



Sydney2030/Green/Global/Connected



Rezoning Review: 44-78 Rosehill Street, Redfern (RR_2018_SYDNE_001_00)

Merit Assessment Criteria Summary Table:
Key reasons why planning proposal request fails to meet:

- Strategic Merit Test criteria
- Site Specific Merit Test criteria

Merit Assessment Criteria

This table highlights the key reasons why the planning proposal request fails to meet strategic and site specific merit criteria. The merit criteria are addressed more comprehensively in the report (and attachments) to the City of Sydney Transport, Heritage and Planning Committee on 10 September 2018 included at **Attachment A**.

The site is located within the *Harbour CBD*, the *Innovation Corridor* and the *Camperdown-Ultimo Collaboration Area*, all areas identified in the Eastern City District Plan as having a strong employment focus – particularly commercial and business activities such as small businesses and tech start-ups. Tenants on site largely comprise of professional, scientific and technical services.

Given that the planning proposal request has been made to enable the development of two towers comprising predominantly of residential floor space, and will result in a net loss of employment floor space and the lost opportunity for new employment space, the planning proposal does not align with the NSW Government's strategic intent for the area articulated in the Greater Sydney Region Plan - as enabled by the Eastern City District Plan.

It is premature to change planning controls for an individual site of such strategic importance in isolation of place-based planning strategies that apply to the site, which respond to its wider area and consider local context and infrastructure needs.

These are currently being prepared by the Department of Planning and Environment (*Central to Eveleigh Land Use and Infrastructure Implementation Plan*), the Greater Sydney Commission (*Camperdown-Ultimo Collaboration Area Place Strategy*) and the City of Sydney (*City of Sydney Local Strategic Planning Statement*) and are expected to be released in the short to medium term.

As such, the planning proposal does not meet any of the strategic merit criteria and should not progress to a gateway determination.

The proposal also fails to meet site-specific merit criteria because it will result in an unacceptable overdevelopment for a site of its size and context, will create significant wind impacts which cannot be managed effectively, and does not adequately address identified infrastructure needs.

Redevelopment of this scale may result in one site receiving a greater share of future uplift than if it was considered within the context of a broader strategic plan; effectively receiving a benefit over other sites within the locality; and impeding the uplift potential of other nearby sites due to building separation issues.

Table: Strategic merit and site specific merit test

Criteria - Strategic Merit	City Of Sydney response
Consistent with the relevant regional plan outside of the Greater Sydney Region, the relevant district plan within the Greater Sydney Region, or corridor/precinct plans applying to the site, including any draft regional, district or corridor/precinct plans released for public comment.	<p>Eastern City District Plan: Planning Priority E1 – Planning for a city supported by infrastructure.</p> <p><i>The planning proposal request does not align with the place-based planning approach fostered by the Eastern City District Plan - which integrates and sequences land-use, built form and infrastructure.</i></p> <p>The Eastern City District Plan strongly emphasises the importance of a place-based planning approach to provide integrated planning outcomes in a growing city. Place-based planning requires a methodical and sequenced approach, particularly the need to sequence infrastructure in places where significant growth is planned or anticipated.</p> <p>The Redfern and Waterloo area will undergo significant growth and change in the coming years. The new Sydney Metro station at Waterloo will be a catalyst for significant increases in development and densities in Redfern and Waterloo. Infrastructure will need to be comprehensively planned and align with this growth.</p> <p>The planning proposal request however takes a narrow approach to infrastructure delivery, relying heavily on nearby train stations - Redfern Station and the proposed Waterloo Metro - to justify significant increases in density and residential population.</p> <p>The District Plan states that “where there is significant investment in transit corridors...corridor investigations can provide a longer term strategic context while the development of precincts within the corridor is sequenced over time”.</p> <p>In contrast, this site-specific planning proposal request for significantly increased housing pre-empts the appropriate sequencing of development across the corridor along Botany Road, and does not consider the planned urban renewal of the wider corridor.</p> <p><i>The planning proposal request proposes planning controls for the site that do not reflect a broader strategic investigation for the Redfern and Waterloo areas which considers associations between infrastructure and growth.</i></p> <p>There is not yet a clear understanding of future population growth in the area, or an analysis of the future demographic composition. This is necessary to ensure appropriate services and social infrastructure are provided alongside development. Site-specific planning proposal requests that enable development of this magnitude compromise a long term and strategic understanding of population growth, demographic change, and how to accommodate the future population’s needs.</p> <p>It is therefore premature to allow significant changes to the development density and height on this site in isolation of a broader strategic vision for Redfern and Waterloo. Changes to planning controls should therefore reflect a broader strategic investigation that better understands future infrastructure needs for the wider surrounding area.</p>

Criteria - Strategic Merit	City Of Sydney response
<p>CONTINUED</p> <p>Consistent with the relevant regional plan outside of the Greater Sydney Region, the relevant district plan within the Greater Sydney Region, or corridor/precinct plans applying to the site, including any draft regional, district or corridor/precinct plans released for public comment.</p>	<p><i>The planning proposal request pre-empted current strategic and infrastructure planning for the wider area, specifically the Central to Eveleigh Land Use and Infrastructure Implementation Plan (LUIIP), and will result in an inequitable planning outcome.</i></p> <p>A number of strategies are currently being prepared by the Department of Planning and Environment, the Greater Sydney Commission and the City of Sydney that consider the future growth of Redfern and Waterloo. All are anticipated to be finalised in the short-medium term.</p> <p>For example, the site falls within the investigation area for a place-based planning and infrastructure plan that the Department of Planning and Environment is currently preparing - the <i>Central to Eveleigh Land Use and Infrastructure Implementation Plan</i> (LUIIP). The site is located within the identified LUIIP investigation area which extends down the Botany Road Corridor as shown at Attachment XX.</p> <p>It is understood the LUIIP will provide a comprehensive place-based planning framework and vision for the corridor and have two main components:</p> <ol style="list-style-type: none"> 1. Preparation of a detailed master plan, including land use, urban design, heritage, public domain and landscape strategy for the Botany Road corridor to identify potential planning control changes; and 2. Investigation of the State infrastructure needs for the surrounding area to inform the NSW Government's infrastructure planning, funding arrangements and delivery. <p>The LUIIP will identify what uplifts in density and additional development may be appropriate given the new Waterloo Metro station, as well as additional infrastructure, improvements to Redfern Station, open space and community facilities required to serve the increased population.</p> <p>This planning proposal pre-empted the appropriate sequencing of development across the corridor, and does not have consideration for the urban renewal of the wider corridor in response to the infrastructure investment.</p> <p>Redevelopment of this scale is likely to result in one site receiving a greater share of future uplift than if it was considered within the context of a broader strategic plan; effectively receiving a benefit over other sites within the LUIIP investigation area; and impeding the uplift potential of other sites due to building separation issues.</p> <p>The LUIIP may include a Special Infrastructure Contribution (SIC) for development within the Central to Eveleigh corridor. This planning proposal request, would not be subject to a SIC because it pre-empted the LUIIP. The landowner therefore avoids making a contribution to the infrastructure required to serve the future population of the area, but will benefit from its delivery.</p>

Criteria - Strategic Merit	City Of Sydney response
<p>CONTINUED</p> <p>Consistent with the relevant regional plan outside of the Greater Sydney Region, the relevant district plan within the Greater Sydney Region, or corridor/precinct plans applying to the site, including any draft regional, district or corridor/precinct plans released for public comment.</p>	<p>Eastern City District Plan: Planning Priority E2 – Working through collaboration.</p> <p><i>The planning proposal request undermines the employment based strategic vision for the Camperdown-Ultimo Collaboration Area.</i></p> <p>The Eastern City District Plan identifies a number of “collaboration areas” to address complex issues that require collaborative place-based, cross-stakeholder solutions.</p> <p>44-78 Rosehill Street is located within The <i>Camperdown-Ultimo Collaboration Area</i>. Attachment B shows the site within the context of this collaboration area.</p> <p>Each collaboration area will produce a ‘place strategy’ that establishes a vision for the collaboration area, identifies impediments and opportunities, sets priorities for the collaboration area, and identifies projects and initiatives to deliver the vision.</p> <p>The <i>Camperdown-Ultimo Collaboration Area Place Strategy</i> is likely to be public in coming weeks and will identify priorities for growth in the Area. It will be incorporated into the Eastern City District Plan in mid-2019.</p> <p>Camperdown-Ultimo has been chosen as a collaboration area because of its potential to grow into a centre of increased productivity and innovation, attract knowledge intensive jobs, creative industries and leading edge researchers. Its focus is strongly oriented towards productive land uses, rather than market residential development.</p> <p>The Greater Sydney Commission’s key priority for this area is to support its vitality and economic growth. A key action will be to retain and manage commercial and business activities, particularly small businesses and tech start-ups, by safeguarding business zoned land from conversion that allows residential development.</p> <p>It is noted that the planning proposal does not propose to rezone this land in this way, but will enable a predominantly residential outcome that will extinguish future opportunities for new employment space.</p> <p>The planning proposal request is primarily residential, featuring conventional high rise apartments above some commercial floor space. This outcome will in fact result in a net reduction in employment floor space compared to the current development and will undermine the ability to provide additional employment floor space in the future, making it incompatible with the Collaboration Area vision.</p> <p>Progressing a planning proposal for this site prior to the release of this strategy is premature and risks being inconsistent with the vision for the Collaboration Area. A site specific planning proposal for one block within this area before an overarching plan is finalised would pre-empt this collaborative process and misalign the delivery of infrastructure and additional development capacity.</p> <p>It is therefore appropriate that sites within the Collaboration Area respond and align with to stated priorities and actions for the <i>Ultimo-Pymont Collaboration Area Place Strategy</i> when released.</p> <p>Attachment C provides an extract from the Eastern City District Plan outlining the vision for the Camperdown-Ultimo collaboration Area. It is noted that there is a clear and strong emphasis that the prevailing characteristic of the area is enabling innovation and knowledge based jobs, not market residential development as proposed by the planning proposal.</p>

Criteria - Strategic Merit	City Of Sydney response
<p>CONTINUED</p> <p>Consistent with the relevant regional plan outside of the Greater Sydney Region, the relevant district plan within the Greater Sydney Region, or corridor/precinct plans applying to the site, including any draft regional, district or corridor/precinct plans released for public comment.</p>	<p>Eastern City District Plan: Planning Priority E7 – Growing a stronger and more competitive Harbour CBD;</p> <p>and</p> <p>Eastern City District Plan: Planning Priority E8 – Growing and investing in health and education precincts and the Innovation Corridor</p> <p><i>The planning proposal request does not align with the strategic intent for the Eastern City District Plan Innovation Corridor, because large-scale market residential development on the site will compromise future opportunities for employment uses</i></p> <p>The site is located within the eastern City District's Innovation Corridor, a key component in the Greater Sydney Commission's strategy for growing a globally competitive Harbour CBD. According to the Eastern City District Plan, there has been a significant reduction in the availability of suitable workspaces in the Innovation Corridor, and commercial rents are increasing due to a recent expansion of digital and creative industries.</p> <p>Appendix D shows the site within the context of the Innovation Corridor.</p> <p>A key aspiration of the Innovation Corridor is to strengthen Sydney's international competitiveness. The Innovation Corridor is intended to be an area that is attractive to digital and cultural industries, featuring a diverse pool of talent and expertise, research facilities, customers and investors.</p> <p>The planning proposal will enable a predominantly residential development. This does not align with the strategic intent and objectives for the Innovation Corridor and the Harbour CBD. To achieve this, the most appropriate land use for the site is one that provides the opportunity for the expansion of employment uses.</p> <p>To align with the objectives of the District Plan for the Innovation Corridor, development on sites such as this one should be focused on delivering new supply of flexible, adaptable commercial floor space, as well as fostering a vibrant creative and entertainment environment including night time uses.</p> <p>The site would better meet the District Plan's objectives for the Innovation Corridor if it contributed to an increase in commercial floor space, rather than a net reduction. Progressing the planning proposal request would result in a net reduction in commercial space on a strategically important site and would represent a missed opportunity for any latent commercial floor space that may result from increased FSR on the site.</p>

Criteria - Strategic Merit	City Of Sydney response
<p>Consistent with a relevant local strategy that has been endorsed by the Department.</p>	<p><i>The planning proposal request does not form part of a planned coherent strategic vision for the locality. Such a vision will be embedded in a Local Strategic Planning Statement (LSPS), currently being prepared by the City of Sydney.</i></p> <p>The LSPS is required by the Environmental Planning and Assessment Act 1979. The Department of Planning and Environment requires that the LSPS is exhibited as soon as July 2019.</p> <p>The statement will identify the basis for strategic planning, having regard to economic, social and environmental matters; the planning priorities for the area: and actions required for achieving those planning priorities.</p> <p>The Local Strategic Planning Statement will be strongly geared towards place-based outcomes. It will address strategic land use planning issues including housing supply and diversity, preserving productive floor space for jobs, infrastructure needs to meet growth and relevant planning issues from the City of Sydney's adopted strategies and plans.</p> <p>If progressed, this planning proposal request, which is about one site in isolation, will not contribute to a future vision for the wider area anticipated to be by the Local Strategic Planning Statement. This is unsuitable considering the location and scale of the site and its potential strategic importance.</p> <p>Without a draft or final version of the statement, it is not possible to assess the consistency of this planning proposal request with the statement.</p>
<p>Responding to a change in circumstances, such as the investment in new infrastructure or changing demographic trends that have not been recognized by existing planning controls.</p>	<p><i>The planning proposal request gives insufficient consideration to future infrastructure needs in the Redfern and Waterloo Area.</i></p> <p>The delivery of the Sydney Metro City & Southwest will result in a new station being within 450m of this site in 2024. With the Sydenham to Bankstown extension, capacity on the City Circle line will also be freed up, increasing capacity at Redfern Station.</p> <p>These changes may be a catalyst for increased population growth and higher density development in the Redfern-Waterloo area, particularly between the two stations along the Botany Road corridor. The additional capacity for population growth, where along the corridor growth should be delivered, the most suitable mix of land uses, and any additional requirements for non-transport related infrastructure to support growth are all being assessed as part of the Central to Eveleigh LUIP, currently being undertaken by the Department of Planning and Environment.</p> <p>Redfern Station is Sydney's sixth busiest station and remains one of the least accessible. The City of Sydney shares the concerns of the University of Sydney and the ATP that there are no funded plans or commitment from the NSW State government to improve the accessibility of Redfern Station and to address current demand and forthcoming growth</p> <p>This site-specific planning proposal request for an individual block within the corridor, if accepted, would pre-empt the LUIP and other strategic planning for the area and ignore the wider strategic context besides transport infrastructure investment. This would be an inequitable outcome, with this site absorbing a fixed amount of additional development potential for the area before a proper strategic process can fairly allocate and distribute it.</p>

Criteria - Site Specific Criteria	City Of Sydney response
<p>The natural environment (including known significant environmental values, resources or hazards).</p>	<p><i>The planning proposal request will enable development that will create unmanageable wind conditions.</i></p> <p>A wind report undertaken for the site shows that it is exposed to strong winds, particularly from the south. To effectively mitigate down draft at street level, a podium with an 8m tower setback would be required. The dimensions of the site do not provide enough depth to provide sufficient setbacks.</p> <p>The proposed built form in the planning proposal request features insufficient setbacks, which would magnify wind impacts at street level and create an uncomfortable environment in the proposed laneways, through site link and public realm. Given the size of the block, appropriate setbacks to mitigate wind impacts would not leave sufficient room for the building.</p> <p>The planning proposal request relies exclusively on special treatments, such as vertical gardens, to mitigate wind impacts, but they are likely to fail over the life of the building given projected wind speeds.</p>
<p>The existing uses, approved uses and likely future uses of land in the vicinity of the land subject to the proposal.</p>	<p><i>The planning proposal request will enable development that is of excessive scale and out of context with existing, approved and likely uses in the site's vicinity.</i></p> <p>As discussed in detail above a number of strategies and plans are imminent that will provide clarity and guidance about the future land use and built form for this site and for land in the vicinity of the site. It is premature to allow significant changes to the development density and height on this site in isolation of a place-based vision for Redfern and Waterloo.</p> <p>Notwithstanding this, the proposed heights of 30 and 18 storeys are not contextually appropriate, given the existing, permissible or likely future developments in the local vicinity. A block of this size is better suited to 6 storey medium-rise building of 18 metres in height; that is - consistent with the existing height controls that apply to the site. Appendix E shows the proposed scale of development within its context.</p> <p>Nearby Australian Technology Park includes lower-rise buildings close to this site, and transitions to taller buildings further west. Even at its tallest, ATP will have buildings 9 to 12 storeys tall.</p> <p><i>The planning proposal request enables a building that cannot comply with the Apartment Design Guide</i></p> <p>On the eastern side of Cornwallis Lane is a low rise apartment building. The planning proposal request incorrectly quotes the Apartment Design Guide in stating that 12m building separation between habitable residential spaces is adequate to satisfy ADG requirements and allow additional development on this site. The ADG requirements for separation between two habitable residential spaces for 8+ storey buildings is 24m, and 18m for habitable facing non-habitable residential spaces. Given the size of the blocks, and the narrow width of the laneway, setbacks to provide minimum required building separation for buildings over 8 storeys are not possible on either side of Cornwallis Lane.</p>

Criteria - Site Specific Criteria	City Of Sydney response
<p>The services and infrastructure that are or will be available to meet the demands arising from the proposal and any proposed financial arrangements for infrastructure provision.</p>	<p><i>The planning proposal request takes a narrow approach to infrastructure delivery, relying almost exclusively on existing and the planned Waterloo Metro station to justify a large increase in population and development density.</i></p> <p>Public transport</p> <p>Caution should be applied when considering arguments for increased density in this location due to its proximity to existing and future rail services. There are existing concerns that the Sydney Metro may already be at crush capacity upon services commencing. Furthermore, there are existing capacity issues with heavy rail infrastructure in the locality, with trains stopping at Redfern Station already overcrowded during peak times. Currently there are no funded plans or commitment from the NSW State government to improve the accessibility of Redfern Station and to address current demand and forthcoming growth.</p> <p>Affordable Housing</p> <p>Affordable housing is a crucial infrastructure need for the Redfern area. The proponent's public benefit offer to dedicate 5% of residential floor space to on-site affordable housing is at the bottom end of the Greater Sydney Region Plan's range of 5-10% affordable housing. This also falls well short of the City of Sydney's proposed requirement in Sydney Local Environmental Plan 2012 of a 12 per cent [of new floor space] affordable housing contribution rate for land seeing a value uplift from a change to planning controls.</p> <p>Open Space</p> <p>The current public open spaces close to the site do not offer the amenity required to service an additional 312 apartments, and would require substantial improvements. The on-site open space included part of the planning proposal request, in the form of a through site link and plaza, does not make a meaningful contribution to the open space and recreation needs of the future residents.</p>

Attachment A - Report to the City of Sydney Transport, Heritage and Planning Committee on 10 September 2018

Item 2.

Request to Prepare a Planning Proposal - 44-78 Rosehill Street, Redfern

File No: X018231

Summary

The City of Sydney has received a planning proposal request to change the height and floor space controls in Sydney Local Environmental Plan 2012 that apply to a single site located at 44-78 Rosehill Street, Redfern (the site) - near the Australian Technology Park (ATP) and Redfern Station.

The site currently consists of a two storey building with commercial tenancies and car parking at ground level. If progressed, the planning control changes will enable two predominantly residential towers of 18 and 30 storeys (up to 100 metres in height) containing over 26,000 square metres of floor space and 312 new residential apartments. A public benefit offer of five to eight per cent of residential floor space being affordable rental housing has been made in conjunction with the planning proposal request.

The Greater Sydney Region Plan - A Metropolis of Three Cities (Region Plan) identifies the importance of a place-based planning approach to provide good outcomes in a growing city. It places a strong emphasis on the need for a coordinated approach to strategic planning and the need for collaboration. By doing so, places are more liveable, productive and sustainable. Importantly, planning effectively for growth requires a methodical and sequenced approach, particularly the need to sequence infrastructure with growth.

Redfern Station is Sydney's sixth busiest station and remains one of the least accessible. The City of Sydney shares the concerns of the University of Sydney and the ATP that there are no funded plans or commitment from the NSW State government to improve the accessibility of Redfern Station and to address current demand and forthcoming growth.

The site is identified as being within the Harbour CBD and Innovation Corridor as defined in the Region Plan and Eastern City District Plan (District Plan). The focus of these areas is employment growth and innovative industries.

Given the predominantly residential floor space makeup, this proposal does not align with the NSW Government's strategic intent for the area in the Region Plan or the District Plan. The proposal has insufficient site-specific merit because it will result in an unacceptable overdevelopment for a site of its size and context, and will create significant wind impacts which cannot be managed effectively.

It is inappropriate to change planning controls for an individual site with such strategic importance in isolation of place-based planning strategies for the wider area that consider local context and infrastructure needs. For example, inappropriate height and bulk will lead to overshadowing impacts on surrounding sites which will limit their future development potential. A place based strategy will ensure development can be shared equitably across a wider range of land owners and future developers.

Such a strategy is being prepared by the Department of Planning and Environment by way of the Central to Eveleigh Land Use and Infrastructure Implementation Plan (LUIIP). The City of Sydney has been advised that the site is located within the LUIIP investigation area.

The City of Sydney is also preparing a Local Strategic Planning Statement, as required by the Environmental Planning and Assessment Act 1979. The statement must include or identify the basis for strategic planning in the City of Sydney, having regard to economic, social and environmental matters; the planning priorities for the area; and actions required for achieving those planning priorities. This statement will therefore be strongly oriented towards place-based outcomes and describe a 20-year vision for land use planning in the City's villages. The Department of Planning and Environment requires that the statement is exhibited as soon as July 2019.

The Redfern and Waterloo area will undergo significant growth in the coming years. Changes should comprise part of a broader strategic investigation that better understands future infrastructure needs for the wider surrounding area. Changing the planning controls for the site would therefore be premature at this stage because of imminent strategic planning work.

The NSW Department of Planning and Environment provides A Guide to Preparing Planning Proposals which includes criteria to assess the merits of a planning proposals. The guide states that planning proposal requests are to be assessed on their strategic merit and site-specific merit. This report outlines the City's staff assessment of the request, and recommends that Council note that the City of Sydney will not progress the planning proposal request because it lacks sufficient strategic merit and site-specific merit.

Recommendation

It is resolved that Council note:

- (A) the matters in this report, discussing the background to, and the reasons why the City of Sydney will not progress a request to prepare a planning proposal to amend the building height and floor space ratio controls in Sydney Local Environmental Plan 2012 for the site located at 44-78 Rosehill Street, Redfern;
- (B) that the proponent of the planning proposal request will be formally advised by the Chief Executive Officer of the reasons why the planning proposal request is an inappropriate outcome for the site and for the locality, taking into account all relevant matters including NSW state government draft or final plans, strategies or policies that affect the Redfern and Waterloo area and/or the Redfern to Eveleigh Corridor; and
- (C) the public benefit offer made by Redfern Rosehill Pty Ltd, shown at Attachment C to the subject report.

Attachments

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| Attachment A. | Advice from the Department of Planning and Environment to Consider a Planning Proposal Request for 44-78 Rosehill Street, Redfern |
| Attachment B. | Assessment of Strategic Merit and Site Specific Merit |
| Attachment C. | Public Benefit Offer from Redfern Rosehill Pty Ltd |
| Attachment D. | Planning Proposal Request prepared by Willlowtree Planning Pty Ltd on behalf of Redfern Rosehill Pty Ltd |

Background

1. The Greater Sydney Region Plan - A Metropolis of Three Cities (Region Plan) discusses the importance of a place-based planning approach to provide good urban outcomes in a growing city. It places a strong emphasis on the need for a coordinated approach to strategic planning and the need for collaboration. By doing so, places will be more liveable, productive and sustainable.
2. Importantly, planning effectively for growth requires a methodical and sequenced approach, particularly the need to sequence infrastructure with growth. In the Region Plan, the Greater Sydney Commission outlines a collaborative model for aligning growth and infrastructure, where new infrastructure increases the development capacity of an area and development provides funding for infrastructure investment. It states:

"Effectively aligning infrastructure with growth...requires a whole-of-government approach and a place-based understanding of sequencing of infrastructure delivery...This new approach supports the appropriate growth and infrastructure being provided at the right time. At a district or regional level it could provide valuable context for decision-making."
3. This place-based approach is evidenced by a range of planning strategies, policies, guidelines and directions introduced recently by the NSW Government. Councils are increasingly being asked to think about how to plan for places, rather than for individual sites.
4. NSW Government planning guidelines require that planning proposals seeking to amend planning controls must demonstrate that they have strategic merit. If a planning proposal request does not demonstrate strategic merit, then it should not progress or should be revised to ensure that it aligns with district and regional plans, local planning strategies, future infrastructure capacity, and other relevant strategic considerations.
5. The Redfern and Waterloo area is set to undergo significant changes in coming years due to employment growth at the Australian Technology Park, student and employment growth at The University of Sydney, and NSW Government-led renewal projects that are in various stages of delivery. There are also planned upgrades at Central and Redfern stations, a new Sydney Metro station at over station development at Waterloo, major renewal of the Waterloo social housing estate, and possible changes to the operation of Botany Road.
6. Apart from a new Sydney Metro station at Waterloo, the only other significant transport infrastructure committed by the NSW State government is the Alexandria to Moore Park Connector road expansion, which will have negative impacts on local amenity and add to existing road congestion. It is also noted that there are plans in the public domain funds committed to improve access and capacity of Redfern or Central Station.
7. Within this context of a stronger focus on place-based planning from the NSW state government, and radical change in Redfern and Waterloo, the City has received a planning proposal request to change the planning controls for a single site located at 44-78 Rosehill Street, Redfern (the site). The proponent requests Council approve the planning proposal request and seek a Gateway determination from the Greater Sydney Commission to publicly exhibit the proposal.

8. The proposed changes would enable two predominantly residential towers of 18 and 30 storeys containing over 26,000 square metres of floor space including 312 new apartments and 246 parking spaces. This will increase the current building height from 2 storeys to 30 storeys, and the Floor Space Ratio from 2:1 to 10.4:1.
9. This proposal does not align with the NSW Government's strategic intent for the area in that it is an unacceptable overdevelopment for a site of its size. The reasons for this are discussed in detail in this report. Furthermore, it is inappropriate at this time to make changes to planning controls for a site with strategic importance in isolation of planning strategies for the wider area which are currently in the process of being developed. Changes should comprise part of a broader strategy for the Botany Road corridor and investigations of the infrastructure needs for the wider surrounding area, which is currently being prepared by the Department of Planning and Environment. The site's future built form and land use mix should respond to these planned changes when they are publicly available.

Place-Based Planning

10. Some key ways the NSW Government is currently implementing coordinated place-based planning is via District Plans, Local Strategic Planning Statements and Better Placed: An integrated design policy for the built environment of New South Wales. These are described below.

District Plans

11. District Plans outline a strategic planning framework for councils over a 20-year horizon, and provide a bridge between regional and local planning. They inform local environmental plans, community strategic plans and the assessment of planning proposals. Directions and priorities provide guidance to councils to plan and deliver for growth and change, and to align their local planning strategies to place-based outcomes.
12. To deliver high-quality, community specific and place-based outcomes, the Eastern City District Plan states that:

"...planning for the District should integrate site-specific planning proposals with precinct-wide place and public domain outcomes through place-based planning. This is a method by which great places can capitalise on the community's shared values and strengths and the place's locally distinctive attributes through collaboration and meaningful community participation."
13. This place-based drive towards increased liveability in the Eastern City District Plan (District Plan) also extends to planning for productivity. The Plan defines the Harbour CBD as a place with a strong focus on jobs and economic growth. It sets a baseline target of 662,000 jobs and a higher target of 732,000 jobs for this area by 2036, representing an increase of up to 235,100 jobs over 20 years.

14. On the western edge of the Harbour CBD the District Plan maps the emerging "Innovation Corridor. This corridor has an important role as a place that supports the Harbour CBD. It includes universities, a teaching hospital, international innovation companies and start-ups. The Plan states that:

"The creative and digital industries and business support services in this corridor are important to the competitiveness and attractiveness of Greater Sydney and need to be fostered and supported."

Local Strategic Planning Statements

15. The City of Sydney is also preparing a Local Strategic Planning Statement, as required by the Environmental Planning and Assessment Act 1979. Local Strategic Planning Statements must include or identify the basis for strategic planning, having regard to economic, social and environmental matters; the planning priorities for the area; and actions required for achieving those planning priorities. The Department of Planning and Environment requires that the statement is exhibited as soon as July 2019.
16. Local Strategic Planning Statements will be strongly geared towards place-based outcomes. They will describe a 20-year vision for land use planning in local government areas, the special characteristics which contribute to local identity, shared community values to be maintained and enhanced, and how growth and change will be managed into the future.
17. Local Strategic Planning Statements will address strategic land use planning issues including housing supply and diversity, productivity and jobs, infrastructure needs to meet growth and relevant planning issues from the City's adopted strategies and plans. The Statements will incorporate the preparation of a Housing Strategy with five, 10 and 20 year housing targets.

Better Placed: An integrated design policy for the built environment of New South Wales

18. The NSW Government Architect has prepared the guideline Better Placed: An integrated design policy for the built environment of New South Wales. This policy provides guidance to support the creation and renewal of great places, to be used by practitioners including state and local governments, businesses and the community.
19. The guideline includes seven objectives to define the key considerations in the design of the built environment. The first objective "Better fit - contextual, local and of its place" emphasises the need to think about the place-based relationship between a site and its setting. It states:

"Good design in the built environment is informed by and derived from its location, context and social setting. It is place-based and relevant to and resonant with local character, heritage and communal aspirations. It also contributes to evolving and future character and setting."

Site-Specific Planning Proposal

The Planning Proposal Request

20. The City of Sydney has received a planning proposal request to amend the planning controls that apply to the site. The planning proposal request has been prepared by Willowtree Planning Pty Ltd on behalf of Redfern Rosehill Pty Ltd, and seeks to amend Sydney Local Environmental Plan 2012 (SLEP2012) to include additional building height and floor space ratio (FSR) on the site. A public benefit offer has also been submitted offering an affordable housing contribution.
21. The planning proposal request seeks to amend the maximum height development standard in SLEP2012 from 18m to 99.6m, and increase the maximum FSR development standard from 2:1 to 10.4:1. No change to the current B4 Mixed Use zoning is proposed.
22. The change in planning controls would facilitate a two tower concept development comprising 312 apartments in two buildings of 30 and 17 storeys, and about 3,500 square metres of commercial floor space. The concept would include a maximum of 246 car parking spaces based on SLEP2012 parking rates. Figure 1 below provides an indication of the scale of the concept.

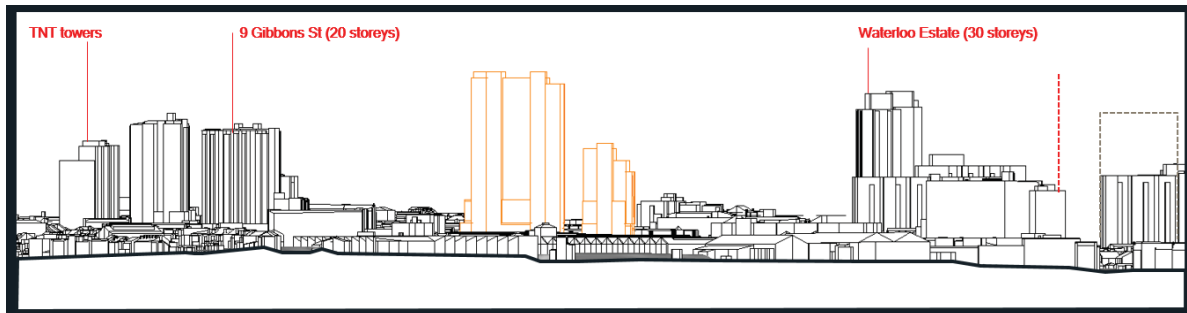


South eastern elevation

North eastern elevation

Figure 1: 44-78 Rosehill St, Redfern Concept model

23. Figure 2 below shows the proposed height for the site within the context of the existing 30 storey towers located on the Waterloo Estate to the south, and the former TNT towers to the north. Figure 3 shows the scale of the concept within a wider context.



Western elevation

Figure 2: 44-78 Rosehill St, Height Context



Western elevation

Figure 3: 44-78 Rosehill St, Scale Context

History

24. Following discussions with the landowner during 2017 about various development concepts for the site, the City of Sydney advised the landowner that a planning proposal request would not be considered because the City of Sydney and NSW Department of Planning and Environment would be reviewing land use and infrastructure in the Redfern and Waterloo area. It was anticipated that this would result in changes to planning controls and therefore be inappropriate to commence a review of the planning controls for this site ahead of that work.
25. Following representations by the landowner to the Department, the City was advised in September 2017 by the Deputy Secretary of the Department that the landowner is not precluded from submitting a site specific planning proposal request and that it is to be assessed on its merits. A copy this advice is at Attachment A.

26. The Department also advised the City that the site falls within the investigation area for a place-based planning and infrastructure plan that the Department is currently preparing - the Central to Eveleigh Land Use and Infrastructure Implementation Plan (LUIIP). The Department advised that “any individual proposals to be given due consideration and to potentially inform the long term planning and development outcomes for the area”.

Site Attributes and Built Form Context

27. The site has an area of 2,544m² with three street frontages to Rosehill Street to the east, Margaret Street to the north and Cornwallis Lane to the west. To the north, a three to five storey residential flat building is located on the opposite side of Margaret Street, to the east Gibbons Street Reserve is located on the opposite of Rosehill Street, to the south the site directly adjoins a two storey terrace dwelling, and to the west a four storey residential flat building and warehouse are located on the opposite side of Cornwallis Lane. Figures 4a and 4b show the site location and context.



Figure 4a: Site Location and Context

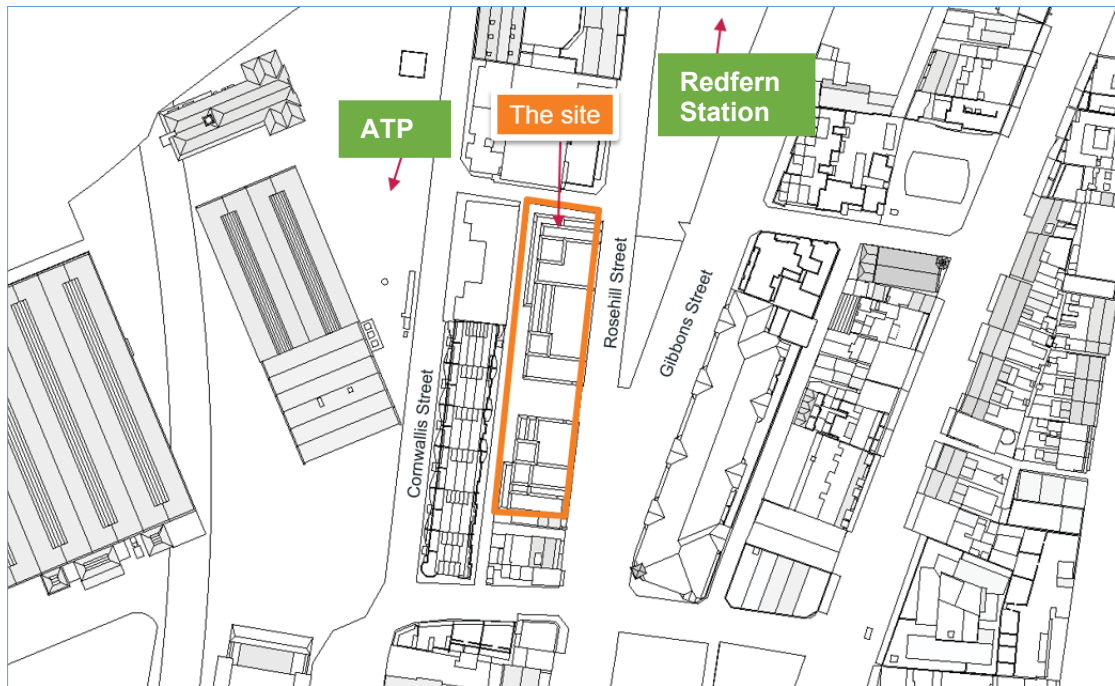


Figure 4b: Site Location and Context

28. The site is occupied by a two storey building comprising commercial tenancies and car parking at ground level and commercial tenancies above. The site context is mixed use in character and existing development ranges in age of construction, style and density, generally one to five storeys within the site's proximity. Figure 5 shows the existing development.



Figure 5: Existing Development

29. Some sites within the locality are subject to the provisions of the SLEP2012, while others are subject to the provisions of State Environmental Planning Policy (State Significant Precincts) 2005 (SEPP SSP).
30. Surrounding sites in the immediate vicinity to which the provisions of SLEP2012 apply are also subject to the 18m maximum height standard. The site at the northern end of Rosehill Street is subject to the 22m maximum height standard. Sites that are further to the south, and in closer proximity to the Alexandria Park Heritage Conservation Area, are subject to the 15m maximum height standard.
31. The SLEP2012 height and FSR controls that apply to the site and its vicinity have largely been informed by recommendations the Waterloo Redfern Urban Design Study prepared for the City of Sydney in 2009 as part of a review of planning controls outside of Central Sydney. The focus of the study was on built form and neighbourhood character, and it took a place based approach to the analysis of existing conditions in the Redfern and Waterloo areas, establishing desired future character. It is noted the study recommended the site's FSR of 2:1 be retained and that the height control be increased from 9 metres to the current control of 18 metres.
32. Sites to which the provision of SEPP SSP apply are subject to maximum height in storeys standards, rather than height in metres.
33. Sites to the north-east are predominantly subject to 14 and 18 storey maximum height standards (approximately 45m and 58m respectively). Nearby sites to the west, within the Australian Technology Park (ATP), are limited to the existing heights (approximately 12m to 15m). To the south west, also within the ATP, sites are subject to 3 and 6 storey maximum height standards (approximately 11m and 21m respectively). Within the central part of the ATP, height standards vary from 9 to 12 storeys (approximately 30m to 39m respectively). Nearby sites to the north-west, in the North Eveleigh Precinct, are subject to 10 and 16 storey height standards (approximately 33m and 52m respectively).
34. Given the surrounding context detailed above, the proposed height of 99.6m is contextually inappropriate. The Waterloo Metro Quarter, which the planning proposal request implies is much closer to the site than reality, is an unapproved proposal that is anomalous, and does not set the desired future context for this site. This is discussed in further detail below and in the table in Attachment B.

Strategic Context

35. The site is within the Harbour CBD area, which the Region Plan identifies as being Australia's financial capital - the "engine room" of Greater Sydney's economy containing over 55 per cent of all jobs in the Eastern City District. The Region Plan also identifies a future limit to office supply of 10 years in the Harbour CBD, and states that to overcome this limit, southward growth towards Redfern needs to be secured.

36. The site is also within the Innovation Corridor, a cluster of high tech industries, start-up hubs and health and education institutions - identified by the Region Plan identifies as crucial for Greater Sydney's innovation economy. The Region Plan states:
- “maintaining a long term supply of office space is critical to maintaining Greater Sydney's global economic role, and should not be compromised by residential development”.
37. The District Plan envisages the Innovation Corridor as an area attractive to digital and cultural industries. The Corridor features a diverse pool of talent and expertise, research facilities, customers and investors. The NSW Government recently announced that it will establish a new technology industry hub in Sydney, at the south end of the city. This would be located within the Innovation Corridor which will be home to 10,000 new jobs by 2036. Emerging, innovative businesses have the potential to rapidly become global companies and in turn bring economic and employment benefits Sydney. In particular technology start ups are critical to an innovative, prosperous and lively city.
38. The Waterloo Redevelopment Precinct covers land owned by the NSW Government, including the Waterloo social housing estate and the land around and above the new Waterloo Metro station. Recently, the state government released three design options for public comment for the Waterloo social housing estate, which is located within the Waterloo Redevelopment Precinct. The options propose up to 7,200 dwellings and towers of up to 40 storeys. The City has expressed significant concern regarding this proposal and the potential impact it will have on the locality.
39. Caution should be applied when considering arguments for increased density in this location due to its proximity to existing and future rail services. There are existing concerns that the Sydney Metro may already be at crush capacity upon services commencing. Furthermore, there are existing capacity issues with heavy rail infrastructure in the locality, with trains stopping at Redfern Station already overcrowded during peak times.

Central to Eveleigh Land Use and Infrastructure Implementation Plan (LUIIP)

40. In addition to the projects listed above, the Department of Planning and Environment is in the process of preparing the Central to Eveleigh Land Use and Infrastructure Implementation Plan (LUIIP). The site is located within the LUIIP investigation area.
41. The City has been involved in discussions with the Department regarding the LUIIP. It is noted that in its letter of September 2017, the Department informed the City it will continue to work with council as a priority in guiding future urban renewal along the Central to Eveleigh corridor and consider the LUIIP when reviewing any future planning proposal request.
42. It is understood the LUIIP will provide a comprehensive place-based planning framework and vision for the corridor and have two main components:
- (a) preparation of a detailed master plan, including urban design, heritage, public domain and landscape strategy for the Botany Road corridor to identify potential planning control changes and opportunities for improvements to the public domain. The master plan will make recommendations for potential planning control changes, for consideration as part of the City's LEP review; and

- (b) investigation of the State infrastructure needs for the surrounding area to inform the NSW Government's infrastructure planning, funding arrangements and delivery. A potential Special Infrastructure Contribution (SIC) may apply to uplift within the Botany Road corridor and/or urban renewal sites. It is intended that the SIC will fund newly identified state infrastructure items and will potentially allow for cost recovery of committed infrastructure items.
43. At this stage, the LUIIP is yet to be formally established and details have not been made available. In documentation submitted by the proponent, it is stated the Department advised that the planning proposal request is consistent with the draft LUIIP. This statement cannot be verified as the Department of Planning and Environment has advised that the LUIIP is in the early stages of its development and technical studies are yet to be finalised.

Key Implications

44. The table at Attachment B discusses strategic, built form and land-use issues that characterise the proposal as an inappropriate planning outcome both for the locality and the site. The table is structured to address the "Strategic Merit" and "Site-Specific Merit" criteria in the Department of Planning and Environment's A Guide to Preparing Local Environmental Plans.
45. This report recommends Council note the reasons outlined in the table. It also recommends Council note the proponent will be formally advised of the reasons the planning proposal request is not supported. This advice will focus on the matters outlined in the table and any new matters resulting from NSW State Government strategy that affect the Redfern and Waterloo Area, for example the release of a land use and infrastructure plan. The planning proposal request prepared by Willowtree Planning Pty Ltd is at Attachment D.

Strategic Merit

46. In summary, the planning proposal request does not provide sufficient justification of its strategic merit for the following reasons:
- (a) It does not align with the strategic intent and objectives for the Innovation Corridor and Harbour CBD as defined in the Region Plan and the District Plan.
 - (i) The site is within the identified Innovation Corridor in the District Plan. It is inconsistent with the District Plan's vision for this locality in that it will enable development that is predominantly residential. A key aspiration of the Innovation Corridor is to strengthen Sydney's international competitiveness. To achieve this, the most appropriate land use for the site one that generates employment.

- (ii) The site would better meet the District Plan's objectives for the Innovation Corridor if it contributed to an increase in commercial floor space, rather than a reduction. The planning proposal request, being for a predominantly residential high rise building, does not meet Objective 18 of the Region Plan - "Harbour CBD is stronger and more competitive". Progressing the planning proposal request would result in a net reduction in commercial space on a strategically important site and would represent a missed opportunity for any latent commercial floor space that may result from a more modest FSR increase on the site.
 - (iii) The predominantly residential quality of the proposed development will constrain the ability to provide a wide range of employment uses, entertainment, leisure and night time operations in the area through land use conflicts, making it incompatible with the vision for the Innovation Corridor as described in the District Plan.
- (b) It does not form part of a planned coherent strategic vision for the locality.
 - (i) If progressed, this planning proposal request, which is about one site in isolation, will not contribute to a future vision for the wider area anticipated to be by the Central to Eveleigh Land Use and Infrastructure Implementation Plan (LUIIP) and Local Strategic Planning Statement. This is inappropriate considering the location and scale of the site and its potential strategic importance.
 - (ii) Redevelopment of this scale may result in one site receiving a greater share of future uplift than if it was considered within the context of a broader strategic plan; effectively receiving a benefit over other sites within the LUIIP investigation area; and impeding the uplift potential of other sites due to building separation issues.
 - (iii) The City is currently preparing its Local Strategic Planning Statement, as required by the Department of Planning and Environment to be exhibited as soon as July 2019. Without a draft or final version of the statement, it is not possible to assess the consistency of this planning proposal request with the statement.
 - (iv) The District Plan states that "where there is significant investment in transit corridors...corridor investigations can provide a longer term strategic context while the development of precincts within the corridor is sequenced over time", which is the anticipated approach in the Central to Eveleigh Land Use and Infrastructure Implementation Plan (LUIIP). In contrast, this site-specific planning proposal request for significantly increased housing pre-empts the appropriate sequencing of development across the corridor, and does not consider the urban renewal of the wider corridor.
- (c) Insufficient consideration has been given to future infrastructure needs or a change of circumstances in the Redfern and Waterloo Area.
 - (i) The planning proposal request takes a narrow approach to infrastructure delivery, relying heavily on existing and planned transport links to justify a large increase in population and development density.

- (ii) There is not yet the understanding of future additional population growth, or an analysis of the future demographic composition of the area. This is necessary to ensure appropriate services and social infrastructure are provided alongside development. Site-specific planning proposal requests for development of this magnitude preclude a long term and strategic understanding of population growth, demographic change, and how to accommodate the future population's needs.
- (iii) The planning proposal request relies on nearby train stations - Redfern Station and the proposed Waterloo Metro - to justify significant increases in density and residential population. This vision for the future of the site is effectively dormitory, with residents travelling out of the area by train or car to access jobs and services, adding further demand on congested systems.
- (iv) Given the site's strategically located position close to Redfern Station and the planned Waterloo Metro, and the highly constrained road network surrounding, development should result in the minimum amount of parking necessary to support critical services and equitable access.
- (v) Affordable housing is a crucial infrastructure need for the Redfern area. The included public benefit offer to dedicate 5-8 per cent of residential floor space to affordable housing is at the bottom end of the Region Plan's target of 5-10 per cent and falls short of the requirements for "planning proposal land" in the exhibited draft Affordable Housing Program.

Site Specific Merit and Built Form Issues

- 47. The City has undertaken a detailed built form and urban design analysis of the planning proposal request. The outcomes of this analysis is detailed under in the "Site Specific Merit" section of the table at Attachment B to this report.
- 48. With regard to this analysis, the height and proportions of the proposed envelope are not supported. While it is envisaged that some increase in height and floor space may be achieved, the current proposal is an inappropriate outcome giving consideration to site geometry and context. A block of this size is better suited to 6 storey medium-rise building of 18 metres in height; that is - consistent with the existing height controls that apply to the site.
- 49. The City's key concerns regarding the proposed built form concept enabled by the planning proposal request are outlined below.

Excessive Height

- 50. The proposed heights of 30 and 18 storeys are not contextually appropriate, given the existing, permissible or likely future developments in the local vicinity. Nearby, the Australian Technology Park includes lower-rise buildings close to this site, and transitions to taller buildings further west. Even at its tallest, ATP will have buildings nine to 12 storeys tall.
- 51. The high rise development near Redfern Station is 14 to 18 storeys. This cluster of buildings forms a centre near the station, and heights should transition down away from the station. The proposed development would be higher than the buildings at Redfern Station, even though the site is downhill.

52. The site is located some distance from both Redfern Station and the proposed Waterloo Metro, where it would be expected that heights would taper down away from the two key activity centres. Instead, the proposal includes heights that are significantly greater than development in the surrounding area, and is not related to an activity centre or sensible cluster of buildings.

Wind Impacts

53. The proposed built form concept features insufficient setbacks, which would magnify wind impacts at street level and create an uncomfortable environment in the proposed laneways, through site link and public realm. These wind impacts, combined with other aspects of the site, make high rise development on the site untenable.
54. The wind report submitted with the proposal indicates that the site is exposed to strong winds, particularly from the south. To achieve acceptable wind speeds for intended uses at street level and above, the planning proposal request relies exclusively on a complex array of special treatments, such as vertical gardens.
55. Special treatments are subject to failure over the life of the building. To effectively mitigate down draft at street level, a podium with an 8m tower setback would be required - which effectively would prohibit a tall tower. Figure 6 below shows the proposed tower form on the left and a tower form with 8 metre street wall setbacks on the right, resulting in a narrow 9 metre wide floor plate. This would be an unacceptable amenity and design outcome.

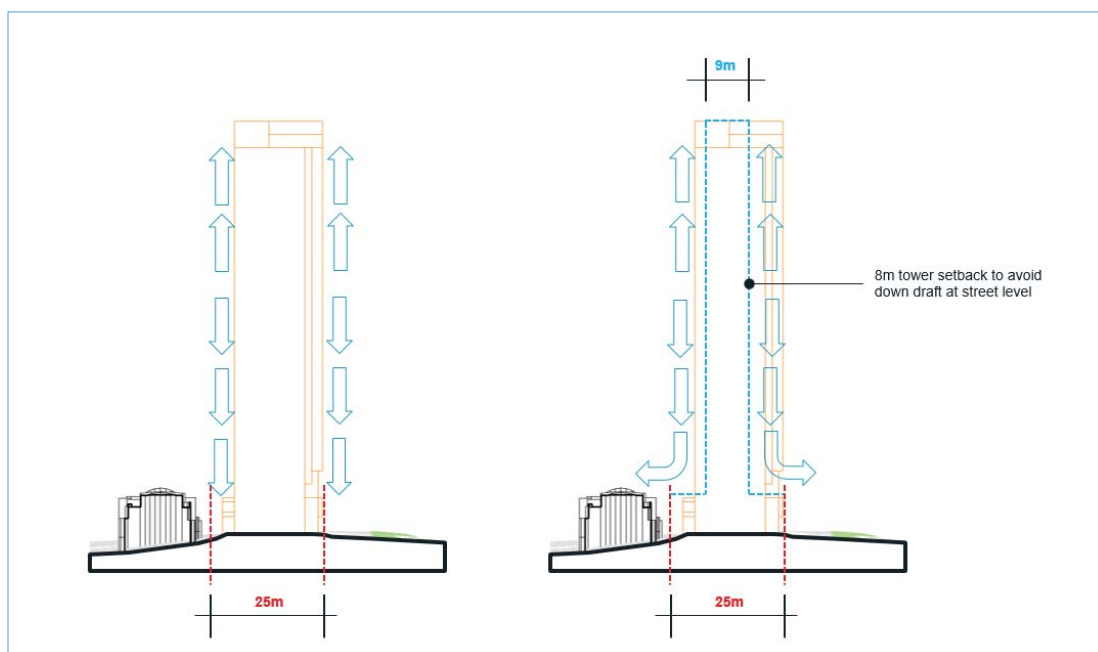


Figure 6: Proposed concept building form (LHS) and building form required to mitigate wind impacts (RHS)

Inappropriate Building Separation/Setbacks

56. Development would not comply with the building separation requirements in Apartment Design Guide. Given the size of the blocks, and the narrow width of Cornwallis Lane, setbacks to provide minimum required building separation are not possible on either side of the lane. Also, to meet Apartment Design Guide requirements, the northern edge of the subject site would either have to be set back 18m, which is not viable given the size of the block, or have a blank/inactive frontage, which would be a poor urban design outcome.

Building Length

57. Sydney Development Control Plan 2012 (SDCP2012) requires a maximum street frontage length of 40 metres for buildings fronting streets of less than 18 metres in width. The taller tower exceeds this length, comprising a 55 metre wide podium and 48 metre wide tower form. To meet SDCP2012 requirements, this tower would need to be broken into two, each with its own architectural character.

Inadequate Public Domain

58. The current public open spaces close to the site do not offer the amenity required to service an additional 312 apartments, and would require substantial improvements. The on-site open space included part of the planning proposal request, in the form of a through site link and plaza, does not make a meaningful contribution to the open space and recreation needs of the future residents. The planning proposal request also includes no funding mechanisms or allocations for public open space beyond the subject site.
59. Existing public open spaces do not offer the amenity required to service the additional apartments. The proposed built form also locates its mandatory communal open space on the roofs of towers, which given the wind environment, would not be comfortable or usable. Due to the size of the block, there is no other suitable room for communal open space.

Deep Soil

60. As no deep soil areas are provided at street level the proposal will need to rely on alternative measures for stormwater management on the site. Given that the proposal includes a 4.5 storey basement carpark, meeting these requirements will pose a significant challenge.

Relationship with terraces on Rosehill Street

61. The site shares a block with five 2 storey terraces, located immediately to the south. The height transition to these terraces would be an exceptionally poor urban design outcome, with significant amenity impacts. The supposed transition 30 storey tower to an 18 storey tower and then 2 storey terraces would not ameliorate the enormous height difference across the single block.

Treatment of Cornwallis Lane

62. The planning proposal request includes the “transformation” of Cornwallis Lane, including widening and on-street activation. However, it is proposed to transform one portion of the laneway while leaving a significant portion of it undeveloped. This will compromise its potential as an active, pedestrianised and lively public space.

Building separation

Cornwallis Lane

63. Given the geometry of the block, and the narrow width of Cornwallis Lane, it is not possible to achieve setbacks on either side of the lane that provide minimum building separation requirements for a building over 8 storeys.
64. On the eastern side of Cornwallis Lane is a low rise apartment building. The planning proposal request incorrectly quotes the Apartment Design Guide in stating that 12m building separation between habitable residential spaces is adequate to satisfy Apartment Design Guide requirements and allow additional development on this site. In fact the Apartment design Guide requirements for separation between two habitable residential spaces for 8+ storey buildings is 24 metres, and 18 metres for habitable facing non-habitable residential spaces.

Margaret Street

65. On the northern side of Margaret Street is a medium rise apartment building. The planning proposal request also includes inadequate separation to this building. To meet Apartment Design Guide requirements, the northern edge of the subject site would either have to be set back 18m, which is not viable given the size of the block, or have a blank/inactive frontage, which would be a very poor urban design outcome.

Traffic and Transport issues

66. The proposal would more than double the traffic on this block. Any potential connection between the development at street level and Gibbons Reserve would be significantly compromised. Development in this area should focus on minimising any traffic generated by new development; and improving active and public transport options and accessibility to encourage a mode-shift away from private vehicle use.
67. Parking rates in the planning proposal request has been proposed in accordance with SLEP2012. Development in accordance with the proposed density is not appropriate for this site given the changes in the area including increased density of nearby development and changes to public transport infrastructure such as the provision of the new Sydney Metro line and potentially the future Metro West line.

Design Advisory Panel Advice

68. The City of Sydney's Design Advisory Panel provided comment to the planning proposal request and reiterated a number of the above concerns. The Panel also advised that:
 - (a) the planning proposal request is premature within the broader strategic planning context and described the proposal as "opportunistic";
 - (b) if there are any changes to planning controls, they should be considered as part of an overall framework such as the Central to Eveleigh Land Use and Infrastructure Implementation Plan;
 - (c) the buildings will appear not as tower forms but as a 30 storey street wall formation; and

- (d) the proposal is not sympathetic to existing local character, and does align with the desired future character for the area.

Inaccuracies in Submitted Planning Proposal Request

69. The submitted planning proposal request documentation includes errors and inaccuracies which makes it difficult to accurately assess the merits of the proposal, and if exhibited would not provide the community, nearby landowners and other stakeholders with a reasonable understanding of impacts.
70. The documentation fails to identify that the proposal exceeds the obstacle limitation surface, an important height threshold for the operation of Sydney Airport. The number of car parking spaces is inconsistently identified. The report speaks of multiplier effects related to employment generation but does not provide a robust economic analysis, relying on superficial assumptions. Statements regarding alignment with the Region and the Eastern City District Plan are questionable or superficial, particularly as the proposal is not part of a plan or strategy to ensure that growth is managed in a co-ordinated way.
71. Some diagrams are clearly inaccurate and understate the relationship the towers have with planned and speculative development in their vicinity. For example, the documentation depicts the Waterloo Metro Quarter as being a single 30 storey building in close proximity to the subject site. Waterloo Metro Quarter is actually located on a different site that is further south and consists of three towers of 29, 25 and 23 storeys. Incorrect heights are also shown at The Block, Redfern, where only one tall tower is currently proposed, yet five are depicted. Also, 20 storey buildings are shown in North Eveleigh, although the concept approval is for only 12 storey buildings.
72. These are significant errors that call into question the accuracy of other illustrations and information made in the submitted documentation. Figure 7 below, extracted from the submitted planning proposal request, shows some of these inaccuracies.

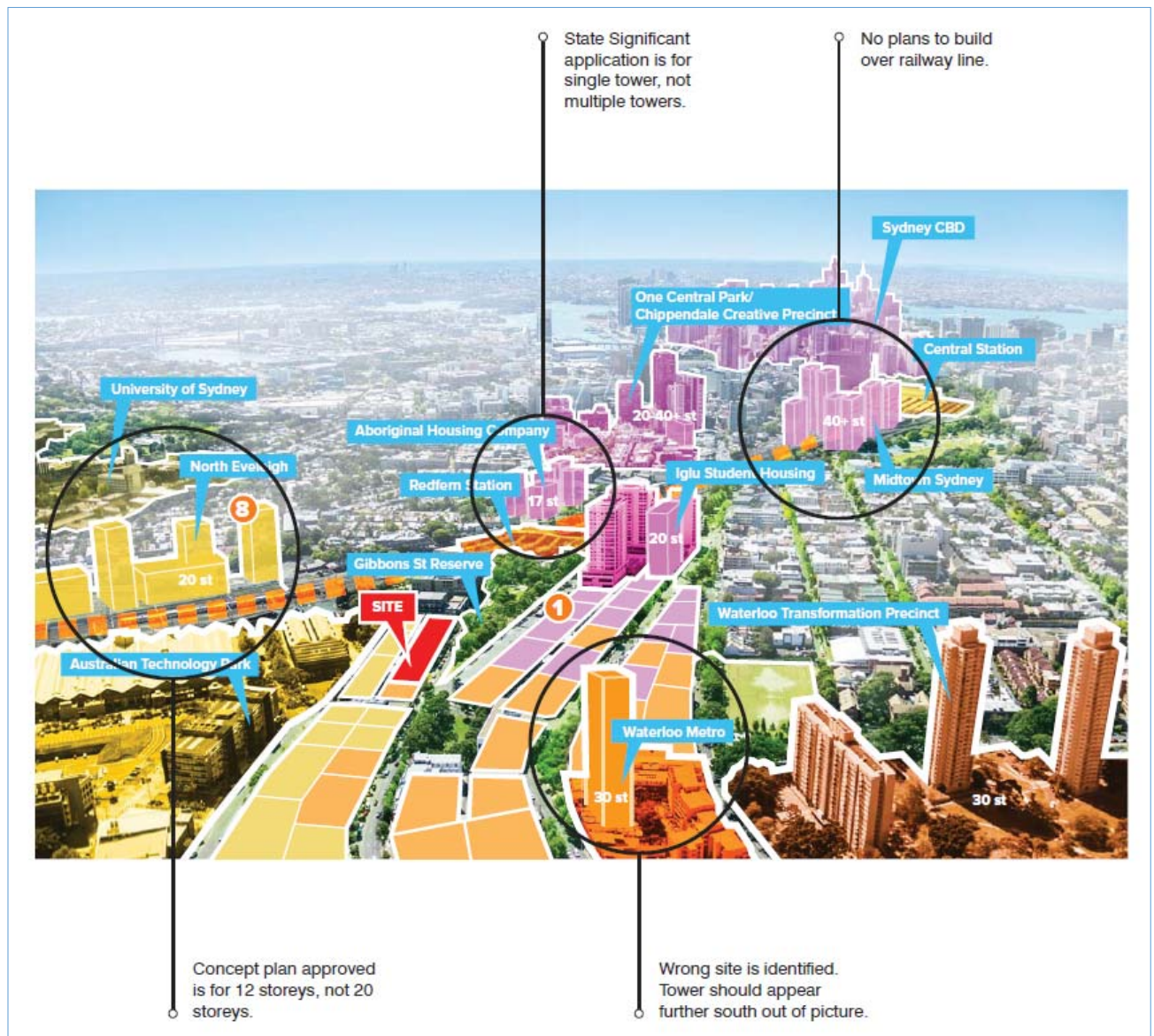


Figure 7: Inaccuracies in Strategic Context Diagram

Public Benefit Offer

73. The public benefit offer made by the proponent is at Attachment C. The offer includes a transfer in perpetuity of 1,512 square metres of gross floor area for the purpose of affordable housing in perpetuity. Taking an average of 80 square metres, this equates to 19 dwellings or six percent of dwellings proposed residential development on the site. The proponent has estimated the value of the public benefit offer as being \$14.8m million. Alternatively, the proponent may seek to pay the City an equivalent cash contribution to be used for affordable housing elsewhere in the Local Government Area. It is noted that the public benefit offer is revised from a previous offer where the affordable housing floor space was offered for a ten year period only.
74. The Planning Proposal: Affordable Housing Review, for a new affordable housing program within the City of Sydney has received Gateway determination and has recently completed exhibition. The planning proposal includes an affordable housing contribution for “planning proposal lands”, which are sites that have achieved FSR uplift due to a change in planning controls.
75. The site would come under this provision and would require a contribution rate of 12 per cent of the new floor area under the City's proposal. A contribution of 3 per cent for residential and one per cent non-residential would also be applied to existing floor space. This is estimated at around 2,662 square metres, or 33 dwellings, based on the planning proposal request.
76. This public benefit offer is welcome and a step in the right direction, however it falls well short of the City's affordable housing aspirations in the of 12 per cent of new floor space, and barely meets the minimum affordable housing contribution target of 5 per cent in the Region Plan.
77. A report on the outcomes of the public exhibition of Planning Proposal: Affordable Housing Review is being considered in this round of Council meetings, with a recommendation that the planning proposal is approved and made as an amendment to SLEP2012.

Strategic Alignment - Sustainable Sydney 2030 Vision

78. Sustainable Sydney 2030 is a vision for the sustainable development of the City to 2030 and beyond. It includes 10 strategic directions to guide the future of the City, as well as 10 targets against which to measure progress. The planning proposal request is inconsistent with the following strategic directions of Sustainable Sydney 2030:
 - (a) Direction 1 - A Globally Competitive and Innovative City - The planning proposal request is contrary to this direction by proposing controls enabling a predominantly residential high rise building resulting and a net reduction of commercial floor space on a site within an area strategically identified for innovative employment growth.
 - (b) Direction 3 - Integrated Transport for a Connected City - Given the site's strategically located position close to Redfern Station and the planned Waterloo Metro Station, parking rates should be lower considering public transport accessibility.
 - (c) Direction 6 - Vibrant Local Communities and Economies - A predominantly residential development on this strategically important site will negate the potential for the site to contribute to this direction.

- (d) Direction 9 - Sustainable Development, Renewal and Design - .The proposed plaza area will not be big enough to be of benefit to the public, will receive limited sun light, and be subject to high wind impacts due to the lack of setbacks in the building above.
- (e) Direction 10 - Implementation through Effective Governance and Partnerships - A planning proposal request prepared in isolation of a broader place-based strategy for the area will undermine this process and compromise opportunities for collaboration.

Relevant Legislation

- 79. Environmental Planning and Assessment Act 1979.
- 80. Greater Sydney Commission Act 2015.
- 81. Environmental Planning and Assessment Regulation 2000.

Critical Dates / Time Frames

- 82. If the City of Sydney does not support the planning proposal request, the proponent may ask for a Rezoning Review from the Independent Planning Commission. The proponent then has 42 days to request the Commission review the planning proposal request.
- 83. The Commission will determine whether or not to recommend that a proposal should be submitted for a Gateway Determination. The key factor in determining whether a proposal should proceed to a Gateway Determination should be its strategic merit.

GRAHAM JAHN, AM

Director City Planning, Development and Transport

Nicholas Knezevic, Senior Specialist Planner

Jarrold Booth, Planner

Assessment of strategic merit and site specific merit

According to Planning circular PS 16-004 *Independent reviews of plan making decisions*, the key factor in determining whether a planning proposal should proceed to a Gateway determination should be its strategic merit. If a proposal can meet at least one identified strategic test, the proposal must then meet all the site-specific merit tests.

The City has assessed a planning proposal request for 44-78 Rosehill Street, Redfern. It is the view of the City that the planning proposal request does not demonstrate any strategic or site specific merit. Assessment of the request against the tests identified in the planning circular is detailed below.

Strategic merit tests

Strategic test 1

Consistent with the relevant regional plan outside of the Greater Sydney Region, the relevant district plan within the Greater Sydney Region, or corridor/precinct plans applying to the site, including any draft regional, district or corridor/precinct plans released for public comment.

Greater Sydney Region Plan

Objective 2 – Infrastructure aligns with forecast growth.

In the Region Plan, the Greater Sydney Commission outlines a collaborative model for aligning growth and infrastructure, where new infrastructure increases the development capacity of an area and development provides funding for infrastructure investment. This is the approach being taken in the Central to Eveleigh Land Use and Infrastructure Implementation Plan (LUIIP), in response to the Waterloo Metro station and other public investment in the local area. The LUIIP will assess the need and funding mechanisms for additional infrastructure to support a higher local population.

The progression of this planning proposal request would pre-empt the sequenced process of the LUIIP. The request makes use of public knowledge of Waterloo Metro station being delivered to propose significantly increasing density on a single site. The planning proposal request does not take a place-based approach to managing the additional development capacity provided by the Waterloo Metro station across the Redfern-Waterloo area, and it does not consider the additional infrastructure needs to support an increased population besides transport.

Objective 4 - Infrastructure use is optimised.

To support community need for infrastructure and be efficient with new infrastructure investment, the Region Plan advocates evaluating and managing demand on existing infrastructure. This calls on using demand management techniques, making choices about land use and sharing road space, and encouraging behaviour change.

This planning proposal request, if accepted, would result in a substantial increase in local residential population, a net reduction in commercial space, and up to 243 parking spaces.

The predominantly residential high rise building proposed would contribute to the Redfern-Waterloo area being a dormitory suburb, where residents travel out of the area to access jobs and services using Redfern Station, the Sydney Metro or their cars. This would put additional strain on

already congested systems. A genuinely mixed-use precinct, with housing, jobs and services co-located in well connected centres, reduces reliance on roads and transport networks and makes more efficient use of infrastructure.

There are limitations with justifying additional density due to access to Redfern Station, as it is currently the sixth busiest station in the Sydney Trains network and remains one of the least accessible with lifts to only 2 platforms.

Objective 10 – Greater housing supply

The Region Plan identifies the need for greater housing supply in the right locations, and increased housing diversity and choice. The planning proposal request includes about 320 new apartments, delivered close to Redfern Station and the proposed new Waterloo Metro. This would suggest alignment with the Region Plan’s objective for increased housing supply close to existing and proposed infrastructure.

However, the Region Plan also outlines how additional housing should be delivered with proposed new infrastructure. The Region Plan says that “where there is significant investment in transit corridors [...] corridor investigations can provide a longer term strategic context while the development of precincts within the corridor is sequenced over time”, which is the approach of the Central to Eveleigh LUIP.

In contrast, this site-specific planning proposal request pre-empts the appropriate sequencing of development across the corridor, and does not have consideration for the urban renewal of the wider corridor in response to the infrastructure investment. The location of additional housing in this area should be appropriately considered through the LUIPP and detailed strategic planning process, rather than significant amounts of potential future housing being allocated to one site prior to the finalisation strategic considerations.

Objective 11 – Housing is more diverse and affordable

The Region Plan sets a framework for delivering affordable rental housing out of an uplift in land value created as a result of a rezoning decision. The GSC suggests a proportion in the general range of 5-10 per cent of new residential floor space to be dedicated as affordable rental housing, but notes that this will be tailored to each nominated local area according to a range of criteria.

The City of Sydney recently exhibited a draft Affordable Housing Program. The Program includes provisions for “planning proposal lands”, where 50% of the value uplift resulting from a rezoning decision directed towards an affordable rental housing purpose. This has been determined according to the Region Plan’s parameters for affordable housing targets, has been tested for viability, and is specific to the City of Sydney local government area.

The planning proposal request includes a five to eight per cent dedication for affordable rental housing, which is on the bottom end of the Region Plan’s range and far less than the amount that would be required under the draft Affordable Housing Program.

Objective 18 – Harbour CBD is stronger and more competitive

The site is within the Harbour CBD area, which the Region Plan identifies as being Australia’s financial capital and host to unique assets that support its global significance. The site is also within the Innovation Corridor, a cluster of high tech industries, start up hubs and health and education institutions that the Region Plan identifies as crucial for Greater Sydney’s innovation economy. The Region Plan also identifies a future limit to office supply of 10 years in the Harbour CBD, and to overcome this limit southward growth towards Redfern needs to be secured. The Region Plan says

that “maintaining a long term supply of office space is critical to maintaining Greater Sydney’s global economic role, and should not be compromised by residential development”.

The planning proposal request, being for a predominantly residential high rise building, does not meet this objective of the Region Plan. It will result in a net reduction in lettable commercial space on a strategically important site, and may compromise future commercial development and night life activity on nearby sites through land use conflicts. This threatens the ability for this strategically important location to contribute to the Innovation Corridor and Harbour CBD for the long term.

Objective 22 – Investment and business activity in centres

The site is located within the Harbour CBD, a metropolitan centre at the top of the centres hierarchy identified by the Region Plan as a focus for delivering jobs and investment.

The Region Plan advocates a balanced approach to providing mixed use and residential development close to centres. Centres benefit from a high local population, and there are benefits to locating housing close to the jobs, services and transport that centres offer. However, residential development can also compete with commercial activity for well located land, and threaten the long term viability of centres.

The site is located in a strategically important location, close to Redfern Station, the planned Waterloo Metro station, and the Australian Technology Park. The Central to Eveleigh LUIIP will consider the balance of supporting investment and business activity in centres and providing housing near centres, by taking a comprehensive assessment of the wider area. This planning proposal request, which is concerned with one site in isolation, cannot consider this balance and the site’s most appropriate contribution to a future vision for the wider area.

Eastern City District Plan

Planning Priority E1 – Planning for a city supported by infrastructure.

Planning Priority E2 – Working through collaboration.

The delivery of the Sydney Metro with a station at Waterloo may be a catalyst for increased development and densities in the Redfern-Waterloo area, including this site. This process of change is to be managed through the Central to Eveleigh LUIIP currently being developed by the Department of Planning and Environment with input from the City of Sydney. The LUIIP will identify what uplifts in density and additional development may be appropriate given the new Metro station, as well as additional infrastructure, improvements to Redfern Station, open space and community facilities required to serve the increased population.

A site specific planning proposal for one block within this area before an overarching plan is finalised would pre-empt this collaborative process and misalign the delivery of infrastructure and additional development capacity.

Cumulative increases in demand for public resources is difficult to assess for individual site-specific planning proposals. The need for additional open space, community facilities and other public resources will be identified as part of the LUIIP, taking into account total population growth in the wider area. This process is in line with the District Plan’s collaboration planning priority, where the provision of new public resources is connected with development and population growth, to ensure adequate provision and efficient utilisation.

Planning Priority E3 – Providing services and social infrastructure to meet people’s changing needs.

The services and additional social infrastructure necessary to serve a growing population in the Redfern-Waterloo area needs to be assessed holistically. At the present time, there is not yet the understanding of future additional population growth, or an analysis of the future demographic make up of the area, necessary to ensuring appropriate services and social infrastructure are provided alongside development. Site-specific planning proposal requests such as this preclude a long term and strategic understanding of population growth, demographic change, and catering to a future population’s needs. If accepted, the planning proposal request would make future delivery of infrastructure to meet those needs difficult, with the financial burden pushed onto other sites or the community.

Planning Priority E5 – Providing housing supply, choice and affordability with access to jobs, services and public transport.

This is addressed earlier under Objective 10 of the Region Plan – “Greater housing supply”.

Planning Priority E6 – Creating and renewing great places and local centres, and respecting the District’s heritage.

Australian Technology Park and Redfern are in transition to a metropolitan centre, offering jobs, retail, entertainment and night life. Increasing nearby housing is important to supporting centres and meeting the 30-minute goal, however care must be taken to ensure that housing does not supplant the non-residential components necessary for a centre to flourish. Housing supply within the Redfern-Waterloo area needs to be strategically located to be close to centres, but not in the place of them.

Planning Priority E7 – Growing a stronger and more competitive Harbour CBD

Planning Priority E8 – Growing and investing in health and education precincts and the Innovation Corridor

The site is located within the Innovation Corridor, a key component in the Greater Sydney Commission’s strategy for growing a strong and globally competitive Harbour CBD. The Innovation Corridor is identified by the District Plan as an area attractive to digital and cultural industries. The Corridor features a diverse pool of talent and expertise, research facilities, customers and investors. According to the District Plan, the availability of suitable workspaces in the Innovation Corridor has seen a reduction, and commercial rents have seen a substantial increase, due to a recent expansion of digital and creative industries.

To align with the objectives of the District Plan for the Innovation Corridor, development on sites such as this one should be focused on delivering new supply of flexible, adaptable commercial floor space, as well as fostering a vibrant creative and entertainment environment including night time uses. New housing should be diverse in character, and offer multipurpose flexibility to enable home-based businesses and start-ups.

Instead, the planning proposal request is primarily residential, featuring conventional high rise apartments above some commercial floor space. The planning proposal request represents a net reduction in commercial floor space compared to the current development. The predominantly residential makeup of the proposed development will hamper the ability to provide a wide range of employment uses, entertainment, leisure and night time operations in the area through land use conflicts, making it incompatible with the vision for the Innovation Corridor as described in the District Plan.

Planning Priority E10 – Delivering integrated land use and transport planning and a 30-minute city

The District Plan sets a long term aspirational goal for a 30-minute city, so that people can access jobs and services within 30 minutes. A key aspect of this is to encourage the growth of strategic and local centres that provide transport, jobs, education, health and other facilities within a short distance of housing, reducing the need for people to travel long distances.

The planning proposal request relies on nearby train stations (Redfern Station and the proposed Waterloo Metro) to justify significant increases in density and residential population on the site. This vision for the future of the site is effectively dormitory, with residents travelling out of the area by train to access jobs and services. This is counter to the vision of the District Plan, which would have a well-connected site within the Innovation Corridor such as this be home to the jobs and services that residents should have easy access to.

Planning Priority E19 – Reducing carbon emissions and managing energy, water and waste efficiently

The District Plan identifies urban renewal in Redfern – Waterloo as an opportunity to upgrade ageing infrastructure and create a low-emissions, high efficiency precinct.

As this is a planning proposal request for a single site, it cannot contribute to a precinct-wide approach to reducing emissions. Precinct approaches have the benefit of scale which cannot be achieved on a single site. For example, recycled water networks and precinct scale renewable energy production require a wider urban renewal area to be considered holistically.

If this single site planning proposal request were accepted, any future development on the site will be limited in how much energy efficiency and on-site renewable energy production it can realistically achieve. Including precinct-wide initiatives through the LUIP will be a more effective way to deliver on the District Plan's vision for a low emissions and high efficiency precinct in Redfern – Waterloo.

Strategic test 2

Consistent with a relevant local strategy that has been endorsed by the Department.

The Department of Planning and Environment has set a timeframe of mid 2019 for local councils to prepare local strategic planning statements. This statement will describe a 20-year vision for land use planning in the local area, the special characteristics which contribute to local identity, shared community values to be maintained and enhanced, and how growth and change will be managed into the future. The statement will also include housing and productivity targets, and identify growth areas and infrastructure needs, to act as the strategic link between the Eastern City District Plan, Sustainable Sydney 2030 and the City's planning controls.

The City of Sydney is currently preparing its local strategic planning statement, for endorsement by the Department. Without a draft or final version, it is not possible to assess the consistency of this planning proposal request with the local strategic planning statement.

Sustainable Sydney 2030

Sustainable Sydney 2030 is the City of Sydney's endorsed Community Strategic Plan. Relevant directions and actions include:

Strategic direction 1

“A globally competitive and innovative city” in Sustainable Sydney 2030 includes objectives to secure space and infrastructure to support sustainable economic growth, and for the planning system to support diverse economic activity in the city. It also emphasises how creativity and innovation are fostered through collaboration between businesses, academia, government, the creative sector and the wider community. Redfern and Australian Technology Park typifies this cluster of activities, and makes up an important current and future part of the Innovation Corridor identified by the District Plan.

The planning proposal request, by proposing a predominantly residential high rise building, and a net reduction in commercial floor space, within this area would be contrary to the directions in Sustainable Sydney 2030.

Strategic direction 3

“Integrated transport for a connected city” sets a vision for public transport, walking and cycling being the first choice transport modes in the city.

Sustainable Sydney 2030 emphasises aligning transport infrastructure with growth and distribution of population and employment centres. Sites with good connections to villages and the City centre are strategically important to realising this vision of an integrated and connected city.

The site is well connected to the City centre and villages, being within close walking distance of Redfern Station and Waterloo Metro. Its location between Redfern Village and ATP also makes it an accessible and well served employment centre within the Innovation Corridor. If it were to be developed as a predominantly residential high rise building as per the planning proposal request, this site’s ability to contribute would be forgone, and may reduce the suitability of surrounding sites for employment uses due to land use conflicts.

Sustainable Sydney 2030 emphasises managing demand for parking spaces constrained road capacity, in order to preference critical services.

The planning proposal request allows for 243 car spaces, using the maximum rates under Sydney LEP 2012. Given the site’s strategically located position close to Redfern Station and the planned Waterloo Metro, and the extremely constrained road network surrounding the site, a development on the site should minimise the amount of parking necessary to support critical services and equitable access.

Strategic direction 8

“Housing for a diverse community” sets out the City’s housing priorities, including high quality, high amenity and well serviced housing, and affordable rental housing delivered through planning and policy levers.

Sustainable Sydney 2030 advocates for balancing land supply across residential development, employment uses, social infrastructure and other uses, to ensure that housing in the local area can be well serviced by infrastructure and jobs. Development on this site for a predominantly residential building as per the planning proposal request would involve replacing space for employment and services with housing, and relying on residents to travel out of the area to access these needs.

Acting on the strategic objective to enact all planning and policy levers to increase the supply of affordable housing, the City has recently exhibited a draft Affordable Housing Program. The

inconsistency between the affordable housing offer in this planning proposal request and the draft Program is discussed earlier in this table under Objective 11 of the Region Plan – “Housing is more diverse and affordable”.

Strategic direction 9

“Sustainable development, renewal and design” outlines the improvements that should result from urban renewal development. This encompasses a better built form with design excellence and high environmental performance, great public spaces and parks, and resilience to respond to future needs.

Sustainable Sydney 2030 emphasises the need to provide space for economic growth and innovation, and that the businesses, services and activities the city needs to function efficiently are well located.

This site is located within the Innovation Corridor, and has been identified by the City and the Greater Sydney Commission a technology sector cluster and centre of innovation. The site is very well connected to other employment and innovation districts. It is within walking and cycling distance of Australian Technology Park and the planned Eveleigh technology precinct. Redfern Station connects the site to Sydney CBD, Parramatta and the rest of Greater Sydney. The planned Waterloo Metro station will connect the site via the Sydney Metro to Barangaroo and Macquarie Park.

If the planning proposal request is accepted, this strategically located site would be developed as a predominantly residential high rise building, strata subdivided and unable to contribute to the area’s future vision as a centre of innovation and knowledge economy jobs. The economic advantages of its excellent location and connectivity to the rest of Sydney will be foregone, and may hamper the ability for nearby sites to develop for employment uses through land use conflicts.

Sustainable Sydney 2030 envisages that development and urban renewal will result in great public buildings, streets, squares and parks for everyone to be use and enjoy, and create an urban environment that encourages people to meet, talk, be active, enjoy the city and participate in its social, civic and cultural life.

The planning proposal request includes a through site link, and laneway widening on Cornwallis Lane and Margaret Street. The resulting area will not be big enough to be of benefit to the public, will receive limited sun light, and be subject to high wind impacts due to the lack of setbacks in the building above. Together this will create a narrow, dark, windy and unpleasant environment, not the “urban environment that encourages people to meet, talk, be active, enjoy the city and participate in its social civic and cultural life” that Sustainable Sydney 2030 envisages.

The planning proposal request does not include any offer to upgrade the nearby parks or reserves to the standard required to serve the proposed additional 314 apartments.

Strategic test 3

Responding to a change in circumstances, such as the investment in new infrastructure or changing demographic trends that have not been recognised by existing planning controls.

The delivery of the Sydney Metro City & Southwest will involve a new station within 450m of this site in 2024. With the Sydenham to Bankstown extension, capacity on the City Circle will also be freed up, increasing capacity at Redfern Station.

These changes may be a catalyst for increased population growth and higher density development in the Redfern-Waterloo area, particularly between the two stations along the Botany Road corridor. The additional capacity for population growth, where along the corridor growth should be delivered, the most suitable mix of land uses, and any additional requirements for non-transport related infrastructure to support growth are all being assessed as part of the Central to Eveleigh LUIIP, currently being undertaken by the Department of Planning and Environment.

This site-specific planning proposal request for an individual block within the corridor, if accepted, would pre-empt the LUIIP and ignore the wider strategic context besides transport infrastructure investment. This would be an inequitable outcome, with this site absorbing a fixed amount of additional development potential for the area before a proper strategic process can fairly allocate and distribute it.

Site specific merit tests

Site specific test 1

The natural environment (including known significant environmental values, resources or hazards).

A wind report undertaken for the site shows that it is exposed to strong winds, particularly from the south. To effectively mitigate down draft at street level, a podium with an 8m tower setback would be required, which given the dimensions of the site would prohibit a tall tower.

The proposed built form in the planning proposal request features insufficient setbacks, which would magnify wind impacts at street level and create an uncomfortable environment in the proposed laneways, through site link and public realm. Given the size of the block, appropriate setbacks to mitigate wind impacts would not leave sufficient room for the building. The planning proposal request relies exclusively on special treatments, such as vertical gardens, to mitigate wind impacts, but they are subject to failure over the life of the building.

The proposed built form also locates its mandatory communal open space on the roofs of towers, which given the wind environment, would not be comfortable or usable. With the size of the block, there is no other suitable room for communal open space.

As no deep soil areas are provided at street level the proposal will need to rely on alternative measures for stormwater management on the site. Given that the proposal includes a 4.5 storey basement carpark, meeting these requirements will pose a significant challenge.

Site specific test 2

The existing uses, approved uses and likely future uses of land in the vicinity of the land subject to the proposal.

Heights

The proposed heights of 30 and 18 storeys are not contextually appropriate, given the existing, permissible or likely future developments in the local vicinity.

Nearby Australian Technology Park includes lower-rise buildings close to this site, and transitions to taller buildings further west. Even at its tallest, ATP will have buildings 9 to 12 storeys tall.

The high rise development near Redfern Station is 14 to 18 storeys. This cluster of buildings forms a centre near the station, and heights should transition down away from the station. The RL of the proposed development would be higher than the buildings at Redfern Station, even though the site is downhill.

A proposal for over station development at Waterloo Metro Quarter includes a 30 storey tower and smaller towers transitioning away from the area.

The site is located some distance from both Redfern Station and the proposed Waterloo Metro, where it would be expected that heights would taper down away from the two key activity centres. Instead, the proposal includes heights that are significantly greater than anything in the surrounding area, and is not related to an activity centre or sensible cluster of tall buildings.

Other factors, such as the size of the block and the required separation to neighbouring developments (discussed below) also contribute to this site being more suited to a medium-rise development.

[Terraces on Rosehill Street](#)

The site shares a block with five terraces, located immediately to the south. If the site were to be developed according to the planning proposal request, the height transition to these terraces would be an exceptionally poor urban design outcome, with significant amenity impacts. The transition (or “stepping down”) of a 30 storey tower to a 19 storey tower and then to the existing 2 storey terraces would not effectively ameliorate the enormous height difference across the single block.

[Cornwallis Lane](#)

The planning proposal request includes the “transformation” of Cornwallis Lane, including widening and on-street activation with commercial tenancies on the ground floor. The lane continues south of the site along the 5 terraces, and is built up on both sides. The planning proposal request does not encompass this section of the laneway, so it will remain in its current state indefinitely. Transforming one portion of the laneway outside the development while leaving a significant portion of it undeveloped and narrow significantly reduces its potential as an active, pedestrianised and lively public space.

[Building separation – Cornwallis Lane](#)

On the eastern side of Cornwallis Lane is a low rise apartment building. The planning proposal request incorrectly quotes the Apartment Design Guide in stating that 12m building separation between habitable residential spaces is adequate to satisfy ADG requirements and allow additional development on this site. The ADG requirements for separation between two habitable residential spaces for 8+ storey buildings is 24m, and 18m for habitable facing non-habitable residential spaces. Given the size of the blocks, and the narrow width of the laneway, setbacks to provide minimum required building separation for buildings over 8 storeys are not possible on either side of Cornwallis Lane.

[Building separation – Margaret Street](#)

On the northern side of Margaret Street is a medium rise apartment building. The planning proposal request also includes inadequate separation to this building. To meet ADG requirements, the northern edge of the subject site would either have to be set back 18m, which is not viable given the

size of the block, or have a blank/inactive frontage, which would result in a poor urban design outcome.

Site specific test 3

The services and infrastructure that are or will be available to meet the demands arising from the proposal and any proposed financial arrangements for infrastructure provision.

The planning proposal request takes a narrow approach to infrastructure delivery, relying heavily on existing and the planned Waterloo Metro station to justify a large increase in population and development density.

While transport is an important infrastructure consideration, it is a very narrow approach to ensuring that the needs of the future population are met. The Central to Eveleigh LUIIP, in planning for any uplift in density and development as a result of the future Waterloo Metro station, will consider the full scope of infrastructure required to serve a future population. This planning proposal request, if accepted, would pre-empt this process, and may reduce opportunities to deliver infrastructure needs identified in the LUIIP on this site.

The LUIIP may include a Special Infrastructure Contribution (SIC) for development within the Central to Eveleigh corridor. This planning proposal request, if accepted, would not be subject to a SIC because it pre-empts the LUIIP. The landowner therefore avoids making a contribution to the infrastructure required to serve the future population of the area, but will benefit from its delivery.

A Community Needs Assessment submitted by the proponent states that the future population would be adequately served by existing and planned childcare, health and education facilities in the surrounding area.

The City of Sydney has identified an inadequate supply of child care spaces in the area. Health and education facilities are the responsibility of the NSW Government, and the need for additional infrastructure (as well as funding mechanisms to delivery it) will be considered as part of the LUIIP.

The assessment also states that the City of Sydney has identified need for affordable housing, which will be improved through the public benefit offer to include 5% affordable housing on-site.

Affordable housing is a crucial infrastructure need for the Redfern area. The included public benefit offer to dedicate 5% of residential floor space to on-site affordable housing is at the bottom end of the Greater Sydney Region Plan's range of 5-10% affordable housing and falls well short of the requirements for "planning proposal land" (or land seeing a value uplift from a change to planning controls) in the exhibited draft Affordable Housing program.

The assessment identifies the need for improved open space, but the proposal does not make a meaningful contribution. The parks and reserves nearby will require significant improvements to support the new residents, and no funding mechanisms for this are included in the planning proposal request.

Attachment B - Site location within Camperdown-Ultimo Collaboration Area



Health, education and research anchors



Connecting axes



Innovation ecosystem



Connections beyond the collaboration area



Activity nodes

Attachment C - Extract from Eastern City District Plan – Camperdown-Ultimo Collaboration Area vision

Camperdown-Ultimo

The Camperdown-Ultimo Collaboration Area is part of the Innovation Corridor and one of the largest and most comprehensive health and education precincts in Greater Sydney. It is a mature precinct that contains the Royal Prince Alfred Hospital, the University of Sydney, University of Technology Sydney, University of Notre Dame Sydney Campus, TAFE Ultimo, and medical research institutions that already contribute to the success of the area.

It is distinctive for world-leading education, health and training institutions that supply research, skills and talent for knowledge jobs in science-based deep-tech, medicine, business and creative sectors. It is located in a walkable precinct within a vibrant, cultural and night-time economy.

The surrounding high density and mixed-use precincts with workers, residents and students support the Collaboration Area's vitality and growth. Rapid and continuing expansion of the precinct is having a multiplier effect on innovation and creative industries and start-ups.

A collaboration process has been established which seeks to facilitate the efforts of all stakeholders by addressing existing impediments including a lack of affordable space, loss of employment floor space, limited opportunities to create new commercial floor space, the need for suitably zoned employment land, and rising property and accommodation costs for students and key workers.

The Commission will facilitate collaboration with key stakeholders and agencies to create an area of international standing by:

- creating a vision and narrative for the area that is distinguished by its scale, multiples places and unique concentration of people and jobs
- identifying a global brand and identity, to attract and accelerate talent and investment
 - generating growth in economic activity, employment and investment by protecting and supporting the leadership and growth of core health and education activity within the precinct
 - providing new research facilities and science-based deep-tech technologies

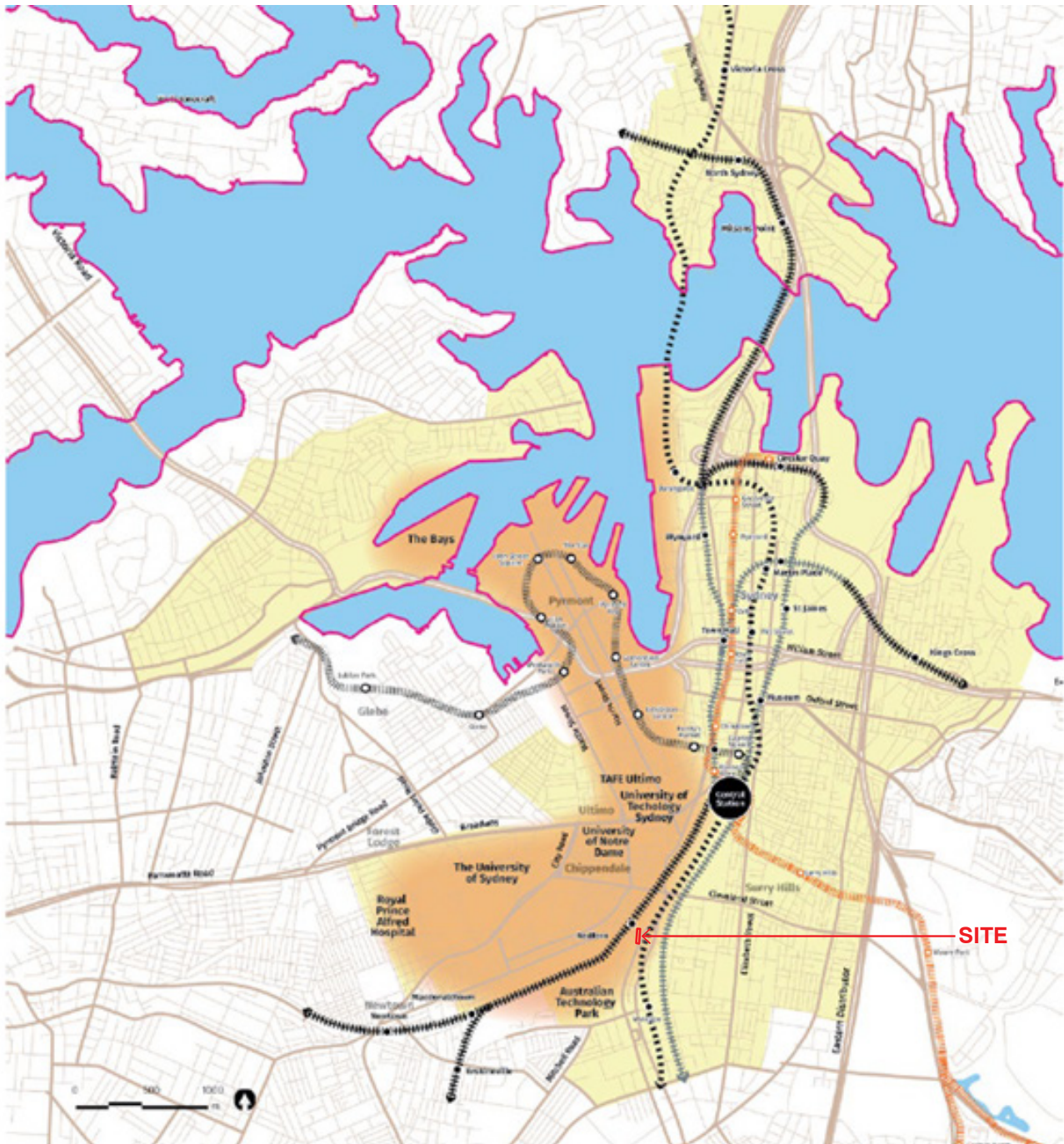
- commercialising research and entrepreneurship
 - delivering innovative health and medical related commercial premises
 - planning for complementary uses that support the hospital and universities
 - increasing cultural, creative, digital or technology businesses and employees
 - capitalising on the unique elements of existing assets
- establishing, enhancing and promoting the interdependencies between health and education and the growth of innovation, start-up and creative industries
 - improving transport, walking and cycling connections between key hubs, particularly in response to students and job growth
 - upgrading the public domain through new place-making initiatives
 - supporting a range of housing types and price points for key workers and students.

The collaboration will see the area recognised for joint specialised projects that discover and solve issues, especially those based around:

- education and health
- science and technology
- arts and creative enterprises
- small and start-up enterprises
- commercialisation of research
- sustainable technologies and energy use.

The Collaboration Area will promote its themes and shared activities. Over time, the achievements and skills that originate here will integrate across regions and will benefit the nation.

Attachment D - Site location within Harbour CBD and Innovation Corridor



	Highway		Train Station
	Local Road		Underground Train Station
	CBD & South East Light Rail & stations currently under construction		Waterway
	Inner West Light Rail		Harbour CBD
	Future Metro Station		Innovation Corridor

Attachment E - Studies of scale of development will be enabled by the planning proposal



South eastern elevation

North eastern elevation



Western elevation



Western elevation

