#### ТТАСНМЕ

# HOUSING STRATEGY

The Hills Shire Council | October 2019







The Housing Strategy was adopted by Council on XXXXXXX Minute No.XXXX.

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The Hills Shire is a local government area (LGA) in the north west of Greater Sydney, around 30 kilometres from Sydney CBD. Spanning 38,500 hectares it forms part of the Central City District, along with the Blacktown, Cumberland and City of Parramatta LGAs. The Shire includes land between Baulkham Hills and West Pennant Hills in the south, to Wisemans Ferry in the north.

The Hills Shire was home to approximately 162,500 people in 2016. We are planning for an 80 per cent increase in population by 2036, with the population of 290,900 people needing a mix of housing, access to services, shopping and public transport, and opportunities to connect with each other, with nature and with the rest of Greater Sydney.

While connected to the Central River City, centred around Parramatta, The Hills has strong links to the Eastern Harbour City and will grow connections to the future Western Parkland City and the Aerotropolis around the planned Western Sydney International Airport.







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## **Executive summary**

With the population of The Hills Shire set to increase from approximately 162,500 people in 2016 to 290,900 people in 2036 – an 80 per cent increase – our planning must consider a greater mix of housing in both greenfield areas and around the stations along the Sydney Metro Northwest corridor.

In recent years, in response to the market and to investment in transport infrastructure, we have focused higher density housing in centres and transport hubs, with a transition to lower densities further from centres. This approach balances the need to meet demand for well-located new homes for a growing population while retaining the low density character of established residential areas.

The Shire's population is set to grow by around 80 per cent between 2016 and 2036 to 290,900 people. To accommodate this increase, 38,000 new homes will be provided in greenfield areas or in urban renewal areas along the Sydney Metro Northwest corridor by 2036.

The projected number of new dwellings exceeds the targets established for the Shire in the *Central City District Plan*. We do not intend to accelerate or rezone additional land for residential uses above what is either currently zoned or strategically identified, unless exemplary development and community outcomes can be achieved.

The Shire's seven Sydney Metro station precincts are all forecast for an uplift in jobs and housing. These precincts will be carefully planned along transport-oriented design principles that provide a mix of land uses and improvements to public areas, creating places that are easy for people to walk around.

Greenfield areas (Box Hill, North Kellyville and Balmoral Road) will also change significantly as they will accommodate most of the Shire's supply of detached homes.

The challenges to growth in urban renewal and greenfield areas vary. In urban renewal areas this includes the time it takes for older houses to be redeveloped, and finding adequate space for playing fields for example.

In greenfield areas, the greatest challenge is aligning growth with the timely provision of infrastructure, most of which is provided by the NSW Government. We will encourage and work with State agencies to more actively participate in upgrading assets to unlock housing opportunities.

We have prepared local infrastructure plans in greenfield areas; however, residential densities are higher than originally planned. Matching infrastructure with growth is a challenge and the funding mechanism does not facilitate upfront delivery of local facilities such as roads, drainage, parks and sporting fields. Funding of libraries, community centres and aquatic facilities in these communities is also uncertain with only the land for these facilities funded through the local contribution framework.

We have developed this *Housing Strategy 2019* around five planning priorities that reflect the planning priorities of *Hills Future 2036*, our Local Strategic Planning Statement. These priorities are to:

- plan for new housing to support Greater Sydney's growing population, by matching growth with infrastructure, planning for housing densities that are appropriate to each area and bringing all parties together to remove barriers to delivery.
- plan for new housing in the right locations, from higher density development around new Sydney Metro stations, local infill development and the Shire's four greenfield areas.
- plan for a diversity of housing, including a greater range of apartment types and low-rise housing, as well as affordable housing and housing for seniors or people with a disability.
- renew and create great places, not only through planning mechanisms, but also by focusing on local character, high quality built form, affordable living, heritage, amenity and lifestyle.
- provide social infrastructure and retail services to meet residents' needs through a master planning approach that considers schools, shops, libraries, community centres and community events.

As the overall strategic approach to planning for housing for the Shire's growing population, the *Housing Strategy* 2019 also supports the commitments in our Community Strategic Plan, as expressed in the Hills Shire Plan, as well as the objectives of the higher-level *Central City District Plan* and *Greater Sydney Region Plan*.





# INTRODUC





## Purpose

The *Housing Strategy 2019* establishes the basis for strategic planning of the residential component of the Shire's urban lands to 2036. It is our response to the housing components of the Region Plan and District Plan. It informs the planning priorities and five-year actions in Hills Future 2036 and provides the finer detail about how we will achieve our vision and guide growth into the future.

To shape exceptional living, working and leisure places where expected growth brings vibrancy, diversity, liveability and prosperity for the Hills. **Vision – Hills Future 2036** 

Achieving the vision will require collaboration with, and commitment from, all stakeholders including the community, the NSW Government, business and the development industry to provide the housing and infrastructure needed for new communities.

Our aim is for the increase in housing to meet the needs of the existing and future population through a framework for how land will be managed into the future. This Strategy provides the strategic justification for planning controls, informing decision-making on planning proposals and development applications.

We expect State agencies to use the Strategy when programming and planning their core business activities in the Shire.

## **Developing the Strategy**

The *Housing Strategy 2019* complements the Hills Shire Plan, including the Community Strategic Plan, and will contribute to the themes of building a vibrant community and prosperous economy, proactive leadership and shaping growth.

The Strategy was informed by an understanding of the characteristics of the Shire's different residential areas as well as the characteristics of the existing population. These characteristics are assessed alongside a broader strategic context, prevailing trends, likely demands on residential lands, and whether there is available capacity to respond to growth and change.

In developing the strategy we:

- reviewed NSW Government policies including the Greater Sydney Region Plan, Central City District Plan and Future Transport 2056.
- reviewed demographic data including trends or changes over time.
- audited existing zoned residential land including the quality and suitability of existing sites.

A Housing Market Demand and Diversity Analysis will provide further understanding of the effective housing demand within the Shire, and will supplement this Strategy.

Additional documents supporting this Strategy and *Hills Future 2036* are available from <u>www.thehills.nsw.gov.au</u>.





# STRATEGI CONTEXT







Figure 2: Hills Future 2036 and supporting strategies

We have reviewed the State and local strategic planning framework and recognise that The Hills Shire will be integral in Greater Sydney and will feature places for people, accessible and walkable neighbourhoods and a diverse supply of new housing. The key documents in this framework are:

## State level

- Greater Sydney Region Plan
- Central City District Plan
- State planning instruments 0
- North West Rail Link Corridor Strategy.

### Local level

- Hills Future 2036
- Hills Shire Plan, including the Community Strategic Plan
- The previous Hills Local Strategy
- The Hills Corridor Strategy
- Local planning instruments.

Appendix A provides information on these documents and how they influence this Housing Strategy.





# EVIDENCE



## Demographic overview

#### **Population**

The Hills Shire has seen rapid growth of the urban area and population change in the southern portion of the Shire, over a relatively short timeframe.

#### Figure 3: 1949 population 16,000



Figure 4: 2018 population 166,000



Source: ABS Census 2016 (Adjusted)

#### Figure 5: Population growth and forecast 1949–2036



Source: ABS data and Department of Planning, Industry and Environment Population Projections Note: Population adjustment in 2016 and beyond relate to LGA boundary changes around Carlingford. This growth has seen areas of the Shire once dominated by farms, orchards and bushland become more urbanised. Most change has occurred since the 1980s through the release of greenfield land for development, mainly in the Shire's south, in Beaumont Hills, Bella Vista, Castle Hill, Kellyville, Rouse Hill and West Pennant Hills, and more recently, in the suburbs of Baulkham Hills, North Kellyville and Norwest.

The continued development of the North West Growth Area, as well as Balmoral Road and Box Hill North greenfield areas, along with urban renewal around Sydney Metro Northwest stations will see the population of the Hills grow to approximately 290,900, equivalent to 2.1 per cent annual growth.

Appendix B details our review of population trends and changes over time and includes:

- projected population of the Central City District LGAs.
- population locations and change over time.
- projected age profile.
- household composition and size.
- countries of origin for overseas born residents.
- number of children per household and projected change over time.
- average number of bedrooms per dwelling.
- housing tenure type.
- household income.
- housing stress (rental and mortgage).
- migration.

## Housing demand, trends and diversity

#### Underlying demand

The implied dwelling requirement, which informs the underlying demand for housing, considers the projected population and household sizes to determine the potential number of dwellings required to serve the population.

The Department of Planning, Industry and Environment's 2016 population projections estimate that The Hills will be home to an additional 128,000 residents by 2036. These projections are based on assumptions including trends related to births, deaths and migration.

To accommodate an additional 128,000 residents by 2036, approximately 38,000 dwellings will likely be required (assuming an average occupancy rate of 3.3 people per dwelling).

#### Effective demand

Effective demand refers to the types and locations of new dwellings required to accommodate expected growth. While family households will continue to be the dominant demographic group in The Hills, there is expected to be an increase in couple-only and single-person households, attributed to the increase in smaller dwellings and apartments. A diversity of dwelling types and sizes will provide ample choice in the market to suit a range of lifestyles, means and needs.

\* More information is available from <a href="https://www.planning.nsw.gov.au/Research-and-Demography/Demography/Population-projections">https://www.planning.nsw.gov.au/Research-and-Demography/Demography/Population-projections</a>.

#### Seniors and people with a disability

With the number of people aged 55 and over anticipated to increase, demand for housing suitable for this age group will also increase. Although we have greater numbers of people aged over 55 than in other age cohorts who are leaving The Hills, this age group does not currently make up a significant proportion of the population. In 2016 net migration for over 55s was the lowest of all age groups in the Hills, with approximately 2,000 people from this age group leaving the Shire. This figure suggests that, while there is undoubtedly demand for seniors' housing, the demand is by no means excessive.

Research conducted by the World Health Organisation in the *World Report on Aging and Health 2015* found 'a common preference among older people for remaining in their local community and maintaining their social networks throughout the aging process.' For some this means 'continuing to live in the same home. For others, it means moving to a home that is safer or more adapted to their needs while maintaining vital connections with their community, friends and family.' This suggests that we should be looking at a wider variety of options for seniors, housing, and not solely providing housing for elderly residents in retirement villages.

There is, however, likely to be demand for housing for seniors and people with a disability in developments that can provide higher levels of care. Between 2011 and 2016, an additional 1,300 residents needed assistance with core activities, with the largest proportion of people of this group aged 85 and over.



#### Figure 6: Need for assistance with core activities

### Affordable rental housing

Housing affordability is influenced by location, the types of services available, housing types, access to transport and employment opportunities. The Hills has traditionally attracted families and highly skilled workers, with most homes being detached dwellings on large lots. Nearly 80 per cent of dwellings are either owned or mortgaged. Only 16 per cent of households rent their homes.

The provision of affordable housing is an issue across Greater Sydney. Approximately six per cent of households in The Hills suffer rental stress and may be in need of affordable housing options. Most of these households fall within the very low, low and moderate income brackets. Within this group of renters, there is a higher degree of rental stress, as a significant proportion of the properties that are leased at rates suitable for these income brackets are occupied by those who fall within higher income brackets.

This forces residents who need to occupy these properties into rental stress, as they must seek properties that are beyond the 30 per cent threshold of their income. State Environmental Planning Policy No 70 – Affordable Housing (Revised Schemes) allows councils the option of entering into affordable housing contribution schemes, where developers contribute to the cost of affordable housing. While The Hills has not yet chosen to enter into an affordable housing scheme, our approach to the provision of all housing is in keeping with key principles found in that policy. Our approach seeks to ensure a mix of housing types is available across the Shire, providing a supply of housing that is affordable for very low, low and moderate income households, so that our population is socially diverse and represents all income groups. Currently, demand for affordable housing is being managed by a combination of social housing, community housing providers and the private rental market.

The Central City District Plan recommends Affordable Rental Housing Targets as a mechanism to increase the supply of affordable housing for very low to low-income households in Greater Sydney. Affordable rental housing for people on very low to low incomes is priced so that housing needs can be met alongside other basic living costs such as food, clothing, transport, medical care and education.





Source: Realestate.com

The Housing Market Demand and Diversity Analysis will provide more detailed data on effective housing demand, particularly in relation to:

- the housing types and mix needed to satisfy future residents' needs.
- which specific-needs groups should be prioritised.
- how to ensure the supply of affordable housing is distributed amongst households who actually require it.

The District Plan indicates more investigation is needed to understand the provision of affordable housing. The Greater Sydney Commission will consider different allocation, ownership, management and delivery models and will work with the Department of Planning, Industry and Environment on innovative purchase and rental models.

Any affordable rental housing scheme must be considered in conjunction with a diverse supply of housing, movement within existing affordable housing stock and supply and vacancy rates.

The District Plan states that, within Greater Sydney, targets generally in the range of 5 to 10 per cent of new residential floor space may be viable. However, the introduction of Sydney Metro Northwest has increased sale price expectations. Coupled with unprecedented property prices across Greater Sydney, building affordable rental housing may not be viable in many areas.

Analysis indicates that 2,883 very low, low and moderate income households in The Hills experience rental stress. Rental stress occurs when a person on a low or very low income pays more than 30 per cent (roughly a third) of their income on rent. This equates to 35 per cent of all renting households in The Hills Shire, or six per cent of total households. The implied dwelling need includes these households in rental stress as well as people experiencing homelessness.

#### Table 1: Affordable rental housing provision

Households in rental stress				
Very low income in rental stress	897			
Low income in rental stress	1,191			
Moderate income in rental stress	795			
% of all rental households	35%			
Housing need				
Households in need of affordable housing	3,285			
Homeless	250			
% of all households	6%			
Implied need				
Additional housing need	2,280			
Total (existing and implied)	5,565			
Existing supply of 'affordable' rental stock				
Total <\$630 per week	5,253			

Source: ABS Census data 2016

New affordable housing is only one part of the equation and should not be considered in isolation, as not all affordable housing is leased through community housing providers.

While there is a reasonable supply of existing private rental stock for moderate income earners, the significant gaps in supply for very low and low income households could be reduced by freeing up existing rental properties occupied by higher income households. As new high density dwellings come on the market, higher income households occupying more affordable housing stock may be encouraged to move into new accommodation.



#### Figure 8: Number of very low, low and moderate income renters and availability of suitable rental properties

With most homes in The Hills large detached dwellings, the increased diversity in housing in places like Kellyville and Rouse Hill is driving downward pressure on rental prices. Also driving downward pressure on rental prices are high rental vacancy rates. In 2018 median rental prices in Kellyville saw a dramatic 7.9 per cent drop, owing in large part to high rental vacancy rates.

These trends may help to make housing more affordable without the need to impose high targets for an affordable rental housing schemes.

#### Students

In the past decade there has been a steady increase in the number of students aged 15–24 attending tertiary education either full time or part time. With Sydney Metro Northwest providing a direct route between The Hills and Macquarie University, it is likely that this number will increase, as more students either live at home or rent locally.

While *Hills Future 2036* and the *Productivity and Centres Strategy 2019* seek to build a university presence at Norwest, it is not yet necessary to consider options or locations for student-specific accommodation.

#### Social housing

The Department of Family and Community Services (FACS) has released expected social housing waiting times for general applications. The Hills is located within Parramatta/Baulkham Hills Allocation Zone, where there were 2,025 general applications and 125 priority applications at 30 June 2018. Wait times are detailed in Table 2.

#### Table 2: Waiting time for social housing

Dwelling type	Waiting time
Studio/1 bedroom property	5 to 10 years
2 bedroom property	10+ years
3 bedroom property	5 to 10 years
4+ bedroom property	10+ years

Source: FACS

## Housing supply, trends and diversity

Our audit of The Hills existing zoned and planned residential land found sufficient capacity for an additional 38,000 dwellings by 2036, with additional capacity beyond that.

The Hills Housing Diversity clause (cl 7.12) was gazetted in *The Hills Local Environmental Plan 2012* (Hills LEP) in April 2017. This provides bonus floor space to high density residential developments that meet our preferred apartment size and mix controls on identified sites along the Sydney Metro Northwest corridor. The program will lead to a range of apartment sizes and types to meet varying needs and budgets. At present, this Housing Diversity clause applies to four sites and certain land within the Showground Station Precinct. There will also be sites within the Castle Hill North Precinct that will be eligible to enact this clause, and there may be opportunities to broaden the scope of applicability within the remaining station precincts.

We have a seen a spike in development approvals over the last 10 years. At present, the proportion of dwellings completed sits at around 60–70 per cent of approvals, largely due to the increase in apartment developments approved, the changing nature of the market and subsequent lending requirements for large-scale developments.



#### Figure 9: Building approvals

Source: NSW Department of Planning, Industry and Environment Housing Monitor

### **Desirable locations**

Based on 2018–19 data from RealEstate.com that considers the average number of online visits to listed properties, the top five visited suburbs in The Hills are:

- Annangrove (1,220).
- Winston Hills (1,121).
- North Rocks (888).
- Glenhaven (865).
- Glenorie (861).

Online visits to listed properties in these suburbs are all in excess of the average number of visits to listed properties in NSW (approximately 700), indicating the desirability of Hills suburbs.

Between November 2018 and April 2019, the average sale price for detached houses dropped around seven per cent. The average sale price for apartments, however, grew almost 15 per cent. The growth in apartment pricing may reflect the growing number and desirability of apartments close to services, including Sydney Metro Northwest.

The drop in average price for detached houses within the same timeframe potentially reflects the cooling of the market and the corresponding decrease in return on speculative property consolidation. Other external factors such as the tightening of lending controls by banks may have also contributed to the decrease in average sale price for detached houses.

## 1,600,000 1,400,000 1,200,000 1,000,000 800,000 600,000 400,000 200,000 0 Houses Apartments

#### Figure 10: Average sale prices

Source: Realestate.com

## Land use opportunities and constraints

Beyond the capacity within precincts that have already been zoned, four station precincts are yet to go through precinct planning and rezoning, which is required to deliver additional dwellings in these localities.

Other opportunities are:

- the renewal of ageing housing stock in many growth areas.
- areas close to transport.

Alongside these opportunities, there are a number of constraints, including:

- increased demand on social infrastructure due to unplanned growth.
- environmental impacts.
- natural hazards including heatwaves, bushfires and storms.
- land price expectations and development feasibility.

*The Hills Corridor Strategy* (2015) provides further information on the opportunities and constraints for specific station precincts that will inform precinct planning and structure planning for strategic centres (as detailed in Planning Priority 2 of *Hills Future 2036*).



We need to look at our capacity to provide a diverse range of housing to suit our future population."

Mayor of The Hills Shire, Dr Michelle Byrne

# Analysis of the evidence base

The evidence indicates a number of trends:

- Couples with children will remain the dominant household type.
- While most homes are either fully owned or occupied with a mortgage, rentals are increasing, especially as higher density dwellings come on the market.
- While rental stress is increasing, the increased supply of apartments could help to reduce rental stress.
- In the next decade, young adults and empty nesters are likely to leave the Shire, due to the limited supply of smaller dwellings, limited job opportunities, and/or a lack of vibrant places or high-profile jobs that will attract and retain the younger population once they move out of their parents' house.

*Hills Future 2036* targets these issues to retain a younger resident workforce and provide opportunities for existing residents to stay in the local area they know as they age.



#### Figure 11: Changing age structure due to out-migration

### Housing supply gaps

As noted earlier, the Shire has potential to supply 38,000 new dwellings by 2036, and capacity for a further 38,100 dwellings beyond this. If further housing is required before 2036, the identified capacity of zoned land can be taken up by the market, subject to public utility infrastructure being available.

We do not expect housing supply to be an issue in The Hills Shire in the next 20 to 40 years. We do, however, need to proactively plan for the right *types* of dwellings to meet the existing and anticipated population's needs, means and lifestyle choices.

A significant proportion of housing supply to 2036 will be high density units. With some empty nesters opting for smaller dwellings within centres or moving to seniors' housing developments, and younger people moving in to their own dwellings either on their own, as a couple, or in a share house environment, some internal migration will occur.

However, with larger households remaining the dominant household type, the projected capacity in low and medium density housing areas will not be able to accommodate all family households. Accordingly, a proportion of high density dwellings must be able to accommodate larger households.

Our housing diversity clause requires that at least 30 per cent of new apartment dwellings be suitable for families. However, this clause only applies to certain land in the station precincts and may need to be extended to capture a larger proportion of development.



#### Areas with development capacity

The most significant growth will be seen in greenfield areas (North Kellyville, Balmoral Road, Box Hill and Box Hill North) and urban renewal areas around station precincts (Cherrybrook, Castle Hill, Showground, Norwest, Bella Vista/Kellyville and Rouse Hill).

Greenfield areas will continue to supply a range of low, medium and high density housing, with approximately 18,600 new dwellings anticipated to 2036. The highest growth will be in the station precincts (approximately 19,400) and will predominately be high density units. There will be capacity for medium density dwellings in the station precincts; however, given the age of the housing stock and the market climate, we are not expecting to see these type of dwellings constructed in the short term.

Table 3 demonstrates the capacity and expected dwelling completions in The Hills to 2036 and beyond.

	Area	By 2036	Beyond 2036
Greenfield areas	Balmoral Road Release Area	3,100	2,000
	North Kellyville Release Area	6,500	700
	Box Hill Release Area	5,800	9,900
	Box Hill North Release Area	3,200	1,800
	Total greenfield areas	18,600	14,400
Urban renewal areas	Castle Hill	6,500	3,000
	Hills Showground	7,000	3,800
	Bella Vista/Kellyville	2,000	7,100
	Norwest	2,100	3,400
	Cherrybrook	400	4,200
	Rouse Hill	800	900
	Baulkham Hills town centre	600	1,300
	Total urban renewal areas	19,400	23,700
Total		38,000	38,100
Total dwelling capacity			76,100

#### Table 3: Capacity for additional dwellings



Not all land in the station precincts is currently zoned for residential growth. Cherrybrook, parts of Castle Hill, Norwest and Rouse Hill stations require master planning to give effect to the *Hills Corridor Strategy* (2015) and the structure plans for strategic centres in *Hills Future 2036*.



Figure 12: Total development capacity of station precincts and greenfield areas

#### Rate of development

The rate at which development occurs influences demand for jobs, services, open space and recreation facilities, transport and other facilities and services. The estimated rate of residential development to 2036 would equate to an average development of 1,900 dwellings per year.



Figure 13: Estimated rate of development: greenfield areas and station precincts



The estimated rate of residential development to 2036 would equate to an average

dwellings

## Areas to be conserved and future local character

Our LEP and Development Control Plan (DCP) identify areas that have environmental, heritage or scenic significance. These areas have been protected against development to safeguard existing natural and historical features and local identity.

Beyond this, the large rural residential lots within the RU6 Transition zone exhibit exceptional local character that must be preserved against urban sprawl and unsympathetic development. As master planning is undertaken in the station precincts, desired future character will be understood and considered.

Given the Shire's capacity to meet housing demand, preserving existing and desired character areas will not inhibit housing delivery. We will develop local character statements to define desired character and associated development controls for areas of significant local character.





# PLANNING PRIORITIES

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provide social infrastructure and retail services to meet residents' needs.

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## Plan for new housing to support Greater Sydney's growing population

This relates to Planning Priority 6 in *Hills Future 2036*.

#### Rationale

Existing zoned and planned residential land has capacity to supply an additional 38,000 dwellings by 2036. We expect to exceed our five-year dwelling target in the *Central City District Plan*. Based on current development approvals, completions and take-up rates, we expect 9,500 dwellings to be completed by the end of 2021.

In determining 10-year and 20-year targets, we have considered forecast growth, housing locations and anticipated zoned yield and uptake rates. We believe initial uptake rates in greenfield areas are nearing their peak and new dwelling approvals will start to decline over the next 10 years with zoned capacity in these areas largely exhausted in 20 years. The delivery of dwelling completions in station precincts is expected to commence from 2025, contributing to longer-term dwelling targets.

#### Figure 14: Dwelling targets (cumulative)



Our hierarchical zoning approach has achieved reasonable levels of housing growth in high and medium density zones and is consistent with our policy to provide housing near jobs, transport and services; to provide suitable transitions between intensity of uses; and to protect low density housing. We will continue this approach.

In addition, LEP standards and development controls seek to influence the built form and siting of dwellings to help create or maintain character and encourage active, attractive, comfortable, safe and sustainable communities.

We will regularly review the planning framework to ensure controls support the supply of new housing and supporting infrastructure in line with community and industry needs and expectations.

### Matching growth with infrastructure

Matching growth with infrastructure is a challenge as current funding mechanisms do not allow upfront delivery of local facilities such as roads, drainage, parks and sporting fields. Funding of libraries, community centres and aquatic facilities in these communities is also uncertain with only the land for these facilities funded through local contributions. It is beyond the capacity of Council to fund the upfront cost or service the debt from existing and anticipated rate revenue. This must be addressed by the Office of Local Government and Department of Planning, Industry and Environment.

In greenfield areas, rates of housing completions depend on many factors. The availability of sewer, water and electricity infrastructure, provided by State agencies influences the timing of development activity. The complexity of upgrading existing roads and relocating utilities also adds to delays in take up.

In urban renewal areas, the supply of housing will be slower than in greenfield areas. This is due in part to the way these developments are financed, leaving them more exposed to economic peaks and troughs. It is also difficult to fund required active open space as in many cases it is neither practical nor cost effective to provide open space within the catchment of these precincts. The community is concerned about the impact of higher density housing in these areas, and it is difficult to accept that road, intersection and social infrastructure service levels may be reduced before they improve.

Higher density housing must be provided in areas connected to or within reach of transport and other urban services. Sydney Metro station precincts are being planned along transport-oriented design principles that provide for a mix of land uses, increased walkability and public domain improvements. ...we expect

## 9,500 dwellings

to be completed by the end of 2021

#### Achieving appropriate densities

In 2006, State Environmental Planning Policy (Sydney Region Growth Centres) 2006 (Growth Centres SEPP) identified target yields of 4,500 dwellings in North Kellyville and 10,000 in Box Hill. In 2013, the NSW Government exhibited proposed changes to the planning framework in the Growth Centres, which intended to deliver greater housing diversity and improve housing affordability. In the submission on the proposed changes, Council raised a number of concerns that the changes had the potential to significantly increase housing density in locations remote from facilities and services, stating that:



It is unreasonable to expect the Hills Shire to accommodate the potential for significant additional housing without detailed consideration of availability and capacity of infrastructure to serve that population."

The Housing Diversity amendments to the Growth Centres SEPP came into force in 2014. Since then, we have sought serviceable densities in the Growth Centres. In 2015, the NSW Government exhibited further amendments to the Growth Centres SEPP, including maximum as well as minimum dwelling densities. These amendments have not yet been finalised. We continue to advocate to the NSW Government to apply the maximum and minimum densities and reassess infrastructure provision in light of the revised yield projections in North Kellyville and Box Hill.

#### Barriers to housing delivery

Many factors influence housing supply beyond land zoning and housing targets. While much of the discussion around housing supply and affordability focuses on approval timeframes and sufficient zoned land, the issue is much more complex.

Bringing housing to market relies on the coordination of land use planning, the construction industry, financing requirements and developer timing for releasing products to the market.

While intended to safeguard against risky investments, the requirements for banks and other lending institutions can delay the commencement of construction. These requirements position these institutions to withstand a severe downturn in the property market, particularly the residential sector. Compared to before the 2008 global financial crisis, there are now much stricter criteria utilised by financial institutions when deciding to fund development, such as more stringent limitations on the maximum loan available, a lower proportion of the total project cost able to be funded by debt, and a larger proportion of pre sales required prior to drawing down the loan.

Further, there is financial incentive for developers (and financiers) to control supply and release housing to the market in stages to maintain high demand and obtain the highest possible return on investment. As mentioned above, there are substantially more dwellings approved in the pipeline than are being constructed.

*Hills Future 2036* and this Housing Strategy can only go so far to drive housing supply. We will continue to work with the NSW and Australian governments to remove barriers to housing supply.
### Council will:

- Ensure the planning framework responds to market and community needs and expectations.
- Focus on dwelling completions in areas already zoned or planned for growth.
- Discourage planning proposals seeking to rezone industrial, employment or rural lands for residential purposes.
- Monitor, review and update the *Housing Strategy* 2019 so that housing is supplied to meet community needs and market demand.
- Continue to work with the NSW and Australian governments to remove barriers to housing supply.

### Actions

- Complete Housing Market Demand and Diversity Analysis to confirm take up rates and future demand.
- Prepare a planning proposal to amend *State Environmental Planning Policy (Sydney Region Growth Centres) 2006* to introduce a maximum density band or other suitable mechanism to align development with infrastructure provision in Box Hill.
- Advocate for the NSW Government to address the timely funding and delivery of necessary infrastructure to support residential growth.

...identified target yields of

4,500

dwellings

in North Kellyville

...and

10,000 dwellings in Box Hill

# Plan for new housing in the right locations

This relates to Planning Priority 7 in *Hills Future 2036*.

### Rationale

New communities should be attractive, liveable neighbourhoods. A high proportion of new homes to 2036 will be high density dwellings. For many years our transit-oriented development approach to zoning has located higher density dwellings around public transport nodes. This approach provides convenient and connected neighbourhoods with a mix of uses close to transport and services and will continue.

Creating capacity for new housing in the right locations is about optimising existing infrastructure and maximising investment in new infrastructure. The City-shaping Network (Figure 15) envisaged for 2056 confirms the strategic centres as well as Baulkham Hills town centre will be serviced by high capacity mass transit. We can work to create capacity for housing in areas serviced by infrastructure in urban renewal areas, local infill developments and greenfield areas.

The implementation of an urban growth boundary will help to limit development to the existing urban area, and protect the productive capacity and scenic characteristics of the Shire's rural area (refer to our *Rural Strategy* for more information on this approach).

### Rural cluster subdivisions, attached dual occupancies and secondary dwellings will continue to influence small-scale housing supply and diversity in rural areas.

Most new housing will be in greenfield areas and station precincts. The station precincts are best placed to accommodate higher density residential developments due to access to public transport, active transport, and employment and leisure opportunities.

### Station precincts

Housing coordinated with local infrastructure creates liveable, walkable and cycle-friendly neighbourhoods with direct, safe and universally designed pedestrian and cycling connections to shops, services and public transport. This means that some areas are not appropriate for additional housing due to natural or amenity constraints, or lack of access to services and public transport.



Anticipated built form close to Sydney Metro stations

Hills Showground, Bella Vista and Kellyville station precincts have been rezoned, and the Castle Hill North Precinct is nearing finalisation. The Cherrybrook, remainder of Castle Hill, Norwest and Rouse Hill station precincts are the final four precincts awaiting master planning and subsequent rezoning. Planning for these precincts will take place over the next five years. Figure 15: Greater Sydney mass transit/rail network in 2056



Source: Future Transport 2056

### Infill development

Infill development typically has a slower turnover than urban renewal. Outside of high growth areas, local infill development is predominantly dual occupancies and secondary dwellings, with some medium density housing near local centres.

Local infill development can support the viability of, and revitalise, older local centres. We have investigated Baulkham Hills town centre for potential residential and commercial uplift and prepared and exhibited a draft master plan that identified strategic investigation and opportunity sites suitable for uplift.

This master plan has not yet been adopted by Council as infrastructure issues (predominantly relating to grade separation of Old Northern Road and Windsor Road and a transport interchange near Railway Street) are not resolved. Future uplift in the town centre would only be supported once investment in infrastructure is secured.

A mass transport link between Norwest and Parramatta has been identified by the NSW Government via the Baulkham Hills town centre. This infrastructure investment could create opportunities for higher densities in the future. We will work with Transport for NSW to identify, plan for and create a corridor earlier than the timeframes identified in *Future Transport 2056*.

More information on infrastructure needs is available in *Hills Future 2036* and our *Integrated Transport and Land Use Strategy 2019*.

### **Greenfield areas**

The Shire's four greenfield areas are at varying stages of completion: North Kellyville and Balmoral Road will approach completion in the next 10 to 20 years; Box Hill and Box Hill North are at earlier stages of development. These areas predominantly feature low density residential with some medium and high density residential around new local centres.

Outside of these greenfield areas, existing low density residential areas and rural areas of The Hills will contribute to incremental dwelling renewal with a small amount of growth. These areas will provide for a market option for residents seeking larger homes or properties that meet their needs and lifestyles.

Between Box Hill and Box Hill North are a number of contiguous properties zoned RU6 Transition. Any planning proposal to rezone this area should include all identified properties and present a master planned proposal that includes detailed investigation of infrastructure needs and land capability assessment including, but not limited to, traffic and transport, water and flooding, utilities and services, urban design, potential for contamination, bushfire risk and significant vegetation.

Given the amount of existing zoned land and land identified for rezoning for residential development, there is no identified need to convert employment, industrial, rural or environmental zoned land for residential uses.



Any planning proposal seeking further residential uplift beyond that already zoned or planned by Council is unlikely to be supported at this time unless a significant community benefit is proposed."

# Figure 16: Current RU6 zoned properties between Box Hill and Box Hill North



### Council will:

- Use the hierarchical zoning framework to identify the intention for housing growth close to centres, services and transport and to protect areas with environmental and scenic qualities.
- Limit residential growth to within the existing and planned residential zoned areas of the urban area below the urban growth boundary.
- Support coordinated development of higher density development in station precincts based upon a transit-oriented approach.
- Encourage orderly and serviceable growth around Cherrybrook station.

### Actions

- Prepare precinct plans for Castle Hill, Norwest and Rouse Hill strategic centres.
- Investigate opportunities for limited residential expansion in rural villages in line with the criteria recommended in the *Rural Strategy 2019*.



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# Plan for a diversity of housing

This relates to Planning Priority 8 in *Hills Future 2036*.

## Rationale

A mix of housing types allows people to relocate within their local area and stay connected to community services, friends and family. This includes apartments, townhouses/terraces, affordable housing, housing for seniors and people with a disability, dual occupancies and detached dwellings.

Within this dwelling mix, it is also important to provide for a diversity of dwelling sizes and tenure types, particularly with the expected number of apartments to be constructed in The Hills over the next 20 years. The dominance of detached dwellings is shifting, with an increase in apartments in and around strategic centres. This trend will continue as the station precincts are renewed.

### Figure 17: Dwelling mix comparison 2016 and 2036



# Apartment sizes

While demographics will remain family dominant, how families live their lives is changing, with many opting for smaller dwellings closer to public transport and recreational activities. The influx of apartments provides opportunities for older people to stay in their local area as they get older in more manageable dwellings close to services including medical centres. Further, with more apartments, an increase in a younger population as well as single person households is expected. For these reasons, and because apartments will make up a significant proportion of future dwelling completions, a diversity of apartment sizes must meet a range of needs, budgets and lifestyles.

## Low Rise Medium Density Housing Code

The Low Rise Medium Density Housing Code was introduced into NSW in July 2018. It introduces new dwelling types, including manor houses (a two-storey apartment building with three or four dwellings), multi-dwelling housing – terraces and vertical dual occupancies, and provides a complying development approval route for dual occupancies, terraces and manor houses.

We are seeking to increase medium density housing in appropriate locations through small-lot housing developments (detached houses on lots smaller than 240m<sup>2</sup>) and terrace developments, particularly within station precincts.

While medium density housing provides housing choice and diversity, allowing manor houses to be built as complying development on 600m<sup>2</sup> lots is a concern. Apart from increased density and infrastructure implications, the proposal does not allow for desirable outcomes in terms of adequate setbacks, landscaping and private open space consistent with the character of the Shire's medium density zones.



Example of manor house

Manor houses are not considered to be appropriate in areas where detailed master planning has been undertaken (station precincts), where housing diversity and public domain outcomes are planned at a precinct level, or where infrastructure provision is already strained (such as in greenfield areas).

A review of land zoned R3 Medium Density Residential will:

- ensure the zoning framework aligns with current dwelling stock and desired character
- encourage residential development close to services
- support any resulting uplift with infrastructure.

# Affordable housing and housing affordability

The housing continuum is a description of all types of housing, from crisis and social housing through to market housing. Planning for housing needs to consider the type of dwellings required to respond to expected changes in household structures and demographics.

The number of single-person households is expected to increase by 81 per cent over the 20 years to 2036 in the Central City District and the number of single-parent and couple-only households is also expected to increase. This requires additional smaller homes, group homes, adaptable homes of universal design and aged care facilities. At the same time, households comprised of couples with children will remain the highest proportion of households in the District.

While there is a need for more affordable housing, high land values in The Hills mean that developers seek significant residential uplift to make development economically viable. We aim to make housing more affordable by encouraging a diversity of dwelling types and sizes. As mentioned in Chapter 3, the findings of the Housing Market Demand and Diversity Analysis will be considered alongside the work of the Greater Sydney Commission and Department of Planning, Industry and Environment to understand the need for affordable housing in the Shire, and the best way to provide it.



State Environmental Planning Policy (Affordable Rental Housing) 2009 (ARHSEPP) provides incentives in the form of development concessions on standards to developers who include a proportion of affordable housing in multi-unit housing. ARHSEPP allows social housing providers to build apartments within 800 metres of a bus stop or Sydney Metro station in Greater Sydney, enables group homes with 10 or fewer bedrooms to be developed without consent, and makes group homes complying development if they meet specified development standards. It also allows councils and private certifiers to issue complying development certificates for secondary dwelling developments as long as they meet specific criteria.

The ARHSEPP permits boarding houses in residential and business zones and identifies the standards that must be met. Recently the ARHSEPP was amended to limit a boarding house in the R2 Low Density Residential zone to no more than 12 boarding rooms.

ARHSEPP does not require boarding houses and secondary dwellings to be let at an affordable rent. This can lead to outcomes that do not fulfil the intent of the ARHSEPP. For example, media reporting indicates some 'new generation' boarding house developments are being let at up to \$500 per room per week in the eastern suburbs, which does not meet the standard indicator of affordability (less than 30 per cent of gross income for very low, low or moderate income households).

For affordable dwellings that attract floor space bonuses under ARHSEPP, the dwellings only need to be rented at an affordable rate for 10 years, and must be managed by a community housing provider during that period. At the cessation of this period, the housing reverts to being rented in the private market, decreasing the provision of affordable housing and potentially creating a cycle that perpetuates high waiting times for those in need of affordable rental accommodation.

# Housing for seniors and people with a disability

An increased demand for housing for seniors and people with a disability means these developments must be close to services and active and public transport to improve quality of life for residents and prevent isolation.

Housing for seniors and people with a disability is permissible in a range of residential and business zones across the Shire and is encouraged in locations with access to infrastructure where it is compatible with surrounding land uses. In recent years, there has been interest in the redevelopment of rural lands for urban purposes, with particular interest in development permissible under the *State Environmental Planning Policy (Housing for Seniors and People with a Disability) 2004.* 

Our longstanding policy position is to provide seniors' housing as an opportunity for existing residents to 'age in place' and retain connections with friends, family, doctors, services, community facilities and local clubs while living in a home that meets their needs and lifestyle.

Varying levels of care, from independent living units to full on-site care, are essential. While it is not imperative for these services to be provided on the same site, co-location of different housing types and levels of care enables a development to cater for a wider range of needs. This means residents can move to an independent living unit that can cater for their current level of care with the option to remain within the establishment should their needs change.

Data from the Australian Institute of Health and Welfare (2017) shows that an increasing number of people are accessing Home Care packages, allowing them to stay in their own homes longer. In addition, the care requirements of those in residential aged care are increasing, trending towards high and medium care patients with a decreasing number of low care patients, which is likely to be linked to more low care patients staying in their own homes.

### Requirements for housing seniors and people with a disability

- Encouraged in areas close to centres that incorporate retail, medical and community facilities and access to public transport (not necessarily commuter transport).
- Should create opportunities for residents to stay in areas they are familiar with so that social networks can be retained.
- Discouraged in isolated areas without infrastructure (e.g. rural areas) or with environmental, scenic or topographical constraints.
- Should provide a high proportion of adaptable dwellings in detached dwellings, multi-dwelling housing and residential flat building developments.
- Should create opportunities for residents to age in place in larger developments with a range of self-care, low-care and high-care living options.
- Built form should be consistent with surrounding density and built form character.

As is the case with standard market housing, diversity is an important element. Many capable and active seniors still want the privacy and space that a detached dwelling provides without the maintenance burden of a larger landscaped lot. Low to high density residential dwellings within the private market should be able to be adapted and a range of dwelling types must be available in seniors' housing developments.

Location is vital to the liveability of any development. Larger seniors' housing developments may have the means to provide for shuttle buses and medical facilities, while smaller developments should be located to give residents access to essential services including supermarkets, post offices, health care facilities and pharmacies. Further, large scale seniors' housing developments take on the density and built form character comparable to medium and high density housing developments.

Noting the above, these types of development are generally not supported in rural areas. We are collaborating with Hornsby Council, the Greater Sydney Commission and Department of Planning, Industry and Environment to investigate the impacts of the *State Environmental Planning Policy (Housing for Seniors and People with a Disability) 2004* in rural areas. We discuss this in detail in the *Rural Strategy 2019*.

### Council will:

- Aim for a supply of apartments for larger households with sufficient space, quality and facilities.
- Encourage affordable housing in areas supported by services and infrastructure.
- Support medium density residential development in areas serviced by infrastructure.
- Support housing for seniors and people with a disability in accordance with the requirements listed in this Strategy.

#### Actions

- Review residential zonings, objectives and provisions to ensure the planning framework effectively provides for a diversity of housing in the right locations, with a specific focus on the capacity of land currently zoned R3 Medium Density Residential.
- Investigate demand for affordable rental housing and options for improving housing affordability.

# Renew and create great places

This relates to Planning Priority 9 in *Hills Future 2036*.

### Rationale

Creating great places requires early planning in both greenfield areas and station precincts. Place-based planning involves the community having a say about the future of where they live.

## Local character statements

Local character statements recognise the special characteristics that contribute to local identity, shared community values and how to manage change into the future. They can assist when reviewing land use zones, development standards and controls and when assessing proposed development.

To guide future development, we will prepare local character statements for:

- the seven station precincts, which will see significant change over the next 20 years
- rural land zoned RU6 Transition and rural villages.

Rural lands are important to the Shire and to Greater Sydney. While not all rural properties are currently utilising their agricultural potential, they provide alternative lifestyle opportunities and help to maintain the scenic qualities of the area. The character of rural land and rural villages must be articulated to guide the future use of this land. More information on this is available in our *Rural Strategy 2019*.

The Department of Planning, Industry and Environment has discussed the use of character overlays to further protect areas exhibiting exceptional local character. This mechanism is still being developed.

## E4 Environmental Living zone

The E4 Environmental Living zone is used to retain natural drainage channels, protect vegetation, scenic views and topographical features and to reduce the risk of geotechnical hazards. Its application is most effective when applied to a large contiguous area.

For example, a corridor along Old Northern Road is located on a prominent ridgeline and an Environmental Living zone has been applied to preserve views, vegetation and land affected by geotechnical constraints. The ridgeline has been preserved through land zoning, larger minimum lot size requirements and other planning controls to reduce the scale of permissible development.

While there are individual lots within wider corridors that do not exhibit the characteristics where an E4 zone is typically applied, they form an important function in maintaining the integrity and preservation of those characteristics. We will continue this zoning approach.

## Restricted development areas

Restricted development areas (RDAs) in our DCP were applied to lots that feature similar environmental and scenic characteristics as outlined above; however, they are generally confined to constrained areas. To further protect the desired environmental and scenic qualities of the land, no development is permitted to take place where an RDA has been applied.

Current practices for protecting significant landscape characteristics within our LEP include zoning as well as biodiversity and landslip mapping. There may be further opportunities to identify land that exhibits exceptional character and scenic qualities through a character overlay, as mentioned above. A staged audit of land affected by RDAs will be undertaken and translated into the LEP to protect high quality characteristics.



Figure 18: Areas where local character statements will be prepared



Shared way

## High quality built form

We have established design excellence and design review panels to assist in the assessment of development applications and to ensure new residential and commercial development contributes positively to well-planned and liveable neighbourhoods.

We have already prepared public domain plans for precincts anticipating significant changes, including Baulkham Hills town centre, Castle Hill North Precinct and Showground Precinct. We will prepare a Public Domain Strategy to set the direction for works and improvements in public areas. It will be an overarching Strategy to inform the preparation and assessment of development applications. It will address key issues, such as place-making strategies, landscape treatments, lighting, signage/wayfinding and street activation.

### Affordable living

Affordable living recognises the additional costs for households associated with housing choices, besides rental or mortgage payments. The location and dwelling type can impact costs related to transport and energy consumption. Increasing the number of dwellings with access to public transport will help to reduce transport costs, including the need for car ownership, registration and insurance costs.

We can promote smarter construction methods that reduce the operational costs of running a household, including the use of solar panels and rainwater, landscaping requirements, window placement and shutters, and the use of lighter coloured materials for external building materials (roofs, walls, driveways etc) through DCP requirements. We will audit the DCP to determine our capacity to assist in reducing ongoing operational costs.

### Local heritage

Heritage contributes to the character of a place and preserves important elements of our shared history. Our existing Heritage Study was conducted from 1993 to 1994 and informed the list of heritage items contained within Schedule 5 of our LEP. There are 206 heritage items listed in The Hills LEP with varying levels of heritage significance. There are a further five items located within North Kellyville and Box Hill that are listed in the Growth Centres SEPP.

The planning framework enables us to protect items of significance and inform the development of places to ensure heritage remains a key character element in evolving neighbourhoods.





Bella Vista Farm

Bella Vista Farm is a significant cultural landscape on the Cumberland Plain, and is of exceptional significance as a cultural and recreational facility. Bella Vista Farm is listed as a Heritage Conservation Area on the NSW State Heritage Register and within Schedule 5 of our LEP.

As it has been over 25 years since a Heritage Study was carried out, a review will be undertaken by a qualified heritage consultant and include any conservation or management recommendations. There may be opportunity to consider the inclusion of new items, subject to more detailed heritage investigations. In addition to detailing the significance of items, these investigations could also propose any conservation and/ or management recommendations.



Retail uses at ground level

## Amenity and lifestyle

While providing additional housing opportunities is important, we will also create places that positively influence people's lifestyles.

With lot sizes decreasing and areas becoming denser, recreation and entertainment facilities like restaurants and cafés, small bars, cinemas, theatres, indoor recreation facilities and amusement centres are essential. Most of these uses are best located in strategic centres, where any amenity impacts, including noise and parking, can be mitigated. However, small scale shops, supermarkets or cafés may be appropriately located in high density residential developments.

We will investigate how we can activate development in R1 General Residential and R4 High Density Residential zones, possibly through LEP amendments (i.e. the permissibility of convenience retail uses, such as neighbourhood supermarkets or cafés), or DCP amendments (i.e. flexible design or setbacks).

#### Council will:

- Prioritise place-making in new and emerging neighbourhoods.
- Protect items of European heritage significance from the impacts of development.
- Investigate measures to encourage land uses that will promote vibrancy in higher density residential zones.
- Work with the community to extend local character mapping to include identified areas of significant local character, and develop associated local character statements to provide specific objectives to guide development in these areas.

### Actions

- Introduce a character clause and map to The Hills LEP to guide development to reflect desired character in the Showground precinct.
- Review the Heritage Study and make any recommended changes to Schedule 5 of LEP 2012.

### **Future work**

- Undertake a staged audit of land affected by RDAs.
- Amend the DCP to help reduce household operational costs.

There are

heritage items listed in The Hills LEP





# Provide social infrastructure and retail services to meet residents' needs

This relates to Planning Priority 10 in *Hills Future 2036*.

## Rationale

Planning in high growth areas must consider opportunities to encourage social interactions, whether planned (like a café or community centre) or incidental (like walking tracks, community gardens or park seating). This infrastructure assists in creating bonds within the community.

We are developing a library and community facility strategy so that social infrastructure caters for the needs of the community now and in the future. This strategy will determine catchment areas for existing libraries and whether any upgrades or expansions are required to service existing or anticipated demand. Further, the strategy will identify locations for new facilities in areas expecting a significant population increase e.g. Bella Vista Station Precinct.

The Hills Showground is used for community activities and events including the Orange Blossom Festival, the annual Castle Hill Agricultural Show, horse shows, farmers markets and more. The Showground is in the preliminary stages of master planning that will provide opportunities for more cultural events. The possibility of a multipurpose facility is being considered as part of this master planning, which could cater for conferences and tradeshows, concerts seating up to 3,000, elite sports events and indoor show arenas.

The Hills hosts cultural and creative events like Shakespeare in The Park, The Second Age Youth Theatre Project, Lunar Festival and The Sydney Country Music Festival. Beyond this, strategies to promote community engagement include the development of Castle Hill Main Street as a cultural space and community activities like pop-up parks and Christmas light shows.

## Education

The Hills Shire has a higher proportion of primary school aged residents (10.8 per cent) than Greater Sydney (8.8 per cent) and a higher proportion of high school aged children (8.8 per cent) than Greater Sydney (6.9 per cent). The proportion of children aged 0–4 (6.2 per cent) was slightly lower than in Greater Sydney (6.4 per cent).

The Shire's 43 schools provide places for 26,600 students (the total number of school aged children in the Shire is 30,700). This includes nine high schools, 29 primary schools and five K-12 schools. Given the potential for an additional 128,000 residents to 2036, and the current and projected family demographic, we expect around 7,000 additional pre-school aged children and 25,000 additional school-aged students by 2036.

New primary schools opened in Bella Vista and North Kellyville in 2019, each with capacity for 1,000 students. There are six other new schools planned to service growth within the greenfield areas, including five primary schools and a high school. It is difficult to identify exactly how many additional schools the Department of Education will need to provide, as final development yields in some precincts are subject to ongoing strategic planning processes. Further, some demand may be met through additional private schools and/or expansion of capacity within some existing schools. Demand for student places will not eventuate at a single point in time, but will result from the roll out of development over a 20–30 year timeframe.

Based on the 2016 Census, the Shire had
9,772 babies and pre-schoolers
(0-4 years),
16,932 primary school aged children
(5-11 years) and
13,838 high school aged children
(12-17 years).

Clearly, the current planned provision of schools in greenfield areas and along the Sydney Metro corridor is inadequate to cater for the anticipated future growth.

Beyond TAFE premises at Castle Hill and Baulkham Hills, there is no tertiary education presence in The Hills. Sydney Metro Northwest provides a direct connection to Macquarie University, as well as an additional public transport route to universities located in and near the Sydney CBD.

Our *Productivity and Centres Strategy 2019* discusses the need for a university presence at Norwest. This will benefit the local economy, as well as providing education opportunities closer to home for recent school graduates and those already in the workforce seeking to further their skills.

## Cemeteries and crematoria

A growing Greater Sydney requires additional land for burials and cremations with associated facilities such as reception space and car parking. Cemeteries and crematoria also need to be accessible geographically and economically, and reflect a diversity of cultures and backgrounds. We currently operate two cemeteries in Castle Hill and Sackville North that have total capacity for approximately 7,000 plots.

With population growth placing additional demand on Council's existing facilities, we are investigating future cemetery sites.

### Council will:

- Ensure the provision of social infrastructure and retail services keeps pace with population growth and meets the needs of existing and future residents.
- Support a range of cultural and creative community events.
- Work with the Department of Education to plan for school infrastructure, noting an expected shortfall.

### Actions

- Prepare a library and community facility strategy.
- Start to implement the recommendations of the cemeteries site identification investigation.

### **Planning mechanisms**

While most areas for growth have been rezoned, the Cherrybrook, Castle Hill, Norwest and Rouse Hill station precincts require master planning and a subsequent planning proposal with supporting DCPs, contribution plans and public domain plans to ensure sensible and serviceable growth.

Over the past five years, many planning proposals have sought residential uplift. The introduction of the Standard Instrument LEP and several SEPPs, as well as the reduced weight of our DCP, makes it difficult to deliver master planned outcomes.

As a development concept cannot be locked in at planning proposal stage, we need appropriate mechanisms to deliver agreed options where amendment to LEP zones or development standards such as height and floor space ratio does not provide security or certainty. This challenge prompted our housing diversity clause in 2017, as well as the use of local provisions and additional permitted uses.

While tailored planning standards may not be appropriate for all proposals, there are merits to using more flexible options within the standard instrument. In some instances, local provisions or additional permitted uses are suitable. However, these mechanisms will be used sparingly and only when the existing planning framework cannot provide sufficient certainty and flexibility.





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# Implementation an

The actions within this Strategy will be implemented in accordance with the Implementation Plan that supports *Hills Future 2036*.

# Stakeholders

Internal and external stakeholders will as so delivery of the needed housing and association infrastructure, including:

- residents
- development industry
- State agencies including the Greater Commission, Department of Planum Environment and Department of Edge

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# APPENDICES



# Appendix A: Planning policy and context

# State policy

The NSW Government implements numerous policy directions through plans, such as the *Greater Sydney Region Plan*, and enacts legislation to guide the future and establish parameters within which the community can operate. The following are relevant to the *Housing Strategy 2019*.

# **Greater Sydney Region Plan**

The *Greater Sydney Region Plan* outlines the 40-year vision for Greater Sydney and establishes a 20-year plan to manage growth and change in the context of economic, social and environmental factors. It conceptualises Sydney as a Metropolis of Three Cities – the Western Parkland City, Central River City and Eastern Harbour City. Its key aspiration is a 30-minute city where jobs, services and quality public spaces are in easy reach of people's homes.



A Metropolis of Three Cities (Source: Adapted from Greater Sydney Region Plan 2018)

The Region Plan provides ten directions relating to liveability, productivity and sustainability to guide future planning for Greater Sydney. Directions relevant to this strategy are those related to liveability: A City for People, Housing the City and A City of Great Places, which aim to design places for people, ensure adequate housing supply and develop a more accessible and walkable city.

Within this framework, specific objectives are attached to each direction to help meet the objectives of the Region Plan.

# Relevant planning objectives from the *Greater Sydney Region Plan*

Objective	Description		
6	Services and infrastructure meet communities' changing needs		
7	Communities are healthy, resilient and socially connected		
8	Greater Sydney's communities are culturally rich with diverse neighbourhoods		
9	Greater Sydney celebrates the arts and supports creative industries and innovation		
10	Greater housing supply		
11	Housing is more diverse and affordable		
12	Great places that bring people together		

The Region Plan includes a series of strategies to achieve these objectives. To ensure services and infrastructure meet communities' changing needs, Strategy 6.1 aims to deliver social infrastructure that reflects the needs of the community now and in the future. For The Hills, this means providing the infrastructure needed to support families with children and residents aged 65 years and older.

Strategy 6.2 aims to optimise the use of available public land for social infrastructure. This includes co-locating services such as libraries, community rooms and cafés. To ensure communities are healthy, resilient and socially connected, Strategy 7.1 aims to deliver healthy, safe and inclusive places for people of all ages and abilities that support active, resilient and socially connected communities by:

- providing walkable places at a human scale with active street life
- prioritising opportunities for people to walk, cycle and use public transport
- co-locating schools, health, aged care, sporting and cultural facilities
- promoting local access to healthy fresh food and supporting local fresh food production.

Objectives 10 and 11 are critical to achieving an adequate supply of housing that will appeal to people across different life stages and price-points. Responding to these objectives and their related actions to prepare a housing strategy and develop 6–10 year housing targets provides the basis for us to plan for and manage housing across the Shire while creating great places.

Strategy 11.1 requires councils to prepare Affordable Rental Housing Target schemes, following the development of implementation arrangements. The Region Plan requires the Greater Sydney Commission to work with the NSW Department of Planning, Industry and Environment to streamline implementation of new programs, particularly in respect to the workings of the *State Environmental Planning Policy (Affordable Rental Housing)* and *State Environmental Planning Policy No.70* – *Affordable Housing (Revised Schemes)*.

A viability test for Affordable Rental Housing targets supports councils and relevant planning authorities in the provision of affordable housing by helping to identify preferred locations for affordable housing in each LGA.

Prior to the inclusion of Affordable Rental Housing Targets in the relevant State policy, the Greater Sydney Commission, in partnership with relevant State agencies, will develop detailed arrangements for delivering and managing the housing that is created by the targets. This additional work will consider eligibility criteria, allocation, ownership, and management and delivery models.

# **Central City District Plan**

The *Central City District Plan* implements the Region Plan at a district level and acts as a bridge between regional and local planning.

# Relevant planning priorities from the *Central City District Plan*

Planning Priority	Description		
C3	Providing services and social infrastructure to meet people's changing needs.		
C4	Fostering healthy, creative, culturally rich and socially connected communities.		
C5	Providing housing supply, choice and affordability, with access to jobs, services and public transport.		
C6	Creating and renewing great places and local centres, and respecting the District's heritage.		
C15	Protecting and enhancing bushland, biodiversity and scenic and cultural landscapes.		
C18	Better managing rural areas.		
C20	Adapting to the impacts of urban and natural hazards and climate change.		

Together with the Region Plan objectives, these priorities provide the framework for the provision of housing for the Hills Shire. *Hills Future 2036*, informed by this Housing Strategy, provides a line of sight between the regional and district priorities and places them within the unique local context of the Hills Shire.

Each of the District Plan priorities has related actions with responsibilities identified for councils, other planning authorities, State agencies or corporations. Beyond the need to address housing supply and demand, councils are required to plan for areas where housing is located to have access to transport and services to improve quality of life and minimise environmental impacts. Key actions relevant to this strategy are as follows:

#### **Responsibly delivering housing targets**

- Achieve five-year housing supply target set by the Greater Sydney Commission (Action 16).
- Develop 6–10-year housing supply target for The Hills (Action 16).
- Contribute to long-term 20-year housing target for the Central District (Action 16).
- Prepare affordable rental housing target schemes (Action 17).

# Fostering connected communities in great places

- Deliver social infrastructure that reflects the needs of the community now and in the future (Action 8).
- Optimise the use of available public land for social infrastructure (Action 9).
- Provide for walkable places, with active street life and prioritising opportunities for people to walk, cycle and use public transport (Action 10).
- Co-locate schools, health, aged care, sporting and cultural facilities (Action 10).
- Facilitate opportunities for creative and artistic expression and participation by considering locations for multi-functional and shared spaces for creative industries and cultural enterprises, stimulating and diversifying the night-time economy and enabling greater use of the public realm to activate spaces and encourage participation (Action 14).

- Consider how to strengthen social connections, noting that local centres can be built on connections created by community infrastructure, learning spaces such as libraries and schools, shared spaces such as community gardens and street life (Action 15).
- Use a place-based and collaborative approach throughout planning, design, development and management, to deliver great places (Action 18).
- Identify, conserve and enhance environmental heritage (Action 19).

### Locating housing in appropriate locations

- Align forecast growth with infrastructure (Action 3).
- Use place-based planning to support the role of centres as a focus for connected neighbourhoods (Action 20).
- Identify and protect scenic and cultural landscapes (Action 66).
- Enhance and protect views of scenic and cultural landscapes from the public realm (Action 67).
- Limit urban development to within the urban area (Action 74).
- Avoid new urban development in areas exposed to natural and urban hazards and consider options to limit the intensification of development in existing urban areas most exposed to hazards. (Action 82).

### State planning instruments

State Environmental Planning Policies (SEPPs) that apply to land in The Hills and that may impact the provision of housing include:

- State Environmental Planning Policy (Sydney Region Growth Centres) 2006.
- State Environmental Planning Policy (Affordable Rental Housing) 2009.
- State Environmental Planning Policy (Exempt and Complying Development Codes) 2008.
- State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004.

This strategy aims to meet the goals of these SEPPs and considers appropriate locations for their implementation.

### North West Rail Link Corridor Strategy

The North West Rail Link Corridor Strategy (2013) provides a vision for how the areas surrounding Sydney Metro Northwest stations could provide housing and jobs. The Strategy includes a Structure Plan for the eight new station precincts. These structure plans look at constraints, controls, opportunities and predicted growth, and present a vision for each precinct for the next 25 years.

The Corridor Strategy was a preliminary document and was considered to be the first stage in the precinct planning process for the Sydney Metro corridor. It includes broad character statements and growth assumptions. The Corridor Strategy and structure plans have guided more detailed planning around the future stations and will be implemented through precinct planning that identifies appropriate densities and amendments to controls that guide future development within the station precincts.

# Local policy

# Local Strategic Planning Statement

*Hills Future 2036*, our Local Strategic Planning Statement, sets out the 20-year vision for The Hills Shire, including planning priorities and actions to give effect to the District Plan.

## **Community Strategic Plan**

The Hills Shire Plan, including the *Hills Future 2017–2021 Community Strategic Plan*, sets the long-term strategic direction for the Hills Shire and was prepared after extensive community consultation. It reflects the highest priority issues and aspirations of the community and is structured around five key themes. Outcomes are identified in association with each theme, and reflect the community's desires for the future of the Shire.

### Community Strategic Plan - relevant directions, outcomes and strategies

Strategic direction	Community outcomes	Strategies		
Building a Vibrant Community and Prosperous Economy	<ol> <li>A connected and inclusive community with access to a range of services and facilities that contribute to health and wellbeing.</li> </ol>	<ol> <li>Provide quality library resources, programs and facilities for leisure, cultural and education opportunities.</li> <li>Facilitate the provision of services across the community.</li> <li>Recognise and value our community's local heritage and culture.</li> </ol>		
Proactive Leadership	3. Sound governance that values and engages our customers and is based on transparency and accountability.	<ul> <li>3.1 Facilitate strong two way relationships and partnerships with the community, involving them in local planning and decision making and actively advocate community issues to other levels of government.</li> <li>3.3 Ensure Council is accountable to the community and meets legislative requirements and support Council's elected representatives for their role in the community.</li> </ul>		
Shaping Growth	5. Well planned and liveable neighbourhoods that meet growth targets and maintain amenity.	5.1 The Shire's natural and built environment is well managed through strategic land use and urban planning that reflects our values and aspirations.		
Delivering and Maintaining Infrastructure	<ol> <li>Our community infrastructure is attractive, safe and well maintained.</li> <li>Infrastructure meets the needs of our growing Shire.</li> </ol>	<ul> <li>7.1 Provide and maintain sustainable infrastructure and assets that enhance the public domain, improve the amenity and achieve better outcomes for the community.</li> <li>8.1 Provide new and refurbished infrastructure in a timely manner that meets the needs of our growing Shire.</li> </ul>		



# The Hills Shire Local Strategy

The Local Strategy has been our principal document for communicating the future planning directions of the Shire since it was adopted in 2008. It provided a sound framework for the preparation of our Standard Instrument Local Environmental Plan (LEP 2012) as well as consideration of individual planning proposals.

The Strategy was supported by key directions including the Residential Direction. Notable achievements since the adoption of the Residential Direction include:

- the application of the hierarchical zoning framework to clearly identify the intention for housing growth close to centres
- Target Sites program complete all sites either developed or no longer in the Shire
- planning controls in place to ensure residential amenity is maintained (LEP 2012; DCP 2012)
- greenfield precincts in the North West Growth Area rezoned
- investigations into higher density residential development in Castle Hill town centre (Castle Hill North complete, preliminary planning into the remainder of the Castle Hill precinct in progress).

# The Hills Corridor Strategy

The *Hills Corridor Strategy* (2015) articulates our response to land use development for seven Sydney Metro Northwest station precincts within and adjacent to the Shire. It provides an update of our Local Strategy by translating the vision and targets of the NSW Government's North *West Rail Link Corridor Strategy* (2013) consistent with the needs and expectations of The Hills Shire residents.

The Hills Corridor Strategy responds to our strategic priorities, including housing that meets the needs of the existing and expected future Hills Shire population, jobs close to home and provision of appropriate infrastructure to support future development and maintain the standard of living expected in the Shire. The Hills Corridor Strategy is underpinned by six guiding principles that reflect our approach to growth:

- Principle 1 Accountable and Sustainable Approach: Outcomes are guided by evidence that responds to the opportunities and constraints of the natural and built environment.
- Principle 2 Balance high and low density housing: Higher density housing is located in areas that have greatest potential for change, in easy walking distance to retail centres and the future stations, enabling nearby low density character to be retained.
- Principle 3 Housing to match Shire needs: A diversity of housing options responds to future demand, with a focus on viable and attractive apartment living for families.
- Principle 4 Facilities to match Shire lifestyle: Residents of new developments can access open space, recreation and community facilities in line with the lifestyle enjoyed by existing Hills residents.
- **Principle 5 Jobs to match Shire needs:** A range of employment opportunities are available that reflect the qualifications and skills of Shire residents so people can work closer to home.
- **Principle 6 Grow our strategic centres:** Reinforce the hierarchy of centres recognising the significance of Castle Hill and Rouse Hill as major centres and Norwest as a specialised centre.

Together, the guiding principles provide the ingredients for liveable urban areas that reflect the amenity enjoyed by existing residents.

# Local planning instruments

Our 2012 LEP reflects the desired strategic direction for residential lands. The Growth Centres SEPP provides the primary statutory framework for the urban development of the North Kellyville and Box Hill Growth Area Precincts. This Strategy will review the use of land use zones, objectives, provisions and development standards. It will also guide any future change to these statutory mechanisms.

# Appendix B: Demographic data

We have reviewed demographic data and trends to understand the likely housing needs of the future population. Significant growth is expected throughout the Central City District and neighbouring LGAs.





Source: Department of Planning, Industry and Environment 2016 NSW State and Local Government Area Population Projections Note: The Hills population for 2011 and 2016 has been adjusted to reflect LGA boundary changes in 2016.

Around 90% of the Shire's population live in the urban area, mainly in Baulkham Hills, Castle Hill and Kellyville. Between 2011 and 2016, all suburbs in the Hills Shire, with the exception of Box Hill, experienced growth. The suburb with the greatest amount of growth was Kellyville, which can be attributed to the continued housing completions in the North Kellyville Growth Area Precinct. An increase in dwelling numbers in Castle Hill and Baulkham Hills can be attributed to densification in these centres over the past decade.



#### Population growth by suburb 2011–2016

Most housing growth over the next 20 years is expected to occur in station precincts associated with Sydney Metro Northwest and greenfield areas (North Kellyville, Box Hill and Balmoral Road precincts).

# Population profile

Residents aged 30 to 55 will account for the greatest proportion (33 per cent) of the population by 2036, followed by children under 19. There will also be significant increases in people aged 65+.

Many factors influence the rate of ageing in the population. Age also influences people's housing

Projected age profile of The Hills Shire (No. of persons)

choices. An increasing number of people are choosing to stay in private accommodation longer, rather than choosing smaller housing, seniors' living or residential aged care. Many will choose to age in their family home or in a multigenerational household, rather than relocate to a new dwelling.

The age structure also indicates that young people in The Hills tend to leave around the age of 20; this may be attributed to work, education or social opportunities being sought outside of The Hills.



Age

Source: Department of Planning, Industry and Environment 2016 NSW State and Local Government Area Population Projections

## Dwelling requirements and households

In 2016, there were 55,000 households in The Hills, approximately 82 per cent of whom lived in detached dwellings. Despite an expected reduction in average household size from 3.19 people in 2016 to 3.10 people in 2036, couple families with dependents will remain the dominant household type within the Hills, representing approximately 48.7 per cent of all households. There are also increases expected in couple only and single person households, reflecting the expected increase in apartment dwellings close to public transport.



#### Household composition in 2016

Source: ABS Census data 2016

### Average household size 1991–2016



Source: ABS Census data 2016

Between 1991 and 2006 the average household size declined in The Hills and in all LGAs in the Central City District and Greater Sydney. Between 2006 and 2016, however, average household size steadily increased, possibly due to migration and decreasing affordability. The delay in this trend in The Hills may be a result of internal migration, with new families relocating from their first place of settlement.

These recent increases in household sizes coincide with The Hills Shire becoming an increasingly diverse community. Between 2011 and 2016 there was a substantial increase in the number of residents born overseas. The majority of this increase was within the Chinese community, which more than doubled to become the largest group of people born outside of Australia to live within the Hills, representing 5.1 per cent of the population.





#### Top five countries of origin for overseas born residents

Source: ABS Census data 2016

The average number of children per household is expected to remain fairly stable across family households at approximately one child per household. However, the average number of children per household overall is expected to gradually decline. This may reflect the predicted increase in single person and couple only households.





Source: Department of Planning and Environment 2016 NSW State and Local Government Area Population and Household Projections

### Number of bedrooms

The average number of bedrooms per dwelling for apartments has remained at around two bedrooms; however, this is based on 2016 Census data, collected before the introduction of our housing diversity clause and the introduction of the Sydney Metro Northwest, both of which will spur the development of a large number of apartments. The average number of bedrooms for detached dwellings remained steady between 2006 to 2016, reflecting the sustained need for dwellings that cater to families and larger households.



#### Average number of bedrooms per dwelling type

## **Tenure type**

The Hills has historically been an area of high home ownership, both fully owned and mortgaged. While this is expected to continue, there was an increase in rental properties between 2011 and 2016. This trend is likely to continue in light of the expected growth in apartment dwellings that are more likely to attract a higher number of investors than owner occupiers.

60% 2011 2016 2006 50% 47.3 47.1 44.7 % of total households 40% 34.4 34.0 33.8 30% 20% 16.9 14.7 14.5 10% 0% Mortgage Fully owned Renting - total Type of household

**Tenure type** 

Source: ABS Census data 2016

Separate dwellings make up most dwellings in The Hills and the majority of high density units are rental properties.



### Dwelling type by tenure

## Median household income

Most Hills residents work as professionals or managers, and are typically well paid. The median household income in The Hills is increasing, for household, family and personal income.



### Median income 2011-2016

### Housing stress

#### Percentage of households with a mortgage in mortgage stress

	2011		20	2016	
	Number	% of total	Number	% of total	
The Hills Shire	1,780	8.3	1,744	8.0	
Greater Sydney	61,596	11.6	55,887	10.3	

Source: ABS Census data 2016



# Migration

While The Hills is unlikely to attract significant overseas migration due to higher median house prices than surrounding areas, between 2011 and 2016, approximately 8,000 residents migrated from overseas. The majority of in-migration between 2011 and 2016 was from residents previously living in the neighbouring LGAs of Parramatta, Cumberland, Hornsby and Blacktown.



Net migration locations between 2011 and 2016

The most significant out-migration is seen in residents aged 18–34 and 55 and over and there is a significant increase in residents aged 35–44 and young children.



#### Net migration between 2011 and 2016

Source: ABS Census data 2016

# References

Greater Sydney Region Plan – Greater Sydney Commission March 2018

Central City District Plan - Greater Sydney Commission March 2018

Australian Bureau of Statistics https://www.abs.gov.au/

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Department of Planning and Environment 2016 NSW State and Local Government Area Population Projections <u>https://www.planning.nsw.gov.au/</u> <u>Research-and-Demography/Demography/Population-projections</u>

Council internal data and analysis

JLL Feasibility Study – Bella Vista/Kellyville and Showground Finalisation Reports

The Hills Corridor Strategy 2015

Realestate.com https://www.realestate.com.au/neighbourhoods

Family and Community Services <u>https://www.facs.nsw.gov.au/housing/help/</u> applying-assistance/waiting-times

NSW Department of Planning and Environment Housing Monitor https://www.planning.nsw.gov.au/Research-and-Demography/Metropolitan-Housing-Monitors/Metropolitan-Housing-Monitor

The Australian Institute of Health and Welfare <u>https://www.aihw.gov.au/</u>reports-data/health-welfare-services/aged-care/overview\_

World Health Organisation: World Report on Aging and Health 2015



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