



## **STRATEGIC PLANNING AND DEVELOPMENT COMMITTEE MEETING**

**ATTACHMENTS UNDER SEPARATE COVER**

**7.30 PM, TUESDAY 3 MAY 2022**

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## ATTACHMENTS

### **PD/5.1/22.05 Waverley Park Plan of Management - Exhibition**

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### **PD/5.2/22.05 Social and Affordable Housing Review Project - Findings and Recommendations**

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# WAVERLEY PARK

## Plan of Management



This Management Plan is approved for implementation. Its purpose is to direct all aspects of management of the park and historic areas until the plan is reviewed.

Aboriginal and Torres Strait Islander people are advised that this document may contain images, names, quotes and other references to deceased people.

## Acknowledgement

The Waverley Park Management Plan is a strategic guide for managing and protecting Waverley Park.

The Waverley Park Management Plan (WPMP) has been developed through consultation with a wide range of interested community and stakeholder groups and individuals. This management plan describes the current condition of Waverley Park and addresses the intent of future management. It articulates management directions for the Park over a 10-year time frame aimed at enhancing the scenic appreciation, cultural heritage and community enjoyment of the Park.

The approved management plan will guide the direction and strategic approach applied to managing Waverley Park. Consequently, the plan does not detail operational work activity but rather will help shape such activity by encouraging compatibility with the vision for the Park and existing strategies and guidelines established by Council. The Plan has provided an important opportunity for Traditional Owners to express the significance and meaning of their Country. The Park provides a place enjoyed by many and the Plan seeks to protect the values of the Park and set out a planning framework to ensure the value that the park brings to the Waverley community is assured for the future.

Waverley Council acknowledges the Bidjigal and Gadigal people, who traditionally occupied the Sydney Coast and we also acknowledge Aboriginal Elders both past and present.

Our vision for reconciliation is for Waverley to be a vibrant, resilient, caring, and inclusive community where Aboriginal and Torres Strait Islander peoples:

- Practice and celebrate their culture and heritage proudly
- Are honoured for their survival and resilience, and supported to continue to overcome adversity
- Are respected and acknowledged as First Nations peoples with the right to determine their own futures Waverley Council will continue to value and protect our environment with respect to Aboriginal and Torres Strait Islander peoples' intrinsic relationship with the land and waters.

## Disclaimer

This plan is prepared without prejudice to any negotiated or litigated outcome of any native title determination applications covering land within the plan's area. It is acknowledged that any future outcomes of native title determination applications may necessitate amendment of this plan; and the implementation of this plan may require further notifications under the procedures in Division 3 of Part 2 of the *Native Title Act 1993* (Cwlth).

The plan is also prepared without prejudice to any future negotiated outcomes between the State or Federal Governments and NSW Aboriginal communities. It is acknowledged that such negotiated outcomes may necessitate amendment of this plan. Waverley Council's legal advice on Native Title of Waverley Park is detailed below.

Every effort has been made to ensure that the information in this plan is accurate. Waverley Council does not guarantee that the publication is without flaw of any kind and therefore disclaims all liability for any error, loss or other consequence that may arise from you relying on any information in the publication.

Version	Date	Name	Signature
1	March 2022	Preliminary Draft	
2	20 April 2022	Preliminary Draft	

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# Introduction and Purpose

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# 1. Introduction and purpose

## 1.1. What is a plan of management and master plan?

A plan of management is a document providing a strategic framework to guide the sustainable use, improvement, maintenance and management of public land. The plan provides directions and identifies important actions to achieve what is envisioned for the land. These directions and actions are formed through research and consultation with the community to identify an approach to sustainable future use and management of the site. The plan seeks to balance the interests of all users of the land, including the local community, residents, businesses and visitors. Plans of management also serve to consolidate information about a site and its users.

In conjunction with a plan of management, a master plan can be developed. A master plan is a comprehensive long-term plan illustrating an integrated approach and design directions for a site. Together, a plan of management and master plan describe an agreed vision and provide strategic and operational direction for the improvement and management of a site for a defined period.

Management plans are developed in accordance with direction provided by the NSW Crown Land Management Act 2016, which states in Division 3.6 Plans of management and other plans *"(1) The Minister may direct an applicable Crown land manager to prepare a draft plan of management for dedicated or reserved Crown land under the manager's management."* Local Government Authorities (LGA) are also directed to produce management plans for land that they are responsible for through the Local Government Act 1993, which states in Division 2 Use and management of community land *"(1) A council must prepare a draft plan of management for community land."*

The Waverley Open Space & Recreation Strategy (2020) is the source document for this Plan of Management. All local context, guidelines and principals for how Council manages its public open space is contained within the Strategy and provides guidance for all Council's Plans of Management.

## 1.2. Why is one needed for Waverley Park?

The enjoyment derived from various recreational activities such as structured sport, leisure, play and active recreation such as dog walking, as well as the sustainable protection of the public open space values of the park depend in large measure on maintaining and protecting the park from overuse pressures (Carrying Capacity) and external impacts such as from climate change. This plan focuses on adaptive management through protecting and enhancing the outstanding natural and cultural values of the park while allowing for recreation compatible with the protection of those values. It recognises the benefits of community engagement with the park through recreation and the societal

benefits that derive from that engagement.

The aspirations and responsibilities of Traditional Owners and their relationship to Country are key considerations in the management of the Park. This plan respects the relationships that Traditional Owners and the broader community have with the Park and seeks to strengthen these connections through participation in the management of the Park.

Adaptive management, delivered through the Thresholds of Change framework and model, is an integral part of the planning approach, enabling ongoing evidence-based decisions. This approach allows for ongoing learning by continually assessing the success of actions in meeting management objectives and allowing adjustment of future management actions. It is the integration of various components of management to systematically test assumptions, promote learning and continuous improvement, and provide timely information to support management decisions. These logical steps guide the effective implementation, and evaluation enables clearer connections to be made between goals and actions within the Park.

This planning approach allows Council to effectively identify best practices for the management of the Park and the activities that are authorised to take place within the Park.

## 1.3. Purpose of this plan

This plan of management aims to ensure that the values of Waverley Park are conserved and enhanced, including the environmental, scenic, recreational, heritage, cultural and social values.

There is potential for the Park to play a greater role in community use while seeking to conserve existing values. This plan of management aims to set out a pathway to appropriately manage the Park and improve community facilities to meet current and future demands over the next fifteen years.

Waverley Council, as land manager of Waverley Park, has developed this management plan with two land management strategies as its foundation. They are Carrying Capacity and Thresholds of Change. These two management strategies are detailed further in 3.6 Local Management Context.





KEY  
- - - Plan of management boundary

Figure 1.1 Study Area



## 1.4. The plan's scope and process

The plan of management has been completed in line with the requirements of the *Crown Land Management Act 2016* and *Local Government Act 1993*. It has been developed in partnership with key stakeholders and the community and is based on evidence-based research and background studies.

A broad range of consultation activities were programmed over two stages to gain stakeholder and community feedback to assist in setting the direction, vision and values identified in this plan.

The methodology for developing the plan of management is set out below:

**Research and background studies:** The first stage focused on information-gathering, including mapping and research to understand current issues and opportunities for the site. Specialist studies such as a feature and topographic survey and a universal accessibility audit were undertaken.

**Consultation stage one:** To clarify the vision, values and design direction for Waverley Park over the next decade, it was essential to engage with residents, local businesses and visitors. A user survey, intercept interviews, Have Your Say, and stakeholder workshops were undertaken to source community input.

**Draft plan of management:** The plan of management and master plan were drafted based on the outcomes of previous tasks. The draft plan of management outlined what future works would take place, their priority and main actions for delivery.

**Consultation stage two:** On approval from Council, the draft plan of management was released for a second round of consultation.

**Final draft plan of management:** Following consultation, the plan of management was updated. The plan will be submitted to the NSW Department of Planning, Industry and Environment – Crown land.

**Public exhibition and finalisation:** The plan was placed on public exhibition for public comment. No objections were raised and the plan was recommended for adoption by Council.



Image: Elevated photo of Waverley Park

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# Site Context

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## 2. Site context

### 2.1. The study area and surrounds

Waverley Park is a Sports Park located in the eastern suburbs of Sydney. With 10.21 hectares in size, Waverley Park is the LGA's second largest park after Bondi Park. Waverley Park is located:

- in the suburb of Bondi
- in the geographic centre of Waverley Local Government Area (LGA)
- 6km southeast of Sydney Central Business District
- at the fringe of the Bondi Junction commercial centre
- 2km west of Bondi and Bronte, two of the main surfing beaches in Greater Sydney.
- Waverley Park is bound by:
- Bondi Road to the north. This is the main frontage of the park
- Park Parade to the east
- Birrell Street to the south
- Paul Street cul-de-sac and a reservoir facility to the west.

There are a number of entrance points to the park, including from Birrell Street, Bondi Road, James Street, Goldie Avenue and St Marys Avenue. Most pedestrians enter the park via the Bondi Road and Birrell Street entrances.

Waverley Park contains a number of key elements and features that contribute to the overall character of the Park. These include the:

- Waverley #1 Oval (AFL, cricket and rugby)
- Waverley #2 Synthetic Field
- Waverley #3 Junior Field
- Waverley Park pavilion, including café, amenity facilities and club rooms
- Margaret Whitlam Recreation Centre (MWRC), including an indoor court
- Sydney Water reservoir and infrastructure
- Council Chambers
- Electronic scoreboard (Field #1)
- Historic scoreboard (Field #1)
- Cricket wickets (Field #1)
- Cricket training nets
- Bocce court
- 3 x multi-purpose courts for netball, basketball and tennis
- 3 x netball courts
- Fitness station with equipment
- Local Playspace
- Barbecues
- Memorial Garden
- World War One memorial
- World War Two memorial
- Numerous memorial plaques around gardens
- Community memorial fountain

- Memorial horse trough
- Sandstone retaining walls
- Mature trees within an urban vegetated ecosystem
- Green open spaces
- Community garden

Waverley Park is the major active sport and recreation precinct in the Waverley LGA. A component of the park is classified as passive open space within the definition as detailed in the Landscape Classification System and forms part of the Green Links walking network.

The built environment surrounding Waverley Park consists of a mixture of single storey houses, one and two storey terraces and large high-rise apartment blocks.

In 2022 a retirement village is due to be completed on Birrell St, neighbouring the Park. It is anticipated that this facility will have a major impact on the park in the future. Specific actions detailed in the WPMP Action Plan at **6.1.2 Action Plan** are influenced by this facility, including the inter-generational fitness facility and changes to the Park's internal path network.

### 2.2. Regional and local context

Waverley LGA offers many attractions for locals and tourists, including the internationally recognised beaches of Bondi, Tamarama and Bronte. Waverley also offers the Coastal Walk linking Bronte, Tamarama and Bondi beaches; a walkway with views to the ocean that attract hundreds of joggers and walkers daily. Both the beaches and the coastal walkways have significant catchments, bringing large numbers of visitors from outside the LGA. As such their impact on the LGA, both positively and negatively are significant, with resourcing for maintenance and upkeep being drawn from Waverley Council.

Centennial Parklands neighbours Waverley LGA and is one of the most visited urban parks in Sydney, with 35 million visitations in 2021. Centennial Park provides structured sport and active and passive recreation opportunities. Queens Park, which provides Local and Regional sporting facilities is also within the municipality, which is managed by the Centennial Park Trust. Both of these major open spaces are classified as Regional, attracting participants from a large area. However, they also provide sport and open space opportunities for Waverley residents. This is important when considering the amount and diversity of open space provision in the Waverley LGA. When considering the municipality's parks, Waverley Park has overlapping catchments with both Centennial and Queens Park. The commonality of users between the parks needs to be considered in provision, planning and maintenance.

Waverley LGA lies within the Eastern City District of the Greater Sydney Commission's District Plan. The Eastern City District includes the City of Sydney and extends west to Rhodes and Burwood, south to Sans Souci, and east to the eastern and south-eastern suburbs. According to the Greater Sydney Commission, in its Eastern City District plan, the Eastern City District has a population of 1,013,200 people with

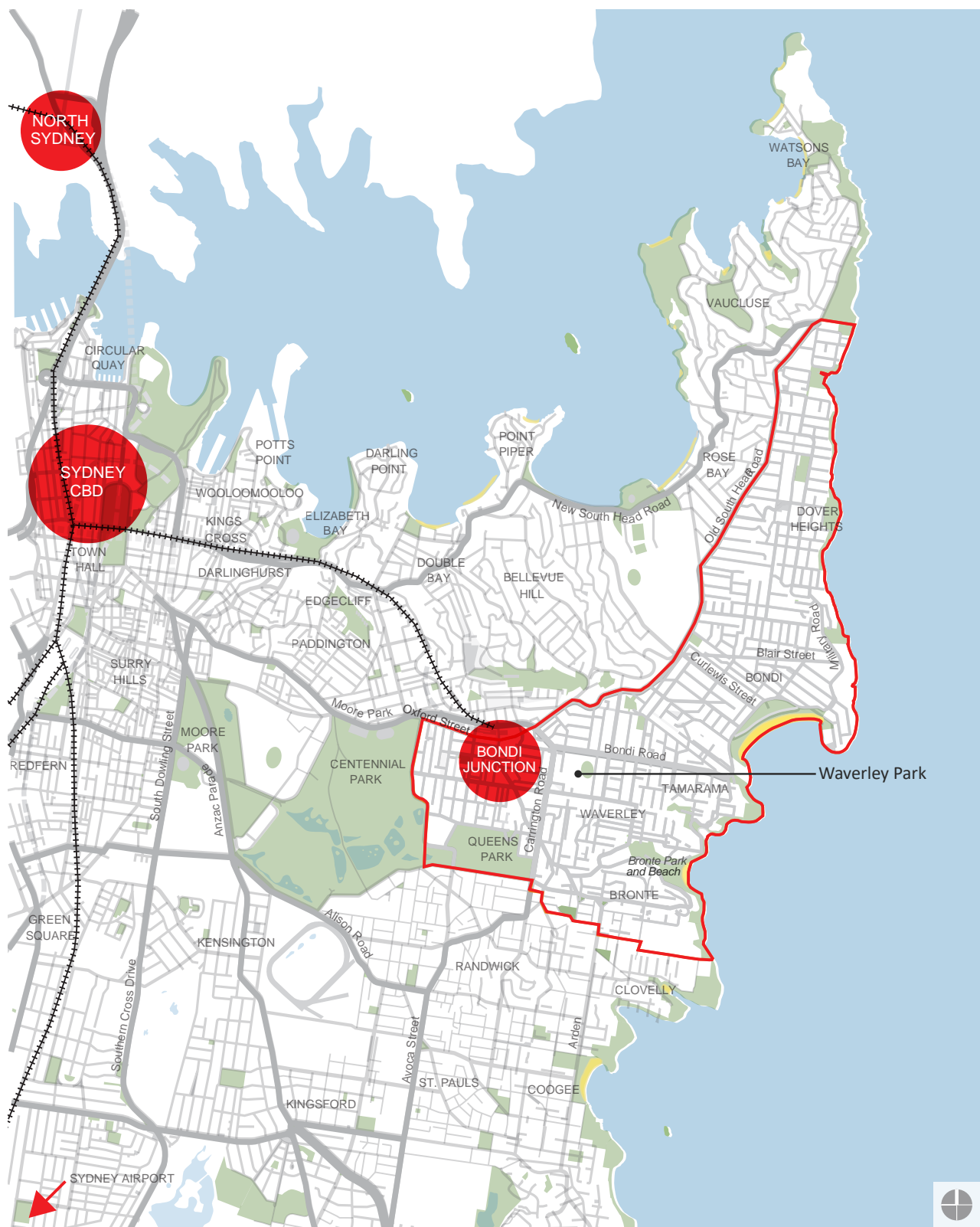


Figure 2.1 Regional Context

a projected population of 1.4m by 2036. The Plan states: “As the District’s 2016 population of more than 1 million people increases, it is also ageing. By 2036, the number of residents over 65 is expected to grow by 70 per cent. Single-person households are expected to remain the dominant household type.”

Residents of Waverley are attracted to the lifestyle and natural features, including some of Sydney’s prime coastline and public parklands. Bondi Junction is a strategic centre within the Eastern City District accommodating retail, employment and local services for the community focused around a transit interchange<sup>1</sup>.

The Waverley LGA estimated resident population for 2018 was 74,114 with a density of 80.16 persons per hectare<sup>2</sup>. This was higher than the Greater Sydney estimated population density of 4.23 persons per hectare<sup>3</sup>.

Waverley’s community is highly educated: 44.5% of people in the Waverley LGA have a tertiary qualification (Censuses of Population and Housing, ABS, 2021). This represents an increase of 4.2% between 2011 and 2016. This is significantly higher than the 28.3% of Greater Sydney. A further 9.3% have a diploma or advanced diploma as their highest qualification<sup>4</sup>.

Analysis of individual income levels in Waverley Council area in 2016 compared to Greater Sydney shows that there was a higher proportion of people earning a high income (those earning \$1,750 per week or more) and a lower proportion of low-income people (those earning less than \$500 per week). Overall, 26.8% of the population earned a high income, and 21.6% earned a low income, compared with 14.4% and 36.1% respectively for Greater Sydney.

The estimated resident population of the suburb of Bondi was 10,111 in 2016, and they resided in 5004 dwellings, with an average 2.15 people per household.

## 2.3. Future population

With an annual growth rate of between 0.1% and 0.2%, Waverley’s population is projected to increase by approximately 4,900 residents up from 73,300 in 2021 to 74,200 by 2031. Waverley’s birth rate peaked between 2016 and 2021 with 1,200 to 1,300 births occurring each year. This is set to drop slowly over the next ten years. The natural increase (births minus deaths) is currently around 800–900 per year.

The proportion of residents aged under 15-years is set to rise to 18% up from 16%, while the proportion of older people (aged 65 years and over) is predicted to increase from 12% to 13%.

Australians are aging, and the average age of Waverley is currently 36 years old and expected to rise over the next two decades. Council expects visitation to Waverley Park to

increase in the future, with older people making up most of this increase. Nearby retirement village residents are expected to regularly access the park and make up a significant proportion of this increase.

The working population of Waverley is expected to remain stable. By 2031, Waverley’s working-age population is expected to be 51,300 down slightly from 51,500 in 2016<sup>3</sup>. This group will seek active and passive recreation opportunities, particularly on weekends. As a result, there will likely be an increased pressure on open spaces for recreation and exercise. This trend will likely be observed across eastern Sydney. According to the Great Sydney Commission’s Eastern City District Plan, there is an increasing population density in the Eastern City District<sup>4</sup>. The Greater Sydney Commission suggests that a higher population density and a growing population will increase the pressure on existing passive and active open space.

With 12.7% of the Waverley population aged 65 years and over, 3.0% requiring assistance with core activities, and with the proportion of households with children expected to continue representing over 30.0% of households in the LGA, it is essential for the upgrade and management of the parks to consider accessibility requirements.

## 2.4. Users of the park

- As a major sports park, people from throughout the LGA, and sometimes surrounding LGAs, use Waverley Park. Clubs and other user groups who enjoy Waverley Park and pavilion include:
- Eastern Suburbs Cricket Club
- Eastern Suburbs FC
- Eastern Suburbs Combined Primary Schools Netball Association
- Love Netball
- Bondi Netball
- Double Bay Diamonds Netball Club
- High Performance Netball
- Bondi United Netball Club
- Bondi Phoenix Netball Club
- Rose Bay Magic Netball Club
- Juventus Academy
- Sydney Roosters
- UTS Bats
- Clan Na Gael
- Cognitive Situational Training
- Dunbar Rovers FC
- Goal Soccer Academy
- Eastern Suburbs Hakoah Futsal Club
- Maccabi Hakoah FC
- Sydney Coastal Primary School Sports Association
- Michael Cusack’s GAA
- East Sydney Bulldogs AFL
- Football Frenzy
- Coogee United FC

<sup>1</sup> Australian Bureau of Statistics 2017, North Bondi Quick Stats, viewed 18 March 2019, [http://quickstats.censusdata.abs.gov.au/census\\_services/getproduct/census/2016/quickstat/SSC12984?opendocument](http://quickstats.censusdata.abs.gov.au/census_services/getproduct/census/2016/quickstat/SSC12984?opendocument)

<sup>2</sup> Waverley LGA Community Profile, viewed 18 March 2019, <https://profile.id.com.au/waverley/about?WebID=150>



Figure 2.2 Local Context



- Glebe Gorillas FC
- Old Barker FC
- Phoenix FC
- Sydney Rangers FC
- Train with Matty Tennis Coaching
- Queens Park FC
- Summer 6 Football League
- Waverley Old Boys FC
- Bondi United FC
- Maccabi Netball
- Maccabi Basketball
- Waverley Rugby Football Club
- Regular and casual hirers of the Margaret Whitlam Recreation Centre community rooms and indoor court:
  - Triple Threat Basketball
  - Bondi Indoor Futsal
  - City of Sydney Basketball
  - Soccajoeys
  - Easts Basketball
  - Bondi Dance
  - City East Community College
  - Circle for Natural Aid in Life
  - Ki Yoga
  - Transition Bondi
  - In Spanish
  - Bondi Raptors Floorball
  - River Rangers & OzGreen Yoga
- Local schools, including Waverley College and Juniors, St Clare's College, The Scots College, Reddam House, Bondi Public School, Yeshiva College, Rose Bay Secondary College, Montessori East, Kambala School and Cranbrook School.
- Other local schools which have used the oval, fields and other park facilities within the last 12 months
- St. Charles Primary, Waverley Primary School, Vacluse Primary School, Brigidine Catholic College, St Francis of Assisi Regional Catholic Primary School and Moriah College.
- Casual sports field and court users
- Casual users of the fitness station, playground, barbecue and green space.
- Local residents for dog walking
- Attendees at formal military ceremonial events such as ANZAC Day and Russian Victory Day services
- Commercial fitness providers

## 2.5. Community engagement outcomes

### What we did

In preparation of this plan of management initial community consultation was undertaken in late 2021. This consultation provided specific community feedback on Waverley Park and how the community uses the park. In addition, during 2020 the *Open Space & Recreation Strategy Survey 2020* was developed, and this included municipality wide consultation which investigated pedestrian, stakeholder and general public usage behaviour of all Waverley open spaces, including Waverley Park. Both consultations included surveys and different engagement mechanisms including intercept surveys, online survey, site observations, and a series of webinars with park users and stakeholders.

The online engagement involved four different individual surveys; the main Waverley Park Management Plan survey, and individual capital works surveys for the playspace upgrade, a new fitness facility and a survey that tested the community's support for a potential indoor cricket training facility in the park.

### What we heard

Feedback from both the *Open Space & Recreation Strategy Survey 2020* and the Waverley Park Plan of Management initial engagement heard:

- Waverley Park is valued by the community for its green spaces. There is strong support in the community to restrict over-developing the Park and losing green space.
- There is a large cohort of the community that is resistance to further development of the Park focused on the proposed indoor cricket training facility *"Enough with the overdevelopment of the park. We have already lost considerable space to the sporting fanatics leaving little enough space for passive recreation in a suburb already overcrowded. We want open areas to walk and enjoy. I strongly object to this as well as the secrecy with which it has been brought forward."* & *"As a frequent visitor to the park, I strongly object to any developments that will impact on scarce public green space and the special ambience of the park."* & *"As a frequent visitor to the area, I strongly object to any developments that will impact on scarce public green space and the special ambience of the park. A large new cricket building on the grass area next to the grand stand is totally unacceptable and will encroach and dominate the open parkland. This will have a significant negative visual impact for users of the park, particularly those using the playground and will mean that the well utilised grass area will be lost."*
- Members of the East Cricket Club, and members of other eastern suburbs cricket clubs generally support the provision of a new indoor cricket training facility *"There is a significant shortage of quality net facilities across the East and this would be a significant development to support community sport, health and wellness for many people involved in cricket across the district."*
- The community is not supportive of more synthetic surface sports fields in the Park. *"I also strongly oppose any installation of synthetic grass which is highly toxic, urban heat sinks and have no place in parks which should be a natural environment for wildlife and the community. The Waverley Council area has increased*

*population but is not providing additional open space but instead the Council is now proposing to take essential parklands and convert it to sport complexes."*

- Sydney Water, who own and manage water infrastructure within the park, including under and above ground facilities are supportive of Council's future management strategies for the park.
- Resident sport clubs and state sporting bodies are supportive of any infrastructure improvements made to the park that their respective sports will benefit from. This includes increasing the sports lighting levels to allow night games on Fields #1 & #2 which would benefit all sports
- The community would like to see more dog off-leash areas/times in the Waverley area.
- A perception in the community is that only specific clubs have access to the sports fields
- The community responded that sports have too much say over the future use of the Park
- A perception in the community that clubs that are not resident in Waverley council area have too much availability to Waverley sports fields.
- The community would like to see more hard courts made available for activities such as roller and in-line skating
- The community is concerned about the safety of children being dropped off and picked up around the park. There is strong support for a pick-up and drop-off zone to be provided on Birrell St. *"As a resident and heavy user of Waverley Park I would like to express my concerns regarding the lack of a dedicated drop off and pick up point in Birrell Street for the safety of Park users. In the absence of a dedicated location in Birrell Street, parents are using the Emergency Driveway to the artificial soccer ground on Park Parade as the drop off and pick up point creating absolute chaos during week day afternoons as well as weekends. It is only a matter of time until a child is hurt (or worse) and the repercussions should an accident happen would be disastrous for all concerned."*
- The community would like more equitable access to the hardcourts, including how the multi-purpose courts are managed. People would like to have access to the multi-purpose courts but they are booked, or are being used by two or three people, either for tennis or throwing basketball hoops
- There is a need to increase the level of sports lighting on the sports fields in the park. Clubs have indicated that raising the lighting level to 250lux would allow night games to be played, which will allow clubs to move games out of the heat of the day.
- Improve sport field maintenance.
- Council should show more of an emphasis on improving active recreation spaces and not sport spaces
- Some members of the community are not supportive of Council having a shared or timed dog park and sport field combination.
- Some members of the community feel that access to sports fields is currently a major issue. *"Currently Waverley council make it incredibly difficult for sporting organizations to gain access to facilities and have no accountability in denying access at the will of grounds*

*keepers."*

- A number of community members feel that the current arrangements for dog owners and dog walking in Waverley Park is not working; *"I am deeply concerned that dog walking is not monitored in any way by the council. This in turn allows dog owners to regularly flout the rules, making the park completely unsuitable for general use by residents."*
- Alternatively, community members also expressed support for dog areas; *"Improve facilities for dogs exercising areas with no time restrictions."*
- The community indicated that they would like to see improved play spaces, including all ability play opportunities
- The community indicated that they wish to see more emphasis on maintaining quality public open spaces and not have them allocated for specific uses such as sport *"Maintaining relaxation and open space that is not purpose allocated is a key ingredient in healthy living. It seems that the above are all aimed mainly at increasing specific use, and therefore decreasing the personal and community restorative opportunity of our recreational spaces."*
- The community indicated that Council rangers need to have more of a presence in the parks *"I think with any upgrades to any of our local sports fields or parks, we need to increase Ranger presence to stop un-permitted use especially with dogs. The Rangers currently seem stretched and I fear that any additional money spent would be wasted if Council doesn't clamp down on dogs regularly using the fields."*
- Feedback from the community indicated that they would like a multi-use half-court tennis hit-up wall facility constructed in the vicinity of the multi-purpose courts.
- The community would like a more effective means of informing the public of what bookings are upcoming for



Infographic: Engagement outcomes 1



Infographic: Engagement outcomes 2

the Park's facilities, including tennis court bookings. This would enable the community to use the courts when bookings are not happening

- The community reported that general access to the Margaret Whitlam indoor court has been restricted to only incorporated bodies or those holding public liability insurance. This has stopped the community from using the court when no bookings are using it.
- There was support for off-road bike riding facilities, such as a pump track facility
- There was support for teenage play elements to be included in the new upgraded playspace, this included teen swings, such as cradle and bird-nest swings
- Users of the current fitness station are supportive of building a new contemporary fitness station in the treed area in the northeast of the Park
- "Topography of the site defines the park and spaces in the park. One of the highest points in the space. There is a tension between the wild space (trees and hills) somewhat magical. Context of the site between the manicured space and wilder space."
- "Spaces on reservoir is a quiet unknown space on the hill, its protected and shelter area around warm memorial. Its calm, tranquil right on busy Bondi Road. Has some discrete spaces."
- The following general comments were made by community members: *"A place of rooms – well defined." "These areas are well defined by buffers." "Pathway is a well-conceived – it passes through the spaces." "A civic space with the war memorial, water infrastructure, etc. There could be more of this." "Great space for people watching, lots of people doing a lot of different activities." "Its sheltered – can passively enjoy the space and people watching." "Views are surprising – you don't expect this until you get into the space." "Different edge conditions i.e., Hedged in or drop in, topography makes a unique set of conditions." "Materials of sandstone, render and brick – all site within Waverley palette." "There are more botanic opportunities and experimentation – it's more a European character" "Does feel a bit compromised at night at the moment. Need to consider passive surveillance." "Its dedicated as a park for the people. – it's a fantastic gesture, a place to be celebrated." "To further define the area with planting/fencing, intermittently define entry point (pillars or archway – architectural, footpath treatment)." "Why are the steps in that orientation" "Make more of the step connection – a square or semicircular connection."*

#### Engagement Themes

A number of overarching themes have been identified from the feedback that Council has received during the engagement process. These themes reflect how the

diverse range of visitors and users of the park perceive the value of the park now and in the future:

#### 1. Valuing traditional owner and cultural heritage character of the park

Consultation has indicated that the community values both the traditional owner and cultural values of the park. Traditional owners have a deep connection with the park, having long established history with this high point in what was to become the eastern suburbs of Sydney. Waverley Park is recognised as the "village green" of the municipality, where major community events have been held in the past, such as ANZAC Day and other official ceremonies. There are also a number of significant memorials, plaques and historic character items in the park. The community wants these cultural elements protected, and has indicated that they want infrastructure development to be limited in alignment with the character of the park

#### 2. Managing the park for Climate change resilience

Consultation has indicated that the community is concerned about the impacts of climate change on the park. The community expects Council to sustainably manage the park to ensure its future value is maintained

#### 3. Sustainability of the open space values of the Park

Consultation has indicated that the community values the "natural" character of the park. Maintaining the panoramic views, the parks flora and green quiet spaces is important to the community. They stated that any development within the park should be limited and should not reduce the amount of passive open space in the park.

#### 4. Planning, provision and management in the Park

Consultation with stakeholders and the community has indicated that they consider planning for the park to be critical, as has been evidenced by the community's engagement with the consultation process. They have indicated that planning engagement needs to be undertaken and actioned on a regular basis. Many of the issues raised during the consultation process have directly related to the management of the park, and issues that can be solved through more effective management. Stakeholders have acknowledged the value of an Impact Assessment Model (Thresholds of Change) and support Council having a mechanism to manage the values of the park.

#### 5. Park management with partners

The major land management partner for Waverley Park is Sydney Water. Sydney Water provided extensive input into the development of this plan.



Sydney Water supports Council in the management of the park, recognises Council's future plans and strategies for the park and desires a continuing engagement with their organisation. Sydney Water supports the upgrading of the playspace and any other planned works on areas within the park that has Sydney Water infrastructure on it, as long as impacts are limited within the restrictions involved.

**6. Population and Demographic Implications**

Consultation has indicated that the community recognises that the Waverley population is slowly changing, that older people are going to become a major visitor cohort to the park in the future, that new infrastructure will need to take this into account and that a focus purely on sport in the park is not reflective of what activities the community wishes to undertake in the park.

**7. Managing the sport and active recreation experience in the Park**

Consultation with sport clubs, and sport infrastructure users has indicated that they are happy with the diversity and condition state of the park's sport and recreation infrastructure. Major sports clubs are supportive of Council plans to upgrade specific infrastructure. They also support Council's plans to upgrade service provision through the upgrading of sports lighting levels, field upgrades and sports storage facilities.

**8. Community connection with the Park**

Consultation has indicated that the community loves, values and is connected with Waverley Park. The community recognises that the park is the main source of green space in the area and want Council to focus on their connection to the park. The community wants the park's character protected for future generations, including its natural ecosystems and character. The community has also stated that high impact visitation to the park, such as dog walking, needs to be more effectively managed.



Image: Existing cricket nets







# Planning Context

3

## 3. Planning context

### 3.1. Ownership and management

Crown land is governed by the *Crown Land Management Act 2016* (CLM Act). It provides a framework for the NSW Government, local councils and community members to work together to care for, control and manage Crown reserves. It ensures that Crown reserves are responsibly managed and that natural resources such as water, flora, fauna and scenic beauty are conserved, while still encouraging public use and enjoyment of the land.

The CLM Act abolished the reserve trusts and reserve trust managers under the former Act. The CLM Act provided for the appointment of local councils (and others) as 'Crown land managers' (CLMs) for land that was previously held by reserve trusts.

### 3.2. Crown land management

The *Crown Land Management Regulation 2018* provides clarity and certainty for CLMs, tenure holders, and users of Crown land about how parts of the CLM Act are implemented. Importantly, the regulation covers a range of operational matters relevant to CLMs including:

- The protection of Crown land, including activities prohibited and penalty notice offences on Crown land
- The management of Crown land, including the requirements of non-council CLMs
- Information on activities, dealings and holdings.

The objectives and principles of Crown land management are key values that guide the management of Crown land to benefit the people of NSW, and to ensure that Crown land is managed for sustainable, multiple uses.

#### 3.2.1. Objectives of Crown land management

The objectives of the CLM Act as defined under section 1.3 of the Act are to:

- provide for the ownership, use and management of the Crown land of New South Wales
- provide clarity concerning the law applicable to Crown land
- require environmental, social, cultural heritage and economic considerations to be taken into account in decision-making about Crown land
- provide for the consistent, efficient, fair and transparent management of Crown land for the benefit of the people of New South Wales
- facilitate the use of Crown land by the Aboriginal people of New South Wales because of the spiritual, social, cultural and economic importance of land to Aboriginal people and, where appropriate, to enable the co-management of dedicated or reserved Crown land
- provide for the management of Crown land having regard to the principles of Crown land management.

### 3.2.2. Principles of Crown land management

The principles of Crown land management as identified in section 1.4 of the CLM Act are that:

- environmental protection principles be observed in relation to the management and administration of Crown land
- the natural resources of Crown land (including water, soil, flora, fauna and scenic quality) be conserved wherever possible
- public use and enjoyment of appropriate Crown land be encouraged
- where appropriate, multiple use of Crown land be encouraged
- where appropriate, Crown land should be used and managed in such a way that both the land and its resources are sustained in perpetuity
- Crown land be occupied, used, sold, leased, licensed or otherwise dealt with in the best interests of the State consistent with the above principles.

### 3.2.3. Public purpose

Crown lands are to be used for the original purpose for which they were dedicated or reserved. Multiple uses of reserves are encouraged where those uses are consistent with the original purpose of the reserve and the use does not impact on native title rights and interests under the *Native Title Act 1993*.

The public purpose for Waverley Park as a Crown reserve is public recreation.

### 3.2.4. Leasing and licencing on Crown reserves

Under the CLM Act, a lease or licence is a type of tenure that gives permission to occupy and use Crown land for a specific purpose and term. The CLM Act enables council CLMs to enter into leases and licences under the *Local Government Act 1993* once a compliant plan of management is in place or once the land is classified as operational, whichever occurs first. Council cannot enter into agreements for use, as lessor or licensor, on devolved reserves. The leasing and licensing of Crown land ensures there is legal and suitable occupation of Crown land.

The council CLM is required to ensure all monies received from the use of community land is directed to maintaining and sustaining long-term use and enjoyment of the reserves. The income generated from leasing and licencing is a primary form of funding for a CLM. It allows a CLM to cover long-term running costs (at a minimum) and invest over the long-term for future generations to use and enjoy the Crown land in their community.

All CLMs should have lease and licence agreements in place with users of the reserves that they manage. Refer to section 6.7 for leases and licenses authorised by this plan of management.



Figure 3.1 Land Ownership



### 3.2.5. Classification and categorisation of Crown land

In December 2018, the Office of Local Government and the Department of Planning, Industry and Environment published *Developing plans of management for community land Crown reserves – guidelines*. The guidelines state that Council managers of Crown reserves must ensure there is a compliant plan of management for all Crown land that they manage as community land. This must be in place within three years of the commencement of Part 3 of the CLM Act (that is, by 30 June 2021). This is to ensure that Crown land is lawfully used and occupied, which is an essential part of Council's role as the manager of Crown land.

Under the CLM Act, Council CLMs must assign to all Crown land under their management one or more initial categories of community land. These categories are identified in section 36 of the *Local Government Act 1993*. The initial category must be assigned as soon as practicable after a council's appointment as a CLM. It is important that the initial category aligns closely with the original gazetted reserve purpose. *The Local Government Act 1993* sets out a framework for making decisions around categorisation:

- **Local Government Regulation 2005 – Guidelines for categorisation:** Provides criteria for deciding which categorisations are most applicable to a piece of community land.
- **Local Government Act 1993:** Identifies core objectives for categories. Objectives provide goals towards which management efforts are directed. A plan of management must identify how it is going to achieve these and any other objectives.

The *Local Government Act 1993* also requires plans of management to identify:

- the category of land
- objectives and outcomes for the land
- the means by which Council proposes to achieve objectives and outcomes
- the way by which council proposes to assess its performance.

The nature and use of community land may not change without an adopted plan of management.

The applicable categorisation and core objectives for management of Waverley Park are listed in section 6.6 of this plan of management. These are also illustrated on Figure 6.6.

### 3.2.6. Plans of management and native title

As outlined in the document *Guidelines for Council Crown Land Managers* (December 2016), plans of management for Crown reserves must be compliant with the statutory requirements prescribed by both CLM Act and *Local Government Act 1993*. This includes a requirement for council CLMs to obtain written advice from a qualified native title manager on any plan of management covering Crown land that is not 'excluded land'.

According to the CLM Act, excluded land includes:

- land subject to an approved determination of native title (as defined in the *Native Title Act 1993* of the Commonwealth) that has determined that:
  - all native title rights and interests in relation to the land have been extinguished, or
  - there are no native title rights and interests in relation to the land
- land where all native title rights and interests in relation to the land have been surrendered under an Indigenous land use agreement (as defined in the *Native Title Act 1993* of the Commonwealth) registered under that Act
- an area of land to which section 24FA protection (as defined in the *Native Title Act 1993* of the Commonwealth) applies
- land where all native title rights and interests in relation to the land have been compulsorily acquired
- land for which a native title certificate is in effect.

Section 8.7 of the CLM Act and the *Native Title Manager Workbook* clearly set out that written native title manager advice is required before a council CLM does any of the following:

- grants leases, licences, permits, forestry rights, easements or rights of way over the land
- mortgages the land or allows it to be mortgaged
- imposes, requires or agrees to covenants, conditions or other restrictions on use (or removes or releases, or agrees to remove or release, covenants, conditions, or other restrictions on use) in connection with dealings involving the land
- approves (or submits for approval) a plan of management for the land that authorises or permits any of the kinds of dealings referred to in paragraph (a), (b) or (c). Accordingly, native title manager advice must be obtained prior to the approval (or submittal for approval) of a POM that allows a dealings in (a)–(c) and the execution of any lease, licence, permit, etc. that may be authorised under that plan.

Council's native title manager has been and will continue to be consulted in all relevant aspects of native title pertaining to the land that is covered by this plan of management.

### 3.2.7. Native Title Declaration

In late 2021 Council, in accordance with its requirements under the Native Title Act 1993, sought legal advice to determine if Native Title existed on Waverley Park. Council's Native Title Manager then provided that advice to Council<sup>5</sup>.

To formalise the requirements under the Native Title Act 1993 the report to Council's delegate represented Council's Native Title Manager's direction, which is required under the Act. The Native Title Assessment report was completed by Council's solicitors Norton Rose Fulbright. The report was produced on the basis that there is sufficient evidence for a conclusion of extinguishment via prior Crown land grants or public works, but if that was not the case the advice still

<sup>5</sup> Waverley Park – Native Title assessment, Norton Rose Fulbright.

describes the Future Act process that can be considered under subdivision J of the Native Title Act 1993.

Based on the evidence noted in the report and its attachments, it is likely that there is evidence that Native Title has been extinguished within the reserve in Table 1 of the report and known as Waverley Park. The Future Act process in leasing, licencing and operating or developing the Reserve is likely to continue and can be considered under subdivision J of the Native Title Act 1993. Based on this and the constructive relationship Council seeks to maintain with those who may have native title rights or interests, Council will not seek to formalise the extinguishing of Native Title rights or interests at this time.

### 3.3. International and National Planning context

There are a number of international planning strategies that directly relate and provide guidance for the management of Waverley Park and the activities that take place in the park. The United Nations (UN) has created the Sustainable Development Goals (SDG). These goals have been endorsed by all member countries of the UN. The UN has identified physical activity and sport and recreation as crucial to meeting key Sustainable Development Goals (SDG) by creating improved health and wellbeing outcomes. SDG's 3: Good Health & Wellbeing, SDG 4: Education, SDG 5: Gender Equality, and SDG 16: Peace, Justice and Strong Institutions are directly aligned with human physical activity and leisure that takes place in open spaces. In relation to open space management SDG 6: Clean Water, SDG 11: Sustainable Cities & Communities, SDG 13: Climate Action, SDG 14: Life in Water and SDG 15: Life on Land are directly related to sustainable management of ecosystems. (UN, 2019).

"Throughout history, sport (and recreation) has been a platform for change, a forum for dialogue and an opportunity to dismantle barriers between men and women of all origins. Recreation breaks down cultural, social, racial and political barriers, promoting dialogue and ultimately building bridges" (UN, 2019). Human interaction with open spaces, through sport, recreation and leisure is a core right for all. Waverley Council, through its public open space provision provides critical interaction between the community and its parks to improve health and wellbeing in alignment with the UN's SDG's.

Health outcome policies and guidelines also play a role in management of Waverley Park. The World Health Organisation (WHO), along with Australian and state government health agencies have developed policies which provide generic guidance for land managers in relation to physical activity and its health benefits for the community.

### 3.4. State planning context

The principal planning legislation in New South Wales is the *NSW Environmental Planning and Assessment Act 1979* (EP&A Act) that governs planning and development assessment.

The EP&A Act requires a determining authority to have written consent from the legal owner of any affected land before granting consent for development. Development on Crown land in Waverley Park requires Crown land approval for any development application. The EP&A Act, regulations, state planning policies and the *Waverley Local Environmental Plan 2012* apply to all development in Waverley Park. This legislation defines the process that any proposal must follow.

When managing Waverley Park, Council must comply with all relevant laws that apply to the use of the community land. This includes the *Crown Land Management Regulation 2018* as outlined in section 3.2 along with:

- *Local Government Act 1993*: requires plans of management to be prepared for public land and reserves under the responsibility of local councils. It requires that council-owned community land be categorised according to the function desired by the community. Councils must manage this land in accordance with the core objectives specified in the Act.
- *Native Title Act 1993*: Section 8.7 of the CLM Act and the *Native Title Manager Workbook* sets out requirements in accordance with the Act before entering into a number of proscribed actions on community land
- *State Environmental Planning Policy (Infrastructure) 2007*: provides for development permitted without consent and exempt development on state land.
- *State Environmental Planning Policy (Exempt and Complying Development Codes 2008)*: provides for development permitted without consent and exempt development of state land. Exempt development includes works such as compliant access ramps, play equipment, fences, bollards, paths, barbecues and signs.
- *State Environmental Planning Policy (Vegetation in Non-Rural Areas) 2017*: The aim of this policy is to protect the biodiversity values of trees and other vegetation in non-rural areas of the State, and to preserve the amenity of non-rural areas of the State through the preservation of trees and other vegetation. According to the Waverley Development Control Plan (DCP) 2012 discussed below, the Vegetation SEPP applies to all vegetation on land identified as biodiversity habitat corridors, of which there is in Waverley Park. This Plan of Management must therefore comply with the Vegetation SEPP for these portions of the park.
- *Disability Discrimination Act 1992*: applies to existing premises, including heritage buildings, those under construction, and future premises. It extends beyond the building to include outdoor spaces in Waverley Park. This Act recognises the importance of providing equality, dignity and independence to people with a range of abilities. This Act establishes that it is unlawful to discriminate against people with disability in the provision of access to premises.
- *Companion Animals Act 1998*: requires environmental initiatives by councils to promote responsible animal ownership. Waverley Park is used by dog walkers.

### 3.5. Regional planning context

The NSW Department of Planning, Industry and Environment sets out regional and metropolitan plans that inform Council's Local Environmental Plan and policy position by providing direction on matters including housing, jobs, affordable housing and open space. Plans relevant to this Plan of Management include:

- *Greater Sydney Region Plan: A Metropolis of Three Cities*: aims to re-balance growth and deliver its benefits more equally and equitably to residents across Greater Sydney. This document will transform land use and transport patterns, boosting Greater Sydney's liveability, productivity and sustainability by spreading the benefits of growth to all its residents. Some of the objectives of the Greater Sydney Region Plan relevant to this plan of management include:
  - Objective 7. Communities are healthy, resilient and socially connected
  - Objective 27. Biodiversity is protected, urban bushland and remnant vegetation is enhanced
  - Objective 28. Scenic and cultural landscapes are protected
  - Objective 31. Public open space is accessible, protected and enhanced
- *Eastern City District Plan*: provides the district-level planning that connects local planning with the longer term Greater Sydney Region Plan. A relevant priority is:
  - Planning Priority E3. Providing services and social infrastructure to meet people's changing needs
  - Planning Priority E16. Protecting and enhancing scenic and cultural landscapes
  - Planning Priority E18. Delivering high quality open space.

### 3.6. Open space planning context

Open space planning fits within a larger hierarchy of strategic planning. Planning and legislation that influences or directs open space planning exists at the local, state, national and international level. Waverley Council undertakes its own planning, which includes overarching open space strategies, management plans, and specific planning documents. Council also takes direction from planning and legislation from higher level government agencies. In this section we consider a number of plans and guiding principles at all these levels.

In 2020 Waverley Council endorsed the Waverley Open Space & Recreation Strategy 2020. This is the premier source document for the management of all open space in Waverley. It sets out the vision, guiding principles and management philosophy for all parks in Waverley. Along with state and national planning documents the Strategy directs all management plans, including the Waverley Park Management Plan. The Strategy highlights the importance of identifying and adaptively managing within the capacity of each individual open space. The long-term management of Waverley Park, within the limitations of the carrying capacity of the Park, through the Thresholds of Change model, is therefore the over-arching management approach for all Council's parks.

*Waverley Local Environmental Plan (2012 (LEP): Waverley*

Park is zoned RE1 Public Recreation and SP2 Infrastructure. Portions of the park are identified as Landscape Conservation Areas in the LEP. Schedule 5 of the LEP lists environmental heritage items in the LGA. This includes the former tramway shed, the Gregory Memorial Fountain, Waverley Reservoirs No 1 and No 2, and the Waverley Park Landscape Conservation Area which covers a large portion of the park.

*Waverley Development Control Plan 2012 (DCP)*: A large portion of Waverley Park includes a biodiversity habitat corridor. The DCP defines habitat corridors as 'areas where vegetation provides sufficient habitat features to allow wildlife to move from one area of habitat to another. The vegetation may include remnant bushland, native plantings, weeds and gardens.' Development in these portions of the park must comply with the DCP's objectives and controls for habitat corridors and recognised habitat listed in section 3.2.2 of the DCP.

*Waverley Community Strategic Plan 2018-2029*: is Council's overarching strategic plan. This guides Council in responding to change, challenges, and opportunities in a consistent, sustainable, and coordinated way. Several goals within this plan apply to Waverley Park, including:

- 3.1. Improve health and quality of life through a range of recreational opportunities and quality open spaces
- 3.2. Expand the network of parks and open spaces, sporting and recreational facilities
- 5.1. Facilitate and deliver well-designed, accessible and sustainable buildings and public places that improve the liveability of our neighbourhoods
- 5.2. Value and embrace Waverley's heritage items and places
- 8.3. Protect and increase our local bushland, parks, trees and habitat.

Other Council policies and guidelines relevant to Waverley Park include:

- *Access and Mobility Policy 2011–2015*
- *Open Space and Recreation Strategy 2020-2030*
- *Play Space Strategy 2014–2029*
- *Waverley Public Domain Technical Manual*

#### 3.6.1. Council strategic open space planning

There are a number of specific open space planning considerations that Council uses in its planning for and management of public open space in Waverley. The following planning guide Council decision making.

##### Open space planning framework

Waverley Council has produced a number of critical planning documents that form the framework that provides local strategic guidance for the planning of open space and recreation management.

##### Open Space & Recreation Strategy

This is the premier planning document for Council for the management of all open spaces in the Waverley municipality and the activities that take place on those open spaces. The



Strategy sets out the legislation that governs open space management, it categorises the existing individual open spaces, it analyses the community use of the spaces, projects what that use will be in the future, and puts in place strategies to meet that need. The Strategy provides Council guidance for all other planning documents, including individual management plans.

### Playspace Strategy

Play is critically important to the Waverley community. Children develop healthy character through play engagement. Council considers play to be important to creating a healthy and happy community. Play is essential for the development of toddlers, children and young people. Play helps children to acquire the necessary skills for social, physical and emotional well-being. It is fundamental that play is considered in planning and design processes, not only for play spaces, but open spaces, streets and urban development. Under the Local Government Act 1993, it is Waverley Council's responsibility to ensure the provision of play opportunities accurately reflect the current and predicted community trends.

The Playspace Strategy provides direct direction and guidance into each individual plan of management.

Leading from the Playspace Strategy is the Inclusive Playspace Strategy. With 1 in 5 Australian's living with a disability it is important to Council that we provide play experiences for all residents. The Inclusive Playspace Strategy sets out Council's aspiration for providing that opportunity.



Infographic: Waverley framework chart

### Inclusive Play Strategy

Waverley Council's Inclusive Play Space Study provides a blueprint to direct the future provision, planning, design and development of public inclusive play spaces across the Waverley Local Government Area (LGA). The key objectives of the Inclusive Play Space Study are:

- Provide strategic direction to Waverley Council regarding equitable, inclusive, and engaging play spaces;
- Develop inclusive play space design principles;
- Develop inclusive play space evaluation criteria checklists;
- Provide a supporting document to the adopted Waverley Play Space Strategy 2014-2029; and
- Align Council's Play Space Strategy with the NSW State Government's 'Everyone Can Play' Guide.

In 2022 the playspace within Waverley Park is being upgraded. The principles contained within the Inclusive Play Strategy will be reflected in the new upgraded playspace. Council anticipates that the new playspace will provide a new inclusive play experience for those people living with a disability, and that visitation to the new playspace and Waverley Park in general will increase.

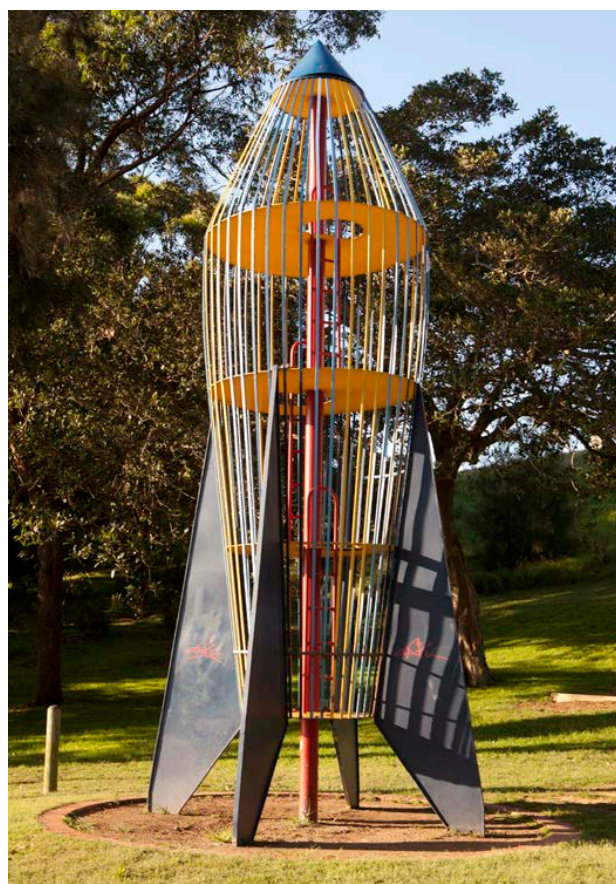


Image: Play Rocket in Waverley Park Playground

### 3.6.2. Guiding Principles for Open Space Management

To guide Council in its management of public open space in Waverley, including the management of existing space and considerations for obtaining new public open space Council has developed a set of guiding principles that are applied to the management of public open space.

The Guiding Principles for Open Space Management are:

#### **Maintain and strengthen parks**

##### *Statement of Principle*

Parks will be managed in accordance with the purpose for which they are reserved and to protect their environmental, cultural and social values. All actions should enhance the estate, be purposeful and embrace design for all. Park management will reflect best practice, and parks will be fit for their identified purpose and function.

##### *Principle Intent*

Parks and reserves are established under relevant legislation for particular purposes, including the protection of many and diverse values, and will be managed for those purposes. The physical connections between parks and other land tenures that provide connected recreation experiences, cultural landscapes and habitat corridors need to be recognised. Connectivity will be improved in parks and with surrounding landscapes and seascapes in collaboration with Traditional Owners and other land managers, non-government organisations and the community.

#### **Prepare for the future**

##### *Statement of Principle*

Park plans and management will prepare for and respond to emerging environmental and social issues and anticipate how the park estate will be in the future. This includes responding to forecasted changes resulting from climate change and changing recreational patterns.

##### *Principle Intent*

Effective planning anticipates what the future holds and allows for action accordingly. Adapting to the environmental, social and economic changes brought about by climate change will need to be considered, including increased threats from extreme weather on environmental, cultural and visitor experience values. The visitor experience will be considered in all aspects of planning, with assets and park settings fit for purpose to meet service commitments and to manage the visitor impact on the estate now and into the future. This includes consideration of increased visitation, changed visitor expectations and new or emerging uses of technology for and by visitors.

#### **Connect with community**

##### *Statement of Principle*

Parks will be inclusive destinations that provide for a range of visitor experiences and access for all. The community will have a variety of ways to engage with, connect to, understand and be active in parks. Parks will be recognised and appreciated not only for their environmental, cultural and landscape values, but also for the services that provide broader community benefits including health and wellbeing, sense of community, clean water, climate regulation, coastal protection and pollination services. Traditional Owner connections to Country will be respected and supported.

##### *Principle Intent*

There are diverse ways that the community can enjoy and benefit from the parks estate, through the spectrum of recreation activities, events, tourism activities, education programs and volunteering. Park visitors gain a deeper connection and even a lifelong appreciation of the importance of parks through interpretive and educational experiences. Diverse and ongoing social and cultural connections to parks will be recognised. Appropriate use of the park estate encourages the connection between people and nature that in turn can provide health and wellbeing benefits.

#### **Use knowledge and evidence-based management**

##### *Statement of Principle*

Decisions will be supported by science, knowledge, understanding of risks and community values. Evidence-based management that utilises the best available science and knowledge will be used to deal with uncertainty and drive adaptive management.

##### *Principle Intent*

Adaptive management will be supported by clear outcomes and risk-based priorities for park management to address the highest threats to the most important values. Research and evaluation in the parks estate will focus on addressing critical information gaps in understanding environmental and social values and benefits of park as well as quantifying management effectiveness and outcomes. Outcomes will be adjusted based on the evidence by measuring the effectiveness of the actions delivered. Land management will be based as far as possible on the latest research and knowledge.

#### **Protect natural and cultural values**

##### *Statement of Principle*

The ecological and cultural integrity of parks will be strengthened by being protected and actively conserved to become sustainable and resilient to adapt or recover from the disturbance of major threats.

##### *Principle Intent*

The structure and function of ecosystems is fundamental to natural values and the ecosystem services provided by

parks. The resilience of parks is maintained and improved when ecosystem processes and threats are managed at the landscape scale. The core habitat areas for threatened species and ecological communities that parks protect will be improved through active management intervention. Reducing threats to the estate is a core management approach to maintain and improve the condition of the natural capital of the parks estate. Aboriginal cultural heritage sites will be identified and protected. Where appropriate the community and visitors will be encouraged to understand and appreciate the tangible and intangible cultural values and significance of Country for Aboriginal people, and the importance of maintaining and improving the health of cultural landscapes.

### **Build Partnerships**

#### *Statement of Principle*

Partnerships and community involvement that provide mutual benefits to parks and the community will be sought and supported across landscapes. These are to provide mechanisms for effective management and realising emergent opportunities.

#### *Principle Intent*

Partnerships with other public land managers, neighbours and many other community, government and corporate organisations, can support more effective and efficient park management through knowledge sharing, better use of resources and pro-aspiration of value-added services. Agreements with service providers and licence holders will be developed that complement or add value to the park estate. Aboriginal commercial enterprises will be encouraged and supported.

### **Promote public safety and adopt a risk-based approach**

#### *Statement of Principle*

There is an element of risk in experiencing natural environments and the outdoors. Managing risk, including preparing for and managing fire and other threats, responding to emergencies, and appropriately managing risks to park visitors will be a key consideration in park management decision making.

#### *Principle Intent*

A safe environment is provided as far as practicable, while recognising that risk and adventure is part of experiencing the outdoors. The systematic application of communicating, consulting, establishing the context, and identifying, analysing, evaluating, treating, monitoring and reviewing risk will be used. Risk management will be integrated across tenures. Decisions and actions will be based on sound risk management principles, consistent with organisational objectives and which comply with statutory, legislative and regulatory responsibilities. All reasonable efforts will be taken to keep visitors safe and provide information to visitors so

that they can make informed decisions.

### **Apply rational decision making**

#### *Statement of Principle*

All strategic decision-making will be characterised by rationality and predictability using, where appropriate, structured decision support systems such as the thresholds of change model which will form the basis of adaptive open space management. Judgement will be used to consider all stakeholders involved. All decisions will be consistent with a risk-based approach to meeting the requirements of policies, plans, programmes and legislation.

#### *Principle Intent*

The Thresholds of Change assessment and management model will form the basis of management practices and decisions for all Waverley open spaces. Decisions that affect parks and the community's connection with parks will be taken to achieve outcomes consistent with the guiding principles and intent of legislation governing the management of the estate. Decisions in parks will consider benefits for conservation of the environment and cultural heritage, appreciation of park values, be necessary for the management of the park and show that risks to environmental, cultural and social values and public safety can be assessed and managed. Where trade-offs are unavoidable, decisions will be guided by these principles and made transparently.



Image: Waverley Oval



3.6.3. Adaptive Management

This management plan is based on the adaptive management model for open space management. Adaptive Management is defined as:

*Adaptive management, also known as adaptive resource management or adaptive environmental assessment and management, is a structured, iterative process of robust decision making in the face of uncertainty, with an aim to reducing uncertainty over time via system monitoring.*

In alignment with Council’s Guiding Principles of Open Space management the Waverley Park Management Plan has been developed with an adaptive management approach. Adaptive management is centred around two planning strategies, Carrying Capacity and the Thresholds of Change model.

3.6.4. Carrying Capacity

In alignment with Council’s Guiding Principles of Open Space management the Waverley Park Management Plan has been developed with two planning strategies in mind. They are Carrying Capacity and Thresholds of Change.

Carrying Capacity is defined as the maximum amount of use that any given environment or ecosystem can accommodate before a negative impact is apparent or observed, whilst continuing to meet the visitor’s experience expectation. The aim of identifying Carrying Capacity is to manage the impact on the space 10% short of any negative impact.

Council seeks to manage its public open space portfolio to support a range of visitation and physical activity opportunities, along with providing a variety of settings catering for different visitors without compromising environmental and sustainability outcomes.

There are two separate components to Carrying Capacity, namely, maintaining the environment (including structured forms) in the desired state, and second, meeting the visitor experience expectation. Waverley Council’s public open space management approach is focused on prescribed strategies and actions, structured through Council’s park management plans, overtly characterised by a thresholds of change adaptive intervention model.

For practical purposes, an example would be the monitoring of the state of a sports field. There are accepted standards for the total amount of hours of use a natural sports field can maintain. To ensure that usage does not exceed the carrying capacity of the field that limit is enforced. In a practical application this would mean limiting usage short of damage occurring. Damage does not just mean wearing out of the natural turf, but also includes compaction of the sub-surface soil, damage to specific sites, such as goal mouths and entry points and in the case of synthetic fields the laying over of synthetic grass funds.

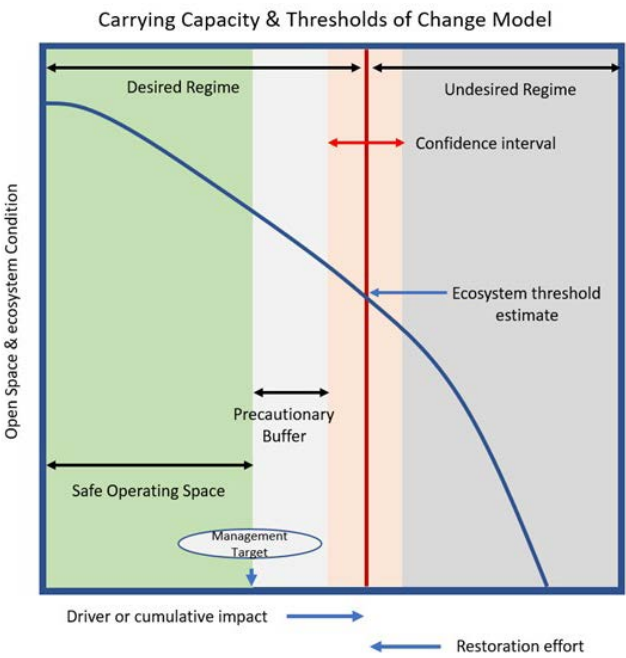
3.6.5. Thresholds of Change Model

The Thresholds of Change model is a specific Impact Assessment model. The model assists park managers in identifying impacts to specific sub-components of the park. The model allows for effective identification of the carrying capacity of the space. A thresholds of change framework allows for observable changes to public open space to be monitored as they happen, and which then trigger management actions to sustainably manage the park and its visitation.

An active open space and/or ecosystem threshold is a point at which the environment or ecosystem cannot recover. Thus, causing tipping points for both the maintenance of the open space and the activities that take place on the space. Once an ecosystem passes its threshold, it cannot return to its original state, or if a return is possible, then mechanisms to return it are not economically or socially viable. An environmental threshold is the point at which there is an abrupt or gradual change in an ecosystem quality, property, or phenomenon, or where small changes in one or more external conditions produce large and persistent responses in an ecosystem. Ecological thresholds occur when external factors, positive feedbacks, or nonlinear instabilities in a system cause changes to propagate in a domino-like fashion that is potentially irreversible (Holling, C.S. 1978).

In the case of Waverley Park, a threshold would be the point where, due to overuse, a field becomes unusable and cannot be repaired, or needs to be taken “off-line” for an extended period to allow for repair.

The thresholds of change model structured, iterative process driven decision-making model designed to function in the face of uncertainty or a lack of evidence, with an aim to reducing uncertainty over time via general and specific system monitoring.



Model: Carrying Capacity & Thresholds of Change

### Model explanation

The model is designed to be used on any open space, natural setting or ecosystem. It assumes that the site starts off being functional and fit for purpose and/or in its natural state. The intent of management is to keep the space in the Desired Regime area. This is obtained by an effective maintenance program, monitoring and management of use. The Management Target is indicated at the bottom of the model.

However, for all spaces there are drivers and cumulative impacts from external factors. One such factor is climate change, and another would be allowing over-use of the space. Climate change is a macro effect and must be addressed at the macro level. Overuse is at the micro level and can be addressed through mitigation strategies. Currently Waverley #3 Field is used for football training. However, it is also used for dog walking, even though this site is not designated for that purpose. A mitigation strategy to ensure that the field doesn't move into the Precautionary Buffer, or worse, would be to provide alternative dog walking opportunities or enforcement strategies.

The desired state for Council is to put in place strategies that have a restoration effect on the space, noting that once damage has incurred that it is then more difficult to return it to its previous state.

If a space, in this case Waverley #3 Field is allowed to deteriorate in condition it will then move into the Precautionary Buffer. This is where we start to see obvious signs of degradation. Once these signs of degradation are observed we have passed the carrying capacity for the field. The aim of Council is to ensure we don't enter this phase. At this point confidence in the fit for purpose state of the space is affected.

During this degradation process the fit for purpose nature of the space has been decreasing, to the point where it reaches the Ecosystem threshold estimate. This is the ultimate threshold for the space. Beyond this threshold is irreparable damage. This is the Undesired Regime.

Council will use this strategic model to understand, monitor and explain management decisions, the aim being to manage up to the threshold of each of its open spaces, including specific components of Waverley Park. Strategies and decision points will be implemented to ensure that our spaces remain in a desired and fit for purpose state.

### 3.6.6. No Net Loss (NNL) of Open Space

The New South Wales Government supports the concept of No Net Loss (NNL) to open space and diversity through its Biodiversity Offsets Scheme<sup>6</sup>.

Definition of No Net Loss of Open Space

*The point at which the impacts on any given environment, biodiversity or community value are balanced by measures taken to avoid and minimise the*

*impacts or to offset significant residual impacts, if any, on an appropriate geographic scale.*

The concept of no net loss is an overarching guiding principle for estate and open space planning and management. It can be applied to the many components of open space and their management. Further, it can be applied to the provision of open space as well as an approach that aims to neutralise negative environmental impacts from human activities.

No net loss is achieved through:

- environment protection
- creation of new open space
- restoration, enhancement, and management
- education, research, and information

In its environmental application, the concept of NNL is governed in Australia through the Federal Government's *Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)*, Environmental Offsets Policy, which seeks to "improve or maintain the viability of matters of national environmental significance" and whose application is triggered by "dynamic scenarios, usually declining" to provide offsets to replace lost environmental values.

In New South Wales the legislation governing development on Crown Land is the Biodiversity Offsets Scheme, which uses a transparent, consistent and scientific approach to assessing biodiversity values and offsetting the impacts of development on biodiversity.

The Biodiversity Offsets Scheme (BOS) is based on the 'avoid, minimise, offset' hierarchy.

Using the hierarchy proponents must:

- i. first consider whether the development can avoid a negative impact on the environment:
- ii. next consider whether the development can minimise any negative impacts that cannot be avoided:
- iii. once all reasonable steps to avoid or minimise environmental impacts have been exhausted, consider whether any remaining impacts can be offset.

Waverley Council, in considering the management of Crown Land in the municipality, is guided by the principle of No Net Loss. When considering an embellishment to crown land, such as Waverley Park, planning of the project includes considering the impact of the project on the overall space, and on community enjoyment of the space.

<sup>6</sup> <https://www.environment.nsw.gov.au/topics/animals-and-plants/biodiversity-offsets-scheme/about-the-biodiversity-offsets-scheme/how-the-biodiversity-offsets-scheme-works>





# Site Analysis

4



## 4. Site analysis

The following chapter brings together information gathered from site investigations and specialist reports. The chapters have been organised into major themes:

- 4.1 Design and setting
- 4.2 Getting to and around the park
- 4.3 Playing and relaxing
- 4.4 Enhancing the environment
- 4.5 Community, history and culture
- 4.6 Management and maintenance

### 4.1. Design and setting

This section provides an analysis of the site's visual and physical characteristics. Such characteristics are defined by the design of spaces and buildings, planting types and design, and the types of materials used. People's experience of the place is also considered. Consequently, safety, community values, views and landscape setting are also considered to characterise a site.

Also dictating design is the classification given to a specific site. In the case of Waverley Park it is designated as a District facility. This classification then dictates what amenity facilities are provided within the site and to what level. For example, a District level facility should provide amenity buildings of a recommended minimum size.

The design of a site, and the embellishment of the site is also influenced by the carrying capacity of the individual components of the site and the use of the overall site. For example, a natural turf sports field has a carrying capacity of 22.5 hours per week. However, if that field is also used by the local community for other activities, such as dog walking, then



Image: Formal Gardens

the carrying capacity of the field is further exceeded.

#### 4.1.1. The setting

Waverley Park is located in Bondi Junction. Bondi is an Aboriginal word meaning water breaking over rocks. It has been spelt a number of different ways over time: for example, Boondi, Bundi and Bundy. The original European settlement was named Tea Gardens, after the first hotel and tea gardens, built in 1837, to provide traveling day-trippers to South

Head with a pleasant break from their trip. The name Bondi Junction was coined in the late 1880's, depriving from the Bondi and Bronte tram lines junction at the corner of the now Oxford Street and Bronte Road. "The Junction" is the business centre of the municipality, with both high density and individual house blocks dominating the suburb, with the main shopping and business district located to the west of the park.

Waverley Park is located at the western end of Bondi Road, with the Park's northern boundary fronting Bondi Road. The longest boundary of the park is the eastern, which is located on Park Parade. Both the northern and eastern boundaries are the main access points to the park, with a number of structured entry points along these boundaries. Access to the Waverley Field #2, the synthetic field, is formalised on the eastern boundary. The southern boundary of the park is on Birrell St. Access to the multi-purpose courts in the south-western corner of the park is gained from Birrell St or St Mary's Ave, which is a dead-end street, with limited street parking. There is a small amenity building located near the multi-purpose courts.

Council chambers are located on the north-western corner of the park on Bondi Road, with access from the chambers into the passive open space and formal gardens of the park. The main war memorial can also be accessed through this entry point, as well as others. The Sydney Water reservoir is located on the south-western corner of the park. Historic Sydney Water infrastructure, Waverley Reservoir, is located on the crest of the hill, which is the centre of the park. The old steps to the crest of the hill, which are prominent and can be seen from a distance, are often used by locals and commercial fitness providers for fitness training.

Even though the Park is dominated by sport infrastructure there is a variety of vegetation spread throughout the park. In colonial times the park was bare of vegetation with most of the trees having been planted over the last 100 years. This vegetation is dominated by eucalypts, with some palms and Norfolk Island Pines. Formal plantings and gardens have been established in the memorial lawn in the north-western corner.

There is no formal car parking provided within the park. Street parking is used.

The main field, Waverley #1, is a round senior sized field, which accommodates AFL (winter) and cricket (summer). The Margaret Whitlam Recreation Centre is the main amenity for Waverley #1. It provides grandstand seating, changerooms, canteen, a café and meeting rooms.

#### 4.1.2. Landscape character

Waverley Park is located on coastal land that flows from the high point of Bondi Junction easterly down towards the ocean. The generally sloping site has been altered over the years with fill to create flat terraces for active use.

The resulting landscape form is a series of terraces located around a central hill that rises by approximately 20 metres to a vantage point at 111.8 metres, which makes it the highest point in the eastern suburbs. From the top of the hill there



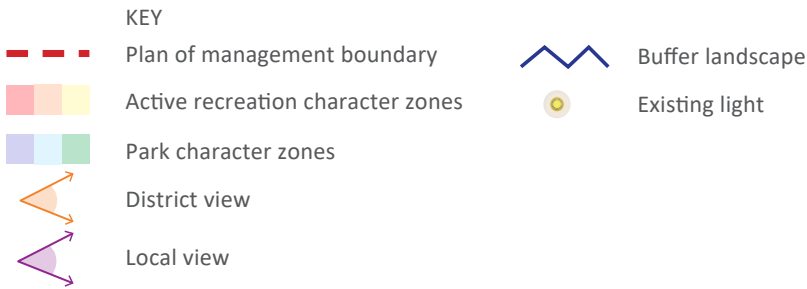


Figure 4.1 Design and Setting- Existing Conditions



are panoramic views of the surrounding residential areas and coastline.

The Waverley Park landscape is divided into two main character areas: Recreation Zone and Park zone. Each zone with their own sub-areas. These are based on the use of the area, each with a different character and management requirements.

These two character areas are:

- Recreation
  - Sports fields, which includes the Margaret Whitlam Recreation Centre
  - Courts
- Park
  - Hill top
  - Hill slope, which includes the playspace
  - Formal gardens, which include entries, plantings and hedges along Bondi Rd
  - Buffer landscape
  - A natural character statement of the park is the central “heart” located where the playspace is on the hill slope area. The main pathways that run through the park meet in this central area. This area links the passive park zone and the sport zone and presents the main character statement of the park. Views over to the coast, into the formal gardens and up to the historical water reservoir infrastructure make this a central meeting place within the park. Capital infrastructure projects that include the playspace upgrade and improved natural pathways through the park zone will further enhance this character statement.

#### Active recreation

The active recreation character area is defined by flat grass terraces that wrap around the eastern boundary and southwest corner of the park. These terraces create suitable areas for sports fields, courts, and the Margaret Whitlam Recreation Centre.

#### Sports fields

The sports fields sub-area comprises three fields located in a row from north to south: Waverley Oval #1, Waverley #2 a full-sized synthetic sports field, and Waverley #3 a natural turf junior sized field.

Waverley Oval #1 is highly manicured and maintained to cricket first grade standard by contract greenkeepers.

A traditional white picket boundary fence surrounds the Oval and a black chain link fence surrounds the synthetic field. Cricket nets exclusively available to the Eastern Suburbs Cricket Club are located on the southern part of the oval.

All three fields are bordered by a shared path to the west, passive open space to the north, and are elevated over and bordered by Park Parade to the east. The natural turf junior field extends to the southern boundary of the park and is elevated over Birrell Street.

Additionally, publicly available cricket nets are located between the netball courts and the sports fields.

#### Courts

Three netball courts are located on the terraced area in the south-western portion of the park. Heading up the stairs north-west from the netball courts there is an amenity building, bocce court, and three multi-purpose courts. The multi-purpose courts accommodate tennis, basketball and netball.

#### Margaret Whitlam Recreation Centre

MWRC overlooks the oval. It is a contemporary structure that includes a grandstand, café, storage and amenities, a kitchen, meeting rooms and a multi-purpose indoor court. From the grandstand, users have expansive views to the ocean.

#### Park

The park portion of the park comprises passive open space, some of which is highly landscaped and others more natural. This portion of Waverley Park includes Sydney Water-owned land.

#### Hill top

The hill top sub-area is the highest point of the park. This landscape is characterised by a denuded and exposed grass platform with spectacular 360-degree views to the surrounding city. The heritage listed water reservoir buildings dominate the hill top.

#### Hill slope

The hill slope sub-area wraps around the water reservoir hill and is adjacent to the flat terraces of the sport grounds. The steeply undulating slopes comprise large trees including groves of pines, eucalyptus, casuarinas and figs. The vegetation provides shade and shelter as well as habitat for bird life. At the bottom of the slope is a sheltered playground and barbecue area.

#### Formal garden

The formal garden sub-area is characterised by formal ornamental garden beds, clipped hedges and trees that surround a flat grassy area. This sub-area focuses on a war memorial and memorial garden. Council Chambers is located on the western boundary of the formal garden area.

There is an ornamental flowerbed along the Bondi Road Chambers frontage of the area and a terraced sandstone garden beds with clipped hedges along the Bondi Road park frontage. A pergola covered in wisteria forms a gateway into the park between the terraced gardens and hedge.



Image: Memorial Gardens arbour

### Buffer landscape

This final sub-area characterises different sections of the park. Buffer landscapes provide transition zones between sub-areas. Some sections of buffer landscape include small groves and low planted vegetation for example.

#### 4.1.3. Views & Sight Lines

The key views in the park are the panoramic views from the top of the reservoir, the reservoir grand staircase, the view and sight lines from the playspace and views of the pavilion from Bondi Road.

One of the unique characteristics of Waverley Park are the sight lines from many parts of the park, but in particular from the area around the Margaret Whitlam Recreation Centre (MWRC) and the nearby playspace. During consultation a majority of the community indicated that they highly valued the sight lines, especially from the playspace area down to the coast. They stated that the protection of these sight lines was very important to them, and was a characteristic of the park to be protected.



Image: Views and sightlines

#### 4.1.4. Park and planting design

Waverley Park is a modified landscape with no remnant vegetation.

There are small groves located along Bondi Road to the north of the sports fields and on most of the hill slopes. There are trees and low planting located on the eastern edge of the synthetic field and on the southern edge of Field 3 and the netball courts.

As described above, one park sub-area consists of highly landscaped formal gardens. The remaining sections of the park consist mainly of mowed lawn, as well as synthetic and natural sports fields.

#### 4.1.5. Built form

MWRC is one of the main features of and attractors to the park. The building was named after the local sporting legend, Margaret Whitlam. The grandstand was named the O'Sullivan Horsell Grandstand in honour of the contribution to local cricket by Phil O'Sullivan and Bob Horsell.

The centre was built in 2012 and comprises an indoor sports court, club room, community room, commercial kitchen,

change rooms and restrooms, storage space, public toilets, a kiosk and a grandstand seating 250 overlooking Waverley Oval and with views to the ocean. MWRC also includes facilities for Council staff, some storage, and public art hung from the entrance foyer ceiling of the New pavilion.

The public art piece, created by artist Graham Chalcraft, is a multi-layered, laser-cut plywood sculpture called Park Life and expresses the history of Waverley Park. To inform the sculpture's design, the artist and Waverley Council hosted a series 'Art in the Park' workshops. Members from the Bocce Club, Bondi United, Easts Cricket Club, Gaelic Athletics Club and local residents aged 3 to 80 years attended the workshops and shared local stories, memories and reflections of times spent in and around the park.

A representation of the Oval forms the central point of the artwork. Woven around the central oval image is a series of sporting figures emerge from tree roots. This represents the community's love of nature and the recreational activities that take place in the Park. Around the outer edge of the piece are a series of images that represent the many values of the Park.

An amenity building is located opposite the bocce court. Constructed in 2014, the amenity building includes four individual storage spaces for sports groups, public toilets and a community room.

The Council Chambers building is located in the northwestern corner of the park at the intersection of Paul Street and Bondi Road. It was built in 1913 and was refurbished in 1987 and 1990. This PoM does not apply to Council Chambers.

The old scoreboard building, water reservoirs and bus shelter are also important components of the Waverley Park built form. These items have heritage value and are described in section 3.3.

#### 4.1.6. Urban furnishing/materials and finishes

The park features an assortment of urban furnishings including seating, rubbish bins, bollards, dog waste bag dispensers, bubblers, barbecues, bicycle racks, and lighting. There is a lack of consistency in the materials used throughout the park, particularly for fences and barriers.

The primary paving material throughout the park is concrete with various finishes.

There is sandstone in some park elements, such as retaining walls and garden edging around the MWRC. Sandstone evokes a sense of place and character as it is a prominent material throughout the Waverley area. The boundaries of Paul Street and Park Parade are currently edged in bollards. Replacing this treatment with sandstone would add a sense of consistency and enhance the park character.

The fence around the oval consists of white metal pickets. A mix of wooden aris, logs, wire mesh and brick fences are also used throughout the park.

The netball courts and the multipurpose courts have an acrylic topping layer.



A consistent materials palette should be developed for the park. The palette should include boundary treatments as per the DCP.



Image: Seating

#### 4.1.7. Lighting

There is pole-top security lighting throughout the park. Lighting is positioned along pathways, by picnic areas, and near MWRC and the amenity building. The hill top and hill slope areas are unlit. A footpath lighting masterplan and technical documentation has been undertaken and produced. An action in the action plan is to progress with the lighting recommendations from the masterplan.

All sports fields and courts have sports lighting. Indeed, Waverley Park sports fields are the LGA's only full size, irrigated sports fields with sports lights. The sports lighting lux levels only provide for training.

The sports fields' usage is highest in winter and, regionally, there is a high demand for weeknight winter training. Therefore, the sports lighting at Waverley Park helps meet this demand by extending the usable hours of all three fields and courts.

While sports field lighting levels are adequate for training, lighting is not high enough competition. It is Council's intent to upgrade the sports field lighting to competition standard of 250lux in the future. Council will engage with the local residents to brief them on any future changes to sports lighting levels.

#### 4.1.8. Safety

Findings from the Waverley Park user Survey, conducted in 2020, as well as results from the WPMP surveys conducted in late 2021 suggest that most people felt safe in the park. However, those people who stated that they did not feel safe referred to the level of security lighting as the reason. Therefore, security lighting should be upgraded in accordance with the footpath lighting masterplan to improve park safety through lighting.

As recognised in the Waverley Community Strategic Plan the community has expressed concern about safety in public areas and in response Council has committed to developing strategies to improve community perceptions of safety. In order to meet this obligation Waverley Council utilises a

range of initiatives designed to reduce crime and promote community safety. The operation of Closed-Circuit Television (CCTV) is one strategy employed by Waverley Council to enhance staff and community safety, protect public assets, identify and reduce crime and deter potential offenders in particular locations.

Council has a Closed-Circuit Television Policy. The policy outcomes cover the installation and operation of CCTV systems across Council's open spaces. Council will continue to roll-out both CCTV and Wi-Fi networks across the park in accordance with the CCTV policy.

#### 4.1.9. Community values

During the *Waverley User Survey 2020* the following values were consistently identified when people were asked 'What do you like about the area?':

- Access nature and greenery
- Able to walk the dog
- Where children can play
- We can play sport
- Its for the community and its somewhere to connect with friends and family

#### 4.1.10. Major issues

- Because of the multi-faceted nature of the Park there are numerous gaps in the passive surveillance lighting. It is undesirable to provide full lighting to all areas of the park, however, effective surveillance lighting along major pedestrian routes through the path should be upgraded
- Some paths within the park need rectifications works undertaken
- The style of park furniture that is used throughout the park is not consistent
- There is no alignment with the plantings throughout the park. An endorsed plant palette for the park would provide guidance to operations staff when planting new plants or replacing old plantings.

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## 4.2. Getting to and around the park

This section looks at the various modes of transport to and from the park; entry and exit points; and wayfinding and circulation in and around the park. Refer to Figure 4.2 for the location of paths, entries and routes of travel.

### 4.2.1. Getting to the park

The Park is accessible by foot, public bus, car and bike. The sections below discuss park access for each mode of transport.

The Open Space & Recreation Strategy engagement, conducted in Nov 2020, revealed that a high proportion of people had no difficulty accessing Waverley Park. However, some local residents reported that traffic issues on game days created issues for them moving around.

#### Walking

Most people who visit Waverley Park for recreation walk to the park, as they live in the local area. Most people who visit Waverley Park for sport, who come from a greater distance, travel by car. The Park also sees visitors who are travelling through from Bondi Junction and Tamarama or to the bus stops on Bondi Road or Birrell Streets. Green Links is an integrated network of pedestrian links across the Waverley LGA. The network provides recreation opportunities for residents and visitors, and links to schools, shops, beaches and transport. Green Links 4 connects Bondi Junction with Tamarama Beach and passes through Waverley Park.

The Park has ten pedestrian entrances. There are two signalised crossings on Bondi Road and a designated pedestrian crossing on Birrell Street. There is no clear hierarchy of the entry points in terms of design. However, the Bondi Road and Birrell Street entrances are the most popular for pedestrians. Access into the park is efficient as all boundaries are open. The community reports that there are an adequate number of entries and paths.

The major entryways into the park lack consistent and obvious signage. Major signature park entries are normally prominent and should celebrate the site.

The Park is surrounded by a low- and high-density urban environment. The area to the north of Bondi Road has been redeveloped over the last 5 years and contains a large number of high-density dwellings, with a number of high-end backpacker facilities being dominant.

To the south of the Park Waverley College takes up most of the southern boundary of the park along Birrell St. The college, even though it has its own specific recreation facilities, takes advantage of the nearby park for their school sport activities. In addition, there are a number of state and private schools within the catchment of the park, and who also use the park for their sport activities.

Also on Birrell St is the Waverley Bowls Club (the Bowlo). In 2020 & 2021 the Bowlo was developed into a high-density unit complex which is focused on the over 55-year-old cohort. It is felt that this development will have a significant affect

on the visitation to the park. This older cohort is expected to use the park for their regular exercise and visitation, as well as making use of the new intergenerational play and fitness that will be provided in the park. This cohort is expected to access the park across the pedestrian crossing on Birrell St.

#### Public transport

Sydney Buses services Waverley Park via the following bus routes and stops:

- route 360 with stops on either side of Birrell Street opposite Waverley Bowling Club
- routes 333, 380 and 381, with stops on either side of Bondi Road at Waverley Oval.

Public transport users can also walk from Bondi Junction train station located 1km from the park (a 15-minute walk).



Image: Bondi Road bus stop





	Plan of management boundary		Bicycle path shared path		Bicycle parking
	Vehicle access		Local bicycle routes on high-traffic streets		Parking
	Pedestrian path (paved)		Local bicycle routes on low-traffic streets		Disabled parking
	Pedestrian path with steps		Pedestrian crossing		Entrance
	Pedestrian track (unpaved)		Bus stop		

Figure 4.2 Getting to and Around the Park- Existing Conditions



### Cars and parking

The lack of car parking spaces is a concern for users of the park and for surrounding residents. Onsite parking (20 spaces) is available in the Council Chambers carpark. Half of the Council carpark is designated parking for Council use and the other half is timed parking for park users. The whole carpark is available to park users after hours and on weekends. There is a consistent grade between the MWRC and the Council Chambers carpark however no mobility park is provided in this carpark. There is a mobility car park on Goldie St, however the existing path from the car park does not provide connecting access to facilities.

There are 6 car parking spaces and one mobility carpark space in front of Council Chambers. However this space is not accessible to users of the MWRC and park users as there is no continuous connecting pathway.

There are also on-street car parking on St Marys Ave, limited spaces on Birrell St, and Park Pde, besides more on-street spaces in neighbouring streets. The most popular spaces are those on St Marys Avenue, the parking fronting the park offers two hour parking for 14 car parks, motor bike and scooter parking and 1 universal accessible space. These spaces are very popular particularly on Saturday sports days.

Because of limited parking a future action is to provide drop-off and pick-up zones on Birrell St and Bondi Rd. These will be primarily for weekend use, and will reduce the demand on parking.



Image: Cars & parking

### Bike routes

Waverley Park is located on the highest point in the eastern suburbs of Sydney. This means that no matter from which direction a cyclist might be coming from it is a challenging uphill journey. Anecdotal evidence indicates that the topography of a journey can be a limiting and dissuading factor in visitors choosing an active transport option.

Main cycling routes to the park include:

- From the south along Carrington Rd & Council Road
- From the east along Bondi Rd
- From the east or west along Birrell St
- From the north along Flood St
- From the south along Henrietta St

All these routes, except Flood St, and Henrietta St are uphill, and along main roads. There are no on-road cycling lanes on Carrington, Council, or Birrell roads, with a limited on-road lane on Bondi Rd. There is a designated on-road cycling lane on Henrietta St, which is also the least ascending route and hence the most desirable.

During the community engagement phase for this plan of management there were no responses from the community regarding cycling to the park. Visitation readers placed on entries to the park, along with on-site visual surveys indicate that there is a low percentage of trips to the park being undertaken by bike, compared to other parks of similar size and diversity. Periodic checks of bike racks within the park indicate that there is not a high demand for these facilities, and no demand from the community for more bike racks, indicating low active transport uptake.

There are bike racks in a number of locations around the park, including, near the upper and lower levels of MWRC and near Council Chambers, to encourage active transport to the park.

National trend analysis, undertaken by peak cycling organisations such as Bike NSW and Cycling Victoria indicate that parents are not choosing an active transport option for children attending junior sport. There are a number of reasons for this, including that for a percentage of family's junior sport is a whole of family activity, meaning that the family car is used. Another factor is multiple children undertaking different sports at different locations, and so a parent will do a "bus run" to drop off and pick up each child. Further, often, in highly urbanised settings, sports precincts are located in high traffic areas, or become high traffic areas during community sport, meaning parents perceive cycling into these high traffic areas as being a high-risk travel option. All these factors lead to parents choosing not to encourage active transport options for community sport.

Cyclists' main entrance points are via Birrell Street, Paul Street and Bondi Road. These entrances lead to a shared path that is popular with recreation riders or locals traversing through the park on bike. The shared path was upgraded to improve safety for all users.

## 4.2.2. Getting around the park

### Walking and cycling

The main pathway intersects the park from the Birrell Street entrance to the Bondi Road and Paul Street entrances. The path is adjacent to the playing fields and circumvents the playground and the MWRC. The northern embranchment of the path leading to Bondi Road passes through the memorial gardens. The western embranchment of the path leading to Paul Street goes through a small grove and Council Chambers' car park.

This regional path was upgraded and widened to accommodate shared pedestrian and cyclist use. Community members have commented on user conflict between cyclists and pedestrians along this path. This issue should be managed through clear signage to educate both user groups.

The park's other paved pathway leads from the St Marys Ave car park near the netball courts upstairs to the amenity building, bocce court and multipurpose courts, and west towards James Street. There is a second path access point at James St leading up to the multipurpose courts. The path wraps around the southern and western boundaries of the multipurpose courts and extends north along the eastern boundary of the Sydney Water reservoir up to Paul Street.

A path link is missing between the main shared pathway that intersects the park and the pathway near St Marys Ave. Providing a link between these two paths would improve connectivity within the park and would improve access through the park for users with prams, wheelchairs, or reduced mobility.

Walkers can access the hilltop via desire paths leading up from the paved path near Paul Street, the multipurpose courts and the main path running between the hill and the sports fields. Pedestrians can also walk up the slope via stairs located near the playground.

#### Universal access

Waverley Park is a major attraction for the Waverley community, and it must be accessible to all. Some parts of the park are not universally accessible due to the steep grades off the main paths, and the reservoir is only accessible by a steep staircase or paths at a non-compliant grade.

New paths should use gradients no greater than 1:20 where possible or 1:14 in short sections to allow universal access for all park users.

#### Vehicle access in the park

Vehicle access is possible for emergency vehicles, maintenance and cleaning equipment, and for deliveries to the kiosk. Vehicles can access the park via the shared path in the northeastern corner of the park entering from Bondi Rd. Entrances to the shared path are at Birrell Street, Paul Street and Bondi Road entrances.

Vehicle parking in Waverley Park is available just off the shared path near Waverley Oval. These parking spaces are exclusively to enable access for the purposes described above.

#### Signage and wayfinding

Signage helps people find their way and provides an opportunity for organisations to be easily identified.

Existing heritage signage in Waverley Park is unattractive and is regularly vandalised. There is also anecdotal evidence that people are not aware of facilities located in the park. Indeed, there are no locational maps, information, or directional signage to inform and attract users.

Some groups and clubs based in Waverley Park expressed interest in allowing commercial signage as this could attract sponsors. Commercial businesses operating within the park and MWRC also wish to advertise their businesses. However, under the Waverley LEP (2012), only building and business signs are allowed in RE1-zoned land such as Waverley Park. Commercial advertising is therefore prohibited. However,

if resident clubs wish to provide sponsorship signage opportunities for companies, they should write to Council seeking permission for temporary signage to be erected on game days.

Council has a signage strategy for parks which is being implemented in Waverley Park at the time of writing this plan. These signs will include maps, compliance and heritage information.



Image: Wayfinding



Image: Getting around the Park



### 4.2.3. Major issues

- Car parking remains a major issue
- Recommendations from traffic impact studies have not been actioned
- There is strong demand for a “kiss & drive” zone on Birrell St. Feedback during community consultation provided insights that there are dangerous practices taking place on Park Pde due to there not being a drop-off and pick-up zone around the park
- There are a number of areas within the park, namely the high points, where access is not possible for specific members of the community
- The signage within the park is not sympathetic to a standard design
- The Bondi Rd boundary of the park has two distinct treatments. To the east of the main entry it is open, with bitumen and open grass, specifically behind the bus shelter. To the west of the main entry there are hedges and formal gardens. These need to be reconciled.
- A number of sealed pathways within the park are of a poor standard. Of note is the path from Bondi Rd on the northeastern corner of the park
- There is a senior’s living facility being constructed at the bowling club site on Birrell St. This facility which will create greater demand for passive recreation and low mobility facilities within the park. There will be 55 apartments provided in the development.
- Need a Pickup and Drop Off (PUDO) area which can also be used to reduce demand for parking.
- Vehicle access from the intersection Bondi Road and Flood Street is difficult as there is currently no access over the kerb.
- There is no mobility car parking accessible to the Margaret Whitlam Centre or Playground.



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### 4.3. Playing and relaxing

Waverley Park is Council's premier active recreation facility. It is a highly used location that supports a variety of active and passive activities, including structured sport, and active recreation such as walking, jogging, cycling, picnicking, barbecuing, dog walking, general fitness, and a range of indoor and outdoor sports.

Active recreation and passive leisure activities dominate the use of Waverley Park, with the majority of visitation to the park being for these purposes, as outlined in the Open Space and Recreation Strategy. Currently the breakdown between structured sport spaces and recreation spaces within the park is 33% of the available space within the park is allocated to structured sport, with 58% being allocated to both active and passive recreation, with a further 9% allocated for the memorial gardens. A further benchmark exercise was conducted to analyse similar facilities around Australia. Council benchmarked against like facilities that contained structure sport facilities, areas for active and passive recreation and also contained memorial or botanical gardens. The current allocation of these activities within Waverley Park is confirmed by the benchmarking exercise with benchmarked parks having similar allocations.

Refer to Figure 4.3 for the location of recreation facilities and park uses. Feedback from the Open Space and Recreation Strategy engagement, conducted in Nov 2020 indicates that the community appreciates the park and is generally happy with the standard of the facilities. A number of local residents commented on the standard of car parking around the park, especially on game days.

A typical comment from feedback indicates that there is strong support from the community to protect the passive open space areas within the park, whilst also providing for activity specific opportunities:

*"Maintaining relaxation and open space that is not purpose allocated is a key ingredient in healthy living. It seems that the above are all aimed mainly at increasing specific use, and therefore decreasing the personal and community restorative opportunity of our recreational spaces."*



Image: Margaret Whitlam Recreation Centre

#### 4.3.1. Recreation facilities

Important facilities in Waverley Park that support recreation include:

- MWRC, which includes one indoor multipurpose court, club and community rooms, and public amenities. This centre also includes a grand stand for viewing games on Waverley Oval.
- amenity block with toilets and storage spaces for clubs and groups.
- three outdoor multipurpose courts that accommodate basketball, netball and tennis
- three outdoor netball courts
- one bocce court
- one natural turf oval with cricket wicket and scoreboard
- four cricket practice wickets
- one full-sized synthetic turf field
- one half-sized natural turf training field
- one off-leash dog area
- two sets of barbecues with two hotplates each
- 3 picnic settings (two at the BBQ and one near the bocce court)
- one playground
- one outdoor fitness station.

#### 4.3.2. Recreation activities

Due to its size and diverse areas, Waverley Park provides for a range of uses. These uses generally vary based on landscape character areas. For example, the active recreation (sport) landscape character area is mainly popular for organised sport and training, casual sport, and exercising. The "natural" landscape character area is mainly popular for passive recreation activities. These various areas are further described below.

- The major issue facing the effective management of Waverley Park is the need to manage increasing demand for access to the park, especially the sports facilities. The Waverley area is deficient in quality, contemporary and fit for purpose open space, including sports facilities, compared to other Sydney LGA's. Guidelines developed by NSW indicate that Waverley is below the standard provision of 15% of green space of the total area of an LGA.
- Council, in its newly endorsed Open Space and Recreation Strategy 2021 – 2031 has identified a number of strategies to increase access to sports facilities and passive open space, including the purchase of more land when it becomes available, as well as increasing the carrying capacity of existing sports spaces. Increasing Carrying Capacity is achieved through strategies such as installing more competition sports lighting and increasing the quality and sustainability of our natural turf fields through more effective management.
- The Waverley Park Management Plan has outlined Council's approach to the issue of supply and demand by embracing the Carrying Capacity and Thresholds of Change model. This model will allow Council to identify the Carrying Capacity of individual sports facilities and adjust usage accordingly. Council is committed to

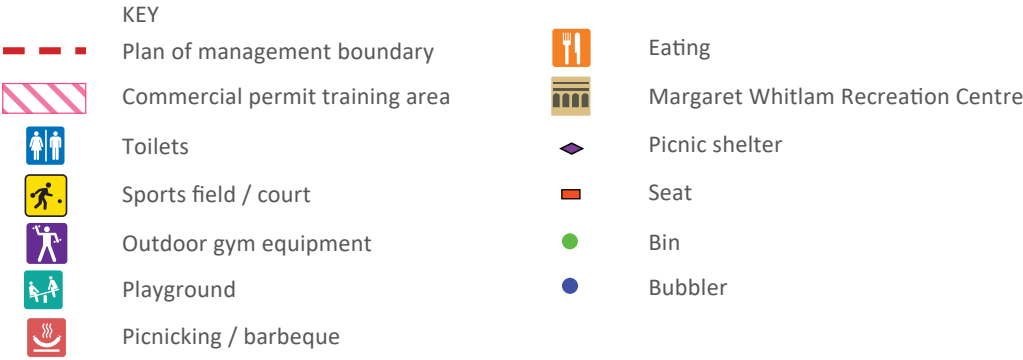


Figure 4.3 Playing and relaxing- existing conditions



ensuring our open spaces are sustainable and using the Thresholds of Change model we will be able to more efficiently manage our open spaces.

- As demand for space increases so too do the demand by sports clubs for more and enhanced facilities. As a sport club grows in membership the club will seek to provide new contemporary facilities that meet their club member's needs. Oftentimes these needs align with Council's outcomes for our facilities and so Council will support these steps. However, there will be projects that clubs wish to undertake that do not align with the overall outcomes and desires of the community. Therefore, it is important that clubs engage with Council in their planning phase of any new enhancements to their leased facilities. Council also has a responsibility to manage our open spaces for all our community. There will be situations where the needs for a new facility may not be as important as the need to protect quality open space for the whole community. When this does happen Council will work with the sports clubs to ensure that all steps are taken to meet all stakeholders needs.

#### Active recreation landscape character area

Waverley Park is an important active recreation venue for the LGA and for the Eastern Suburbs more broadly. The Park accommodates a wide range of structured sports including cricket, rugby, soccer, AFL, tennis, basketball, tennis, netball, futsal and volleyball. Unstructured sport, where participants use sport facilities in a non-structured way, outside of sports clubs is also a major activity within the park. In addition, active recreation activities are also undertaken.

#### Indoor activities – MWRC

The indoor multipurpose court is line-marked for basketball, futsal, volleyball and netball, and spectator seating is allowed around the court. The main purpose of the sports court is to provide recreation opportunities for the local community, as opposed to a competition court for structured games within a larger competition.

The club rooms are mainly used by sporting clubs in the evenings and weekends and in accordance with clubs' agreed licences. The northern club room, which sits up to 120 people, is available to book in summer for civic and recreational functions. This includes low impact classes, meetings, conferences and training. The adjacent kitchen is also available for hire. The community room is also hired for yoga and pilates plus other community events.

#### Courts

Users engaging in both organised and casual sport use Waverley Park. For example, when the multipurpose courts are not booked, anyone can use the courts to play a casual game of tennis, basketball, or netball. Likewise, if the sports fields are not formally being used for an organised match or training, community members enjoy using the fields to casually kick around a ball or for fitness.

#### Hardcourts (netball and multi-purpose courts)

Waverley Park has 6 hardcourts, 3 x netball and 3 x multi-purpose courts. These courts have a high level of usage, both

from sports clubs, organised bookings and general community use. Community feedback indicated that the community is very happy with the courts and reported that they enjoy the experiences offered.

The current state of the lower netball courts is acceptable, however, there are signs that the courts will need to be rebuilt in the medium term (5 years). This would include: a full rebuild of the lower netball courts, including 100mm base, retaining wall, root barrier, acrylic surface and the installation of multi-purpose hoops.

#### Court Setup

The community feedback indicated that there are issues with the setting up of the multi-purpose courts, in that community members could not do their activity of choice due to the courts being set up for another activity when they arrive. Regular bookings of the courts dictate the set-up of the courts. For example, Council officers will set up the courts for tennis on a Monday afternoon, for the tennis booking on Monday evening. The courts remain set up for tennis on Tuesday, until they are changed for a basketball booking on Wednesday morning. These set-ups remain in place after the bookings. A schedule is provided on the amenity building for community members to check.

When the courts are set up for tennis the basketball hoops are retracted off court. As the courts remain set-up after the booking this means that casual basketball cannot be played. A possible solution to this issue is a policy change, to leave basketball hoops over the courts during tennis bookings. This would result in a minor annoyance to tennis players but would also result in an extensive increase to basketball 3 on 3 activity. This has been addressed in the action plan.

Another short-term solution, to provide more opportunities on the hardcourts is to change the current netball hoops to multi-purpose hoops on the lower netball courts. This would mean that casual 1 on 1 basketball could be undertaken in the majority of time that formal netball is not being conducted. An action in the Action Plan is to undertake an investigation to understand the dynamics and effects on netball and proceed if acceptable.

The area to the north of the multi-purpose courts has been identified for a future multi-purpose half court facility. This would provide a tennis hit-up wall, and would have a number of basketball and netball hoops placed on the wall. It is expected that this facility would remove most of the programming issues with the multi-purpose courts and provide a significant increase in activity opportunities for the community.

One of the challenges within the Landscape Character Area is the encumbered nature of the land. Sydney Water infrastructure restrictions mean that hard infrastructure can not be installed. However, it is proposed that the hill-top area would be a good location for a Disc Golf course. Disc Golf is a fast-growing sport and aligns well with current national trends in passive and active recreation. A course with a number of "holes" around the hill-top area would activate the hill-top,

be able to be provided within Sydney Water restriction, and would also align with the low-profile character of this area of the park.

Table XX shows which sports and activities formally occur on each field and court, and how often these facilities are used. Casual usage can occur between formal bookings and are not recorded.

Facility	Activities	Usage (weekly average)
Waverley Oval	Cricket, rugby union, rugby league, AFL	Winter: 102% (23.5h) Summer: 89% (20.5h)
Synthetic (Field 2)	Rugby union, rugby league soccer, gaelic football, AFL	Winter: 83% (58h) Summer: 61% (42.5h)
Training field (Field 3)	Training: rugby league, rugby union, soccer, school activities	Winter: 109% (17.5h) Summer: 5% (0.75h)
Outdoor multipurpose courts (x3)	Basketball, netball, tennis	Winter: 33% (28.4h) Summer: 15% (12.5h)
Netball courts (x3)	Netball	Winter: 33% (28.2h) Summer: 12% (10.1h)
Oval cricket nets (x4)	Cricket batting training – summer usage by Eastern Suburbs Cricket Club	N/A – based on cricket club training
Public cricket nets (x2)	Cricket batting training – school and general public	N/A – No bookings required
Bocce court	General public	N/A

Table: Activities and usage

As outlined in the Threshold of Change model, allowing both casual and organised recreation to occur within the park is one of the key issues in the sustainable management of Waverley Park. The balancing of these two activities types requires careful planning and education to consider the needs of both groups. While casual visitors can cause additional wear to the playing surfaces, they do represent the park's largest user group. Council must carefully balance the provision of amenities for this group and for organised recreation users, whilst considering the long-term condition of the facility and its long-term maintenance program.

There are both local and national industry trends that are creating challenges for the management and allocation of sports fields for specific activities. These challenges are referenced in the OSRS. The issues impact the park and its use. These trends include the growth of women's sport, with the resultant increase in demand on existing sports facilities, the increasing extension of sport seasons to accommodate a higher level of competition and a significant loss of volunteers to the industry. In addition, the level of the current

sports lighting levels in the Park are such that high level night sport is not able to be played on either Field #1 or #2. All these issues flow on to how Council manages the facilities within the Park.

#### Fitness station

An aging fitness station is located on the eastern boundary of the park between the oval (field #1) and the synthetic field (field #2). Trend data indicates that the undertaking of unstructured fitness is now the third most popular physical activity for Australians. The fitness zone is currently not well used. It is poorly located, is not accessible to all, and does not benefit from passing activity, such as runners and walkers. Trend data indicates that there is significant growth in older people using fitness zones and trails and this is viewed as an important consideration by Council. Upgrading the equipment and moving it to a new location would involve more activation by tweens and seniors.

A new fitness station is to be constructed in 2022. The fitness offering will be in two components, one will be an



Image: Multipurpose courts

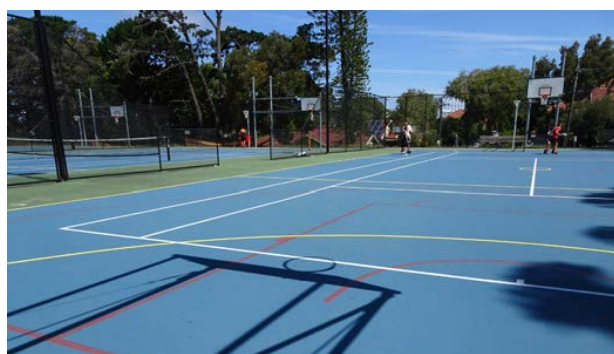


Image: Courts



Image: Multipurpose hoops



intergeneration fitness zone located with the upgraded playspace, also due for construction in 2022. The main fitness station will be located separately in the northeast of the park. Community feedback has indicated that the community supports this approach. Trends in fitness, where intergenerational fitness is located with new playspaces have been considered in this approach, as well as local community feedback.

#### Visitation to the Park landscape character area

Residents and visitors who come to Waverley Park for passive recreation make up the park's largest user group. This is reflective of the fact that 67% of the park is set aside for active and passive recreation. These users enjoy activities such as walking, cycling, jogging, yoga, picnicking, playing, dog walking, relaxing and watching sport.

#### Dog walking and off-leash dog areas

The Park is a popular location for dog owners to walk their pets. Dogs are allowed on-leash in most areas of the park except for the memorial garden as well as the playground, BBQ area, courts and sports fields. This aligns with the NSW Companion Animals Act (1998) which prohibits dogs from a range of areas – whether on or off-leash – for public health and safety reasons, including playgrounds, BBQ areas, and areas used for organised games. In Waverley Park, dogs are also prohibited from accessing the memorial gardens.

The NSW Companion Animals Act (1998) also states that dogs must be always kept on a leash in public areas, unless otherwise designated. Waverley Council has designated the hilltop area around the water reservoir as permissible for off-leash dogs.

Dog bag dispensers are provided in the park. They are located on the bin near the off-leash area. Providing dog drinking facilities with bubblers, installing signage indicating where dogs are allowed, and installing equipment to restrain dogs from the playground should also be investigated.

#### Fitness trainers

Local gyms and personal fitness trainers bring members and clients to the park for training outdoor activities, such as boot camps and boxing for example.

Fitness instructors are currently permitted to use a number of select areas within the park. Use of public open space for commercial fitness activities is governed by Council's *Commercial Fitness Groups and Personal Trainers Policy and Guidelines (2016)*. Maps are provided indicating the areas set aside for use by commercial fitness providers.

#### Community gardens

In May 2011, a keen group of neighbours launched the first community garden in Waverley with the support of Waverley Council and advice from Costa of Gardening Australia.

The community garden group has its own website and Facebook page and continues to run a successful and productive garden. The group meets every Sunday morning between 8am and 9am.

#### Children's play

The Waverley Park playground is well used by the community. It is fenced and caters for children aged 4 to 10 years.

The rocket is an important feature of the play area however, it has been cordoned off as it does not comply with current standards for safety of play equipment. The upgraded playspace will seek to incorporate the rocket into the new design. There is a gap in the provision of play equipment for toddlers (children aged 1 to 4 years). This will be addressed by the redevelopment of the playground.

#### Events

Annual event currently held in Waverley Park are:

- Australia Day citizenship ceremony
- ANZAC, Armistice and Russian Victory Day ceremonies
- Waverley Rugby Ladies Day
- UTS Bats Family Day
- Easts Cricket Ladies Day

Sports clubs also occasionally organise fundraising days with Council's approval.

Other events can also be held at Waverley Park provided they comply with Council's terms of use. Approval to use Waverley Park for one-off temporary events is based on the impact and time of the proposed activity as detailed under Council's Events Policy.

#### Indoor Cricket Training Facility

Easts Cricket Club (ECC) approached Council in 2017 with a request to build an indoor cricket training facility on the open area on top of the indoor court on the MWRC. Both parties investigated the potential project, and developed draft plans for the facility. Council signed an MOU with the Club to progress the project, with the condition that the project be "tested" with the community during the development of the Waverley Park Plan of Management (WPMP). During consultation for the WPMP a separate consultation process, to ascertain the community support for the project was undertaken. Feedback results can be found in detail in the Community Consultation Strategy. In effect the community was split on its support for the project, with half of the community supporting the project, almost half not supporting, and about 8% saying they supported but in a different location.

In both November 2021 and Mar 2022 Council was briefed on the feedback received and has decided to not progress with the project. Council will provide support to the Easts Cricket Club in investigating alternative sites.

## Major Issues

- Overuse issues created by high demand by sports clubs as well as general community accessing the sports fields
- Dogs off-leash in on-leash areas or prohibited areas
- Un-serviceability of hill slide
- Construction fencing around the water reservoir tower
- Soil profile of the natural turf fields is poor and results in drainage issues on these fields
- Playspace needs a major upgrade to bring it up to a standard that aligns with the overall hierarchy of Waverley Park
- More on-street parking needs to be created to cater for game days and heavy training periods
- East Cricket Club have an MOU with Council to build an indoor training facility. Community consultation indicated that half of the community do not support the project in its entirety with a smaller percentage supporting it but in another location.
- Perception within the community that non Waverley sports clubs have too much access to sports fields at Waverley Park
- Not enough ranger presence to enforce legislation requirements on park visitors
- There is a significant lack of storage space for sports clubs and their equipment, primarily with clubs using Field #1 and the synthetic.
- High numbers of commercial fitness providers using unauthorised areas within the park. A trend appears to have developed where a commercial fitness provider will set up in a specific location and then run one-on-one sessions throughout the day.
- Need to review current fitness zones
- Joggers on inside of oval
- Multi-purpose court set-ups is not efficient. There is a need for a new system of setting up the courts i.e. basketball hoops, netball rings, tennis nets
- The Bocce court is not serviceable i.e., a slope in the surface has developed.
- Anecdotal reports indicate that the Bocce court is not being used. Need to test with the community whether this facility should remain or be removed
- Need for more club storage in the vicinity of Fields #1 & #2
- There is a loop which Waverley College does using the shared path and around the ovals
- The fitness trainers policy is currently being revised
- Lighting to the synthetic field is not fit for match purposes
- Organisations and individuals that are using the netball courts and the multi-purpose courts do not have access to a full canteen facility.



Image: Communal Garden

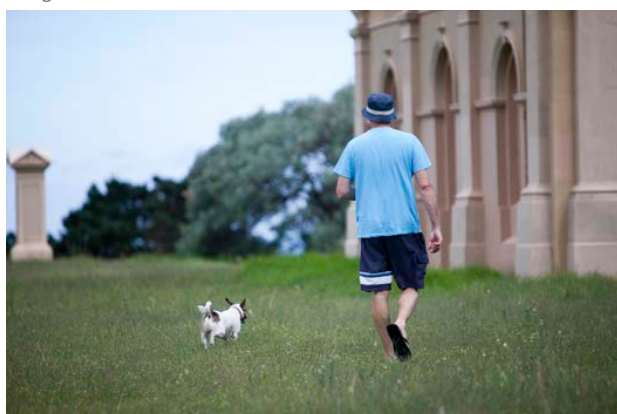


Image: Dog off-leash



Image: Outdoor gym



Image: Running around Waverley Oval



## 4.4. Enhancing the environment

This section analyses the key natural conditions and assets of the site including microclimate, geology and soils, topography, hydrology, flora and fauna, and sustainability. Climate change is also considered as the major future challenge for managing the park. It is noted for context that the natural environment and setting (including views, open space, peace, greenery/nature/wildlife) are the highest ranked community values identified through consultation received during the development of the Waverley Open Space & Recreation Strategy in 2020 and the plan of management engagement undertaken in 2021. Refer to Figure 4.4 for reference.

### 4.4.1. Climate Change & Park Microclimate

*“Preserving biodiversity ‘as is’ may have been feasible in a stationary climate (one that is variable but not changing), but this will not be possible with the widespread, pervasive, and large ecological changes anticipated under significant levels of climate change. This makes the impacts of climate change quite unlike other threats to biodiversity.” —Dunlop et al. (2013)*

All open spaces are facing challenges from a changing climate. All levels of Government recognise the serious threats posed by climate change. Evidence of slow-onset changes has been mounting for several decades, and extreme weather events are intensifying. The most concerning of these are heatwaves and subsequent bushfires, heavy precipitation, strong winds and more frequent severe weather. Expected increases in average temperature, with more very hot days, reduced average rainfall and fewer rainfall days (with heavier rainfall), may lead to very large changes in the intensity of extreme events. Extreme weather events over the past decade have already led to changes in the management of parks. Management interventions that were once periodic have become part of ongoing operations. The carrying capacity of Waverley’s open spaces are directly affected by the impacts of climate change, and the ability to sustainably maintain natural ecosystems within our open spaces will be challenged.

These future challenges from climate change will increase financial and economic costs and impacts on organisational effectiveness.

Council’s park managers will face a high degree of complexity and considerable uncertainty in the future management of Waverley open spaces, particularly in the face of climate change. Council will use climate science along with the adaptive management model detailed in this plan to inform adaptive management strategies and programs, to ensure flexible and effective responses to emerging impacts from changes to climate.

#### Park Microclimate

Sydney’s climate has been generally temperate, with four reasonably discernible seasons. First Nations knowledge tells us there are in fact six seasons in Sydney<sup>7</sup>. It is mainly sunny

throughout the year with cool, mild winters and hot, humid summers. Sydney’s mean annual rainfall is 1,212mm. Average temperatures range from between 14.13-20.3 degrees celsius in winter, to 23-29 degrees Celsius in summer. Waverley Park is relatively protected from coastal weather systems that affect the coastal areas of the area. However, being close to the coast the coastal environment can present conditions including lite sea spray, strong winds, and heavy wind-driven rainfall. The high points of the park can be subjected to high winds and driving rain.

Because of the topography of the park, with its high points and sloping terrain towards the east, overland flows of water, received during increasingly extreme rain events will be a future maintenance challenge. Damage caused by overland flows, and the management of retrained water on sport surfaces will need to be mitigated or adapted for in strategies and infrastructure improvements.

### 4.4.2. Topography

The landform of Waverley Park has undergone major modification since European settlement. This is as a result of various activities that have taken place, from water storage and management, to numerous recreation uses and general land clearing. Of all the uses of the land it is the water services and infrastructure that has had the most impact, including the shaping of the Park topography. The high point in the Park is dominated by Sydney Water infrastructure and provides the most prominent feature in the Park, the water tower. There is also storage infrastructure underground, with a selection of above ground infrastructure being visible in places. Filling works were carried out within the Park in the 1800 & early 1900’s to cover and fortify the water infrastructure. The sports fields and passive recreation areas in the east of the park demonstrate the topography in its original state, with not a lot of filling works having taken place. There are a number of small retaining walls within the park. Other than hard standing surfaces such as the synthetic football field and netball courts that park has natural and introduced grasses. Under the surface, the park topography aligns with most other areas within Waverley being a mixed of soft soils and sandstone in places.

### 4.4.3. Geology and soils

Under-soil rock structures under the Park comprise Hawkesbury Sandstone bedrock of Triassic age (between 251 million and 199 million years old). Uplifting and deformation of the Sydney Basin has led to the pattern of joining and faulting in covered and exposed rock faces, along with the different erosion rates of the igneous dykes that cut through the rock strata. The wave cut platforms observed in some of the high points within the Park are likely to have developed during inter-glacial sea level highs.

### 4.4.4. Hydrology and services

Several companies have infrastructure services within the park, including Ausgrid and Sydney Water. Essential services have the right to undertake upgrades to their infrastructure

<sup>7</sup> <http://www.bom.gov.au/iwk/calendars/dharawal.shtml>



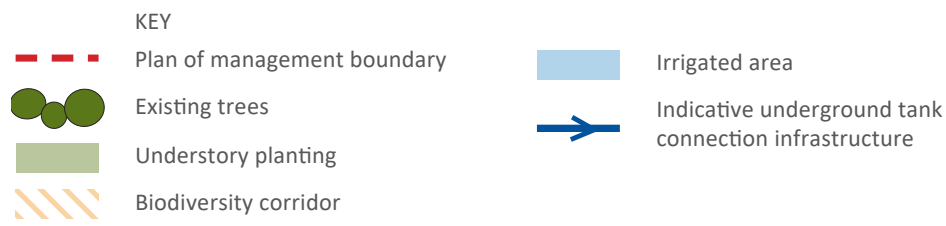


Figure 4.4 Enhancing the Environment- existing conditions



when required.

There is a radio frequency wireless mast on top of the elevated reservoir that carries two-way radio equipment for various authorities and is a leased area for other carriers.

Sydney Water occupies a Special Uses zoning for maintaining water supply infrastructure. Numbers 1 and 3 reservoirs are underground infrastructure and the land on top of the structures has a thin cover of soil and turf.

The structures' load-bearing capacity limits future development of the site. Any future works is subject to Sydney Water's approval. Sydney Water also requires constant access to the pump house, located off the main path opposite the current playspace and requires parking for a vehicle.

Rainwater and subsurface water are captured at MWRC for toilet flushing, cleaning uses and park irrigation. This significantly reduces the use of non-potable water at Waverley Park. Water efficient appliances are used throughout the building which will further reduce potable water usage. The amount of water harvested and used should be monitored to ensure an adequate supply is available. Further opportunities to harvest or reuse water should also be explored throughout the park.

In terms of services available to park users, easy access to fresh water is particularly important given the extent of active recreation activities undertaken at Waverley Park. There are four bubblers in the park: one near the tram shelter on Bondi Road, one near the playground, one on the Birrell Street boundary of Field 3, and one near the netball courts and bocce courts. Incorporating dog drinking facilities should also be considered.

#### 4.4.5. Sustainability

Sustainable living is one of the quadruple bottom lines in Waverley' Community Strategic Plan (2018). As listed in the Community Strategic Plan, our goals to achieve an ecologically sustainable local government area are to:

- Reduce greenhouse gas emissions and prepare for the impacts of climate change
- Conserve water and improve water quality
- Protect and increase our local bushland, parks, trees and habitat
- Reduce the amount of waste generated
- Facilitate best practise in waste management to increase recycling and recovery
- Keep our streets, beaches and parks clean and free of litter, rubbish and pollution.

Waverley Park and MWRC have several features that contribute towards achieving the vision of a sustainable community including energy efficiency, water recycling and waste recycling.

##### Water harvesting at Waverley Park

Climate change requires that we think, act and adapt in a sustainable way. One impact of climate change is a shift in rainfall patterns and subsequent water shortages. Maintaining

Waverley Park sports fields to a first-class standard requires a large amount of water. This is why Waverley Council has installed a bore in Waverley Park to capture groundwater from an aquifer located deep under the park.

##### Groundwater ecosystems

Aquifers store large quantities of rainwater which are absorbed through the porous surfaces of the earth. This groundwater makes up around 23% of the earth's fresh water, making it a valuable water supply. Use of groundwater needs to be carefully managed as aquifers not only store water, they supply it to sensitive ecosystems such as wetlands, swamps, estuarine habitats and coastal vegetation. Waverley Council is using this sustainable water-harvesting technique to supply water to irrigate the fields, reduce our reliance on Sydney's drinking water supply and to meet the needs of future generations. We have carried out detailed studies to make sure that the water we take from this aquifer is of good quality and can be extracted without harming the aquifer or the ecosystems connected to it.

The system pumps water from the aquifer, it is then filtered and stored in a 50,000-litre underground tank, which is connected to a fully automated irrigation system.

The system includes: Computer controlled water extraction from the aquifer to ensure that water harvesting occurs at a sustainable rate. Automatic back-up system with town water. Remote alarm monitoring of system operation. It is estimated that this initiative saves 2.7 million litres of drinking water per year.



Image: Palm tree



Image: Drinking trough



Image: Memorial

#### 4.4.6. Fauna and flora

##### Pre-European ecology

Flora and fauna are important values for the parks. The following outlines the key aspects for each of the park areas.

Waverley Park is categorised as an exposed ridge top due to the exposure of the site to southerly and westerly winds. The underlying geology of Hawkesbury Sandstone once supported low coastal heath and small-leaved sclerophyllous plants. The plant communities consisted of *Westringia fruticosa*, *Baekea imbricata* and *Lomandra longifolia*. Taller heath and scrub stands would have been dominated by *Allocasuarina distyla*, *Banksia ericifolia*, *Leptospermum laevigatum* and *Melaleuca nodosa* with smaller shrubs including *Hakea dactyloides*.

Tree species in the woodlands would have included *Eucalyptus haemastoma*, *Eucalyptus gummifera*, *Eucalyptus oblonga*, *Eucalyptus sparsifolia* and *Angophora costata* with a shrubby under-storey including *Banksia serrata*.

The original plant communities provide a snapshot of the ecology prior to European settlement and a useful indigenous planting schedule for future planting projects in the park and for adaption required as a result of climate change.

Waverley LGA is highly urbanised and has limited areas of remnant vegetation.

##### Mature trees

Based on consultation, the community highly values the mature trees in Waverley Park. They are a key component of the park character. Recent research by Prof's Astell-Burt and Feng (2020) at the University of Wollongong has found that there is a direct collocation between the amount of green space that a person is exposed to and their physical and mental health. Council seeks to provide and maintain the highest proportion of green space, including trees, that it can.

The mature trees represent three key planting eras: the late Victorian to early Federation era, the interwar period, and the 1970s to today.

The late Victorian to early Federation of 1890-1920 era is represented by Norfolk Island pines and Port Jackson figs. The Canary Island date palms in the Memorial Gardens date from 1916. A large fig (*Ficus rubiginosa*) located on the Birrell Street Park boundary has been listed on Council's Significant Tree Register. It is thought the tree may have been planted by landscape gardener Adolf Schneider who undertook improvements in the park in the 1880s. Identifying remnants of the original planting period should be undertaken. Based on findings, gaps in the avenues and border plantings could be replaced with similar species.

The interwar period from 1930-1950 includes Kaffir plum, Blackbean, Hills figs and possibly the avenue of pines.

The final period of tree planting dates from 1970 to today. During this period, Eucalypts and Casuarinas were mass planted haphazardly.

The following trees are listed within the Waverley Heritage

Study (Perumal Murphy, 1990) as locally significant for Waverley Park: the Norfolk Island Pines, Canary Island Palms, Port Jackson and Moreton Bay Figs, Holly Oak, Black Bean, Radiata Pines, Golden Poplar, Hills Fig, Coast Banksia, Eucalypts and Casuarina species. These trees should be mapped to protect and enhance the character zones of the Park.

As trees age they can become susceptible to disease. One of the Canary Island date palms along the Memorial Garden boundary was lost due to Fusarium wilt. There should be a plan to replace palms with suitable species.

The Radiata pine stand on the east slope is planned for gradual replacement with native trees and plants. The pine's radiant chemical's prevents growth of any understorey vegetation. However, the trees provide habitat and food for Yellow-tailed Black Cockatoos and species replacement must take this into account.

As the trees reach maturity, they may pose a safety hazard to park users. An inventory and survey of mature trees along with a tree management plan incorporating heritage trees and planning for aged trees should be developed.

##### Native species

Given the different planting eras, Waverley Park includes a mix of native and exotic plantings.

The Tree Management Policy (20019) identifies native plants as preferable largely for environmental reasons including habitat development, water retention, drought tolerance, less maintenance and better soil stabilisation. Native plants also contribute to developing a local landscape character.

Future planting of trees and plants in Waverley Park should reflect the principles of the Tree Management Plan, LEP and the Environmental Action Plan.

##### Weed management

Noxious weeds are managed in accordance with the Biosecurity Act 2015. Waverley Park is a highly maintained landscape and there are no reported cases of noxious weeds within the park. There have been some problems with turf weeds including Bindii.

Waverley Council has drafted a Weed Management Policy (2012) that outlines the process for weed management within the LGA and should form part of a long term weed management strategy for Waverley Park.

##### Biodiversity

A diversity and abundance of plants, animals and microorganisms in the environment contributes to the ecological health of urban areas.

The Australian Museum Business Services (AMBS) was engaged in 2010 to undertake a Biodiversity Study. The Sydney Bush Regeneration Company have undertaken three Flora Surveys - in 2010, 2015 and 2020. This information provided a snapshot of the plants and animals present in our environment at this time.



The Biodiversity Study found the following bird species in the park: the Australian Magpie, Laughing Kookaburra, Noisy Miner, Rainbow Lorikeet, Welcome Swallow, Magpie-lark, Pied Currawong, Australian Raven, Rock Dove, Common Myna, Common Starling and Australian White Ibis. One Common Brushtail Possum was also found in the survey. No threatened species or remnant vegetation were identified in the park.

All native birds, reptiles, amphibians and mammals are protected in New South Wales by the National Parks and Wildlife Act (1974). The existing trees and grouped shrub plantings in the park provide an important habitat for birds and animals. It is therefore important to protect and enhance the habitat value of the park for wildlife.

The NSW Government's Biodiversity Conservation Act 2016 establishes an action orientated, whole of government approach to the protection and management of the biodiversity within NSW.

The Strategy administered by the Department of Planning, Industry and Environment, aims to:

- identify and tackle threats to biodiversity
- improve our knowledge of the States Biodiversity
- involve landowners and communities in biodiversity conservation
- manage natural resources better, for ecological sustainable development
- protect native species and ecosystems

Future replacement of trees and plants in Waverley Park should reflect the principles of the EAP and Council's PDTM and Street Tree Master Plan, as well as the Biodiversity Survey and Wildlife Habitat Corridor Study, National Parks and Wildlife Act and NSW Government's Biodiversity Strategy. A habitat and corridor planting plan that incorporates the indigenous plants including tall trees of the area may contribute to achieving all of these goals.

There is some evidence that there may be a conflict between the enhancement of habitat areas and the use of these areas for recreation, especially dog walking. These areas should be clearly separate and carefully managed to maintain the integrity of both land uses. Interpretative signage may help park users understand the importance of the biodiversity and habitat areas for the broader biodiversity network of Waverley.

### **Black Cockatoos**

Yellow-tailed Black Cockatoos (*Zanda funerea*) are attracted to Waverley Park to feed on the pine nuts of Monterey Pine trees (*Pinus radiata*). Although an exotic tree species, the nuts of these pines are preferred by Yellow-tailed Black Cockatoos over many native species - perhaps because their seed size is larger and tastier than seeds from most local native tree species. Due to the presence of Monterey Pines, Waverley Park is one of the very few locations in the Waverley LGA that is visited by these majestic parrots. Typically, they visit in autumn and winter.

Research featured in BirdLife Australias [State of Australia's](#)

[Birds 2015](#) indicated a significant decline for the Yellow-tailed Black Cockatoo in Australia's East Coast, and the preservation of their habitat in Waverley Park is critical for the preservation of their populations in Sydney's east.

The Radiata Pines, planted in C1970 are nearing the end of their lives and will need to be replaced by other food sources attractive to the Yellow-tailed Black Cockatoo such as native banksias, hakeas and casuarinas. Yellow-tailed Black Cockatoos also feed on the insect larvae that bore into the branches of wattles. Like many other parrot species, Yellow-tailed Black Cockatoos require tree hollows to nest in – typically eucalypts over 200 years old.

### **Wildlife corridors (Biodiversity Corridor)**

The 2011 Biodiversity Study also included a Fauna Survey and a Wildlife Habitat and Corridor Assessment. This assessment identified Waverley as an area of 'good fauna habitat'. The assessment also identified Waverley Park as an important link and significant stepping stone in a major east-west corridor, connecting Tamarama Park to Centennial Parklands.

The area of good habitat within Waverley Park and adjoining habitat corridor have been recognised in the biodiversity section of the Waverley DCP 2012. The biodiversity section outlines the controls and planting species recommended for properties within or adjoining habitat corridors. This corridor needs to be retained and enhanced to facilitate dispersal of flora and fauna species throughout the LGA.

#### 4.4.7. Major issues

- Climate change is the major threat to the park and its ecosystems and assets. Increasing visitation to the park is directly impacting the park, in concert with the challenges brought on by the change in weather.
- Increased impacts from climate change will include high rainfall events. With the high lying rock table within the park overland flows from these extreme rain events will cause increased impacts on the surfaces, both natural and synthetic within the park
- Changes to climate will have impacts on the current vegetation within the park. A future planting list should be developed to identify robust climate resistant species
- The parks signature trees are showing signs of the changes in the environment.
- The eastern side of the park, along Park Parade, is relatively sparse in vegetation. This area will be increasingly impacted by high temperatures. Continue tree plantings up Park Pde towards Bondi Rd should be undertaken
- Increasing challenges in managing open spaces, including Waverley Park are placing increased pressures on Council's limited resources. Future increases in resource allocations should be expected and actively anticipated.
- Need to balance the needs of the community and the activities that they wish to participate in and the sustainability of the park's ecosystems.
- A major provision issue for the park is the water infrastructure within the park and the need of Sydney Water to maintain that infrastructure and the limitations that that requirement places on the planning and provision within the Park.
- Waverley Park is a major component of a wildlife corridor or parks that stretches from Bronte Gully, through the eastern suburbs into Centennial Park. The maintenance of the flora within the park is vital to the future protection of fauna that lives in or travels through the park.
- The carrying capacity of the Park is limited. This management plan uses the Thresholds of Change model to help manage the ecosystem. Managing over-use of each of the spaces with the park is critical to maintaining the ecosystem that makes up the park. There is growing demand for the activity spaces within the park, from structured sport, to unstructured sport, recreation and fitness. This increasing demand and its effect on the park is a major issue.



Image: Fig tree

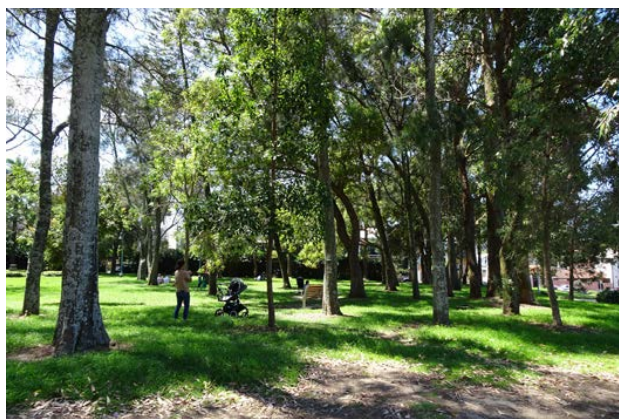


Image: Mature trees



Image: Kookaburra



## 4.5. Community, culture and heritage

People like the sense of community, local atmosphere, and ambiance of Waverley park. In the community consultation undertaken in the development of this management plan during the second half of 2021 many people commented that Waverley Park held significant community value for them. The community further stated that the heritage of the park, including its environmental and cultural heritage qualities, were highly important to them. The war memorials drew special comments and the community indicated that preserving the value of the memorial gardens was critical to the maintaining of the heritage qualities of the park.

People also valued the historic value of the water infrastructure in the park, especially on the high point. They indicated that this infrastructure should be enhanced and made available to the community to appreciate its value.



Image: Waverley Reservoir (Elevated)

### 4.5.1. Statements of heritage significance

As part of the plan of management a Heritage Review Study was undertaken, the following Statement of Significance encapsulates the important heritage conservation values of the park:

*“Waverley Park is a recreational and community landscape of natural and cultural value, which include items of state and local heritage significance”.*

### 4.5.2. Aboriginal heritage

The following information has been taken from the Aboriginal Cultural Heritage Study (Dominic Steele Consulting Archaeology, 2003).

Aboriginal people have inhabited the greater Sydney region for over 20,000 years. A number of communities were associated with the land between Sydney Harbour and Botany Bay and it appears likely that the Cadi-gal Clan inhabited the land of present-day Waverley LGA.

The Cadi-gal had access to abundant resources from the sea and coastal land including fish and shellfish, plant and animal foods, stone, wood and fibres as well as freshwater springs located near present day Flood Street. Walking tracks possibly crossed what is today's Waverley Park due to the commanding views from the site.

Much of the Waverley LGA landscape has been highly urbanised over time. There are middens, shelters, art and rock engravings in sites throughout the LGA but there are no recorded sites at Waverley Park.

Aboriginal culture is ongoing and cultural learning through the environment links Aboriginal people with who they are and where they belong. Traditional resource-gathering sites and other natural landforms in the local landscape may continue to be culturally significant to the contemporary Aboriginal community. It is important therefore that there be consultation with the La Perouse Local Aboriginal Land Council (LALC) on matters regarding conservation and major development of the Waverley Park landscape.

Under the National Park and Wildlife Act (1974), works would be required to immediately cease if any Aboriginal archaeology were revealed during excavation or construction in the park. Council would then be required to seek advice from the LALC and contact Heritage NSW.

There is no Aboriginal heritage interpretation in the park, although it is reflected in the new piece of public art at MWRC. There is an opportunity to include this important layer of Waverley's heritage as part of a broader understanding of the Aboriginal heritage of Waverley and to incorporate these stories within the existing heritage trails that run throughout the LGA.

### 4.5.3. European heritage

When the Local Government Area of Waverley was officially proclaimed in 1859, the LGA contained no parks or recreation areas. Gazetted in 1880, Waverley Park was our first noted open space and the park holds a special place in our local cultural heritage. The Park is listed as locally significant in the Waverley Heritage Study (1990). Before the creation of Waverley Park for recreation, the land was known as Flagstaff Farm. On public holidays the land was opened for the community to play sports and ball games. A Chinese market garden also existed on the farm and supplied the local community with fresh fruit and vegetables. These two early activities of sport and gardening went on to have a strong influence on the future use and values of the land as a public open space.

### 4.5.4. Community and cultural history

The sporting history of the Park dates from the 1880s when the Waverley Cricket Club gained approval to construct a pitch. Football codes also began using the Park at this time. In 1890, the Oval was created and in 1908 the first Pavilion was built for the benefit of cricketers and the public. The Pavilion was replaced in 1938, with an Inter War Functionalist style building.

Council demolished and replaced the old Pavilion with a new multi-use building completed in 2012. Prior to demolition an archival recording of the old Pavilion was undertaken by Rappoport Heritage Consultants (2009). undertook an archival recording of the old pavilion.



Figure 4.5 Community, Culture and Heritage- existing conditions



#### 4.5.5. Significant heritage items in the park

Waverley Park is lucky to have a number of significant heritage items in the Park which are highly valued for their celebration and remembrance of the past. These items have specific needs that require an appropriate management strategy to be developed. The Office of Environment and Heritage notes the following listing for the Waverley Park.

##### Reservoirs

The Waverley Reservoir Group demonstrates the dramatic increase in demand for water from 1887 through to 1938 and the progression and development of reservoir construction techniques. Waverley Reservoir (covered) completed in 1887, was the last of four reservoirs built as part of the Botany Swamps Scheme (1858-1886). With increasing demand, the Waverley Reservoir (elevated) and Waverley Reservoir No.2 (covered) were added in 1917. In 1938, supply was enhanced with the construction of Waverley Reservoir No.3. The site is owned and maintained by Sydney Water. Due to the elevated nature of the site, the reservoir is prone to graffiti and cooperation with Sydney Water is required to keep the building in good condition. Interpreting the reservoirs heritage value and function, in collaboration with Sydney Water, should be investigated to allow the significant heritage stories of these items to be told.

##### Monuments

##### War Memorials

The World War One memorial, located in the Memorial Gardens was erected on 15<sup>th</sup> December 1918, making it one of the first memorials to be constructed and commemorated after the First World War. The memorial features an ANZAC soldier on a four quadrant Roll of Honour. A World War Two monument set within a rose garden was added in 1959. Council arranges annual commemoration ceremonies for Anzac Day, Remembrance Day and Russian Victory Day at this site. These war memorials are a significant feature of Waverley Park and are valued by the community and play a major role in commemoration services.

In 2018 the Australian War Memorial in Canberra, along with the Australian Government, instigated the *Places of Pride* program. The program's purpose is to:

*"Our responsibility now is to build a national archive, a photographic repository, of all of those places that were conceived and built with love and memory at the end of the First World War. Through Places of Pride we aim to connect all Australians, united by pride and loss, with each of these memorials from the Boer War through to Afghanistan,"*

The memorials contained within the memorial gardens in Waverley Park have been registered on the *Places of Pride* register.

The war memorials are also registered on the NSW Government's *War Memorials Register*.

##### Other Memorials

The sandstone Gregory Memorial Fountain, listed as locally

significant, was erected in 1911, in memory of local cricketer Charles W. Gregory by his clubmates and admirers. In 1965, the fountain was rededicated to include James Webb, Victor Jackson and Peter Fingleton, three young cricketers who died in a car accident. In 1991, the fountain was vandalised and the stone pillar smashed. With the building of the new Pavilion requiring the relocation of the fountain, a Conservation Management Strategy was prepared and the structure was removed from site and restored. It was erected near the original location in 2012 and a rededication ceremony was held.

A number of other memorials are dotted around the Park. A plaque dedicated to cricketer Allan Kippax was unveiled in 1980 and located near the Oval. It was removed for construction of the new Pavilion and was placed back at the site in 2012. A granite horse trough, donated in the name of Ameila Hall, was relocated from Spring Street to the Paul Street Boundary of the Park in 1963. Miss Hall was known for founding an exclusive boy's private school. In 1987, a fragrance garden was constructed in the Memorial Gardens dedicated to Jack Byrnes, a former Council officer. A conservation management strategy for all of these monuments would develop best practice approaches to their future care and management.

##### Sandstone Retaining Walls

Sandstone is a material that is found throughout the LGA as natural outcrops and this local material is often used for retaining walls. It evokes a sense of place and identity in Waverley. Sandstone is a key material throughout the Park with a sandstone retaining wall bounding Park Parade built between 1913– 1920. There is also a sandstone retained garden bed that steps down the Bondi Road frontage of the Park. Future landscaping works in the Park should consider sandstone as a key material and seek to protect and maintain the existing sandstone features.

##### Scoreboard

A 1940s style scoreboard building is located within the Oval. The building may not be suitable for housing a contemporary scoring facility in the future and may need to be relocated for future reuse. Opportunities for reusing the structure should be considered.

##### Scoreboard Bus Shelter

A traditional weatherboard and tile shelter originally for the tram service, is located outside of the Park boundary on Bondi Road. This shelter dates from c.1915, and is a functional bus shelter and contributes a sense of history to the Park. The shelter is maintained by Sydney Buses and cooperation is required to keep the building in good condition. This old style of shelter is uncommon, however the managing authority cannot guarantee retention of the shelter due to the high cost of maintenance. If a replacement shelter is required the design should reflect the original shelter as sympathetically as possible.

Playground Rocket

A rocket style playpiece from the 1970s is located in the current playground. The rocket holds many play memories for the community. Changes in play standards have required the piece to be removed from use. Due to the heritage value of the piece for the community the rocket has been retained in place. In 2021 Council is undertaking a significant upgrade of the playspace, bringing it up to contemporary standards. The upgraded playspace will seek to incorporate the rocket play element into its design.

Artefacts

Following the demolition of the 1938 Pavilion in 2010, a number of objects were found buried as fill under the foundations. The majority of the found objects were common bottles and consisted of beer and soda bottles, medicine bottles and ink wells. The site was inspected by archaeologists and a selection of artefacts were collected. A Conservation Management Strategy has been prepared that outlines the conservation requirements of the collection. A permanent interpretive display of the objects should be investigated.

A wooden ticket booth stood within the northern boundary of the Oval picket fence. The structure was used for admittance to the Oval and contained metal turnstiles. With the building of the new Pavilion the structure needed to be removed. An investigation into the integrity of the structure found it was in a bad state of repair and much of the original material had been replaced including tiles and timber, resulting in the structure being unable to be reused on site. The turnstiles were salvaged for passive reuse.

Ticket booth

A wooden ticket booth stood within the northern boundary of the Oval picket fence. The structure was used for admittance to the Oval and contained metal turnstiles. With the building of the new Pavilion the structure needed to be removed. An investigation into the integrity of the structure found it was in a bad state of repair and much of the original material had been replaced including tiles and timber, resulting in the structure being unable to be reused on site. The turnstiles were salvaged for passive reuse and an investigation into their reuse in the Park should be undertaken.



Image: Waverley Reservoir (Elevated)



Image: War Memorials

4.5.6. Major Issues

- As detailed in this chapter Waverley Park has a long history in the greater Waverley municipality. There are a number of historic items within the park that need to be protected. The Waverley Park Management Plan, including its Action Plan sets out strategies for the sustainable management of these historic items. However, these items are exposed to influences that may negatively impact on them.
- The memorial garden, and the war memorials in it are a major feature of the Park. Its value is not just for residents of Waverley but also holds national significance. Recognition of this national significance has been expressed in the updated management plan. Any actions undertaken within the Park should ensure that they do not present either a physical or cultural negative impact on the gardens.
- Carrying capacity issues for the overall park, including sport and passive recreation activities and infrastructure will continue to place pressure on historic values and their sustainable management.
- The rocket play element in the park is both a safety and maintenance and management issue. The rocket is currently off-limits to the public and can not be accessed. The community has indicated through the engagement process that they value the rocket and want it maintained and made available to the community if possible. The upgrading of the playspace includes design elements that seek to upgrade and include the rocket within the larger new playspace design



Image: Scoreboard



## 4.6. Management and maintenance

Waverley Park with all its associated buildings and stormwater infrastructure is maintained and managed by Waverley Council. The high level of use requires careful management and intensive maintenance of infrastructure and resources. The Open Space and Recreation 2020 WPMP engagement in 2021 indicated that visitors are generally satisfied with the cleanliness and maintenance of the park. However, the community has high expectations for management and maintenance of the park.

As detailed previously Council has adopted an adaptive management approach to the management of all Waverley open spaces. The Thresholds of Change approach to adaptive management and its model will be used by Council officers to identify and manage within the thresholds of the Park, aligned with both generic carrying capacity guidelines, such as 22.5hrs per week of use for a natural turf field, as well as site specific carrying capacity thresholds. This approach will not only assist Council in providing consistent management of the park but will also give the community confidence that any decisions made for the park will be both evidence based and rationale directed. Council's goal for management of the park is to allow for its enjoyment by the community, whilst at the same time ensuring it remains to a high standard, just short of its capacity.

Details of the onsite facilities and their use is documented in the preceding chapter. This section of the report details the services that Council provides in managing and maintaining the site to ensure the place is well kept. Refer to Figure 4.6 for location of facilities and services.

The following activities occur to manage and maintain the park:

### Activities and events:

- Licenced fitness trainers are permitted to use Waverley Park in accordance with Council's commercial fitness training policy.
- Waverley Park is also used for one-off temporary events. The approval assessment process for these events is based on the potential impact and time of the proposed activities as per Council's Use and Hire of Public Open Spaces.

### Path Network

- The identification of formal paths and the laying out of the path network is vital to the sustainability of the natural character areas of the Park. A key component of the maintenance program is to ensure that un-authorised paths and tracks, and the development of "desire lines" is suppressed, and where found are remediated.

### Waste services:

- Garbage is collected from a central bin collection area which is housed in an enclosure adjoining the carpark at the rear of Council chambers building. Bins are collected by garbage trucks daily.

- Currently bins are located throughout the park. When full, the bins are wheeled to a central bin collection point behind Chambers for collection.

### Park maintenance:

- Council oversees all the maintenance requirements of Waverley Park.
- Council is generally responsible for maintaining assets such as turf, gardens, paving, fences and handrails.
- Council is also responsible for cleaning the facilities and amenities throughout Waverley Park.
- Licensed areas including the kiosk and club rooms are the responsibility of the club to clean and generally maintain.
- Cleaning contractors are responsible for cleaning the rooms for hire, the sports court, community room, kitchen area and staff office.
- The hill top area is land managed by Sydney Water, for the protection of the water reservoir. These slopes are critical to the hill top area. There are incidents where these slopes wear away and need to be remediated.

### Playground maintenance:

- Council maintains the playground. The playground rubber softfall surface is routinely patched and cleaned and soft fall mulch is topped-up. Equipment is maintained and parts replaced occasionally.
- Council audits playgrounds bi-annually to ensure they meet safety requirements.

### Building maintenance:

- Council maintains and repairs buildings on site, including MWRC and the amenity building.

### Parking:

Parking at Waverley Park is managed by Council. Refer to section 4.2 for details.

### Environmental services:

- Council is responsible for identifying and implementing energy, water savings and renewable opportunities within Waverley Park. This includes identifying ways to reduce waste to landfill, encouraging visitors to use sustainable transport options, educating the community on the environmental significance of the area, and preparing for impacts of climate change.
- The existing stormwater harvesting system is also maintained.

### Safety and regulations:

- Council park rangers patrol Waverley Park daily, enforcing regulations to promote safety and equitable access for visitors. Activities that adversely affect other patrons' enjoyment of the park are regulated.
- Occasionally, rangers and other Council staff must manage antisocial behaviour. Controlled activities include dog walking, consumption of alcohol, commercial training, use of portable barbecues and littering.
- Dogs are prohibited within 10 metres of the children's playground and near the barbecues.

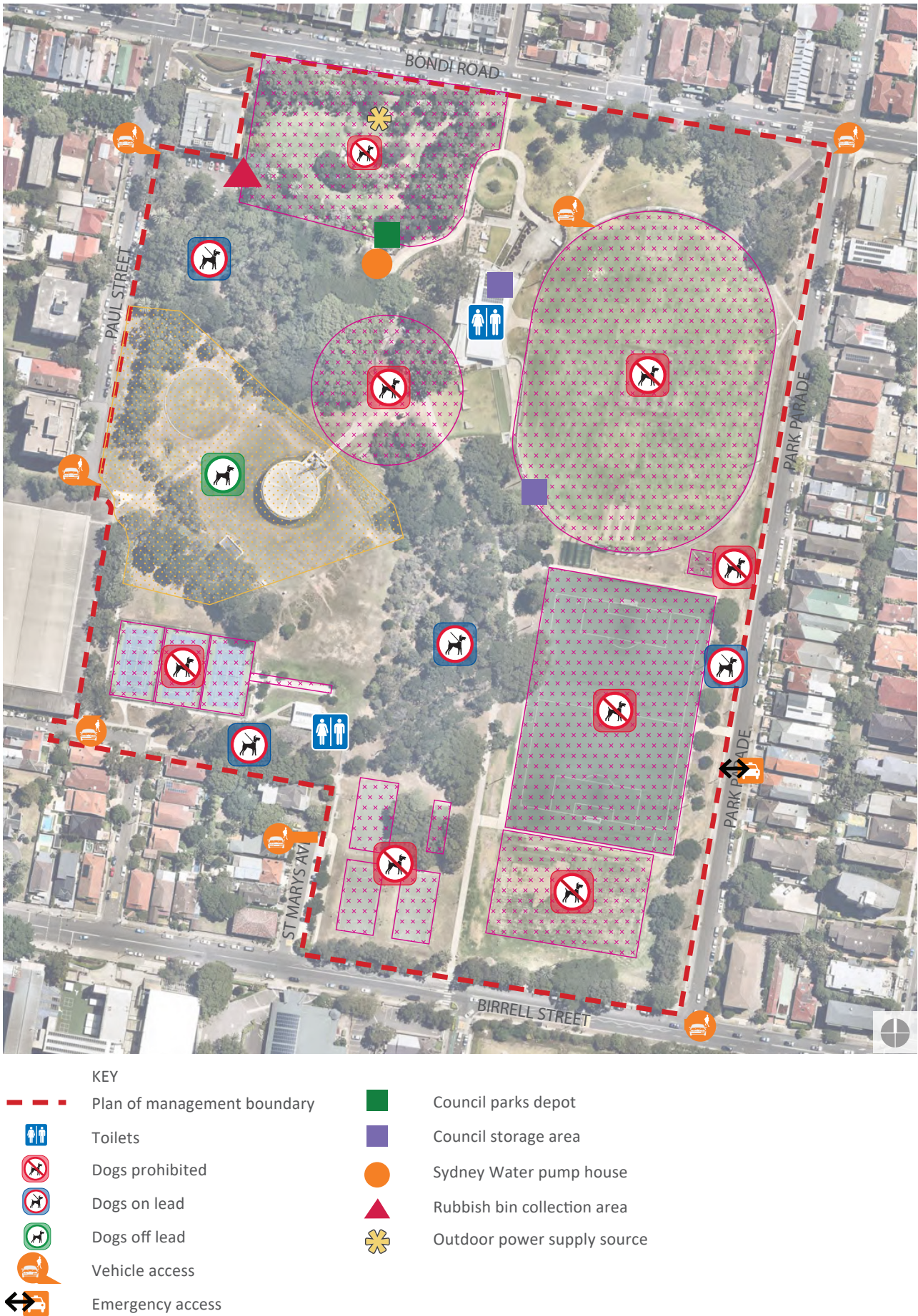


Figure 4.6 Management and Maintenance- existing conditions



- The following regulations are enforced in the park:
  - No alcohol
  - No camping or staying overnight
  - No commercial activities
  - No kites or kite activities
  - No portable barbecues or open fires
- **Leases, licences and hire:**
- Various licences exist within the park to deliver services and products including those for mobile vendors and fitness trainers. Commercial tenancies occur in the kiosk to deliver take-away food.

#### Service and maintenance access:

There are a number of access points for service vehicles into the park, including from a service point on the corner of Birrell St and Park Pde, the multi-use pathway off Birrell St, multi-use path from Bondi Rd, and through the Council Chambers roundabout for access to the memorial gardens.

Sydney Water also use a number of access points to the park to inspect and maintain the reservoir embankment and access the pump house.

From time-to-time Council contractors also access the site to maintain the fields or undertake repairs to lighting or other sports infrastructure.

Emergency vehicles require access to the oval. This area is also used as the helicopter landing site in the event of a medical emergency. It is planned to construct a new gate to the field #1 for emergency vehicle access.

#### Parks depot and storage

A depot and storage area is located centrally within the park adjoining the Sydney Water pump house. This area is used to park a ute and trailer as well as store plants and extra bins. Additional storage for the buggy, mower, whipper snippers and other tools are located downstairs in the MWRC. Storage for tools to maintain the oval are located in a small building off the oval near the old scoreboard.

Currently storage for tools and equipment is used to capacity.



Image: Path network context



Image: Park maintenance context



Image: Waverley Oval

#### 4.6.1. Major issues

- Ongoing issues of managing of the park assets, including the natural assets within the parks carrying capacity. Balancing the communities desire to visit and use the park with maintaining its assets is on ongoing management issue.
- As reference there is over-use of the park from both sports clubs and the general community
- Perception within the community that there is not enough enforcement of policies, such as control of dogs
- Increasing level of expectation within the community of the standard of presentation of the park. This then leads to a resourcing issue
- Capital grants (CAPEX) that provide new infrastructure for the Park are not matched by Operational Expense (OPEX)
- Need for more on-street carparking and the management of carparking
- Classification of the hill top area for off-leash dog walking in 2018 is causing erosion to occur on the eastern side of the water reservoir



Image: Margaret Whitlam Recreation Centre







# Vision and Directions

A dark blue square with rounded corners, containing the white number 5 in a large, bold, sans-serif font.



## 5. Vision and Directions

### 5.1. Vision Statement

With the development of the Waverley Open Space & Recreation Strategy in 2021 all Waverley open space management plans are aligned with the vision, directions and strategic actions from the Strategy. Extensive community engagement was critical in the development of the OS&R Strategy. The Open Space & Recreation Strategy and subsequent individual management plans are therefore aligned with the community expectations for Waverley open spaces. The OS&R Strategy vision is:

*“Waverley’s parks and reserves are available to everyone, supporting healthy and active lifestyles. Our parks provide a green sanctuary, protecting and supporting biodiversity and provide an opportunity to implement the ongoing Aboriginal and traditional custodianship of land which forms our local government area. Park design responds to the community’s recreation and social aspirations while telling the story of the place, of today’s generation and those before ours. Spaces are welcoming, safe and well cared for. A sustainable approach to management allows future generations to enjoy these spaces.”*

The Waverley Park Management Plan is aligned with the OS&R Strategy and was drafted based on community feedback regarding what people liked about the park and how they wanted the park managed in the future.

The Waverley Park vision is a reflection of the community aspirations for the park and it sets the tone for all future works and practices undertaken within the park.

The Waverley Park Management Plan vision is:

*Waverley Park is an iconic urban park, with history abounding, where Traditional ownership is recognised and celebrated. The Park provides a green space that protects biodiversity and habitat for local fauna, whilst also providing a location for critical civic services such as the water reservoir. The community and sports clubs feel a strong connection to the park and activities that they have undertaken there, and they have many personal memories connecting them to it. The park provides for formal sport as well as for a diverse range of passive recreation activities. The facilities within the park are contemporary, inclusive, convenient, comfortable, clean and accessible to all. Waverley Park is easily accessed by foot, bike, public transport or car. The Park is vibrant, welcoming, clean and safe. It’s a place to relax with friends and family, picnic, play or relax while enjoying the impressive views. The Park is the pride of the community and will be sustainably managed so that it is preserved and cherished for many generations to come.*

These respective visions will guide the future development and management of Waverley Park and will help achieve the objectives for the site.

### 5.2. Directions

The following objectives will guide the future development and management of Waverley Park in line with the visions outlined above. The objectives have been tested and reflect the site analysis, consultation feedback and best practice guiding principles outlined throughout this report. For ease of reference and consistency, the objectives are focused under the same themed headings as previous chapters.

#### 5.2.1. Design and Setting

A1 Maintain structured sport environment and facilities, as well as the natural values of the park

A2. Reinforce the variety of different park characteristics across the park in future design and planning.

A3. Ensure the landscape and architectural design reflects best practice and design excellence and integrates within the landscape.

A4. Provide a memorable experience for all users by celebrating the site’s unique character and scenic qualities.

A5. Ensure materials and finishes are of a high quality, are robust and designed to fit the setting.

A6. Reinforce and enhance the sense of arrival to the site.

#### 5.2.2. Getting to and around the park

B1. Provide easily identified, distinct arrival points into the park and designated pedestrian pathways that allow safe and continuous movement.

B2. Provide a hierarchy of pathway networks that link to destination points and facilities.

B3. Implement a wayfinding strategy for the park. Consider an audience of a range of abilities, literacy levels and languages. Encompass the physical environment, signage, customer service, information, brochures, guides and website.

B4. Provide an adequate proportion and distribution of universally accessible facilities connected by accessible paths of travel.

B5. Strive to provide universally accessible access to all areas of the park.

#### 5.2.3. Playing and Relaxing

C1. Maintain and enhance sports training and related sports uses within Waverley Park

C2. Provide adaptable and flexible spaces to accommodate a variety of interest groups.

C3. Enable enhanced informal recreational use of Waverley Park such as walking and nature appreciation.

C4. Provide high-quality amenities and facilities that support users.

C5. Prioritise activities that are intrinsic to the place, its cultural values and which complement the physical location.

### 5.2.4. Enhancing the environment

- D1. Enhance and conserve the natural heritage of the site such as vegetation, landform and hydrology.
- D2. Monitor and adapt to the effects of climate change and other influences.
- D3. Manage park use and access to areas of environmental sensitivity
- D4. Promote environmentally sustainable practices in the management and maintenance of the place.
- D5. Consider whole of life-cycle cost in the selection of materials and construction techniques.
- D6. Educate the community about the value of the site's unique environment.
- D7. Educate the community on the value of adaptive management through the Thresholds of Change model

### 5.2.5. Community, Culture and heritage

- E1. Interpret and tell the story of the place, including Aboriginal themes and storylines.
- E2. Strengthen and express the cultural values of the site through supporting community groups and activities.
- E3. Ensure the cultural landscape is expressed in the design and management of the site.
- E4. Conserve and maintain the heritage fabric of the park.

### 5.2.6. Management and maintenance

- F1. Manage and maintain the park's natural ecosystem
- F2. Ensure that the park environment is safe for users at all times.
- F3. Consider the capacity of the landscape when identifying management strategies.
- F4. Ensure facilities are well-maintained and appropriately serviced.
- F5. Review and reinforce compliance and regulations that enable a range of users to enjoy the park safely.
- F6. Manage vehicle access in the park.



Image: Waverley #2, synthetic field





# The Master Plan and Action Plan

6



## 6. The master plan and action plan

The master plan illustrates how the objectives and performance may be achieved. Where specific proposals may turn out to be impractical due to changing circumstances, reference will be made to the objectives and performance targets in formulating amendments. The master plan has been broken down into a series of maps that address each theme.

The master plan and action plan are the working parts of a plan of management. They detail the key actions and implementation priorities needed to achieve the objectives of the plan of management for Waverley Park.

The following tables describe the objectives of the action plan, how they will be achieved, who will be responsible, the timeframe, the availability of funding, the desired outcomes and monitoring and reporting requirements. Each table detailing the action plan is broken down into the following headings:

**Performance target actions (A1, A2, A3, etc.):** A series of value statements were developed to help achieve the vision for Waverley Park. These statements are identified in section 5. The statements provide the main reference point for each set of actions.

**Who:** There are many Council divisions involved in carrying out the actions of this plan. The Executive Managers of these divisions are responsible for ensuring the actions are undertaken. The responsible divisions are:

- Infrastructure Services
- Waste and Cleaning
- Major Projects
- Urban Planning Policy and Strategy
- Environmental Sustainability
- Human Resources, Risk and Safety
- Communications and Engagement
- Community Services
- Property Services
- Open Spaces

**Time:** The actions are prioritised and will be achieved in the following timeframes:

- Short term (S): 0–1 year
- Medium (M): 1–5 years
- Long term (L): 5–10 years
- Ongoing (O)

**Funding implications (\$):**

- Existing funding is mainly associated with recurring park maintenance, planning and development works. These works must occur annually and include the maintenance and upgrades required in all Waverley LGA parks.
- Other works are to be included in the Long-Term Financial Plan (LTFP). These LTFP projects will need to be prioritised by Council.
- To-be-determined funding (TBD) involves an initial investigation and preparation of a business case to

Council. Further details of funding opportunities are outlined in section 7.

- Opportunities to obtain grant funding (G) are also noted.

### 6.1. Design and setting

To conserve and enhance Waverley Park, future design works will need to carefully consider function, uses, and respond to landscape characteristics.

There is a range of opportunities to conserve and enhance community values while improving community use of the park. The plan aims to draw from the existing character areas, planting types and views to reinforce the entries and upgrade the park infrastructure as required. Refer to Figure 6.1 for key recommendations.

To guide future development, building controls have been drafted in the following section. Future building works must comply with these controls and guidelines.

#### 6.1.1. Buildings in the park – building controls

This plan allows for building upgrades and includes guidelines for the design of building work.

##### 6.1.1.1. General requirements

Development consent must not be granted to development within Waverley Park unless the consent authority considers that the development conforms to the current SEPP and LEP, exhibits design excellence, and reflects the character goals set out in this plan. In determining whether the development conforms to the above, the consent authority must consider the following matters:

- Development applications must conform to relevant SEPPs.
- Development applications must confirm to the Waverley LEP.
- Development applications should be referred to the Design Excellence Panel.
- Whether the form and external appearance of the development will improve the quality and amenity of the public domain.
- Whether the development has a detrimental impact on view corridors.
- How the development addresses the following matters:
  - The suitability of the land for development.
  - Existing and proposed uses, and mixing uses
  - Heritage issues and site constraints
  - The relationship of the development with other development (existing or proposed) on the same site or on neighbouring sites in terms of separation, setbacks, amenity and urban form
  - Bulk, massing and modulation of buildings
  - Environmental impacts such as sustainable design, overshadowing, wind and reflectivity
  - The achievement of the principles of ecologically sustainable development are found in the Enhancing the Environment section
  - Pedestrian, cycle, vehicular and service access, circulation, and requirements



## KEY

- Plan of management boundary
- Identified opportunity
- Proposed path link

- Proposed welcome and visitor information sign location
- Proposed lighting
- Entry

Figure 6.1 Design and setting: The Masterplan



- The impact on and any proposed improvements to the park
- Principles of view sharing<sup>8</sup>.

#### 6.1.1.2. Alternative Designs

Alternative designs will be considered where it is demonstrated that the building development controls listed above do not result in the best planning or design outcome. Alternative designs can be prepared subject to compliance with the criteria listed below and consistency with the objectives and performance targets (section 5) and the general requirements in the design and setting of the Waverley Park plan of management.

Alternative designs should demonstrate that there are no additional adverse impacts to heritage, views, visual bulk, access, overshadowing, and to the public domain than those predicted under the building development controls.

Alternative designs should demonstrate rationale and quantifiable evidence for deviating from the building development controls.



Image: Pinecones in Waverley Park

<sup>8</sup> NSW Case law, Tenacity Consulting vs Warringah Council [2004] NSWLEC 140, Viewed 27 April 2018, <https://www.caselaw.nsw.gov.au/decision/549f893b3004262463ad0cc6>

### 6.1.2. Action plan

Item	Action	Time	Who	Performance targets & measures	\$
<b>A1 Maintain structured sport environment and facilities, as well as the natural values of the park</b>					
A1.1	Enhance the sport facilities in the park. Works to include those that add to the participation value of the park, whilst also protecting the park's environmental and cultural values.	O	Shaping Waverley, Creating Waverley BSLSC	Character conserved All implementation works subject to design review	LTFP
A1.2	Ensure building design address future needs, is visually unobtrusive, and does not detract from the natural landscape character of the park.	O	Shaping Waverley, Creating Waverley BSLSC	Character conserved All implementation works subject to design review	LTFP
A1.3	Seek to create and establish a cohesive landscape character through a holistic appreciation and application of palettes within the park, including plantings, infrastructure, signage, and pathways and their surfaces.	O	Shaping Waverley,	Character conserved	LTFP
<b>A2. Reinforce the variety of different park characteristics across the park in future design and planning.</b>					
A2.1	Ensure future planting design is consistent with the character areas identified in the Master Plan.	O	Creating Waverley, Clean and Attractive, Sustainable Waverley	Character conserved All implementation works subject to design review	LTFP
A2.2	Maintain and reveal views through the site.	O	Creating Waverley, Clean and Attractive, Sustainable Waverley	Character conserved All implementation works subject to design review	LTFP / E
A2.3	Ensure the selection of materials is appropriate to its setting.	O	Creating Waverley	Character conserved All implementation works subject to design review	E
<b>A3. Ensure the landscape and architectural design reflects best practice and design excellence and integrates within the landscape.</b>					
A3.1	Ensure future building works are complimentary to their surroundings. Works to ensure: i. Compliance of new building works to the building controls outlined in the Master Plan.	O	Shaping Waverley, Creating Waverley, Project Waverley, BSLSC	Design realises objectives Design review at key milestones	E



A3.2	Develop a detailed landscape Master Plan for the site. Works must ensure: <ul style="list-style-type: none"> <li>i. Design meets objectives outlined in the Plan of Management;</li> <li>ii. Existing and new tree planting is incorporated, including:</li> <li>iii. Detailing trees to be removed or replaced.</li> <li>iv. New tree-planting locations.</li> <li>v. Detailed species list.</li> <li>vi. Arboricultural assessment of existing trees outlining life expectancy, landscape value, and significance. Refer to action E3.2</li> </ul>	S	Creating Waverley	Design realises objectives Design review at key milestones	E
A3.3	Develop a planting schedule and materials palette based on Council's Public Domain Technical Manual that preserves the integrity of the site and considers significant view corridors	S	Creating Waverley, Sustainable Waverley, Clean and Attractive Waverley	Character conserved All implementation works subject to design review	E
A3.4	Develop a lighting plan for the park that considers: <ul style="list-style-type: none"> <li>i. Pole or bollard lighting to major pathways</li> <li>ii. Lighting to buildings</li> <li>iii. Creative lighting to trees and other park features, with consideration to environmental impacts (i.e. do not impact nocturnal fauna, or create excess light pollution).</li> </ul>	S	Creating Waverley	Design realises objectives Design review at key milestones Character conserved	LTFP
<b>A4. Provide a memorable experience for all users by celebrating the site's unique character and scenic qualities.</b>					
A4.1	Conserve view corridors from main arrival points to and within the park by ensuring future design and planning considers views.	S	Creating Waverley	Character conserved All implementation works subject to design review	LTFP
A4.2	Retain and build on existing materials on-site such as concrete, sandstone, timber and stainless steel.	S	Creating Waverley	Design realises objectives Design review at key milestones Character conserved	LTFP
<b>A5. Ensure materials and finishes are of a high quality, are robust and designed to fit the setting.</b>					
A5.1	Consider materials that are graffiti resistant.	O	Creating Waverley, Clean and Attractive Waverley	Design realises objectives Assessment on site	E
A5.2	Ensure materials are selected to minimise corrosion or degradation.	O	Creating Waverley, Clean and Attractive Waverley	Design realises objectives Assessment on site	E

A5.3	Replace furniture and fixtures when they reach the end of their life with Council's preferred palette as identified in the Public Domain Technical Manual, and in keeping with heritage values and plans.	O	Creating Waverley, Clean and Attractive Waverley	Design realises objectives Design review at key milestones Assessment on site	E
A6. Reinforce and enhance the sense of arrival to the site.					
A6.1	Review the alignment of pedestrian entrances into the site to ensure they are connected to pedestrian crossings and thoroughfares.	S	Creating Waverley	Design realises objectives	LTFP
A6.2	Review and where necessary redesign entrances into the park to ensure they are welcoming and easily accessible.	S	Creating Waverley	Design review on inspection Design realises objectives	LTFP



## 6.2. Getting to and around the park

The intent of the master plan is to create defined park entries, that are obvious, are easily identifiable, have character and allow efficient movement both into and around the park.

Currently paths into and through the park do not follow any formal alignment based on a design rationale. Instead paths have been formalised from desire lines over the years, with further desire lines forming over time. As the topography of the more passive areas of the park are steep in places, many paths do not comply with Australian Standards for Access and Mobility 1428. Findings from the user survey also suggest that a proportion of people had some difficulty getting around the park. This plan presents an opportunity to address these issues and plan for improvements. When paths are due for replacement they must be built with consideration of a complete pedestrian network. Some works may need to take place as a priority. The plan suggests improvements to the main arrival points into the park connected by a clear path hierarchy, considering circulation and wayfinding principles. Refer to Figure 4.2 for details. A higher priority is provided to paths that connect to major park facilities such as the Margaret Whitlam facility, sports fields and the memorial gardens, as well as the playspace.

New paths or path re-alignments are suggested in the Action Plan below

Improvements are recommended to some paths within the park using natural surfaces. This is to ensure that the landscape character of the park is enhanced and maintained.

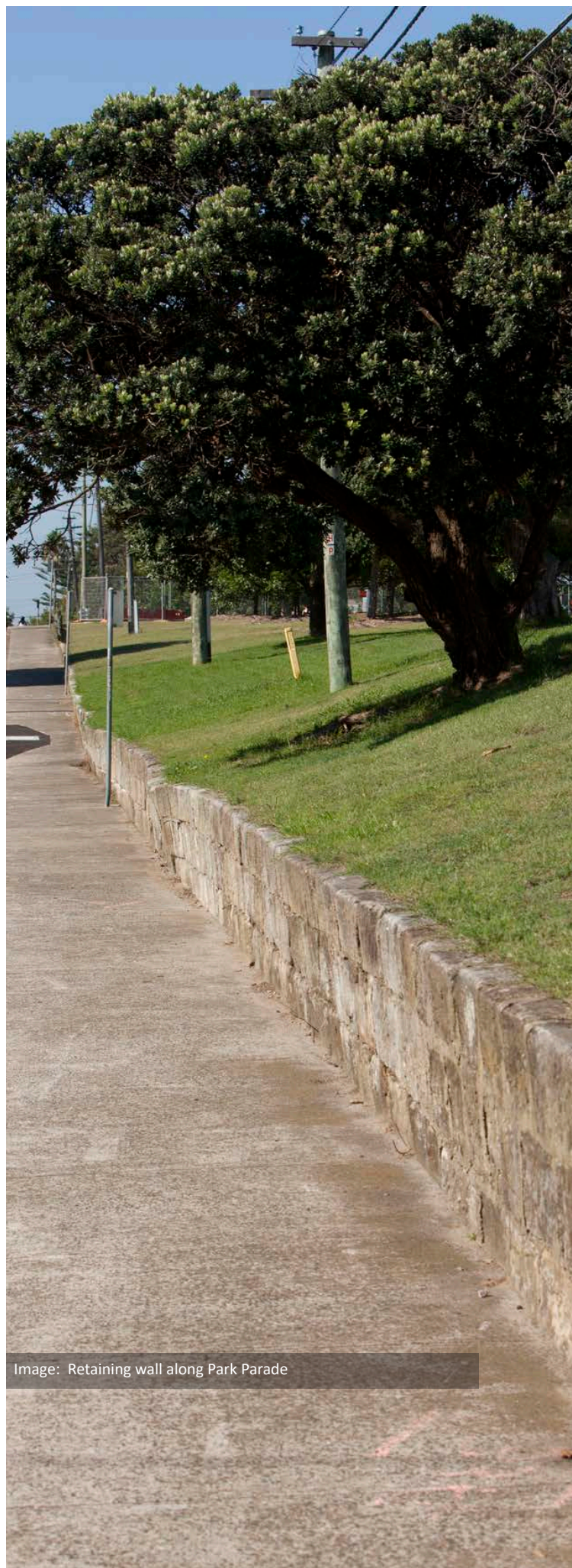


Image: Retaining wall along Park Parade

## 6.2.1. Action plan

Cat-ego-ry	Action	Time	Who	Performance targets & measures	\$
B1 Provide easily identified, distinct arrival points into the park and designated pedestrian pathways that allow safe and continuous movement.					
B1.1	<p><i>Universal and internal park Access</i></p> <ul style="list-style-type: none"> <li>i. Provide accessible compliant pathways to universal access car parking spaces, including compliant kerb ramps and landings.</li> <li>ii. Rationalise style of bollards at all entrances into the park.</li> <li>iii. Provide natural surface path up to water reservoir hill from northern side.</li> <li>iv. Move existing sandstone wall on boundary of Field #1 and continue pathway around field.</li> <li>v. Investigate step-free movement around Margaret Whitlam centre.</li> <li>vi. Provide path from main access path near playspace to bottom of water reservoir stairs</li> <li>vii. Provide accessible carpark at WMRC.</li> <li>viii. Provide accessible pathway from Council Chamber carpark to MWRC</li> <li>ix. Provide Review functionality of Council chamber carpark with a view to provide accessible carpark and pathway, in accordance with the actions from the Inclusive Playspace Study, with the path to go from Council Chamber carpark to MWRC and upgraded inclusive playspace.</li> <li>x. Provide Pick Up, Drop Off (PUDO) ramp on Bondi Rd and Birrell St</li> <li>xi. Install a new gate to field #1 for emergency vehicle access.</li> </ul>	O	Creating Waverley	<p>Review on inspection</p> <p>Designs meet objectives</p> <p>Quality of access improved</p> <p>Level of use Assessment on site</p>	TBC
B1.2	<p><i>West Side Entrances (Paul &amp; James St)</i></p> <ul style="list-style-type: none"> <li>i. Provide one universally accessible principal entrance and two step-free entrances on the west side of the park.</li> <li>ii. Provide universal access car park at rear of Council chambers.</li> <li>iii. Provide multi-use pathway to replace service vehicle road from Council chamber to passive recreation area</li> <li>iv. Provide new pathway from western side of park through trees to the water reservoir.</li> </ul>	O	Creating Waverley	<p>Review on inspection</p> <p>Designs meet objectives</p> <p>Quality of access improved</p> <p>Level of use Assessment on site</p>	TBC



B1.3	<p><i>North Side Entrances (Bondi Road)</i></p> <ul style="list-style-type: none"> <li>i. Formalise and continue garden and hedge appreciation along the Bondi Rd boundary from the main entry east to Park Pde, which would include, removing of bitumen to the rear of the bus shelter, removal of bollards and the planting of hedge trees similar to those to the west of Bondi Rd main entry</li> <li>ii. Provide one universally accessible principal entrance and two step-free entrances on the north side of the park.</li> <li>iii. Provide new universally accessible path from Bondi Road to car park behind Council chambers.</li> <li>iv. Replace bollards with screen plantings on main north side access point.</li> <li>v. Provide universal path from Bondi Rd through campaign memorial, to the main World War I memorial and around the memorial to allow all-mobility movement around the memorials.</li> <li>vi. Change main entry sign on Bondi Rd from <i>Waverley Oval</i> to <i>Waverley Park</i>.</li> <li>vii. Resurface the path from the north eastern corner up to Field #1.</li> </ul>	O	Creating Waverley	<p>Review on inspection</p> <p>Designs meet objectives</p> <p>Quality of access improved</p> <p>Level of use Assessment on site</p>	TBC
B1.4	<p><i>East Side Entrances (Park Pde)</i></p> <ul style="list-style-type: none"> <li>i. Provide one universally accessible principal entrance situated between fields #1 and field #2.</li> <li>ii. Provide more screen plantings to improve entrance to park from Park Pde.</li> </ul>	O	Creating Waverley	<p>Review on inspection</p> <p>Designs meet objectives</p> <p>Quality of access improved</p> <p>Level of use Assessment on site</p>	TBC
B1.5	<p><i>South Side Entrances (Birrell St)</i></p> <ul style="list-style-type: none"> <li>i. Provide one universally accessible principal entrance and two step-free entrances on the south side of the park.</li> <li>ii. Provide a formal accessibility carpark, access ramp pram ramp and wheelchair space near the multi-purpose courts and water reservoir on James St.</li> <li>iii. Re-sculpture berm near pathway from main Birrell St entrance to improve drainage.</li> <li>iv. Build stepped pathway from rear of multi-purpose courts up to water reservoir to replace existing washed out steep path.</li> </ul>	O	Creating Waverley	<p>Review on inspection</p> <p>Designs meet objectives</p> <p>Quality of access improved</p> <p>Level of use Assessment on site</p>	TBC

B2. Provide a hierarchy of pathway networks that link to destination points and facilities.					
B2.1	<p><i>Links to Park and Principal Entrance</i></p> <ul style="list-style-type: none"> <li>i. Provide a hierarchy of pathway networks into and through the park.</li> <li>ii. Provide an accessible compliant pathway (preferably no steeper than 1 in 20 slope) from the principal northern entrance linking to the memorial. Minimum width of accessible compliant pathways is 1800mm/1.8 metres.</li> <li>iii. Provide accessible compliant pathway from the northern principal entrance to the picnic area, playground and amenities building.</li> <li>iv. The path shared with vehicles should be adequately signed to maximise pedestrian safety.</li> </ul>	O	Creating Waverley	<p>Level of use</p> <p>Informal character maintained</p> <p><i>Design review Assessment on site</i></p>	TBC
B2.2	<p><i>Pathways within Park</i></p> <ul style="list-style-type: none"> <li>i. Provide an accessible compliant pathway to all amenity buildings</li> <li>ii. Provide a network of step-free, 1500mm/1.5-metre-wide pathways into and through the park, where topographical constraints preclude accessible paths that are fully compliant with AS1428.1.</li> <li>iii. Widen all pathways that link to step-free access into the park to 1500mm/1.5 metres (entrance no.2) (maintain the existing noncompliant gradient).</li> <li>iv. Extend and enhance existing internal pathway network to allow for movement between fitness elements within the park.</li> <li>v. It is preferable to separate pedestrians and cyclists. However, if cycleways are shared with pedestrians, the path should be a minimum 2.5 metres wide.</li> <li>vi. A footpath lighting masterplan and supporting technical documents has been produced by Council. Implement all upgrades and new provisions within the footpath lighting masterplan.</li> <li>vii. Provide adequate lighting levels on primary pathways, shared ways and cycleways.</li> </ul>	O	Creating Waverley	<p>Level of use</p> <p>Informal character maintained</p> <p><i>Design review Assessment on site</i></p>	TBC
B2.3	<p><i>Circulation, Surfaces and Edges</i></p> <ul style="list-style-type: none"> <li>i. Resurface areas of pathway throughout the park that are uneven and potential trip hazards.</li> <li>ii. Move existing low sandstone wall on northern side of Field #1 to allow pathway to be constructed.</li> </ul>	O	Creating Waverley	<p>Review on inspection</p> <p>Level of use</p> <p>Informal character maintained</p> <p><i>Design review Assessment on site</i></p>	TBC



B2.4	<p><i>Stairways</i></p> <ul style="list-style-type: none"> <li>i. Upgrade stairways in the main access routes into and through the park (see Entrances section)</li> <li>ii. Upgrade primary stairways to be an even surface on treads, and include contrasting step nosing, handrails on both sides of the stairway, and TGSIs to be compliant with Australian Standards.</li> <li>iii. Secondary stairways are to include even surface on treads, highlighting on step nosing and a handrail on both sides. These are stairs that are more likely to be used by residents who are familiar with the area.</li> <li>iv. Tertiary stairs are to include highlighting on step nosing and a handrail on one side. These link to informal bush tracks.</li> </ul>	O	Creating Waverley	<p>Review on inspection</p> <p>Level of use</p> <p>Informal character maintained</p> <p><i>Design review Assessment on site</i></p>	TBC
<p><b>B3. Implement a wayfinding strategy for the park. Consider an audience of a range of abilities, literacy levels and languages. Encompass the physical environment, signage, customer service, information, brochures, guides and website.</b></p>					
B3.1	<p><i>General Information</i></p> <ul style="list-style-type: none"> <li>i. Review the current distribution of information about Waverley Park and provide information about existing facilities, amenities and activities.</li> <li>ii. Update information as planned works are completed.</li> <li>iii. Provide detailed information on the Council's website in W3C-accessible formats.</li> <li>iv. Provide off-site information on access and mobility to and within the park.</li> <li>v. Develop an Access Guide that includes information on transport options, accessible parking and transport, drop-off area, access pathways, accessible toilet/ shower facilities, seating and shelter, food/drink</li> <li>vi. Continue to implement actions from Council's Closed-Circuit Televisions Policy, including CCTV and Wi-Fi rollouts across the park</li> </ul>	O	Creating Waverley	<p>Wayfinding approach developed</p> <p>Implementation on site</p>	TBC

B3.2	<p><i>Wayfinding System</i></p> <p>Implement a wayfinding strategy for Waverley Park with consideration of the following:</p> <ul style="list-style-type: none"> <li>i. Support legibility and cohesion to and throughout the park by using consistent sign systems, colour/contrast, street furniture, trees, landmarks and other landscape features.</li> <li>ii. Improve signage locations so they are placed at major decision-making points and all primary and secondary points into the park, especially amenities and fitness paths.</li> <li>iii. Ensure that the physical placement, installation and illumination of signs enhances legibility when viewed from a distance.</li> <li>iv. Create an informed and complete user experience by ensuring the coverage of signage throughout the entire Park area.</li> <li>v. Implement a signage system with relevant content, showing up-to-date maps and information. Help visitors navigate through the Park by offering content in a structured way with a clear hierarchy.</li> <li>vi. Use consistent signage text, graphic style, pictograms and locations. Increase font and map size and contrast, use a plain background for printed information.</li> <li>vii. Improve communication of directional and warning messages for all park users, including people who are blind or have a vision impairment. Consider using Braille and tactile elements/ information at major access points.</li> <li>viii. Incorporate interactive wayfinding technology into signage and information.</li> <li>ix. Ensure sign mapping identifies and provides information on accessible paths and step-free paths.</li> <li>x. Provide information at an optimal height so that it is clearly visible by a person while either seated or standing.</li> <li>xi. Provide adequate colour contrast between the sign and the symbol and the surface surrounding the sign – e.g. wall or background.</li> <li>xii. access points.</li> <li>xiii. Incorporate interactive wayfinding technology into signage and information.</li> <li>xiv. Ensure sign mapping identifies and provides information on accessible paths and step-free paths.</li> <li>xv. Provide information at an optimal height so that it is clearly visible by a person while either seated or standing.</li> <li>xvi. Provide adequate colour contrast between the sign and the symbol and the surface surrounding the sign – e.g. wall or background.</li> </ul>	O	Creating Waverley	<p>Wayfinding experience improved</p> <p>Level of use</p> <p>Assessment on site</p> <p>Community feedback</p>	TBC
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B3.3	Incorporate consistent edges that follow the grade of the walkway and provide reference for orientation and navigation. Well-defined edges such as landscaping, walls and building lines provide good reference.	O	Creating Waverley	Review on inspection Level of use Informal character maintained Design review Assessment on site	TBC
B3.4	Provide clear delineation between cycleways and pedestrian areas with adequate sight lines, signage and pavement marking.	O	Creating Waverley	Wayfinding experience improved Level of use Assessment on site Community feedback	TBC
B3.5	Provide detailed information on Council's website on accessible compliant public transport links and how to arrive at Waverley Park.	O	Creating Waverley	Increase of website visitation <i>Level of use</i>	TBC
<b>B4. Provide an adequate proportion and distribution of universally accessible facilities connected by accessible paths of travel.</b>					
B4.1	<i>Toilet/shower/change facilities</i> i. Ensure that there are accessible complaint family and unisex toilets in existing toilet facilities.	O	Creating Waverley	Universal design considered Design review <i>Visitor experience</i>	TBC
B4.2	<i>Playspace</i> i. Provide accessible compliant pathway to the Waverley Park playspace. ii. Provide accessible compliant seating with armrests and backrests to the playspace (20 per cent of seats). iii. Provide a minimum of two independent wheelchair spaces (hardstand) set back off the pathway next to seats (1300mm x 800mm). iv. Provide an accessible compliant pathway to one seat to the Waverley Park playspace. v. Provide one seat on a hardstand with backrest and armrests; provide additional hardstand next to seat 1300mm x 800mm to accommodate a wheelchair.	O	Creating Waverley	Universal design considered Design review <i>Visitor experience</i>	TBC
B4.3	<i>Barbecues and Picnic Shelters</i> i. Provide accessible compliant barbecue facilities that are linked to accessible pathways. ii. Provide two accessible compliant picnic shelters and picnic tables with linking pathways, with sufficient hardstand and wheelchair seating spaces.	O	Creating Waverley	Universal design considered Design review <i>Visitor experience</i>	TBC

B4.4	<p><i>Seating and Street Furniture</i></p> <ul style="list-style-type: none"> <li>i. Provide 50 per cent seating in the main park area with backrests and armrests.</li> <li>ii. Increase the amount of shade with seating underneath throughout the park.</li> <li>iii. Provide wheelchair/pram space adjacent to two seats in two different locations on the promenade.</li> <li>iv. Provide seats approximately every 60 metres along the accessible compliant pathway route (set back from footpaths with an allocated hardstand adjacent).</li> <li>v. When upgraded, select street furniture (bollards, bins, seats) that provide adequate luminance contrast with the background surface.</li> <li>vi. Maintain accessible water fountains with hardstands and circulation space.</li> </ul>	O	Creating Waverley	<p>Universal design considered</p> <p>Design review</p> <p>Visitor experience</p>	TBC
<b>B5. Strive to provide universally accessible access to all areas of the park.</b>					
B5.1	<p><i>Park Access</i></p> <ul style="list-style-type: none"> <li>i. Provide highlighting strips on all stairs.</li> <li>ii. Provide tactile ground surface indicators (TGSIs) along the top all stairways in accordance with AS1428.4.</li> </ul>	O	Creating Waverley	<p>Universal design considered</p> <p>Design review</p> <p>Visitor experience</p>	TBC
B5.2	<p><i>Seating Areas</i></p> <ul style="list-style-type: none"> <li>i. Relocate seats adjacent to balustrades as they pose a safety risk.</li> <li>ii. Provide a range of seating options with back- and arm-rests at all seating areas.</li> </ul>	O	Creating Waverley	<p>Universal design considered</p> <p>Design review</p> <p>Visitor experience</p>	TBC



### 6.3. Playing and relaxing

The intent of the Master Plan is to identify improvements to existing sports and recreation infrastructure, such as buildings and park infrastructure that support current activities such as sport, play, leisure and the activities associated with the memorial and quiet reflection parts of the park. There are also some improvements to be made in extending these facilities such as shade, seating, water bubblers and rationalising bins and barbecue stations. Waverley Park is a highly dynamic open space. As with any open space with multiple uses there can be conflict between user groups. The Master Plan seeks to minimise conflict through management strategies and tools such as the Thresholds of Change management model as well as direct actions to avoid future conflict. Existing areas such as the passive open spaces, including the memorial gardens and picnic areas must remain uninhibited by additional infrastructure. The Action Plan below seeks to address these points.



Image: Waverley Park open space

## 6.3.1. Action plan

Cat- ego- ry	Action	Time	Who	Performance targets & measures	\$
C1. Maintain and enhance sports training and related sports uses within Waverley Park					
C1.1	<p><i>Waverley Park recreational use</i></p> <ul style="list-style-type: none"> <li>i. Continue sports club and community group use of Waverley Park sports facilities for sports and related uses.</li> <li>ii. Consider recommendations from Sports Field Improvement Plan Strategy and implement endorsed actions for sports fields.</li> <li>iii. Regular bookings dictate the set-up of the courts. These set-ups remain in place after the bookings. A schedule is provided on the amenity building for community members to check. Currently, when the courts are set up for tennis the basketball hoops are retracted off court. As the courts remain set-up after the booking this means that casual basketball can not be played. Recommend policy change to leave basketball hoops over court during tennis bookings. More ranger enforcement will be required to manage sport change-over.</li> <li>iv. Council to provide direction and guidance to sports clubs on adaptive management framework (Thresholds of Change model) and how this is used to manage use and overuse of sports facilities within Waverley Park.</li> <li>v. Club licences to be renewed in 2024. Licences be reviewed and the success of each be analysed and adjusted as applicable.</li> <li>vi. Continue moratorium on sports club permanent advertising banners around sports fields</li> <li>vii. Extend the weekend hire hours in the licence and hire conditions from 5.00pm to 8.00pm on Fields #1 &amp; #2 to allow for optimised use of the upgraded sports lighting</li> </ul>	O	IS, PS	<p>Level of use</p> <p>Role in district provision</p> <p>Strategic assessment</p> <p>Community feedback</p> <p>Increase in participation</p> <p>Improvements in club governance</p> <p>Development of new programs</p>	E
C1.2	<p><i>Dog access</i></p> <ul style="list-style-type: none"> <li>i. Maintain current off-leash dog controls to Waverley Park.</li> <li>ii. Enforce on-leash only dog access to Field #3.</li> <li>iii. Providing guidance, through on-site signage, to Fenced Off-leash Dog Areas (FOLA) facilities located within the Waverley municipality.</li> </ul>	O	IS, PS	<p>Improved level of compliance</p> <p>Reduction in complaints</p>	E
C1.3	<p><i>Margaret Whitlam Recreation Centre</i></p> <ul style="list-style-type: none"> <li>i. Maintain and enhance the capacity of the Margaret Whitlam Recreation Centre facility to provide for a variety of community group usage.</li> <li>ii. Provide more general community access to the indoor court for bookings for groups that do not have public liability insurance i.e. non-incorporated clubs.</li> <li>iii. Investigate extending alcohol license area on the grassed area above MWRC</li> </ul>	O	IS, PS	<p>Increase in usage</p> <p>Visitor experience</p>	E



C1.4	<p><i>Waverley Park Fitness Use</i></p> <p>Waverley Park will provide a complete fitness experience for the community and will include the following:</p> <ul style="list-style-type: none"> <li>i. Provide a new fitness station in the north-east corner of the park</li> <li>ii. Provide an “intergenerational” older person fitness zone, with a number of elements, in the vicinity of the upgraded playspace</li> <li>iii. Support commercial fitness providers to use the fitness station that does not impact the communities use of the facility.</li> <li>iv. Erect signage at the new fitness facility indicating that preference should be given by commercial fitness providers to community users</li> </ul>	O	IS, PS	<p>Excellence through design</p> <p>Visitor experience</p> <p>Increase in visitation</p>	LTFP
<b>C2. Provide adaptable and flexible spaces to accommodate a variety of interest groups.</b>					
C2.1	<p><i>Waverley Park</i></p> <ul style="list-style-type: none"> <li>i. Provide multi-use facilities where possible that support a number of different uses</li> <li>ii. Provide non-gendered amenity facilities that encourage an increase in participation.</li> <li>iii. Investigate enhancements to sports facilities that also facilitate passive recreational access and use of the park without unduly impacting current usage.</li> <li>iv. Facilitate recommendations from the Sports Field Improvement Plan.</li> <li>v. Make the amenity building near the multi-purpose courts available for all users of the courts, through the EOI process. Hirers to include sports clubs, commercial hirers and other interested parties.</li> </ul>	O	IS, PS	<p>Excellence through design</p> <p>Visitor experience</p> <p>Increase in visitation</p>	E

C2.2	<p><i>Infrastructure Works Schedule</i></p> <ul style="list-style-type: none"> <li>i. Field #1 - Field Upgrade - Full upgrade of surface including the moving of the training practice wickets off the field, full profile redevelopment, lazer level, full turf replacement, as outlined in the Sports Field Improvement Program.</li> <li>ii. Field #2 - Synthetic surface replacement - Replace the synthetic surface on field #2 by 2023, to maintain the FIFA accreditation for the field. Consider Gen4 surface, which provides a synthetic surface without rubber infill, as outlined in the Sports Field Improvement Program.</li> <li>iii. Field #3 - Field Upgrade - Full upgrade of surface including full profile redevelopment, lazer level, full turf replacement, as outlined in the Sports Field Improvement Program.</li> <li>iv. Sports Club Storage - Construction of large sport club storage facility that includes multiple spaces</li> <li>v. Multi-purpose half court and Hit-Up Wall - Construction of multi-discipline half court facility, that will include a tennis hit-up hall, half court for basketball and netball and handball courts</li> <li>vi. Fields #1 &amp; #2 Sports Lighting - Upgrade of sports lighting to 250lux to provide high quality sports lighting for district level sport competitions. Where luminaires are to be replaced seek LED replacements. Where new poles are needed to replace existing poles, or where new poles are required seek base-hinge option.</li> <li>vii. Undertake a full rebuild of the lower netball courts, including 100mm base, retaining wall, root barrier, acrylic surface and the installation of multi-purpose hoops.</li> <li>viii. Extend run-up area and current fencing at the cricket nets in the southern part of the park.</li> <li>ix. Relocate turf cricket training pitches currently situated on Field #1 to the existing fitness zone area on Park Pde.</li> <li>x. Investigate the installation of a Disk Golf course on the hill-top within the Landscape Character area of the park. Consider aligning a natural pathway network around and over the hill-top with the course.</li> <li>xi. Widen the northern gate access to Field #1</li> <li>xii. Provide new shade structure on the eastern side of the multi-purpose courts</li> <li>xiii. Provide safety football netting behind the southern goal on Field #2 (Synthetic).</li> <li>xiv. Upgrade playspace to provide a contemporary play experience</li> <li>xv. Provide inter-generational play/fitness facility within the upgraded playspace</li> <li>xvi. Construct new fitness station in north-east corner of the park</li> </ul>	O	IS, PS	<p>Level of use</p> <p>Role in district provision</p> <p>Strategic assessment</p> <p>Community feedback</p> <p>Increase in participation</p> <p>Improvements in club governance</p> <p>Development of new programs</p>	E
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C2.3	<p><i>Commercial Fitness Providers</i></p> <ul style="list-style-type: none"> <li>i. An ever-increasing number of commercial fitness providers are delivering individual and group fitness services within Waverley Park. This use is governed by the Commercial Fitness Groups and Personal Trainers' Policy and Guidelines (2015).</li> <li>ii. Continue to monitor and manage the commercial fitness activities within the Park</li> <li>iii. Consider implementing a limit to permits provided for Waverley Park</li> <li>iv. Enforce restrictions of commercial fitness providers using the MWRC pavilion steps for training</li> </ul>	O	IS, PS	<p>Review on site</p> <p>Monitor participation</p> <p>Improved level of compliance</p> <p>Reduction in complaints</p>	E
<b>C3. Enable enhanced informal recreational use of Waverley Park such as walking and nature appreciation.</b>					
C3.1	<p><i>Waverley Park</i></p> <ul style="list-style-type: none"> <li>i. Provide adequate facilities to support casual recreational use but avoid enhancements to facilities that could limit long term flexibility or create clashes between user groups.</li> <li>ii. Investigate enhancements that facilitate passive recreational access and use of the park without unduly impacting current usage.</li> <li>iii. Provide lighting on the water reservoir hill to allow for off-leash dog walking and general use after dark</li> </ul>	O	IS, PS	<p>Review on site</p> <p>Review through design</p> <p>Increase in participation</p>	E
C3.2	Enhance passive recreational amenity through the provision of seating and other elements in Waverley Park.	O	IS, PS	<p>Improvement in visitor experience</p> <p>Visitor feedback</p>	E
<b>C4. Provide high-quality amenities and facilities that support users.</b>					
C4.1	<ul style="list-style-type: none"> <li>i. Monitor the provision of facilities across the park to cater effectively for/and support community use.</li> <li>ii. Ensure facility provision and use is compatible with the conservation of natural qualities and character of the park.</li> <li>iii. Ensure that the memorial character of the park is protected and enhanced by the provision of contemporary improvement to the memorial garden and memorials.</li> <li>iv. Consider the current plant palette of the memorial gardens and improve where deemed appropriate.</li> </ul>	O	IS, PS	<p>Review on inspection</p> <p>Review on hold-points</p> <p>Memorial events participation review</p>	E

C5. Prioritise activities that are intrinsic to the place, its cultural values and which complement the physical location.					
C5.1	<p><i>Park Events</i></p> <ul style="list-style-type: none"> <li>i. Do not permit overtly commercial use of the park or allow any high impact events that are inappropriate for the individual location within the park. Do not permit high-impact events as classified in Waverley Council Events Policy 2015.</li> <li>ii. Consider, monitor and if required regulate the impact of events and sports club activities on the more passive areas of the park and its usage, such as impacts on events being conducted or community use of the memorial gardens by events in other parts of the park.</li> <li>iii. Monitor and regulate commercial fitness providers and their regular use of the park, their impact on other users and their impact on the quality and natural enjoyment of the park.</li> </ul>	O	EW	Maintain character Review of events Visitor feedback	E
C5.2	Support occasional community events and not-for-profit organisations hosting charity events in accordance with Waverley Council Outdoor Events Management and Delivery Guidelines, Waverley Council Events Policy 2015, and Waverley Council Venue Hire Grants Program.	O	EW	Review of events Onsite inspections Community feedback	E
C5.3	Plan and implement nature-based play environments and activities within the upgraded playspace as well as within natural areas of the park.	O	EW	Visitor experienced Community feedback	TFP



## 6.4. Enhancing the environment

In planning for the future, the key intrinsic values and character of Waverley Park is the unique natural environment. Consequently, environmental values are at the forefront of any future works in the park and integrate with many proposals identified under other themes and their respective action plans. To date, Council has completed strategic plans and is implementing actions that aim to conserve vegetation and ecosystems within the park and support and improve the existing fauna within the park. This plan of management does not provide actions that relate directly to the management of bushland or vegetation but aims to support these works by aligning the Master Plan and Action Plan with the works scheduled through Councils Biodiversity Action Plans. Council will continue to coordinate, support and engage professional ecologists and liaise with volunteer groups to undertake the actions identified in these environmental and ecological specific plans. There is more work to do, particularly in managing the natural turf fields and vegetation within the park, and in ensuring that recreational use effectively co-exists with the natural environment. That is why Council has outlined its adaptive management framework and Thresholds of Change model within this management plan. Consequently, the master plan and action plan focus on these works.



Image: Waverley Park vegetation

## 6.4.1. Action plan

Cat-ego-ry	Action	Time	Who	Performance targets & measures	\$
<b>D1. Enhance and conserve the natural heritage of the site such as vegetation, landform and hydrology.</b>					
D1.1	i. Support habitat by increasing connectivity and abundance of vegetation within the park and by progressively managing natural systems and natural turf fields. ii. Investigate planting trees along the eastern side of the park, along Park Pde. Conduct soil test to identify any soil contamination before planting.	O	IS, ES, OS	Habitat zones increased Weed % reduced <i>On site assessment</i>	TFP
D1.2	Support recommendations identified in the Sports Field Improvement Strategy.	O	IS, ES, OS	Actions implemented Strategic review	TBC
<b>D2. Monitor and adapt to the effects of climate change and other influences.</b>					
D2.1	Reduce demand for potable water for management of sport and recreational grassed areas within the park.	O	IS, ES, OS	Potable water use reduced <i>Assess usage</i>	TBC
D2.2	Design buildings and landscape works to consider environmental sustainability and adaptation to future climatic conditions.	O	IS, ES, OS	Review on inspection Designs meet objectives Quality of access improved Level of use Assessment on site	TBC
D2.3	Use Thresholds of Change model to identify thresholds and triggers where climate change is negatively impacting the natural systems within the park	O	IS, ES, OS	Review on inspection Implement adaptive strategies <i>Community feedback</i>	TBC
D2.4	Install irrigation systems, such as drip systems and improve drainage that mitigates climate change impacts as well as provide an adaptive management strategy to climate change.	O	IS, ES, OS	Potable water use reduced <i>Assess usage</i>	TBC
<b>D3. Manage park use and access to areas of environmental sensitivity</b>					
D3.1	Use the Thresholds of Change model to monitor and management overuse within the park, especially on the natural turf sports fields.	O	IS, ES, OS	Review on inspection Implement adaptive strategies <i>Community feedback</i>	TBC

D3.2	Use natural vegetation buffers between park zones to assist with access management and to enhance habitat values as well as providing wildlife corridors for movement of wildlife both internal and external to the park.	O	IS, ES, OS	Review on site Increase vegetation <i>Community feedback</i>	TBC
D3.3	Develop a management strategy, based on monitoring and adaption that restricts access to areas of the park that have been impacted by external factors such as climate change and internal factors such as overuse	O	IS, ES, OS	Review on site <i>Community feedback</i>	TBC
D3.4	Use select planting to manage access to sensitive areas within the park	O	IS, ES, OS	Review on site Increase vegetation <i>Community feedback</i>	TBC
D3.5	Extend the native indigenous vegetation screen of plantings along Park Pde to provide a buffer between the street and the park	O	IS, ES, OS	Review on site Increase vegetation <i>Community feedback</i>	TBC
<b>D4. Promote environmentally sustainable practices in the management and maintenance of the place.</b>					
D4.1	Manage natural turf fields in a sustainable way that includes reduction of chemicals and the reduction of water use for irrigation.	O	IS, ES, OS	Conditions improved Potable water use reduced <i>Assess status</i>	TBC
D4.2	Use sustainable materials such as recycled softfall or natural materials to reduce impact and degradation of the park ecosystem.	O	IS, ES, OS	Review on inspection Implement adaptive strategies <i>Community feedback</i>	TBC
D4.3	When considering the installation of synthetic surfaces and material develop a long-term replacement strategy that ensures synthetics do not end up in landfill.	O	IS, ES, OS	Strategy developed Measure implemented Review on inspection	TBC
D4.4	Conduct a sport field irrigation audit to ensure irrigation systems are working correctly.	O	IS, ES, OS	Conditions improved Potable water use reduced <i>Assess status</i>	TBC
D4.5	Develop staged replacement program for the aging Monterey Pine trees ( <i>Pinus radiata</i> ) in the park to ensure the main food source for the visiting Black Cockatoos is maintained.	O	IS, ES, OS	Strategy developed Measure implemented Review on inspection	TBC



D5. Consider whole of life-cycle cost in the selection of materials and construction techniques.					
D5.1	Explore options for the improvement and implementation of environmental sustainability through measures such as site design, layout and building design:  i. Consider the use of local materials in the construction of buildings and infrastructure ii. Design buildings with the local climatic conditions in mind, with consideration of local heating and cooling requirements iii. Minimise impact on the environment through appropriate footprint design and techniques.	O	IS, ES, OS	Sustainability performance improved  Potable water use reduced  Energy use managed  <i>Assessment of environmental performance</i>	TBC
D6. Educate the community about the value of the site's unique environment.					
D6.1	Support programs that provide environmental education on-site.	O	IS, ES, OS	Awareness and understanding improved  Community feedback	TBC
D6.2	Incorporate environmental information on promotional materials and signs.	O	IS, ES, OS	Awareness and understanding improved  Presence of signage and availability of promotional material  Community feedback	TBC
D7. Educate the community on the value of adaptive management through the Thresholds of Change model					
D7.1	Support systems that educate the community on the nature of adaptive management and the use of the Thresholds of Change model and the impact on park use of this approach.	O	IS, ES, OS	Awareness and understanding improved  Community feedback	TBC
D7.2	Educate the community and user groups of the carrying capacity of each individual component of the park and the measures that Council will be taking to manage the park through identifying each threshold and restricting use to meet that carrying capacity.	O	IS, ES, OS	Awareness and understanding improved  Community feedback	TBC

## 6.5. Community, culture and heritage

Waverley Park is the premier open space in Waverley and so presents a unique suite of cultural heritage qualities that need to be effectively conserved and managed. There is also significant potential to add to and enhance the recreational experience of the park, through the expression and celebration of those heritage qualities. The plan of management aims to reveal the site's heritage values by integrating interpretative mediums to draw attention to, and explain the origins and heritage value of, the heritage items within the park, along with the historic connection that the Waverley community has with the park. Each heritage feature in the park has potential to be interpreted as part of a coordinated approach that places individual elements in the broader natural contexts of the natural environment, Aboriginal cultural heritage and European cultural heritage. The heritage approach to the park should be multi-layered and should explain the integration between the natural, Aboriginal and European narratives. Potential to plan and implement interpretive "events" that provide an ephemeral but impactful awareness of heritage values with the community should also be explored as part of the heritage interpretation approach. Additionally, the Plan recommends to continue supporting existing and future community uses and groups that benefit from the site and its facilities. Heritage conservation, management and interpretation must be undertaken in consideration of the overall value of the park and its heritage to the community.

Involve the local community and Traditional Owners with interpreting the area's historic heritage, encourage participation as tour guides, and record the community's knowledge of heritage values, stories and connections.

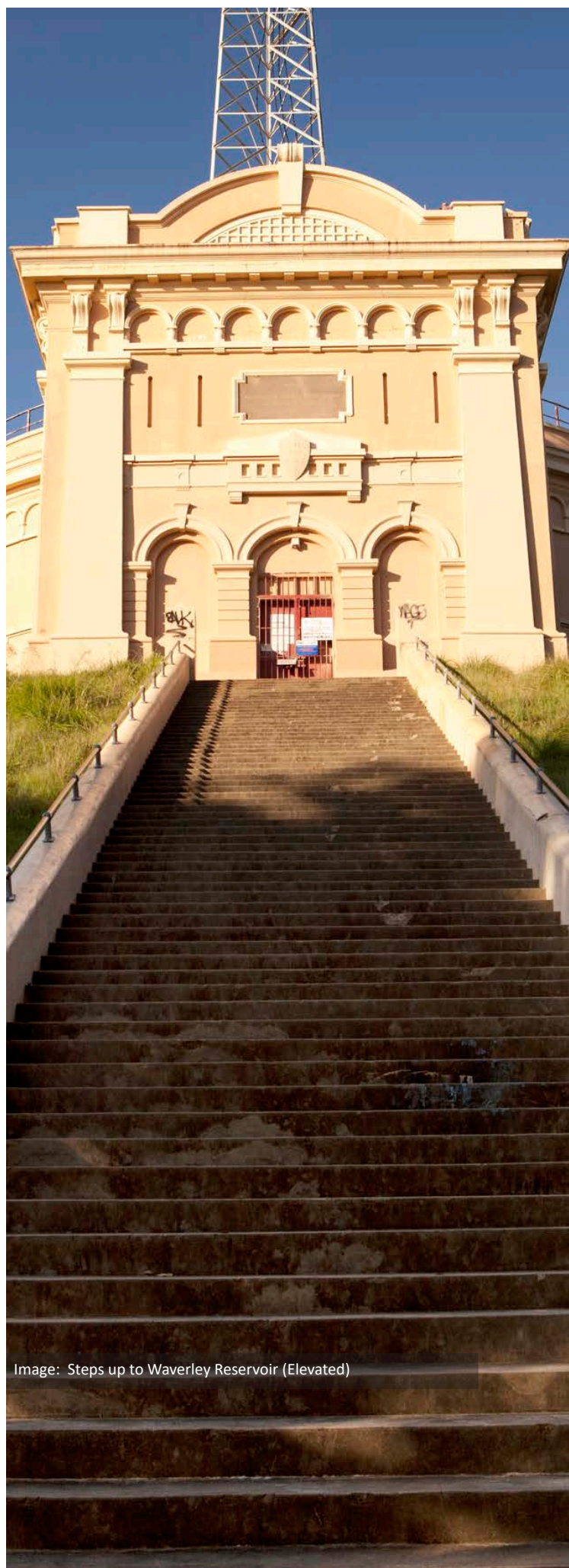


Image: Steps up to Waverley Reservoir (Elevated)

## 6.5.1. Action plan

Cat-ego-ry	Action	Time	Who	Performance targets & measures	\$
<b>E1. Interpret and tell the story of the place, including Aboriginal themes and storylines.</b>					
E1.1	Develop an integrated approach to signage on the site that integrates wayfinding with interpretation.	M	IS	Review on site Develop wayfinding program Engage with Aboriginal community	TBD
E1.2	Continue consultation with the La Perouse Local Aboriginal Land Council on matters such as conservation and interpretation.	O	CS	Effective Aboriginal community engagement <i>Consultation occurs</i> <i>Consultation evaluated</i>	E
E1.3	Provide information on the Indigenous heritage of the area and incorporate these stories within the existing Waverley heritage trails network.	M	UPPS, IS	Effective Aboriginal community engagement <i>Signage developed</i>	TBD
E1.4	Integrate natural and cultural heritage themes.	M	UPPS, CS	Review themes Implement & review	BD
E1.5	Enhance historic heritage experiences with visitor information and the interpretation of key stories and theme.	M	UPPS, CS	Review on site Update information <i>Increase visitation</i>	TBD
E1.6	Recognise the importance of documents, materials and collections held elsewhere as part of Waverley Park's cultural heritage and significance and their potential role in interpretation.	M	UPPS, CS	Recordings undertaken and maintained <i>Monitor records</i>	TBD
E1.7	Involve the local community and Traditional Owners with interpreting the park's historic heritage, encourage participation and record the community's knowledge of heritage values, stories and connections	M	CS	Effective Aboriginal community engagement <i>Monitor records</i>	E
<b>E2. Strengthen and express the cultural values of the site through supporting community groups and activities.</b>					
E2.1	Continue Council's bushcare program, providing materials and volunteer support and training.	O	ES	Bushcare continues <i>Ongoing activity</i>	E
E2.2	Continue to support the sports clubs and community activity groups who use the park and facilities.	O	PS	Use continues <i>Review of use</i>	E



E3. Ensure the cultural landscape is expressed in the design and management of the site.						
E3.1	Ensure the visual setting of the park are conserved by considering the overall landscape character of the park when assessing and/or designing new development or rebuilding existing infrastructure in the park.	O	IS	Character maintained <i>Design review</i>	TBD	
E4. Conserve and maintain the heritage fabric of the park.						
E4.1	<p><i>Approach</i></p> <ul style="list-style-type: none"> <li>i. The heritage significance of Waverley Park is conserved and managed for future generations.</li> <li>ii. The full range of identified and potential heritage values will be considered, including natural and cultural.</li> <li>iii. The park will be managed as a continuous and integrated cultural landscape.</li> <li>iv. Any works on the ground will be guided by heritage inputs</li> <li>v. Any physical works proposed shall be assessed to mitigate and manage material impact. A heritage impact statement is required for any works proposed in the park.</li> </ul>	O	UPPS	Heritage elements conserved and appreciated <i>Design review</i> <i>Heritage review</i> <i>On site assessment</i>	TBD	
E4.2	<p><i>Conserve heritage significance</i></p> <ul style="list-style-type: none"> <li>i. Undertake a cautious approach - change as little as possible.</li> <li>ii. Avoid constructions that would adversely affect the heritage significance of Waverley Park.</li> <li>iii. Regularly inspect heritage items to assess condition and identify any actions required.</li> <li>iv. Use most recent technologies to record engravings and monitor condition periodically.</li> <li>v. Prepare conservation strategies for individual heritage items where significant change is proposed.</li> <li>vi. The natural, cultural and social values of the parks should be weighted equally.</li> <li>vii. Enhance presentation and public appreciation of heritage values.</li> </ul>	O	UPPS	Heritage elements conserved and appreciated <i>Design review</i> <i>Heritage review</i> <i>On site assessment</i>	TBD	
E4.3	<p><i>Engage with community</i></p> <ul style="list-style-type: none"> <li>i. The coexistence of Aboriginal and historical values needs to be considered and given equal weight during planning.</li> <li>ii. The significant associations between the place and people who value the place need to be respected and retained not obscured.</li> </ul>	O	UPPS	Effective Aboriginal community engagement <i>Consultation occurs</i> <i>Consultation evaluated</i>	TBD	
E4.4	<p><i>Encourage research and enquiry</i></p> <ul style="list-style-type: none"> <li>i. Facilitate and encourage engagement and involvement of people for who the parks have significant association and meaning.</li> <li>ii. Understand the research potential of various heritage elements within the parks.</li> </ul>	O	UPPS	Research encouraged Research potential optimised <i>Monitor research</i>	TBD	
E4.5	<p><i>Keep good records</i></p> <ul style="list-style-type: none"> <li>i. Where changes or works are undertaken, ensure decisions are recorded and made available.</li> </ul>	O	UPPS	Recording undertaken and maintained <i>Monitor records</i>	TBD	

E4.6	<p><i>A continuous cultural landscape</i></p> <ul style="list-style-type: none"> <li>i. As per E1.1, manage as a continuous cultural landscape - explore potential physical connections between the parks.</li> <li>ii. The visual relationships between the parks, including views and landscape, should be protected and enhanced.</li> </ul>	O	UPPS	<p>Physical links optimised</p> <p>Visual links optimised</p> <p><i>Monitor on site</i></p>	TBD
E4.7	<p><i>Heritage listings</i></p> <ul style="list-style-type: none"> <li>i. Update Waverley LEP Heritage Map and schedule 5 with current information to remove duplicate sites and adjust location of known items.</li> <li>ii. Visual relationship between the parks, including views and landscape, should be protected and enhanced.</li> <li>iii. Register the war memorials with the formal memorial gardens on the Australian War Memorial's <i>Places of Pride</i> register</li> </ul>	O	UPPS	<p>LEP updated</p> <p>Visual links conserved</p> <p><i>Design review</i></p> <p><i>Monitor on site</i></p> <p>Registration undertaken</p>	TBD

## 6.6. Management and maintenance

Maintenance responsibilities of Waverley Park currently lies with Council. The maintenance of the main oval, Field #1 is sub-contracted. Waverley Park has a high level of visitation placing immense pressure on park services and maintenance requirements. The plan proposes to review some of the current management and maintenance practices for the park with the intent of ensuring the safety of park users, a high level of maintenance, and the reduction of visual clutter associated with garbage services and vehicle access.

Some service infrastructure such as the park's storage area, irrigation system, and bin collection zone also require repair or replacement. When these assets are replaced it must be ensured they meet current and future requirements and, where possible be low maintenance.



Image: Grandstand overlooking Waverley Oval



## 6.6.1. Action plan

Item	Performance target actions	Time	Who	Performance targets & measures	\$
<b>F1. Manage and maintain the park's natural ecosystem</b>					
F1.1	Maintain the natural ecosystems within the park as a whole system, seeing each individual component, such as sports fields, flora and fauna as being part of the whole ecosystem services offered and understanding that Waverley Park is one part of a whole green system within the larger Waverley municipality.	s	IS, PS	Maintenance of natural systems, including turf fields to an identifiable standard of service	TBD
<b>F2. Ensure that the park environment is safe for users at all times.</b>					
F2.1	<i>Shared use of common areas of park</i> Maintain and promote awareness of the cooperative use of the common areas of the park.	S	IS, PS	Shared use promoted	TBD
F2.2	Ensure safety is considered in all design projects with the park and buildings and continue to work with relevant stakeholders to address safety concerns.	S	IS, PS	Function and safety improved Design review On site monitoring	TBD
F2.3	<i>Safety through design</i> Ensure that the four main design principles of the Crime Prevention Through Environmental Design (CPTED) framework are applied throughout the park, including: i. Natural surveillance – spaces are designed so that people and spaces can be seen ii. Access control – built space mechanisms used to control movement iii. Territorial Reinforcement – visitors have a sense of ownership of the space iv. Space management – the space is well maintained and inviting v. Provide natural and passive surveillance throughout the park by enhancing or installing new security lighting.	S	IS, PS	Function and safety improved Design review On site monitoring	TBD

F3. Consider the capacity of the landscape when identifying management strategies.					
F3.1	<p><i>Capacity Management strategies</i></p> <p>Management and mechanisms are based on the capacity of the ecosystems within the park. Identify the thresholds of change for each of the main ecosystems with the park, including:</p> <ul style="list-style-type: none"> <li>i. Natural sports fields</li> <li>ii. Synthetic sports surfaces, including synthetic grass and acrylic surfaces</li> <li>iii. Softfall where it is installed, such as on playspaces, cricket nets etc</li> <li>iv. Natural tactile surfaces were used on paths</li> <li>v. Flora ecosystems, such as plantings, trees, gardens</li> <li>vi. Use these thresholds to manage each ecosystem within their individual thresholds to maintain the element at its optimum and to maintain community confidence in the overall space.</li> </ul>	S	IS	Maintenance of natural systems, including turf fields to an identifiable standard of service	TBD
F4. Ensure facilities are well-maintained and appropriately serviced.					
F4.1	As part of collaboration with resident clubs develop an arrangement where all parties are able to communicate their specific requirements for their respective space.	S	PS	Effective and sustainable park maintenance Assessment of maintenance	TBD
F4.2	Continue to invest in stormwater harvesting on all new structures and retrofit water harvesting to existing buildings, towards improving natural turf surfaces and gardens within the park.	M	ES, MP, PS	Water harvesting contributes to site water supply Assessment / monitoring	LTFP
F4.3	Continue to monitor waste management within the park and in particular the potential for enhanced rubbish management in Waverley Park.	O	ES, IS	Sustainable waste management Monitoring	LTFP
F4.4	Continue to document maintenance regime to buildings and implement.	O	PS	Effectiveness and cost Monitoring	E
F4.5	Continue to undertake, improve and enhance the regular planned maintenance program for the parks.	O	OS	Effectiveness and cost Monitoring	E
F4.6	Ensure a continual upgrade of grassed areas, entries, signage vegetation and other park assets in line with Strategic Asset Management Plan.	O	IS	Quality of park use Effectiveness and cost Monitoring	E
F4.7	Undertake reactive maintenance of the park such as graffiti removal.	O	IS	Quality of park use Effectiveness and cost Monitoring	E
F4.8	Plan, design and install sandstone steps on the south-eastern side of the water reservoir embankment to decrease erosion from park visitors walking up the slope	O	IS	Quality of park use Effectiveness and cost Monitoring	E

F5. Review and reinforce compliance and regulations that enable a range of users to enjoy the park safely.					
F5.1	Continue to monitor the use of the dog off-leash areas. Undertake any necessary campaigns to educate dog-owners about regulations and responsibilities. Enforce regulations as required.	O	IS, HRRS	Sustainable use Monitoring Community liaison	E
F5.2	Integrate compliance signage with a signage and wayfinding strategy and update signs accordingly. Ensure the relevant information to allow for practicable enforcement of regulations, such as timed dog off leash.	M	IS	Effective awareness and understanding Monitoring Community liaison	TBD
F5.3	Review, monitor, and actively enforce the commercial fitness groups' and personal trainers' lease agreements and agreed use of the park to manage and reduce wear and tear on the lawn and park infrastructure, and to ensure groups comply with the agreement terms.	O	EW	Sustainable use Monitoring Community liaison	E
F5.4	Formulate and promote a regular program of court set-up for the multi-purpose courts that ensures a mix of uses on each court that allows for general community use.	O	EW	Sustainable use Monitoring Community liaison	E
F6. Manage vehicle access in the park.					
F6.1	Maintain current vehicular and emergency access to main parts of the park, namely sports fields and courts.	S	IS	Access available Monitoring	TBD
F6.2	Investigate emergency and service vehicle access to Field #1 and upgrade if required	S	IS	Access available Monitoring	TBD



## 6.7. Community land management

As specified in the LG Act S36 (3A) (a) and (b) a plan of management that applies to just one area of community land:

- (a) must include a description of:
  - i. the condition of the land, and of any buildings or other improvements on the land, as at the date of adoption of the plan of management, and
  - ii. the use of the land and any such buildings or improvements as at that date, and
- (b) must:
  - i. specify the purposes for which the land, and any such buildings or improvements, will be permitted to be used, and
  - ii. specify the purposes for which any further development of the land will be permitted, whether under lease or licence or otherwise, and
  - iii. describe the scale and intensity of any such permitted use or development.

The purposes for which the land, buildings and improvements, including future development, will be permitted to be used are based upon and support the reserves purposes of public recreation, the objectives of the reserve community land categories, and the uses as detailed in this plan of management and master plan.

Council Waverley Park management, including administration and maintenance facilities and services, will be permitted throughout the reserve and may involve the exclusion of the general public for safety and service delivery reasons.

The scale and intensity of uses of permitted uses and developments will be governed by this plan of management once adopted, Council's Events and Community Facilities policies, Council's lease, licence or other estates approval policies and procedures, any regulations about permitted or non-permitted activities, and any Council approvals under S68 of the LG Act and or Council's development consents and approvals as a determining authority under the Environmental Planning and Assessment Act 1979.

The specific purposes and description of uses in leases, licences and other estates is set out in Section 9.8: Lease, licence and other estates authorisation.

The purposes generally include:

- Public recreation - recreation, leisure, health and fitness, community and cultural facilities, uses and events, food and beverage outlets, mobile vendors, recreation, leisure and sporting hire and or retail fitness, health and well-being classes or training, major public events and associated supporting activities, commercial or community filming and photography; and
- Community uses - surf lifesaving facilities, uses, events and services, community theatre, arts and crafts with associated training and education, music rehearsal and studio and associated activities, Bondi Park and Beach visitor information and associated goods and services and storage.

### 6.7.1. Land Categorisation

It is a requirement of the LG Act to categorise land as per s.36(4). Waverley Park has been categorised in accordance with the guidelines set out in Section 11, 12 and 14 of the Local Government Regulation 1999. The proposed categories for this Plan of Management are described in the table.

The community land categories across the reserve are:

- Park
- General Community Use
- Sportsground

These three categories are described in the adjoining table.

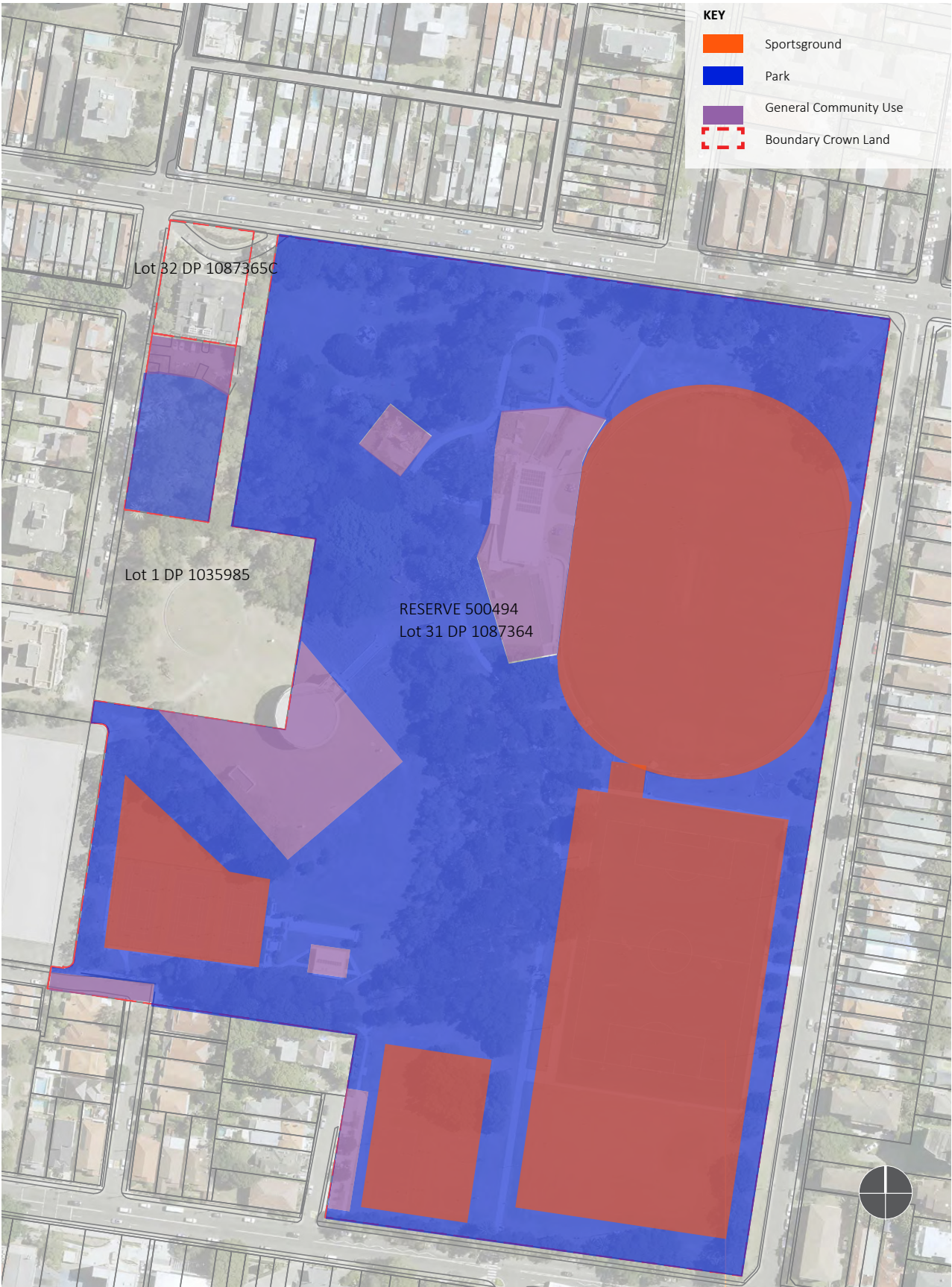


Figure 6.2 Crown Land Categorisation

Reserve/ Dedication	Purpose(s)	Categorisation	Justification
Waverley Park 500494	Public Park Public Recreation	Park Sportsground General Community Use Area of Cultural Significance	<p>The area categorised as Park is used for active and passive recreation including:</p> <ul style="list-style-type: none"> <li>• A district size playground primarily catering to residents within a 1km catchment area.</li> <li>• A public fitness station for casual use</li> <li>• Memorial gardens</li> <li>• Open grassy areas</li> <li>• Path systems and stairs to safely traverse level changes within the park</li> <li>• Community Gardens</li> <li>• Groves of mature trees</li> </ul> <p>The areas categorised as <b>Sportsground</b> are used primarily for active recreation involving organised sports and playing outdoor games and includes:</p> <ul style="list-style-type: none"> <li>• Waverley Oval</li> <li>• Waverley Synthetic Field</li> <li>• 3 Netball courts</li> <li>• 3 Multi-purpose Courts</li> <li>• Cricket Nets</li> <li>• Training field</li> </ul> <p>These areas are primarily used for active recreation and are regularly booked by sports clubs for competition and training purposes.</p> <p>The areas categorised as <b>General Community Use</b> are</p> <ul style="list-style-type: none"> <li>• Margaret Whitlam Recreation Centre</li> <li>• Carpark South of the netball courts</li> <li>• facilitating the park and sport fields.</li> <li>• Carpark behind Council chambers facilitating Council chambers, the park and sports field.</li> <li>• Part of Waverley Elevated</li> <li>• Reservoirs owned by Sydney Water.</li> <li>• Community room and amenity building</li> </ul>



The core objectives for these categories are set out in the table below.

### Community land categories, guidelines and core objectives

Table 6 1 Community land management categorisation

Community land category	Local Government Regulation 2005 Guidelines for categorisation	Local Government Act 1993 (Ss.36G, 36I, 36N) Core objectives for community land categories
Natural area - bushland	<ul style="list-style-type: none"> <li>Land that is categorised as a natural area should be further categorised as bushland under section 36(5) of the Act if the land contains primarily native vegetation and that vegetation:</li> <li>is the natural vegetation or a remainder of the natural vegetation of the land, or</li> <li>although not the natural vegetation of the land, is still representative of the structure or floristics, or structure and floristics, of the natural vegetation in the locality.</li> </ul> <p>Such land includes:</p> <ul style="list-style-type: none"> <li>bushland that is mostly undisturbed with a good mix of tree ages, and natural regeneration, where the understorey is comprised of native grasses and herbs or native shrubs, and that contains a range of habitats for native fauna (such as logs, shrubs, tree hollows and leaf litter), or</li> <li>moderately disturbed bushland with some regeneration of trees and shrubs, where there may be a regrowth area with trees of even age, where native shrubs and grasses are present in the understorey even though there may be some weed invasion, or</li> <li>highly disturbed bushland where the native understorey has been removed, where there may be significant weed invasion and where dead and dying trees are present, where there is no natural regeneration of trees or shrubs, but where the land is still capable of being rehabilitated.</li> </ul>	<p>The core objectives for management of community land categorised as bushland are:</p> <ul style="list-style-type: none"> <li>to ensure the ongoing ecological viability of the land by protecting the ecological biodiversity and habitat values of the land, the flora and fauna (including invertebrates, fungi and micro-organisms) of the land and other ecological values of the land, and</li> <li>to protect the aesthetic, heritage, recreational, educational and scientific values of the land, and</li> <li>to promote the management of the land in a manner that protects and enhances the values and quality of the land and facilitates public enjoyment of the land, and to implement measures directed to minimising or mitigating any disturbance caused by human intrusion, and</li> <li>to restore degraded bushland, and</li> <li>to protect existing landforms such as natural drainage lines, watercourses and foreshores, and</li> <li>to retain bushland in parcels of a size and configuration that will enable the existing plant and animal communities to survive in the long term, and to protect bushland as a natural stabiliser of the soil surface.</li> </ul>
Natural area – escarpment	<p>Land that is categorised as a natural area should be further categorised as an escarpment under section 36(5) of the Act if:</p> <ul style="list-style-type: none"> <li>the land includes such features as a long cliff-like ridge or rock, and</li> <li>the land includes significant or unusual geological, geomorphological or scenic qualities.</li> </ul>	<p>The core objectives for management of community land categorised as an escarpment are:</p> <ul style="list-style-type: none"> <li>to protect any important geological, geomorphological or scenic features of the escarpment, and</li> <li>to facilitate safe community use and enjoyment of the escarpment</li> </ul>

Natural area – foreshore	Land that is categorised as a natural area should be further categorised as foreshore under section 36(5) of the Act if the land is situated on the water's edge and forms a transition zone between the aquatic and terrestrial environment.	<p>The core objectives for management of community land categorised as foreshore are:</p> <ul style="list-style-type: none"> <li>to maintain the foreshore as a transition area between the aquatic and the terrestrial environment, and to protect and enhance all functions associated with the foreshore's role as a transition area, and</li> <li>to facilitate the ecologically sustainable use of the foreshore, and to mitigate impact on the foreshore by community use.</li> </ul>
Park	Land should be categorised as a park under section 36(4) of the Act if the land is, or is proposed to be, improved by landscaping, gardens or the provision of non-sporting equipment and facilities, for use mainly for passive or active recreational, social, educational and cultural pursuits that do not unduly intrude on the peaceful enjoyment of the land by others.	<p>The core objectives for management of community land categorised as a park are:</p> <ul style="list-style-type: none"> <li>to encourage, promote and facilitate recreational, cultural, social and educational pastimes and activities, and</li> <li>to provide for passive recreational activities or pastimes and for the casual playing of games</li> <li>to improve the land in such a way as to promote and facilitate its use to achieve the other core objectives for its management</li> </ul>
General community use	<p>Land should be categorised as general community use under section 36(4) of the Act if the land—</p> <ul style="list-style-type: none"> <li>may be made available for use for any purpose for which community land may be used, whether by the public at large or by specific sections of the public, and</li> <li>is not required to be categorised as a natural area under section 36A, 36B or 36C of the Act and does not satisfy the guidelines under clauses 102–105 for categorisation as a natural area, a sportsground, a park or an area of cultural significance.</li> </ul>	<p>The core objectives for management of community land categorised as general community use are to promote, encourage and provide for the use of the land, and to provide facilities on the land, to meet the current and future needs of the local community and of the wider public—</p> <ul style="list-style-type: none"> <li>in relation to public recreation and the physical, cultural, social and intellectual welfare or development of individual members of the public, and</li> <li>in relation to purposes for which a lease, licence or other estate may be granted in respect of the land (other than the provision of public utilities and works associated with or ancillary to public utilities).</li> </ul>

Source:

Guidelines for categorisation: *Local Government Regulation 2005*

Core objectives for community land categories: *Local Government Act Amendment 1993*

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## 6.8. Lease, licence and other estates authorisation

This Plan of Management, and the accompanying table: Authorisation of Leases, Licences and Other Estates, expressly authorises the following leases, licences and other estates, subject to the provisions of the LG Act, Part 2, Division 2, Ss.45 and 46, 46a to 47d and being consistent with the core objectives of the community land categories assigned to the Crown land, as well as the Crown reserve purpose.

The grant of any tenures, such as tenure terms and limits, tendering, and notification and approvals, will be subject to the provisions of Part 2, Division 2 of the LG Act.

Public events are defined as being events that are open to the general public and are subject to Council's Community Strategic Plan, or Events or Community Facility policies, and may require Council approval or authorisations.

Waverley Park (Crown reserve D500494) is a Crown reserve for the gazetted purpose of 'Public Recreation'.



Image: Margaret Whitlam Recreation Centre

**Table: Express leave, licence and other estates**

Tenure Type	Tenure Purposes	Description	Category Area	Specific Areas (if required)	Current or Future Use
Lease or licence	Recreation, leisure, health and fitness, community events	Hireable community spaces for recreational classes or ad hoc community functions and events	General Community Use	As detailed in individual licence	Future use
Lease or licence	Food and beverage outlets	Cafes, kiosks – without liquor licence with outdoor dining	General Community Use	As detailed in individual licence	Future use
Lease or licence	Food and beverage outlets	Cafes or restaurants including outdoor dining (with liquor licence)	General Community Use	As detailed in individual licence	Future use
Licence	Storage	Management of storage lockers	General Community Use	As detailed in individual licence	Future use
Lease	Home club facilities	Clubhouse activities and ancillary services, including function and training space, kiosk, merchandise sales and equipment storage	General Community Use	As detailed in individual licence	Current use
Lease	Storage for Clubs	Storage of lessee's sporting equipment	General Community Use and Park	As detailed in individual licence	Current use
Licence	Fitness, health and well-being classes or training	Individual lessons or classes for health, fitness or well-being	Park, General Community Use	As detailed in individual licence	Current use
Licence	Mobile vendors	Goods and services ancillary to public recreation and Bondi Park: ice cream, water, juice sales, coffee, massage, sun protection, beach and water equipment hire	Park, General Community Use,	As detailed in individual licence	Current use
Event Licences	Major public events and associated and supporting activities	Hallmark (NSW Government status), State and National recognised events  Public events which align with Councils Community Strategic Plan and are subject to Council approval	Park, General Community Use,	As detailed in individual licence	Current use
Licence	Commercial or community filming and photography	Commercial or community production of films and photographs without any permanent structures	Park, General Community Use,	As detailed in individual licence	Current use

**Other estate**

This Plan of Management allows the council to grant 'an estate' over community land for the provision of public utilities and works associated with or ancillary to public utilities in accordance with the LG Act.	Estates may also be granted across community land for the provision of pipes, conduits, or other connections under the surface of the ground for the connection of premises adjoining the community land to a facility of the council or other public utility provider that is situated on community land.
---	--

*General and ad hoc short-term or casual licences: as issued ad hoc with Council formal application process, permissions and/or approvals*

*(LG Act, S.46, LG (General) Regulation, Cl. `117, and CLM Act Ss. and 3.17, CLM Regulation Cl. 31*

Park	General Community Use	Sportsfields
community events and festivals	publicly accessible functions (including commemorative functions, book launches, film releases, balls, and similar activities)	mobile beach equipment, goods and services hire
hiring of equipment	public event-based social purposes (including child care, vacation care)	temporary erection or use of any building or structure necessary to enable a filming project to be carried out
playing a musical instrument, or singing for fee or reward, including busking	exhibitions, functions and catering	scientific studies and surveys or similar
filming, including for cinema/television	concerts and other performances, including both live performances and film (cinema and TV)	community, training or education
conducting a commercial photography session	broadcasts associated with any event, concert, or public speech	environmental protection, conservation or restoration or environmental studies
public performances	public speeches, meetings, seminars and presentations, including educational programs	short term erection of temporary structures ancillary to Hallmark (State Government), State and National recognised events
engaging in trade or business ancillary to, or supportive of public recreation	engaging in trade or business ancillary to, or supportive of public recreation	small pop-up marquees for community events, licensed vendors, environmental activities and festivals
delivering a public address	delivering a public address	site investigations
mobile public health services, e.g: Blood Bank, Mammogram, community health	community events and festivals	access through a reserve
fairs, markets, auctions and similar activities	fairs, markets, auctions and similar activities	emergency occupation
catering	advertising consistent with the reserve use and purposes	
advertising consistent with the reserve use and purposes	limited commercial promotional events for recreation or leisure activities	
environmental protection, conservation or restoration or environmental studies	community, training or education	
short term erection of temporary structures ancillary to Hallmark (State Government) , State and National recognised events	environmental protection, conservation or restoration or environmental studies	
Small pop-up marquees for community events, licensed vendors, environmental activities and festivals	short term erection of temporary structures ancillary to Hallmark (State Government), State and National recognised events	
site investigations	small pop-up marquees for community events, licensed vendors, environmental activities and festivals	
access through a reserve	site investigations	
emergency occupation	access through a reserve	
	emergency occupation	



## 6.9. Compliance restrictions

Compliance and regulation in open spaces such as parks, reserves, urban centres and beaches are an important part of keeping the community safe and our environmental assets clean and sustainable.

Regulations of permitted or prohibited activities should be outlined in Council's plans of management and on Council's website. Compliance information is also currently found on park signs.

The following activities are prohibited in Waverley Park based on Council's revised compliance framework for parks dated February 2019:

- no portable barbecues or open fires
- no camping.
- No dogs off-leash except in areas indicated on on-site signs and maps





# Implementation and Funding

7



## 7. Implementation and funding

### 7.1. Funding sources

Funding for implementing the plan of management will either be allocated for future upgrade works (capital works) or maintenance and management of the park. Funding for the management and maintenance is currently provided through Council's annual budget allocation.

To fund the proposed upgrade works Waverley Council plans to set aside capital works funds in future years that will cover a number of the proposals in the shorter-term plan.

Council's budget for the plan of management is not expected to accommodate all proposals in the short- or long-term plan. Additional funding options that may be investigated include:

- state and federal grants
- voluntary planning agreements
- section 7.11 planning contributions
- partnerships with community groups or businesses.

The amount of funding through these streams is difficult to anticipate as it is dependent on development and grant programs. Regardless of the type of current or future enterprises, Council must also ensure that legitimate costs of upgrading the park are recouped wherever possible.

### 7.2. Performance indicators

To effectively implement the action plan, performance indicators are required to demonstrate that the desired outcomes from the plan have been achieved.

The action plan identifies suggested performance targets and measures for each action. In addition, the following methods can supplement and complement the monitoring of progress and performance of the action plan:

- Surveys: carry out surveys and questionnaires periodically (approximately every five years), accompanied by a survey of user numbers in various parts of the area. This survey should be qualitative and quantitative. This survey should establish any changes in park usage, visitor experience and perceptions, etc. Additionally, online surveys could be undertaken to request feedback on the implementation of particular programs and management strategies.
- Register of correspondence: review of letters, emails and community requests received each year (positive and negative) on various subjects related to the site. This register can be used to indicate general trends, changes in issues, opportunities and the management of the space.
- Photographic survey: taken at key and consistent locations every five years to establish degrees of change (either positive or negative). This could be compared with aerial photographs reviewed every five years.

### 7.3. Review and monitoring

If the plan of management is to remain relevant in the future it is essential that its implementation is reviewed on a regular basis to ensure any relevant changes are incorporated.

Changes that may need to be addressed include new legislation, changes in community values, project priorities, funding resources and new opportunities for future upgrades.

Given that community expectation and requirements change over time, this plan also needs to have some flexibility to adapt to any changes of circumstance.

It is recommended that the plan be reviewed in the following sequences and time spans:

- Annually; review progress and delivery of action plan
- Every two years: review management and administration structures and update priorities
- Every five years: undertake a major review of all values based on revised analysis of issues and amended planning legislation. Review outcomes against survey information, photographic record and register of correspondence.
- Every ten years: review the plan of management, or
- As directed by the Department of Planning, Industry & Environment, who are the responsible agency for the Crown Land Management Act (2016) which governs the development of all management plans.
- In addition, in accordance with the Native Title Act any native title claims that affect the planning area

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# Waverley Social and Affordable Housing Program and Portfolio Review – Final Report

Waverley Council

23 | 04 | 2021







# Onto<sup>it</sup>.

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# Executive Summary

## Introduction

SGS Economics & Planning and Ontoit (infrastructure advisory and asset management specialists) have been engaged to work with Waverley Council to undertake a holistic review of the Waverley Social and Affordable Housing Program and Asset Portfolio. The need for the review was identified as an action in the Waverley Council Property Strategy 2020-2024. This review is also being undertaken in the context of Council's long-standing commitment to the provision of affordable and social housing in the LGA, continued issues with housing affordability in the area and recent strategic planning, including Waverley's Local Housing Strategy (LHS), highlighting the need for the planning system to play a greater role in generation of contributions towards the supply of additional affordable housing. Waverley's LHS also includes an objective to expand the provision of social and affordable housing in the LGA.

This report provides a summary of the information collected as part of the review, the analysis (including consultation with Councillors and Council staff) and rationale for identifying a number of recommendations for improvements to strategic planning, service and management of the portfolio as well as approaches to asset management and delivery for Council to consider.

## Current Program and Portfolio

There are currently three programs, which make up Council's broader Social and Affordable Housing Program. These are:

- Waverley Affordable Housing Program (WAHP)
- Waverley Housing for Older People (WHOP), and
- Waverley Community Living Program (WCLP).

Each of these programs targets different groups in need of social and affordable housing support in the local community.

Council has two asset portfolios under the program which the properties are divided into. These are the **Affordable Housing Portfolio** and **Social Housing Portfolio**. The WAHP is delivered through the Affordable Housing asset portfolio, and the WHOP and WCLP programs are delivered in the Social Housing asset portfolio. These are reported separately in Council's financial management and reporting.

The majority of Waverley's current Social and Affordable housing stock was acquired through a scheme prior to the introduction of the Standard Instrument LEP. The regulatory arrangements introduced since then have made it more difficult to deliver new stock through Council's planning instruments, which has also been limited by the high costs of housing in general in the Waverley area.

There are currently 79 housing units as part of Council's overall program, with many of these located in the suburb of Queens Park. The majority of current tenants in Council's program are single person households.



Council's **current service model** is based on external sourcing for the day-to-day tenant management of the housing portfolio by contract to a community housing provider, with a management fee. The current provider is tier 1 CHP Bridge Housing. Council's in-house staff oversee and monitor Bridge's management of the service as well as delivery of major asset management and renewal.

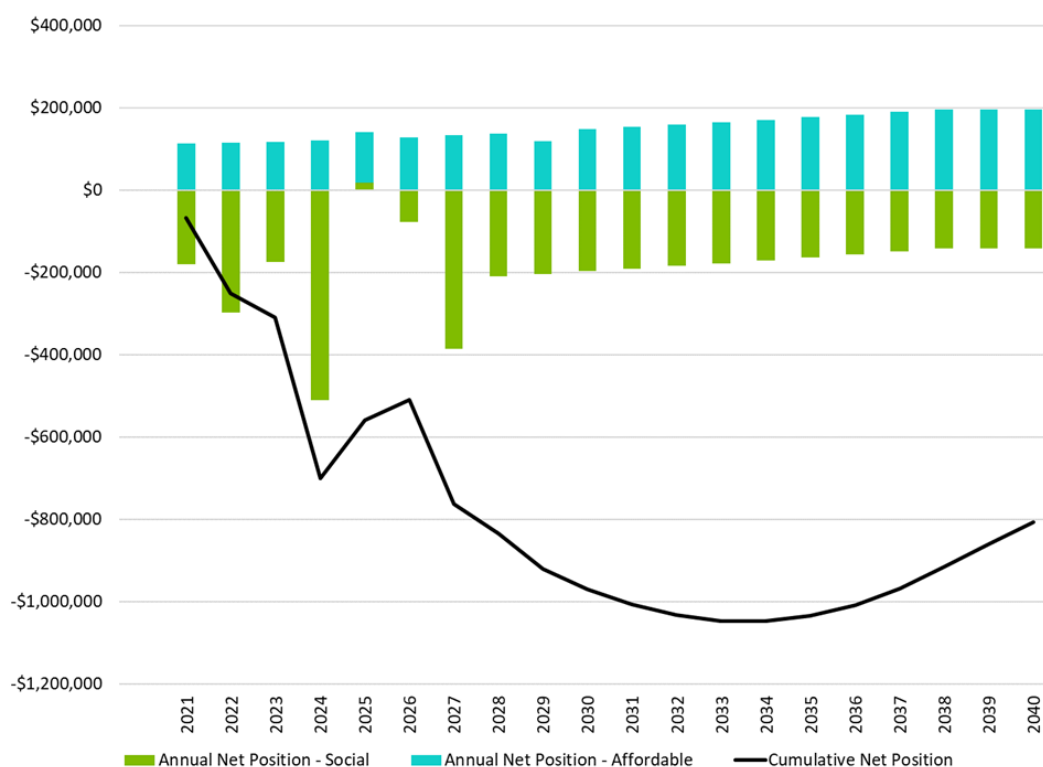
Council's **current model for funding new affordable housing** is primarily through its Voluntary Planning Agreement (VPA) policy, where a share of the uplift in value developers receive from up zoning is provided to Council as in-kind or cash contributions for affordable housing. Revenue from this is held in a Council Reserve and used to purchase new dwellings. In the past, Council has also pursued the delivery of new dwellings through partnership and shared ownership arrangements. Council is currently also seeking to establish an additional avenue for affordable housing contributions through the use of State Environmental Planning Policy (SEPP) 70.

### Financial position

The financial performance of Waverley's SAH program is separated into the Affordable Housing and Social Housing portfolios respectively, with four restricted Council Reserves used for the Program. Revenue generated from rents charged to tenants at below market rates is used to fund the operational costs of each program as well as maintenance and minor capital expenditure. Any surplus funds from the respective portfolios are returned to the Council Reserves each year for reinvestment in the program, but also to allow for variations year to year in Council's operation of the service.

Council also has a 10-year capital investment program (for the Social Housing Portfolio) that is funded separately through the Long-Term Financial Plan, potentially using wider Council revenue streams. As a result, major capital renewal is not fully funded from the Affordable or Social Housing Reserves. Across the two portfolios combined, the overall surplus being delivered has declined in the past five years with investment in upgrades and major renewal to some properties.

Under Council's current financial model, including expenditure identified in Council's 10-year Asset Renewal Program, the overall financial position has been forecast out to 2040. The net position is shown below for both portfolios and their overall cumulative position. As a result, Council's SAH Program reaches a cumulative \$1 million deficit (approx.) by 2030, which then reduces to around \$800,000 by 2040 due to capital expenditure only including the current 10-year program. However, this current projection does not factor in any capital renewal expenditure on the Affordable Housing portfolio, for which condition reports have to-date not been completed.

**PROJECTED FINANCIAL POSITION – BASE CASE/CURRENT MODEL**

Source: SGS, 2020.

**Housing issues and policy direction**

Waverley Council has had a long-standing commitment to the provision of affordable housing in the LGA acknowledging that housing affordability remains a key issue (though this is not unique to Waverley). The most significant issue for Council in expanding the SAH program is that it is expensive to purchase housing in Sydney's desirable Eastern Suburbs. The issue of housing affordability is well-recognised in Council's strategic planning documents, including the Waverley Local Strategic Planning Statement (LSPS), Waverley Local Housing Strategy (LHS), Waverley Planning Agreement Policy, and the Draft Waverley Affordable Housing Contributions Scheme (SEPP 70 scheme).

Council is relatively limited in its ability to source additional funding, without borrowing further funds or being able to access State Government grants. As a result, the contributions from the planning system are the key income for funding additional SAH supply.

**Affordable housing needs assessment**

The need for social and affordable housing arises from the gap between the cost of private market rental housing and the capacity to pay, particularly by lower income households. An assessment of housing need in Waverley identified around 7,000 households in housing-related financial stress in 2016

(around 22 per cent), most commonly lone person households and those with very low household incomes.

The number of households in housing stress in the LGA is projected to increase by around 650 to 2036, with the largest proportional increases from 2016 in lone person and single parent households.

**FORECAST NUMBER OF HOUSEHOLDS IN HOUSING STRESS BY HOUSEHOLD TYPE, WAVERLEY LGA (2036, BASE CASE)**

Household Type	Total Households in housing stress	% Households in housing stress	Additional households in housing stress (2016-2036)	% increase from 2016
Couple family with children	525	1.5%	10	1.7%
Couple family with no children	1,205	3.5%	50	4.3%
Group household	1,012	3.0%	-15	-1.5%
Lone person household	4,247	12.4%	516	13.8%
One parent family	627	1.8%	86	15.9%
Other family	74	0.2%	0	0.0%

Source: SGS Economics and Planning, HAD Model 2020

### Portfolio asset management

Council operates and maintains its assets within a robust asset management framework to ensure that its infrastructure assets are operated, maintained, renewed and upgraded to achieve the specified levels of service (SL) in the most cost effective and sustainable way. This framework is detailed within Council's Strategic Asset Management Plan (SAMP), that is reviewed every four years.

Council's approach for spending on assets is transitioning to a 'Cost to agreed service level,' rather than a 'Cost to satisfactory' level. Council's capital renewal for existing social and affordable housing properties targets a certain level to be deemed 'a nice place to live in'.

A condition report for the Social Housing portfolio was completed in 2018, however, condition reports have not been undertaken as yet for the Affordable Housing portfolio. Based on the latest condition survey, most of Council's Social Housing portfolio has been deemed to be of 'fair' condition and well maintained to an appropriate standard, however, the 'fair' condition is heavily weighted to the structural and external elements of the dwelling rather than the internal. This means that the internal fit out of some dwellings in the portfolio may not be up to the required standard even though the building overall has a 'fair' rating.

Key issues for the current program in terms of asset management are:

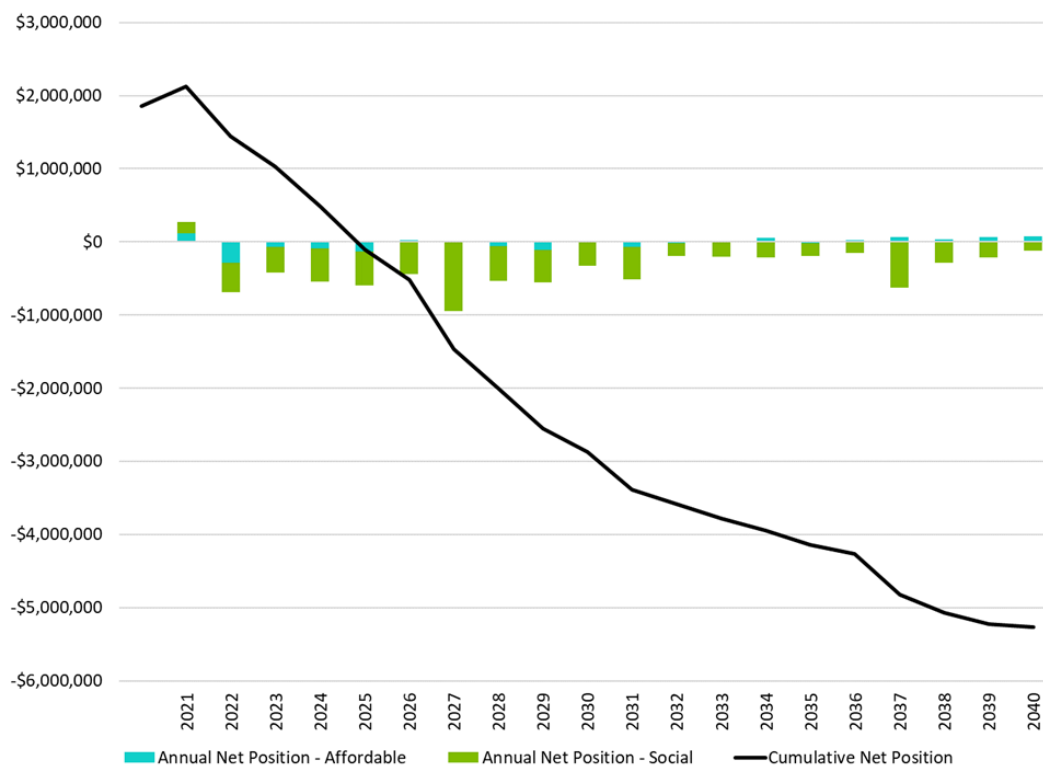


- A backlog of life cycle maintenance across the portfolios, for which there is inadequate funding at this time.
- A need to move to a clearer definition of what a 'nice place to live' means in practice for property maintenance and renewal of Council SAH dwellings.
- Barriers to capital renewal to be undertaken based on life cycle needs.
- Gap in understanding what may be required in asset maintenance for the Affordable Housing stock.
- Potential for greater integration between service and asset management that will assist reactive maintenance, proactive maintenance and capital asset renewal.
- Ratings given to the properties are also heavily weighted to the structural and external elements of the dwelling rather than the internal.

Analysis and modelling have been undertaken by Ontoit to estimate the life cycle costs to refurbish Council's properties to a higher service level, taking into account assumptions around exiting condition, typical sizes and standard finishes. Factoring in the higher service level, across a period of 25 years, significant additional expenditure will be required to maintain the Waverley portfolio to an improved standard.

The figure below illustrates that **by 2040, the projected deficit reaches just over \$5 million – and as a result the effect is that Council is subsidising the Social and Affordable Housing program in the order of \$356,000 per year (on average)**. This also includes the potential capital renewal costs for the Affordable portfolio, whereas Council's current forecasts do not include these assets.

### PROJECTED FINANCIAL POSITION – IMPROVED ASSET MANAGEMENT STANDARD (GOOD INTERNALS + INCLUDING AH AND SH PORTFOLIOS)



Source: SGS and Ontoit, 2020.

## Options evaluation

A number of options, including alternate service, asset and delivery models have been considered in this review, and compared to the current model, to determine whether achievement of Council's objectives requires any change to the SAH program.

### Alternative service approaches

Alternative service approaches that could be considered for Waverley include:

- Divestment of management of council-owned stock to a CHP – with an example of this approach being used by Willoughby Council.
- Divestment of both ownership and management of stock to a Local or Regional Trust – with an example of this being used by the City of Port Phillip in Melbourne.
- Divestment of both ownership and management to a CHP – with an example of this being used by City West Affordable Housing (City of Sydney). (Similar approaches can include where Council's subsidise programs rather than owning dwellings, such as Women's Housing Woollahra and Specialist Disability Accommodation.)

- Internal ownership and also bringing in-house management of stock – an example of this is used by Glen Eira City Council in Melbourne.

Waverley's current approach is most similar to the Willoughby example, which also uses a management contract, however, there are strengths and weaknesses to all of these approaches. The City West example is a more hands-off approach for councils, while the Glen Eira City Council is much more involved in ownership and management.

### Delivery approaches for additional affordable housing

Four approaches to the delivery of new housing have been considered as part of the review in terms of their strengths and weaknesses and estimates of the number of dwellings that each could deliver or support in perpetuity. The four options are:

1. **Purchase of new dwellings** – Council uses its Reserve funding to purchase dwellings within the Waverley LGA or in Eastern Suburbs (i.e., in the Randwick LGA).
2. **Partnership with a CHP to provide new housing** – Council allocates its VPA funding to a CHP through a competitive tender process, after which the CHP would deliver new housing in the Waverley LGA or Eastern Suburbs, using their additional leveraging capabilities (for financing) and expertise.
3. **Subsidise leases** – Council provides funding to subsidise private market leases to affordable levels at 25 per cent below the market rate.
4. **Sale of portfolio and establishment of an affordable rental housing 'trust' fund** – Council sells its existing portfolio and invests the resultant funding in a trust which is used to subsidise renters in the private market.

Both Options (3) and (4) are highly reliant on private market availability and rent levels in the private sector. Option (4) would also have the see Council losing its existing portfolio assets with sale into the private market (not held by a CHP). This could likely be a major issue with the need to move current tenants from SAH and resulting dislocation, unless this process was undertaken slowly as dwellings became vacant. Feedback from Waverley Councillors as part of the review suggests that there is little appetite for such a major disruption to the current SAH program and the sale of the existing portfolio. As a result, keeping the existing portfolio under Council or a CHP ownership is preferred.

Purchasing new dwellings as per either options (1) or (2) would deliver stock permanently to the program, however, it should be noted that there would also be additional costs to Council to manage and maintain these new additional dwellings as assets, in addition to the existing costs for the current portfolio. Based on the analysis in this review and the value to be achieved in additional SAH stock, it is recommended that option (2) - **Partnership with a CHP to provide new housing** may be the most suitable for the Waverley context, with certain conditions, and this should be further investigated.

### Management options

Based on the review of alternate management models, five options were developed for evaluation for the Waverley delivery of the social and affordable housing service:

- **Option 1 Base/current model** – Council continues with its current management and delivery approach.



- **Option 2 Improvement to current management model** – Council continues with the current management and delivery approach, but additional funding is provided to meet life cycle costs for assets, and the management role of the CHP in maintenance and renewal is expanded.
- **Option 3 Partial transfer to the CHP sector** – Council establishes long term leases for the CHP sector, who would retain all rental income, and allow for greater ability for the CHP to secure finance against the rental income.
- **Option 4 Full transfer to the CHP sector** – Council would transfer ownership to the CHP sector to manage the portfolio in perpetuity, with affordable housing contributions generated through the VPA policy also transferred to the CHP to allow them to leverage into the delivery of new dwellings. This could require the existing portfolios to be refurbished to a certain standard prior to transfer.
- **Option 5 Local or regional trust** – Council would move the ownership of its portfolio into an independent trust, potentially with other Councils in the Eastern District, with management undertaken by the CHP sector (as per the approach in Option 3). This could require an ongoing subsidy from Council to the Trust.

Each of these options was evaluated using a multi-criteria analysis (MCA) against a framework which considered the ability of the option to achieve Council's strategic intent, sustainability of funding, effectiveness of management, and the value achieved in the delivery of additional dwellings. The assessment concluded that **Option 2 – Improvement to Current** and **Option 4 – Full transfer to the CHP sector** were preferred and were shortlisted for further investigation.

The detail of these two preferred options is outlined in the table below.

## DESCRIPTION OF TWO PREFERRED SERVICE MANAGEMENT OPTIONS

Improvement Model (ownership by Council and management outsourced to CHP, Option 2 above)	Full Transfer Model (full transfer to the CHP sector, Option 4 above)
<p>Identify a new service level for social and affordable housing dwellings based on refurbishment of internals to 'Good' service level.</p> <p>Additional funding to be identified in Council's LTFP for capital renewal per dwelling (based on analysis for a 25-year period) to maintain living standard over time.</p> <p>An updated 10-year capital renewal plan be established to be and delivered by Council's major projects team, including compliance upgrades (e.g., for disability access as required) and based on condition reporting being updated for both portfolios. The SL for this program will be based on the lifecycle analysis provided in this report – to achieve a good internal condition.</p> <p>Review of the management contract to reframe responsibilities for proactive and responsive maintenance (and planning cycle), including funding, established in a plan delivered by the CHP and monitored by Council.</p> <p>Consider better integration of property asset management and the social and affordable housing service functions internally within Council – with focus on developing the capacity/expertise for project management of significant dwelling asset renewal over next 10 years.</p> <p>Investigate opportunities for partnerships/regional collaboration to deliver new stock and/or development sites (e.g., local councils or NFP groups with access to land).</p> <p>Target current and future dwellings in the program for households in severe rental stress and the most in need for limited housing stock (lone person households and single parent families) and ensure some stock can provide suitable family accommodation.</p> <p>Competitive process to partner with a CHP to deliver new dwellings for a period of 5 years, to be renewed, based on value added by leveraging of additional funds by the CHP. This would be best undertaken in partnership with Randwick Council to achieve scale and could be separate to transfer of ownership.</p>	<p>Establishment of a 25-year capital renewal plan including condition reports for Affordable Housing portfolio which will form part of competitive bidding by CHPs.</p> <p>Allocate funding for short-term upgrade program to address backlog in renewal (currently not costed or included in financial model).</p> <p>Transfer ownership and management to a CHP (giving to CHP at token cost) potential in stages with focus on SH portfolio being the first priority.</p> <p>Set up legal agreements to agree on the retention of the social and affordable housing in perpetuity and the benefiting of target groups and service level of assets to be maintained.</p> <p>Competitive process for transfer of portfolio – with a key element being the demonstration of commitment to leverage additional funding for asset renewal and capacity/skills for asset renewal delivery.</p> <p>Council considers the establishment of a fund for additional affordable housing (for example \$300,000 per annum – based on the difference between the Improvement option and Transfer option) to be the basis for partnering for additional AH delivery.</p> <p>Competitive process to partner with a CHP to deliver new dwellings for a period of 5 years, to be renewed, based on value added by leveraging of additional funds by the CHP. This would be best undertaken in partnership with Randwick Council to achieve scale and could be separate to transfer of ownership.</p> <p>Investigate individual opportunities for partnerships/regional collaboration to deliver new stock and/or development sites (e.g., local councils or NFP groups with access to land).</p>

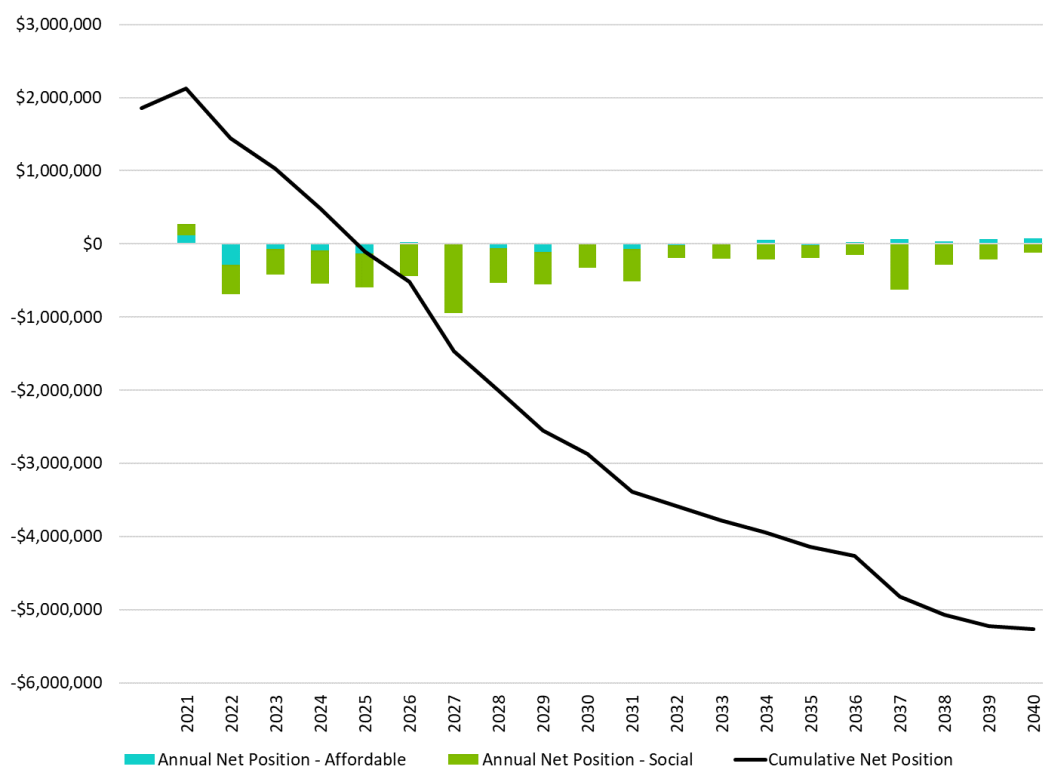
Source: SGS, 2020.

### Financial analysis of preferred options

The figure below illustrates the financial impact of the Improvement Model for Council, factoring in the potential additional costs associated with renewal for the Affordable Housing portfolio, a move to an improved standard for the internals of the units, and that some of the existing operational reserves are used initially to address the existing backlog of renewal over the short term.

Currently, Council is in effect subsidising the social and affordable housing program in the order of \$356,000 per year when factoring in the actual costs of managing the program and maintaining the assets.

#### OPTION 1 – IMPROVEMENT TO CURRENT, FINANCIAL ANALYSIS



Source: SGS and Ontoit, 2020.

The table below provides a comparison between the overall and net present value (NPV) of the Full Transfer Model option compared to the base case (where Council continues with the current model as is with no improvements), and to the Improvement Model option. It is important to note that the most appropriate comparison is between the two options, rather than the Base Case because the latter does not accurately account for the costs associated with renewal of the Affordable Housing portfolio. It would not be acceptable to not address the asset management backlog, as the condition of Council's assets would deteriorate unacceptably for tenants. **This suggests that under the Full Transfer option, around \$7 million would be saved across 20 years (or \$4.7 million in NPV). This equates to around \$356,000 per year.**



**FULL TRANSFER MODEL, FINANCIAL SAVINGS COMPARISON TO BASE (CURRENT) AND IMPROVEMENT MODEL**

		Total	NPV
<b>Savings from Full Transfer Model versus the Base Case</b> (*Affordable portfolio costs not accurately reflected in base case)	Social Housing portfolio	\$3,844,858	\$2,507,934
	Affordable Housing portfolio	(\$3,037,763)	(\$1,794,009)
	<b>Total</b>	<b>\$807,095</b>	<b>\$713,925</b>
<b>Savings from Full Transfer Model versus Improvement Model</b>	Social Housing portfolio	\$6,720,658	\$4,287,970
	Affordable Housing portfolio	\$400,654	\$408,061
	<b>Total</b>	<b>\$7,121,312</b>	<b>\$4,696,032</b>

Source: SGS, 2020.

**Recommended option**

Based on the analysis, and the workshops and feedback from Waverley Councillors on policy direction, that there is a preference for continued control (and ownership) of the social and affordable housing portfolio to remain with Council, a blended approach of the two potential options based on 'improving the current model' is recommended as the preferred way forward for Council's Program and Portfolio following the review.

**This recommended option will have additional financial impacts for Council to retain ownership, with the best financial option being transfer of ownership to a CHP.**

This recommended option includes:

- The core is 'retain and improve' the current approach for the SAH program, with Council maintaining ownership of current housing stock, CHP managing the tenants on Council behalf, whilst establishing enhanced partnerships for delivery with the community housing sector
- The establishment of improved partnerships with the community housing sector (through for example testing the market for 5-year delivery contracts through an EOI process) will be used to improve future affordable housing delivery. This delivery will seek to use AH contributions collected by Council to leverage opportunities for CHPs to access Australian government financing support (and get increased SAH), as well as establishing a policy approach that is open to locating additional housing more broadly in the region, if additional value can be achieved.
- Also consider establishing a regional pooling of affordable housing contributions with adjoining councils (such as Randwick), which may lead to greater scale for affordable housing delivery. This could be done with or without partnership with a CHP.
- A key element of retaining the current approach is the need for significant modification to the financial model for the SAH program, to include additional funding annually as part of Council's LTFP for asset renewal, to allow the housing stock up to maintained at an agreed service level.

This recommended option seeks to progress the 'improve current' approach in relation to the existing social and affordable housing portfolio. There will be opportunity for ownership of future affordable housing to be vested in a CHP, if this facilitates leveraging of additional finance, whilst the current portfolio is retained in Council ownership. However, there may be opportunities to progress the partial relocation of current SAH into the ownership of the community housing sector, if opportunity arises for consideration of individual buildings/groups of units.

Council has a robust strategic asset management plan (SAMP5) underpinned by adequate policy and framework. AMPs exists for the various asset categories. The social and affordable housing portfolio is addressed within the Buildings Category of SAMP. Council is progressing a number of actions to improve its asset management maturity level from '**core**', the minimum level for Councils of similar nature to Waverley Council to '**advanced**' a level that enables operate at a higher level of maturity to proactively manage its large and complex asset portfolio. As part of these improvements, Council will be transitioning to an asset management system. Council is in the process developing a brief for undertaking condition assessment of its social housing assets and developing an update of the SAMP.

As a result, there are a number of recommendations listed below that builds on these asset management improvements, and Council should also review management of the portfolio, so it becomes more integrated, with a focus on facilitating significant asset renewal over the next 10 years to address the asset maintenance backlog.

# 1. Introduction

SGS Economics & Planning and partner Ontoit (infrastructure advisory and asset management specialists) were engaged by Waverley Council to undertake a holistic review of the Waverley Social and Affordable Housing Program and Asset Portfolio.

## 1.1 Background

The need for the Review was identified as an action in the Waverley Council Property Strategy 2020-2024. The Review is also being undertaken in the context of Council's long-standing commitment to the provision of affordable and social housing in the LGA, persistent issues with housing affordability in the area and recent strategic planning highlighting the need for the planning system to play a greater role in the generation of contributions towards the provision of affordable housing.

The Review will address the three key focus areas of interest to Council to inform improvements to the program: Service Delivery; Strategic Direction; and Strategic Asset Management. As a result, the work undertaken to inform the Review has included the following:

- Consultation with key stakeholders, including Council officers, Waverley Councillors, and current community housing provider (Bridge)
- Review of the existing model used at Waverley as well as best practice approaches for the delivery and management of affordable housing, and how Waverley's program compares to these different approaches
- Consideration of the current target groups of Council's program and future affordable housing needs and whether these target groups should be changed
- Review of strategic asset management, including the lifecycle costs for maintaining and renewing the affordable and social housing assets, and
- Strategic and financial analysis of Council's current program and the alternate options available for achieving Council's strategic intent such as the provision of additional affordable housing, management and funding mechanisms, and approaches for capital maintenance and renewal.

## 1.2 Overview of report structure

This report provides a detailed summary of the information collected for the review, the analysis and thinking undertaken, and the rationale of the resulting recommendations for improvements for Council. The report is structured as follows.

- Section 2 describes Waverley's current program and portfolio as well as proposals for affordable housing contributions through the planning system.
- Section 3 considers the key objectives of the program and existing issues around housing in the LGA.



- Section 4 outlines the projected demand for social and affordable housing in Waverley and nearby LGAs to understand the broader housing need in the area.
- Section 5 outlines the strategic asset management for the program, portfolio and potential improvements.
- Section 5 provides a review of different models used in other contexts and how these compare to Waverley's current approach.
- Section 7 includes an evaluation of different delivery options and potential improvements.
- Section 8 evaluates the potential service management options for affordable housing open to Waverley and focuses in on two preferred options for more detailed analysis.
- Section 9 provides conclusions and recommendations from the review for Council to consider.

## 2. Current Program and Portfolio

This section describes the current Waverley Social and Affordable Housing Program and Portfolio.

### 2.1 Program structure and objectives

The objective of Waverley's affordable housing program is broadly *to ensure that affordable housing is provided and managed in the LGA, to support a socially diverse residential population that is representative of all income groups.*

There are currently three programs which make up Council's broader Social and Affordable Housing Program:

- Waverley Affordable Housing Program (WAHP)
- Waverley Housing for Older People (WHOP), and
- Waverley Community Living Program (WCLP).

Each of these programs targets different groups in the community.

Council has two asset portfolios under the program, which the properties are divided into – the **Affordable Housing Portfolio** and **Social Housing Portfolio**. The WAHP is delivered through the Affordable Housing portfolio, and the WHOP and WCLP programs are delivered in the Social Housing portfolio. These are reported separately in Council's financial management.

#### Waverley Affordable Housing Program (WAHP)

The WAHP targets households with low to moderate incomes with a connection to the Waverley area, and currently includes 25 properties. The eligibility requirements and conditions for applications under the WAHP are outlined in the Waverley Affordable Housing Program Tenancy Policy. Under the policy, tenants have a maximum of three years in the program, though in practice, tenancies are extended depending on individual circumstances.

Applicants to the WAHP are required to live in the Waverley LGA at the time of their application and have lived in the LGA for three years prior, or alternatively, have lived or worked in the LGA for five of the last 10 years. As per the NSW Affordable Housing Ministerial Guidelines, income limits apply to applicants, and household incomes cannot exceed 120 per cent of the median income for Sydney – currently set at a maximum of \$101,400 per annum.

Rents under the program are fixed, at the commencement of a lease, at 25 per cent below the median weekly market rent in the LGA for a comparable property. As well as this, a third of the WAHP portfolio is dedicated specifically towards low-income households earning between 67 per cent and 80 per cent of Sydney's median household income (currently set at between \$56,682 and \$67,680) – an additional rent reduction of 10 per cent can also be offered to fulfil this target.

**Waverley Housing for Older People (WHOP)**

There are currently 51 units as part of the WHOP. The WHOP is focused on providing access to Council's affordable housing stock for people aged over 55 years (or 50 years if Aboriginal or Torres Strait Islander). Applicants to the WHOP are required to be in low incomes, determined as a maximum inclusive of pensions, wages, and super. They must also be on the NSW Public Housing waiting list.

Like the WAHP, the WHOP also requires applicants to have a strong connection to Waverley and have lived in the LGA for at least five years (or 10 out of the last 15 years) to be eligible.

Rents charged under the WHOP are calculated based on when tenants entered the program. For those who commenced a tenancy prior to July 2011, rent is determined as 30 per cent of gross total household income. For those who commenced after July 2011, the rate is 25 per cent of total gross assessable household income plus 100 per cent of any Commonwealth Rent Assistance received (with the subsidised rent not to exceed the market rent for properties with a comparable number of bedrooms).

**Waverley Community Living Program (WCLP)**

The WCLP aims to provide housing and services support to adults with a mild intellectual disability, to assist them to transition to independent living in mainstream accommodation. There are three units in the WCLP.

The eligibility criteria for the WCLP include that tenants must:

- Be aged over 18
- Have no drug/alcohol dependencies or mental illness
- Be eligible for the Disability Support Pension (as receive an income from it)
- Have an appointed 'person responsible'
- Be a resident of the eastern suburbs, or have a demonstrated network in the area, and
- Be able to demonstrate semi-independent living skills.

Similar to the WHOP, tenants in the WCLP prior to July 2011 are charged rent at 30 per cent of their gross household income, while tenants who entered after July 2011 are charged 25 per cent of income plus 100 per cent of Commonwealth Rent Assistance. The market rent for a two-bedroom dwelling is the maximum that can be charged to tenants under the program.

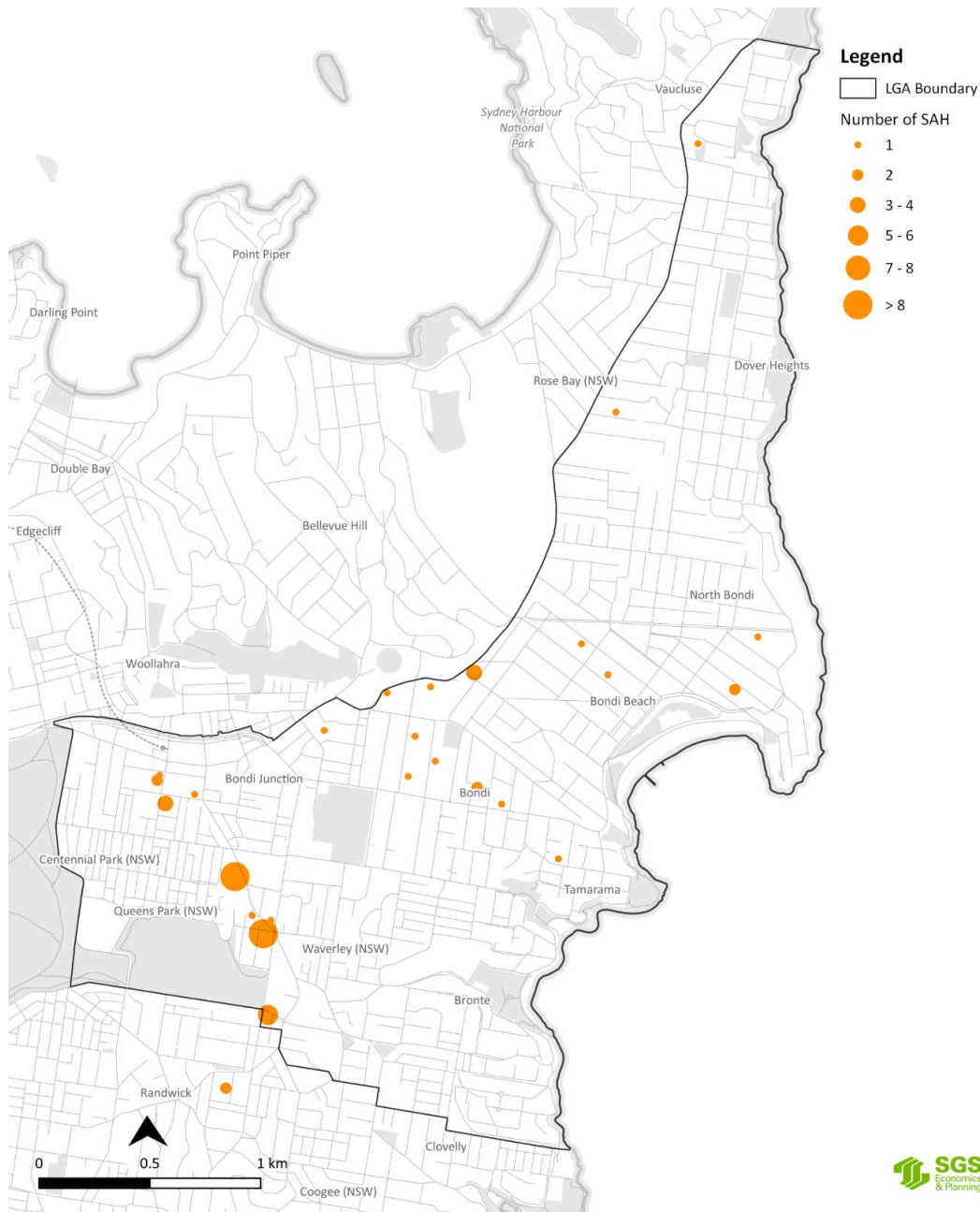
**2.2 Housing stock profile****Location**

The majority of Waverley's Social and Affordable housing stock was acquired through a scheme prior to the introduction of the Standard Instrument LEP. The regulatory arrangements introduced since then have made it more difficult to deliver new stock.

Dwellings in the current program overall are most concentrated around Queens Park, as illustrated below in Figure 1. There are 79 units currently part of Council's program.



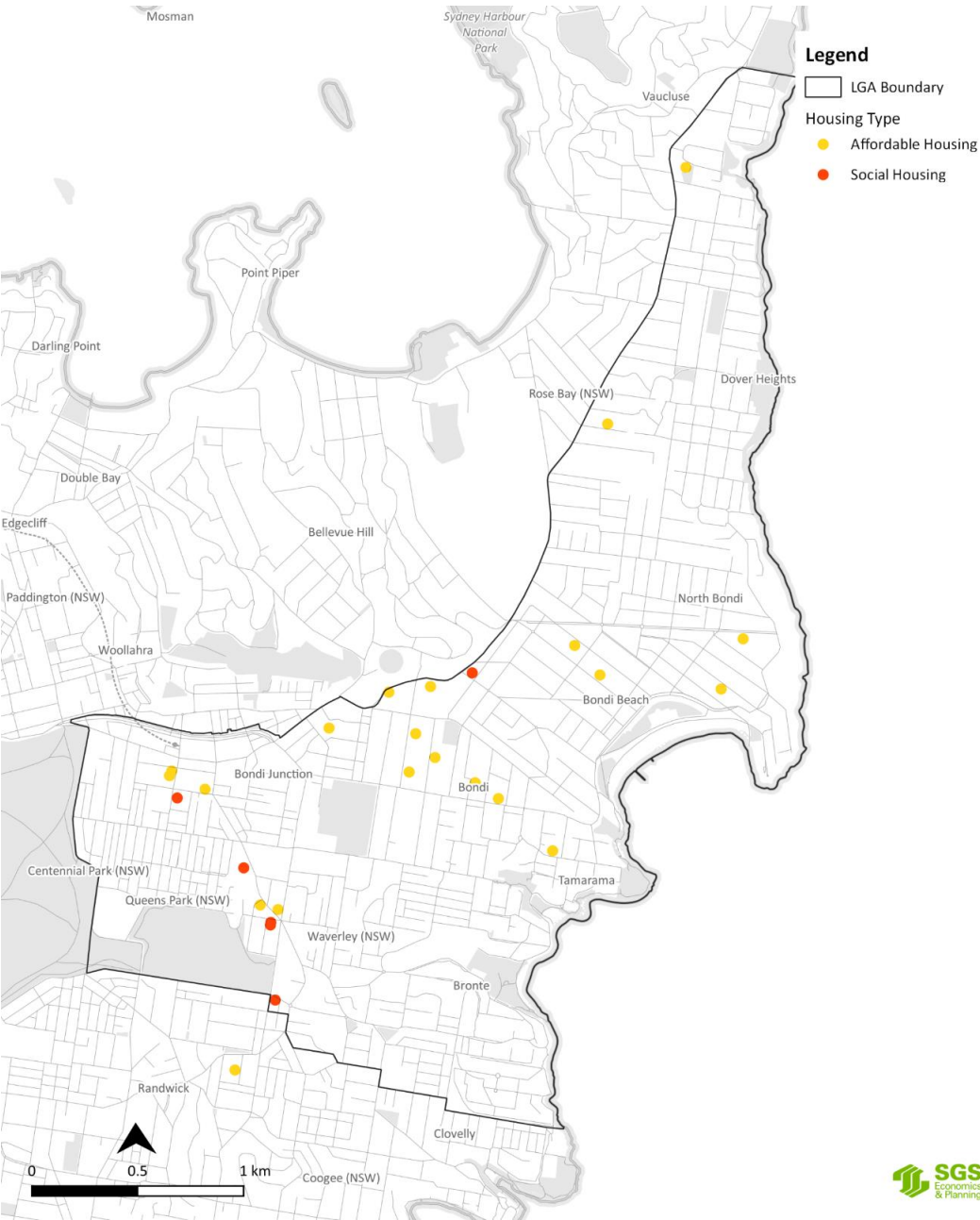
FIGURE 1: DWELLINGS IN WAVERLEY’S SOCIAL AND AFFORDABLE HOUSING PROGRAM BY LOCATION



Source: SGS, 2020, based on Waverley Council data.

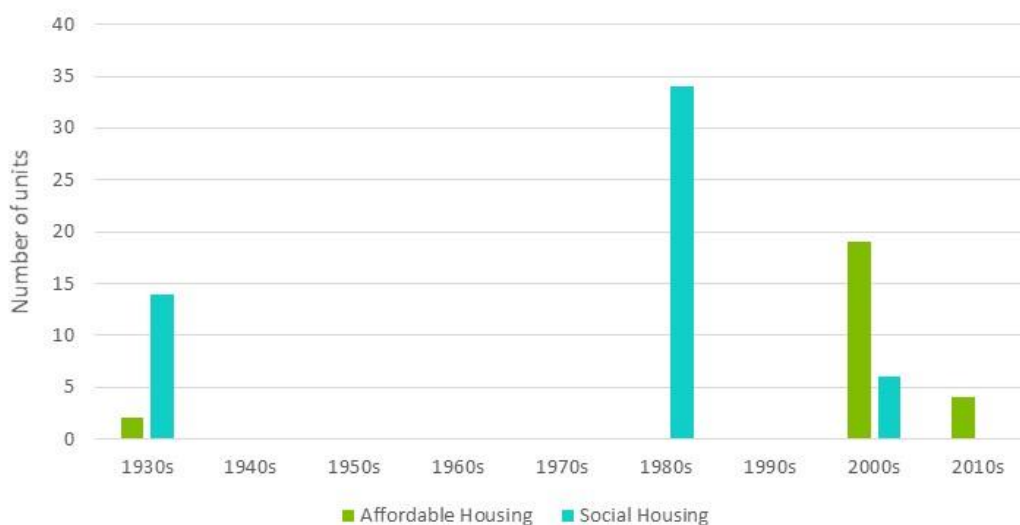
In the portfolio, Social Housing portfolio dwellings are most concentrated in the south-west of the LGA, particularly around Queens Park, as shown in Figure 2 below. Dwellings in the Affordable Housing portfolio are more dispersed across the LGA.

FIGURE 2: DWELLINGS IN WAVERLEY’S PROGRAM BY PORTFOLIO



Source: SGS, 2020, based on Waverley Council data.

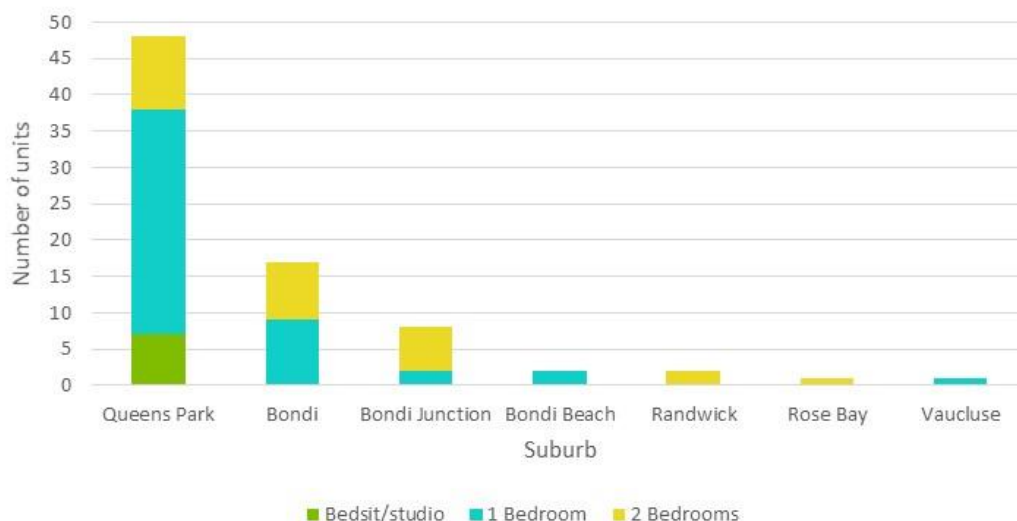
The age of the properties in the respective portfolios varies substantially. Some units were built as early as the 1930s, illustrated below in Figure 3.

**FIGURE 3: AGE OF UNITS IN AFFORDABLE AND SOCIAL HOUSING PORTFOLIOS**

Source: SGS, 2020, based on Waverley Council data.

### Types

Figure 4 below shows the distribution of dwellings by suburb and type. The majority of dwellings in Waverley's current portfolio are one-bedroom units (57 per cent), with a smaller number of two-bedroom units (34 per cent) and bedsits/studios (nine per cent).

**FIGURE 4: DWELLING TYPES BY SUBURB**

Source: SGS, 2020, based on Waverley Council data.

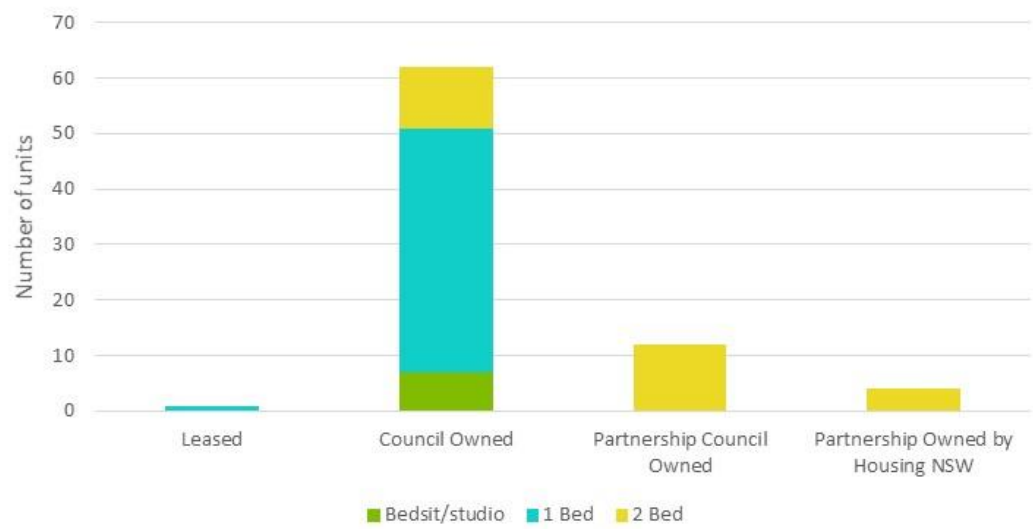
The size of the dwellings in the portfolio can limit the types of households that can access the Program (e.g., families with children may need additional bedrooms).



Ownership

Figure 5 below highlights that the majority of dwellings in Waverley’s SAH program are owned by Council (78 per cent), with 22 in the Affordable Housing portfolio and 40 in the Social Housing portfolio. Twelve dwellings (15 per cent) are owned in partnership with Council (and a CHP), and another four (five per cent) are owned in partnership with Housing NSW.

FIGURE 5: DWELING TYPES BY OWNERSHIP



Source: SGS, 2020, based on Waverley Council data.

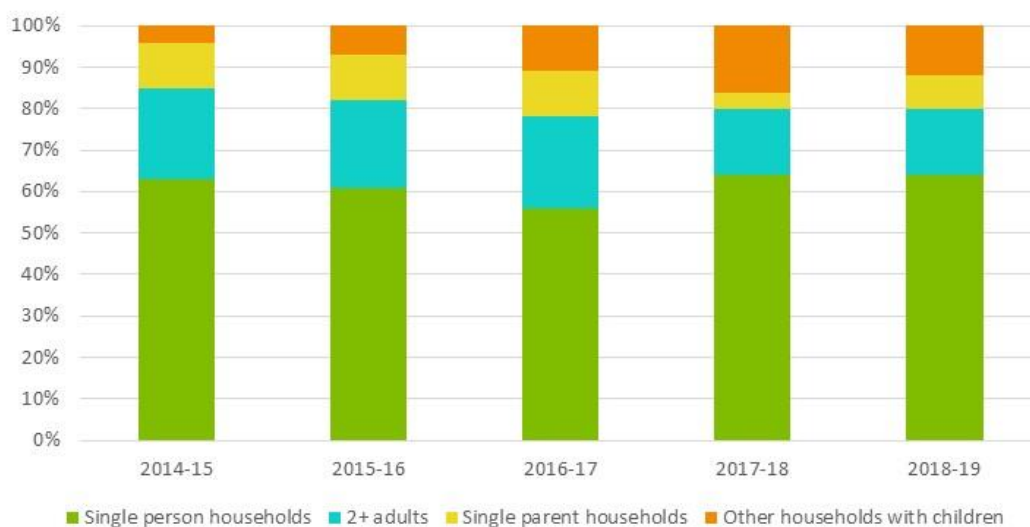
2.3 Tenant profile

As noted above, the size of dwellings in Waverley’s portfolios somewhat limits the types of tenants the program can target.

Affordable housing portfolio

Over time, the types of households living in the Affordable Housing units has remained fairly static, as shown below in Figure 6. The proportion of households with children has increased slightly, but still makes up a relatively small percentage – with the majority of tenants being single person households.

Turnover of tenants in the program has been between six and 11 tenancies in the past few years. Tenants are offered a three-year term, which can be extended subject to personal circumstances – on average they have a 3-4-year tenure period.

**FIGURE 6: AFFORDABLE HOUSING PORTFOLIO HOUSEHOLD TYPES**

Source: SGS, 2020, based on Waverley Council data.

Table 1 illustrates that of the single person households, the proportion of women has increased over time to around two thirds – reflecting broader trends and increases in the number of older women at risk of homelessness. At the same time, the median age of tenants has remained fairly consistent (noting that the Affordable Housing portfolio is relatively small with 25 units).

**TABLE 1: DEMOGRAPHICS OF SINGLE PERSON TENANTS IN AFFORDABLE HOUSING PORTFOLIO**

	2014/15	2015/16	2016/17	2017/18	2018/19
Median Age	40	40	40	36	41
Percentage Women	47%	47%	53%	62%	67%
Percentage Men	53%	53%	47%	40%	33%

Source: Waverley Council data.

### Social housing portfolio

Single person households are also the most common household type across the Social Housing portfolio, as shown below in Table 2. Tenants in the Social Housing programs also have a fairly diverse mix of backgrounds, with 15 different cultural groups represented in 2018/19 and just over 50 per cent of a non-English speaking background.

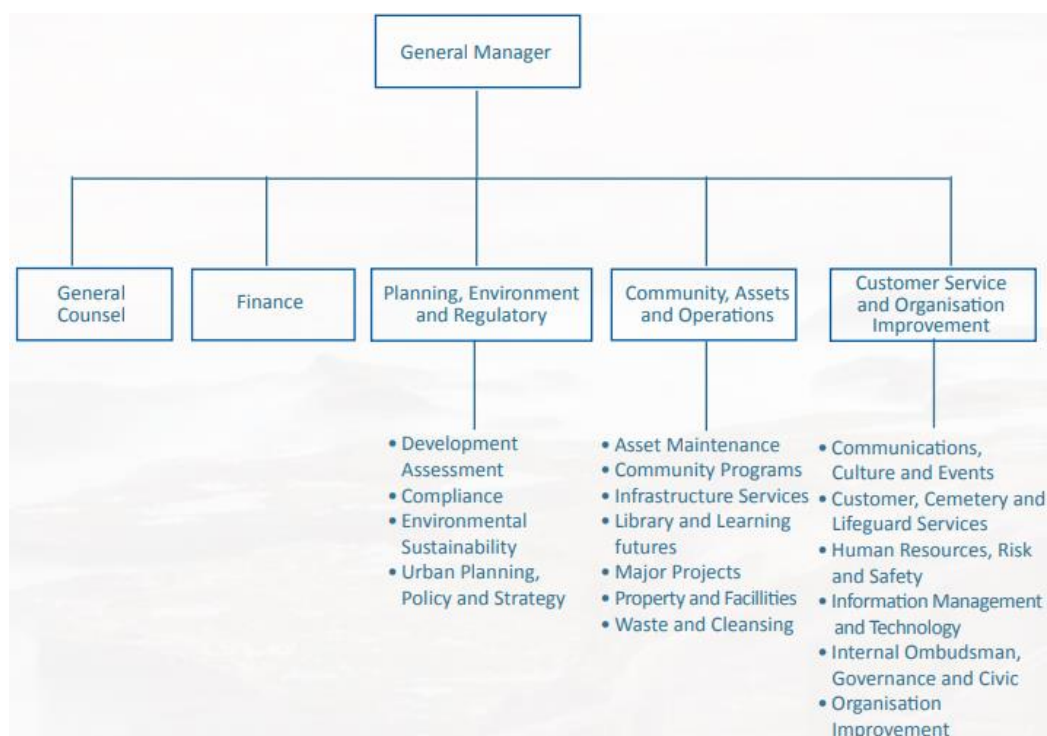
**TABLE 2: HOUSEHOLD TYPES AND INCOMES IN SOCIAL HOUSING PORTFOLIO IN 2018/19**

	WHOP		WCLP	
1 adult	39	89%	0	0%
2 adults	5	11%	6	100%
Average weekly household income	\$466		\$574	

Source: Waverley Council data.

## 2.4 Management arrangements

The affordable housing service is managed from a number of business units within Council's Community, Assets and Operations Directorate (shown in the organisations chart in Figure 7 below). This includes the Community Programs, Property and Facilities and Major Projects areas. It is proposed to ensure that there is strong integration in this structure that supports the delivery and renewal of the social and affordable housing program and portfolio.

**FIGURE 7: WAVERLY COUNCIL ORGANISATIONAL STRUCTURE, 2020-21**

Source: Waverley Council Operational Plan 2020-21.<sup>1</sup>

<sup>1</sup> [https://www.waverley.nsw.gov.au/\\_\\_data/assets/pdf\\_file/0008/2024/Operational\\_Plan\\_2020-21.pdf](https://www.waverley.nsw.gov.au/__data/assets/pdf_file/0008/2024/Operational_Plan_2020-21.pdf)



Council's current service model is based on external sourcing for the day-to-day tenant management of the housing portfolio by contract with a management fee. The current CHP is Bridge Housing, with the current contract due to expire in March 2023. Council's in-house staff oversee and monitor Bridge's management of the program, essentially as a landlord for a private property would and also in regard to asset management.

Under the agreement with Council, Bridge's management role includes:

- Advertising vacancies, recommending suitable tenants who meet criteria to Council for approval, and maintaining waiting lists
- Determining and collecting rents/bonds, managing bill payments for properties (insurance, rates etc.)
- Day-to-day management of tenancies including tenancy support (such as referrals to support services)
- Undertaking/procuring responsive, cyclical and planned maintenance to acceptable standards
- Referring complex issues to Council, and
- Regular reporting to Council (monthly, quarterly and annually).

Bridge also has input to Council's planning of maintenance and upgrades as part of yearly budget cycles, which is managed by Waverley's service team. The Waverley property/asset management team manage strategic asset management and major renewal for properties as part of a 10-year renewal plan for the Social Housing portfolio. Any contract needs to set out clearly the obligations on the provider in relation to the delivery of reactive, proactive and capital maintenance tasks particularly.

## 2.5 Funding and delivery model

Council's current model for funding new affordable housing is primarily through its Voluntary Planning Agreement (VPA) policy, where a share of the uplift in value developers receive is given to Council as in-kind or cash contributions (see Section 3 below). In future, revenue and/or dwellings may also be generated through the draft SEPP 70 affordable housing contributions scheme, if adopted by the Department of Planning, Industry and Environment (DPIE). Revenue generated from VPAs is held in a Restricted Reserve, with the funding then put toward the purchase of new dwellings.

In the past, Council has also pursued the delivery of new dwellings through partnership and shared ownership arrangements, such as with Bridge Housing. This allows for Council and the other party to pool funds together to fund new housing, whereas individually neither party may have been able to afford the costs of delivery. For properties that are owned by a CHP, which are used as part of the program, there is generally a 'buy-out' clause which gives Council the option to purchase the property if the CHP seeks to sell it.

Some of the issues with the current funding and delivery model include that it is inhibited by the overall high cost of land and dwellings within the Waverley LGA, limited sites already held by council in the portfolio being available for potential redevelopment that would increase yield, and competition for sites and dwellings from the private sector. The voluntary nature of the VPA policy is also a challenge in projecting income (see further detail below in Section 3).

As well as funding and delivering new dwellings, there is also an ongoing need for the capital renewal of properties in the program to be funded – there is currently a disconnect between the level of Council funds in the current financial model and the funds needed for maintenance and upgrade to sustain the current portfolios long term.

## 2.6 Financial position

The financial performance of Waverley's program is separated into the Affordable Housing and Social Housing portfolios respectively. The Social Housing portfolio for this analysis will include the WHOP and WCL programs.

There are currently four Restricted Reserves (funding restricted within Council's financial management structure to be used for a specific purpose) that are associated with the Program:

- Affordable Housing Reserve – used to fund the Affordable Housing service
- Social Housing Reserve – used to fund the Social Housing service
- VPA (developer contributions) Reserve – used to fund additional housing, and
- Newland Street Reserve – set up specifically as part of an agreement with Housing NSW for the Newland Street property.

Revenue generated from rents is used to fund the costs of each program. Surplus funds from the respective portfolios are returned to the Reserves each year.

Council has a 10-year capital investment program that is funded separately through the LTFP, potentially from general council revenue. In 2018-19 a corporate recharge fee (that reflects the cost of corporate services and support provided for council operations) was also introduced for both portfolios, which is now included in operating expenditure and has impacted on the bottom line of each service.

Capital renewal is not funded from the Affordable or Social Housing reserves, although it should be noted that some maintenance has been funded through surplus operational funds.

### Affordable Housing portfolio

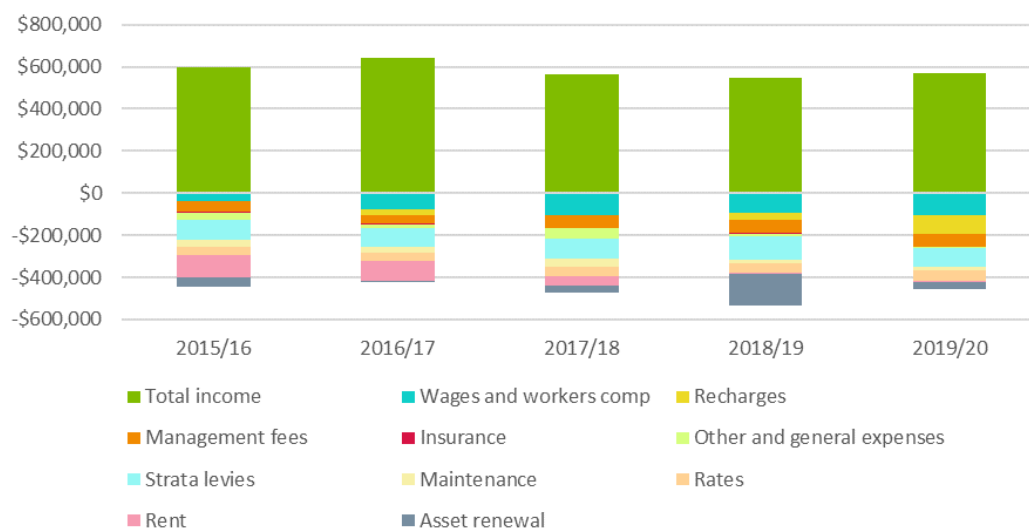
The financial position of the Affordable Housing portfolio over the past five years is shown in Table 3 below. Operating expenses have increased over time, and include those associated with legal services, additional staff wages, and the corporate recharge fee introduced in 2018/19 (\$89,671 in 2019/20).

**TABLE 3: AFFORDABLE HOUSING PORTFOLIO – FINANCIAL PERFORMANCE 2015/16 – 2019/20**

	2015/16	2016/17	2017/18	2018/19	2019/20
Income	\$594,807	\$642,370	\$564,103	\$544,658	\$571,907
Operating expenses	-\$402,309	-\$417,119	-\$439,333	-\$384,960	-\$420,817
Capital expenses	-\$44,100	-\$7,095	-\$31,477	-\$151,179	-\$37,584
<b>Total surplus</b>	<b>\$148,398</b>	<b>\$218,156</b>	<b>\$93,293</b>	<b>\$8,519</b>	<b>\$113,506</b>

Source: Waverley Council data.

Figure 8 below provides a further breakdown of the type of expenses per annum over this time versus the income generated.

**FIGURE 8: AFFORDABLE HOUSING PORTFOLIO – BREAKDOWN OF COSTS 2015/16 – 2019/20**

Source: Waverley Council data.

In 2019/20, there was a surplus of around \$113,000 across the portfolio, though the surplus has fluctuated substantially in the past five years due to the use for refurbishment of some properties (such as Roberts Avenue in 2018/19).



**FIGURE 9: AFFORDABLE HOUSING PORTFOLIO – SURPLUS/DEFICIT 2015/16 – 2019/20**

Source: Waverley Council data.

Council currently has two Reserves relevant for the operation of the Affordable Housing Program – the Affordable Housing Program Reserve (for operations) and Affordable Housing Contributions Reserve (sourced from VPAs). The amount returned to these Reserves each year fluctuates with program expenditure, and due to the VPA income received, but the Reserve balances have generally increased over time.

**TABLE 4: AFFORDABLE HOUSING PORTFOLIO RESERVE BALANCES – 2015/16 – 2019/20**

	2015/16	2016/17	2017/18	2018/19	2019/20
Affordable Housing Program Reserve	\$1,452,228	\$1,670,384	\$1,763,677	\$1,772,197	\$1,885,703
Affordable Housing Contributions Reserve	\$3,914,913	\$2,606,776	\$3,382,226	\$3,556,021	\$4,684,938
<b>Total</b>	<b>\$5,367,142</b>	<b>\$4,277,160</b>	<b>\$5,145,903</b>	<b>\$5,328,218</b>	<b>\$6,570,641</b>

Source: Waverley Council data.

### Social Housing portfolio

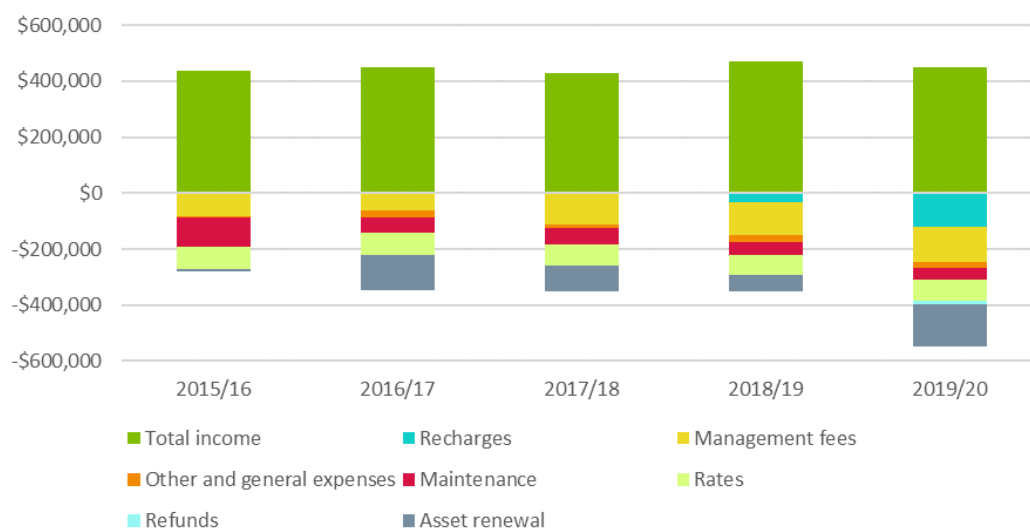
The financial position of the Social Housing portfolio over the past five years is shown in Table 5 below. Like the Affordable portfolio, costs have increased over time, with a corporate recharge (overhead) fee also introduced in 2018/19 (\$121,303 in 2019/20).

**TABLE 5: SOCIAL HOUSING PORTFOLIO – FINANCIAL PERFORMANCE 2015/16 – 2019/20**

	2015/16	2016/17	2017/18	2018/19	2019/20
Income	\$438,227	\$449,474	\$427,421	\$471,734	\$448,551
Operating expenses	-\$270,656	-\$219,064	-\$260,525	-\$294,144	-\$396,593
Capital expenses	-\$10,741	-\$128,938	-\$88,842	-\$55,576	-\$150,471
<b>Total surplus</b>	<b>\$156,829</b>	<b>\$101,472</b>	<b>\$78,055</b>	<b>\$122,014</b>	<b>-\$98,514</b>

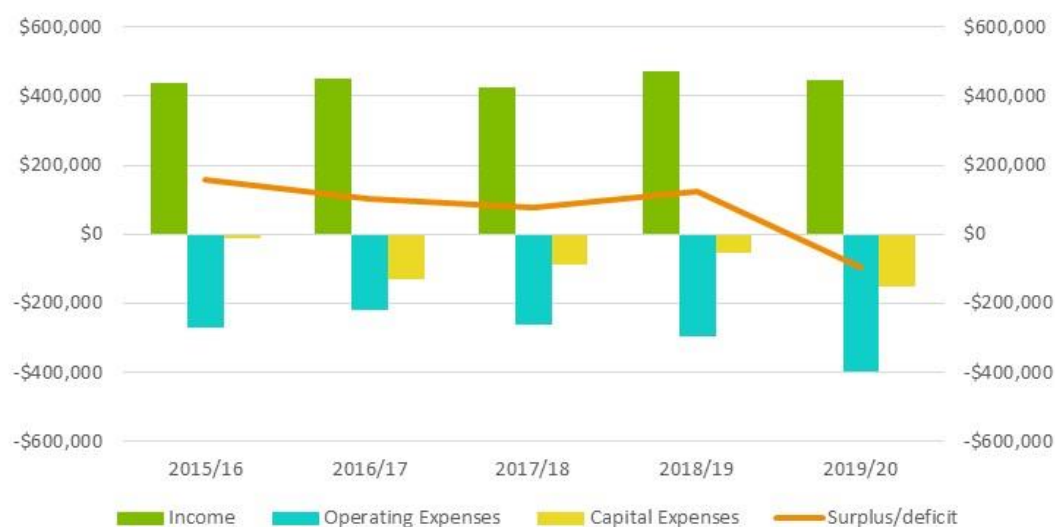
Source: Waverley Council data.

Figure 10 shows the breakdown of expenses per annum over this period versus income.

**FIGURE 10: SOCIAL HOUSING PORTFOLIO – BREAKDOWN OF COSTS 2015/16 – 2019/20**

Source: Waverley Council data.

In 2019/20 the expenses associated with the Social Housing portfolio exceeded the income generated, leaving a deficit of around \$98,000, however, in prior years surpluses were returned.

**FIGURE 11: SOCIAL HOUSING PORTFOLIO – SURPLUS/DEFICIT 2015/16 – 2019/20**

Source: Waverley Council data.

The balances of the two Reserves associated with the Social Housing portfolio are shown below. The balance has fluctuated over the past five years, with some of the funds used on major refurbishments to Council's Edmund Street property.

**TABLE 6: SOCIAL HOUSING PORTFOLIO RESERVE BALANCES – 2015/16 – 2019/20**

	2015/16	2016/17	2017/18	2018/19	2019/20
Social Housing Reserve	\$398,602	\$466,826	\$500,074	\$408,834	\$312,005
Newland Street Reserve	\$179,636	\$212,884	\$319,347	\$319,347	\$222,455
<b>Total</b>	<b>\$578,238</b>	<b>\$679,710</b>	<b>\$819,421</b>	<b>\$728,181</b>	<b>\$534,459</b>

Source: Waverley Council data.

#### SUMMARY ACROSS PORTFOLIOS

Across the two portfolios combined, **the overall surplus being delivered has declined in the past five years**. Income has reduced by around \$12,500, while operating expenses have increased by around \$144,000 and capital expenses have increased by around \$133,000 respectively between the 2015/16 and 2019/20 financial years.

The overall surplus for the program has therefore declined by around \$290,000 over this time.

Depreciation is also not factored into the above, however some asset renewal or more major maintenance has been undertaken.

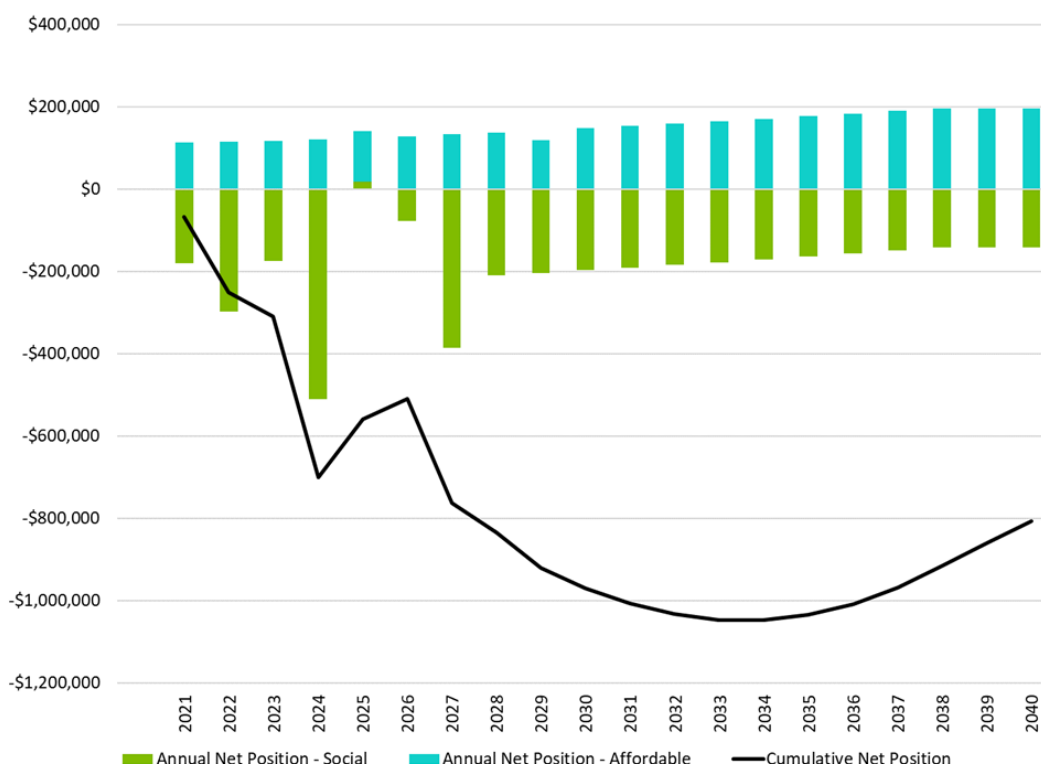


## 2.7 Projected financial position

To understand the future financial position of the program under Council's current financial model, expenditure identified in Council's 10-year Asset Renewal Program has been used to forecast the financial position out to 2040.<sup>2</sup>

Figure 12 shows the results of this projection, illustrating the net position of both portfolios and their overall cumulative position. In summary, the program reaches around a cumulative \$1 million deficit by 2030, which then reduces to around \$800,000 by 2040 (as asset renewal expenditure on SH portfolio reduces under current plans).

**FIGURE 12: PROJECTED FINANCIAL POSITION – BASE CASE/CURRENT MODEL**



Source: SGS, 2020.

It is important to note, however, that this current projection also does not factor in any capital renewal expenditure on the Affordable Housing portfolio, as this has not been determined to-date and requires condition reports to be completed to inform a SAMP. The real picture of the implications and costs to Council of the current model is outlined in the next chapter (which has also considered service level and both portfolio lifecycle costs).

<sup>2</sup> Years post-2030 have been projected out based on Council's 10-year program. Spending on the Social Housing portfolio has also been projected for 2039 and 2040, as Council's data only extends to 2038.

### 3. Housing issues and policy direction

This section outlines the key issues and Council's current policies around social and affordable housing in the LGA.

#### 3.1 Housing issues in Waverley

Waverley Council has had a long-standing commitment to the provision of affordable housing in the LGA and has acknowledged that housing affordability remains a key issue (though this is not unique to Waverley). The most significant issue for Council in expanding the program is that it is very expensive to purchase housing in the eastern suburbs. High property prices within the LGA make it hard to obtain a significant quantity of additional stock, and the funding that is generated through Council's VPA policy is often not enough to deliver more than a couple of units. **Error! Reference source not found.** below shows the high prices for suburbs in the LGA, with the median for even one-bedroom units over \$700,000 in 2020.

**TABLE 7: MEDIAN PRICES FOR UNITS IN WAVERLEY SUBURBS, OCTOBER 2020**

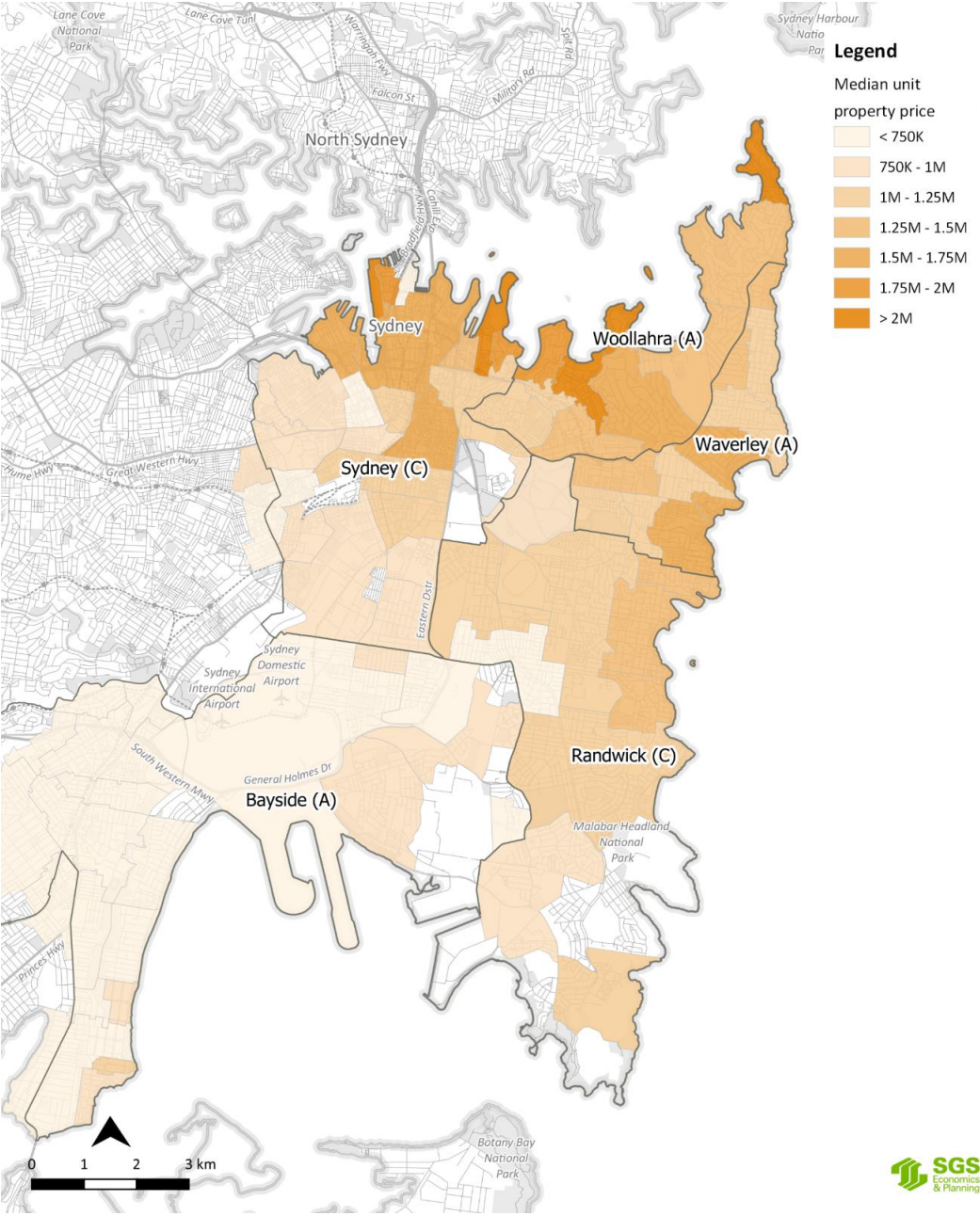
	1-bed	2-bed	3-bed	All units
Bondi Beach	\$969,232	\$1,423,214	\$2,266,594	\$1,553,013
Bondi Junction	-	\$1,132,901	\$2,316,465	\$1,419,352
Bondi	\$735,032	\$1,200,799	\$1,643,457	\$1,193,096
Bronte	-	-	-	\$1,541,018
Dover Heights	-	-	-	\$1,108,133
North Bondi	\$877,253	\$1,381,264	-	\$1,129,259
Queens Park	-	-	-	\$1,045,055
Rose Bay*	\$730,286	\$1,185,134	\$2,008,090	\$1,307,837
Tamarama	-	-	-	\$1,646,507
Vaucluse*	-	\$1,095,460	\$1,812,100	\$1,453,780
Waverley	-	-	-	\$1,135,380

Source: SGS, 2020, based on market data.<sup>3</sup> \* May includes values from outside of Waverley as suburb boundaries extend beyond LGA.

<sup>3</sup> <https://www.htag.com.au/>

This is illustrated spatially in Figure 13, with the median price of all units in 2019 compared to the surrounding LGAs of Woollahra, Randwick, Bayside and the City of Sydney. Some area to the south, such as those in Randwick and Bayside has lower median prices by comparison.

FIGURE 13: MEDIAN PRICE BY SUBURB, ALL UNITS, OCTOBER 2020



Source: SGS, 2020.



In addition to the issue of high prices, there are also very limited opportunities for Council to purchase land to redevelop for new housing. Because the Waverley LGA is already heavily built up, there are very few remaining sites (particularly large sites) that are likely to see large scale redevelopment and that could be used to generate more affordable housing dwellings. Council and CHPs are also in competition with developers in the private market for land on top of high land prices.

Waverley Councillors have noted that it has also been difficult for Council to move quickly enough to purchase dwellings/sites as they become available.

### 3.2 Current policy framework

The issue of housing affordability has been well-recognised in Council's strategic planning documents and policies, that have been summarised in this section.

#### Waverley Local Strategic Planning Statement (LSPS) 2020-2036

Housing affordability is mentioned as a challenge for the Waverley LGA in its Local Strategic Planning Statement (LSPS). The delivery of additional social and affordable housing (SAH) is identified specifically in its 'Key Issues.' More specifically, the challenge for young people who have grown up in the area to be able to afford to continue to live in Waverley is noted.

Among the LSPS's priorities are:

- Planning Priority 4 – which notes the presence of a significant supply gap for SAH in Waverley, and
- Planning Priority 6 – which provides additional detail on the need for affordable housing, noting Council's intent to implement a SEPP 70 scheme, recognising the limitations of the existing ARH SEPP 2009 to deliver housing that is actually affordable and at below-market rates.

Within Priority 6, Action 2 also states an intention to collaborate with the neighbouring LGAs of Randwick and Woollahra and the community housing sector to deliver additional affordable housing stock (see Figure 14 below).

FIGURE 14: WAVERLEY LSPS HOUSING AFFORDABILITY PRINCIPLES AND ACTIONS

Planning Principles			
<ul style="list-style-type: none"> <li>• Grow and improve the provision of social and affordable housing</li> <li>• Enable a range of housing options in areas close to amenities and public transport</li> <li>• Balance the competing demands of increasing seniors housing and retaining the importance of key social infrastructure across the LGA</li> <li>• Support existing social infrastructure and services through increasing accessibility and co-locating other services nearby</li> <li>• Prioritise place based planning and local character when assessing Planning Proposals and Development Applications</li> <li>• Ensure adaptable and accessible housing is provided in locations close to existing services, amenities and accessible recreation activities</li> </ul>			
Actions	Timing	Action	Agency
1 Prepare and implement a Local Housing Strategy that: <ul style="list-style-type: none"> <li>• Sets a 6-10 year and 20 year housing target;</li> <li>• Includes a review of the demand for seniors housing;</li> <li>• Investigates demand for student and worker housing to support the Randwick Health and Education Precinct, and other local needs.</li> </ul>	S	Plan	W S
2 To increase the avenues to deliver affordable housing: <ul style="list-style-type: none"> <li>• Work with Woollahra and Randwick Councils to prepare a regional approach to affordable housing;</li> <li>• Involve community housing providers in the preparation of the Affordable Housing Strategy;</li> <li>• Investigate opportunities to form partnerships to increase housing for very low to medium income groups;</li> <li>• Prepare and implement the Affordable Housing Strategy;</li> <li>• Review planning controls to support the delivery of affordable housing</li> </ul>	S O	Plan Ops.	W C P S
3 Work with the Department of Planning, Industry and Environment to prepare an affordable housing scheme to ensure SEPP 70 is effective in Waverley	S	Plan	W S
4 Review planning controls to provide for diverse types of housing, and work with NSW Government to improve character considerations in the Codes SEPP	S	Plan	W S
5 Implement controls to regulate Short Term Holiday Letting in the LGA	S	Plan	W S
6 Advocate for changes to the ARHSEPP to increase the effective application of Part 3 to introduce a maximum cap on permissible rents, and increase effective and localised contributions schemes	S	Advocacy	W S

Source: Waverley Council, 2020.

### Waverley Local Housing Strategy (LHS) 2020-2036

The Waverley Local Housing strategy (LHS) notes the prevalence of housing affordability issues within the Waverley LGA, with 30 per cent of renting households currently in rental stress. This figure is even higher at 85 per cent for low-income households. The lack of affordability has forced many key service workers to leave the LGA and seek accommodation elsewhere – Waverley now has the fifth lowest key worker population in Sydney.

Shown in Figure 15 below, the LHS identifies that there is likely to be a need for an additional 90 social housing dwellings in the LGA by 2036 to maintain the share at the current level of two per cent of all

dwellings. In addition, to address current rental stress, an additional 600 affordable housing dwellings will also be needed by 2036 – approximately 30 additional dwellings per year.

**FIGURE 15: FUTURE HOUSING NEED IDENTIFIED IN THE WAVERLEY LHS**

Table 4 - Social housing base level demand Waverley, 2016-2036					
	2016	2021	2026	2031	2036
Number of dwellings	510	571	576	588	600

Table 5 - Base level affordable rental housing demand (2016-2036)					
	2016	2021	2026	2031	2036
Number of dwellings	3,438	3,847	3,885	3,962	4,044

Source: Waverley Council, 2020.

Priority H3 of the LHS proposes an incremental approach to an inclusionary zoning requirement for three per cent of affordable housing be implemented through a SEPP 70 scheme, as a way to increase the monetary contributions available to Council for the provision of affordable housing. This is suggested to include a rate of one per cent (increasing to three per cent over time) on all new residential apartment development, plus a higher levy of 10-15 per cent on sites that receive an uplift in planning controls.

Action 3.2 of the LHS also recommends a review of the existing VPA policy to consider an increase of up to 100 per cent of VPA contributions to be dedicated toward affordable housing.

#### **Waverley Planning Agreement Policy (2014)**

As noted above, Council's VPA policy is one of the primary means for Waverley to generate funds to deliver new social and affordable housing.

The current policy states that the value of any additional floorspace should be split 50-50 between Council and the developer. A minimum of 10 per cent of collected contributions are then allocated to Council's affordable housing trust – however this has recently been increased to 25 per cent under Amendment 3 to the Policy. Any remaining contributions are dedicated to provision of other local infrastructure.

The amount contributed by developers is determined based on rated per square metre for residential floor space, indexed using benchmark rates for precincts throughout the LGA (see Figure 16 below). These rates are updated regularly.



**FIGURE 16: BENCHMARK RATES FOR RESIDENTIAL FLOORSPACE UNDER VPA POLICY**

Area and type	Rate \$/sqm
<i>Bondi Junction</i>	\$3,700
<i>Bondi</i>	\$3,700
<i>Bondi Beach</i>	\$4,000
<i>North Bondi</i>	\$4,200
<i>Dover Heights</i>	\$2,800
<i>Rose Bay</i>	\$2,800
<i>Vaucluse</i>	\$2,800

Source: Waverley Council Planning Agreement Policy, 2014, Amendment 3.

### **Draft Waverley Affordable Housing Contributions Scheme (SEPP 70 Scheme)**

Waverley's Draft SEPP 70 Scheme notes that Council's LHS has not identified any areas to be rezoned, and that existing housing capacity under current planning controls will be sufficient to meet housing supply targets – however, there is still a strong need for affordable housing which is not being met by the market.

Because there are very limited sites that can be redeveloped significantly, the opportunity for contributions to be collected via value capture from uplift in the LGA is limited. Therefore, Council has proposed a broad inclusionary zoning requirement of one per cent of GFA of all new residential apartment/mixed use developments to be dedicated to affordable housing, based on market rates of gross realisation value per square metre.

The Draft Scheme also proposes a rate of 10 per cent on floorspace on sites that have received uplift granted through the planning approval process.

All contributions are proposed to be provided directly to Council for the specific purpose of affordable housing provision. Where contributions amount to less than 50 square metres, monetary contributions may be provided.

### **3.3 Funding for affordable housing outside of Council**

While there are certain funding streams for new dwellings from the above, Council is relatively limited in its ability to source additional funding without borrowing further funds or being able to access government grants. Current practice is for general Council rates income not to be used to fund the Social and Affordable Housing program (although it is proposed for SAMP capital renewal – and will be further explored relative to the costs of the portfolios)

Councils are able to access funding from some external sources to support the development of new housing, such as the Commonwealth Government's National Housing Finance and Investment Corporation (NHFIC). However, Councils are only able to access funding through NHFIC from the National Housing Infrastructure Facility (NHIF), which provides finance for infrastructure projects that

will unlock new housing supply (such as transport links and electricity, gas, and telecommunications infrastructure) – it does not provide funding for new affordable housing directly.<sup>4</sup>

In contrast, under the NHFIC, registered CHPs are able to access an Affordable Housing Bond Aggregator (AHBA) which provides low-cost, long-term loans to support the provision of social and affordable housing.<sup>5</sup> In this way, CHPs have more flexibility to source additional financing to deliver new housing compared to Council.

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<sup>4</sup> See NHFIC, 'National Housing Infrastructure Facility (NHIF) finance,' <https://www.nhfic.gov.au/what-we-do/national-housing-infrastructure-facility/>

<sup>5</sup> See NHFIC, 'Affordable Housing Bond Aggregator (AHBA) loans,' <https://www.nhfic.gov.au/what-we-do/affordable-housing-bond-aggregator/>

## 4. Affordable housing needs assessment

This section outlines the projected demand for social and affordable housing in Waverley and the neighbouring LGAs of Randwick and Woollahra to 2036, to understand the broader need for housing in the area. Consideration is also given to the preferable location for housing within the LGA in terms of accessibility.

### 4.1 The need for social and affordable housing

The need for social and affordable housing arises from the gap between the cost of rental housing and the capacity to pay by lower income households.

‘Housing stress’ is a signifier of need or demand for social and affordable housing. Housing stress is indicated when lower income households are deemed to be spending an excessively high proportion of their income on housing.

**Households are said to be in housing stress if they have moderate, low or very low incomes, *and* spend 30% of more of their income on housing.**

Most households in housing stress would require assistance to access housing at an affordable rate.

#### Eligible household income levels

SGS’s modelling uses the 2016 census data to estimate the proportion of households in housing stress. Statistical techniques are used to break this down by household type, income level and kind of housing stress or need.

The NSW Affordable Housing Ministerial Guidelines define income thresholds for affordable housing based on a percentage of the current median income, in accordance with Section 1.4(1) of the Environmental Planning and Assessment Act 1979 and ministerial guidelines.

- Very low income: less than 50%
- Low income: 50-80%
- Moderate income: 80-120%.

SGS’s modelling further breaks this down by household type, using the median income for each type of household across Greater Sydney with the above percentages. The applicable ranges used in this report are set out in Table 8.



**TABLE 8: INCOME RANGES FOR SOCIAL AND AFFORDABLE HOUSING IN GREATER SYDNEY\* (2016\*\*)**

Household	Very Low Income	Low Income	Moderate Income
Couple family with children	Up to \$52,064	\$52,064 to \$83,302	\$83,302 to \$124,853
Couple family without children	Up to \$39,436	\$39,436 to \$63,098	\$63,098 to \$92,547
One-parent family	Up to \$38,260	\$38,260 to \$61,216	\$61,216 to \$91,724
Other family	Up to \$78,587	\$78,587 to \$125,739	\$125,739 to \$188,508
Group household	Up to \$43,186	\$43,186 to \$69,098	\$69,098 to \$103,547
Lone person	Up to \$25,000	\$25,000 to \$40,000	\$40,000 to \$59,900

\* SGS uses the median income for Greater Sydney consistent with the Act and ministerial guidelines.

\*\* SGS uses 2016 income ranges for the purpose of modelling using data from the 2016 census.

### Defining levels of housing stress

The following categories are used in defining housing stress and likely need for social and affordable housing:

- Moderate stress – households which spend 30-50 per cent of their income on rent
- Severe stress – households which spend over 50 per cent of their income on rent
- Homeless – while homeless people are not experiencing rental stress, they are in acute need of housing assistance. ABS define this as people in highly overcrowded dwellings, staying temporarily with others without a fixed address and those living in boarding houses as well as people sleeping rough. The ABS also typically under-counts homelessness
- Social housing – includes households in public housing and community housing provided by community housing organisations. Households in social housing pay lower than 30 per cent of their income on rent and so are not technically in housing stress. However, they do need housing assistance and would most likely be in housing stress without social housing services. They are therefore included in SGS's modelling as part of social and affordable housing demand.

### Defining household types

Household type refers to who lives in a dwelling, for example a family, couple, or single person. The following categories are used:

- Couples with children – a family with two adults and one or more children.
- Single parent families – one parent living with one or more children.
- Other family – other kinds of households with related people living together, such as siblings living together.
- Couples without children – a couple in a long-term relationship without children. This includes both young couples and older couples whose children have moved out.

- Lone person household – a single person living by themselves. For the purposes of modelling, people experiencing homelessness are assumed to be lone person households.
- Group household – two or more unrelated people living together, for example a shared house.

### Methodology

SGS has estimated the 'current' (2016) and projected (2041) requirement for social and affordable housing need in the Waverley, Randwick and Woollahra LGAs using its Housing Assistance Demand (HAD) Model.

The HAD Model was commissioned by the State Government to assist in the strategic planning of a range of housing services including investment in social housing. The application of the Model is described below, with further elaboration in Appendix A.

## 4.2 Housing stress in 2016

### Waverley LGA

SGS estimates that 7,044 households in the Waverley LGA were in rental stress, homeless or living in social housing as of 2016. This represents 22.1 per cent of all households in the LGA. There are a large number of households in each of the stress category, however households living in severe stress currently make up the largest cohort in stress or need of housing assistance, followed by those in moderate stress. This is seen in Table 9.

**TABLE 9: HOUSING STRESS, WAVERLEY LGA (2016)**

Stress type	Number of households	% of all households
Homeless <sup>6</sup>	387	1.2%
Living in social housing	734	2.3%
Severe stress	3,674	11.5%
Moderate stress	2,249	7.1%
<b>Total</b>	<b>7,044</b>	<b>22.1%</b>

Source: SGS Economics and Planning, HAD Model 2020

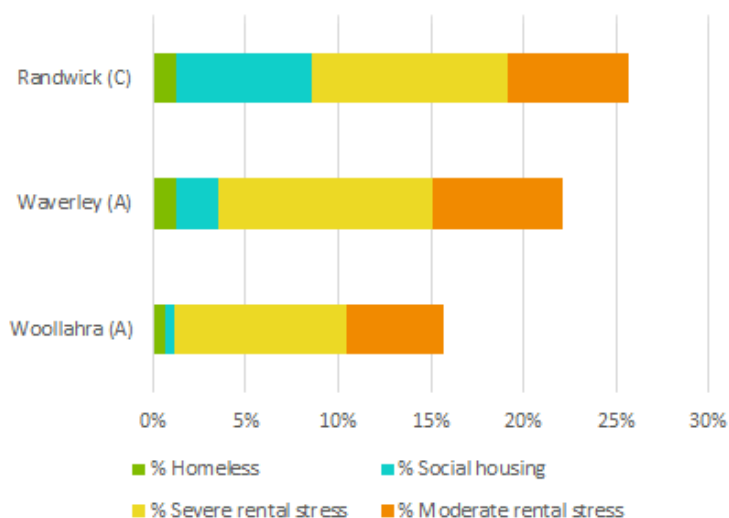
### LGA Comparisons

Compared to Waverley, Randwick has a higher overall number of households in stress (over 25 per cent), although Randwick also has a relatively larger population. If existing social housing stocks are not considered, Waverley has the higher proportion of households in stress at 19.8 per cent followed by

<sup>6</sup> Note: Council's homelessness surveys suggest that homelessness in the LGA may be lower than that reported by the ABS data which has been used in the model.

Randwick at 18.4 per cent. The proportion and number of households in stress is shown below in Figure 17 and **Error! Reference source not found.** respectively.

**FIGURE 17: PROPORTION OF HOUSEHOLDS IN HOUSING STRESS, BY LGA (2016)**



Source: SGS Economics and Planning, HAD Model 2020

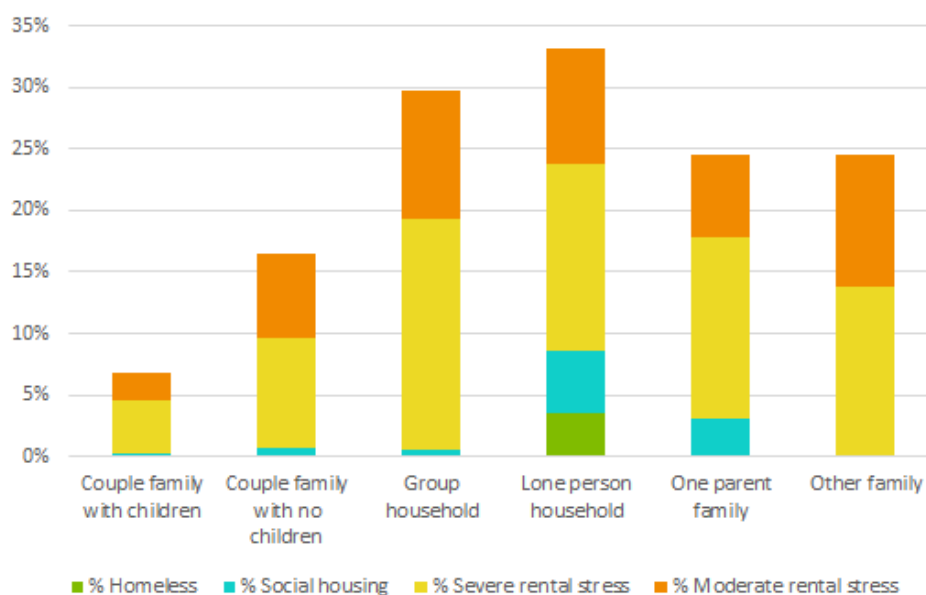
**TABLE 10: NUMBER OF HOUSEHOLDS BY STRESS LEVEL, BY LGA (2016)**

LGA	Homeless	Living in social housing	Severe stress	Moderate stress	Total households in housing stress	% of all households
Waverley (A)	387	734	3,674	2,249	7,044	22.1%
Randwick (C)	738	4,299	6,248	3,864	15,149	25.7%
Woollahra (A)	165	133	2,366	1,367	4,031	15.7%

Source: SGS Economics and Planning, HAD Model 2020

### Household types

All types of household's experience housing stress across the Waverley LGA. *Lone person* household is the most common form of household in housing stress at 33.2 per cent, followed closely by *group* household (29.8 per cent) and *one parent family* households (24.6 per cent). This is illustrated below in Figure 18.

**FIGURE 18: PROPORTION OF HOUSEHOLDS IN HOUSING STRESS, BY HOUSEHOLD TYPE, WAVERLEY LGA (2016)**

Source: SGS Economics and Planning, HAD Model 2020

Quantitatively, the *other family* household type has the fewest number of households in housing stress as shown in **Error! Reference source not found.**

**TABLE 11: HOUSEHOLDS IN HOUSING STRESS, BY HOUSEHOLD TYPE, BY STRESS LEVEL, WAVERLEY LGA (2016)**

Household Type	Homeless	Living in social housing	Severe stress	Moderate stress	Total households in housing stress	% of all households
Couple family with children	0	21	324	170	516	1.6%
Couple family with no children	0	44	632	479	1,155	3.6%
Group household	0	20	645	363	1,027	3.2%
Lone person household	387	582	1,709	1,054	3,732	11.7%
One parent family	0	67	323	151	541	1.7%
Other family	0	0	42	32	74	0.2%
<b>Total</b>	<b>387</b>	<b>734</b>	<b>3,674</b>	<b>2,249</b>	<b>7,044</b>	<b>22.1%</b>

Source: SGS Economics and Planning, HAD Model 2020



**Error! Reference source not found.** compares the number of households in housing stress in the Waverley LGA by household type to Randwick and Woollahra.

**TABLE 12: NUMBER OF HOUSEHOLDS IN HOUSING STRESS, BY HOUSEHOLD TYPE, BY LGA (2016)**

LGA	Couple family with children	Couple family with no children	Group household	Lone person household	One parent family	Other family	% of all households
Waverley (A)	516	1,155	1,027	3,732	541	74	22.1%
Randwick (C)	1,424	2,237	2,447	7,053	1,722	265	25.7%
Woollahra (A)	327	600	498	2,186	365	56	15.7%

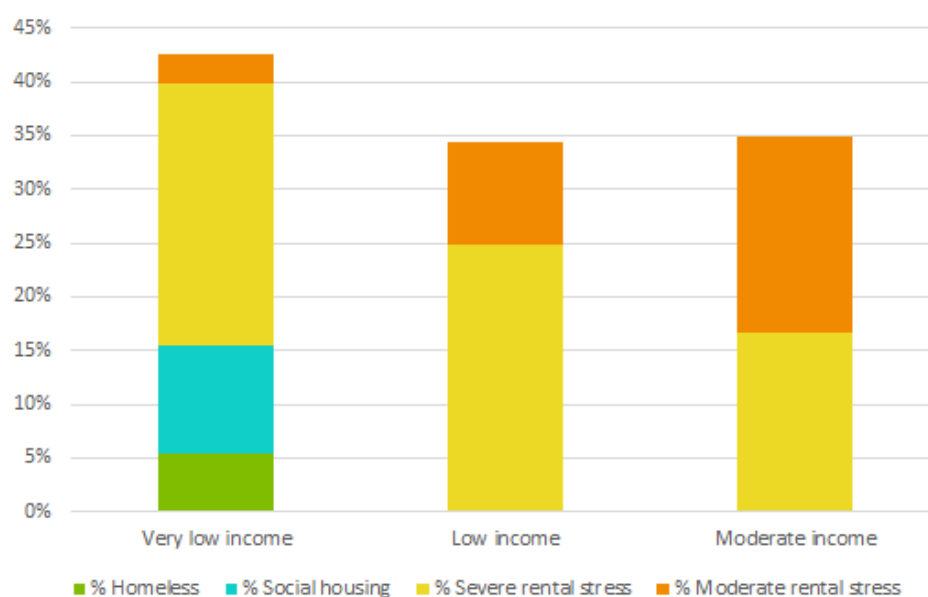
Source: SGS Economics and Planning, HAD Model 2020

### Income levels

The likelihood of experiencing rental stress is inversely related to the level of household income. **Very low-income households** are particularly likely to be in housing stress. These households are **most likely to need social housing** where tenants typically pay rents equivalent to 30 per cent of their income.

In the Waverley LGA, 24 per cent of very low-income households are in *severe* rental stress and may be at risk at homelessness. Low-income households are less likely to be in housing stress, although a significant portion are still in severe or moderate housing stress. Moderate income households are relatively unlikely to be in severe stress, but around 11 per cent of households in the LGA are in moderate housing stress.

Figure 19 and **Error! Reference source not found.** below display the proportion and number of households in housing stress within the Waverley LGA.

**FIGURE 19: PROPORTION OF HOUSEHOLDS IN HOUSING STRESS, BY INCOME, WAVERLEY LGA (2016)**

Source: SGS Economics and Planning, HAD Model 2020

**TABLE 13: NUMBER OF HOUSEHOLDS IN HOUSING STRESS, BY INCOME, BY STRESS TYPE, WAVERLEY LGA (2016)**

Income Level	Homeless	Social housing	Severe	Moderate	Total households in housing stress	% of all households
Very low income	387	734	1,768	198	3,088	9.7%
Low income			930	532	1,282	4.0%
Moderate income			580	633	1,213	3.8%
<b>Total</b>	<b>387</b>	<b>734</b>	<b>3,278</b>	<b>1,183</b>	<b>5,582</b>	<b>17.5%</b>

Source: SGS Economics and Planning, HAD Model 2020

**Error! Reference source not found.** below also compares the number of households in housing stress in the Waverley LGA by household incomes to Randwick and Woollahra.

**TABLE 14: NUMBER OF HOUSEHOLDS IN HOUSING STRESS, BY INCOME, BY LGA (2016)**

LGA	Very low income	Low income	Moderate income	Total households	% of all households
Waverley (A)	3,088	1,282	1,213	5,582	17.5%
Randwick (C)	8,998	2,324	1,974	13,297	22.5%
Woollahra (A)	1,567	726	741	3,034	11.8%

Source: SGS Economics and Planning, HAD Model 2020

**Dwelling type**

By common definition, a household is considered to be experiencing mortgage stress if, for low-earning households,<sup>7</sup> mortgage payments account for more than 30 per cent of net household income. For renting households, the definition is similar, with a low-income household considered to be under rental stress if rental payments account for 30 per cent of net household income.

**Error! Reference source not found.** below shows the proportion of low-earning households by dwelling type suffering from mortgage and rental stress. Households living in flat or apartment types are more likely to be in rental and mortgage stress than the comparison dwelling types – 39.5 per cent of renter households and 90.6 per cent of households with mortgages are experiencing housing stress.

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<sup>7</sup> For the purposes of this assessment, low income households are defined as those for which total household income is in the lowest four deciles.

**TABLE 15: MORTGAGE AND RENTAL STRESS, BY DWELLING TYPE, WAVERLEY LGA (2016)**

	Separate House	Semi-detached	Flat/Apartment
<b>Rental households</b>			
Total rental households	404	844	8,777
Total rental households in rental stress	102	288	3,467
% rental stress	25.2%	34.1%	39.5%
<b>Mortgage households</b>			
Total mortgage households	1,120	1,506	2,184
Total mortgage households in mortgage stress	990	1,364	1,979
% mortgage stress	88.4%	90.6%	90.6%
<b>Total</b>			
Total households	4,066	4,836	18,655
% rental stress	2.5%	6.0%	18.6%
% mortgage stress	24.3%	28.2%	10.6%
% total housing stress	26.8%	34.2%	29.2%

Source: SGS Economics and Planning, 2016 ABS Census

### 4.3 Future demand for social and affordable housing

Future housing stress is calculated based on population growth using LGA-level population projections released by the NSW Government. According to these projections, Waverley LGA will grow by approximately 2,303 households in the 20 years from 2016 to 2036. On top of population growth, housing stress and need for housing assistance will be driven by relative changes in household incomes and housing cost.

Three scenarios were used to capture the uncertainty in predicting how the housing market and household incomes will change in the future. These are described below and in **Error! Reference source not found.**

- The **base case** assumes that incomes and rents grow at the same rate.
- The **optimistic scenario** assumes that incomes grow faster than rents.
- The **pessimistic scenario** assumes that rents grow faster than incomes.



**TABLE 16: FORECAST SCENARIO ASSUMPTIONS**

Base Case	Optimistic	Pessimistic
Income growth = rent growth	Year 1-5: Income Growth > Rent Growth (1% pt)	Year 1-5: Income Growth < Rent Growth (1% pt)
20-year time horizon	Year 6-20: Income Growth = Rent Growth	Year 6-20: Income Growth = Rent Growth

Source: SGS Economics and Planning, HAD Model 2020

### Waverley LGA scenarios

The modelling suggests that, without any intervention, the number of households in housing stress or in need of housing assistance in the Waverley LGA could rise from 7,044 in 2016 to 7,691 in 2036 under the base case. This and the results of the other scenarios are illustrated below in Figure 20 and **Error! Reference source not found..**

These results show that households in rental stress or in need of housing assistance are projected to almost double in number between 2016 and 2036.

**FIGURE 20: HOUSEHOLDS FORECAST IN HOUSING STRESS, BY SCENARIO, WAVERLEY LGA (2016-2036)**

Source: SGS Economics and Planning, HAD Model 2020

**TABLE 17: HOUSEHOLDS FORECAST IN HOUSING STRESS, BY SCENARIO, WAVERLEY LGA (2016-2036)**

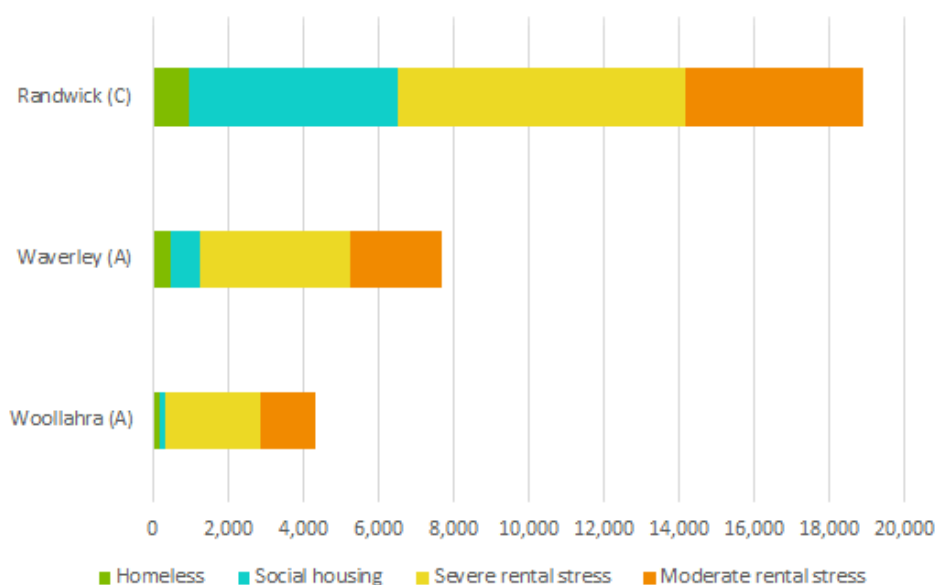
Scenario	2016	2036	Change	%Change
Base	7,044	7,691	647	9.2%
Optimistic	7,044	8,028	984	14.0%
Pessimistic	7,044	7,431	387	5.5%

Source: SGS Economics and Planning, HAD Model 2020

### LGA comparisons

By 2036, the largest increase in the number of households experiencing housing stress is expected to occur in Randwick (3,746), followed by Waverley (647), as shown in Figure 21 and Table 18 below.

While Randwick is projected to have the largest change in households experiencing housing stress between 2036 and 2016, the *proportion* of households experiencing stress in Waverley is almost equivalent to Randwick.

**FIGURE 21: HOUSEHOLDS FORECAST IN HOUSING STRESS, BY LGA (2036, BASE CASE)**

Source: SGS Economics and Planning, HAD Model 2020

**TABLE 18: HOUSEHOLDS FORECAST IN HOUSING STRESS, BY LGA (2036, BASE CASE)**

LGA	2036	Change	% Households in housing stress	% Change
Waverley (A)	7,691	647	22.5%	9.2%
Randwick (C)	18,895	3,746	26.0%	24.7%
Woollahra (A)	4,297	266	16.0%	6.6%

Source: SGS Economics and Planning, HAD Model 2020

**Household types**

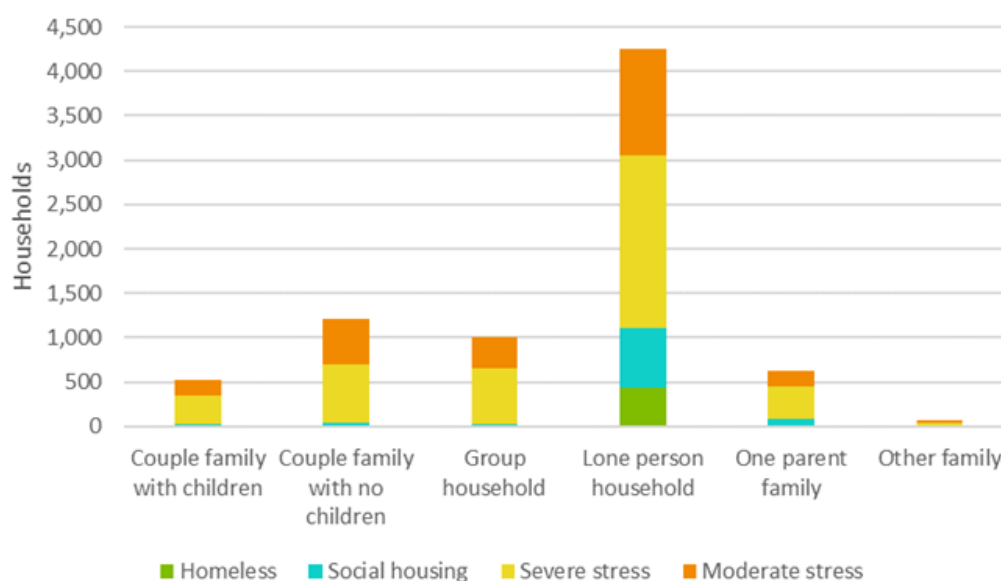
Changes in which kinds of households will be in stress in the future will be driven by demographic shifts. *Lone person* households are still expected to be the most common households in stress in the future in the Waverley LGA, as shown in **Error! Reference source not found..** Growth in the number of one parent families over this time is also projected to be substantial, though this household type may be less suited to Council's existing portfolio (as it is made up of dwellings with two bedrooms or less).

**TABLE 19: FORECAST NUMBER OF HOUSEHOLDS IN HOUSING STRESS BY HOUSEHOLD TYPE, WAVERLEY LGA (2036, BASE CASE)**

Household Type	Total Households in housing stress	% Households in housing stress	Additional households in housing stress (2016-2036)	% increase from 2016
Couple family with children	525	1.5%	10	1.7%
Couple family with no children	1,205	3.5%	50	4.3%
Group household	1,012	3.0%	-15	-1.5%
Lone person household	4,247	12.4%	516	13.8%
One parent family	627	1.8%	86	15.9%
Other family	74	0.2%	0	0.0%

Source: SGS Economics and Planning, HAD Model 2020

It is also important to understand the proportion of households likely to be in severe rental stress – where households are paying more than 50 per cent of their income on rent. For single person households, around 45 per cent are projected to be in severe stress in 2036, which is higher than for other household types, and shown below in Figure 22.

**FIGURE 22: PROJECTED HOUSEHOLDS IN HOUSING STRESS BY TYPE (2036, BASE CASE)**

Source: SGS Economics and Planning, HAD Model 2020

#### Implications for Waverley's target groups

Recognising that Waverley's current portfolio of stock is limited, there is a case to more tightly target its limited provision to those in the most need and experiencing the most severe rental stress. This is projected to be predominantly lone person households, though single parent households in stress are also expected to increase. There will be financial implications for Council as restricting eligible households to those in most need on lower incomes will see a smaller amount of rent received (if rents are set as a proportion of income).

## 4.4 Accessibility of housing

The Housing Access Rating Tool (HART) is a 20-point tool that scores small areas within the Waverley LGA for access to key social services, amenities, and public transport, and measures the suitability for housing intensification in each area. This recognises that, ideally, housing intensification should be concentrated in places that are the most accessible and liveable, and that have good access to social infrastructure.

There are many ways that liveability and accessibility can be measured. There are also many different destinations that people may want to live near, and how important these different destinations are considered will vary from person to person. As part of the framework for potential acquisition sites shown in the figure, the HART analysis captures access and community integration.



### Components and methodology

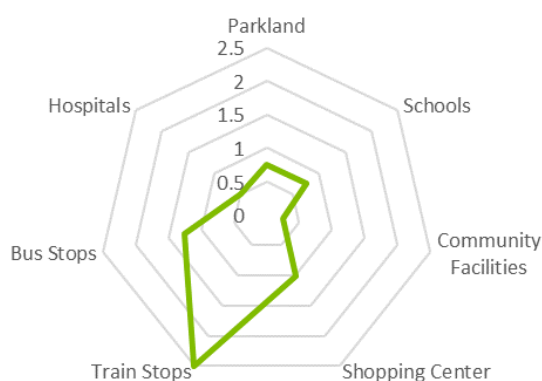
SGS has assessed the suitability of each part of the Waverley LGA for housing intensification based on the proximity of each area to the following destinations and facilities, using the road network:

- Train stations
- Bus stops
- Open space
- Shopping centres
- Primary schools and secondary schools
- Community facilities such as libraries, sports centres and courts and swimming pools, and
- Hospitals.

Proximity to most of these elements is required or encouraged under NSW Government planning policy for land to be zoned for high density residential development.

The scoring criteria targets affordable housing tenants as it prioritises social services that tenants may need and excludes consumptive amenities such as bars/restaurants and private gyms. Each Mesh Block (MB) in Waverley has been given a score for proximity to each destination, based upon whether it fell within a primary or secondary catchment along the existing road network. By weighting and combining each attribute, an overall proximity score was produced reflecting suitability for housing intensification. This proximity score measures high level opportunities for housing intensification, as shown in Figure 23.

**FIGURE 23: PROXIMITY SCORE MEASURES**



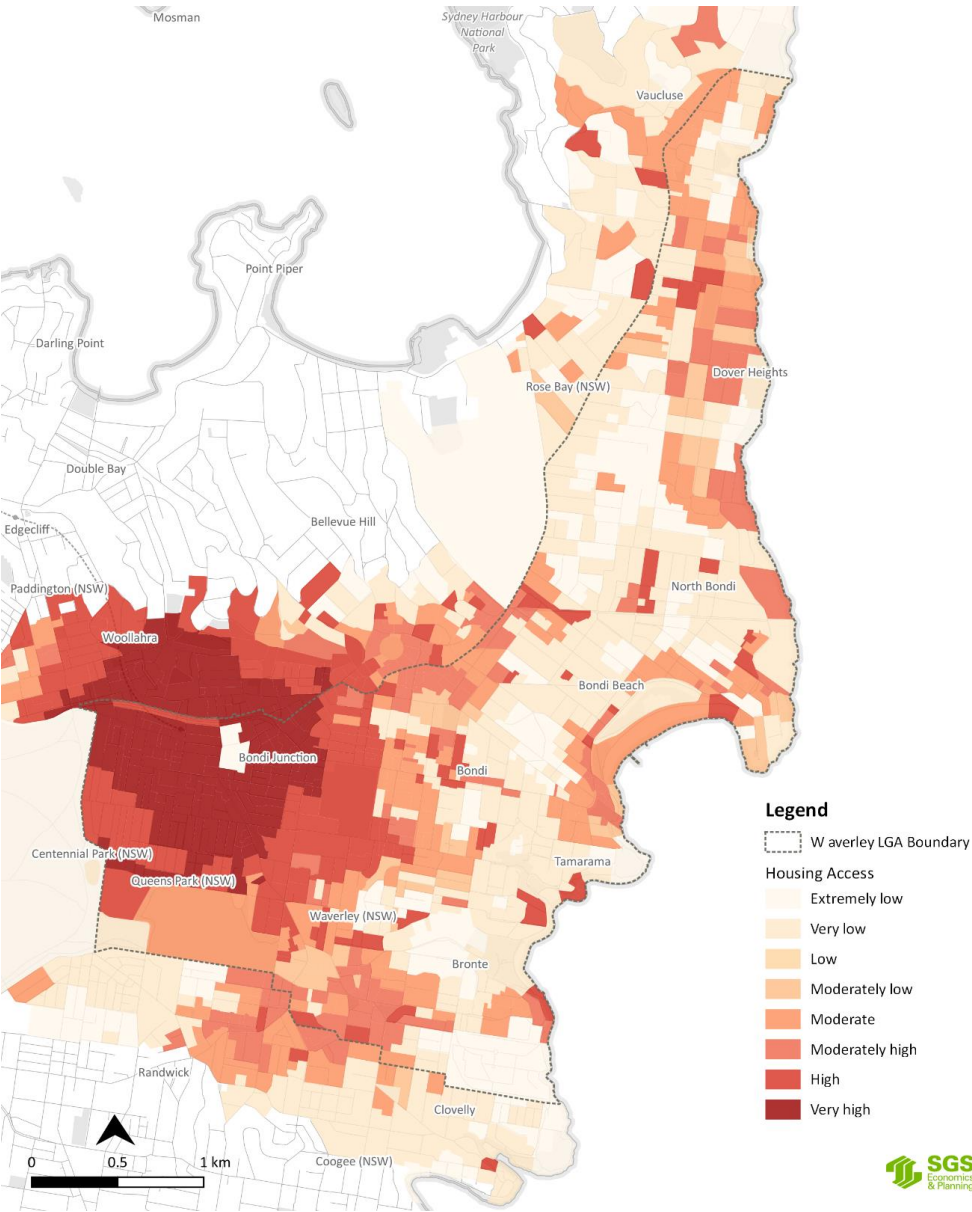
Source: SGS HART model, 2020

Increasing public transport accessibility or the size of a retail center, for example, could dramatically change suitability for development. Urban design considerations and other development constraints could also mean that somewhere that is assessed as having high suitability of additional housing may be inappropriate for additional development.

Overall suitability for housing

The scores calculated for overall suitability are strongly linked to proximity to public transport. This is reflected below in Figure 24 with the area around Bondi Junction. However, other parts of the LGA score relatively highly due to their proximity to bus routes, open space, shops, or community facilities.

FIGURE 24: OVERALL SUITABILITY FOR HOUSING, WAVERLEY LGA



Source: SGS HART model, 2020

Further detailed maps by each destination/facility type are provided in Appendix B.

#### Implications for Waverley's program

This suggests that any new social or affordable housing delivered as part of Waverley's program would be best located in the area with the higher scores – particularly Bondi Junction and surrounds. Areas like Queens Park, where Council's portfolio is already somewhat concentrated, are also relatively well-placed in terms of accessibility. In the adjoining Randwick LGA locations in the corridor between Kensington to Kingsford centres as well as around the Randwick centre are also good locations due to the introduction of the light rail to these centres, as well as the opportunities for redevelopment.

### 4.5 Potential changes to target group definition

Given the projected level of need for social and affordable housing and the types of households in housing stress,

*it is recommended that the target groups for the WAHP be refined from targeting low-moderate income households to targeting lone person households in severe rental stress, single parent households in severe rental stress (where properties are available) and have less of a focus on providing housing to households on moderate incomes.*

Providing housing for households on a range of different incomes is an important part of maintaining community diversity – which is one of Council's key objectives. The WAHP currently targets those on low to moderate incomes, which is important as part of Council's focus on key workers, however, these households are also likely to have more capacity and options to rent in the private market than those on low and very low incomes. The latter are equally as important a cohort to supporting community diversity, however for these households there are extremely limited options for housing outside of the social housing system. If the target groups were adjusted to those on lower incomes, Council would still use the planning system to facilitate low-cost private market options to provide for the moderate income cohort where these are key workers (for example the LSPS talks about a range of housing options in the private sector, but could also investigate facilitation of affordable versions of build to rent or for example the establishment of co-housing or cooperative housing models).

Should Council want to maintain its current target groups for the WAHP to include the broader focus on key workers (that as an objective is supported as an important objective of the LSPS), then there is likely to be a stronger need for other approaches to expand the quantity of housing stock that is available for those on low and very low incomes – either by Council or through partnerships with the State government.

It is also recommended that the target groups for the WCLP (adults with a mild intellectual disability and semi-independent living skills) and the WHOP (people over 55 years of age on low incomes with a connection to the Waverley area) be retained, recognising for the WHOP in particular, that if tenants don't have secure housing by the time they reach pension age it is much more difficult for them to be able to stay in the Waverley area.

## 5. Portfolio asset management

This section considers asset management issues for the Waverley Program and Portfolio.

### 5.1 Current asset management program

Council operates and maintains its assets within a robust asset management framework to ensure that its infrastructure assets are operated, maintained, renewed and upgraded to achieve the specified Levels of Service in the most cost effective and sustainable way. This framework is detailed within Council's Strategic Asset Management Plan (SAMP), that is reviewed every four years. Council's current SAMP updated in 2018 (SAMP5) incorporates the following:

- Asset Management Strategy (AMS)
- Nine individual Asset Management Plans (AMPs) that address the various infrastructure assets. Social housing is addressed within the building infrastructure AMP
- Asset Management Policy.

SAMP5 sets out that the future funding requirements and service delivery in the context of:

- Current asset condition and performance
- Levels of Service
- Forecast demand for infrastructure and services
- Critical assets and risks associated to their failure
- Funding constraints.

SAMP5 reflects Council's level of asset management maturity, and areas that it was seeking to focus since then, so that its identified gaps could be addressed, and the overall level of maturity could be improved.

Council's reporting on Service Level identifies two indicators, 'cost to satisfactory' and 'cost to agreed service'. The cost to satisfactory is a theoretical calculation on the cost to bring assets to a satisfactory condition generally accepted as condition 3 meaning 'fair' condition. If 'cost to agreed service level' became the target service level for meeting its community expectations, this could mean a condition higher than 'fair' condition. In this framework, Council's condition rating is represented in 1 to 5, where 1 is excellent and 5 is poor.

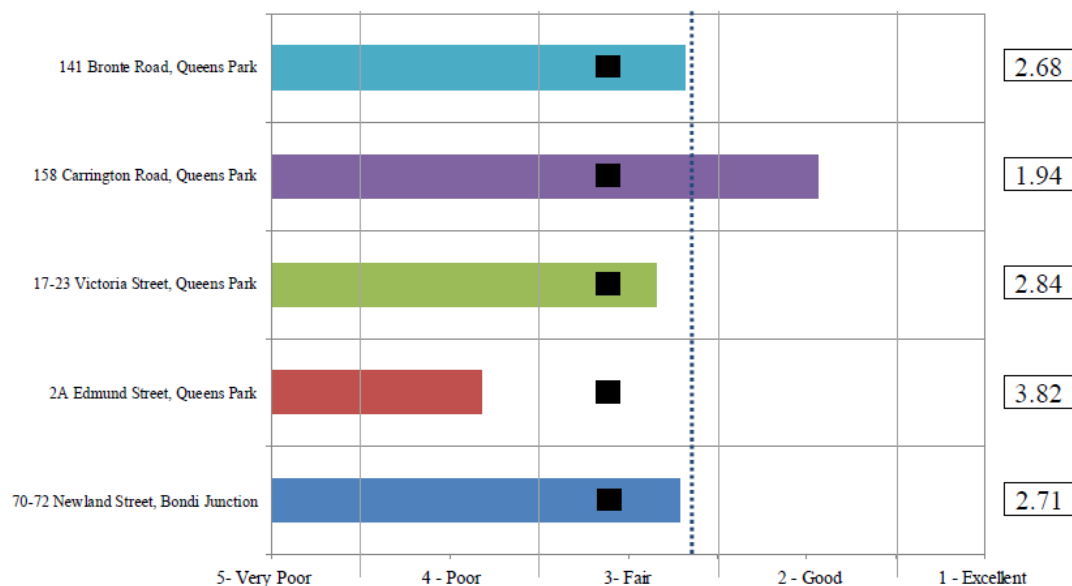
Based on Council's last condition survey undertaken in 2018, most of the Social Housing portfolio is generally deemed to be of 'fair' condition and maintained to an appropriate industry standard. Given the identified condition, SAMP5 reflects the estimated capital renewal funding to maintain these assets at the 'fair' condition. The state and comparable rankings for the Affordable Housing portfolio are less clear, as condition reports have not yet been developed for the stock (though they are planned in the next six months). Because of this gap in knowledge, capital renewal funding for the Affordable Housing stock is not addressed in SAMP5 (though social housing is) – meaning that there is likely to be additional costs to Council to maintain the portfolio which are not accounted for yet.



At present, Council's description of the target service level for the social and affordable housing units is to provide tenants with a 'nice place to live.' A clearer definition is required of what this means in practice, noting that maintaining the portfolio at 'fair' condition may not achieve Council's target service level.

Figure 25 below illustrates the average condition of the buildings at each of the sites in the Social Housing portfolio as assessed by the condition assessments.

**FIGURE 25: AVERAGE CONDITION OF BUILDINGS, SOCIAL HOUSING PORTFOLIO**



Source: Asset Technologies Pacific, 2018.

## 5.2 Review of current asset management

Consultation was undertaken with Council staff and Bridge Housing to inform the review as well as review of data and documents (including the conditions reports and SAMP) provided by Council. From the analysis of the asset management information available, the key issues for the current program can be summarised as follows:

- There appears to be a backlog of life cycle maintenance across the portfolios, for which there is inadequate funding at this time.
- There is a need to move to a clearer definition of what a 'nice place to live' means in practice for property maintenance and renewal of Council SAH dwellings, including for example setting a clear standard for internal fit-out and Council agreement on that standard.
- While most of the Social Housing stock has been rated as being 'Fair' or above, the ratings given to the properties are also heavily weighted to the structural and external elements of the dwelling rather than the internal. This means that the internal fit out of some dwellings in the portfolio may not be up to the required standard even though the building overall has a fair rating.

- While it is preferable for capital renewal to be undertaken based on life cycle needs, there are barriers to this including the difficulty in gaining access or relocating existing tenants in the process.
- As condition reports have not been completed yet there is a gap in understanding what may be required in asset maintenance for the Affordable Housing stock. For this review assumptions have been established to understand likely life cycle costs (see sections below) to inform consideration of options.
- There is a potential for greater integration between service and asset management that will assist reactive maintenance, proactive maintenance and capital asset renewal – and in social and affordable housing high level of trust and coordination is necessary with tenant to achieve agreements for renewal.

### 5.3 Potential establishment of a new service level for assets

To understand the potential financial implications of capital renewal that may be needed to maintain the internal areas of units within the social and affordable housing portfolios to a target service level of a ‘nice place to live’, the following assumptions have been made:

- The commensurate condition rating that aligns with the target service level being condition 2 (‘good’) rather than condition 3 (‘fair’) on average (subject to Council agreeing to this approach)
- Typical size of the various types of units - 50 square metres for studios and one-bedroom units, 65 square metres for two-bedroom units
- The costings used have not assumed that refurbishments will involve very high-quality finishing’s, fittings or equipment, but rather durable and commonly available items which would allow for easy ongoing maintenance.

Table 20 below outlines the elements that need to be considered in the internal renewal of dwellings.

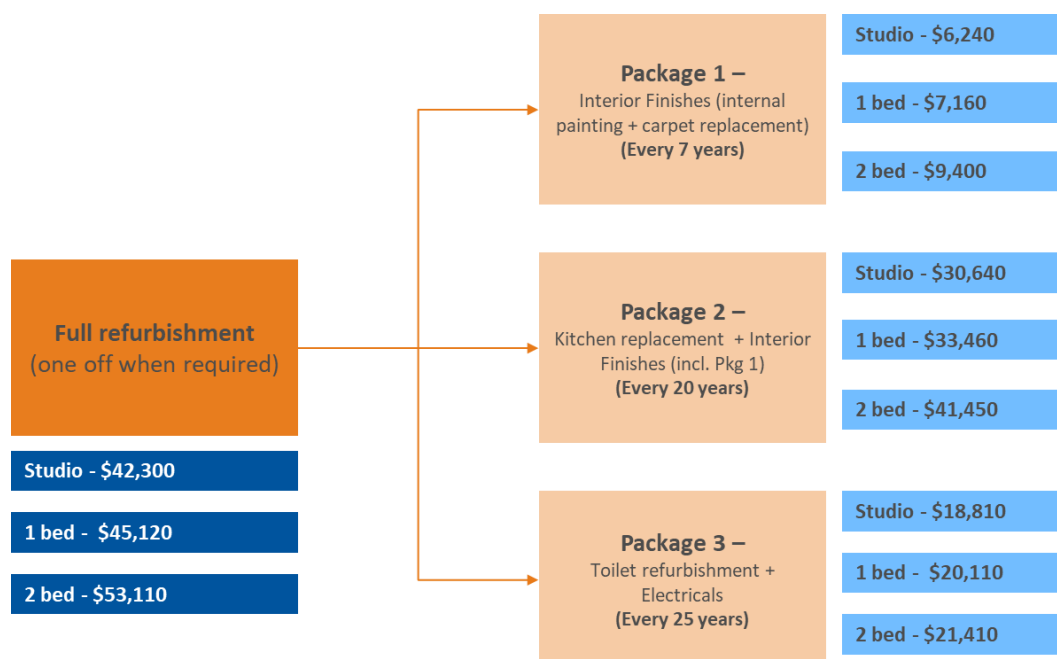
**TABLE 20: ELEMENTS OF INTERNAL ASSET RENEWAL**

All areas	Living/dining/bedroom	Kitchen	Bathroom	Other
Internal paint	Carpet	Cabinets	Tiling – wall, floor and waterproofing	Balcony flooring
Window	Vinyl	Wall splash back	Wash basin and tap	
Doors	Wardrobe	Appliances	Storage cupboard	
Main switchboard/ electrical		Rangehood	WC	
Power outlets, switches		Dishwasher	Shower cubicle and tapware	
Lighting		Stove/oven		

Source: SGS and OntoIt, 2020.

As well as this, assumptions for the timing of when refurbishment will be needed across a 25-year period have also been made, based on the age of the dwellings in the portfolio – recognising that dwellings which are newer will be at a different point in the asset renewal cycle and would not need as much refurbishment as older properties. Figure 26 below illustrates these assumptions for different renewal components and timing. Assumptions for the Affordable Housing portfolio have been based on ‘likely’ capital renewal requirements, as the condition reports for these are not available.

The costs for the ‘full’ refurbishment reflect the cost of bringing a unit up to standard from the start – some of the full cost may not be necessary for newer units or where previous capital renewal upgrades have been carried out.

**FIGURE 26: ASSET MANAGEMENT RENEWAL COST ASSUMPTIONS**

Source: Ontoit, 2020.

#### 5.4 Projected financial position factoring in potential new service level

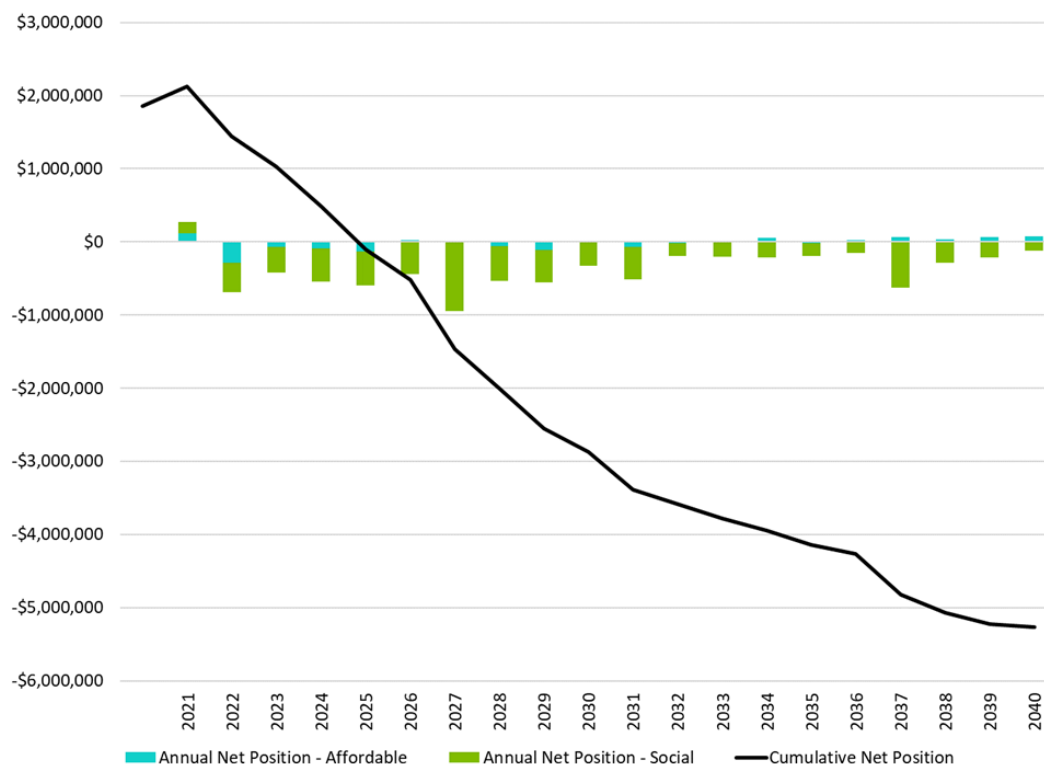
Based on the above, across a period of 25 years, significant additional spending will be required to maintain the Waverley portfolio to an improved standard for internal fit outs – illustrated below in Figure 27 – compared to the current program and forecast expenditure (shown above in Figure 12).

By 2040, the projected deficit reaches just over \$5 million. This means in effect, that Council is subsidising the Social and Affordable Housing program in the order of \$356,000 per year on average – noting also that this includes the potential capital renewal costs for the Affordable portfolio, whereas Council's current forecasts do not.

It should be noted that this projection utilises the current funding available in the SH and AH Reserves (excluding only the VPA Reserve as this is for new dwellings), while retaining a \$500K amount to smooth operational expenditure, to assist in funding short term capital renewal to address the backlog. This is a realistic use of this Reserve funding to target a current backlog.



**FIGURE 27: PROJECTED FINANCIAL POSITION – IMPROVED ASSET MANAGEMENT STANDARD (GOOD INTERNALS + INCLUDING AH AND SH PORTFOLIOS)**



Source: SGS and OntoIt, 2020.

## 5.5 Potential improvements to asset management

To address the existing backlog of capital renewal in the program and address the maintenance and capital renewal need for the Social and Affordable Housing portfolios going forward, a number of improvements to the asset management approach should be considered, including:

- Incorporating the capital renewal of the Affordable Housing portfolio within Council's SAMP funding based on a 10-year cost projection developed following completion of detailed asset identification and condition assessments.
- Establish a revised service level for both the SA and AH portfolios, as outlined in this report, that would ensure a 'Good' internal condition is achieved. SAMP should be updated to reflect this SL.
- Adopting a structured program management approach for the renewal of the social and affordable housing portfolio, so that the condition of units can be systematically improved over the next 10 years. It is recommended that Council consider the renewal of at least 4 to 6 dwellings per annum over this time.
- Implementing an integrated asset management system where consistent information can be shared between the asset management team and the service team.

- Review the delivery of the Bridge Housing management contract, reframing responsibilities for the CHP for proactive and responsive periodic and planned maintenance including funding arrangements (such as through a plan which is monitored by Council), aligned to service levels. Also consider opportunities for Bridge Housing to become involved in managing the delivery of the capital renewal program so that there can be end-to-end responsibility for meeting agreed service levels.
- Consider opportunities for greater integration between asset management and service management for the SAH portfolio as part of managing major program of capital renewal, as the success of this renewal will require considerable trust and coordination being established with tenants.

The approach to asset management in the future will also be influenced by the chosen direction for the management of the program and alternate delivery models for new housing – which are further explored later in this report.

## 6. Review of current and alternate service models

This section provides a broad scanning of best practice in management and delivery of affordable housing as well as reviews different management/ownership models used in other contexts and how these compare to Waverley's current approach.

### 6.1 Waverley's current service model

Based on the consultation with Council staff and analysis undertaken above, Waverley's current program has been summarised in the following tables, broken up by the different elements of the program.

#### Affordable housing service

Element	Current approach
Service	<p>The program is categorised into two services/portfolios – Affordable Housing and Social Housing.</p> <p>The WAHP targets the provision of housing for people on low-moderate incomes. The WHOP targets housing for older people, and the WCLP targets individuals with mild intellectual disabilities.</p> <p>Delivery of the whole affordable housing service is undertaken through a management contract with a CHP (currently Bridge Housing, a Tier 1 provider).</p> <p>Under the contract day-to-day management of housing tenancies (including advertising vacancies) and maintenance of properties rest with the CHP. Bridge is required to provide regular reporting to Council.</p> <p>More significant/life cycle management and maintenance is undertaken at end of tenancies with input from CHP and Council through capital works planning/budget processes.</p> <p>Complex issues with the properties or tenants are referred to Council staff.</p>

Key issues in the service area include:

- There appears to be some difficulty in undertaking regular/life-cycle maintenance due to the potential disruption this has on existing tenants.
- While Council has outsourced property management to the CHP under contract, Council staff are still actively involved in administering the program, responding to complex issues referred by Bridge and being involved in maintenance and asset management.

### Target groups

Element	Current approach
Target groups	<p>The demographics of tenants in the program have been relatively consistent over time – the majority being single person households. The number of single female households has increased as a proportion over time (reflective of broader societal trends).</p> <p>The median age of households in the Affordable portfolio has remained fairly static.</p> <p>The NSW Federation of Community Housing Providers survey identified in 2018 an overall satisfaction rating of 92% in Waverley tenants (around half of Waverley's tenants responded in the survey).</p> <p>As of 2016 lone person households were the most common form of household experiencing rental stress (estimated to be around 33 per cent of households), followed by group households.</p> <p>Based on projections, lone person households are expected to remain the most common type of household in housing stress in the LGA by 2036, followed by couples with no children.</p>

Key issues around target groups include:

- The existing housing stock in Council's program is generally suited to smaller households, being at most two-bedrooms. However, this appears to be in line with the current and projected areas of housing stress in the LGA.
- At the same time, the size of the current stock limits the types of households that can be accommodated in the program (such as families with children).
- Councillors have expressed an interest in potentially targeting the program to people in certain circumstances, such as those experiencing domestic violence or people with uncertain visa status – this is not necessarily possible under Council's current approach to target groups.

### Funding and financing

Element	Current approach
Funding and financing	<p>Rental income goes towards the cost of operating the service.</p> <p>Any surplus funds are returned to the respective reserves for each portfolio, which can then be used to purchase new dwellings or for maintenance (depending on the Reserve).</p> <p>General Council rates are not used to subsidise the program – it is intended to be 'self-funding' in that the revenue generated is sufficient to cover all operating costs of the service.</p> <p>The balance of the reserves has fluctuated with upgrades to particular properties in the last 5 years.</p>



The Affordable Housing portfolio has delivered a surplus all of the last 5 years, though this has fluctuated. The Social Housing portfolio delivered a surplus up until 2019/20 when there was a deficit.

Key issues in the funding and financing area include:

- Income to the program is fixed related to affordability of rentals not program costs.
- While intended to be self-funding, in practice the Social Housing program's costs are exceeding the revenue generated from rents.
- The costs of asset renewal costs at and/or depreciation are also not being funded in the model.
- Across the 2 portfolios the level of surplus has declined in the past 5 years, as greater asset renewal has been undertaken.
- An uncertain funding stream for the delivery of additional SAH stock is provided through the planning system and VPA policy – with a reserve that has been expanding.

#### Asset management

Element	Current approach
Asset management	<p>The age of Council's existing stock varies substantially, with some properties built in the 1930s. Most of the stock is 1-bedroom units, with some studio/bedsits and 2-bedroom units.</p> <p>Council's SAMP5 approach for spending on assets is transitioning to a 'Cost to agreed service level,' rather than a 'Cost to satisfactory' level.</p> <p>Based on the latest condition survey, most of Council's Social Housing portfolio has been deemed to be of 'fair' condition and well maintained to an appropriate standard. The 'fair' condition is heavily weighted to the structural and external elements of the dwelling rather than the internal. This means that the internal fit out of some dwellings in the portfolio may not be up to the required standard even though the building overall has a 'fair' rating.</p> <p>The current annual capital expenditure appears less than the SAMP5 budget/funding. While it is understood that any unused budget is re-distributed to the subsequent years, delay in timely maintenance can lead to the gradual deterioration of the asset condition and hence the value of assets.</p> <p>Council's capital renewal for existing social and affordable housing properties targets a certain level to be deemed 'a nice place to live in'.</p> <p>Capital renewal funding for affordable housing stock is not addressed in Council's current SAMP (though social housing is).</p> <p>Condition reports have not been undertaken as yet for the Affordable Housing portfolio.</p>

Key issues for asset management include:

- There appears to be a backlog of life cycle maintenance across the portfolios, for which there is inadequate funding at this time.
- The definition of a 'nice place to live' standard at which properties are expected to be maintained and equating to service level is an issue to resolve – establishing a clear definition of what constitutes the standard for Council's dwellings.
- Capital renewal can be better undertaken based on life cycle needs (barriers to this have included the need/difficulties to access properties and/or vacate tenants in the process).
- As condition reports have not been completed yet there is a gap in understanding what may be required in asset maintenance for the affordable housing stock – for this review assumptions have been established to understand likely lifecycle costs.
- There is a potential disconnect between service and asset management for maintenance, proactive maintenance and capital asset renewal – and in SAH high level of trust is necessary with tenant to achieve agreements for renewal.

#### Delivery of new affordable housing dwellings

Element	Current approach
Delivery	<p>Funding for the delivery of new housing is highly reliant on the VPA policy, which is dependent on the number of redevelopments proposed and developers being willing to have an agreement (as it is still voluntary).</p> <p>There are limited large scale redevelopment prospects left in the LGA, which further limits the potential for new VPA funding to be generated for Council.</p> <p>The delivery of new stock is hampered by high land and unit prices in the LGA, and no available council owned land for construction of SAH.</p> <p>The DPIE does not appear to be supportive of the proposed inclusionary zoning scheme, which will impact on the potential for new dwellings/revenue to be generated from development in the LGA.</p> <p>The existing SAH sites Council could redevelop appear to be limited.</p> <p>Opportunities with NFP owned land (e.g., churches) are being investigated by Council.</p>

Key issues in the delivery of new stock include:

- Funding for delivery of new housing is highly reliant on the VPA policy, which is dependent on the number of redevelopments proposed and developers being willing to have an agreement (as it is still voluntary).
- There are limited large scale redevelopment prospects left in the LGA, which further limits the potential for new VPA funding to be generated for Council.
- The delivery of new stock is hampered by high land and unit prices in the LGA, and no available council owned land for construction of SAH.
- The DPIE does not appear to be supportive of the proposed inclusionary zoning scheme, which will impact on the potential for new dwellings/revenue to be generated from development in the LGA.

- The existing SAH sites Council could redevelop appear to be limited.
- Opportunities with NFP owned land (e.g., churches) are being investigated by Council.

## 6.2 Opportunities to work with the community housing sector

The Community Housing sector and understanding of how it is regulated is important to consider in any review of Council's service.

Regulation of the Community Housing providers sector is set out under the Community Housing Providers (adoption of national law) Act, and intergovernmental agreements for the National Regulating System for Community Housing and Charter. This is a heavily regulated sector, providing many advantages as a partner for local government for affordable housing delivery, management and potentially ownership of assets.

Registered Community Housing Providers have considerable experience and capabilities in delivering and managing affordable housing as well in many cases scale in their portfolios. Community housing providers are governed by the National Regulatory System for Community Housing (NRSCH) – a national system of registration, monitoring and regulation of community housing providers comprised of three tiers:

- Tier 1 eligibility: incorporated as either a company limited by shares or a company limited by guarantee under the Corporations Act, operating at large scale, and undertaking ongoing development activities at scale.
- Tier 2 eligibility: incorporated as a company or corporations incorporated under the Corporations Act, or co-operatives or other bodies corporate created through other legislations, operating at a moderate scale, small-scale development activities.
- Tier 3 eligibility: body corporate requirement same as Tier 2, operating at smaller scale, no ongoing development activities, or one-off/ very small development activities.

Development activities refer to the construction of major refurbishment of community housing assets. Small-scale or lower risk if the provider has responsibility for managing fewer than 100 tenancies, moderate-scale, or moderate risk if the provider has responsibility for managing 50 to 500 tenancies, large-scale or higher risk if the provider has responsibility for managing more than 350 tenancies. A list of registered CHPs operating in Eastern Sydney is included in Appendix C.

The expert assistance of CHPs can be particularly important to make best use of affordable housing contributions, as the delivery can benefit from leveraging the financing model of the community housing sector to provide additional dwellings. CHPs can also provide expert skills related to tenant management, maintenance, and asset renewal necessary across the lifecycle of the dwellings. There are also opportunities to consider transfer asset ownership to the Community Housing sector, reducing what can be significant costs for councils in asset management. The review of opportunities to partner and make best use of the Community Housing Providers will be important to get best value for the community in the provision of affordable housing.

### 6.3 Discussion of alternate service approaches

A range of different potential models around the funding, delivery, and management of social and affordable housing has been investigated. This section provides an outline of these and considers the benefits and challenges of each with reference to case studies and potential application in Waverley.

#### Divestment of management of council-owned stock to a CHP

This option involves a contractual service agreement between Council and one or more Community Housing Providers (CHPs) to manage Council owned housing stock. The agreement may be moderated by a Memorandum of Understanding. The CHP is responsible for day-to-day maintenance of the asset and providing tenancy services. In most cases, Councils will still be responsible for major capital works or upgrades to stock.

If the CHP additionally owns and manages housing stock in the LGA then it may access joint venture funding from state government or finance from NHFIC for this additional stock, provided it is registered on the NSW Registrar of Community Housing. However, these funds could not be used to fully refurbish or construct additional Council owned housing stock.

For major structural works or improvements, Council would establish a capital works program to gradually improve the standard of stock throughout the LGA. Funds collected via Council's VPA policy or affordable housing contributions scheme could be used by this program.

#### Willoughby Council, NSW

Willoughby Council currently owns 22 affordable housing dwellings throughout its LGA.<sup>8</sup> These have been dedicated to Council via its affordable housing contributions scheme, which has been administered under SEPP 70 since 2002.

According to Willoughby Council's Draft Affordable Housing Strategy (2020-2026), it aims to increase its affordable housing properties to 50 by 2023 and 70 by 2026.<sup>9</sup>

These units are managed under contract on a fee-for-service basis with Tier 1 CHP Link Housing.<sup>10</sup> Under this agreement, Link Housing is responsible for:

- Property management, day to day maintenance and rental risk.
- Developing and maintaining a waiting list of eligible tenants for the affordable housing.
- Letting the affordable housing to eligible tenants.
- Preparing an annual report of properties managed and the status of occupants, so that Council can ensure the objectives of the affordable housing program are being met.

<sup>8</sup> Willoughby City Council, 2019, 'Annual Report 2018-2019,' [https://www.willoughby.nsw.gov.au/files/sharedassets/public/ecm/willoughby-council-website/publications-reports-master-plans-strategies-action-plans/publications-reports-master-plans-strategies-action-plans/1-annual\\_report\\_2018-19\\_final.pdf](https://www.willoughby.nsw.gov.au/files/sharedassets/public/ecm/willoughby-council-website/publications-reports-master-plans-strategies-action-plans/publications-reports-master-plans-strategies-action-plans/1-annual_report_2018-19_final.pdf)

<sup>9</sup> Willoughby Council, 2020, 'Draft Affordable Housing Strategy 2020 to 2026,' May 2020, <http://edocs.willoughby.nsw.gov.au/DocumentViewer.ashx?dsi=5882446>

<sup>10</sup> See Link Housing, <https://www.linkhousing.org.au/partnerships-growth/working-with-local-council/>



Willoughby Council's agreement with Link also provides tenant eligibility criteria for potential occupants and specifies allowable rents.

Willoughby City Council retains ownership of the units and responsibility for body corporate fees and major maintenance costs, including structural damage or necessary improvements, while Link Housing is responsible for minor maintenance, including items such as carpeting and paint work. These and all administrative costs are met from rental income.

### **Divestment of ownership and management to a local or regional trust**

This option involves the establishment of a third-party organisation to own and manage affordable housing stock and contributions made to Council for the purpose of affordable housing. A Trust Deed establishes contractual obligations for Council and any other partners to a housing Trust, which could include neighbouring councils such as Woollahra and Randwick.

Inclusion of other councils as trustees is designed to improve opportunities for procurement of additional units through the pooling of surplus land and contributions for affordable housing. A regional approach may also offer economies of scale in the negotiation of management arrangements with a CHP.

One or more CHPs could also be added as partners to the trust (as trustees). Provided these CHPs are registered on the NSW Registrar of Community Housing, this would allow them to access NSW State Government funding.<sup>11</sup>

This trust could then perform key functions across the three LGAs:

- Establish five-year contracts for the management of SAH held in perpetuity by councils. This would include responsibilities for tenant management, dwelling maintenance and define target groups agreed on by councils.
- Pooling of cash and in-kind contributions for affordable housing collected by participant councils. These contributions could then be managed or use to procure additional affordable housing by appointed CHPs.

Where councils choose, surplus operational land could also be transferred to the ownership of the trust for the development of affordable housing units by the CHP. This prevents CHPs from having to compete for land on the open market, which can otherwise present a major inefficiency in the delivery of new supply.

### **City of Port Phillip, Victoria<sup>12</sup>**

In 2006, the City of Port Phillip (CoPP) and the Port Phillip Housing Association (now Housing First) established the Port Phillip Housing Trust (PPHT). This was due to increasing pressure from some segments of the local community to divest itself of the role of housing developer. Housing First acts as a trustee, and the CoPP serves as the governor.

<sup>11</sup> See <https://www.facs.nsw.gov.au/providers/housing/community/provide/register-as-a-community-housing-provider>

<sup>12</sup> The information contained in this case study and the documents referenced were obtained wholly from previous consultation with Gary Spivak, Housing Development Officer, City of Port Phillip.

**FIGURE 28: AFFORDABLE HOUSING DEVELOPED BY HOUSING FIRST AT KYME PLACE, PORT MELBOURNE**

Source: Housing First.<sup>13</sup>

The CoPP has since transferred the majority of its council-owned dwellings to the ownership of the Trust. It has also provided Housing First with an operating subsidy of \$400,000 annually, which can be leveraged to access additional finance for affordable projects.

City of Port Phillip is able to protect its interest in the PPHT in a number of ways.

- The Trust Deed specifies that the Trust Fund (containing monies, investments and property) must be established and maintained in perpetuity exclusively for public charitable purposes, this being the provision of affordable housing in the City of Port Phillip for residents with significant links to Port Phillip and who are eligible for affordable housing. Assets of the PPHT are only to be used toward projects in the municipality of Port Phillip. The Trust Deed required that the PPHA set all rentals below market rates. Annual reporting requirements to the governor (Council) are also stipulated.
- The Board of the PPHT consists of 8 members. Two of these members are Council nominees and fulfil a monitoring role on behalf of Council. To ensure that the interests of social housing residents are represented, another board member is a tenant representative.
- The Registrar of Housing Agencies imposes a strict regulatory regime on the PPHT involving specific governance requirements and reporting standards. This absolves Council from the responsibility and cost of enforcing these regulations on the PPHT.

<sup>13</sup> <https://housingfirst.org.au/portfolio/developments/104-completed-projects/144-kyme-place>

- Council requires the PPHT to report on its finances, projects and effectiveness in meeting its purposes.
- As a limited liability company, the trustee, PPHA, is required to meet the compliance and financial reporting requirements of the Australian Securities and Investments Commission.

This approach has offered several benefits:

- Housing First is able to work as PPHT trustee to expand the provision of social housing in the City by accessing funds available only to Housing Associations.
- The charitable tax status of Housing First and the PPHT reduces the cost of building programs.
- The decision to transfer the titles of social housing properties to the PPHT rather than the right to manage the leases has meant that the PPHT can leverage bank finance from cash flows associated with these assets.
- The grant that City of Port Phillip provides to Housing First each year can be leveraged by the Housing First (as trustee for the PPHT) to borrow institutional funds annually.
- Housing First is not jurisdictionally bound (unlike the CoPP) and can adapt its scale of operation to gain efficiencies which are then enjoyed in part by the PPHT.
- The PPHT has been able to provide more dwellings to the social housing stock compared to that achieved previously by Council before the Trust was established.

In recent years the structure of the Trust has evolved, Council planning to contribute around \$500,000 annually to a reserve to fund new affordable housing projects as part of its 'In Our Backyard' program.<sup>14</sup>

#### **Divestment of ownership and management to a CHP**

This option involves the transfer of Council's social and affordable housing stock to a CHP. As part of this, Council could place conditions on the transfer of ownership that give some residual protection to the tenure of existing residents. Conditions should also be included to ensure that the properties be retained as social and affordable housing in perpetuity.

Where social housing properties are owned through a joint agreement with the State Government, Council would divest their share of ownership to the State or a CHP.

This arrangement would reduce Council's level of involvement and control of social housing outcomes in the LGA compared with establishing a housing trust or management contract with a CHP. Once the properties have been transferred, a CHP would be able to leverage the physical assets and associated revenue (rent) to access additional finance for affordable housing provision.

Contributions for affordable housing collected through Council's VPA policy or Affordable Housing Contributions Scheme would also be transferred to ownership of a CHP.

#### **City West Affordable Housing<sup>15</sup>**

<sup>14</sup> See City of Port Phillip, 2020, 'Section 3 Finances and Performance,' Council Plan and Budget 2020/21, <https://www.portphillip.vic.gov.au/media/uwykgroj/council-plan-final-2020-21-section-3-financials.pdf>

<sup>15</sup> See

[https://www.planning.nsw.gov.au/affordablehousing/~/\\_media/C0E8043FDEC841ACB25D3B68F0FBC7D3.%20ashx/](https://www.planning.nsw.gov.au/affordablehousing/~/_media/C0E8043FDEC841ACB25D3B68F0FBC7D3.%20ashx/)

Originally administered under the Sydney Regional Environmental Plan N.26, and now under SEPP 70, inclusionary zoning provisions have applied to development in Ultimo-Pyrmont since 1992. These provisions require that a small percentage of floorspace (or equivalent monetary value) in all developments above a certain size be dedicated to affordable housing.

**FIGURE 29: AFFORDABLE HOUSING DEVELOPED BY CITY WEST HOUSING AT ZETLAND**



Source: City West Scheme.<sup>16</sup>

However, unlike Willoughby's operating model of council-ownership, developers enter into an agreement with a CHP, City West Housing, to dedicate title of in-kind contributions to City West. This agreement is required prior to the consent authority issuing a construction certificate to the developer. City West is responsible for ownership, management, maintenance and capital improvement to its stock.

In-lieu contrition are also transferred to the ownership of City West, provided that they adhere to standards for business planning and reporting.

City West's role has since taken this role in Green Square, where they are the preferred community housing provider for the transfer of contributions and assets procured via inclusionary zoning applied across the precinct.

As of 2019, City West held 722 properties in its portfolio across the City of Sydney, all of which had been delivered since its inception in 1992.<sup>17</sup> Despite being divested from direct provision of housing itself, the City of Sydney has continued to be a key enabler of delivery for new stock across this time, providing

<sup>16</sup> <https://citywesthousing.com.au/project/zetland-4/>

<sup>17</sup> See [https://citywesthousing.com.au/wp-content/uploads/2020/03/WEB\\_2019-CWHAnnualReport.pdf](https://citywesthousing.com.au/wp-content/uploads/2020/03/WEB_2019-CWHAnnualReport.pdf)



surplus council-owned land to City West at a discounted price for affordable housing delivery.<sup>18</sup> This forms a key lever for housing provision in high-value locations where operational land is scarce and expensive.

### Women's Housing Woollahra

Following divestment of ownership and management responsibilities, a council may choose to play a role in supporting the operation of a CHP or another not-for-profit organisation which provides housing support.

Whilst not involving the divestment of stock, this approach has been adopted by Woollahra Municipal Council, who currently sponsor Women's Housing Company, a Tier 1 CHP, to provide two secure units of accommodation. These will house two mothers and their children escaping domestic violence, allowing them to remain close to their existing support networks.<sup>19</sup>

### Specialist Disability Accommodation

In the process of divesting from housing provision, a council may choose to include conditions in the terms of transfer to a CHP which ensure that identified target groups continue to be catered for.

In the case of Waverley's current program, people living with an intellectual disability are currently catered for in council-owned units which provide a pathway to independent living. If Council chose to divest ownership and management of these units completely, the continuity of this program could be secured by ensuring that the recipient of council's stock is a registered Specialist Disability Accommodation provider under the NDIS.

Bridge Housing are registered as an NDIS Specialist Disability Accommodation provider and currently work in partnership with Supported Independent Living Providers under the NDIS.<sup>20</sup>

### Internal ownership and management of stock

This option would involve Council acting as landlord for tenants in council-owned social and affordable housing units. As landlord, Council is responsible for resolving tenant complaints, collecting rent and undertaking works to properties – but may outsource all or some of these tenant services to other specialist providers e.g., outsourcing rent collection and fielding tenant complaints to a real estate agent.

This would provide Council with complete autonomy over how stock is managed, and target tenant groups provided for.

However, local governments are not eligible to access bond-aggregator loans from NHFIC for direct housing provision. There are also no programs currently available for Council to access grant funding from state or federal government for direct provision of affordable housing stock.

<sup>18</sup> See <https://www.uts.edu.au/sites/default/files/2017-10/City%20of%20Sydney%20report%20-%2018%20Sept%202017-ippg.pdf>

<sup>19</sup> See Woollahra Municipal Council, [https://www.woollahra.nsw.gov.au/community/services/domestic\\_violence](https://www.woollahra.nsw.gov.au/community/services/domestic_violence)

<sup>20</sup> See Bridge Housing, <https://www.bridgehousing.org.au/apply-for-a-home/specialist-disability-housing>

### Glen Eira City Council, Victoria<sup>21</sup>

The City of Glen Eira provides 64 independent living units across four locations for lease to financially disadvantaged elderly residents.<sup>22</sup>

Some residents pay market rent on their properties (small bedsits or one-bedroom dwellings), while eligible others pay a reduced or rebated rental. Thirty of the properties are relatively new (having been built in the last 10 years) while the remaining 34 properties are older bedsit type accommodation. The City of Glen Eira is landlord and carries all responsibilities for tenants. The City of Glen Eira has contracted a real estate agent to manage tenant enquiries and collect rents. Repairs and work are carried out by Council maintenance staff and contracted service providers.

Generally, The City of Glen Eira sees the role of community housing developer as one potentially incompatible with the statutory planning and regulatory role of local government and is aware of the potential for a perceived conflict of interest to occur where Council is assessing its own applications.

Therefore, the Council's long-term policy is to divest from its holding of social housing stock in the LGA completely. It will achieve this by selling individual properties as they come due for full refurbishment or replacement.

## 6.4 Comparative assessment of service management options

Table 21 below summarises the broad models and examples discussed above.

Table 22 compares the examples based on the level of Council involvement in each in terms of ownership, management, and delivery of dwellings, and whether ongoing subsidisation is required. Green highlights where a Council would be directly involved, and the red highlights where a Council would still be partially involved.

Waverley's current program is highly aligned with the Willoughby approach, which is based a management contract. The City of Sydney and Woollahra approaches are more 'hands off,' with Council only providing funding while CHPs has responsibility for management and delivery. The trust model with the City of Port Phillip is also fairly divested from Council, though it is still involved as a governor of the Trust. The Glen Eira example is at the other end of the spectrum, where the Council is much more involved in all elements.

There are strengths and weaknesses of all of these approaches. Consideration of this has been used to develop the options to be considered for Council in the next chapter.

<sup>21</sup> The information contained in this case study and the documents referenced were obtained from previous consultation with John Brooks, Manager of Residential Services, City of Glen Eira.

<sup>22</sup> See City of Glen Eira, <https://www.gleneira.vic.gov.au/services/seniors/residential-aged-care/independent-living-units>

TABLE 21: SUMMARY OF SERVICE MODELS AND EXAMPLES

Model	Summary	Examples
<b>Divest management to CHP (management contract)</b>	<ul style="list-style-type: none"> <li>Contractual arrangement between a council and one or more CHPs to manage council-owned dwellings</li> <li>Council has ownership responsibilities (e.g., strata fees, major works), CHP has responsibility for minor maintenance</li> <li>New stock delivered via Council through VPAs/contributions schemes</li> </ul>	<ul style="list-style-type: none"> <li><b>Waverley</b> (current model)</li> <li><b>Willoughby Council</b> – 22 dwellings managed on fee-for-service basis with Link Housing</li> </ul>
<b>Housing trust model</b>	<ul style="list-style-type: none"> <li>Establish third-party organisation to own and manage stock and contributions made to Council via Trust Deed</li> <li>Deed establishes contractual obligations for Council and partners (e.g., CHPs, neighbouring councils) around stock ownership, maintenance, tenant management</li> <li>Trust can access finance/leverage assets to develop new dwellings</li> </ul>	<ul style="list-style-type: none"> <li><b>City of Port Phillip</b> – established Port Phillip Housing Trust, transferred most dwellings to CHP (Housing First), annual operating subsidy provided to Trust, Council has role as governor and on the Trust's Board</li> </ul>
<b>Divestment of ownership to CHP</b>	<ul style="list-style-type: none"> <li>Transfer of ownership AND management of Council stock to a CHP</li> <li>Conditions of sale to specify that dwellings be kept as affordable long term</li> <li>CHP ownership allows them to leverage assets to access finance/develop additional dwellings</li> </ul>	<ul style="list-style-type: none"> <li><b>City of Sydney</b> – City West Housing responsible for ownership and management of stock, new stock delivered through inclusionary zoning, City provides surplus land at a discounted price</li> <li><b>Woollahra Council</b> – sponsors Women's Housing Company to provide secure accommodation for mothers escaping domestic violence</li> </ul>
<b>Council ownership and management</b>	<ul style="list-style-type: none"> <li>Council retains ownership and management responsibilities for all Council stock</li> <li>Council acts as landlord or can outsource some services to specialist providers</li> <li>Council responsible for delivery of new stock</li> </ul>	<ul style="list-style-type: none"> <li><b>City of Glen Eira</b> – 64 independent living units provided for financially disadvantaged elderly residents, City act as landlord but outsources tenant enquiries/rent collection</li> </ul>

Source: SGS, 2020.

**TABLE 22: COMPARISON OF MODELS – LEVEL OF COUNCIL INVOLVEMENT**

	Waverley (current model) – management contract	Willoughby – management contract	City of Port Phillip – housing trust model	City of Sydney – divestment of ownership to CHP	Woollahra – divestment of ownership to CHP	City of Glen Eira – council ownership and management
<b>OWNERSHIP</b>	Council owns outright/shared	Council owns outright	Transferred to Trust but Council still involved as governor	Transferred to CHP	Transferred to CHP	Council owns outright
<b>MANAGEMENT</b>	Managed under contract but Council has involvement for complex issues	Managed under contract	Managed by CHP/trustee	Managed by CHP independently	Managed by CHP independently	Council act as landlord
<b>DELIVERY</b>	Via VPAs/proposed contribution scheme	Via contributions scheme	CHP responsible for	CHP responsible for	CHP responsible for	Council responsible for
<b>SUBSIDY</b>	No subsidy	No subsidy	Subsidy to Trust	Subsidy to CHP (via contributions or providing Council-owned land)	Subsidy to CHP for specific target group	No subsidy

Source: SGS, 2020.



## 7. Delivery approaches for additional affordable housing

In addition to the management of the Social and Affordable Housing Program, how to deliver new stock to grow the provision of social and affordable housing in Waverley is a key concern. The approaches to deliver new affordable housing can be considered separately from how the existing portfolio is managed and maintained.

### 7.1 Approaches for delivery of new stock

To consider the potential benefit of different delivery approaches, analysis has been undertaken which estimates the number of dwellings that could be delivered or supported in perpetuity. This has assumed that the funding available would consist of the existing VPA Reserve balance and that this would grow by \$500,000 per year (noting that this is a rough estimate based on past income, and that in reality funding from VPAs tends to fluctuate between years, is dependent on development activity, will depend on whether the SEPP 70 plan is adopted, and also longer term may not be able to achieve the same levels). The NSW Government is also seeking to restrict the use of VPAs for value capture and social infrastructure provision (such as affordable housing).<sup>23</sup> As such the future income has been identified to consider a like for like comparison of the different delivery options only – and not for projection of future stock numbers.

The delivery approaches considered are as follows:

- **(1) Purchase of new dwellings** – Council uses its Reserve funding to purchase dwellings within the Waverley LGA or in Eastern Suburbs (i.e., Randwick). *Assumes existing market prices for dwelling purchase.*
- **(2) Partnership with a CHP to provide new housing** – Council allocates its VPA funding to a CHP through a competitive tender process, after which the CHP would deliver new housing in the Waverley LGA or Eastern Suburbs, using their additional leveraging capabilities (for financing) and expertise. *Assumes existing market prices for dwelling purchase with a higher leverage capability for the CHP (ratio of 1.5/60 per cent loan to value ratio) – this financial model would require 40 per cent of the value of dwellings to be funded by Council contributions.*
- **(3) Subsidise leases** – Council provides funding to subsidise private market leases to affordable levels at 25 per cent below the market rate. This approach could also be used to encourage developers to provide affordable housing for a fixed term (i.e., 10 years). *Assumes subsidy provided at proportion of current market rents at a sustainable level across 99 years (25 per cent below market for affordable housing, 50 per cent below for social housing).*

<sup>23</sup> See here for a review of the NSW Government planning reforms, <https://lgiu.org/briefing/a-time-to-change-major-development-contributions-planning-reform/>

- **(4) Sale of portfolio and establishment of an affordable rental housing 'trust' fund** – Council sells its existing portfolio and invests the resultant funding in a trust which is used to subsidise renters in the private market. *Assumes portfolio sold at market prices, and subsidy at a sustainable level across 99 years.*

## 7.2 Evaluation of alternate delivery approaches

### Additional supply for affordable housing

Table 23 below summarises the potential number of units able to be delivered/subsidised under each option. While the numbers for Options (3) and (4) have been calculated to indicate how many dwellings could be supported over the long term/in effective perpetuity (99 years), these are both still highly reliant on private market availability and rent levels. Option (4) would also have the significant effect of Council losing its existing portfolio assets with sale into the private market (not held by a CHP) and there would likely be an issue with the need to move current tenants, unless this process was undertaken slowly as dwellings became vacant. Feedback from Waverley Councillors suggests that there is little appetite for the sale of the existing portfolio – keeping the existing portfolio under Council ownership is preferred.

**TABLE 23: NUMBER OF POTENTIAL DWELLINGS SUBSIDISED/DELIVERED IN PERPETUITY**

		Current	2040	Change
<b>(1) Purchase new dwellings</b>	Waverley	5	14	+9 over 20 years
	Region (i.e., Randwick)	5	17	+12 over 20 years
<b>(2) Partnership with CHP</b>	Waverley	11	49	+38 over 20 years
	Region (i.e., Randwick)	13	58	+45 over 20 years
<b>(3) Subsidise leases</b>		44 dwellings can be sustained across 99 years (in addition to current portfolio)		
<b>(4) Sale of portfolio and subsidise leases</b>		102 dwellings can be sustained across 99 years (but losing 79 dwellings from current portfolio)		

Source: SGS, 2020.

Purchasing new dwellings as per either options (1) or (2) would deliver stock permanently to the program, however, there would also be additional costs to Council to manage and maintain these new additional dwellings as assets, on top of the existing costs for the current portfolio.

### **Federal Government low-cost loans to CHPs**

NHFIC is an independent corporate Commonwealth entity dedicated to providing finance for city-shaping infrastructure projects and social and affordable housing.

The Affordable Housing Bond Aggregator (AHBA) is NHFIC's primary means of providing finance for affordable housing projects. It does so by issuing its own bonds into the wholesale capital market. It then provides low cost, long-term loans to registered community housing providers (CHPs) to support housing delivery.

This has provided a secure source of finance for several social/affordable housing projects to date, including loans to community housing providers such as Evolve.

### **Strengths and weaknesses of delivery approaches**

Table 24 below provides a summary of the relative strengths and weaknesses of each delivery, approach noting that all of the options will be affected and limited to some extent by expensiveness of the Waverley housing market overall and rely on the assumption that Council's VPA funding will continue to grow over time.

#### **Note on Rent-to-buy models**

Rent-to-buy (or rent-to-own as it is also known) facilitates aspiring homeowners to enter the property market. A prospective buyer first rents a property for a nominated period of time from a CHP or another entity, with the option to purchase at the end of a lease term. The length of the lease term can vary. The model has been applied to a larger extent in the UK through CHPs, using low-interest government loans to provide housing stock. Rent-to-buy is only now emerging as an option in Australia, with the Assemble Model in Melbourne an example of this.

This type of option has been raised in discussions with Councillors and others as a potential alternate model to investigate. While noting that there are potential benefits from this type of approach, there are also several pitfalls which mean that it is not likely to be a suitable for Council as part of Waverley's program. This includes that these types of models are primarily targeted at moderate income households who can service a mortgage, which does not align with Council's current target groups of low-income households. The rent-to-buy option also does not retain the housing developed as affordable housing over the long-term.

Rather than integrating this into Council's program, there may be opportunities to work with NFPs and CHPs interested in using this type of model and how it could work in the Waverley context on specific sites as an initiative for providing lower cost private housing forms in the LGA.

Other opportunities that may be considered in Council's affordable housing strategies to encourage private sector lower cost housing options would potentially include affordable rental Build to Rent (BTR) models. The BTR models are being established by the NSW Government through the draft Housing Diversity SEPP. There is no current requirement for BTR developments to be affordable.

**TABLE 24: DELIVERY OPTIONS – STRENGTHS AND WEAKNESSES**

	Strengths	Weaknesses
<b>(1) Purchase new dwellings</b>	Council retains control of delivery	High cost/low value for money with Waverley housing market  Limited scale of new stock.  Limited opportunity to leverage additional funding  Costs associated with property acquisition
<b>(2) Partnership with CHP</b>	Opportunity to leverage additional dwellings and deliver more than Option (1)  Can use scope and scale efficiencies of CHP with specialist knowledge.  Opportunity to access CHP's existing land, if available  Opportunity to reduce costs when CHP is a developer (reduced profit margin imperative), and construction is an option	Less control for Council in delivery, more through purchasing arrangements  CHP financing model may require ownership to be vested in CHP
<b>(3) Subsidise leases</b>	Potentially higher short-term increase in affordable housing compared to Options (1) and (2)  Allows for current Council portfolio to be retained and be supplemented  Focus on affordable housing (not SH)  Could be funded through recurrent alternate sources (if available, e.g. VPA from Council commercial lease income)	Reliant on private housing market rent levels and availability  No long-term affordable stock delivered  More appropriate for affordable housing (25% below market rate) as opposed to social housing which involves greater subsidy.  Dependent on continued VPA income for contributions in the long term which is unlikely
<b>(4) Sale of portfolio and subsidise leases</b>	Reduced operating and capital renewal costs for Council from sale of portfolio  Potentially higher short-term increase in affordable housing compared to Options (1), (2) and (3)	Loss of Council's existing portfolio – feedback from Councillors indicates there is little appetite for this  Potential for displacement of current tenants, unless undertaken over the long term  Reliant on private housing market capacity to accommodate low cost rentals  No long-term affordable stock available – and would need to manage as a sustainable financial model based on investments  High reputational and financial risk for Council  Would require agreement from joint ownership partners (e.g., Dept. of Housing) which may not be possible to achieve

Source: SGS, 2020.



### 7.3 Potential improvements to delivery approaches

Based on this assessment, **(2) Partnership with a CHP to provide new housing**, may be the most suitable for the Waverley context. This approach is also being implemented in other contexts, the City of Sydney being one example where this operates. This approach seeks to make best use of the capacity to leverage additional finance from partnering with a CHP in delivering additional stock but would likely work best over a wider catchment of the eastern suburbs.

Under this approach it would be important that:

- There is a competitive tender process to partner with a CHP to deliver new dwellings over a period of five years, which is then renewed (as this will focus then on delivery outcomes for current and future income)
- As part of assessing bids, Council would need to set a baseline to see whether the CHP is able to deliver additional value – such as comparing the number of dwellings the CHP proposes to deliver compared to how many dwellings Council would be able to purchase directly itself. The tender process should also outline the types and standard of dwelling expected to be delivered by the CHP.
- Council could then assess CHP bids based on their ability to leverage the additional funding to deliver the best value in new dwellings.
- Under the CHP financing model Council would still need to provide 40 per cent of the value of dwellings (allowing for 60 per cent debt finance by the CHP with a low-cost loan).
- This approach could also explore opportunities for partnership with not-for-profit organisations and CHPs to redevelop their land for affordable housing.
- There may also need to be a clear policy position around the purchase/delivery of additional dwellings outside of the Waverley LGA within the same housing submarket – recognising the high cost and relatively limited opportunities remaining, while there are likely to be more opportunities in nearby areas such as Randwick (particularly with the K2K precinct).
- Due to the potentially limited scale of the contributions available from with Waverley LGA, a competitive tendering approach with neighbouring Randwick may attract greater interest and work at a scale where there are more efficiencies achieved in the delivery of new stock. Discussions with Randwick Council regarding this have not been undertaken as part of this review but would appear to be worth investigating.

## 8. Evaluation of service management options

This section evaluates the potential options for the management of the Waverley program and portfolio and identifies two potential directions for further consideration.

### 8.1 Management options for evaluation

Based on the review of alternate models described above, five options were developed for evaluation for the Waverley management of affordable housing. The management options generally include management of the tenants, and provision of support services, and in some cases the ownership of the housing assets and associated asset renewal responsibilities. This is separate from the delivery options, considered in the previous section of this report.

- **Option 1 Base/current model** – Council continues with its current management and delivery approach.
- **Option 2 Improvement to current management model** – Council continues with the current management and delivery approach, but additional funding is provided to meet life cycle costs for assets, and the management role of the CHP in maintenance and renewal is expanded.
- **Option 3 Partial transfer to the CHP sector** – Council establishes long term leases for the CHP sector, who would retain all rental income, and allow for greater ability for the CHP to secure finance against the rental income.
- **Option 4 Full transfer to the CHP sector** – Council would transfer ownership to the CHP sector to manage the portfolio in perpetuity, with affordable housing contributions generated through the VPA policy also transferred to the CHP to allow them to leverage into the delivery of new dwellings. This could allow for greater ability for the CHP to secure finance. This could also require the existing portfolios to be refurbished to a certain standard prior to transfer.
- **Option 5 Local or regional trust** – Council would move the ownership of its portfolio into an independent trust, potentially with other Councils in the Eastern District, with management undertaken by the CHP sector (as per the approach in Option 3). This could require an ongoing subsidy from Council to the Trust.

### 8.2 Evaluation framework for management approach

Criteria to evaluate the management options for Council have been developed based on alignment with the strategic aims of the Social and Affordable Housing program to:

- Meet the needs of the Waverley population
- The sustainability of funding and financing
- The effectiveness of management arrangements, and

- The ability to deliver more housing.

This is summarised in Table 25 below.

**TABLE 25: EVALUATION FRAMEWORK FOR OPTIONS**

Achievement of strategic intent	Sustainability of funding and financing	Effectiveness of management arrangement	Value achieved in delivery of additional dwellings
Meet needs for affordable housing	Funding operations sustainably	Tenant engagement	Effectiveness and expertise and scale to achieve value in delivery
Support a socially diverse population	Funding asset and lifecycle costs at a good service level	Satisfactory service level	Leveraging additional value
Represent all income groups – with focus on those in housing stress	Level of additional council subsidy	Responsiveness for maintenance, and delivering proactive maintenance programs	Potential to fund asset renewal to a good service level

Source: SGS, 2020.

A high-level multi-criteria analysis based on the above framework has been applied to the five options in Table 26 below. Each option has been ranked on a scale of one to three against the above aims, with one being less likely to be effective and three being more effective.

### 8.3 Evaluation of options

In considering the evaluation of options, the following has been considered.

- **The challenges for Option 1** – Base/current model include the issues identified previously, including that there are risks for Council in declining asset quality, that the current program of expenditure is not fully funding asset renewal lifecycle costs, that there are limited opportunities for Council to use its existing portfolio to leverage additional funding, and the uncertainty around the level of new stock able to be delivered because Council is reliant on VPA funding.
- **Option 2 focuses on improving the current model** – Improvement to current ranks well in terms of strategic intent, as Council would be able to maintain control of the portfolio and focus on its target groups including those in the most severe rental stress. It also ranks relatively well in the other areas of the framework, as it would allow for asset renewal to be funded (though this will have a financial impact on Council), provides for the integration of the housing service and asset management within Council, and in doing so, there may be more potential for operational surpluses to be returned to the Reserve to fund the program. The proposed SEPP 70 scheme would also increase potential contributions for new stock (though this is subject to DPIE approval).
- **Option 3 starts to consider transfer of assets** – Partial transfer to the CHP sector, particularly for specialised stock for the community living program, has the potential to achieve greater engagement between tenants and the managing CHP, which could allow for better outcomes in

scheduling and delivering maintenance and asset renewal. This option also ranks relatively well in the other categories, as Council still retains some control over the program, while there may be more opportunities for CHPs to use their resources to access additional finance.

- **However, Option 4 is a more comprehensive approach** – Full transfer to the CHP sector has the additional benefit over Option 3 in that the CHPs would be able to leverage more finance and potentially deliver more dwellings if they have ownership over the existing stock. Giving ownership to the CHP would still allow Council some control and input in terms establishing an agreement that the housing be used for affordable housing over the long term and that certain target groups be maintained, while having the benefit of the CHPs being able to use their scale and expertise to manage the program and deliver new stock.
- **The strength of Option 5 is in a regional approach** - This option would give Council the opportunity to partner with other LGAs on the delivery of new housing, and the potential for opportunities for redevelop sites and the scale of available funds to be increased. However, there are also potential downsides with this approach, including that Council would lose oversight of the program if it were moved to an independent trust body. There would also be costs associated with establishing a trust and potentially providing ongoing funding. (It is also worth noting that the City of Port Phillip has moved away from the trust model and now engage directly with CHPs in the delivery and management of their stock.) Option 5 may be able to be considered as a regional option for other management approaches.

While there are strengths and weaknesses of each, Option 2 – Improvement to Current and Option 4 – Full transfer to the CHP sector have been identified for further investigation – this is summarised in the table below.



TABLE 26: MULTI-CRITERIA ANALYSIS OF MANAGEMENT OPTIONS

	Option 1 – Current model		Option 2 – Improvement to current management model		Option 3 – Partial transfer to CHP sector		Option 4 – Full transfer to CHP sector		Option 5 – Independent local or regional trust	
Achievement of strategic intent	Targets socially and income diverse population Council maintains control of portfolio Potential reputational risks for Council with decline in asset quality	1	Focuses affordable housing on groups in severe rental stress Council retains control of portfolio	3	Ownership by council and ownership/management of part of stock by specialist provider (Community Living)	2	Achieving strategic intent Council's not involved in direct control – but can set up the framework/target groups	2.5	Eastern district councils all experiencing similar housing affordability challenges Less council control for independent trust	1
Sustainability of funding/financing	Does not fully fund asset renewal lifecycle costs Limited ability to leverage additional funding for AH (can't access same financing as CHPs)	1	Funds asset renewal lifecycle costs, requiring additional expenditure	2	Ability to access increased CHP specialist skills in management and ownership (part). Retains increased operating costs between council/CHP Limited ability to leverage additional funding for AH	2	Potential for operational and asset management efficiencies Funding short-term asset renewal will potentially be required Ability to utilise CHP scale to deliver flexibility to support asset renewal cycle	3	Increased scale of portfolio and opportunities to link with AH increases in Randwick (e.g. K2K) Increases costs for new regional trust institution – opportunity to still work between councils	1
Effectiveness of management arrangement	High level of council day-to-day engagement	2	Integration of service and asset management in Council	2	Potential for achieving greater engagement between tenant/CHP in scheduling maintenance and asset renewal	2.5	Potential to better utilise CHP sector capabilities in asset ownership Less ongoing council engagement in decision-making – limits potential for reputational risk	3	Establishes a regional institution for local government focused on affordable housing provision	2
Value achieved in delivery of additional SAH dwellings	Use of uncertain VPA funds for purchase of additional stock	1	SEPP 70 scheme increases potential contributions (subject to DPIE approval) Potential for more operational surplus to go to reserve (assumes funding renewal through SAMP)	2	Opportunity for CHPs to access finance against long-term lease income to deliver new dwellings	2	Opportunity to leverage additional funding/financing in asset renewal and delivery	3	Opportunity to partner with other local councils on affordable housing delivery Potential use/ redevelopment of land assets and scale of available funds	3
Score		5		9		8.5		11.5		7

Source: SGS, 2020.

## 8.4 Comparison of preferred management options

The two preferred options for further consideration are summarised in the table below.

**TABLE 27: DESCRIPTION OF TWO PREFERRED SERVICE MANAGEMENT OPTIONS**

<b>Improvement Model (ownership by Council and management outsourced to CHP, Option 2 above)</b>	<b>Full transfer Model (full transfer to the CHP sector, Option 4 above)</b>
<p>Identify a new service level for social and affordable housing dwellings based on refurbishment of internals to 'Good' service level.</p> <p>Additional funding to be identified in Council's LTFP for capital renewal per dwelling (based on analysis for a 25-year period) to maintain living standard over time.</p> <p>An updated 10-year capital renewal plan be established and delivered by Council's major projects team, including compliance upgrades (e.g., for disability access as required) and based on condition reporting being updated for both portfolios. The SL for this program will be based on the lifecycle analysis provided in this report – to achieve a good internal condition.</p> <p>Review of the management contract to reframe responsibilities for proactive and responsive maintenance (and planning cycle), including funding, established in a plan delivered by the CHP and monitored by Council.</p> <p>Consider better integration of property asset management and the social and affordable housing service functions internally within Council – with focus on developing the capacity/expertise for project management of significant dwelling asset renewal over next 10 years.</p> <p>Investigate individual opportunities for partnerships/regional collaboration to deliver new stock and/or development sites (e.g., local councils or NFP groups with access to land).</p> <p>Target current and future dwellings in the program for households in severe rental stress and the most in need for limited housing stock (lone person households and single parent families) and ensure some stock can provide suitable family accommodation.</p> <p>Update Council tenancy policies – WAHP, WHOP, WCLP.</p>	<p>Establishment of a 25-year capital renewal plan including condition reports for Affordable Housing portfolio which will form part of competitive bidding by CHPs.</p> <p>Allocate funding for short-term upgrade program to address backlog in renewal (currently not costed or included in financial model).</p> <p>Transfer ownership and management to a CHP (giving to CHP at token cost) potential in stages with focus on SH portfolio being the first priority.</p> <p>Set up legal agreements to agree on the retention of the social and affordable housing in perpetuity and the benefiting of target groups and service level of assets to be maintained.</p> <p>Competitive process for transfer of portfolio – with a key element being the demonstration of commitment to leverage additional funding for asset renewal and capacity/skills for asset renewal delivery.</p> <p>Council considers the establishment of a fund for additional affordable housing (for example \$300,000 per annum – based on the difference between the Improvement option and Transfer option) to be the basis for partnering for additional AH delivery.</p> <p>Competitive process to partner with a CHP to deliver new dwellings for a period of 5 years, to be renewed, based on value added by leveraging of additional funds by the CHP. This would be best undertaken in partnership with Randwick Council to achieve scale, and could be separate to transfer of ownership.</p> <p>Investigate individual opportunities for partnerships/regional collaboration to deliver new stock and/or development sites (e.g., local councils or NFP groups with access to land).</p>

Competitive process to partner with a CHP under a new contract to deliver new dwellings for a period of 5 years, to be renewed, based on value added by leveraging of additional funds by the CHP. This would be best undertaken in partnership with Randwick Council to achieve scale, and could be separate to transfer of ownership.

Source: SGS, 2020.

The two management options have different implications for asset management regarding the portfolio.

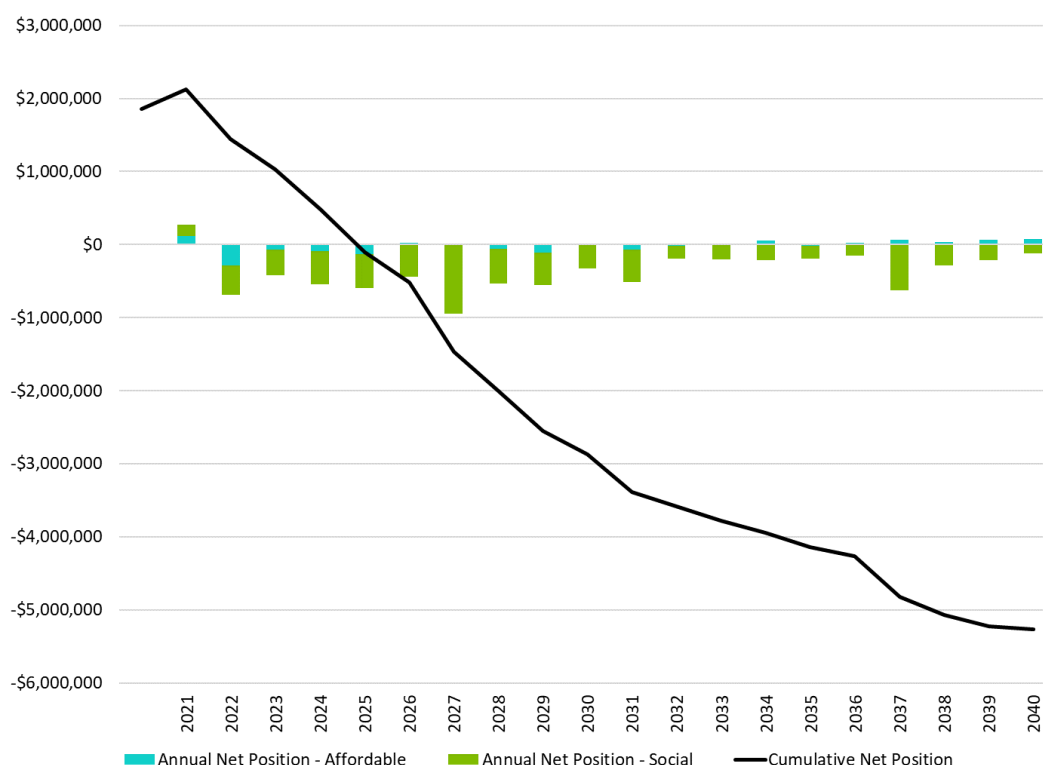
If Council retains ownership of the dwelling stock under the Improvement Model, this will require improvements where:

- Management of the portfolio becomes more integrated between the service and asset management areas within Council – with a focus on asset renewal over the next 10 years.
- An updated and expanded 10-year capital renewal plan is established including condition reports for the Affordable Housing portfolio and achievement of the new service level.
- Resourcing is established (including expertise) for Council’s major projects team to facilitate the delivery of the 10-year renewal plan, which may require an expert project manager that has experience in residential buildings. A target of 4-6 dwelling per year should be established for renewal.
- Consideration of whether 1-2 of the dwellings in the portfolio need to remain untenanted (and set up to best accommodate temporary tenants) so that this can be used as temporary accommodation while major renewal is occurring that would be better for the unit to be unoccupied.
- Funding is allocated for the short-term upgrade of the dwelling stock in the program to address the existing backlog in maintenance.
- Funding is allocated to for asset renewal of the internals of units to be at a ‘Good’ service level.

## 8.5 Financial analysis of options

Figure 30 below illustrates the financial impact of the Improvement Model for Council. This factors in the potential additional costs associated with renewal for the Affordable Housing portfolio (which are not currently costed by Council), as well as the move to an improved standard for the internals of the units. This also assumes that some of the existing operational reserves are used initially to address the existing backlog of renewal over the short term (while still retaining around \$500,000 in reserve to ‘smooth out’ operational expenditure as needed each year).

FIGURE 30: IMPROVEMENT MODEL, FINANCIAL ANALYSIS



Source: SGS and OntoIt, 2020.

This outlines that Council in effect is subsidising the social and affordable housing program in the order of \$356,000 per year when factoring in the actual costs of managing the program and maintaining the assets. Overall, the cost per year under this option for capital renewal is around \$582,000 for the Social Housing portfolio, and \$233,000 for the Affordable Housing portfolio.

The Full Transfer Model presents a different set of costs and revenue assumptions. Because the portfolio would be transferred to a CHP, the existing management and maintenance costs that Council currently has would be removed, but at the same time, the revenues to Council from rents would also be lost.<sup>24</sup> The financial analysis has been undertaken from council perspective – and not outlining the CHP financial impact that would need to be market tested through a competitive process to determine interest from CHPs in transfer.

Table 28 below provided a comparison between the overall and net present value (NPV) of the Full Transfer Model compared to the base case (where Council continues with the current model as is with no improvements), and to the Improvement Model. **It is important to note that the most appropriate comparison is between the two options, rather than the Base Case because the latter does not accurately account for the costs associated with renewal of the Affordable Housing portfolio.**

<sup>24</sup> Note: this assumes that all dwellings in the two portfolios are transferred – including those owned jointly/in partnership.



**TABLE 28: FULL TRANSFER MODEL TO THE CHP SECTOR, FINANCIAL SAVINGS COMPARISON**

		Total	NPV
<b>Savings from Full Transfer Model versus the Base Case</b>  (*Affordable portfolio costs not accurately reflected in base case)	Social Housing portfolio	\$3,844,858	\$2,507,934
	Affordable Housing portfolio	(\$3,037,763)	(\$1,794,009)
	<b>Total</b>	<b>\$807,095</b>	<b>\$713,925</b>
<b>Savings from Full Transfer Model versus Improvement Model</b>	Social Housing portfolio	\$6,720,658	\$4,287,970
	Affordable Housing portfolio	\$400,654	\$408,061
	<b>Total</b>	<b>\$7,121,312</b>	<b>\$4,696,032</b>

Source: SGS, 2020.

This suggests that under the Full Transfer Model, around \$7 million would be saved across 20 years (or \$4.7 million in NPV). This equates to around \$356,000 per year.

### Feedback from Councillors

In February 2021, the above findings and preferred options were presented to Waverley Councillors for feedback. Key points from this feedback relevant to the potential Options going forward included:

- A preference for Council to retain ownership of its housing program and portfolio – to be able to ensure that the housing is being maintained to an appropriate standard.
- Suggestions that given the existing backlog of maintenance and that the Affordable Housing Program is not in reality self-funding, revenue received through VPAs could be allocated to the existing program for maintenance of the portfolio (rather than solely for the delivery of new stock) – ensuring that Council's stock is being kept up to an appropriate standard before investing in further stock to maintain and ensuring good living standard for tenants.

**Based on this feedback and the analysis above, a blended approach of the two potential options is outlined in the next chapter as the preferred way forward for Council's Program and Portfolio.**

## 9. Recommendations

This section concludes the analysis and provides recommendations for Council to consider for its Social and Affordable Housing Program and Portfolio.

### 9.1 Recommended option

Based on the analysis, and the workshops and feedback from Waverley Councillors on policy direction, that there is a preference for continued control (and ownership) of the social and affordable housing portfolio to remain with Council, a blended approach of the two potential options based on 'improving the current model' is recommended as the preferred way forward for Council's Program and Portfolio following the review.

**This recommended option which proposes the retention of ownership will have additional financial impacts for Council, with the best financial option being the full transfer of ownership to a CHP.**

This recommended option includes:

- The core is the Improvement Model to retain and improve the current approach for the SAH program, with Council maintaining ownership of current housing stock, CHP managing the tenants on Council behalf, whilst establishing enhanced partnerships for delivery with the community housing sector (as a separate delivery contract procurement process). This would be best undertaken in partnership with Randwick Council to achieve scale, and could be separate to transfer of ownership.
- The establishment of improved partnerships with the community housing sector (through for example testing the market for 5-year delivery contracts) will be used to improve future affordable housing delivery. This delivery will seek to use AH contributions collected by Council to leverage opportunities for CHPs to access Australian government financing support (and get increased SAH), as well as establishing a policy approach that is open to locating additional housing more broadly in the region, if additional value can be achieved.
- A key element of retaining the current approach is the need for significant modification to the financial model for the SAH program, to include additional funding annually as part of Council's LTFP for asset renewal, to allow the housing stock up to maintained at an agreed service level.

This recommended option seeks to progress the 'improve current' approach in relation to the existing social and affordable housing portfolio. There will be opportunity for ownership of future affordable housing to be vested in a CHP, if this facilitates leveraging of additional finance, whilst the current portfolio is retained in Council ownership. However, there may be opportunities to progress the partial relocation of current SAH into the ownership of the community housing sector, if opportunity arises for consideration of individual buildings/groups of units.

Council has a robust strategic asset management plan (SAMP5) underpinned by adequate policy and framework. AMPs exists for the various asset categories. The social and affordable housing portfolio is addressed within the Buildings AMP. Council is progressing a number of actions to improve its asset management maturity level from 'core', the minimum level for Councils of similar nature to Waverley Council to 'advanced' a level that enables operate at a higher level of maturity to proactively manage its

large and complex asset portfolio. As part of these improvements, Council will be transitioning to an asset management system. Council is in the process developing a brief for undertaking condition assessment of its social housing assets and developing an update of the SAMP.

As a result, there are a number of recommendations listed below that build on these asset management improvements, and Council should also review management of the portfolio, so it becomes more integrated, with a focus on facilitating significant asset renewal over the next 10 years.

## 9.2 Other recommendations

Other recommendations for the retain and improve the current program are set out below.

### Planning and delivery

1. Introduce in the short-term a SEPP 70 affordable housing contribution scheme for the LGA as the basis for securing affordable housing contributions long-term, in identified precincts or sites where rezoning is being proposed.
2. Advocate to the NSW government that the application of an inclusionary approach, with a low rate for all residential and non-residential development in the LGA, is the preferred long-term mechanism to implement SEPP 70 in Waverley and allow Council to provide additional supply of social and affordable housing.
3. Raise concerns with the NSW government regarding the recently announced reforms that would act to restrict the ability of Council to utilise Voluntary Planning Agreements for affordable housing contributions.
4. Continue to explore establishment of alternate recurrent funding through the planning system (for example, contributions from commercial floorspace to provide recurrent lease income for Council that may be used for affordable housing delivery).
5. Retain current funding (in Reserve) that has been collected specifically for the purpose of funding additional affordable housing provision, through contributions from developers, for the delivery of additional social and affordable housing provision that expands the current portfolio.
6. Establish a partnership with a Community Housing provider to deliver additional social and affordable housing, seeking to leverage the community housing sectors access to finance from the Australian government for the delivery of future affordable housing. These should test the market through a competitive process that allows for competition based on CHPs demonstrating additional value in SAH provision, potentially for 5-year delivery contracts.
7. Investigate whether these delivery partnerships would best leverage additional value if transfer of the ownership of new SAH stock to a delivery CHP was included. In principle it is recommended that Council not increase its ownership of additional SAH assets, and seek CHP ownership and responsibility for future SAH and the asset management responsibilities on the condition that the housing is retained in perpetuity for affordable housing, with access by the Waverley community.
8. Expand the region in which Council seeks to deliver future affordable housing to include the Waverley LGA, the Randwick LGA and the Woollahra LGA, to allow greater opportunity for partnerships and to achieve better value for money in delivery of additional stock.

9. Investigate opportunities for regional collaboration (through pooling of funds and joint procurement of delivery partnerships) to part fund new social and affordable housing stock, particularly with neighbouring Councils such as Randwick Council that may have established an affordable housing contribution and are envisaging significant contributions being realized as a result of development.
10. Continue to explore partnership opportunities on a case by case basis with CHPs, not for profits, and other landholders that facilitate additional affordable housing supply.

### Service and management

1. Refine the target groups for the WAHP from targeting low-moderate income households to targeting as the highest priority lone person households in severe rental stress, single parent households in severe rental stress (where properties are available). Less of a focus on providing housing to households on moderate incomes (and for example key workers) is proposed due to the limited housing that Council will be able to supply. This may require updates to Council's tenancy policies (WAHP, WHOP and WCLP).
2. Retain the current approach that has a community housing provider managing the social and affordable housing tenants for Council, and in future contracts establish role as limited to contract performance management.
3. Revision where possible of the management contract to reframe responsibilities of the CHP for proactive and responsive maintenance (and planning) including funding, established in a plan delivered by the CHP and monitored by Council. The services of future contracts for management should be delivered through a robust performance management framework that draws positive and proactive outcomes for tenants and Council, including asset management KPIs and achievement of agreed service levels.
4. Better integration of property asset management, major projects and SAH service functions internally – with focus on developing the capacity/expertise for significant asset renewal over next 10 years. In addition, this integration should deliver integrated asset management system and processes that enables sharing of common data between the asset management team and the SAH services team. Stronger integration between the teams will be essential for major asset renewal, that will require effective engagement and trust being developed with tenants who will be impacted.
5. Review the financial model for the SAH program by providing the additional capital renewal funding identified in this report on an annual basis to ensure a financially sustainable program. This will allow for the achievement of the agreed service level standard for both the social housing and affordable housing portfolios through the next SAMP update and funding within the Council Long-Term Financial Plan.

### Asset management

1. Develop a clear definition for the Service Level for the social and affordable housing units that aligns with Council's asset condition standard. Council through SAMP 5 has indicated it is moving from 'Cost to Satisfactory' which generally compares with 'fair' condition (also identified as condition 3) to 'Cost to Agreed Service' a standard that aligns with community expectations and could be higher than 'fair' condition. The informal standard for SAH units of a 'nice place to live'



should be developed into a clear definition of a standard that is aligned with Council's asset condition standard. This agreed service level is proposed to be a 'Good' condition for unit internals, and 'Fair' condition for structure and external areas.

2. Establishment of a 10-year capital renewal expenditure plan for the Affordable Housing portfolio based on an assessment of the current condition and considering the standard of maintenance that aligns with Cost to Agreed Service. SAMP 5 does not include any funding for asset maintenance of the Affordable Housing portfolio currently. Noting that some housing units appear to be approaching 20-years since its last major renewal, urgent attention is required.
3. Review of the 10-year capital renewal expenditure plan for the Social Housing portfolio based on an assessment of the current condition and considering the improved service level standard of maintenance that aligns with Cost to Agreed Service principle. The update of the 2018 capital renewal expenditure plan for the Social Housing portfolio is also required as a matter of priority.
4. Council demonstrate leadership in delivering compliance upgrades, including disabled access and BCA compliance as part of the capital renewal program, to ensure that Council housing assets meet current accessibility requirements.
5. Noting the extent and complex nature of the asset renewal requirements over the next 10 years, adopt a program management approach with adequately structured governance arrangements for this extensive capital renewal program. This could mean resourcing of Council's major projects team to achieve the 10-year renewal plan, which would require an expertise in the PMO and/or in project management of building projects.
6. Allocate funding as a priority for short-term corrective maintenance program (for example \$500,000) to address backlog in both the social housing and affordable portfolios. This funding should be delivered over 0-3 years and cover immediate maintenance priorities until a long-term renewal program is established. Opportunities for delivery of this short-term program with Council's current CHP management provider Bridge Housing should be considered to take advantage of their scale of maintenance being delivered across their portfolio as well as their expertise.
7. Retain as vacant a number of affordable housing units, as they fall vacant, to be used as part of the asset renewal program. The purpose will be to allow opportunities for capital renewal to occur in tenanted SAH units, with the opportunity for current tenants to temporarily relocate in the local area while these works are undertaken. This would need to be made available with considerable sensitivity to the needs of current tenants, and temporary relocation should be offered on a voluntary basis only with support from Council to manage this disruption. This would potentially allow greater speed of delivery of asset renewal plans aimed at ensuring units meet an agreed service level.

## Appendix A: HAD model methodology and assumptions

### Total demand - Rental Stress

Households are experiencing rental stress if they are both low-income and spending a high proportion of their income on rent. Low-income households are those which have a weekly household income as defined for Greater Sydney in line with the NSW Ministerial Guidelines for Affordable Housing. Once low-income households are identified, they are classified by Household and Family type and identified as being in rental stress if they expend greater than 30% of weekly household income on rent. Those spending between 30% and 50% are considered to be in moderate rental stress, while those spending greater than 50% are considered to be in severe rental stress.

In 2016, the number of households, by type, which are in rental stress can be identified using census data. One issue to note, is that households receiving assistance in the form of rental subsidy (or an affordable rental dwelling) may not be captured as part of total demand, as these are (statistically) immeasurable characteristics.

Forecasting the number of households who would potentially be in rental stress in the future uses following key assumptions:

- Growth in the number of households, by type and location, are assumed to follow VIF projections
- New households assume the 2016 distribution across all attributes, with the exceptions of weekly rent and weekly income
- The relative growth rate of rents to household incomes is an assumed parameter
  - In the base case scenario, the growth rates are assumed to be equal
  - In the improving affordability and worsening affordability scenarios, it is assumed that the annual growth in rents is 1% slower and 1% faster than the growth rate of household incomes respectively.

### Total demand - Households residing in social housing

Estimation of the number of households residing in social housing utilises ABS Census 2016 data related to the reported landlord type. Specifically, households who report the following landlord categories are assumed to reside in social housing:

- State or Territory Housing Authority
- Housing Co-operative/Community/Church Group

For forecast years, it is assumed that households with the same characteristics as those who currently live-in social housing (e.g., household types, income, etc) will continue to form part of total demand. That is, they are included in the count of SAH demand, despite no additional SAH supply being assumed.

An important point to note in the estimation of demand for SAH, is that locations which have a high existing stock of social housing will also have a higher forecast demand for SAH in the future. This is because social housing is, by definition, targeted to households who are most in need. In the absence of additional data, it is implicitly assumed that such low-income households will choose to locate according to current patterns in the future. A more detailed analysis, which should be explored in future research, should estimate the 'pool' of demand for SAH at a metropolitan level, and test scenarios which allocate demand to finer grain geographies (LGAs) based on policy driven targets which consider factors ranging from accessibility to feasibility.

**Total demand - Homeless households**

Estimation of the number of homeless households utilises the 2016 ABS estimation of homelessness (cat 2049.0), which is available at a state-wide scale. Although this is derived using census data, it provides a more accurate estimate of the following homelessness operational groups than is possible using publicly available variables:

- Persons living in improvised dwellings, tents, or sleeping out
- Persons in supported accommodation for the homeless
- Persons staying in boarding houses.

Following this, these state-wide estimates are disaggregated to LGA using publicly available ABS Census 2016 data. Similar to households currently living in social housing, it is assumed that in future, households with the same characteristics as those who are currently homeless will continue to form part of total demand (i.e., this does not forecast homelessness, but rather the need for SAH).

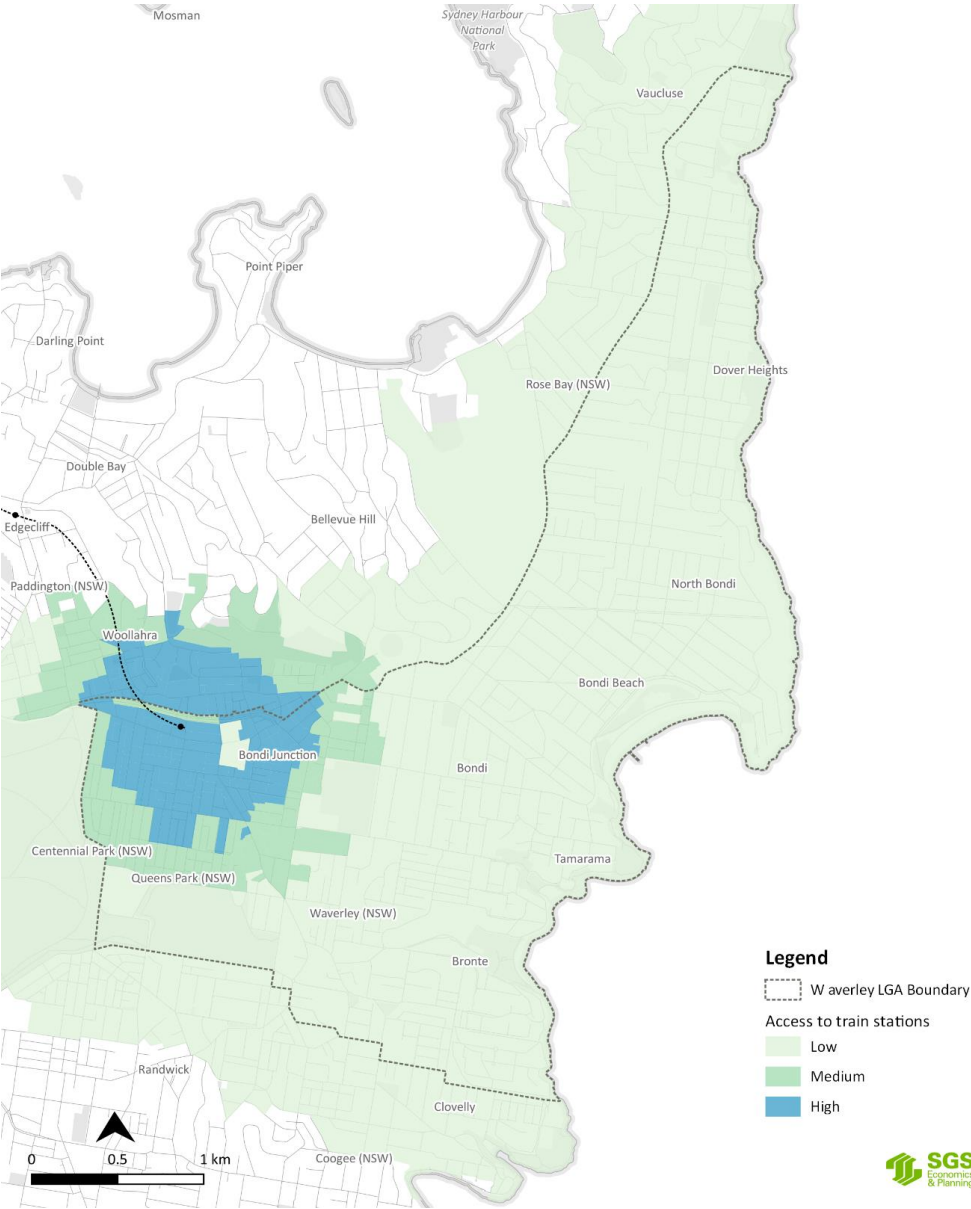


## Appendix B: HART model additional outputs

Proximity to train stations

Only a small portion of the study area is within good proximity to the rail station given the only train station in the Waverley area is Bondi Junction Station. This is reflected in Figure 31, where the mesh blocks surrounding Bondi Junction, are considered the most accessible areas. Trains generally provide the most direct, fastest and most reliable public transport service, making the catchments around them highly suitable for housing intensification or the locations of social and affordable housing.

FIGURE 31: PROXIMITY TO TRAIN STATIONS

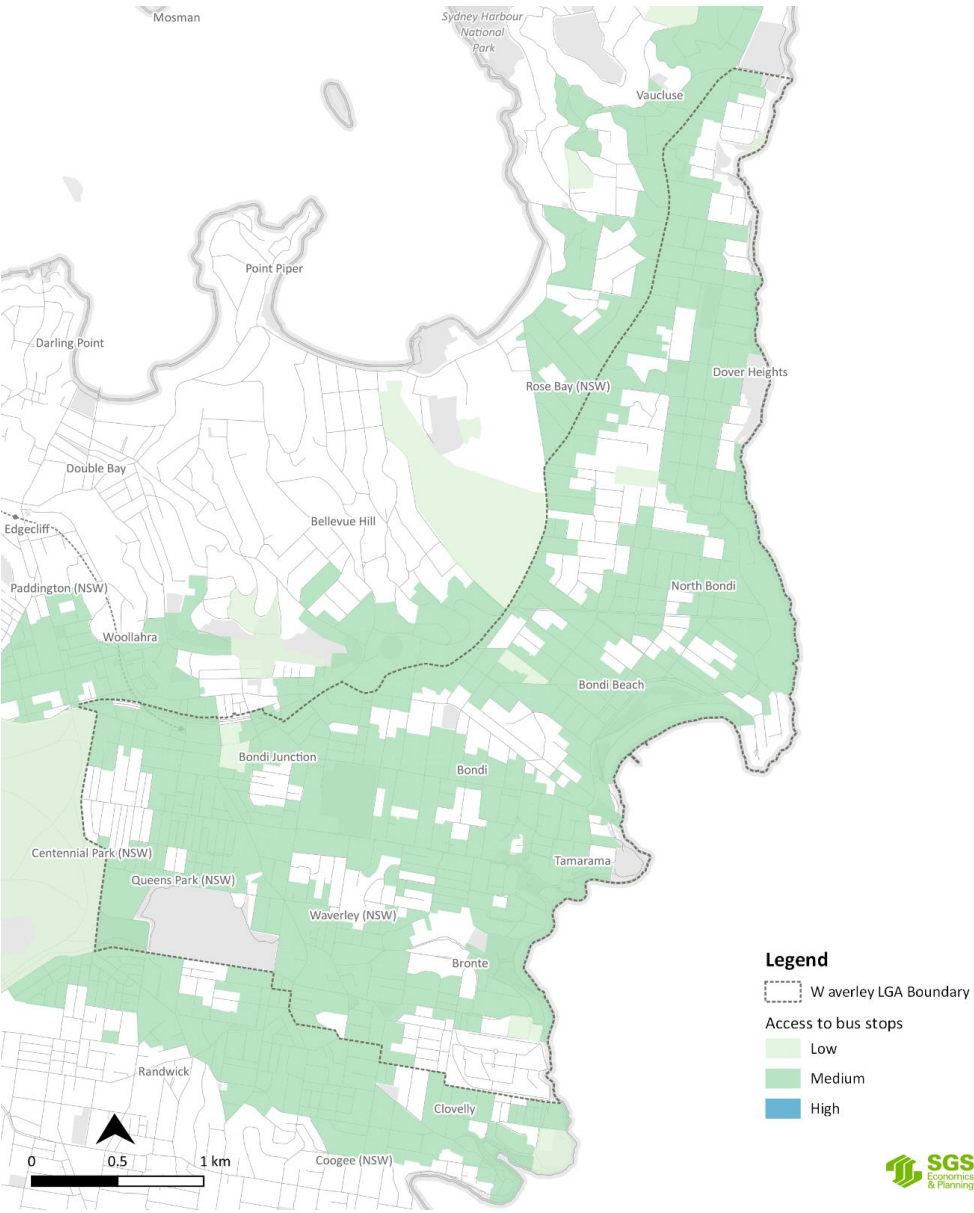


Source: SGS HART model, 2020

Proximity to other public transport – bus stops

Only bus stops with an acceptable level of service frequency on weekdays and weekends have been included in this metric. Most of the residential areas with the study area are in good proximity to bus stops with at least a moderate level of service frequency, however, services are less frequent and direct compared to train services. The primary catchment from residential areas to the nearest bus stop was 250 meters.

FIGURE 32: PROXIMITY TO BUS STOPS

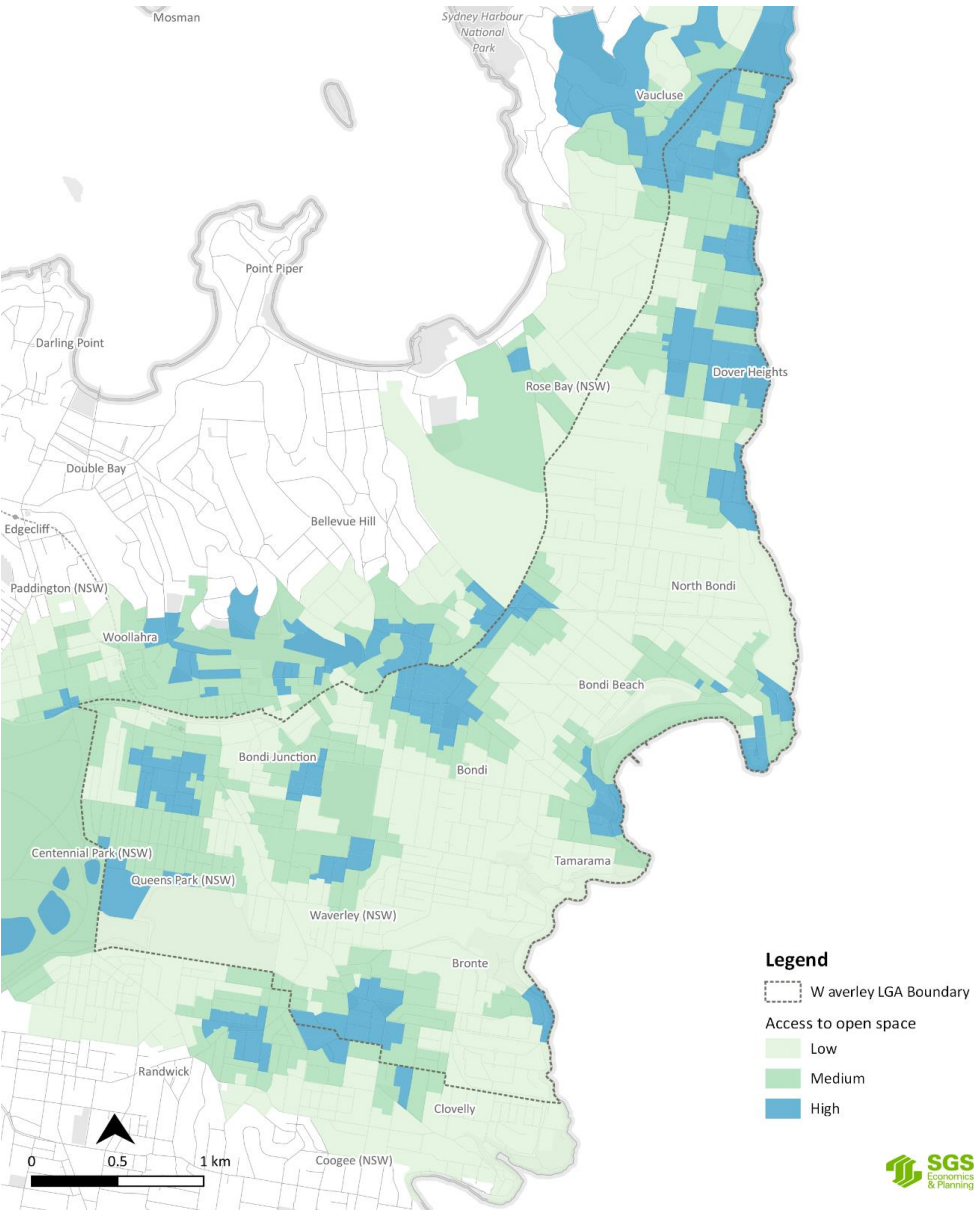


Source: SGS HART model, 2020

Proximity to open space

Access to public recreation zones has been considered. This analysis considers proximity to any open space in this zone, and so some of the mapped accessibility may be to small parks. National and regional parks are not considered. Most residential areas within the study area are located relatively close to some form of open space.

FIGURE 33: PROXIMITY TO OPEN SPACE



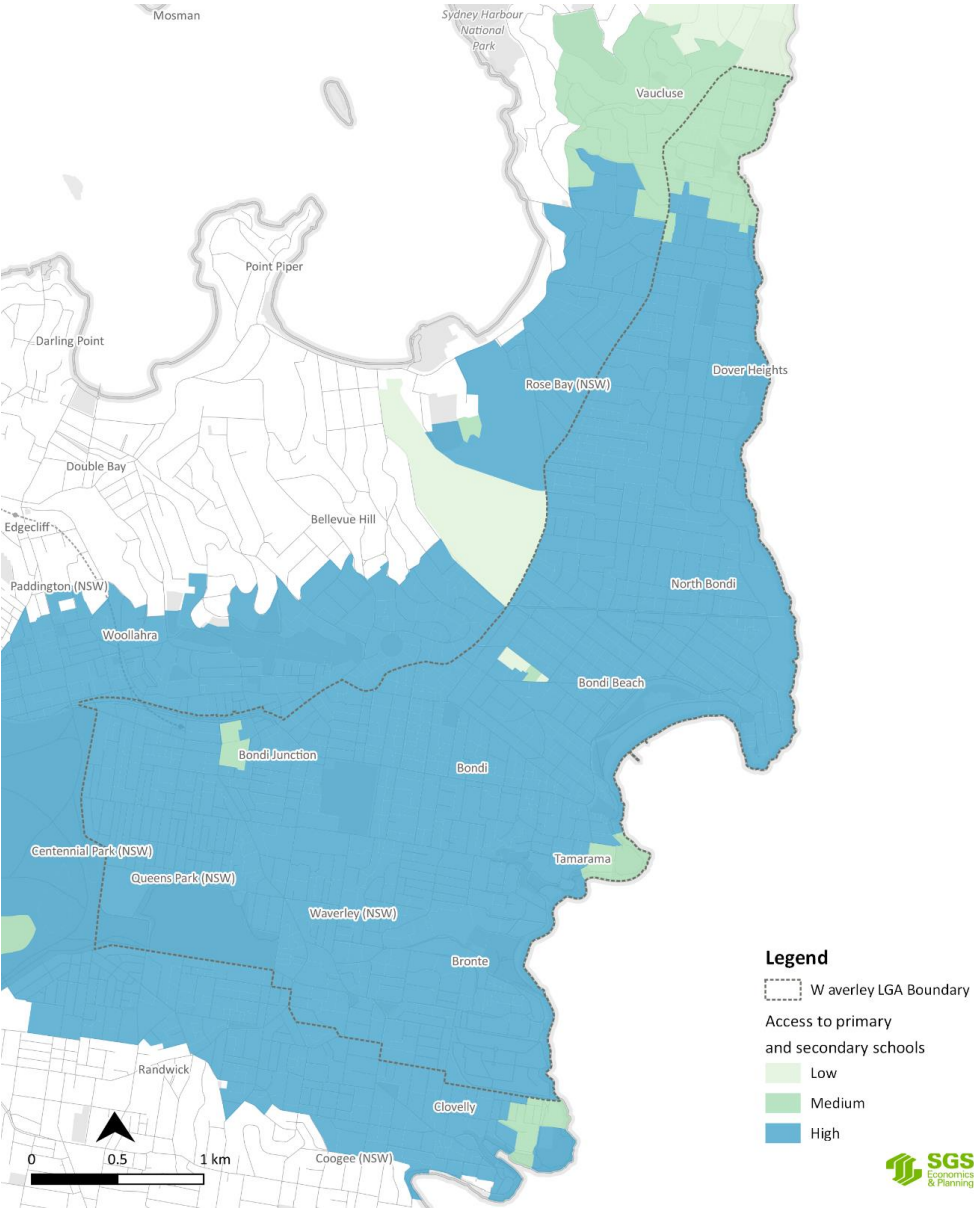
Source: SGS HART model, 2020



Proximity to primary and secondary schools

All residential parts of the Waverley LGA are in good proximity to a public primary or secondary school.

FIGURE 34: PROXIMITY TO PRIMARY AND SECONDARY SCHOOLS

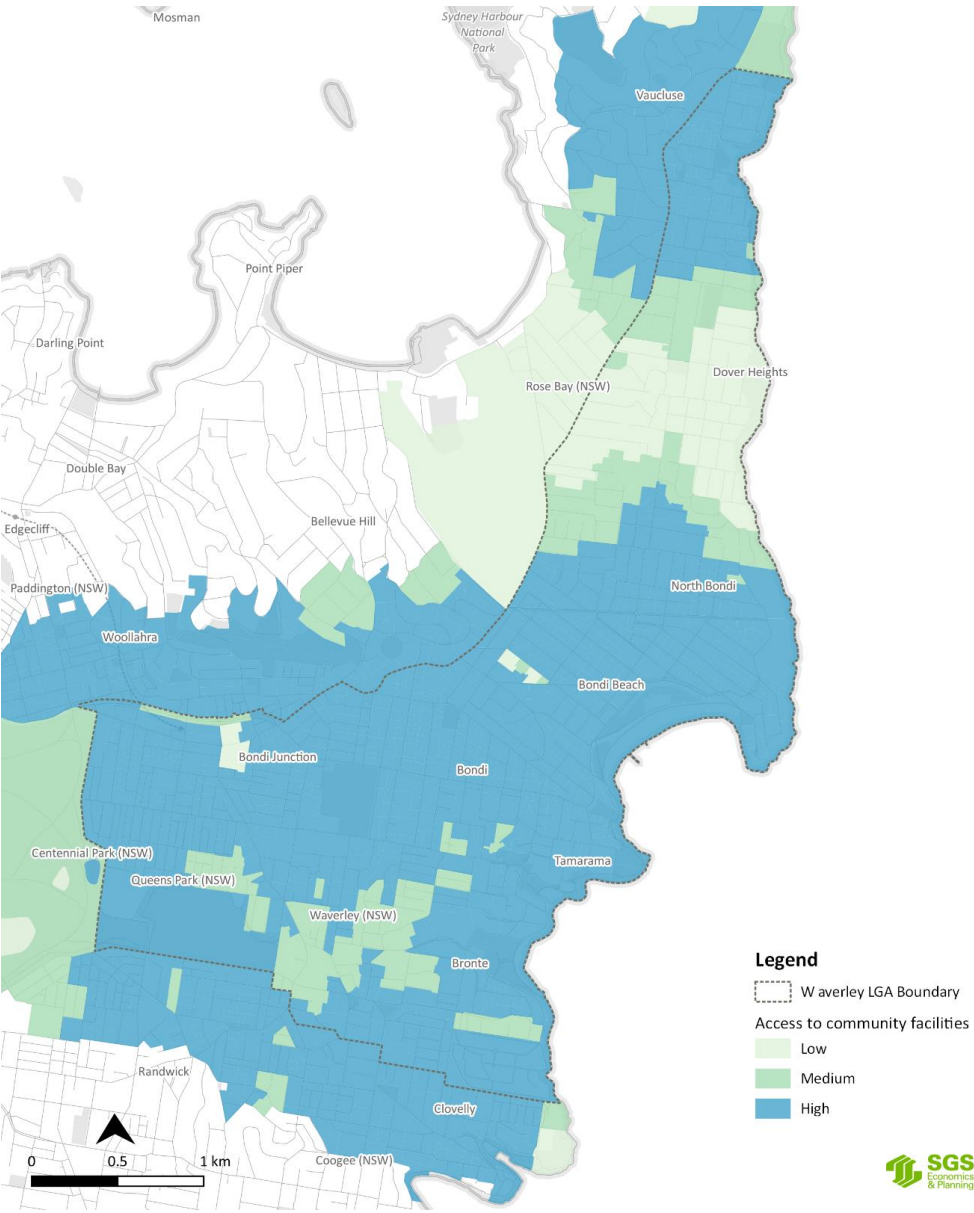


Source: SGS HART model, 2020

Proximity to community facilities

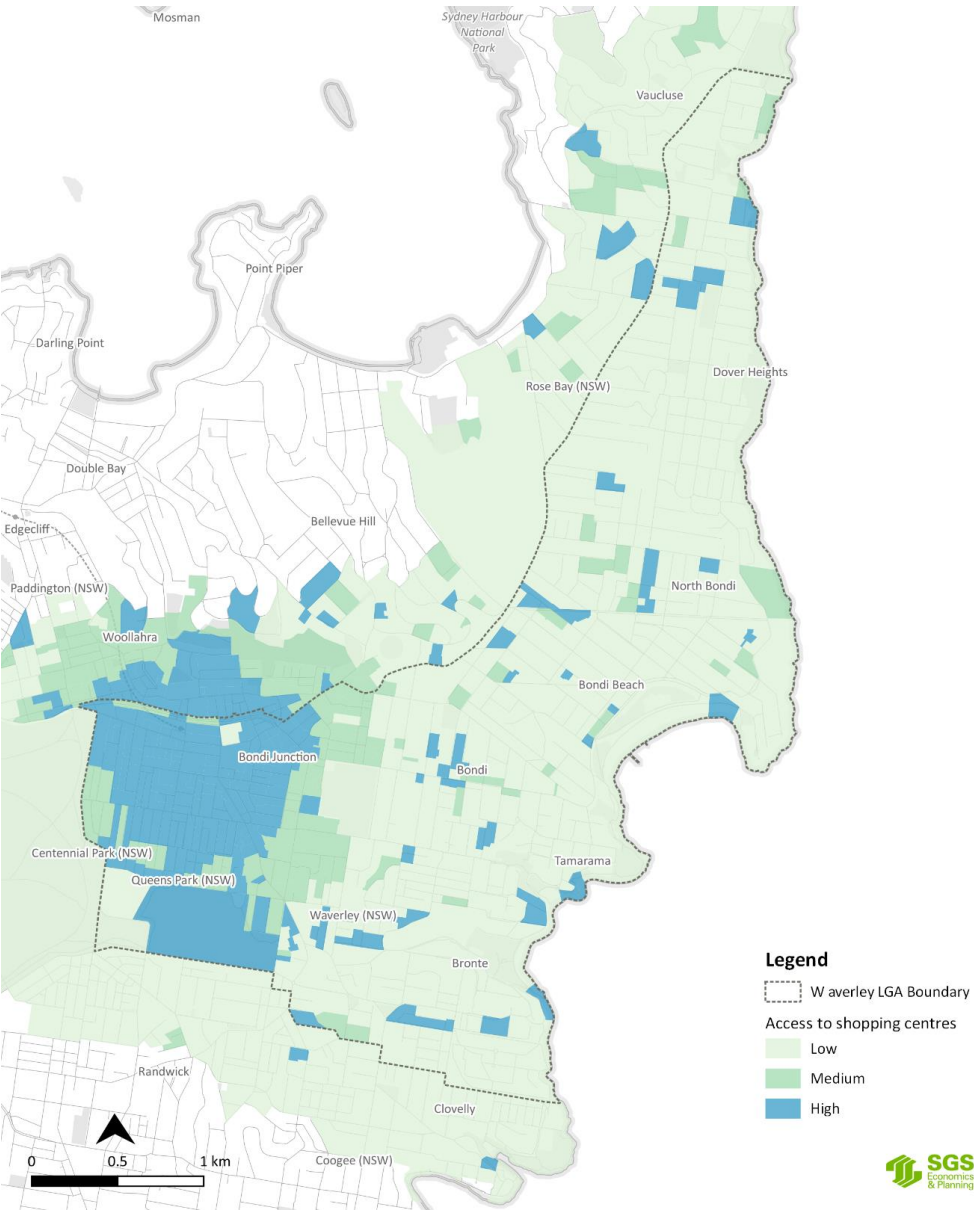
Community facilities considered in this analysis included libraries, sports centres and courts and public swimming pools. Accessibility to these facilities is good within the study area.

FIGURE 35: PROXIMITY TO COMMUNITY FACILITIES



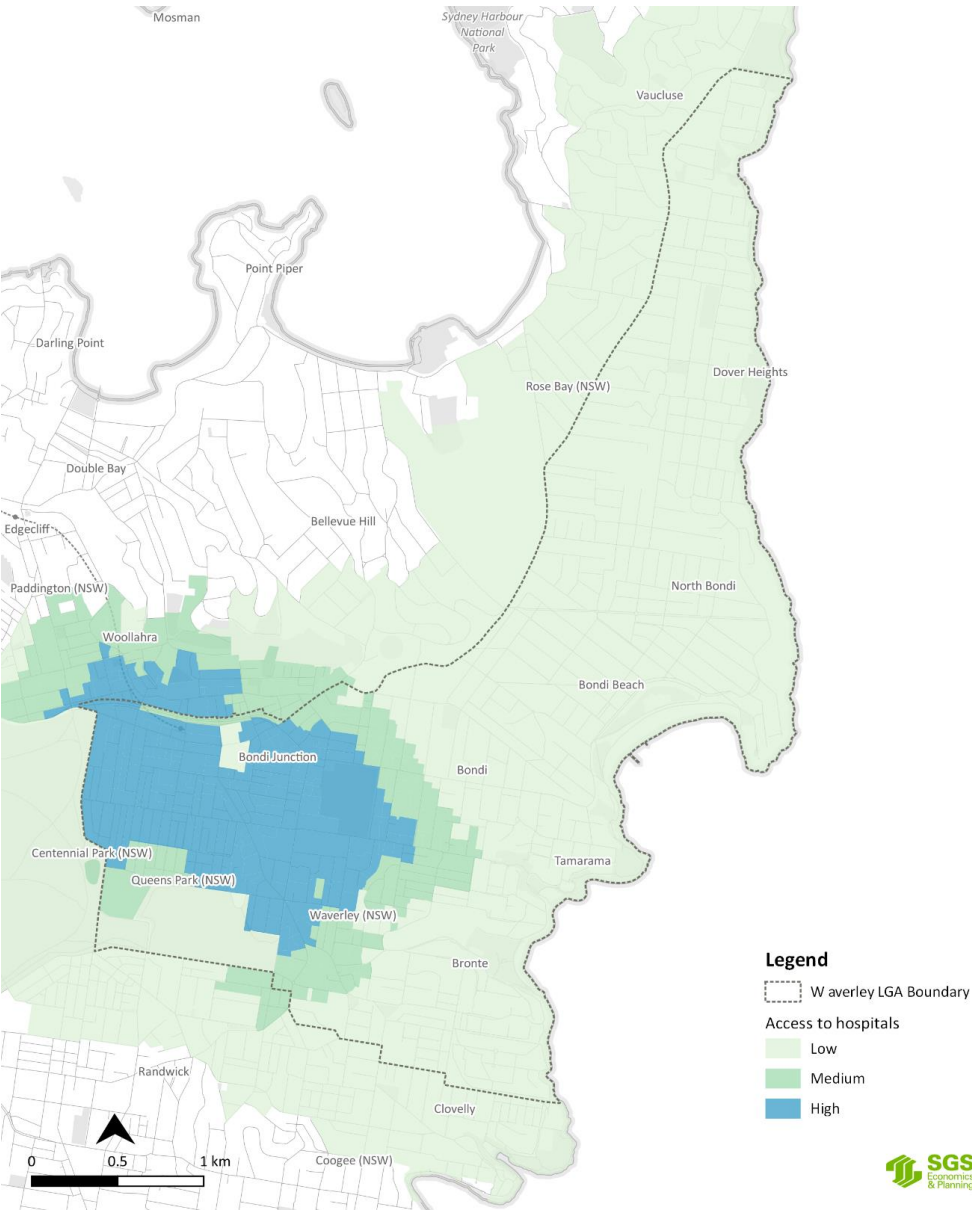
Source: SGS HART model, 2020

FIGURE 36: PROXIMITY TO SHOPPING CENTERS



Source: SGS HART model, 2020

FIGURE 37: PROXIMITY TO HOSPITALS



Source: SGS HART model, 2020



## Appendix C: Registered Community Housing Providers

TABLE 29: CHPS IN EASTERN SYDNEY

Business Name	Tier Classification (1,2,3)	Current AH portfolio	Current social housing portfolio	Experience working with local governments
Bridge Housing	Tier One	239	1943	Waverly Council has 29 units managed by Bridge Housing. Bridge also currently manages the affordable housing portfolio of the City of Canada Bay, which comprises 27 homes.
BlueCHP	Tier One	355	398	Partnership with invest Logan to build new community housing. Housing is then managed by Compass (see below).
Mission Australia Housing	Tier One	246	1733	N/A
St George Community Housing	Tier One	391	6011	Randwick City Council's rental housing program is currently managed by SGCH. SGCH has also partnered with the City of Sydney, delivering social and affordable dwellings on two sites following purchase of council land at a discounted rate (see Gibbons St Redfern).
Evolve Housing	Tier One	1,077 (as of 2019 AR)	3,478 (as of 2019 AR)	Evolve currently manages the affordable housing portfolios of the City of Parramatta and Willoughby City Council. Through these arrangements, councils retain ownership of dwelling stock, while Evolve manages the properties on a fee-for-service basis.
Piper Property Group	Tier Three	11	0	N/A
Gateway	Tier Three	Nil	Nil	N/A. Works primarily as NDIS provider.
Amelie Housing	Tier Two	200	900	

Link housing Ltd	Tier One	507	3065	Preferred provider of North Sydney Council, with long standing partnership. An additional 72 properties were transferred from NS to Link's management last year, with over 400 dwellings on the Lower North Shore.
Common Equity	Tier Two	Current portfolio of 478 properties. Of these 21.15% are considered to have moderate incomes and may qualify for affordable housing.	The remainder of properties are social housing. Residents live in a mixed development model	
Axis Housing	Tier Three	80	0	
Wesley Community Services	Tier Two	74 (under DA review with Council)	276	
Women's Housing Company	Tier Two	37	858	
Priority Waiting Housing	Tier Three	25	0	

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