




Planning Proposal

15-17 Marion Street, Leichhardt NSW

Submitted to Inner West Council
On Behalf of Uniting

Report Revision History

Revision	Date Issued	Prepared by	Reviewed by	Verified by
01 Draft	28/10/16	Michael Watson <i>Senior Project Planner</i>	Juliet Grant <i>Executive Director</i>	 Juliet Grant <i>Executive Director</i>
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Final	06/04/17	Michael Watson <i>Senior Project Planner</i>	Juliet Grant <i>Executive Director</i>	

This document is preliminary unless approved by a Director of City Plan Strategy & Development

CERTIFICATION

This report has been authorised by City Plan Strategy & Development, with input from a number of other expert consultants, on behalf of Uniting. The accuracy of the information contained herein is to the best of our knowledge not false or misleading. The comments have been based upon information and facts that were correct at the time of writing this report.

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Appendix	Document	Prepared by
1.	Survey Plans	Project Surveyors
2.	Urban Design Report (2014)	Alan Jack and Cottier
3.	Council Meetings	Former Leichhardt Council
4.	Memorandum of Understanding	Former Leichhardt Council
5.	Urban Design Report (2016)	Studio GL
6.	Aircraft Noise Intrusion Assessment	SLR Consulting Australia Pty Ltd
7.	Heritage Impact Assessment	City Plan Heritage
8.	Traffic Report	Colston Budd Rogers & Kafes
9.	Draft DCP Amendment	CPSD
10.	Arboricultural Impact Appraisal	Naturally Trees
11.	Concept Architectural Floor Plans ADG Compliance Table	Young and Metcalf
12.	Concept Sketch	Studio GL
13.	Social Impact Statement	Uniting

Section A - Overview

1. Executive Summary

This Planning Proposal (PP) is being submitted to the Inner West Council (IWC) on behalf of Uniting.

This PP explains the intended effect of, and justification for, the proposed amendment to Leichhardt Local Environmental Plan 2013. The amendment is a site specific LEP for **Nos. 15-17 Marion St, Leichhardt** (the site). It has been prepared in accordance with Section 55 of the *Environmental Planning and Assessment Act, 1979* (EP&A Act) and the relevant Department of Planning Guidelines including 'A Guide to Preparing Local Environmental Plans' and 'A Guide to Preparing Planning Proposals'.

This PP seeks to amend the existing floor space ratio (FSR) and introduce a maximum building height control for the site to allow redevelopment of the existing Annesley House to create a new and improved seniors housing development that demonstrates best practice. Uniting have been working with the former Leichhardt Council since 2013 regarding the redevelopment of various sites within Leichhardt to provide much needed housing for the aged and more vulnerable members of the community. Comprehensive community consultation has been undertaken which assisted in establishing the desired future building envelope controls for the site. After various Council and public meetings, on 16 December 2015 the former Leichhardt Council resolved to support the indicative development controls to ultimately guide the future development on this site. Council and the applicant entered into a Memorandum of Understanding (MOU) in March 2015 that endorsed the indicative development outcome on the site.

This PP seeks to formalise the process that has previously been undertaken and agreed under the MOU. As part of this PP process, a comprehensive analysis of the site and the desired building envelope controls has been undertaken. This analysis has established that the indicative FSR of 2:1 under the MOU does not support a feasible and functional seniors living development within the building envelope and that a minor increase to the FSR is required. Accordingly, this PP seeks the following controls:

- FSR: 2.4:1; and
- Height: Maximum Height of RL57.5 (5 storeys).

The proposed future building will provide a tangible public benefit by replacing the old and 'dated' existing building, with "best practice" accommodation for senior members of the community, in line with Uniting's philosophy of social justice and compassion. Uniting is a registered community housing provider and as such, this proposal is a genuine investment in community development and not a speculative venture.

2. Background

Uniting (formerly 'UnitingCare Ageing') provides lifestyle, health and care services to 14,000 older people across NSW and ACT. Uniting currently operates over 75 sites within the Inner West and Metropolitan Sydney more broadly. Uniting and Leichhardt Council commenced discussions regarding the redevelopment of three (3) under utilised sites in 2013, being:

- 15-17 Marion Street Leichhardt also known as 'Annesley House';
- 1-5 Wetherill Street, Leichhardt also known as Lucan Care and Wesley House; and
- 168 Norton Street, Leichhardt also known as 'Harold Hawkins Court'.

At its meeting on 23 April 2013, Council resolved to commence negotiations with Uniting to establish a planning pathway for the above properties to assist the provision of affordable and supported housing. After performing a background review and establishing a best practise methodology, community consultation was initiated in March 2014 to involve the community in the decision making process.

Various public consultation meetings were held to allow the community to be actively involved and contribute to the development of building envelopes for the site. As a result of this consultation process, a set of 'Guiding Principles' for how development should proceed was established. The principles are identified in the following table:

TABLE 1: PLANNING PRINCIPLES FOR THE TWO LEICHHARDT SITES

Rating	Principles
Highest rating	1. Achieve significant housing outcomes 2. Facilitate development
Mid rating	3. Ensure development is financially viable 4. Continue to provide and improve services to local residents – able to live longer in own home 5. Activate Norton Street 6. Ensure urban design informs the building envelope
Lower rating	7. Provide local employment 8. Provide on-site parking suited to use 9. Involve local community and stakeholders throughout the development process 10. Design principles

Council engaged Alan Jack and Cottier Architects (AJ+C) to assist with establishing the desired building envelopes for the sites, and forming the basis for the controls to guide the building envelopes with regard to the abovementioned 'guiding principles' (Refer to **Appendix 2**). The recommended building envelope controls were considered by Council in September and October 2014. Subsequently, a Draft 'Memorandum of Understanding' (MOU) was prepared for the sites and was presented to Council on 16 December 2014.

At this meeting the Council resolved the following:

"That:

- 1. The report be received and noted*
- 2. The Mayor and General Manager be authorised to execute the Draft MOU on behalf of Council, subject to any minor administrative amendments that may be required*
- 3. The proposed building envelopes – comprising heights, setbacks and indicative FSR's be exhibited*
- 4. Based on the endorsed documentation, Council Officers:*
 - a. Publicly exhibit the proposed development controls for the three sites, on the Council web site and via letters and emails*
 - b. Notify all stakeholders previously notified in the development of the proposed guidelines*

- c. Include a public drop in session and a public meeting in the notification period
- d. expand the notification area to the Leichhardt Ward
- e. Present the results of the community engagement to a future Council meeting

5. UnitingCare be advised in terms of recommendations 2, 3 and 4 above."

On the 5th of March 2015, the Council and Uniting signed the MOU, which includes the following controls/outcomes for 15-17 Marion Street (also refer to **Appendix 4**):

TABLE 2: AGREED MOU OUTCOMES FOR 15-17 MARION STREET

Controls/Outcomes	Community Benefits
<ul style="list-style-type: none"> ▪ FSR: 2:1 ▪ Height: 18 metres / 5 storeys ▪ Use: ~ 108 aged care beds 	Upgrade and increase existing aged care accommodation within the Leichhardt LGA to accord with current Commonwealth best practice.

It is important to understand that the abovementioned controls were established utilising the guiding development principles that were recommended by AJ+C. These were estimated ranges only, and were to assist in guiding the future controls and development for the site. As part of this PP, Uniting have since commissioned further examination of the building envelope controls including urban design/architectural input and a yield analysis, to assist in formalising the feasibility of the overall development. This more detailed analysis concludes that an increase to the anticipated FSR is required, and accordingly the PP seeks an FSR of 2.4:1. This is further discussed in **Section 6** of this report.

During the preparation of this PP various discussions have been undertaken with Council's strategic planning staff, including Gillian Dawson and Roger Rankin. A meeting between Uniting and Council's Director of Planning was held on 19 October 2016, and a further meeting was held with Council's interim General Manager on 24 November 2016. The variation to the MOU was discussed in the most recent meeting, and it was agreed to move forward on this basis.

A summary of the process and timeframe to get to this PP is provided below in the following flow chart.

Timeline of the redevelopment process to date



3. The Site

3.1 Location and Description

The subject site, Nos. 15-17 Marion Street, Leichhardt (also known as Annesley House), is located within the suburb of Leichhardt and is in the Local Government Area of the Inner West Council (IWC). The site is located approximately 5km west from the Central Business District (CBD) of Sydney and is in the 'West Leichhardt Distinctive' neighbourhood.

The location of the site is shown below in **Figures 1 and 2**.

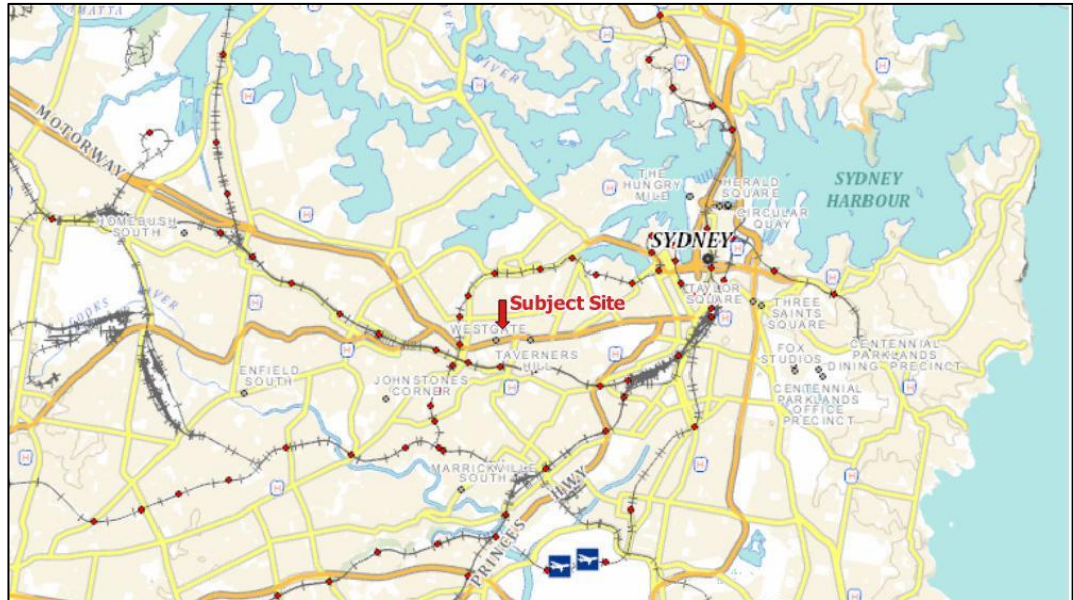


Figure 1: Aerial view of the subject site (Source: Google Maps)



Figure 2: Aerial view of the site. The site is outlined in red. (Source: SIX Maps)

The site has an area of 3,295m² as identified in the survey prepared by Project Surveyors (**Appendix 1**) and currently consists of the following allotments as shown in **Table 3**.

TABLE 3: SITE DETAILS

Legal Description
Lot 21 Section 1 DP 328
Lot 22 Section 1 DP 328
Lot 24 DP 328
Lot 25 DP 328
Lot A DP 377714
Lot B DP 377714

The site has frontage to Marion Street on the eastern boundary, adjoins residential land to the north and west boundaries, and adjoins a church on the eastern boundary. The site is of rectangular shape and currently contains Annesley House, which has been used as for residential aged care, including psychiatric and pastoral care, containing 86 beds and 50 staff. The existing development represents three (3) buildings that are joined via internal walkways and are two (2) and three (3) storeys in height. The land is accessed via a driveway located along the western boundary of the site, with staff and visitor parking located to the rear (northern) boundary.

The photos below in **Figure 3-6** provide an illustrative overview of the existing buildings on the subject site and its relationship with the surrounding area.



Figure 3: View of Annesley House as viewed from Marion Street (Source: Google Maps)

3.2 Adjacent and surrounding development

In summary, the surrounding context is described as follows:

- Development fronting Marion Street to the west of the site predominantly consists two and three storey residential development. Whilst the majority of properties consist of detached dwellings, there are various multi dwelling housing developments along the street;
- Development fronting Marion Street to the west consists of a mixture of residential development, retail/commercial premises, and community uses;
- The Norton Street local retail precinct is walking distance from the site to the east. The local centre contains services, retail, and community facilities such as a post office, town hall, IWC chambers, Anglican Church, chemist, small supermarket, and doctors/health care facilities;



Figure 4: Existing development to the west of the site along Norton Street (Source: Google Maps)

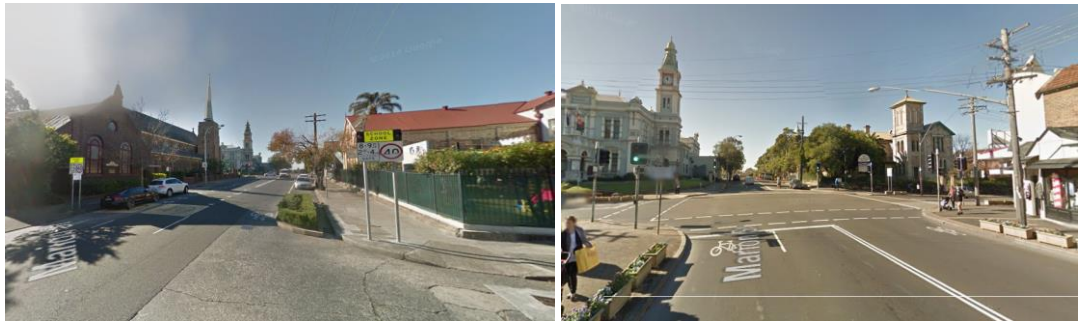


Figure 5: Existing development fronting Marion St to the east of the site (Google Maps)



Figure 6: Looking North along Norton Street (left) and Medical Centre on Short Street (Google Maps)

3.3 Local Planning Controls

The current *Leichhardt Local Environmental Plan 2013* (LLEP) has the following relevant controls applicable to the site:

Zone

The site is zoned 'R1 General Residential' under the LLEP.

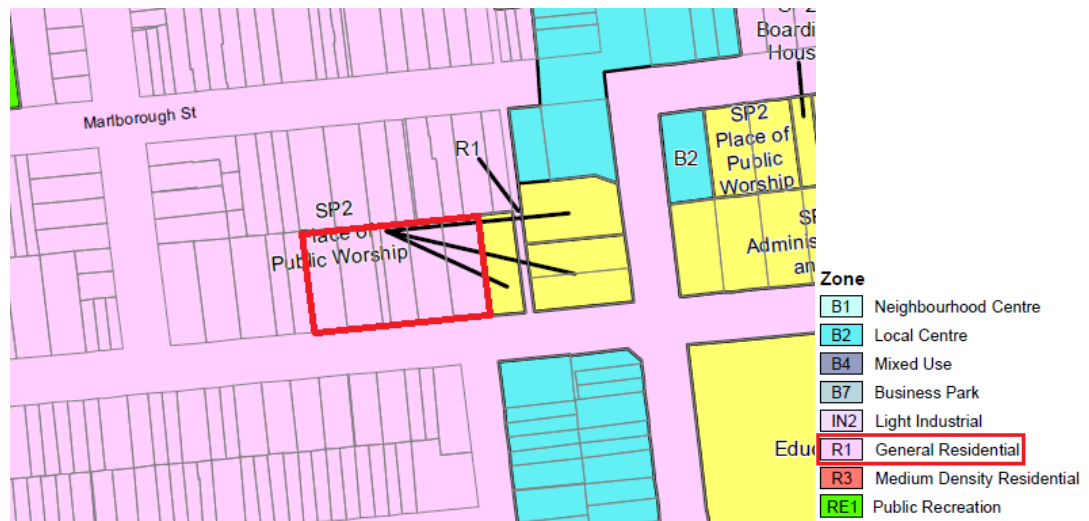


Figure 7: Extract of Land Zoning Map under LLEP. Subject site outlined in red

FSR

The site is identified as having a maximum Floor Space Ratio (FSR) standard of 0.5:1 under the LLEP. However, should the development be for anything other than 'residential accommodation', the site has a maximum FSR of 1:1.

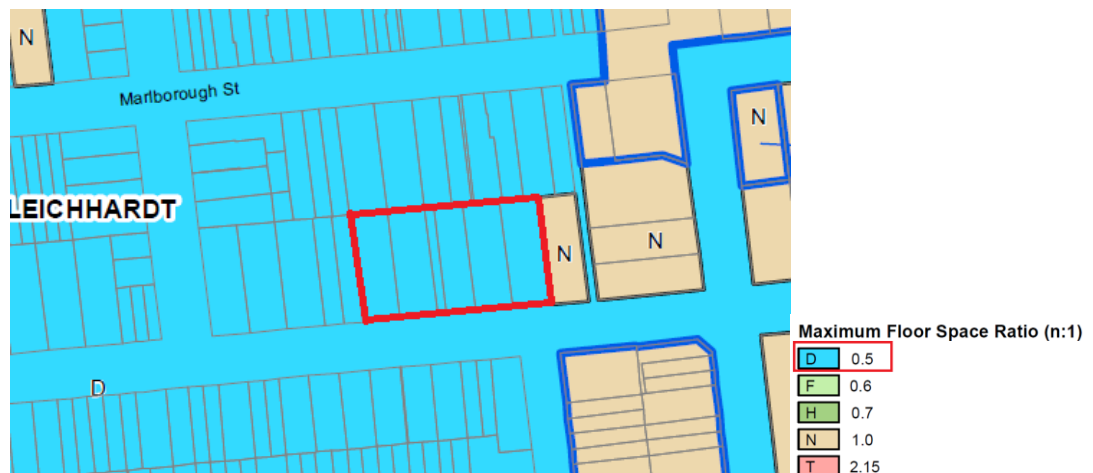


Figure 8: Extract of FSR Map under LLEP. Subject site outlined in red

Height

The site does not contain a maximum height standard under the LLEP.

Heritage

The site does not contain any heritage items, however, is located in the 'Whaley Borough Estate Heritage Conservation Zone'. There are various heritage items within the area.

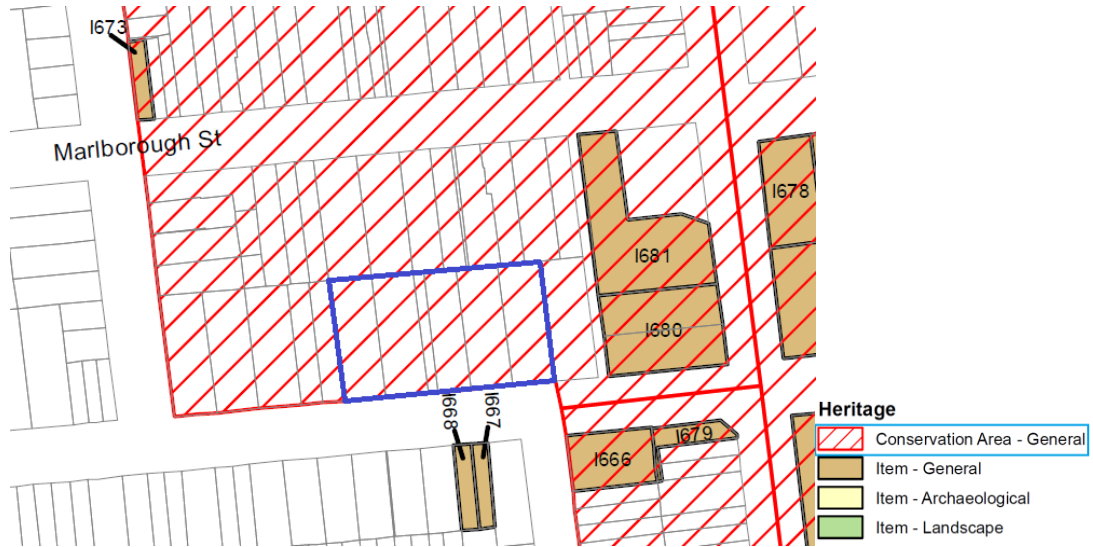


Figure 9: Extract of Heritage Map under LLEP. Subject site outlined in blue

Acid Sulfate Soils

The site has a "Class 5" classification' under the LLEP.



Figure 10: Extract of Acid Sulfate Soils Map. Site outlined in red

Airport Operation Limitation Surface (OLS)

The site is located between the OLS of 100 AHD and 110 AHD on the Sydney (Kingsford Smith) Airport OLS Map.

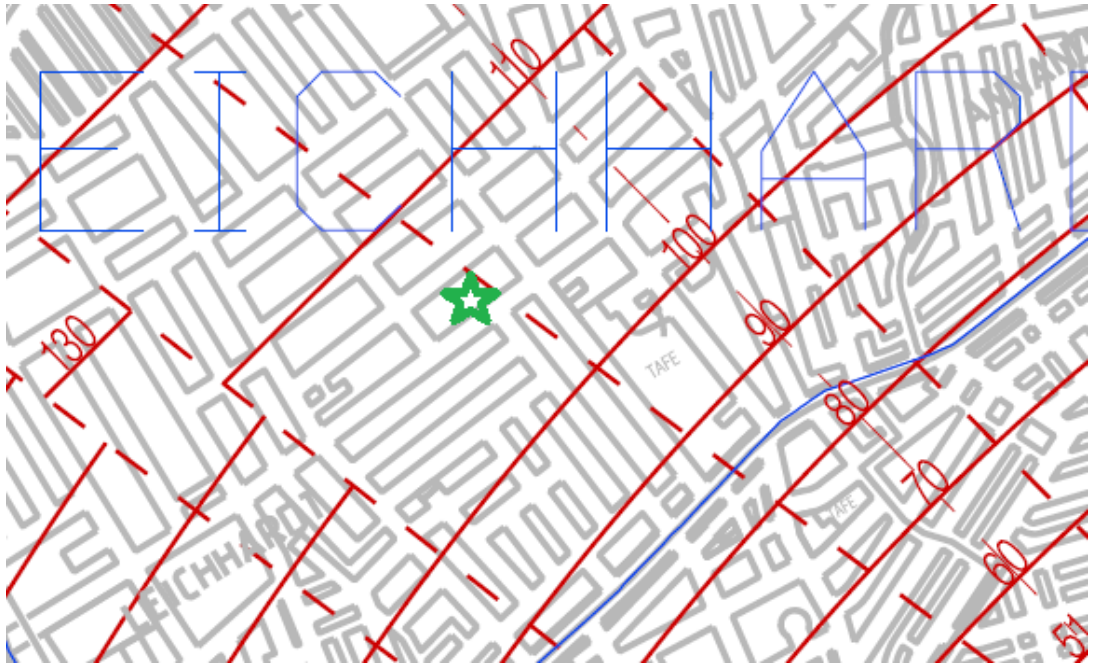


Figure 11: Extract of Sydney Airport OLS Map. Site indicated by Green Star.

Airport Noise

The site is located within ANEF Contour of 20 to 25 as indicated on the Sydney Airport 2033 ANEF Contour Map.

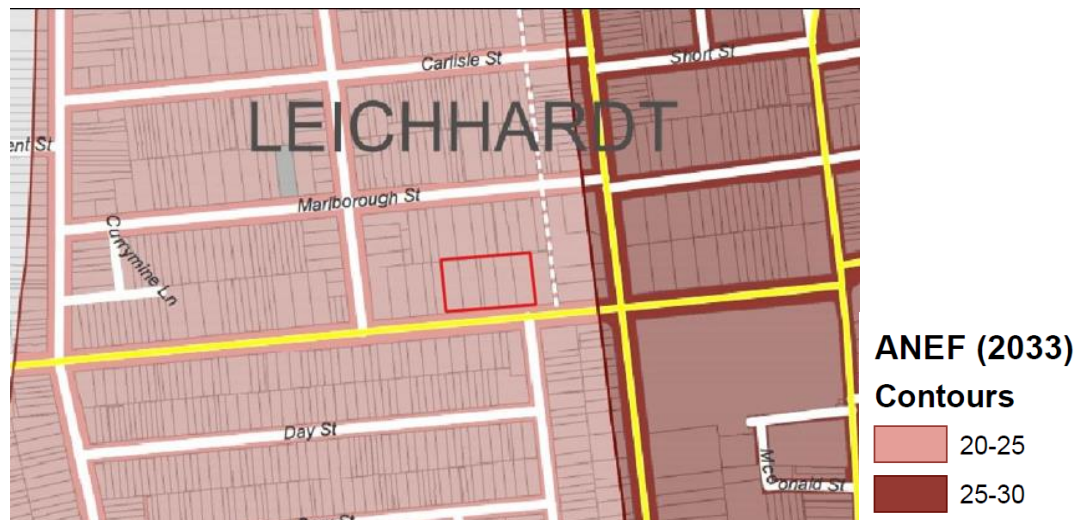


Figure 12: Extract of ANEF Forecast 2033 Contour Map. Site outlined in blue (Source: Leichhardt Municipal Council)

Landscaped Area and Site Coverage

The LLEP requires that 'residential accommodation' on sites located in the R1 with an area greater than 235sqm, must have the following:

- Landscaped Area: Minimum 20% of the site area; and
- Site Coverage: Maximum 60% of the site area.

3.4 Consultation with Leichhardt Council

As outlined in **Section 2**, there has been extensive consultation with Council and the local community in regard to the future built form for the site.

A detailed chronology of consultation is provided in the report to Council dated 23 September 2014 and 16 December 2014 (see **Appendix 3**).

In addition, the applicant has been in regular contact with Officers of the newly formed Inner West Council during the preparation of this PP.

Section B - Planning Proposals

4. Part 1 - Objectives or Intended Outcomes

The intended outcome of the PP is to enable re-development of the site to achieve State and Local Government housing objectives and deliver public benefits with minimal environmental and economic impacts.

The objectives of the PP therefore are:

- To provide social benefits through the provision of best practice and modern seniors housing in a location that is close to necessary services and public transport;
- To provide an opportunity to improve the presentation of the site to the public domain, and enhance the streetscape;
- To capitalise on opportunities within the site to provide an economic and orderly use of the land for seniors development which provides care to the elderly and more fragile members of the community;
- To formalise the controls that have previously been agreed to with Council and the community;
- To ensure the future development and use of land is appropriate to minimise environmental risks and potential impacts on adjoining land uses; and
- To satisfy State government objectives in '*A Plan for Growing*' as well as relevant Section 117 directions.

The intended development outcome is a model, world class seniors living development with a mix of accommodation and care packages including a residential aged care facility (RACF) and independent living units (ILU's).

Justification for variation from MoU

Young and Metcalf have prepared indicative concept floor plans to assist in understanding the potential development yield for the site (**Appendix 11**). This yield analysis has been undertaken since AJ+C formed the basis of the building envelope controls that were agreed upon under the MOU.

The yield analysis demonstrates that the 'indicative' 2:1 FSR is marginally under what is required to facilitate a feasible redevelopment of the land, particularly with regard to providing a building with high levels of amenity and satisfying Uniting's standard for delivering high quality seniors development.

Uniting's model for a residential aged care facility focuses on their vision of "safe, secure and non-institutional", and their principles which endeavour to provide home-like care and amenity for its residents. This operational model of care has been developed over many years and is based around a floor plan that replicates a household environment. To ensure appropriate staffing and supervisory ratios are maintained, reconfigurations have been made and an optimal floor plan has been developed.

Uniting's primary care model focuses on providing accommodation for seniors to age in place. This model of care is based on a growing demand for these types of facilities, which seek to include both accommodation that provides a level of 'independence', as well as accommodation that provides higher levels of care as the residents become progressively more dependent on this care. As a consequence, world's best practice developments have a mix of high care and independent living options within the one development. In addition, the rooms associated with independent living are designed to industry standards with Uniting looking to achieve a 'Platinum Level' of accommodation in line with the *Liveable Housing Design Guidelines* and universal design principles, which results in larger sized apartments.

A consequence of this modern approach is a higher GFA requirements to achieve operational efficiency than was initially envisaged at the time of the MOU.

The desired yield of the indicative development is shown in **Table 4** below:

TABLE 4: POTENTIAL YIELD (SOURCE: YOUNG AND METCALF)

Element	Provision
RACF beds	90-95 beds and community facilities
Total ILUs	20 (approximately 31 beds)
Site Area	3,295m ²
GFA	7,693m ² , including: <ul style="list-style-type: none"> 5,529m² GFA RACF 1,831m² GFA of ILUs
FSR	2.34:1
Height and R.L.	Five (5) Storeys R.L. 57.5 AHD
Parking	One (1) level of basement parking comprising 45 spaces and loading bay.
Deep Soil	440m ² (13.3% of site area)

The below artist impression gives an understanding of the anticipated built form that could exist on the site.



Figure 13: Artist impression of the potential future built form. View from Marion St looking east (Source: Studio GL)

To give an understanding of various different 'models' that Uniting have undertaken at other sites, please see **Figures 14-16**.



Figure 14: Concept model of an approved facility at Wontama, Orange (under construction)



Figure 15: Concept model of an approved facility at Mayflower, Westmead



Figure 16: Concept model of proposed facility at Mayflower, Gerringong

All of the above developments include 'wings' that extend off a central core, which is common when providing modern residential accommodation for seniors.

For this site, to be able to achieve a built form within the building envelope controls anticipated by AJ+C, the built form needs to be a rectangular model (not including 'wings'). For a rectangular model on the site an FSR of only 2:1 would not provide an appropriate residential care for Uniting's 'household model'. Accordingly, the required FSR for Uniting to achieve an operationally feasible development that is within the building envelope, whilst maintaining Uniting's high quality standards.

Accordingly, the FSR of 2.4:1 being sought under this PP is above the **indicative** FSR of 2:1 identified in the MOU. Given this is a relatively minor increase above that estimated by AJ+C, this is suitable as it allows for the provision of a feasible development that provides seniors housing in the LGA. The additional floor space will be contained within the building envelope controls established by AJ+C and will not have any adverse impacts.

Urban Design

To ensure the proposed new urban form can be appropriately accommodated in the existing streetscape and urban context of Marion Street, an Urban Design Report has been prepared by Studio GL (**Appendix 5**). This report reviews the building envelopes that the AJ+C report originally prepared and identify if this massing provides an appropriate urban design response given the local context and relevant and current planning controls. This report confirms the suitability of the building envelope controls previously established by AJ+C.

It is important to understand the concept architectural plans are indicative only, and are subject to change at DA stage. These have been provided to give an understanding of the potential future development on the site. This PP seeks to obtain an FSR marginally greater than that shown on these indicative plans. This is being sought to provide some degree of flexibility at the DA stage, noting that the FSR will be contained to the building envelope identified in Studio GL's Urban Design report (**Appendix 5**).

5. Part 2 - Explanation of the provisions

This PP is submitted on behalf of Uniting and seeks the following modifications to the *Leichhardt Local Environmental Plan 2013 (LLEP)*:

- Introduce a maximum building height up to RL 57.5 for the site. This proposed height is consistent with the building envelopes previously established by AJC and endorsed by Council for the site. In this regard, this height will allow a five (5) storey building on the site that has a suitable relationship to Marion Street and surrounding areas, and allows for lift over-runs and required servicing elements on the roof; and
- Allow a floor space ratio of 2.4:1 for development that is for 'seniors housing'.

It is proposed to implement these amendments via the inclusion of an 'Additional local provision' in Part 6. Example wording is provided below.

Part 6 Additional local provisions

6.17 Development on certain land in Leichhardt

(1) This clause applies to land at 15-19, being Lot 21 Section 1 DP 328, Lot 22 Section 1 DP 328, Lot 24 DP 328, Lot 25 DP 328, Lot A DP 377714, and Lot B DP 377714.

(2) Despite Clause 4.3, the maximum building height of the land to which this clause applies is RL 57.5.

(3) Despite Clause 4.4 and Clause 4.4A, the maximum floor space ratio of the land to which this clause applies is 2.4:1.

(4) Subclause (2) and (3) does not apply to a development that relies upon the bonus floor space provisions contained under *State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004*.

(5) The maximum R.L under subclause 2 may be exceeded by up to 3m for ancillary building elements related to the provision of communal open space on the roof and providing equitable access to that area.

(6) Development consent must not be granted under subclause (2) and (3) unless the consent authority is satisfied that the development of the land includes seniors housing.

The proposed controls would enhance the viability of redevelopment and trigger redevelopment of a modern purpose built mixed use facility, incorporating best practice seniors housing. The FSR of 2.4:1 being sought in this PP is slightly greater than that shown on the indicative architectural plans prepared for concept feasibility (**Appendix 11**), however, this provides a rounded-up number, and provides an opportunity for full detailed design in the future DA.

To give Council certainty that the future development will not exceed the required FSR for the future development, the proposed clause 6.17(4) would prevent the application of additional FSR that could otherwise be sought under *State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004*.

A Draft site specific Development Control Plan has been prepared for the subject site to ensure the anticipated and desired built form that was established through previous Council and community consultation is delivered (**Appendix 9**).

It is anticipated that a Development Application will be lodged concurrently during the assessment of this PP. Accordingly, to allow flexibility so this can occur, it is also proposed to amend Clause 1.8A of the LLEP as follows:

1.8A Development on certain land in Leichhardt

(2) To avoid doubt, Leichhardt Local Environmental Plan 2013 (Amendment No [insert amendment number]) applies to the determination of a development application made (but not finally determined) before the commencement of that Plan.

6. Part 3 - Justification

6.1 Need for a Planning Proposal

6.1.1 Is the PP a result of any strategic study or report?

The Councils of the Inner West have a long history of pursuing housing affordability, diversity, and equity. These goals are consistent with broad state government policy objectives and are articulated throughout a range of local policies (see **Section 6.2.2**).

Council's desire to increase the availability and quality of seniors living accommodation reflects the growing and ageing demographic profile of the Inner West area.

Recent demographic information released by the Greater Sydney Commission in support of the **Draft Central District Plan** states that "*between 2011-2031 the population aged 65 and over is projected to be the fastest growing age group with an additional 70,450 people expected in this age group in the Central District by 2031*". Coupled with this, lone person households are the largest proportion of household types in the former Leichhardt LGA (at 32%) and this is forecast to continue¹.

This PP Responds to changing demographic profile of the local community as outlined in the Social Impact Statement at **Appendix 13**.

6.1.2 Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

A PP is the best way of achieving the objectives to trigger redevelopment of the site for seniors housing, as the scale of change sought is outside the scope of clause 4.6. A PP provides a transparent method of facilitating change and allows the community an opportunity to engage in the process.

There are a range of alternate means of amending the LLEP that could be considered to facilitate the concept development, including:

- **Option 1:** Amend the FSR and Height of Buildings maps under the LLEP. Whilst this would allow the required development outcome, this is not proposed as this option would not give Council certainty that the future development on the site will be for seniors housing.
- **Option 2:** As the site does not currently have a height standard under the LLEP, another option could involve amending the FSR control only, and amend the DCP with the remaining building envelope controls. However, this does not give certainty to the development outcome on the site given the status of the legislative hierarchy of a DCP. As with Option 1, this does not provide certainty that the future redevelopment will be for seniors housing.
- **Option 3:** Similar to above, the FSR and Height of Buildings Maps could also be amended so that they identify the site as a particular area on the maps (e.g. 'Area 1'), and subsequently introduce an additional subclause under Clause 4.3 and 4.4 of the LLEP that allows the desired development outcome. Any clause under this provision would provide the additional FSR incentive providing the development consists of seniors housing. This option is similar to the proposed amendment, however, it is considered more appropriate to have the FSR control specified under Part 6 of the LLEP.
- **Option 4:** The preferred option is the introduction of a site specific provision under Part 6 of the LLEP. This will facilitate the development of a viable project, encouraging

¹ Central District Demographic and Economic Characteristics; February 2016. Department of Planning and Environment

seniors development in Leichhardt. The proposed introduction of a new local clause provides the certainty of specific height and FSR controls

The transparency of this approach (i.e. only providing development uplift if linked to seniors housing and removing additional bonus provisions under the Seniors SEPP) reflects the values of Uniting as a Community Housing provider with a certainty that this is not a speculative proposal, and has been conceived with the community's interests as a priority.

6.2 Relationship to Strategic Planning Framework

6.2.1 Is the planning proposal consistent with the objectives and actions of the applicable regional, sub-regional or district plan or strategy (including any exhibited draft plans or strategies)?

A Plan for Growing Sydney

A Plan for Growing Sydney was released in December 2014 and is the NSW Government's 20-year plan for the Sydney Metropolitan Area. It provides direction for Sydney's productivity, environmental management, and liveability; and for the location of housing, employment, infrastructure and open space.

Consistency with *A Plan for Growing Sydney* (APfGS) is outlined in the below table.

TABLE 5: CONSISTENCY WITH A PLAN FOR GROWING SYDNEY

Direction	Response
GOAL 1: A competitive economy with world-class services and transport	
Direction 1.6: Expand the Global Economic Corridor	The subject site is located on the edge of the 'global economic corridor'. The proposed development will allow for a seniors development on the site, which will provide additional job opportunities within Leichhardt and the immediate area.
Direction 1.10: Plan for education and health services to meet Sydney's growing needs	The proposal will provide improved and increased seniors living accommodation in the Inner West LGA. This will contribute to the supply of these facilities which are in increasing demand given the ageing population in Australia.
GOAL 2: A city of housing choice, with homes that meet our needs and lifestyles	
Direction 2.1 Accelerate housing supply across Sydney	The proposed future development provides an increase in the supply of housing and residential care choice in a high demand area of Sydney for seniors living. Affordable housing may also be dedicated to Council or a community housing provider.
Direction 2.2 Accelerate urban renewal across Sydney – providing homes closer to jobs	The site is located in close proximity to the Norton Street local centre of Leichhardt. The site's existing building is ageing and is well positioned to accommodate an urban renewal development. The location is highly accessible to other centres via existing and proposed public transport opportunities.
Direction 2.3 Improve housing choice to suit different needs and lifestyles	The proposed development can provide housing choice which will respond to the needs of the local community, and provide a mix of dwelling types to provide ageing in place.

GOAL 3: A great place to live with communities that are strong, healthy and well connected	
Direction 3.1 Revitalise Existing Suburbs	<p>The existing building/s on the subject site presently consist of older and ageing buildings, which are not visually attractive in the surrounding area.</p> <p>This PP will improve the amenity and presentation of the streetscape by providing a high quality built form which will provide increased surveillance and visual connections with the public domain.</p> <p>It is envisaged that this PP will create the opportunity for a feasible redevelopment of the site, ultimately revitalising this site.</p>
Central Subregion The subregion will continue to play a dominant role in the economic, social and cultural life of Sydney	
Priorities for Central Subregion Accelerate housing supply, choice and affordability and build great places to live.	<p>The PP seeks to increase both dwelling and employment capacity within the Leichhardt LGA, by providing jobs closer to homes and housing in close proximity to existing infrastructure and services.</p> <p>It presents a significant opportunity to increase and maximise the potential of the site offering seniors housing, as well as additional jobs, in a centrally located and accessible location.</p>

The PP is considered consistent with APfGS.

Draft Central District Plan

A Plan for Growing Sydney splits the Greater Metropolitan of Sydney into six districts, and the subject site is located in the 'Central' district. The Draft Central District Plan has recently been placed on public exhibition. This Draft District Plan builds on *A Plan for Growing Sydney*, and provides the basis for the strategic planning of each district moving forward into the future.

Of relevance, the draft plan has established a five (5) year housing target for the Central District. Specifically, the plan nominates a housing target of an additional 5,900 dwellings within this time for the Inner West. By 2036, this is anticipated to increase to 41,550 which is to include approximately 14,600 persons aged 65+. As part of delivering this required housing, there needs to be diversity in the housing typologies. The plan also concludes the following in relation to aged care and seniors housing:

"The best way to provide seniors housing and aged care is to co-locate them in places that have a mix of different uses and services, with good quality footpaths and pedestrian connections that make it easy for people to meet their day to day needs, health services and community and cultural facilities. These places also need adequate parking for in-home care visitation services"

In this regard, the future development will contribute to providing housing for the ageing population.

The proposed PP is therefore considered to be consistent with the Draft Central District Plan.

Strategic Merit Test

The Department of Planning and Environment have released new assessment criteria for assessing PPs, in order to justify and determine if the PP has strategic planning merit. This PP is assessed against these criteria under **Table 6** below:

TABLE 6: STRATEGIC AND SITE SPECIFIC MERIT ASSESSMENT

Does the proposal have strategic merit? Is it:	
Consistent with the relevant regional plan outside of the Greater Sydney Region, the relevant district plan within the Greater Sydney Region, or corridor/precinct plans applying to the site, including any draft regional, district or corridor/precinct plans released for public comment;	<p>The proposal is broadly consistent with the draft Central District Plan.</p> <p>There are no corridor/precinct plans applying to the subject site.</p>
Consistent with the relevant local council strategy that has been endorsed by the Department; or	There are no relevant local council strategies endorsed by DP&E.
Responding to a change in circumstances, such as the investment in new infrastructure or changing demographic trends what have not been recognised by existing planning controls.	<p>There is significant infrastructure investment occurring within the vicinity of the subject site, including the construction of the Westconnex.</p> <p>This PP responds to the changing demographics in the Inner West.</p> <p>LLEP was gazetted prior to the release of <i>A Plan for Growing Sydney</i> and the recent revised population projections which show increasing proportions of people over the age of 65. At June 2015, 16% of the NSW residents (1.2 million people) were aged 65 years and over. Between 2010 and 2015, the number of people in NSW aged 65 years and over grew by 18%, demonstrating the continuing trend of an ageing population NSW.</p> <p>The draft Central district plan reinforces the need for significant increases in housing supply and diversity.</p>
Does the proposal have site-specific merit, having regard to the following:	
The natural environment (including known significant values, resources or hazards),	The PP is located within an existing urban environment and is not subject to environmental constraints.
The existing uses, approved uses, and likely future uses of land in the vicinity of the proposal; and	<p>There is a significant amount of development occurring on and surrounding the subject site.</p> <p>The PP and accompanying Urban Design report has taken into consideration the site and its surrounding context. It will not adversely impact any surrounding development, rather it has the potential to act as a catalyst to promote additional urban renewal development.</p>
The services and infrastructure that are or will be available to meet the	<p>There is sufficient infrastructure (water, electricity, sewer, etc) available to accommodate the proposed development.</p> <p>This PP also proposes a range of community/social benefits.</p>

demands arising from the proposal and any proposed financial arrangements for infrastructure provision.

Parramatta Road Urban Transformation Strategy (PRUTS)

In November 2016 Urban Growth NSW released the 'Parramatta Road Urban Transformation Strategy' (PRUTS). The purpose of the PRUTS is to provide a strategy for the revitalisation of Parramatta Road, including land in close proximity to Parramatta Road, that sets the long term vision for its transformation. The study precinct encapsulates an approximate 20km stretch along Parramatta Road, and includes a portion of Norton Street that extends up to Marion Street as shown in **Figure 18**.

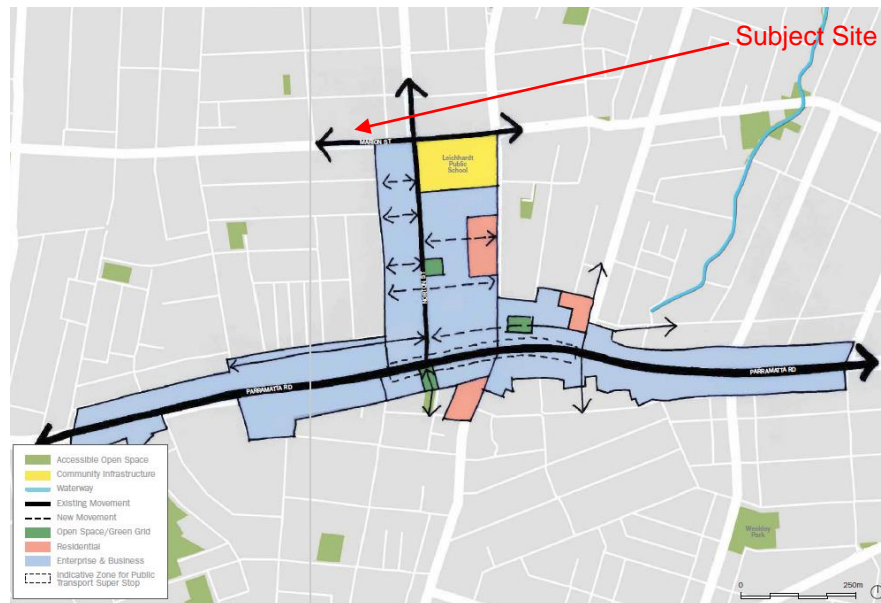


Figure 17: Structure Plan for Leichhardt under the PRUTS

As noted above, the site subject to this PP is not located within the precinct under the PRUTS. However, of relevance is that the Draft Study identifies that the development in the area, particularly fronting Norton Street, will be revitalised to provide a vibrant mixed use precinct. The Implementation Plan that accompanies the PRUTS outlines various actions for the Leichhardt Precinct, which include:

- Increase to a maximum of 121,000m² residential GFA;
- 5% of housing to be provided as affordable housing;
- Increase a minimum of 71,000m² of employment GFA

The built form outcomes of the Fine Grain Study recommend mixed use development that activate Norton Street and buildings up to 20 metres in height. Whilst the site is not located in this precinct, the future character of this area will need to be considered for other development in the nearby area.

6.2.2 Is the planning proposal consistent with the council's local strategy or other local strategy plan?

Leichhardt 2025+ Community Strategic Plan

This PP is consistent with the following objectives within Council's Community Strategic Plan 'Leichhardt 2025+'.

TABLE 7: LEICHHARDT 2025+ COMMUNITY STRATEGIC PLAN

Objectives	Comment
Community Well-Being	
Community strengths and capabilities are developed	The proposed development will encourage the redevelopment of the disused site for seniors and affordable accommodation, in an accessible location. The provision of modern and high quality accommodation will allow the ageing population to 'age in place' in Leichhardt and increase the provision of affordable accommodation for the LGA.
Place where we live and work	
Our town plan and place plans optimise the potential of our area through integrating the built and natural environment with a vision of how we want to live as a community and how areas should develop to meet future needs	The PP will allow the future redevelopment of the site in accordance with the desired built form character as established through previous community and Council meetings between 2013 and 2015. The PP facilitates the implementation of these desired built form controls, and will deliver a development that provides a social benefit through the provision of high quality affordable accommodation for seniors.
A clear, consistent and equitable planning framework and process is provided that enables people to develop our area according to a shared vision for the community	
Business in the community	
Places are created that attract and connect people	The proposal will encourage the demolition of the existing building on the site, and allow the opportunity to develop the site that improves the streetscape. The future development will enhance the use of the site, by providing a new and modern facility that will include the opportunity to provide articulation and a palette of materials and colours that will compliment the streetscape.
The changing needs of the customer and community are met	The PP will provide much needed seniors care and housing opportunities for the elderly and frail, in a new purpose built facility.
Sustainable services and assets	
Transparent, consistent, efficient and effective participative processes are delivered	As discussed above, this PP follows on from outcomes and 'guiding principles' that were established through ongoing community consultation between 2013 and 2015. The PP is generally consistent with the built form controls that were established through this process, and reinforces the commitment to providing a transparent planning process.

Affordable Housing Strategy 2011

In 2011, Leichhardt Council undertook the above study to outline housing affordability issues within the LGA, and to "develop an affordable housing strategy for Leichhardt, which aims to protect, promote and develop affordable housing in the Municipality".

The above study identified that the existing provision of housing for aged care within the LGA was "good", however, given the age of these existing buildings/facilities there was concern

that there was a threat they would become unprofitable. It was suggested that more adaptable housing options and models to enable people to age in place is needed and will place a higher demand in the future. In addition, upon statistical data from the Australian Bureau of Statistics, the report anticipates that by 2031 26.3% of the population will comprise of people aged between 55-65+ years, which represents an increase of 6% of the overall population during this time.

With regard to the above, this PP will encourage the redevelopment of the site for seniors housing that will replace the existing 'ageing' facility. The intended outcome on the site is to provide a purpose built facility that will provide care for the elderly as well as an opportunity to include accommodation in the form of Independent Living Units and encourage the residents to 'age in place'. The PP will encourage this intended use of the site, which will assist in contributing to the supply of seniors housing that will be affordable to the residents.

Inner West Council Affordable Housing Policy 2016

The Draft Inner West Council Affordable Housing Policy 2016 is due to be considered by Council at its meeting on 6 December 2016. The Affordable Housing Policy indicates that the market is not providing affordable housing for the vast majority of very low, low and moderate income households in the Inner West Council area, and is not replacing the existing stock of housing that is affordable to these groups as it lost through gentrification and redevelopment.

The Affordable Housing Policy states that the Council is committed to protecting and increasing the supply of housing stock that can be affordably rented or purchased by very low, low, and moderate income households, including target groups identified as having particular housing needs in the Inner West Council area. These include asset poor older people, including long-term residents of the LGA and people with special housing or access needs, including people with a disability and frail aged people.

The Affordable Housing Policy states that Council will seek to enter into affordable housing development and management partnerships with a relevant Community Housing Provider (CHP). Council will ensure the proper management of affordable housing resources created through entering into an MOU or other legal agreement with an appropriate CHP. The policy also outlines possible ways of implementing affordable housing in future developments including planning controls and/or potential planning agreements. One such suggestion was by requiring residential development in excess of 10 apartments to include approximately 15% of the total units as affordable dwellings (studio, one bedroom and two bedroom apartments).

Uniting is a Community Housing Provider and is committed to providing the full spectrum of care and support for the vulnerable and the disadvantaged. This includes an affordable cost structure for the residents, in line with the ministry of The Uniting Church in Australia and with government.

It is considered that the PP is consistent with the Affordable Housing Policy 2016.

Leichhardt Employment and Economic Development Plan 2013-2023

The Employment and Economic Development Plan (EEDP) was adopted by the former Leichhardt Council in June 2013 and provides a strategic framework to help realise the community's vision of a sustainable, liveable and connected community.

The EEDP suggests that the last 10 years have seen a subtle change in the demographic characteristics of Leichhardt LGA with residents becoming increasingly white collar, family orientated and grey haired. Importantly, the EEDP indicates that the LGA has also become older with both the proportion of residents aged over 60 and the LGA's median age increasing in line with broader trends. Estimations predict that the retiree age group (65+ years) is expected to experience a 46% increase from its 2011 figure.

Whilst the changing demographics associated with the increasing and ageing population in the LGA has been driving growth in the aged care sector, with retirement villages and other forms of aged care housing being developed and new models of delivery introduced, the EEDP recognises that the ageing of the community presents both challenges and economic opportunities for the LGA. The EEDP notes the preference of residents to age within their

community will substantially increase in demand for aged care accommodation within the LGA. Council recognises the challenge will be finding land that has the key attributes required for this kind of accommodation, for example:

- Close proximity to services such as shops, businesses and medical facilities which is important for not only health reasons but also social wellbeing. Housing for older persons should be located within a reasonable walking distance of a town centre;
- A safe walking environment that is level (or has a modest gradient) both onsite and to services and shops. Increasingly sites or locations suitable for use by scooters (i.e. low gradient, wide paved footpaths) are required to accommodate this form of transport and enable independence; and
- Good amenity and pleasant surroundings with access to a range of outdoor and indoor recreation/leisure facilities.

With regards to the above, the PP provides the opportunity to deliver a purpose built replacement seniors housing facility in Leichhardt to assist with meeting the identified need for seniors accommodation within the Inner West. The site is located in close proximity to the Norton Street local centre of Leichhardt, with excellent access to a variety of community services, recreational opportunities, medical practices, and retail/commercial opportunities. The surrounding area is serviced by various bus services that provide connections to the surrounding suburbs, including the Sydney CBD. In consideration of the above, it is concluded that the PP meets these requirements and will facilitate the provision of appropriate accommodation in a highly accessible, central location.

The PP is consistent with this policy.

Leichhardt Integrated Transport Plan

The Leichhardt Integrated Transport Plan was adopted in 2014 and sets a framework for the next 10 years of Leichhardt's transport future. The overriding objective of the Plan is to reduce private car dependency and increase the patronage of more sustainable transport modes (pedestrian, bicycle and public transport).

As discussed in the accompanying traffic report, the site is highly accessible to employment and a range of local services and facilities by walking, cycling and public transport. The site's sustainable and accessible location will help to reduce dependence solely on cars for travel purposes and will promote the use of sustainable transport modes.

The PP is consistent with the Transport Plan.

Leichhardt Community and Cultural Plan

The Leichhardt Community and Cultural Plan comprises an integrated 10-year strategic service plan that addresses the social and cultural aspirations of the Leichhardt LGA.

The Community and Cultural Plan identifies that whilst Leichhardt has a lower proportion of older people (60+) than Sydney, as the baby boomers age there will be increasing numbers of older people who will need access to a range of services including fitness and healthy ageing programs, learning, entertainment, community care and support services and ageing in place. The Plan identifies the need to provide appropriate housing to enable older people to stay in the area that they are connected to is a priority.

The PP will help to deliver purpose built seniors housing in a highly accessible location, in close proximity to a range of services, facilities and amenities. The PP will help to improve the quality of life and wellbeing for future occupants and will help to promote a socially diverse, mixed community within this part of Leichhardt.

The PP is consistent with this policy.

Draft Housing Action Plan

On 8 March 2014 Council resolved to place the draft 'Housing Action Plan 2016-2036' on public exhibition. This document was placed on public exhibition for comment.

The Housing Action Plan was prepared to address the growing economic and social disparity within Leichhardt and the Sydney metropolitan housing markets, in terms of housing choice and affordability. It explores ways to deliver better housing options and to address current and future unmet housing needs for Leichhardt Council.

The report notes that there has been a decrease in the number of existing aged care accommodation services in the LGA, and that Council is committed to supporting the housing opportunities for its ageing population. In this regard, the report focuses on the opportunities to locate aged housing options on the ridgelines, within walking distance of street shops, services and transport infrastructure.

The report identified where higher density housing developments could be delivered with limited impacts for particular target groups. The following map outlines the strategic urban development opportunities that were identified in the Leichhardt LGA (now IWC) and surrounding areas.

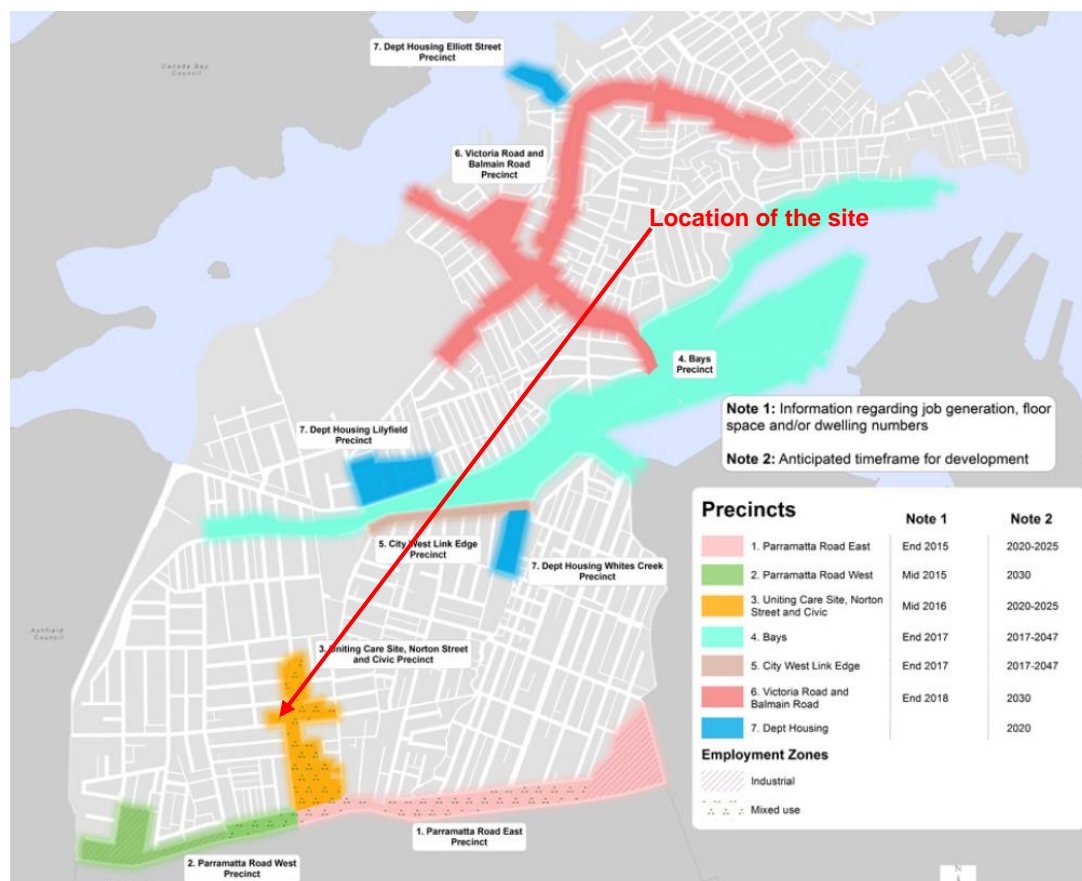


Figure 18: Map of Key Strategic Urban Development Opportunities in the former Leichhardt LGA (Source: Draft Housing Action Plan)

The subject PP is consistent with the strategies and actions that were considered in the Draft Housing Action Plan, and seeks to facilitate the delivery of retaining and increasing the supply of seniors housing within the LGA.

6.2.3 Is the planning proposal consistent with applicable state environmental planning policies?

The below table summarises the consistency of the proposal with the relevant SEPPs.

TABLE 8: CONSISTENCY WITH STATE ENVIRONMENTAL PLANNING POLICIES (SEPPS)

SEPP Title	Consistency	Comment
1. Development Standards Consistent	N/A	The Standard Instrument Clause 4.6 will supersede the SEPP.
14.Coastal Wetlands	N/A	Not applicable
19.Bushland in Urban Areas	N/A	Not applicable
21.Caravan Parks	N/A	Not applicable
26.Littoral Rainforests	N/A	Not applicable
29.Western Sydney Recreation Area	N/A	Not applicable
30.Intensive Agriculture	N/A	Not applicable
33.Hazardous and Offensive Development Complex	N/A	Not applicable
36.Manufactured Home Estates	N/A	Not applicable
44.Koala Habitat Protection	N/A	Not applicable
47.Moore Park Showground	N/A	Not applicable
50.Canal Estate Development	N/A	Not applicable
52.Farm Dams, Drought Relief and Other Works	N/A	Not applicable
55.Remediation of Land	Yes	<p>The PP will not contain provisions that will contradict or would hinder the application of this SEPP.</p> <p>The site's historical use has been for seniors housing, and is still being used for this purpose and is not considered high risk of contamination. The proposed PP will continue the use of the land for this purpose. Notwithstanding this, any future DA will ascertain the need to undertake a site investigation and if any remediation is required.</p>
62.Sustainable Aquaculture	N/A	Not applicable

64. Advertising and Signage	Yes	The PP will not contain provisions that will contradict or would hinder application of this SEPP.
65. Design Quality of Residential Apartment Development	Yes	<p>The PP will support development that can achieve consistency with the SEPP. The Urban Design Report investigated the implications for realising the design quality principles in the SEPP and demonstrated an appropriate built form can be accommodated on the site. This includes an assessment of the over shadowing impacts to surrounding properties.</p> <p>Any future DA that includes ILUs will need to demonstrate consistency with this SEPP for that part of the building. The concept plans accompanying the PP includes ILUs, and provides an indicative assessment of compliance with SEPP 65. A compliance table against the provisions of the Apartment Design Guide (ADG) has been prepared by Young and Metcalf (Appendix 11) against their indicative plans.</p>
70. Affordable Housing (Revised Schemes)	Yes	The future development could contribute to affordable housing in the locality. The PP will not contain provisions that will contradict or would hinder application of this SEPP.
71. Coastal Protection	N/A	Not applicable
SEPP (Affordable Rental Housing) 2009	Yes	The future development could contribute to affordable housing in the locality. The PP will not contain provisions that will contradict or would hinder application of this SEPP.
SEPP (Exempt and Complying Development Codes) 2008	Yes	The PP will not contain provisions that will contradict or would hinder application of this SEPP.
SEPP (Housing for Seniors or People with a Disability) 2004	Yes	The future development will be subject to this SEPP. The PP will not contain provisions that will contradict or hinder application of this SEPP. The future DA will need to respond to the particular requirements of this SEPP.
SEPP (Infrastructure) 2007	Yes	The PP will not contain provisions that will contradict or would hinder application of this SEPP.
SEPP (Kosciuszko National Park-Alpine Resorts) 2007	N/A	Not applicable
Kurnell Peninsula	N/A	Not applicable
SEPP (Mining, Petroleum Production and Extractive Industries) 2007	N/A	Not applicable

SEPP (Miscellaneous Consent Provisions) 2007	N/A	Not applicable
SEPP (Penrith Lakes Scheme) 1989	N/A	Not applicable
SEPP (Rural Lands) 2008	N/A	Not applicable
SEPP (State and Regional Development) 2011	Yes	The PP will not contain provisions that will contradict or would hinder application of this SEPP.
SEPP (State Significant Precincts) 2005	Yes	The PP will not contain provisions that will contradict or would hinder application of this SEPP.
SEPP (Sydney Drinking Water Catchment) 2011	Yes	The PP will not contain provisions that will contradict or would hinder application of this SEPP.
SEPP Sydney Region Growth Centres) 2006 (N/A	Not applicable
SEPP (Three ports) 2013	N/A	Not applicable
SEPP (Urban Renewal) 2010	N/A	Not applicable
SEPP (Western Sydney Employment Area) 2009	N/A	Not applicable
SEPP (Western Sydney Parklands) 2009	N/A	Not applicable

There are no deemed State Environmental Planning Policies (former Regional Environmental Plans (REPs)) applicable to the PP.

6.2.4 Is the planning proposal consistent with the applicable Ministerial directions (s.117 directions)?

It is considered that the PP is consistent with the relevant Directions issued under Section 117(2) of the Act by the Minister to Councils, as demonstrated in the assessment of the following:

TABLE 9: CONSISTENCY WITH S117 MINISTERIAL DIRECTIONS

Direction Title	Consistency	Comments
Employment and Resources		
1.1 Business and Industrial Zones	N/A	Not applicable
1.2 Rural Zones	N/A	Not applicable

1.3 Mining, Petroleum Production and Extractive Industries	N/A	Not applicable
1.4 Oyster Aquaculture	N/A	Not applicable
1.5 Rural Lands	N/A	Not applicable
Environment and Heritage		
2.1 Environment Protection Zones	N/A	Not applicable
2.2 Coastal Protection	N/A	Not applicable
2.3 Heritage Conservation	Yes	The site is located in a heritage conservation zone. The subject PP is accompanied by a HIS prepared by City Plan Heritage. The HIS concludes that the PP will not have an adverse impact on the significance of the conservation zone or nearby heritage items. The future DA will be accompanied with a further HIS.
2.4 Recreation Vehicle Areas	N/A	Not applicable
2.4 Application of E2 and E3 Zones and Environmental Overlays in Far North Coast LEPs	N/A	Not applicable
Housing, Infrastructure and Urban Development		
3.1 Residential zones	Yes	The PP encourages a variety and choice of housing types to provide for existing and future housing needs, whilst making efficient use of existing infrastructure and services. The PP demonstrates appropriate built form whilst minimising the impact of residential development on the environment.
3.2 Caravan Parks and Manufactured Home Estates	N/A	Not applicable
3.3 Home Occupations	N/A	Not applicable
3.4 Integrating land use and transport	Yes	The PP will enable residential development and creates job opportunities near services, encouraging walking, cycling and use of public transport.
3.5 Development Near Licensed Aerodromes	Yes	The land is in the vicinity of a 'Licensed Aerodrome' being Sydney Airport. The height proposed is compliant with the OLS contour of 100 and 110 AHD for the site. The site is located within a contour of 20 ANEF, and seniors development is an 'conditionally acceptable' use within the contour. A Aircraft Noise Intrusion Assessment has been undertaken by SLR

		Consulting (Appendix 6) provides various findings and recommendations that ensure the development satisfies AS2021. The future DA will need to take these recommendations into consideration.
3.6 Shooting Ranges	N/A	Not applicable
Hazard and Risk		
4.1 Acid sulphate soils	Yes	The subject site is identified as containing Class 5 acid sulfate soils. The future DA will be subject to the provisions of Clause 6.1 of the LLEP.
4.2 Mine Subsidence and Unstable Land	N/A	Not applicable
4.3 Flood Prone Land	N/A	The site is not located within flood prone land Accordingly, Direction 4.3 is not applicable.
4.4 Planning for Bushfire Protection	N/A	The site is not located within a Bushfire prone area. Accordingly, Direction 4.4 is not applicable.
Regional Planning		
5.1 Implementation of Regional Strategies	N/A	Not applicable
5.2 Sydney Drinking Water Catchments	N/A	Not applicable
5.3 Farmland of State and Regional Significance on the NSW Far North Coast	N/A	Not applicable
5.4 Commercial and Retail Development along the Pacific Highway, North Coast	N/A	Not applicable
5.8 Second Sydney Airport: Badgerys Creek	N/A	Not applicable
5.9 North West Rail Link Corridor Strategy	N/A	Not applicable
5.10 Implementation of Regional Plans	N/A	Not applicable
Local Plan Making		
6.1 Approval and Referral Requirements	Yes	The PP will be consistent with this Ministerial Direction.
6.2 Reserving Land for Public Purposes	Yes	The PP will be consistent with this Ministerial Direction.
6.3 Site Specific Provisions	Yes	This is a site specific PP, which will enable the redevelopment of the site for seniors accommodation. Indicative plans have been

		<p>prepared for the PP for the purpose of understanding the potential yield on the site. These are provided as an indication only, and any future DA will be subject to separate plans that may or may not be amended.</p> <p>The PP is consistent with this Ministerial Direction.</p>
Metropolitan Planning		
7.1 Implementation of APfGS	Yes	Refer to Table 4 Section 6 of the PP for detail.

6.3 Environmental, Social and Economic Impact

6.3.1 Is there any likelihood that critical habitat or threatened species will be adversely affected as a result of the proposal?

The subject site is located within an existing urban environment and does not apply to land that has been identified as containing critical habitat or threatened species, population or ecological communities, or their habitats

6.3.2 Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

The PP is unlikely to result in any environmental effects. A future development application will investigate the potential for other likely environmental effect arising from specific built form approaches. However, as part of the detailed analysis for the site, relevant environmental considerations were investigated for a future indicative development on the site and are provided in attached appendices. A summary of these impacts are discussed below:

Traffic

The PP has been accompanied with a Traffic Report prepared by Colston Budd Rogers and Kafes. The report concludes the following:

"In summary, the main points relating to the traffic implications of the proposed development are as follows:

- i) the planning proposal would provide for a residential aged care facility of some 133 beds, or 95 beds plus 20 independent living units;*
- ii) the proposed development will be readily accessible by public transport;*
- iii) parking provision will be appropriate;*
- iv) vehicular access, internal circulation and layout will be provided in accordance with AS 2890.1:2004;*
- v) the road network will be able to cater for the traffic generation of the proposed development; and*
- vi) the traffic effects of the additional floor space being sought in the planning proposal would not be noticeable on the surrounding road network."*

Aircraft Noise

The subject site is situated between 20 and 25 ANEF contour as demonstrated on the ANEF Contour Map for Leichhardt Council as shown in **Figure 15**. An Aircraft Noise Intrusion Assessment was undertaken by SLR consulting against the relevant standards including AS2021. The report considers that the continued use of the site for seniors accommodation is 'acceptable'. The report concludes the following:

"An assessment of aircraft noise at 17 Marion Street, Leichhardt for the Annesley House redevelopment site has been carried out in accordance with AS 2021:2015 for the purpose of evaluating the site for re-zoning purposes. The maximum level of aircraft noise predicted at the proposed residence is 80 dBA. Preliminary façade Rw values based on concept site layouts have been provided in Table 4 and Note 1: Architectural layouts do not differentiate between sleeping rooms and living rooms at this preliminary stage

Table 5. It is essential that the Acoustic Ratings (Rw) presented in this report are reviewed during detailed design of the project.

Based upon the findings of this assessment, the development as proposed appears satisfactory in terms of its general planning arrangement."

Heritage

The subject site is located in the 'Whaleyborough' heritage conservation zone (C13) and is located near to other heritage items, as identified under Schedule 5 of the LLEP. A HIS has been prepared by City Plan Heritage who have reviewed the proposed building envelope controls. In summary, the HIS concludes the following:

"In conclusion, it is considered by City Plan Heritage that the proposal which includes the redefining of the buildings envelopes at 15-17 Marion Street and a proposed concept scheme, will have no adverse impact on the significance of the heritage items located in proximity and the HCA. The proposed new building envelope seeks to enable the future development of the site while also ensuring the heritage context of the site is retained. The site has been carefully considered and designed so as not to impact on the site's heritage context. The proposal demonstrates compliance with the existing controls regarding heritage conservation and is therefore recommended to Council for approval with the following recommendations:

- *An archival recording should be conducted to record the Annesley House should demolition be proposed in the future;*
- *Any new development should include heritage interpretation that explores the history of the site as a former corset factory (as reported) and as an aged care facility since the 1960s;*
- *A separate Heritage Impact Statement will be required for any future propose development of the site.*

Urban Design

An Urban Design Report was prepared by Studio GL to review the previous building envelope controls established by AJ+C, to ensure their suitability in the urban context of Marion Street and the surrounding area. The Urban Design Report (**Appendix 5**) concludes:

- *"This report considers that the building envelope controls, objectives and provisions identified in the AJ+C Report are appropriate for this site as these controls:*
 - *Respond to the current and future character of the area with development that respects the local character and enhances local residential amenity;*
 - *Will facilitate redevelopment and will provide the opportunity to create a more attractive setting for key heritage buildings in the centre.*
 - *Allow a sufficient scale of development in order to encourage redevelopment and provide much needed additional housing for seniors in the local area."*

The proposed building envelope controls (other than Height and FSR under the LLEP) will largely be contained under a site specific DCP which accompanies this PP at **Appendix 9**. The Urban Design Report recommends a building height up to RL 57.5, which accommodates the five (5) storey building on the site as recommended in the MOU. Upon analysis of the conditions of the site, which has a significant slope, this is the most practical height to accommodate the building within the desired 5 storey envelope with consideration

given to lift over-runs and servicing elements on the roof, as well providing a suitable relationship to Marion Street.

It is noted that the AJ+C report recommended a building envelope that involved a two (2) storey element addressing Marion Street, which would then have an additional setback to the remaining levels above. The Urban Design Report prepared by Studio GL supports a three (3) storey presentation, with upper level setbacks as noted below:

"This report supports an amendment to the front setbacks to provide a 3m front setback to a 3-storey built form with a 6m from the front boundary to 4 storey built form and a 12m setback from the front boundary to 5-storey built form (see Figure 14).

This change should allow the design of the building to have a predominantly 3 storey character and screen more of the 4 storey elements of the building. Increasing the street wall height should not increase the overshadowing created by the building envelope as it will predominantly lie within the shadow cast by the 4 and 5 storey elements (see Figure 14)."

In addition, any future DA will demonstrate that the building contributes to the streetscape/public domain and is compatible within the surrounding development and conservation area. Further design development will be undertaken prior to DA lodgement to explore opportunities to provide additional articulation to the façade addressing Marion Street.

If the future development accommodates ILUs, any future DA will need to demonstrate compliance with *State Environmental Planning Policy NO 65 - Design Quality of Residential Apartment Development* and the associated Apartment Design Guide (ADG). The indicative architectural concept plans provide an assessment against the ADG demonstrating it can satisfy the objectives of the ADG. However, any future DA will demonstrate this further once a detailed design has been finalised.



Figure 19: Indicative building envelope controls for the site (Studio GL)

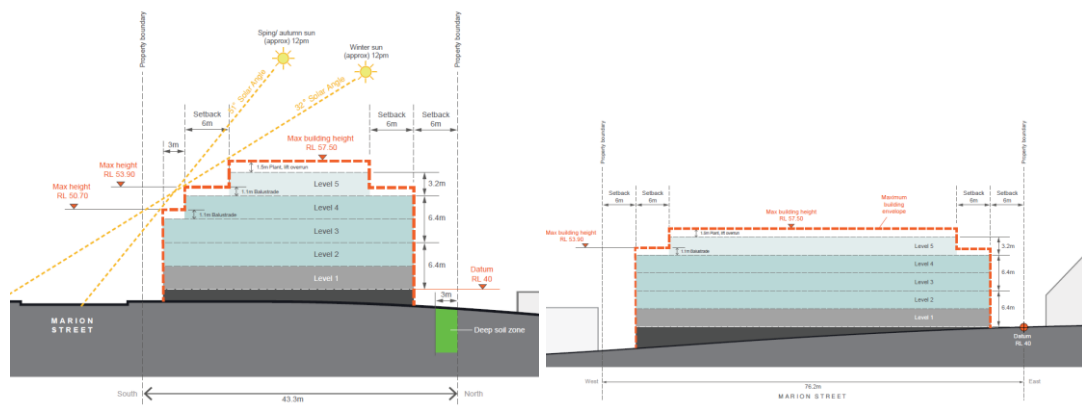


Figure 20: Sections through the building showing the anticipated built form as per the controls established by AJC (Source: Studio GL)

Overshadowing

The PP intends to increase the height and FSR potential of the site. Accordingly, it is important to understand the relative overshadowing impacts that could be cast from the future built form on the site. The Urban Design Report prepared by Studio GL has undertaken an indicative analysis of the existing and proposed shadows cast from the site, as shown below in **Figure 19**.

Existing built form

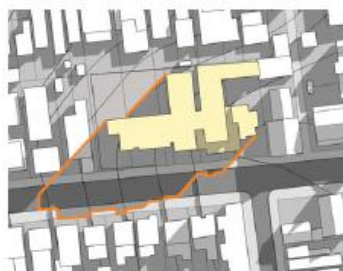


Figure 25: Shadows 9am - Existing built form



Figure 26: Shadows 12pm - Existing built form



Figure 27: Shadows 3pm - Existing built form

Note: the massing model of existing buildings is based on visual assessment only.

Proposed maximum building envelope

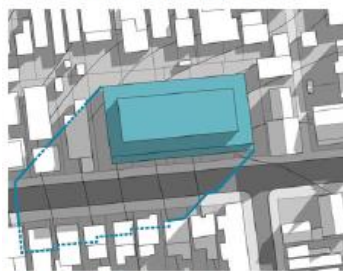


Figure 28: Shadows 9am - Proposed envelope

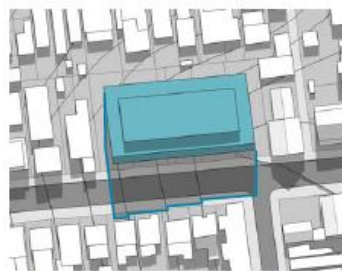


Figure 29: Shadows 12pm - Proposed envelope

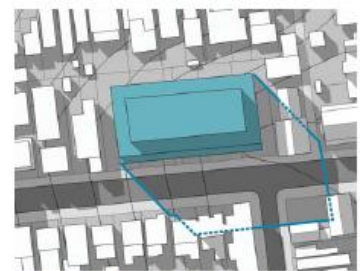


Figure 30: Shadows 3pm - Proposed envelope

Figure 21: Existing and proposed shadows cast by the site (Source: Studio GL)

As demonstrated in the shadow diagrams, the proposal has a minor increase to the shadows cast by the existing buildings on the site.

Flora and Fauna

The land has existing vegetation located throughout the site and around the boundaries. An Arboricultural Impact Appraisal has been undertaken by Naturally Trees and is provided at **Appendix 10**. The future redevelopment of the site will result in a total loss of seven (7) trees on the site. The Arboricultural Report concludes that the removal of the trees are acceptable,

providing that a comprehensive landscaping plan is prepared to compensate for the loss of the 'significant' trees. The report also outlines various recommendations to ensure that the other existing trees on the site are not damaged unnecessarily throughout the redevelopment of the site.

Social Impacts

The proposed PP seeks to provide the opportunity for the site to contribute to the continued provision of seniors housing on the site. It is intended that the future development of the site will include both residential aged care beds as well as ILUs.

Uniting have prepared a Social Impact Statement (SIS) which is provided at **Appendix 13**. The SIS indicates that there is currently an over-supply of residential aged care beds in the catchment area, with a potential under-supply by 2031. The SIS also identifies an increasing demand for affordable accommodation in the area, which is in keeping with the Council's Draft Affordable Housing policy. Similarly, the SIS identifies an increasing demand for ILUs in the Leichhardt catchment area:

"The high case scenario results in demand for 224 ILUs in 2016 and 1,491 ILUs in 2036. This equates to an annual growth of 9.9% over this period.

A key factor influencing this is the growth of the 85+ age group which historically exhibit higher propensities to stay in ILU accommodation. The growth in the 85+ age cohort relative to other 65+ age groups reflects the ageing profile of the area, and underpins future demand for retirement living.

Demand for new Independent Living Units (ILUs) in the catchment area has been calculated from adopting current and potential provisions rates for aged 65+ residents to occupy available ILUs. Current demand is for approximately 224 ILUs. This number is expected to increase to 393 ILUs and up to 1,491 ILUs by 2036.

A key factor influencing this is the growth of the 85+ age group which historically exhibit higher propensities to stay in ILU accommodation. The growth in the 85+ age cohort relative to other 65+ age groups reflects the ageing profile of the area, and underpins future demand for retirement living.

On the supply side, In the catchment area there are currently 103 ILUs with an additional 77 ILUs in the development pipeline with no additional ILU facilities planned beyond 2021. It is likely that the market will respond by developing additional stock, noting however that ILU developers will have to compete for sites with traditional apartment developers. It is likely that traditional apartment developments will generate higher land values and will compete strong with ILU proposals, potentially placing pressure on ILU supply."

In this respect, the PP provides the opportunity to facilitate a future development that would retain the current levels of aged care beds on the site, whilst providing independent living that may include affordable accommodation for seniors.

It is noted that the MOU indicated that the future development on the site would accommodate approximately 108 aged care beds. Since the MOU was signed, Uniting have undertaken a more detailed yield analysis for the site, including a detailed review of the market demands. As noted earlier, Uniting's 'household model' for residential care focuses on providing an aged care facility that offers the residents some level of independence, as well as a high level of care to those who require it. The future 'seniors housing' development on the site is likely to adopt the 'household model' and will include both ILUs as well as aged care beds. As noted on the concept plans prepared by Young and Metcalf (**Appendix 11**), the future development would be capable of providing a minor increase the current provision of aged care beds (approximately 90 beds), as well as approximately 20 ILUs (approximately 31 beds over a varied apartment mix). This will increase the overall provision of seniors accommodation on the site, and within the Leichhardt community, with an overall provision of approximately 121 beds for seniors housing which represents a greater provision than the original MOU.

In summary, the SIS identifies the following:

Social Impact	Analysis
Accommodation and Housing	Housing needs identified in area providing accommodation for particular social group
Cultural and Community values	Allows community to have a cross section of social groups contributing to diversity of a community, celebrating inclusion and equity
Interaction between new development and existing community	Current development is residential aged care providing a service to the local community. Future proposal which continues seniors living use will continue this provision
Needs of Target Social Groups	This development meets the need of the older people with disability and low income groups.
Population change (size and characteristics)	Meets needs of growing population

6.3.3 Has the planning proposal adequately addressed any social and economic effects?

The Planning Proposal will have a positive economic effect by stimulating redevelopment and encouraging future retail/commercial floor space and residential development to improve the economy of the surrounding area. The proposed development contributes to the continued social growth of the area by encouraging a pattern of development which will help to diversify and increase housing choice. The PP will encourage the redevelopment of the site which currently contains an old and dated building, with little articulation and architectural resolution. The proposal will significantly improve the presentation to the streetscape that currently exists. This includes all facades as viewed from the public domain, as well as improving the casual surveillance opportunities afforded from the site. The building envelope will provide sufficient separation/setbacks from the adjoining residential land, and will not have an adverse impact to the surrounding properties.

The PP also encourages the future use of the site to be for seniors housing that will contribute to the stock and choice of accommodation for seniors in the LGA. This is consistent with the MOU that the former Leichhardt Council and the applicant (Uniting) entered into in 2015. The provision of modern seniors housing will be a social benefit to the community, which is currently experiencing an ageing population that is faced with a lack of desirable accommodation in the area that supports residents to 'age in place'.

This PP will enable the development of the sites which are responsive to supporting the current and future social character of the locality, as well as supporting and revitalising its economic potential. Given the proximity of the site to public transport, services and infrastructure, this is an ideal site for development.

Accordingly, it is considered that the PP will have a positive effect on the local economy and community.

6.4 State and Commonwealth Interests

6.4.1 Is there adequate public infrastructure for the planning proposal?

The surrounding area is serviced by various bus services that provide connections to the surrounding suburbs, including the Sydney CBD. In this regard it is noted that there is a bus stop immediately adjacent to the site along Marion Street. Notwithstanding this, the site is

also situated within the Norton Street retail precinct, with a variety of community services, recreational opportunities, medical practices, and retail/commercial opportunities.

The proposed future redevelopment on this site allows for a building that provides a significantly improved presentation to the public domain, and enhancing the streetscape in the immediate area.

Existing utility services will adequately service the future development proposal as a result of this PP, and will be upgraded or augmented where required. Waste management and recycling services are available through Inner West Council.

This PP does not obstruct the existing public infrastructure. In fact, the proposal seeks to support and enhance the public infrastructure of the site and its surrounds.

6.4.2 What are the views of state and Commonwealth public authorities consulted in accordance with the Gateway determination?

At this first iteration of this PP, the appropriate State and Commonwealth public authorities have not yet been identified, and the Gateway Determination has yet to be issued by the Department of Planning and Environment.

100

The PP does not require any changes to the existing mapping under the LLEP.

8. Part 5 - Community Consultation

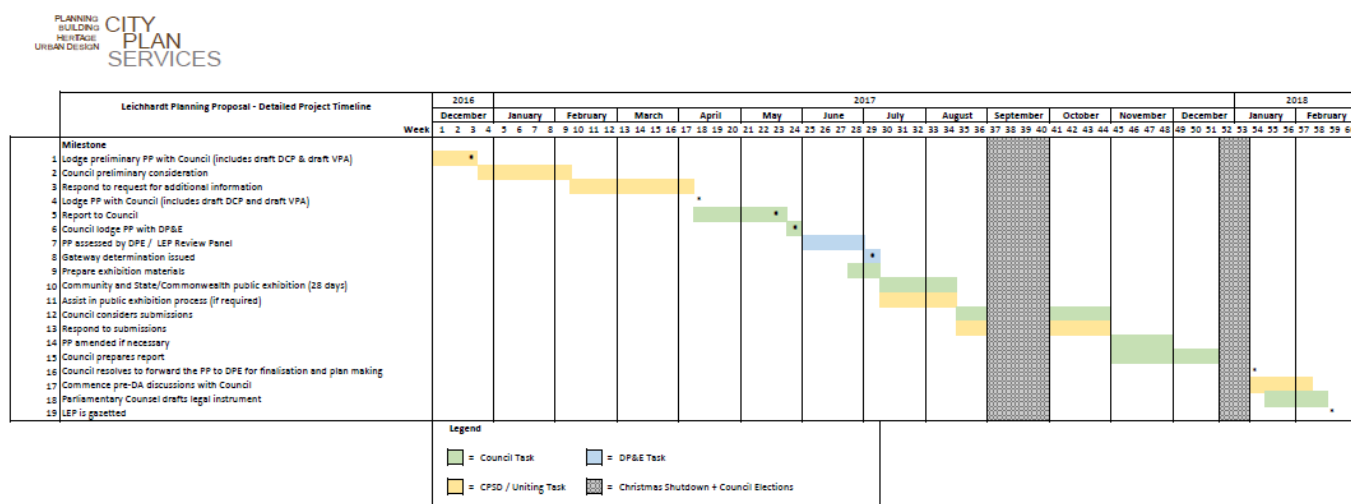
This PP is considered to be of a type that falls within the definition of a '*low impact Planning Proposal*.'² Therefore, it is likely to be on exhibition for a minimum period of 14 days. The community will be notified of the commencement of the exhibition period via a notice in a local newspaper and via a notice on Inner West Council's website. The written notice will: -

- Give a brief description of the objectives or intended outcomes of the PP;
- Indicate the land affected by the PP;
- State where and when the PP can be inspected;
- Give the name and address of the RPA for the receipt of any submissions; and
- Indicate the last date for submissions.

During the exhibition period, the following material will be made available for inspection: -

- The PP, in the form approved for community consultation by the Director General of Planning and Infrastructure;
- The Gateway determination; and
- Any studies relied upon by the PP.

9. Part 6 - Project Timeline



² Low impact planning proposal means a planning proposal that in the opinion of the person making the Gateway determination is consistent with the pattern of surrounding land use zones and/or land uses, is consistent with the strategic planning framework, presents no issues with regard to infrastructure servicing, is not a principle LEP, and does not reclassify public land.

10. Conclusion

This Planning Proposal is a proposal by Uniting to amend the existing zoning of 15-17 Marion Street, Leichhardt to enable the redevelopment of the site for seniors housing including amending the maximum FSR control and introducing a maximum height limit.

The Planning Proposal: -

- Is consistent with the objectives of the zoning pursuant to the current *Leichhardt Local Environmental Plan* (LEP) 2013;
- Resolves the amalgamation of these sites to provide a single redevelopment;
- Provides a built form that is consistent with previous negotiations with Council and consultation with the community;
- Is a suitable development which is consistent with the existing and future built form and will not adversely impact on the locality;
- Is consistent with APfGS objectives to locate increased residential density closer to public transport and providing a range of accommodation types;
- Is consistent with the Ministerial Directions; and
- Positively contributes net community/social benefits.

The proposal will allow for a future built form will provide positive social outcomes through increased supply of seniors housing and affordable places in the Inner West LGA.