

## Relevant Information for Local Planning Panel

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**FILE:** D/2023/403 **DATE:** 28 February 2024

**TO:** Local Planning Panel Members

**FROM:** Andrew Thomas, Executive Manager Planning and Development

**SUBJECT:** Information Relevant To Item 3 – Development Application: 545-549 South Dowling Street, Surry Hills – D/2023/403

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### Alternative Recommendation

It is resolved that:

- (A) the variation requested to clause 4.3 'Height of Buildings' in accordance with Clause 4.6 'Exceptions to development standards' of the Sydney Local Environmental Plan 2012 be upheld;
- (B) the variation requested to clause 30(b) 'Minimum Internal Apartment Size' of the State Environmental Planning Policy No 65 - Design Quality of Residential Apartment Development in accordance with Clause 4.6 'Exceptions to development standards' of the Sydney Local Environmental Plan 2012 be upheld; and
- (C) consent be granted to Development Application No D/2023/403, subject to the conditions detailed in Attachment A to the subject report to the Local Planning Panel on 28 February 2024, subject to the following amendments (additions shown in **bold italics**, deletions shown in ~~strikethrough~~):

#### **(85) PLAN OF MANAGEMENT / ADDENDUM MANAGEMENT LETTER**

***The use must always be managed in accordance with the Plan of Management, prepared by The Salvation Army dated 11 July 2023 and the Addendum Management Letter, prepared by The Salvation Army dated 27 July 2023. In the event of any inconsistency, the conditions of this consent will prevail over the Plan of Management.***

#### **Reason**

***To ensure all parties are aware of the approved supporting documentation that applies to the development.***

## Background

As part of their response to Council's Request for Additional Information, the applicant submitted a letter from the operator (The Salvation Army). The letter was included separate to the Plan of Management. It is also noted that the year dated on the Plan of Management was incorrectly noted as 2022.

To ensure clarity of management, both the amended Plan of Management dated 11 July 2023 and the Addendum Management Letter dated 27 July 2023 have been included at Attachment A – Management Measures.

A condition of consent requiring ongoing management in accordance with the updated Plan of Management and Addendum Management Letter is recommended as outlined in this alternative recommendation.

Prepared by: Elizabeth Jones, Specialist Planner

## Attachments

**Attachment A.** Management Measures

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Approved



**ANDREW THOMAS**

Executive Manager Planning and  
Development

# **Attachment A**

## **Management Measures**



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# PIF House - Plan of Management

545-549 South Dowling Street, Surry Hills NSW 2010 Australia

11 July 2023



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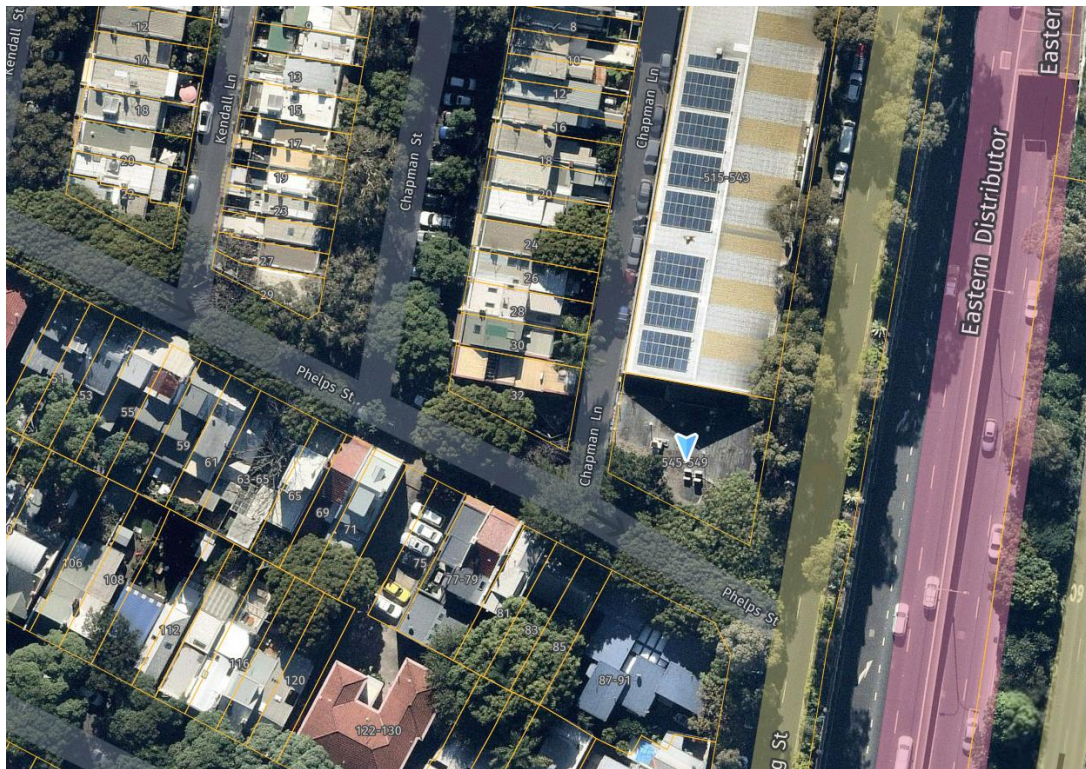
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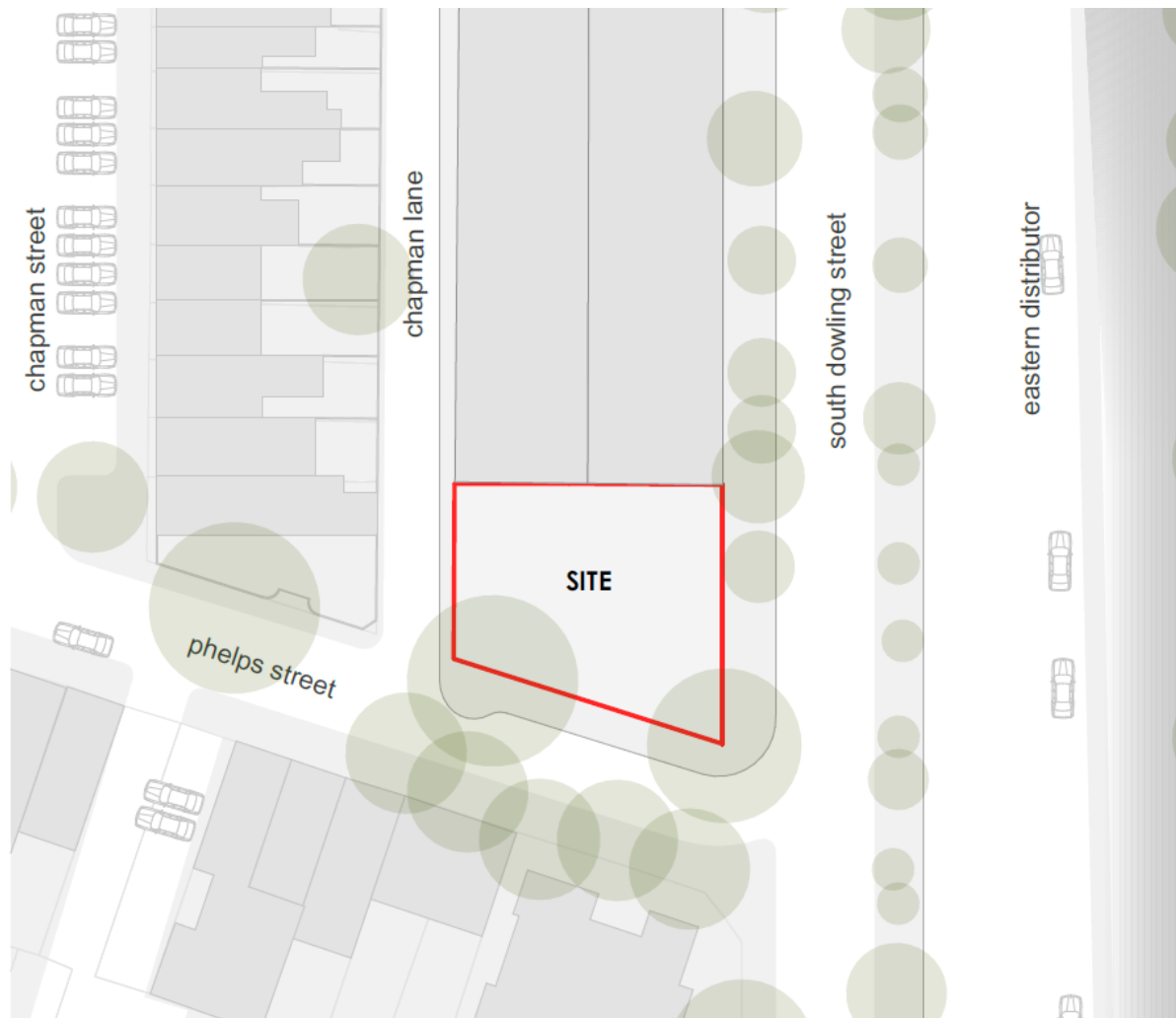
# Title

<b>Street Address</b>	545-549 South Dowling Street Surry Hills NSW 2010 Australia
<b>Lot and DP</b>	1 / 586989
<b>Uses (Proposed)</b>	Residential Accommodation and Associated Communal Space
<b>Operator</b>	The Salvation Army
<b>Date of Preparation</b>	As at 11 July 2022

# Site and Locality Details



545-549 South Dowling Street, Surry Hills - Aerial Source – Nearmaps



545-549 South Dowling Street, Surry Hills Site Plan Source – Fitzpatrick + Partners

The site is located at 545-549 South Dowling Street, Surry Hills within the City of Sydney Local Government Area (LGA). It has three street frontages, with South Dowling Street to the east, Phelps Street to the south and Chapman Lane to the west. To the north is 515-543 South Dowling Street which is a Commercial building with various tenants.

## Objectives

The Salvation Army is committed to helping those in need, with this proposal assisting The Salvation Army to continue its long association and contribution to the Surry Hills community and Sydney City Council area more broadly.

The proposal at PIF House provides for The Salvation Army's integration with the community in Sydney and enables a range of complementary functions to support young people experiencing and at risk of homelessness by providing housing and wrap around supports such as case management, counselling and training.

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The Property Industry Foundation has partnered with The Salvation Army to redevelop 545-549 South Dowling Street, Surry Hills into longer term supported accommodation for young people exiting the specialist homelessness services system in Inner Sydney. Accordingly, The Salvation Army has prepared this Plan of Management (POM) to provide detailed policies, performance criteria and procedures to minimise the physical, social and environmental impact of activities and operations at 545-549 South Dowling Street, Surry Hills.

The objectives of this POM are to:

- Provide an easy-to-follow document that outlines how the accommodation will be managed and maintained in a manner that provides for safe, quality accommodation for all occupants;
- To ensure that management policies and procedures support the successful operation of the accommodation by The Salvation Army as a responsible and responsive member of the local community;
- Create an environment that is safe and non-threatening to staff, residents, visitors and other members of the community;
- Identify all appropriate environmental safeguards and demonstrate how they will be implemented on-site;
- Manage site activities effectively;
- Enable adverse impacts on the environment to be minimised;
- Provide details of complaints management procedures; and
- Monitor and manage environmental and social impacts.

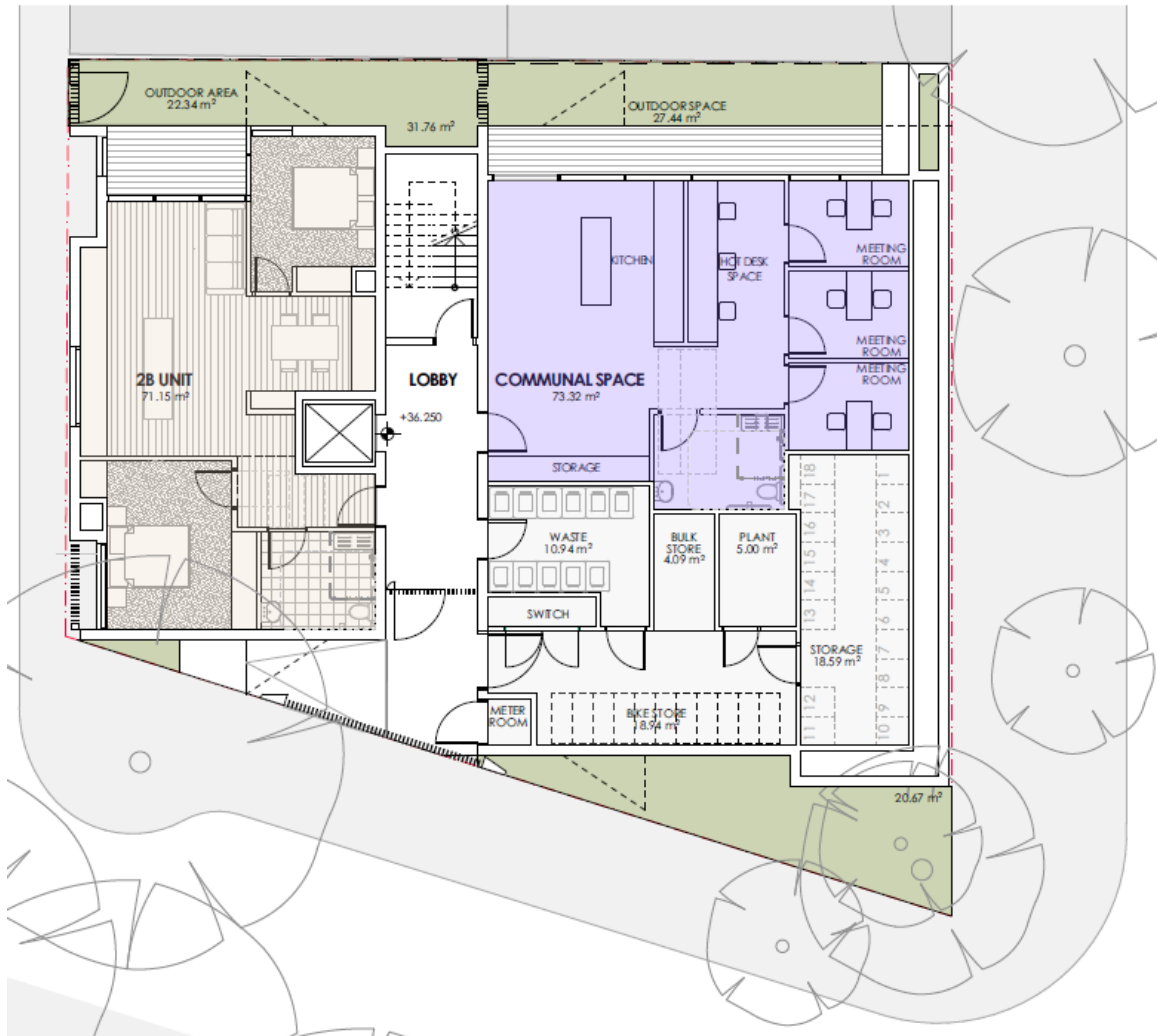
It is proposed that this POM is reviewed on an ongoing basis to reflect the changing use of the property and integration with its surrounding community. This is covered in the *Review Process Section*.

**Please note** that the operation of PIF House have not been incorporated into this POM due to the specific nature of the operation which will be determined based on the need in the community and the occupants of these apartments. The POM will be updated to reflect this prior to occupancy of the apartments to ensure suitable management is in place.



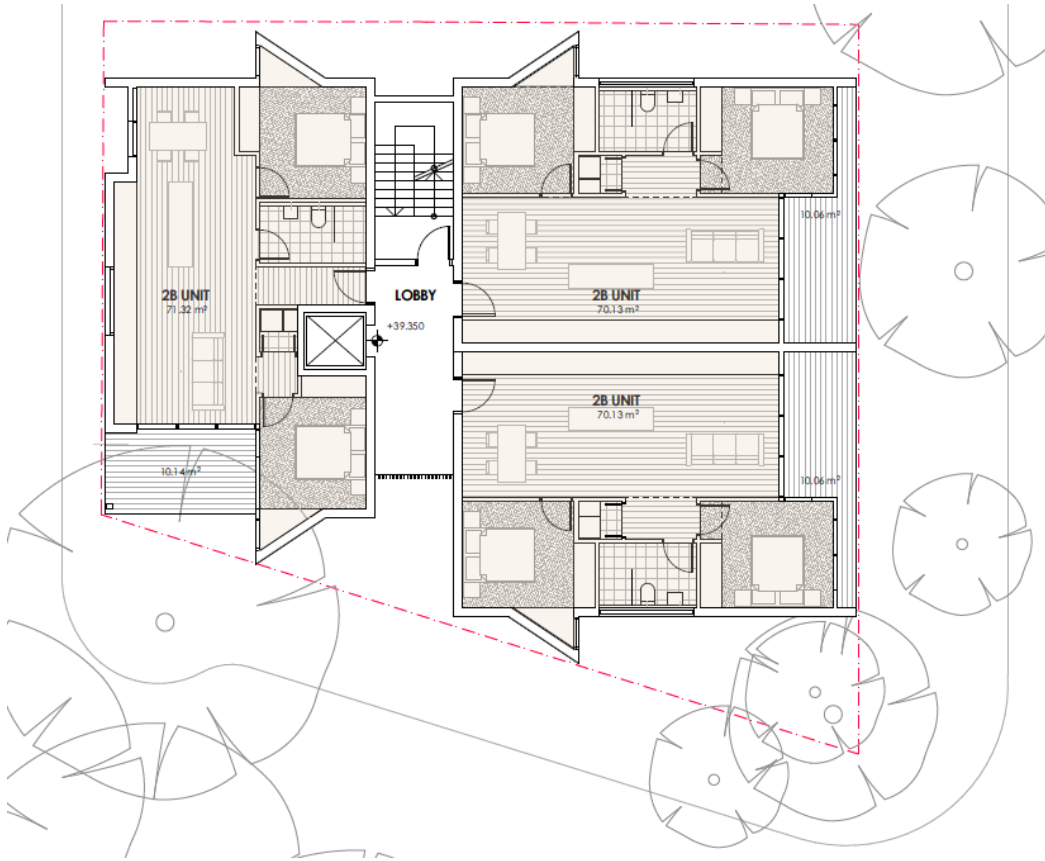
# Residential Accommodation and Communal Space

Provided below are the floor plans for ground through to level 3, with the areas labelled to reflect how the spaces will be used.



Ground Level Plan. Source Fitzpatrick + Partners

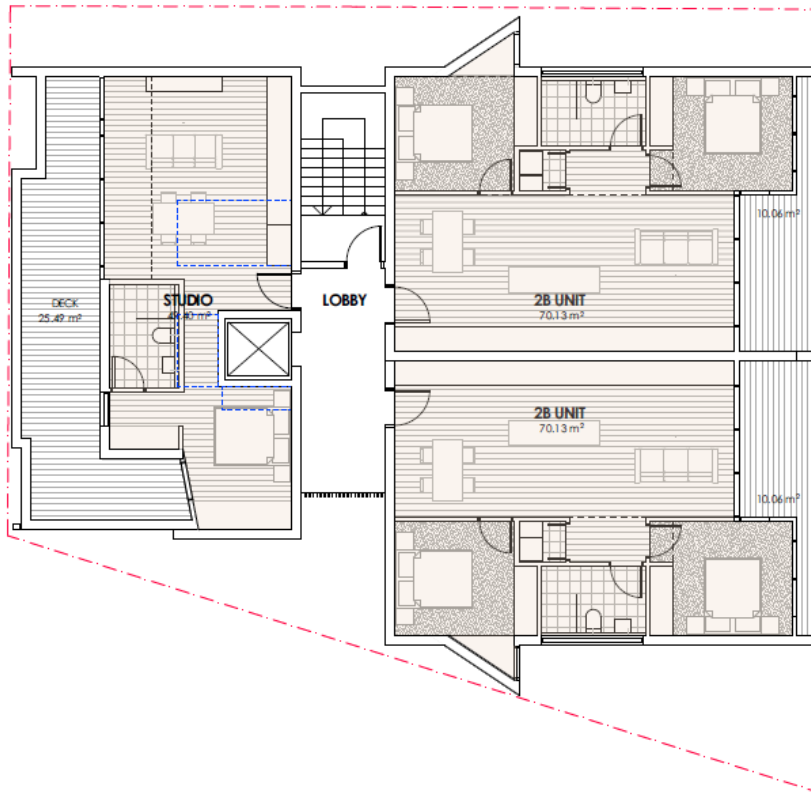




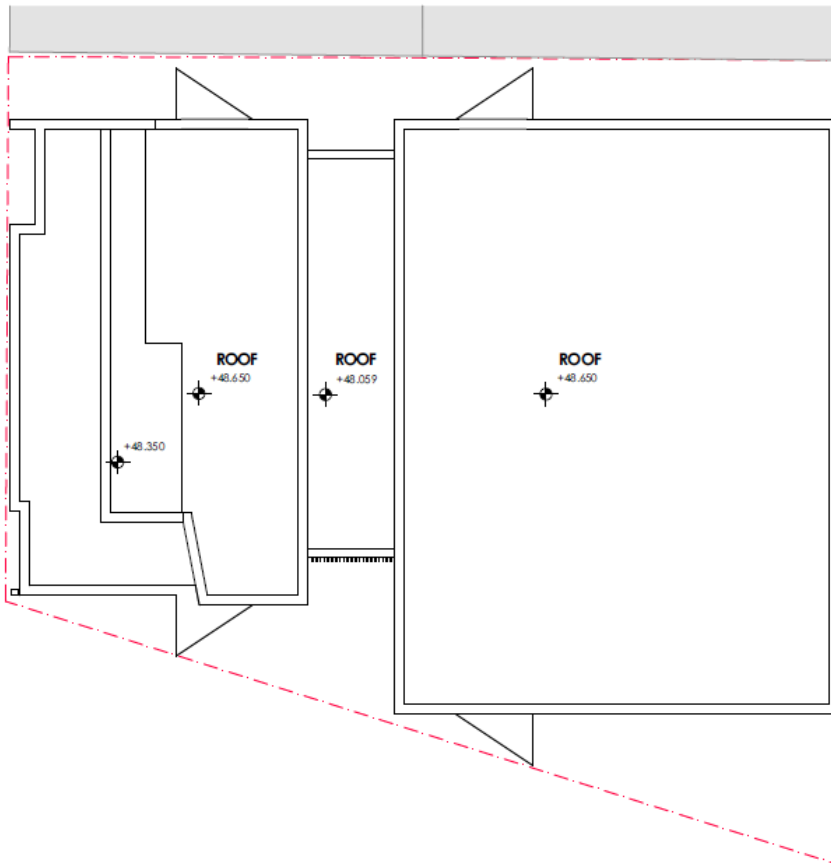
Level 1 Plan. Source Fitzpatrick + Partners



Level 2 Plan. Source Fitzpatrick + Partners



Level 3 Plan. Source Fitzpatrick + Partners



Roof Plan. Source Fitzpatrick + Partners



# Operation Details

<p>A brief description of surrounding land uses</p>	<p>Northern Boundary – Commercial Uses</p> <p>Eastern Boundary – South Dowling Street / Eastern Distributor</p> <p>Southern Boundary – Residential Uses</p> <p>Western Boundary – Residential Uses</p>
<p>Type of activities at different locations within the premises</p>	<p>The Salvation Army plans to conduct the following activities within the premises:</p> <ul style="list-style-type: none"> <li>• Residential apartments for young people, typically aged 16-25</li> <li>• Communal space for living skills e.g. budgeting and social skills training, group meetings</li> <li>• Provision of support services e.g. counselling and case management</li> </ul> <p><i>See hours of operation for further information.</i></p>
<p>Identification and location of such activities that have the potential to adversely impact the amenity of surrounding land uses</p>	<p>Living Skills and Support Services will generally be held during office hours Monday to Friday primarily in the Communal Space on Ground Level in order to minimise noise levels and disruption to surrounding residences.</p> <p>The site frontage provides good opportunity to mitigate these impacts on the surrounding community, with the site being on three street frontages. Further, the location of the site encourages pedestrian rather than vehicular usage. Support will be provided to the occupants by The Salvation Army’s Oasis Youth Service, conveniently located at 365 Crown Street in Surry Hills. Due to this close proximity, staff visiting the site will generally park at Oasis and will walk to the site on South Dowling Street. Similarly, residents will be able to access many services at Oasis, due to the close proximity.</p> <p>An acoustic report will be submitted with the DA and consider the acoustic impact on the surrounding receivers.</p> <p><i>See hours of operation for further information.</i></p>
<p>Any variation to the above activities at different times of the day or week, or in different seasons</p>	<p>Occasionally, resident meetings may be held after normal office hours to accommodate occupants who are working. It is not anticipated that these meetings would last beyond 8pm.</p>



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## Overview

The operation of PIF House will have regard to:

- a) ensuring maximum occupancy requirements are not exceeded;
- b) waste minimisation, storage and collection procedures;
- c) staffing arrangements including the number of staff to be employed;
- d) the maintenance and cleanliness of the premises;
- e) ensuring the ongoing workability of emergency systems including lighting and smoke detectors, sprinkler systems, and air conditioning (*where provided*);
- f) ensuring staff are trained in relation to the operation of the approved Emergency Management and Evacuation Plan and residents are aware of the requirements;
- g) ensuring the placement and composition of furnishing and fittings achieve the appropriate fire safety requirements;
- h) ensuring premises are regularly checked to ensure fire safety including that all required exits and egress paths are clear and free of locks and obstructions; and
- i) on-site security/ surveillance.

The Salvation Army will ensure building management is responsive to the requirements of

- Police or Emergency Service
- Requirements of officers of Sydney City Council, who may visit the premises from time to time in the performance of their statutory duties. With issues raised by them to be addressed in a sensible and prompt manner.

The Salvation Army recognises the need to ensure the safety and security of staff, residents and the greater community in which PIF House resides.

## Hours of operation

The following hours of operation apply:

**Residential Accommodation:**

- 24 Hours a day, seven days a week.

**Communal Space:**

- Mon - Fri - 9:00am to 5:00pm

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## Staffing Levels

The staffing levels of The Salvation Army at PIF House will adjust to reflect any specific activities that are undertaken on-site and increase as necessary to reflect supervision requirements. Below are the indicative staff numbers during normal operations:

### **The Salvation Army Youth Services Employees**

A minimum of **one** staff member will operate the communal space at any one time, however this will typically fluctuate across the course of the day with as many as **six** staff at any one time. As noted above, due to the close proximity to Oasis Sydney, staff visiting the site will park at Oasis and walk to the site on South Dowling Street.

### **The Salvation Army Administration and Other Community Services Personnel**

Facility management of PIF House will be overseen by The Salvation Army's Property Department. Facility management staff and contractors will visit the site as required in order to perform their duties. These duties will typically be carried out during normal operating hours, Monday to Friday. Salvation Army key management, and other administrative personnel will visit the site from time to time during their normal duties, typically during normal office hours.

### **Salvos Housing Personnel**

Tenancy management functions will be performed by The Salvation Army's Community Housing Provider, Salvos Housing. Tenancy managers will visit the site as required in order to perform their duties. These duties will typically be carried out during normal operating hours, Monday to Friday.

## Access and Security

The Salvation Army will endeavour to adopt security measures within the premises to provide safety to all staff, residents, volunteers and guests including but not limited to:

- **Lighting:** Ensure visibility in the early morning and late at night for all visiting the site or users of the accommodation.
- **Secured electronic locks/ key cards:** All common and back of house entries will have a time lock to ensure safety and manage/ monitor access.
- **CCTV:** CCTV will be installed to ensure appropriate 24 hrs/ 7 day per week monitoring and recording in the general common areas, lifts, hallways and any other identified risk areas. CCTV will be monitored both offsite and footage will be securely stored for a period of 30 days.
- **Security Staff:** Security patrols and staff will be organised as necessary to ensure out of hours safety.

The building in its design will consider security and passive surveillance to provide safety to the visitors and users of the site. Additionally, the integration of various services and inclusion of operational activities on the site will ensure appropriate surveillance of the property.

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## Communal Space

The Communal Space will be staffed and operated during office hours, Monday to Friday and will be adjusted to reflect the specific activities that are undertaken.

## Resident Entry / Exit

The lobby will be clearly signposted. New residents will attend a site orientation upon commencing a tenancy. Access to common areas, staff areas and back of house will be timed and access will be controlled via secured electronic key cards. Each resident's card will only allow access to their corresponding level and facilities (within proposed hours). Access to the residential level will be achieved via a lift, with the swipe card system restricting access solely to the residential occupier.

## Apartment and Resident Security

PIF House will be secured by electrical key cards restricting and controlling access for staff, residential occupants and guests. An intercom will also be provided to allow for guests to access the site via apartment intercom connection and access control.

The safety and security of residents and the community are key considerations of The Salvation Army and as such, the ongoing security arrangements of the property will be regularly reviewed.

# Transport

## Parking and Bike Parking

There will be no on-site car parking, however bike parking will be provided on-site in the specified area on the Ground Level. Due to the close proximity to Oasis Sydney, Salvation Army staff visiting the site will park at Oasis and will walk to the site on South Dowling Street.

## Public Transport

The site's central location and range of public transport options lends itself to travel by public transport, bike and foot. The residents will be informed of the public transport options in proximity to the site.

# Waste Management and Cleaning

## Waste Management

Waste collection, storage and removal from the site will be managed in accordance with the following principles and the operational waste management plan:

- All waste is to be stored on-site in the designated internal waste area within the building.
- Residents will remove waste from their apartment and place into the common waste area on an as-need basis. Both recycling and general waste bins will be provided with appropriate signage. Salvation Army staff will provide Council collections with access to the communal bin room during the designated collection time.

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- Staff will be responsible for maintaining the garbage storage area to ensure that it is clean and tidy at all times. The garbage storage area will be hosed down and cleaned as needed.
  - Any rubbish spillage outside the garbage area will be cleaned immediately by the party responsible.
  - The staff will ensure that areas surrounding the premises are monitored on a continual basis to ensure that all fire escapes and stairways are always kept clear of objects.
  - The areas will comply with the Sydney City Council's Waste Policy and minimise and manage waste and recycling generated by the proposal.
  - The Cleaner will be responsible for taking out the bins on collection day and returning the bins to the storage area once emptied.

### **Cleaning**

Residents will be responsible for cleaning their individual rooms, with staff to monitor and implement cleaning management as necessary. Staff and/ or external contractors will be utilised to clean common areas.

## **Guidelines for Staff**

All staff working at the site will need to complete The Salvation Army PIF House specific site induction course prior to commencing any work or activity at the premises. Any volunteers will also be informed of the requirements when undertaking activities on the property. The site-specific induction course will include but not limited to:

1. Control procedures for day-to-day activities that can be followed to minimise environmental impacts (*as outlined in this POM*).
2. Site layout.
3. Safety procedures
  - a. Staff will be required to quietly and safely enter and exit the premises. Security proximity cards will be provided to staff only for access.
  - b. Staff and volunteers are requested to report any security or safety issues when they become aware of them. Salvation Army staff are to investigate and enact measures to respond to these issues where they are considered to pose a real risk to staff, residents, volunteers, visitors to the property or the community.
4. Environmental emergency response procedures: as per DA condition and/ or relevant controls and/ or legislation.
5. Firefighting: as per DA condition and/ or relevant controls and/ or legislation.
6. Waste management: as per DA condition and/ or relevant controls and/ or legislation.
7. Noise management: as per DA condition and/ or relevant controls and/ or legislation.
8. Parking management: as per DA condition and/ or relevant controls and/ or legislation.

This will foster an awareness of environmental issues, minimise environmental impacts and inform staff of their responsibilities and duties.

Further, a COVIDSafe (or other related disease control) requirements will be implemented in the ongoing management of the building as required by the Authorities.



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# Deliveries and Servicing

## General

Deliveries and servicing to PIF House will occur in accordance with the following key principles:

- Deliveries of goods and services and collection of waste and other materials is to occur via the designated areas in the Development Approval.
- The Salvation Army staff are responsible for coordinating delivery and servicing times to ensure that overlapping of delivery vehicles does not occur. This could include allocation of delivery windows for specific service providers. It is not anticipated that delivery volumes will exceed those of a typical residential apartment complex.
- Details of all deliveries, frequency and type of vehicles associated with deliveries will be included in the updated POM prior to occupancy of the building. Clear guidelines concerning the loading and unloading of vehicles will be provided to the staff and service providers in order to mitigate any adverse impacts on neighbouring residents. These will be developed prior to occupancy of the building.

## Move in / out

The proposed residential units will be provided to the occupants furnished and as such the frequency of deliveries and move in/ out will be limited. Otherwise, the units will operate as normal residential apartments with standard residential deliveries e.g. groceries or online purchases. All key service providers will be made aware of the POM.

# Complaint recording and handling process

Community complaints and general enquiries may be received through a number of routes. The contact details for the public to make general enquiries or lodge complaints about operations at The Salvation Army, other than those made directly to staff or volunteers will be provided within the building (however the best contact details will be confirmed in the future signage documentation). The current details are:

Office Hours (0900 - 1700 Monday to Friday)

- **Telephone:** 13 SALVOS (13 72 58)
- **Address:** 261-265 Chalmers Street, Redfern 2016 NSW
- **Email:** [www.salvationarmy.org.au/contact-us/complaints](http://www.salvationarmy.org.au/contact-us/complaints)

All queries will be forwarded through to the responsible person on the property from The Salvation Army. Early resolution of any complaints will be sought, a response provided, and effort made to resolve the complaint with the complainant.

The Salvation Army will endeavour to capture and record all complaints and enquiries in a Complaints Register. The information captured in this register will include:

- 
- date and time of the contact or complaint;
  - means by which the contact or complaint was made (*telephone, mail or email*);
  - any personal details of the individual who provided the information or complaint, or if no details were provided, a note to that effect;
  - the nature of the comment or complaint;
  - record of operational and other relevant conditions contributing to the comment or complaint;
  - action(s) taken by The Salvation Army in relation to the comment or complaint; including any follow-up contact with the individual who provided the information or complaint;
  - if no action was taken by The Salvation Army in relation to the comment or complaint, the reason(s) why no action was taken.

The Salvation Army administrative staff will be responsible for logging all complaints in the Complaints Register. Once a complaint is lodged in the Complaints Register, the relevant staff member will attempt to contact and provide an initial verbal response to the complainant (immediately if the matter is urgent or otherwise within 24 hours of the complaint) and will investigate or action the complaint if necessary.

Once the complaint or enquiry has been addressed the item will then be closed. Any actions arising that cannot be managed immediately or within a maximum of 5 working days will become an outstanding action in the register until it is closed off.

The following response times are proposed as a target:

- Phone calls during standard office hours: After initial contact, respond verbally within 24 hours or within 2 hours maximum for emergencies.
- Phone calls outside of standard office hours: Verbal response during the next business day, or within 2 hours maximum of personal contact for emergencies.
- Written communication; email or letter: Respond in writing within 5 working days. The Salvation Army will attempt to resolve any serious complaint requiring formal investigation within 10 working days.
- The Salvation Army administrative staff will be responsible to ensure that the Complaints Register is kept up to date.

## Implementation and Review Process

The Salvation Army and the PIF House Propose to implement this Plan of Management and to always adhere to the following rules of operation:

- Comply with all regulatory approvals (*refer to section below*);
- Comply with its House Policies (Emergency and Evacuation Procedures, Cash handling and the like); and
- Ensure compliance with this POM.

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The Salvation Army will review the POM after the first 12 months of operations to ensure that it adequately addresses the identified issues. Follow up reviews shall take place every five years after that, or when an update of the POM is required.

The review will be initiated by The Salvation Army and will consider as a minimum:

- Changes in standards and legislation.
- Changes in organisational structure and responsibilities.
- Adjoining resident comments.
- Any input or response from Council

This POM will also be updated prior to occupancy of the building to ensure it appropriately reflect the proposed operations and relevant requirements at the time.



27.7.23

City of Sydney  
Town Hall House  
456 Kent Street  
Sydney NSW 2000

To whom it may concern,

***Re: Haven House – 545-549 South Dowling Street, Surry Hills.***

I am writing this letter in response to the community concerns raised during the Development Application Process for 545-549 South Dowling Street, Surry Hills. As the proposed operator of the property, we can provide the following advice to provide a level of comfort to council around the issues raised by local residents.

Safe, affordable social housing is critical to breaking the cycle of homelessness. The Australian Housing and Urban Research Institute's (AHURi) 2020 report '*Redesigning of a homelessness service system for young people*' highlights the need to invest in youth specific housing. Homelessness data reveals that young people presenting to homelessness services nationally, make up 54% of people seeking assistance. Unfortunately, they are comprised only 2.9% of the principal tenants in the social and public housing systems (AIHW 2018). The lack of social and community housing for young people, is compounded by the housing affordability crisis in Sydney, with City of Sydney's own Homelessness Action Plan identifying that less than 1 % of all accommodation in Sydney is affordable to those on low or very low incomes.

Service Overview: The South Dowling Street development will provide supportive longer-term accommodation for up to 19 young people, typically aged 18-25 upon entry. The project is designed to provide tapered support to young people to transition into independent living in the community. Residents will be supported to develop life and employability skills, finish education and move into employment and independence in the community. The project will not be providing a crisis or AOD response, which we already provide through a range of other programs in the Inner City. Residents that require more intensive supports will be referred into these services. The Salvation Army has a range of client and service specific risk management strategies and plans to mitigate and minimize risks to individuals and the community.

Staffing Levels: As indicated in the plan of management, we will be providing a minimum of 1

staff member during the operating hours, however we anticipate there may be up to six staff on site subject to the needs of the young people housed through the project and the typical ebbs and flows of the working day. It is important to note that there will be a lead tenant living on site, who will be able to respond after hours to address minor issues such as lost keys. This lead tenant is usually someone with a youth/social work background. All our accommodation programs have a 24/7 on call response for responding to more substantial matters. Oasis Sydney, located circa 400 metres away on Crown Street, has 24/7 staffing on site who are available to respond.

**Parking & Transport:** As indicated in the plan of management, there will be no on-site car parking, however bike parking will be provided on the Ground Level. Due to the proximity to Oasis Sydney, Salvation Army staff visiting the site will park at Oasis and will walk to the site on South Dowling Street. Typically, young people coming through TSA services do not own vehicles, rather utilise public transport. The site's central location and range of public transport options lends itself to travel by public transport. The residents will be informed of the public transport options in proximity to the site.

**Facilities Management:** Tenancy and Facilities management will be managed by a designated tenancy manager from our Community Housing Provider, Salvos Housing. They will be supported in this by our national property department. As part of our commitment to the property, we have developed a 25-year maintenance and improvement plan for the project to ensure that the property is well cared for and maintained. Waste will be managed as per the operational waste management plan for the site. A cleaner will be employed part time circa 25 hours per week to clean and maintain the common areas and immediate vicinity of the property. For further details, please refer to the operational waste management plan and the plan of management for the property.

**Safety & Security.** As indicated in the plan of management, the site will have modern security measures. This includes:

- Lighting to ensure visibility in the early morning and late at night
- Secure electronic locks/ key cards: All common areas and entrances will have a time lock to ensure safety and to manage/ monitor access.
- CCTV: CCTV will be installed to ensure 24/7 monitoring of the site. CCTV will be monitored off site and footage will be securely stored for a period of 30 days.
- Security Monitoring: Security patrols and staff will be organised as necessary to ensure out of hours safety.

The safety and security of residents and the community are key considerations of The Salvation Army and as such, the ongoing security arrangements of the property will be regularly reviewed.

**Tenancies & Anti-Social Behaviour:** Residents of Haven House will have an individual residential tenancy agreement and will be bound by the conditions of said agreement. Salvos Housing, the tenancy manager, have a range of proactive and reactive strategies and procedures for managing

anti-social behaviours. Generally, upon commencing in a TSA housing property, tenants are signed to an initial 42-day occupancy agreement to ensure that the property and level of support meets the needs of the resident. After the 42-day period, we will review the arrangements and if suitable will sign the resident to a longer-term residential tenancy agreement. If a tenant requires further support, we will look to transition the tenant to a more suitable property with higher support arrangements. As indicated above, common areas will have a time lock to prevent afterhours access and to minimize noise.

The Salvation Army has well developed complaints handling and resolution procedures, outlined in the Plan of Management. We would be happy to host an information event for residents who may be concerned about the proposed development to better understand and respond to their concerns.

Should you require any further information around the proposed operations please feel free to contact me.

Sincerely,

A handwritten signature in black ink, appearing to read 'T. Austin', with a long horizontal flourish extending to the right.

Thomas Austin  
State Manager – Youth NSW & ACT.  
The Salvation Army Australia