-type: none"> <li>• Lilyfield Road, Lilyfield in the section between the existing 10P and 2P RPS restrictions.</li> </ul> <ol style="list-style-type: none"> <li>2. That the RMS, Police and Local Member representatives be notified of Council's intention and no action be taken for the 14 day consideration period by RMS and Police.</li> <li>3. That subject to advice received from the RMS and Police representatives within the 14 day period, a notification letter be mailed out to all affected properties advising of the trial, including notification on Council's social media platforms and website.</li> </ol>
<b>Notifications</b>	Nil
<b>Attachments</b>	<ol style="list-style-type: none"> <li>1. Copy of RMS letter.</li> <li>2. Copy of OLG Circular 16-09.</li> <li>3. Copy of proposed 'No Parking - Motor Vehicles under 4.5t GVM Excepted' sign.</li> </ol>

## Purpose of Report

To note advice received from the Office of Local Government and a reply letter from RMS, and to recommend a trial of parking restrictions in nominated streets in the LGA.

## Recommendation

1. That 'No Parking - Motor Vehicles under 4.5t GVM Excepted; 7AM-7PM ' signage be installed in the following streets on a 12 month trial with the results being reported back to Council:
  - McKell Street, Birchgrove
  - Church Street, Birchgrove (Cameron St-McKell St)
  - Railway Parade, Annandale adjacent to existing 2P resident parking scheme
  - Lilyfield Road, Lilyfield in the section between the existing 10P and 2P RPS restrictions.
2. That the RMS, Police and Local Member representatives be notified of Council's intention and no action be taken for the 14 day consideration period by RMS and Police.
3. That subject to advice received from the RMS and Police representatives within the 14 day period, a notification letter be mailed out to all affected properties advising of the trial, including notification on Council's social media platforms and website.

## Background

At Council's Policy Meeting held on 10th November 2015 a Mayoral Minute on the "New Legislation Governing Abandoned and Unattended Trailers and Caravans" was considered by Council.

An extract of the Minute is copied below.

*"The Leichhardt Council LGA experiences an ongoing problem with owners leaving trailers – with or without boats – on the streets for long periods of time.*

*This takes away parking and is essentially privatising public spaces for private use. Many of these boat owners do not even reside in the Leichhardt LGA.*

*The NSW Government has recently passed Impounding Amendment (Unattended Boat Trailers) Act 2015 No 27, which makes provisions for impounding boat trailers left unattended on streets.*

*This legislation is not set to be gazetted until 2017. When it is in force, the Legislation will allow Council to begin regulatory action to impound an abandoned trailers, boat trailer and caravans after 28 days.*

*It allows for fines of \$220 to be applied to owners who refuse a Council direction to move a trailer.*

*However Council will have difficulty enforcing the legislation as written, as prior to issuing any direction for impounding, the Council must first determine that the trailer has not moved in 28 days and that the trailer is abandoned.*



*The resource allocation to determine if a trailer had moved within a 28 day period would be high.*

*Furthermore, for a trailer to be classified as abandoned, Council must make contact with the last known owner of the trailer. Even if unregistered, if the last known owner lays claim to the trailer then Council will not be able to apply the provisions and the trailer could not be impounded.*

*Council has considered alternatives to address the issues outside the new legislative provisions. These considerations have included:*

- 1) The installation of 10P parking provisions which would allow Parking Officers to issue penalties for overstaying the time restriction each day. However, this provision is indiscriminate and would oblige officers to fine residents parking for longer than 10 hours in their street.*
- 2) The Roads and Maritime Services (RMS) have been approached about employing a parking provision that has been used successfully in Cronulla, in which areas are designated "No Parking, vehicles excepted". This would allow Council to provide parking restrictions that would stop trailer owners leaving trailers and boats on the street, without disadvantaging residents. Unfortunately, the RMS has rejected this proposal through the Traffic Committee, deeming it a 'non-regulatory sign'. However, precedent has been set in the Sutherland Shire Council area indicating that this provision is an acceptable practice.*

*The State Government needs to take action as quickly as possible to allow Council to begin enforcing these provisions (however weak or difficult to enforce they may be). Furthermore, the State Government needs to undertake a fresh review of the legislation to increase its strength. A number of options available to the NSW Government include:*

- I. Making it an offence to leave any trailer on a public road that is not attached to a registered motor vehicle*
- II. Allowing Council to install "No Parking, vehicles excepted" signage in problematic areas"*

Council resolved:

*"That Council*

- 1. Write to Minister for Roads, Maritime and Freight Duncan Gay requesting that the Impounding Amendment (Unattended Boat Trailers) Act 2015 No 27 be gazetted at the earliest possible opportunity.*
- 2. Write to the Chief Executive, Roads and Maritime Services requesting that Council's request to implement "No Parking, Motor Vehicles Excepted" provisions be reviewed."*

## **Report**

Letters were forwarded to the Minister for Roads, Maritime and Freight and the Chief Executive of Roads and Maritime Services in line with Council's resolution.

A reply has been received from the Chief Executive indicating that RMS was considering Council's request further in light of amendments to the *Impounding Act 1993*, which will come into effect on 1st October 2016. RMS will advise council on the outcome no later than June 2016. A copy of the letter is attached as **Appendix 1**.

The Office of Local Government (OLG) has also recently issued NSW Councils with Circular 16-09 advising of the phase in of new powers to assist in managing boat trailer parking. A copy of the OLG Circular 16-09 is attached as **Appendix 2**.

The NSW Government has passed the *Impounding Amendment (Unattended Boat Trailers) Act 2015*, which makes provisions for impounding boat trailers left unattended on streets. The legislation will allow Council to begin regulatory action to impound an abandoned trailer, boat trailer and caravans after 28 days. Although this will not apply to boat trailers where a residential parking permit has been issued by a council in a resident parking scheme area, Leichhardt Council's resident parking permit policy does not allow the issue of parking permits to be used for boats, boat trailers, caravans, buses or trucks for a number of reasons, with the main one being the high demand for on-street parking in the municipality.

It should be noted that whilst new legislation has been passed through parliament, the provisions will still result in difficulties for Councils to enact. Council has raised the issues below with the Minister for Roads and RMS:

- a. The ability for Council to determine that the trailer has not moved for a period of 28 days and subsequently abandoned (and resource allocated to prove consistency with the provision).
- b. For a trailer to be classified as abandoned, Council must make contact with the last known owner of the trailer. Even if unregistered, if the last known owner lays claim to the trailer then Council will not be able to apply the provisions and the trailer could not be impounded.
- c. The limited penalties for leaving the trailers in the public domain being set at \$220 not being an adequate deterrent.

On the basis of the issues raised above and on the success of the installation of restricted signage by Sutherland Shire Council, it is considered that Council should undertake a similar trial of 'No Parking - Motor Vehicles under 4.5t GVM Excepted; 7AM-7PM' signage in four nominated streets in the LGA prior to implementing the signage on a permanent basis.

## Proposal

Recent observations of the 'No Parking - Motor Vehicles Excepted' signage installed in Hume Road, Cronulla indicated that the signage had been amended to now read 'No Parking - Motor Vehicles under 4.5t GVM Excepted'. A copy of the sign is attached as **Appendix 3**.

This amendment apart from excluding vehicles without motors e.g. boat trailers etc, now excludes trucks (as defined under the NSW Road Rules) and vehicles of 4.5t GVM or higher mass.

Discussions were held with Sutherland Shire Council staff who advised that local residents had expressed concerns regarding a trend of boat and other trailers being parked in Hume Road and council initially conducted a 12 month trial of the subject parking restrictions. An earlier proposal of installing '12P' parking restrictions was rejected by the Sutherland Traffic Committee due to concern that the trailer parking would be transferred to other streets in the area. Council then resolved to install the 'No Parking - Motor Vehicles Excepted' signage and notified the RMS, Police and Local Member representatives of Council's intention. Council received no appeal from either the RMS or Police representatives and installed the signage. Recently, the amended signage was supported by the Sutherland Traffic Committee.

The evaluation of the trial indicated that since the installation of the signage, trailer parking had been successfully eliminated from Hume Road and "before and after" surveys of the unrestricted roads in the immediate vicinity of the restricted area revealed no increase in on-street trailer parking. The local community supported the subject signage and Council resolved to implement the signage on a permanent basis.

## **Conclusion**

Based on the installation of the subject signage by Sutherland Shire Council and positive outcome, it is recommended that 'No Parking - Motor Vehicles under 4.5t GVM Excepted; 7AM-7PM' signage be installed in the following streets on a 12 month trial with the results being reported back to Council:

- McKell Street, Birchgrove
- Church Street, Birchgrove (Cameron St-McKell St)
- Railway Parade, Annandale adjacent to existing 2P resident parking scheme
- Lilyfield Road, Lilyfield in the section between the existing 10P and 2P RPS restrictions

Subject to Council approval of the trial, the RMS, Police and Local Member representatives should be notified of Council's intention and no action be taken for the 14 day consideration period by RMS and Police.

Following no appeal being lodged by RMS or Police, a notification letter should be mailed out to all affected properties advising residents of the trial, including notification on Council's social media platforms and website.

## **Attachments**

1. Copy of RMS letter.
2. Copy of OLG Circular 16-09.
3. Copy of proposed 'No Parking - Motor Vehicles under 4.5t GVM Excepted' sign.



Transport  
Roads & Maritime  
Services

CE15/1966

Councillor Darcy Byrne  
Mayor  
Leichhardt Council  
PO Box 45  
Leichhardt NSW 2040




Dear Councillor Byrne

Thank you for your letter requesting that Roads and Maritime Services approve the use of 'No Parking - Motor Vehicles Excepted' signage to assist councils managing on-street parking, especially in areas of high parking demand and for those inner city councils with harbour access.

I note your request for proposed signage would restrict all trailers. Roads and Maritime is considering your request further in light of amendments to the *Impounding Act 1993*, which will come into effect 1 October 2016. Roads and Maritime will advise you on the outcome of this no later than June 2016.

For more information, Mr Mike Cush, Network General Manager NSW at Roads and Maritime would be please to take your call on (02) 8588 5650.

Yours sincerely

  
Peter Duncan  
Chief Executive  
18.3.2016

Roads & Maritime Services

Level 9, 101 Miller Street, North Sydney NSW 2060 |  
Locked Bag 928, North Sydney NSW 2059 |

[www.rms.nsw.gov.au](http://www.rms.nsw.gov.au) | 13 22 13



Office of  
Local Government

## Circular to Councils

<b>Circular Details</b>	Circular No 16-09/ 6 April 2016/ A471509
<b>Previous Circular</b>	14-31
<b>Who should read this</b>	Councillors / General Managers / Compliance Staff
<b>Contact</b>	Policy Team / 02 4428 4100 / <a href="mailto:olg@olg.nsw.gov.au">olg@olg.nsw.gov.au</a>
<b>Action required</b>	Council to Implement

### Phase in of new powers to help manage boat trailer parking

#### What's new or changing

- The *Impounding Act 1993* will now be amended by the *Impounding Amendment (Unattended Boat Trailers) Act 2015* from 1 July 2016, allowing councils and impounding authorities to 'opt in' to take impounding action against boat trailers parked for more than 28 days.
- To ensure that the effectiveness of the initial implementation is thoroughly assessed, the Office of Local Government (OLG) has invited three council areas where unattended boat trailers are of concern to participate in a program to pilot the new measures.
- From 1 October 2016, additional councils that have appropriately consulted with their communities may commence implementation of the measures in nominated areas. This will draw upon the lessons from the pilot to ensure effective implementation.
- Councils requiring additional time for community consultation may begin in early 2017.

#### What this will mean for your council

- Once the changes to the Act come into effect, councils and other impounding authorities can apply the new measures to all or part of their operational area. This provides flexibility to meet the specific needs of different communities.
- Councils will publish in the NSW Government Gazette the areas where the measures apply.
- Between 1 July and 30 September 2016, three councils have been invited to implement the new measures as part of a pilot program. OLG will host a workshop for these councils in order to establish a common approach to enforcement, establish an evaluation framework to capture learnings from the early implementation and facilitate a coordinated approach to implementation.
- Councils wishing to commence implementation from 1 October 2016 should apply to the Office of Local Government by 31 May 2016 and provide assurance that they have undertaken community consultation.
- Councils that have asked for extensions of time to consult their communities will now have until 1 October 2016 to notify the Office of Local Government, with enforcement to begin in their gazetted areas in early 2017.

Office of Local Government  
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**Key points**

- This change is to enable councils to improve the management of boat trailer parking on residential streets and encourage the use of off-street storage.
- Three councils have been invited to pilot the implementation of the new measures from 1 July 2016.
- Other councils wishing to "opt in" to the provision from 1 October 2016 should consult neighbouring councils and other adjacent authorities as well as their local communities.
- In any area where the provisions are applied, boat trailers must move at least every 28 days at least as far as a different block section of the same street.
- Council must provide notice of at least 15 days before impounding a trailer.
- The new measure will not apply to boat trailers where a residential parking permit has been issued by council and is displayed on the boat trailer.
- This complements changes to give councils discretion to issue resident parking permits for boat trailers under Roads and Maritime Services Guidelines, and the power to issue penalty notices for unregistered vehicles.
- The Minister for Roads, Maritime and Freight, the Hon Duncan Gay MLC has set aside around \$5 million as part of the NSW Boating Now program to help deliver new boat trailer parking solutions. Transport for NSW will provide further details shortly about how councils and other organisations can apply for funding.
- Councils are encouraged to clearly communicate to residents, businesses and visitors any areas where the restriction applies.
- OLG and Transport NSW will also help to communicate key aspects of the new framework to relevant agencies, industry bodies and the public in the lead up to implementation.

**Where to go for further information**

- For further information or to opt in to the new measures from 1 October 2016, councils should contact the Policy Team, Office of Local Government on 02 4428 4100.



**Tim Hurst**  
**Acting Chief Executive**  
**Office of Local Government**





# ITEM 3.4 LEICHHARDT HOUSING ACTION PLAN 2016 2025

<b>Division</b>	Environment and Community Management
<b>Author</b>	Team Leader Community Planning and Development Group Manager Community and Cultural Services Director Environment and Community Management
<b>Meeting date</b>	10 May 2016 Policy Meeting
<b>Strategic Plan Key Service Area</b>	Community well-being Place where we live and work

## SUMMARY AND ORGANISATIONAL IMPLICATIONS

<b>Purpose of Report</b>	To present the Leichhardt Housing Action Plan 2016 – 2025 for Council to adopt (post exhibition).
<b>Background</b>	The Draft Housing Action Plan 2016 – 2025 was endorsed for public exhibition by Council in March 2016 (C105/16P). Council noted as part of the resolution that an allocation of funds in 2016/17 is required to implement housing actions.
<b>Current Status</b>	Submissions and comments received during the public exhibition have been analysed and the Leichhardt Housing Action Plan 2016 – 2025 is ready for Council to adopt.
<b>Relationship to existing policy</b>	Aligns with existing Council resolutions. Gives direction to LEP, DCP, s.94.
<b>Financial and Resources Implications</b>	This proposal is consistent with the recent s23A Guidelines issued by the OLG in relation to financial expenditure.
<b>Recommendation</b>	That Council endorse the Leichhardt Housing Action Plan 2016 – 2025.
<b>Notifications</b>	Members of the Housing Advisory Committee; Key stakeholders including SSROC; Neighbouring Councils; LG NSW; Unions NSW.
<b>Attachments</b>	1. Leichhardt Housing Action Plan 2016 – 2025



## **Purpose of Report**

To present the Leichhardt Housing Action Plan 2016 – 2025 for Council to adopt (post exhibition).

## **Recommendation**

That Council endorse the Leichhardt Housing Action Plan 2016 – 2025.

## **Background**

The Housing Action Plan has been developed with input from key stakeholders in the government, non-government and community sector, and has been driven by a specialist consultant with expertise gained working in the sector, and Council officers.

A report prepared in response to a series of Council resolutions dating back to March 2013 was presented to Policy Council Meeting in September 2015. Council resolved a number of amendments for inclusion in the report C426/15P, including consultation with key stakeholders Unions NSW, SSROC and local Councils.

The Draft Housing Action Plan 2016 – 2025 was endorsed for public exhibition by Council in March 2016 (C105/16P). Council noted as part of the resolution that an allocation of funds in 2016/17 is required to implement housing actions.

Council resolved (C105/16P) that a further report be brought to Council outlining the feedback from the community and key stakeholders and recommending the final strategies and actions for endorsement and resources required for future implementation by Council.

## **Report**

### **Exhibition of the Leichhardt Housing Action Plan 2016 – 2025**

The Draft Housing Action Plan 2016 – 2025 was endorsed for public exhibition by Council in March 2016 (C105/16P). The Draft Housing Action Plan has been on public exhibition for 30 days. The Draft Housing Action Plan and has been circulated the to key stakeholders including SSROC, Local Government NSW, Unions NSW, neighbouring councils and NSW Government and statutory bodies for their review and comments.

Interested parties were been invited to both respond with written comments during the exhibition period, and to participate in a discussion of the Draft Strategies and Actions at the Housing Policy Committee of 23 March 2016. Six submissions have been received and analysed to inform the final plan recommended to Council for adoption.

## Feedback from the community and key stakeholders

Strong support for the Housing Action Plan has been received during the public exhibition. A table summarising the submissions received is presented below:

Submission / Comment made by	Submission/Comment	Adjustment to Housing Action Plan
1. Marrickville Council	Comment: Keen to collaborate on Affordable Housing	No adjustment required.
2. Resident	Comments: <ul style="list-style-type: none"> <li>ALL affordable housing should have accessible bathrooms, given that disabled people are such a significant component of those in need of affordable housing.</li> </ul>	Refer to Planning Staff for consideration as an require adjustment to DCP. Included in Plan as new Strategy 1, Action 7
	<ul style="list-style-type: none"> <li>Section 94 contributions are absolutely unnecessary for affordable housing. Cost of approximately \$13,000 for 53 sq metres apartment is not reasonable.</li> </ul>	Refer to Officers for consideration in the current review of the s.94 Plan. No adjustment to Housing Action Plan.
	<ul style="list-style-type: none"> <li>New group of people requiring affordable housing - young single people who have intermittent and casual work. Boarding houses may suit this group of people or housing of a different typology form.</li> </ul>	To be explored in affordable housing projects. Note substantial supply of boarding house accommodation in the Leichhardt LGA over recent years. No adjustment required.
	<ul style="list-style-type: none"> <li>Requirement for acoustic reports for DAs for Affordable Housing is not supported – adds to the fees and cost of the housing.</li> </ul>	Exemption not supported. No adjustment required.
3. Resident	Questions: <ul style="list-style-type: none"> <li>How people actually apply for affordable housing in their local area?</li> <li>Has work started on the Hay Street car park site?</li> </ul>	Communication with resident to answer questions. No adjustment required.
4. Resident	Questions: <ul style="list-style-type: none"> <li>How do you ensure that a</li> </ul>	Communication with resident to answer

	<p>purchaser does not make a profit on a resale?</p> <p>Do they have to sell at a discount to another prescribed purchaser?</p>	<p>questions. No adjustment required.</p>
5. Resident	<p>Question:</p> <ul style="list-style-type: none"> <li>Is the Affordable Housing Action Plan linked to the Parramatta Road strategy by Urban Growth?</li> </ul>	<p>Communication with resident to answer question. No adjustment required.</p>
6. Resident	<p>Comments:</p> <ul style="list-style-type: none"> <li>Commend Council on writing a comprehensive plan seeking to address housing diversity issues. Given the current demand pressures on housing, the plan seeks to inform the community on different housing opportunities and is pivotal to the future of Leichhardt.</li> </ul>	<p>Noted. No adjustment required.</p>
	<ul style="list-style-type: none"> <li>The collaboration between Council and Housing NSW, women's shelters, crisis accommodation and social housing support should be highly commended and recognised.</li> </ul>	<p>Noted. No adjustment required.</p>
	<ul style="list-style-type: none"> <li>Leichhardt LGA has a declining range of young workers. This is a clear indication of the lack of affordable housing across the LGA and a clear demonstration that Leichhardt needs to improve their policies to deliver truly affordable housing. Even from an economic perspective, if you don't have the younger workforce with a higher disposable income in the area, the local commercial strips will suffer as the older workforce looks towards retirement and saving money.</li> </ul>	<p>Noted. No adjustment required.</p>
	<ul style="list-style-type: none"> <li>The actual delivery of affordable housing is not being achieved in any NSW LGA. Even pro-social housing CoS council cannot meet it's own targets which are more generous than the majority</li> </ul>	<p>Noted. No adjustment required.</p>

	<p>of LGAs. The delivery and register of such housing should be measured and recorded on a public record to hold Councils and developers accountable. It seems that once the DA is approved, Councils (all of them) washes their hands of the development.</p>	
	<ul style="list-style-type: none"> <li>As a generalisation, Leichhardt LGA is home to a militant NIMBY base. Accordingly the provision of meaningful affordable housing is therefore constrained by loud, angry objectors who are familiar with the right buzz words and connections to either defer and reduce proposed development of any scale or achieve a refusal. Whilst dealing with this important issue can not necessarily be achieved through this policy, Council can certainly take a harder line and faster approach when dealing with objections for permissible development. Engagement policies could be written in order to cease sterilising development (and thereby affordable housing) in the area.</li> </ul>	Noted. No adjustment required.
	<ul style="list-style-type: none"> <li>A renaming of 'boarding houses' may be in order given the incredibly poor public image a 'boarding house' has. Some examples may include: 'lodgings', 'workers housing', 'living hubs', 'rooming house'.</li> </ul>	Noted. No adjustment required at this stage, to be considered in future project delivery.
	<ul style="list-style-type: none"> <li>As per the Kyme Place Rooming House discussed in the plan, use of Council's car parks to develop affordable housing is an excellent idea!</li> </ul>	Noted, reflected as an Action in the Plan.
	<ul style="list-style-type: none"> <li>Despite the resistance to medium-high density development, inclusionary zoning should be considered to deliver affordable housing and potentially reduce the cost of land prices created by upzoning. The value of bonus floor space for affordable housing trade</li> </ul>	Noted, reflected as an Action in the Plan.

	offs (for units, not floor area) should also be explored.	
	<ul style="list-style-type: none"> <li>The provision of discounted housing bonds is also an excellent idea to provide additional affordable housing.</li> </ul>	Noted. No adjustment required.
	<ul style="list-style-type: none"> <li>Affordable housing targets should clearly be implemented. These should be included in sub-district plans alongside housing targets.</li> </ul>	Noted, reflected as an Action in the Plan.
	<ul style="list-style-type: none"> <li>Support should be given for secondary dwellings to be permissible in R2 and R3 zoning. Especially along laneways.</li> </ul>	Laneway housing is addressed in Strategy 6, Action 4. No adjustment required.
	<ul style="list-style-type: none"> <li>The average boarding house rent in many inner city areas is only slightly below the average rental rates of housing / units, especially given the deficient student accommodation in the Sydney area. This issue needs further exploration.</li> </ul>	Noted. No adjustment required.
	<ul style="list-style-type: none"> <li>As a whole, the plan makes excellent recommendations that will hopefully be implemented by the Council and followed through at the DA to OC stage.</li> </ul>	Noted. No adjustment required.
7. Inner West Tenants Group	<p>Comments:</p> <ul style="list-style-type: none"> <li>Strategy 1, Action 1, Single person households are the largest group of households in Leichhardt LGA, and comprise 27.8% of households, - Council's monitoring of population and housing issues.</li> </ul>	Allocation by affordable housing providers will be informed by demographics of people eligible for affordable housing. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 1, Action 2, uniformity of housing definitions across all agencies and levels of Government needed.</li> </ul>	Agreed, the action is to advocate for consistency. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 1, Action 3, include a definition of 'relevant housing'</li> </ul>	No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 1, Action 4, How will data be collected?</li> </ul>	Data analysed will be Census data and planning approvals data. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 1, Action 5, clear in intent and purpose.</li> </ul>	No adjustment required.

	<ul style="list-style-type: none"> <li>Strategy 1, Action 6, change to “innovative and affordable options for older residents to age in place”.</li> </ul>	Innovative options including vertical villages are permissible developments. Adjustment made.
	<ul style="list-style-type: none"> <li>Strategy 2, Action 1, add “appropriate to the LGA’s demographic needs”.</li> </ul>	Will be consistent with identified needs. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 2, Action 3, could be used to leverage more low income and affordable housing in redevelopments such as the Parramatta Rd Renewal.</li> </ul>	Agreed. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 2, Action 4, support this Action and request that income eligibility limits for affordable housing are adjusted for each region based on median rents and house sale prices.</li> </ul>	Affordable rents are adjusted to incomes to ensure that are affordable. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 2, Action 5, supported.</li> </ul>	No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 2, Action 6, does the use of the term “affordable housing” in this Action include low income housing, with rents assessed at 25% of income, or is the term referring to housing to be provided at 80% of market rent?</li> </ul>	Affordable housing is defined as housing for very low, low and moderate income households. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 3, Action 1, supports this Action include specific detail about the kind of deficiencies to be addressed, for example proportions of 1, 2 and 3 bedroom units in both private and social housing developments</li> </ul>	Housing dwelling types and sizes need to be matched to need and adjust as required, not prescribed in an action plan. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 3, Action 2, support this Action and proposes an amendment to include social housing.</li> </ul>	Not within the scope of Council. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 3, Action 3, asks whether the term “affordable housing” includes low income households?</li> </ul>	Affordable housing is defined in the definitions on page 8 as including Very low, Low and Moderate income households.

		No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 3, Action 4, support this Action and urges Council to define the term “affordable housing”</li> </ul>	As above.
	<ul style="list-style-type: none"> <li>Strategy 3, Actions 5 and 6, support these Actions</li> </ul>	No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 3, Action 7, support this Action the provision of affordable housing within the same area as social housing is crucial.</li> </ul>	No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 3, Actions 7, 8, 9, 10 and 11 support these Actions.</li> </ul>	No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 4, Actions 1 and 2, support these Actions with specific definition of “affordable housing”</li> </ul>	Affordable housing is defined in the definitions on page 8 as including Very low, Low and Moderate income households. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 5, Action1, support this Action and propose that the issue of income eligibility limits for affordable housing be re-assessed with upper limits being based on private rents and sale prices within the Leichhardt LGA.</li> </ul>	Affordable rents are adjusted to incomes to ensure that are affordable. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 5, Action 2, support this Action and encourages Council to set the five-yearly cycle to co-incide with the release of detailed Census information about population demographics and changes.</li> </ul>	Review will use best available data. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 5, Actions 3 and 4 support these Actions.</li> </ul>	No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 5, Actions 5 and 6 support these Actions and encourage Council to use their communications with NSW Government to raise the issue of regionally based upper income limit thresholds to determine eligibility, or increased subsidies in high rent and sales price areas such as the Leichhardt LGA.</li> </ul>	Not feasible. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 6, Action 1, support this</li> </ul>	Laneway housing is

	Action and encourage Council to consider the inclusion of laneway housing in housing choices.	addressed in Strategy 6, Action 4. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 6, Action 2, support this Action encourage Council to include provision in any Sydney-wide initiative for recognition of private rent and sales prices in the Leichhardt LGA as compared to less expensive areas of Sydney.</li> </ul>	Not feasible. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 6, Action 3, support this Action and encourage Council to consider the needs of social housing tenants exiting social housing, for example on commencement of employment, to find affordable and secure housing in the Leichhardt LGA to maintain their social connections at a time of transition.</li> </ul>	Addressed by allocation policies of Affordable Housing providers which recognise connection to local area. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 6, Action 4, support this Action.</li> </ul>	No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 6, Action 6, support this Action and encourage Council to include provision within this Action to recognise the benefit of laneway housing development, specifically its potential to deliver more affordable housing choices.</li> </ul>	Laneway housing is addressed in Strategy 6, Action 4. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 6, Action 7, support this Action and encourage Council to make specific provision to include new style boarding house accommodation in any development controls directed towards enabling the provision of 'Manor House' and 'Multi-Dwelling Housing'.</li> </ul>	Covered by SEPP. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 6, Action 8, support this Action.</li> </ul>	No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 6, Action 9, support this Action and encourage Council to develop a policy that improves and increases the supply of boarding house accommodation in the Leichhardt LGA.</li> </ul>	Substantial supply of boarding house accommodation in the Leichhardt LGA over recent years. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 7, Action 1, support this Action.</li> </ul>	No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 7, Action 2, support this</li> </ul>	Addressed in Plan.



	Action and encourage Council to promote the provision of low income and affordable housing utilising air space above non-residential buildings in main street locations.	No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 7, Actions 3 and 4, support these Actions and encourage Council to utilise planning controls to ensure that a proportion of any aged housing built is designated low income and affordable housing.</li> </ul>	Council will continue to advocate and influence for affordable aged care and housing. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 7, Actions 5 and 6, support these Actions and encourage Council to use this Action to raise the issue of income eligibility limits for affordable housing being set on a regional basis to take account of local private rent and sales prices.</li> </ul>	Not feasible. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 7, Action 7, support this Action and encourage Council to work with local social housing tenants and applicants for social housing to identify appropriate housing choices.</li> </ul>	Supported through the work of the Community Development Officer – Social Inclusion. No adjustment required.
	<ul style="list-style-type: none"> <li>Strategy 7, Action 8, support this Action urge Council to include, within this Action, the proviso that no social housing tenants be forcibly relocated outside the Leichhardt LGA as a result of social housing redevelopment.</li> </ul>	Council position clear. No adjustment required.

The following key adjustments have been made to finalise the plan following the analysis of submissions and comments received during the public exhibition and the resolution of Council (C105/16P):

5. *The Draft Housing Action Plan include a section defining Council's policy in respect to the allocation of affordable housing and boarding house tenancies, showing the following:*

- a. *Allocation of affordable housing and boarding house tenancies*
- b. *That the allocation of tenancies for affordable housing created within Leichhardt through the input of Council's planning powers and/or resources will be determined by the administering community housing provider;*
- c. *That for other affordable housing stock in the LGA derived through other means (such as through acquisitions made by community housing providers),*

*that Council encourage an allocation preference be given to persons with established links to the LGA;*

- d. *That Council report on the feasibility of conditioning accommodation approved under the 'new boarding house' provisions to limit tenancies to persons with established links to the area.* **Adjustment to Housing Action Plan:**

**Actioned: refer Section 6**

*7. Council examine the feasibility of introducing a concession in Council's rating structure in respect of commercial properties where current planning provisions provide for residential accommodation on the property and where such residential property may be made available and occupied as affordable housing by key workers and the outcome be included in the report* **Adjustment to Housing Action Plan:**

**Actioned : Refer Strategy 6, Actions 11 and 12**

### **Summary of the Leichhardt Housing Action Plan 2016 – 2025**

The Leichhardt Housing Action Plan 2016 – 2025 presents the evidence base, current context and further proposed directions to address housing issues in Leichhardt. The Plan delivers outputs under all of the Leichhardt 2025+ key service areas, principally *Place where we live and work* and *Community well-being*:

**Section 1** presents information on why Council commissioned this research with the aim to explore new pathways to deliver more housing options in Leichhardt. It also provides a short history on the changing urban landscape of Leichhardt and housing supply impacts.

**Section 2** provides a concise overview of statistical information and related research on population and housing characteristics for Leichhardt and metropolitan Sydney.

**Section 3** outlines key issues and pathways for delivering a percentage of affordable housing in urban renewal projects. It provides a number of case study examples from projects that embraced new housing supply in combination with housing choice, and affordability requirements.

**Section 4** presents an outline of land use planning mechanisms used by local government to deliver housing supply, choice and affordability. This section presents examples where inclusionary zoning, land dedication, joint ventures, Masterplans and financing initiatives (affordable housing bond guarantees) that can be used to deliver diverse housing models in high land value areas.

**Section 5** includes an assessment of the current NSW State Government planning reforms as outlined in the NSW Government's Green and White Papers. Its principle focus is on the role of metropolitan plans, sub regional plans, local housing strategies, housing supply requirements and affordable housing targets.

**Section 6** offers an overview of the NSW Environment Planning and Assessment Act 1979, State Environmental Planning Policy No 70—Affordable Housing (Revised Schemes) (2009) (SEPP 70) and its connection to Leichhardt

LGA. It looks at Leichhardt Council's ability to deliver housing choice and affordability through the use of planning mechanisms.

**Section 7** addresses the issue of housing choice and affordability in the form of secondary dwellings/laneway housing, dual key apartments, micro apartments, manor houses, and boarding houses, with reference to Local Environmental Planning controls (LEP) and Development Control Plan (DCP) (especially in regard to Urban Design and Heritage conservation considerations). This Section explores pathways to support the delivery of different housing options with the capacity to offer opportunities for older residents to age in place and address the housing needs of lower income residents.

**Section 8** presents an overview of potential strategic urban development sites and corridors in the Leichhardt LGA, including the Bays Precinct, Parramatta Road, and High Street Retail strips.

**Section 9** outlines future draft strategies and potential actions for Leichhardt Council to consider regarding the delivery and management of an affordable housing program.

### **Implementing the Leichhardt Housing Action Plan 2016 – 2025**

Council Officers have prioritised actions for delivery in the 2016-17 Delivery Plan. A dedicated resource with specialist Housing Policy expertise will be required to implement prioritised strategies and actions. Council has allocated \$60,000 in the Draft Budget for 2016/17 to focus on housing actions

Immediate priorities will be:

- Development of relevant relationship/s with Community Housing Provider/s
- Undertaking review / amendments of DCP to facilitate affordable housing outcomes

Some of the actions contained in the Housing Action Plan can be funded through the s.94 Review. Other actions will require additional resources. The Director of Environmental and Community Management has outlined, in the current budget process, a need for an additional \$60,000 to be allocated for implementation of housing related actions. This proposal is consistent with the recent s23A Guidelines issued by the OLG in relation to financial expenditure

This proposal is consistent with the recent s23A Guidelines issued by the OLG in relation to financial expenditure

### **Summary/Conclusions**

Housing affordability is a key social and economic issue in the Leichhardt area, inner city and across Australia. The Leichhardt Housing Action Plan 2016 – 2025 presents the evidence base, current context and directions to address housing issues in Leichhardt. The Leichhardt Housing Action Plan 2016 – 2025 defines strategies and

actions to address housing affordability and provide affordable housing. Immediate priorities will be:-

- Development of relevant relationship/s with Community Housing Provider/s
- Undertaking review / amendments of DCP to facilitate affordable housing outcomes

### **Attachments**

1. Leichhardt Housing Action Plan 2016 – 2025

The Leichhardt Council:

# DRAFT HOUSING ACTION PLAN

2016-2025

Pathways for Delivering Housing Supply,  
Choice and Affordability



Amend No	Date Change	Author	Subject of Amendment
1	January 2016	Stacey Miers; Erla Ronan	Amendments to Report submitted September 2015 Policy Meeting
2	May 2016	Stacey Miers; Erla Ronan	Amendments to Report after public exhibition.

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The research paper was prepared by  
Stacey Miers from SLM Consulting  
on behalf of Leichhardt Council

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## Pathways for Delivering Housing Supply, Choice and Affordability

### Report Structure

**Section 1** presents information on why Leichhardt Council commissioned this research and how it aims to explore new pathways for delivering more housing choice. It also provides a short history on the changing urban landscape of Leichhardt and housing supply impacts.

**Section 2** provides a concise overview of statistical information and related research on population and housing characteristics for Leichhardt and metropolitan Sydney.

**Section 3** outlines key issues and pathways for delivering a percentage of affordable housing in urban renewal projects. It provides a number of case study examples from projects that embraced new housing supply in combination with housing choice, and affordability requirements.

**Section 4** presents an outline of land use planning mechanisms used by local government to deliver housing supply, choice, and affordability. This section presents examples where inclusionary zoning, land dedication, joint ventures, Masterplans and financing initiatives (affordable housing bond guarantees) have been used to deliver diverse housing models in high land value areas.

**Section 5** includes an assessment of the current NSW State Government planning reforms as outlined in the NSW Government's Green and White Papers. Its principle focus is on the role of metropolitan plans, sub regional plans, local housing strategies, housing supply requirements and affordable housing targets.

**Section 6** offers an overview of the NSW Environment Planning and Assessment Act 1979, State Environmental Planning Policy No 70—Affordable Housing (Revised Schemes) (2009) (SEPP 70) and its connection to Leichhardt LGA. It explores Leichhardt Council's relationship to SEPP 70 and its ability to deliver housing choice and affordability through this planning mechanism. In addition, it outlines a dwelling and tenancy management framework for Leichhardt 'Local Housing Program'.

**Section 7** addresses the issue of housing choice and affordability in the form of secondary dwellings/laneway housing, dual key apartments, micro apartments, manor houses, and boarding houses, with reference to Local Environmental Planning controls (LEP) and Development Control Plan (DCP) (especially in regard to Urban Design and Heritage conservation considerations). This Section predominantly explores pathways to support the delivery of different housing options that offer opportunities for older residents to age in place and address the housing needs of lower income residents.

**Section 8** presents an overview of potential strategic urban development sites and corridors in the Leichhardt LGA, including the Bays Precinct, Parramatta Road, and High Street Retail strips.

**Section 9** outlines future draft strategies and potential actions for Leichhardt Council to consider regarding the delivery and management of an affordable housing program.

## Key Housing Terminologies and Definitions

The supply of affordable cuts across many different policy and legislative frameworks. However, there is often a lack of consistent terminologies, which can lead to a high level of confusion regarding different housing forms and the types of housing products being delivered to a variety of target groups. In response to this issue a list of key terms and definition has been provided below.

### Table Key Housing Terminologies

#### Affordable Housing & Key Workers

Key workers are reliant on limited income so the definition of *affordable housing* for key workers is those households whose gross income falls within the following ranges of percentages of the **median household income** for the Sydney Statistical Division according to the Australian Bureau of Statistics. Definition of "affordable housing"

- Very low income household- less than 50%
- Low income household - 50% or more but less than 80%
- Moderate income household - 80-120%

Source: The affordable housing definition outlines above is from State Environmental Planning Policy 11a 70-Affordable Housing (Revised Schemes) (2009). The use of this definition was the product of a workshop held with Unions NSW and stakeholder from key inner city councils. This income definition has been used in relation to key workers and affordable housing, as key workers are reliant on limited income.

#### Identified key worker shortages impacting on Leichhardt's local economy

An analysis of regional and local key workers shortages undertaken on behalf of Leichhardt Municipal Council by: The Public Practice- Making Sense of Census (November 2015) Company indicated the following key worker shortages for Leichhardt LGA (from highest to lowest):

- Food Trades Workers.
- Automobile, Bus and Rail Drivers.
- Personal Carers and Assistants.
- Child Carers.
- Health and Welfare Support Workers.
- Automotive Electricians/Mechanics.
- Hairdressers.
- Checkout Operators/Office Cashiers.
- Food Preparation and Assistants.

In addition, Leichhardt identifies the arts playing an important role in contributing towards the development of a sustainable vibrant city and in line with this people employed in the creative art sector such as: artists, actors, writers and musicians have been identified as an importance component in any key worker target.

Source: Data on key worker shortages is based on research undertaken on behalf of Leichhardt Council by: The Public Practice- Making Sense of Census (November 2015) Company. Note: The figures for local labour supply shortage are based on the number of employed residents in an occupation that is less than the number of people who work in Leichhardt. It should be noted that Bus Driver shortage are likely to be caused by the bus depot being a major local employer creating a supply shortage. Artists are often very reliant on grants or very low incomes.

#### **Affordable Rental Housing (also referred to as 'community housing')**

Rental housing delivered and managed primarily by community housing providers (CHPs) for very low to moderate-income earners, including key workers essential to economic sustainability and social diversity.

Note: Community-housing rents are typically less than 30 % of the gross household income for very low to moderate households.

#### **Aging In Place**

'Ageing in Place' has been described as the ability to live in one's own home and community safely, independently and comfortably, regardless of age, income and physical ability.

#### **Homelessness**

When a person does not have suitable accommodation alternatives. If their current living arrangement; is in a dwelling that is inadequate; or has no tenure; or if their tenure is short and not extendable; or does not allow them to have control of and access to a space for social relations. Source: ABS Statistical Definition of Homelessness - Paper 2012.

#### **Housing Diversity**

A mix of housing types that meet the needs of a socio-economically diverse community. This includes student housing, boarding housing, affordable rental housing, social (including public and community) housing and private market housing.

#### **Housing Stress**

A household is considered to be in housing stress when rental or mortgage costs are greater than 30 per cent of a household's disposable income and their household earnings are in the bottom 40 per cent of the household income range ('the 30/40 rule').

Source: The above Housing Stress definition is from the National Centre for Social and Economic Modelling: Measuring housing stress at small area levels: How much do definitions matter? - University of Canberra Australia (<http://www.natsem.canberra.edu.au/storage/housing%20stress.pdf>)

#### **Inclusionary Zoning/Value Capture**

Inclusionary zoning or value capture is a requirement for a percentage of affordable housing to be delivered in connection with new development. It is linked to planning benefits such as rezoning or density bonuses in high land value areas. The aim is to create mixed income neighbourhoods linked with diverse labour force participation rates.

#### **Market Housing**

Housing delivered by the private sector, including private homes for sale to the broader community, and specialist housing such as boarding houses and student accommodation, which are rented to certain target markets.

#### **Shared-Ownership Housing**

Housing made affordable for lower income earners through a shared-equity mortgage model, by which the homebuyer shares the capital cost of purchasing a home with an equity partner, such as a not-for-profit trust or community-housing provider.



#### Social Housing (including public housing)

Housing for low-income earners and people experiencing disadvantage, accessed through a State regulated housing application system. This includes:

- Public housing owned and managed by the state government
- Housing owned and/ or managed by community housing providers
- Housing owned by the Aboriginal Housing Office.
- Housing owned or managed by government regulated housing co-operatives

Note: This housing is primarily accessed through government housing application system. It includes public housing owned and managed by the state government, along with housing owned and/or managed by CHPs, and Aboriginal housing owned by the Aboriginal Housing Office.

### Chart - Housing Supply Categories with Regard to the Australia Housing Policy Environment

Housing Supply Categories				
Non-Market Temporary	Assisted Housing		Market Permanent	
Transitional shelter	Social housing	Housing supplied at below market value	Market rental housing	Home ownership
Emergency shelters	Public housing			
Crisis accommodation	Community housing	Affordable home ownership		
Supported Housing	Housing co-operatives	Shared equity ownership		
	Private rental assistance			



## Section 1.0 Report Background & Overview

This research aims to address the growing economic and social disparity within Leichhardt and Sydney metropolitan housing markets, in terms of housing choice and affordability. It explores ways to deliver better housing options and to address current and future unmet housing needs for Leichhardt Council.

In addition, this report has also been undertaken in response to a number of Leichhardt Council resolutions (Referred to in Appendix 1) concerned with housing supply and ways to:

- better deliver housing choice options
- support the capacity of older residents to age in place
- address the ongoing problem regarding affordable housing supply, in high-value land areas such as Leichhardt.

This research also builds on previous work undertaken by Council in the housing policy space: Leichhardt Councils' 'Affordable Housing Strategy' adopted in 2009.

### 1.1 Leichhardt's Development History and Housing Impacts

Industrial factories and small lot worker housing, located along narrow streets historically dominated and formed the basis of Leichhardt's early development history. In line with this, its population was predominantly made up of residents who worked in factories or in industries such as boat building.

Over the years, many industries ceased to operate or relocated to areas with lower land costs. The loss of polluting industries combined with access to water frontages made the area a more desirable place to live. In addition to its water locations, inner city areas like Leichhardt have a high level of accessibility to social and environmental amenity, transport, services and jobs.

Leichhardt's historical development patterns reflect those of many inner city areas, predominantly made up of narrow lots with terrace housing. These historical patterns also impact on opportunities to deliver new housing aimed at meeting the accommodation needs of today's cities and their residents.

These days Leichhardt attracts higher-income professionals due to high housing costs and land values and it is transitioning from an area dominated by industry and blue-collar employment to an area predominantly made up of white-collar professionals. In line with this, the income of Leichhardt residents has been rising, however, rents are rising even faster, putting pressure on the 38.3% of residents who rent in the LGA (Source: ABS, 2011, Census data, Profile ID from Leichhardt Council Community Profile). For those tenants in the rental market reliant on limited incomes this situation can lead to increasing levels of housing stress.

Other issues are impacting on housing choice at a broader level; the housing development industry has been focused on supplying known housing products with an assured profit margin. This provides the industry with a level of security but also impacts on housing supply in terms of location and housing choice with a bias towards housing developments on the urban fringe. Governments across Australia have responded to this problem, predominately through the use of planning incentives and code based assessment frameworks aimed at expanding housing choice and affordability within existing urban areas.

On and offshore investment in apartment development is also driving up housing prices in Sydney's high-value land location such as Leichhardt, as identified in research by the City of Sydney Council (Housing Issues Paper, 2015).

Finding ways to deliver housing choice and affordable housing in an environment of high land costs, restrictive development options and an investment-driven housing supply market is all part of a bigger problem for many inner city Councils such as Leichhardt as they try to address the unmet housing needs within their neighbourhoods.

Some metropolitan Sydney Councils, including Leichhardt, have been exploring ways to retain a level of housing supply (predominantly rental housing) targeted at maintaining a socially and economic diverse community profile into the future. This report is part of that journey for Leichhardt and it explores ways to deliver more housing choice. As a preliminary point, Council's current housing initiatives are outlined below.

### **1.2 Leichhardt Municipal Council - Current Initiatives to Address Affordable Housing Supply Shortages**

- Council established a 'Housing Committee' that meets on a quarterly basis and the Committee aims to support Council in advocating in the area of affordable housing, market housing, social housing, and supported housing supply.
- Council has a Memorandum of Understanding (MOU) with Housing NSW.
- Council has an MOU with Uniting Care regarding the redevelopment of their site and the provision of affordable housing.
- Council continues to strongly advocate for the inclusion of housing affordability in the Bays Precinct Redevelopment Project.
- Council continues to strongly advocate for the inclusion of housing affordability in the NSW Government sub-regional planning framework being undertaken by the NSW Department of Planning and Infrastructure.
- Council has advocated and campaigned against the sale of public housing (including supporting the Friends of Millers Point Group).
- Council works in collaboration with Leichhardt Women's Health Centre advocating on the housing needs of women.
- Council supported the Save our Services Campaign to retain Women Only Services, including crisis accommodation with the review of resources under the Going Home Stay Home reforms.
- Council has advocated on initiatives with the NSW Local Government Association (LGA) to prioritise the delivery of affordable and supported housing in the development of all new housing estates.
- Council supported the Leichhardt Housing Competition in partnership with Sydney University. This was a design competition aimed at developing new models for high-density housing based on a 21st century workers cottage. This project was launched in October 2015 with prizes awarded to both undergrad and graduate students.



## Section 2.0 Key Population and Housing Characteristics

This section provides a brief overview of statistical information on population and housing characteristics within Leichhardt. The data is based on the 2011 Australian Bureau of Statistics (ABS) census data. In addition, the ABS data is informed by related research findings for Leichhardt, the greater Sydney region and Australia.

### 2.1 Leichhardt a Snapshot

The Gadigal and Wangal people of the Eora Nation are the traditional custodians of the area now known as Leichhardt Local Government Area (LGA). After colonisation, in 1871 Leichhardt became a municipality and was named after the early Australian explorer Ludwig Leichhardt. The municipality's boundaries have changed many times over the decades seeing suburbs amalgamated and unamalgamated with adjoining Councils.

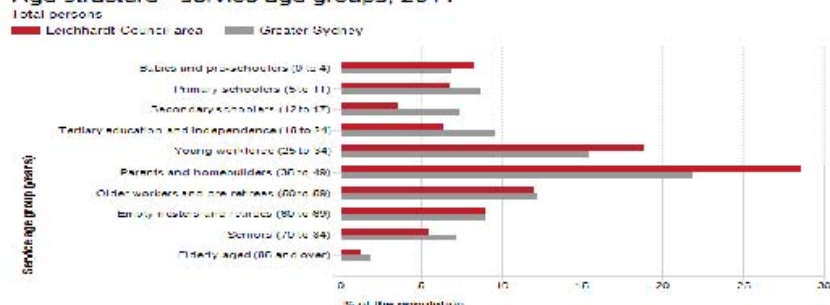
These days Leichhardt LGA covers 1,300 ha in Sydney's inner west and significant parts of the LGA include harbour frontages. The area incorporates the suburbs of Leichhardt, Lilyfield, Balmain (and Balmain East), Birchgrove, Rozelle and Annandale, with a combined population of 56,307 (Source: ABS 2011 Census data. ProfileID from Leichhardt Council Community Profile).

### 2.2 Population Characteristics

The Chart below presents information on Leichhardt's population profile and provides an overview of population changes between 2006 and 2011. It confirms that between 2006 and 2011 Leichhardt's population increased with 3,423 additional residents (7.0%). The data also confirms that Leichhardt recently experienced a 'Baby Boom' in 0-4 year olds. It shows that Leichhardt has a high percentage of people aged between 25 and 49 compared with greater Sydney. Conversely, it indicates that people aged between 18 and 24 are lower in Leichhardt compared with greater Sydney and this is also the case for those aged 70 years and older.

#### Chart-Leichhardt's Population and Age Structure

##### Age structure - service age groups, 2011



Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 (3300 - residence data). Compiled and presented in profile ID by ID, the population experts.

id  
the population experts

Source - ABS 2011 Census data. ID profile from Leichhardt Council's Community Profile

To gain a clearer picture of Leichhardt's population, you need to look at changes in the population's age structure between the census periods as shown in the following Chart. Although Leichhardt population increased between the two census periods, the data shows that between 2006 and 2011 Leichhardt experienced significant demographic shifts, in particular age categories. Although Leichhardt has a high percentage of 25 to 49 year olds it experienced a decline in residents aged between 18 and 34, moving out of the LGA, specifically those aged between 25 and 34.

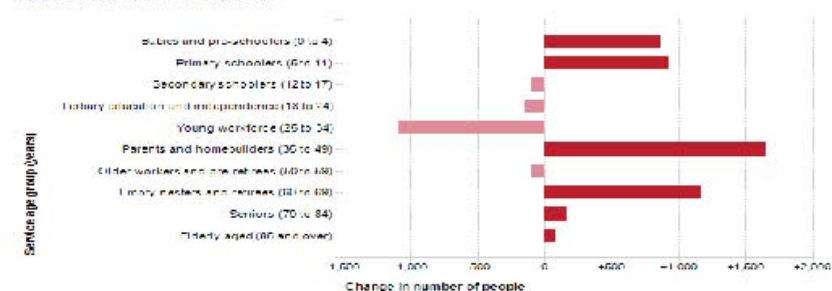
Some younger residents' aged between 18 and 34 may have moved because they wanted to live independently and left the family home, other may have moved to access employment opportunities. For this group high housing costs, combined with access to employment opportunities would be an important consideration in making locational choices. Confirmation of these observations would require a deeper investigation in order to understand the principle drivers behind relocation decision for this age group in Leichhardt.

A percentage of Leichhardt residents aged between 50 and 59 left the LGA between 2006 and 2011. Such changes may have been associated with older residents deciding to move out due to retirement, health or employment issues. The Council on The Ageing (COTA) (2014) identified other potential drivers regarding locational and accommodation choice for this age group. Their research indicated a trend towards older people experiencing higher levels of unemployment with a growing concern about future access to affordable housing options. The study also found that a number of respondents under 60s years of age had converted their primary asset (their home) to income.

In the 60 years and over category Leichhardt experienced an increase between 2006 and 2011 and Council's own investigations confirmed a significant increase in 60 – 69 year olds. This may indicate that Leichhardt is a destination for people over 60 making the transition to retirement and downsizing. These observations are based on somewhat limited data and over time will require greater investigation and scrutiny to assess their applicability to Leichhardt.

#### Chart-Changes to Leichhardt's Population and Age Structure Between 2006 and 2011

Change in age structure - service age groups, 2006 to 2011  
Leichhardt Council area - Total persons



Source: Australian Bureau of Statistics, Census of Population and Housing, 2006 and 2011 (Usual residence data). Compiled and presented in profile by ID, the population experts.

id the population experts

Source - 2011 Census data by ID profile from Leichhardt Councils Community Profile

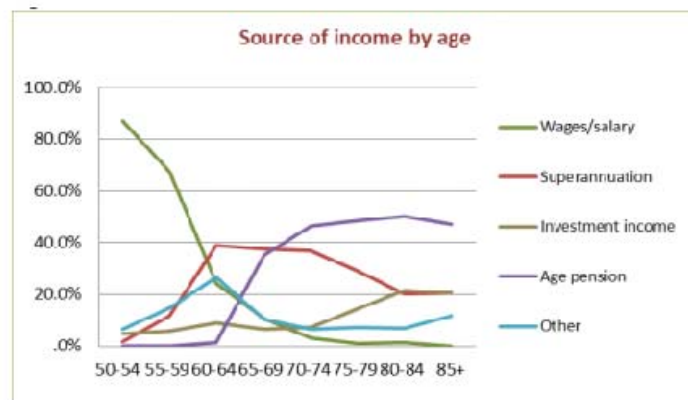
### 2.3 Income and Accommodation Issues for Ageing Australians -

A study by the Council on Ageing (COTA) (2014) found that a growing proportion of older Australians were struggling to retain secure housing and that housing was increasingly an important issue for many Australians over 50 years of age, primarily women. The study points out that due to soaring property prices, particularly in metropolitan centres that the traditional model of owning a home and living on superannuation or on an aged pension was becoming increasingly unfeasible (COTA, 2014).

One of the interesting findings of the COTA (2014) research as shown in the following Chart below on 'Income by Age', was a trend showing that many older Australians were moving from superannuation income towards the aged pension after 64. A percentage of those aged between 50 and 64 also moved from accessing a wage to accessing superannuation in connected with unemployment.

The COTA (2014) study also indicated a trend towards unemployed for older Australians over 50 years of age which was confirmed by New Start Allowance data, which showed that nearly 200,000 Australians in their 50s and 60s had accessed New Start Allowance in 2013, an increase of 40% between 2010 and 2013.

**Chart-Income by Age-50 Years & Over**

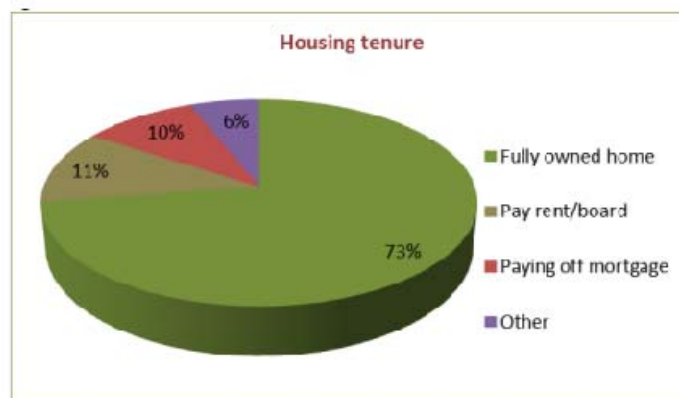


(Source: Council on The Ageing (2014) 50+report with a focus on how and where older people are living)

On housing tenure and aging the COTA (2014) study found that almost three out of four respondents (73%) owned their home outright, another 10% were paying off a mortgage and 11% paid rent or board as shown in the following Chart on "Housing Tenure". For older Australians with a mortgage, the COTA survey found that a significant proportion paid off their mortgage leading up to age 64 and in line with this the proportion of respondents who fully owned their home increased between 50 and 64 years of age.

Those who paid rent or board accounted for 11% of aged respondents. Of these and 66% were in the private rental market, 24% were in public/community housing. The study indicates that around 20% of older Australians will be reliant on the private rental market to meet their accommodation needs and that the provision of public/community housing is an important safety net for many older members of the community.

**Chart- Housing Tenure Profile of Older Australians**



(Source: COTA, 2014, 50+ report with a focus on how and where older people are living)

### 2.3.1 Ageing Population and Aged Care Issues

Ageing in Place has been described as the ability to live in one's own home and community, safely, independently and comfortably, regardless of age, income and physical ability. Many older Australians express a strong desire to stay in their home or alternately to remain living in their local communities for as long as possible and preferably until they die (COTA "A Conversations on Ageing", 2012). In Leichhardt a percentage of older residents 3.2% (1,655 people -2011 Census) indicated that they needed help due to a disability, pointing to the need for support services to help older residents to age in place.

As will be discussed later in Section 8 of this report, Council Officers are currently progressing a Strategic Sites, Centres and Corridors Study and the principle focus of this work is the consideration of opportunity to locate aged housing options on the ridgelines, within walking distance of street shops, services and transport infrastructure. The location of aged housing in such locations would provide older residents with the opportunity to continuing living within the municipality surrounded by their friends, family and community and able to access essential services.



Leichhardt is losing many of its existing aged care accommodation services as shown in the following Tables on 'Aged Care Places' in 2009 and 2014. Between 2009 and 2014 Leichhardt lost 131 aged care places. These losses were associated with the closure of two aged care accommodation facilities.

Table Aged Care Places in Leichhardt 2009				
Aged Care Places in Leichhardt LGA by Suburb		Capacity 2009		
Org Name	Suburb	Low Care	High Care	Not Specified
Annandale Nursing Home	Annandale		88	
Crest Nursing Home	Annandale		64	
Sister Dorothea Village	Annandale	82		
Uniting Care Ageing - Annesley House	Leichhardt	86		
Uniting Care Ageing - Aldersgate House	Lilyfield		100	
St Dominic's Hostel	Leichhardt	50		
Uniting Care Ageing - The Marion	Leichhardt			130
Montrose Aged Care	Balmain			44
Sub-Totals		218	252	174
<b>TOTAL</b>		<b>644</b>		
Source: Community and Cultural Asset Audit 2009 to 2014 (Leichhardt Council). The data provided on High Care and Low Care beds was gathered in the course of research in 2014. Since August 2015 The Commonwealth Government no longer publishes data on low and high care beds.				

Table Aged Care Places in Leichhardt 2014				
2014 Aged Care Places in Leichhardt LGA by Suburb		Capacity 2014		
Org Name	Suburb	Low Care	High Care	Not Specified
Annandale Nursing Home	Annandale		68	
Sister Dorothea Village	Annandale	83		
Uniting Care Ageing - Annesley House	Leichhardt	73	13	
Uniting Care Ageing - Aldersgate House	Lilyfield		102	
Uniting Care Ageing - The Marion	Leichhardt	112	18	
Montrose Aged Care Plus Centre	Balmain	14	30	
Sub-Totals		282	231	
<b>TOTAL</b>		<b>513</b>		
Source: Community and Cultural Asset Audit 2009 to 2014 (Leichhardt Council). The data provided on High Care and Low Care beds was gathered in the course of research in 2014. Since August 2015 The Commonwealth Government no longer publishes data on low and high care beds.				

Council is committed to supporting its older residents to age in place; however, Council is concerned that it will be difficult to monitor any additional losses in the aged care sector as the Commonwealth Government since August 2015 no longer publishes data on low and high care beds.

Council has been actively seeking ways to ensure that the existing aged care facilities are maintained and that alternative accommodation options are delivered. As part of this Council has been collaborating with Uniting Care and exploring options for the redevelopment of their sites to ensure that a percentage and affordable aged housing is preserved within the LGA. This work has seen the development of Memorandum of Understanding (MOU) between Council and Uniting Care.

#### #8 Aged Housing Motion 25/2/2014 Leichhardt Municipal Council Resolution C20/14

### 2.4 A Snapshot of Housing Issues

The following Table presents a snapshot of housing related information for Leichhardt, greater Sydney and NSW. The data is principally drawn from the 2011 census data and from Shelter NSW housing snapshot (2015). It provides some preliminary insight into accommodation issues for older residents, homeowners, renters, social housing and homelessness.

#### Table Housing Snapshot, Housing Related Issues in Leichhardt, Sydney and NSW

##### Homeownership

- In Leichhardt, 31.2% had a mortgage in 2011
- In Leichhardt, 23.2% owned their house outright in 2011
- In terms of home ownership only 2% of home purchase stock in NSW was affordable for people on very low incomes and only 10% was available to those households on low incomes in 2014, while 35% was affordable for moderate-income households.
- In 2014, the median house price in Sydney was \$760,000 while in the Inner West it was \$1.13 million.

##### Rental

- In Leichhardt, 33.8% of residents were renting in 2011
- Only 9% of rental stock in NSW was affordable for very low-income households in (2014)
- Only 25% of the rental stock in NSW was affordable for low-income households in (2014)
- 64% of rental stock was affordable for moderate income households (2014)

### Social Housing

- In Leichhardt, 4.7% of residents were living in some form of social housing in 2011
- In NSW, there were 59 534 applicants waiting for social housing in June 2014. This represented an increase of 2% over the previous year.
- Across NSW there has been a decrease of 11% in the supply of public housing stock over the last decade.

### Homelessness

- In Leichhardt, 339 people indicated that they lived in a non-traditional form of accommodation (\* see footnote re description on non-traditional forms of accommodation)
- In 2011, there were 28,190 homeless people in NSW.
- In 2013-14, 21% of people who used homelessness services in NSW reported their main reason for doing so was domestic or family violence.
- In 2013-14, the percentage of Aboriginal persons using homelessness services in NSW was nearly 12 times higher than their representation in the general population.
- 

### Older Residents

- In Leichhardt, 15.7% of the population were aged 60 or over.
- Leichhardt is seeing an ongoing decline in aged care facilities and affordable housing options for older residents.
- Between 2009 and 2014 Leichhardt LGA lost 131 aged care places.
- The population of 60-69 year olds increased by over 1 000

Source: The Data in the Table is based on available data from the following sources: The ABS Data 2011 Census, Shelter NSW housing: a factsheet, February 2015, Domain editorial director, Toby Johnstone, 2014, Leichhardt Council Community and Cultural Asset Audit 2009 to 2014 (3).

\*Non-traditional forms of accommodation definition relates to the ABS data categorisations which includes: people who are homeless, sleeping out, staying temporarily in a household, improvised home, a tent, or a house or a flat attached to a shop or an office, people living in supported accommodation, prison, and people, boarding houses or other temporary forms of lodging. This data includes 4 people who stated that they lived in a caravan, cabin or houseboat.

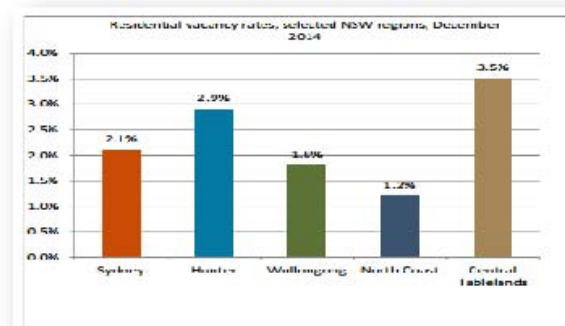
## 2.5 An Undersupply of Affordable Rental Accommodation

As data indicates median rental price for new tenancies across the whole of NSW are increasing and there is an undersupply of affordable rental accommodation. As a result lower income groups are experiencing higher levels of rental stress (Shelter NSW Housing Factsheet Feb 2015).

In Leichhardt the average weekly rent for a 1 bedroom in 2015 was \$440, two bedroom \$650, three bedroom \$850 and \$1,195 for a four bedroom (Rent and Sales Report, June Quarter 2015, Issue 112). While in 2015 the average weekly wage for an Australian employee was \$1,136.90 a week, indicating that even on an average income, rental costs in Leichhardt would be a significant components of household income for a standard person with a family. The impact of these rental costs would be even greater for lower income households (Source ABS, Average Weekly Earnings, Australia-May 2015).

Rental stress is dependent on a number of factors. At the supply end of the rental market it's affected by rental vacancy rates. A vacancy rate of around 3% or higher will indicate the capacity of the market to create a balance between rental supply and demand, whereas rates below 3% indicate shortages in housing supply which can lead to increased rents and higher levels of rental stress. The 'Residential Vacancy Rates' for Sydney in 2014 was around 2.1% rising and falling across regional NSW as evident from the following Chart (Shelter NSW, Housing Factsheet Feb 2015).

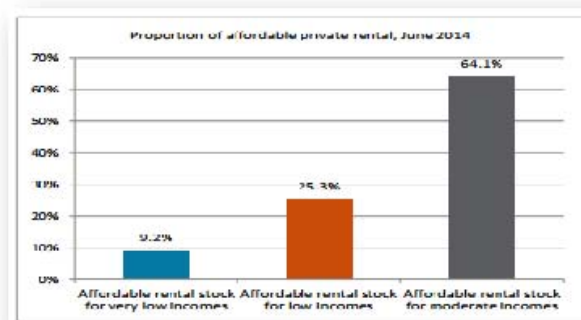
**Chart-Residential Vacancy Rates- selected NSW regions (2014)**



Source: Shelter NSW Housing: a factsheet, February 2015.

An undersupply of rental accommodation will affect particular segments of the private rental market and will usually create additional barriers for lower income workers. An example of this can be seen in the following Chart presenting the percentage of affordable private rental stock in NSW for low to medium income groups in 2014.

**Chart-Percentage of Affordable Private Rental Stock in NSW (June 2014)**



Source: Shelter NSW Housing: a factsheet, February 2015.



## 2.6 Leichhardt's Housing Tenure Profile

A breakdown of Leichhardt housing tenures, compared with greater Sydney is presented in the Table below. It shows the ongoing process of declining rates of home ownership across greater Sydney and in Leichhardt. In addition, around 4.5% of the Leichhardt population are locked into either the private rental market or social/or community housing options.

Home ownership rates across NSW are declining making up only 60.6% in 2011. However, in Leichhardt home ownership rates were significantly lower at 54%. Just over a third (33.8%) of Leichhardt residents were renting privately while 4.7% were in social housing (Source: ABS 2011 Census, ID profile from Leichhardt Councils Community Profile). As can be seen from the Table the amount of people renting privately slightly increased in Leichhardt and greater Sydney between the 2006 and 2011 Census periods.

**Table Housing Tenure Variations Between 2006 & 2011 Leichhardt and Greater Sydney**

Leichhardt Council Area	2011		2006	
Tenure type	Leichhardt %	Greater Sydney %	Leichhardt %	Greater Sydney %
Fully owned	23.2	29.1	22.7	30.1
Mortgage	31.2	33.2	29.3	31.1
<b>Renting</b>	<b>38.8</b>	<b>30.4</b>	<b>38.5</b>	<b>29.7</b>
➤ Renting - Social housing	4.7	5.0	4.4	5.0
➤ Renting - Private	33.8	25.0	33.4	24.0
➤ Renting - Not stated	0.4	0.5	0.6	0.6
Another tenure type	0.4	0.8	0.3	0.7
Not stated	6.3	6.5	9.1	8.4
<b>Total households</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
Source: Leichhardt Council - Community Profile. (profile.id.com). Data collected by the Australian Bureau of Statistics. <a href="#">Census of Population and Housing 2006 and 2011.</a>				

## 2.7 Housing Stress Across all Housing Tenures

Housing stress increased across all Australian cities for all housing tenures. This can also lead to significant social and economic problems (National Housing Supply Council, Housing Supply and Affordability Issues, 2012 to 2013). A study by Williams and Macken (2012) "Homes for All" undertaken for the McKell Institute points out that housing stress, whether it's the cost of mortgage or rent, affects half of all Australia's and that Sydney is Australia's most expensive city.

The Domain report reveals that Sydney's median house price is now higher than average house prices in London, is fast approaching New York and that the Sydney's housing market now has a median house price of a million dollar (Domain Real Estate, Domain House Price Report June Quarter 2015)

The following Table presents Census data on housing stress for all housing tenures (rental and home purchase) across the Leichhardt LGA. As shown in the Table the total number of households experiencing housing stress in Leichhardt accounted for 6.4%, which was lower, than the NSW average of 11.4%. However, in suburbs such as Leichhardt (south) the percentage increased to 8.1%. Overall these figures reflect the changing social demographics of Leichhardt and the picture is somewhat different when looking at rental stress alone as outlined in the following Table.

**Table -Housing Stress for all Housing Tenure in Leichhardt, Greater Sydney, NSW in 2011**

Area	Number	Total Households	Housing Stress Percentage %
Annandale (North)	118	1,743	6.8
Annandale (South)	159	1,989	8.0
Balmain	288	4,561	6.3
Balmain East	42	785	5.4
Birchgrove	42	1,342	3.1
Leichhardt (North)	238	3,345	7.1
Leichhardt (South)	194	2,385	8.1
Lilyfield (North)	162	2,075	7.8
Lilyfield (South)	48	889	5.4
Rozelle (East)	60	2,042	2.9
Rozelle (West)	73	1,469	5.0
Annandale	277	3,732	7.4
Balmain Peninsula	372	6,687	5.6
Leichhardt	431	5,729	7.5
Lilyfield	210	2,964	7.1
Rozelle	133	3,511	3.8
<b>Leichhardt Council Area</b>	<b>1,441</b>	<b>22,638</b>	<b>6.4</b>
<b>Greater Sydney</b>	<b>183,761</b>	<b>1,601,530</b>	<b>11.5</b>
<b>SSROC</b>	<b>65,141</b>	<b>584,898</b>	<b>11.1</b>
<b>New South Wales</b>	<b>297,202</b>	<b>2,599,174</b>	<b>11.4</b>
<b>Australia</b>	<b>878,404</b>	<b>8,181,750</b>	<b>10.7</b>

Source: Leichhardt Council - Community Profile. (profile.id.com). Data collected by the Australian Bureau of Statistics, [Census of Population and Housing](#) 2006 and 2011. Housing Stress is defined as per the HATSEM (National Centre for Social and Economic Modelling) model as households in the lowest 40% of incomes, who are paying more than 30% of their usual gross weekly income on rent (NSW Census 2011).

## 2.8 Rental Stress

Rental stress grew significantly across all Australian's major cities between 2002 and 2012. This situation was exacerbated because average rents increased by 75.8% while at the same time average earnings only rose by 57% (National Housing Supply Council, Housing Supply and Affordability Issues, 2012 to 2013). This increasing gap between earnings and housing costs will have long-term consequences in the way Australia cities function.

Compared with greater Sydney, Leichhardt LGA had a lower proportion of households suffering rental stress 13.4%, however, this varied across the LGA with some suburbs such as Lilyfield (North) experiencing higher concentrations of rental stress 17.9% as shown in the following Table.

<b>Area</b>	<b>Number</b>	<b>Total Renting Households</b>	<b>Percentage %</b>
Annandale (North)	102	673	15.2
Annandale (South)	137	873	15.7
Balmain	258	1,873	13.8
Balmain East	36	316	11.4
Birchgrove	36	407	8.7
Leichhardt (North)	184	1,242	14.8
Leichhardt (South)	153	958	15.9
Lilyfield (North)	138	770	17.9
Lilyfield (South)	37	283	13.1
Rozelle (East)	44	822	5.3
Rozelle (West)	62	540	11.5
Annandale	239	1,546	15.5
Balmain Peninsula	329	2,596	12.7
Leichhardt	337	2,201	15.3
Lilyfield	175	1,053	16.6
Rozelle	106	1,362	7.8
<b>Leichhardt Council area</b>	<b>1,178</b>	<b>8,793</b>	<b>13.4</b>
<b>Greater Sydney</b>	<b>122,165</b>	<b>487,404</b>	<b>25.1</b>
<b>SSROC</b>	<b>47,287</b>	<b>207,154</b>	<b>22.8</b>
<b>New South Wales</b>	<b>201,792</b>	<b>756,821</b>	<b>26.7</b>
<b>Australia</b>	<b>590,163</b>	<b>2,348,901</b>	<b>25.1</b>

Source: Leichhardt Council - Community Profile. (profile.id.com). Data collected by the Australian Bureau of Statistics, [Census of Population and Housing](#) 2006 and 2011. Note: Housing Stress is defined as per the HIATSEM (National Centre for Social and Economic Modelling) model as households in the lowest 40% of incomes, who are paying more than 30% of their usual gross weekly income on rent. (HISW Census 2011).

## 2.9 A Lack of Low-Cost Accommodation - The Impact on Key Workers and Research Students

Data from the ABS, Census on Population and Housing (2006-2011) shows that Leichhardt is becoming a very expensive place to live in terms of housing costs, which means that lower paid, key workers will have difficulty accessing affordable accommodation options.

The impact of high housing costs on lower paid key workers was identified in a study by Bankwest; called The 3<sup>rd</sup> Key Worker Housing Affordability Report - 2011. This research showed that housing affordability across Australian capital cities will continue to deteriorate, principally due to rising house prices, and this was particularly significant in Sydney and Melbourne.

The Bankwest research found that key workers faced house prices more than five times their earnings in 84% of Sydney LGAs (in 2010) and this percentage was an increase from 77% in 2009. The report points out that key workers such as; paramedics, nurses, teachers, police and fire fighters are struggling in the Sydney property market (See footnote re keyworker definition<sup>1</sup>).

An analysis of regional and local key workers shortages undertaken on behalf of Leichhardt Municipal Council by; The Public Practice- Making Sense of Census (November 2015) Company identified the following key worker shortages in the Leichhardt LGA (from highest to lowest):

- Food Trade Workers,
- Automobile, Bus and Rail Drivers,
- Personal Carers and Assistants,
- Child Care Workers,
- Health and Welfare Support Workers,
- Automotive Electricians/Mechanics,
- Hairdressers,
- Checkout Operators Office Cashiers,
- Food Preparation and Assistants.

In addition, Leichhardt has identified that the arts play an important role in contributing towards the development of a sustainable vibrant city environment and in line with this individuals

<sup>1</sup> The definition of *affordable housing* for key workers is those households whose gross income falls within the following ranges of percentages of the median household income for the Sydney Statistical Division according to the Australian Bureau of Statistics: Definition of "affordable housing"

- Very low income household- less than 50%
- Low income household – 50% or more but less than 80%
- Moderate income household - 80-120%

In addition, Leichhardt has identified that the arts play an important role in contributing towards the development of a sustainable vibrant city environment and in line with this people employed in the creative art sector such as; artists, actors, writers and musicians have been identified as an importance component in any key worker targets.

The inclusion of the Arts in the Key Worker category supports Leichhardt commitment to its:  
Leichhardt Public Art Policy 4-Year Service Delivery Plan 2015 - 2018 March 2014  
Leichhardt Public Art Policy- 10-Year Strategic Plan 2015 - 2024 March  
2014 Leichhardt Community and Cultural Plan 2011 –2021 - 10 Year Strategic Plan



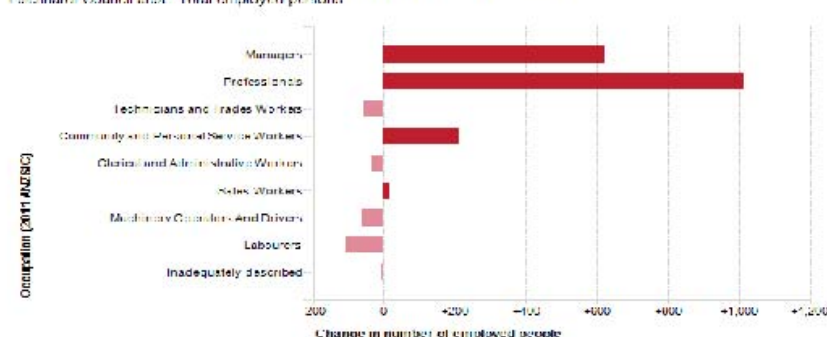
employed in the creative art sector such as artists, actors, writers and musicians have been identified as an importance component in any key worker target.

As can be seen in the following Chart on "Changes in Occupation and Employment" between 2006 and 2011, Leichhardt is experiencing an ongoing decline in key workers. Employment categories such as technical and trade, clerical and administrative, machine operators, drivers and labourers all declined in the Leichhardt LGA. While, on the other hand, there was a significant increase in residents who work in higher paid white-collar employment sectors such as management and professional occupations. This ongoing decline of lower paid workers is the result of people no longer being able to afford to live in locations experiencing increasing high accommodation costs.

#### Chart- Changes in Occupation and Employment-Between 2006 & 2011 for Leichhardt

Change in occupation of employment, 2006 to 2011

Leichhardt Council area - Total employed persons



Source: Australian Bureau of Statistics, Census of Population and Housing, 2006 and 2011 (Usual residence data). Compiled and presented in profile by ID, the population experts.

Source - 2011 Census data by ID profile from Leichhardt Councils Community Profile

#### 2.9.1 Accommodation Costs - Do We Need Researchers?

A number of significant research institutions and medical facilities are located in Leichhardt and adjoining LGAs. Researches make an important contribution to society in general and play an important role in the overall function and operation of our hospitals and educational facilities. However, for many researcher access to affordability accommodation is a growing problem, as they are often reliant on limited income streams.

A study by Dowling and Ruming (2013) from Macquarie University found that medical researchers and Ph.D. students have very different accommodation needs to university students. They were typically older and often had dependents. They were often reliant on very low research grants and their principle accommodation option was the private rental market. The study found that this group also experienced higher levels of discrimination within the private rental market because they couldn't always provide proof of income, as they are mostly reliant on a scholarship/funds combined with part-time work.

#### 2.10 Summary of Key Population Issues and Housing Characteristics

Leichhardt's population profile shows a high percentage of people aged between 25 and 49 compared with greater Sydney. Between 2006 and 2011 Leichhardt experienced significant

demographic shifts, in specific age categories. A high percentage of 18 to 35-year-olds moved out. This was also the case for a lower percentage of those aged between 50 and 59 who left the LGA.

It is unclear how much access to housing affordability options may have influenced some of these demographic shifts. Younger people may be moving because they couldn't access affordable housing when making the transition from the family home to independent living. Some residents in their early 50s may be converting their housing assets to income and moving to cheaper areas.

This research also indicates that a percentage of older residents are in the private rental market and that they will experience higher levels of housing stress due to declining income and lack of housing security. In addition, changes to employment opportunities for those over 50 will also impact on the accommodation choices of many older Australians.

In terms of homeownership in Leichhardt, only 23% of people owned their home outright and the LGA is experiencing declining homeownership rates, which are currently lower than the state average.

Although the Leichhardt LGA does have a lower proportion of households suffering housing stress compared with greater Sydney, housing stress varied considerably across the LGA and different sectors of the population experience higher level of stress, in particular, those on the private rental market.

Leichhardt LGA also has over 300 people who fit the ABS homelessness category. Housing safety nets such as access to public housing are also declining and only 4.7% of housing stock within Leichhardt LGA is public or community housing.

It is clear from the statistical data and research that housing affordability is a growing problem and that particular income groups and age cohorts in Leichhardt are experiencing higher levels of housing stress - predominantly those renting. What is also evident is that a significant proportion of rental stock is unaffordable even for middle-income households and is beyond the capacity of people on a lower income to rent or purchase.

The research in this section shows that Leichhardt is becoming a very expensive place to live, which will impact on the housing choice options for lower paid workers, students, researchers and artists who are finding it increasingly difficult to access any affordable accommodation options within the LGA. In order to address this situation and maintain a mixed population profile, Leichhardt will need to provide additional affordable housing options as an essential safety net for a percentage of the population dependent on lower incomes.

**Draft Strategy 1: Understanding Key Population and Housing Characteristics  
(Demographic Analysis)**

**Potential Actions**

- Action 1** Council investigate options to better monitor population and housing issues. The aim of this work will be to assist Council in its understanding and response to any long-term economic and social impacts associated with changes in local and regional demographics.
- Action 2** Council work in collaboration with other councils and Government agencies on creating uniformity across the different 'housing definitions' and data collection regimes. The aim of this work is to support a level of consistency regarding the collection of housing data so that any future response to housing supply issues at a regional, subregional and local level can be better understood and addressed.
- Action 3** Council monitor, document and benchmark approvals for all relevant housing types, including affordable rental housing, diverse living models, and aged housing options.
- Action 4** Council to monitor and report on population change and housing supply shifts in the LGA on an annual basis. Staff will regularly report on data collection results to Council, sub regional partners and the wider community.
- Action 5** Council continue to purchase Profile ID Census data analysis and purchase forecasting data to be updated regularly and made available on the Council website
- Action 6** Council to explore opportunities for the development of vertical villages in R1 Residential Zone (or other residential zones). The aim will be to create more innovative and affordable options for older residents to age in place.
- Action 7** Council to monitor the percentage of accessible units being delivered within the LGA.
- Action 8** Council to undertake a review its controls to ensure that at least 2% of all new units being delivered meet adaptable housing units and flexible design standard.
- Action 9** Council will aim to ensure that a percentage of its affordable housing dwelling include accessible units, given that people with disabilities often have a significant unmet housing need.

## **Section 3.0 Initiatives to Address Housing Supply Deficiencies In Line with Urban Renewal**

Governments in Australia have historically addressed housing supply shortages by facilitating land release on the urban fringe, however; this has become increasingly problematic for a number of reasons. Firstly, as cities spread rural land conversion to residential use results in the loss of high-quality agricultural land close to cities. Secondly, there is the mounting cost of providing essential infrastructure to the urban fringe, which has become increasingly expensive for governments. Thirdly, urban fringe developments are associated with a social and economic cost as they are often removed from transport, employment and essential services.

This problem is exacerbated in Sydney due to an ongoing inward shift of jobs towards central business districts and Sydney's inner ring suburbs as identified in the study by SGS Economics & Planning (June 2013). In relationship with this is a growing concern about the increasing disconnect between employment opportunities and affordable housing locations.

Metropolitan planning strategies have stressed the need to contain population growth within established urban areas to alleviate the impacts associated with the growing disconnect between employment, transport access and housing costs. The principal strategy being used by State Government authorities for containing population growth has been to increase requirements for higher density housing, close to transport and services, particularly on inner city urban renewal sites. However, these redevelopment sites can become very controversial, as they are often located in high land value areas dominated by historical lower density development.

Leichhardt has a number of identified urban renewal projects, combined with levels of community resistance to higher density developments. In line with this, the following section outlines a number of identified key issues connected with housing supply initiatives in high land value locations and different ways to deliver community benefits in the form of housing choice and affordability.

The research is principally drawn from literature reviews and existing case study examples centred around urban renewal projects that delivered a percentage of housing choice and affordability in combination with new housing supply. It includes examples from overseas, Australia and NSW.

### **3.1 Delivering Affordable Housing a Global Challenge**

The difficulties in delivering affordable housing in global cities are recognized internationally. A report by The McKinsey Global Institute; "A blueprint for addressing the global affordable housing challenge" (October 2014) tackled the problems faced internationally to deliver affordable housing products. The report's principle findings are that housing supply programs need to address the housing needs of all income groups and take into account the circumstances of all residents, the cities demographics, and its economic drivers. The report identifies why affordable housing supply is so important to the overall financial function and wellbeing of cities that are outlined below.

- ❖ Affordable housing in the right locations will boost a city's productivity by integrating lower-income populations into the economy and thus reduces the cost of providing shelter and services.
- ❖ It enables labor mobility, and opens up pathways to increase incomes and helps to drive economic growth.



- ❖ Cities need to be made up of integrated housing markets with a mix of household incomes.
- ❖ Market failure will have a trickle-down effect on all income groups and will have ramifications across citywide and regional economies.
- ❖ Urban renewal is as important as new housing construction.
- ❖ Existing poorer quality housing with good connections to employment and services may better serve the needs of lower income residents.
- ❖ Affordable housing supply is an important part of the supply chain and if development standards are set too high, lower income households are priced out of the housing market (without subsidies).
- ❖ All cities have land in appropriate locations that could be unlocked.
- ❖ Land can be freed up for redevelopment in connection with transit-oriented development through regulatory reform, land readjustment, and land pooling.
- ❖ Proven technologies and regulatory support can enable large-scale, low-cost housing to be produced.
- ❖ Developer financing costs can be cut in many ways, including by derisking projects through a system of guaranteed occupancy and the streamlining of risk.
- ❖ The problem for some affordable housing failures has been associated with weak asset management practices and a reduced capacity for residents to connect with employment or vital services due to locational disadvantages from essential services and jobs.
- ❖ Well-located, properly maintained, affordable housing can be quite profitable.
- ❖ Lack of access to decent housing is a national issue, but the solutions need good local responses.
- ❖ A city's capacity to delivering affordable housing may be the most important factor in a city's success.

### 3.1.1 Identified Key Issues For Addressing The Housing Affordable Gap

The Report by The McKinsey Global Institute "A blueprint for addressing the global affordable housing challenge" (October 2014) identified four key areas for addressing the housing affordable gap, which are outlined in the following Table.

**Table-Key Approaches in Addressing the Growing Gap in Affordable Housing Supply**

1	Land-securing land for affordable housing in the right location, unlock land for affordable housing in connection with transit-oriented development, release public land, and use inclusionary zoning.
2	Development-develop and build housing at a lower cost by improving capital productivity through lean construction methods.
3	Operations and maintenance-set standard to ensure that affordable housing properties are operated and maintained efficiently, improve energy efficiency and set standards to avoid dilapidation.
4	Financing-improving access to financing for home purchase, reduce borrowing costs to buyers; develop cross financing frameworks.

Source: A blueprint for addressing the global affordable housing challenge, October 2014, The McKinsey Global Institute Report

The McKinsey Global Institute Report also identifies the key principle needed to deliver affordable housing options on urban redevelopment sites, and they highlighted in the following Table.

**Table-Key Principles Needed to Delivery Housing Choice**

Community engagement	Manage stakeholders and qualify the benefits of the project.
Funding	Create mechanisms to pursue all possible funding option.
Delivery model	Choose a combination of delivery models that fit the local context.
Governance	Build local governance with dedicated delivery units, streamline and performance manage the process.

Source: The McKinsey Global Institute Report, A blueprint for addressing the global affordable housing challenge, October 2014.

### 3.2 Urban Renewal Case Studies and Addressing Affordable Housing Deficiencies

The Australian Housing and Urban Research Institute (AHURI) commissioned a research project looking at "Affordable Housing, Urban Renewal and Planning: Emerging Practice in Queensland, South Australia and New South Wales" (The Gethin, Gurran, Nouwelant, Pinnegar, Randolph, and Bramley (2012). Principally the research considered urban renewal projects, housing supply and

the capacity of the planning system to deliver a percentage of affordable housing across different Australian State Government jurisdictions.

The study identified 20 specific urban renewal sites in which the planning system had contributed to the procurement of affordable housing for moderate to low-income households. It assessed each project and the different affordable housing options that were delivered including affordable rental, shared equity and home purchase. Not surprisingly the research found that delivering affordable housing in urban renewal projects is one of the key urban growth management challenges facing policymakers in Australia and is a highly contentious issue.

Overall the Study found that in South Australia, NSW and Queensland, a variety of social and affordable housing products had been delivered on urban renewal projects that were located close to transport and infrastructure through government planning requirements and joint venture initiatives.

A study by Rowley and Phibbs (August 2012) point to the increasing disconnect between two arguments regarding urban housing developments. There is the historical economic argument that less public involvement in the housing supply market will allow it to operate effectively, whilst on the other hand, there is increasing public expectation for more public sector intervention in order to secure affordable housing options in high land value areas and urban renewal sites.

In looking at financial feasibility Rowley and Phibbs (August 2012) identify the following key financial barriers to delivery affordable housing in high land value locations. Landowners on the one hand have very high price expectations and don't take into account the cost of delivering higher density housing. Whilst on the other hand, the development industries primary financial aim is a profit margin above 20%.

Land price was viewed as a major impediment to achieving affordable housing on urban infill sites. Once the land is rezoned for high-density development the land value uplift is significant and this, in turn, pushes up the price of land. Urban redevelopment sites located close to transport nodes or those sites with good public transport access demand an even high price. In the end, the cost of land matched with development costs does not allow the developer to deliver affordable housing in high land cost locations. (Rowley and Phibbs, August 2012)

The research points out that the market is unlikely to deliver affordable housing products in high land value locations without some form of government intervention or policy requirement. This would need the landuse planning system to ensure that a percentage of the land value uplift can be captured prior to rezoning and redevelopment in order to supply a percentage of affordable housing (There is a range of tools available for capturing value uplift and these are discussed in Section 4 of this report). The following section presents case studies where affordable housing products have been delivered in line with housing supply in inner urban environments.

### **3.3 Urban Renewal Case Studies and Affordable Housing Outcomes**

This section presents a number of urban renewal case study proposals that address housing supply shortages and delivering a percentage of affordable housing. Some of these initiatives include shared equity arrangements; land trusts and joint venture arrangements between government and not for profit housing organisations. The majority of projects were undertaken in connection with surplus publicly owned land and both public and private sector delivered on a number of fronts including housing affordability.

### 3.3.1 Affordable Housing Supply Initiatives - Western Australia

The Western Australian Government's Department of Housing's "Affordable Housing Strategy 2010-2020, Opening Doors to Affordable Housing"; outlines the Government's housing supply delivery framework, which includes joint venture partnership with the private development sector on government-owned land. All joint ventures are required to deliver a component of affordable and/or social housing products in connection with all housing supply initiatives.

The financial benefit in the Western Australian framework is the Government's role in reducing the financial risk to the private partner/builder through a Government guarantee joint venture arrangement. The projects include government land holdings and arrangement with the Government to purchase a percentage of the units from the private developer/builder. As a result the joint ventures development projects are highly regarded by the private development industry.

Stella Orion is one such joint venture. It is a three staged redevelopment project on government land and the construction is being undertaken by a private developer/builder. Stage 1 of the project had a housing target of 109 dwelling. Stage 2 has a housing supply target of 130 and Stage 3 has a housing supply target of 197 dwellings. The site plan below shows the overall site plan for Stages 2 and 3.

Site Plan-Stages 2&3 Western Australia Stella Orion



Source: Planning Western Australian. Delivering directions 2031.  
Diversity by Design. Planning.wa.gov.au.

The following Table outlines the key components for Stage 2 in the Stella Orion residential development project.

**Table Case Study - 'Stella Orion' Stage 2 - The City of Cockburn and the Department of Housing Western Australia Joint Venture Housing Development that Included Affordable Housing Products**

- The land is owned or purchased by the Department of Housing, Western Australia (DoHWA).
- Stella Orion Stage 2 aims to deliver 130 dwelling units in the form of medium density apartment blocks.
- A percentage of the units are to be released for sale to the market at an affordable price below \$400 000.
- The DoHWA had a guarantee to purchased 70 dwellings; sell 48 units on the private market and retaining 22 for units for affordable housing.
- 10 apartments were sold under the DoHWA National Rental Affordability Scheme.
- 10 apartments were sold under the DoHWA shared equity key start scheme.
- The land was developed through a joint venture arrangement between the Western Australian Land Development Corporation and the private sector.
- The builder was Goodland Properties Pty Ltd and the designer was Campion Design Group.
- The development design included a five-star energy efficiency rating.
- The role of Western Australian Government through the Land Development Corporation co-ordination and land acquisition and the DoHWA commitment towards purchasing a significant number of units was seen to reduce the financial risk for the developer and was a key issue in delivery of housing choice and affordability.

Sources: Planning Western Australia n. Delivering directions 2031. Diversity by design. [planning.wa.gov.au](http://planning.wa.gov.au). 'Infrastructure Investment and Housing Supply' by SGS Economics & Planning, 2013. Goodland Building Company. ([goodland.com.au](http://goodland.com.au)). The policy framework for affordable and social housing supply is outlined in the Department of Housing (DoHWA) 'Affordable Housing Strategy 2010-2020. Opening Doors to Affordable Housing.



### 3.3.2 Affordable Housing Case Study City of Port Phillip Fisherman's Bend Victoria

The Government of Victoria has undertaken a number of urban infill redevelopment projects resulting in significant increase to the existing urban densities. The principle aim of these projects has been to increase housing supply and deliver a percentage of affordable housing in key locations. One such project is the Port Philip Fisherman's Bend redevelopment, which has the added benefit of being serviced by a new light rail initiative. The following Table provides an outline of the key components of this project.

**Table Case Study - City of Port Phillip Fisherman's Bend Victoria, Housing Supply Project and its Housing Affordability Policy Objectives**

- Fisherman's Bend was a 40ha site.
- The existing site contained very little housing; so the redevelopment provided significant new housing supply in an existing urban environment.
- The redevelopment aimed to increase both housing supply and employment lands.
- It was a strategic redevelopment with shared responsibilities between the Victorian Government and Port Phillip Council.
- The project aims to deliver dwelling for 40,000 new jobs and 80,000 dwellings.
- The sites controls aimed to significant increase dwelling densities with an average target of 200 dwellings per hectare.
- The project aims included housing mix suitable for singles, couples, and people with children, older households and students.
- The Fisherman's Bend strategic framework provided a clear desire by the relevant Government authorities to deliver a percentage of affordable housing on the site.
- The project aims included a requirement for a percentage of affordable housing to be delivered and managed by a registered community housing association.
- The project included a new light rail station.
- Open space initiatives include the upgrading of existing open space and the creation of sufficient new open space to match population growth

Sources: Port Phillip Draft Vision in 2013, Metropolitan Planning Authority, Fisherman Bend's Strategic Framework Plan July 2014, Infrastructure Investment and Housing Supply, by SGS Economics & Planning.

### 3.3.3 Urban Renewal, Affordable Housing Supply and Best Practice, Key Findings from Case Study Report Commissioned by City of Sydney Council

The City of Sydney Council commissioned SGS Consultants to prepare a discussion paper documenting best practice planning principles and governance arrangements in relation urban renewal sites with an affordable housing component. The principle aim of the paper was to inform the Bays Precinct renewal summit in November 2014 (Source: SGS Economics and Planning, November 2014. Best practice urban renewal. Input into Bays Precinct forum. Research commissioned for the City of Sydney).

The SGS discussion paper reviewed at a number of international and local urban renewal initiatives and identified what was considered best practice principles in the application of the Bays Precinct redevelopment framework. A brief summary of the key elements from each of the case studies is provided in the following Table.

**Table SGS Case Studies - Best Practice Urban Renewal - Key Points**

#### **Kings Cross site in London**

27ha site (two land components to the site).

The site was privately owned and was being developed by a consortium.

The redevelopment included an overall housing target of 1000 new homes and a 50% affordable housing target on the first stage and a 35% affordable housing target on the second stage.

The development objectives included specific affordable housing and job targets, energy efficiency requirements and public access requirements.

The redevelopment included significant new transport infrastructure connected to the redevelopment of London's Kings Cross Rail Station.

#### **Hafen City Redevelopment Site in Hamburg Germany**

157 ha site

The land was owned by the government and had been the old port area of Hamburg.

The site had a housing supply target of 5,500 new residential dwellings.

Planning objectives included specific affordable housing, commercial and energy efficiency targets.

#### **Docklands Site Melbourne Australia**

200ha site

The land was government owned and had been part of the Melbourne docklands port area.

The redevelopment includes 20,000 new residential dwellings with specific policy requirements for affordable and diverse housing.

A private developer based on overriding strategic plan delivered the project.

#### **Barangaroo Sydney Australia**

22 ha site

The land was owned by a NSW Government entity and located on Sydney harbour.

The Strategic Plan includes energy efficiency targets, high public transport modal share and a specific affordable housing target of up to 2.5% of residential GFA.

The NSW State Government created 'The Barangaroo Development Authority' to manage the redevelopment.

Lend Lease won the redevelopment tender and is the principle builder.

*Equally interesting, is the fact that although Lend Lease have actually agreed to a 35% affordable housing target on the Elephant and Castle site in London, on Barangaroo site their target is only 2.5%.*

*Note: The SGS study included the Elephant Castle redevelopment projects however, it have not been include as the end produce has not delivered the proposed affordable housing outcomes from the agreement.*

Source: SGS Economics and Planning, November 2014. Best practice urban renewal. Input into Bays Precinct forum.

### 3.3.4 Identified Best Practice Principles in Urban Redevelopment Projects

The following Table provides a list of identified best practice from the urban renewal case studies undertaken by SGS for the Bays Precinct.

**Table- Urban Renewal Case Studies -Identified Best Practice Principles**

- ✦ Develop a plan for engagement with stakeholders.
- ✦ Take a long-term view regarding project outcomes.
- ✦ Create agreement from the start in relation to non-negotiable issues regarding redevelopment options.
- ✦ Agree on a reasonable financial profile which reduces risk to the developer while providing an appropriate return on government land and infrastructure investment.
- ✦ Establish clear development options for meeting stated aims and objectives.
- ✦ Ensure that local character is embedded in the development proposal.
- ✦ Evaluate options from a holistic perspective and aim to maximise community benefits.
- ✦ Ensure that procurement models are aligned with vision and desired outcome.
- ✦ Provide a mix of housing types suitable for singles, couples, and people with children, older households and students.
- ✦ Provide dwellings that are affordable for low and moderate-income households.
- ✦ Build homes that are flexible and adaptable.
- ✦ Provide higher densities around public transport hubs and activity centres and lower densities at the interfaces with existing residential areas.
- ✦ Provide for a building scale that allows natural sunlight to streets.
- ✦ Provide buildings that minimise the impact of wind to ensure a comfortable pedestrian environment.
- ✦ Design buildings that create a positive pedestrian experience at street level.
- ✦ Ensure that the location of high-rise buildings do not adversely impacts on the quality of streets and parks through overshadowing.
- ✦ Include careful consideration of the location and design of tall buildings.
- ✦ Aim to upgrade existing open space by creating sufficient new open space to match population growth.

Source: SGS Economics and Planning, November 2014. Best practice urban renewal. Input into Bays Precinct forum. Research commissioned for the City of Sydney.



### **3.3.5 Case Study, NSW Housing Co-operatives Delivering Small-Scale Affordable Housing Projects**

The case studies outlined in the previous section predominantly dealt with larger scale urban infill sites. However, smaller scale projects can deliver a higher percentage of affordable housing as evident in the following NSW co-operative housing case study.

Common Equity NSW (CENSW) is the peak community housing provider supporting the not for profit co-operative housing sector across NSW. It currently has 35 member housing co-operatives under its umbrella. Its principal purpose is to promote the development of safe, affordable and secure housing for people who want to live in housing co-operatives.

Co-operatives have a different income criteria system from that of social housing. This is based on the principle that they are self-managed and members provide a significant amount of sweat equity. Approximately 35% of tenants can be on higher incomes while 65% of tenants have to meet the Housing NSW income eligibility. As a result, well-managed housing co-operatives can also accumulate rental surpluses.

In 2006, two housing co-operatives decided to use their rental surpluses to purchase land and develop affordable housing projects aimed at addressing the unmet housing needs of particular target groups within their existing co-operative membership. CENSW worked with these co-operatives to purchase land and acquire government funds. A brief overview of the two co-operative housing projects is outlined below.

#### **3.3.5.1 Van Lang and Kapit Bahayan Co-operative Housing Development**

Both Van Lang and Kapit Bahayan Housing Co-operatives were established in the 1990s. Van Lang is one of the larger housing co-operatives under the umbrella of CENSW and its principal target group is the Vietnamese community located in Cabramatta and Canley Vale in western Sydney. Kapit Bahayan was located principally in Auburn and its primary target group is the Filipino community.

The two housing co-operatives had an unmet housing demand that they wanted to address. For Van Lang, they had an ageing population and needed purpose-built aged housing. This would also allow them to free up a number of 3 bedroom dwellings that were under-occupied by older residents. Kapit Bahayan had a growing community of families in Western Sydney in need of affordable housing close to public transport. With the support of CENSW both housing co-operatives used their rental surpluses to purchase land in western Sydney.

Van Lang purchased a large suburban lot adjacent to an existing housing co-operative site in 2008 on Fairview Road in Canley Vale. The Van Lang project used the planning benefits available through State Environmental Planning Policy (SEPP), Housing for Seniors and People with a Disability (2004) to build a two storey multi unit aged housing development consisting of 17 purpose-built aged housing units and associated community facilities.

Kapit Bahayan purchased a large site in 2007 on the corner of Canley Vale Rd and Sackville Rd in Canley Vale. Co-operative members worked with architects to develop a project around their identified needs. Kapit Bahayan used the planning benefits available through SEPP, Affordable Rental Housing (2009). The Kapit Bahayan project resulted in the construction of six purpose-built townhouses as shown in the following image.

**Image 2 - Kapit Bahayan 6 Town House Project**



The projects combined land ownership with development approval to create the principal equity base to acquire finance and funding. The projects also acquired matched funding from the NSW State Governments, Centre for Affordable Housing of \$1.3 million and accessed the National Rental Affordability Scheme (NRAS) incentives provided over a ten-year period of \$1.3 million. The two projects jointly contributed 23 affordable dwellings in perpetuity and provided opportunities to free up existing stock to house those on community housing waiting lists. The key elements of the co-operative projects are outlined in the following Table.

**Table Case Study - Overview of Key Issues Regarding the Co-operative Housing Projects**

Outlines below are some of the essential elements associated with the Co-operative housing developments.

- Average land costs - The cost of the land for the combined sites were less than \$1 million.
- Development approval costs were around \$90 000 this included consultant fees; council fees and CENSW support staff wages.
- Both projects used State Environmental Planning Policies to access additional planning incentives resulting in increased value.
- Once the land had development approval its value became the principle equity.
- The projects were owned outright with no holding costs.
- The initial outlay costs from the housing co-operative sector were matched with over \$2 million in government grants.
- In two projects jointly contributed 23 affordable dwellings in perpetuity.
- The projects expanded housing choice through the construction of different dwelling types and responded in the needs of older residents allowing them to 'age in place'.

### 3.3.6 Affordable Developed Above Council Car Parks "Air Space" at Port Phillip

Another good example of a smaller-scale infill affordable housing project is one initiated by the City of Port Phillip Council in Victoria. This Council has been actively involved in finding ways to supply affordable housing options for lower income members of the community impacted by gentrification and rising housing costs.

The Council outlined its commitment to supplying affordable housing in the City of Port Phillip, Housing Strategy 2007-17. A requirement of the Study was to provide more adaptable housing and deliver diverse housing options close to shops, public transport and services.

In addition, the City of Port Phillip supported the establishment of the Port Phillip Housing Association, a not-for-profit housing organisation. This Association is now actively involved in joint venture arrangements with Council and the Victorian State Government to deliver affordable housing (Spivak, May 2012, Affordable Housing in Port Phillip the Roles of the City Of Port Phillip Housing Officer).

A site assessment was undertaken by Council to evaluate any opportunities to redevelop underutilised Council land holding and deliver affordable housing, in high land value areas close to transport and services. This work resulted in the development of what is now known as the Kyme Place Rooming House project, which saw the redevelopment of a car parking included affordable housing. The end project houses lower income members of the community by providing 27 affordable dwelling units and also supported local retailers by maintaining the Council car park (Ray Edgar, 13.9 2013, Living on Air, The Age Newspaper).

The Kyme Place Rooming House was developed as part of a joint venture arrangement between the City of Port Phillip, Port Phillip Housing Association and the Victorian Government. MGS Architects who had a long-term commitment to social housing took on the project's development and as can be seen, from the image below all the dwellings are elevated over the existing Council car park.



MGS Architects designed 'Kyme Place Rooming House', Port Phillip Council carpark redevelopment (<http://architectureau.com/articles/kyme-place-rooming-house/>)

### **3.3.7 Exploring Opportunities to Develop the Air Space above Leichhardt Councils Car Parks**

Leichhardt Municipal Council has been exploring opportunities based on the City of Port Phillip project to develop a similar initiative regarding its parking facilities. As part of this work Council staff have undertaken a background feasibility study to assess the viability of developing the airspace above the Hay Street carpark in Leichhardt.

The initial research by Council staff found that particular restrictions on the existing land title of the carpark needed to be determined before the project can move forward. The matter is currently being investigated to resolve the land title restrictions, which will require negotiation and agreement from other parties.

Council Officers is in a position to pursue negotiations with the other parties.

#### **#3 - Hay Street Car Park - Motion Leichhardt Municipal Council 27/6/2013 Resolution HC35/13**

### **3.4 Delivering Affordable Housing Options Through the Social and Affordable Housing Supply Fund**

When elected in 2015 the NSW Government made a commitment from the sale of the electricity 'poles and wires' towards the development of a new social and affordable housing fund. As part of this work, the Government released, Future Directions for Social Housing in NSW (2016). The first phrase in these reforms is the "Social and Affordable Housing Fund" (SAHF) that aims to deliver 3000 new social and affordable housing dwellings across metropolitan and regional NSW.

Organisations have been asked to register their initial interest through an Expressions of Interest (EOI) for Phase 1 of the SAHF funding program. Interest parties who wish to put forward a housing proposal are able to register their interest to participate in the EOI process before the 29<sup>th</sup> February 2016. The closing date for EOI is the 15th March 2016. Council has expressed an interest in supporting community housing organisation that may be interested in deliver new social and affordable housing dwelling in Leichhardt through either Phase 1 or any following phases.

Once the matters regarding the Hay Street Car park are resolved, funding opportunities connected with SAHF may also provide Council with a financial base to move forward and redevelop the Hay Street site to include an affordable housing project.



### 3.5 Summary Table - Urban Renewal Case Studies and Housing Supply Impacts

The following Table provides a list of the key deliverables regarding the affordable housing case studies discussed previously in this section of the report.

Table-An Overview of Case Studies and Key Housing Delivery Initiatives		
Development Site	Site Size and Capacity	Housing Deliverable
<b>Stella Orion Stage 2 Aurora</b> <b>City of Cockburn WA</b>	Staged Development	130 apartment units 22 affordable housing units for purchase and rental
<b>City of Port Phillip</b> <b>Fisherman's Bend Victoria</b>	40 ha site	80,000 new dwellings 200 dwellings per ha on average 40,000 new jobs Housing Supply Aim- to provide a mix of housing types suitable for singles, couples, and people with children, older households and students
<b>Kings Cross site in London</b>	27 ha site Two staged site redevelopment	Stage 1-1 000 dwellings 50% affordable housing target Stage 2-35% affordable housing target.
<b>Hafen City Redevelopment site in Hamburg Germany</b>	157 ha site	5,500 residential dwellings
<b>Docklands Site Melbourne Australia</b>	200 ha site	20,000 residential dwellings Housing Supply Aim- Policy requirements to deliver affordable and diverse housing
<b>Barangaroo Sydney Australia</b>	22 ha site	Mixed commercial and residential redevelopment 2.5% of residential GFA as affordable housing target
<b>Van Lang and Kapit Bahayan Housing Co-operative Projects</b>	700m <sup>2</sup> sites 2 sites approximately 700m <sup>2</sup>	100% affordable rental housing 100% owned by NSW housing co-operative sector
<b>Port Phillip Housing Association</b>	800 m <sup>2</sup> approximately	Rooming house for 27 people 100% affordable rental housing 100% of the housing development owned by Port Phillip Housing Association.
<b>Leichhardt Council Hay Street Car Park</b>	800 m <sup>2</sup> approximately	Feasibility of developing air space above car park for affordable housing Aimed to deliver 100% affordable rental housing

### 3.6 An Overview of Local and International Affordable Housing Supply

The case studies and research touched on in this section show that in order to deliver housing mix you will need to include either a strategic requirement to deliver a percentage of affordable housing, or provide a mechanisms to capture the increased land value to ensure that the proportion of affordable housing is delivered in high land cost urban areas. The case studies also indicated that without some form of government intervention, affordable housing options for people on low to moderate incomes will not be delivered in high land value environments.

Importantly the research demonstrates that when governments put in place mechanism and policy frameworks to derisk new housing developments on government land linked with guaranteed purchase that housing choice and affordability can be achieved.

Notably, the research also shows that affordable housing delivered in the right location connected to jobs and services will help to boost a city's productivity and can be the most important factor in a cities success. These are an important issue for Leichhardt, particularly in light of its location to a number of strategic development corridors and identified urban redevelopment sites.

#### #4 Affordable Housing for key Workers - Motion Leichhardt Municipal Council 27/6/2013 Resolution HC36/13

##### Draft Strategy 2: Addressing Housing Choice and Affordability on Urban Renewal Projects

###### Potential Actions

- |                 |   |
|-----------------|---|
| <b>Action 1</b> | Council to work with other local government and Government agencies aimed at supporting opportunities to deliver a mix of housing types. This work will focus on the development and implementation of a sub-regional policy framework aimed at addressing the identified unmet housing need at a local and regionally level. |
| <b>Action 2</b> | Council to develop implement clear and transparent governance arrangements for addressing identified unmet housing need linked with rezoning, value uplift and density bonuses in connection with Councils Voluntary Planning Agreement Policy.   |
| <b>Action 3</b> | Council aim to deliver a percentage of affordable housing as rental or via a shared equity model on urban renewal sites   |
| <b>Action 4</b> | Council undertake research to identify governance and financial arrangements required to deliver joint-venture equity projects (or other joint-venture projects).   |
| <b>Action 5</b> | Council evaluate any opportunity to support an 'Expression of Interest' to the Social and Affordable fund that is consistent with Council policies and would deliver new social and affordable housing dwelling in Leichhardt through either Phase1 or any following phases (given that Phase1 ends on the 29th February).    |
| <b>Action 6</b> | Council staff to conclude their assessment on the financial feasibility of developing the air space above the Hay Street Car Park for affordable housing.   |

## **Section 4.0 Mechanisms to Supply Affordable Housing in NSW**

This section of the research offers an outline of the mechanisms currently in place for addressing housing supply, housing choice and affordability at a local level, predominantly associated with initiatives undertaken by the City of Sydney. It deals with the current frameworks available to capture a percentage of land value uplift and provides material on the different ways for councils to deliver affordable housing in urban renewal projects such as; inclusionary zoning, land dedication, joint venture arrangements and Masterplans. This section also provides a brief outline on the potential role of financing affordable housing bond guaranties.

### **4.1 Value Capture/Inclusionary Zoning**

Land value capture often referred to as inclusionary zoning mechanisms are the principal planning mechanism used to deliver affordable housing products in many parts of the world. Although inclusionary zoning originated in the United States it has become standard practice in planning systems around the world including the United Kingdom.

The main argument in support of inclusionary zoning is that it provides for a percentage of new housing supply to be affordable housing in areas undergoing urban renewal and gentrification and helps in maintaining a level of economic and social diversity. The addition benefit is that it is seen to have little or no direct financial cost to government (Burchell & Galley, 2000. Inclusionary Zoning: A Viable Solution to the Affordable Housing Crisis? Inclusionary Zoning: Pros and Cons).

### **4.2 Value Capture/Inclusionary Zoning and the NSW Planning System**

A number of Sydney Metropolitan Councils<sup>1</sup> have responded to a growing affordable housing crisis and developed policy frameworks aimed at delivering affordable housing through their planning instruments or in connection with rezoning and value capture mechanism. These are Canada Bay, North Sydney, Parramatta, Randwick, Sydney City, Waverley and Willoughby. Most of the affordable housing units are being delivered by these Councils are acquired through negotiated planning agreements however, Sydney City and Willoughby use inclusionary zoning in connection with land value capture.

The American planning system has provision for inclusionary zoning and although the *Environmental Planning and Assessment Act (1979)*, includes many of the provision of the American system it does not embrace statewide inclusionary zoning clauses. However, State Environmental Planning Policy No70 (SEPP 70) Affordable Housing (Revised Schemes) (SEPP 70 Affordable Housing) does provide for councils covered by the SEPP to use inclusionary zoning.

The City of Sydney, and the City of Willoughby are covered by SEPP 70 (Affordable Housing) and have affordable housing program based on inclusionary zoning and land value capture. Leichhardt LGA is also listed in SEPP 70 Affordable Housing (Revised Schemes) and this issue will be addressed in Section 5 of this report.

#### **4.2.1 The Use of Value Capture/Inclusionary Zoning for Affordable Housing- City of Sydney**

The City of Sydney has a long history of involvement in the supply of affordable housing. At one point the Council itself even provided purpose-built housing for Council workers. These days it has joint venture arrangements with community housing organisations to provide accommodation options for key workers and lower income groups.

The Council's policy framework aims to deliver affordable rental housing for low and moderate-income households, to protect existing low-cost rental stock and encourage housing diversity. These aims are outlined in two overriding Council policies: 'The City of Sydney Affordable Rental Housing Strategy 2009-2014' and 'Sustainable Sydney 2030'. These policies identify that the primary tool used in facilitating and protecting new affordable housing and diverse living models will be through the use of planning mechanisms linked to value capture/inclusionary zoning. In addition, Council has a commitment to forming strategic partnerships and financial arrangements to deliver broader affordable housing options. The City currently has a new Housing Issues Paper (2015) on exhibition for comment.

A brief overview of the various tools used in inner Sydney to deliver affordable rental housing through inclusionary zoning, Masterplan frameworks, joint venture arrangements and land dedication are provided in the following sections.

#### **4.3 The City West Urban Renewal Project - Ultimo/Pymont**

Until the 1980s, Pymont/Ultimo had been a traditional working class Sydney harbour suburb with terrace housing co-located near major industry. Its redevelopment from the 1980s onwards became known as the City West Urban Renewal Project. This initiative saw this traditional industrial working class suburb transformed into higher density residential and commercial buildings with new recreation activities.

The area's redevelopment was a jointly funded project under the Commonwealth "Better Cities" program and involved using Commonwealth, State and local government resources and funding frameworks.

Early in the development stages, it was evident that the redevelopment would increase land value and that the cost of buying or renting a dwelling would go beyond the reach of many existing low to moderate-income residents. In response, there was a joint agreement between all levels of government to create an inclusionary zoning framework to support a percentage of affordable housing to be delivered as part of the long-term Pymont/Ultimo strategy.

The inclusionary zoning framework developed to enable the City of Sydney to levy for affordable housing contributions operates under the following planning legislation and policy frameworks:

- Section 94 of the *Environmental Planning and Assessment Act 1979* (EP&AA Act, 1979).
- *State Environmental Planning Policy (SEPP) No. 70 Affordable Housing (revised schemes)*,
- *Sydney Local Environmental Plan 2012* (SLEP 2012),
- *The South Sydney Local Environmental Plan (1998)*,
- *Sydney City Council Affordable Housing DCP (2002)*,
- *Revised City West Affordable Housing Program (June 2010)* (RCW AHP, 2010).



The associated affordable housing projects being delivered under this framework are outlined in the following sections.

#### **4.3.1 The City West Urban Redevelopment and Its Inclusionary Zoning Scheme**

The City West Ultimo/Pymont urban renewal scheme enables contributions from new developments to be collected and used towards the provision of new affordable housing. The affordable housing contributions can be provided within the development or as a monetary contribution and is based on the total floor area and is calculated as follows:

- Residential uses: 0.8% of the total floor area
- Non-residential uses: 1.1% of the total floor area.

The end aim for the Ultimo/Pymont scheme is to provide for around 600 affordable rental dwelling units for very low to moderate-income households over a 15 to 20-year period. Based on 2013 and 2014 City West Housing Annual Reports it had delivered around 470 dwellings in the Pymont/Ulmo precinct by 2014.

#### **4.4 The Development of City West Housing**

A second important initiative in the City West, Ultimo/Pymont urban renewal scheme was the establishment of City West Housing in 1994 as a not-for-profit community housing organisation. Its principal role was to develop and manage the housing stock and provide long-term affordable rental housing in Ultimo/Pymont with contribution generated from affordable housing levies.

#### **4.5 Green Square Urban Renewal Project -Affordable Housing and Inclusionary Zoning**

The Green Square redevelopment project is a more recent urban redevelopment initiative between the City of Sydney and Landcom (now Urban Growth NSW). The redevelopment project is focused on rezoning industrial land and lower density residential land to higher medium density housing with new transport and social infrastructure.

Similar concerns were raised with the redevelopment of Green Square to that of Pymont/Ulmo. That affordable housing for low to moderate income households would be diminished as a result of redevelopment and gentrification.

The South Sydney Local Environmental Plan (1998) included detailed provisions on the need to promote a variety of housing options for both new and existing communities to maintain social mix. An inclusionary zoning program was developed for the Green Square precinct similar to City West. However, the inclusionary zoning provisions are linked through the South Sydney Local Environmental Plan (1998) and Sydney City Council Affordable Housing DCP (2002).

The affordable housing contribution rate for Green Square, is based on the total floor area and calculated as follows:

- 3% of Gross Floor Area (GFA) for residential development
- 1% of the total non-residential area on-residential developments

The end goal of the scheme is to provide around 330 dwelling units for rental to low and moderate-income households over 15 to 20 years.

#### 4.6 City West Housing and Green Square

The existing arrangement between the City of Sydney Council and City West Housing has been expanded beyond the Pyrmont/Ultimo Peninsula to include the Green Square precinct. Presented below is an image of an affordable housing development in Green Square by City West Housing.

##### City West Affordable Housing Development - Green Square Urban Renewal



Source: <http://citywesthousing.com.au/news-and-media/130-portman-street-zetland-local-government-area>

#### Table Overview of the City of Sydney Affordable Housing Delivery Programs

**History** - Sydney Council historically provided purpose-built housing for Council workers

##### Local Delivery Framework for Affordable Housing

- The Environmental Planning and Assessment Act 1979 has a provision for Council to collect contributions for affordable housing under Section 94 of the EP&A Act.
- State Environmental Planning Policy No. 70: Affordable Housing (Revised Schemes) identifies Councils in need of affordable rental housing which includes SCC.
- CoS current policy framework - The City of Sydney Affordable Rental Housing Strategy 2009-2014'. The policies aim:
  - To deliver affordable rental housing for low and moderate income households.
  - To protect existing low-cost rental stock and encourage housing diversity.

##### Development of City West Housing

- City West Housing was established in 1994 as a not-for-profit community organisation to deliver affordable housing.

#### **Pymont/Ultimo Redevelopment**

- Urban renewal in Pymont Ultimo saw its transition from an industrial working class Sydney harbour suburb to commercial and medium density residential in 1980.
- A State Government Authority was established to oversee the redevelopment.
- Commonwealth, State and Local Government Authorities jointly funded the redevelopment project.
- The principle mechanism used to deliver affordable housing in Pymont Ultimo is value capture and levies. The contribution rate is calculated on the total floor area as follows:
  - Residential uses: 0.8% of the total floor area
  - Non-residential uses: 1.1% of the total floor area.

#### **Green Square Redevelopment**

- Green Square urban redevelopment - transition and rezoning of older industrial land and lower density residential to higher medium density housing in connection with new transport and social infrastructure.
- The Policy framework was the Green Square Structural Masterplan in 1997.
- A redevelopment partnership was formed between the City of Sydney Council and Landcom (now Urban Growth NSW).
- The overriding planning control for Green Square was South Sydney Local Environmental Plan (1998) and it included detailed provisions to promote a variety of housing options for both new and existing communities to maintain social mix.
- The principal mechanism for delivering affordable housing was value capture through inclusionary zoning provisions linked to the South Sydney Local Environmental Plan (1998) and City of Sydney Affordable Housing DCP (2002).
- These policies outline the affordable housing contribution rate for Green Square. The contribution is based on the total floor area and calculated as follows:
  - 3% of Gross Floor Area (GFA) for residential development
  - 1% of the total non-residential area on-residential developments

Source: City of Sydney, Green Square Affordable Housing (2012). Adopted by City of Sydney on 12 March 2012. Green Square Structural Masterplan in 1997

### **4.7 The Redevelopment of South Sydney Hospital - A Master Plan Delivering Affordable Housing - The Green Square Urban Renewal Project**

The following case study deals with a Masterplan model that included the dedication of land to deliver affordable housing. The Masterplan was for the old South Sydney Hospital site, which had been owned by South Sydney City Council and included a number of historical buildings.

The overall site became part of the Green Square urban renewal project and was earmarked to provide a number of community facilities such as childcare, a community hall and a medical facility. The 'Green Square-Royal South Sydney Hospital Site Master Plan', was undertaken by Hill Thalys Architects in collaboration with the City of Sydney Council in 2013. A portion of the Master Plan site was identified for affordable housing and included heritage listed buildings. A Memorandum of Understanding (MOU) was developed in connections with the site for an affordable housing project and City West Housing was the successful bidder. They are currently undertaking the affordable housing development on the site.

#### 4.8 Barangaroo Affordable Housing Initiatives

This was a 22-hectare site located on Sydney Harbour, historically used for maritime and industrial uses, being redeveloped for residential, retail and commercial functions. The City of Sydney lobbied the NSW Department of Planning and Environment for 10% of the all-new residents dwellings on the site to be dedicated for affordable housing. This resulted in an agreement with the developer Lend Lease to provide at least 2.3% of the residential floor space for affordable housing principally targeted towards key workers<sup>2</sup>.

#### 4.9 Glebe Affordable Housing Initiatives

The Glebe Affordable Housing Project is a joint venture redevelopment project that includes land owned by the City of Sydney Council and land owned by the NSW Land and Housing Cooperation. The overall project includes an obsolete Council Depot and an adjacent social housing site identified for redevelopment.

The City of Sydney and Housing NSW developed a Memorandum of Understanding (MOU) in connection with the Glebe redevelopment project. The site is approximately 1.6 hectares and aims to deliver a range of affordable housing options for key workers within walking distance to the city. The proposal aims to dedicate 7% of floor space above the existing floor space ratio of 1.5: 1 as affordable housing. It aims to deliver some 893 square metres of floor space devoted to affordable housing. This has been a staged process and includes an MOU through to the development and implementation of a Development Control Plan (DCP) (2011) known as the Glebe Affordable Housing Project.

#### 4.10 Harold Park Affordable Housing Initiatives

The redevelopment of the redundant Harold Park harness racing track at Glebe Point provided an ideal opportunity to deliver a percentage of affordable housing in a high land value urban redevelopment project.

The City of Sydney and the Central Sydney Planning Committee in line with a Planning Agreement gave planning approval. The Planning Agreement included the dedication of land for affordable housing. The land will be sold at a discounted rate by the City of Sydney to an affordable housing provider to deliver 76 affordable rental units for low and moderate-income households. Up to 20 of the units will be required to comply with disability design guidelines (Source: City of Sydney, <http://www.cityofsydney.nsw.gov.au/vision/major-developments/harold-park>).

#### 4.11 Facilitating Affordable Housing Supply in Inner Sydney- Identified Barriers

A Study was commissioned by the Inner City Mayors Alliance called Facilitating Affordable Housing Supply in Inner City Sydney (July 2011). It Study's aim was to evaluate the capacity of 22 identified urban renewal sites to deliver a percentage of affordable rental housing through value uplift capture. There were 11 participating councils in the study, including Leichhardt. The research

<sup>2</sup> Note: There are ongoing legal issues associated with Lend Lease affordable housing contribution with an argument on an alternative location. Sydney Morning Herald. <http://www.smh.com.au/nsw/lend-lease-baulking-at-providing-affordable-homes-in-barangaroo-20140815-1049rr.html>. Nicole Haslam. August 15, 2014. Lend Lease baulking at providing affordable homes in Barangaroo.

found that out of the 22 identified sites, 15 had the capacity to deliver affordable rental housing through value capture. The principal conclusion was that site-specific issues often determining the overall capacity of the site to deliver the additional uplift required so that a dedication could be made toward affordable housing.

A Study by Rowley and Phibbs ('Delivering diverse and affordable housing on infill development sites, 2012') had similar findings and identified the principal barriers to delivering affordable housing on urban infill sites were; construction costs, revenue and financing framework and the ability to capture land value prior to redevelopment.

#### **4.12 Overview of Land Value Capture**

As evident from the research presented local councils can deliver affordable housing products through a variety of mechanisms, principally via the planning system. The ability to capture a percentage of the increases value from a rezoning was often the essential component in the mix. Importantly, the projects presented show that a supportive a strategic planning framework can deliver a significant percentage of the affordable housing through land value capture and partnership arrangements.

#### **4.13 Exploring Opportunities to Support the Development of Affordable Housing Bonds**

The not-for-profit affordable housing sector in Australian has historically experienced difficulties in accessing bank finance. In response to this situation there is a growing interest in the use of financial bond guarantees under a government framework. The following section provides a brief overview on what are often referred to as 'Affordable Housing Bond Finance Guarantees'.

##### **4.13.1 Housing Bond Guarantee-How do they work**

In other countries 'Bond Guarantees' are usually issued by a government institution and have predominantly been targeted at supporting public infrastructure, often in the form of social or community housing. Bond Guarantees are in essence a borrowed debt with a promise by a government authority to repay the debt within a specific period if the borrower defaults. The authority issuing the bond can also require a repayment above the amount borrowed and bonds can be issued against landholding.

Bond Guarantees principally reduce investor risk, because it ensures that the lender will get their money back if anything goes wrong. The reduced risk associated with the government guarantee will generally translate into a lower interest rate paid on the bond, particularly if the organisation supplying the guarantee has an excellent risk rating such as a government authority (Lovering, Matthew, Wed 4 Jun 2014, AHURI Evidence Review 056).

##### **4.13.2 Current Research on the Development of Housing Bond Guarantees in Australia**

There is a number of research projects by the Australian Housing and Urban and Research Institute (AHURI) exploring ways to finance a 'Bond Guarantee' system principally aimed at assisting affordable housing developments. The AHURI research outlines the different frameworks requires for progressing the establishment of a housing bond financing system. One such project was by Lawson, Berry, Hamilton & Pawson (April 2014) called 'Enhancing Affordable Rental Housing



Investment via an Intermediary Guarantee'. Much of this research draws on research undertaken by the World Bank.

There is also the work by Milligan, Yates, Wiesel, Pawson, & Hamilton (March 2013) called 'Financing Rental Housing through Institutional Investment' (Volumes 1&2.). This research points out that government Bonds Guarantees are one of the most viable options for community housing organisations to deliver affordable housing products. However, the research points out that for an affordable housing guarantee system to operate effectively in Australia, mechanisms would need to be established for financing such bonds or securities in collaboration with a supportive intermediary such as; a government authority. The paper indicated that 'Finance Bond Guarantees' are a complex and highly specialised area of financial services, demanding specific knowledge, skills and expertise.

#### **4.13.3 New Zealand and Housing Bond Guarantees**

Auckland Council in collaboration with community housing and the national Community Housing Regulatory Authority developed a 'housing bonds' framework to grow the community housing sector and supply affordable housing. Auckland Council provides a limited guarantee for the housing bonds. This government guarantee, in turn, provides for lower interest rates and more favourable terms for borrowing and creates greater confidence for investors.

Prior to the developed of the housing bonds Council commissioned professional advice on the proper risk management and operational requirements needed to satisfy the delivery of the housing bonds with the aim of limiting financial risk exposure for Councils and its ratepayers.

In the Auckland setting, Council is not the lender nor does it manage the funds. Philanthropic investors and private developers provide the funding framework for the housing bonds. The housing bonds are administered by a separate entity with strong government and management arrangements. The housing bonds are technically structured as a socially responsible investment with a Council guarantee. Registered community housing organisations can access the funds to build affordable housing projects (Auckland Council (Auckland Housing Bonds, December, 2014).

#### **4.13.4 Establishing a Framework for Issuing Affordable Housing Bond Guarantees**

Leichhardt Council raised the issue of local government authorities becoming guarantors for "Affordable Housing Bonds" at the SSROC and a commitment was established to investigate the feasibility of developing such a framework. The SSROC committee is currently investigating ways to provide discounted investment capital to community housing providers who are delivering local affordable housing projects.

In terms of future work in this area the research indicated that local councils should initially seek detailed advice in relation to:

1. Any potential legal impediments to Council involvement.
2. Details on options for investing Council funds in order to achieve actually affordable housing outcomes.
3. Options to limit Councils financial risk.

An 'Affordable Housing Bond Guarantee' framework would help the community housing sector, to borrow money and delivery more affordable housing products. However, as identified in the AHURI research you need firstly to develop a transparent framework to ensure that all financial

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transactions are secured. Any framework would also require an evaluation structure so that each project could be assessed on a case-by-case basis against a clean set of criteria. While at the same time ensuring that the funding framework is flexibility enough for the system to operate effectively.

**#9 Supported Housing and Financing Housing - Motion Leichhardt Municipal Council  
25/2/2014 Resolution C44/14**

**Draft Strategy 3: Mechanisms to Support the Supply of Affordable Housing including  
Affordable Housing Bonds**

**Potential Actions**

- |                  |   |
|------------------|---|
| <b>Action 1</b>  | Council consider expanding its existing policy position to address housing deficiencies.  |
| <b>Action 2</b>  | Council identify sites appropriate for redevelopment that would support mixed-use development and address identified deficiencies in respect of key worker housing, student housing, supported living and aged housing and consult with land owners and relevant stakeholder in keeping with Councils Community Engagement framework.   |
| <b>Action 3</b>  | Council amend Leichhardt Local Environmental Plan 2013 to include a definition of affordable housing.   |
| <b>Action 4</b>  | Council continue to work with the Centre for Affordable Housing and other organisations to develop criteria for the allocation of affordable housing funds or dedication of units to community housing providers.   |
| <b>Action 5</b>  | Council to develop governance arrangements for an affordable housing fund to manage the collection of funds and expenditure and/or units dedicated for affordable housing.  |
| <b>Action 6</b>  | Pending a response from the Department of Planning, Council staff to conclude their assessment on the financial feasibility of developing the air space above the Hay Street Car Park for affordable housing.   |
| <b>Action 7</b>  | That Council continue to seek the support of Inner City Mayors to prioritise a study on: <ul style="list-style-type: none"> <li>• The broader social and community impacts regarding the lack of affordable housing in the inner city region.</li> <li>• The economic impact (costs) to business.</li> <li>• The development of affordable housing bond guarantees.</li> </ul> <p>The impact on the health and wellbeing of key workers in connection with limited affordable housing in the inner city region.</p> |
| <b>Action 8</b>  | Council develop strategic guidelines to underpin its relationship with affordable housing providers. The guidelines should outline Council role and responsibilities regarding affordable housing allocation, tenancy eligibility and property management.  |
| <b>Action 9</b>  | Council to continue its work with SSROC towards the development of a briefing paper on "Affordable Housing Bonds".  |
| <b>Action 10</b> | Council prepares a report on the feasibility and possible application of "Affordable Housing Bonds Guarantees in collaboration with other council's.  |

**Action 11** Council to work with other councils to lobby State and Federal Government to support funding arrangements, which encourage investment opportunities to deliver affordable housing options.



## Section 5.0 Affordable Housing Targets

This section provides a brief outline on the use of affordable housing targets in the broader Australian context. It makes reference to the current NSW State Government's planning framework as outlined in the NSW Government's 'A New Planning System for NSW', Green Paper in 2012 and White Paper in 2013, regarding future Metropolitan Plans, Sub-Regional Plans, housing targets and requirements for local housing strategies.

### 5.1 Affordable Housing Targets an International Example

In many planning systems around the world, housing supply targets include affordable housing targets as a subset. This is part of everyday planning practice and is particularly true when dealing with urban land release and urban renewal projects.

Successive London Plans have housing supply targets that include affordable housing targets. The 2011 London Plan had a housing supply target of over 32,000 additional dwellings for Greater London (based on an average per annum). Within this overall housing supply target, the Plan includes an affordable housing target to deliver 13,200 dwelling units. The Plan also identified where the additional affordable dwellings would be located such as: town centre renewal projects, urban intensification projects, growth corridors, mixed-use development and the renewal of existing residential areas.

The London Plan has a requirement for local authorities/councils to achieve affordable housing targets by identifying and bringing forward surplus land, providing land to registered affordable housing organisations at a discounted cost and by prioritising affordable housing in seeking development contributions.

### 5.2 Housing Supply Targets and the Inclusion of Affordable Housing Targets In Australia

Some Australian State planning authorities do include affordable housing targets as a subset of their broader housing supply targets. This is true in South Australia, Queensland, The Northern Territory, Western Australia and the Australian Capital Territory. The Table below shows the percentage of affordable housing targets required in each of these jurisdictions.

**Table-The Australia States and Territories - Affordable Housing Target**

South Australia - 15% state-wide affordable housing target on all urban renewal sites and new release areas.
Australian Capital Territory - 20% affordable housing target as part of new development projects.
Northern Territory - 15% affordable housing target on Crown release land
Queensland - 15% affordable housing target on designated development areas
Western Australia - 15% affordable housing target to be secured on government land redevelopments
Source: these percentages are based on unpublished research undertaken in 2013 by Peter Phibbs and Nicole Gurran from the University of Sydney.

This following section provides a brief overview on the different approaches to housing targets in Australian.

### **5.3 Western Australia and Housing Targets**

Recent work by the Western Australian Government indicates a commitment to develop a solid methodology for identifying and meeting not only housing supply targets but also for measuring the demand for affordable housing and social housing as a subset of broader housing demand.

The Western Australian Government work in this area was outlined in a paper by Julie Considine from the Western Australian Department of Housing, titled "Estimating unmet housing demand and priority areas of public and affordable housing at the local government area level a housing practitioners approach" (2015). Considine, points out that the methodology used by the Western Australian Government was developed in response to a broader housing policy framework that recognised housing supply targets alone had not been able to address shortages in affordable housing supply in Western Australia.

The methodology uses a combination of data sources: the Australian Bureau Statistics Census (ABS), the Western Australian Housing Authority and the Western Australian Government's population projection data. The methodology cross tabulates key data need and breaks it down into three categories:

1. Current and future housing supply demand,
2. Unmet housing need for low to moderate income earners - targets affordable housing supply in the form of both purchase and rental,
3. Unmet housing need for low-income earners - predominantly targets social housing need and supply.

The data is then broken down by local government area with the aim of identifying where future housing supply, affordable housing and social housing should be delivered.

### **5.4 NSW Government Planning Reforms Housing and Employment Targets**

The NSW Government "A Plan for Growing Sydney" (December 2014) in principle aims to provide homes close to jobs and transport corridors by accelerating urban renewal projects across Sydney. The Report states that its key action for accelerating housing supply and addressing housing affordability will be through a requirement for Councils to undertake 'Local Housing Choice Strategies'. These strategies are identified as the first step in a coordinated approach for delivering state-funded infrastructure in connection with local infill development projects and urban renewal projects.

A framework for the new local housing choice strategies was outlined in the NSW Government's Green Paper (July 2012) and the White Paper (April 2013) "A New Planning System for NSW". These reforms also included a related planning bill, which currently has not been adopted by the NSW Parliament. Nonetheless, many of the initiatives outlined in the White Paper have been included in the strategic planning framework for greater Sydney and NSW as outlined in the following Table.

**Table - NSW Strategic Planning Reform Framework**
**Strategic Plans - Metropolitan and Regional Plans (Housing Supply Targets)**

Facilitate the delivery of housing, retail, commercial and industrial development

**Sub Regional Delivery Plan**

NSW State Government housing and employment targets

Set key policy actions for delivering housing supply targets

Housing and employment targets to inform land use zones and development decisions-adopted through local planning controls

Establish framework for monitoring and reporting on agreed targets

**Local Plans**

Local housing choice strategies prepared by Local Government in partnership with the NSW State Government

Local housing choice strategies will be informed via existing housing supply and market forecasts

Source: A New Planning System For NSW, White Paper April 2013 and the A New Planning System For NSW, Green Paper July 2012

The NSW Governments Sydney metropolitan strategy, "A Plan for Growing Sydney" (2014) aims to achieve a housing target of 664,000 new dwellings by 2031<sup>3</sup>. The Strategy does not include any affordable housing targets. It states that the affordable housing targets will be part of the sub regional planning system.

As indicated earlier, the proposed sub regional planning framework will require local councils to undertake 'Local Housing Choice Strategy'. One could argue that sub regional plans are the appropriate place to locate affordable housing targets. However, the framework does not identify how the planning system will deliver affordable or universal housing and the report provides very little information on how the system will work. It indicates that additional guidance will be provided on the scope of local housing strategies and their role in relation to community strategic plans and local environmental plans in the future.

There is growing apprehension regarding what any new strategic plan will do to address the growing economic divide in Sydney and the difficulties that exists in delivering housing choice and affordability. One way to address this would be for metropolitan and regional plans to include employment targets linked with housing supply and affordable housing targets. Or at the very minimal broader housing supply targets should include an affordable housing requirement.

<sup>3</sup> Sydney Metropolitan Area- 41 Local Government Areas. Ashfield, Auburn, Bankstown, Blacktown, Blue Mountains, Botany, Burwood, Canada Bay, Camden, Campbelltown, Canterbury, Fairfield, Hawkesbury, Holroyd, Hornsby, Hunters Hill, Hurstville, Kogarah, Ku-Ring-Gai, Lane Cove, Leichhardt, Liverpool, Manly, Marrickville, Mosman, North Sydney, Parramatta, Penrith, Pittwater, Randwick, Rockdale, Ryde, Strathfield, Sutherland, Sydney, The Hills, Warringah, Waverley, Willoughby, Wollondilly and Wollahra.

## 5.5 Local Government-Housing Strategies and Housing Targets

In NSW, the Local Government Act 1993 established a requirement for Councils to prepare "Community Strategic Plans" and "Disability Access Plans". Within these plans many councils have identified the need for affordable housing. In addition, numerous local government authorities have prepared local affordable housing strategies or policies. Some local government housing strategies do include affordable housing targets and mechanisms for achieving their stated housing targets as outlined in the following section.

### 5.5.1 City of Sydney Housing Targets

Sydney City Council's strategic planning document 'Sustainable Sydney 2030' establishes affordable housing targets that must be met by 2030 and their affordable housing targets are a subset of Council's overall housing supply targets. The target requires that 7.5% of social and affordable housing is to be delivered by the year 2030. In addition, Sydney City's Housing Strategy 2006-2030 adopted the following targets.

Sydney City Housing Strategy 2006-2030 Housing Targets			
Target Years	Housing Supply Target	Social Housing Target	Affordable Housing Target
	Total Dwellings	Social Housing	Affordable Housing
2006	90,000	9397	2091
2030	134,000	10,050	10,050
Growth to 2030	44,000	653	7959

Source: City of Sydney Affordable Rental Housing Strategy 2009 to 2014 (Page 14)

### 5.5.2 Parramatta City Council Affordable Housing Target

The City of Parramatta Affordable Housing Policy (2009) identified the need for around 1,400 new affordable homes to be delivered in Parramatta in order for it to maintain the proportion of affordable homes at existing levels (8% of all dwellings). The Council made a commitment to facilitating the delivery of 160 new affordable homes through the land use planning system.

### 5.5.3 Willoughby City Council Affordable Housing Target

Willoughby's affordable housing program operates under an inclusionary zoning system linked to its Local Environmental Plan (LEP). The LEP identifies sites, where affordable housing is required linked to an affordable housing target, is to deliver 4% of the total floor space for affordable housing when any of the identified sites is rezoned (details of the scheme are outlined in appendix 1).



## 5.6 Inner Cities Mayors Alliance - Affordable Housing Target

Sydney's Mayors' Forum recognised the growing problem of delivering affordable housing options in Sydney and growing disparity between income, employment and access to services. In response, the Mayors' forum applied for Commonwealth funding to undertake a study to evaluate 22 inner city sites to assess their capacity for; 'Facilitating Affordable Housing Supply in Inner City Sydney (July 2011). The study confirmed the growing problem of housing affordability across Sydney inner suburbs. This Draft study was followed by a report 'Facilitating Affordable Housing Supply in Inner City Sydney – A Best Practice Guide for Planners (October 2011).

### 5.6.1 Metropolitan Mayors

In December 2014 the 'Sydney Metropolitan Mayor's Alliance' made the following declaration:

- That affordable housing is part of the core infrastructure for a functioning city
- Agreement on the need to establish a citywide target for affordable housing
- Advocate for strong, uniform planning mechanisms to deliver affordable housing across

(Source: Metropolitan Sydney (Sydney City Council Minutes, Meeting No 1558 Monday 8 December 2014, Item - Sydney Housing Diversity Forum).

## 5.7 NSW State Government, Social, Public and Affordable Housing Reforms

In November 2013 the NSW Government undertook an inquiry into 'Social, public and affordable housing (NSW Legislative Council, Select Committee on Social, Public and Affordable Housing November 2013) and in September 2014 a report on the finding from the inquiry was released which including recommendation for the introduction of affordable housing targets as shown below.

Recommendation - That the Department of Planning and Environment ensure each local council has considered having an affordable housing strategy in place, including **affordable housing targets**, by 1 September 2016, and further, that they develop critical pathways to enable local councils to achieve these targets.

Recommendation - That the Department of Planning and Environment set **affordable housing targets** at the state and regional level.

### Draft Strategy 4 Support the introduction of Affordable Housing Targets

#### Potential Actions

- |                 |  |
|-----------------|--|
| <b>Action 1</b> | Council work with the other Councils and the NSW State Government and statutory bodies on the inclusion of affordable housing targets linked to income as a subset of the broader housing supply targets for inclusion in metropolitan, regional, sub-regional and district plans. |
| <b>Action 2</b> | Council develop and implement a methodology for delivering housing choice and affordable housing targets as a subset of broader housing supply targets.  |

## **Section 6.0 A Framework for Leichhardt to Deliver Affordable Housing Supply into the Future**

A number of metropolitan Sydney Councils developed affordable housing programs in the mid to late 1980s. These affordable housing programs predominantly operated under the *Environmental Planning and Assessment Act (EP&AAct)* (1979) and used Section 94 of the Act (introduced in 1985). This Section of the Act allows councils to require contributions from developers for economic and social infrastructure and some contribution schemes included affordable housing.

In 2000 Meriton initiated an appeal to the NSW Land and Environment Court (NSW L&EC) against Sydney City Council questioning the capacity of Councils to use Section 94 (of the EP&AAct) to acquire contributions for affordable housing (*Meriton Apartments Pty Ltd v Minister for Urban Affairs and Planning* [2000] NSWLEC 20 (18 February 2000). The Court found in favour of Meriton.

In response to the Meriton case, the NSW State Government worked with local government to protect some of the existing affordable housing schemes. This work saw an amendment to the EP&AAct (1979) and the introduction of clauses promoting affordable housing. The clauses allowed for those councils identified in a State Environmental Planning Policy (SEPP) to prepare affordable housing schemes and collect developer contributions (through inclusionary zoning). These sections of the EP&AAct 5(a) (viii), 94F, 94G, remain today.

Around the same time a proposed comprehensive SEPP (Affordable Housing) (2000) linked to Section 94F was developed. Due to a lack of consensus the NSW Government never adopted this SEPP.

In 2002, the State Government introduced 'SEPP 70 - Affordable Housing (Revised Schemes)' (2002). This Policy creates the necessary link with the EP&AAct 5(a) (viii), 94F, 94G. However, this was seen to be an interim measure aimed at protecting the existing affordable housing contributions schemes while a more appropriate framework was developed. The operation framework for SEPP 70- Affordable Housing (Revised Schemes) (2002) is outlined later in this section.

In 2009, the NSW State Government introduced another affordable housing Policy, SEPP (Affordable Rental Housing) (2009). This Policy was principally based on providing incentives for the promotion of new social and affordable rental housing, but it did not provide any provision for councils to collect development levies or contributions.

### **6.1 The Operation of State Environmental Planning Policy SEPP 70 Today**

SEPP No 70 - Affordable Housing (Revised Schemes) (2002) has endured and it provides those Local Government Area (LGAs) listed to collect affordable housing contributions. The Policy identifies the need for affordable housing in the following local government areas:

- City of South Sydney
- City of Sydney
- City of Willoughby
- Leichhardt

Note: there have been some local government boundary changes and amalgamations since the introduction of SEPP No 70 (Affordable Housing - Revised Schemes).

SEPP 70 - Affordable Housing (Revised Schemes) (2002) is one of three levels of legislation that ultimately enables local government authorities to acquire affordable housing contributions linked to Section 94f of the EP&A Act (1979). The following Table outlines the enabling framework.

Table - The SEPP 70-Affordable Housing (Revised Schemes)(2002) Framework
<p><b>Environment Planning and Assessment Act (1979)</b></p> <ul style="list-style-type: none"> <li>• Division 6A outlines the conditions requiring land or contributions for affordable housing.</li> <li>• Division 6A 94F (1) identifies that an area must be identified in State Environmental Planning Policy before affordable housing contribution can be required.</li> <li>• Division 6A - 94G outlines the provision for LG in acquiring affordable housing contribution.</li> </ul>
<p><b>State Environmental Planning Policy No 70 -Affordable Housing (Revised Schemes)(2002)</b></p> <p>This Policy identifies the need for affordable housing in the following local government areas:</p> <ul style="list-style-type: none"> <li>• City of South Sydney,</li> <li>• City of Sydney,</li> <li>• City of Willoughby and</li> <li>• Leichhardt.</li> </ul>
<p><b>Local Planning Controls (LPC)</b></p> <ul style="list-style-type: none"> <li>• LPC outline the clauses and mechanisms for acquiring affordable housing contribution within the identified LGA.</li> </ul> <p><small>Note: In this situation the controls/tools and procedures for administration of affordable housing are not contained in SEPP 70 (Affordable Housing-Revised Scheme) but are contained in the affordable housing program created by the identified local government authorities.</small></p>

Under SEPP 70-Affordable Housing (Revised Schemes) (2002) the City of Willoughby and the City of Sydney leverage for affordable housing in line with the stated clauses in their LEPs and DCPs planning instruments. Because Leichhardt is named in the Policy it is able to develop a contribution program for affordable housing under an agreed framework. The related local government clauses for both Willoughby and Sydney are included in Attachment B.

Other councils that are not protected by SEPP 70-Affordable Housing (Revised Schemes) (2002) but who have active affordable housing programs such as Randwick, Waverley, Canada Bay and Parramatta predominantly use a combination of planning agreements connected to value capture and joint venture arrangements.

Leichhardt Councils' Affordable Housing Strategy adopted in 2009 makes a commitment towards the development of planning provisions to encourage housing mix and affordability. Council staff has commenced the development of such a program in association with Council's current review of its Section 94 Plan and LEP amendments.

## **6.2 Leichhardt's Local Housing Program - A Framework for Dwelling and Tenancies Managing**

### **6.2.1 Approach**

LMC Local Housing Program will:

- deliver housing supply that helps support social and economic diversity,
- provide accommodation support for low to moderate-income households,
- aim to meet a range of household needs.

### **6.2.2 Engaging a Community Housing Provider**

Council will engage with Community Housing Provider (CHP) who will be responsible for dealing with tenancy management and maintenance with regard to LMC local affordable housing program.

The CHP's will need to be identified as a growth provider (Tear 1).

Contractual arrangements will be developed with chosen CHPs and LMC will work in collaboration with the chosen CHP's in dealing with Leichhardt Local Housing Program.

### **6.2.3 Tenancy Management**

Tenancy management will be delegated to a chosen CHP in accordance with the LMC framework.

### **6.2.4 Property Management**

The day-to-day property management will be delegated to the CHP. The responsibilities related to structural maintenance will be negotiated between Council and the identified CHP prior to the finalisation of any contract.

### **6.2.5 Tenancy Agreements**

- Housing tenure will be undertaken in line with a fixed term period.
- Fixed term leases will be no longer than a period of 10 years unless negotiated and agreed to between Council and the CHP.
- All tenancies will need to have a Tenancy Agreement with the CHP that is consistent with the Residential Tenancies Act 2010 requirements, rights, and responsibilities.

### **6.2.6 Evictions or Finalisation of a Lease**

Evictions or finalisation of a leasing arrangement will be managed by the CHP in line with the current Residential Tenancies Act.

### **6.2.7 Rent Setting**

- Any affordable dwellings units delivered will be let at 75% of the local private market rents taking into account household income and capacity to pay.
- Rent levels for affordable dwellings will be set so that they do not act as a disincentive for tenants to improve their economic circumstances through employment and training opportunities where they have the capacity to do so.



Rent for the affordable housing dwellings will be set to a level that is 25% below the Rental Review Board median weekly rental levels for LGA in accordance with unit composition as stipulated below:

- (a) studio one or (1) bedroom residence;
- (b) two (2)-bedroom residence,
- (c) three (3)-bedroom residence,
- (d) four (4)-bedroom residence.

#### **6.2.8 Tenant Eligibility**

Tenants for LMC Local Housing Program will need to meet the following criteria.

- Have a local connection to the LGA.
- Applicants must either be currently living in or working in the LGA or an adjoining LGA within the previous 2 years, prior to their application date.
- Applicant must provide proof of their connection to the LGA.
- Be a carer of a family member(s) of someone who lives in the LGA – this person must be in a caring/support role for a person living in the LGA or an adjoining LGA at some point in the previous 2 years.

People employed in the following industries are considered to be key workers and will be eligible to participate in LMC Local Housing Program.

- Childcare
- Emergency Services
- Health Care and Social Assistance
- Public Primary or Secondary Education
- Public Transport
- Parramatta City Council Employee
- Retail/Wholesale Trade
- Manufacturing

#### **6.2.9 Assets**

Tenancy applicants will not have assets or property, which could reasonably be expected to solve their housing situation.

#### **6.2.10 Residency**

Must be a permanent resident of Australia

#### **6.2.11 Income Eligibility**

Income Eligibility will be defined as those households whose gross income falls within the following median household income range for the Sydney Statistical Division according to the Australian Bureau of Statistics. Definition of “affordable housing”

- Very low income household- less than 50% of median household income
- Low income household - 50% or more but less than 80% of median household income
- Moderate income household - 80-120% of median household income

**#9 Supported Housing and Financing Housing - Motion Leichhardt Municipal Council  
25/2/2014 Resolution C44/14**

**Draft Strategy 5: A Framework for Leichhardt to Deliver Affordable Housing Supply into the Future**

**Potential Actions**

- |                 |  |
|-----------------|--|
| <b>Action 1</b> | Council review its Local Environmental Plan (LEP) and Development Control Plan (DCP) to include objectives and clauses for affordable housing, thus creating the necessary linkages with State Environmental Planning Policy 70 - Affordable Housing (Revised Schemes) (2002) in which Leichhardt Council is identified as needing affordable housing. |
| <b>Action 2</b> | Council undertake a review of its Housing Policy (and associated planning controls) on a five yearly basis.  |
| <b>Action 3</b> | Council amend its Development Control Plan 2013 to include affordable housing contribution rates.  |
| <b>Action 4</b> | Council complete its Section 94 review to include a contribution plan to support affordable housing options.   |
| <b>Action 5</b> | Council work with the NSW State Government to introduce affordable housing targets.  |
| <b>Action 6</b> | Council work with the NSW State Government to introduce a framework that would permit local government to deliver on identified affordable housing targets.  |
| <b>Action 7</b> | Council will develop appropriate relationships with relevant CHPs in order to optimise affordable housing outcomes.  |

## Section 7.0 Delivery Housing Choice Options - Design and Affordability

Earlier sections of this Report dealt with the capacity to deliver a small percentage of affordable housing on urban redevelopment sites. Still, a variety of housing options are needed to address both the current and future unmet housing needs within the broader community.

This section looks at ways to promote the provision of housing choice aimed at addressing some of the unmet housing needs of people from different age and socio-economic groupings. It explores different ways to deliver a variety of housing choice and affordable housing products such as secondary dwellings/laneway housing, dual key/studio apartments and manor houses.

The following Table outlines the identified target groups that have an unmet housing need in Leichhardt and the different housing products that may provide more choice both in terms of design, choice and affordability.

**Table Housing Options for Different Population Sectors**

The different population sectors are listed in the first column. The second column lists a number of different housing products aimed at supporting broader housing choice options.

Population Sectors	Products
Aged Housing - independent	Laneway/Second dwellings
Supported aged housing	Dual-key apartments
Key worker	Micro apartments
Student housing / Ph.D. Researchers	Manor houses
Single parents	Accessible designed housing
Supported Living	Affordable housing on urban redevelopment sites
Women	
Aboriginal and Torres Straits Islander people	
Locational - taking into account access to transport infrastructure and the impacts of topography in terms of ageing in place.	

### 7.1 Delivering Housing Choice -Secondary Dwelling/Laneway Housing

Smaller lot developments such as second dwellings and laneway housing can help to address the housing needs of older residents and allow them to age in place. The benefits of products such as secondary dwellings/laneway housing and small lot housing are that they can provide accommodation options for ageing parents, older children, students or family members in built-up inner city areas. This form of housing is recognized as an inexpensive way of growing housing supply and increasing housing choice in line with the efficient use of land and infrastructure.

Secondary dwellings are permissible under the NSW planning system and Leichhardt Council's LEP (sometimes referred to as granny flats, in-law apartments, fonzi flats, or laneway housing). The provisions for secondary dwellings are located in SEPP Affordable Rental Housing (AH SEPP)

(2009), The NSW Growth Centres 2013, Housing Diversity in Sydney's Growth Centres, July 2014 also includes provisions for delivering rear lane and secondary dwellings options in new release areas.

Jessica Carmichael outlines the role that secondary dwellings/laneway housing can play in addressed both housing choice and affordability in her work called "Revitalising Laneways in Inner City Brisbane" (2011). The cost benefit of these housing options is also acknowledged in "City of Vancouver Greenest City 2020 Action Plan" (February 2012).

The following section aims to ascertain the role that secondary dwelling/laneway housing could play in providing additional housing choice options as well as addressing housing affordability in the context of Leichhardt.

#### #6 Secondary Dwellings - Motion Leichhardt Municipal Council 8/10/2013

##### 7. 1.1 Laneway Housing - Secondary Dwellings - What Do They Look Like

Secondary dwellings/laneway housing can come in a variety of forms as seen in the images below. They can easily be included in a typical residential suburb, as a garage conversion or incorporated within the main dwelling. Their central function is to provide a small, self-contained living space that is either attached or separate from the principal dwelling house.



Example : self-contained secondary dwelling.  
Pod Systems designer by Order Architects, winner  
of Australian International Design Award 2007.



Example: Laneway housing  
JDL Homes Vancouver  
<http://www.jdlhomsvancouver.com>



### 7. 1.2 Secondary Dwellings and Planning Permissibility

Secondary dwellings are permissible under SEPP (Affordable Rental Housing) (2009) (AH SEPP) (2009) and this SEPP provides two pathways for the development of secondary dwelling as outlined in the following Chart:

#### Chart Secondary Dwelling Development Approval Pathway

**(1) Complying Development Certification** – Certifiers or Councils are the consent authorities for secondary dwelling development proposals that meet specific complying development standards.

Under this pathway, secondary dwellings can only be assessed if they conform to strict development standards. The majority of these standards are outlined in Schedule (1) of the AH SEPP (2009). These standards include a non-discretionary standard lot size of 450 square metres and a 60 square metre floor area for the secondary dwelling. Either a Council or an accredited certifier can issue a Complying Development Certificate when a development proposal meets the specified development standards.

**(2) Development Assessment** – Council is the consent authority for secondary dwelling developments that cannot meet the complying development standards.

If the secondary dwelling proposal cannot address the complying development standards of the AH SEPP (2009) then a development application (DA) will need to be lodged with council. Council will assess each application before approval or refusal. Under this pathway, the proposal would still need to be permissible within the identified land use Zone in the AH SEPP (2009) and meet the specified development standards. Council can also approve a secondary dwelling on a lot that is smaller than 450 square metres, dependent on Council's own standards.

The Department of Planning and Infrastructure - Local Development Performance Monitoring (2011- 2012) showed that there had been a limited uptake of secondary dwelling products in Leichhardt LGA. In 2011-2012 Leichhardt approved only one secondary dwelling, whilst the City of Sydney Council and Marrickville Council approved around 10 secondary dwellings each.

There may be reasons behind such a low approval rate for secondary dwellings in Leichhardt. Existing residents may be unaware of the opportunities available to build secondary dwellings, or there may be other issues such as lot size constraints, urban design issues, heritage conservation concerns or Section 94 fees.

Technically laneway housing is not dealt with specifically in any planning instruments, however, Leichhardt Council's controls do allow for this type of development but with some fairly specific restrictions. Council staff have been evaluating opportunities for delivering secondary dwellings and laneway housing within the Leichhardt LGA. Council is exploring options in order to develop clear guidelines to address amenity impacts and heritage concerns.

**#6 Secondary Dwellings - Motion Leichhardt Municipal Council 8/10/2013 Resolution BDC 221/13**

### 7.1.3 Section 94- Secondary Dwellings/Laneway Housing

One disincentive often associated with delivering secondary dwellings and laneway housing can be high Section 94 fees. Councils impose a levy on developments under Section 94 (EP&AA Act, 1979) in line with a 'Contribution Plan'. The principle purpose of the levy is to meet the costs associated with development's impact linked with future public amenity and services demands.

An issues paper by the Department of Planning and Infrastructure (DoffP&I) in October 2011 dealt with the matter of Section 94 charges for secondary dwellings. It indicated that in some circumstances, secondary dwellings might involve only a minor development such as the conversion of an existing garage into a self-contained residence, with no additional density impacts. In other cases, the secondary dwelling development may increase existing residential densities and may place additional demand on local infrastructure. However, overall the accumulative density tends to be minor and may be no more than that those created through a home extension, which generally does not incur any Section 94 contributions fees.

A review of secondary dwellings and Section 94 contributions fees showed that they varied significantly across different LGAs. Councils such as Ashfield, Kiama, Parramatta, Sutherland, Warringah and Waverley Councils had a consistent methodology where no Section 94 contribution fee was required for dwellings below \$150,000 in construction costs. Other Councils treated secondary dwellings as if they were a new dwelling unit or a dual occupancy and thus they incurred significant \$94 fees of up to \$20,000. Leichhardt Council's Section 94 fee structure does not differentiate secondary dwellings and they can incur significant Section 94 fees.

As secondary dwelling/laneway housing proposals predominantly have a minimal impact on the local infrastructure, they could be acknowledged as a separate residential class in Leichhardt Council's Section 94 contribution plan and thus incur a lower contribution charge. One option would be to have a standard Section 94 fee for secondary dwellings/laneway housing. This could be around 2% of the construction costs. Based on the average construction cost of \$60,000 (the average cost of a secondary dwelling) this would result in a Section 94 fee of \$1,200 per dwelling.

### 7.2 Rate Rebates for Shop Top Housing

Local governments authorities often use rate relief or rebates to support small businesses, commercial premises, and properties where affordable rental housing is provided. The aim is to incentivise the associated land use in areas where there is a market failure. This section explores the use of rate relief by local government primarily aimed at supporting affordable and diverse housing options.

Leichhardt Council would like to find ways to promote affordable housing and one way to do this is through offering financial incentives through rate rebates for properties that provide affordable rental properties to low-income tenants.

Both the City of Sydney under its Affordable Rental Housing Strategy 2009–2014, Hobart City Council through its Affordable Housing Strategy 2010–2012 and Lismore's Council in line with its Housing Policy (2012) have strategies to provide rate relief for projects where affordable housing is delivered.

Lismore Council Housing Policy (2012) provide rate relief to encourage shop top housing as a way to increase affordable housing options and greater housing choice. It offers rate rebates incentives

linked to its historical main street precinct, which is aimed at supporting shop top housing in its commercial shopping strips.

In NSW shop top housing is defined in the Standard Instrument—Principal Local Environmental Plan, as one or more dwellings located above a ground floor retail premises or business premises. In light of this definition, LMC will need to examine the feasibility of introducing a concessional rate into its rating structure in respect of commercial properties where residential accommodation is provided above commercial premises in order to differentiate between historical mainstream shopping strips and new shop top housing forms.

In response Council could examine the feasibility of introducing concession into its rating structure in respect of commercial properties where residential accommodation can be provided above commercial premises. Council could also investigate opportunities for the provision of rate relief for projects where affordable rental housing is provided by not for profit organisations.

### 7.3 Dual-Key Apartments

New apartment products such as dual key apartments in a residential flat building are entering the housing supply market. Dual-key apartments are essentially a single unit with an adjoining studio or one bedroom apartment; they operate as two separate living arrangements. They usually have a shared foyer but separate doors and are designed to function as independent spaces, with a separate kitchen and laundry. These types of two-in-one apartments have been available through a number of Fraser and Meriton developments for over a decade.

The Victorian Government's discussion paper (May 2013) on housing and community options identified dual key apartments as an important tool in addressing housing choice and affordable housing options. In addition, the 2013 Brimbank Planning Scheme includes dual-key apartments in response to the State Metro Strategy and the Western Regional Housing Statement that required additional dwelling targets by 2030. See the following layout for an example of a dual-key apartment by Edgewater Yarra Valley Development-[www.edgewateryarra.com.au](http://www.edgewateryarra.com.au).





## 7.4 Boarding Houses

Boarding houses have a long history in Leichhardt and have historically provided low-cost accommodation, predominantly catering for the needs of lower-income residents. However, over the years many boarding houses have disappeared and only 40 traditional style boarding houses remain in Leichhardt (Boarding house data supplied by LMC staff. Traditional boarding houses usually include shared facilities such as kitchen and shared bathrooms).

A growing concern over the loss of boarding house accommodation across metropolitan Sydney saw incentives to support boarding house developments included in SEPP, Affordable Rental Housing (2009). Although this planning instrument helps protect against the loss of existing boarding houses it also allows for newer style developments, often referred to as new generation boarding houses to be built.

### 7.4.1 New Generation Boarding Houses

New generation boarding houses can cater to either key workers or older residents. They can be developed as purpose-built student accommodation or as affordable housing developments owned and managed by community housing.

New generation boarding house models are generally small self-contained studio style units, which include bathroom and kitchen facilities. Some may also contain communal spaces, but this is usually dependent on the size of the development and the target group. The most common feature is that they are medium density development, with a minimum room size ranging between 12 to 24 m.

New generation boarding houses are an attempt to address rental housing supply shortages at the lower end of the rental market, as they cannot be strata titled and remain in the rental market in perpetuity. The other benefit of this type of housing product is that it can be delivered easily in key locations close to services and transport infrastructure.

The term boarding houses became highly stigmatised over the years because they often housed people with complex needs and many communities object fiercely to any boarding house development proposals.

Leichhardt Council's existing development control framework is largely silent on boarding houses and as a result, there are few standards. This has meant that matters such as; operational issues/management impacts; internal amenity concerns for residents; safety and security issues have not always been adequately addressed through the DA process. In response concerns have been raised that due to a lack of standards these developments can result in unnecessarily or poor quality accommodation standards.

Concerns have also been expressed around the higher rents associated with new generation boarding houses compared with the older style boarding houses and the issue of affordability. Higher rental fees can mean that a person reliant on social security benefits may not be able to afford this form of accommodation.

In response to the apprehensions outlined in this section regarding newer generation boarding houses, Council should maintain a register of all boarding housing and develop guidelines for both applicants and staff regarding boarding house development proposals aimed at ensuring better outcomes in terms of the development and operation of boarding houses.

#### **7.4.2 Boarding Housing Incentives and Land Tax Relief**

Land Tax is levied on landowners in New South Wales (NSW). Boarding house owners who meet the following guidelines are eligible for Land Tax exemption.

- 80% of the accommodation must be used as a boarding house and occupied by persons who are long term residents
- The boarding house must be registered with the NSW Office Of State Revenue.
- The boarding house manager does not charge above the following rental tariffs: where just board is provided; \$232 per week for a single room; or \$386 per week for family or shared accommodation. In situations where full board and lodging is provided, the maximum tariff charged per room can be no more than \$348 per week for single accommodation; or \$577 per week for family or shared accommodation (Source: Office of Local Government, Land tax exemption for the tax year 2015).

#### **7.5 Micro Apartments**

Micro apartments have been included in a number of American and Melbourne planning schemes principally aimed at providing single living accommodation at a reasonable cost. They are in many ways equivalent to small-scale residential flat buildings made up of studio apartments. This type of housing product could be delivered in key locations close to employment opportunities.

#### **7.6 Manor Houses**

Manor Houses<sup>4</sup> offer separate studio apartments designed to look like a larger single dwelling. They are described as a house that include 4 apartment style units in the form of a big house. Access to each unit can be either through a common entry point or separate street access.

Manor house products are currently being delivered in the NSW Growth Centres (The NSW Government established Growth Centres in 2005 to support new housing supply on its urban edge<sup>4</sup>). Housing Diversity /Sydney's Growth Areas - Dwelling Density Guide (2014) includes built form principles for Manor Houses on a lot area of 600m<sup>2</sup> (see image below). This type of housing product could be delivered in key locations close to support services and have the capacity to meet the housing needs of key workers and older residents with limited income. The following image provides information on the design and internal layout of a Manor House with its separate dwelling units located inside the one building.

<sup>4</sup>Over the next 30 years, the Growth Centres will provide 181,000 homes (<http://growthcentres.planning.nsw.gov.au/TheGrowthCentres.aspx>) NSW Government, Department of Planning and Environment, July 2014, Housing Diversity /Sydney's Growth Areas, Dwelling Density Guide



Source: NSW Government, Department of Planning and Environment, July 2014, Housing Diversity /Sydney's Growth Area, Dwelling Density Guide

## 7.6 Housing Choice Overview

The housing products summarized in this section tackle broader housing choice supply issues. Many of the products are targeted at people on limited income across a number of target groups including older residents with changing accommodation needs.

Leichhardt Council could explore opportunities to support the delivery of different housing products in connection with zoning permissibility and clear development standards linked with design, character, scale and location. Council could look also explore location and topography impacts to evaluate opportunities for delivering manor houses and micro apartments close to public transport infrastructure and support services.

The NSW Department of Planning and Environment currently has a proposal on exhibition to expand State Environmental Planning Policy (Exempt and Complying Codes) 2008 to include two storey medium density housing types such as dual occupancy, manor home, townhouse and terrace housing. The Discussion Paper has been released and Submissions close on the 15 February 2016 and Leichhardt Municipal Council has made a submission.

**#7 Solar Access, Development Control Plan - Motion Leichhardt Municipal Council  
26/11/2013 Resolution C535/13**

**#5 Strategic Sites, Centres and Corridors study - Motion Leichhardt Municipal Council  
23/7/2013 Resolution C320/13**

**#8 Aged Housing - Motion Leichhardt Municipal Council 25/2/2014 Resolution C20/14**

#### **Draft Strategy 6: Ways to Facilitate Housing Choice & Affordability**

##### **Potential Actions**

- |                 |   |
|-----------------|---|
| <b>Action 1</b> | Council continue its work with other councils in requesting that the NSW Department of Planning and Environment include additional housing types (as defined in the Standard Instrument LEP land use matrix) with the aim of delivering broader housing choice.   |
| <b>Action 2</b> | Council continue to work with other councils in calling on the NSW Government to introduce Sydney wide diverse living targets and to support the development of planning mechanisms to deliver better housing choice.   |
| <b>Action 3</b> | Council to identify aspirational benchmarks/targets per capita for diverse dwelling types. The aim is to deliver more housing choice options (including housing for older people, supported living, student housing, key workers and people employed in creative industries).   |
| <b>Action 4</b> | Council will continue to develop a framework to supply secondary dwellings/laneway housing in line with clear design principles for inclusion in Leichhardt DCP. The design principles will address issues such as; laneway accessibility, sight line provisions, urban design, heritage and conservation concerns, garbage disposal, lot size, solar access and parking. |
| <b>Action 5</b> | Councils Section 94 contributions plan should be reviewed to consider mechanisms that facilitate secondary dwellings/laneway housing as a separate development category that is reflective of the lower development impacts associated with this form of dwelling.  |
| <b>Action 6</b> | Council should review its planning controls to assess the potential for delivering 'Manor Houses' and 'Multi-Dwelling Housing' aimed at expanding housing choice options.   |
| <b>Action 7</b> | Council should continue its work with Universities and other relevant institutions to develop best practice examples and principles in addressing housing supply impacts and urban design issues.   |
| <b>Action 8</b> | Council to develop guidelines for staff and DA applicants on boarding houses and the associated standards.  |

- Action 9** Staff should review Leichhardt Development Control Plan (2013) with regard to Boarding House amenity and design standards.
- Action 10** Council ensure that a register of boarding house operators is maintained that boarding houses are registered with the NSW Office of State Revenue.
- Action 11** Council examines the feasibility of introducing concession in Council's rating structure in respect of commercial properties where residential accommodation can be provided above a commercial premise.
- Action 12** Council investigate opportunities for the provision of rate relief for projects where affordable rental housing is provided by not for profit organisations.

## **Section 8.0 Overview of Key Strategic Urban Development Opportunities in the Leichhardt LGA - Including the Bays Precinct, Parramatta Road and the High Street Retail Strips**

### **8.1 Council Resolution on Key Strategic Urban Development Opportunities**

In November 2014 Council carried a resolution (C409/14) and resolved to support the following two matters:

1. Any Master Plan for the Bays Precinct area should make provision for a diversity of housing types, including housing that meets the needs of older members of the Leichhardt local government area, such as independent 'retirement' living and low and high care accommodation including residential aged care facilities, and which includes opportunities for indoor and outdoor community spaces such as performance spaces, community gardens, and open space.
2. Council officers investigate relevant 'best practice' examples of housing types, in urban renewal projects including housing for older people, as well as different purchasing and leasing models ('best practice' examples of urban renewal projects and housing supply were presented in Section 3 of this report)

Consideration of these matters has resulted in Council Officers identifying the Bays Precinct and a range of other locations across the Leichhardt Local Government Area where higher density housing products could be delivered with limited impacts for particular target groups. Over time this work has resulted in Council Officers identifying areas where redevelopment opportunities may achieve the following:

- An increase in the overall supply of housing
- A greater diversity in housing stock
- An increase in aged housing, key worker-housing, student housing and supported living.

By formally identifying and prioritising locations, Council may also be in a stronger position to negotiate with landowners and NSW State Government authorities regarding redevelopment priorities in terms of infrastructure investment, housing diversity and amenity impacts. The Commonwealth Government is responsible for planning and providing funding for aged care housing and Council will need to engage with the Commonwealth to ensure they are planning ahead for the significant population increases in inner Sydney.

A principle aim for Council is to ensure that any future urban renewal or rezoning proposal has the capacity to deliver housing choice and affordable housing options and to address a percentage of the current unmet housing needs within the Leichhardt community.

The following Table and attached Map identifies the precincts and redevelopment corridors that have been investigated. These locations have the capacity to achieve housing diversity in connection with integrated transport options and future land-uses within the LGA.

**Table - Potential Sites Where Opportunities for Redevelopment Exist**

Potential Locational Opportunities
<b>Balmain Precinct</b> Darling Street Balmain Road
<b>Bays Precinct</b> Former Goods Yard and rail lines covered by SREPP 26 Lilyfield to Dulwich Hill - light rail route
<b>Land Owned by Land and Housing Cooperation</b> Elliott Street Precinct Lilyfield Precinct White Creek
<b>Norton Street Precinct</b> Norton Street Uniting care site Civic Area
<b>Parramatta Road Precinct</b> Parramatta Road
<b>Victoria Road Precinct</b> Balmain Road

#### 8.1.1 Evaluation of Sites in Line with Identified Criteria

The next stage is for Council to investigate these sites in line with the following criteria:

- Achieve orderly and efficient development through a clear planning framework
- Integrate transport and land-use planning within each locality
- Deliver a greater diversity of housing, including aged housing, key worker housing, student housing and supported living
- Ensure that each redevelopment initiative is of strategic importance to the Council



## 8.2 Map of Key Strategic Urban Development Opportunities in the Leichhardt LGA, Including the Bays Precinct, Parramatta Road and High Street Retail Strips



## 8.3 Urban Development Opportunities and Social Housing Reforms

Some of the identified urban redevelopment sites in this section include social housing estates. As indicated earlier in this research the Government has a new Policy Platform: 'Future Directions for Social Housing in NSW' which was released in January 2016. The document sets out the government's vision for social housing over the next 10 years and identifies a number of interconnected strategies. One strategy is for greater involvement by the private and non-

government sector in financing, owning, managing social and affordable housing assets principles through the redevelopment of existing public housing land and dwelling stock.

The NSW Government plans directly reflect similar Government reforms undertaken in England. However, questions have been raised regarding a lack of clarity around the social and affordable housing deliverables resulting from these proposals.

These concerns seem valid based on research undertaken Oliver Wainwright from the Guardian (Thursday, June 2015) into joint venture redevelopment initiatives in London England. As identified by Wainwright there is evidence showing that the Australian developer Lend Lease exploited the planning controls to minimize the affordable housing deliverables regarding the Elephant Castle project in London.

The Elephant Castle redevelopment included the Heygate Housing Estate which housed around 3000 people in high-rise blocks and comprises 1,194 social rental dwellings at the time of its demolition. The new Lend Lease Elephant Castle project will provide 74 social housing units, amongst its 2500 units. Under planning controls it was required to deliver 432 social housing units. There are 500 units targeted as affordable housing and rented out at 80% of the local rental market, in what is an extremely expensive and overheated rental market, which means they will not be very affordable. In 2015, a studio apartment unit in the Elephant Castle project was selling for \$569,000 pounds; based on the current Australian exchange rates this is over a million at \$1,137,806.

The lack of affordable housing deliverable in this project happened in spite of a partnership agreement between Council and the developer with related planning policies required to the developer to deliver 432 social dwelling units not 74. The justification for not delivering on the required social housing units was based on a financial viability assessment by the developers, arguing why the planning policies could not be met. The Council has also had to spend funds trying to get the developer to deliver on the required social housing units unsuccessfully.

Future Directions for Social Housing in NSW (2016) includes similar strategies regarding the redevelopment of existing social housing areas. Leichhardt has a number of large and small social housing sites owned by the NSW Government. Some of these include small pockets of social housing close to water frontages in areas such as Balmain. With this in mind Council will need to ensure that any planning approvals is truly pioneering in delivering sustainable communities into the future and that due diligence is taken to ensure no net loss of social housing results from the redevelopment of public housing.

**#8 Aged Housing · Motion Leichhardt Municipal Council 25/2/2014 Resolution C44/14**

**#14 Bays Precinct, Diversity of Housing, Aged Housing · Motion Leichhardt Municipal Council 25/11/2014 Resolution C409/14**

**Draft Strategy 7: Identified Key Strategic Sites, Centres and Corridors with the Opportunities to Deliver Housing Choice and Diversity**

**Potential Actions**

- |                 |   |
|-----------------|---|
| <b>Action 1</b> | Council continue its Strategic Sites, Centres and Corridors study.  |
| <b>Action 2</b> | Council to identify and adopts criteria (including distance from major transport nodes, access to open space and community infrastructure) in its strategic plans and planning controls to facilitate housing diversity in appropriate locations.   |
| <b>Action 3</b> | Council to identify sites that have the potential to provide viable housing options for older residents.  |
| <b>Action 4</b> | Council Officers will continue to seek opportunities to deliver aged housing along the ridgelines within walking distance of the high street shops and essential services. The location of aged housing in such locations would provide older residents with the option of continuing to live within the municipality and age in place. |
| <b>Action 5</b> | Council will advocate that the NSW Government and statutory bodies deliver affordable rental housing and diverse living models in accordance with evidence-based benchmarks in the Bays Precinct and other urban renewal projects.  |
| <b>Action 6</b> | Council should work with relevant NSW State Government and statutory bodies on redevelopment opportunities to include affordable and social housing in identified sites/precincts.  |
| <b>Action 7</b> | Council to advocate for a ratio of 40% private, 30% affordable and 30% social housing on urban renewal project on government owned land.  |
| <b>Action 8</b> | Council to advocate that any social housing redevelopment project result in no net loss in the percentage of social housing dwelling.   |

## Section 9 Summary Strategies and Actions for Delivery Housing Choice and Affordability in Leichhardt

### 9.1 Strategies for Delivering Housing Choice and Affordability In Leichhardt

#### Draft Strategy 1: Understanding Key Population and Housing Characteristics (Demographic Analysis)

##### Potential Actions

- Action 1** Council investigate options to better monitor population and housing issues. The aim of this work will be to assist Council in its understanding and response to any long-term economic and social impacts associated with changes in local and regional demographics.
- Action 2** Council work in collaboration with other councils and Government agencies on creating uniformity across the different 'housing definitions' and data collection regimes. The aim of this work is to support a level of consistency regarding the collection of housing data so that any future response to housing supply issues at a regional, subregional and local level can be better understood and addressed.
- Action 3** Council monitor, document and benchmark approvals for all relevant housing types, including affordable rental housing, diverse living models, and aged housing options.
- Action 4** Council to monitor and report on population change and housing supply shifts in the LGA on an annual basis. Staff will regularly report on data collection results to Council, sub regional partners and the wider community.
- Action 5** Council continue to purchase Profile ID Census data analysis and purchase forecasting data to be updated regularly and made available on the Council website
- Action 6** Council to explore opportunities for the development of vertical villages in R1 Residential Zone (or other residential zones). The aim will be to create more innovative and affordable options for older residents to age in place.
- Action 7** Council to undertake a review of its DCP controls regarding adaptable and flexible design standard for bathrooms.
- Action 8** Council to undertake a review its DCP controls to ensure that at least 10% of new units are being delivered meet adaptable and flexible design standard.
- Action 9** Council will aim to ensure that a percentage of its affordable housing dwelling include accessible units, given that people with disabilities often have a significant unmet housing need.

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Draft Strategy 2: Addressing Housing Choice and Affordability on Urban Redevelopment Projects	
Potential Actions	
<b>Action 1</b>	Council to work with other local government and Government agencies aimed at supporting opportunities to deliver a mix of housing types. This work will focus on the development and implementation of a sub-regional policy framework aimed at addressing the identified unmet housing need at a local and regionally level.
<b>Action 2</b>	Council to develop implement clear and transparent governance arrangements for addressing identified unmet housing need linked with rezoning, value uplift and density bonuses in connection with Councils Voluntary Planning Agreement Policy.
<b>Action 3</b>	Council aim to deliver a percentage of affordable housing as rental or via a shared equity model on urban renewal sites
<b>Action 4</b>	Council undertake research to identify governance and financial arrangements required to deliver joint-venture equity projects (or other joint-venture projects).
<b>Action 5</b>	Council evaluate any opportunity to support 'Expression of Interest' to the Social and Affordable fund that is consistent with Council policies and would deliver new social and affordable housing dwelling in Leichhardt through either Phase1 or any following phases.
<b>Action 6</b>	Pending a response from the Department of Planning, Council staff to conclude their assessment on the financial feasibility of developing the air space above the Hay Street Car Park for affordable housing.

Draft Strategy 3: Mechanisms to Support the Supply of Affordable Housing including Affordable Housing Bonds	
Potential Actions	
<b>Action 1</b>	Council consider expanding its existing policy position to address housing deficiencies.
<b>Action 2</b>	Council identify sites appropriate for redevelopment that would support mixed-use development and address identified deficiencies in respect of key worker housing, student housing, supported living and aged housing and consult with land owners and relevant stakeholder in keeping with Councils Community Engagement framework.
<b>Action 3</b>	Council amend Leichhardt Local Environmental Plan 2013 to include a definition of affordable housing.
<b>Action 4</b>	Council continue to work with the Centre for Affordable Housing and other organisations to develop criteria for the allocation of affordable housing funds or

	dedication of units to community housing providers.
<b>Action 5</b>	Council to develop governance arrangements for an affordable housing fund to manage the collection of funds and expenditure and/or units dedicated for affordable housing.
<b>Action 6</b>	Pending a response from the Department of Planning, Council staff to conclude their assessment on the financial feasibility of developing the air space above the Hay Street Car Park for affordable housing.
<b>Action 7</b>	<p>That Council continue to seek the support of Inner City Mayors to prioritise a study on:</p> <ul style="list-style-type: none"> <li>• The broader social and community impacts regarding the lack of affordable housing in the inner city region,</li> <li>• The economic impact (costs) to business,</li> <li>• The development of affordable housing bond guarantees.</li> </ul> <p>The impact on the health and wellbeing of key workers in connection with limited affordable housing in the inner city region.</p>
<b>Action 8</b>	Council develop strategic guidelines to underpin its relationship with affordable housing providers. The guidelines should outline Council role and responsibilities regarding affordable housing allocation, tenancy eligibility and property management.
<b>Action 9</b>	Council to continue its work with SSROC towards the development of a briefing paper on "Affordable Housing Bonds".
<b>Action 10</b>	Council prepares a report on the feasibility and possible application of "Affordable Housing Bonds Guarantees in collaboration with other council's.
<b>Action 11</b>	Council to work with other councils to lobby State and Federal Government to support funding arrangements, which encourage investment opportunities to deliver affordable housing options.

#### **Draft Strategy 4: Support the introduction of Affordable Housing Targets**

##### **Potential Actions**

- Action 1** Council work with the other Councils and the NSW State Government and statutory bodies on the inclusion of affordable housing targets linked to income as a subset of the broader housing supply targets for inclusion in metropolitan, regional, sub-regional and district plans.
- Action 2** Council develop and implement a methodology for delivering housing choice and affordable housing targets as a subset of broader housing supply targets.

#### **Draft Strategy 5: A Framework for Leichhardt to Deliver Affordable Housing Supply into the Future**

##### **Potential Actions**

- Action 1** Council review its Local Environmental Plan (LEP) and Development Control Plan (DCP) to include objectives and clauses for affordable housing, thus creating the necessary linkages with State Environmental Planning Policy 70 - Affordable Housing (Revised Schemes) (2002) in which Leichhardt Council is identified as needing affordable housing.
- Action 2** Council undertake a review of its Housing Policy (and associated planning controls) on a five yearly basis.
- Action 3** Council amend its Development Control Plan 2013 to include affordable housing contribution rates.
- Action 4** Council complete its Section 94 review to include a contribution plan to support affordable housing options.
- Action 5** Council work with the NSW State Government to introduce affordable housing targets.
- Action 6** Council work with the NSW State Government to introduce a framework that would permit local government to deliver on identified affordable housing targets.
- Action 7** Council will develop appropriate relationships with relevant CHPs in order to optimise affordable housing outcomes.



Draft Strategy 6: Ways to Facilitate Housing Choice & Affordability	
Potential Actions	
<b>Action 1</b>	Council continue its work with other councils in requesting that the NSW Department of Planning and Environment include additional housing types (as defined in the Standard Instrument LEP land use matrix) with the aim of delivering broader housing choice.
<b>Action 2</b>	Council continue to work with other councils in calling on the NSW Government to introduce Sydney wide diverse living targets and to support the development of planning mechanisms to deliver better housing choice.
<b>Action 3</b>	Council to identify aspirational benchmarks/targets per capita for diverse dwelling types. The aim is to deliver more housing choice options (including housing for older people, supported living, student housing, key workers and people employed in creative industries).
<b>Action 4</b>	Council will continue to develop a framework to supply secondary dwellings/laneway housing in line with clear design principles for inclusion in Leichhardt DCP. The design principles will address issues such as; laneway accessibility, sight line provisions, urban design, heritage and conservation concerns, garbage disposal, lot size, solar access and parking.
<b>Action 5</b>	Councils Section 94 contributions plan should be reviewed to consider mechanisms that facilitate secondary dwellings/laneway housing as a separate development category that is reflective of the lower development impacts associated with this form of dwelling.
<b>Action 6</b>	Council should review its planning controls to assess the potential for delivering 'Manor Houses' and 'Multi-Dwelling Housing' aimed at expanding housing choice options.
<b>Action 7</b>	Council should continue its work with Universities and other relevant institutions to develop best practice examples and principles in addressing housing supply impacts and urban design issues.
<b>Action 8</b>	Council to develop guidelines for staff and DA applicants on boarding houses and the associated standards.
<b>Action 9</b>	Staff should review Leichhardt Development Control Plan (2013) with regard to Boarding House amenity and design standards.
<b>Action 10</b>	Council ensure that a register of boarding house operators is maintained that boarding houses are registered with the NSW Office of State Revenue.
<b>Action 11</b>	Council examines the feasibility of introducing concession in Council's rating structure in respect of commercial properties where residential accommodation can be provided above a commercial premise.

**Action 12** Council investigate opportunities for the provision of rate relief for projects where affordable rental housing is provided by not for profit organisations.

**Draft Strategy 7: Identified Key Strategic Sites, Centres and Corridors with the Opportunities to Deliver Housing Choice and Diversity**

**Potential Actions**

- Action 1** Council continue its Strategic Sites, Centres and Corridors study.
- Action 2** Council to identify and adopts criteria (including distance from major transport nodes, access to open space and community infrastructure) in its strategic plans and planning controls to facilitate housing diversity in appropriate locations.
- Action 3** Council to identify sites that have the potential to provide viable housing options for older residents.
- Action 4** Council Officers will continue to seek opportunities to deliver aged housing along the ridgelines within walking distance of the high street shops and essential services. The location of aged housing in such locations would provide older residents with the option of continuing to live within the municipality and age in place.
- Action 5** Council will advocate that the NSW Government and statutory bodies deliver affordable rental housing and diverse living models in accordance with evidence-based benchmarks in the Bays Precinct and other urban renewal projects.
- Action 6** Council should work with relevant NSW State Government and statutory bodies on redevelopment opportunities to include affordable housing in identified sites/precincts.
- Action 7** Council to advocate for a ratio of 40% private, 30% affordable and 30% social housing on urban renewal project on government owned land.
- Action 8** Council to advocate that any social housing redevelopment project result in no net loss in social housing dwelling.

## Attachment A Key Council Resolution to Deliver Housing Choice

Ref No #	Date	Resolution	Resolution
#1	26/03/13	C107/13	<p><b>Inner City Housing Bonds</b></p> <p>That Council propose to SSROC an investigation into the feasibility of an Inner City Housing Bond, contrived to provide discounted investment capital to community housing providers undertaking affordable housing projects within local government areas of participating councils, the cost of this research being shared by Councils of the Forum.</p>
#2	28/05/13	C213/13	<p><b>Design Competition</b></p> <p>That Council:</p> <ol style="list-style-type: none"> <li>1. Seek the co-operation of the Universities of Sydney and NSW, the University of Technology and other relevant educational institutions, in conducting a design competition for the modern inner-west terrace.</li> <li>2. Support the project by offering prize money of \$5000 for the best examples of the modern inner-west terrace.</li> <li>3. Officers complete an audit of the Local Government Area and identify all sites affected by the Detached Workers Cottages provision, so that owners will know if they own a relevant site.</li> </ol>
#3	27/06/13	HC35/13	<p><b>Hay Street Car Park</b></p> <ol style="list-style-type: none"> <li>1. That the report is received and noted.</li> <li>2. An update is provided at each Housing Advisory Committee meeting.</li> <li>3. The Mayor and the General Manager seek to work with Inner City Mayors to investigate the efficacy of a trust to accumulate and protect affordable housing assets in the inner city region (with reference to the City of Port Phillip trust model).</li> </ol>
#4	27/06/13	HC36/13	<p><b>Affordable Housing for key Workers</b></p> <p>The Mayor and General Manager seek the support of Inner City Mayors to prioritise a study on the economic impact (costs) to business and the health and wellbeing of key workers of a lack of affordable housing in the inner city region. This study will also note the social and community impacts of a lack of affordable housing.</p>

#5	23/07/13	C320/13	<p><b>Strategic Sites, Centres and Corridors study</b></p> <p>That: The report be received and noted</p> <p>That Council encourage neighbouring Councils which border Parramatta Road to undertake a similar study</p> <p>That a Strategic Sites, Centres and Corridors study for Parramatta Rd from Johnston St to Mallet St and Johnston's Creek (see Fig. 1 in report) - the defined area to be subject to minor adjustments recommended by staff following further refinement of the study's scope - be brought forward to be commenced as soon as possible, the scope of the study to include all matters flagged for consideration, specifically:</p> <p>Future employment and economic possibilities, including business incubators to facilitate small 'start-up' enterprises</p> <p>Housing opportunities, in particular aged housing, student housing and key worker housing</p> <p>Transport considerations, including public transport, cycleways and pedestrian linkages</p> <p>Public domain improvements</p> <p>Place-making and activation of the public domain;</p> <p>And with reference to:</p> <p>Council's flagged intention to develop Parramatta Road as a live music and entertainment precinct</p> <p>The regeneration of transport corridors and high street precincts</p> <p>The need to develop a more detailed response to opportunities implied by the proposed West Connex Corridor</p> <p>The study to be funded from carryovers from the financial period 2012/13 or those identified in the first quarterly review of 2013-14.</p>
#6	08/10/13	BDC221/13	<p><b>Secondary Dwellings</b></p> <p>Staff to produce a report collating Council's existing codes and planning objectives pertaining to the construction of secondary dwellings enabling a diverse and affordable housing stock and address implications of relaxation of laneway controls regarding secondary dwellings.</p>



#7	26/11/13	C535/13	<p><b>Solar Access, Development Control Plan</b></p> <p>That Council officers prepare a discussion paper that reviews options for:</p> <p>Protecting solar access to common open space areas within residential flat Building Developments</p> <p>And prepare draft controls for Council's Development Control Plan and report back to Council.</p>
#8	25/02/14	C20/14	<p><b>Aged Housing</b></p> <p>1) That Council write to the Commonwealth Minister for Ageing advocating for effective planning and consideration of economic and business incentives to ensure continued, and sustainable provision, of aged care residential services in Leichhardt and inner Sydney local government areas.</p> <p>2) That council investigate ways it can protect existing aged care centres and bring a report on these investigations to council within three months.</p> <p>3) That a report be presented to Council that:</p> <p>a) Identifies the location and age of the Residential Aged Care Facilities within the LGA</p> <p>b) Nominates options available to Council to preserve and grow the supply of Residential Aged Care Facilities or aged care housing.</p> <p>4) That council continue to investigate ways it can work with affordable and supported housing providers to provide affordable housing serving all demographics</p>
#9	25/02/14	C44/14	<p><b>Supported Housing and Financing Housing</b></p> <p>Council adopted the following motions of the Housing Advisory Committee held on 18 February 2014.</p> <p>HC 05/14      Motion</p> <p>Council Officers investigate and advise on the impediments to Council investing capital funding to support mixed developments inclusive of supported and affordable housing models. The advice should consider how Council could play an active role in the funding while achieving a financial return to Council. The investigations should take into account the presentations to the Housing Advisory Committee on supported and affordable housing models.</p>

			<p>HC 10/14      Motion</p> <p>Request that the draft submission to the Select Inquiry into Social, Public and Affordable Housing be brought to Council on February 25<sup>th</sup> as a supplementary report to be endorsed by Council.</p> <p>That the minutes of the Housing Advisory Committee held on 18 February 2014 be received and noted.</p>
#10	15/04/14	HC14/14	<p><b>Invitation to address Housing Committee</b></p> <p>That Paul Ververs, Executive Director, Housing Services, Department of Family and Community Services be invited to present at a Housing Advisory Policy Committee in 2014. Note to request that Mr Ververs particularly address the matters raised in the Mayor's letter to the Minister.</p>
#11	26/08/14	C259/14	<p><b>Voluntary Planning Agreements Policy and Community Housing Organisation</b></p> <p>That Council Officers:</p> <p>Complete the drafting of the Voluntary Planning Agreements Policy and related documents and bring them back to Council for endorsement and subsequent implementation by November 2014.</p> <p>Develop the criteria for appointing a Community Housing Provider to work with Council in relation to:</p> <p>The development of plans to increase the supply of affordable housing within the Local Government Area</p> <p>Manage the expenditure of funds and/or units gathered for affordable housing pursuant to Voluntary Planning Agreements and the like</p> <p>Manage Affordable Housing premises on behalf of Council.</p>
#12	23/09/14	C309/14	<p><b>Community Housing Organisation</b></p> <p>1. That in relation to Resolution HC19/14, Council resolve that:</p> <p>Council officers establish an expert panel to assist in the development of the documentation and the selection of a preferred provider/s</p> <p>Council Officers commence the process of establishing a formal relationship with a Community Housing Organisation</p> <p>Council Officers provide regular reports - including when establishing selection criteria, at key points throughout the process.</p>

#13	28/10/14	C341/14	<p><b>Extension of Strategic Sites, Centres and Corridors study</b></p> <p>Include consideration in the pending strategic sites and corridors study of identifying Norton Street as a location for increased density. This should include an assessment of the benefits of focusing on residential, commercial, entertainment land uses on Norton Street to improve the viability of businesses and reduce impacts on the amenity of the non-main street residential dwellings.</p>
#14	25/11/14	C409/14	<p><b>Bays Precinct, Diversity of Housing, Aged Housing</b></p> <p>That Council resolve that:</p> <p>Any Master Plan for the Bays Precinct should make provision for a diversity of housing types, including housing that meets the needs of older members of the Leichhardt local government area such as independent 'retirement' living and low and high care accommodation including residential aged care facilities, and which includes opportunities for indoor and outdoor community spaces such as performance spaces, community gardens, and open space.</p> <p>Council officers investigate relevant 'best practice' examples of housing types, in urban renewal projects including housing for older people, as well as different purchasing and leasing models.</p> <p>The findings of these investigations should be presented to Council for consideration in the development of Council's proposals for the Bays Precinct</p>
#15	24/02/15	C60/15	<p><b>Affordable Housing, Section 94</b></p> <p>That Council:</p> <p>Adopt a policy position of supporting an affordable housing contribution to form part of its S94 Plan as per S94E and SEPP70.</p> <p>Undertake a review of its S94 plan with a view to having a draft plan presented at the November Council meeting.</p> <p>As part of the review prepare a submission for the State Government to allow the inclusion of affordable housing in Council's S94 plan.</p> <p>Provide regular updates on the progress of the draft plan and submission.</p> <p>Provide an update to Council regarding the status of their investigations regarding a partnership with affordable housing providers to increase the stock of affordable housing within the municipality.</p>



### **Attachment B - Local Land Use Planning Framework and related clauses used by Randwick, Willoughby and the City of Sydney to deliver Affordable Housing**

#### **Randwick City Council - Affordable Housing Program**

Randwick Council Local Environmental Plan 2012 includes the following aim: (g) to encourage the provision of housing mix and tenure choice, including affordable and adaptable housing that meets the needs of people of different ages and abilities in Randwick.

This aimed then operates in line where Randwick City Councils affordable housing policy (June 2006) which outlines how they will acquire affordable housing and how these will be managed.

Example - Planning Agreements and Joint ventures

Randwick Council has a long-term commitment to the provision of affordable housing. Council has dedicated a number of dwelling units and or land predominantly through planning agreements and joint venture arrangements with a community housing organisation.

#### **Willoughby City Council- Inclusionary Zoning Affordable Housing Program**

Willoughby City Council has a long-term commitment to the provision of affordable housing. Council originally implemented its affordable housing program in 1999. The principal purpose of the program was to address issues of social mix and diversity and to find ways to retain a level of lower income workers.

Willoughby's affordable housing program technically operates as an inclusionary zoning system and its Local Environmental Plan (LEP) identifies sites where affordable housing is required. When those sites are rezoned there is a requirement for an affordable housing contribution either in the form of units or financial compensation. The scheme requires 4% of the total floor space be dedicated to affordable housing (see appendix 1 regarding Willoughby City Council local environmental plan and related affordable housing clauses).

Willoughby local environmental plan 2012 includes the following aim linked to affordable housing: (f) for housing—to provide opportunities for a range of housing choice in Willoughby to cater for changing population needs in accessible locations.

Willoughby local environmental plan provides additional provisions under Part 6. Part 6.8 clauses relate to the provision of affordable housing as outlined below:

#### **Affordable housing**

(1) For the purposes of this clause, the *Willoughby Affordable Housing Principles* are as follows:

- (a) affordable housing must be provided and managed in Willoughby so that accommodation for a diverse residential population representative of all income groups is available in Willoughby, and
- (b) affordable housing must be rented to tenants whose gross household incomes fall within the following ranges of percentages of the median household income for the time being for the

Sydney Statistical Division according to the Australian Bureau of Statistics:

Very low income household	less than 50%
Low income household	50% or more, but less than 80%
Moderate income household	80-120%

and at rents that do not exceed a benchmark of 30% of their actual household income, and

(c) dwellings provided for affordable housing must be managed so as to maintain their continued use for affordable housing, and

(d) rental from affordable housing received by or on behalf of the Council, after deduction of normal landlord's expenses (including management and maintenance costs and all rates and taxes payable in connection with the dwellings), must be used for the purpose of improving or replacing affordable housing or for providing additional affordable housing in Willoughby, and

(e) affordable housing must consist of dwellings constructed to a standard that, in the opinion of the consent authority, is consistent with other dwellings in Willoughby, especially in terms of internal fittings and finishes, solar access and privacy.

(2) Development consent must not be granted to the erection of residential accommodation on land identified as "Area 3" on the Special Provisions Area Map unless the consent authority has taken the following into consideration:

(a) the Willoughby Affordable Housing Principles,

(b) the impact the development would have on the existing mix and likely future mix of residential housing stock in Willoughby,

(c) whether an affordable housing condition should be imposed on the consent.

**Note.** The affordable housing principles set out in Schedule 2 to State Environmental Planning Policy No 70—Affordable Housing (Revised Schemes) may also apply to the development.

(3) The following are **affordable housing conditions**:

(a) a condition requiring the payment of a monetary contribution to the consent authority by the applicant to be used for the purpose of providing affordable housing in accordance with the Willoughby Affordable Housing Principles that is the value, calculated in accordance with subclause (4), of 4% of the accountable total floor space to which the development application relates, or

(b) if 4% of that accountable total floor space provides a sufficient amount of gross floor area, a condition requiring:

(i) the dedication in favour of the consent authority, free of cost, of land of the applicant comprised of one or more complete dwellings with a gross floor area of not more than the amount equivalent to that percentage, each dwelling having a gross floor area of not less than 50 square metres, and

(ii) if the total amount of gross floor area of the complete dwelling or dwellings is less than the amount equivalent to that percentage, the payment of a monetary contribution to the consent authority by the applicant that is the value, calculated in accordance with subclause (4), of the gross floor area equivalent to the difference between those amounts.

to be used for the purpose of providing affordable housing in accordance with the Willoughby Affordable Housing Principles.

(4) The amount of the contribution to be paid under a condition imposed under subclause (2) (c) is the value of the gross floor area concerned calculated by reference to the market value of dwellings of a similar size to those proposed by the development application.

**Note.** Section 94F of the Act permits the imposition of such a condition and specifies the circumstances under which such a condition may be imposed. Any condition imposed is subject to section 94G of the Act.

(5) This clause does not apply to development for the purpose of any of the following:

- (a) boarding houses,
- (b) community housing (as defined in section 3 of the *Housing Act 2001*),
- (c) group homes,
- (d) hostels,
- (e) public housing (as defined in section 3 of the *Housing Act 2001*).

(6) An affordable housing condition must not be imposed in relation to an amount of accountable total floor space if the consent authority is satisfied that such a condition has previously been imposed under this clause in relation to the same or an equivalent amount of accountable total floor space on the site.

(7) In this clause:

**accountable total floorspace** means the gross floor area of the residential component of the development to which the development application relates.

**market value** means the most current median sales price of such dwellings for Willoughby as documented in the Rent and Sales Report NSW published by the Department of Family and Community Services or, if another document has been approved for that purpose by the Director-General, that document.

#### **City of Sydney Council- Inclusionary Zoning Affordable Housing Program**

Sydney Local Environmental Plan 2012 includes the following aim related to affordable housing:

(e) to encourage the growth and diversity of the residential population of the City of Sydney by providing for a range of appropriately located housing, including affordable housing, the local environmental plan then also includes detailed clauses related to the affordable housing contribution levy under Division 3 Affordable housing.

#### **Clause 7.13 Contribution for purpose of affordable housing**

(1) The consent authority may, when granting development consent to development (other than development that is excluded development) on land at Green Square or Ultimo-Pymont, impose a condition requiring a contribution equivalent to the *affordable housing levy contribution*, being:

- (a) for development on land at Green Square:
  - (i) 3% of so much (if any) of the total floor area of the development that is intended to be used for residential purposes, and

- (ii) 1% of so much (if any) of the total floor area of the development that is not intended to be used for residential purposes, or
- (b) for development on land at Ultimo-Pyrmont:
- (i) 0.8% of so much (if any) of the total floor area of the development that is intended to be used for residential purposes, and
- (ii) 1.1% of so much (if any) of the total floor area of the development that is not intended to be used for residential purposes.
- (2) The floor area of any excluded development is not to be included as part of the total floor area of a development for the purposes of calculating the applicable affordable housing levy contribution.
- (3) A condition imposed under this section must permit a person to satisfy the affordable housing levy contribution:
- (a) by way of a dedication in favour of the Council of land comprising one or more dwellings (each having a total floor area of not less than 50 square metres) with any remainder being paid as a monetary contribution to the Council, or
- (b) if the person so chooses, by way of a monetary contribution to the Council.
- (4) The rate at which a monetary contribution is to be taken to be equivalent to floor area for the purposes of this clause is to be calculated in accordance with:
- (a) for development on land at Green Square, the *Green Square Affordable Housing Program* adopted by the Council on 12 March 2012, or
- Note. The Program is made available by the Council on its website ([www.cityofsydney.nsw.gov.au](http://www.cityofsydney.nsw.gov.au)).
- (b) for development on land at Ultimo-Pyrmont, the *Revised City West Affordable Housing Program* published by the NSW Government in June 2010 and held in the head office of the Department of Planning and Infrastructure.
- (5) To avoid doubt:
- <sup>5</sup>(a) it does not matter whether the floor area, to which a condition under this clause relates, was in existence before, or is created after, the commencement of this clause, or whether or not the floor area concerned replaces a previously existing area, and
- (b) the demolition of a building, or a change in the use of land, does not give rise to a claim for a refund of any contribution.
- (6) In this clause:
- excluded development* means any of the following development:
- (a) development for the purposes of residential accommodation that will result in the creation of less than 200 square metres of gross floor area,

(b) development for purposes other than residential accommodation that will result in the creation of less than 60 square metres of gross floor area,

(c) development for the purposes of residential accommodation that is used to provide affordable housing or public housing,

(d) development for the purposes of community facilities, public roads or public utility undertakings.

*total floor area* means the total of the areas of each floor of a building within the outer face of the external enclosing walls and including balconies, but excluding the following:

(a) columns, fins, sun control devices, awnings and other elements, projections or works outside the general lines of the outer face of the external walls,

(b) any area of a balcony that is more than the minimum area required by the consent authority in respect of the balcony,

(c) the maximum ancillary car parking permitted by the consent authority and any associated internal vehicular and pedestrian access to that car parking,

(d) space for the loading and unloading of goods.

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### ITEM 3.5 GATEWAY DETERMINATION: 100-102 ELLIOTT STREET, BALMAIN

<b>Division</b>	Environment and Community Management
<b>Author</b>	Senior Strategic Planner
<b>Meeting date</b>	10 May 2016 Policy Meeting
<b>Strategic Plan Key Service Area</b>	Community well-being Accessibility Place where we live and work A sustainable environment Business in the community Sustainable services and assets

#### **SUMMARY AND ORGANISATIONAL IMPLICATIONS**

<b>Purpose of Report</b>	To inform Council of the Gateway Determination for the Planning Proposal for 100 -102 Elliott Street, Balmain and seek endorsement for the Planning Proposal to proceed to public exhibition.
<b>Background</b>	At the February 2016 Policy Meeting Council resolved ( <b>C14/16P</b> ) to request a Gateway Determination from the Minister for Planning for a Planning Proposal to rezone parts of the subject site to General Residential (R1), Business Park (B7), Public Recreation (RE1) and retain Local Centre (B2) for the rest of the property.
<b>Current Status</b>	In April 2016 Council received a Gateway Determination from the Department of Planning allowing the proposed rezoning of the site to proceed to public exhibition subject to several conditions.
<b>Relationship to existing policy</b>	Leichhardt Local Environmental Plan 2013
<b>Financial and Resources Implications</b>	This proposal is consistent with the recent s23A Guidelines issued by the OLG in relation to financial expenditure.
<b>Recommendation</b>	That Council's Planning Proposal for 100-102 Elliott Street, Balmain be placed on public exhibition for a minimum 28 days in accordance with the Gateway Determination conditions.
<b>Notifications</b>	Local residents State Government Agencies
<b>Attachments</b>	1. Gateway Determination 2. Social Impact Assessment

## Purpose of Report

To inform Council of the Gateway Determination for the Planning Proposal for 100 - 102 Elliott Street, Balmain and seek endorsement for the Planning Proposal to proceed to public exhibition.

## Recommendation

That Council's Planning Proposal for 100-102 Elliott Street, Balmain be placed on public exhibition for a minimum 28 days in accordance with the Gateway Determination conditions.

## Background

At the February 2016 Policy Meeting Council resolved (**C14/16P**) to request a Gateway Determination from the Minister for Planning for a Planning Proposal to rezone parts of the subject site to General Residential (R1), Business Park (B7), Public Recreation (RE1) and retain Local Centre (B2) for the rest of the property.

## Report

On 8 April 2016 Council received a Gateway Determination for the Planning Proposal from the Department of Planning and Environment acting as delegate for the Greater Sydney Commission. The Gateway Determination allows the rezoning of the site as requested by Council to proceed to public exhibition subject to the following conditions:

- Preparation of a social impact assessment; and
- Inclusion of current and proposed Land Zoning Maps in the exhibited material.

The Gateway Determination additionally requires consultation with the following public authorities under section 56(2) of the *Environmental Planning and Assessment Act 1979*:

- NSW Roads and Maritime Services;
- NSW Department of Education and Communities;
- NSW Health;
- NSW Department of Family and Community Services;
- Ambulance Service of NSW;
- NSW Police Force;
- Fire and Rescue NSW;
- Sydney Water; and
- Energy Australia

## Social Impact Assessment

Consultants for the owner of the site have provided a detailed social impact assessment report (**see Attachment 2**) to Council on 26 April 2016. The report concludes that the proposed rezoning and subsequent conversion of the 19 serviced

apartments to residential apartments is consistent with Council's strategic plans and policies and would not have a negative impact upon service provision within the local area.

The report notes that conversion of the serviced apartments is expected to help integration of the development with the local neighbourhood, provide additional housing stock and increase the safety and security for both existing and future residents. The Social Impact Assessment report meets the requirements of the Gateway Determination and will be placed on exhibition with all other documentation relating to Planning Proposal.

### **Summary/Conclusions**

The Planning Proposal and supplementary social impact assessment should be placed on public exhibition for 28 days in accordance with the Department of Planning and Environment's *Guide to Preparing LEPs* (section 5.5.2).

Local residents will be notified in accordance with Council's Community Engagement Framework. All public authorities listed in the Gateway Determination are to be provided with the relevant documentation and given 21 days to comment on the proposal.

### **Attachments**

1. Gateway Determination (PP\_2016\_LEICHH\_001\_00)
2. Social Impact Assessment

Planning &  
Environment

### Gateway Determination

**Planning proposal (Department Ref: PP\_2016\_LEICH\_001\_00):** to rezone 100-102 Elliott Street, Balmain from B2 Local Centre to part R1 General Residential, part B7 Business Park, part RE1 Public Recreation and part remaining as B2 Local Centre.

I, the Acting Director, Sydney Region East, at the Department of Planning and Environment as delegate of the Greater Sydney Commission, have determined under section 56(2) of the *Environmental Planning and Assessment Act 1979* (the Act) that an amendment to the Leichhardt Local Environmental Plan (LEP) 2013 to rezone 100-102 Elliott Street, Balmain from B2 Local Centre to part R1 General Residential, part B7 Business Park, part RE1 Public Recreation and part remaining as B2 Local Centre should proceed subject to the following conditions:

1. Prior to public exhibition, the planning proposal is to be updated to:
  - (a) address the social impact of the planning proposal, including consideration of the capacity of existing education, health and emergency services; and
  - (b) include current and proposed Land Zoning Maps (in accordance with the Standard Technical Requirements for LEP Mapping).
2. Community consultation is required under sections 56(2)(c) and 57 of the Act as follows:
  - (a) the planning proposal is considered routine and must be made publicly available for a minimum of 28 days; and
  - (b) the relevant planning authority must comply with the notice requirements for public exhibition of planning proposals and the specifications for material that must be made publicly available along with planning proposals as identified in section 5.5.2 of *A Guide to Preparing LEPs* (Department of Planning and Infrastructure 2013).
3. Consultation is required with the following public authorities under section 56(2)(d) of the Act:
  - NSW Roads and Maritime Services (including provision of any relevant traffic and parking assessment report);
  - NSW Department of Education and Communities;
  - NSW Health;
  - NSW Department of Family and Community Services;
  - Ambulance Service of NSW;
  - NSW Police Force;
  - Fire and Rescue NSW;
  - Sydney Water; and
  - Energy Australia

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Each public authority is to be provided with a copy of the planning proposal and any relevant supporting material, and given at least 21 days to comment on the proposal.

4. Should any consultees identified under Condition 3 request any additional information, or specify any additional matters to be addressed, the planning proposal is to be updated to respond to any such submission, a copy of which is to be included in the updated planning proposal.
5. A public hearing is not required to be held into the matter by any person or body under section 56(2)(e) of the Act. This does not discharge Council from any obligation it may otherwise have to conduct a public hearing (for example, in response to a submission or if reclassifying land).
6. The timeframe for completing the LEP is to be 9 months from the week following the date of the Gateway determination.

Dated 8<sup>TH</sup> day of APRIL 2016



**Martin Cooper**  
**Acting Director, Sydney Region East**  
**Planning Services**  
**Department of Planning and Environment**

**Delegate of the Greater Sydney**  
**Commission**

PP\_2016\_LEICH\_001\_CD (16/05351)





## Social Assessment Addendum

**100-102 Elliott Street, Balmain**

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Prepared by:

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Version: 2.0

Date: April 2016

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Social Assessment Addendum  
100-102 Elliott Street, Balmain



## 1 Background

This social assessment addendum addresses issues raised by the Department of Planning and Environment (DP&E) in the Gateway Determination issued on 8 April 2016. In addition, Council Officers on 12 April 2016 requested consideration of the Leichhardt Development Control Plan (DCP) 2013, Part B, Section 3 – Social Inclusion.

### 1.1 Council Meeting

Toga and RPS met with Leichhardt Council Officers on 15 July 2015 to discuss the proposed rezoning of the subject site. Council Officers advised the preparation of a new or addendum to the Social Impact Statement (SIS) prepared by Elton Consulting to support the initial development application was not required. On Council's advice, RPS prepared a high level economic and social assessment (dated 5 November 2015) and considered the likely social implications and/or social benefits of the proposed conversion of the approved 19 serviced apartments to residential apartments.

### 1.2 Planning Proposal

Leichhardt Council requested a Gateway Determination on 24 February 2016 in respect of a Planning Proposal to rezone 100-102 Elliott Street, Balmain from B2 Local Centre to part R1 General Residential, part B7 Business Park, part RE1 Public Recreation and part remaining as B2 Local Centre.

### 1.3 Gateway Determination

The Planning Proposal received Gateway Determination on 8 April 2016. DP&E indicated that the proposed rezoning should proceed subject to the Planning Proposal being updated to address the *'social impacts of the proposal, including consideration of the capacity of existing education, health and emergency services'* prior to public exhibition.



## 2 Addendum Information

In response to the issues raised by DP&E in the Gateway Determination, this social assessment addendum addresses the *'social impacts of the proposal, including consideration of the capacity of existing education, health and emergency services'*.

In addition, as requested by Council post Gateway Determination, consideration is given to Leichhardt DCP 2013 (Part B, Section 3 – Social Inclusion). The DCP sets out the requirements for social impact assessment preparation for certain types of development. As such, Part B, Section 3 of the DCP has been considered within this social assessment addendum.

### 2.1 Overview of Planning Proposal / Proposed Changes

The Planning Proposal seeks to rezone the subject site to part R1 General Residential, part B7 Business Park, part RE1 Public Recreation and part remaining as B2 Local Centre.

The rezoning would permit residential uses at ground level across most of the site without the need for a mix of uses within the buildings or an active street frontage. The desired outcome was to ensure the LEP amendment would allow for a future development application to convert the approved 19 serviced apartments under D/2013/406 to residential dwellings as follows:

- 8 x 1 bedroom apartments;
- 5 x 2 bedroom apartments; and
- 6 x 3 bedroom apartments.

The proposed apartment reconfiguration was assessed against the key objectives and controls of the Apartment Design Guide (ADG) in a report prepared by Bates Smart as an Appendix to the original Planning Proposal. The assessment considered that the overall development is compliant with State Environmental Planning Policy No. 65 – Design Quality of Residential Apartment Development (SEPP 65) and the ADG.

### 2.2 Council Policies and Plans

The following local strategic planning documents prepared by Leichhardt Municipal Council are relevant to this social assessment addendum. These plans and policies seek to enhance community well-being, create accessible and sustainable environments and economic benefits and maintain the employment-generating potential of former employment and industrial land in the Leichhardt local government area (LGA).

#### Leichhardt 2025+ Strategic Plan

Leichhardt 2025+ is the community strategic plan for the Leichhardt LGA to guide the delivery of Council services over the next ten years. The Planning Proposal is consistent with the goals, objectives and progress indicators of the six key service areas in the Plan as summarised in [Table 2.1](#) below.

**Table 2.1** Leichhardt 2025+ Strategic Plan

Key Service Area	Applicable	Comment
<b>Social</b>		
Community well-being	Yes	The Proposal would contribute to community well-being by increasing community cohesion while ensuring increased safety for future residents of the development.
Accessibility	Yes	The proposed RE 1 Public Recreation zoning and dedication of land to Council for open space along the Iron Cove foreshore will add to the amount of public open space available to the community and future incoming residents. The approved development would increase public accessibility through the provision of increased housing and public through-site links. The site is located in an area well serviced by public transport and within close proximity to essential services.
<b>Environment</b>		
Place where we live and work	Yes	The Proposal would allow for the provision of new housing choices and an appropriate level of employment uses within the site and in close proximity to Balmain Town Centre and Sydney CBD.
A sustainable environment	N/A	The Proposal does not seek to change the building envelopes, 'the look', or the height of the approved development, rather, allow for a future reclassification of use.
<b>Economic</b>		
Business in the community	Yes	By rezoning part of the site to B7 Business Park and maintaining part of the site as B2 Local Centre, the proposal would maintain an element of employment generating potential on the subject site. The scale of the proposal would be unlikely to have any adverse impact on the more significant commercial areas within the locality, particularly along Darling Street.
<b>Civic Leadership</b>		
Sustainable services and assets	N/A	The site is located in close proximity to existing services and infrastructure. The development is already upgrading road and services infrastructure and adding a foreshore reserve for public accessibility. Section 2.4 of this addendum assesses the impact of the proposal on community facilities.

### Leichhardt Community and Cultural Plan 2011-2021

The Leichhardt 10-year Community and Cultural Strategic Service Plan is Council's long-term community strategic plan. The Plan identifies five strategic objectives for social inclusion, equity, access, creative expression, cultural engagement and community wellbeing:

1. Connecting people to each other;
2. Connecting people to place;
3. Developing community strengths and capabilities;
4. Enlivening the arts and cultural life; and
5. Promoting health and wellbeing.



This Proposal would contribute to community wellbeing and the achievement of the above strategic objectives through rezoning the site to a zone that reflects the surrounding residential land uses. The Proposal would enhance the existing community cohesion and ensure greater safety and security for existing and future residents. The dedication of land for a public foreshore reserve and site through links will enhance accessibility and contribute to a walkable community.

### Affordable Housing Strategy 2011

*Affordable Housing Strategy 2011* was prepared by Council in recognition of the impact of increased housing prices and gentrification within the Inner West Region to "*protect, promote and develop affordable housing within the municipality*".

In particular, the Strategy identifies the following key issues:

- Lack of affordable housing for rental and low to moderate income earners;
- Declining housing diversity, particularly the stock of low cost accommodation including older residential flat buildings and boarding houses that have been providing affordable private rental housing;
- The need for more one bedroom, studio and boarding house-style accommodation to assist in meeting the needs of the community through different stages of the housing life cycle, particularly young people, key workers and elderly people on lower incomes; and
- The heritage provisions and limited land supply affecting Leichhardt's development capacity to produce new affordable housing, particularly the shortage of major former industrial redevelopment sites.

The Strategy also contains a number of actions to promote the retention and provision of affordable housing in the LGA.

The inclusion of an additional 19 residential apartments to the development will contribute to the supply of more housing to meet the needs of a diverse local community.

### Employment and Economic Development Plan 2013-2023

The Leichhardt Employment and Economic Development Plan is a ten year strategy for the future of Leichhardt's economic development. The Plan comprises seven key objectives to improve the vitality and viability of the local economy as follows:

1. Make places matter;
2. Meet people's needs;
3. Embrace the new economy;
4. Protect and leverage economic assets;
5. Make business and employment easier; and
6. Communicate and connect with partners; and
7. Tell the world.

The site is not identified as a strategic site within the Plan and the Proposal is considered acceptable in utilising the site in appropriate zones. The Plan outlines that a key objective is to '*Protect and leverage economic assets*'. The Proposal would deliver additional residential dwellings which would help drive demand for local retail and business services.

The retention of the business and employment uses on the site through the implementation of B7 Business Park and B2 Local Centre zoning is considered to be a positive economic outcome following the vacation of

the site by the previous owner. Given the distance of the site from the commercial activity on Darling Street, it is unlikely that the proposal would result in any adverse impacts on existing commercial areas in the suburb of Balmain and in the Leichhardt LGA.

## 2.3 Demographic Profile

The site is located on the north western corner of the Balmain peninsula, comprising Statistical Area Level 1 (SA1) 1138715. This SA1 location extends across an area bounded by Iron Cove and Elliott, Darling, Schultz, Terry and Bayville Streets, Balmain (Figure 2.1).



**Figure 2.1** SA1 Location, site outlined in red (Source: ABS 2013, MapData Services 2016)

### Local Population Characteristics

#### Population Growth

The Australian Bureau of Statistics (ABS) Census of Population and Housing data indicates that the population of SA1 decreased slightly, from 315 people in 2006 to 308 people in 2011.

#### Age Structure

A snapshot of the age structure within SA1 and Balmain shows there is a high proportion of younger and older residents. Of the 308 persons in 2011, there were relatively large proportions of children and young persons aged up to 25 years (more than 30%) along with a significant proportions aged 55-74 years (more than 24%). However, there were few residents aged 25-44 years (29%). In comparison Balmain comprised 22.9% for children and young persons aged up to 25 years, 19.5% aged 55-74 years and 39.4% aged 25-44 years.



## Ethnicity

Analysis of the 2011 Census data indicates that the SA1 location primarily consists of Australian-born residents (76.3%), with the remaining 23.7% born overseas. In Balmain suburb, nearly 30% of residents were born overseas. Of the people born overseas, nearly half were born in English speaking countries<sup>1</sup>.

The most common second languages spoken in the SA1 include Greek, German, Dutch, French and Portuguese, collectively representing only 5.3% of total households.

## Household Characteristics

### Household formation rates

The median household size in the SA1 location (2.7 persons per household) is greater than Balmain suburb and Leichhardt LGA (2.2 and 2.3 persons per household respectively). With the continued ageing of the population and the declining share of households with children, it is expected that the occupancy rates of households may decline further. Accordingly, overall demand for additional and smaller dwellings will continue to increase across the suburb. The average household size of those living in apartments in Balmain was 1.6 persons.

### Household structure

There are a high proportion of family households within the SA1 location (77.6%) compared to Balmain suburb (59.8%) and Leichhardt LGA (62.8%). Most of the family households in the SA1 location were couples with children (51.8%).

The proportion of single parent families in this location was 7.2% much lower than in Balmain suburb (12.2%), Leichhardt (12.5%) and Sydney metropolitan area (15.7%).

## 2.4 Community Facilities / Capacity

### Schools

Table 2.2 below lists the number of schools within the vicinity of the site. Correspondence with the schools on 18 April 2016 did not indicate whether the schools were at capacity or had a waiting list for student admission.

The site is located within the enrolment catchment areas for Rozelle Primary School and Sydney Secondary College Balmain Campus.

**Table 2.2** Schools in close proximity to 100-102 Elliott Street, Balmain

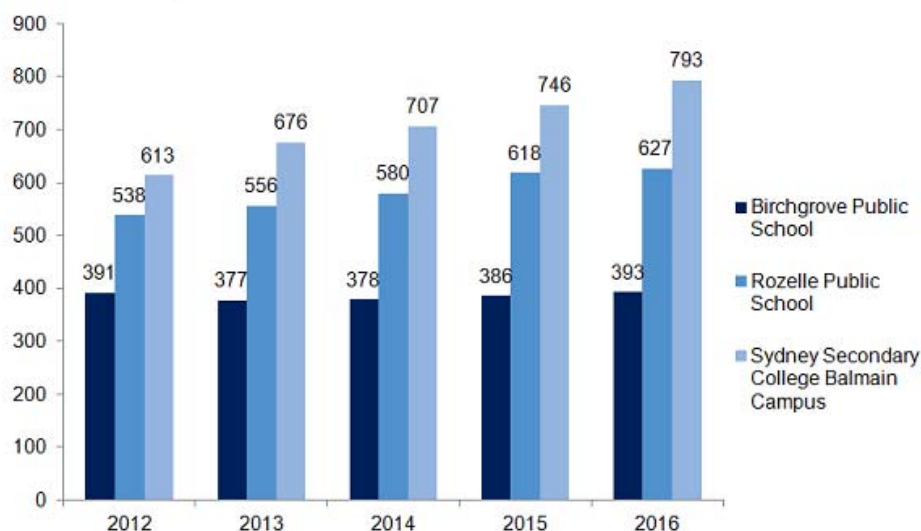
School	Location	Distance and direction from site
Birchgrove Primary School	Birchgrove Road, Balmain	750 m north east
Rozelle Primary School	663 Darling Street, Rozelle	750 m south
Sydney Secondary College Balmain Campus	23-33 Terry Street, Rozelle	400 m south east

<sup>1</sup> Main English-speaking countries comprise the United Kingdom, Ireland, New Zealand, Canada, United States of America and South Africa. (Source: ABS, 2013, Cat. No. 3415.0 – Migrant Data Matrices).



The NSW public school February census enrolment data published by NSW Department of Education and Communities (March 2016) shows year-on-year enrolment data for NSW public schools. [Figure 2.2](#) illustrates the enrolment trends for the schools listed in [Table 2.2](#) from 2012 to 2016<sup>2</sup>.

There has been a steady increase in enrolments at Rozelle Public School and Sydney Secondary College Balmain Campus in the four years to 2016. Enrolments at Birchgrove Public School have remained consistent over this period.



**Figure 2.2** NSW public school February census enrolment data (Source: NSW Department of Education and Communities 2016)

In considering the capacity of the existing schools in the area, Birchgrove Primary and Rozelle Primary Schools have had an additional 2 and 89 students to the school population over a four year period respectively. The Sydney Secondary College Balmain Campus has had the greatest increase of 180 students over the four year period.

There are a number of 'Social Infrastructure Benchmarks'<sup>3</sup> that provide a guide to the provision of school facilities in an area. With respect to public primary schools the benchmark is 1:1,500 (1 school / number of new dwellings) while a public high school is 1:4500 (1 school / number of new dwellings).

The additional 19 residential apartments would add an estimated 30.4 additional persons<sup>4</sup> to the local population. In addition, the school aged population estimated at 13.5%<sup>5</sup> would likely add an additional 4 students to the three schools population. Therefore, the impact on the capacity of the existing primary and secondary school infrastructure in the areas is likely to be minimal.

<sup>2</sup> Figures rounded to nearest whole number.

<sup>3</sup> GCC – Development Code 2006

<sup>4</sup> ABS 2011 – Number of people living in Apartments within Balmain (2,195 persons) divided by number of apartments (1,368) = 1.6 persons. Therefore, 19 additional apartments x 1.6 persons = 30.4 persons

<sup>5</sup> ABS 2011 – 5-14 aged cohort (9.7%) and 15-19 aged cohort (3.8%)



## Public Transport

The site is highly accessible to public transport with bus stops located within 400 m of the site on Darling Street, providing frequent services to Balmain Town Centre and Sydney's Central Business District (CBD). Bus routes 433, 441 and 442 provide connections between the Birchgrove, Balmain and Glebe areas and Sydney's CBD. Routes 444 and 445 provide services between Campsie and Balmain Wharf. Balmain East Wharf is 2.5 km east of the site and provides frequent services along the F3 Parramatta River and F4 Darling Harbour Routes.

Leichhardt Local Link is a free community transport service offered by Council to assist community members in accessing a range of local services and activities, including Leichhardt Park Aquatic Centre, doctors and health services, major transport hubs, community facilities and services and shopping precincts.

The additional 30.4 persons potentially using the existing public transport infrastructure is likely to have considerable benefit by reducing local traffic impacts in the area. Increased patronage of public transport is a positive outcome and unlikely to significantly impact upon capacity.

## Shops and Services

There are a number of cafes, boutiques, community services, supermarkets and other activities located along Darling Street, with the Balmain Village located approximately 400 m east of the site.

The Balmain Town Centre, located approximately 700 m east of the site near the intersection of Darling, Montague and Rowntree Streets contains the Balmain Town Hall, library, Local Court, fire station and police station.

Residents are also serviced by larger shopping centres at Leichhardt, Birkenhead Point and Sydney CBD.

The additional 30.4 residents in the area visit shops, cafes, restaurants and utilising existing services would make a valuable contribution to the local and broader economy of the region.

## Public Open Space

The approved development includes approximately 2,160sqm of communal open space and public open space along the foreshore area. This land was previously private foreshore land unable to be accessed by the public. The proposed RE1 zoning along with the foreshore dedication of land to Council for open space along the Iron Cove foreshore will add to the amount of public open space available to the community and future incoming residents.

The site is also well connected to a range of open space and recreational areas including:

- Elkington Park, located approximately 400m north east of the site;
- Bridgewater Park, approximately 1.1km south east of the site;
- Birchgrove Park, about 1.4km north east of the site; and
- Callan Park, around 3.3km south west of the site.

These areas contain playground equipment, sports ovals, walkways and cycle paths, with some parks also having capacity and equipment for activities including bowls, tennis, swimming and barbeque facilities.

Local swimming pools in the area include the Dawn Fraser Baths at Elkington Park and Drummoyne Swimming Centre, located on Henley Marine Drive on the western side of Iron Cove Bridge.

## Community Centres

Leichhardt LGA contains a number of community centres and facilities available for casual or regular hire by the community. These venues host a number of groups and activities, including local Precinct Committee meetings, yoga, dance, art, child care, social, and interest and support groups.

The closest centre to the site is the Hannaford Community Centre, located at 608 Darling Street, Rozelle. This centre offers a range of activities and programs for the community, predominately focusing on the needs of seniors but is also used by other community groups.

It is unlikely the additional 30.4 persons would significantly impact upon the capacity of the existing community centres within the area.

## Health Services

There are limited health centres and community services within Balmain, with high demand and waiting lists for most services as a result. Most of the facilities that serve the local population are located in the surrounding suburbs of Rozelle, Camperdown and Leichhardt. [Table 2.3](#) below lists the key health services in the vicinity of the site.

**Table 2.3** Health services near 100-102 Elliott Street, Balmain

Health service	Service type	Location	Distance and direction from site
Balmain Early Childhood Health Centre	Early childhood health clinic.	530A Darling Street, Balmain	550 m south
Doctors on Darling	General practitioner.	3 Montague Street, Balmain	850 m east
Rozelle Medical Centre	Medical clinic.	670 Darling Street, Rozelle	1.1 km south west
Balmain Hospital	Hospital specialising in aged care, rehabilitation and general medicine. A 24 hour general practice also operates from the site.	29 Booth Street, Balmain	1.4 km east
Annandale Early Intervention	Disability support services for children.	25 Johnston Street, Annandale	4.1 km south
Leichhardt Women's Community Health Centre	Not-for-profit, non-government health and medical centre for women.	55 Thomley Street, Leichhardt	5.1 km south west
Royal Prince Alfred Hospital	Hospital providing a range of community health and aged care services.	Missenden Road, Camperdown	5.2 km south

In addition to the above, there are a number of small general practitioners located in Balmain and surrounding suburbs.

## Emergency Facilities

The site is located 800m west of Balmain Police and Fire Stations. The Ambulance Service of NSW State Headquarters is located on Balmain Road, Rozelle and is approximately 2.2km south west of the site. The



additional 30.4 persons in the area are unlikely to significantly impact upon the capacity of the existing emergency facilities.

### Aged Care Facilities

There are a number of aged care and retirement living facilities within the Leichhardt LGA. However, services in Balmain are limited to the Salvation Army's Montrose Men's Hostel and ESP Healthcare. These institutions provide in-home health services for ageing people.

A number of non-government and Council services are offered in the locality, including social groups, educational and recreational support for older residents in the LGA. There are numerous services and support mechanisms in place provided by Council to assist older people in remaining in their homes and to provide social activities and mobility assistance.

If any of the additional 30.4 residents require aged care facilities it is unlikely to have a significant impact upon the existing social infrastructure in the area.

### Child Care

Table 2.4 lists the number of childcare facilities in the suburb of Balmain. A review of the Australian Government 'Mychild' website ([mychild.gov.au](http://mychild.gov.au)) indicates that there are a number of vacancies across the suburb.

**Table 2.4** Childcare centres in close proximity to 100-102 Elliott Street, Balmain

Childcare centre	Location	Distance and direction from site	Vacancies
Balmain Cove Children's Centre	35 Terry St, Balmain	300 m south	Yes
Birchgrove Public School OSHC	Birchgrove Road, Balmain	800 m north east	No
Inner Sydney Montessori - Balmain	44 Smith St, Balmain	1.4 km south east	Yes
Balmain Care for Kids Nursery	10 Wortley Street, Balmain	1.5 km south east	Yes
Balmain Childrens Centre	4 Booth St, Balmain	1.5 east	No
Balmain Care For Kids	5 Thames St, Balmain	1.6 km east	Yes
Eaton Street Centre Incorporated.	1 Eaton St, Balmain	1.6 km east	Yes
Balmain Care for Kids OOSH	16 Jane Street, Balmain	1.9 km east	No
Balmain East OSHC	Nicholson St, Balmain	2.5 km east	No
Leichhardt Family Day Care	22 Foster Street, Leichhardt	4.9 km south west	Yes

### Youth Services

Leichhardt Municipal Council collaborates with young people and youth service providers to provide a variety of programs, events and activities for young people aged up to 24 years. These include Leichhardt Youth Council and Inner West Youth Alliance, which coordinate a number of activities such as live music events, skills development workshops and fundraisers. A youth group also operates from the Hannaford Community Centre in Rozelle.

Youthblock Health and Resource Service, located on Church Street, Camperdown, provides support, health, education and creative art services for young people aged 12-24 years who are homeless or identified at risk.

A Centrelink branch is located on Balmain Road, Leichhardt and provides a range of income support services.

### Libraries

The Balmain Branch Library operates from the Balmain Town Hall on Darling Street, approximately 650 m east of the site. Due to increased technology and online library services, it is unlikely the additional 30.4 residents would significantly impact upon the Balmain Branch Library.

## 2.5 Social Impacts / Mitigation Measures

The Economic and Social Assessment prepared by RPS (dated 5 November 2015) adequately considered the social impacts of the Planning Proposal. The conversion of the approved 19 serviced apartments to residential apartments was considered to have minimal social impact upon the local community.

In considering the comprehensive SIS prepared by Elton Consulting for the initial proposed development of the subject site along with discussions with Council Officers on 15 July 2015, the likely social impacts as a direct result of the rezoning of the subject site are identified as:

- Traffic and parking impacts;
- Visual impacts;
- Safety and Security; and
- Community cohesion.

### Traffic and Parking Impacts

In reviewing the traffic assessment prepared by Colston Budd Hunt & Kafes P/L dated 11 September 2015, it is evident the traffic effects of the proposed rezoning is likely to be similar to that of the approved development.

With respect to parking, there are currently sufficient parking spaces allocated to the serviced apartments in the approved development to meet the requirement of 19 spaces for the conversion to residential apartments. Therefore, there would be no additional parking impacts due to the rezoning of the subject site.

To manage future traffic and parking issues, all future development applications should consider where there is potential for any impacts and ensure mitigation measures are in place.

### Visual Impacts

In support of the Planning Proposal, Bates Smart considered the suitability of the serviced apartments to be converted to future residential apartments against the key objectives of the Apartment Design Guidelines (ADG).

Ground floor terrace areas for five apartments (B1.001, B1.005, C1.002, C3.002 & C3.003) require an enlarged ground floor terrace area to comply with the ADG. The increased terrace areas will not impact the publicly accessible landscaped area. Furthermore, apartments C1.002 & C3.003 are buffered from the public



domain by proposed planting and are provided with privacy screening. These minor changes can be incorporated without visually impacting the landscaping of the approved development.

The conversion of the serviced apartments to residential apartments requires five (5) additional skylights to be included to comply with SEPP 65. The five (5) additional skylights are located on the roof areas of apartments B1.302, C2.401, C3.301, C3.302 and C4.203. A Section 96 Modification Application (M2015/215) was approved by Council on 11 January 2016 for the roof skylights.

Any future DA would not require reconfiguration of the approved serviced apartments and would not require a change to the building envelopes, 'the look' or height of the approved mixed use development. A future 'change of use' DA would be required to facilitate the conversion to residential apartments.

In summary, the overall development complies with SEPP 65 and ADG. Visual impacts would be negligible or minor in nature. While there are minor changes required to the ground floor terrace areas, essentially the development will appear the same as currently approved.

### Safety and Security

The approved development has been designed to minimise potential safety and security issues and is in accordance with Crime Prevention Through Environmental Design (CPTED). The core CPTED design features for the development include clearly defined public spaces, passive surveillance of the public domain and secure and separate access points. These design features would be maintained as part of the rezoning of the subject site to enable the conversion of the serviced apartments to residential apartments.

The approved development was designed to enable residents to share lifts, lobbies and common open spaces with 'guests' of the serviced apartments. While the development was designed to minimise safety and security issues the approved serviced apartments could be leased out to third party operators such as Airbnb or Stayz. Hence, a number of social impacts could arise due to a lack of security, front of house concierge and transient nature of short-term guests staying at the serviced apartments.

The aforementioned Sydney Morning Herald Article 'NSW Government Investigating Airbnb Rentals' further emphasised that safety concerns are a major cause of concern for residents in the current format of Airbnb. The article also notes that Leichhardt Council is currently seeking legal advice on how to manage the letting through these third party operators.

If the subject site was rezoned to enable the future conversion of the serviced apartments to residential apartments, passive surveillance would be enhanced as a direct result of having more permanent residents in the buildings.

In summary, if the rezoning of the subject site is supported, and a future DA lodged to convert the approved serviced apartments to residential dwellings, the safety and security of the overall development would be further enhanced as a direct result of an increase in passive surveillance. In addition, residents would no longer be sharing lifts, lobbies and common open spaces with 'guests' of the serviced apartments, giving the perception of increased safety and security for residents of the development along with the local community.

### Community Cohesion

A cohesive community is one where 'there is a common vision' and a common 'sense of place'. During the community consultation period of both the refused and approved development schemes, the inclusion of serviced apartments within the development were raised as concerns by the community. Many submissions received during the consultation workshops and exhibition period identified that residential uses across the site were the preferred use.

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100-102 Elliott Street, Balmain



In addition, Councils across NSW have raised concerns regarding the short term leasing of apartments by third party operators such as Airbnb<sup>6</sup>. This type of short term leasing creates compliance issues for local Councils<sup>7</sup> and is becoming increasingly difficult to manage. This matter is a concern to residents in the Leichhardt LGA and Council is seeking further legal advice on how to manage this increasingly popular form of leasing of premises<sup>7</sup>.

In summary, community cohesion would be enhanced as a result of the rezoning and future conversion of the serviced apartments to residential apartments. The transient nature of the 'guests' staying at the serviced apartments would be replaced with permanent residents that are more likely to actively contribute to enhancing the cohesive nature of the community.

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<sup>6</sup> NSW Government investigating Airbnb rentals (Source: SMH Domain 4 July 2015)

<sup>7</sup> NSW Government investigating Airbnb rentals (Source: SMH Domain 4 July 2015)





### 3 Conclusion

Based on local strategic planning, demographic analysis and existing community facilities and capacity, this social assessment addendum has examined numerous social factors associated with the Planning Proposal for the rezoning of 100-102 Elliott Street, Balmain.

The conversion of the 19 serviced apartments to residential apartments is expected to generate a number of positive benefits to the local community including:

- As outlined in Council's Housing Strategy, the provision of additional housing stock, in particular one bedroom apartments to assist in meeting the needs of the community through differing stages of the housing life cycle, particularly young people, key workers and elderly people on lower incomes;
- The conversion of the serviced apartments to residential apartments would ensure the integration of the immediate character of the development which is located in a predominantly residential neighbourhood;
- Passive surveillance would be enhanced as a direct result of having additional permanent residents in the buildings;
- A greater 'sense of place' for the existing neighbourhood along with enhanced community cohesion; and
- Increased safety and security for future residents of the development and the local neighbourhood.

## ITEM 3.6 LEICHHARDT INDUSTRIAL PRECINCT PLANNING

<b>Division</b>	Environment and Community Management
<b>Author</b>	Executive Strategic Planner
<b>Meeting date</b>	10 May 2016 Policy Meeting
<b>Strategic Plan Key Service Area</b>	Community well-being Accessibility Place where we live and work A sustainable environment Business in the community

### **SUMMARY AND ORGANISATIONAL IMPLICATIONS**

<b>Purpose of Report</b>	To inform Council of the findings and recommendations of the Leichhardt Industrial Precinct Planning report and accompanying urban design study.
<b>Background</b>	<p>At the Policy Meeting of 10 February 2015, Council considered a report on the Strategic Sites, Centres and Corridors – Parramatta Road project and the Leichhardt Industrial Lands Study. Council subsequently resolved (in part) to endorse the Leichhardt Industrial Lands Study. In accordance with actions of the Study, Council engaged SGS Economics &amp; Planning to undertake a subsequent phase of industrial precinct planning.</p> <p>At its Policy Meeting of 8 March 2016, Council considered a report on the Leichhardt Industrial Precinct Planning interim report prepared by SGS Economics and Planning and urban design analysis undertaken by Architectus.</p> <p>Council subsequently resolved (C99/16P) (in part) to endorse the approach of the interim report as the basis for completion of the Leichhardt Industrial Precinct Planning project and to forward a copy to UrbanGrowth NSW for consideration in the preparation of the Parramatta Road Urban Transformation Strategy.</p>
<b>Current Status</b>	<p>In accordance with the resolution of 8 March 2016 (C99/16P), the interim report was sent to UrbanGrowth NSW.</p> <p>The Industrial Precinct Planning report and accompanying urban design study have now been completed.</p>

	<p>In April 2016, the University of Sydney and Sydney Local Health District submitted a Position Paper regarding the Camperdown industrial precinct to UrbanGrowth NSW. This supports commercial and industrial zonings in the precinct to help facilitate the development of a Biomedical and Biotechnology Hub.</p> <p>This may mitigate against the optional Strategy 3b of the SGS Leichhardt Industrial Precinct Planning Final Report. This strategy allows a small amount of residential development in a new B5 (Business Development) zone to help fund new commercial and industrial development.</p>
<b>Relationship to existing policy</b>	<p>The Strategic Sites, Centres and Corridors – Parramatta Road project, of which the industrial precinct planning work is a component, is identified in the Employment and Economic Development Plan and incorporates actions of the Community and Cultural Plan, Integrated Transport Plan, Affordable Housing Strategy and a number of Council resolutions.</p>
<b>Financial and Resources Implications</b>	<p>The Industrial Precinct Planning work is being funded from the \$160,000 Council allocated to the Strategic Sites, Centres and Corridors – Parramatta Road project.</p> <p>This proposal is consistent with the recent s23A Guidelines issued by the OLG in relation to financial expenditure.</p>
<b>Recommendation</b>	<ol style="list-style-type: none"> <li>1. That Council receive and note the report on Leichhardt Industrial Precinct Planning.</li> <li>2. That a further report be presented to Council in June which provides a cohesive strategy for the Parramatta Road and Norton Street corridors, synthesising the findings of the following studies: <ul style="list-style-type: none"> <li>- Leichhardt Industrial Precinct Planning;</li> <li>- Parramatta Road and Norton Street Urban Design Study;</li> <li>- Parramatta Road/Norton Street Corridor Heritage Study; and</li> <li>- Commercial and Retail Study: Norton Street and Parramatta Road;</li> </ul> and incorporates key elements of the Leichhardt Council submission on the Draft Parramatta Road Urban Transformation Strategy. </li> </ol>

<b>Notifications</b>	Community and stakeholder engagement in the review of <i>Leichhardt Local Environmental Plan 2013</i> and Leichhardt Development Control Plan 2013.
<b>Attachments</b>	<ol style="list-style-type: none"><li>1. Leichhardt Industrial Precinct Planning Final Report</li><li>2. Leichhardt Industrial Precinct Planning Urban Design Study</li><li>3. Report to 8 March 2016 Policy meeting on Leichhardt Industrial Precinct Planning Interim Report</li></ol>

## **Purpose of Report**

To inform Council of the findings of the Leichhardt Industrial Precinct Planning report and accompanying urban design study.

## **Recommendation**

1. That Council receive and note the report on Leichhardt Industrial Precinct Planning.
2. That a further report be presented to Council in June which presents a cohesive strategy for the Parramatta Road and Norton Street corridors, synthesising the findings of the following studies:
  - Leichhardt Industrial Precinct Planning;
  - Parramatta Road and Norton Street Urban Design Study;
  - Parramatta Road/Norton Street Corridor Heritage Study; and
  - Commercial and Retail Study: Norton Street and Parramatta Roadand incorporates key elements of the Leichhardt Council submission on the Draft Parramatta Road Urban Transformation Strategy.

## **Background**

At the Policy Meeting of 10 February 2015, Council considered a report on the Strategic Sites, Centres and Corridors – Parramatta Road project and the Leichhardt Industrial Lands Study. Council subsequently resolved (in part) to endorse the Leichhardt Industrial Lands Study. In accordance with actions of the Study, Council engaged SGS Economics & Planning to undertake a subsequent phase of industrial precinct planning.

At its Policy Meeting of 8 March 2016, Council considered a report on the Leichhardt Industrial Precinct Planning interim report prepared by SGS Economics and Planning and urban design analysis undertaken by Architectus.

Council subsequently resolved (C99/16P) (in part) to endorse the approach of the interim report as the basis for completion of the Leichhardt Industrial Precinct Planning project and to forward a copy to UrbanGrowth NSW for consideration in the preparation of the Parramatta Road Urban Transformation Strategy.

## **Report**

The Industrial Precinct Planning report and accompanying urban design study have now been completed. The findings of the feasibility testing, multi-criteria analysis and risk assessment remain as presented in the interim report and discussed in the report to Policy Council on 8 March 2016.

In parallel with the completion of this report, a University of Sydney and Sydney Local Health District partnership made a submission to UrbanGrowth NSW advocating that the Camperdown industrial precinct should be retained for employment uses as part of a Biomedical and Biotechnology Hub. Officers will assess this prospect in conjunction with the SGS study and incorporate their

conclusions in the report on a strategy for the Parramatta Road and Norton Street corridors to be presented to the June Policy Council meeting. For example the SGS optional strategy of introducing a small amount of residential development to fund new employment development in Camperdown is likely to be unsuitable and unnecessary under such a scenario.

Notwithstanding the above, the SGS Industrial Precinct Planning Final Report further develops the options for the LGA's industrial precincts subsequent to the March 2016 Interim Report, with a number of key changes which are outlined below.

### **Option 1: Business as usual approach**

Option 1 remains as outlined in the interim report. This option assumes that the risk of precinct fragmentation and land use conflict that comes with encouraging additional uses is too great to entertain. As such, it recommends no zoning changes within the LGA's IN2 (Light Industrial) precincts but does recommend strengthening of the role of the Precincts.

Option 1 aims to protect the LGA's industrial precincts and strengthen industrial character.

<i>Protection</i>
<b>Strategy 1:</b> Retain industrial (IN2) categorisation in majority of industrial precincts
<i>Strengthening of industrial character</i>
<b>Strategy 2:</b> Differentiate between industrial uses in the LGA

Table 1: Option 1 Strategies

Action 1.1 proposes retention of the IN2 (Light Industrial) zoning of ten of the LGA's eleven industrial precincts and Action 2.2 proposes rezoning Moore Street South to IN1 (General Industrial) to reinforce its role and function as a 'traditional' industrial precinct.

The rationale for Action 1.1 is the shortage of industrial floorspace in the LGA identified in the Industrial Lands Study undertaken by SGS in 2014. While the retention of IN2 zoned land will not necessarily increase industrial floorspace, it will actively protect against future development that may introduce land-use conflicts as well as ensure there is no continual erosion of remaining stock.

Justification for the introduction of the IN1 (General Industrial) zone into LEP 2013 is that it would enable differentiation between industrial uses and precincts within the LGA. While many of the precincts are comprised of small clusters of industrial units whose function fits with the IN2 zoning, there are some precincts that due to their size and role, are more 'traditional' industrial precincts. Moore Street South is Leichhardt's largest 'traditional' industrial precinct with regards to role and function. A rezoning to IN1 (General Industrial) would signal that this precinct is not the place for peripheral industrial uses to be considered and will not be a location for alternative uses such as commercial or residential.

Although feasibility testing undertaken by SGS for Moore Street South suggested that in some instances the introduction of commercial and/or residential could deliver

an increase in floorspace, the implications of the loss of this precinct due to fragmentation and land-use conflicts is too great to contemplate and that seeking a marginal increase in floorspace may jeopardise the future of the precinct.

### **Option 2: Policy change for key precincts**

This option assumes a scenario where:

- a) Pressure from the State Government to redevelop the Parramatta Road Corridor requires Council to take a lead in considering alternative land use arrangements;  
OR
- b) Council wishes to consider options that may deliver additional employment floorspace.

As such, this Option would reconceive the future roles of the Council's major industrial precincts and the actions required to progress this Option are outlined in Table 2.

<b>Strategy 3a:</b> Development of Camperdown as a distinct commercial precinct
<b>Strategy 3b:</b> Development of Camperdown as an industrial mixed-use precinct
<b>Strategy 4:</b> Re-configure the zoning of the Camperdown precinct
<b>Strategy 5:</b> Be proactive in aligning the Tebbutt Street/Parramatta Road Precinct with the future of the Parramatta Road Strategy
<b>Strategy 6:</b> Retain and protect all other industrial precincts

Table 2: Option 2 Strategies

The vision for Camperdown presented in the interim report has now been expanded upon to include two potential futures:

1. Development of Camperdown as a distinct commercial precinct (Strategy 3a)
2. Development of Camperdown as an industrial mixed-use precinct (Strategy 3b)

#### *Strategy 3a: Development of Camperdown as a distinct commercial precinct*

**ACTION 3.1** Introduce B5 (Business Development) zone to LEP 2013 and prohibit the use of 'Residential Accommodation'. Under the LEP 2013, the objectives of the zone should seek to:

- Enable a mix of business, warehouse and related land uses that require a large floor area in locations that are close to and that support the viability of centres.
- Encourage strategic employment opportunities and support the viability of industrial centres.
- Promote uses with active street frontages.

The rationale for Action 3.1 is that applying the B5 (Business Development) zone will build on the unique potential of the Camperdown precinct, resulting from its proximity to the CBD and major institutions (Royal Prince Alfred and Sydney University), to enable the precinct to leverage commercial office floorspace and industrial uses.

Strategy 3a is predicated on the precinct forming a direct relationship with a partnering institution such as RPA or the University of Sydney or grouping of such institutions. This strategy is not recommended without such an alliance.



The advisability of Council pursuing Strategy 3a has however been strengthened by the Sydney Uni/Health District April submission proposing that Camperdown become a critical part of a Biomedical and Biotechnology Hub.

*Strategy 3b: Development of Camperdown as an industrial mixed-use precinct*

As an alternative to Strategy 3a, Strategy 3b presents a more mixed-use, but potentially riskier approach to planning the future of the Camperdown precinct. The Biomedical and Biotechnology Hub proposal reinforces the suitability of Strategy 3a as a possible basis for the future of Camperdown. Conversely, it makes the introduction of a small amount of residential development to fund new employment development (Strategy 3b) more unsuitable and unnecessary.

Strategy 3b comprises the following Actions:

- ACTION 3.2** Introduce B5 (Business Development) into LEP 2013 and include 'Residential Accommodation' as a permitted use with consent. Under the LEP 2013, the objectives of the zone should seek to:
- Enable a mix of business, warehouse and related land uses that require a large floor area in locations that are close to and that support the viability of centres.
  - Provide for limited residential development in conjunction with permissible active ground floor uses.
  - Encourage strategic employment opportunities and support the viability of industrial centres.
  - Promote uses with active street frontages.

While this action proposes to include 'Residential Accommodation' in the B5 (Business Development) zone, the intent would be to prohibit low and medium density residential uses.

- ACTION 3.3** Provide additional direction with regards to floorspace proportions and height of buildings for the B5 (Business Development) zone in either the LEP or DCP. This would limit the total amount of residential GFA to approximately 20-30% of total GFA for individual development and control the minimum ceiling height on the ground floor of buildings in the B5 (Business Development) zone to at least 4 metres.

The rationale for the above actions is that allowing some residential development in the B5 zone will encourage a mix of uses and enhance the feasibility of new developments. Action 3.3 proposes to limit the amount of residential floorspace within individual developments to ensure that the predominant land use within the B5 zone is business-focussed.

Feasibility testing undertaken by SGS indicates that conventional industrial and commercial redevelopment in the Camperdown precinct is unlikely to be financially viable without a cross-funding residential component. The Biomedical and Biotechnology Hub concept reinforces the advisability of retaining the precinct for

purely employment uses and Council officers are unlikely to recommend Strategy 3b in their proposed report to the June Policy meeting.

#### *Strategy 4: Re-configure the zoning of the Camperdown precinct*

Irrespective of whether Strategy 3a or Strategy 3b is ultimately Council's policy preference for the precinct, the zoning configuration proposed for the Camperdown precinct remains the same in Strategy 4. As identified in the Interim Industrial Precinct Planning report, land on the periphery of the precinct is identified for rezoning to B5 (Business Development) (Action 4.1) while the core of the precinct is to retain its IN2 zoning (Action 4.2) (refer Figure 1 below).



Figure 1: Camperdown Precinct Structure Plan

The rationale for the rezoning to B5 is that the location of the Camperdown precinct in relation to the CBD and institutions such as the University of Sydney and RPA means it is well positioned to accommodate supporting industries. A B5 (Business Development) zone would permit a more commercial focus while enabling retention of many of the existing industrial uses. It would also capture much of the existing land use profiles, such as Bulky Goods Retail, that currently line this section of Parramatta Road. The retention of the IN2 zoning in the centre of the precinct acknowledges the desire to limit operational impact on the industrial core by locating non-industrial uses on the periphery. The proposed zoning configuration also aims to retain as much industrial floorspace as possible, ensuring that land remains available for the range of light industrial uses that require a location close to the CBD.

There are existing non-industrial uses operating on the perimeter of and within Leichhardt's industrial precincts which do not impact the key function of the industrial precincts. While the rezoning from IN2 (Light Industrial) to B5 (Business Development) will result in a loss of the industrial zone, it will not necessarily result in a complete loss of land use. An analysis undertaken by SGS has revealed that most of the current light industrial and commercial land uses are also permitted in the B5 (Business Development) zone.

The boundaries of the B5 and IN2 zones have been revised since the interim report to take account of the existing B7 site, protect a substantial proportion of IN2 land and provide a single zoning to Pyrmont Bridge Road to reinforce this corridor.

*Strategy 5: Be proactive in aligning the Tebbutt Street/Parramatta Road Precinct with the future of the Parramatta Road Strategy*

Under Option 2, the vision for the Tebbutt Street/Parramatta Road precinct remains as identified in the interim report. Strategy 5 aims to more closely align the land use future of the precinct with that presented in the Draft Parramatta Road Urban Transformation Strategy, incorporating a range of uses benefiting from the precinct's location and transport access. This includes rezoning the IN2 land on the eastern edge of Tebbutt Street, north of number 7, to B4 (Mixed Use) (action 5.1); rezoning IN2 land between Tebbutt Street and Hathern/Brown Street and between Flood Street and Elswick Street to B6 (Enterprise Corridor); and retention of the IN2 zoning and current controls between Flood and Upward Streets (action 5.3) (refer Figure 2 below).



Figure 2: Tebbutt Street/Parramatta Road Precinct Structure Plan

The primary reason for the potential rezonings is to demonstrate a proactive approach by Council to prospective change in the Tebbutt Street/Parramatta Road precinct. This would complement the direction of UrbanGrowth NSW and encourage the retention of more of the industrial precinct. Notwithstanding, the proposed zones are also consistent with existing and adjacent land uses and the B6 zone will retain opportunity for some industrial uses.

*Strategy 6: Retain and protect all other industrial precincts*

While not included in the interim report, Strategy 6 merely clarifies that where land in the Camperdown and Tebbutt Street/Parramatta Road precincts is rezoned, all other industrial precincts are to be retained and protected.

Option 2 has been developed in response to the pressure for land use change in the Camperdown and Tebbutt Street/Parramatta Road precincts coming from the Parramatta Road Urban Transformation Strategy process. SGS have recommended that this approach (and its subsequent strategies and actions) would enable Council to be proactive in controlling the future of these precincts and help Council to lead discussion on the future of these two major precincts, rather than see them be forcibly rezoned as part of a wider urban renewal strategy.

The option recognises the wider State government and university/health institutional context that these two precincts operate within and seeks to articulate a logical future for them. It also acknowledges, that there are clear risks if new zones and land uses are introduced to Leichhardt's existing industrial precincts. With the Industrial Lands Study forecasting that the LGA's industrial floorspace deficit will increase, there is a need to protect what remains. Accordingly, Option 2 also seeks to safeguard the remaining smaller precincts across the LGA from redevelopment.

## Urban Design Study

Architectus were engaged to undertake an urban design study to inform and complement the SGS Industrial Precinct Planning. The recommendations of the study are outlined below.

*Built form controls*

Following built form testing for the land identified in Option 2 for potential rezoning to B4 and B6 in the Tebbutt Street/Parramatta Road precinct and B5 in Camperdown, the following controls have been recommended:

Floor space ratio (FSR)	2.5:1  On sites larger than 5,000sqm, where new street and/or laneway connections have been recommended (for example the large site in the NW corner of the Camperdown Precinct) an FSR of 2:1 has been typically achieved in the testing.
Building height	19.2m (where two levels of 6m floor-to-floor industrial

	and two levels of 3.6m floor-to-floor commercial or residential)  26.4m (where two levels of 6m floor-to-floor industrial and four levels of 3.6m floor-to-floor commercial or residential and laneway connection or open space provided)
Setbacks	Zero setback for all ground and first floor levels.  Minimum 10m setback to be provided to Johnstons Creek corridor.

The built form testing undertaken for Camperdown is based on SGS's Strategy 3a where the land identified for possible rezoning to B5 is developed for the purposes of a commercial precinct comprised of industrial and commercial uses, with residential accommodation prohibited. For the land in the Tebbutt Street/Parramatta Road precinct identified for possible rezoning to B6, the built forms tested include a maximum of 20% residential floorspace.

### *Capacity*

The built form testing has identified the following capacities within the Camperdown and Tebbutt Street/Parramatta Road precincts:

	Industrial (sqm)	Commercial (sqm)	Jobs (based on 1 job per 50sqm)	Residential (sqm)	Dwellings (based on 1 per 85sqm gross floor area)
Camperdown	72,000	38,000	2200	-	-
Tebbutt St/Parramatta Rd	57,000	11,000	1,360	16,000	194

While the above figures represent net increases in industrial floorspace of 2000sqm in the Camperdown precinct and 13,000sqm in Tebbutt Street/Parramatta Road, it is unlikely that the net increases and the abovementioned capacities would be fully realised under the rezoning of land in these precincts from IN2 to B4 (Mixed Use), B5 (Business Development) and B6 (Enterprise Corridor). These estimates have been arrived at by applying potential built form outcomes developed using urban design principles. They do not necessarily reflect actual outcomes that the SGS study anticipates. Given the additional uses that would be permissible within these zones, it is more plausible to expect the amount of industrial floorspace to remain the same or decrease. Notwithstanding, SGS have established that the majority of light industrial and commercial uses currently operating in the Camperdown and Tebbutt Street/Parramatta Road precincts will continue to be permitted under the B5 and B6 zones.

### *Urban design principles for the Johnstons Creek corridor*



The following principles for development adjacent to the corridor are proposed:

- Provide a north-south connection on the western side and/or above the existing concrete channel – the existing ownership patterns and the recently completed Chester Street Park make this the most logical location for an active transport corridor.
- Provide clear sight lines and natural light access to the active transport corridor to improve passive surveillance.
- New development to provide a minimum 10m setback to the corridor. The finished ground levels of the setback area should be within 1m of the top of the concrete channel to facilitate public access along the corridor and improve visibility.
- Provide tree planting within the proposed 10m setback zone on IN2 and proposed B5 land to visually buffer existing residential houses on the western side of the channel.

The study also explores the positives and negatives of two alternatives for achieving the Johnstons Creek corridor pedestrian and cycle link. One option is a bridge over the stormwater channel and the other route is over the rear portions of adjoining residential properties which would need to be acquired.

#### *Superstop location and public domain spines*

The Draft Parramatta Road Urban Transformation Strategy (DPRUTS) provides indicative zones for public transport super stops within each of its identified Precincts. The Industrial Precinct Urban Design Study recommends alternate locations in the Camperdown and Taverners Hill (Tebbutt Street/Parramatta Road) precincts.

Under the DPRUTS, the Camperdown super stop zone straddles the intersection with Pyrmont Bridge Road, while Architectus recommend locating the stop on the eastern side of the intersection. Similarly, in Taverners Hill the DPRUTS has the zone located across the intersection with Flood Street, while the Industrial Precinct Planning urban design study moves it to the eastern side of the intersection. These relocations correlate with Architectus' structure plans for the precincts which reinforce Pyrmont Bridge Road and Flood Street as the primary public domain spines.

This proposal is consistent with the recent s23A Guidelines issued by the OLG in relation to financial expenditure

### **Summary/Conclusions**

The Leichhardt Industrial Precinct Planning Final Report presents options for the LGA's industrial precincts. These options, together with the urban design, commercial and retail and heritage studies for Parramatta Road and Norton Street approved by Council in March 2016 as a basis for policy development, will be further evaluated by Council officers. This will culminate in the preparation of a cohesive strategy for the corridors based on a synthesis of the recommendations of the studies. This strategy will be presented to Council at its Policy meeting in June.

## **Attachments**

1. Leichhardt Industrial Precinct Planning Final Report
2. Leichhardt Industrial Precinct Planning Urban Design Study
3. Report to 8 March 2016 Policy meeting on Leichhardt Industrial Precinct Planning Interim Report



## Leichhardt Industrial Precinct Planning

### Final report

Leichhardt Municipal Council  
April 2016



Independent insight.



This report has been prepared for Leichhardt Municipal Council. SGS Economics and Planning has taken all due care in the preparation of this report. However, SGS and its associated consultants are not liable to any person or entity for any damage or loss that has occurred, or may occur, in relation to that person or entity taking or not taking action in respect of any representation, statement, opinion or advice referred to herein.

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# EXECUTIVE SUMMARY

## Introduction

SGS Economics and Planning have been engaged by Leichhardt Municipal Council to undertake an investigation into Leichhardt's industrial precincts and provide recommendations for the future planning and management of the local government area's (LGA's) industrial-zoned (IN2) land. This report builds on the *Industrial Lands Study* produced by SGS in 2014.

This report includes five main components that have shaped the recommendations. These components are:

- An overview of the economic context and influences on industrial land in the LGA and inner-Sydney
- A detailed profile of each precinct
- A high-level feasibility analysis of built form options defined by co-consultants Architectus
- A Multi-Criteria Assessment of development options within three key precincts – Camperdown, Tebbutt Street/Parramatta Road and Moore Street South
- An assessment of risk that considered the implication of multiple land use scenarios within each of these key precincts

The intention is to guide Leichhardt Council's decision-making when planning for the future of these industrial lands in the face of increased pressure for redevelopment.

## Economic context

There are a number of internal and external factors that influence the role and function of industrial precincts and the pressures they face:

- Inner city industrial precincts are evolving. Inner city precincts are still important for a number of industries
- Maintaining the status quo either side of Parramatta Road will not be sufficient. Simply protecting industrial land with current floorspace provision will not meet future demand
- Many traditional industries are moving westward. Across Sydney, there is competition for land coupled with the need for some industries to operate on large lots with few encumbrances. This has meant that some industries are seeking to locate in the larger industrial land releases of western Sydney that are more attractive to these uses
- Industries that remain do so for a reason. Many businesses that remain in inner city precincts do so as they have strong links to surrounding business networks and are important parts of the supply chain
- Industrial land is being rezoned, but not necessarily to residential. Although demand for new housing places significant pressure on inner city industrial lands, the need for other commercial uses to operate in areas other than commercial cores is driving rezoning away from industrial uses

- A growing population needs service provisions. Future population growth, coupled with major urban renewal projects, will place pressure on remaining industrial lands to turn over to higher value land uses whilst simultaneously increasing demand for population-serving industries.

### Precinct profiling

A review of industry and lot size profiling of Leichhardt's industrial precincts identified the following key issues:

- There is a shortage of industrial land at a subregional level. Local development patterns and long-term growth limit the ability for these precincts to expand. This pressure is most acute for industrial uses that require larger floorplate sites, such as subregionally-oriented industries such as freight and logistics, as these sites are increasingly rare in the inner city.
- There is a shortage of local services within Leichhardt. The 2014 *Industrial Lands Use Study* undertaken by SGS identified an industrial floorspace shortfall of between 7,000sqm and 55,000sqm by 2036. These are services that are traditionally found within local industrial estates, close to their local market.
- There is a need to provide sufficient floorspace and appropriate built form configurations to support emerging uses. Inner city industrial estates must retain a degree of agility, such as flexible floorspace sizes, in order to transition from 'traditional' functions and accommodate a range of evolving industries and businesses who require industrial precinct characteristics to operate.
- Industrial precincts are under threat from other uses. Competition for inner city land is placing pressure on industrial precincts to turn over to 'higher value' uses. This pressure comes from a number of land-uses, including residential, bulky goods retail and commercial.

### Feasibility testing

The feasibility testing of development options focused on three precincts: Camperdown, Tebbutt Street/Parramatta Road and Moore Street South. For each, three development scenarios were considered: Industrial only, industrial + commercial, and industrial + commercial + residential. This was done to ensure that a sequential logic test was applied to determine what may need to be introduced in order to return a feasible result. This analysis identified the following:

- Industrial development alone will not provide additional industrial floorspace. The cost of redeveloping industrial buildings with the sole intent of increasing industrial floorspace exceeds the revenues that would be generated through retained industrial uses. For developments to be feasible, the rent per square metre would need to at least double from the local market average, or, significantly more industrial floor space would need to be provided to achieve financial economies of scale. This is constrained by the size of the precincts, lots and floorspace configurations industrial uses require.
- The addition of commercial floorspace brings the result closer to feasible. Adding commercial floorspace to the floorspace mix of buildings increases development costs and requires taller buildings, however the higher rent per square metre can, in some instances, enable a development to cross the feasibility threshold. This option would require a significant amount of commercial floorspace to achieve this.



- **Residential is the easiest way to generate additional industrial floorspace.** Residential returns the highest land values on a per square metre basis and it is therefore the most efficient at returning a feasible result. It also does not necessarily require a significant proportion of total gross floor area (GFA), however it does necessitate the construction of taller buildings. The introduction of residential uses, however creates the greatest land use conflict of the alternative land uses considered.
- **Residential does not need to dominate.** Although it varies from site to site and by precinct, the introduction of residential to generate a feasible result may only require in the order of 20-30% of total floorspace. This is also based on a conservative price assumptions of \$790,000.
- **Lot size does not appear to matter.** In the scenarios and sites tested, there does not appear to be a pattern where lot size provides a better or worse feasibility result.

### Multi-Criteria Analysis

The multi-criteria analysis (MCA) assesses the options for each precinct tested in the feasibility model against a series of criteria and indicators. This helps to determine what options are stronger and which are weaker. The MCA summarised these into positives (+) and negatives (-).

#### Industrial only option

+ Increase industrial floorspace to provide additional support for future uses

- Increase impact on local road network
- Lack of feasibility

#### Industrial + commercial option

+ Commercial floorspace will provide for future commercial needs and support additional local services  
 + Commercial floorspace is not necessarily a land-use conflict with industrial uses  
 + Commercial activity could attract new uses to Camperdown

- Increased accessibility and parking issues
- Increase in rents
- Change in identity and intent of precincts
- Feasibility requires significant quantum of floorspace

#### Industrial + commercial + residential option

+ Residential development will increase housing supply and there is demand in the area  
 + Development is likely to be attractive and can provide development contributions

- Residential will have a significant impact on the ongoing industrial function
- Residential can fragment the precinct to the point that it no longer can operate effectively
- Introduction of residential development sets a precedent for future precincts

### Risk assessment

Development within existing industrial areas provides a number of risks to the ongoing function of the precincts. In general, the risk to the ongoing function increases as additional land uses are introduced. The risks for each development option are summarised as follows:

#### Industrial only option

- LGA continues to have a shortage of industrial lands
- Demand for residential development continues to place pressure on IN2 zones



#### Industrial + commercial option

- Higher land values may drive lower value land uses (such as traditional industrial) out of the precinct
- Introduction of commercial may alter the intent and function of the precinct
- Would likely mean uses such as car repair workshops are driven out due to noise and amenity issues
- May encourage commercial development in areas that are less suitable than others in the area

#### Industrial + commercial + residential option

- High risk of precinct fragmentation and significant inhibitor of traditional industrial uses due to noise and amenity
- Increase land values that force other users out
- Encourages land speculation, placing further pressure on any remaining IN2 land
- Encourages industrial land owners not to continue to invest in their properties

### Recommendations

SGS has identified a number of recommendations to provide guidance for the future planning of Leichhardt's industrial precincts. As this is predicated on the desire to protect or increase industrial floor space to meet future demand, the recommendations are categorised into two options:

#### Option 1: Business as Usual approach

This option assumes that the risk of development outweighs the reward in terms of increased industrial floor space and provides recommendations geared towards protection of remaining precincts:

##### Strategy 1: Retain industrial (in2) categorisation in majority of industrial precincts

- Action 1.1 Retain IN2 Light Industrial zoning and continue to protect the following precincts from rezoning:
- Balmain East
  - Balmain Road
  - Lilyfield Road
  - Marion Street
  - Moore Street North
  - Terry Street
  - White Bay
  - Camperdown
  - Moore Street South
  - Tebbutt Street
  - Lords Road

##### Strategy 2: Differentiate between industrial uses in the LGA

- Action 2.1 Introduce IN1 General Industrial zoning into the Local Environment Plan (LEP) land use table
- Action 2.2 Rezone Moore Street South industrial precinct to IN1 General Industrial

## Option 2: Policy change

This option assumes that there is continued pressure on Leichhardt to redevelop its precincts, perhaps driven by development aspiration for the Parramatta Road Corridor. The desire for an alternative approach may also come from Council seeking to reduce their industrial floorspace deficit in light of the potential risks that would entail.

### Strategy 3a: Development of Camperdown as a distinct commercial precinct

- Action 3.1 Introduce B5 (Business Development) zone into LEP 2013 and prohibit 'Residential Accommodation'

*NB: Strategy 3a is predicated on the precinct forming a direct relationship with a partnering institution such as RPA or the University of Sydney. Without such an alliance, this strategy is not recommended. As an alternative to Strategy 3a, Strategy 3b presents a more mixed-use, but potentially riskier approach to planning the future of the Camperdown precinct.*

### Strategy 3b: Development of Camperdown as an industrial mixed-use precinct

- Action 3.2 Introduce B5 (Business Development) into LEP 2013 and include 'Residential Accommodation' as a permitted use with consent
- Action 3.3 Provide additional direction with regards to floor space proportions and height of buildings for the B5 Business Development zone in either the LEP or Development Control Plan (DCP) if they are unable to be included in the LEP. This would limit the total amount of residential GFA to approximately 20% to 30% of total GFA for individual development and control the minimum ceiling height on the ground floor of buildings in the B5 (Business Development) zone to at least 4 metres.

### Strategy 4: Re-configure the zoning of the Camperdown precinct

- Action 4.1 Re-zone the outer fringe of the precinct to B5 Business Development (see map in Recommendations chapter).
- Action 4.2 Retain existing IN2 zone in core of precinct (see map in Recommendations chapter).
- Action 4.3 Set a clear vision for the future industry identity of the Camperdown Precinct

### Strategy 5: Be proactive in aligning Tebbutt Street/Parramatta Road precinct with the future of the Parramatta road strategy

- Action 5.1 Re-zone eastern edge of Tebbutt Street to B4 Mixed Use north of Number 7 Tebbutt Street (see map in Recommendations chapter).
- Action 5.2 Re-zone IN2 Light Industrial zoned land in precinct between Tebbutt Street and Hatherly Street and between Flood Street and Elswick Street to B6 (Enterprise Corridor) (see map in Recommendations chapter).
- Action 5.3 Retain IN2 Light Industrial zoning between Flood Street and Upward Street (see map in Recommendations chapter).

### Strategy 6: Retain and protect all other industrial precincts

- Action 6.1 All other precincts, with the exception of Camperdown and Tebbutt Street/Parramatta Road will be retained as per Strategies 1 and 2 under Option 1.

# 1 SUMMARY OF INDUSTRIAL LAND STUDY

In 2014, SGS were commissioned by Leichhardt Municipal Council to undertake an Industrial Lands Study for all industrially-zoned land in the LGA. This report was underpinned by a land-use audit that determined the floorspace, industry type and broad land-use categorisation of each lot across the LGA's industrial precincts.

Future demand for industrial floorspace was forecast from employment projections for Leichhardt produced by the Transport for NSW's Bureau of Transport Statistics (BTS). These were converted to floorspace projections using SGS's in-house modelling, derived from land-use audits undertaken across Sydney.

The report concluded that in light of future population and employment growth in the LGA, Leichhardt would see a deficit of between 7,500sqm and 55,000sqm by 2036. The range is due to a number of scenarios being tested. The most conservative of these was that no additional development would take place in industrial precincts to provide more floorspace, while the most optimistic assumed that all lots in all precincts would be developed to the maximum theoretical capacity under existing planning controls (floorspace ratio and building height).

The study was adopted by Council in early 2015.

## 2 ECONOMIC CONTEXT

### 2.1 Industry trends and drivers

#### The story of Sydney's inner city industrial lands

Businesses and industries that locate within inner city industrial lands play an important role in the functioning of cities. These precincts vary in size and make-up. They support commercial centres and the businesses that locate in them, through functions such as archiving, print, wholesale retail and food and beverage preparation. These precincts also serve the needs of surrounding local and sub-regional populations by accommodating uses such as panel beaters, specialised retailers (for example builders' merchants), storage facilities, and works depots of municipal councils.

Aside from simply providing appropriate land to accommodate these functions, industrial zones IN1 General Industrial and IN2 Light Industrial also serve to suppress land values. This is especially significant in cities such as Sydney, where inner city land values have risen dramatically in recent years. In Leichhardt, the median house and apartment price is \$1,367,500 and \$852,500 respectively (compared to a Sydney-wide median of \$900,000 and \$650,000 respectively), highlighting the demand for land and the premium that is placed on proximity to the CBD.

The suppression of land values through zoning mechanisms is an important function of planning. On face value, industrial land uses cannot compete on a dollar per square metre basis against higher value uses such as residential. This, however, masks the value-add that industrial land contributes when proximate to commercial centres and residential populations. Businesses that operate in industrial precincts can do so due to the lower cost environment that industrial zoning permits. Without the suppression of land values through zoning, a plumbing supplier or storage facility could not compete with the returns that residential would provide on that land. These uses would be forced away from the area, increasing the operating cost of the business.

It is important to note that there are two distinct functions that businesses operating in inner city industrial precincts tend to serve. The first is of a sub-regional nature, with the business (or collection of complementary businesses within an industrial precinct) providing a service that supports the operation of the sub-region or even metropolitan region. These include secondary freight and logistics distribution facilities such as Australia Post depots that support a wide range of LGAs.

The second function is of a more local nature, with a precinct's operations servicing a smaller network. These include council depots, storage facilities, or print operations and differ depending on whether their local network is predominantly business or residentially-oriented.

#### Multi-functional precincts

Industrial lands deliver a diverse mix of jobs. Across Sydney, almost two-thirds of jobs in industrial lands relate to five industrial sectors collectively referred to as 'production and manufacturing'<sup>1</sup>.

This, however, means that one third of Sydney's industrial lands comprise of a range of other activities. These vary significantly across districts and precincts but can include arts and recreation, financial and insurance services and education and training.

<sup>1</sup> These industries are: Manufacturing, Wholesale Trade, Transport, Postal and Warehousing, Construction and Electricity, Gas, Water and Waste Services. (ELBP 2015)



While production and manufacturing reflect common perceptions of industrial precincts, they are in transition from traditional production and manufacturing uses and adapting to meet the needs of Sydney's global economy. These transitions are resulting in:

- an increasing demand for larger floor space to accommodate freight/logistics
- increasing competition from other land uses, such as residential, in inner city districts
- a greater need to maximise transport accessibility to link to customers and distributors
- a greater emphasis on the economic value of agglomeration opportunities

The distinction between large industrial lands in Sydney's west and more concentrated inner city precincts is also growing. The inner city industrial lands, in particular, contain a complex mix of local services and businesses locating near clients in strategic centres and customers in surrounding areas. The mix of activities in industrial precincts varies greatly. Against the Sydney-wide figure of one-third, fifty per cent of jobs located in inner-city industrial precincts are something other than 'traditional' industrial uses.

### The evolving functions

The role of inner city industrial precincts is evolving alongside the industries locating within them. Changing business models that promote 'factory door' shops fronting a production facility have begun to attract people to precincts that were previously utilitarian in nature. This adds a degree of activity to precincts and supports businesses but can impact on more traditional operations that require, for instance, regular heavy vehicle access. Urban manufacturing has also shifted the focus from large floorplate manufacturing techniques towards smaller-scale operations. This has coincided with the rise of strata-subdivided business park-style industrial developments. The rise of 3D printing is expected to continue the growth of small-scale, higher-value production in precincts close to clients.

### Land use contestability

Competition for industrial lands in the inner city is high. These lands are often well located near public transport, main roads and, in the case of Leichhardt in particular, close to services and local amenities such as shopping centres and high streets. These characteristics are attractive to residential development in particular because the land values under industrial zoning are lower than surrounding residential land values. This often leads to land holdings being speculatively acquired in the hope that sustained pressure will see land values turn over to higher-value residential use.

Industrial lands also face pressure from other business and retail sectors. The transition of many traditional 'heavy' manufacturing businesses to larger, unencumbered precincts in Sydney's west has seen many of the remaining buildings filled with emerging industries as well as opportunistic businesses with no real need to locate in industrial precincts aside from the versatility of the building floorplates and lower rents. Retail use, particularly bulky-goods retail is also drawn to these precincts – again due to lot sizes and lower land values.

## 2.2 Subregional snapshot

As an LGA within Sydney's Central subregion, Leichhardt has a relatively small amount of industrially-zoned land. Its approximately 100 hectares equates to 7 per cent of the subregion's total. Although already small, Leichhardt's industrially-zoned land is continuing to reduce. Between 2011 and 2015, Leichhardt saw a net loss of almost 5 hectares, 4.5% of the LGA's 2011 total (Table 1). This loss, coupled with Leichhardt's small amount of industrial land and neighbouring Marrickville's similar amount (170 hectares in 2015) has meant that continued demand, in particular for population-serving industries such as self-storage services or automobile maintenance and repairs, are facing increasing pressures.

TABLE 1. CHANGE IN INDUSTRIALLY-ZONED LAND BY LGA, 2011-2015

LGA	Total industrial lands 2011 (Ha)	Total industrial lands 2015 (Ha)	Net change (2011 to 2015) (Ha)
Ashfield	7.9	7.0	-0.9
Botany Bay*	398.6	483.1	84.5
Barwood	1.2	0.7	-0.5
Canada Bay	31.1	30.4	-0.7
Leichhardt	106.6	101.7	-4.9
Marrickville	167.2	169.2	2.0
Randwick	234.7	204.3	-30.4
Strathfield**	198.7	287.0	88.3
City of Sydney	154.1	161.1	7.0
Waverley	0.0	0.0	0.0
Woolloomooloo	0.0	0.0	0.0
<b>TOTAL</b>	<b>1,300.1</b>	<b>1,444.5</b>	<b>144.4</b>

Source: NSW Department of Planning and Environment's Employment Lands Development Program, 2011-2015

\* In 2012, Port Botany was added to the list of industrial lands through the reclassification of Botany Bay

\*\* In 2014, Strathfield's regional council received approval to rezone some of the site of the former Leichhardt Freight Interchange to industrial

Demand for these lands is evident when examining vacancy rates for each LGA in the Central subregion. Vacancy rates are measured by the proportion of undeveloped land as a percentage of an LGA's total industrial lands (developed plus undeveloped land). This is defined through the NSW Department of Planning and Environment's Employment Lands Development Program (Table 2).

TABLE 2. INDUSTRIAL LANDS VACANCY RATE, 2015

LGA	Vacancy rate (percentage of undeveloped land)
Ashfield	1%
Botany Bay	5%
Barwood	0%
Canada Bay	1%
Leichhardt	3%
Marrickville	4%
Randwick	0%
Strathfield	8%
City of Sydney	4%
Waverley	0%
Woolloomooloo	0%
<b>SUBREGIONAL TOTAL</b>	<b>4%</b>

Source: NSW Department of Planning and Environment's Employment Lands Development Program, 2011-2015

As discussed in section 2.1, competition for inner city industrial land comes from a number of alternate land uses. Table 3 identifies what zone industrial land in the subregion has been rezoned to between 2011 and 2014. Although residential is cited as the largest threat to industrial lands, employment and business rezoning's clearly dominate.

This suggests that inner city councils, landowners and businesses are seeing continued demand for the type of floorspace and location that these precincts provide and are seeking to adapt them to meet emerging needs of a diverse set of industries.

TABLE 3. LAND REZONING AWAY FROM INDUSTRIAL, CENTRAL SUBREGION, 2011-2014

Subregional rezonings (Hectares)			
Year	Total rezoned to residential	Total rezoned to business (B1, B2, B4)	Total rezoned to employment (B5, B6, B7)
2014	0.8	0.7	0.5
2013	11.7	0.7	0
2012	0.7	1	0
2011	5	2.5	26.7
<b>Total</b>	<b>18.2</b>	<b>4.9</b>	<b>27.2</b>

Source: NSW Department of Planning and Environment Employment Land Development Program, 2012-2013

This transition away from industrial uses to other employment uses reflects the observation made in the 2015 Employment Lands Development Program (and discussed in Section 2.1) that a significant proportion of industrial land use is outside of what many people would consider 'traditional' industry. This important distinction highlights the transition that many industrial precincts are undergoing, in particular in inner city industrial precincts where competition for alternate uses is high.

### 2.3 Future growth

#### Subregional population growth

Demand for inner city living and the benefits many derive from it will see the population of the central subregion continue to grow. Across the subregion, Bureau of Transport Statistics (BTS) population projections indicate an overall growth of 40% above 2011 population levels by 2036 (Table 4). Leichhardt is forecast to grow by 27% over this period.

TABLE 4. PROJECTED SUBREGIONAL POPULATION GROWTH BY LGA

Ashfield	43,538	55,245	27%
Botany Bay	41,504	59,456	43%
Berwood	34,176	49,942	46%
Canada Bay	80,065	117,002	46%
Leichhardt	55,642	70,588	27%
Marrickville	81,121	107,594	33%
Randwick	137,792	182,537	32%
Strathfield	37,239	53,411	43%
City of Sydney	183,281	291,878	59%
Waverley	68,698	85,427	24%
Woolloomooloo	56,320	70,109	24%
<b>TOTAL</b>	<b>819,376</b>	<b>1,143,189</b>	<b>40%</b>

Source: Bureau of Transport Statistics, 2014

#### Major subregional development

In addition to BTS projections, a number of significant urban renewal projects are in various stages of planning. These will directly impact Leichhardt with concentrated population growth in specific areas. They are also likely to increase demand for local services in centres such as Norton Street.

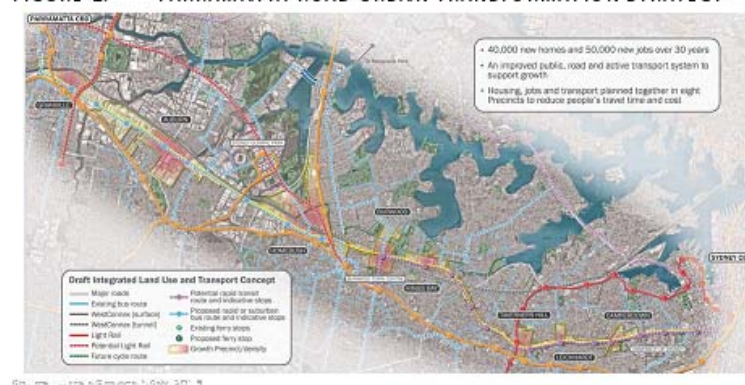
#### Parramatta Road Corridor

UrbanGrowth NSW recently released their *Draft Parramatta Road Urban Renewal Strategy* (September 2015). This provides a planning framework and Vision for the entire length of Parramatta Road, driven by the need to better utilise the major transport corridor. The corridor's development is precipitated by the delivery of the WestConnex Motorway which UrbanGrowth NSW contend will reduce vehicular movements along Parramatta Road and facilitate mixed use development.



The draft strategy proposes 70,000 additional residents in 40,000 new dwellings, along with 50,000 new jobs along the corridor. Three of the corridor's eight precincts; Taverner's Hill, Leichhardt and Camperdown are partially located in the Leichhardt LGA. Collectively, UrbanGrowth NSW propose that these precincts could accommodate up to 9,310 new residents and a net loss of 164 jobs by 2050.

FIGURE 1. PARRAMATTA ROAD URBAN TRANSFORMATION STRATEGY



These proposed precincts will place significant pressure on Leichhardt's existing industrial lands, in particular Tebbutt Street and Camperdown. Camperdown in particular is of concern as it still retains a strong industrial character which the draft strategy proposed to supplant with more mixed use and residential land use.

#### Bays Precinct

UrbanGrowth NSW are also in the process of developing a plan for the renewal of the Bays Precinct, an 80 hectare site with over five kilometres of waterfront stretching around White, Rozelle and Blackwattle Bays. The plan is in its infancy and will be delivered over the next 30 years. The nature of the project is such that no firm population or job numbers have been provided at the time of writing. However, it can be expected that across the precinct, in both Leichhardt and the City of Sydney, the Bays Precinct will provide new homes and places of work for thousands of people.

FIGURE 2. BAYS PRECINCT TRANSFORMATION AREA



The Bays Precinct incorporates or sits adjacent to some of Leichhardt's last remaining significant industrially-zoned lands. The White Bay industrial precinct may face pressure from development that occurs along the White Bay foreshore.

#### WestConnex

WestConnex is a 33 kilometre motorway project, adopted by the State Government in 2012 and scheduled for staged completion between 2019 and 2023. The motorway is proposed to deliver vehicles into the CBD from the west and help to alleviate congestion along Parramatta Road. As mentioned above, it is identified by UrbanGrowth NSW as a piece of catalytic infrastructure that will enable the revitalisation of the Parramatta Road Corridor.

FIGURE 3. WESTCONNEX CONCEPT DESIGN

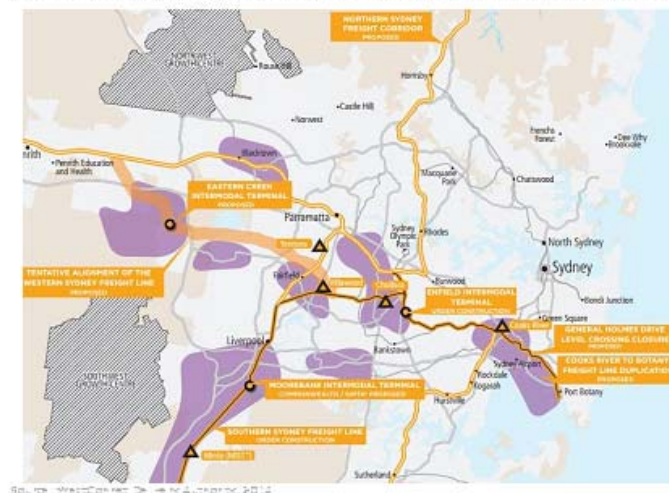


The final alignment of Stage Three of the WestConnex project is yet to be confirmed. This is the section that would go under Leichhardt and the uncertainty regarding any potential on/off ramps makes planning for future land use more difficult due to a lack of clarity regarding potential land acquisition requirements.

#### Port Botany and Sydney Airport

Port Botany and Sydney Airport are critical pieces of freight infrastructure for NSW. Both are identified in *A Plan for Growing Sydney* as Transport Gateways. Between 2011 and 2015, Port Botany expanded its operational area by over 80 hectares in order to accommodate future growth. This has been driven, in part, by a State-identified need to increase the proportion of freight containers transported by rail from 20% to 40% in an attempt to better utilise freight rail networks and reduce road congestion. This expansion of freight networks is supported by improvements to and delivery of new intermodal terminals across Sydney, such as Enfield and Moorebank.

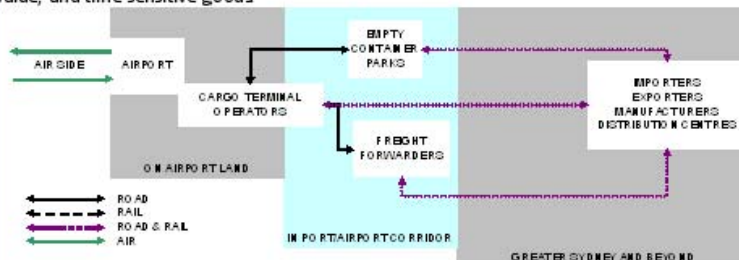
FIGURE 4. SYDNEY'S FREIGHT PRECINCTS AND FREIGHT NETWORK



Both the port and airport precincts, however, suffer from an inability to dramatically expand due to constraints presented by surrounding land uses. As freight requirements continue, industrial precincts in surrounding LGAs such as Leichhardt and Marrickville may see an increase in demand for port and airport-related services, due to their proximity.

#### The Sydney Airport logistics chain

The figure below shows a simplified logistics chain linking Kingsford Smith Airport with the Sydney region. Around 80 percent of airfreight arrives and leaves in the belly of passenger aircraft. The remaining 20 percent is carried on dedicated freight aircraft. Air freight tends to be low volume, high value, and time sensitive goods.



Cargo Terminal Operations (CTOs) currently reside within the Airport's Freight Precinct. CTOs include Qantas, Auspost, DHL and Patrick. The onsite location offers a contiguous airside-landside interface. CTOs bring freight in, and move it onto the plane, and vice versa. Due to space constraints on the airport site, some CTO operations overlap onto the surrounding land area, for example Qantas' landholdings in Botany Bay LGA, which include private road access to the Airport.

Airfreight forwarders are located close to the airport, and pack/unpack consignments into air freight containers referred to in the industry as Unit Load Devices (ULDs). Consignments that are not processed by airfreight forwarders are transported directly between CTOs and importers, exporters, manufacturers, and distribution centres. Because of the low volume, high value, time sensitive characteristics of air freight, small truck transport tends to be favoured over rail. Empty ULDs are returned to container parks near the airport for repacking or empty export.



### Subregional supply and demand

SGS has undertaken industrial land studies for Leichhardt and neighbouring LGAs, including Marrickville and the City of Sydney. Both Leichhardt and Marrickville used the same methodology and were undertaken in 2014. In both, future employment demand (using BTS employment projections converted to floorspace) has been compared with the LGA's current supply under various development scenarios

TABLE 5. FORECAST LGA INDUSTRIAL LAND SUPPLY-DEMAND GAP, 2014 TO 2036

	Min	Med (40%)	Med (60%)	Max
Leichhardt	-54,965	-33,811	-22,335	-7,568
Marrickville	-39,932	168,522	249,985	750,452
TOTAL	-94,897	134,711	227,650	742,884

Source: SGS Economic and Planning, 2014

Table 5 shows the projected supply-demand gap in three scenarios. The minimum scenario assumes that no additional development will occur across both LGAs' industrial lands. The maximum scenario assumes that theoretically, all industrial lands are developed to maximum permissible capacity under existing planning controls. The two medium scenarios each assume some degree of development (40% and 60% of maximum theoretical capacity respectively). Maintaining current lot arrangements and usage across both LGAs industrial precincts would create a deficit of almost 100,000 sqm by 2036. Some development, particularly in Marrickville where building controls enable greater intensity of floorspace per lot would, however, return a surplus. This is precipitated on Marrickville retaining its industrial lands, however it too is facing increasing pressure for residential and mixed use development within its precincts.

A study was undertaken by SGS for the City of Sydney's industrial and employment lands in 2013. This found that there was sufficient zoned land to accommodate the LGA's future demand, however the precinct's proximity to the airport and port mean that industries requiring this proximity will look to locate in the City of Sydney and possibly push industries without such a tie to nearby precincts such as Marrickville and Leichhardt. It is also important to note that much of Leichhardt's uses are local in nature and not easily transferable to other LGAs.

### 2.4 Key messages

- Inner city industrial precincts are evolving. Inner city precincts are still important for a number of industries. As larger floorplate industries move out, they are being replaced by emerging industries such as higher value urban manufacturing as well as a number of creative industries that require large floorspace but are not classified as 'traditional' industrial uses.
- Maintaining the status quo either side of Parramatta Road will not be sufficient. Simply protecting industrial land with current floorspace provision will not meet future demand.
- Many traditional industries are moving westward. Across Sydney, there is competition for land coupled with the need for some industries to operate on large lots with few encumbrances. This has meant that some industries have moved out of inner city precincts. The large industrial land releases of western Sydney are more attractive to these uses.
- Industries that remain do so for a reason. Many businesses that remain in inner city precincts do so as they have strong links to surrounding business networks and are important parts of the supply chain. They may support the operations of a nearby centre, rely on infrastructure to operate or act as a subregional distribution point for goods and services that cannot locate away from their market.
- Industrial land is being rezoned, but not necessarily to residential. Although demand for new housing places significant pressure on inner city industrial lands, the need for other commercial uses to operate in areas other than commercial cores is driving rezoning away from industrial uses. These tend to be towards B5 Business Development, B6 Enterprise Corridor or B7 Business Park.
- A growing population needs service provision. Future population growth, coupled with major urban renewal projects, will place pressure on remaining industrial lands to turn over to higher value land uses whilst simultaneously increasing demand for population-serving industries.

### 3.1 Introduction

FIGURE 5. LEICHHARDT'S INDUSTRIAL PRECINCTS



### 3.2 Current capacity summary

Table 6 identifies the current floorspace capacity of the industrial zoned precincts in Leichhardt. In total, Leichhardt currently has 308,092 sqm of floorspace within its industrial precincts. Appendix 1 defines the Broad Land Use Categories (BLCs).

TABLE 6. SUMMARY OF CURRENT PRECINCT FLOORSPEACE, 2014

Precincts	Broad Land Use Categories (BLCs) (sqm)											Total
	BP	D	FL	LL	ML	O	RBG	RES	RM	US	VBL	
Ba Ina in East	-	-	-	-	-	916	-	482	-	-	-	1,398
Ba Ina in	-	-	-	7,365	3,613	5,534	1,027	-	533	-	-	18,072
Camperdown	-	474	-	40,983	-	2,587	26,339	4,134	330	-	677	75,523
Marion	-	8,441	651	3,752	-	-	-	-	-	-	-	12,844
Lilyfield Road	-	-	779	2,794	1,150	214	-	428	-	-	-	5,364
Lords Road	-	243	-	11,111	-	-	-	-	-	-	-	11,354
Moo re Street South	-	1,111	11,375	10,216	13,875	3,314	6,098	1,107	-	434	1,960	49,490
Moo re Street North	-	-	-	6,360	5,256	-	-	-	-	-	-	11,616
Tebbott St/ Para matta	-	104	639	21,142	3,130	7,776	11,108	1,205	2,092	-	-	47,196
Terry Street	-	1,007	560	8,929	976	-	728	2,907	-	52	-	15,161
White Bay	-	480	1,483	37,948	16,393	897	1,650	847	-	-	376	60,075
<b>Total</b>	<b>-</b>	<b>11,860</b>	<b>15,487</b>	<b>150,600</b>	<b>44,393</b>	<b>21,238</b>	<b>46,951</b>	<b>11,109</b>	<b>2,955</b>	<b>487</b>	<b>3,013</b>	<b>308,092</b>

### 3.3 Future potential capacity

The land audit undertaken by SGS for the *Leichhardt Industrial Lands Study* in 2014 identified the existing floorspace for each land use type. A series of scenarios were identified in that study to determine how much floorspace is likely to be available in the future.

The scenarios are used to consider the possible degrees of development and intensity of use on these industrial lands. The four capacity scenarios include:

- **Minimum.** Vacant floorspace plus floorspace on vacant sites assuming these will be developed up to the maximum allowable under current controls
- **Medium (40%).** The 'minimum' capacity scenario plus capacity on occupied sites. In this scenario we only include capacity on occupied sites where the current FSR is less than 40% of the existing observed FSRs in that precinct. On these sites we assume that capacity exists up to the current average FSR in that particular precinct. If a site's existing FSR is 40% or more than the current average FSR we assume that it has no capacity.
- **Medium (60%).** The 'minimum' capacity scenario plus capacity on occupied sites. In this scenario we only include capacity on occupied sites where the current FSR is less than 60% of the existing observed FSRs in that precinct. On these sites we assume that capacity exists up to the current average FSR in that particular precinct. If a site's existing FSR is 60% or more than the current average FSR we assume that it has no capacity.
- **Maximum.** Again, this includes the 'minimum' capacity scenario plus capacity on occupied sites. However, in this case, all occupied sites are included and capacity is the difference between existing floorspace and the maximum allowable under current controls

These scenarios do not consider the feasibility of development or utilise market assessments within each scenario. They are used as an incremental examination into the theoretical ability for Leichhardt's industrial lands to accommodate any future growth. However, they have been established with consideration to realistic development possibility. In order to calculate these scenarios, an average FSR was derived for each precinct (refer to Table 7).



TABLE 7. LEICHHARDT INDUSTRIAL LANDS AVERAGE PRECINCT FSR

Precinct	Ave. FSR
Ba lma in East	0.9
Terry St	0.7
White Bay	1.0
Ba lma in Rd	1.5
Lilyfield Rd	0.8
Moo re St North	1.2
Moo re St South	1.1
Ma rion St	1.2
Lords Rd	1.2
Tebbott St/ Pa ra matta Rd	1.1
Ca mperdown	1.0

Source: SGS Economics and Planning, 2014

Some precincts have observed average FSRs greater than the maximum permissible 1.1. The medium scenarios use this as their basis because it is an accurate reflection of prevailing conditions within precincts. The maximum scenario is more hypothetical, giving an indication of what could be delivered if all industrially zoned land was re-developed in accordance with current policy. This approach allows realistic scenarios to be compared with hypothetical policy scenarios.

The capacity analysis in Table 8 shows that with minimal development of industrial lands within Leichhardt, there is very little surplus capacity within the existing industrial precinct profiles (just under 7,000sqm). Under two medium capacity scenarios, which considered varying levels of site redevelopment potential, excess capacity rises by 28,090 sqm or 39,567sqm. When compared to the total floorspace within Leichhardt's industrial precincts, these scenarios demonstrate that even with some degree of development, only 9% or 13% of the floorspace would be in excess of demand, or 'spare' floorspace.

TABLE 8. LEICHHARDT INDUSTRIAL LANDS CAPACITY (SQM)

Precinct	Min	Med (40%)	Med (60%)	Max
Ba lma in East	145	1,606	1,606	1,926
Terry St	-	781	1,498	4,933
White Bay	2,502	4,217	6,682	10,164
Ba lma in Rd	-	-	411	411
Lilyfield Rd	-	-	-	500
Moo re St North	-	-	-	527
Moo re St South	3,612	12,477	14,782	17,844
Ma rion St	-	-	1,491	1,491
Lords Rd	-	-	-	-
Tebbott St/ Pa ra matta Rd	-	3,958	4,734	7,233
Ca mperdown	677	5,050	8,362	9,303
TOTAL	6,936	28,090	39,567	54,331

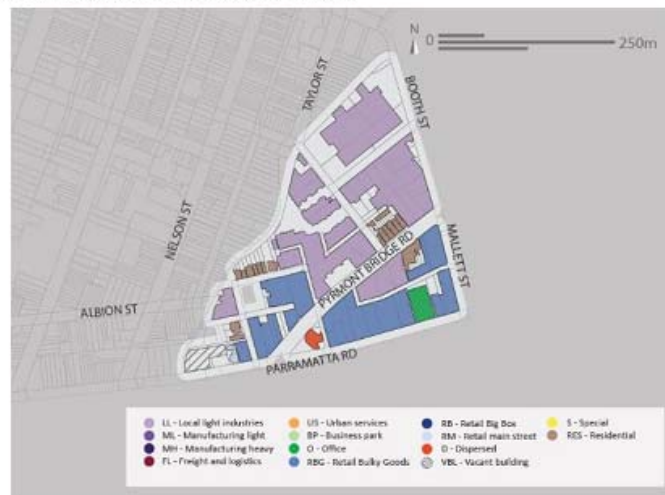
Source: SGS Economics and Planning, 2014

In order to identify future potential capacity, it is important to understand the nature of the industrial precincts. The following sections will identify the current land use and built form of each precinct.



### 3.4 Camperdown precinct

FIGURE 6. CAMPERDOWN PRECINCT



#### Land use and built form

The Camperdown precinct is dominated by local light and bulky goods retail land uses. The large proportion of floor space within the local light category is aligned with the significant amount of large floorplate self-storage buildings located within the precinct. The precinct has the greatest total gross floor area (GFA), as well as the greatest GFA in the local light, bulky goods retail and residential Broad Land Use Categories (BLCs). The precinct contains 27% of the LGA's supply of local light floorspace and 56% of the supply of bulky goods retail floorspace across the entire study area.

The precinct is located in close proximity to Sydney University and adjacent to new high-density housing developments in the City of Sydney LGA and south of Parramatta Road in Marrickville LGA. The Parramatta Road frontage is consistent in height (two storeys) and building setback, with all buildings presenting a unified building line abutting the footpath. The building facades, however, differ throughout.

The precinct's internal streets are narrow and irregular block shapes contain large floorplate warehouse-style buildings, varying in height between one to two storeys. The build stock age varies from early twentieth century warehouses to late century local industrial parks. A recurring characteristic is the narrow footpaths and lack of active frontages within the precinct's internal streets.

The precinct's proximity to the CBD and good arterial road access, coupled with its size and large floorplate units, mean that the Camperdown precinct is a strategically important light industrial area for both Leichhardt and the wider Central subregion.

TABLE 9. CAMPERDOWN PRECINCT SUMMARY TABLE

	Retail – Bulky Goods	Office	Retail – Main Street	Residential	Freight & Logistics	Local Light	Dispersed Activities	Vacant	Light Manu	Urban Services
Total floorspace (sqm)	26,339	2,587	330	4,134	-	40,983	474	677	-	-
Number of lots	35	1	1	31	-	38	2	2	-	-
Number of buildings	7	1	2	18	-	10	1	-	-	-
Average FSR	1.2	1.5	0.5	0.8	-	1.1	0.4	1.2	-	-

Camperdown has a range of lot sizes accommodating a diverse group of land uses. Most lots within the precinct fall between 100sqm and 500sqm, however the Camperdown precinct contains the highest total amount of lots with size in excess of 1,000sqm.

FIGURE 7. CAMPERDOWN PRECINCT LOT SIZE RANGE



TABLE 10. CAMPERDOWN PRECINCT ACCESSIBILITY

Distance to transport	Distance to road corridors	Distance to local centres
Booth Street bus stop: 210m	Parra matta Road: 350m	Booth Street: 450m
Parra matta Road bus stop: 350m	Booth Street: 300m	Norton Street: 1.8 km
Newtown and St James train stations: 1.7 km	Princes Highway (King Street): 1.6 km	
Jubilee Park light rail station: 1.4 km	City West Link: 2 km	

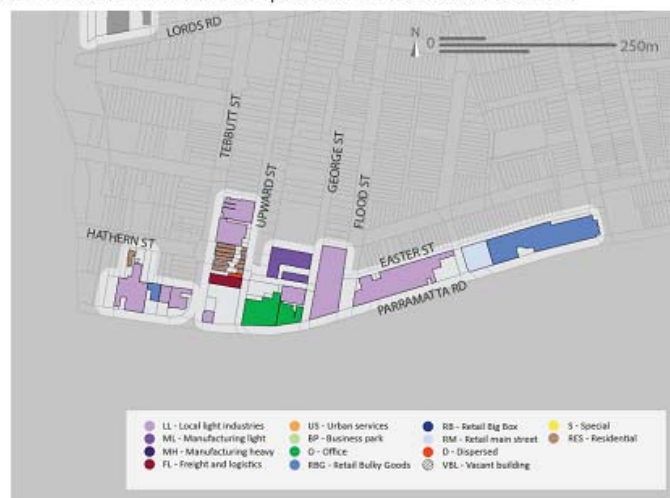
### Employment profile

The industries locating within the Camperdown precinct are largely dominated by retailing and wholesaling, reflecting the prominence of floorspace utilised by bulky goods retail. The precinct consists of the following industries (at a three-digit ANZSIC level). More information is contained in Appendix 1.

- Beverage Manufacturing
- Printing and Printing Support Services
- Building Installation Services
- Other Machinery and Equipment Wholesaling
- Motor Vehicle and Motor Vehicle Parts Wholesaling
- Textile, Clothing and Footwear Wholesaling
- Fuel Retailing
- Furniture, Floor Coverings, Houseware and Textile Goods Retailing
- Electrical and Electronic Goods Retailing
- Clothing, Footwear and Personal Accessory Retailing
- Pharmaceutical and Other Store-Based Retailing
- Cafes, Restaurants and Takeaway Food Services
- Warehousing and Storage Services
- Motor Vehicle and Transport Equipment Rental and Hiring
- Real Estate Services
- Architectural, Engineering and Technical Services
- Legal and Accounting Services
- Sports and Physical Recreation Activities
- Automotive Repair and Maintenance
- Recreational Goods Retailing

### 3.5 Tebbutt Street/Parramatta Road precinct

FIGURE 8. TEBBUTT STREET/PARRAMATTA ROAD PRECINCT



#### Land use and built form

The precinct is a long precinct extending along Parramatta Road. It contains street frontage properties to Parramatta Road and properties with frontage to Tebbutt Street. The precinct is bounded by residential areas to the north and there is some residential development within the industrial zoned area.

The built form along Parramatta Road is varied, with a number of different uses, building forms and setbacks. This is consistent with the variety of uses and the precinct as a whole retains the prevailing building height of this section of Parramatta Road.

The precinct's location along Parramatta Road and Tebbutt Street (which is an important north-south link to the City West Link) gives the precinct a strategic location to service both a local and subregional catchment. This location also means that there is a mix of uses relating to other stretches of Parramatta Road, including office and retail functions. It is one of the larger industrial precincts in Leichhardt. Unlike the remainder of the Parramatta Road corridor, this precinct is not affected by a heritage conservation overlay nor does it contain any heritage items. There is however, a heritage conservation area to the north of some of the Parramatta Road frontage properties.

Tebbutt Street provides access to the Brown Street Parramatta Road overpass and experiences heavy traffic. Back from Parramatta Road, land uses are mostly 'local service industrial' in nature such as equipment hire, storage, automotive parts, etc. Fronting Parramatta Rd, activities are more retail/ trade supplies focussed with uses such as electrical equipment supplies, DJ equipment supplies as well as automotive services. There are also significant printing operations in this location.

TABLE 11. TEBBUTT STREET/PARRAMATTA ROAD PRECINCT SUMMARY TABLE

	Retail – Bulky Goods	Office	Retail – Main Street	Residential	Freight & Logistics	Local Light	Dispersed Activities	Vacant	Light Manu	Urban Services
Total floorspace (sqm)	11,108	7,776	2,092	1,205	639	21,142	104	-	3,130	-
Number of lots	3	9	5	8	3	42	1	-	1	-
Number of buildings	2	2	2	7	1	9	1	-	2	-
Average FSR	1.4	1.7	0.5	0.6	0.2	1.0	0.4	-	1.2	-

There are a range of lot sizes contained within the Tebbutt Street precinct, with the majority being of small-medium size (100-500sqm). There is also a substantial proportion of lots greater than 1000 sqm.

FIGURE 9. TEBBUTT STREET/PARRAMATTA ROAD PRECINCT LOT SIZE RANGE

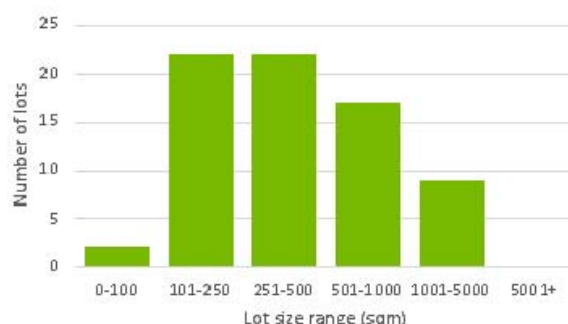


TABLE 12. TEBBUTT STREET/PARRAMATTA ROAD PRECINCT ACCESSIBILITY

Distance to transport	Distance to road corridors	Distance to local centres
Lords Road bus stop: 500m	Parramatta Road: 40m	Market Place: 520m
Parramatta Road bus stop: 200m	Livingstone Road: 1 km	Norton Street: 850m
Taverners Hill light rail: 400m	City West Link: 2 km	
Lewisham train station: 500m	New Canterbury Road: 1 km	

### Employment profile

The employment profile of the area reflects the prominence of local light services and bulky goods retail within the precinct. There are also professional services located within the precinct, reflecting its relatively substantial office floorspace. The precinct consists of the following industries (at a three-digit ANZSIC level):

- Other Food Product Manufacturing
- Printing and Printing Support Services
- Specialised Machinery and Equipment Manufacturing
- Furniture Manufacturing
- Electricity Distribution
- Building Installation Services
- Mineral, Metal and Chemical Wholesaling
- Building Installation Services
- Mineral, Metal and Chemical Wholesaling
- Other Machinery and Equipment Wholesaling
- Motor Vehicle Retailing
- Motor Vehicle Parts and Tyre Retailing
- Specialised Food Retailing
- Recreational Goods Retailing
- Pharmaceutical and Other Store-Based Retailing

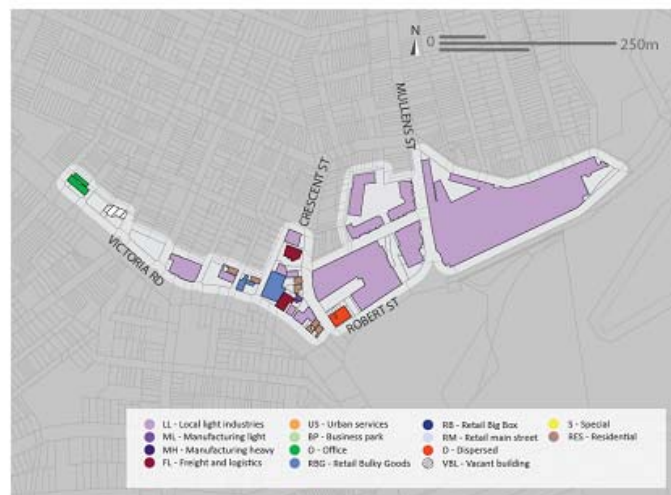
- Other Machinery and Equipment Wholesaling
- Motor Vehicle Retailing
- Motor Vehicle Parts and Tyre Retailing
- Specialised Food Retailing
- Specialised Machinery and Equipment Manufacturing
- Furniture Manufacturing
- Electricity Distribution
- Warehousing and Storage Services
- Legal and Accounting Services
- Advertising Services
- Other Professional, Scientific and Technical Services
- Other Administrative Services
- Educational Support Services
- Creative and Performing Arts Activities
- Automotive Repair and Maintenance

More information is contained in Appendix 1.



### 3.6 White Bay precinct

FIGURE 10. WHITE BAY PRECINCT



#### Land use and built form

The White Bay industrial precinct is one of the LGA's largest and contains industrial buildings with some of the largest footprints. It provides the second largest amount of gross floor area (GFA) within the LGA's precincts. It contains a substantially high proportion of the LGA's supply of local light floorspace (25%), similar to the Camperdown precinct. The precinct has the highest total GFA for the light manufacturing Broad Land Use Categories (BLC) within Leichhardt's precincts, comprising 37% of supply.

It has some presence along Victoria Road, although access is better along Mullens and Robert Streets. Surrounding residential is low-density in scale, with original workers cottages the prevailing architectural style – giving Balmain its distinctive urban character. The precinct currently faces onto maritime-servicing land and therefore has few competing land uses.

The large warehouse buildings vary in age but are consistent in their form – brick and three to four storeys. The large lots and proximity to port and arterial road infrastructure mean that the precinct is currently one of the most important in the LGA.

Businesses in this location are diverse and include a gym and film studio. There are numerous auto-repairers such as along Mullens Street, as well as show room uses along Victoria Road. Port facilities at Glebe Island and White Bay are the primary adjacent land uses. Current and future operations at this location have the potential to impact upon amenity in the area, and previous proposals for widening the range of uses in this area have not been supported by State Government. Residential areas are located to the north and west of this employment land precinct.

This precinct will be affected by the proposed adjacent Bays Precinct Urban Transformation Program which covers around 80 hectares of Government owned land including sites such as the heritage-listed White Bay Power Station, Glebe Island, White Bay, Rozelle Bay, Rozelle Rail Yards and Blackwattle Bay, including the Sydney Fish Market.



Council has received submissions enquiring about the potential to rezone sites along Victoria Road given the difficulty in accessing the units and the surrounding residential use. The linear nature of the Victoria Road frontage and small lots would make any precinct-wide industrial redevelopment difficult along this stretch.

TABLE 13 WHITE BAY PRECINCT SUMMARY TABLE

	Retail – Bulky Goods	Office	Retail – Main Street	Residential	Freight & Logistics	Local Light	Dispersed Activities	Vacant	Light Manu	Urban Services
Total floorspace (sqm)	1,650	897	-	847	1,483	37,948	480	376	16,393	-
Number of lots	3	3	-	8	3	49	7	3	-	-
Number of buildings	-	-	-	-	-	-	-	-	-	-
Average FSR	0.7	1.3	-	0.7	1.2	1.1	0.6	0.5	-	-

The lot sizes contained within the White Bay precinct are largely contained within the small-medium ranges (1,000-5,000sqm). The White Bay precinct contains the largest sized lot within the study area, in excess of 19,000sqm, greater than twice the second largest (in the Lords Rd precinct).

FIGURE 11. WHITE BAY PRECINCT LOT SIZE RANGE

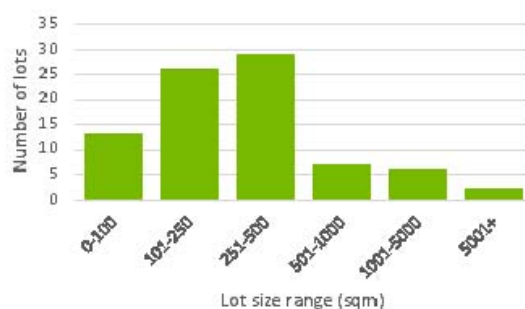


TABLE 14. WHITE BAY PRECINCT ACCESSIBILITY

Distance to transport	Distance to road corridors	Distance to local centres
Victoria Road bus stop: 290m	Victoria Road: 150m	Rozelle: 590m
Rozelle Bay light rail station: 750m	City West Link: 710m	Darling Street: 1.3 km
	Anzac Bridge: 750m	Johnson Street: 1.75 km
	Parra Matta Road: 25 km	

### Employment profile

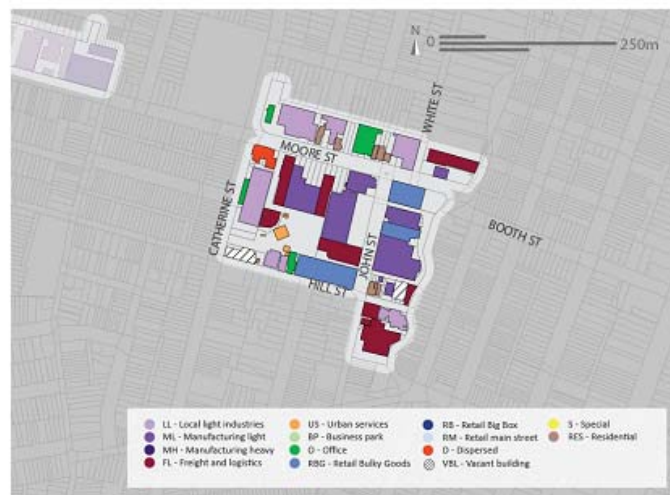
The precinct accommodates a diverse range of industries, including various manufacturing uses. There are also mix of motor vehicle repair and retailing services located within the precinct. The precinct consists of the following industries (at a three-digit ANZSIC level):

- Other Food Product Manufacturing
- Other Wood Product Manufacturing
- Printing and Printing Support Services
- Reproduction of Recorded Media
- Furniture Manufacturing
- Other Manufacturing
- Other Construction Services
- Grocery, Liquor and Tobacco Product Wholesaling
- Motor Vehicle Retailing
- Motor Vehicle Parts and Tyre Retailing
- Recreational Goods Retailing
- Cafes, Restaurants and Takeaway Food Services
- Postal and Courier Pick-up and Delivery Services
- Warehousing and Storage Services
- Motion Picture and Video Activities
- Allied Health Services
- Sports and Physical Recreation Activities
- Automotive Repair and Maintenance
- Other Repair and Maintenance
- Funeral, Crematorium and Cemetery Services
- Religious Services
- Other Goods and Equipment Rental and Hiring
- Architectural, Engineering and Technical Services
- Legal and Accounting Services
- Management and Related Consulting Services
- Other Administrative Services
- Motor Vehicle and Transport Equipment Rental and Hiring

More information is contained in Appendix 1.

### 3.7 Moore Street South precinct

FIGURE 12. MOORE STREET SOUTH PRECINCT



#### Land use and built form

The Moore Street South precinct is one of the most important precincts in the LGA as it plays an important population-serving use within the broader subregion. The precinct consists of a number of lots, with a mixture of large and small floorplate unit and a diverse mix of office based, industrial and bulky goods retail activities. The precinct has good vehicular access with John Street acting as an internal access road.

The majority of the precinct currently contains a mixture of local light industrial and light manufacturing. The most substantial amount of floorspace is occupied by freight and logistics land uses, being 11,375sqm, or 73% of the total GFA in the study area, along with a high proportion of light manufacturing uses (13,875 sqm, or 31% of the BLC's GFA within the LGA). Smaller land uses include dispersed land uses and freight and logistics activities. Office uses and some detached residential are located on Moore Street. There are also residential properties located in the vicinity of Hill Street.

The built form varies, with large open warehouse structures and smaller brick industrial buildings along Moore Street. The building setback, two to three storey unit heights and consistent street tree presence along Moore Street mean that the precinct effectively retreats from the road. Given the large size of the precinct, it is discreetly situated. The building setback is quite large along John Street, with a large concrete parking forecourt along its western edge.

The precinct is not far from the City West Link. It is surrounded by residential uses, which is important given its predominantly local-light industry mix that often services local catchments. The precinct's size and mix of uses identifies it as one of the key industrial precincts in the LGA.

A submission has been made to consider affordable housing at the north-eastern corner of the precinct as an expansion to the current St Vincent de Paul operations at 5 White Street. Separate submissions have requested the precinct be rezoned to B7 Business Park due to road access issues and proximity to residential development and more broadly rezoned to mixed use residential uses given the close interaction with surrounding residential development.

TABLE 15: MOORE STREET SOUTH PRECINCT SUMMARY TABLE

	Retail – Bulky Goods	Office	Retail – Main Street	Residential	Freight & Logistics	Local Light	Dispersed Activities	Vacant	Light Manu	Urban Services
Total floorspace (sqm)	6,098	3,314	-	1,107	11,375	10,216	1,111	1,960	13,875	434
Number of lots	2	5	-	11	13	16	7	4	23	1
Number of buildings	3	4	-	8	9	7	1	2	6	1
Average FSR	0.8	1.6	-	0.4	2.6	0.8	1.0	1.6	0.9	3.2

The vast majority of lots within the Moore Street South precinct fall in to the medium size category (250-500 sqm). Despite being dominated by lots of this size, there is a substantial proportion of lots which are in excess of 1000sqm.

FIGURE 13. MOORE STREET SOUTH PRECINCT LOT SIZE RANGE



TABLE 16. MOORE STREET SOUTH PRECINCT ACCESSIBILITY

Distance to transport	Distance to road corridors	Distance to local centres
Booth Street bus stop: 240m	Parramatta Road: 1 km	Market Place: 1.9 km
Moore Street bus stop: 100m	City West Link: 700m	Norton Street: 1.5 km
Lilyfield Light rail station: 500m	Stammore Road: 2.2 km	Booth Street: 500m

### Employment profile

There is a diverse mix of industries located within the Moore Street South precinct. There are a range of manufacturing activities, along with a small mix of retailing, professional and technical services, and maintenance services. The precinct consists of the following industries (at a three-digit ANZSIC level):

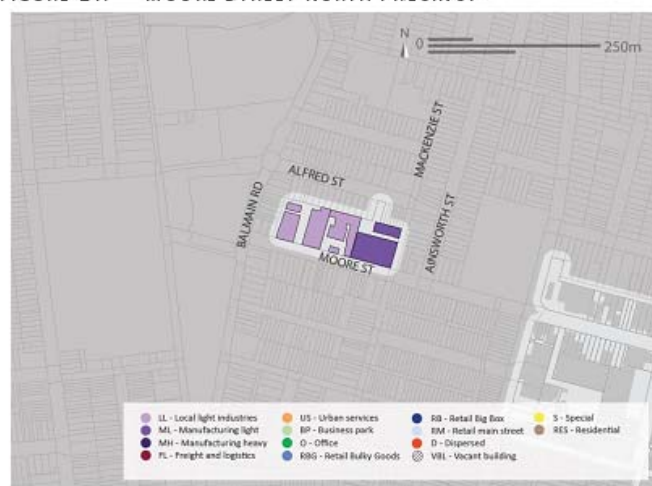
- Seafood Processing
- Other Food Product Manufacturing
- Textile Product Manufacturing
- Pulp, Paper and Paperboard Manufacturing
- Glass and Glass Product Manufacturing
- Other Non-Metallic Mineral Product Manufacturing
- Basic Ferrous Metal Product Manufacturing
- Furniture Manufacturing
- Other Manufacturing
- Residential Building Construction
- Building Installation Services
- Building Completion Services
- Mineral, Metal and Chemical Wholesaling
- Warehousing and Storage Services
- Financial Asset Investing
- Architectural, Engineering and Technical Services
- Management and Related Consulting Services
- Veterinary Services
- Other Professional, Scientific and Technical Services
- Computer System Design and Related Services
- Other Administrative Services
- Local Government Administration

- Motor Vehicle Parts and Tyre Retailing
- Furniture, Floor Coverings, Houseware and Textile Goods Retailing
- Recreational Goods Retailing
- Pharmaceutical and Other Store-Based Retailing
- Other Social Assistance Services
- Automotive Repair and Maintenance
- Other Repair and Maintenance

More information is contained in Appendix 1.

### 3.8 Moore Street North precinct

FIGURE 14. MOORE STREET NORTH PRECINCT



#### Land use and built form

The Moore Street North precinct is comprised of only three lots and seven buildings, split between local light and light manufacturing land uses. The light manufacturing within the precinct comprises 12% of the GFA of this BLC within the LGA's precincts. The building stock varies in age but the precinct maintains a consistent one to two-storey presence along Moore Street and Mackenzie Street.

The age of the building stock varies throughout the precinct, with early twentieth century brick buildings interspersed with stock from the late twentieth century. The building heights are consistent with the surrounding residential building stock, which are predominantly small detached cottages.

The precinct's importance lies in its local servicing uses and surrounding residential population that it serves. The light manufacturing uses within the precinct are in close proximity to the City West Link and therefore distribution channels for products.

TABLE 17: MOORE STREET NORTH PRECINCT SUMMARY TABLE

	Retail – Bulky Goods	Office	Retail – Main Street	Residential	Freight & Logistics	Local Light	Dispersed Activities	Vacant	Light Manu	Urban Services
Total floorspace (sqm)	-	-	-	-	-	6,360	-	-	5,256	-
Number of lots	-	-	-	-	-	2	-	-	1	-
Number of buildings	-	-	-	-	-	5	-	-	2	-
Average FSR	-	-	-	-	-	0.9	-	-	1.3	-

The allotments within the Moore Street North precinct are all large in size, ranging from 2,798 to 4,059sqm.



FIGURE 15. MOORE STREET NORTH PRECINCT LOT SIZE RANGE

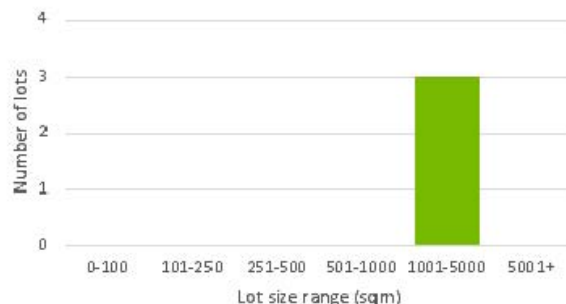


TABLE 18. MOORE STREET NORTH PRECINCT ACCESSIBILITY

Distance to transport	Distance to road corridors	Distance to local centres
Balmain Road bus stop: 250m	City West Link: 800m	Lilyfield (IGA): 800m
Lilyfield Light rail station: 800m	Parramatta Road: 1.2 km	Norton Street: 1 km

### Employment profile

The industries within the precinct reflect its role in manufacturing floor space provision within the LGA, along with its provision of space for local light land uses. The precinct consists of the following industries (at a three-digit ANZSIC level):

- Bakery Product Manufacturing
- Textile Manufacturing
- Printing and Printing Support Services
- Furniture Manufacturing
- Building Installation Services
- Textile, Clothing and Footwear Wholesaling
- Pharmaceutical and Toiletry Goods Wholesaling
- Hardware, Building and Garden Supplies Retailing
- Recreational Goods Retailing
- Clothing, Footwear and Personal Accessory Retailing
- Cafes, Restaurants and Takeaway Food Services
- Warehousing and Storage Services
- Motion Picture and Video Activities
- Sound Recording and Music Publishing
- Other Professional, Scientific and Technical Services
- Other Administrative Services
- Building Cleaning, Pest Control and Gardening Services
- Automotive Repair and Maintenance
- Civic, Professional and Other Interest Group Services
- Architectural, Engineering and Technical Services

More information is contained in Appendix 1.

### 3.9 Lords Road precinct

FIGURE 16. LORDS ROAD PRECINCT



#### Land use and built form

The Lords Road precinct is comprised of two lots and two buildings, one being a large floorplate development with a local light BLC. The 11,111sqm of local light floorspace equates to 7% of the local supply.

The trees along Lords Road effectively screen the precinct from the street. Current uses are predominantly local service industrial (warehousing, small scale manufacturing) with some 'dispersed' activities (such as a martial arts school, church, arts auction rooms). The precinct backs onto a sportsfield and the light rail line, meaning that its industrial functions have minimal impact on the surrounding residential area. This makes the site ideal for a range of industrial functions.

Although small, the Lords Road Precinct contributes a large floorplate site to the light industrial make up of Leichhardt's employment lands. In a predominantly residential area, this lot and building size, coupled with its relative isolation from surrounding residential uses, makes it an important precinct to accommodate the future industrial demands within the LGA.

A planning proposal has requested the site be rezoned to accommodate residential uses. While the planning proposal was not supported by Council, the Department of Planning and Environment determined that it should proceed to Gateway determination stage.

TABLE 19: LORDS ROAD PRECINCT SUMMARY TABLE

	Retail – Bulky Goods	Office	Retail – Main Street	Residential	Freight & Logistics	Local Light	Dispersed Activities	Vacant	Light Manu	Urban Services
Total floorspace (sqm)	-	-	-	-	-	11,111	243	-	-	-
Number of lots	-	-	-	-	-	2	-	-	-	-
Number of buildings	-	-	-	-	-	1	1	-	-	-
Average FSR	-	-	-	-	-	1.1	-	-	-	-

Both of the lots contained within the precinct are large, with one being 1,599sqm, with the other being 9,025sqm.

FIGURE 17. LORDS ROAD PRECINCT LOT SIZE RANGE

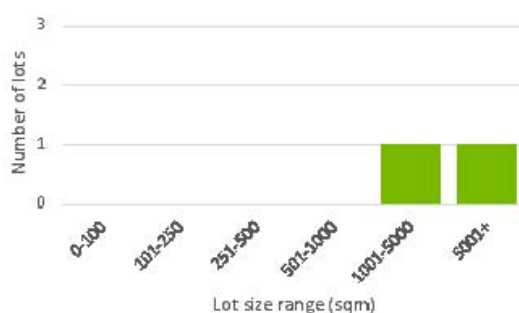


TABLE 20. LORDS ROAD PRECINCT ACCESSIBILITY

Distance to transport	Distance to road corridors	Distance to local centres
Marion Street bus stop: 300m (via Greenway)	City West Link: 1.6 km	Leichhardt Marketplace: 130m
Marion light rail station: 300m (via Greenway)	Paramatta Road: 500m	Norton Street: 1 km
Lewisham train station: 950m	New Canterbury Road: 1.4 km	
Taverners Hill light rail station: 550m (via Greenway)		

### Employment profile

Given the small scale nature of the precinct, there is minimal diversity in the industries which occupy this land; the dominant class of industry are local services. The precinct consists of the following industries (at a three-digit ANZSIC level):

- Furniture Manufacturing
- Building Installation Services
- Warehousing and Storage Services
- Other Administrative Services
- Creative and Performing Arts Activities
- Sports and Physical Recreation Activities
- Civic, Professional and Other Interest Group Services

More information is contained in Appendix 1.

### 3.10 Marion Street precinct

FIGURE 18. MARION STREET PRECINCT



#### Land use and built form

This small precinct is dominated by an aged care facility and Mazda car service centre fronting Marion Street. The service centre is set back from the road to allow car parking for serviced vehicles. The building itself is low in profile, with a high-ceilinged single storey workshop. The aged-care facility is a two-storey building, stepping up to three storeys and built to the lot boundary. It has slight indentations along its length to allow for incidental planting but presents a strong presence to Marion Street. Both buildings sit opposite Lambert Park, which provides a long blank façade to Marion Street that has been covered in street art. There are some small scale creative businesses and light industrial businesses on the Walter Street side of the precinct.

More than half of the site is given to the aged care facility, suggesting a previously determined lack of industrial need. The car service centre however is an important local (and possibly subregional) light – industrial use, given its specific servicing of Mazda vehicles. Both facilities would benefit from good road access, proximity to the newly opened Marion Light Rail stop and the Market Place shopping centre further to the east. Although small, it serves an important function with its current usage.

A submission has been made arguing for the motor repair site to be rezoned to accommodate B4 Mixed Use or R4 High Density Residential uses suggested as more in keeping with the surrounding area. Such a use would benefit from proximity to the light rail and local shopping centre access.

TABLE 21 MARION STREET PRECINCT SUMMARY TABLE

	Retail – Bulky Goods	Office	Retail – Main Street	Residential	Freight & Logistics	Local Light	Dispersed Activities	Vacant	Light Manu	Urban Services
Total floorspace (sqm)	-	-	-	-	651	3,752	8,441	-	-	-
Number of lots	-	-	-	-	1	1	1	-	-	-
Number of buildings	-	-	-	-	1	1	1	-	-	-
Average FSR	-	-	-	-	1.7	0.7	1.1	-	-	-

FIGURE 19. MARION STREET PRECINCT LOT SIZE RANGE

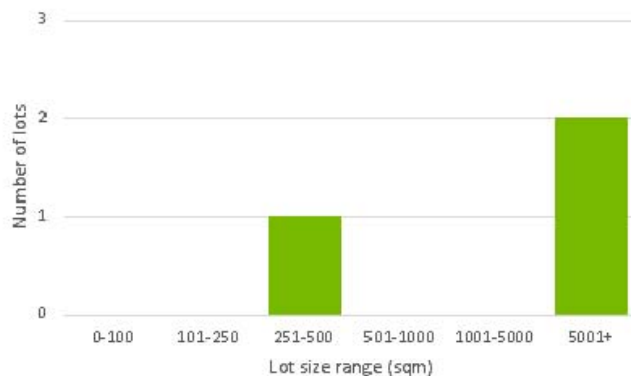


TABLE 22. MARION STREET PRECINCT ACCESSIBILITY

Distance to transport	Distance to road corridors	Distance to local centres
Marion Street bus stop: 100m	City West Link: 1.6 km	Leichhardt Marketplace: 350m
Marion light rail station: 75 m	Paramatta Road: 900m	Norton Street: 1 km
Lewisham train station: 1.4 km	New Canterbury Road: 1.9 km	

### Employment profile

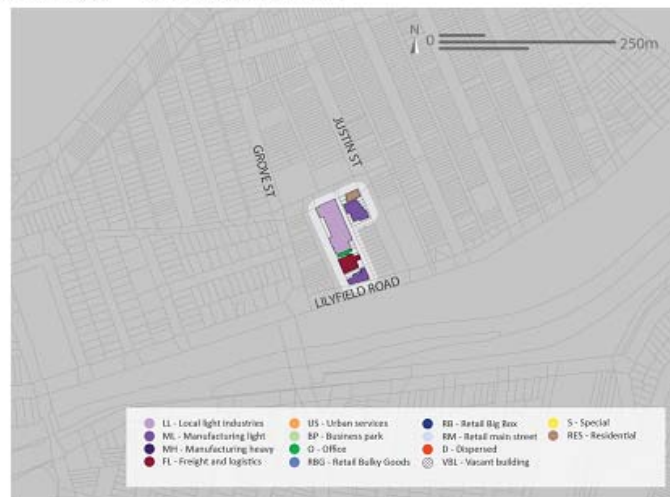
The precinct consists of the following industries (at a three-digit ANZSIC level):

- Cafes, Restaurants and Takeaway Food Services
- Warehousing and Storage Services
- Auxiliary Finance and Investment Services
- Architectural, Engineering and Technical Services
- Other Professional, Scientific and Technical Services
- Other Administrative Services
- Residential Care Services
- Other Social Assistance Services

More information is contained in Appendix 1.

### 3.11 Lilyfield Road precinct

FIGURE 20. LILYFIELD PRECINCT



#### Land use and built form

The Lilyfield Road precinct is comprised of small scale lots, with dominant land uses being local light industries and light manufacturing (being 2% and 3% of local supply respectively). The precinct is characterised as local service industrial – consisting of plumbing and other trade supplies, automotive services, textiles, with some creative industries (furniture manufacture, jewellery, glass, textiles), and some small scale professional services. The area is surrounded by residential development comprising of medium density walk up flats and workers cottages. The recently-rezoned Justn Street lots reduce the size of the precinct, however the laneway access along the eastern edge provides good frontage for the multiple site users.

The small precinct's built form is characterised by predominantly double-height garage-fronted light industrial units, with regular openings for vehicle access. Some units have been redeveloped, however the scale remains predominately two storeys. Halloran Street's width and the mix of residential building heights on the opposite side of the road mean the precinct fits comfortably into the surrounding residential area.

TABLE 23: LILYFIELD ROAD PRECINCT SUMMARY TABLE

	Retail – Bulky Goods	Office	Retail – Main Street	Residential	Freight & Logistics	Local Light	Dispersed Activities	Vacant	Light Manu	Urban Services
Total floorspace (sqm)	-	214	-	428	779	2,794	-	-	1,150	-
Number of lots	-	2	-	5	1	2	-	-	9	-
Number of buildings	-	1	-	2	1	1	-	-	2	-
Average FSR	-	0.6	-	0.5	1.2	1.3	-	-	0.8	-

Almost all of the allotments within the Lilyfield Rd precinct fall within the small size category (100-250 sqm).



FIGURE 21. LILYFIELD ROAD PRECINCT LOT SIZE RANGE

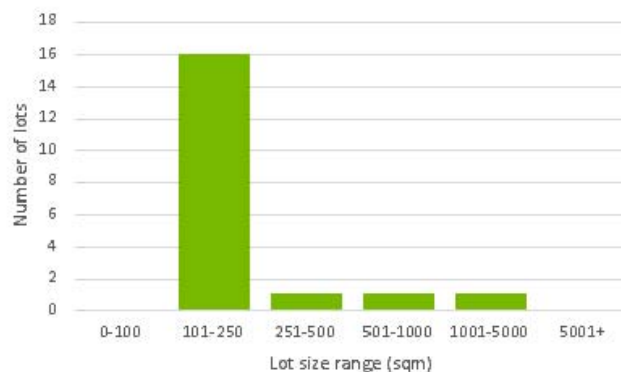


TABLE 24. LILYFIELD ROAD PRECINCT ACCESSIBILITY

Distance to transport	Distance to road corridors	Distance to local centres
Lilyfield Road bus stop: 250m	City West Link: 240m	Norton Street: 1.8 km
Lilyfield light rail station: 240m	Victoria Road: 1.4 km	Booth Street: 1.4km

### Employment profile

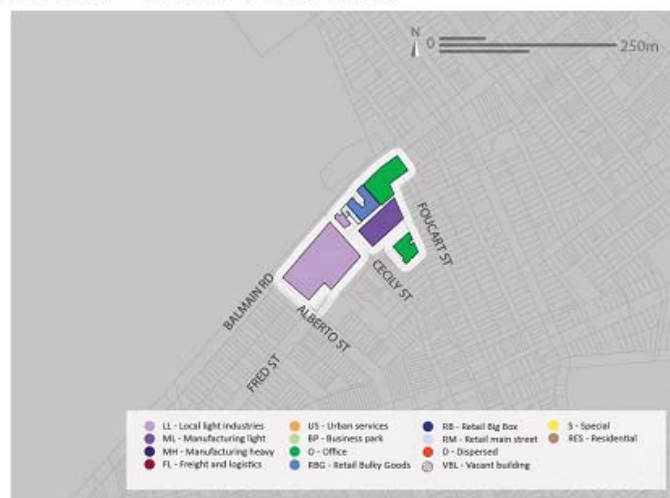
The most significant industry within the precinct is Automotive Repair and Maintenance, occupying just under 1,800sqm of floorspace within the precinct (under a local light BLC). The precinct consists of the following industries (at a three-digit ANZSIC level):

- Textile Product Manufacturing
- Printing and Printing Support Services
- Textile, Clothing and Footwear Wholesaling
- Warehousing and Storage Services
- Other Professional, Scientific and Technical Services
- Other Administrative Services
- Packaging Services
- Automotive Repair and Maintenance
- Other Repair and Maintenance

More information is contained in Appendix 1.

### 3.12 Balmain Road precinct

FIGURE 22. BALMAIN ROAD PRECINCT



#### Land use and built form

The Balmain Road precinct is predominantly a local service industrial trade supplies, with small scale manufacturing, retail and office functions. Its built form is varied, with detailed brick two-storey buildings with Edwardian-style facades adjacent more modern brick buildings of the same height. Further west, along Balmain Road, single-storey brick buildings with little street character present a long blank wall. The frontage to Alberto Street presents an attractive ivy-covered green wall with vehicular access to the industrial buildings. The two to three storey blank brick facades facing Cecily and Fred Streets enable industrial functionality within the building but present a bland street frontage opposite the vernacular working cottages. Additional car parking is located to the rear off Alberto Street.

The precinct has large floorplates considering its relatively small size. The clear vehicular access around three of the precinct's sides are an important attribute, especially as vehicles do not have to travel along many local roads to access the precinct.

A submission to Council has been made to increase the permissible uses to accommodate community uses such as educational facilities and markets as well as storage facilities.

TABLE 25: BALMAIN ROAD PRECINCT SUMMARY TABLE

	Retail – Bulky Goods	Office	Retail – Main Street	Residential	Freight & Logistics	Local Light	Dispersed Activities	Vacant	Light Manu	Urban Services
Total floorspace (sqm)	1,027	5,534	533	-	-	7,365	-	-	3,613	-
Number of lots	6	12	3	-	-	3	-	-	4	-
Number of buildings	1	2	1	-	-	2	-	-	1	-
Average FSR	0.8	1.9	1.3	-	-	0.8	-	-	1.8	-

The precinct is comprised predominantly of small lots (100-250sqm), however there are some lots within the precinct which are of larger size, with the largest being 6,874sqm.

FIGURE 23. BALMAIN ROAD PRECINCT LOT SIZE RANGE

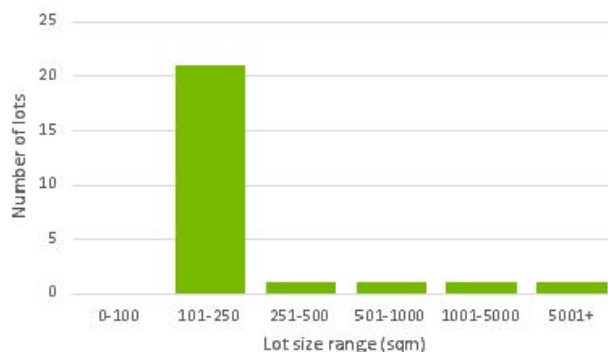


TABLE 26. LILYFIELD ROAD PRECINCT ACCESSIBILITY

Distance to transport	Distance to road corridors	Distance to local centres
Balmain Road bus stop: 150m	City West Link: 1 km	Horton Street: 25 km
Lilyfield Light rail station: 1 km	Victoria Road: 600m	Darling Street: 400m

### Employment profile

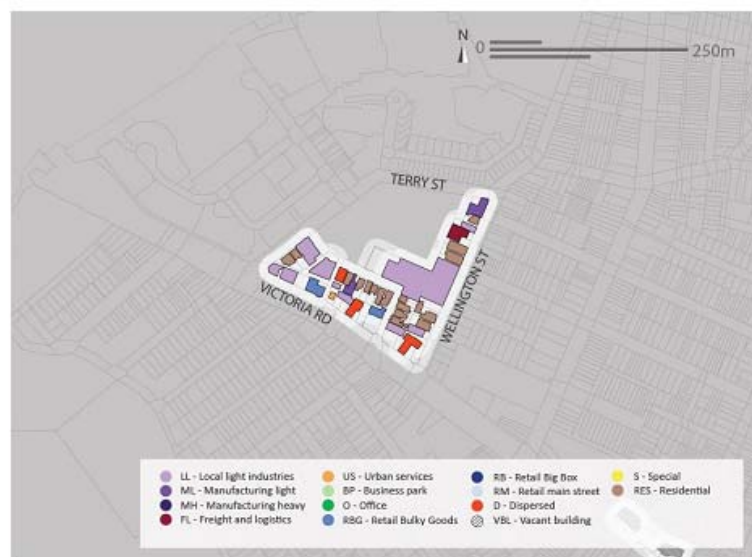
Reflecting the precinct's high office component, there are a range of technical and consulting services within the precinct's industry profile, along with some manufacturing and wholesaling activities. The precinct consists of the following industries (at a three-digit ANZSIC level):

- Other Wood Product Manufacturing
- Other Fabricated Metal Product Manufacturing
- Building Installation Services
- Timber and Hardware Goods Wholesaling
- Other Machinery and Equipment Wholesaling
- Furniture, Floor Coverings, Houseware and Textile Goods Retailing
- Cafes, Restaurants and Takeaway Food Services
- Warehousing and Storage Services
- Architectural, Engineering and Technical Services
- Management and Related Consulting Services
- Other Professional, Scientific and Technical Services
- Computer System Design and Related Services
- Other Administrative Services
- Allied Health Services
- Other Repair and Maintenance

More information is contained in Appendix 1.

### 3.13 Terry Street precinct

FIGURE 24: TERRY STREET PRECINCT



#### Land use and built form

The Terry Street precinct is a local service industrial precinct consisting of auto repairs, auto parts, trade supplies, car sales and household storage, etc and adjoins Victoria Road. The dominant BLC in the Terry Street precinct is Local Light, with 8,929sqm of floorspace, and most allotments within the precinct (90.7%) fall within the ranges of 100 sqm to 500 sqm.

The built form is varied, with the major industrial site being a two-storey brick storage facility. The industrial functions are interspersed with several residential dwellings which appear to be original building stock (consisting of workers cottages and terraces). The more modern light industrial site on Terry Street is the largest in scale with three storeys. The northern part of the site (the former Carrier site) has been rezoned and is currently under development for residential use.

Along with White Bay, the precincts are the only ones in the LGA with direct Victoria Road frontage. Given the road's arterial nature and location at the edge of the predominantly residential area, it is an important precinct as it has good transport access and the ability to operate with minimal direct contact with residential uses.

TABLE 27: TERRY STREET PRECINCT SUMMARY TABLE

	Retail – Bulky Goods	Office	Retail – Main Street	Residential	Freight & Logistics	Local Light	Dispersed Activities	Vacant	Light Manu	Urban Services
Total floorspace (sqm)	728	-	-	2907	560	8,929	1,007	-	976	52
Number of lots	2	-	-	21	2	13	10	-	5	1
Number of buildings	2	-	-	18	1	9	3	-	2	1
Average FSR	0.5	-	-	0.6	1.0	0.8	0.3	-	0.4	0.2

FIGURE 25. TERRY STREET PRECINCT LOT SIZE RANGE

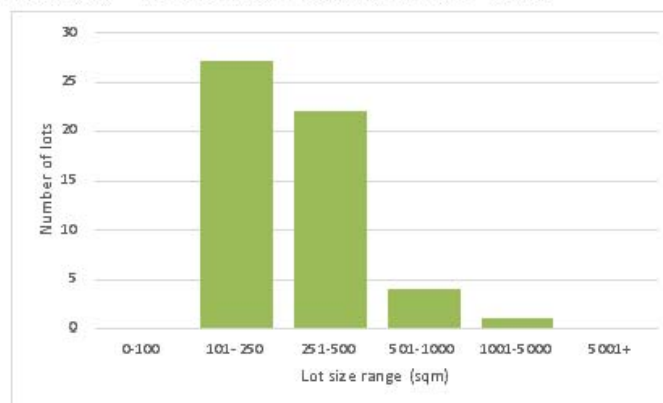


TABLE 28. TERRY STREET PRECINCT ACCESSIBILITY

Distance to transport	Distance to road corridors	Distance to local centres
Victoria Road bus stop: 80m	City West Link: 6 km	Norton Street: 4 km
	Victoria Road: 80m	Darling Street: 500m

### Employment profile

The precinct has an employment profile which reflects the dominance of the small scale, local light BLC allotments, with a range of activities including local services and small scale manufacturing. The precinct consists of the following industries (at a three-digit ANZSIC level):

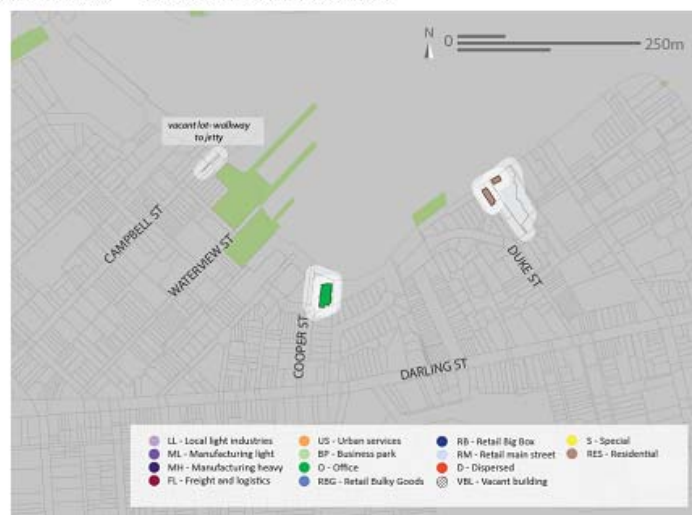
- Sugar and Confectionery Manufacturing
- Other Food Product Manufacturing
- Printing and Printing Support Services
- Other Fabricated Metal Product Manufacturing
- Electricity Distribution
- Building Installation Services
- Motor Vehicle Retailing
- Automotive Repair and Maintenance
- Other Repair and Maintenance
- Fuel Retailing
- Furniture, Floor Coverings, Houseware and Textile Goods Retailing
- Cafes, Restaurants and Takeaway Food Services
- Warehousing and Storage Services
- Other Administrative Services
- Sports and Physical Recreation Activities
- Other Personal Services

More information is contained in Appendix 1.



### 3.14 Balmain East precinct

FIGURE 26. BALMAIN EAST PRECINCT



#### Land use and built form

There are three industrial sites in the Balmain East precinct. The largest of the three sites in the precinct, and the only one with employment uses currently on site, contains a modern two to three storey office building with maritime services attached. The main office building is set back from the cul-de-sac it is located in. The surrounding built form is varied, with a mixture of new waterfront terraces, industrial warehouses converted to residential and original weatherboard and brick workers cottages.

The main site is located on Mott Bay and provides industrial land with direct water access and contains employment (office) uses. It is adjacent to a small foreshore park and at the end of a narrow street, which is indicative of the area.

The precinct also consists of two other separate industrially-zoned sites, one of which houses residential uses and the other is an easement with no building on it. The fragmented precinct is small and contributes little in terms of floorspace to true industrial uses in the LGA.

TABLE 29: BALMAIN EAST PRECINCT SUMMARY TABLE

	Retail – Bulky Goods	Office	Retail – Main Street	Residential	Freight & Logistics	Local Light	Dispersed Activities	Vacant	Light Manu	Urban Services
Total floorspace (sqm)	-	1,298	-	2,033	272	-	-	-	-	-
Number of lots	-	1	-	3	1	-	-	-	-	-
Number of buildings	-	1	-	2	-	-	-	-	-	-
Average FSR	-	0.6	-	1.1	1.4	-	-	-	-	-



FIGURE 27. BALMAIN EAST PRECINCT LOT SIZE RANGE

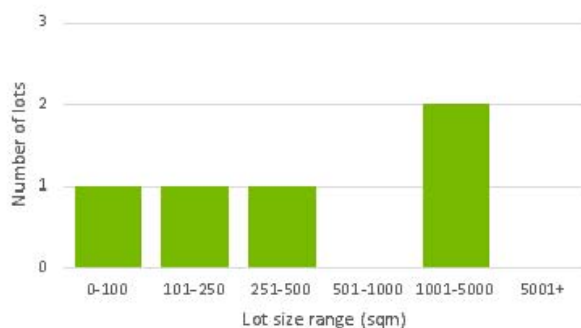


TABLE 30. BALMAIN EAST PRECINCT ACCESSIBILITY

Distance to transport	Distance to road corridors	Distance to local centres
Victoria Road bus stop: 2.2 km	City West Link: 2.2 km	Norton Street: 5.2 km
Darling Street bus stop: 400m	Victoria Road: 2.2 km	Darling Street: 1 km
Balmain East ferry wharf: 750m	Parramatta Road: 4.8 km	

### Employment profile

Data relating to the specific industries of employment within the precinct is not available from the land study. More information is contained in Appendix 1.

### 3.15 Summary of issues

The review of trends and influences affecting inner city industrial lands as well as the precinct-level analysis undertaken in the previous chapters has identified four key issues that impact on Leichhardt's industrial precincts and how they are perceived into the future.

1. **There is a shortage of industrial land at a subregional level.** The nature of inner city industrial lands and the patterns of urban growth that have grown around them limit the ability for these precincts to expand. This constrains the ability of inner city industrial lands to meet the future demand for industrial uses. This is most acute in subregionally-oriented uses that often require larger floorplate sites, which are increasingly rare in the inner city.
2. **There is a shortage of local services within Leichhardt.** The 2014 *Industrial Lands Study* undertaken by SGS identified an industrial floorspace shortfall of between 7,000 sqm and 55,000 sqm by 2036. These are services that are traditionally found within local industrial estates, are necessarily located to service a local community and could not operate if forced to move away from this market.
3. **There is a need to provide sufficient floorspace and appropriate built form configurations to support emerging uses.** Inner city industrial estates must retain a degree of agility in order to transition from 'traditional' functions and accommodate a range of evolving industries and businesses who require industrial precinct characteristics to operate. These businesses may require the floorplate characteristics, ability to manufacture products or benefit from the lower rents in order to establish themselves.
4. **Industrial precincts are under threat from other uses.** Competition for inner city land is placing pressure on industrial precincts to turn over to 'higher value' uses. Residential development is a persistent threat, due to continued demand for inner city living. However, industrial lands also face a threat from other employment uses that compete for larger floorplates and locations but aren't necessarily defined as 'industrial'.

## 4 FEASIBILITY TESTING

### 4.1 Introduction

Following the profiling of Leichhardt's industrial precincts, Leichhardt Council engaged an urban design firm (Architectus) to develop built form options that tested how three of the larger precincts may be redeveloped in order to increase industrial floorspace. As detailed above, the precincts tested were Camperdown, Tebbutt Street/Parramatta Road and Moore Street.

This is driven by the *Industrial Land Use Strategy* prepared by SGS in 2014 that identified a shortfall of nearly 55,000sqm of industrial floorspace by 2036. The driving force for this is the desire to increase floorspace provision in the LGA and attempt to reduce or eliminate the forecast industrial floorspace deficit.

With this in mind, a feasibility testing process has been applied to Architectus' built form options in order to establish how additional industrial floorspace might be delivered. Feasibility testing is a useful approach as it examines the costs and revenues of a development. Broadly, development where revenues exceed costs is feasible and developments where costs exceed revenues are not feasible.

It is important to note that the feasibility testing process for this report is necessarily high-level. This is because it is limited to only a few sites in a few precincts. The intent is that running several tests on identified sites will reveal sufficient information to guide the development of recommendations that are applicable across the LGA.

### 4.2 The need for sequential testing

The 2014 *Industrial Lands Use Study* identified that the forecast deficit in industrial lands should be reduced. In order to do this, more industrial floorspace is required to be developed because there is almost no chance that additional land within the LGA will be rezoned to IN2. As such, this report examines how this floorspace may be provided, through the lens of feasibility.

It is critical that a logical sequence of options testing is undertaken to provide a strong evidence base for any future policy recommendations. The relatively 'low value' of industrial land (when compared with alternative uses such as commercial or residential) means that it is unlikely that an increase in industrial floorspace alone will deliver a feasible return.

This testing process therefore uses three land-use scenarios to test what can feasibly deliver an increase in industrial floorspace. Throughout this process, both the increase in industrial floorspace and the protection of the existing industrial precincts is central to the development of recommendations. These three scenarios are:

- Industrial only – additional industrial floorspace for industrial only
- Industrial + commercial – includes some commercial floorspace as a higher value land use lever to increase feasibility
- Industrial + commercial + residential – includes all three land uses as a means of further increasing the likelihood of feasible development

It is important that this sequence be tested because the introduction of alternative land uses to industrial within these precincts increases the risk of land use conflict and potential precinct fragmentation.

### 4.3 Method

The testing of feasibility in this report uses a Residual Land Value (RLV) model in order to compare costs (construction, land acquisition, professional fees, taxes etc.) and revenues (rents) to calculate whether a development option is feasible or not. It also includes consideration of developer profit margins in the equation. Where a development's total revenues exceed costs and profit margins, a development will have a feasibility ratio of 1 and therefore be deemed feasible.

In order to try and achieve a degree of understanding regarding a precinct's development potential, three sites of varying sizes (broadly small, medium and large) were tested in each precinct.

Once initial design options were tested, SGS undertook a 'goal seeking' exercise to determine what floorspace quantum in each scenario needed to change in order to get closer to a feasible result. These were then tested through further design work by Architectus prior to further feasibility testing by SGS.

The purpose was not to necessarily identify the exact amount required to feasibly develop, but to identify patterns that could inform policy recommendations.

Given the number of precincts throughout the LGA, this report tested three of the major precincts only. The results were then extrapolated across the LGA where relevant and applicable.

### 4.4 Assumptions

A number of inputs go into the feasibility testing process. The following tables outline broadly these inputs and the assumptions that are made in order to enable the model to run. The inputs and assumptions apply to each precinct.

TABLE 31: FEASIBILITY MODEL COST INPUTS AND ASSUMPTIONS

Input	Source	Value
Construction and demolition costs	Rawlinson's Construction Handbook 2015	Varies
Land acquisition costs	Localised median sales value analysis for industrial land	Varies
Professional fees	Various sources using industry standards	Varies

TABLE 32: FEASIBILITY MODEL REVENUE INPUTS AND ASSUMPTIONS

Input	Source	Value
Industrial rents (\$/sqm)	Agency consultation – same across all precincts	\$200/sqm
Commercial rents (\$/sqm)	Agency consultation and market analysis	\$350/sqm
Median sales values	Median prices for 2-bed units in the immediate area	\$790,000

Given the high-level nature of the feasibility testing, the same prices have been used across all of the precincts. This is because the product that is being tested is simply floorspace and not precinct-specific urban design outcomes. In reality, there is likely to be some variance between precincts due to the type or age of the building stock, its location in the precinct, or the location of the precinct itself. The median sales value of residential units is a conservative number, based on median sales values in the area. If these were to be new-builds, this is likely to be higher. However, as this is for comparative purposes, these inputs are kept consistent.

It is important to note that the consideration of residential has assumed that land values are based on the existing land use (i.e. industrial zone) and not residential. In practice, if the Council were to signal

that residential development were to be permitted, it would result in an underlying land value uplift and this would alter the feasibility proposition.

#### 4.5 Precincts and lots

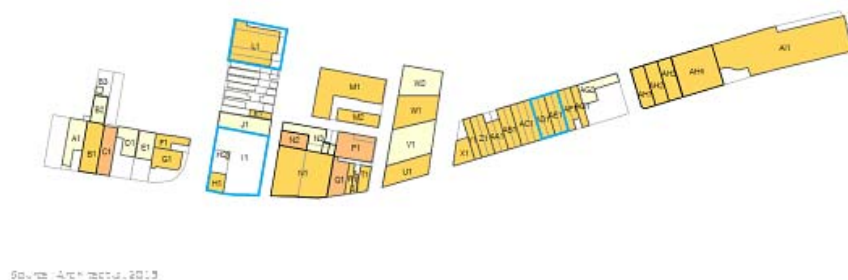
The following maps identify the three tested precincts and the theoretical lot configurations.

FIGURE 28. CAMPERDOWN TESTED LOTS



Source: Archiactis, 2013

FIGURE 29. TEBBUTT STREET/PARRAMATTA ROAD TESTED LOTS



Source: Archiactis, 2013



FIGURE 30. MOORE STREET SOUTH TESTED LOTS



Source: AECOM, 2013

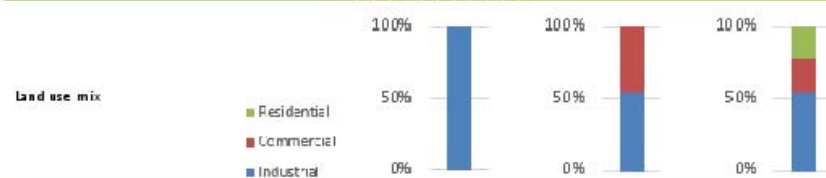


## 4.6 Camperdown precinct

### Lot A

TABLE 33. FEASIBILITY TESTING – LOT A (1-19 BOOTH STREET)

		Option 1	Option 2	Option 3
Lot A	Existing amalgamated lot area	12,536 sqm	12,536 sqm	12,536 sqm
	Total Industrial floorspace (sqm)	17,718	17,718	17,718
Development	Total Commercial floorspace (sqm)	n/a	14,508	7,512
Costs	Total Residential floorspace (sqm)	n/a	n/a	6,996
	Total development costs	\$50,454,378	\$98,196,008	\$108,677,173
	Industrial GFA (sqm)	15,946	15,946	15,946
Revenues	Commercial GFA (sqm)	n/a	13,057	6,761
	Residential (no. of apartments)	n/a	n/a	62
	Total revenues (excl. sales expenses)	\$30,616,320	\$74,487,840	\$100,354,080
	Residual Land Value	-\$19,838,058	-\$23,708,168	-\$8,323,093
Acquisition costs	Estimated land costs	\$9,868,464	\$9,868,464	\$9,868,464
	Feasibility Ratio	-2.01	-2.40	-1.37

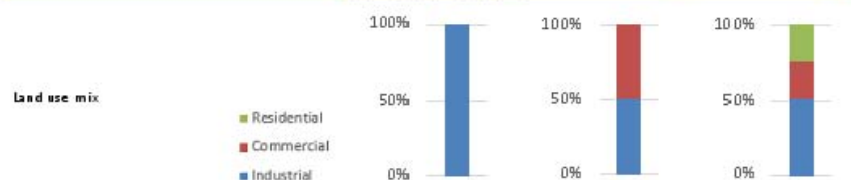


Source: SGS Economics and Planning, 2013

## Lot I & J

TABLE 34. FEASIBILITY TESTING – LOT I & J (176- 182 PARRAMATTA ROAD)

		Option 1	Option 2	Option 3
Lot I & J	Existing amalgamated lot area	2,170 sqm	2,170 sqm	2,170 sqm
	Total Industrial floorspace (sqm)	4,330	4,330	4,330
Development Costs	Total Commercial floorspace (sqm)	n/a	3,984	1,992
	Total Residential floorspace (sqm)	n/a	n/a	1,992
	Total development costs	\$12,282,197	\$27,872,458	\$29,916,220
Revenues	Industrial GFA (sqm)	3,897	3,897	3,897
	Commercial GFA (sqm)	n/a	3,586	1,793
	Residential (no. of apartments)	n/a	n/a	18
	Total revenues (excl. sales expenses)	\$7,482,240	\$19,531,200	\$27,157,920
	Residual Land Value	-\$4,799,957	-\$8,341,258	-\$2,758,300
Acquisition costs	Estimated land costs	\$5,954,269	\$5,954,269	\$5,954,269
	Feasibility Ratio	-0.81	-1.40	-0.46

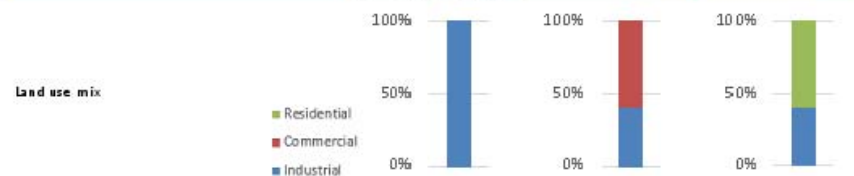


Source: SGS Economic and Planning, 2013

## Lot AC

TABLE 35. FEASIBILITY TESTING – LOT AC (206 PARRAMATTA ROAD)

		Option 1	Option 2	Option 3
Lot AC	Existing amalgamated lot area	1,001 sqm	1,001 sqm	1,001 sqm
Development Costs	Total Industrial floorspace (sqm)	2,002	2,002	2,002
	Total Commercial floorspace (sqm)	n/a	2,912	n/a
	Total Residential floorspace (sqm)	n/a	n/a	2,912
	Total development costs	\$6,280,019	\$15,229,351	\$18,216,437
Revenues	Industrial GFA (sqm)	1,802	1,802	1,802
	Commercial GFA (sqm)	n/a	2,621	n/a
	Residential GFA (sqm)	n/a	n/a	26
	Total revenues (excl. sales expenses)	\$3,459,840	\$12,266,400	\$22,946,259
Residual Land Value		-\$2,820,179	-\$2,962,951	\$4,729,822
Acquisition costs	Estimated land costs	\$2,740,099	\$2,740,099	\$2,740,099
Feasibility Ratio		-1.03	-1.08	1.73



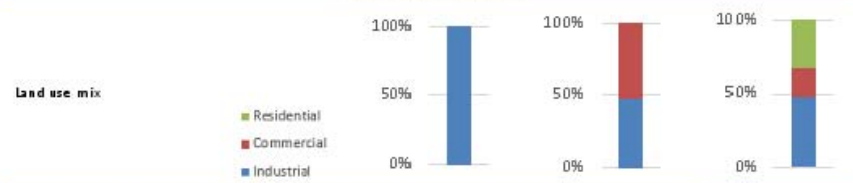
SOURCE: SGS Economic and Planning, 2013

#### 4.7 Tebbutt Street/Parramatta Road precinct

##### Lot H, I & J

TABLE 36. FEASIBILITY TESTING – LOT H, I&J (687 PARRAMATTA ROAD AND 5-9 TEBBUTT STREET)

		Option 1	Option 2	Option 3
Lot H, I & J	Existing amalgamated lot area	3,110 sqm	3,110 sqm	3,110 sqm
	Total Industrial floorspace (sqm)	4,764	4,764	4,764
Development Costs	Total Commercial floorspace (sqm)	n/a	5,072	1,988
	Total Residential floorspace (sqm)	n/a	n/a	3,156
	Total development costs	\$13,757,444	\$30,448,840	\$35,889,173
Revenues	Industrial GFA (sqm)	4,288	4,288	4,288
	Commercial IGFA (sqm)	n/a	4,565	1,789
	Residential IGFA (sqm)	n/a	n/a	28
	Total revenues (excl. sales expenses)	\$8,232,960	\$23,571,360	\$35,479,200
	Residual Land Value	-\$5,524,484	-\$6,877,480	-\$409,973
Acquisition costs	Estimated land costs	\$9,686,131	\$9,686,131	\$9,686,131
	Feasibility Ratio	-0.57	-0.71	-0.04

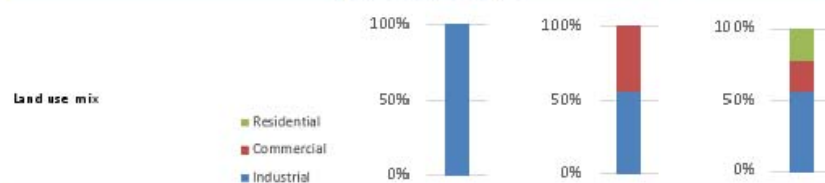


Source: SGS Economic and Planning, 2013

## Lot L

TABLE 37. FEASIBILITY TESTING – LOT L (49-59 TEBBUTT STREET)

		Option 1	Option 2	Option 3
Lot L	Existing amalgamated lot area	1,592 sqm	1,592 sqm	1,592 sqm
	Total Industrial floorspace (sqm)	3,180	3,180	3,180
Development	Total Commercial floorspace (sqm)	n/a	2,496	1,252
Costs	Total Residential floorspace (sqm)	n/a	n/a	1,244
	Total development costs	\$9,122,176	\$18,888,829	\$20,164,707
	Industrial GFA (sqm)	2,862	2,862	2,862
Revenues	Commercial GFA (sqm)	n/a	2,246	1,127
	Residential GFA (sqm)	n/a	n/a	11
	Total revenues (excl. sales expenses)	\$5,495,040	\$13,041,600	\$17,624,160
	Residual land value	-\$3,627,136	-\$5,847,229	-\$2,540,547
Acquisition costs	Estimated land costs	\$4,423,511	\$4,423,511	\$4,423,511
	Feasibility Ratio	-0.82	-1.32	-0.57

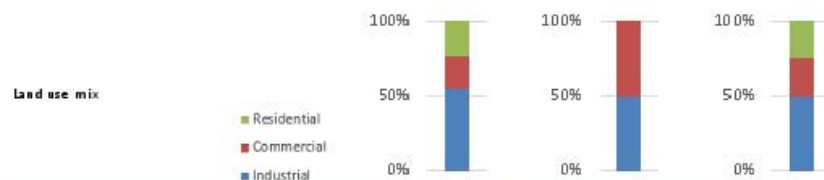


Source: SGS Economics & Planning, 2013

## Lot AD & AE

TABLE 38. FEASIBILITY TESTING – LOT AD & AE (603-609 PARRAMATTA ROAD)

		Option 1	Option 2	Option 3
Lot AD & AE	Existing amalgamated lot area	887 sq m	887 sq m	887 sq m
	Total Industrial floorspace (sqm)	4,794	4,794	4,794
Development	Total Commercial floorspace (sqm)	n/a	4,668	2,408
Costs	Total Residential floorspace (sqm)	n/a	n/a	2,260
	Total development costs	\$13,472,131	\$20,923,220	\$24,783,837
	Industrial GFA (sqm)	4,315	4,315	4,315
Revenues	Commercial GFA (sqm)	n/a	4,201	2,167
	Residential GFA (sqm)	n/a	n/a	20
	Total revenues (excl. sales expenses)	\$8,284,800	\$22,400,160	\$30,689,308
	Residual land value	-\$5,187,331	\$1,476,940	\$5,905,471
Acquisition costs	Estimated land costs	\$2,870,048	\$2,870,048	\$2,870,048
	Feasibility Ratio	-1.81	0.51	2.06



Source: SGS Economic & Planning, 2015

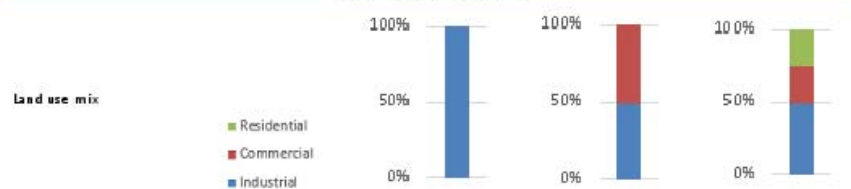


## 4.8 Moore Street South precinct

### Lot B & C

TABLE 39. FEASIBILITY TESTING – LOT B&C (31-33 MOORE STREET)

		Option 1	Option 2	Option 3
Lot B & C	Existing amalgamated lot area	828 sq m	828 sqm	828 sqm
	Total Industrial floorspace (sqm)	1,656	3,312	3,312
Development	Total Commercial floorspace (sqm)	n/a	1,490	828
Costs	Total Residential floorspace (sqm)	n/a	n/a	621
	Total development costs	\$4,671,777	\$13,797,350	\$14,629,457
	Industrial GFA (sqm)	1,490	1,490	1,490
Revenues	Commercial IGFA (sqm)	n/a	1,490	745
	Residential IGFA (sqm)	n/a	n/a	7
	Total revenues (excl. sales expenses)	\$2,860,800	\$7,867,200	\$10,672,800
	Residual Land Value	-\$1,810,977	-\$5,930,150	-\$3,956,657
Acquisition costs	Estimated land costs	\$2,889,300	\$2,889,300	\$2,889,300
	Feasibility Ratio	-0.63	-2.05	-1.37

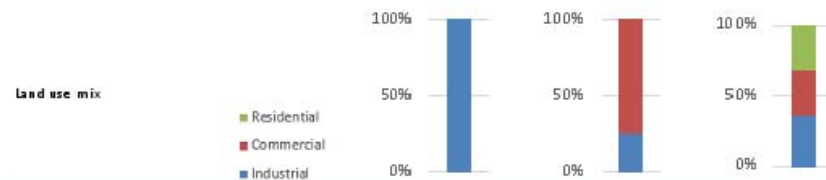


Source: SGS Economic and Planning, 2013

## Lot H & I

TABLE 40. FEASIBILITY TESTING – LOT H&I (5-7 WHITE STREET)

		Option 1	Option 2	Option 3
Lot H & I	Existing amalgamated lot area	2,682 sqm	2,682 sqm	2,682 sqm
	Total Industrial floorspace (sqm)	2,682	1,692	2,692
Development	Total Commercial floorspace (sqm)	n/a	4,740	2,370
Costs	Total Residential floorspace (sqm)	n/a	n/a	2,370
	Total development costs	\$7,619,829	\$23,747,086	\$28,626,126
	Industrial GFA (sqm)	2,423	2,423	2,423
Revenues	Commercial GFA (sqm)	n/a	4,266	2,133
	Residential GFA (sqm)	n/a	n/a	21
	Total revenues (excl. sales expenses)	\$4,652,160	\$18,985,920	\$27,745,440
	Residual land value	-\$2,967,669	-\$4,761,166	-\$880,686
Acquisition costs	Estimated land costs	\$3,096,635	\$3,096,635	\$3,096,635
	Feasibility Ratio	-0.96	-1.54	-0.28

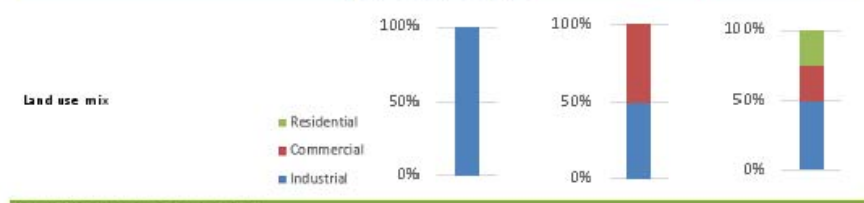


SOURCE: SGS ECONOMIC AND PLANNING, 2013

## Lot 5

TABLE 4.1. FEASIBILITY TESTING- LOT 5 (56-72 JOHN STREET)

		Option 1	Option 2	Option 3
Lot 5	Existing amalgamated lot area	4,733 sqm	4,733 sqm	4,733 sqm
	Total Industrial floorspace (sqm)	9,466	9,466	9,466
Development Costs	Total Commercial floorspace (sqm)	n/a	9,466	4,733
	Total Residential floorspace (sqm)	n/a	n/a	4,733
	Total development costs	\$26,682,311	\$43,024,503	\$47,878,598
Revenues	Industrial GFA (sqm)	8,519	8,519	8,519
	Commercial GFA (sqm)	n/a	8,519	4,260
	Residential GFA (sqm)	n/a	n/a	42
	Total revenues (excl. sales expenses)	\$16,356,480	\$44,980,320	\$62,342,202
	Residual land value	-\$10,325,831	\$1,955,817	\$14,463,604
Acquisition costs	Estimated land costs	\$5,475,810	\$5,475,810	\$5,475,810
	Feasibility Ratio	-1.89	0.36	2.64



Source: SGS Economic and Planning, 2013

## 4.9 Summary of findings

The feasibility testing process has identified several headline findings.

### Industrial development alone will not provide additional industrial floorspace

Industrial rental rates have been used within the feasibility model. The cost of development in all instances was above the revenues generated by industrial floorspace rents. This is because even though development costs are low relative to those of more complicated (or taller) buildings, industrial uses are rarely high-value and therefore cannot afford high rents. This is exacerbated when land acquisition costs are factored in.

Across all precincts, regardless of lot sizes, the industrial only development options uphold a negative feasibility ratio. For development on industrial only sites to be feasible, the rent must increase from \$200 per square metre to over \$400 per square metre and in some cases significantly more than \$400. This creates implications for the industrial rental market as increasing the cost of rent per square metre, means that renting becomes unaffordable.

Alternatively, to achieve a feasible result, the amount of additional industrial floorspace must be increased. This creates issues with urban design outcomes, particularly on smaller lots, which in some cases require an increase from 4,000 square meters to 11,300 square meters for development to return a feasible result.

**The addition of commercial floorspace brings the result closer to feasible**

Adding commercial floorspace to the floorspace mix of buildings increases development costs and requires taller buildings, however the higher rent per square metre can, in some instances, enable a development to cross the feasibility threshold. However, this tends to require a significant amount of commercial floorspace in order to achieve this.

**Residential is the easiest way to generate additional industrial floorspace**

Residential returns the highest land values on an as per square metre basis and it is therefore the most efficient at returning a feasible result. It also does not necessarily require a significant proportion of total GFA, however it does necessitate the construction of taller buildings.

In some cases, the introduction of residential floorspace resulted in a feasible outcome for development. The findings indicate that there are no patterns associated with land size as the smallest lot in Camperdown, Lot AC stands at a feasibility ratio of 1.73. This lot achieved a feasible outcome by providing 1,802 sqm of industrial floorspace and 2,184 sqm of residential floorspace with 26 units. Notably, the site achieved a feasible outcome without commercial floorspace. However, in Camperdown, the largest lot, Lot A, did not result in a feasible outcome. For Lot A to be feasible, the additional commercial and industrial floorspace must more than double, the median residential sales price must increase from \$790,000 to \$1,095,638 and the development must supply 80 units.

**Residential does not need to dominate**

The introduction of residential as a feasibility lever does not mean that residential becomes the dominant land use. Although it varies from site to site and by precinct, the introduction of residential to generate a feasible result may only require in the order of 20-30% of total floorspace. This is also based on a conservative unit price assumption of \$790,000.

**Lot size does not appear to matter**

In the scenarios and sites tested, there does not appear to be a pattern where lot size provides a better or worse feasibility result.

## 5 MULTI-CRITERIA ANALYSIS

### 5.1 Purpose

To arrive at recommendations for the future planning of Leichhardt's industrial precincts, options have been assessed through a Multi-Criteria Analysis (MCA) framework. This framework brings together the findings of feasibility modelling, urban design assessment and policy/ strategy assessment. The purpose of the MCA is to determine which option is most suitable to address the problem of Leichhardt LGA's forecast industrial floorspace supply deficit.

### 5.2 Method

The MCA tests each option against the following criteria:

- Feasibility ratio
- Total floor space demand
- Depth within the likely target market segment
- Impact on the role and function of the precinct
- Impact on the surrounding precinct and broader economy
- Urban design considerations

#### MCA Structure

Given the number of sites, the MCA has been distilled into tables by precinct. The tables are to be read as a cumulative assessment. For instance, the analysis in Option 1 focuses on industrial only use against the MCA criteria, whereas Option 2 (which builds on Option 1) focuses on the introduction of commercial floorspace. Finally, the analysis of Option 3 focuses on the introduction of residential floorspace. This is to avoid repetition.

In addition to the industrial supply-demand gap work undertaken in SGS's 2014 study, this report has done high level commercial floorspace forecasts to provide an indication of what additional commercial floorspace is required to accommodate future demand. This is predominantly for comparative purposes and is not done to the same degree of analysis as the 2014 *Industrial Lands Study* provided. This assumes a deficit somewhere between 40,000 and 50,000 sqm of commercial floorspace by 2036 and is based on employment projections from BTS. It also uses typical floorspace to job ratios based on previous SGS audit data.

#### Market analysis and feasibility

An analysis of market conditions, feasibility outputs and data reported in SGS's 2014 *Industrial Lands Study* has been included in the MCA. It also includes a qualitative assessment of urban design and risk issues that such developments may present.

Following the feasibility ratio reported in Section 4, the MCA undertakes a goal seeking exercise to determine what additional floorspace requirements or per square metre value would be needed to return a feasible result. The feasibility ratio for each lot is presented in Chapter 5 under the MCA tables. For lots that resulted in a negative feasibility ratio, the feasibility ratio column has assessed the amount

of additional floorspace or an increase in rent required to achieve a feasibility ratio of 1. Notably, the feasibility model does not account for the construction and associated costs involved with additional floorspace. Under the floorspace demand column, the additional floorspace for each land use has been calculated as a total of all lots for each precinct.

There is a total industrial floorspace deficit of 54,965 sqm and between 40,000 sqm and 50,000 sqm commercial floorspace deficit at the LGA level. Overall, the average annual growth rate (based on BTS employment projections) for industrial floorspace is 3% to 2036 and 0.6% for commercial floorspace to 2036 at the LGA level.

When any net increase in floorspace is identified in the precincts, this is removed from the overall deficits noted above to give a net deficit.

### Scoring

Each criteria has been given a positive, negative or neutral score (see below) against a number of criteria to determine whether, on balance, the tested land use mix is of benefit to the LGA. This is considered in terms of its ability to deliver additional industrial floorspace as well as the impact that it will have on the ability to protect the industrial precincts.

✓	Positive
-	Neutral
X	Negative

While each criteria has different characteristics and inputs, the 'floorspace demand' and 'depth within the market segment' criteria are inter-related and therefore marked as one.

While some scenarios may be able to deliver on the provision of new industrial floorspace indicator, this may need to be done through the provision of other, non-industrial floorspace in order to deliver it. This may have an adverse effect on the role and function of the precinct and therefore score negatively.

Where the ability to deliver the floorspace is dictated by significant cost to the rent per square metre (to the extent that it would price out the intended market), this is considered in the scoring against the provision of new floorspace.

## 5.3 Policy context

The NSW Government's *A Plan for Growing Sydney* provides strategic guidance for the future of industrial lands in Sydney. Key directions from the Plan outline the need to:

- Support key industrial precincts with appropriate planning controls
- Identify and protect strategically important industrial-zoned land

The *Industrial Lands Use Study* completed by SGS for Leichhardt Council in 2014 contained a series of recommendations to protect industrial lands in the LGA. The recommendations included:

- Protect Leichhardt's industrially-zoned precincts for their important employment and service functions
- Develop a profile and plan for each industrial precinct
- Develop a clear vision for the future of the Camperdown precinct and maintain industrial zoning
- Ensure adequate provision of industrial land for population-serving industries
- Ensure the vision for Leichhardt's industrial lands considers possible impacts of the Bays Precinct
- Work with neighbouring councils to ensure a sub-regional approach to industrial land provision.



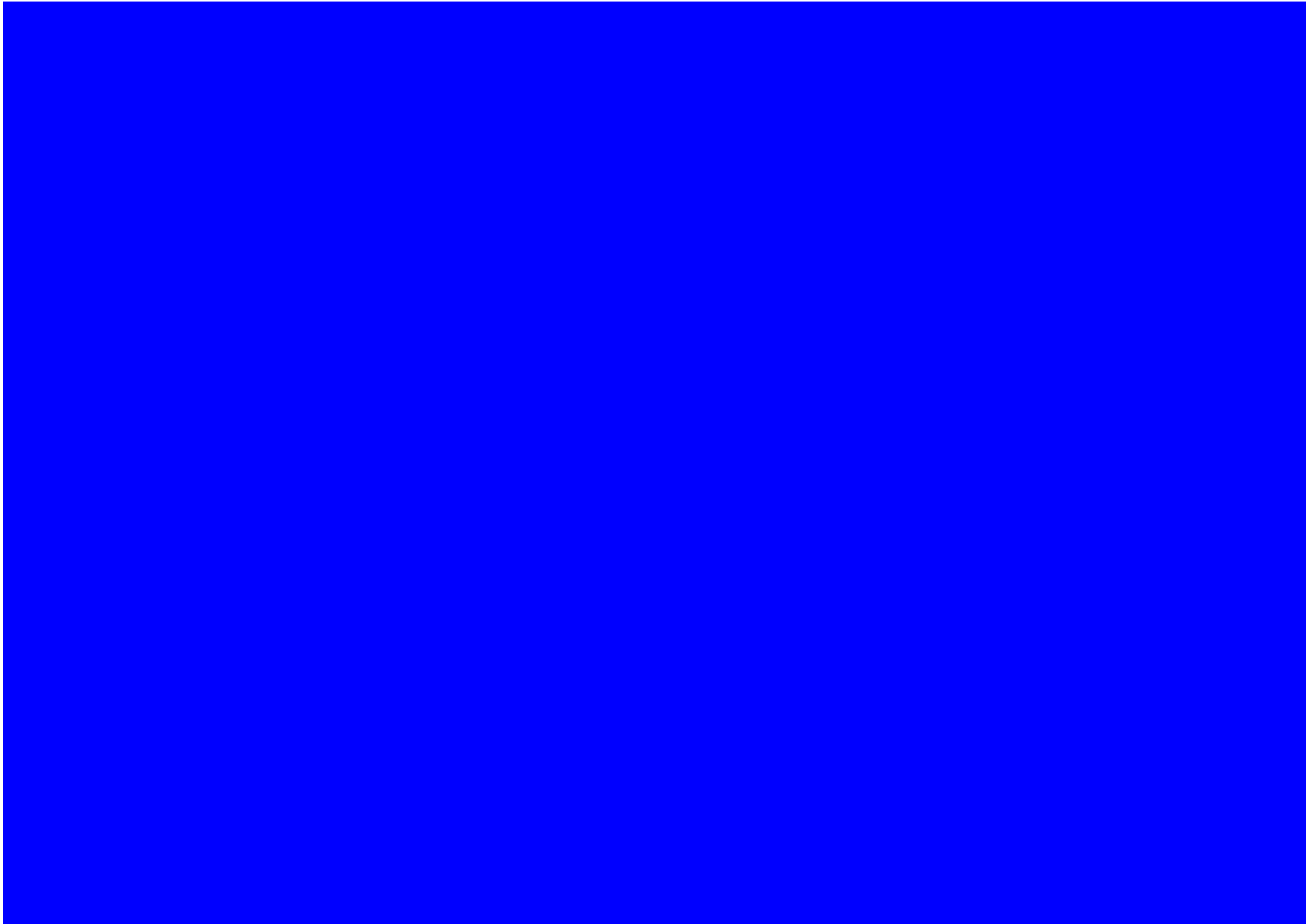
#### 5.4 Camperdown precinct

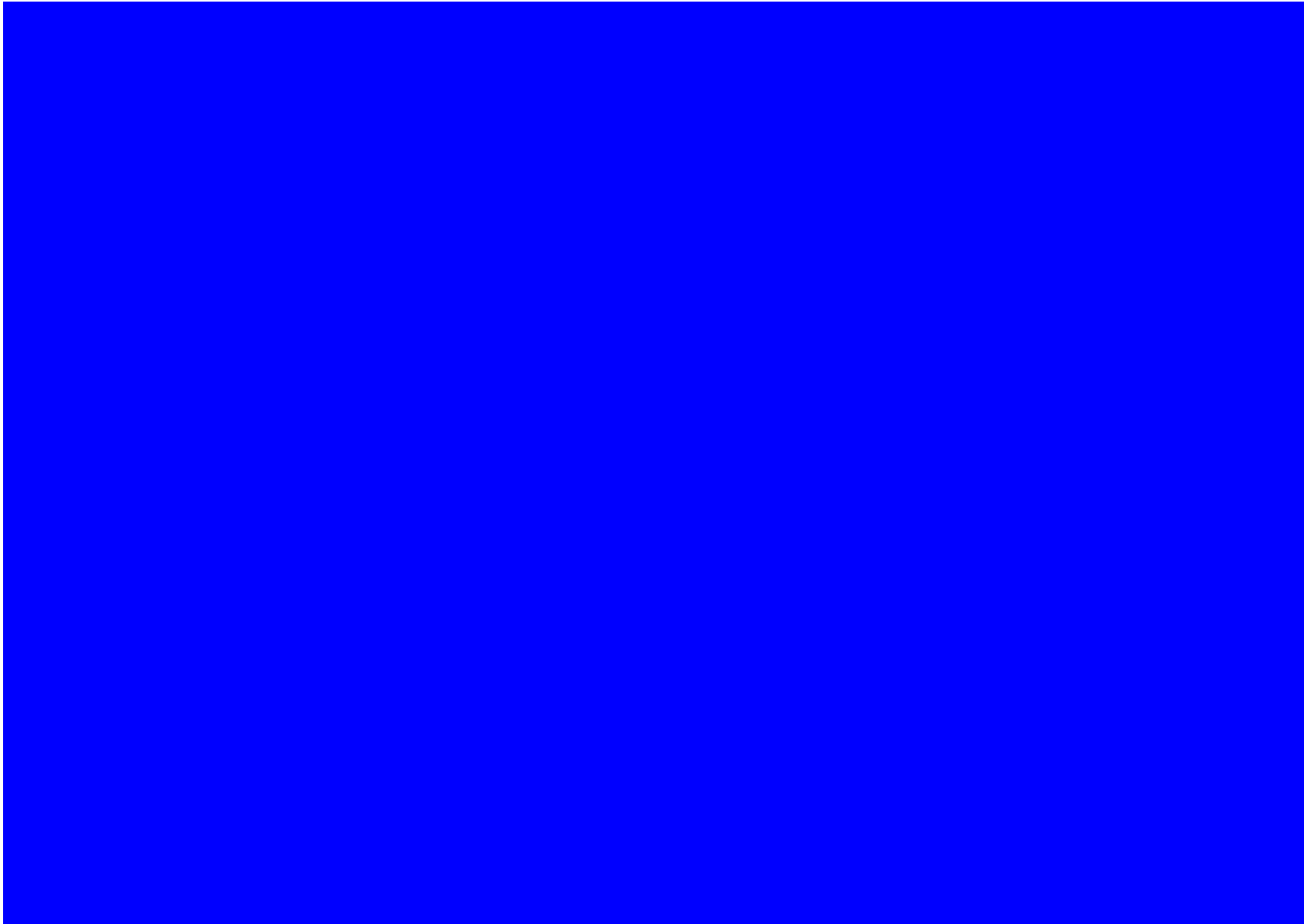
##### Option 1: Industrial only

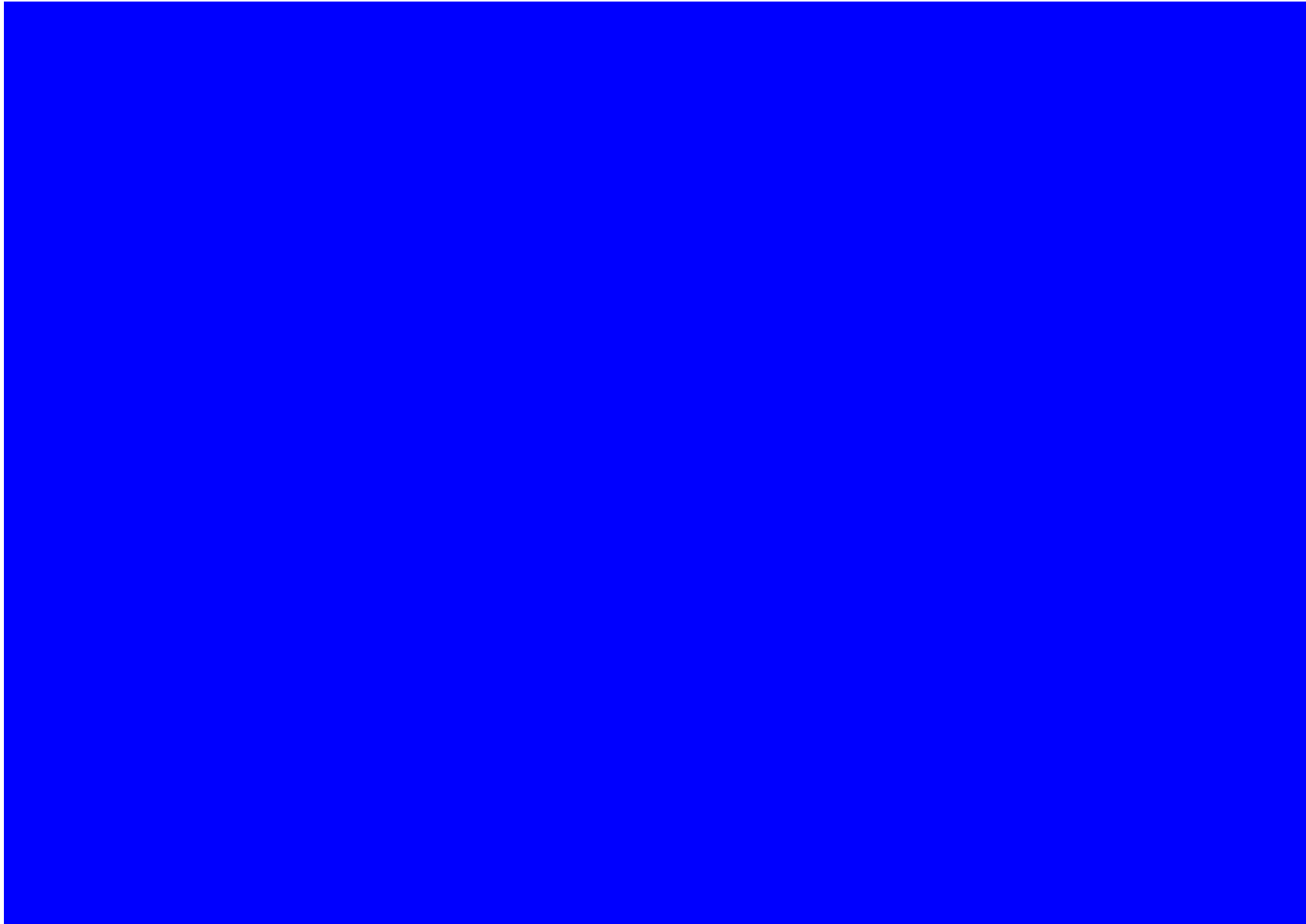
	Feasibility ratio	Floorspace demand	Depth within the market segment	Impact on the role and function of the precinct	Impact on the surrounding area and broader economy	Urban design considerations
	<p><b>Lot A</b></p> <ul style="list-style-type: none"><li>Feasibility ratio -2.01</li><li>With all other factors being equal, to achieve a feasibility ratio of 1, the industrial rent per square metre must increase from \$200 to \$450 or the amount of additional industrial floorspace from 15,946 sqm to 31,148 sqm.</li></ul> <p><b>Lot I and J</b></p> <ul style="list-style-type: none"><li>Feasibility ratio -0.81</li><li>With all factors equal, to achieve a feasibility ratio of 1, the industrial rent per square metre must increase from \$200 to \$487 or the amount of additional industrial floorspace from 3,897 sqm to 9,498 sqm.</li></ul> <p><b>Lot AC</b></p> <ul style="list-style-type: none"><li>Feasibility ratio -1.03</li><li>With all factors equal, to achieve a feasibility ratio of 1, the industrial rent per square metre must increase from \$200 to \$521 or the amount of additional floorspace must increase from 1,802 sqm to 4,698 sqm.</li></ul>	<ul style="list-style-type: none"><li>Net additional industrial floorspace for total lots tested under this option is 21,645 sqm.</li><li>The industrial floorspace deficit for the LGA is 54,965 sqm (2036). The net additional industrial floorspace for Camperdown results in a reduction in the deficit of industrial floorspace to 33,320 sqm.</li><li>The additional supply of industrial floorspace will provide 22 years of floorspace.</li></ul>	<ul style="list-style-type: none"><li>27% of the LGA's supply of local light floorspace and 56% of the supply of bulky goods retail floorspace across the LGA.</li><li>Growth of residential developments in the area (for instance City Quarter) and proximity to CBD is driving some demand for industries that service a localised need</li><li>Industrial rent is higher in the Camperdown precinct (average \$270/sqm) in comparison to Moore Street and Tebbutt Street precincts (\$200/sqm). Therefore, the types of businesses locating in Camperdown industrial precinct will be relatively high value. This also suggests greater demand for floorspace in Camperdown.</li></ul>	<ul style="list-style-type: none"><li>Maintaining and increasing industrial floorspace will have a positive impact on the precinct's role and function by reaffirming its primary function. This provides a strong signal to existing owners and the market that industrial use will continue in the precinct.</li><li>In turn, this may encourage investment in building improvement.</li></ul>	<ul style="list-style-type: none"><li>Additional industrial floorspace will likely increase the volume of heavy vehicle traffic accessing the precinct, placing pressure on the local road network and potentially increasing conflict with surrounding land uses.</li><li>More industrial floorspace in the Camperdown precinct will serve the growing local population and business demand in the CBD.</li></ul>	<ul style="list-style-type: none"><li>Architectus has determined that the industrial development options will consist of a two storey building.</li><li>Given that the existing built form is two storeys, it is unlikely that there will be implications with building height such as overshadowing and solar access.</li></ul>
SCORING						
INDICATORS	✓		✓	✓	-	✓
Provision of new industrial floorspace	✓		✓	✓	✓	✓✓✓✓✓
Safeguarding of precinct's economic role and function	✓		✓	✓	✓	✓✓✓✓✓

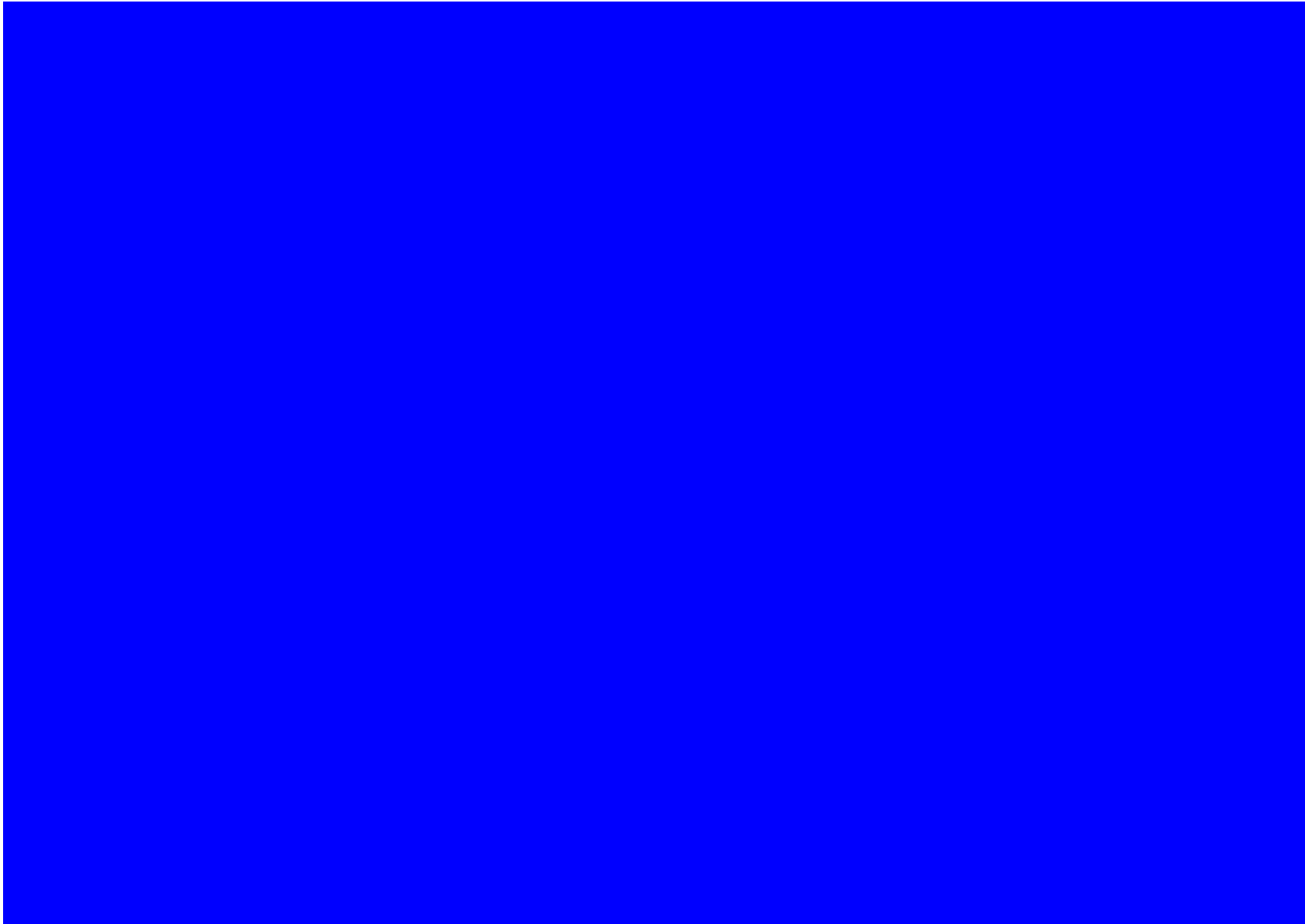
### Option 2: Industrial + Commercial

	Feasibility ratio	Floorspace demand	Depth within the market segment	Impact on the role and function of the precinct	Implication for surrounding area and broader economy	Urban design considerations	
	<p><b>Lot A</b></p> <ul style="list-style-type: none"><li>Feasibility ratio -24</li><li>With all other factors being equal, to achieve a feasibility ratio of 1, the industrial rent per square metre must increase from \$200 to \$450 or the amount of additional industrial floorspace from 15,946 to 33,434 sqm. OR,</li><li>The commercial rent per square metre must increase from \$350 to \$618 or the amount of additional commercial floorspace from 13,057 sqm to 23,050 sqm.</li></ul> <p><b>Lot I and J</b></p> <ul style="list-style-type: none"><li>Feasibility ratio -140</li><li>With all other factors being equal, to achieve a feasibility ratio of 1, the industrial rent per square metre must increase from \$200 to \$582 or the amount of additional industrial floorspace from 3,897 to 11,343 sqm. OR,</li><li>The commercial rent per square metre must increase from \$350 to \$765 or the amount of additional commercial floorspace from 3,856 sqm to 7,841 sqm.</li></ul> <p><b>Lot AC</b></p> <ul style="list-style-type: none"><li>Feasibility ratio -108</li><li>With all other factors being equal, to achieve a feasibility ratio of 1, the industrial rent per square metre must increase from \$200 to \$530 or the amount of additional industrial floorspace from 1,802 sqm to 4,772 sqm. OR,</li><li>The commercial rent per square metre must increase from \$350 to \$577 or the amount of additional commercial floorspace from 2,621 to 4,318 sqm.</li></ul>	<ul style="list-style-type: none"><li>Net additional industrial floorspace for total lots tested under this option is 21,645 sqm</li><li>Net additional commercial floorspace for total lots tested under this option is 9,573 sqm.</li><li>The industrial floorspace deficit for the LGA is 54,965 sqm (2036). The net additional industrial floorspace for Camperdown results in a reduction in the deficit of industrial floorspace to 33,320 sqm</li><li>The additional supply of industrial floorspace will provide 22 years of floorspace.</li><li>The commercial floorspace deficit for the LGA is between 40,000 and 50,000 sqm (2036). The net additional commercial floorspace for Camperdown results in a reduction in the deficit of the LGA's commercial floorspace to between 30,427 and 40,427 sqm.</li><li>The additional supply of commercial floorspace will provide approximately 4 years of floorspace.</li></ul>	<ul style="list-style-type: none"><li>The Health Care and Social Assistance industry and retail industries are expected to experience significant growth to 2036 (BTS 2015).</li><li>The precinct's proximity to RPA Hospital may enable larger-scale health and allied services to develop and link into the hospital network.</li><li>The commercial market segment of Camperdown is likely to attract fringe CBD seeking premium office space.</li><li>The precinct is also likely to attract creative industries drawn to its built form and character.</li><li>Given that the retail industry is forecast to experience significant growth to 2036, the large scale industrial floor plan and premium offices, central location of Camperdown will be attractive to retail investors.</li><li>The introduction of premium commercial floorspace is likely to compete with other commercial centres that are located on the periphery of the CBD such as Pyrmont, Ultimo and Darlinghurst.</li></ul>	<ul style="list-style-type: none"><li>Introducing commercial uses will likely redefine the precinct. This is dependent on both the type and scale of commercial use, and may position the precinct as something other than industrial.</li><li>The Sydney CBD requires an average of 24sqm of commercial floorspace per job. This would create approximately 400 additional jobs. This level of employment would affect local traffic movement within the precinct- particularly at peak times.</li></ul>	<ul style="list-style-type: none"><li>Commercial floorspace in the Camperdown precinct will increase supply in the LGA in areas that have not traditionally had significant commercial floorspace. This may contribute to a shift in the commercial centre of gravity for the LGA, depending on the type of commercial market the precinct is likely to attract. The additional workforce will create accessibility and parking issues and impact the local road network.</li><li>The inclusion of additional commercial floorspace in Camperdown has the potential to attract industries and organisations that do not currently seek a Leichhardt location such as high-value manufacturing and research firms. This would place Camperdown in market competition with other CBD-fringe locations such as Alexandria.</li></ul>	<ul style="list-style-type: none"><li>Architectus has determined that the building structure would likely be four storeys consisting of two storeys of industrial use and two storeys of commercial use. While not out of scale, this type of built form is less of an impact in areas of low topography.</li><li>There may be implications associated with solar access and overshadowing. This is likely to impact the surrounding residential uses. This would require further urban design assessment.</li></ul>	
INDICATORS	SCORING					RESULTS	
Provision of new industrial floorspace	✓		✓	✓	-	-	✓✓✓✓--
Safeguarding of precinct's economic role and function	-		-	✗	✓	✓	-- ✗ ✓ ✓

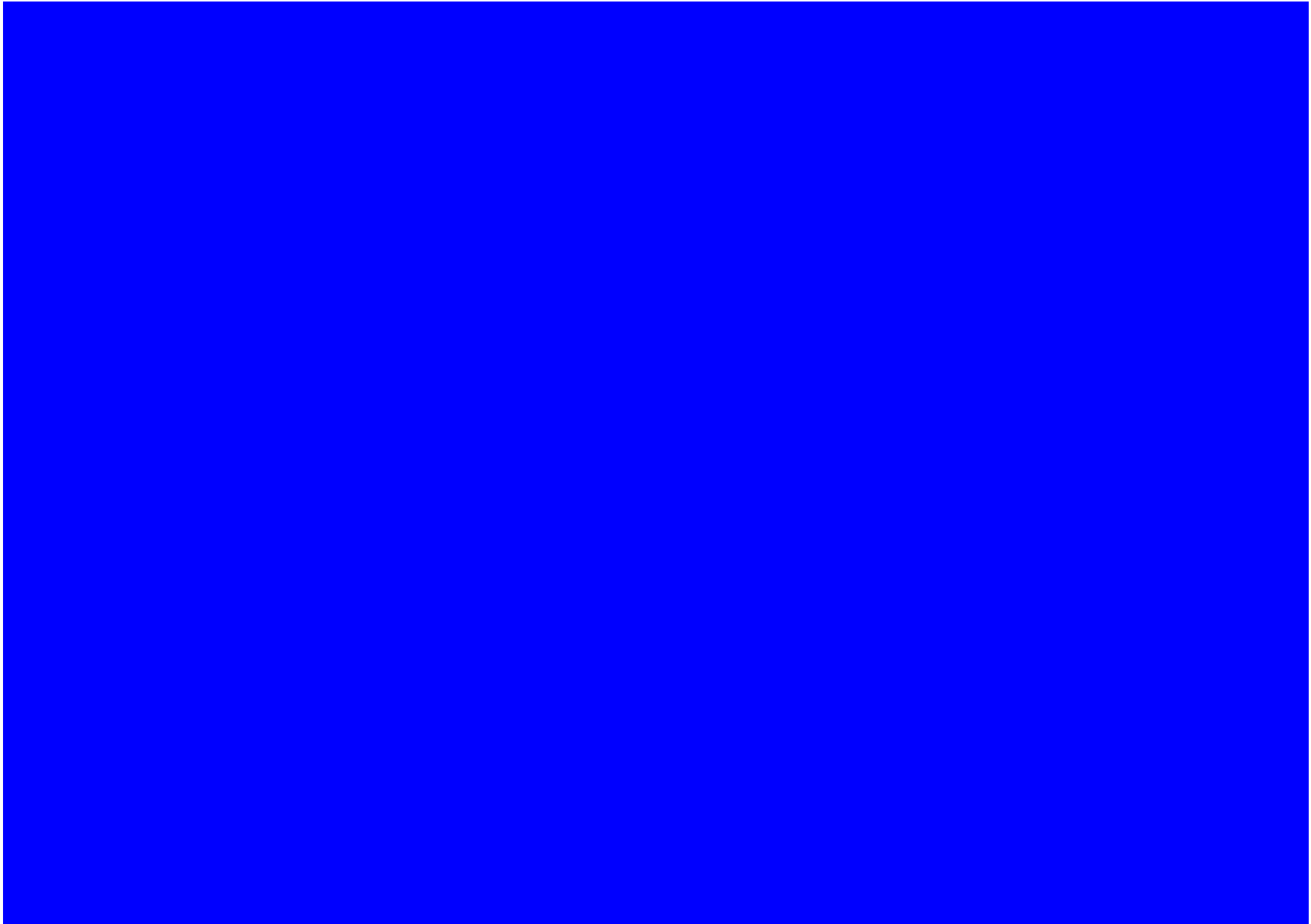


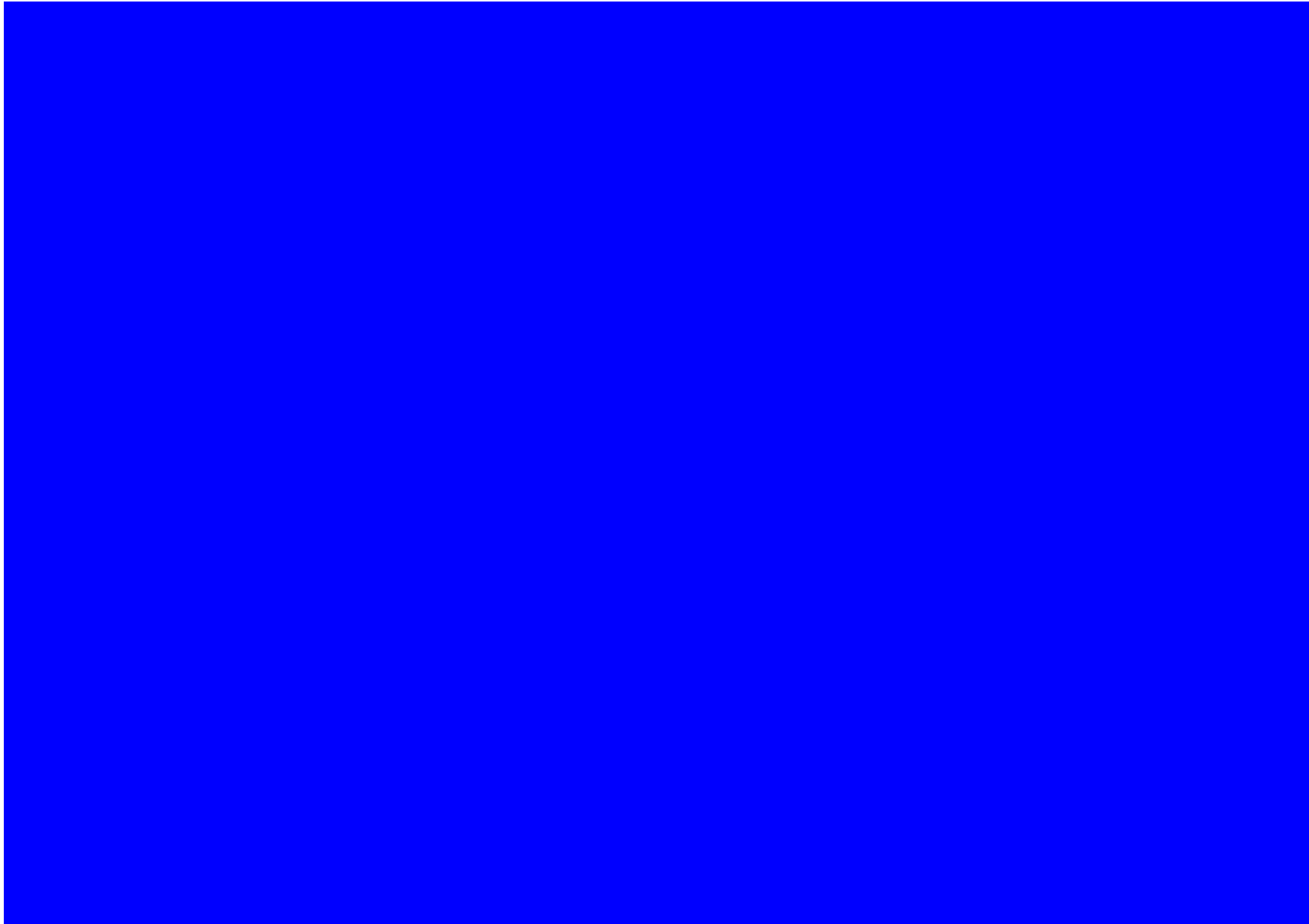


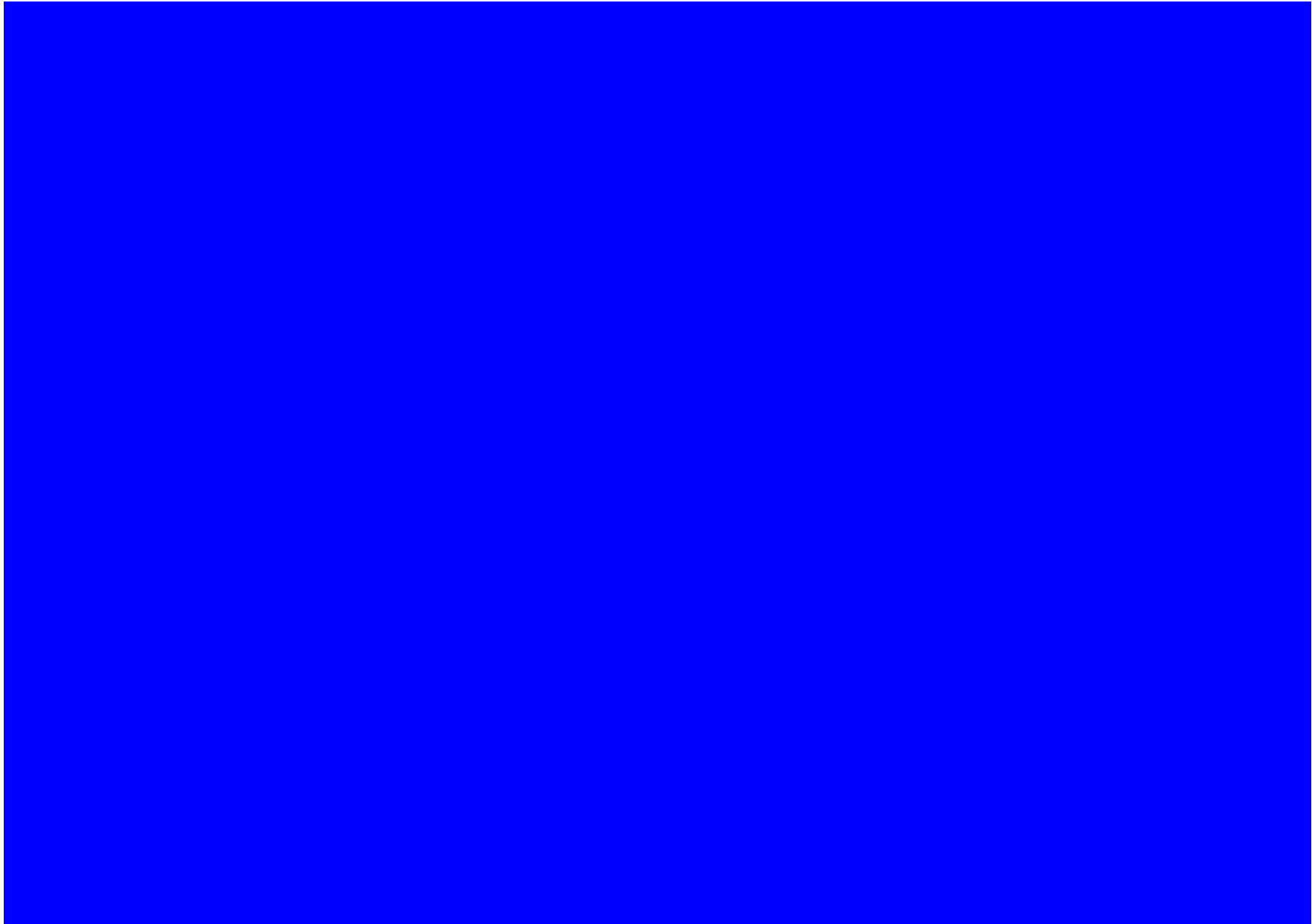




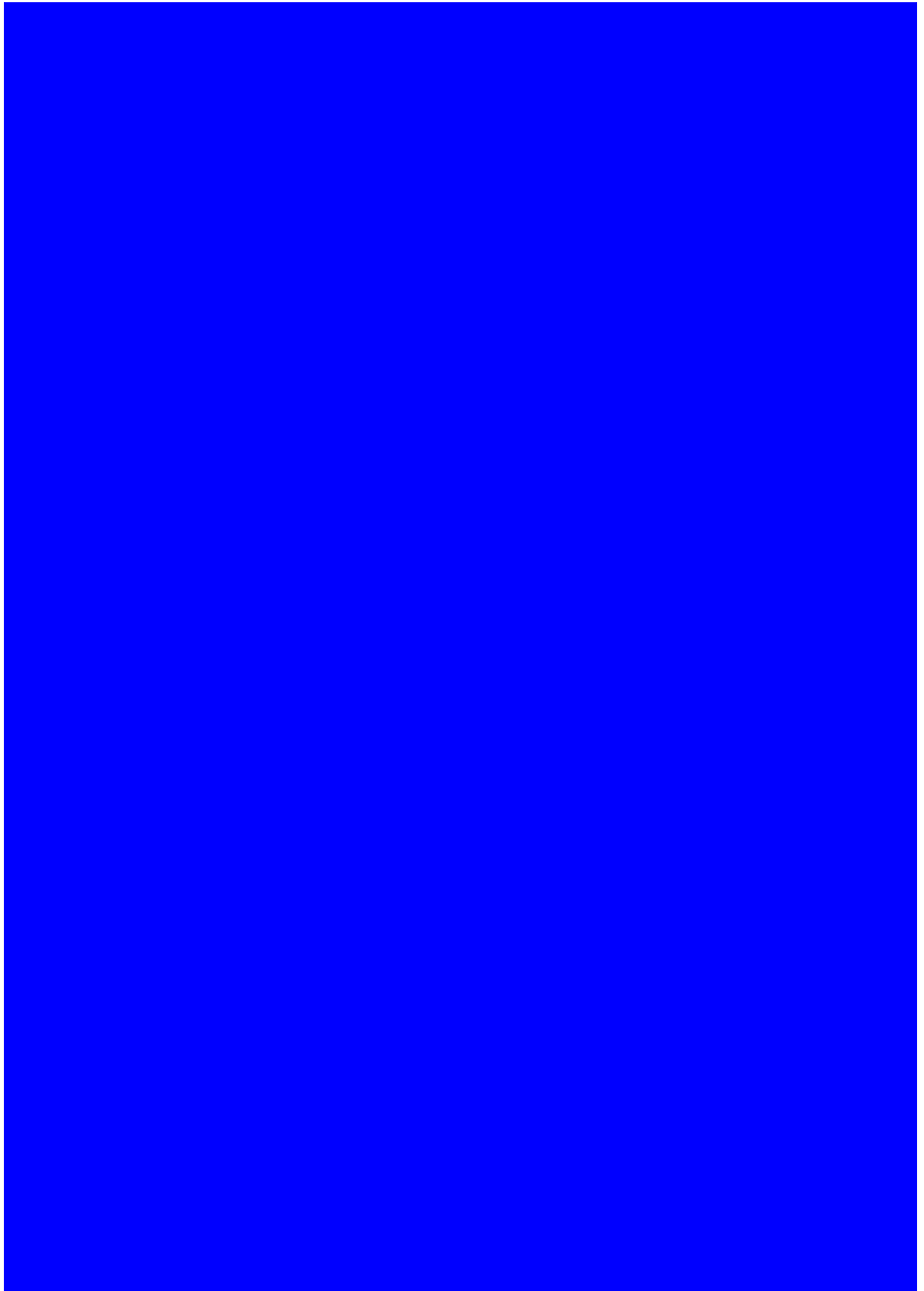


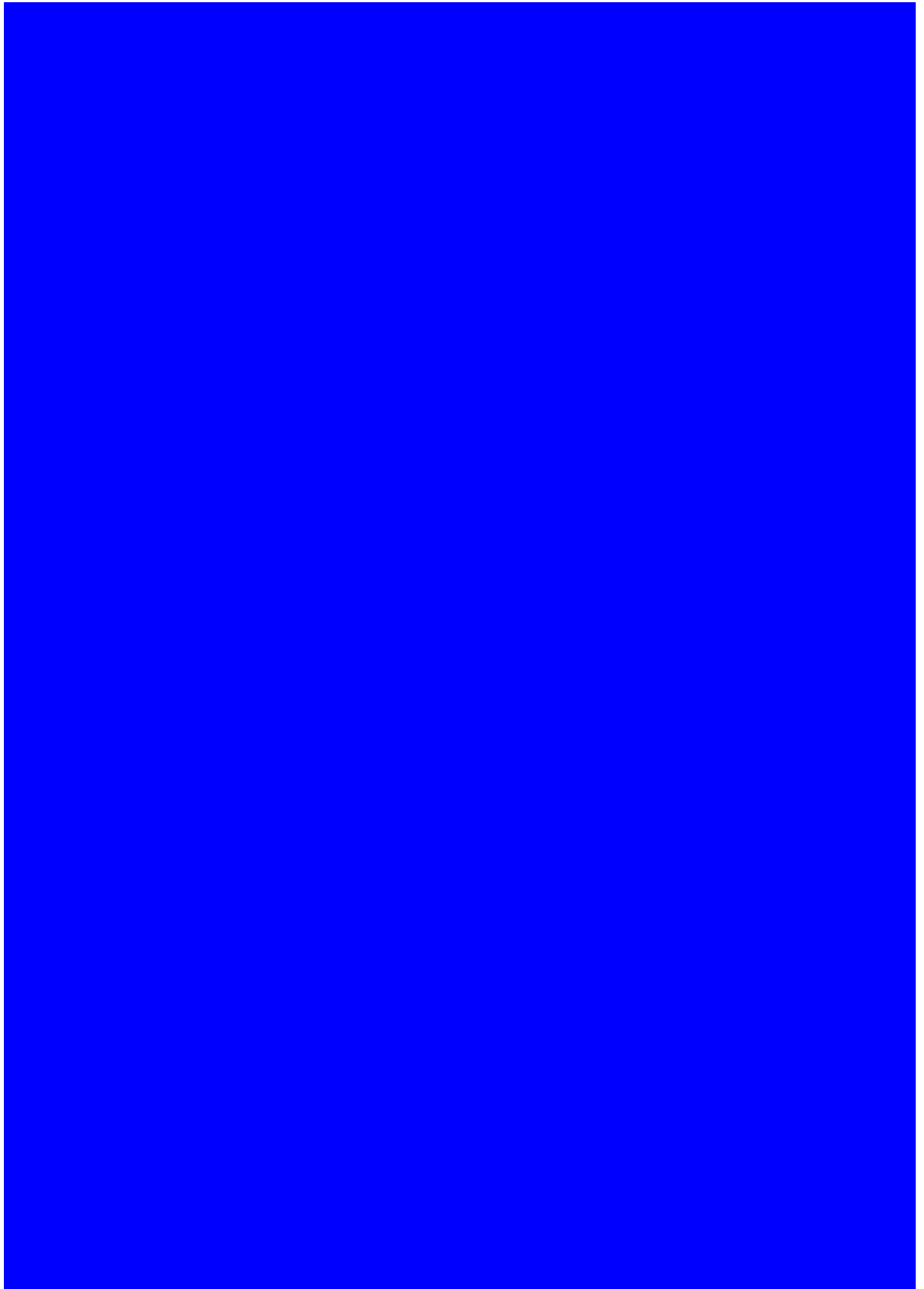




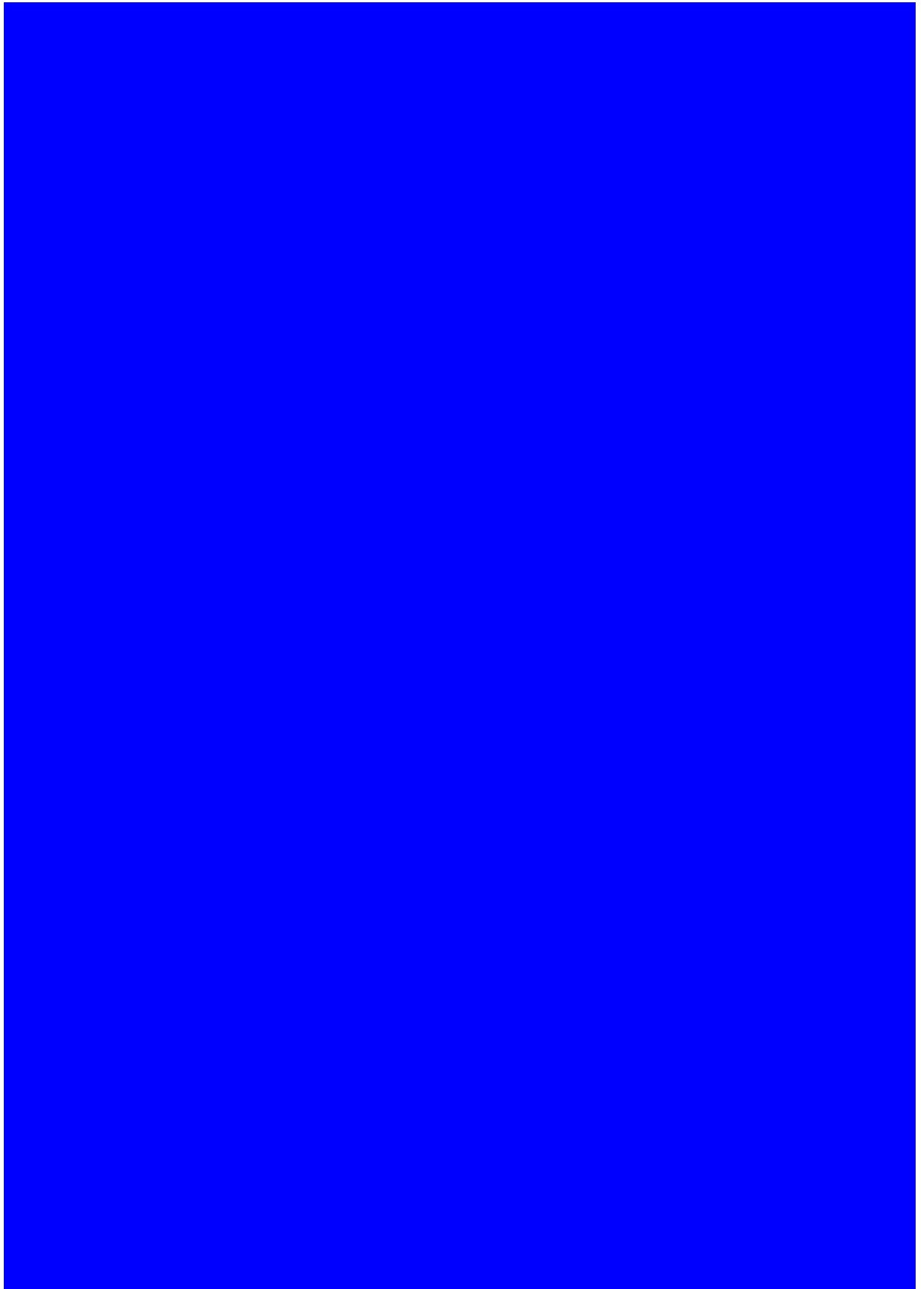


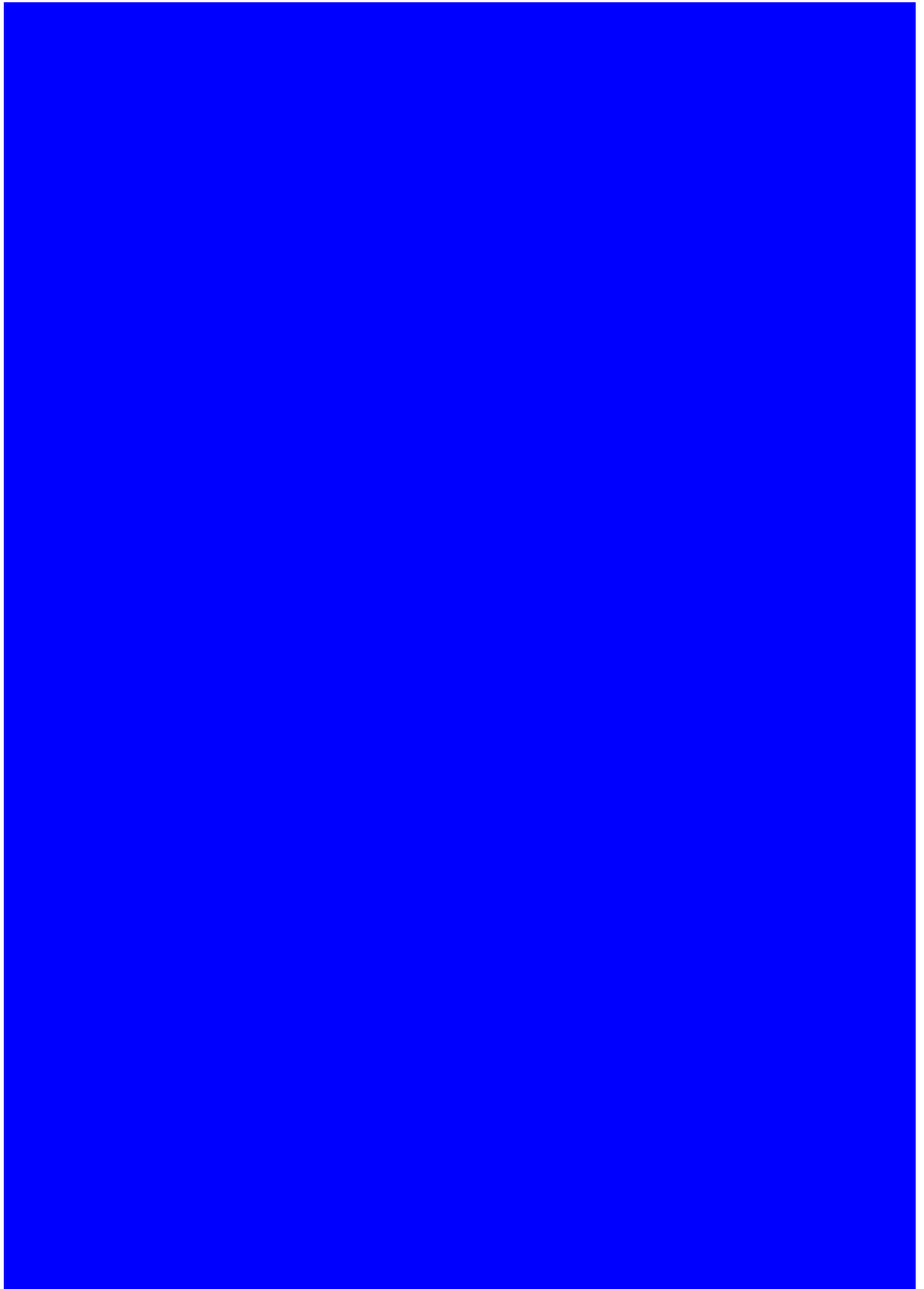


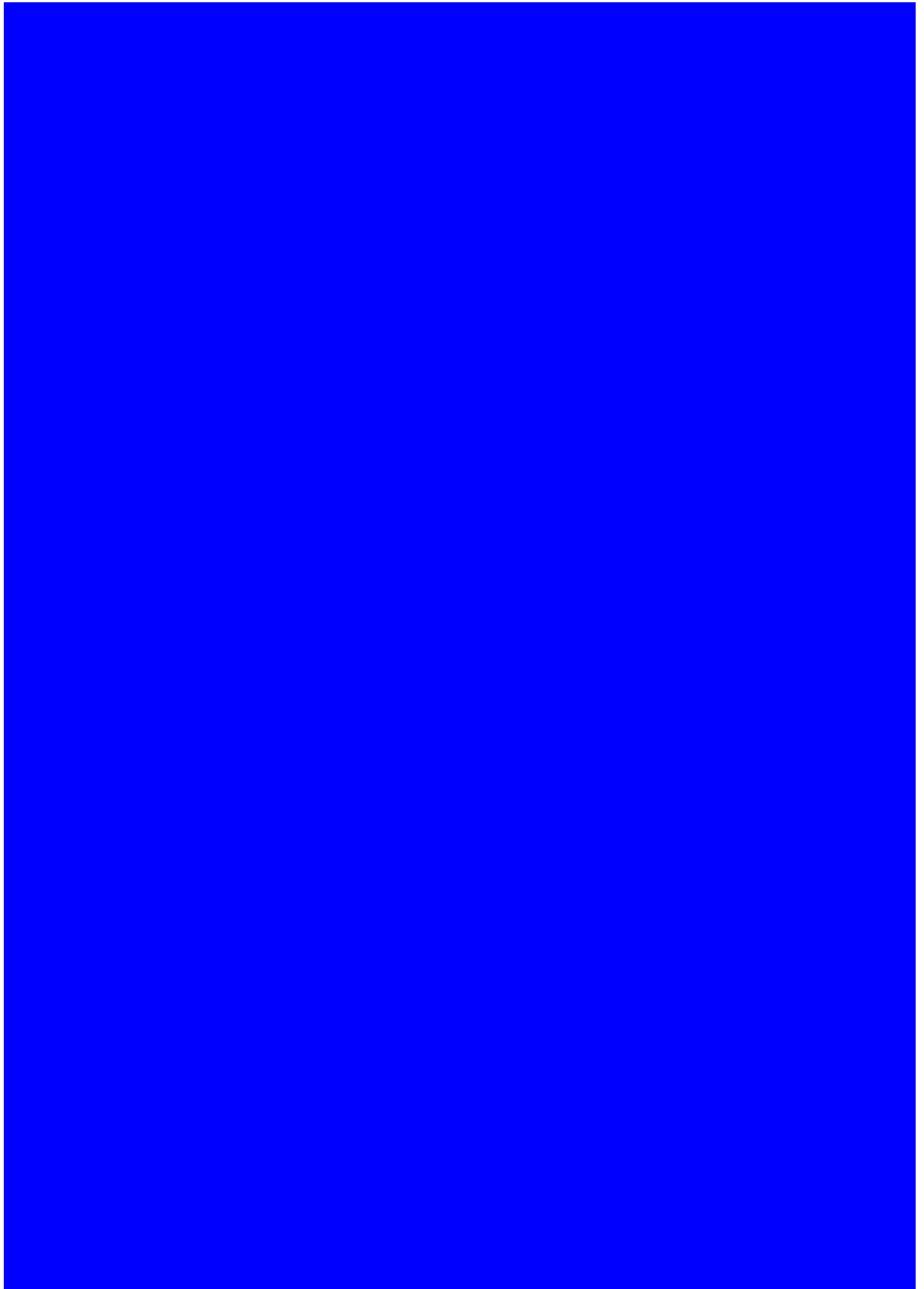


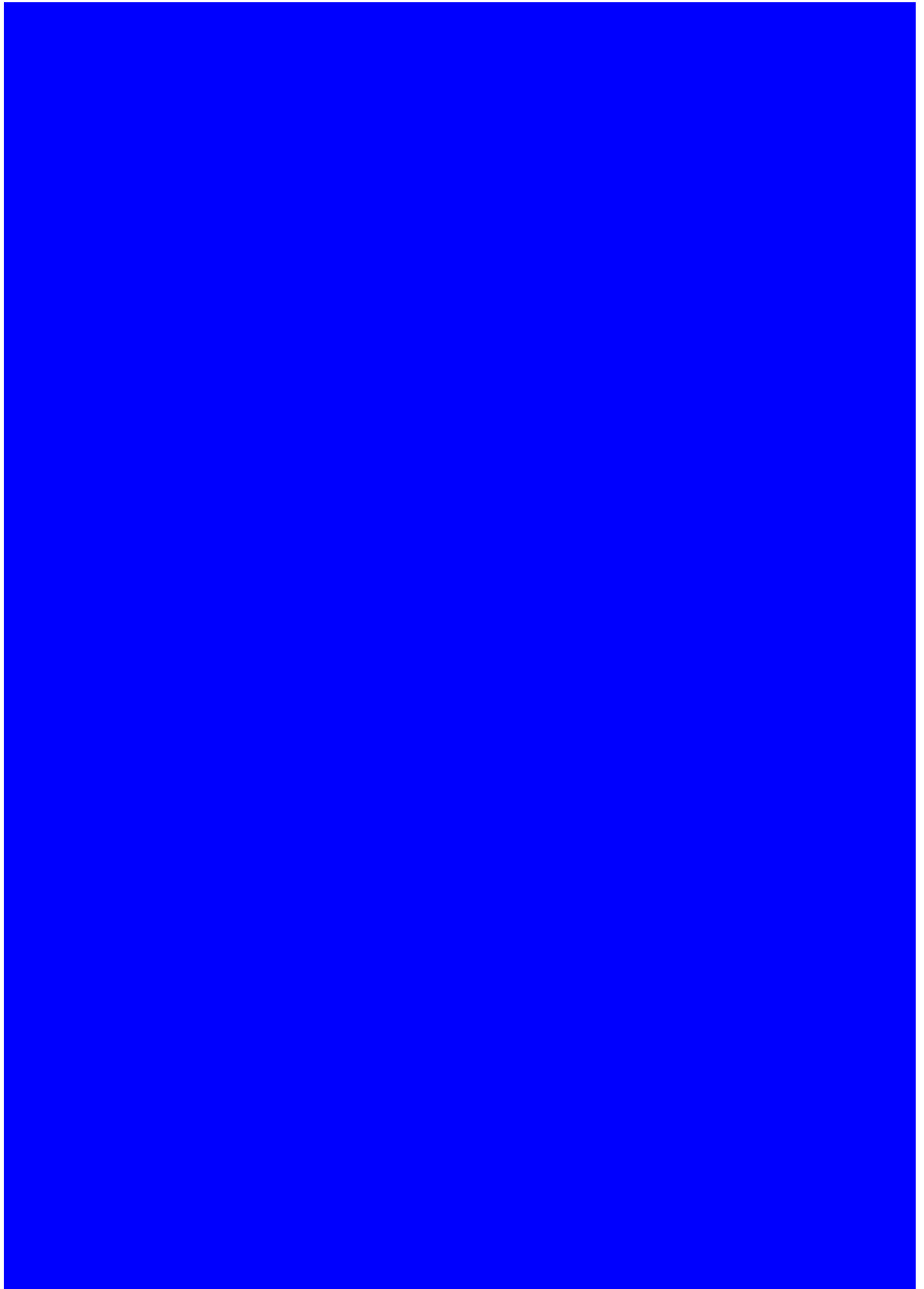


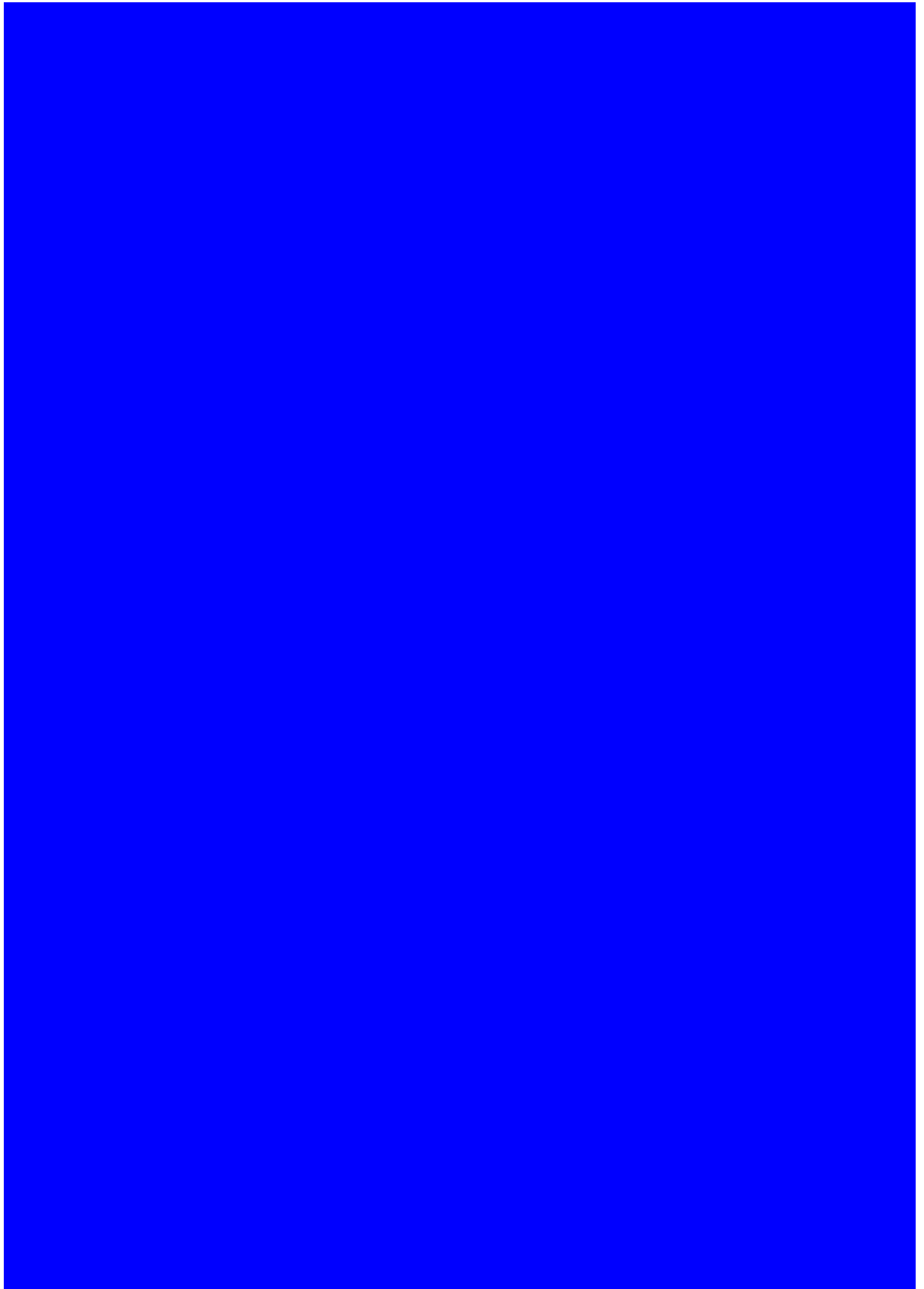




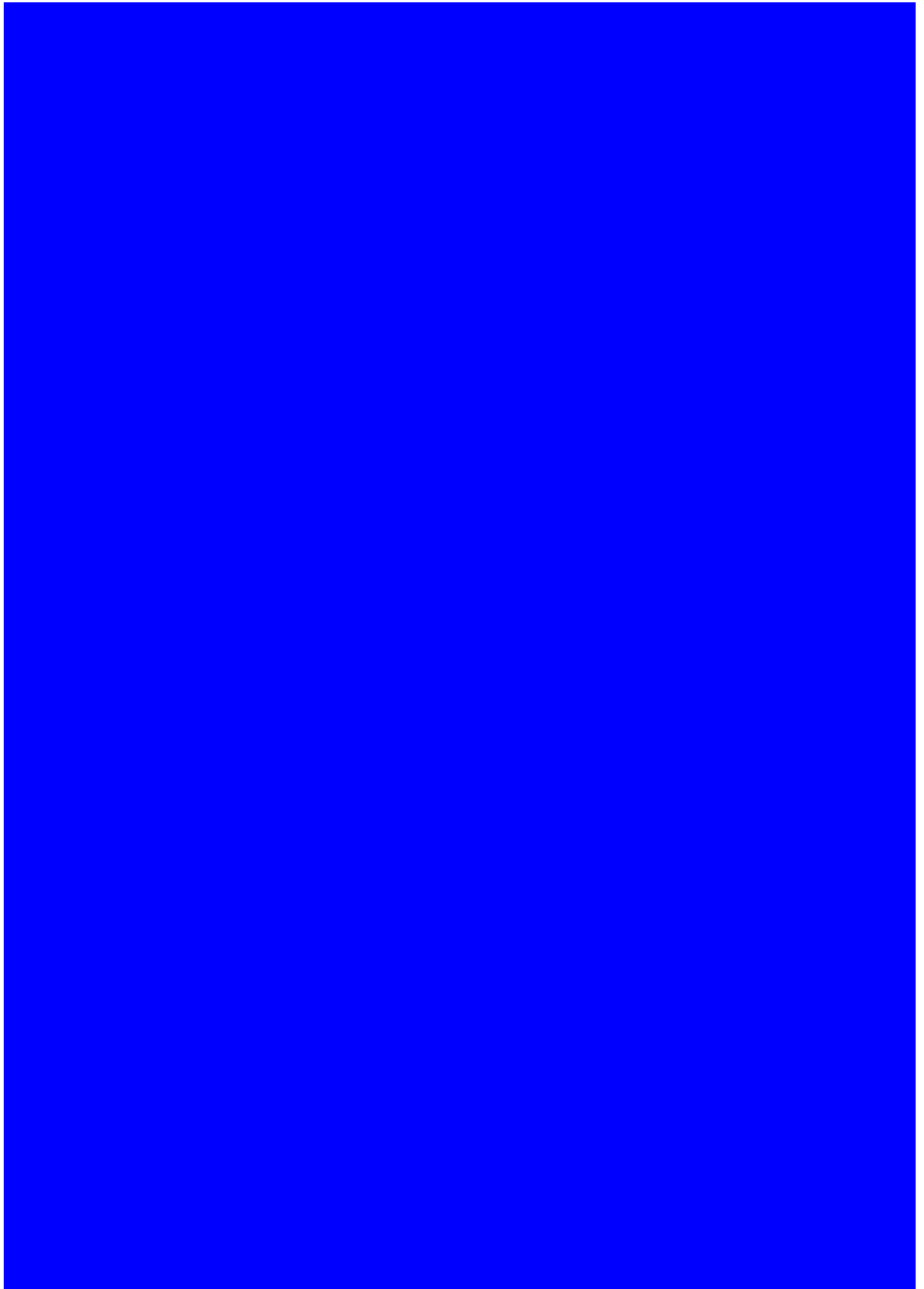




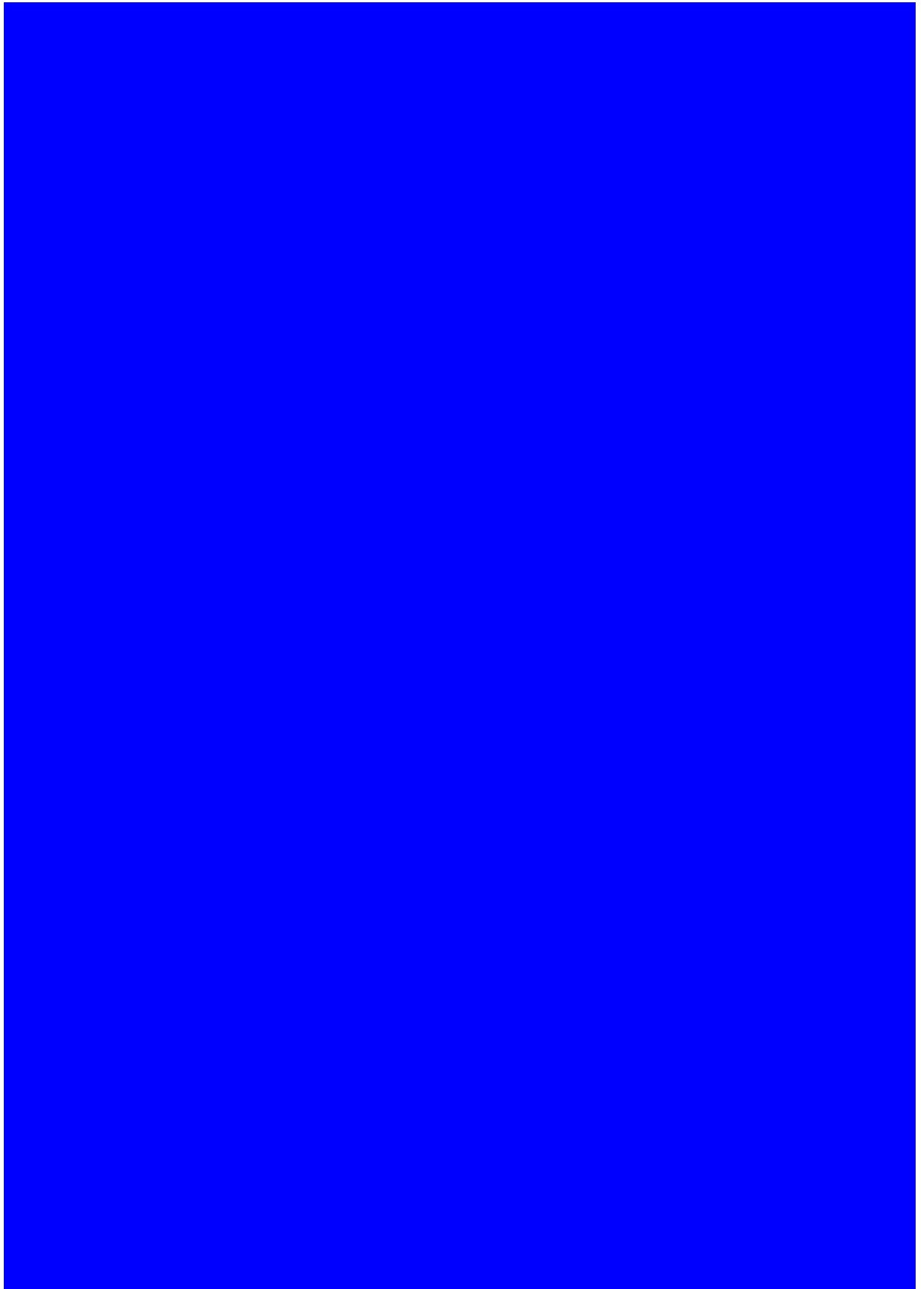


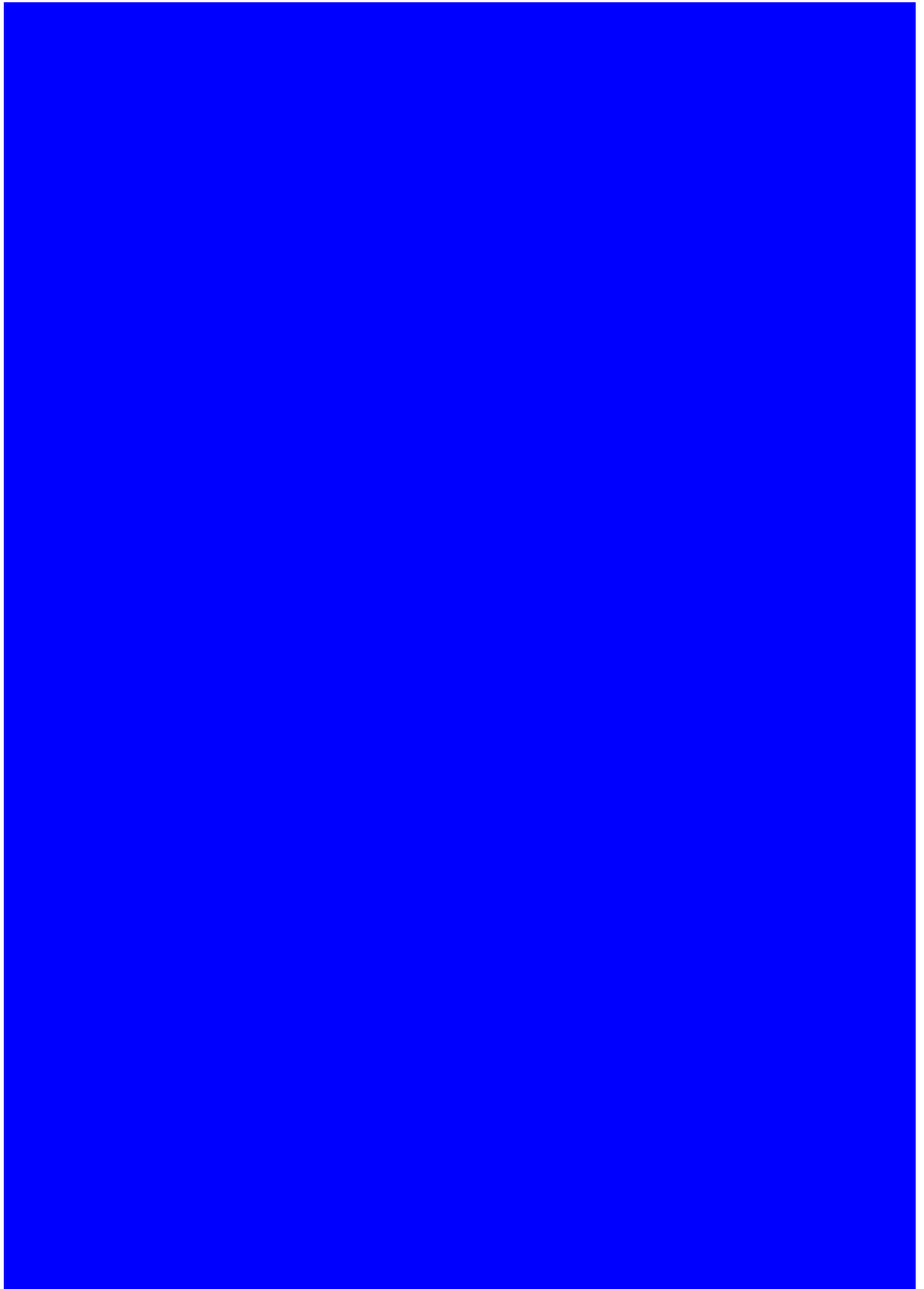


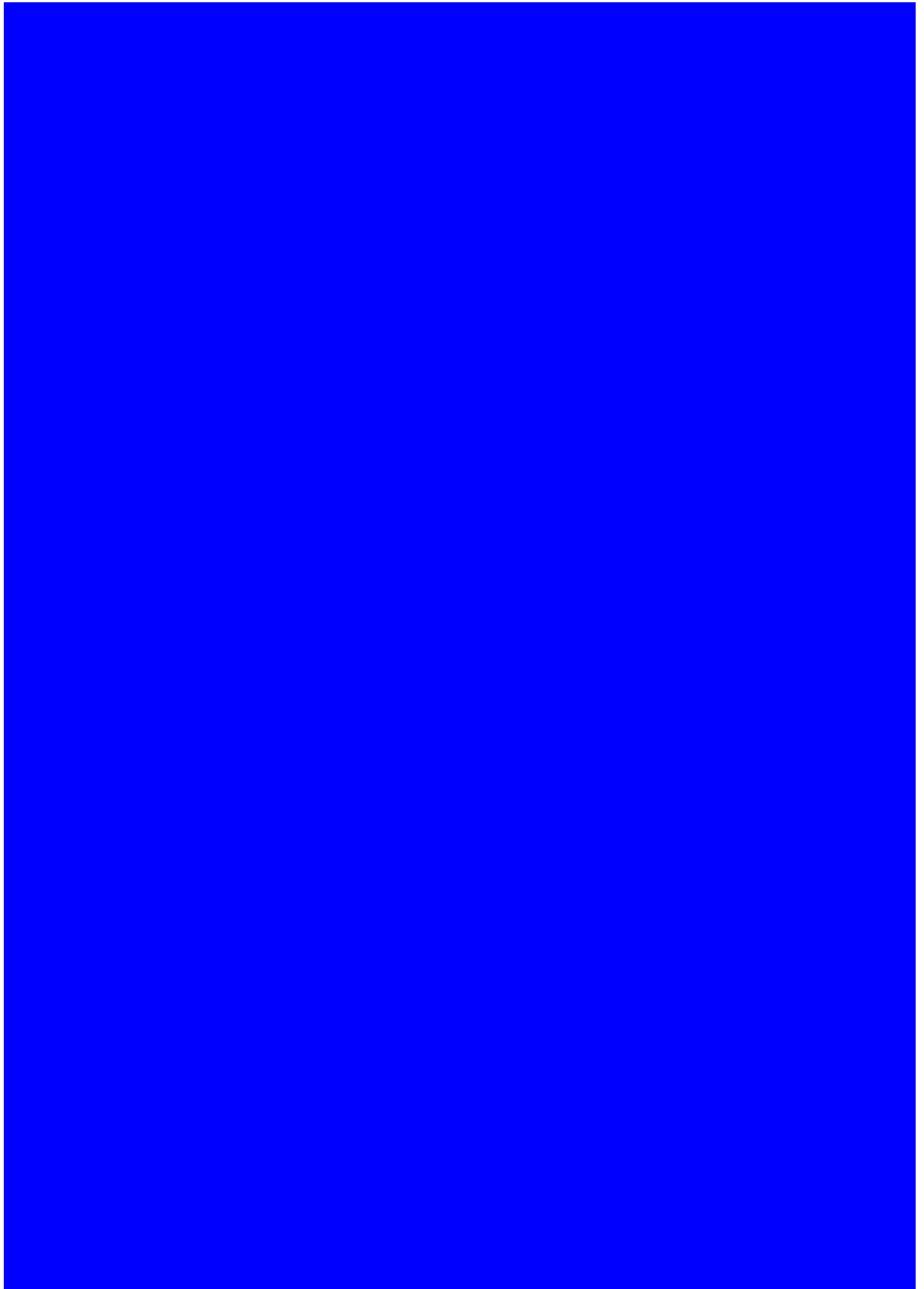




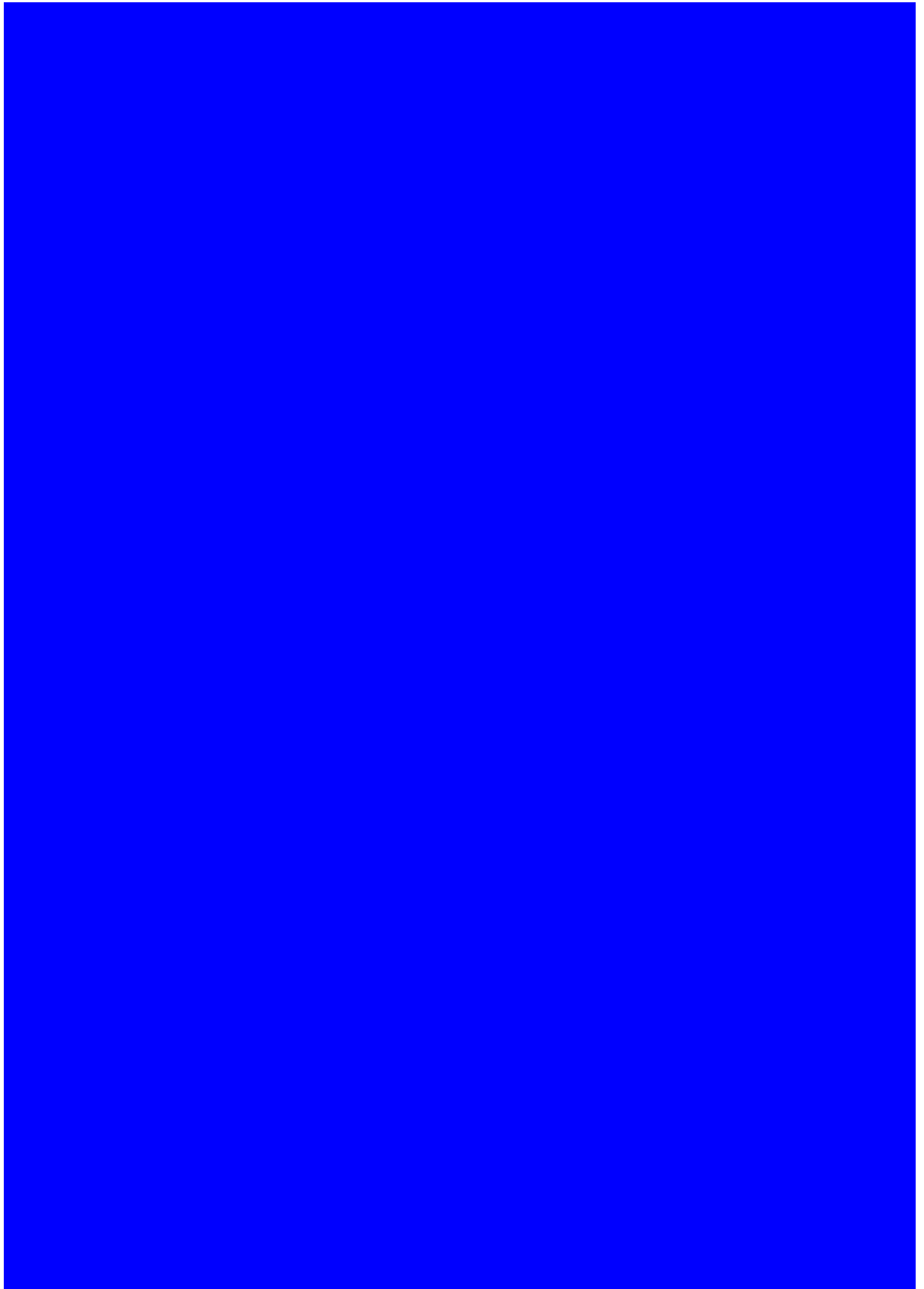


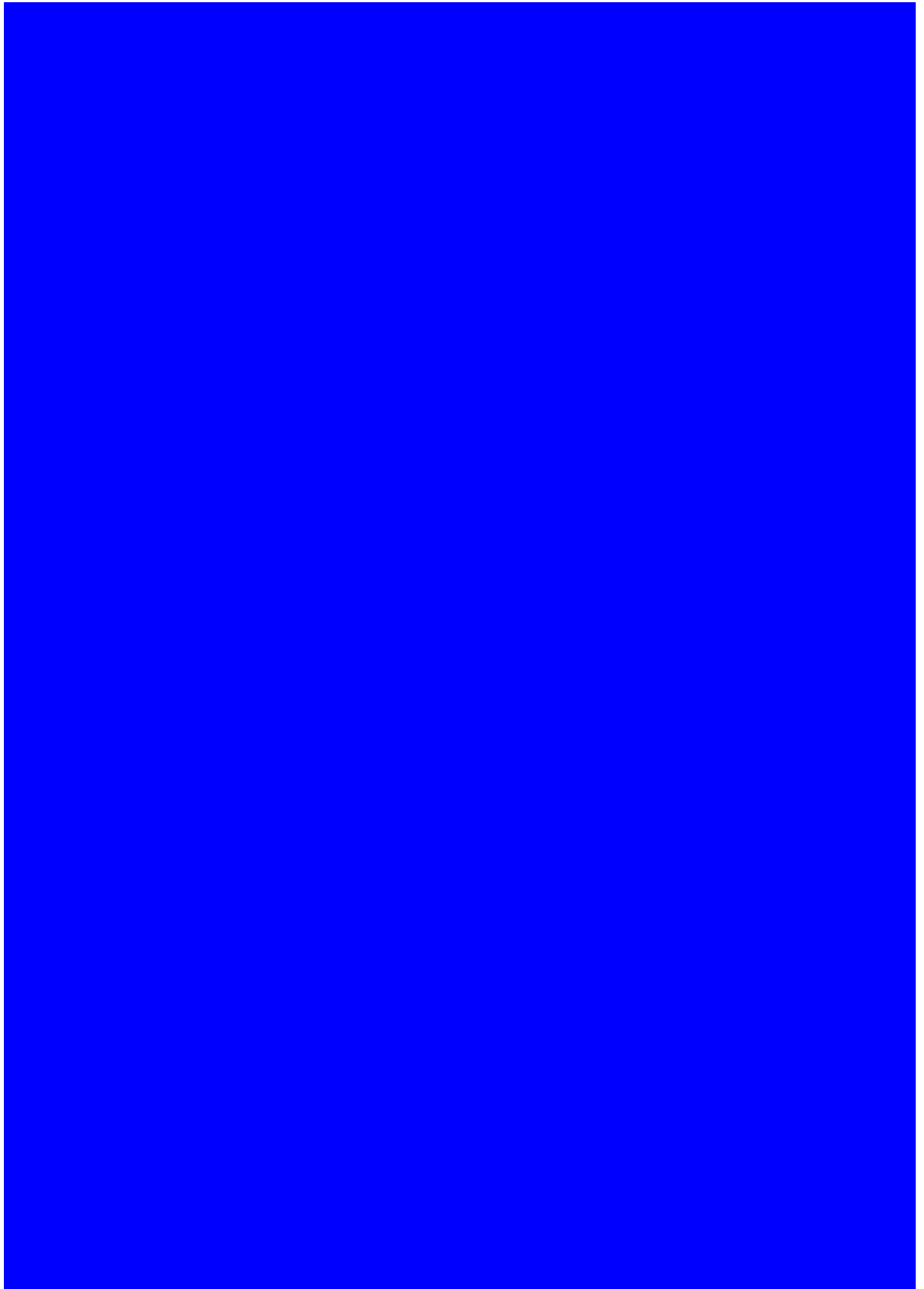


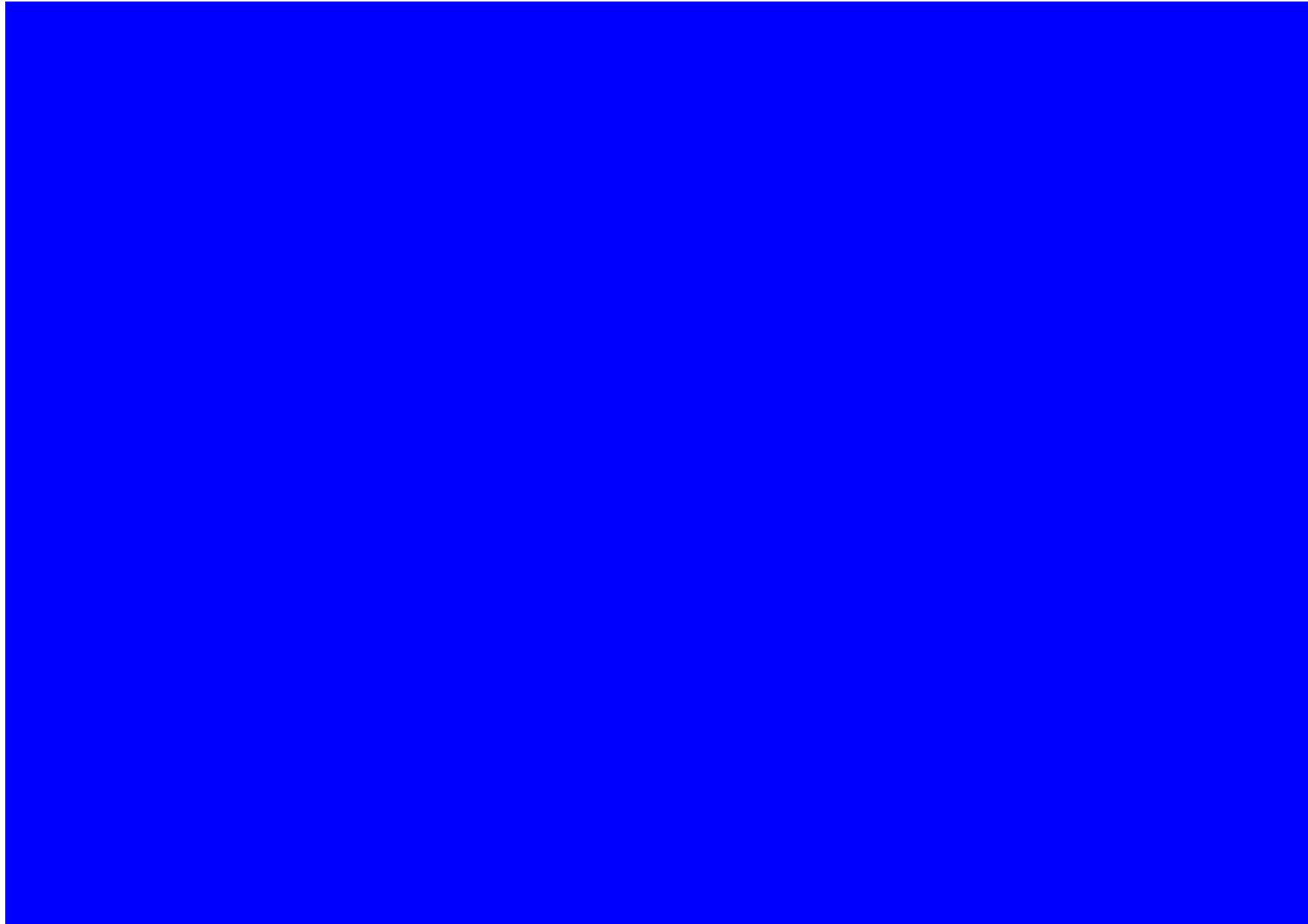




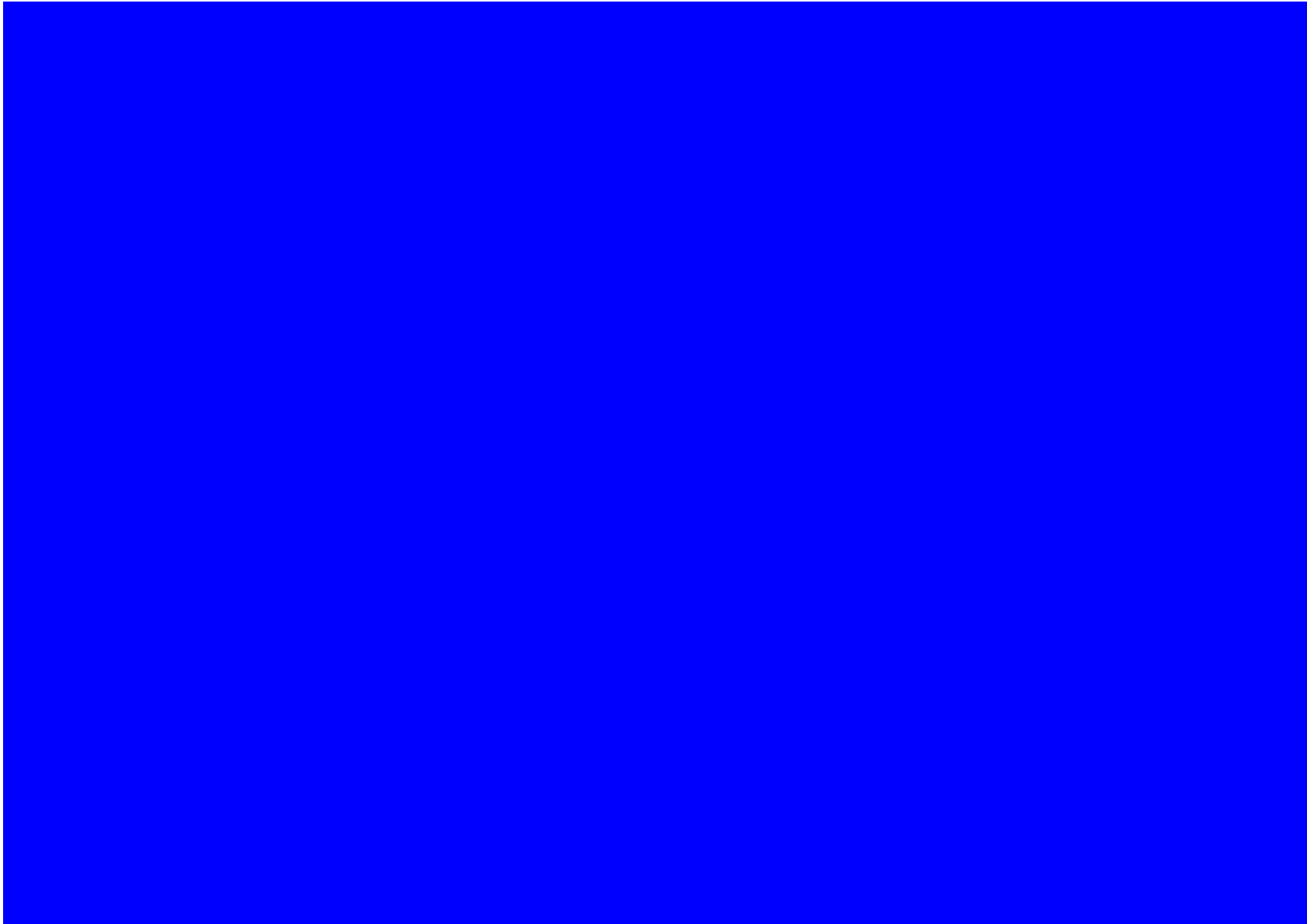


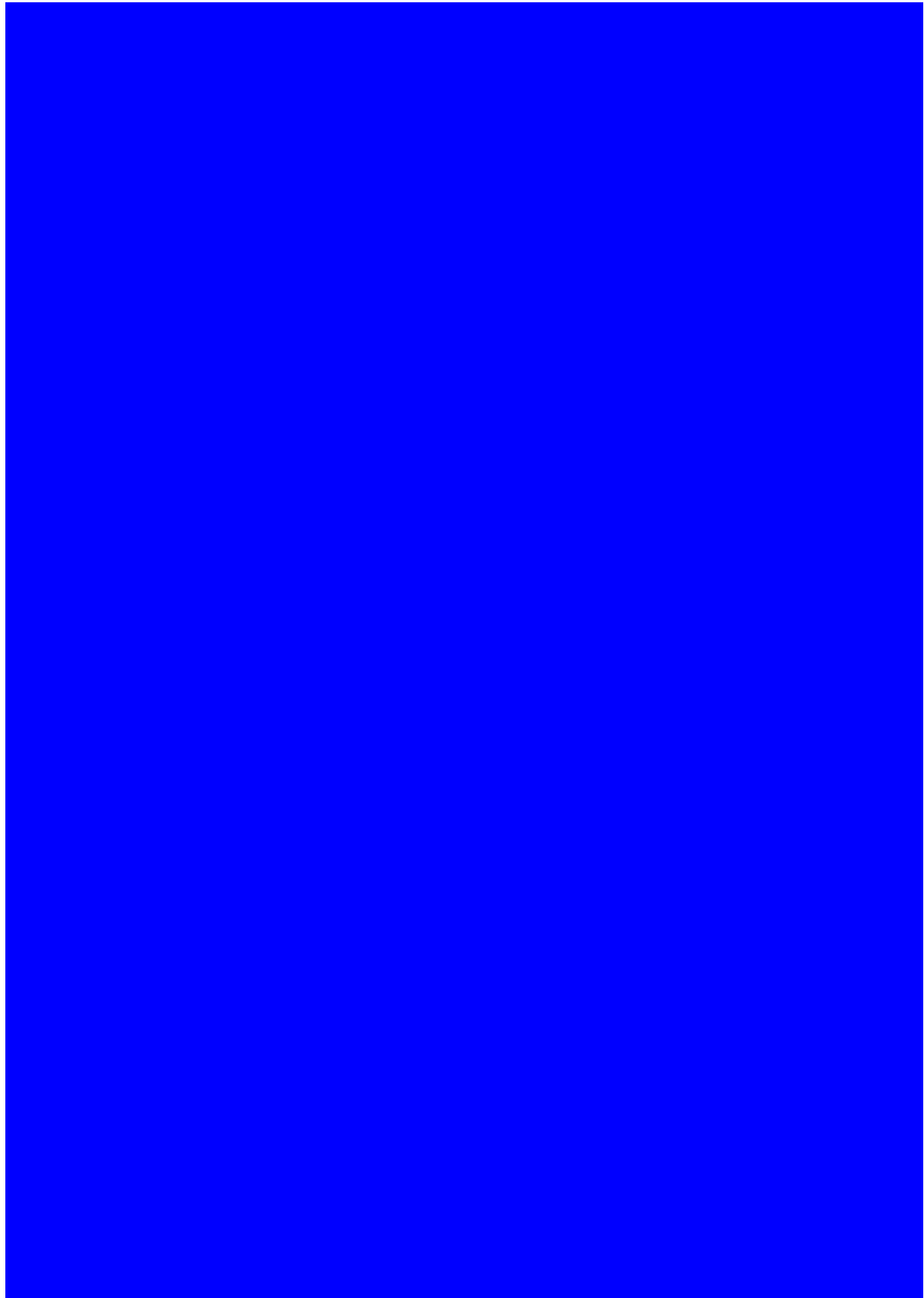


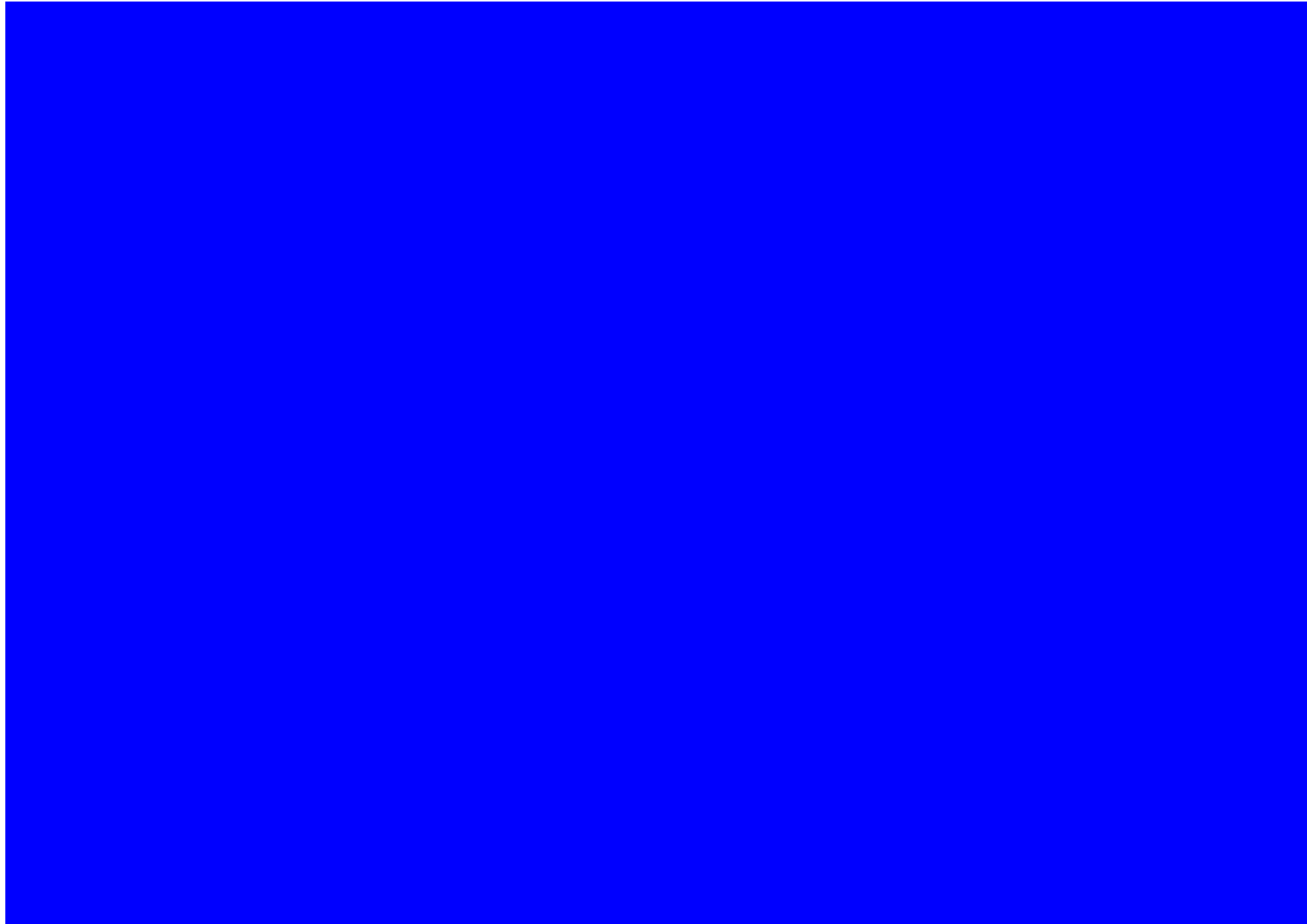


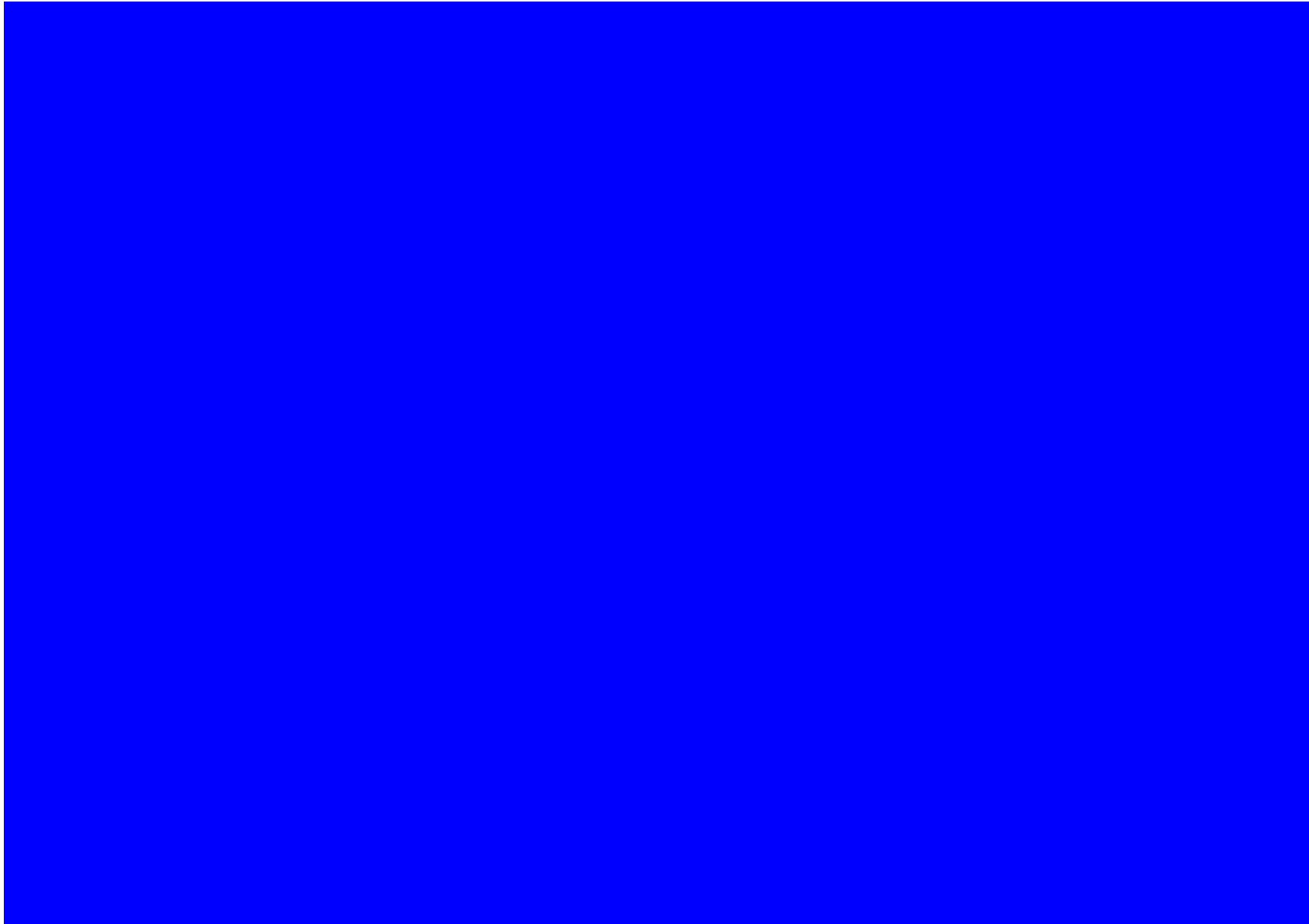




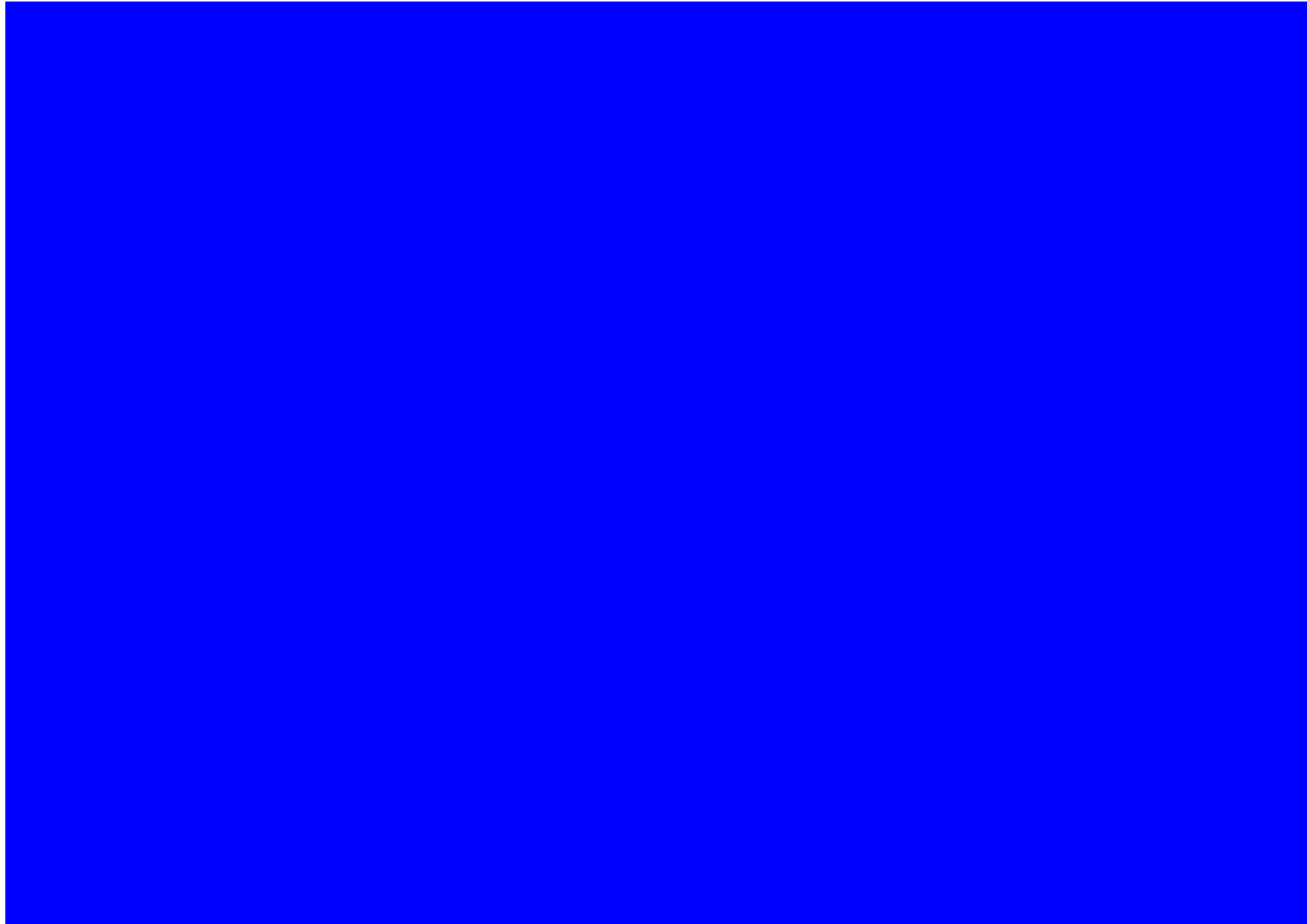


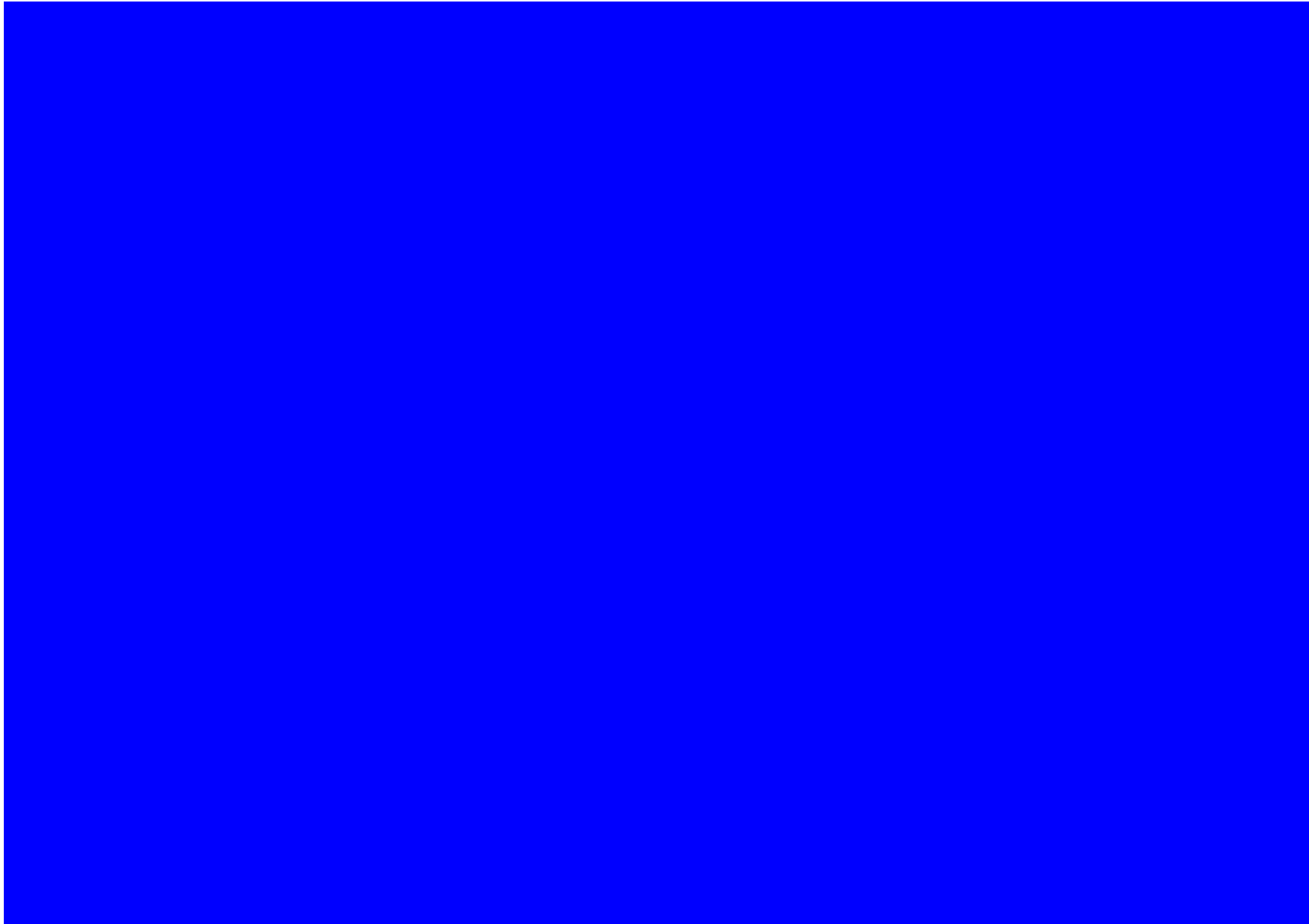




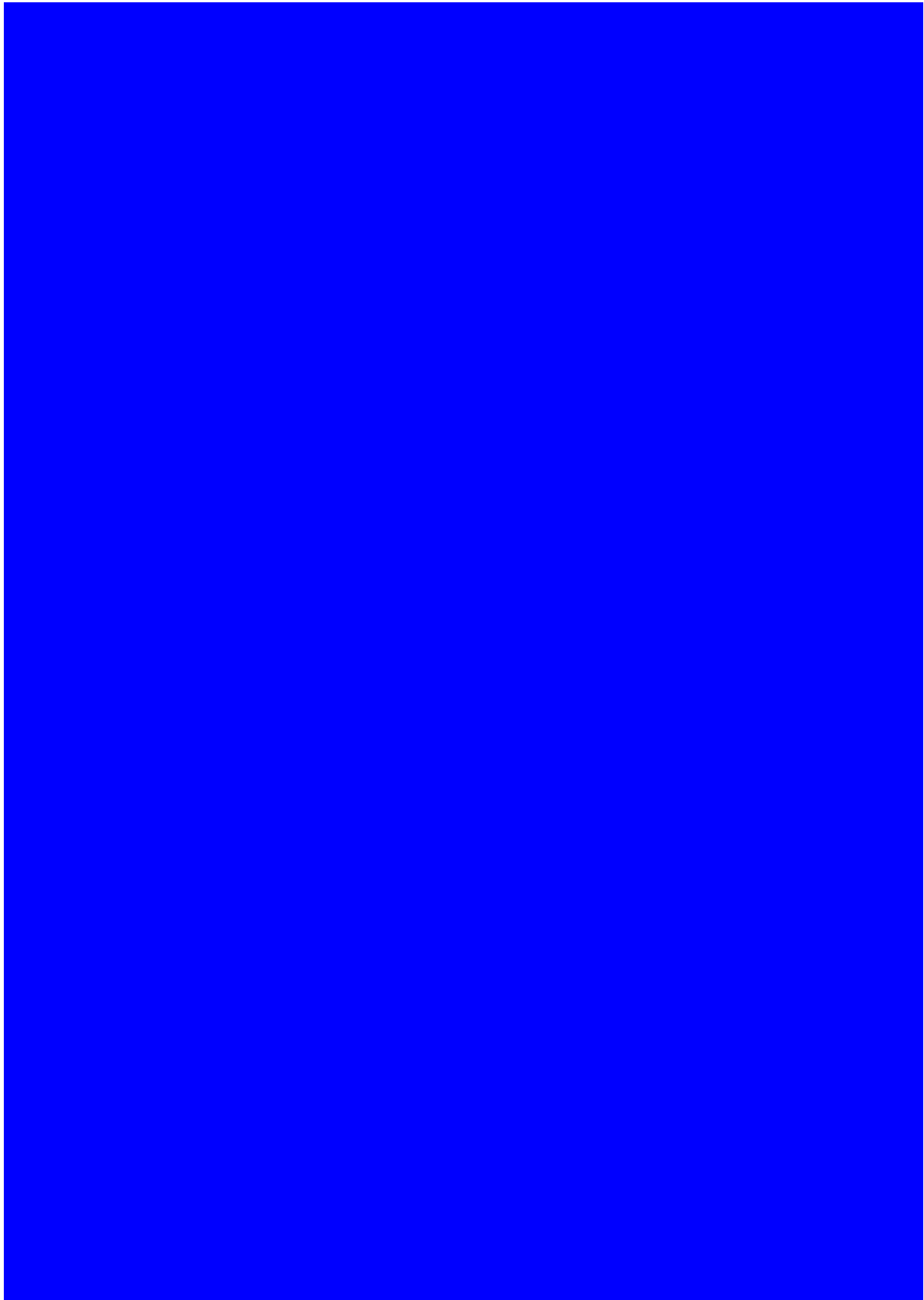


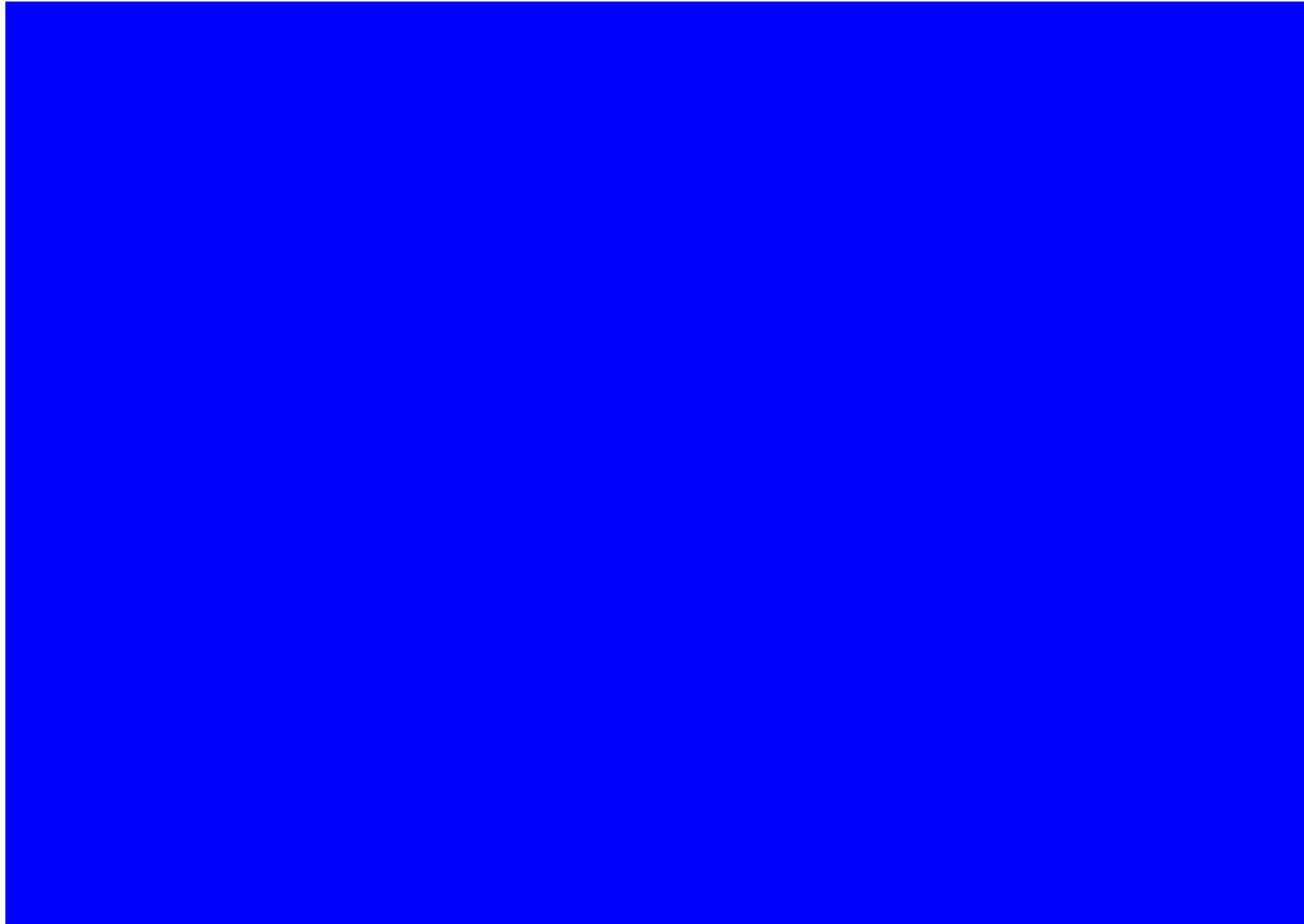


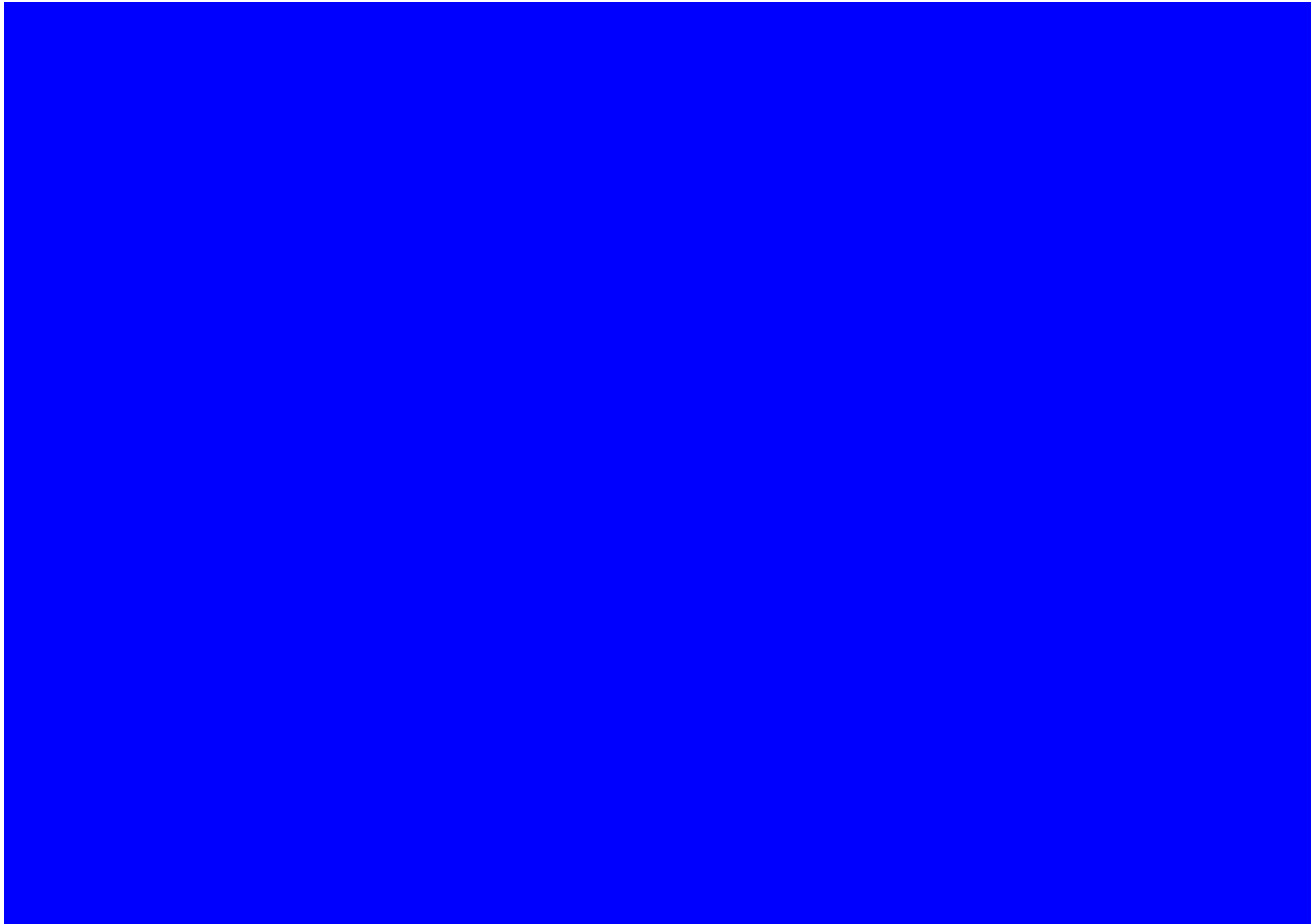


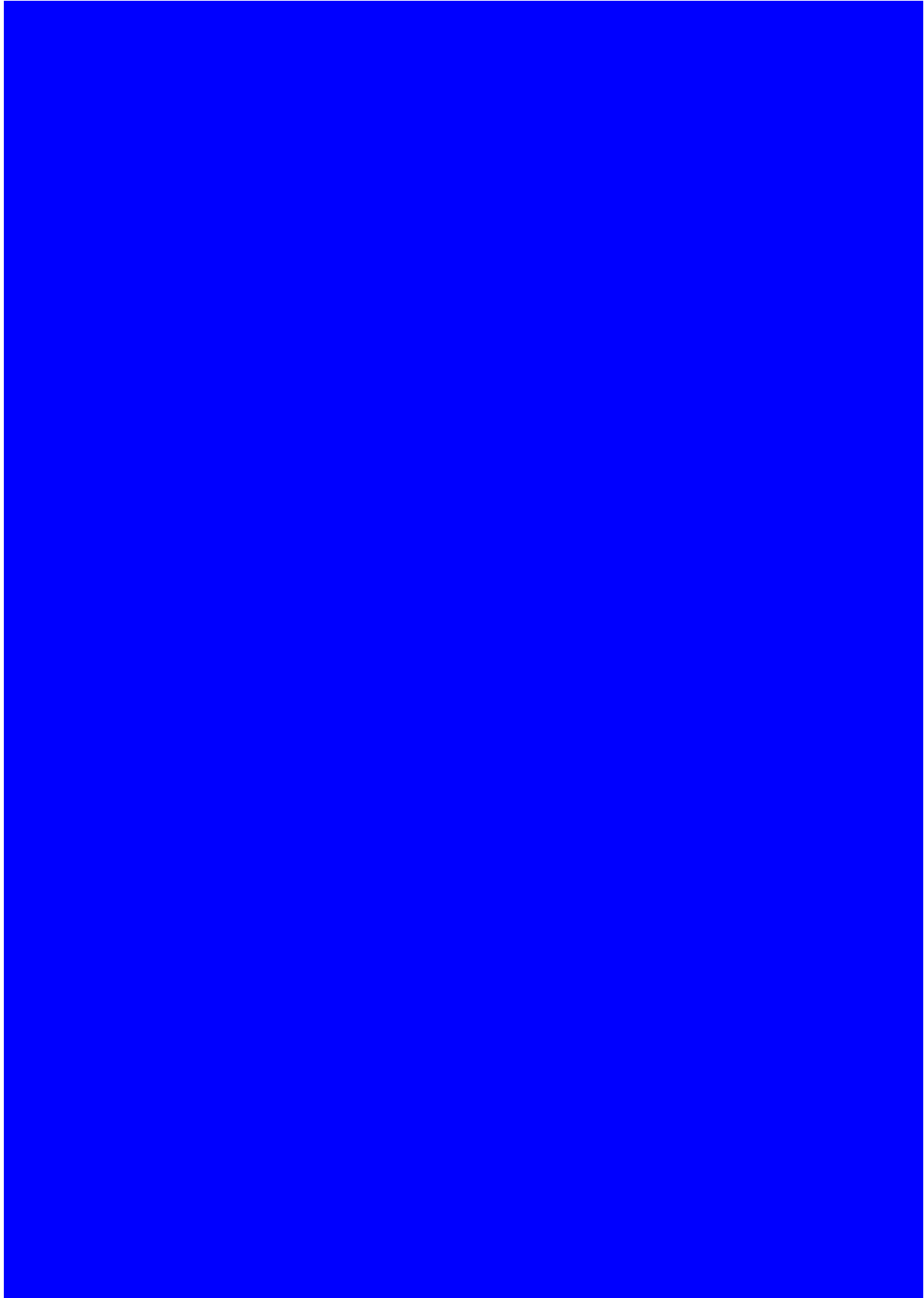




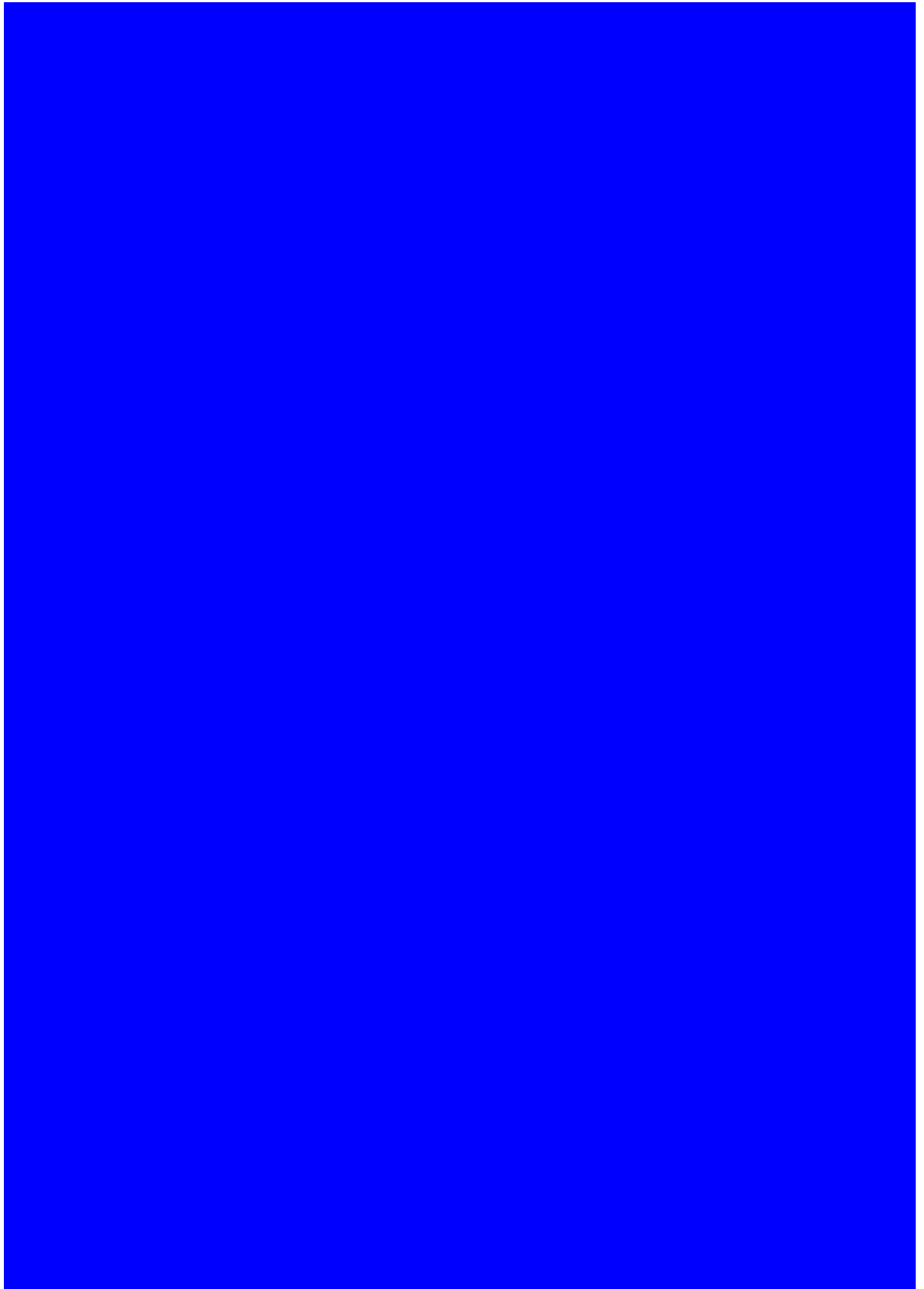


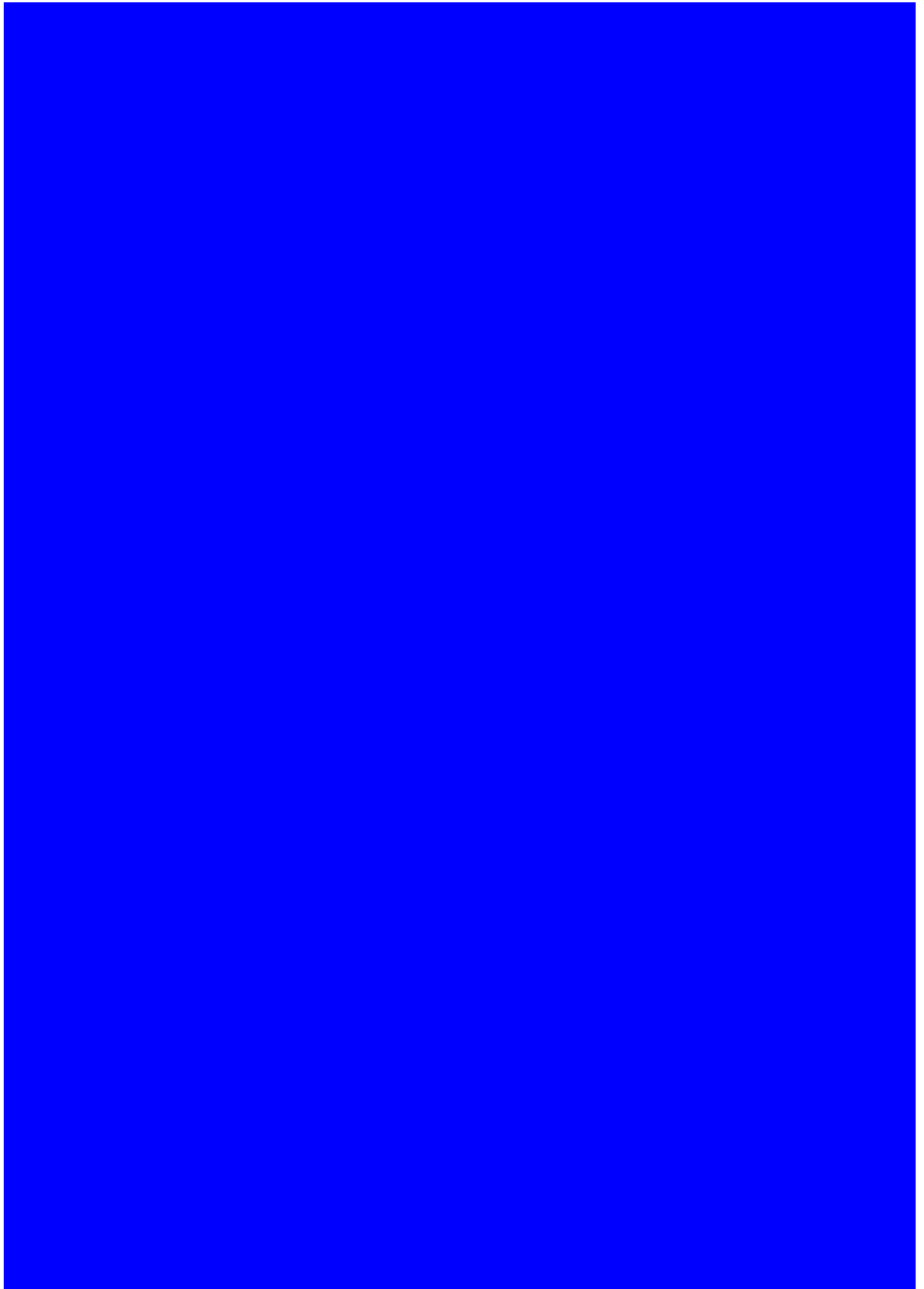




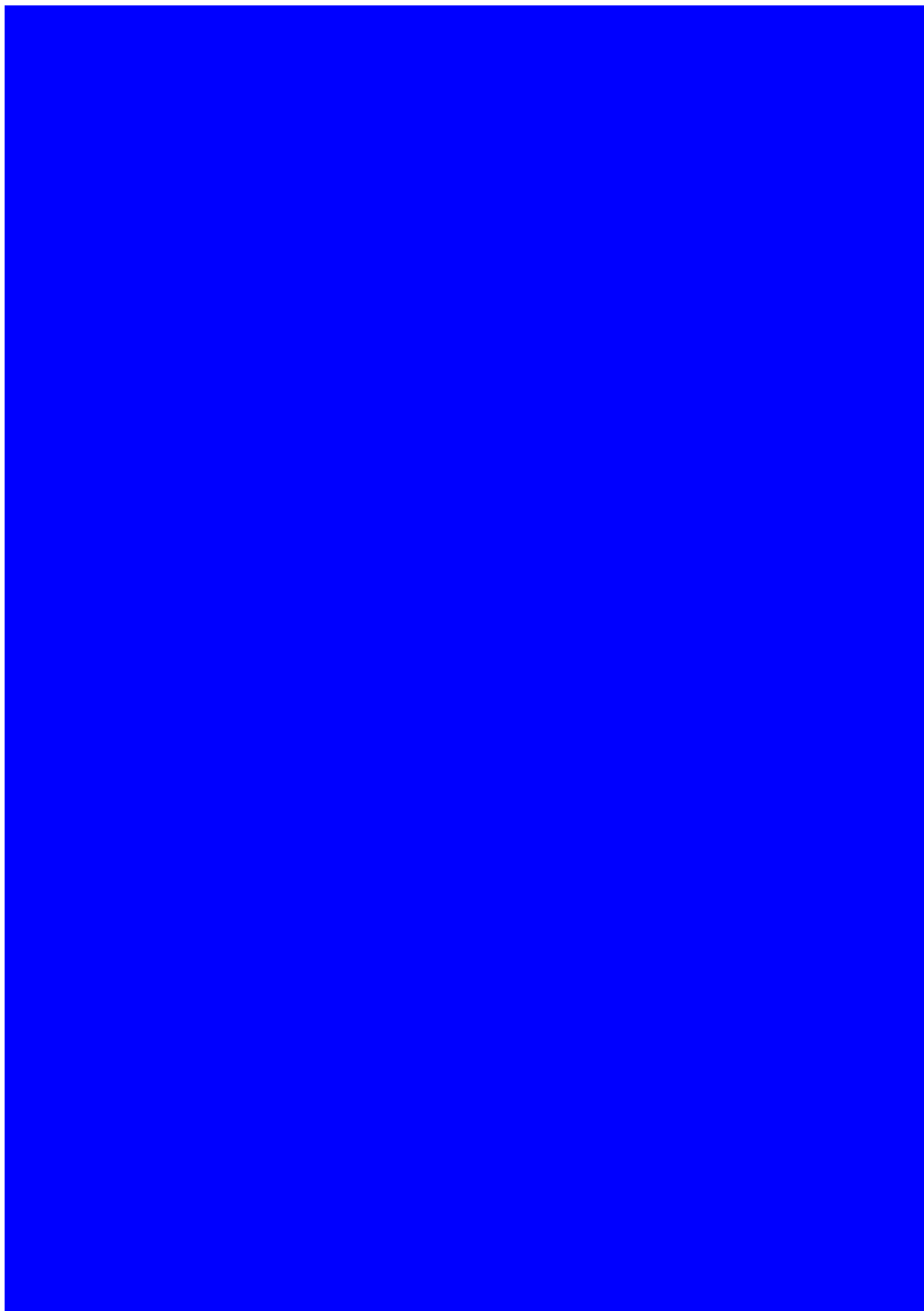


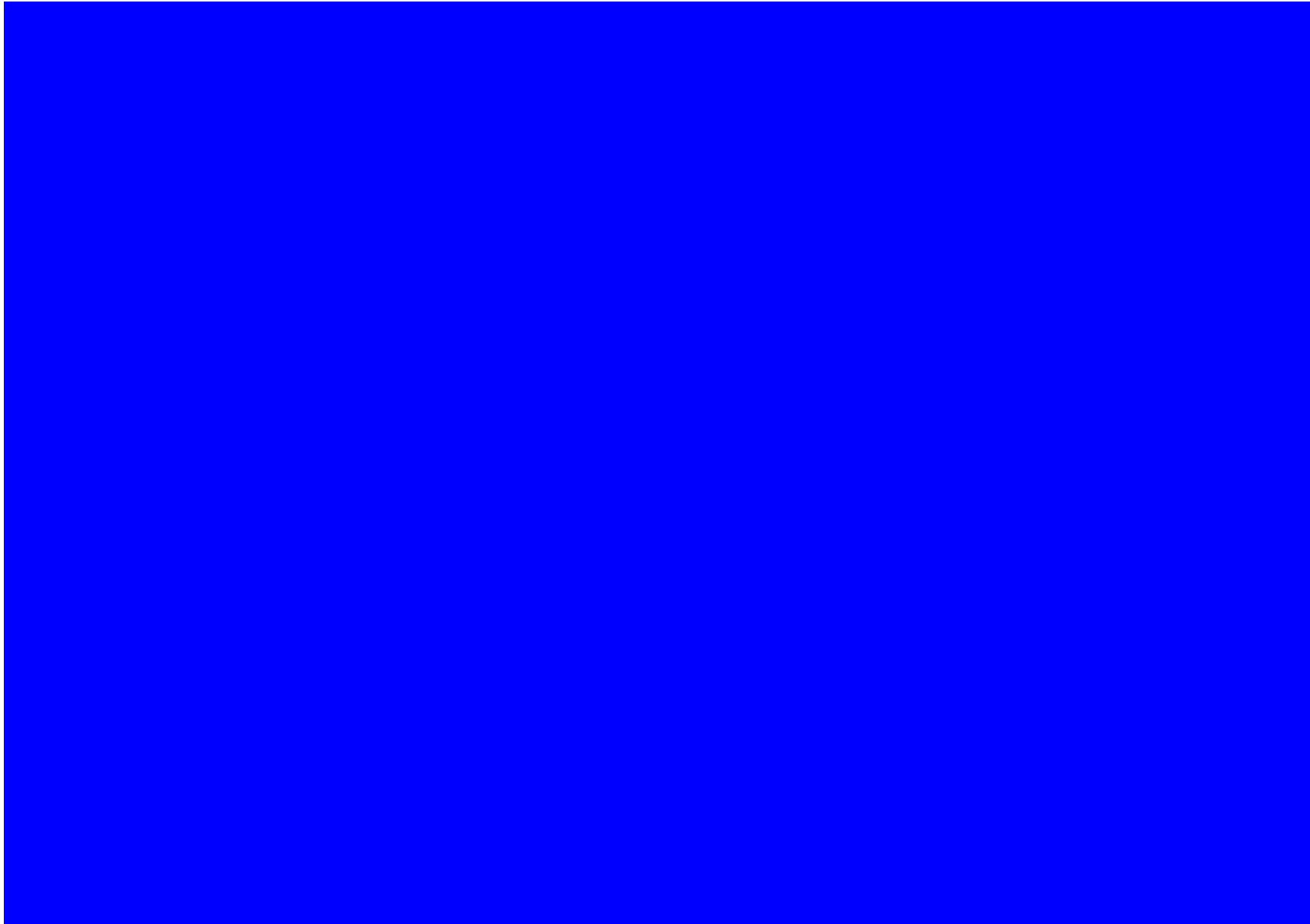


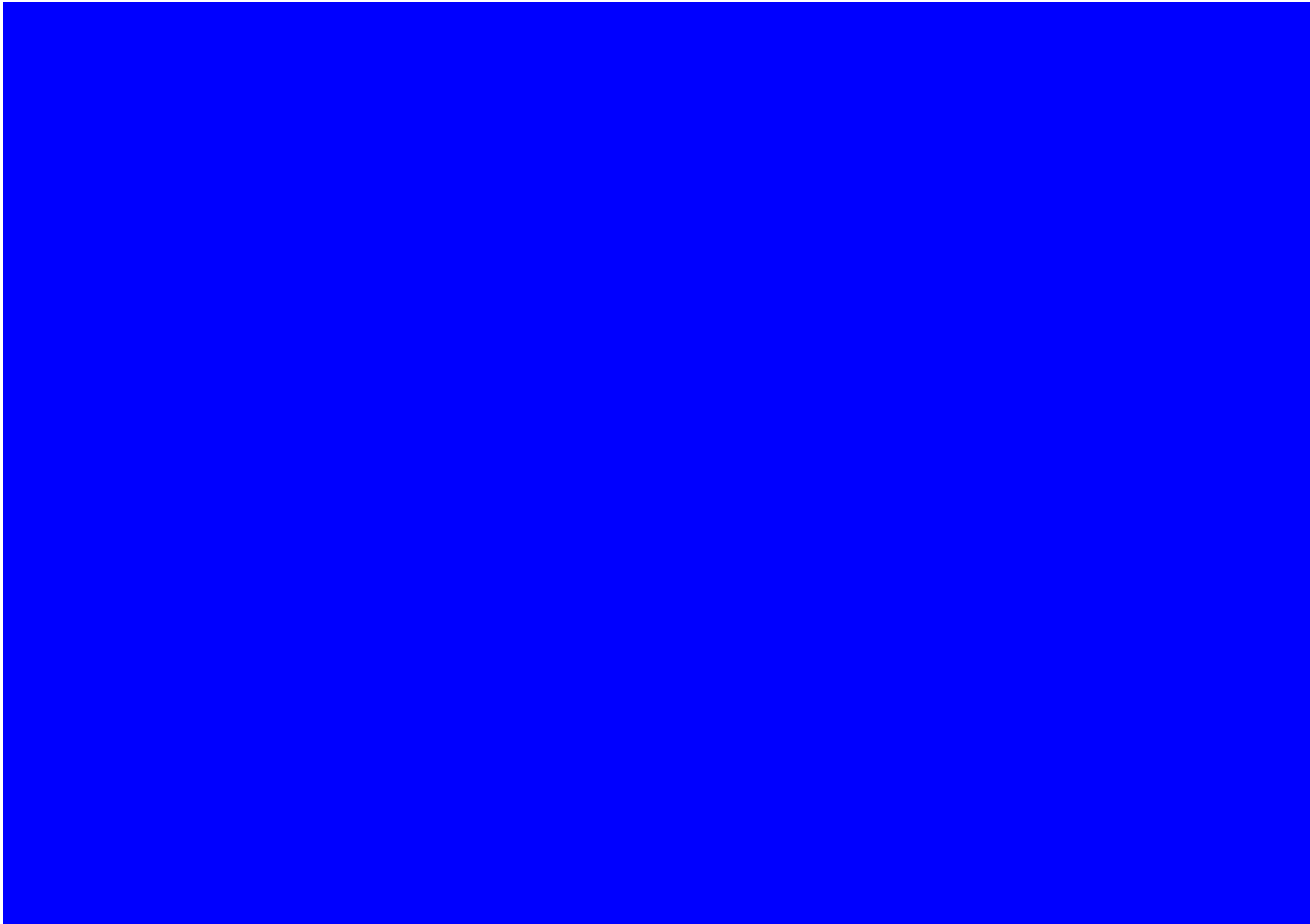


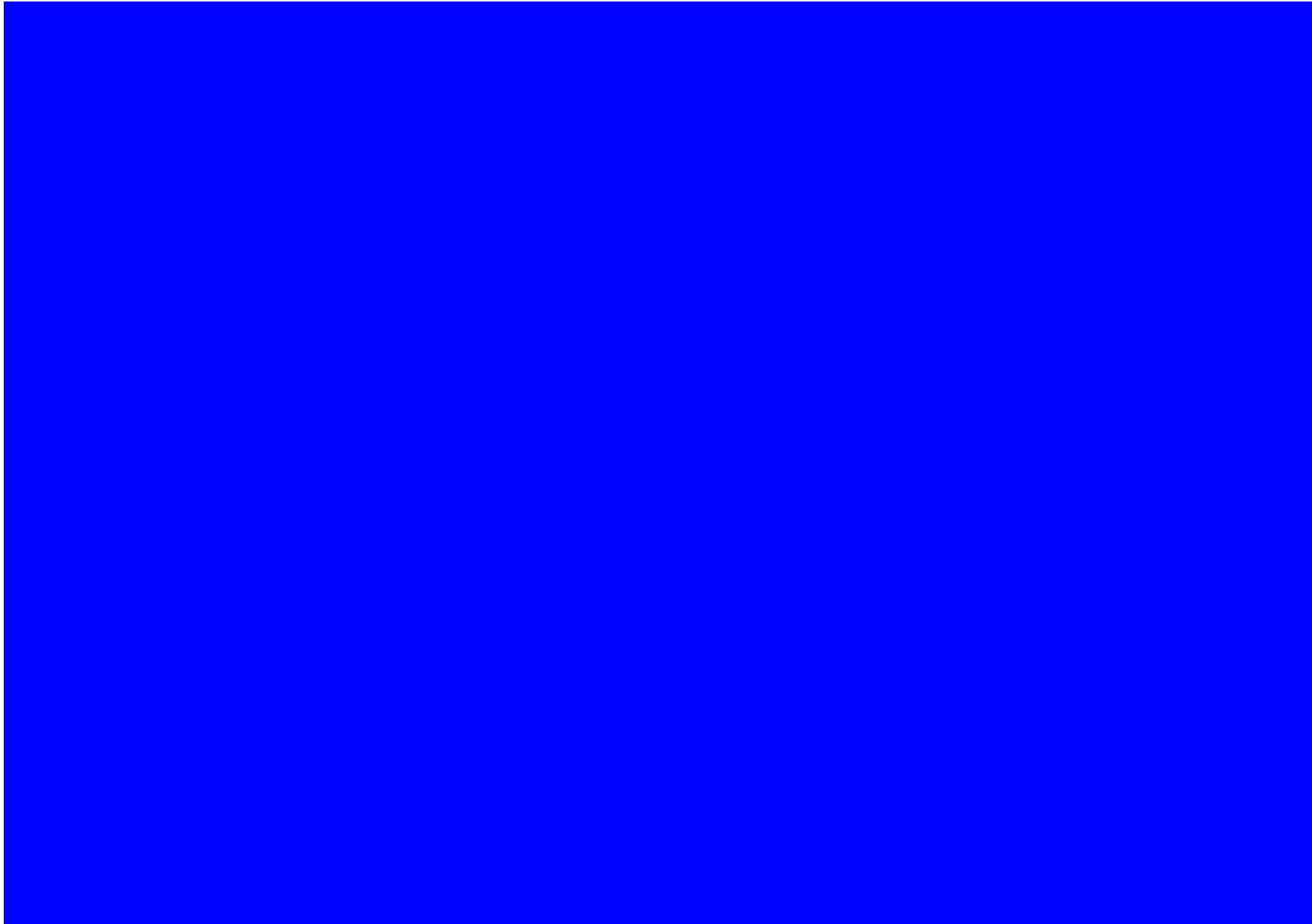


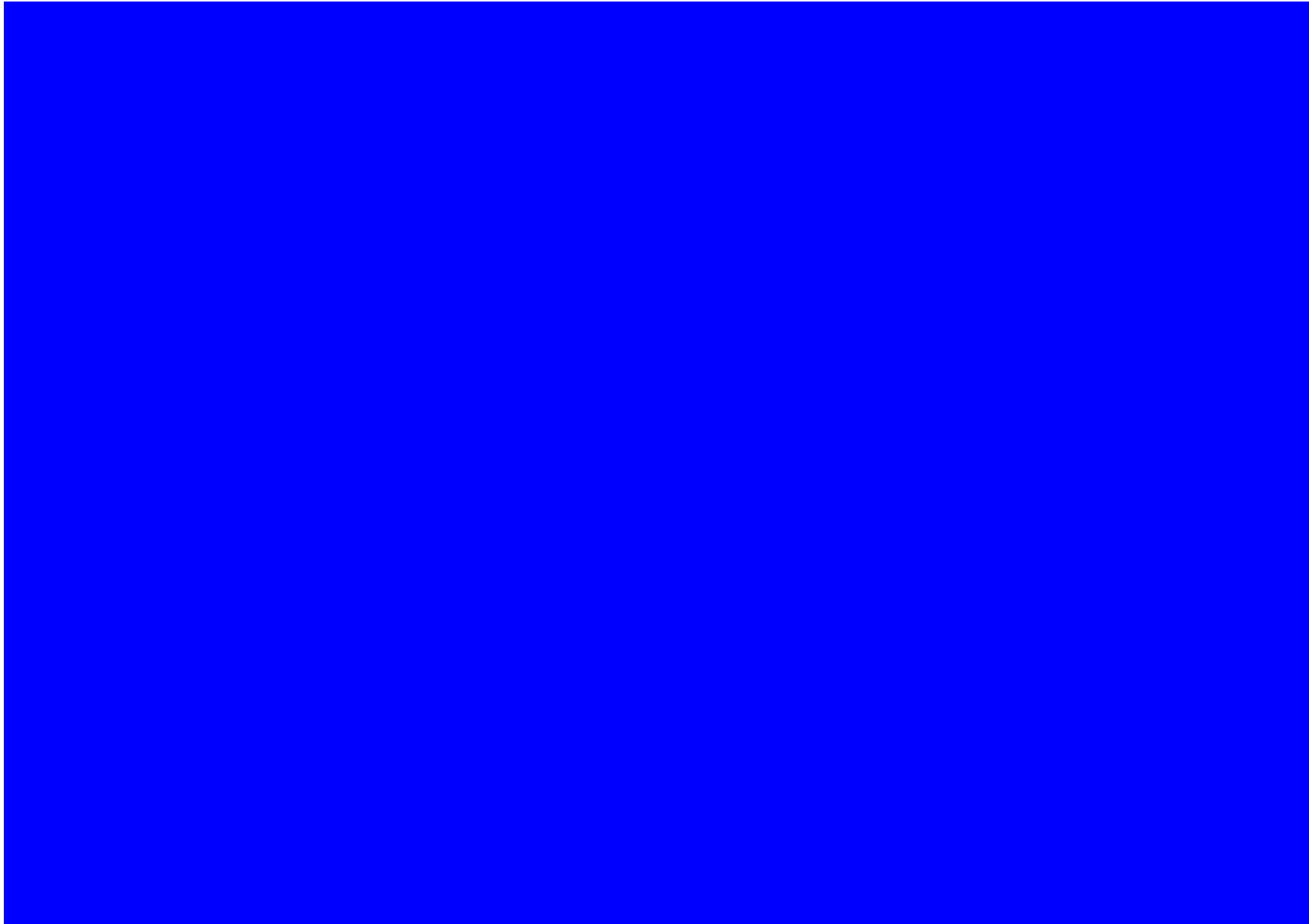


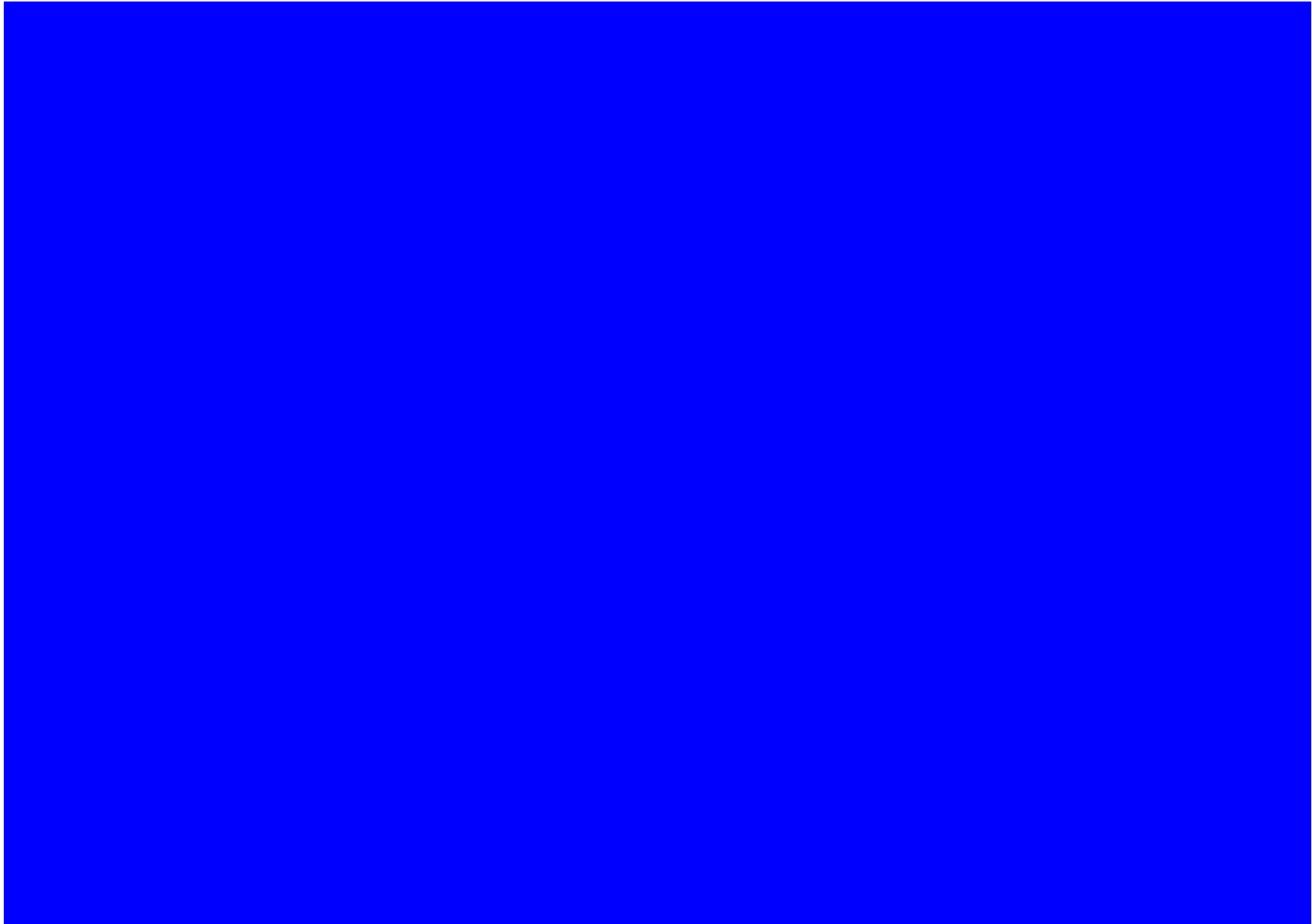












## 1.1 Introduction

This report has been prepared by Architectus on behalf of Leichhardt Municipal Council for three industrial precincts within the Leichhardt Local Government Area (LGA), being the Camperdown, Moore Street South and Tebbutt Street/Parramatta Road Precincts (refer plan opposite).

In February 2015, Council endorsed the Leichhardt Industrial Lands Study prepared by SGS Economics and Planning. The recommendations of this study included developing a profile and plan for each industrial precinct. This urban design study has been prepared to inform the development of appropriate and feasible built form controls for three of the most significant industrial precincts, with lessons drawn from this study to be applied to industrial lands across the LGA.

### Project Objectives

The objectives for this project are to:

- Improve the urban design and built form of Leichhardt's industrial precincts to facilitate growth and improve amenity;
- Support the strategic management of the LGA's economic assets to the benefit of the existing and future community;
- Effectively respond to the changing demands of industrial land uses while balancing pressure from competing markets;
- Demonstrate the most appropriate built form outcomes for Leichhardt's industrial precincts;
- Encourage the viability of these Precincts by informing urban design with development feasibility testing;
- Inform Council's response to state planning and strategies for the Precincts, including the draft Parramatta Road Urban Transformation Strategy (PRUTS) 2015.

### Urban Growth PRUTS

During the preparation of this study, UrbanGrowth NSW released the draft PRUTS identifying three areas along Parramatta Road within the Leichhardt LGA for the accommodation of growth. Two of these areas were Taverners Hill (partially aligning with the Tebbutt Street/Parramatta Road Industrial Precinct) and Camperdown (partially aligning with the Camperdown Industrial Precinct).

### Council's vision for Leichhardt

The vision for Leichhardt is to build on the area's unique vibrant mixed use character, encouraging intensification and renewal in appropriate locations to create jobs, new public spaces, revitalise retail precincts and provide new dwellings.

Leichhardt Council's aim is to ensure that renewal does not result in adverse impact on character, public domain strategies, heritage items and most importantly the unacceptable loss of valuable industrial lands.

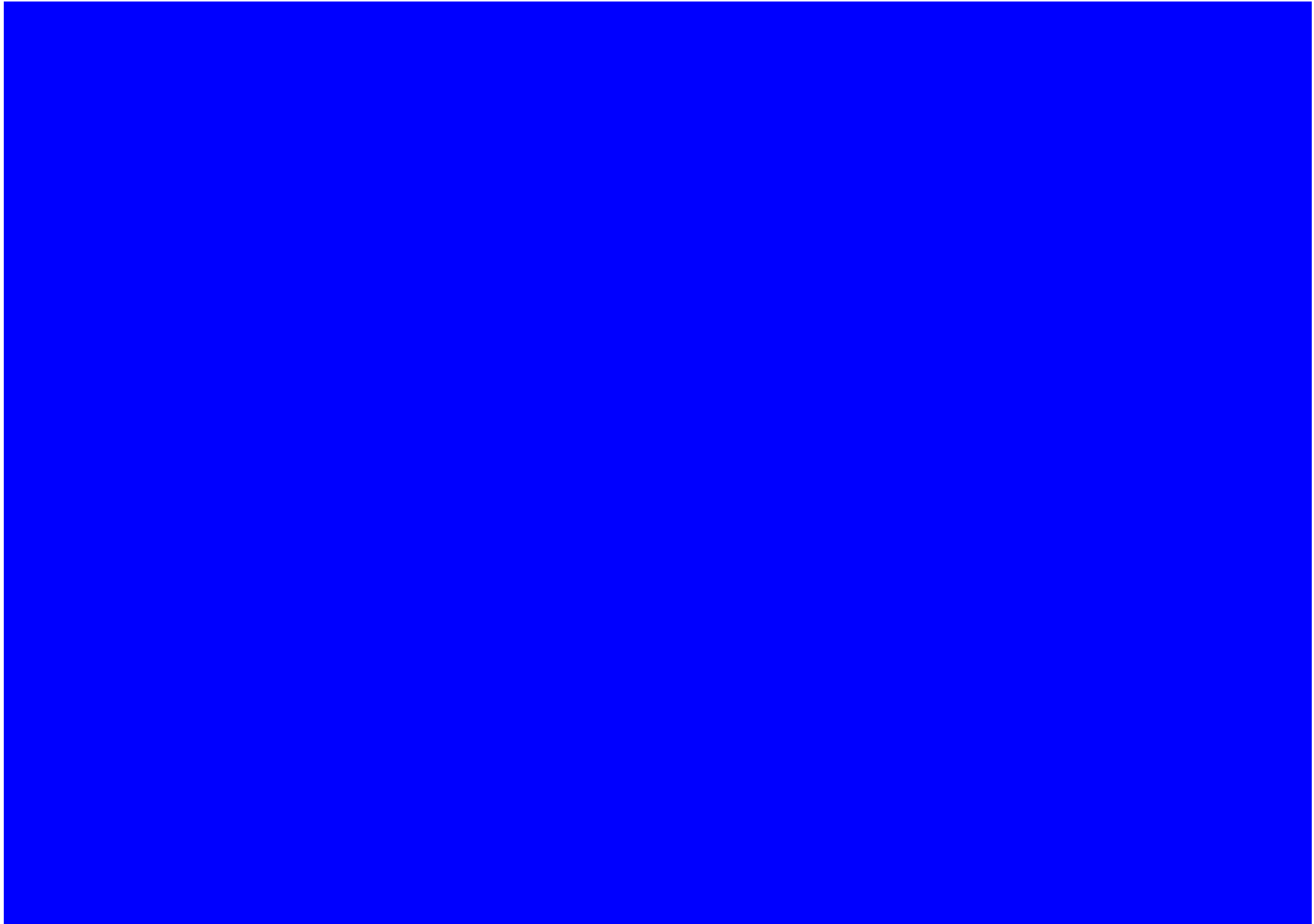
### The importance of employment lands

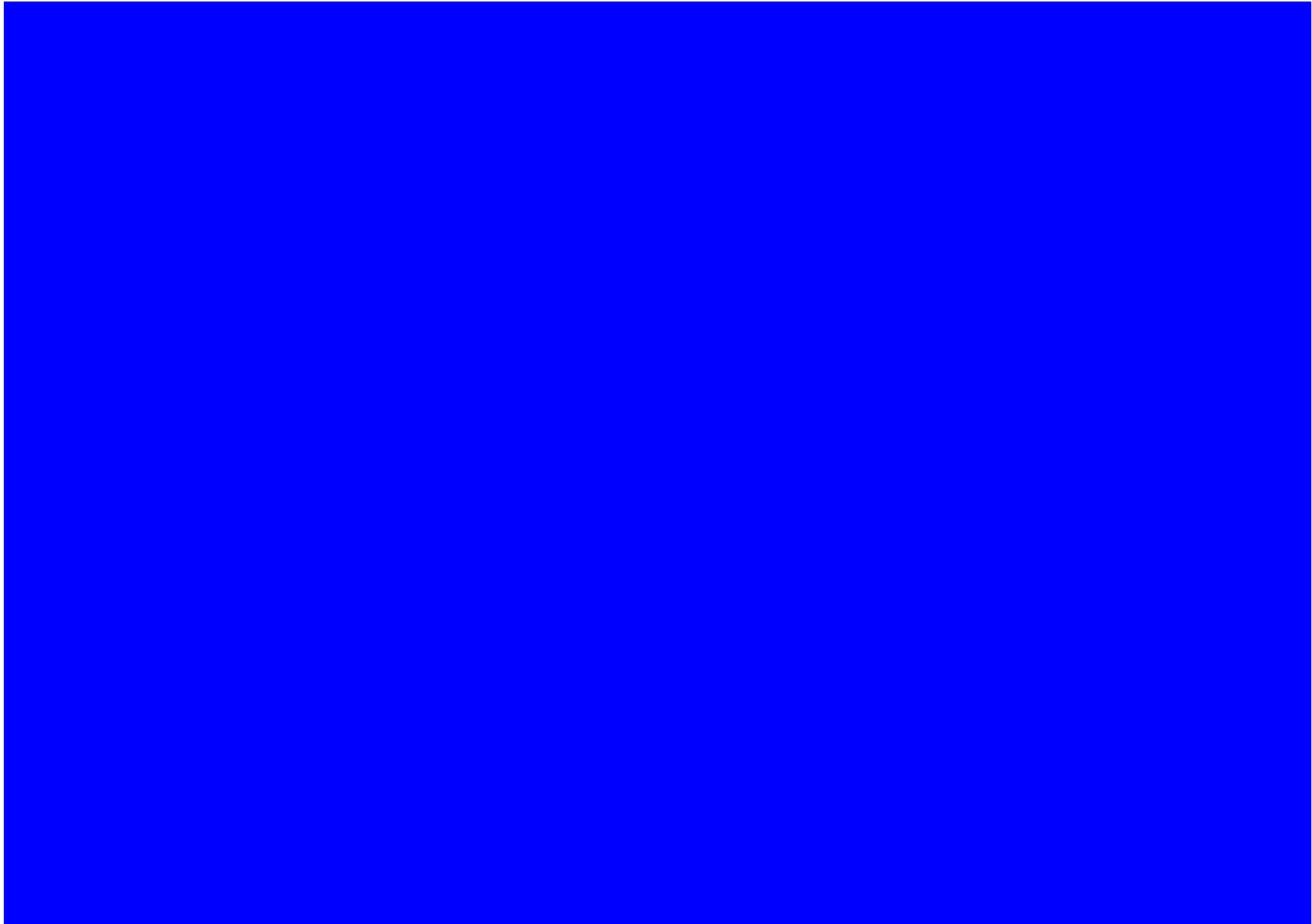
SGS's *Industrial Lands Study 2014* and current *Industrial Precinct Planning* identifies the significance of the Leichhardt industrial lands in supporting the local population and the broader function of the subregion.

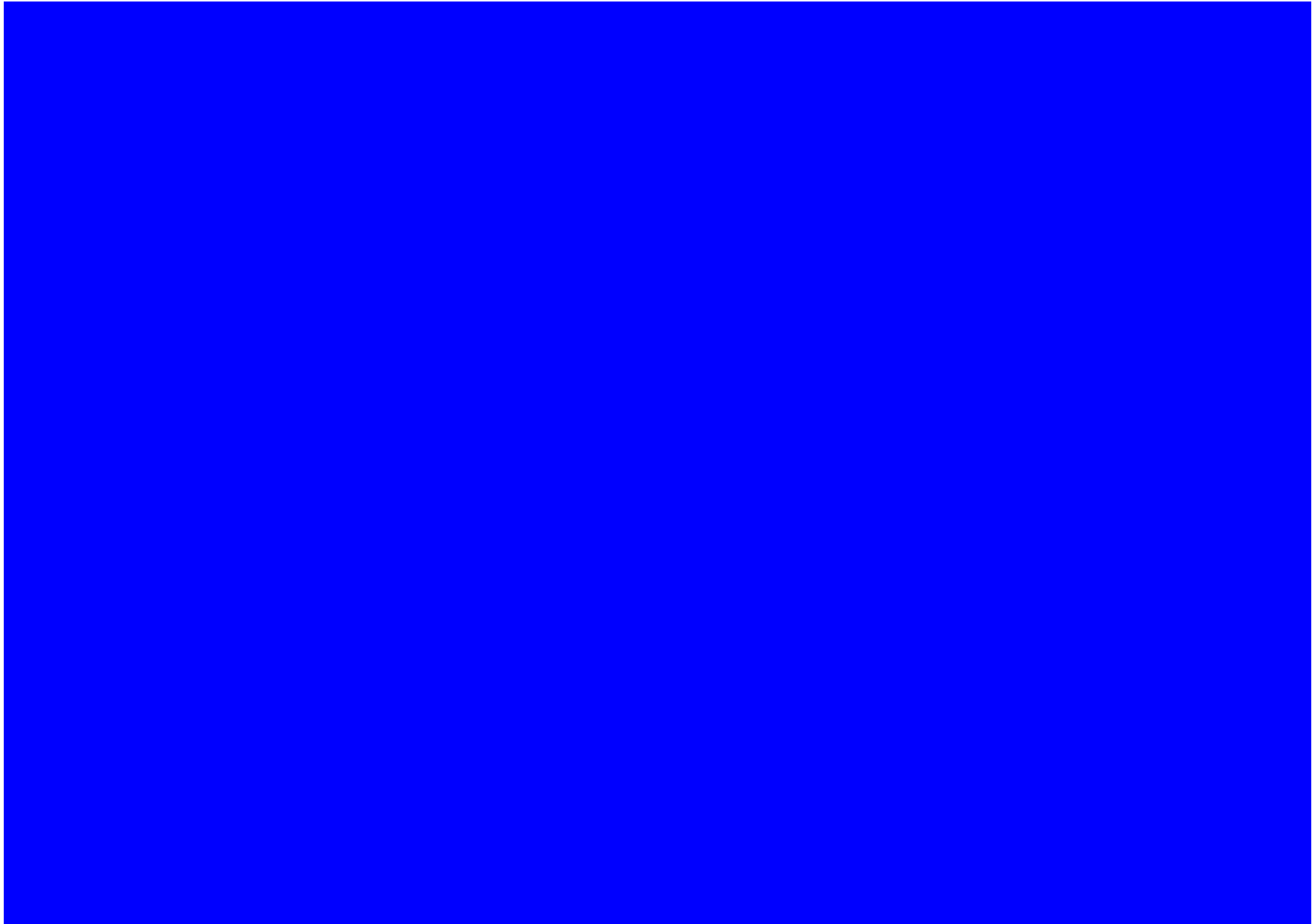
Leichhardt currently has 308,092 sqm of floorspace within industrially-zoned land. Leichhardt is projected to have a shortfall of industrial floorspace between 7,570sqm and 54,965sqm by 2036.

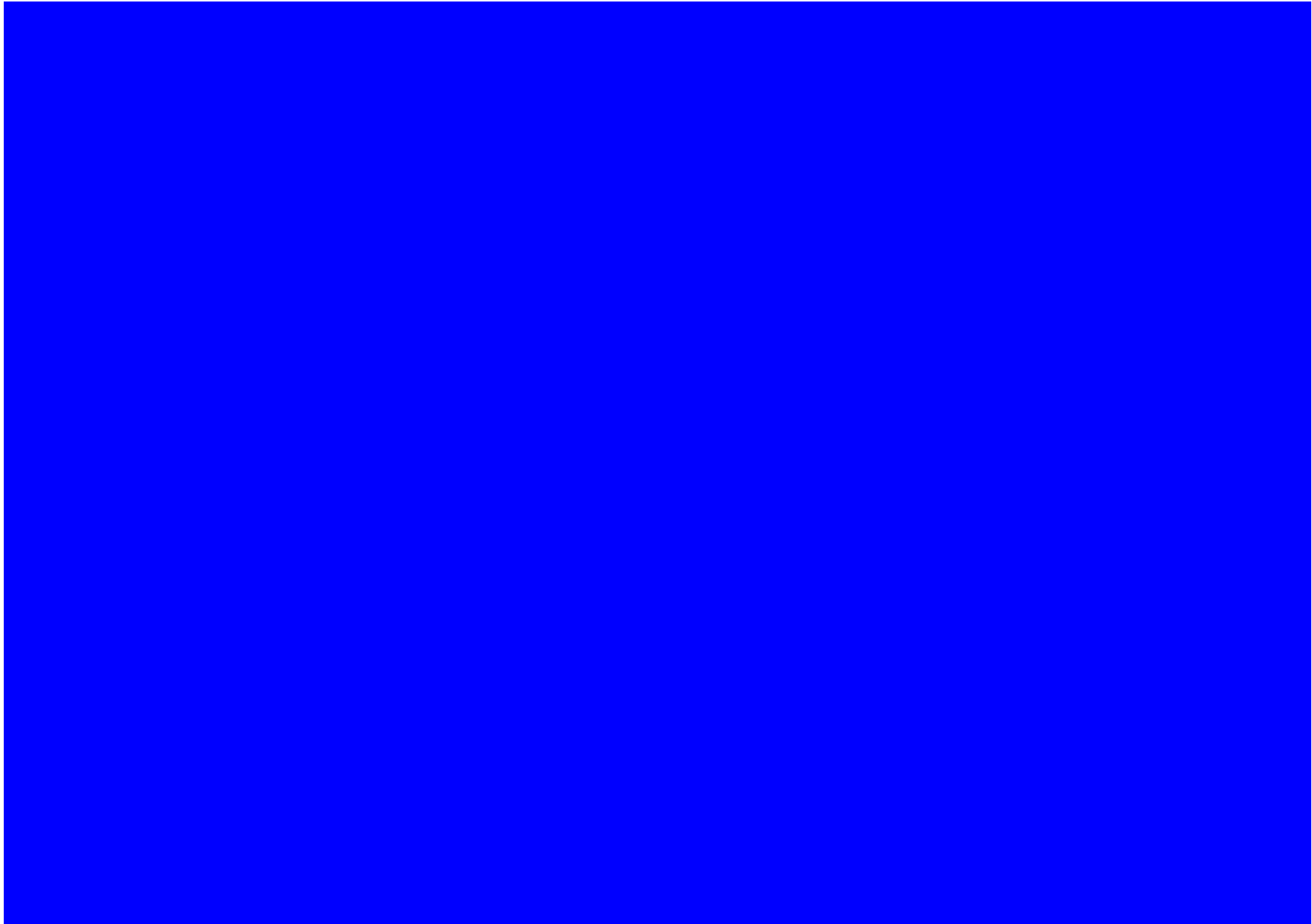
The Camperdown precinct in particular is uniquely positioned as the closest industrial precinct to the CBD and accommodates a number of uses such as off-site storage and catering services that support the operation of Central Sydney, and cannot be accommodated in other parts of the city.

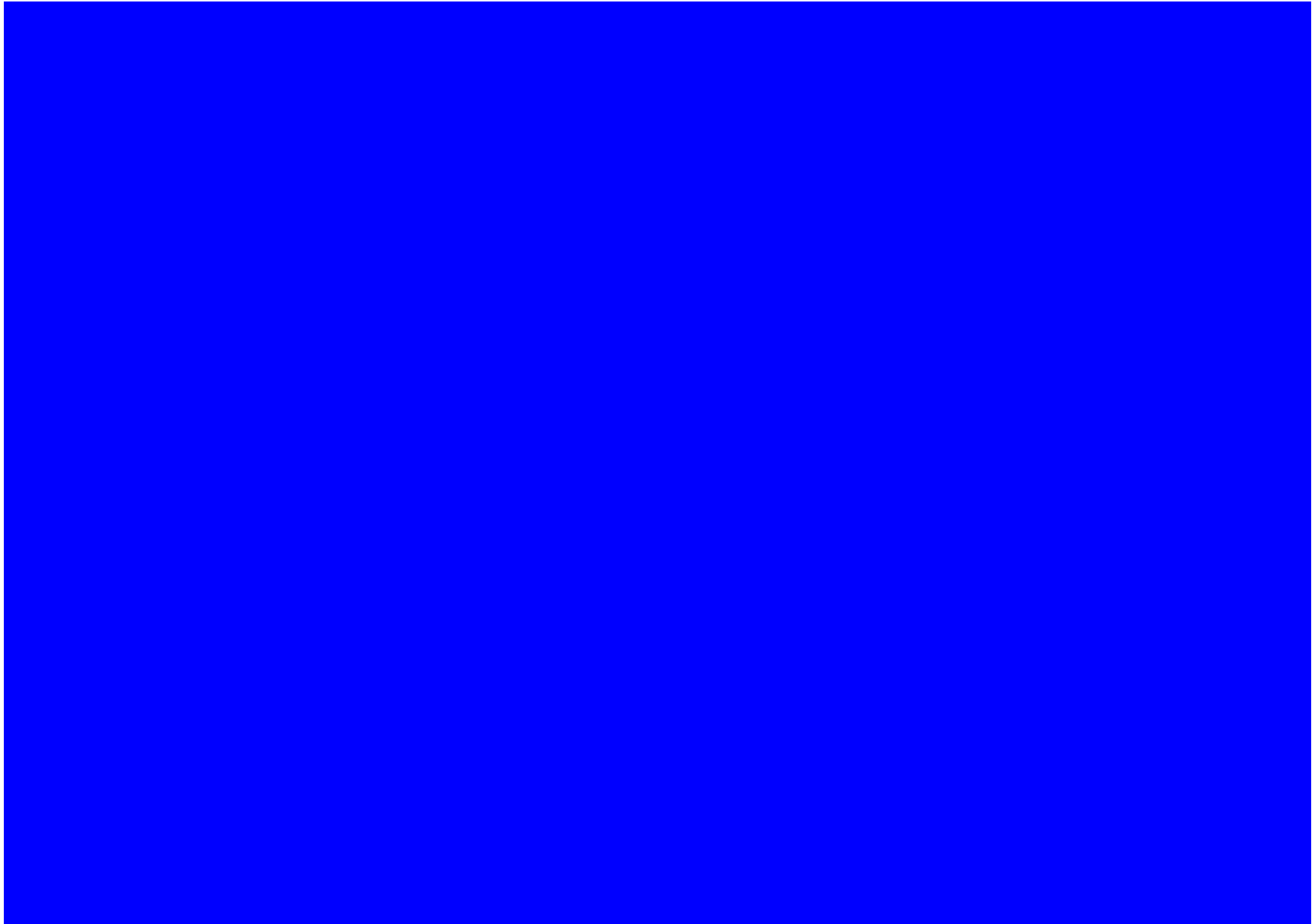






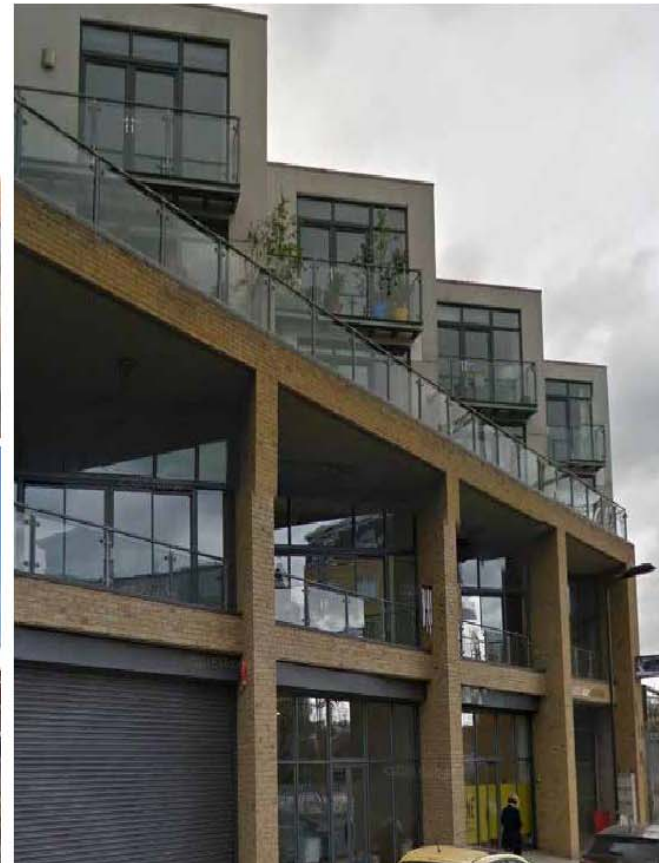






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Andrews Road, Hackney,  
London: mixed use industrial  
(light manufacturing) with  
residential above.



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Mix-Use Development Vulkan, Cologne. 'Industrial reclamation': mix of old and new transforms this site into an economic prospering and desirable area to live and work.





## 1.4 Existing planning strategies and controls

### 1.4.1 Planning strategies

#### A Plan for Growing Sydney

- A Plan for Growing Sydney sets out goals and actions for the Sydney metropolitan area to achieve the State's vision for 'a strong global city, a great place to live'.
- Leichhardt is part of the Central Subregion, which is expected to provide an agglomeration of high-value industries and employment while increasing residential density in appropriate centres.
- Under Direction 1.9 the Plan seeks to support priority economic sectors by 'support[ing] key industrial precincts with appropriate planning controls'. Consideration of this direction and the associated Industrial Lands Strategic Assessment Checklist will guide Council's in the proposed rezoning of any industrial lands within their LGAs.
- This is balanced with Goal 2, which seeks to deliver a city of housing choice, with homes that meet our needs and lifestyles, by accelerating housing supply across Sydney and accelerating urban renewal across Sydney.
- Parramatta Road is identified as a key area of focus for delivering additional dwellings through the transformation of underutilised lands. The corridor will be 'a focus for increased housing, economic activity and social infrastructure'.

#### Leichhardt 2025+

- Leichhardt 2025+ represents the community's main priorities and aspirations for the future, guiding Council's actions through ten year strategic service plans, a four year delivery program and annual operational plan.
- A key goal of Leichhardt 2025+ is a 'thriving business and a vibrant community working together to improve the local economy'.

#### Leichhardt Employment and Economic Development Plan

- The Leichhardt Employment and Economic Development Plan is a ten year service strategy supporting Leichhardt 2025+ that identifies initiatives to support Leichhardt's economy.
- Significant barriers to the renewal of the LGA's industrial precincts are identified as the ongoing shift of businesses to Western Sydney locations due to cost and premises considerations; a mismatch between the changing needs of industries and the characteristics of

built form in the Precincts; and the pressure of competing land uses.

- Consideration of increasing the vitality and viability of the LGA's Industrial Precinct's through the introduction of different land uses is acknowledged to be a strategic policy decision requiring detailed consideration of economics, traffic, and urban design.

### 1.4.2 Planning Controls (Local Environmental Plan)

The Leichhardt Local Environmental Plan 2013 (LLEP 2013) sets planning controls for the LGA.

#### Land Use Zoning

Land in the Tebbutt Street/Parramatta Road Precinct is zoned IN2 Light Industrial, adjoining pockets of B4 Mixed Use and R3 Medium Density Residential zoning (this land is identified in the Key Sites Map as the Kolotex Labelcraft site).

Land in the Camperdown Precinct is primarily zoned IN2 Light Industrial, with a pocket of B7 Business Park. The area is separated from the R1 General Residential zone by an RE1 Public Recreation zone that follows the line of Johnstons Creek.

Land in the Moore Street South Precinct is zoned IN2 Light Industrial and is adjoined on all sides by R1 zoned land, with the exception of the eastern boundary which is partially separated from the R1 zone by RE1 Public Recreation zoned land and Whites Creek.

Objectives of the IN2 Light Industrial Zone are:

- To provide a wide range of light industrial, warehouse and related land uses.
- To encourage employment opportunities and to support the viability of centres.
- To minimise any adverse effect of industry on other land uses.
- To enable other land uses that provide facilities or services to meet the day to day needs of workers in the area.
- To support and protect industrial land for industrial uses.
- To retain existing employment uses and foster a range of new industrial uses to meet the needs of the community.

– To ensure the provision of appropriate infrastructure that supports Leichhardt's employment opportunities.

– To retain and encourage waterfront industrial and maritime activities.

– To provide for certain business and office premises and light industries in the arts, technology, production and design sectors.

The zone permits, with consent, the following uses:

*Agricultural produce industries; Depots; Educational establishments; General industries; Industrial training facilities; Light industries; Neighbourhood shops; Roads; Storage premises; Warehouse or distribution centres; any other development not specified as prohibited.*

The zone prohibits a range of uses, including:

*Child care centres; Entertainment facilities; Heavy industries; Home businesses; Health services facilities; Information and education facilities; Public administration buildings; Pubs; Registered clubs; Residential accommodation; Restaurants or cafés; Shops; and Tourist and visitor accommodation.*

Clause 6.9 of the LLEP 2013 Business and office premises in Zone IN2 establishes that development consent must not be granted to business or office premises in the zone unless the development has a creative purpose such as media, advertising, fine arts and craft, design, film and television, music, publishing, performing arts, cultural heritage institutions or other related purposes.

The B7 Business Park zoned lot in Camperdown Precinct permits the following uses which are prohibited in the IN2 Light Industrial zone:

*Child care centres; Neighbourhood shops; Home businesses; Restaurants or cafés; and Shops.*

Dwelling houses are the only form of residential accommodation permissible in the B7 Business Park zone. Clause 6.12 of the LLEP 2013 Residential accommodation in Zone B7 establishes that development consent must not be granted to development for the purpose of a dwelling house in the B7 zone unless the dwelling is part of a mixed use development that includes office premises or light industries on the ground floor; and that the dwelling and ground floor premises will be occupied by the same person or persons. The objective of this clause is to provide for an ancillary residential accommodation for small-scale live-work enterprises.

#### Floor Space Ratio

Maximum FSR in the Tebbutt Street/Parramatta Road Precinct for industrial land is 1:1. Maximum FSR for R1 general residential is 0.5:1. The sites zoned B4 and R3 (adjoining pockets) allow for a maximum FSR of 2.15:1.

Maximum FSR in the Camperdown Precinct and Moore Street South Precinct is 1:1.

#### Height of Buildings

There is no applicable maximum height of buildings control for the Tebbutt Street/Parramatta Road, Moore Street South and Camperdown Precincts.

The B4 and R3 zoned land adjacent to the Tebbutt Street/Parramatta Road Precinct is subject to a maximum height control of 32m to the south and 16m to the north.

Existing industrial buildings in the Tebbutt Street/Parramatta Road, Moore Street South and Camperdown Precincts are typically 2 storeys.

#### Heritage

Street trees on Albert Street within the Tebbutt Street/Parramatta Road Precinct are locally listed as a landscape heritage item. Albert Street and the adjoining lots (to Easter Street in the south and Mary Lane in the north) are within a heritage conservation area.

A number of lots and streets in the Camperdown Precinct are nominated as heritage items. These lots and item descriptions are listed below:

- Guihen Street, Item 1614, Local - Kerb and gutter.
- Chester Street, Item 1613, Local - Kerb and gutter.
- 210 Parramatta Road, Item 1615, Local - Former police station, including interiors.
- 52 - 54 Pyrmont Bridge Road, Item 1616, Local - Warehouse, including interiors.

### 1.4.3 Planning Controls (Development Control Plan)

#### Parking

- The Leichhardt DCP 2013 provides minimum and maximum parking rates for a range of land uses. The following table sets out parking rates for key land uses relevant to this study (not including visitor parking).

#### Residential

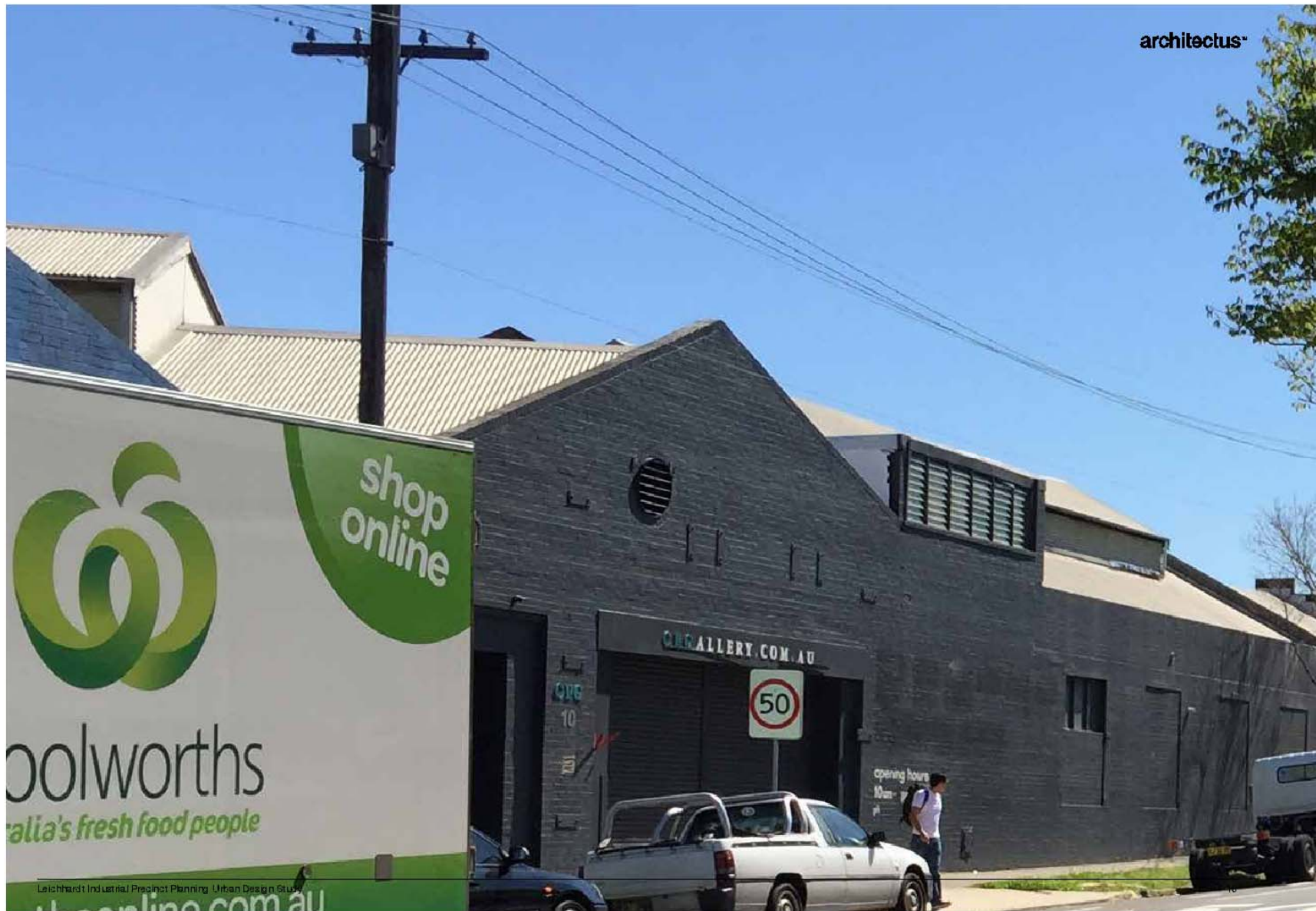
<b>1 bedroom unit</b>	minimum 1 space per 3 dwellings	maximum 0.5 space per 1 dwelling
<b>2 bedroom unit</b>	minimum 1 space per 2 dwellings	maximum 1 space per 1 dwelling
<b>3 bedroom unit</b>	minimum 1 space per 1 dwelling	maximum 1.2 spaces per 1 dwelling

#### Industrial / Commercial

<b>Business premises</b>	minimum 1 space per 100sqm	maximum 1 space per 60sqm
<b>Office premises</b>	minimum 1 space per 100sqm	maximum 1 space per 80sqm
<b>Industry</b>	minimum 1 space per 250sqm	maximum 1 space per 150sqm
<b>Shops</b>	minimum 1 space per 50sqm	maximum 1 space per 50sqm
<b>Bulky goods premises</b>	minimum 1 space per 125sqm	maximum 1 space per 100sqm

#### Flooding

- Land in both the Tebbutt Street/Parramatta Road Precinct and Camperdown Precinct is flood affected.
- In order to approve development on these lands, Council must be satisfied that it is compatible with the flood hazard of the land and responds appropriately to flood risk through building design.
- A 500mm freeboard above the 100 year average recurrence interval (ARI) flood event must be provided. In the case of the Tebbutt Street/Parramatta Road and Camperdown Precinct, some sites would need to allow for up to 1.0 to 3.0m of the indicative 100 year ARI peak depth.







## 2.1 Camperdown precinct: site analysis

Camperdown is transitioning to a vibrant high-density precinct with many different uses and many different types of built form. Central to Camperdown's future is its proximity to the University of Sydney and Royal Prince Alfred Hospital.

Adaptive reuse of warehouses and poorly performing retail space, presents a further opportunity for the Precinct to meet commercial demand that flows from activities of adjacent health and education precincts.

The urban design characteristics of the precinct are:

1. Quality industrial/warehouse heritage buildings.
2. Network of permeable pedestrian friendly laneways.
3. Located along Johnstons Creek.

The precinct is currently zoned as IN2 'Light Industrial' with RE1 'Public Recreation' on the west boundary of the site and a pocket of B7 'Business Park' located on the corner site of Mathieson & Cahill Streets.



Zone	
B1	Neighbourhood Centre
B2	Local Centre
B4	Mixed Use
B7	Business Park
IN2	Light Industrial
R1	General Residential
R3	Medium Density Residential
RE1	Public Recreation
RE2	Private Recreation
SP1	Special Activities
SP2	Infrastructure



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Example of residential to live/work and industrial interface.



The Precinct has good key anchors which could be strengthened by continuing to allow small scale industrial retail outlets of products manufactured on premises.



A green laneway (following a canal) runs between the industrial precinct and residential area to the north-west. In some areas, the laneway is narrow and informally used.



In other parts of the green laneway, Council are providing play equipment and improved pedestrian facilities. This example is at the end of Chester Street.



The Precinct has a number of laneways that increase permeability.



Pymont Bridge Road forms a main spine to the Precinct, running east-west between Booth Street and Paramatta Road.

## 2.1.1 BuiltForm

Key observations:

- Generally continuous and consistent built form street edge - exception on Guihen Street
- Very ill-defined built form edge to Johnstons Creek channel
- Scattered existing surface car parks which are underutilised land
- 2 storey industrial buildings the prevalent form in the precinct
- Existing residential buildings within and adjoining the precinct - typically 1 storey semis and 2 storey terraces
- Rear lane residential garages on Gehrig Lane
- 36m typical lot depth for lots fronting Parramatta Road east of Flood Street
- Good character of building façades on important streets - Pyrmont Bridge Road, Parramatta Road and Booth Street
- Opportunity for adaptive reuse of large heritage building on corner of Booth Street and Pyrmont Bridge Road - currently used for storage





## 2.1.2 Movement

Key observations:

- Precinct is well-served by buses
- Nearest rail station is 1.2km away (Newtown Station)
- Limited opportunities for pedestrians to cross Parramatta Road
- No right-hand vehicle turning to the Precinct westbound
- Major barrier on western boundary for vehicle and pedestrian movement
- Limited opportunities for vehicle driveway access on Parramatta Road
- Numerous vehicle driveway access on Pyrmont Bridge Road
- Laneways important for vehicle access to rear of properties
- Sydney University is within 400m to the east
- In addition to Parramatta Road, the precinct is extremely well connected to surrounding suburbs:
  - Australia Street to Newtown
  - Pyrmont Bridge Road to Glebe and Sydney City
  - Booth Street to Annandale



### 2.1.3 Public Domain

Key observations:

- Opportunity to build on Johnstons Creek open space area (Badu Park) to create a larger, more connected open space area, focused around the Chester Street Park.
- Poor pedestrian experience on Parramatta Road, due to busy road traffic, noise and wind from passing cars and heavy vehicles
- No awnings
- Pyrmont Bridge Road - main spine road for the Precinct
- Fine grain of small laneways create a very permeable and traffic calmed pedestrian experience
- Camperdown Park within 200m to the south



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### Camperdown Precinct SWOC

#### Strengths

- Pyrmont Bridge Road, major street
- Good anchors - Brewery, self-storage
- Highly visible/good exposure
- Greenway
- Natural thoroughfare for residents living north of the Precinct catching buses on Parramatta Road
- Great public transport

#### Weaknesses

- Parking: some on-street but difficult
- Back lanes - safety & surveillance
- Legibility/disconnected streets
- Lack of public/ private definition

#### Opportunities

- Retail outlets on Pyrmont Bridge Road
- Engage local residents to use the precinct - help support small retail
- Build on heritage character
- Improve street + lane connectivity to remove dead ends
- Improve public spaces/ amenity/ street furniture
- Great for creative industries

#### Constraints

- Heritage
- Strata (residential)
- Flooding
- Aircraft noise
- Road noise
- Topography
- Traffic changes to Parramatta Road (eg. intersection changes to improve access)
- Sensitive edges - interface with residential



## 2.1.4 Camperdown Precinct - existing building heights

### Assumptions:

A visual assessment has been made to determine existing building heights. In some cases a single building footprint is made up of 1 and 2 storeys elements (eg. Building C, comprising a 2 storey or mezzanine component).

Storey heights and footprints are then used to determine an estimated gross floor area (GFA) for the Camperdown Precinct.

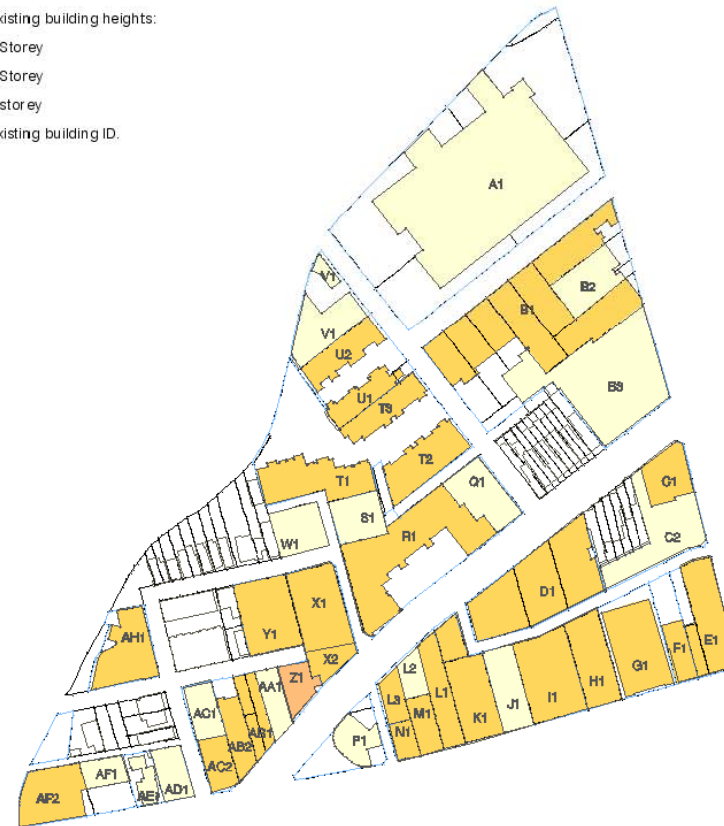
An assumed efficiency of footprint to GFA calculation is 90% - which does not take account of non-GFA uses within existing building envelopes.

### Legend:

Existing building heights:

- 1 Storey
- 2 Storey
- 3 storey

A1 Existing building ID.



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## 2.1.5 Camperdown Precinct - existing capacity estimate

Lot ID	Lot Area (sqm)	Existing building footprint ID	Existing bldg footprint (sqm)	Storeys	BEA (sqm)	Efficiency (%)	GFA (sqm)	FSR (n:1)	Site coverage (%)
A	12,536	A1	6,609	1.00	6,609				
		Total	6,609		6,609	0.90	5,948	0.47	53%
B	9,595	B1	4,229	2.00	8,458				
		B2	822	1.00	822				
		B3	3,108	2.00	6,215				
		Total	8,159		15,495	0.90	13,946	1.45	85%
C	2,105	C1	638	2.00	1,276				
		C2	1,377	1.00	1,377				
		Total	2,015		2,653	0.90	2,388	1.13	96%
D	2,623	D1	2,537	2.00	5,073				
		Total	2,537		5,073	0.90	4,566	1.74	97%
E	1,433	E1	1,208	2.00	2,416				
		Total	1,208		2,416	0.90	2,175	1.52	84%
F	725	F1	371	2.00	743				
		Total	371		743	0.90	668	0.92	51%
G	1,690	G1	1,293	2.00	2,585				
		Total	1,293		2,585	0.90	2,327	1.38	76%
H	971	H1	966	2.00	1,932				
		Total	966		1,932	0.90	1,738	1.79	99%
I	1,404	I1	1,400	2.00	2,801				
		Total	1,400		2,801	0.90	2,521	1.80	100%
J	766	J1	766	1.00	766				
		Total	766		766	0.90	689	0.90	100%
K	988	K1	984	2.00	1,967				
		Total	984		1,967	0.90	1,771	1.79	100%
L	1,437	L1	714	2.00	1,428				
		L2	310	1.00	310				
		L3	323	2.00	646				
		Total	1,347		2,384	0.90	2,146	1.49	94%
M	421	M1	421	2.00	842				
		Total	421		842	0.90	758	1.80	100%
N	269	N1	250	2.00	499				
		Total	250		499	0.90	449	1.67	93%
O	304	O1	286	2.00	571				
		Total	286		571	0.90	514	1.69	94%
P	1,103	P1	469	1.00	469				
		Total	469		469	0.90	422	0.38	43%
Q	898	Q1	845	1.00	845				
		Total	845		845	0.90	761	0.85	94%
R	3,327	R1	2,338	2.00	4,676				
		Total	2,338		4,676	0.90	4,208	1.27	70%
S	830	S1	657	1.00	657				
		Total	657		657				
		Total	657		657	0.90	591	0.72	80%
T	5,440	T1	1,180	2.00	2,360				
		T2	961	2.00	1,922				
		T3	652	2.00	1,303				
		Total	2,792		5,585	0.90	5,026	0.92	51%
U	1,967	U1	531	2.00	1,061				
		U2	694	2.00	1,388				
		Total	1,225		2,449	0.90	2,205	1.12	62%
V	1,377	V1	117	1.00	117				
		V2	860	1.00	860				
		Total	977		977	0.90	879	0.64	71%
W	673	W1	673	1.00	673				
		Total	673		673	0.90	605	0.90	100%
X	1,582	X1	1,202	2.00	2,405				
		X2	337	2.00	675				
		Total	1,540		3,080	0.90	2,772	1.75	97%
Y	1,182	Y1	1,180	2.00	2,361				
		Total	1,180		2,361	0.90	2,125	1.80	100%
Z	458	Z1	422	3.00	1,267				
		Total	422		1,267	0.90	1,140	2.49	92%
AA	440	AA1	436	-	-				
		Total	436		-	0.90	-	-	99%
AB	1,182	AB1	533	2.00	1,066				
		AB2	514	2.00	1,028				
		Total	1,047		2,094	0.90	1,885	1.59	89%
AC	1,001	AC1	464	1.00	464				
		AC2	452	2.00	904				
		Total	916		1,368	0.90	1,231	1.23	91%
AD	483	AD1	477	1.00	477				
		Total	477		477	0.90	430	0.89	99%
AE	451	AE1	238	1.00	238				
		Total	238		238	0.90	214	0.47	53%
AF	1,762	AF1	339	1.00	339				
		AF2	989	2.00	1,978				
		Total	1,327		2,316	0.90	2,085	1.18	75%
AH	1,168	AH1	999	2.00	1,998				
		Total	999		1,998	0.90	1,798	1.54	85%
<b>Average</b>	<b>1,896</b>						<b>2,151</b>	<b>1.25</b>	
<b>Grand Total</b>	<b>64,478</b>						<b>70,980</b>	<b>1.10</b>	

## 2.1.6 Camperdown Precinct - existing consolidated lots

### Assumptions:

A visual assessment has been made to determine consolidated ownership based on existing building footprints.

Areas have been excluded from the capacity testing that are assumed to be very unlikely to change include:

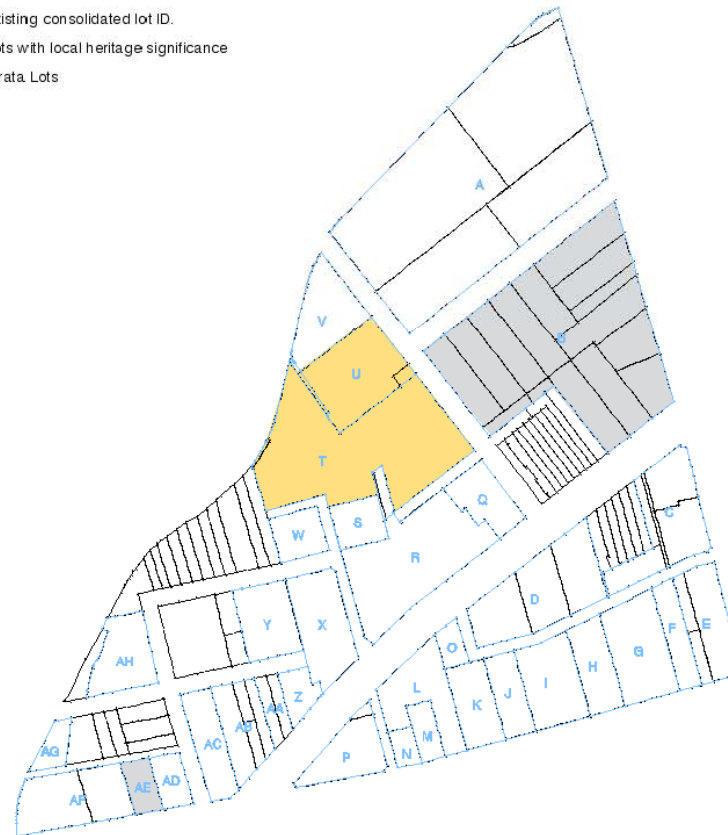
- Residential uses (even if zoned industrial).
- The area zoned B7 / Business Park. This is the live-work area, which is predominantly residential.
- Zoned open space areas.

Lots U, T and W are strata lots (currently industrial units).

Lot ID	Lot Area (sqm)	Lot ID	Lot Area (sqm)
A	12,536	W	672
B	9,595	X	1,581
C	2,105	Y	1,182
D	2,623	Z	457
E	1,432	AA	440
F	724	AB	1,182
G	1,690	AC	1,001
H	971	AD	483
I	1,403	AE	451
J	766	AF	1,762
K	988	AG	363
L	1,436	AH	1,168
M	420	<b>Grand Total</b>	<b>62,930</b>
N	269	<b>Average Lot Size (Mean)</b>	<b>1,851</b>
O	303		
P	1,103		
Q	897		
R	3,326		
S	819		
T	5,439		
U	1,966		
V	1,377		

### Legend:

- A Existing consolidated lot ID.
- Lots with local heritage significance
- Strata Lots



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Existing industrial strata - Lot U



Existing industrial strata - Lot T



Existing industrial strata - Lot W



Existing local heritage - Lot AE



Existing local heritage - Lot B



## 2.2 Tebbutt Street/Parramatta Road precinct: site analysis

The urban design characteristics of the precinct are:

1. Mix of large industrial buildings and individual single houses.
2. Distinctive frontage to Parramatta Road with rear access laneways.
3. Strong north-south block and street grid with more opportunities for east-west connections.
4. In close proximity to Petersham Park, Marketplace Leichhardt, light & heavy rail.

The precinct is currently zoned as IN2 'Light Industrial'.



Zone	
B1	Neighbourhood Centre
B2	Local Centre
B4	Mixed Use
B7	Business Park
IN2	Light Industrial
R1	General Residential
R3	Medium Density Residential
RE1	Public Recreation
RE2	Private Recreation
SP1	Special Activities
SP2	Infrastructure

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The Taverners Hill light rail station adjoins the Precinct to the south, but is not easily accessible from some areas due to fencing.



Rear laneways provide accessibility for business and an opportunity for pedestrians to avoid Paramatta Road.



An example of rooftop parking in an existing industrial building.



With parking being an issue, some businesses provide at-grade car parks for their employees. This is not the most efficient use of large lots of land.



Paramatta Road separates the Precinct from nearby open space and impacts amenity through noise.

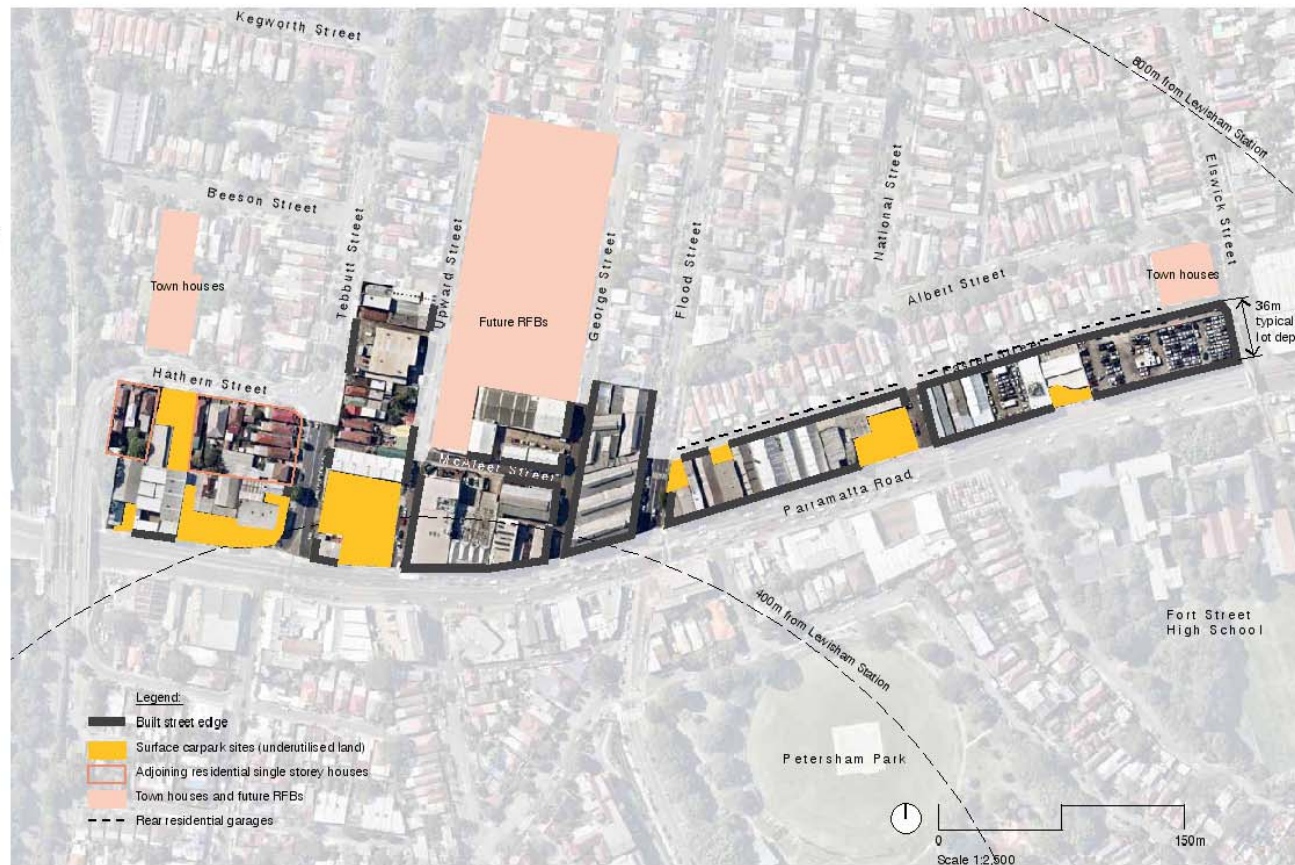


Example of existing floor plates and key anchors.

## 2.2.1 BuiltForm

Key observations:

- Continuous and consistent built form street edge east of Upward Street
- Broken built form street edge west of Upward Street
- Some existing surface car parks which is underutilised land
- 2 storeys industrial buildings the prevalent form in the precinct
- Existing residential buildings within and adjoining the precinct typically 1 storey semis, cottages and terraces
- Some scattered industrial buildings within residential areas, as commonly found within the Leichhardt LGA
- Rear lane residential garages on Upward and Easter Street
- Adjoining residential areas area to the north, therefore overshadowing from additional height on industrial land is not an issue
- 2 examples of rooftop car parking on existing industrial buildings
- 36m typical lot depth for lots fronting Parramatta Road east of Flood Street





## 2.2.2 Movement

### Key observations:

- Precinct is well-served by public transport
- Whole precinct is within 800m of Lewisham Train Station
- Pedestrian access to light rail convoluted
- Limited opportunities for pedestrian to cross Parramatta Road
- Most direct pedestrian access to Lewisham Station is on the Flood Street corridor
- No right-hand vehicle turning to the Precinct westbound
- Major east-west barrier in precinct for vehicle and pedestrian movement
- Limited opportunities for vehicle driveway access on Parramatta Road and Hathern Street
- Important vehicle driveway access on Easter Street and Upward Street to the rear of properties



## 2.2.3 Public Domain

### Key observations:

- No opportunity for additional substantial open space that would provide useful amenity
- Poor pedestrian experience on Parramatta Road, due to busy road traffic, noise and wind from passing cars and heavy vehicles
- No awnings
- North-south streets of Tebbutt, Flood and Elswick provide important pedestrian amenity and provide crossing opportunities at Parramatta Road
- Secondary north-south streets of Upward, George and National also provide important pedestrian amenity
- Albert Street is the only continuous tree-lined street close to the precinct
- Easter Street functions as an informal shared zone as footpaths are insufficient width and vehicle traffic is slow and light
- Petersham Park and Fanny Durrack Aquatic Centre are high quality and large public open space within a short walk from the Precinct.



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#### 2.2.4 Tebbutt Street/Parramatta Road Precinct SWOC

##### Strengths

- Light Rail connection
- Precinct within 800m of Lewisham Station
- Unconstrained heights. Impacts are minimal/ none.
- Bulky buildings, could act as a good buffer to Parramatta Road
- Marion Street retail centre & park in proximity
- Good bus connections
- Laneways provide rear loading, pedestrian friendly environment
- Large lots, relatively unfragmented sites
- Good key anchors (eg. Best & Less headquarters)

##### Weaknesses

- Parking
- Parramatta traffic
- Aged stock not keeping up to standards that new industry require
- Land value does not justify major upgrades/ renewal
- Inflexible buildings - industry specific
- Flooding
- Residential allowed to encroach
- Lack of exposure/ ability to engage
- Lack of good amenity/ open space
- Safety

##### Opportunities

- Improve pedestrian connection to light rail station
- Commuter parking to light rail station
- Use rooftops more for parking & amenity
- Improve laneways for shared use
- Connect to Greenway
- Maximise underutilised sites (eg. at grade parking)
- Improved visibility/ signage
- Create identity for this precinct
- Highly desirable place to live/ work

##### Constraints

- Heritage
- Strata (residential)
- Flooding
- Aircraft noise
- Road noise
- Topography
- Traffic changes to Parramatta Road (eg. intersection changes to improve access)
- Sensitive edges - interface with residential



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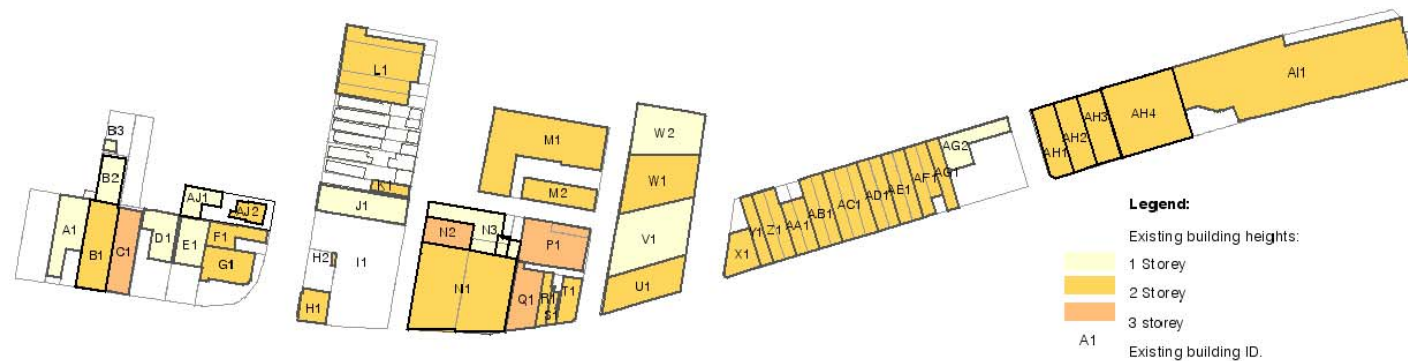
## 2.2.5 Tebbutt Street/Parramatta Road Precinct - existing building heights

### Assumptions:

A visual assessment has been made to determine existing building heights. In some cases a single building footprint is made up of 1 and 2 storeys elements (eg. Buildings W & AG, comprise 1 storey and 2 storey components).

Storey heights and footprints are then used to determine an estimated gross floor area (GFA) for the Tebbutt Street/Parramatta Road Precinct.

An assumed efficiency of footprint to GFA calculation is 90% - which does not take account of non-GFA uses within existing building envelopes.





## 2.2.6 Tebbutt Street/Paramatta Road Precinct - existing capacity estimate

Lot ID	Lot Area (sqm)	Existing building footprint ID	Existing bldg footprint (sqm)	Storeys	BEA (sqm)	Efficiency (%)	GFA (sqm)	FSR (n:1)	Site coverage (%)
A	692	A1	516	1	516				
		Total	516		516		464	0.67	75%
B	1,362	B1	664	2	1,328				
		B2	278	1	278				
		B3	33	1	33				
		Total	975		1,639		1,475	1.17	77%
C	962	C1	497	3	1,490				
		Total	497		1,490		1,341	1.39	52%
D	803	D1	350	1	350				
		Total	350		350		315	0.39	44%
E	659	E1	345	1	345				
		Total	345		345		311	0.47	52%
F	382	F1	271	2	542				
		Total	271		542		488	1.28	71%
G	782	G1	418	2	835				
		Total	418		835		752	0.96	53%
H	517	H1	232	2	465				
		H2	13	2					
		Total	246		465		418	0.81	47%
I	1,980	I1	-	-	-				
		Total	-		-		-	-	0%
J	613	J1	598	1	598				
		Total	598		598		538	0.88	98%
K	283	K1	104	2	208				
		Total	104		208		187	0.66	37%
L	1,592	L1	1,234	2	2,468				
		Total	1,234		2,468		2,221	1.39	77%
M	2,512	M1	1,574	2	3,148				
		M2	384	2					
		Total	1,958		5,615		5,054	2.01	78%
N	3,013	N1	2,004	2	4,008				
		N2	314	3	942				
		N3	575	1	575				
		Total	2,893		5,525	0.90	4,973	1.65	96%
P	746	P1	720	3	2,161				
		Total	720		2,161		1,945	2.61	97%
Q	567	Q1	439	3	1,317				
		Total	439		1,317		1,185	2.09	77%
R	139	R1	137	2	274				
		Total	137		274		246	1.77	98%
S	128	S1	76	2	152				
		Total	76		152		137	1.07	59%

Lot ID	Lot Area (sqm)	Existing building footprint ID	Existing bldg footprint (sqm)	Storeys	BEA (sqm)	Efficiency (%)	GFA (sqm)	FSR (n:1)	Site coverage (%)
T	228	T1	204	2	409				
		Total	204		409		368	1.61	90%
U	692	U1	689	2	1,377				
		Total	689		1,377		1,240	1.79	100%
V	1,130	V1	1,125	1	1,125				
		Total	1,125		1,125		1,012	0.90	99%
W	1,741	W1	900	2	1,800				
		W2	827	1					
		Total	1,727		1,800		1,620	0.93	99%
X	416	X1	304	2	609				
		Total	304		609		548	1.32	73%
Y	222	Y1	220	2	440				
		Total	220		440		396	1.79	99%
Z	443	Z1	435	2	870				
		Total	435		870		783	1.77	98%
AA	444	AA1	338	2	675				
		Total	338		675		608	1.37	76%
AB	441	AB1	438	2	876				
		Total	438		876		788	1.79	99%
AC	671	AC1	665	2	1,329				
		Total	665		1,329		1,197	1.78	99%
AD	444	AD1	439	2	878				
		Total	439		878		790	1.78	99%
AE	443	AE1	437	2	875				
		Total	437		875		787	1.78	99%
AF	441	AF1	390	2	781				
		Total	390		781		703	1.59	88%
AG	1,543	AG1	229	2	458				
		AG2	403	1					
		Total	632		458		412	0.27	41%
AH	2,686	AH1	1,322	2	2,644				
		AH2	1,337	2	2,673				
		Total	2,658		5,317		4,785	1.78	99%
AI	4,256	AI1	3,654	2	7,308				
		Total	3,654		7,308		6,577	1.55	86%
AJ	692	AJ1	266	1	266				
		AJ2	148	2	295				
		Total	414		562	0.90	505	0.73	60%
<b>Average</b>		<b>988</b>						<b>1,291</b>	<b>1.31</b>
<b>Grand Total</b>		<b>32,612</b>						<b>45,169</b>	<b>1.39</b>

## 2.2.7 Tebbutt Street/Parramatta Road Precinct - existing consolidated lots

### Assumptions:

A visual assessment has been made to determine consolidated ownership based on existing building footprints.

Areas have been excluded from the capacity testing that are assumed to be very unlikely to change include residential uses (even if zoned industrial).

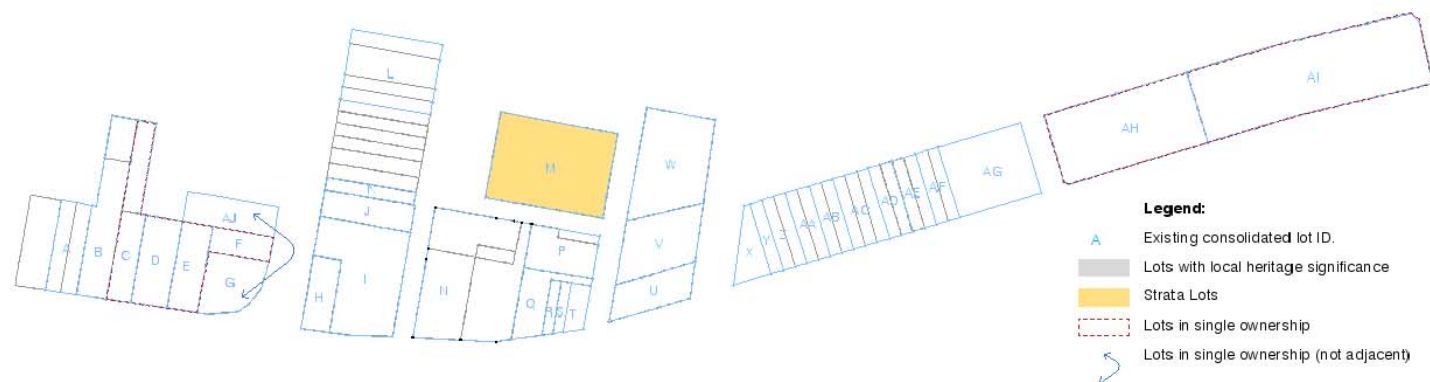
Lot M is a strata lot (currently industrial units).

There are no lots with local heritage significance.

Lot ID	Lot Area (sqm)
A	692
B	1,362
C	962
D	803
E	659
F	382
G	782
H	517
I	1,980
J	613
K	283
L	1,592
M	2,512
N	3,013

Lot ID	Lot Area (sqm)
P	746
Q	567
R	139
S	128
T	238
U	692
V	1,130
W	1,741
X	416
Y	222
Z	443
AA	444
AB	441
AC	671

Lot ID	Lot Area (sqm)
AD	444
AE	443
AF	441
AG	1,543
AH	2,686
AI	4,256
AJ	692
<b>Grand</b>	<b>34,565</b>
<b>Total</b>	
<b>Average</b>	<b>988</b>
<b>Lot Size</b>	



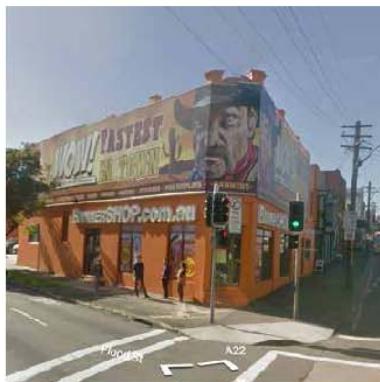
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Existing industrial strata - Lot M



Existing at-grade carpark - Lot I



Existing light industrial - Lot W



Existing light industrial - Lot G



Existing light industrial with rooftop carpark - Lot L

## 2.3 Moore Street South Precinct: site analysis



The Leichhardt Council garbage depot located in the middle of the precinct is a key service which needs to be retained within the area.



Topography within this precinct plays an integral part in the design outcome. The outcrop (right) is the highest point in precinct. The Sydney CBD skyline is visible in the background.



Underutilised Council land which could provide a potential mid-block link to John Street.



The interface between residential properties and the industrial precinct is poor. An improved streetscape to minimise the scale and bulk of the buildings will improve the overall character of the precinct.



Underutilised lot being used as a parking for disused cars undervalues the potential of the area.



Example of existing shop top housing within the precinct predominately of animal care/hospital type retail.



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### 2.3.1 BuiltForm



### 2.3.2 Movement





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### 2.3.3 Public Domain





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### 2.3.4 Moore Street South Precinct SWOC

Strengths	Weaknesses	Opportunities	Constraints
<ul style="list-style-type: none"> <li>– Unconstrained heights. Impacts are minimal/none.</li> <li>– Good bus connections</li> <li>– Large lots, relatively unfragmented sites</li> <li>– Well positioned and located next to the War Memorial Park- a significant open space within the area.</li> <li>– Large streets with good existing street planting and mature trees.</li> </ul>	<ul style="list-style-type: none"> <li>– Aged stock not keeping up to standards that new industry require</li> <li>– Underutilised sites undervalue the character and potential of the area</li> <li>– Land value does not justify major upgrades/ renewal</li> <li>– Inflexible buildings - industry specific</li> <li>– Existing residential lots within the Precinct</li> <li>– Lack of exposure/ ability to engage</li> <li>– Lack of laneways to provide rear loading, pedestrian friendly environment, results in long driveways and private rear access lanes to lots</li> <li>– Large blocks without mid-block connections</li> <li>– Poor passive surveillance in publicly accessible laneways to the rear of lots</li> </ul>	<ul style="list-style-type: none"> <li>– Improve pedestrian and cycle connections to surrounding areas</li> <li>– Vantage views towards the City</li> <li>– Use rooftops more for parking &amp; amenity</li> <li>– Improve laneways for shared use</li> <li>– Connect to potential corridor along Whites Creek</li> <li>– Maximise underutilised sites (eg. at grade parking)</li> <li>– Improved visibility/ signage</li> <li>– Create identity for this precinct</li> <li>– To activate existing retail frontage</li> </ul>	<ul style="list-style-type: none"> <li>– Topography</li> <li>– Sensitive edges interface with residential.</li> </ul>

### 2.3.5 Moore Street South Precinct - existing building heights

#### Assumptions:

A visual assessment has been made to determine existing building heights. In some cases a single building footprint is made up of 1 and 2 storeys elements (eg. Buildings F & Y, comprise 1 storey and 2 storey components).

Storey heights and footprints are then used to determine an estimated gross floor area (GFA) for the Moore Street South Precinct.

An assumed efficiency of footprint to GFA calculation is 90% - which does not take account of non-GFA uses within existing building envelopes.



### 2.3.6 Moore Street South Precinct - existing capacity estimate

Lot ID	Lot Area (sqm)	Existing building footprint ID	Existing bldg footprint (sqm)	Storeys	BEA (sqm)	Efficiency (%)	GFA (sqm)	FSR (n:1)	Site coverage (%)
A	4,239	A1	220	2.00	440				
		A2	2,023	2.00	4,047				
		Total	2,243		4,487	0.90	4,038	0.95	53%
B	411	B1	162	2.00	325				
		Total	162		325	0.90	292	0.71	39%
C	417	C1	338	2.00	677				
		Total	338		677	0.90	609	1.46	81%
D	826	D1	42	1.00	42				
		Total	42		42	0.90	38	0.05	5%
E	1,241	E1	1,093	2.00	2,187				
		Total	1,093		2,187	0.90	1,968	1.59	88%
F	322	F1	119	2.00	239				
		F2	65	1.00	65				
		Total	184		304	0.90	274	0.85	57%
G	1,589	G1	1,339	2.00	2,678				
		Total	1,339		2,678	0.90	2,410	1.52	84%
H	1,340	H1	1,181	1.00	1,181				
		Total	1,181		1,181	0.90	1,063	0.79	88%
I	1,342	I1	287	1.00	287				
		Total	287		287	0.90	259	0.19	21%
J	245	J1	151	2.00	303				
		Total	151		303	0.90	273	1.11	62%
K	128	K1	127	2.00	255				
		Total	127		255	0.90	229	1.79	100%
L	123	L1	85	2.00	170				
		Total	85		170	0.90	153	1.24	69%
M	139	M1	90	2.00	181				
		Total	90		181	0.90	163	1.17	65%
N	509	N1	280	2.00	561				
		Total	280		561	0.90	505	0.99	55%
O	8,168	O1	332	2.00	663				
		O2	1,380	1.00	1,380				
		Total	1,712		2,043	0.90	1,839	0.23	21%
P	4,653	P1	3,357	1.00	3,357				
		P2	312	2.00	625				
		Total	3,670		3,982	0.90	3,584	0.77	79%
Q	839	Q1	344	1.00	344				
		Total	344		344	0.90	309	0.27	41%
R	550	R1	47	1.00	47				
		Total	47		47	0.90	43	0.08	9%
S	4,793	S1	1,561	2.00	3,122				
		S2	1,067	1.00	1,067				
		Total	2,628		4,189	0.90	3,770	0.80	56%
T	1,239	T1	960	1.00	960				
		Total	960		960	0.90	864	0.70	77%
U	1,126	U1	935	1.00	935				

Lot ID	Lot Area (sqm)	Existing building footprint ID	Existing bldg footprint (sqm)	Storeys	BEA (sqm)	Efficiency (%)	GFA (sqm)	FSR (n:1)	Site coverage (%)
V	1,135	Total	935		935	0.90	841	0.75	83%
		V1	1,071	1.00	1,071				
W	1,122	Total	1,071		1,071	0.90	964	0.86	95%
		W1	570	1.00	570				
X	183	Total	570		570	0.90	513	0.46	51%
		X1	178	1.00	178				
Y	695	Total	178		178	0.90	160	0.88	98%
		Y1	299	2.00	599				
		Y2	256	1.00	256				
Z	332	Total	556		556	0.90	770	1.11	80%
		Z1	287	1.00	287				
AA	2,793	Total	287		287	0.90	258	0.78	89%
		AA1	2,522	2.00	5,044				
		AA2	29	1.00	29				
AB	1,917	Total	2,552		5,074	0.90	4,567	1.64	91%
		AB1	1,475	1.00	1,475				
		Total	1,475		1,475	0.90	1,327	0.89	77%
AC	2,370	AC1	1,431	1.00	1,431				
		Total	1,431		1,431	0.90	1,288	0.54	60%
AD	952	AD1	828	2.00	1,655				
		Total	828		1,655	0.90	1,490	1.56	87%
AE	318	AE1	266	2.00	532				
		Total	266		532	0.90	479	1.51	84%
AF	1,303	AF1	1,148	2.00	2,296				
		Total	1,148		2,296	0.90	2,066	1.59	88%
AG	1,049	AG1	897	2.00	1,794				
		Total	897		1,794	0.90	1,615	1.54	85%
AH	1,966	AH1	1,873	2.00	3,746				
		Total	1,873		3,746	0.90	3,371	1.71	95%
AI	471	AI1	211	2.00	422				
		Total	211		422	0.90	379	0.81	45%
AJ	557	AJ1	450	2.00	899				
		Total	450		899	0.90	809	1.45	81%
AK	317	AK1	242	2.00	484				
		Total	242		484	0.90	436	1.37	76%
AL	452	AL1	451	1.00	451				
		Total	451		451	0.90	405	0.90	100%
AM	571	AM1	474	1.00	474				
		Total	474		474	0.90	426	0.75	83%
AN	780	AN1	422	1.00	422				
		Total	422		422	0.90	380	0.49	54%
AO	2,661	AO1	1,621	2.00	3,241				
		Total	1,621		3,241	0.90	2,917	1.10	61%
Average	1,369							1.174	0.97
Grand Total	56,114							48,145	0.86

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### 2.3.7 Moore Street South Precinct - existing consolidated lots

#### Assumptions:

A visual assessment has been made to determine consolidated ownership based on existing building footprints.

Areas have been excluded from the capacity testing that are assumed to be very unlikely to change include:

- Residential uses (even if zoned industrial).

There are no lots with local heritage significance.

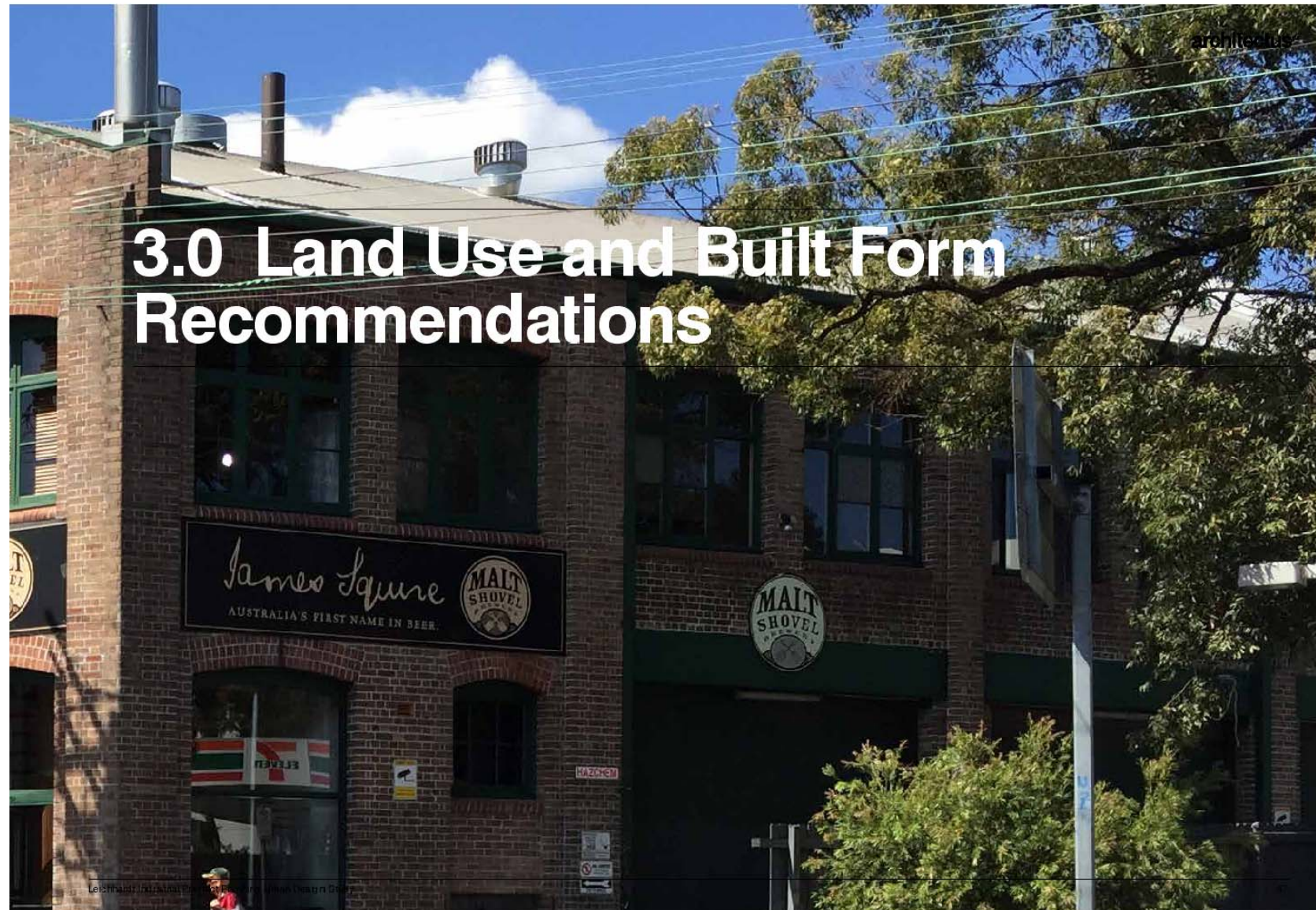
Lot ID	Lot Area (sqm)	Lot ID	Lot Area (sqm)
A	4,239	T	1,239
B	411	U	1,126
C	417	V	1,126
D	826	W	1,122
E	1,241	X	183
F	322	Y	695
G	1,589	Z	332
H	1,340	AA	2,793
I	1,342	AB	1,917
J	245	AC	2,370
K	128	AD	952
L	123	AE	318
M	139	AF	1,303
N	509	AG	1,049
O	8,168	AH	1,966
P	4,653	AI	471
Q	839	AJ	557
R	550	AK	317
S	4,733	AL	452
		AM	571
		AN	780
		AO	2,661
		<b>Grand Total</b>	<b>56,114</b>
		<b>Average Lot Size</b>	<b>1,369</b>











## 3.1 Urban Design Principles

### Land use

- Industrial floorspace and its ability to function should be protected in each precinct. The amount of industrial floorspace to be increased where possible.
- Any alternative land uses, such as retail, commercial or residential, should be located to minimise the impact of strata ownership on the redevelopment potential of industrial lots (including amalgamation).
- Alternative land uses should be tied to the delivery of public benefit or used to encourage the redevelopment of challenging sites, such as those with existing heritage buildings. Other uses may be used to increase the development feasibility of these projects.

### Built form

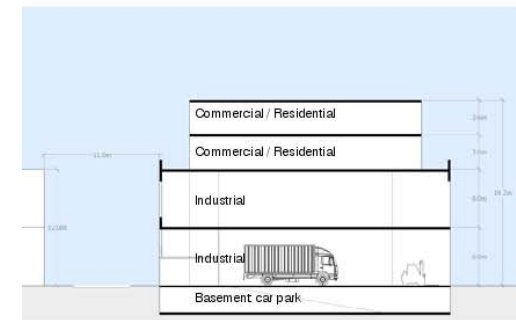
- Built form should manage the potential interface between different land uses on site and at the 'edges' of the industrial precincts.
- Built form should facilitate lot permeability while managing access and security.
- Built form should respond intelligently to level changes by facilitating entries to different land uses at different levels.
- Floorplates should be as flexible as possible to ensure buildings can respond to changes to market demand over time. Industrial uses have been designed as a 6m floor to ceiling height to accommodate a range of uses, and servicing, including truck access. Commercial and residential floorplates have both been designed with a 3.6m floor to ceiling height.
- A two storey, 12m street wall should be encouraged to be in keeping with the existing character of the Precincts.
- Existing industrial building façades that contribute positively to the identity and character of the precinct should be retained where possible and integrated / adaptively reused as part of redevelopment. This is particularly relevant to the Camperdown Precinct.
- Car parking should be concentrated in a basement level or levels to encourage the most efficient use of the site.
- Sites under 17m in width should be amalgamated to improve floorspace efficiency and for minimum car park dimensions.

### Streets and laneways

- Streets and laneways should facilitate the functionality of industrial uses, including accommodating large vehicles where possible.
- Streets and laneways should be activated throughout the day and evening to increase the perceived and actual safety of industrial precincts.
- Streets and laneways should provide amenity for pedestrians to encourage patronage to local businesses.
- a 3m setback has been applied above a 12m street wall to reduce apparent building bulk and scale.

### Public domain

- Connectivity to key community assets should be facilitated through improved site permeability and pedestrian links.
- Opportunities for new or improved public spaces to support the amenity of the Precincts and additional demand driven by increased capacity should be identified.



Indicative section showing ground level + 1 level above with 6m floor to floor to accommodate industrial uses, basement parking and potential commercial and in some cases, residential uses above.



## 3.2 Camperdown precinct: vision



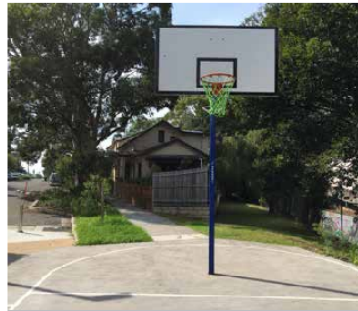
1. **Retain the quantum of industrial floorspace for essential industries and urban services.** Consider how public domain improvements and increased development capacity for office and business uses might promote investment and the development of additional floor area.



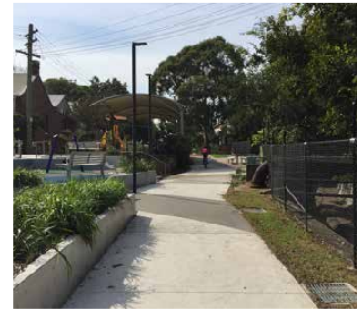
2. **Retain the heritage, fine grain industrial built form character** – provide controls for development above industrial buildings, and allow for 1 or 2 lot amalgamation.



3. **Retain and enhance the fine grain street and lane network** – focus public domain improvements on streets and lanes while maximising shared pedestrian and vehicular access.



4. **An active open space corridor** – create a continuous open space connection between Parramatta Road and Booth Street on the western boundary of the precinct, with pedestrian connections across the corridor and public domain upgrades.



### 3.3 Camperdown Precinct: structure plan

1. Retain the quantum of industrial floorspace through an industrial or employment zoning for all sites in the precinct.
2. Retain the strong heritage, fine grain built form character.
3. Retain and enhance the fine grain street and lane network - creating new through site links to the 'spine' streets
4. Develop plans for this remnant open space as a Green Link - provide for continued pedestrian and cycle connectivity, landscaping and pocket parks along the link.
5. New development facing the Green Link should address the open space and provide a landscaped setback (average 10m setback)
6. Create 'Green Lungs' in the streets off Parramatta Road. A setback, trees and seating provide places for employees and visitors to relax away from Parramatta Road.
7. Locate the Public Transport Super Stop close to the intersection of Parramatta Road and Australia Street. This location is the most direct pedestrian route to service the Precinct.



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3.3.1 Camperdown Precinct - indicative built form envelopes for proposed B5 areas





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### 3.4.1 Camperdown Precinct - indicative built form massing for proposed B5 areas

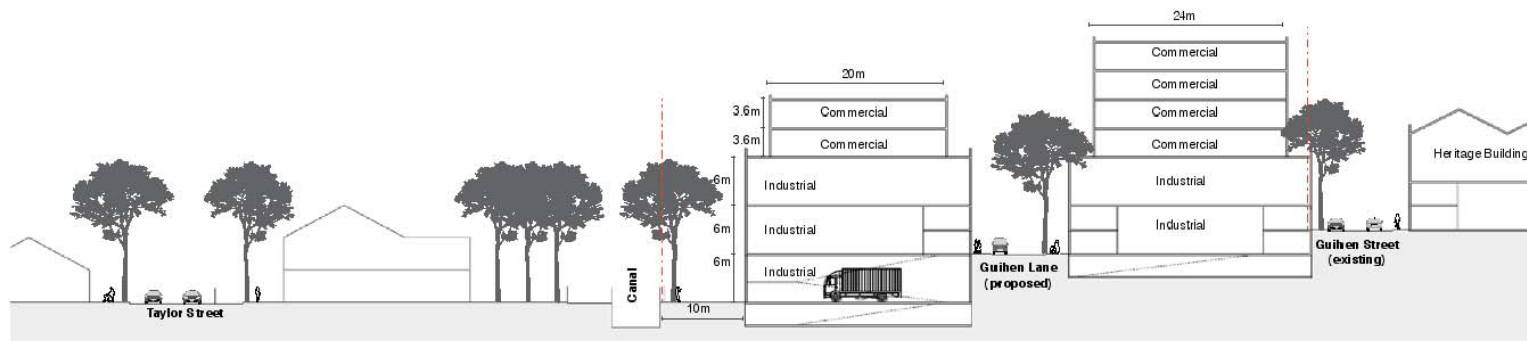
This illustration demonstrates potential built form massing for proposed 'option 2' B5 rezoned land as recommended in *Leichhardt Industrial Precinct Planning, 2016* (SGS).



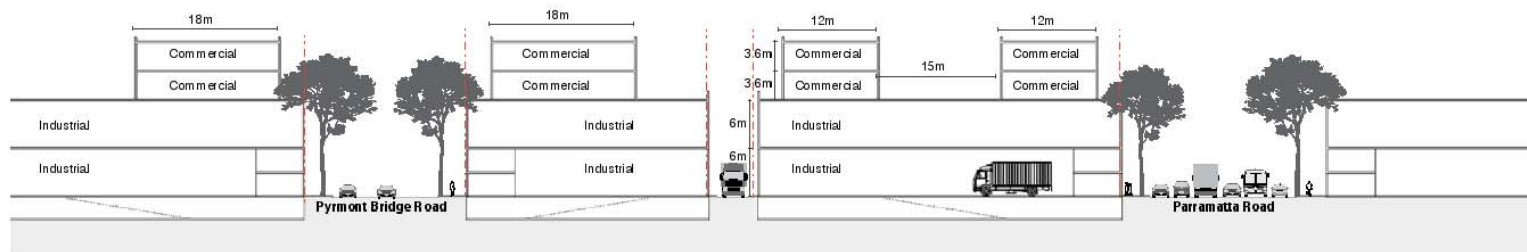
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### 3.4.2 Camperdown precinct: typical sections

#### Johnston's Creek Corridor / Guihen Street Possible Section



#### Pymont Bridge Road / Parramatta Road Possible Section



Scale 1:500  
0 5 10 25 50 75m

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### 3.4.3 Camperdown Precinct - indicative capacity

Camperdown		Option 3: Industrial + Commercial + Residential																			
Site	Site Area	Industrial				Commercial				Residential				No. of units		Total GFA	FSR	Car parking		Site covers	
		Podium	Storeys	BEA	GFA	Area	Storeys	BEA	GFA	Area	Storeys	BEA	GFA	%	(av 85sqm)			No. of cars	Area		Basement levels
A	12536	1245	2	2490	2241	546	4	2184	1966											62%	
		2050	3	6150	5535	990	2	1980	1782												
		1839	2	3678	3310	1209	4	4812	4331												
		1200	2	2400	2160	888	4	3552	3197												
		1500	2	3000																	
		7834			13246				11275						24521		2.0	166	5,801	0.7	
B1	3315	2616	2	5232	4709	774	2	1548	1393											100%	
B1, B2		699	2	1398	1258	405	2	810	720												
		3315			5967	1179	2	2358	2122						8089		2.4	24	835		0.3
C	2105	2105	2	4210	3789	935	2	1870	1683						5472		2.6	32	1,120	0.5	100%
D	2656	2656	2	5312	4781	1268	2	2536	2282						7063		2.7	42	1,468	0.6	100%
E, F, G, H	4819	4225	2	8450	7605	2310	2	4620	4158						11763		2.4	72	2,520	0.6	88%
I, J	2165	2165	2	4330	3897	996	2	1992	1793						5690		2.6	34	1,173	0.5	100%
K, L, M, N	3415	3415	2	6830	6147	1377	2	2754	2479						8626		2.5	49	1,728	0.5	100%
P	1103	1103	2	2206	1985	354	2	708	637						2623		2.4	14	501	0.5	100%
Q, R	4225	3895	2	7790	7011	2026	2	4052	3647						10658		2.5	65	2,258	0.6	92%
X, Y, Z	690	690	2	1380	1242	274	2	548	493						1735		2.5	10	347	0.5	100%
AA, AB	1622	1423	2	2846	2561	690	2.5	1725	1553						4114		2.5	26	902	0.6	88%
AC	1001	1001	2	2002	1802	650	1	650	585						2387		2.4	13	457	0.5	100%
Totals		39,652			60,034				32,707					0%		92,741		2.3			

#### Assumptions

#### Unit sizes

Average unit size 85sqm

#### Minimum Park space per

Industrial 250 sqm GFA

Commercial 100 sqm GFA

Residential 2 apartments

Site provides through link / setback / open space

Site coverage
62%
100%
100%
100%
88%
100%
100%
100%
92%
100%
88%
100%

## 3.5 Camperdown Precinct: Johnstons Creek Corridor

The Johnstons Creek corridor is on the western edge of the Camperdown Industrial Precinct. The creek is within a narrow concrete channel that is inaccessible to the public and has an invert approximately 2.3m below adjoining ground levels. More than half of the existing corridor edge is publicly accessible.

### Passive surveillance and edge conditions

For areas that adjoin residential lots, the typical condition is a back-fence with some residential yards opening onto the 'laneway' with rear gates. There is limited opportunity for passive surveillance. This could be improved with a wider, more generous corridor with good sight-lines and by reducing the overgrown tree canopy to let more natural light in. Night time passive surveillance would require appropriate levels of lighting of publicly accessible areas.

For areas fronting industrial lots, the typical condition is zero setback building form, 2-3 storeys high with no windows and large floorplates meaning there is restricted natural light and visibility into the corridor from adjoining land. Typically, the industrial areas have raised the ground level adjoining the corridor making pedestrian access impossible.

### Chester Street Playground

The recently completed Chester Street playground provides an excellent playground, recreation, seating and BBQ facilities for local residents. There is an existing pedestrian/cycle bridge across the Johnstons Creek channel that joins the eastern and western halves of Chester Street. It is possible to walk from the Chester Street playground through to Badu Park and Booth Street - however passive surveillance is poor and there is no pathway.

The main missing link for pedestrians along the length of the corridor within the Camperdown Precinct is south of the Chester Street playground.

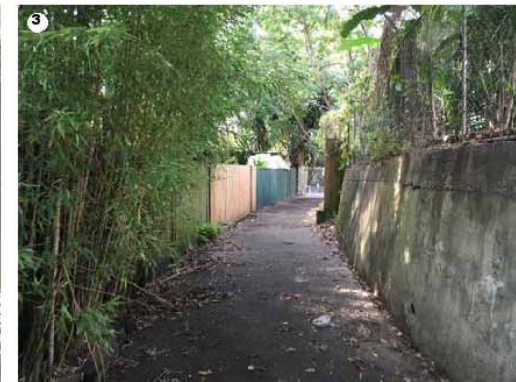
### Water Street Park

The park at the end of Water Street is currently fenced off to the channel corridor. There is also a 1-2m level change from the park to the corridor. Improvements to this park would be to reduce the overgrown tree canopy to let more light in, and to provide stair access in the short term to the corridor.

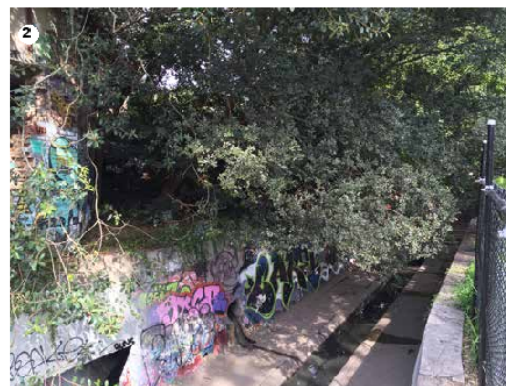
Grading the park to be level with the corridor walkway may be possible with a combination of terraces and ramps however this would make the park less usable and there is perhaps contaminated fill in the park that would have to be disposed of.



The recently completed Chester Street playground (looking north) provides a good north-south connection along the creek corridor with excellent passive surveillance and visual connections. Part of the Chester Street playground is leased from Sydney Water.



The existing pedestrian connection adjacent to Water Street Park - the Park is 1-2m above the foot path level and is fenced off preventing access. At the end of the vista the pathway stops - refer photo below.



The missing link (looking south), south of Chester Street Playground - option 1 is to provide a bridge structure over the channel.



The missing link (looking north) with residential rear fences on both sides. Extension of the walkway to the north can only be provided with a bridge structure over the concrete channel (Option 1), or through partial acquisition of the rear of residential properties (Option 2 - refer table and plan opposite).



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#### Connection south of the Chester Street playground

To connect the missing link south of the Chester Street playground there are 2 options. Option 1 is construction of a bridge structure over the existing concrete channel owned by Sydney Water. Option 2 is acquisition of portions of neighbouring residential properties.

#### Connection to the north across Booth Street

Given the Booth Street bridge abutment, low clearance levels and channel configuration, it is not considered appropriate to provide a pedestrian / cycle connection under Booth Street. It is preferable to cross Booth Street at the surface near to the existing intersection of Booth Street and Wigram Road.

#### Options to increase public open space

Existing underutilised land adjoining public roads could be considered for providing additional public open space to increase activation of the creek corridor and provide more generous view lines / improve passive surveillance. This will also provide a buffer from industrial to residential land uses.



Looking north from the Sydney Water building (shown in photograph below).



The existing connection to Badu Park (looking north) is overgrown and needs a footpath.



An operational Sydney Water building north of Booth Street is a very good landmark and historic building. This is likely a sewer pumping station however this needs to be verified.



The existing connection to Badu Park (Sydney Water land) from the Chester Street playground (looking north) is well maintained however there is no footpath and passive surveillance is poor.

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#### Connection to Parramatta Road

The remaining portion to connect the corridor to Parramatta Road currently adjoins a construction site with restricted access. Appropriate public access can be provided on public land to connect McCarthy Lane to Parramatta Road as part of redevelopment of the site.

#### Appropriate setbacks for the Industrial Lands.

Notwithstanding that it is not necessary to setback industrial land to facilitate the north-south link, the current zero setbacks to built form is not considered appropriate to provide good built form and public domain amenity. Zero setback for two and three storey industrial buildings that have large floorplates limits the solar access into the corridor and is visually overwhelming.

It is recommended that a minimum 10m setback be provided to the corridor. The finished ground levels of the setback area should be within 1m to the top of the concrete channel to facilitate public access along the corridor and improve visibility.

Within the 10m setback zone, appropriately spaced tree planting (10m+ height) with a clear trunk (from ground to 2m height) will provide the good passive surveillance within the corridor and screen the industrial buildings from adjoining residential houses.

#### Urban Design Principles for the corridor

- Provide a north-south connection on the western side and/or above the existing concrete channel - existing ownership and the recently completed Chester Street Park make this the most logical location for an active transport corridor.
- Provide clear sight lines and natural light access to the active transport corridor to improve passive surveillance.
- Provide tree planting within the proposed 10m setback zone on IN2 and proposed B5 land to visually buffer existing residential houses on the western side of the channel.



Photos 9 and 10: example zero setbacks to the boundary for industrial land adjoining the creek corridor. This results in a finished floor level 2-3m above the existing ground level and is a poor outcome for passive surveillance, access and visual connections.



Photos 11 and 12: the connection to Parramatta Road is relatively could be implemented together with the redevelopment of 1-13 Parramatta Road Annandale (currently a demolished site). Access stairs up to the footpath level on Parramatta Road (and a break in the existing wall), a wider setback to the redevelopment site building (minimum 3m to provide a 6m laneway), active frontage (ground level entrances) is recommended.

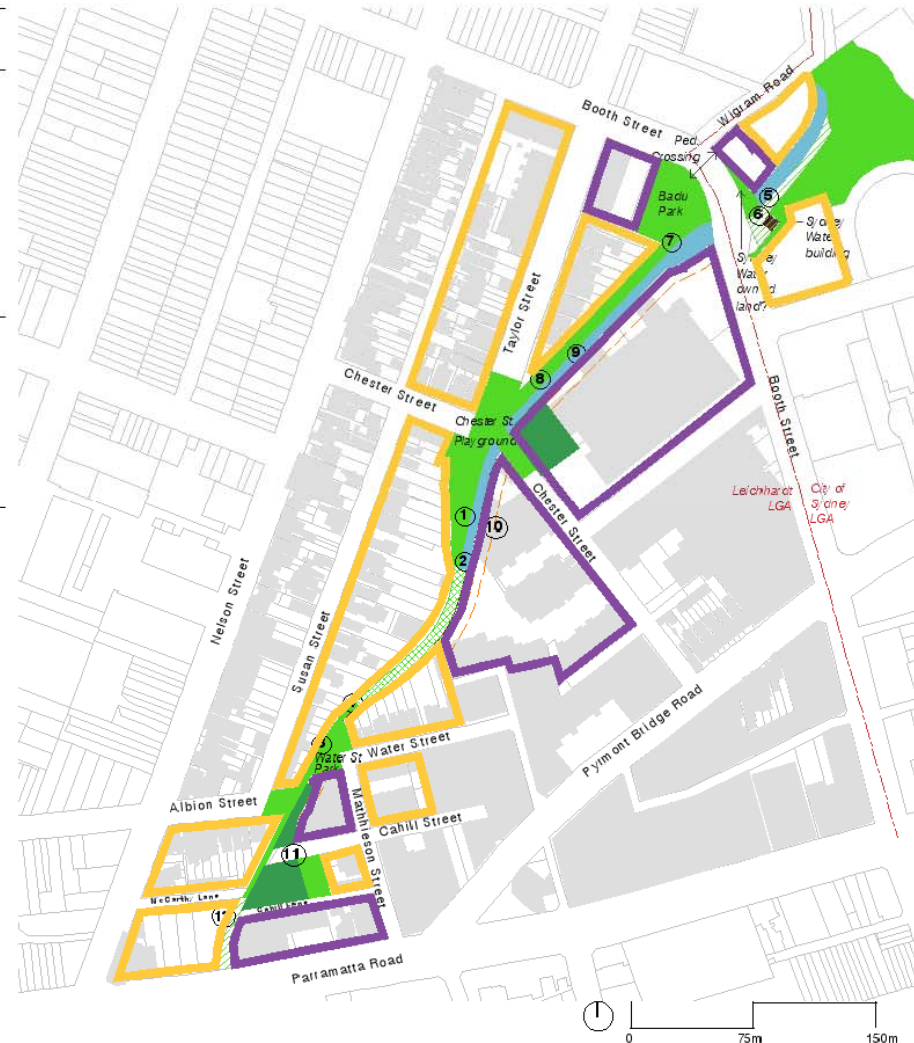


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Options for connecting the Johnstons Creek Corridor pedestrian and cycle link.	Pros	Cons
<b>Option 1: Bridge over stormwater channel</b>  This option could connect the missing link between the Chester Street playground and Water Street. It is approximately 100m in length and would require Sydney Water approval. The design solution would be either a timber or concrete bridge structure using the existing concrete channel walls as support.	Single ownership - Sydney Water. Could be delivered without waiting for acquisition of adjoining private land owners.  Cost of delivery could be more accurately estimated than option 2 as it does not require purchasing of private land incrementally.	Flood management - this option may be precluded if it creates a flood capacity problem for the existing channel
<b>Option 2: Adjoining land owners</b>  This option requires acquisition of part of the existing residential properties - approximately 10 lots on the western or eastern side of the concrete channel.	Does not require building on existing channel infrastructure.  No impact to channel flood capacity.	Lengthy acquisition timeframe with solution only deliverable once last remaining lot portion is acquired.  Residential land value will be expensive per m2 and overall cost estimate would be less certain.

#### Legend

- Existing public land accessible to the public
- Option 1: new over-channel walkway to complete link
- Option 2: acquisition of portion of private residential land to complete link (4-5m wide)
- Connect the north and south - currently inaccessible public land that could be made public in the future
- 5m (minimum) or 10m (maximum) future setback for industrial land
- Existing open-channel (unlikely to change)
- Existing underutilised land that is desirable public open space. These sites would provide greater activation and passive surveillance of the corridor.
- ① Photograph location key
- Industrial / Commercial adjoining land use
- Residential adjoining land use



## 3.6 Tebbutt Street/Parramatta Road Precinct: vision



**1. Retain the quantum of industrial land** for essential industries and urban services.



**2. Investigate opportunities for other uses** to trigger renewal and to provide additional industrial floor space.



**3. Retain the strong heritage, fine grain industrial character** – provide controls for development above industrial buildings, and allow for 1 or 2 lot amalgamation.



**4. Create pockets for cafés, trees and amenity** – focus on the streets that intersect with Parramatta Road which have a balance of protection from Parramatta Road and pedestrian activity.



**5. An active, service laneway** – Create a continuous east-west connection between Elswick and Tebbutt Street with the through site connections and public domain upgrades.



**6. Flood Street as the main spine for the precinct** – active uses and public domain upgrades will create an active, attractive pedestrian connection between Marion Street, Petersham Park and Lewisham Station.



## 3.7 Tebbutt Street/Parramatta Road Precinct: structure plan

1. Retain the quantum of industrial floorspace through an industrial or employment zoning for all sites in the precinct.
2. Retain fine grain industrial character. Built form and land use controls should provide for the retention of shop fronts and protection of the 2-storey street wall height.
3. Create 'Green Lungs' for trees and amenity and enjoyment by workers and residents.
4. Provide an active service laneway.
5. Flood Street as the main public domain spine for the precinct - this is the best connecting street to Lewisham Station and Petersham Park to the south, and Market Place shopping centre on Marion Street to the north.
6. Locate the Public Transport Super Stop close to the intersection with Flood Street as this is the most direct pedestrian route to service the Precinct as well as on a major pedestrian link to Petersham Park and Lewisham Station to the south.



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### 3.7.1 Tebbutt Street/Parramatta Road Precinct - indicative built form envelopes for proposed B4 and B6 areas

#### Legend

- Indicative built form envelopes for B4 and B6 areas
- Possible rooftop communal open space
- Existing lot boundaries





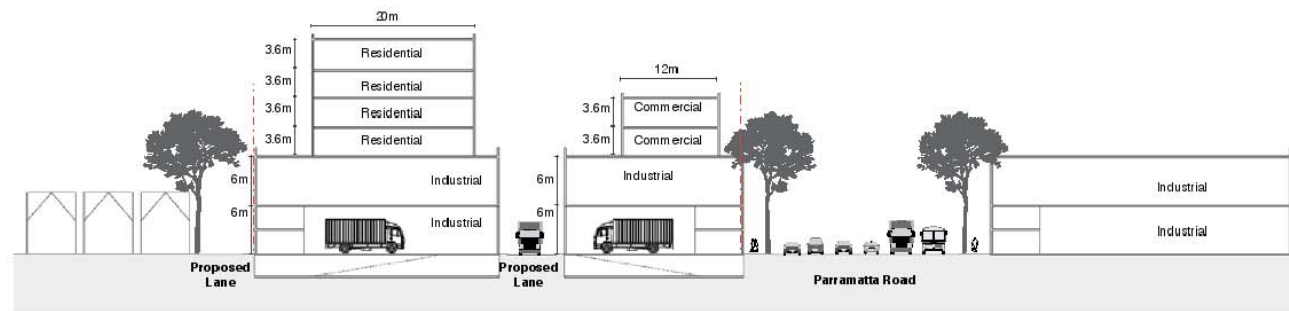
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### 3.7.2 Tebbutt Street/Parramatta Road Precinct - indicative built form massing for proposed B4 and B6 areas

This illustration demonstrates potential built form massing for proposed 'option 2' B4 and B6 rezoned land as recommended in *Leichhardt Industrial Precinct Planning, 2016* (SGS).



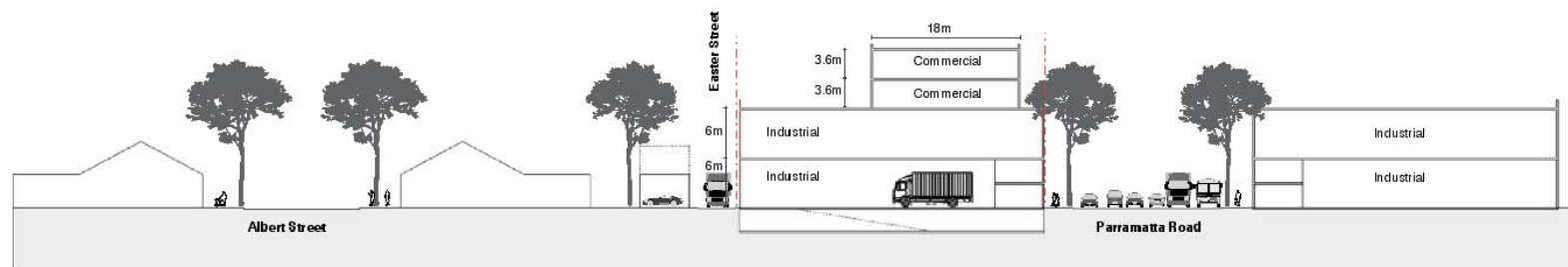
Parramatta Road possible section west of Upward Street (proposed B6 zoned land)



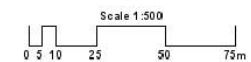
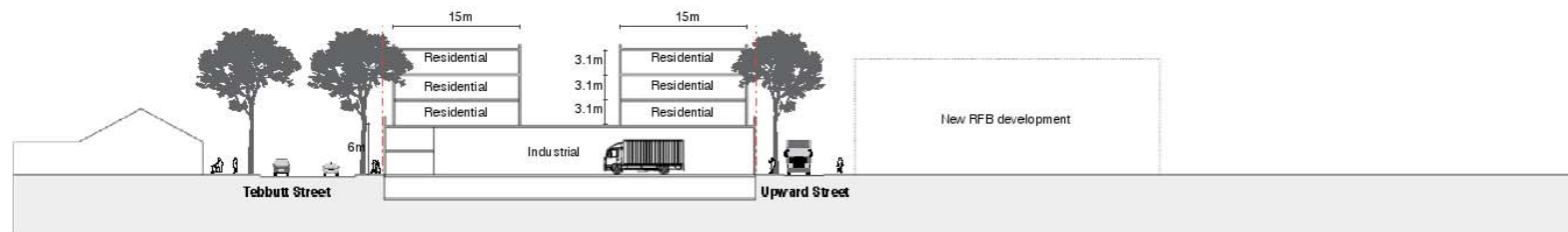
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### 3.7.3 Tebbutt Street precinct: typical sections

Parramatta Road / Albert Street Possible Section (proposed B6 zoned land)



Tebbutt Street / Upward Street Possible Section (proposed B4 zoned land)



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### 3.7.4 Tebbutt Street/Parramatta Road Precinct - indicative capacity

Tebbutt		Option 3: Industrial + Commercial + Residential																			
Site	Site Area	Industrial				Commercial				Residential				No. of units (av 85sqm)		Total GFA	FSR	Car parking			Site coverage
		Podium	Storeys	BEA	GFA	Area	Storeys	BEA	GFA	Area	Storeys	BEA	GFA	9%	7%			No. of cars	Area	Basement levels	
A, B, C	2916	2916	2	5832	5248.8	735	2	1470	1323	413	2	826	620	9%	7%	7,191	2.5	38	1,325	0.5	100%
D, E, F, G	3317	3317	2	6634	5971	1180	2	2360	2124	413	2	826	620	9%	7%	8,095	2.4	45	1,579	0.5	100%
H, I, J	3110	2282	2	4764	4288	479	2	958	862	789	4	3156	2,367	31%	28%	7,517	2.4	40	1,389	0.6	77%
K	1590	1590	1	1590	1431					769	3	2807	1,730	55%	20%	3,161	2.0	16	557	0.4	100%
L, V, Z, A, A, B, A, C	2840	2840	2	5680	4752	633	2	1266	1139	514	2	1088	816	12%	10%	6,707	2.5	35	1,232	0.5	100%
A, D, A, E, A, F, A, G	2871	2397	2	4794	4315	602	2	1204	1084	565	4	2060	1,695	24%	20%	7,093	2.5	38	1,332	0.6	89%
A, H	2688	2608	2	5216	4694	674	2	1348	1213	606	2	1210	908	13%	11%	6,815	2.5	36	1,269	0.5	93%
A, I	4256	3926	2	7852	7067	1109	2	2218	1996	950	4	2000	1,650	15%	19%	10,713	2.5	58	2,028	0.5	92%
Total		25,386			37,766				9,742				9,785	17%	11%	57,293	2.4				

#### Assumptions

##### Unit sizes

Average unit size 85sqm

##### Minimum Park space per

Industrial 250 sqm GFA

Commercial 100 sqm GFA

Residential 2 apartments

Site provides through link / setback / open space

## 3.8 Moore Street South Precinct: vision



**1. Retain the quantum of industrial land** for essential industries and urban services.



**2. Investigate opportunities for other uses** to trigger renewal and to provide additional industrial floor space.



**3. Retain and enhance the fine grain built form character** – provide controls for development above new industrial buildings, and allow for 1 or 2 lot amalgamation. Provide controls for transition to adjoining residential lots within the precinct.



**4. Create pockets for local services, trees and amenity** – to encourage activation of the public domain and provide public spaces for workers and residents.



**5. Active, attractive streets and permeable blocks** – create new laneway and street connections.



## 3.9 Moore Street South Precinct: structure plan

1. Retain the quantum of industrial land through an industrial or employment zoning for all sites in the precinct.
2. Investigate opportunities to increase FSR to allow for sites to turn-over and deliver more industrial floor space.
3. Retain the strong heritage, fine grain industrial character. Built form and land use controls should provide for the retention of building façades that contribute positively to the Precinct's identity and character. Provide a 2-storey street wall height.
4. Create pocket parks for trees and amenity and enjoyment by workers and residents.
5. Retain and enhance the fine grain street and lane network - creating new laneways



### 3.9.1 Moore Street South Precinct - proposed block plan and capacity

Following feasibility testing, multi criteria analysis and risk assessment, SGS have recommended that Moore Street South be retained as an industrial precinct and rezoned to IN1 General Industrial.

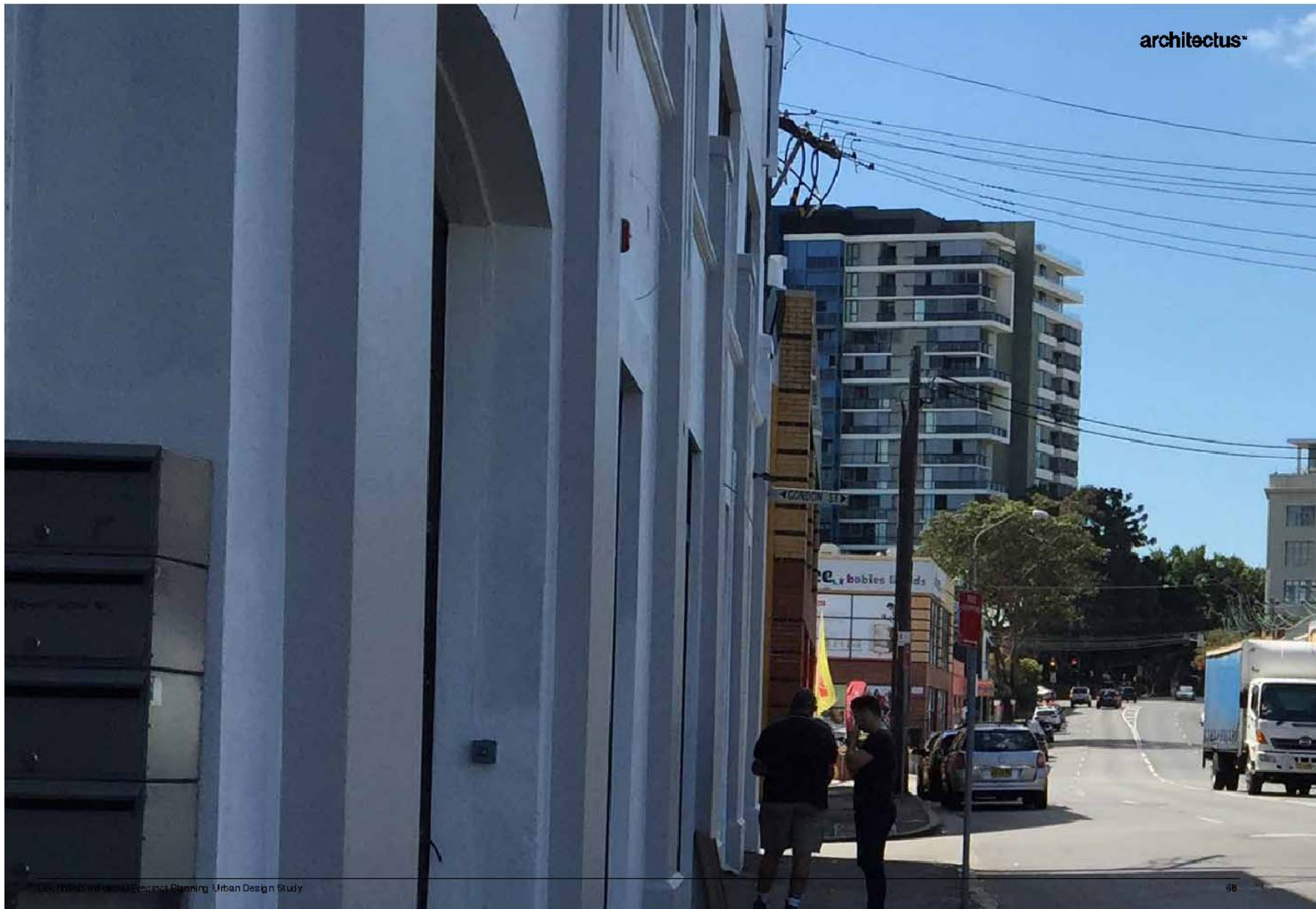
All sites potentially achieve an FSR of 1.8:1 minimum with ability to achieve 2:1 if mezzanine floors are included. Lot A, Lots U, V, W and Lot Y have the potential to achieve a higher FSR (potentially 2.5:1) due to the level change across the lot that can accommodate an additional floor of industrial and multiple vehicle entrance levels.

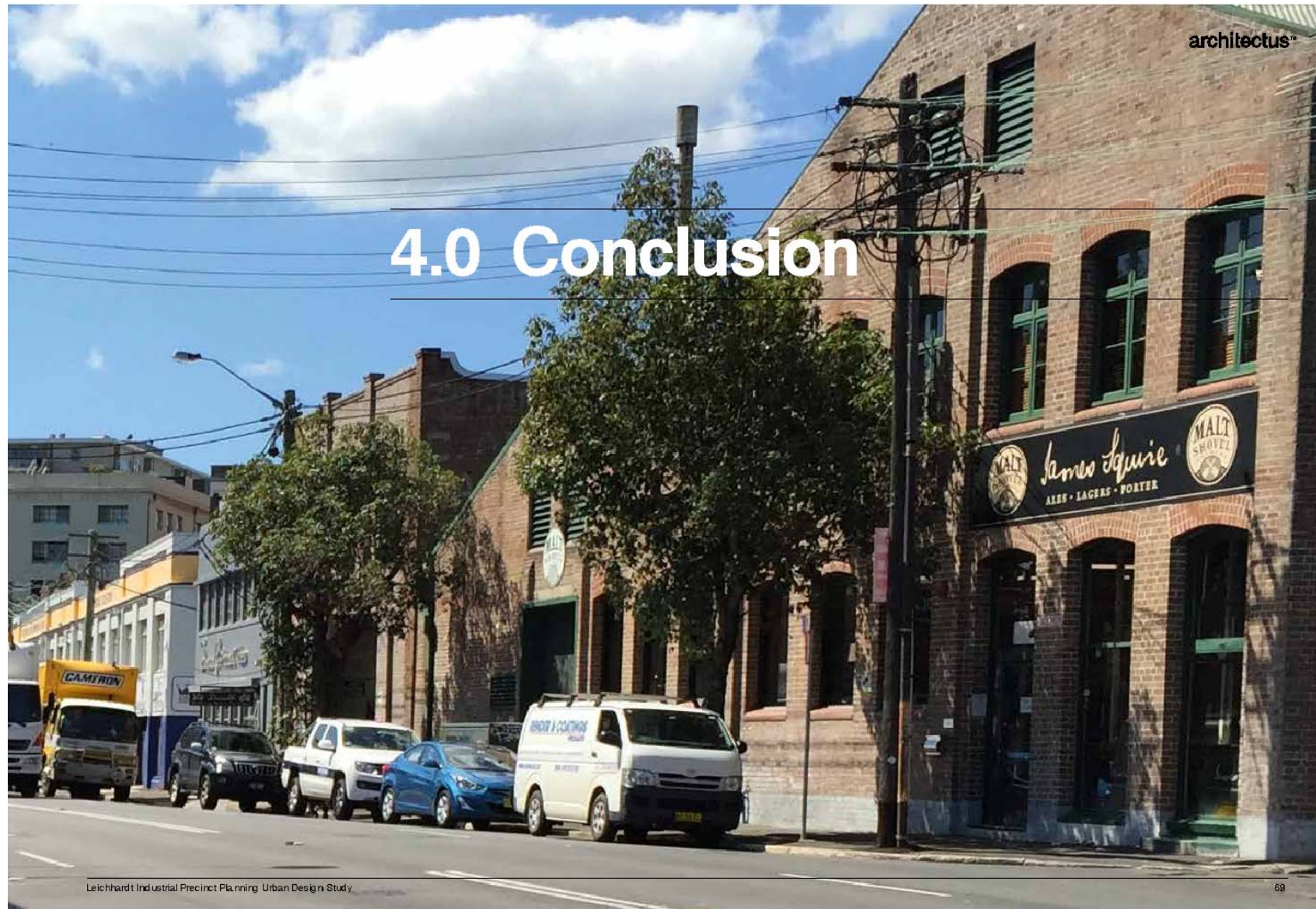
#### Potential Industrial capacity estimates

Lot ID	Lot Area (sqm)	Storeys	BEA (sqm)	GFA (sqm)
A	3,120	3	9,360	8,424
B,C	412	2	824	742
D	670	2	1,340	1,206
E,F	1,557	2	3,114	2,803
G	1,583	2	3,166	2,849
H,I	1,800	2	3,600	3,240
J,K,L,M,N	1,120	2	2,240	2,016
P1,Q,R	1,891	2	3,782	3,404
P2	2,193	2	4,386	3,947
S	4,172	2	8,344	7,510
T	1,865	2	3,730	3,357
U,V,W	2,910	3	8,730	7,857
Y	694	3	2,082	1,874
Z,AA1	997	2	1,994	1,795
AA2	1,696	3	5,088	4,579
AB	1,422	2	2,844	2,560
AC	1,340	2	2,680	2,412
AD,AE	978	2	1,956	1,760
AF,AG	2,008	2	4,016	3,614
AH	1,380	2	2,760	2,484
AI,AJ,AK	1,015	2	2,030	1,827
AL,AM,AN	1,845	2	3,690	3,321
AO	1,926	2	3,852	3,467
<b>Total</b>	<b>38,594</b>		<b>85,608</b>	<b>77,047</b>











## 4.1 Conclusion and key recommendations

### Built Form

#### FSR

Built form testing for the proposed B5 and B6 sites (excluding sites assumed not to change – residential, heritage and strata commercial) typically achieve an FSR of 2.5:1, assuming ground+1 industrial, and a mix of either commercial and/or residential above depending on the zone.

IN2, B5 and B6 sites should encourage 2 storey industrial buildings that maximise building floorplates on the site and minimise surface car parking or provide basement parking only - note for IN2 sites fronting Johnstons Creek corridor 100% site coverage is not appropriate. Refer to setbacks below.

For B4 sites within the Tebbutt Street/Parramatta Road Corridor Precinct the maximum FSR achieved is 2:1.

For all IN1 sites within the Moore Street South Precinct and for IN2 sites larger than 5,000sqm with Camperdown and Tebbutt Street/Parramatta Road Precincts, it is desirable to provide new street and/or laneway connections and therefore the FSR achieved is typically 2:1.

#### Residential land uses

No additional residential is recommended in the Camperdown Precinct. The overall % mix residential for Tebbutt Street/Parramatta Road Precinct for the sites tested is 20%.

#### Floorplates

The building floorplates above industrial have been deliberately setup to accommodate either commercial or residential (even for the Camperdown Precinct). This results in future flexibility and a fine grain built form that has amenity advantages and is easier to transition to adjoining residential. The smaller floorplate commercial is more suited to higher value industrial and commercial users / university supporting industries.

#### Building heights

For all proposed B5 and B6 zoned land in Camperdown and Tebbutt/Parramatta Road Precincts, 2 storeys of industrial is proposed, with 2 storeys of commercial / residential uses above depending on the zone. Assuming a 6m floor-to-floor for industrial, and 2 levels of 3.6m floor-to-floor for commercial / residential, the overall buildings heights are 19.2m (excluding parapet walls and lift overruns). Some sites are 2+4 storeys

(26.4m) but achieve the same FSR (as they are providing a laneway connection or open space).

For proposed B4 zoned land in the Tebbutt Street/Parramatta Road Precinct, a single ground level of light-industrial (6m floor-to-floor) with 3 storeys of residential above (3.1m floor-to-floor) is proposed for a total building height of 15.3m (excluding parapet walls and lift overruns).

#### Setbacks

Zero setback is recommended for ground and first levels for all B5, B6, B4 and IN2 land. This maximises the usable industrial floorspace, defines a good street edge, avoids surface parking, encourages basement parking, and maximise opportunities for active street frontages facing streets and laneways.

Minimum setback of 10m to the Johnstons Creek corridor for IN2 and B5 land should be provided. This provides improved daylight access to the corridor, opportunity to better resolve ground levels adjoining the corridor, reduces the apparent building bulk from the corridor and adjoining 1 and 2 storey residential areas.

As shown in the analysis, provision of a continuous pedestrian and cycle link on the Johnstons Creek corridor requires either acquisition of the rear portion of residential properties and/or construction of a pathway above the Sydney Water creek culvert.

#### Capacity

Based on the above, the total capacity of Camperdown is 72,000m<sup>2</sup> Industrial GFA, 38,000m<sup>2</sup> Commercial GFA, for a combined floorspace of 110,000m<sup>2</sup> (or 2,200 jobs based on 1 job per 50m<sup>2</sup>).

The total capacity for Tebbutt Street is 57,000m<sup>2</sup> industrial, 11,000m<sup>2</sup> commercial and 16,000m<sup>2</sup> residential for combined floorspace of 84,000m<sup>2</sup> (or 1,360 jobs and 194 dwellings based on 1 dwelling per 85m<sup>2</sup> GFA).

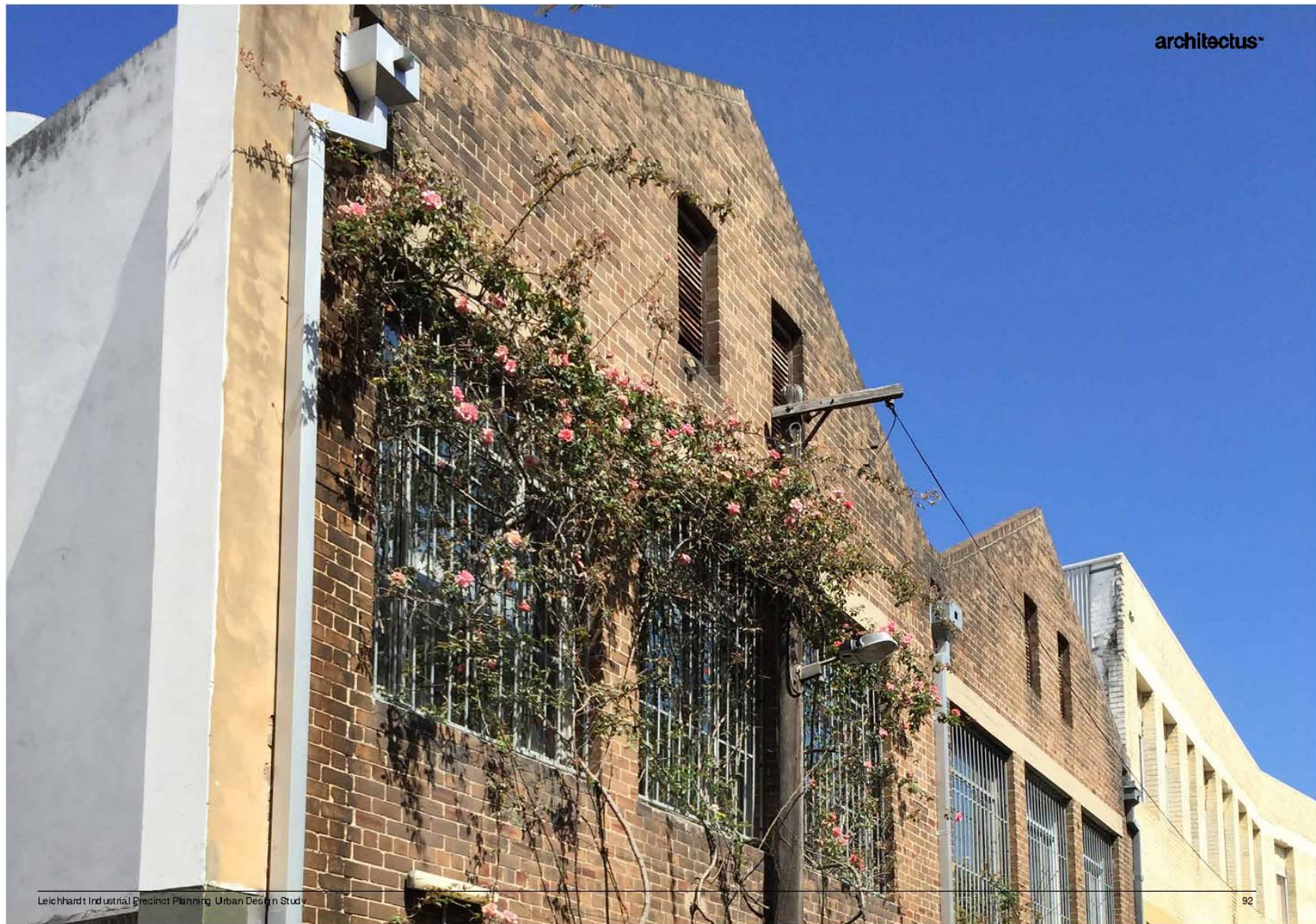
#### Net capacity increase

Based on the existing capacity estimates the net additional industrial floorspace is 2,000m<sup>2</sup> GFA for Camperdown (no net loss and a small gain, as it is almost all 2 storeys existing industrial with few sites underutilised) and a substantial increase of industrial for Tebbutt Street/Parramatta Road of 13,000m<sup>2</sup> industrial (as more sites are currently underutilised

with surface car parks). The above capacity totals for commercial and residential are net increases. These estimates are based on testing desired built form outcomes using urban design principles and assuming 100% redevelopment of the sites proposed to be rezoned to B4, B5 or B6 (rather than the outcomes envisaged under the SGS Industrial Precinct Planning Report).

#### Total net capacity increase for Tebbutt Street/Parramatta Road, Camperdown and Norton Street/Parramatta Road Precincts.

Net capacity increase (GFA m <sup>2</sup> )	Camperdown Precinct	Tebbutt Street/ Parramatta Road Precinct	Parramatta Road/ Norton Street Precinct	Total	Additional jobs and dwellings estimate (based on 1 job per 50m <sup>2</sup> and 1 dwelling per 100m <sup>2</sup> )
Industrial	2,000	13,000	-	15,000	300 jobs
Commercial	32,700	7,443	16,500	56,643	1,133 jobs
Residential	-	12,137	140,000	152,137	1,521 dwellings
Total	34,700	32,580	156,500	223,780	



## LEICHHARDT INDUSTRIAL PRECINCT PLANNING INTERIM REPORT

<b>Division</b>	Environment and Community Management
<b>Author</b>	Team Leader Strategic Planning
<b>Meeting date</b>	8 March 2016 Policy Meeting
<b>Strategic Plan Key Service Area</b>	Community well-being Accessibility Place where we live and work A sustainable environment Business in the community

### SUMMARY AND ORGANISATIONAL IMPLICATIONS

<b>Purpose of Report</b>	To inform Council of the findings of the Leichhardt Industrial Precinct Planning interim report and to seek endorsement of the Industrial Precinct Planning interim report as the basis for completion of the Industrial Precinct Planning Project.
<b>Background</b>	<p>At the Policy Meeting of 10 February 2015, Council considered a report on the Strategic Sites, Centres and Corridors – Parramatta Road project and the Leichhardt Industrial Lands Study. Council subsequently resolved (in part) to endorse the Leichhardt Industrial Lands Study and forward a copy to UrbanGrowth NSW as part of its submission on the <i>Draft Parramatta Road Urban Renewal Strategy</i> (C04/15P).</p> <p>The Industrial Lands Study concluded that in light of future population and employment growth in the LGA, Leichhardt would see a deficit in industrial floorspace of between 7,500sqm and 55,000sqm by 2036.</p> <p>In accordance with actions of the Industrial Lands Study, Council engaged SGS Economics &amp; Planning to undertake a subsequent phase of industrial precinct planning.</p> <p>In addition, Architectus were engaged to provide urban design input into the process for specific precincts, Camperdown, Tebbutt Street/Parramatta Road and Moore Street South, selected for their significance, size and industrial profile mix. This work would inform the development of appropriate and feasible urban form outcomes for the precincts.</p>

	<p>Subject to Council endorsement of the interim SGS Industrial Precinct Planning report Architectus will complete the associated urban design work to make final recommendations for built form controls and outputs as part of the overall Final Industrial Precinct Planning Project.</p> <p>The commencement of the industrial precinct planning work in September 2015, coincided with the release of the Draft Parramatta Road Urban Transformation Strategy by UrbanGrowth NSW.</p> <p>Council's submission on the draft Strategy in December 2015 advised that the findings of the industrial precinct planning would be provided in 2016. UrbanGrowth NSW subsequently advised Council officers that additional information could be accepted only up until mid-March 2016.</p> <p>Given the complex nature of the industrial precinct planning, the coordination required between the two consultant firms (SGS and Architectus) and the multiple other studies they have been simultaneously undertaking for Council, completion of the work by Council's March Policy meeting was not possible.</p> <p>Notwithstanding, to enable Council to present a more informed position to UrbanGrowth NSW, SGS have prepared an interim report. It is envisaged that a final report will be presented to Council for endorsement in May 2016. The final report will include recommendations for the planning of all the industrial precincts in the Leichhardt local government area and for the review of the Leichhardt Local Environmental Plan 2013 and Leichhardt Development Control Plan 2013.</p>
<b>Current Status</b>	<p>Council made a submission on the Draft Parramatta Road Urban Transformation Strategy in December 2015. UrbanGrowth NSW subsequently advised Council officers that additional information could be accepted up until mid-March 2016.</p>
<b>Relationship to existing policy</b>	<p>The Strategic Sites, Centres and Corridors – Parramatta Road project is identified in the Employment and Economic Development Plan and incorporates actions of the Community and Cultural Plan, Integrated Transport Plan,</p>



	Affordable Housing Strategy and a number of Council resolutions.
<b>Financial and Resources Implications</b>	<p>The Industrial Precinct Planning work is being funded from the \$160,000 Council allocated to the Strategic Sites, Centres and Corridors – Parramatta Road project.</p> <p>This proposal is consistent with the recent s23A Guidelines issued by the OLG in relation to financial expenditure.</p>
<b>Recommendation</b>	<p>That Council:</p> <ol style="list-style-type: none"> <li>1. Endorse the approach of the Industrial Precinct Planning interim report as the basis for the completion of the Industrial Precinct Planning Project for the Leichhardt local government area; and</li> <li>2. Forward a copy of the Industrial Precinct Planning interim report to UrbanGrowth NSW for consideration in the preparation of the Parramatta Road Urban Transformation Strategy.</li> </ol>
<b>Notifications</b>	Community and stakeholder engagement in the review of Leichhardt Local Environmental Plan 2013 and Leichhardt Development Control Plan 2013.
<b>Attachments</b>	<ol style="list-style-type: none"> <li>1. SGS Interim Report Leichhardt Industrial Precinct Planning.</li> <li>2. Architectus Interim Indicative Structure Plans and Urban Form Illustrations.</li> <li>3. Save Lewisham Group Strategy</li> </ol>

### **Purpose of Report**

To inform Council of the findings of the Leichhardt Industrial Precinct Planning interim report and to seek endorsement of the Industrial Precinct Planning interim report as the basis for completion of the Industrial Precinct Planning Project.

### **Recommendation**

That Council:

1. Endorse the approach of the Industrial Precinct Planning interim report as the basis for the completion of the Industrial Precinct Planning Project for the Leichhardt local government area; and
2. Forward a copy of the Industrial Precinct Planning interim report to UrbanGrowth NSW for consideration in the preparation of the Parramatta Road Urban Transformation Strategy.

### **Background**

At the Policy Meeting of 10 February 2015, Council considered a report on the Strategic Sites, Centres and Corridors – Parramatta Road project and the Leichhardt Industrial Lands Study. Council subsequently resolved (in part) to endorse the Leichhardt Industrial Lands Study and forward a copy to UrbanGrowth NSW as part of its submission on the *Draft Parramatta Road Urban Renewal Strategy* (C04/15P).

The Industrial Lands Study concluded that in light of future population and employment growth in the LGA, Leichhardt would see a deficit in industrial floorspace of between 7,500sqm and 55,000sqm by 2036.

In accordance with actions of the Industrial Lands Study, Council engaged SGS Economics and Planning to undertake a Stage 2 of the industrial precinct planning.

In addition, Architectus (Architects and Urban Designers) were engaged to provide urban design input into the process for specific precincts. Camperdown, Tebbutt Street / Parramatta Road and Moore Street South were selected for their significance, size and industrial profile mix. Subject to Council endorsement of the interim SGS Industrial Precinct Planning report Architectus will complete the associated urban design work to make final recommendations for built form controls and outputs.

The commencement of the industrial precinct planning work in September 2015, coincided with the release of the Draft Parramatta Road Urban Transformation Strategy by UrbanGrowth NSW. Council's submission on the draft Strategy in December 2015 advised that the findings of the industrial precinct planning would be provided in 2016. UrbanGrowth NSW subsequently advised Council officers that additional information could be accepted only up until mid-March 2016.

Given the complex nature of the industrial precinct planning, the coordination required between the two consultant firms (SGS and Architectus) and the multiple other studies they have been simultaneously undertaking for Council, completion of the work by Council's March Policy meeting was not possible.

Notwithstanding, to enable Council to present a more informed position to UrbanGrowth NSW, SGS have prepared an interim report. It is envisaged that a final report will be presented to Council for endorsement in May 2016. The final report will include recommendations for the planning of all the industrial precincts in the Leichhardt local government area and for the review of the Leichhardt Local Environmental Plan 2013 and Leichhardt Development Control Plan 2013.

### Report

The report identifies the industry trends and drivers as well as industrial land provision and anticipated population growth and major development in the Central Sydney subregion, before making the following observations:

- Inner city industrial precincts are evolving. As larger floorplate industries move out, they are being replaced by emerging industries such as higher value urban manufacturing as well as creative industries that require large floorspace but are not classified as 'traditional' industrial uses.
- Maintaining the status quo either side of Parramatta Road will not be sufficient. Simply protecting industrial land with current floorspace provision will not meet future demand.
- Many traditional industries are moving westward. Across Sydney, the competition for land coupled with the need for some industries to operate on large lots with few encumbrances has meant that some industries have moved out of inner city precincts. The large industrial land releases of western Sydney are more attractive to some of these uses.
- Industries that remain do so for a reason. Many businesses that remain in inner-city precincts do so as they have strong links to surrounding business networks and are important parts of the supply chain. They may support the operations of a nearby centre, rely on infrastructure to operate or act as a subregional distribution point for goods and services that cannot locate away from their market.
- Industrial land is being rezoned, but not necessarily to residential. Although demand for new housing places significant pressure on inner city industrial lands, the need for other commercial uses to operate in areas other than commercial cores is driving rezoning away from industrial uses. These tend to be towards B5 (Business Development), B6 (Enterprise Corridor) or B7 (Business Park).
- A growing population needs local services. Future population growth, coupled with major urban renewal projects, will place pressure on remaining industrial lands to turn over to higher value land uses whilst simultaneously increasing demand for population-serving industries.

A review of trends and influences affecting inner city industrial lands as well as analysis of the LGA's industrial precincts identified four key issues that impact on these precincts:

1. There is a shortage of industrial land at a subregional level. The nature of inner-city industrial lands and the patterns of urban growth limit the ability for these

precincts to expand. This constrains the ability of inner-city industrial lands to meet the future demand for industrial uses.

2. There is a shortage of local services within Leichhardt. These are services that are traditionally found within local industrial estates, are necessarily located to service a local community and could not operate if forced to move away from this market.
3. There is a need to provide sufficient floorspace and appropriate built form configurations to support emerging uses. Inner city industrial estates must retain a degree of agility to facilitate the transition from 'traditional' functions and to accommodate a range of evolving industries and businesses which require industrial precinct characteristics to operate.
4. Industrial precincts are under threat from other uses. Competition for inner city land is placing pressure on industrial precincts to turn over to 'higher value' uses. While residential development is a persistent threat, industrial lands also face a threat from other employment uses that compete for larger floorplates and locations but aren't necessarily defined as 'industrial'.

The driving force behind the industrial precinct planning process is the need to increase the provision of industrial floorspace so as to reduce or eliminate the forecast industrial floorspace deficit. The interim report examines how feasible it is to provide this additional floorspace.

Following analysis of the urban structure and built form of the selected precincts, Camperdown, Tebbutt Street/Parramatta Road and Moore Street South, Architectus developed principles and subsequently built form options for sites within these precincts. Built form options were prepared and feasibility analysis undertaken for three sites of varying sizes (small, medium and large) in each of the three precincts. Using the initial design options prepared by Architectus as a basis, SGS undertook a 'goal seeking' exercise to determine how the floorspace quantum needed to change in each scenario to achieve a financially viable development outcome. Architectus subsequently made revisions to the built form options before further feasibility testing by SGS. The purpose was not to identify the exact quantum of floorspace required to feasibly develop, but to identify patterns that could inform policy recommendations.

The testing process uses three land use scenarios to test what land use and built forms could feasibly deliver an increase in industrial floorspace:

1. industrial only – additional industrial floorspace for industrial uses only
2. industrial + commercial – includes some commercial floorspace as a higher value land use lever to increase feasibility
3. industrial + commercial + residential – includes all three land uses as a means of further increasing the likelihood of feasibility.

Application of this sequential testing is important because the introduction of alternative land uses to industrial precincts increases the risk of land use conflict and potential fragmentation. Notwithstanding, it is recognised that because of the relatively low value of industrial floorspace (compared with other uses such as commercial or residential) it is unlikely that an increase in industrial floorspace alone could deliver a feasible return.

### Feasibility findings

The feasibility testing process identified several headline findings:

- **Industrial development alone will not provide additional industrial floorspace.** The cost of development in all instances was above the revenues generated by industrial floorspace rents. This is because even though development costs are low relative to those of more complicated (or taller) buildings, industrial uses are rarely high-value and therefore cannot afford high rents. This is exacerbated when land acquisition costs are factored in.
- **The addition of commercial floorspace can return a feasible result.** Adding commercial floorspace to the floorspace mix of buildings increases development costs and requires taller buildings, however the higher rent per square metre can, in some instances, enable a development to cross the feasibility threshold. However, this tends to require a significant amount of commercial floorspace which is likely to exceed market demand and could result in an unfavourable urban design outcome.
- **Residential is the easiest way to generate additional industrial floorspace.** Residential returns the highest land values on a per square metre basis and it is therefore the most efficient at returning a feasible result. It also does not necessarily require a significant proportion of total Gross Floor Area (GFA). In most cases, the introduction of residential floorspace resulted in a feasible outcome for development.
- **Lot size does not appear to matter.** In the scenarios and sites tested, there does not appear to be a pattern where lot size provides a better or worse feasibility result.

### Multi-Criteria Analysis

To inform recommendations for the future planning of Leichhardt's industrial precincts, SGS prepared a Multi-Criteria Analysis (MCA) framework through which the different development options were assessed. This framework brings together the findings of feasibility modelling, urban design assessment and policy/strategy assessment. The purpose of the MCA is to determine which option most appropriately addresses the LGA's forecast industrial floorspace supply deficit and protects the industrial precincts.

The MCA tests each option against the following criteria:

- Feasibility ratio
- Total floor space demand
- Depth within the likely target market segment
- Impact on the role and function of the precinct
- Impact on the surrounding precinct and broader economy
- Urban design considerations

Each criteria was given a positive, negative or neutral score to determine whether, on balance, the tested land use mix is of benefit to the LGA.

Each option was then assessed against the primary objectives of protecting existing industrial land and providing additional industrial floorspace. The outcomes from this analysis are summarised in the SGS table below:

Options	Positives	Negatives
Industrial only	<ul style="list-style-type: none"> <li>• Increase in industrial floorspace within the precinct supports existing industrial function.</li> <li>• Additional industrial floorspace will provide support for the local population and businesses served by the industrial tenants.</li> </ul>	<ul style="list-style-type: none"> <li>• Additional floorspace is likely to increase the volume of traffic and impact on the local road network.</li> <li>• For the development of additional floorspace to be feasible, the rent per square metre has to increase. Increased rents will put pressure on the more traditional existing industrial businesses.</li> </ul>
Industrial and commercial	<ul style="list-style-type: none"> <li>• Increasing commercial floorspace will provide an opportunity for a range of different commercial types including creative, health services and CBD fringe office space.</li> <li>• Supplying commercial floorspace will reduce the commercial floorspace deficit (88,283 sqm) for the LGA.</li> <li>• The demand for commercial floorspace is aligned with population and employment growth.</li> <li>• Commercial floorspace is less conflicting with industrial activity especially where precincts already have a mix of commercial and industrial activity (e.g. Camperdown)</li> <li>• There is the potential to attract new tenants to the Camperdown precinct given proximity to Sydney University and RPA.</li> </ul>	<ul style="list-style-type: none"> <li>• Potential for cannibalisation of other commercial centres e.g. Norton Street.</li> <li>• Likely to give rise to increased parking and accessibility problems.</li> <li>• High increase in commercial rents.</li> <li>• The introduction of commercial floorspace has the potential to change the industrial sense of address in the precincts – jeopardising the continued operation of industrial business as well as the attraction of new industrial activity.</li> <li>• Feasible development requires significant commercial floorspace which will fundamentally reshape the precinct.</li> </ul>
Industrial, commercial and residential	<ul style="list-style-type: none"> <li>• Introducing residential floorspace will contribute to the overall supply of housing</li> <li>• There is market demand for residential floorspace in the LGA. There is an opportunity to provide affordable housing and housing for key workers in these precincts.</li> <li>• Council can benefit from Section 94 contributions and add value to the surrounding area.</li> </ul>	<ul style="list-style-type: none"> <li>• Integrating three land use types on one site will be likely to generate land use conflicts.</li> <li>• Introducing residential land uses will create long term implications as residential is a competing land use and potentially dominate the site and push industrial uses out of the precinct.</li> <li>• Pressure on social infrastructure and local services with an increasing residential and business population.</li> <li>• If residential is developed in the core of a site, it will be especially harmful to the function of the precinct. Residential needs to be developed on the periphery.</li> <li>• Introducing residential to industrial precincts sets a precedent for the development in other industrial precincts.</li> </ul>



Based on the precinct profiling, feasibility analysis and MCA process, a number of potential outcomes may be available to Council for planning industrial and employment land. These outcomes have been considered both in terms of their ability to deliver additional industrial floorspace and the risks that might arise from particular policy actions for individual precincts or for the overall supply of industrial floorspace in the local government area.

SGS assessed the above industrial, industrial/commercial, and the industrial/commercial/residential options against the following categories of policy risk:

- Low risk - Likely to be suitable for the LGA
- Medium risk - Careful consideration of policy benefits and dis-benefits required.
- High risk - Highly likely to fundamentally and adversely impact future industrial floorspace supply.

Overall SGS conclude that industrial development alone will not facilitate the provision of increased industrial floorspace supply as the cost of development outweighs the revenues received. As a consequence, other land uses are required to improve the feasibility aspect.

The potential integration of commercial and/or residential elements in new developments as levers to increase industrial floorspace supply present a number of risks. The volume of commercial floorspace required to cross the feasibility threshold is likely to fundamentally alter the function of an industrial precinct and shift the commercial gravity of the local government area away from existing commercial centres such as Norton Street.

The introduction of residential development brings with it extremely high risks of precinct fragmentation and land use conflicts that will significantly limit the ongoing function of the precinct. The extreme end of this scenario is that within a relatively short period of time, the pressure of residential would lead to the complete loss of industrial precincts.

With this in mind SGS have recommended two potential options for industrial precincts in the local government area and their possible implications the Camperdown and Tebbutt Street industrial precincts. These recommendations address the risks inherent in retaining the industrial zoning or of any potential rezoning within industrial precincts. Both options will require further consideration in the completion of the Industrial Precinct Planning Project, but in the interim they provide a strong rationale for sound employment and industrial land planning that reflects the policy direction of the completed Parramatta Road / Norton Street Strategic Sites, Centres and Corridors Project studies. More particularly these options provide Council with a policy platform to influence how UrbanGrowth NSW formulates the next more detailed stage of the development of the Draft Parramatta Road Urban Transformation Strategy.

The two SGS options are explained in detail below:

*(Please note: 1. the maps in the following options are SGS indicative illustrations of possible zonings that will require further consideration in the completion of the Final Industrial Precinct Planning Project for the entire local government area; 2. SGS's options refer to a number of business land use zones and the following definitions of these zones are useful in envisaging what types of land use they can incorporate*

#### **B4 Mixed Use**

*This zone is generally used where a wide range of land uses are to be encouraged, including commercial, residential, tourist and visitor and community uses. The residential development component in this zone can form an important element in revitalising and sustaining the area, and increasing housing diversity close to Commercial Cores and major transport routes.*

#### **B5 Business Development**

*This zone is to provide for business, warehouse and bulky goods retail uses that require a large floor area, in locations that are close to, and that support the viability of, centres. This zone provides for employment generating uses such as 'warehouses or distribution centres,' 'bulky goods premises,' 'hardware and building supplies,' 'landscaping material supplies' and 'garden centres.'*

*The zone may be applied to areas that are located close to existing or proposed centres, and which will support (and not detract from) the viability of those centres.*

#### **B6 Enterprise Corridor**

*The zone is generally intended to be applied to land where commercial or industrial development is to be encouraged along main roads such as those identified by the metropolitan, regional and subregional strategies. The zone provides for uses such as 'business premises,' 'hotel or motel accommodation,' 'light industries,' 'hardware and building supplies,' 'garden centres' and 'warehouse or distribution centres.' Retail activity needs to be limited to ensure that Enterprise Corridors do not detract from the activity centre hierarchy. Residential accommodation can be prohibited or permitted with consent as part of mixed use development.*

#### **Option 1: Business as usual approach**

This option assumes that the risk of precinct fragmentation and land use conflict that could come with additional uses is too great to entertain and would involve no change to the zoning in the local government area's IN2 zoned precincts.

#### **1: Protection**

##### **Strategy 1 : Retain industrial (IN2) categorisation in majority of industrial**

**ACTION 1.1** Retain IN2 zoning and continue to protect from re-zoning for the following precincts:

Balmain East  
Balmain Road  
Lilyfield Road  
Marion Street  
Moore Street North  
Terry Street  
White Bay

	Camperdown Moore Street South Tebbutt Street Lords Road
<b>Rationale</b>	<i>The Industrial Land Use Study (2014) identified a shortage of industrial floorspace in the LGA by 2036. The retention of all IN2-zoned land and active protection of it against future development or adjacent development that may lead to land-use conflicts will not increase industrial floorspace. However, it is the best way to ensure that there is no continual erosion of remaining stock.</i>

## 2: Strengthening of industrial character

### Strategy 2 : Differentiate between industrial uses in the LGA

<b>ACTION 2.1</b>	Introduce IN1 zoning into LEP land use classifications.
<b>Rationale</b>	<i>There are subtle differences in the role of Leichhardt's industrial precincts and many of the precincts are small clusters of industrial units which fit into the IN2 category. There are some precincts, however, that due to their size and role, are more 'traditional' industrial precincts. The introduction of an IN1 categorisation would add weight to the precincts that have such a zoning. This would send a clear message of intent regarding these precincts.</i>
<b>ACTION 2.2</b>	Rezone Moore Street South industrial precinct to IN1
<b>Rationale</b>	<i>Moore Street South is Leichhardt's largest 'traditional' industrial precinct with regards to role and function. A re-zoning to IN1 would signal that this precinct is not one to consider peripheral industrial uses and will not be a location for alternative uses such as commercial or residential. Although feasibility testing suggested that in some instances, the introduction of commercial and/or residential could deliver an increase in floorspace, the possible loss of this precinct due to land-use conflicts is too great to contemplate seeking a marginal increase in floorspace.</i>

## Option 2: Step change approach

Option 2 – a 'Step Change Approach' assumes the following scenario:

- Pressure from the State Government to redevelop the Parramatta Road Corridor requires Council to take a lead in considering alternative land use arrangements; OR
- Council wishes to consider options that may deliver additional floorspace.

This would be mutually exclusive to Option 1 Action 1 and would reconceive the future roles of the Council's major industrial precincts for new forms of industry and business.

The following recommendations envisage how Camperdown and Tebbutt Street precincts may function as new non-traditional industrial precincts.

**1: Vision for Camperdown precinct**

Camperdown's location in relation to the CBD and other neighbouring institutions such as the University of Sydney and Royal Prince Alfred Hospital means it is well positioned to accommodate supporting industries. The Camperdown precinct could accommodate higher-value industrial and commercial users that support the operations of nearby institutions and businesses operating in the CBD. Leichhardt Council's Employment and Economic Development Plan encourages creative industries and with an identity that supports physical production in partnership with aligned commercial interests, Camperdown could attract these types of use.

**2: Vision for Tebbutt Street Precinct**

Tebbutt Street's identification as a centre in the Parramatta Road Urban Transformation Strategy and its location near to the Taverners Hill Light Rail station make it a logical place for mixed use development. A residential component, with a mix of business and industrial uses could enable a range of land uses to co-exist with minimal conflict. Each of these would benefit from the precinct's location and transport access.



### 3: Step-change in key precincts

#### Strategy 3 : Make amendments to standard instrument LEP and Development Control Plan

<b>ACTION 3.1</b>	Introduce B6 (Enterprise Corridor) zoning into LEP land-use classifications
<b>Rationale</b>	<p><i>Leichhardt currently has four Business use-class zones identified in its LEP. The introduction of B6 (Enterprise Corridor) will enable Council to provide a more nuanced set of business-oriented centres.</i></p> <p><i>B6 (Enterprise Corridor) provides Council with an additional business zoning that aligns with a number of the uses currently found within the IN2 zoning. This provides Council with a more refined set of zoning classifications to address future land-use pressures, particularly along the Parramatta Road corridor.</i></p>
<b>ACTION 3.2</b>	Introduce B5 (Business Development) zoning into LEP land-use classifications and include 'Residential Accommodation' as a use permitted with consent.
<b>Rationale</b>	<p><i>Allowing some residential development within business zones will encourage a mix of uses where it is applied. It will also assist with the feasibility equation of new developments where this use is being encouraged.</i></p> <p><i>Unlike B4 (Mixed Use), which usually has residential providing a significant proportion of floorspace in developments, the intent with this amendment is to retain the predominant land use as business-focus.</i></p>
<b>ACTION 3.3</b>	Provide additional direction with regards to floorspace proportions for B5 (Business Development) zoning in Development Control Plan. This would limit the total amount of residential GFA to approximately 20% of total GFA for individual development within a B5 zone.
<b>Rationale</b>	<i>To ensure that residential does not dominate the development and alter the intent of the precinct, additional directions to limit floorspace to a minimal proportion can provide design guidance to developers to articulate how and why this proportional cap is required.</i>

**Strategy 4 : Position Camperdown as a mixed business precinct aligned with surrounding industries**

**ACTION 4.1** Re-zone the identified area to B5 (Business Development). This assumes that the inclusion of residential is permitted in the B5 zone.



**Rationale** *The Camperdown Precinct's location in relation to the CBD and other neighbouring institutions such as the University of Sydney and Royal Prince Alfred Hospital means it is well positioned to accommodate supporting industries. A B5 zone would permit a more commercial focus while retaining much of the existing industrial uses. The introduction of capped residential development would act as a lever to increase industrial and commercial floorspace.*

*A B5 zone on the precinct's periphery will capture much of the existing land use profiles such as Bulky Goods Retail that current line Parramatta Road.*



**ACTION 4.3** Retain existing IN2 zone in identified area (below).



**Rationale** *It is important to protect the industrial core of the precinct to continue to accommodate the range of light industrial users that require the close-to-CBD position of the precinct. It will also help to retain the overall intention of the precinct.*

**ACTION 4.4** Set a clear vision for the future industry identity of the Camperdown Precinct

**Rationale** *In order for the strategic intent of any changes to Camperdown being made clear, a statement in the DCP that outlines what type of precinct Camperdown will be should be made. This can build off the statement in this section about what the intention for Camperdown's proposed rezoning is.*

### Strategy 5 : Be proactive in aligning Tebbutt Street with the future of the Parramatta Road Strategy

**ACTION 5.1** Re-zone eastern edge of Tebbutt Street to B4 (Mixed Use) north of Number 5 Tebbutt Street (see map)



**Rationale** *The intention of UrbanGrowthNSW to redevelop this precinct as part of the Parramatta Road Urban Transformation Strategy puts pressure on Tebbutt Street to remain as an industrial precinct. This stretch already has a B4 zone to its east and its location near the Taverners Hill Light Rail Station makes it suitable for residential.*

*This approach also demonstrates a proactive approach by council to work with UrbanGrowth NSW and may help to protect more of the industrial precinct than otherwise would have.*

**ACTION 5.2** Re-zone IN2 zoned land in precinct between Tebbutt Street and Hathern Street and between Flood Street and Elswick Street to B6 (Enterprise Corridor).



**Rationale** *A B6 zoning aligns with much of the current use along Parramatta Road and still retains opportunity for some industrial uses. It does provide a more commercial opportunity to support any future residential development in the area.*

**ACTION 5.3** Retain IN2 zoning between Flood Street and Upward Street.





#### Urban Form

Architectus will complete their urban design report to contribute to the Final Industrial Planning Precinct Project study after Council have considered this report, however extracts from their ongoing design work to inform the SGS feasibility testing so far are provided in **Attachment 2: Architectus Interim Indicative Structure Plans and Urban Form Illustrations**.

These illustrations include indicative structure plans and possible built forms that were provided to SGS for testing for each of the SGS Options for Camperdown and Tebbutt Street; international examples of non-traditional industrial precincts and developments; and images of recent high-tech, medical research and educational redevelopments including some incorporating heritage items in and around the Royal Prince Alfred and University of Sydney precinct.

#### Save Lewisham Group Strategy

In December 2015 Council resolved (C608/15) in relation to Council's submission to Urban GrowthNSW on the Draft Parramatta Road Transformation Strategy that:  
*"Officers collaborate with the Save Lewisham Group to analyse the alternative proposals they have developed and report back to the February 2016 Policy Council Meeting on how they relate to Council's submission."*

Council officers met with representatives of the Save Lewisham Group to discuss their alternative strategy (**Attachment 3**). In summary their strategy proposes to:

- Protect the existing low density residential areas north and south of Parramatta Road by only rezoning the industrial and commercial properties along Parramatta Road
- Allow a higher built form on the north side of Parramatta Road (up to 12 storeys and stepping down to 6 storeys)
- Require a lower built form on the southern side of Parramatta Road (4-6 storey and stepping down to 3 storeys) to minimise overshadowing
- Extend the Taverners Hill Precinct west of the light rail (Ashfield Council)

- It also envisages a new signalised intersection to align Old Canterbury Road with Tebbutt Street to allow north - south traffic movement to bypass Brown Street. This would provide an opportunity for the Brown Street overpass to become a pedestrian/cycle link with direct access to the Light Rail Station.

Taking into consideration recent approvals they have calculated their strategy will deliver the Urban Growth Target of 3064 dwellings by 2050.

#### **Relationship with the Draft Parramatta Road Urban Transformation Strategy**

The table after the Summary / Conclusions includes relevant recommendations from Council's submission to UrbanGrowth NSW on the Draft Parramatta Road Urban Transformation Strategy (DPRUTS) and how they broadly relate to the findings of the Industrial Precinct Planning interim report.

#### **Summary / Conclusions**

Given the complex and local government area wide nature of the Industrial Precinct Planning Project, the coordination required between the two consultant firms (SGS and Architectus) and the multiple other studies they have been simultaneously undertaking for Council, completion of the Project by Council's March Policy meeting was not possible.

SGS have prepared the interim report (**Attachment 1**) to enable Council to present a more informed position to UrbanGrowth NSW. It is envisaged that a final report will be presented to Council for endorsement in the near future. The final report will include recommendations for the planning of all the industrial precincts in the Leichhardt local government area and for the review of the Leichhardt Local Environmental Plan 2013 and Leichhardt Development Control Plan 2013.

In summary SGS suggest that Council has two options:

- Option 1: Business as usual - retain IN2 zoning of all the area's industrial precincts and consider rezoning Moore Street to IN1 with IN1 land use classifications in some other IN2 precincts in order to attempt to prevent continuing erosion of the remaining stock of industrial land.
- Option 2: Step change approach - to respond tactically to ongoing pressure from State government to redevelop Parramatta Road corridor and /or to allow Council to consider possible ways of delivering additional industrial, non-traditional industrial and other forms of employment development in the key Camperdown and Tebbutt Street precincts.

These recommendations address the risks inherent in retaining the industrial zoning or of any potential rezoning within industrial precincts. Both options will require further consideration in the completion of the Industrial Precinct Planning Project, but in the interim they provide a strong rationale for sound employment and industrial land planning that reflects the policy direction of the completed Parramatta Road / Norton Street Strategic Sites, Centres and Corridors Project studies. More particularly these options provide Council with a policy platform to influence how UrbanGrowth NSW formulates the next more detailed stage of the development of the Draft Parramatta Road Urban Transformation Strategy.

Consequently it is recommended that Council:

1. Endorse the approach of the Industrial Precinct Planning interim report as the basis for the completion of the Industrial Precinct Planning Project for the Leichhardt local government area; and
2. Forward a copy of the Industrial Precinct Planning interim report to UrbanGrowth NSW for consideration in the preparation of the Parramatta Road Urban Transformation Strategy.

### **Next Steps**

Subject to the endorsement of the Industrial Precinct Planning interim report and presentation of the Final Industrial Precinct Planning Project report to Council in May 2016 the following steps will be taken to progress Council's approach to the planning the local government area's industrial precincts:

- Confirmation of final planning objectives and principles through community and stakeholder engagement.
- Report community engagement outcomes to Council.
- Application of Council endorsed objectives and principles to the review of Leichhardt Local Environmental Plan 2013 and Leichhardt Development Control Plan 2013.
- Preparation of draft Leichhardt Local Environmental Plan (LEP ) 2013 and Leichhardt Development Control Plan 2013 amendments and presentation of these to Council for endorsement to submit a draft LEP Amendment Planning Proposal for Gateway Determination.
- Report Gateway Determination to Council and subject to Gateway approval proceed to public exhibition of Planning Proposal and associated DCP Draft Amendments.
- Report public exhibition submission to Council and proceed to publication for the LEP and DCP Amendments.

Issue	Initial Council recommendation	Study findings
Land use – Employment and economic activity	<p>11. Council does not support the loss of IN2 zoned lands in accordance with the recommendations of the Leichhardt Industrial Lands Study.</p> <p>12. Council requests that UrbanGrowth NSW review the Leichhardt Industrial Lands Study (Parts 1 and 2) and undertake discussions with Leichhardt Council regarding the findings and recommendations.</p>	<p>The findings of the interim report acknowledge this position. The loss of industrial zoned land or the introduction of additional land uses would jeopardise the industrial precincts and their ability to adequately provide for the future population of the LGA, which is likely to increase substantially as a result of major urban renewal projects proposed in the vicinity.</p> <p>The interim report shows that there is a need to provide additional industrial floorspace within Leichhardt to meet the LGA's future demands, however industrial development alone will not facilitate this and other land uses are required to improve the feasibility aspect. Accordingly, consideration must be given to the risks associated with seeking this additional floorspace and whether they outweigh the reward.</p> <p>Introducing commercial and/or residential as levers to increase industrial floorspace supply presents a number of risks. The volume of commercial floorspace required to cross the feasibility threshold is likely to fundamentally alter the function of the precinct and shift the commercial gravity of the LGA away from its identified commercial centres such as Norton Street. The introduction of residential development brings with it extremely high risks of precinct fragmentation and land use conflicts</p>



		<p>that will significantly limit the ongoing function of a precinct.</p> <p>The report concludes that the risk/reward equation is clear. Although the aspiration of increasing industrial supply is supported and founded in a strong evidence base, the implications for delivering on this objective is that it may perversely lead to a significant reduction of industrial floorspace over the medium-to-long term.</p>
Mixed use in the Taverners Hill Precinct is unlikely to support existing industrial uses	<p>14. <i>Council recommends that the IN2 Industrial zone be retained in Taverners Hill Precinct. Council notes that any introduction of Mixed Use would include a Residential component which would not be compatible with the IN2 land use. Council's Industrial Lands Study (Part 1) recommends that there be no further loss of industrial land in the LGA and that Council finds locations to increase floorspace zoned for IN2. Further rezoning of land to B4 Mixed Use is therefore not supported in this location.</i></p> <p>17. <i>Council recommends that the IN2 zoning in Taverners Hill be protected and retained, with additional permissible uses in the zone.</i></p> <ul style="list-style-type: none"> <li><i>Council's consultants are currently testing land use options for sites in the IN2 Zone and Council will provide</i></li> </ul>	<p>On two of the sites tested in the Tebbutt Street/Parramatta Road precinct, none of the development scenarios returned a feasible result. On the remaining site, only Option 3 (industrial + commercial + residential) proved to be feasible.</p> <p>The interim report states that the introduction of residential accommodation would negatively affect the positioning of the precinct as an industrial area. Furthermore, it identifies the following potential issues with the introduction of residential and commercial floorspace to the precinct:</p> <ul style="list-style-type: none"> <li>the positioning of the precinct as an industrial area would be negatively affected, with commercial and/or residential uses potentially redefining the precinct. With regard to the introduction of commercial uses only, it is acknowledged that the extent of redefinition would depend on the types of</li> </ul>

	<p><i>detailed future provisions to UrbanGrowth NSW in the first half of 2016.</i></p> <p>18. <i>Council does not support the loss of IN2 zoned land in Taverners Hill but if lost Council recommends that commercial development should be included in any mixed use area and include large, flexible floorspace to support businesses aligned with creative industries and similar industries that require non-traditional commercial floorspace.</i></p> <p>19. <i>Council notes that it needs to make provision for an increase in IN2 floorspace in the LGA and notes that if any industrial floorspace is lost in the Taverners Hill Precinct that it must be made up elsewhere.</i></p> <p>20. <i>Council requests that UrbanGrowth NSW consider the Leichhardt Industrial Lands Study (Parts 1 and 2) and the Industrial Precincts Urban Design Study in detail and in consultation with Council and that the findings and recommendations be used to inform the next iterations of any Transformation Strategy for the corridor.</i></p>	<p>the uses introduced.</p> <ul style="list-style-type: none"> <li>- the introduction of land use conflicts arising from accessibility issues, noise and amenity.</li> <li>- an increased number of employees and/or residents would adversely impact traffic movement in the precinct, particularly at peak times.</li> <li>- increased public transport demand associated with additional residents and workers.</li> <li>- accessibility and parking issues given the small size of lots in the precinct.</li> <li>- additional demand for services that support the local population such as social infrastructure and retail services and to a lesser extent, industrial services.</li> <li>- competition with established commercial areas. Given the proximity to Norton Street, significant commercial activity in the precinct may adversely affect commercial attraction to Norton Street. The commercial and retail study undertaken by SGS identified the reactivation of Norton Street as a priority.</li> </ul> <p>The report recommends that if residential were to be located in the precinct, it should be on the periphery so as to not impact on the industrial core. It is also acknowledged that there may be opportunities to provide housing for key workers and affordable housing within the precinct.</p> <p>In the development of built form outcomes for</p>
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		<p>testing, options comprising two industrial levels and between two and four levels of commercial and/or residential achieved appropriate urban design outcomes on sites within the Tebbutt Street/Parramatta Road precinct. Industrial uses were designed with a 6m floor to ceiling height to accommodate a range of uses and servicing, including truck access. Commercial and residential floorplates were both designed with a 3.6m floor to ceiling height. A two storey, 12m street wall was recommended to ensure retention of the existing character of the precinct.</p> <p>In summary SGS have concluded so far that the local government area's projected industrial land supply deficit cannot be addressed through new industrial development alone and that therefore Council has two options:</p> <ul style="list-style-type: none"> <li>• Option 1: Business as usual - retain IN2 zoning of all the area's industrial precincts and consider rezoning Moore Street to IN1 with IN1 land use classifications in some other IN2 precincts in order to attempt to prevent continuing erosion of the remaining stock of industrial land.</li> <li>• Option 2 : Step change approach - to respond tactically to ongoing pressure from State government to redevelop Parramatta Road corridor and /or to allow Council to consider possible ways of delivering additional industrial, non-</li> </ul>
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		<p>traditional and other forms of employment development in the key Camperdown and Tebbutt Street precincts.</p> <p>Both options will require further consideration in the completion of the Industrial Precinct Planning Project, but in the interim they provide a strong rationale for sound employment and industrial land planning that reflects the policy direction of the completed Parramatta Road / Norton Street Strategic Sites, Centres and Corridors Project studies.</p> <p>These options provide Council with a policy platform to influence how UrbanGrowth NSW formulates the next more detailed stage of the development of the Draft Parramatta Road Urban Transformation Strategy.</p>
Camperdown Precinct: The strategy makes no allowance for industrial use	<p>32. <i>Council does not support the loss of IN2 – Industrial land in the Camperdown Precinct. The industrial floorspace in the Camperdown precinct should be protected and retained, with opportunities for an increase in floorspace explored where possible. The strategic importance of the precinct's current function is such that the existing quantum of floorspace should be retained and protected for continued industrial use. Council is undertaking detailed Precinct Planning for Camperdown, including an</i></p>	<p>The multi-criteria analysis, which considered the findings of the feasibility modelling, urban design assessment and policy/strategic direction, has determined that there is no ability to increase floorspace. Accordingly, the remaining industrial area is critical in providing floorspace for local population serving industries and backroom activities for businesses in the CBD and commercial centres.</p> <p>As identified by the Industrial Lands Study, the Camperdown industrial precinct has locational and operational characteristics that make it</p>

	<p><i>Urban Design Study and further feasibility testing. This work should be used to inform the future for land use zones and FSR in the precinct.</i></p> <p>33. <i>Council recommends that this land is reserved for industrial uses into the future with no decrease in flexibility due to residential uses; and to avoid land use conflicts.</i></p>	<p>important to Leichhardt and the broader inner Sydney subregion. It is important for this land to be protected for essential industries and urban services.</p> <p>In summary SGS have concluded so far that the local government area's projected industrial land supply deficit cannot be addressed through new industrial development alone and that therefore Council has two options:</p> <ul style="list-style-type: none"> <li>• Option 1: Business as usual - retain IN2 zoning of all the area's industrial precincts and consider rezoning Moore Street to IN1 with IN1 land use classifications in some other IN2 precincts in order to attempt to prevent continuing erosion of the remaining stock of industrial land.</li> <li>• Option 2 : Step change approach - to respond tactically to ongoing pressure from State government to redevelop Parramatta Road corridor and /or to allow Council to consider possible ways of delivering additional industrial, non-traditional and other forms of employment development in the key Camperdown and Tebbutt Street precincts.</li> </ul> <p>Both options will require further consideration in the completion of the Industrial Precinct Planning Project, but in the interim they provide a strong rationale for sound employment and</p>
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		<p>industrial land planning that reflects the policy direction of the completed Parramatta Road / Norton Street Strategic Sites, Centres and Corridors Project studies.</p> <p>These options provide Council with a policy platform to influence how UrbanGrowth NSW formulates the next more detailed stage of the development of the Draft Parramatta Road Urban Transformation Strategy.</p>
Camperdown Precinct: Residential development will undermine industrial use	<p>35. <i>Council does not support the introduction of residential development into the Camperdown precinct as it will undermine the important industrial uses. Council is currently undertaking more detailed Precinct Planning for Camperdown to identify future built form and land use scenarios which support its ongoing feasibility as Industrial land. It is recommended that this work be provided to UrbanGrowth NSW to inform its next iteration of the DPRUTS.</i></p>	<p>The introduction of appropriately scaled development comprising industrial, commercial and residential floorspace did not produce a feasible outcome on any of the sites tested in the Camperdown precinct.</p> <p>Of all the scenarios tested across the three selected sites in the precinct, the only feasible result was development comprising industrial and residential on the small (1000m<sup>2</sup>) site.</p> <p>While the industrial precinct planning work acknowledges that there would be demand from medium to high income households for residential development in the Camperdown precinct that adapts the existing building stock to provide a niche product, it advises that there are significant risks associated with the introduction of residential development to the precinct. These include:</p> <ul style="list-style-type: none"> <li>- existing tenants being driven out due to</li> </ul>



		<p>increased property values and rents.</p> <ul style="list-style-type: none"> <li>- land use conflicts associated with noise, access, amenity and operation.</li> <li>- increase in traffic volumes placing pressure on the road network.</li> <li>- increased demand for services that support the local population such as social infrastructure and retail services and to a lesser extent, industrial services.</li> <li>- fragmentation of the precinct and impairment of its functioning, particularly if residential accommodation was provided in the core of the precinct.</li> <li>- restricting the ability of the precinct to accommodate additional industrial floorspace in the future.</li> <li>- sending a strong signal to existing owners and the market that the area is in transition away from industrial use or no longer has an industrial future.</li> </ul>
Camperdown Precinct redevelopment should only be considered as a means to increasing or reorganising industrial floorspace	36. <i>Council strongly recommends that an Industrial only scenario is the preferred outcome for the precinct. Council notes that if its sequential testing demonstrates there is a need for redevelopment in order to gain additional industrial floorspace, then a floorspace mix of industrial and commercial uses is the preferred option. This would accommodate a range of commercial uses that support the precinct's</i>	<p>Industrial only scenarios on sites within the Camperdown precinct did not produce feasible outcomes.</p> <p>Similarly, the industrial + commercial option did not produce feasible outcomes in the Camperdown precinct and would require a significant shift in the market value of the industrial floorspace or a more than doubling of the amount of floorspace, resulting in a substandard urban design outcome.</p>

	<p><i>operations and align with council's aspirations to encourage creative industries in the area.</i></p> <p>37. <i>Council recommends that residential uses should only be considered as a last option (due to its ability to fragment industrial precincts and create land use conflicts) and that it should only be located on the precinct's edges and should not impede the ongoing operations of the precinct. More detailed site testing must be undertaken prior to any decisions in relation to this Precinct.</i></p> <p>38. <i>Council notes that the Camperdown Precinct is well located to provide industrial, employment lands for uses associated with the growth of industries associated with the research and production activities of the Royal Prince Alfred Hospital and Sydney University, in particular in relation to biomedical industries. Council recommends that further consideration of the strategic importance of the Precinct in light of this potential growth is imperative.</i></p> <p>39. <i>Council requests that UrbanGrowth NSW considers, in detail, the findings and recommendations of the Leichhardt Industrial Lands Study (Parts 1 and 2)</i></p>	<p>The final step of sequential testing included the introduction of residential floorspace, however for the reasons outlined above this is considered a high risk option. Notwithstanding, with consideration of the urban design outcomes, this scenario only produced a feasible result on one of the three sites tested.</p> <p>While maintaining that there should be no loss of industrial floorspace and continued protection of the Camperdown industrial precinct, the interim report concludes that if there is any flexibility with precinct roles, Camperdown is best suited to be one that may evolve to encourage new 'higher value' industrial tenants, particularly due to its proximity to the CBD, RPA and Sydney University.</p> <p>Any redevelopment of this nature, which cannot be easily tested by the feasibility modelling, should consider the built form outcomes prepared by Council's urban design consultants. Possible options developed by Architectus for the three test sites in the Camperdown industrial precinct included two and three industrial levels with two to four commercial or residential levels above. Industrial uses were designed with a 6m floor to ceiling height to accommodate a range of uses and servicing, including truck access. Commercial and residential floorplates were both designed with a 3.6m floor to ceiling height. A</p>
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	<p><i>including the finding that the precinct is important on a subregional basis and should not be rezoned to other uses.</i></p>	<p>two storey, 12m street wall was recommended to ensure retention of the existing character of the precinct.</p> <p>SGS's interim options cover both no change and tactical step change possible solutions for Camperdown that can be used to influence the next steps in the UrbanGrowthNSW development of the Draft Parramatta Road Transformation Strategy.</p> <p>Option 2 may create an opportunity to provide industrial, employment lands for uses associated with the growth of the research and production activities of the Royal Prince Alfred Hospital and Sydney University, in particular in relation to biomedical industries.</p>
Camperdown Precinct - Retain storage facility as part of enterprise corridor	<p>40. <i>Council recommends that the storage facilities located in the Camperdown Precinct are an important land use which supports the population and businesses and should not be rezoned.</i></p>	<p>Any growth in residential population within the locality will see increased demand for storage facilities. The importance of this land use in the Camperdown precinct is further reinforced by the proximity to the CBD and the support role it plays for businesses.</p>
Camperdown precinct: Streetscape upgrades should not compromise precinct operations	<p>41. <i>Council requests that any streetscape improvement works be developed in conjunction with Council and that the design of the public domain be appropriate for an industrial core including consideration of the requirements of trucks in relation to footpath and carriageway widths,</i></p>	<p>Given the findings of the interim report, Council's position on streetscape improvements in the Camperdown precinct should remain unchanged. Changes to the public domain should not compromise the ability of industrial uses to operate.</p>

	<i>pedestrian and cycle networks and street tree planting.</i>	
Camperdown Precinct: Enterprise and business zone	42. <i>Council does not support the proposed Enterprise and Business Zone in the Camperdown Precinct as it is unable to ascertain from the DPRUTS what the permissible land uses would be for the proposed Enterprise and Business Zone and notes that any additional uses permitted in this area (compared to the IN2 Zone) are likely to result in light industrial and creative uses being forced out of the area, and therefore a loss of lands available for employment uses and essential urban services.</i>	<p>The interim report states that the rezoning of land within the Camperdown precinct to facilitate additional uses would introduce a high risk of precinct fragmentation or dilution due to conflicting land uses as well as a loss of industrial uses priced out due to increased land values.</p> <p>However SGS's interim options cover both no change and tactical step change possible solutions for Camperdown that can be used to influence the next steps in the UrbanGrowthNSW development of the Draft Parramatta Road Transformation Strategy.</p> <p>Option 2 may create an opportunity to provide industrial, employment lands for uses associated with the growth of the research and production activities of the Royal Prince Alfred Hospital and Sydney University, in particular in relation to biomedical industries through a partial rezoning to B5.</p>

## ITEM 3.7 ANNANDALE CONSERVATION AREA EXTENSION - UPDATE

<b>Division</b>	Environment and Community Management
<b>Author</b>	Senior Strategic Planner
<b>Meeting date</b>	10 May 2016 Policy Meeting
<b>Strategic Plan Key Service Area</b>	Community well-being Accessibility Place where we live and work A sustainable environment

### SUMMARY AND ORGANISATIONAL IMPLICATIONS

<b>Purpose of Report</b>	To update Council on the status of the Annandale Conservation Area Extension project and advise on the cost of the heritage study and next steps.
<b>Background</b>	At the September 2015 Ordinary Meeting Council resolved ( <b>C458/15</b> ) that a review of the 2004 Godden McKay Logan Heritage Review Stage 2 be undertaken to identify actions required to extend Annandale Conservation Area. At the March 2016 Policy Meeting Council resolved ( <b>C102/16P</b> ) to defer consideration of this review pending advice with respect to the cost of undertaking the heritage study required to justify extending the Conservation Area.
<b>Current Status</b>	Response to C458/15 and C102/16P
<b>Relationship to existing policy</b>	Any change recommended to a Leichhardt Council Conservation Area would require a Planning Proposal to amend <i>Leichhardt Local Environmental Plan (LEP) 2013</i> .
<b>Financial and Resources Implications</b>	NIL. Council officers will carry out an in-house assessment of those properties within the suburb of Annandale that are located outside the existing Annandale Conservation Area (C1). This proposal is consistent with the recent s23A Guidelines issued by the OLG in relation to financial expenditure.
<b>Recommendation</b>	That:  1. Council note that a heritage review of relevant properties which lie outside the Annandale Conservation Area and which are identified in Figure 2 of Attachment 2 to determine whether a Planning Proposal is required to amend <i>Leichhardt Local Environmental Plan LEP 2013</i> and extend the Conservation

	<p>Area can be completed by current strategic planning staff and that there will be no additional costs to Council; and</p> <p>2. The findings of this heritage review be reported to the July 2016 Policy meeting with a recommendation on whether preparation of a draft Planning Proposal to extend the Area and amend <i>Leichhardt Local Environmental Plan (LEP) 2013</i> would be justified on heritage grounds.</p>
<b>Notifications</b>	NIL
<b>Attachments</b>	<p>1. March 2016 Policy Council resolution (C102/16P)</p> <p>2. March 2016 Policy report</p>



## Purpose of Report

To update Council on the status of the Annandale Conservation Area Extension project and advise on the cost of the heritage study and next steps.

## Recommendation

That:

1. Council note that a heritage review of relevant properties which lie outside the Annandale Conservation Area and which are identified in Figure 2 of Attachment 2 to determine whether a Planning Proposal is required to amend *Leichhardt Local Environmental Plan LEP 2013* and extend the Conservation Area can be completed by current strategic planning staff and that there will be no additional costs to Council; and
2. The findings of this heritage review be reported to the July 2016 Policy meeting with a recommendation on whether preparation of a draft Planning Proposal to extend the Area and amend *Leichhardt Local Environmental Plan (LEP) 2013* would be justified on heritage grounds.

## Background

At the September 2015 Ordinary Meeting Council resolved (**C458/15**) that a review of the 2004 Godden McKay Logan Heritage Review Stage 2 be undertaken to identify actions required to extend Annandale Conservation Area.

At the March 2016 Policy Meeting Council resolved (**C102/16P**) to defer consideration of this review pending advice with respect to the cost of undertaking the heritage study required to justify extending the Conservation Area.

## Report

The March 2016 Policy Council report provided a review of the Godden Mackay Logan (GML) Heritage Study Stage 2 (2004) and the findings of Council consultants NBRIS in their heritage assessment of the Parramatta Road Corridor. At the March meeting Council resolved (**C96/16P**) to endorse the NBRIS Parramatta Road / Norton Street Heritage Study.

The review and the original GML study found that many of the properties in Annandale located outside the Annandale Conservation Area may be worthy of inclusion in the Area, contribute to the collective heritage significance of the suburb and should be protected from potential demolition.

The report recommended that a further assessment applying the same standard and methodology as NBRIS be completed for those Annandale properties located outside the Annandale Conservation Area that were not assessed in the Parramatta Road Heritage Study (**see Attachment 2, Figure 2**). This assessment would provide

evidence as to whether the Conservation Area should be extended and to justify a potential Planning Proposal to amend *LEP 2013*.

Approximately 200 Annandale properties outside Conservation Area will need to be assessed. Council officers will use the method and format employed by NBRIS in the Parramatta Road / Norton Street Heritage Study to complete the survey.

This will be an in-house study and no additional costs to Council are expected.

### **Summary/Conclusions**

The Council's Strategic Planning team should apply the NBRIS Parramatta Road / Norton Street Heritage Study methodology to complete the assessment of all properties within the suburb of Annandale, but which are outside the Conservation Area to determine whether the Area should be extended and if so to what extent.

The results of this assessment will be reported back to Council.

### **Attachments**

1. March 2016 Policy Council resolution (**C102/16P**)
2. March 2016 Policy report

**ITEM 3.1 ANNANDALE CONSERVATION AREA EXTENSION****C102/16P RESOLVED BREEN/ COSTANTINO**

That consideration of the report be deferred pending advice in respect of the cost of the heritage study.

The vote for and against the above RESOLUTION is shown below for the record;

FOR VOTE - Cr John Jobling, Cr Tony Costantino, Cr Darcy Byrne, Cr Simon Emsley, Cr Linda Kelly, Cr Frank Breen

AGAINST VOTE - Cr Rochelle Porteous, Cr Craig Channells, Cr Michele McKenzie, Cr John Stamolis

ABSENT. DID NOT VOTE - Cr Daniel Kogoy, Cr Vera-Ann Hannaford

PRESENT. DID NOT VOTE - Nil

During consideration of this Item, a Foreshadowed Motion was moved by Crs Porteous/ Channells. As the Primary Motion from Crs Breen / Costantino) was adopted when put to the vote, the Foreshadowed Motion was not voted on but is shown below for the record;

*PORTEOUS/ CHANNELLS*

*That:*

- 1. This report be tabled at the May 2016 Heritage Committee meeting for discussion.*
- 2. Council undertake the review of relevant properties which lie outside Annandale Conservation Area and which are identified in Figure 2 to determine whether a Planning Proposal is required to amend Leichhardt LEP 2013 and extend the Area;*
- 3. The findings of the strategic planning review reported to the June 2016 Policy meeting with a recommendation on whether a draft Planning Proposal to extend the Area and amend Leichhardt Local Environmental Plan 2013 would be justified on heritage grounds.*

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Policy Council Meeting 08 March 2016

### ITEM 3.1 ANNANDALE CONSERVATION AREA EXTENSION

<b>Division</b>	Environment and Community Management
<b>Author</b>	Senior Strategic Planner
<b>Meeting date</b>	8 March 2016 Policy Meeting
<b>Strategic Plan Key Service Area</b>	Accessibility A sustainable environment

#### SUMMARY AND ORGANISATIONAL IMPLICATIONS

<b>Purpose of Report</b>	To provide Council with an update on the review of the Godden Mackay Logan Heritage Review Stage 2 (2004) and identify actions required to extend the Annandale Conservation Area (C1).
<b>Background</b>	At the September 2015 Ordinary Meeting Council resolved that a review of the 2004 Godden McKay Logan Heritage Review Stage 2 be undertaken to identify actions required to extend Annandale Conservation Area.
<b>Current Status</b>	Response to C458/15
<b>Relationship to existing policy</b>	Any change recommended to a Leichhardt Council Conservation Area would require a Planning Proposal to amend Leichhardt Local Environmental Plan (LEP) 2013.
<b>Financial and Resources Implications</b>	Potential cost of heritage study. This proposal is consistent with the recent s23A Guidelines issued by the OLG in relation to financial expenditure.
<b>Recommendation</b>	That: <ol style="list-style-type: none"> <li>1. This report be tabled at the May 2016 Heritage Committee meeting for discussion.</li> <li>2. Council undertake the review of relevant properties which lie outside Annandale Conservation Area and which are identified in Figure 2 to determine whether a Planning Proposal is required to amend Leichhardt LEP 2013 and extend the Area;</li> <li>3. The findings of the strategic planning review reported to the June 2016 Policy meeting with a recommendation on whether a draft Planning Proposal to extend the Area and amend <i>Leichhardt Local Environmental Plan 2013</i> would be justified on heritage grounds.</li> </ol>
<b>Notifications</b>	NIL
<b>Attachments</b>	1. List of development applications and approved works in areas in Annandale outside the current Conservation Area since 2004

Policy Council Meeting 08 March 2016

ITEM 3.1

### Purpose of Report

To provide Council with an update on the review of the Godden Mackay Logan Heritage Review Stage 2 (2004) and identify actions required to extend Annandale Conservation Area (C1).

### Recommendation

That:

1. This report be tabled at the May 2016 Heritage Committee meeting for discussion.
2. Council undertake the review of relevant properties which lie outside Annandale Conservation Area and which are identified in Figure 2 to determine whether a Planning Proposal is required to amend Leichhardt LEP 2013 and extend the Area;
3. The findings of the strategic planning review reported to the June 2016 Policy meeting with a recommendation on whether a draft Planning Proposal to extend the Area and amend *Leichhardt Local Environmental Plan 2013* would be justified on heritage grounds.

### Background

At the September 2015 Ordinary Meeting Council resolved (C458/15) the following:

1. That a review of the 2004 Godden McKay Logan Heritage Review: Stage 2 be undertaken by Council's Strategic Planning team to identify steps required to implement an alteration to the boundary of the Annandale Heritage Conservation Area;
2. A report be brought back to the March 2016 Policy meeting to provide Council with an update in relation to the review; and
3. That the report also be tabled at the Heritage Committee for discussion.



**Figure 1: Annandale Conservation Area**

The matter was raised as Council was made aware of a complying development certificate being issued by a private certifier to demolish all existing structures at 307 Nelson Street, Annandale. The concern discussed was that the property and adjoining properties on the eastern side of Nelson Street can be demolished under the State Environmental Planning Policy (SEPP) Exempt and Complying Codes because they sit just outside the Annandale Heritage Conservation Area (C1) listed and mapped in *Leichhardt Local Environmental Plan 2013*.

Annandale Heritage Conservation Area currently covers the majority of the suburb, with some properties along the western and eastern boundaries within close proximity of Whites Creek and Johnston Creek being excluded.

## Report

### Analysis and recommendations of Leichhardt Heritage Review: Stage 2 (Jan 2004)

In 2003 heritage consultants Godden Mackay Logan were commissioned by Council to complete stage two of Council's Heritage Review.

The intended outcomes of the study were as follows:

- Review of conservation areas to include a 'Statement of Significance' and list 'Key Values' for each area;
- Review of existing conservation area boundaries;
- Identification of thresholds/benchmarks for the subsequent assessment of contributory buildings/values by Council; and
- Review of the Local Environmental Plan (LEP) provisions relating to heritage and the structure/framework of the DCP.



This study was completed and provided to Council in January 2004.

The study emphasised that the approach of Council's Residential Development Control Plan (DCP) at the time was towards providing advice about new development and recommended that the guidelines focus on ensuring that the existing fabric within conservation areas should be retained as much as possible with minimal change. This included a recommendation that additional protections for small attached and semi attached houses be incorporated into the DCP.

The study also noted a number of ongoing management concerns with the major one being the inappropriate alterations, the demolition of contributory items within conservation areas and the general demolition of structures within these areas detrimentally affecting the significance of the Area.

With regard to Annandale the study recommended that the existing Annandale Conservation Area boundaries be increased slightly to include the whole suburb from Whites Creek to Johnston Creek. The study highlighted that the suburb of Annandale was largely laid out and formed as a single entity and therefore needed to be managed as a whole.

The study recommendations were endorsed by Council and incorporated into a draft LEP amendment to extend a number of the existing conservation areas. This draft amendment was publicly exhibited and forwarded to the Department of Planning.

In the interim the NSW Government and Department had prepared the Standard Instrument LEP program requiring all NSW Councils to redraft their LEPs using the common format and content required by the standard LEP template. The Department required the proposed amendment to be put on hold until Leichhardt Council could prove that what would become Leichhardt LEP 2013 could meet all obligations and requirements with regard to residential dwelling targets and jobs provision required by the Inner West Subregional Plan.

#### Progressing extension of Annandale Conservation Area

Any extension of the heritage conservation areas within Leichhardt Municipality listed in Schedule 5 (Environmental Heritage) of LEP 2013 would require an LEP amendment.

The Planning Proposal to facilitate this LEP amendment would need to be prepared in accordance with the Department's published guidelines included stated objectives, intended outcomes, detailed justification for the proposed change and public consultation in accordance with Council/Department of Planning requirements.

Stage 2 of the Leichhardt Heritage Review prepared by Godden Mackay Logan recommended that the Annandale Conservation Area be extended to cover the entire suburb between the two creeks is now over 12 years old. Forwarding the study as the primary justification for the planning proposal and LEP amendment is an option however it is possible that development and approved works since January 2004 may potentially have resulted in a built form for those areas outside the

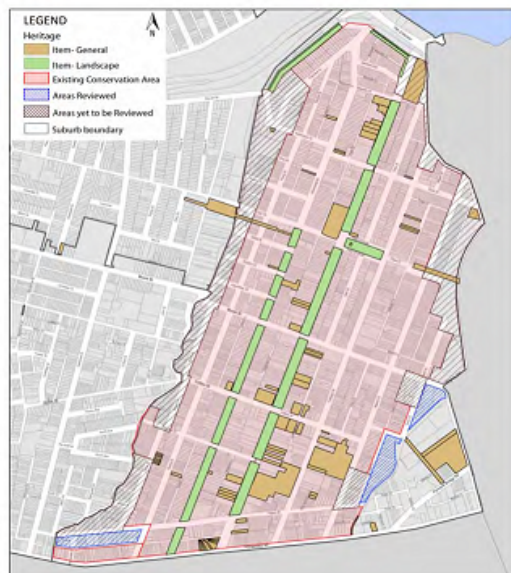
Conservation Area which is no longer consistent with the Godden Mackay Logan Statement of Significance for the Area.

To determine the extent of the change a list has been compiled of all development applications in parts of Annandale not included within Annandale Conservation Area (C1) since January 2004 (**see Attachment 1**). This list includes development applications for all external works on relevant properties, but does not include modifications to existing consents or applications on heritage items which have their own site specific protections.

A full re-assessment would need to be undertaken to determine whether the development undertaken and approved is likely to have compromised the suitability of those areas for inclusion within Annandale Conservation Area. The full re-assessment would include approximately 300 properties.

Part of this re-assessment has already been completed by Council's heritage consultants, NBRs, carrying out the heritage assessment of the Parramatta Road corridor as part of its Strategic Sites and Corridors work (**see Figure 2**). This study will be presented to the March 2016 Policy Council meeting. The area covered by this study includes the southern and eastern parts of the original proposed extension to the Annandale Conservation so the heritage value of all the properties in these localities has been updated. These 90 properties are located along:

- the southern side of Albion Street;
- the eastern side of Susan Street; and
- the eastern side of Taylor Street.



**Figure 2: Areas reviewed by NBRs as part of the Strategic Sites and Corridors project**

This updated information will therefore be available to feed into any prospective justification for a Planning Proposal to extend the Conservation Area.

Preliminary work indicates that the development approved and undertaken in the areas outside the Conservation Area is consistent with that which has been constructed and approved within the Annandale Conservation Area during the same period resulting in a consistent built form with identified heritage significance.

#### Update for proposed works at 307 Nelson Street, Annandale

In December 2015 Council received a development application on the site (D/2015/739) proposing the construction of two dwellings, each with rear garage one with roof terrace on garage, the removal of trees and associated landscape works. The application also requested variations to floor space ratio and site coverage planning controls in LEP 2013.

This application was refused by Council on 10 February 2016.

#### **Summary/Conclusions**

The review undertaken of the Godden Mackay Logan Heritage Study Stage 2 (2004) and the Strategic Sites and Corridors heritage assessment by NBRIS + Partners indicates that many of the properties in Annandale located outside the Annandale Conservation Area may be worthy of inclusion, contribute to the collective heritage significance and protect those properties from demolition.

Further assessment is required, to the same standard as the NBRIS survey work using the same methodology, for the relevant properties which lie outside the Annandale Conservation Area and the Parramatta Road Heritage Study Area (**see Figure 2**). The intended outcome of this assessment would be to provide evidence as to whether the Conservation Area should be extended and to justify any potential Planning Proposal to extend C1 in LEP 2013.

#### **Attachment**

1. ◦ List of development applications and approved works in areas in Annandale outside the current Conservation Area since 2004

PROPERTY	DEVELOPMENT APPLICATION	DATE APPROVED
337 Nelson Street	D/2012/257 – Ails & adds incl construction of new garage to Crescent Street	14 Dec 2012
335 Nelson Street	D/2010/323 – Ails & adds incl elevated deck to rear	18 Aug 2010
333 Nelson Street	D/2012/574 – Ails & adds incl new first floor level and swimming pool to rear	21 Feb 2013
331 Nelson Street	D/2004/063 – Ails & adds incl rear additions & new attic level/side dormer D/2015/504 – Ground & first floor additions incl ails to existing garage	3 Aug 2005 18 Jan 2016
323 Nelson Street	D/2004/245 – Ails & adds incl new deck at attic level	22 Jun 2005
321 Nelson Street	D/2004/246 – Ails & adds incl new attic level	20 Jul 2005
319 Nelson Street	D/2015/471 – Ails & adds to existing dwelling incl variations to FSR & site coverage	3 Dec 2015
315 Nelson Street	D/2009/347 – Demolition of existing garage incl tree removal & new garage with roof top terrace	1 Dec 2009
311 Nelson Street	D/2012/491 – Ails & adds incl new two storey addition with first floor balcony, demolition of existing garage and new garage	22 May 2013
297 Nelson Street	D/2015/227 – Single garage & first floor studio accessed off Nelson Lane	14 Aug 2015
295 Nelson Street	D/2010/336 – Substantial demolition of existing dwelling requiring retention of front façade and construct new three level dwelling incl rear garage with roof terrace	30 Nov 2010
293 Nelson Street	D/2014/384 – Ails & adds incl constructing basement level	10 Feb 2005
291 Nelson Street	D/2013/241 – Ails & adds incl additions to lower ground, elevated ground and first floor and rear existing garage	8 Oct 2013
289 Nelson Street	D/2003/745 – Ails & adds incl extension of existing garage and construct roof terrace D/2015/193 – Ails & adds to ground and first floor at rear of building	18 Jan 2005 27 May 2015
287 Nelson Street	D/2013/557 – Ails & adds to rear of property incl first floor and subterranean garage	8 Apr 2014
275 Nelson Street	D/2013/189 – Ails & adds to existing dwelling incl SEPP 1 for FSR & landscaped area	12 Jun 2013
273 Nelson Street	D/2013/105 – Ails & adds at ground floor level incl deck to rear	14 May 2013
269 Nelson Street	D/2004/17 – Ails & adds to existing dwelling	28 Apr 2004
267 Nelson Street	D/2015/174 – Ails & adds incl rear extensions at ground and lower ground floor level with variation to landscaped	17 Aug 2015

	area and FCR requirements	
363 Nelson Street	D2005/36 - Alter & add to ground and lower ground levels of existing dwelling	17 Aug 2005
257 Nelson Street	D2007/0302 - Alter & add to existing dwelling requiring SEPP 1 objections for FSR and landscaped area	21 Aug 2010
342 Nelson Street	D2002/2382 - Construction of 4 additional units to rear of existing property	22 Jan 2013
418 Booth Street	D2007/0700 - Alter & add to existing building and change of use to supermarket, restaurant and childcare centre with basement parking	16 Dec 2011
41 Tay Street	D2007/2804 - Alter & add to change of use to a new addition	15 Mar 2012
37 Tay Street	D2004/4117 - Alter & add to ground and first floor levels of existing dwelling	17 Apr 2005
60 Susan Street	D2005/550 - New studio to rear of property D2005/500 - Alter & add to existing dwelling	17 Oct 2005 27 Aug 2005
31 Susan Street	D2007/0118 - Alter & add to existing dwelling	3 May 2011
20 Susan Street	D2006/2510 - Alter & add to an existing dwelling	26 Sept 2006
23 Susan Street	D2005/520 - Alter & add to new garage and rear verandah	15 Apr 2005
51 Nelson Street	D2007/2348 - Use of existing commercial tenancy as a retail shop with signage	9 Jan 2014
50 Nelson Street	D2008/400 - Change of use to an indoor paint hire facility	14 Apr 2010
16 Susan Street	D2007/036 - Erection of ground floor terrace and three separate commercial tenancies	9 Apr 2010
17 Albion Street	D2006/2281 - Alter & add to existing building	22 Mar 2007
141 Albion Street	D2007/0358 - Alter & add to existing building with an existing dwelling	5 Feb 2014
161 Albion Street	D2006/2651 - Alter & add to an existing floor and rear as a garage	22 Mar 2005
107 Albion Street	D2007/2941 - Alter & add to existing dwelling	3 Aug 2011
161 Albion Street	D2006/366 - Install dormer window to street elevation on existing roof form	11 May 2006
187 Albion Street	D2007/2554 - Alter & add to existing dwelling and change of use to a residential office	22 Jun 2011
181 Albion Street	D2006/1110 - Alter & add to an existing building and change of use to a residential office D2008/158 - Construct dormer window to the front roof of the dwelling	11 Sept 2006 21 Oct 2008
79 Albion Street	D2007/136 - Demolish existing	7 Aug 2010

	cutbacking, lifts & seats to rear of existing dwelling and construct a carport off to the rear of the site	
111 Albion Street	D2002/442 - A/E & adds incl constructing two storey rear addition and demolition of detached garage SEPP 100, section 101 FSR	17 Oct 2012
115 Albion Street	D2000/170 - A/E & adds incl new first floor to rear	14 Oct 2000
3 Fane Street	D2007/385 - A/E & adds to existing rear off corner & balcony	4 Jan 2008
6A Fane Street	D2002/587 - A/E & adds to existing dwelling incl deck	12 Apr 2013
10 Fane Street	D2006/6 - A/E & adds to ground and first floor incl ground floor rear deck new room on 1st floor etc D2006/72 - Constructed new two storey dwelling behind existing facade	17 Aug 2006 22 May 2006
7 Grace Street	D2007/3280 - A/E & adds to rear of existing dwelling	2 Dec 2013
64 Park Street	D2006/307 - A/E & adds to existing dwelling incl new first floor and new carport at rear	27 Sep 2006
66 Park Street	D2004/335 - A/E & adds to the existing dwelling D2002/580 - Demolition of existing dwelling and construction of ground floor additions to the rear with new detached garage, SEPP 100 FSR and landscaped area	15 Jun 2005 12 Feb 2013
68 Park Street	D2006/308 - A/E & adds to existing dwelling incl new first floor and new carport at rear	27 Sept 2006
62 Fane Street	D2005/278 - A/E & adds to existing dwelling incl new first floor, oval rear deck and carport	31 Aug 2015
644 Fane Street	D2000/135 - New ground and first floor dwelling to rear	12 May 2010
74 & 76 Fane Street	D2005/18 - A/E & adds to new ground and first floor	6 May 2015
30 Mayne Street	D2010/280 - Demolition of garage, construct new double garage with studio above	12 Apr 2011
42 Mayne Street	D2005/508 - Ground & first floor additions incl new front fence and gates	8 Dec 2015
2 Alfred Street	D2005/46 - A/E & adds to dwelling incl first floor	20 Jul 2015
8 Alfred Street	D2004/210 - Demolition part of rear wing to existing dwelling and construction of new wing addition	1 Jul 2014
10 Alfred Street	D2004/230 - A/E & adds to rear of existing dwelling at ground and first floor and a new carport to rear of the site	22 Sept 2006
10 Alfred Street	D2008/29 - A/E & adds to construction of new double garage with new ground	26 Jun 2008



	First floor additions	
36 Alfred Street	D2000/466 - Construction of a new planning consent of existing front corner window.	12 Dec 2009
38 Alfred Street	D2000/182 - Demolition of existing existing section of a two storey existing dwelling and carport. D200/204 - New two storey dwelling with carport.	1 Apr 2007 3 Oct 2012
40 Alfred Street	D2000/364 - Construction of existing pool, extension of rear verandah and relocation of rear door.	6 Nov 2009
52 Alfred Street	D2000/290 - A to S adds to existing dwelling.	4 Oct 2006
64 Alfred Street	D2000/495 - A to S adds to existing ground and first floor addition.	4 Dec 2008
74A Alfred Street	D200/7615 - A to S adds to existing ground and first floor addition.	1 Mar 2012
161 Booth Street	D2000/1680 - Demolition of carport, site 5 to 11 section of existing dwelling and construction of new dwelling.	1 Jun 2013
162 Booth Street	D2000/1106 - Proposed existing & proposed device to rear deck.	6 May 2007
107 Bull Street	D200/2007 - A to S adds to existing ground and first floor addition.	14 Dec 2012
181 Booth Street	D200/3606 - A to S adds to existing ground and first floor addition with a new front fence.	3 Mar 2014
4 Arguingill Street	D2000/144 - A to S adds to existing dwelling.	17 Oct 2008
8 Arguingill Street	D200/3772 - A to S adds to existing dwelling comprising new dormer window to front and place.	25 Mar 2011
22 Wodden Street	D2000/220 - Demolition of existing industrial building to allow construction of a new future open space. D2000/240 - Construction of new open space.	12 Apr 2006 11 Nov 2006
26 Wipac Street	D2000/1791 - A to S adds to rear of existing dwelling and new storage.	3 Aug 2010
11 Winkfield Street	D2000/2500 - A to S adds to existing ground and first floor addition with a new carport.	14 Apr 2000
60 Wrotham Street	D200/3223 - Partial demolition of existing dwelling and site 4 adds to ground & first floor addition with a new garage and place.	25 Nov 2013
38 Wrotham Street	D200/2160 - A to S adds to existing dwelling and site 4 adds to existing metal shed.	8 Mar 2012
36 Wrotham Street	D200/4176 - Substantial demolition of existing detached garage and construction of new garage with a new storage space.	21 Jun 2014
38 Wrotham Street	D2000/163 - A to S adds to existing dwelling and site 4 adds to existing ground and first floor addition.	27 Jul 2005

30 Fitzhugh Street	D:2008/4964 - Demolition of existing garage and construction of a new garage	28 Nov 2008
51 Fitzhugh Street	D:2007/3946 - Demolition of existing two store rear addition and construct a new two store rear addition with first floor laundry and associated ground floor terrace	25 Aug 2011
80 Fitzhugh Street	D:2004/4924 - A to S, adds incl new cover and swimming pool to the rear	14 Oct 2004
69 Fitzhugh Street	D:2004/3380 - A to S, adds to existing dwelling incl two storey rear extension	1 Oct 2014
68 Railway Parade	D:2000/1187 - Adds to front verandah incl new stairs D:2005/2447 - A to S, adds to existing dwelling incl extension to rear of dwelling, outdoor therapy pool and disabled access from "Rampway" area	2 Jun 2010 5 Aug 2005
68 Railway Parade	D:2002/2616 - A to S, adds to existing dwelling incl ground and first floor	8 Feb 2002

### ITEM 3.8 IMPLEMENTATION OF NSW FOOD AUTHORITY ‘SCORES ON DOORS’ PROGRAM AND POLICY

<b>Division</b>	Environment and Community Management
<b>Author</b>	Manager Compliance & Enforcement
<b>Meeting date</b>	10 May 2016 Policy Meeting
<b>Strategic Plan Key Service Area</b>	Community well-being Place where we live and work Business in the community
<b>SUMMARY AND ORGANISATIONAL IMPLICATIONS</b>	
<b>Purpose of Report</b>	To provide Council with information on the NSW Food Authority ‘Scores on Doors’ Food Safety Program and seek Council endorsement to commence the public exhibition process for a Draft Food Safety ‘Scores On Doors’ Policy.
<b>Background</b>	At the Council Meeting on 23 February 2016, Council resolved to, <i>“Investigate and report back to Council the implementation of a Scores on Doors Scheme in Leichhardt LGA.”</i> Council Officers have prepared a draft policy to enable the commencement of community consultation.
<b>Current Status</b>	The NSW Food Authority currently mandates that when undertaking Food Premises inspections, Food Safety Inspectors rate premises against the ‘Scores on Doors’ criteria. This is included the inspection reports Council currently provides to all food premises operators.
<b>Relationship to existing policy</b>	NIL
<b>Financial and Resources Implications</b>	This proposal is consistent with the recent s23A Guidelines issued by the OLG in relation to financial expenditure.
<b>Recommendation</b>	<ol style="list-style-type: none"> <li>1. That in accordance with Council’s Community Engagement Framework, Council commence a public exhibition and education process regarding the ‘Scores on Doors’ program and Council’s Draft Food Safety ‘Scores On Doors’ Policy as follows: <ol style="list-style-type: none"> <li>a. One weekly local newspaper advertisement for a total of four weeks</li> <li>b. Notice placed on Council website</li> <li>c. Weekly social media notifications via Council Facebook and Twitter accounts</li> <li>d. Notice placed in Council e-news newsletter</li> <li>e. Presentations to be provided to</li> </ol> </li> </ol>

	<p>chamber of commerce meetings</p> <p>f. notification and information letters be sent to all registered food premises</p> <p>g. walk in discussion sessions on the program be held on a weekly basis over a four week period at:</p> <ul style="list-style-type: none"> <li>• 1 x Balmain Library</li> <li>• 1 x Leichhardt Council Town Hall</li> </ul> <p>2. That a report on the outcomes of the community consultation process be prepared and forwarded to Council for determination on the Draft Food Safety 'Scores On Doors' Policy implementation</p>
<b>Notifications</b>	NIL
<b>Attachments</b>	1. Draft Scores on Doors Policy

## Purpose of Report

To provide Council information on the NSW Food Authority 'Scores on Doors' Food Safety Program and seek Council endorsement to commence the public exhibition process for a Draft Food Safety 'Scores On Doors' Policy.

## Recommendation

1. That in accordance with Council's Community Engagement Framework, Council commence a public exhibition and education process regarding the 'Scores on Doors' program and Council's Draft Food Safety 'Scores On Doors' Policy as follows:
  - a. One weekly local newspaper advertisement for a total of four weeks
  - b. Notice placed on Council website
  - c. Weekly social media notifications via Council Facebook and Twitter accounts
  - d. Notice placed in Council e-news newsletter
  - e. Presentations to be provided to chamber of commerce meetings
  - f. notification and information letters be sent to all registered food premises
  - g. walk in discussion sessions on the program be held on a weekly basis over a four week period at:
    - 1 x Balmain Library
    - 1 x Leichhardt Council Town Hall
2. That a report on the outcomes of the community consultation process be prepared and forwarded to Council for determination on the Draft Food Safety 'Scores On Doors' Policy implementation

## Background

At the Council Meeting on 23 February 2016, Council resolved to, *"Investigate and report back to Council the implementation of a Scores on Doors Scheme in Leichhardt LGA."* Council Officers have prepared a Draft Food Safety 'Scores On Doors' Policy to enable the commencement of community consultation.

## Report

In accordance with NSW legislation (*Food Act 2003*) undertakes regular food premises inspections to ensure all premises meet strict government regulations in an attempt to prevent health hazards to the community.

When undertaking food premises inspections, Council's Food Safety Officers assess the premises against the provisions of the:

- *Food Act 2003*
- Food Regulation 2010
- Food Standards Code

The role that food businesses play in the local community is becoming more important, as people's lives get busier and they source their food from outside their home. Food businesses also form an important part of the local economy creating economic activity, employment, bringing people into the area and retaining those who live and work in it by providing reliable meal options.

Council and the community benefit from the local food industry and rely on food premises and the part they play in the diverse local economy.

At the same time, consumer expectations are rising, in particular that:

1. Food premises have the highest levels of compliance with hygiene and food safety standards
2. Consumers are able to have access to official information so they can make their own decision about where they eat, and
3. Council activity such as food inspections are not only done, but are seen to be done.

Council's Environmental Health Officers already undertake food inspections to ensure compliance with hygiene and food safety requirements. Where necessary, they undertake compliance action. Food premises issued with on-the-spot Penalty Notices may appear on the NSW Food Authority's high profile Name & Shame register.

However, the opportunity exists for Council to be proactive in providing transparency around the inspections as well as an additional incentive for businesses to maintain and increase their inspection results, thereby improving the quality of local food premises. To further support council's significant work in this area, council should also take part in the NSW Scores on Doors program.

### **Program Details**

In this regard, Scores on Doors is the NSW hygiene and food safety scoring program that displays the results of food premises regular inspections. Each business is given a rating following a routine inspection by a Food Safety Officer. This is based on how well the business is meeting the requirements of food hygiene law at that time. In particular, the scores are based on:

- How hygienically the food is handled – safe preparation, cooking, reheating, cooling, and storage
- What condition the structure of the premises is in – cleanliness, repair, layout, lighting, ventilation and other facilities
- How the business manages what it does to make sure food is safe, so the officer can be confident standards will be maintained in the future



Sydney has a world-class dining scene and food businesses are generally very good at complying with food safety and hygiene requirements. However the program is designed to drive food safety and therefore a reduction in foodborne illness.

Scores on Doors is a promotional program that recognizes and celebrates those food businesses that are complying with NSW hygiene and food safety requirements. It can be an excellent marketing program and selling point for small businesses.

When a business achieves good to excellent standards, at an unannounced inspection, they are awarded a star rating by the officer. A certificate is then issued by the Food Safety Authority (Council or NSW Food Authority) and positioned in a highly visible place for customers to see. This is usually in the front window or door of the business.

Good to excellent operators are also listed on Council's website and the free 'Scores on Doors App'. The ratings are as follows:

Rating	Definition
5 stars – Excellent	The business has achieved the highest level of compliance with food safety standards.
4 stars – Very good	The business has very good safety practices in place. Some minor areas where standards were not meet will need to be addressed.
3 stars – Good	The business has a good standard of food compliance. A number of areas, although not serious, need to be corrected.

Scores on Doors gives greater visibility and transparency of compliance by food businesses. The program allows a consumer to choose where to eat out or shop for food. The program is focussed on retail food service businesses that process and sell food that is ready-to-eat, intended for immediate consumption, and potentially hazardous if not handled correctly and under the right conditions. These are the higher risk premises that have the greatest potential to cause foodborne illness if food is not handled correctly.

The premises that the 'Scores on Doors' scheme is limited to include certain higher and medium risk retail food service businesses (as defined by the NSW Food Authority Priority classification of businesses framework and Priority Classification System Version 4 dated 27 April 2010). For the program to apply high and medium risk food premises must be processing and selling food in NSW that is:

- Ready-to-eat; and
- Potentially hazardous (i.e. requires temperature control); and
- For immediate consumption

These businesses include:

- Restaurants
- Take away shops
- Pubs
- Hotels
- Cafes
- Bakeries
- Clubs
- Delicatessens
- Supermarkets selling hot food

The scheme is not intended for low risk food premises or those serving pre-packaged food e.g. service stations, butchers, green grocers, temporary markets, mobile food vending vehicles, or premises licensed by the NSW Food Authority. The voluntary program was first piloted in 2010 and was then expanded to a trial in 2011-2012. Following feedback from councils and food industry stakeholders a few elements of the program have been enhanced to reduce perceived barriers to participation in the program (for example, the meaning of the ratings are being made more clear and businesses will no longer be asked to sign a legal agreement to participate). Importantly, the rating certificate that is displayed carries an explanation of what it represents, a warning about relying solely on the rating and a disclaimer from liability for the council for any acts by the food business or about the condition of the premises.

### **How would this work?**

1. Following council's existing routine inspections, eligible food premises would receive a hygiene and food safety rating based on points allocated under the Scores on Doors guidelines, akin to a demerit system; the standard Food Premises Assessment Report that council inspectors use promotes consistency in points allocation;
2. NSW Food Authority provides the certificates free of charge to councils for each of the three ratings: Good, Very Good or Excellent; businesses assessed with critical breaches or too many lesser breaches are not awarded any grade or certificate;
3. Certificates can be issued on the spot at the time of the inspection, or sent out afterwards, it is proposed the Leichhardt will issue all certificates at the same time following the completion of the annual inspection regime;
4. The rating certificate would be displayed on the front window or near the entrance to the premises; and
5. There need be no extra work for council staff as a result of participating in the program.
6. An appeal process will be implemented

### **Councils participating in Scores on Doors program**

There are numerous Food Safety Enforcement Agencies who have opted in to participating in the Scores on Doors program. These include:

- Ashfield Council
- Ballina Council
- Bankstown Council
- Bathurst Council
- Bega Valley Council
- Blacktown Council
- Bland Council
- Bombala Council
- Botany Bay Council
- Burwood Council
- Cabonne Council
- Canada Bay Council
- Cessnock Council
- Cootamundra Council
- Deniliquin Council
- Forbes Shire Council
- Goulburn Mulwaree Council
- Greater Taree Council
- Great Lakes Council
- Griffith Council
- Hawkesbury Council
- Holroyd Council
- Hornsby Council
- Kogarah Council
- Lachlan Council
- Liverpool Council
- Manly Council
- Mid-Western Council
- Mosman Council
- Narromine Council
- Newcastle Council
- Parkes Council
- Parramatta Council
- Queanbeyan Council
- Randwick Council
- Ryde Council
- Shoalhaven Council
- Singleton Council
- Sutherland Council
- Sydney City Council
- Sydney Harbour Federation Trust

- Tumut Council
- Wagga Wagga Council
- Warringah Council
- Wingecarribee Council
- Wollondilly Council
- Wyong Council

### **How Scores on Doors program can benefit Leichhardt Council**

As participation in Scores on Doors does not require food premises to do anything extra, other than display its certificate near a prominent, public position such as a front window or behind the counter. "Score on Door" scheme should be easily implemented. The NSW Food Authority currently mandates that when undertaking Food Premises inspections, Food Safety Officers rate premises against the 'Scores on Doors' criteria. This is included in the inspection reports Council currently provides to all food premises operators.

The Scores on Doors program is underpinned by the standard NSW inspection checklist (Food Premises Assessment Report or FPAR) that is already in use to conduct food premises inspections. The FPAR is provided free to councils from the NSW Food Authority and has built-in check points that can be used to calculate the Scores on Doors rating. The NSW Food Authority provides the display certificates at no cost for each of the three rating grades, and council inspection staff can routinely hand these over at the conclusion of the inspection. There is no need for additional work.

Public visibility of the Scores on Doors ratings helps create competition and an incentive for food premises to maintain and improve their food safety culture. This can lead to greater levels of compliance and therefore less need for follow up visits and resource intensive compliance action. It can also mean fewer consumer complaints. This program will enable council officers to focus on the poor performers in the area, while the complying businesses are given the opportunity to strive for a better score in the next routine inspection and save money.

Council and its community benefit from the local food industry and rely on the role it plays in a diverse local economy. The Scores on Doors program is designed to reward food premises that do the right thing by their customers. Displaying a rating certificate can be a source of trust for consumers that food businesses have been inspected and met minimum standards in critical areas.

### **NSW Food Authority Research on the program**

In 2011, the NSW Food Authority released an evaluation report into the program. This report undertook surveys and discussions with consumers, Councils, business operators and an Hospitality Industry Working Group.

Below is extracts of the key elements of the NSW Food Authority report.  
The evaluation used qualitative and quantitative including:

- face-to-face or telephone interviews
- two consumer focus group sessions by an independent social researcher (TNS Research)
- 300 postal surveys completed by consumers living and/or working that had eaten at a participating business
- consultation with CHOICE (consumer advocates)
- a series of workshops/teleconferences with councils operating 'Scores on Doors'
- online questionnaires via survey monkey
- an assessment of hygiene inspection data
- consultation meetings with the Food Regulation Forum and Retail and Food Service Industry Advisory Group

The report provides that overall there was a favourable reaction from both focus groups for the 'Scores on Doors' scheme and that the program is a positive initiative that benefits both consumers and food businesses.

The overall opinions of food businesses who participated were positive:

- 93% indicated they would continue with the scheme
- 82% believe that participation in a 'Scores on Doors' scheme will help to raise awareness of food safety standards within their business and be a positive reinforcement for staff attitude and behaviour
- 100% of respondents were happy with the information material (fact sheets, guidelines, consumer cards) provided
- 86% indicated they would be willing to pay for a re-inspection ahead of the next scheduled inspection if they received a poor score and had taken measures to rectify breaches
- 57% prefer the star grading format as the best display of the standard of food safety and in their business

The surveys sought responses from consumers who had eaten at participating businesses on their opinions and recognition of the 'Scores on Doors' program. 292 responses were received. Overall opinions of the Pilot were very positive. The vast majority of respondents thought 'Scores on Doors' would be useful and if grades were displayed by more businesses in NSW, they would use them to help make decisions about where to eat.

A summary of responses to the survey questions follows:

- 44% of consumers surveyed claim to have used 'Scores on Doors' to make a decision on where to eat
- 83% of consumers surveyed are likely to use 'Scores on Doors' to make a decision about where to eat in the future
- 76% preferred a star grading format as that which best displays the standard of food safety in food businesses.
- 39% of consumers understood a 'C' grade to mean that the business isn't perfect and that might affect my decision to eat there. 21% indicated that the

business might not be perfect, but would still feel comfortable about eating at that business.

- 8% of consumers indicated they would only eat at 'A' graded businesses with a further 31% indicating they would only eat at an 'A' or 'B' graded business.
- 88% of consumers indicated they would not eat or be worried about eating somewhere that had a 'P' grade displayed.
- 80% found the information cards on the 'Scores on Doors' Pilot that were displayed on the front counters of participating businesses to be informative and/or interesting.
- 38% would like to see grades available online through a central website, while a further 27% would like the opportunity to search for grades on a local council website. 30% claim they would not look online for grades
- Although not prompted, a few consumers spontaneously suggested that the 'Scores on Doors' scheme should be made mandatory for it to be effective.

A copy of the full report can be found at:

- [http://foodauthority.nsw.gov.au/Documents/scoresondoors/Evaluation\\_Report\\_SoD.pdf](http://foodauthority.nsw.gov.au/Documents/scoresondoors/Evaluation_Report_SoD.pdf)
- [http://foodauthority.nsw.gov.au/Documents/scoresondoors/Appendix\\_2\\_SoD.pdf](http://foodauthority.nsw.gov.au/Documents/scoresondoors/Appendix_2_SoD.pdf)
- [http://foodauthority.nsw.gov.au/Documents/scoresondoors/Appendix\\_3\\_SoD.pdf](http://foodauthority.nsw.gov.au/Documents/scoresondoors/Appendix_3_SoD.pdf)

### **Summary/Conclusions**

The Scores on Doors program rewards food premises that do the right thing by their customers

1. the program provides food premises throughout the area with a public incentive to raise standards
2. they offer the potential that higher standards in food premises could mean fewer compliance issues requiring follow up and fewer consumer complaints, and
3. most importantly, they will help provide our community with clean and healthy value-for-money food products and services, which positively showcase the Council's many communities and culinary attractions.

### **Attachments**

1. Draft Scores on Doors Policy





## Leichhardt Municipal Council

### FOOD SAFETY 'SCORES ON DOORS' POLICY

<b>Date Adopted:</b>	10 May 2016
<b>Council or Corporate Policy</b>	Council Policy
<b>Responsible Division:</b>	Environmental & Community Management Division Compliance & Enforcement Teams
<b>Supporting documents, procedures &amp; forms of this policy:</b>	<p>This Policy sits within the broader NSW law enforcement policy context and is informed by relevant legislative obligations relating to privacy and access to information and emerging case law and other legal developments.</p> <p>Further reference material informing this Policy includes:</p> <ul style="list-style-type: none"> <li>• <i>Leichhardt Municipal Council Compliance &amp; Enforcement Policy</i> (1 January 2016)</li> <li>• NSW Food Authority 'Scores on Doors' Recommended Policy and Procedures 2005</li> <li>• <i>Risk-Based Compliance</i>, (2008), Better Regulation Office, NSW</li> <li>• <i>Exercising of Discretion</i> (April 2002), NSW Department of Planning Practice Note</li> <li>• <i>A fact sheet discussing the meaning of "Public Interest"</i> published by the NSW Ombudsman;</li> <li>• <i>Enforcement Guidelines for NSW Councils</i> (June 2002), NSW Ombudsman.</li> </ul>
<b>References &amp; Legislation:</b>	<b>Food Act 2003</b>



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**1 Policy Title**

This Policy is the 'Leichhardt Municipal Council Food Safety 'Scores on Doors' Policy'

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**2 Policy status**

This policy was formally adopted by Leichhardt Council on [TBA] and commenced operation on [TBA].

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**3 Policy review**

This policy is to be reviewed on at least an annual basis and may be amended at any time. Any amendments to this policy must be by a resolution of the Council.

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**4 Background**

'Scores on Doors' is a food business rating scheme introduced by the NSW Food Authority in order to help consumers make informed decisions about where to eat.

'Scores on Doors' is a scheme for disclosing the inspection result achieved by food premises.

The 'Scores on Doors' scheme in NSW is intended to assess participating food businesses against food safety legislation with particular emphasis on those food handling practices known to be linked to foodborne illness.

This assessment, using a standardised checklist and scoring scheme, will generate a star rating which is designed to be displayed in a prominent location within the premises. This allows consumers to make informed choices about the places where they eat out or from which they purchase food thereby encouraging businesses to maintain and improve their hygiene standards.

The 'Scores on Doors' scheme is designed to reward well performing businesses. It is an incentive for businesses to improve and maintain a high level of food hygiene without further stigmatising poor performing businesses.

Additionally, it is designed to apply 'market pressure' on businesses to improve compliance and regulatory consistency.

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**5 Purpose of Policy**

The purpose of this policy is to:

- a) Advise the community and businesses that Leichhardt Municipal Council takes food safety seriously in order to aid in preventing foodborne illness
- b) Improve the food safety culture within the LGA
- c) Aid in strengthening the local economy, through the display of a rating certificate which can represent a source of trust for consumers that food businesses have been inspected and have met minimum food standards in critical areas.

## 6 Policy Statement

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Council will:

- Maintain appropriate resources to ensure the effective delivery of this policy, including appropriately trained, experienced and qualified field staff
- Continue to proactively manage a register of food premises
- Continue to implement a program of proactive food safety audits as an enforcement agency under the Food Act 2003
- Provide systems and processes which support efficient and effective delivery of this policy
- Conduct enforcement consistent with Leichhardt Council's Compliance and Enforcement Policy
- Collaborate with other agencies, including the NSW Food Authority

## 7 Application of Policy

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- a) This policy applies to relevant food premises within the Leichhardt Municipal Council (LMC) and Local Government Area for which LMC is the Appropriate Regulatory Authority (ARA)
- b) The premises that the 'Scores on Doors' scheme is limited to include certain higher and medium risk retail food service businesses (as defined by the NSW Food Authority Priority classification of businesses framework and Priority Classification System Version 4 dated 27 April 2010)

For the program to apply high and medium risk food premises must be processing and selling food in NSW that is:

- Ready-to-eat; and
- Potentially hazardous (i.e. requires temperature control); and
- For immediate consumption

These businesses include:

- Restaurants
- Take away shops
- Pubs
- Hotels
- Cafes
- Bakeries
- Clubs
- Delicatessens
- Supermarkets selling hot food

The scheme is not intended for low risk food premises or those serving pre-packaged food e.g. service stations, butchers, green grocers, temporary markets, mobile food vending vehicles, or premises licensed by the NSW Food Authority

- c) In the event this policy is inconsistent with any relevant Act or Regulation, the Act or Regulation will apply to the extent of that inconsistency
- d) For the avoidance of doubt, this is not a local orders policy for the purpose of section 159 of the Local Government Act 1993

- e) Unless specified in the dictionary within this Policy, all terms used have the same meaning as in the Interpretations Act 1987 and the relevant Acts, Regulations, Environmental Planning Instruments for which Council is the ARA
- f) Whilst it is intended that the principles in this policy will have general application, there may be cases where the particular circumstances justify departure from these principles. Any departures will be subject to the authorisation of the Manager, Compliance and Enforcement.

## **8 Education and Awareness**

Council aims to take a proactive approach in food safety awareness and compliance, through the provision of information to the public and to food premises operators.

Council also aims to provide information to raise awareness and educate the community about compliance, enforcement and regulatory requirements.

The approach Council will undertake is as follows:

- Integrate education into every process we undertake
- Provide information on Council website
- Provide checklists for operators who have regular audits
- Use Social Media to distribute information
- Hold public information sessions for big ticket items

## **9 Roles and Responsibilities of Councillors and Staff in relation to unlawful activity**

### **9.1 Elected Council**

Councillors have two distinct roles under s232 of the Local Government Act 1993: as a member of the governing body of the Council and as an elected person.

- 1) The Councillors, as members of the governing body of the Council, have the responsibility to adopt and review this Policy and monitor its compliance.
- 2) In the role of elected person, a Councillor represents the interests of the community with respect to the implementation of this Policy.

Notwithstanding, the Council's Code of Conduct sets the standard of conduct that is required of Councillors in the exercise of the above described roles. In particular, with respect to any suspected Unlawful Activity, Councillors must not:

- direct Council staff other than by giving appropriate direction to the General Manager in the performance of Council's functions by way of council or committee resolution or by the Mayor or administrator exercising their power under section 226 Local Government Act 1993;
- direct or influence or attempt to direct or influence Council staff at any public or private fora;
- contact a member of Council staff on Council related business unless in accordance with the policy and procedures governing the interaction of Councillors and Council staff that have been authorised by the Council and the General Manager; and

- contact or issue instructions to any of Council's contractors or tenderers, including Council's legal advisers, unless by the Mayor or administrator exercising their power under section 226 of the Local Government Act 1993.

#### 9.2 Council Authorised Officers

- a) The General Manager is responsible for ensuring this policy is enacted.
- b) The Manager Compliance and Enforcement is responsible to ensure Council Authorised Officers are appropriately carrying out their legislative responsibilities in accordance with this Policy.
- c) All Council staff who deal with unlawful activity are:
  - Responsible for implementing this Policy
  - Required to comply with Council's Code of Conduct
  - Apply the principles of procedural fairness at all times
  - Always act within delegations responsible for the investigation of a matter shall keep a full and complete record of their actions, including reasons for decisions made in relation to an investigation
  - Use discretion in an appropriate manner

### 10 Responding to Complainants & Privacy of Complainants

All Requests for Service with respect to a suspected Unlawful Activity will be managed in accordance with Council's Compliance and Enforcement Policy.

### 11 Regulatory action and cost recovery

All regulatory action and cost recovery with respect to Unlawful Activity will be managed in accordance with Council's Compliance and Enforcement Policy.



## 12 The application of the 'Scores on Doors' program

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### 12.1 The Scores on Doors scheme uses the existing council inspection program

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Council officers will use the programmed, unannounced inspection system currently in place to conduct the 'Scores on Doors' inspections.

All eligible businesses will be issued a Rating Certificate and will be advised of the necessity to have it displayed.

Businesses can't opt out of the Scheme even if they are dissatisfied with their score. The results of any follow-up re-inspections or enforcement activity, further to an unannounced inspection, will not be used to generate or amend the initial Scores on Doors rating unless they are going to appeal to council to review its star rating.

### 12.2 Standardised inspection check sheets are used

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During an inspection, eligible food businesses participating in the 'Scores on Doors' will be assessed using the standardised inspection check sheet, the Food Premises Assessment Report (FPAR).

The content of the check sheet has been developed in consultation with NSW councils and is based on legislative requirements of the Food Standards Code (FSC). The FPAR is designed to be used as a checklist of compliance and features a scoring system whereby points are accrued for noncompliance from which a star rating (3, 4 or 5 stars) will be determined. Points are issued for certain breaches related to risk, ranging from 1 point (minor) to 8 points (critical).

If a critical food safety issue is identified during the inspection, it is dealt with by the inspector as per the Council's Compliance and Enforcement Policy. Under this policy, Council officers use a range of enforcement tools depending on the severity of the issue. A variety of enforcement tools are available which range from warnings through to penalty notices, improvement notices, prohibition orders, seizure orders and prosecution. Businesses identified as having a critical food safety issue are ineligible to display a star rating.

### 12.3 After an inspection a star rating is generated

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The Scores on Doors program is underpinned by the standard NSW inspection checklist (Food Premises Assessment Report or FPAR) that is already in use to conduct food premises inspections. The FPAR is provided free to councils from the NSW Food Authority and has built-in check points that can be used to calculate the Scores on Doors rating.

Following Council's existing routine inspections, eligible food premises would receive a hygiene and food safety rating based on points allocated under the Scores on Doors guidelines, akin to a demerit system; the standard Food Premises Assessment Report that council inspectors use promotes consistency in points allocation;

After the council officer completes the inspection check sheet, the points received by the business are added together and a corresponding star rating is assigned. The lower the point score received, the better the star rating.

Points	Rating	Definition
0-3	★★★★★ <b>Excellent</b>	The business has achieved the top grade means which means that it achieved the highest level of compliance with food safety standards.
4-8	★★★★ <b>Very Good</b>	The business has in place very good food safety practices. Some minor areas where standards were not met will need to be addressed.
9-15	★★★ <b>Good</b>	The business has a good standard of food safety. A number of areas, although not serious, need to be corrected.

Businesses who do not achieve a 3 star rating will not be issued a certificate. These food premises will be notified at the time of inspection by the Authorised Officer of issues and ways to improve the score for the next inspection.

#### 12.4 The businesses star rating is displayed on a certificate at the entrance to the premises

The council officer provides the business with a certificate which depicts the star rating achieved during the inspection. The certificate must be displayed at each public entrance to the participating food business and remains the joint property of the NSW Food Authority and council. Only the official Scores on Doors certificate may be displayed. Businesses are not to display a false Certificate or one that is not the most recent. Certificates will be checked by Council Officers during food premises inspections and / or random audits.

Council may identify Scores on Doors ratings on its web site but should not publish a rating if a review of it is underway and not yet concluded.

The certificate will be provided by council within seven (7) days of the inspection or can be issued on the spot. The certificate includes an expiry date, and the certificate must be displayed until the next routine inspection by council unless the business is deemed ineligible to display the certificate (see section x Eligibility criteria).

The Scheme operates separately to the Name and Shame scheme operated by NSW Food Authority and will have no effect upon this latter scheme or upon the exercise of regulatory functions in relation to food safety.

#### 12.5 A business may appeal to council to review its star rating.

- a) Food businesses may seek review of its star rating within seven (7) calendar days of receiving the certificate. Request made outside the stipulated period will not be considered.
- b) The appeal must be made in writing to council to the Manager Compliance & Enforcement.
- c) In the appeal the proprietor(s) must specify what non-compliance they wish to appeal and the mitigating circumstances that may have resulted in the non-compliance.  
Examples that may be considered include:
  - o Emergency situations.
  - o Structural issues that have arisen in the past seven (7) days.
  - o Equipment faults that have occurred in the past twenty-four (24) hours and have not resulted in a food safety issue.

Council will not accept excuses relating to:

- o misinterpretation or significant / direct breaches of the of Food Standards Code requirements.
- o Lack of knowledge on Food Standards Code requirements.
- o Issues with staff
- o High risk food safety issues
- o Long term issues

- d) Council must determine the appeal within fourteen (14) days of it being received and a determination made.

After reviewing and considering any representations made concerning the score issued, Council may determine any of the following:

- i. Stipulate that the score originally issued is to stand, or
- ii. Undertake a re-inspection to determine if another score can be issued

- e) Where an appeal has been rejected by Council there is no further appeal on the decision and no further correspondence will be entered into on the matter.

- f) Where an appeal against a decision is granted, a re-inspection of the premises will be undertaken and the payment of a re-inspection fee in accordance with Council's adopted fees and charges will be required.

#### 12.6 Certain instances render businesses ineligible to display a star rating

A food business is not eligible to receive or display a rating, regardless of the final points score, if:

- a) the 'authorised officer' takes enforcement action through issuing an:
  - o Improvement Notice, or;
  - o Penalty Notice, or;
  - o Prohibition Order, or;
  - o Seizure Notice, or;
  - o Prosecution
- b) the 'authorised officer' assigns a 'critical' breach (breach score of 8)
- c) the inspection that is undertaken is only a 'part' inspection (ie, completion of the full FPAR is not undertaken)
- d) a food business is inspected due to a complaint and the complaint is substantiated or proven
- e) the council officer becomes aware of a significant change in food safety standards at a premises

If any of the above situations occur, the food business will be deemed ineligible to display its current rating and the rating display must be removed. It is recommended that council conduct an unannounced inspection within three (3) months to re-determine the rating.

#### 12.7 Issuing of Certificates

All certificates will be issued at the same time following the completion of the full annual food premises inspection regime.

### ITEM 3.9 DEALINGS WITH BROADSPECTRUM (TRANSFIELD) AND WILSON GROUPS

<b>Division</b>	Corporate and Information Services
<b>Author</b>	Manager Governance and Administration Procurement and Contracts Coordinator
<b>Meeting date</b>	10 May 2016 Policy Meeting
<b>Strategic Plan Key Service Area</b>	Sustainable services and assets

#### **SUMMARY AND ORGANISATIONAL IMPLICATIONS**

<b>Purpose of Report</b>	To report back to Council regarding a proposal to boycott Broadspectrum (Transfield) and Wilsons Groups and the resolutions of Marrickville Council and the City of Sydney regarding this issue.
<b>Background</b>	<p>At the Ordinary Council Meeting of 27 October 2015, Council considered a notice of motion regarding a boycott of Transfield and Wilson Groups and called for a further report. This report was consider at the Council Meeting of 23 February and Council resolved:-</p> <ol style="list-style-type: none"> <li><i>1. That Council Officers review and further develop existing policies in relation to Ethical and Fair trading and report to Council on opportunities to advise Council in regard to tender processes.</i></li> <li><i>2. That a further report be provided to Council on the adopted position by Marrickville Council and City of Sydney on this issue.</i></li> </ol>
<b>Current Status</b>	NIL
<b>Relationship to existing policy</b>	Statement of Business Ethics, Investment Policy and Procurement Policy and procedures
<b>Financial and Resources Implications</b>	This proposal is consistent with the recent s23A Guidelines issued by the OLG in relation to financial expenditure.
<b>Recommendation</b>	That Council give consideration to amendments to Council's Investment Policy, Procurement Policy and procedures in relation to dealings with Broadspectrum (Transfield) and Wilsons Groups.
<b>Notifications</b>	NIL
<b>Attachments</b>	<ol style="list-style-type: none"> <li>1. Legal Advice from Manager Legal Services</li> <li>2. Amended Statement of Business Ethics</li> </ol>

## Purpose of Report

To report back to Council regarding a proposal to boycott Broadspectrum (Transfield) and Wilsons Groups and the resolutions of Marrickville Council and the City of Sydney regarding this issue.

## Recommendation

That Council give consideration to amendments to Council's Investment Policy, Procurement Policy and procedures in relation to dealings with Broadspectrum (Transfield) and Wilsons Groups.

## Background

At the Ordinary Council Meeting of 27 October 2015, Council considered a notice of motion regarding a boycott of Transfield and Wilson Groups and called for a further report. This report was considered at the Council Meeting of 23 February and Council resolved:-

1. *That Council Officers review and further develop existing policies in relation to Ethical and Fair trading and report to Council on opportunities to advise Council in regard to tender processes.*
2. *That a further report be provided to Council on the adopted position by Marrickville Council and City of Sydney on this issue.*

## Report

Council staff have made enquiries to the City of Sydney and Marrickville councils to discover what action they have taken with regards to a proposal to place a ban on entering into contracts with Broadspectrum (Transfield) and Wilsons Groups.

The City of Sydney considered this matter on 14 December 2015 and resolved:

*"the Chief Executive Officer be requested to:*

- (i) sign the No Business in Abuse pledge on behalf of the City of Sydney; and*
- (ii) conduct a review of the City of Sydney's investments and procurement policies to ensure that the City honours the pledge".*

The pledge has been signed but staff are still reviewing procurement policies in relation to the pledge.

Marrickville Council considered this matter on 16 February 2016 and resolved:

*“THAT:*

- 1. The General Manager sign the No Business in Abuse pledge on behalf of Marrickville Council;*
- 2. Council’s procurement policy be updated to ensure that no new contracts with Broadspectrum (formerly Transfield) and Wilson Security, or other companies that profit from detention centres, are entered into until their association with detention centers cease;*
- 3. Council’s investment policy be updated to ensure that Council is not investing in Broadspectrum (formerly Transfield) and Wilson Security, or other companies that profit from detention centres, until their association with detention centers cease; and*
- 4. Council publicly promote Council’s commitment, as one of a range of initiatives Council is undertaking to demonstrate support and welcome for refugees and asylum seekers.”*

Staff from Marrickville Council have advised that they have taken the following steps to implement this resolution:-

- The procurement policy has been amended to state “No new contracts with Broadspectrum (formerly Transfield) and Wilson Security, or other companies that profit from detention centres, are entered into until their association with detention centres cease”.
- The investments policy has been amended to state that Council does not make any direct investments with Broadspectrum (formerly Transfield) and Wilson Security.
- A schedule have been developed which will be incorporated into future Tenders and Requests for Quotations such that those Suppliers provide us with the appropriate undertaking that they do not profit from detention centres before we enter into a Contract with them.

#### Review of Policies

Council’s Manager Legal Services provided written legal advice at the Council Meeting on 23 February, which is shown as Attachment 1. This legal advice stated that “to simply have a resolution that we will not deal with the Group is arguably in breach of the Regulation and the *Local Government Act 1993*, and may be a breach of the *Competition and Consumer Act 2010 (Commonwealth)* section 4D”.

To limit any possible litigation against Council for breach of the above legislation, Council could makes the following changes to its Investment Policy and Procurement Policy and Procedures:-

1. Include a schedule in all future Tenders and Requests for Quotations requiring suppliers to complete a declaration that their company including all company holdings do not provide any services to Detention Centres. This declaration would then become a mandatory selection criteria in all tenders and requests for quotations and any company that provides services to Detention Centres would be a non-conforming tender/quote.



2. Amend Council's Purchasing Policy to require that each tender and request for quotation include a mandatory selection criteria for the Declaration of Providing Services to Detention Centre as described in point 1 above.
3. Amend Council's Statement of Business Ethics to include a statement that tenders and quotations will require each potential supplier to complete a Declaration that they do not provide services to Detention Centres. This amendment is shown in red as Attachment 2.
4. Amend Council's Investment Policy to state that Council will not directly invest in Broadspectrum (Transfield) and Wilsons Groups.

These suggested changes have been reviewed by Council's Manager Legal Services who is supportive of this approach, if Council determines to proceed with these changes.

### **Summary/Conclusions**

Council staff have reviewed the resolutions of Marrickville and City of Sydney councils and in light of the legal advice provided by Council's Manager Legal Services, have suggested that Council could make amendments to Council's Procurement Policy and Procedures, Investment Policy and Statements of Business Ethics. Council Officers are of the opinion that these amendments will ensure contracts and investments are not entered into with Broadspectrum (Transfield) and Wilsons Groups and will avoid the possibility of breaching legislation. These proposed amendments to existing policies and procedures negate the need to develop an Ethical Trading Policy.

### **Attachments**

1. Legal Advice from Manager Legal Services
2. Amended Statement of Business Ethics

## ATTACHMENT 1 - LEGAL ADVICE

### Leichhardt Council Contracts with Transfield and Wilson's Group of Companies (Group)

#### Advice sought

By resolution dated 27 October 2015, Council resolved to seek information on any investments with the Group; and to seek advice on whether Council could refuse to contract with the Group in the future. Council has no investments with the Group, and this advice concerns Council's ability to refuse to deal with the Group.

#### Executive Summary

I do not believe Council can merely pass a resolution that says we will not deal with the Group. I believe that Council can adopt a policy of accepting tenders only from reputable tenderers who live up to high ethical standards. Those standards can look to the human rights record of the tenderer (if there are any issues which have involved ethical trading or human rights issues) and a tenderer could be excluded on those grounds. The objective sought by Council may be achieved by having an ethical trading policy.

#### Instructions

Although not within my instructions I am aware that the Group have engaged in practices that have allegedly caused the death or mental harm to many refugees within their care. The Group has been successful in tendering for the care and control of hundreds of refugees, and the quality of that care has been questioned on the basis of breaches of human rights by the Commissioner for Human Rights Gilliam Triggs and other authoritative bodies.

#### Analysis

I have read the officers' report and concur with their comments about the *Local Government (General) Regulation 2005 (Regulation)* concerning the need to tender. My only point of contrast is that if the Group responds to a tender it is not appropriate to simply dismiss their tender on the basis of the resolution. There needs to be sound reasons for rejection, especially if the tender in other regards is competent. To simply have a resolution that we will not deal with the Group is arguably in breach of the Regulation and the *Local Government Act 1993*, and may be a breach of the *Competition and Consumer Act 2010 (Commonwealth)* section 4D.

#### Another method

If the attempt to exclude the Group is seen as part of a wider course of action by those affronted by the Group's breach of human rights it could run afoul of secondary boycott legislation and expose Council to fines and orders.

The Council can secure the same result legally by adopting an ethical trading policy which can include issues such as those which have caused Councillors to question any business relationship with the Group.

I have discussed this with the Group Manager Community and Cultural Services who has indicated that there is value in consolidating our policies in this regard so as to have an overarching policy dealing with ethical and moral trading.

I trust this is of assistance. Please do not hesitate to call should you require more information.



## STATEMENT OF BUSINESS ETHICS

This statement provides guidance for all sectors in the community when conducting business with the Leichhardt Municipal Council.

## CODE OF CONDUCT

Leichhardt Council has adopted the NSW Government Premier & Cabinet, Division of Local Government Model [Code of Conduct and Procedures for the Administration of the Code of Conduct \(PDF 240.6KB\)](#) to assist elected representatives and Council officers to: -

- Understand the standards of conduct that are expected of them;
- Enable them to fulfil their statutory duty to act honestly and exercise a reasonable degree of care and diligence; and to
- Act in a way that enhances public confidence in the integrity of Local Government.

The key principles underpinning this Code are: -

### Integrity:

Council officials must not place themselves under any financial or other obligation to any individual or organisation that might reasonably be thought to influence them in the performance of their duties.

### Leadership:

Council officials have a duty to promote and support the key principles by leadership and example and to maintain and strengthen the public's trust and confidence in the integrity of the Council. This means promoting public duty to others in the Council and outside, by their own ethical behaviour.

### Selflessness:

Council officials have a duty to make decisions in the public interest. Officials must not act in order to gain financial or other benefits for themselves, their families, friends or business interests. This means making decisions because they benefit the public, not because they benefit the decision maker.

### Impartiality:

Council officials should make decisions on merit and in accordance with their statutory obligations when carrying out public business. This includes the making of appointments, awarding of contracts or recommending individuals for rewards or benefits. This means fairness to all; impartial assessment; merit selection in recruitment and in the procurement and sale of Council's resources; considering only relevant matters.

### Accountability:

Council officials are responsible to the public for their decisions and actions and should consider issues on merit, taking into account the views of others. This means recording reasons for decisions; submitting to scrutiny; keeping proper records; establishing audit trails.

### Openness:

Council officials have a duty to be as open as possible about their decisions and actions, giving reasons for decisions and restricting information only when the wider public interest clearly demands. This means recording, giving and revealing reasons for decisions; revealing other avenues available to the client or business; when authorising, offering all information; communicating clearly.

**Honesty:**

Council officials have a duty to be honest. Individuals must declare any private interests relating to their public duties and take steps to resolve any conflicts arising in such a way that protects the public interest. This means obeying the law; following the letter and spirit of policies and procedures; observing the code of conduct; fully disclosing actual or perceived conflicts of interest and exercising conferred power strictly for the purpose for which the power was conferred.

**Respect:**

Council officials will treat others with respect at all times. This means not using derogatory terms towards others, observing the rights of other people, treating people with courtesy and recognising the different roles others play in local government decision-making.

**PROCUREMENT PRINCIPLES****Value for money:**

In all of our business decisions we will strive to obtain the best value for money. We will do this by taking into account all relevant costs and benefits of each proposal including factors such as initial costs, suitability, flexibility, reliability, on-going costs, reputation and performance history of the supplier, occupational health and safety requirements, relative risk, legal compliance and environmental sustainability.

**Open and Effective Competition:**

All potential Vendors will have the same opportunities to compete for Council's business and will be treated equitably based upon their legal, commercial, ethical, technical and financial capabilities. All other factors being equal, Council may choose to support Small and Medium Enterprises in accordance with State Government procurement reforms to increase opportunities for small and medium enterprises (SMEs) to gain government business.

**Efficient, Effective and Ethical Use of Resources:**

The Council will select a procurement process to commensurate with the fit for purpose, size and risk profile of the particular procurement activity and shall be conducted in accordance with Council's procurement policies, processes and procedures. In all procurement activities, the process should identify critical factors that need to be considered to ensure the maximum possible contribution and relevant outcome are being delivered to all stakeholders. In most circumstances, goods and services estimated to cost over \$150,000 (including GST) will be subject to a tender process to be carried out. Other procurements may be the subject of specific contracts and agreements with the Council, NSW Department of Finance and Services (NSW Procurement), Southern Sydney Regional Organisation of Councils (SSROC) or by competitive quotations. Low value items will be obtained through Council's standard ordering processes.

At all times Council officers will act ethically, embracing the principles of honesty, integrity, probity, diligence, fairness, trust, respect and consistency. Ethical behaviour identifies and avoids conflicts of interest ensuring an individual does not make improper use of their power and position.

Council will not seek to benefit from vendors practices that may be dishonest, unethical or unsafe.

Council will not enter into contracts with vendors who have had a judicial decision made against them (not including decisions under appeal) relating to employee entitlements and have not paid the claim. Council will require a declaration on these matters from all tenderers.



#### Accountability and Transparency:

Council will ensure that procurement processes are conducted soundly and that the related decisions are documented, defensible and substantiated in accordance with legislation and Council policies. Council officials are accountable and responsible for the actions and decisions they take in relation to procurement and the resulting outcomes, of which, may be the subject of public scrutiny.

#### WHAT YOU CAN EXPECT FROM US

Council will ensure that all policies and procedures relating to its procurement process are consistent with legislative requirements, best practice and the highest standards of ethical conduct.

Specifically, when doing business with Council you can expect our officials to: -

- Be courteous and professional;
- Apply the principles of integrity, probity, diligence, trust, respect, honesty, selflessness, impartiality, accountability and transparency;
- Strive to achieve the best value for money for the community;
- Apply non-discriminatory practices;
- Resolve any real or perceived or potential conflicts of interest in the public interest;
- Respond promptly and appropriately to enquiries made of them;
- Make decisions based upon merit and in accordance with any relevant criteria;
- Comply with all relevant legislative and Council requirements;
- Give due consideration to environmentally sustainable outcomes;
- Not seek, and refuse to accept, any gift or personal benefit;
- Maintain privacy and confidentiality as appropriate and in accordance with legislative requirements;
- Report any attempts made to solicit their favourable consideration through the offer of a gift or personal benefit;

The consequences for the failure of our officials to adhere to these requirements may include:

- Investigation;
- Misconduct charges;
- Suspension or removal from Civic office;
- Disciplinary action, including termination of employment;
- Potential criminal charges;

#### WHAT WE EXPECT OF YOU

It is expected that any person or entity conducting, or seeking to conduct, business with the Council will do so in a reasonable manner and apply the highest standards of ethical conduct.

Specifically, when doing business with Council, we expect you to: -

- Be courteous and respectful;
- Act honestly and ethically;
- **Complete a Declaration that you or your company's holdings do not provide services to Detention Centres**
- Apply non-discriminatory practices;
- Act lawfully;
- Declare any actual or perceived conflicts of interest as soon as you become aware of the potential conflict;
- Comply with Council's policy and procedure requirements;
- Respond promptly to our enquiries of you and to provide accurate, reliable and up-to-date information to enable issues to be resolved quickly;
- Comply with the requirements of this document and any relevant legislative requirements;
- Maintain sound occupational health and safety policies and procedures and meet all WorkCover requirements;
- Maintain adequate and appropriate insurances;





- Do not offer our officials any gift, benefit or inducement in order to seek to influence the conduct of their duties or to secure a favourable outcome;
- Provide Council with quality goods or services, compliant with relevant Australian Standards, and in accordance with any commercial standard and special terms and conditions that may apply to the procurement process;
- In the event of a formal contact between Council and a third party, the third party will advise Council of any judicial decision against them (not including decisions under appeal) relating to employee entitlements that has not been settled by the payment of the claim;
- Refrain from disclosing any confidential Council information, or personal and/or health records of others, that may have been acquired as a result of your dealings with the Council;
- Report any suspected unethical or corrupt conduct on the part of a Council official, in writing, to the General Manager of Leichhardt Council;

The consequences of a party's failure to adhere to these requirements may include:

- Investigation;
- Termination of any contract, agreement or order;
- The forgoing of any future opportunities with Leichhardt Municipal Council;
- Loss of reputation;
- Potential legal proceedings;
- Potential criminal prosecution;

#### ADDITIONAL REQUIREMENTS

##### Gifts and Benefits:

Council officials should not be offered nor should they accept gifts and benefits. Token gifts, of nominal value, may be accepted in appropriate circumstances. The cooperation of individuals and organisations that have dealings with the Council in refraining from offering gifts and benefits to our officials assists in the management of this policy. Should a gift be received by a Council official the item must be declared and recorded in the Council's Gifts and Benefits Register.

##### Conflict of Interest:

A conflict of interest exists where a reasonable and informed person would perceive that an individual could be influenced by a private interest when carrying their public duty. A conflict of interest may involve avoiding a personal disadvantage as well as gaining a personal advantage. Conflicts of interest that lead to partial decision-making may constitute corrupt conduct. Perceptions of a conflict of interest can be as important as actual conflicts of interest.

Conflict of interests must be avoided or managed in order to uphold the probity of Council decision-making. Councillors, Council officers, delegates, consultants, contractors and customers doing business with the Council are required to disclose, in writing, any perceived or actual conflicts. Such disclosures will be recorded on the relevant file.

##### Corporate Information:

The Council maintains a large amount of information about its customers and the community. Council has obligations under the provisions of legislation such as the Local Government Act, the Government Information (Public Access) Act 2010, the Privacy and Personal Information Protection Act 1998 and the Health Records Information Privacy Act 2002 in regard to the way it collects, stores, and determines whether to allow access to that information.

It is expected that customers will treat all information appropriately and all information collected must be used for the purpose it was provided. Before disclosing any information acquired through your dealings with the Council, you should seek the advice of the Council as to whether it considers any confidentiality clauses or copyright provisions apply.

**Intellectual Property:**

In business relationships with Council, all parties will respect each other's intellectual property rights and will formerly negotiate access, licence or use of intellectual property.

**Workplace Safety:**

It is expected that Council and those who conduct business with the Council will ensure that workplace safety is of paramount importance and that all legislative and procedural safety requirements are complied with.

**Sponsorship:**

Council regularly considers requests from the community members and groups for financial assistance or sponsorship towards their activities or events. These applications are considered under the Council's Financial Assistance Policy. From time-to-time, Council may seek financial or in-kind support from the business community to support specific activities it conducts such as the annual Festivals.

Sponsorship, grants or donations, whether in-kind or financial, must not interfere with the ability of the Council to carry out its functions and such processes must be open and transparent.

**Development Applications:**

Throughout the Development Application process, all parties, including councillors and officers should understand that Council in its formal role in determining a Development Application has to consider the matters prescribed by legislation in a way that is open and transparent and in a manner seen to be fair to all parties. All those involved in assessing and determining applications will treat all aspects of the process in a fair and ethical manner.

**Political Donations:**

The law requires those persons who have a financial interest in, or have made a submission in relation to, a Development Application or a planning instrument, disclose certain information about political donations and other gifts. This is a mandatory requirement if a donation has been made to a Councillor or a Council officer within the previous two years of the application or submission.

**Public Comment:**

Only those Council officers who have a specific delegation to do so may make public comment about matters concerning the Council. If an officer does not have the delegation, he or she must not make any public comment that would lead anyone to believe that they are representing the Council, or expressing its views on the policies of the Council. This includes comments or statements made at public and community meetings, through the media and the like where it is reasonably foreseeable that the comments, or the statements, will become known to the wider public. All matters requiring a public comment on behalf of the Council shall be directed to the Council's Media Spokesperson.

**Council Resources:**

Council resources i.e.: plant and equipment should only be used for Council purposes and in the public interest. Those parties conducting business with the Council are expected to use and manage Council resources, including staff time, in an efficient, effective and ethical manner.



#### **Reporting Unethical Behaviour:**

The Council is committed to promoting ethical behaviour. Reports of unethical behaviour, fraud, corruption, maladministration or waste can be made to Council Managers, Directors, the General Manager or the Public Officer.

Public officials who make a report about this type of conduct, can be protected by the Protected Disclosures Act, 1994. External reports may also be made to:

The Independent Commission Against Corruption 8281 5999  
NSW Ombudsman 9286 1000  
NSW Department of Local Government 4428 4100

#### **FEEDBACK**

Your feedback on the outcome of your dealings with the Council is important to us.

Where possible, your comments should be made, in writing, and directed to: -

By Mail General Manager  
Leichhardt Municipal Council  
PO Box 45, Leichhardt NSW 2040

By Fax: (02) 9367 9111

By Email: [leichhardt@lmc.nsw.gov.au](mailto:leichhardt@lmc.nsw.gov.au)

**ITEM 3.10 REDFERN ALL BLACKS PARTNERSHIP - KOORI KNOCKOUT 2016**

<b>Division</b>	Environment and Community Management
<b>Author</b>	Team Leader Community Planning and Development Community Development Officer – Aboriginal Programs
<b>Meeting date</b>	10 May 2016 Policy Meeting
<b>Strategic Plan Key Service Area</b>	Community well-being Accessibility Place where we live and work Business in the community

**SUMMARY AND ORGANISATIONAL IMPLICATIONS**

<b>Purpose of Report</b>	To advise Council of the Draft Partnership Agreement with Redfern All Blacks (RAB) for the 2016 Koori Knockout tournament, including the complimentary social and cultural activities and the funding requirements.
<b>Background</b>	Council at it's 2016 April Ordinary meeting endorsed the partnership for the 2016 Koori Knockout tournament, including fee waivers for use of sporting grounds. Council requested a report to the 2016 May Policy meeting with the draft Partnership Agreement with RAB including the funding requirements and an outline of complimentary social and cultural activities.
<b>Current Status</b>	Draft Partnership Agreement
<b>Relationship to existing policy</b>	Consistent with Council's Reconciliation Action Plan and Leichhardt 2025+.
<b>Financial and Resources Implications</b>	Funds of \$61,000 are required to be allocated from the next quarter budget review. This proposal is consistent with the recent s23A Guidelines issued by the OLG in relation to financial expenditure.
<b>Recommendation</b>	That Council: 1. Note the Draft Partnership Agreement between Council and RAB and delegate authority to the General Manager to execute the agreement. 2. Note the program outline of complimentary social and cultural activities. 3. Allocate \$61,000 from the next quarter budget review to support the 2016 Koori Knockout tournament.
<b>Notifications</b>	NIL
<b>Attachments</b>	Draft Partnership Agreement (to be circulated separately)

## **Purpose of Report**

To advise Council of the Draft Partnership Agreement with Redfern All Blacks (RAB) for the 2016 Koori Knockout tournament, including the complimentary social and cultural activities and the funding requirements.

## **Recommendation**

That Council:

1. Note the Draft Partnership agreement between Council and RAB and delegate to the General Manager to execute the agreement.
2. Note the program outline of complimentary social and cultural activities.
3. Allocate \$61,000 from the next quarter budget review to support the 2016 Koori Knockout tournament.

## **Background**

The NSW Koori Rugby League Knockout Carnival (Koori Knockout) is one of the biggest Indigenous gatherings in Australia. Organisers created the knockout as an alternative tournament to be more accessible to Indigenous players than the state rugby league. Koori Knockout draws 130 teams from Aboriginal communities across NSW.

The first knockout was held at Camdenville Oval, St Peters, on the October long weekend of 1971 with 8 participating teams. Uncle Jimmy Little was the inaugural president of the Koori United Team that won the Knockout in 1974. Jimmy provided the jerseys for the first Koori United games.

The winning team gains the right to host the next knockout. Redfern All Blacks (RAB) as winners of the men's and women's 2015 Koori Knockout will host the 2016 Koori Knockout. The Koori Knockout is a smoke and alcohol free event.

After receiving correspondence from the Redfern All Blacks (RAB) the Mayor met with RAB on Tuesday, 12<sup>th</sup> April 2016. The RAB proposed a partnership that would see the 2016 tournament held in the Leichhardt Municipality. The partnership is an excellent opportunity to support social, cultural and political activities in line with our Reconciliation Action Plan. The partnership could result in significant benefits for our community. The Koori Knockout is a smoke and alcohol free event.

Council at it's 2016 April Ordinary meeting endorsed the partnership for the for the 2016 Koori Knockout tournament, including fee waivers for use of sporting grounds. Council requested a report to the 2016 May Policy meeting with the draft Partnership Agreement with RAB including the funding requirements and an outline of complimentary social and cultural activities.

## Report

### Draft Partnership Agreement

A detailed written proposal outlining the opportunity to partner to hold the 2016 Koori Knockout tournament has been developed by RAB and provided to Council. A draft Partnership Agreement has been developed using this proposal and the April resolution of Council. The Draft Agreement includes an arrangement where a proportion of the catering profit from Leichhardt Oval will be allocated to RAB. RAB will acknowledge Leichhardt Council as a major partner and will include Council's logo in promotion materials.

### Outline of Associated Social and Cultural Activities

The partnership could result in significant benefits for our community, the event is expected to bring between 20,000 and 60,000 visitors to the Leichhardt LGA. The tournament involves 132 teams comprising children's, men's and women's teams and will provide positive role modelling of equality, inclusion and participation in active recreation for the local community.

The following is an outline of associated social and cultural activities:

- Engage with local businesses prior to the event to ensure awareness of the event and they are prepared to make the most of the significant opportunities with the substantial numbers of visitors.
- Local community encouraged attend the tournament and opening and closing events at Leichhardt Oval that will include cultural performances.
- Cultural education tours in the Leichhardt LGA (subject to funding)
- National Centre for Indigenous Excellence and Haberfield Rowers will be providing water sport activities for visiting and local children and young people.
- 40 stalls including government and community service providers focused on health, wellbeing and community participation.
- Elders tent, open to Aboriginal and non-Aboriginal elders.
- Families with children's tent and children's activities, open to all families.
- Tournament ticket holders will receive free entry to participating cultural venues in the city, including the Museum of Sydney, Powerhouse Museum and Art Gallery of NSW.

### Funding Requirements

A detailed written proposal outlining the opportunity to partner to hold the 2016 Koori Knockout tournament has been developed by RAB. The key elements of producing the tournament and complimentary social and cultural activities that require funding support from Leichhardt Council and the estimated costs are:

- Waste collection at five sporting grounds in Leichhardt (4 days) - \$20,000
- Event operation supported by Council staff (five staff over 4 days) - \$21,000



- Use of Council buses with drivers - \$10,000
- Additional toilet facilities and cleaning - \$8,000
- Cultural education tours in the Leichhardt LGA - \$2,000
- Event venue planning supported by Council staff - (in-kind)
- Half price entry to Leichhardt Park Aquatic Centre for Koori Knockout ticket holders – (in-kind)
- Assistance with event promotion – using existing mechanisms (in-kind)

Estimated Total \$61,000

It is expected that RAB will cover other tournament costs including:

- Promotion of the event
- Production logistics for the event
- Traffic planning
- Traffic control
- Referee uniforms
- Opening event (including cultural performances)
- Public Liability Insurance
- Security
- Ticketing
- Equipment
- Volunteer management and refreshments
- Media coordination, including Koori Mail
- Television coverage by NITV
- Gala dinner to draw the games, broadcast live on NITV
- Coordinating 40 stalls including government and community service providers focused on health, wellbeing and community participation.
- Further costs to produce the tournament

Other activities in association with the Koori Knockout would be supported by the City of Sydney Council and Ashfield Council. The major sponsor for the Koori Knockout is UTS.

### **Summary/Conclusions**

The partnership with RAB to host the 2016 Koori Knockout tournament in the Leichhardt LGA is an excellent opportunity to take practical action on reconciliation to and to support social, cultural and political activities in line with our Reconciliation Action Plan. The partnership could result in significant benefits for our community and local businesses. The Koori Knockout promotes messages of and demonstrates inclusion, equality and health.

### **Attachments**

1. Draft Partnership Agreement for Koori Knockout 2016 – Redfern All Blacks and Leichhardt Council (to be circulated separately)

# ITEM 3.11 LEICHHARDT HOUSING COMPETITION

<b>Division</b>	Environment and Community Management
<b>Author</b>	Manager Assessments
<b>Meeting date</b>	10 May 2016 Policy Meeting
<b>Strategic Plan Key Service Area</b>	Community well-being Accessibility Place where we live and work A sustainable environment Business in the community Sustainable services and assets

## SUMMARY AND ORGANISATIONAL IMPLICATIONS

<b>Purpose of Report</b>	The purpose of this report is to advise Council of the outcomes of the Leichhardt Housing Competition.
<b>Background</b>	Council resolution C213/13: <i>That Council:</i> 1. <i>Seek the co-operation of the Universities of Sydney and NSW, the University of Technology and other relevant educational institutions, in conducting a design competition for the modern inner-west terrace.</i> 2. <i>Support the project by offering prize money of \$5000 for the best examples of the modern inner-west terrace.</i>
<b>Current Status</b>	The competition has been completed.
<b>Relationship to existing policy</b>	Options for review of the Leichhardt Local Environmental Plan 2013 & Leichhardt Development Control Plan 2013 are provided within this report.
<b>Financial and Resources Implications</b>	If Council wishes to progress a review of its planning controls, a budget allocation of \$20,000 would be required. This proposal is consistent with the recent s23A Guidelines issued by the OLG in relation to financial expenditure.
<b>Recommendation</b>	1. That Council note the outcomes of the Leichhardt Housing Competition.  2. That Council formally thank the University of Sydney and Associate Professor Rod Simpson for their participation and assistance convening the competition with Council.  3. That officers commence a review of existing planning controls and provide advice to Council on:

	<p>(a) How Council might better facilitate multiple generations of families living together on one property;</p> <p>(b) How Council might better promote a diversity of housing product; and</p> <p>(c) Whether Council's long-standing minimum lot size of 200m<sup>2</sup> acts as an inhibitor to otherwise appropriate infill development forms.</p> <p>4. That \$20,000 be allocated in the quarterly budget review, to enable the review of Council's planning controls.</p>
<b>Notifications</b>	Nil
<b>Attachments</b>	Attachment 1 – Summary Document, Leichhardt Housing Competition

## Purpose of Report

The purpose of this report is to advise Council of the outcomes of the Leichhardt Housing Competition, conducted in early 2016.

## Recommendation

1. That Council note the outcomes of the Leichhardt Housing Competition.
2. That Council formally thank the University of Sydney and Associate Professor Rod Simpson for their participation and assistance convening the competition with Council.
3. That officers commence a review of existing planning controls and provide advice to Council on:
  - (a) How Council might better facilitate multiple generations of families living together on one property;
  - (b) How Council might better promote a diversity of housing product; and
  - (c) Whether Council's long-standing minimum lot size of 200m<sup>2</sup> acts as an inhibitor to otherwise appropriate infill development forms.
4. That \$20,000 be allocated in the quarterly budget review, to enable the review of Council's planning controls.

## Background

At its meeting of the 28 May 2013, Council in part resolved:

### **C213/13 RESOLVED BYRNE**

*That Council:*

1. *Seek the co-operation of the Universities of Sydney and NSW, the University of Technology and other relevant educational institutions, in conducting a design competition for the modern inner-west terrace.*
2. *Support the project by offering prize money of \$5000 for the best examples of the modern inner-west terrace.*

### **CARRIED UNANIMOUSLY**

## Report

### A. Review of the Competition

In mid-2015, Council officers progressed a partnership with the Faculty of Architecture, Design and Planning at the University of Sydney to progress a design competition to create the 'modern inner-west terrace' being a new model for higher density housing.

The premise of the competition was for students to arrive at solutions surrounding housing affordability and density in the Leichhardt LGA, and that were:

- suited to 'infill' situations;
- less reliant on private motor vehicles and more responsive to local climatic conditions; and
- a viable alternative to multi-storey unit development.

A competition brief was prepared, with officers choosing six (6) varying sites across the LGA for students to elect to develop their proposals on. While students were provided with key development controls surrounding building envelope, key prescriptive controls such as FSR and site coverage were set aside in order to encourage creative thinking.

As part of the competition an event, 'Conversations about Leichhardt' was held at Council on the 2 December 2015, where students and members of the community were invited to hear from practising architects and discuss challenges and ideas for inner-city housing. The evening was well-attended and guests heard Rob Harper, RDO, and Chris Major, Welsh and Major Architects provide real-life examples of inner-city housing solutions.

The competition closed in early February. A total of ten (10) entries were received.

A competition jury was convened comprising:

- Rod Simpson, Environment Commissioner, Greater Sydney Commission and Associate Professor, Faculty of Architecture, Design and Planning, University of Sydney
- John Choi, Adjunct Professor of Architecture, Principal CHROFI
- Chris Major, Welsh + Major Architects
- Andrew Nimmo, Adjunct Professor of Architecture, Principal Lahz Nimmo

Entries were evaluated on:

- Overall design excellence and creativity
- A clear position on who the proposal might service - for example, students, the elderly, single occupants, lower socio-economic families
- An ethos of meaningful community engagement that re-articulates the way individuals situate themselves within the broader urban context. With this in mind, proposals should develop a position on the following issues:
  - The use of public spaces and laneways as an extension of the private dwelling, and an alternative to the backyard
  - How to draw more people closer to the city, while complimenting Leichhardt's historic urban grain the potential of habitable roof spaces that comply with existing height controls or challenge them with justification
  - How common rooms or shared facilities might best be defined and utilised, so as to provide additional amenity for residents, offering an extension of their living space.
- The efficient use of existing land titles, developing a housing model that could in theory be replicated across the municipality

The following winners were selected and awarded their prizes at the March Ordinary Meeting of Council:

- Postgraduate Winner: Weijie Shen
- Undergraduate Winners (joint entry): James Feng & Minh Au

The summary document for the competition is provided in Attachment 1.

Having had some difficulty in finding a partner for this competition, it is recommended that Council formally write to and thank the University of Sydney and Associate Professor Rod Simpson for their participation and work in convening the competition in conjunction with Council.

#### B. Scope for Policy review

As the jury noted, none of the competition entries contemplated a straightforward re-interpretation of a conventional terrace house, in a traditional subdivision pattern

Rather, many challenged existing assumptions and explored opportunities for different patterns of living, and interacting with the street and neighbourhoods.

It noted that the competition was conducted over the same period of time that the NSW Department of Planning was undertaking public consultation on a discussion paper for medium-density (townhouse) developments (on allotments of over 400m<sup>2</sup>) to be included as part of the *State Environmental Planning Policy (Exempt and Complying Development Codes) 2008*. At the Policy Council meeting of the 9 February 2016, Council resolved to make a submission in response to the paper: <https://www.leichhardt.nsw.gov.au/ArticleDocuments/3528/item2.02-feb2016-pol.pdf.aspx>.

Leichhardt Council has typically seen very little townhouse-style development. Most new housing is provided from site specific re-zonings and redevelopment of former industrial sites; mixed-use development in business zones; adaptive re-use of former industrial buildings; and some dual-occupancy development. In recent times there has also been an increase in boarding house development also.

Although probably for a variety of reasons, this is likely to be mostly as a result of the relatively small existing lot sizes (that would necessitate the consolidation of multiple lots) and the FSR controls that apply over these. It is considered prudent to refrain from major policy review of townhouse style medium-density development until the government's position on the review of the Codes State Environmental Planning Policy has been finalised. It is also noted that there may be some cross-over with matters listed under Council's Housing Action Plan.

The competition did highlight some other options for review however, including:

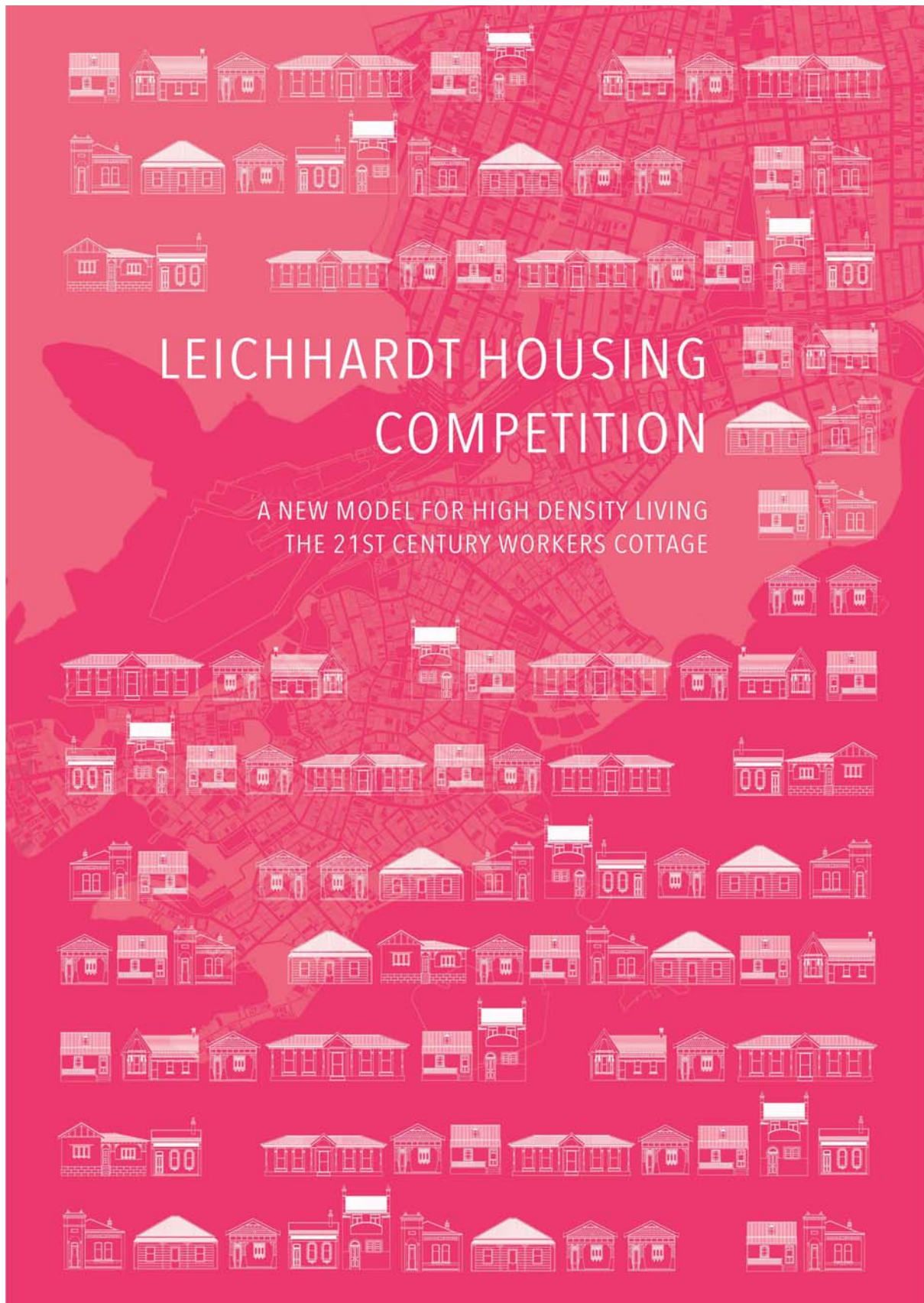
- How Council might better facilitate multiple generations of families living together on one property, and understanding that residents of these need not necessarily live in isolation with complete privacy and separate open space areas;
- How Council might better promote a diversity of housing product, including challenging the need for a minimum dwelling size;
- Whether Council's long-standing minimum lot size of 200m<sup>2</sup> acts as an inhibitor to otherwise appropriate infill development forms.



If Council seeks to progress Policy review in this area, a budget allocation of \$20,000 would be required to source external urban design and architectural expertise.

**Attachments**

1. Attachment 1 – Summary document Leichhardt Housing Competition



## LEICHHARDT HOUSING COMPETITION

### SUMMARY DOCUMENTS

#### 1 DOCUMENT PURPOSE

Leichhardt Council established a design competition to combat problems surrounding housing affordability and urban density in its local area. The competition grew out of Leichhardt's history as a working class suburb, which provided access to affordable dwellings for a broad cross section of the community in close proximity to the city centre.

The following document serves to both provide background information regarding the current housing problems, and outline the council's key motivations for running the competition in response to these issues. The document includes the briefing material given to students in the lead up to the competition, outlining the parameters of the competition and any planning constraints which entrants had to consider. The winning entrants' panels are also included, along with snapshots of a variety of other entrants. This is paired with summaries of jury comments, pinpointing some of the successful strategies entrants used and offering suggestions for where improvements could be made.

This document was prepared by Matthew Asimakis and Liat Busqila.

#### Background to Competition

Leichhardt council has identified that the following problems have come to fore in recent years. Sharply rising housing prices have led to a demographic shift in the community that has seen the area attract predominately high income professionals. Conversely, the prospect of finding housing is increasingly unattainable for young, old, and lower income earners. Alongside these core problems, council has identified the following issues; large sections of the community suffering mortgage and rental stress; shortfalls in available dwellings; drop-offs in population density; and the inefficient usage of public spaces leading to a lack of community integration.

To rectify these issues, council is now calling for submissions to design medium to high density dwellings with the intention of envisioning the new 21st century worker's cottage. With this goal in mind the council would like proposals to focus on the creation of a new 'modern inner west terrace' an invitation to explore different patterns of living on a standard residential lot, with the view to possibly increasing the number of dwellings placed on each site, while considering the needs of different types of occupants. If there is an increase in the number of people living in the local area, and the amount of building on the site, key challenges are the impact on neighbours, how the new proposal fits in with its context and the amenity and quality of life that might be provided by these smaller dwellings.

#### 2 THE BRIEF

The competition seeks to establish an alternative approach to the use of existing land titles by utilising sites currently housing single dwellings to create opportunities for higher density living through a number of smaller dwellings on existing sites. Competition proposals must choose from one of six selected sites that typify the area's existing housing stock. All sites chosen are close to public amenities and transport, and should not incorporate parking facilities.

The council is particularly interested in proposals that seek to radically reframe the way close quarter living might manifest in the future. Particular attention shall be afforded to proposals that are innovative in their use of land and their capacity to articulate a clear design vision that is ambitious and community orientated. Proposals should consider and will be evaluated on the following:

- Overall design excellence and creativity
- A clear position on who the proposal might service - for example, students, the elderly, single occupants, lower socio-economic families
- An ethos of meaningful community engagement that re-articulates the way individuals situate themselves within the broader urban context. With this in mind, proposals should develop a position on the following issues:
  - o The use of public spaces and laneways as an extension of the private dwelling, and an alternative to the backyard
  - o How to draw more people closer to the city, while complimenting Leichhardt's historic urban grain
  - o the potential of habitable roof spaces that comply with existing height controls or challenge them with justification
  - o how common rooms or shared facilities might best be defined and utilised, so as to provide additional amenity for residents, offering an extension of their living space.
- The efficient use of existing land titles, developing a housing model that could in theory be replicated across the municipality

Page 1

## LEICHHARDT HOUSING COMPETITION

### 3 DCP OBJECTIVES

Designs should consider the objectives of the Leichhardt Development Control Plan, but do not have to comply with the specific controls. The aim is to show how the intent of the controls may be achieved in different and innovative ways. It is permitted for designs to deviate from the controls, however it is expected the decision for such changes would be justified and outlined clearly.

### 4 LANDSCAPE

Designs should include a landscape concept. Here is an excerpt from the Leichhardt DCP:

#### Background

Landscaping performs a number of important functions, including enhancing environmental performance through microclimate modification, enhancing the character of a streetscape and it's neighbourhood as well as the visual appeal of a development and the municipality. Due to the variety of settings in which non-residential development is located in Leichhardt, landscaping needs to be context appropriate. For example, in industrial areas where contemporary development occurs, the landscaping response may include a landscaped setback and the planting of trees that will grow to large heights to soften the visual impact of the development when viewed from the street. However, in traditional main streets, landscaping may be used to provide increased amenity and visual interest to the use, such as in rear courtyards. In residential developments landscaping is used to; shade private open space, grow food, assist in providing privacy, recreation, keep domestic animals and increase native fauna and flora.

Landscaping includes both 'soft' landscaping in the form of planted and grassed areas and 'hard' landscaping in the form of paving, outdoor furniture and similar constructed elements. To achieve a high level of environmental performance, 'soft' landscaping is preferred in most situations.

Objectives : Residential Development

O1 Development includes on-site landscaped open space that:

- a. enhances the visual setting of buildings;
- b. contributes to the distinct landscape character within the neighbourhoods and preserves, retains and encourages vegetation and wildlife that is indigenous to the municipality and Sydney;
- c. preserves or retains natural features such as rock outcrops that contribute to the landscape of the area;
- d. conserves water resources by reducing the need for irrigation;
- e. maximises vegetation to regulate and increase rainwater infiltration, thereby increasing nutrient recycling and reducing surface runoff;
- f. is compatible with the heritage significance of the place;
- g. contributes to the amenity of the residents and visitors;
- h. where involving new plantings, benefit the building's energy efficiency;
- i. protects and retains existing trees on the subject and surrounding sites, including the street verge; and
- j. is designed to encourage the retention and enhancement of green corridors.

## 5 SITE AND CONTEXT ANALYSIS

Designs should consider their context. Here is an excerpt from the Leichhardt DCP:

### Background

Site and context analysis is a critical component of the planning, design and development process. A site and context analysis documents and analyses the subject site and surrounds and must occur prior to the planning and design of any development so that the site is not considered in isolation.

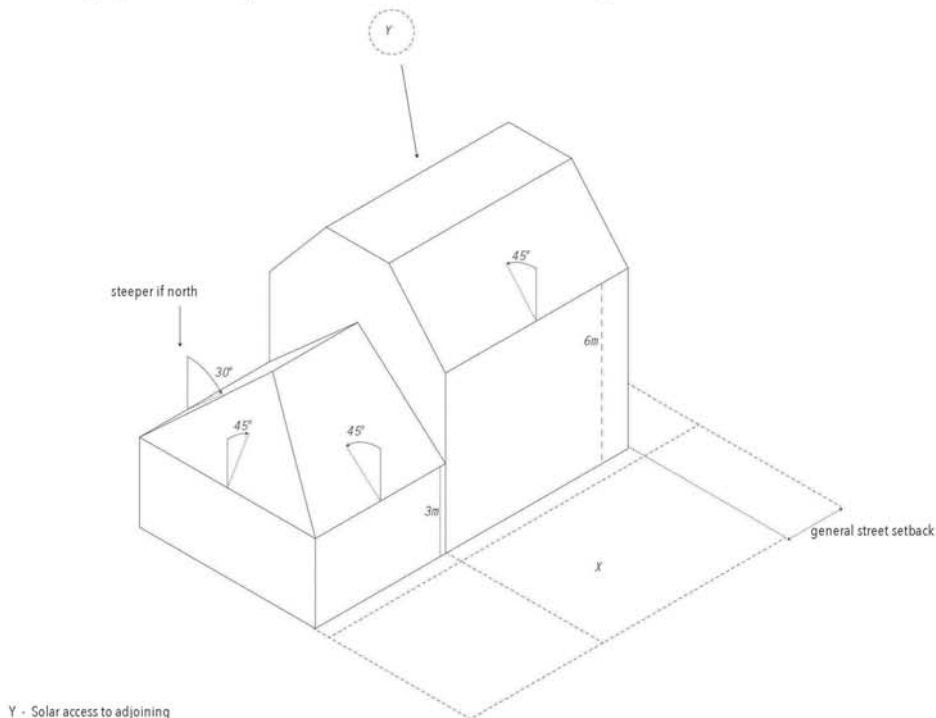
### Objectives

O1 To encourage property owners to ensure that the planning and design of their development takes into account:

- a. existing site conditions on the site and adjacent and nearby properties;
- b. the development potential of adjoining and nearby sites and the likely impacts on the site itself and its neighbours if those properties are developed to their maximum potential;
- c. known future development proposals and development trends in the vicinity of the site;
- d. the potential for amenity impacts such as overshadowing, loss of privacy, views or solar access;
- e. the need to minimise energy consumption during the construction and operation of the building;
- f. the special qualities of the site and its context including urban design, streetscape and heritage considerations; and
- g. approved development on adjoining properties which have not yet been constructed.
- h. existing and potential active travel networks and connections, including potential links that could be furnished by the development

## 6 INDICATIVE BUILDING ENVELOPE

The following diagram illustrates the general set of controls submissions should seek to comply with:



Y - Solar access to adjoining

X - General building envelope of adjoining dwellings in street

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## 7 COMPETITION JURY

ROD SIMPSON - Environment Commissioner, Greater Sydney Commission

Recently appointed to the Greater Sydney Commission as Environment Commissioner, Roderick Simpson is Director of the Urban Design and Master of Urbanism Programs in the Faculty of Architecture, Design and Planning at the University of Sydney and Principal of simpson+wilson whose work ranges across architecture, urban design and strategic planning. In 2007 and 2008, as part of the SGS consortium, he led the urban design and spatial planning for the Sustainable Sydney 2030 plan. He has worked for Commonwealth, state and territory governments on metropolitan and regional planning, as Manager of Urban Design for the Sydney Harbour Federation Trust, and has won a number of urban design and planning competitions, both national and international. For twenty years he has been an active advocate of ecologically sustainable design principles. He was instrumental in the formulation of BASIX, the NSW Building Sustainability Index, and more recently worked with Kinesis on the development of a precinct wide sustainability assessment tool for Landcom, PRECINX, which has received both state and national planning awards.

JOHN CHOI - Adjunct Professor of Architecture, Principal CHROFI

John Choi is founding partner of CHROFI. Established in 2000, the practice is internationally recognised for their competition winning design of TKTS booth at the centre of Times Square in New York. Completed in 2008, the TKTS project has been widely recognised with awards including New York Art Commission Award, D & AD Award Environment Category, Municipal Art Society of New York MASTERworks Award, Travel + Leisure Design Award, World Architectural Festival Award, People's Design Award Nomination, Smithsonian Cooper-Hewitt National Design Museum, Jørn Utzon Award for International Architecture, and has been cited as New York's Building of the Decade.

In 2009, the practice received 3 Commendations in the coveted AR Award for Emerging Architecture and in 2012, John was nominated for the Iakov Chernikhov Prize. He is Adjunct Professor of Architecture at University of Sydney, member of Sydney Olympic Park Authority Design Review Panel and serves on the board of 4A Centre for Contemporary Asian Art.

CHRIS MAJOR - of welsh+major

Welsh + Major Architects is a design based architectural practice established in Sydney in 2004 by partners David Welsh and Christine Major. Since then the practice has been involved in a wide range of innovative projects and has established a reputation for delivering responsive and engaging architecture in the public and private realm.

Their work has been recognised with several awards for design excellence from the Australian Institute of Architects, which include Awards for Heritage Architecture in 2014 and the Greenway Award in 2009, Small Projects in 2014 and 2008 and Commendations for both new houses and residential alterations and additions in 2014 and 2004 respectively. The work of the practice has been published both locally and internationally. The partners and architectural team of the practice are also actively involved in Architectural education, having taught at the University of Technology Sydney, University of Newcastle, University of NSW and the University of Sydney.

ANDREW NIMMO - Adjunct Professor of Architecture, Principal Lahz Nimmo

Andrew is an industry leader who is highly respected for his significant contribution to the field of architecture. He is known for designing memorable public and education architecture, and for his astute observations on current industry issues through his involvement in architectural criticism and journalism.

Andrew graduated from the University of Queensland in 1987 with honours. Prior to establishing lahznimmo architects in 1994, Andrew was a senior project architect at Tonkin Zulaikha Architects and was the Project Architect for several significant award winning projects. Andrew is a regular contributor to the Australian Architecture Review, Architecture Australia, and Architecture Bulletin, and participates on editorial committees for major industry publications. He is a Councillor of the New South Wales Australian Institute of Architects, and Chair of the Design Culture Committee (DCC), and he is also a member of the Parramatta Design Excellence Panel.



## 8 JURY NOTES

## Background and context for the competition :

Leichhardt Council was prompted to initiate a design competition for architecture students to provide some alternative approaches and thinking about how densification of existing areas in Leichhardt might be possible within the existing subdivision pattern of existing residential areas. It was hoped that a number of 'models' might result, that could be replicated.

10 entries were received, 6 from students in the Master of Architecture program and 4 from the Bachelor in Design (Architecture) program. There were a range of strategies, and interestingly none adopted a straightforward re-interpretation of the conventional terrace house, where they might be two or three dwellings at the front of the site, with a pavilion or 'out building' at the rear. It is hard to beat this model for its simplicity, is well known and has been deployed extensively both in existing middle ring suburbs, but more recently in new suburbs on the urban edge. It is a model that can be continually reworked and refined. As Andrew Nimmo commented: "you have to have a good reason to break away from proven typologies!" - and this is what most of the designs attempted.

Instead of exploring a standard type, the winning schemes delve deeper and manage to question some fundamental assumptions by rightly seeing densification as a means to an end rather than an end in itself. What are the particular opportunities for a different patterns of living and ways of interacting with neighbours, the street and the neighbourhood that might be presented by different physical and spatial arrangements that are presented by densification?

In many parts of Leichhardt, and Balmain in particular, densification can be seen as re-instating patterns that existed many years ago. Balmain had twice the number of residents 100 years ago as now. Those residents did not own cars and as a consequence the streets were alive and the economy was very localised- as evidenced by the multitude of public houses and pubs. People were on the street, and not so concerned about maintaining absolute privacy.

The winning scheme "bustling village" manages to accommodate 4 individual dwellings on a single site. It clearly shows a very different way of living, while being conscious of minimising impacts on adjoining neighbours. On the site itself, it is clear that a high level of interaction with neighbours is assumed. As Chris Major commented: "While it challenges the norms of private open space provision that are set out in planning codes, it could appeal to a wide range of people, and it is clear that a strong communal sense could emerge."

If the benefits of densification was the first question, the second fundamental question posed by the competition was whether an alternative to site amalgamation and construction of multi storey apartments with underground parking was possible.

Again, the entries show that it is likely that allowing a different development model- where individual landowners could intensify be having multiples dwellings on their site would be likely to through up many different approaches and a diversity of response that is actually entirely consistent, and an extension of the development processes that created these suburbs in the first place.

Overall, the entries question the prescriptions that we impose on design that restrict the range of types and arrangements that may be possible and may be attractive to the diverse population that lives in our city.

9 WINNING ENTRANTS

Masters Architecture Entry - Weijie Shen

'Bustling Village'

In relation to the winning masters entry the judges made the following comments:

- 'strong attempt at coming to terms with the idea of 'shaped space', sequences of different types of open space, and the way the building relate to them as a way of providing amenity rather than being concerned simply with the amount of open space'

'suggests different ways of people living together'

'fire requirements and implications would of course need to be looked at but the potential for light weight construction could certainly help affordability'

'although not made explicit the potential for off-site construction is clear'

'good recognition that light comes from above as well as from the side'

'has a strong strategic diagram that was thoroughly and rigorously explored, the scale and form relates very well to the historic urban context it is slotting into, without trying to emulate - it has its own expression.'



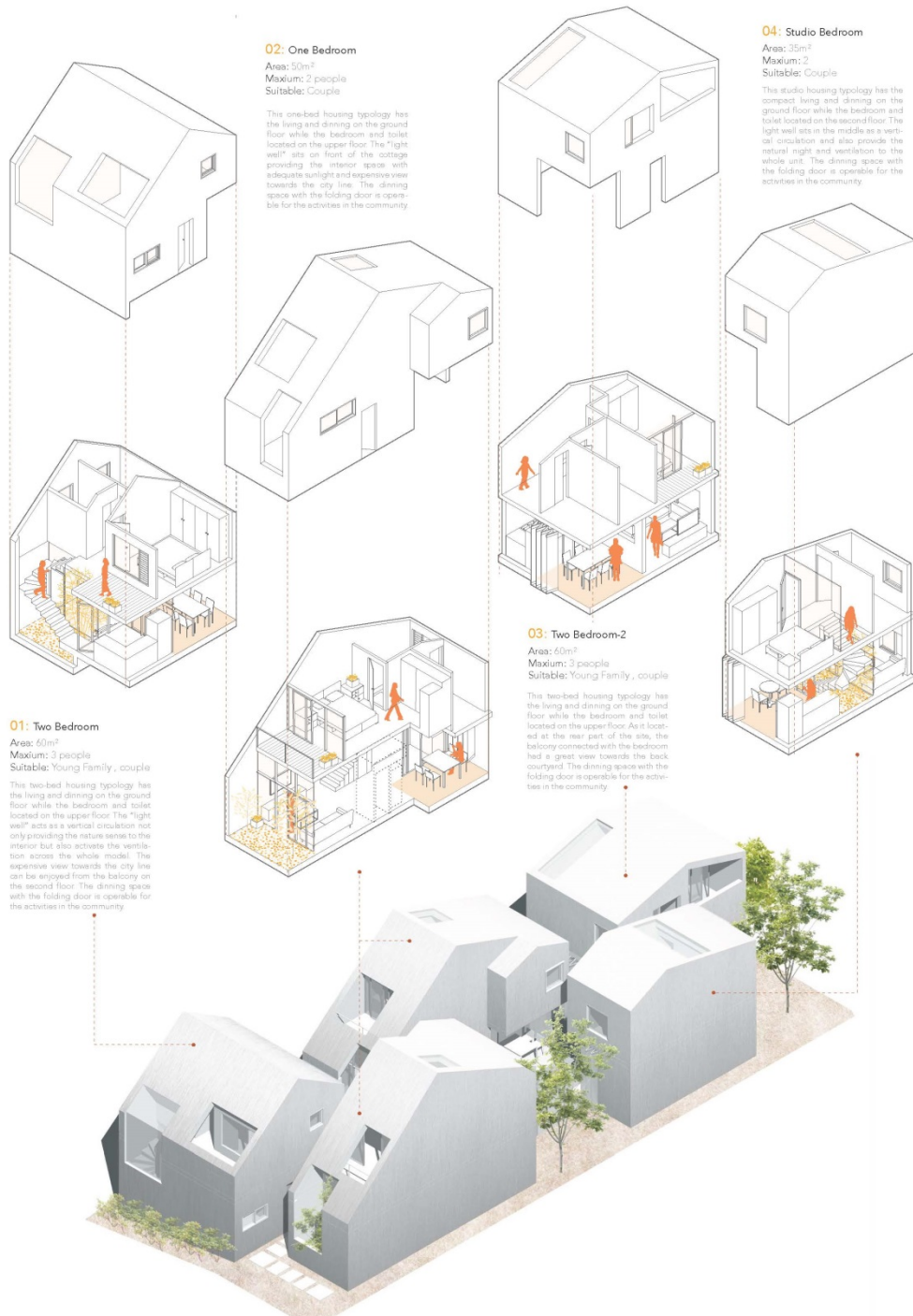


# 1604 BUSTLING Village 02





# 1604 BUSTLING Village 04



## 9 WINNING ENTRANTS

Undergraduate Architecture Entry - James Feng, Minh Au

'Convivial Living'

In relation to the winning undergraduate entry the judges made the following comments:

'a testing ideas of what is possible on a 'standard' suburban blocks- explores the potential of the depth of the block, and questions absolute privacy and the need for extensive private open space- amenity is provided in other ways in the scheme'

'not resolved, but worth pursuing more'

'starting with a grid, or an initial formal arrangement is a good way into a design, but then it is important to free yourself from these self imposed restrictions and engage with the context- this is when the design will become enriched'

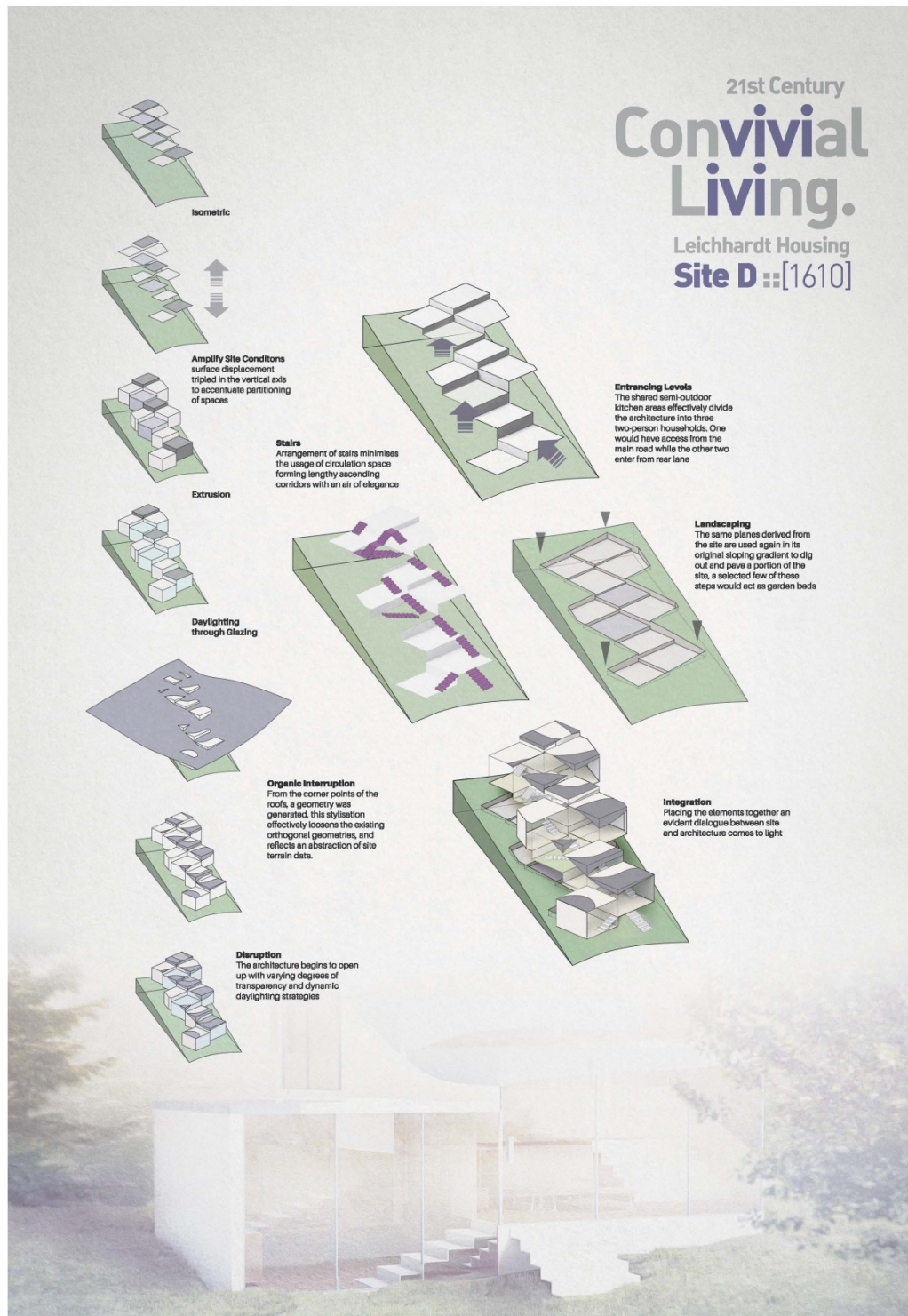
'the interesting question of the use of the ground plane- better as building or landscape could be taken further'

'in section the proposal is very unresolved - however the diagrammatic plan, through rotation of the grid, shows how open space and private entries can be embedded within the site'



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10 A SELECTION OF ENTRY PROPOSALS



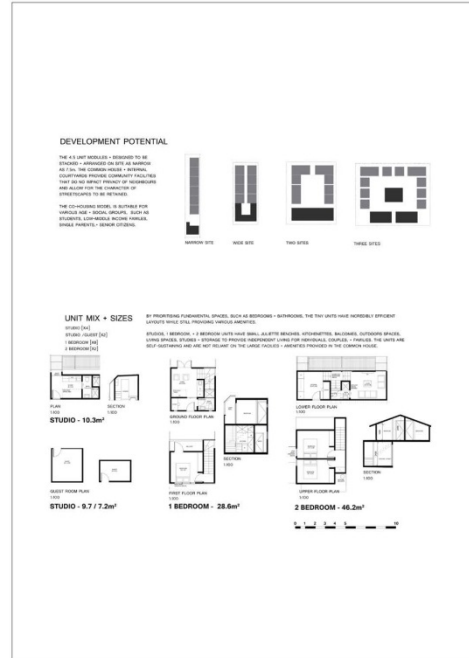
THE VILLAGE GREEN  
MICHELLE STARK



URBAN VILLAGES  
SHAYNE JEWELL



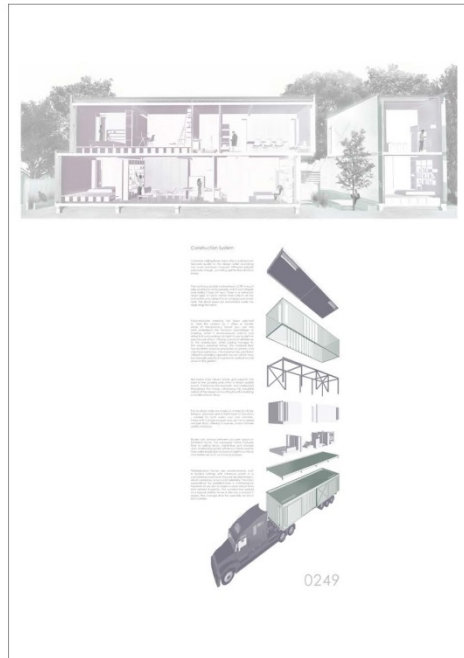
THE LINK  
FAYE KOKOLAKIS



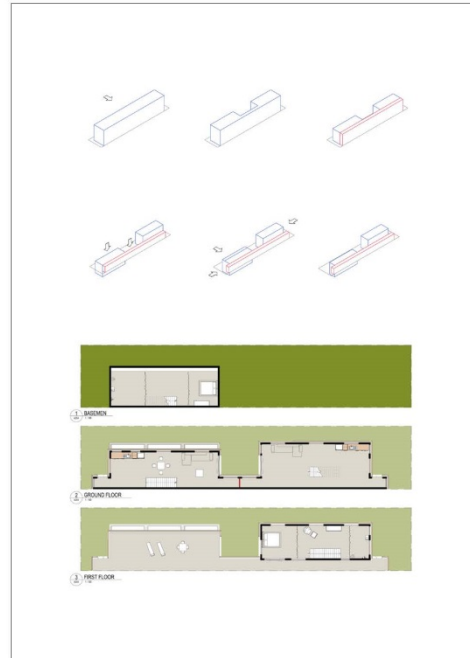
CO-HOUSING - THE FAMILY WE BUILD  
EVGENIYA EGOROVA, SIMON MERDIC



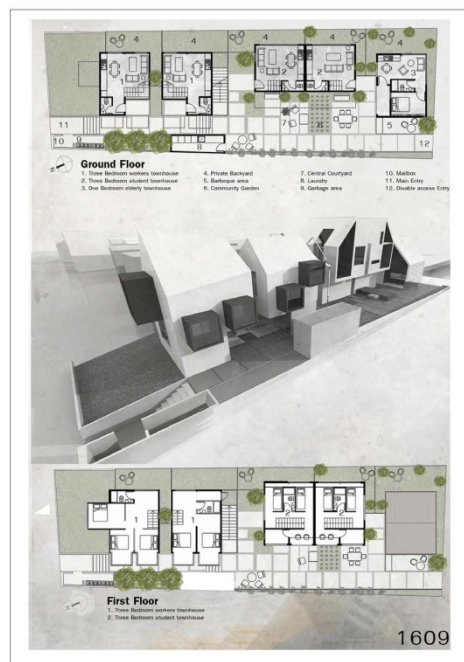
LILYFIELD QUARTER  
CECILE TRAN, ALLEN HUANG



INVISIBLE THREAD  
JEFFREY BLEWETT, ADAM VANDAEER



LEIGHARDT HOUSING FOR TWO FAMILIES  
VINCE P. SHEN



BALMAIN CONTAINER HOUSING  
JAMILEH JAHANGIRI

## 11 EVENTS - CONVERSATIONS ABOUT LEICHHARDT

Speakers : Rob Harper, Chris Major

## ROB HARPER - SMALL HOUSING

How can we design small dwellings which are healthier and kinder to their occupants?

At a chunky scale, we rely on broad planning controls to protect amenity. Mostly those controls constrain development, moderating size and proximity of each building. Requirements also exist to make houses less resource demanding, reducing running costs and improving comfort. At the very-fine-grain, where controls mostly don't exist, it's up to architects (and owners) to decide the minimum standards for new housing. It's pretty simple to decide principles which result in intimate, socially connected housing, with nicer day-to-day experiences.

Here are a few simple gestures which are particularly relevant to small dwellings:

## 1. BE PART OF THE STREET

**Make a place to sit which faces the street.**

If you are alone, you can still feel part of the neighbourhood.

Even if you are not alone, it's a place to wait for a pick-up.

A good way to make streets safer.

**Prominent letterboxes**

This is a firm reminder that each person lives at an address.

## 2. SHARED SPACE

**Shared entries should be special.**

Make them robust; evoke a sense of permanence; encourage proprietorial care.

**Shared spaces must be usable and appropriate.**

That might mean shading, a tap, paved ground.

**Be clear what is private or shared open space.**

Ambiguous ownership is a disaster.

**Let occupants personalise their entry point, if they want to.**

That could be a poster in a window, a pot plant or even a gnome, it doesn't matter.

**Shelter each entry door.**

So you can get your keys out when it rains.

### 3. EACH DWELLING

**Provide a place to put a few medium size pot plants.**

Plants are more important than pets.

**An outdoor drying line**

Preferably private, but shared is ok.

**Permit sunlight in to each dwelling**

Preferably morning and afternoon, even for only a small amount of time.

**Be able to see the sky from inside every dwelling**

This connects you to weather, season and time.

**Be able to see a tree from inside each dwelling.**

If you can't manage a tree, any vegetation is fine.

**Be able to step outside.**

Minimum 1 sqm.

**Be visitor friendly.**

Prove that each dwelling can be furnished so a visitor is able to sit and talk.

If you have ever been alone, you will understand how important this is.

**Allow cross ventilation.**

**Shelter the main windows, especially south facing.**

In Sydney, it often rains on hot days.

**Shade from hot sun.**

Do everything you can to avoid use of air conditioners.`

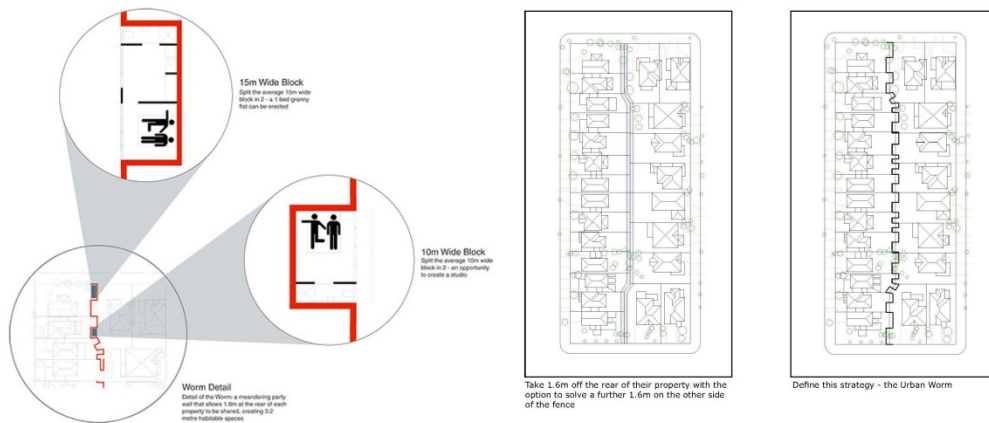


## 11 EVENTS - CONVERSATIONS ABOUT LEICHHARDT

Chris Major - Housing

The Urban Worm - Unbuilt, 2009

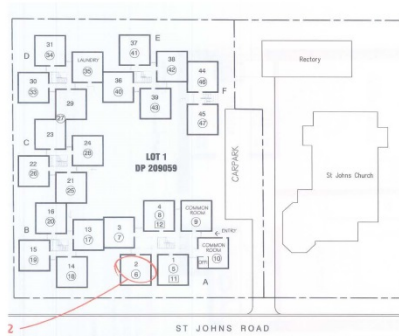
Exploring the opportunities of the suburban block and the often under-utilised space at the rear boundary. This project looks at how can this space be re-configured to provide multiple benefits to the adjoining blocks. By using the back 1.6m of each block, a 3.6m wide built sone is created that can provide flexible accommodation for work, sleep or play. The "bookending" of the block draws the centre of activity towards the outside space, creating a new focal point that embraces the whole of the block of land.



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#### St Johns Village

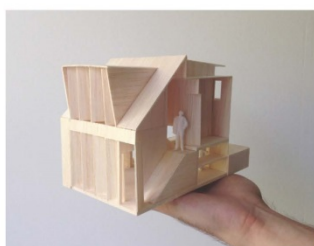
An independent living retirement village designed by Hely, Bell & Horne and built in 1967, St Johns Village accommodates 48 single bed units of approximately 40m<sup>2</sup> each. The units, arranged in cluster of 8 or in larger block of 12, share a common layout but can be combined to make a larger 2 bedroom unit if required. The layout of units is arranged to provide both privacy and a garden outlook from all units. Common areas include the central garden, a library, laundry and Common Room, allowing for both formal and incidental contact between residents. The village provides an excellent example of affordable medium density living on an inner city site, one that seems to facilitate a sense community among its residents.



#### Fleet Street House / Annandale Studio / The Garden Room -

All very different projects in execution, but all conceived around the idea of flexible living to accommodate the many modes of family life. From multigenerational living, home office spaces, accommodating extended visits from visiting family members, or just providing a separate space away from the close quarters of inner city terrace life, the built structure at the rear of the site in each of the project creates flexible living options for the residents of each of the homes. This flexibility is fundamental to the changing size, shape and structure of families over time, and particularly to accommodate the increasing prevalence of multigenerational living.

These projects all build on the idea of activating the whole of the site - "bookending" the block to draw the focus of the house toward the common garden space in the centre. This central space can then be a shared outdoor zone that gathers the other spaces around it, much in the style of a traditional courtyard house - an idea that makes the most of the limited land area available on most inner city blocks.



Annandale Studio

12 PRECEDENTS GIVEN TO ENTRANTS

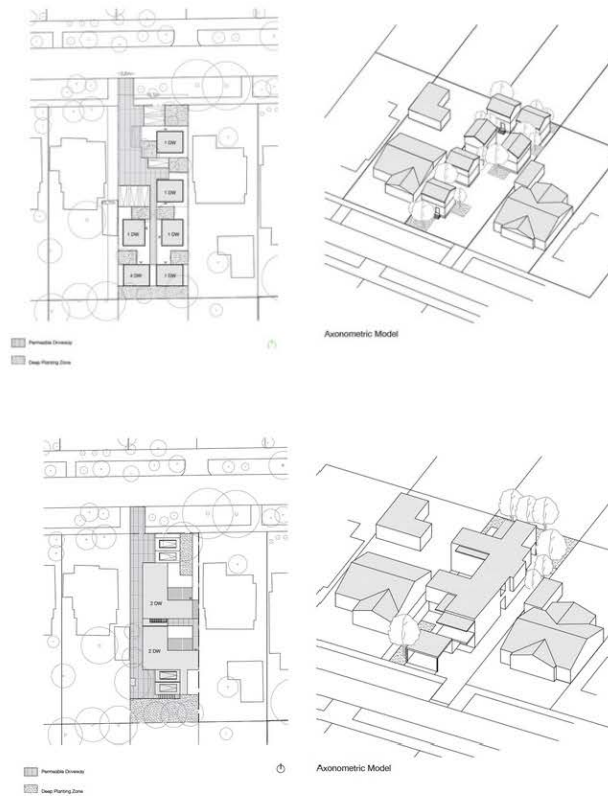
Fremantle 'Tiny Houses'

Council Initiative for multiple dwellings on single sites

Full details at: <http://architectureau.com/articles/fremantles-tiny-house-planning-amendment/#img=5>



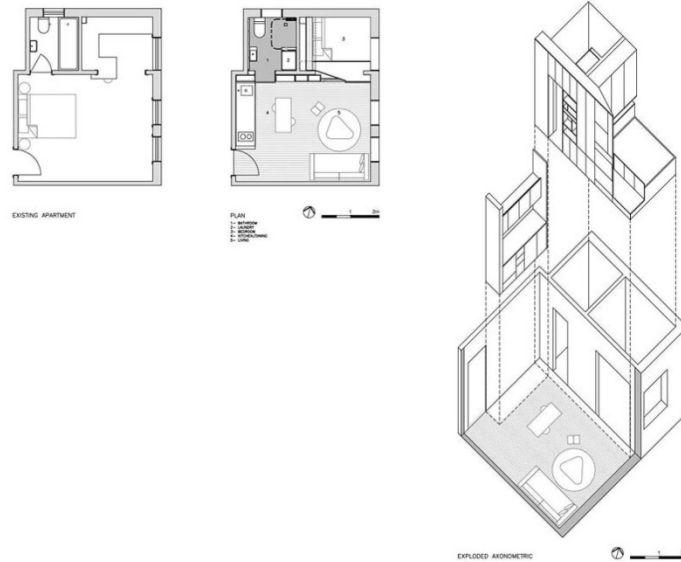
Fremantle House by Simon Pendal Pictured above



12 PRECEDENTS GIVEN TO ENTRANTS

Brad Swartz Studio Apartment

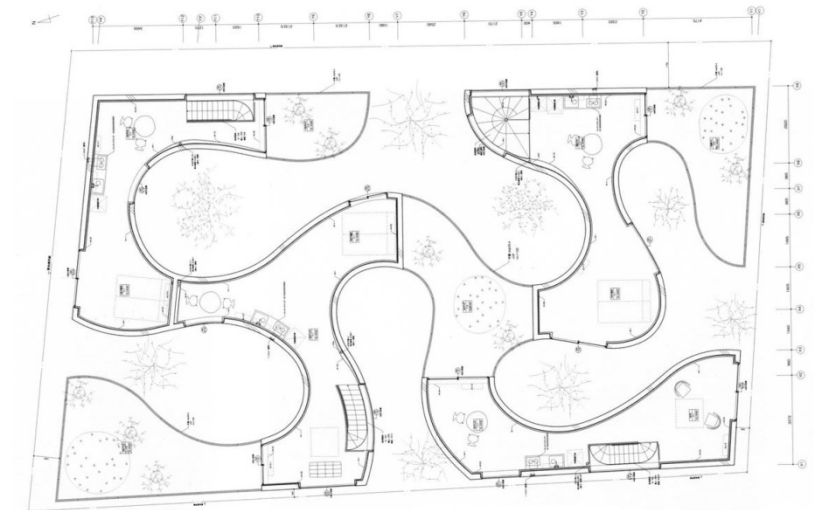
Darlinghurst, Sydney, Australia  
Brad Swartz Architects  
27 m<sup>2</sup>  
2014-2015



12 PRECEDENTS GIVEN TO ENTRANTS

Okurayama Apartments

Tokyo, Japan  
SAANA  
2006-2008

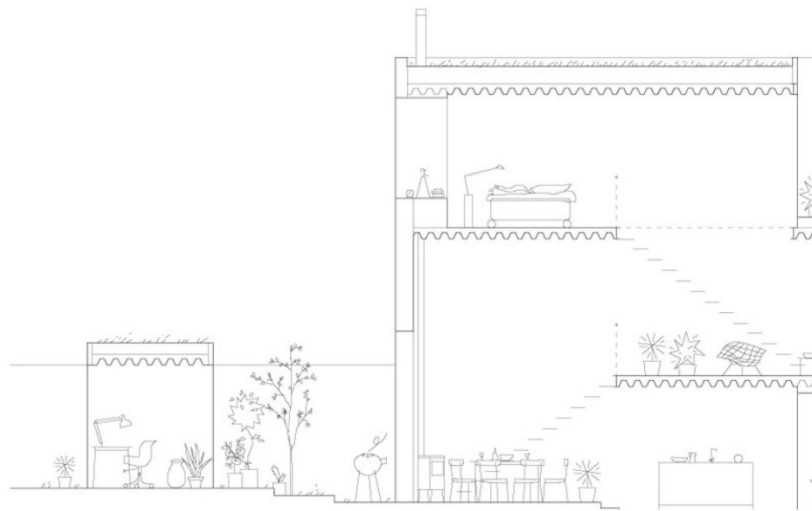




12 PRECEDENTS GIVEN TO ENTRANTS

Townhouse

Landskrona, Sweden  
Elding Oscarson Architects  
125.0 sqm  
2009





13 COMPETITION SITES

SITE A - Walter St, Leichardt



Orientation	North South Orientation.
Lot Dimensions	Frontage = 12.19m, Depth = 30.48m.
Rear lane access	No
Neighbourhood	West Leichhardt Distinctive Neighbourhood.
FSR	0.5:1

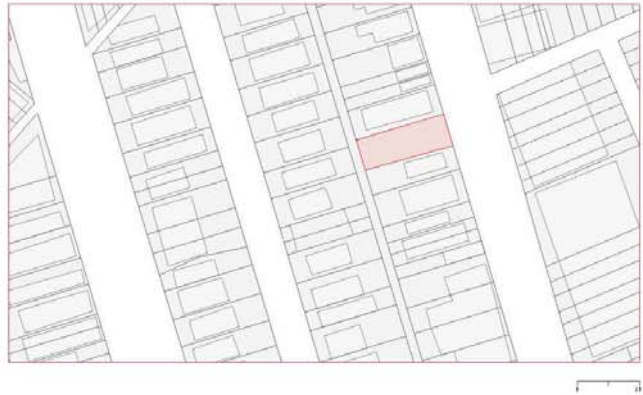
SITE B - Carlisle St, Leichardt



Orientation	North-south Orientation
Lot Dimensions	Frontage = 7.5m wide, Depth = 43m
Rear lane access	No
Neighbourhood	West Leichhardt Distinctive Neighbourhood
FSR	0.5:1

13 COMPETITION SITES

SITE C - Grove St, Lilyfield



Orientation	East West Orientation
Lot Dimensions	Frontage = 10.67m, Depth = 30.03m.
Rear lane access	Yes
Neighbourhood	Nanny Goat Hill Distinctive Neighbourhood.
FSR	0.5:1

SITE D - Curtis Rd, Balmain



Orientation	North South Orientation.
Lot Dimensions	Frontage = 11.23m, Depth = 31.65m.
Rear lane access	Yes
Neighbourhood	Mort Bay Distinctive Neighbourhood.
FSR	0.7:1

13 COMPETITION SITES

SITE E - Annandale St, Annandale



Orientation	East West orientation
Lot Dimensions	Frontage = 7.7m, Depth = 40.5m
Rear lane access	Yes
Neighbourhood	Annandale Street Distinctive neighbourhood
FSR	0.6:1

SITE F - Smith St, Rozelle



Orientation	East West Orientation.
Lot Dimensions	Frontage = 12.19m, Depth = 29.26m.
Rear lane access	No
Neighbourhood	The Valley (Rozelle) Distinctive Neighbourhood.
FSR	0.7:1

**SECTION 4 – CLOSED COUNCIL**

## ITEM 4.1                    LEGAL SERVICES REPORT

### Reason for Confidentiality

This report is **CONFIDENTIAL** in accordance with Section 10A(2)(g) of the Local Government Act 1993, which permits the meeting to be closed to the public for business relating to the following: -

- (g) advice concerning litigation, or advice that would otherwise be privileged from production in legal proceedings on the ground of legal professional privilege