## 5.2 Built Form and Character

The built form of Rozelle consists of the following components:

- Building Height;
- Building Style; and
- Spatial character.

### Building Height

Buildings exhibit a number of characteristics. Generally buildings have a height of between 1-2 storeys in residential areas and between 2 and 4 stories in commercial areas. The existing low height contributes to the "low scale" character that the area exhibits and buildings generally do not dominate the space. However, building height makes little contribution to the townscape character of inner Sydney.

In light of the above comments, the question of impact of building heights in the site on Rozelle's character is a complex one.

There are two principle approaches to accommodating higher density development on a site: perimeter block form with central square / piazza; or towers on a podium.

A perimeter block form provides opportunities to keep building height low and provide new public places in its centre. This approach, however:

- relies on the development of large, bulky buildings on site frontages, the extensive facades of which can introduce significant visual and environmental impacts (shadow, overlooking, wind etc) when viewed from the adjoining public domain and neighbouring properties, as well as creating greater exposure of a building's residents to noise, internal overlooking and local pollution from neighbouring roads;
- deprives residents of opportunities to access upper level views; and
- relies on the central public place to be vibrant, active and inviting, in order for the development to be a success (This is discussed in Part 4.3 above).

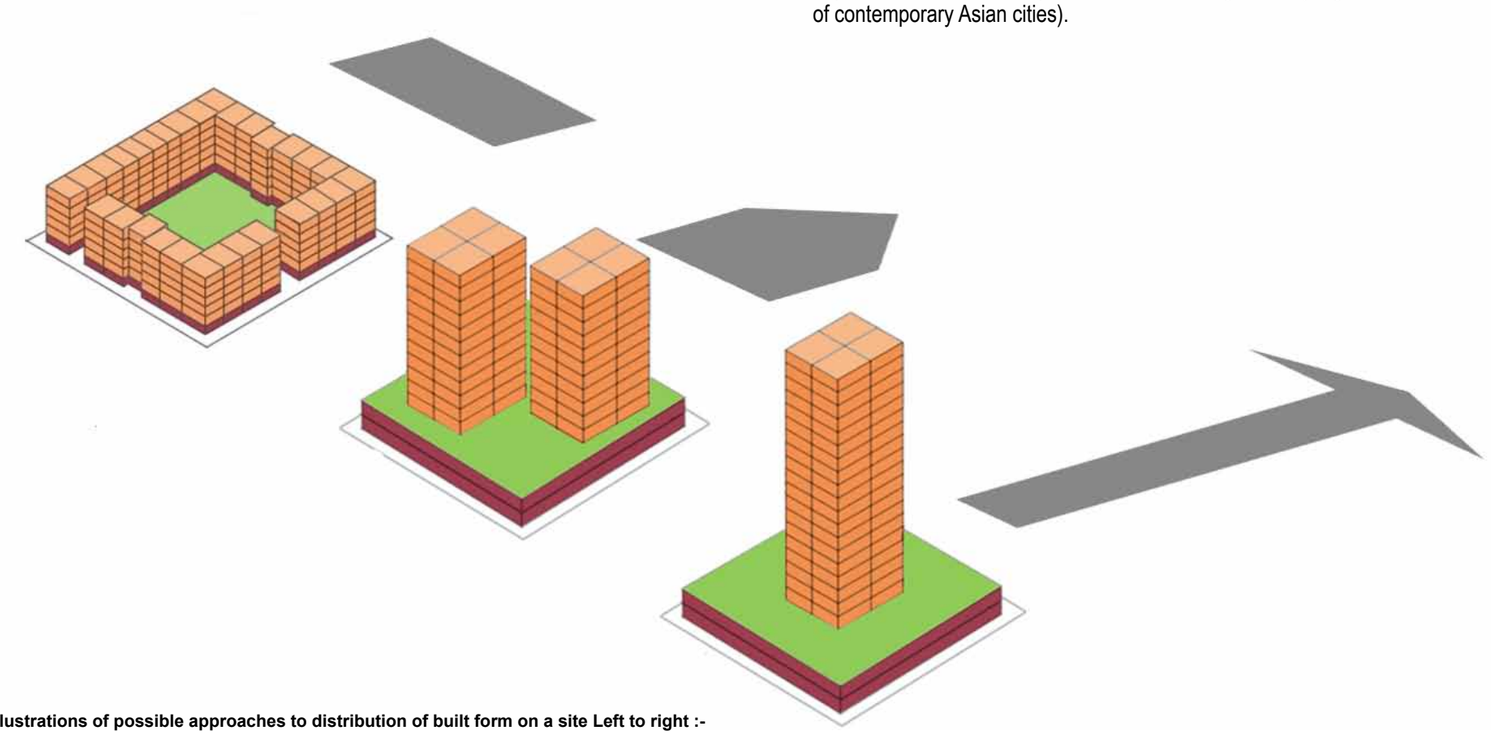
An alterative approach suggests the promotion of tall buildings on a podium.

Often, the impacts of tall buildings may be positive as:

- the presence of a tall buildings presents an opportunity to provide a visual signpost and a 'place marker' to the presence of the centre from various suburbs and localities within Sydney;
- the height and bulk (scale), and style of the podium can be sensitively configured to define a comfortable and human scale outcome in the public domain. Human scale podium heights alleviate much of the visual impact of tall, bulky development in the streetscape;
- they can expose new views, providing opportunities for public and private enjoyment; and
- they can offer increased residential density with less land consumption.

However, impacts can also be negative if located and designed insensitively:

- Building height can have significant implications on amenity through overlooking (privacy) and access to sunlight through overshadowing; and
- The scale and degree of visual, social and aesthetic change exemplified by tall buildings when viewed from afar can also often be unpleasant to some, particularly where they invoke personal cultural references and experiences (for example memories and experiences of the high rise public housing towers of post second world European cities and the high density high rise character of contemporary Asian cities).



**Illustrations of possible approaches to distribution of built form on a site Left to right :-**

**Perimeter Built Form. Lower height, but built to boundary. It relies on vibrant central space to be successful. However it exposes residents to road noise, does not capitalise on views, the building can be visually overbearing in the streetscape and it exposes immediate neighbours to considerable overshadowing and privacy impacts;**

**Lower Height Towers on Human Scale Podium, Resolves the issues with perimeter built form. However taller building extends reach of shadow impact, but for shorter duration; and**

**Tall Tower on Human Scale Podium. Similar to the lower height towers, it resolves the issues with the perimeter built form. However it further reduces shadow impact by reducing duration of impact, but extending its reach.**

Floor space demand and contemporary planning objectives suggest the need for proposals that exceed the current, predominant building height. Furthermore, as noted earlier, the ridge has the potential to accommodate increases in building height. Development has the potential to enhance the presence of the ridge and similarly the ridge may enhance the landmark status of the development, (and hence Sydney's townscape).

However this must be achieved with minimal loss of amenity, particularly to Waterloo Street at the site's rear. As the site is exposed care also has to be exercised to ensure that the visual impact of such development contributes to Rozelle's setting. A balance must be struck between the two markedly different objectives.

In establishing an appropriate building height development must address a number of matters:

- the need to establish an attractive, comfortable and human scale streetscape and public domain; and
- considerations such as views, solar access, overshadowing and amenity.

Due to the elevated nature of the area, taller buildings within the site generally should have little negative impact in terms of protection of views and amenity if interface conditions with adjoining buildings and residential uses are considered.

However, it is likely that any taller building within the site will have some shadow and visual impact. It would be unrealistic to expect or require no shadow impact whatsoever. The aim of any development should be to minimise shadow impact, so that such impacts are not unreasonable or cause any serious erosion to neighbouring amenity. A tall tower will present only minor temporary shadow impacts as the sun passes through the sky compared to larger, yet lower more squat perimeter built forms. While landmark architectural design has the potential to turn negative visual impact into positive visual impact.

There is no predetermined height which could be deemed to be appropriate. Generally the economies of building construction and lift core loading (which loose efficiency at increments of 15 levels) suggest building heights for towers either in the order of 12 – 15, 25 – 30 or 40- 45 stories.

In summary there is potential for a taller building within the site if supported / permitted. It suggests a tall, slender (narrow), landmark (iconic) built form.

**Examples of iconic / landmark built form from around the world. Left to right :-**
**Dupain (Sydney - never built), Aqua (Chicago), Proposed Tower by Daniel Libeskind Architect (New York), Horizon (Sydney), TransAmerica (San Francisco), Eureka (Melbourne) and Broadbeach x2 (Queensland)**

## Building Style

Generally a vernacular style of architecture is not prevalent in the Victoria Road Corridor.

The streetscape style along Darling Street exhibits a traditional retail suburban “high street” character of dominant shopfronts, continuous awnings / verandahs and low scale advertising signage. Development is distinguished by predominantly low 1-2 story high buildings, turn-of the century / inter-war styles and a human scale built form.

The area along Victoria Road on the other hand exhibits the characteristics of highway oriented “big box” commercial development. Buildings are comparatively large and have a poor relationship with the street space and footpath. There is a mix of styles ranging from art deco brick and render to contemporary bland tilt up concrete panels. Most contemporary commercial buildings are comprised, by and large, of low cost cheap materials and construction. There is little attention paid to detail and the adoption of distinctive design elements. Large, prominent and bright advertising signage, street clutter (signs, poles etc) and lower quality building finishes dominate in certain areas. Contemporary building facades lack visual integration. Building height, massing, and rhythm of facades are not integrated vertically and horizontally and do not reiterate the traditional streetscape character of Darling Street.

Buildings attempt to address and respond to the noise and pollution of the road in different ways. For example the residential buildings in the Balmain Shores development essentially ‘turn their backs” on Victoria Road and their facade design offers little to the quality of the streetscape.

Residential areas to the rear exhibit a harmonious mix of Colonial, Victorian, Federation and contemporary styles constructed in a mix of timber, tin, brick and stone materials. Parts of Rozelle’s residential neighbourhoods retain a distinctive heritage terrace and cottage dwelling character and are designated heritage conservation precincts. This includes Darling Street south, which forms part of the site.

In this context there are opportunities for the site to offer its own design approach. It would be appropriate that a “Disney World” artificial / mock historic type style, which lacks tradition and originality, is avoided. Architectural style should display innovation in a complimentary and timeless manner.




**Impressions of building style:**

**big box commercial with highway clutter on Victoria Road (top)**
**traditional high street of Darling Road north (right)**
**quiet residential street with views to Callan Park (bottom)**

**Spatial Character**

Spatial character is concerned with the quality of the spaces within the urban fabric.

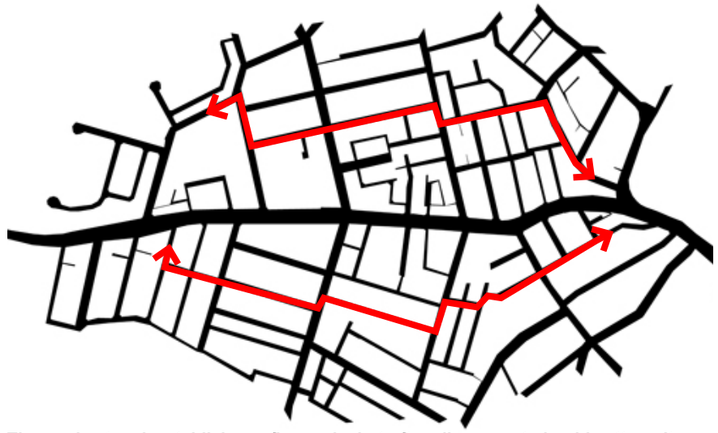
In the Victoria Road Corridor these spaces are primarily made up of streets, car parks and undeveloped / underutilised land. Buildings line the streets. Consequently building alignment forms the edge to the spaces. A continuous, contained, strong edged building line leads to a coherent and well-defined space. This promotes a positive character for the space and enhances the comfort of the space for the user. It facilitates a relationship between, and the integration of, the activities within the building and the activities within the space. It fosters a high level of spatial character.

In large car parking areas and undeveloped land the edges are fragmented or contain gaps. The edges are less coherent and correspondingly spaces are less defined and contained. The character and comfort of the area is reduced and correspondingly spatial character is eroded.

Generally, in the Corridor, two distinctly different spatial character areas can be distinguished:

- Along Victoria Road the siting and setbacks of commercial buildings and the presence of driveways, car parks and under utilised land leads to poorly defined spaces. Such spaces are relatively barren, devoid of landscaping, uncomfortable to use and erode the streetscape character of the area; and
- The local streets beyond Victoria Road consist predominantly of a residential, and in the case of Darling Street traditional main street, environments. They demonstrate a comfortable spatial quality characterised by minimal front and side setbacks. Buildings address street spaces. Garden landscapes and street trees assist in generating the edge to space in places.

It is appropriate that new development protect, maintain and reiterate the spatial quality of the area. Furthermore, new development and/or streetscape works should enhance existing spatial quality where it is poor, particularly along Victoria Road. Yet development must also be of a scale and form that is appropriate for both the low speed, human scale pedestrian oriented frontages of Darling Street and Waterloo Street, and the high speed, noisy car oriented frontage to Victoria Road.



**The road network establishes a fine grain, but often disconnected, grid pattern. It facilitates comprehensive access but limits such access to local traffic in areas where connectivity is poor.**

**All blocks except that accommodating the Leagues club site run perpendicular to Victoria Road. This creates potential interface issues for any major future redevelopment of that part of the block addressing the road where uses (particularly residential) are located to the rear.**

**Built form establishes an attractive and comfortable spatial character in residential aeas and Darling Street. However this is lost along Victoria Road.**

## 5.3 Access and Transport

The site is located within a major movement corridor that has significance for public transport, cyclists and pedestrians.

### Public Transport

Public Transport is bus based and Victoria Road is fortunate in that it accommodates both local and subregional routes as well as Sydney's Metrobus network.

The local bus route network offfers comprehensive access through, to and from the Leichhardt LGA to the Sydney CBD and other destinations further afield.

The MetroBus network offers high-frequency, high-capacity links between key employment and centres across Sydney. There are two routes on Victoria Road. They are:

- M50 - connecting Drummoyne, Rozelle, the City, Darlinghurst, Moore Park, Randwick and Coogee (it commenced in October 2010); and
- M52 - connecting Parramatta, Ryde, Drummoyne, Rozelle and Circular Quay (It commenced in August 2010).

The characteristics of Metrobus are as follows (source: www.sydneybuses.info):

- High-frequency service running seven days a week, with a 10-minute frequency during peak periods, every 15 minutes during the weekday off-peak, and 20 minutes in the evening and on weekends;
- Simple bus stop numbering and on-bus next stop displays and audio announcements;
- Stops at major bus and rail interchanges;
- All Metrobus buses are air-conditioned and include security CCTV; and
- Low-floor entry and priority seating for wheelchair users, less mobile passengers and parents with prams.

The intersection of Darling Street and Victoria Road is recognised as an important interchange on the local bus and Metrobus networks.

A major upgrade to Victoria Road has recently been completed to improve the efficiency of bus movements. Works include new contra flow systems, new bus lanes, modifications to intersections, associated signage and duplication of the Iron Cove Bridge.


Victoria Road has also been subject to the NSW State Government's proposal for the CBD Metro heavy rail link that seeks to link Rozelle with Central Station via Barangaroo and Martin Place in the CBD. This proposal has been removed from the Government's current transport plans to 2036. However the government has announced that the corridor will remain in place. The site has played an important role in the proposed new station at Rozelle.

Generally all dwellings and activities within 400 metres (5 minutes) walking distance of Victoria Road enjoy good access to this public transport. When a 400 metres distance from the centreline of Victoria Road is mapped large areas of commercial and residential properties are included. This area amounts to (excluding roads and open space) approximately 30 hectares north of Victoria Road and 43.2 hectares south of Victoria Road (73 hectares total). Not all of this area will be available for redevelopment. However it presents a first step in the analysis.

### Traffic

Victoria Road, as noted earlier, carries some 75,000 vehicles a day including 1480 buses. While this offers excellent exposure and access to Sydney's regional road network, it comes at the expense of local amenity due to noise and pollution.


**Boundaries of the Corridor: Established by 400 metres Walking Distance from Victoria Road (200 metre radius around bus stops also shown)**

The volume of traffic also hinders direct access to the site. The site currently enjoys access via multiple driveways to its car parks from both Victoria Road and Waterloo Street. There is the opportunity to consolidate access into a reduced number of places, improving traffic and parking management and enhancing streetscape quality to both streets. In many respects the ability to use the signalised intersection at Wellington Street, via the inclusion of an additional phase in the traffic signals if possible, should further minimise impacts to Waterloo Street.

Traffic generation by the development of the site is a concern that was raised with the previous proposal by traffic consultants for Council. Their investigations concluded that the extent of traffic generation was unacceptable when considered with surrounding future developments and that the scale of development may have to be reduced.

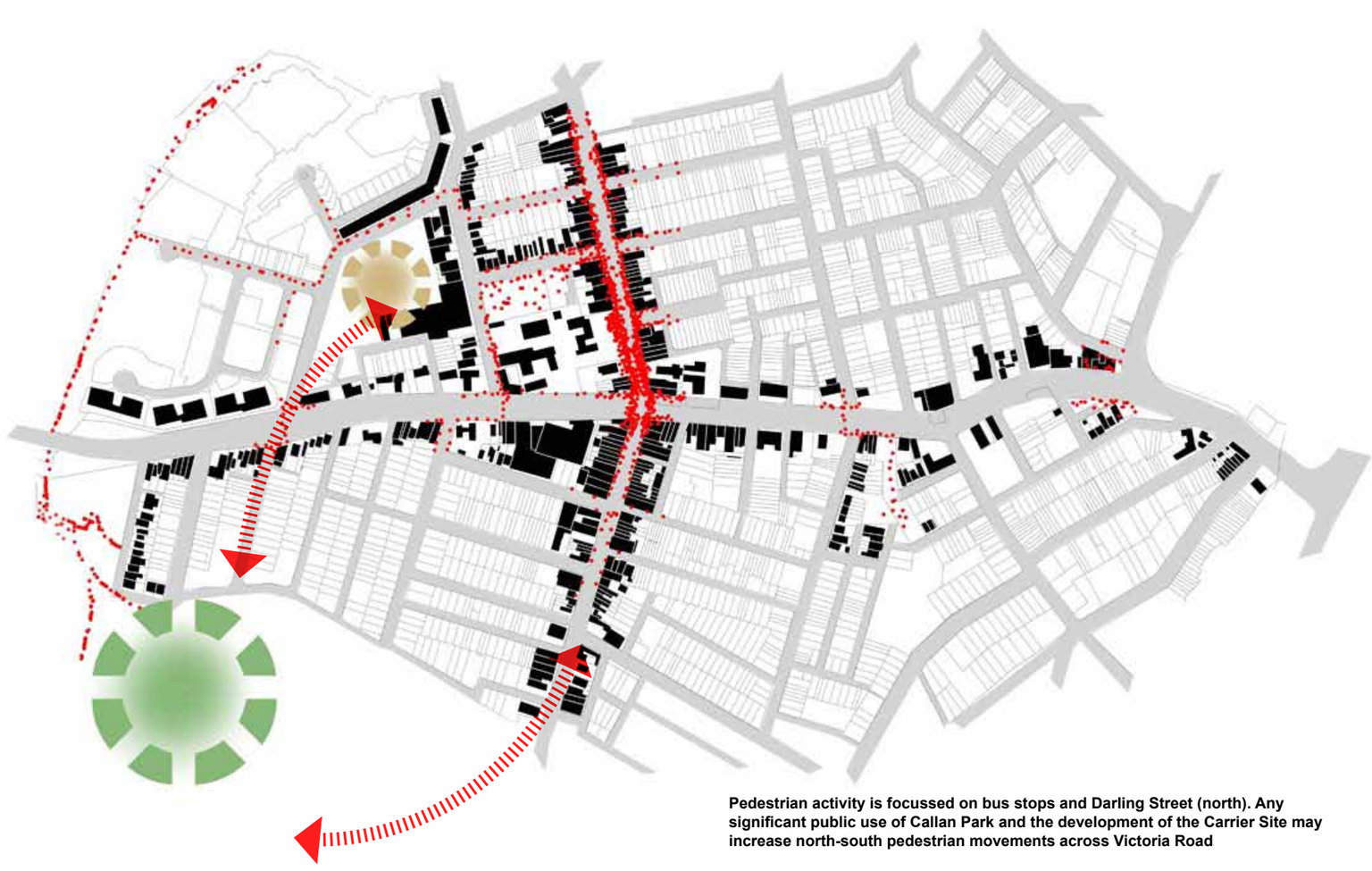
It would be unreasonable to make traffic impacts the principal priority in resolving and balancing the competing interests placed upon the area by new development. Particularly if such prioritisation hinders the achievement of other objectives and wider public benefits (both direct and indirect). Traffic congestion in an inner city location is not an unusual, unreasonable or unexpected characteristic and cannot be avoided. The upgrading of the Inner West Busway should go some way to ensuring that impacts on public transport are minimised.

### Bicycles and Pedestrians

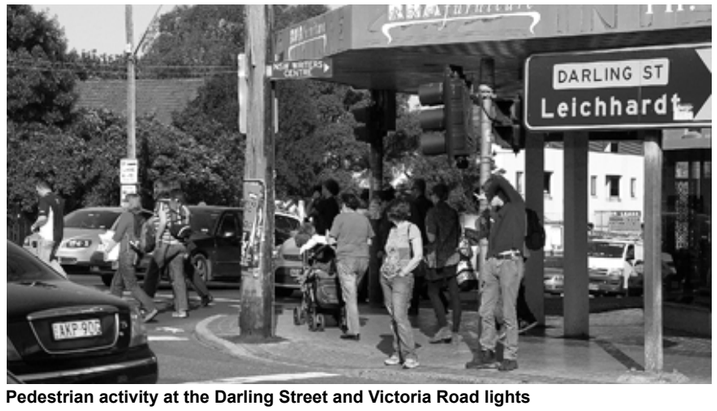
Along Victoria Road and surrounding the site is a network of cycle paths. Their siting is not ideal however. In Victoria Road the dual use nature of the path where cyclists share the existing footpath space with pedestrians must inevitably lead to conflicts and an uncomfortable and potentially unsafe experience for both users. It is not conducive to facilitating either pedestrian or cyclist movements.

Pedestrian activity within the Precinct exhibits a number of different characteristics. Darling Street north of Victoria Road is a significant pedestrian destination due to the presence of the Rozelle School and the character of the shops. Darling Street south appears to be more of a pedestrian thoroughfare to activities north of Victoria Road and bus stops. The intersection of Darling Street and Victoria Road is subject to heavy pedestrian cross movements at the lights.

Victoria Road carries little pedestrian traffic and pedestrian experience of using the road is neither a memorable (in a positive sense) nor a comfortable one. Generally pedestrians only use the road to access destinations such as bus stops and commercial premises. It is not a popular thoroughfare. However it has potential to be so, particularly for north-south links to any future use of the Callan Park site via the signalised crossing at Terry/Toelle Streets.



**Pedestrian activity is focussed on bus stops and Darling Street (north). Any significant public use of Callan Park and the development of the Carrier Site may increase north-south pedestrian movements across Victoria Road**




**Pedestrian activity at the Darling Street and Victoria Road lights**

**Victoria Road: potential for bicycle and pedestrian conflict**

## 5.4 Urban Structure and Legibility

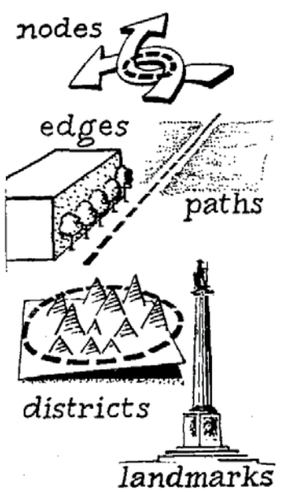
In many ways the harbourside setting of the Balmain Peninsula and the ridgetop location of Rozelle influence not only the character of the area, but also contributes to an understanding of the setting and character of inner Sydney in a broader context. The layout and structure of Sydney, and the inherent beauty of its landscape and constructed character of its townscape, defines its “sense of place’.

The ‘Sense of Place’ generated by an urban area is based upon its structure, which is determined by the elements which contribute to its understanding, recognition, image and ease of getting around, in other words, its legibility.

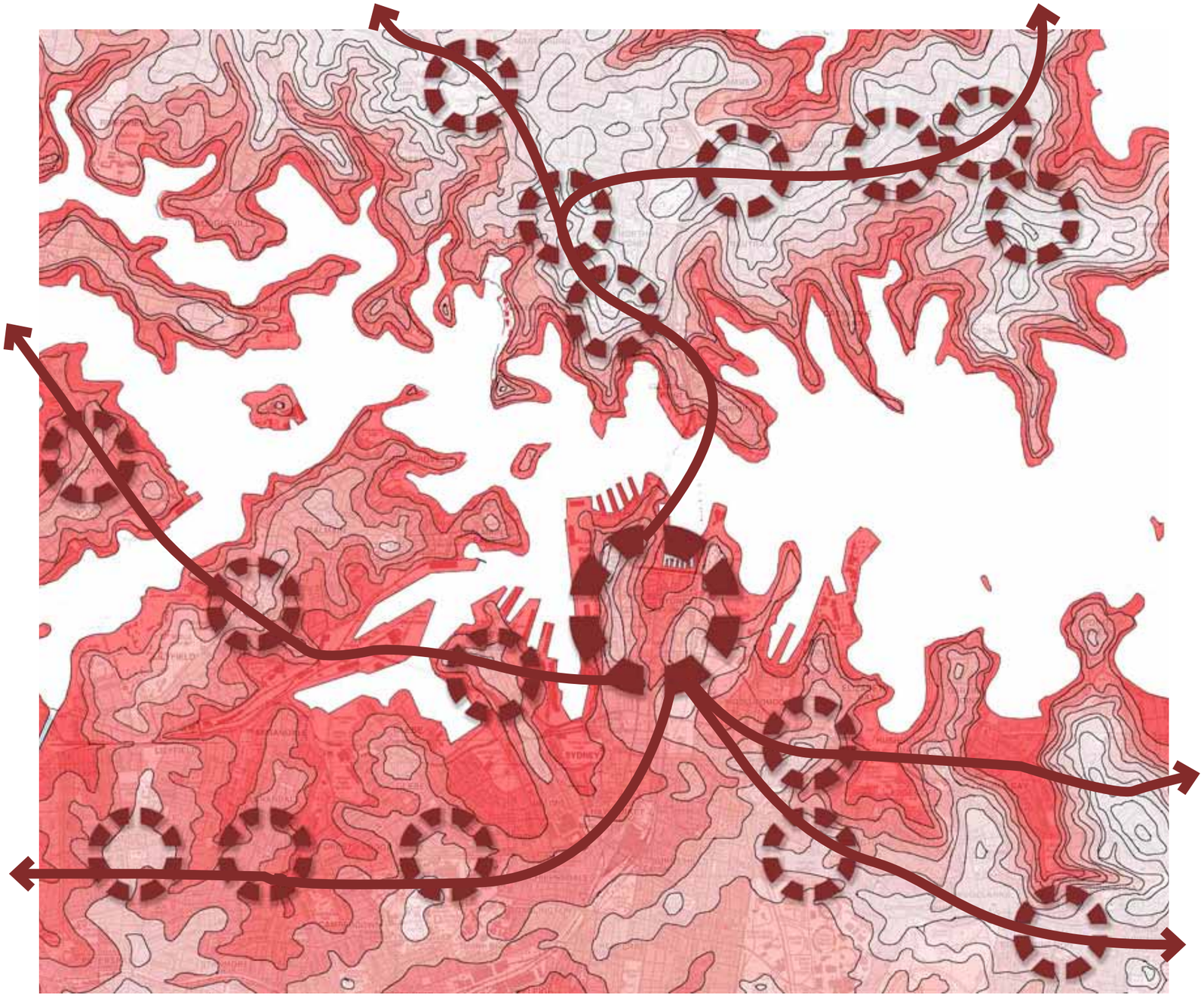
In Rozelle the elements of legibility comprise Paths, Gateways, Nodes, Landmarks and Views.

Paths are the channels of movement for people.  People make their observations of an area along them.  Paths are a major component of the public domain. In Sydney, as a result of its soft sandstone, routes often end in a valley or cliff. Therefore early pathways followed the ridgelines, as this was a much easier route to pursue. Roads and railways kept to these early pathways. Similarly, commercial activity centres followed and located at major points along the ridgelines.

Today, the ridges form the framework for the structure and location of major pathways and centres in inner Sydney. The ridgetop paths of Victoria Road and Darling Street in Rozelle, and their intersection at the apex of the ridge, are a part of this framework and have the potential to enhance and promote positive image generation of the area.




**The elements of the City (after Kevin Lynch, 1977 ‘The Image of the City” MIT Press)**



**The role of the ridges in Sydney’s urban structure**

Gateways are a component of the paths. They are the point where the public first observes, experiences and to a certain degree judges the area. At a local scale, gateways in Rozelle are predominantly vehicular and the image generated by the Victoria Road gateways is relatively weak. They incorporate no distinctive elements and contribute little to character and image generation. They do not indicate a pronounced "arrival" at the centre of Rozelle at the ridgetop. However, the harbour side location and landform character of the Balmain Peninsula is such that it has the potential to make a significant contribution as a visual gateway for not only those visitors arriving in Australia by plane as noted earlier, but also as the gateway to Sydney's inner west when viewed from tall CBD and suburban buildings and other viewing points.

Nodes are focal points within the urban environment. They form concentrations of physical activity and contribute to the understanding of the structure of the area. The focus of activities and junction of pathways at the intersection of Darling Street and Victoria Road is an important node.

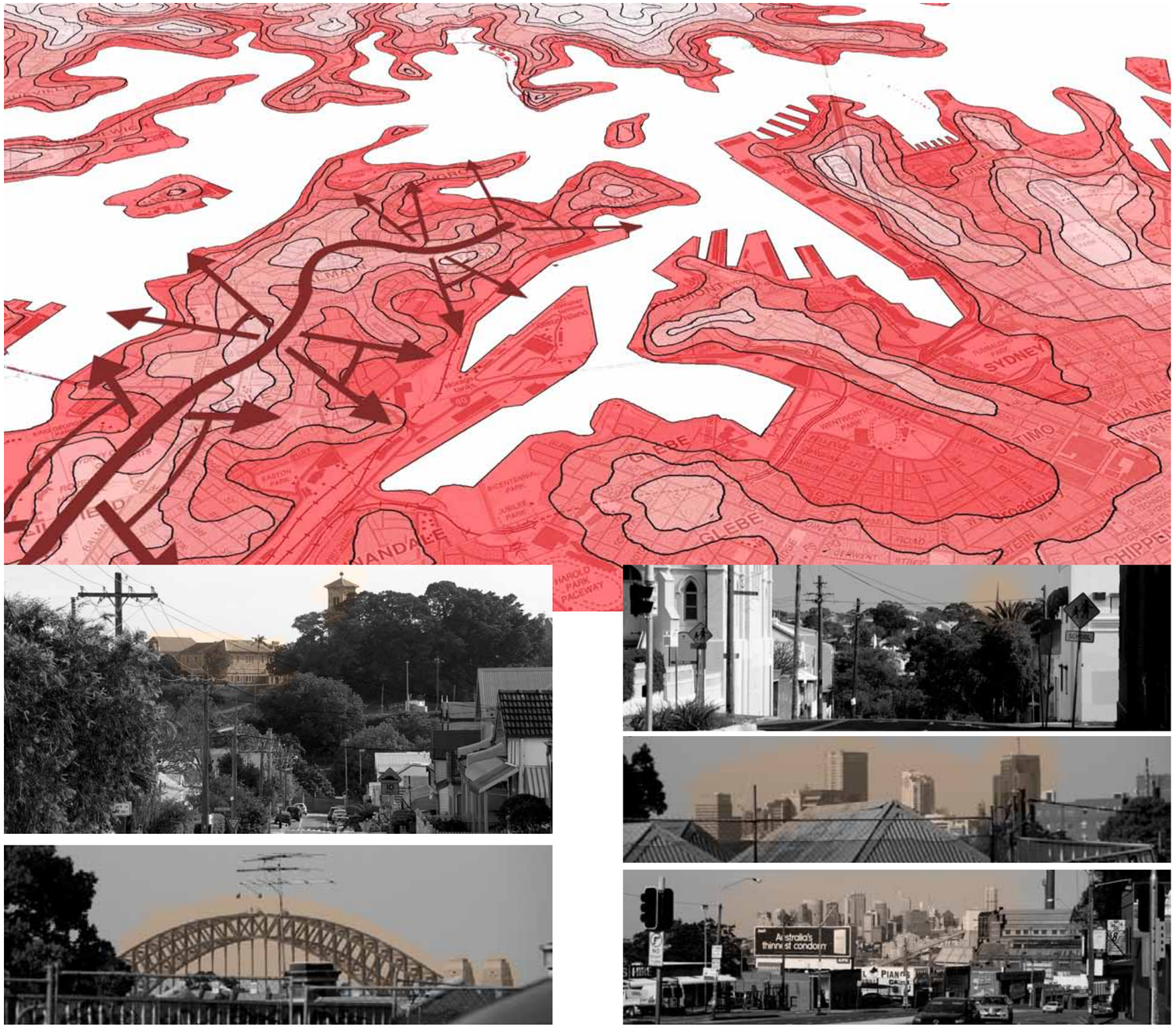
Landmarks are place references and contribute to the memorability of the area. They are usually distinctive objects such as a prominent building. The distinctive sequence of landmark tall buildings located in prominent elevated centres emanating on ridgeline pathways from the Sydney CBD, discussed above, contribute to its legibility and are significant components of Sydney's 'sense of place'.

In Rozelle the landmarks are few and are low scale, comprising prominent signage and historic hotels and pubs that line Victoria Road. To a certain degree, the existing Balmain Leagues club building is also a local landmark.

The presence of a tall building in the area presents an opportunity to provide a visual signpost and a 'place marker' for Rozelle from various suburbs and localities within inner Sydney.

Views and vistas are a product of the landform of the area. They significantly contribute to the streetscape quality of the study area. Within Rozelle there are a number of local views and vistas. They include streetscape views along Victoria Road and Darling Street. All views are obstructed or impaired to a certain degree by poorly located buildings, trees, or traffic management measures.

However, there are more expansive views available from the top of the ridgeline to neighbouring suburbs, the Sydney CBD, Callan Park and even the towers of North Sydney, Redfern and St Leonards. These landmarks enable the recipient to firmly place their location within the City and perceive their position in the City's urban structure. The benefits of this perception on generating a personal 'sense of place' demonstrate the value of views to landmarks in the urban structure and image of the City.




**Views from the ridgeline (clockwise):Callan Park, Annandale, North Sydney & St Leonards, CBD, Harbour Bridge**

The harbour and ridgeline are attractive assets to Rozelle that can provide visual relief within the urban environment. All opportunities to open up and enhance views to the harbour and suburbs should be pursued.

This approach whereby the siting of taller buildings is promoted on higher ground is not new. Throughout the world and throughout history mankind has taken advantage of hilltops and elevated ground to establish iconic structures. It is common for larger, taller iconic buildings to be positioned on visually prominent sites. San Francisco's General Plan recognises the benefits of tall buildings to the image and character of the city's skyline in relation to its distinctive undulating topography, and it promotes progressive increases in height as landform increases in elevation. The Plan notes:

"*The relationship of a building's size and shape to its visibility in the cityscape, to important natural features and to existing development determines whether it will have a pleasing or a disruptive effect on the image and character of the city. … A. Tall, slender buildings near the crown on a hill emphasise the form of the hill and preserve views*"

San Francisco General Plan Urban Design Element Objective 3 (www.sf-planning.org/ftp/General_Plan).

Generally, Rozelle and the Balmain Peninsula currently play no part in contributing to the legibility of inner Sydney. It is difficult to gain an appreciation of the presence of Rozelle in inner Sydney when viewed from advantageous public domain places.

This in turn provides opportunities for development to offer a landmark role to contribute to the legibility and 'sense of place' of Sydney from its eastern, western, harbour and air approaches.

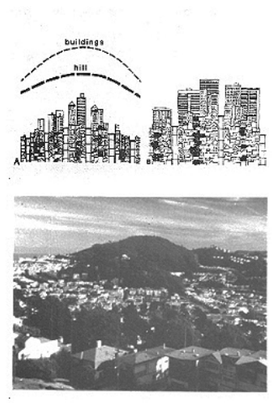
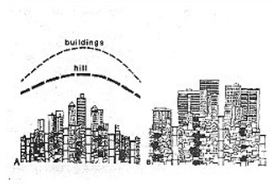
**Elevated land is symbolically the place for buildings and structures of significance**

**OBJECTIVE 3**
**MODERATION OF MAJOR NEW DEVELOPMENT TO COMPLEMENT THE CITY PATTERN, THE RESOURCES TO BE CONSERVED, AND THE NEIGHBORHOOD ENVIRONMENT.**

As San Francisco grows and changes, new development can and must be fitted in with established city and neighborhood patterns in a complementary fashion. Harmony with existing development requires careful consideration of the character of the surroundings at each construction site. The scale of each new building must be related to the prevailing height and bulk in the area, and to the wider effects upon the skyline, views and topographic form. Designs for buildings on large sites have the most widespread effects and require the greatest attention.

**Fundamental Principles for Major New Development**

These fundamental principles and their illustrations reflect the needs and characteristics with which this Plan is concerned, and describe measurable and critical urban design relationships in major new development.

| | | |
|---|---|---|
| 1. | The relationship of a building's size and shape to its visibility in the cityscape, to important natural features and to existing development determines whether it will have a pleasing or a disruptive effect on the image and character of the city.<br>A. Tall, slender buildings near the crown on a hill emphasize the form of the hill and preserve views.<br>B. Extremely massive buildings on or near hills can overwhelm the natural land forms, block views, and generally disrupt the character of the city.<br>C. Low, smaller-scale buildings on the slopes of hills, at their base and in the valleys between complement topographic forms and permit uninterrupted views.<br>D. Low buildings along the waterfront contribute to the gradual tapering of height from hilltops to water that is characteristic of San Francisco and allows views of the Ocean and the Bay. Larger buildings with civic importance, as evidenced by a vote of the people, providing places of public assembly and recreation may be appropriate along the waterfront at important locations.<br>E. Larger, taller buildings can blend pleasantly with small-scaled areas if the change in scale is not excessive and if their form or surface pattern is articulated to reflect the existing scale. |  |
| 2. | Building siting and massing with respect to street pattern influence the quality of views from street space.<br>A. Tall buildings on the tops of hills allow clear views down streets.<br>B. Tall buildings on slopes of hills severely restrict views from above. |  |
| 3. | Clustering of larger, taller buildings at important activity centers (such as major transit stations) can visually express the functional importance of these centers. | |
| 4. | The relationship between areas of low, fine-scaled buildings and areas of high, large-scaled buildings can be made more pleasing if the transition in building height and mass between such areas is gradual. | |
| 5. | Taller or more visually prominent buildings can provide orientation points and increase the physical distinction, variety and contrast of large areas with similar streets and buildings, particularly areas of unrelieved monotony. | |
| 6. | When highly visible buildings are light in color, they reinforce the visual unity and special character of the city. | |

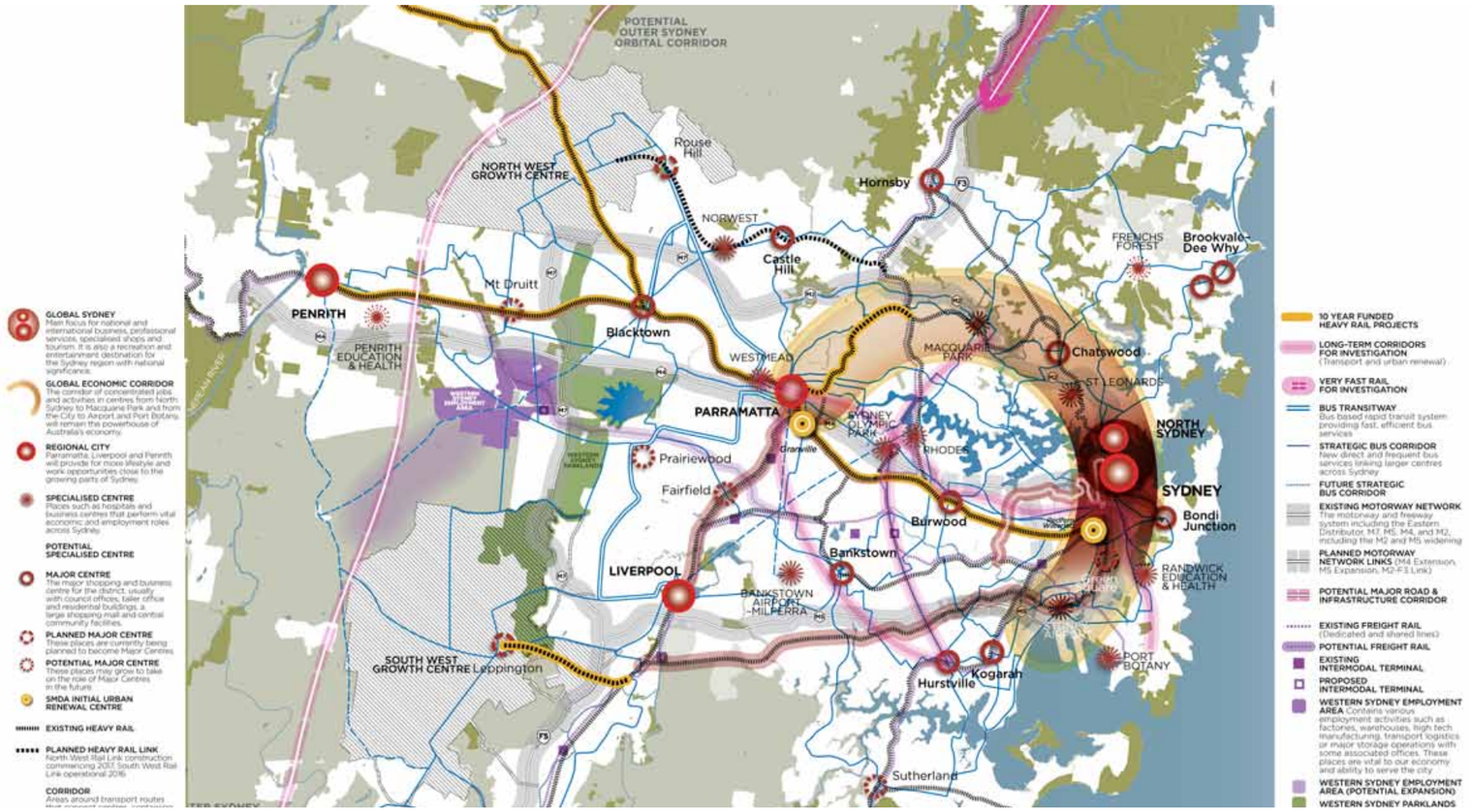
**Extract from San Francisco's General Plan**

# 6. SITE CONTEXT: ECONOMIC + LAND USE

## 6.1 NSW State Government Metropolitan Planning

There are a number of State Government Strategies and Policies that provide the strategic context for the development of the corridor. They include:

- The NSW State Plan;
- The Metropolitan Plan for Sydney 2036;
- Draft Inner West Subregional Strategy; and
- Metropolitan Development Program (MDP).




**The Metropolitan Plan for Sydney**

### The NSW State Plan

The NSW State Plan 2021 was recently released. It replaces the previous Plan of 2010 as "the NSW Government's strategic business plan, setting priorities for action and guiding resource allocation" (p.2). The development of the site is consistent with many of the 32 goals in the five strategies of the Plan; particularly directly with regard to "[placing] downward pressure on the cost of living," "reduce travel times [and] grow patronage on public transport by making it a more attractive choice," "building liveable centres" and growing business investment.

The NSW State Plan reinforces the significance of, and role for, a concentration of activities and increased density of development along transport corridors.

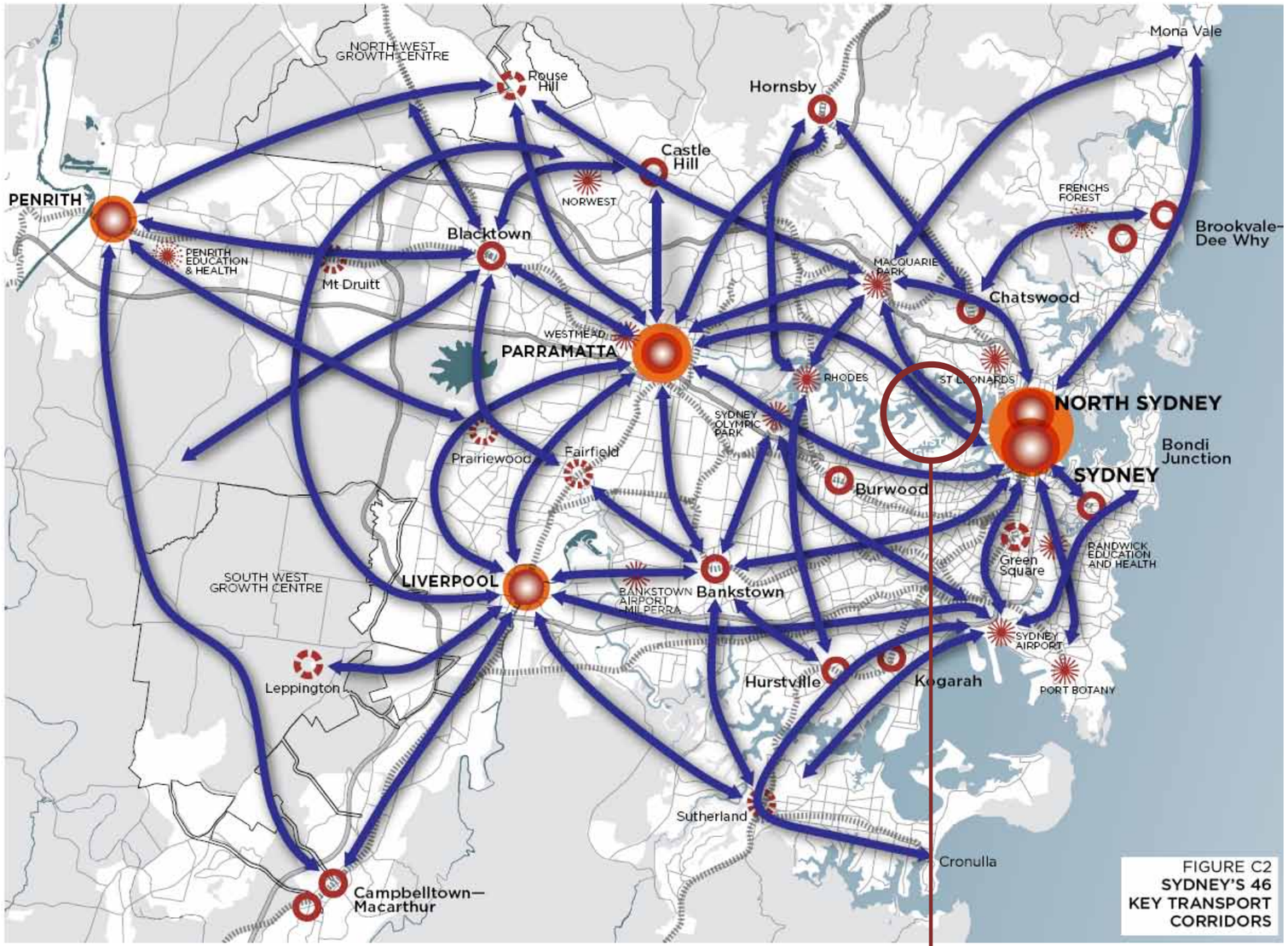
### The Metropolitan Plan for Sydney 2036

The Metropolitan Plan for Sydney 2036 was released on 16 December 2010. It comprises the new Metropolitan Strategy (Metro Strategy) for Sydney and replaces the previous "City of Cities – a Plan for Sydney's Future" prepared in 2005.

The Plan integrates land use, urban and funded transport planning to provide a framework for sustainable growth and development to 2036. It will also meet the targets in the NSW State Plan most notably in integrated transport and land use planning. The Plan's vision is "*By 2036, Sydney will be a more compact, networked city with improved accessibility, capable of supporting more jobs, homes and lifestyle opportunities within the existing urban footprint*" (p.15).

Of relevance to this analysis:

- It's policy settings reinforce the targets of the State Plan including:
  - → Build at least 70% of new homes in the existing urban area; and
  - → Enable residential and employment growth in areas where there is available or planned public transport capacity;
- Based on the Plan's hierarchy of centres, as well as employment/housing trends and travel patterns, it identifies the Victoria Road Corridor as representing two of 46 existing and emerging multimodal transport corridors. The Corridors factor in expected growth patterns including Sydney's primary transport movements to the CBD, Global Economic Corridor and other centres and the urban renewal of existing developed areas. The corridors have been assessed as critical over the longer term to ensure a connected city with efficient travel options and will guide the location of capacity enhancements to ensure a compact and accessible city;




**The Metropolitan Plan's Transport Corridors**

Victoria Road in the Corridor Plan

- It identifies Victoria Road as a 'Strategic Bus Corridor' comprising new direct and frequent bus services linking larger centres across Sydney. It defines a 'corridor' as "areas around transport routes that connect centres, containing related activities. Corridor types: Economic, Renewal, Enterprise;"
- It identifies a dwelling target in the inner west (comprising Leichhardt, Canada Bay, Ashfield and Strathfield Councils) of 35,000 dwellings by 2036. This is an increase of 5,000 dwellings identified in the Draft Inner West Subregional Strategy (discussed below).

**Draft Inner West Subregional Strategy**

The aim of the Subregional Strategy is to translate the objectives of the NSW Government's Metropolitan Strategy 2005 and State Plan to the local level. Relevantly it provides:

- a vision for the future role of the subregion;
- staging and prioritisation of renewal; and
- local government area housing targets to 2031.

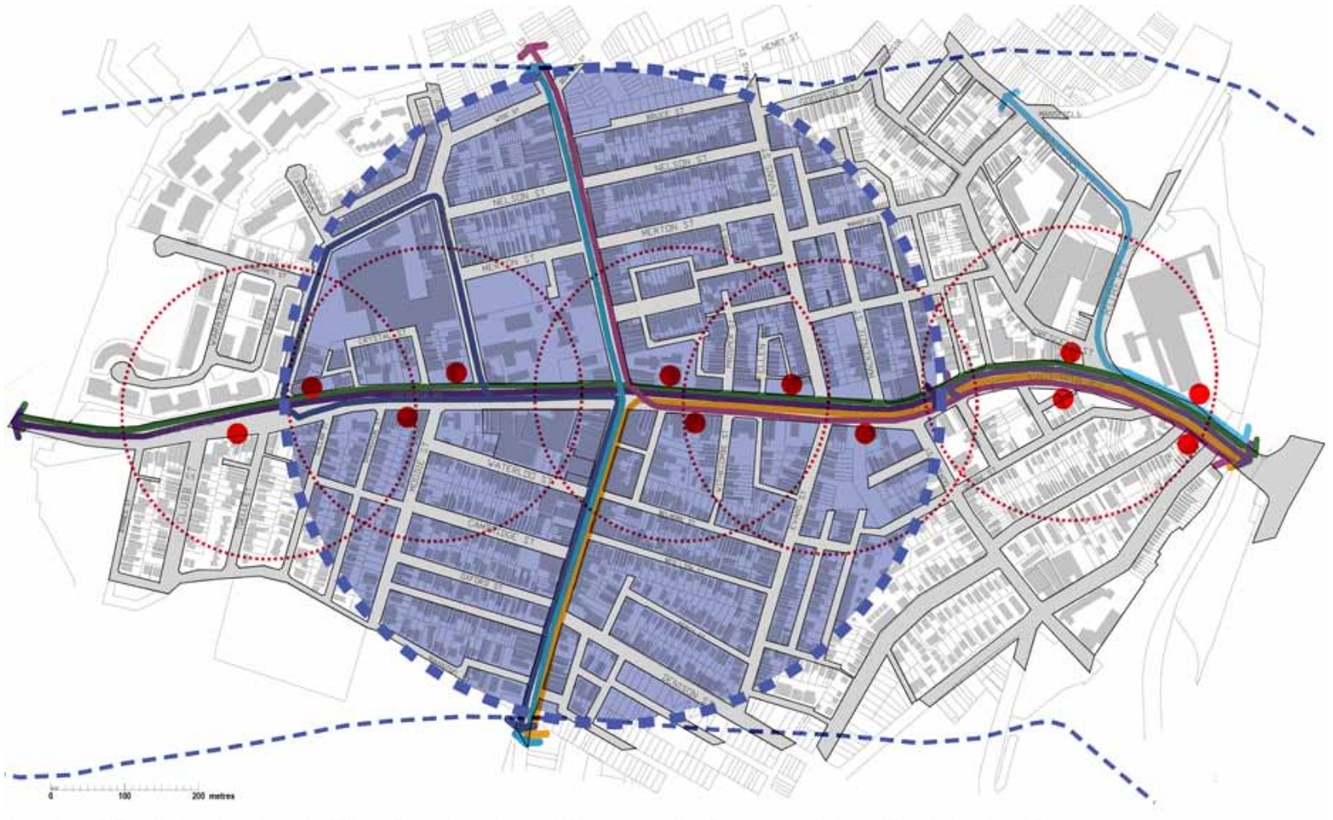
The draft Inner West Subregional Strategy was exhibited between 3 July to 5 September 2008 and councils were consulted during its preparation. When finalised, the Subregional Strategy will guide land use planning until 2031 in the Ashfield, Burwood, Canada Bay, Leichhardt and Strathfield local government areas.

The Draft Inner West Subregional Strategy remains a draft document and will be superseded/updated by new investigations required as part of the Metropolitan Plan 2036. Notwithstanding this, it remains today the only document that provides any published advice on State Government objectives at a local level.

Of relevance to this investigation the Subregional Strategy:

- Identifies land around the intersection of Victoria Road and Darling Street as two 'Small Village Centres" (North and South Rozelle). A village centre is defined as "a small strip of shops and adjacent residential area within a 5 to 10 minute walk (400 metres radius) containing between 800 and 2,700 dwellings". Densities of this nature suggest the application of elevated floor space ratios (FSRs) for key sites within the village centres;


**> Extract of Inner West Subregional Strategy Centres Map**




**Location of 'Rozelle (north and south) 'Village Centre' catchment (400 metres radius from centre) in Inner West Subregional Strategy**

- Earmarks Victoria Road as an 'Enterprise Corridor'. An 'Enterprise Corridor' is defined as an area that provides "low cost accommodation for a range of local and regional services, including start–up offices, light industrial, showrooms, building supplies and retail, which benefit from high levels of passing traffic (over 50,000 vehicles per day). They provide a valuable buffer between residential development and the road". For the Corridor it suggests the inclusion of significant non-residential floor space within sites to accommodate these uses;
- Sets a target of an additional 30,000 dwellings within the Subregional area by 2031 concentrated around centres and villages, of which 2,000 are identified to be located within the Leichhardt LGA. It is unclear, whether the 2,000 dwelling target will be increased to reflect the increased targets contained in the Metropolitan Plan 2036. Based on a notional 100 sqm floor area per dwelling (if it is assumed that the dwelling will be an apartment or other medium / high density type dwelling), 2000 dwellings will require the accommodation of an additional 200,000 sqm of residential floor space within Leichhardt's existing built environment. Additional floor space for local retail, employment and community services will also be required.

It is clear that the Victoria Road Corridor is intended to accommodate a concentration and a mix of uses as befits its "Enterprise Corridor" status. In particular the area surrounding the Victoria Road / Darling Street intersection has a planned status as a local centre with an intense density of population within walking distance.

### Metropolitan Development Program

The Metropolitan Development Program (MDP) is the Government's program for tracking and managing housing supply and covers major infill sites in existing urban areas. The MDP develops an indicative ten-year dwelling supply forecast for tracking the likely future availability of land for housing purposes.

In April 2010 the "MDP 2008-09 Report and Residential Forecasts 2008/09 - 2017/18" was released. For the Leichhardt LGA it notes:

- The median sales price of detached dwellings has almost doubled between 2000 and 2008 (from $434,000 to $ 795,000);
- Production of dwellings in the last 5 years has been a total of 580 dwellings;
- Production of dwellings in the 6 – 10 years prior to this period was a total of 2,706 dwellings. The majority of these dwellings have been located in a small number of major redevelopment sites, which are now exhausted;

### Existing Urban Areas

- Provide 60-70 per cent of new housing in existing urban areas.
- Focus residential development around centres, town centres, villages and neighbourhood centres.
- Provide a mix of housing.
- Plan for increased dwelling capacity targets.

The strategy includes 10 metropolitan subregions and the Central Coast Region. The dwelling targets for each of the subregions/Region are included in Table 2.1.

Table 2.2: Draft LGA Dwelling Targets 2004 - 2031

| Subregion | LGA | Dwellings Target |
|---|---|---|
| Sydney City | City of Sydney | 55,000 |
| East | Botany Bay | 6,500 |
| | Randwick | 8,400 |
| | Waverley | 2,200 |
| | Woollahra | 2,900 |
| South | Kogarah | 2,550 |
| | Hurstville | 4,100 |
| | Canterbury | 7,100 |
| | Rockdale | 7,000 |
| | Sutherland | 10,100 |
| | Marrickville | 4,150 |
| Inner West | Ashfield | 2,000 |
| | Burwood | 7,700 |
| | Canada Bay | 10,000 |
| | Leichhardt | 2,000 |
| | Strathfield | 8,300 |
| Inner North | Lane Cove | 3,900 |
| | North Sydney | 5,500 |

**Extracts from Section 2 of the NSW Department of Planning's Metropolitan Development Program (MDP) 2008-2009**


### Dwelling Production - MDP Typology

| LGA | Last 0-10 Years | | | | | Last 5 Years | | | | | Short Term | | | | | Medium Term | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Infill | Transit Nodes | Release Area | Rural | Subtotal | Infill | Transit Nodes | Release Area | Rural | Subtotal | Infill | Transit Nodes | Release Area | Rural | Subtotal | Infill | Transit Nodes | Release Area | Rural | Subtotal |
| Ashfield | 103 | 757 | 0 | 0 | 860 | 96 | 365 | 0 | 0 | 460 | 160 | 640 | 0 | 0 | 800 | 325 | 275 | 0 | 0 | 600 |
| Burwood | 173 | 842 | 0 | 0 | 1,015 | 170 | 260 | 0 | 0 | 430 | 290 | 855 | 0 | 0 | 1,145 | 290 | 1,135 | 0 | 0 | 1,425 |
| Canada Bay | 2,837 | 854 | 0 | 0 | 3,691 | 1,706 | 2,041 | 0 | 0 | 3,747 | 1,102 | 2,888 | 0 | 0 | 3,990 | 890 | 2,560 | 0 | 0 | 3,450 |
| Leichhardt | 2,304 | 402 | 0 | 0 | 2,706 | 377 | 203 | 0 | 0 | 580 | 295 | 165 | 0 | 0 | 460 | 290 | 160 | 0 | 0 | 450 |
| Strathfield | 151 | 1,228 | 0 | 0 | 1,379 | 186 | 1,369 | 0 | 0 | 1,556 | 165 | 1,525 | 0 | 0 | 1,690 | 200 | 1,075 | 0 | 0 | 1,275 |
| Inner West Total | 5,568 | 4,083 | 0 | 0 | 9,651 | 2,543 | 4,238 | 0 | 0 | 6,781 | 2,032 | 6,073 | 0 | 0 | 8,105 | 1,995 | 5,205 | 0 | 0 | 7,200 |

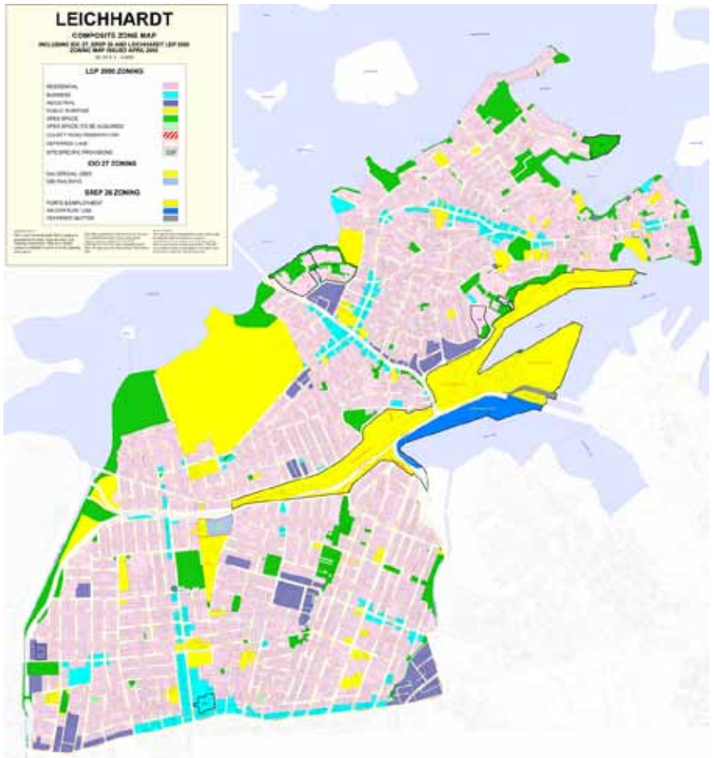
| | | | | | |
|---|---|---|---|---|---|
| | Canal 17 | Rhodes - Precinct B | 274 | 398 | 850 | 1,248 |
| | Canal 18 | Rhodes - Precinct C | 0 | 781 | 0 | 781 |
| | Canal 17 | Rhodes - Precinct D | 153 | 79 | 330 | 398 |
| Leichhardt | Lee 01 | Balmain Tigers | 0 | 65 | 65 | 130 |
| Strathfield | Site 20 | Parramatta Road Corridor Masterplan | 627 | 1,142 | 420 | 1,562 |
| | Site 21 | Homebush West Precinct | 399 | 140 | 100 | 240 |
| | Site 22 | Homebush (North Mill Precinct | 11 | 45 | 300 | 345 |
| | Site 23 | 2-4 Duke Street | 0 | 20 | 0 | 20 |

**Extracts from Section 7.6 of the NSW Department of Planning's Metropolitan Development Program (MDP) 2008-2009**

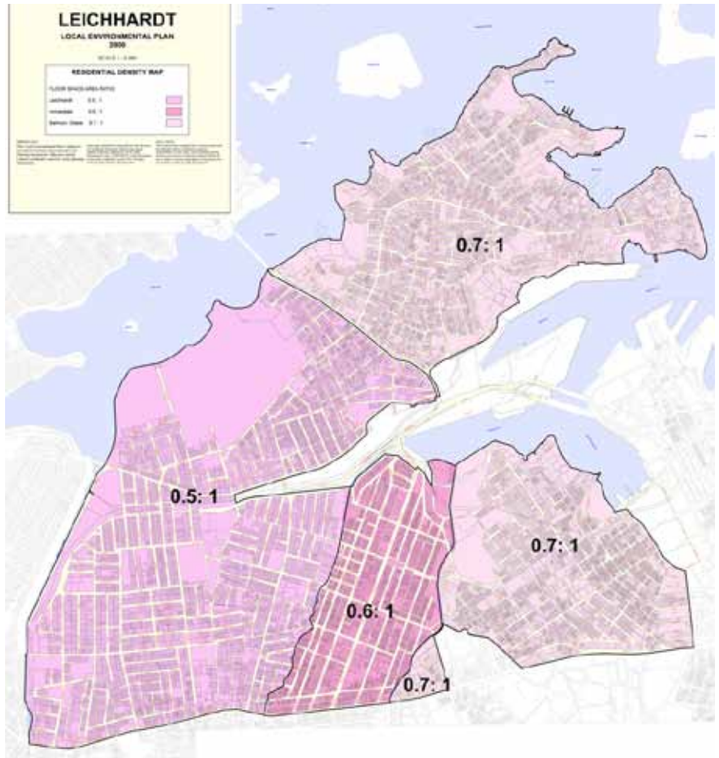
- Dwelling production in the next five years (to 2013) and dwelling production medium term (between 2014 and 2018) is estimated to average 90 dwellings per year; and
- The Balmain Tigers site as the only potential infill opportunity identified in the Leichhardt LGA in the medium term. The MDP notes that it has the potential for an additional 130 dwellings.

The MDP estimates that, with the lack of availability of major redevelopment sites the long term trend in the LGA is approximately 90 dwellings per year.

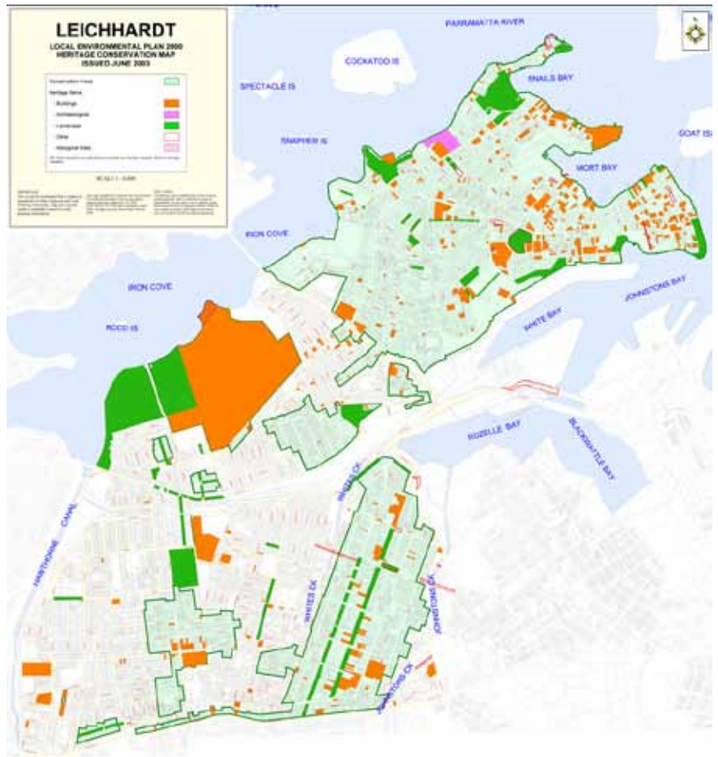
With such limited availability of identified major redevelopment sites it is apparent that most new dwellings must be created within the established urban fabric if the housing target in the Metropolitan Plan (which for the Leichhardt LGA may be revised upwards) is to be realised.




Leichhardt LEP 2000 Zoning Map




Leichhardt LEP 2000 Floor Space Ratio Map




Leichhardt LEP 2000 Heritage Conservation Areas Map

## 6.2 Leichhardt Municipal Council Statutory Planning

The primary documents that control development in the Leichhardt LGA are its Local Environmental Plan (and Draft Local Environmental Plan 2011), and Development Control Plan.

### Leichhardt Local Environmental Plan 2000 and Draft LEP 2011

The Leichhardt Local Environmental Plan (LEP) 2000 variously zones the land around the Victoria Road Corridor for 'Residential', 'Industrial', 'Business' and 'Special Uses'. The area around the intersection of Darling Street and Victoria Road is predominantly zoned 'Business' or 'Special Use.'

Of relevance to this analysis:

- The LEP applies a 'Floor Space Ratio' (FSR) residential density control for the area north of Victoria Road of 0.7:1. A maximum FSR of 1.5:1 is applied for mixed use development;
- The LEP designates approximately 46 ha (63%) as Heritage Conservation Area. A number of heritage items are also identified in the corridor. Furthermore, other large parts of the LGA are designed as Heritage Conservation Area; and
- Site specific Amendment No. 16 was gazetted Friday 29 August 2008. It amended the LEP by providing for a maximum FSR of 3.9:1 for any development of the Balmain Leagues site, incorporating a maximum of:

- → 1.3:1 for shops;
- → 0.2:1 for commercial premises;
- → 0.5:1 for clubs; and
- → 1.9:1 for residential.

The Draft Local Environmental Plan intends to translate the existing controls into a standardised new format required by the NSW State Government. It is understood that, essentially, there will be limited changes in the translation of the existing LEP 2000 into the new LEP format. However, in a report to Council's November 2010 Ordinary Meeting changes to the FSRs in the Draft LEP 2011 have been proposed. The report notes:

- The current FSR controls were set in the 1990s at or just below the existing densities in the area. They were set to discourage major changes to the character of the area and to reverse the consequences of poor townhouse and other infill development across the municipality;
- The Department of Planning has raised concerns regarding the number of SEPP 1 objections considered and upheld in the assessment of Development Applications by Council;
- Under new LEP 2011 less parts of the gross floor space of a dwelling, while they may add to the bulk of the building, will count toward a FSR calculation and accordingly, the FSR of a building will in turn, generally, be some 10-15% lower than if calculated using LEP 2000 definition;
- The FSR controls within LEP 2000 need to be fine tuned to better achieve the desired future character of the area without excessive or unnecessary reliance on SEPP1;
- Current FSR controls are too uniform and new FSR controls for residential development should be based on lot size and location;
- For Rozelle west of Victoria Road the proposed increase from 0.5 ranges from 0.6 (for lots greater than 450 sqm) up to 0.75 (for lots less than 150sqm);
- For Rozelle east of Victoria Road the proposed change from 0.7 ranges from 0.75 (for lots less than 150 sqm) to a fall to 0.6 (for lots greater than 450 sqm);
- The proposed new controls increase FSR for the vast majority of lots by between 15% and 20% which results in approximately an additional 30-45m2 of floor space and reduce the FSR for most of the larger lots greater than 450 sqm (but which still results in a same if not slightly larger building bulk due to the changed definition of gross floor area).

An analysis of the existing and proposed zoning regime of the corridor reveals the following:

- Over 60% of the area in the Corridor is designated as heritage conservation area or heritage item in the LEP map;
- The corridor has, theoretically, the potential to deliver a negligible quantum of additional dwellings based on the existing FSRs, which have been set to generally reflect and match the existing density of development; and
- Larger infill sites (with a size greater than 450 sqm), particularly east of Victoria Road, will experience a fall in apparent redevelopment potential if proposed changes are supported.

### Leichhardt Development Control Plan

The Leichhardt Development Control Plan (DCP) provides more detailed requirements about different aspects of development including setbacks, building envelope, car parking, materials, ecologically sustainable development and guidelines and controls for particular types of development. It devotes a chapter to the Balmain Leagues Club and presents building envelope and car parking requirements, including other miscellaneous matters.

## 6.3 Leichhardt Municipal Council Strategic Planning and Policy Setting

In addition to the Local Environmental Plan (and Draft Local Environmental Plan 2011), and Development Control Plan, there are also a number of Council Strategies and Policies that provide the strategic context for the development of the corridor. They include:

- Leichhardt 2020+ Strategic Plan 2007;
- Draft Affordable Housing Strategy; and
- Leichhardt Residential Development Strategy Stage 1.

### Leichhardt 2020+ Strategic Plan 2007

The Strategic plan notes that it "*provides concrete directions for the most significant issues and a vision of the community and council of the future. It provides a framework so that community, councillors and staff can work together to resolve individual issues and develop shared solutions. It does not provide solutions for every individual issue*" (p.5).

**Existing FSR Controls have been set at or below Existing Densities**

Of relevance it focuses on, inter alia:

- Its vision - "developing a 'sustainable and liveable community' that meets the needs of the present without compromising the ability of future generations to meet their needs" (p.5);
- Goals and objectives for all social, environmental and economic activities, a Triple Bottom Line (TBL) that drives decisions and activities to deliver a 'sustainable and liveable community; and
- A commitment to the Earth Charter's principles for developing a sustainable way of life.

In terms of that part of the Plan entitled "Place where we live and work" it identifies the following actions:

- Consider housing needs for a diverse community by including affordable housing;
- Integrate plans for major developments, local accessibility, business, transport corridors and population growth to manage everyday activities in a sustainable way;
- Guide regulatory frameworks to deliver all the objectives of our sustainable community, mindful of state planning directions; and
- adaption of 'new urbanism' develops diverse & integrated social, employment & service activities to make our communities 'walkable' and 'connected'.

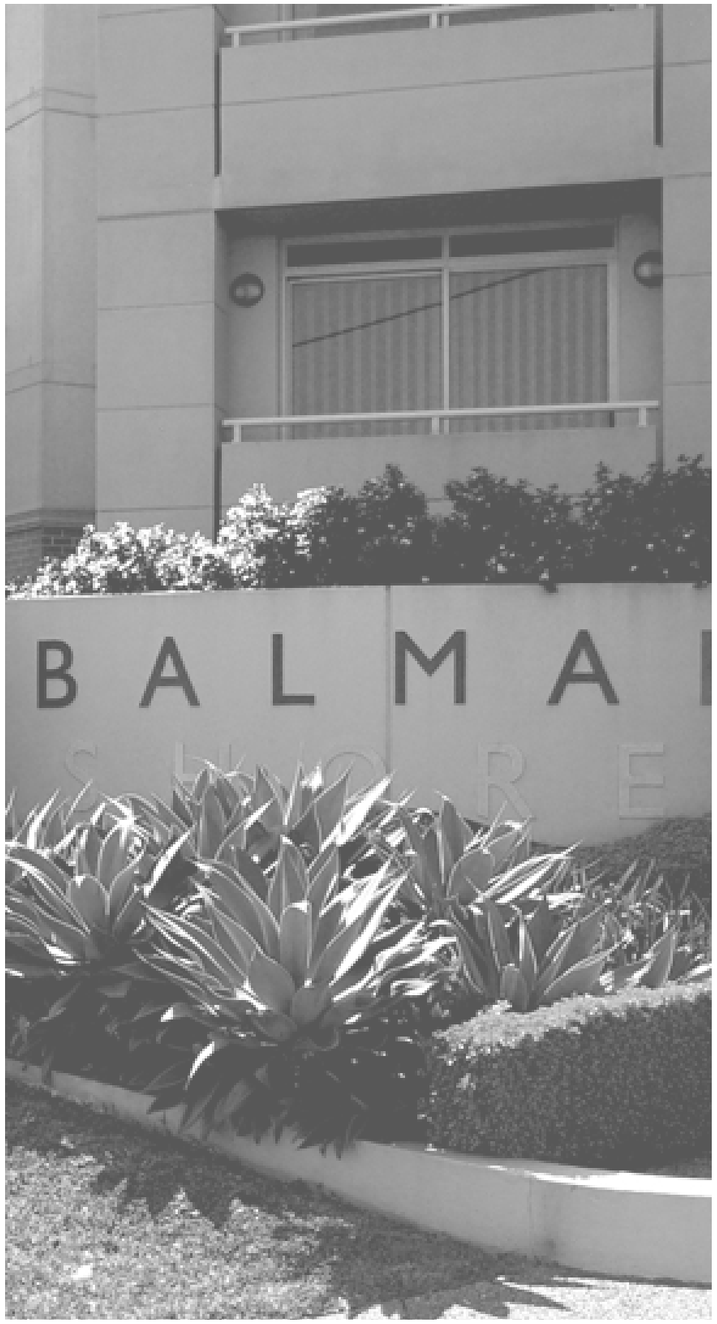
The Leichhardt 2020+ Strategic Plan informs any review and modification to Leichhardt LEP/DCP 2000, the Social and Cultural Plan and other strategic service plans.

### Draft Affordable Housing Strategy

The Draft Affordable Housing Strategy was prepared by Council in 2008. It has not yet been adopted and comments in local media and internet blogs suggest that its adoption may be a controversial issue within the LGA. It aims to 'protect, promote and develop affordable housing in the Municipality'.

Of relevance to this study the draft Strategy and background research note:

- "Leichhardt's development capacity is limited. Its heritage provisions, limited land supply and few remaining major former industrial redevelopment sites restrict its ability to produce new affordable housing" (p.3);




**Character of New Housing and Lack of Supply is Impacting Affordability**

- In the nine years to 2008 4.8% of the total number of development applications related to New Multi Unit Residential Buildings comprising less than 20 units, while 0.16% of applications related to proposals comprising 20 or more units. The 12 applications for Buildings comprising 20 or more units accounted for a total of 875 of the new dwellings created in the preceding 9 years; and
- Housing demand outstrips supply, pushing median house prices up and forcing vacancy rates to an all time low.

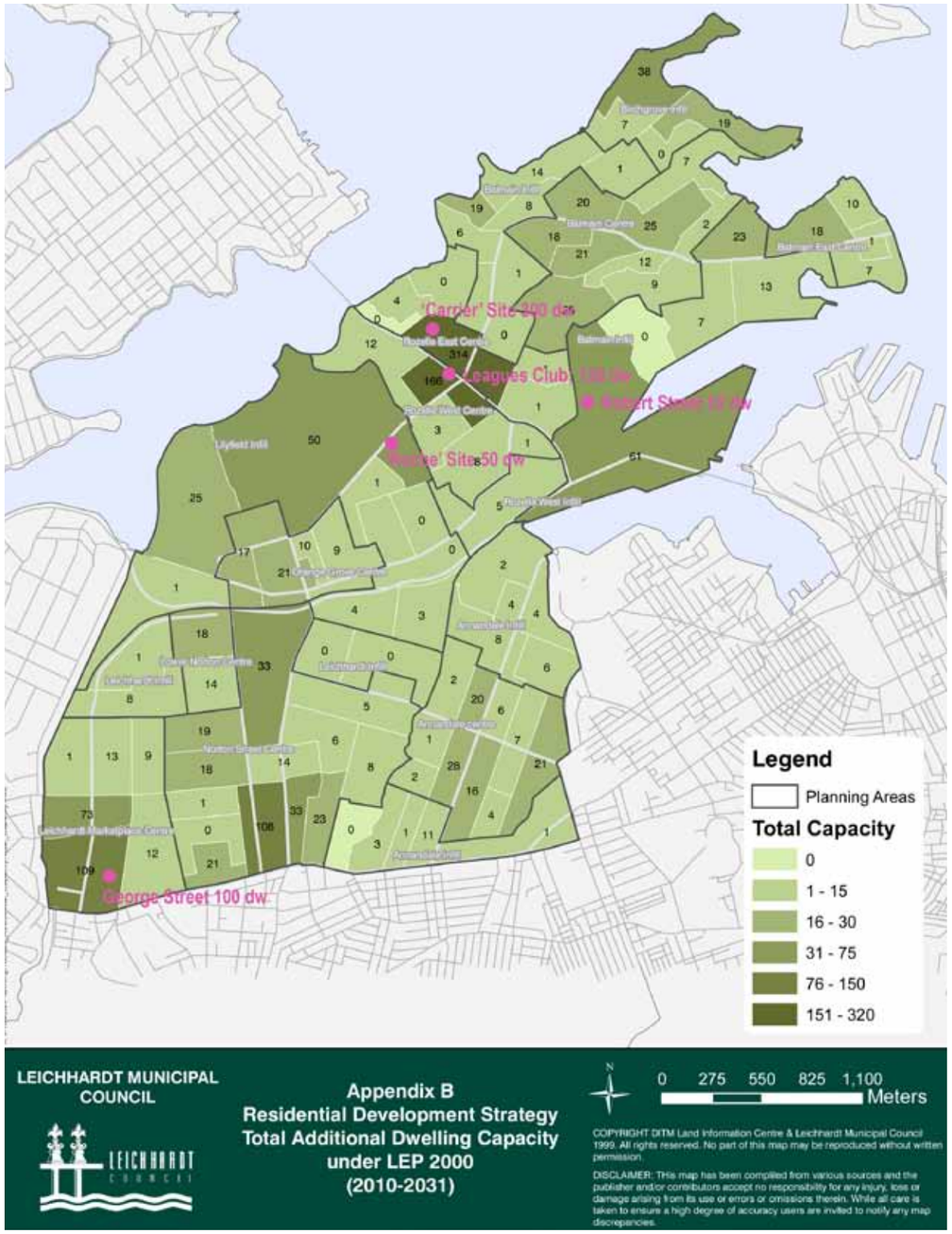
The Strategy presents a number of potential policy actions to promote affordable housing, which reinforce the need for a focus on encouraging housing supply.

### Leichhardt Residential Development Strategy Stage 1

The Leichhardt Residential Development Strategy Stage 1 is the first stage of Council's investigation into the dwelling capacity of its residential neighbourhoods to determine if it can meet the State Government dwelling targets and to determine what, if any, amendments are required to its controls in its new Draft LEP 2011.

The Stage 1 study makes a number of comments that are relevant to the Victoria Road Corridor comments:

- It 'approximates' and 'anticipates' that the increase in dwelling targets identified by the NSW State Government for the Metropolitan Area increases the dwelling target in the Leichhardt LGA from 2,000 to 2,400 dwellings, but also notes that the applicable period increases by 5 years from 2031 to 2036. This, in turn, increases the burden on the LGA, in terms of quantum of dwellings and timeframe of delivery, to source additional dwelling sites from the existing built fabric of the LGA;
- It acknowledges that many of the unconstrained and more financially attractive sites have now been developed and it expects to see a decline in the average number of new dwellings being constructed per year. This places pressure on other opportunities in the LGA to deliver dwellings;
- It adopts a methodology for determining the capacity of the LGA's urban fabric to accommodate the additional dwellings based on the same methodology adopted by other neighbouring Councils, which it notes has the support of the Department of Planning. The methodology:
  - → Identifies a number of major development sites that it states are contained in the MDP. Some of these sites are not identified in the publicly available material. The sites are:
    - > 14-28 George Street, Leichhardt (Kolotex site) = 100 additional residential dwellings;




**Leichhardt Residential development Strategy Stage 1 Additional Dwelling Capacity Map**

  - 469-483 Balmain Road, Lilyfield (Roche Site) = 50 additional residential dwellings;
  - Balmain Leagues Club, Victoria Road, Rozelle = 130 additional residential dwellings;
  - 120 Terry Street, Rozelle (Carrier site) = 300 additional dwellings;
  - 32-52 Robert Street, Rozelle (Robert St Precinct) = 52 additional residential dwellings.
- → Applies the existing FSR in the LEP 2000 to all lots in the LGA;
- → Excludes lots containing heritage items and smaller than 300 sqm;
- → Applies take up rates in residential lots over the next 20 years in the order of 25% for lots greater than 500sqm and 50% for lots greater than 700 sqm. Take up rates for lots between 300 – 500 sqm are 3%;
- → Applies take up rates of 50% of business zoned lots over the next 20 years, after excluding certain lots; and
- → Estimates redevelopment potential broken down and identified by neighbourhood precinct across the LGA.

- It relies on the presence of two major sites (Carrier and Leagues Club) in the areas comprising (and extending beyond) the boundary of the Victoria Road Corridor to supply an additional 430 dwellings;
- It acknowledges that the capacity analysis is the estimated number of additional dwellings that could theoretically be permitted under the current zoning controls in LLEP 2000. It does not take into account land owner and market behaviour or particularly the potential for property owners to capitalise on FSR to enlarge existing dwellings, rather than construct second dwellings on individual lots; and
- It concludes that under current planning controls Council can meet the State Government's housing target for the Leichhardt LGA without having to up-zone any land.

**The Former "Carrier" Site in Top of Aerial Photo (Rozelle Village site at Bottom of Photo)**

## 6.4 Theoretical Residential Infill Capacity

Both the MDP and Council's Stage 1 Residential Development Strategy consider that the Leichhardt LGA has sufficient capacity within its existing built environment to accommodate an additional 2000 dwellings to 2031 (2,400 to 2036). In both studies this is based on a consistent (average) take up of approximately 400 - 450 dwellings within every 5 year period.

The MDP is a desktop study (though with input from Councils); while the Council's Residential Development Strategy acknowledges that it is a theoretical exercise. However, notwithstanding this, both studies highlight the difficulties in determining realistic infill dwelling development forecasts over time. For example, while the Residential Development Strategy adopts notional 'take up rates' there are a number of external influences that can undermine the achievement of major infill developments in inner areas, such as the Leichhardt LGA, that cannot be quantified and that may impact on the reaching of targets.

They can include:

- The Timeframe from Site Identification to Development;
- The Availability of Large Sites in Residential Zoned Land;
- The Capital Value of Existing Dwellings on Larger Residential Lots;
- Impact of Heritage Conservation Areas; and
- Impact of Technical and Amenity Considerations.

### The Timeframe from Site Identification to Development

The complex and generally controversial nature of inner city infill proposals in Local Government Areas such as Leichhardt can extend approval time frames significantly and discourage redevelopment. Furthermore, the decision to make a site available for redevelopment by a commercial or residential property owner is often not made on rational grounds. It is difficult to determine the viability of a business or predict the attitude of a property owner on whether or not they should exit an underutilised site and it be sold or redeveloped, and correspondingly the potential timeframe for redevelopment.

The progress of the redevelopment of the "Former Carrier" site on Terry Street Rozelle is a good example of the timeframes that can be involved in the redevelopment of a complex inner city site. The process commenced in 2002 with Council inviting proposals from landowners.

The process has been arduous and controversial. Following changes in ownership and plans, Council is considering a new proposal. Should redevelopment be supported, it is unlikely that dwellings will be ready for occupation within the next 3 years. Thus the process will have taken some 15+ years to reach construction and occupation.

These time frames have two dramatic impacts on dwelling delivery timeframes:

- They delay the supply of new dwellings; and
- The land holding and planning negotiation costs incurred by the developer are passed onto the consumer. This raises the cost of homes further eroding affordability, or placing greater pressure on the Council and host community to accept higher development yields to enable reimbursement of the increased costs incurred.

### The Availability of Large Sites in Residential Zoned Land

From a review of the "Additional Dwelling Yield Maps 2004 – 2009' in the Stage 1 Residential Development Strategy, it is clear that, during this period there was a small, but very significant, number of large sites located in the residential zone that accommodated 11+ dwellings where opportunities prevailed. These sites delivered the majority of the 389 dwellings in those 5 years.

The contribution that these large sites have made on achieving past yields is important. This reiterates similar observations in Council's Draft Affordable Housing Strategy concerning reliance in the past on achieving yield through redevelopment of large unconstrained sites.

Today, these sites are rare and greater capacity and reliance is placed upon the development of business zoned sites in the Strategy. However, beyond the identification of five major MDP sites (632 dwellings) which are all located on non-residential zoned land, the Strategy places a greater role on the residential zone to achieve an additional 684 dwellings via assessment of the theoretical FSR potential of each residential lot and an assumption of a 50% take up rate on large lots (i.e. half of the existing dwellings will be demolished and redeveloped). However it is appropriate to note that:

- The contribution of this form of development was negligible during the development boom between 2004 and 2009 when significant redevelopment would have been expected. Today, there are no different conditions in place, or foreseen, to suggest that this lack of take up will change; and furthermore
- as noted in Part 3.2 above, it is proposed in the draft LEP to lower the apparent redevelopment potential of the majority of lots larger than 450 sqm in the LGA.


**Business Zoned Land in the Victoria Road Corridor**

### The Capital Value of Existing Dwellings on Larger Residential Lots

As noted in the MDP, in the last 10 years the value of residential properties in the Leichhardt LGA has almost doubled. Purchasers are prepared to pay high prices to secure a well maintained dwelling on a large lot (particularly one with character in a conservation area or harbour views). Prices generally reflect this value (and amenity) and not land value based on redevelopment potential.

In many instances the value of the land with dwelling negates any redevelopment potential of the land based on demolition and redevelopment for multi-unit housing (notwithstanding the increased yield / number of dwellings that can be achieved within the site). Furthermore, home owners in high value and high amenity areas generally respond to any opportunity for an increase in development potential by undertaking alterations and additions to dwellings to expand their size and amenity, rather than partly or completely demolishing an existing home and constructing an additional dwelling(s) on the property.

Evidence of this in the Leichhardt LGA can be found in observing the response to the boom between 2004-2009, where the market was heated and redevelopment was attractive. As noted above, the mapping in the Strategy reveals that, in this time, very few opportunism of this nature were taken up and there are no different conditions in place, or foreseen, to suggest that this will change.

### The Impact of Heritage Conservation Areas

Much of the Leichhardt LGA is contained within a Heritage Conservation Area. The Stage 1 Residential Development Strategy does not consider the implications of Heritage Conservation Areas in delivering housing supply. While Heritage Conservation Areas do not preclude redevelopment per se; they introduce difficulties in assimilating infill redevelopment at a higher density into heritage streetscapes and townscapes. This is particularly so with regard to the redevelopment of dwellings on large lots into multi unit housing in heritage streetscapes and mixed use buildings in heritage townscapes.

In particular, precincts such as Darling, Annandale, Johnson and Trafalgar Streets have established historic streetscapes. Notwithstanding the apparent redevelopment potential of some properties, any significant redevelopment will undoubtedly be controversial, difficult and delayed.

### Impact of Technical and Amenity Considerations

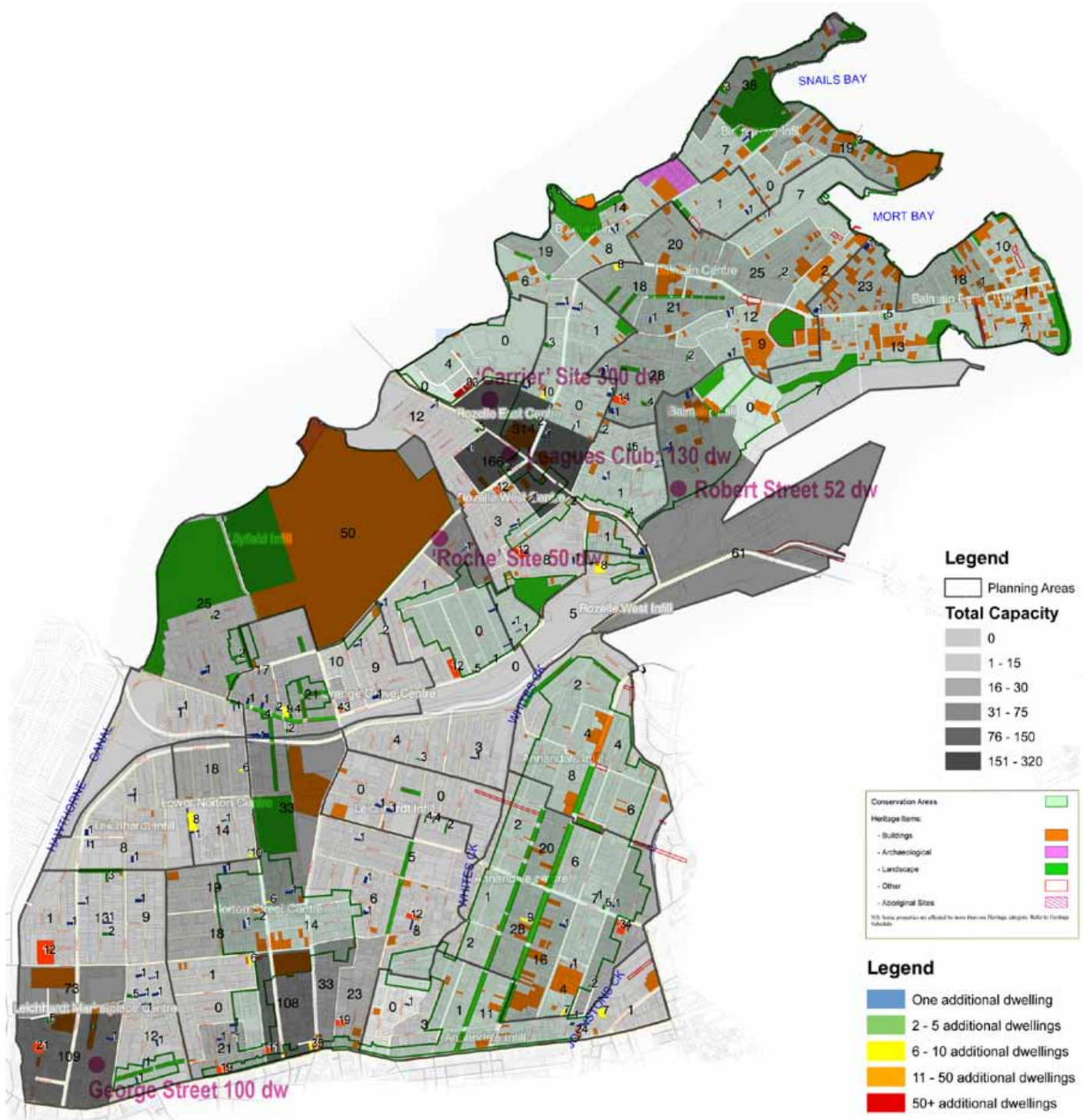
The potential for redevelopment of any site requires a merits based assessment of the impacts of the proposal on the environment. The constraints imposed by heritage values have been noted above. However there are many more matters that require consideration. These include traffic impact, overshadowing, privacy loss, visual impact and contamination. Often these impacts are perceived (feared) rather than real. However, the positions taken on these matters can defeat an otherwise logical redevelopment proposal.

### Observations

Review of theoretical studies, such as The MDP and Council's Stage 1 Residential Development Strategy, is a useful exercise in that it highlights three significant issues:

1. Such studies are unable to incorporate and consider influences such as community and political opposition and preferences / decisions of property owners that cannot be identified or quantified due to their obscure and unpredictable nature. This suggests that such studies may place too much reliance on assumptions such as 'take up rates' over a prescribed time. This reliance is not unreasonable given the circumstances. However a review of the methodology suggests that take up rates and timing, particularly for sites in residential zoned areas (and the resulting additional dwellings) may be overly optimistic and the dwelling targets may be unlikely to be achieved within the timeframe envisaged, if at all;

2. The methodology adopts a uniform approach to identifying locations for increased dwelling density in redevelopment. It distributes additional dwellings throughout the LGA on an opportunistic basis, capitalising on recognised characteristics such as lot size, FSR and other matters. Many sites / precincts are comparatively distant from services such as major retail and public transport. The methodology has no regard to locational criteria based on the achievement of strategic planning goals and broader planning outcomes, particularly with regard to goals and objectives seeking the concentration of higher densities around centres and public transport corridors; and




**An Overlay of the Stage 1 Residential Development Strategy Maps A and B with the LEP 2000 Heritage Conservation Map Illustrates the scale of development in the past, the Forecasts for the future and the Challenges confronting the Achievement of the Forecast.**

3. The studies assume that dwelling production maintains a constant (average) 450 dwellings to 2031 per 5 year period, so that the 2000+ dwelling target for Leichhardt can theoretically be reached (450 x 4 periods of 5 years). However this assumption relies on the creation of a consistent inexhaustible source of infill opportunities that can be readily developed and sold in a timely manner, and thus can be capitalised upon over the next twenty years.

From a review of the Leichhardt LEP 2000 Heritage Conservation Map, the 'Total Dwelling Yields 2004-2009' Map (Appendix A in the Residential Strategy) and the 'Total Additional Dwelling Capacity Map' (Appendix B), it can be noted that:

- All of the area north of Victoria Road is located in a heritage conservation area, has limited vehicular access and contains attractive and valued residential neighbourhoods and distinctive high street retail centres. There was limited redevelopment in the 'boom' of the past 5 years between 2004 and 2009, with the exception of Balmain Shores. However, the Strategy identifies the potential for an additional 369 infill dwellings in this area (excluding the 352 dwellings in the two MDP sites – "Carrier "and Robert Street sites) in the 20 years to 2031.
- Using Birchgrove and Balmain as examples, it is forecast that delivery of additional dwellings will increase from 56 (in the 5 years 2004-2009) to 349 (in the 20 years 2010-2031). This is a significant increase in the per annum delivery of additional dwellings from 11 to 16 and may be overly optimistic. There is no evidence to suggest that property owners, market conditions or the development industry would respond in this manner.

  Furthermore, any infill proposals in these areas will be controversial and hindered by site constraints. These dwellings would experience poor access and are distant from efficient public transport. If, as a benchmark for the future, the past rate (between 2004 - 2009) is adopted there will be a short fall of some (349 – (11 x 20)) 129 dwellings. Timeframes for redevelopment will also be extended; and
- Areas to the south of Victoria Road in Leichhardt and Annandale are also located in heritage conservation areas. Redevelopment during the last 5 years delivered 327 dwellings. However this outcome was reliant on the availability of 9 generally unconstrained sites with capacity for greater than 10 dwellings. The Strategy identifies the potential for an additional 608 infill dwellings in this area (excluding the 100 dwellings in the MDP George Street site) in the 20 years to 2031.

  However, with the unconstrained sites apparently exhausted, any infill development in these areas will be complex and controversial. A quantitative review of any potential shortfall in yields in precincts south of Victoria Road suggests a potential shortfall in the order of 60 - 80 dwellings. Again, timeframes for redevelopment will also be extended.


**Darling Street's Historic Retail Strip**

## 6.5 Commercial Floor Space Demand

In addition to the discussion on the supply of, and demand for, residential land use there are also a number of investigations that provide the strategic context for the development of non – residential (commercial, retail, community, entertainment etc) land uses. They include:

- The 'Demand Assessment – Retail and Commercial Floor space Balmain and Rozelle' Report prepared by Leyshon Consulting for Leichhardt Council in December 2006 as part of the foundation research for the preparation of the Draft Leichhardt LEP 2010; and
- Rozelle Village Economic Impact Assessment, Urbis, February 2012.

### Demand Assessment – Retail and Commercial Floor space Balmain & Rozelle, Leyshon Consulting

The 'Demand Assessment – Retail and Commercial Floor space Balmain and Rozelle' Report was prepared by Leyshon Consulting for Council in December 2006. With relevance to the site in the Victoria Road Corridor: the study notes:

- The Study adopts a relatively short period of 2006-2016 for demand growth assessment based on a relatively subdued projected population growth for the Leichhardt LGA between 2006-16. Growth projections assume there will be no further substantial conversion of major industrial sites from industrial to residential purposes during the forecast period. The assessment period and demand projections do not match the target periods in the MDP and Stage 1 Residential Development Strategy discussed above, preventing a correlation between increased demand for retail commercial floorspace and potential population growth (via additional dwellings) to 2030 / 2036;
- The combined Balmain/Rozelle/Lilyfield area had a retail floor space deficiency estimated to be in the order of -26,059 sqm in 2006;
- The combined Rozelle/Lilyfield area had an estimated deficiency of -6,581 sqm of supermarket floor space in 2006. There appeared to be sufficient latent demand to support one additional full-line supermarket in the Rozelle/ Lilyfield area. The potential economic impact on existing supermarkets would be acceptable given they are trading well above average;
- However, notwithstanding the floor space deficiency, there may be some impact on specialty retail stores in neighbouring centres due to the reduction in trade leading to some vacancies;
- Bulky goods retailing appears to perform best where it enjoys a relatively high degree of visibility to passing traffic and is located on the arterial/sub-arterial road system. By 2016 (if no further space is provided) the shortfall in bulky goods floor space in the LGA is projected to increase to around -47,197 sqm; and
- Assuming an office space occupancy rate of 15 sqm. per employee there may be demand for between 19,200 and 25,200 sqm. of additional office space over the next two decades in the Leichhardt LGA;

From the Demand Analysis it is clear that there was in 2006 significant potential for additional retail floor space, notwithstanding its conservative population growth rates.

The report makes no findings as to the additional retail floor space that will be required to 2030 / 2036. However the increase in expenditure by the increase in population will exacerbate the shortfall, eroding convenient access to services by residents, if new floor space opportunities are not planned for.

### Rozelle Village Economic Impact Assessment, Urbis

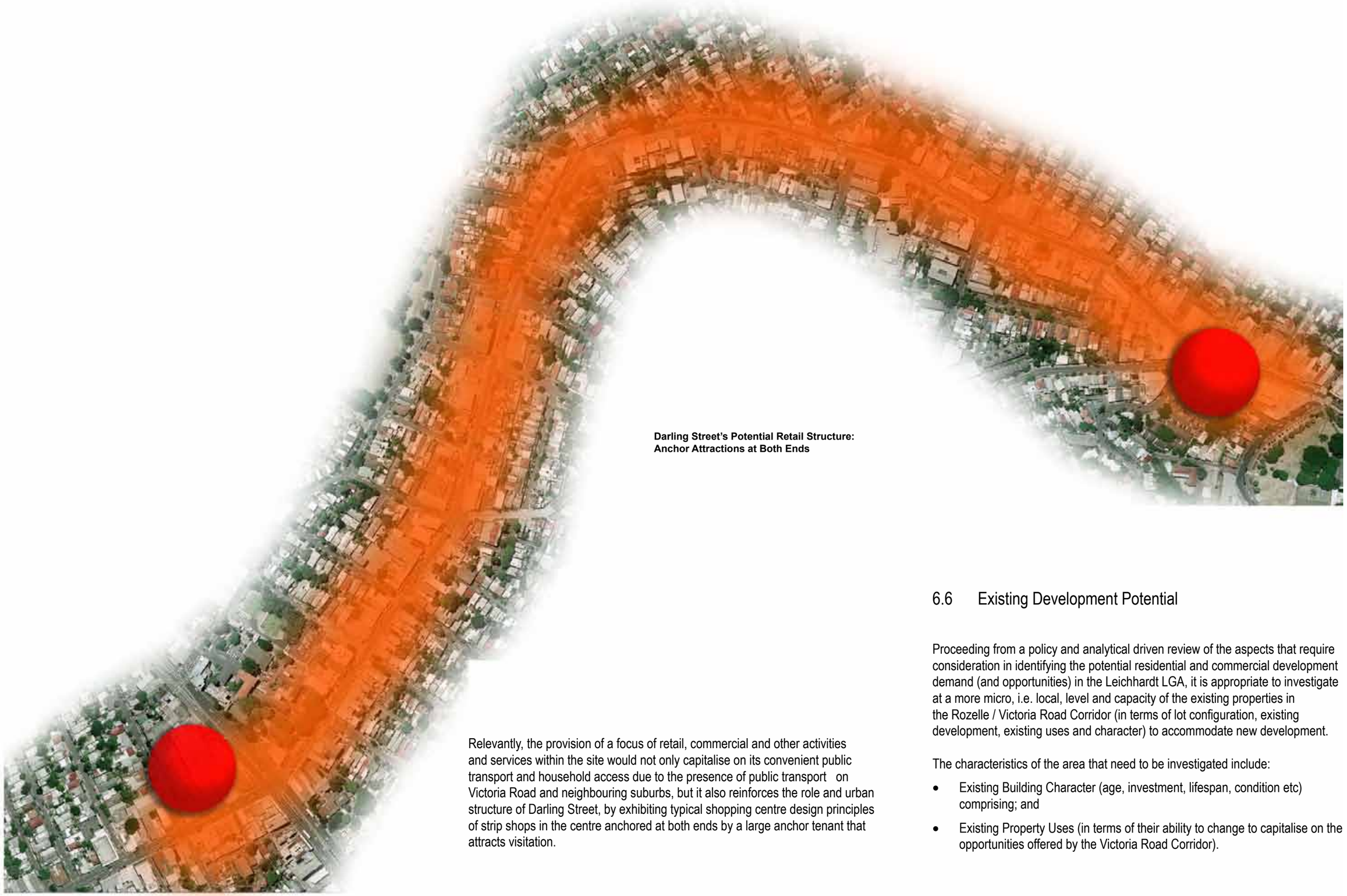
The purpose of the Rozelle Village Economic Impact Assessment prepared by Urbis is to form part of the documentation submitted with the proposed development.

The investigations in this study essentially confirm the findings of Council's 2006 study. The study notes:

- Household per capita expenditure in the Leichhardt LGA on retail goods is considerably higher than the Sydney average ($15,224 versus $11,622); and
- The supply of retail floorspace per person is considerably lower than the ratio in Australia as a whole (being 1.3 sqm per person in the main trade area in the Leichhardt LGA versus 2.2 sqm per person average across Australia).

Thus the LGA suffers from considerable escape expenditure. There are considerable opportunities to redirect expenditure closer to home and within the site. This generates a number of social and economic benefits:

- It improves convenient access to retail services;
- It encourages greater expenditure locally, providing opportunities for economic multiplier effects for local neighbouring businesses by the agglomeration of retail and commercial activities;
- It reduces car use (vehicle trip generation and distances), particularly where the location of the facilities is conveniently walkable, providing social, economic, environmental and personal health and wellbeing benefits; and'
- It increases local employment opportunities, further enhancing the benefits noted above.



**Darling Street's Potential Retail Structure:
Anchor Attractions at Both Ends**

Relevantly, the provision of a focus of retail, commercial and other activities and services within the site would not only capitalise on its convenient public transport and household access due to the presence of public transport on Victoria Road and neighbouring suburbs, but it also reinforces the role and urban structure of Darling Street, by exhibiting typical shopping centre design principles of strip shops in the centre anchored at both ends by a large anchor tenant that attracts visitation.

## 6.6 Existing Development Potential

Proceeding from a policy and analytical driven review of the aspects that require consideration in identifying the potential residential and commercial development demand (and opportunities) in the Leichhardt LGA, it is appropriate to investigate at a more micro, i.e. local, level and capacity of the existing properties in the Rozelle / Victoria Road Corridor (in terms of lot configuration, existing development, existing uses and character) to accommodate new development.

The characteristics of the area that need to be investigated include:

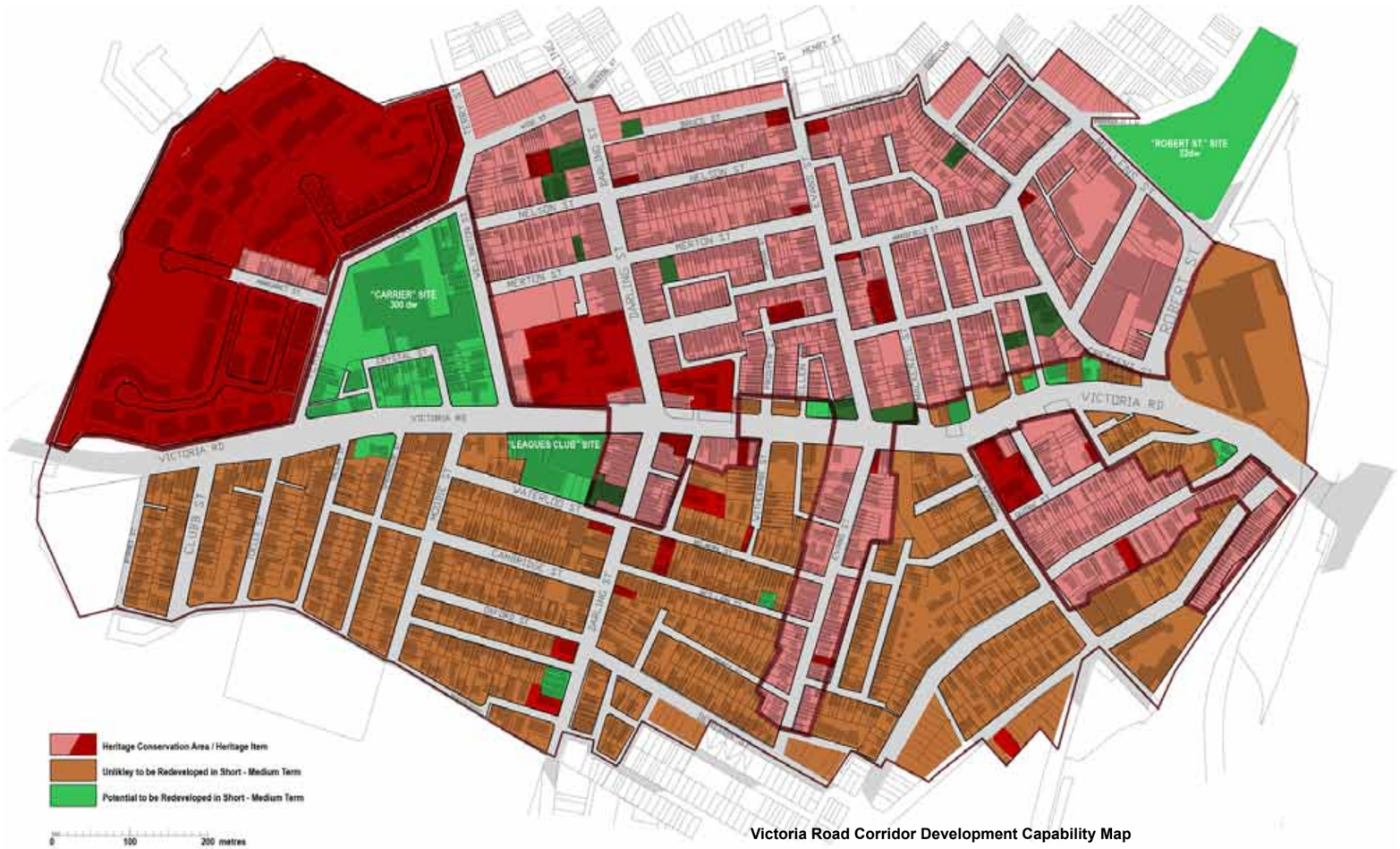
- Existing Building Character (age, investment, lifespan, condition etc) comprising; and
- Existing Property Uses (in terms of their ability to change to capitalise on the opportunities offered by the Victoria Road Corridor).

The Harbourfront Suburb of Birchgrove from Cockatoo island

## Existing Building Character

Existing building character and their resulting opportunities for redevelopment are delineated by two factors:

- Age (including heritage status). It is assumed that a building of relatively recent construction, or, conversely, one identified as having heritage significance or properties in a heritage conservation area, will be unlikely to be available for redevelopment in the foreseeable future. Where a property in a Heritage Conservation Area has apparent redevelopment potential and is clearly a non-contributory element of the Conservation Area's character it has been identified as such; and
- Lifespan and Condition (in terms of investment made in the property, its condition and apparent remaining utility). It is assumed that a building displaying significant investment in its maintenance and condition will be unlikely to be available for redevelopment in the foreseeable future.




Victoria Road Corridor Development Capability Map

## Existing Property Uses

Existing property uses and their resulting opportunities for redevelopment are delineated by three factors:

1. Character of use and property (in terms of nature of activity undertaken within the property). It is assumed that a property that exhibits a clearly viable commercial business or other activity / use (residential, institutional, infrastructure, community, education, open space etc) that values its location will be unlikely to be available for redevelopment in the foreseeable future. If it is a commercial use with good exposure to Victoria Road, it is likely that such use would remain in the site, possibly intensified;
2. Scale and Density (in terms of its utilisation of the site). It is assumed that a property that exhibits an activity of large scale or density and that is clearly operational will be unlikely to be available for redevelopment in the foreseeable future; and
3. Potential via Rezoning (in terms of character of property, small lot size, fragmentation of ownership and known political considerations in terms of lack of support for change). It is assumed that where a property / neighbourhood exhibits an intact and valued character, comprises small lots of a fragmented nature with disparate landownership and where known political considerations would preclude reasonable consideration as a rezoning candidate, such properties / neighbourhoods will be unavailable for redevelopment in the foreseeable future.

Collectively these factors include or exclude the potential for properties to be a candidate for redevelopment.

The net area within the Victoria Road corridor available for redevelopment (following removal of all constrained areas noted above and excluding the 3 MDP sites in the Corridor) is indicated in the map (left). It is estimated to be approximately 1.36 ha in approximately 20 lots of various sizes. Based on current residential density controls this amounts to a floor space of 8,900 sqm. This in turn amounts to a dwelling capacity (based on 100 sqm floor area per dwelling) of 89 dwellings.

## 6.7 Potential Influences, Stimulus Effects and Site Opportunities

In identifying the potential of the Balmain Leagues Club Site, to accommodate development it is useful to review and summarise the matters identified in this study that may influence development and identify a potential response or outcome, in terms of potential for new development, that could be realised within the Victoria Road Corridor. These matters can either be characterised as 'positive' (potential opportunities that may be a catalyst to boost potential)'; or as 'negative' (potential constraints that may inhibit development potential). In some instances certain matters may act as both a positive and a negative influence.

By far the most positive influences on, and opportunities for, potential development within the Victoria Road Corridor are its location, the character of certain sites and its access to public transport. The constraints that inhibit development are existing planning controls and the character of existing development.

These influences are described, with potential responses and outcomes below.

### Planning Strategies and Policies

**The need for significant savings in the consumption of energy sourced from fossil fuels.**
Alteration to transportation and land-use patterns to increase efficiency of transport use.

**Greater freedom from locational criteria for employment due to improved communications technology.**
A greater mix of living, work and entertainment places.

**Promotion of principles of Transit Oriented Development to provide people with good accessibility to public transport for residence and work.**
Maximisation of a concentration of dwellings and a mix of use uses adjoining public transport (within 400 metres walking distance).

**Promotion of ecologically sustainable development.**
Achievement of higher density development that is the least expensive in terms of economic costs, environmental costs and natural resource consumption.

**Goals of the NSW State Plan to improve housing affordability.**
An expanded supply of land for housing in existing urban areas.

**Goals of the NSW State Plan to increase the percentage of the population live within 30 minutes by public transport of a city or major centre in Metropolitan Sydney.**
An expanded supply of land for housing along major transport corridors.

**Goals of the NSW State Plan to increase the share of commuter trips made by public transport.**
A concentration and mix of residential, employment, community, retail and entertainment land uses along major transport corridors.

**Sydney Metropolitan Plan 2036 objective to build at least 70% of new homes in the existing urban area.**
Greater reliance (and burden) placed on existing areas to absorb new infill dwellings.

**Sydney Metropolitan Plan 2036 objective to enable residential and employment growth in areas where there is available or planned public transport capacity.**
Increased significance of lands within the Corridor to accommodate greater intensity of development.

**Sydney Metropolitan Plan 2036 objective to promote the Victoria Road Corridor as a critical strategic bus corridor.**
A connected place with efficient travel options and capacity enhancements to ensure a compact and accessible city.

**Identification in Inner West Subregional Strategy of land around the intersection of Victoria Road and Darling Street as two 'Small Village Centres" (North and South Rozelle).**
Two village centres on Victoria Road comprising shops and adjacent residential area within a 5 to 10 minute walk (400 metres radius) containing between 1,600 and 5,400 dwellings.

**Identification in Inner West Subregional Strategy of Victoria Road as an 'Enterprise Corridor'.**
A Corridor along Victoria Road that provides low cost accommodation for a range of local and regional services, including start–up offices, light industrial, showrooms, building supplies and retail, which benefit from high levels of passing traffic.

**Identification in Inner West Subregional Strategy of a target of an additional 30,000 dwellings a by 2031 concentrated around centres and villages, of which 2,000 are identified to be located within the Leichhardt LGA.**
Based on a notional 100 sqm floor area per dwelling, an additional 200,000 sqm of residential floor space within Leichhardt's existing urban fabric is required to accommodate the required 2,000 dwellings, concentrated around centres and villages.

**Metropolitan Development Program estimates that approximately 450 additional dwellings required per every 5 years in the LGA.**
Consistent supply of infill dwellings within LGA's existing built environment required.

**Leichhardt 2020+ Strategic Plan to develop a sustainable and liveable community.**
Integrate major developments, local accessibility, business, transport corridors and population growth to manage everyday activities in a sustainable way.

**Overly optimistic expectation in Leichhardt Residential Development Strategy Stage 1 regarding the capacity of existing built environment in LGA to accommodate additional 2,000 dwellings target by 2031 (2,400 by 2036).**
Task / role, in terms of minimum quantitative potential, for the Corridor to accommodate a shortfall of say 200+ dwellings to assist in the achievement of housing targets and reduce the pressure for infill development in the established areas in the LGA to the north and south of it.

**Opportunistic approach in Leichhardt Residential Development Strategy Stage 1 to site identification. Locations do not support strategic metropolitan planning goals.**
Increased emphasis on task / role of lands in Corridor to accommodate additional dwellings required in LGA to meet 2,000 (2,400) dwelling target in appropriate locations.

## Planning Strategies and Policies *continued* ...

**'Demand Assessment – Retail and Commercial Floor space Balmain and Rozelle' Report notes existing significant undersupply in retail floor space (26,000 sqm), and particularly bulky goods (47,000sqm).**

Victoria Road Corridor a good location to accommodate additional retail / bulky goods floor space.

**'Demand Assessment – Retail and Commercial Floor space Balmain and Rozelle' Report forecasts demand only to 2016.**

New retail and commercial floor space (in addition to the shortfall) will be required in appropriate locations to satisfy increased demand by increase in population to 2036.

## Planning Controls & Character of Corridor

### Planning Controls

**Leichhardt LEP 2000 Floor Space Ratio Controls, which are based on existing development density.**

Negligible additional dwelling capacity provided within sites within the Victoria Road Corridor except those sites that do not currently accommodate any residential development.

**Leichhardt LEP 2000 Heritage Conservation Area Controls.**

Approximately 63% of Corridor designated as Heritage Conservation Area eroding development potential.

**Proposed New FSR Controls in Draft LEP 2011.**

No change to FSR or perceived reduction in development potential for larger lots greater than 450 sqm.

### Character of the Corridor

**Presence of two routes on Sydney's Metrobus network.**

Access to a local and high-frequency, high-capacity public transport network that links key employment and centres across Sydney.

**Presence of 73 hectares of land available within 400 metres walking distance of Victoria Road.**

A large precinct of land ideally, and strategically, located to accommodate a wide range of new uses.

**The net development area within the corridor available for redevelopment (following removal of all constrained areas) estimated to be approximately 1.36 ha in approximately 20 sites.**

Based on current residential density controls in the Leichhardt LEP 2000 this amounts to a floor space of 8,900 sqm. This in turn amounts to a dwelling capacity (based on 100 sqm floor area per dwelling) of 89 dwellings.

## The Potential of the Corridor

**Planning strategies seeking transit oriented development and a concentration of higher densities and mix of uses, around centres and corridors, together with the LGA wide housing target, warrant an increase in residential density and non-residential floor space in Corridor.**

1.36 ha of potentially available land in the Corridor plus the three MDP sites currently may accommodate an increase a residential development yield of 670 dwellings (89 + 482 potential MDP site dwellings based on current development controls/targets).

This yield falls far short of regional strategy expectations of between 800 and 2,400/2,700 dwellings within 400 metres walking distance of a public transport oriented centre.

All of the Corridor falls within 400 metres walking distance of public transport, and all three MDP sites have a size and location such that they have the potential to accommodate retail floor space and become village centres in their own right to complement those already identified.

A structure for infill development in the Corridor can therefore be identified anchored by three new village centres in the MDP sites, the catchments of which should each accommodate between 800 and 2,400/2,700 dwellings by 2036.

This suggests a dwelling potential in the order of 2,400 to 8100 dwellings (3 x (800 to 2,700)) throughout the Corridor to 2036. If the inclusion of the existing dwellings within each catchment and the overlapping of catchments are considered, it suggests the potential for a minimum of 2,400 additional dwellings in sites in the corridor if strategic planning objectives are to be realised.

Additional capacity is also required for an additional 200+ dwellings that may be required to address any shortfall in the capacity of the LGA's existing built environment to meet the housing targets imposed upon it.

Additional capacity is also required in these sites to accommodate new retail floor space if the retail floor space shortfall is to be addressed and opportunities for additional demand in the future are provided.

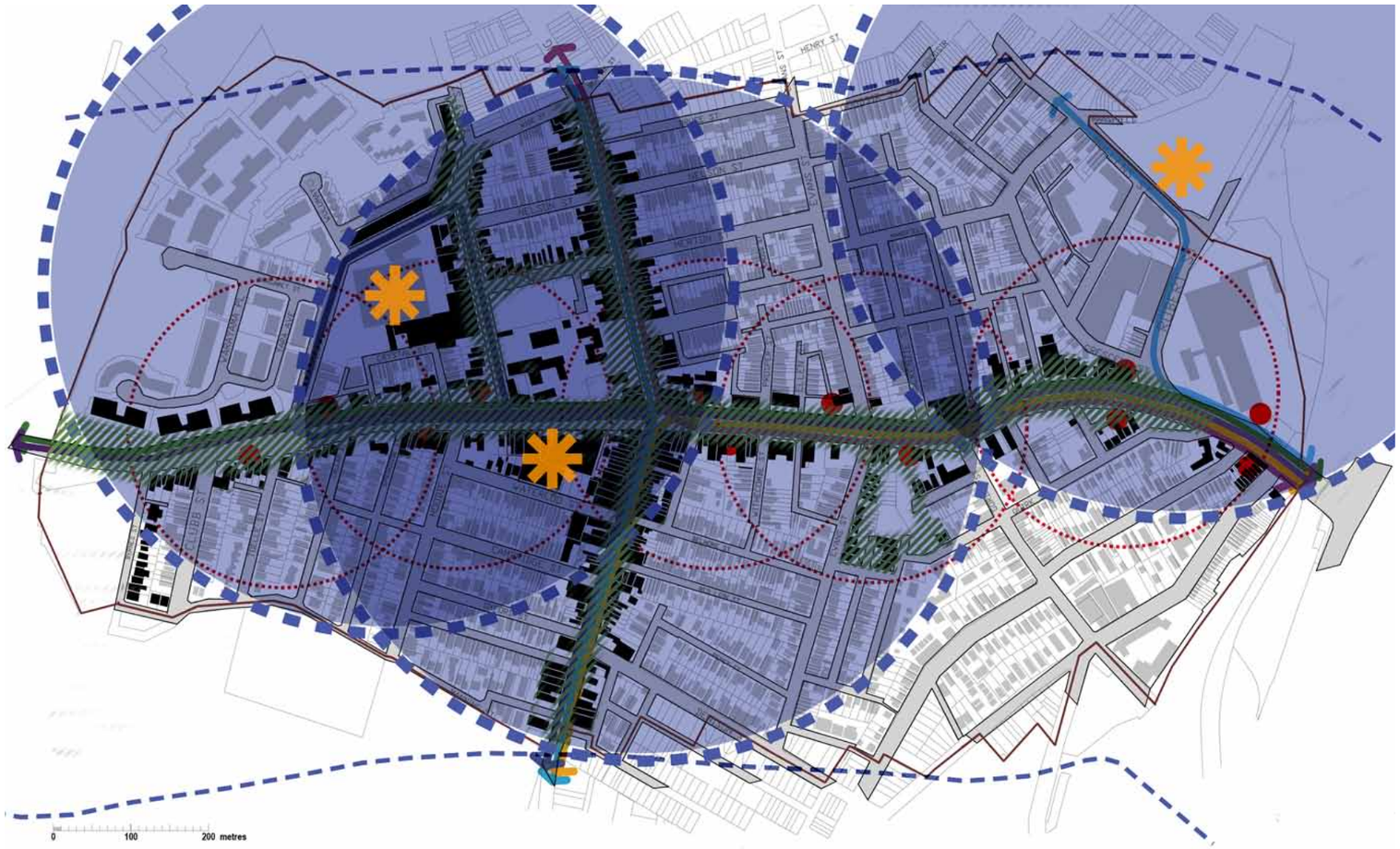
This in turn suggests that increases in development capacity (through zoning, floor space ratio, height and site coverage controls in the Leichhardt LEP) in the Corridor should be enabled. At a minimum controls should be amended to provide for a minimum increase in capacity from 670 to 2,600 (2,400 + 200) dwellings, which represents a potential increase of, say, 300% in capacity of key sites within the corridor if these matters are to be efficiently and appropriately addressed.

The conclusions arrived at above place an emphasis on the opportunities created by the site to accommodate a greater number of dwellings and other land uses than previous investigations considered (as embodied in the floor space ratios that currently apply to the site). This is in order that housing targets in the LGA have an greater prospect of being met, and stated environmental, sustainability and transit oriented development goals can be achieved.

Assuming a lack of development opportunities beyond those already identified, ideally if the site is to make a meaningful contribution to delivering the additional housing yield, this translates to a potential increase of the existing Residential FSR in the Rozelle VIllage Site to approximately 5.7:1.

Furthermore, with an increase in population comes the need for an increase in retail, commercial and business land uses for both employment and servicing the resident population. There are opportunities to increase the retail and commercial floor space within the Corridor, and the site is ideally located and sized for this. This in turn suggests the opportunity for the podium podium levels in the development to accommodate such uses (say an additional FSR of 2:1 of site area, being two podium levels. This amounts to 16,000 sqm approximately, which may assist in addressing the current retail (26,000 sqm) and commercial shortfall).

The analysis above suggests that there is the opportunity (subject to assessment of potential environmental impacts and urban design considerations, which are reviewed in accompanying documents) for the site to be subject to an FSR of 5.7:1 for Residential, say 1.8:1 for shops, 0.9:1 for Clubs (as currently provided for in the LEP 2000), 0.2:1 for Commercial (as currently provided for in the LEP 2000) and say 1:1 for bulky goods retail or other. The total FSR of 9.6:1 amounts to a potential floor area of 78,600 sqm.




**Potential Urban Structure for Victoria Road Corridor Based on Transit Oriented Development Principles and Capitalising on Opportunities for MDP Sites to become public transport oriented mixed use, high density village centres**