

Building Community Acceptance for Community Housing: Report 4 - Case Studies



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NSW Federation of Housing Associations Inc. &
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by



The Old Post Office
231 Princes Hwy, Bulli NSW 2516

Ph: 02 4283 7300

info@judithstubbs.com.au

www.judithstubbs.com.au

This Report has been prepared by:

Judith Stubbs BSW PhD MPIA

John Storer, BE (Civil), Grad Dip (Econ)

Colleen Lux BA MSc (Environmental Studies)

Timothy Storer BE (Civil)(Hons)

Lisa Ireland BA LLB

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1 Executive Summary

1.1 Overview

This is the fourth report for the research project, *Building Community Acceptance for Community Housing*, undertaken by Judith Stubbs and Associates for the NSW Federation of Housing Associations under the NSW Community Housing Industry Development Strategy. The purpose of the study is to better understand the nature of and reasons for community opposition to affordable housing so that social and affordable housing proponents are able to develop strategies and mechanisms that build support for appropriate developments.

This report provides an analysis of fifteen case studies that were selected for detailed examination. The case studies were selected in the context of research reported in Background Reports Part 1, 2 and 3, taking into account a range of factors from this earlier research.

Factors in the selection of these case studies included areas of highest affordable housing need and likely demand from the housing market and economic analysis; well-located areas with significant future opportunities for redevelopment, in particular Urban Transformation Areas; areas where significant community opposition to affordable housing is likely from an analysis of case law and the literature; a mixture of the types of affordable housing developments most likely to be relevant in these contexts; and developments suggested from the survey of community housing providers within such areas.

Selection according to these factors sought to ensure that the study and subsequent training materials would be directed to LGAs where they are likely to be most beneficial to the creation of new affordable housing, and overcoming community resistance to such developments.

Case studies that met the criteria for selection were selected for analysis, although identifying case studies that met these criteria within or close to the PRUTA, CEURA and some high need areas was more problematic.

This section provides a summary of key findings from the fifteen case studies undertaken as part of this study. This is followed by detailed analysis of each case study in the body of the report.

1.2 Key Findings from Case Studies

Despite considerable growth and diversification of the community housing sector in recent years, there are a relatively small number of community housing providers that have experience undertaking their own affordable housing development projects.

Further, much of the affordable housing development that has been undertaken in recent years¹ appears to have been located outside of areas with a particularly high need for affordable housing and a high demand for redevelopment, such as the more expensive inner and middle ring suburbs and PRUTA and CEUTA areas.

¹ Since the introduction of NRAS and SEPPARH, but apart from the Nation Building Economic Stimulus Projects

Apart from City West Housing, which has a unique revenue stream and advantage over other providers to create projects in high land value areas of the inner City, other CHPs who are constructing their own developments reported that the high cost of land is a particular barrier to a financially viable project unless it is donated by a Council or via the State Government. As such, the locations where CHPs are primarily undertaking projects are in lower cost or outer ring areas in the southwest and west of Sydney (e.g. Bankstown, Blacktown, Campbelltown, Fairfield, Liverpool and Penrith LGAs), **with far fewer projects in the more rapidly gentrifying middle or inner ring LGAs, such as Ashfield, Marrickville, Leichardt and Parramatta LGAs.**

Further, our mapping of the location and distribution of NRAS incentives over the past decade also show that far more NRAS packages have been granted in outer ring and regional areas, noting that a high number of incentives that have been granted in the inner city have been for large student studio accommodation (e.g. Broadway UniLodge).

Many factors have likely contributed to the lack of affordable housing developments in areas of highest need, where there is nonetheless strong pressure for redevelopment. For CHPs land cost is highly prohibitive and for all proponents (regardless of type), community and local political opposition to increased density in wealthier, rapidly gentrifying areas has undoubtedly played a role in some developments either having greater difficulty gaining approval or being rejected altogether (see for example Ashfield Council: Pembroke case study,² and case law review³).

Many of the findings from the literature review regarding community opposition to affordable housing, particularly with regard to the characteristics of communities most likely to actively oppose to such developments, was mirrored in the case studies, with such areas more likely to be older, wealthier, more socially homogenous, and especially where the local area is changing from predominately low rise detached dwellings to higher density. In this regard, 'affordable housing' appears to be caught up in the backwash of general community resistance to densification in areas in transition, so that it can sometimes be difficult to distinguish between opposition that is related to affordable housing rather than density *per se*.

Together with increased difficulty in implementing affordable housing projects in increasingly expensive areas, the likelihood of higher levels of community resistance in such areas has implications for achieving increased supply of affordable housing in Urban Transformation Areas where UrbanGrowth NSW is engaged. It indicates that strong institutional support from local and State governments, as well as proactive intervention through the planning system in implementing land value capture mechanisms such as those described above, are likely to be required to create affordable housing where it is most needed.

It also appears that the 'housing legacies' of an area can contribute to the perception residents have about proposed developments. In other words, poor perceptions or stigma attached to nearby social or affordable housing can affect how residents view future affordable housing developments, regardless of the proponent. Interestingly, the converse is also true in a few cases, where familiarity with proximate social housing neighbours can allay concerns or increase empathy toward these groups (see for example North Sydney Boarding House Case Study).

² See *Background Report Part 4: Case Studies* for a detailed discussion.

³ *Background Report Part 1* for a detailed discussion.

The survey responses of neighbours living near new affordable housing developments revealed that their experience of the new development and their new neighbours is mixed. It is difficult to make definitive statements with regard to the results of the survey, due to small sample sizes at each site, and relatively low response rates, and some apparent differences between surveys conducted face to face compared with those mailed back. Further, not all questions were asked of respondents in relation to all developments, as not all were completed and tenanted (e.g. Beresford Road, Strathfield and Kiora Road, Miranda).

Regardless, the level of **tangible adverse impacts** on neighbours from the new affordable housing developments across the case study sites appears to be relatively low. The number of neighbours indicating that they have made a complaint, to Council, the tenancy manager or the police, about the new building(s) or their new neighbours was also relatively low, but was nonetheless 12%, with a majority related to noise, loud music and domestic disputes. Moreover, issues raised by neighbours do not appear to be outside the range of what could be expected in terms of normal neighbour relations (e.g. concerns about management of pets, noise from a party during the Grand Final), and living alongside a construction site (e.g. disruption of footpath and parking during construction).

However, in a small number of isolated cases, noise, disturbance and domestic violence are reported to have had tangible and adverse impacts on a small number of neighbouring households (e.g. a child having to sleep in another room due to the disturbance from continued arguing of neighbours). Issues appear to be related to one or perhaps two tenants in a complex, and some of these issues had not been addressed satisfactorily from the point of view of neighbours. **This flows on to their perceptions about the affordable housing complex generally, and highlights the need for prompt and effective intervention on the part of tenancy managers to such relatively isolated issues.**

1.3 Key Findings from Case Studies of Boarding House Developments

Five New Generation Boarding House developments were examined as case studies. These types of developments have been portrayed in the media, particularly in Sydney, as highly controversial and a lightning rod for community opposition regarding the 'type' of people who they fear will be future tenants (e.g. 'transients', 'paedophiles', 'deviants' and 'drug addicts').⁴ This is in contrast to the actual objections raised by opponents of affordable and boarding house developments, discussed above.

The cross section of case studies shows how these types of development may or may not be controversial, prior to approval and once completed and tenanted, due to a variety of factors. These include the location of the development, the size, scale and design of the development, the way in

⁴ For a recent example, 'You wouldn't like a boarding house next to your home': Cromer residents speak out against development, Sydney Morning Herald, 14 October 2015, accessed online at <http://www.smh.com.au/nsw/you-wouldnt-like-a-boarding-house-next-to-your-home-cromer-residents-speak-out-against-development-20151014-gk9byh.html#ixzz48sCVLBpz>

which the development is marketed by private proponents (e.g. rental cost/price point), and the quality and responsiveness of community housing management.

Two of the boarding house developments were in inner city locations (Camperdown and Annandale) located along Parramatta Road, with a mixture of neighbouring land uses. They provide examples of SEPPARH and NRAS being used to create in effect small studio apartments that are designed for students and working professionals, with rental price points that are only affordable to individuals and couples at the top end of the moderate income band. These developments have not been controversial for neighbours during the planning process or since development. There were very few or no concerns raised formally prior to approval, and neighbours who responded to our survey indicated that no adverse impacts have been experienced since development. With one of these case studies, JSA was unable to obtain any response from neighbours. This was the only case study out of fifteen where no response was received, and appears to be an indication of the low level of concern about the development.

Two of the boarding house case studies showed the introduction of this type of development into areas with a somewhat mixed housing typology, but where many low rise separate homes remain in the neighbourhood. Moreover, in these two cases (Pembroke Street, Ashfield and Roberts Street, Strathfield) there were also heritage qualities to the neighbourhoods that were of concern to some neighbours. The design, scale and management of the two developments are in stark contrast to the previous two developments mentioned, and to each other.

The Pembroke Street development, progressed by a private proponent and now managed by a CHP (Hume Community Housing), is smaller in scale with considerable attention to design, and the creation of a building sympathetic to the character of the neighbourhood. The CHP is managing the property to a high standard and is actively engaged with their tenants, including the provision of an easily accessible on site manager. Possibly as a result, very few neighbours reported experiencing any negative impacts from the development since it has been completed, despite many raising concerns about the development during the approvals process.

The Roberts Street development, with a private proponent and managed by a private real estate agent, is much larger. In contrast to Pembroke Street boarding house, the design is more of a departure from the low rise homes in the street, although there is also a mix of multi-storey developments surrounding it. Interestingly, more neighbours report experiencing negative impacts from the development since it has been completed, including about the way the building is managed (e.g. light spillage from lighting in common areas left on at night), the loss of on-street parking, and lingering concerns about 'who' might be living in the development in the future.

The fifth case study at Wollstonecraft is an example of a partnership development between a Council and CHP, with some involvement with LAHC. Whilst the development is in an highly unaffordable part of North Sydney, with a wealthy older demography that would predict increased levels of community opposition, the existing built form is a mix of housing typologies including some medium density social housing, and the site itself has been successfully managed by the community housing provider for many years. There was very little concern about the proposed development reported by neighbours. The fact that Council was a leading player in the development, informed the community about the development, and that the street already has a

reasonable proportion of social housing and familiarity with mixed tenure in the locality, likely contributed to its easy passage through the planning system.

1.4 Insight from CHPs who have undertaken affordable housing development

Key insights from community housing providers in their responses to the CHP survey about overcoming or avoiding community opposition mainly included the following.

- Communicating effectively and working constructively with local council prior to lodgement of a DA is overwhelmingly regarded by CHP proponents as essential when planning and delivering an affordable housing development (although, in one notable case study, Shoalhaven Council had a long engagement with the local CHP and had given the land to the CHP, but had refused the development based on subsequent vehement community opposition, indicating that this is no guarantee of council support). The development of a long-term relationship to raise the profile of community housing is also viewed as important.
- CHPs who have carried out their own developments note the importance of pro-actively communicating with neighbours and the local community ‘at the street level’ about their proposals as they are being developed, as difficult as this may be at times when there is a lack of understanding of affordable housing and fears about what affordable housing may bring to a neighbourhood.

1.5 Experience of Adjacent Neighbours

A door knock survey targeted 372 immediately adjacent neighbours across the fifteen sites, with a stamped return envelope provided for mail back responses. Access to a number of adjoining unit blocks was not possible due to security and inability to contact the strata committee, so mail back was the only method of response in these cases.

Overall, 67 neighbours from across the fifteen case study sites completed a survey about their experience of newly built affordable housing. Of these, 58% were completed face-to-face and 28% were mailed back. There are limitations with the latter, as there were often contradictory responses to questions, and no ability to interrogate this further.

The survey obtained an overall response rate of 18%. As such, the survey provides a more *qualitative* perspective on views, although percentages are reported below to give a sense of the overall weight of opinion.

- Of the 67 survey respondents a majority (60%) owned their homes outright, whilst 42% had lived in their homes for more than 10 years. Further:
- 80% reported that they had positive or mostly positive experiences living in their neighbourhoods;

- 54% reported that they were aware of the proposed affordable housing development in their neighbourhood prior to its approval and construction, and of these, 45% reported that had concerns about the development before it was built and occupied;
- 45% provided detail on up to three main concerns each that they had had about the proposed development **prior** to its construction and occupancy. The most common concerns related to fears about the characteristics and behaviour of future tenants of the new development (28% of all concerns provided); concerns related to increased parking and traffic congestion (22% of all concerns reported); the design of the proposal (e.g. bulk, scale, overlooking) (16% of all concerns); and concerns about an increase in density (13% of all concerns provided);
- Fifty out of 67 respondents answered the question, 'how would you describe the impact of the new affordable housing development on your neighbourhood **since it has been built** and lived in?' In response, 36% reported that they had experienced only or mostly negative impacts from the development since occupancy; 54% reported that they had experienced no impacts (46%) or mostly positive impacts (8%) of the development; and 10% had not lived in the locality prior to the development's construction;
- 12% reported that they have made a complaint about the new affordable housing development since it has been built and occupied to either a tenancy manager, Council or the police. Five complaints were raised regarding noise and disturbance (e.g. yelling, loud music, arguing or domestic violence). Two complaints were made related to issues during the construction regarding light spillage, noise, property damage. One complaint related to conflict over parking and blocking access, while another related to the management of pets.

It is noted that there were conflicting responses from a number of surveys (generally those mailed back) who reported that they were not aware of the development before it was approved and built, and reported that they did not know it was affordable housing, who likewise reported that they had had concerns about it *before* it was approved and built, or were expressing concerns now. It is difficult to know whether these respondents were expressing unfounded fear or concern by being made aware of this through the survey, or whether they had genuine concerns about the development based on their actual experiences. The former appears to be more likely in many cases, given responses of other respondents and the fact that in some cases where respondents reported negative impacts, the properties were not yet tenanted.

1.6 Local Government Responses

1.6.1 Respondents

At the time of writing, JSA had interviewed or received written responses from 7 of the 11 Councils contacted including Blacktown City Council, Burwood Council, Canada Bay Council, North Sydney Council, Parramatta Council, Shoalhaven Council and Sutherland Council.

Responses were not received from four of the case study Councils - Ashfield Council, City of Sydney, Leichhardt Council or Strathfield Council.

1.6.2 Affordable housing policies

Councils were asked about their approach to affordable housing in general and whether or not they have a specific strategy or plan in place.

Four of the seven councils surveyed do have a specific strategy around the provision and protection of affordable housing in their areas (Canada Bay, North Sydney, Parramatta and Shoalhaven), some of which are particularly pro-active and supportive. North Sydney Council has been particularly pro-active over the years, in terms the protection of existing affordable housing, maintaining a portfolio of Council owned properties managed by a local community housing provider, and by providing new affordable housing in partnership where possible in an exceptionally unaffordable market within Sydney.

Canada Bay and Parramatta both have affordable housing strategies and both have utilised Voluntary Planning Agreements (VPAs) to negotiate a contribution of units for affordable housing from developers. Parramatta noted their support for the inclusion of affordable housing in the UrbanGrowth NSW redevelopment in the Parramatta North Precinct. While Canada Bay Council, noted particularly that they have a 'strong preference to move beyond ad hoc arrangements and implement an inclusionary zone' with specific requirements for affordable housing, such as its current negotiations with the NSW Department of Planning in Rhodes East where Council aims to provide a minimum of 5% affordable housing.

Shoalhaven Council, operating in quite a different market to the metropolitan Sydney councils, has been cognisant of the need to maintain and create opportunities for the provision of affordable housing as local conditions are changing rapidly as unaffordability in the Sydney region pushes further down the coast. They have previously prepared (but not adopted) and affordable housing strategy, and are currently preparing a new affordable housing strategy and policy in a more supportive council environment.

Blacktown, Burwood and Sutherland do not have a specific approach or strategies with regard to affordable housing, but refer more to their efforts to provide for housing and dwelling 'choice' in terms of size and density in order to facilitate greater affordability in their areas.

1.6.3 Experience with SEPPARH

Councils were asked about their experience with the *SEPP Affordable Rental Housing 2009* (SEPPARH) since its introduction in 2009 and their approach to assessing such applications. The seven Councils have had different experiences with the SEPP, for example, Parramatta Council reported that it has had 42 development applications under SEPPARH in four years, while the Shoalhaven has received few 'large' applications under the SEPP, although it has had many applications for secondary dwellings.

Common amongst many of the respondents is the notion that applications are assessed in line with the conditions of the SEPPARH, and that issues arise where what is proposed has impacts on neighbour or resident amenity and may or may not be compliant with Council's own controls (e.g. LEP/DCP) particularly with regard to open space and parking. **The tension between the intention of the SEPP in overriding local controls in some areas to achieve a social outcome and the councils' views in this regard was apparent**, and discussed further in relation to case law above.

Burwood and Sutherland Councils noted that boarding house applications in particular have raised concerns of local neighbours about future impacts (e.g. concerns about future ‘social problems’) and issues with regard to such housing types meeting the ‘local character test’. Blacktown Council and Canada Bay Council each made specific comments about some of the shortcomings of SEPPARH including the ‘short-term’ nature of the provision to provide affordable housing (e.g. ten years) and the use of the provision by developers to ‘bypass controls’ in order to maximise yield yet allocate only ‘obligatory percentages of units to affordable housing and nothing more’.

Shoalhaven Council noted that with regard to secondary dwellings, SEPPARH could be improved or further ‘articulated’ in terms of design in order to avoid ‘boxes in the backyard’.

1.6.4 Response to Case Studies

Councils were asked specific questions about the case studies located in their areas, particularly whether the applicant could have done anything differently to have better facilitated the DA process or addressed Council concerns earlier; and whether there have been any impacts of the case study developments since they have been built and tenanted.

Again, providing sufficient information and complying with SEPPARH and local controls (e.g. LEP/DCP) as much as possible were common recommendations across the seven Councils. Where community opposition is present, Sutherland Council noted that further consultation with neighbours and Councillors could have been done to allay concerns.

Interestingly for the current study, Blacktown Council notes that they are now ‘*guided by the community’s reaction*’ to proposed affordable housing developments under SEPPARH. Applications that receive objections based on local amenity must be reported to and determined by Council, while applications that receive no objections are allowed to be approved by an officer under delegated authority from Council.

1.7 Learnings from Case Studies

A number of key learnings are evident from the case studies, with many of these supporting findings from the literature and case law outlined above.

Proactive communication between proponents and neighbours during the planning process, during construction and following occupation is important in understanding the nature of community concerns, potentially reducing the level of opposition to a proposal, mitigating adverse impacts experienced by neighbours and promptly responding to complaints raised where possible in the post-occupancy phase.

Communicating with neighbours about a proposed development prior to lodgement in order to understand the nature of their concerns and provide some scope for their input into design, for example, are important conversations to have despite concerns about ‘stirring up’ concerns among some residents that may have lay dormant had they not been informed.

It is recommended that proponents anticipate and be prepared for community opposition to their proposals, particularly in areas with characteristics described in the case studies and the literature, and imperative that proponents understand the nature of the opposition that may surround their proposal so that they can determine how best to respond to it.

The impact of affordable housing developments on on-street parking, particularly SEPPARH developments that are likely to increase in density and provide for reduced parking is likely to be of concern for many neighbours, especially in locations where on-street parking is already affected by redevelopment. Proponents are encouraged to undertake research and due diligence with regard to the nature of the on-street parking issues present in the locality or street where a project is proposed. Regardless of whether a proposal may be compliant with SEPPARH in terms of its parking provision and proximity to transportation, the impact to on-street parking is likely to be one of the most concerning issue for many neighbours in areas that are perceived to be already congested based on the case studies in inner and middle ring areas in particular.

Proactive communication and long-term relationship building with local government authorities is also likely to be highly beneficial. Pre-DA meetings to understand how council officers may interpret the provisions of the SEPP, its alignment with normal council planning controls, and key issues such as the local interpretation of the ‘character test’ are also key strategies in anticipating and heading off avoidable opposition to a proposed development. Building support and understanding at the political (councillor) level also appear to be a key factor in addressing future misunderstanding and opposition.

Responsive and high quality tenancy management is likely to be critical to develop and maintain a harmonious relationship between existing neighbours and new tenants, especially where there have been concerns raised about the characteristics and behaviours of ‘who’ is going to be living in the new affordable housing development. Proponents, whether private or community, are encouraged to facilitate a good relationship between neighbours and the tenancy manager such that neighbours are aware of the process for raising a complaint and achieving redress.

Negative impacts on neighbours related to excessive noise and nuisance, especially where domestic violence is suspected, should be dealt with and resolved by management as soon as possible. It is an unfortunate reality that the poor behaviour of as few as one household or individual within a development can not only negatively impact the experience of many residents, but can contribute to an overall poor perception of affordable housing amongst neighbours and the wider community.

Despite these findings, the literature, case law review and analysis of case studies makes it clear that there will continue to be opposition by some communities, and vehement opposition by a small but sometimes persuasive minority of community members. Combined with an ongoing mistrust of SEPPARH, and resistance to densification by some councils, influencing and predicting the responses of councils to affordable housing (including boarding house) proposals is likely to remain difficult.

Noting the difficulty in implementing affordable housing projects in increasingly expensive areas where they are most needed and the likelihood of higher levels of community resistance in such areas, the need for strong institutional support from local and State governments and proactive intervention through the planning system is again noted.

2 Introduction

This is the fourth report for the project research project, *Building Community Acceptance for Community Housing*, prepared by Judith Stubbs and Associates for the NSW Federation of Housing Associations under the NSW Community Housing Industry Development Strategy. The purpose of the study is to better understand the nature of and reasons for community opposition to affordable housing so that social and affordable housing proponents are able to develop strategies and mechanisms that build support for appropriate developments.

This report provides an analysis of fifteen case studies that were selected for detailed examination. The case studies were selected in the context of research reported in Background Reports Part 1, 2 and 3, taking into account a range of factors from this earlier research.

The case studies are fifteen newly built affordable rental housing projects in NSW to better understand community, proponent and Council views about these developments including concerns and considerations prior to their approval and construction, as well as perceptions of the impact of the developments (positive and negative) from residential and commercial neighbours since their completion and residence by tenants.

For each case study JSA has undertaken:

- site visits to understand the neighbourhood context and proximity of the site to transport, shops and services;
- a detailed desktop analysis of publically available, relevant planning and legal documents associated with each proposal;
- semi-structured interviews (where possible) with key informants including proponents (private developers and community housing providers) and Council representatives; and
- a door-knock and mail-back survey of residential and commercial neighbours adjacent to each project to better understand the nature of any concerns held and raised during the approvals process and prior to construction, and perceptions of the development and the new neighbours since the project has been built and tenanted.

The case studies provide interesting snapshots of a variety of recent affordable housing constructions across (primarily) the Sydney metropolitan area, with a particular focus on areas along the Parramatta Road Urban Transformation Area corridor. Many of the developments were relatively straightforward from a planning point of view and during the approvals process with little to no community opposition; however there are other cases that were more complicated and controversial both from a planning perspective but also from the role that community opposition played during the approvals process. The insights from private and community proponents, Council representatives, other relevant stakeholders and neighbours provide many important lessons that should be considered by proponents of affordable housing development projects and by those seeking to grow the supply of affordable housing in NSW more generally.

3 Methodology

3.1 Criteria for selection of case studies

The criterion for selection of the case studies was developed in consultation with the Federation and Urban Growth NSW. It was determined that cases should ideally be:

- Completed and occupied;
- In areas with both a high need for affordable housing and pressure due to demand for redevelopment;
- At least 50% of the cases located in or near the Urban Growth NSW urban transformation areas of Central to Eveleigh and the Parramatta Road Corridor;
- At least 8 LGAs represented;
- Different tenures should be represented including new generation boarding houses, mixed tenure (e.g. private rental/ownership with affordable rental housing and/or social housing), single tenure (e.g. affordable rental housing, social housing);
- Different sizes and types of dwellings including large multi-storey unit developments, smaller strata developments, non-strata developments and new generation boarding houses;
- Different developer types including private, public (LAHC) and community housing proponents;
- Developed using a mix of incentives and facilitative instruments including NSW SEPP Affordable Rental Housing, National Rental Affordability Scheme (NRAS), no special provision and was not part of the Nation Building Economic Stimulus Program (NBESP); and
- The degree to which there was community opposition to the proposed development.

3.2 Survey of community and private proponents used to select case studies

As detailed in the brief for this research project, case studies were to be selected via a survey of community housing providers and private proponents of newly built affordable rental housing regarding their experience with the planning system in NSW to create affordable rental housing, particularly since the introduction of SEPPARH in 2009.

JSA also liaised directly with the public proponent, Land and Housing Corporation, in an attempt to identify any suitable case studies.

3.2.1 CHP survey

In January 2016, JSA sent an email survey to 47 Community Housing Providers (CHPs)⁵ to better understand their experience with the planning system in NSW to undertake affordable housing developments utilising the provisions of SEPPARH 2009. Twenty-six surveys were completed and returned, a response rate of 55%. Of the 26 providers who completed and returned the survey, 8 CHPs provided detailed responses for 22 different affordable housing projects that they have undertaken utilising the SEPPARH. The other 18 respondents indicated that they had neither undertaken nor been involved with any new build affordable housing development projects. Most of these respondents indicated that the reason for this was that they are small providers and to this point have had relatively few resources to consider undertaking their own development projects.

Despite the decent response by the NSW CHPs targeted for our survey, and a limited response from private proponents, few suitable case studies were able to be identified that largely met our criteria.

The following table provides a basic summary of the CHP affordable housing developments gathered through the survey. Only two of the projects were suitable for more detailed case study exploration, as many of the developments were not completed or tenanted, and were located outside the Urban Growth NSW transformation areas. Despite the small number of projects put forward by CHPs that were used as case studies, there were many useful comments from providers about their experience with that planning system that are important learnings from the study. These points are discussed further in key learnings in relation to various case studies later in this report.

⁵ Contact details from CHPs provided by the NSW Federation of Housing Associations

Table 3.1: CHP survey responses affordable housing developments undertaken

CHP	Complete & occupied	High AH need?	Urban Growth area	LGA	Tenure type	Size, scale, type	Incentives, Facilitative Instruments	Community Opposition	Selected for case study?
Blue CHP	N	N	N	Campbelltown	AH	Multi-storey flats	SEPPARH, NRAS	N	N
Blue CHP	Y	N	N	Blue Mountains	SH	Group home	SEPPARH, NRAS, complying development	N	N
Blue CHP	?	N	N	The Hills	AH	Multi-storey flats	SEPPARH, NRAS	Y – from councillors	N
Blue CHP	Y	N	N	Shoalhaven	AH	Separate houses	SEPPARH, NRAS	Y	Y
Blue CHP	?	N	N	Wingecarribee	AH/SH	Medium density	SEPPARH, NRAS	N	N
Blue CHP	Y	N	N	Blacktown	AH	Separate houses, medium density	NRAS	N	Y
Bridge	N	Y	Close	Ashfield	AH/SH	Boarding house, refurbishment of existing building.	SEPPARH, National Building Leveraging	Y	N
Bridge	N	Y	Close	Parramatta	AH/SH	Medium density, redevelopment LAHC site.	SEPPARH, NRAS	Y	N
Common Equity	Y	N	N	Fairfield	AH	Multi-storey flats	SEPPARH	N	N
Common Equity	Y	N	N	Fairfield	AH	Medium density	SEPPARH	N	N
Hume	?	N	N	Fairfield	AH	Medium density	SEPPARH	N	N
Hume	?	N	N	Liverpool	SH	Multi-storey flats	SEPPARH	N	N
Hume	?	Y	N	Parramatta	AH/SH	Multi-storey flats	SEPPARH	N	N
Hume	?	N	N	Bankstown	AH/SH	Multi-storey flats	SEPPARH	N	N
NCCH	?	?	N	?	AH	Group home	SEPPARH	Y	N
Pacific Link	?	?	N	Gosford	BH	Boarding house	SEPPARH	N	N
Pacific Link	?	?	N	Cessnock	AH	Separate houses	SEPPARH	N	N
SGCH	N	N	N	Sutherland	AH	Multi-storey flats	None	Y	N
SGCH	?	?	N	Holroyd	AH	Multi-storey flats	SEPPARH	N	N
SGCH	?	N	N	Hurstville	AH	Multi-storey flats	SEPPARH	Y	N
SGCH	N	N	N	Fairfield	AH	Multi-storey flats	SEPPARH	N	N
Wentworth	N	N	N	Penrith	AH/SH	Multi-storey flats	SEPPARH	N	N

3.2.2 Private proponent survey

In early February, JSA sought to survey private proponents of recent affordable housing developments about their experience in order to identify suitable case studies. JSA worked with a Senior Policy Advisor from the Property Council of Australia to distribute the survey to NSW members. JSA is not aware of how many members were sent the survey by the Property Council, as the Council preferred to communicate with their members directly. Regardless, the response from the private providers was limited and no suitable case studies were identified by this approach.

Two respondents from the same organisation (JBA Urban) returned completed surveys to JSA which provided details for three affordable housing developments, including:

- 100 + room new generation boarding house in the City of Sydney LGA approved by the NSW Department of Planning and Environment (e.g. UniLodge on Broadway student accommodation project);
- Multi-storey flat building affordable rental housing development in the Campbelltown LGA; and
- Small, new generation boarding house in the Waverley LGA that is still under assessment.

None of these three developments were particularly suitable for case study selection for this project due to the type of development and target tenant group, the location or that the project was still under assessment.

In addition, JSA received some general comments from two other private developers about their experience and observation of the use of SEPPARH since its introduction in NSW. These comments will be provided further in this report.

3.2.3 Public proponent liaison

JSA liaised directly with the Director Portfolio from the Land and Housing Corporation (LAHC) in order to identify at least one suitable case study from the public proponent. Unfortunately, no case studies were able to be identified through this approach. LAHC informed JSA that they are not able to provide any case study sites in the locations we were interested in as they are likewise undertaking research into the experience and perspective of tenants and surrounding neighbours of recently developed LAHC properties in an effort to understand how the future design and construction of projects could be improved.⁶

⁶ Email correspondence from LAHC to JSA, 21 March 2016.

3.3 Mixed methods used to select case studies

Since only two case studies were selected based on the surveys of CHP and private proponents, and liaison with LAHC, JSA undertook a mixed methods approach to identifying fifteen suitable case studies. An extensive internet search of newly built affordable rental housing developments was undertaken utilising records and reports from:

- various Council websites,
- the Joint Regional Planning Panels (JRPP),
- the NSW Land and Environment Court,
- rental property advertisements, and
- the websites of various architecture and planning consultancies advertising their experience developing affordable rental housing.

JSA also conducted number of telephone interviews with the development managers at targeted CHPs and others to identify suitable case studies. This proved to be a time and labour intensive process, which was necessary to ultimately identify fifteen case studies across eleven different LGAs that largely reflected the criteria for selection.

Table 3.2: 15 case studies by criteria for selection

Case Study Location	Complete & occupied	High need & redev demand	Urban Growth area	At least 8 LGAs	Tenure type	Size, scale, type	Developer type	Incentives, Facilitative Instruments	Community Opposition
Greenwell Point Road, Worrigeer	Y	N	N	Shoalhaven (1)	AH/SH	Single dwellings	CH	SEPPARH, NRAS	Y
26 Nicolson Street, Wollstonecraft	N	Y	N	North Sydney (2)	AH/SH	BH	CH	SEPPARH	N
Scattered site, Ropes Crossing	Y	N	N	Blacktown (3)	AH	Single dwellings	CH	NRAS	N
8 Pembroke Street, Summer Hill	Y	Y	Close	Ashfield (4)	AH/SH	BH	CH	SEPPARH	Y
19 Herbert Street, Mortlake	Y	Y	Close	Canada Bay (5)	AH	Multi-storey flats	Private	SEPPARH	N
57-59 High Street, Parramatta	Y	Y	Y	Parramatta (6)	AH/SH	Multi-storey flats	Private/CH	None	N
34 Noble Avenue, Strathfield	Y	Y	Close	Strathfield (7)	AH	Multi-storey flats	Private	SEPPARH, NRAS	Y
80 Parramatta Rd, Camperdown	Y	Y	Close	City of Sydney (8)	PR	BH	Private	NRAS	N
15 Parramatta Rd, Annandale	Y	Y	Y	Leichhardt (9)	PR	BH	Private	SEPPARH	Y
The Platform Apartments, Eveleigh	Y	Y	Y	City of Sydney	AH	Multi-storey flats	CH	VPA	Y
68-74 Bay Street, Ultimo	Y	Y	Close	City of Sydney	AH/SH	Multi-storey flats	Private	SEPPARH, NRAS	Y
125 & 148 Kiora Road, Miranda	N	N	N	Sutherland (10)	AH/SH	Med density	CH	SEPPARH, NRAS	Y
10-12 Roberts Street, Strathfield	Y	Y	Y	Burwood (11)	PR	BH	Private	SEPPARH	Y
21 Beresford Road, Strathfield, LGA	N	Y	Close	Strathfield	PR	Multi-storey flats	Private	SEPPARH	N
Chestnut Avenue/Burke Street, Telopea	Y	Y	N	Parramatta	SH	Med density	Public (LAHC)	SEPPARH	N

Source: JSA, 2016

3.4 Door-knock, mail-back survey of neighbours and private residents

JSA conducted a door-knock and mail-back survey of adjacent neighbours (residential and commercial) at each of the fifteen case studies, to gain an understanding of their experience and perception of:

- Their neighbourhood (what they like best and would change);
- Their awareness of the case study site and its use as affordable housing;
- Any concerns they had about the development during the planning and approvals process, and if/how they chose to raise their concerns; and
- The impact of the development on the neighbourhood since it was built and tenanted, whether any complaints have been raised etc.

Site visits of 8 properties were conducted on Friday the 18th of March to assist in planning for the door knock surveys which could not be achieved via online methods, particularly identifying neighbouring buildings and determining access to buildings and mailboxes. JSA carried out the door-knock surveys across the fifteen sites in Sydney and regional NSW over six days between the 1st and the 22nd of April.

JSA used site visits in conjunction with Google Maps to assess the layout of each development, possible access to the development and surrounding neighbours and to make a judgment on which neighbours would be appropriate to survey. The number of neighbours and proximity surveyed varied from development to development, depending on the type of neighbouring properties e.g. commercial, high rise or detached dwellings. All neighbours immediately adjacent to the development were included in the survey. Outside of immediately adjacent properties, a neighbour was generally surveyed if it was determined that the development could likely impact the neighbour in terms of privacy, overlooking or overshadowing, parking or traffic impacts.

JSA conducted the door-knock survey during daylight hours, primarily between 11am and 5pm. If a resident was home, they were told about the study and asked whether they would like to participate. If a resident was not at home, a package was placed in their letterbox containing a letter explaining the purpose of the survey, the survey form and a self-addressed stamped return envelope to post completed surveys to JSA if they chose to participate. If the selected property was a unit block or residence where there was no access to the front door to attempt a face-to-face survey, the package described above was placed in their letterbox. A date was placed on the survey, advising the resident that if they wished to participate they should return the survey by this time. Generally residents were given a week to complete and return the survey.

After the date to return the survey had expired for a particular site, JSA then collated the information provided on the completed surveys and performed a qualitative assessment of the information provided. At the close date for the survey, 67 completed forms were obtained from 370 neighbours approached across the fifteen sites – a response rate of approximately 18%. Due to a limited number of surveys obtained, the information discovered can only be descriptive and not

assessed as having statistical significance. A general thematic analysis was conducted on the open-ended responses given in the survey and an overall summary of responses was developed for each site. A thematic analysis was also conducted of all responses to highlight common themes and issues across all fifteen case study developments.

3.5 Questions for proponents, Councils and other relevant stakeholders

3.5.1 CHP and private proponents survey

As mentioned, a survey of CHPs and a limited number of private proponents in NSW was undertaken to better understand their experience undertaking their own affordable housing developments under the NSW planning system. Proponents were asked to provide details about affordable housing projects they have undertaken since SEPPARH was introduced in 2009 in terms of:

- Year the DA was lodged
- Council where DA was lodged
- Type and style proposed (separate houses, medium density, multi-storey flats, boarding house)
- Proposed # of dwellings (or bedrooms if boarding house)
- Tenure proposed (social housing, affordable rental housing, new generation boarding house, group home, other supported accommodation)
- Outcome/determination of the DA (approved by Council, refused by Council, referred to an Independent Planning Panel and approved, referred to an Independent Planning Panel and refused)
- Reaction to the proposal from the local community, local politicians and local media (positive reaction/public support, no reaction/indifference, negative reaction/public opposition)

Proponents were also asked to describe aspects of any developments that were refused by either a Council or an Independent Planning Panel in terms of:

- What issues were provided by the consent authority for why the DA was refused;
 - administrative (e.g. inadequate documentation, non-compliance with SEPPARH)
 - surrounding amenity (e.g. parking, traffic, noise, overlooking, solar access, view)
 - access and egress (e.g. issues with roads and pathways for future residents or services)
 - physical character (e.g. bulk and scale, height, excessive Floor Space Ratio, heritage, incompatible with streetscape/local area character, landscaping, setbacks)

- resident amenity (e.g. internal design/layout/open space, size of rooms/common spaces)
- social impact (e.g. displacement of current residents, profile/characteristics/behaviour of likely future residents, incompatibility with local area demography, conflict with adjacent land uses, access to shops/transport/services)
- What the organisation decided to do after the DA was refused;
 - Took no further action.
 - Addressed issues raised and re-submitted the DA.
 - Lodged an appeal with a NSW Land and Environment Court.
- The outcome of any appeal lodged with the NSW LEC (appeal withdrawn, appeal upheld, appeal dismissed or decision pending).

Proponents were also asked to provide any additional comments about their experience with the NSW planning system to develop new affordable housing.

3.5.2 Interviews with select CHPs

Based on the information obtained from the CHP survey respondents, a series of informal interviews were carried out with key staff associated with in-house development at select community housing providers including:

- Head of Property Services, Blue CHP
- Development Director, Bridge Community Housing
- Head of Development, City West Housing
- Project Coordinator, Hume Community Housing
- Business Development Manager, Pacific Link Housing
- Group Business Initiatives representative, St George Community Housing

Interviewees were asked to clarify and expand upon the information provided in the survey of CHP proponents, particularly to determine whether or not some of the projects put forward would be suitable case studies. Unfortunately, many of those projects reported in the survey were neither completed, tenanted or located in areas of interest to the study. Interviewees were also asked to further describe their experience with the planning system and local communities to gain approval for their affordable housing developments, particularly what strategies have been successful and where the providers feel issues and challenges remain.

3.5.3 Questions for Councils

Key staff (planning directors, building and development managers) from the eleven Councils where the fifteen case studies are located were contacted via email with a series of questions regarding the development application process for the case study, as well as reflections on affordable housing

development within the local government area, the use of SEPPARH and any specific affordable housing policies or strategies Council has undertaken within their LGA. Questions included:

- Is there anything that the applicant could have done differently to have better facilitated the DA process, or addressed Council's concerns earlier in the process or before lodgement?
- How does this development fit in with any broader strategy or approach Council has regarding affordable housing?
- Does Council have an Affordable Housing Policy or Strategy?
- What has been Council's experience in dealing with applications under SEPP Affordable Rental Housing 2009? How do you think Council generally regards such applications?
- How does Council regard the development of Affordable Housing generally in the LGA? Has it generally been actively supportive of such developments?
- Do you have a sense of the impact the affordable housing development in question now that it has been built?
- Have there been any positive or negative impacts of the development since it has been completed?

At the time of writing, JSA had interviewed or received written responses from 7 of the 11 Councils contacted including:

- Blacktown City Council
- Burwood Council
- Canada Bay Council
- North Sydney Council
- Parramatta Council
- Shoalhaven Council
- Sutherland Council

Responses were not received from 4 of the case study Councils including Ashfield Council, City of Sydney, Leichhardt Council or Strathfield Council.

4 Key Findings

4.1 Insight from CHP proponents

As mentioned, JSA received 26 completed surveys from 47 community housing providers. Of the 26 respondents, only 8 CHPs (17% of all providers surveyed) indicated that they have undertaken their own developments in recent years. The other 18 respondents indicated that they had not undertaken any new build affordable housing developments, mainly due to their size (e.g. Tier 3 organisations), their lack of capital or expertise (e.g. ‘we only manage properties’).

Of the 8 CHPs who provided details about their development projects, many also provided insightful additional comments at the end of the survey form. In addition, JSA carried out telephone interviews with key development staff from a select group of CHPs that undertake their own developments including:

- Blue CHP
- Bridge Community Housing
- City West Housing
- Community Housing Limited (CHL)
- Hume Community Housing
- Link Housing
- Pacific Link
- St George Community Housing

Key themes/learnings arising from those interviews relate to:

- Communicating and working with Councils
- Communicating and working with neighbours and local communities
- Use of SEPPARH, site location and design

4.1.1 Communicating and working with Councils

Communicating effectively and working constructively with Councils is overwhelmingly regarded by CHP proponents as essential when planning and delivering an affordable housing development. As one CHP stated, ‘Upfront communication with the local council at all levels of the planning process, including having pre-DA meetings, are critical for obtaining their support.’ Another CHP noted that when they have taken a ‘less consultative’ approach with a Council it lengthened the approval time.

Local politicians and Councillors who are not supportive of an affordable housing development can be a significant challenge for proponents.

CHPs report that whilst some Councillors and local politicians are supportive, others have limited knowledge and understanding of affordable housing, at worst some hold what one provider referred to as ‘elitist’ opinions about affordable housing to the detriment of a successful approvals process. Many CHPs report that many Councillors and local politicians do not understand the differences between social housing and affordable rental housing tenures.

One provider that recently lodged DAs with Leichhardt Council and Albury Council noted that both Councils advised the proponent that they are likely to receive organised community opposition to their proposals. As a result, the CHP proponent is developing communications strategies in consultation with both Councils.

Perception that CHPs are treated no differently than any other developer, despite providing a community benefit, particularly with regard to Section 94 contributions. Some providers feel that since they are developing stock to be rented at below market rent, the requirement to pay the same level of contributions as a for-profit developer is unfair and can have significant consequences for a development (e.g. being forced to sell units to fund the affordable housing component, having to scale back or abandon a project that is not financially viable). Some CHPs report that they negotiate the level of contribution with Councils, but the experience doing so is mixed.

One CHP expressed frustration that there is a lack of consideration by Councils and the planning system of the feasibility model utilised by CHPs to carry out their own developments (e.g. long term debt leveraged finance) compared to the model utilised by most for-profit developers (e.g. short term debt and sales).

Other frustrations with Councils and the planning system identified by CHPs include a perceived lack of clarity in how SEPPARH provisions interact with local controls (e.g. LEP and DCP), particularly with regard to FSR and the character test; and Councils seeking to impose in-perpetuity covenants on properties which can create asset management issues for a CHP in the long term.

4.1.2 Communicating and working with neighbours

Many CHPs who have carried out their own developments note the importance of pro-actively communicating with neighbours and the local community about their proposals, as difficult as it may be at times when there is a lack of understanding of affordable housing and fears about what affordable housing may bring to a neighbourhood. Strategies utilised include:

- Developing communications strategies for projects (setting up project websites, getting information about the project out to the community);
- Pro-actively engaged with adjoining neighbours to understand and address their concerns, including about the future tenant profile.

For one CHP, an experience with significant community opposition to a development has ‘changed the way we do things’. The CHP reports now being more pro-active in communicating with neighbours at all stages of the planning and construction process, being amenable to consultation with neighbours on certain aspects of design (e.g. colour palette), being strategic and sensitive with allocations (e.g. social housing allocated to those over 55), and checking in with neighbours after a development is completed and tenanted to gauge the impact of the development on the new neighbours.

4.1.3 Use of SEPPARH, site location and design

Not all proponents utilise the provision of SEPPARH. As one CHP noted, ‘NRAS projects need to be a marketable product that will have good re-sale after 10 years. Sometimes using SEPPARH may reduce size of dwellings and therefore create a less desirable product in the long run.’

A new development on a site with vacant and dis-used buildings can be viewed by neighbours as a positive improvement, regardless of whether it is affordable housing or not.

One CHP that had already achieved approval for a large new development decided to re-assess the plans in order to improve the design efficiency and ultimately reduce costs. Changes including making the design more modular and repetitious, improving solar access, cross flow and manoeuvrability; which have so far proved successful with an approved DA and private units selling off the plan at market value.

4.1.4 Financial viability

With regard to the recently announced Communities Plus public housing estate redevelopment initiatives, there are some concerns from CHPs about the financial viability of the 70:30 private to social tenure mix and the requirement for proponents to purchase the land from the state. As one provider noted, ‘I think that a CHP can deliver 20% social housing with enough debt to carry it for 10 years, but 30% may not be possible.’

4.2 Experience of neighbours

In total, 370 neighbours were approached to participate in the survey across the fifteen case study sites. Overall, we received completed surveys from 67 respondents (18% response rate) including 39 (58% of responses) carried out on-site and face to face, and 28 (42% of responses) that were completed and returned by respondents via mail back. In addition, eleven surveys were returned via mail back after the closing date for responses and were not included in the analysis. Those completed surveys received following the closing date were largely additional respondents in areas where we already had some respondents (e.g. Roberts Street, Kiora Road, Beresford Road). There were no additional responses received from those areas where the response rate was already low and findings for these case studies would have been altered significantly by including any additional responses (e.g. High Street, Noble Avenue or the two Parramatta Road sites). The table below provides a summary of the surveys received for each of the case study sites.

Table 3: Summary of neighbour surveys received by case study

Case Study Area	# Neighbours approached	# surveys completed face to face	# surveys completed mail back	Total completed surveys	# late mail back surveys not analysed
Worrigee	17	3	0	3	2
Wollstonecraft	26	2	6	8	0
Ropes Crossing	30	3	2	5	1
Pembroke St, Summer Hill	27	2	2	4	1
Herbert St, Mortlake	10	3	1	4	0
High St, Parramatta	37	2	0	2	0
Noble Ave, Strathfield	23	1	2	3	0
Parra. Rd, Camperdown	28	0	0	0	0
Parra. Rd, Annandale	9	1	1	2	0
Platform Apts, Eveleigh	27	5	2	7	0
Bay Street, Ultimo	0	0	0	0	0
Kiora Rd, Miranda	24	7	0	7	2
Roberts St, Strathfield	41	4	3	7	2
Beresford Rd, Strathfield	47	3	5	8	2
Chestnut Ave, Telopea	24	3	4	7	1
TOTAL	370	39	28	67	11

Source: JSA, 2016

Overall 67 neighbours of the fifteen affordable housing case study developments completed a survey. Of these 67 respondents:

- 42% have lived in their homes for over 10 years;
- 60% owned their homes (outright or paying a mortgage);
- 80% reported that they had positive or mostly positive experiences living in their respective neighbourhoods; and
- Just over half of respondents (54%, n=36) reported that they were aware of the proposed affordable housing development in their street prior to its approval and construction.

Around 45% of respondents (n=30) reported that had concerns about the development before it was built and lived in (24% reported that they had no concerns and 27% indicated that they were unaware of the proposal). We note that there were some contradictory responses to this question, where some respondents indicated in the question prior that they were not aware of the proposal yet in the following question reported that they had concerns about the development before it was approved.

In response to the question of what actions did you take to express your concerns about the development before it was built, 45% of respondents (n=30) indicated that they had no concerns, 13% (n=9) did not share their concerns with anyone, and the remaining 42% respondents (n=28)

indicated that they shared their concerns in a variety of ways with the most common being sharing their concerns at a public forum or meeting about the proposal, writing a formal submission to Council or signing a petition organised by residents.

There were 23 respondents who reported having and expressing concerns about the development. These responded to the following question about whether or not any of their concerns were addressed by the developer prior to construction. None reported that all of their concerns had been addressed by the developer prior to approval, while 52% of these respondents (n=12, or 18% of all respondents) stated that some of their concerns and 48% of these respondents (n=11, or 16% of all respondents) indicated that none of their concerns had been addressed by the developer prior to approval and construction.

Respondents were asked to describe the three main concerns they had about the development before it was built and lived in. 45% respondents (n=30) provided detail on up to three main concerns they had about the proposed development. Again, we note some participants responded to this question despite previously indicating that they had not been aware of the proposal. The most common concerns reported (28% of concerns provided) related to the potential future tenants of the new development. Concerns about new neighbours related to their characteristics and their behaviour, examples of this type of concern included:

- the potential for new tenants to have a negative impact on the existing social fabric of the neighbourhood;
- the introduction of 'transient' tenants or tenants with substance abuse issues or mental health issues; and
- the potential for anti-social behaviour.

The second most common concern raised by neighbours was increased parking and traffic congestion (22% of concerns reported). Neighbours were concerned about the lack of parking provided on-site at many of the proposed developments, and the potential for parking overflow onto what many perceive to be already busy streets. A lack of parking was also commonly raised by neighbours as something they would like to change about their neighbourhood if they could. Other concerns raised related to the general design of the proposal (e.g. bulk, scale, overlooking) (16% of concerns noted) and concerns about an increase in density (13% of concerns provided). The latter concern was particularly prominent in residential streets with predominantly single detached dwellings (e.g. Kiora Road, Miranda and Roberts Street, Strathfield).

Over a third of neighbours surveyed (34% or n=23) reported that since the development was built and tenanted, the overall there has been no impact or a neutral experience of the development so far. 27% of respondents (n=18) reported that the impact of the development has been only or mostly negative, while 6% (n=4) reported that the impact of the development has been mostly or only positive so far.

Of the positive impacts reported by those surveyed, the most common was that the new homes looked nice. Respondents reported more than twice as many negative impacts than positive impacts. The most commonly reported negative impacts included parking and traffic congestion, experiences of 'bad neighbour behaviour' from new tenants (generally relating to noise e.g. yelling, fighting, loud music), privacy and overlooking impacts.

Overall, eight respondents (12% of those surveyed) reported that they have made a complaint about the new affordable housing development since it has been built and tenanted to either the tenancy manager, police or council. Five complaints were raised regarding noise and disturbance (e.g. yelling, loud music, arguing or domestic violence). Two complaints made related to issues during the construction regarding light spillage, noise, property damage. One complaint related to conflict over parking and blocking access, while another related to the management of pets. Of the eight respondents who raised complaints, 2 indicated that their complaint had been dealt with satisfactorily, 3 felt their complaints were not dealt with satisfactorily and 2 reported that a resolution to their complaint was still pending.

4.3 Local Government Responses

At the time of writing, JSA had interviewed or received written responses from 7 of the 11 Councils contacted including:

- Blacktown City Council
- Burwood Council
- Canada Bay Council
- North Sydney Council
- Parramatta Council
- Shoalhaven Council
- Sutherland Council

Responses were not received from 4 of the case study Councils including Ashfield Council, City of Sydney, Leichhardt Council or Strathfield Council.

Councils were asked about their approach to affordable housing in general and whether or not they have a specific strategy or plan in place.

Four of the seven Councils surveyed do have a specific strategy around the provision and protection of affordable housing in their areas (Canada Bay, North Sydney, Parramatta and Shoalhaven), some of which are particularly pro-active and supportive. North Sydney Council has been particularly pro-active over the years, in terms the protection of existing affordable housing, maintaining a portfolio of Council owned properties managed by a local community housing provider, and by providing new affordable housing in partnership where possible in an exceptionally unaffordable market within Sydney.

Canada Bay and Parramatta both have affordable housing strategies and both have utilised Voluntary Planning Agreements (VPAs) to negotiate a contribution of units for affordable housing from developers. Parramatta noted their support for the inclusion of affordable housing in the UrbanGrowth NSW redevelopment in the Parramatta North Precinct. While Canada Bay Council, noted particularly that they have a 'strong preference to move beyond ad hoc arrangements and implement an inclusionary zone' with specific requirements for affordable housing, such as its

current negotiations with the NSW Department of Planning in Rhodes East where Council aims to provide a minimum of 5% affordable housing.

Shoalhaven Council, operating in quite a different market to the metropolitan Sydney councils, has been cognisant of the need to maintain and create opportunities for the provision of affordable housing as local conditions are changing rapidly as unaffordability in the Sydney region pushes further down the coast. Blacktown, Burwood and Sutherland do not have a specific approach or strategies with regard to affordable housing, but refer more to their efforts to provide for housing and dwelling ‘choice’ in terms of size and density in order to facilitate greater affordability in their areas.

Councils were asked about their experience with the *SEPP Affordable Rental Housing 2009* (SEPPARH) since its introduction in 2009 and their approach to assessing such applications. The seven Councils have had different experiences with SEPPARH, for example Parramatta reports that it has 42 SEPPARH DAs in four years while the Shoalhaven has received few ‘large’ DAs and many for secondary dwellings. Common amongst many of the respondents, is the notion that applications are assessed in line with the conditions of SEPPARH, and that issues arise where what is proposed has impacts on neighbour or resident amenity and may or may not be compliant with Council’s own controls (e.g. LEP/DCP) particularly with regard to open space and parking. Burwood and Sutherland Councils noted that boarding house applications particularly have raised concerns of local neighbours about future impacts (e.g. concerns about future ‘social problems’) and issues with regard to such housing types meeting the ‘local character test’.

Blacktown Council and Canada Bay Council each made specific comments about some of the shortcomings of SEPPARH including the ‘short-term’ nature of the provision to provide affordable housing (e.g. ten years) and the use of the provision by developers to ‘bypass controls’ in order to maximise yield yet allocate only ‘obligatory percentages of units to affordable housing and nothing more’. We note that some of our case studies appear to be an example of such developments that are making use of the facilitative nature of SEPPARH in terms of increasing yield (e.g. Beresford Crescent and Noble Avenue). Shoalhaven Council noted that with regard to secondary dwellings, SEPPARH could be improved or further ‘articulated’ in terms of design in order to avoid ‘boxes in the backyard’.

Councils were asked specific questions about the case studies located in their areas, particularly whether the applicant could have done anything differently to have better facilitated the DA process or addressed Council concerns earlier; and whether there have been any impacts of the case study developments since they have been built and tenanted. Again, providing sufficient information and complying with SEPPARH and local controls (e.g. LEP/DCP) as much as possible were common recommendations across the seven Councils. Where community opposition is present, Sutherland Council noted that further consultation with neighbours and Councillors could have been done to allay concerns. Importantly, Blacktown Council notes that they are now ‘guided by the community’s reaction’ to proposed affordable housing under SEPPARH with applications that receive objections based on local amenity much be reported to and determined by Council, while those applications where there is no objection are allowed to be approved under delegated authority of Council.

5 Greenwell Point Road, Worrige

5.1 Criteria for selection

Table 5.1: Criteria for Case Study Selection, Worrige

Criteria for Case Study Selection	Worrige, Shoalhaven
Completed and occupied	Yes
Located in an area of high need for AH	No
In or near the Parramatta Road corridor and development precincts	No
LGA represented	Shoalhaven
Tenure type	AH/SH
Dwelling size, style, type	Non-strata, single homes
Developer type	CHP
Developed utilising facilitative funding and/or planning provisions (e.g. SEPPARH, NRAS, Council land/funding, NBESP)	SEPPARH, NRAS, negotiated purchase of land from Council
Local community opposition to the proposal	Yes

Source: JSA, 2016

5.2 Project description

The project is located at the corner of Greenwell Point Road and Worrige Road, Worrige in the Shoalhaven LGA.



Figure 5.1: Aerial View of the completed development at Worrige

Source: Google Maps, 2016



Figure 5.2: Street view of the completed development in Golden Grove, Worrige

Source: Google Maps, 2016

5.2.1 Proposed project

The original Development Application (DA09/1735) submitted by South Coast Community Housing (SCCH) proposed the subdivision into 35 separate allotments and the construction of 18 dwellings, including 16 stand-alone dwellings and 2 attached dual occupancy pairs (i.e. duplexes), with the remaining 17 lots created as vacant land with the intent to develop additional integrated single-storey small lot residential dwellings in the future.⁷

5.2.2 Final project

The final approved project included the subdivision of 24 separate allotments including 1 lot for Council reserve and 23 lots for the construction of 26 dwellings including 21 freestanding dwellings, 1 cluster-housing group of 3 dwellings and 1 dual occupancy.⁸ All dwellings are 2 bedroom, single storey with a single garage and a driveway. The housing was intended, and has been utilised, for affordable and social rental housing.

5.2.3 Current management and tenant profile

The project was ultimately sold by South Coast Community Housing (now Southern Cross Community Housing) to Blue CHP, however SCCH retains tenancy management responsibility for the properties. Currently, the development is home to 48 tenants. The dwellings are rented as a

⁷ Allen Price and Associates (2009) Statement of Environmental Effects: Proposed residential subdivision and housing development, corner Worrige & Greenwell Point Road, Worrige, September. It is noted that JSA was engaged by SCCH to prepare a Social Impact Assessment for the project in 2009, early in the development application process.

⁸ Southern Cross Community Housing Ltd v Shoalhaven City Council [2010] NSWLEC 1306 (9 November 2010)

mix of social and affordable rental housing. SCCH informs JSA that at least one tenant is employed in 20 out of 26 households.⁹

5.2.4 Funding or incentives utilised

SCCH and Blue CHP successfully applied for and received funding for the construction of 20 units on the Worrigee site through the Social Housing National Partnership, a joint federal and state funding scheme at the time.

5.3 Current location description

The project site is a triangular shaped lot at the corner of Worrigee Road and Greenwell Point Road. Under the Shoalhaven LEP 2014, the land is currently zoned R1 General Residential with immediately adjoining adjacent land to the south zoned R2 Low Density Residential, to the east and north R5 Large Lot Residential and to the north and west RE2 Private Recreation. At the time of DA lodgement, the land was zoned 2(c) Residential Living Area under the Shoalhaven LEP 1985.

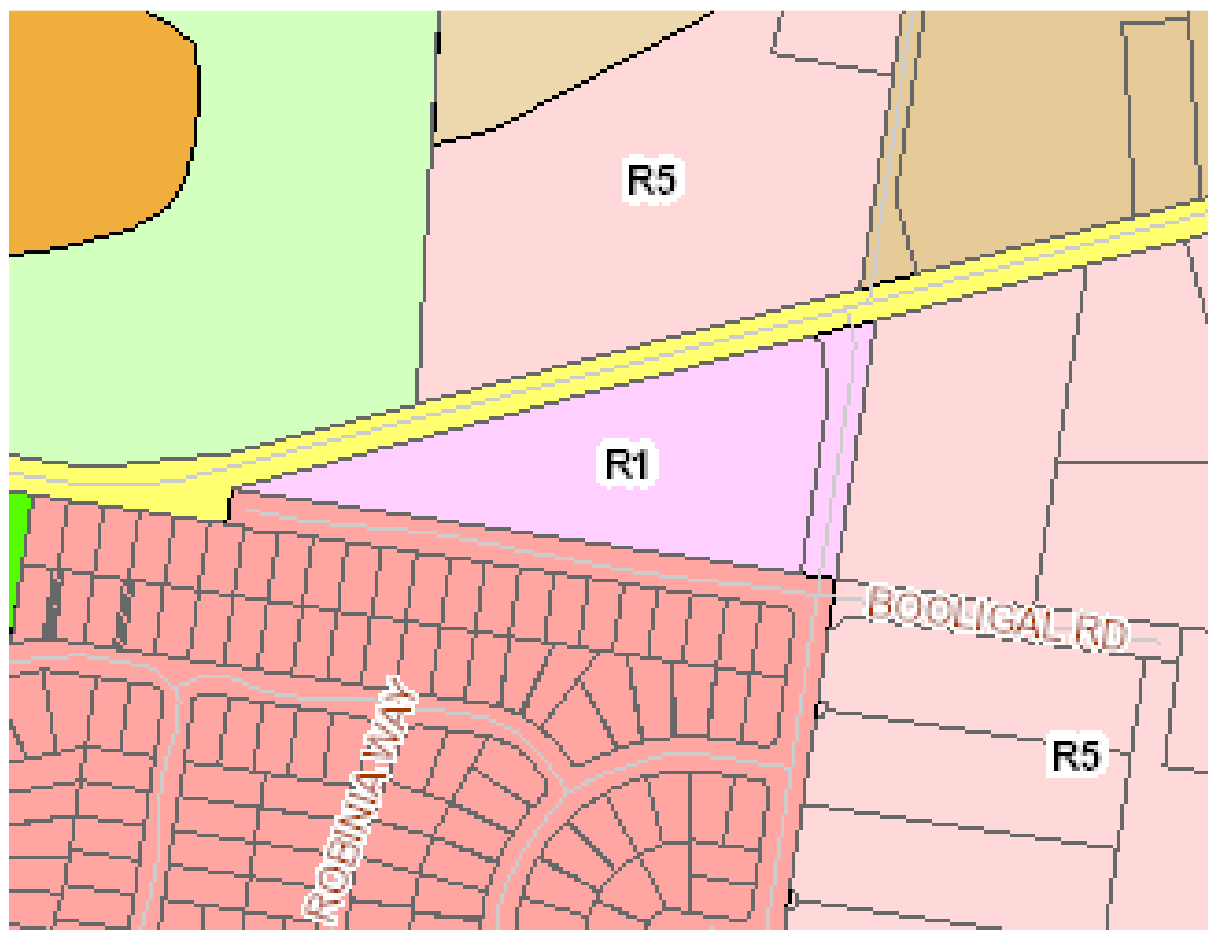


Figure 5.3: Shoalhaven LEP 2014, Zoning

Source: <http://maps2.shoalhaven.nsw.gov.au/slep2014/>

⁹ Email correspondence with SCCH, 23 March 2016.

The site is surrounded by relatively new, standard, low-rise suburban residential development to the south and older rural residential properties on larger blocks to the north and east. As a result the 'character' of the area is somewhat mixed. The housing built as part of this project is designed with a colour and materials palette in line with neighbouring dwellings. Efforts were made by the applicant to retain vegetation and mature trees on the site to enhance/ensure visual and acoustic amenity for existing and future residents.

The site is approximately 2.2 km to the nearest shops at East Nowra and around 4.5 km from the Nowra CBD.

5.4 Local demography & need for affordable housing

This development has an even split of males and females tenants, with the age of tenants in this development ranges from three months to 84 years of age. Almost a third of households (29%) are single households, with a quarter of households comprising of single parents with children. Weekly income of residents range from \$481 to \$1,070 with over three quarters of households (77%) having at least one person employed. Overall, 23% of households have none of their tenants employed.

Worrigee suburb has a higher percentage of separate households than the Shoalhaven LGA and a lower percentage of units and town houses. The suburb has a higher percentage of residents who own their property with a mortgage than the LGA (40% compared with 20%, respectively). Worrigee has a higher percentage of residents on very low and low weekly household incomes than the Shoalhaven LGA (49% compared with 43%, respectively). Worrigee also has a higher median weekly rent than the Shoalhaven LGA.

Table 5.2: Housing demographics of Worrigee suburb compared with Shoalhaven LGA and Greater Sydney

	Worrigee	Shoalhaven	Greater Sydney
Household composition			
One family household	74%	48%	62%
Multiple family household	1%	1%	2%
Non-family household	16%	21%	24%
Dwelling Structure			
Separate house	96%	89%	59%
Semi-detached, row or terrace house, townhouse etc. with one storey	2%	4%	5%
Semi-detached, row or terrace house, townhouse etc. with two or more storeys	0%	1%	7%
Flat, unit or apartment in a one or two storey block	1%	4%	7%
Flat, unit or apartment in a three storey block	0%	0%	9%
Flat, unit or apartment in a four or more storey block	0%	0%	11%
Weekly Household Income			
% on Very Low Weekly Household income	29%	30%	21%
% on Low Weekly Household income	20%	13%	13%
% on Moderate Weekly Household income	27%	11%	16%
Median Weekly household Income	\$1,245	\$822	\$1,447.00

	Worrigee	Shoalhaven	Greater Sydney
Median Weekly Rent	\$290	\$220	\$351.00
Landlord and Tenure Type			
Owned outright	22%	31%	27%
Owned with a mortgage	40%	20%	31%
Rented: Real estate agent	14%	9%	18%
Rented: State or territory housing authority	3%	3%	4%
Rented: Person not in same household	3%	4%	5%
Rented: Housing co-operative, community or church group	1%	1%	1%

Source: ABS (2011) Census of Population and Housing, JSA (2016)

5.5 Policy Context

Shoalhaven Council does not currently have an Affordable Housing Policy or Strategy, and does not include any particular affordable housing objectives in its 2014 LEP. It is noted that JSA has recently been engaged by Shoalhaven Council to undertake a comprehensive affordable housing study and to prepare an affordable housing strategy for the area.

With regard to the project, it is important to note that in 2008 Shoalhaven Council resolved to sell the site to SCCH for a negotiated price “on the basis that the proposed development will facilitate low cost housing in accordance with Council’s Housing Strategy”.¹⁰

5.6 Development Application process

SCCH lodged its original DA for the project in June 2009. Adjustments were made to the original DA following consultations with Council. In April 2010, SCCH lodged an appeal with the NSW LEC based on deemed refusal from Council. The contentions of the case related to Council’s reasons why the development application should be refused, primarily:

- The suitability of the site for affordable housing with regard to access to transport and services;
- Overdevelopment of the site and out of character with the exiting streetscape;
- Inadequate retention of trees and vegetation;
- Detrimental impacts on residential amenity and not being in the public interest; and
- Failure of the applicant to undertake proper site analysis and provide sufficient information and details.

The appeal was upheld by the Court in November 2010. Shoalhaven Council began issuing Construction Certificates in 2012. The 26 dwellings were completed and tenanted in late 2013.

¹⁰ Southern Cross Community Housing Ltd v Shoalhaven City Council [2010] NSWLEC 1306 (9 November 2010)

5.6.1 Issues raised during the DA process

There was significant community opposition to the original DA proposal, particularly from residents along Golden Grove, a residential street immediately adjacent to the site. 125 formal submissions from 104 different households and one petition were received by Council, the majority of which were from residents of the Worrigee suburb. Primary concerns raised by objectors related to:

- The loss of native vegetation and trees;
- Increased traffic;
- Overdevelopment of the site, character and amenity impacts; and
- The nature of the sale of the site from Council to the applicant.¹¹

The proposal attracted attention from the local media and the State Member for South Coast, Shelley Hancock¹² and the Federal Member Joanna Gash¹³, who both publically opposed the proposal. During the initial stages of LEC conciliation, in an extraordinary change of tact the Shoalhaven Council offered to buy-back the site from SCCH for \$2.85 million. Shoalhaven Mayor Paul Green reportedly stated that the buy-back showed “democracy has served its purpose”.¹⁴ The Court hearing included on site oral and written submissions from 4 residents of the adjacent Golden Grove and the State Member for South Coast (who is also a Worrigee resident). The Court noted that 327 items of correspondence and submissions from objectors, 135 from residents of Golden Grove, were tendered in evidence.¹⁵

However, the opposition did not appear to influence the overall determination by the Court substantially, particularly since the land had been zoned for residential development. As the Commissioner stated,

“With respect to the objectors concerns, I acknowledge the site adds considerably to the visual amenity of the local area, it has an interesting history and that it attracts wildlife that are important in their own right. However, I am bound to consider the evidence before me and balance the social and economic benefits of the proposal with the environmental costs. The Court cannot rezone the land.”

¹¹ JSA (2009) Social Impact Assessment: Affordable housing development at Greenwell Point Rd and Worrigee Rd, September.

¹² Ellard, G (2010) Sweet Victory: Worrigee residents toast decision to buy back reserve, South Coast Register, August 8, <http://www.southcoastregister.com.au/story/1008219/sweet-victory-worrigee-residents-toast-decision-to-buy-back-reserve/>

¹³ Who lodged an formal objection to the proposal. <http://www3.shoalhaven.nsw.gov.au/masterviewUI/modules/DocumentMaster/ViewDocument.aspx?key=quPWYWXNlc%3d&size=63927>

¹⁴ Ellard, Ibid.

¹⁵ Southern Cross Community Housing Ltd v Shoalhaven City Council [2010] NSWLEC 1306 (9 November 2010), Clause 45.

5.6.2 Issues addressed by the applicant prior to construction

The Court did issue a number of conditions to address the environmental impacts of the development on the site particularly the requirement to establish a frog pond. The applicant had already made a number of changes to the original proposal, especially the scaling back of the development on the site, including a Council reserve on the site and reducing the number of dwellings that would ultimately be on the site. The Court concluded that,

“The confinement of the development to one portion of the site and the retention of a substantial percentage of the land as a reserve provides an acceptable balance in enabling the provision of affordable housing, a matter of social and economic importance, and retains some of the environmental benefits of the site.”¹⁶

5.7 Insight from CHP proponent and CHP manager

Blue CHP indicated that their experience of community opposition to the development at Golden Grove has ‘changed the way we do things’.¹⁷ As such, Blue CHP notes that it is more pro-active in its communications with neighbours at all stages of the planning and construction process, are open and amenable to consultation with neighbours on certain aspects of design (e.g. colour palette) and that in such cases it is important to be sensitive with allocations (e.g. social housing allocated to those over 55). Blue CHP also notes that once the homes are tenanted, it is important to check in with neighbours to gauge the impact of the development and the new neighbours.

Unfortunately, JSA was unable to obtain feedback from Southern Cross Community Housing about its experience with this development due to the retirement and turnover of the CEO. From one discussion with the tenancy manager for these properties, we note that SCCCH has not received any formal complaints from neighbours and maintains that it is ‘sensitive’ in its approach to allocating the properties directly opposite the neighbours along Golden Grove.¹⁸

5.8 Experience of neighbours

On Friday the 22nd of April, JSA conducted a door knock survey of neighbours surrounding the development of Golden Grove, Worrigee. Overall, 17 residential properties were door knocked in Golden Grove, with 3 residents surveyed onsite and 14 properties letterbox dropped with the survey. No surveys were completed and returned to JSA by mail. The overall response rate for this case study was 18%.

The three neighbours surveyed owned their homes and had lived there for between 1 and 4 years, interestingly none of neighbours surveyed had lived on the street prior to the development. Those surveyed reported that they have had mostly positive or neutral experiences living in the neighbourhood. Residents highlighted nice views, quiet and isolation as the best aspects of living

¹⁶ Southern Cross Community Housing Ltd v Shoalhaven City Council [2010] NSWLEC 1306 (9 November 2010), Clause 145.

¹⁷ Telephone correspondence with Blue CHP Head of Property Services, 02 February 2016.

¹⁸ Telephone correspondence with SCCCH tenancy manager, 08 March 2016.

in the neighbourhood. Things that concerned the three respondents when asked about what they would change about the neighbourhood included issues associated with the number of cars in the street and a concern that the ‘appropriate’ tenants would be selected for the affordable housing properties into the future.

Those surveyed moved into their homes either during or after the construction of the development. Those that were aware the development was affordable housing reported that they were concerned about the type of tenants that were to be placed in the development, and would continue to be concerned about the ‘type’ of tenants that would be allocated to the dwellings in the future. Those that were living in their homes prior to the development being tenanted stated that they have experienced either negative impacts only or no impacts at all from the development, primarily concerning what they perceive to be ‘bad neighbour behaviours’ including noise from loud music and inappropriate management of pets. One respondent did note that the development had some positive impacts including that the homes look nice and are in character with the neighbourhood.

Two neighbours indicated that they have raised complaints about their new neighbours including one complaint raised to police regarding noise from loud music and one complaint raised to council about tenants letting their pets roam the street unsupervised. Neither issue was reported to have been resolved to the neighbours’ satisfaction.

5.9 Reflections from Shoalhaven City Council

A strategic planner at Shoalhaven City Council (SCC) provided responses to our queries about the affordable housing development at Golden Grove, and about the Council’s approach and response to affordable housing in the local government area.¹⁹ SCC prepared and adopted the Shoalhaven Housing Strategy in 2006, which included a focus on affordability. Some of the objectives and actions of the 2006 strategy remain current today and have formed the basis for the current work researching and developing a revised Affordable Housing Strategy for the Shoalhaven LGA. It is noted that this work is currently being undertaken by JSA.

SCC reports that it has had very few large applications under SEPPARH, with the majority of applications made under SEPPARH for Secondary Dwellings which have been assessed by the Building Surveyors. The Manager of Building and Construction noted that, ‘Applications under SEPPARH are relatively easy to assess. The SEPP is clear and provided applications satisfy the requirements, they can be approved simply and quickly.’ However, there is a lack of control over the final look of projects and with regard to secondary dwellings can result in ‘boxes in backyards’ which is not necessarily ideal.

Council did indicate that there are issues around the payment of Section 94 contributions, especially for those that are using SEPPARH to develop secondary dwellings that may not be aware of their responsibilities to contribute. In these cases, it is suggested that a better system would include payment of contributions prior to the issuing of the Complying Development Certificate.

In terms of the development at Golden Grove, Council acknowledged the concerns of adjacent residents prior to the development but notes that the outcome of the development has perhaps not

¹⁹ Email response received from Shoalhaven City Council, 28 April 2016.

been 'as bad' as feared by residents. Council noted that it had limited information on the impact of the new development and suggested further correspondence with SCCCH.

5.10 Lessons learned

- The Worrigeer case study provides an interesting example where many factors contributed to a high level of community concern and opposition about a proposed affordable housing development.
- The profile of the local neighbourhood and the low rise nature of the existing housing stock, mirror some of the findings from the literature which suggest that areas of predominately older, homeowners of low rise detached dwellings are more likely to be concerned about a proposed affordable housing development.
- It is also worth noting that the 'housing legacy' of residents in the local area, particularly the relative proximity to a large public housing estate in East Nowra which is the subject of some local stigma, has likely contributed to the level of concern about 'who' might live in the new affordable housing development. Comments from two of the neighbours surveyed, 'Keep East Nowra in East Nowra and Worrigeer in Worrigeer' and 'We all don't want to end up like East Nowra and its impact on selling our homes', illustrate this sentiment.
- Confusion and anger amongst some neighbours over perceived mixed messages within Council documents over many years regarding the allowable uses of the land; as well as a perceived lack of transparency in the sale of the land from Council to the CHP also contributed to the level of community opposition to this proposal.

6 26 Nicholson Street, Wollstonecraft

6.1 Criteria for selection

Table 6.1: Criteria for case study selection, Wollstonecraft

Criteria for Case Study Selection	Wollstonecraft, North Sydney
Completed and occupied	No
Located in an area of high need for AH	Yes
In or near the Parramatta Road corridor and development precincts	No
LGA represented	North Sydney
Tenure type	Boarding House
Dwelling size, style, type	2 storey, 7 room Boarding House
Developer type	CHP/Council
Developed utilising facilitative funding and/or planning provisions (e.g. SEPPARH, NRAS, Council land/funding, NBESP)	SEPPARH, negotiated surrender of lease between LAHC, Council & CHP
Local community opposition to the proposal	No

Source: JSA, 2016

6.2 Project description

The project is new generation boarding house located at 23 Nicholson Street, Wollstonecraft in the North Sydney LGA. The development is a two-storey building, comprised of seven self-contained rooms with indoor and outdoor communal spaces, one car space, one motorcycle and five bicycle parking spaces.²⁰

The two-storey home that has occupied the block is part of North Sydney Council's (NSC) affordable housing stock portfolio, and has been leased to and managed by Link Housing. It has been utilised for affordable rental housing for a single family for many years.

The Development Application for the project (DA115/14) was lodged in April 2014 by Link Housing. As the project concerns Council owned property, the application was determined by the North Sydney Independent Planning Panel. The application was assessed against the Affordable Rental Housing SEPP 2009. The project was approved in November 2014. As of February 2016, the project remains under construction.

²⁰ Mode Design (2014) Statement of Environmental Effects: Proposed New Generation Boarding House at 23 Nicholson Street Wollstonecraft for Link Housing, Revision 2, 01 September.



NICHOLSON STREET PERSPECTIVE

Figure 6.1: Proposed 23 Nicholson Street Perspective, Determined Plans

Source: Mode Design, NSC DA Tracker, Accessed online 23/02/2016 at

<http://masterview.northsydney.nsw.gov.au/Common/Output/DataworksAccess.aspx?id=10H%252feStxiiU%253d&ext=pdf>

6.2.1 Current management and tenant profile

The project will remain part of NSC's affordable housing stock portfolio, under long-term lease and management by Link Housing.

Council expects that the Occupancy Certificate for the building will be issued June 2016, and eventually home to between 7 to 14 tenants. Link Housing has yet to determine the mix of social housing and affordable rental housing tenants for this property.²¹

6.2.2 Funding or incentives utilised

NSC actively seeks to mitigate the loss of affordable housing through Part 3 of *State Environmental Planning Policy (Affordable Rental Housing) 2009* by negotiating with developers around the loss of boarding houses and low cost flats and units, in line with the Ministerial Directive issued on 2 October 2009 requiring developer contributions collected by Councils to be forwarded to the NSW Department of Family and Community Services (FACS) for affordable housing purposes.

NSC was able to utilise funds it has collected for the loss of affordable housing for the development of the 23 Nicholson Street boarding house. The site is 100% owned by Council and had been leased to NSW Land and Housing Corporation (LAHC) until 2040, and was managed by Link Housing. Following representations from Council, FACS Housing NSW agreed to pass Link Housing \$670,000 that had been collected under SEPPARH from North Sydney LGA for the loss of affordable bed spaces since 2009. A deed surrendering the lease and sublease has been signed by all three parties (e.g. NSC, LAHC and Link Housing). Council has resolved to grant Link Housing a

²¹ Telephone interview with Link Housing representative, 26/02/2016.

share of the title in return for their cash contribution, and a 50 year lease in return for Link Housing taking on all cyclical and capital maintenance for the life of the lease.²²

6.3 Location description

The project site is zoned R3 Medium Density Residential under the North Sydney Local Environmental Plan 2013 (NSLEP 2013). The site is within walking distance of public transport, shops and services located nearby on the Pacific Highway. The nearest bus service is within 100 metres of the site on the Pacific Highway, and within walking distance of both the St. Leonards (700 m) and Wollstonecraft (1100 m) train stations.²³

The site is part of a residential street, with a mixed and ‘contemporary’ residential character, comprised of single family homes and multi-dwelling developments of relatively limited heights. Houses along the street back on to commercial properties. The street is relatively wide and the roof line of the proposed building is in line with neighbouring homes on the street.²⁴

6.4 Local demography & need for affordable housing

The North Sydney housing market has historically been one of the most expensive in Greater Sydney, and continues to be so for both rental and purchase. In 2011 there were approximately 3,800 households in North Sydney LGA in rental stress and 1,100 households in mortgage stress (4,900 in total). This means that 26% of all renting households in the LGA and 16% of all home-purchasing households were in housing stress. By far the, the greatest need for affordable housing by this measure was for **very low and low income renters** (55%). In a 2015 survey of rental properties, a first-quartile single-bedroom property in North Sydney LGA (advertised for \$430 per week) would be affordable only to the upper 56% of the moderate household income band, with first quartile properties having two or more bedrooms being affordable only to higher-income households (and hence none in the target groups for affordable housing).²⁵

Wollstonecraft suburb has a considerably higher percentage of flats, units or apartments with three or more storeys than Greater Sydney (72% compared with 20%, respectively). Wollstonecraft also has a considerably higher percentage of private renters than Greater Sydney (40% compared with 23%, respectively). Wollstonecraft suburb is overall very similar to North Sydney LGA, however, does have a lower percentage of separate houses and a higher percentage of flats and units with three storeys.

²² North Sydney Council (2015) Affordable Housing Strategy, Prepared with research by Judith Stubbs and Associates, Available online at http://www.northsydney.nsw.gov.au/Building_Development/Other_Planning_Documents/Affordable_Housing_SEPP

²³ Mode Design (2014) Statement of Environmental Effects: Proposed New Generation Boarding House at 23 Nicholson Street Wollstonecraft for Link Housing, Revision 2, 01 September, Appendix A, Pg 18.

²⁴ Telephone interview with North Sydney Council representative, 17/02/2016.

²⁵ North Sydney Council (2015) Affordable Housing Strategy, Prepared with research by Judith Stubbs and Associates, Available online at http://www.northsydney.nsw.gov.au/Building_Development/Other_Planning_Documents/Affordable_Housing_SEPP

Table 6.2: Housing demographics of Wollstonecraft suburb compared with North Sydney LGA and Greater Sydney.

	Wollstonecraft	North Sydney	Greater Sydney
Household composition			
One family household	48%	44%	62%
Multiple family household	0%	0%	2%
Non-family household	38%	37%	24%
Dwelling Structure			
Separate house	7%	13%	59%
Semi-detached, row or terrace house, townhouse etc with one storey	2%	4%	5%
Semi-detached, row or terrace house, townhouse etc with two or more storeys	12%	10%	7%
Flat, unit or apartment in a one or two storey block	7%	12%	7%
Flat, unit or apartment in a three storey block	33%	21%	9%
Flat, unit or apartment in a four or more storey block	39%	39%	11%
Weekly Household Income			
% on Very Low Weekly Household income	15%	11%	21%
% on Low Weekly Household income	11%	9%	13%
% on Moderate Weekly Household income	19%	14%	16%
Median Weekly household Income	\$2,235	\$2,205	\$1,447.00
Median Weekly Rent	\$466	\$480	\$351.00
Landlord and Tenure Type			
Owned outright	23%	20%	27%
Owned with a mortgage	21%	19%	31%
Rented: Real estate agent	33%	32%	18%
Rented: State or territory housing authority	2%	1%	4%
Rented: Person not in same household	7%	7%	5%
Rented: Housing co-operative, community or church group	0%	0%	1%

Source: ABS (2011) Census of Population and Housing, JSA (2016)

6.5 Policy Context

NSC has had a long and significant involvement in affordable housing and has committed substantial resources to create and maintain affordable housing stock in very high value locality. For years, NSC has utilised Council-owned resources for affordable housing, developed ownership and management partnerships with public and community housing providers, and has levied developers for the loss of affordable housing in order to fund the acquisition of additional properties. JSA assisted NSC to create its first Affordable Housing Strategy in 2008, which underwent revision in 2015.²⁶

²⁶ North Sydney Council (2015) Affordable Housing Strategy, Prepared with research by Judith Stubbs and Associates, Available online at

NSC retains full or partial ownership of 26 properties comprised of 41 houses and multi-unit dwellings and 2 boarding houses, 15 of which are managed by Link Housing and 11 are managed by FACS Housing NSW.

The difficulty in protecting and/or replacing the low-cost housing stock lost in North Sydney has been apparent to Council for some time. Since 1984, Council records show that at least 2,400 low cost bed spaces in residential flat buildings and boarding houses have been lost in LGA, with only 26 bed spaces able to be replaced through developer contributions under Section 94 and/or SEPP 10 (now part 3 of SEPPARH), and the creation of new stock.

The loss of boarding houses has been particularly serious over the past two decades, with at least 40 lost, generally to more up-market uses. JSA's 2008 investigations of the remaining 20 or so boarding houses showed that they continue to fulfil an important and quite surprising role in the local housing market, accommodating not only some of the most vulnerable people in the North Sydney community (older asset poor people, those with disabilities and younger homeless people) but also a high proportion of single low to moderate income workers including 'key workers' who would be unable to find accommodation in the highly constrained local rental market. Generally, the redevelopment or conversion of such boarding houses to high value single residences or up-market apartments or tourist accommodation means the displacement of lower income 'key workers' and vulnerable people. NSC's Nicholson Street boarding house represents its continued effort to preserve or replace such stock in the area.

6.6 Development Application process

Whilst the DA was lodged by Link Housing, it is NSC policy that a third-party cannot develop Council land. Therefore, the project was essentially run by Council and through its established tender processes for any other development on Council land.²⁷

6.6.1 Issues raised during the DA process

NSC's DA Tracker website reveals that five submissions were lodged in relation to this application; however these documents are 'locked' and not publically available. The amended SEE notes that a 'neighbour request for a 2.1m fence' has been accommodated in revised designs.²⁸

According to NSC representative, the submissions related to immediate neighbour concerns regarding overlooking. There were architectural solutions to the issues that satisfied neighbours. The primary issue related to the location of the entrance to the building which was proposed for the side. One assessor was concerned that the side entrance may be intrusive to the adjacent neighbour. As such, the entrance was moved to the front of the building and no further issues were raised.²⁹

http://www.northsydney.nsw.gov.au/Building_Development/Other_Planning_Documents/Affordable_Housing_SEPP

²⁷ Telephone interview with North Sydney Council representative, 17/02/2016.

²⁸ Mode Design (2014) Statement of Environmental Effects: Proposed New Generation Boarding House at 23 Nicholson Street Wollstonecraft for Link Housing, Revision 2, 01 September, Appendix A, Pg 21.

²⁹ Telephone interview with North Sydney Council representative, 17/02/2016.

According to Link Housing, a small number of neighbours rang directly with questions and concerns about the new development including “who is going to be living there?” When Link Housing advised that the rooms would be tenanted by ‘people similar to those who had been renting the home previously’ they were satisfied. The neighbour, who requested the new fence, has subsequently sold their property.³⁰

6.7 Experience of neighbours

On the Tuesday the 12th of April, JSA conducted a door knock survey of the neighbours surrounding 23 Nicholson Street, Wollstonecraft. Overall, 26 properties were door knocked in Nicholson Street and Hume Street, with 2 residents surveyed onsite and 24 properties letterbox dropped with the survey. 6 completed surveys were returned to JSA by mail. Overall, the response rate for this case study is 31%.

Of those surveyed, half had lived in their homes for over 10 years with the remainder a mix of relative newcomers to the street. The majority of respondents owned their homes (outright or paying a mortgage) and two respondents are renting. Overall, three quarters of those surveyed stated that they had had mostly positive experiences living in the neighbourhood. Residents reported that the best things about living in the neighbourhood included the location, proximity to shops, restaurants and public transport and that it was a peaceful, safe and quiet neighbourhood. Residents reported that things that they would change about the neighbourhood are parking, traffic related noise, establishing facilities to better attract families to the area, changing renters ‘no-care’ attitudes towards their properties and limiting the density of housing commission/public housing in the area (e.g. lower density with a more even spread).

Half of those surveyed were aware of the proposed development, and three respondents stated that they had concerns about the proposal before it was built. Concerns expressed by these three respondents related to future tenants of the development (e.g. whether they would have drug and mental health problems) and associated adverse impacts related to noise, safety, property values, and anti-social behaviour.

Other respondents, who were only aware that the development was intended for affordable housing based on our survey, indicated that they had some concerns about the increased number of cars likely to be on the street and a lack of parking for other residents. As one private tenant noted, ‘We are a share house of five people with four cars between us, so there is already a juggle for parking spaces on this street.’

None of those surveyed reported that they shared their concerns about the proposal with anyone during the planning process (e.g. via a public meeting, signing a petition, writing a formal submission or making representations to local politicians or the media).

³⁰ Telephone interview with Link Housing representative, 26/02/16.

6.8 Reflections from North Sydney Council

As mentioned, NSC has had a long and pro-active history of maintaining and creating affordable housing within its LGA despite tremendous pressure from redevelopment and a very high local rental market. In this case, the Council was also a proponent of the project.

From the point of view of Council, the development of the boarding house at Nicholson Street is another example of the successful partnership between Council and Link Housing. The site is an ideal location for this type of development due to its proximity to transportation, shops and services; as well as the mix of tenures and housing types already in the street. The design of the development was carefully thought through and is not out of character with the street. Many neighbours have experience with community housing tenants living in the street over many years, with very few issues reported to Council.

There were difficulties and delays with regard to the transfer of contributions collected through SEPPARH to Link Housing and the deed surrendering the lease of the property to LAHC.

Council is optimistic that there will be minimal adverse impacts on neighbours once the development is tenanted due to the careful planning that has taken place and the proven track record of quality management by Link Housing.

6.9 Lessons learned

This case study is an example of a partnership development primarily between a Council and CHP, with some involvement with LAHC. Whilst the development is in an highly unaffordable part of North Sydney, with a population with some of the characteristics that might contribute to increased levels of community opposition (e.g. wealthier) the particular locality is a mix of housing typologies including some medium density social housing in the street already, the site itself has been successfully managed by the community housing provider for many years. There was very little concern about the proposed development reported by neighbours.

7 Ropes Crossing

7.1 Criteria for selection

Table 7.1: Criteria for case study selection, Ropes Crossing

Criteria for Case Study Selection	Ropes Crossing, Blacktown & Jordan Springs, Penrith
Completed and occupied	Yes – partly
Located in an area of high need for AH	No
In or near the Parramatta Road corridor and development precincts	No
LGA represented	Blacktown and Penrith
Tenure type	Mixed tenure, ARH and market housing
Dwelling size, style, type	91 dwellings, single house and granny flat styles and medium density, across 76 lots.
Developer type	CHP
Developed utilising facilitative funding and/or planning provisions (e.g. SEPPARH, NRAS, Council land/funding, NBESP)	NRAS, residential allotments provided for affordable housing through the St Marys Development Agreement 2002, land transferred to Blue CHP from the Minister.
Local community opposition to the proposal	Not with regard to the inclusion of affordable housing. The development of the St Marys ADI land was highly controversial at the time primarily due to environmental concerns related to loss of Cumberland Woodland habitat.

Source: JSA, 2016

7.2 Project description

Ropes Crossing is a new, master planned estate located in the suburbs of Ropes Crossing in the Blacktown LGA and Jordan Springs in the Penrith LGA. The two areas are divided by the 900ha Wianamatta Regional Park, with Jordan Springs on the western side of the park and Ropes Crossing on the eastern side.

The projects, both being developed by Lend Lease, span the former St Marys Australian Defence Industries (ADI) munitions-making site. In 1990, the Commonwealth moved its operations to Victoria and asked the NSW government to rezone the site so that it could be redeveloped.³¹ In 1993, the land was identified for inclusion in the Urban Release Program of the (then) NSW Department of Urban Affairs and Planning.³²

Upon completion, Ropes Crossing will have a total of 2,200 homes and around 6,000 residents when it is completed. The development will include a range of housing types, a commercial centre,

³¹ Shelter NSW (2003) Land supply and housing affordability in Sydney – a background paper, September.

³² St Marys Development Agreement, 13 December 2002, Pg 1.

community hub, primary school and a range of outdoor recreation spaces.³³ Jordan Springs will have around 4,800 homes and 13,000 residents when it is completed.³⁴

In March 2009, Blue CHP, a Tier 1 community housing provider in NSW, was appointed by the NSW government to deliver the affordable housing³⁵ that had been allocated in the St Marys Development Agreement signed in 2002.³⁶

In total, Blue CHP was transferred 76 lots in the St Marys development area and is currently in the process of developing 91 dwellings for affordable rental housing across scattered sites in both Ropes Crossing (81 dwellings in Blacktown LGA) and Jordan Springs (10 dwellings in Penrith LGA).³⁷ The 91 dwellings represent approximately 1% of the new housing stock across the two estate areas.³⁸

The first DAs were lodged by Blue CHP in 2013, with 46 DAs approved as of February 2016. The approvals process remains on-going for the remaining sites. As of March 2016, 36 of the Blue CHP dwellings have been constructed and are tenanted as affordable rental housing managed by Wentworth Community Housing.³⁹ The completed homes are a mixture of 3 and 4 bedroom dwellings both single and double storey, which are indistinguishable from their market housing neighbouring dwellings.⁴⁰ NRAS incentives were successfully acquired for the dwellings by Blue CHP.

7.3 Location description

The St Marys site is located approximately 45 km west of the Sydney CBD, 5 km north-east of the Penrith City Centre and 12 km west of the Blacktown City Centre. The main western railway is located approximately 2.5 km south of the site. The Great Western Highway is located another 1 km south and the M4 Motorway a further 1.5 km south.⁴¹

The St Marys Environmental Planning Strategy 2000 and the Sydney Regional Environmental Plan No 30—St Marys (SREP 30), gazetted in January 2001, provided a framework for the development and management of land across the St Marys ADI site including rezoning for a variety of uses and aims and ensuring that urban development achieves ‘desirable environmental, social

³³ <http://www.ropescrossing.com.au/community-vision>

³⁴ <http://communities.lendlease.com/jordan-springs/living-in-jordan-springs/community-vision>

³⁵ Housing NSW, Inquiry into Homelessness and Low Cost Rental Accommodation, Response to Questions on Notice, Pg 5, Projects and Partnerships to Delivery Affordable Housing, Accessed online at: [https://www.parliament.nsw.gov.au/prod/parlment/committee.nsf/0/6f699e245e688abeca2576240080e382/\\$FILE/HousingNSW%20Answers%20to%20QuestionsOnNotice.pdf](https://www.parliament.nsw.gov.au/prod/parlment/committee.nsf/0/6f699e245e688abeca2576240080e382/$FILE/HousingNSW%20Answers%20to%20QuestionsOnNotice.pdf)

³⁶ St Marys Development Agreement, 13 December 2002, parties include the Minister for Planning, RTA, Blacktown Council, Penrith Council, St Marys Land Limited, Lend Lease Development Pty Ltd, ComLand Limited and Lend Lease Corporation Ltd. Accessed online at <https://majorprojects.affinitylive.com/public/27b685c317aa3e279bb5d6466ae31159/St%20Mary's%20Development%20Agreement.pdf>

³⁷ Email correspondence with Blue CHP, 09 March 2016.

³⁸ 91 out of 7,000 new dwellings.

³⁹ Email correspondence with Blue CHP, 09 March 2016.

⁴⁰ <http://bluechp.com.au/properties/ropes-crossing>

⁴¹ St Marys Eastern Precinct Plan, February 2004.

and economic outcomes'.⁴² SREP 30 is the main statutory planning framework document for the St Marys site.⁴³

The St Marys site included 6 development precincts, the Western Precinct, Central Precinct, North and South Dunheved Precincts, Ropes Creek Precinct and Eastern Precinct.⁴⁴ The Ropes Creek and Eastern precincts comprise what is now referred to as Ropes Crossing. The land within the Eastern Precinct was zoned "urban" in order to accommodate residential uses, including medium density housing, and associated facilities to support residential development.⁴⁵

In accordance with SREP 30, Development Applications for all dwellings in the Eastern Precinct must be lodged with Blacktown Council and assessed as per the requirements of the Development Control Strategy and Precinct Plan for the Eastern Precinct. According to Council, the controls and products were designed in consultation with Council's strategic planners in the formation of the Eastern Precinct DCP.⁴⁶

The St Marys Development Agreement 2002 states that 3% of all residential allotments will be provided to the Minister for the purpose of providing affordable housing.⁴⁷ The agreement includes detailed stipulations for when and how these allotments are to be delivered. The allotments were to be 'evenly scattered' across 'a range of lot sizes' throughout the development area and 'be similar in access, shape, size, affectations and encumbrances as other Residential Allotments'.⁴⁸

7.4 Local demography & need for affordable housing

The suburb of Ropes Crossing has a higher median weekly household income than Blacktown LGA or Greater Sydney (\$1883 compared with \$1388 and \$1447, respectively). Ropes Crossing also has a significantly higher median weekly rent than Blacktown LGA or Greater Sydney (\$450 compared with \$300 and \$351, respectively). Ropes Crossing also has a lower percentage of public housing than Blacktown LGA or Greater Sydney (1% compared with 8% and 4%, respectively). Ropes Crossing Suburb and the Blacktown LGA both have significantly higher percentages of separate houses than Greater Sydney (83% and 82% compared with 59%, respectively)

⁴² Sydney Regional Environmental Plan No 30—St Marys, Aims of the Plan, http://www5.austlii.edu.au/au/legis/nsw/num_epi/srepn30m200116482.pdf

⁴³ St Marys Eastern Precinct Plan, February 2004, Pg 3.

⁴⁴ St Marys Eastern Precinct Plan, February 2004.

⁴⁵ St Marys Eastern Precinct Plan, February 2004.

⁴⁶ Email correspondence with Blacktown Council, 05 April 2016.

⁴⁷ St Marys Development Agreement, Clause 17 Affordable Housing, Pg 57.

⁴⁸ St Marys Development Agreement, Clause 17.4 Characteristics of Residential Allotments to be transferred to the Minister, Pg 60.

Table 7.2: Housing demographics of Ropes Crossing suburb compared with Blacktown LGA and Greater Sydney.

	Ropes Crossing	Blacktown	Greater Sydney
Household composition			
One family household	68%	72%	62%
Multiple family household	4%	4%	2%
Non-family household	17%	17%	24%
Dwelling Structure			
Separate house	83%	82%	59%
Semi-detached, row or terrace house, townhouse etc with one storey	16%	4%	5%
Semi-detached, row or terrace house, townhouse etc with two or more storeys	1%	7%	7%
Flat, unit or apartment in a one or two storey block	0%	1%	7%
Flat, unit or apartment in a three storey block	0%	2%	9%
Flat, unit or apartment in a four or more storey block	0%	2%	11%
Weekly Household Income			
% on Very Low Weekly Household income	17%	23%	21%
% on Low Weekly Household income	11%	14%	13%
% on Moderate Weekly Household income	26%	19%	16%
Median Weekly household Income	\$1,883	\$1,388	\$1,447.00
Median Weekly Rent	\$450	\$300	\$351.00
Landlord and Tenure Type			
Owned outright	12%	22%	27%
Owned with a mortgage	61%	41%	31%
Rented: Real estate agent	8%	14%	18%
Rented: State or territory housing authority	1%	8%	4%
Rented: Person not in same household	3%	4%	5%
Rented: Housing co-operative, community or church group	1%	0%	1%

Source: ABS (2011) Census of Population and Housing, JSA (2016)

7.5 Policy Context

7.5.1 Blacktown City Council

The Blacktown Local Environmental Plan 2015 (BLEP 2015) includes any particular provisions or clauses regarding affordable housing.⁴⁹ The Council does not likewise appear to have a strategy or policy regarding affordable housing.

A telephone interview was completed by JSA on 06 April 2016, with the Manager of Development and Administration Services and the Manager Strategic and Precinct Planning at Blacktown

⁴⁹ Blacktown Local Environmental Plan 2015, Current version for 27 January 2016 to date, Accessed online 1 March 2016 at <http://www.legislation.nsw.gov.au/maintop/view/inforce/epi+239+2015+cd+0+N>

Council. The representatives report that while Blacktown Council does not have a distinct Affordable Housing Policy or Strategy, Council provides a diversity of housing and living options across the community and applies SEPPARH as required.⁵⁰

As mentioned, Blacktown Council was involved in the development of the Eastern Precinct DCP which set out the housing typologies and controls for development, which they note permitted a variety of housing types including semi-detached housing on Torrens title lots. Under delegated authority, Council assessed DAs for dwellings in the Eastern Precinct, submitted by Blue CHP and other developers.⁵¹

7.5.2 Penrith City Council

The *Penrith Urban Strategy* includes a section on affordable housing, including some key objectives including to:

- Retain existing housing stocks and create new affordable housing opportunities across the City that meets the needs of current and future residents;
- Ensure planning controls promote affordable housing which is well designed and located near transport and services; and
- Utilise potential stocks of public land for affordable housing.⁵²

Importantly, Penrith City Council has a stated commitment that any future large scale development within Local Centre or within a new urban release area should provide for a minimum of 3% affordable housing.⁵³

The Penrith Local Environmental Plan 2010 (PLEP 2010) includes a reference to affordable housing in the objectives of the R4 High Density Residential Zone, which states that one of the objectives of the zone is “to encourage the provision of affordable housing.”⁵⁴

JSA has not sought an interview with Penrith Council, due to the built and tenanted affordable housing so far being located in the Ropes Crossing precinct of the development area.

7.6 Development Application process

Due to the requirements of the number of affordable housing dwellings that must be delivered on certain lots, Blue CHP was required to creatively approach each site. JSA conducted a telephone interview with Judith Field, Partnerships Manager at Lend Lease, on 16 March 2016. According to Ms Field, in 2008 Lend Lease re-negotiated its contributions to the NSW state government which resulted in reducing the number of lots and dwellings designated for affordable housing. Lend Lease also advised that there were some changes to the specific lots that were transferred to Blue CHP

⁵⁰ Email correspondence with Manager of Development and Administrative Services at Blacktown Council, 05/04/2016.

⁵¹ Email correspondence with Manager of Development and Administrative Services at Blacktown Council, 31/03/2016.

⁵² Penrith City Council and Hassel (2009) *Penrith Urban Strategy: Managing Growth to 2031*, Pg 102-106.

⁵³ Penrith City Council and Hassel (2009) *Penrith Urban Strategy: Managing Growth to 2031*, Pg 102.

⁵⁴ Penrith Local Environmental Plan 2010, Land Use Table, R4 Zone, Objectives.

due to the required number of dwellings that had to be delivered, such that some larger corner lots were transferred.⁵⁵

According to Lend Lease, the transfer of land from the NSW state government (via Housing NSW/Centre for Affordable Housing) to Blue CHP was a ‘clunky’ and ‘difficult’ process due to delays associated with many layers of the process and dealing with the government as an intermediary. Eventually the parties agreed to a process that allowed for a ‘simultaneous transfer’ from the government to Blue CHP.⁵⁶

7.6.1 Issues raised during the DA process

Blue CHP worked closely with the Lend Lease Design Manager and Design Review Panel to develop plans for their sites that met the controls of the Eastern Precinct DCP and the standards set by Lend Lease for dwellings in their development. In order to meet their requirements and the number of dwellings that had to be achieved, Blue CHP designed a range of product types including dual occupancies and dual occupancies with granny flats. All plans were required to be approved by Lend Lease’s Design Review Panel prior to lodgement with Blacktown Council. As Blue CHP describes, by the time the DAs are lodged with Council it is mainly a ‘rubber stamp’ approvals process as all requirements have been met and ensured by Lend Lease.

Blacktown Council reports that all of the proposals they have reviewed so far for Blue CHP have ‘exceeded the minimum design criteria set out by the controls’ and that the semi-detached products proposed have been comparable and in no way inferior to the products put forward by other developers. Furthermore Council notes that, ‘these products have been favourably received by the community, have integrated well into the estate and do not draw attention to themselves as an overdevelopment of their respective sites.’⁵⁷

Blacktown Council was not even aware that Blue CHP was an affordable housing developer, or that its Ropes Crossing DAs were for product that would be used as affordable housing. As the sites were allocated for affordable housing years ago, and there was no need to apply under SEPPARH, there was nothing distinguishing Blue CHP from any other developer lodging plans with Council for approval.

7.7 Insight from CHP manager

An overview of the demography of the tenants of affordable housing in this development was obtained from Wentworth Community Housing. Overall, the principal tenants in this development range in age from 25 to 64, with the largest proportion (40%) in the 35 to 44 age bracket.

The majority of principal tenants are females (60%). A strong majority (83%) of tenants receive income from wages or salary, with only 9% receiving a government pension or Centrelink benefit. The majority of households are receiving a weekly income of between \$1000 and \$1999 or less.

⁵⁵ Telephone interview with Judith Field, Lend Lease, 16 March 2016.

⁵⁶ Telephone interview with Judith Field, Lend Lease, 16 March 2016.

⁵⁷ Email correspondence from Blacktown Council, 31 March 2016.

Only 6% are receiving a weekly income over \$3000. Units range from one to three bedrooms, with 44% being 3 bedroom units, 33% are 2 bedroom units and 22% are one bedroom units.

Wentworth Community Housing did not provide JSA with any additional information about its experience managing the properties at Ropes Crossing despite our requests.

7.8 Experience of neighbours

On Friday the 15th of April, JSA conducted a door knock survey of neighbours surrounding 10 affordable housing properties in Ropes Crossing. Overall, 30 properties were door knocked in Taradale Drive, Wisemans Circuit, Ropes Crossing Boulevard and Finsbury Circuit, with 4 residents surveyed onsite and 26 properties letterbox dropped with the survey. One survey was returned to JSA by mail. The response rate for this case study was 17%.

Of the five respondents, 80% had lived in their homes for between 5 and 9 years and all residents surveyed owned their own homes (outright or paying a mortgage). All of those surveyed reported that they had experienced all or mostly positive experiences living in the area. Residents reported that the best things about living in the area are the location and proximity to facilities such as shops, parks and public transport. Residents noted that things they would change were reduced road noise from speeding cars and add more trees. One resident stated that they would remove 'low-income households that were trashing the area'. However, this comment came from a mailback respondent with no opportunity to clarify exactly what or whom they were concerned about and whether or not their concerns related to the affordable housing tenancies managed by Wentworth Community Housing.

60% of those surveyed (3 respondents) were not aware of the affordable housing in their street, while 40% (2 respondents) indicated that they were aware. Of the two residents that were aware of the affordable housing development in their street, one reported having concerns about the type of people who would live in the housing while the other respondent indicated that they had no concerns. The respondent that indicated they had concerns did not express those concerns to anyone during the planning process or since.

Four of the five respondents reported that their experience so far of the development had been neutral, or no impacts experienced. One respondent indicated that they had experienced only negative impacts. When asked to detail the positive or negative impacts of the development, no positive impacts were reported and two respondents indicated that negative impacts have been experienced primarily regarding noise and perceived 'bad neighbour behaviours'. One of these respondents was the mail-back respondent who expressed negative impacts associated with noise, property maintenance, traffic, parking, privacy and overlooking. Again, we were unable to clarify their concerns. It is noted that none of those surveyed have made a complaint about their neighbours or the developments to the police, Council or the tenancy manager.

7.9 Reflections of Blacktown City Council

Blacktown City Council representatives report that all of the proposals they have reviewed from Blue CHP thus far have 'exceeded the minimum design criteria set out by the controls' and that the

semi-detached products proposed have been comparable and in no way inferior to the products put forward by other developers. Furthermore Council notes that, ‘these products have been favourably received by the community, have integrated well into the estate and do not draw attention to themselves as an overdevelopment of their respective sites.’⁵⁸

7.10 Lessons learned

Blue CHP’s work at Ropes Crossing is an excellent example of provider-led affordable housing developments within a new master planned estate delivered by a large-scale private proponent.

The integration of affordable housing into the development is largely ‘pepper-potted’ with sites earmarked from early stages in the planning process and contributed by the State government for affordable housing. Due to the nature of the constraints on some of the sites earmarked for affordable housing, the CHP proponent has had to creatively and collaboratively develop housing design solutions to meet the capacity requirements whilst ensuring that the design are compatible with the neighbouring homes and overall requirements of estate.

The SEPPARH was not utilised or required to deliver the affordable housing product on these sites. As a result, Blacktown Council noted that they were not necessarily aware that the DA’s put forward by Blue CHP were for affordable housing and that the final products integrate well with the neighbourhoods and have been received favourably by the community.

⁵⁸ Email correspondence from Blacktown Council, received by JSA 31 March 2016.

8 8 Pembroke Street, Summer Hill

8.1 Criteria for selection

Table 8.1: Criteria for Case Study selection, Summer Hill

Criteria for Case Study Selection	8 Pembroke Street, Summer Hill
Completed and occupied	Yes
Located in an area of high need for AH	Yes
In or near the Parramatta Road corridor and development precincts	Close- 1.3km Taverners Hill
LGA represented	Ashfield
Tenure type	BH-AH
Dwelling size, style, type	20 room, 2 storey Boarding House
Developer type	Private
Developed utilising facilitative funding and/or planning provisions (e.g. SEPPARH, NRAS, Council land/funding, NBESP)	Pre-Amendment SEPPARH
Local community opposition to the proposal	Yes

Source: JSA, 2016

8.2 Project description

Pembroke St. Holding Company, an Australian Private Company, lodged a Development Application (No. 10.2011.100) with Ashfield Council seeking approval to demolish the existing residential flat building at 8 Pembroke Street, Ashfield and develop a Boarding House. The Boarding House was to contain 20 rooms, accommodating a maximum of 30 lodgers with one room allocated to an onsite manager.⁵⁹

Ashfield Council denied the development application and Pembroke Street Holding Company appealed this decision to the Land and Environment Court, succeeding in their appeal in 2012. According to ads listed on Domain.com, it is understood that the development was tenanted in late 2014.⁶⁰

This development is an example of a modern New Generation Boarding House operated by Hume Community Housing and is currently registered as a Boarding House with the NSW Office of Fair Trading. It offers high quality accommodation with a high quality finish throughout, at an affordable price, mainly to low income working single people and couples.⁶¹

Each studio features well-appointed living areas, with a fitted fridge freezer, washing machine and tumble dryer as well as having fitted air conditioning. The studio offers great size bedroom area

⁵⁹ Pembroke Street Holding Company Pty Ltd v Ashfield Council para 1, 6, 7

⁶⁰ <http://www.domain.com.au/1-20-8-pembroke-street-ashfield-nsw-2131-2011527452>

⁶¹ <http://www.humecha.com.au/apply-housing.html>

with built in robes and well-appointed bathroom and kitchen. They each have their own balcony or courtyard; and there is also a common area lounge and a common area garden.⁶²

To be eligible for accommodation, prospective residents must meet all of the criteria below:

- Be an Australian citizen or Permanent Resident Visa holder, and be currently living in Australia;
- Be in full time or part time work;
- Have links to the area (such as work or close family);
- Meet the income criteria below:
 - Single occupancy income must earn between \$41,000 and \$47,300 per annum (the lower one-third of the 'low income' range in Table 7.1 above);
 - Couples occupancy joint income must be between \$51,930 and \$65,378 per annum (the top of 50% of the 'low income' household range);
- Children under 18 and pets are not accepted in these properties;
- All leases are signed for a 12 month fixed term period. After the initial 12 months, a further 12 month lease will be offered for those maintaining eligibility.⁶³

The income criteria are required in this case as the properties are part of the National Rental Affordability Scheme (NRAS), described elsewhere. However, the income criteria could be varied to include very low income key workers, pensioners, retirees or other single people, which would better meet local need, and given NRAS funding is unlikely to be provided for a local development of this nature (so that the more narrow income criteria would not apply).



Figure 8.1: Interior view of a studio apartment of the Boarding House at 8 Pembroke Street, Ashfield

⁶² <http://www.humecha.com.au/apply-housing.html>

⁶³ <http://www.humecha.com.au/apply-housing.html>



Figure 8.2: Street view of the Boarding House development at 8 Pembroke Street, Ashfield upon completion of the development

8.3 Location description

8.3.1 Planning Controls

The site (8 Pembroke Street) is zoned as Residential under the Ashfield Local Environmental Plan 1985 (the LEP) which allows the constructions of Boarding Houses with consent. The Ashfield Development Control Plan 2007 (the DCP) also applied to the development, with the objective of this legislation to ensure that there is a high standard of urban design and site landscaping, ensuring that a development contributes to the established character of the area and helps to reduce impacts on residential amenity of neighbouring properties.⁶⁴

The LEP/DCP prescribe an FSR of 0.75:1, a maximum building height of 3 levels and 9 metres and landscaping and open space requirements, including the requirement of a minimum of 50% of the site to be landscaped (70% soft landscaping and 29.5% of the site for deep planting).⁶⁵

The site also comes under the jurisdiction of the Sydney Regional Environmental Plan (Sydney Harbour Catchment). No issues were raised during the court case for this development regarding the application of this legislation.⁶⁶

⁶⁴ Pembroke Street Holding Company Pty Ltd v Ashfield Council para 16-18

⁶⁵ Pembroke Street Holding Company Pty Ltd v Ashfield Council para 19

⁶⁶ Pembroke Street Holding Company Pty Ltd v Ashfield Council para 21

8.3.2 Context of the Site

The site is located on the western side of the roadway between Ormond Street and Liverpool Road. The developments surrounding the site comprise a mixture of dwelling types ranging from one storey houses to three to four storey residential flat buildings.



Figure 8.3: Overview of 8 Pembroke site context

Source: Google Maps, 2016

The property immediately north comprises of a three-storey duplex building fronting Pembroke Street and a single-storey dwelling fronting Ormond Street. The property immediately south of the site contains a four-storey residential flat building on the corner of Liverpool Road and Pembroke Street. Both of these properties contain off-street garaging for their residents. The wider context of the site also contains other four-storey residential flat buildings to the north, south and west and single storey dwellings and flat buildings opposite the site.



Figure 8.4: 8 Pembroke under construction

Source: Google Maps, 2016



Figure 8.5: 8 Pembroke under construction

Source: Google Maps, 2016

In terms of access to transport, the site is located only 160 metres from a bus stop on the northern side of Liverpool Road and 200 metres walk from a bus stop on the southern side of Liverpool Road (accessible by traffic lights at the intersection of Pembroke Street and Liverpool Road). The site is also approximately a 650 metres walk to Summer Hill Train Station. The area surrounding the site is predominantly residential, moving to commercial/industrial along Parramatta Road. In terms of access to goods and facilities, the closest supermarket according to Google Maps is an IGA in Summer Hill, a 900 metre walk from the site. The site is approximately 1 km to the Ashfield and Summer Hill town centres, both of which appear accessible by bus. In terms of recreation, the

site is located only a 100 metres walk from Ashfield Park which contains a Bowling Club, picnic area and BBQ facilities.

JSA conducted a site visit of 8 Pembroke Street, Ashfield, on the 18th of March 2016. The development was completed and has been tenanted. Pembroke Street contains single and two storey detached dwellings and lower density unit developments. The property neighbouring the sight to the south is a larger multi-storey unit development. The site backs onto another multi-storey unit development and the backyard of a single storey detached dwelling. The area generally contains a mix of single detached dwellings and low to medium density unit developments.

8.4 Local demography & need for affordable housing

The Summer Hill suburb has a lower percentage of separate houses than the Ashfield LGA (23% compared with 37%) and a higher percentage of one or two storey flats, units or apartments (26% compared with 19%). Summer Hill also has a lower percentage of properties that are owned outright than Ashfield (18% compared with 26%, respectively) and a higher percentage of private renters (40% compared with 33%, respectively). Median weekly rent in Summer Hill and Ashfield LGA are similar, and slightly more expensive than Greater Sydney, while median weekly household income in Summer Hill is greater than that in Ashfield LGA or Greater Sydney.

Table 8.2: Housing demographics of Summer Hill suburb compared with Ashfield LGA and Greater Sydney

	Summer Hill	Ashfield	Greater Sydney
Household composition			
One family household	52%	57%	62%
Multiple family household	1%	2%	2%
Non-family household	37%	30%	24%
Dwelling Structure			
Separate house	23%	37%	59%
Semi-detached, row or terrace house, townhouse etc with one storey	10%	8%	5%
Semi-detached, row or terrace house, townhouse etc with two or more storeys	7%	4%	7%
Flat, unit or apartment in a one or two storey block	26%	19%	7%
Flat, unit or apartment in a three storey block	20%	23%	9%
Flat, unit or apartment in a four or more storey block	12%	7%	11%
Weekly Household Income			
% on Very Low Weekly Household income	21%	21%	21%
% on Low Weekly Household income	17%	13%	13%
% on Moderate Weekly Household income	23%	17%	16%
Median Weekly household Income	\$1,570	\$1,413	\$1,447.00
Median Weekly Rent	\$360	\$365	\$351.00
Landlord and Tenure Type			
Owned outright	18%	26%	27%
Owned with a mortgage	26%	25%	31%
Rented: Real estate agent	33%	27%	18%

	Summer Hill	Ashfield	Greater Sydney
Rented: State or territory housing authority	1%	1%	4%
Rented: Person not in same household	7%	6%	5%
Rented: Housing co-operative, community or church group	1%	1%	1%

Source: ABS (2011) Census of Population and Housing, JSA 2016

8.5 Policy Context

Section 4.3A of the Ashfield Local Environmental Plan 2013 contains an exception to the maximum building height for affordable housing developments in Ashfield Town Centre. The aim of this section is to increase the supply of affordable housing by providing height incentives for the development of certain types of affordable housing.⁶⁷

It is stated that Boarding Houses can be developed in all residential zones, including low Density (R2) zone under the SEPP (Affordable Rental Housing) as long as the specific standards within the legislation are met.⁶⁸

Ashfield Council's Urban Planning Strategy 2010 stated that the increasing lack of affordable housing across the LGA is a key issue facing Ashfield. The Strategy stated:

'Tackling these issues is a matter for all levels of government. Both State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004 and State Environmental Planning Policy (Affordable Rental Housing) 2009 (ARH SEPP) will facilitate the majority of the housing needs for seniors, the disabled and people on very low, low and medium incomes.

The SEPPARH covers a range of dwelling types such as apartments, townhouses, boarding houses and 'granny flats'. Council will monitor the application of SEPPARH to ensure that new affordable housing development is compatible with the character of the existing locality. Council can also contribute by ensuring its planning policies and controls provide housing opportunities that meet the identified needs of the community and by working closely with community housing providers and the Housing NSW to facilitate new appropriately located and designed community and social housing within the local government area.

To encourage a greater housing choice, semi-detached dwellings (with a minimum lot size of 250m²) will be permitted in the residential areas that are within walking distance of the rail stations (except for conservation areas).'

8.5.1 Case Law

JSA's analysis of the case law regarding boarding house and affordable housing development applications, Ashfield Council was the respondent in 6 cases (5 for boarding houses and 1 for affordable housing). In these instances Ashfield Council had refused the development applications for these proposals and the applicant then appealed the decision to the NSW Land and

⁶⁷ Ashfield Local Environmental Plan 2013, s4.3A

⁶⁸ Ashfield Council, *Fact Sheet 03:Housing*,

http://www.ashfield.nsw.gov.au/files//planning_and_development/draft_plans_and_exhibitions/ashfield_lep_2013/fact_sheet_03_housing.pdf, p.2

Environment Court. Of these, 4 cases were appeal upheld (the development applications were approved) and 2 cases were appeal dismissed (development application was denied).

8.6 Development Application process

Pembroke St. Holding Company, an Australian Private Company, lodged a Development Application (No. 10.2011.100) with Ashfield Council seeking approval to demolish the existing residential flat building at 8 Pembroke Street, Ashfield and develop a Boarding House. The Boarding House was to contain 20 rooms, accommodating a maximum of 30 lodgers with one room allocated to an onsite manager.⁶⁹

Ashfield Council denied the development application and Pembroke Street Holding Company appealed this decision. The Land and Environment Court decided in favour of the Pembroke Street Holding Company, approving the development on the 15th of February 2012 subject to conditions, including an amended plan of Management.⁷⁰ According to ads listed on Domain.com, it is understood that the development was tenanted in late 2014.⁷¹

8.6.1 Issues raised during the DA process

Issues raised by council over the development application include:

- Whether the proposed development is compatible with the character of the local area;
- Whether the development satisfies the design and quality principles in the State Environmental Planning Policy No. 65-Design Quality of Residential Flat Development (SEPP 65);
- Whether the proposed development results in unacceptable privacy impacts on neighbouring properties; and
- Whether the application is in the public interest.

It was agreed prior to the hearing that issues relating to stormwater drainage and visual privacy could be addressed in consent conditions. A conciliation conference was attempted by the parties before the hearing; however an agreement could not be reached. It was agreed by the parties that all of the relevant development standards contained in SEPPARH were met, with the main remaining issue being whether the development was compatible with the character of the local area.

A number of objectors, predominantly neighbouring residents to the proposed site, gave evidence at the hearing. Their main concerns included:

- The bulk and scale of the proposal;
- Proximity to the side and rear boundaries;
- Loss of outlook and light;

⁶⁹ Pembroke Street Holding Company Pty Ltd v Ashfield Council para 1, 6, 7

⁷⁰ Pembroke Street Holding Company Pty Ltd v Ashfield Council para 62

⁷¹ <http://www.domain.com.au/1-20-8-pembroke-street-ashfield-nsw-2131-2011527452>

- Noise;
- Overlooking and privacy impacts; and
- Impact on availability of street parking.

The Commissioner concluded that the development as designed was appropriate in its context. Amendments were made in relation to the proposed Plan of Management, landscaping and changes to the design of the building such as using opaque glass, glass blocks in windows and tree retention to address privacy concerns.

8.7 Insight from private proponent and CHP tenancy manager

This development was the project of a private proponent, the Pembroke St. Holding Company, whom JSA was unable to identify a name or contact details. JSA did make contact with JW Smith Designs, the private architect that worked on the project.⁷² They would not provide details for the proponent, but when asked about their experience with the project indicated that Ashfield Council had been a difficult council to work with. The architect noted that obtaining any affordable housing in the inner part of Sydney was very difficult, and usually involved an appeal to the LEC.

Tenancy management for the project is provided by Hume Community Housing. Hume reports that they have been involved with the project since the final construction stage in October 2014. They note that they have not received any complaints from neighbours and have only had minor parking related disputes among their own tenants. Hume reports that they manage the building as they do their other properties with regular inspections, block meetings and customer wellbeing visits.⁷³

Hume provided JSA with a basic demographic profile of their tenants at 8 Pembroke Street. Currently there are 21 tenants living in the 20 rooms in the development. All of the tenants are currently employed. Overall, the age of tenants ranges from 21 to 66, with the 57% of tenants aged in their 20s (12 out of 21 tenants). 60% of tenants are male and 40% female. Nearly all tenants, 95%, are single. 70% of tenants have lived in the building since the inception of the development in November 2014, and there have been 8 terminations.

An interesting challenge of the property in terms of management for Hume has been the necessity to engage a live in caretaker who meets the NRAS eligibility standards as per the development consents of Council. Hume notes that it took some time to find the right candidate who met the requirements, particularly because of the small scale of the development and the fact that all of the tenants are working such that the role would likely only require 7 hours of work per week. It was a challenge to find someone that would not 'be at risk of being over income in a couple years' that still met the requirements for a qualified caretaker. In time, Hume was able to find a part-time

⁷² Telephone correspondence with JW Smith Designs, 23 February 2016, http://www.jwsmithdesign.com.au/projects/ashfield_affordable_housing_development.html

⁷³ Email correspondence from Hume Community Housing, Manager Neighbourhood and Community Services, 19 April 2016.

worker who could have the presence as a volunteer caretaker. So far this arrangement is working out well, with a ‘fantastic caretaker who has settled into their new home and volunteering with Hume.’⁷⁴

It is important to note, that of the four boarding house projects reviewed in this study, this case study is the only one managed by a CHP and the only one that is registered with the NSW Fair Trading Boarding House Register.⁷⁵

8.8 Experience of neighbours

On Monday the 11th of April, JSA conducted a door knock survey of neighbours surrounding the affordable housing development at 8 Pembroke Street, Summer Hill. Overall, 27 properties were door knocked in Pembroke Street and Ormond Street, with 2 household surveyed onsite and 25 properties letterbox dropped with the survey. 2 surveys were returned to JSA by mail. Overall, the response rate for this case study was 15%. It is noted that one of the interviews conducted on site was with a worker at a disability group home located on the street.

Apart from the group home worker, 2 respondents had lived in their homes for between one and four years and one had lived there for over ten years. Two of the respondents are renting their homes and one owns their home (outright or paying a mortgage). All of those surveyed stated that their experiences in the neighbourhood had been either positive or neutral. Those surveyed listed the best things about living in their neighbourhood as access to transport and proximity to shops and the park and listed a lack of parking in the street as something that they would change.

Only one of the respondents was aware of the affordable housing project before it was built. Overall, 2 of those surveyed stated that they could not identify impacts as they did not live in the street prior to the development and the other 2 surveyed stated that overall the impacts had been neutral. The one respondent who was aware of the development indicated that they had concerns about the development particularly design issues and the loss of the ‘charming, period duplex’ that had been on the site previously. They indicated that some of their concerns around design had been addressed by the developer.

Three respondents identified positive and negative impacts of the new development including that the development looked nice, was well looked after and that the neighbours exhibited ‘good neighbour behaviours’, a lack of parking, overlooking and privacy concerns from tenants utilising their front balconies.

Overall, one neighbour stated that they had made complaints to construction workers during construction due to lights being left on at the site, and these issues were resolved satisfactorily. Another resident stated that they made a complaint to Council regarding people parking in the street and blocking their driveway, although it was not identified who was causing this issue (e.g. whether it was a resident of 8 Pembroke).

⁷⁴ Further email correspondence from Hume Community Housing, Manager Neighbourhood and Community Services, 2 May 2016.

⁷⁵ <http://parkspr.fairtrading.nsw.gov.au/BoardingHouse.aspx>

8.9 Reflections from Ashfield Council

At the time of writing, JSA had not received a response from Ashfield Council.

8.10 Lessons learned

The Pembroke Street case study, delivered by a private proponent and now managed by a CHP, is an example of a new generation boarding house that is relatively small in scale where great attention has been taken in the design of the building to be sympathetic to the character of street. Hume Community Housing is managing the property to a high standard, is highly engaged with their tenants and as a result very few neighbours have reported experiencing any negative impacts from the development since it has been completed despite many having and raising concerns about the development during the approvals process. It is one of the few case studies where neighbours commented on the 'good neighbour behaviours' of the new tenants.

9 19 Herbert Street, Mortlake

9.1 Criteria for selection

Table 9.1: Criteria for case study selection, Mortlake

Criteria for Case Study Selection	19 Herbert Street, Mortlake
Completed and occupied	Yes
Located in an area of high need for AH	Yes
In or near the Parramatta Road corridor and development precincts	Close- 2.5km to Burwood precinct
LGA represented	City of Canada Bay
Tenure type	Affordable Housing
Dwelling size, style, type	Three storey, 12 units
Developer type	Private
Developed utilising facilitative funding and/or planning provisions (e.g. SEPPARH, NRAS, Council land/funding, NBESP)	NRAS
Local community opposition to the proposal	No

Source: JSA, 2016

9.2 Project description

The developer, Herly Pty Ltd (An Australian Private Company), applied for consent to convert an existing warehouse at 12 Emily Street, Mortlake (also known as 19 Herbert Street as it has two frontages) into a 12 unit housing development, with some units utilised for affordable rental housing. The proposal includes 16 car parking spaces and will retain the existing commercial space.⁷⁶

The site (at the time of the application) contained a multi-storey mixed-use development occupied by Tyre Smart Auto fronting Emily Street, with a residential flat building above this commercial space and fronting Herbert Street.⁷⁷

⁷⁶ Development Assessment, City of Canada Bay, DA2015/0169, 12 Emily Street Mortlake NSW 2137, para. 1

⁷⁷ Ibid, Para. 4

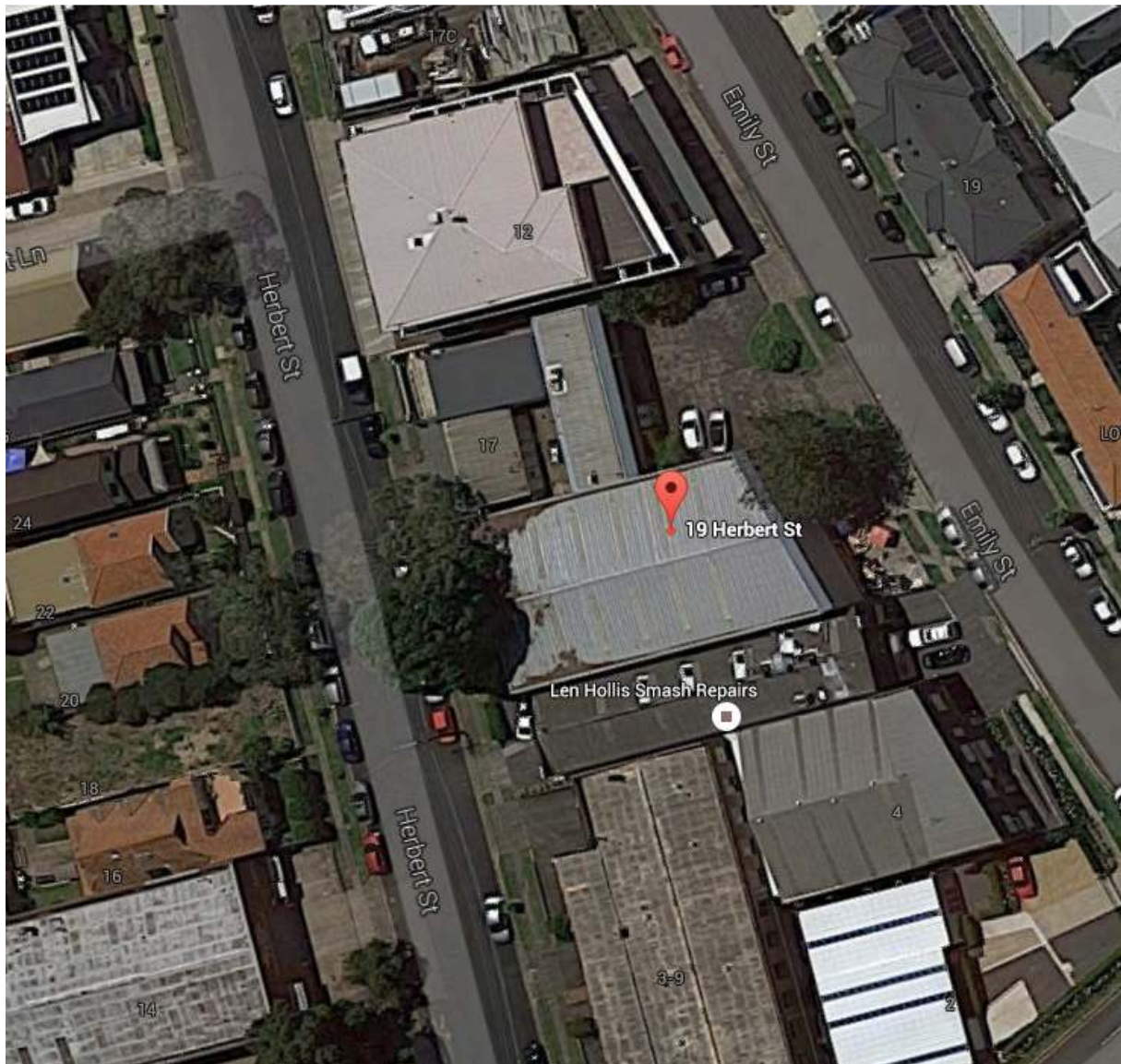


Figure 9.1: Aerial View of 19 Herbert Street, Mortlake and its immediate surrounds

Source: Google Maps 2016

Some of the units within the property are currently managed by Link Housing, a Tier 1 community housing provider, with 2 bedroom units with 2 bathrooms renting from \$620 a week, and a 1 bedroom unit with one bathroom renting from \$480 to \$510 per week.⁷⁸ These properties are rented under the National Rental Affordability Scheme.

⁷⁸ <http://www.linkhousing.org.au/blog/available-properties-19-herbert-street-mortlake>



Figure 9.2: Entrance of completed development at 19 Herbert Street, Mortlake

Source: <http://www.realestate.com.au/property-unit-nsw-mortlake-417255722>



Figure 9.3: Completed kitchen and bathroom in a unit at 19 Herbert Street, Mortlake

Source: <http://www.realestate.com.au/property-unit-nsw-mortlake-417255722>

9.3 Location description

The site comes under the Canada Bay Local Environmental Plan 2013 and is zoned R1 (General Residential) which allows multi-dwelling housing and commercial premises.⁷⁹ The area surrounding the site is generally a mix of R1, R2 and R3 (General, Low and Medium Density) residential, respectively. The site has a maximum building height of 12 metres, with the maximum building heights in the areas surrounding the site ranging from 8.5 metres to 12 metres. The site has a maximum FSR of 0.75:1.⁸⁰

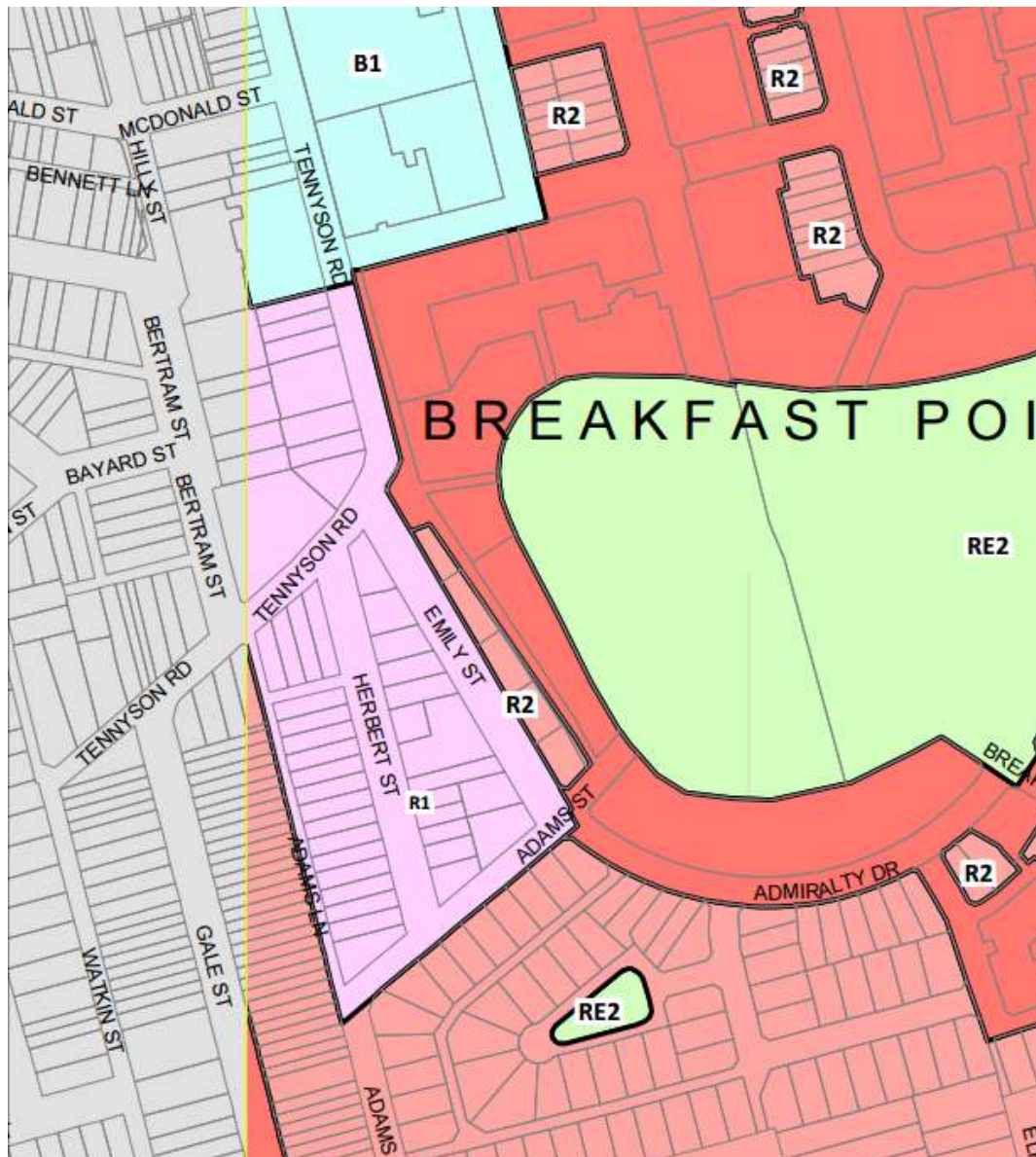


Figure 9.4: Zoning map of Herbert Street and its surrounds (R1=General Residential, R2=Low Density Residential, R3=Medium Density Residential, RE2=Private Recreation)

Source: Canada Bay LEP 2013

⁷⁹ Canada Bay Local Environmental Plan 2013

⁸⁰ Canada Bay Local Environmental Plan 2013

Opposite the site (from Emily Street) there is the Breakfast Point residential development, with multi-level apartment buildings throughout the site. Directly opposite the frontage at Herbert Street is a single detached dwelling development with commercially used property neighbouring south of this development.

Public transport in the area can be accessed by a 190 metre walk to Tennyson Road. The site is also approximately a 1.3 kilometre walk to the Cabarita Ferry Wharf which provides regular access to various locations around Sydney including Parramatta and Circular Quay. Though the area directly around the site is predominantly residential, the site is a short from a number of local shops and eateries. The site is within a 350 metre walk to a supermarket (IGA) and Rhodes Shopping Centre is located approximately 3.2 kilometres away.

9.3.1 Site visit

JSA visited 19 Herbert Street, Mortlake on the 18th of March 2016. It was observed that the eastern side of Herbert Street (containing the development) was predominantly commercial buildings, namely auto-repair and mechanical shops. The properties opposite the development on the eastern side of Herbert Street are predominantly one and two storey detached dwellings with fairly consistent design and style. Towards the southern end of Herbert Street there is a mix of residential and commercial properties.

The development at 19 Herbert Street, Mortlake, stands taller than the other predominantly one storey dwellings in the street at three storeys in height. However, to the east of the site, along the length of Village Drive there are a number of large five storey unit developments.



Figure 9.5: View of completed development at 19 Herbert Street, Mortlake

Source: JSA, 2016



Figure 9.6: View of residential dwellings on the western side of Herbert Street, Mortlake, opposite the site.

Source: JSA, 2016



Figure 9.7: View of the property immediately neighbouring the site at 17 Herbert Street, Mortlake

Source: JSA, 2016

9.4 Local demography & need for affordable housing

The Mortlake suburb is significantly more expensive place to rent than the Canada Bay LGA or Greater Sydney generally, with a median weekly rent of \$600 compared with \$480 and \$351, respectively. Mortlake has a significantly lower percentage of properties that are owned outright compared to Canada bay LGA and Greater Sydney (18% compared with 29% and 27%, respectively). Mortlake suburb and the Canada Bay LGA have lower percentage of residents on a very low or low weekly household income than Greater Sydney (27% compared with 34%, respectively).

Table 9.2: Housing demographics of Mortlake suburb compared with Canada Bay LGA and Greater Sydney

	Mortlake	Canada Bay	Greater Sydney
Household composition			
One family household	60%	61%	62%
Multiple family household	1%	1%	2%
Non-family household	18%	25%	24%
Dwelling Structure			
Separate house	19%	43%	59%
Semi-detached, row or terrace house, townhouse etc with one storey	4%	4%	5%
Semi-detached, row or terrace house, townhouse etc with two or more storeys	20%	8%	7%
Flat, unit or apartment in a one or two storey block	10%	8%	7%
Flat, unit or apartment in a three storey block	31%	12%	9%
Flat, unit or apartment in a four or more storey block	17%	24%	11%
Weekly Household Income			
% on Very Low Weekly Household income	14%	17%	21%
% on Low Weekly Household income	13%	10%	13%
% on Moderate Weekly Household income	21%	14%	16%
Median Weekly household Income	\$2,050	\$1,817	\$1,447.00
Median Weekly Rent	\$600	\$480	\$351.00
Landlord and Tenure Type			
Owned outright	18%	29%	27%
Owned with a mortgage	31%	27%	31%
Rented: Real estate agent	24%	21%	18%
Rented: State or territory housing authority	1%	2%	4%
Rented: Person not in same household	6%	5%	5%
Rented: Housing co-operative, community or church group	0%	0%	1%

Source: ABS (2011) Census of Population and Housing, JSA 2016

9.5 Policy Context

The City of Canada Bay adopted an Affordable Housing Policy in August 2007 and was revised in 2009 and again in 2012. The objectives of this Policy are to:

- Improve access to rental housing that is affordable for low to moderate income households and by doing so, helping to alleviate housing stress;
- Ensure that the affordable rental housing mix is appropriate to the changing needs of households with regard to size and type, location, sustainability and community connectedness; and
- Efficiently managing revenue provided through the affordable rental housing program to procure, manage, maintain and grow the affordable rental housing portfolio in the Canada Bay Local Government Area.⁸¹

Canada Bay Council currently owns 24 dwellings located in the Concord West and North Strathfield area which it utilises for affordable rental housing managed by St George Community Housing. These Council owned dwellings range in size from one to three bedrooms in size.⁸²

9.6 Development Application process

Herly Pty Ltd lodged a Development Application (DA2015/0169) for 12 Emily Street Mortlake (A.K.A. 19 Herbert Street Mortlake) on the 20th of May 2015. No issues were raised (by Council or local residents) during the development application process from a planning perspective. The development was considered to be appropriately located in relation to both zoning and likely impacts on surrounding properties which were assessed to be non-existent and was considered to be in character with the local area. The site was also considered to be consistent with both statutory and non-statutory development standards and controls.⁸³ It is noted that the development was not applied for under SEPPARH. The development was recommended for approval under the delegated authority of a senior statutory town planner on the 19th of June 2015.

9.7 Insight from private proponent and CHP tenancy manager

The private proponent of this development, Herly Pty Ltd. The managing director is Michael Cantali. At the time of writing JSA had not been in contact with Mr Cantali for an interview.

The affordable housing properties in this development are managed by Link Housing. A property manager for Link Housing advises that their first tenants moved in in January 2016, and so far all

⁸¹ Affordable Housing Policy, City of Canada Bay, 7 August 2007, p.3

⁸² <http://www.canadabay.nsw.gov.au/cs-affordable-housing-program---main-page.html>

⁸³ Development Assessment, City of Canada Bay, DA2015/0169, 12 Emily Street Mortlake NSW 2137, para. 6

is going well and they have not received any complaints from tenants or neighbours. Link also advised that they are managing four of the properties in the building at this time. These tenants include three adult females, two adult males and one child. The composition of these households includes a single parent household with child, one couple household and two single adult households. Three tenants are employed full-time, one tenant is employed part-time and receiving Centrelink benefits and another is receipt of workers compensation.⁸⁴

9.8 Experience of neighbours

On Wednesday the 13th of April, JSA conducted a door knock survey of neighbours surrounding an affordable housing development at 19 Herbert Street, Mortlake. Overall, 6 residential properties and 4 businesses were door knocked in Herbert Street, Tennyson Road and Emily Street, with 2 residents and 1 business surveyed onsite and 7 properties letterbox dropped with the survey. One survey was returned to JSA by mail. The response rate for this case study was 40%.

As we were interested in obtaining a profile of private tenants living within the development, JSA also letterbox dropped a package containing a basic demographic survey with a stamped, self-addressed envelope to return the completed survey to JSA. No surveys were returned; therefore we are unable to report on the profile of private tenants living in the development.

Three of the four neighbours surveyed had lived (or managed a business) in the property for over ten years, with one neighbour living there between 5 and 9 years. The three residential neighbours owned their homes (outright or paying a mortgage), while the business neighbour was renting the property.

All of those surveyed reported that they had only had positive experiences in their neighbourhood. Neighbours reported that the best things about living in their neighbourhood included the strong sense of community, that it was a safe and quiet neighbourhood and their proximity to shops and transport. Elements that residents would change about the community included removal of the industrial businesses in the street, increasing the pedestrian crossings in the area and removal of the development itself (although the resident stated that they were cognisant of the fact that increase in density was inevitable).

All of those surveyed knew about the development prior to construction, with only one neighbour indicating that they had any concerns – which related to parking in the street. The neighbour with concerns over parking, indicated that they shared their concerns by attending a public meeting and making a formal submission to Council. They noted that there concerns were not addressed and that since the development had been built they have experienced negative impacts related to parking. They have not made any complaints. None of the other neighbours surveyed had any concerns about the development and report that they have experienced no impacts from the development. The business neighbour indicated that the development brought some positive impacts including painting the front of the business contributed by the developer and more customers.

⁸⁴ Email correspondence with Link Housing, Property Manager, 18 March 2016.

9.9 Reflections from City of Canada Bay Council

The Strategic Planning Coordinator for City of Canada Bay Council provided a response to our queries regarding Council's experience with the affordable housing development at 19 Herbert Street, as well as their experiences with development application process, the Affordable Rental Housing SEPP (ARH SEPP) and generally, council's policy regarding affordable housing within their LGA.⁸⁵

It was noted by City of Canada Bay Council that the proponent provided sufficient information for their application to be assessed by council. This application was the second made by the developer for the same site. The first application was appealed to the Land and Environment Court under a deemed refusal, however the applicant chose not to proceed with the appeal.

City of Canada Bay Council does have a current affordable housing policy that primarily seeks to address the management of council's affordable housing portfolio. The City of Canada Bay Local Planning strategy also includes objectives and actions in relation to affordable housing, located in the Housing Chapter.

Council reports that it will assess applications received under the ARH SEPP in accordance with its policies. Where applications are consistent with these policies and have an acceptable level of impact on the surrounding locality, it will be recommended for approval.

Canada Bay Council asserted that they are of the opinion that the ARH SEPP is not the most effective method of delivering affordable housing. They believe the temporary nature of housing produced under the ARH SEPP does not achieve an effective or long-term solution. They state that the bonus provisions provided under the legislation also result in most of the benefit being provided to the developer. Council stated that every application is assessed on its merits, regardless of whether it concerns affordable housing, and therefore does not actively support or advocate for any particular application.

Specifically in relation to the development at 19 Herbert Street, Mortlake the Council has stated that as this street has moved from predominantly industrial to mixed use developments, there has been an improvement to the visual character of the street. They noted that as the development has only recently been completed and tenanted it is too early to gauge any potential negative impacts of the development.

The City's current portfolio of affordable housing has been funded through negotiation of individual Voluntary Planning Agreements with developers on a case by case basis. The City has a strong preference to move beyond ad hoc arrangements and implement an inclusionary zone, with a specific requirement for affordable housing.

Canada Bay Council, subject to confirmation of feasibility, proposes that the affordable housing target could be achieved through a requirement to provide affordable housing contributions under Section 94 of the Environmental Planning and Assessment Act. However, this would require amendment of SEPP 70 to allow a Council to require such contributions. These dwellings would

⁸⁵ Email correspondence City of Canada Bay Council, Strategic Planning Coordinator, 06 April 2016.

be used to provide affordable rental housing to low and moderate income households, targeting key workers within the city or nearby areas.

The City of Canada Bay is currently working with the Department of Planning and Environment to deliver this outcome in Rhodes East. Council has a goal of achieving a minimum of 5% affordable housing in this area and sees this approach as a potential model for future urban development projects within their local government area.

9.10 Lessons learned

- This case study appears to be an example where there is minimal community opposition to an affordable housing development, despite the presence of some low density neighbours and being located in a relatively high socioeconomic area, due to the immediate area/street where the development is proposal is an area undergoing transition and is a mixed use area. The building itself is new, modern and of apparent high quality; as the rental advertisements show. However, when visiting the street it is apparent that there is a very mixed feel about the street with a mixture of separate houses, light industrial and other medium density housing.
- The City of Canada Bay Council has taken a relatively progressive approach to understanding the need for and delivering affordable housing within its area. Council notes the limitations of SEPPARH and the NRAS scheme in the short term time frame (e.g. 10 years) that the dwellings must be rented affordably. Despite its use of VPAs to capture contributions and develop its own affordable housing stock over the years, it is seeking a less 'ad hoc' approach and appears supportive of inclusionary zoning in some form. This Council could be an important partner and ally in furthering reforms in the planning system to achieve more sustainable, affordable housing.

10 57-59 High Street, Parramatta

10.1 Criteria for selection

Table 10.1: Criteria for case study selection, High Street

Criteria for Case Study Selection	57-59 High Street, Parramatta
Completed and occupied	Yes
Located in an area of high need for AH	Yes
In or near the Parramatta Road corridor and development precincts	100m from Granville precinct boundary
LGA represented	Parramatta
Tenure type	Social and Affordable rental Housing
Dwelling size, style, type	4 storey flat building, 30 units
Developer type	CHP – Evolve Community Housing
Developed utilising facilitative funding and/or planning provisions (e.g. SEPPARH, NRAS, Council land/funding, NBESP)	NRAS, SAIF, DA lodged in 2009 prior to introduction of SEPPARH.
Local community opposition to the proposal	1 submission in opposition received

Source: JSA, 2016

10.2 Project description

The project is located at 57-59 High Street, Parramatta in the Parramatta LGA. The project is a four storey block of 30 units, tenanted using a mixed-tenure model of 17 social housing units and 13 affordable rental housing units. The development includes basement car parking, 7 one-bedroom units, 16 two-bedroom units, 3 three-bedroom units and 2 two-bedroom plus study units⁸⁶ including six fully adaptable units.

The project was initiated and completed by Evolve Housing, a Tier 1 community housing provider in NSW, in late 2014. Evolve has retained all of the units and manages the properties. Evolve Housing utilised funding from the Social Housing Growth Fund and NRAS to complete the project.⁸⁷

⁸⁶ Statement of Environmental Effects, Pg 1.

⁸⁷ <https://www.evolvehousing.com.au/high-street-parramatta>



Figure 10.1: 57-59 High Street, Parramatta

Source: Evolve Housing, <https://www.evolvehousing.com.au/high-street-parramatta>

10.3 Location description

At the time the DA was lodged for this project the site was zoned B4 Mixed Use under the Parramatta City Centre Local Environmental Plan 2008. Currently the site is not expressly zoned under the Parramatta Local Environmental Plan 2011, but rather it is included in the additional local provisions for the Parramatta City Centre, of which Part 7 of the PLEP 2011 applies.⁸⁸

At the time the DA was lodged a commercial building occupied the site, which was located within a mixed-use area with a mixed 'character' including older detached dwellings some adapted for commercial use, some heritage items, low scale commercial buildings and a mix of older and newer residential flat buildings typically three and four storeys.⁸⁹

The site is well located in terms of access to public transport, with both Harris Park train station and the Parramatta train station in relative proximity, at 300 metres and 1 kilometre walking distance respectively.

The project is located just outside (approximately 100 metres) the Granville precinct within the Parramatta Road Urban Transformation Area.

⁸⁸ Parramatta Local Environmental Plan 2011, Part 7 – Additional local provisions City Centre, <http://www.legislation.nsw.gov.au/maintop/view/inforce/epi+540+2011+cd+0+N>

⁸⁹ SEE Pg 5.

10.4 Local demography & need for affordable housing

Parramatta Suburb has a significantly lower percentage of separate houses (13% compared with 51% and 59%, respectively) and a significantly higher percentage of three storey or more flats, apartments or units (70% compared with 24% and 20%, respectively). Parramatta suburb also has a significantly lower percentage of properties owned outright than the Parramatta LGA and Greater Sydney (10% compared with 23% and 27%, respectively) and a significantly higher percentage of private renters (48% compared with 26% and 22%, respectively). Parramatta suburb has a higher [percentage of residents on a low weekly household income than Parramatta LGA or Greater Sydney (20% compared with 14% and 13%, respectively) and a higher percentage on a moderate income (26% compared with 18% and 16%, respectively)

Table 10.2: Housing demographics of the Parramatta suburb compared with the Parramatta LGA and Greater Sydney.

	Parramatta Suburb	Parramatta LGA	Greater Sydney
Household composition			
One family household	53%	62%	62%
Multiple family household	2%	3%	2%
Non-family household	29%	24%	24%
Dwelling Structure			
Separate house	13%	51%	59%
Semi-detached, row or terrace house, townhouse etc with one storey	3%	5%	5%
Semi-detached, row or terrace house, townhouse etc with two or more storeys	3%	8%	7%
Flat, unit or apartment in a one or two storey block	10%	11%	7%
Flat, unit or apartment in a three storey block	26%	14%	9%
Flat, unit or apartment in a four or more storey block	44%	10%	11%
Weekly Household Income			
% on Very Low Weekly Household income	24%	24%	21%
% on Low Weekly Household income	20%	14%	13%
% on Moderate Weekly Household income	26%	18%	16%
Median Weekly household Income	\$1,314	\$1,288	\$1,447.00
Median Weekly Rent	\$350	\$340	\$351.00
Landlord and Tenure Type			
Owned outright	10%	23%	27%
Owned with a mortgage	20%	29%	31%
Rented: Real estate agent	41%	21%	18%
Rented: State or territory housing authority	3%	7%	4%
Rented: Person not in same household	7%	5%	5%
Rented: Housing co-operative, community or church group	1%	1%	1%

Source: ABS (2011) Census of Population and Housing, JSA 2016

10.5 Policy Context

Parramatta City Council has an Affordable Housing Policy.⁹⁰ The stated aim of the policy is to protect existing affordable housing and to facilitate new affordable housing, with aspirational targets for the proportion of affordable housing in the LGA to remain at 8% where it stood in 2006.⁹¹

The Parramatta LEP 2011 does not include any provisions or clauses regarding affordable housing.

10.6 Development Application process

DA/246/2009 was lodged by Geomech Developments in April 2009 (prior to the introduction of SEPPARH in July 2009), for alterations and additions to an approved 4 storey mixed use development, including an increase in the number of apartments from 22 to 28, revised floor layouts, decreased building height, increased building footprint and additional car parking.⁹² The previously approved DA was for a four-storey residential flat building with 22 units and 20 car parking spaces. The DA in question sought to increase the number of car parking spaces by 4, increase the number of units to 28 with an amended mix and increase the Floor Space Ratio (FSR) of the development with no increase to the height of the building.

Consent for the DA was granted by Parramatta City Council in November 2009. It is understood that Evolve Housing purchased the site with the approved DA in place.⁹³

Additional DAs were lodged in 2013 by Australian Consultant Architects (on behalf of Evolve Housing) with Council for further amendments to the building, particularly for the conversion of ground floor commercial space to residential units. A demolition notification was issued in February 2013, and we understand that the building was completed and tenanted in 2014.

10.6.1 Issues raised during the DA process

Based on the documents available on Parramatta Council's DA Tracking system, it appears that there was one submission received from a neighbour living in the block of flats immediately adjacent to the development. Their concerns related to impacts of increased density in the local area with regard to parking and traffic, as well as impacts to their existing viewshed and outdoor open space of their balcony from the proposed building. It is important to note that the DA was lodged prior to the introduction of SEPPARH 2009, and there is no reference to affordable housing in any of the DA documentation reviewed.

⁹⁰ https://www.parracity.nsw.gov.au/__data/assets/pdf_file/0018/103563/AffordableHousingPolicy-POLICY298.pdf

⁹¹ Parramatta City Council (2009) Affordable Housing Policy, Pg 6.

⁹² Parramatta City Council, DA Tracking, DA/246/2009, <http://eplanning.parracity.nsw.gov.au/Pages/XC.Track/SearchApplication.aspx?id=273385>

⁹³ Correspondence with Evolve Housing, 08 April 2016.

10.7 Insight from CHP proponent

The High Street development is referred to as The Cornerstone by its owner and tenancy manager Evolve Housing. Evolve was able to provide an additional nine dwellings on the site by leveraging funding received from the Commonwealth Supported Accommodation Innovation Fund and NRAS (e.g. funding for 21, 30 dwelling were built). Evolve has helped to establish an active Resident Group at the Cornerstone has employed innovative approaches with regards to arrangements for property maintenance, as well as support for the tenants that has led to training and employment.⁹⁴

Evolve Housing provided a basic profile of its tenants in the Cornerstone. 54% of tenants are female and 46% are male. The age of residents ranges from 1 to 54 years, with the highest proportion of tenants aged between 20 years and 34 years (39%). The majority of residents lived in private housing prior to their tenancy in the development. 55% of households are family households with children, 30% are two adult households with the remainder lone person households. The majority of households have an annual income of \$70,000 or less. 36% of tenants are employed, 16% are studying and 9% are in receipt of a support pension.⁹⁵

10.8 Experience of neighbours

On Friday the 15th of April, JSA conducted a door knock survey of the neighbours surrounding the affordable housing development at 57-59 High Street, Parramatta. Overall, 37 residential properties and 2 businesses were door knocked in High Street, with 1 resident and 1 business surveyed onsite and 37 properties letterbox dropped with the survey. No surveys were returned to JSA by mail. The response rate for this case study was unfortunately very low at 5%.

The residential neighbour surveyed had lived in their property for over 10 years and the business neighbour surveyed had been operating there for between 1 and 4 years. The resident neighbour owned their property and stated that they had concerns about the prior to its construction related to privacy, overlooking and noise; and that they had signed a petition to express their concerns. The business neighbour was not aware of the development prior to construction and had not experienced any impacts since it was completed and tenanted. The residential neighbour stated that they had experienced negative impacts from the development particularly related to noise from a regular Sunday church service held at the development, privacy and overlooking concerns, and from dust during the construction phase. The residential neighbour reported that they were told by the developers that they would clean their windows, which had become dirty from the construction, however this was never done. They also reported that construction had caused damage to the footpath at the front of the neighbouring property which has not been fixed. The business surveyed also stated that there was some 'wear and tear' on the shared laneway behind their building. Neither respondent had made any complaints about the development, with the residential neighbour stating

⁹⁴ Email correspondence from Evolve Housing, Business Development Manager, 19 April 2016.

⁹⁵ Email correspondence from Evolve Housing, Private Housing Market Manager, 26 April 2016.

that they did not believe that it would make a difference based on their experience during the construction phase.

10.9 Reflections from Parramatta Council

A member of Parramatta City Council's Social Outcomes team provided a response to our queries with regard to the development at High Street and Council's experience with SEPPARH and their approach to affordable housing.⁹⁶

With regard to the High Street development, Council noted that the DA was lodged prior to the introduction of SEPPARH and Council's Affordable Housing Policy in 2009. Council states that the development is providing housing for a number of residents experiencing housing stress and that there have been no formal complaints received about the property.

Council reports that between 2011 and 2015, 42 Development Applications have been lodged under the Affordable Housing SEPP. Nine of the DAs have been refused either because they did not comply with requirements of SEPPARH, LEP or DCP; or they were not a permitted use; or they were not being in the public interest. 23 applications have been approved, with one at the LEC. The remaining are currently under assessment.

As per Council's Affordable Housing Policy, the aim is to protect existing affordable housing and to facilitate new affordable housing in Parramatta LGA to provide for social, cultural, environmental and economic sustainability. Council reports that they have negotiated 4 Affordable Housing Units through Voluntary Planning Agreements, and have advocated for the inclusion of affordable housing in state government urban renewal projects such as the North Parramatta Precinct (an Urban Growth NSW precinct).

10.10 Lessons learned

This case study provides an example of where a CHP has purchased a site with an approved DA, which it then successfully developed and utilised for affordable housing.

⁹⁶ Email correspondence from Parramatta City Council, Social Outcomes, 21 April 2016.

11 34 Noble Avenue, Strathfield

11.1 Criteria for selection

Table 11.1: Criteria for case study selection, Noble Avenue

Criteria for Case Study Selection	34 Noble Avenue, Strathfield
Completed and occupied	Yes
Located in an area of high need for AH	Yes
In or near the Parramatta Road corridor and development precincts	Close, 3km from Homebush and Burwood
LGA represented	Strathfield
Tenure type	Mixed tenure, private sale/affordable housing
Dwelling size, style, type	12 townhouses
Developer type	Bridge Housing Ltd: Public Benevolent Institution, ACNC registered
Developed utilising facilitative funding and/or planning provisions (e.g. SEPPARH, NRAS, Council land/funding, NBESP)	Applied for under SEPPARH and NRAS
Local community opposition to the proposal	Yes; during the notification period six submissions were received from local residents and a petition containing 13 signatories objecting the development.

Source: JSA, 2016

11.2 Project description

On the 30th of December 2010, Omar Abdul-Rahman (a private developer) lodged a Development Application to demolish an existing single storey dwelling at 34 Noble Street, Strathfield and construct a new two storey townhouse development. The development includes 1 x one bedroom unit and 11 x two bedroom units with basement parking. Six of the twelve units are to be used for affordable housing for a minimum period of 10 years, as provided for under SEPPARH with the remaining 6 being sold privately.⁹⁷

The affordable housing properties are currently being managed by Bridge Housing Ltd. The units are being advertised as being part of the 'Affordable Housing Program Strathfield' with restrictions on potential residents such as gross annual income and citizenship. Weekly rent for these properties begins at \$367, with rent being charged at 74.9% of market price (as advertised).⁹⁸

This development was applied for under SEPPARH and utilised funding from NRAS.

⁹⁷ Planning Committee Meeting 8th March 2011, page 4

⁹⁸ <http://www.domain.com.au/11-34-noble-avenue-strathfield-nsw-2135-10148758>



Figure 11.1: Street view of completed 34 Noble Street development (indicated with red arrow) and immediate surrounds

Source: Google Maps 2016

11.3 Location description

The site is under the jurisdiction of the Strathfield Local Environmental Plan 2012. The site, an all properties located in Nobel Avenue, are zoned R3 (Medium Density Residential). The areas surrounding Noble Avenue are zoned as Low and Medium Density Residential (R2 and R3, respectively), Public Recreation (RE1) and Mixed Use (B4). Under the Strathfield LEP the site had a maximum building height of 9.5 metres and a FSR of 0.65:1.⁹⁹



Figure 11.2: Map of the Land Zoning of 34 Noble Street and surrounds

Source: Strathfield LEP 2012

⁹⁹ Strathfield Local Environmental Plan 2012 < <http://maps.strathfield.nsw.gov.au/intramaps80/> >

The site is surrounded by predominantly residential dwellings with a large greenspace, Edwards Park, located opposite the front of the property. The site contained a single storey dwelling to be demolished. The site at the time of the lodgement of the DA neighboured single storey fibro and brick dwellings on either side, at 32 and 36 Noble Street. Two storey contemporary dwellings are located in the vicinity, further north and west of the site.¹⁰⁰



Figure 11.3: Aerial View of 34 Noble Avenue, Strathfield and its surrounds

Source: Google Maps 2016

The site is located 290 metres from the nearest bus station, located in Homebush street (parallel to Noble Avenue to the east). The closest train station is Strathfield Station, which is approximately 2.7 km walk from the site.

11.3.1 Site visit

JSA completed a site visit of Noble Avenue, Strathfield, on the 18th of March, 2016. It was observed that the development at 34 Noble Avenue had been completed and tenanted. Construction of the development at 32 Noble Avenue was underway, with workers present at the site at the time of construction. It was observed that 36 Noble Avenue and 50 Noble Avenue had proposed development notifications displayed at the front of their properties, informing the general public of the development proposed to be undertaken at these sites.

Apart from the developments mentioned above, Noble Avenue generally contained one and two storey single detached dwellings, interspersed with several duplex and townhouse developments, particularly in the adjoining Macarthur Avenue.

¹⁰⁰ Planning Committee Meeting 8th March 2011, page 3

11.4 Local demography & need for affordable housing

The Strathfield suburb has a slightly higher percentage of residents on very low and low weekly household incomes. Strathfield suburb has a higher median weekly household income than Strathfield LGA and Greater Sydney (\$1470 compared with \$1421 and \$1447, respectively). Strathfield suburb also has a higher median rent than the Strathfield LGA (\$420 compared with \$400) and a significantly higher median weekly rent than Greater Sydney (\$420 compared with \$351). Strathfield suburb and LGA both have a slightly higher percentage of private renters than Greater Sydney (29% and 27% compared with 23%).

Table 11.2: Housing demographics of the Strathfield suburb compared with Strathfield LGA and Greater Sydney

	Strathfield Suburb	Strathfield LGA	Greater Sydney
Household composition			
One family household	62%	65%	62%
Multiple family household	3%	3%	2%
Non-family household	24%	22%	24%
Dwelling Structure			
Separate house	53%	48%	59%
Semi-detached, row or terrace house, townhouse etc with one storey	1%	2%	5%
Semi-detached, row or terrace house, townhouse etc with two or more storeys	3%	6%	7%
Flat, unit or apartment in a one or two storey block	7%	10%	7%
Flat, unit or apartment in a three storey block	13%	15%	9%
Flat, unit or apartment in a four or more storey block	22%	18%	11%
Weekly Household Income			
% on Very Low Weekly Household income	25%	21%	21%
% on Low Weekly Household income	15%	12%	13%
% on Moderate Weekly Household income	18%	16%	16%
Median Weekly household Income	\$1,470	\$1,421	\$1,447
Median Weekly Rent	\$420	\$400	\$351
Landlord and Tenure Type			
Owned outright	29%	26%	27%
Owned with a mortgage	23%	28%	31%
Rented: Real estate agent	24%	23%	18%
Rented: State or territory housing authority	2%	4%	4%
Rented: Person not in same household	5%	4%	5%
Rented: Housing co-operative, community or church group	1%	1%	1%

Source: ABS (2011) Census of Population and Housing, JSA 2016

11.5 Policy Context

Strathfield Council does not appear to have a specific affordable housing strategy for their LGA, nor any specific provisions related to affordable housing in the Strathfield LEP 2012.

11.6 Development Application process

The Development Application for 34 Noble Street was lodged on the 30th of December 2010. Notification for the proposal was from the 20th of January to the 3rd of February 2011.

11.6.1 Issues raised during the DA process

After the lodgement of the DA, discussions were held with Council concerning the development regarding amenity, access, landscaping and objectors concerns. Over the notification period six submissions were received voicing their objections to the development and one petition containing 13 signatures was received. Their objections included:

- Increase in traffic and parking congestion;
- Loss of solar access to adjoining properties;
- Overlooking and privacy concerns for adjoining properties;
- Potential increase for noise;
- The development is incompatible with the character of the local area; and
- Approval of the development sets a 'dangerous' precedent for other developments of that nature in the street.¹⁰¹

A number of residents proposed that the development was a threat to the 'quiet' and 'peaceful' atmosphere of their street.¹⁰²

11.6.2 Issues addressed by the applicant prior to construction

These objections were discussed with the developer in the discussions held with Council from January to February 2011. In relation to these issues the following comments were made during the assessment of the application;

- Landscaping and adequate setback mitigate potential privacy impacts;
- Impacts on solar access to adjoining properties has been assessed as being acceptable;
- The development satisfies the parking requirements as set out on SEPPARH;
- The development is considered in character with the local area, meeting the requirements under SEPPARH for height, setbacks, minimum site area and design features;

¹⁰¹ Planning Committee Meeting 8th March 2011, Attachment 3 (Submissions)

¹⁰² Ibid

- Restrictions on fencing height mitigates possible concerns regarding visibility, and potential danger to pedestrians;
- An ancillary structure containing the waste bins will address potential odour problems.¹⁰³

The majority of these concerns were dismissed by Council, with no alterations made to the design of the development, with consideration to setbacks, landscaping and height of fencing to deal with issues such as privacy and visibility already having been incorporated into the design.

11.6.3 Determination

On the 8th of March 2011 the application was recommended for approval by the Planning Committee for Strathfield Council.

11.7 Insight from private proponent and CHP tenancy manager

JSA was unable to locate any contact details for the private proponent, Omar Abdul Rahman. It is important to note that Mr Rahman has been the proponent of multiple developments that utilised NRAS funding and the provisions of SEPPARH. It would be useful to speak with Mr Rahman about his experience with the planning system in the NSW in the development of affordable housing. Unfortunately however this was unachievable during this project due to a lack of information online about Mr Rahman or his companies.

Six of the 12 units at 34 Noble Avenue, Strathfield are affordable rental housing tenancy managed by Bridge Housing. Bridge Housing has managed these properties since June 2013, and has not received any complaints or concerns from neighbours. The six units managed by Bridge are currently home to 17 tenants including 7 children under the age of 15. Overall, 35% of the tenants are female and 24% are male, with 70% of adults currently working. Weekly household income ranges from \$909 to \$2597.¹⁰⁴

11.8 Experience of neighbours

On Wednesday the 15th of April, JSA conducted a door knock survey of neighbours surrounding the development at 34 Noble Avenue. Overall, 23 residential properties were door knocked in Noble Avenue and 2 on Homebush Road, with 1 resident surveyed onsite and 24 properties letterbox dropped with the survey. Overall, 2 surveys were returned to JSA by mail. The response rate for this case study was 12%.

JSA letterbox dropped the privately rented/owned units at 34 Noble Avenue with a package containing a basic demographic survey and stamped, self-addressed return envelope to JSA. One survey was returned in the mail.

¹⁰³ Planning Committee Meeting 8th March 2011, page 24-26

¹⁰⁴ Email correspondence from Bridge Housing, Housing Manager, 01 April 2016.

Of the three neighbours surveyed, 2 had lived in the street for over 10 years and one for between 1 and 4 years. Two of the residents were renting and one owned their property. Neighbour responses regarding their overall experience of the neighbourhood was mixed, with one reporting they had mostly positive experiences, one reporting they had neutral experiences and one reporting that they were unsure of their overall experience.

Those surveyed reported that the best thing about living in the neighbourhood was the proximity to amenities such as public transport, shops, doctors and the library. The things reported by residents that they would change included the increasing density of the street and an increase in lighting and police patrols.

Of those surveyed, all three knew about the development and two reported that they had concerns about it before it was built. The two neighbours who had concerns stated that they were worried about impacts associated with parking, traffic, noise, rubbish, privacy and overshadowing. These two neighbours indicated that they shared their concerns, one by attending a public meeting, and the second by a variety of methods including attending a meeting, signing a petition, making submission to council and making representations to their local MP or the media. The two respondents stated that their concerns could have been addressed with an increase in onsite parking and improvements to the design and size of the building which they believed were incompatible with other homes in the street, but that either some or none of their concerns had been addressed prior to the construction.

All three neighbours surveyed indicated that overall, the development had produced negative impacts, while particularly concerns around design and look of the project coupled with the changing nature of the character and density of the street, parking issues and some experiences of poor neighbourly behaviour related to rubbish and noise. However, none of those surveyed had made any official complaints regarding the development or its tenants.

11.9 Reflections from Strathfield Council

At the time of writing, JSA had not received a response to its inquiries to Strathfield Council about this development.

11.10 Lessons learned

- There remain many unanswered questions about this project and other SEPPARH developments on Noble Avenue, Strathfield. We would like to learn more from the private proponent of this development, and the proponents of other SEPPARH developments on the street, about their experience with the planning system and the rationale for selecting this location for their developments.
- We are also interested in learning more about Strathfield Council's experience with SEPPARH developments and their thoughts on the attraction and use of Noble Avenue for this type of development.
- Noble Avenue could be an example of reduced community opposition to affordable housing development over time, due to original opponents moving on and/or the changing

nature of the street and neighbourhood and greater experience of and exposure to higher density development and affordable rental housing. It would be interesting to follow the change in this street, as well as the perceptions and experiences of neighbours as densities increase and more affordable housing is introduced.

12 80 Parramatta Road, Camperdown

12.1 Criteria for selection

Table 12.1: Criteria for case study selection, 80 Parramatta Road

Criteria for Case Study Selection	80 Parramatta Rd, Camperdown
Completed and occupied	Yes
Located in an area of high need for AH	Yes
In or near the Parramatta Road corridor and development precincts	Close- to Camperdown Precinct
LGA represented	Sydney
Tenure type	Boarding House
Dwelling size, style, type	54 room boarding house
Developer type	Private
Developed utilising facilitative funding and/or planning provisions (e.g. SEPPARH, NRAS, Council land/funding, NBESP)	Not lodged under SEPPARH, but the application of this legislation was considered and applied during judgment.
Local community opposition to the proposal	Yes

Source: JSA, 2016

12.2 Project description

A Development Application was lodged by Affordable Housing NSW Pty Ltd on the 16th of March 2012 to demolish the existing building at No. 80 Parramatta Road Camperdown, and erect a 54 room boarding house.¹⁰⁵ The building was to be used primarily as a boarding house while also containing retail/commercial floor space on the ground level facing Parramatta Road.¹⁰⁶ The development was not lodged under the State Environmental Planning Policy (Affordable Rental Housing) 2009 (SEPPARH) the provision of the additional 0.5:1 FSR that this legislation allows was applied to the development.¹⁰⁷

The original application was refused by Sydney City Council. Conciliation was attempted and a number of amendments were made to the original plans in an attempt to address objections from both councils and local residents. Objectors were informed of the final site visit, but none chose to attend. Despite a number of conciliation attempts an agreement could not be reached and Affordable Housing NSW Pty Ltd appealed the refusal to the Land and Environment Court.¹⁰⁸

The development, including the demolition of the existing building and the erection of a 55 room boarding house (including a Caretakers room) and retail/commercial floor space, was approved by the Court with conditions including restricted use of the rooftop terrace, noise restrictions during

¹⁰⁵ Affordable Housing NSW Pty Ltd v Sydney City Council 2012 NSWLEC 1314 para. 1

¹⁰⁶ Affordable Housing NSW Pty Ltd v Sydney City Council 2012 NSWLEC 1314 para. 6

¹⁰⁷ Affordable Housing NSW Pty Ltd v Sydney City Council 2012 NSWLEC 1314 para. 16

¹⁰⁸ Affordable Housing NSW Pty Ltd v Sydney City Council 2012 NSWLEC 1314 para. 1

construction, waste management and collection restrictions, ineligibility for residents of the boarding house to participate in resident parking permit scheme and landscaping conditions (among others).¹⁰⁹

According to advertisements on 'www.Domain.com.au', the apartments began to be tenanted from 2015, with rents ranging from approximately \$260 to \$301 per week.¹¹⁰ The studio apartments, according to rental ads on the website are targeted for 'students and working professionals'.¹¹¹ The property is currently being managed by Colonial State Realty, Marrickville.¹¹²

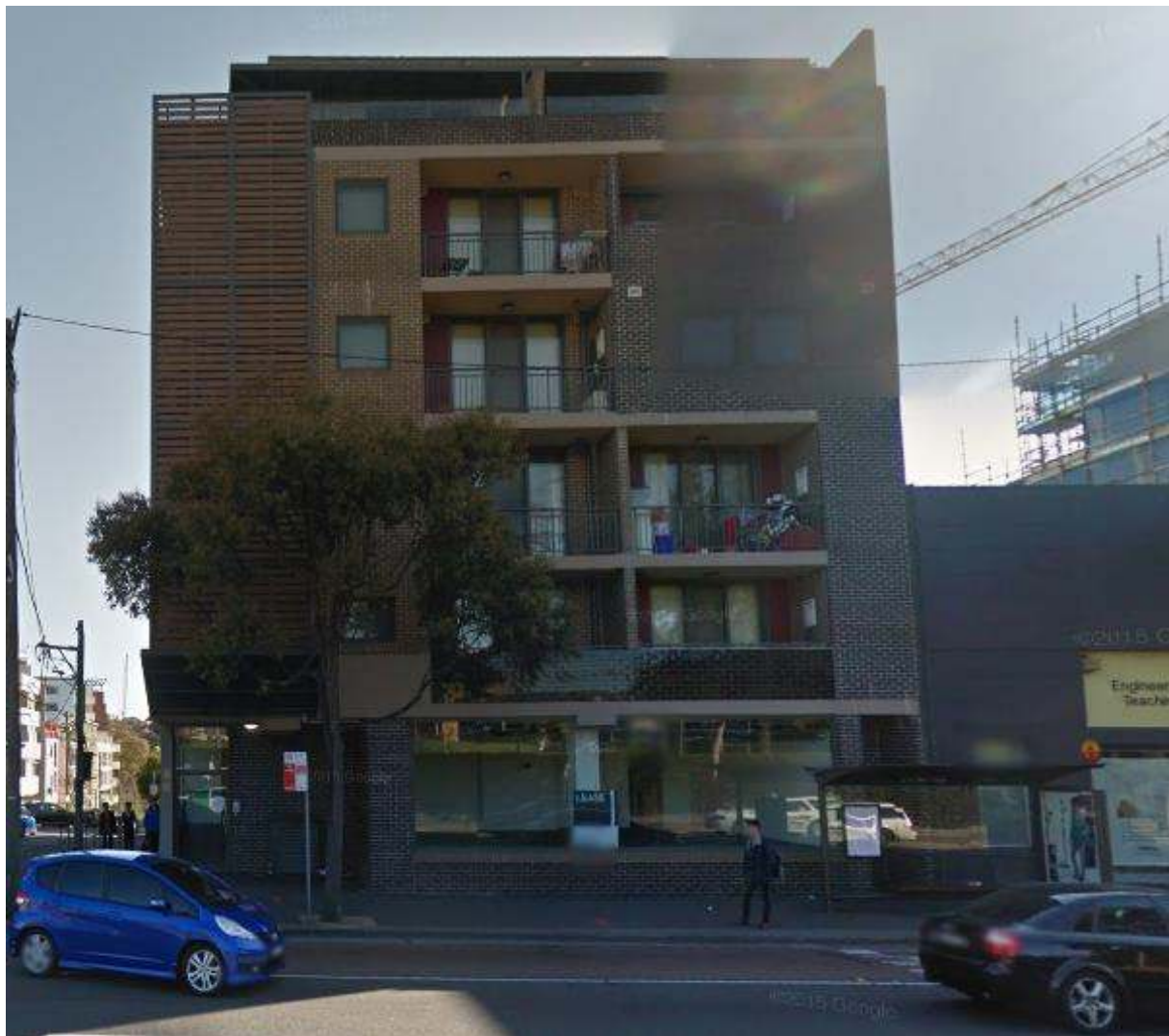


Figure 12.1: Street view of completed development at 80 Parramatta Road, Camperdown

Source: Google Maps, 2016

¹⁰⁹ <https://cdn.online.cityofsydney.nsw.gov.au/dasearch/determined/1049549-3757719.PDF> pp. 3-13

¹¹⁰ <http://www.domain.com.au/407-80-parramatta-road-camperdown-nsw-2050-9388002>

¹¹¹ <http://www.domain.com.au/404-80-parramatta-road-camperdown-nsw-2050-9614043>

¹¹² Ibid

12.3 Location description

The site is located on the north-eastern corner of Parramatta Road and Larkin Street, with a rear boundary of Sparkes Street in the Sydney Local Government Area. A brick warehouse existed on the site prior to redevelopment.¹¹³



Figure 12.2: Aerial view of 80 Parramatta Road, Camperdown and immediate surrounds

Source: Google Maps, 2016

The area surrounding the site is a mix of commercial, retail and residential (generally shop-top housing). Sydney University is located directly opposite the site on Parramatta Road. To the north-east of the site there are a number of newer mixed-use developments, with a height varying from four to six storeys. Older developments in the area are generally limited to two and three storey buildings. Generally, the area is considered in transition, with building activity present along Parramatta Road and Larkin Street, generally as mixed-use developments.¹¹⁴

¹¹³ Affordable Housing NSW Pty Ltd v Sydney City Council 2012 NSWLEC 1314 para. 4

¹¹⁴ Ibid, para. 5



Figure 12.3: Street view of 80 Parramatta Road, Camperdown and the neighbouring properties

Source: Google Maps, 2016



Figure 12.4: Street view of 80 Parramatta Road, Camperdown and the developments to the north of the property

Source: Google Maps, 2016



Figure 12.5: Street view of 80 Parramatta Road, Camperdown and the developments to the south of the property

Source: Google Maps, 2016

The site fell under the South Sydney Local Environmental Plan 1998, and is currently zoned B4 (Mixed Use) which allows the development of boarding houses with consent. The site also currently has a maximum building height of 18 metres and a maximum FSR of 2.5:1.¹¹⁵

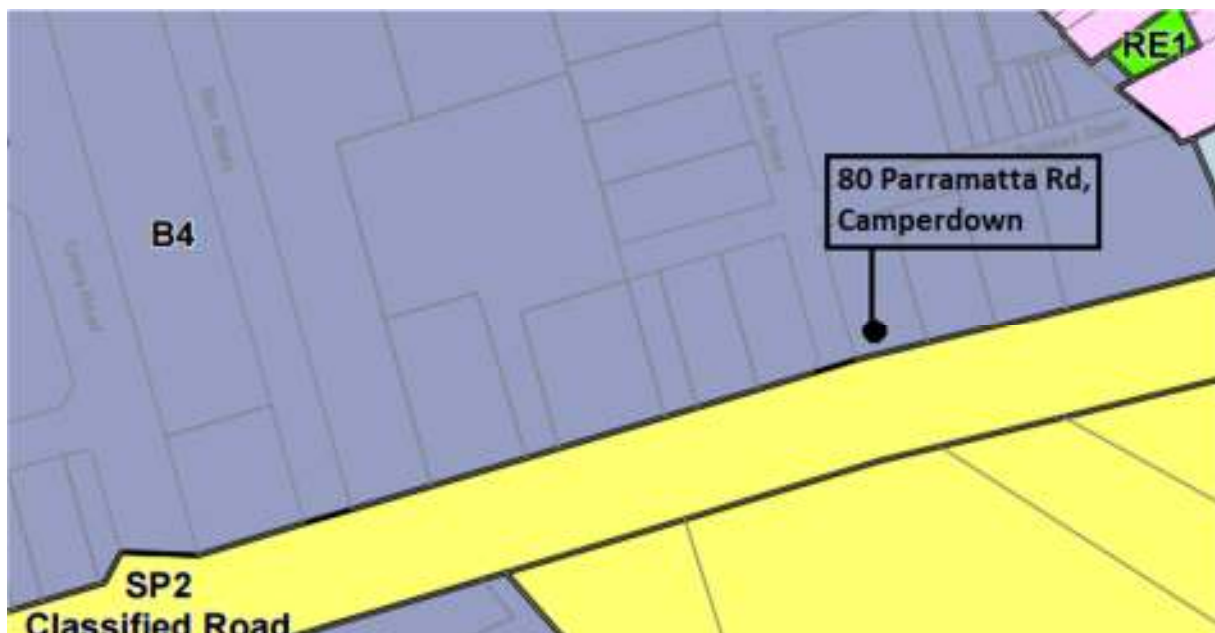


Figure 12.6: Zoning map of 80 Parramatta Road, Camperdown and surrounds

Source: Sydney Local Environmental Plan, 2012

¹¹⁵ South Sydney Local Environmental Plan 1998

A bus stop is located directly in front of the site; with bus stops located each side of Parramatta Road at varying intervals. Despite the nearest train station (Central Station) being 2.4km away, it is quite accessible by bus, taking approximately 15 minutes along Parramatta Road. Although services are not generally in the immediate vicinity (e.g. supermarkets, shops, medical), these are all easily accessible by bus, particularly given the proximity to Sydney City Centre.

12.3.1 Site visit

JSA conducted a site visit at 80 Parramatta Road, Camperdown, on the 18th of March 2016. The development at this site has been completed and is currently tenanted. Properties surrounding the site fronting Parramatta Road were predominantly commercial including a ‘spa’ and retail stores, which included some multi-storey shop-top housing to the east of the site. Properties north of the development along Larkin and Sparkes Street predominantly comprise of multi-storey unit developments.

It is relevant to note that the commercial neighbour located directly opposite the development across Larkin Street at 82 Parramatta Road is The Stiletto Brothel, is Australia’s largest brothel.¹¹⁶ Moreover, there is another large development of serviced apartments catering to students is also located a few doors down at 66-70 Parramatta Road.¹¹⁷



Figure 12.7: View down Larkin Street towards Parramatta Road and Sydney University, between the development and The Stiletto.

Source: JSA, 2016

¹¹⁶ <http://www.stiletto.net.au/>

¹¹⁷ <https://www.worldapartments.com.au/view.php?id=278>

Directly to the front of the site on Parramatta Road is a bus stop. At the time of the site visit (around 12pm) the bus stop was being utilised by several patrons including a resident of 80 Parramatta Rd.



Figure 12.8: View of the front of the development at 80 Parramatta Road, Camperdown

Source: JSA, 2016



Figure 12.9: View from the lane at the rear of 80 Parramatta Road, Camperdown

Source: JSA, 2016

12.4 Local demography & need for affordable housing

Camperdown suburb has a higher median weekly rent than the Sydney LGA (\$493 compared with \$465, respectively) and a significantly higher median weekly rent than Greater Sydney (\$493 compared with \$351, respectively). Camperdown and the Sydney LGA have higher rates of private renters than Greater Sydney (43% and 38% compared with 23%, respectively). Camperdown suburb also has a higher median weekly household income than Sydney LGA or Greater Sydney (\$1,953 compared with \$1,639 and \$1,447 respectively). Compared to Greater Sydney, Camperdown Suburb and Sydney LGA have significantly higher percentages of three or more storey flats, apartments and units.

Table 12.2: Housing demographics for Camperdown suburb compared with Sydney LGA and Greater Sydney

	Camperdown	Sydney	Greater Sydney
Household composition			
One family household	39%	35%	62%
Multiple family household	0%	0%	2%
Non-family household	42%	42%	24%
Dwelling Structure			
Separate house	5%	4%	59%
Semi-detached, row or terrace house, townhouse etc with one storey	14%	4%	5%
Semi-detached, row or terrace house, townhouse etc with two or more storeys	9%	15%	7%
Flat, unit or apartment in a one or two storey block	6%	5%	7%
Flat, unit or apartment in a three storey block	16%	10%	9%
Flat, unit or apartment in a four or more storey block	50%	60%	11%
Weekly Household Income			
% on Very Low Weekly Household income	17%	17%	21%
% on Low Weekly Household income	11%	9%	13%
% on Moderate Weekly Household income	20%	13%	16%
Median Weekly household Income	\$1,953	\$1,639	\$1,447
Median Weekly Rent	\$493	\$465	\$351
Landlord and Tenure Type			
Owned outright	10%	11%	27%
Owned with a mortgage	25%	18%	31%
Rented: Real estate agent	36%	31%	18%
Rented: State or territory housing authority	3%	7%	4%
Rented: Person not in same household	7%	7%	5%
Rented: Housing co-operative, community or church group	0%	1%	1%

Source: ABS (2011) Census of Population and Housing, JSA 2016

12.5 Policy Context

The primary affordable housing scheme for the Sydney LGA is the Green Square Affordable Housing Program, which does not apply to this development.

12.6 Development Application process

Affordable Housing NSW Pty Ltd lodged the original development Application (DA 375/2012/DP14) on the 16th of March 2012. The application was refused by Sydney Council and Affordable Housing NSW Pty Ltd appealed the Council's refusal to the NSW Land and Environment Court. Several conciliation attempts were made between the parties to resolve the issues raised by both Council and resident objectors. This included the applicants making a number of amendments to the development plans to address the issues raised, a conciliation conference on the 25th September 2012 and further discussions on the 30th October 2012 including a site visit. Objectors were notified of the site visit but none chose to attend.¹¹⁸

12.6.1 Issues raised during the DA process

Issues raised by Council and resident objectors can be summarised as:

- Proximity to large brothel;
- Concern that the boarding house will attract itinerants posing a security risk for the residents and affecting their amenity;
- Communal rooftop will affect the amenity of residents in Sparkes Street due to noise;
- Inadequate provision has been made for parking;
- Welcome the proposed footpath widening;
- Concerned about the design of building fronting Sparkes Street;
- Design, bulk, height and scale considered inappropriate and leading to amenity impacts; and
- Increased traffic¹¹⁹

12.6.2 Issues addressed by the applicant prior to construction

Affordable Housing NSW Pty Ltd appealed the Council's refusal to the NSW Land and Environment Court found in favour of the applicant on the 6th of November 2012. The majority of issues were addressed in the Court's conditions of consent which included restrictions on the use of the rooftop terrace, noise during construction, waste management and collection, ineligibility for residents of the boarding house to participate in resident parking permit scheme and landscaping.¹²⁰

¹¹⁸ Affordable Housing NSW Pty Ltd v Sydney City Council 2012 para. 1-2

¹¹⁹ Affordable Housing NSW Pty Ltd v Sydney City Council 2012 para. 12

¹²⁰ <https://cdn.online.cityofsydney.nsw.gov.au/dasearch/determined/1049549-3757719.PDF> pp. 3-13

12.7 Insight from private proponent

JSA was unable to identify any contact details for the private proponent, Affordable Housing NSW Pty Ltd. The entity was unable to be located via the ABN Lookup service online.¹²¹ JSA was also unable to make contact with the on-site caretaker for the building, despite ringing the unit attributed to the caretaker on two separate occasions. Moreover, the mailboxes for tenants are located indoors and behind the locked keypad accessible front door. Therefore, we were unable to letterbox drop the survey form in order to obtain a basic demographic profile the current tenants



Figure 12.10: Access to 80 Parramatta Road, including to mailboxes of residents

Source: JSA, 2016

¹²¹ <http://abr.business.gov.au/>

12.8 Experience of neighbours

On Friday the 1st of April, JSA conducted a door knock survey of neighbours surrounding the development at 80 Parramatta Road, Camperdown. Overall, 28 residential properties were letterboxed in Larkin Street and Sparkes Street (as they were unit blocks, JSA could not obtain access into the buildings to door knock). No surveys were returned from residential properties adjacent to the development, a response rate of 0%. JSA were able to speak to one resident briefly who lived in a unit block in Sparkes Street at the rear of the development. They stated that they were not aware of the development, had not lived there prior to the construction and had not experienced any adverse impacts associated with the development.

Two commercial neighbours were also approached. JSA used the front security system intercom to ring The Stilleto, and was informed that we could leave the survey under the door. The business next to the development, Emona Instruments at 78 Parramatta Road, was also approached. JSA was able to carry out an interview with the owner of this building and business. The owner stated that they had had no issues with the developer or the development during the construction phase and since the building had been tenanted. They noted that the developer had maintained a good relationship with the business throughout the process, ensuring the pathways at the front of the development were kept clean and unobstructed during construction, keeping them informed of the developments progress and taking them on a tour of the building after it was complete.

The owner stated that he was not aware the project was to be affordable housing prior to its approval, but had no concerns about it once they learned about that aspect of the development. The commercial neighbour reporting having experienced no negative impacts since the building has been tenanted, and also pointed out the presence of also newly developed 'serviced apartments' targeting students and workers located at 66-70 Parramatta Road. The neighbour noted that, 'They both would like me to sell my property to them so they can put up another one. But I'm not interested.'

12.9 Reflections of City of Sydney Council

At the time of writing, JSA had not received a response from the City of Sydney Council to our inquiry about this development.

12.10 Lessons learned

- Based on the presence of this and a neighbouring development of 'serviced apartments' it appears that there is demand for new generation boarding house style living in this area which is close to transport, university, services and employment opportunities.
- The building itself does not look dissimilar to any of the other residential flat buildings in the immediate locality.

- The lack of concern amongst neighbours about this type of development is evidenced by the 0% response rate to our survey and the feedback from the commercial neighbour next door who has owned and operated their business from this location for many years.
- The location of this development on a busy part of Parramatta Road coupled with the mix of uses in this area, including a large brothel, may have contributed to the lack of interest in our study and concern about this development by residential neighbours.

13 15 Parramatta Road, Annandale

13.1 Criteria for selection

Table 13.1: Criteria for case study selection, 15 Parramatta Road

Criteria for Case Study Selection	15 Parramatta Road, Annandale
Completed and occupied	Yes
Located in an area of high need for AH	Yes
In or near the Parramatta Road corridor and development precincts	Yes – within the Leichhardt precinct
LGA represented	Leichhardt
Tenure type	Boarding house
Dwelling size, style, type	24 room shop-top boarding house, ground floor commercial space
Developer type	Private
Developed utilising facilitative funding and/or planning provisions (e.g. SEPPARH, NRAS, Council land/funding, NBESP)	SEPPARH
Local community opposition to the proposal	3 submissions in opposition

Source: JSA, 2016

13.2 Project description

The project is located at 15 Parramatta Road, Annandale in the Leichhardt LGA. The project is a 24 room new generation boarding house with ground floor retail and commercial space applied for under the NSW Affordable Rental Housing SEPP 2009.

13.3 Location description

The site is located in a B2 Local Centre zone within the Leichhardt LEP 2013. At the time the DA was lodged in 2012, it was determined that the then current zoning of ‘Business’ under the Leichhardt LEP 2000 was equivalent to the zoning that applies to Division 3 ARH SEPP applications for boarding houses.¹²²

The site is located within the Annandale Heritage Conservation Area as per the Leichhardt LEP 2000. Development within this area includes a mix of commercial and residential developments. The site is adjacent to the Annandale Hotel. Due to its location on Parramatta Road, the site is in close proximity to a number of bus stops. The nearest rail services are at Stanmore station (1.1 km walking distance) or Newtown station (1.5 km walking distance). The site is located just outside and adjacent to the Camperdown precinct within the Parramatta Road Urban Transformation Area.

¹²² Boston Blyth Fleming Town Planners, Statement of Environmental Effects: Demolition of the Existing Building and Construction of a Mixed-Use Development, 15 Parramatta Road Annandale, Pg 15.

13.3.1 Site visit

JSA conducted a site visit at 15 Parramatta Road, Annandale, on the 18th of March, 2016. It was observed that the development was completed and the commercial property on the ground floor of the site fronting Parramatta Road was occupied. The site adjoins the Annandale Hotel to the West. At the time of the site visit (12 pm) there were a number of people frequenting the Annandale Hotel Café.

Properties to the east, west and south of the site are predominantly commercial including restaurants and retail stores. To the north of the site including terrace houses and single detached dwellings.



Figure 13.1: McCarthy Maisonettes from rear entrance including mailboxes, neighbouring empty block and other mixed uses.



Figure 13.2: Neighbouring residential properties along Nelson Street, Annandale

Source: JSA, 2016

13.4 Local demography & need for affordable housing

Annandale suburb has a significantly higher median weekly rent than Greater Sydney, though lower than the Leichhardt LGA. Annandale also have a significantly higher median weekly rent than Greater Sydney (\$450 compared with \$351), though again is lower than the Leichhardt LGA (\$480). Annandale and Leichhardt LGA have higher percentage of private renters than Greater Sydney (34% and 30% compared with 23%, respectively). Annandale and Leichhardt LGA have lower percentages of separate houses and higher percentages of terrace and town houses than Greater Sydney.

Table 13.2: Housing demographics of Annandale suburb compared with Leichhardt LGA and Greater Sydney

	Annandale	Leichhardt	Greater Sydney
Household composition			
One family household	50%	54%	62%
Multiple family household	1%	1%	2%
Non-family household	34%	32%	24%
Dwelling Structure			
Separate house	24%	34%	59%
Semi-detached, row or terrace house, townhouse etc with one storey	28%	16%	5%
Semi-detached, row or terrace house, townhouse etc with two or more storeys	17%	20%	7%
Flat, unit or apartment in a one or two storey block	9%	8%	7%
Flat, unit or apartment in a three storey block	5%	8%	9%
Flat, unit or apartment in a four or more storey block	15%	12%	11%
Weekly Household Income			
% on Very Low Weekly Household income	18%	15%	21%
% on Low Weekly Household income	11%	8%	13%
% on Moderate Weekly Household income	18%	13%	16%
Median Weekly household Income	\$2,086	\$2,234.00	\$1,447.00
Median Weekly Rent	\$450	\$480.00	\$351.00
Landlord and Tenure Type			
Owned outright	19%	21%	27%
Owned with a mortgage	28%	29%	31%
Rented: Real estate agent	26%	24%	18%
Rented: State or territory housing authority	1%	4%	4%
Rented: Person not in same household	8%	6%	5%
Rented: Housing co-operative, community or church group	1%	1%	1%

Source: ABS (2011) Census of Population and Housing, JSA 2016

13.5 Policy Context

Leichhardt Municipal Council has been engaged with the issue of affordable housing since the mid-1990s by undertaking studies, incorporating diverse and adaptable housing clauses into its previous planning instruments and by developing its own Affordable Housing Strategy in 2011.¹²³ Leichhardt Council's Affordable Housing Strategy is a detailed document with objectives, policy statements and actions each supported by a rationale in order to, *“retain and facilitate a socioeconomic diverse and sustainable community through the retention, promotion and*

¹²³Leichhardt Council (2011) Affordable Housing Strategy, <http://www.leichhardt.nsw.gov.au/Planning---Development/Planning-Controls--DCPs--LEPs--VPAs-/Policy-Development/Planning-Studies/Planning-Studies>

development of affordable housing within the municipality to create stronger and healthier balanced communities".¹²⁴ The primary objectives of the Strategy are:

- To resist the loss of affordable housing and encourage the retention of existing affordable housing to maintain the socio-economic diversity within Leichhardt Municipality;¹²⁵
- To encourage the provision of affordable, adaptable and diverse housing and raise awareness of affordable housing needs and issues to facilitate action;¹²⁶ and
- To facilitate the provision of additional affordable housing within the Municipality.¹²⁷

The current Leichhardt Local Environmental Plan 2013, includes affordable housing in the aims of the plan.

- (h) to promote accessible and diverse housing types, including the provision and retention of: (i) housing for seniors or people with a disability, and (ii) affordable housing,¹²⁸

13.6 Development Application process

The development application for the project, D/2012/71, was lodged with Leichhardt Council in February 2012 by Glenn Coleman of Parramatta Road Annandale Pty Ltd. The application was approved by Council in September 2012. The final occupation certificate for the project was issued in November 2014.

The applicant's Statement of Environmental Effects notes that a pre-lodgement meeting was held with Council in November 2011. Following issues raised by Council, the applicant modified the design of the development and submitted the application.¹²⁹

The application was determined by Council.

13.6.1 Issues raised during the DA process

Following a preliminary assessment of the application, Council issued the applicant with a Request for Further Information and/or Amendments in May 2012. Council indicated that it had concerns with the impact of the development on the amenity of surrounding properties and future occupants, as well as there being some technical compliance issues with the proposal. Council's letter detailed the key issues including:

- Amenity impact – acoustics, solar access;
- Acoustic impacts to future residents from activities at the Annandale Hotel
- Solar access impacts to neighbouring approved residential development

¹²⁴ Ibid (2011) Pg 40.

¹²⁵ Ibid (2011) Pg 40.

¹²⁶ Ibid (2011) Pg 43.

¹²⁷ Ibid (2011) Pg 46.

¹²⁸ Leichhardt Council Local Environmental Plan 2013, Clause 1.2 Aims of the Plan, Sub-clause 2(h). <http://www.legislation.nsw.gov.au/>

¹²⁹ SEE, Pg 4.

- Relationship with adjacent buildings;
- Impact of demolition on the adjacent Annandale Hotel
- Floor Space Ratio (FSR);
- Differing calculations between applicant and Council in terms of FSR, with Council's calculation putting the development above the standard allowable under SEPPARH.
- Car parking;
- Additional information required to comply with AS/NZ 2890.1: 2004 Parking Facilities.
- Compliance with the Building Code of Australia and Access to Premises Standard;
- Including for example – entrance redesign, travel distances from certain units to an exit, ventilation requirements for acoustic windows, disabled parking requirements and lift compliance.
- Fees; and
- Difference between Council and applicant's Quantity Surveyor estimate of quoted costs and impacts to relevant fees.
- Submissions.¹³⁰
- Council received submissions with concerns regarding congestion, noise and amenity; of which Council requires comments on how these concerns will be mitigated.

In June 2012, the applicant's Town Planners submitted a response to the request for further information/amendments to the proposal.¹³¹ The applicant noted that two submissions were received regarding the development, from the owners of two adjoining properties – the Annandale Hotel and 1-13 Parramatta Road. It is noted that there are no submission documents included in Council's DA tracking system for this application.¹³² However, Council's Assessment Report indicates that three submissions in opposition were received.

13.6.2 Issues addressed by the applicant prior to construction

The letter provides a response to issues raised in the two submissions (e.g. solar access for a future development at 1-13 Parramatta Road and acoustic impacts to/from the Annandale Hotel) as well as lodging a SEPP No 1 objection to the floor space ratio development standard. The applicant re-calculated the FSR of the project, which proved to be above the standard. The SEPP 1 objection laid out the applicant's rationale for why this FSR would be acceptable and not a reason to refuse the development.

¹³⁰ Leichhardt Council (2012) Request for further information and/or amendments to proposal re: Development Application D/2012/71, Property: 15 Parramatta Road, Annandale NSW 2038, 16 May.

¹³¹ Letter from Amy Sutherland of Boston Blyth Fleming Town Planners to Leichhardt Council Re: Development Application D/2012/71, Property: 15 Parramatta Road, Annandale NSW 2038, Response to request for further information/amendments, 12 June.

¹³²

<http://www.eservices.lmc.nsw.gov.au/ApplicationTracking/Pages/XC.Track/SearchApplication.aspx?id=424425>

Many of the other issues raised by the Council are not expressly addressed in this letter. However, it is noted that a review of the applications history in Council's DA tracking system shows that many items of Additional Information were lodged following this date.

Council's Assessment Report indicated that the main issues with the proposal related to acoustic privacy and solar access, and that "the proposal is considered to have responded to those issues raised and in line with the advice given."¹³³

13.7 Current use

As of March 2016, the units of the completed project are being advertised as the McCarthy Maisonettes, "brand new architect designed studio apartments", managed by Belle Property Glebe.¹³⁴ In March 2016, one available unit was being advertised for between \$395 and \$520 per week depending on whether or not it is furnished and the lease duration.¹³⁵ We note that the property is not listed as either a 'general' or 'assisted' boarding house on the NSW Office of Fair Trading's Boarding House Register.¹³⁶

The McCarthy Maisonettes have been profiled in the media as part of a 'mini boom' in the Sydney housing market, based on the upsurge of small studio and boarding house developments in inner city areas. Some say it is part of the 'unintended consequences' of the introduction of SEPPARH and its provisions to facilitate the development of new generation boarding houses, which are ultimately catering towards the highest end of the moderate income band and as some argue are pushing out traditional lower income private renters.¹³⁷ It is important to note that SEPPARH does not include requirements that boarding house developments be let as affordable housing for a ten year period or managed by a community housing provider, as is required for dual occupancies, multi dwelling housing or residential flat buildings built under SEPPARH. However, in this case there was no loss of affordable housing associated with this new boarding house development. It has neither displaced existing low income renters nor created housing stock that is affordable to them. It has increased the supply of small studio rooms in a well-located, inner city area that are affordable to moderate income earners.¹³⁸

¹³³ Leichhardt Council, Assessment Report, 15 Parramatta Road, D/2012/71,

¹³⁴ <http://mccarthymaisonettes.com.au/>

¹³⁵ <http://www.belleproperty.com/renting/NSW/Inner-West/Annandale/Studio/7P1340-12-15-mccarthy--lane-annandale-nsw-2038>

¹³⁶ Search undertaken of the NSW Fair Trading Boarding House Register at <http://parkspr.fairtrading.nsw.gov.au/>, 02/03/2016.

¹³⁷ <http://www.smh.com.au/nsw/new-generation-boarding-houses-leave-traditional-tenants-out-in-the-cold-20141212-125zl9.html>

¹³⁸ Affordable rental benchmarks: very low income households <\$236 per week, low income households \$237-378 per week, moderate income households \$367-567 per week. JSA 2015, based on data from ABS (2011) Census indexed to September Quarter 2015 dollars.



Figure 13.3: McCarthy Maisonettes, Boarding House at 15 Parramatta Road, Annandale

Source: <http://mccarthymaisonettes.com.au/>



Figure 13.4: McCarthy Maisonettes, Boarding House room

Source: Belle Property Glebe, <http://www.belleproperty.com>

13.8 Insight from private proponent and on-site management

JSA was unable to locate contact details for the private proponent, Glenn Coleman of Parramatta Road Annandale Pty Ltd. However, it is noted that there are businesses registered with the ABN relate to this development including the Parramatta Road Annandale Unit Trust which includes the business name ‘McCarthy Maisonettes’.¹³⁹

JSA was also unable to make contact with any on-site caretaker, as there was no answer from the security intercom at the front of the building. Moreover, no response was received from the survey dropped in the ‘management’ mailbox.

JSA also letterbox dropped the units within the development with a package containing a demographic survey for current tenants, including a stamped, self-addressed envelope to return the completed survey to JSA. One tenant survey was returned by mail.

13.9 Experience of neighbours

On Friday the 1st of April, JSA conducted a door knock survey of neighbours surrounding the affordable housing development at 15 Parramatta Road, Annandale. Overall, 3 businesses and 6 residential properties were door knocked in Nelson Street, with one resident surveyed onsite. One completed survey was returned to JSA by mail. The response rate for this case study was 22%.

The two residents who completed the survey had lived in the neighbourhood for varying lengths of time; one less than 12 months and one between 5 and 9 years. They stated that their experience of the neighbourhood had been all or mostly positive. It was noted by one that the best thing about living in the area was access to transport while the other stated that the worst things about living in the area was the noise and nuisance from the Annandale Pub. The residents surveyed stated that they were either not aware or were unsure about of the proposal at 15 Parramatta Road and hence, did not have any concerns before it was constructed.

Since the development has been tenanted, the two residents surveyed reported that overall they have mostly experienced no/neutral impacts from the development. It was raised that some of the positive impacts of the development were that the homes looked nice, appeared well looked after and the area surrounding the development was kept clean. Negative impacts raised were minimal, one neighbour noted that the development was not in character with other properties in the street its design was ‘too modern’, while the other neighbour noted that there is a problem with rubbish dumping in the street but acknowledged that ‘this could come from anywhere’. That same neighbour made the additional comment that, ‘In our view more affordable housing is needed close to the city and transport.’ Neither resident surveyed had made any formal complaints about the development or the tenants.

¹³⁹ Current details for ABN 94208483404,
<http://abr.business.gov.au/SearchByAbn.aspx?abn=94208483404>

13.10 Reflections from Leichhardt City Council

At the time of writing, JSA had not received a response to our inquiry from Leichhardt City Council.

13.11 Lessons learned

- Similar to the case study at 80 Parramatta Road, the location of this development on a busy part of Parramatta Road coupled with the mix of neighbouring uses in this area, including the adjacent busy pub and live music venue – The Annandale Hotel, may have contributed to the lack of interest in our study and concern about this development by residential neighbours.

14 The Platform Apartments, Eveleigh

14.1 Criteria for selection

Table 14.1: Criteria for case study selection, The Platform Apartments

Criteria for Case Study Selection	The Platform Apartments, Eveleigh
Completed and occupied	Yes
Located in an area of high need for AH	Yes
In or near the Parramatta Road corridor and development precincts	No – but within the Urban Growth Central to Eveleigh Urban Transformation Area
LGA represented	City of Sydney
Tenure type	Affordable rental housing in perpetuity
Dwelling size, style, type	88 units
Developer type	CHP – City West Housing
Developed utilising facilitative funding and/or planning provisions (e.g. SEPPARH, NRAS, Council land/funding, NBESP)	Urban Growth NSW tender process for sale of RailCorp land (\$0 with a contribution paid by CWH towards the development) Commonwealth Housing Affordability Fund contribution obtained from the then SMDA ¹⁴⁰
Local community opposition to the proposal	7 submissions in opposition

Source: JSA, 2016

14.2 Project description

The Platform Apartments are located at Carriage Works Way, North Eveleigh in the City of Sydney LGA. The project is a part 6 storey, part 7 storey residential flat building of 88 units (47 x Studio/1 bedroom units, 36 x 2 bedroom units, and 5 x 3 bedroom units) including 39 car parking spaces and bicycle parking to be utilised for affordable rental housing that was undertaken and is managed by a community housing provider, City West Housing. City West Housing reports that The Platform Apartments was a \$28 million development that was completed in record time (just over 12 months) and \$1 million under budget.¹⁴¹

¹⁴⁰For “the provision of infrastructure works involving decontamination, new road, services and associated landscaping for the provision of affordable housing”, North Eveleigh Affordable Housing Project development information package, accessed online at NSW Department of Planning Major Projects website, http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=5708

¹⁴¹City West Housing (2015) 2015 Annual Report: Vision, Innovate, Deliver, http://citywesthousing.com.au/uploads/files/CWH_2015_AnnualReport.pdf



Figure 14.1: The Platform Apartments at North Eveleigh

Source: City West Housing, <http://citywesthousing.com.au/news-and-media/north-eveleigh1>

14.3 Location description

The site is part of the North Eveleigh precinct within Urban Growth NSW's Central to Eveleigh Urban Transformation Area. The North Eveleigh precinct is approximately 10.7 hectares along the northern side of the railway lines, approximately equidistant between Redfern and Macdonaldtown stations (200 metres in each direction). The precinct is bounded by Wilson Street to the north, Little Eveleigh Street to the east, railway to the south, and Ivery's Lane to the west.¹⁴²

The Eveleigh Railway Workshops are listed in the State Heritage Register¹⁴³ and include the Carriageworks (currently used as a contemporary multi-arts centre) and the Clothing Store. The precinct is approximately 500m metres from Sydney University. Residential development along the directly opposite Wilson Street is predominantly two-three storey terraces.

The site is part of the western precinct of the North Eveleigh Concept Plan, approved in 2008, where Proposed Lot 3 (2,562m²) was earmarked for affordable housing development.¹⁴⁴ We understand that the approved Concept Plan for the western precinct is currently undergoing revision by Urban Growth NSW, with public consultation completed in November 2015.¹⁴⁵

¹⁴² North Eveleigh Affordable Housing Project, development information package, http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=5708

¹⁴³ Eveleigh Railway Workshops, State Heritage Register, <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5045103>

¹⁴⁴ <http://www.centraltoeveleigh.com.au/precincts/north-eveleigh/original-plan>

¹⁴⁵ <http://www.centraltoeveleigh.com.au/precincts/north-eveleigh>

As per the current¹⁴⁶ State Environmental Planning Policy (Major Development) 2005 Redfern-Waterloo Authority Sites— Land Zoning Map, the North Eveleigh site is zoned ‘Business Zone – Mixed Use’. While the current height of buildings allowable on the western precinct is four storeys for those lots fronting Wilson Street and Ivery’s Lane and 10 storeys for the lot immediately to the south from the lot fronting Wilson street to the railway lines and bounded to the east by the lot including the Carriageworks where the height is defined as ‘existing’.¹⁴⁷ However, it is noted that in recent community consultation on the amendments to the approved Concept Plan, “a change in the building layout and an increase in building heights from 3 to 12 storeys to between 3-4 storeys and up to 20 storeys next to the rail corridor”¹⁴⁸ has been proposed.

14.4 Local demography & need for affordable housing

The suburb of Eveleigh has higher percentage of households on a very low weekly income compared to Sydney LGA and Greater Sydney (36% compared with 17% and 21%). Eveleigh and Sydney LGA have a significantly higher percentage of four or more storey apartments than greater Sydney (66% and 60% compared with 11%). Eveleigh suburb has a significantly higher percentage of renters in public housing than Sydney LGA or Greater Sydney (29% compared with 7% and 4%, respectively). Eveleigh also has a significantly lower median rent than Sydney LGA and Greater Sydney (\$238 compared with \$465 and \$351).

Table 14.2: Housing demographics of Eveleigh suburb compared with Sydney and Greater Sydney.

	Eveleigh	Sydney	Greater Sydney
Household composition			
One family household	49%	35%	62%
Multiple family household	1%	0%	2%
Non-family household	41%	42%	24%
Dwelling Structure			
Separate house	2%	4%	59%
Semi-detached, row or terrace house, townhouse etc with one storey	4%	4%	5%
Semi-detached, row or terrace house, townhouse etc with two or more storeys	16%	15%	7%
Flat, unit or apartment in a one or two storey block	0%	5%	7%
Flat, unit or apartment in a three storey block	10%	10%	9%
Flat, unit or apartment in a four or more storey block	68%	60%	11%
Weekly Household Income			
% on Very Low Weekly Household income	36%	17%	21%

¹⁴⁶ From March 2012 to date, <http://www.legislation.nsw.gov.au/mapindex?type=epi-made&year=2005&no=194#RWA>, Redfern Waterloo sites Land Zoning Map 001.

¹⁴⁷ From March 2012 to date, <http://www.legislation.nsw.gov.au/mapindex?type=epi-made&year=2005&no=194#RWA>, Redfern Waterloo sites Height of Buildings Map 001.

¹⁴⁸ Urban Growth NSW, Consultation Feedback Report on the North Eveleigh Precinct Plan, February 2016, http://www.centraltoeveleigh.com.au/application/files/1014/5689/0716/151215_North_Eveleigh_Consultation_Report.pdf

	Eveleigh	Sydney	Greater Sydney
% on Low Weekly Household income	12%	9%	13%
% on Moderate Weekly Household income	12%	13%	16%
Median Weekly household Income	\$1,312	\$1,639	\$1,447.00
Median Weekly Rent	\$238	\$465	\$351.00
Landlord and Tenure Type			
Owned outright	2%	11%	27%
Owned with a mortgage	29%	18%	31%
Rented: Real estate agent	19%	31%	18%
Rented: State or territory housing authority	29%	7%	4%
Rented: Person not in same household	2%	7%	5%
Rented: Housing co-operative, community or church group	11%	1%	1%

Source: ABS (2011) Census of Population and Housing, JSA 2016

14.5 Policy Context

North Eveleigh was identified as a State significant site in Schedule 3, Part 5 of State Environmental Planning Policy (Major Projects) 2005.¹⁴⁹ The approved North Eveleigh Concept Plan was assessed as a Part 3A Major Project Application under the Environmental Planning and Assessment Act 1979 at the time of its lodgement in 2008.

Objectives, targets and contribution rates for affordable housing across the Redfern Waterloo urban renewal area, which includes the North Eveleigh site, is detailed in the Draft Redfern Waterloo Affordable Rental Housing Strategy 2011-2030, as per the relevant planning provisions of the Built Environment Plan (BEP) 1 and the draft BEP 2.¹⁵⁰ As mentioned, the inclusion of an affordable housing development in the North Eveleigh precinct has been earmarked since 2008.

14.6 Development Application process

The development application (SSD5708) for the project was lodged by City West Housing in April 2013 with the NSW Department of Planning, as the project was assessed as a State Significant Development. City West concurrently lodged a Modification Application to the North Eveleigh Concept Plan (MP08_0015 MOD 1) to increase the height of building from 6 to 7 storeys and to extend/vary the building footprint. The Modification Application and the Development Application were approved in October 2013. Construction commenced in early 2014. A Modification Application was lodged in September 2014, for slight changes to internal and external

¹⁴⁹ Urbis 2008, Pg 1.

¹⁵⁰ Sydney Metropolitan Development Authority, Redfern Waterloo Draft Affordable Rental Housing Strategy, 2011-2030.

features of the building, and was approved in January 2015.¹⁵¹ Construction was completed in February 2015.¹⁵² All 88 units were tenanted within four weeks of completion of the project.¹⁵³

According to City West Housing, it was a ‘smooth planning process’ with little local community opposition to the project. A small number of neighbours did raise concerns about the prospect of the project including ‘social housing’, which was allayed when the differences between ‘social housing’ and ‘affordable or key worker housing’ were explained by City West Housing.¹⁵⁴

14.6.1 Issues raised during the DA process

Formal consultation submissions with relevant government stakeholders were received from the City of Sydney, Housing NSW, NSW Police, Office of Environment and Heritage – Heritage Branch, Railcorp, RMS, Sydney Water and Transport for NSW.

Issues raised by the City of Sydney with regard to residential amenity (e.g. acoustic amenity, unit size, overshadowing etc) had to do with the impact of the affordable housing project and other proposed buildings within the North Eveleigh Concept Plan site – not existing neighbours which are not in close proximity to the project site. Amended plans were provided by City West Housing and Council was satisfied and indicated that its issues had been addressed, noting that, ‘The City thanks the Proponent and Urban Growth NSW for their collaborative approach to this project, and for responding to the concerns raised by the City in our submissions.’¹⁵⁵

NSW Police provided comments and suggestions around CPTED¹⁵⁶ principles that apply to development across the North Eveleigh precinct and was not necessarily prescriptive about the affordable housing development.

There were seven public submissions received regarding the application for the affordable housing development. The majority of concerns raised in these submissions related to traffic and parking issues, with a few concerns about building height and footprint particularly with regards to the modification application to the Concept Plan to allow building from six to seven storeys and perceived lack of consultation with residents around that change.

There has been (and continues to be) significant community consultation undertaken by Urban Growth NSW around the development of the entire North Eveleigh precinct, with strong community concern and opposition to increased density, building heights, and the resultant influx of new residents to the local area.

As the most recent report on community consultation regarding further changes to the approved Concept Plan notes that,

¹⁵¹ SSD 5708 MOD 1 - Modification to North Eveleigh Affordable Housing Project, http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=6690

¹⁵² <http://citywesthousing.com.au/news-and-media/north-eveleigh1>

¹⁵³ Telephone correspondence with City West Housing representative, 04/03/2016.

¹⁵⁴ Telephone correspondence with City West Housing representative, 04/03/2016.

¹⁵⁵ City of Sydney, 23 August 2013, Letter to Jane Flanagan, NSW Department of Planning RE: North Eveleigh Affordable Housing Development (MP08_0015 MOD 1 & SSD_5708), City of Sydney Submission No.2. pdf, http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=5708

¹⁵⁶ Crime Prevention Through Environmental Design principles reduce opportunities for crime by using design and place management principles that reduce the likelihood of essential crime ingredients from intersecting in time and space.

“The proposed maximum building height of 20 storeys generated strong opposition from participants both online and at the workshop, with many expressing the view that 20 storeys would over develop the site and be out of keeping with the adjoining low rise conservation area...Participants wanted more information about the rationale for the proposed 20% increase in development floor space from the 2008 plan.”¹⁵⁷

14.6.2 Issues addressed by the applicant prior to construction

During the assessment, on behalf of City West Housing, Architectus prepared a response to the concerns raised in the government submissions and the public submissions for both the DA and the Modification to the Concept Plan application. Architectus determined that the issues raised in the public submissions with regard to parking, traffic, access, design and built form (placement, height, amenity) largely required no further action by the applicant.¹⁵⁸ Whilst some minor amendments were made to the proposed plans, it does not appear that the final product was not substantially altered in any way as a result of the government or public submissions.

14.7 Insight from CHP proponent

JSA conducted interviews with the Head of Development and the Community Engagement Coordinator for City West Housing. The Head of Development noted that City West’s approach to development and property management is to ‘buy, build and manage’ their properties in-house, and have not undertaken any projects in partnership with other entities. They do not strata their buildings and carry out their own maintenance, as it is ‘easier to control the whole block’.¹⁵⁹

The Community Engagement Manager stated that community connection activities and place-making activities were on-going at The Platform, with the aim to help tenants to feel engaged and connected to where they live.¹⁶⁰ However, it appeared that this work has so far been focused on the community of tenants within the Platform and less so about connection with other neighbours in the area. According to City West there have been no issues or complaints reported by neighbours about the development or tenants, which they attribute to the ‘target audience’ of affordable rental tenants who are working. ‘We’re not social housing, so realistically it’s very different. Our tenants are very proud of where they live.’¹⁶¹

JSA requested that City West Housing provide some basic demographic information about the tenants in The Platform, but they replied that they were unable to do so and unfortunately had decided to have no further involvement with the research project.

¹⁵⁷ Urban Growth NSW, Consultation Feedback Report on the North Eveleigh Precinct Plan, February 2016, Pg 4.

¹⁵⁸ Architectus, Attachment C: Modification of concept plan, Response to public submissions, July 2013. Architectus, Attachment E: North Eveleigh Affordable Housing Project SSD Application – Response to Public Submissions, July 2013.

¹⁵⁹ Telephone interview with City West Housing, Head of Development, 04 March 2016.

¹⁶⁰ Telephone interview with City West Housing, Community Engagement Manager, 11 March 2016.

¹⁶¹ Ibid.

14.8 Experience of neighbours

On Friday the 1st of April, JSA conducted a door knock survey of neighbours surrounding the affordable housing development at Carriageworks Way, Eveleigh. Overall, 27 residential properties were door knocked in Wilson Street, with 5 residents surveyed onsite and 22 properties letterbox dropped with the survey. Two surveys were completed and returned to JSA by mail. The response rate for this case study was 26%.

Of the seven neighbours surveyed, none had lived in the street for more than nine years. One had lived there for less than twelve months, four lived there between 1 and 4 years and two had lived there between 5 and nine years. Three owned their homes and four were renting. 6 out of the 7 neighbours surveyed stated that their experiences in their neighbourhood had been all or mostly positive, with the other neighbour feeling neutral about living there.

Those surveyed stated that the best things about living in their neighbourhood were the proximity to transport and other facilities such as shops and the sense of community. The majority of neighbours stated that they would not change anything about the neighbourhood; there were a few comments about noise from Carriageworks events and the need for more services in the area to cope with the increase in development that is planned for the precinct.

Five of the seven respondents were aware of the proposal to construct the development before it had been built. Of the five neighbours that were aware of the proposal to construct the development, two stated that they did have concerns about the development before it was approved. With one neighbour articulating those concerns with regards to the size, bulk and scale of the development, the 'type' of people that would live there and whether the development would alter the social fabric of the existing community.

The one neighbour interviewed onsite who articulated their concerns, reported that they had been participated in all of the consultations with regard to the development in the North Eveleigh precinct including those related to the development of the The Platform. They noted that they expressed their community meetings, by writing formal submissions to council and/or by making representations to local members or the media. The one mailback respondent indicated that they likewise expressed their concerns in a number of ways, but did not articulate those concerns on the survey form.

Four of the seven neighbours surveyed stated that overall they had experienced no impacts as a result of the development once it was tenanted, with another noting that it did not apply as they did not live in the area prior. The other two respondents reported a mixed experience with some negative and some positive impacts. Positive impacts identified were that the homes looking nice and the tenants demonstrating 'good neighbour' behaviour. However, others reported some negative impacts from the development including noise, traffic and parking impacts. For one neighbour on Wilson Street directly opposite the development, despite the distance from the development that there was little screening and that they experienced noise from the use of the front balconies by tenants at The Platform.

Only one respondent indicated that they have made a complaint about the development to the police and council. However, they did not provide any details as to the nature of the complaint.

Unfortunately, as this response was from a mail-back survey we were unable to clarify or better understand their concerns and experience.

Additional comments regarding the development were varied. While one neighbour felt that the building design 'should set the standard for affordable housing developments', another neighbour felt the design was a 'missed opportunity' and 'just another box on a block'. Three neighbours also expressed support affordable housing, noting the need for more of it in the city.

14.9 Reflections of City of Sydney Council

At the time of writing, JSA had not received a response from the City of Sydney to its inquiry about this development.

14.10 Lessons learned

- Affordable housing can be achieved in inner city redevelopment areas, particularly where public land is being utilised for new development, with few concerns raised by residents and negative impacts experienced.
- High quality design of the apartment building is likely to be a factor in its 'success'.

15 68-74 Bay Street, Ultimo

15.1 Criteria for selection

Table 15.1: Criteria for case study selection, Bay Street

Criteria for Case Study Selection	68-74 Bay St, Ultimo
Completed and occupied	Yes, recently tenanted early 2016
Located in an area of high need for AH	Yes
In or near the Parramatta Road corridor and development precincts	No – closer to but not within the Central to Eveleigh corridor
LGA represented	City of Sydney
Tenure type	Affordable Housing
Dwelling size, style, type	26 units
Developer type	Private
Developed utilising facilitative funding and/or planning provisions (e.g. SEPPARH, NRAS, Council land/funding, NBESP)	NRAS and SEPPARH (There was a boarding house previously on the site)
Local community opposition to the proposal	One submission was received during the notification period.

Source: JSA, 2016

15.2 Project description

RC Bay Pty Ltd submitted a Development Application on the 25th of September 2013 for the adaptive re-use of an existing three storey building fronting (68-74) Bay Street, Ultimo and the construction of a new seven storey building at the rear, with a basement fronting Kettle Lane. Both of these buildings are to be used for affordable housing, with the ground floor of the building fronting Bay Street being let as a commercial premise for use as a café.¹⁶²

The development contains 26 unit including 2 x 2 bedroom units, 10 x 1 bedroom units and 14 x studio apartments. The proposal exceeds the maximum building height, at its highest point, by 1.17 metres and but has an FSR below the maximum allowed for this height with an FSR of 2.93:1.

Advertisements for the completed units began on the 3rd of March 2016, with weekly rental prices ranging from \$345 for a studio apartment to \$394 for a 1 bedroom apartment. The property is currently being managed by St George Community Housing Ltd.¹⁶³

The development was applied for under SEPPARH and NRAS, with the site previously being used as a boarding house.

¹⁶² Major Development Assessment Sub-Committee, Development Application: 68-74 Bay Street Ultimo, 1st April 2014, p. 1

¹⁶³ <http://www.domain.com.au/68-74-bay-street-ultimo-nsw-2007-8752657>



Figure 15.1: Street view of the previous building utilised as a boarding house at 68-74 Bay Street, Ultimo

Source: Google 2016



Figure 15.2: Finished AH development at 68-74 Bay Street, Ultimo

Source: <http://www.domain.com.au/68-74-bay-street-ultimo-nsw-2007-8752657>



Figure 15.3: Bathroom and kitchen completed two bedroom Unit at 68-74 Bay Street, Ultimo
Source: www.domain.com.au, 2016

15.3 Location description

The site falls under the Sydney Local Environmental Plan 2012. The site is currently zoned as B4 (Mixed Use) which allows for the development of boarding houses with consent. The site has an FSR of 2.5:1, with an additional 0.5:1 granted under SEPPARH. The site also has a maximum building height of 22 metres, with the maximum building heights for surrounding areas ranging from 12 metres to 18 metres.¹⁶⁴

¹⁶⁴ Sydney Local Environmental Plan 2012



Figure 15.4: Zoning Map of 68-74 Bay Street, Ultimo and its surrounds (B4=Mixed Use, B2=Local Centre, R1=General Residential)

Source: Sydney Local Environmental Plan 2012

The site is located opposite Broadway Shopping Centre on the eastern side of Bay Street in Ultimo. Before the development of the site, it contained a three storey brick building that was being used as a boarding house, with the remainder of the site remaining vacant, being used for car parking. The site has a secondary frontage to Kettle Lane.¹⁶⁵

¹⁶⁵ Major Development Assessment Sub-Committee, Development Application: 68-74 Bay Street Ultimo, 1st April 2014, p. 34



Figure 15.5: The Broadway Shopping Centre, opposite the development

Source: JSA, 2016

The site is surrounded by a mixture of retail, commercial and business properties including a shopping centre, cinemas and a number of eateries all within easy walking distance. The site immediately to the south of the development (76-82 Bay Street) is a part four- part five storey brick building occupied by Readers Digest. The site immediately to north of the development (66 Bay Street) is a three storey brick building occupied by the Wine Society.¹⁶⁶ The site and its immediate neighbours are considered contributory buildings within the Mountain Street Heritage Conservation Area, making the facades of these buildings aesthetically significant.¹⁶⁷

The site is approximately 1.2 kilometres (15 minutes) walk from Central Railway Station and approximately 230 metres (3 minutes) walk to the nearest bus station on Broadway.¹⁶⁸

¹⁶⁶ Ibid

¹⁶⁷ Ibid

¹⁶⁸ Information obtained from Google Maps

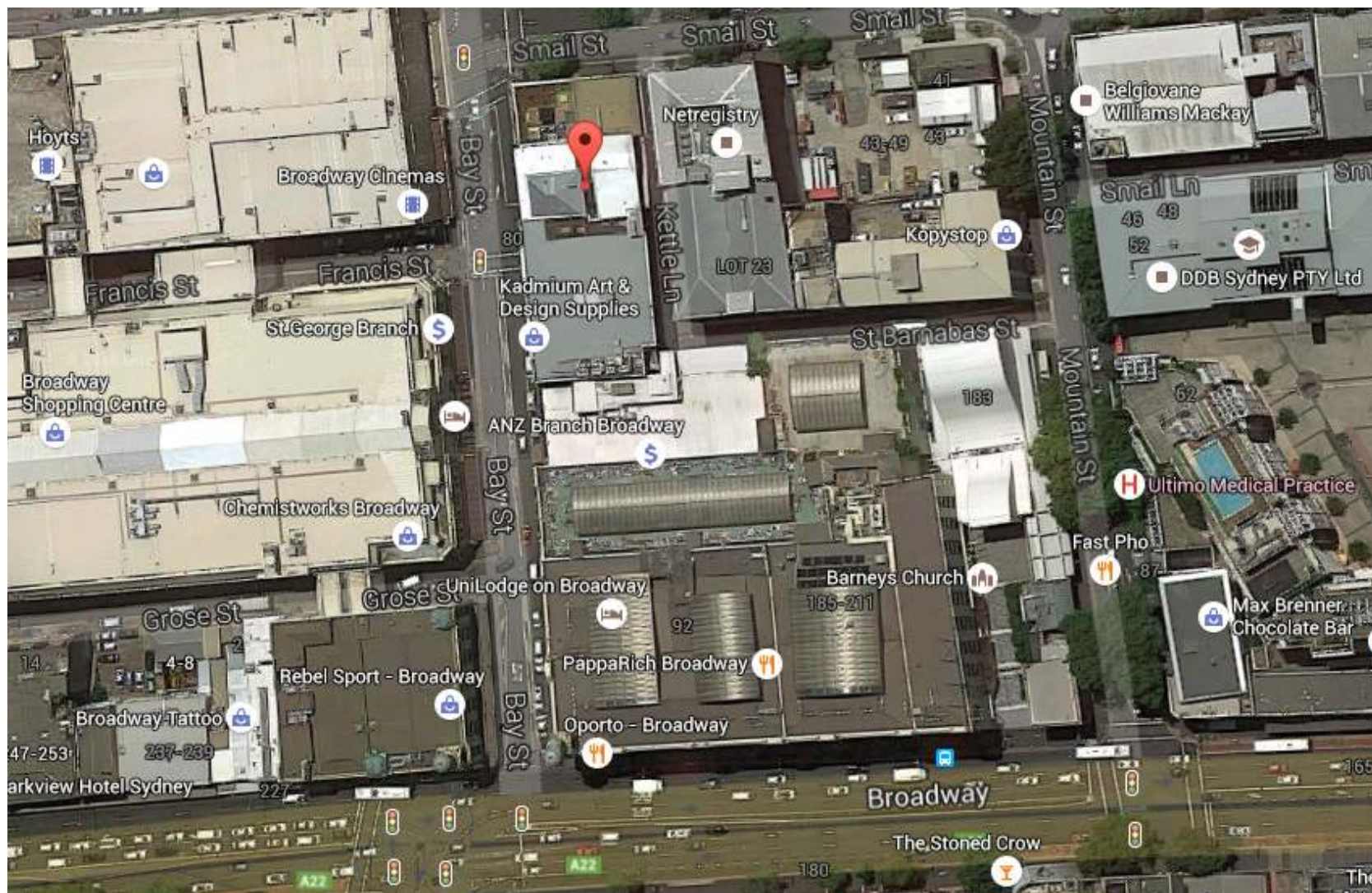


Figure 15.6: Aerial view of the Bay Street location

Source: Google Maps 2016

15.3.1 Site Visit

On the 18th of March 2016, JSA conducted a site visit of 68-74 Bay Street, Ultimo. The development is completed and tenanted, with SGCH still advertising remaining available properties at the entrance.



Figure 15.7: SGCH advertisement at secure entrance, Bay Street

Source: JSA, 2016

The commercial space on the ground floor of the property was under construction at the time of the site visit and will become a café/bar. The properties surrounding the site are generally commercial, with the Wine Society neighbours the site to the north (fronting Smail Street) and a nail salon neighbours the property to the south. Residential properties are further north of the property and are predominantly unit block developments, including a public housing development two blocks north of the site. The development is not visible from the rear of the property from Kettle Lane, with only a discrete door at the front of the property with key access.

15.4 Local demography & need for affordable housing

Ultimo suburb has a lower median weekly household income than Sydney LGA or Greater Sydney (\$1098 compared with \$1639 and \$1447, respectively), however, the suburb has a significantly higher median weekly rent than Greater Sydney (\$458 compared to \$351). Ultimo suburb also has a slightly higher percentage of households on a very low income (27% compared with 21%). Ultimo and Sydney LGA have significantly higher percentages of units and apartments with four or more storeys than Greater Sydney (66% and 60% compared with 11%, respectively). Ultimo also has a slightly higher percentage of community housing than Greater Sydney (4% compared with 1%)

Table 15.2: Housing demographics for Ultimo suburb compared with Sydney LGA and Greater Sydney

	Ultimo	Sydney	Greater Sydney
Household composition			
One family household	31%	35%	62%
Multiple family household	1%	0%	2%
Non-family household	42%	42%	24%
Dwelling Structure			
Separate house	1%	4%	59%
Semi-detached, row or terrace house, townhouse etc with one storey	1%	4%	5%
Semi-detached, row or terrace house, townhouse etc with two or more storeys	13%	15%	7%
Flat, unit or apartment in a one or two storey block	7%	5%	7%
Flat, unit or apartment in a three storey block	13%	10%	9%
Flat, unit or apartment in a four or more storey block	66%	60%	11%
Weekly Household Income			
% on Very Low Weekly Household income	27%	17%	21%
% on Low Weekly Household income	14%	9%	13%
% on Moderate Weekly Household income	17%	13%	16%
Median Weekly household Income	\$1,098	\$1,639	\$1,447.00
Median Weekly Rent	\$458	\$465	\$351.00
Landlord and Tenure Type			
Owned outright	8%	11%	27%
Owned with a mortgage	14%	18%	31%
Rented: Real estate agent	33%	31%	18%
Rented: State or territory housing authority	4%	7%	4%
Rented: Person not in same household	10%	7%	5%
Rented: Housing co-operative, community or church group	4%	1%	1%

Source: ABS (2011) Census of Population and Housing, JSA 2016

15.5 Policy Context

While Sydney City Council does have policies relating to affordable housing, these are generally targeted to specific areas and fall under specific legislative pieces or policies such as the 'Green Square' LEPs. The development does not fall under any of these specific policy areas.¹⁶⁹

15.6 Development Application process

RC Bay Pty Ltd lodged a development application for 68-74 Bay Street, Ultimo on the 25th of September 2013. A number of issues were raised by Council in relation to the design of the development (a full list of these issues is included in section 1.6.1). The developers made a number of amendments to address these issues, including reducing the number of units from 32 to 26. The application was notified for a period of 30 days and during this time only one submission was received by Council.

It was recommended by Council that the proposed development will contribute to the sustainability of the supply of lower cost housing in the Local Government Area, an area of strategic priority for Sydney City in its strategic vision Sustainable Sydney 2030 and key objective of SEPPARH.¹⁷⁰ The development Application was approved by the Major Development Assessment Sub-Committee of Council on the 1st of April 2014.¹⁷¹

Construction was completed on the development and units advertised for rent in March 2016. The units are not yet tenanted.¹⁷²

15.6.1 Issues raised during the DA process

The proposal was amended to address a number of concerns raised by Council. This includes:

- Reduction of the total number of apartments from 32 to 26;
- Increased retention of the existing building and the historic features of interest;
- Deletion of the fourth storey roof on the existing building;
- Reduction in the proposed basement area;
- Design changes to the shopfront facing Bay Street;
- External design changes to the new seven storey building;
- Changes to the ground floor layout; and
- Increases in the total height of the seven storey building to increase height of each storey.¹⁷³

¹⁶⁹ <http://www.cityofsydney.nsw.gov.au/development/planning-controls/planning-controls-map>

¹⁷⁰ Major Development Assessment Sub-Committee, Development Application: 68-74 Bay Street Ultimo, 1st April 2014, p. 2

¹⁷¹ Ibid, p.58

¹⁷² <http://www.domain.com.au/68-74-bay-street-ultimo-nsw-2007-8752657>

¹⁷³ Major Development Assessment Sub-Committee, Development Application: 68-74 Bay Street Ultimo, 1st April 2014, p. ***

As the existing building was being used as a boarding house, to address the requirements of SEPPARH it was necessary for the developers to satisfactorily assist the existing tenants to relocate which could include payment of relocation costs, a survey of tenants to understand their needs and how the developer will be assisted in relocation.¹⁷⁴

These issues were all addressed satisfactorily by the developer and consent for the development was granted on the 1st of April 2014.

15.7 Insight from private proponent and CHP manager

The Manager of Tenancy Services, Housing Services and Renewal at St George Community Housing (SGCH) provided JSA with information about their experience as a tenancy manager for the newly completed units at Bay Street.¹⁷⁵ SGCH notes that they have an existing relationship and partnership with the owners/developers for Bay Street, as SGCH currently manages another development of 32 units owned by the proponent around the corner at 11 Smail St, Ultimo. SGCH has managed the Smail Street site since August 2012, and as such were able to work closely with the developer from concept stage through to completion on the Bay Street project. SGCH reported that, due to council guidelines, the front of the building had design restrictions in place but the rest of the building is new. Construction of the site was completed late February 2016. SGCH commenced managing this site on 29 February 2016 and the first tenants moved in from 1 March 2016.

As the project is newly tenanted, SGCH has received no complaints or issues from neighbours. Whilst SGCH acknowledges that it is early, they note that they have also received no negative feedback from neighbours regarding the development at Smail Street. The biggest issue for SGCH with these sites is finding eligible applicants within the strict NRAS income limits. As they note, 'There is a fine line between meeting eligibility and potentially placing tenants in rental stress.' SGCH provided JSA with a breakdown of the rental costs for the Bay Street properties as detailed in the table below.

Table 15.3: Rental Costs for Bay Street Affordable Housing

Bedroom Size	Total Number	Average Market Rent	Average Rent Charged
Studio	13	\$460	\$344.54
1 Bedroom	11	\$519.09	393.23
2 Bedroom	2	\$615	\$460.64

Source: SGCH, March 2016

SGCH also provided a basic profile of the new tenants at Bay Street. As at 22 March 2016, 22 tenants have moved in and 3 were approved but awaiting lease signing and 1 unit was vacant. The 22 tenants range in age from 18 to 54 years, with almost 41% aged between 25 years and 34 years. This development contains a slightly higher percentage of females than males (55% to 45%,

¹⁷⁴ Major Development Assessment Sub-Committee, Development Application: 68-74 Bay Street Ultimo, 1st April 2014, p. ***

¹⁷⁵ Email correspondence from St George Community Housing, Manager of Tenancy Services, Housing Services and Renewal, 22 March 2016.

respectively). The majority (68%) of tenants are working full time and twelve out of the 22 tenants are earning a weekly income between \$651 and \$1,000. None of the tenants are earning a weekly income over \$1,501 and only one tenant is earning a weekly income over \$1,250.¹⁷⁶

15.8 Experience of neighbours

There were no residential neighbours identified to survey with regard to this development. At the time of writing, JSA has not made contact with commercial neighbours to assess whether they had any concerns about the development prior to it being built. It is noted that as the units are only just recently tenanted, there has been little time to experience impacts from tenants living in the building.

15.9 Reflections from City of Sydney Council

At the time of writing, JSA had not received a response from the City of Sydney with regard to our inquiry about this development.

15.10 Lessons learned

- As this development has only very recently been completed and tenanted, there are limited lessons to be learned from the experience of neighbours and the CHP tenancy manager about this site.
- This case study is an example of the facilitative nature of SEPPARH and NRAS to create new dwellings in the inner city to provide affordable housing for a set period of time.
- It would be interesting to follow this development, particularly to the end of the ten year period, to see whether the dwellings are sold or continue to provide affordable housing via a community housing provider.

¹⁷⁶ Information provided by St George Community Housing.

16 125 & 148 Kiora Rd, Miranda, Sutherland

16.1 Criteria for selection

Table 16.1: Criteria for case study selection, Kiora Road

Criteria for Case Study Selection	Kiora Road, Miranda
Completed and occupied	No
Located in an area of high need for AH	No
In or near the Parramatta Road corridor and development precincts	No
LGA represented	Sutherland
Tenure type	SH/AH
Dwelling size, style, type	125 Kiora – 3 townhouses 148 Kiora – proposed 2 townhouses & 2 villas; LEC approved 2 townhouses & 1 villa
Developer type	CHP – St George Community Housing
Developed utilising facilitative funding and/or planning provisions (e.g. SEPPARH, NRAS, Council land/funding, NBESP)	SEPPARH, lost NRAS funding due to delays
Local community opposition to the proposal	Yes

Source: JSA, 2016

16.2 Project description

Kiora Road, Miranda in the Sutherland LGA is the location for two development projects proposed by a Tier 1 community housing provider, St George Community Housing. Development Applications for three townhouses at 125 Kiora Road (DA15/0053) and a set of two townhouses and two villas at 148 Kiora Road (DA15/0052) were lodged concurrently by the proponent with Council in early 2015.

Both applications were submitted for assessment under the Affordable Rental Housing SEPP. All dwellings across the two project sites are intended for use by the provider for a mix of social and affordable rental housing which would be managed by the proponent.

While the Kiora Road proposals are not located in an area with a high need for affordable housing compared with other parts of the Sydney metro area, these projects are worthy of further investigation based on how these proposals were received by the local community and the outcome of development assessment process. Both proposals are located on the same street in the same locality, were lodged concurrently with Council and received a relatively equal number of submissions from local residents in opposition (21 and 22 respectively)¹⁷⁷. The proposal to construct three townhouses at 125 Kiora Rd was approved by Council, while the proposal to construct two

¹⁷⁷ Sutherland Shire Council, Submission Review Panel Officer reports for DA15/0052 and DA15/003, accessed online at: <https://etrackssc.ssc.nsw.gov.au/etrackssc/default.aspx?page=dms&ctr=395802&id=DA15/0052>.

townhouses and two villas at 148 Kiora Rd was refused. The proposal at 148 Kiora Road was ultimately revised to comprise two townhouses and one villa and was approved by consent orders of the Court. As of March 2016, neither development has commenced construction.

Federal NRAS incentives were successfully obtained by the provider for the original four proposed dwellings at 148 Kiora Road, however due to revised plans and delays in the approvals process one incentive was recouped by the Department of Social Services representing approximately \$110,000.¹⁷⁸

16.3 Location description

The Kiora Road sites are located within Zone 4 Local Housing under the Sutherland Shire Local Environmental Plan 2006 (SSLEP 2006), which applied at the time. Townhouses and villas are permitted in the zone.

The locality is primarily residential and includes many 1950s/60s era single-storey cottages on relatively large single lots. However, the area is undergoing transition where many older single-storey homes are being replaced with larger two-storey dwellings, dual occupancies and small scale multi-unit development of villas and townhouses.

Miranda Railway station is approximately 510m and 720m walking distance to the north of, 125 Kiora Rd and 148 Kiora Rd, respectively. The Miranda shopping centre is located just north of the station, providing a comprehensive range of retail, business and community services and facilities.¹⁷⁹

16.4 Local demography & need for affordable housing

Miranda suburb has a higher percentage of residents on a very low weekly household income than Sutherland LGA and Greater Sydney (31% compared with 19% and 21%, respectively). Miranda has a lower median weekly household income than Greater Sydney (\$1294 compared with \$1447) and significantly lower median weekly household income than Sutherland LGA (\$1294 compared with \$1674), though the median weekly rents are similar (\$370 for Miranda and Sutherland and \$351 for Greater Sydney).

Figure 16.1: Housing demographics of Miranda suburb compared with Sutherland Shire LGA and Greater Sydney

	Miranda	Sutherland	Greater Sydney
Household composition			
One family household	60%	68%	62%
Multiple family household	1%	2%	2%
Non-family household	28%	22%	24%
Dwelling Structure			

¹⁷⁸ Email correspondence with SGCH, 01 March 2016.

¹⁷⁹ Mark Shanahan Planning Pty Ltd, Statement of Environmental Effects: infill affordable housing 148 Kiora Rd, Miranda, January 2015. Mark Shanahan Planning Pty Ltd, Statement of Environmental Effects: infill affordable housing 125 Kiora Rd, Miranda, January 2015.

	Miranda	Sutherland	Greater Sydney
Separate house	47%	65%	59%
Semi-detached, row or terrace house, townhouse etc with one storey	5%	4%	5%
Semi-detached, row or terrace house, townhouse etc with two or more storeys	10%	7%	7%
Flat, unit or apartment in a one or two storey block	8%	5%	7%
Flat, unit or apartment in a three storey block	13%	10%	9%
Flat, unit or apartment in a four or more storey block	16%	7%	11%
Weekly Household Income			
% on Very Low Weekly Household income	31%	19%	21%
% on Low Weekly Household income	17%	12%	13%
% on Moderate Weekly Household income	22%	16%	16%
Median Weekly household Income	\$1,294	\$1,674	\$1,447.00
Median Weekly Rent	\$370	\$370	\$351.00
Landlord and Tenure Type			
Owned outright	29%	34%	27%
Owned with a mortgage	29%	36%	31%
Rented: Real estate agent	17%	12%	18%
Rented: State or territory housing authority	6%	2%	4%
Rented: Person not in same household	4%	3%	5%
Rented: Housing co-operative, community or church group	1%	0%	1%

Source: ABS (2011) Census of Population and Housing, JSA 2016

16.5 Policy Context

The current Sutherland Shire Local Environmental Plan 2015 does not include any clauses with reference to affordable housing. Sutherland Shire Council's *Housing Strategy 2031* aims to:

- Meet the needs of an ageing population, creating opportunities for people who want to downsize to small dwellings close to shops and services;
- Consider environmental constraints when locating additional housing;
- Provide suitable dwellings for an increasing number of small households;
- Increase housing choice;
- Revitalise town centres;
- Promote the efficient use of public transport and existing infrastructure; and
- Retain the established residential character of mostly low density housing in landscaped settings.¹⁸⁰

¹⁸⁰ Sutherland Shire Council (2014) Housing Strategy 2031, August, accessed online at: <http://www.sutherlandshire.nsw.gov.au/Development/Local-Environmental-Plan-LEP/Local-Environment-Plan-2015-LEP-2015/Key-Topics/Strategies/Housing-Strategy>

The Strategy refers briefly to housing affordability with regards to older people and young families. The Strategy does not refer to addressing housing affordability issues specifically, but rather focuses on the provision of suitable dwellings for small households and increasing housing choice.¹⁸¹

16.6 Development Application process

The applicant attended a pre-DA discussion with senior Council planning officers with regards to the both Kiora Road projects in January 2014 (Pre-Application Discussion No. PAD13/0105 and PAD13/0106). It is understood that the developments were amended in response to comments provided by Council at the meeting and in a subsequent letter to the applicant.¹⁸² The applicant lodged the DA's for the two projects with Council on 29 January 2015.

16.6.1 Issues raised during the DA process

According to the applicant, the two developments had a high level of compliance with the Council controls except with regard to FSR and landscaped area of the site, where it was permitted to fall outside those controls under SEPPARH and with which both projects were compliant.

From the point of view of the applicant, both developments likewise complied with the local area character requirement of SEPPARH.

Both applications received submissions from local residents opposed to the developments. Based on Council's reports of the 21 submissions received issues of concern for 125 Kiora Rd related to character, overshadowing, design/streetscape, traffic/parking, noise, overdevelopment of the site, height/bulk and scale, non-compliance with the DCP/LEP, reduced real estate value and issues associated with a greater number of bins on the road for waste collection. The 22 submissions received with regard to 148 Kiora Rd related to character, overshadowing, traffic/parking, noise, privacy, overdevelopment of the site, height/bulk and scale, drainage/flooding/stormwater, non-compliance with the DCP/LEP, reduced real estate value and issues associated with a greater number of bins on the road for waste collection.¹⁸³ The applicant noted that in its consultations with residents there seemed to be underlying concerns about the future tenants of the developments, regardless of whether these concerns were articulated in formal submissions to Council.¹⁸⁴

16.6.2 Issues addressed by the applicant prior to construction

Following some modifications by the applicant, the project at 125 Kiora Road was approved by Council with conditions in July 2015.

¹⁸¹ Sutherland Shire Council (2014) Housing Strategy 2031, August, accessed online at: <http://www.sutherlandshire.nsw.gov.au/Development/Local-Environmental-Plan-LEP/Local-Environment-Plan-2015-LEP-2015/Key-Topics/Strategies/Housing-Strategy>

¹⁸² Mark Shanahan Planning Pty Ltd, Statement of Environmental Effects: infill affordable housing 148 Kiora Rd, Miranda, January 2015. Mark Shanahan Planning Pty Ltd, Statement of Environmental Effects: infill affordable housing 125 Kiora Rd, Miranda, January 2015.

¹⁸³ Sutherland Shire Council, Submission Review Panel Officer reports for DA15/0052 and DA15/003, accessed online at: <https://etrackssc.ssc.nsw.gov.au/etrackssc/default.aspx?page=dms&ctr=395802&id=DA15/0052>.

¹⁸⁴ Correspondence with the applicant, 26 February 2016.

In response to concerns raised by Council and the community, the applicant agreed to reduce the yield to three dwellings at 148 Kiora. Despite these changes, it was advised that the applicant further reduce the yield to two dwellings. This was unacceptable to the applicant and the matter was taken to the Land and Environment Court as a Deemed Refusal. The issues raised by the Council concerned:

- Site width and breaches to setback controls,
- The lack of adaptable housing in the proposal, and
- Details associated with the current shadow diagrams.

At the hearing, the Council submitted that its contentions had been satisfactorily resolved by further consideration of the proposal and by the imposition of conditions. It is noted that resident objectors were invited to attend the LEC hearing and give evidence, but no objectors attended.¹⁸⁵

16.7 Insight from CHP proponent

At the time of writing, neither of the projects at 125 or 148 Kiora Road has been built. Therefore, there are no tenants residing on-site.

16.8 Experience of neighbours

On Thursday the 21st of April, JSA conducted a door knock survey of neighbours surrounding each of the developments at 125 and 148 Kiora Road, Miranda. Overall, 24 residential properties were door knocked in Kiora Road, with 7 residents surveyed onsite and 17 properties letterbox dropped with the survey. No surveys were completed and returned to JSA by mail. The response rate for this case study was 29%.

Overall, five of the seven neighbours surveyed had lived in them for more than ten years. All seven respondents owned their homes (outright or paying a mortgage). Six of the seven respondents indicated that they had had only positive experiences living in the neighbourhood, with the other neighbour neutral about the area. Residents reported that the best aspects of living in their area included location, proximity to transport, shops, doctors and hospitals and that the neighbourhood was quiet. Two neighbours identified noisy traffic and parking as things they would like to change.

Six of the seven residents surveyed knew about the proposal to construct the development and indicated that they had concerns regarding the development. The other respondent was not aware of the development and did not have any concerns about it.

Concerns about the density, parking and the ‘type’ of people that would be living in the development were raised by three neighbours each. Traffic was raised by one neighbour. All six of those who had concerns indicated that they shared them either by attending a meeting (2 responses), signing a petition (3 responses), making a submission (1 response) or by making representations to their local MP (1 response).

¹⁸⁵ St George Community Housing Ltd v Sutherland Shire Council [2015] NSWLEC 1514 (10 December 2015)

Respondents were asked about their feelings at this point in time, prior to the developments being built and tenanted. Four reported that they felt neutral, two felt negative and one did not answer. Additional comments in response to this question show illustrate the concern that some (three respondents) have about the future tenants and ‘type’ of people who will be their future neighbours. As one respondent noted, ‘It lowers the standard of the people that are here.’

16.9 Reflections of Sutherland Council

The Director of Shire Planning at Sutherland Council responded to JSA’s inquiry of Council’s experience with the affordable housing developments at 125 and 148 Kiora Road, their experiences with applications made under the Affordable Rental Housing SEPP (SEPPARH) and council’s policy regarding affordable housing within their LGA.¹⁸⁶

Sutherland Council stated that the affordable housing developments at 125 and 148 Kiora Road, Miranda, generally complied with the relevant planning controls. They noted that issues generally related to the impact these developments would have once they were completed, particularly in light of the strong community and neighbour opposition. Council suggests that the developer could have engaged with neighbours and elected Councillors to help address these concerns, and reduce the impact of the community opposition.

Sutherland Council does not have any specific policy in relation to affordable housing. Council states that their experience with dealing with application made under the ARH SEPP is mostly ‘ok’, but that the ‘one size fits all’ approach can lead to varying results in terms of built form, depending on the context of the site. Council also notes that the provisions for boarding houses can be controversial as they allow for a significant increase in density in areas that are characterised by single detached dwellings. Subsequently, neighbours can harbour concerns about potential social problems once the development is completed and tenanted. Overall, Sutherland Council feels that they are generally supportive of affordable housing developments within their LGA; however they reserve the right to refuse an application if they feel it is inappropriate in a particular location.

16.10 Lessons learned

- The feedback provided by Sutherland Shire Council demonstrates that a strong degree of community opposition can influence a Council’s decision making regarding a development, even when the reasonableness of their concerns would be questionable (e.g. regarding the proposals as ‘dense’ when they include three or four dwellings on a site).
- This case mirrors many of the themes learned through the literature review in that neighbours who are long-term residents and homeowners in predominately low density areas are more likely to have concerns about both increased density and the future tenants of affordable rental housing.

¹⁸⁶ Email correspondence from Sutherland Shire Council, 15 April 2016.

17 10-12 Roberts Street, Strathfield

17.1 Criteria for selection

Table 17.1: Criteria for case study selection, Roberts Street

Criteria for Case Study Selection	10-12 Roberts St, Strathfield
Completed and occupied	Yes
Located in an area of high need for AH	Yes
In or near the Parramatta Road corridor and development precincts	Yes, between the Homebush and Burwood precincts
LGA represented	Burwood
Tenure type	Private boarding house
Dwelling size, style, type	Studio apartments
Developer type	Australian Private Company
Developed utilising facilitative funding and/or planning provisions (e.g. SEPPARH, NRAS, Council land/funding, NBESP)	SEPPARH
Local community opposition to the proposal	Yes, 10 residents from Roberts Street attended the Council meeting and provided oral submissions

Source: JSA, 2016

17.2 Project description

The developer, Oxford Street Properties Pty Ltd (an Australian private company), lodged a development application (DA 34/2013) to demolish two existing single storey cottages at 10 and 12 Roberts Street Strathfield and construct a four storey boarding house. This development would include 43 double rooms, including six accessible rooms, a manager's room and a basement car park with 13 car spaces, motorcycle and bicycle spaces and storage areas. The development was applied for under the ARH SEPP.¹⁸⁷

The development sits just within the boundaries of the Burwood Local Government area. Studio apartments in this development were available for rent from around October 2015. These rooms generally rent from between \$370-\$420, with a minimum lease period of six months and a maximum lease period of 12 months, with an option to renew.¹⁸⁸ The properties are currently managed by Strathfield Partners.

¹⁸⁷ Burwood Council, Minutes of the Meeting of the Building & Development Committee, 19 August 2013, p. 3

¹⁸⁸ <http://www.domain.com.au/10-12-robert-st-strathfield-nsw-2135-10204817> and JSA conducted phone conversation on the 14/03/16 with Strathfield Partners, the property managers.



Figure 17.1: Street view of the completed development at 10-12 Roberts Street, Strathfield

Source: <http://www.hillthalis.com.au/index.php?id=138>



Figure 17.2: Completed studio apartment at 10-12 Roberts Street, Strathfield

Source: <http://www.domain.com.au/10-12-robert-st-strathfield-nsw-2135-10204817>

17.3 Location description

At the time the application was lodged the site was zoned R1 (Low Density Residential), has a maximum building height of 11 metres and a maximum FSR of 1.2:1. The areas surrounding the site to the south, east and west are predominantly zoned R2 (Medium Density Residential), have

a maximum building height of 8.2 metres and a maximum FSR of 0.55:1. The areas to the north of the site fronting Parramatta Road are zoned B6 (Enterprise Corridor), have a maximum building height of 15 metres and a maximum FSR of 1.75:1.

The western side of Roberts Street and the eastern side to the south and the surrounding streets (Philip and Mosely) are considered heritage conservation areas under the Burwood Council LEP 2012.

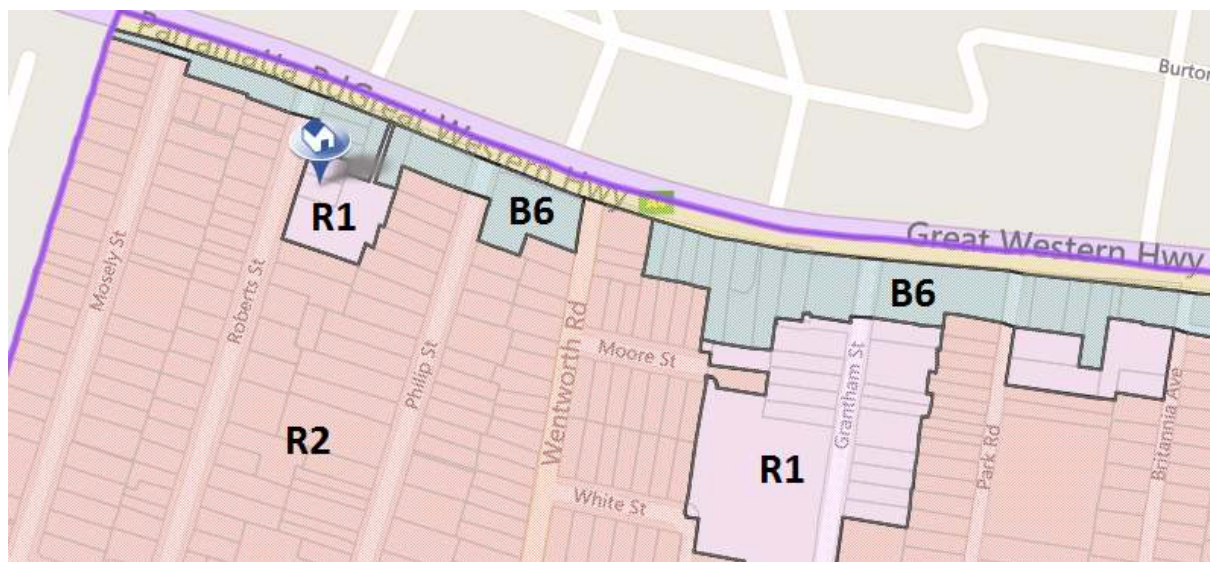


Figure 17.3: Zoning Map of 10-12 Roberts Street, Strathfield (indicated by house icon) and surrounds

Source: Burwood Council LEP 2012

Prior to construction, the site was occupied by two single storey cottages at 10 and 12 Roberts Street, Strathfield. The property neighbouring 12 Roberts Street to the south (14-18 Roberts Street) is a three storey unit complex, while the property neighbouring 10 Robert Street to the north is a commercial property (car retailer) fronting Parramatta Road. Directly opposite the site, on the western side of Roberts Street, are mostly single storey separate residential dwellings with similar architectural style and design. Properties further south of the site along Roberts Street generally follow this same architectural style and design. The majority are single storey detached dwellings, with two storey dwellings appearing more frequently towards the southern end of Roberts Street.

A short walk around the corner (approx. 100 metres) onto Parramatta Road is a bus stop, Parramatta Road at Roberts Street. The site is approximately a 550 metre walk to Strathfield Train Station.

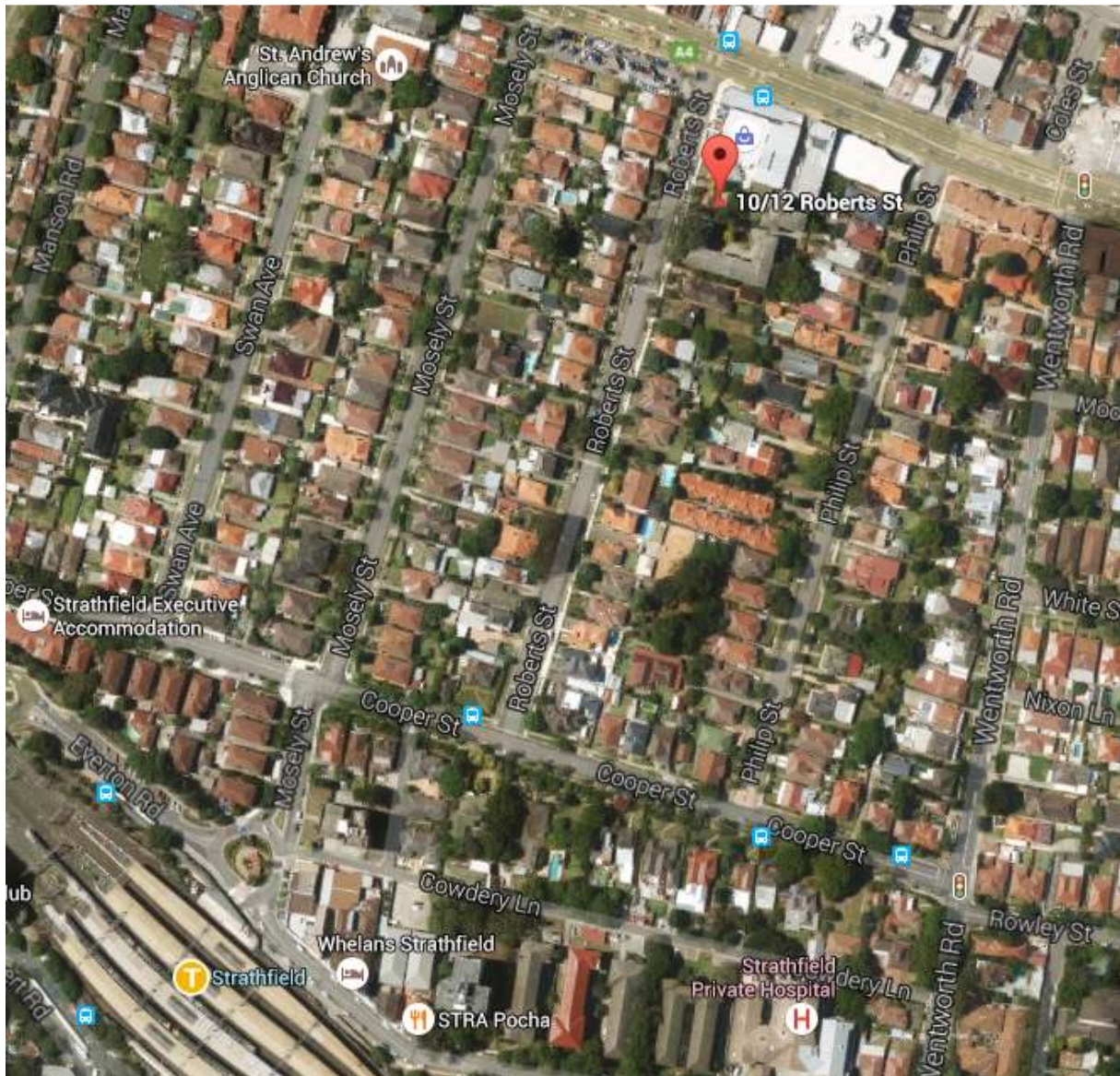


Figure 17.4: Aerial view of 10-12 Roberts Street, Strathfield and surrounds

Source: Google Maps 2016

17.3.1 Site Visit

JSA conducted a site visit of 10-12 Roberts Street, Strathfield on the 18th of March 2016. It was observed that the development was completed and tenanted. The site is neighboured by a commercial property to the north and a unit development to the south. On Roberts Street, opposite the development, there are predominantly single detached residential dwellings.



Figure 17.5: View of the development at 10-12 Roberts Street, Strathfield, and neighbouring commercial premises to the North

Source: JSA, 2016



Figure 17.6: Single dwellings across Roberts Street from the development

Source: JSA, 2016



Figure 17.7: Development at Roberts Street with adjacent flat building to the south

Source: JSA, 2016

17.4 Local demography & need for affordable housing

Strathfield suburb has a slightly higher percentage of units and apartments with four or more storeys than Burwood LGA or Greater Sydney (22% compared with 13% and 11%). Strathfield suburb has a higher median weekly household income than Burwood LGA (\$1470 compared with \$1310, respectively). Strathfield LGA also has a significantly higher median weekly rent than Greater Sydney (\$420 compared with \$351) and a higher than Burwood LGA (\$420 compared with \$400). Strathfield suburb and Burwood LGA also have higher percentages of private renters than Greater Sydney (29% each, compared with 23%)

Figure 17.8: Housing demographics of Strathfield suburb compared with Burwood LGA and Greater Sydney

	Strathfield Suburb	Burwood LGA	Greater Sydney
Household composition			
One family household	62%	61%	62%
Multiple family household	3%	3%	2%
Non-family household	24%	26%	24%
Dwelling Structure			
Separate house	53%	51%	59%

	Strathfield Suburb	Burwood LGA	Greater Sydney
Semi-detached, row or terrace house, townhouse etc with one storey	1%	7%	5%
Semi-detached, row or terrace house, townhouse etc with two or more storeys	3%	4%	7%
Flat, unit or apartment in a one or two storey block	7%	9%	7%
Flat, unit or apartment in a three storey block	13%	14%	9%
Flat, unit or apartment in a four or more storey block	22%	13%	11%
Weekly Household Income			
% on Very Low Weekly Household income	25%	23%	21%
% on Low Weekly Household income	15%	13%	13%
% on Moderate Weekly Household income	18%	16%	16%
Median Weekly household Income	\$1,470	\$1,310	\$1,447.00
Median Weekly Rent	\$420	\$400	\$351.00
Landlord and Tenure Type			
Owned outright	29%	31%	27%
Owned with a mortgage	23%	23%	31%
Rented: Real estate agent	24%	23%	18%
Rented: State or territory housing authority	2%	3%	4%
Rented: Person not in same household	5%	6%	5%
Rented: Housing co-operative, community or church group	1%	1%	1%

Source: ABS (2011) Census of Population and Housing, JSA 2016

17.5 Policy Context

Burwood Council does not have a specific affordable housing policy.

17.6 Development Application process

On the 19th of April 2013 the Burwood Council Building and Development Committee met to discuss the development application for 10-12 Roberts Street, Strathfield. It was decided that the development should be recommended for approval subject to conditions.¹⁸⁹ These conditions related to:

- Planning requirements e.g. alterations to the façade of the building relating to colour and design, maximum roof height and restrictions during construction;
- Tree retention, removal and protection;
- Environment and health e.g. clear signage in the building, lighting and ventilation, storage and furnishings;

¹⁸⁹ Burwood Council, *Minutes of the Meeting of the Building & Development Committee*, 19 August 2013

- The two lots of land (10 and 12 Roberts Street) are to be consolidated into one lot under one title;
- Building and administrative requirements to be undertaken before construction;
- Restriction and requirements during demolition e.g. hours of demolition and construction, removal of asbestos and restricting access to the site during demolition/construction;
- Engineering e.g. stormwater and drainage;
- Excavation e.g. soil conditions and backfilling; and
- Traffic e.g. parking requirements, disabled car parking and design and layout of the car park.¹⁹⁰

At the Council meeting, 10 objectors to the development were presenting, all residing in Roberts Street including 3 from the neighbouring property at 14-18 Roberts Street. Details of their submissions or objections were not given.¹⁹¹

It is important to note that Burwood Council does not have an online DA Tracking system where documents can be accessed about developments. The information for this development was obtained online, and not through the Council website, via the minutes of the meeting of the Building & Development Committee of Burwood Council.

17.7 Insight from private proponent

JSA was unable to identify the private proponent for this development due to the lack of access to documents on the Burwood Council website.

17.8 Experience of neighbours

On Monday the 11th of April, JSA conducted a door knock survey of neighbours surrounding the development at 10-12 Roberts Street, Strathfield. Overall, 41 properties were door knocked, with 4 residents surveyed onsite and 36 properties letterbox dropped with the survey due to multiple flat buildings surrounding the site. Overall, 3 surveys were completed and returned to JSA by mail. The response rate for this case study was 17%.

JSA letterbox dropped the development with a package containing a demographic survey for residents in the development, including a stamped, self-addressed envelope to return the completed survey to JSA. No surveys were returned.

Of those seven neighbours surveyed, four had lived there for over 10 years while three were relative newcomers living there for less than four years. Five owned their homes and two are renting. The experience of living in the neighbourhood was mixed with four reporting primarily positive experiences and three reporting more negative experiences. The residents surveyed stated that the best things about living in the neighbourhood included that they were close to transport (the train

¹⁹⁰ Ibid, pp. 4-27

¹⁹¹ Ibid, pp. 2-3

station) and shops and that it was generally a quiet neighbourhood with good neighbours. Four of the seven respondents provided four different things each would change about the neighbourhood including the development at 10-12 Roberts Street, noise from Parramatta Road, garbage and abandoned shopping trolleys and removing warning signs to avoid crime in the area which they felt created a negative atmosphere.

Four of the seven neighbours surveyed knew about the development prior to its construction, three of whom indicated they had concerns about the development. These concerns related to parking congestion, noise, the future tenants and how the development would change the character of the street. None of the neighbours interviewed on-site indicated that they had shared any concerns about the development. While the two mail-back respondents utilised multiple methods to express their concerns including by attending public meetings, writing formal submission to council and making representations to their local MP or the media; and in the case of one mail-back respondent by organising other neighbours.

Residents reported that some or none of their concerns were dealt with by the developer prior to construction. Residents reported that they felt communication between the developer and the community was poor, that the necessary action was not taken to amend issues raised by residents and that generally speaking the correct planning regulations were not followed (e.g. that it is a heritage conservation area and environmental policy was not followed as there was no provision for clothes lines with reliance on dryers).

Five of those surveyed felt that they had had negative experiences since the development was built and tenanted, related to traffic, parking and noise. However, three neighbours stated that there were some positive impacts including that the new homes looked nice and were well maintained.

One neighbour has made a formal complaint about the development to the tenancy manager and council regarding the noise and light spillage. However, they reported that their complaint has not been dealt with to their satisfaction and they were referred by council to the building certifier and from the certifier back to the council.

Two neighbours provided additional comments that since the development was built and tenanted it 'was not as bad as we thought' and 'could have been a lot worse'. One of these two neighbours suggested that it would have been useful for residents to have a good understanding of the type of tenant targeted for the development, 'students and working tenants vs transients vs public housing'.

17.9 Reflections of Burwood Council

At the time of writing, JSA has not received a response from Burwood Council from our request for information about this development.

17.10 Lessons learned

The Roberts Street new generation boarding house developed by a private proponent and managed by a private real estate agent is an example of relatively large development of this type with a design that appears to be more of a departure from the low rise homes in the street (noting that there is a mix of existing multi-storey developments in the street). Neighbours report experiencing negative

impacts from the development since it has been completed, which may be a reflection on the way the building is being managed (e.g. light spillage from lighting in common areas left on at night).

Neighbours' on-going concerns about the loss of on-street parking and lingering concerns about 'who' might be living in the development in the future indicate an uneasy relationship between existing residents and the new development, which if handled poorly or if management is not responsive to the concerns and adverse experiences of neighbours could contribute to poor perception of affordable housing more generally.

18 21 Beresford Road, Strathfield

18.1 Criteria for selection

Table 18.1: Criteria for case study selection, Beresford Road

Criteria for Case Study Selection	21 Beresford Rd, Strathfield
Completed and occupied	Completed but not tenanted
Located in an area of high need for AH	Yes
In or near the Parramatta Road corridor and development precincts	Near Parramatta Road, Homebush Precinct
LGA represented	Strathfield
Tenure type	Affordable Housing
Dwelling size, style, type	13 units (3 to be affordable)
Developer type	Private
Developed utilising facilitative funding and/or planning provisions (e.g. SEPPARH, NRAS, Council land/funding, NBESP)	SEPPARH, assume NRAS but not sure
Local community opposition to the proposal	9 written submissions, including three from the same property (adjoining the site)

Source: JSA, 2016

18.2 Project description

On the 11th of October 2013 the developer, Omar Abdul-Rahman, lodged a development application (DA2013/179) to construct an eleven unit infill Affordable Housing development at 21 Beresford Road, Strathfield. The development was to contain 4 x 1 bedroom units and 7 x 2 bedroom units, with two levels of basement parking that could house 11 vehicles. The application for this development was approved by Strathfield Council on the 17th of December 2013.¹⁹² The site currently contains a single dwelling with a detached garage.¹⁹³ Three out of the eleven units were to be used for affordable housing for a minimum of 10 years, as it was developed utilising SEPPARH with the remaining 8 units to be sold or rented privately.¹⁹⁴

In February 2014, before construction began on this development, the applicant lodged a second development application (DA2014/017) to add an additional (fifth) storey onto the proposed development at 21 Beresford Road. The fifth storey would contain an additional one bedroom unit and a two bedroom unit, bringing the total of units in the development to 13.¹⁹⁵

¹⁹² Abdul-Rahman v Strathfield Council [2014] NSWLEC1237 (10 October 2014), para. 1

¹⁹³ Ibid, para. 8

¹⁹⁴ Strathfield Council Planning Committee Meeting, 17th December 2013, development at 21 Beresford Road Strathfield (DA No. 2013/179)

¹⁹⁵ Ibid, para. 2-3



Figure 18.1: Computer rendered depiction of the completed development

Source: <http://www.domain.com.au/203-21-beresford-road-strathfield-nsw-2135-2012180799>

18.3 Location description

The site comes under the jurisdiction of the Strathfield Local Environmental Plan 2012. The site is zoned R3 (Medium Density Residential) which allows for Multi-Dwelling Housing. The areas surrounding the site are a mix of Medium and Low Density Residential zoning, predominantly the latter (see zoning map at Figure 14.2). The maximum building height for the site is 14 metres and the maximum FSR is 1.45:1



Figure 18.2: Zoning Map of 21 Beresford Road, Strathfield and its surrounds

Source: <<http://maps.strathfield.nsw.gov.au/intramaps80/>> (Strathfield LEP 2012)

The property adjoining the site to the west is a part two/ part three storey town house complex and the property adjoining the site to the east is a part two/ part three storey older style residential flat building. The area surrounding the site generally contains three storey residential flat buildings. On the northern side of Beresford Road, further East of the site and closer to the railway line, there are a number of multi-storey residential flat buildings that range from 17 metres to up to 42 metres in height. The exception is the St Anne's Anglican Church, a significant local heritage item, which is located southwest of the site, diagonally opposite. The area west of Homebush Road is generally low density.¹⁹⁶

Beresford Road generally has a fairly consistent landscape; with establish Brush Box trees occupying the street at regular intervals. Most of the properties along this street also have landscaped yards and mature trees.¹⁹⁷

The site is around 600 metres distance from both the Strathfield and Homebush Railway Stations. Bus stops are located to the east of the site along Beresford Road approximately 140 metres walk and around the corner on Homebush Road approximately 130 metres walk.¹⁹⁸

18.3.1 Site visit

JSA conducted a site visit of 21 Beresford Road, Strathfield on the 18th of March 2016. The development at this site was completed, but not yet tenanted, however the building contained a

¹⁹⁶ Abdul-Rahman v Strathfield Council [2014] NSWLEC1237 (10 October 2014), para. 7-10

¹⁹⁷ Abdul-Rahman v Strathfield Council [2014] NSWLEC1237 (10 October 2014), para. 11

¹⁹⁸ Google Maps 2016

banner stating that the project had been sold out. Properties in this street are predominantly two and three storey unit and town house developments, including the properties immediately neighbouring the site. Unit developments further east of the site along Beresford Road increase in height from five to ten storeys.



Figure 18.3: Entrance to newly constructed 21 Beresford Road

Source: JSA, 2016



Figure 18.4: Neighbouring properties adjacent to 21 Beresford development

Source: JSA, 2016

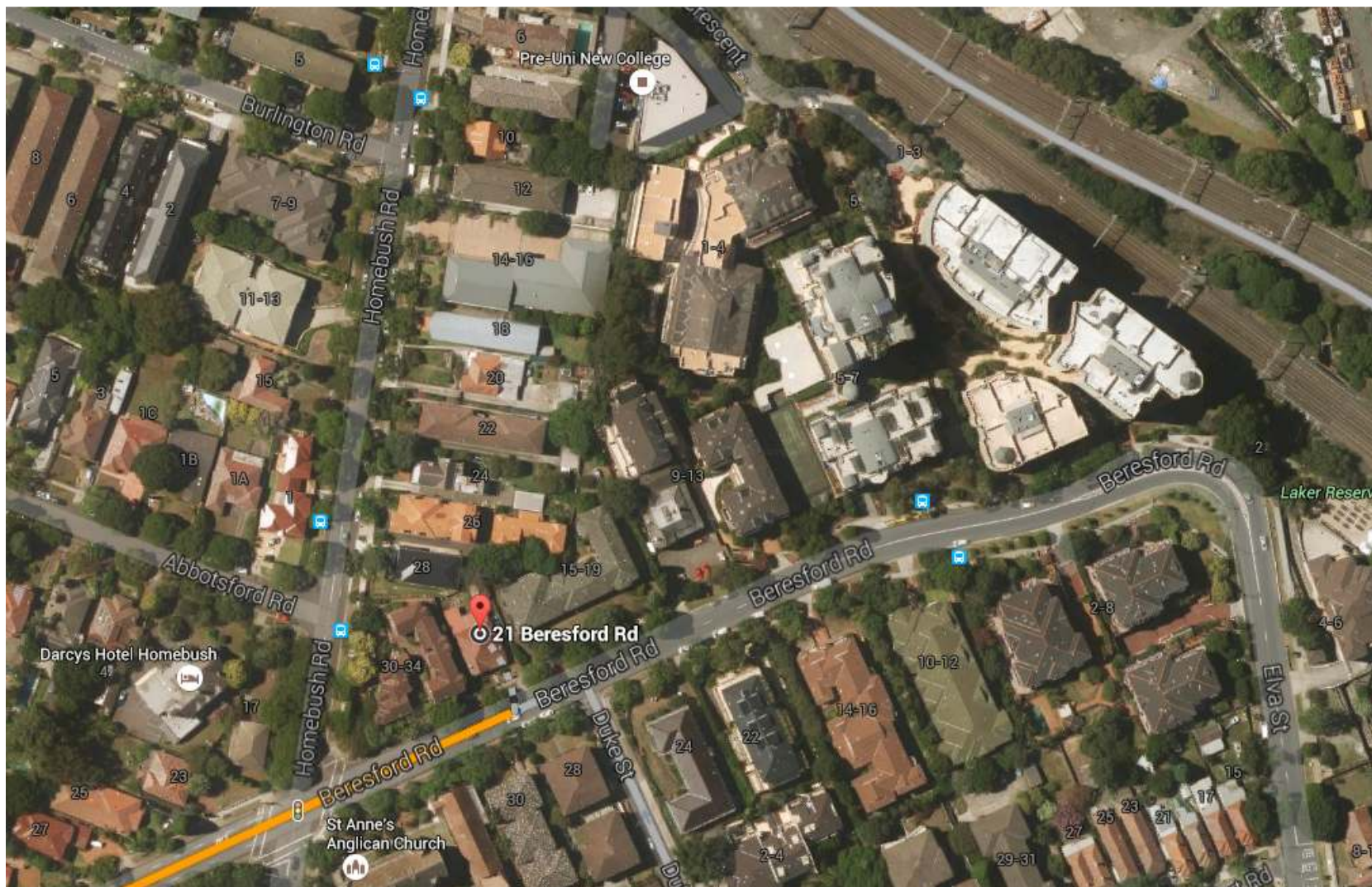


Figure 18.5: Aerial view of 21 Beresford Road, Strathfield and its surrounds

Source: Google Maps 2016

18.4 Local demography & need for affordable housing

Strathfield suburb and Strathfield LGA have significantly higher median weekly rents than Greater Sydney (\$420 and \$400 compared with \$351, respectively). Strathfield suburb has a slightly higher percentage of very low income households compared with Strathfield LGA and Greater Sydney (25% compared with 21% and 21%, respectively). In terms of Household composition, dwelling structure and landlord and tenure types the Strathfield suburb, Strathfield LGA and Greater Sydney are fairly similar.

Table 18.2: Housing demographics for Strathfield suburb compared with Strathfield LGA and Greater Sydney

	Strathfield Suburb	Strathfield LGA	Greater Sydney
Household composition			
One family household	62%	65%	62%
Multiple family household	3%	3%	2%
Non-family household	24%	22%	24%
Dwelling Structure			
Separate house	53%	48%	59%
Semi-detached, row or terrace house, townhouse etc with one storey	1%	2%	5%
Semi-detached, row or terrace house, townhouse etc with two or more storeys	3%	6%	7%
Flat, unit or apartment in a one or two storey block	7%	10%	7%
Flat, unit or apartment in a three storey block	13%	15%	9%
Flat, unit or apartment in a four or more storey block	22%	18%	11%
Weekly Household Income			
% on Very Low Weekly Household income	25%	21%	21%
% on Low Weekly Household income	15%	12%	13%
% on Moderate Weekly Household income	18%	16%	16%
Median Weekly household Income	\$1,470	\$1,421	\$1,447.00
Median Weekly Rent	\$420	\$400	\$351.00
Landlord and Tenure Type			
Owned outright	29%	26%	27%
Owned with a mortgage	23%	28%	31%
Rented: Real estate agent	24%	23%	18%
Rented: State or territory housing authority	2%	4%	4%
Rented: Person not in same household	5%	4%	5%
Rented: Housing co-operative, community or church group	1%	1%	1%

Source: ABS (2011) Census of Population and Housing, JSA 2016

18.5 Policy Context

Strathfield Council does not have a specific affordable housing policy for their Local Government Area.

18.6 Development Application process

The original application for a development at 21 Beresford Road Strathfield was lodged on the 11th of October 2013. This development was to be four storeys containing 11 units (4 x 1 bedroom and 7 x 2 bedroom) with 3 units to be used as affordable housing under SEPPARH for a minimum period of 10 years and basement parking.¹⁹⁹

In February 2014, the applicant lodged a development application for the construction of a fifth storey onto the development, which would include an additional 1 x 1 bedroom and 1 x 2 bedroom units. In May 2014 the Council refused the application for the additional storey and the applicant appealed the decision to the NSW Land and Environment Court (NSWLEC).²⁰⁰

The applicants appeal was upheld by the NSWLEC on the 10th of October 2014, having found that the additional storey was acceptable, taking into account the concessions available under SEPPARH, and that the development should be approved subject to conditions.

At the time of writing, construction of the development was nearing completion. We note that private units from the development have been sold.

18.6.1 Issues raised during the DA process

During the notification period, nine submissions were received by objectors (including three from the same neighbouring property). The issues raised in these submissions include:

- Assessment of the application under SEPPARH;
- Proximity of the development to the Homebush Road Heritage Conservation Area;
- Overshadowing;
- Setbacks;
- Height of the building; and
- Parking.²⁰¹

These issues were addressed in the original development application. None of the issues raised were considered reasons to refuse the development application, with potential impacts of the development on neighbouring properties and the surrounds being assessed as minimal.

¹⁹⁹ Strathfield Council Planning Committee Meeting, 17th December 2013, development at 21 Beresford Road Strathfield (DA No. 2013/179)

²⁰⁰ Abdul-Rahman v Strathfield Council [2014] NSWLEC1237 (10 October 2014), para. 2-3

²⁰¹ Ibid, p. 26-28

With regards to the issues raised by Council after the application was amended to include a fifth storey, the issues raised can be summarised as including:

- Incompatibility with the character of the local area;
- Non-compliance with the Strathfield LEP;
- Excessive bulk and scale;
- Adverse impacts on the amenity of future residents because of an increase in density;
- Inconsistency with the design principals in the SEPP No. 65;
- Overdevelopment of the site;
- Unsuitable for the site;
- Inadequate information;
- Undesirable precedent; and
- Not in the public interest.²⁰²

18.6.2 Issues addressed by the applicant prior to construction

For the original development, no alterations were necessary as Council concluded that the development was acceptable with minimal impacts on the surrounding properties and a high level of amenity offered for future residents.

With the addition of the fifth storey to the development application plans, Council raised a number of issues, as described above. Ultimately, the NSW LEC approved the development, including the addition of the fifth storey. However the following conditions were a requirement of the approval:

- Identification of the units to be used as affordable housing;
- Clarification of the levels;
- Adjustment of balcony width;
- Limits to height of the lift over-run;
- Update of administration/plans; and
- Tree protection measures, including fencing that is consistent with controls.

It is important to note that Strathfield City Council does not have a DA Tracking system available on its website to view documents associated with lodged development applications. As such, our ability to access documents related to this case study was limited.

18.7 Insight from private proponent

The private proponent of this development was Mr Omar Abdul Rahman, as mentioned in the 34 Noble Avenue case study; JSA was unable to locate contact details for Mr Abdul Rahman. It would

²⁰² Abdul-Rahman v Strathfield Council [2014] NSWLEC1237 (10 October 2014), para. 4

be useful to speak to Mr Rahman about his experience with the planning system when utilising the provisions of SEPPARH and NRAS funding. JSA was able to identify the proponent in this case study due to the public availability of the NSW LEC judgement.

18.8 Experience of neighbours

On Monday the 11th of April, JSA conducted a door knock survey of neighbours surrounding the development at 21 Beresford Road, Strathfield. Overall, 47 residential properties were door knocked or letterbox dropped (as some neighbouring properties were unit blocks, access could not be obtained into the building to door knock). Three surveys were conducted onsite with residents and 5 surveys were completed and returned to JSA by mail. The response rate for this case study was 17%.

Of those surveyed, the four had lived in the neighbourhood for over 10 years, two had lived there for between one and four years, and two were relative newcomers living in the area for less than twelve months. Four of the respondents owned their home (paying a mortgage or outright) and four are renting. All eight of the respondents stated that they had had all or mostly positive experiences living in the neighbourhood. The positive aspects focused on the location and proximity to transport shops and services (7 out of 8 mentioned the rail station specifically); while the most common thing respondents would change about the area was a need for more parking and reduced traffic congestion (3 out of 8 respondents).

Of those surveyed, there was a mixture of those who knew about the proposed development before it was built (3 respondents) and those that did not (3 respondents and 1 unsure). Four respondents indicated that they had concerns about the development prior to it being built (including one respondent who indicated that they were not aware of the proposed development prior to it being built). One respondent was concerned with the impact of the development on street parking and concerns about construction vehicles. Another noted that during the development process there were issues between the developer and the strata group regarding excavation concerns and resultant costs to neighbours. Two respondents indicated that they were concerned about the character and behaviour of future tenants, with one indicating that there were already some issues in the street when police have had to be called and they did not want the situation to further deteriorate.

Three respondents indicated that they shared their concerns with someone; one with the strata group regarding their particular concerns with excavation, and two respondents stated that they shared their concerns at a public forum and that they wrote a submission to Council. One noted that some of their concerns were addressed, and two noted that none of their concerns were addressed by the developer prior to consent.

In response to what the developer could have done differently one respondents indicated that the developer should not have allowed occupancy to the units prior to the carpark being finished which resulted in congested on-street parking, while another noted that the developer had had poor communication with neighbours and caused the strata group costs associated with garnering legal and other advice. In terms of additional comments provided, one respondent noted that there was an existing boarding house on the street nearby, which they note housed people with mental health issues and drug use issues. This respondent was concerned that future affordable housing tenants

could bring a similar ‘type’ of tenants, which ‘we don’t want any more people with problems...it will fuel more problems in our neighbourhood.’

18.9 Reflections from Strathfield Council

At the time of writing, JSA had not received a response from Strathfield Council to our inquiries about this development.

18.10 Lessons learned

- The majority of respondents to our survey had no issues or concerns with the proposed development, with many not even aware of it.
- Despite being a very limited number of respondents indicating particular concerns, the respondent who articulated concerns about the developer’s communication with the strata group of neighbours and the respondent who articulated concerns about the future development based on their perceptions about tenants of a near-by affordable housing development (in this case a boarding house) provide examples of how developer relations with neighbours and neighbours perceptions of affordable housing based on ‘housing legacies’ in a locality can affect support for a proposed development.

19 Chestnut Avenue/Burke Street, Telopea

19.1 Criteria for selection

Table 19.1: Criteria for case study selection, Telopea

Criteria for Case Study Selection	Chestnut Avenue/Burke St, Telopea
Completed and occupied	Yes
Located in an area of high need for AH	Yes – with regard to Parramatta LGA, perhaps less in Telopea suburb due to higher level of social housing.
In or near the Parramatta Road corridor and development precincts	No
LGA represented	Parramatta
Tenure type	Affordable housing
Dwelling size, style, type	24 units
Developer type	LAHC redevelopment site
Developed utilising facilitative funding and/or planning provisions (e.g. SEPPARH, NRAS, Council land/funding, NBESP)	SEPPARH
Local community opposition to the proposal	No

Source: JSA, 2016

19.2 Project description

The applicant, NSW Land and Housing Corporation, lodged a development application (DA/116/2011) on the 8th of March 2011 with Parramatta Council to demolish an existing structure and remove existing trees at 1-5 Chestnut Ave and 6-8 Burke Street, Telopea and construct an affordable rental housing development. This development was proposed to contain 24 units and parking for 14 vehicles by consolidating 5 allotments at 1-5 Chestnut Avenue and 6-8 Burke Street, Telopea.²⁰³ The development application was made under SEPPARH.²⁰⁴ The development has been completed and we understand that the units are managed by Bridge Community Housing. It is uncertain whether these units were a part of a tenanted transfer between LAHC and Bridge.

19.3 Location description

The development falls under the jurisdiction of the Parramatta Local Environmental Plan 2001. The land was zoned as residential 2(b) which does not allow the construction of residential flat buildings.

The Parramatta LEP 2011 was gazetted prior to the development application, however was on exhibition at the time and was considered accordingly. Under the 2011 LEP the land is zoned as Medium Density Residential (R3). Residential flat buildings are not permitted in this zone. The

²⁰³ Sydney West Joint Regional Planning Panel Review of development Application for 1-5 Chestnut Avenue and 6-8 Burke Street Telopea, 28 August 2012, p. 1

²⁰⁴ *ibid*

areas surrounding the site are generally zoned R3, with a mixture of R2 (Low Density residential), R4 (High Density Residential), B1 (Neighbourhood Centre), B4 (Mixed Use), and RE1 (Public Recreation). The site has a maximum building height of 11 metres and a maximum FSR of 0.6:1.

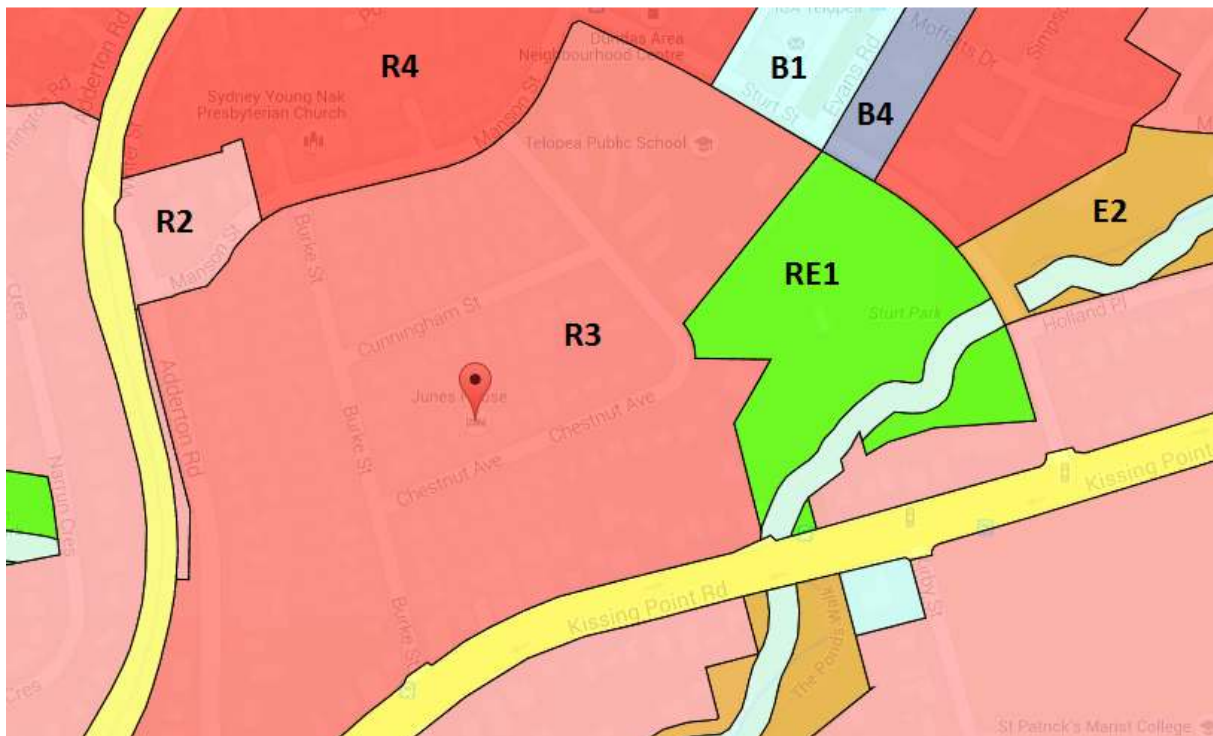


Figure 19.1: Zoning map for Chestnut Avenue/Burke St, Telopea

Source: Parramatta LEP 2011

The area surrounding the site is predominantly residential. Opposite the development, in Chestnut Avenue, are predominantly single storey detached residential dwellings. The properties neighbouring the development to the east at Chestnut Avenue are also predominantly single storey detached residential dwellings, with several duplexes or town house developments further east on the street. Opposite the site in Burke Street and to the rear of the property in Cunningham Street, are also predominantly single storey detached dwellings. In the wider surroundings of the site there are several unit, duplex and town house developments, particularly fronting Kissing Point Road (located south of the development).²⁰⁵

A bus stop is located approximately 190 metres walk from the site on Kissing Point Road. Telopea Train station is located approximately 850 metres walk to the north of the site.²⁰⁶

19.4 Local demography & need for affordable housing

Telopea suburb has a lower median household income than Parramatta LGA or Greater Sydney (\$1070 compared with \$1288 and \$1477) and a significantly lower median weekly rent than Parramatta LGA and Greater Sydney (\$191 compared with \$340 and \$351, respectively). Telopea

²⁰⁵ Google Maps, 2016

²⁰⁶ Ibid

has a significantly higher percentage of public housing than the Parramatta LGA or Greater Sydney (20% compared with 7% and 4%, respectively).

Table 19.2: Housing demographics for the suburb of Telopea compared with Parramatta LGA and Greater Sydney

	Telopea	Parramatta	Greater Sydney
Household composition			
One family household	56%	62%	62%
Multiple family household	1%	3%	2%
Non-family household	32%	24%	24%
Dwelling Structure			
Separate house	42%	51%	59%
Semi-detached, row or terrace house, townhouse etc. with one storey	9%	5%	5%
Semi-detached, row or terrace house, townhouse etc. with two or more storeys	15%	8%	7%
Flat, unit or apartment in a one or two storey block	9%	11%	7%
Flat, unit or apartment in a three storey block	17%	14%	9%
Flat, unit or apartment in a four or more storey block	7%	10%	11%
Weekly Household Income			
% on Very Low Weekly Household income	39%	1%	21%
% on Low Weekly Household income	15%	24%	13%
% on Moderate Weekly Household income	18%	14%	16%
Median Weekly household Income	\$1,070	\$1,288	\$1,447
Median Weekly Rent	\$191	\$340	\$351
Landlord and Tenure Type			
Owned outright	21%	23%	27%
Owned with a mortgage	28%	29%	31%
Rented: Real estate agent	13%	21%	18%
Rented: State or territory housing authority	20%	7%	4%
Rented: Person not in same household	3%	5%	5%
Rented: Housing co-operative, community or church group	1%	1%	1%

Source: ABS (2011) Census of Population and Housing, JSA 2016

19.5 Policy Context

Parramatta City Council adopted an Affordable Housing policy in 2009.²⁰⁷ The purpose of the policy is to drive actions in the LGA that will help maintain the percentage of affordable housing, to expand the choice and to champion investment for private, not for profit and government sectors.

²⁰⁷ Parramatta City Council, Affordable Housing Strategy, May 2009

The policy aims to protect existing affordable housing stock while helping to facilitate new affordable housing stock in the LGA for low to moderate income earners who are renting.²⁰⁸

19.6 Development Application process

The applicant, NSW Land & Housing Corporation, lodged a development application on the 8th of March 2011 for the development at 1-5 Chestnut Avenue and 6-8 Burke Street, Telopea.²⁰⁹

19.6.1 Issues raised during the DA process

After considering the DA the council met on the 12th of June 2012 to provide an assessment as to the possible reasons for refusal. Issues raised by Council include:

- Incompatibility with the character of the local area;
- Inconsistent with Parramatta LEP 2001 and a prohibited use in that zoning;
- Unacceptable visual privacy and acoustic impacts on adjoining properties;
- Bulk and scale of the property;
- Unacceptable social impacts upon the community;
- Displacement of existing tenants; and
- Not in the public interest.²¹⁰

19.6.2 Issues addressed by the applicant prior to construction

The application was exhibited between the 23rd of March 2011 and the 13th of April 2011. Amendments were made to the development plans and the plans were re-notified for the period of 16th of December 2011 to the 10th of January 2012. During the notification period a total of 27 submissions were received. The issues raised included:

- The density of the development;
- Loss of privacy;
- Parking and traffic congestion;
- Impact of the character of the local area;
- Displacement of existing residents; and
- Impact on flora and fauna.²¹¹

²⁰⁸ Ibid, p. 6

²⁰⁹ Sydney West Joint Regional Planning Panel Review of development Application for 1-5 Chestnut Avenue and 6-8 Burke Street Telopea, 28 August 2012, p. 1

²¹⁰ Ibid, p. 5

²¹¹ Ibid, p. 4

19.6.3 Outcome

The application was referred by Parramatta City Council to the Sydney West Joint Regional Planning Panel (JRPP). The JRPP concluded on the 28th of August 2012 that Council's reasons for refusal were not substantiated and recommended that the development application be approved subject to conditions.²¹²

19.7 Insight of proponent and CHP manager

At the time of writing JSA has not received a response from Bridge Housing about their involvement with this development, experience managing the properties and a basic profile of their tenants. JSA has also asked LAHC for information about the proposal, but did not receive a response to our inquiry.

19.8 Experience of neighbours

On Friday the 15th of April, JSA conducted a door knock survey of neighbours surrounding the development at 1-5 Chestnut Avenue/ 6-8 Burke Street, Telopea. Overall, 24 residential properties were door knocked in Chestnut Avenue and Burke Street, with 4 residents surveyed onsite and 20 properties letterbox dropped with the survey. Overall, 3 surveys was completed and returned to JSA by mail. The response rate for this case study was 29%.

Of the seven neighbours surveyed, there was a mix of time lived in the neighbourhood with one less than 12 months, one living there between 1 and 4 years, two living there between 5 and 9 years and three living there for over ten years. Three of the respondents owned their home (outright or paying a mortgage) and four are renting.

Six reported that they had mostly positive experiences living in the neighbourhood, while one felt mostly negative. Residents reported that the best things about living in the neighbourhood included access to public transport, the sense of community and that the neighbourhood was quiet. Four respondents indicated that specific concerns about a neighbour, the age/quality of the housing, on-street parking and sewerage and the allocation of public housing to people 'of a similar ilk' were each things that they would change about the neighbourhood.

Of those surveyed, four knew about the proposed development before construction and three did not. Three respondents noted that they had concerns about the development before it was built, and generally related to parking, character and behaviour of potential tenants and increasing density. Two respondents shared their concerns at a public forum, one made a public submission, one spoke to the on-site manager during the construction and one respondent indicated that they utilised all avenues to express their concerns (including attended a forum, signed a petition, wrote a submission, made representations to a local MP or the media) and joined a 'stop the rot' campaign – although the nature of the campaign is unknown as the respondent was a mail-back and could not be questioned further. Three respondents indicated that some of their concerns were addressed by the developer before construction. The overall impact of the development has been neutral or

²¹² Ibid, p.11

no impact for four respondents and negative impacts for three respondents, which appears to be due to 'poor neighbour behaviour' by some tenants in the new development. Neighbours mentioned arguing and domestic violence, with one respondent indicating that her child had moved bedrooms due to noise from fighting at night from the neighbours. One resident reported calling the police on a number of occasions regarding this behaviour and reports that the response of the police has been excellent, while two other neighbours also reportedly making complaints to the tenancy manager but neither feels as though their issues have been resolved satisfactorily. It is unknown whether Bridge Housing is aware of this issue or their perspective on it.

19.9 Reflections from Parramatta Council

Parramatta City Council did not provide JSA with any feedback on this development. We note that in their response regarding the High Street case study they discussed their experience with applications made under SEPPARH and their policy on affordable housing. See the High Street case study for more detail.

19.10 Lessons learned

- Despite the increased density of the development compared to the low-rise character of existing street, of the neighbours surveyed only one indicated that increased density was a concern.
- Two neighbours surveyed indicated that they had concerns about the character and behaviour of future tenants prior to the development being built. However, three respondents spoke about the 'bad neighbour' behaviours of some (perhaps one) of the households in the new development including fighting, yelling, breaking things and domestic violence. It is a reminder of the importance of tenancy management in these new developments and maintaining good neighbour relations. As poor neighbour experiences can not only impact the day to day living for residents, but it can also affect their support for future affordable housing development projects.