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11 Gibbons Street, Redfern Confirmation of SEARs (SSD 7749)



Prepared for St George Community Housing

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Cover image: The site (Source: SIX Maps)

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1 Introduction

The purpose of this report is to seek confirmation from the Department of Planning and Environment (DP&E) that the Secretary's Environmental Assessment Requirements (SEARs) issued on 2 August 2016 for a social and affordable housing project at 11 Gibbons Street, Redfern (the site) remains current.

This report provides an overview of an updated proposal for a social and affordable housing project on behalf of *St George Community Housing* (SGCH) as the applicant for the project.

This report has been prepared on the basis of the following:

- a review of the SEARs
- a review of relevant planning legislation
- a review of relevant strategic and statutory planning documents and instruments
- desktop analysis of the site and surrounds
- a review of preliminary development schemes

It is understood that this report will be used to confirm the SEARs issued on the 2 August 2016 for a social and affordable housing project at 11 Gibbons Street, Redfern remains current for this proposal.

1.1 The Site and Locality

The site is located in 11 Gibbons Street, Redfern, in the City of Sydney local government area (LGA) (Figure 1). The site is legally described as Lots 1-11 DP 4209 and has a site area of approximately 1,578.7m².

The site is identified within the Redfern-Waterloo Precinct under the *State Environmental Planning Policy (State Significant Precincts) 2005* (State Significant Precincts SEPP).

The site was previously used as a City of Sydney Council (Council) depot. Council resolved that the site was surplus land and sold it for the purposes of providing affordable housing. A requirement of the sale of the site is that a positive covenant is placed on the land title requiring affordable housing be provided in perpetuity, unless otherwise agreed by Council.

The Site currently comprises 2 x 2 storey buildings and hard standing structures. There is no vegetation on the Site.

1.2 Surrounding Land Uses

The surrounding area is characterised by a mix of uses including commercial, residential and retail developments, which range from 2-18 storeys.

The land to the north of the site has been subject to recent development. Mixed use development has been constructed at 157 Redfern Street (18 storeys) and 7-9 Gibbons Street (18 storeys). An 18 storey mixed use tower is currently under construction at 60-78 Regent Street and another 18 storey mixed use tower has been approved at 80-88 Regent Street.

The land to the west of the Site is occupied by Gibbons Street Reserve and residential flat buildings. Redfern Station and the rail lines are located further west of Gibbons Street. Redfern Station provides connection to all of Sydney's suburban lines except for the Airport and Cumberland lines.

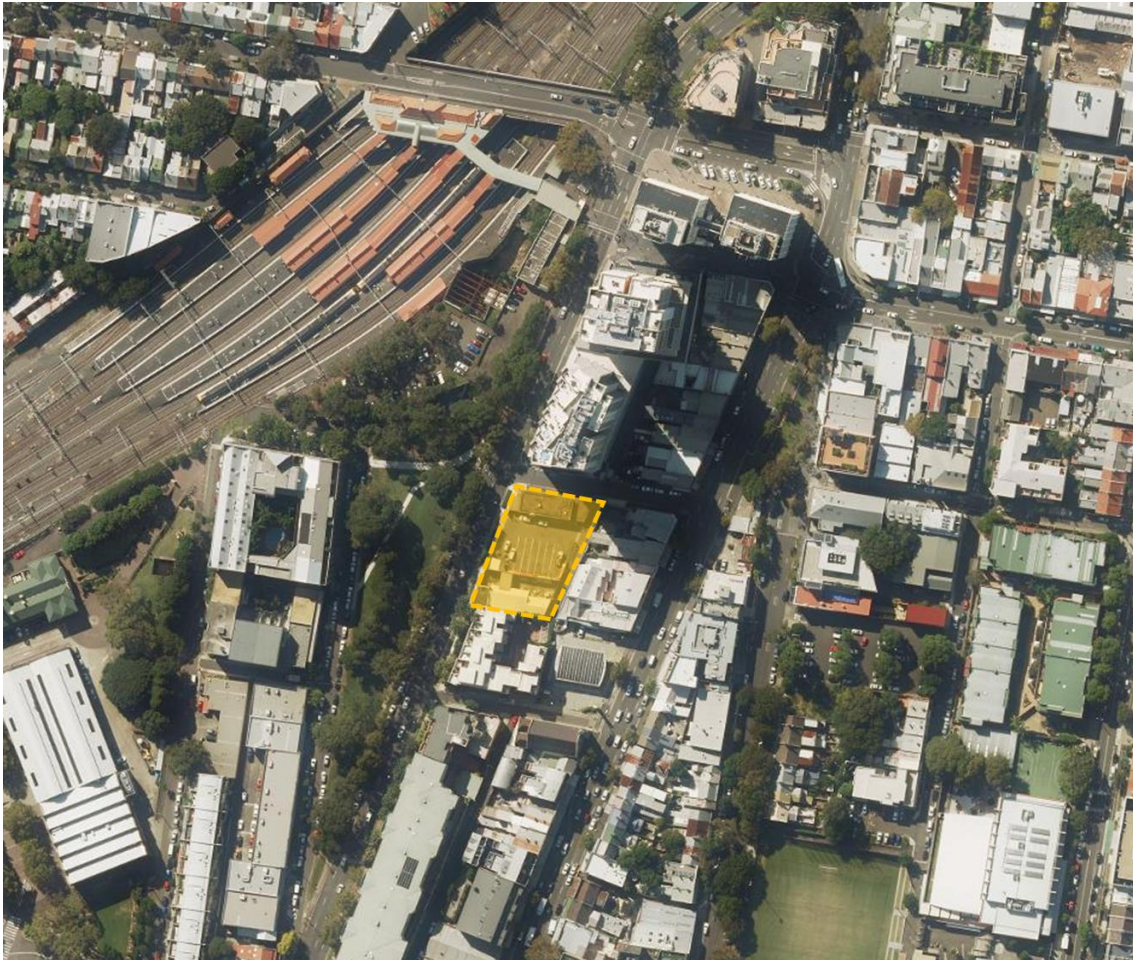


Figure 1: Site and surrounding locality (Site outlined in yellow) (Source: Base Map: SIX Maps)

Residential flat buildings are located south of the site. The site at 13-23 Gibbons Street, is currently proposed to be redeveloped for an 18 storey student accommodation development.

Various retail, commercial and residential developments ranging from 2-4 storeys in height are located further south and to the east of the site.

The site does not contain or immediately adjoin heritage items. However, it is within proximity to the Redfern Estate Conservation Area (identified in Sydney Local Environmental Plan 2012), which is located approximately 100 m east of the site.

The site is within proximity to two local/state heritage items including:

- Redfern Railway Station Group – State heritage significance
- St Luke's Presbyterian Church including interior – Local heritage significance

These heritage items are shown in Figure 2 below.



Figure 2: Site and surrounding heritage items (Site outlined in yellow) (Source: Base Map: SIX Maps)

1.3 Secretary's Environmental Assessment Requirements for SSD 7749

On 2 August 2016, DP&E issued SEARs for a social and affordable housing project at 11 Gibbons Street, Redfern.

We note that the SEARs were based on a social and affordable housing project within an 18 storey building envelope comprising:

- non-residential uses
- affordable and social housing apartments
- communal areas

2 Overview of SGCH

With over 30 years' experience, SGCH provides a place to call home for more than 8,500 people in 4,700 properties across the Sydney metropolitan region. SGCH develop and manage sustainable, safe and affordable homes and work in partnership to create vibrant, inclusive communities.

SGCH is a registered Tier 1 provider under the National Regulatory System for Community Housing which provides tenants and partners with assurance that SGCH is a well governed organisation providing high quality housing. As the community housing provider with the largest social and affordable housing development program in NSW, SGCH is well placed to develop the site to provide housing for people experiencing homelessness or are at risk of homelessness.

The project will include both social and affordable housing to meet housing need and Sustainable Sydney 2030 housing targets. SGCH's vision for the site is embedded in its organisation purpose to connect people to opportunity and collaboratively shape great places.

SGCH has a long history of partnering with local services in the City of Sydney to assist people most at risk of homelessness to access appropriate support to sustain their tenancy and improve their health and wellbeing. This includes the management of the Port Jackson Supported Housing Program for over 10 years which provides 211 properties across City of Sydney, Inner West and Eastern Suburbs in partnership with 26 support services.

A key feature of SGCH's service model is the provision of a tailored support coordination for its tenants to link them to appropriate support services. SGCH have specialist Support Coordinators who work collaboratively with tenants to assess need and facilitate connection with appropriate support, training, education and /or employment.

SGCH designs their buildings for the long term, taking a whole of life design assessment to the materials and components to deliver energy efficient dwellings that have demonstrably lower operating costs and reduced costs of life cycle maintenance and corrective repairs. As a long-term asset holder SGCH use durable materials and select components to maintain the quality of the building appearance and functionality overall.

Target groups

Social housing is secure, long term housing for people on very low incomes. The proposed social housing will be allocated to meet priority housing needs in accordance with Housing Pathways policies and procedures. There are over 320 priority households on the NSW Housing Register waiting for social housing in this area and over 1,000 general applicants indicating a very high demand for social housing. Priority housing means households experiencing homelessness or are at risk of homelessness where they are in unstable housing circumstances and their existing accommodation is inappropriate for basic housing requirements.

Affordable housing is subsidised housing for people working on low to moderate incomes. Affordable housing delivered on site would provide affordable rental accommodation for people working and living in the City of Sydney.

3 The proposal

The current proposed building envelope is for an 18 storey building, comprising the following uses:

- non-residential uses
- affordable and social housing apartments
- communal areas

It is recommended that DP&E confirms that the SEARs remains current for the proposal. Further details of the proposed envelope are provided at Figure 3 and Attachment 1.

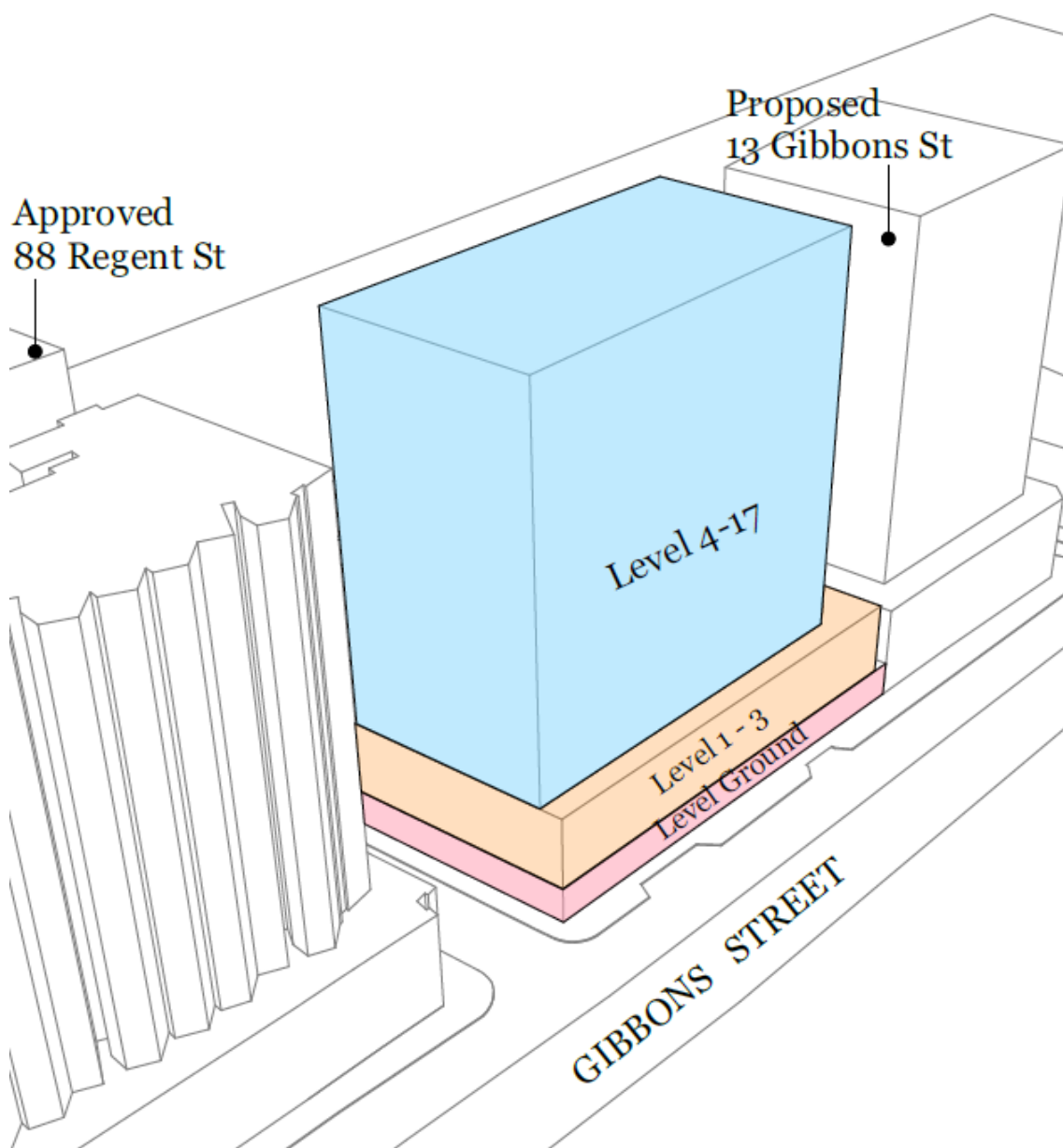


Figure 3: SEARs envelope (Source: DK0)

4 Strategic Planning Context

This section outlines the key strategic planning documents applying to the site. The strategic context of the site will be discussed further in the Environmental Impact Statement (EIS).

4.1 A Metropolis of Three Cities

Metropolis of Three Cities	Objective	Comment
Objective 8	Greater Sydney's communities are culturally rich with diverse neighbourhoods.	Project will contribute to the diversity of the neighbourhood.
Objective 10	Greater housing supply.	Proposal will increase housing supply.
Objective 11	Housing is more diverse and affordable. Note: Directions for liveability. Potential indicators: Increased housing completions (by type); Number of councils that implement Affordable Rental Housing Target Schemes	The proposal contributes to diversity and affordable housing. This project will contribute to the COS deliverables.
Objective 12	Great places that bring people together	The project will contribute to a walkable place and contribute to enhancing community connections.

Table 1: Overview of relevant objectives in the Metropolis of Three Cities

4.2 Eastern City District Plan

The site falls within the Eastern City as it is located within the City of Sydney Local Government Area (LGA). The key planning priority relevant to the proposal is summarised below.

Eastern City District Plan	Priority	Comment
Planning Priority	Livability	
	E3. Providing services and social infrastructure to meet people's changing needs E4. Fostering healthy, creative, culturally rich and socially connected communities E5. Providing housing supply, choice and affordability, with access to jobs, services and public transport	Proposal is consistent with these priorities.

Table 2: Overview of relevant Eastern City District Plan Relevant Controls

4.3 Sustainable Sydney 2030

Sustainable Sydney 2030 (SS 2030) is the vision for sustainable development of the City of Sydney to 2030 and beyond. SS 2030 outlines the vision for a green, global and connected city. It includes 10 strategic directions to guide the future of the City of Sydney.

SS 2030 establishes a target of 7.5% of all city housing will be affordable housing in the City of Sydney LGA.

The site will contribute to housing for a diverse community by contributing to an increased supply of affordable housing in the City of Sydney LGA.

5 Relevant Planning Controls

The key statutory planning controls applying to the site include:

- State Environmental Planning Policy (State and Regional Development) 2011
- State Environmental Planning Policy (State Significant Precincts) 2005
- Redfern-Waterloo Built Environment Plan August 2006
- State Environmental Planning Policy (Infrastructure) 2007
- State Environmental Planning Policy No. 55 – Remediation
- State Environmental Planning Policy No. 64 – Advertising and Signage
- State Environmental Planning Policy No. 65 – Design Quality of Residential Flat Developments and accompany Apartment Design Guide
- State Environmental Planning Policy (Building Sustainability Index: BASIX) 2004
- Sydney Local Environmental Plan 2012
- State Environmental Planning Policy (Affordable Rental Housing) 2009

5.1 State Environmental Planning Policy (Affordable Rental Housing) 2009

Affordable Rental Housing SEPP Clauses	Division 1 In-fill affordable housing	Comment
Part 2 New affordable rental housing 10 Development to which Division applies	<p>(1) <i>This Division applies to development for the purposes of dual occupancies, multi dwelling housing or residential flat buildings if:</i></p> <p>(a) <i>the development concerned is permitted with consent under another environmental planning instrument, and</i></p> <p>(b) <i>the development is on land that does not contain a heritage item that is identified in an environmental planning instrument, or an interim heritage order or on the State Heritage Register under the Heritage Act 1977.</i></p> <p>(2) <i>Despite subclause (1), this Division does not apply to development on land in the Sydney region unless all or part of the development is within an accessible area.</i></p> <p><i>Note. Accessible area means land that is within:</i></p> <p>(a) <i>800 metres walking distance of a public entrance to a railway station or a wharf from which a Sydney Ferries ferry service operates.</i></p>	<p>The proposed use is permissible.</p> <p>The site does not contain a heritage item.</p> <p>The site is within an accessible area, as it is within 130 m of the public entrance of the Redfern train station.</p>
13 Floor space ratios	<p><i>If the percentage of the GFA of the development that is to be used for the purposes of affordable housing is at least 20 per cent.</i></p> <p>(2) <i>The maximum floor space ratio for the development to which this clause applies is the existing maximum floor space ratio for any form of residential accommodation permitted on the land on which the development is to occur, plus:</i></p> <p>(b) <i>if the existing maximum floor space ratio is greater than 2.5:1:</i></p>	<p>7:1 State Significant Precinct SEPP + 20% ARH SEPP bonus = Maximum FSR 8.4:1</p>

Affordable Rental Housing SEPP Clauses	Division 1 In-fill affordable housing	Comment
	(i) 20 per cent of the existing maximum floor space ratio—if the percentage of the gross floor area of the development that is used for affordable housing is 50 per cent or higher	
14 Standards that cannot be used to refuse consent	<p>site area if the site area is at least 450 square metres,</p> <p>landscaped area - in the case of a development application made by a social housing provider—at least 35 square metres of landscaped area per dwelling is provided</p> <p>deep soil zones - in relation to that part of the site area that is not built on, paved or otherwise sealed:</p> <p>(i) there is soil of a sufficient depth to support the growth of trees and shrubs on an area of not less than 15 per cent of the site area (the deep soil zone), and</p> <p>(ii) each area forming part of the deep soil zone has a minimum dimension of 3 metres, and</p> <p>(iii) if practicable, at least two-thirds of the deep soil zone is located at the rear of the site area,</p> <p>solar access if living rooms and private open spaces for a minimum of 70 per cent of the dwellings of the development receive a minimum of 3 hours direct sunlight between 9am and 3pm in mid-winter.</p>	Noted
	<p>(2) General</p> <p>(a) parking if:</p> <p>(i) in the case of a development application made by a social housing provider for development on land in an accessible area—at least 0.4 parking spaces are provided for each dwelling containing 1 bedroom, at least 0.5 parking spaces are provided for each dwelling containing 2 bedrooms and at least 1 parking space is provided for each dwelling containing 3 or more bedrooms</p> <p>(b) dwelling size if each dwelling has a min GFA:</p> <p>(i) 35 square metres in the case of a bedsitter or studio, or</p> <p>(ii) 50 square metres in the case of a dwelling having 1 bedroom, or</p> <p>(iii) 70 square metres in the case of a dwelling having 2 bedrooms, or</p> <p>(iv) 95 square metres in the case of a dwelling having 3 or more bedrooms.</p>	Noted.
17 Must be used for affordable housing for 10 years	A consent authority must impose conditions to the effect that for 10 years from the date of the issue of the occupation certificate, the dwellings proposed to be used for the purposes of affordable housing will be used as such and be managed by a registered community housing provider and a restriction will be placed on the title.	The Applicant is a social and community housing provider and the site will be used in perpetuity for social and affordable housing.

Table 3: Overview of controls of ARH SEPP

6 Currency of existing SEARs (SSD 7749)

We consider that the key issues identified in the SEARs issued on 2 August 2016 remain current for the proposal for the following reasons:

- the proposed use as a social and affordable housing project remains unchanged
- the proposed building envelope is generally consistent with the original scheme
- the proposed residential density is generally consistent with the original scheme
- the proposed carparking is generally consistent with the original scheme
- the proposed use maintains non-residential uses on the ground floor to activate street frontages

SGCH reiterates its interest in participating in the NSW State Design Review Panel pilot program. SGCH views this project as an ideal opportunity to partner with the Government to achieve design excellence outcomes for the site and to accelerate the delivery of much needed social and affordable housing in this location.

SGCH agrees with the Government Architect (GA's) that a design competition is not required because SGCH is participating in the GA's pilot program commencing in May 2018.

It is respectfully requested DP&E confirm the SEARs issued remain current and amend the applicant to SGCH.

7 Summary

The site warrants redevelopment for affordable and social housing and non-residential uses.

Given the delivery of the project is linked to federal funding, the timely consideration of the proposal is requested.

The proposal is SSD and SEARS were issued on 2 August 2016. It is respectfully requested DP&E confirm the SEARs issued remain current and amend the applicant to SGCH.

Attachment 1

Proposed indicative building envelopes by DKO