

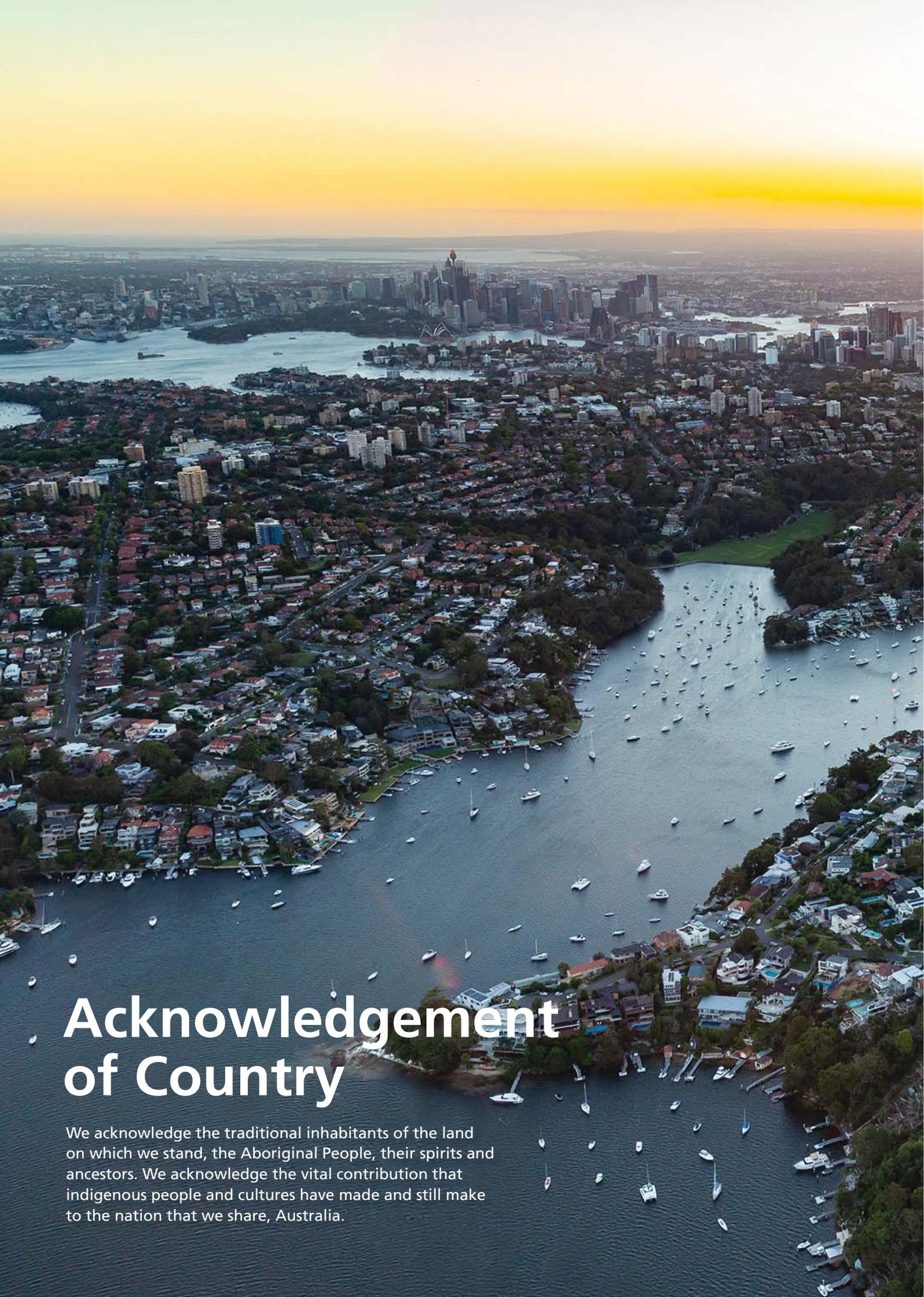


Our Future Willoughby

A photograph of a single-story house with a prominent red tiled roof. The house has light-colored walls and dark window shutters. White awnings are visible over the windows. In the foreground, there is a dark green fence with a house number '52' on a post. The scene is set against a backdrop of trees and a clear sky.

WILLOUGHBY HOUSING STRATEGY 2036

December 2019



Acknowledgement of Country

We acknowledge the traditional inhabitants of the land on which we stand, the Aboriginal People, their spirits and ancestors. We acknowledge the vital contribution that indigenous people and cultures have made and still make to the nation that we share, Australia.



SECTION 1

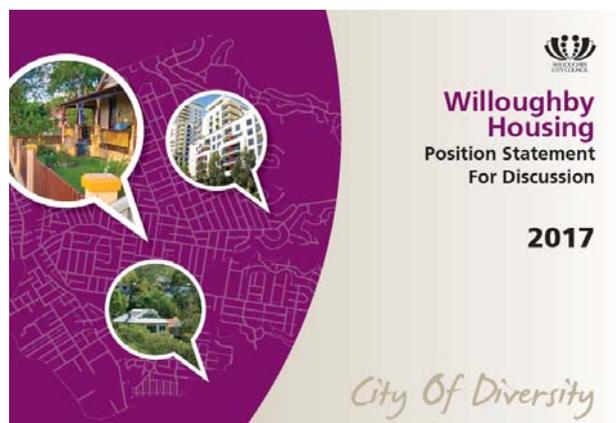
Executive summary

Housing in Willoughby is diverse and high value, being located in an extremely accessible and well-serviced part of Metropolitan Sydney. The current housing stock ranges from high rise apartments in our Strategic centres of Chatswood and St Leonards to modest and historic single storey cottages in one of the 12 Conservation Areas and imposing waterfront homes on our eastern peninsulas. Conservation areas make up 16% of the Willoughby City Council area and invest it with the character for which it is widely known. With expected growth resulting in a population of 91,848 by 2036 (as per The Population Experts), Council needs to plan for the needs of both current and future residents.

The *Willoughby Housing Strategy* is a step towards a 20 year plan to guide future housing in Willoughby City over this period. The Strategy guides the quantity, location and type of future residential development within Willoughby City and has been developed through community engagement and analysis of various factors that will influence residential development including:

- The current planning policy and context.
- Current and projected population - scale and composition.
- Current supply and demand for housing - including affordable housing.
- Recent history of dwelling production, approvals and uptake.
- Planned future growth for Chatswood Central Business District (CBD) and a number of local centres.
- Development challenges for new housing in Willoughby.

The Housing Strategy builds on the Willoughby Housing Position Statement document which was released for public exhibition in 2017 as well as the draft version of the housing strategy which was exhibited from January to April 2019.



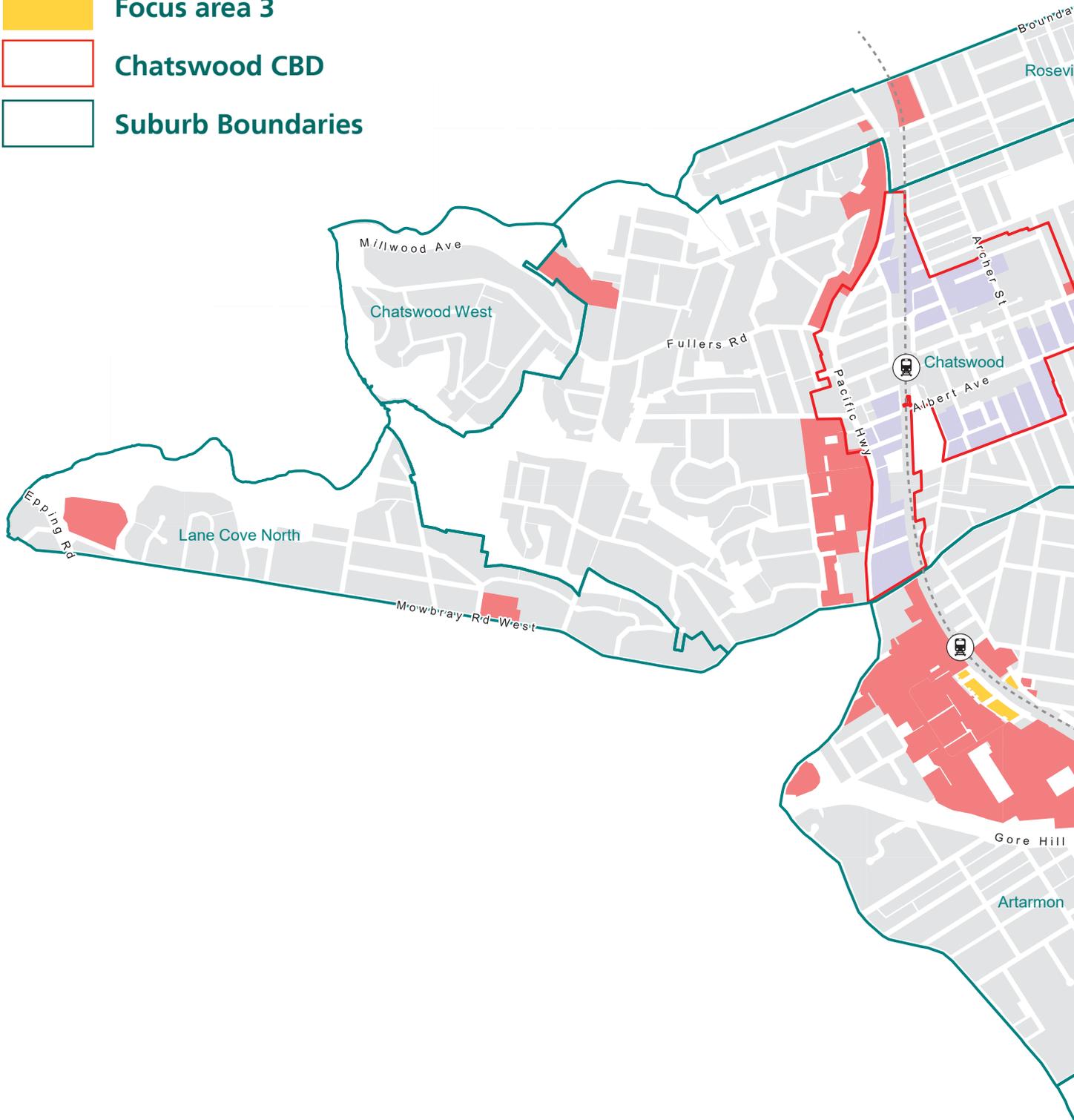
It was concluded that in terms of strategic directions the additional 6,700 dwellings which the forecasting information estimates to 2036 can be accommodated by applying 3 focus areas as follows:

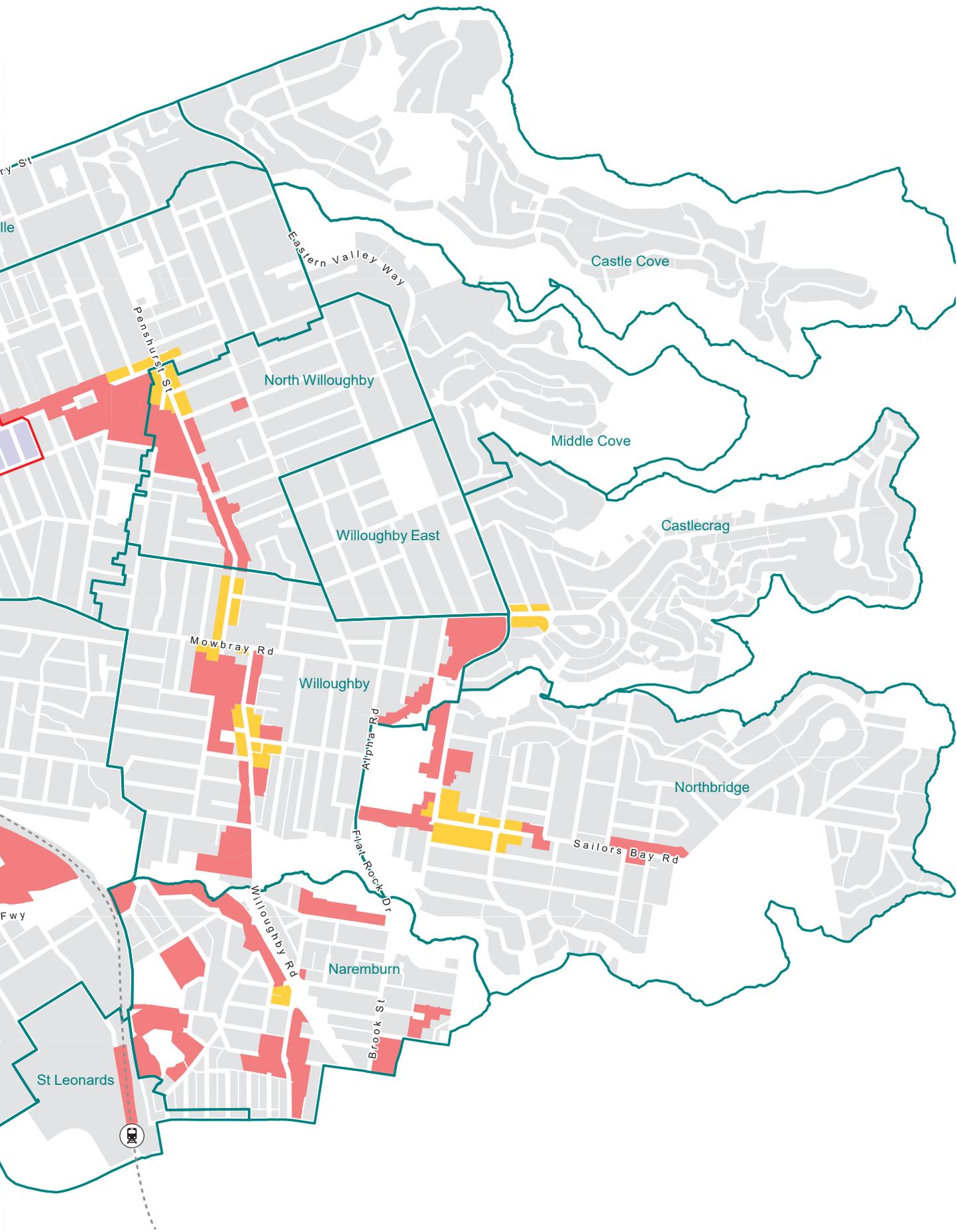
- **Focus area 1** to be on existing medium and high density zones, (R3 and R4) that have not as yet been developed to the full potential of the zone.
- **Focus area 2** to be on the proposed B4 Mixed Use zone which surround the B3 Commercial Core of the Central Business District as identified in The Chatswood CBD Planning and Urban Design Strategy to 2036.
- **Focus area 3** in the local centres identified in Draft Local Centres Strategy as per the zoning changes proposed for:
 - Artarmon
 - Northbridge
 - East Chatswood
 - Penshurst Street
 - Castlecrag
 - Naremburn
 - Willoughby South

Focussing growth in the above areas will protect the low density zones in order to ensure an ongoing mix of housing. It is considered that the resulting mix will provide a choice for families with dependents and enable growth in centres to provide different opportunities for singles and older residents to downsize within their community.

FOCUS AREAS

-  Focus area 1
-  Focus area 2
-  Focus area 3
-  Chatswood CBD
-  Suburb Boundaries







1.1 PLANNING POLICY AND CONTEXT

THE GREATER SYDNEY REGION PLAN

The Greater Sydney Region Plan - A Metropolis of Three Cities (The Region Plan) was released by the Greater Sydney Commission In March 2018. It provides a 40 year vision and actions for managing Greater Sydney's growth and advocates a 30 minute city where jobs, services and public spaces are within easy reach of people's homes. To meet the needs of the growing population, the vision seeks to transform Greater Sydney into a metropolis of three cities:

- The Western Parkland City
- The Central River City
- The Eastern Harbour City

Willoughby is located in the Eastern Harbour City. The population of the Eastern Harbour City is projected to grow from 2.4 million people in 2016 to 3.3 million people by 2036.

As well as providing a 40 year vision, the Plan also:

- establishes a 20-year plan to manage growth and change for Greater Sydney in the context of social, economic and environmental matters
- informs district and local plans and the assessment of planning proposals
- assists infrastructure agencies to plan and deliver for growth and change and to align their infrastructure plans to place-based outcomes
- informs the private sector and the wider community of the growth management and infrastructure investment intentions of government.

The Region Plan provides Directions and Objectives to deliver the Plan. The Directions relate to the following topics:

- Infrastructure and collaboration
- Liveability
- Productivity
- Sustainability
- Implementation

Regarding Liveability, there are 3 specific Directions:

- A City for people – Celebrating diversity and putting people at the heart of planning
- Housing the City – Giving people housing choices
- A City of great places – Designing places for people

Summary of Actions that Council needs to address for housing:

- Prepare housing strategies
- Develop 6-10 year housing targets
- Implement affordable rental housing targets

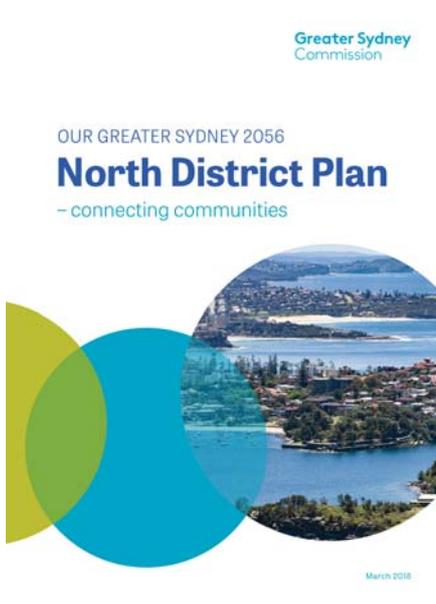
Regarding these Actions councils are required to:

- Prepare local or district housing strategies that respond to the principles for housing strategies and housing targets published in the District Plans.
- Outline how housing growth is to be managed, identify the right locations for additional housing supply in each local government area and inform updates of local environmental plans.
- Update local environmental plans that respond to housing strategies and submit within three years of the finalisation of District Plans.

Housing strategies need to identify:

- Where in their local government area the 0–5 and 6–10 year housing targets (when agreed) would most appropriately be applied to align with existing and proposed improvements to local infrastructure and open space improvements
- The right locations for growth, including areas that are unsuitable for significant change in the short to medium term
- Capacity to contribute to the District's 20 year strategic housing target of 92,000.

1.1 PLANNING POLICY AND CONTEXT

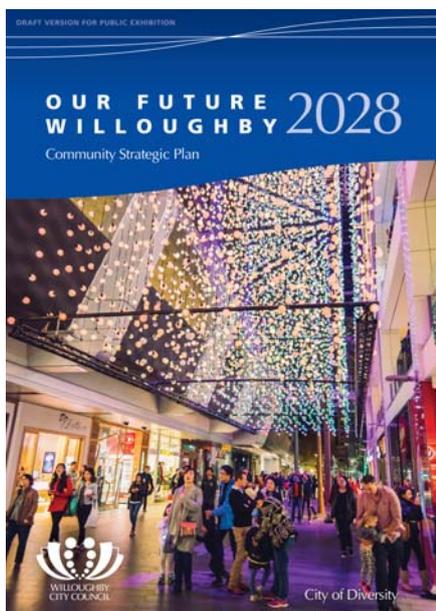


THE NORTH DISTRICT PLAN

The *North District Plan* was released in March 2018. Its purpose is to provide a guide for implementing The Region Plan. The District Plan informs local strategic planning statements and local environmental plans, the assessment of planning proposals as well as community strategic plans and policies.

The District Plan provides planning priorities consistent with the Objectives from the Region Plan. The Region Plan prescribes that councils work with GSC to establish agreed 6-10 year housing targets.

The District Plan provides a Housing Supply target 2016-2021 of 1,250 for Willoughby Council. This target is discussed further in section below on Housing Targets.



WILLOUGHBY COMMUNITY STRATEGIC PLAN OUR FUTURE WILLOUGHBY 2028

Our Future Willoughby 2028 is the Council's long-term strategic plan directing for its wider operations. It identifies the aspirations and priorities of the community in the local government area for the next 10 years. The vision of *Our Future Willoughby 2028* is,

"Willoughby's diversity underpins our liveable and prosperous City"

This vision is supported by 5 strategic outcomes as outlined below and supported by a number of priorities:

- A City that is green
- A City that is connected and inclusive
- A City that is liveable
- A City that is prosperous and vibrant
- A City that is effective and accountable

Under A City that is liveable are the following Community Priorities that need to be considered as part of the Housing Strategy. These Priorities are:

- Foster feelings of safety, security and cleanliness.
- Create recreation spaces for all.
- Promote an active and healthy lifestyle.
- Create desirable places to be and enjoy.
- Activate local spaces in creative ways.

1.1 PLANNING POLICY AND CONTEXT

STATE ENVIRONMENTAL PLANNING POLICIES RELATING TO HOUSING

There is a general rule that State Policies prevail over Council plans and policies. There are three main State policies that relate to housing delivery in NSW as follows:

State Environmental Planning Policy (Affordable Rental Housing) 2009 and State Environmental Planning Policy No 70 – Affordable Housing (Revised Schemes)

The *State Environmental Planning Policy (Affordable Rental Housing) 2009 (Affordable Housing SEPP)* was introduced by the NSW government on 31 July 2009. The policy's intent is to increase the supply and diversity of affordable rental and social housing in the state and Willoughby Council is an active participant. The *Affordable Housing SEPP* covers housing types including villas, townhouses and apartments that contain an affordable rental housing component, along with secondary dwellings (granny flats), new generation boarding houses, group homes, social housing and supportive accommodation. *State Environmental Planning Policy No 70 (SEPP 70)* allows the imposition of conditions relating to the provision of affordable housing.

State Environmental Planning Policy No 65 – Design Quality of Residential Apartment Development (SEPP 65)

SEPP 65 aims to deliver better living environments for residents choosing apartment living and to enhance streetscapes and neighbourhoods. It establishes a consistent state wide approach to the design and assessment of apartments and the way they are assessed by councils. The Apartment Design Guide explains how to apply *SEPP 65* design principles to the design of new apartments.

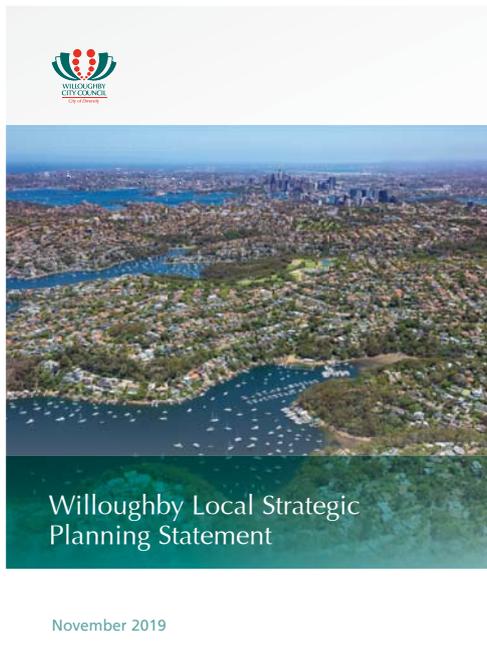
State Environmental Planning Policy (Exempt and Complying Development Codes) 2008 (Codes SEPP).

The *Codes SEPP* provides parameters for exempt and complying development. Exempt development is very low impact development that can be carried out on certain residential, commercial and industrial properties. Exempt development does not need any planning or building approval, but must comply with the *Building Code of Australia*.

Complying development generally includes larger building works than exempt development. Complying development applies to e.g. a construction of a new dwelling house and alterations / additions to a house. A Complying development can be determined through a fast track assessment by a council or private accredited certifier.

In July 2018, The NSW Department of Planning, Industry and Environment issued amendments to the *Codes SEPP* to increase options for low rise medium density housing to be built as complying development. Willoughby Council has been provided with a deferral from the Code until 1 July 2020.

1.1 PLANNING POLICY AND CONTEXT



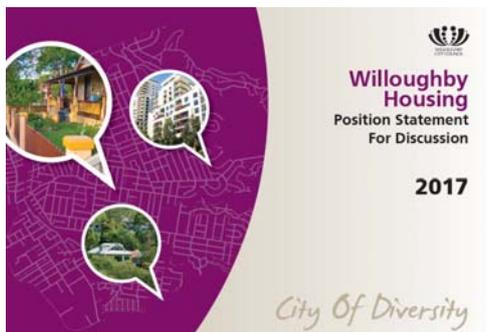
DRAFT WILLOUGHBY LOCAL STRATEGIC PLANNING STATEMENT

The *Local Strategic Planning Statement (LSPS)* sets out the land use vision, planning principles, priorities and actions for the next 20 years. It sets out the desired future direction for housing, employment, transport, recreation, transport, infrastructure and environment for the LGA. The Draft LSPS for Willoughby provides information on the following:

- The existing and future character of Willoughby.
- Where future housing, jobs and services will be located.
- Information on future infrastructure requirements such as community facilities and transport initiatives.
- Protection of the environment and heritage values, areas and items.

The Draft LSPS for Willoughby includes the following Key Directions for Housing the city:

1. Increasing housing diversity to cater to families, the ageing population, diverse household types and key workers
2. Increasing the supply of affordable housing



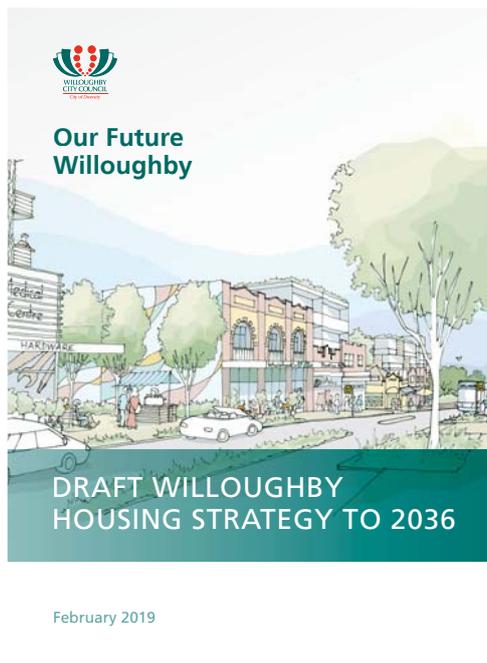
WILLOUGHBY HOUSING POSITION STATEMENT 2017

The *Draft Housing Strategy* progressed work from the *Willoughby Housing Position Statement* document which was released for public exhibition in 2017. The Position Statement defined guiding principles for future housing in Willoughby and identified areas for further investigation.

The underlying principles continue to guide this work, i.e.

- Provide sufficient and well-designed housing for the next 20 years.
- Provide for a mix of housing types to suit various community needs including affordable housing.
- Focus new housing growth in larger centres and areas of medium and high density with access to public transport to protect lower density neighbourhoods.
- Promote community health and wellbeing by locating new housing within walkable access (400m) to transport and other local services and amenities.
- Respect and promote the heritage and environmental qualities of WCC in planning for new housing.

1.1 PLANNING POLICY AND CONTEXT



DRAFT WILLOUGHBY HOUSING STRATEGY TO 2036

A draft version of this Housing Strategy was exhibited along with *Draft Local Centres Strategy* from 5 February to 30 April 2019. The draft invited comments on the three focus areas for planning future housing. This was largely supported in principle; however reservations in terms of scale and impact of new housing constituted the main theme of submissions.

Participants said that they wanted density to be spread out across centres with a mix of open space, public domain and community hubs and employment options in centres.

Residents were concerned about the impact of heights on streetscapes, heritage values and the village atmosphere of centres. Many expressed their concern about shadowing. This was particularly true of the proposed mixed use development areas involving high-density housing in Chatswood CBD.

Many participants also expressed concerns about the impact of density on infrastructure and traffic, and a few cited existing traffic issues. The tension between parking, cycle lanes and pedestrian access was also apparent among responses.

WILLOUGHBY LOCAL ENVIRONMENTAL PLAN 2012

The current plan – *Willoughby Local Environmental Plan 2012 (WLEP 2012)* sets the direction for land uses in the City. *WLEP 2012* consists of a written instrument and maps. Specifically, *WLEP 2012* states whether development:

- is permissible on the land;
- is subject to specific restrictions, including controls on height, minimum land area and floor space;
- requires consent of Council.

The following zones allow residential accommodation:

| ZONING | BROAD EXPLANATION |
|-------------------------------|---|
| R2 Low Density Residential | Permits 2 storey dwellings |
| R3 Medium Density Residential | Permits town houses and flats up to 4 storeys |
| R4 High Density Residential | Permits high rise (4 storey+ apartments) |
| E4 Environmental Living | Permits 2 storey dwellings in environmentally sensitive areas such as bushfire prone land or foreshore areas. |

In addition, some Business zones allow residential in the form of shop top accommodation:

- B1 Neighbourhood Centre
- B2 Local Centre
- B4 Mixed Use
- B5 Business Development

1.1 PLANNING POLICY AND CONTEXT

Rezoning can be sought (planning proposals) and State Government will review decisions made at key stages of the process. In some circumstances the power of local government to determine the most appropriate location and scale of residential development may not stand and Council's decision can be overturned by the State Government.

WLEP 2012 makes requirements for the provision of Affordable Housing as part of new development of certain types. Before resolving to rezone land, Council considers the inclusion of the subject land as an Affordable Housing Precinct. *WLEP 2012* currently identifies a number of sites where affordable housing is required to be provided when the site is redeveloped. The affordable housing units are rented to people on low to moderate incomes at rents that do not exceed 30% of their income and are managed by a local community housing provider.

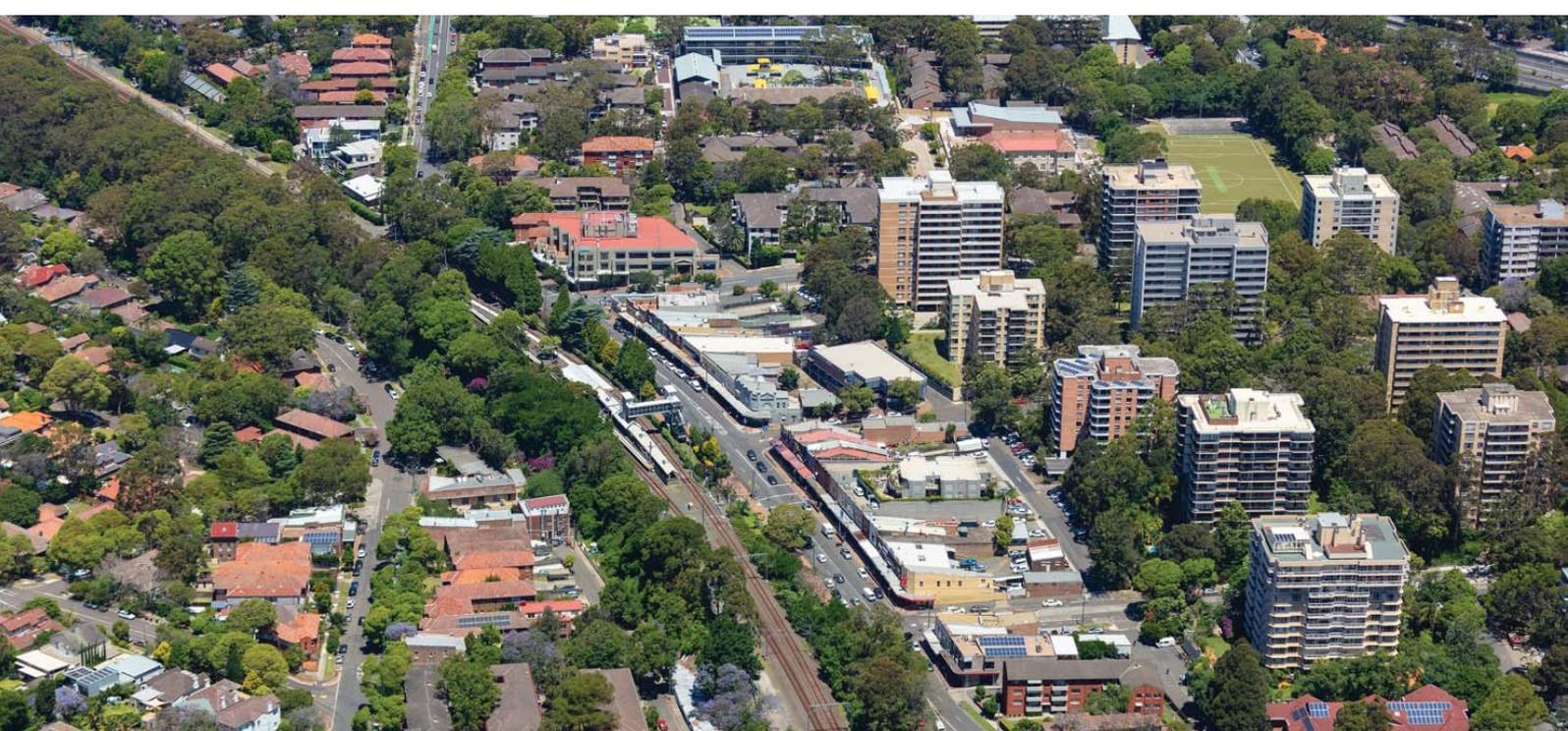
WILLOUGHBY DEVELOPMENT CONTROL PLAN

Willoughby Development Control Plan (WDCP) compliments and supplements *WLEP 2012*. *WDCP* specifies detailed guidelines and environmental standards for new development which needs to be considered in preparing a Development Application.

The WDCP includes character statements and has specific controls for:

- Dwelling houses, dual occupancies and secondary dwellings
- Attached dwellings, multi-dwelling housing and residential flat buildings
- Shop top housing

The *WDCP* provides performance criteria for these different types of development and specifies controls such as setbacks, landscaping, private open space, solar access and sustainable development. The *WDCP* requires a proportion of new residential development to be constructed as adaptable housing. Adaptable housing is designed in such a way that it can be modified easily in the future to become accessible to both occupants and visitors with disabilities or progressive frailties. Council requires up to 50% of new residential units to be adaptable. These requirements assist in meeting the housing needs and choice for Council's growing ageing population and the needs of people with disabilities, and to provide greater flexibility of housing stock to change to meet people's needs generally.



1.2 LGA SNAPSHOT

SIZE AND LOCATION

Willoughby is a medium sized local government area occupying 23 square kilometres on the lower North Shore of Sydney, 8.5kms north of the Sydney Central Business District (CBD), with its own busy CBD of Chatswood. Willoughby enjoys the natural borders of the Lane Cove River to the west and the foreshores of Middle Harbour to the east and benefits from 300ha of bushland.

OUR PEOPLE

Willoughby has a population of about 80,887 people (.id August 2019) within an estimated 30,065 households (.id August 2019). Locals enjoy a diverse ethnic and cultural mix, resident's backgrounds include Chinese, Japanese, Italian, Armenian, Greek, Croatian and Korean. The majority of the Willoughby population is extremely well educated and skilled and its residents have higher than average household weekly incomes when compared with the Sydney metropolitan average.

ACTIVITIES IN WILLOUGHBY

A broad range of vibrant cultural events and programs and inclusive social activities provide communities and

neighbourhoods a choice of social interaction and cultural experiences where they can develop a sense of belonging.

The City of Willoughby includes a blend of retail, commercial, industrial, residential, institutional and recreational districts. In addition to its varied employment opportunities, the City is close to other major employment areas such as Macquarie Park north Sydney and Sydney CBD and has access to a variety of quality public transport, retail, education and health facilities. It has excellent public libraries and The Concourse in Chatswood CBD is a major cultural precinct serving the entire lower North Shore.

HERITAGE AND ENVIRONMENTAL ASSETS

The City's scenic waterways, bushland reserves, parks, playgrounds, stunning bush walks, combined art and environmental projects, green corridors and significant heritage items and conservation areas provide an inspiring and healthy environment for its communities and visitors.



1.3 HOUSING VISION

“A City that is Liveable” is one of the five Strategic Outcomes in *Our Future Willoughby 2028*. This outcome resulted from a community engagement process was concluded as a priority for the next 10 years, through an extensive engagement process.

This Strategic Outcome requires:

- We are a City that is safe, engaging, vibrant and supported by great urban design.
- Our City has lively village centres and a strong Central Business District (CBD) that we will celebrate and promote.
- Our community will have access to spaces that promote a healthy and active lifestyle.

It is important that these Priorities and this Outcome are reflected in this *Housing Strategy*.

A vision that speaks for housing in Willoughby is suggested as:

- Willoughby values its natural environment within which it supports a wide diversity of housing to meet the needs of its residents.
- Chatswood is a confident, well designed, safe and healthy Central Business District, close to transport and open spaces providing higher density living around the commercial heart. This higher density housing has appeal for older residents who wish to be close to family and the services they need, but is also home for younger families and smaller households who also value convenience.
- St Leonards is a centre that provides a unique local character with a heritage conservation area, a bustling commercial centre, valued industrial area as well as a flourishing health and education hub all located around St Leonards Station.
- The many attractive local centres promote their distinctive characters and nurture strong communities with lower rise housing, jobs and local services. They have provided opportunities for older residents to downsize and be closer to what they need.
- The many low density heritage areas continue to contribute to Willoughby special residential character with a good supply of traditional single family homes with gardens.
- The provision of affordable housing is promoted







SECTION 2

Evidence

EVIDENCE BASE FOR FUTURE HOUSING IN WILLOUGHBY

To establish the identification of where housing supply is adequate and where new housing and housing type will be delivered, the following factors need to be considered:

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

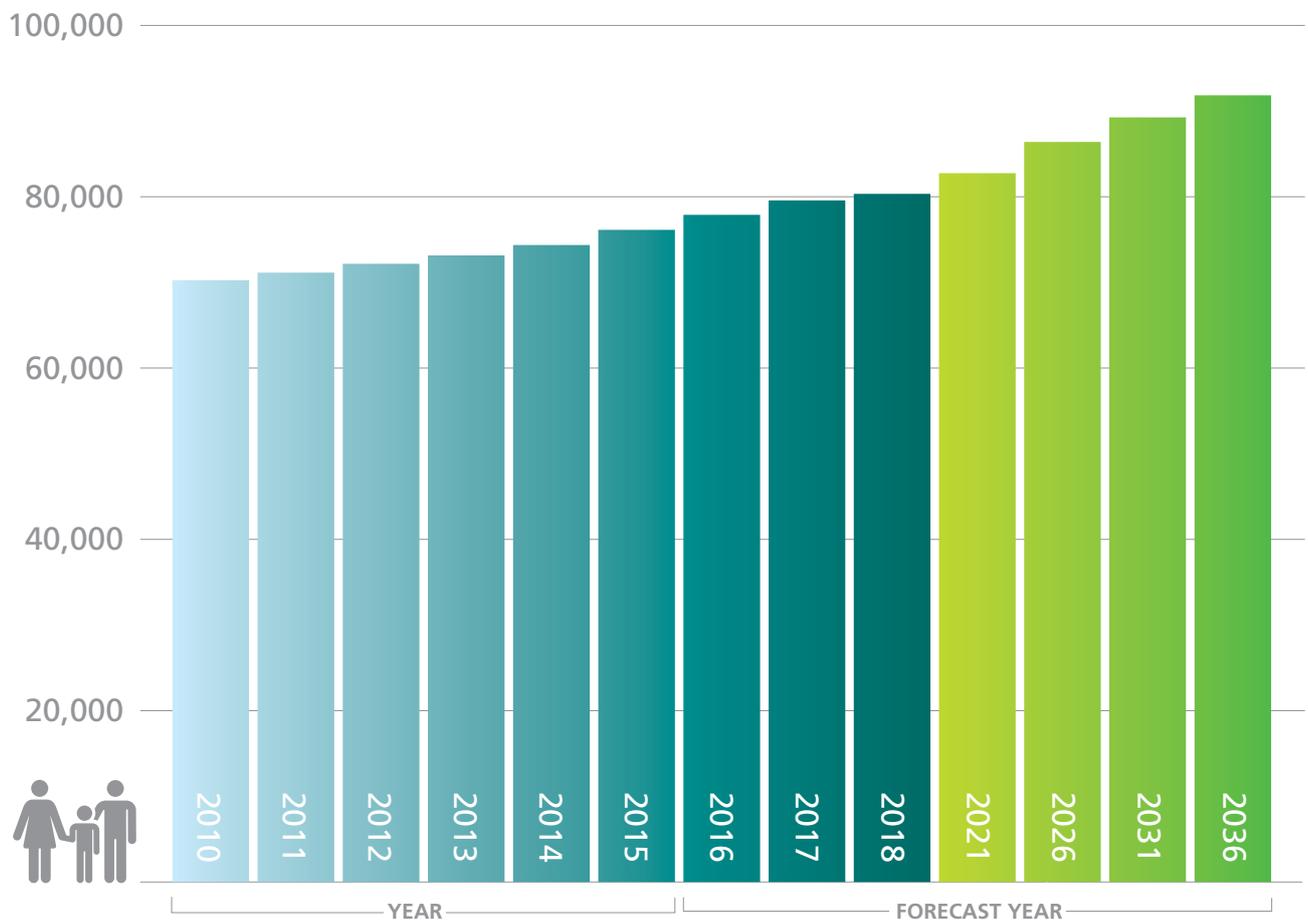
Analysis of demographic indicators and projections provides insights into current and future housing needs of Willoughby's population. Information on Willoughby's population change, age structure and household type over time will inform the future housing supply for Willoughby.

2.1 POPULATION

POPULATION CHANGE TO DATE

Willoughby's population has increased by 18% from 66,481 in 2006 to 79,681 in 2017. 48% of the population being males and 52% females which is in the normal range. The population is expected to rise in 2036 to 91,848 - an increase of 13,830.

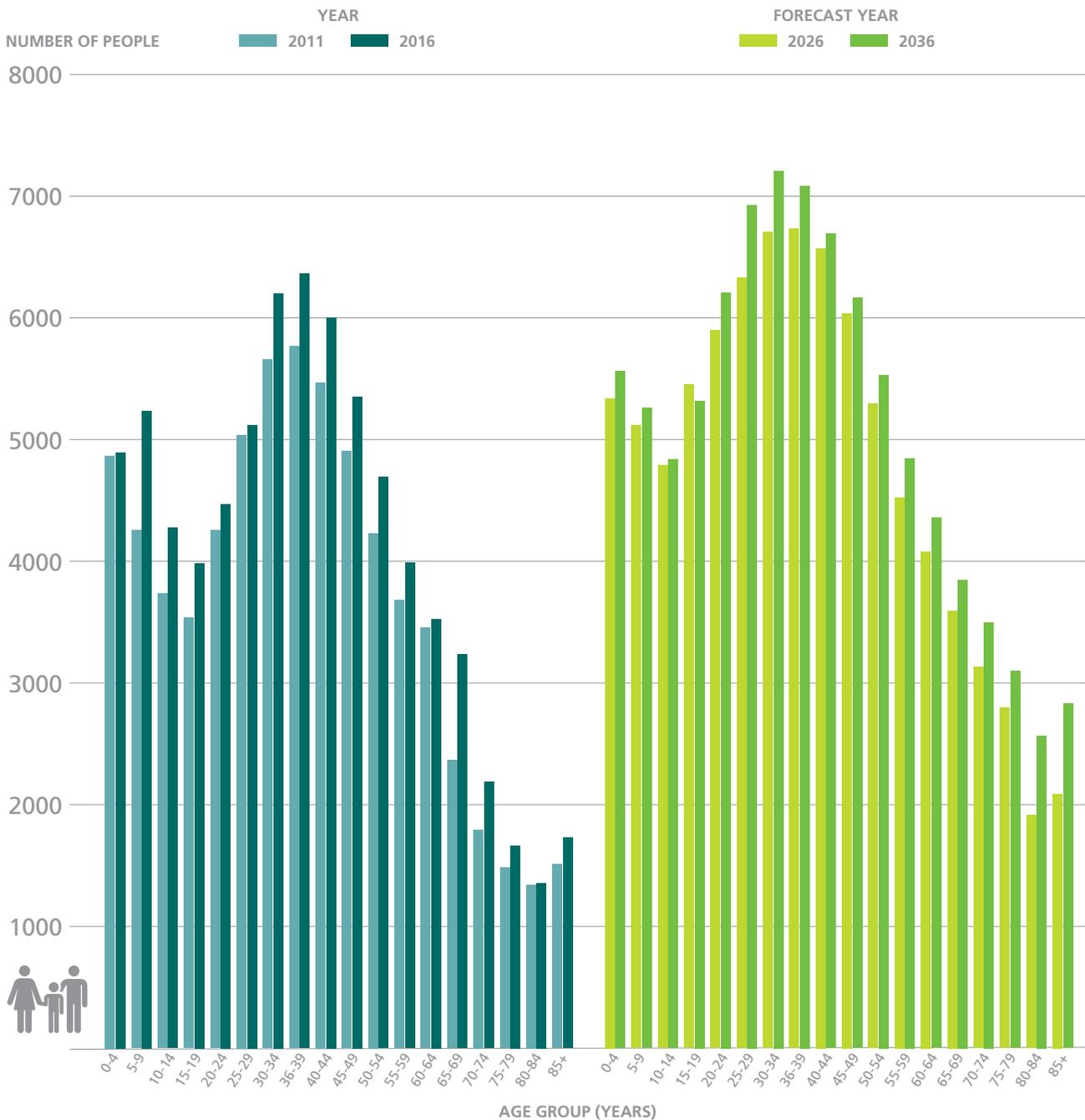
NUMBER OF PEOPLE



Source: .id, the population experts, November 2017.

2.1 POPULATION

CHANGE IN FIVE YEAR AGE GROUPS 2011 – 2016



Source: .id, the population experts, November 2017.

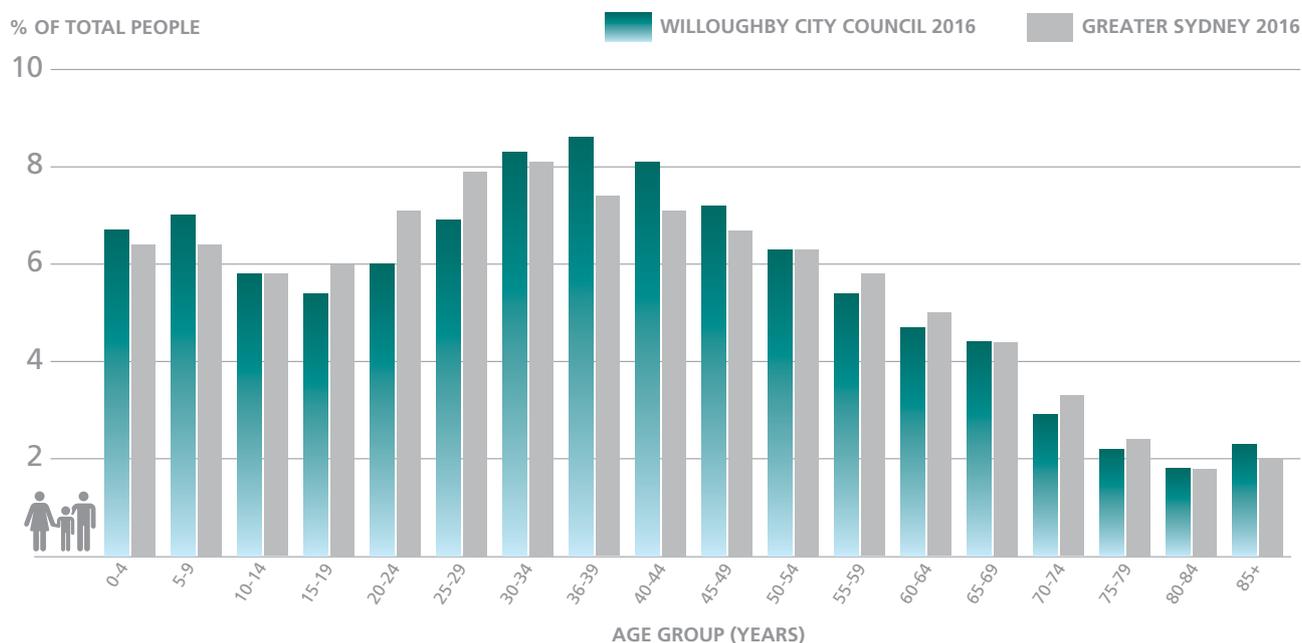
From 2011 to 2016 Willoughby’s population increased by 6,942 people (10.35%). This represents an average annual population change of just under 2% (1.98%) per year over the period. The largest changes in age structure between 2011 and 2016 were in the age groups:

- 5 to 9 (+979 persons)
- 65 to 69 (+870 persons)
- 35 to 39 (+597 persons)
- 30 to 34 (+544 persons)

Between 2016 and 2026, the age structure forecasts for Willoughby indicate a 0.9% increase in population under working age, a 27.8% increase in retirement age and 10.1% increase of working age. The largest increase in persons between 2016 and 2026 is forecast to be in the 15 to 19 age group.

2.1 POPULATION

AGE STRUCTURE - FIVE YEAR AGE GROUPS – 2016



Source: .id, the population experts, November 2017.

The Age Structure of Willoughby City provides key insights into the level of demand for age based services and facilities such as primary school, high school and child care. It is also an indicator of Willoughby City's residential role and function being favoured by families with school age children and how it is likely to change in the future, with significant groups of older people. The largest group for 2016 were the 35 to 39 year olds.

Analysis of the five year age groups of Willoughby City in 2016 compared to Greater Sydney shows that there was a higher proportion of people in the younger age groups (under 15) and a similar proportion of people in the older age groups (65+).

Overall, 19.4% of the population was aged between 0 and 15, and 13.7% were aged 65 years and over, compared with 18.7% and 13.9% respectively for Greater Sydney.

The major differences between the age structure of Willoughby City and Greater Sydney were:

- A larger percentage of persons aged 35 to 39 (8.6% compared to 7.4%)
- A larger percentage of persons aged 40 to 44 (8.1% compared to 7.1%)
- A smaller percentage of persons aged 20 to 24 (6.0% compared to 7.1%)
- A smaller percentage of persons aged 25 to 29 (6.9% compared to 7.9%)

Indicating a larger proportion of working age residents and fewer younger adults between 20-30 years.

2.1 POPULATION

FORECAST POPULATION CHANGE

The following summary shows the forecast population for Willoughby. The period 2016 to 2026, as the short to medium term, is likely to be the most accurate and useful forecast information for immediate planning purposes. The greatest population change for Willoughby is forecast for the period from 2017 to 2021 which is expected to have a net increase of 4,735 people.

| WILLOUGHBY CITY COUNCIL | YEAR | FORECAST YEAR | | | |
|------------------------------------|--------|---------------|--------|--------|--------|
| | | 2016 | 2021 | 2026 | 2031 |
| Summary | 2016 | 2021 | 2026 | 2031 | 2036 |
| Population | 78,018 | 82,753 | 86,399 | 89,266 | 91,848 |
| Change in population (5yrs) | | 4,735 | 3,646 | 2,867 | 2,582 |
| Average annual change | | 1.19% | 0.87% | 0.65% | 0.57% |

Source: .id , the population experts, November 2017.

COMPONENTS OF POPULATION CHANGE

| WILLOUGHBY CITY COUNCIL | YEAR | | | | |
|---|-----------|-----------|-----------|-----------|-----------|
| | 2012-2016 | 2017-2021 | 2022-2026 | 2027-2031 | 2032-2036 |
| Component | 2012-2016 | 2017-2021 | 2022-2026 | 2027-2031 | 2032-2036 |
| Births | | 5,134 | 5,239 | 5,367 | 5,507 |
| Deaths | | 2,214 | 2,496 | 2,830 | 3,234 |
| Natural increase/decrease | | 2,920 | 2,743 | 2,538 | 2,273 |
| Net migration | | 1,759 | 903 | 214 | 255 |
| Change in persons in non-private dwellings | | 56 | 0 | 115 | 55 |
| Total population change | | 4,735 | 3,646 | 2,867 | 2,582 |

Source: .id , the population experts, November 2017.

It is also significant that births continue to be the largest component of population change consistently providing for a net increase of well over 2,000 persons, compared to a net migration figure of 1,759 in the period 2017- 2021 which falls to several hundred from 2026.



2.2 DWELLINGS

In Willoughby although the number has fallen in absolute terms, separate houses remain the most dominant housing form. There are 13,356 separate houses in the council area, 4,210 medium density dwellings, and 12,261 high density dwellings. (2016 Census)

DWELLING STRUCTURE

Analysis of the types of dwellings in Willoughby City in 2016 shows that 44.5% of all dwellings were separate houses; 14.0% were medium density dwellings, and 40.9% were in high density dwellings, compared with 55.0%, 20.3%, and 23.5% in the Greater Sydney respectively.

DWELLING STRUCTURE, WILLOUGHBY CITY 2016

Source: .id, the population experts, November 2017.



DWELLING STRUCTURE, WILLOUGHBY CITY AND GREATER SYDNEY COMPARISON, 2016



Source: .id, the population experts, November 2017.

2.2 DWELLINGS

HISTORIC CHANGE IN DWELLING STRUCTURE

Willoughby's dwelling structure has changed since 2011 with a trend towards higher density type dwellings.

| WILLOUGHBY CITY DWELLINGS (ENUMERATED) | 2011 | | | 2016 | | | CHANGE |
|--|---------------|--------------|----------------|---------------|--------------|----------------|---------------|
| | No. | % | Greater Sydney | No. | % | Greater Sydney | 2011 - 2016 |
| Separate house | 13,561 | 48.4 | 58.9 | 13,356 | 44.5 | 55.0 | -205 |
| Medium density | 3,877 | 13.8 | 19.7 | 4,210 | 14.0 | 20.3 | +333 |
| High density | 10,506 | 37.5 | 20.7 | 12,261 | 40.9 | 23.5 | +1,755 |
| Caravans, cabin, houseboat | 3 | 0.0 | 0.2 | 3 | 0.0 | 0.2 | 0 |
| Other | 69 | 0.2 | 0.4 | 91 | 0.3 | 0.5 | +22 |
| Not stated | 3 | 0.0 | 0.1 | 72 | 0.2 | 0.4 | +69 |
| Total Private Dwellings | 28,019 | 100.0 | 100.0 | 29,993 | 100.0 | 100.0 | +1,974 |

Source: .id , the population experts, November 2017.

HOUSEHOLD TYPE

Analysis of the household/family types in Willoughby City in 2016 compared to Greater Sydney shows that there was a higher proportion of couple families with child(ren) as well as a lower proportion of one-parent families. Overall, 37.0% of total families were couple families with child(ren), and 8.4% were one-parent families, compared with 35.3% and 10.4% respectively for Greater Sydney. There were a similar proportion of lone person households and a higher proportion of couples without children. Overall, the proportion of lone person households was 20.0% compared to 20.4% in Greater Sydney while the proportion of couples without children was 23.0% compared to 22.4% in Greater Sydney. Historically, the main change in household type from 2011 to 2016 showed a slight decrease in couples with children (-29) and a corresponding slight increase in one parent families (+21).

HOUSEHOLD TYPE, WILLOUGHBY CITY 2016

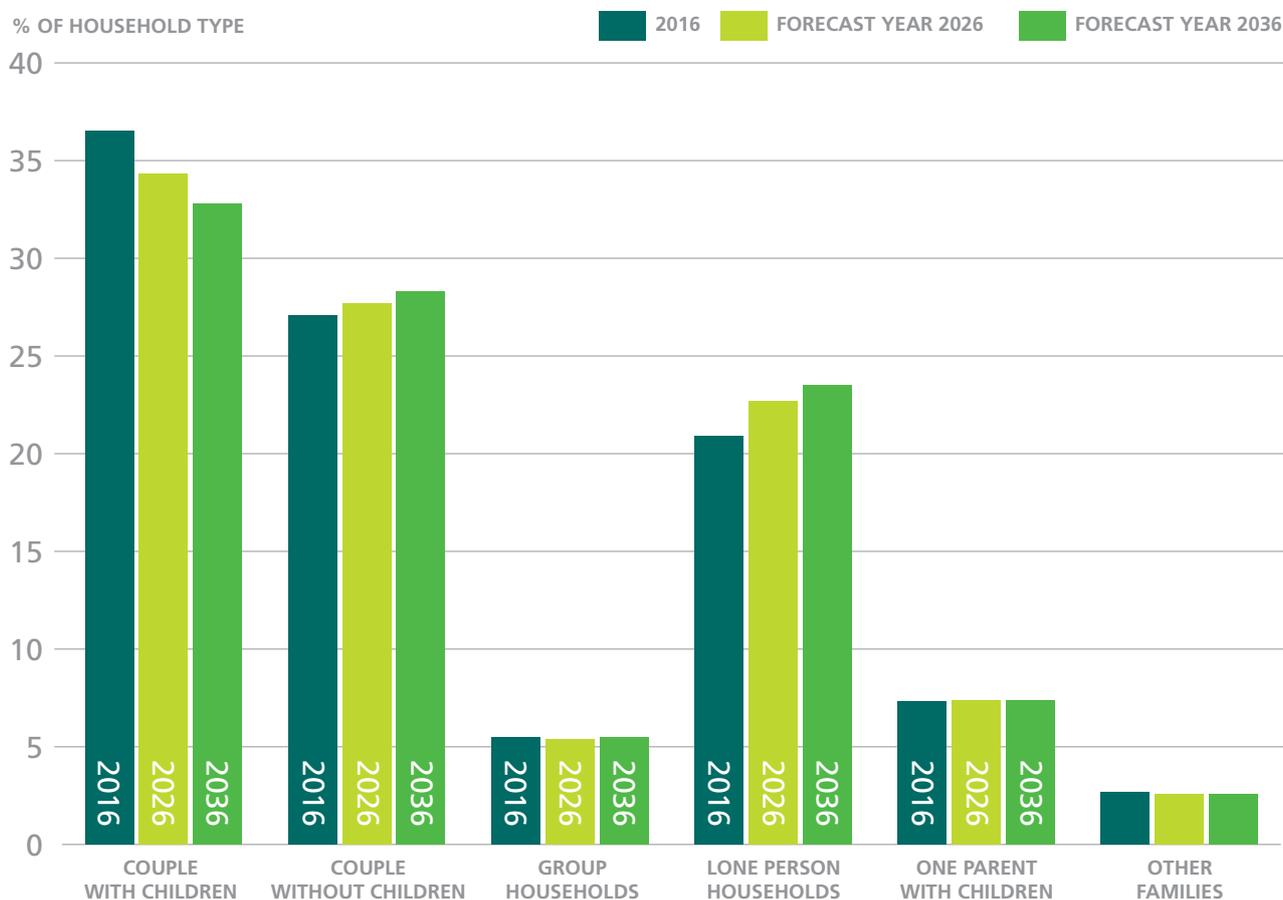
Source: .id , the population experts, November 2017.



2.2 DWELLINGS

FORECAST HOUSEHOLD TYPES

Forecasting for household types show couple families with children are expected to continue to be the dominant household type by 2036. However, this follows with a corresponding increase in couples without dependents and lone person households.



Source: .id , the population experts

HOUSEHOLD SIZE (PERSONS PER DWELLING)

It is important to look at the relationship between population and average household size. If the average household size is falling, then there will need to be growth in the number of households (and dwellings for them to live in) to maintain or grow the population.

| Average household size | 2011 | 2016 | 2021 | 2026 | 2031 | 2036 |
|------------------------|------|------|------|------|------|------|
| | 2.57 | 2.60 | 2.63 | 2.59 | 2.56 | 2.53 |

Source: .id , the population experts

Average Household size grew slightly between 2011 and 2016. The trend is expected to decline with a gradual decrease in average household size to 2.53 by 2036. The trend in recent years has demonstrated a reduction in separate dwellings with an associated increase partly in medium but mainly in high density. With a limited amount of land available for residential and taking into account the constraints identified in the previous section, this trend is likely to continue. It will therefore be necessary to protect lower density areas as they provide a particular choice of dwellings.

Single dwellings are currently favoured by couple households with dependents (the dominant household type for this area). Couple households with dependents is also forecast to be the dominant household type to 2036 and it is assumed that single dwellings will still be the preferred type of accommodation for that group.

2.2 DWELLINGS

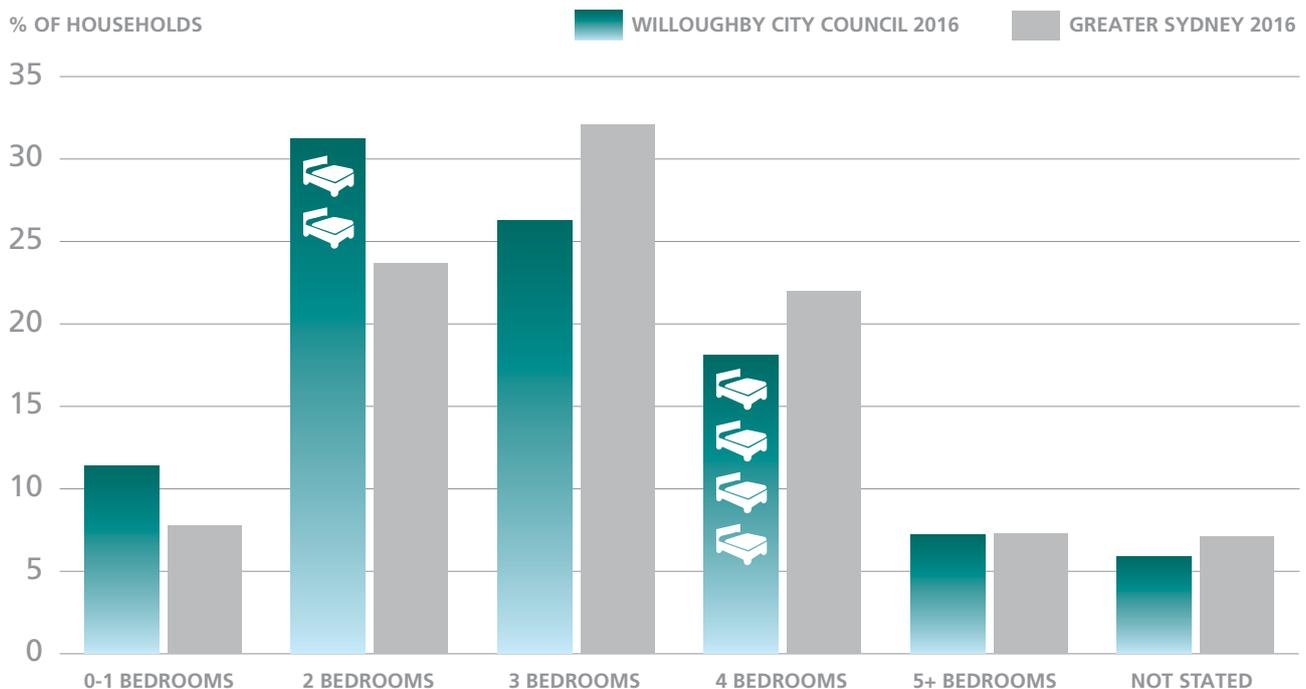
NUMBER OF BEDROOMS

Analysis of the number of bedrooms in dwellings in Willoughby City in 2016 compared to Greater Sydney shows a trend towards smaller homes with a higher proportion of dwellings with 2 bedrooms or less, and a lower proportion of dwellings with 4 or more bedrooms. Overall, 42.6% of households were in dwellings with 2 bedrooms or less, and 25.3% of 4 or more bedroom dwellings, compared with 31.5% and 29.3% for Greater Sydney respectively, probably reflecting a trend towards larger homes in middle suburbs replacing other traditional homes and the size of homes being built in new growth areas.

The largest changes in the number of bedrooms per dwelling between 2011 and 2016 were:

- 0 or 1 bedrooms (+520 dwellings)
- 4 bedrooms (+463 dwellings)
- 5 bedrooms or more (+358 dwellings)
- 3 bedrooms (-252 dwellings)

NUMBER OF BEDROOMS, 2016



HOUSEHOLD TYPE BY DWELLING TYPE AND NUMBER OF BEDROOMS, 2016



Source: .id , the population experts, November 2017.

2.2 DWELLINGS

HOUSING TENURE

For Willoughby, 57% of households were purchasing or fully owned their home. 33.6% were renting privately and 1.7% were in social housing in 2016.

The largest change in housing tenure between 2011 and 2016 were:

- Renting - Private (+1,233 persons)
- Mortgage (+163 persons)

TENURE TYPES, WILLOUGHBY CITY 2016

Source: .id, the population experts, November 2017.



Mortgage or fully owned



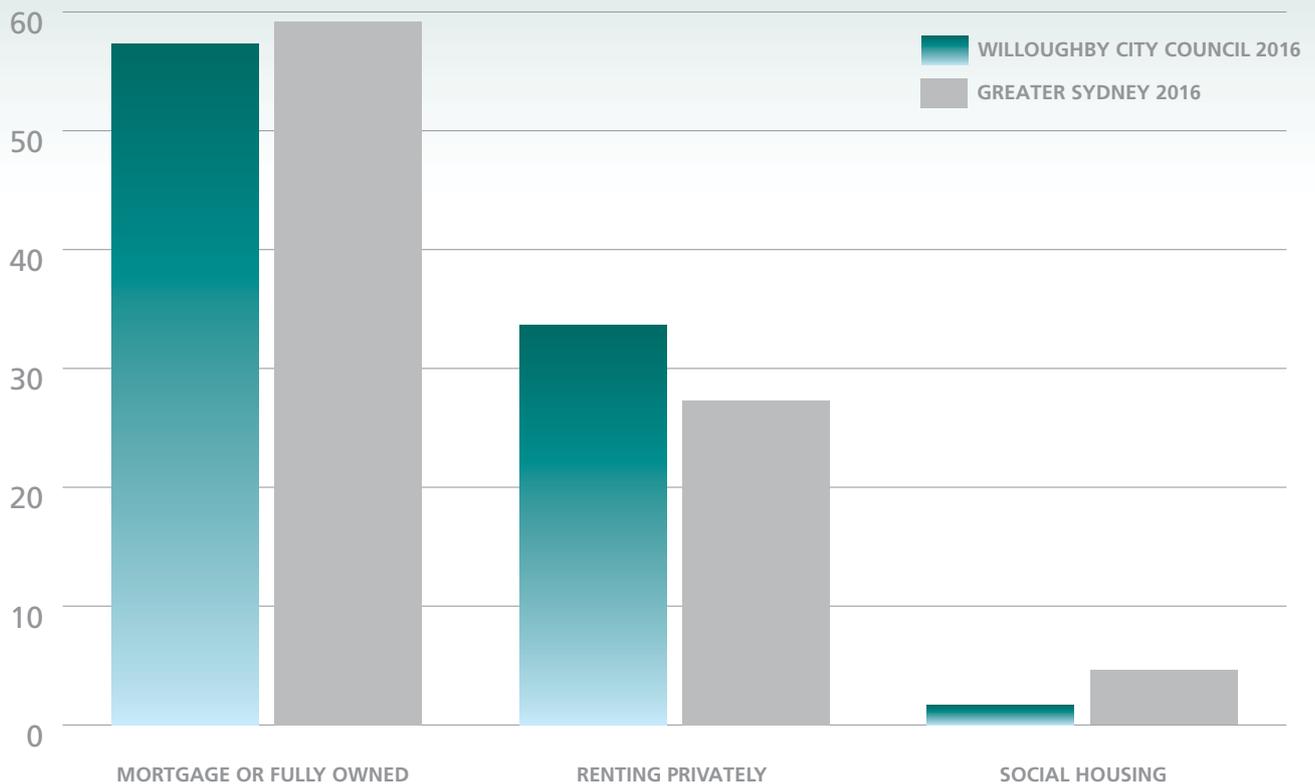
Renting privately



Social housing

TENURE TYPES, WILLOUGHBY CITY AND GREATER SYDNEY COMPARISON, 2016

% OF DWELLINGS



Source: .id, the population experts, November 2017.

2.2 DWELLINGS

HOUSEHOLD INCOME

Analysis of household income levels in Willoughby City in 2016 compared to Greater Sydney shows that there was a larger proportion of high income households (those earning \$2,500 per week or more) and a lower proportion of low income households (those earning less than \$650 per week).

Overall, 39.8% of the households earned a high income and 12.2% were low income households, compared with 28.3% and 15.1% respectively for Greater Sydney.

39.8%

HIGH INCOME HOUSEHOLDS



12.2%

LOW INCOME HOUSEHOLDS



EMPLOYMENT

The major differences between the household incomes of Willoughby City and Greater Sydney were:

- A larger percentage of households who earned \$6,000 - \$7,999 / week (6.5% compared to 2.5%)
- A larger percentage of households who earned \$3,500 - \$3,999 (8.1% / week compared to 5.3%)
- A larger percentage of households who earned \$5,000 - \$5,999 (5.1% / week compared to 2.7%)
- A smaller percentage of households who earned \$650 - \$799 / week (3.4% compared to 5.5%)



Willoughby City
\$6,000 - \$7,999 / week
(6.5%)



Willoughby City
\$3,500 - \$3,999 / week
(8.1%)



Willoughby City
\$5,000 - \$5,999 / week
(5.1%)



Greater Sydney
\$650 - \$799 / week
(5.5%)



Greater Sydney
\$6,000 - \$7,999 / week
(2.5%)



Greater Sydney
\$3,500 - \$3,999 / week
(5.3%)



Greater Sydney
\$5,000 - \$5,999 / week
(2.7%)



Willoughby City
\$650 - \$799 / week
(3.4%)

Source: .id, the population experts, November 2017.

2.2 DWELLINGS

EMPLOYMENT

The size of Willoughby City's labour force in 2016 was 38,250, of which 11,445 were employed part-time and 24,335 were full time workers.

Analysis of the employment status (as a percentage of the labour force) in Willoughby City in 2016 compared to Greater Sydney shows that there was a higher proportion in employment, and a lower proportion unemployed. Overall, 94.9% of the labour force was employed and 5.1% unemployed compared with 94.0% and 6.0% respectively for Greater Sydney.

The labour force participation rate refers to the proportion of the population aged 15 years and over that was employed or actively looking for work. "The labour force is a fundamental input to domestic production. Its size and composition are therefore crucial factors in economic growth. From the viewpoint of social development, earnings from paid work are a major influence on levels of economic well-being." (Australian Social Trends 1995).

Analysis of the labour force participation rate of the population in Willoughby City in 2016 shows that there was a higher proportion in the labour force (63.9%) compared with Greater Sydney (61.6%).

POPULATION FORECASTS – DATA SOURCES

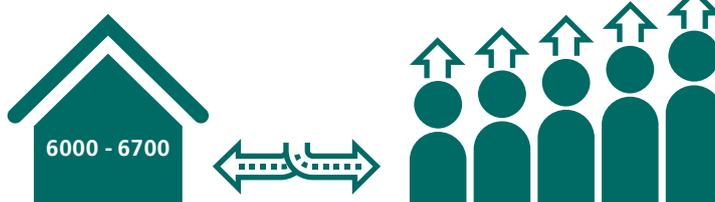
The NSW Department of Planning and Environment produce population and household projections to 2036. In addition .id also provide projections on behalf of Council. The methodologies are slightly different and result in a different 2036 figure. These differences are highlighted below:

| | DEPARTMENT OF PLANNING, INDUSTRY AND ENVIRONMENT | .ID THE POPULATION EXPERTS |
|-----------------|--|----------------------------|
| Population 2016 | 75,450 | 78,018 |
| Population 2036 | 88,650 | 91,848 |
| Dwellings 2016 | 30,950 (implied dwellings) | 30,367 |
| Dwellings 2036 | 37,400 (implied dwellings) | 37,125 |

Source: .id, the population experts, Department of Planning, Industry and Environment, November 2017.

The Department's forecasts a 13,200 increase in population and 6,450 increase in implied dwellings (2016-2036). .id forecasts a 13,830 increase in population and 6,758 increase in dwellings (2016-2036). Overall, taking both forecasts into account, between 6,000 - 6,700 dwellings will be required to meet population growth to 2036.

**6,000 - 6,700 dwellings
will be required to meet
population growth to 2036**





2.2 DWELLINGS

.id provides further information on the breakdown of these projection as follows:

FORECAST POPULATION, HOUSEHOLDS AND DWELLINGS

| WILLOUGHBY CITY | YEAR | | | | |
|--|--------|--------|--------|--------|--------|
| | 2016 | 2021 | 2026 | 2031 | 2036 |
| Summary | | | | | |
| Population | 78,018 | 82,753 | 86,399 | 89,266 | 91,848 |
| Change in population (5yrs) | | 4,735 | 3,646 | 2,867 | 2,582 |
| Average annual change | | 1.19% | 0.87% | 0.65% | 0.57% |
| Households | 28,920 | 30,906 | 32,785 | 34,306 | 35,688 |
| Average household size | 2.65 | 2.63 | 2.59 | 2.56 | 2.53 |
| Population in non-private dwellings | 1,291 | 1,347 | 1,347 | 1,462 | 1,517 |
| Dwellings | 30,367 | 32,358 | 34,255 | 35,759 | 37,125 |
| Dwelling occupancy rate | 95.23 | 95.51 | 95.71 | 95.94 | 96.13 |

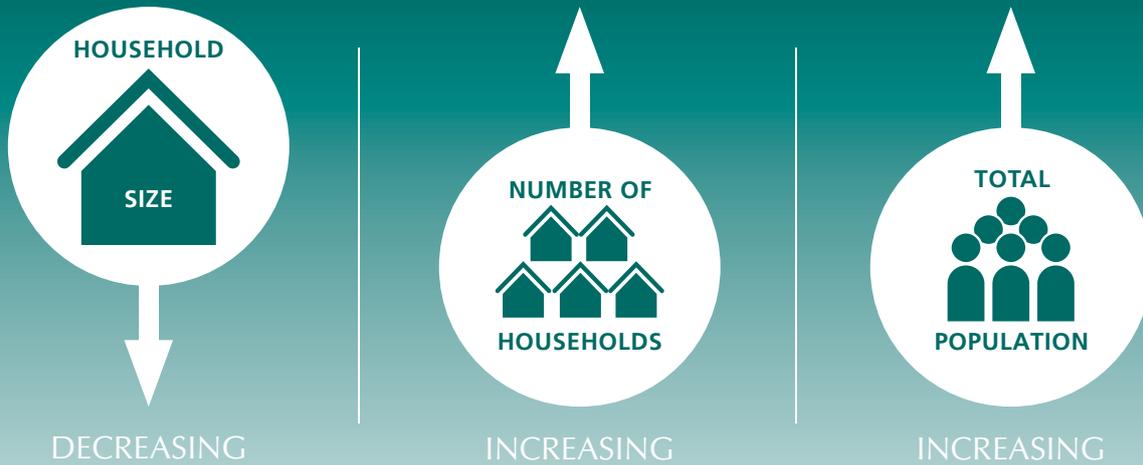
Population and household forecasts, 2016 to 2036, prepared by .id, the population experts, November 2017.



2.2 DWELLINGS

FORECAST POPULATION, HOUSEHOLDS AND DWELLINGS

It is important to look at the relationship between population and average household size. If the average household size is falling, then there will be a related growth in the number of households, and a need for dwellings for them to live in to support the population.



FORECAST POPULATION, HOUSEHOLDS AND DWELLINGS, 2016



source: Population and household forecasts, 2016 to 2036, prepared by .id , the population experts, November 2017.

Between 2016 and 2026, the age structure forecasts for Willoughby City indicate a 0.9% increase in population under working age, a 27.8% increase in population of retirement age, and a 10.1% increase in population of working age.

2.2 DWELLINGS

KEY FINDINGS FROM DEMOGRAPHIC INFORMATION

The population of Willoughby is expected to rise in 2036 from its current 78,017 to 91,848 (an increase of 13,830 .id Forecast). This increase in residents comprises families and older people who will have different housing needs, requiring a mix of housing types to be available. From a current figure of 30,367 dwellings an increase to 37,125 by 2036 is estimated amounting to approximately 6,758 additional dwellings.

Therefore an extra 6,758 dwellings will be required, comprising separate houses – (possibly in the form of secondary dwellings and dual occupancies), flats, terraces and townhouses.

Further considerations include:

- Couple families with children the dominant household type by 2036
 - Increase in couples without dependents
 - Increase in lone person households
 - Lower average household size
 - Higher proportion of high income households (\$2500 per week or more) than greater Sydney.
 - The greatest population change for Willoughby City is forecast for the current period from 2017 to 2021, which is expected to have a net increase of 4,735 people, therefore housing production will be required to deliver quickly in response.
-



Couples with children
will be the dominant
household type by 2036.

2.3 HOUSING FOR PARTICULAR NEEDS

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

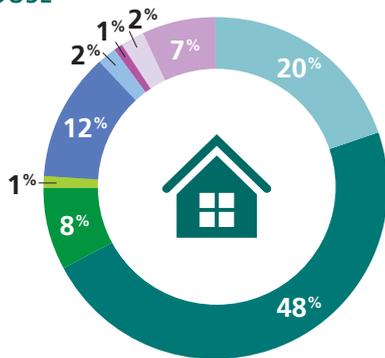
TYPE OF DWELLINGS BY FAMILY TYPE

The following pie charts illustrate a breakdown of the type of dwellings currently occupied by family type. The graphs illustrate a preference for:

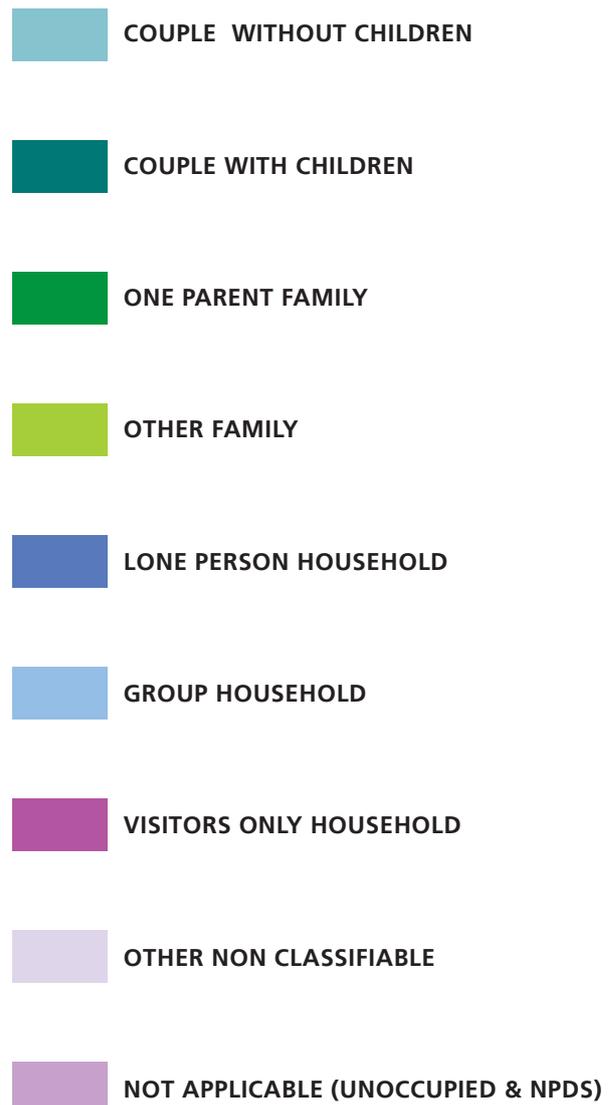
- separate dwellings for couple family with children
- medium /high density for couple family with no children
- high / medium density for lone person households
- high / medium density for group households

There is no particular stand out preference for one parent or other type family who occupy all housing types.

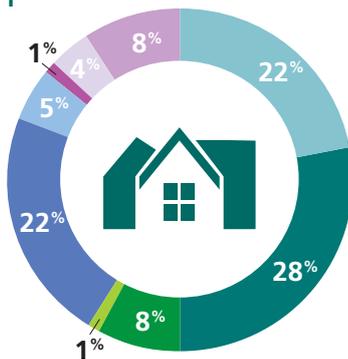
SEPARATE HOUSE



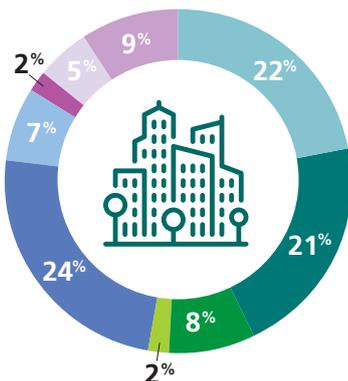
LEGEND



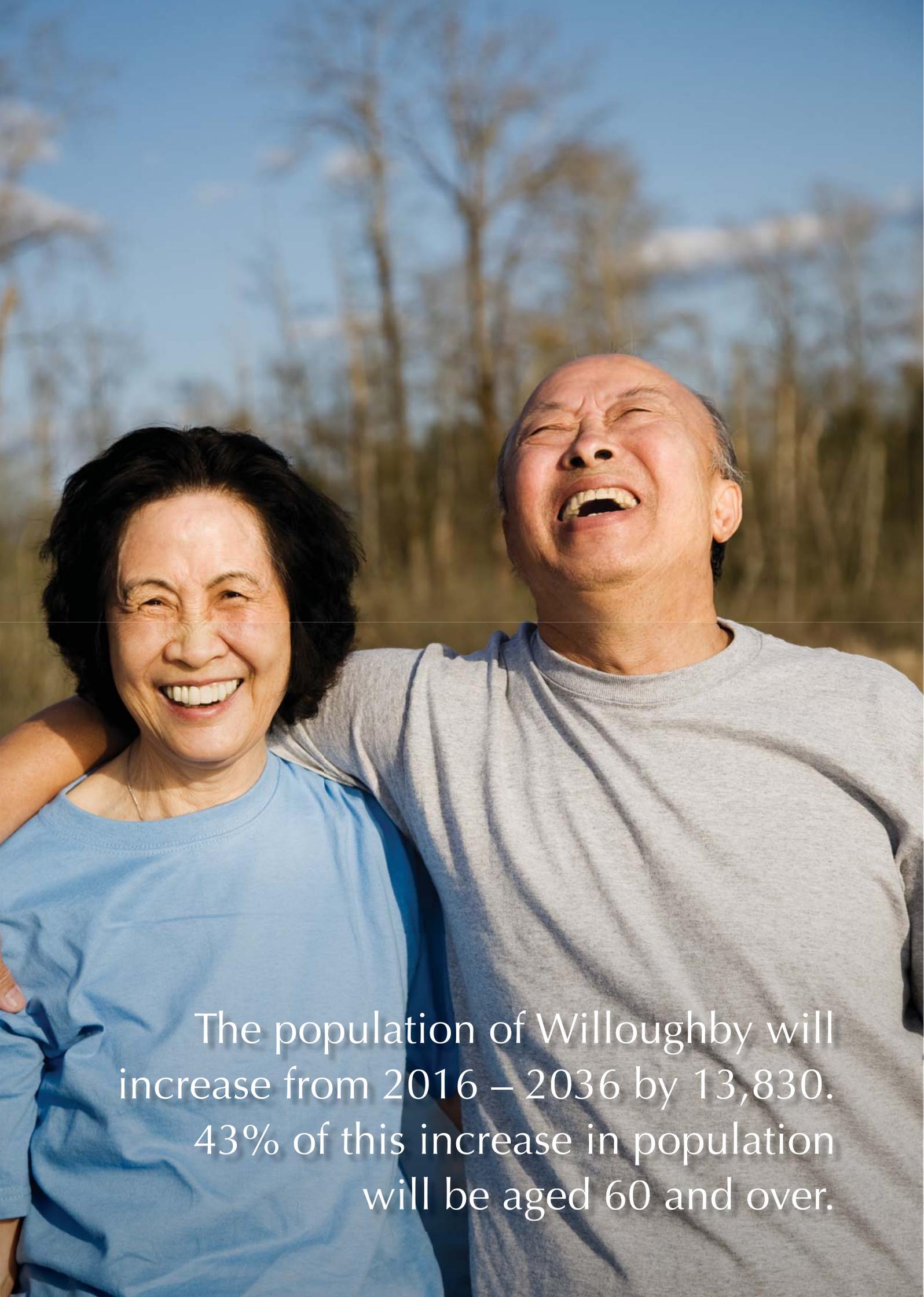
MEDIUM DENSITY



HIGH DENSITY



Source: .id, the population experts, November 2017.



The population of Willoughby will increase from 2016 – 2036 by 13,830. 43% of this increase in population will be aged 60 and over.

2.3 HOUSING FOR PARTICULAR NEEDS

SENIORS

As indicated in the Population section above, the population of Willoughby will increase from 2016 – 2036 by 13,830. 43% of this increase in population will be aged 60 and over.

FORECAST HOUSEHOLD TYPES

Feedback from previous consultations on Local Centres / Housing Position Statements has indicated a desire of older people to downsize but remain in the local area. Assuming the existing trend prevails, this will result in a demand for units / separate dwellings (e.g. 'granny flats'). As the predominant family type is expected to remain as couple families with children, this could result in allowing separate low density homes to be available for families while older residents move to more accessible and convenient housing close to transport and services.

With a limited supply of land, the location of these extra dwellings needs to be carefully considered. Dual occupancies and secondary dwellings being permissible in many residential zones across Willoughby allow for the ongoing delivery of lower scale housing in an incremental, piecemeal way. Trend analysis from approvals tells us we deliver around 20 new homes through this mechanism every year; however there will come a point where this supply is exhausted as no more suitable sites remain. For now that point is likely to be beyond the 20 year planning horizon of this Strategy. This type of housing is suitable for a wide range of residents, being single storey with some private open space however it may not be well located for public transport or walkable to other services, requiring residents to drive.

Medium density housing (townhouses and low rise apartments) should be planned in accessible locations close to transport and walkable to services and amenities including open space. Local centres are considered appropriate for this scale of development. Town house type development was not common in the local area for a number of years. However, recently there has been an upturn in the number of Development Applications proposing this type of accommodation. From 2018-19 approvals were issued which will result in 98 new town house dwellings.

High density housing will be planned for the most accessible locations close to bus, train and Metro stations and walkable to all services, and will play an important role in contributing the majority of Willoughby's housing target over the next 20 years. As such, Chatswood and St Leonards Strategic Centres will be the focus of this style of housing.

Under the State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004, a Site Compatibility Certificate application can be made to the Department of Planning, Industry and Environment to enable development for the purposes of seniors housing. A Site Compatibility Certificate enables a Seniors Housing development to be proposed on land that is used for the purposes of an existing registered club.

This has its compromises as it can result in a loss of areas of private open space used by the community.

A Site Compatibility Certificate has been approved by the Department of Planning, Industry and Environment for the Willoughby Legions Club, 26 Crabbes Avenue, North Willoughby for 36-72 residential aged care facility beds and approximately 99-125 self-contained units. As at October 2019, this had been submitted as a Development Application to Council.

Another Site Compatibility Certificate has been issued for the Chatswood Golf Club. This proposes 106 self-contained apartments with ancillary services and facilities. However, as with such urban issues, where different uses compete for limited land, a balance seeks to be achieved for the benefit of the community.

2.3 HOUSING FOR PARTICULAR NEEDS

AFFORDABLE RENTAL

Willoughby Council has had a long interest in affordable housing issues. Following the Report of the Ministerial Taskforce on Affordable Housing titled 'Affordable Housing in New South Wales: The Need for Action' in July 1998, Council adopted the *Willoughby City Housing Policy*. This Policy recognised the loss and lack of low cost housing and the small number of public and community housing dwellings within the local government area.

If a household is spending more than 30% of income on housing costs it is described as being in housing stress. Housing stress impacts on quality of life and the ability to afford other living costs such as food, clothing, transport and utilities.

Willoughby Local Environmental Plan 1995 was amended in 1999 to require 4% of the total floor space of new dwellings within identified Willoughby Local Housing Precincts to be provided as affordable housing. These controls were subsequently validated by The Environmental Planning and Assessment Amendment (Affordable Housing) Act 2000 and State Environmental Planning Policy 70- Affordable Housing (Revised Schemes) in 2002.

Between 1999 and 2005, 4 sites were identified as Affordable Housing Precincts and a total of 10 units and several monetary contributions were provided. These numbers may not have been significant in total but they reflect Willoughby's ability to make some impact on its housing affordability issue.

Willoughby Local Environmental Plan 2012 came into force in January 2013 and identified a number of new sites where affordable housing was required (indicated as Area 3 on the Special Provisions Area Map). Sites were selected for inclusion on the map where the zone had changed to allow a higher density, the height control had been substantially increased or the site had been newly zoned for residential use. Initially the Department of Planning and Infrastructure did not support the proposed extension of the existing affordable housing program to new sites under the draft LEP and Council spent several years contesting this

issue, successfully achieving the inclusion of the additional sites/areas.

To date Council has provided 35 Affordable Housing units for Key Workers. Our Future Willoughby 2028 provides the following commitments to 2023:

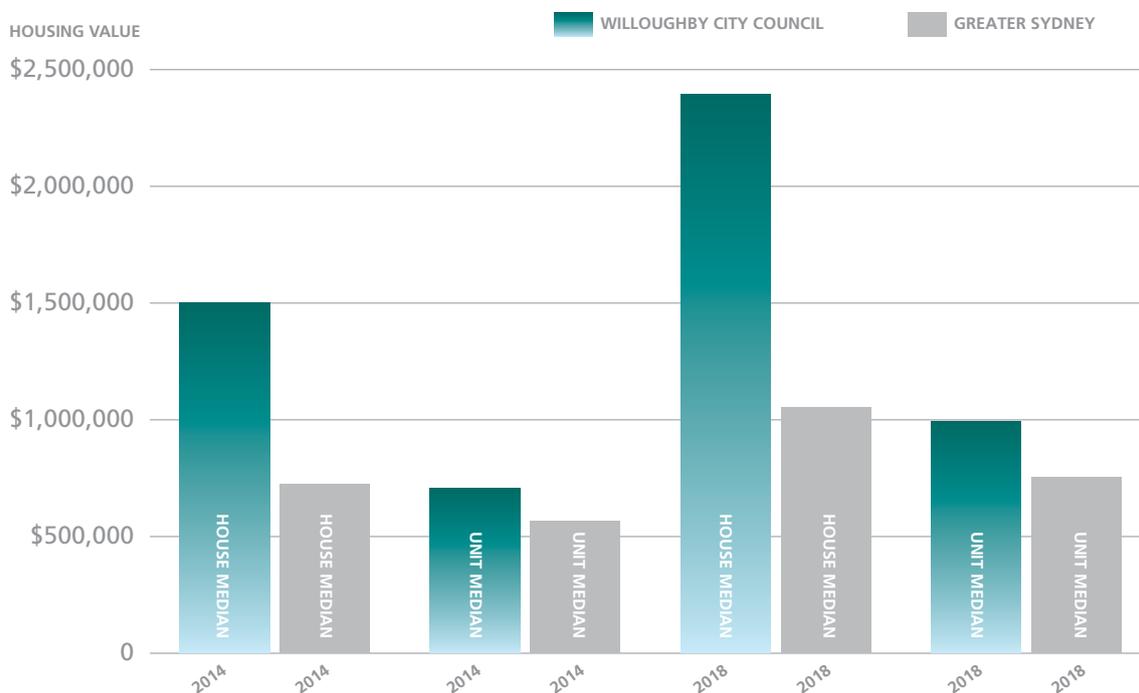
- Increase Council provided affordable housing properties from 22 to 50.
- Increase to the LEP Affordable Housing requirement from 4% to 7% in line with the *North District Plan Target*.
- Monitor the supply of affordable housing particularly for low income workers who provide services for the residents and businesses of the Willoughby LGA.

And by 2026 to:

- Increase Council provided affordable housing properties from 22 to 70.
- Increase to the LEP Affordable Housing requirement from 4% to 10% in line with the *Draft North District Plan Target*.
- Examples of 'model' affordable housing developments enabled by Council through joint ventures.

2.3 HOUSING FOR PARTICULAR NEEDS

HOUSING VALUES



Source: .id, - Willoughby Economic Profile

Property in Willoughby is at a premium in Sydney. At June 2018, Willoughby had a median house valuation of \$2,394,368, (\$1,340,424 higher than the median house valuation for Greater Sydney). At the same time period, the median valuation for a unit in Willoughby was \$994,074 (\$241,161 higher than a median valuation for a unit in Greater Sydney).

At June 2018 the median house rental for Willoughby was \$990 (\$460 higher than the median house rental for Greater Sydney). For a unit the median rental was \$610 (\$85 higher than Greater Sydney). As discussed in the Household income section above, Willoughby residents (generally) have a higher average household income than that for Greater Sydney.

However, the local government area demonstrates that there are a large amount of workers who come to the local government area to work but do not live here. Of a total of 59,396 people who work in Willoughby local government area, only 16.5% also live in Willoughby. 83.5% travel from outside the local government area.

HOUSING STRESS

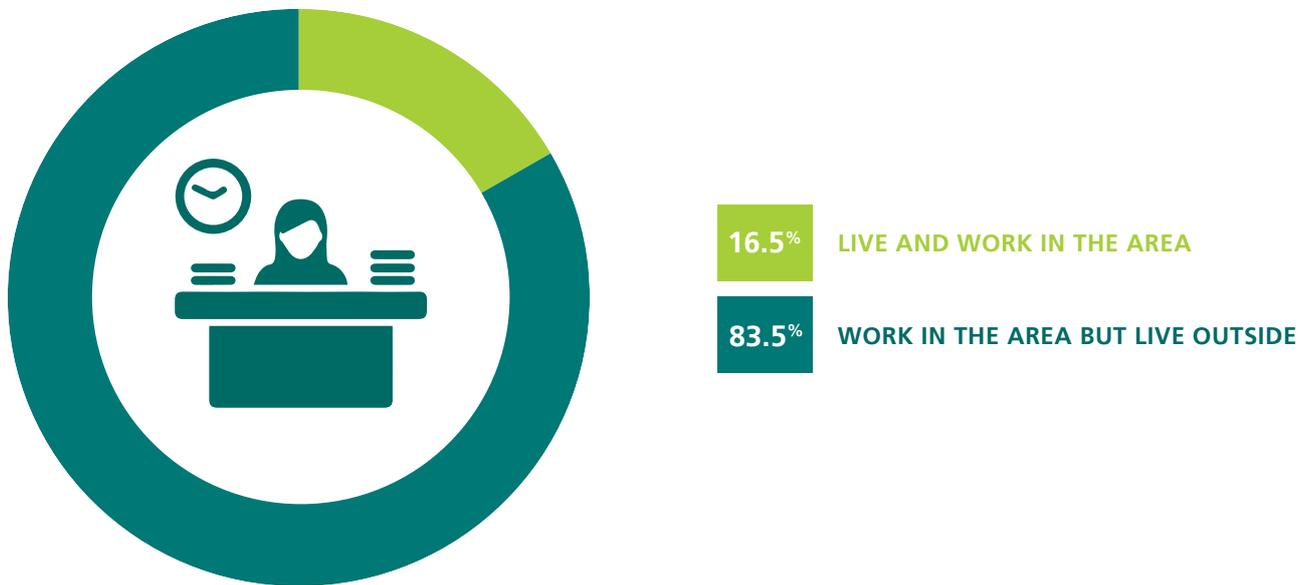
In 2016, 8.5% of Willoughby City's households, were experiencing housing stress compared to 11.8% in Greater Sydney. This figure rose slightly from 8.1% in 2011. While Willoughby City had a lower proportion of households experiencing housing stress, it is important to note that this varied across the City. Proportions ranged from a low of 1.8% in Castlecrag to a high of 18.3% in Chatswood (CBD).

The five areas with the highest percentages were:

- Chatswood (CBD) (18.3%)
- Chatswood (13.7%)
- West Ward (13.2%)
- Artarmon (9.6%)
- NSROC Region (7.6%)

2.3 HOUSING FOR PARTICULAR NEEDS

RESIDENTIAL LOCATION OF LOCAL WORKERS, 2016



Source: .id, the population experts, November 2017.



2.3 HOUSING FOR PARTICULAR NEEDS

Of all workers employed in Willoughby City, the top 3 fields are:



18.1%

Health care and social assistance



12.1%

Professional, scientific and technical services



10.8%

Retail trade

Of all workers employed in Willoughby City:



45.9%

Drive to work



11.3%

Catch the train



5.3%

Travel by bus

Source: .id, the population experts, November 2017.

KEY WORKERS

A key worker is an employee who provides a vital service in society, especially in the police, health or education sectors. A study by the University of Sydney “Key worker housing affordability in Sydney” (January 2018) reviewed key worker income alongside rent and sales figures for greater Sydney. The findings found Willoughby (amongst other north shore councils) to be “very unaffordable” for key workers:

The study included the following table which provides the annual income of a number of key worker roles and demonstrates their affordability for accommodation (2016 statistics):

| | Annual Income (\$) | Weekly Income (\$) | Affordable home purchase price (\$) | Affordable weekly rent (\$) (ie. 30% weekly income) |
|----------------------------------|--------------------|--------------------|-------------------------------------|---|
| Teacher (mid level graduate) | 86,570 | 1665 | 554,560 | 499 |
| Senior Fire Fighter | 83,654 | 1609 | 531,570 | 483 |
| Constable (Level 5) | 73,651 | 1416 | 452,710 | 425 |
| Senior Constable (Level 6) | 98,413 | 1893 | 641,750 | 568 |
| Enrolled Nurse (Year 5) | 57,031 | 1096 | 321,550 | 329 |
| Registered Nurse (Year 5) | 72,764 | 1399 | 445,720 | 420 |
| Ambulance - Paramedic Specialist | 79,997 | 1538 | 502,750 | 462 |
| Key Workers (median) | 78,866 | 1517 | 492,940 | 455 |

Source: University of Sydney

2.3 HOUSING FOR PARTICULAR NEEDS

The study concluded that,

“... Sydney’s teachers, nurses, ambulance officers, fire/emergency workers, and police are integral to the city’s (Sydney’s) ongoing economic growth and community wellbeing. However, these essential professionals are facing increasing barriers to home ownership and limited choices in the private rental market...”

At 2016, Health care and social assistance, at 18.1% was the largest employer in Willoughby (.id economic profile). Of the current 10,723 jobs in that industry 87.4% work outside Willoughby City.

Considering that the most dominant employment type in Willoughby is health care workers and that this figure is expected to increase by 6,000 jobs to 2031 (source SGS), it is considered appropriate that Council make provisions to increase its key worker housing stock to accommodate this particular housing need.

Given that the current 4% requirement for affordable housing has been in place since 1999 and that the North District Plan identifies 5-10% as an affordable rental housing target, (subject to viability), it is considered an appropriate time to revise the requirement to reflect the anticipated increases in resident and employee population to 2036.

It is therefore recommended, that Council’s affordable housing target should be increased in the short term to at least 7% to comply with the North District Plan rising to 10% by 2026 in line with the Community Strategic Plan. This higher end of the range is considered to be necessary given the increases in health workers required for the area by 2036. As per the existing method, the affordable housing % requirement would apply to any “up zoned” areas.

ADAPTABLE HOUSING

Willoughby Development Control Plan (WDCP) encourages housing to be adaptable.

Adaptable housing is housing that is designed with basic accessible features which can easily be complemented with further features to meet the individual’s needs over time. A dwelling can easily be adapted, if required, to cater for the changing needs and capabilities of an older or disabled occupant, and then be re-adapted to a conventional configuration if that person moves out. Adaptable housing has also been referred to as universal design, flexible housing, and inclusive design.

WDCP also has requirements for adaptable car spaces. The following are the minimum requirements in WDCP for adaptable housing. There is no current evidence to suggest that these controls need to be amended.

| DEVELOPMENT TYPE | MINIMUM REQUIREMENT |
|--|---|
| Single storey attached dwellings and multi dwelling housing (eg attached or detached villas) | 10% of units to be adaptable. |
| Two storey attached dwellings, multi dwelling housing and residential flat buildings | 25% of all dwellings to be adaptable. |
| Three storey attached dwellings, multi dwelling housing and residential flat buildings | 33% of all dwellings to be adaptable. |
| Multi dwelling housing and residential flat buildings greater than 3 storeys. | 50% of dwellings to be adaptable. |
| Shop top housing | If lift access is to be provided, 50% of all dwellings to be adaptable. |
| Secondary Dwellings | All dwellings to be adaptable |

Source:

2.3 HOUSING FOR PARTICULAR NEEDS

HOUSING DEMAND

To consider housing demand to 2036 requires an analysis of underlying demand and effective demand. Underlying demand is the theoretical need or number of new homes based on the projected number of households. The demographic figures reveal that for Willoughby, this will be 6,000-6,700 new dwellings.

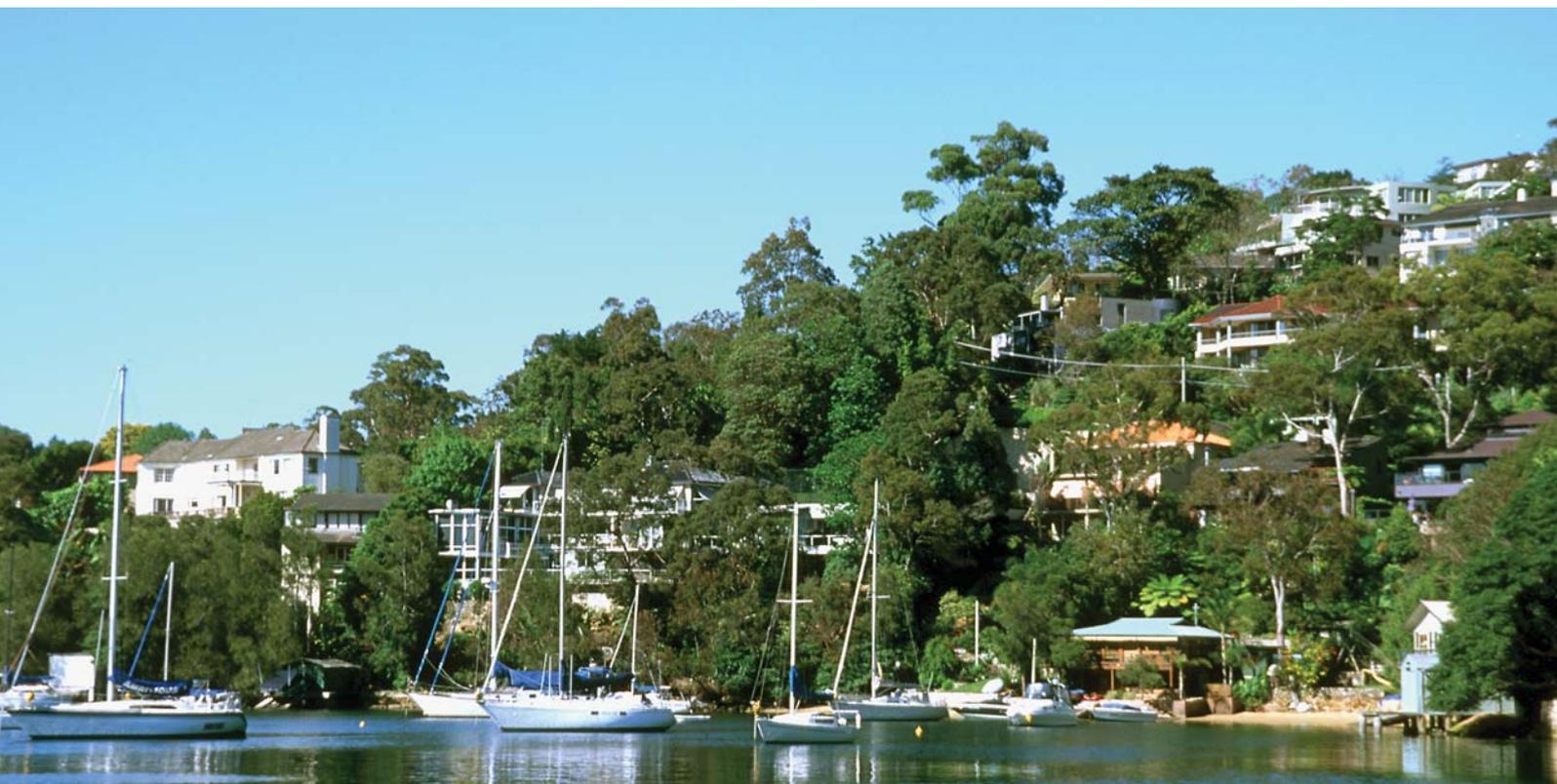
Effective demand is the size, type and location of dwellings that people are willing to buy and rent. Analysis of the demographic data indicates how current housing choices will potentially influence future demand.

From the demographic analysis, the main issues affecting demand to 2036 being:

- The dominant household type being couple families with children with a preference for living in a separate house of 3 - 4 bedrooms.
- Couples without dependents preference for medium / high density 2-3 bedrooms
- Lone persons households preference for medium / high density 1-2 bedrooms.
- An increased ageing population with potential desire to downsize and potentially need for adaptable housing.
- Additional affordable key worker housing

There are other external factors which effect housing demand to 2036 including:

- Interest rates
- Capital gains tax
- First home buyers incentives
- Employment rates



2.4 HOUSING SUPPLY

CONSTRAINTS TO EXPANSION OF HOUSING SUPPLY

A desk top / site analysis was made of all land which is zoned for residential purposes. The aim was to assess available land for additional residential development and identify areas where take up has not occurred to date.

Generally, residential land availability considered the following information:

- All land zoned for residential under *WLEP 2012*
- Development controls under *WDCP*
- In addition, the following constraints were also taken into consideration:
 - Bushfire prone land
 - Heritage and conservation areas
 - Topography
 - Strata subdivision
 - Ownership pattern
 - Building age

The following principles were considered in identifying areas that may have potential to accommodate additional density:

- Capacity to offer a variety of housing types
- Located close to public transport, including train stations and major bus routes.
- Heritage significance is not compromised.
- The scenic qualities and ecological values of environmentally sensitive natural areas, including foreshores and bushland, are maintained.
- An intensification not to occur in areas of bushfire risk.
- Close proximity to existing educational, transport, health, social, cultural and employment services. New residential development needs to be adequately serviced by infrastructure.
- Adequate existing water supply, stormwater, drainage, open space and community facilities.
- Impacts of development on traffic movements and arterial road networks, and the improvement of public transport services need to be accommodated.
- New pedestrian and cycling linkages planned and provided to increase accessibility both for prospective

and existing residents.

- Existing local centres to support local business as recommended in the Willoughby City Strategy.
- Matched by social planning considerations for increased child care, open space, schools, youth services and improved infrastructure.
- Quality of existing housing stock – potential for renewal

As stated earlier, the Housing Position Statement required the following underlying principles:

- Provide sufficient and well-designed housing for the next 20 years.
- Provide for a mix of housing types to suit various community needs including affordable housing.
- Focus new housing growth in larger centres and areas of medium and high density with access to public transport to protect lower density neighbourhoods.
- Promote community health and wellbeing by locating new housing within walkable access (400m)
 - to transport and other local services and amenities.
- Respect and promote the heritage and environmental qualities of WCC in planning for new housing.

Regarding the final point, Council has 12 conservation areas and 245 heritage items throughout the local government area and these are not subject to any changes. Council has recently undertaken a Heritage Review and that seeks to provide additional heritage items and ensure conservation areas reflect contemporary community standards.

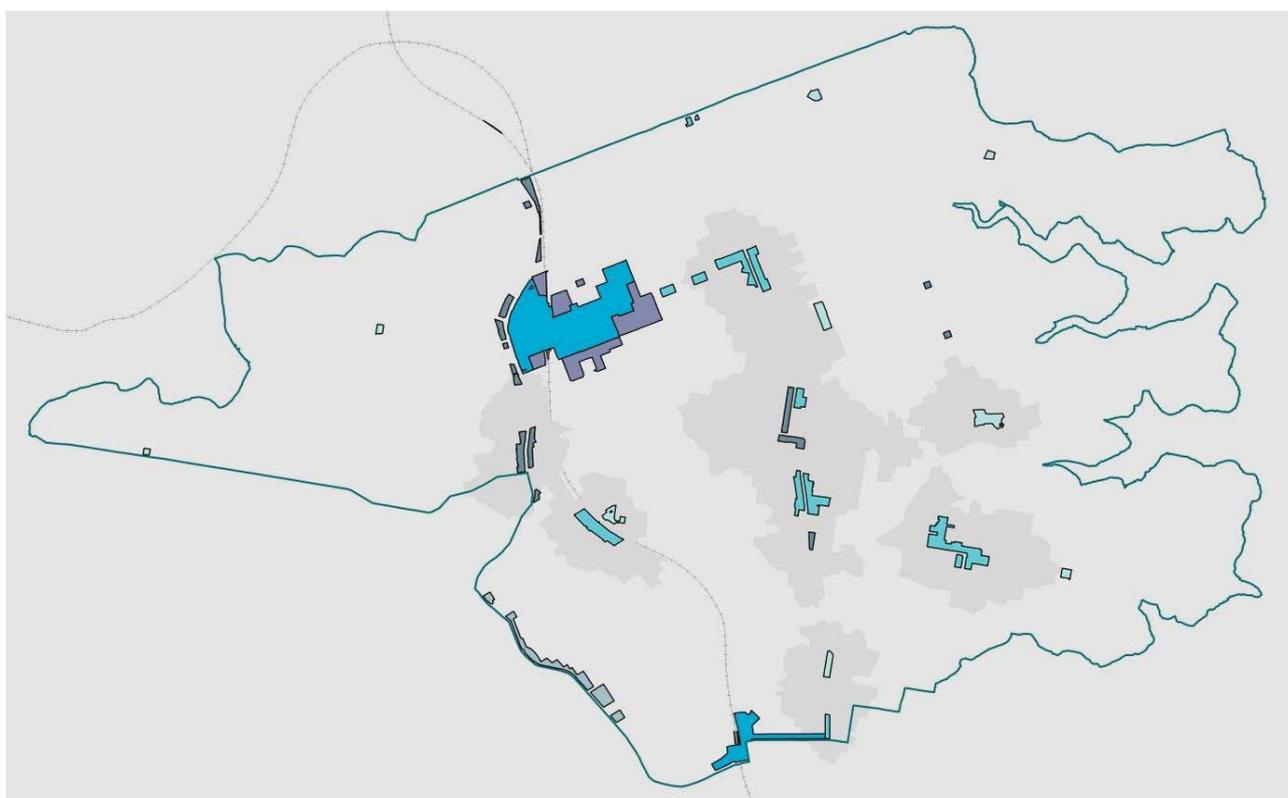
2.4 HOUSING SUPPLY

PLANNED SUPPLY OF HOUSING

Taking account of all of the above considerations regarding constraints of land supply, along with the population forecasts which demonstrated that between 6,000 – 6,700 dwellings will be required to meet population growth to 2036, an examination of where these extra dwelling should be located was assessed. It was concluded that in the interests of sustainability, any additional residential should be located close to business and service centres and public transport.

Chatswood CBD being a Strategic Centre with a train station will be the prime focus for additional residential located around (but not within) the commercial core. However, Chatswood cannot accommodate all the extra dwelling requirements. St Leonards, Willoughby's other Strategic Centre will also contribute to some extent but is only partly in the Willoughby Local Government Area. In order to disperse growth across the local government area, Local centres have also been identified as a focus for extra dwellings close to services and transport.

The following map identifies centres within a walkable distance of 400 metres from a bus stop (not a train station):



Source: Willoughby City Council

The following Studies have recently been prepared / considered by Council to identify capacity to accommodate housing growth:

- Chatswood CBD Planning and Urban Design Strategy to 2036
- St Leonards and Crows Nest 2036
- Draft Willoughby Local Centres Strategies to 2036

These studies have also been identified to accommodate employment growth and include feasibility testing. How they address and recommend additional housing is summarised in the following sections. Details can be viewed in full in the individual documents.

2.4 HOUSING SUPPLY

CHATSWOOD CBD PLANNING AND URBAN DESIGN STRATEGY TO 2036

The focus of the Chatswood CBD Study is to retain the core central business district for commercial uses only (ie no new residential). This is to enable the Greater Sydney Commission (higher) employment target for Chatswood of an additional 8,300 jobs by 2036. Taking the number of CBD jobs to 33,000.

In order to protect and increase employment opportunities, the Strategy has looked at areas around the “edge” of the CBD that could be considered for mixed use type development, where residential could be accommodated as part of an extended CBD boundary. Implementation of the CBD Strategy will further inform future revisions of the Housing Strategy.



2.4 HOUSING SUPPLY

CHATSWOOD CBD PLANNING AND URBAN DESIGN STRATEGY TO 2036

Estimates of a new dwelling yield number of approximately 5,000 dwellings have been calculated. The Strategy was endorsed by Council in June 2017 as supported by the GSC in 2018. It is currently waiting for final ratification by NSW Department of Planning, Industry and Environment. In August 2018, the Department of Planning & Industry partially endorsed the Chatswood CBD Strategy. The Department has requested that Council carry out a further review of the proposed B4 area specifically with regard to traffic impacts, economic feasibility testing and a detailed built form analysis.

Council's adoption of the CBD Strategy had resulted in development interest of the "edge" areas proposed for mixed use. As of November 2019, eight planning proposals had been supported by Council which utilises the controls proposed in the Strategy. Should they proceed, this would result in an extra 980 dwellings. Of these dwellings, approximately 40 would be dedicated as affordable. However, the Department has returned these planning proposal to Council until the further B4 analysis is carried out.

ST LEONARDS AND CROWS NEST 2036

In July 2016, the then Minister for Planning announced the strategic planning investigation of the St Leonards and Crows Nest Precinct. The Precinct covers the three local government areas of Lane Cove, North Sydney and Willoughby.

St Leonards is identified as a Strategic Centre and a health and education precinct in the *North District Plan* prepared by the Greater Sydney Commission (GSC).

The Precinct is located five kilometres north-west of Sydney CBD and includes the established suburbs of St Leonards, Greenwich, Naremburn, Wollstonecraft, Crows Nest, and Artarmon. Strategic planning for the area will build upon a number of key assets and characteristics of the Precinct including heavy rail and future metro public transport services, a highly skilled workforce with a diverse range of industries, Royal North Shore Hospital, existing amenity and character, and proximity to major centres and education facilities.

An Interim Statement was released in August 2017 and a Draft Plan was on exhibition from October - December

2018. The Draft Plan provides the framework for future development in the area and includes (in draft form) a Character Statement, Green Plan and Special Infrastructure Contribution

The Draft 2036 Plan looks to accommodate growth in population and employment. There are currently 47,000 jobs in the Precinct and the area requires 16,500 new jobs to meet the high target of 63,500 in the *North District Plan*.

In addition, the Draft Plan provides capacity for 7,525 new dwellings in the area and suggests that 6,800 of these can be delivered to 2036. The majority of these dwellings will be located in North Sydney and Lane Cove Council areas. Whilst these extra dwellings may have an impact on the services used in the Willoughby area, they do not contribute to the gap in dwelling numbers required for Willoughby to 2036. The construction of these dwellings is likely to impact feasibility / timing of other new dwelling construction within the Council area.

As discussed in Affordable rental above, the increase in health related jobs in and around the Royal North Shore Hospital has impacts on the number of workers travelling to the area.

WILLOUGHBY LOCAL CENTRES STRATEGY TO 2036

In conjunction with this *Housing Strategy*, Council has also undertaken a Local Centres Strategy. The *Local Centres Strategy* looked at the function and character of eight specific local centres in Willoughby having regard to opportunities for growth in housing and jobs. It is the main function of the *Local Centre Strategy* to focus on their revitalisation. The economic success of a local centre is assisted by the surrounding dwelling population and how they use the centre. The *Housing Strategy* should be read in conjunction with the *Local Centres Strategy* as it identifies centres that can accommodate growth in employment as well as dwellings.

The majority of these are in the form of shop top housing but recommendations are made to surrounding residential zones in some local centres.

2.4 HOUSING SUPPLY

The Local Centres Strategy investigated for their future economic and dwelling potential were:

- Artarmon
- Northbridge
- East Chatswood
- Penshurst Street
- High Street
- Castlecrag
- Naremburn
- Willoughby South

The aspects the Local Centres Strategy which related to potential housing growth is discussed in the section below under existing zone potential summary and reference should also be made to Urban Design Study Willoughby Local Centres Architectus November 2019 in how the process occurred which lead to the final recommended Scenarios.



2.4 HOUSING SUPPLY

LOW RISE MEDIUM DENSITY HOUSING CODE

The Low Rise Medium Density Housing Code (The Code) was introduced into NSW in July 2018. Willoughby Council is one of 50 local government areas for which the commencement of the Code has been deferred until 1 July 2020. The reason for the request to defer the introduction to the Code was to assess the potential impacts of the implementation of the new Code on infrastructure and affordable housing provision.

Currently, Council permits dual occupancies in the R2 Low Density Residential zone. Subdivision of such dual occupancies is not permitted until 5 years after the issue of a final occupation certificate. The reason for this restriction is to provide a supply of local rental accommodation. Under complying development, a subdivision can be permitted at the time of consent and therefore this would clearly have the effect of reducing the supply of local rental accommodation.

In June 2019, the Department commissioned an independent review of the Low Rise Medium Density Housing Code (The Code). The implementation of the Code has been deferred until 1 July 2020 for the existing 45 deferred councils. The extension is to allow councils to “progress their strategic planning initiatives and demonstrate how they intend to meet their local housing needs”.

The Department have indicated that they will use the time to work closely with councils to identify and map areas of exceptional local character. The progression towards a new local environmental plan should assist in that assessment. A review of current controls to encourage more dual occupancy / secondary dwellings can take place as part of the new lep investigation.

In addition, The Code also permits smaller scale complying development in the R3 Medium Density zone. Currently in the R3 zone, Council controls encourage site amalgamation to create opportunities for improved housing outcomes. The Code would work to counter that by creating a fast track route for smaller sites at the expense of delivering the full potential of the zone. The Code allows terraced multi Dwelling Housing (Terraces) on a lot size as defined by Council. Therefore, a similar result (in terms of density) would result as under Council’s controls. However, The Code also introduces “Manor Houses” which only requires

600m² to undertake that type of development. Manor houses are not currently permitted under WLEP 2012 and it is this type of development which could potentially underutilise the development potential of the R3 zone. Manor house form of development is also unlikely to produce high amenity for the dwelling’s occupants.

The R3 zoning has evolved due to their proximity to major transport links. These areas still have capacity to accommodate additional residential growth. A target from the Draft Local Strategic Planning Statement is to increase the number of medium density dwellings as a component of Housing to 2036. In addition, community feedback from earlier versions of the housing strategy have identified a local desire for town house type development. As new build residential, it is this “missing middle” of accommodation that need is sought to be achieved through the Medium Density Housing Code.

It will therefore be essential to protect and maintain the R3 which is the zone that allows townhouse type development. The zone also allows for residential flat buildings which provides a denser type of building on site. However, over the past few years, an increase in townhouse development approvals has occurred. Ways to enforce this trend can be investigated further with a particular emphasis on how development controls can be modified. Development planning feedback has identified which controls need to be reviewed to enable appropriate townhouse development. The current controls are more specific to the development of flat buildings. Additional controls for townhouse type development can be investigated and incorporated into the revised DCP.

2.4 HOUSING SUPPLY

EXISTING ZONE POTENTIAL

The next step is to bring together the extra dwelling potential of all the above mentioned studies and conclude how they impact on the supply of land for dwellings.

The following summarises the number of potential dwellings from all of the above planning studies and also includes an assessment of the development potential which can occur in the remainder of the residentially zoned land (taking into account the issues listed in the section on constraints to expansion of housing supply).

| SOURCE | POTENTIAL NO. OF DWELLINGS | NOTES |
|--|----------------------------|--|
| Development potential in existing zones | 919 | This figure is based on detailed land use surveys conducted of all land zoned for medium/ high density and is an estimate of development potential remaining in these areas. |
| Proposed rezonings- Chatswood CBD | 5,000 | This is the number of potential dwellings for the mixed use sites proposed to be rezoned in CBD Strategy |
| Proposed rezonings Local Centres Strategy : | | |
| • Artarmon | 224 | |
| • Northbridge | 467 | |
| • East Chatswood | 317 | |
| • High Street (existing zoning) | 21 | |
| • Penshurst Street | 239 | |
| • Castlecrag | 74 | |
| • Naremburn | 55 | |
| • Willoughby South | 237 | |
| Second occupancies | 300 | There may be some sites where dual occupancy is yet to be taken up. (based on previous approvals) |
| Total | 7,853 | Note: assumes 100% take up |
| Completions 2016 - 2019 | 1,171 | |

The population forecasts anticipated that between 6,000 – 6,700 dwellings will be required to meet population growth to 2036. Whilst the capacity anticipates 7,853 extra dwellings, this assumes 100% take up. A feasibility assessment suggests the market may only deliver 6,282 under current market conditions. However, this will ensure that Council can meet its dwelling requirements to 2036.

Source: .id , the population experts

2.4 HOUSING SUPPLY

OTHER PROPOSALS

In addition to the above, there are other proposals under consideration which are not concluded. These include a Planning Proposal for 200 units in Chatswood (non CBD) and another which proposes 250 units in Willoughby. In addition, a State Significant development has an approval for 460 dwellings at the Channel 9 site in Artarmon. Recently, a Development Application has been lodged for the first building. These unaccounted sites total potentially 910 extra dwellings.

As mentioned in the Seniors Housing Section, Site Compatibility Certificates have been approved at Willoughby Legions Club, 26 Crabbes Avenue, North Willoughby for 36-72 residential aged care facility beds and approximately 99-125 self-contained units. Another is being considered for the Chatswood Golf Club for 106 self-contained apartments with ancillary services and facilities.

SUPPLY AND DEMAND

The above projected additions will contribute to enable the following:

- Protection of the low rise density zone to meet the needs of households such as couples with dependents along with the ability to provide secondary dwellings for retirees looking to down size.
- Provide increase density close to centres and public transport. Again this will enable downsizing type accommodation close to centres.
- Retention of medium density zone to enable market requirements for town houses which has demonstrated an upturn in demand
- Additional affordable housing units
- 231 self-contained seniors units (125 at Willoughby Legion and 106 at Chatswood Golf Club)

Therefore, in terms of strategic directions the additional 6,700 extra dwellings which the forecasting information estimates to 2036 can be accommodated by applying 3 focus areas as follows:

- **F1** - on existing medium and high density zones, (R3 and R4) that have not as yet been developed to the full potential of the zone
- **F2** - on the proposed B4 Mixed Use zone which surround the B3 Commercial Core of the Central Business District as identified in The Chatswood CBD Planning and Urban Design Strategy to 2036.
- **F3** - in the local centres identified in Draft Local Centres Strategy as per the zoning changes proposed for:
 - Artarmon
 - Northbridge
 - East Chatswood
 - Penshurst Street
 - Castlecrag
 - Naremburn
 - Willoughby South

Focussing growth in the above areas will protect the low density zones in order to ensure an ongoing mix of housing. It is considered that the resulting mix will provide a choice for families with dependents and enable growth in centres to provide different opportunities for singles and older residents to downsize within their community.

2.4 HOUSING SUPPLY

Actions to enable housing delivery will include:

- A new comprehensive local environmental plan including an increased affordable housing rate.
- A revised development control plan to include controls for townhouse development.
- Number of bedrooms mix in RFB and townhouse development to cater for demand for families and lone person households.
- Investigation of revised LEP and DCP controls for dual occupancy development encouraging additional provision whilst ensuring suitability for context.

HOUSING TARGETS

The North District Plan has 2016-2021 housing target of 1250 for Willoughby.

Completions and approvals over this period were as follows:

| COMPLETIONS | | | |
|--------------------|----------|------------|-------|
| Year and Month | Detached | Multi Unit | Total |
| Jul 2015-June 2016 | 5 | 179 | 184 |
| Jul 2016-June 2017 | 10 | 413 | 423 |
| Jul 2017-June 2018 | 3 | 232 | 235 |
| Jul 2018- May 2019 | 6 | 323 | 329 |
| | 24 | 1147 | 1171 |

Source: NSW Department of Planning, Infrastructure & Environment

| APPROVALS | | | |
|--------------------|----------|------------|-------|
| Year and Month | Detached | Multi Unit | Total |
| Jul 2015-June 2016 | 84 | 447 | 531 |
| Jul 2016-June 2017 | 74 | 43 | 117 |
| Jul 2017-June 2018 | 116 | 98 | 214 |
| Jul 2018- May 2019 | 77 | 179 | 256 |
| | 351 | 767 | 1118 |

Source: NSW Department of Planning, Infrastructure & Environment

2.4 HOUSING SUPPLY

An analysis of approvals, applications under consideration, along with past trends of take up rates results in the following forecast of completions to:

- 2019/20 - 300
- 2020/21 - 143

| COMPLETIONS | | | | FORECAST | |
|-------------|------|------|------|----------|------|
| 2016 | 2017 | 2018 | 2019 | 2020 | 2021 |
| 184 | 423 | 235 | 329 | 300 | 143 |

This demonstrates that Willoughby will be in line with the North District Plan target to 2021. In addition, the *North District Plan* also requires an estimate for 6-10 year forecast.

The progression of the Local Centres and Chatswood CBD Strategies, along with current Planning Proposals under consideration is likely to contribute to an upturn of completions over the next 10 year period and beyond. A new Local environmental Plan will need to be prepared / exhibited and adopted to enable the growth planned in Focus areas 2 and 3. Timing for this and subsequent Development approvals is anticipated to lead to an upturn in completions around 2024 / 2025.

It is considered that if Council proceeds as indicated in this this Strategy, it will be able to meet forecast population and dwelling estimates to 2036. What needs to be carefully maintained and pursued is how infrastructure will be matched to meet this increase in population, so the necessary services and amenities are available at the appropriate time.

| FORECASTS | | | | |
|-----------|------|------|------|------|
| 2022 | 2023 | 2024 | 2025 | 2026 |
| 300 | 470 | 379 | 300 | 273 |

2.5 INFRASTRUCTURE

In order to accommodate extra dwellings the following infrastructure is necessary to enable “A City that is Liveable”:

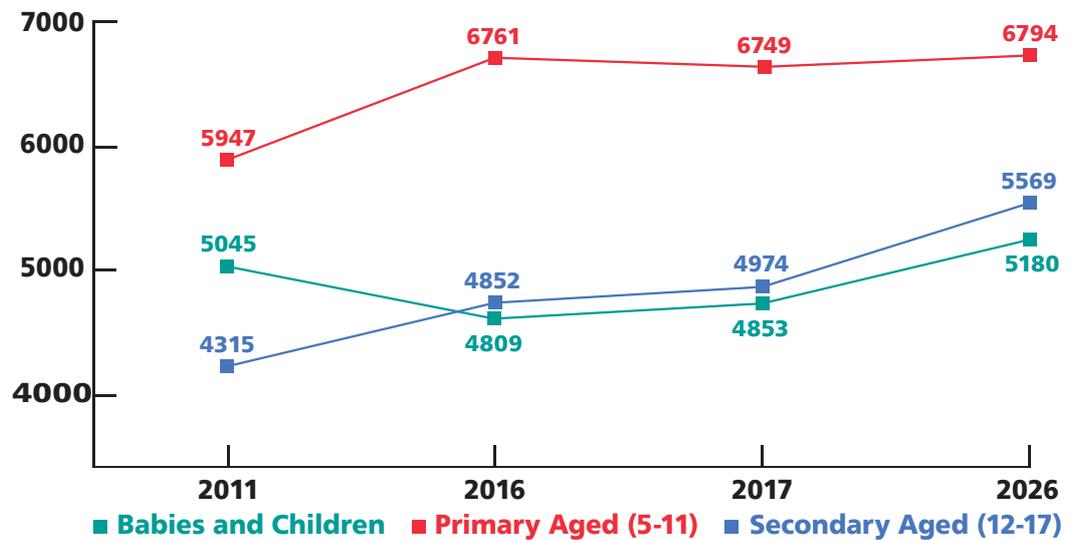
- Schools
- Public transport
- Open space

SCHOOLS

School overcrowding of a number of public primary and high schools has been a community issue for a number of years.

- From 2012 to 2016 school enrolments in the LGA increased by 17.6%, the fourth highest in NSW.
- Chatswood Public School is at 108% capacity.
- The Willoughby Public School and Willoughby High School have 2000 students although they were originally designed to accommodate 450.
- Use of demountable classrooms is common at many schools in the local government area

DEMOGRAPHIC TRENDS AFFECTING SCHOOL STUDENT NUMBERS



Source: Willoughby Community Strategic Plan Gap Analysis

The State Environmental Planning Policy (Educational Establishments and Child Care Facilities) 2017 (SEPP) has provisions that will make it easier for child-care providers, schools, TAFEs and universities to build new facilities and improve existing ones by streamlining approval processes, providing appropriate sites can be identified, particularly in urban locations.

Council is aware that community has raised concerns over school over-crowding with this issue affecting a number of public primary and secondary schools. Council is not

responsible for school planning but can and does advocate to the NSW Government, informed by community advice. (It can advocate to the NSW Government, informed by community advice and available statistics, and work with the Greater Sydney Commission to deliver new infrastructure).

Schools Infrastructure are working with the GSC, the Department of Planning and Environment and local councils to predict development trends and are committed to being involved in the early planning of new and existing

2.5 INFRASTRUCTURE

neighbourhoods. This collaboration includes the continued partnership with Council to find innovative ways to jointly share facilities such as sports areas. School Infrastructure' webpage provides the following summary for how public schools in the Willoughby LGA are evolving to the demands for increase in population:

Council will continue to work with School Infrastructure to plan to accommodate future population.

SYDNEY METRO

Sydney Metro Northwest opened in May 2019 with the introduction of a new metro link between Chatswood and growth areas in the North west including an upgrade of the existing railway between Epping and Chatswood.

Sydney Metro City and Southwest is a new 30km metro line currently under construction between Chatswood and Bankstown including a new crossing beneath Sydney Harbour, new stations in the Lower North Shore (including Crows Nest) and Sydney CBD, and conversion of the existing rail line between Sydenham and Bankstown. The line is scheduled to open in 2024. It is anticipated that the new line will provide a train every 4 minutes in the peak travel times.



2.5 INFRASTRUCTURE

OPEN SPACE AND RECREATION

The North District Plan includes an action (Action 73) to

“...investigate opportunities to provide new open space so that all residential areas are within 400 metres of open space and all high density residential areas (over 60 dwellings per hectare) are within 200 metres of open space...”

Council manages over 400 hectares of open space including 242 hectares of bushland, foreshores and harbour beaches, 22 sportsgrounds, a range of community buildings, over 100 parks and reserves, 47 playgrounds, a series of tracks, paths and cycle-ways, the Willoughby Leisure Centre and a variety of developed assets, such as skate park, sports courts, harbour pool and BMX track.

The North District Plan actions councils deliver shared and co-located sports and recreational facilities including shared school grounds and repurposed golf course. This approach is supported in The Willoughby Open Space and Recreation Plan 2013 as it supports the long term shift away from quantity based provision of open space in established areas to a needs based approach. Council has been pro-active and very successful in the involvement of the local community to establish recreation needs when implementing park improvements. In addition, Council has successfully worked in co- partnerships with schools and other providers to allow public access to recreation facilities.



2.5 INFRASTRUCTURE

The Northern Sydney Regional Organisation of Councils (which includes Willoughby City) completed a Regional Sportsground Strategy in 2011 to assist the future provision of sport facilities across the region. The strategy is intended to assist decision making for large or expensive sport facilities, such as aquatic centres and synthetic grass sportsgrounds, and ensure that available funds are targeted at the highest priority needs. The strategy also supports the benefit inter-council partnerships for facilities provision, as the community use facilities according to convenience and suitability and not according to municipal boundaries. The Regional Sportsgrounds Strategy was reviewed in 2017.

The Review acknowledged the increase in population that is forecast to 2036 across the region and identifies a future gap between demand and supply of sportsgrounds in the NSROC area. The importance of co working with member councils and state government agencies to develop more far-reaching solutions are encouraged in the Review which often are beyond the remit and/or capacity of individual councils.

One of the indicative examples identified in the Review for facilitating initiatives in Chatswood CBD includes the development of roof top sports fields on large commercial buildings / car parks. In essence, opportunities to acquire and expand open space and recreation facilities are limited. The challenge is to maintain and upgrade existing facilities whilst investigating innovative ways to meet population expectations over time.

TRAFFIC AND TRANSPORT

Planned areas for population growth have been identified because of their current proximity to public transport. Higher patronage of these services will be encouraged in order to reduce the number of car trips. Engagement with public transport providers during public LEP preparation will examine ways to ensure the areas of growth are matched with a public transport service that can accommodate an increase in population both for residents and employees.

In addition, wider traffic and transport implications in areas identified for growth (and their zones of influence) will require examination. This will address issues such as car use, parking provision and management, public transport, pedestrian and cycle use and links.

Preparation has commenced to undertake an integrated transport study for the Willoughby LGA with an aim to develop a strategy to guide transport provision, operation and improvement for all modes over the short, medium and long term. The study will investigate the use and needs of bicyclists, pedestrians and public transport with the aim to increase mode share of public transport and active transport. Specific studies have been undertaken for local centres and formed part of the consideration in the development of the *Local Centres Strategy*.

LOCAL INFRASTRUCTURE CONTRIBUTIONS

Council has recently approved a revised 7.11 and 7.12 *Local Infrastructure Contributions Plan*, to assist funding of new public services and amenities in response to growth. The Plan seeks to establish a contribution system that is applied to a comprehensive Works Schedule for parks, playgrounds, active transport networks and cultural and public domain improvements.

A *Draft Planning Agreements Policy*, has been exhibited and is currently under review having regard to submissions received and recent direction from the Department of Planning, Infrastructure and Environment.

2.6 CONCLUSIONS / RECOMMENDATIONS

- Additional housing be located on the edge of Chatswood CBD as part of mixed use developments as recommended in the Chatswood CBD Planning and Urban Design Strategy to 2036.
 - Additional housing to be located in the local centres as identified in the Local Centres Strategy.
 - Higher densities in Local centres should ensure that amended planning controls retain employment lands to provide local services and employment for residents.
 - Protection of the existing R2 zones in the interests of housing choice and diversity.
 - Review of the WDCP requirements for townhouse development in the R3 zone.
 - Review the current dual occupancy controls.
 - Investigate number of bedroom mix requirement in the WDCP for residential flat buildings or shoptop developments.
 - New up zoning of land to include an amended Affordable Housing Provision of 7% in the short term rising to 10% by 2026.
 - Further engagement with infrastructure providers to discuss the housing forecasts in detail to enable matching and phasing, particularly regarding school provision and extra bus services along the “spine” roads servicing the local centres.
 - Work with the Greater Sydney Commission regarding targets and infrastructure provision.
 - Establish annual and 5 yearly review to monitor progress of housing delivery. (5 yearly reviews to align with updates of District and Regional plan).
-



SECTION 3



Next Steps

The Willoughby Housing Strategy establishes the strategic direction in planning for sufficient housing to meet our future needs. In conjunction with the Local Centres Strategy and Chatswood CBD Strategy a Planning Proposal will be prepared to amend Willoughby Local Environmental Plan 2012 and Willoughby Development Control Plan to give legal effect to changes where required.

MONITORING

Monitoring housing outcomes measures the success of the strategies and can determine if the mechanisms put in place have been successful or need to be reviewed.

Council will conduct:

- an annual review of housing delivery and supply against the implementation and delivery plan to ensure that the Housing Strategy and the LEP are delivering the Housing Strategy objectives in a timely manner;
- five-yearly reviews of the evidence base and housing stock against the broader aims of District and Regional Plans to ensure that the Housing Strategy is aligned with the housing needs;
- a ten-year review of the LHS to ensure the 20-year vision statement, the evidence base and the strategic and planning contexts are aligned with the goals of the community, the broader aims of district and regional plans, and the Housing Strategy implementation and delivery plan.

Whenever regular monitoring identifies considerable changes in the housing supply or demand, or demographic, economic or environmental conditions, the LHS may need to be reviewed.



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