

**Carter Street Lidcombe  
Urban Activation Precinct**

# **Appendix F Community Facilities Study**



**February 2014**

**Client**

Department of Planning and Infrastructure

**Project**

Carter Street Urban Activation Precinct  
Community Facilities Study

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**Contact**

Steve Rossiter  
9387 2600  
[steve@elton.com.au](mailto:steve@elton.com.au)



**Sydney**  
t (02) 9387 2600  
PO Box 1488  
Level 6, 332-342 Oxford St  
Bondi Junction NSW 1355  
f (02) 9387 2557  
[consulting@elton.com.au](mailto:consulting@elton.com.au)  
[www.elton.com.au](http://www.elton.com.au)  
ABN 56 003 853 101

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Prepared by **Sarah Braund and Steve Rossiter**

Reviewed by

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**Steve Rossiter**

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# 1 Introduction

This report focusses on the community facility demands generated by the development of the Carter Street Urban Activation Precinct (UAP). The Department of Planning and Infrastructure (DPI) has progressed planning for the precinct and recognises that community facility provision is an important element of its placemaking and sustainability approach and critical to the creation of a vibrant new urban community.

For the purposes of this study, community facilities are spaces available for general community use and include:

- Community centres
- Community halls
- Community meeting spaces including activity and function rooms either as stand-alone spaces or incorporated into larger facilities
- Libraries
- Child care centres
- Schools
- Any age-specific facilities that cater for specific age groups such as seniors' centres or youth centres.

Community facilities should be publicly accessible and available to all members of a community. There may be some costs involved for room hire, child care fees, or fees to participate in a particular program or activity, but generally speaking as long as any required fees can be met, the facilities should be available for general community use and should not exclude any community members based on which suburb or development they live in.

It is also recognised that other facilities can perform as community facilities. This includes certain indoor recreation centres that are targeted at community use. Outdoor recreation facilities, such as parks and playgrounds, are not generally considered as community facilities although the community benefits of public open space should be clearly recognised.

The report provides an overview of the current provision of community facilities in the Carter Street UAP and surrounding area and examines the implications of the projected population growth in the area for future provision. The report should be

considered preliminary and is intended to inform future discussions between DPI and Auburn Council regarding facility provision in the area.

The report examines:

- Existing provision of community facilities and planned facilities in the area
- Council's approach to community facility provision including its recommended rate of provision
- Future requirements for facility provision based on population growth
- Floor space, proposed facility type and key considerations for facilities at Carter Street UAP as a basis for future discussions with Auburn Council.

## 1.1 Existing site context

The Carter Street precinct is an approximately 52 hectare site in the Auburn Local Government Area (LGA), adjoining Sydney Olympic Park (to the north-east). The precinct is bounded by Edwin Flack Avenue to the north-east, Haslams Creek to the north-west and the M4 Motorway to the south-west. The primary entry to the site is from Parramatta Road via M4 underpasses at Hill Road and Birnie Avenue.

The Carter Street UAP consists of predominantly light industrial land uses and includes:

- The area the north of Carter Street which is zoned 'B7 Business Park' in the Auburn LEP 2010
- The area to the south of Carter Street and small parcel east of Birnie Avenue which is zoned 'Light Industrial'
- A small area of open space at the western corner of the precinct adjoining Hill Road (zoned 'RE1 Public Recreation').

The site is somewhat isolated from surrounding residential and employment areas with:

- The M4 acting as a strong visual and physical barrier to Lidcombe residential areas in the south
- Haslams Creek separating the precinct from the suburb of Newington to the north and north-west
- The large open spaces and facilities of Sydney Olympic Park surrounding the site to the north and east.

The Carter Street UAP has reasonable access to public transport with the Olympic Park Railway

Station located approximately 800 metres (walking/driving distance) from the site. Lidcombe Station is located approximately 2.2 kilometres (walking/driving distance) south of the site. The site is also accessible via a number of bus routes and the Parramatta River Ferry Service also provides a service to Sydney Olympic Park Ferry Wharf (accessible from the site by bus routes along Hill Road).

## 1.2 Proposed development

### 1.2.1 The Urban Activation Precinct Program and Carter Street UAP

The Urban Activation Precinct Program is a NSW Department of Planning and Infrastructure planning policy initiative (announced in the 2012-13 State Budget), aimed at developing key urban areas to assist in meeting Sydney's growth needs. An initial eight precincts have been identified to provide approximately 30,000 homes. Carter Street precinct, Lidcombe is one of these precincts.

The *Carter Street UAP Draft Structure Plan* (October, 2013) proposes redevelopment of the area north of Carter Street with the introduction of residential, mixed uses and the future redevelopment of the section south of Carter Street adjacent to the M4 (but maintaining existing employment land-uses in this section).

The Draft Structure Plan also proposes:

- A main street with retail land uses and a village square along a realigned Uhrig Road
- Mixed land uses to the Edwin Flack Avenue edge
- Additional open space and additional pedestrian and vehicle access ways through the precinct
- A community facility fronting one of the public open spaces.

The Carter Street UAP proposes a range of dwelling sizes to respond to diverse population needs, provide accommodation choice and be flexible in layout so as to be adaptable to the needs of different users. The Plan proposes predominantly apartments (a mix of studio, one, two and three bedroom dwellings) with a limited number of terrace houses (140).

The development will be phased over a 25 year period. Phase 1 (years 1 to 5) will include development of the mixed-use edge and part of the main street and associated retail buildings.

### 1.2.2 Development in surrounding areas

There is a significant amount of additional development proposed in areas surrounding the Carter Street site.

Sydney Olympic Park Authority (SOPA) has released the *Sydney Olympic Park Master Plan 2030*, which provides a direction for future development of the site including:

- Expanding commercial uses (including business and hospitality activities) in the central area around the train station
- Development of a sports and education campus (incorporating existing sporting venues with educational uses, retail facilities and accommodation for 5,000 students)
- Introducing new residential dwellings in the central, eastern and northern areas of the site.

The student accommodation (5,000 students) and residential development (14,000 residents) proposes a new population of 19,000 people within the Sydney Olympic Park.

Another initial UAP site is located north of Carter Street – the Wentworth Point UAP, situated on the Parramatta River. This UAP, together with additional development at Wentworth Point, is projected to generate a total population of over 19,000 people in the suburb of Wentworth Point (from 2,759 people in 2011).

This development and associated population growth is important to consider in this study as the increase in demand for community facilities in the area will not only be generated by the new Carter Street community. Development in surrounding areas may also present opportunities for coordinated facility provision and possible consideration (as appropriate) of larger facilities to serve a wider catchment.

Potential development may also occur along Parramatta Road. Redevelopment of Sydney Markets, Flemington in the future is also a possibility. These developments would further contribute to population growth and the increase in needs for community facilities in the area.

## 2 Current situation

This section of the report examines:

- The current community profile of the Carter Street area
- Existing facility provision including facilities in surrounding suburbs, council facilities throughout the LGA and facilities provided at Sydney Olympic Park
- Any relevant facilities in neighbouring LGAs.

### 2.1 Existing population

The Carter Street UAP is included within the Sydney Olympic Park state suburb as defined by the Australian Bureau of Statistics (ABS). At the time of the last Census in 2011, the ABS Census figures show that the Sydney Olympic Park suburb contained 65 residents. This low existing population means that detailed analysis of the existing population is not necessary. It does however, highlight the scale of relative change that is likely to take place in Carter Street and the implications this is likely to have on demand for infrastructure, including for community or social infrastructure.

### 2.2 Existing facility provision

Facilities in the area are provided by Auburn Council, privately, by SOPA and through neighbouring local government areas.

#### 2.2.1 Existing Auburn Council facilities

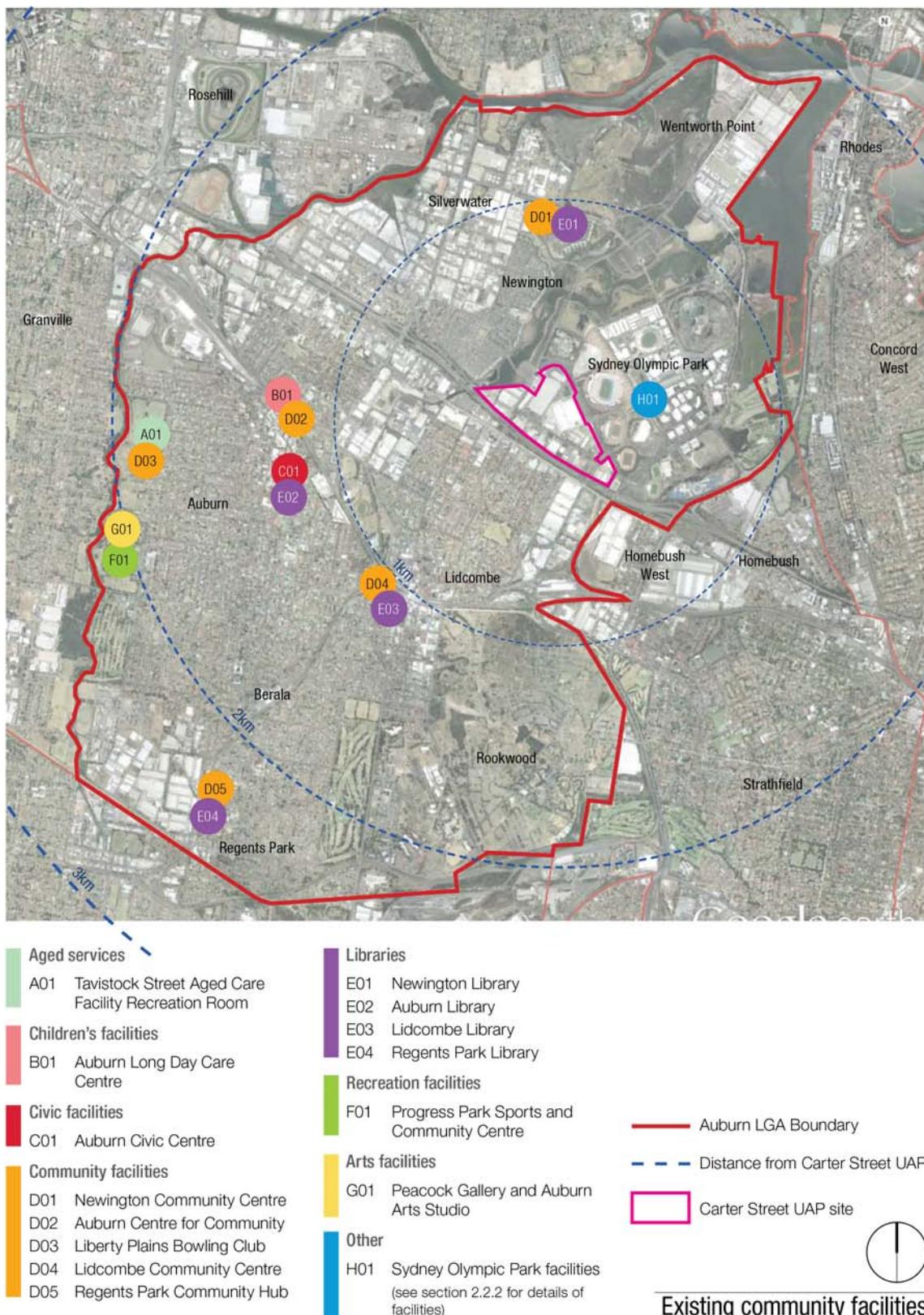
Auburn Council provides a number of community facilities that are distributed throughout the LGA. Key Council community facilities include:

Type	Facility/locations
Community centres	Auburn Centre for the Community (includes youth space) Regents Park Community Hub Lidcombe Community Centre Newington Community Centre Liberty Plains Bowling Club
Libraries	Auburn Lidcombe Regents Park Newington
Civic	Auburn Town Hall and meeting rooms
Aged	Tavistock Street Aged Care Facility – Recreation Room

Children's centres	Auburn Long Day Care Centre
Community recreation	Progress Park Sports and Community Centre
Arts	Peacock Gallery and Auburn Arts Studio

The following map shows the location of these Council facilities in relation to the Carter Street UAP.

Map: Existing Auburn Council facilities



As illustrated on the map, the majority of Council owned community facilities are located south of the M4. Although accessible by Hill Road and Birnie Avenue, the M4 presents a significant barrier and an undesirable environment for pedestrian movement to the south of the Carter Street site. This is recognised in Council's 2007 *Community Facilities Needs Assessment and Development Study* which notes that "Auburn LGA is very much defined by its physical barriers" including the M4 motorway, railway lines, Parramatta Road, Olympic Drive, extensive industrial lands, institutional uses such as a cemetery, correctional centre and hospital, and extensive parklands, all forming barriers across the Auburn area. The study notes that the barriers have resulted in the residential population being traditionally concentrated in the southern part of the Auburn LGA, with:

New development areas of Newington and Homebush Bay, former Lidcombe Hospital and potentially Sydney Olympic Park, ... separated from the existing population areas and ... not physically integrated with the established communities.

The closest facility to Carter Street UAP is the Newington Community Centre (approximately 1.7 Kilometres walking/driving distance). The Newington Community Centre includes a main hall that can cater for up to 100 people, a meeting room for up to 60, and a smaller meeting room for up to 30. This facility also includes a branch library which Council's 2007 *Community Facilities Needs Assessment and Development Study* described as 'inadequate'.

The Newington Community Centre at 512 square metres may be of an appropriate size to meet existing demand north of Parramatta Road (an existing population of approximately 11,240 people), however, will not be adequate to meet the needs of the projected population generated through development north of the M4, including the Carter Street UAP (as outlined in section 4).

In summary, due to the separation of the site from existing Council community facilities or the inadequacy of existing facilities to accommodate growth, additional community facility space will be required to meet the needs of the future Carter Street UAP community.

## 2.2.2 Existing non-Council owned community facilities

There are a number of non-Council owned community facilities in close proximity to the Carter Street precinct, at Sydney Olympic Park. These facilities, managed by SOPA, include:

- The Aquatic Centre which includes not only the pools and fitness facilities, but also four meeting

rooms ranging from 32 to 80 square metres in size

- The Athletics Arena that includes the Grand Prix Room – a meeting space that can cater for 100 people in theatre style but can also be configured as classroom or boardroom
- The Archery Centre with boardroom with a 12-15 person capacity
- The Hockey Centre includes the Eva Redfern Lounge that can cater for 80 people theatre style and up to 150 in cocktail setting and the Waratah Room that can be hired for seminars and lectures for up to 80 people and 120 in cocktail setting
- The Sports Centre that includes the Hall of Legends for large events up to 1,000 people theatre style, Acacia Room (up to 90 people theatre style), Banksia Room (up to 70 people theatre style).

The SOPA precinct also includes 430 hectares of public open space including:

- Bicentennial Park
- Homebush Bay wetlands
- Newington Nature Reserve
- Armament Depot
- Former State Brickworks park
- Haslams Creek
- Kronos Hill and Woo-la-ra
- Archery Park
- Wilsons Park Sportsgrounds
- Blaxland Riverside Park
- Wentworth Common.

Access to SOPA facilities does need to be taken into consideration. While particularly important for open space and recreation facilities, the existing meeting, activity and function space at Sydney Olympic Park caters more for formalised programs and activities and larger functions. These existing SOPA facilities are targeted more at corporate than community use and are not so much for the everyday, drop in type activities associated with a local community centre. SOPA facilities would not meet future Carter Street UAP community needs for local gathering and meeting space for small scale formal and informal social activities, programs and events.

### 2.2.3 Existing schools

There are a number of schools in the Auburn LGA and areas surrounding, including a number of public primary schools, Catholic and independent schools, as shown on the map on the following page.

The closest primary schools to the Carter Street site are:

- Newington Public School – approximately 870 metres (walking/driving distance) from the site
- Auburn North Public School – approximately 1.7 kilometres (walking/driving distance) from the site
- Lidcombe Public School – approximately 1.8 kilometres (walking/driving distance) from the site.

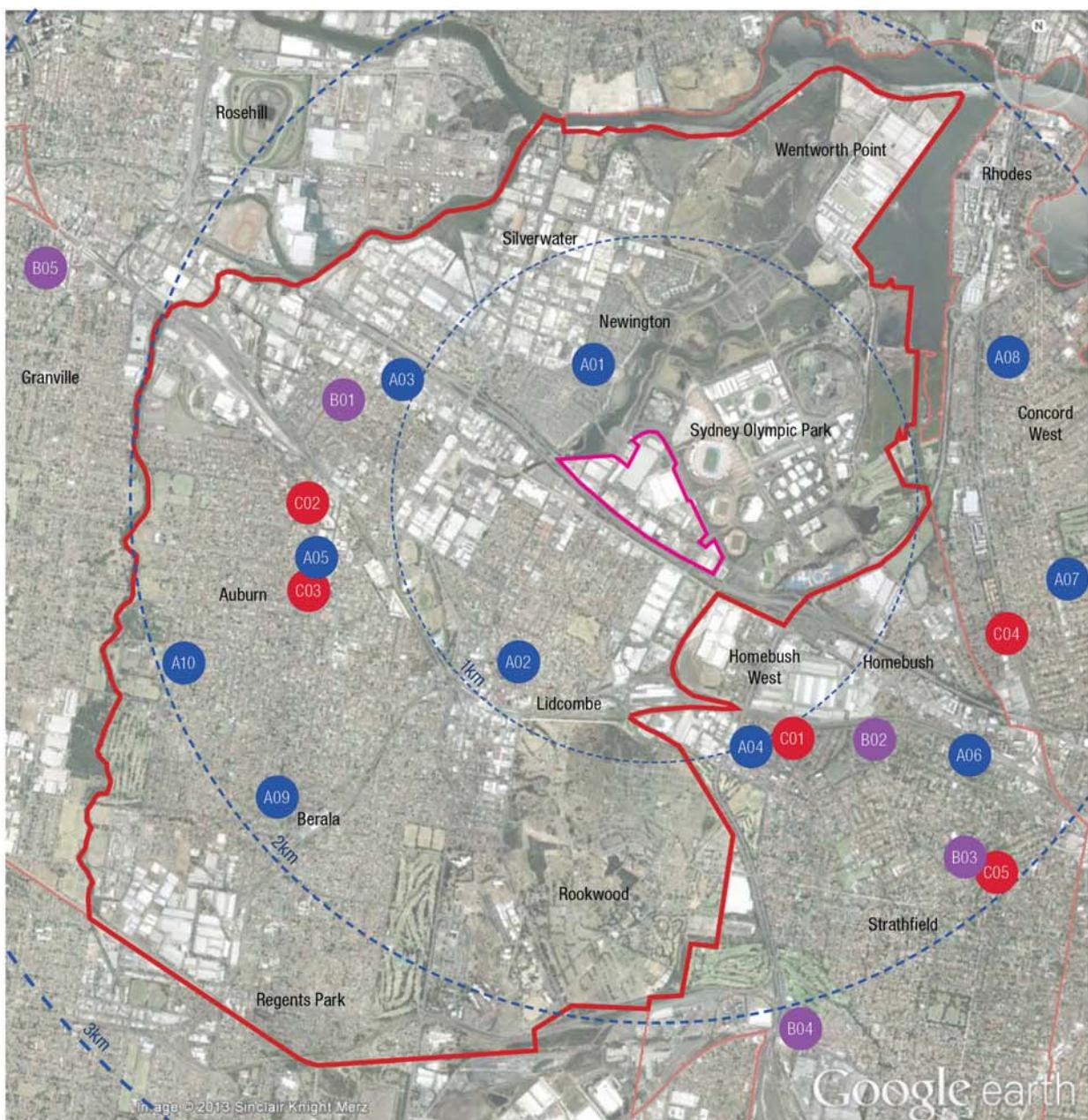
The Department of Education and Communities (DEC) has confirmed that the public primary schools in the area are at capacity. According to DEC, they do not at present, nor are they predicted in the future, to be able to accommodate additional student demand generated from the Carter Street development. Auburn Council also reported the lack of capacity of primary schools in the area as a significant issue. DEC is currently planning to address this issue – refer to the following section – ‘Planned facility provision’.

The public high schools closest to the site are:

- Auburn Girls High School
- Homebush Boys High School
- Granville Boys High School
- Strathfield South High School.

DEC are also currently in the process of assessing the capacity of high schools to accommodate population growth from various developments in the area including the Carter Street UAP.

## Map: Existing Schools



### Public Primary Schools

- A01 Newington Public School
- A02 Lidcombe Public School
- A03 Auburn North Public School
- A04 Homebush West Public School
- A05 Auburn Public School
- A06 Homebush Public School
- A07 Strathfield North Public School
- A08 Concord West Public School
- A09 Berala Public School
- A10 Auburn West Public School

### Public High Schools

- B01 Auburn Girls High School
- B02 Homebush Boys High School
- B03 Strathfield Girls High School
- B04 Strathfield South High School
- B05 Granville Boys High School

### Catholic and Independent Schools

- C01 St Dominic's Primary School
- C02 Trinity Catholic College
- C03 Al-Faisal College
- C04 The Macdonald College
- C05 St Martha's Catholic Primary School

— Auburn LGA Boundary

- - - Distance from Carter Street UAP

— Carter Street UAP site



Existing schools

## 2.3 Planned facility provision

The following provides an outline of proposed community facilities in surrounding areas.

### 2.3.1 Sydney Olympic Park Authority planned facilities

SOPA has plans for the inclusion of a library on the Sydney Olympic Park site as part of development proposed in the Master Plan 2030. Key features of this proposal include the following:

- A library/civic building to be located in the 'Central Precinct' of Sydney Olympic Park, opposite the railway station
- A library floor space of approximately 1,500 square metres designed to serve a catchment of Sydney Olympic Park, Wentworth Point and Newington
- Incorporation of traditional library space (although there will be less focus on books and more on technology) as well as community rooms for general community use
- The library building would be delivered by SOPA, fitted out and managed by Auburn Council
- Community rooms are planned to be truly community use as opposed to 'function' rooms or rooms targeted at more regional or corporate use
- Plans are for a design competition with the library completed and ready for use within a 3-4 year timeframe.

In addition, SOPA has proposed a new child care centre in reasonably close proximity to the Carter Street UAP.

Discussions with Auburn Council revealed it is currently pursuing an alternative plan to the SOPA library. Council is proposing instead that a district library facility be provided at Wentworth Point. Details of this plan are described below.

### 2.3.2 Wentworth Point planned facilities

Auburn Council and the DPI are currently discussing the provision of a district library and community centre in the Wentworth Point UAP. The facility would include:

- A district library of 2,200 square metres providing library services to the communities of Wentworth Point, Sydney Olympic Park and Newington
- Multipurpose community space of 1,000 square metres to accommodate the needs of the Wentworth Point community.

Auburn Council advised that calculations for the library floor space (2,200 square metres) did not include provision for the future Carter Street UAP population.

The proposed multipurpose community facility was identified as a need in the *Wentworth Point Urban Activation Precinct Community Facilities Study* (Elton Consulting, 15 May 2013). The study determined that a 240 square metre facility will be required to serve the projected UAP population and a 450 square metre facility will be required to meet Council's minimum requirements for facility floor area. A 1,000 square metre facility was identified as a possible option to enable the facility to meet the needs of the greater suburb of Wentworth Point – the option selected by DPI and Auburn Council.

This facility proposed is a model and size that will meet the needs of the local community and, therefore, cannot be considered adequate to accommodate additional needs of the Carter Street UAP community.

### 2.3.3 Plans for new schools and school expansions

DEC is expanding Newington Public School to accommodate additional student numbers. DEC has however, advised that this expansion will address existing capacity issues only and not provide the additional student spaces to meet any additional demand from the Carter Street UAP development.

DEC has also committed to the development of a new public primary school on the Wentworth Point UAP site. This is scheduled to be open for first term of 2017. The school is likely to have an enrolment capacity of up to 670 students. DEC advised however, that this future school will not have capacity to accommodate students from the Carter Street UAP.

# 3 Council's approach to community facility planning

This section of the report outlines Auburn Council's approach to community facility planning based on a review of key strategic documents relating to community facility provision and discussions with Council.

## 3.1 Findings from key Council documents

### 3.1.1 *Community Facilities Needs Assessment and Development Study (Auburn Council 2007)*

While somewhat dated, the *Community Facilities Needs Assessment and Development Study* provides the most recent analysis of Council community facilities and states a preferred approach to future provision.

Relevant findings from the 2007 review of existing facilities included:

- Existing community centres do not provide adequate and appropriate multipurpose space to meet the needs of existing residents with many of the existing (in 2007) centres having only one activity/meeting room space, limited storage and kitchen facilities, and lack access to outdoor space
- The Newington Library is described by the 2007 study as a limited service and there are no other library services in the northern section of the LGA
- Council's community centres are primarily used by local non-profit community groups with only small usage by commercial users and for private functions.
- The study found that (in 2007) the existing rate of provision for community centres was 0.04 square metres per person or one centre for every 9,779 people. The study concluded that this rate of provision was inadequate and suggested a future rate of provision of 0.05 square metres per person and that community centres should be at least 450 square metres in floor area to enable multipurpose activity
- The study found that the existing rate of provision for library space in Auburn LGA was also 0.04

square metres per person. It suggested that future provision use the State Library of New South Wales 'People Places' population benchmark for future library planning. (Note, that the 'People Places' benchmark suggests a rate of provision of 42 square metres per 1,000 people (or 0.042 square metres per person) for population catchments of 20,000 people or less)

- A new library facility is required to serve the northern section of the LGA including the communities of Newington, Silverwater and Homebush Bay (now known as Wentworth Point). Note: Additional development areas identified since this study was conducted (including the Carter Street UAP) reinforce the need for a new library facility

Other more general 'priority community facility needs' were identified, including the provision of space for:

- Pre-school and child care services
- Community and social services for school aged children, youth, older people and people with specific social needs
- Skills development, training and social enterprises
- Cultural activities such as community arts, performance and cultural events
- Sessional community health services
- Education and lifelong learning programs
- Partnership programs with other levels of government, community organisations and non-government organisations.

While some of these needs may be relevant to Carter Street UAP, cautious application is suggested due to the clear distinctions between the Carter Street UAP community (and their needs) and the wider Auburn LGA, which these 'priority community facility needs' are based on.

### 3.1.2 *Development Control Plan 2010 – Child Care Centres*

Auburn Council's *Development Control Plan 2010 – Child Care Centres* outlines requirements for child care centres in the LGA. The Plan references the NSW Government's *Children (Education and Care Services) Supplementary Provisions Regulation 2004* as the key source of the development controls outlined (including the requirement for a minimum area of 3.25 square metres of unencumbered indoor play space per child and at least 7 square metres of useable outdoor play space per child).

The *Development Control Plan 2010* also identifies the following locational requirements of child care centres:

- Child care centres shall be located away from environmentally hazardous areas
- Child care centres should be located to ensure users have easy access to public transport and educational facilities
- The location of a proposed centre should have minimal impact on the amenity of adjoining properties
- Site layout should achieve reasonable solar access and ensure the users of a child care centre are safe and secure
- Child care centres are to be accessible to pedestrians and motor vehicles
- Off street parking, pick up and set down areas are located so as not to interfere with traffic flow and minimise conflicts between pedestrian and vehicular traffic.

- Council advised of its position on its role as child care providers – it will not be a direct provider of any new child care centres. It is however, concerned with unmet demand in the area and is interested in playing a role in addressing this issue. Possible arrangements for future discussion include Council ownership of a child care facility building/space and leasing to a child care provider. Council is particularly interested in a process involving not-for-profit providers. There are also funding grants available to local governments that Council could access, to assist the establishment of new child care centres in the LGA
- Council is concerned about capacity issues with primary schools in the area and also questioned whether high schools have capacity for cater to the growing population
- Council also spoke about its knowledge of key community needs and identified the projected growth in the numbers of young people in the area to be a key factor for consideration when planning community infrastructure.

### 3.2 Meetings/discussions with Auburn Council

In addition to the information provided by Council on planned facilities (discussed in Chapter 2), discussions with Council undertaken for this study provided the following information:

- Council is currently developing a Community Facility Plan (not currently available). Council was however, able to confirm 0.05 square metres of community facility space per person, with a minimum size of 450 metres, is Council's current recommended facility provision standard
- The Newington Community Centre functions well as a local community centre. This facility is staffed part-time and available for community hire out of staff hours. Its library service is also well-used. Council advised that the Newington Community Centre presented what could be an appropriate model for the Carter Street UAP facility – with the addition of functional open space associated with the facility
- Council advised that there is a significant shortage of child care across the LGA. There is a critical shortage in Newington as there is no child care facility located in this area. There is also a critical shortage and high demand for preschool places across the LGA

# 4 Future demand

Identifying future requirements for community facilities requires an understanding of projected population growth as well as potential community needs and interests.

## 4.1 Projected demographic profile

The demographic profile of a community can indicate potential community interests and needs. In the absence of an existing community to provide some insight into the possible demographic make-up of the future UAP community, research conducted by Elton Consulting in 2011 into the typical profile of high density urban growth areas (for the City of Charles Sturt, SA) has been considered.

This study involved a review of 2006 Census of Population and Housing data (Australian Bureau of Statistics) for a select number of high density inner urban locations from around Australia (including Zetland and Rhodes in NSW, Subiaco in WA, Kelvin Grove and Kangaroo Point in QLD and Docklands in VIC). The review found the following common community characteristics of these areas compared to Australia as a whole:

- Smaller proportions of children and young people (0-4 and 5-14 years), and larger proportions of people in the middle age groups (25-54 years)
- A mix of family and household types including some families with children (particularly in Rhodes, Subiaco and Kelvin Grove), combined with relatively large proportions of couples without children (particularly in Docklands and Kangaroo Point), other families (across all areas), and group households (the latter particularly in Kelvin Grove and Zetland)
- Slightly smaller households generally ranging in size from 1.9 to 2.2 persons per household in the selected locations
- Much larger proportions of high income households
- Much larger proportions of people with university qualifications
- Slightly lower rates of unemployment and slightly higher labour force participation rates
- Much larger proportions of homes being rented (in some cases twice as many), combined with lower proportions of homes which are fully owned and those being purchased
- Lower proportions of Indigenous persons

- At least comparable or larger proportions of people who were born overseas compared with Australia and larger proportions of people who speak a language other than English at home. The main community languages spoken at home in the select locations were predominantly Asian languages, with a smaller number of European languages also spoken.

## 4.2 Projected population growth

A key component of planning for future community facilities is understanding what catchment the facility is intended to serve and then what population will be within that catchment. This study considers primarily the projected population of the Carter Street UAP.

The Draft Structure Plan Land Budget proposes 5,500 dwellings in the Carter Street UAP. To determine the likely future population a dwelling occupancy rate (or average number of people per household) must be predicted and applied. An occupancy rate of 2.1 is proposed for this study. It has been determined by considering occupancy rates of high density, urban infill Sydney suburbs (considered to contain a similar dwelling structure to the proposed Carter Street UAP) including those listed in the following table:

Suburb	Average persons per dwelling*
Rhodes	2.3
Wentworth Point	2.0
Pyrmont	2.1
Zetland	2.1

\*Figures shown were sourced from Census of Population and Housing data for 2011 (Australian Bureau of Statistics)

The following table illustrates the application of the occupancy rate to determine a projected population of 11,550 residents for the Carter Street UAP.

Carter Street UAP	
Projected dwellings	5,500
Occupancy rate	2.1
Projected population	11,550

In addition to the future residents of the UAP, the Draft Structure Plan Land Budget projects approximately 10,000 jobs will be provided within the UAP – representing a significant number of additional people within the precinct whose needs must also be considered.

## 4.3 Community facility needs

### 4.3.1 Community facility space needs

The Carter Street UAP projected population of 11,550 people provides a catchment of sufficient size to justify the provision of local community facility space for this community.

While no nationally accepted standards for community centre floor area exist, Council's 2007 *Community Facility Needs Assessment and Development Study* identifies a desired future community centre floor space provision of 0.05 square metres per person (confirmed by Council in discussions).

The following table applies that rate of provision to the projected residential population of the Carter Street UAP.

Population	Community centre provision rate (sqm per person)	Approximate Proposed floor area (sqm)
11,550	0.05	578

Important points to note from the above table are:

- 578 square metres is identified as the amount of community centre space that the Carter Street UAP should be required to provide to meet the needs of the UAP residents. This is based on the desired level of provision identified by Council in the 2007 *Community Facility Needs Assessment and Development Study* and confirmed in later discussion with Council staff
- This provision complies with Council's 2007 study which also identifies a desired minimum size for community centres of 450 square metres to enable multipurpose use.

In addition to a local community facility space, the Carter Street UAP community will need access to district level facilities including a library. The proposed library at Wentworth Point would be a suitable facility to meet this need. This facility would be in close proximity to the Carter Street UAP community – with public transport (bus route) providing access to the facility. As discussed, Auburn Council has advised that the Carter Street UAP population has not been factored into initial floor space calculations for this facility.

**NOTE:** The above calculations are based on the current dwelling numbers proposed for the UAP. Should dwelling numbers be revised facility floor area requirements will need to be recalculated.

### 4.3.2 Child care needs

The significant population of the Carter Street UAP development will generate additional need for child care centre spaces, particularly given the already existing gap reported by Auburn Council.

There are a number of standards used to determine the number of child care places required to meet the need of a community. One standard commonly used is 1 place for every 5 children 0-4 years. This is a DPI standard (formerly known as Growth Centre Commission – GCC standards in the Development Code, October 2006).

To determine an approximate number of child care places that will be required by the new community, an approximate percentage and number of children aged 0-4 must be projected. For this study the projection has been determined by considering proportions of young children in high density, infill urban Sydney suburbs (considered to contain a similar dwelling structure to the proposed Carter Street UAP) including those listed in the following table:

Suburb	% of children 0-4 years*
Rhodes	6.7
Wentworth Point	6.2
Pyrmont	4.6
Zetland	5.8

\*Figures shown were sourced from Census of Population and Housing data for 2011 (Australian Bureau of Statistics)

An average of the proportions represented in these suburbs provides a figure of 5.8% of children 0-4 years. Applying this proportion to the projected population of 11,550 suggests an approximate total of 670 children 0-4 years in the Carter Street UAP.

Based on the GCC standard, the approximate number of child care places generated from the future residents of the Carter Street UAP may be somewhere in the vicinity of 130 places as shown in the table below.

Projected number of children 0-4 years	Ratio	Total no. of places required
670	1 place for every 5 children	134

This projection suggests the potential need for two child care centres to serve the needs of the new community (based on the assumption of an average 65 place centre). With the UAP accommodating approximately 10,000 jobs in the future, child care needs of workers further supports this need for child

care as does the high unmet demand in the wider Auburn LGA (described by Council).

It is important to note that the above demand scenario is an approximate projection only and it is recommended that child care needs be reassessed as development progresses to determine more accurate market demographic make-up and needs.

#### **4.3.3 Education needs**

The future Carter Street UAP community will generate additional school student places. DEC is currently undertaking demographic analysis to determine the need for a school site at Carter Street. Should it be determined that a school needs to be included it is likely to follow a similar model to the school proposed at Wentworth Point, which will:

- Require a 2 hectare site that is co-located with open space
- Be a three storey, 'Core 21' School
- Include a hall of 250 square metres that could be available for general community use outside of school hours.

The issue of the ability of high schools to accommodate additional students was also raised in consultation with DEC as part of this study. As a result, DEC is currently undertaking an assessment of high school capacity to accommodate population growth from a number of developments in the area, including the Carter Street UAP.

# 5 Recommendations

This section of the report outlines guiding principles and recommendations for the provision of the following to meet the needs of the future Carter Street UAP community:

- Local community facility space
- District community facility access
- Child care
- Education facilities

The importance of open space is also discussed as well as the role of 'soft infrastructure' (the programs and services provided from community facilities) in meeting the needs of the community and assisting to establish a sense of place and belonging.

## 5.1 Guiding principles

Leading practice principles that can help to inform the planning and location of community facilities include:

- Central to catchment – facilities should be central and accessible to the population they are intending to serve
- Clustering – located with other activity generating uses such as shops, schools, and other community facilities
- Location to promote accessibility and visibility – main street locations with ground floor street frontage
- Contribute to public domain and sense of place – contribute to urban vitality, local identity and sense of place and become important focal points and gathering places for the community
- Near open space for activities and events – locations with town squares, village centres and parks increases the range of activities that can occur
- Connected to public transport, pedestrian and cycling networks to enhance accessibility for all population groups
- Of sufficient size to enable expansion – important to provide some flexibility in the provision of community facility space allowing for possible expansion or adaptation

- Flexibility and multiple use – designed and built to maximise flexibility in use to enable adaptation to changing community needs
- Safety and security – designed in accordance to CPTED principles to encourage both day time and night time use
- Financial sustainability – facilities should be financially sustainable and provide value for money for users, owners and operators
- Avoidance of conflict with neighbouring uses – locations in areas where impacts on residential uses can be minimised.

## 5.2 Local community facility space considerations

### Options for community facility space provision

There are two options considered for the provision of the community facility space identified in this report:

1. The provision of community facility space within the Carter Street UAP site
2. The accommodation of facility space for the UAP community (that is the 578 square metres, identified in Chapter 4) in future facilities identified for surrounding areas. The most relevant facility would be the community facility identified for the Sydney Olympic Park Central Precinct in the SOPA Master Plan 2030.

While option 2 would present advantages in terms of assisting the integration of Carter Street UAP to other surrounding future communities, locating the facility space within the UAP (option 1) is identified as the preferred approach. A population of 11,550 people is significant enough to warrant the provision of a local level community facility. In addition, there is also substantial literature discussing the role that public space (both open space and community facility space) plays in higher density communities. These spaces act as additional 'living space' for apartment residents whose private living areas may be more limited than residents in lower density dwellings. It is important that these spaces are highly accessible and, therefore, located within the immediate, local area. The proposed size of the facility is also viable for a stand-alone facility and, therefore, it need not be amalgamated with another facility elsewhere.

Although this study is primarily focused on the needs of the future Carter Street community, consideration should also be given to the relationship of surrounding communities to the UAP. For example, the *Sydney Olympic Park Master Plan 2030* proposes

residential development in 'Haslams Precinct' which adjoins the Carter Street UAP to the north. This development could present opportunities for partnering with SOPA in the delivery of community facilities at Carter Street UAP to also cater to the Haslams Precinct community. The Haslams Creek Precinct however, is identified as one of the later stages of the development of Sydney Olympic Park and, therefore, has some uncertainty. If plans change and this development is brought forward, this partnership opportunity should be considered.

The following are some key considerations for the future planning of community facilities in the Carter Street UAP, given the likely size of the proposed facility outlined in Chapter 4.

#### Facility function and use

The provision of a basic hall space is seen to be a redundant model. A more contemporary approach to community facility provision and programming is required for the proposed facility space. For this space (578 square metres) to be effective as a community facility and gathering place, flexibility and multipurpose design need to be key guiding design principles. Spaces that can be used in a variety of different ways by different groups at different times of the day are critical to the effective use of smaller spaces for community purposes. A balance between

structured or programmed activities and unstructured or informal ones is a key consideration with an ideal facility catering for both formal and informal activities simultaneously throughout the day.

Occasionally a facility may need to be allocated exclusively for a major community event and the space should have the flexibility to be opened up and used in this way. Equally importantly, the use of divisible, movable walls should also allow the space to be 'broken down' into smaller spaces to allow for smaller activities to occur simultaneously. Some semi-permanent space may be included such as meeting or group activity rooms but again these should be designed so that they can be transformed into smaller more personal and private rooms for interviews, counselling or small group meetings if required.

Just as a balance is required between structured and unstructured and large and small spaces, also desirable is some balance between community and compatible commercial uses, with uses like a cafe, perhaps operated on a social enterprise basis, also a potentially important contributor to the use and vitality of the space.



Customs House Library and Community Space – a community lounge room model, Sydney CBD, City of Sydney: Photo: Elton Consulting

While more detailed planning work is required, it is envisaged that community facility space at the Carter Street UAP could take the form of the following:

- **A 'community lounge'** – a space where residents and visitors can drop-in, sit, relax and meet friends. It is envisaged as a large open area with informal seating (a lounge area) as well as tables (areas for reading and study), computer access and reading material. This function responds to the needs of the future residents living in a higher density environment. It provides a breakout space like an additional living area. It also creates a non-'institutional' space in which to escape, relax, use the internet, read, etc. The Customs House Library (City of Sydney) community space is an example of a similar type of space. The space is an open-house, informal and non-programmed space with an offering of reading material including books, magazines and newspapers open to the wider community.
- **A local community space** – a space for local residents to be welcomed into the area, to meet other residents and to gather and celebrate. Community facilities play important roles as places for social interaction. Overcoming social isolation and engendering a sense of belonging will be an important contribution that this community space can make to a higher density development where a number of people may be living alone and seeking social contact outside the home
- **A community activity space** – a space available for hire by the wider community. The space could be used for playgroups, classes such as yoga and group fitness, interest groups, study groups, faith based groups for community activities, celebrations and events. Hiring spaces to the broader community for use would also generate some level of income for the facility
- **A space to support local services and community groups** – that support groups and local community groups can access and where information on services in the area is displayed.

To accommodate these uses, the proposed facility would consist of a multi-purpose meeting space, a meeting room, storage, toilets and a small kitchen or kitchenette.

The inclusion of a small scale library service could also be considered, dependent on Auburn Council and SOPA plans. While these plans suggest that another full branch library in such close proximity is unlikely, a library kiosk could be an ideal inclusion at the Carter Street UAP facility, supporting the 'community lounge' proposal. The kiosk could be serviced by Auburn Council.

## Flexibility and multiple use

To ensure facilities are utilised as much as possible (including at night and at weekends), community facilities need to provide for multiple uses and serve a range of population groups, as well as being capable of adapting as needs change over time. This is particularly important as, although we can make predictions about the demographic make-up of the new community, we cannot be entirely sure about what their specific interests and needs will be.

Successful community facilities tend to be those that offer a diversity of well organised and well attended services, programs and activities. This diversity requires inclusion of flexible spaces and amenities. A flexible, multiple use facility could be achieved for this development by including:

- **A large, open plan space** up to 150 square metres suitable for a variety of uses, including the ability to accommodate larger groups. As a guide, a hall of 150 square metres can accommodate approximately 120 people seated
- **Room dividers** to enable enlargement or reduction of the space to suit various purposes and allow for the programming of more than one activity at a time
- **Storage** to support the regular use of the facility by a number of groups (enabling groups to store equipment on site)
- **Small meeting rooms** that can accommodate community services as well as community groups and corporate organisations. A small meeting room would provide space for other types of activity at the facility
- **Direct access to public open space.** This ideally would involve the ability to open up the facility to an adjacent outdoor covered area and, therefore, expanding the capability of the venue to accommodate larger groups and incorporate outdoor events and activities
- **Direct access to a contained outdoor space.** Access to a fenced area that may be used for private celebrations or as a play area for playgroups or children's party events would ideally be included.

Ensuring the facility is universally accessible is particularly important as this would enable all groups and individuals (including older people) to access the facility. This includes access to the facility through the site as well as ensuring the design of the facility itself incorporates universal design principles.

## Location

The community facility should be located in a prominent, visually and physically accessible location on the site. Ideally the facility should:

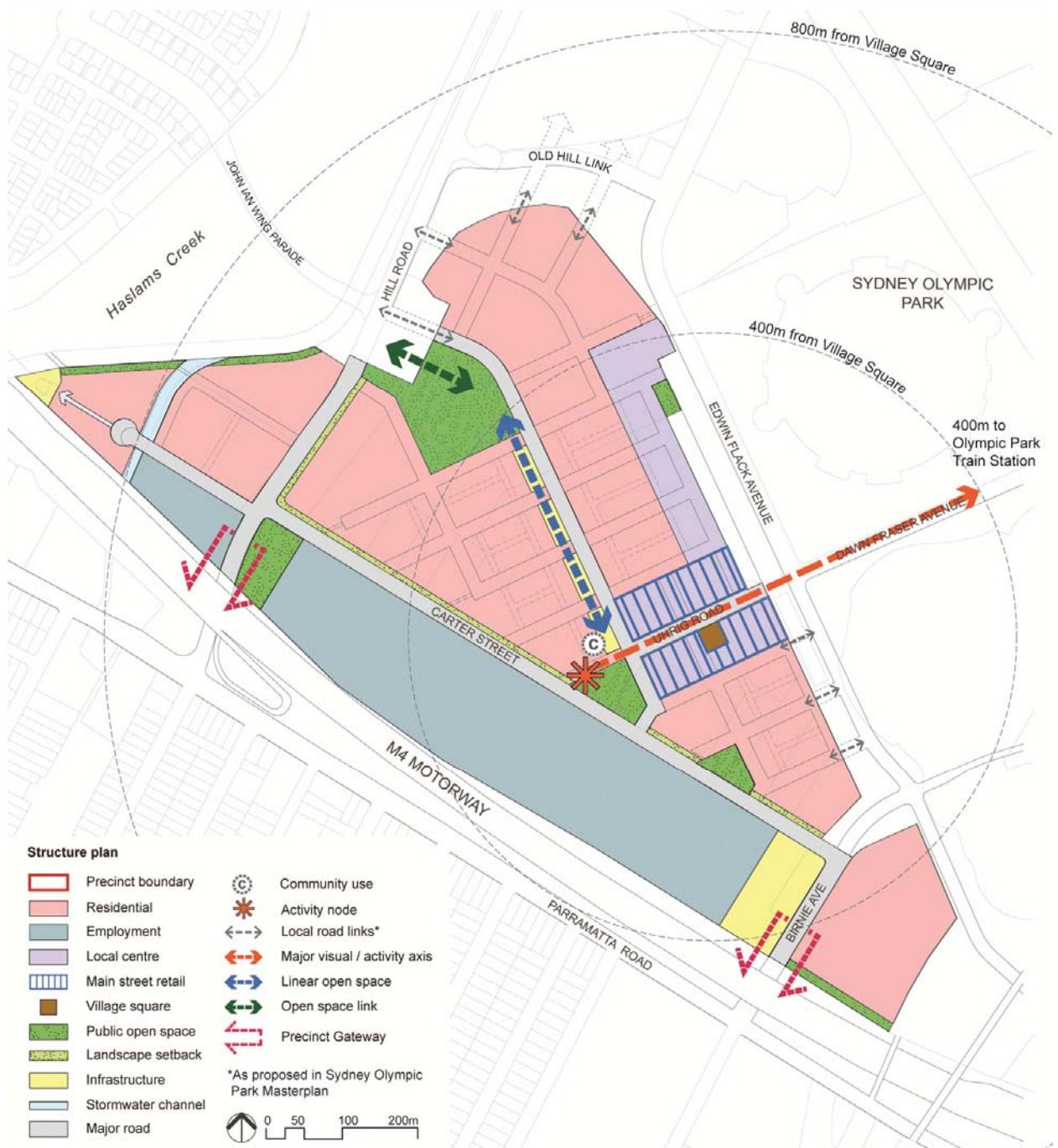
- Have a strong community presence and be located on a prominent corner or entry point
- Be located on ground floor level, have direct access to open space or high quality streetscape and good visual access to and into the facility.

Locating community facilities near civic open space is a way to ensure that community facilities are integrated into their surrounding physical environment and seen as 'part of the community'.



Vinegar Hill Library and Community Centre located on the Rouse Hill Town Square, Hills Shire Council: Photo: Elton Consulting

The current Draft Structure Plan proposes a community facility preferred location close to the main street and adjacent to the activity node and open space at Uhrig Road as indicated in the following plan. The proposed community facility could significantly contribute to the activation of this main street – the UAP's key hub.



Preferred location for a community facility ('Community use') indicated on the Draft Structure Plan  
*Carter Street UAP Draft Structure Plan (LFA, October 2013)*

### Timing

Ideally a community meeting space would be provided early in the first phase of development. This space would act as a key gathering and meeting space for the new community, from which community building programs and activities could be provided. While the permanent facility may not necessarily be required at this point, a temporary facility could be established in a shop front on the main street, possibly connected to, or collocated with, the development's sales and information centre to meet community needs until the permanent facility is provided.

An alternative option is the staged development of the facility where a smaller facility space is initially provided on its permanent site and this facility is expanded as required, as development progresses and the population increases. This approach to provision was adopted for the Vinegar Hill Community Centre at Rouse Hill. Space

and structural ability to expand was part of the initial planning and design for this facility, to enable it to be adaptable and successfully meet the needs of a growing population.

### **Facility as part of a network**

Together with the Carter Street UAP facility, a number of local level community facilities are proposed in areas in the northern section of the LGA, including Sydney Olympic Park and Wentworth Point. The existing Newington Community Centre should be considered as part of a network of facilities to:

- Enable Council to more efficiently and effectively program and manage the facilities
- Expand access to programs and services to all these local communities through the sharing of resources
- Create a network of complementary facilities and avoid duplication.

At the same time, each facility will need to respond to its own local community needs.

### **Additional inclusions and initiatives**

Additional key inclusions and initiatives to consider include:

- Ensuring the facility is well managed and provides a diverse range of programs that meet the needs of all groups in the community
- A café as part of the facility or co-located with the facility. Cafes further activate community facilities as they are often major attractors and key meeting and socialising points within a neighbourhood. Depending on the location of the facility and its surrounding land uses, a small scale coffee cart may be a more appropriate solution. There are a number of examples of the successful inclusion of cafes in community centres including the Surry Hills Library (City of Sydney) and Castle Hill Community Centre and Library at Castle Grand (Hills Shire Council), which is also a good example of a community centre collocated with high density, residential development. There may be the possibility of a partnership with Council to incorporate a social enterprise cafe or some other form of social enterprise as either part of the proposed community facility space or elsewhere in the UAP
- Designing and delivering a facility that contributes to the establishment of a strong community identity. Community facilities are recognised as having the potential to contribute to the creation of vital public spaces that help create a sense of place and distinctive community identity. The design of community facilities can enhance the physical quality and appearance of public places, help to reinforce a place's identity and make it a more attractive environment for people to gather and interact with each other.



### 5.3 District facility access considerations

While it is proposed that the Carter Street UAP local community facility could have a library kiosk service, the community will also need access to a full library service at a district level library. It is recommended that the current proposal for the Wentworth Point library be revisited to include capacity for the Carter Street UAP community.

### 5.4 Child care considerations

As previously discussed, Auburn Council has advised that it has a firm position on its role as a child care provider – Council will not be a direct provider of any new child care centre. This is consistent with trends in child care provision in NSW, which have changed significantly over recent years to see private sector provision increasing significantly. Recent reports suggest that privately managed centres account for 75 per cent of provision nationally<sup>1</sup>. Accordingly, the planning of the Carter Street UAP should consider the potential for child care provision by private providers.

This study has assessed possible demand for child care places in the UAP. These are approximate only and will require further commercial assessment closer to and during development, with consideration of other proposed child care centres in surrounding areas. It is likely however, that at least one centre will be required in the UAP site. Facilitation of future provision should be ensured through putting in place required planning mechanisms and identifying early appropriate locations and sites that comply with relevant standards and controls (including Council's DCP requirements including those relating to floor area, outdoor play space, parking, access and safety).

Further investigations of demand for child care should also include investigation of the most relevant models for the future UAP community including demand for preschool places (given these are in high demand and there is a shortage across the Auburn LGA).

Possible partnerships in child care provision should be explored including Council's potential role in contributing through ownership of the building (and lease to a child care provider) and contribution through access to grants for local governments.

### 5.5 Educational facility considerations

With the potential inclusion of a primary school in the UAP site, the following possible opportunities should be considered:

- The school should be sited to encourage its role as a key hub within the development and in assisting community building and cohesion
- Enable the sharing of school facilities outside of school hours. The 250 square metre school hall could be made available for general community use. Such shared use arrangements would need to be pursued and formally established with DEC prior to the establishment of the school
- Consider the contribution of the school hall to the community facility offering in the UAP and ensure facilities proposed complement, not duplicate, each other. It may be possible that the local community facility recommended may not need to function as a large hall if the school facility can adequately provide this type of space. It is important to note however, that access to school facilities for the general community is always limited to some degree to outside of school hours or subject to approval of the school principal.

### 5.6 Open space considerations

Although this report focuses on community facilities, consideration has been given to the role of open space as another key component of the overall provision of community infrastructure. Open spaces provide venues for

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<sup>1</sup> Price Waterhouse Coopers (2011), *A Practical Vision for Early Childhood Education and Care*, <http://www.pwc.com.au/industry/assets/ecec-Mar11.pdf>

relaxation, passive recreation, play, social gathering, celebrations and events. Public open spaces promote social interaction, social inclusion and can contribute significantly to the development of community identity. While the Sydney Olympic Park provides extensive open space and recreational facilities in close proximity to the Carter Street UAP, the inclusion of high quality open space within the precinct is critical. Local open space is particularly important in high density environments where it acts as a substitute 'backyard' for residents who do not have their own private outdoor areas. It is also of key importance to children in the area, providing a place to play and be physically active and, therefore, positively impacting on their health and wellbeing.

Key initiatives for consideration in the planning and design of open space in the Carter Street UAP are outlined below:

- Utilise the open space to establish an identity for the site and its community. Consider the inclusion of public art and interpretive implementations to create a distinct character for the site
- Include areas for contemplation, relaxation and escape. Open, green spaces are important outdoor, break-out spaces for people living in high density areas such as the future residents of the Carter Street UAP. They are also important lunch time venues for workers
- Consider the inclusion of passive recreation opportunities for example, basketball hoops and fitness equipment. Such amenity would provide activities for young people (a future need identified by Auburn Council)
- Include a diversity of play opportunities for children including formal and informal opportunities for play including grass open space areas, play equipment and water features
- Establish the proposed village square as a key meeting and gathering place for the Carter Street UAP community.

## 5.7 Programs and service considerations

Built infrastructure alone will not positively impact on the health, wellbeing and quality of life of community members. Services, activities and programs operating from facilities and open space support lifestyle and high level needs, foster social networks and social interaction between different groups, contribute to social cohesion and social inclusion and build the skills and capacity of individuals and groups. The Carter Street UAP facility, as part of a network of local facilities in the area, will ideally be managed and staffed part-time by Auburn Council who facilitate and deliver programs. Programs could also be provided by community organisations and private operators hiring the facility. Key considerations for the programming of the proposed community facility and associated open spaces include:

- **Promoting equitable access for all sections of the community** – Facility management needs to consider the affordability of use for the target populations. Treatment of all user groups must be fair and they must receive an equitable share of the resources available
- **Providing a range of community services, activities and programs** – Community facilities represent a significant investment of resources. It is, therefore, important to ensure that facilities are used as effectively as possible including use during day and evening hours, during the week and at weekends. Multipurpose and flexible design accommodates diverse groups and users and ensures that the centre has the potential to be well utilised. It is also important that the services, activities and programs offered are sufficiently diverse to attract a range of user groups to avoid the perception that a community centre is catering only for a particular group rather than for the whole community.

Programs and services should be tailored to the particular social needs of the community they serve by understanding and responding to their unique and individual circumstances. New development areas often have a unique set of issues, particularly those that are somewhat disconnected to surrounding areas such as the Carter Street UAP. These developments do not have established social networks that new residents can tap into and, therefore, these communities may need specific assistance to help these networks develop. Some programs or possible initiatives include:

- **The appointment of a community development worker** – The assignment of a community developer worker for the Carter Street UAP should be a key consideration. The community development worker would be positioned in the community during the first phase of the project and be primarily responsible for the establishment and management of community building programs and activities such as those outlined

below. Auburn Council have indicated a preference for the Community Development Worker to be employed by Council

- **Welcoming programs and social events for residents** – New residents to the development would benefit from welcoming programs and social events to assist them in meeting other local people and building social networks
- **Markets, festivals and events** – The village square and open spaces proposed in the Draft Structure Plan will provide venues for markets, festivals and events which could be focused towards local community needs and interests
- **Playgroups** – The proposed community facility would provide an ideal space for playgroups in the area. Playgroups provide opportunities for parents and carers to meet and are catalysts for building social networks among families with young children. Playgroups often are held outside the hours of high demand (usually mid-morning) and, therefore, are easily accommodated in programming
- **Social enterprise** – The proposed cafe or coffee cart offers the opportunity to introduce a social enterprise initiative into the development. There are many examples of successful ventures where target groups (for example refugees, people with disabilities or mental health issues) receive barista training and a placement in a social enterprise cafe. Such initiatives should be considered for inclusion in the delivery and management of the community facility for the development.