

ATTACHMENT BOOKLET 2

ORDINARY COUNCIL MEETING

TUESDAY 15 DECEMBER 2020

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Flood Prone Land

Land to which this control applies

Land identified as being affected by flooding on the [Flood Risk Precinct Maps](#), or as otherwise determined by Council.

Uses to which this control applies

Land use groups are shown in Table 1, below the Development Control Matrix.

Outcomes

- Protection of people.
- Protection of the natural environment.
- Protection of private and public infrastructure and assets.

Requirements

1. Development must comply with the prescriptive controls set out in the Matrix below. Where a property is affected by more than one Flood Risk Precinct, or has varying Flood Life Hazard Category across it, the assessment must consider the controls relevant at each location on the property.
2. Development on flood prone land requires the preparation of a Flood Management Report by a suitably qualified professional.

Notes:

The purpose of this controls is to guide development in accordance with the objectives and processes set out in the NSW Government's Flood Prone Land Policy.

The Flood Management Report shall outline the identified flood risks relevant to the proposal, as well as address each of the relevant prescriptive controls with a thorough assessment to indicate the extent of compliance and appropriateness of the development.

A Section 88B notation under the Conveyancing Act 1919 may be placed on the title describing the location and type of flood risk mitigation works with a requirement for their retention and maintenance.

Links to further information:

[Guidelines for Development on Flood Prone Land](#)
[Water Management Policy](#)
[Floodplain Development Manual \(NSW Government, 2005\)](#)

How to use this Matrix:

1. Determine whether your property is in a low, medium or high flood risk precinct using the [Flood Risk Precinct Maps](#)
2. Determine your land use (eg: Vulnerable & Critical Use, Residential Use) using Table 1.
3. Match your flood risk precinct and land use in the matrix to determine the controls that apply to your development. The controls are listed after the matrix.

Matrix 1: Prescriptive Controls for Development on Flood Prone Land

		High Flood Risk Precinct				
		Vulnerable & Critical Use	Residential Use	Business & Industrial Use	Recreational & Environmental Use	Subdivision & Civil Works
A	Flood effects caused by Development	A1 A2	A1 A2	A1 A2	A1 A2	A1 A2

B	Building Components & Structural	B1 B2 B3	B1 B2 B3	B1 B2 B3	B1 B2 B3	
C	Floor Levels	C2 C3	C1 C3 C4 C6	C1 C3 C4 C6 C7	C3	C5
D	Car Parking	D1 D2 D3 D4 D7	D1 D2 D3 D4 D5 D6	D1 D2 D3 D4 D5 D6	D1 D2 D3 D4 D5 D6	D1
E	Emergency Response	E1 E2	E1	E1	E1	E3
F	Fencing	F1	F1	F1	F1	F1
G	Storage of Goods	G1	G1	G1	G1	
H	Pools	H1	H1	H1	H1	H1

Medium Flood Risk Precinct						
		Vulnerable & Critical Use	Residential Use	Business & Industrial Use	Recreational & Environmental Use	Subdivision & Civil Works
A	Flood effects caused by Development	A1 A2	A1 A2	A1 A2	A1 A2	A1 A2
B	Building Components & Structural	B1 B2 B3	B1 B2 B3	B1 B2 B3	B1 B2 B3	
C	Floor Levels	C2 C3	C1 C3 C4 C6	C1 C3 C4 C6 C7	C3	C5
D	Car Parking	D1 D2 D3 D4 D7	D1 D2 D3 D4 D5 D6	D1 D2 D3 D4 D5 D6	D1 D2 D3 D4 D5 D6	D1
E	Emergency Response	E1 E2	E1	E1	E1	E3
F	Fencing	F1	F1	F1	F1	F1
G	Storage of Goods	G1	G1	G1	G1	
H	Pools	H1	H1	H1	H1	H1

		Low Flood Risk Precinct				
		Vulnerable & Critical Use	Residential Use	Business & Industrial Use	Recreational & Environmental Use	Subdivision & Civil Works
B	Building Components & Structural	B1 B2 B3				
C	Floor Levels	C2 C3				C5
D	Car Parking	D2 D7				
E	Emergency Response	E1 E2				E3

A. FLOOD EFFECTS CAUSED BY DEVELOPMENT

A1	Development shall not be approved unless it can be demonstrated in a Flood Management Report that it has been designed and can be constructed so that in all events up to the 1% AEP event: (a) There are no adverse impacts on flood levels or velocities caused by alterations to the flood conveyance; (b) There are no adverse impacts on surrounding properties; and (c) It is sited to minimise exposure to flood hazard. Major developments and developments likely to have a significant impact on the PMF flood regime will need to demonstrate that there are no adverse impacts in the Probable Maximum Flood.
A2	Development shall not be approved unless it can be demonstrated in a Flood Management Report that in all events up to the 1% AEP event there is no net loss of flood storage. Consideration may be given for exempting the volume of standard piers from flood storage calculations. If Compensatory Works are proposed to balance the loss of flood storage from the development, the Flood Management Report shall include detailed calculations to demonstrate how this is achieved.

B. BUILDING COMPONENTS AND STRUCTURAL SOUNDNESS

B1	All buildings shall be designed and constructed with flood compatible materials in accordance with "Reducing Vulnerability of Buildings to Flood Damage: Guidance on Building in Flood Prone Areas", Hawkesbury-Nepean Floodplain Management Steering Committee (2006).
B2	All new development must be designed and constructed to ensure structural integrity up to the Flood Planning Level, taking into account the forces of floodwater, wave action, flowing water with debris, buoyancy and immersion. Where shelter-in-place refuge is required, the structural integrity for the refuge is to be up to the Probable Maximum Flood level. Structural certification shall be provided confirming the above.
B3	All new electrical equipment, power points, wiring, fuel lines, sewerage systems or any other service pipes and connections must be waterproofed and/or located above the Flood Planning Level. All existing electrical equipment and power points located below the Flood Planning Level within the subject structure must have residual current devices installed that turn off all electricity supply to the property when flood waters are detected.

C. FLOOR LEVELS

C1	New floor levels within the development shall be at or above the Flood Planning Level.
C2	All floor levels within the development shall be at or above the Probable Maximum Flood level or Flood Planning Level, whichever is higher.
C3	All new development must be designed and constructed so as not to impede the floodway or flood conveyance on the site, as well as ensuring no net loss of flood storage in all events up to the 1% AEP event. For suspended pier/pile footings:

	a) The underfloor area of the dwelling below the 1% AEP flood level is to be designed and constructed to allow clear passage of floodwaters, taking into account the potential for small openings to block; and (b) At least 50% of the perimeter of the underfloor area is of an open design from the natural ground level up to the 1% AEP flood level; and (c) No solid areas of the perimeter of the underfloor area would be permitted in a floodway
C4	A one-off addition or alteration below the Flood Planning Level of less than 30 square metres (in total, including walls) may be considered only where: (a) it is an extension to an existing room; and (b) the Flood Planning Level is incompatible with the floor levels of the existing room; and (c) out of the 30 square metres, not more than 10 square metres is below the 1% AEP flood level. This control will not be permitted if this provision has previously been utilised since the making of this Plan. The structure must be floodproofed to the Flood Planning Level, and the Flood Management Report must demonstrate that there is no net loss of flood storage in all events up to the 1% AEP event.
C5	The applicant must demonstrate that future development following a subdivision proposal can be undertaken in accordance with this Development Control Plan.
C6	Consideration may be given to the retention of an existing floor level below the Flood Planning Level when undertaking a first floor addition provided that: (a) it is not located within a floodway; and (b) the original foundations are sufficient to support the proposed final structure above them. The Flood Management Report must include photos and the structural certification required as per Control B2 must consider whether the existing foundations are adequate or should be replaced; and (c) none of the structural supports/framing of existing external walls of are to be removed unless the building is to be extended in that location; and (d) the ground floor is floodproofed.
C7	Consideration may be given to a floor level below the Flood Planning Level within the first 5 metres from the street front in an existing business zone provided it can be demonstrated that: (a) The minimum floor level is no lower than the adjacent footpath level, and (b) The maximum internal distance from the front of the building is 5 metres, which can only apply to one side of an individual premises, and (c) The maximum area for the floor area to be below the Flood Planning Level for an individual premises is 30 square metres, and (d) There is direct internal access between areas above and below the Flood Planning Level for each individual premises

D. CAR PARKING

D1	Open carpark areas and carports shall not be located within a floodway.
D2	The lowest floor level of open carparks and carports shall be constructed no lower than the natural ground levels, unless it can be shown that the carpark or carport is free draining with a grade greater than 1% and that flood depths are not increased.
D3	Carports must be of open design, with at least 2 sides completely open such that flow is not obstructed up to the 1% AEP flood level. Otherwise it will be considered to be enclosed. When undertaking a like-for-like replacement and the existing garage/carport is located on the street boundary and ramping is infeasible, consideration may be given for dry floodproofing up to the 1% AEP flood level.
D4	Where there is more than 300mm depth of flooding in a car park or carport during a 1% AEP flood event, vehicle barriers or restraints are to be provided to prevent floating vehicles leaving the site. Protection must be provided for all events up to the 1% AEP flood event
D5	Enclosed Garages must be located at or above the 1% AEP level
D6	All enclosed car parks (including basement carparks) must be protected from inundation up to the Flood Planning Level. All access, ventilation, driveway crests and any other potential water entry points to any enclosed car parking shall be above the Flood Planning Level. Where a driveway is required to be raised it must be demonstrated that there is no net loss to available flood storage in any event up to the 1% AEP flood event and no impact on flood conveyance through the site. Council will not accept any options that rely on electrical, mechanical or manual exclusion of the floodwaters from entering the enclosed carpark
D7	All enclosed car parks must be protected from inundation up to the Probable Maximum Flood level or Flood Planning Level whichever is higher. For example, basement carpark driveways must be provided with a crest at or above the relevant Probable Maximum Flood level or Flood Planning Level whichever is higher. All access, ventilation and any other potential water entry points to any enclosed car parking shall be at or above the relevant Probable Maximum Flood level or Flood Planning Level whichever is higher.

E. EMERGENCY RESPONSE

E1	If the property is affected by a Flood Life Hazard Category of H3 or higher, then Control E1 applies and a Flood Emergency Assessment must be included in the Flood Management Report. If the property is affected by a Flood Life Hazard Category of H6, then development is not permitted unless it can be demonstrated to the satisfaction of the consent authority that the risk level on the property is or can be reduced to a level below H6 or its equivalent. If the property is flood affected but the Flood Life Hazard Category has not been mapped by Council, then calculations for its determination must be shown in the Flood Management Report, in accordance with the "Technical Flood Risk Management Guideline: Food Hazard", Australian Institute for Disaster Resilience (2012). Where flood-free evacuation above the Probable Maximum Flood level is not possible, new development must provide a shelter-in-place refuge where: a) The floor level is at or above the Probable Maximum Flood level; and b) The floor space provides at least 2m² per person where the flood duration is long (6 or more hours) in the Probable Maximum Flood event, or 1m² per person for less than 6 hours; c) It is intrinsically accessible to all people on the site, plainly evident, and self-directing, with sufficient capacity of access routes for all occupants without reliance on an elevator; and d) It must contain as a minimum: sufficient clean water for all occupants; portable radio with spare batteries; torch with spare batteries; and a first aid kit Class 10 classified buildings and structures (as defined in the Building Codes of Australia) are excluded from this control. In the case of change of use or internal alterations to an existing building, a variation to this control may be considered if justified appropriately by a suitably qualified professional. Note that in the event of a flood, occupants would be required to evacuate if ordered by Emergency Services personnel regardless of the availability of a shelter-in-place refuge.
E2	If a shelter-in-place refuge is required, it must contain as a minimum: sufficient clean water for all occupants; portable radio with spare batteries; torch with spare batteries; a first aid kit; emergency power; and a practical means of medical evacuation.
E3	It must be demonstrated that evacuation or a shelter-in-place refuge in accordance with the requirements of this DCP will be available for any potential development arising from a Torrens title subdivision.

F. FENCING

F1	Fencing, (including pool fencing, boundary fencing, balcony balustrades and accessway balustrades) shall be designed so as not to impede the flow of flood waters and not to increase flood affectation on surrounding land. At least 50% of the fence must be of an open design from the natural ground level up to the 1% AEP flood level. Less than 50% of the perimeter fence would be permitted to be solid. Openings should be a minimum of 75 mm x 75mm.
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G. STORAGE OF GOODS

G1	Hazardous or potentially polluting materials shall not be stored below the Flood Planning Level unless adequately protected from floodwaters in accordance with industry standards.
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H. POOLS

H1	Pools located within the 1% AEP flood extent are to be in-ground, with coping flush with natural ground level. Where it is not possible to have pool coping flush with natural ground level, it must be demonstrated that the development will result in no net loss of flood storage and no impact on flood conveyance on or from the site. All electrical equipment associated with the pool (including pool pumps) is to be waterproofed and/or located at or above the Flood Planning Level. All chemicals associated with the pool are to be stored at or above the Flood Planning Level.
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Table 1: Land Use Groups

Vulnerable & Critical		
Child care centre	Home-based child care	Educational establishment
Hospital	Emergency services facility	Respite day care centre
Residential care facilities	Seniors housing	Group home
Tourist and visitor accommodation	Caravan park	Correctional centre
Electricity generating works	Public Utility Undertaking (SP2)	Telecommunications facility (SP2)

Residential		
Dwelling house	Secondary dwelling	Dual occupancy
Residential apartment building	Multi dwelling housing	Hostel or Boarding House
Attached dwelling	Semi-detached dwelling	Shop top housing
Exhibition home or village	Additions/alterations to residential dwelling	Development ancillary to residential development

Business & industrial		
Business or office premises	Retail premises	Medical centre
Registered club	Entertainment or recreation facility	Community facility
Function centre	Public administration building	Storage premises
Eco-tourist facilities	Camping ground	Patient transport facilities
Place of public worship	Home business	Mortuary or crematorium
Veterinary hospital	Animal boarding establishment	Charter and tourism boating facility
Warehouse or distribution centre	Sex services premises	Service station
Advertising structure or Signage	Car park	Water recreation structure
General industry	Depot	Transport facility
Vehicle repair facility	Boat building and repair facility	Port, wharf or marina
Waste disposal facility	Waste water disposal system	Water supply system
Industrial training facility	Additions/alterations to business/industrial buildings	Occupation/change of use of an existing premises

Recreational and Environmental		
Boat shed	Recreation facility (outdoor)	Environmental facility
Flood mitigation works	Environment protection works	Buildings or structures for any kind of farming
Extractive industry		

Subdivision		
Subdivision	Earthworks	Demolition

No Controls		
Livestock agriculture	Agriculture	Jetty
Mooring & mooring pen	Subdivision of a sector, buffer area or development site in a release area	

Flood Prone Land (B3.11, E11, 5.4.3)

Applies to Land

Identified on the Flood Risk Precinct Maps as being affected by flooding

Objectives

- Protection of people.
- Protection of the natural environment.
- Protection of private and public infrastructure and assets.

Requirements

The purpose of this Part is to guide development in accordance with the objectives and processes set out in the NSW Government's Flood Prone Land Policy as outlined in the NSW Government, Floodplain Development Manual, 2005.

Development to which this Part applies must comply with the performance criteria set out in clause 1.1.

Form A and A1 (Attachment A of Northern Beaches Council's Guidelines for preparing a Flood Management Report) is to be completed and submitted to Council

Development that satisfies the prescriptive controls in clause 1.2 is deemed to have satisfied clause 1.1.

1.1 Performance Criteria

- SITE LAYOUT AND BUILT FORM:** The site layout and ultimate built form of the proposed development should be compatible with the flood risk. Site analysis and layout should incorporate flood risk as a critical element in site planning.
- PUBLIC INTEREST:** The proposed development should not result in increased risk—to human life or damage to property or infrastructure—beyond acceptable limits.
- PRIVATE AND PUBLIC COSTS:** The economic and social costs, which may arise from damage to property from flooding, should not be exacerbated by proposed development.
- FLOOD EFFECTS CAUSED BY DEVELOPMENT ACTIVITY:** Development should not detrimentally increase the potential flood effects on other development or properties either individually or in combination with the cumulative impact of development that is likely to occur in the same floodplain.
- DRAINAGE INFRASTRUCTURE AND CREEK WORKS:** Any proposed works on drainage infrastructure or natural creeks, whether or not carried out as flood modification measures, shall:
 - Not cause adverse flooding impacts;
 - Not result in a loss of flood storage;
 - Increase protection of existing and proposed development; and
 - Not have a detrimental impact on the environment.
- BUILDING COMPONENTS:** Building components and materials likely to be affected by flood waters should be designed, built and installed so as not to be damaged by those floodwaters.
- STRUCTURAL SOUNDNESS:** The proposed development shall be designed and constructed so that it remains structurally sound for its intended life taking into account all the likely flood events during that lifetime.
- STORAGE OF GOODS:** Goods that are likely to amplify the damages arising from flood events—including but not limited to pollutants and toxic chemicals—shall be stored so as not to find their way into floodwaters.
- FLOOD EMERGENCY RESPONSE:** Proposed developments should only be permitted where effective warning time and reliable access is available for evacuation from an area potentially affected by floods to an area free of risk from flooding. Such an area may be within the same building where a shelter-in-place option is appropriate and achievable. The emergency response should be consistent with the Flood Emergency Response Planning for Development in Pittwater

Policy where it applies to the land. The proposed development should have procedures in place (such as warning systems, signage or evacuation drills) so that people are aware of the need to evacuate and relocate goods and motor vehicles during a flood and are capable of identifying an appropriate evacuation route.

- (j) **FLOOR LEVELS:** All floor levels within a proposed development shall be set at the required prescriptive level with additional consideration for the following:
 - a. The passage of flood waters;
 - b. The purpose for which that floor area is to used;
 - c. The relationship with the surrounding roadways;
 - d. The relationship with the existing building if the proposal is an extension; and
 - e. Surrounding built form and streetscape.
- (k) **FENCING:** Fencing shall be designed and constructed so that it does not impede and/or direct the flow of floodwaters, add debris to floodwaters or increase flood affectation on surrounding land.

1.2 Prescriptive Controls

The prescriptive controls that may be applied to development on flood prone land are listed below. A matrix has been prepared showing which of the controls apply to the various development types and flood risk precincts.

Development Matrix

The following is a summary of the major steps to be followed in applying this part of the DCP:

- (a) Determine the Flood Risk Precinct i.e. High Flood Risk Precinct, Medium Flood Risk Precinct and Low Flood Risk Precinct within which the site is situated;
Note: Where a property is located in more than one Precinct, the assessment must consider the controls relevant to each Precinct.
- (b) The various land use or development types have been grouped into seven (7) Land Use Categories (refer table 1). Determine the Land Use Category relevant to the proposal.
- (c) Check if the proposal will satisfy the prescriptive controls for the relevant land use category in the applicable Flood Risk Precinct (FRP).
- (d) If the proposal does not satisfy any one of the applicable prescriptive controls, or where those controls require the preparation of a Flood Management Report, then such a report shall be prepared. The Flood Management Report shall be prepared by a suitably qualified professional and shall outline the identified flood risks relevant to the proposal, indicate the extent of compliance with prescriptive controls and provide a thorough assessment of the appropriateness of the development by reference to each of the performance criteria.

MATRIX 1: Flood Risk Precincts (FRP's)

		High Flood Risk						
		Critical Uses	Vulnerable Uses	Subdivision	Residential	Business & Industrial	Recreational & Environmental	Concessional
A	Flood effects caused by Development	A1 A3 A4	A1 A3 A4	A1 A3	A1 A3	A1 A3	A2 A3	A2 A3
B	Drainage Infrastructure & Creek Works	B1 B2	B1 B2	B1 B2	B1 B2	B1 B2	B1 B2	
C	Building Components & Structural	C1 C2 C3	C1 C2 C3		C1 C2 C3	C1 C2 C3	C1 C2 C3	C1 C2 C3

D	Storage of Goods	D1 D2	D1 D2		D1 D2	D1 D2	D1 D2	D1 D2
E	Flood Emergency Response	E1 E2 E3	E1 E2 E3	E1 E4	E1 E2	E1 E2 E3	E1	E1
F	Floor Levels	F2 F3 F7	F2 F3 F7	F5	F1 F2 F3 F6 F8	F2 F2 F3 F6 F8 F10	F2	F2 F3 F6
G	Car Parking	G1 G4 G6 G7 G9 G10	G1 G4 G6 G7 G9 G10	G1	G1 G2 G3 G4 G5 G6 G7	G1 G2 G3 G4 G5 G6 G7	G1 G2 G3 G4 G5 G6 G7	G1 G2 G3 G4 G5 G6 G7
H	Fencing	H1	H1	H1	H1	H1	H1	H1
I	Pools	I1	I1	I1	I1	I1	I1	I1

Medium Flood Risk								
		Critical Uses	Vulnerable Uses	Subdivisi on	Residential	Business & Industrial	Recreational & Environmental	Concessional
A	Flood effects caused by Development	A1 A3 A4	A1 A3 A4	A1 A3	A1 A3	A1 A3	A2 A3	A2 A3
B	Drainage Infrastructure & Creek Works	B1 B2	B1 B2	B1 B2	B1 B2	B1 B2	B1 B2	
C	Building Components & Structural	C1 C2 C3	C1 C2 C3		C1 C2 C3	C1 C2 C3	C1 C2 C3	C1 C2 C3
D	Storage of Goods	D1 D2	D1 D2		D1 D2	D1 D2	D1 D2	D1 D2
E	Flood Emergency Response	E1 E2 E3	E1 E2 E3	E1 E4	E1 E2	E1 E2 E3	E1	E1
F	Floor Levels	F2 F3 F7	F2 F3 F7	F5	F1 F2 F3 F4 F6 F8 F9	F1 F2 F3 F4 F6 F8 F9 F10 F11	F2	F1 F2 F3 F4 F6 F11
G	Car Parking	G1 G4 G6	G1 G4 G6	G1	G1 G2 G3	G1 G2 G3	G1 G2 G3	G1 G2 G3

		G7 G9 G10	G7 G9 G10		G5 G6 G7 G8	G4 G5 G6 G7	G4 G5 G6 G7	G4 G5 G6 G7
H	Fencing	H1	H1	H1	H1	H1	H1	H1
I	Pools	I1	I1	I1	I1	I1	I1	I1

Low Flood Risk								
		Critical Uses	Vulnerable Uses	Subdivi on	Residential	Business & Industrial	Recreational & Environment al	Concessional
A	Flood effects caused by Development	A2 A3 A4	A2 A3 A4	A2 A3				
B	Drainage Infrastructure & Creek Works	B1 B2	B1 B2	B1 B2				
C	Building Components & Structural	C1 C2 C3	C1 C2 C3					
D	Storage of Goods	D1 D2	D1 D2					
E	Flood Emergency Response	E1 E2 E3	E1 E2 E3	E4				
F	Floor Levels	F2 F3 F7	F2 F3 F7	F5		F1 F3 F8		
G	Car Parking	G2 G6 G7 G9 G10	G2 G6 G7 G9 G10					
H	Fencing	H1	H1					
I	Pools	I1	I1					

Table 1 Land Use Groups

Critical	Vulnerable Uses	Residential
Emergency services facility	Child care centre	Boarding house
Hospital	Educational establishment	Dual occupancy
Sewerage system	Home-based child care	Dwelling house

Critical	Vulnerable Uses	Residential
Telecommunications facility (SP2)	Community health service facility	Exhibition home
Public Utility Undertaking (SP2)	Information and education facility	Exhibition village
Electricity generating works	Respite day care centre	Hostel
	Seniors housing	Residential flat building
	Caravan park	Rural worker's dwelling
	Group home	Secondary dwelling
	Residential care facilities	Semi-detached dwelling
	Correctional centre	Multi dwelling housing
	Tourist and visitor accommodation	Shop top housing
		Attached dwelling

Business & industrial		
Animal boarding or training establishment	Boat building and repair facility	Business premises
Camping ground	Car park	Charter and tourism boating facility
Community facility	Crematorium	Depot
Eco-tourist facilities	Entertainment facility	Freight transport facility
Function centre	General industry	Health consulting rooms
Heavy industrial storage establishments	Highway service centre	Home business
Home occupation	Home occupation (sex services)	Industrial retail outlet
Industrial training facility	Industries	Management facility
Marina	Medical centre	Mortuary
Neighbourhood shop	Office premises	Patient transport facilities
Place of public worship	Port facility	Public administration building
Recreation facility (indoor)	Registered club	Research station
Restricted premises	Retail premises	Rural industry
Service station	Sex services premises	Storage premises
Transport depot	Truck depot	Turf farming
Vehicle body repair workshop	Vehicle repair station	Veterinary hospital
Warehouse or distribution centre	Waste disposal facility	Waste water disposal system

Business & industrial		
Water recreation structure	Water supply system	Wharf or boating facilities
Wholesale supplies		

Recreational and Environmental	Subdivision	Concessional
Aquaculture	Subdivision	Development ancillary to residential development
Boat launching ramp		Occupation/change of use of an existing premises
Boat shed		Demolition
Earthworks		Additions/alterations to residential dwelling
Environmental facility		Additions/alterations to business/industrial buildings
Environmental protection works		Advertising structure
Extensive agriculture		Signage
Extractive industry		
Farm building		
Flood mitigation works		
Forestry		
Horticulture		
Recreation area		
Recreation facility (major)		
Recreation facility (outdoor)		
Road		
Viticulture		

No controls		
Intensive livestock agriculture	Jetty	Tree and/or bushland removal
Intensive plant agriculture	Mooring	Development / subdivision of a sector, buffer area or development site in a release area
Open cut mining	Mooring pen	

A. FLOOD EFFECTS CAUSED BY DEVELOPMENT

A1	Jetty
Intensive plant agriculture	Development (including earthworks and subdivision) shall not be approved unless it can be demonstrated in a Flood Management Report that it complies with the Flood Prone Land Design Standard found on Council's webpage.
A2	Certification shall be provided in accordance with Northern Beaches Council's Standard Hydraulic Certification Form (Forms A and A1 of Northern Beaches Council's Guidelines for preparing a Flood Management Report) to the effect that the works have been designed and can be constructed to adequately address flood risk management issues.
A3	The applicant shall include in their submission, calculations to illustrate that any fill or other structures that reduce the total flood storage are replaced by Compensatory Works.
A4	Development (including earthworks and subdivision) shall not be approved unless it can be demonstrated in a Flood Management Report that it been designed and can be constructed so that in a Probable Maximum Flood event: (a) There are no adverse impacts on flood levels and velocities caused by alterations to the flood conveyance; (b) There are no adverse impacts on surrounding properties; and (c) It is sited to minimise exposure to flood hazard. Where relevant certification shall also be provided in Northern Beaches Council's Standard Certification Form (Forms A and A1 of Northern Beaches

B. DRAINAGE INFRASTRUCTURE AND CREEK WORKS

B1	Flood mitigation works or stormwater devices that modify a major drainage system, stormwater system, natural water course, floodway or flood behaviour within or outside the development site may be permitted subject to demonstration through a Flood Management Report that they comply with the Flood Prone Land Design Standard found on Council's webpage.
B2	A Section 88B notation under the Conveyancing Act 1919 may be required to be placed on the title describing the location and type of flood mitigation works with a requirement for their retention and maintenance.

C. BUILDING COMPONENTS AND STRUCTURAL SOUNDNESS

C1	All buildings shall be designed and constructed as flood compatible buildings in accordance with Reducing Vulnerability of Buildings to Flood Damage: Guidance on Building in Flood Prone Areas, Hawkesbury-Nepean Floodplain Management Steering Committee (2006).
C2	All structures must be designed and constructed to ensure structural integrity up to the Flood Planning Level, taking into account the forces of floodwater, wave action, flowing water with debris, buoyancy and immersion. Structural certification shall be provided confirming the above. Where shelter-in-place refuge is to be provided the structural integrity is to be to the Probable Maximum Flood level.
C3	All new electrical equipment, power points, wiring, fuel lines, sewerage systems or any other service pipes and connections must be waterproofed and/or located above the Flood Planning Level. All existing electrical equipment and power points located below the Flood Planning Level must have residual current devices installed that turn off all electricity supply to the property when flood waters are detected.

D. STORAGE OF GOODS

D1	Hazardous or potentially polluting materials shall not be stored below the Flood Planning Level unless adequately protected from floodwaters in accordance with industry standards.
----	---

D2	Goods, materials or other products which may be highly susceptible to water damage are to be located/stored above the Flood Planning Level.
----	---

E. FLOOD EMERGENCY RESPONSE

E1	Development shall comply with Council's Flood Emergency Response Planning for Development in Pittwater Policy and the outcomes of any Flood Risk Emergency Assessment Report where it applies to the land.
E2	New development must provide an appropriately sized area to safely shelter in place above the Probable Maximum Flood level and appropriate access to this area should be available from all areas within the development.
E3	Adequate Warning Systems, Signage and Exits shall be installed to allow safe and orderly evacuation without reliance upon the SES or other authorised emergency services personnel.
E4	The application shall demonstrate that evacuation/shelter in place in accordance with the requirements of this DCP will be available for any potential development arising from a torrens title subdivision.

F. FLOOR LEVELS

F1	New floor levels within the development shall be at or above, the Flood Planning Level. A reduced Flood Planning Level may be considered only where it is permitted in this Development Control Plan. The structure must be flood proofed (wet or dry) to the Flood Planning Level. This control cannot be applied to critical or vulnerable uses.
F2	All development structures must be designed and constructed so as not to impede the floodway or flood conveyance on the site, as well as ensuring no loss of flood storage in a 1% AEP Event. Where the dwelling is located over a flow path it must be elevated on suspended pier/pile footings such that the level of the underside of all floors including balconies and decks within the flood affected area are at or above, or raised to the Flood Planning Level to allow clear passage of the floodwaters under the building. The development must comply with the Flood Prone Land Design Standard.
F3	Where the lowest floor has been elevated to allow the passage of flood waters, a restriction shall be imposed on the title of the land, pursuant to S88B of the Conveyancing Act confirming that the undercroft area is not to be enclosed.
F4	A one- off addition or alteration below the Flood Planning Level of less than 30 square metres or an increase of less than 10% of the ground floor area (whichever is the lesser) for residential development may be considered only where: (a) it is an extension to an existing room (b) the Flood Planning Level is incompatible with the floor levels of the existing room This control will not be permitted if this provision has previously been utilised since the making of this Plan. The structure must be flood proofed to the Flood Planning Level.
F5	The applicant must demonstrate that future development following a subdivision proposal can be undertaken in accordance with this Control.
F6	Any existing floor level may be retained below the Flood Planning Level when undertaking a first floor addition provided that: (a) it is not located within a floodway; (b) there is no increase to the building footprint below the Flood Planning Level; (c) it is flood proofed to the Flood Planning Level;
F7	All floor levels within the development shall be at or above the Probable Maximum Flood level or Flood Planning Level whichever is higher.

F8	The minimum floor level of any first floor additions shall be at or above the Probable Maximum Flood Level.
F9	Foyers – consideration may be given to a minimum floor level of a foyer being set at the 5% AEP flood level, provided it can be demonstrated that it complies with the Flood Prone Land Design Standard.
F10	Consideration may be given to a minimum floor level for the first 5 metres from the street front of new development in business zonings below the Flood Planning Level provided it can be demonstrated that it complies with the Flood Prone Land Design Standard.
F11	A one-off addition or alteration below the Flood Planning Level of less than 100 square metres or an increase of less than 10% of the ground floor area (whichever is the lesser) for non-residential development may be considered only where the required floor level cannot be achieved for the following reason: (a) it would be incompatible with floor levels of the existing building This control will not be considered if the existing floor level of the additions/alterations are located within a high hydraulic hazard area. This control will not be permitted if this provision has previously been utilised since the making of this Plan. Any features of the additions or alterations on the floor level must be flood proofed to the Flood Planning Level

G. CAR PARKING

G1	Open carpark areas and carports shall not be located within a floodway.
G2	The lowest floor level of open carparks and carports (unroofed or with open sides) shall be constructed no lower than the natural ground levels.
G3	All enclosed car parks must be protected from inundation up to the relevant flood planning level. For example, basement carparks must be provided with a crest at the entrance, the crest of which is at the relevant Flood Planning Level. All access, ventilation and any other potential water entry points to any enclosed car parking shall be above the relevant Flood Planning Level. Council will not accept any options that rely on electrical, mechanical or manual exclusion of the floodwaters from entering the enclosed carpark
G4	Vehicle barriers or restraints are to be provided to prevent floating vehicles leaving the site where there is more than 300mm depth of flooding in a 1% AEP flood event. The minimum height of the vehicle barriers or restraints must be at or above the Flood planning Level. Vehicle barriers or restraints must comply with the Flood Prone Land Design Standard.
G5	Enclosed Garages must be located at or above the 1% AEP level
G6	Carports must comply with the Flood Prone Land Design Standard
G7	Where a driveway is required to be raised it must be demonstrated that there is no loss to flood stage in the 1% AEP flood event and no impact on flood conveyance through the site
G8	Multi Dwelling Housing and Shop Top Housing residential carparking – consideration may be given to a minimum floor level for open or covered carparking being set at the 5% AEP flood level, provided it can be demonstrated that it complies with the Flood Prone Land Design Standard.
G9	All enclosed car parks must be protected from inundation up to the Probable Maximum Flood level or Flood Planning Level whichever is higher. For example, basement carparks must be provided with a crest at the entrance, the crest of which is at the relevant Probable Maximum Flood level or Flood Planning Level whichever is higher. All access, ventilation and any other potential water entry points to any enclosed car parking shall be above the relevant Probable Maximum Flood level or Flood Planning Level whichever is higher.

G10	Enclosed Garages must be located at or above the Probable Maximum Flood Level or Flood Planning Level whichever is higher.
-----	--

H. FENCING

H1	Fencing, including pool fencing, shall be designed so as not to impede the flow of flood waters and not to increase flood affectation on surrounding land. Appropriate fencing must comply with the Flood Prone Land Design Standard in addition to other regulatory requirements of pool fencing.
----	--

I. POOLS

I1	Pools located within the 1% AEP flood extent are to be in-ground, with coping flush with natural ground level. Where it is not possible to have pool coping flush with natural ground level, it must be demonstrated that the development will result in no net loss of flood storage and no impact on flood conveyance on or from the site. All electrical equipment associated with the pool (including pool pumps) is to be waterproofed and/or located at or above the Flood Planning Level. All chemicals associated with the pool are to be stored at or above the flood planning level.
----	---

Note

Applications must demonstrate compliance with the following references:

- *Flood Prone Land Design Standard*
- *Flood Risk Management Policy*

Flood Emergency Response Planning for Development in Pittwater Policy

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1 Flood Emergency Response Planning for Development in Pittwater Policy

1.1 Purpose

In accordance with the Floodplain Development Manual (FDM) (NSW Government, 2005), in flood prone land the responsibility lies with Council to ensure new developments minimise flood risk through the implementation of effective flood emergency response measures.

To help minimise the flood risk to occupants, it is important that developments have provisions to facilitate flood emergency response. There are two main forms of flood emergency response that may be adopted by people within the floodplain:

- > Evacuation: The movement of occupants out of the floodplain before the property becomes flood affected; and,
- > Shelter-in-place: The movement of occupants to a building that provides vertical refuge on the site or near the site before their property becomes flood affected.

By establishing minimum requirements for evacuation and shelter-in-place strategies for new developments, including additions and alterations to existing developments, Council ensures that:

- > Flood risk associated with development is clearly identified; and,
- > Flood risk to life for development is appropriately managed.

In assigning what is an acceptable emergency response measure for a development, Council has taken into consideration:

- > Flood Life Hazard Category: Life hazard accounts for the potential hazard relating to the flood behaviour throughout the Local Government Area (LGA). If the floodplain were occupied at the time of flooding then the flood life hazard categories indicate the hazard occupants would be exposed to. Flood life hazard categories have been mapped for the entire former Pittwater LGA (and available through Council Flood Information Request service);
- > Land-use: The land-uses within the floodplain provide an indication of the occupation of the floodplain which will influence the number and demographic of people exposed to flood risk. Therefore emergency response requirements should be tailored to each land-use; and,
- > Proposed emergency response: Consideration of emergency response measures relates to the likelihood of occupants within the floodplain being directly exposed to flood hazard. The emergency response requirements are dependent on if evacuation or shelter-in-place is the adopted emergency response.

By adjusting emergency response requirements for each development based on these considerations, the flood risk to life may be addressed in a targeted way while not being needlessly onerous on the developer / land owner.

1.2 Risk Assessment Categories

There are three subjective risk assessment categories:

- > Acceptable risk: Flood risk to life is considered negligible and the flood emergency response planning policy does not apply;
- > Tolerable risk: Flood risk to life is significant and the flood emergency response planning policy applies for all developments;
- > Unacceptable risk: Flood risk to life is severe, developments should not be permitted on a flood risk to life basis.

A graphical representation of the risk categories as they relate to flood life hazard categories are shown in Table 1-1. As seen in Table 1-1 this flood emergency response planning policy applies to all land assigned a flood life hazard category of H3-H4 or greater.

Table 1-1 Flood Risk Assessment Outcomes Summary

Adopted Emergency Response	Flood Life Hazard Category			
	H1 - H2	H3 – H4	H5	H6
Evacuation				
Shelter-in-Place				

Where, Green = Acceptable risk, flood emergency response planning policy does not apply;

Yellow = Tolerable risk, flood emergency response planning policy applies for all development; and,

Orange = Unacceptable risk, no development should be permitted in these areas due to severe flood risk.

1.3 Complying Development Certification (CDC)

In accordance with Clause 3.36C of the Exempt and Complying Development Codes SEPP (NSW Government, 2008), flood affected properties may be eligible for a complying development certificate if the development does not lie within a "high risk area".

For developments within the former Pittwater LGA, "high risk areas" are defined as areas of flood life hazard category H3-H4 or greater. Therefore areas of flood life hazard category H1-H2 are considered "low risk areas" and Complying Development Certification may still be possible in these areas.

1.4 Developments to Which This Policy Applies

A summary of the land-use groups is included in Table 1-2.

Table 1-2 Land Use Groups

Critical	Vulnerable Uses	Residential
emergency services facility	child care centre	boarding house
hospital	educational establishment	dual occupancy
public administration building	home-based child care	dwelling house
sewerage system	Community health service facility	exhibition home
Telecommunications facility (SP2)	information and education facility	exhibition village
Public Utility Undertaking (SP2)	respite day care centre	hostel
electricity generating works	seniors housing	residential flat building
	caravan park	rural worker's dwelling
	group home	secondary dwelling
	residential care facilities	semi-detached dwelling
	correctional centre	multi dwelling housing
	tourist and visitor accommodation	shop top housing
		attached dwelling

Business & industrial		
boat building and repair facility	medical centre	waste or resource management facility
business premises	mortuary	management facility
car park	neighbourhood shop	waste water disposal system
crematorium	office premises	water recreation structure
depot	Patient Transport facilities	water supply system
entertainment facility	passenger transport facility	wharf or boating facilities
freight transport facility	place of public worship	wholesale supplies
function centre	port facility	animal boarding or training establishment
general industry	recreation facility (indoor)	charter and tourism boating facility
health consulting rooms	registered club	home business
heavy industrial storage establishment	restricted premises	home occupation
highway service centre	retail premises	home occupation (sex services)
industrial retail outlet	rural industry	community facility
industrial training facility	service station	research station
industries	sex services premises	camping ground
	storage premises	eco-tourist facilities
	transport depot	marina
	truck depot	cemetery
	turf farming	
	vehicle body repair workshop	
	vehicle repair station	
	veterinary hospital	
	warehouse or distribution centre	
	waste disposal facility	

Recreational and Environmental	Subdivision	Concessional	No controls
aquaculture	subdivision	occupation/change of use of an existing premises	signage
boat shed			intensive livestock agriculture
environmental facility			intensive plant agriculture
environmental protection works			open cut mining
extensive agriculture			jetty
extractive industry			mooring
farm building			mooring pen
flood mitigation works			recreation area
forestry			tree and/or bushland removal
horticulture			earthworks
recreation facility (major)			road
recreation facility (outdoor)			boat launching ramp
viticulture			demolition
			development/subdivision of a sector, buffer area or development site in a Release Area
			Class 10 buildings or Structures as defined by the Building Code of Australia

The flood risk to life is considered significant for all developments under Land use categories "Critical and Vulnerable Uses", therefore it is preferred that these development types not be located within the PMF flood extent. Note that any alterations or additions to existing dwellings must consider this flood policy.

Class 10 buildings are non-habitable buildings or structures. Class 10 includes three sub classifications:

Class 10a buildings are non-habitable buildings including sheds, carports, and private garages.

Class 10b is a structure being a fence, mast, antenna, retaining wall, swimming pool, or the like.

Class 10c building is a private bushfire shelter. A private bushfire shelter is a structure associated with, but not attached to, a Class 1a building

1.4.1 Land Release Developments

This Flood Emergency Response Planning for Development in Pittwater policy and the associated development controls does not apply to Development/subdivision of a sector, buffer area or development site in a Release Area. Flood affected land release developments such as those identified in the Warriewood Urban Land Release are expected to have a more significant impact on flood risk to life.

The development controls specified in this policy address flood risk to life accounting for moderate intensification of development within the floodplain. Development/subdivision of a sector, buffer area or development site in a Release Area are more likely to result in previously low density or unoccupied flood affected land having a major increase in occupation and therefore flood risk to life. The controls specified in this policy therefore do not address flood risk to life adequately to account for land release developments.

Development/subdivision of a sector, buffer area or development site in a Release Area should adopt the same emergency response principles within this policy however to a greater extent incorporating a more complex assessment to ensure future flood risk is not increased as a result of Development/subdivision of a sector, buffer area or development site in a Release Area.

1.5 Evacuation Requirements

1.5.1 Evacuation Feasibility

The assessment of evacuation feasibility for a development needs to also account for the Flood Life Hazard Category of the site, to determine if evacuation is feasible refer to the Developer Decision Tree in Attachment A.

1.5.2 Flood Risk Emergency Assessment

For evacuation to be considered an acceptable emergency response development and alterations and additions to existing development should demonstrate all occupants may evacuate safely through a Flood Risk Emergency Assessment that considers:

- > Council's guideline document for preparing Flood Risk Emergency Assessments,
- > Proposed evacuation route and mode of transport, and the flood hazard along the route in the PMF.
Note that:
 - Evacuation routes must not be through private property that is not a part of the subject site;
 - Evacuation route must be flood free in the Probable Maximum Flood event
 - Preferable evacuation routes are rising road access
 - Evacuation must be to a public area with shelter located above the Probable Maximum Flood Level
- > Evacuation timeline including time required vs time available based on principles established in the NSW SES Evacuation Timeline Model and adapted for local evacuation ;
- > Intended evacuation destination, the flood hazard at the destination, the level of service provided by evacuation destination (medical, food, water, communication lines), and duration of isolation of the destination in the PMF event from any of these services;
- > Consideration of vulnerability of likely occupants, and their ability to evacuate;
- > Consideration of the number of occupants, ensuring sufficient capacity of evacuation route, and evacuation destination to facilitate all occupants;
- > Intended flood warning mechanism, potentially outlining concept design of warning systems taking into account flooding at all times of the day;
- > Identification of the depth of floodwater along the evacuation route in the 1% AEP and PMF events;
- > Intended flood evacuation awareness, if no obvious evacuation route is available then signage should assist occupants, particularly for business and commercial land uses; and

- > Identification of any buildings on site that are appropriate for shelter-in-place as an alternative emergency response (see **Section 1.6** for further details).

The combination of all these factors contribute to the acceptability of evacuation as an emergency response. Council's assessment of evacuation strategies will involve a merits based assessment based on the factors listed above.

1.6 Shelter-in-Place Requirements

The following sections outline the shelter-in-place requirements and to which development types the controls are relevant.

1.6.1 Flood Risk Emergency Assessment

For shelter-in-place to be considered an acceptable emergency response, a development should demonstrate that the development controls summarised in the following sections have been addressed through a Flood Risk Emergency Assessment report.

1.6.2 Minimum Floor Level for Shelter in Place

The adopted requirements for shelter in place minimum floor levels are equal to the PMF flood event. These requirements apply to all tolerable life hazard categories, H3-H4 and H5 categories.

1.6.3 Floor Space

The adopted requirements for shelter in place minimum floor space are:

- A floor space of the shelter-in-place area 2 m² per person is required for all long duration flooding unless it can be shown the development lies within this region but is only inundated for a "short duration" (less than 6 hours in the PMF); or,
- A floor space of the shelter-in-place area 1 m² per person is required for development located in short duration flooding (less than 6 hours in the PMF).

These requirements apply to all tolerable flood life hazard categories, H3-H4 and H5 categories, and all development types.

The definition of sufficient capacity is defined as floor space of 1 m² per person for short duration (less than 6 hours), and 2 m² per person for long duration (greater than 6 hours).

1.6.4 Accessibility

The adopted requirements for shelter in place for all developments are:

- > Shelter-in-place refuge must be accessible to all people on the site, plainly evident, and self-directing, with sufficient capacity of access routes for all occupants.
- > There must be sufficient time for all occupants to access shelter-in-place refuges, with fail safe access provided with no reliance on elevators. Flood warning systems should be considered where the number of occupants is significant.

1.6.5 Building Stability

For all shelter-in-place refuge buildings proposed within flood risk to life category H3-H4:

- > Structural stability of the refuge building is to be verified by a suitably qualified structural engineer considering lateral flood flow, buoyancy, suction effects, and debris load impact of 1% AEP design flood depths and velocities; and
- > Refuge must comply with Building Code of Australia requirements, with external components rated appropriately for storm, wind, and moisture.

This requirement is relevant for all land-use types.

For all shelter-in-place refuge buildings proposed within flood risk to life category H5:

- > Structural stability of the refuge building is to be verified by a suitably qualified structural engineer considering lateral flood flow, buoyancy, suction effects, and debris load impact of PMF design flood depths and velocities; and
- > Refuge must comply with Building Code of Australia requirements, with external components rated appropriately for storm, wind, and moisture.

This requirement is relevant for all land-use types.

1.6.6 Serviceability

The following serviceability requirements only apply to long duration flooding unless it can be shown the development lies within this region but is only inundated for a "short duration" (less than 6 hours in the PMF). The serviceability requirements apply for all land-uses with the exception of subdivision:

- > Sufficient clean water; and
- > First Aid Kit; and
- > Portable radio with spare batteries; and
- > Torch with spare batteries.

In addition, land-use groups listed under Critical and Vulnerable Uses must also provide:

- > a practical means of medical evacuation; and
- > Emergency power.

1.7 Variation to the controls

The following variations may apply to a change of use of an existing premises and minor alterations and additions to existing residential and commercial premises (as defined in the DCP):

A variation to the controls requiring a Flood Risk Emergency Assessment Report and/or shelter in place refuge shall only be considered if justified appropriately by a suitably qualified professional.

A completed Form 1 (Attachment A of the Flood Emergency Response Planning for Development in Pittwater Policy), must also be submitted with the development application.

A section 88b instrument (or similar) will be required to be placed on the lot that outlines that the property has no 'shelter-in-place refuge' and that there is a risk of persons being inundated by floodwaters with no place to seek refuge on the lot.

2 Attachment A – Evacuation Feasibility

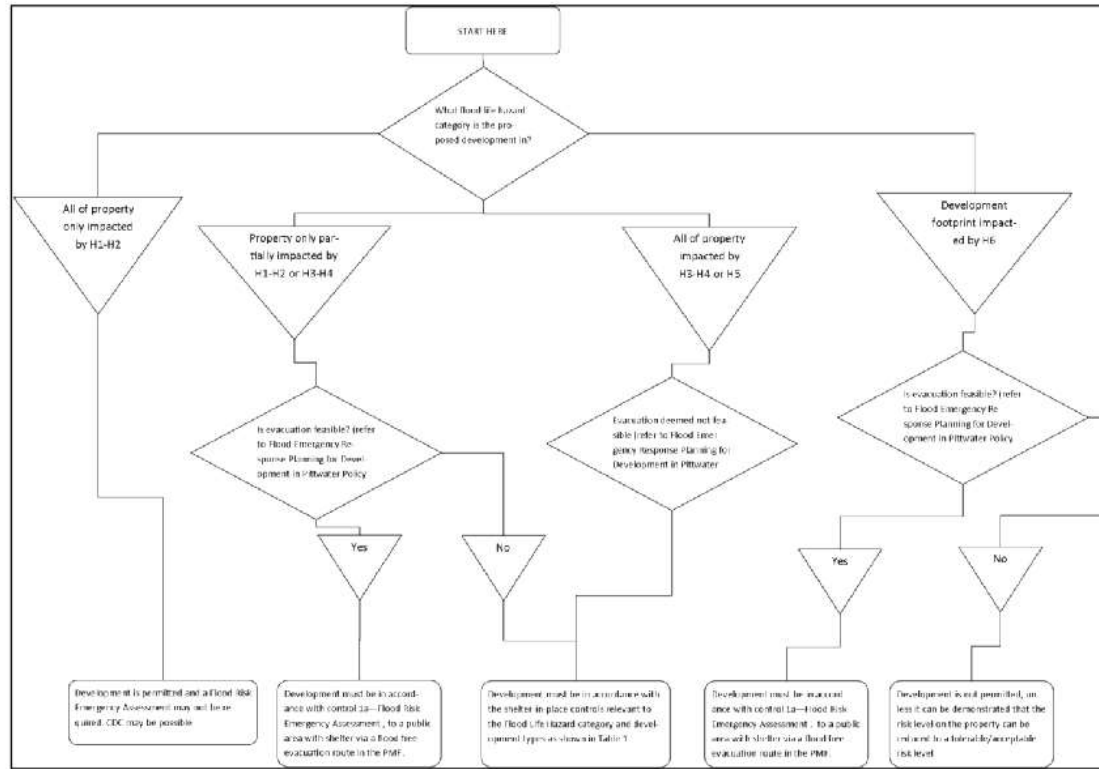


Figure 1 Developer Decision Tree

3 Attachment C – Form 1

FLOOD EMERGENCY RESPONSE PLANNING FOR DEVELOPMENT IN PITTWATER POLICY

FORM NO. 1 – To be submitted with Development Application

Development Application for

(Name of Applicant)

Address of site: _____

Declaration made by hydraulic engineer or engineer specialising in flooding/flood emergency response as part of a Flood Risk Emergency Assessment:

I, _____ on behalf of _____
(Insert Name) (Trading or Business/ Company Name)on this the _____ certify that I am a engineer or
(Date)consultant specialising in flood emergency response and I am authorised by the above organisation/
company to issue this document and to certify that the organisation/ company has a current professional
indemnity policy of at least \$2million.**Flood Risk Emergency Assessment Details:**

Report Title:

.....

Report Date:

Author:

Author's Company/Organisation:

I: _____
(Insert Name)

Please tick appropriate box (more than one box can be marked)

☐ have followed Council's guidelines for 'Flood Risk Emergency Assessment Report (FREA)'☐ have prepared the Flood Risk Emergency Assessment referenced on Form 1 in accordance with
Council's guidelines and the Flood Emergency Response Planning for Development in Pittwater Policy.☐ am willing to technically verify that the detailed Flood Risk Emergency Assessment referenced on Form
1 has been prepared in accordance with Council's guidelines and the Flood Emergency Response Planning
for Development in Pittwater Policy.☐ have examined the site and the proposed development in detail and have carried out a risk assessment
(which has been attached to this form), and can confirm that:

- ☐
- The addition/dwelling/building is located outside of the extents for Flood Life Hazard
-
- Categories H3-H4, H5 and H6 and a Flood Risk Emergency Assessment is not required.

☐ confirm that the results of the risk assessment for the proposed development are in compliance with the Flood Risk Management Policy for Development in Pittwater and a detailed risk assessment is not required for the subject site.

☐ have examined the site and the proposed development/alteration/addition in detail and I am of the opinion (after carrying out a risk assessment) that the Development Application does not require a Flood Risk Emergency Assessment and I have attached the risk assessment to this form.

☐ have reviewed (provide details of Report) the Flood Risk Emergency Assessment previously prepared for this property and can confirm it is up to date and is still current.

Declaration by engineer/consultant:

I am aware that the Flood Risk Emergency Assessment referenced on Form 1, prepared for the abovementioned site is to be submitted in support of a Development Application for this site and will be relied on by Northern Beaches Council as the basis for ensuring that the Flood Risk Management aspects of the proposed development have been adequately addressed to achieve an "Acceptable or Tolerable Risk" level for the life of the structure, taken as at least 100 years unless otherwise stated and justified in the Report and that reasonable and practical measures have been identified to remove foreseeable risk.

Signature

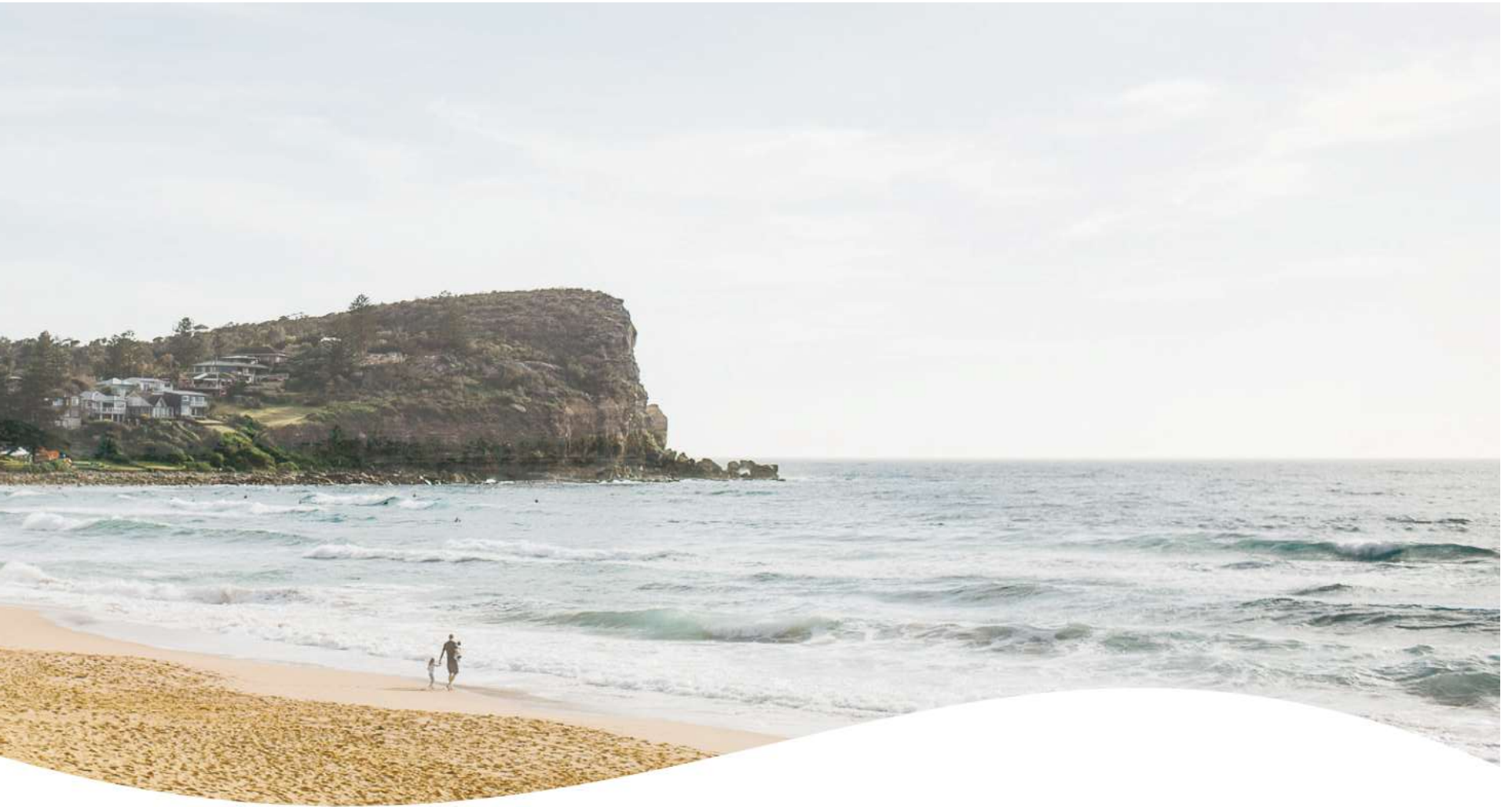
Name

Chartered Professional Status.....

Membership No.

Company.....

Number of years specialising in flood emergency response.....



My Place: Avalon

Avalon Beach Place Plan

Contents

Acknowledgment of Country	3	Your Say: Avalon Beach conversations	14	Where to next?	80
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The My Place approach	6	Community vision	17	Funding	80
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What we know about Avalon Beach	10	Plan on a page	19	Avalon Beach Place Action Plan	81
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Acknowledgment of Country

We acknowledge the Traditional Owners of this land and Elders past and present. We recognise Aboriginal people who live here today and the spirits and ancestors of the Clans that lived in this area as the original custodians of the Northern Beaches.

4 My place: Avalon



Mayor's message



The people of Avalon Beach have developed a vision for Avalon Beach as:

'A relaxed and peaceful coastal village, embracing and nurturing the natural environment, celebrating creativity and community connection.'

Council is working with the community to make Avalon Beach a great place for all people to enjoy, now and long into the future.

The Draft Avalon Beach Place Plan articulates a clear and compelling vision for Avalon Beach's urban landscape, identifying short-term improvements as well as long-term priorities.

Our detailed and thorough community consultation process with the locals of Avalon Beach allowed us to engage with many people and gave us critical insights into the values and concerns most people care about and what that they believe Avalon Beach should be like in the future, from social, natural, environment, economic and cultural perspectives.

Avalon Beach is the first village within the Northern Beaches to undergo a place planning process of this kind.

The Avalon Beach Place Plan presents a historic opportunity to realise the community's vision.

I thank everyone for their active involvement.



Michael Regan
Mayor

Introduction

The My Place approach

Northern Beaches Council is working to create great places that are vibrant, safe, inclusive and sustainable right across the Northern Beaches.

We have initiated 'My Place', a place planning approach to planning, design and management of local town centres.

The approach focuses on people's connection to their local area and encourages them to work with us.

Our approach requires us to watch, ask questions of and listen to the people who live, work and relax in a particular 'place' to discover their needs and their aspirations.

Community participation and involvement is essential during all aspects of My Place, so that we can develop a

It takes a place to create a community, and a community to create a place.

Place Plan that truly reflects community expectations and aspirations.

Avalon Beach is the first centre to undergo the My Place planning process. We refer to this as My Place: Avalon.

Specific emphasis has been placed on ensuring that all members of the community have an opportunity to engage with the process and to share their ideas and thoughts about what is best for Avalon Beach now and in the future.

The outcome of this approach is a Place Plan, which is an evidence-based framework to enhance the physical and social aspects of a 'place'.

The Avalon Beach Place Plan identifies and considers the features that make Avalon Beach such a special and unique place. It identifies what the community values most and provides an action plan that align changes with the community's current and future needs and aspirations.

Place plans are not developed in isolation; they sit within a broader strategic planning framework that includes the Greater Sydney Region Plan, North District Plan, Towards 2040 (our Local Strategic Planning Statement) and other local policies such as local environmental plans and development control plans.

What is Place Planning?

In essence, place planning is about working with the community to develop local solutions for local problems.

The Avalon Beach Place Plan was developed with the local community through extensive community engagement activities.

The Place Plan centres on public domain improvements and programs that aim to support and build capacity within the local community.

The plan will not incorporate any changes to the current land use planning controls applying to the area in Pittwater Local Environmental Plan 2014 and only minor amendments to Pittwater 21 Development Control Plan, including urban design guidelines and Avalon Beach Local Character Statement.

Strategic Planning Framework

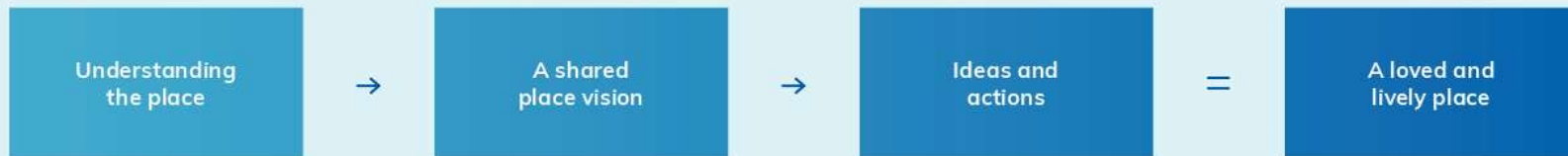


Key Features of the 'My Place' Approach

- Allow the community to genuinely shape the outcome of the process & plan



Our process



The process in detail



How to read this plan

Local context

Sets out what we know about Avalon Beach.

Community vision

Outlines the community's desires and aspirations for Avalon Beach.

Guiding principles

Reflect the community's vision guiding the preparation of the Plan.

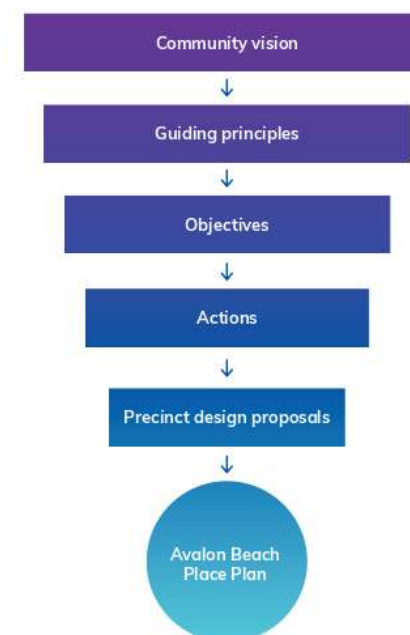
Objectives

Set the overall purpose and specific goals that underpin each guiding principle.

Actions

Represent the individual initiatives and projects to achieve the objectives.

Preparation and development of Avalon Beach Place Plan



What we know about Avalon Beach

Our Place

Avalon Beach is a coastal village on the northern peninsula of the Northern Beaches, flanked by a popular surf beach on the east and Pittwater on the west. The area is renowned for its natural beauty, laidback atmosphere and robust arts and culture scene.

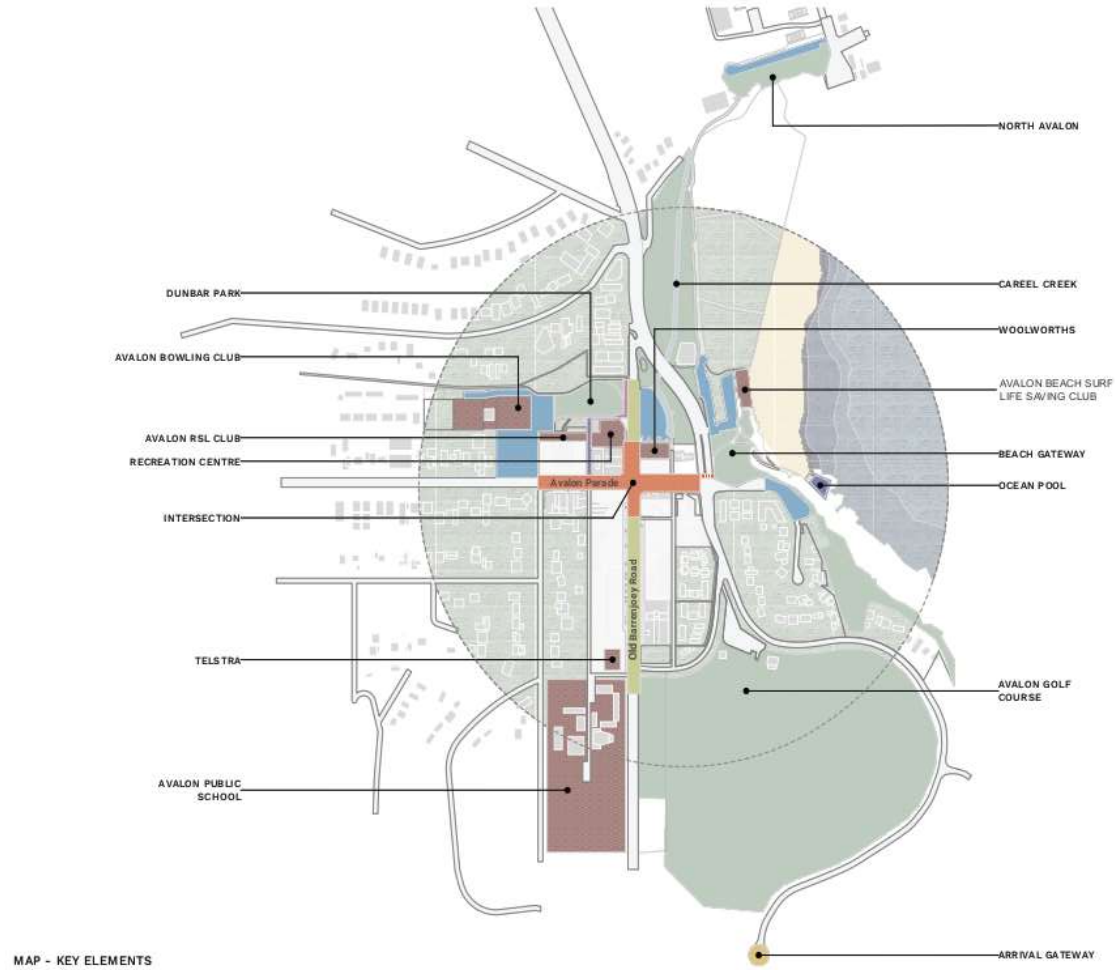
The area is characterised by sustainability culture and is known for its distinctive 'Avalon' style.

The Place Plan is focused on the area within 400 metres of Avalon Beach village centre. However a broader area of influence stretches northward to Palm Beach and encompassing the suburbs of Clareville and Bilgola Plateau is also considered.

Avalon Study Area Map



Key Elements of Avalon Beach Village



Our Community

Avalon Beach enjoys a strong sense of community with many active community groups, high rates of volunteering and a history of community-led arts and cultural programming.

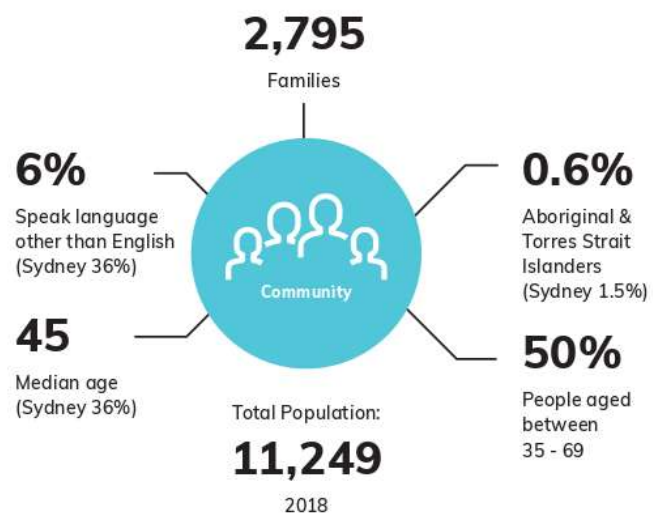
The area remains relatively constant, characterised by low growth (0.04%) and by 2036 the population is likely to decline. The Avalon Beach population is getting older

with a median age of 45 years compared to 36 for Greater Sydney. The groups where we see the most growth is the pre-retiree and retiree age groups.

Population



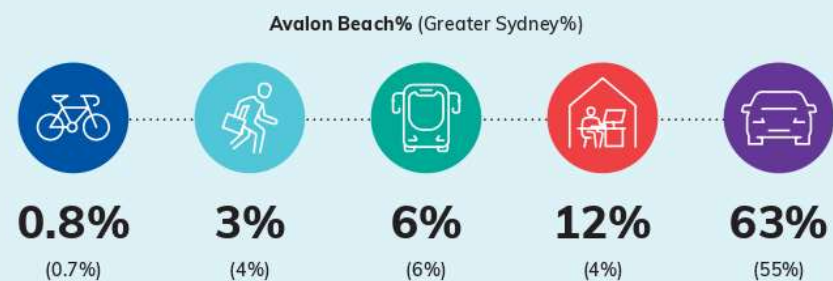
Community snapshot



How do people live?



How do people get to work?





Your Say: Avalon Beach

Community engagement

Community consultation is at the heart of My Place: Avalon. We undertook a range of engagement activities with the Avalon Beach community to gain a clear understanding of their thoughts, passions and aspirations.

After our initial community consultation in May and August 2018, we presented our findings *My Place: Avalon Spotlight on Avalon - Snapshot and community engagement summary*, January 2019 (*Spotlight on Avalon* document). *Spotlight on Avalon* reported on the more than 1,500 contributions and thousands of ideas that reflect the aspirations, visions, values and priorities of this eclectic coastal community.

Our additional community engagement built on and refined the initial work.

We established an Avalon Community Reference Group which represent a broad cross section of the Avalon Beach community who hold an intimate understanding of the area. The Reference Group helped us to further develop the key issues and actions for Avalon Beach.

From these activities, we've been able to present a clear community vision for the future and a range of local solutions and actions to achieve the vision.



Consultation activities



Consultation timeline



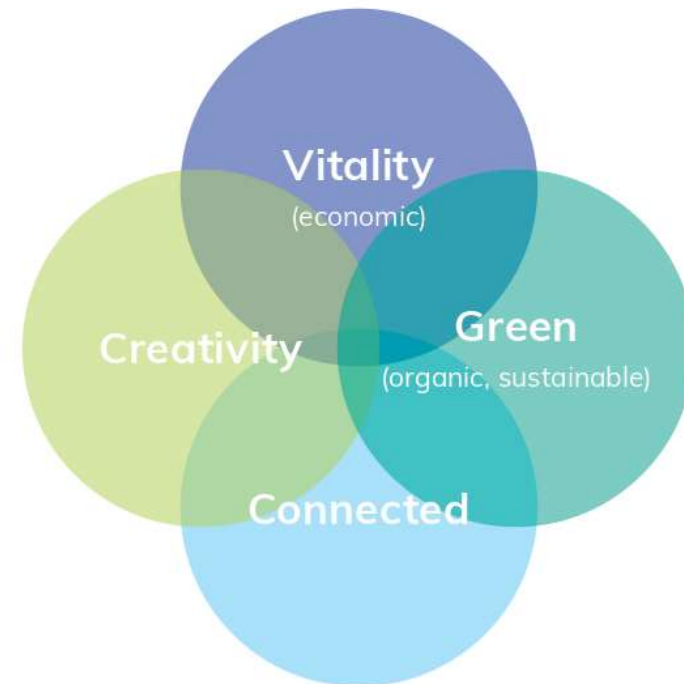
Vision

Community vision

The community vision developed with the local community has informed the development of the Place Plan and will guide decision making.

The community's vision is that Avalon Beach in 2030 will be:

"A relaxed, peaceful and vibrant coastal village, embracing and nurturing the natural environment, celebrating creativity and community connection."





The journey ahead

How are we getting there?

We have already started making progress and taking small steps towards the vision through a range of quick wins and the commencement of associated projects, including:

Dunbar Park
Christmas tree lights

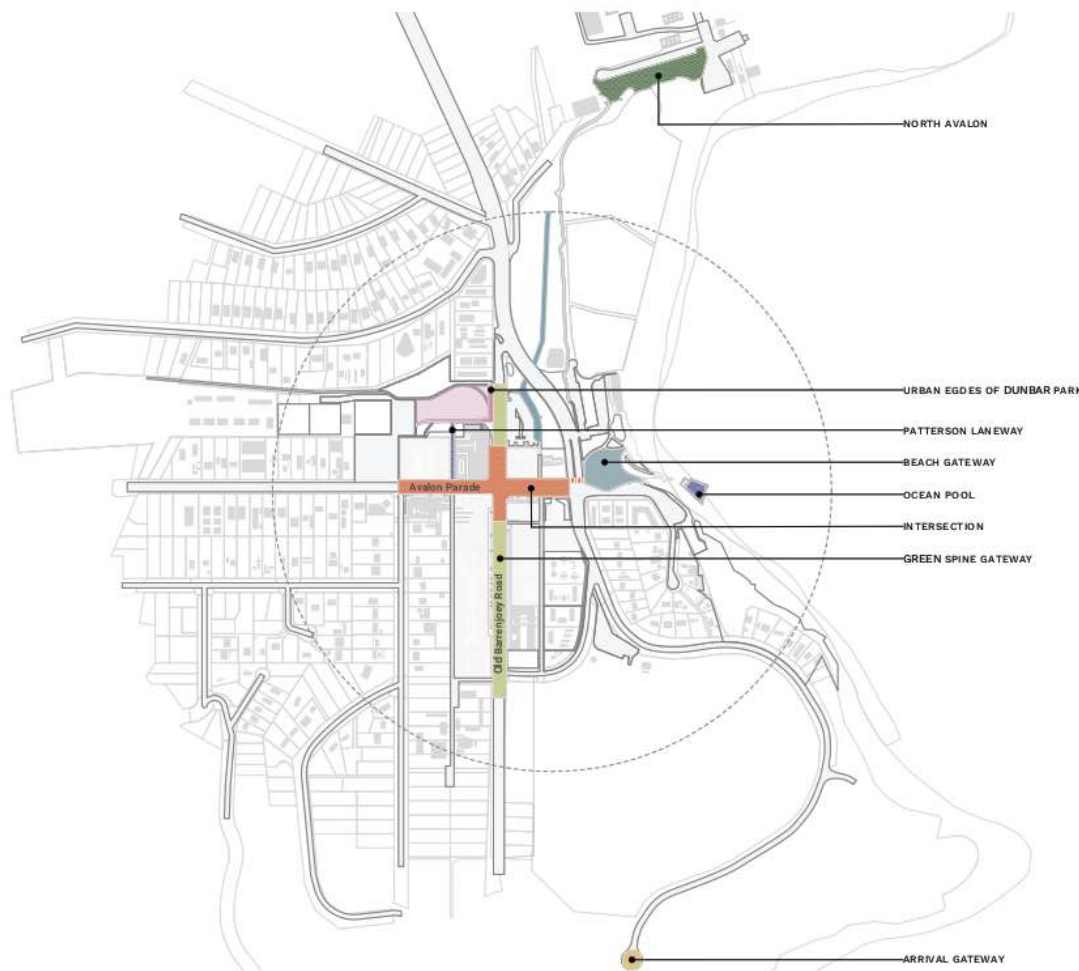
Dunbar Park
playground improvements

Avalon Beach
netball and half court
basketball courts

Northern Beaches Coast
Walk Public Art Trail

The Place Plan is underpinned by guiding principles and values identified by the community and natural features of the area and includes short term and long term actions.

Plan on a page



MAP - AVALON PLAN

Guiding principles

Five interlinked key principles will guide the realisation of the community's vision.

The guiding principles are underpinned by an integrated, sustainable planning approach that balances, economic, environment, social and cultural impacts and opportunities.



Green and Clean



Vibrant and
Diverse Economy



Improved
Connections



Community Culture
and Creativity



Active and
Distinctive Spaces



Green & Clean

Stewardship of the natural environment that protects and enhances the unique local ecosystem.

Objectives

- Increase the urban tree canopy and create quality green streets and public spaces.
- Manage, protect and enhance the natural environment and biodiversity of the area, with a focus on Avalon Beach Village and surrounding area.
- Empower the community to embrace waste avoidance, reduction and re-use.

Actions

- Incorporate recycling waste bins (customised with local artist works) into streetscape enhancement works.
- Investigate opportunities to naturalise Careel Creek and stormwater drainage systems within and surrounding the Avalon Beach Village.
- Integrate landscape design with water and stormwater management.
- Increase tree and vegetation planting throughout Avalon Beach, with species endemic to Avalon Beach to increase biodiversity.
- Incorporate features into landscape works to support local fauna and biodiversity.
- Encourage walking and cycling throughout Avalon Beach Village centre to decrease greenhouse gas emissions.
- Protect the quality and quantity of existing native bushland and open space from encroachment from new development.
- Incorporate sustainability outcomes such as green architecture and Biophilic design, into development approvals process, where possible.
- Integrate greenery and vegetation into buildings, laneways and car parks, such as green laneways, green walls and roofs and green pavement treatment.



Green roof



Green walls



Green pavement treatment



Solitary native bee/insect hotel

Vibrant and diverse economy

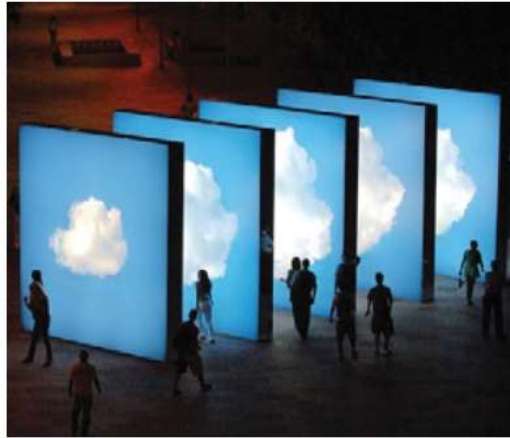
Providing a vibrant and diverse local economy for growth and resilience that reflects the uniquenesses of the area.

Objectives

- Establish a diverse and resilient local economy that services and supports the needs of the local community and celebrates Avalon Beach's unique character.
- Support local businesses, especially in the winter months, through a diverse range of programs and initiatives.
- Create opportunities for an evening economy.

Actions

- Create an annual program of events that celebrate the unique character of Avalon Beach.
- Extend on the Connected Through Creativity 2029 through a busker program to provide entertainment in designated areas of Avalon Beach Village in collaboration with Avalon Palm Beach.
- Develop an online business walkabout map, promoting Avalon Beach businesses and attractions to visitors and the wider Greater Sydney area.
- Trial a monthly market with a focus on fresh produce, arts and crafts.
- Encourage unique and diverse retailers by working in collaboration with Avalon Palm Beach Business Chamber to establish mentoring programs and initiatives to support local start-up businesses and young entrepreneurs.
- Encourage temporary uses in vacant shops, supported by the Avalon Town Centre Retail Analysis, to retain a vibrant village.
- Encourage landowners and developers to utilise vacant land within Avalon Beach Village for temporary uses, installations and events.
- Develop a How to Guide on event planning, permit processes and approvals to encourage small-scale community-led projects.
- Maintain the integrity of the existing land zoned B2 Local Centre to retain a range of retail, business, entertainment and community uses in Avalon Beach Village.
- Work with Avalon Palm Beach and businesses to run a 'Shop Local' campaign to highlight the importance of supporting local retailers.



Temporary evening activations



Temporary treatment of vacant shops



Temporary street activity



Monthly market days



Unique local businesses



Live music and performances

Improved Connections

Connecting the community through better links to and within Avalon Beach Village with a focus on sustainable modes of travel and linking bush to beach.

Objectives

- Prioritise people over cars by improving accessibility for all and increasing walking and cycling opportunities to and within Avalon Beach Village.
- Improve the functionality, safety and pedestrian experience of the intersection of Old Barrenjoey Road and Avalon Parade.
- Ensure the provision and management of parking spaces is sufficient to meet anticipated demand, outside summer peak periods.

Actions

- Implement the recommendations of the Avalon Beach Parking Study including an integrated signage plan, simplified of parking controls and the relocation of long-stay parking spaces.
- Establish a framework to collaborate with Transport for NSW to optimise public transport routes and improve amenity and frequency of services.
- Renew and construct new footpaths and create wide pavements that link activity areas, transport and beach, as recognised by the Avalon Pedestrian Accessibility and Mobility Plan (PAMP) and Walk Northern Beaches.
- Create a low-vehicle speed pedestrian environment throughout Avalon Beach Village by using urban design and traffic calming methods incorporating formal bike paths within the Village.
- Stage the upgrade to the intersection of Old Barrenjoey Road and Avalon Parade including trial of a temporary one-way shared zone to inform permanent road and streetscape improvements.
- Incorporate a cycleway along Old Barrenjoey Road and Avalon Parade and provide bicycle facilities throughout the Village.



Encourage cycling



Prioritise people over cars



Make it easier for people to walk within the village



Make it safer and more enjoyable place for pedestrians



Create low-vehicle speed environment

Community Culture and Creativity

Supporting a cohesive community connected through creativity and respecting cultural heritage.

Objectives

- Embrace and build on the Connected Through Creativity 2029 Northern Beaches Arts and Creativity Strategy.
- Support, promote and celebrate Avalon Beach's creative and cohesive community culture.
- Celebrate and promote cultural places and acknowledge and recognise Indigenous culture and stories.

Actions

- Increase opportunities for art in public spaces, including street art, art installations and sculptures that complement the character of Avalon Beach.
- Foster opportunities to celebrate the communities creativity through village laneways, open spaces, vacant shops and land via outdoor installations and outdoor galleries, art boxes and pop ups.
- Incorporate and encourage art in public spaces, performance spaces and cultural activities in community places to increase vibrancy.
- Explore opportunities to establish new or expand existing film festivals.
- Expand opportunities presented by the Coast Walk Public Art Trail to encourage people to detour off the trail and explore Avalon Beach Village.
- Recognise and celebrate the local heritage of the area, both Indigenous and non-Indigenous, through interpretative information, signage and an online heritage trail.
- Create a sense of arrival into the Village through local art and signage that reflects the heritage and creativity of the area.
- Install signage directing to key places within the Village and adjoining recreational areas.



Wayfinding



Expand existing festivals and events



Art and sculpture installations



Celebrate local creative culture

Active and Distinctive Spaces

Creating flexible and distinctively unique public spaces that enhance community interaction and experiences.

Objectives

- Improve the overall look and feel of the Avalon Beach Village and create unique places for people to meet, gather and relax.
- Promote natural surveillance and safety through street activation and improved lighting in key locations.

Actions

- Enhance and activate spaces within Avalon Beach Reserve, Avalon rock pool area and north Avalon car park.
- Provide a range of ambient lighting within the Village.
- Identify opportunities to ensure playgrounds are inclusive, adapted and safe for multiple age groups.
- Advocate for multi-use of existing spaces and facilities such as school grounds outside of operational hours.
- Install outdoor seating throughout the Village and Dunbar Park to provide places for people to meet and gather.
- Provide a range of outdoor activities, exercise and sporting structures in open space areas that complement the natural setting.
- Continue to explore opportunities to improve and upgrade the design of laneways, with a focus on alternative pedestrian connections, opportunities for art and more landscaping.
- Prepare urban design guidelines and controls for Avalon Beach Village that reflect its unique and distinctive character of the locality, embrace sustainability concepts, exemplary and biophilic design.



Ambient lighting



Street furniture to provide opportunities for people to gather and relax



Outdoor activities in strategic locations



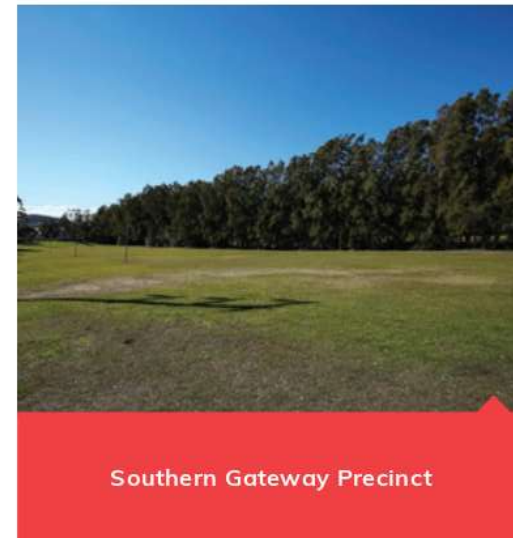
Exercise stations in open space areas

Place Precincts

We have grouped Avalon Beach Village into three distinctive place precincts based on existing and future activities.

These precincts provide diverse opportunities for positive change aligned to the guiding principles. This includes enhancing community spaces and streetscapes, creating active and lively places for the community to meet, gather and relax, improving connections throughout the Village for pedestrians, cyclists and vehicles and providing new facilities for young people.

The place precincts are Coastal Fringe, Village Hub and Southern Gateway.



Village Hub Precinct

Centrally located, The Village Hub Precinct provides a diverse range of retail, commercial, open space and civic uses to support people residing in the surrounding suburbs extending beyond Avalon Beach.

The Village is a destination for the community to meet, gather and enjoy the diverse offerings.

The Village is a great place for pedestrians, with connections throughout the Village, along laneways and other links. There are opportunities to improve walking links between the Village and surrounding residential areas.

The area features smaller blocks and generally low scale development of two or three storey buildings.



Coastal Fringe Precinct

The Coastal Fringe Precinct encompasses the natural areas of Avalon Beach and the foreshore area. It extends from the rock platforms of Bilgola Headland to the south and stretching north towards Avalon Headland and North Avalon lookout. Barrenjoey Road forms the western boundary of the precinct, providing physical separation from Avalon Beach Village.

Distinguishing features include the natural beauty of the area, incorporating prominent coastal vistas, vegetation and a linear open space system that connect people from the beach and Avalon Headland and the residential suburb of North Avalon.

The precinct reflects the strong local connection to beach and surf culture.

Avalon Surf Life Saving Club (SLSC) is a key feature and a focus for social interactions and gatherings.





Southern Gateway Precinct

This Southern Gateway to Avalon Beach includes Avalon Golf Club and open spaces.

The Precinct is characterised by established high-value native vegetation that contains areas of high biodiversity and the ability for wildlife to connect to surrounding environmental areas such as Angophora Reserve to the west.

Avalon Public School is in the west of the Precinct.

Village Hub Precinct

Designing the place

Upgrade the intersection.

Upgrade the streetscape and public areas along Avalon Parade and Old Barrenjoey Road, incorporating new pavement treatments, street furniture, ambient lighting, landscaping and public art.

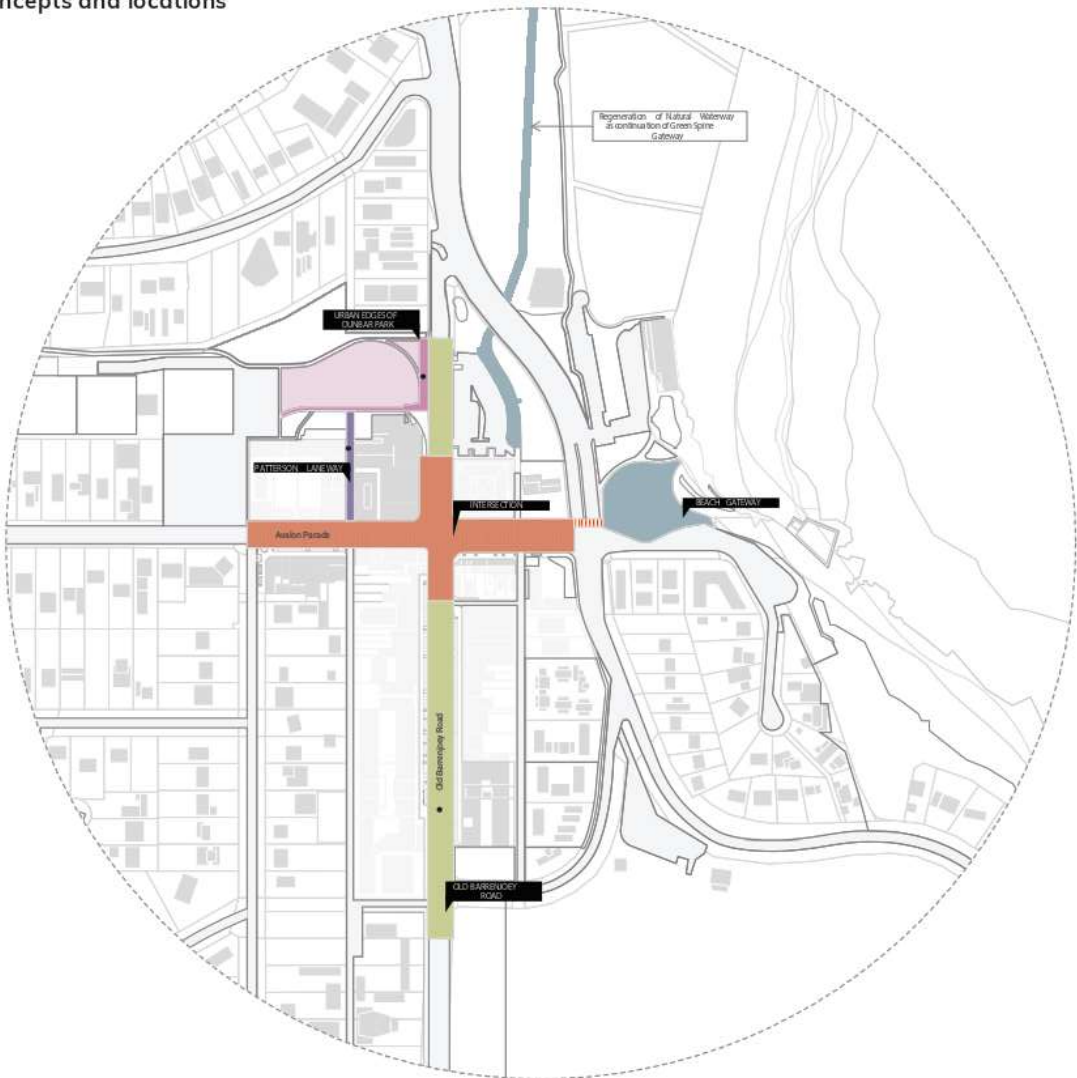
Establish a north-east and south-west cycleway network.

Improve Dunbar Park and playground.

Redesign Patterson Lane as an example of uplifting underutilised laneways into lively and active places with a variety of uses.



Key design proposal concepts and locations



Intersection Design

The question of what to do with the intersection of Old Barrenjoey Road and Avalon Parade is a hotly contested issue. Information gathered from the community over the past 25 years has consistently raised and identified safety concerns for both vehicles and pedestrians.

Overall the community feedback received during consultation strongly supported a pedestrian plaza for this space, followed by a shared zone. There are a number of traffic movement and distribution challenges for the broader road network associated with a pedestrian plaza. Given this, the preference from a traffic perspective is a shared zone.

Intersection improvements will achieve a greater balance between pedestrian and vehicle movement to create a safer pedestrian environment within a casual and laid-back village atmosphere.

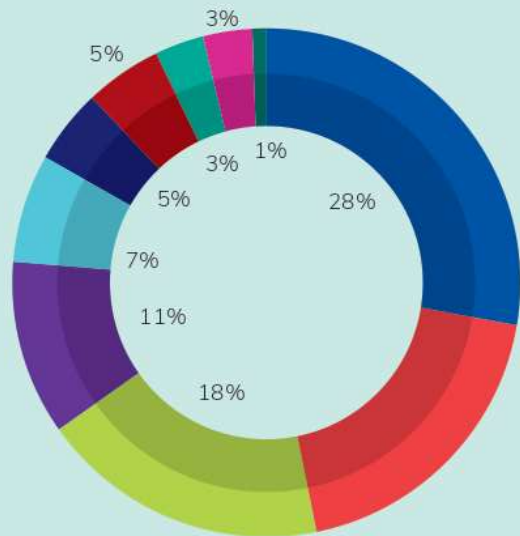
In moving forward, a temporary one way south bound shared zone of Old Barrenjoey Road north (between Avalon Parade and the entrance to the Woolworths car park) will be established for a trial period (minimum of six months).

This will allow the footpath to be widened and the street to be pedestrianised. The installation of street furniture and vegetation will also allow the community to use and experience the space in a new way.

The trial will also provide the opportunity to test the street design concept in real-time so that people can voice their views and provide feedback before a permanent street design is endorsed.



Avalon Pop Up Plaza - intersection change



- Full closure (28%)
- No preferred option selected (19%)
- Option two - shared zone (18%)
- Unrelated comments (11%)
- No change (7%)
- Roundabout (5%)
- Option one - minimal change (5%)
- Option three - one way (3%)
- Avalon Preservation Association option (3%)
- Traffic lights (1%)





Potential design solutions - temporary installation for the trial shared zone.



Informal opportunities for people to gather and relax



Unique furniture that reflects the community's artistic flair



Using timber and stone



Appropriate planting to soften area and create vibrancy



Repurpose objects to inject creativity

Streetscape improvements

Proposed improvement include:

Resurfacing footpaths and roads

Street planting and landscaping

Street furniture

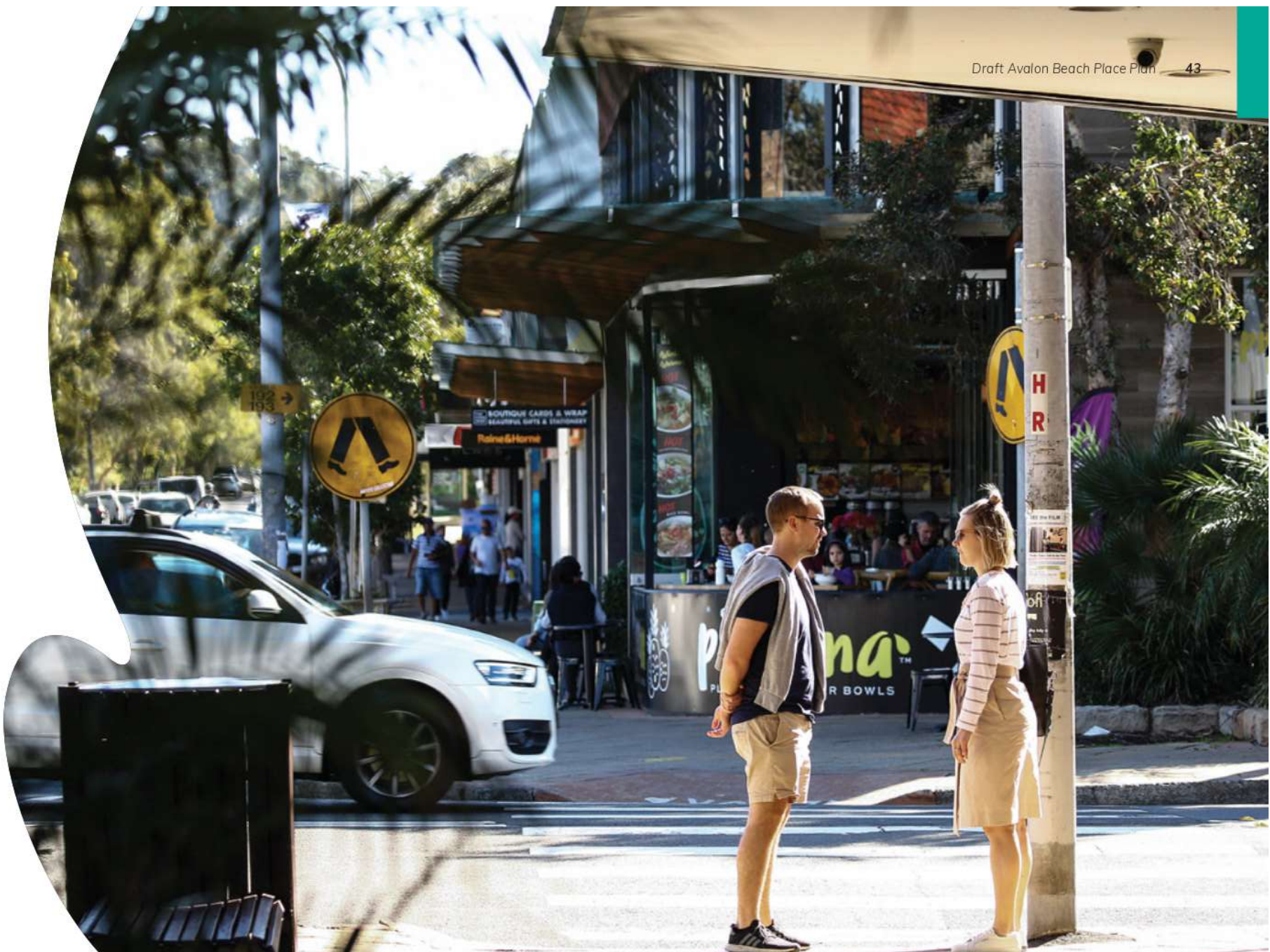
Art and performance spaces

Cycleway

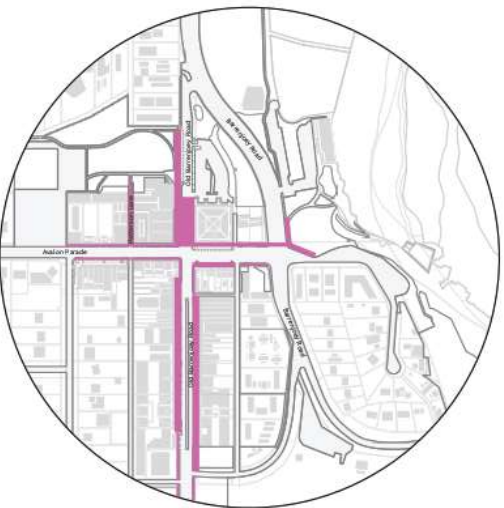
Improved street and ambient lighting

The streetscape today is characterised by inconsistent footpath paving and street furniture, untidy streets and laneways and underutilised street width in Old Barrenjoey Road (south).

Some elements are compatible with the style and character of Avalon Beach and these elements will guide the design and types of materials used for future improvements.



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Resurfacing

Streets can be quality spaces that support businesses and community interactions.

Widening the footpath in specific localities and resurfacing existing roads, footpaths and pathways will create a more uniform and attractive appearance. Creating a more enjoyable and safer place for pedestrian and retaining the casual vibe of the Village.





Cycleway

Cycling increases physical activity to promote and maintain good health, reduces greenhouse gas emissions, reduces traffic congestion and helps improve the flow of traffic.

The Northern Beaches Bike Plan 2020 aims to expand, improve and maintain the Safe Cycling Network. The Network is a safe and connected cycling environment that enables people of all ages and abilities to move safely between places and into residential areas.

Recreational cycling on the Northern Beaches has experienced a resurgence during the COVID-19 pandemic with more people than ever choosing this form of transport to connect. Cycleways and associated storage structures will improve connections to destinations such as Avalon Beach and headland, Barrenjoey High School and Avalon Public School.

The proposed cycleways will connect to regional and district routes to provide an integrated safe cycling network. The key district routes for the Avalon Beach area are Avalon Beach to Careel Bay and Avalon Beach Village to Old Wharf.





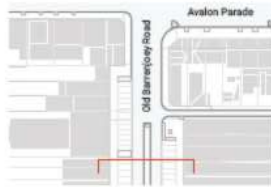
more street planting

more public seating

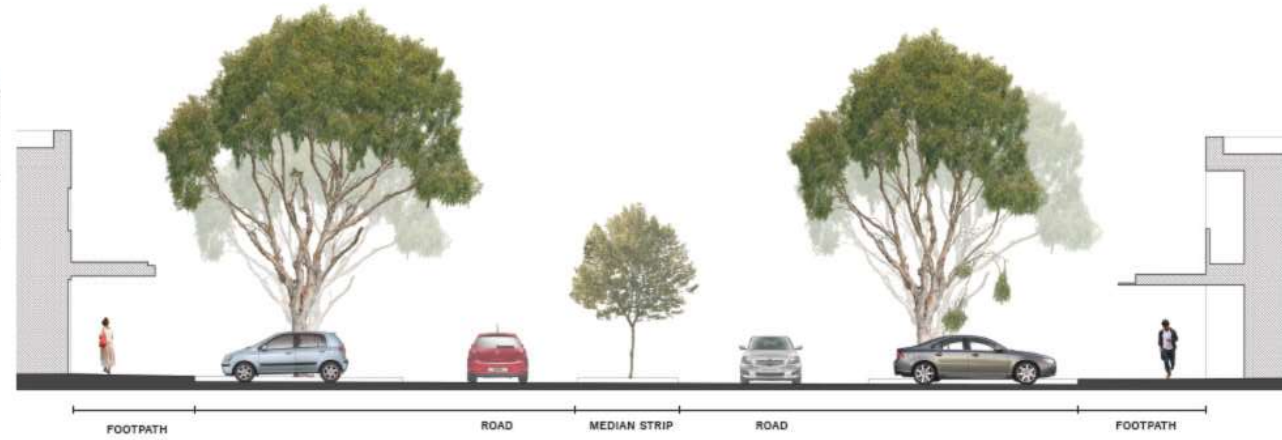
more bicycle storage

new cycleway

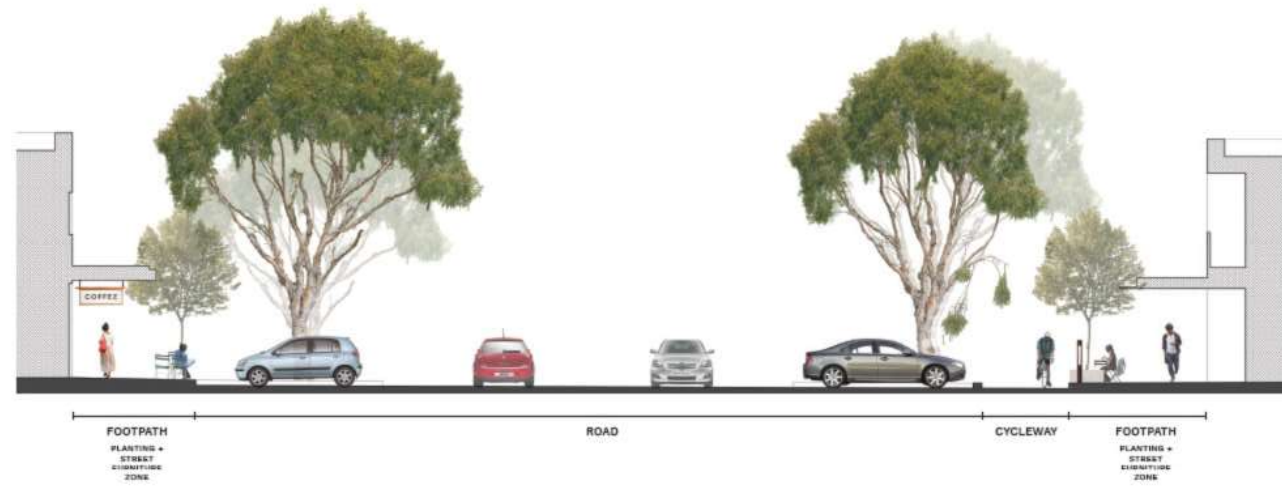
new lighting bollards



EXISTING



PROPOSED



Street furniture

Well-designed street furniture throughout the village will enhance the sense of liveliness and provide comfortable places for people to meet and gather.

Potential design solutions are informed by appropriate existing streetscape elements that reflect the unique style and laid back vibe of Avalon Beach.

Furniture items includes:

- street benches and plinths
- garbage bins that support recycling and reflect the creative flair of the area, such as an NBN Rapt with Art project
- bollards
- wayfinding

Potential design solutions



Bespoke timber benches in strategic locations



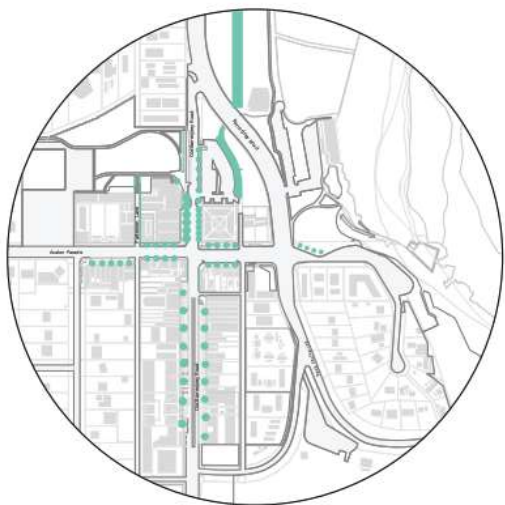
Bollards using natural material



Integrate local artwork into universal street elements



Combine the use of concrete, sandstone and timber.



Street planting

The natural beauty of Avalon Beach will be drawn into the village with increased street planting, garden beds and trees to provide a more comfortable, beautiful and healthy environment.

The focus is to increase the urban tree canopy and integrate greenery and vegetation not only into the streets and laneways, but also the built form.

Careel Creek could be regenerated to provide a green spine extending northwards and a valuable connection to Avalon Beach Reserve.

Potential planting solutions

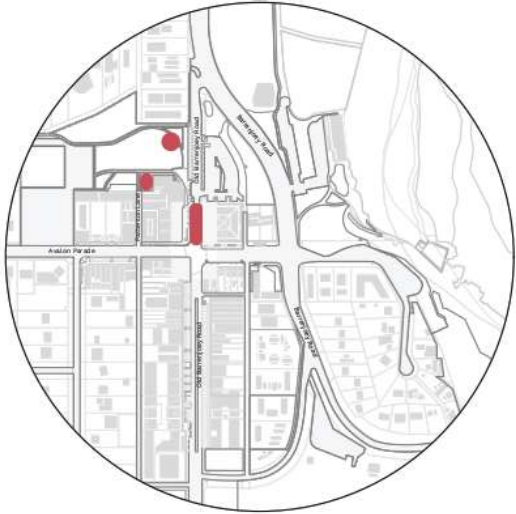
Source: McGregor Coxall



Planting to incorporate endemic native species



Regeneration to increase biodiversity and habitat values



Arts and performance

A range of public infrastructure in key locations throughout the Village will be designed for performances and bring people together. Elements include shelters, platforms and stages that incorporate power to support events such as busking, music sessions, outdoor cinemas and markets.



Spaces to support local performances



Street art to enliven the streetscape and laneways





Lighting

Creating a vibrant, safe and enjoyable night-time environment requires additional layers of lighting, extending beyond traditional street lights. The approach is to provide additional lighting along Old Barrenjoey Road and Avalon Parade and key destinations and pedestrian such as Patterson Lane, Dunbar Park and Avalon Beach.

Proposed lighting will incorporate architectural feature lighting, promenade lighting and up lighting of key natural elements.

Possible design solutions



Lighting in key destinations



Feature lighting to activate spaces



Continuous well lit connections



Ambient lighting



Dunbar Park improvements

A range of improvements for Dunbar Park will make the park more appealing and useable for a range of activities, including performances and events and comfortable places for people to meet, gather and play.

- add additional lighting, to provide a sense of liveliness and safety.
- increase public seating to provide opportunities for people to gather and relax, including seating, picnic benches and tables.
- increase native planting.
- install new bike lane and parking structures.
- increase footpath width and wooden seating platforms along the park edge.
- provide a shelter for shade and weather protection along with opportunities for arts and a performance venue.
- redesign the existing playground to incorporate universal design and nature-play features.
- extend access to toilet facilities for park users.



Potential design solutions - Nature play

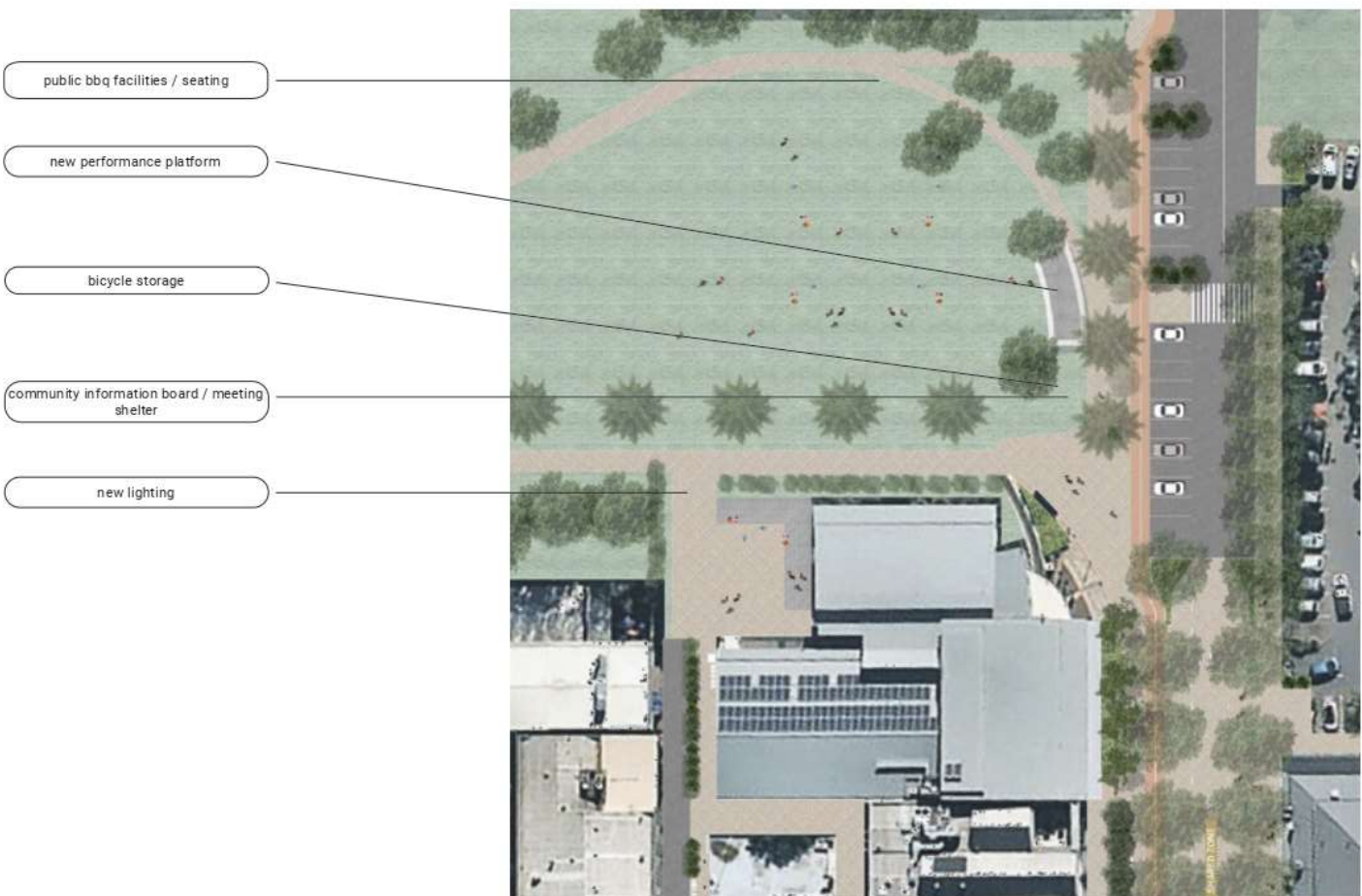


Nature play



Unstructured and natural elements









Indicative design solutions



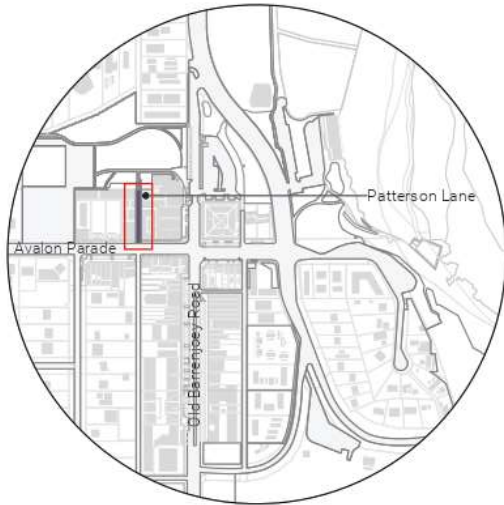
Design palette of natural materials



Open space art exhibitions



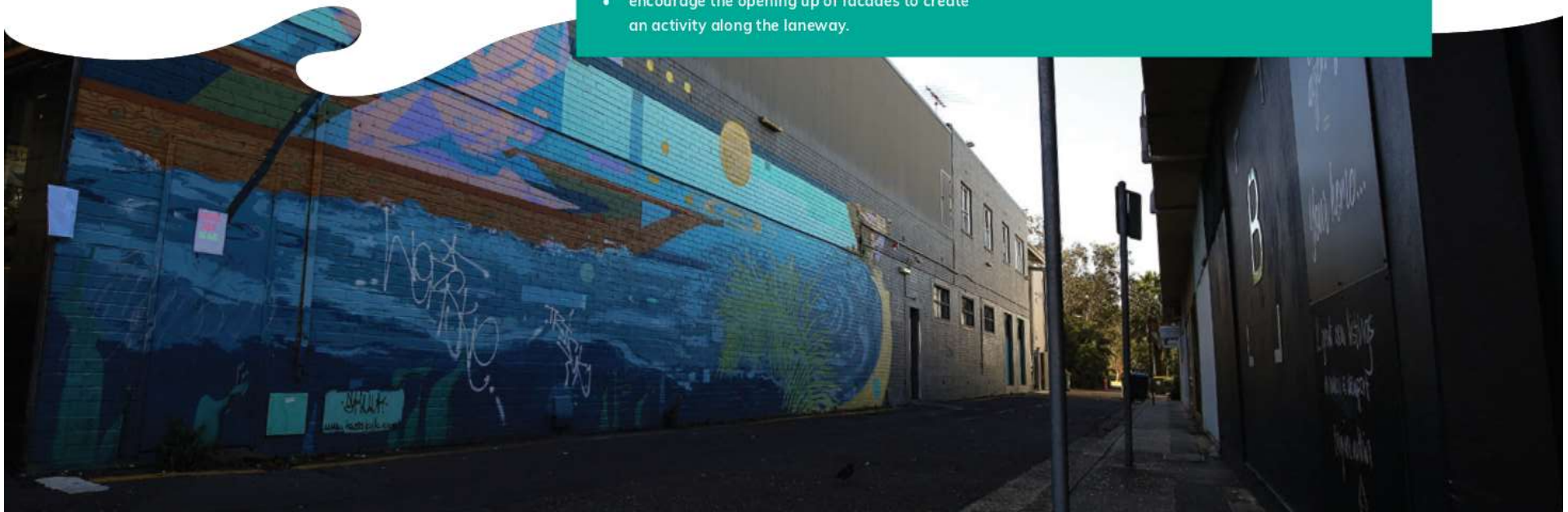
Installations to celebrate local artists and creatives



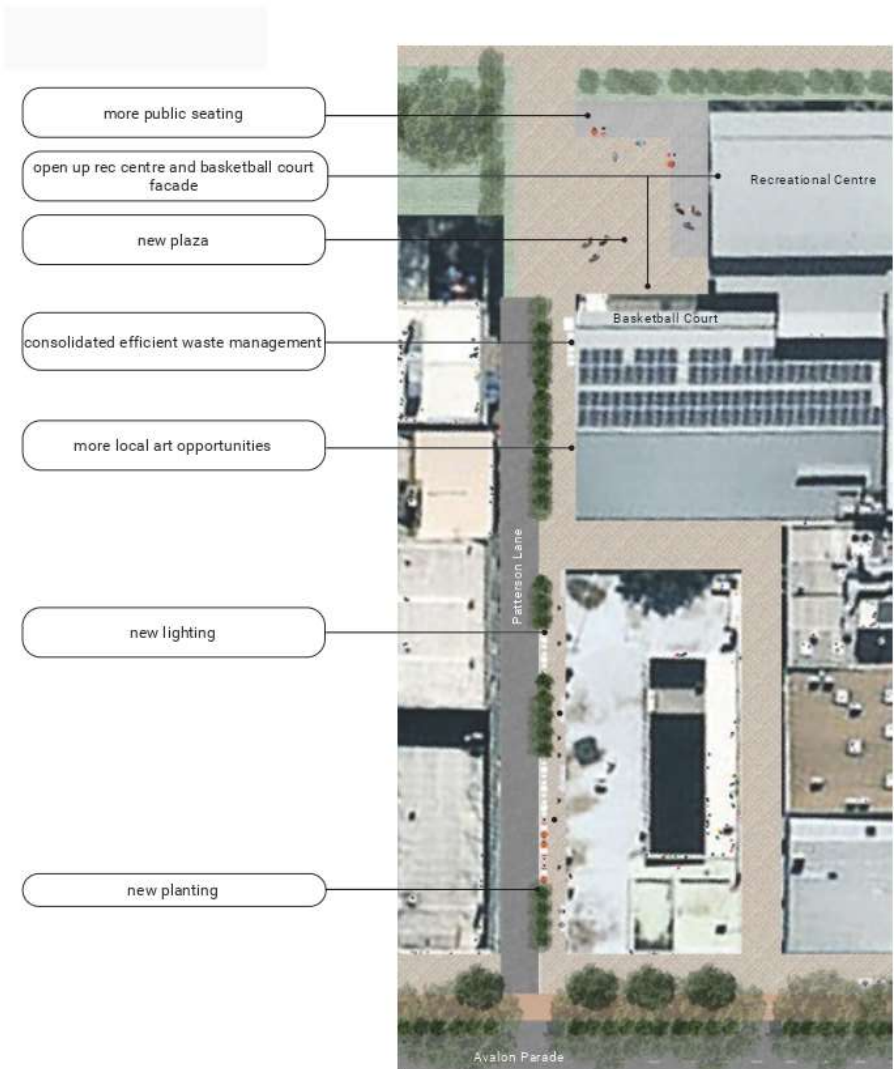
Patterson Lane redesign

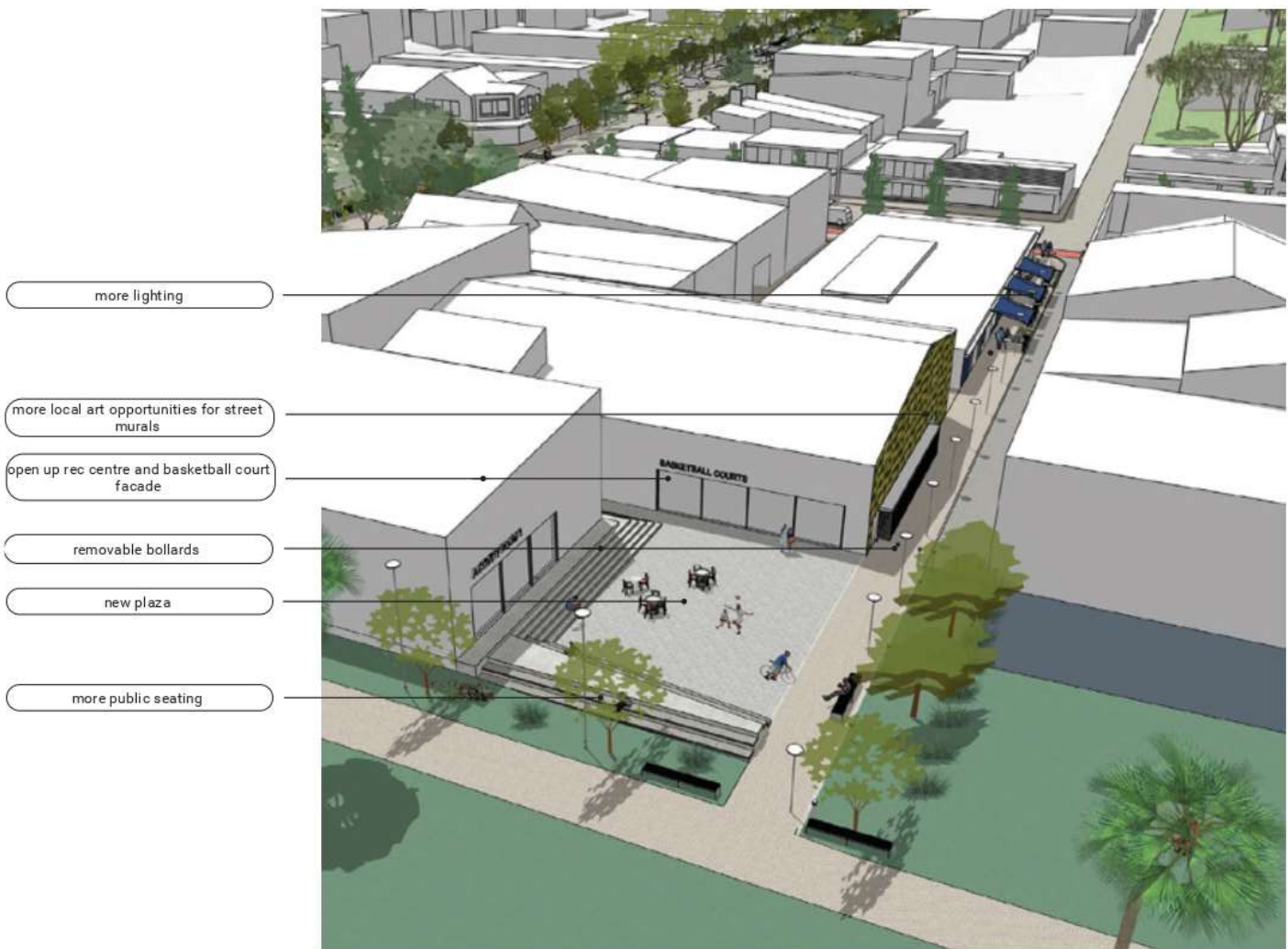
A range of improvements will activate Patterson Lane and bring more people into the area.

- reinforce and improve pedestrian connection between Dunbar Park and Avalon Parade
- add lighting to provide a sense of liveliness and safety.
- increase public seating
- incorporate planting to green and soften area.
- encourage the opening up of facades to create an activity along the laneway.
- provide shade and weather protection to the commercial area via awnings or landscape treatments using cable trellis and vining.
- incorporate street art and installations, with an emphasis on local creatives.



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Potential design solutions



Art in public places with emphasis on local creatives



Street furniture and activity



More pedestrians in laneways



Green design



Celebrate creativity



Provide a roster of different art displays

Coastal Fringe Precinct

Designing the place

Improve pedestrian connection linking village to beach.

Widen the footpath with distinct pedestrian and bike paving.

Incorporate new planting along road Avalon Parade.

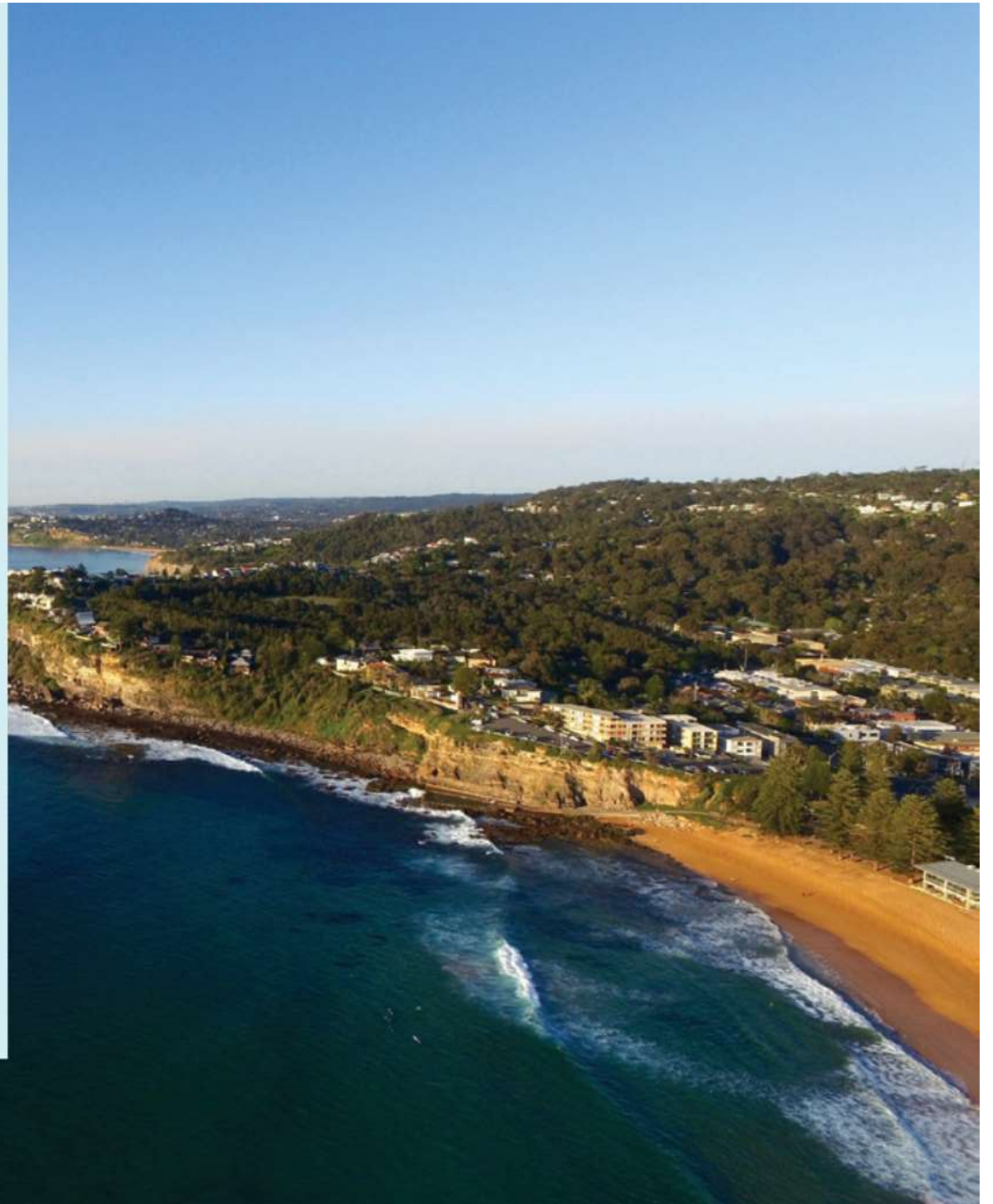
Provide new public seating.

Improve the bus shelter.

Improve the forecourt of Avalon Beach Rockpool and creatively design safety fencing.

Enhance North Avalon Beach car park and reserve.

Protect and enhance environmental values.



Key design proposal concepts and locations



Beach Gateway

Proposed improvements focus on creating a functional and attractive entry statement and a stronger connection between Avalon Beach village and the beach.

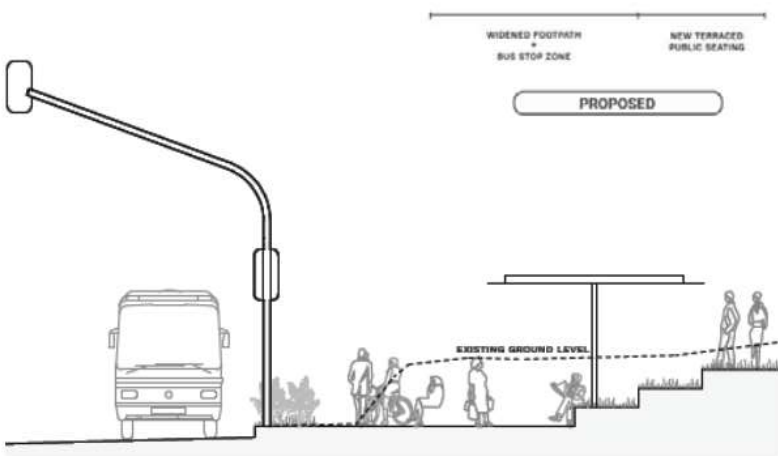
The entry to Avalon Beach Village and beach does not celebrate the areas scenic beauty. The area is dominated by the utilitarian transport corridor of Barrenjoey Road and an inaccessible embankment that masks the beauty and vistas of Avalon Beach and the foreshore beyond.

There is poor connection to Avalon Beach, narrow pedestrian pathways and a lack of seating and rest areas to meet and gather.

- Create a terrace embankment on the corner of Barrenjoey Road and Avalon Parade to allow wider footpaths and additional seating for bus passengers.
- Widen footpaths on the eastern side of Barrenjoey Road.
- Make it easier for people to walk between the beach and the Village.
- Add planting along the road.
- Introduce cycleways and bike infrastructure.
- Improve ambient lighting, including the bus zone and shelter.
- Provide new signage.







North Avalon car park and Des Creagh Reserve

The area has a range of unique qualities that can be enhanced if better used this naturally beautiful and peaceful place is.

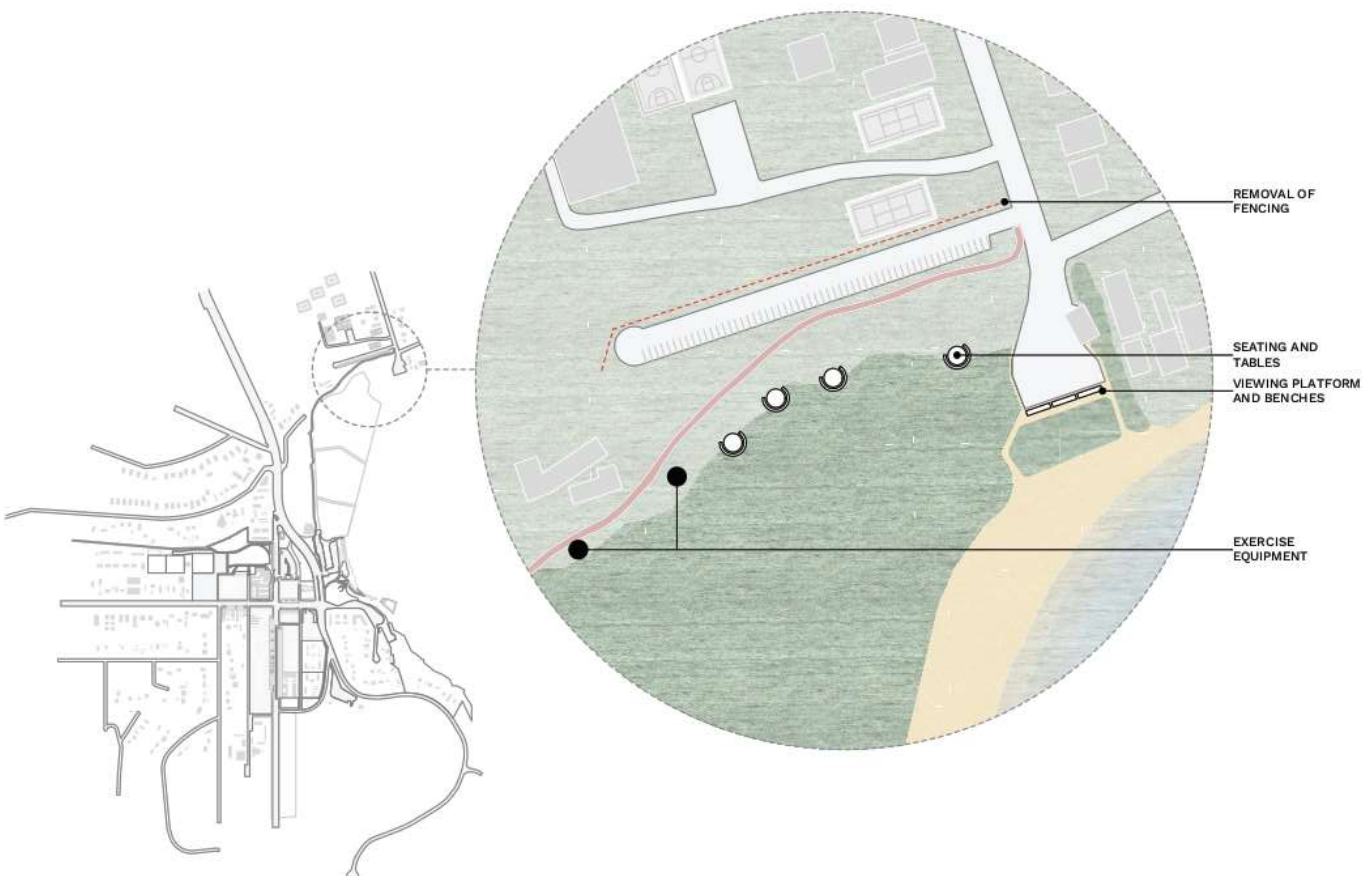
Proposed improvements will open up the area and allow uses such as tennis courts and community garden to more seamlessly flow into the overall area.

Additional seating and benches set near the fringe of the landscaped edges will provide options for people of all ages to get together while viewing platforms will allow people to relax and enjoy the views.

- remove fencing along northern boundary of car park.
- provide opportunities for a range of uses such as, informal sport and exercise, children's play and picnic area.
- add seating.
- provide viewing platforms to capture coastal vistas.
- add planting in strategic locations.



Indicative design concept





Potential design and material

- simple design form with traditional and classic beach elements.
- off-form concrete.
- hardwood.



Avalon Beach Rock Pool Area

The rockpool is the perfect location to cool down in calmer waters or relax and enjoy the surrounds.

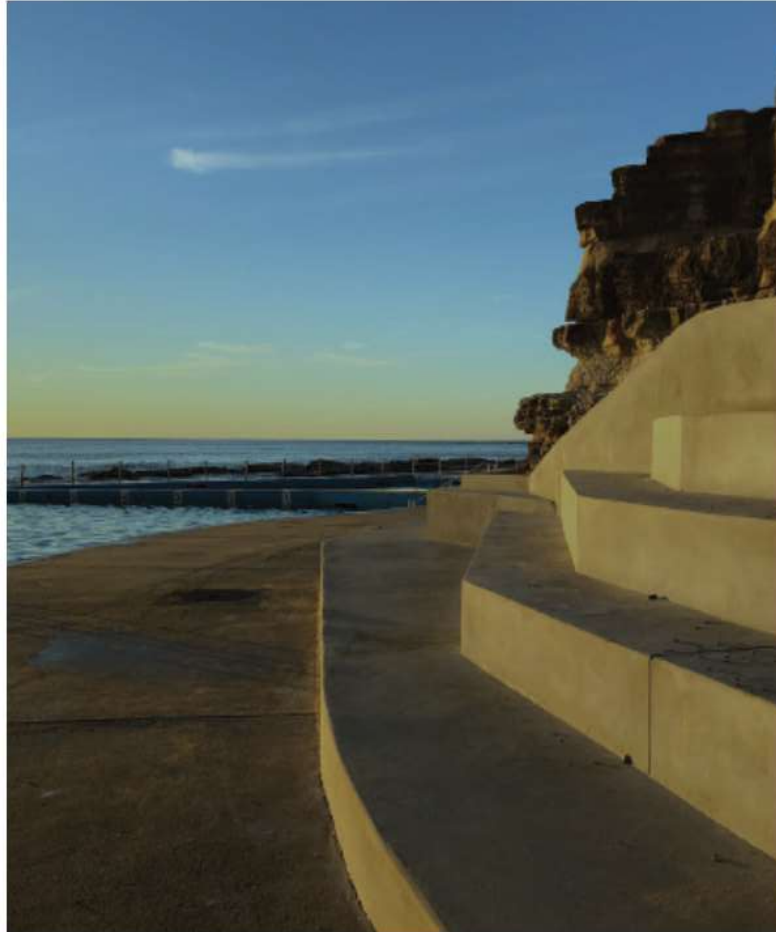
Set against the rock-face the pool is dominated by obtrusive rock fall protection fencing, necessary for public safety and limited bench seating.

Due to the beautiful natural setting only minor improvements have been identified that centre on additional bench seating and relax and if a creative solution to improve the look of the fencing.

- increase bench seating.
- commission temporary art installation on fencing.



Possible design solutions



Additional seating



Creative design



Engage with creatives to design and install art installations

Southern Gateway Precinct

Designing the place

Explore opportunities to incorporate additional active recreational facilities into the area.

Work with the local community to design a distinctive southern gateway statement.

Incorporate wayfinding.

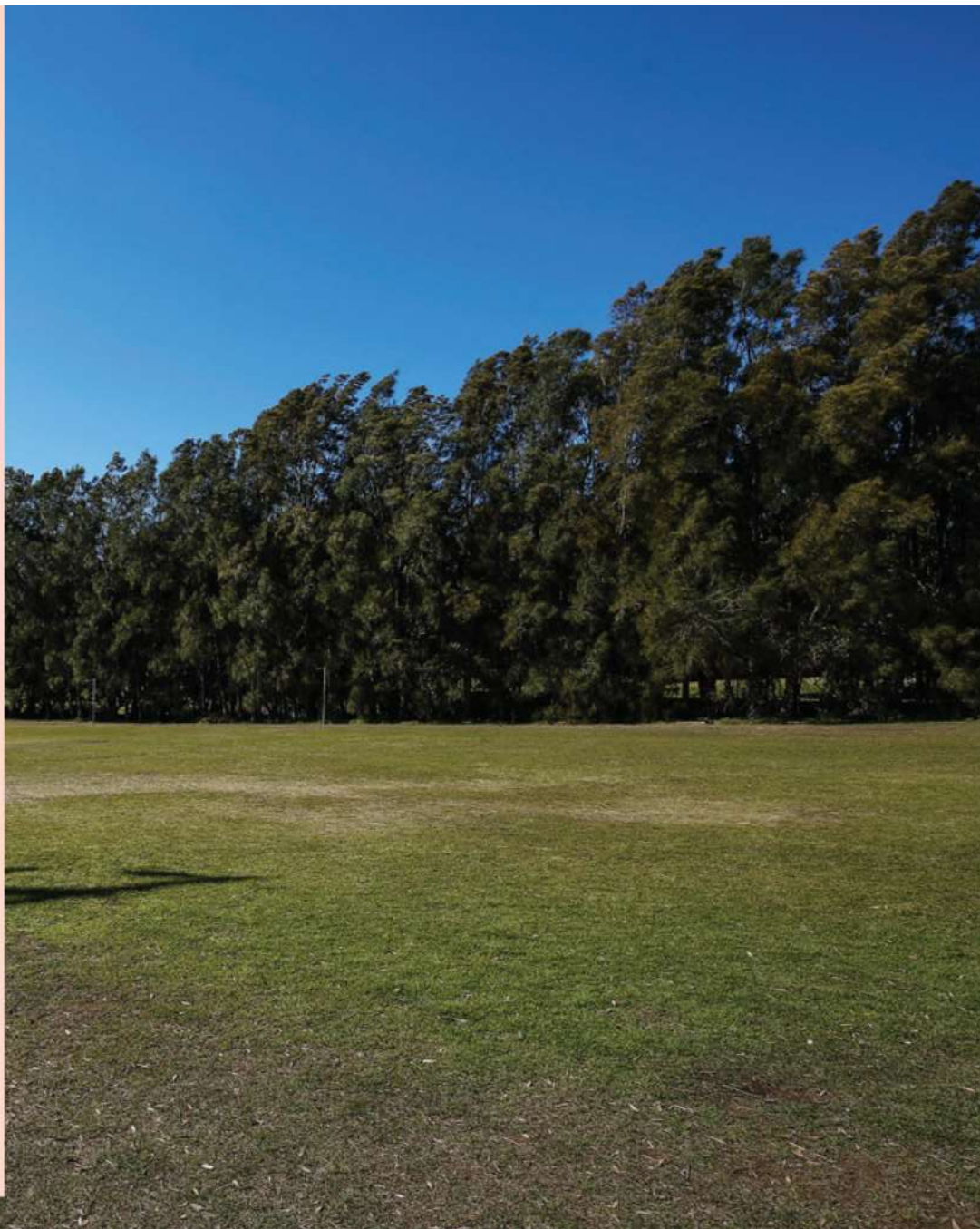
Develop a local storytelling trail that links with the Coast Walk Public Art Trail and celebrates the heritage, creativity and community of Avalon Beach.

Explore opportunities to build on the Avalon Workshop in relation to local arts and culture.

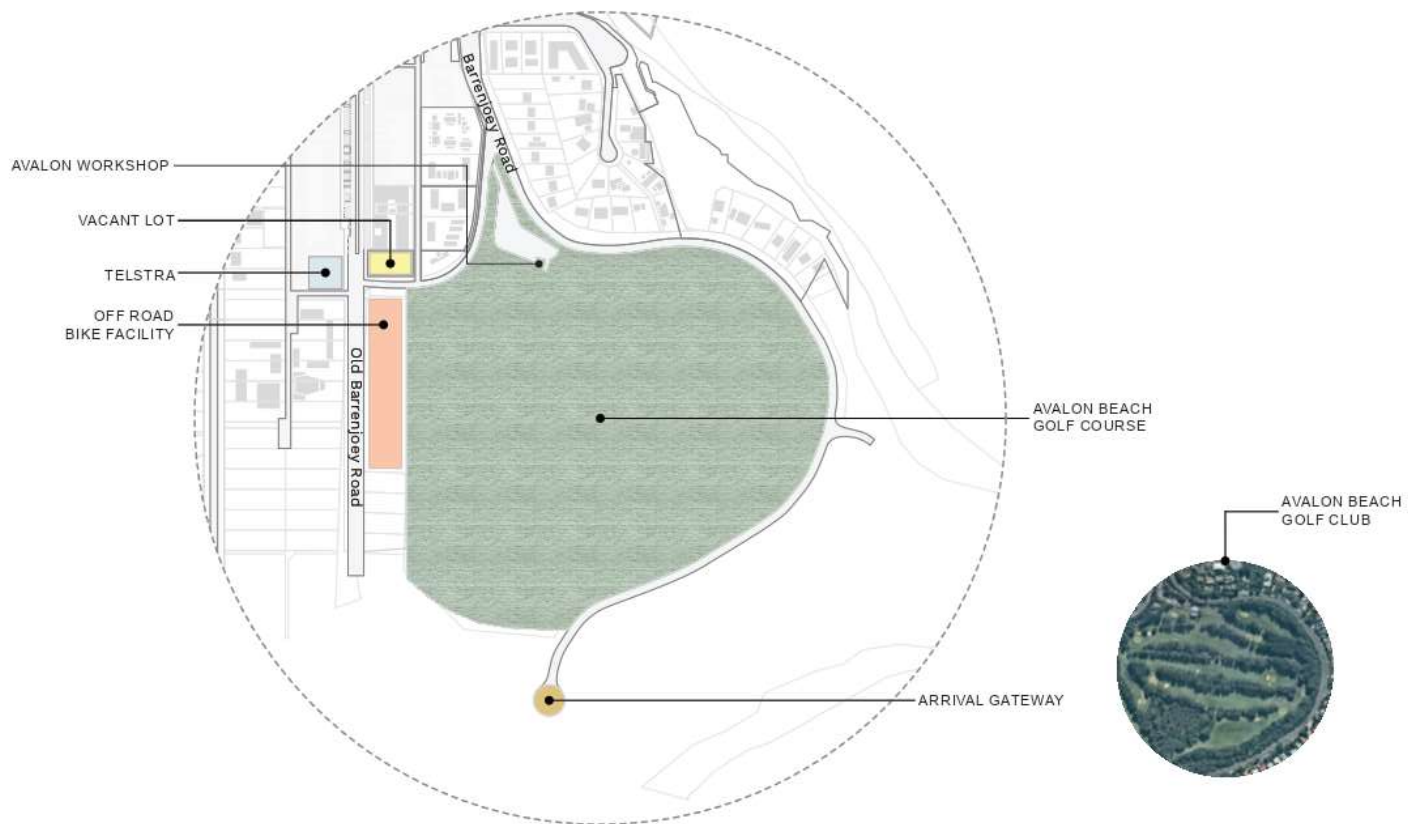
Work with local property owners to develop temporary furniture and uses on prominent sites and vacant land.

Install a small-scale creative solution on hand rails on eastern side of the roundabout to celebrate arrival to Avalon Beach.

Create an off-road bicycle facility aimed at young people on section of open space opposite Avalon Public School.



Key design proposal concepts and locations



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Proposed design of Avalon Workshop



Proposed design solutions



Temporary seating to increase activity, create interest in disused and under utilised spaces.



Art in public spaces to enhance and activate empty spaces

Where to next?

Implementation

The Avalon Beach Place Plan is a framework for community-led action. It seeks to achieve the community future vision for the area through actions and precinct design proposals and provides recommendations for enhancing and revitalising Avalon Beach through public space and infrastructure improvements, programmes, events and activations.

Timeframe

The Plan will be implemented through a staged approach, with each action allocated an indicative timeframe for delivery.

Indicative timeframes include:

Quick wins	<2 years
Short-term	1 - 3 years
Medium-term	3 - 5 years
Long-term	5 - 10 years

Funding

The Avalon Beach Place Action Plan recommendations will need a source of funding.

While Council is ultimately responsible for funding there are varied methods of funding available that could be considered These include:

1. Council
 - capital Works Program
 - Section 7.12 contributions
 - grant applications (State/Federal government)
2. Public private partnership
3. Crowdfunding

Indicative Cost

Approximate cost ranges are outlined as low, medium, high or significant. The costings are indicative only and represent a general guide.

Key

Low	(\$0 - \$15,000)	
Medium	(\$16,000 - \$500,000)	 
High	(\$501,000 - \$5,000,000)	  
Significant	(\$5,100,000 upwards)	   

Avalon Beach Place Action Plan

No.	Action	Responsibility	Cost
Quick wins (1-2 years)			
1	Incorporate recycling waste bins in strategic locations (customised with local artist works) into streetscape enhancement works.	Council	
2	Increase tree and vegetation planting throughout Avalon Beach with species endemic to Avalon Beach with the intention of increasing biodiversity.	Council	  
3	Create an annual program of events that celebrate the unique character of Avalon Beach	Council Avalon Palm Beach Business Chamber	
4	Develop an online business walkabout map, promoting Avalon Beach businesses and attractions to visitors and the wider area.	Council Avalon Palm Beach Business Chamber	
5	Trial monthly markets, in Dunbar Park, with a focus on fresh produce, arts and crafts	Council Avalon Palm Beach Business Chamber	
6	Explore opportunities to establish new or expand existing film festivals and outdoor cinema nights.	Council Avalon Palm Beach Business Chamber	
7	In-line with the Connected Through Creativity 2029 Northern Beaches Arts and Creativity Strategy develop a busker program to provide entertainment in designated areas of the village in collaboration with Avalon Palm Beach Chamber of Commerce	Council Avalon Palm Beach Business Chamber	

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No.	Action	Responsibility	Cost
8	Provide pop-up play spaces and active play elements throughout the Village, such as table tennis and chess.	Council	
9	Work with Avalon Palm Beach Business Chamber and businesses to run a 'Shop Local' campaign to highlight the importance of supporting local retailers.	Council Avalon Palm Beach Business Chamber	
10	Introduce a staged approach to the intersection upgrade of Old Barrenjoey Road and Avalon Parade including a trial of a temporary one way shared zone to inform permanent road and streetscape improvements.	Council NSW Road and Maritime Services (NSW RMS)	 
11	Prepare urban design guidelines and controls for the village centre that reflect the unique and distinctive character of the locality, embrace sustainability concepts, exemplary and biophilic design.	Council	
12	Redesign of Dunbar Park playground to incorporate nature play and universal access.	Council	 
13	Commission art installation on rock pool safety fencing.	Council	 
Short-term (1-3 years)			
14	Review and amend Dunbar Park Plan of Management and the Ocean Beaches Plan of Management to support actions outlined in the Plan.	Council	
15	Create an off -road bicycle facility aimed at young people	Council	  
16	Protect the quality and quantity of existing native bushland and open space from encroachment from new development.	Council	
17	Review the Development Control Plan to ensure sustainability outcomes, including green architecture and Biophilic design.	Council	

No.	Action	Responsibility	Cost
18	Provide a range of ambient lighting within the village.	Council	  
19	Provide additional lighting along the southern edge of Dunbar Park to provide a sense of liveliness and safety.	Council	 
20	Improve the pedestrian experience by renewing and constructing new footpaths, creating wide pavements that link activity areas, transport and beach, as recognised by the Avalon Pedestrian Accessibility and Mobility Plan (PAMP) and Walk Northern Beaches	Council	   
Medium-term (3-5 years)			
21	Encourage temporary uses in vacant shops, supported by the Avalon Town Centre Retail Analysis, to retain a vibrant village	Council Avalon Palm Beach Business Chamber	
22	Encourage unique and diverse retailers by working with Avalon Palm Beach Business Chamber to establish mentoring programs and initiatives to support local start-up businesses and young entrepreneurs.	Council Avalon Palm Beach Business Chamber	
23	Develop a "How to Guide" to provide information on event planning, permit processes and approvals to encourage small-scale community-led projects.	Council Avalon Palm Beach Business Chamber	
24	Implement the recommendations of the Avalon Beach Parking Study, including the preparation of integrated signage plan, simplification of parking controls and relocation of long stay parking spaces.	Council	  
25	Increase opportunities for art in public spaces, including street art, art installations and sculptures that complement the character of Avalon Beach.	Council	 
26	Expand opportunities presented by the Coast Walk and Public Art Trail to encourage people to detour off the trail and explore the village.	Council Avalon Palm Beach Business Chamber	 

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No.	Action	Responsibility	Cost
27	Install wayfinding signage in key strategic locations throughout all precincts, directing to key places within the village and adjoining recreational areas.	Council	 
28	Advocate for multi-use of existing spaces and facilities such as school grounds outside of operational hours.	Council	
29	Encourage unique and diverse retailers by supporting local start-up businesses. Encourage unique and diverse retailers by working in collaboration with Avalon Palm Beach Business Chamber to establish mentoring programs and initiatives to support local start-up businesses and young entrepreneurs	Council Avalon Palm Beach Business Chamber	
30	Encourage active transport within the village centre by improving the existing pedestrian network connecting the surrounding residential areas to the village centre and increase cycling infrastructure.	Council	
31	Encourage land owners and developers to utilise vacant land within the village for temporary uses, installations and events.	Council Avalon Palm Beach Business Chamber	
32	Encourage businesses and entertainment that support a vibrant village centre and evening economy, whilst minimising potential noise conflict and balancing the needs of current and future residential uses above street level.	Council	
33	Activate Patterson Lane through a range of improvements focused on enhancing the overall amenity of the area, supporting pedestrian access and providing ambient lighting. Initial work to focus on reconfiguring the bin storage area, followed by street art and installations, upgrading pavement treatment and enhancing interface with Dunbar Park to improve amenity and support pedestrian access.	Council	  
34	Foster opportunities to celebrate the communities creativity through village laneways, open spaces, vacant shops and land via outdoor public art, installations, art boxes and pop ups.	Council	 
35	Increase seating opportunities throughout the village for people to gather and relax, including, seating, picnic benches and tables.	Council	 

No.	Action	Responsibility	Cost
36	Provide a range of outdoor activities, exercise and sporting structures in open space areas that complement the natural setting	Council	 
37	Remove fencing along northern boundary of car park at Des Creagh Reserve to increase connectivity between surrounding community based uses.	Council NSW Department of Education	 
38	Explore opportunities for Des Creagh Reserve to be used for a range of uses such as informal sport, active play and picnic area.	Council	 
39	Recognise and celebrate the local heritage of the area, both indigenous and non-indigenous, through interpretative information, signage and online heritage trail. Explore opportunities to link with the Coast Walk Public Art Trail	Council	 
40	Create a sense of arrival into the village through local art and signage which reflects the heritage and creativity of the area.	Council	 
41	Explore opportunities to build upon the Avalon Workshop in relation to local arts and culture	Council	 
42	Work with local property owners to develop temporary treatment and uses on prominent sites and vacant land.	Council	 
Long-term (5-10 years)			
43	Investigate opportunities to naturalise Careel Creek and stormwater drainage systems within and surrounding the village centre.	Council	  
44	Incorporate art in public places, performances spaces and cultural activities in community places to increase vibrancy.	Council	  
45	Incorporate urban greenery and vegetation into the built form and laneways, such as green laneways and greenways.	Council	  

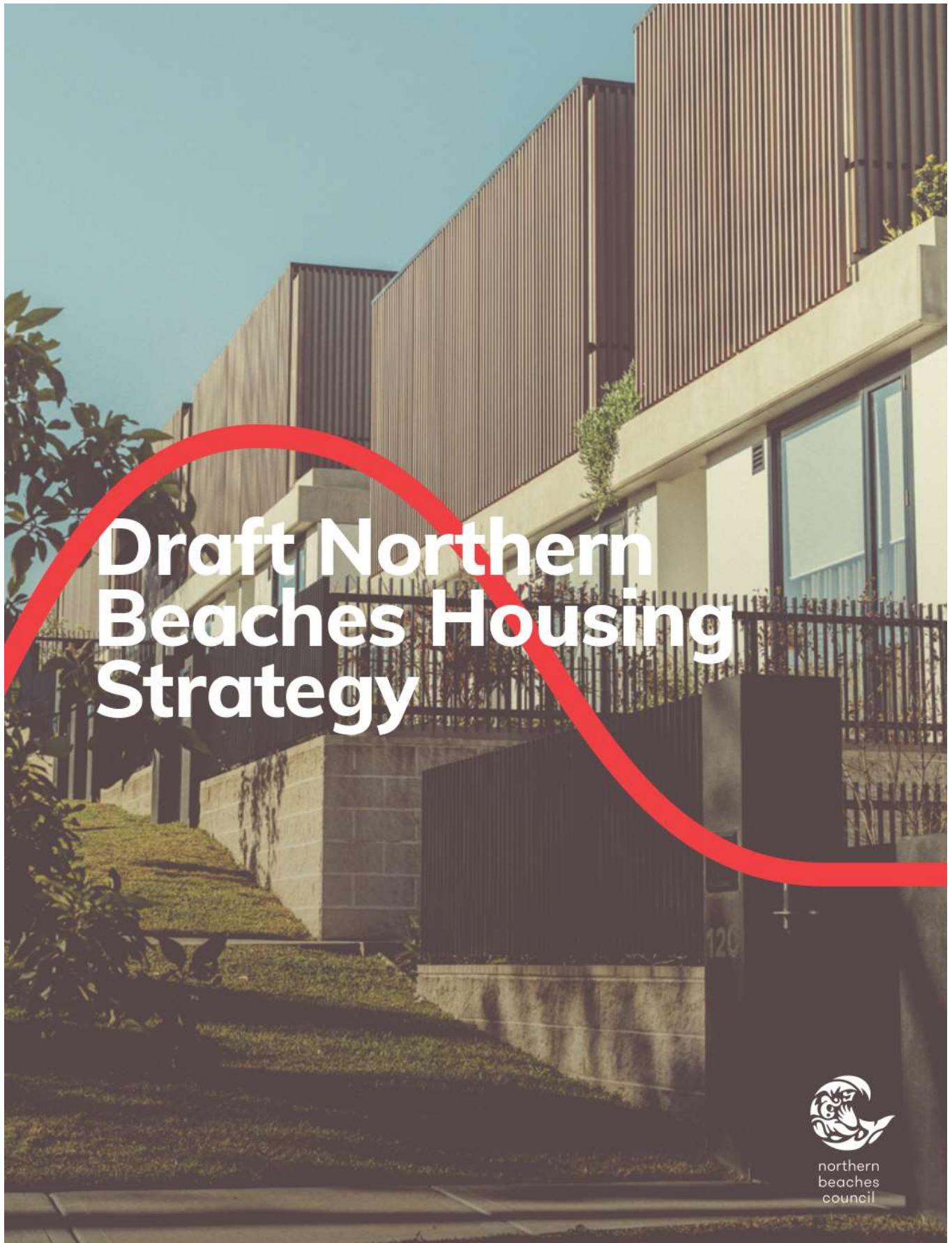
No.	Action	Responsibility	Cost
46	Maintain the integrity of the existing land zoned B2 Local Centre to retain a range of retail, business, entertainment and community uses.	Council	
47	Install outdoor seating in strategic locations throughout the village and Dunbar Park to provide places for people to meet and gather.	Council	 
48	Create a low-vehicle speed pedestrian environment throughout the village through urban design and traffic calming methods incorporating formal bike paths within the village.	Council	   
49	Identify opportunities to ensure playgrounds are inclusive, adapted and safe for multiple age groups.	Council	 
50	Continue to explore opportunities to improve and upgrade the design of laneways, with a focus on creating alternative pedestrian connections throughout the village, opportunities for art and increased landscaping.	Council	  
51	Activate the edges of Dunbar Park by increasing the footpath width and the provision of benches and seating.	Council	 
52	Provide a shelter in Dunbar Park for shade and weather protection along with opportunities for arts and a performance venue.	Council	   
53	Investigate opportunities for extended access to toilet facilities for Dunbar Park users.	Council	 
54	Enhance and activate spaces within Avalon Beach Reserve, Avalon rock pool area and north Avalon carpark.	Council	   
55	Incorporate a cycleway along old Barrenjoey Road and Avalon Parade and provide bicycle facilities throughout the village.	Council	   
56	Provide seating and tables at Des Creagh Reserve.	Council	 

No.	Action	Responsibility	Cost
57	Provide viewing platform and bench seating at North Avalon carpark area	Council	   
58	Increase the capacity of existing bench seating at the Avalon Beach rock pool.	Council	  









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Key Terms and Definitions

Boarding houses	Buildings that provide multiple rooms for rent with generally shared communal facilities.
Centres Renewal Framework	Approach taken in the Local Housing Strategy (LHS) for planning for new housing around key centres.
Centre Investigation Areas	Areas within one kilometre of identified centres along the existing B-Line which will be investigated for future housing.
CHP	Community Housing Provider – organisations which own and/or manage community housing dwellings.
DPIE	NSW Department of Planning, Industry and Environment.
DCP	Development control plan – sets out detailed rules for development within LGAs.
Residential flat buildings	Includes dwellings in blocks of flats or apartments. These dwellings do not have their own private grounds and usually share a common entrance foyer or stairwell. This category also includes flats attached to houses such as granny flats, and houses converted into two or more flats. Also known as residential flat buildings.
FSR	Floor space ratio – ratio of floor space to lot area permitted under planning controls.
GSC	Greater Sydney Commission.
GSRP	Greater Sydney Region Plan – Greater Sydney’s strategic plan, developed by the GSC.
LAHC	NSW Land and Housing Corporation.
LEP	Local environmental plan – legislation which regulates land use and development within an LGA.
LGA	Local government area.
LHS	Local housing strategy – sets out a vision for housing in an LGA.
LSPS	Local strategic planning statement – sets out a 20-year vision for land use in an LGA.
Missing middle	Low-scale infill housing that can increase housing diversity in existing areas while being compatible with existing housing character.

Key Terms and Definitions

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MRA	Metropolitan Rural Area – areas within the metropolitan boundary that are outside of the planned urban area.
Multi-unit or multi-dwelling housing	Generally refers to three or more dwellings (attached or detached) on one lot of land, including typologies such as terraces and townhouses.
Other dwellings	Other types of dwellings that do not fit into standard separate, semi-detached or unit categorisations, such as caravans, cabins, houseboats or improvised homes.
Private market housing	Housing owned or rented through the private market without government subsidy.
RAI	Rental Affordability Index – a measure of the relative affordability of housing in different areas based on rents and incomes.
SAH	Social and Affordable Housing – includes public housing, community housing and affordable rental housing, targeted to very low, low and moderate income households.
Secondary dwellings	Self-contained dwellings established in conjunction with another dwelling on the same lot of land, which can be attached to or separate from the principal dwelling.
Semi-detached dwellings	Includes semi-detached, row or terrace houses, townhouses and similar. These dwellings have their own private grounds and no other dwelling above or below them. They are either attached in some structural way to one or more dwellings or are separated from neighbouring dwellings by less than half a metre.
Seniors living accommodation	Dwellings targeted to older people, including retirement villages, assisted living facilities and nursing home beds.
Separate houses	Houses separated from other dwellings by a space of at least half a metre. A separate house may have a flat attached to it, such as a granny flat or converted garage. Also referred to as detached housing.
SEPP	State environmental planning policy – State-level planning instruments that set out rules for matters of State/regional environmental significance and can override LEPs.

Executive Summary

Introduction

This Northern Beaches Local Housing Strategy (LHS) looks at the mix of housing in the Northern Beaches Local Government Area (LGA) today, and at the kind of housing that will be needed in the future.

It considers trends in terms of population growth and change; household size and mix; lifestyle issues such as affordability, sustainability and building resilience; and housing diversity, including housing types such as boarding houses, seniors housing and social and affordable housing.

The LHS is shaped by the following vision:

As the Northern Beaches community grows and changes, residents will be able to find the right housing that meets their needs, lifestyles and budgets.

This diverse mix of homes will be contained primarily within existing urban areas, with their design and construction respecting the area's heritage, environmental features and existing character.

New housing will be focused in and near centres where people can easily access public transport or walk or cycle to shops and services. This means that many parts of the LGA will only experience minimal change.

The mix of new housing will include well-designed flats, low rise dwellings, and social and affordable housing, including boarding housing. Seniors housing will be developed in areas that will allow older people to easily access transport and services.

This mix will mean that young and older residents can continue to live on the Northern Beaches in the community they know.

New housing will follow the principles of sustainable development, designed to reduce energy and water use and take advantage of natural elements such as breezes and heat. People will be less likely to use their cars and will enjoy living near new and enhanced open space areas.

The LHS is informed by ongoing consultation, State and local strategic plans and policies, technical studies and analysis and an Issues and Opportunities Paper

The LHS will guide Council's planning for a diversity of housing in the right places. Overall, this means that many parts of the LGA will only experience very minimal change, ensuring that the LGA's character and environment will be retained.

Strategy and implementation

The LHS proposes a range of actions in five priority areas and identifies relevant NSW Government and other agencies who may need to assist to achieve the vision.

These five priority areas are:

- **Priority 1: Housing targets**
- meet District Plan and 6-10 year housing target.
- **Priority 2: Detailed planning for centres**
- establish sufficient capacity to accommodate housing demand around existing centres
- **Priority 3: Social and affordable housing**
- encourage the provision of affordable housing and plan for boarding house in appropriate and accessible locations
- **Priority 4: Precinct sustainability and housing**
- investigate and support sustainable housing precincts
- **Priority 5: Planning for seniors housing**
- incentivise the provision of seniors housing in the right locations.

Priority 1: Housing targets

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Meet District Plan and 6-10 year housing target.

The Northern Beaches will be home to a population of 288,431 people in 2036, an increase of 22,963 people from the 2016 Census. We need to plan for about 12,000 new dwellings by 2036.

We expect demand for separate houses with gardens will remain. However, suitable land for this type of housing is limited and environmental and other constraints make it difficult to plan for more of this type of dwelling. Instead, people looking for that type of housing will have the option to live in larger forms of attached or compact low-rise dwellings that offer people a small garden or courtyard, as well as residential flat buildings.

Most housing built in recent years was flats, units or apartments. We have also witnessed higher numbers of secondary dwellings (granny flats), boarding houses and seniors living developments.

When we look at what can be achieved under current planning controls, and take into consideration the potential of the Frenchs Forest precinct (which is being planned by the NSW Government), we estimate there is capacity for a further 12,700 dwellings. However, we have also done a general analysis of what is financially feasible; this analysis finds that existing capacity is realistically around 10,750 dwellings.

This equates to a deficit of around 1,250 dwellings, which suggests a need to plan for additional capacity for housing in the LGA in the medium to longer term.

Priority 2: Detailed planning for centres

Establish sufficient capacity to accommodate housing demand around existing centres

New housing could be accommodated or distributed in different ways across the LGA. The LHS builds on the designation of strategic, local and village centres in Towards 2040, our local strategic planning statement. This allows us to plan for housing in a way that does not bring broadscale changes.

New housing will be focused on two different areas:

- centre investigation areas within 1 kilometre of five B-Line centres
- areas within one kilometre of local centres

This means new housing will be located in places that are most convenient for residents and more sustainable for the whole community. NSW Government planning strategies, including the North District Plan, as well as Council's Towards 2040, look to locate medium and higher density housing in centres that have good accessibility to public transport.

In the Northern Beaches, the one-kilometre radius around **Brookvale, Dee Why, Mona Vale, Manly Vale and Narrabeen along the existing B-Line** are best suited to medium to higher density development in the medium term, given environmental and other constraints and their location near public transport.

Already, Brookvale, Dee Why and Mona Vale are classified as strategic centres in State-level planning, and Manly Vale and Narrabeen, while smaller, offer many opportunities to build on their existing characteristics.

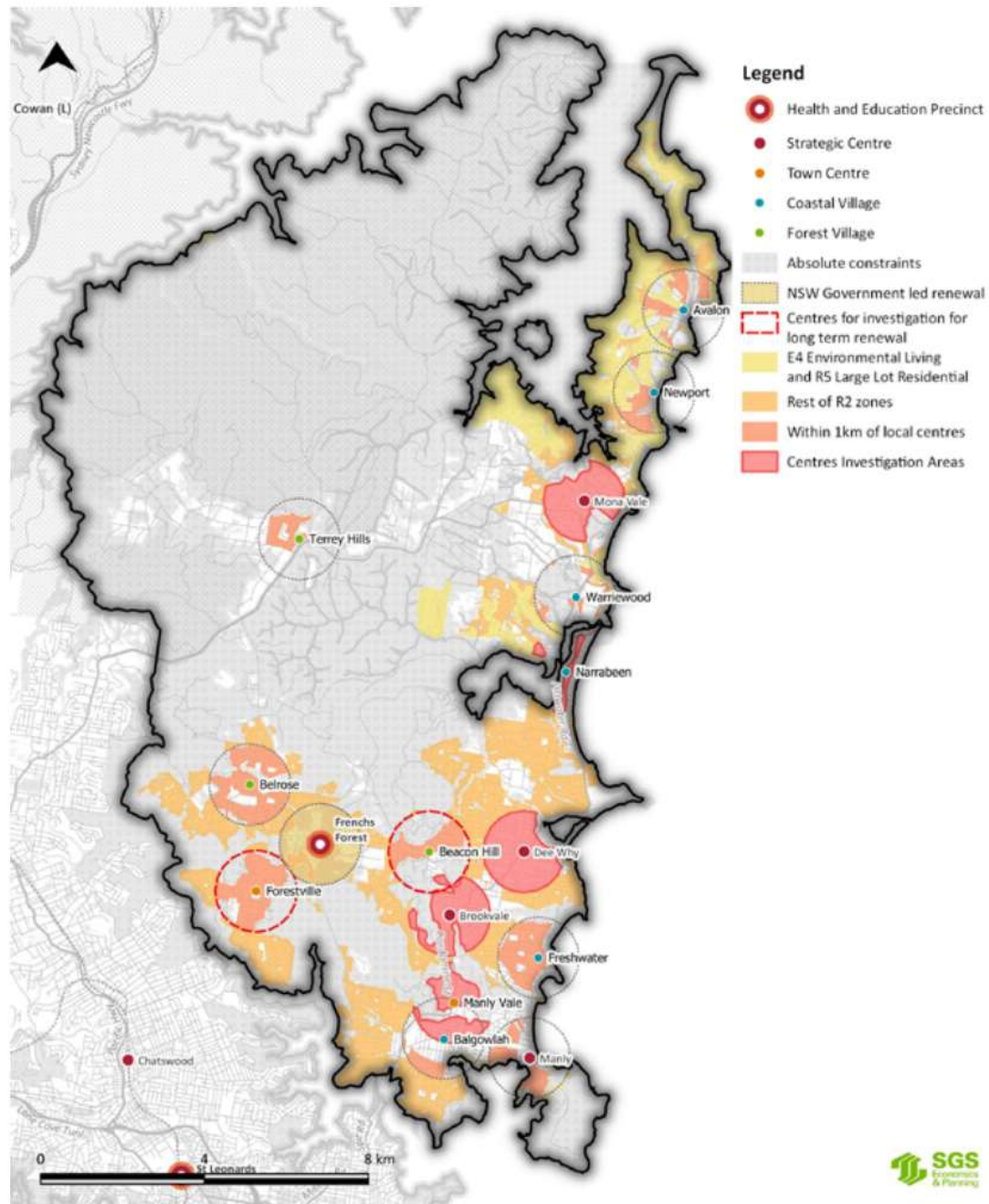
Low to medium density housing will be investigated in the one kilometre radius around other local centres identified in Towards 2040, including Avalon*, Newport, Warriewood, Terrey Hills, Belrose, Forestville, Beacon Hill, Freshwater, Balgowlah and Manly, excluding areas with environmental and other constraints. This will create more diverse forms of housing across the LGA in locations with good access to shops and services.

In the longer term, if a second B-Line to Chatswood goes ahead, centres such as **Forestville** and **Beacon Hill** could also be a focus for medium to higher density renewal, subject to detailed planning.

* Avalon Place Plan is currently under preparation and will have regard for the appropriateness of any density in this area"

Preferred spatial planning approach for Northern Beaches LGA

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Source: SGS, 2019.

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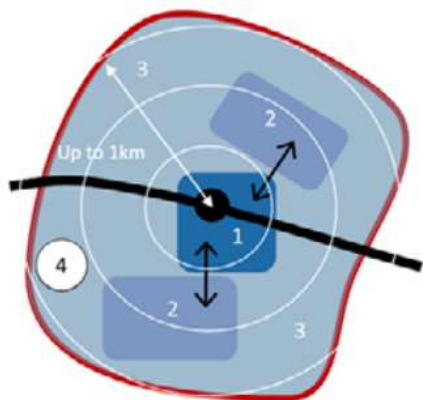
Housing will be planned for using a Centres Renewal Framework for the centre investigation areas. This allows us to think about each area in terms of its unique collection and distribution of assets and attributes, within four precincts:

1. Centre cores take advantage of immediate proximity to shops, services and transport and would typically include the most dense development.
2. Mixed housing areas build on amenities and local assets with low impact medium density housing.
3. Influence areas are where housing will be low to medium density and in keeping with local character.
4. Excluded areas are constrained by existing built form, heritage or environmental aspects.

Additional housing capacity could be generated through the Centres Renewal Framework in each centre. This suggests additional capacity of between 1,700 and 3,400 dwellings is possible in the centre investigation areas, which would meet the gap in capacity.

However, we will undertake detailed planning for each centre. This planning will need to consider pathways for statutory implementation, including changes to both Council and NSW Government planning controls and policies, and the need for appropriate infrastructure to support the residents living in this new housing.

Centres renewal framework approach



Priority 3: Social and affordable housing

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Encourage the provision of affordable housing and plan for boarding houses in appropriate and accessible locations

Housing affordability is an issue for many residents on the Northern Beaches. As well as advocating for action from the NSW and Australian governments, we are committed to a comprehensive social and affordable housing plan so that more people can afford to live in their Northern Beaches community.

Demand for boarding houses, as an alternative affordable housing option should be met in locations around centres, with incentives to encourage provision on suitable larger sites.

We can start to tackle affordability and provide options for more people by planning for the right **diversity of housing** that will allow more people to be able to afford to live in the Northern Beaches. This includes:

- low density housing, such as single and secondary dwellings or low to medium density housing, such as attached dual occupancies
- medium density housing, including those allowed by the Low Rise Housing Diversity Code
- higher density residential flat buildings
- social and affordable housing
- seniors housing
- boarding houses.

We've identified a current shortfall of around 8,100 social and affordable housing dwellings; this will increase by a further 1,880 dwellings by 2036. For the first time ever, Council will adopt **a target to plan for 1,880 new social and affordable housing dwellings by 2036** and will continue to advocate for other levels of government to address the significant current shortfall.

We also want to address the identified demand for an additional 102 single boarding house rooms.

We will seek exemption from several State Environmental Planning Policies (SEPPs) which provide for different housing e.g. boarding houses and seniors housing. Some State-level planning policies are not suited to the Northern Beaches, and both Council and the community have expressed concerns with State-level planning policies, including the potential impacts of ad-hoc development.

We propose seeking an exemption from the Low Rise Housing Diversity Code in the Northern Beaches, given the demand for medium density housing can be met through the strategies and implementation of the LHS through LEPs. These housing forms will still be permitted, but instead targeted to areas around centres with good accessibility and amenity.

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Priority 4: Precinct sustainability and housing

Investigate and support sustainable housing precincts

Towards 2040 commits Council to several sustainability, liveability and other targets that require innovative and progressive approaches to planning for housing and centres, particularly at a precinct level. We will therefore use **new development as a means to leverage greater sustainability and liveability outcomes.**

Sophies Gardens, North Manly



Draft Northern Beaches Housing Strategy

Priority 5: Planning for seniors housing

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Incentivise the provision of seniors housing in the right locations

We will encourage seniors housing in accessible locations, enable the industry trend of the 'continuum of care' approach on larger sites, and provide incentives for seniors housing that meets the needs of the community.

There is an identified demand for an additional 1,716 self-contained retirement village units ('standard' housing generally targeted to over 55s), 502 assisted living units (with some support facilities) and 765 nursing home beds (offering end of life care) by 2036.

A Northern Beaches-specific approach will:

- allow for the redevelopment and upgrade of older and larger seniors housing sites to increase the supply of all-inclusive seniors housing including residential care facilities
- incentivise the provision of seniors housing in accessible locations in Centre investigation Areas, within multi-level developments
- limit developments in inaccessible locations that will not meet the needs of older people.

Warriewood



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Framework for net new housing in the Northern Beaches LGA

Low Density



	Single dwelling	Two dwellings (secondary dwellings)	Dual occupancy (detached/side by side)	Multi-dwelling housing and terraces
E4 Environmental Living/R5 Large Lot Residential				
Rest of R2 zones (not including Centres investigation areas and not within 1km of centres)				
Around local centres (1km radius)				
Centre investigation areas				
Throughout Centre Investigation Area (approx. 1km radius) (Influence area)				
Mixed housing - 400-1000m (to be defined through detailed planning work)				
High density and mixed use core - up to 800m (to be defined through detailed planning work)				
				
	Single dwelling	Two dwellings (secondary dwellings)	Dual occupancy (detached/side by side)	Multi-dwelling housing and terraces

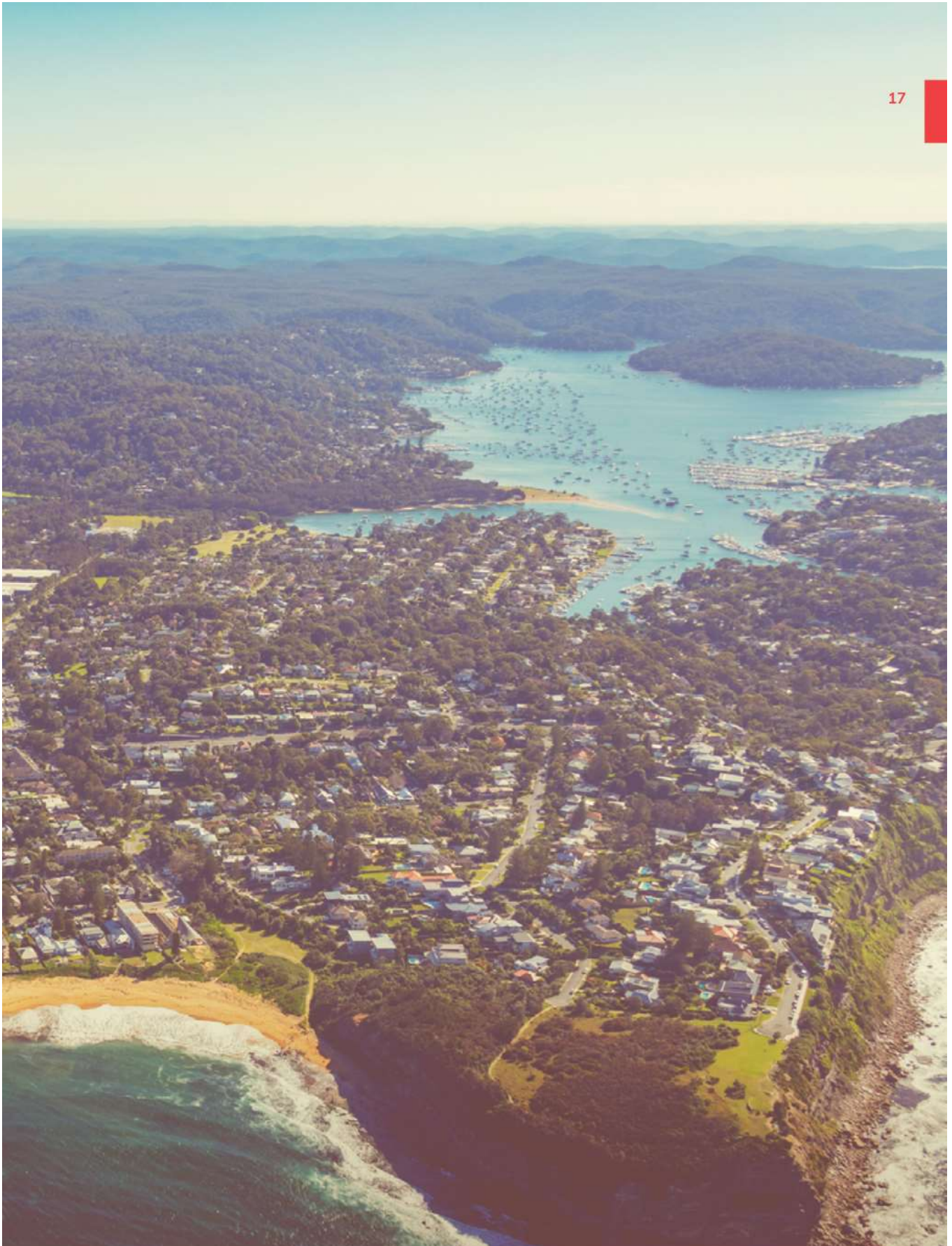
Source: SGS, 2020.

Draft Northern Beaches Housing Strategy

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Introduction

Draft Northern Beaches Housing Strategy



Purpose of this Strategy

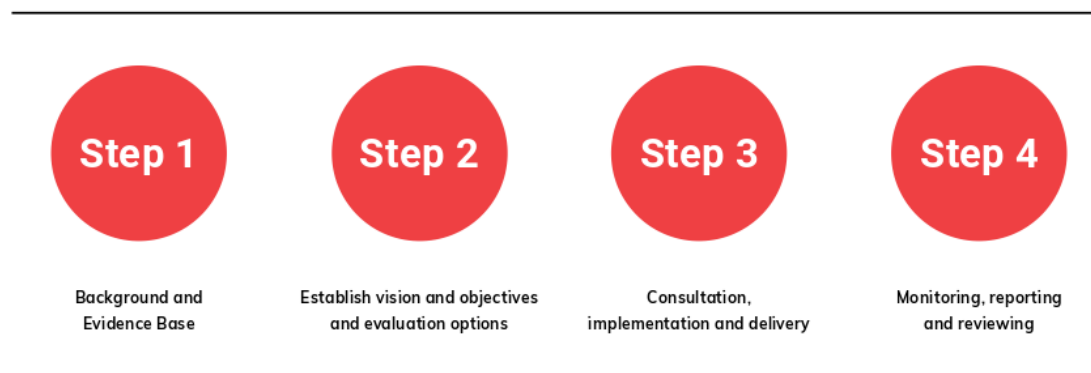
The NSW Department of Planning, Industry and Environment (DPIE) framework for the development and implementation of local housing strategies (LHSs) in NSW² requires all NSW councils to prepare a LHS.

The Northern Beaches LHS sets a vision for future housing in the LGA and how we will plan for emerging housing needs arising from the area's changing demographics and pressures on housing affordability. It demonstrates how the housing directions within the North District Plan will be delivered locally.

The LHS means that new housing will be provided in the places where people can have greater access to transport and services, and that more people will be able to live in homes that suit their needs, lifestyles and budgets. Most areas in the LGA will only be subject to minimal changes.

The LHS is informed by a range of data sources, including consultation, State and local strategic plans and policies, detailed background analysis and development of an evidence base. It is also informed by the **Issues and Opportunities** Paper (exhibited as part of Towards 2040, Council's local strategic planning statement). This paper identified key housing issues, established a housing vision and explored spatial options and land use planning approaches for the LGA.

Figure 1
Local housing policy development framework



Source: SGS, 2019, based on DPIE Local Housing Strategy Guideline.

² A Guideline and Template identified a desirable process and structure for Local Housing Strategies, see <https://www.planning.nsw.gov.au/-/media/Files/DPIE/Guidelines/Local-Housing-Strategy-Guideline-and-Template.pdf>

Consultation

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Through the consultation undertaken on the Issues and Opportunities Paper and on early drafts of this LHS, the community told us they:

- support **greater housing diversity and affordable housing** to enable people from diverse backgrounds, young people and key workers to live in the community, as well as the need for affordable seniors housing
- support **a range of mechanisms for affordable housing** including seeking support from the NSW Government
- Have mixed views (though generally supportive) on **seeking exemptions from State policies for seniors living, boarding houses and medium density housing** to enable a local approach to planning for these development types, with some concerns around how this could impact affordability and housing diversity
- prefer a limit on high rise development, and instead **would prefer Council to focus on subdivisions to provide low to medium density housing** and more housing diversity around accessible centres
- are resistant to continued population and housing growth without **accompanying infrastructure**, particularly public transport
- want the LGA to **retain its low density and family housing character**.

Benefits of strategic planning

A long-term, strategic approach helps to:

- plan for new and different forms of housing not traditionally available in Northern Beaches LGA as community demographics change (including young people forming new households, and ageing of the population)
- address the lack of affordable housing, including to support key workers who will also be needed as the population ages
- address liveability issues (such as minimising traffic impacts and maximising access to open space), support the shops and services provided in local centres and avoid ad-hoc housing development that limits the planning for and provision of supporting infrastructure
- protect the environmental and lifestyle quality of the Northern Beaches by rethinking how centres are planned and how new housing is provided.

This LHS will allow us to respond to changing conditions and ensure sufficient and suitable housing to support the community through their different life stages.

Structure

The LHS is structured as follows:

- **Section 2** outlines the existing planning and policy context concerning housing on the Northern Beaches.
- **Section 3** sets out the evidence base, including analysis of future housing demand and the capacity of current planning controls to accommodate the demand.
- **Section 4** outlines the spatial options for housing.
- **Section 5** identifies proposed approaches to add to the stock of social and affordable housing, plan for seniors accommodation in the right locations and direct low to medium density development to appropriate locations.
- **Section 6** discusses how sustainability and liveability objectives will require innovative approaches to planning for new housing in and around centres.
- **Section 7** summarises the approach to the planning and development of new housing across the LGA.
- **Section 8** sets out the vision for housing and an implementation plan.

Corrie Road, Manly Vale



Draft Northern Beaches Housing Strategy

Manly Beach/North Steyne Active Travel Path

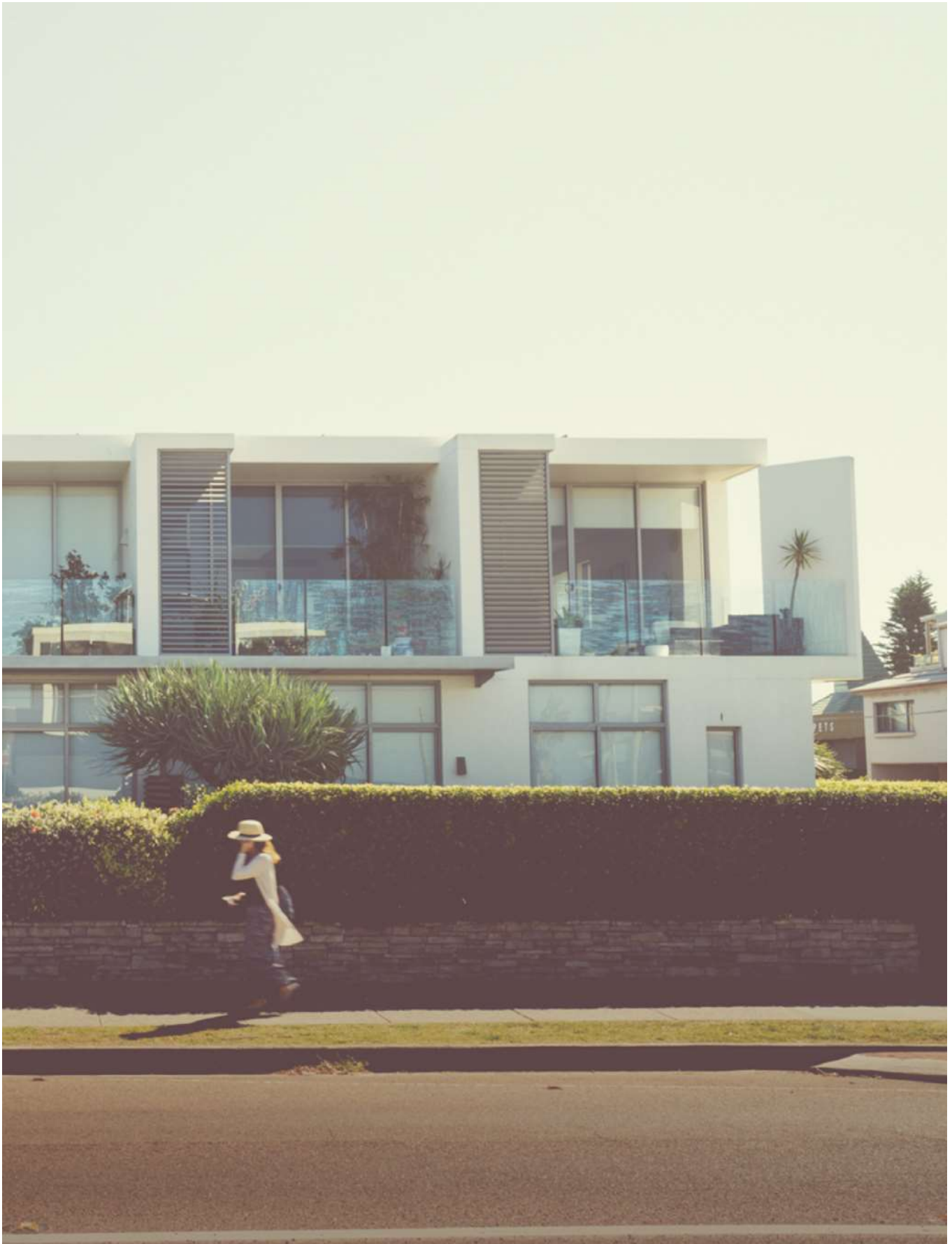


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Planning and Policy Context

Draft Northern Beaches Housing Strategy



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Greater Sydney's housing challenge

In 2016, Greater Sydney was home to around 4.7 million people. The Department of Planning, Infrastructure and Environment (DPIE) forecasts that by 2036, the city will be home to 6.6 million people, and increase of more than 1.9 million people or 42 per cent, in 20 years. As a comparison, between 1996 and 2016, Greater Sydney grew by around 1.1 million people.

Planning for this growth while maintaining the quality of life offered in Sydney's suburbs requires us to consider how to best accommodate more people in established areas as well as at Sydney's fringes. Each part of Greater Sydney will see an increase in the number of people and dwellings, including the Northern Beaches LGA.

The Northern Beaches LGA covers more than 25,000 hectares, with a range of different environments. It stretches along the coastline and into the hinterland, from Manly in the south to Palm Beach in the north, and extends west into Ku-Ring-Gai Chase National Park.

According to the Australian Bureau of Statistics (ABS), the estimated residential population of the Northern Beaches LGA in 2016 was 265,468. DPIE's population projections released in 2019 forecast a population of 288,431 people by 2036.

This is an additional 22,963 people – an 8.7 per cent increase or 0.4 per cent annual growth rate. The DPIE projections indicate the growing population will require an additional 14,803 dwellings between 2016 and 2036 (although these projections were formulated prior to the outbreak of COVID-19).

Historically most population growth in Greater Sydney has been accommodated through:

- the development and conversion of rural and agricultural land at Sydney's fringes
- the redevelopment of former industrial sites for high density apartment complexes
- the construction of higher density apartment housing around existing mixed use centres and public transport such as Dee Why
- the consolidation of established residential neighbourhoods, including policies that allow development of dual occupancy dwellings as well as forms such as villa housing suitable for seniors, as is the case in Warriewood.

All these types of development continue. However, planning for the Northern Beaches requires us to consider what kinds of housing will best meet the needs of the local community and be most suitable in the context of demographic shifts, climate change and environmental challenges.

Sydney's urban boundary cannot continue to expand without limit, and dwellings built in existing suburbs near public transport are often better located than similar dwellings built on the urban fringe, which are often far away from public transport, job and services.

Impacts of COVID-19

The COVID-19 pandemic has had and will continue to have many impacts. Restrictions on travel and migration within Australia and internationally are likely to affect levels of population growth, particularly in the short term.

Given the uncertainty, it is not possible to accurately predict the impact that COVID-19 associated restrictions will have on rates of population growth, demand for particular housing types, or the need for affordable housing. This reiterates the need for effective, flexible planning for the future of housing on the Northern Beaches and Sydney. The LHS may need to be reviewed to take account of new or updated population projections.

Map 1

Northern Beaches LGA and suburb boundaries

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Source: SGS, 2019.

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Strategic policy context

Greater Sydney Region Plan and North District Plan

The Greater Sydney Region Plan envisages a metropolis of three cities and a 30-minute city, where residents enjoy quicker and easier access to a range of jobs, housing types and activities.

The Region Plan splits Sydney into five districts, with the Northern Beaches in part of the North District. The Region Plan and North District Plan include objectives to increase overall housing supply and ensure that housing becomes more diverse and affordable.

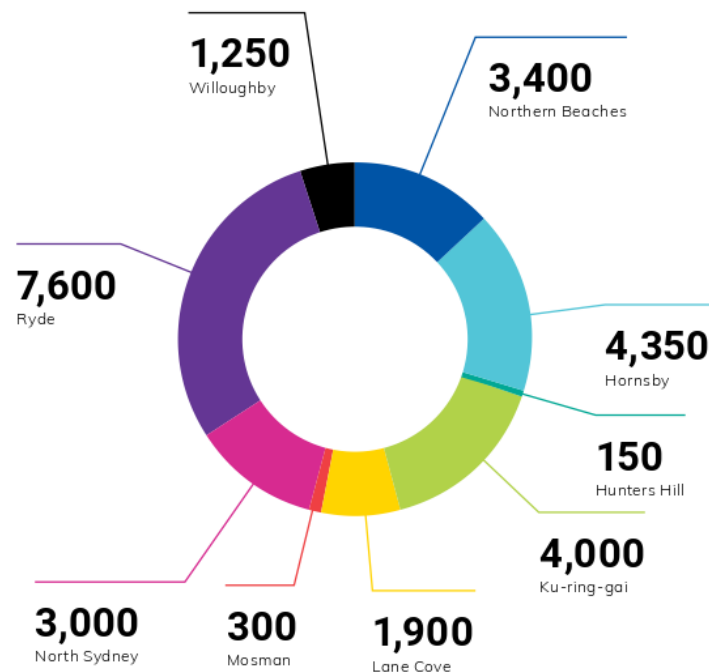
The North District Plan includes a 20-year housing target of an additional 92,000 dwellings by 2036 across the North District.

The Northern Beaches has a five year housing supply target to 2021 of 3,400 additional dwellings. This represents 13 per cent of the target for the North District.

The North District Plan stresses the need to locate new housing in areas with local infrastructure. It identifies locational criteria for urban renewal and local infill development. Towards 2040 and this LHS reflect these criteria

Councils must establish 6-10 year housing targets when developing their LHS, while also informing potential future changes to planning controls in relevant local environmental plans (LEPs). We have also identified a 20-year projection of housing demand to assist with long-term planning. This will be regularly reviewed.

Figure 2
Proportion of five-year housing target by Lga in the north district



Source: SGS, 2019.

State environmental planning policies

Existing state environmental planning policies (SEPPs) that relate to housing include:

- State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004
- State Environmental Planning Policy (Affordable Rental Housing) 2009
- State Environmental Planning Policy (Exempt and Complying Development Code) 2008.

The Housing for Seniors and People with a Disability SEPP establishes requirements for where this type of housing should be located (near public transport, of a minimum size, and not in bushfire prone land). Sites that meet these criteria are dispersed across Northern Beaches LGA.

The Affordable Rental Housing SEPP allows for boarding house and secondary dwelling developments in the R1 General Residential, R3 Medium Density Residential, R4 High Density Residential, B1 Neighbourhood Centre, B2 Local Centre and B4 Mixed Use zones, and in the R2 Low Density Residential zone on sites that accessible to public transport. Many sites

in the Northern Beaches meet these criteria.

The Exempt and Complying Development Code allows for a streamlined assessment process for development that complies with specific standards, such as those that have a limited environmental impact. The SEPP applies

Proposed NSW Housing Diversity Sepp

DPIE exhibited the Housing Diversity SEPP - Explanation of Intended Effect in 2020. This sets out a proposal to prepare a new Housing Diversity SEPP that would consolidate and update the Affordable Rental Housing 2009, Housing for Seniors and People with a Disability SEPP and State Environmental Planning Policy No 70-Affordable Housing (Revised Schemes) (SEPP 70). Appendix 1 summarises the proposed changes

Low Rise Housing Diversity Code³

The Low Rise Housing Diversity Code allows for a fast-tracked development process for complying approvals for some types of dwellings in the R1 General Residential, R2 Low Density Residential, R3 Medium Density Residential and RU5 Village zones. This includes manor houses, one and two storey dual occupancies, and terraces.

The application of the Code was temporarily deferred in the Northern Beaches LGA, but came into effect as of July 2020. Some amendments have been made to Manly LEP 2013 in response to the application of the Code in the LGA, including the introduction of a minimum site area per dwelling and minimum allotment sizes for multi-dwelling housing and manor houses in the R2 Low Density Residential Zone.⁴

Exemptions To State Policies

Council will seek exemptions from the application of SEPPs for:

- Seniors housing under the Housing for Seniors or People with a Disability SEPP
- Boarding houses under the Affordable Rental Housing SEPP
- Low Rise Housing Diversity Code.

Instead, we will use the strategies and directions in this LHS to meet demand for these types of housing in areas around centres with good accessibility and amenity.

Frenchs Forest precinct

The Frenchs Forest precinct at the new Northern Beaches Hospital is identified by the NSW Government as a centre that will become a new destination and focal point for the community. In 2017, Northern Beaches Council prepared the Hospital Precinct Structure Plan, which will guide the planning and development of the precinct. The Frenchs Forest precinct will accommodate around 4,360 dwellings and is factored into the LHS.

Other planning work

Other relevant Council strategic planning work underway includes the development of the **Brookvale Structure Plan**, and the potential for future residential development in **Ingleside**, with a need to consider bushfire risk and other environmental constraints.

³ Previously known as the Low Rise Medium Density Housing Code.

⁴ See www.northernbeaches.nsw.gov.au/planning-and-development/planning-future/planning-growth/low-rise-housing-diversity-code

Local strategic planning

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Local planning for housing issues

Our existing policies and plans identify several issues for the LGA, including need for:

- **more affordable housing** - social and affordable housing stock is at historically low levels, with wait times for public housing over five years, and median property prices and rents have increased significantly
- **better transport connectivity** - the LGA has limited public transport, meaning any new housing will require investment in appropriate accompanying infrastructure
- **sustainable growth that maintains the character of the LGA** - the natural environment and amenity is both a key strength yet also a constraint to future housing development.
- **greater housing diversity** - this will be required to cater to different demographic groups and household types, including older people.

SHAPE 2028 Northern Beaches Community Strategic Plan and the MOVE – Northern Beaches transport strategy focus on sustainable growth, concentrating more intensive development around existing centres, and linking future growth to improvements in transport.

Local Strategic Planning Statement

These themes are also reflected in Towards 2040, which guides future land use in the LGA, reflecting local values and aspirations, and building on the 10-year vision set out in SHAPE 2028.

Towards 2040 includes:

- a 20-year vision
- planning priorities to guide local land use planning
- principles that underpin planning priorities and actions
- actions Council will take to help achieve the priorities
- measures of success and an implementation program to determine whether priorities have been achieved.

Towards 2040 Vision

"In 2040, the Northern Beaches has a stunning coastal and bushland environment, an enriched and contemporary coastal character and better connections to the North District and the rest of Greater Sydney.

The natural environment is healthy and protected and highly valued by residents and visitors alike. There is a range of housing to accommodate the whole community and we continue to pursue design excellence and sustainability outcomes in built forms. It offers a thriving local economy and a sustainable mix of employment and industrial lands and vibrant and enlivened centres.

The healthy and active community can easily access artistic, creative, sporting and recreational opportunities and the services and facilities that support their health and wellbeing."

Housing principles and other targets

Towards 2040 contains 30 priorities under four themes: sustainability, infrastructure and collaboration, liveability and productivity. Two priorities relate to housing:

- **Priority 15** - Housing supply, choice and affordability in the right locations
- **Priority 16** - Access to quality social housing and affordable housing.

A series of principles underpin these priorities.

Towards 2040 also includes other priorities, principles, actions and measures that will influence how we plan for new housing in the LGA.

Many of these require development to respect existing character, contribute to sustainability and make the Northern Beaches a better place to live.

Table 1:
housing priorities and principles in the northern beaches lps

Priority	Principles
Priority 15 Housing supply, choice and affordability in the right locations	• Locate new housing in strategic and local centres and within reasonable walking distance (800m) of high-frequency public transport. • Provide greater housing diversity and affordable housing options. • Limit development where there are unacceptable risks from natural and urban hazards, or impact on tree canopy • Use existing urban land more efficiently to protect the natural environment. • Safeguard employment lands from non-compatible uses, particularly residential and mixed-use development. • Ensure new buildings are high amenity and do not unreasonably impact on neighbouring properties and the public domain. • Encourage adaptable and universal design • Sequence growth with provision of public transport, open space and other infrastructure in strategic and local centres. • Ensure new housing is designed to complement local character, heritage and the environment • Contribute to a public benefit and better urban design outcomes. • Ensure new residential development is located within 400m of open space and high density areas within 200m of open space. • Ensure development is low-carbon with high-efficiency in energy, water and waste.
Priority 16 Access to quality social housing and affordable housing	• Build more high-quality and diverse social housing and affordable rental housing in areas close to services and facilities and with access to high-frequency public transport. • Protect and retain existing affordable rental housing. • Seek a minimum 10% affordable rental housing for all planning proposals for upzoning, urban renewal or greenfield development, with higher rates where financially feasible. • Ensure the available supply of affordable rental housing is shared equitably among vulnerable residents.

Source: Northern Beaches Council, 2019.

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Housing to achieve liveability and sustainability objectives

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The Region Plan and North District Plan include directions for the scope of an LHS, the framework for the quantitative analysis of future housing demand and supply, and locational criteria in planning for housing.

Towards 2040 identifies housing, liveability and sustainability priorities that will require an integrated approach to planning and development including innovations in housing renewal.

For example, the target to increase the proportion of dwellings with access to open space will not be achieved if new housing is not provided near parks or if the land development process is not utilised to create additional open space. Similarly, increasing the proportion of dwellings within 30 minutes of a strategic centre will be best achieved by providing additional housing

in areas with good transport access. Achieving targets around the diversity of new housing and providing more affordable housing will also require the development of new, mixed housing stock.

Achieving targets around energy and water usage, waste recycling and the people-centric outcomes related to community will also rely on new approaches in how housing is designed and utilised.

Accommodating new housing growth to meet the future needs of the population is an opportunity to make a real difference in achieving sustainability and liveability outcomes.

As much of the LGA's built form is established and unlikely to change significantly under current controls, creating opportunities for new approaches and innovations in building design and planning becomes crucial.

189 McPherson St, Warriewood



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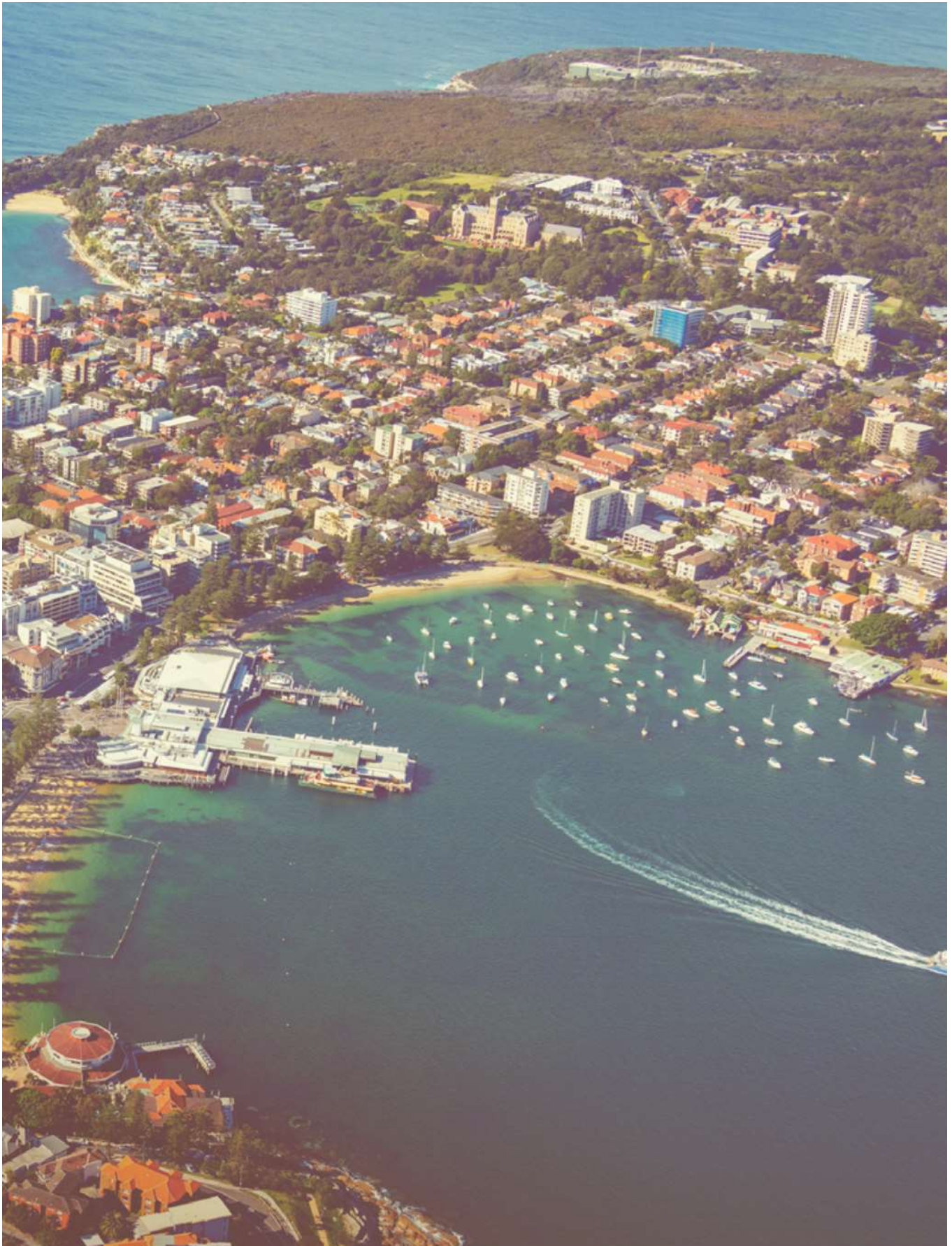
Figure 3
Directions and priorities in the lsps

Direction	Priorities			
 Landscape	Priority 1 Healthy and valued coast and waterways	Priority 2 Protected and enhanced bushland and biodiversity	Priority 3 Protected scenic and cultural landscapes	Priority 4 Protected Metropolitan Rural Area
 Efficiency	Priority 7 A low-carbon community, with high energy, water and waste efficiency			
 Resilience	Priority 8 Adapted to the impacts of natural and urban hazards and climate change			
 Infrastructure and collaboration	Priority 9 Infrastructure delivered with employment and housing growth			
 People	Priority 10 World-class education facilities, including a university	Priority 11 Community facilities and services that meet changing community needs	Priority 12 An inclusive, healthy, safe and socially connected community	Priority 13 Strong engagement and cooperation with Aboriginal communities
 Housing	Priority 15 Housing supply, choice and affordability in the right locations	Priority 16 Access to quality social and affordable housing		
 Great places	Priority 17 Centres and neighbourhoods designed to reflect local character, lifestyle and demographic changes	Priority 18 Protected, conserved and celebrated heritage		
 Connectivity	Priority 19 Frequent and efficient regional public transport connections	Priority 20 Sustainable local transport networks	Priority 21 Redesigned road space and facilities to match changing community needs	
 Jobs and skills	Priority 22 Jobs that match the skills and needs of the community	Priority 23 Frenchs Forest as a sustainable health and education precinct	Priority 24 Brookvale as an employment and innovation centre	Priority 25 Dee Why as a thriving cosmopolitan centre by the sea

Themes: ● Sustainability ● Infrastructure and collaboration ● Liveability ● Productivity

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LGA demographic and housing snapshot

Further detail on the demographics and other characteristics of the LGA is available in the Issues and Opportunities Paper.

Figure 4:

Demographic overview - Average five year growth rate, 2006-2016

Population

- The Northern Beaches LGA saw growth of 27,000 people between 2006 and 2016, at a rate of around six per cent every five years.
- Growth has been of a similar rate to the North District, but lower than across Greater Sydney.
- Most growth has been concentrated around Brookvale and Dee Why.
- Population densities overall have increased between Census years.



Figure 5:

Demographic overview - Age Profile, 2016

Age Profile

- The strongest growth between 2006 and 2016 has been in the retiree (people aged 65+ years), mature adult (45-65 years) and youth populations (5-20 years).
- Proportions of children (0-5 years), young adults (20-30 years) and adults (30-45 years) dropped in this period.
- The age profile varies geographically – Manly, Brookvale and Dee Why have lower proportions of retirees and higher proportions of young and working age adults compared to the rest of the LGA.

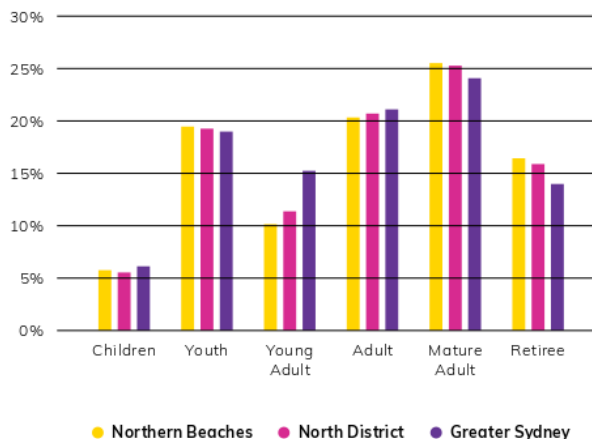


Figure 6:
Demographic overview - Household Types, 2016

Household Types

- Couples with children are the most common household type, accounting for 35 per cent of households.
- The highest rate of growth in households between 2011 and 2016 was also in couple households with children.
- Northern Beaches has a slightly higher proportion of couples with children, single parent and couple only households compared to the North District and Greater Sydney.

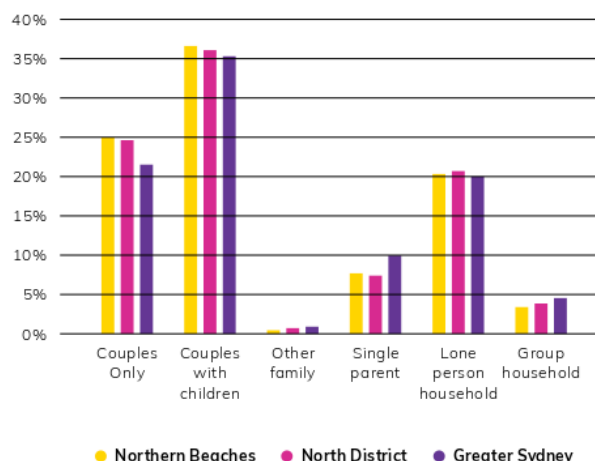
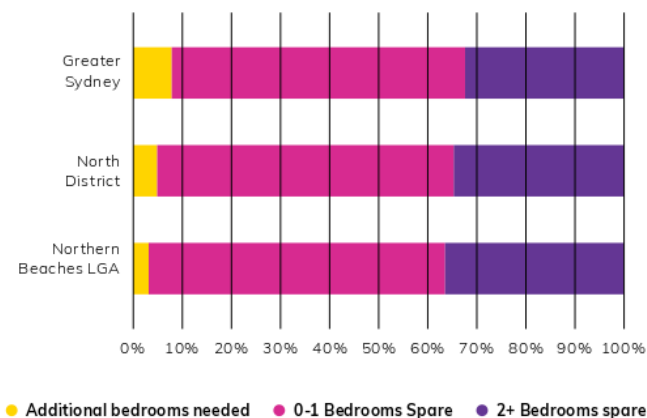


Figure 7:
Demographic overview - Number of bedrooms spare, 2016

Households and dwelling types

- Couple family households tend to occupy detached dwellings (similar to North District and Greater Sydney) while less than a third live in attached dwellings or apartments.
- Higher density dwellings typically house couples without children and single person households – however, the proportion of families with children living in apartments has increased.
- In larger dwellings there are relatively high proportions of houses with spare bedrooms, similar to trends in the North District and Greater Sydney. Around 55 per cent of four-bedroom dwellings have two or more bedrooms spare.



Dwelling types

Separate houses remain the most common form of housing in the LGA, making up over 50 per cent of dwellings in 2016. Semi-detached dwellings account for around 10 per cent of dwellings, and apartments around 35 per cent. Compared to the North District and Greater Sydney, the LGA has a slightly higher proportion of detached houses. However, between the 2011 and 2016 Censuses, semi-detached dwellings and apartments increased as a proportion of total dwellings.

Table 2:
Dwelling Types, Northern Beaches LGA, 2016

LGA	Separate house	Semi-detached	Residential flat buildings	Other
Total dwellings	56,537	9,548	34,541	438
Proportion of total	56%	9%	34%	0%

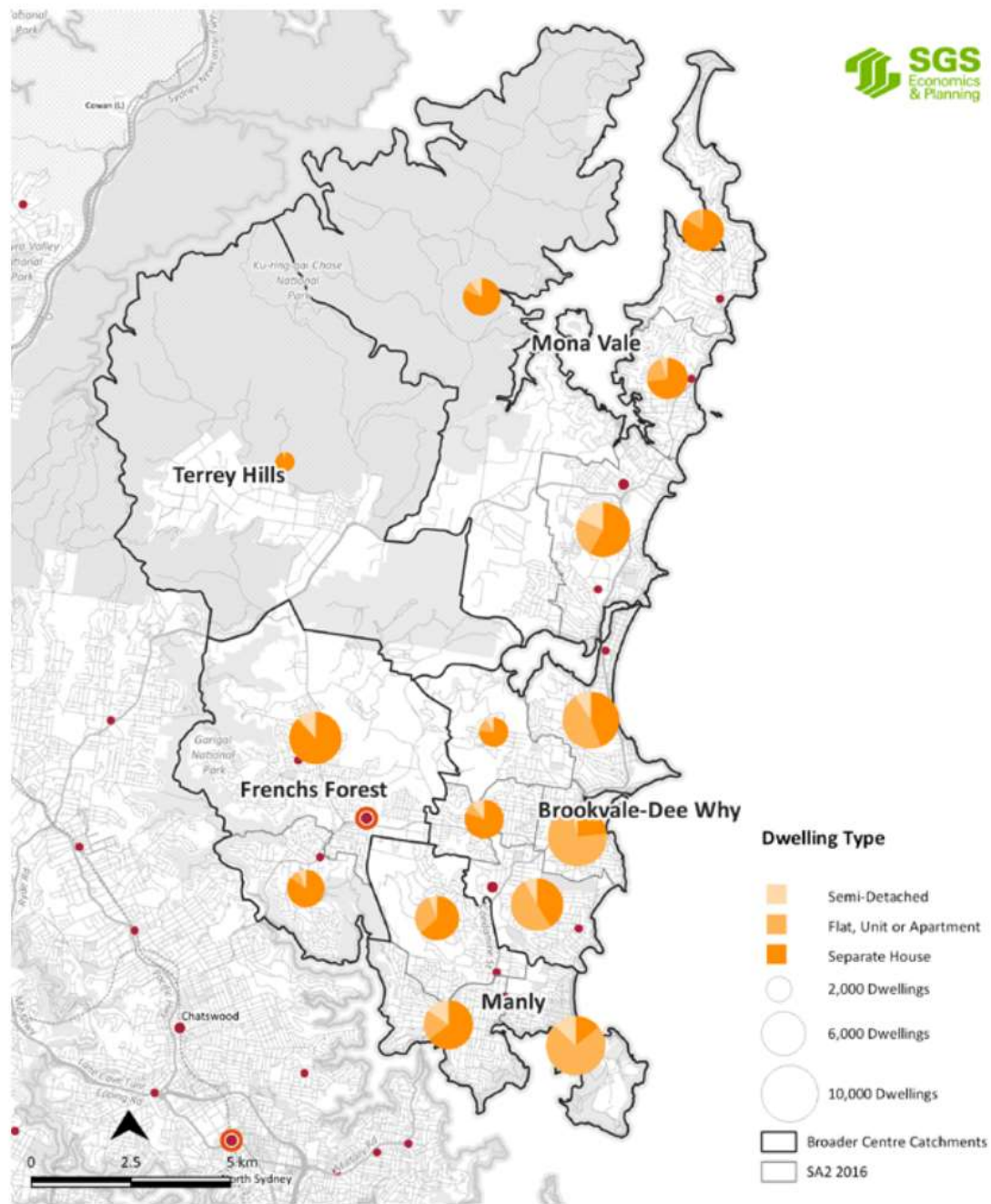
Source: ABS 2016 Census.

Predominant dwelling types vary between suburbs across the LGA. Areas further inland, such as Terrey Hills and Frenchs Forest, have much higher shares of separate houses. Coastal locations and areas around the major centres, like Manly and Dee Why, have much higher proportions of semi-detached and apartment dwellings.

Map 2

Dwelling types by statistical area level 2 (SA2), Northern Beaches LGA, 2016 census

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Source: SGS, 2019, based on ABS 2016 Census.

Social and affordable housing

The need for social and affordable housing remains an issue for the Northern Beaches given generally high property prices and rents. Median dwelling prices in the Northern Beaches LGA have grown substantially in recent years.

The limited affordability of the Northern Beaches is reflected in the results of the Rental Affordability Index (RAI). The RAI measures rental affordability using the 30/40 rule in relation to household incomes, where households in the lowest 40 per cent of incomes paying more than 30 per cent of their income on rent are considered in housing stress.

Rents in the Northern Beaches LGA have been rated as Unaffordable to Extremely Unaffordable for a typical rental household. This compares unfavourably to many other parts of Greater Sydney. The lack of affordable housing is pronounced for households on lower incomes, with affordability for couples earning the minimum wage and single person households on benefits rated as Severely Unaffordable to Extremely Unaffordable.

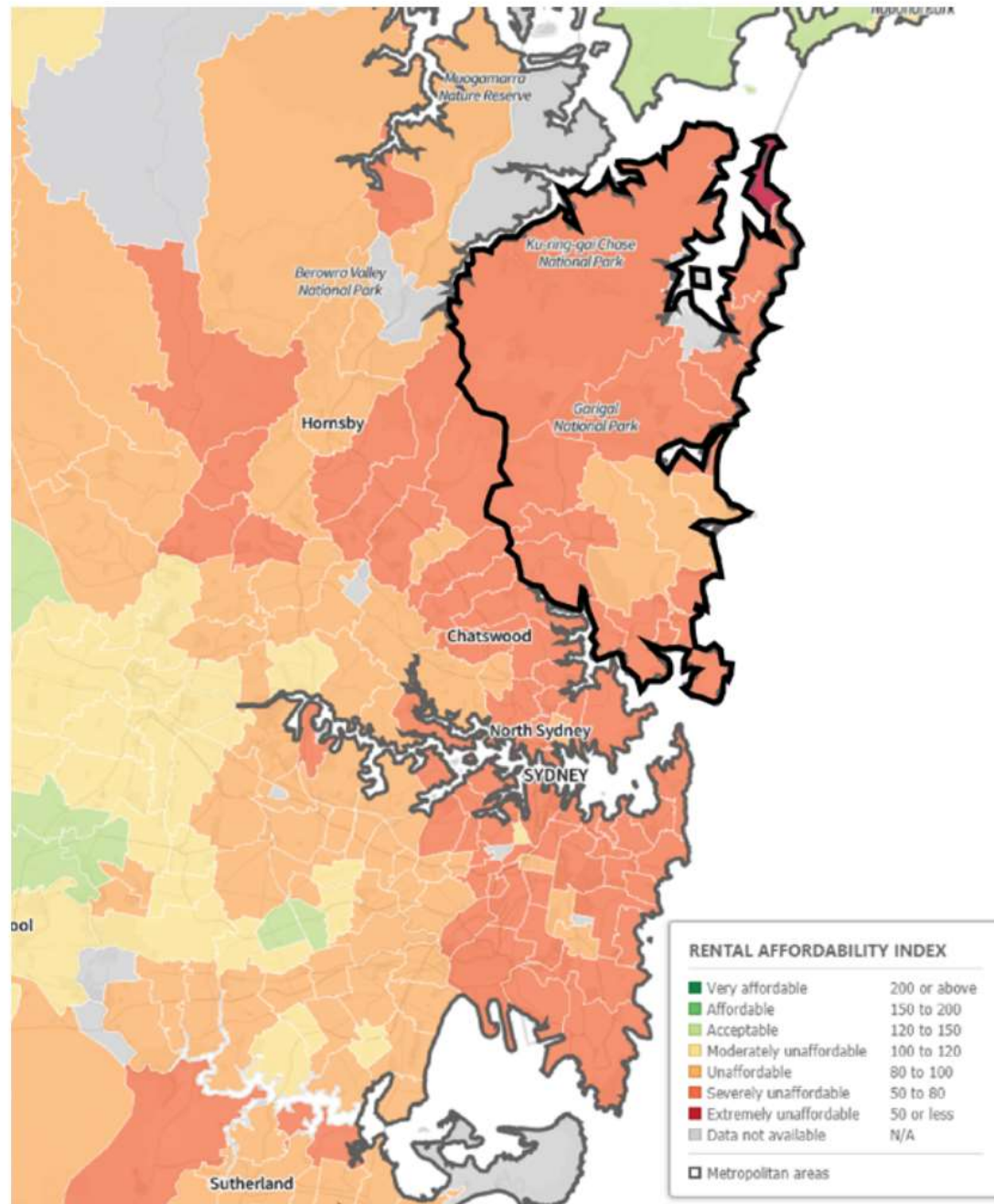
Ocean Street, Narrabeen



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Map 3
Rental Affordability Index for typical rental household, all dwelling types.

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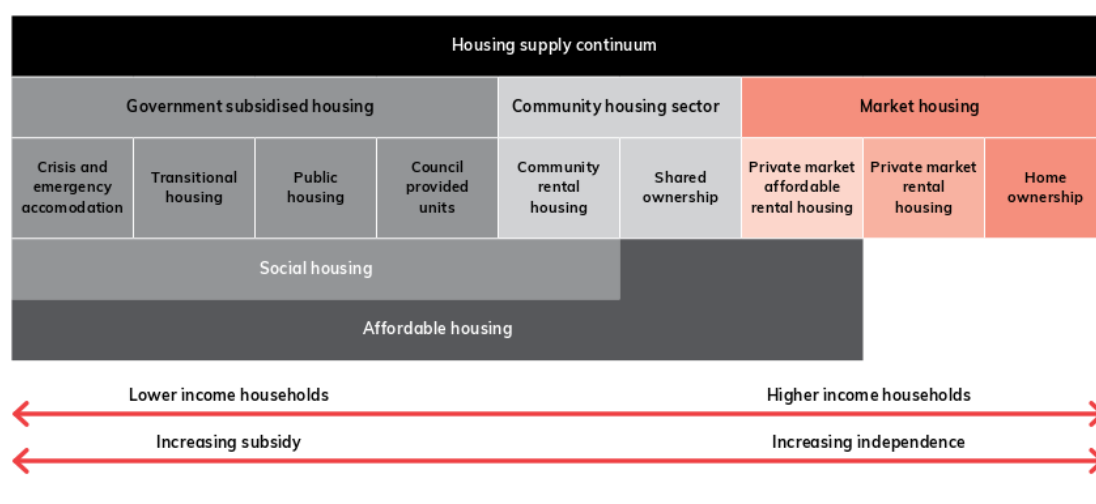
Source: SGS, 2020.

The Housing Continuum

Housing comes in many forms and can be planned for through a range of mechanisms and approaches. The housing continuum (see Figure 8) illustrates the broad spectrum of approaches in terms of the public, community and private sectors. Most housing is provided by the private sector for homeowners and private renters on the right end of the continuum. Moving left along the continuum are the forms of housing for lower income households where subsidies are typically provided.

Social housing is the traditional State-owned housing for low income renters. At the extreme left end of the spectrum is crisis and emergency accommodation types, for homeless people or victims of domestic violence for example, which require the highest level of government subsidy.

Figure 8:
Housing Supply Continuum



Source: SGS, 2020.

In the NSW context and in this report the types of housing that are discussed are:

- **private market housing** for owning or renting (this may include housing for lower income tenants whose rent may be subsidised through Commonwealth Rent Assistance)
- **boarding houses** (both traditional and new forms) which would typically be priced at the lower income end of the market housing spectrum though with some tenants receiving rent subsidies (and some operators getting concessions as well)
- **seniors living dwellings** as permitted by the Housing for Seniors or People with a Disability SEPP, again within the market spectrum though including some lower income occupiers receiving rent subsidies
- **social and affordable housing** types as defined by SEPP 70 for very low to low income households, which are likely to be managed by the community housing sector and by definition are rented and subsidised to a greater or lesser extent depending on household income.

Housing demand

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Drivers of housing demand

Strong demand for housing in the Northern Beaches comes particularly from buyers seeking to downsize. Properties with low maintenance requirements are popular. Vacancy rates overall remain low across the LGA.

While house prices are high overall compared to many areas of Greater Sydney, the Northern Beaches market can be seen as 'two-speed'. There is often strong demand from downsizers at the higher or luxury end of the market, with drop offs observed at the lower end, possibly influenced by bank lending restrictions. COVID-19 may further flatten demand for lower priced housing, particularly apartments for rent and purchase.

A key driver of demand in the Northern Beaches remains the attractiveness of its lifestyle and proximity to the natural environment. Broader factors such as transport and other infrastructure investment can influence housing demand. While the lack of heavy rail has been a constraint, current and proposed future investments, such as Warringah Road and Wakehurst Parkway around the Northern Beaches Hospital, Beaches Link, and better public transport connections to Chatswood and Macquarie Park will contribute to housing demand.

Impacts of COVID-19

Changes to migration patterns, population growth and the housing market due to COVID-19 are expected, but it is difficult to accurately assess how significant these trends will be over the short, medium and longer term.

Real impacts in the property market can already be observed, with many areas in Australia seeing reduced demand for housing and consequently lower rent and house prices.

Future housing demand

The housing demand analysis has been updated from data in the Issues and Opportunities Paper to reflect updated population projections.

Change in population and households

As the population increases, the share of household family types across the Northern Beaches will remain relatively consistent other than an increase in the proportion of single person households. Couple families with children will remain the most common type of household to 2036.

Projected housing demand

Projections of the future demand for housing in the LGA are derived from population projections that use the 2016 Census as a base. There is estimated to be demand for an additional **14,803 dwellings** between 2016 and 2036 in the LGA, or the need for an average of approximately 740 dwellings per year to 2036.

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Table 3:
Projected northern beaches housing demand to 2036

Dwelling type	2016	2021	2026	2031	2036	Change 2016-36	Average annual growth rate
Separate house	60,236	60,801	61,537	62,555	63,539	3,303	0.27%
Semi-detached house	9,641	10,268	11,054	11,941	12,872	3,231	1.46%
Flat, unit or apartment	35,308	36,863	38,940	41,398	44,016	8,707	1.11%
Other dwelling	1,272	799	781	807	833	-439	-2.09%
Total private dwellings	106,458	108,730	112,312	116,701	121,261	14,803	0.65%

Source: SGS, 2020. Based on DPIE 2019 population projections.⁵

Dwelling development between 2016 and July 2020 has contributed towards meeting the modelled housing demand. This is summarised in the table below, with the result that the remaining housing demand for the LGA from 2020 to 2036 is 11,995 dwellings.

Additional secondary dwellings are included in this table, while other kinds of dwelling are not, because secondary dwellings are often built in low density residential zones on properties which may not otherwise have capacity for development, and as such secondary dwellings are not included in the additional capacity analysis presented in Section 3.5. The large number of separate houses in the Northern Beaches means that there will be limited capacity constraints on the delivery of additional secondary dwellings to 2036.

Most future demand is expected to be for residential flat buildings, followed by semi-detached houses and separate houses. Apartments and semi-detached dwellings are also projected to increase as a proportion of dwellings, while the proportion of detached houses is expected to decrease to around 52 per cent by 2036.

While demand for detached houses will continue, this may not be possible given environmental and other constraints. A share of the demand may be channelled into larger forms of attached dwellings that offer similar characteristics such as ground level entrances and private open space areas. These are more likely to be provided as infill development.

Projected population growth represents a smaller proportional increase over the period to 2036 than what is expected for both the wider North District and Greater Sydney. The population of the Northern Beaches is projected to grow by around nine per cent, compared to 23 per cent for the North District and 42 per cent for Greater Sydney. However, unlike other LGAs in Greater Sydney, the Northern Beaches does not have major transport infrastructure (such as a train line) to support substantial growth in an efficient and sustainable way.

⁵ Note: the DPIE population projections were released before the COVID-19 pandemic. The LHS may need to be reviewed to reflect revised projections.

Table 4:
Northern Beaches remaining housing demand calculation

Modelled demand 2016-2036	
Total housing demand	14,803
Private dwellings completions 2016 – July 2020	
Additional private dwellings	2,120
Private dwellings demolished [1]	736
Increase in private dwellings (Additional dwellings – dwellings demolished)	1,384
Other dwelling completions 2016-July 2020	
Boarding house rooms	268
Seniors living dwellings	270
Secondary dwellings	709 (25% of which is 177)
Total contribution to housing demand (with 25% of secondary dwellings counted [2])	+715
Dwelling demand July 2020 - 2036	
Potential additional secondary dwellings July 2020 – July 2036 (assuming the same yearly rate of development as between 2016 - July 2020, and that 25% of secondary dwellings contribute to meeting housing demand)	+709
Total remaining demand	11,995
(Housing demand 2016-2036 - Increase in private dwellings – total contribution from other completions - potential additional secondary dwellings)	

Source: SGS, 2020.

[1] This estimate is calculated from Building Approvals Australia, Australian Bureau of Statistics, (September 2020), adjusting for a proportion of approvals not being acted upon

[2] This is similar to the average percentage of secondary dwellings with rental bonds lodged in the SSROC area as reported in research by the City Futures Research Centre in Affordable Housing SEPP and Affordable Housing in Central and Southern Sydney (May 2020)

Demand for social and affordable housing

The social and affordable housing demand analysis has been updated since the Issues and Opportunities Paper to reflect updated population projections.

Social housing includes subsidised public and community housing, with eligibility defined by the NSW Government. It means people with low incomes can live independently or find housing that suits their needs. Eligible households are placed on the NSW Housing Register.

Affordable housing is different to social housing. It can be made available to a broader range of households, including for key workers in health and services who live on low to moderate incomes. Affordable housing may be managed more like a private rental property (though still with eligibility criteria) mostly by not-for-profit community housing providers.

The modelling that informs this LHS models social and affordable housing collectively, using a combination of Census data and the NSW Affordable Housing Guidelines.

In 2017, the 1,201 social housing tenancies in the Northern Beaches LGA (not including community housing) were mainly one bedroom or studio units. Management has recently transferred to community housing providers. This represents around 1.2 per cent of housing stock, compared to the rate of around 3.7 per cent in Greater Sydney as of the 2016 Census.

In 2016, there was estimated to be demand for more than 9,000 social and affordable housing dwellings in the LGA from households experiencing either moderate or severe rental stress or who are homeless. The modest supply of around 1,000 social and affordable housing dwellings means there is a shortfall of 8,100 dwellings, or around eight per cent of total stock). There may also be additional current unmet demand from households living elsewhere who are unable to afford to live in the Northern Beaches.

Demand will increase by around 1,800 households by 2036.

Table 5:
Projected Northern Beaches demand for social and affordable housing to 2036

Dwelling type	2016	2021	2026	2031	2036	Change
Couple family with children	1,617	1,638	1,625	1,622	1,614	-3
Couple family with no children	1,870	1,889	1,992	2,114	2,247	377
Families (sub-total)	3,487	3,527	3,617	3,736	3,862	375
Group household	640	623	632	648	671	31
Single person household	3,737	3,966	4,278	4,627	4,998	1,261
One parent family	1,277	1,345	1,399	1,452	1,494	217
Total	9,141	9,461	9,926	10,463	11,025	1,884

Source: SGS, 2020.

Demand will be driven mainly by single person households, consistent State-wide trends that reflect an older population and more complex household compositions. Future demand will also shift with changing affordability conditions in terms of wage growth and house prices.

Table 6:

Breakdown of projected Northern Beaches demand for social housing and affordable housing in 2036

Household type	2016	2021	2026	2031	2036	Change
Households in social housing	1,694	1,782	1,902	2,034	2,174	480
Homeless households	605	636	681	734	788	183
Households in housing stress	6,842	7,043	7,343	7,695	8,063	1,221
Total	9,141	9,461	9,926	10,463	11,025	1,884

Source: SGS, 2020. *Note: this assumes that social housing dwellings will increase in line with population growth.

Demand for boarding houses

Boarding house developments include traditional boarding houses and so-called 'new generation' boarding houses (defined as 'co-living' housing in the proposed Housing Diversity SEPP). New generation boarding houses tend to have fewer shared facilities compared to traditional boarding houses in dwellings that are more self-contained. Under the right controls, boarding houses provide an alternative affordable housing option.^a

Based on the boarding house share of total demand, and applying this to population projections, an additional 343 people will need to be accommodated in boarding houses by 2036, equivalent to a demand for 343 single boarding house rooms or 172 double boarding house rooms.

This projected demand is based on the projected population growth between 2016 and 2036, yet an additional 241 boarding house rooms have entered operations since 2016.⁷ Together, these rooms could accommodate between 241 and 399 lodgers based on room sizes and specified capacity.

If 241 lodgers are accommodated by these boarding houses, only a further 102 single rooms will be needed, equivalent to five new developments (based on the average development of 20 rooms).^a

Table 7:

Northern Beaches projected growth in boarding house lodgers, 2016-2036

	2016 (from ABS Census)	2036 (projection)	Difference (projected-existing)
Number of boarding house lodgers	102	445	343

Source: SGS, 2020.

Factors influencing demand

Future demand will be influenced by price and boarding house type. Recent development applications largely reflect the new generation boarding houses that tend to have limited shared facilities, and are only slightly cheaper than renting in the private rental market.

While these new generation boarding houses can meet the needs of key workers and other professionals working in the Northern Beaches, they do not meet the affordability needs of people in low income groups. As of April 2020, the average rent for a new generation boarding house in the LGA was around \$436 per week – which is unaffordable for many people.⁹

Although the projections forecast modest demand for boarding houses to 2036, previous research indicates there are gaps in the market for affordable boarding house options in Sydney.¹⁰ We need to plan for consistent supply to provide more affordable housing in the right locations, including in boarding house forms, by community housing providers. Actual or revealed demand may ultimately be higher or lower than our current estimates, particularly given the proposed changes in the Housing Diversity SEPP may shift market fundamentals for this type of housing.

⁶ The proposed NSW Housing Diversity SEPP included an affordability requirement that all boarding houses need to be affordable and managed by a registered not-for-profit community housing provider.

⁷ Based on Northern Beaches Council occupation certificate data.

⁸ Based on existing boarding house development in the Northern Beaches.

⁹ Based on 12 recent listings sourced from homely.com.au and rent.com.au.

¹⁰ See UNSW 2018, 'State Environmental Planning Policy (Affordable Rental Housing) 2009 and affordable housing in Central and Southern Sydney,' City Futures Research Centre, <https://cityfutures.be.unsw.edu.au/research/projects/affordable-housing-sepp-and-southern-sydney/>

Pittwater Park and Barrenjoey Road



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Demand for seniors accommodation

Demand will increase for all types of seniors housing as an increasing proportion of the population is over 55. Seniors typically live in their own homes, retirement villages or nursing homes. Each provides a different level of care.

Healthy seniors who require limited support may choose to live in their own homes and receive occasional home care services.

Those with some functional impairment or who wish to live in a community setting may choose retirement villages.

These offer different levels of care: assisted living units provide additional care for those who need daily assistance, while self-contained living offers a lower level of assistance suited to more independent residents.

Seniors who have severe impairments and need higher levels of care may need to live in nursing homes, or residential aged care, where personal and nursing care are provided daily. We expect there will be a high level of demand for retirement villages and nursing homes by 2036.

Table 8:
Northern Beaches projected supply gap for seniors housing

	2016 (from ABS Census)	2036 (projection)	Difference (existing-projected)
Retirement villages – self-contained independent living units	4,196	6,256	2,060
Retirement villages – assisted living units	993	1,495	502
Nursing homes (beds)	1,500	2,265	765

Source: SGS, 2020.

An additional 128 self-contained independent living units have been developed since 2016¹¹ helping to address some of these gaps for self-contained independent living units. This leaves additional demand of 1,716 self-contained units to 2036. Assuming a median of 81 units per development¹² the demand is equivalent to around 21 new developments. There will also be additional demand for assisted living and nursing home units, though at a lower level than for self-contained units.

¹¹ Based on Northern Beaches Council occupation certificate data.

¹² Based on existing seniors housing development in the Northern Beaches.

Housing supply

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Residential zoning

The predominant residential land use zones in the Northern Beaches LGA are R2 Low Density Residential, R3 medium Density Residential. The E4 Environmental Living zone also accommodates residential dwellings. Residential dwellings are also permitted in some business zones, such as B1 Neighbourhood Centre, B2 Local Centre, and B4 Mixed Use. However, the LGA's current zoning scheme differs between the former LGAs of Manly, Warringah, and Pittwater, and their respective LEPs:

- Manly LEP 2013
- Warringah LEP 2011
- Warringah LEP 2000 (Deferred Matter areas)
- Pittwater LEP 2014.

McDonald Street, Freshwater

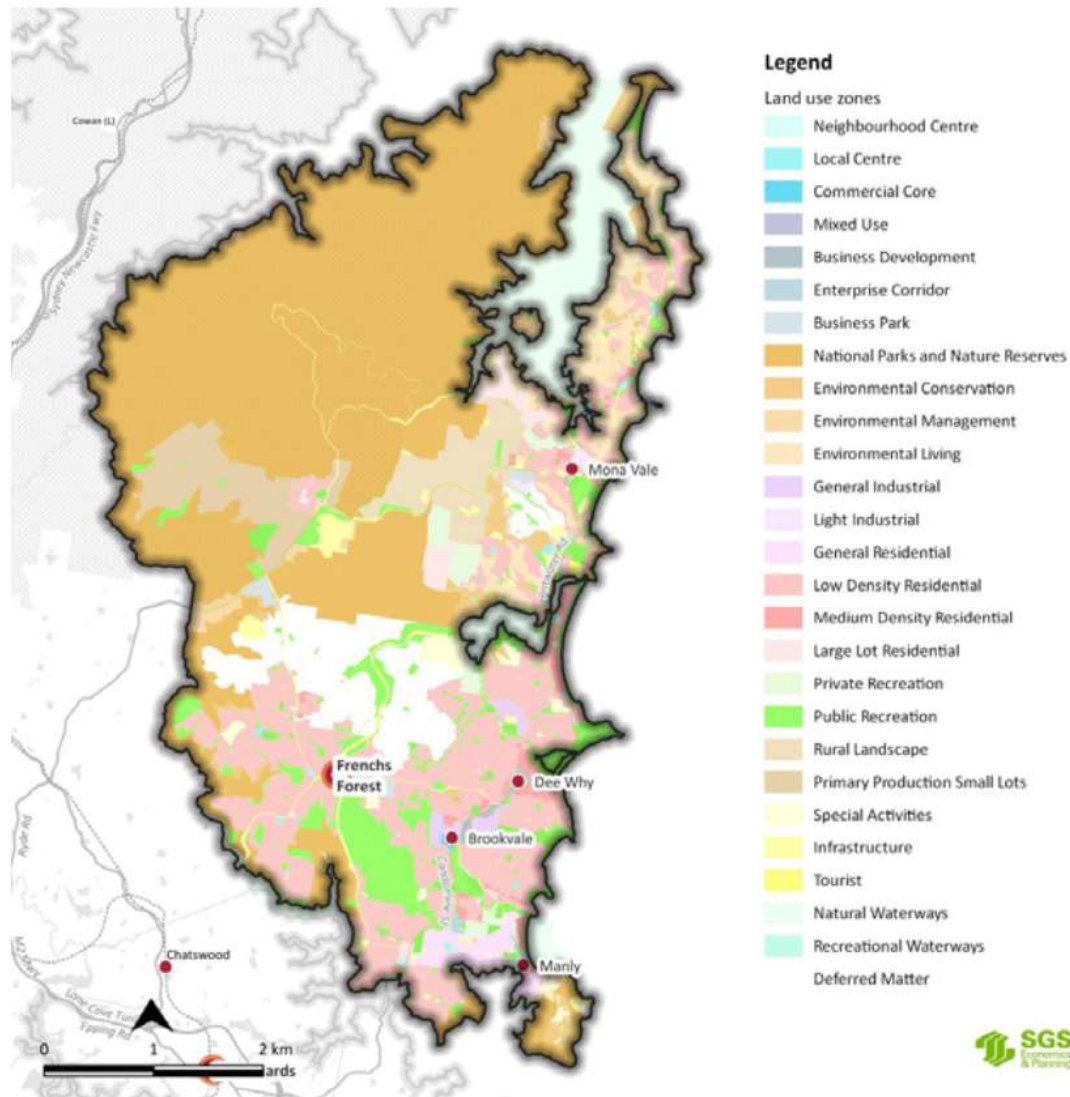


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Map 4

Current land use zones, Northern Beaches LGA



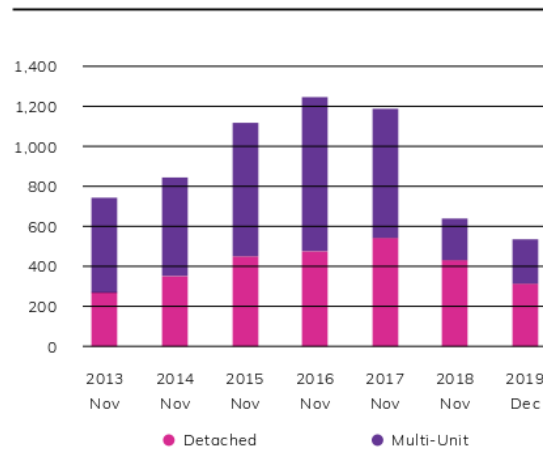
Source: SGS, 2020.

Drivers of housing supply

Consistent with trends revealed by the Census, since 1992, multi-unit housing has accounted for 59 per cent of dwelling approvals and around 55 per cent of approvals since 2013. Dwelling completions since 2013 have reflected this trend even further, with around 80 per cent of new dwellings being multi-unit.

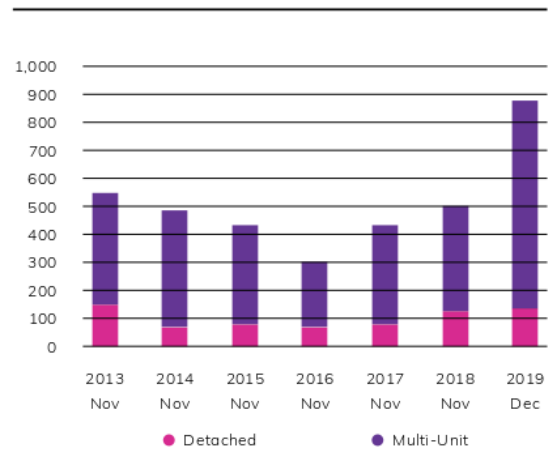
There has also been a recent increase in the number of secondary dwellings in the LGA, with around 709 developed between 2016 and 2020. As well as this, 268 boarding house rooms, and 270 seniors living units were completed in the same period.

Figure 9:
Dwelling Approvals, Northern Beaches LGA, Nov 2013 - Dec 2019



Source: DPIE Land and Housing Monitor, 2020.

Figure 10:
Dwelling Completions, Northern Beaches LGA, Nov 2013 - Dec 2019



Source: DPIE Land and Housing Monitor, 2020.

Future land release areas

Opportunities to develop new land release areas in Northern Beaches LGA are limited, with environmental constraints likely to restrict the volume of possible residential development across the LGA.

Warriewood is the key remaining land release area, though much of it is already developed. Ingleside was previously identified as a location for a development; however, expectations have been scaled back due to environmental hazards and constraints.

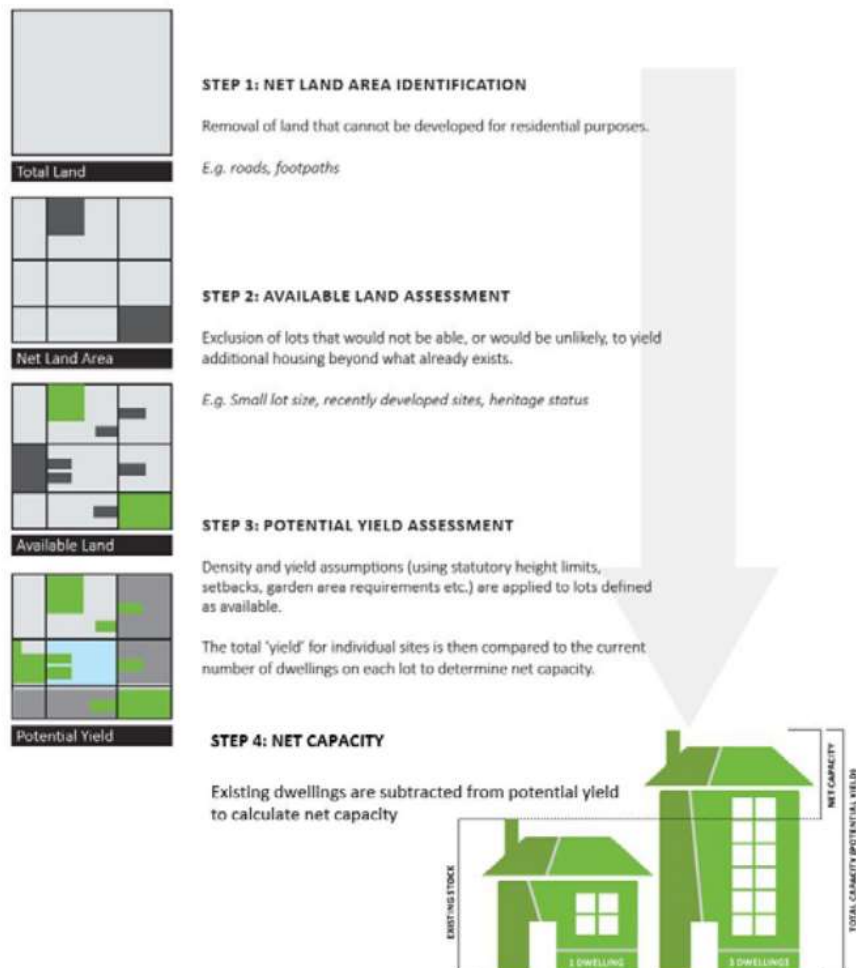
Housing capacity

*The capacity analysis below has been updated since the Issues and Opportunities Paper to reflect new data.

Notional housing capacity

Housing capacity estimates the quantum of housing that could be accommodated in an area, based on what would be allowed under existing planning controls and recent housing supply trends. Estimates can only be indicative rather than absolute.

Figure 11:
Capacity Assessment method



Source: SGS, 2020.

The theoretical capacity assessment suggests that if all available areas are fully developed, the LGA could accommodate around 8,300 additional dwellings in addition to the maximum of 4,360 dwellings identified for Frenchs Forest, which is not factored into current planning controls.

Combined, this suggests an overall capacity for around 12,600 dwellings. Much of the existing capacity is for multi-unit housing, residential flat buildings and shop-top housing.

Table 9:
Notional housing capacity by dwelling type

Highest permissible dwelling type	Existing number of developable properties	Existing number of dwellings	Maximum number of dwellings	Raw capacity
Dual occupancies	458	433	916	483
Dwelling houses	42	16	137	120
Multi-dwelling housing and residential flat buildings	599	899	5,700	4,802
Shop-top housing	254	207	3,045	2,838
Density-controlled lots*	52	52	127	75
Total	1,405	1,607	9,925	8,318
Frenchs Forest Planned Precinct				4,360
Total including Frenchs Forest				12,678

Source: SGS, 2020. *Density-controlled lots are located in an area in Manly that has a dwelling density control.

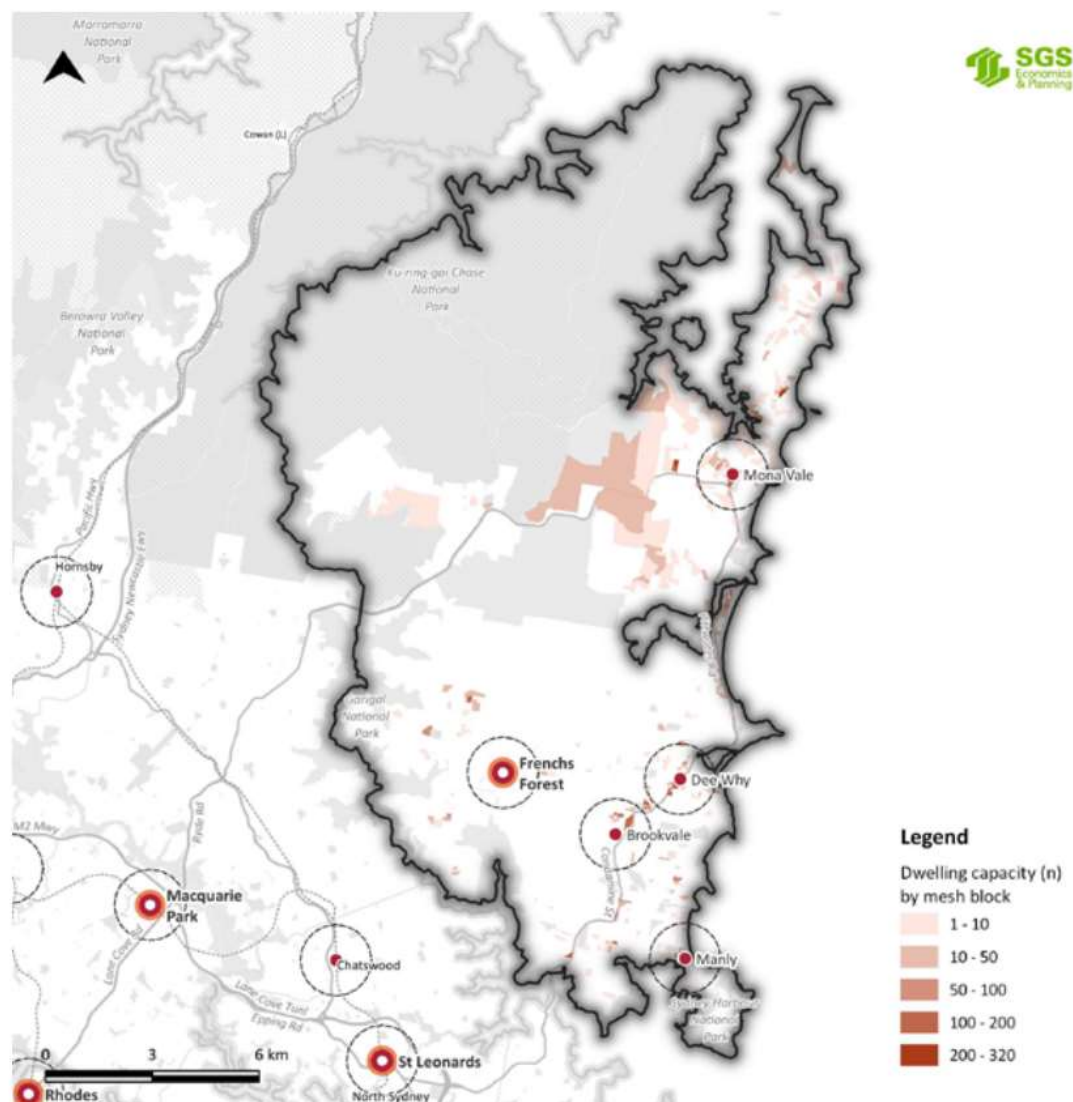
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Location of notional capacity

The identified existing capacity is generally concentrated around centres, including Dee Why, Brookvale and Mona Vale. As would be expected there is a comparatively limited amount of capacity in rural and environmentally sensitive locations.

Map 5

Location of notional capacity under current controls (mesh block level*)



Source: SGS, 2020.

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Much of the capacity for new housing is in the B2 Local Centre, B4 Mixed Use and R3 Medium Density Residential zones.

Table 10:
Notional dwelling capacity by zone, Northern Beaches LGA

Zone	Existing number of developable properties	Existing number of dwellings	Maximum number of dwellings	Raw capacity
B1 Neighbourhood Centre	60	55	409	354
B2 Local Centre	175	180	1,882	1,702
B4 Mixed Use	55	89	1,718	1,629
B5 Business Development*	27	4	530	526
E3 Environmental Management	1	2	3	1
E4 Environmental Living	6	4	10	6
R1 General Residential	34	36	86	50
R2 Low Density Residential	341	319	737	417
R3 Medium Density Residential	549	787	4,235	3,449
R5 Large Lot Residential	48	48	99	51
RU2 Rural Landscape	108	83	215	132
RU4 Primary Production Small Lots	1	0	1	1
Total	1,405	1,607	9,925	8,318
Frenchs Forest Planned Precinct				4,360
Total including Frenchs Forest				12,678

Source: SGS, 2020. *Density-controlled lots are located in an area in Manly that has a dwelling density control.

Feasible capacity

A form of sensitivity testing of the theoretical capacity considered the financial feasibility of new development in the LGA. This factors in construction, land value and other costs and compares these to potential sale prices for different types of housing. This high level model reduces the available housing capacity in the LGA from around 8,300 dwellings to around **6,400 dwellings** including feasible and marginally feasible sites (excluding Frenchs Forest).

Table 11:
Indicative feasible capacity by dwelling type, Northern Beaches LGA

Development type	Feasible development	Marginally feasible development	Unfeasible
Multi-dwelling housing and residential flat buildings	3,570	375	857
Shop-top housing	1,967	221	650
Dual occupancies	108	61	314
Dwelling houses	46	16	58
Density-controlled*	9	18	48
Total	5,700	691	1,927

Source: SGS, 2020. *Density-controlled lots are located in an area in Manly that has a dwelling density control.

Most shop-top housing and apartment development is considered as feasible, while infill development further away from centres is generally less feasible. Site-specific environmental and other constraints will also limit the potential for development in some areas.

Demand and capacity gap

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There is a notional gap of around 3,500 dwellings between the projected housing demand from 2020 and 2036 and capacity under current controls. This gap is addressed when the capacity identified in Frenchs Forest Planned Precinct is included.

Potential secondary dwellings in low density residential areas are not included in the capacity analysis, assuming that they continue to be built at the same rate as they have since 2016, and that 25% of them take up housing demand.

However, when factoring in the potential feasibility of development there is a deficit in capacity of around 1,244 dwellings even when including Frenchs Forest.

Table 12:
Northern Beaches LGA housing capacity gap in 2036

	Estimated number of dwellings (excluding Frenchs Forest)	Including Frenchs Forest Planned Precinct
Notional capacity under current controls	8,318	12,678
Projected additional demand to 2036 (from est. 2020 levels)	11,995	11,995
Difference (capacity – demand)	-3,677	683
Feasible development capacity (feasible and marginally feasible)	6,391	10,751
Projected additional demand to 2036 (from est. 2020 levels)	11,995	11,995
Difference (capacity – demand)	-5,604	-1,244

Source: SGS, 2020.

Considering the gap between notional capacity and demand in terms of the feasible capacity illustrates the development likely to occur under current controls (recognising that feasibility will change over time). **If the feasible capacity is insufficient, changes to planning controls will be required to accommodate future growth. However, this is not considered necessary in Northern Beaches LGA in the very short term.**

Some of the identified capacity gap may also be addressed through current planning work such as the Brookvale Structure Plan.

Summary

Population growth and change in demographics

Projected population growth will drive demand for new and different forms of housing. For example, the increase in the number of single person households drives a need for smaller households, as does an older population. Combined with affordability issues we expect to see greater demand for smaller and lower maintenance housing, such as residential flat buildings. While demand for larger dwellings remains, only a very small share of this can be met due to environmental constraints and a lack of suitable land. Demand will partly be met by attached, secondary or compact dwellings in established areas that offer features like courtyards or ground-floor access.

Housing affordability

As rents and prices rise, housing is severely or extremely unaffordable for many tenants, in particular. There is a shortfall of around 8,100 social and affordable rental dwellings; this will increase by an additional 1,880 dwellings over the 20-year period between 2016 and 2036.

Housing capacity

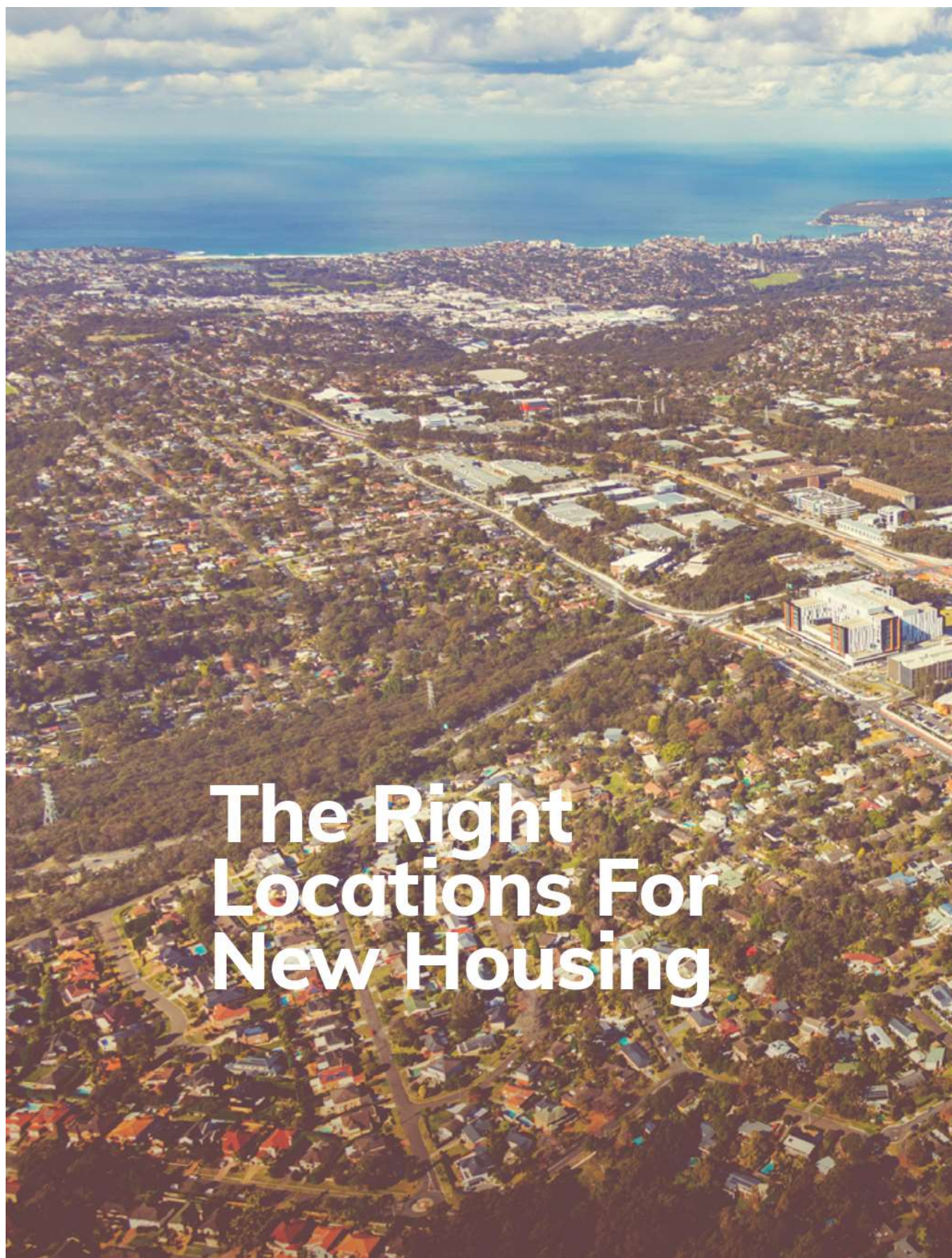
Noting the deficit in capacity of around 1,245, the current planning framework is not sufficiently addressing the need for more diverse housing choices, including medium density housing. Increased diversity will address people's changing needs and provide more affordable smaller housing to help address affordability.

These issues also require us to plan for alternative housing forms such as boarding houses or different types of seniors accommodation near locations with shops and services.

Recent residential development around Dee Why



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Context

The structure plan in Towards 2040 sets out a spatial framework for the LGA and identifies key centres. This is the strategic reference point for this LHS and our approach to housing renewal in different centres across the LGA. It means that the majority of the LGA will see little change, with new development focused on centres.

Under Towards 2040, strategic centres (Dee Why, Brookvale, Mona Vale, Manly and Frenchs Forest) service higher order needs, serve as hubs for employment, and typically have higher density forms of housing.

Local centres (Avalon, Newport, Warriewood, Narrabeen, Freshwater, Manly Vale, Balgowlah, Forestville and Belrose) are local hubs for employment and services, and can be appropriate locations for a greater diversity of housing.

In addition to the centres identified in the structure plan, we consider Terrey Hills and Beacon Hill in the LHS as these are located along or near key transport corridors and have amenities and assets that could support modest additional development in the future.

Analysis draws from a number of spatial options, including:

- concentrated urban renewal in and around strategic centres
- dispersed urban renewal in and around all centres
- transport-centric renewal
- 'missing middle' housing diversity.

Appendix 2 details these options further

Preferred locations for medium and higher density renewal

The proposed approach for new housing applies the principles of Towards 2040 and aims to build in long term capacity for growth around centres with good transport, while respecting each centre's scale and character of and increasing housing diversity and affordability.

This would see medium to higher density development concentrated in strategic centres and selected town centres (current and future B-Line routes), while these and other smaller centres on transport corridors would be a focus for greater housing diversity. Most streets and suburbs in the LGA will remain very much the same as today.

Priorities for renewal in the short to medium term will be centres on the existing B-Line: Brookvale, Dee Why, Mona Vale, Manly Vale and Narrabeen. Brookvale, Dee Why and Mona Vale are already strategic centres and Manly Vale and Narrabeen offer opportunities to build on their existing small-centre characteristics. Other centres on the B-Line, such as Warriewood, are not identified as a focus for renewal due to local environmental and other constraints.¹⁵

With structure and employment planning studies underway, Brookvale could be the initial focus, followed by Dee Why and Mona Vale. Planning for Manly Vale and Narrabeen could follow in the medium-term.

Frenchs Forest is not considered in detail in this LHS, as its development is subject to NSW Government planning at this time.

In the longer term, if a second B-Line to Chatswood goes ahead, centres such as Forestville and Beacon Hill in this corridor could also be a focus.

Renewal in each centre will reflect how the centre is used in the LGA – for example, renewal in strategic centres will be different to that in smaller centres. Additional development will avoid areas with absolute development risks (see Section 7.2.)

¹⁵ In the case of Warriewood, the location of the B-Line stop and the layout of the wider centre does not lend itself to renewal. There are also issues with flooding and nearby land uses that would make concentrated renewal more challenging.

57 Campbell parade, Manly Vale



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Map 6:
Towards 2040 structure plan



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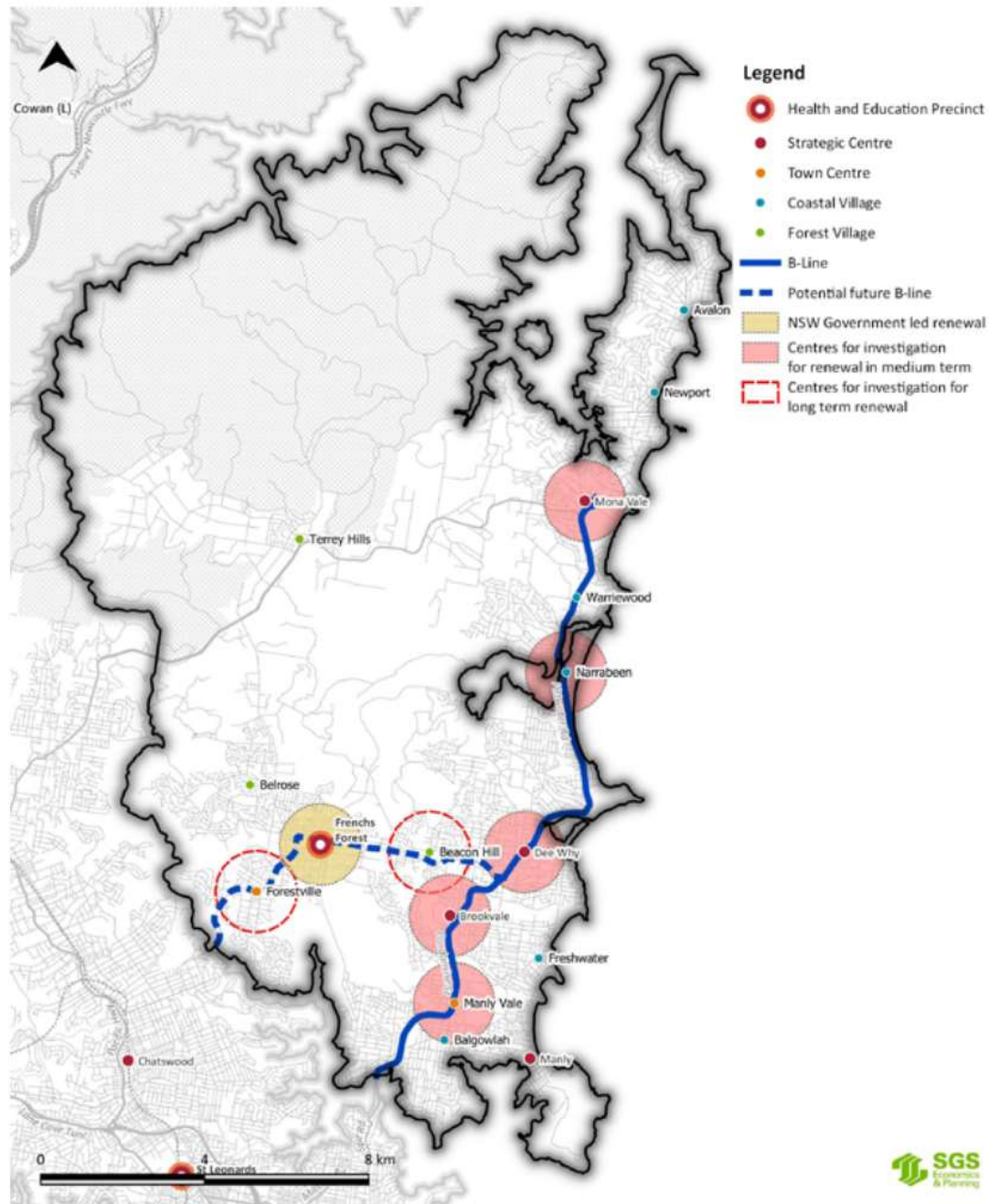
 Urban area	 Forest village	 Employment hub
 Ingleside Growth Area	 Coast walk	 Existing housing capacity
 National park	 Bondi to Manly walk	 Identified future housing supply
 Major public parkland/ bushland	 Ferry routes	
 Metropolitan Rural Area (MRA)	 Ferry stop	
 Future MRA investigation area	 Public transport and active travel connection	Regional community facilities
 Strategic centre	 Future B-line link to Newport	 Education
 Health and education precinct	 Key transport corridor	 Sports and recreation
 Local centre	 Future transport corridor	 Art/culture/community
 Coastal village	 Beaches Link Tunnel investigation area	 Primary medical facility
		 Supporting medical facility

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Map 7

Preferred approach for medium-higher density centres



Source: SGS, 2020.

Housing in local centres

Other centres may also be suitable locations for some low to medium density housing to develop greater diversity of housing across the LGA, and particularly in locations that are close to shops, services, clubs and community facilities.

Local centres suited to low to medium density housing such as dual occupancies, seniors accommodation and boarding houses include the strategic, town and village centres that are not on the existing B-Line or not proposed for significant housing renewal. These include:

- Avalon ¹⁶
- Newport ¹⁷
- Warriewood
- Terrey Hills
- Belrose
- Forestville
- Beacon Hill ¹⁸
- Freshwater
- Balgowlah
- Manly.

While **Manly** is a strategic centre, it is not on a B-Line route and faces several constraints that mean significant new development is not likely. For this LHS, it is considered a local centre, with opportunities to create more housing diversity.

The preferred approach will be to include low to medium density typologies in residential areas within one kilometre of these centres, excluding areas with the absolute development risks (see Section 7.2).

¹⁶ A Place Plan is being prepared for Avalon which will guide any development in this village.

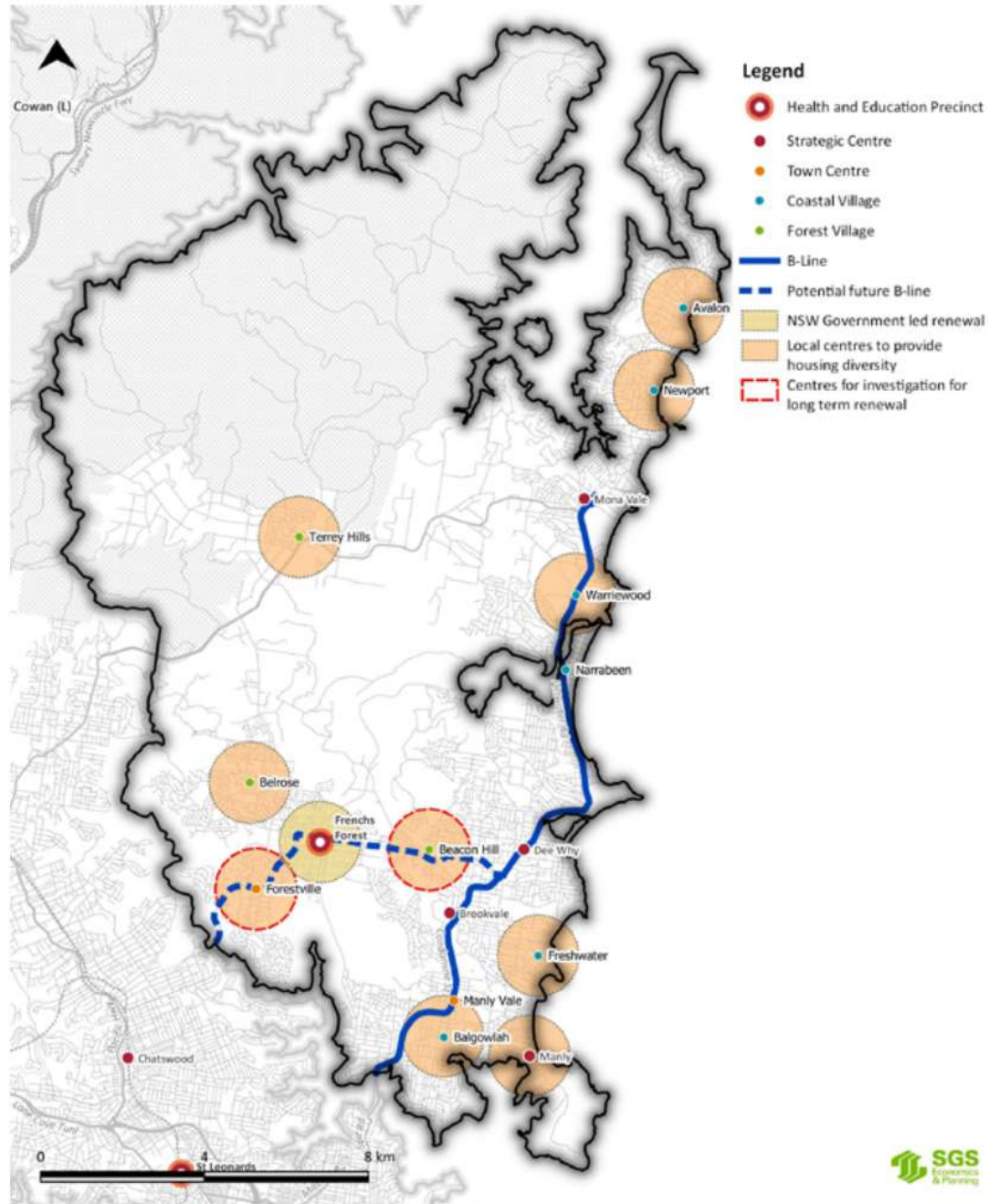
¹⁷ Newport Village Commercial Centre Masterplan was adopted in 2007.

¹⁸ Forestville and Beacon Hill may be investigated for renewal subject to the establishment of the second B-line route.

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Map 8

Preferred spatial planning approach for local centres



Source: SGS, 2020.

Options for medium to higher density renewal

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Development in the centres identified for medium to high density housing should aim for:

- walkable and public transport accessible neighbourhoods
- diverse housing character precincts
- higher density housing in mixed use centres to minimise the impact on established areas
- medium and high density development near amenities and services
- low-scale infill for more diverse housing in existing areas which is compatible with existing housing character ('missing middle')
- heritage and environmental areas to be protected.

Missing Middle Housing

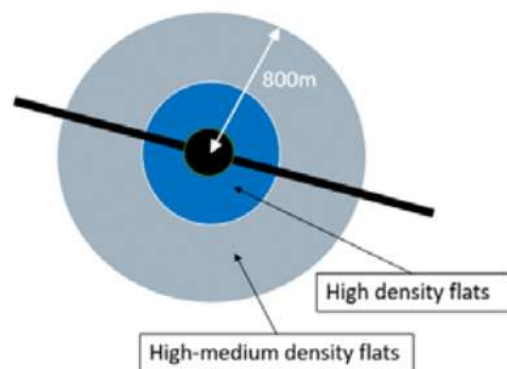
The 'missing middle' refers to low-scale infill housing that can increase housing diversity in existing areas while being compatible with existing housing character. This can include housing types such as dual occupancies, manor houses, and multi-dwelling forms like terraces.

Traditional concentrated urban renewal approach

The traditional urban design approach to planning for renewal around centres focuses higher density development in areas within 400 metres from the central node, such as a town centre or a public transport stop, with medium to high density development between 400 metres and 800 metres from the node. Examples of this type of development include Dee Why which has seen high density apartment development, particularly within 400 metres of the core node.

This approach concentrates new housing into locations where people can access transport or services that are also further from existing areas. However, it tends to favour apartment development, which is not necessarily suited to all locations, doesn't provide a mix of housing and doesn't allow for more moderate infill development that could better reflect the character of existing areas and contribute to their reinvigoration.

Figure 12:
traditional concentrated urban renewal approach

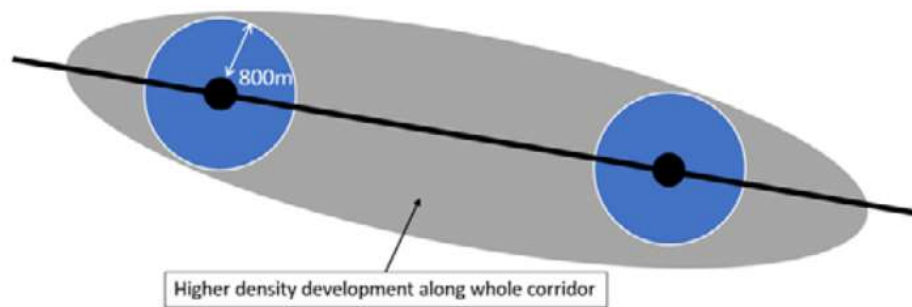


Source: SGS, 2020.

Linear urban renewal approach

A linear approach to urban renewal focuses on transport corridors, with more intense development around key nodes, and higher density development along the corridor in between nodes. This approach has been taken in the Canterbury Road and Parramatta Road corridors in Sydney's Inner West.

Figure 13:
Linear urban renewal approach



Source: SGS, 2020.

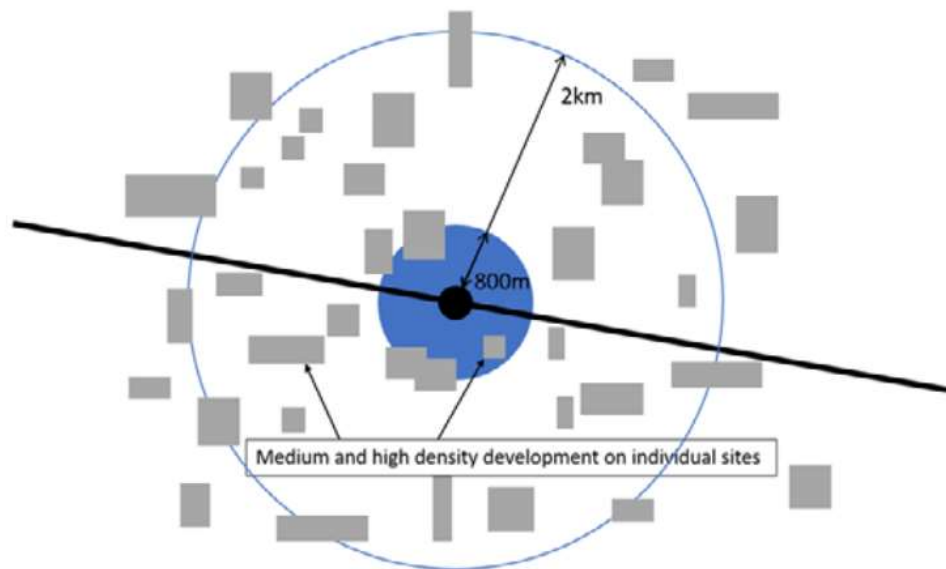
This approach can take advantage of existing or new transport services on road corridors, and it may provide cheaper forms of entry-level housing.

However, it can affect the issues that make a place a nice place to live, in terms of noise, pollution or amenity, and in terms of health outcomes. Action 81 of the North District Plan specifically recommends avoiding these 'urban hazards'. This pattern of renewal also does not necessarily enhance public transport access for people living between nodes, and not within walking distance of a stop.

Dispersed development

The dispersed approach to renewal implies an ad-hoc approach, with individual developments on sites dispersed across an LGA, including through spot rezonings. It may occur if an industrial area is rezoned for housing yet not close to transport. This type of development has been a feature of many locations in Greater Sydney through the recent housing boom.

Figure 14:
Dispersed development



Source: SGS, 2020.

While this approach facilitates a supply pipeline and requires little additional planning, its haphazard nature means that new housing won't necessarily reflect the qualities and character of the area nor achieve a liveability and sustainability dividend from growth.

Instead, it creates pressure for supplementary or new transport or social infrastructure and services in locations or ways that might not be optimal or efficient. This approach does not meet the criteria of the North District Plan and priorities of Towards 2040.

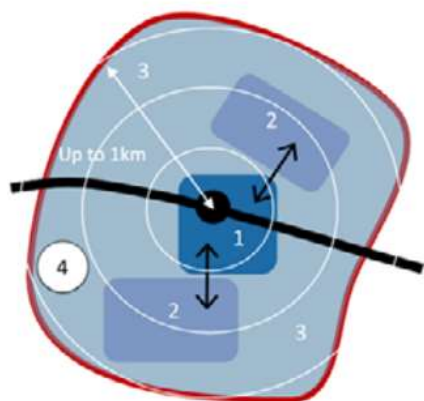
Centres Renewal Framework

Given this approach, we propose a **Centres Renewal Framework** that identifies different housing precincts in developable (unconstrained) areas around a centre or public transport stop, within a one kilometre, or a 10-15 minute, walk. These areas are defined as **Centre Investigation Areas**.

Figure 15:
Centres renewal framework

Defining the investigation area boundary:

- Areas within 1km of centres
- Exclude areas with heritage, topography or environmental constraints



Precincts

1. Centre core

- Highly accessible and in town centre areas - less than 800m to public transport.
- Areas that are logical extensions of a centre where people can easily walk to the centre without facing physical barriers.
- Includes larger sites suitable for redevelopment, or areas with potential for site amalgamations to host additional development.
- Suited to mixed use developments (with ground floor retail) and higher density housing such as apartments.

2. Mixed housing

- Around 800m to 1km from centres and public transport.
- Good amenity, representing opportunity areas closest to assets such as parks and shops.
- Suited to larger lot sizes, typically over 600 sqm, ready for redevelopment without site amalgamations.
- Suitable for housing such as townhouses and small scale apartments of 2-4 storeys.

3. Influence areas

- Located within a 1km walk of centres.
- Suitable for housing that match the character of existing detached housing areas, such as dual occupancies, terraces, semi-detached dwellings or manor homes.
- Ideally creating Torrens (not strata) titled properties.

4. Excluded areas

- Heritage conservation areas, sites with high environmental hazards and risks, and areas zoned for E4 Environmental Living.

Source: SGS, 2020.

This approach allows for a range of housing types, with a lower density overall, that can be designed in keeping with neighbourhood character yet build on local assets and features and account for constraints. It enables a broader approach to how a centre might function in terms of aspects such as walking and cycling access or integrated planning for open space and other neighbourhood amenities.

Table 13:
Comparison of potential approaches to housing renewal

Approach	Pros	Cons
Traditional concentrated urban renewal	Locates more housing in most accessible locations	- Favours apartment development only - Limited flexibility to reflect constraints and retain character
Linear urban renewal	Takes advantage of provision of transport infrastructure	- Provides limited amenity/accessibility unless located adjacent to a centre - May concentrate housing in unhealthy traffic corridors - Can impact built form character and quality of streetscape
Dispersed development	Requires limited additional strategic planning/largely driven by market forces and easy supply opportunities	- Haphazard development which may not reflect existing housing character - Limited ability to plan for additional pressures placed on infrastructure - Likely to generate community angst
Centres Renewal Framework	- Allows for a variety of housing in accessible locations - Flexible application that considers existing features and character; excludes constrained areas - Allows for comprehensive planning, integrating assets - Allows for new housing to respect local conditions	- Wider area of potential disruption around centre, but still focussed - Requires more detailed planning analysis

Source: SGS, 2020.





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Social and affordable housing

While we will set a target and strategy to facilitate more social and affordable housing the NSW and Australian governments hold the overwhelming responsibility for providing shelter for households in need of assistance.

Our contribution will be to at least meet the additional demand for social and affordable housing dwellings between 2016 and 2036 – that is, a minimum target for 1,880 dwellings. The gap between this and the total demand for social and affordable housing in 2036 (including the existing unmet demand) should be addressed by other levels of government.

Comprehensive approach to delivery

There are a range of approaches and mechanisms that could be considered to help meet the social and affordable housing target.

Affordable housing contribution scheme

Under Towards 2040, Council endorsed including a target for a minimum of 10 per cent affordable rental housing in new planning proposals, consistent with Council's existing Affordable Housing Policy and its Affordable Housing Contribution Scheme under SEPP 70.

This alone will not achieve the target amount of additional social and affordable housing, without higher density forms of housing; other mechanisms will be needed to complement the affordable housing contributions scheme.

Other mechanisms

Voluntary planning agreements: Affordable housing contributions could be negotiated where planning proposals or other development concessions provide floor space in addition to that provided in planning controls negotiated through voluntary planning agreements (i.e. separate from the SEPP 70 Contribution)

Inclusionary zoning: Like the long-term approach in Ultimo/Pymont where a small percentage of all new floor space is dedicated to affordable housing (it can be paid, and typically is, as an equivalent cash contribution), this approach acknowledges that everyone benefits when lower income households, including workers who are essential to community functioning, have affordable housing. Requirements to provide car parking spaces are a type of 'inclusionary zone'.

An inclusionary zone for affordable housing could apply at, for example, three to five per cent of all new residential floor space, and perhaps at a lesser rate on non-residential floor space. Cash in lieu contributions could be collected by a nominated community housing provider to invest in affordable housing just as CityWest Housing does in Ultimo/Pymont.

The NSW Government would need to approve such an approach.

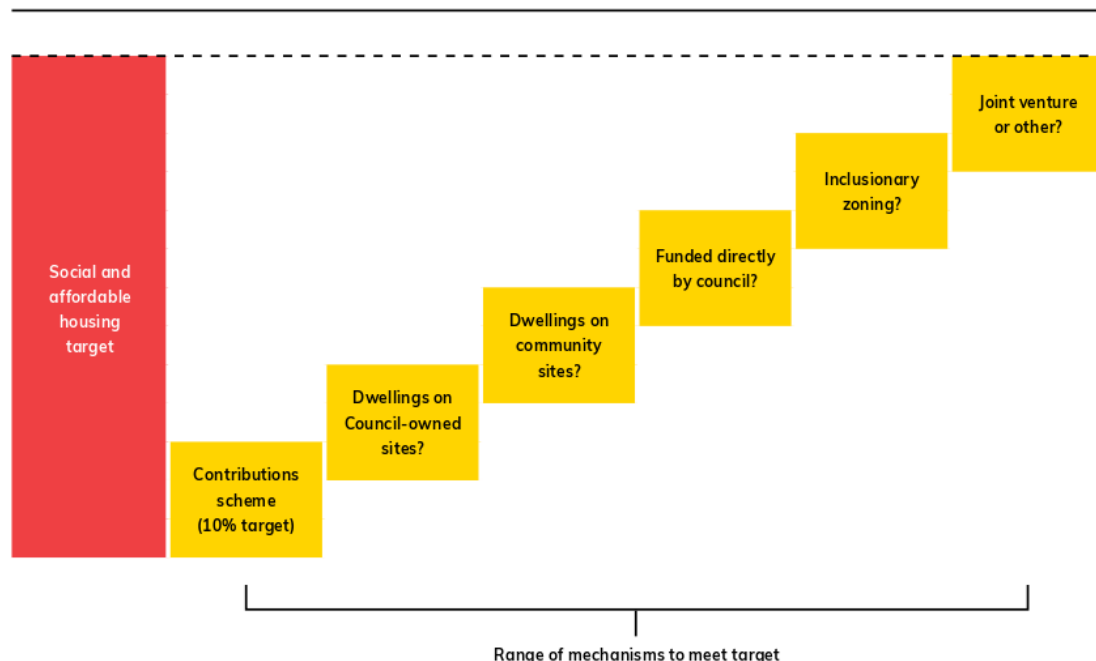
Underutilised or surplus Council-owned or community-owned sites: Surplus or underutilised land could be developed for affordable housing or a mix of private, social and affordable housing. Council land such as that used for car parking could be redeveloped with parking retained in any new development or commercial or retail sites could be redeveloped with shop-top housing. Community land may include surplus church-owned sites.

Direct cash contributions: Council could make an annual cash contribution to a community housing provider or may dedicate a share of revenue from its commercial properties, rates or other revenue. Port Phillip Council in Melbourne has seed funded a community housing provider. This option may better meet the aim of providing affordable housing in better locations and would recognise that Council's property base represents an asset similar to its financial resources.

Joint ventures: These might see Council working with the NSW Land and Housing Corporation (LAHC) to redevelop existing social housing on the Northern Beaches by assisting with approvals, waiving developer contributions or providing a cash or land contribution.

These various mechanisms are charted below. While we can estimate the number of dwellings that a contributions scheme might fund, this approach would likely fall short the minimum target without a combination of the above approaches. This will require a comprehensive strategy to identify the potential and scope of these other mechanisms.

Figure 16:
Comprehensive approach to meeting the social and affordable housing target



Source: SGS, 2020.

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Affordable Rental Housing SEPP

The Affordable Rental Housing SEPP¹⁹ guides the development of new infill affordable housing, secondary dwellings, boarding houses, supportive accommodation, LAHC development, group homes, and residential flat buildings provided by social housing providers, public authorities and joint ventures.

The Affordable Rental Housing SEPP defines a boarding house as “a building that is wholly or partly let in lodgings, provides lodgers with a principal place of residence for three months or more, may have shared facilities, and has rooms that accommodate one or more lodgers”.

Boarding houses do not include backpackers’ accommodation, group homes, serviced apartments, seniors housing, or hotel or motel accommodation.

Both traditional and new generation boarding houses are covered under the Affordable Rental Housing SEPP.

Locational controls

The Affordable Rental Housing SEPP allows boarding houses in the following zones with some additional locational and other requirements.

Table 14:

Locational controls for boarding houses under the affordable rental housing sepp

Permissible zones	Additional controls
R1 General Residential	-
R2 Low Density Residential	Only permissible in accessible locations (within 800m walking distance of a railway station/ferry wharf; within 400m walking distance of a light rail; within 400m walking distance of a regularly used bus stop) No more than 12 rooms per development
R3 Medium Density Residential	-
R4 High Density Residential	-
B1 Neighbourhood Centre	Ground floor will not be used for residential purposes
B2 Local Centre	Ground floor will not be used for residential purposes
B4 Mixed Use	Ground floor will not be used for residential purposes

Note: Boarding houses are currently permitted within the deferred lands area as identified within Warringah LEP 2000
Source: State Environmental Planning Policy (Affordable Rental Housing) 2009.

¹⁹ The Affordable Rental Housing SEPP as it applies to boarding houses may be rolled into the proposed Housing Diversity SEPP.

Several changes to the Affordable Rental Housing SEPP concerning boarding houses are summarised below.

Table 15:
Recent changes to provisions for boarding houses

Year	Item	Description
2011 May	Character of local area	Developments need to be deemed by the consent authority as compatible with the character of the area
2018 June	Car parking requirement	Car parking requirement was increased from 0.2 spaces per room in accessible areas, and 0.4 spaces in non-accessible areas to 0.5 spaces per room in all areas for boarding houses not provided by a community housing provider
2019 Feb	Boarding houses in Zone R2 Low Density Residential	Boarding houses in R2 Low Density Residential zone cannot exceed 12 rooms per site to manage the bulk and scale of boarding house developments in the low-density zone

Source: State Environmental Planning Policy (Affordable Rental Housing) 2009.

Application in Northern Beaches LGA

The Affordable Rental Housing SEPP and its amendments have not resulted in more affordable housing options for the Northern Beaches.

To increase the provision of affordable rental and social housing in the Northern Beaches, we will seek an exemption from some of the requirements of the Affordable Rental Housing SEPP and introduce local planning provisions to facilitate boarding house development. These provisions are as follows:

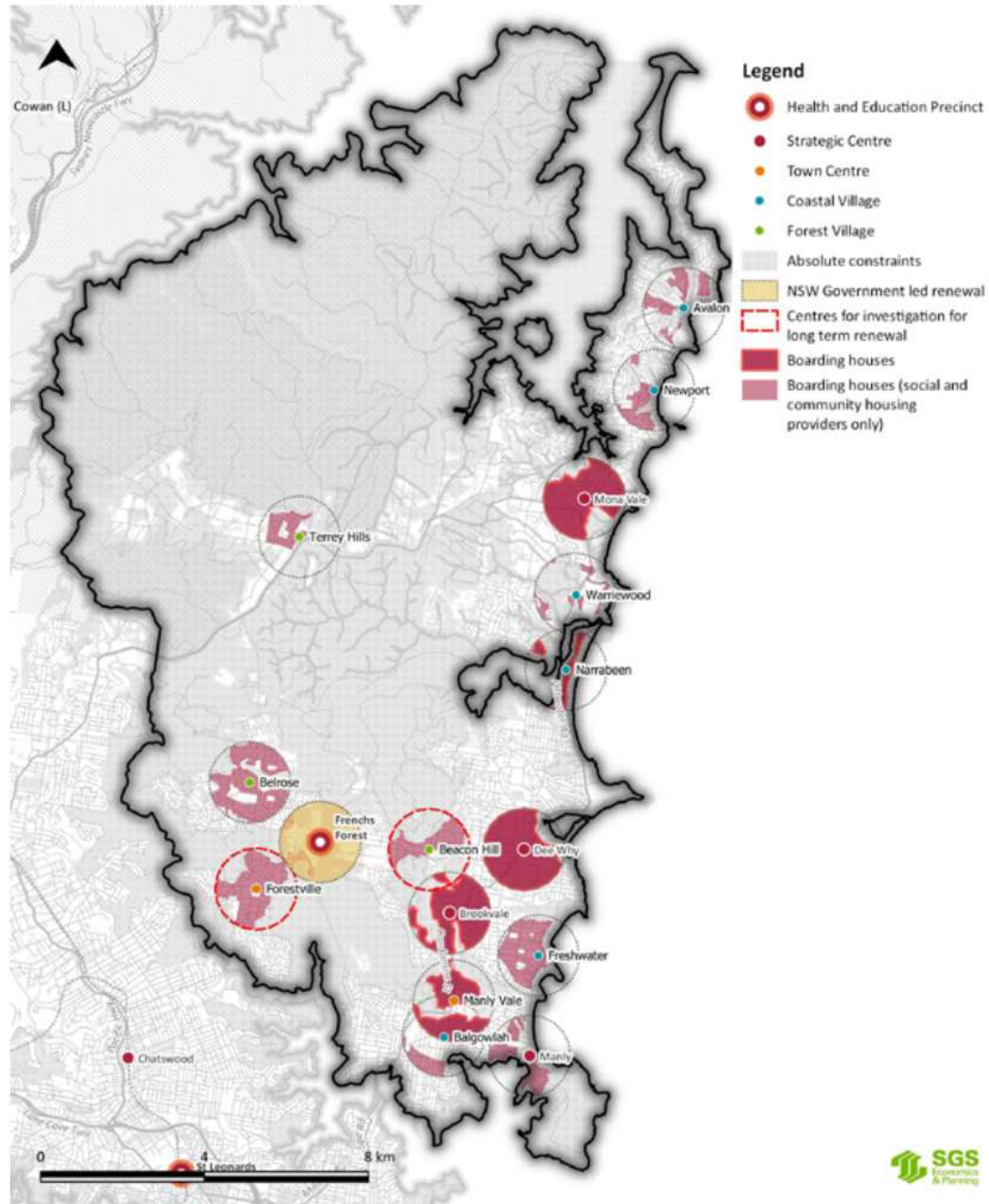
- Boarding houses developments are to be permissible in R2, B1, B2 zones only when within one kilometre of local centres on sites greater than 1,000 square metres with a maximum of 12 rooms and developed and maintained in perpetuity by a community housing provider.
- Boarding house developments are only permitted in locations within Centre Investigation Areas around centres on the B-Line (likely R3, R4²⁰ and B4 zones), and on sites of at least 1,000 square metres and with a maximum of 12 rooms.
- Parking requirements to be reviewed, with the aim of reducing the requirements, for boarding houses in Centre Investigation Areas in accessible locations (such as core areas and mixed housing areas).

²⁰ The R4 is not currently applied under any Northern Beaches LEPs. A revised LEP which integrates the existing LEPs may incorporate an R4 zone, as this is better reflective of existing housing character and types in some areas, and would allow for some higher density housing types in appropriate locations without the need to provide ground floor commercial uses (as is the case with the B4 zone currently).

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Map 9

Spatial approach for the location of boarding houses



Source: SGS, 2020.

32-34 quirk rd, Manly Vale



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Seniors accommodation

The Housing for Seniors or People with a Disability SEPP, refers to seniors as people aged 55 or over. Seniors housing is defined as residential accommodation that is (or is intended to be), used permanently for seniors. This policy also covers housing for people with a disability. The SEPP aims to provide all people in NSW, including older people and people with disabilities, with affordable and well-designed housing.

Locational controls

In addition to the zoning outlined in the table below, the SEPP contains additional location controls that limit where and how seniors housing can be developed, such as:

- requirement to be no more than 400 metres from services
- access pathways required to have an overall gradient of no more than 1:14
- public transport stop to be within 400 metres with a minimum standard of service per day
- additional features required in areas adjoining urban land
- minimum lot size of 1,000 square metres and a minimum site frontage of 20 metres
- maximum building heights.

Table 16:
Permissible zones under Northern Beaches LEPs for seniors housing under the SEPP

Manly LEP	Pittwater LEP	Warringah LEP
R1 General Residential	-	-
R2 Low Density Residential	R2 Low Density Residential	R2 Low Density Residential
R3 Medium Density Residential	R3 Medium Density Residential	R3 Medium Density Residential
-	R5 Large Lot Residential (adjacent to urban use zones)	-
B1 Neighbourhood Centre	B1 Neighbourhood Centre	B1 Neighbourhood Centre
B2 Local Centre	B2 Local Centre	B2 Local Centre
B3 Commercial Core	B3 Commercial Core	B3 Commercial Core
B4 Mixed Use	B4 Mixed Use	B4 Mixed Use
E4 Environmental Living	E4 Environmental Living	E4 Environmental Living
-	RU2 Rural Landscape (adjacent to urban use zones)	-
-	-	RU4 Primary Production Small Lots (adjacent to urban use zones)

Note: Seniors housing is currently permitted within the deferred lands area as identified within Warringah LEP 2000.
Source: Northern Beaches LEPs, State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004.

Application in Northern Beaches LGA

Expected demand for seniors housing will require the supply of the right types of seniors housing development in the right locations.

Increasingly, seniors housing developments have taken the 'continuum of care' approach, allowing for residents to keep living in one place as they get older by providing different levels of care (from self-contained independent living units to nursing homes and palliative care) on one site. Brisbane City Council, for example, has amended their planning controls to encourage all-inclusive seniors housing development.

We will encourage 'continuum of care' approach, especially for existing seniors housing sites with adequate land area and near centres. Development in inaccessible locations on the urban fringe will be discouraged; incentives will encourage this type of development near strategic and local centres with access to facilities and high-quality transport.

Case Study 1:

Retirement And Aged Care Incentives Scheme - Brisbane

Brisbane City Council is expecting a 50 per cent increase in demand for seniors housing by 2027. It has implemented initiatives to ensure adequate provision, prioritise best-practice design and encourage integrated facilities that include community facilities and other uses. These measures include:

- greater consideration of ageing in neighbourhood plans
- an incentive to reduce infrastructure charges levied on seniors housing
- a two storey height bonus for seniors housing in high-density locations.
- a two storey height bonus on a site 3,000 square metres or greater and a four storey height bonus for sites 7,000 square metres or greater in the Community Facilities zone, Specialised Centre zone or Emerging Community zone.



Artists' impression of the White Gum Valley Estate

References: Brisbane Times, 2019, 'Two towers for retirement and aged care planned for Newstead,' www.brisbanetimes.com.au/national/queensland/two-towers-for-retirement-and-aged-care-planned-for-newstead-20190521-p51pkm.html

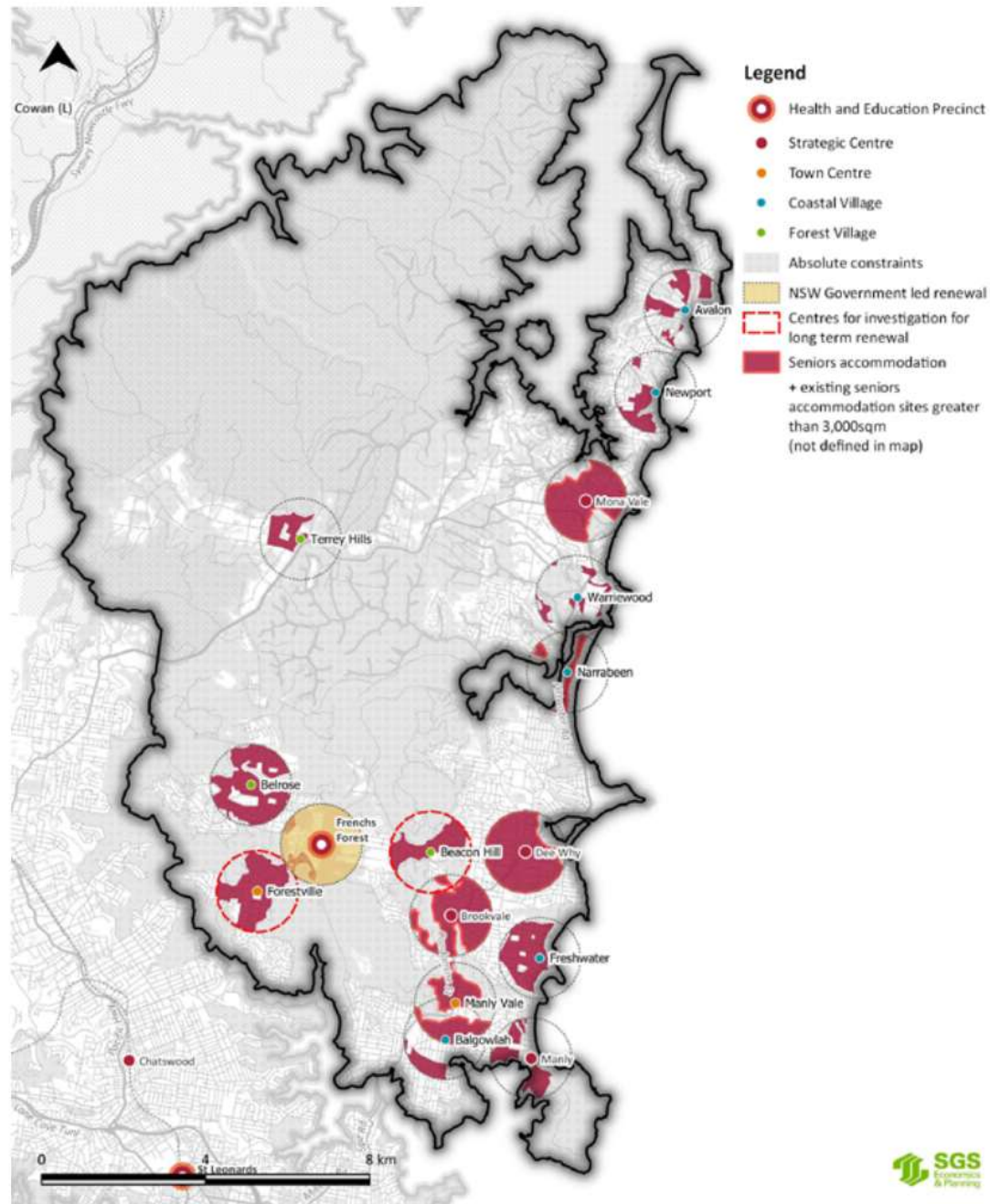
Council will seek an exemption to some of the requirements under the SEPP and introduce local planning provision to encourage seniors accommodation. These provisions are:

- Seniors housing to be permissible in R2, B1, B2 zones only when they are within Centre Investigation Areas or a kilometre from local centres on sites greater than 1,000 square metres.
- Seniors housing to be restricted in rural zones and environmental living zones, even when adjacent to urban use zones.
- Seniors housing to be restricted from R2, B1, B2 zones outside of a one kilometre radius of Centre Investigation Areas and local centres.
- Existing seniors housing in the R2 zone on sites that are larger than 3,000 square metres to be subject to additional height and density bonuses to incentivise redevelopment such as onsite nursing homes or upgrades to independent living units to include lifts.
- Allow additional height and density (maximum one additional storey) (subject to a more detailed urban design study) for seniors housing located in the R3, R4 ²¹ and B4 zones in Centre Investigation Areas. This could be completed as part of centre-specific planning work.

²¹ The As above, an integrated Northern Beaches LEP may incorporate an R4 zone, as this is better reflective of existing housing character and types in some areas, and would allow for some higher density housing types in appropriate locations without the need to provide ground floor commercial uses (as is the case with the B4 zone currently).

Map 10
Spatial approach for the location of seniors accommodation

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Source: SGS, 2020.

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Low Rise Housing Diversity Code

The Low Rise Housing Diversity Code aims to facilitate medium density housing. This targets the so-called 'missing middle' of housing, which is described as low-scale infill housing (such as dual occupancies, manor houses or multi-dwelling forms like terraces), and is focused on new lower scale housing, consistent with local character, in middle ring suburbs.

Under the code, typologies such as dual occupancies, manor houses and terraces are classed as complying development (meeting certain development standards) and can be fast-tracked in the R1 General Residential, R2 Low Density Residential, R3 Medium Density Residential, and RU5 Village zones.

Application in the Northern Beaches

We will seek an exemption to the Low Rise Housing Diversity Code and instead propose to meet demand for medium density housing through the strategies and implementation of this LHS through LEPs. These housing forms would still be permitted but targeted to appropriate locations around centres with good accessibility and amenity as identified through local planning.

Further detail on this approach is described in Section 7.

Figure 17:
Medium density development typologies in the code



Source: SGS, 2020.

Multi-unit housing around Warriewood



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Sustainability Innovations

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Innovative renewal

The change anticipated by new development can leverage greater sustainability and liveability outcomes, particularly given so many parts of the LGA will be subject to minimal change. Towards 2040 anticipates this by requiring sustainability innovations in planning proposals.

While extending the BASIX requirements for new development will reduce emissions and water use on a building by building basis, the Centres Renewal Framework allows us to consider sustainable development initiatives at the precinct level. Future detailed planning work could consider initiatives in areas such as:

- using renewable energy and possibly decentralised energy sources
- reducing water use in general and encouraging water recycling
- integrating public open space into the planning of housing developments
- encouraging more active travel and less car use.

Coordination with the NSW Government, agencies, institutions and regulators in the energy, water and transport sectors may be required. Typically, the regulatory environment rather than technology or the availability of alternative solutions can be a barrier to innovation.

Warriewood



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Renewable energy

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Council has an existing commitment to net zero emissions by 2050. Initiatives that could contribute to this target include investment in renewable energy systems at the precinct level, such as rooftop solar and shared energy storage. New development in centres such as Brookvale, Dee Why and Mona Vale could be the catalyst for such innovations.

Other councils in NSW and elsewhere have begun to invest in such programs.

Case Study 1:

White Gum Valley Energy Initiatives - Fremantle, WA

White Gum Valley is a residential estate three kilometres south of Fremantle that is being developed as a sustainable demonstration precinct by the WA Government. The project aims to achieve net zero energy status, where the precinct generates as much energy as it uses.

Energy initiatives include:

- Energy efficient building design guidelines for detached dwellings, with a minimum 7-star NatHERS rating. Developers are required to demonstrate innovation in their proposals in both energy efficiency and providing renewable energy.
- Sustainability packages of \$10,000 to lots that comply with the design guidelines, covering the cost of upgraded photovoltaic (PV) systems and water management systems.
- Solar storage trial with three apartment buildings using battery storage technology and an equitable system to allow the sharing of energy by occupants. Residents can also monitor their usage in real time.
- Peer-to-peer trading trial, in partnership with the local network operator, where surplus energy can be traded across buildings to use locally.



Artists' impression of The White Gum Valley Estate

References: Low Carbon Living CRC, 2018, 'Guide to Low Carbon Precincts', www.lowcarbonlivingcrc.com.au/sites/all/files/publications_file_attachments/lclguide_precincts_web.pdf

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Case Study 2:

Lismore City Council - Community Solar

Lismore City Council's Community Solar initiative developed the first joint council and community-owned solar farms in Australia, including the largest floating solar farm. Council established two 100 kilowatt farms – one as rooftop solar at the Goonellabah Sports and Aquatic Centre, and the other on the overflow ponds at the East Lismore Sewage Treatment Plant. The solar farms are a key part of Council's Renewable Energy Master Plan, which includes a target for Council to self-generate all of its electricity from renewable sources by 2023.

The solar farms were funded by 20 local investors under a unique financial model that sees the funds loaned to Council, to be repaid over seven years. The rooftop farm provides 15 per cent of the aquatic centre's power, and 12 per cent of the sewage plant's energy needs.



The largest floating solar farm in Australia

References: Low Carbon Living CRC, 2018, 'Guide to Low Carbon Precincts', www.lowcarbonlivingcrc.com.au/sites/all/files/publications_file_attachments/clguide_precincts_web.pdf

Water efficiency

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Water sensitive urban design and passive and green roofs can support biodiversity and provide recreation opportunities while increasing water efficiency by retaining stormwater. Some cities overseas have introduced schemes that offer incentives for or require the provision of green infrastructure as part of new developments

Case Study 3:

City Of Toronto - Green Roof Bylaw

The City of Toronto's Green Roof By law uses financial incentives and penalties to ensure the uptake of green roofs. It stipulates specific Green Roof requirements, where new commercial, institutional and residential buildings with a gross floor area over 2,000 square metres require green roof coverage. Exemptions are only afforded if the developer pays \$200 a square metre charge for the area that is not covered by a green roof.

The approach is emblematic of a progressive green infrastructure policy that uses simple and direct guidelines coupled with financial penalties to ensure the integration of green roofs into the built environment.

Residential and non-residential (excluding industrial)

The green roof coverage requirement is graduated, depending on the size of the building. The table below shows how the requirement ranges from 20-60 percent of Available Roof Space for commercial, institutional and residential development.

Gross Floor Area* (Size of Building)	Coverage of Available Roof Space (Size of Green Roof)
2,000 - 4,999 m ²	20%
5,000 - 9,999 m ²	30%
10,000 - 14,999 m ²	40%
15,000 - 19,999 m ²	50%
20,000 m ² or greater	60%

*Note: Residential buildings less than 6 storeys or 20 m in height are exempt from being required to have a green roof

References: City of Toronto, 2018, City of Toronto Green Roof Bylaw, 2018. www.toronto.ca/city-government/planning-development/official-plan-guidelines/green-roofs/green-roof-bylaw/

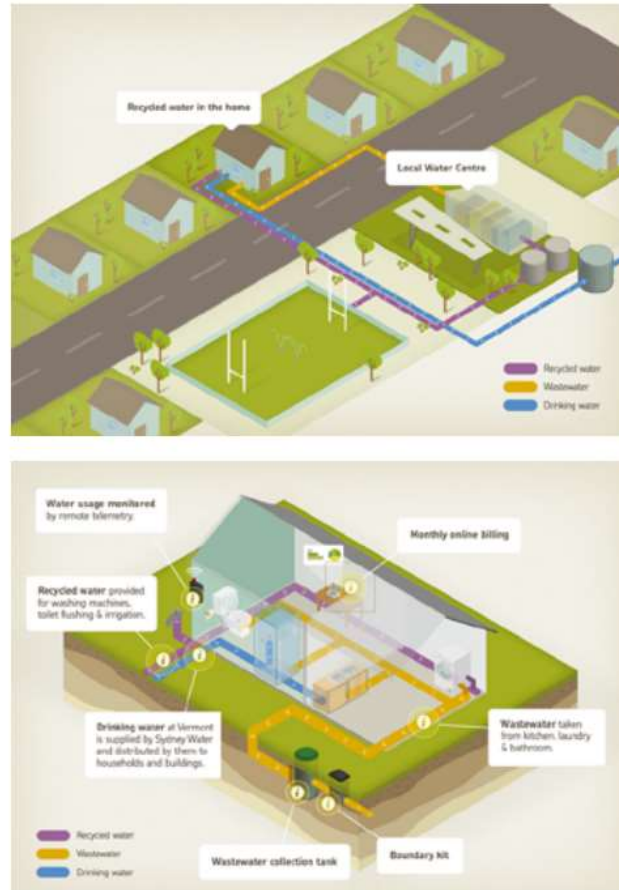
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Case Study 4:

Water Recycling at Vermont Estate – Pitt Town, NSW

The Vermont housing estate is a greenfield development in Pitt Town in Sydney's north west. Pitt Town Water is an independent water utility that provides wastewater and water recycling services to the estate through a local recycled water network. Household wastewater and recycled water pipe systems are kept separate from drinking water, allowing for recycled water to be reused within the home rather than going down the drain. Wastewater and recycled water is also returned to a local water centre from where it can be used in the wider community, such as on gardens and sports fields.



Pitt Town Water Recycling System

References: Pitt Town Water, 2020, 'How it works,'
www.pitttownwater.com.au/how-it-works-3/

Case Study 5:

Pulaski Park - City of Chicago

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Pulaski Park in Chicago has integrated water sensitive urban design. Bio swales that treat, retain and move stormwater from one place to the other through long narrow vegetated spaces can be used in precincts and parks to deliver ecosystem services. Introducing bioswale natural processes, such as natural water filtration, supports ecological processes by facilitating natural functions



Pulaski Park Bioswale

References: www.asla.org/2018awards/455278-Re-Envisioning_Pulaski_Park.html

Sustainable mobility

We already support the use of electric vehicles and the provision of charging stations around the LGA. Initiatives targeting sustainable mobility in other cities have also included restrictions and incentives to discourage the provision of parking spaces in new developments.

While car dependence is high in the Northern Beaches LGA, car ownership and use by younger people is declining, following the potential phenomenon of 'peak car' observed elsewhere in the world.²² Congestion is significant and, while public transport is constrained, it makes sense to push for less car use and more contained living, where access to a permanent vehicle is less important, to meet a growing market for car-less living.

Requiring maximum parking rates, rather than minimums, or providing for modest contributions in lieu of parking for dedicated, offsite parking in areas away from a building can then decouple the demand for both parking and housing. For residents in new buildings with reduced or only visitor or car share parking, restrictions on on-street parking permits would be necessary.

Case Study 6:

Nightingale development approved with no car parking

The Nightingale Model was developed by Nightingale Housing in Melbourne. Under this model, investors commit to financing an apartment project with capped profit margins, which are lower than the margins usually used by developers. Minimal marketing is used and buyers are engaged throughout the design and development process.

Apartments are designed to minimise ongoing maintenance and operational cost – and importantly do not have car parking. The first project developed under the model was approved to have no car parking as the site had excellent access to public transport. This encourages sustainable mobility, while also delivering housing that is environmentally and socially sustainable.



Pulaski Park Bioswale

References: www.nightingalehousing.org/nightingale-2

²² Lee-Williams and Falconer, 2019, 'Peak car – what is it, and so what?'
www.thefifthstate.com.au/urbanism/infrastructure/peak-car-what-is-it-and-so-what/

Case Study 7:

Citu Climate Innovation District – Leeds, UK

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Citu Group is developing a Climate Innovation District in Leeds, which is aiming to be energy, water and waste efficient, while encouraging sustainable mobility and high amenity. The first release of housing has integrated green roofs, passive solar design and rain gardens, with 100 per cent renewal household energy. Other design initiatives mean that household energy and water consumption can be better monitored and controlled.

The district's location means that most residents will be able to walk or cycle to work. However, as an additional incentive to decrease car usage, to obtain a parking space residents are required to pay a fee of £15,000. Charging infrastructure will also be provided to support electric vehicles.



Leeds Climate Innovation District Development by Citu

References: Citu, 2020. www.citu.co.uk/citu-home

Public domain improvements

Urban renewal creates opportunities to bring about improvements to public areas as new buildings are developed. This can include water sensitive urban design to support natural ecological processes, programs to foster urban greening, and master planning at the precinct level to integrate local environmental and social benefits.

Case Study 8:

Kensington and Kingsford town centres strategy

The Kensington and Kingsford Town Centres Strategy shaped the transition of Kensington and Kingsford to take advantage of better access and public domain improvements created by the South-East Light Rail.

An analysis of the public domain identified opportunities for 'urban repair' with the introduction of rear lanes, mid-block parks, and new street extensions to encourage street activity, walking and cycling around apartment buildings as part of a wider network of green infrastructure.



Public domain and open space analysis for Kensington to Kingsford

References: Hill Thalys, JBA, Bennett and Trimble, Kensington to Kingsford

Design Competition, see www.hillthalys.com.au/projects/k2k

NSW Government Architect, 2017, 'Greener Places', www.governmentarchitect.nsw.gov.au/resources/ga/media/files/ga/discussion-papers/greener-places-discussion-draft-2017-11.pdf

Financial implications

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Financial implications associated with these types of initiatives could be costs to Council and/or costs to developers who may be required to incorporate additional features.

The implications of additional costs and their impact on the viability of development will need to be considered during detailed planning phases. We will aim to establish a platform for innovation and seek external funding and assistance to achieve ambitious sustainability outcomes.

Ocean Street, Narrabeen



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Allocation of housing type

The approach to planning for new housing on the Northern Beaches will focus on:

- concentrated medium and higher density urban renewal around accessible centres along the B-Line corridor
- opportunities for low to medium density housing around local centres within a one kilometre radius, subject to environmental and other constraints
- Locating boarding houses and seniors housing around centres and in accessible areas, subject to conditions.

Spatial approach

The spatial approach to planning for new housing across the LGA is based on:

- the Centre Investigation Areas
- areas within 1 kilometre of local centres – excluding non-residential areas and areas with absolute risks
- R2 Low Density Residential zones outside of centres
- E4 Environmental Living and R5 Large Lot Residential zones.

Planning for new housing under this framework will require a staged approach, focusing on selected centres over time.

Allocation of typologies

Different housing typologies are promoted in these four areas across the LGA.

Low density typologies, such as single and secondary dwellings, will be limited to existing low density and environmentally sensitive residential areas – E4 Environmental Living and R5 Large Lot Residential and R2 Low Density Residential zones outside of centres.

Low-medium density typologies, such as attached dual occupancies, will be investigated within one kilometre of local centres (excluding absolute constraints), and in Influence Area precincts within Centre Investigation Areas (to be defined through future planning) around the B-Line centres.

Medium density housing types, including those targeted by the Low Rise Housing Diversity Code, will be concentrated in influence areas and mixed housing areas around the B-Line centres (to be defined through future planning).

Higher density **residential flat buildings** will be focused on Mixed Housing and Centre Core precincts (to be defined through future planning) around the B-Line centres.

Special (SEPP) housing types

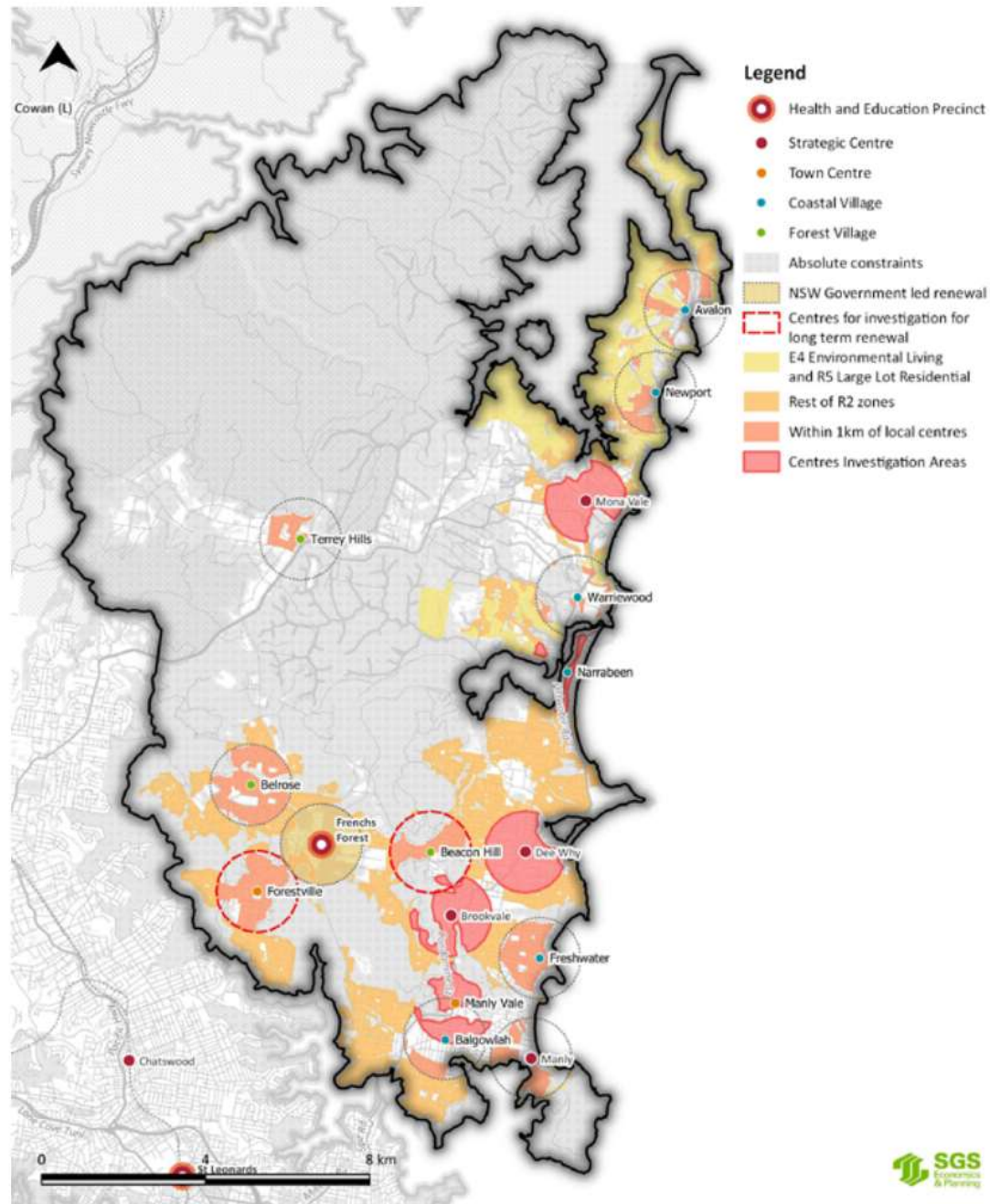
Seniors accommodation will be limited to areas within 1 kilometre of local centres and Centre Investigation Areas, with some facilities potentially permitted on R2-zoned sites subject to certain conditions.

Boarding houses will be limited to Centre Investigation Areas, and within 1 kilometre of local centres if delivered by social and community housing providers subject to certain conditions.

The matrix included overleaf illustrates the spectrum of dwelling types and where new housing will be located. This compares the approach of the LHS to the typologies identified in the Low Rise Housing Diversity Code to illustrate how these types of dwellings will be provided under the LHS.

Map 11
Spatial framework for net new housing in the Northern Beaches LGA

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Source: SGS, 2020.

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Framework for net new housing in the Northern Beaches LGA



Source: SGS, 2020.

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Applying the Centres Renewal Framework

Centre investigation areas include land that is:

- within one kilometre radius of a centre
- free of natural hazards or constraints such as ecological, hydrological, geological and bushfire constraints
- of a topography suited to intensification.

Council and NSW Government data has informed absolute and potential risks, which in turn informed the Centre Investigation Area boundaries.

Absolute risks

Areas subject to absolute risks include high risk flooding areas, bushfire-prone land, land with Class 1 acid sulphate soils, areas with existing vegetation and wetlands, and coastal risk areas. These are not suitable for development.

Potential risks

Potential risks may constrain but do not absolutely preclude development - risks can be managed to allow for new housing. This includes areas subject to low to medium flooding risk, land that contains Class 2 to Class 5 acid sulphate soils, coastal environmental areas or land identified as having landslip risks.

Pittwater Road, Dee Why



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Centre investigation area boundaries

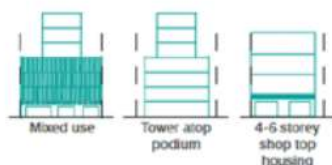
Different development precincts (centre core, mixed housing and influence areas) in centre investigation areas are subject to different opportunities and constraints, including topography, walkable distances, heritage items, strata properties, open space and lot size.

1. Centre core

Centre cores can include larger sites suitable for major redevelopment, or areas that have potential for site amalgamations. Targeting new centre core development in areas that already have existing affordable housing should be avoided.

Centre cores are suited to mixed use and the more intensive housing, such as apartments.

Figure 19:
Centre Core Typologies



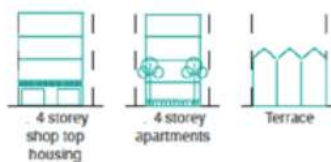
Source: Architectus, 2019.

2. Mixed housing

Mixed housing is suited to relatively larger lot sizes, typically sites of over 600 square metres, and ready for redevelopment without the need for site amalgamations.

Housing typologies in should include intermediate and medium density housing forms, such as townhouses and small scale apartments of two to four storeys.

Figure 20:
Mixed Housing Precinct Typologies



Source: Architectus, 2019.

3. Influence area

Influence area precincts should accommodate compact infill housing suited to the character of existing detached housing areas, such as dual occupancies, terraces, semi-detached dwellings, and manor homes. Ideally, these areas are Torrens titled.

Figure 21:
Influence Area Typologies



Source: Architectus, 2019.

Applying the Framework

The Centres Renewal Framework will be applied to each centre via a structure plan and/or place planning process to optimise each centre's unique characteristics.

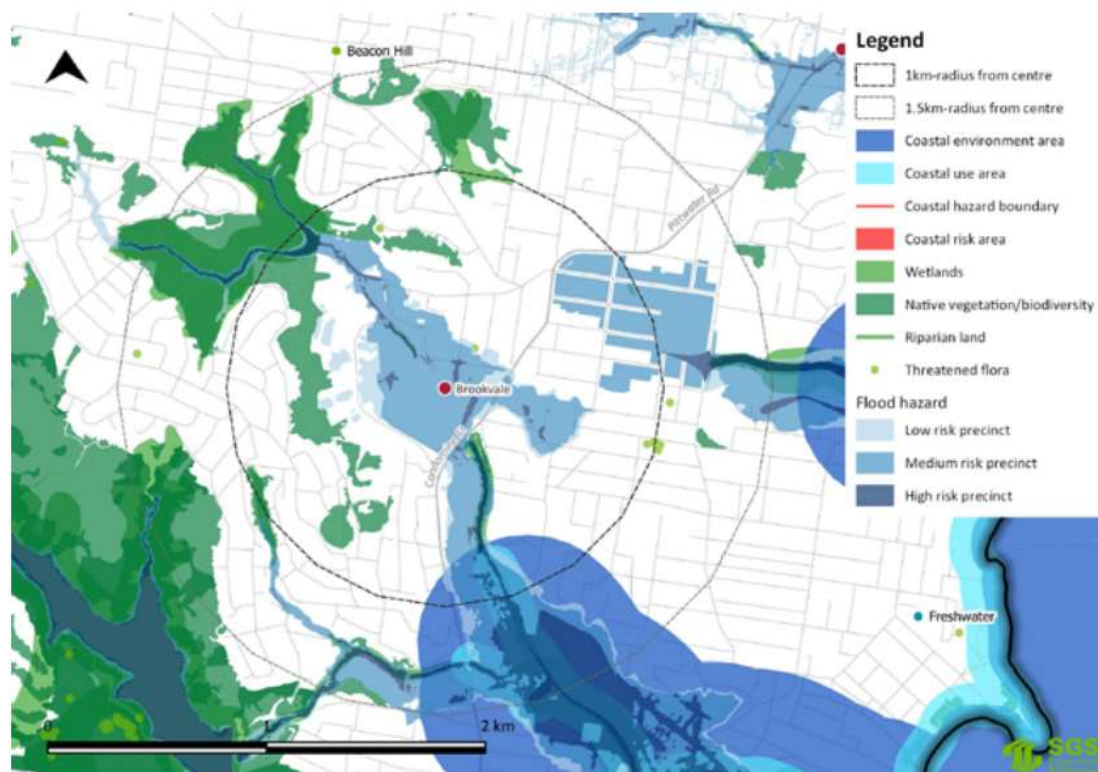
The process of identifying the centre boundary is illustrated for each centre, with a 1.5 kilometre radius shown for context.

The sequence of detailed future planning may change, but is likely to begin with Brookvale, Dee Why and Mona Vale. Brookvale may be the first centre to be investigated, to complement and integrate with the Brookvale Structure Plan.

Brookvale

Brookvale is subject to some flooding risks, and its north west is constrained by native vegetation. There are also some coastal inundation risks to the south.

Figure 22:
Brookvale Coastal and Ecological Constraints

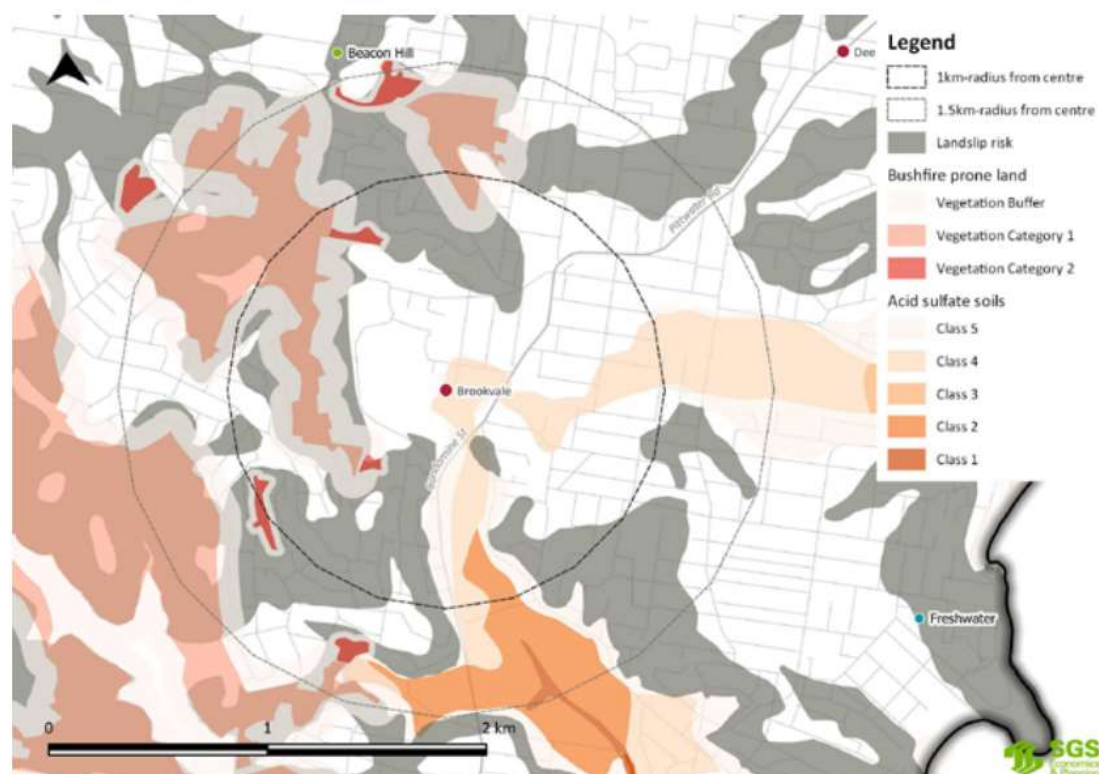


Source: SGS, 2020.

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Aligned with the native vegetation, there are bushfire and landslip risks to the west, as well as acid sulphate soils and landslip risks in some other areas. The constraints exclude a lot of the western side of the area from consideration.

Figure 23:
Brookvale Geological and Bushfire Risks



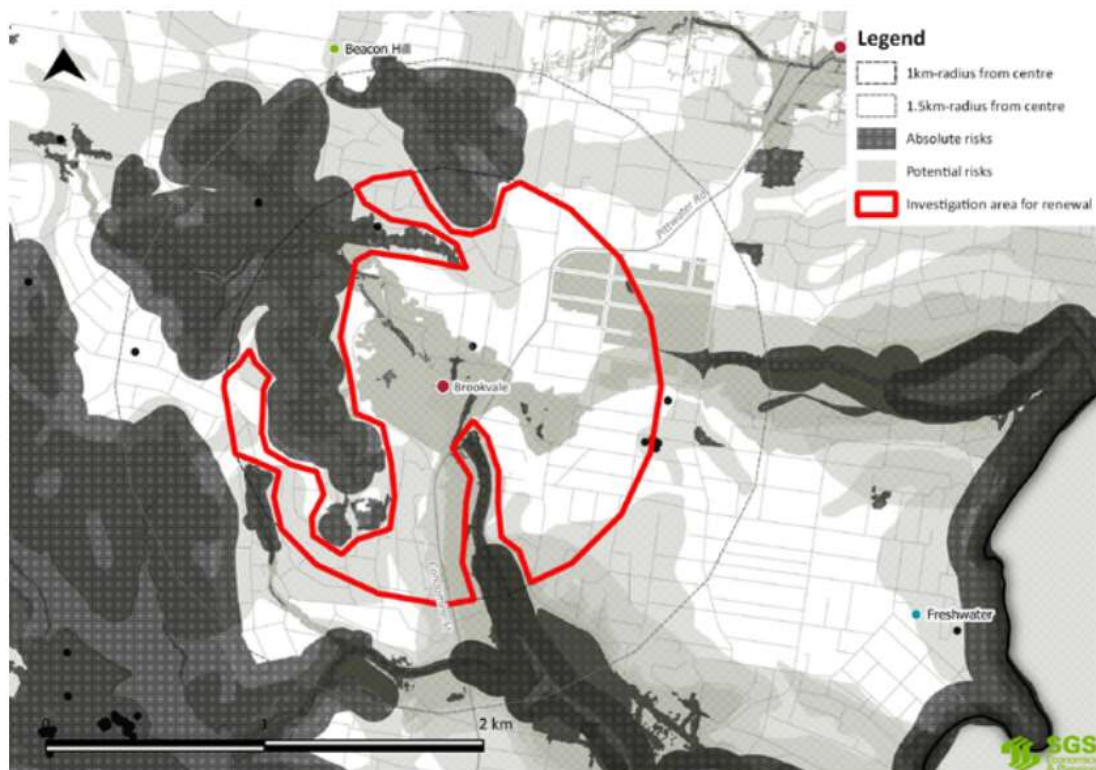
Source: SGS, 2020.

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There are around 3,200 dwellings within the wider renewal area, with remaining capacity for around 850 dwellings under current planning controls.

Employment land must be retained in Brookvale. Separate studies will be considered in planning for Brookvale's future so that any new housing complements Brookvale as the LGA's main employment centre. Traffic congestion is another issue, as the need for open space and community facilities).

Figure 24:
Brookvale Development Investigation Area



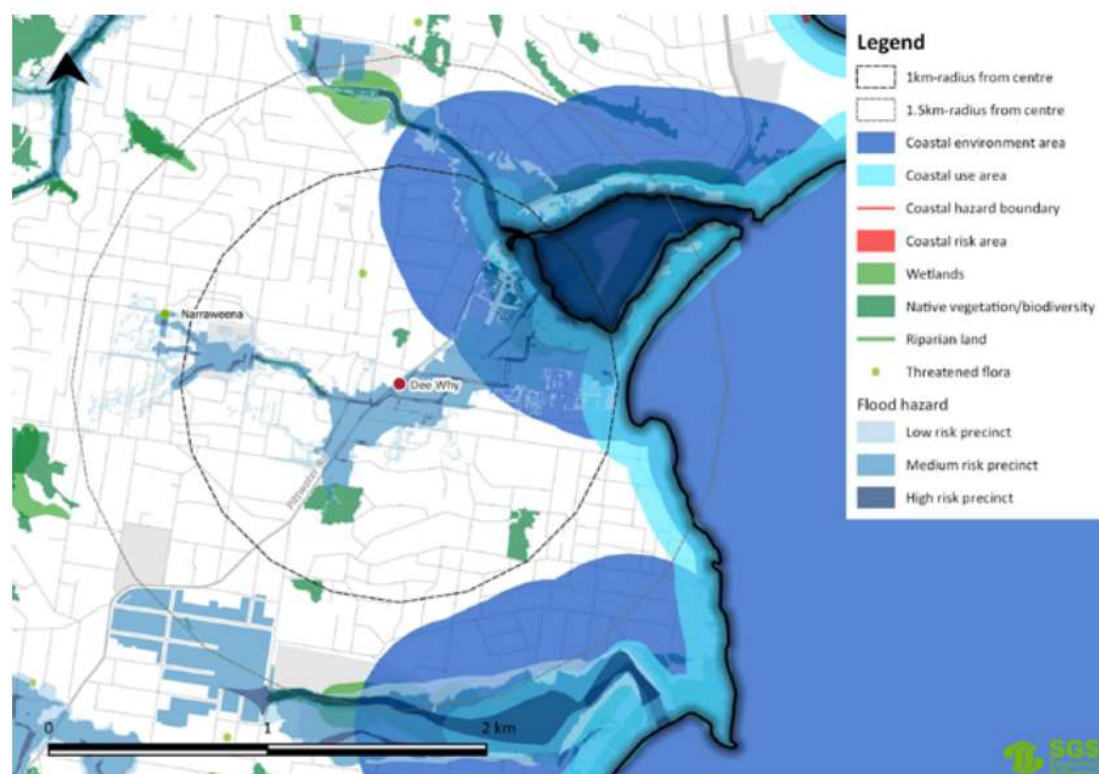
Source: Architectus, 2019.

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Dee Why

Dee Why includes some areas of flooding risk, coastal environment areas, and some patches of existing vegetation.

Figure 25:
Dee Why Coastal and Ecological Constraints



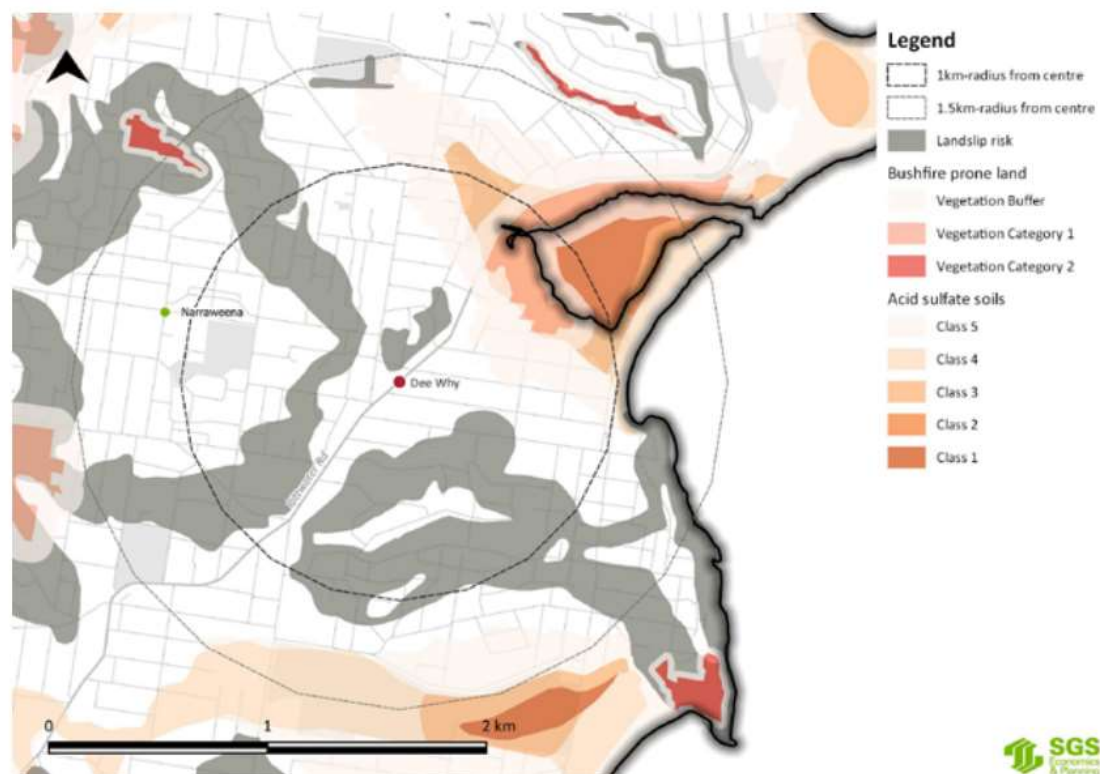
Source: SGS, 2020.

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There are some acid sulphate soil areas on the periphery of the one kilometre radius and some sloping areas which have a risk of landslips.

Figure 26:
Dee Why Geological And Bushfire Risks



Source: Architectus, 2019.

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This excludes some areas to the north-east and patches to the south from consideration. Across this broad area there is around 12,990 existing dwellings, with capacity for another 1,460 under current planning controls.

Planning in Dee Why must retain and restore its character given the substantial development in recent years. Its proximity and relationship to other centres, including the corridor between Dee Why and Brookvale, and smaller centre of Narrabeena to the west, should be optimised and congestion managed. Other constraints and issues include:

- the high number of walk-up flats to the east of Pittwater Road, unlikely to redevelop and already providing good quality and relatively affordable medium density housing in an attractive location
- steep inclines to the west of the centre that may not encourage people to walk
- minimising conflicts between employment uses along Pittwater Road and residential development.

Figure 27:
Dee Why Development Investigation Area



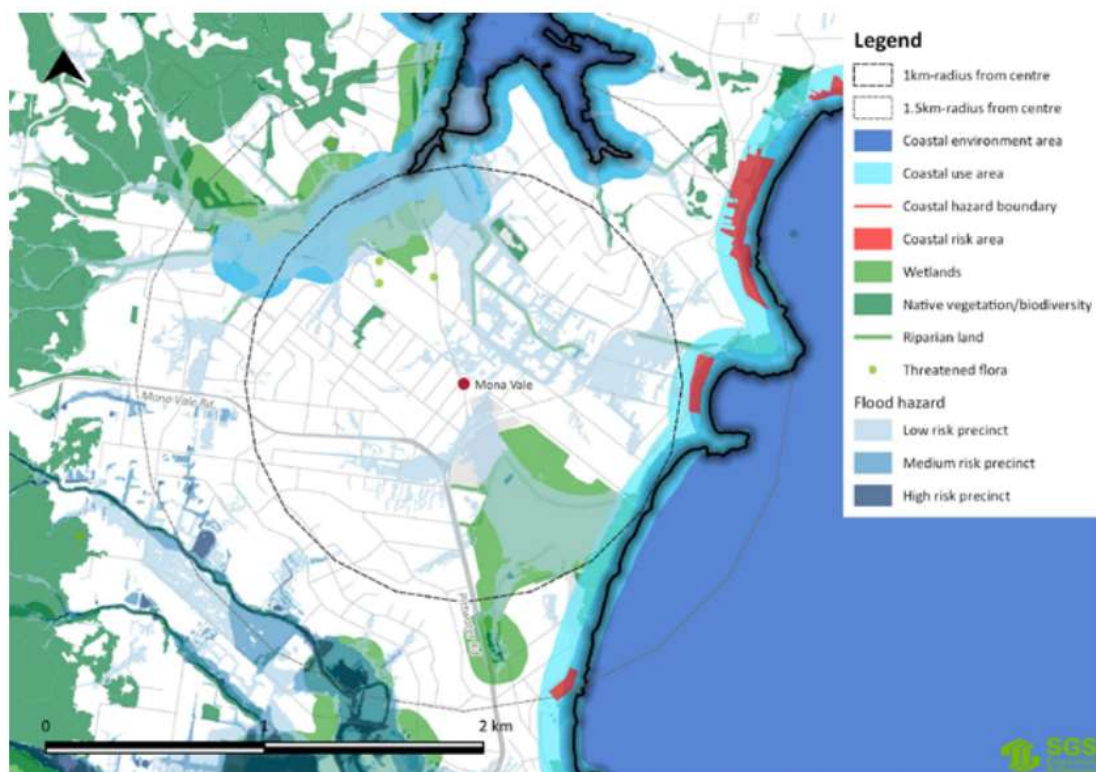
Source: SGS, 2020.

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Mona Vale

Mona Vale has some low level flooding risks at its core and more constraints, including coastal and higher risk flooding, at its edge. It offers large open space areas.

Figure 28:
Mona Vale Coastal And Ecological Constraints

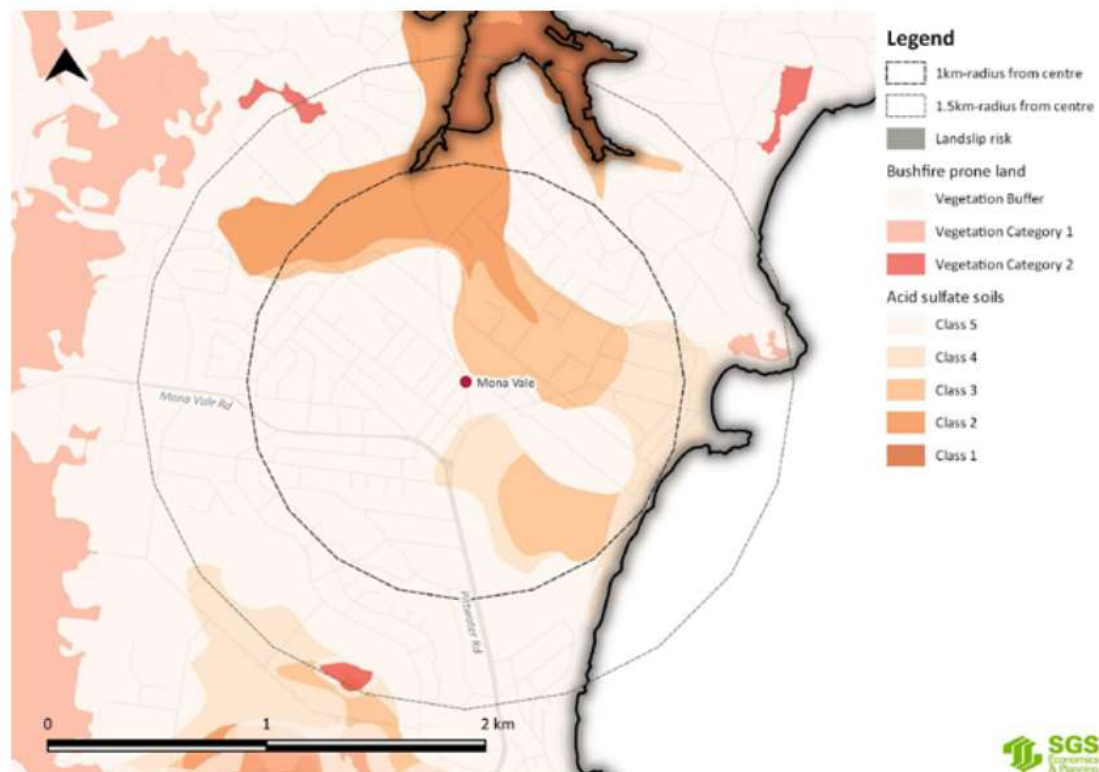


Source: SGS, 2020.

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There are acid sulphate soils across the area,
though mostly not in the highest risk category.

Figure 29:
Mona Vale Geological And Bushfire Risks



Source: SGS, 2020.

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The above constraints exclude some areas to the north west and south east from consideration. The area contains around 4,410 dwellings, with capacity for approximately 920 under the existing planning controls.

Mona Vale is subject to traffic congestion, given existing pressure points around schools and intersections on Pittwater Road. Retaining employment uses around Mona Vale is essential as it is the major centre for the northern part of the LGA. Appropriate infrastructure to support new housing development should be considered.

Figure 30:
Mona Vale Development Investigation Area



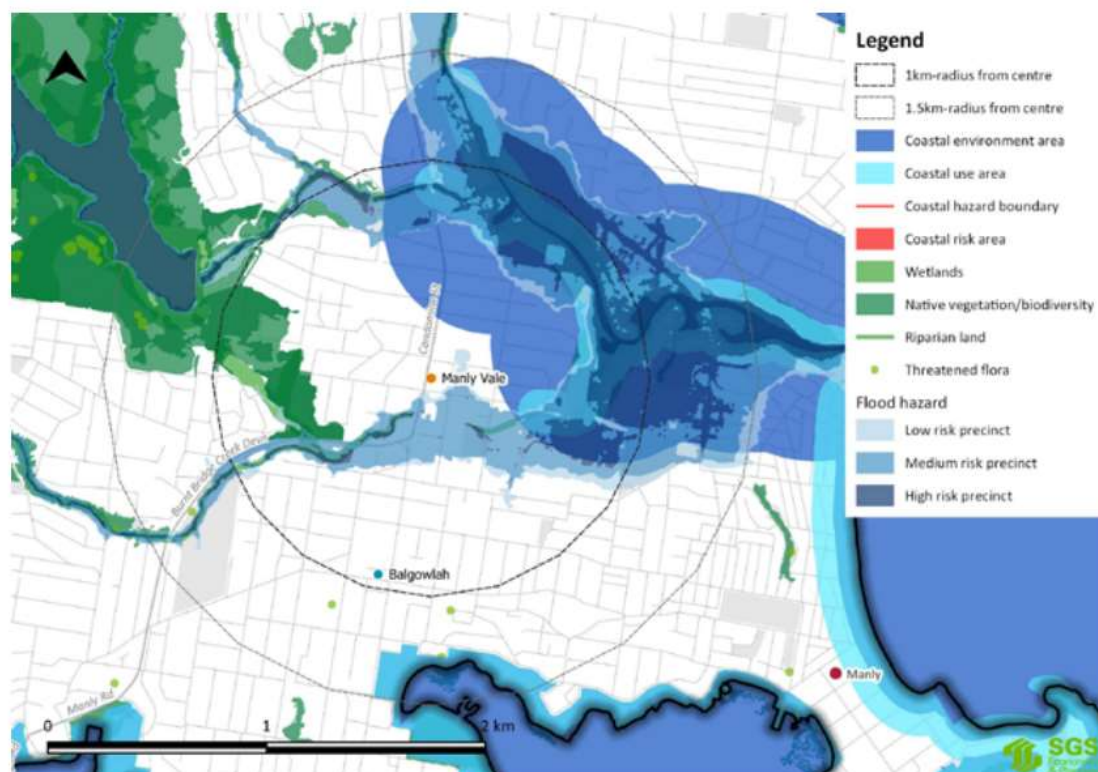
Source: Architectus, 2019.

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Manly Vale

Manly Vale is surrounded by flooding and coastal risks and is constrained in the west by vegetation.

Figure 31:
Manly Vale Coastal And Ecological Constraints



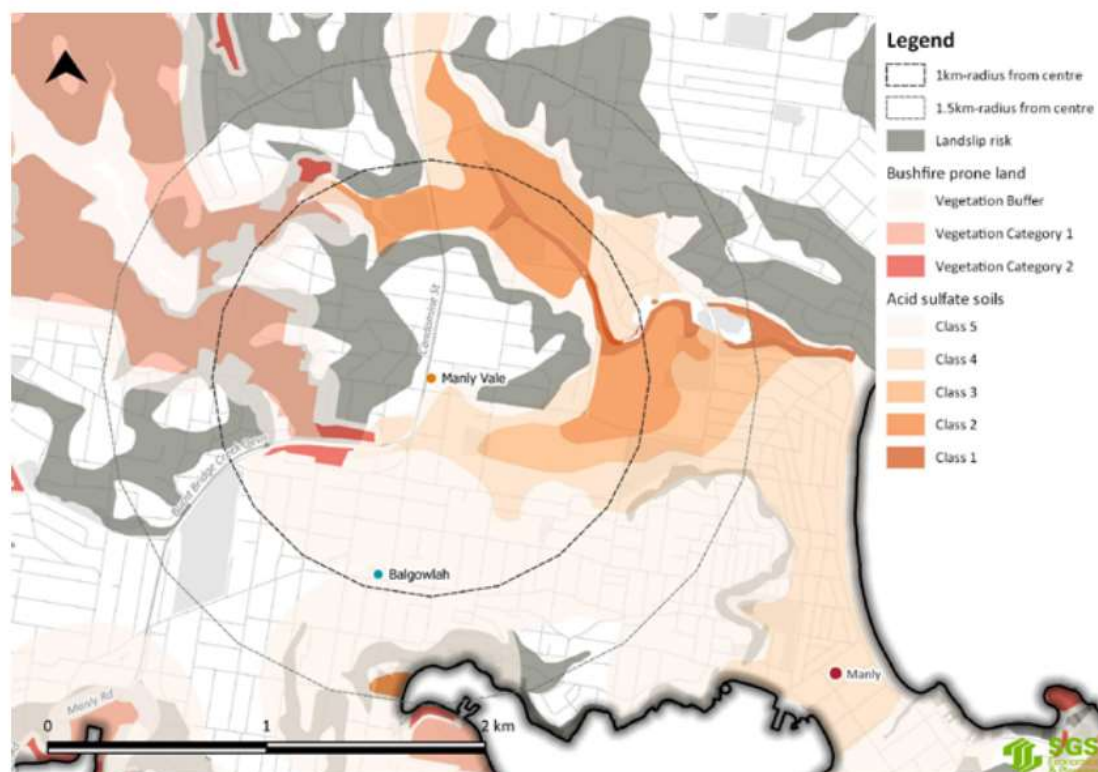
Source: SGS, 2020.

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Similarly, there are bushfire risks to the west, and some landslip and acid sulphate risks across elsewhere.

Figure 32:
Manly Vale Geological And Bushfire Risks



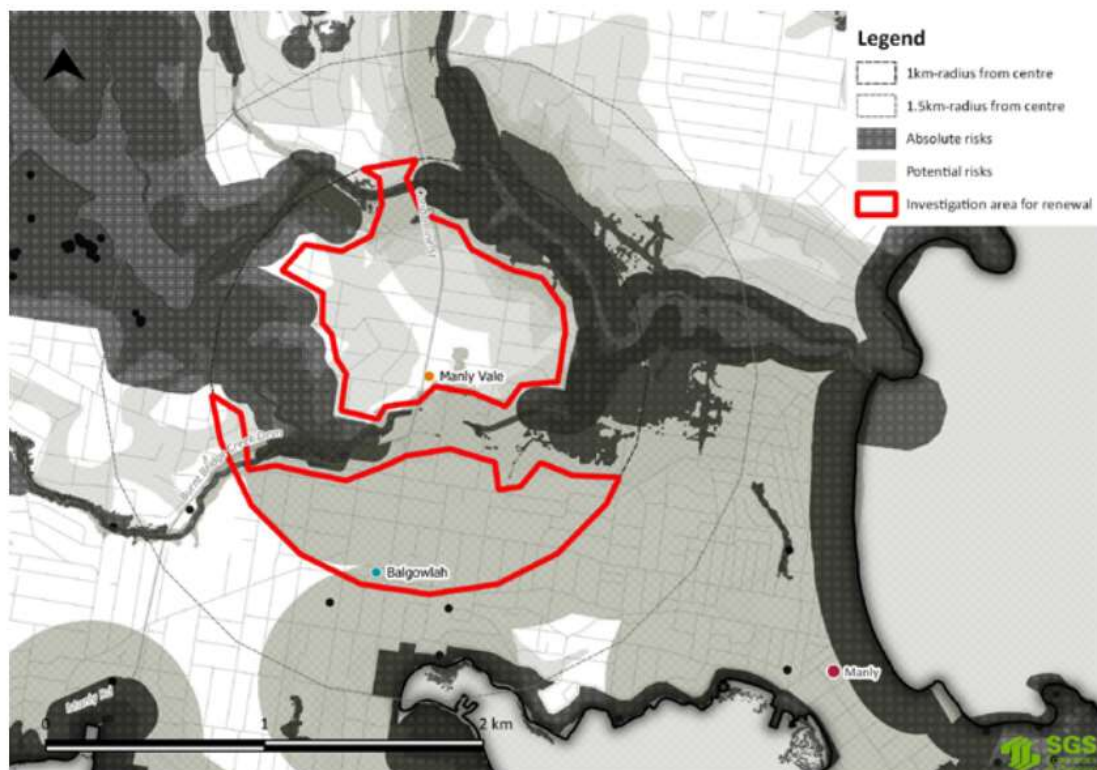
Source: Architectus, 2019.

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Absolute risks exclude several areas. Within this broad area there are around 5,200 existing dwellings, with capacity for a further 380 under existing planning controls.

Future planning for Manly Vale should consider relationships and connections with nearby Balgowlah, which is not served by the B-Line. Other issues include congestion and the potential additional impact that could be generated from the Western Harbour Tunnel and Beaches Link. The location of supermarkets alongside big box retail and other commercial uses around the core generates traffic, and will need to be considered, as will the potential for supporting community and other infrastructure.

Figure 33:
Manly Vale Development Investigation Area



Source: SGS, 2020.

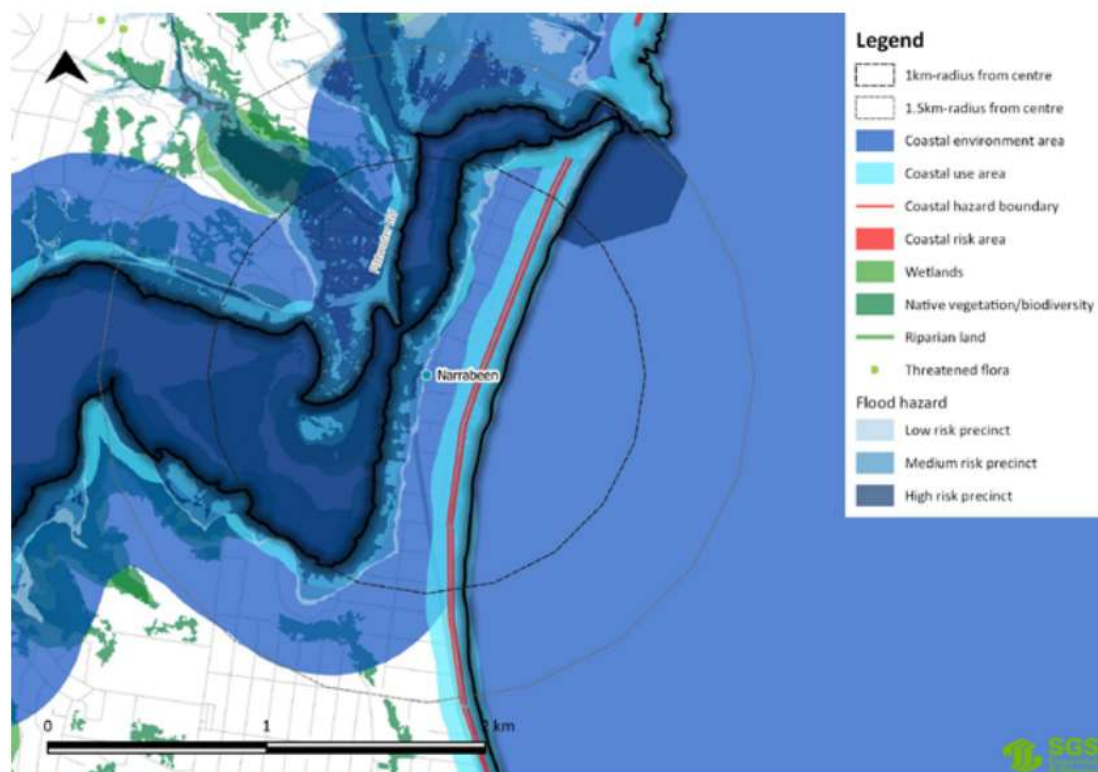
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Narrabeen

Narrabeen is constrained by coastal and flooding risks.

Figure 34:
Narrabeen Coastal And Ecological Constraints

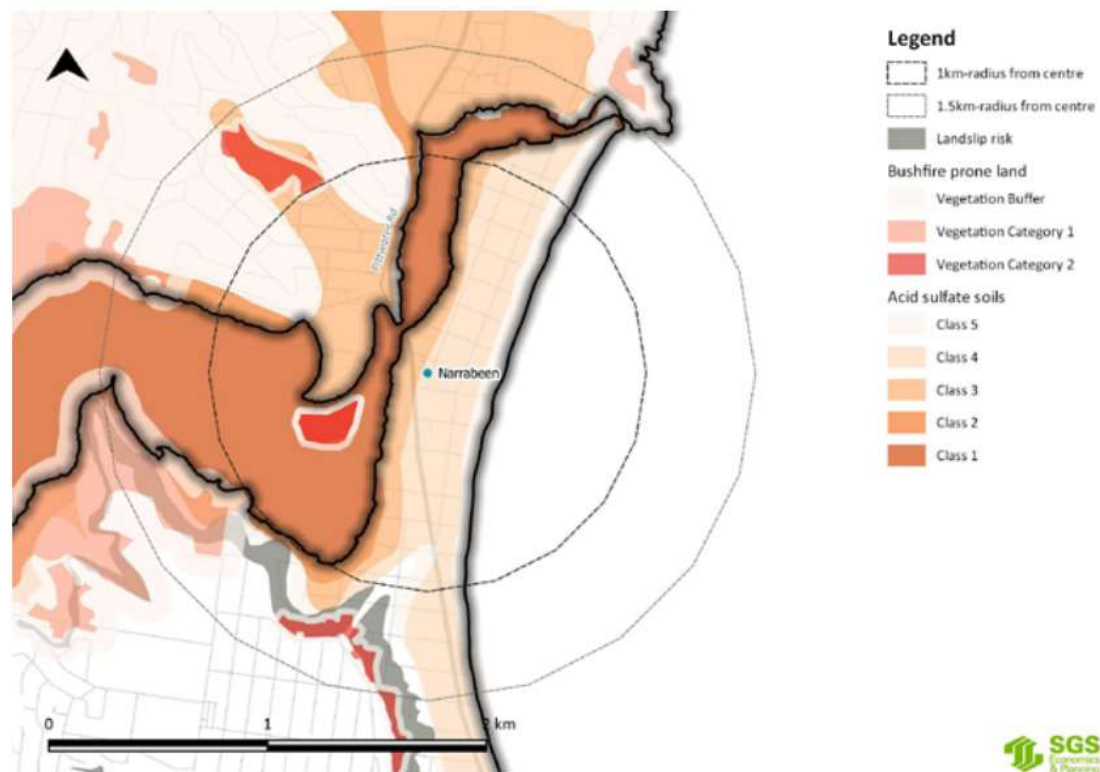


Source: SGS, 2020.

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There are some areas of acid sulphate soils within the one kilometre radius.

Figure 35:
Narrabeen Geological And Bushfire Risks



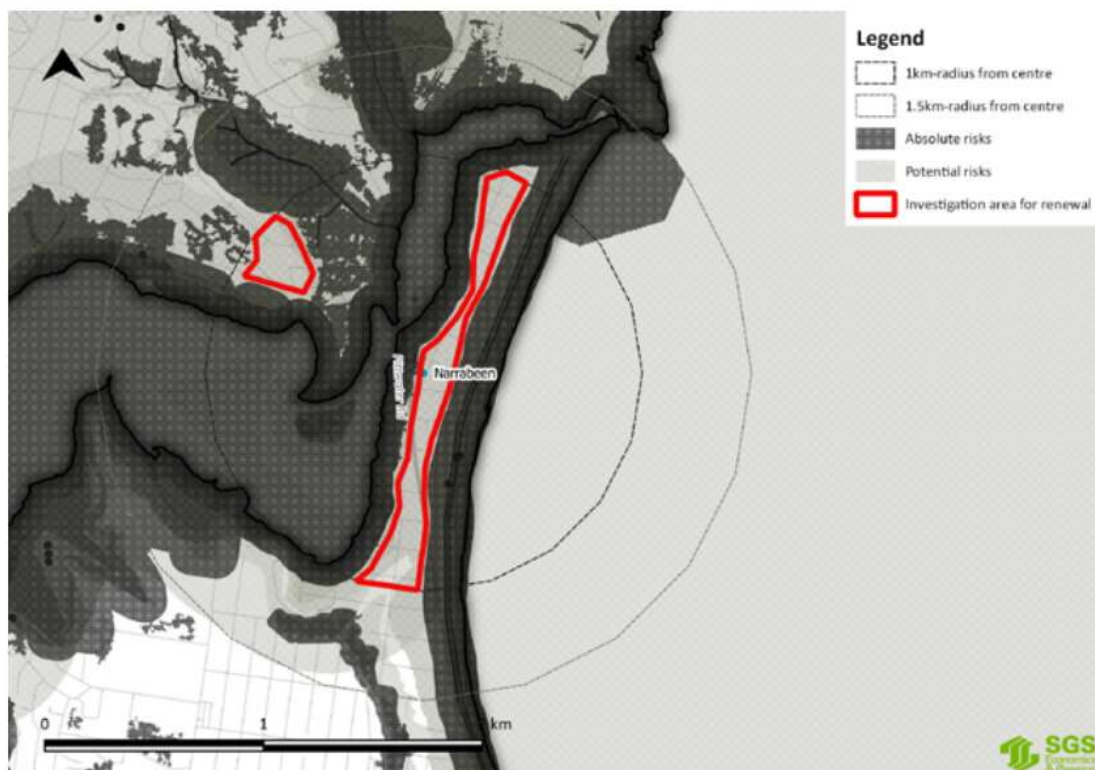
Source: SGS, 2020.

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These risks exclude a lot of the land in the area from consideration, though there may still be some opportunities for renewal. Within the identified boundary there are around 2,560 existing dwellings, with capacity for a further 460 under existing controls.

The key issue for the future planning for Narrabeen is its coastal risks, particularly over the longer term with climate change and associated sea level rise. Adding to these constraints is traffic congestion and the high number of strata properties, particularly facing the beach, which may limit the ability for sites to be redeveloped due to financial feasibility. This would need to be investigated in future planning.

Figure 36:
Narrabeen Development Investigation Area



Source: Architectus, 2019.

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Potential future housing densities and capacities

A high level assessment of potential future dwelling densities and capacities considered the capacity analysis across the LGA and existing dwelling densities of unconstrained areas.

Potential future densities draw from increased density assumptions for different areas and a comparison with similar areas. An ambitious scenario and then slightly more conservative scenario were tested. Different development take up rates were assumed for centre cores, mixed housing and influence area to reflect that higher density precincts are more likely to turn over than lower density precincts.

These assumptions will need to be tested and confirmed during future detailed design work in each centre, as they can impact the calculation of potential dwelling uplift.

The high level assessment suggests that applying the Centres Renewal Framework could increase housing capacity in the range of 1,700 to 3,400 dwellings. Though confirmation is subject to detailed planning, this range would allow Council to address the identified capacity gap of 1,244 while helping to meet projected future housing demand to 2036.

Table 17:
potential future housing densities around centre for more detailed investigation

Centre	Current dwelling density across investigation area (excl. absolute risks)	Existing maximum dwelling density (under current controls)	Potential future density across investigation area (dwellings per hectare)	Potential additional dwelling capacity generated
Brookvale	13	17	17	840-1,240
Dee Why	57	63	65-67	360-870
Mona Vale	21	25	27-28	240-520
Manly Vale	16	17	18	240-440
Narrabeen	75	88	90-98	50-320
Total additional capacity				1,730-3,390

Source: SGS, 2020.

Tailored application

Each centre would see different levels of development and housing typologies, reflective of their character and role. Dee Why, Brookvale and Mona Vale would be able to accommodate more medium/high density residential and mixed use development, whereas smaller centres like Narrabeen (or Forestville and Beacon Hill into the

future) would only accommodate low rise, low to medium density development in mixed housing and influence areas. While it is currently a smaller centre, Manly Vale could also be considered for some higher density development given its accessibility to the B-Line and its role as a future centre in the LGA.

Future planning

The assessment of potential future densities and yields is undertaken at a high level and requires more detailed planning that applies the Centres Renewal Framework based on detailed built form and design analysis to identify core, mixed housing or influence areas.

This work must consider and respect existing local housing character and identify opportunities for a mix of housing, including new approaches to elements such as the public domain and parking provision. Other elements that will need to be explored include:

- opportunities for co-design with the community, allowing for meaningful engagement and input
- broader Towards 2040 targets, including in emissions reduction, reducing water use, increasing use of public and active travel, reducing space for car parking, provision of open space and overall liveability
- potential to engage with WaterNSW, Transport for NSW, and energy and other utility providers as partners in innovation
- how to generate a liveability dividend, and associated local funding plans
- determining affordable housing contributions or the potential to provide affordable housing through voluntary planning agreements
- funding and implementation innovations, such as achieving other community benefits through housing uplift, or pooled development approaches.

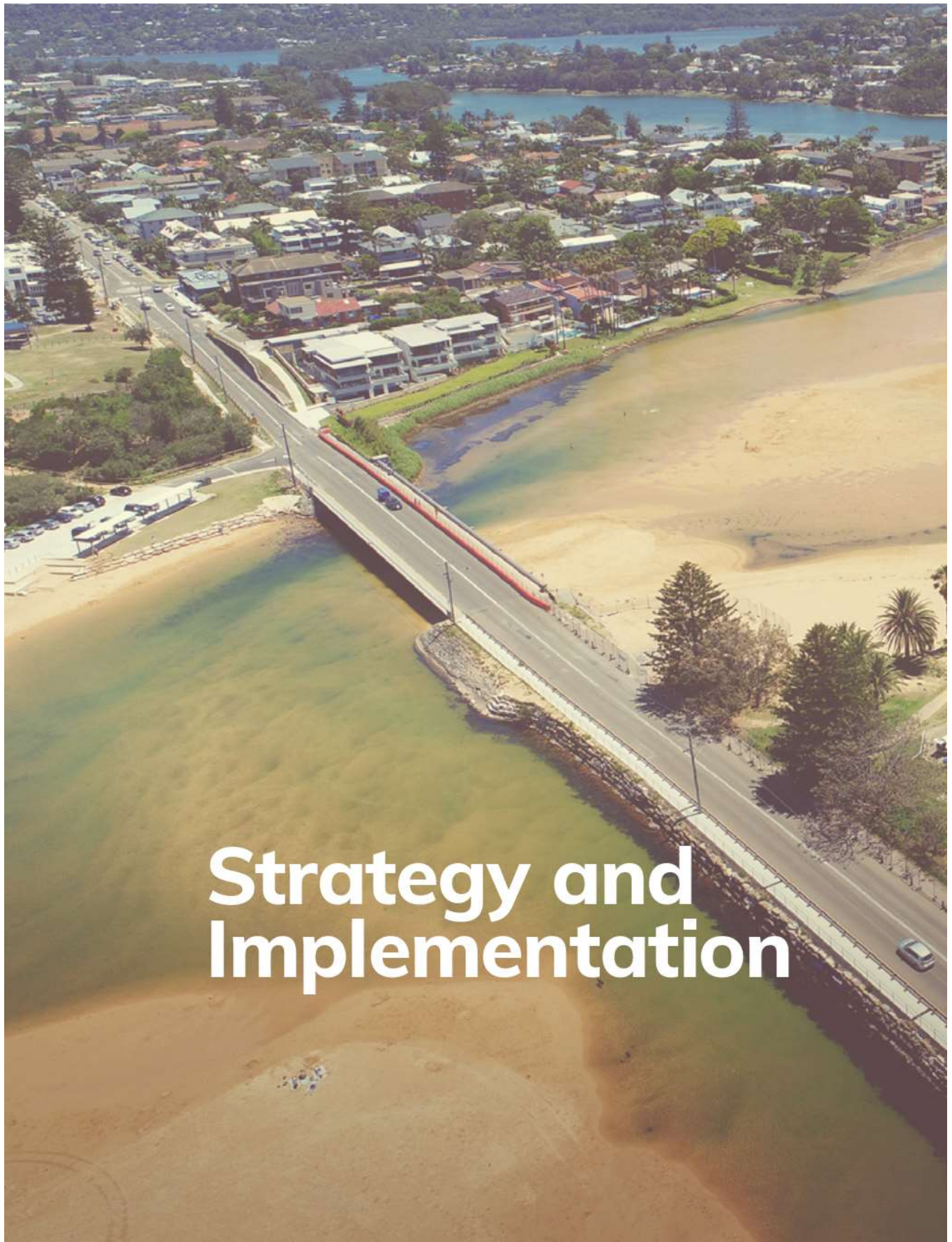
Timing

In the short to medium term, the focus will be on Brookvale, Dee Why, Mona Vale, Manly Vale and Narrabeen – ideally focusing on the strategic centres first. If a second B-Line route is confirmed, additional detailed investigations for Forestville and Beacon Hill could also be undertaken.

Ocean Street, Narrabeen



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Strategy and Implementation



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Overview

The vision for housing on the Northern Beaches – summarising the principles from Towards 2040 - is to:

- meet the growing and changing housing needs and preferences of existing and new residents
- provide additional housing within the existing urban footprint and respect local heritage, environmental features and built form
- provide most new homes in and near centres with good access to public transport and where walking and cycling to shops and services is easy
- provide a mix of housing to enable young and older residents to stay in their communities on the Northern Beaches
- provide more affordable housing
- help to achieve lower energy and water use, less car dependency and new and enhanced open space.

The Strategy includes five priorities:

- **Priority 1: Housing target** - meet District Plan and 6-10 year housing target.
- **Priority 2: Detailed planning for centres** - establish capacity to accommodate housing demand in centres
- **Priority 3: Social and affordable housing** - encourage more affordable housing and allow for boarding houses in appropriate and accessible locations.
- **Priority 4: Precinct sustainability and housing** - investigate and support sustainable housing precincts and maintain the environmental qualities and other features of the Northern Beaches.
- **Priority 5: Seniors housing** - incentivise seniors housing in accessible locations.

Priority 1 Housing target

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The 6-10 year housing target is based on the projected future demand for housing in the LGA derived from population projections. The target can be achieved within the current planning framework. It will be updated with the release of the next population projections, which will provide an indication of the short-term impact of COVID-19 and reduced migration.

A 20-year projection of future housing demand has also been identified

Table 18:
Housing target for Northern Beaches LGA

Timeframe	Gross target	Supply 2016-20*	Net target
2016-21 (District Plan)	3,400	2,835	565
2021-26 target** - from new DPIE projections	3,582	-	3,582
2026-36 projection of housing demand (based on DPIE projections)	8,949	-	8,949

Source: SGS, 2020.

Table 19:
Actions - Reporting on housing target

Action	Indicative timing	Dependencies and responsibilities
Deliver the District Plan (3,400 dwellings) and 6-10 Year (3,582 dwellings) housing target ²²	2021, 2026	Council
Report annually on development to track yields and housing mix - by centre, LGA-wide, and for boarding houses and seniors living.	Annually	Council

Source: SGS, 2020.

* Based on DPIE Housing Monitor dwellings completions and Council data. Includes secondary dwellings, boarding houses and seniors living dwellings.

** Provisional 6-10 year target, to be updated following release of new DPIE population projections that show the short term impact of COVID-19 and reduced migration on Sydney's overall population growth.

²² The target for 2016-21 is included in the North District Plan, while the 2021-26 housing target is based on the projected future demand for housing in the LGA derived from DPIE's population projections.

Priority 2

Detailed planning for centres

Identifying opportunities for urban renewal will account for the unique circumstances, characteristics and constraints for housing in each relevant centre. This process will require collaboration with the community and NSW Government agencies.

This detailed planning will be based on the **Centres Renewal Framework**. It **must facilitate high quality design and supporting infrastructure** such as open space, community facilities and transport, and how this can be funded and provided. This may require statutory planning changes to mandate design standards or the provision of certain facilities alongside new development in certain areas, as well as further engagement with NSW Government agencies.

This work could be undertaken initially in one centre in the next year – likely Brookvale. Proposed timing for the next stages of planning are noted below.

As each of these investigations is completed, LEP controls will be updated and number of new dwellings reported.

This action includes the proposed exemption from the Low Rise Housing Diversity Code.

Table 20:
Actions - Detailed planning for centres

Action	Indicative timing	Dependencies and responsibilities
Undertake planning analysis and update LEP controls for Brookvale.	2021-25	
Undertake planning analysis and update LEP controls for Dee Why.	2025-36	Council, DPIE, Transport for NSW, NSW OEH, Water NSW, Essential Energy, Infrastructure NSW
Undertake planning analysis and update LEP controls for Mona Vale.	2025-36	
Undertake planning analysis and update LEP controls for Manly Vale.	2025-36	
Undertake planning analysis and update LEP controls for Narrabeen.	2025-36	
Report against capacity gap.	Ongoing as each investigation/LEP update is completed	Council
Report annually on development by centre to track yields and housing mix.	Annually	Council
Seek exemption from the Low Rise Housing Diversity Code and implement proposed LHS alternatives	2021-22	Council, DPIE

Priority 3

Social and affordable housing

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A comprehensive strategy

Formally adopting a social and affordable housing target that matches the 1,880 projected additional dwellings needed by 2036 (or around 95 dwellings per year) is one way to address the shortfall in social and affordable housing.

We will also implement Council's endorsed target of 10 per cent of dwellings in new planning proposals to be affordable rental housing.

In addition to affordable housing contributions we will investigate:

- contributions negotiated through planning agreements
- wider adoption of inclusionary zoning
- redeveloping underutilised or surplus Council-owned sites or community-owned sites
- direct cash contributions
- joint ventures with community or private partners.

Boarding houses

Boarding houses, with the right controls in place, can provide an affordable housing option. The following proposed planning provisions could facilitate the supply of boarding houses:

- allow boarding houses only in locations close to public transport and services, recognising that new generation boarding houses can provide a smaller unit option, and look to reduce parking requirements to minimise traffic impacts and reduce the cost of construction
- create opportunities for traditional boarding houses for low income households in the R2 zone only when they are within a kilometre of a local centre and when they are developed by a social or community housing provider.

This broad approach is also in line with what is being proposed through the Housing Diversity SEPP.

Table 21:

Actions - Detailed planning for centres

Action	Indicative timing	Dependencies and responsibilities
Adopt social and affordable housing target (e.g. minimum 1,884 new dwellings between 2016 and 2036).	2021	Council
Prepare and implement affordable housing contribution scheme.	Ongoing	Council, CHPs, LAHC
Develop comprehensive affordable housing strategy which considers additional measures to help achieve SAH target.	2021-22	
Seek exemption from the State Environmental Planning Policy (Affordable Rental Housing) 2009 regarding the provision of boarding houses.	Ongoing	Council, DPIE
Amend LEP to provide local controls for the provision of boarding houses.	After the exemption is granted	Council, DPIE
Review and seek lower parking requirements for boarding houses for R3, R4 ²³ and B4 sites in centre investigation areas.	After the exemption is granted	Council, DPIE

²³ As above, an integrated Northern Beaches LEP may incorporate an R4 zone.

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Priority 4

Precinct sustainability and housing

Targets to improve and maintain the sustainability and liveability of the Northern Beaches can be achieved if we leverage the opportunities that new housing development provides.

We will investigate and understand how different approaches and initiatives may be able to be incorporated into urban renewal opportunities in the LGA. This will include a framework for development proponents to consider and work within, prepared in parallel with and as an input to the first detailed centres planning exercise.

LEPs and DCPs will reflect these targets and be utilised to enforce sustainability requirements.

Table 22:
Actions - Sustainability

Action	Indicative timing	Dependencies and responsibilities
Develop a framework to integrate sustainable development and new housing at a precinct level to inform detailed centres planning (linked to Priority 2 actions), including updating LEP/DCP controls.	In conjunction with Priority 2	Council, DPIE, Transport for NSW, NSW OEH, Water NSW, Essential Energy, Infrastructure NSW
Establish baseline sustainability metrics (e.g. energy, water, waste, car use, walking etc) for each centre as part of detailed centres planning and report on achievements and performance.	In conjunction with Priority 2	
Update LGA wide controls through LEPs/DCPs to achieve sustainable development outcomes consistent with Towards 2040.	In conjunction with Northern Beaches DCP/LEP preparation	Council, DPIE

Priority 5

Seniors housing

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Planning should encourage seniors housing in accessible locations, enable the industry trend of the 'continuum of care' approach on larger sites, and provide incentives for seniors housing that meets the needs of the community.

A Northern Beaches-specific approach will:

- allow for the redevelopment and upgrade of older and larger seniors housing sites to increase the supply of all-inclusive seniors housing including residential care facilities
- incentivise the provision of seniors housing in accessible locations in Centre investigation Areas, within multi-level developments
- limit developments in inaccessible locations that will not meet the needs of older people.

The approach will be reflected in LEPs and DCPs.

Table 23:
Actions - Planning for seniors housing

Action	Indicative timing	Dependencies and responsibilities
Seek exemption from State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004 regarding the provision of seniors housing.	Ongoing	Council, DPIE
Amend LEP to provide local controls for the provision of seniors housing.	After the exemption is granted	Council, DPIE

Potential statutory implementation pathways

Planning controls and development standards are encoded in LEPs, SEPPs and DCPs. These will need to be amended to implement the LHS. This process will be determined through further study; potential pathways are noted on the following pages.

Staged approach to implementation

Implementation will occur in several stages:

1. More detailed investigations and masterplans for centres to identify precincts within

centre investigation area boundaries and any centre-specific design controls.

2. LEP, SEPP and DCP amendment to create a framework consistent with this land use planning approach, including permissible development in each zone.

3. Staged LEP and DCP amendments to implement masterplans for each centre.

Potential land use zones, dwelling permissibility and other amendments are noted in the next table.

Table 24:

A potential framework for statutory implementation of the LHS approach in LEPs

Area	Current land zone	Suggested land zone	Permitted residential land uses	Additional amendments needed	Timing for implementation
Environmental Living/ Large Lot Residential	E4 or R5	E4 or R5	Single dwellings and secondary dwellings		TBC
Rest of R2 zones (not including Centre Investigation Areas and not within 1km of centres)	R2	R2	Single dwellings and secondary dwellings	An additional LEP clause will be needed to restrict dual occupancy development in the R2 zone to the areas around local centres.	TBC
Within 1km of local centres (Residential areas)	R2	R2	Single dwellings, secondary dwellings and dual occupancies		TBC
Within 1km of local centres (Centres outside of centre investigation areas)	B1 or B2	B1 or B2	Lower density shop-top housing	The scale of development will be restricted through building height and FSR controls	TBC
Influence area	Mostly R2	R3	Dual occupancies, multi dwelling housing, manor houses	An additional LEP clause will be needed to restrict dual occupancy development in the R2 zone to the 1km area around investigation areas.	Later amendments
Mixed housing	Mostly R2 or R3	R1	Multi dwelling housing, manor houses, lower density residential flat buildings	The scale of development to be restricted through height of building and FSR controls. Development outcomes to be tailored through detailed DCP controls.	Later amendments
Centre Core	Varies	R4 ²⁴ or B4	Higher density residential flat buildings and shop-top housing		Later amendments

²⁴ As noted above, the planned consolidated LEP for the LGA may need to include an R4 zone to better represent housing character in the Northern Beaches, and allow for some higher density housing forms in appropriate locations without the need to provide ground floor commercial space (as is the case with the current B4 zone).

Source: SGS, 2020.

SEPP amendments

Amendments to SEPPs will also be needed to implement this housing strategy. Potential pathways to achieve this are listed in the table below.

SEPPs are created by the NSW Government. Councils can amend SEPPs through planning proposals, which must be approved by the Planning Minister. Pathways to achieve this are noted in the next table.

The core planning proposal to implement this strategy's land use planning framework will include LEP amendments as well as SEPP amendments applying only to the Northern Beaches LGA. These amendments will need to be discussed with DPIE.

Table 25:

A potential framework for statutory implementation of the LHS approach in LEPs

SEPP	Reason for amendment	Potential amendment mechanism
State Environmental Planning Policy (Affordable Rental Housing) 2009	To restrict boarding houses to appropriate locations – higher density zones and near identified centres.	Additional clause in the SEPP applying only to the Northern Beaches restricting permissibility of Boarding Houses using a set of spatial criteria.
State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004	To restrict seniors housing from occurring in inaccessible locations on the urban fringe, instead encouraging it in highly accessible areas.	Additional clause in the SEPP applying only to the Northern Beaches restricting permissibility of seniors housing using a set of spatial and property size criteria.
State Environmental Planning Policy (Exempt and Complying Development Codes) 2008	To exempt the Northern Beaches LGA from the application of the Low Rise Housing Diversity Code, as capacity for new low rise medium density housing is being created through local planning controls.	Additional schedule to the SEPP specifying that low rise medium density housing in the Northern Beaches cannot be approved through complying development.

Appendix 1

Proposed Housing Diversity SEPP

The proposed Housing Diversity SEPP will provide definitions and planning provisions for build-to-rent, purpose-built student housing and co-living.

Affordable rental housing provisions

The following changes are proposed to the Affordable Rental Housing SEPP:

- All boarding houses need to be affordable and managed by a registered not-for-profit community housing provider.
- The requirement for boarding houses to be mandated in the R2 Low Density Residential zone will be removed (LAHC will still be able to develop in the R2 zone, regardless of whether an LEP allows or prohibits boarding houses in that zone).
- The (FSR) bonus for new boarding houses to a maximum 20 per cent will be removed.
- There will be a simplified process to allow for an existing dwelling to be used as a group home.
- The provisions of Part 3 will be updated so that councils can mitigate the loss of affordable housing by levying monetary contributions.
- Councils will be able to set the maximum size for a secondary dwelling in a rural zone.

Seniors housing provisions

Prior to the introduction of the proposed Housing Diversity SEPP, two recent changes were made to the Seniors SEPP:

- New proposals for seniors housing on land within the Metropolitan Rural Area (MRA) are prohibited.
- The Heritage Conservation Area moratorium (the Seniors Housing SEPP did not apply in Heritage Conservation Areas in Greater Sydney) is extended to 1 July 2021.

The following changes are proposed to the Seniors SEPP (under the Housing Diversity SEPP):

- update the provisions of Schedule 1 - Environmentally Sensitive Land to align with current legislative and planning conditions
- extend the validity of a site compatibility certificate (SCC) to five years, provided a development application is lodged within 12 months of the date on which the SCC is issued
- clarify how the SEPP applies to land being used for the purposes of a registered club
- amend the 'location and access to facilities' provisions so that point-to-point transport such as taxis, hire cars and ride share services cannot be used for the purpose of meeting the accessibility requirements
- clarify that development standards in a local environmental plan prevail to the extent of any inconsistency with the SEPP.

Appendix 2

Options Considered

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Concentrated urban renewal in and around strategic centres

- Housing growth and a diversified dwelling mix concentrated around Dee Why, Brookvale, Manly, Mona Vale, and Frenchs Forest
- Additional housing for people to live near jobs, services and transport.
- Higher densities could be included in mixed use zones and around centre cores, and medium density within walking catchment.
- In Mona Vale, housing must respect the village character of the centre.

Dispersed urban renewal in and around all centres

- Increased medium density development around centres.
- Future housing in Manly Vale and Forestville with access to current and proposed B-Line routes. Height limits of four to six storeys around centre core, and medium density within walkable catchment.
- Avalon, Newport, Narrabeen, Balgowlah and Freshwater could see medium density integrated with existing character.
- Opportunities for more medium density and diversity around Terrey Hills, Belrose and Beacon Hill could be investigated, subject to environmental constraints.
- This option has a focus on increasing housing diversity and choice in more locations.

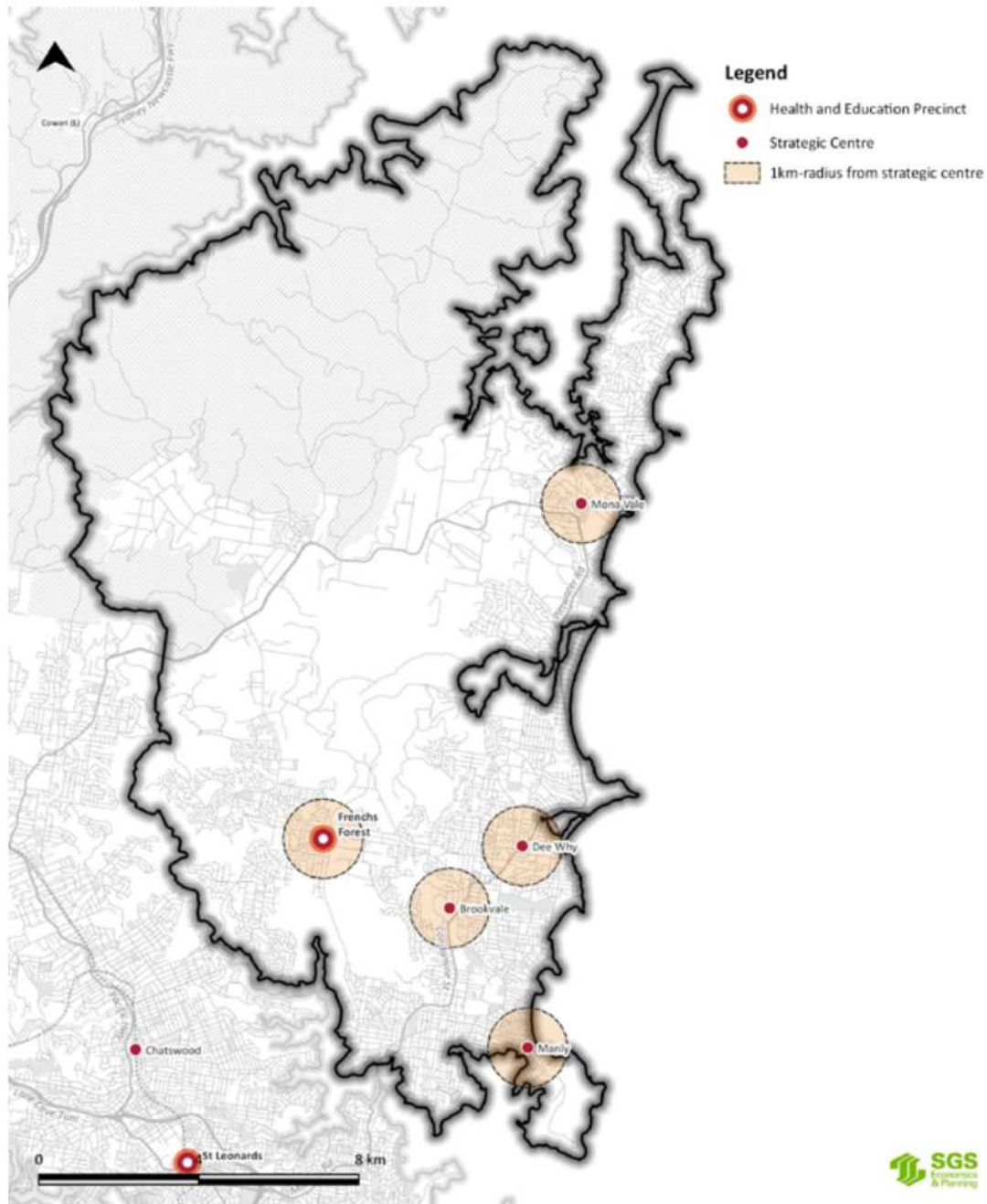
Transport-centric renewal

- Renewal focused around current and future public transport stops and corridors.
- Opportunities for additional housing could be considered around:
 - potential B-Line stops (such as Beacon Hill) and current B-Line stops (such as Warriewood)
 - centres identified in the dispersed urban renewal option (such as Manly Vale and Forestville).

'Missing middle' housing diversity

- Allows for attached and detached dual occupancies in residential low density zones across the LGA, with a minimum lot size of 450sqm.
- Some areas could see attached and multi-unit housing as infill development on sites with a minimum lot size of 600sqm
- Environmental living areas could be applied to areas where infill development should be limited due to environment/character, and development standards to mandate minimum deep soil zones and vegetation.
- This option would work well with the dispersed urban renewal option that would also promote medium density housing around local centres.

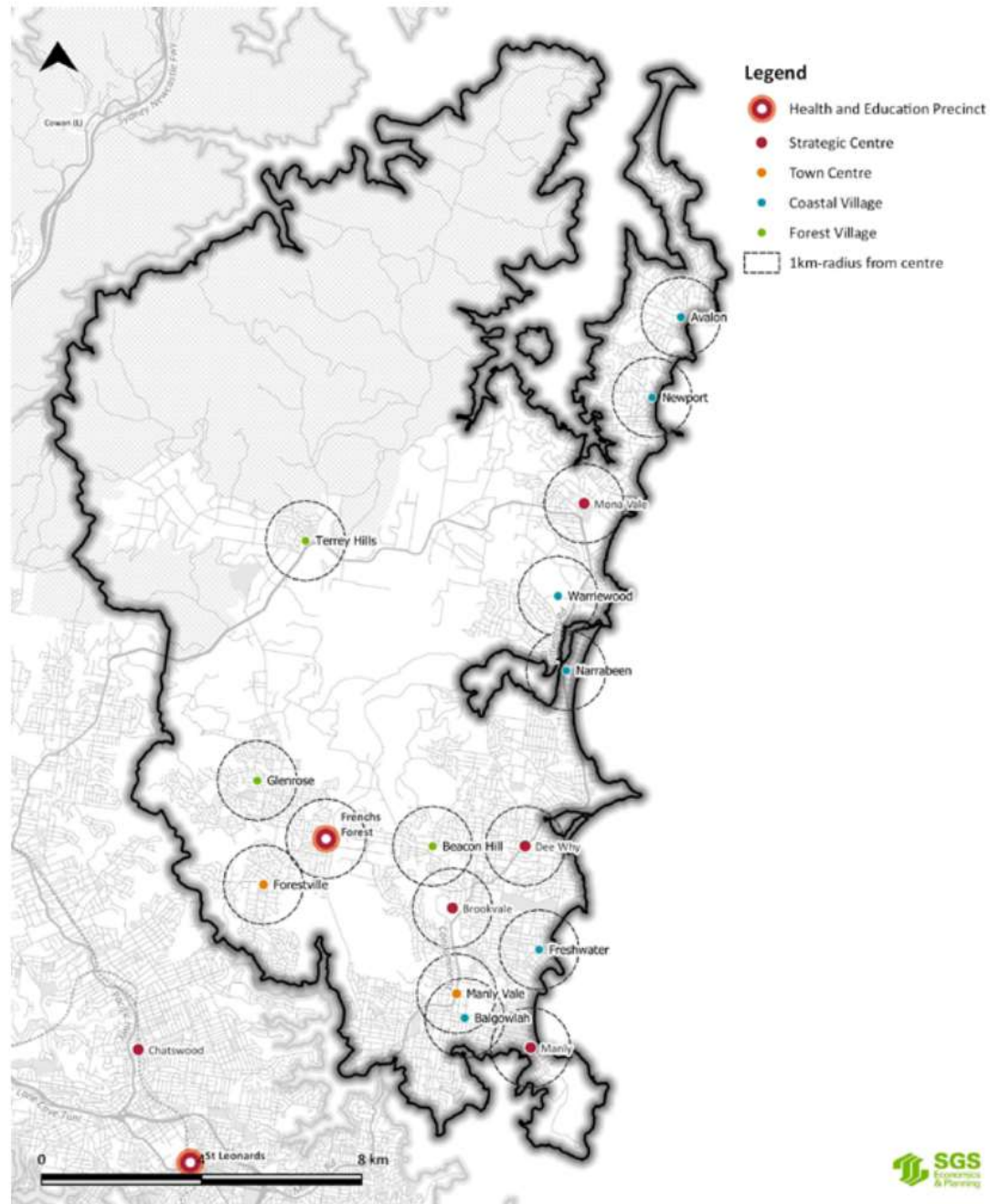
140 Map 12
Concentrated Urban Renewal Option



Source: SGS, 2020.

Map 13
Dispersed Urban Renewal Option

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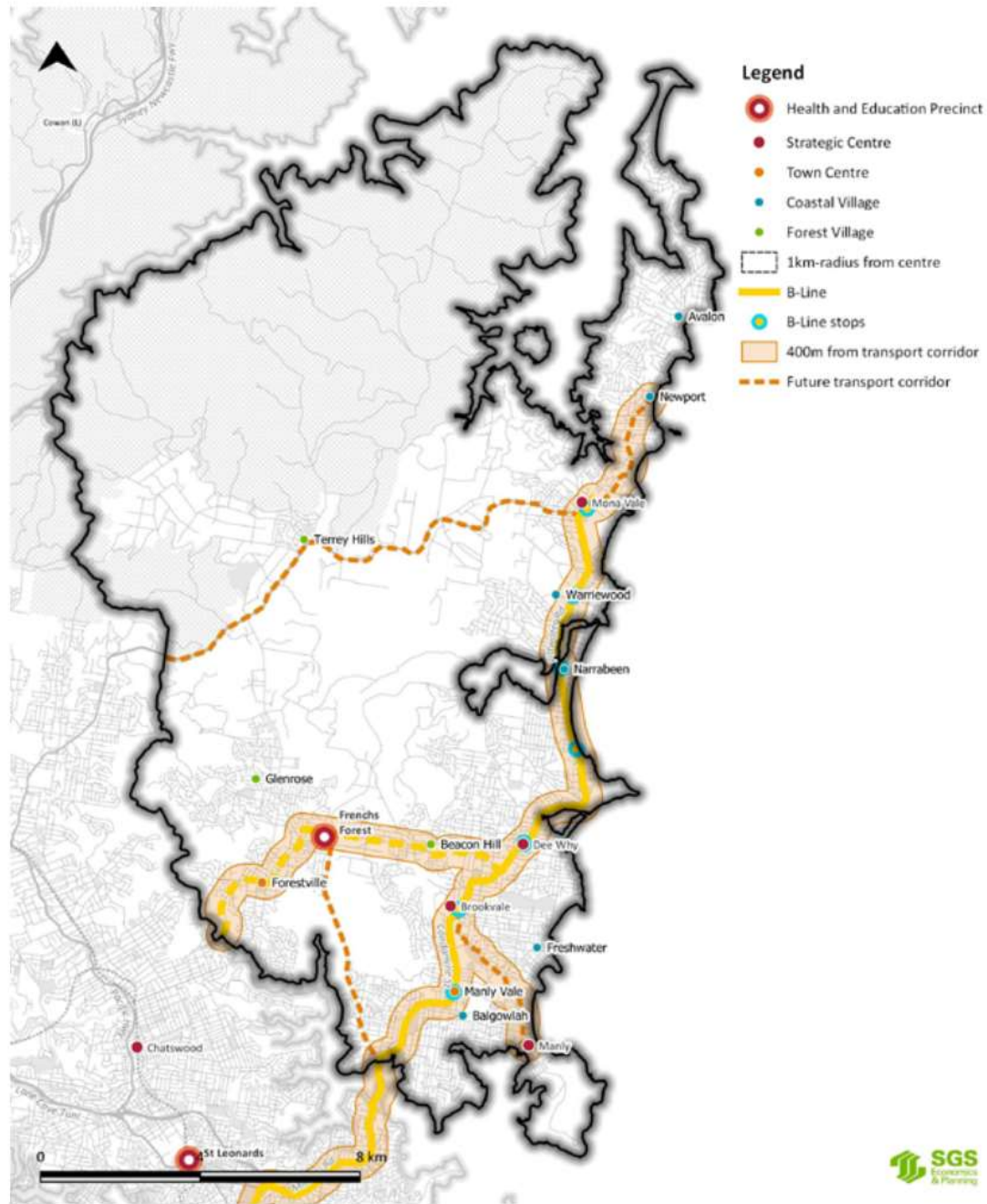
Source: SGS, 2020.

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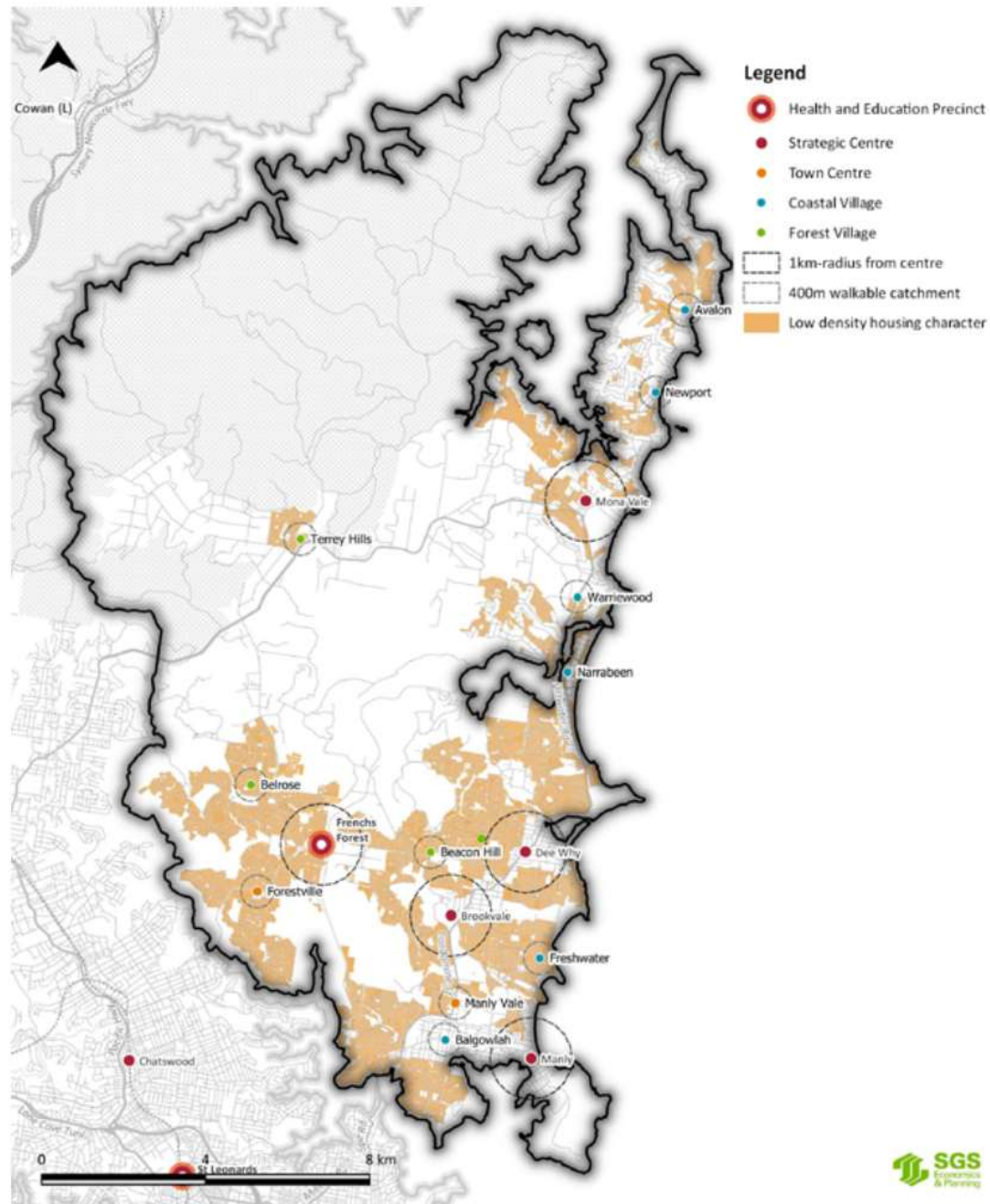
Map 14

Transport-Centric Urban Renewal Option



Map 15
‘Missing Middle’ Housing Diversity Option

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Source: SGS, 2020.

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Appendix 3

summary of potential uplift by centre

Table 26:

A potential framework for statutory implementation

Centre	Approx. land area (ha) of investigation area	Existing number of dwellings	Estimated remaining capacity under current controls	Potential additional capacity range applying Centres Renewal Framework
Brookvale	239	3,203	849	840 - 1,240
Dee Why	229	12,990	1,456	360 - 870
Mona Vale	209	4,415	915	240 - 520
Manly Vale	331	5,201	378	240 - 440
Narrabeen	34	2,565	460	50 - 320
Total	1,043	28,374	4,058	1,730 - 3,390

Source: SGS, 2020.

Warriewood



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Local Housing Strategy Guideline

*A step-by-step process
for producing a
local housing strategy
2018*



**Planning &
Environment**

Local Housing Strategy Guideline

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Introduction



Executive Summary

This guideline has been produced to support councils to develop their Local Housing Strategies. The guidance is intended to assist local authorities in setting a clear plan for housing in their area, over the next 10 and 20 years.

Local Housing Strategies tie council's vision for housing with State Government led strategic plans. They present council's response for how the housing components of District and Regional Plans will be delivered locally. Where housing targets (including affordable housing targets) are part of Regional or District Plans, these should be addressed in the Local Housing Strategy.

In developing a Local Housing Strategy, councils will consider the evidence base including demographic factors, the supply and demand for housing, and local land use opportunities and constraints, among other factors.

To promote the efficient use of land and infrastructure, Local Housing Strategies should align housing growth with supporting infrastructure and social services, such as schools, health facilities and public transport. This approach can efficiently use existing infrastructure and plan for future needs.

Councils will lead the preparation of Local Housing Strategies and are encouraged to consider the means for implementation at an early stage. Councils should discuss potential planning proposals with the Department of Planning and Environment's Regional Team at the earliest opportunity.

Where possible, planning proposals can be prepared concurrently alongside the Local Housing Strategy.

The preparation of a Local Housing Strategy should not prevent councils from continuing to prepare planning proposals required to meet current housing needs.

The Local Housing Strategy Guideline sets out an approach that councils may choose to follow. The Local Housing Strategy Template (Appendix A), contains the structure that councils within Greater Sydney will need to use. For regional councils, variations

to the template may be approved by the Department if sound justification for the departure is provided.

The final part of a Local Housing Strategy relates to monitoring and reviewing the local housing outcomes. When the evidence base or planning context changes, councils should update their Local Housing Strategies to ensure that they continue to plan effectively for local housing needs into the future.

While housing is directly linked to important planning issues such as employment and infrastructure, the Local Housing Strategy and this guideline focuses solely on housing. Local strategic planning processes will also consider issues such as employment, open space, and infrastructure provision. These elements can be part of Local Strategic Planning Statements, prepared by council. The Department has developed guidance for the suggested structure and content for Local Strategic Planning Statements.

The Steps to Produce a Local Housing Strategy

Step 1

Establish the Background
and Context; Analyse the
Evidence-Base

Establish the background and context

Establish and analyse the LHS evidence-base
to identify the LHS requirements including:

- housing supply gaps
- specific needs
- specific development capacity

Step 2

Establish the Vision,
Objectives and Evaluate
the Options

Establish the Vision

Identify objectives

Consider land use planning options and other
implementation mechanisms

Evaluate and select the delivery option

Step 3

Implementation,
Consultation and Delivery

Prepare implementation and delivery plan

Exhibit draft LHS

LHS approval authority to review LHS

Planning proposal submitted to the Department of
Planning and Environment

Step 4

Monitoring, Reporting and
Reviewing

Monitor, report and review implementation of LHS

Community and
stakeholder engagement

Figure 1: The process for developing a local housing strategy

The Value of Local Strategic Planning

Strategic planning is the basis of the NSW planning system. Strategic plans tell the story of a place: its background and history, its vision and aspirations for the future and plans to achieve these.

The Environmental Planning and Assessment Act 1979 provides for plans at the Regional and District level. Councils have the local knowledge and expertise in strategic planning that is necessary to translate higher-order planning objectives in Regional and District Plans into implementable plans at the local level.

Local Housing Strategies (LHS) are one output of this local strategic planning process. They are strategic plans for housing in local government areas. They are produced by councils with input from the community and set the framework for the local government area's housing development.

An LHS provides councils and communities the opportunity to develop a strategy that influences how and where they will grow to support a growing population, ageing community, and a change in household structure.

Each council and their community will have the opportunity to establish a preferred outcome so that future growth can be delivered in line with the relevant Regional and District Plans.

By responding to the Regional and District Plans, councils will better integrate local level planning for housing with broader State and regional plans for infrastructure, employment, open spaces and other elements of the built and natural environments. Long term plans for housing will also better accommodate growth that is higher or comes sooner than expected.



Step 1

*Establish the Background
and Context, Analyse the
Evidence Base*



Step 1 in the process is focused on the local context and background, and analysing the evidence base to inform the next steps in the strategic planning process.

The main parts of this process are:

- the planning and policy context;
- the LGA snapshot; and
- an analysis of the evidence base.

Councils should meet with the Department of Planning and Environment regional team as soon as the decision is made to commence an LHS, to discuss the LHS scope, process and timeframes.

1.1 Planning and policy context

LHSs will be developed within the planning and policy context of the day. This includes the federal, state and local government legislation, State Environmental Planning Policies, Regional and District Plans and policies relating to planning, housing, infrastructure, and employment for the LGA (see Figure 2).

Councils will lead local strategic planning in their LGAs, which will include the development of Local Strategic Planning Statements. The statements will complete the strategic planning hierarchy and will set out the land use vision, priorities and actions for the local area. The Department has developed guidance for the suggested structure and content for Local Strategic Planning Statements.

While the focus of LHSs is housing, it is necessary to integrate planning for housing with broader local planning for infrastructure, employment and open space provision. Accordingly, LHSs may sometimes be developed alongside other council strategic plans. This Guideline forms part of the local planning toolkit where it is indicated in the relevant Regional Plan.

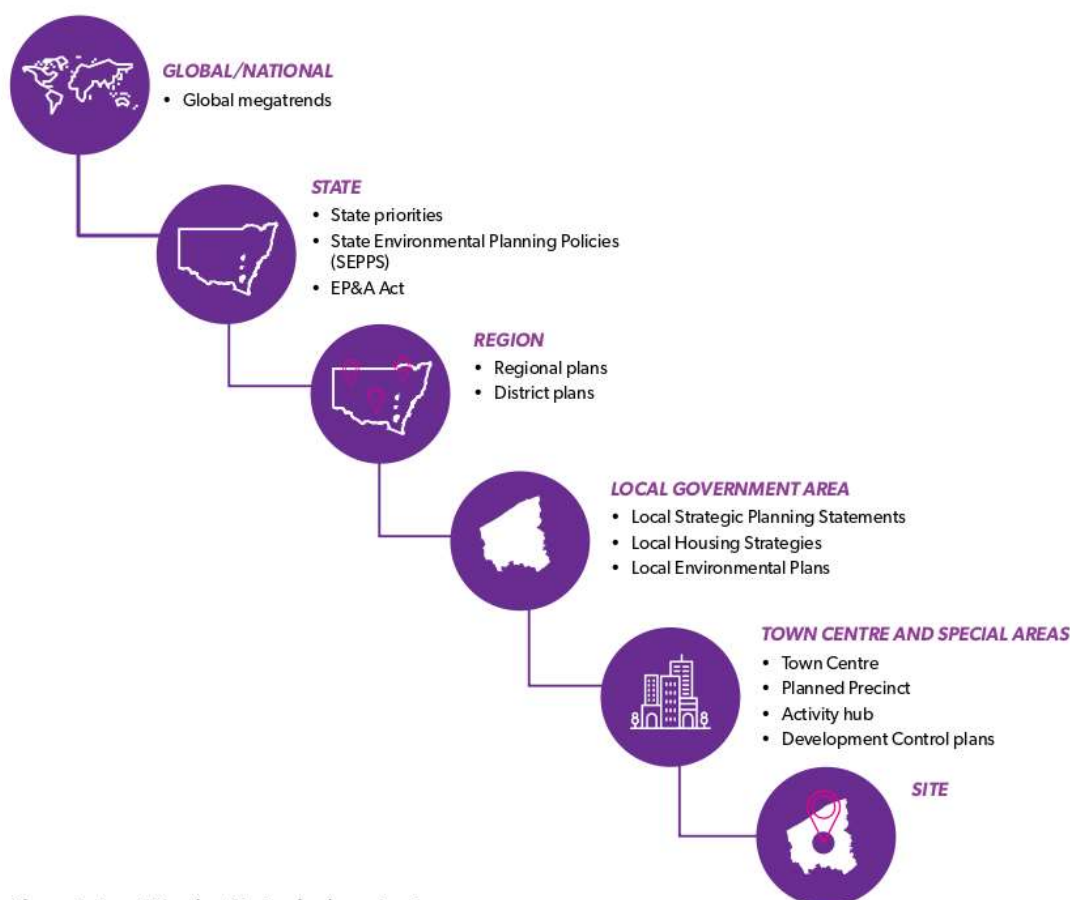


Figure 2: Local Housing Strategies in context

Step 1

1.2 LGA Snapshot

The LGA snapshot should comprise an overview and description of the area. It should consider the urban structure of the LGA and its role in the District and Region, including any cross boundary issues. It should identify social, environmental, and economic factors that are relevant to the LGA, or the wider region where relevant. For example, the transport network, centres, bushfire or flooding risks, heritage, or a significant industry-base within the LGA, or a neighbouring LGA.

The LGA snapshot can outline the work that councils have done to encourage housing supply. This may include working with State agencies to deliver land release areas or renewal in established areas. The LHS should also include a consideration of the existing housing stock in terms of its location, type, and tenure.

The LGA snapshot should acknowledge the infrastructure that is needed to support housing. It should identify the existing infrastructure, such as public transport (mode, routes and capacity), schools and health services (public/private, location, specialty, capacity), that support housing in the area and any planned and committed infrastructure projects. Where possible it should identify the capacity of the existing and future planned infrastructure, noting the additional capacity that will be created by future infrastructure to support additional housing.

1.3 Establishing the evidence-base

Establishing the evidence-base enables the identification of where housing supply is adequate and where gaps will need to be addressed by delivering new housing or housing of a specific type.

The evidence-base may include consideration of factors beyond the LGA, such as work travel and migration patterns.

There are four components to consider when establishing the evidence-base:

- Demographic indicators of social and economic factors
- Housing demand trends and diversity
- Housing supply trends and diversity
- Land use opportunities and constraints.

1.3.1 DEMOGRAPHIC INDICATORS

Analysis of demographic indicators and projections provides insights into the current and future housing needs of the LGA's population. Information about the LGA's population change over time, age structure and household types should be considered in the preparation of an LHS. The indicators should be examined in the context of other relevant LGA information and compared with State or national level data. Data may also be required at a lower level, such as by suburb, to plan for the different parts of an LGA.

The information sources listed below should be used in the preparation of an LHS and can be supplemented with council's own data sources.



POPULATION AND HOUSEHOLDS

The NSW Population Projections Data^a and the NSW Household and Dwelling Projections Data should be used to consider the following factors:

- Population change: the historic and current populations and the projected population change, and the drivers of population change.
- Population age: the population by age grouping and the projected change over time.
- Dwelling requirements: the projected dwelling requirement.
- Households: the total number of households and how this has changed and is projected to change over time.
- Household types and family composition: the household types, such as lone parent, couples with or without children, and group households, and how these are projected to change over time.
- Average household size: the average household size for the LGA and how this is projected to change over time.

The Australian Bureau of Statistics (ABS) Community Profiles provide a thorough statistical picture of an area, providing data relating to people, families and dwellings. The Time Series Profile presents data from three Censuses, allowing meaningful comparisons to be made. Census data can provide information about the population and housing context with regard to factors including:

- Dwelling structure
- Number of bedrooms
- Tenure and landlord type
- Household income.

The Department of Family and Community Services (FACS) 'NSW Local Government Housing Kit'™ can assist councils to understand housing needs and issues in their region. The database includes timeseries data and provides information on a range of housing topics including: public housing stock; Commonwealth Rent Assistance; proportions of affordable rental and purchase for various income levels and housing stress, being defined as households incurring housing cost above 30% of their equivalised household income. The Rent and Sales Report®, also produced by FACS includes timeseries data and is the sole authoritative source of data on NSW rent movements.

1.3.2 HOUSING DEMAND

The analysis of housing demand should include a consideration of market preferences including where people want to live in the LGA and in which types of homes. Councils in Sydney can refer to the housing market areas set out in research by UNSW.

Housing demand will be influenced by factors in the broader housing market generally and by factors that influence demand for housing within local housing markets. These influences include household growth, infrastructure availability, local and regional amenity, employment opportunities, taxes, interest rates and immigration, many of which are outside of the control of local government.

Establishing housing demand requires an analysis of the:

- Underlying demand – which is the theoretical 'need' or number of new homes required based on the projected number of households. The level of underlying demand is primarily driven by migration and demographic factors; and
- Effective demand – which is the size, type and location of dwellings that people are willing and able to buy and rent. Councils may wish to consider both the 'stated' housing preferences (through a survey for example) and 'revealed' preferences, being the types of homes people actually choose.

Housing for particular needs also needs to be considered in the development of an LHS, including:

- seniors and people with a disability
- affordable rental housing
- students.

A consideration of social housing wait times should also be used to inform the understanding of housing demand. FACS releases information on the expected social housing waiting times by geographic regions. If the LGA includes social housing dwellings, councils may wish to discuss the potential redevelopment of elements of the portfolio with Land and Housing Corporation to help increase social housing supply.

DEMAND FOR AFFORDABLE HOUSING AND HOUSING AFFORDABILITY

LGAs will have differing demand for affordable housing and housing at a variety of prices.

Housing affordability refers to the capacity of individuals or households to enter the rental and privately owned housing markets, whereas affordable housing is defined in the *Environmental Planning and Assessment Act 1979* (the Act).

The *State Environmental Planning Policy (Affordable Rental Housing) 2009* (AHSEPP) defines a household to be a very low income household, low income household or moderate income household if the household has a gross income that is up to 20% above the median household income for the Greater Sydney Region (according to the Australian Bureau of Statistics) and pays up to 30% of that income in rent. In considering the demand for affordable housing councils may wish to consider aspects such as existing affordable stock, incomes, rent and sale prices, housing stress, employment and homelessness.

AFFORDABLE LIVING

To complement the consideration of affordable housing and housing affordability, councils may wish to consider the concept of affordable living. Affordable living recognises that there are additional costs for households associated with housing choices, besides rental or mortgage payments. The location and type of dwelling can impact ongoing household costs including costs related to transport and energy consumption. In some cases, these costs may offset the benefits of lower mortgage or rental payments. While affordable housing and housing affordability are measured by the cost of housing relative to income, affordable living considers the cost of housing in conjunction with the cost of accessing employment, services, and utilities.

Step 1

DEMAND FROM LOCAL WORKERS

In preparing an LHS councils should also consider the sources of employment for very low, low or moderate income earners who perform an important service within an area, but are unable to live nearby due to price constraints. The industries which these local workers are part of will vary, depending on location.

1.3.3 HOUSING SUPPLY

Housing supply is considered in terms of the total supply of housing and the amount of new housing.

For councils within Greater Sydney, the Department of Planning and Environment's Sydney Housing Supply Forecast¹⁰ provides information on where, when, and how many new homes are likely to be built. The forecasts are used across Government to inform infrastructure planning and service delivery to support new housing development. They also inform decisions on future land use zoning to ensure adequate levels of new housing supply are maintained.

The Forecast is one indicator of the extent to which additional demand can be met within existing planning controls and economic conditions. The Forecast takes into account current residential developments that are either under construction or approved, as well as analysis of likely future development under current zoning and planning controls. The Forecast also takes account of information gathered from local councils and industry.

For Sydney councils, detailed contemporary monthly data for both dwelling approvals and dwelling completions are available via the Metropolitan Housing Monitor Sydney Region and the Housing monitor reports. Councils in the Hunter and Illawarra

Regions should discuss the local housing monitor programs with the Department's relevant Regional Team. Presently, a Department of Planning and Environment generated housing supply forecast is not available in other parts of the State. Councils outside of Sydney may consider preparing a forecast of housing supply to inform their LHSs.

Establishing the housing supply that is already available in the LGA, considers an analysis of:

- amount and type of current and planned housing stock
- rental vacancies (where possible) and vacancy rate
- price and type of dwellings for sale
- capacity within the existing land use controls for additional housing
- potential displacement of existing housing due to redevelopment.

CURRENT AND PLANNED HOUSING

Current and planned housing includes provision of new housing from submitted development applications and commenced but not yet completed developments.

There will also be housing capacity created by state and local government actions, including:

- planning proposals,
- land release areas, especially serviced lots, and
- approved Planned Precincts, State Significant Precincts and Urban Renewal Corridors.



CAPACITY OF EXISTING LAND USE CONTROLS

Councils will need to identify the theoretical development capacity in their existing land use controls i.e. the number of additional homes permissible under the current planning controls.

There are many approaches to determining development capacity, however it essentially involves comparing the number of existing dwellings and the number of dwellings that would be delivered if the current land use controls were fully developed. The differential in dwelling numbers equates to development capacity. This analysis should also consider whether any of the existing planning controls (such as floor space ratios) are unnecessarily impeding the development of housing.

The theoretical development capacity then needs to be compared with what is likely to happen over the timeframe of the LHS, taking into account the feasibility of development and likely take up rates of the capacity identified. This consideration can be informed by:

- the number of sites that have development capacity and how much capacity will be used (assuming that a certain proportion may never be developed)
- the development approval and construction/occupation certificate data, which will help indicate the rate and types of housing that has been, and is likely to be, delivered
- input from the local development industry.

A housing supply forecast of the likely future rate of development under the current land use controls can then be made. The forecast can be compared with the housing demand data to identify supply gaps.

STATE GOVERNMENT-LED REGIONAL AND DISTRICT PLANNING

The LHS will need to respond to State Government initiatives that increase housing supply, including proposals in relevant Regional and District Plans. The State Government may deliver major housing development opportunities via:

1. Planned Precincts, State Significant Precincts and Urban Renewal Corridors that involve targeted rezoning and direct coordinated funding and delivery of supporting infrastructure
2. Investigation Areas where the State Government can work with local government to deliver on the housing requirement of Sydney
3. Urban transformation projects led by Urban Growth NSW and Transport for NSW that involve the development of large sites and significant amounts of government-owned land alongside the provision of new transport infrastructure
4. Land and Housing Corporation Developments by the NSW Land and Housing Corporation (LAHC)⁹⁶ which is responsible for the management of the NSW Government's social housing portfolio

5. Surplus Government land. These sites may also present future housing opportunities.

The LHS will need to acknowledge any State government-led development programs identified within the LGA, and note the areas and the amount of housing that the programs aim to deliver.

1.3.4 LAND USE OPPORTUNITIES AND CONSTRAINTS

Different land use opportunities and constraints should be analysed across the LGA to identify areas with development capacity. In identifying and analysing the relevant opportunities and constraints for housing, alignment with the Regional or District Plan is a key consideration, along with the capacity of existing and planned infrastructure to support growth.

Opportunities may include:

- Existing residential development – type, age, dwelling density, condition, ownership pattern, urban design, scale, form and amenity
- Transport infrastructure – road, rail, light rail, bus, ferry, cycleways
- Urban form and liveability – scale, form, character, open-space, connectivity, walkability
- Employment centres – retail centres, business and industrial centres
- Social infrastructure – schools, parks, health services.

Constraints may include:

- Environmental factors – riparian zones, contaminated lands, hazardous activities, high fertility soils
- Natural hazards - flooding, tidal inundation, bushfire, slope, unstable land
- Incompatible uses – heavy industry, sewage plant, high voltage transmission lines, aircraft noise, agricultural land
- Lack of financial feasibility – due to market forces or planning controls
- Utility service availability – water, sewer, drainage, electricity, gas, telecommunications
- Conservation resources - places of ecological, scenic, heritage or archaeological value.

INFRASTRUCTURE

Providing the right infrastructure at the right time is key to supporting the development of housing throughout NSW. The importance of using existing and proposed infrastructure effectively needs to be understood to inform the development of an LHS.

Councils have a role in aligning delivery of local housing with infrastructure delivery through the funding of infrastructure via, for example, development contributions, grants, budget allocations, user fees and charges, and public private partnerships.

Step 1

Regional Plans and District Plans are prepared with regard to any 20-year State infrastructure strategy, 5-year infrastructure plan and sectoral State infrastructure strategy statements. It is important for LHSs to be aligned with the infrastructure directions set out in these strategic plans to address the future population's needs. In some cases, the provision of new infrastructure projects by the State government and councils will be critical to delivering new housing supply. In other cases, an LHS will be able to direct housing growth to make better use of existing infrastructure.

Councils should engage with State government infrastructure agencies throughout the development of the LHS to ensure that current and future projects are incorporated into the LHS, and that the LHS is aligned with the provision of infrastructure and services. The Department can help facilitate council discussions with Government infrastructure agencies.

Finalised LHSs will assist infrastructure agencies by setting out where the long term housing growth is planned.

1.4 Analysing the evidence-base

The analysis of the evidence-base will provide insights about the demand for and likely delivery of housing in the LGA. It needs to determine if there are any gaps in housing supply and what is required, or is likely to be required, so that new housing supply can be facilitated to address those needs.

The evidence-base analysis needs to identify:

- gaps in general housing supply
- gaps in housing for specific needs – such as housing diversity and affordable rental housing
- any barriers to supply such as high land fragmentation or limited feasibility
- the areas with development capacity.

1.4.1 HOUSING SUPPLY GAPS

Some areas will be expected to meet or exceed the dwelling supply required by the future population. This positive outcome will place downward pressure on housing prices and will better allow the market to respond to unanticipated additional demand that arises from a major infrastructure project, for example.

If the forecast housing supply is lower than the projected housing need there is a gap between the housing supply and demand. The District Plans establish that the LHS is the mechanism for quantifying, and responding to identified gaps in housing supply across the LGA.

The analysis of demographic, housing and affordability data may also reveal the need for specific housing for key groups. It is important that the LHS aims to deliver a range of housing types at different price points to help meet local needs. The District Plans note that affordable housing is a key issue in Greater Sydney as

house prices have risen over the past decade in comparison to income growth. Many Regional Plans also recognise this issue and contain actions to support a greater supply of affordable housing.

1.4.2 IDENTIFYING DIFFERENT AREAS WITH DEVELOPMENT CAPACITY

Analysis of the multiple opportunities and constraints factors across the LGA, from the evidence base established in 1.3.4, should identify different areas with capacity for development.

Development opportunity areas may consist of areas within the LGA that:

- are in council's view able to accommodate more development due to having strategic, environmental, amenity and/or infrastructure capacity, or
- have been identified under State Government regional and district planning processes.

Developmental opportunities will be constrained by areas that:

- need to be conserved for reasons of cultural, environmental or heritage significance
- have less capacity to accommodate new growth.

AREAS WITH DEVELOPMENT CAPACITY

Areas that are identified as having capacity for further development within 10 years will be the primary focus for councils who are predicting gaps between supply and demand for housing.

In Sydney, the Greater Sydney Commission will work with councils to develop 6-10 year housing targets. Significant work has been undertaken by the councils and the GSC as part of the Technical Working Group meetings.

Councils may seek to encourage housing that offers diversity and choice and discourage inappropriate housing types, such as rural-residential development, in certain areas. Councils should also consider the aims of Regional Plans in terms of providing housing that is located near centres, supports walkability and addresses diversity needs.

Additionally, some areas may be able to provide housing beyond the next ten years. These areas could be retained for future redevelopment and identified as such, so as not to make future redevelopment at higher densities difficult.

**AREAS TO BE CONSERVED AND ESTABLISHING FUTURE
LOCAL CHARACTER**

The LHS should identify any areas that have been previously identified as having cultural, environmental or heritage significance. LHSs will also have the opportunity to identify areas that, for reasons relating to infrastructure capacity and amenity, will have less capacity to deliver new housing. Opportunities to identify existing and desired future local character will be important considerations for the delivery of housing needs. Generally, good design outcomes should not preclude some additional housing in these areas.

In association with this, councils will need to demonstrate an overall capacity to deliver enough and the right types of homes in the right locations. Councils will also need to consider how the desired future character of local areas and neighbourhoods will be achieved through strategic planning, development controls, and development assessment. This will be supported by guidance to be released by the Department on identifying and supporting local character through the planning system.

Step 2

*Establish the Vision,
Objectives and Evaluate
the Options*



Step 2 is the process of identifying council's housing vision, the priorities for the council's stakeholders and its community, and identifying and evaluating the options for delivering new housing.

2.1 The housing vision

The housing vision for the local area will describe the community's priorities and aspirations for housing in the LGA over the next twenty years. The housing vision may be informed by council's broader strategic vision for the area, as expressed in its Community Strategic Plan or Local Strategic Planning Statement, when these are developed.

A vision recognises the story of a place – where it has come from, what it is like now, and what it will ideally be like in the future. It sets the benchmark against which decisions can be measured and assessed. The housing vision should be informed by the planning and policy context, LGA snapshot, and the evidence-base analysis, that are part of Step 1.

2.2 Identify stakeholder views and priorities

It is important for councils to understand the views of stakeholders. This process should involve a wide cross-section of stakeholders that is representative of the community.

Councils should aim to identify the views of stakeholder groups including (but not limited to) the local community, government agencies, housing providers, land owners, and the development industry. The stakeholders will often offer competing views, but will provide helpful information to councils prior to exhibition of the draft LHS.

The purpose of this stage of consultation is to establish:

1. the community and stakeholders' goals
2. the community's preferred land use planning approaches
3. The Government's infrastructure delivery priorities and plans from infrastructure delivery agencies.

2.3 The local housing strategy objectives

The LHS objectives are council's long term goals for housing in the LGA. The analysis of the evidence-base and the planning context (Step 1) should be considered alongside the stakeholder views to inform the development of LHS objectives.

The objectives will need to be consistent with the relevant Regional and District Plans. If any gaps in the housing supply have been identified, the objectives should include measures to close the gaps by providing for a sufficient supply of new housing.

Objectives should be based on consideration of:

- the demographic trends occurring in the area and how these trends will impact the quantity and form of housing required in the future
- the feasibility of delivering development within the capacity of the current LEP planning controls
- the quantity, type and affordability of existing housing in the area
- the gap between current needs and supply of rental accommodation for the very low income, low income and moderate income households
- the gap between underlying demand and supply for affordable purchase for the very low income, low income, and moderate income households.

The LHS objectives should include:

- Aligning the planned housing growth with the regional and district plans for housing, including housing and affordable rental housing targets (if applicable)
- Aligning housing growth with supporting infrastructure
- The amount and type of housing required to be delivered by the market to address a future 10-year need, and align with the 20 year strategic plan
- The amount and type of housing required to address particular needs, including:
 - affordable housing
 - adaptable housing
 - seniors and people with a disability
 - local workers
 - students
- Consideration of the areas within the LGA that:
 - have been identified under State Government regional and district planning processes for intensification, and the amount of housing they are intended to deliver;
 - are able to accommodate more development, due to having strategic importance, environmental, amenity and infrastructure capacity; or
 - are to be conserved for reasons of cultural, environmental, heritage or local character significance.



2.4 Land use planning approaches

The land use planning approach is a key part of the LHS and will ultimately inform council's planning controls. Council needs to ensure that the land use planning controls support the local government area's required housing development.

The evidence-base analysis (from Step 1) will inform the land use planning options that are able to deliver the LHS objectives. The relevant strategic plan will guide the LHS in terms of the appropriate approach. Strategic plans may direct councils to focus new housing growth around particular centres with public transport, to improve walkability, or to observe certain settlement planning principles for instance. In certain areas rural-residential style development may be appropriate whereas, for example, in other areas a focus on housing for seasonal workers may be more warranted. The LHS will need to respond to the particular directions in the relevant strategic plan.

The potential land use planning approaches to help deliver additional housing, could consist of, for example:

- concentration of development within existing urban centres
- increased densities across broader existing urban areas
- land release.

The LHS should include maps that outline the land use planning approach and indicate the locations and amount of growth expected across the LGA.

BUILDING TYPOLOGIES

Part of the land use planning approach will include consideration of the building typologies that have the potential to deliver the amount and type of housing that is needed. Building typologies are the broad classifications of building types, such as low-density detached dwellings, medium-density townhouses, and high-density residential flat buildings.

It is important that the LHS includes a consideration of the expected building typologies in addition to the land use planning controls. This will assist the community and stakeholders to understand the likely built form outcomes of council's proposed planning control changes.

2.5 Selection of mechanisms

Planning mechanisms will generally be used to implement the LHS. Amendments to planning controls can help provide the conditions for industry to produce new housing. Whilst the options available to councils to facilitate the development of housing are broad, the primary mechanisms are likely to be through changes to the local planning controls via a planning proposal. Refer to the *Department's Guide to Preparing Local Environmental Plans and Guide⁶⁰ to Preparing Planning Proposals⁶¹* for more information about planning proposals. Changes to development control plans may also be required.

Councils should ensure that planning controls proposed in a planning proposal allow for sufficient housing development that is financially feasible. Housing development will only occur if it is both permitted under planning controls and financially feasible.

Councils should undertake a high-level consideration of the applicable planning policies and legislation that will apply to development under subsequent plans, such as the provisions of State Environmental Planning Policy 65 Design Quality of Residential Flat Development that outline the context for apartments. This will ensure that the LHS options are consistent with relevant policy and legislation from an early stage.

Non-planning mechanisms can also be used to implement LHS objectives. These generally involve council policies or initiatives directly involved in the delivery of housing, such as partnering with community housing providers or other organisations to deliver types of housing for groups with specific needs or housing development on council owned land.

The following issues should be considered when selecting the most appropriate way to implement the LHS objectives:

- is the mechanism (e.g. a planning proposal) appropriate, supportive and consistent in relation to other strategic planning goals at the local, regional or state level?
- would the adoption of the mechanism result in additional complexity in regulation?
- is the mechanism equitable? Does it unfairly disadvantage a particular group or individual?
- can the mechanism be adopted and implemented in a transparent manner?
- is there stakeholder support for the adoption of mechanism?
- does the mechanism support the principles of sustainability?

2.6 Planning mechanisms

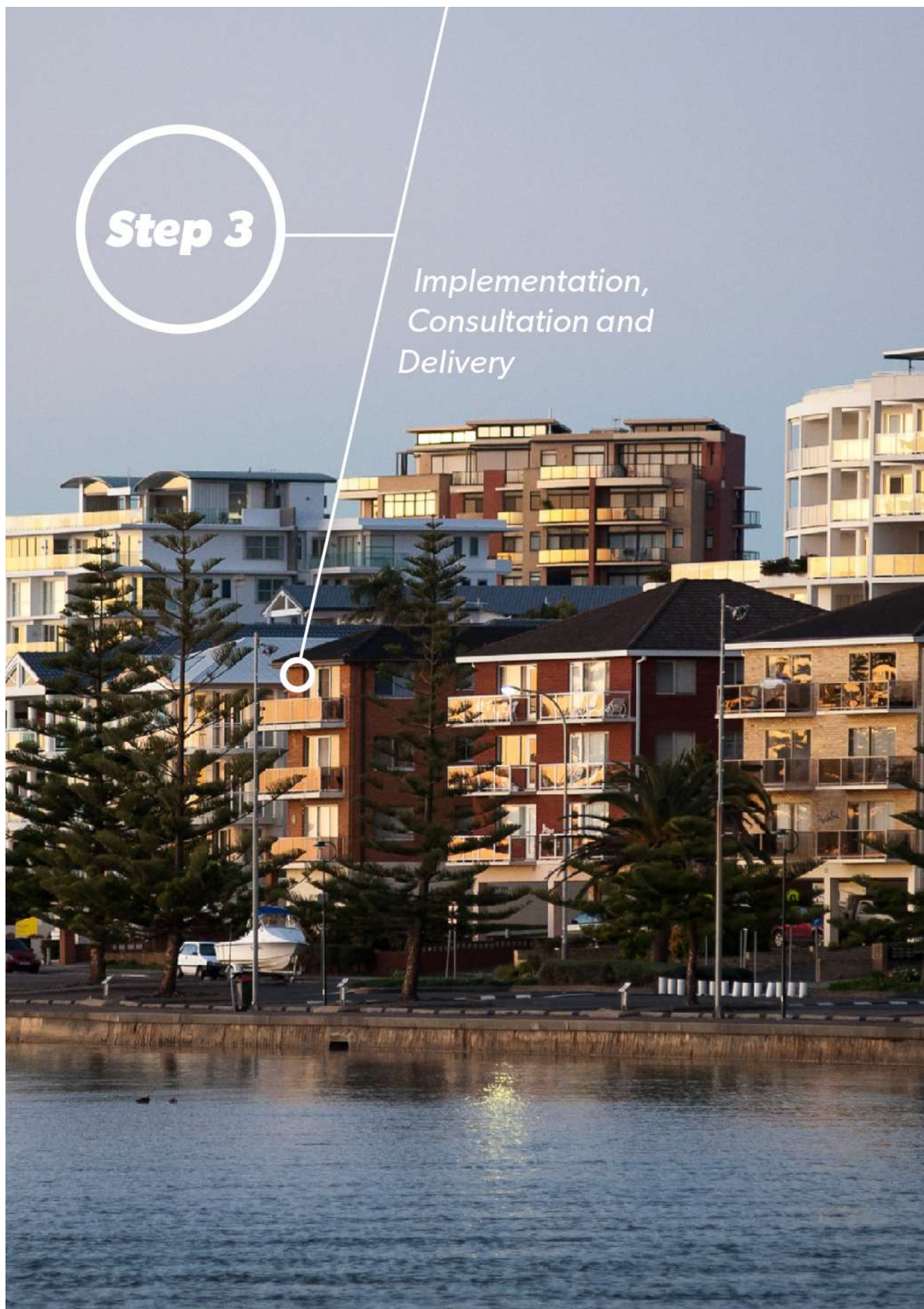
The evidence-base analysis should include a consideration of the capacity for additional housing in the existing planning controls. This analysis should also identify any existing development standards or development control plan provisions that impede residential development. In some cases, these may be obvious, such as low dwelling density and large lot size, frontage and setback requirements. Often their impact may be unintentional, cumulative and vary with market conditions. Consultation with stakeholders in the development industry may be effective in identifying barriers of this type. The benefits of barrier removal will need to be balanced against urban design and planning considerations.

CHANGES TO LOCAL ENVIRONMENTAL PLANS

The most common ways to facilitate the delivery of new market price housing are by increasing the permitted density of existing residential land and adjusting development controls to remove barriers impeding development. In some cases, non-residential

Step 3

*Implementation,
Consultation and
Delivery*



land may be appropriate to rezone, however each site would need to be considered on its merits and in light of the relevant District and/or Regional Plan.

The LHS evidence-base will have identified areas that have feasible additional development capacity. This may include existing residential areas in which dwelling density and the range of permissible housing types can be increased to deliver greater overall housing supply and diversity.

Amendments to land use zones (other than via a rezoning) can allow types of housing where they were not previously permissible. This might include allowing secondary dwellings, residential flat buildings, medium density development, or boarding houses in a broader range of zones.

Increased housing diversity may arise in response to such amendments. The resulting increased density may also improve the viability of retail, services and public transport and thereby improve amenity.

CHANGES TO DEVELOPMENT CONTROL PLANS

Councils may also be able to implement elements of their LHS through changes to development control plans. This could include amendments that encourage housing diversity by introducing separate standards to suit the characteristics of particular types of housing and particular locations. An example is the variation of car parking standards in areas with good public transport or walkability.

2.6.1 MECHANISMS TO DELIVER SPECIFIC HOUSING TYPES

Variations to local planning controls are currently applied by the State Environmental Planning Policies to encourage the delivery of different types of affordable rental housing and housing for seniors and people with a disability. Due to current housing affordability challenges in parts of the State there is growing interest in how councils may encourage the development of more affordable housing in their areas. It is important to consider the development of affordable housing approaches in the broader context of overall housing supply and affordability.

INCLUSIONARY ZONING

Inclusionary zoning mechanisms enable the consent authority to require contributions towards affordable housing where a need for such housing has been demonstrated. Countries including the United States and the United Kingdom have mandatory inclusionary approaches which support social inclusion in new housing developments and redevelopments.

In NSW inclusionary zoning is facilitated by Division 7.2 of the *Environmental Planning and Assessment Act 1979* which enables a consent authority to levy contributions for affordable housing where a local government area has a demonstrable need for affordable housing and the council is identified within a state policy. This policy is *State Environmental Planning Policy No 70 (Revised Schemes)* (SEPP 70).

To facilitate affordable housing through an inclusionary zoning policy a council must first seek inclusion within SEPP 70 by demonstrating a need for affordable housing within their local government area. The council is then required to develop an affordable housing contribution scheme in accordance with the principles set out in SEPP 70 and insert provisions within its Local Environmental Plan to give effect to the scheme. Councils need to ensure any inclusionary zoning schemes that will provide affordable rental housing are feasible for the market to deliver.

Affordable housing contribution schemes are already operating within the City of Sydney LGA, such as the Green Square Affordable Housing Program. The Department of Planning and Environment can advise councils in relation to potential inclusion in SEPP 70. By addressing any proposed inclusionary zoning in the LHS, council will give the market advanced notice of the proposed changes. This will assist the development industry in planning for future developments.

2.7 Non-planning mechanisms

Non-planning mechanisms are intended to deliver housing by working in partnership with industry and other organisations. For example, delivering affordable or local worker housing by working with community housing providers.

Possible mechanisms include:

- Community education and advocacy
- Social housing policy
- Affordable housing policy and affordable rental housing targets
- Housing component within an economic development strategy.

2.8 Evaluating the options

This is the process of evaluating the range of potential planning and non-planning options for implementation of various aspects of the LHS objectives.

To assist with the evaluation process councils should test the different mechanisms against the LHS objectives and stakeholder priorities and determine the best delivery mechanisms with a consideration of timing, cost, and triple bottom line factors (social, environmental and economic).

Step 3 is the process of producing the LHS using the LHS Template (Appendix A), preparing an implementation and delivery plan in which the mechanisms to deliver the priorities are operationalised, and approval of the LHS. Councils should ensure that the production of an LHS does not delay existing planning proposals that will be required to meet current housing needs.

3.1 The implementation and delivery plan

The LHS should include an implementation and delivery plan that will identify when and how housing will be delivered over the life of the LHS, what type of housing will be delivered, where it will be located and the mechanism for delivering it. This might comprise incremental change across parts of or the whole LGA and/or areas that have been identified as having specific development capacity.

The implementation and delivery plan component of the LHS should include:

- the delivery mechanisms by which the LHS recommendations will be delivered, including an outline of supporting planning proposals
- the stakeholders who will deliver the needed housing
- timeframes
- benefits
- risks and mitigation measures
- monitoring indicators.

It should also set out clear actions and be integrated with council's other work practices, policies and programs.

The implementation and delivery plan component of the LHS will differ from council to council based on the level of existing and projected housing to occur within that local government area and the projected benefits of preparing an LHS.

3.2 LHS exhibition

The draft LHS should be publicly exhibited so that the wider community have the opportunity to provide comment. Any preceding community and stakeholder engagement process should be clearly communicated. Council may decide to also exhibit a draft supporting planning proposal, or the council's Local Strategic Planning Statement at the same time.

3.3 Consideration of supporting planning proposals

LHSs are likely to make recommendations for changes to the planning controls or to other planning instruments in order to be implemented. Councils are encouraged to prepare planning proposals during the LHS preparation process once it has become clear that they will be needed for the delivery of housing under the LHS. Councils may wish to stage the delivery of their

LHS by delivering multiple planning proposals.

Councils are advised to discuss their intentions for a planning proposal with the Department of Planning and Environment regional team at the earliest opportunity.

Given the importance of ensuring supporting infrastructure delivery is aligned with new housing supply, the Department will facilitate council contact with infrastructure agencies, if required. Councils should continue to process planning proposals during preparation of their LHS.

3.4 LHS approval

All LHSs will need to be approved. The approval of LHSs will help ensure a high level of quality and consistency across the State, while allowing for necessary local variations. Approved LHSs can also be used to support planning proposals and will provide an evidence base for planning proposals.

The Department of Planning and Environment will be the LHS approving body. For Sydney Councils, the Department will consult with the GSC prior to approval, to ensure the GSC's long term planning directions have been appropriately addressed in the LHSs. Councils in Sydney will need to follow the format set out in the Template. For regional councils, variations to the template may be approved by the Department if sound justification for the departure is provided.

An approved LHS will:

- Contain the information required in the Local Housing Strategy template to an acceptable standard
- Demonstrate how housing supply will be sufficient to meet the needs of the future population and provide information in such a way that it is able to be independently verified
- Provide the evidence base for a supporting Planning Proposal, if required.

3.5 Development approval pathways

Councils should ensure that their communities understand the development approval pathways that exist, in order to facilitate development that is consistent with the LHS. A council may wish to set out the key development approval pathways (including development applications and complying development) particularly for the benefit of people who interact with the planning system infrequently. This information could be contained in an LHS, on the council's website, or set out during consultation for instance.

In preparing such information, councils may wish to draw on the Department's "Your guide to the Development Application process for small housing" which has been designed to help people navigate the planning system. The Guide is available on the NSW Planning Website. Councils may also wish to direct readers to the NSW Planning Portal which contains information about complying development, the fast-track approval process for straightforward residential development.



Step 4

*Monitoring, Reporting
and Reviewing*



Step 4 establishes a monitoring and reporting process for the purpose of informing reviews of the LHS. This will help to ensure the ongoing improvement and relevance of the LHS.

The delivery of housing in Sydney is currently monitored by the State Government and this will continue to occur. Approval rates and completions identify where, when and what type of housing is being delivered.

Monitoring housing outcomes measures the success of the strategies and can determine if the mechanisms put in place have been successful or need to be reviewed.

Councils should establish regular monitoring and reporting to inform a review program that includes:

- annual reviews of housing delivery and supply against the implementation and delivery plan to ensure that the LHS and the LEP are delivering the LHS objectives in a timely manner;
- five-yearly reviews of the evidence base and housing stock against the broader aims of District and Regional Plans to ensure that the LHS is aligned with the housing needs;
- a ten-year review of the LHS to ensure the 20-year vision statement, the evidence base and the strategic and planning contexts are aligned with the goals of the community, the broader aims of district and regional plans, and the LHS implementation and delivery plan.

Whenever regular monitoring identifies considerable changes in the housing supply or demand, or demographic, economic or environmental conditions, the LHS may need to be holistically reviewed.



Appendix A

Local Housing Strategy Template

*A standard format for
local housing strategies*



Planning &
Environment

Local Housing Strategy Template

Notes:

- The Local Housing Strategy Template has been structured around the sections, steps and recommended approach to producing a Local Housing Strategy as established within the guideline.
- The headings contained within the template form the structure of a Local Housing Strategy. Councils within Greater Sydney must use the structure as set out within the template, and regional councils may apply to the Department's regional team to vary the structure if there is sound justification.
- In preparing an LHS, councils are to use the information sources prescribed in the Local Housing Strategy Guideline or Template (see Annexure 2). All other data and information sources should be made available to the approval authority, and referenced and made publicly available on council's website.



SECTION 1 - Introduction

1.1 Executive Summary

The executive summary will provide the key findings and recommendations for the LHS. The Executive Summary will describe the process followed by the council in developing its LHS.

1.2 Planning Policy and Context

FROM STEP 1.1 OF THE GUIDELINE

This section describes the relevant federal, state and local government legislation, strategies, plans and policies (including SEPPs) that establish the planning and policy context within which the LHS will be developed.

1.3 Local Government Area Snapshot

FROM STEP 1.2 OF THE GUIDELINE

This section should provide a high-level overview of the area for which the LHS will be developed. It should describe the relevant characteristics of the area including its size, geographical features, major constraints, urban structure, and regional context.

1.4 Housing Vision

FROM STEP 2.1 OF THE GUIDELINE

The LHS establishes the council's long term housing vision for the local area. It recognises and responds to evidence about what types of housing will be needed for future populations and where it is best located.

SECTION 2 – The Evidence

This section establishes the demographic, housing and affordability context for the Local Government Area. It comprises an overview analysis of data on population, housing, and infrastructure that is required to inform the type of housing that is needed in the area. This section may include maps, graphs and other relevant visual representations. See detailed considerations at Annexure 1.

2.1 Demographic Overview

FROM STEP 1.3.1 OF THE GUIDELINE

This section analyses demographic data and information to identify changes and trends within the population, and to understand the housing need of the future population. See Annexure 1 for detail.

2.2 Housing Demand

FROM STEP 1.3.2 OF THE GUIDELINE

This section analyses the demand for new housing to identify the type and level of housing needed to support the local government area. See Annexure 1 for detail.

2.3 Housing Supply

FROM STEP 1.3.3 OF THE GUIDELINE

This section analyses the supply of housing, the capacity and feasibility of the existing planning controls, and other sources of new housing. See Annexure 1 for detail.

2.4 Land Use Opportunities and Constraints

FROM STEP 1.3.4 OF THE GUIDELINE

This section should include identification of opportunities and constraints that are relevant to new housing in the LGA. Land use opportunities and constraints may be best presented with maps.

2.5 Analysis of the Evidence-Base

FROM STEP 1.4 OF THE GUIDELINE

This section analyses the data presented in the previous sections to determine what the current housing need is, where the gaps are and where the gaps are likely to be in the future.

2.5.1 Housing Supply Gaps

FROM STEP 1.4.1 OF THE GUIDELINE

This section needs to identify any gaps between expected population growth and housing supply trends, and identify types of housing that are required to address particular needs

2.5.2 Identifying areas with development capacity

FROM STEP 1.4.2 OF THE GUIDELINE

This section should identify areas with development capacity, and areas to be conserved.

SECTION 3 – The Priorities

The section describes how all of the previous information has been brought together to produce an integrated picture of what the current context is, what the future state should be and what the roadmap is for getting from one to the other.

3.1 The Local Housing Strategy Objectives

FROM STEP 2.3 OF THE GUIDELINE

The LHS Objectives are informed by community and stakeholder consultation and the evidence base analysis.

3.2 Land Use Planning Approach

FROM STEP 2.4 OF THE GUIDELINE

This section should include maps of the proposed housing growth.

3.3 Mechanisms to Deliver the Options

FROM STEPS 2.4-2.7 OF THE GUIDELINE

This section should describe the mechanism/s that will deliver the LHS objectives and explain the reasons for the selection of the various mechanisms.

3.4 Evaluation of the Options

FROM STEP 2.8 OF THE GUIDELINE

The section describes how all of the previous information has been brought together to identify the current situation, what the future housing should look like and what the roadmap should be to get there.

SECTION 4 – Actions

4.1 Implementation and Delivery Plan

FROM STEP 3.1 OF THE GUIDELINE

This section is an implementation and delivery plan, which sets out how the mechanisms to deliver the priorities will be operationalised. A structured plan should be undertaken that identifies the actions and timeframes for amending the LEP, DCP or other council documents.

4.2 Planning Proposal (if applicable)

FROM STEP 3.3 OF THE GUIDELINE

4.3 Monitoring and Reviews

FROM STEP 4 OF THE GUIDELINE

The LHS should include a statement about when monitoring and reviews of the document will occur.



Annexure 1 – Demographic and Housing Information

Demographic Overview

Evidence required to inform an LHS includes:

POPULATION CHANGE

- The number of people living in the area and surrounds
- The Department of Planning and Environment projected population forecast
- Any population trends such as growth or decline
- Trends and future population forecast, locally and in neighbouring areas

POPULATION AGE

- The age structure of the population by age and gender
- Is the population ageing or getting younger?

DWELLING REQUIREMENTS

- The implied dwelling requirement

HOUSEHOLDS

- The total number of households and how is this projected to change over time

HOUSEHOLD TYPES AND FAMILY COMPOSITION

- Whether the average household is ageing or getting younger
- Whether the number of young children per household is increasing, stable or decreasing
- Whether the number of sole person households or 'empty nesters' is increasing, stable or decreasing

AVERAGE HOUSEHOLD SIZE

- Whether the household size is increasing, stable or decreasing

DWELLING STRUCTURE

- The mix of different types of dwellings, overall and per area or precinct

NUMBER OF BEDROOMS

- The average number of bedrooms, overall and per dwelling type and household type

TENURE AND LANDLORD TYPE

- The mix of tenure in the LGA and neighbouring LGAs and how this has changed over time
- Whether private rental stock is increasing, stable or decreasing
- Whether affordable private rental stock is increasing, stable or decreasing
- The number and percentage of residents living in mobile homes or boarding houses and possible underlying drivers

HOUSEHOLD INCOME

- The median and range of household incomes per household type
- The number and percentage of very low, low and moderate income earners and whether this is increasing, stable or decreasing

RENTAL AND MORTGAGE STRESS

- The percentage of low income renters who are in housing or mortgage stress and, any changes over time
- Any particular household types or age groups that are overly represented in housing or mortgage stress

EMPLOYMENT AND 'LOCAL' OR 'KEY' WORKERS

- The main occupations of residents and any structural occupational changes over time
- The main LGA employment generators and sectors, and whether these require 'local' or 'key' workers
- The unemployment rate and any changes over time
- Any possible cyclical unemployment (such as seasonal employment occupations) or structural unemployment
- The average and median travel to work distances and times
- Any undersupply of affordable housing for 'local' or 'key' workers

Housing Demand

This section analyses housing data and information to identify the type and level of housing needed to support the local government area. Considerations include:

PROJECTED DWELLING DEMAND

- The Department of Planning and Environment projected dwelling need

RENTS AND PROPERTY SALES PRICES

- The median dwelling rent and sales prices per dwelling types
- The rent and sales price trends per dwelling types
- Social housing wait times

HOUSING FOR PARTICULAR NEEDS

- The population from culturally and linguistically diverse backgrounds
- The population that is indigenous
- The number of people who have special needs
- Whether homelessness is increasing, stable or decreasing and possible underlying drivers

Housing Supply

Considerations include:

CURRENT AND PLANNED HOUSING

- The number of dwellings in the area and the proportion of the overall number by type
- The overall amount and relative proportion of each housing type and whether this has changed over time
- The number and types of development approvals and completions and whether this is increasing, stable or decreasing
- The proportion and availability of stock that is theoretically affordable for low income renters and for low income purchasers
- The proportion and availability of social housing and whether this is increasing, stable or decreasing relative to need
- The proportion and availability of housing for indigenous communities and whether this is increasing, stable or decreasing relative to need
- The potential number of dwellings that could result from approved land release areas
- The potential number of dwellings that could result from approved Planned Precincts, State Significant Precincts and Urban Renewal Corridors

RENTAL VACANCIES

- The rental vacancy rate in the region and whether this has changed over time

CAPACITY OF THE LAND USE CONTROLS

- The potential amount and type of development that the council land use controls would deliver if it were developed to its full current capacity
- Financial feasibility testing of areas that have not been developed to their full capacity



Annexure 2 Information sources

REFERENCES

ⁱCentral Coast Regional Plan and Hunter Regional Plan refer to the preparation of a local planning toolkit to provide additional guidance on preparing local land use planning strategies.

ⁱⁱ<http://www.planning.nsw.gov.au/Research-and-Demography/Demography/Population-projections>

ⁱⁱⁱ<https://www.facs.nsw.gov.au/resources/nsw-local-government-housing-kit>

^{iv}<http://www.housing.nsw.gov.au/about-us/reports-plans-and-papers/rent-and-sales-reports>

^vCity Futures Research Centre, 2013. Implementing metropolitan planning strategies: taking into account local housing demand, Technical Report, UNSW

^{vi}Sydney Housing Supply Forecast <http://www.planning.nsw.gov.au/Research-and-Demography/Sydney-housing-supply-forecast>

^{vii}Future Directions (Social Housing Strategy) <https://www.facs.nsw.gov.au/reforms/social-housing/future-directions>
Communities Plus <https://www.facs.nsw.gov.au/reforms/social-housing/communities-plus>

^{viii}http://www.planning.nsw.gov.au/Plans-for-your-area/Local-Planning-and-Zoning/~/_media/FC9BDEEC8CFA4BCD85FFDAAF7BFCBE63.ashx

^{ix}http://www.planning.nsw.gov.au/Plans-for-your-area/Local-Planning-and-Zoning/~/_media/0DC6DBBCCED34FAD8CFF87174928B44.ashx

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PLANNING PROPOSAL

Amendments to Warringah Local Environmental Plan 2011

Additional Permitted Use – Office Premises 114-120 Old Pittwater Rd, Brookvale

November 2020 (V2)

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Introductory Details

Background

The subject site and surrounding properties along Old Pittwater Road are zoned IN1 General Industrial. The site is developed with two large existing buildings which were previously home to the national headquarters of Fuji Film and Avon. The existing buildings are currently only partially occupied, with extensive vacant office-style floorspace. Stand-alone 'office premises' are currently prohibited in the IN1 General Industrial zone.

Having regard for the current zone, the existing vacant office space cannot be separately leased for stand-alone office purposes. Any business wanting to use the existing office space must demonstrate that the office space is ancillary to a use permitted in the IN1 General Industrial zone. Unfortunately, the site's owner has been unsuccessful in its attempts to attract suitable businesses to occupy the existing buildings. Accordingly, it now seeks to amend Schedule 1 of the WLEP 2011 to allow 'office premises' as an additional permitted use (APU) limited to a maximum 15,657sqm gross floor area (GFA) within the existing buildings. The proposal does not seek to increase the amount of office space currently on site. This will allow the existing vacant office floor space to be used by any business and does not require a connection with an industrial use.

For a period, between 2000 and 2011, 'office premises' were permissible on the site in accordance with the Warringah LEP 2000. The subject site (and the whole Brookvale Industrial Precinct west of Pittwater Rd) was included in Locality G10 - Brookvale Industrial West. In this Locality, office premises were Category Two development, which was permissible subject to consent, provided the consent authority is satisfied that the development is consistent with the desired future character described in the Locality Statement. The Lifestyle Working co-working office building in the IN1 zone near the site was approved in 2004 under these provisions. Prior to 2000, the Warringah LEP 1985 was in place, and offices (under the definition of commercial premises) were prohibited under the site's 4(a) General Industrial Zoning.

The subject site is owned by Primewest Funds Ltd (the proponent) who first approached Council in 2016 to discuss planning mechanisms to facilitate the use of existing buildings on the site for office/business premises. At that time, Council had begun a community engagement process for the Draft Brookvale Structure Plan (draft BSP). It was suggested that the proponent delay requesting a Planning Proposal until the draft BSP had been prepared and presented to Council for endorsement for formal public exhibition.

In April 2018, the proponent made a request to Council to prepare a Planning Proposal to amend Schedule 1 of the Warringah Local Environmental Plan 2011 (WLEP) to add office premises and business premises as additional permitted uses under the site's IN1 General Industrial zoning.

The request was subsequently withdrawn by the proponent, having regard to the status of the draft BSP exhibited late 2017 with over 100 submissions received, planning priorities set out in the State Government's North District Plan (released March 2018) to retain and manage industrial and urban services land, and the need for Council to undertake further analysis of traffic and transport issues in Brookvale-Dee Why and LGA-wide employment and housing studies associated with preparation of a Local Strategic Planning Statement and a review of Council's four Local Environmental Plans.

Prior to withdrawal of the 2018 Planning Proposal, Council officers held discussions with the Greater Sydney Commission (GSC) and were advised that the GSC could not support approval of office or business premises within the industrial areas of Brookvale until further studies had been completed, including an LGA-wide employment study. During these discussions, the GSC emphasised its position on protection of industrial and urban services land, the low supply context of such land in the North District, and a policy of retaining and managing industrial and urban services land set out in the North District Plan. The GSC advised any loss of industrial land to alternative uses would need to be fully justified in terms of net community benefit having regard to the broader economic functions of industrial areas, livability and sustainability outcomes, and a clear planned vision for Brookvale. The GSC also provided feedback to the proponent after withdrawal of the 2018 Planning Proposal.

to the effect that the GSC would not endorse any planning proposal or structure plan for Brookvale until the Council completes its Local Strategic Planning Statement.

The Northern Beaches Local Strategic Planning Statement was completed and came into effect on 26 March 2020. On 7 August 2020, the proponent made a request to Council and lodged material in support of the Planning Proposal that is the subject of this report.

Site Description

The site has a total area of approximately 4.2ha (see table below) and a combined frontage of 120m to Old Pittwater Road, Brookvale.

Property Description	Area	Owner
Lot 1 DP 868761	2.015ha	Primewest Funds Ltd
Lot 3 DP 868761	2.180ha	Primewest Funds Ltd

The site (see Figure 1) is located in an industrial area which spans either side of Old Pittwater Road between Cross Street and Pittwater Road, behind the Warringah Mall Shopping Centre. Adjoining land to the rear western boundary of the site is a steep bushland reserve that rises to a residential area along Allenby Park Parade at an elevation some 40-50m above that of the site. The site itself slopes upwards from east to west, with the steepest land at the rear being undeveloped bushland.

The site is developed with two large buildings which were previously home to the national headquarters of Fuji Film and Avon. The northern building, set back from the road and accessed via a shared driveway, is three storeys with roof-top car parking, and is currently occupied largely by a Woolworths warehouse and distribution centre (primarily for filling online orders) on the upper level, and a Service NSW centre open to the public, and a printing business and pilates studio on the lower levels. The southern building, situated closer to the road, is two to five storeys with rooftop parking, and appears to be largely vacant, with limited occupation by some warehouse and office-based businesses. There is a shared main entry/exit driveway and a number of at-grade parking areas.



Figure 1 - Subject Site

Current Zoning

The site and surrounding properties fronting Old Pittwater Road are zoned IN1 General Industrial. The adjoining bushland reserve to the west is zoned RE1 Public Recreation. The Warringah Mall shopping Centre to the south-east is zoned B3 Commercial Core (see Figure 2).

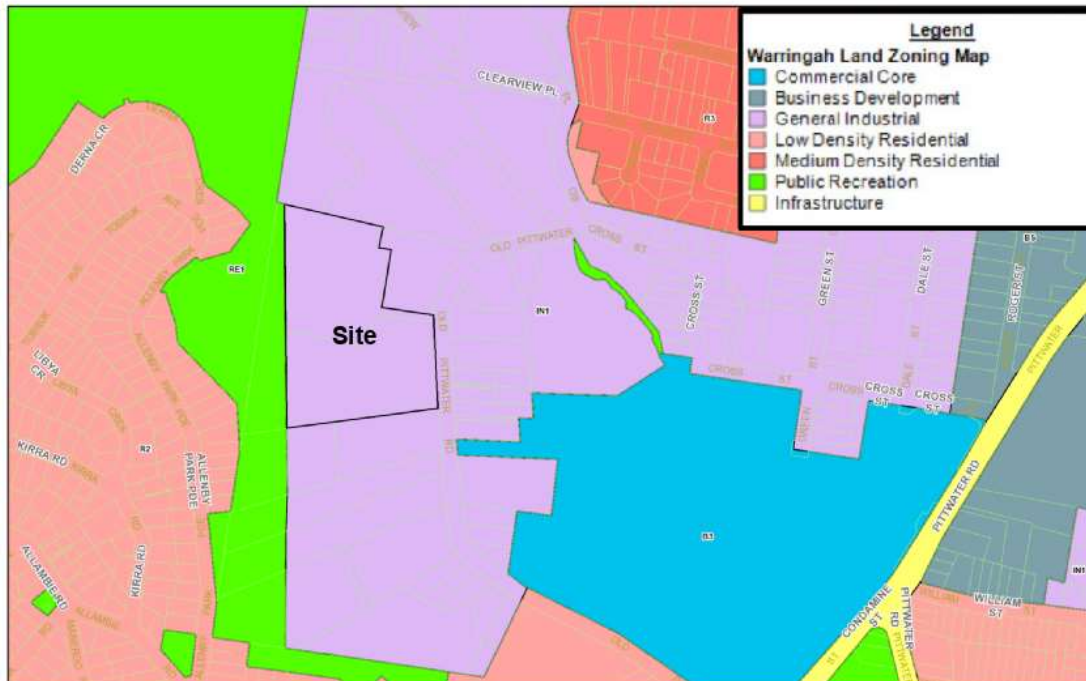


Figure 2 - Zoning

The objectives of the IN1 General Industrial zone include:

- To provide a wide range of industrial and warehouse land uses.
- To encourage employment opportunities.
- To minimise any adverse effect of industry on other land uses.
- To support and protect industrial land for industrial uses.
- To enable other land uses that provide facilities or services to meet the day to day needs of workers in the area.
- To enable a range of compatible community and leisure uses.
- To maintain the industrial character of the land in landscaped settings.

Uses permitted with consent in this zone include:

Boat building and repair facilities; Depots; Freight transport facilities; Garden centres; General industries; Hardware and building supplies; Industrial retail outlets; Industrial training facilities; Light industries; Liquid fuel depots; Neighbourhood shops; Oyster aquaculture; Places of public worship; Roads; Storage premises; Take away food and drink premises; Tank-based aquaculture; Timber yards; Vehicle body repair workshops; Vehicle repair stations; Vehicle sales or hire premises; Warehouse or distribution centres; Any other development not specified in item 2 or 4

Office premises are a prohibited use under the site's IN1 General Industrial zoning.

Planning Proposal

The Planning Proposal seeks to amend Schedule 1 of the Warringah Local Environmental Plan 2011 to allow 'office premises' as an additional permitted use (APU) limited to a maximum 15,657sqm gross floor area (GFA) within the existing buildings. The proposal includes a new Area 24 on the APU Map Sheet 008A and a new subclause in Schedule 1 for Area 24 (details in Part 2 below).

Office premises is defined as:

office premises means a building or place used for the purpose of administrative, clerical, technical, professional or similar activities that do not include dealing with members of the public at the building or place on a direct and regular basis, except where such dealing is a minor activity (by appointment) that is ancillary to the main purpose for which the building or place is used.

Part 1 – Intended Outcomes

The intended outcome of this Planning Proposal is to allow existing floorspace on the site, which was previously ancillary office space, to be used independently of approved warehouse/industrial uses, until such time as the existing buildings on the site are redeveloped.

The intention is to make office premises permissible with consent, but to limit this permissibility to only within the existing buildings and up to a specified maximum gross floor area for each building that aligns to the floor area of the existing buildings. If, and when the buildings are redeveloped in the future, this permissibility is intended to cease.

The objectives for the planning proposal are to:

- Make the most efficient use of existing built form and site infrastructure in the short to medium term,
- Capitalise on the current employment potential of the site and ensure it can operate at its full economic capacity,
- Facilitate the transitioning of the site from traditional (niche manufacturing and wholesale services) to advanced manufacturing and innovative industries, and
- Protect the current manufacturing operations on site as well as the longer term strategic value of the industrial zoned land.

Discussion

Efficiency and Employment

The proponent contends that the existing buildings on the site incorporate a significant component of ancillary office space owing to the nature of the former businesses that occupied them, namely Fujifilm and Avon, which operated their head office alongside their main warehouse facilities in the buildings. The amount of office space within the building's total 15,657sqm (see Table 1). No plans were provided to delineate the warehouse and ancillary office space within each building.

	114 Old Pittwater Rd	120 Old Pittwater Rd	Total
Warehouse (GFA sqm)	6,214	8,459	14,673
Office (GFA sqm)	11,317	4,340	15,657
Parking	225	309	534

Table 1 – Breakdown of existing floorspace (figures supplied by site's owner - Primewest Funds Ltd)

The proponent states that while there continues to be demand for warehousing and other industrial uses on the site, there is no longer demand for any business to operate both the industrial and office space that exists on site, as is required under the current IN1 General Industrial zone. Due to technological advances, there is now less need for head office operations to co-locate with industrial facilities. Larger scale manufacturing and warehousing have tended to relocate to outer metropolitan areas (cheaper land) and closer to major roads, rail and/or ports. The proponent further states that the ancillary office space has been vacant for several years and a number of businesses have expressed interest in using the space as stand-alone office premises - that is, office activities independent of and not ancillary to any industrial or other activity undertaken on the land.

The proponent has provided details of prospective tenants seeking office floor areas in and around the Northern Beaches. The floorplates sought range in size from 500-3,000sqm (average 1,283sqm). The list includes businesses involved in infrastructure and civil works, IT, cybersecurity, personal products, public administration, and transport research collaboration.

It was also noted that with changes in business behaviour arising from COVID-19, including increased working from home, less use of public transport and a need to reduce costs, there is increasing demand for well-located metropolitan contemporary facilities close to amenities with good parking.

The proponent highlighted an increasing awareness amongst large corporations for decentralising work forces to minimise risk and disruption, and a movement to create secondary major offices in metropolitan areas (that is, locations outside major CBDs).

It is accepted that the 15,657sqm of ancillary office floorspace is those parts of the existing buildings which are designed, built and fitted-out for office activities and were ancillary to the primary factory/warehousing operations of the businesses which previously occupied the buildings.

This floorspace is particularly suited to office activities and the site's owner has had difficulty finding new tenants as the site's IN1 zoning only allows office activities where ancillary to permissible uses.

Given the owner's unsuccessful efforts to find factory/warehouse tenants who require substantial ancillary office space for their operations, and the likelihood that this floorspace could remain largely vacant and unused (as it has since Fujifilm and Avon left), a mechanism to allow office premises uses independent of any industrial activity would enable efficient use of existing built assets which can generate employment and economic opportunities without construction cost or time factors. This is a preferable outcome to the floorspace remaining vacant into the foreseeable future.

The economic impact of the COVID-19 pandemic increases the imperative for employment and it is possible that the Planning Proposal may satisfy the State Government's criteria for fast-tracked assessment under the Planning System Acceleration Program.

Protection and Transitioning

Limiting the office premises use to a specified maximum GFA for each existing building (equating to the existing ancillary office space) is intended to protect the current industrial activities on the site. The quantum of existing industrial (warehouse) floorspace will not be reduced. The site's single ownership also means any potential land use conflict can more readily be minimised and managed, as it is in the interests of the owner to ensure the activities of tenants are harmonious. While the site comprises two lots which could ultimately be sold to different entities, a maximum GFA for office premises is proposed for each existing building on the two lots and any future owners would be compelled to manage any conflict arising from the activities of different tenants within their buildings.

Existing permissibility for industrial and other uses under the site's IN1 zoning is unchanged by this Planning Proposal. It will therefore still be possible for new industrial activities to be established using any of the existing floorspace, subject to consent, in accordance with the IN1 zone. While the floor space may have been previously designed and fitted-out for administrative or office-type activities, this does not preclude its use or adaptation for use for industrial activities.

While not in itself responding to changes in technology and innovation, the proposal would in effect enable the site to achieve an economically active 'holding pattern', until such time that conversion and/or redevelopment to accommodate high-tech and innovative industries can occur, if and when the interest and capability in the marketplace arises for such industries in this location.

Given the solid construction and substantial investment in the existing buildings, it is accepted that redevelopment may be a long term prospect. In the meantime however, economically viable, employment-generating use of the existing ancillary office space which might otherwise remain vacant is appropriate.

Part 2 – Explanation of Provisions

The following amendments to Warringah Local Environmental Plan 2011 (WLEP) are proposed:

- Insert the following subclause in WLEP Schedule 1 - Additional Permitted Uses:

“24 Use of certain land at 114-120 Old Pittwater Road, Brookvale

 - (1) This clause applies to part of Lots 1 and 3 DP 868761, 114-120 Old Pittwater Road, Brookvale shown as “Area 24” on the Additional Permitted Uses Map.
 - (2) Use of that land for the purpose of office premises is permitted with development consent if the consent authority is satisfied that:
 - (i) there will be no reduction in gross floor area available for industrial activities on any Lot,
 - (ii) the development is carried out in an existing building, and
 - (iii) no more than 11,317sqm on Lot 1 DP 868761 and 4,340sqm on Lot 3 DP 868761 of existing gross floor area will be used for office premises.”
- Amend WLEP Additional Permitted Uses Map Sheet APU_008A in accordance with the proposed additional permitted uses map (See Figure 3).



Figure 3 Extract of Proposed LEP Map – Sheet APU_0008A
(Note: Area 24 approximates the footprint of the existing buildings on the site)

Discussion

Proposed Clause 24

Material submitted by the proponent includes a legal opinion on the drafting of proposed Clause 24, prepared by Holding Redlich. The opinion was prepared in order to confirm that the clause, as drafted, will achieve its intended outcomes. It purports that the drafting of the clause, combined with defining the area of the existing buildings on the APU Map, provides a robust approach which protects the IN1 zone in the long term because:

- (a) *the Proposed Clause makes it clear that the use is limited to only a specific area and within an existing building. As such, the clause could not be relied upon for any proposed new buildings; and*
- (b) *the clause requires any proponent to satisfy Council (and for Council to be satisfied) that the requirements of the clause have been met before development consent will be granted (and, in fact, can be granted). As is clear from clause (2) of the Proposed Clause, this includes Council being satisfied that there will be no reduction in GFA available for industrial uses and that the development is being carried out within an existing building.*

Council's Legal Counsel conducted a preliminary review of proposed Clause 24. As the proposed clause is somewhat novel, there is a level of uncertainty as to its workability, particularly subclause (2)(i). Any amount of office premises use could be regarded as a reduction in gross floor area available for industrial activities as all of the existing floorspace could potentially be used for industrial purposes. The intention however is that there be no reduction beyond the 15,657sqm GFA that is regarded as existing ancillary office space.

The proponent supplied examples of similar clauses in other Local Environmental Plans. None of the examples prescribe a maximum GFA for the additional permitted use within an existing building, nor do any include a provision requiring the consent authority to reach a state of satisfaction about the reduction in the primary use of a building before being able to exercise the power to grant development consent. Nevertheless, Environmental Planning and Assessment Act provides under section 3.14(3A) for an environmental planning instrument to *"make provision for any zoning of land or any other provision to have effect only for a specified period or only in specified circumstances."*

If the Planning Proposal proceeds through Gateway, it is anticipated that Parliamentary Counsel will in due course review the proposed Clause 24 and advise of any revisions necessary to achieve the intended outcomes.

Precedent

The legal opinion submitted by the proponent also suggests that the Planning Proposal will not create a precedent given the specific circumstances of the site, the proposed restrictions on the additional permitted use, and the justification given to meet strategic and site-specific merits tests and to demonstrate consistency with the relevant regional and district plans and Council's local strategic planning statement.

In 2019, Council engaged SGS Economics & Planning (SGS) to undertake an Employment Study for the Northern Beaches to inform the preparation of Council's Towards 2040 Local Strategic Planning Statement (LSPS) and the comprehensive review of its four Local Environmental Plans.

In April 2020, Council sought SGS's advice specifically in relation to the subject site and the proposal to allow office premises uses (see Attachment 3). The advice from SGS recognised that the proposal has merit in terms of the opportunity to reuse an existing asset for a more productive function, and that the proposal is broadly consistent with the principles and strategic aims in the Greater Sydney Commission and Council's strategic planning documents including the need to protect and retain existing industrial land. However, SGS expressed a concluding view that, on balance, the proposal is not appropriate for two key reasons: the potential precedent for loss of industrial land uses, and potential to undermine strategic employment objectives for Brookvale and Frenchs Forest.

As commercial office space typically achieves higher rents than industrial floorspace, there is often a financial incentive for owners of industrial properties to want to convert to commercial office uses. It is possible that allowing an office premises as an additional permitted use on the subject site may result in expectations amongst other landholders in the IN1 zoned precinct in Brookvale that Council may allow office premises on other sites in the precinct. Such expectations however would not be realistic. Other sites are unlikely to be able to demonstrate sufficient strategic and site-specific merit.

The subject site has unique characteristics including the size, design and layout of floorspace in the existing buildings, land area and ownership, former and current occupants, and circumstances which have resulted in substantial ancillary office space being largely vacant with limited prospects for economically viable use in the short to medium term under the current planning controls. The site has a significant latent capacity to support immediate employment and economic activity through use as office premises until such time that the buildings are redeveloped in the future. Given the particular building design and former use, it is arguable that the Planning Proposal represents less of a conversion from industrial to commercial, and more a logical concession in the planning controls to better reflect what exists on the site and the activities historically undertaken there.

The Planning Proposal has sufficient strategic and site-specific merit on balance, having regard to the benefits that can be derived from allowing an efficient, productive, employment-supportive use of existing underutilised buildings and infrastructure, which outweigh any perceived loss of capacity

and utility for industrial and urban services activities. The site's IN1 zoning is retained, thereby protecting its role and function for industrial and urban services in the long term. The permissibility of office premises will cease when the site is redeveloped in the future and Clause 24 no longer applies.

The strategic and site-specific merit tests are discussed in detail in Part 3 Section B of this report.

Part 3 – Justification

Section A - Need for the Planning Proposal

1. Is the Planning Proposal a result of an endorsed Local Strategic Planning statement, Strategic Study or Report?

No. The Planning Proposal is the result of a proponent-led request to Council which began with enquiries in 2016 and an earlier planning proposal request in 2018 that was withdrawn pending completion of the LSPS and progress on Council's Employment Study.

Local Strategic Planning Statement

The Towards 2040 Local Strategic Planning Statement (LSPS) came into effect on 26 March 2020. The LSPS aligns with the North District Plan and Greater Sydney Region Plan and acts as the link between strategic land use planning at the district level and local statutory planning for the Northern Beaches LGA.

The LSPS includes a structure plan which designates a Strategic Centre at Brookvale and identifies it as an employment and innovation centre. The relevant planning priorities, principles and actions for Strategic Centres are set out under the Productivity Direction of Jobs and Skills. Under Planning Priority 22 - Jobs that match the skills and needs of the community, the LSPS identifies the North District Plan target of 3,000-6,000 additional jobs for Brookvale-Dee Why by 2036.

Material submitted with the proponent's request includes an Economic Need and Impact Assessment prepared by Location IQ, which estimates the Planning Proposal has the potential to create 1,374 jobs (705 on site and a further 669 created indirectly through multiplier effects in the local economy), thereby assisting in achieving the employment targets and improving the LGA's employment self-sufficiency. In terms of jobs generated by one site, these numbers are significant.

The Location IQ report describes two alternatives to the Planning Proposal: do nothing and the office buildings remain significantly vacant for the foreseeable future, or redevelop the site. These are seen as neither commercially viable nor appropriate from a strategic planning or sustainability perspective.

While there can be no certainty as to when the site may be redeveloped and the permissibility for office premises ceases, enabling in the interim the use of existing vacant ancillary office space would provide immediate opportunities to generate significant employment and economic activity which would benefit the broader community, especially at a time of economic downturn and job losses due to the COVID-19 pandemic.

Employment Study and Site-specific Advice by SGS Economics & Planning

As discussed earlier in relation to the matter of precedent, SGS was engaged by Council for the Northern Beaches Employment Study and to provide specific advice in relation to the subject site and the proposal to allow office premises uses. That advice viewed the proposal as broadly consistent with strategic planning principles including the need to protect and retain existing industrial land. One of the reasons underlying SGS's conclusion that on balance the proposal is not appropriate was the potential to undermine strategic employment objectives for Brookvale and Frenchs Forest.

SGS made reference to the vision outlined in the draft Employment Study to consolidate Brookvale's role as the Northern Beaches' major strategic centre. It envisages development concentrating around a civic space between Pittwater Road and Roger Street, with a mix of commercial, civic and entertainment functions in a multi-function centre that will become the focus of activity.

The intention is to concentrate all new commercial floorspace (offices) in a future commercial core, with a town centre location (still to be determined) on land currently zoned B5 Business Development in close proximity to the B-line bus stop and walkable from Warringah Mall and other existing/future places of activity, creating a civic, community and commercial hub.

SGS notes the proposal to allow office premises on the subject site is not necessarily inconsistent with the vision for Brookvale, however it could have the potential to undermine strategic aims for creating a more discernible core, particularly the ability of key commercial core sites and the new town centre to be developed as envisioned in the Employment Study. SGS makes particular reference to co-working and small office tenancies, and highlights the Lifestyle Working facility as an example of how this type of development is starting to encroach into the IN1 zone. SGS suggests that if the proponent seeks to transform the site into this product type, the risk is that it will draw demand away from the future commercial core where it is best suited to locate in terms of accessibility and proximity.

It is impossible to predict the type of office premises that might be sought for the subject site (tenancy size, business category, and operational arrangements). However, the existing buildings seem better suited to larger independent offices than small business or co-working arrangements. The proponent provided details of prospective tenants seeking larger offices in and around the Northern Beaches. The floorplates sought range in size from 500-3,000sqm (average 1,283sqm). The list includes businesses involved in infrastructure and civil works, IT, cybersecurity, personal products, public administration, and transport research collaboration. Larger floorplate offices may not be in direct competition with the type intended for the commercial core where a finer grained cluster of diverse, high activity, smaller businesses and co-working facilities are envisaged.

Lifestyle Working is a purpose-built co-working facility with contemporary, sustainable architecture incorporating a central atrium, small short-term rentable offices, and shared spaces such as meeting rooms, break-out areas, and a lap pool. It was approved in 2004 under the previous Warringah LEP when offices were permissible by consent in the G10 Brookvale Industrial West Locality. It is a high amenity, modern facility benefitting from close pedestrian connection to Warringah Mall. The existing buildings on the subject site being older and originally designed to house the factory/warehousing and office functions of large organisations, may not offer the same amenity and utility as Lifestyle Working is able to offer which appeals to co-working and smaller creative and innovative businesses.

A further consideration is timing. The future town centre/commercial core envisaged for Brookvale in the draft Employment Study is a medium to long term prospect. The structure planning process is ongoing. A peer review is currently underway to integrate the findings and recommendations of an array of planning projects including the TMAP traffic and transport study for Brookvale-Dee Why and the LGA-wide Employment Study, Housing Strategy, and Social Infrastructure Study. A revised draft Brookvale Structure Plan will need to be endorsed by Council for public exhibition before being finalised and a Planning Proposal prepared to implement any recommended changes to the LEP. All of this needs to occur before major redevelopment projects can be designed, approved and constructed under the revised planning controls. Realistically it could be 3-5 years before the future town centre/commercial core begins to take shape.

In light of the above, SGS's advice, while not supportive, does not preclude the Planning Proposal.

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

Yes. The Planning Proposal retains the IN1 zone and the proposed office premises APU would allow efficient, employment-supportive use of existing vacant ancillary office floor space. This permissibility lapses when the site is redeveloped. Proposed Clause 24 can be refined by Parliamentary Counsel.

Section B – Relationship to Strategic Planning Framework

Does the proposal have strategic merit?

3. Will the Planning Proposal give effect to the objectives and actions of the applicable regional plan, or district plan or strategy?

Greater Sydney Region Plan

The Planning Proposal gives effect to the following objectives of the Region Plan:

Direction & Objective	Assessment
Productivity - Jobs and skills for the city	
Objective 22 Investment in business activity in centres	The Region Plan recognises the important role centres play in providing access to jobs, goods and services, and seeks to manage a hierarchy of centres to grow jobs and improve access to goods and services. Within this hierarchy, the Region Plan identifies 34 Strategic Centres, including one at Brookvale-Dee Why. The stated expectations for Strategic Centres include high levels of amenity and walkability, and areas being identified for commercial uses and where appropriate, commercial cores. The subject site's existing vacant, older ancillary office space seems less suited to the smaller, more vibrant, diverse, and public-facing businesses that should be clustered in the commercial core in Brookvale to achieve high levels of amenity and walkability, and to improve access to goods and services. The proponent's list of prospective tenants bears this out. Furthermore, structure planning for Brookvale is ongoing, with the exact location of a future town centre and commercial core still to be determined. Development of Brookvale's commercial core is a medium-long term prospect. Allowing office premises on the subject site would enable efficient utilisation of existing vacant floorspace and site infrastructure and create the opportunity to generate jobs immediately in the context of an economic downturn. New business activity and employees in Brookvale, could in fact gather momentum in the marketplace to increase demand and support development of the future commercial core. On balance, the potential community benefit of this is greater than any risk to the long term vision for the strategic centre.
Objective 23 Industrial and urban services land is planned, retained and managed	The Region Plan requires a "retain and manage" approach for all existing industrial and urban services land in the Eastern Harbour City. A strong rationale underlies this approach and the growing shortage of industrial and urban services land in North District is recognised. Speculation in terms of rezoning potential impacting on the property economics of industrial land is highlighted as an issue. The Region Plan emphasises the need for a consistent policy position to keep downward pressure on land values. As discussed earlier, advice received from SGS recognises that the proposal is broadly consistent with the strategic aims to protect and retain existing industrial land. The intention of the Planning Proposal is to allow existing floorspace which was previously ancillary office space, to be used independently of approved warehouse/industrial uses, until such time that the existing buildings on the site are redeveloped. The Planning Proposal limits the proposed office premises use to a specified maximum GFA within each existing building on the site. The site's IN1 General Industrial zoning is unchanged by this Planning Proposal. It will still be possible for new industrial activities to be established, subject to consent, using any of the existing floorspace on the site.

Direction & Objective	Assessment
	The proposed APU clause is intended to lapse when the site is redeveloped in the future in accordance with the IN1 zone. The Planning Proposal responds to the unique characteristics of the site and existing buildings which have significant latent capacity to support immediate employment and beneficial economic activity through use as office premises until such time that the buildings are redeveloped. The Planning Proposal is unlikely to set a precedent or raise reasonable speculation for rezoning elsewhere as other sites are unlikely to be able to demonstrate sufficient strategic and site-specific merit in the same way as the subject site.

North District Plan

The Planning Proposal gives effect to the following objectives of the North District Plan:

Direction & Planning Priority	Assessment
Productivity – Jobs and skills for the city	
Planning Priority N10 Growing investment, business opportunities and jobs in strategic centres	The North District Plan reiterates the Region Plan's stated expectations for Strategic Centres including high levels of amenity and walkability, and areas being identified for commercial uses, and where appropriate commercial cores. As discussed earlier, the Planning Proposal would enable efficient utilisation of existing vacant floorspace and create the opportunity to generate jobs immediately in the context of an economic downturn. New business activity and employees on the site, could foster momentum in the marketplace to increase demand and support the longer term development of the future commercial core of Brookvale's strategic centre. As the site's IN1 zoning is retained and the office premises permissibility will lapse when the buildings are redeveloped, the Planning Proposal does not represent an extension of the strategic centre onto industrial and urban services land.
Planning Priority N11 Retaining and managing industrial and urban services land	The North District Plan highlights the importance of urban services for local communities and businesses and the need to safe-guard and efficiently manage the scarce supply of industrial and urban services land in the district. The Planning Proposal is broadly consistent with retaining and managing industrial and urban services land. The site's IN1 zoning will remain. The Planning Proposal will allow for efficient, employment-supportive use of existing vacant floorspace, until such time that the site is redeveloped. Existing industrial/warehousing activities on the site will not be reduced, and the site's single ownership is conducive to management of land use conflict. No subdivision is proposed. The Planning Proposal is unlikely to set a precedent or raise reasonable speculation for conversion of industrial zoned land elsewhere in the precinct as other sites are unlikely to be able to demonstrate sufficient strategic and site-specific merit in the same way as the subject site.

4. Will the planning proposal give effect to a council's endorsed local strategic planning statement, or another endorsed local strategy or strategic plan?

Local Strategic Planning Statement

Yes. The Planning Proposal gives effect to the following planning priorities of the LSPS:

Direction for Productivity – Jobs and skills	
Planning Priority and Action	Comment
Planning Priority 22 Jobs that match the skills and needs of the community Action 22.1 Complete the LEP employment study and develop LEP and DCP controls to grow job opportunities...	The LSPS structure plan designates a Strategic Centre at Brookvale and identifies it as an employment and innovation centre. Planning Priority 22 identifies a target of 3,000-6,000 additional jobs for Brookvale-Dee Why by 2036, by far the highest growth in the LGA. The proponent's Economic Need and Impact Assessment prepared by Location IQ estimates the Planning Proposal has the potential to create 1,374 jobs (705 on site and a further 669 created indirectly through multiplier effects in the local economy). These are significant job numbers for one site and if realised would assist in achieving the job targets and improving the LGA's employment self-sufficiency, the benefits of which are heightened in an economic downturn. The LSPS identifies for Brookvale the opportunity to grow high-skilled employment and innovation-led change. The proponent's list of prospective tenants aligns well with high skilled jobs and innovative business (although, there can be no guarantee as to the future tenants). The Planning Proposal affords a significant opportunity to generate high skilled jobs and support innovative business utilising existing vacant floorspace while retaining the IN1 zone. The Employment Study, LEP review and local structure planning for Brookvale are ongoing. The location of the future commercial core / town centre close to the B-line stop are yet to be identified and its development is a medium-long term prospect. The Planning Proposal is a mechanism to grow jobs in the interim without construction costs and delays, and potentially also foster momentum and interest in the market for new offices to be developed in Brookvale.
Planning Priority 24 Brookvale as an employment and innovation centre Action 24.3 Respond to the findings of the LEP studies, review the draft Brookvale Structure Plan and develop LEP and DCP controls to optimise growth of Brookvale as a transit supportive employment centre, the centre of focus for the LGA	Two relevant principles under Planning Priority 24 are: • Support Brookvale as an employment-based centre • Preserve the industrial integrity of industrially-zoned land The Planning Proposal affords a significant opportunity to generate high skilled jobs and support innovative business utilising existing vacant floorspace while retaining the IN1 zone. It is unlikely to undermine the growth of Brookvale as a transport-supportive employment centre as it involves existing floorspace that is not an obvious competitor in the property market for the smaller, more vibrant, diverse, and public-facing businesses that are ultimately intended to cluster in the future commercial core in Brookvale.

Planning Priority 28 Safeguarded employment lands Action 28.1 Complete the strategic review of industrial and urban services land (part of the LEP employment study) and develop LEP and DCP controls to protect the integrity of employment land; address land use interfaces; and facilitate innovative built form Action 28.3 Review and update the draft Brookvale Structure Plan to respond to the findings of the employment study and determine the right mix of industrial and urban services for the centre	The LSPS notes the scarcity of industrial land North District and that future planning must balance local needs, a transitioning economy and high value industries. A relevant principle is: • Support efficient use of land and built form that responds to changes in technology and innovation. The Draft Brookvale Structure Plan exhibited in late 2017 included possible amendments to the western IN1 area (which includes the subject site) to allow office premises and business premises as additional permitted uses. Those changes are now under review having regard to the clear policy to retain and manage urban and industrial land expressed in the Region Plan and North District Plan when they came into effect in early 2018. The Council's ongoing work on the Employment Study and the draft Brookvale Structure Plan will determine the appropriate mix of land uses broadly across the IN1 zoned land. The site will be subject to any applicable LEP changes required to implement the final Structure Plan. In the meantime, the Planning Proposal represents an efficient use of existing built form and a flexible response to the unique characteristics and circumstances of the site. It will enable job creation and economic activity at a time when the community needs it and will give effect to important employment objectives in the LSPS.
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Does the proposal have site-specific merit, having regard to the following?

The natural environment (including known significant environmental values, resources or hazards)	The natural environment will not be affected. The proposal relates to use of existing buildings and no alternations or additions are proposed.
The existing uses, approved uses, and likely future uses of land in the vicinity of the proposal.	Council's Transport Network has advised that the proposal is acceptable as it is using existing buildings stock.
The services and infrastructure that are or will be available to meet the demands arising from the proposal and any proposed financial arrangements for provision.	Council's Transport Network has advised that the proposal is acceptable as it is using existing buildings stock. No road upgrades or other infrastructure requirements have been identified.

5. Is the Planning Proposal consistent with applicable State Environmental Planning Policies?

Yes. The Planning Proposal is consistent with applicable State Environmental Planning Policies as summarised in the table below.

Title of State Environmental Planning Policy (SEPP)	Applicable	Consistent
SEPP No 1 – Development Standards	YES	YES
SEPP No 19 – Bushland in Urban Areas	YES	YES
SEPP No 21 – Caravan Parks	YES	YES

Title of State Environmental Planning Policy (SEPP)	Applicable	Consistent
SEPP No 33 – Hazardous and Offensive Development	YES	YES
SEPP No 36 – Manufactured Home Estates	NO	N/A
SEPP No 44 – Koala Habitat Protection	YES	YES
SEPP No 47 – Moore Park Showground	NO	N/A
SEPP No 50 – Canal Estate Development	YES	YES
SEPP No 55 – Remediation of Land	YES	YES
SEPP No 64 – Advertising and Signage	YES	YES
SEPP No 65 – Design Quality of Residential Flat Development	NO	N/A
SEPP No 70 – Affordable Housing (Revised Schemes)	YES	YES
SEPP (Aboriginal Land) 2019	NO	N/A
SEPP (Activation Precincts) 2020	NO	N/A
SEPP (Affordable Rental Housing) 2009	YES	YES
SEPP (Building Sustainability Index: BASIX) 2004	YES	YES
SEPP (Coastal Management) 2018	YES	YES
SEPP (Concurrences and Consents) 2018	NO	N/A
SEPP (Educational Establishments and Child Care Facilities) (2017)	NO	N/A
SEPP (Exempt and Complying Development Codes) 2008	YES	YES
SEPP (Housing for Seniors or People with a Disability) 2004	NO	N/A
SEPP (Infrastructure) 2007	YES	YES
SEPP (Integration and Repeals) 2016	YES	YES
SEPP (Kosciuszko National Park—Alpine Resorts) 2007	NO	N/A
SEPP (Kurnell Peninsula) 1989	NO	N/A
SEPP (Mining, Petroleum Production and Extractive Industries) 2007	NO	N/A
SEPP (Miscellaneous Consent Provisions) 2007	NO	N/A
SEPP (Penrith Lakes Scheme) 1989	NO	N/A
SEPP (Primary Production and Rural Development) 2019	NO	N/A
SEPP (State and Regional Development) 2011	NO	N/A
SEPP (State Significant Precincts) 2005	NO	N/A
SEPP (Sydney Drinking Water Catchment) 2011	NO	N/A
SEPP (Sydney Region Growth Centres) 2006	NO	N/A
SEPP (Three Ports) 2013	NO	N/A
SEPP (Urban Renewal) 2010	NO	N/A
SEPP (Vegetation in Non-Rural Areas) 2017	YES	YES
SEPP (Western Sydney Aerotropolis) 2020	NO	N/A
SEPP (Western Sydney Employment Area) 2009	NO	N/A
SEPP (Western Sydney Parklands) 2009	NO	N/A

6. Is the Planning Proposal consistent with applicable Ministerial Directions?

Yes. The Planning Proposal is consistent with applicable Ministerial Directions. Directions 1.1 and 6.3 are of particular relevance.

Ministerial Direction 1.1 Business and Industrial Zones

This direction issued on 1 May 2017 specifies objectives and requirements for planning proposals that will affect land within an existing or proposed business or industrial zone. The objectives are:

- (a) *encourage employment growth in suitable locations,*
- (b) *protect employment land in business and industrial zones, and*
- (c) *support the viability of identified centres*

Relevant requirements are:

- (a) *give effect to the objectives of the direction*
- (b) *retain the areas and locations of existing business and industrial zones...*
- (d) *not reduce the total potential floor space area for industrial uses in industrial zones*

The Planning Proposal is consistent with Direction 1.1 as it retains the site's existing IN1 zoning, only enables office premises use of existing ancillary office floorspace, will not reduce the existing floorspace currently used for industrial/warehousing activities, and ensures that if and when the site is redeveloped in the future the proposed APU clause will lapse.

It is reasonable to argue that there will be a reduction in the floor space area for industrial uses as it provides for non-industrial use of this floorspace. However, the floor space in question is designed, built and fitted-out for office activities and was historically used for office activities, albeit ancillary to the primary factory/warehousing activities of the organisations which occupied the buildings. Given changes in technology and business, this floorspace could remain largely vacant under the current planning controls. The Planning Proposal would enable efficient, viable use of existing built assets, providing immediate opportunities to generate significant employment and economic activity which would be especially beneficial for the broader community at a time of economic downturn. This is preferable to the floorspace remaining vacant into the foreseeable future.

Ministerial Direction 6.3 Site Specific Provisions

This direction applies to planning proposals that will amend an LEP to allow a particular development to be carried out. The objective is to discourage unnecessarily restrictive site specific planning controls. The Planning Proposal is introducing site specific controls. However the controls are necessary to comply with strategic objectives and only apply to the existing buildings for the life of those buildings. They will not affect any redevelopment and are therefore minor and not restrictive.

Section C - Environmental, Social and Economic Impact

7. Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

No. The Planning Proposal involves use of existing buildings, and no additional building or site works are proposed.

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

No. The Planning Proposal involves use of existing buildings, and no additional building or site works are proposed. Traffic impact on the local road network is deemed acceptable as the proposal is using existing buildings.

Gateway Determination can require referral to Transport for NSW for consideration of the likely impact of the Planning Proposal on state and regional roads.

Council's Transport Network Referral Response

The response from Council's Transport Network unit raised concerns regarding public transport access (the site is about 1200m walking distance to the bus interchange and B-line stop on Pittwater

Road), impacts on the road network, and inadequate parking provision. The response concluded that as the proposal is for an additional permitted use using existing building stock, without any major reconstruction, it is deemed acceptable and detailed transport requirements such as access points, internal roads, parking, and bicycle facilities can be addressed at development application stage.

9. Has the Planning Proposal adequately addressed any social and economic effects?

Yes. On balance, the potential social and economic effects are positive.

Council's Economic Referral Response

Council's Economic Development & Tourism Unit has advised that the Planning Proposal is supported and concluded that, in view of temporary nature of the proposal to allow stand-alone office at the subject site (i.e. until the building is ready for redevelopment), the impact on the longer-term integrity of the Brookvale industrial precinct is less significant. The intent to convert the site back to industrial land uses (such as Life Science or high-technology), in the future would contribute to establishment of Brookvale as an advanced manufacturing hub. In the interim, the take-up of the existing office space would contribute towards addressing skills mismatch on the Northern Beaches and attracting knowledge-based jobs.

The referral comments from Council's Economic Development & Tourism Unit can be summarised as follows:

- The Brookvale IN1 zone represents the largest industrial precinct in the North District, which has been identified as having the lowest ratio of industrial zoned land per capita across all of the metropolitan region, and a clear State Government directive to 'retain and manage'. It is the manufacturing hub for the region, and has a rich manufacturing history. Today, Brookvale houses around 2,200 manufacturing jobs and 180 registered manufacturing businesses.
- The proposal to allow the existing ancillary office space to be used as stand-alone office not related to any warehouse/manufacturing, could represent a 'potential' loss of industrial floorspace capacity, as this would prevent the site from being re-purposed for industrial uses. However, it is noted that the proponent intends to revert the site back to industrial uses in the future and are proposing only a temporary use of the existing structure for office space. It is envisaged in the future that the site would be used for Life Sciences that support manufacturing, R&D and office.
- The IN1 zone does permit uses that would support Life Sciences (namely high technology industry), which is permitted under the IN1 zone (sub-categories 'Light industry'). There is an existing cluster of technology-based businesses within the Brookvale precinct (film production and software design). Interest in an advanced manufacturing hub in Brookvale's industrial lands could be explored under existing planning provisions.
- There continues to be demand for flexible industrial land which can accommodate integration of manufacturing, warehouse and ancillary office uses. Council recently commissioned a Northern Beaches wide Employment Study. This found that whilst jobs in 'Manufacturing' are projected to decline locally over the next 20 years (-30%), increased floorspace required per worker (i.e. automation), higher office component and demand for wholesale trade and logistics (e-commerce), is estimated to result in continued additional demand for industrial floorspace on the Northern Beaches, with an additional 51,652 sqm required by 2036 across key industrial precincts (9% of existing 636,714 sqm).
- The continued demand for industrial land is acknowledged in the Economic Need and Impact Assessment, as is the recognition that a transition to advanced manufacturing is underway in Brookvale. Maintaining the IN1 zone that permits high-technology, would enable this transition when market conditions are right.

- If the site was to continue to provide office space over the longer-term, this could impact on recommendations of the draft Employment Study for a new commercial core/civic precinct within the wider Brookvale precinct, by absorbing demand for office space. This commercial precinct is proposed to be located along the more accessible Pittwater Road, in close proximity to the B-line to support connections to economic activity in the City and encourage use of public transport, and create a town centre “heart” for Brookvale area. However, as this is only proposed as a temporary permitted use, the proposed site could be a test for demand for office space in the Brookvale area in planning for a new commercial precinct.

In consideration of the comments from Council's Economic Development & Tourism unit it can be concluded that the Planning Proposal enables efficient, employment-supportive use of existing ancillary office space without the cost or delay of building construction. It is estimated to have the potential to create up 1,374 local jobs, which if achieved would be of significant benefit to the community at a time of economic downturn. The proponent's list of prospective tenants aligns well with high skilled jobs, and supports the view that the existing buildings are more likely to attract larger, independent tenants than the smaller, more vibrant, diverse, and public-facing businesses that are ultimately intended to cluster in the future commercial core in Brookvale.

The location of the future commercial core / town centre in close proximity to the B-line stop is still to be determined and its development is a medium to long term prospect. The Planning Proposal is a mechanism to grow jobs in the interim and could potentially foster momentum and interest in the market for new offices to be developed in Brookvale.

The fact that there are significant stocks of vacant office space on the Northern Beaches, in particular the larger floorplates in the Frenchs Forest business park, is not sufficient reason to refuse to allow use of existing vacant ancillary office space on the site. The subject site offers a different amenity and accessibility to Frenchs Forest, particularly given its location close to a regional shopping centre. Frenchs Forest business park may not have the same appeal.

The Planning Proposal will not reduce the existing warehouse floorspace in the buildings. This space will remain available for continued industrial and urban services activities that support the community.

On balance, the potential social and economic benefits of allowing office premises as an APU, within the specified GFA limits and only for the life of the existing buildings, outweigh any potential negative impacts.

Section D - State and Commonwealth interests

10. Is there adequate public infrastructure for the Planning Proposal?

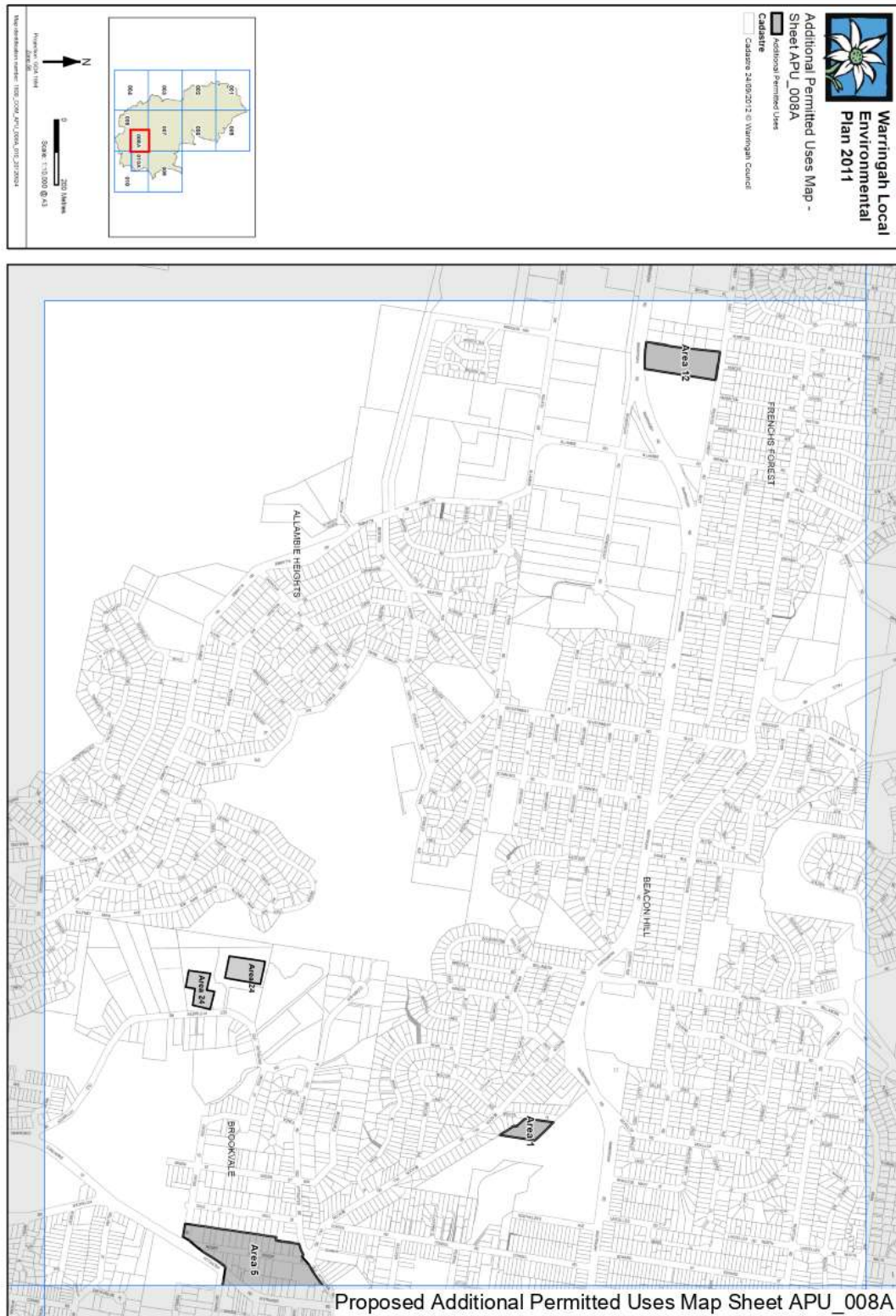
Yes. The Planning Proposal involves use of existing buildings, and no additional building or site works are proposed. Council's Transport Network has advised that the proposal is acceptable as it is using existing building stock. Without traffic modelling, it is difficult to predict whether the traffic generated by the proposed office premises will require upgrades to the adjoining regional and state road network, particularly Pittwater Road and Condamine Street. Referral to Transport for NSW can be a requirement of the Gateway determination for the Planning Proposal.

11. What are the views of state and Commonwealth public authorities consulted in accordance with the Gateway Determination?

Not applicable at this stage as the Planning Proposal has not progressed to Gateway determination.

Statutory consultation will occur in accordance with the requirements of a Gateway Determination.

Part 4 – Maps



Part 5 – Community Consultation

Preliminary (non-statutory) public notification of the Planning Proposal was undertaken between 17 and 31 August 2020. Three (3) submissions were received. The main concerns raised are:

- potential noise from construction, machinery and roof-top air-conditioning and refrigeration units impacting on residential properties in Allenby Park Parade, and
- lack of parking and increased traffic congestion as a result of the 1,300 additional employees in the proposed offices

These concerns are noted, however they are not sufficient grounds on which to not proceed with the Planning Proposal. Noise impacts can be addressed at the development consent stage. The reference to 1,300 additional employees in the proposed offices is incorrect. The Economic Impact Assessment submitted by the proponent estimates 705 net additional jobs on site, plus a further 669 additional jobs created elsewhere through multiplier effects in the economy.

If Council receives a Gateway determination that the Planning Proposal should proceed, formal statutory public exhibition of the Planning Proposal will take place for a minimum of 28 days or as otherwise directed by the Determination.

Part 6 – Project Timeline

Task	Anticipated timeframe
Submission to DPIE for Gateway Determination	December 2020
Gateway Determination	March 2020
Government agency consultation (if required)	April 2020
Commencement of public exhibition	May 2020
Completion of public exhibition	June 2020
Consideration of submissions	June 2020
Consideration of proposal post-exhibition	July 2020
Date of submission to the Department to finalise the LEP	August 2020
Forwarding of the plan to the PCO for publication	September 2020
Gazettal of LEP Amendment	October 2020

3.5 PLANNING PROPOSAL (PEX2020/0006) 114-120 OLD PITTWATER RD, BROOKVALE**PROCEEDINGS IN BRIEF**

The proposal is to include an additional permitted use of 'office premises' within Schedule 1 of the Warringah Local Environmental Plan 2011 (WLEP 2011) on land at 114-120 Old Pittwater Road, Brookvale.

The Panel viewed the site and its surrounds. At the public meeting there were no registered speakers.

ADVICE OF NORTHERN BEACHES LOCAL PLANNING PANEL

- A. The Panel have concerns about the gross area of the office space and the ability of the proposed WLEP provisions (including the sunset clause and potential creation of existing use rights) to ensure that the buildings will only be temporarily used for this purpose.
- B. The Panel advises Council that the Planning Proposal for 114-120 Old Pittwater Road, Brookvale be forwarded to the NSW Department of Planning, Industry and Environment to seek a Gateway Determination to enable public submissions and further consultation, particularly in relation to the concerns expressed in A above and in the SGS Report.

REASON FOR RECOMMENDATION:

The Panel generally agrees with the planning proposal report.

Vote: 4/0



PLANNING PROPOSAL

Amendments to Manly Local Environmental Plan 2013

**Amendments to rezone the Rear of 88 Bower St,
Manly from RE1 Public Recreation to E4
Environmental Living and apply associated map
amendments**

October 2020

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Background

Site Description and Existing Use



Figure 1. Site location

The subject site of this Planning Proposal is located at the rear of 88 Bower St, Manly (the site) and is legally described as Lot 1 in DP 1244511 with an area of 56.8m². It is currently used as private open space and associated landscaping for the two/three storey house at 88 Bower St.

The site has a frontage to Marine Parade to the north and east, and adjoins 92 Bower St to the west which contains a three storey residential flat building. 88 Bower St is located immediately south of the site and contains a two/three storey house. The site is currently used as private open space for the property at 88 Bower St and provides pedestrian access from Marine Parade to 88 Bower St.



Figure 2. The site from Marine Parade (left) and the site and North façade of house at 88 Bower St, Manly (right).

Site History and Ownership

The site is currently owned by the proponent who purchased the site from the Department of Industry - Lands (Dol – Lands) on 28 August 2018. The proponent also owns the adjoining property at 88 Bower St.

The proponent currently leases the site to the occupants of 88 Bower St. Prior to the disposal of the site, the Crown leased the site to various occupants of 88 Bower St under a Permissive Occupancy Licence for the purpose of lawn area, footpath, rockery and beautification since 1964. The site is reclaimed foreshore land and was originally below the mean high water mark before associated works on surrounding residential development and public foreshore improvements.

In 2011, the Archdiocese Trustees approached the Department of Industries – Land (Dol – Lands) to purchase the site with the intention to consolidate the subject site with 88 Bower St, Manly. Dol – Lands agreed to investigate a potential direct private sale.

Dol - Lands wrote to Manly Council in January 2016 to seek Council's view to establish 'whether Council may have any interests and/or objections to the sale of the subject area'. No objection to the sale was received by Dol – Lands from Manly Council and the Dol – Lands agreed to the direct sale of the site and waived the need for a land assessment for the following reasons:

- The site is considered surplus to public and government requirements.
- The site as a standalone lot is severely constrained due to its small size and location and is only considered of value to the landowner of the adjoining property at 88 Bower St.
- The site has no significant public recreation or environmental attributes.
- There are no Aboriginal Land Claims registered
- The sale of the site would not restrict public access to the remainder of the Crown Land contained within Reserve 31732 for Public Recreation and Reserve 1028748 for surfing recreation.
- The site has been used as private open space and fenced in backyard lawn since 1964 and is unlikely to be perceived as public land use.
- Even if ungated the land being a small area mostly enclosed within adjoining private uses, does not offer much public amenity or value.
- The sale of the land would not impact on the public use of adjoining Crown Land and reserves and is not required for access to waterways, recreation scenic protection, re-vegetation or soil conservation purposes.

The subject site previously formed parts of two larger lots (Lot 7338 DP 1154560 and Lot 7336 DP 1153371) and two land reservations (Shelley Beach Reserve and Manly Freshwater National Surfing Reserve). A new lot was registered to reflect the boundaries of the site on 13 July 2018 and the land reservations were revoked after the sale of the site was approved on 29 June 2018.

Part 1 – Objectives or Intended Outcomes

The Planning Proposal seeks to amend the Manly Local Environmental Plan 2013 to enable the orderly use of the site for residential purposes, consistent with the site's private ownership and adjoining uses.

Part 2 – Explanation of Provisions

The proposed outcome will be achieved by:

1. Amending the Manly Local Environmental Plan 2013 land zoning map (LZN_006) from RE1 Public Recreation to E4 Environmental Living in accordance with the proposed land zoning map in Part 4 of this report.
2. Amending the Manly Local Environmental Plan 2013 lot size map (LSZ_006) to apply a minimum lot size of 500m² in accordance with the proposed lot size map in Part 4 of this report.
3. Amending the Manly Local Environmental Plan 2013 height of buildings map (HOB_006) to apply a maximum height of 8.5m in accordance with the proposed height of buildings map in Part 4 of this report.
4. Amending the floor space ratio map (FSR_006) to apply a maximum floor space ratio of 0.45:1 in accordance with the proposed floor space ratio map in Part 4 of this report.

Part 3 – Justification

Section A – Need for the Planning Proposal

1. Is the Planning Proposal a result of an endorsed Local Strategic Planning Statement, strategic study or report?

NO

The Planning proposal is not the result of any endorsed Local Strategic Planning Statement, strategic study or report. The planning proposal responds to:

- the disposal of the site into private ownership in 2018
- the landowner's intention to consolidate the site and align the sites zoning with the adjoining property at 88 Bower St
- its status as surplus to government and public needs.

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

YES

The planning proposal will allow the orderly and economic use and development of the land in conjunction with the adjoining principal residential property (88 Bower St, Manly) and is the most appropriate recourse for achieving the objectives of the proposal.

Section B – Relationship to Strategic Planning Framework

3. Will the Planning Proposal give effect to the objectives and actions of the applicable regional, or district plan or strategy (including any exhibited draft plans or strategies)?

YES

Greater Sydney Region Plan – A Metropolis of Three Cities

The proposal supports the following objectives outlined in the *Greater Sydney Region Plan*:

Table 1. Consistency with relevant priorities in the *Greater Sydney Region Plan*:

Relevant Planning Priorities	Consistency
<i>Objective 10 – Greater housing supply</i>	The proposal will support residential uses on the site.
<i>Objective 11 – Housing is more diverse and affordable</i>	The proposal will support residential uses on the site.
<i>Objective 14 – Integrated land use and transport creates walkable and 30-minute cities</i>	The proposal will support residential uses on a site close to public transport, jobs, public services and open space.

<i>Objective 31 – Public open space is accessible, protected and enhanced</i>	The proposed amendments would not impact access to surrounding open space and reserves.
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North District Plan

The proposal supports the following priorities outlined in the *North District Plan*:

Table 2. Consistency with relevant priorities in the *North District Plan*:

Relevant Planning Priorities	Consistency
<i>Planning Priority N1 – Planning for a city supported by infrastructure (a 30-minute city)</i>	The proposal would provide for residential accommodation in an accessible and well-serviced location to support a 30-minute city
<i>Planning Priority N5 – Providing housing supply, choice and affordability, with access to jobs, services and public transport</i>	The proposal would provide for residential accommodation close to jobs, services and public transport.

a) Does the proposal have site-specific merit, having regard to the following?

Table 3. Commentary on site-specific merit

<i>The natural environment (including known significant environmental values, resources or hazards).</i>	The site has been identified as generally affected by potential coastal inundation. The planning proposal is supported by coastal engineering advice (see Attachment A) which found that potential impacts of coastal inundation could be managed through various mitigation measures e.g. elevated floor levels, setbacks and/or wave rump trip barriers and that future development at the site could be designed to have an acceptably low risk of damage by coastal processes and hazards over an acceptably long life.
<i>The existing uses, approved uses, and likely future uses of land in the vicinity of the proposal.</i>	The proposed amendments will enable the site to continue to be used as private open space and support and align with surrounding residential uses.
<i>The services and infrastructure that are or will be available to meet the demands arising from the proposal and any proposed financial arrangements for infrastructure provision.</i>	The site is already supported by adequate services and infrastructure serving the surrounding area.

4. Will the Planning Proposal give effect to a Council's endorsed Local Strategic Planning Statement, or another endorsed local strategy or strategic plan?

The planning proposal will give effect to *Towards 2040*, the Northern Beaches Local Strategic Planning Statement (LSPS) as outlined in the table below.

Table 4. Consistency with the LSPS

Relevant Planning Priorities	Comment
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<u>Landscape</u> <i>Priority 1 – Healthy and valued coast and waterways</i> <i>Priority 3 – Protected scenic and cultural landscapes</i> <i>Priority 6 – High quality open space for recreation</i>	Due to the relatively enclosed position of the irregularly shaped site, the proposed amendments will not affect access to surrounding recreation areas, reserves and foreshore. The site has not been used for public access to surrounding open space and recreation areas. The proposed amendments will have minimal impact on the adjacent coastline and waterway, surrounding scenic and cultural landscapes and open space for recreation.
<u>Resilience</u> <i>Priority 8 – Adapted to the impacts of natural and urban hazards and climate change</i>	The proposed amendments are supported by coastal engineering advice see (Attachment A) which found that future development on the site as consolidated with the adjoining 88 Bower St could be designed to have an acceptably low risk of damage from impacts of climate change including coastal inundation and sea level rise.
<u>Housing</u> <i>Priority 15 – Housing supply, choice and affordability in the right locations</i>	The planning proposal provides for the provision of additional land for residential purposes. The site is located in a well-serviced and accessible location.
<u>Great Places</u> <i>Priority 18 – Protected, conserved and celebrated heritage</i>	The proposed amendments will have minimal impact on surrounding heritage items. The site is not listed as a heritage item and is not located within a heritage conservation area. There are also no Aboriginal land claims registered on the site.

5. Is the Planning Proposal consistent with applicable State Environmental Planning Policies?

State Environmental Planning Policy No. 55 – Remediation of Land

The site is reclaimed land and has historically been used for landscaping works and open space adjacent to residential properties and is therefore unlikely to be affected by contamination.

State Environmental Planning Policy (Coastal Management) 2018 (SEPP Coastal)

The site is located within a “coastal environment area” and “coastal use area” as mapped in SEPP Coastal where the consent authority must consider whether a proposed development is likely to cause adverse impacts as outlined in the SEPP. Coastal engineering advice (**Attachment A**) prepared by Horton Coastal Engineering reviewed the Planning Proposal against the provisions in SEPP Coastal and found that any future development on the site consolidated with 88 Bower St, under the proposed amendments could be designed and sited to satisfy the requirements of the SEPP.

Table 5: Compliance with State Environmental Planning Policies (SEPPs)

SEPPs (as at October 2020)		Applicable	Consistent
19	Bushland in Urban Areas	No	N/A

SEPPs (as at October 2020)		Applicable	Consistent
21	Caravan Parks	No	N/A
33	Hazardous and Offensive Development	No	N/A
36	Manufactured Home Estates	No	N/A
44	Koala Habitat Protection	No	N/A
47	Moore Park Showground	No	N/A
50	Canal Estate Development	No	N/A
55	Remediation of Land	Yes	Yes
64	Advertising and Signage	No	N/A
65	Design Quality of Residential Apartment Development	No	N/A
70	Affordable Housing (Revised Schemes)	No	N/A
	(Aboriginal Land) 2019	No	N/A
	(Affordable Rental Housing) 2009	No	N/A
	(Building Sustainability Index: BASIX) 2004	No	N/A
	(Coastal Management) 2018	Yes	Yes
	(Concurrences) 2018	No	N/A
	(Education Establishments and Child Care Facilities) 2017	No	N/A
	(Exempt and Complying Development Codes) 2008	No	N/A
	(Gosford City Centre) 2018	No	N/A
	(Housing for Seniors or People with a Disability) 2004	No	N/A
	(Infrastructure) 2007	No	N/A
	(Kosciuszko National Park – Alpine Resorts) 2007	No	N/A
	(Kurnell Peninsula) 1989	No	N/A
	(Mining, Petroleum Production and Extractive Industries) 2007	No	N/A
	(Miscellaneous Consent Provisions) 2007	No	N/A
	(Penrith Lakes Scheme) 1989	No	N/A
	(Primary Production and Rural Development) 2019	No	N/A
	(State and Regional Development) 2011	No	N/A
	(State Significant Precincts) 2005	No	N/A
	(Sydney Drinking Water Catchment) 2011	No	N/A
	(Sydney Region Growth Centres) 2006	No	N/A
	(Three Ports) 2013	No	N/A
	(Urban Renewal) 2010	No	N/A
	(Vegetation in Non-Rural Areas) 2017	No	N/A
	(Western Sydney Employment Area) 2009	No	N/A
	(Western Sydney Parklands) 2009	No	N/A
Sydney Regional Environmental Plans (Deemed SEPPs):			
8	(Central Coast Plateau Areas)	No	N/A
9	Extractive Industry (No 2 -1995)	No	N/A
16	Walsh Bay	No	N/A
20	Hawkesbury – Nepean River (No 2 – 1997)	No	N/A
24	Homebush Bay Area	No	N/A
26	City West	No	N/A
30	St Marys	No	N/A
33	Cooks Cove	No	N/A
	(Sydney Harbour Catchment) 2005	No	N/A

6. Is the Planning Proposal consistent with applicable Ministerial Directions (s9.1 directions)?

Direction 2.1: Environment Protection Zones

The site does not contain any threatened/endangered species populations or ecological communities or their habitats.

Direction 2.2: Coastal Management

The site has been identified as being generally affected by coastal inundation by the *Manly Ocean Beach and Cabbage Tree Bay Coastline Hazard Definition Study 2003*. Therefore the planning proposal is inconsistent with item 5 of Direction 2.2 – Coastal Management which states that a planning proposal must not rezone land which would enable increased development or more intensive land-use on land that has been identified as land affected by current or future coastal hazard in a local environmental plan, development control plan, study or assessment by or on behalf of the relevant planning proposal authority.

Direction 2.2 does allow for planning proposals to be inconsistent with the Direction if it can be satisfied that the provisions of the planning proposal that are inconsistent are of minor significance. The proposed rezoning is considered of minor significance since the site would be subject to planning controls for example, setbacks and foreshore scenic protection area provisions, which would preclude any significant intensification on the site.

Coastal engineering advice (**Attachment A**) prepared by Horton Coastal Engineering reviewed the Planning Proposal against the provisions in SEPP Coastal and found that future development at the site could be designed to have an acceptably low risk of being damaged by coastal processes and hazards, such that the planning proposal should not be precluded from a coastal engineering perspective.

Direction 2.3: Heritage Conservation

The site is not identified as a heritage item and is not located within a heritage conservation area. The proposed amendments would have minimal impact on nearby heritage items of the site including Heritage Item No. I167 (Fairy Bower Pool) and Landscape Item No. I168 (Ocean Foreshores), as they are not in the immediate vicinity.

Direction 2.4: Recreation Vehicle Areas

The planning proposal does not enable land to be developed for the purpose of a recreation vehicle area.

Direction 3.1: Residential Zones

The proposed amendments support the provision of housing on the site and are consistent with the objectives of Direction 3.1.

Direction 3.2: Caravan Parks and Manufactured Home Estates

The planning proposal does not include provisions for caravan parks and manufactured home estates.

Direction 3.3: Home Occupations

It is proposed that the subject site be rezoned to E4 – Environmental Living under the Manly Local Environmental Plan 2013 which permits home occupation without consent.

Direction 3.4: Integrating Land Use and Transport

The proposed amendments are consistent with Direction 3.4 as they support the provision of residential accommodation in an accessible location within a walkable distance to services, jobs and public transport.

Direction 6.1: Approval and Referral Requirements

The planning proposal does not include any provisions that require unnecessary requirements for concurrence, consultation or referrals.

Direction 6.2: Reserving Land for Public Purposes

As part of the site's disposal into private ownership, the reservations applying to the site were revoked as they were no longer required for acquisition and were considered surplus to government and public requirements.

Direction 6.3: Site Specific Provisions

The proposed amendments are consistent with the adjoining lot at 88 Bower St and do not include any unnecessarily restrictive site specific planning controls.

Direction 7.1: Implementation of A Plan for Growing Sydney

The proposed amendments are consistent with the strategic plans as outlined in Question 3 of this report.

Table 6: Compliance with Ministerial Directions

Directions (as at October 2020)		Applicable	Consistency
1	Employment and Resources		
1.1	Business and Industrial Zones	No	N/A
1.2	Rural Zones	No	N/A
1.3	Mining, Petroleum Production and Extractive Industries	No	N/A
1.4	Oyster Aquaculture	No	N/A
1.5	Rural Lands	No	N/A
2	Environment and Heritage		
2.1	Environment Protection Zones	Yes	N/A
2.2	Coastal Management	Yes	No
2.3	Heritage Conservation	Yes	Yes
2.4	Recreation Vehicle Areas	Yes	Yes
2.5	Application of E2 and E3 Zones and Environmental Overlays in Far North Coast LEP's	No	N/A
2.6	Remediation of Contaminated Land	No	N/A
3	Housing, Infrastructure and Urban Development		
3.1	Residential Zones	Yes	Yes
3.2	Caravan Parks and Manufactured Home Estates	Yes	Yes
3.3	Home Occupations	Yes	Yes
3.4	Integrating Land Use and Transport	Yes	Yes
3.5	Development Near Licensed Aerodromes	No	N/A
3.6	Shooting Ranges	No	N/A
3.7	Reduction in non-hosted short term rental accommodation period	No	N/A
4	Hazard and Risk		
4.1	Acid Sulfate Soils	No	N/A
4.2	Mine Subsidence and Unstable Land	No	N/A
4.3	Flood Prone Land	No	N/A
4.4	Planning for Bushfire Protection	No	N/A
5	Regional Planning		
5.2	Sydney Drinking Water Catchments	No	N/A

Directions (as at October 2020)		Applicable	Consistency
5.3	Farmland of State and Regional Significance on the NSW Far North Coast	No	N/A
5.4	Commercial and Retail Development along the Pacific Highway, North Coast	No	N/A
5.9	North West Rail Link Corridor Strategy	No	N/A
5.10	Implementation of Regional Plans	No	N/A
5.11	Development of Aboriginal Land Council land	No	N/A
6 Local Plan Making			
6.1	Approval and Referral Requirements	Yes	Yes
6.2	Reserving Land for Public Purposes	Yes	Yes
6.3	Site Specific Provisions	Yes	Yes
7 Metropolitan Planning			
7.1	Implementation of A Plan for Growing Sydney	Yes	Yes
7.2	Implementation of Greater Macarthur Land Release Investigation	No	N/A
7.3	Parramatta Road Corridor Urban Transformation Strategy	No	N/A
7.4	Implementation of North West Priority Growth Area Land Use and Infrastructure Implementation Plan	No	N/A
7.5	Implementation of Greater Parramatta Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	No	N/A
7.6	Implementation of Wilton Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	No	N/A
7.7	Implementation of Glenfield to Macarthur Urban Renewal Corridor	No	N/A
7.8	Implementation of Western Sydney Aerotropolis Interim Land Use and Infrastructure Implementation Plan	No	N/A
7.9	Implementation of Bayside West Precincts 2036 Plan	No	N/A
7.10	Implementation of Planning Principles for the Cooks Cove Precinct	No	N/A

Section C – Environmental, Social and Economic Impact

7. **Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?**

NO

The site is urbanised containing a lawn, path, rockery and fencing and is unlikely to contain critical habitats or accommodated threatened species, populations or ecological communities.

8. **Are there any other likely environmental effects as a result of the Planning Proposal and how are they proposed to be managed?**

Risks associated with potential coastal inundation have been explored in coastal engineering advice(**Attachment A**) prepared by Horton Coastal Engineering. The advice finds that these risks can be mitigated through design measures for example floor levels and wave runup trip barriers.

9. **Has the Planning Proposal adequately addressed any social and economic effects?**

YES

The proposed amendments will not have any adverse social or economic effects on the surrounding area. The site is considered to only be of value to the occupants and owner of the adjoining property at 88 Bower St, Manly.

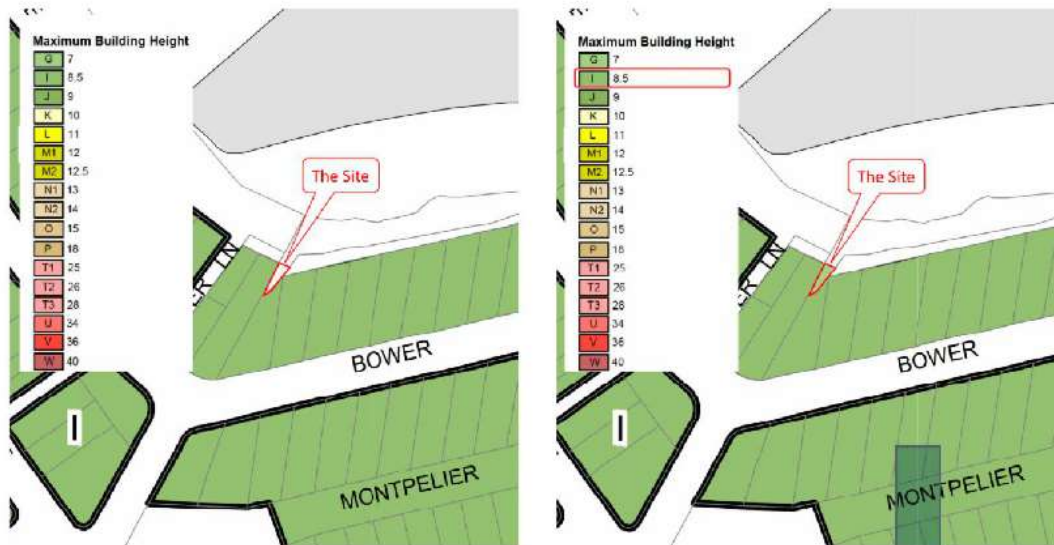
Section D – State and Commonwealth Interests**10. Is there adequate public infrastructure for the planning proposal?**

YES

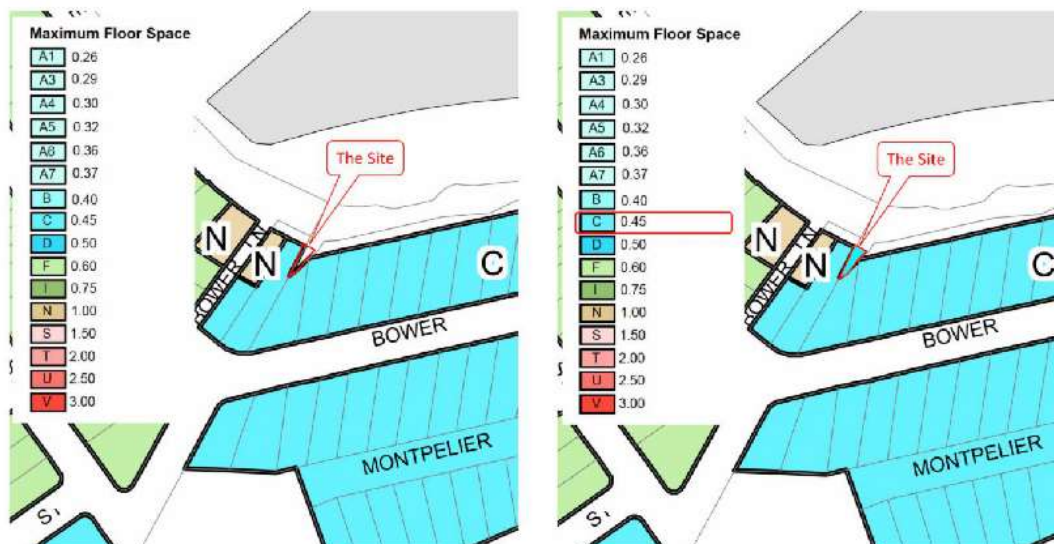
It is unlikely that the proposed amendments will require any new additional services to support the site as it is located within an established residential area with access to existing public infrastructure and services.

11. What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway determination?

The Planning Proposal is being prepared in accordance with consultation guidelines and provisions prepared by the Department of Planning, Industry and Environment and all statutory consultation will occur in accordance with the requirements of any future Gateway Determination, including any State or Commonwealth authorities.



Map 3. Existing maximum building height (left) and proposed maximum building height (right)



Map 4. Existing maximum floor space ratio (left) and proposed maximum floor space ratio (right)

Part 5 – Community Consultation

Council placed the Applicant's Planning Proposal on non-statutory public exhibition in accordance with the Northern Beaches Community Participation Plan from 31 August 2020 – 14 September 2020] (2 weeks). Notification included:

- Letters to land owners and occupiers within the vicinity of the subject site including:
 - Properties at 7-9 Marine Parade, Manly
 - 3 Bower Lane, Manly
 - 1 Bower Lane, Manly
 - 95 Bower St, Manly
 - Properties at 94 Bower St, Manly
 - 5 Marine Pde, Manly
 - Properties at 92 Bower St, Manly
 - 88 Bower St, Manly
 - 86 Bower St, Manly
 - Properties at 82-84 Bower St, Manly
 - 80 Bower St, Manly
- Electronic copies of the exhibition material on Council's website
- Emails to registered community members who have listed their interest on Council's Community Engagement Register

3 submissions were received in response to the public exhibition period (see **Attachment B**).

Key issues raised included:

- scarcity of public recreation land
- loss of amenity caused by proposed rezoning
- potential for land to be used for public uses in the future
- opposition to historical and potential future use of land for private purposes.

There have been no matters raised of such significance that should prevent the proposal proceeding to Gateway determination.

The Gateway determination will confirm the public consultation that must be undertaken.

Part 6 – Project Timeline

Task	Anticipated timeframe
Anticipated commencement date (Gateway determination)	March 2021
Anticipated timeframe for the completion of required technical information	N/A
Timeframe for government agency consultation (pre and post exhibition as required by Gateway determination)	April 2021
Commencement and completion dates for public exhibition period	May 2021
Dates for public hearing (if required)	May 2021
Timeframe for consideration of submissions	June 2021
Timeframe for the consideration of a proposal post exhibition	July 2021
Date of submission to the Department to finalise the LEP	July 2021
Anticipated date the local plan-making authority will make the plan (if authorised)	September 2021
Anticipated date the local plan-making authority will forward to the PCO for publication	October 2021

3.6 PLANNING PROPOSAL - REAR OF 88 BOWER ST, MANLY (PEX2020/0008)**PROCEEDINGS IN BRIEF**

The proposal is to re-zone land under Manly Local Environmental Plan 2013 (MLEP) at the rear of 88 Bower St, Manly, from RE1 Public Recreation to E4 Environmental Living.

The Panel viewed the site and its surrounds. At the public meeting which followed the Panel was addressed by one representative of the applicant.

ADVICE OF NORTHERN BEACHES LOCAL PLANNING PANEL

- A. The Panel recommends that Council endorse the Planning Proposal lodged for the rear of 88 Bower St, Manly, to be submitted to the Department of Planning, Infrastructure and Environment to seek a Gateway Determination.
- B. That prior to any post-Gateway Planning Proposal being formally exhibited, evidence is provided that the site has been consolidated with the front part of the site fronting 88 Bower Street.

REASON FOR RECOMMENDATION:

The Panel generally agrees with the planning proposal report.

Vote: 4/0

ATTACHMENTS