



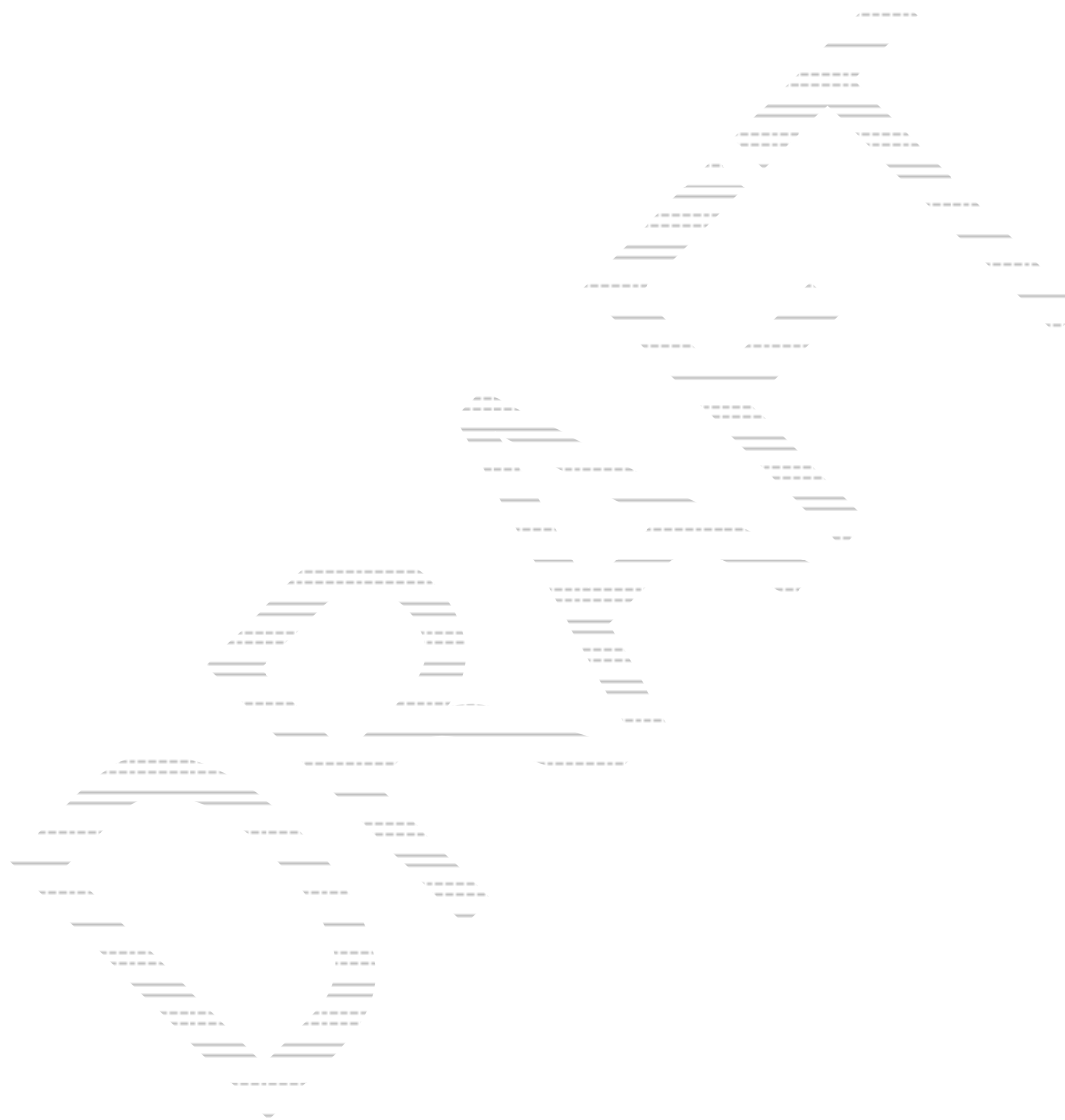
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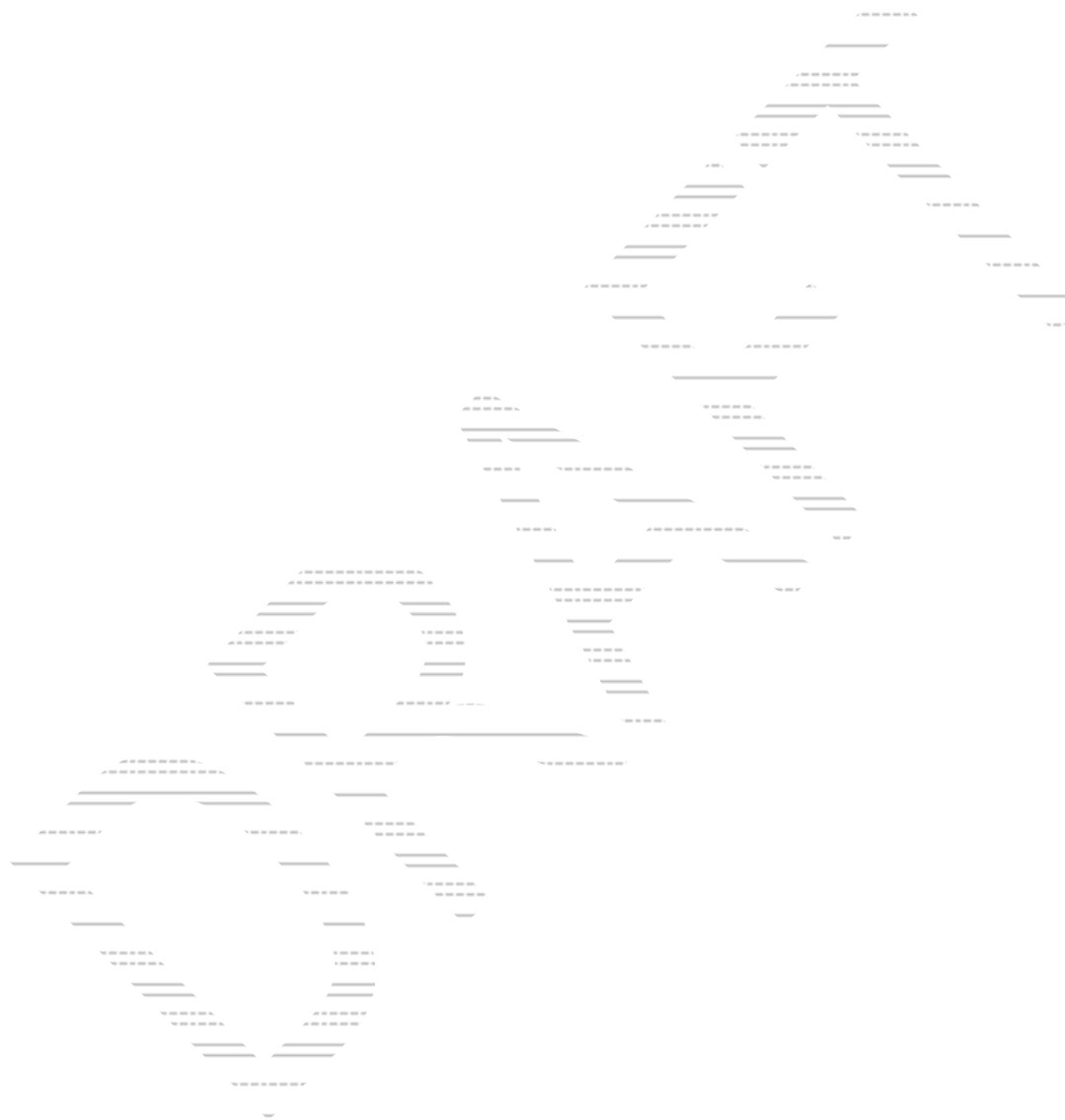
# Warringah Housing Strategy

## Volume 1



Warringah Council





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## EXECUTIVE SUMMARY

This Housing Strategy identifies areas suitable for the provision of additional housing to assist Council to meet its housing targets into the future. The Strategy has been prepared in response to the State Government's Metropolitan Strategy and draft North East Subregional Strategy.

Council has adopted a concentrated, centres approach, with housing located in existing centres rather than dispersed throughout the entire LGA. Dispersed housing creates considerable uncertainty for the community and does not respect environmental or infrastructure constraints.

To ensure a sound base for the development of the Housing Strategy Council Officers developed a Housing Issues Paper which identified housing trends, needs and demands in Warringah. Existing planning controls and policies were reviewed to determine their effectiveness in permitting appropriate forms of housing to meet future needs as well as the built form resulting from existing planning controls.

Council held a major "Talk of the Town" Community Summit in May 2010. "Talk of the Town 2010" provided a representative forum for deliberative discussions to help shape the future of housing in Warringah. Its main focus was to encourage healthy debate between participants about where the extra dwellings should go and what they should look like.

Participants were given three (3) options to consider how the additional dwellings could be accommodated in Warringah. The centres selected for up zoning in this Strategy are in accordance with the outcomes of the Talk of the Town.

As a result of the extensive consultation a Strategy for Growth has been developed. The key highlights of the plan include:

- No high density;
- No land release;
- Centre based up zonings;
- Preference of centres;
  - Narraweena
  - Frenchs Forest (proposed State Significant Site)

The housing form identified is predominantly a mixture of dual occupancies, townhouses and 3-4 storey apartment buildings. The table below outlines the past growth, existing capacity under the draft Warringah LEP 2009 and proposed dwelling yields in the identified centre for up zoning.

Source of additional dwellings		Net Additional Dwelling	Cumulative Dwelling Increase
Past growth	2005 - 2009	1,278	1,278
Existing Capacity 2010 - 2031 (under current controls)	Non Urban Land	65	1,343
	Low Density Residential	508	1,851
	Medium Density Residential	1,207	3,058
	Shop Top Housing	1022	4,001
	Dee Why Brookvale Major Centre	1,245	5,325
Centre Based Growth	Narraweena Centre Up-zoning	3,675	<b>9,000</b>
State Significant Site (*)	Frenchs Forest Centre Up-zoning (Dwelling potential subject to finalisation by the Department of Planning and Infrastructure)	1,300 (max)	10,300 (max)
<b>TOTAL</b>		<b>10,300</b>	<b>10,300</b>

(\*) The contribution from the proposed State Significant Site (SSS) is dependent upon the up-zoning associated with progression and implementation of the SSS provisions within the State Policy for Major Developments.

# 1 Introduction

## 1.1 Warringah's Housing Future

The NSW Government's Sydney Metropolitan Strategy '*City of Cities, A Plan for Sydney's Future*' estimates that Sydney's population will grow by an additional 1.1 million people to a total population of 5.3 million by 2031. Approximately 445,000 or 70% of new dwellings are to be located within existing urban areas. The remaining 195,000 dwellings will be located within new land release areas.

Based on these estimates, housing targets have been set for each subregion of Sydney. Warringah, Manly and Pittwater Councils form the North East (NE) subregion. The draft NE Subregional Strategy, released in 2007, establishes a housing target of 17,300 dwellings for the subregion with Warringah's target set at 10,300 new dwellings to 2031.

The *Metropolitan Strategy Review*, released on 17 March 2010, announced that Sydney's population forecast had been increased to 5.7 million by 2031 and 6 million by 2036. The review indicates that whilst Councils are to continue to plan to meet current housing targets, they will need to be updated by the State Government in consultation with councils.

## 1.2 Warringah's Housing Strategy

This Housing Strategy outlines how Warringah will meet the State Government's housing target of 10,300 new dwellings between 2005 and 2031. The Housing Strategy also ensures Council's planning policies respond to the area's changing demographics such as its ageing population, high incidence of divorce, and the growing number of single parent families and families with fewer children.

## 1.3 Objectives

The following objectives have been established to ensure the outcomes of this Strategy are consistent with State Government Policy and the expectations of the Community.

- Ensure that an adequate supply of appropriate land is appropriately zoned for residential development;
- Plan for housing in accessible location to transport and services;
- Provide a more contained and efficient pattern of urban development with an emphasis on efficient and effective use of existing and new facilities, services and infrastructure;



## 2 Planning Context

### 2.1 NSW State Plan 2006 (as reviewed 2009)

The NSW State Plan sets priorities for NSW and incorporates a number of deliverable actions to ensure the efficient delivery of services in light of existing and emerging pressures. The actions are measurable to enable the State Government to track the State's performance toward achieving its goals.

The Plan fundamentally focuses on eight key priority areas for improvement. These areas for improvement include business and jobs, transport, education, health, urban development, strengthening communities, and crime prevention. The actions remain relatively broad to enable targets to be filtered into Government policy at the regional and local level. All of the priorities contained within the Plan are inherently linked, however the most relevant priorities to Warringah's Housing Strategy are contained in the 'Urban Environment and Lifestyle' Section (i.e. urban development).

The three key targets are as follows:

1. *"Increase the number of jobs closer to home"*
  - a. *Increase the percentage of the population living within 30 minutes by public transport of a city or major centre in Metropolitan Sydney.*
2. *Grow cities and centres as functional and attractive places to live, work and visit*
  - a. *Maintain or improve the ranking of our cities and regional towns in 'quality of life' surveys.*
3. *Improve housing affordability*
  - a. *Increase the supply of affordable housing for low and moderate income households*
  - b. *To provide capacity for 640,000 new dwellings between 2004 and 2031, including 445,000 in existing urban areas and the remaining 195,000 in Greenfield locations."*

### 2.2 NSW State Infrastructure Strategy 2008 – 2018

The NSW State Infrastructure Strategy sets the delivery of major infrastructure over the period 2008/09 to 2017/18. The key roles of the Strategy are to:

- Commit the Government to capital expenditure;
- Link the delivery of infrastructure to the Metropolitan Strategy and other regional planning strategies; and
- Deliver on identified infrastructure commitments.

The Strategy incorporates the proposed Northern Beaches Hospital at Frenchs Forest and the Bus Depot Redevelopment at Brookvale. However, with the exception of these projects, there is limited additional infrastructure identified for the Warringah local government area to 2017/18.

### **2.3 Metropolitan Strategy – Metropolitan Strategy Review**

The State Government's Metropolitan Strategy for Sydney, '*City of Cities – A Plan for Sydney's Future*' (Metro Strategy) was released in 2005. The Strategy sets the broad framework to manage growth and development within Sydney for the 25 year period to 2031. The document sets dwelling and job targets and identifies the key objectives and actions to enable the targets to be achieved.

The Metropolitan Strategy reports that Sydney will grow by an additional 1.1 million people by 2031 i.e. an additional 640,000 new homes and 500,000 new jobs.

The Metro Strategy relies on accommodating growth in new urban release areas and within existing urban areas. The Strategy requires 60 to 70 % of new homes to be provided in Sydney's existing suburbs. This means that approximately 445,000 new dwellings are to be contained within existing urban areas in Sydney. The remaining 30 to 40 per cent of homes will be in land release areas.

The Strategy aims to concentrate development in centres which range in size from major centres to neighbourhoods centres. The *Metropolitan Strategy Review – Sydney Towards 2036*, released on 17 March 2010 announced that following an analysis of recent census data, Sydney's population forecast has been increased to 5.7 million by 2031 and 6 million by 2036. The review indicates that whilst Council's are to continue to plan to meet current housing targets, updated housing targets to 2036 will need to be determined by the State Government as part of a consultation process with councils.

The updated target for the North East Subregion (consisting of Warringah, Manly and Pittwater Councils) is 29,000 dwellings. Warringah's share of this target will be established during the review of the draft North East Subregional Strategy. Council has not received any advice as to when this will occur.

### **2.4 Metropolitan Transport Plan**

The *Sydney Metro Transport Plan - Connecting the City of Cities*, released February 2010, sets out a 25 year vision for the provision of transport infrastructure to support the Metro Strategy.

While the plan does not propose any new public transport initiatives for Warringah it does identify strategic bus corridors along Pittwater Road and Warringah Road and improved bus services throughout Sydney. The Transport Plan proposes that within the next 10 years there will be an additional 1000 buses within the Sydney Metropolitan Region. The exact number of buses which will be allocated to the north east subregion is still to be determined.

The Plan also includes the establishment of a Sydney Metropolitan Development Authority to work across government to deliver infrastructure, focusing on the priorities of the *Metro Transport Plan & Metro Strategy* review.

It will be responsible for delivering on the actions of the consolidated *Metropolitan Plan*. Where appropriate, it will act as a development proponent on State-owned land to expedite development and provide local economic benefits.

Other roles include applying new transport oriented development and rapid rezoning tools to drive urban renewal, new residential housing, new employment land and transport infrastructure – for these it will partner with councils as the Department of Planning does in the Growth Centres. The Authority reports to the Ministers for Planning, Transport and Roads.

## 2.5 North East (NE) Subregional Strategy

The delivery of the actions contained within the Metropolitan Strategy is to be undertaken at the sub regional level. Warringah is located within the NE sub region along with Manly and Pittwater Councils.

The targets for the NE sub region are 17,300 additional dwellings and 19,500 additional jobs by 2031. Warringah's share of this target is 10,300 dwellings and 12,500 jobs.

The draft NE Subregional Strategy requires Council's to plan for increased housing capacity targets within existing urban areas. Across the Greater Metropolitan Region a target of 60-70% of new housing will be accommodated in existing urban areas, focused around centres. This will take advantage of existing services such as shops and public transport and will reduce development pressures in other parts of Sydney.

The draft NE Subregional Strategy requires Councils to plan for sufficient zoned land to accommodate their local government area housing targets through their Local Environmental Plans (LEP). Warringah has recently prepared a draft WLEP 2009 for Warringah. An amendment will be required to the draft WLEP 2009, after it is gazetted, to plan to meet the housing targets.

## 2.6 SHOROC Regional Directions

A *Regional Directions* publication has been prepared for SHOROC - the Shore Regional Organisation of Councils comprising Warringah, Pittwater, Manly and Mosman Councils. This document recognises that the northern beaches region has no choice but to comply with housing and dwelling targets set by the NSW Government. However, rather than accepting that each local government should plan in isolation, it attempts to think regionally about how and where these targets should be met.

*Regional Directions* is, by its very nature, a high level document that does not contain the kind of detail that would ordinarily be found in local planning. Nevertheless, the current draft does include some potential areas for growth in Warringah including Frenchs Forest and Terry Hills. It also recognises the role of Dee Why-Brookvale as a major centre, and acknowledges housing, jobs, health and transport as key elements of longer term regional liveability and sustainability.

### 3 Housing Demand

An analysis has been undertaken on population and housing trends within the Warringah LGA. This analysis identifies issues which will have an impact on the overall demand for housing in Warringah.

#### 3.1 Population and Housing Trends

To understand population trends a statistical analysis has been undertaken of Warringah's population. The statistics utilised are based on analysis undertaken by Council's Consultant and are based on 2006 Census data.

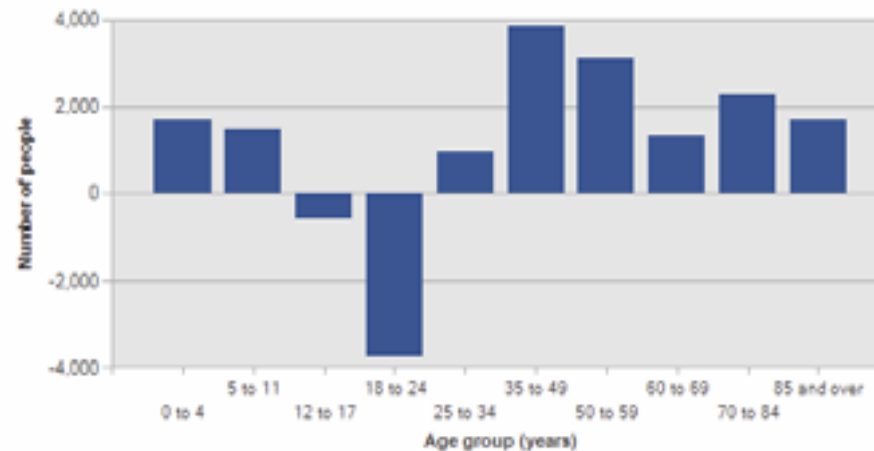
##### Ageing Population

Warringah's population reflects national trends towards an ageing population. However, there are other contributing factors including an increase in the number of retirement villages since the 1980's and older people buying properties to live in or fund their retirement. In Warringah, the number of mature family households, emerging empty nesters and older single person households will continue to grow.

In contrast to the steadily increasing size of Warringah's older population, the number of younger people in the area has been slowly decreasing since 1986. This trend may be exacerbated in Warringah by the increasing housing costs.

The figure below demonstrates that Warringah is moving towards an ageing population and a declining younger population.

Change in age structure of Warringah Council area, 1991 to 2006 (Enumerated data)



Source: Australian Bureau of Statistics, 2006 and 1991 Census of Population and Housing (Enumerated)

In the last 15 years the median age of people living in Warringah increased from 34 to 38 years. The age group with the largest growth was those aged between 35-49 (+ 2,299 people), followed by those aged between 60-69 (+1,356 people). In the same period there was a decline in those aged between 25-34 (-992 people) and 18-24 years (-850 people).

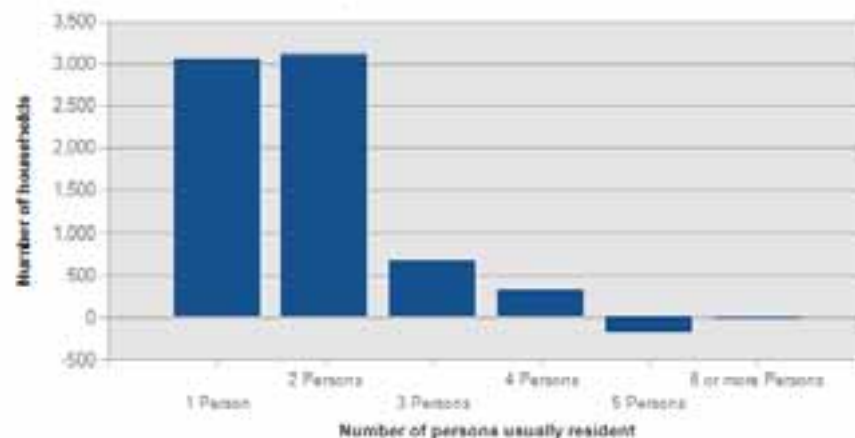
## Household and Family Size

The average household size in Warringah is getting smaller. The 1986 census showed Warringah had an average occupancy rate per dwelling of 2.85 people. By 1996 the rate decreased to 2.63 people per dwelling, and by the 2006 census, this had fallen further to 2.58 people per dwelling. The largest changes to household sizes in the Warringah Council area between 2001 and 2006 were:

- 2 person households (+762); and
- 1 person households (+617).

There has been an increase in the number of family households (+1,164), an increase in lone person households (+618) and a decrease in group households (-52). During the last 15 years, the greatest changes in resident households is the growth of smaller households, in particular 2 person households (+ 3,113), and 1 person households (+ 3,049).

Change in household size, Warringah Council area, 1991 to 2006 (Enumerated data)



Source: Australian Bureau of Statistics, 2006 and 1991 Census of Population and Housing (Enumerated)

The largest changes in family types in Warringah during this period were:

- Couples with children under 15 years (+860);
- Couples without children (+665);
- One parent families with children under 15 years (+112); and
- Couples with children 15 years and over (-374).

The trend towards smaller households is consistent with forecasts in the Metro Strategy. In 2005 it was anticipated that household size would fall to 2.36 people per household by 2031. This estimate has since been increased to 2.51 by the Department of Planning but it does not change the dwelling target contained within the draft NE Subregional Strategy.

## **Housing Types**

The largest changes in the type of dwellings occupied by households in the Warringah Council LGA between 2001 and 2006 were:

- High density dwellings (+1,402 dwellings),
- Medium density dwellings (+781 dwellings), and
- Separate houses (+298 dwellings).

The stock of high density dwellings increased significantly (3,600 dwellings) between 1991 and 2001.

## **Housing Stock and Empty Nesters**

The trends towards smaller households, medium density living and an ageing population should assist the turnover of housing stock. To facilitate this change there needs to be an increase in medium density dwellings to provide greater housing choice and to free up existing 3 plus bedroom dwellings for newly forming households.

However, there are a number of barriers that are resulting in the slow turnover of Warringah's housing stock. In particular, 'empty nesters' are not moving from the original family home into smaller accommodation. Some additional barriers include:

- The high cost of moving into smaller more 'appropriate housing forms' e.g. the market costs of new housing are often the equivalent realised on the sale of an existing larger dwelling;

- The on-costs associated with selling (agents fees, stamp duty, etc);
- Using extra bedrooms as a home office or a place for grandchildren and visitors to stay;
- Unknown strata costs including ongoing fees, management costs for pools, gardens, lifts and general maintenance; and
- The lack of supply of alternative housing (more convenient and attractive housing forms) located within the region where well-established family, social and support networks already exist.

## **Housing Variety and Diversity**

The “D” (density) word is not popular. In many people’s minds, ‘density’ has a negative connotation. Contrary to this perception, density can help maintain vibrant, people-friendly neighbourhoods by supporting local shops, cafes, libraries and community centres. Density that is well planned and well designed, serves an important function in preserving and enhancing our unique neighbourhoods, facilitating better transportation and housing choice.

Initial research has shown that new housing forms should provide some of the features traditionally associated with single-family homes. However, it will be hard to provide these features in medium to high density housing in an area where land prices are high.

New housing in local centres will require the redevelopment of some of the detached family housing that currently exists in these centres. One of the challenges is the balance between the need for more housing variety and the desire to preserve traditional single detached neighbourhoods.

## **Migration**

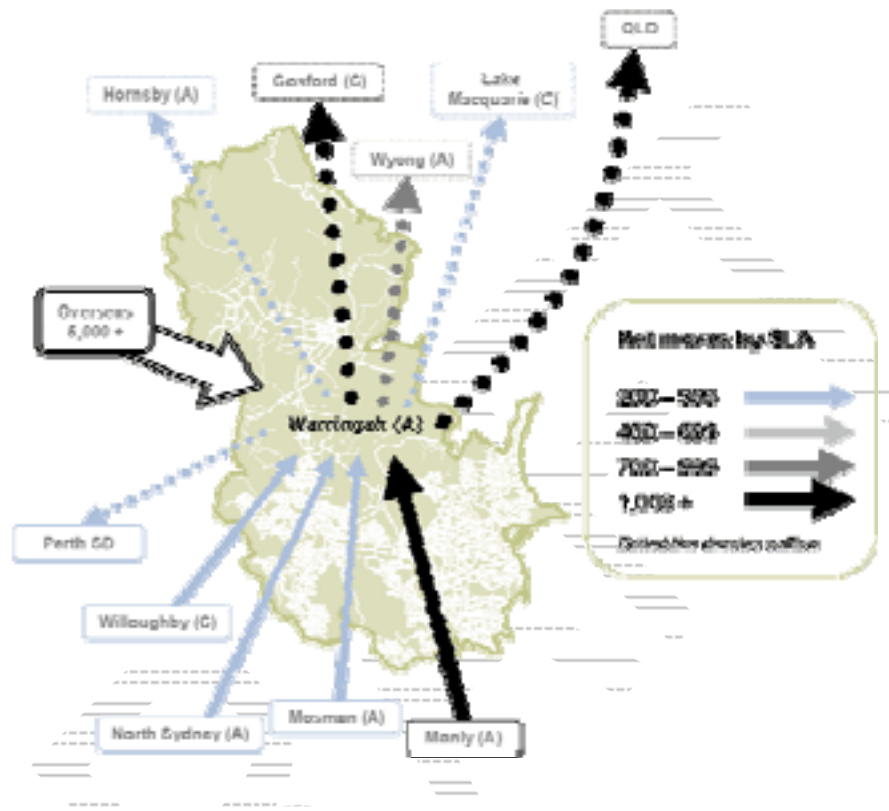
Migration, both from overseas and other local government areas, is one of the most important components of population change and its impact on housing. While births and deaths are relatively easy to predict due to reliable age specific behaviour, migration is volatile, often changing due to housing market preferences, economic opportunities and changing household circumstances.

Migration patterns vary across Australia and change across time, but most moves tend to be short and incremental in nature.

The most mobile age groups in Warringah are young adults aged between 18-24 years. They tend to move out of the family home to attend educational institutions and to seek work and/or residence in other localities.

The Warringah Council area is an important location within the Northern Beaches housing market for people wanting to enjoy a unique, relaxed lifestyle. The demographics show that it is attractive for mature family households with high lifestyle amenities (e.g. natural landscapes, beaches and bushland environment) and the close proximity to the employment areas of Central Sydney, North Sydney, Chatswood and Macquarie Park.

There is significant pressure for residential expansion within Warringah from both existing residents and migrants, most notably from overseas, as well as areas to the south, particularly Manly, North Sydney and Mosman. This migration is represented in the figure below.



It is assumed that the current migration patterns will continue, most notably flows into Warringah from the south and from overseas, as well as loss of population toward Gosford, Wyong and Queensland.

### Workforce and Employment

In 2006, 97.3% of Warringah’s labour force was in either part time or full time employment. This figure is notably higher than the Sydney Statistical Division where 94.7% of the labour force was employed.

Warringah has a lower rate of unemployment which was reduced between 2001 and 2006 from 3.5% to 2.7%.

The most dominant industry sectors within which Warringah’s residents were employed in 2006 was retail (11.3%), Professional, Scientific and Technical Services (11%) and the Health Care and Social Assistance sector (9.5%).

## **Journey to Work**

Warringah has a very high rate of self containments with approximately 50% of our employed residents choosing to work within the Northern Beaches. Of these workers, approximately 40% work within the Warringah LGA.

At the 2006 Census, 57% of Warringah's employed residents drove to work by car (Increase of 1.2% from 2001) and 14.8% of travelled to work via public transport. This percentage is lower than the rest of Sydney where 18.5% use public transport to travel to work.

## **Car Ownership**

At the 2006 Census 84.7% of Warringah's households owned at least one car whilst only 8.5% did not own a car. The most significant change between 2001-06 was the increase in number of households owning 2 vehicles (+1,810 households). The other most notable change was the reduction in the number of households owning no vehicle which reduced 314 households.

## **3.2 Affordable Housing**

Housing affordability is a key issue for existing and future households in Sydney. Periods of strong economic growth, low interest rates and policies which have encouraged property investment have all contributed to rising housing costs which have resulted in difficulties for many people to afford housing.

Warringah has an extremely low percentage of affordable rental housing and a higher number of households in mortgage and rental stress than the Sydney average.

Low levels of affordable housing particularly affects key workers, youth, older people, lower income earners, single parents and people with a disability.

Whilst many of the factors influencing the supply of affordable housing in Warringah operate at a commonwealth or state level, local government does influence the supply of housing and mix of dwelling types through its land use planning policies. Local government is also able to directly influence the provision of affordable housing through joint ventures and partnerships.

Warringah is one of the most unaffordable local government areas in New South Wales. Within Warringah 70% of very low, low and moderate income renters and 60.1% of very low, low and moderate income purchasers are experiencing housing stress.

### **What is Affordable Housing?**

The Housing NSW, Centre for Affordable Housing (2008) describes 'affordable housing' as housing that is appropriate to the needs of a household and within their means to pay for it.

The Framework for National Action of Affordable Housing has developed a national definition for affordable housing as housing which is appropriate for the needs of a range of low and moderate-income households and priced so that households are able to meet other essential basic living costs. (Gurran 2008: 8).

The definition of 'affordable housing' under the 'Environmental Planning and Assessment Act 1979' (EP&A Act) is; '*housing for very low income households, low income households or moderate income households, being such households as are prescribed by the regulations or as are provided for in an environmental planning instrument*'.

*State Environmental Planning Policy (Affordable Rental Housing) 2009* (SEPP Affordable Housing) refers to the definition of affordable housing in the EP&A Act and provides that a household is taken to be a very low income household, low income household or moderate income household if the household:

- (a) has a gross income that is less than 120 per cent of the median household income for the time being for the Sydney Statistical Division (according to the Australian Bureau of Statistics) and pays no more than 30 per cent of that gross income in rent, or
- (b) is eligible to occupy rental accommodation under the National Rental Affordability Scheme and pays no more rent than that which would be charged if the household were to occupy rental accommodation under that scheme.

Households that have a gross income below 120% of the median household income and who are paying more than 30% of their income to meet housing costs are considered to be in 'housing stress'.

### **What are the Causes of Unaffordable Housing?**

Interest rates and economic growth rates play a significant part in contributing to the rise and fall in housing affordability problems.

The long term decline in housing affordability evidenced above has been the result of strong demand for housing and the reduced supply of low cost housing.

The strong demand for housing has been primarily driven by high levels of population and economic growth (Department of Planning 2005). When the demand for housing is high, house prices are pushed up which makes it difficult for new households to enter the housing market. This places further pressure on the private rental market.

Interest rates have a significant impact on housing affordability. When interest rates are high, existing households may experience mortgage affordability problems and mortgage defaults may decrease. This places greater pressure on the private rental market. Sydney's Metropolitan Strategy (Department of Planning 2005) noted that a long period of low interest rates has encouraged borrowing and increased competition for housing stock. The impact of monetary policy on the demand for housing is outside the control of local government.

The Commonwealth and State Governments have considerable influence over key fiscal and commercial factors, such as taxation, which influence the demand for housing. Sydney's Metropolitan Strategy (Department of Planning 2005) notes that current tax regimes (including negative gearing) have encouraged households to invest in housing thereby contributing to the demand for housing.

Another change which has reduced housing affordability has been demographic and social change, such as ageing and family breakdown, which has resulted in a greater share of smaller, lone person and single income households in the community. These changes result in affordability issues when there are insufficient smaller dwellings in the housing stock to cater for demand.

Whilst macro economic influences and changing demographics are beyond the control of local government, local government plays a crucial role in ensuring the local housing market is able to meet the demand for new housing and that a variety of dwelling sizes and types are provided.

### **Why Affordable Housing is Important**

There are a number of economic, social and environmental reasons for maintaining and providing adequate supply of affordable housing.

At a regional level widespread housing affordability problems can impact on inflation and the cost of labour which can constrain economic growth and competitiveness (Housing NSW 2009).



At a local level, the provision of affordable housing is important as it;

- Allows essential service workers, such as shop assistants, bus drivers, construction workers, cleaners, nurses and teachers, to live close to work. A shortage of affordable housing will force lower income earners to relocate to more affordable areas and thereby face longer commute times to work which will contribute to poor environmental outcomes.
- Provides housing for a diverse local workforce.
- Provides direct economic benefits to the local community, including increased demand for a range goods and services which in turn provides increased local employment opportunities.
- Meets the needs of the growing number of smaller households living in high-cost areas.
- Promotes social integration and social diversity.

Having a diverse workforce, with different skill levels, will support a wider variety of local businesses and services and will ensure that key worker positions are filled. When housing is unaffordable households are placed in a position where their residual income is insufficient to pay for essential necessities such as food, education and healthcare.

### **Private Rental Market**

The 2006 Census showed that 22.9% of households within Warringah were renting their dwelling from a private landlord or estate agent. Although this number is low, the percentage varied across the entire local government area. The three areas with the highest proportion of households which were rented privately were:

- Queenscliff (44%);
- Dee Why (38.9%); and
- Narrabeen (36.3%).

Area	No of Very Low Income Households in Rental Stress	% of Very Low Income Households in Rental Stress	No of Low Income Households in Rental Stress	% of Low Income Households in Rental Stress	No of Moderate Income Households in Rental Stress	% of Moderate Income Households in Rental Stress
Warringah	1,098	97	1,211	83	1,220	50
Sydney SD	65,475	93	36,611	61	22,500	32
NSW	107,187	90	59,117	57	28,085	26

- Source: ABS Census 2006

- Very Low Incomes is below 50% of the Census Median Equivalised Income

- Low Incomes is 50% - 80% of the Census Median Equivalised Income

- Moderate Incomes is 80% - 120% of the Census Median Equivalised Income

In Warringah, 83% of all low income households and 50% of all moderate income households are experiencing rental stress. This figure is considerably higher than the rest of Sydney where 61% of all low income households and 32% of all moderate income households are experiencing rental stress.

The housing market analysis for Warringah, produced by Housing NSW, shows 'the proportion of properties in the private rental market in Warringah that is theoretically affordable to households on 80% of median income was just 7.3% at June 2008. The average proportion of affordable rental housing in the Greater Metropolitan Region was 31%'.

### Private Purchase Market

At the 2006 Census, 33.4% of households within Warringah were purchasing their dwelling. The areas which contained the highest percentage of purchasers included:

- North Balgowlah (44.9%);
- Davidson (44.2%); and
- Frenchs Forest (42.3%).

Area	No of Very Low Income Households in Home Purchase Stress	% of Very Low Income Households in Home Purchase Stress	No of Low Income Households in Home Purchase Stress	% of Low Income Households in Home Purchase Stress	No of Moderate Income Households in Home Purchase Stress	% of Moderate Income Households in Home Purchase Stress
Warringah	785	86	970	67	1,484	50
Sydney SD	37,523	83	36,896	60	42,610	42
NSW	58,052	77	56,504	52	62,323	36

- Source: ABS Census 2006

- Very Low Incomes is below 50% of the Census Median Equivalised Income

- Low Incomes is 50% - 80% of the Census Median Equivalised Income

- Moderate Incomes is 80% - 120% of the Census Median Equivalised Income

In Warringah 67% of low income households and 50% of moderate income households within Warringah are experiencing purchase stress.

The BankWest Key Worker Housing Affordability Report, dated May 2008, is a survey which analysed the affordability of housing for five key worker groups across every local government area within Australia. The key worker groups included nurses, teachers, police officers, fire-fighters and ambulance officers. The study analysed housing affordability by comparing the house price to earning ratio for each group. This report states that purchasing a house within Warringah is unaffordable for all of the five key worker groups. This is a significant issue as these critical workers are gradually getting priced out of the housing market within which they serve.

Area	% of affordable Purchase stock for Very Low Incomes Mar 10	% of affordable Purchase stock for Low Incomes Mar 10	% of affordable Purchase stock for Moderate Incomes Mar 10
Warringah	0	0	2
Sydney SD	0	3	20
NSW	2	8	30

- Source: ABS Census 2006

- Very Low Incomes is below 50% of the Census Median Equivalised Income

- Low Incomes is 50% - 80% of the Census Median Equivalised Income

- Moderate Incomes is 80% - 120% of the Census Median Equivalised Income

## **Social Housing**

There are currently 1,228 social housing dwellings within Warringah, approximately 2.2% of the total housing stock within Warringah. This number can be broken down to:

- 1,077 public housing dwellings (180 cottages, 765 units, 53 townhouses and 77 villas); and
- 151 community housing dwellings.

The Housing NSW report shows 68% of public housing tenants within Warringah are over the age of 55% and 42.6% of household heads in public housing within Warringah are Aged Pensioners.

## **State Environmental Planning Policy (Affordable Rental Housing) 2009**

Until the recent introduction of State Environmental Planning Policy (Affordable Rental Housing) 2009 on 31 July 2009, there was no clear direction for state-wide land use planning policy which encouraged the provision of affordable housing.

The SEPP protects existing affordable housing which would otherwise be lost or become unaffordable as a result of development. The SEPP also provides controls which encourage the private and community housing sectors to provide a range of different types of new affordable housing by both private developers and social housing providers.

The SEPP includes provisions for the following types of affordable housing:

- Infill affordable housing;
- Secondary dwellings;
- Boarding houses;
- Supportive accommodation;
- Group homes;
- Residential flat buildings for the purpose of social housing; and
- Development proposals by or on behalf of Housing NSW.

There are many factors that influence the demand for housing and the provision of affordable housing and there are a range of mechanisms which can be implemented by the federal, state and local governments to improve housing affordability.

Local government can influence the availability of affordable housing within an area directly through joint ventures or partnerships with social housing providers, or indirectly, through influencing housing supply and housing mix through its land use planning policies and the development assessment process.

## 4 Warringah's Existing Dwelling Potential

Before commencing how to plan to meet the State Governments Housing target, it is essential to understand Warringah's current dwelling potential i.e. the number of dwelling that would be built if the current planning controls were not changed. It is only then the gap between current dwelling potential, and the dwelling target can be determined.

New housing in Warringah can take place in the following areas:

- Non Urban Land;
- Low Density Residential Areas;
- Medium Density Residential Areas;
- Shop Top Housing; and
- Brookvale/ Dee Why Major Centre.

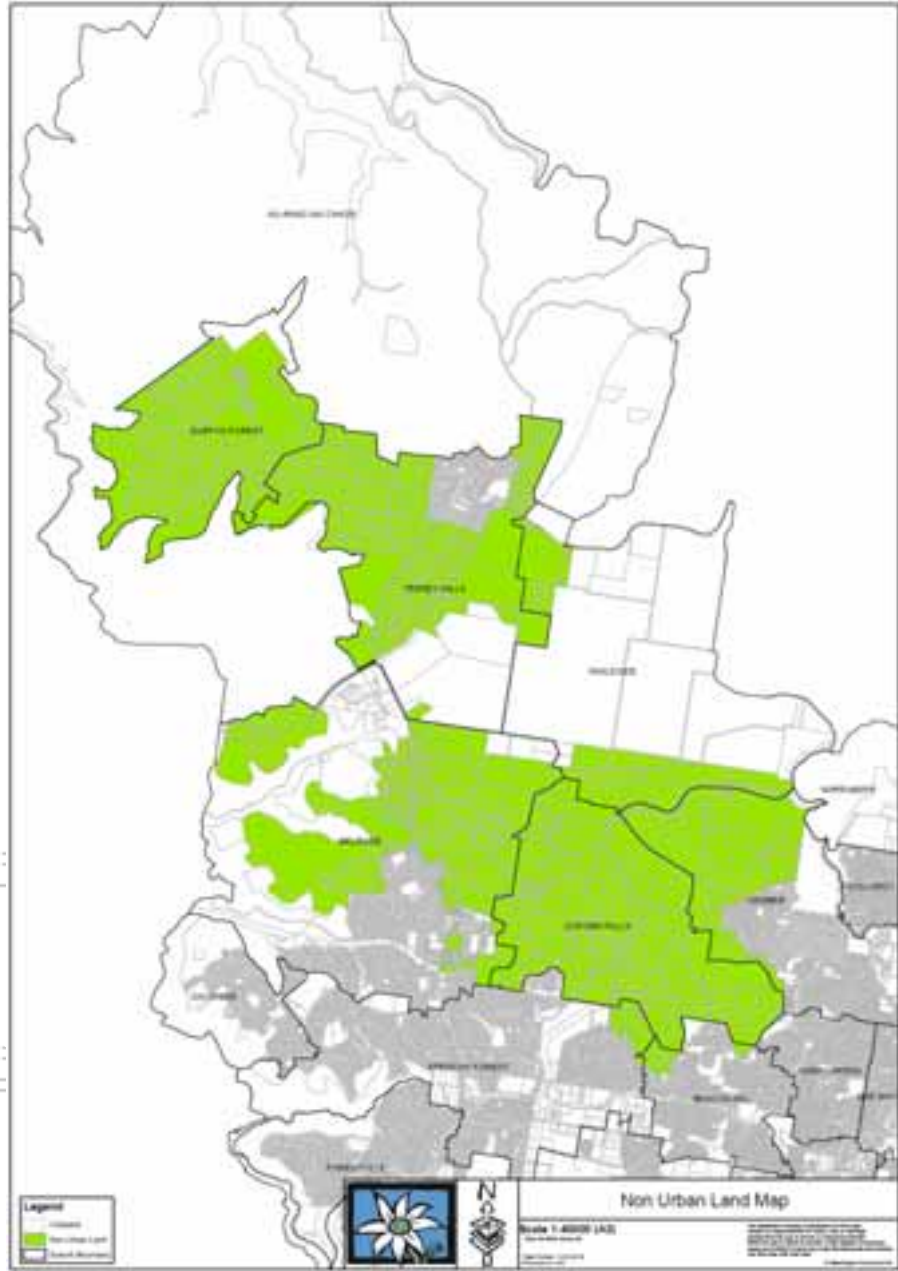
Council has commissioned an economic feasibility study to assist in the determination of appropriate take-up rates for the non urban lands, low density residential areas and medium density residential areas. It is acknowledged that 100% take-up is considered to impossible to achieve. Accordingly estimated take up rates have been applied to each category. This enables a calculation to be made to determine a realistic rate of redevelopment.

### 4.1 Non Urban Land

Warringah contains a significant amount of non-urban land. Under the draft WLEP 2009 these areas have been zoned either RU4 Rural Small Holdings or E3 Environmental Management. This land is typically characterised by large areas which are relatively unspoiled by urban processes and have high cultural, ecological or heritage significance.

The predominant subdivision pattern within these areas is restricted to larger lots with a housing density requirement of 1 dwelling per 2 hectares (1 dwelling per 20,000m<sup>2</sup>). Oxford Falls Valley , however has areas where the maximum housing density allowable is 1 dwelling per 20 hectares (1 dwelling per 200,000m<sup>2</sup>).

Below is a map of Warringah's non-urban land. As can be seen on the map most of this land is concentrated around the suburbs of Duffys Forest, Terrey Hills, Belrose, Oxford Falls and Cromer.



Based on the existing planning controls it is calculated that within these areas, lots could be subdivided to produce a net potential of 129 lots ranging in size from two to twenty hectares. For the purpose of estimating the total number of lots which will be redeveloped, a take-up rate of 50% has been applied. It is assumed that Warringah's non-urban land will produce approximately **65** additional dwellings by 2031.

## 4.2 Low Density Residential

Low density residential areas are those which are zoned R2 Low Density Residential under the draft WLEP 2009. These areas generally contain detached houses on lots of land ranging from 450m<sup>2</sup> to 600m<sup>2</sup>.

There are currently 601 lots within the low density residential zone which are either equal to or greater than the minimum lot size. Subdivision of these lots in accordance with the minimum lot size requirements, including areas required for vehicular access would generate a total of 2,483 lots (an average of 4.1 additional lots per subdivision). This equates to a net increase of 1,782 additional lots, based on a 100% take-up of redevelopment.

In order to estimate what percentage, or take up rate, of these lots is likely to be redeveloped by 2031, an analysis was undertaken of past rates of subdivision. The table below incorporates subdivision data collected by Warringah Council between from 2002 to 2009.

Year	Subdivisions (additional lots)
2002	143
2003	216
2004	103
2005	187
2006	236
2007	54
2008	2
2009	18
<b>Total</b>	<b>959</b>

For every subdivision an additional lot is created. From a base of 833 lots in 2002, 164 lots would equate to a 27.4% take-up.

By applying a take-up rate of 27.4% to the total net dwelling capacity of 1,782, it is reasonable to assume that by 2031 approximately **680** additional low density residential lots will be created.

Potential reasons for the low take-up of subdivisions since 2002 may be due to lack of new land releases, relative affordability, the general demand for larger lots, or other environmental constraints preventing land from being subdivided. All of these factors make subdivision a less attractive prospect.

### 4.3 Medium Density Residential

Medium Density Areas (MDA) are zoned R3 Medium Density Residential under the draft WLEP 2009 and are predominately located along the coast or along major transport corridors. There are no minimum lot size requirements in MDA's, so development within these areas must be designed to comply with the remaining built form controls (i.e. building height, setback and landscaped open space).

The location of Warringah's MDA's have been included on the map on the following page and can be broken down into the following areas:

1. North Narrabeen
2. Narrabeen/ Collaroy
3. Cromer/ Dee Why
4. Dee Why (South of the Dee Why Town Centre)
5. Eastern Dee Why
6. Western Brookvale
7. Northern Brookvale
8. Dawes and Perentie Road
9. Manly Vale
10. Freshwater/ Queenscliff
11. Queenscliff



Across all of the MDA there are 433 lots which are either vacant or contain a detached residential dwelling. If these lots were developed to their full potential they could accommodate a total of 2,442 dwellings, which equates to a net increase of 2,012 dwellings.

The capacity figures, identified above, were based on the following assumptions:

- height limits ranging from two to four storeys;
- 100% take-up of redevelopment and floorspace capacity;
- usable floorspace rate of 80% per development; and
- an average dwelling size of 100m<sup>2</sup>.

The analysis also makes assumptions on lot amalgamations based on the location of lots relative to each other. The table below incorporates the total additional capacity for each of the eleven MDA's.

MDA	Name	Existing Detached Dwellings	Average Amalg Lot Area (m <sup>2</sup> )	Take-up of redevelop't	Dwelling Potential	Net Additional Dwellings
1	Northern Narrabeen	109	1,535	100%	449	340
2	Narrabeen/Collaroy	46	1,294	100%	361	315
3	Cromer/Dee Why	13	1,012	100%	73	60
4	Dee Why (South of the Dee Why Town Centre)	18	1,345	100%	204	186
5	Eastern Dee Why	41	1,082	100%	231	191
6	Western Brookvale	48	2,396	100%	374	326
7	Northern Brookvale	58	2,795	100%	420	362
8	Dawes & Perentie Rd	75	1,105	100%	210	135
9	Manly Vale	12	1,251	100%	68	56
10	Freshwater/Queenscliff	1	565	100%	3	2
11	Queenscliff	12	742	100%	49	39
<b>ALL</b>	<b>TOTAL</b>	<b>433</b>	<b>1,375</b>	<b>100%</b>	<b>2,442</b>	<b>2,012</b>

An average take-up rate of 60% has been applied, as an accurate reflection of the likely dwelling potential. This equates to approximately **1,207** additional dwellings.

#### **4.4 Shop Top Housing**

Shop Top Housing consists of 2-4 storey mixed-use developments with housing above the office/retail component contained on the ground floor. These areas have been zoned B1 Neighbourhood Centre and B2 Local Centre within the draft WLEP 2009.

In order to determine how much additional dwelling capacity currently exists within these areas, and the likely number of dwellings, an analysis was undertaken of all of Warringah's retail centres (with the exception of the Dee Why Town Centre). The existing capacity for the Dee Why Town Centre was calculated as part of a separate process.

A survey of each of the centres was undertaken to identify the total area within each centre which was not developed to its maximum allowable floorspace under the current built form controls. Across all of Warringah's retail centres there is approximately 116,143 m<sup>2</sup> of land which is not developed to its full potential.

If all of this land is developed to its maximum allowable built form, these areas could accommodate 141,730m<sup>2</sup> of additional residential floor area. This figure is the total usable floorspace and incorporates an 80% reduction value for stairwells, lifts, car parking and storage. Based on an average dwelling size of 100m<sup>2</sup>, Warringah's retail centres could accommodate a net potential of approximately 1,398 shop top houses (assuming 100% take-up of redevelopment).

In order to determine the likely redevelopment potential, a take-up rate was applied to each centre. By applying the take-up rates to the total dwelling potential for each centre, the likely dwelling potential has been calculated at **1,022** shop top houses. This equates to a combined take-up rate of 75% for all of the retail centres.

#### **4.5 Brookvale/ Dee Why Major Centre**

The major centre comprises land zoned B4 Mixed Use and B5 Business Development under the draft Warringah Local Environmental Plan 2009. It is anticipated that the residential component will be confined to the Dee Why Town Centre which is zoned B4 Mixed Use (outlined in red within the map below).



An analysis was undertaken of the Dee Why Town Centre to identify all sites which have not been developed to their full floor space potential under the relevant build form controls. For each site the total residential floor area has been calculated based on all relevant built form controls such as floor space ratio, site coverage, floor plate coverage and maximum building height. In order to determine the usable floor space a reduction rate of 80% has been applied.

If every site is redeveloped to its maximum potential, there is additional capacity for approximately 151,265m<sup>2</sup> of residential floor space. By applying an average dwelling size of 100m<sup>2</sup> the maximum dwelling potential within the Dee Why Town Centre is 1,557 dwellings.

In keeping with the assumptions made as part of the shop top housing analysis, a take-up rate of 80% has been applied to the entire centre. This assumes that 80% of these sites will be redeveloped. By applying this take up rate to the maximum dwelling potential of 1,557 dwellings, it is assumed that the likely dwelling potential for the Dee Why Town Centre is **1,245**.

## 4.6 Housing for the Elderly and People with a Disability

Housing for seniors or people with a disability (HSPD) may consist of a residential care facility, a hostel or a group of self-contained dwellings, catering for seniors and people with a disability as defined in State Environment Planning Policy- Housing for Seniors or People with a Disability 2004 (SEPP-HSPD).

In order to estimate the number of HSPD that could be achieved by 2031, an analysis was undertaken of the approvals for this housing since 2000 (referring to self contained dwellings only, excluding approvals for beds in aged care facilities). There have been 673 approvals for HSPD in the decade leading to December 2009, averaging 67.3 additional dwellings per annum. By applying the rates, the projected HSPD between 2010 and 2031 would be **1,480**.

HSPD is generally regulated by SEPP-HSPD, which repealed SEPP No.5- Housing for Older People or People with a Disability. This housing has also been regulated by Schedule 16 of the Warringah Local Environmental Plan 2000 which the local provisions however will no longer be relevant under the Draft Warringah Local Environmental Plan 2009.

Previous applications for HSPD have the options of being assessed against the SEPP or Schedule 16 of WLEP 2000. It is subject to assessment against the Desired Future Character, Built Form Controls and General Principles of Development Control as per any applications. It is also subject to site related requirements, design requirements and development standards provided in the SEPP.

The implications of the transition between the state and local planning controls on the uptake for HSPD are unknown. In addition, this housing limitedly caters for seniors or people with a disability as defined in the SEPP that is marginal. As such, HSPD is not included in the calculations for total dwelling capacity for the purpose of this housing strategy.

## 4.7 Key Findings - Existing Dwelling Potential

Based on the results of the supply analysis it is assumed that there is potential for an additional **4,219** dwellings under the current built form controls. The results of the supply analysis are summarised in the table below.

	<b>Total Dwelling Capacity (100% take-up)</b>	<b>Take-Up Rate (%)</b>	<b>Realistic Dwelling Capacity</b>
Non-Urban Land	129	50%	65
Low Density Residential	1,782	27.4%	680
Medium Density Residential	2,012	60%	1,207
Shop Top Housing	1,358	75%	1,022
Dee Why/Brookvale Major Centre	1,557	80%	1,245
<b>TOTAL</b>			<b>4,219</b>

## 5 Environmental Impact of Additional Dwellings

The planning of additional dwellings need to understand the environmental impact of the development. A high level analysis has been undertaken comparing dispersed development (single dwelling house) and centre based development (medium density in urban centres). It is widely accepted that medium density development in centres has lesser environmental impact, reduces private vehicular trips and traffic congestion, and contributes to health and social benefits of the community compared to more traditional 'greenfield' developments. The myths and truths of these assumptions are discussed further below.

### 5.1 Environment

#### Greenhouse Gases

The greenhouse gas emissions (daily per capita) attributed to transport for individuals who live in urban centres serviced by public transport are significantly lower than those who live in fringe development. Both private vehicle use and number of kilometres travelled is lower for those individuals who live in centres and these typically increase with the distance from centres.

#### Water

Water consumption is generally lower in households living in medium density development in centres than those in low density areas. This is reflective of the lower outdoor water related activity use (such as gardens, lawns and car-washing).

However, City Futures (2007) have suggested that the higher income household in urban centres may be associated with greater indoor water consumption. Thus, while water usage rates are lower for urban centres than low density areas, the gap has the potential to be greater with better water user consumption education.

#### Electricity

Electricity consumption per dwelling is generally lower in medium density development in centres than low density development, however, the difference is marginal. It has been suggested that the similar consumption rates can be attributed to factors, such as the additional lighting, climate control and security measures at the common areas of medium density development. (City Futures 2006)

Higher income earners and those with a greater disposable income tend to occupy inner city dwellings, and in some cases, this may lead to higher electricity consumption as the cost can be absorbed more readily. (City Futures 2006)

## **Embodied Energy**

There are inconclusive results with regards to whether medium density dwellings can provide lower embodied energy per dwelling than low density dwellings. This is partly a result of the wide range of building materials and construction methods available, and the lack of stringent national standards.

## **5.2 Transport**

One of the most significant and measurable differences between centre based and dispersed development can be seen through transport (private vehicles and public transport).

### **Private Vehicles**

The number of trips made by private vehicles and the number of private vehicle kilometres travelled (per capita) increase with the distance an individual lives from urban centre.

The clustering of medium density around transport nodes encourages short walking and cycling trips to complete trips. There are significantly higher number of public transport, walking, and cycling trips (per capita per day) amongst individuals located in urban centres than those who located outside.

### **Public Transport**

The clustering of medium density by providing additional dwellings in established centres around transport nodes provides a greater population with the opportunity to easily access public transport. (The general rule of thumb considers 400 metres from public transport nodes as walkable distance.) This contributes to the uptake of public transport.

Increase in public transport use makes public transport more viable, and in return would increase service frequencies and routes to increase incentive and the desirability to use public transport. Whilst the location of dwellings does not guarantee the quality or level of public transport provided, the more viable the service becomes the more likely it would be implemented.

Increase in public transport use also results in lesser traffic than fringe and greenfield development where it is necessary to rely on private transport. Average annual capital and operating costs for cars per dwelling are three to four times lesser for those who live in medium density centres in comparison to those who live in low density fringe areas.

### **5.3 Infrastructure and Parking**

The initial cost of providing and maintaining roads and infrastructure per dwelling is significantly lesser for urban centres than fringe area. Likewise, the provision of utilities and services such as waste and emergency response decrease in delivery costs per dwelling for urban centres than fringe area. (Trubka et al., 2009)

By targeting existing centres for growth, expenditure on infrastructure can be greatly reduced. Thus potentially reducing the costs associated with providing additional housing and also allowing funding to be spent on other services and facilities.

The provision of parking (both residential and non-residential) is a significant, but often overlooked, cost when drawing comparisons between inner centres and fringe development. The provision of parking for fringe development is approximately 2.5 times the rate required in inner centres (Trubka et al., 2009). The higher parking provision rate for fringe areas is representative of the greater diversity of car trips and the greater proportion of trips requiring private transport.

### **5.4 Health, Society and the Economy**

Locating housing close to shops, amenities and other community facilities increases the uptake of walking and cycling trips within urban centres. This has a direct influence on health benefits to individuals and overall savings on health expenditure at both personal and governmental levels.

The increased public presence of people in urban centres also provides greater social interaction and contributes to a more vibrant community.

Greater walking and cycling trips increase the likelihood of consumption at local retailers and services over those in outer areas, thus benefiting the local economy. The health benefits associated with increased pedestrian and cycling activity also reduce the number of sick hours taken by individuals at work and have been shown to increase productivity (Trubka et al., 2009).

## 6 Options for Growth

There are three key options for growth which have been investigated in the preparation of this Housing Strategy. These options include:

- Land Release;
- Centre Based Growth; and
- Dual Occupancy Development.

### 6.1 Land Release

The Metro Strategy aims for 30-40% of the housing target for the Sydney Metropolitan Region to be provided in land release areas. The South West and North West growth centres, coupled with areas already identified for release on the existing program will provide 195,000 new dwellings.

The Metropolitan Development Program (MDP) manages land and housing supply and assists the co-ordination of infrastructure development and services. The MDP covers new residential development in existing urban areas and new release areas, also known as 'greenfield areas'. All land to be released must be included in the MDP release program.

Land at Ingleside, within the Pittwater local government area, is the only land within the NE Subregion identified for land release. The NE Subregional Strategy indicates that Ingleside is expected to be the primary source of "greenfield" housing development for the subregion to 2031.

The NE Subregional Strategy states that there is no necessity for the development of non-urban lands (not already identified on the MDP) to meet the dwelling targets. It also indicates that the Subregional Strategy review process will provide a context for timing and the need for future land release areas.

In June 2009 the Planning Assessment Commission (PAC) appointed by the Minister of Planning concluded that land at Oxford Falls Valley is not required for urban development, in the short term, and that a number of studies must be undertaken to determine the appropriate areas to be zoned for environmental protection and if appropriate, any areas which are suitable for urban development.

The studies to be undertaken include:

- Transport and accessibility;
- Management of bushfire hazard;
- Water quality, aquatic ecology and hydrology of the Narrabeen Lagoon and its catchment;
- Flora and fauna protection;
- Visual analysis; and

- Satellite communication buffer zones.

The PAC suggested that these studies be undertaken over the next 5 years. It is expected that the outcomes of the PAC and the above reports will be considered as part of the preparation future Housing Strategies for Warringah.

## **6.2 Centre Based Growth**

The Metro Strategy and the draft NE Subregional Strategy develop a hierarchy of centres within Warringah. The centres which have been investigated as having potential for additional dwelling capacity are those which have been identified in the Subregional Strategy as either a 'village' or 'small village'.

### **Brookvale-Dee Why**

Brookvale-Dee Why has been identified as a 'major centre' within the draft NE Subregional Strategy. Dee Why will develop as a highly livable town centre and Brookvale will be investigated for protecting and intensifying further employment lands. Council officers are currently developing a Concept Plan for Dee Why Town Centre and a detailed Employment Lands Strategy in Brookvale.

In the development of this Housing Strategy additional dwellings will not be considered within Employment Lands in Brookvale or Dee Why at this stage as Council must respond to future employment targets.

### **Villages and Small Villages**

The following centres have been identified as a village or small village within the draft NE Subregional Strategy and as potential centres for additional housing:

1. Narrabeen, Waterloo Street
2. Collaroy, Pittwater Road
3. Dee Why, The Strand
4. Forestville, Starkey Street
5. Frenchs Forest, Forest Way & Bantry Bay Road
6. Collaroy Plateau, Veterans Parade
7. Glenrose, Glen Street
8. Freshwater, Lawrence Street

9. Manly Vale, Pittwater Road
10. Narrabeena, McIntosh Street
11. Narrabeen, Devitt Street
12. Terrey Hills, Booralie Road

The Housing Strategy investigates the potential for these centres for future renewal and redevelopment to accommodate additional dwellings. The location of each of the centres listed above is shown on the map on the following page.





It is important to note that not all 12 centres are required to be up-zoned in order to achieve the housing target. This Housing Strategy considers the most popularly ranked centres identified through the Talk of The Town, both the staff pilot and Community Summit. In addition, planning consideration is given to the existing and future potential for extension to existing retail centres, open space, community facilities, infrastructure, public domain improvements as well as the potential dwelling capacity of each centre.

### **6.3 Dual Occupancy Development**

A 'Dual occupancy' is defined as development that comprises two dwellings (either attached or detached) on one lot of land, but does not include secondary dwellings (granny flats).

Dual occupancy doubles the housing density at allotments and makes better use of the existing residential land i.e. it achieves urban consolidation. Concentrated dual occupancy is also a better use of existing services and social infrastructure. It is a feasible and valid option to meet the housing target.

Throughout the 1980s and 1990s dual occupancy development was the principal tool used by the State Government to achieve urban consolidation to increase housing density in established low density residential areas and accommodate Sydney's growing housing needs. The removal of restrictions to the development of dual occupancies in the early 1990s resulted in a significant increase in the number of dual occupancies. Widespread opposition to dual occupancy development was based on the impacts it had on amenity and streetscape.

No dual occupancy development outside of Warringah's Medium Density Areas is proposed as part of this Housing Strategy

## 7 Engagement

### 7.1 Community

Warringah Council has developed an extensive community engagement process to assist in developing this Housing Strategy. The entire project was branded “Warringah’s Housing Future – Let’s Solve the Puzzle”. A four stage engagement plan was adopted by Council.

#### Stage 1 – Initial engagement

Initial engagement including an on-line discussion forum on [www.yoursaywarringah.com.au](http://www.yoursaywarringah.com.au), provocative advertisements, LGA wide letterbox drops, school poster competition, attendance at a wide variety of Council events and an extensive community outreach program.

#### Stage 2 – Talk of the Town 2010

Talk of the Town 2010 Community Summit was held in Dee Why on Sunday 23 May 2010. Its objective was to encourage healthy debate between participants about where the extra dwellings should be built and what they should look like. The Talk of the Town enabled members of the community to participate in developing a preferred direction for the Housing Strategy. This event formed the cornerstone of the community engagement process for this Housing Strategy.

Detailed results of the Talk of the Town 2010 have been provided in both Part 8 and Appendix 3.

#### Stage 3 – Gain feedback from Community on Housing Directions Paper

Avenues to gain feedback from the community on preferred housing direction included an online forum, facilitated stakeholder meetings and structured meetings with key government departments.

#### Stage 4 – Public Exhibition of Draft Housing Strategy

In accordance with the Warringah Housing Strategy Engagement Plan the draft Housing Strategy will be placed on public exhibition for public comment.

### 7.2 Online Community Forum

Warringah Council launched online discussion forums at [www.yoursaywarringah.com.au](http://www.yoursaywarringah.com.au) to encourage community input, raise interest and commence debate.

The initial forum on Warringah's housing future began in March 2010 and concluded after the Talk of The Town Summit. Its aim was to gather ideas on the approach (such as a question on land release), the potential housing types (such as a question on dual occupancies) and housing densities (in terms of height and location), as well as some of the values of residents (including quality of neighbourhood and housing affordability).

The second forum began in June 2010 and remains active. It encourages insights with regards to the results obtained from the Talk of The Town Summit, and provides opportunities for residents who were not present at the Summit to have their say. The discussion topics include the four proposed centres and areas unsuitable for development, the potential for dual occupancy and land release. The relevant themes arise in the forums are included in Appendix 3 that could be summarised as follows:

- A Housing Strategy should provide for diversity instead of a one-size-fit-all approach.
- There is general support for:
  - Smaller allotment sizes to increase housing density, and
  - Centre based development along transport corridor.
- There are mixed responses with regards to whether this housing strategy should include higher density development at non-urban land in the form of land release.
- There are discussions on the exact location at Terrey Hills for potential land release.
- There are concerns on:
  - The approaches to the housing affordability issue,
  - The existing saturated traffic at Forestville and Frenchs Forest,
  - The lack of acoustic privacy and landscaped open space at higher density development, and worry of homogenous proliferation of high rise in the Local Government Area,
  - The lack of public transport and saturated traffic in the Warringah Local Government Area.
- Centres should be integrated, accessible, accommodate community services, infrastructure and amenities for diverse populations, foster sense of security and provide landscaped open space.
- New development should be energy efficient, aesthetically pleasing, responsive to topography, and include landscaped open space.

### **7.3 Public Authorities and Agencies**

As part of the preparation of this Housing Strategy consultation was undertaken with a number of key agencies and public authorities. The intention of this consultation was to gain their feedback on the direction of the Housing Strategy and to identify potential issues which could direct the options proposed, and which will need to be dealt with as part of the plan preparation process. The initial feedback from the authorities and agencies which agreed to provide Council with assistance has been outlined below.

## **Housing NSW**

Housing NSW was supportive of the centre based approach. The Department noted that the majority social housing dwellings within Warringah contained 1-2 bedrooms and housed single parent and sole person households. Generally Housing NSW is looking to provide additional housing for the elderly and for people with high needs. However the Department also noted that they are looking to provide additional 3 bedroom dwellings.

Housing NSW has requested that future planning decisions provide flexibility to enable appropriate housing to be provided to meet future demand. Medium density housing around key centres will enable the delivery of a variety of housing forms within locations which have access to transport and key services such as shops and medical facilities.

## **State Transit Authority**

The State Transit Authority (STA) was consulted to provide initial feedback on the provision of public transport services within the LGA, and more specifically the centres proposed for additional growth. The consultation focused on the need to increase services to match the growth in development within the area.

With regard to Frenchs Forest the STA noted that there is a significant amount of potential for some large service changes to this area which will require investigation into service linkages between Chatswood and Dee Why. This investigation will need to be undertaken as part of the Local Environmental Plan preparation process.

It was noted that in order to provide additional feedback, they will need to know what changes will be made to the road networks within and around each centre which would require the preparation of a Transport Management and Accessibility Plan (TMAP). A TMAP is a comprehensive assessment of the transport impacts of major site redevelopments and redevelopment proposals. The plans propose a range of transport measures such as infrastructure, services and demand management initiatives to manage the demand for travel to and from each centre. The preparation of these plans will require cooperation from all stakeholders. These would need to be prepared as part of the plan preparation process.

## **Roads and Traffic Authority**

The Roads and Traffic Authority (RTA) were directly consulted to provide feedback on traffic generation and potential upgrade works which may be required as a result of the proposals within this Strategy. Overall the RTA was supportive of the centre based approach and of the centres identified for additional dwelling capacity. However, they did note that a significant amount of upgrade work would be required in order for the proposed centres to accommodate the additional dwelling figures proposed.

Similar to the STA, the RTA recommended the preparation of a TMAP. It is anticipated that the RTA in conjunction with Transport NSW would assist Council in the preparation of the plan. With respect to traffic, the TMAP would need to include:

- Peak and daily traffic movements,
- Regional and local intersection and road improvements,
- Vehicular access options,
- Timing and cost of infrastructure works, and
- The identification of funding responsibilities.

As a result of this preliminary consultation, the RTA provided feedback on existing pressure points and potential upgrade works which may be required as a result of additional vehicular traffic. The centre specific recommendations provided by the RTA have been included within the Centre Analysis in Appendix 1. However, it should be noted that potential upgrade works will not necessarily be limited to the traffic works proposed. Additional investigation will be required as part of the plan preparation process.

Subject to availability of future funding, the RTA will be investigating the provision of bus lanes and upgrades to controlling intersections at the following locations:

- Along Warringah Road
  - Westbound (AM Peak) Forest Way to Starkey Street,
  - Westbound (AM/PM Peak) Arthur Street to Clive Street,
  - Eastbound (AM Peak) Forest Way to Wakehurst Parkway,
- Warringah Road/ Forest Way,
- Warringah Road/ Starkey Street, and
- Warringah Road/ Wakehurst Parkway.

### **Department of Environment, Climate Change and Water**

The Department of Environment, Climate Change and Water (DECCW) generally supported the centre based approach and did not raise any initial concerns with the centres selected.

DECCW has requested to be involved with future investigations into the release of non-urban land for additional residential development. This consultation will occur as part of the preparation of the reports recommended by the Department of Planning's Planning and Assessment Commission.

The Department noted the presence of threatened species on site of the proposed Northern Beaches Hospital within the Frenchs Forest Centre.

### **Department of Planning**

The Department of Planning are generally supportive of the centre based approach and did not raise any initial concerns with the centres selected. Further investigation is required into the Standard LEP can enable the building forms in the draft Housing Strategy to be implemented.

## Sydney Water

Sydney Water has no objection to the proposed centres, however, amplifications will need to be made to Sydney Water's water and wastewater systems to service to the proposed housing centres. Specific requirements for the amplifications can be determined through the proposed planning amendments.

## 7.4 Key Stakeholders

A forum involving local community groups was held at Council on 2 August 2010. The aim was to gain broader community input on the outcomes of the Talk of The Town. The community groups represented interest in real estate, social housing, and other Warringah residents.

The relevant themes arise in the forums are included in Appendix 5 that could be summarised as follows:

- The housing target could be met by higher density development through land release at non-urban land at Terrey Hills. Oxford Fall is not suitable for development,
- Additional dwelling supply could be facilitated by smaller allotment sizes, dual occupancies, and 3 to 5 storeys high developments,
- Dual occupancy may be made permissible only in specific localities, and subject to planning provisions and regulations,
- Higher density development should be served by public transport and park-and-ride commuter facilities, and address topography,
- New development should accommodate a variety of housing, provide for the amenity of occupants in terms of sunlight access and open space. It should be affordable, accessible and served with adequate car parking, and should not have an adverse impact on the existing social fabric, and
- Minimum allotment size, front setback requirement and landscaped open space requirements should be reviewed to promote appropriate density.

## 8 Talk of the Town 2010 – Community Summit

### 8.1 Purpose

“*Talk of the Town 2010*” provides a representative forum for deliberative discussions to help shape the future of housing in Warringah. Its main focus was to encourage healthy debate between participants about where the extra dwellings should go and what they should look like.

The “*Talk of the Town*” was hosted by TV presenter James O’Loughlin as well as professional facilitator Lucy Cole Edelstein, from Straight Talk. It was attended by nearly 460 participants who were recruited specifically to match the demographics of the Warringah local government area in terms of age, sex and suburb. The format of the day combines a number of creative tools and techniques including electronic voting, sticker sessions, highly interactive table discussions and opinion boards.

### 8.2 The Results

Keypads polling results gives Council a clearer picture of what residents want Warringah to look like in the future. Results are provided in Appendix 4 and a snapshot of the voting results is provided as follows:

- 66% of voters indicate they would prefer medium density development over high or low,
- 72% of voters state that any residential development should be in centres and corridors that have access to public transport and local services,
- 61% said they would prefer to live further away from shops, public transport and employment to live on a larger property,
- When asked if there should be development allowed in non-urban areas, 45% say yes and 45% say no,
- 72% of the people agree that dual occupancy should be allowed,
- 48% of votes indicate they would prefer the majority of new dwellings needed to meet the targets set by the State Government to be located in a limited number of existing centres.

Participants identified ‘no go’ areas for further development with stickers, which have been collated and demonstrated in Appendix 4. The top four (4) areas identified are as follows (in order of preference):

1. Dee Why Strand & Dee Why Town Centre
2. Narrabeen
3. Collaroy
4. Freshwater

These results clearly show that the majority of participants see the coastal areas of Warringah as already having enough development and would prefer to see the additional dwellings accommodated away from the coast. Participants also identified 5 centres and non urban land areas to accommodate additional dwellings with stickers, which have been collated and demonstrated in Appendix 4. The identified centres include:

1. Narraweena
2. Manly Vale
3. Forestville
4. Frenchs Forest
5. Terrey Hills (Non Urban Area)

### 8.3 Facilitator Notes

The Talk of the Town includes table discussion where participants had the opportunity to become more informed before casting their vote. They listened to the expert panel, reviewed and discussed material provided by Council, and discussed and listened to the views of other community members on their table. Facilitators took notes on qualitative information to understand the drivers behind the voting patterns. The notes are available in Appendix 4 that is summarised as follows:

- Some participants consider that growth in non-urban land is necessary to help meet the housing target. Others worry about the constraints of limited infrastructure, public transport provision and accessibility, and the relationship with the surrounding natural environment and neighbourhood character in non-urban land,
- Named advantages of centre based growth include accessibility to shops and public transport, and readily available infrastructure and services,
- Some named considerations for centres include: the developability of land, topographical constraints, affordability and opportunities to revitalise,
- The coast is generally considered to have reached its capacity, in terms of the existing density in relation to infrastructure and transport provision, and the natural environmental constraints,
- The Housing Strategy should accommodate a mix of housing densities and housing types, to cater for the various household sizes, age groups and socioeconomic backgrounds,
- There is general support for dual occupancy provided that the amenity of occupants is guaranteed. There is also support for smaller allotment sizes,
- New development should maintain the existing sense of community, social cohesion and character of localities, and address the amenity of occupants. It should be provided with the necessary infrastructure, be environmentally sustainable, and be of good architectural and urban design,
- There are concerns on the existing adequacy and uncertain future planning for infrastructure and services,
- There are also concerns on the provision of affordable housing in the Warringah Local Government Area.

### 8.3 Opinion Walls

The Talk of the Town includes Opinion Walls located around the room to provide alternative space for participants to provide additional inputs and comments to the Housing Strategy. Posted comments are available in Appendix 4 that is summarised as follows:

- The housing strategy should provide for diversity instead of a one-size-fit-all approach,
- New development should accommodate variety of unit sizes and bedroom numbers, provide adequate off-street car parking, storage space and private open space, protect the amenity of occupants, be energy efficient and of good architectural design. It should address body corporate management and housing affordability issue, protect the character and social fabric of localities, and not have an adverse impact on property values or heritage items,
- Allotment size and setback requirements should be reviewed to facilitate a mix of housing types to accommodate mix of socioeconomic backgrounds,
- There are both support and resistance to dual occupancy,
- Opinions supporting higher density development consider them more appropriate as they accommodate the same amount of housing in lesser space to allow better opportunities for open space,
- Higher density development should take place along transport corridor around services and shops,
- There is general support for growth located at the western part of the Warringah Local Government Area, as the eastern part of the Local Government Area is commonly named no-go areas for higher density development,
- There are concerns on the future planning for infrastructure and services, the existing inadequate public transport and saturated capacity of roads,
- Centres should be accessible, serviced with transport corridor, public transport and safer bike paths, and local employment opportunities.

### 8.3 Staff Pilot

To ensure a robust planning process and meaningful participation, a staff pilot was conducted with 50 Council staff, also local residents, to test the process and questions. Nevertheless, the input and comment gathered is also valid for consideration for the Housing Strategy.

## 9 Our Strategy for Growth

This section outlines how Warringah will achieve its target to 2031. The dwelling target specified within the draft North East Subregional Strategy is from 2005 to 2031. Accordingly, Council is already being measured on its progress toward its new dwelling target.

	Source of additional dwellings
1	Past growth (2005 – 2009)
2	Existing Capacity to 2010 - 2031 (under current controls)
3	Centre Based Growth (Narraweena)
4	Frenchs Forest – Proposed State Significant Site

Items 1 and 2 in the above table represent the likely number of additional dwellings which Warringah can expect to accommodate by 2031 if there is no change to Council's planning controls. However the total dwelling capacity achievable under the existing controls will not be sufficient to meet the Metro Strategy targets. For this reason, Council must look at adjusting its controls in certain locations to enable greater dwelling potential. Items 3 and 4 have been established to identify what changes can be made to ensure that Warringah can accommodate the dwelling target.

This Strategy is proposing to focus additional growth around the key centre of Narraweena. This direction has been adopted based on the results of the Talk of the Town 2010. This Strategy will need to be amended to incorporate dwelling yield identified within the Frenchs Forest State Significant Site.

### 9.1 Land Release

No additional land release is being proposed via this Housing Strategy. In order for any additional land to be released for urban development, there must be a significant amount of assessment undertaken to determine where this release should occur and to clearly identify the potential environmental impacts which may result from increased urban development within the sensitive non urban areas. This assessment will need to be undertaken in addition to the reports prepared in accordance with the recommendations made by the Department of Planning's Planning and Assessment Commission in June 2009.

### 9.2 Past Growth 2005 – 2009

The table below incorporates the annual dwelling approvals within Warringah between 2005 and 2009. The figures have been broken down into a number of different categories. These categories reflect the type of development which was approved.

Past Dwelling Approvals (2005 – 2009)								
Year	Dee Why Town Centre (DWTC)	Unique Development Sites	Perentie / Dawes Road Subdivision	Subdivision	Medium Density Housing	Shop Top Housing	Seniors Living	TOTAL
2005	60	46	11	6	251	19	65	458
2006	36	14	0	13	78	14	24	179
2007	0	9	0	41	42	19	38	149
2008	0	0	0	51	141	10	0	202
2009	0	0	0	32	114	9	135	290
<b>TOTAL (2005-2009)</b>	<b>96</b>	<b>69</b>	<b>11</b>	<b>143</b>	<b>626</b>	<b>71</b>	<b>262</b>	<b>1,278</b>

Between January 2005 and December 2009 there was an additional **1,278** dwelling approvals within Warringah. This figure is to be used to track Warringah's progress from the commencement of the Metro Strategy in 2005.

It would be unrealistic to expect this dwelling approval rate to continue given:

- There are no more Unique Development Sites in Warringah;
- Perentie/Dawes Road Subdivision fully developed;
- Dee Why Town Centre development has stagnated over the last 3 years; and
- Development in the Medium Density Development has slowed down since the WLEP was gazetted.

To stimulate development to ensure the housing target is achieved

### 9.3 Existing Capacity (2010 – 2031)

Existing capacity represents the existing dwelling potential under the current planning controls. The existing dwelling potential has been outlined in greater detail under 'Part 4 Supply Factors – Existing Dwelling Potential'. The total number of additional dwellings which Warringah can expect to achieve under its current controls by 2031 has been included within the table below.

	Type of Development	Projected Dwelling Approvals (2010 – 2031)
1	Non Urban Land	65
2	Low Density Residential	680
3	Medium Density Residential	1,207
4	Shop Top Housing	1,022
5	Dee Why Brookvale Major Centre	1,245
	<b>TOTAL</b>	<b>4,219</b>

Warringah can accommodate an additional **4,219** dwellings by 2031. In addition to the dwellings which have already been approved between 2005 and 2009, Council will be able to achieve approximately **5,325** dwelling between 2005 and 2031. This figure is well short of the 10,300 additional dwellings required.

## 9.4 Centre Based Growth

The Metropolitan Strategy sets out that residential development should be located within centres and corridors which have easy access to public transport and local services. The responses at the Talk of the Town, staff pilot and stakeholder workshop also generally support centre based development.

Medium density dwellings in established centres have many benefits including:

- Achieve the housing target in lesser space to preserve open space and the character of areas outside the centres,
- Optimise the use of existing services and infrastructure,
- Concentrate activities to reduce the need for transport and reliance on cars,
- Facilitate healthier lifestyle by fostering walking and cycling to shops & facilities,
- Concentrate critical mass to support public transport, and
- Concentrate catchment market to strengthen local economies.

Consideration is also given to the existing and future potential for open space, community facilities, infrastructure, accessibility and public transport provision. Suitable planning controls will be investigated to address the relationship with the existing developments and character of the locality, sense of place, social fabric and design quality.

Narraweena is considered the most suitable to be up-zoned for higher density developments. The additional dwelling capacities which could be achieved for each centre have been included within the table below.

	Centre			Net Additional Dwelling
1	Centre Based Growth	Narraweena	Centre Up-zoning	3,675
2	State Significant Site (*)	Frenchs Forest	Centre Up-zoning (Dwelling potential subject to finalisation by the Department of Planning and Infrastructure)	1,300 (max)

*(\*) The contribution from the State Significant Site (SSS) is dependent upon the up-zoning associated with progression and implementation of the SSS provisions within the State Policy for Major Developments.*

The proposed amendments to the built form controls for Narraweena and the addition dwelling capacities are outlined below.



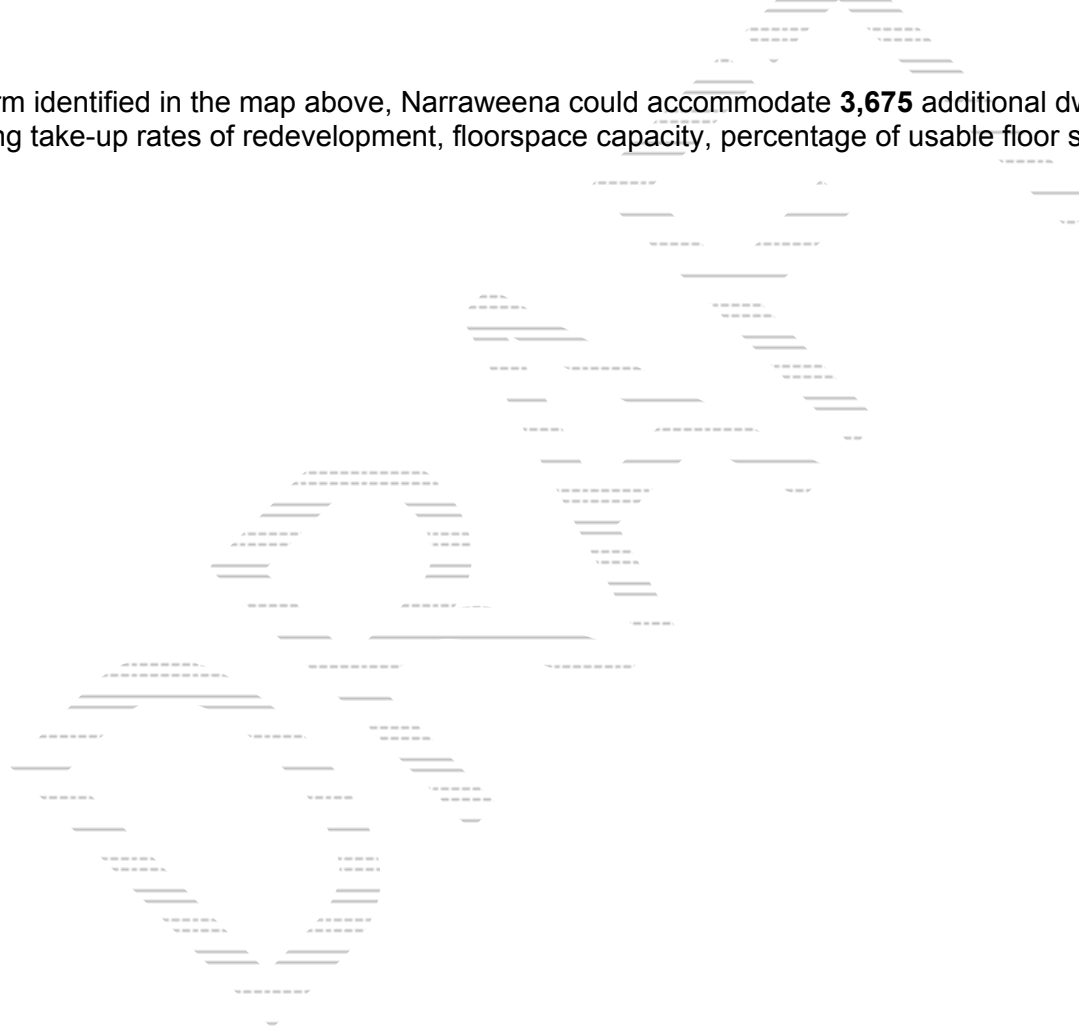
## Proposal

It is proposed to provide a mix of 4 and 3 storey residential flat buildings and 2 storey townhouses and villas around the retail core of Narraweena.

The building heights grade downward away from main intersection of McIntosh Road and Alfred Street. By doing this it will provide a sufficient barrier between detached residential dwelling and the higher density residential development.

## Dwelling Yield

Based on the proposed built form identified in the map above, Narraweena could accommodate **3,675** additional dwellings. This figure incorporates a number of assumptions including take-up rates of redevelopment, floorspace capacity, percentage of usable floor space and average dwelling sizes.



## 9.5 Key Directions

Source of additional dwellings		Net Additional Dwelling	Cumulative Dwelling Increase
Past growth	2005 - 2009	1,278	1,278
Existing Capacity 2010 - 2031 (under current controls)	Non Urban Land	65	1,343
	Low Density Residential	508	1,851
	Medium Density Residential	1,207	3,058
	Shop Top Housing	1022	4,001
	Dee Why Brookvale Major Centre	1,245	5,325
Centre Based Growth	Narraweena Centre Up-zoning	3,675	<b>9,000</b>
State Significant Site (*)	Frenchs Forest Centre Up-zoning (Dwelling potential subject to finalisation by the Department of Planning and Infrastructure)	1,300 (max)	10,300 (max)
<b>TOTAL</b>		<b>10,300</b>	<b>10,300</b>

(\*) The contribution from the proposed State Significant Site (SSS) is dependent upon the up-zoning associated with progression and implementation of the SSS provisions within the State Policy for Major Developments.

## 10 Implementation and Future Actions

The implementation of this Strategy will need to occur through subsequent amendments to Warringah Council's planning controls. From 2005 to 2009, Warringah has experienced a net addition of 1,278 dwelling which equates to approximately 256 dwellings per year. In order to achieve the target of 10,300 between 2005 and 2031 growth in dwellings must be average approximately 380 dwellings per year. However, since the commencement of the Metro Strategy, the dwelling increase within Warringah has been slow.

The projected dwelling yields, in this Housing Strategy, are based on historical data and economic feasibility analysis, providing conservative and attainable estimates. The conservative estimates of dwelling yields and take up rates minimises the potential for Council to rezone additional centres to meet the housing target.

On adoption of the Housing Strategy a planning proposal will be prepared to up-zone Narraweena in accordance with the dwelling yields identified in this Housing Strategy. The rezoning will be an amendment to Warringah's LEP, once it has been gazetted. Any new controls arising from the Housing Strategy will be incorporated into Council's comprehensive DCP. Amendments will be drafted and exhibited following finalisation of the Housing Strategy.

This Strategy will need to be amended to include dwelling yields identified within the State Significant Site proposal at Frenchs Forest.

The Housing Strategy will need to be reviewed within 5 years of its adoption. The review will:

- Update dwelling yield take up from commencement of the Housing Strategy;
- Review Housing Targets;
- Review supply/demand factors for housing in Warringah.

Based on the review of the Housing Strategy recommendations will be made on the need to initiate future planning amendments in line with the Strategy for growth.