



# **PLANNING PROPOSAL**

## **HORNSBY SHIRE HOUSING STRATEGY**

Version 1 / December 2009

## BACKGROUND

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This is the first version of the *Hornsby Shire Housing Strategy Planning Proposal*. The *Planning Proposal* will evolve and develop as further consultation is undertaken.

The *Planning Proposal* is based on a housing strategy project undertaken in consultation with the Department of Planning. Council received funding from the Department for the preparation of a strategy to assist meet Council's housing obligations under the *Metropolitan Strategy*. Council and the Department entered into a Memorandum of Understanding, outlining the project plan and terms and conditions of the funding. The project scope for the *Strategy* includes the identification of opportunities for an additional 2,600 dwellings over the next 10 years and adoption of the *Strategy* for inclusion in Council's Comprehensive Local Environmental Plan (LEP). However, Hornsby Council is not on the priority list for progression of *Standard Instrument Local Environmental Plans*. Council has therefore been directed to prepare a planning proposal to progress the *Strategy*, once finalised, through an amendment to the *Hornsby Shire Local Environmental Plan* (HSLEP).

The *Strategy* was prepared in two volumes. Volume 1 of the *Strategy* details the process and methodology for the identification of opportunities for future housing. Volume 2 identifies the proposed precincts. Volumes 1 and 2 of the *Housing Strategy* were exhibited for public comment earlier this year. After consideration of submissions, Council has resolved to amend the *Strategy*. The precincts proposed for rezoning for increased densities previously identified in Volume 2 of the *Strategy* have been amended and are now identified in the draft zoning maps attached to this proposal.

## PART 1 - OBJECTIVES OR INTENDED OUTCOMES

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To enable opportunities for the future redevelopment of specific land for multi-unit residential development and mixed use development which:

- is in close proximity to transport nodes and commercial centres;
- encourages the use of public transport;
- has minimal environmental impacts; and
- is adequate to assist achieve Council's dwelling target under the State Government's *Metropolitan Strategy* and *draft North Subregional Strategy*.

## PART 2 - EXPLANATION OF THE PROVISIONS

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Amendment of the *Hornsby Shire Local Environmental Plan 1994 (HSLEP)* as follows:

1. Amendment of the *HSLEP* map in accordance with the proposed zoning maps (once finalised) shown at Appendix A;
2. Amendment of the *HSLEP* to insert a new zone to facilitate five storey multi-unit housing into the zoning control table; and
3. Amendment of the *HSLEP* to insert any relevant density provisions required under Clause 15.

These provisions will take shape as the Planning Proposal evolves and as a result of input received during public consultation.

## PART 3 - JUSTIFICATION

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### Section A - Need for the planning proposal

**1. *Is the planning proposal a result of any strategic study or report?***

Yes. In response to the State Government's *Metropolitan Strategy* and *draft North Subregional Strategy*, Council prepared a *Housing Strategy* to assist meet its obligations for the provision of housing to meet the needs of the future population. Volume 1 of the *Housing Strategy* (copy attached in Appendix B) sets out the background and methodology of the *Strategy*, which was prepared by Council with input from consultants using a triple bottom line approach to ensure a clear understanding of the social, environmental and economic factors being considered in decision making. In addition to the previous extensive studies and strategies prepared by Council, a team of demographers and housing analysts was engaged to provide advice on housing trends, needs and demands. Existing planning controls were reviewed to determine their effectiveness in permitting appropriate forms of housing to meet the future needs of the population.

The precincts proposed for rezoning were originally identified in Volume 2 of the *Strategy*. However, based on community consultation conducted in early 2009, the precincts identified in Volume 2 have been amended. The precincts proposed for rezoning are now identified in the draft zoning maps attached in Appendix A.

**2. *Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?***

Yes. A planning proposal is the best means of achieving the intended outcome of enabling the redevelopment of planned precincts for multi-unit housing, by rezoning land to permit the relevant form of housing.

**3. *Is there a net community benefit?***

Yes. Council has a proven track record of responding to the implementation of State Government urban consolidation objectives while ensuring housing provision reflects local conditions and community aspirations. Council has prepared a number of Housing Strategies since 1992, based on a concentrated housing model involving the rezoning of planned precincts in existing urban areas.

The *Planning Proposal* will deliver a net community benefit by providing opportunities for the development of housing which:

- improves access to transport;
- assists older people to downsize;

- assists young people to enter the property market;
- provides certainty to residents as to where housing will be located in the future;
- maintains the low density character of the remaining suburban areas by identifying precincts near shops and stations with minimal constraints;
- improves access for more residents to retail, education, health, leisure and entertainment;
- promotes health by giving more people the option to take public transport, walk and cycle;
- revitalises commercial centres; and
- boosts local employment opportunities.

## Section B - Relationship to strategic planning framework

### 4. *Is the planning proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?*

Yes. The *Planning Proposal* is consistent with the objectives of the *Sydney Metropolitan Strategy* and *draft North Subregional Strategy (NSS)*. The following actions from the *draft NSS* are of particular relevance.

| ACTIONS                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                                           |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------|
| B2.1                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | NO B2.1.1                                                                                                                                 |
| Plan for housing in centres consistent with their employment role.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             | North Councils to investigate appropriate locations for residential development within centres for their Principal LEPs.                  |
| CONSISTENCY                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |                                                                                                                                           |
| The precincts proposed for increased residential density were selected consistent with the employment role of each centre. The hierarchy and typology of centres (including sustainable dwelling range) outlined in the <i>draft NSS</i> assisted in the selection of centres and the associated extent of proposed housing. The draft <i>Ku-ring-gai and Hornsby Subregional Employment Study</i> also assisted in the identification of commercial centres which have adequate employment floor space to meet future demand and could therefore be included as proposed mixed use precincts. |                                                                                                                                           |
| ACTIONS                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                                           |
| C1.3                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | NO C1.3.1                                                                                                                                 |
| Plan for increased housing capacity targets in existing areas.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | North Councils to plan for sufficient zoned land to accommodate their local government area housing targets through their Principal LEPs. |
| CONSISTENCY                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |                                                                                                                                           |

The precincts proposed for increased residential density are all within existing urban areas. The key objective of the proposal is to plan for sufficient zoned land to assist accommodate the dwelling target for Hornsby Shire set out in the *draft NSS* (11,000 dwellings by 2031). The planning proposal is consistent with the scope of the Memorandum of Understanding between Council and the Department of Planning for the identification of precincts for rezoning to provide 2,600 multi-unit dwellings over 10 years. Council will achieve the total target of 11,000 dwellings as follows:

|                                            |               |
|--------------------------------------------|---------------|
| Potential under existing planning controls | 4,500         |
| <i>Housing Strategy Planning Proposal</i>  | 2,600         |
| Future target to 2031                      | 3,900         |
| <b>TOTAL</b>                               | <b>11,000</b> |

A future strategy and planning proposal to achieve the remaining target of 3,900 dwellings will be progressed in a similar manner to the current Strategy. Centres and precincts not selected as part of this planning proposal may therefore have a role in fulfilling longer term housing targets.

| <b>ACTIONS</b>                                                                                                                                                                                      |                                                                                                                                                          |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>C2.1</b>                                                                                                                                                                                         | <b>NO C2.1.2</b>                                                                                                                                         |
| Focus residential development around centres, town centres, villages and neighbourhood centres.                                                                                                     | Councils to provide in their LEPs zoned capacity for a significant majority of new dwellings to be located in strategic and local centres (minimum 80%). |
| <b>CONSISTENCY</b>                                                                                                                                                                                  |                                                                                                                                                          |
| The majority of new dwellings proposed (97%) are to be located within precincts identified in different centre types, including strategic and local centres, achieving the minimum 80% requirement. |                                                                                                                                                          |

**5. *Is the planning proposal consistent with the local council's Community Strategic Plan, or other local strategic plan?***

Yes. The *Planning Proposal* is consistent with *Council's Management Plan 2009/10 – 2011/12*. The *Management Plan* outlines that Council's Strategic Direction in looking to the future will focus on sustainability, community wellbeing and the provision of quality infrastructure, services and facilities. The *Plan* identifies that work will continue on strategies to meet the State Government targets of an additional 11,000 dwellings and 13,500 jobs within the Shire by 2031, while protecting Hornsby's rural lands, particularly those areas of viable primary production.

**6. *Is the planning proposal consistent with applicable state environmental planning policies?***

Yes. The *Planning Proposal* is consistent with relevant State Environmental Planning Policies (SEPPs) and deemed SEPPs.

See Appendix C for details.

**7. *Is the planning proposal consistent with applicable Ministerial Directions (s.117 directions)?***

Yes. The *Planning Proposal* is consistent with applicable s117 Ministerial Directions, it being noted that the following Directions are relevant:

- 1.1 - Business and Industrial Zones
- 2.1 - Environment Protection Zones
- 2.3 - Heritage Conservation
- 3.1 - Residential Zones
- 3.4 - Integrating Land Use and Transport
- 4.4 - Planning for Bushfire Protection
- 7.1 - Implementation of the Metropolitan Strategy

See Appendix D for details.

## **Section C - Environmental, social and economic impact**

**8. *Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?***

It is unlikely that critical habitat, threatened species or ecological communities or their habitats will be adversely affected by the proposal. The precincts proposed for increased residential density have been identified with input from environmental consultants. An Urban Vegetation Mapping Report was prepared by the consultant to identify areas with high biodiversity value (including critical habitat, threatened species, or endangered ecological communities) to be protected.

**9. *Are there any other likely environmental effects as a result of the planning proposal and how they are proposed to be managed?***

No. Potential negative environmental impacts have been minimised through the evaluation process involved in identifying proposed precincts. Precincts have been chosen on the basis of minimal environmental constraints. Bushfire prone land has been avoided where possible, as have heritage items and conservation areas, areas of vegetation containing endangered ecological communities, and steep land.

**10. *How has the planning proposal adequately addressed any social and economic effects?***



To address social and demographic issues, Council engaged a demographic consultant to undertake a Dwelling Consumption Analysis (see pages 40-52 of Appendix B). The analysis found that the population of Hornsby Shire is ageing, over 60% of low and moderate income households are in housing stress, and there is demand from young and older age groups for higher density dwellings. The precincts proposed for increased residential density will assist increase housing affordability by offering choice and allowing older residents to downsize in the same area close to established social and support networks.

The precincts proposed for increased residential density have been identified with input by economic analysts. The proposal will lead to more housing commencements, providing local construction jobs and resulting in more housing available on the market. The location of the selected precincts aims to assist revitalise local centres and promote clustering of businesses and services.

## **Section D - State and Commonwealth interests**

### **11. *Is there adequate public infrastructure for the planning proposal?***

It is expected that there will be an increase in demand for public infrastructure as a result of this proposal. Council consulted with key government agencies in the identification of precincts for increased residential density. The agencies have confirmed that additional demands generated by the increase in population associated with the additional housing can either be catered for by existing services or through augmentation to services. Precincts have been selected on the basis of proximity to train stations and/or proposed strategic bus corridors identified by the Ministry of Transport, and are located in areas which are sewered and serviced by Sydney Water.

### **12. *What are the views of State and Commonwealth public authorities consulted in accordance within this gateway determination?***

A summary of the comments received to date from government departments and agencies is attached at Appendix E. Council will undertake further consultation with government departments and agencies during the exhibition period, including any additional public authorities identified as part of the gateway determination.

## PART 4 - COMMUNITY CONSULTATION

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This *Planning Proposal* does not fall within the definition of a 'low impact proposal' as defined in the Department of Planning's *A Guide to Preparing Local Environmental Plans*. Therefore, the proposal will be exhibited for a period of 28 days.

It is proposed that consultation be carried out in accordance with the attached Consultation Strategy (Appendix F).

A report on submissions will be presented to Council for its consideration following the exhibition period.

# **Appendix A**

## **Location/Proposed Zoning Map (draft)**

A consultation space will be set up at [www.bangthetable.com](http://www.bangthetable.com), allowing residents to view the amended *Strategy* and make comment. Advertising for the amended *Housing Strategy* will include directions concerning the Bang the Table forum and website details. This form of consultation allows the community to engage in online discussion and debate in a convenient, independently moderated space.

### **Community Drop-in Sessions**

A total of four Community drop-in sessions will be held during the exhibition period as follows:

- a day session and a night session will be held in two locations;
- the day time session will run from approximately 12pm to 3pm;
- the night time session will run from approximately 6pm to 9pm; and
- the sessions will focus on the major changes to the *Strategy*.

At the drop-in sessions, information will be displayed identifying the major changes to the *Strategy* and Council officers will be available to answer questions concerning the amended *Housing Strategy*. This form of consultation maximises community access to exhibition material by allowing it to be viewed over a number of hours, and provides the opportunity for people to raise issues of individual interest rather than attending a structured presentation.

### **Mayors Column**

The Mayors Column in the local newspapers will incorporate information identifying the major changes to the *Strategy*, where the amended *Strategy* can be viewed, and inviting submissions.