

17 March 2020

Clause 4.6 Exception to a Development Standard

State Environmental Planning Policy (Affordable Rental Housing) 2009

Clause 30 Standards for boarding houses, 30(1)(h) parking for motorcycles 691 Pittwater Road, Dee Why

1 Request for exception to Clause

1.1 Overview

Clause 4.6 of Warringah LEP 2011 provides a mechanism to allow an exception to a development standard.

The proposal contravenes Clause 30(1) (h) of State Environmental Planning Policy (Affordable Rental Housing) 2009 (the SEPP) relating to the provision of motorcycle parking spaces. Clause 30(1) (h) is a development standard and an exception is sought.

As required by clause 4.6 (3) the following is a written request to justify this contravention for the consent authority's consideration.

1.2 Extent of exception sought

Under Clause 30(1) of the SEPP a number of development standards are established that the consent authority is required to take into consideration when assessing a boarding house application. Departures from these development standards are required to be justified by way of a cl 4.6 exception.

Clause 30(1) (h) states

'(1) A consent authority must not consent to development to which this Division applies unless it is satisfied of each of the following:

(h) at least one parking space will be provided for a bicycle, and one will be provided for a motorcycle, for every 5 boarding rooms'.

The proposed development has 63 *boarding rooms* which generates a requirement under the standard for 12.5 *motorcycle spaces*. Due to there being no vehicle access to the property the proposal does not provide parking for motorcycles. In fact, like the existing development on the site for a bank and offices, which generate demand for 45 car spaces, the proposal does not accommodate any car parking or motorcycle spaces. In lieu, an increased provision of bicycle spaces is provided, being 127 bicycle spaces whereas XX spaces are required under the SEPP.

The property's location is appropriate for a development that promotes a mode-shift away from car dependency and encourage walking, cycling and public transport use. Given the site's proximity to high frequency public transport and its location within the Dee Why town centre, this

is considered appropriate to the circumstances of the property and consistent with various statutory planning policy objectives and environmental planning grounds.

1.3 Site and location

The site is at 691 Pittwater Road, Dee Why. It is legally described as, Lot 1 in Deposited Plan 166322. The site is 650m² in area.

The site is located within an area of Dee Why, commonly referred to as the Dee Why town centre (which is land within the B4 Mixed Use zone), on the western side of Pittwater Road.

The site has a street frontage to Pittwater Road of 15.24m however there is no vehicle access to the property from Pittwater Road.

The site is situated within close walking distance of the public bus interchange located (north bound) near the corner of Pittwater Road and St David Avenue and (south bound) opposite the site.

The property has an historical built form and land use as a bank including commercial offices at the first-floor level; the property is listed as a local heritage item. The existing building is 2 storeys comprising 588m² of floor area at ground floor level and 369m² at first floor level (figures 6 and 7). The proposal is accompanied and supported by a traffic and parking assessment report prepared by TEF Consultants (attached at Annexure 1). It assesses that under the current DCP controls the existing development is estimated to generate demand for 45 car parking spaces and loading dock for deliveries and waste collection.

A right-of-carriageway was created as part of the recent redevelopment of the land at 701 Pittwater Road (figures 3 and 4) which is just to the north west of the site providing rear vehicular access from St David Avenue. The right-of-carriageway is established in favour of Council and the neighbouring property at 693 to 697 Pittwater Road which adjoins the subject site. The right-of-carriageway for access may be extended to the subject site. The design of the proposed development accommodates this future access potential, as evident within plans contained within the traffic and parking report.

Under the North District Plan (prepared by the NSW Greater Sydney Commission), Brookvale–Dee Why is recognised as a ‘strategic centre’ of significance to the Northern Beaches sub-region. Brookvale–Dee Why is recognised as containing significant employment, business, and shopping areas of a large enough scale to serve the region.

The Pittwater Road Corridor is recognised as the principal movement corridor with the highest concentration of housing, services, jobs, and public transport provision serving the Northern Beaches sub-region. Being located on this roadway means that the proposed development is highly accessible via walking, cycling and public transport to regional scale employment, business, and shopping areas.

The property is located within convenient proximity to car share opportunities. Figure 8 and 9 shows car share ‘pod’ locations within Dee Why by car share provider Go Get. There are 2 car share parking spaces approximate 50m to the north east of the site within the Civic Centre carpark as shown by Figure 9. This is not the full extent of local car share capacity as there are other providers in the marketplace, but an indication that these facilities exist within close walking distance of the site.

The proposal is designed to advance the ongoing redevelopment and urban renewal of the B4 Mixed Use zone by the provision of a modern development containing a variety of commercial suites, affordable rental housing, with communal and recreational spaces, that have high amenity and incorporate district views.

The site has excellent public transport provision, being 30 and 50 metres walking distance from two bus stops. The bus stops serve 19 bus routes with frequent services (146, 158, 169, 185, 199, E54, E60, E69, 151, 178, 180, 188, B1, E78, E79, E80, E83, E85 and L90).

There are presently 4 Council owned public carparking locations within the Town centre providing approximately 840 carparking spaces. These include:

- Mooramba Road- 99 spaces car spaces
- the Howard and Oaks Avenue carpark - 211 spaces car spaces
- the Civic Centre precinct, including:
 - the carparking area in front of Dee Why library and the Civic Centre, fronting Pittwater Road and St David Avenue)- 182 car spaces
 - the land at 36-48 Kingsway, within the PCYC development - 348 car spaces

The above does not include publicly available car parking spaces on private land, for example within the Lighthouse (Meriton) development opposite the property, which would be significant in number, noting there are approximately 450 car spaces in total within the development.

Figures 1 to 9 below provide illustrations of some of the above points and other matters within this submission.



Figure 1- Location of the site and nearby bus stops (courtesy Northern Beaches Council maps)

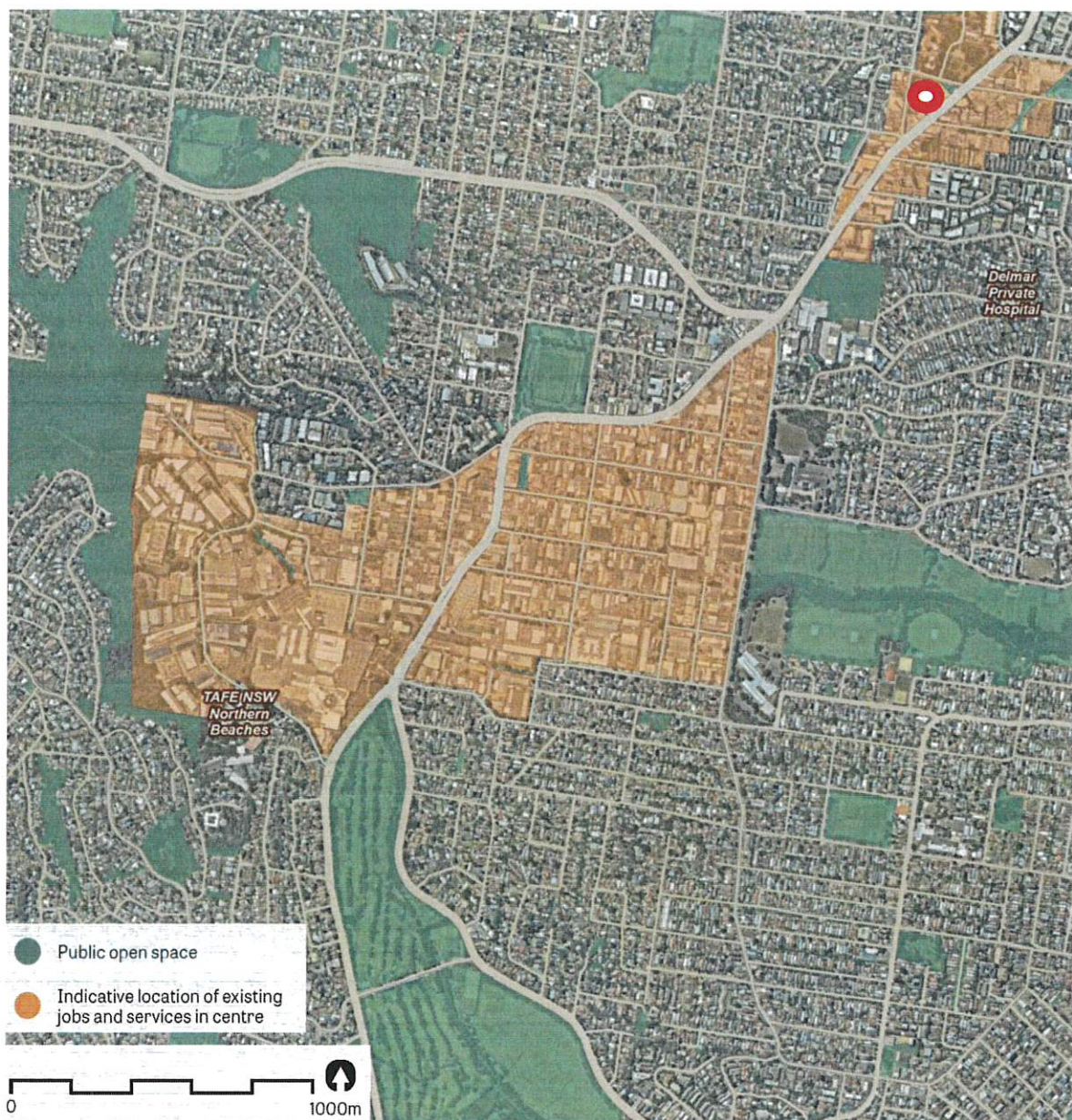
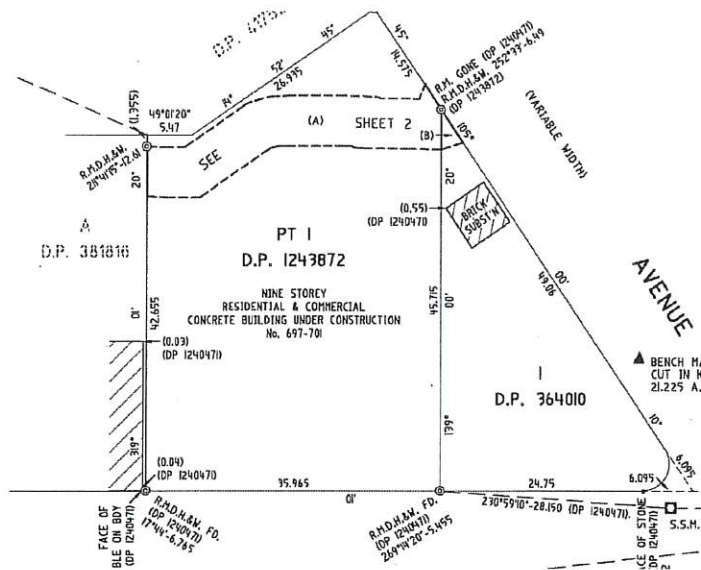


Figure 2 – the site's location within the context of the Brookvale-Dee Why combined employment and services centre, which is the largest within the Northern Beaches sub-region (source North District Plan)



AZIMUTH "X"- "Y" P.M. 9154 - S.S.M. 10202
 60°31'44" - 449.431 M.G.A. GRD.
 60°31'44" - 449.447 SURVEY

(A) RIGHT OF CARRIAGEWAY 6 WIDE &
 VARIABLE WIDTH - LIMITED IN STRATUM
 (B) RIGHT OF CARRIAGEWAY - VARIABLE WIDTH

Figure 3 - except from the survey plan relating to the plan of easement for the right of carriageway with Lot 1 in DP 1243872 and Lot 1 in DP 364010

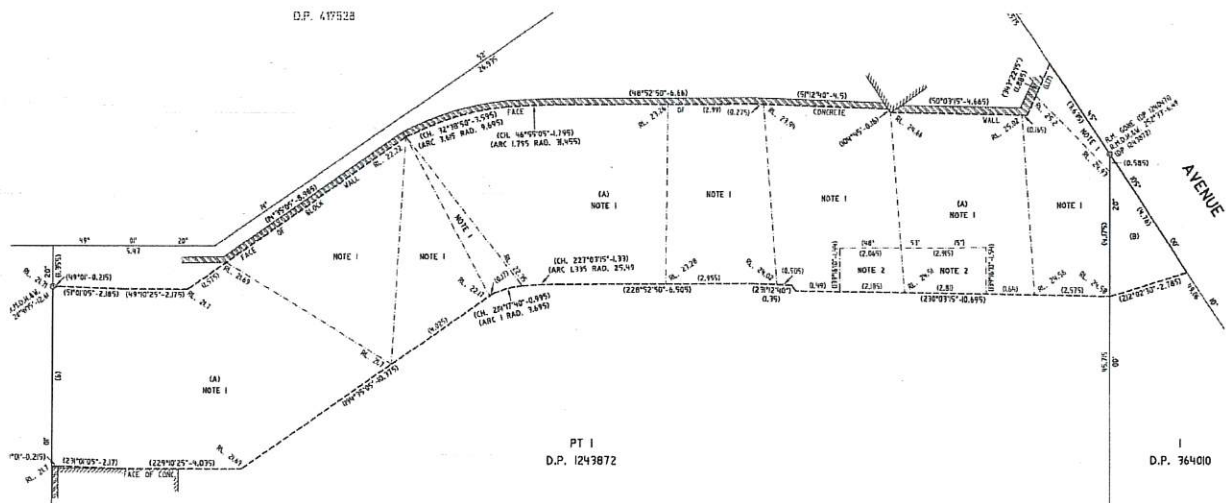


Figure 4 - further except from the above mentioned plan of easement showing the configuration of the accessway

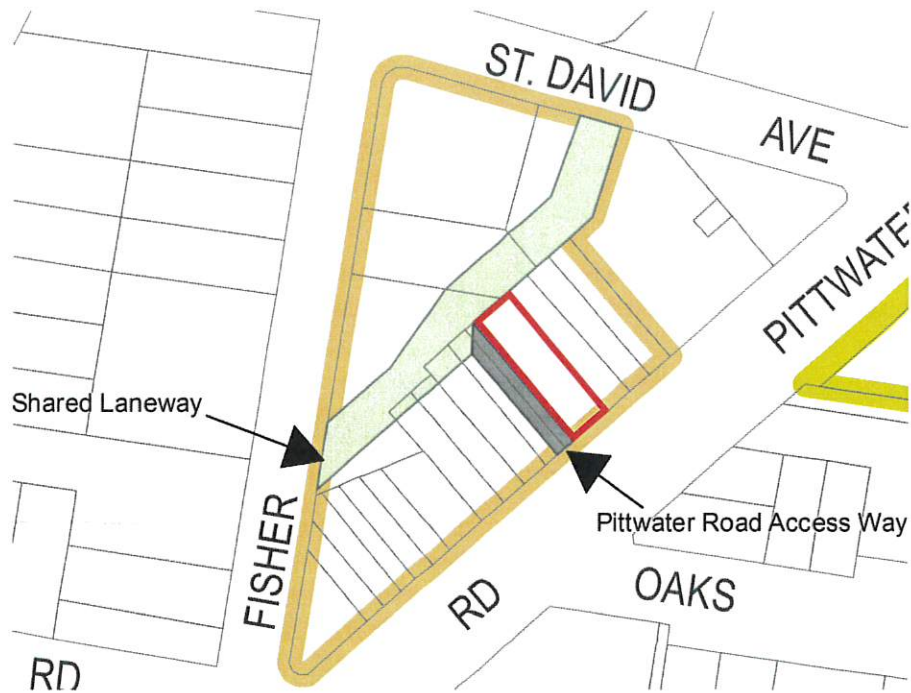


Figure 5 – planned access provision - LEP key site E map

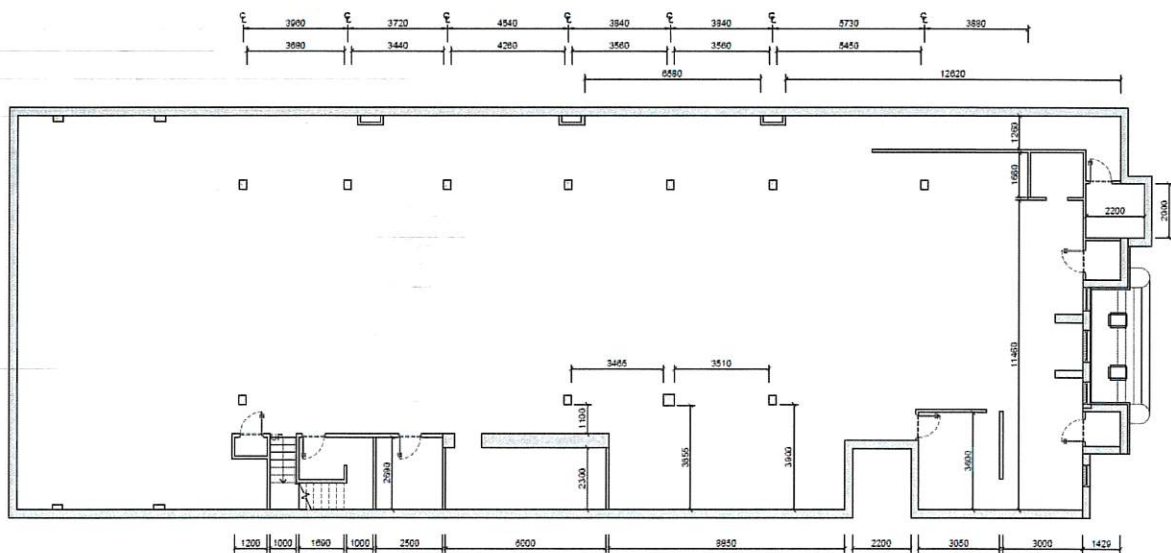


Figure 6 – Existing ground floor 587.63 m² (source: architectural plans)

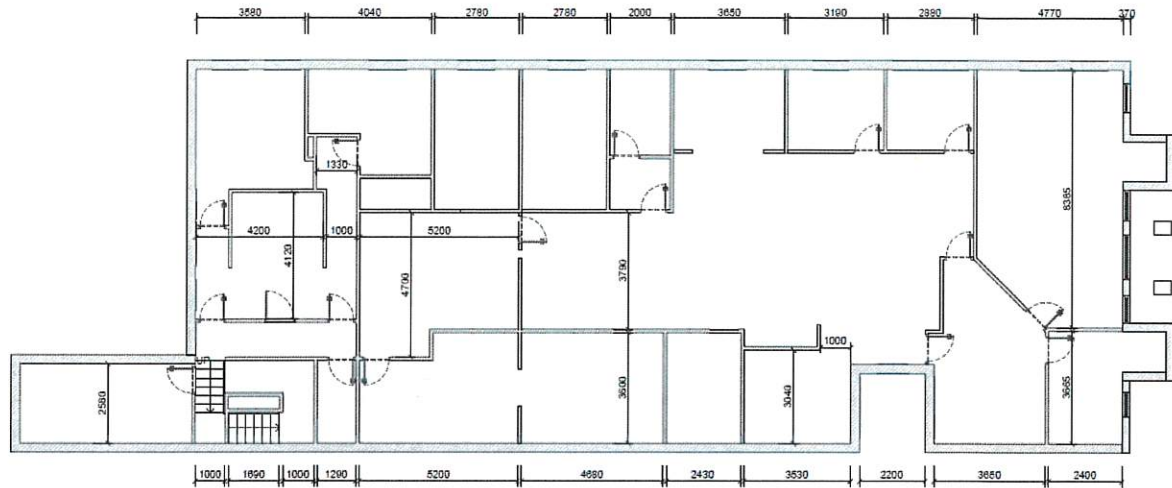


Figure 7 – Existing first floor 368.82 m² (source: architectural plans)

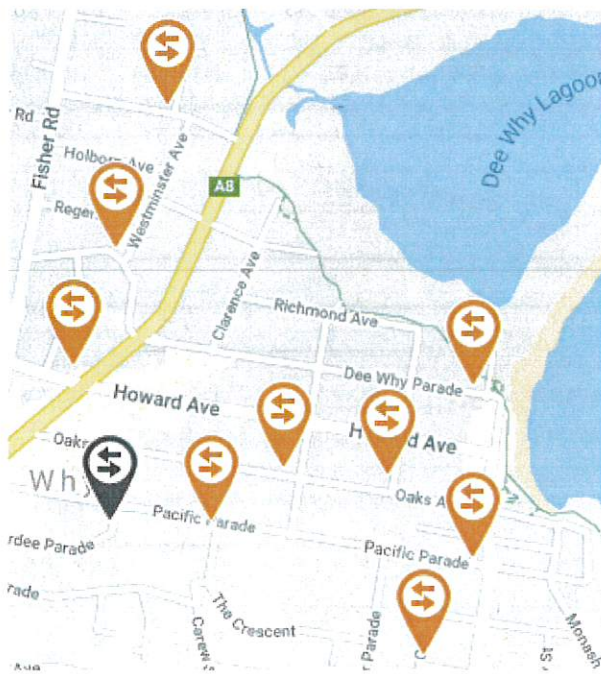


Figure 8 – car share 'pod' locations within Dee Why offered by car share provider Go Get (source: Go Get web page)

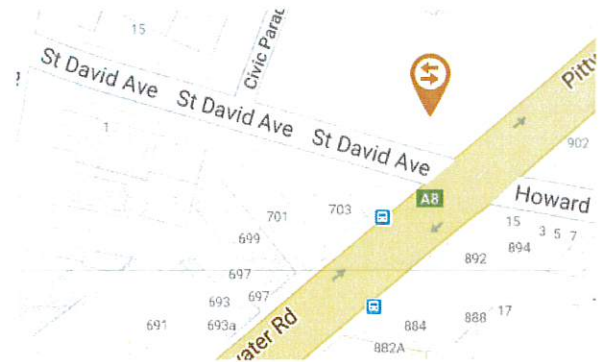


Figure 9 – car share 'pod' location with 2 cars near the site offered by car share provider Go Get (source: Go Get web page)

2 LEP Clause 4.6

Relevant to the subject matter, Clause 4.6 states:

- (1) *The objectives of this clause are as follows:*
 - (a) *to provide an appropriate degree of flexibility in applying certain development standards to particular development,*
 - (b) *to achieve better outcomes for and from development by allowing flexibility in particular circumstances.*
- (2) *Development consent may, subject to this clause, be granted for development even though the development would contravene a development standard imposed by this or any other environmental planning instrument. However, this clause does not apply to a development standard that is expressly excluded from the operation of this clause.*
- (3) *Development consent must not be granted for development that contravenes a development standard unless the consent authority has considered a written request from the applicant that seeks to justify the contravention of the development standard by demonstrating:*
 - (a) *that compliance with the development standard is unreasonable or unnecessary in the circumstances of the case, and*
 - (b) *that there are sufficient environmental planning grounds to justify contravening the development standard.*
- (4) *Development consent must not be granted for development that contravenes a development standard unless:*
 - (a) *the consent authority is satisfied that:*
 - (i) *the applicant's written request has adequately addressed the matters required to be demonstrated by subclause (3), and*
 - (ii) *the proposed development will be in the public interest because it is consistent with the objectives of the particular standard and the objectives for development within the zone in which the development is proposed to be carried out, and*
 - (b) *the concurrence of the Secretary has been obtained.*

2.1 Context and format of this clause 4.6 submission

This “written request” has been prepared having regard to “Varying development standards: A Guide” (August 2011), issued by the former Department of Planning, and relevant principles identified in the following judgements:

- *Winten Property Group Limited v North Sydney Council [2001] NSWLEC 46;*
- *Wehbe v Pittwater Council [2007] NSWLEC 827;*
- *Four2Five Pty Ltd v Ashfield Council [2015] NSWLEC 1009;*

- *Four2Five Pty Ltd v Ashfield Council* [2015] NSWLEC 90;
- *Four2Five Pty Ltd v Ashfield Council* [2015] NSWCA 248;
- *Randwick City Council v Micaul Holdings Pty Ltd* [2016] NSWLEC 7;
- *Moskovich v Waverley Council* [2016] NSWLEC 1015; and
- *Initial Action Pty Ltd v Woollahra Municipal Council* [2018] NSWLEC 118.
- *RebelMH Neutral Bay Pty Limited v North Sydney Council* [2019] NSWCA 130
- *Hansimikali v Bayside Council* [2019] NSWLEC 1353

In response to the provisions of Clause 4.6, and with the guidance provided by the above judgements, the matters in support of the proposal are documented with this *written request* to justify this exception to *Clause 4.3 Height of Buildings* development standard.

3 Compliance is unreasonable or unnecessary in the circumstances

Subsection 3 (a) of Clause 4.6 states:

(3) Development consent must not be granted for development that contravenes a development standard unless the consent authority has considered a written request from the applicant that seeks to justify the contravention of the development standard by demonstrating:

(a) that compliance with the development standard is unreasonable or unnecessary in the circumstances of the case, and

Guidance is provided by the following court judgements in establishing what the relevant considerations are in assessing what is '*unreasonable or unnecessary in the circumstances of the case*'.

In addressing the requirements of Clause 4.6 (3) (a), the accepted five possible approaches for determining whether compliance is unnecessary or unreasonable were established by the NSW Land and Environment Court in *Wehbe vs Pittwater Council* (2007) LEC 827. Whilst at the time, this was specific to SEPP 1, in the matter of *Four2Five* (2007) LEC 827, the Commissioner stated within the judgement the following, in reference to a variation:

"...the case law developed in relation to the application of SEPP 1 may be of assistance in applying Clause 4.6. While Wehbe concerned an objection under SEPP 1, in my view the analysis is equally applicable to a variation under Clause 4.6 where Clause 4.6 (3)(a) uses the same language as Clause 6 of SEPP 1."

In the decision of *Wehbe vs Pittwater Council* (2007) LEC 827, Preston CJ summarised the five (5) different ways in which an objection under SEPP 1 has been well founded and that approval of the objection may be consistent with the aims of the policy. The five possible ways are as provided below:

- 1st *The most commonly invoked way is to establish that compliance with the development standards is unreasonable or unnecessary because the objectives of the development standard are achieved*

notwithstanding non-compliance with the standard.

The rationale is that development standards are not ends in themselves but means of achieving ends. The ends are environmental or planning objectives. If the proposed development proffers an alternative means of achieving the objective, strict compliance with the standard would be unnecessary and unreasonable.

- 2nd *A second way is to establish that the underlying objective or purpose is not relevant to the development with the consequence that compliance is unnecessary.*
- 3rd *A third way is to establish that the underlying objective or purpose would be defeated or thwarted if compliance was required with the consequence that compliance is unreasonable.*
- 4th *A fourth way is to establish that the development standard has been virtually abandoned or destroyed by the Council's own actions in granting consents departing from the standard and hence compliance with the standard is unnecessary and unreasonable.*
- 5th *A fifth way is to establish that "the zoning of particular land" was "unreasonable or inappropriate" so that "a development standard appropriate for that zoning was also unreasonable or unnecessary as it applied to that land" and that "compliance with the standard in that case would also be unreasonable or unnecessary.*

In response to the 5 Wehbe principles it is assessed that the first and third principles are relevant to the subject matter. Our assessment of the proposal under clause 4.6(3)(a) finds that:

- Compliance with the development standard is unreasonable and unnecessary in the circumstances of the case because the proposal satisfies the aims of the SEPP and the local planning provisions relating to the B4 zone within the Dee Why town centre. These matters are further explained within this submission.
- Compliance with the development standard would defeat the underlying objective or aims of the SEPP, which is to increase the supply of affordable rental housing in local business centre locations that are close to places of work and public transport, if compliance was required, noting that:
 - The proposal will result in a reduced onsite parking demand and reduced traffic generation as compared to the development currently on the site.
 - The site benefits from excellent proximity and direct pedestrian access to public transport as the site is 30 and 50 metres walking distance from the main two bus stops serving Dee Why including access to the B-Line (B1) high frequency service.
 - The site is located in an area that is highly accessible to employment hubs that are in close proximity. Given key workers are one of the community cohorts that affordable rental housing is targeted at, the proposal responds positively to the likelihood that some occupants are likely to be attracted to the development for its proximity to places of employment that would not demand them to own a motorbike or car.

- The proposal facilitates a boarding house that satisfies the statutory controls under the Affordable Rental Housing SEPP 2009 and Warringah LEP 2011

For these reasons it is assessed at the requirements of clause 4.6(3)(a) are satisfied and Council has the authority to grant approval to the proposal.

4 Environmental Planning Grounds

Subsection 3 (b) of Clause 4.6 states:

(3) Development consent must not be granted for development that contravenes a development standard unless the consent authority has considered a written request from the applicant that seeks to justify the contravention of the development standard by demonstrating:

(b) that there are sufficient environmental planning grounds to justify contravening the development standard.

The following section outlines the environmental planning grounds upon which the exception is justified.

4.1 Access, traffic, car parking and proximity to services, employment and recreation opportunities

An expert traffic and car parking assessment report accompanies the submission by TEF Consulting (copy at Annexure 1). The assessment finds that despite non-compliance with the standard, there are sufficient environmental planning grounds to justify contravening the development standard.

The proposal will result in a reduced onsite parking demand and reduced traffic generation. The existing building is 2 storeys comprising 588m² of floor area at ground floor level and 369m² at first floor level. The accompanying traffic and parking report provides that, under the current DCP controls, the existing development is estimated to generate demand for 45 car parking spaces (at Annexure 1). The proposal's car parking generation is calculated to be 31 spaces (comprising boarding house, retail and office land uses). The proposal generates a requirement for 31.5 bicycle and 31.5 motorcycle spaces whereas the proposed development incorporates accommodation for 127 bicycles within the ground floor level. To assist in compensating for its motorcycle parking deficit the proposal provides increased provision for bicycle parking.

A right-of-carriageway was created as part of the recent redevelopment of the land at 701 Pittwater Road (figures 3 and 4) which is just to the north west of the site providing rear vehicular access from St David Avenue. The right-of-carriageway is established in favour of Council and the neighbouring property at 693 to 697 Pittwater Road which adjoins the subject site. The right-of-carriageway for access may be extended to the subject site for the same reasons it was extended to 693 to 697 Pittwater Road, which was to provide vehicle access to the rear of the property. The design of the proposed development accommodates this future access potential, as evident within plans and traffic report. Furthermore, the proposed design provides a 6m rear building setback that enables the rear of the building to adapt for future vehicle access, parking and waste collection. This would also be compatible with the provision of the future 'shared laneway' envisioned by Council within the Key Site E (LEP Part 7 and DCP Part G1 provisions, as illustrated within Figure 5)), with a 6m setback provided within the rear of

the site. Waste collection, and vehicle access for motorcycle parking and provision for up to three car parking spaces are strategically located in this area for this purpose.

The site benefits from convenient proximity to car share opportunities. Figure 8 and 9 shows car share 'pod' locations within Dee Why by car share provider Go Get. There are 2 car share parking spaces approximate 50m to the north east of the site within the Civic Centre carpark as shown by Figure 9. This is not the full extent (just an indication) of local car share capacity as there are other providers within the marketplace.

Being located in a highly accessible area with employment hubs in close proximity, and given that for the proposal is for affordable rental housing that is targeted at key workers, the proposal responds positively to the likelihood that some occupants are likely to be attracted to the development for its proximity to places of employment that would not demand them to own a motorbike or car.

The site benefits from excellent proximity and direct access to public transport as the site is 30 and 50 metres walking distance from the main two bus stops serving Dee Why including access to the B-Line (B1) high frequency service.

Under the North District Plan (prepared by the NSW Greater Sydney Commission), Brookvale–Dee Why is recognised as a 'strategic centre' of significance to the Northern Beaches sub-region within the North District Plan. Brookvale–Dee Why is recognised as containing significant employment, business, and shopping that serves the region. Furthermore, the Pittwater Road Corridor is recognised as the principal movement corridor with the highest concentration of housing, services, jobs, and public transport provision serving the Northern Beaches sub-region. Being located on this roadway means that the proposed development is highly accessible via walking, cycling and public transport to a range of services, employment and recreation opportunities.

The site benefits from excellent proximity to places of recreation that would not demand occupants to own a motorbike or car, notably, sports fields (Dee Why Oval), Stony Range Botanical Garden, Dee Why beach, children's playgrounds, Walter Gorrs Park etc.

The expert traffic and car parking assessment report that accompanies the submission contains a detailed parking survey. It finds that *'ample parking opportunities exist during the typical residential peaks to cater for the likely additional parking demand by the proposed boarding house. Occasional short-term parking demand from residents during the business hours (for those residents leaving to work later or returning earlier) is also well catered for by car parking areas with time restrictions'*.

4.2 Will not establish a precedent

Despite the deficit of on-site motorcycle parking, the proposed exception will not establish a precedent because there are few (if any) developments having a similar circumstance within the B4 zone that are restricted by their heritage characteristics and frontage to Pittwater Road (a classified road) which limit its ability to provide vehicle access. This conclusion has been drawn having regard to the principles established in *Goldin & Anor v Minister for Transport Administering the Ports Corporatisation and Waterways Management Act 1995* [2002] NSWLEC 75.

4.3 Unreasonable burden

Compliance cannot be achieved without adversely impacting upon the building elements of heritage value and gaining a vehicle entry to the property from Pittwater Road which is a classified road.

Access from Pittwater Road would be inconsistent with the townscape and streetscape objectives as they relate to pedestrian priority and activation of the ground floor level street frontage.

The motorcycle parking exception has minimal impact given that the parking demand for the proposal is less than the established land use on the site.

There are positive impacts achieved by the development in its proposed form. It is appropriate that the merits of the proposal on environmental planning grounds be balanced with the impact that strict compliance with the standard places on the site, and whether such strict compliance would result in a better or neutral planning outcome. The proposed exception will provide a compatible building and land use outcome consistent with various local and State planning provisions that relate to the site.

Strict compliance in the circumstances would not achieve any significant gains with regards to the objectives for land renewal within the B4 zone or relevant objectives of the zone or standard. In fact, strict compliance would defeat the aims of the SEPP which are to increase the supply of affordable rental housing, within local business centres, close to public transport and employment areas.

Based on the above, strict compliance would result in an unreasonable burden on the proposed development with insufficient environmental planning outcomes.

4.4 How does the proposed development / exception relate to the objectives of the Act?

Having regard to *Initial Action Pty Ltd v Woollahra Municipal Council* [2018] NSWLEC 118, the proposal is consistent with the following objectives at clause 1.3 of the Environmental Planning and Assessment Act 1979 (the Act):

In response to objective 1.3(c) of the Act, the exception results in a proposed development that will promote the orderly and economic use and development of a property that is currently unoccupied, in a highly accessible location, for purposes for which there is strong market demand and community need by a design that is responsive to its development context.

In response to objective 1.3(d), the exception results in a proposed development that to promote the delivery of affordable rental housing, that is ideally located and that is consistent with the aims (cl 3) of State Environmental Planning Policy (Affordable Rental Housing) 2009.

In response to objective 1.3 (f), the exception results in a proposed development that promote the sustainable management of built and cultural heritage through the restoration of the building key building elements of heritage value.

In response to objective 1.3(g), of the Act, the exception results in a proposed development that will promote good design and amenity of the built environment. The built form outcome has been developed through detailed site analysis to ensure an appropriate contextual and streetscape fit compatible with state and local statutory planning provisions.

In response to objective 1.3(h), of the Act, the exception results in a proposed development that will promote the proper construction and maintenance of buildings, including the protection of the health and safety of their occupants, because it will enhance the existing heritage building's fire safety and accessibility compliance at the street frontage.

4.5 Conclusion

The proposal is entirely consistent with the aims of the SEPP because it will increase the supply of affordable rental housing, within a regional scale business centre, close to public transport and employment areas. Based on the above, there are appropriate circumstances to support the proposed development based on its accessibility, and insufficient grounds to refuse the proposal based on its on-site parking deficit.

For these reasons the proposed motorcycle parking exception is assessed as being appropriate to the circumstances of the site, and its context. It is assessed that there are appropriate and sufficient environmental planning grounds to support the proposed motorcycle parking exception.

5 The Public Interest

Subsection (4)(a)(ii) of Clause 4.6 states:

(4) Development consent must not be granted for development that contravenes a development standard unless:

(a) the consent authority is satisfied that:

(ii) the proposed development will be in the public interest because it is consistent with the objectives of the particular standard and the objectives for development within the zone in which the development is proposed to be carried out, and...

5.1 Objectives of the development standard

In accordance with 4.6 (4)(a)(ii) the proposed development will be in the public interest because it is consistent with the objectives of the development standard.

The objectives of Clause 30(1)(h) are not specifically expressed in the SEPP, however the aims of the SEPP are stated within clause 3 and repeated below:

(a) to provide a consistent planning regime for the provision of affordable rental housing,

(b) to facilitate the effective delivery of new affordable rental housing by providing incentives by way of expanded zoning permissibility, floor space ratio bonuses and non-discretionary development standards,

(c) to facilitate the retention and mitigate the loss of existing affordable rental housing,

(d) to employ a balanced approach between obligations for retaining and mitigating the loss of existing affordable rental housing, and incentives for the development of new affordable rental housing,

(e) to facilitate an expanded role for not-for-profit-providers of affordable rental housing,

(f) to support local business centres by providing affordable rental housing for workers close to places of work,

(g) to facilitate the development of housing for the homeless and other disadvantaged people who may require support services, including group homes and supportive accommodation.

In response -

The proposal is assessed as being consistent with the aims of the SEPP, noting that:

- It facilitates a boarding house that is compliant with the statutory controls under the Affordable Rental Housing SEPP 2009 and Warringah LEP 2011
- It benefits from excellent proximity and direct access to public transport as the site is 30 and 50 metres walking distance from the main two bus stops serving Dee Why including access to the B-Line (B1) high frequency service.
- It is located in a highly accessible area with employment hubs in close proximity. Given that key workers are one of the community cohorts that affordable rental housing is targeted at, the proposal responds positively to the likelihood that some occupants are likely to be attracted to the development for its proximity to places of employment that would not demand them to own a motorbike or car.
- Furthermore, the site is in proximity to places of recreation that would not demand occupants to own a motorbike or car, notably, sports fields (Dee Why Oval), Stony Range Botanical Garden, Dee Why beach, children's playgrounds, Walter Gorrs Park etc.
- Under the North District Plan (Greater Sydney Commission), Brookvale-Dee Why is recognised as a 'strategic centre' of significance to the Northern Beaches sub-region. Brookvale-Dee Why is recognised as containing significant employment, business, and shopping that serves the region. Furthermore, the Pittwater Road Corridor is recognised as the principal movement corridor with the highest concentration of housing, services, jobs, and public transport provision serving the Northern Beaches sub-region. Being located on this roadway means that the proposed development is highly accessible via walking, cycling and public transport to these employment areas. The proposal will therefore *provide affordable rental housing in a location that is likely to support local business centres close to places of work.*
- It results in new affordable housing opportunities for the Dee Why town centre for which there is strong demand within the area (source: Northern Beaches Affordable Housing Policy and its accompanying documents).

5.2 The local planning objectives are satisfied by the proposal

The proposal is consistent with the objectives of clause 7.13 of the LEP related to Mobility, traffic management and parking within the Dee Why town centre, noting that:

- Appropriate arrangements are proposed for waste collection and delivery functions suitable for the demands generated by the proposed development. These are further addressed within the accompanying operational waste management plan.
- The proposal will have minimal disruption to retail and commercial activity at street level because the proposed development does not propose vehicle access at the street frontage and incorporates 3 levels of non – residential use at this interface.
- The proposal will reinforce the priority of pedestrian movements and provides improved streetscape activation due to the absence of a driveway across the site Pittwater Road frontage. By not interrupting the such movements at the site's street frontage it will positively contribute to pedestrian safety within the town centre,
- The proposal will improve vehicle access and circulation within the Dee Why Town Centre by not providing car parking, promoting public transport use, and based on the accompanying traffic and parking assessment report, result in a net reduction in traffic and parking demand as compared with the approved bank use, which, by its nature generates trips throughout the day.
- Consistent with key access objectives for development within the B4 zone as it will result in a safe pedestrian environment, activation of the street frontage and avoidance of the impacts of additional traffic and parking that is often generated by the intensification of development (via site renewal) within the town centre.

The proposal is designed to advance the ongoing redevelopment and urban renewal of the B4 Mixed Use zone by the provision of a modern development containing a variety of commercial suites, affordable rental housing, and communal recreational spaces with high amenity some of which will incorporate district views. The proposed development outcome is consistent with the local and planning objectives within Part 7 of the LEP, noting the following key aspects:

- The proposal facilitates the creation of future access to the site and the southern adjoining properties other than from Pittwater Road.
- The proposal will prioritise pedestrian access, and in doing so, activation of the ground floor level of the property and the Pittwater Road street frontage.
- The proposal will result in an urban design outcome consistent with the objectives of the Dee Why town centre Masterplan.
- The proposal will result in retention of commercial uses over the first 3 levels at their Pittwater Road frontage, consistent with the objectives to retain a appropriate proportion of non-residential floor space within the B4 zone.
- The proposal will result in low traffic and car parking demand with not net increase in traffic and car parking within the town centre based on the development it seeks to replace.

- The proposal will result in urban renewal of land within the so-called 'triangular block' of land on the western side of Pittwater Road which may be a catalyst to further urban renewal of other land parcels within this precinct.

The proposal caters for the future 'shared laneway' envisioned by Council within the Key Site E (LEP Part 7 and DCP Part G1 provisions, as illustrated within Figure 5), with a 6m setback provided within the rear of the site. Waste collection, and vehicle access for motorcycle parking and for up to three car parking spaces are strategically located in this area for this purpose.

Consistent with LEP clause '7.3 Objectives for development within Dee Why Town Centre' and LEP clause '7.5 Design excellence within Dee Why Town Centre', the proposal includes a range of sustainable development initiatives including:

- the high provision of bicycle parking as a substitute for motorcycle and car parking not only promotes healthy lifestyles, but further reduces the environmental impact of traffic congestion and pollution from vehicle emissions.
- the configuration and design of communal access and communal recreational areas within the development incorporates an appropriate mix of indoor and outdoor spaces including terraces, gardens, rooms and social spaces with innovative treatments (like a community garden) that will promote a socially effective urban village atmosphere,
- the proposed building design incorporates an open, atrium style ground floor designed to facilitate the movement of pedestrians, either on foot or with bicycles, entering and leaving the site from the street or the future anticipated shared rear laneway or right-of-way. In these ways the proposed development connects with and provides a high-quality interface with Pittwater Road and the future foreshadowed rear shared laneway at the pedestrian level,

The site benefits from convenient proximity to car share opportunities. Figure 8 and 9 shows car share 'pod' locations within Dee Why by car share provider Go Get. There are 2 car share parking spaces approximate 50m to the north east of the site within the Civic Centre carpark as shown by Figure 9. This is not the full extent (just an indication) of local car share capacity as there are other providers in the marketplace.

Being located in a highly accessible area with employment hubs in close proximity, and given key workers are one of the community cohorts that affordable rental housing is targeted at, the proposal responds positively to the likelihood that some occupants are likely to be attracted to the development for a proximity to places of employment that would not demand them to own a motorbike or car.

5.3 What is the public benefit of maintaining the standard?

The proposed development is generally consistent with, or not antipathetic to, the objectives of the development standard, notwithstanding the numerical variation.

Compliance with the development standard would defeat the underlying objective or aims of the SEPP, which is to increase the supply of affordable rental housing in local business centre locations that are close to places of work and public transport, if compliance was required, noting that:

- The proposal will result in a reduced onsite parking demand and reduced traffic generation as compared to the development currently on the site.
- The site benefits from excellent proximity and direct pedestrian access to public transport as the site is 30 and 50 metres walking distance from the main two bus stops serving Dee Why including access to the B-Line (B1) high frequency service.
- The site is located in an area that is highly accessible to employment hubs that are in close proximity. Given key workers are one of the community cohorts that affordable rental housing is targeted at, the proposal responds positively to the likelihood that some occupants are likely to be attracted to the development for its proximity to places of employment that would not demand them to own a motorbike or car.

In the circumstances, the proposed development does not affect the public benefit of maintaining the motorcycle parking standard in other instances.

5.4 Objectives for development within the B4 Mixed Use zone

The proposed development will be in the public interest because it is consistent with the objectives for development within the B4 Mixed Use zone in which the development is proposed to be carried out. These are stated as follows:

- a) *To provide a mixture of compatible land uses.*
- b) *To integrate suitable business, office, residential, retail and other development in accessible locations so as to maximise public transport patronage and encourage walking and cycling.*
- c) *To reinforce the role of Dee Why as the major centre in the sub-region by the treatment of public spaces, the scale and intensity of development, the focus of civic activity and the arrangement of land uses.*
- d) *To promote building design that creates active building fronts, contributes to the life of streets and public spaces and creates environments that are appropriate to human scale as well as being comfortable, interesting and safe.*
- e) *To promote a land use pattern that is characterised by shops, restaurants and business premises on the ground floor and housing and offices on the upper floors of buildings.*
- f) *To encourage site amalgamations to facilitate new development and to facilitate the provision of car parking below ground.*

The proposal is assessed as being consistent with objective (a) noting that:

- The proposal will provide a suitable *a mixture of compatible land uses*. The proposal will provide commercial areas within the first three floor levels at the site's Pittwater Road frontage; additional affordable housing for which there is strong demand within the area (source: Northern Beaches Affordable Housing Policy and its accompanying documents).
- In these ways, the proposal is consistent with objective (a) of the Mixed Use zone.

The proposal is assessed as being consistent with objective (b) noting that:

- The proposal will optimise public transport usage given its excellent proximity and direct access to public transport as the site is 30 and 50 metres walking distance from the main two bus stops serving Dee Why including access to the B-Line (B1) high frequency service.
- The proposal generates a requirement for 31.5 bicycle and 31.5 motorcycle spaces whereas the proposed development incorporates accommodation for 127 bicycles within the ground floor level. To assist in compensating for its motorcycle parking deficit the proposal provides increased provision for bicycle parking.
- The site is within convenient walking and cycling distance to public transport, services and employment opportunities that exist within the Dee Why town centre. In these ways, the proposal is consistent with objective (b) of the Mixed Use zone.

The proposal is assessed as being consistent with objective (c) noting that it:

- is for a mixed use development containing commercial and boarding rooms (a form of affordable residential housing) being permitted uses;
- is of appropriate height and scale to reflect the status of Dee Why as a major centre serving the Northern Beaches;
- is of appropriate height and scale to be complementary to the built form that has been recently constructed on the properties within the site's visual catchment.
- is of appropriate height and scale to be complementary to the planning objectives and desired and foreshadowed building character within the B4 Mixed Use zone;

In these ways the proposal is consistent with objective (c) of the B4 Mixed Use zone.

The proposal is assessed as being consistent with objective (d) noting that:

- the building design addresses the range of improvements sought for the renewal of the town centre;
- it is a site of sufficient size to be developed in the manner proposed and does not require its amalgamation with of land to enable its redevelopment;
- the proposal will reinforce the priority of pedestrian movements and provides improved streetscape activation due to the absence of a driveway across the site Pittwater Road frontage. By not interrupting the such movements at the site's street frontage it will positively contribute to pedestrian safety within the town centre;
- it provides commercial premises over the first three floor levels at the site's Pittwater Road frontage, to facilitate future 'activation';
- it will result in higher utilisation of the land use in a central, highly accessible location;
- it will result in improved urban design quality of the property's built form.

The proposal is assessed as being consistent with objective (e) noting that in order to '*reinforce the role of Dee Why as the major centre in the subregion*' mixed use development of increased

'scale and intensity' is desired. The proposal is consistent with this objective (e) because the proposal:

- The proposal provides suitable provision for commercial premises at the ground level. Features of the commercial premises include: sufficient flexibility to enable different configurations of the commercial space to accommodate different business types and scales and glazed edges to the street frontage to facilitate future 'activation'.

In these ways, the proposal is consistent with objective (e) of the Mixed Use zone.

The proposal is assessed as being consistent with objective (f) noting that the proposed development scheme demonstrates through its design and compatibility with its context that the property is capable of being developed in isolation from adjoining land in a manner that is consistent with the planning controls applicable to the land. It therefore does not require amalgamation with other land to enable its redevelopment in a multi-storey, mixed-use form.

Furthermore, attempts have been made to amalgamate the property with land to the north of the site at 693 to 697 Pittwater Road which benefits from a right of carriageway to St David Avenue. The attempts has been declined by the landowner. Notwithstanding, in the medium to long term, access provision has been made in the design to adapt the rear of the property for vehicle access and parking, either by way of extending the right-of-carriageway (referenced in figures 3 and 4 within this submission) or in relation to the 'shared laneway' planned as part of the development of Key Site E (has illustrated in figure 5 within the submission).

In these ways, the proposal is consistent with objective (f) of the Mixed Use zone.

6 Secretary's considerations

With regards to the Secretary's considerations the proposed variation of the development standard:

- Does not raise any matter of significance for State or regional environmental planning, consistent with 4.6 (5)(a) except to note that the proposal involves growth and urban renewal of a strategic centre consistent with State planning policy.
- The public benefit is not served by maintaining the development standard consistent with 4.6 (5)(b).

7 Conclusion

The exception proposed to the *motorcycle parking* development standard has been appropriately acknowledged and the circumstances assessed, having regard to the objectives of the control.

In conclusion, Council can be satisfied that:

- This written request has adequately addressed the matters required to be demonstrated by 4.6 (3) & 4.6(a)(i);
- Is well founded and adequately address the matters required in accordance with & 4.6(a)(i);

- The exception is appropriate taking into account the range of relevant environmental planning considerations, the circumstances of the case, and public interest matters.
- The proposal succeeds when assessed against the Heads of Consideration pursuant to clause 4.6. There is no statutory planning impediment to the assessment and approval of the application.

Yours sincerely,



Michael Haynes
Director - BBF Town Planners

Annexure 1 - Traffic and parking assessment by TEF Consultants

Annexure 2 - Northern Beaches Affordable Housing Needs Analysis - December 2016

Annexure 1 - Traffic and parking assessment by TEF Consultants



PO Box 215 Bondi NSW 2026 | ph.: +61 (0)2 9332 2024 | fax.: +61 (0)2 9332 2022 | mob.: +61 (0)414 978 067 | email: o.s@tefconsult.com.au | www.tefconsult.com.au

17 March 2020

General Manager
Northern Beaches Council
PO Box 82
Manly NSW 1655

Dear Sir/Madam,

691 Pittwater Road, Dee Why NSW 2099

1. I refer to a request from Mr Hamish Humphreys of Gannet Developments for a traffic engineering assessment of the proposed redevelopment at the above address. The proposed redevelopment comprises a change of use from the existing business premises (a bank) to a 64-unit boarding house with small office and retail components. My assessment is outlined below.
2. The latest previous Development Approval for use as a business premises was granted on 22 July 2016 (DA 2016/0589). The original DA2008/0562 for alterations and additions to a business premises was approved on 16 May 2008.
3. Council's assessment report for DA 2016/0589 states as follows.

Presently there is no on-site car parking for the subject site. Surrounding allotments consisting from Nos. 671 to 701 Pittwater Road also do not have on-site car parking - with the exception of a small laneway to the rear of Nos. 671 to 681 Pittwater Road which appears to accommodate several cars in a stacked arrangement.

The subject site relies on the provision of street parking along Pittwater Road and the Council owned car park accessed via Civic Drive and bordered by Pittwater Road to the east, St David Avenue to the south and Civic Drive to the west.

The provision of on-street car parking on Pittwater Road allows patrons of the bank to park in these facilities for a short-term period.

The subject site is also in close proximity to the Dee Why Main bus stop which services the greater Northern Beaches area.

4. No car parking spaces are allocated to the approved development.
5. The approved development has a gross floor area (GFA) of 956.5 m², split between two floors (customer service area on the ground floor and offices on the first floor).
6. Current parking requirements for the approved land uses, set out in the Warringah Development Control Plan (WDCP) 2011 Appendix 1 - Car parking requirements, are reproduced in a table below (it must be noted that the original approval in 2008 was under the provisions of WDCP 2000 which contained the same car parking rates as WDCP 2011).

Office and Business	
Use	Requirement
Business premises	1 space per 40 m ² GFA excluding customer service/access areas, plus for customer service/access areas 1 space per 16.4 m ² GFA.

7. If calculated as per the WDCP rates, the car parking requirements for the existing development are as follows:
 - a) Customer service area (ground floor): $587.6/16.4 = 35.8$ spaces
 - b) Office area (first floor): $368.8/40 = 9.2$ spaces
 - c) Total: $35.8 + 9.2 = 45$ spaces
8. There is, therefore, a historical parking deficiency of 45 spaces that should be applied as

TRAFFIC & PARKING STUDIES
AND MANAGEMENT

TRAFFIC IMPACT
ASSESSMENTS

INTERSECTION AND NETWORK
MODELLING

ENVIRONMENTAL IMPACT
ASSESSMENT OF ROADS,
TRAFFIC AND TRANSPORT
OPERATIONS

ROAD AND TRAFFIC NOISE

ROAD SAFETY STUDIES

TRAFFIC & PARKING SURVEYS

CAR PARK DESIGN

INTERSECTION DESIGN

TRAFFIC ACCIDENT
INVESTIGATION

TRAFFIC ACCIDENT
RECONSTRUCTION

RESEARCH AND DEVELOPMENT

EXPERT WITNESSES

Director: Oleg I. Sannikov MEngSc MIEAust PEng FAITPM
Principal consultant: Ludmilla Hawley MURP PGradCompSc BA FAITPM
Principal consultant: Stephen E. Samuels DEng PhD MEngSci BE FIEAust CPEng MAAS MASA

A Division of Sannikov & Samuels
Consulting Pty Ltd
A.B.N. 65 092 476 143

a credit for any development application sought for the use of the premises.

9. Parking requirements for the components of the proposed development, set out in the WDCP 2011 Appendix 1 – Car parking requirements are reproduced below.

Residential	
Use	Requirement
Backpackers' accommodation, Boarding house, Group home	Comparisons must be drawn with developments for a similar purpose.
Office and Business	
Use	Requirement
Office premises	1 space per 40 m ² GFA.
Retail and Commercial	
Use	Requirement
Shop (includes retail / business component of shop top housing, retail premises and neighbourhood shop)	<p>1 space per 16.4 m² GLFA (6.1 spaces per 100 m² GLFA).</p> <p>The above rate may be varied in shopping centre complexes, such as shopping malls, where multi-purpose trips predominate, in accordance with the following:</p> <ul style="list-style-type: none"> for 0-10,000 m² GLFA - 6.1 spaces per 100 m² GLFA for 10,000-20,000 m² GLFA - 5.6 spaces per 100 m² GLFA for 20,000-30,000 m² GLFA - 4.3 spaces per 100 m² GLFA for more than 30,000 m² GLFA - 4.1 spaces per 100 m² GLFA

10. The car parking requirements for the proposed development can be calculated as follows:

a) **Boarding house:**

- In 2019, a research report on occupants of recent boarding house developments was commissioned by the Southern Sydney Regional Organisation of Councils (SSROC) and carried out by UNSW. The report outlined the results of surveys at 237 boarding houses in City, Inner and Outer suburbs. It is the present author's opinion that this report provides the best basis for comparison as required by the WDCP.
- The research report showed that the car ownership at boarding houses was 33% of the number of households. Based on this rate, the car parking requirement for the proposed 64-unit boarding house is $64 \times 0.33 = 21.1$ spaces.

b) **Office:**

- The total GFA for the proposed office spaces are 186.8 m². The car parking requirement for the offices is thus $186.8/40 = 4.7$ spaces.

c) **Retail area:**

- The total GFA for the proposed retail area is 82.4 m². The car parking requirement for this component is thus $82.4/16.4 = 5$ spaces.

d) The total requirement for all 3 components is $21.1 + 4.7 + 5 = 30.8$ say **31 spaces**.

11. No car parking spaces are proposed. However, if the above calculated credit of 45 spaces for the existing car parking deficiency is applied, then the proposed redevelopment will result in a reduction of the existing car parking deficit by

a) 31 (required) – 0 (provided) – 45 (credit) = **14 car parking spaces**.

12. The current bicycle parking requirements for the proposed building, set out in the WDCP 2011 part C3(A) – Bicycle parking and end of trip facilities are outlined below.

MINIMUM BICYCLE Parking REQUIREMENTS		
Land Use	Column 1 High-Medium Security Level*	Column 2 High-Low Security Level**
Boarding House	1 per 10 beds	Visitors: 1 per 20 beds
Business and Retail Premises	1 per 200m ² GFA	Visitors: 1 per 600m ² GFA
Office Premises	1 per 200m ² GFA	Visitors: 1 per 750m ² GFA over 1000m ²

13. The bicycle parking requirements for the proposed development are thus as follows.
- a) Boarding house (64 units / 119 beds)
 - residents: $119/10 = 11.9$ spaces.
 - visitors: $119/20 = 6.0$ spaces.
 - b) Office (190.2 m²)
 - employees: $186.8/200 = 0.9$ spaces.
 - visitors: not applicable (less than 750 m²)
 - c) Retail (81.3 m²)
 - employees: $82.4/200 = 0.4$ spaces.
 - visitors: $82.4/600 = 0.1$ spaces.
 - d) Total: $11.9 + 6.0 + 0.9 + 0.4 + 0.1 = 19.3$ say **20 spaces**
14. Thirty-four (34) bicycle spaces are proposed. This provision complies with and substantially exceeds the WDCP requirement. Bicycle servicing facilities are also proposed near the bicycle racks.
15. The proposed car and bicycle parking provision and likely traffic impacts are also considered to be satisfactory for the following reasons.
- a) The site has good public transport provision, being 30 and 50 metres walking distance from two bus stops. The bus stops serve 19 bus routes with frequent services (146, 158, 169, 185, 199, E54, E60, E69, 151, 178, 180, 188, B1, E78, E79, E80, E83, E85 and L90).
 - b) The proposed development will significantly improve the traffic situation. Trip generation from boarding houses is likely to be mostly in the morning and afternoon commuter peak hours. It is likely that there will be a decrease in terms of car based trips as compared with the approved bank use, which, by its nature generates trips throughout the day.
 - c) There are considerable on-street parking opportunities for the residents during the typical peak demand hours (outside of business hours). Refer to the survey analysis on page 6.
 - d) It is important to note that surrounding developments mostly comprise commercial and retail uses. Therefore, residents of the proposed development will have less competition for on-street parking outside of business hours.
16. A pre-lodgement meeting (application number PLM2019/0229) was held by the Northern Beaches Council and the client. Concerns raised by the Northern Beaches Council related to traffic and parking are reproduced below.

Traffic Engineering

Council's Traffic has provided the following comments regarding the proposal.

- The existing approved development is a commercial/business use. The nature of its parking requirements are that of short term, high turnover.
- The proposed development consists of boarding houses as well as commercial/office spaces.
- Based on the existing approval, (like for like) the business component will not require dedicated spaces within the site.
- However, introducing a different use (the boarding house component) will require all associated parking to be accommodated onsite. This is because the nature of boarding house parking is long term which cannot be accommodated in the local streets.
- Further, the rate adopted under the Affordable Housing SEPP in February 2019 is 0.5 spaces per boarding room. Therefore the site will require the following parking allocations:
 - o 32 spaces for residents/tenants (Including at least 1 accessible space)
 - o 1 Manager Space
 - o 3 visitor spaces (DCP)

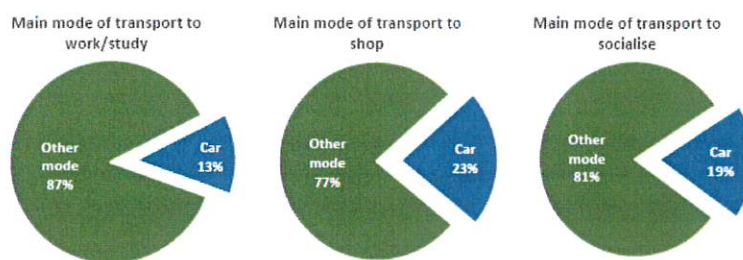
The fact that the site provides no parking cannot be supported by Council's Traffic Engineer.

17. Amendments were made to the previous architectural drawings, submitted for the pre-DA meeting with the Council. The current drawings indicate that there is an opportunity to provide three (3) car parking spaces (refer to TEF drawings 19091/01 to 19091/03) after a rear access lane, proposed by Council, becomes available.
18. Council's Traffic Engineer's comments make a reference to the State Environmental Planning Policy (Affordable Rental Housing (SEPP ARH)) 2009 provisions. The car parking provision for boarding houses in the SEPP ARH are reproduced overleaf.

- (2) A consent authority must not refuse consent to development to which this Division applies on any of the following grounds:
- (e) **parking**
if:
- (i) in the case of development carried out by or on behalf of a social housing provider in an accessible area—at least 0.2 parking spaces are provided for each boarding room, and
 - (ii) in the case of development carried out by or on behalf of a social housing provider not in an accessible area—at least 0.4 parking spaces are provided for each boarding room, and
 - (iia) in the case of development not carried out by or on behalf of a social housing provider—at least 0.5 parking spaces are provided for each boarding room, and
 - (iii) in the case of any development—not more than 1 parking space is provided for each person employed in connection with the development and who is resident on site.
19. The minimum provision of 32 parking spaces, requested by the Council, was calculated using the rate from Clause 29 of SEPP ARH. However, it must be taken into account that SEPP ARH **does not** set out minimum parking rates **to be complied with**. Instead, SEPP ARH defines parking provision standards which, if achieved, cannot be used by a consent authority to refuse consent. In other words, SEPP ARH provides the maximum rates that can be requested by the authority, not the minimum rates to be provided.
20. SEPP ARH provides further clarification in this regard in Clause 29(4) as follows: “(4) A consent authority may consent to development to which this Division applies whether or not the development complies with the standards set out in subclause (1) or (2)”.
21. It must be noted that the Land and Environment Court NSW (LEC NSW) has previously granted an approval to a boarding house located at 727 Pittwater Road, Dee Why (2018/281364). This site is located within the same Dee Why CBD area. The approved boarding house (with 25 units) had very limited car parking provision (3 spaces) which was much lower than the maximum rate set out in the SEPP (ARH) 2009. However, the LEC NSW considered the car parking provision satisfactory.
22. In another recent LEC judgement, with regard to a proposed boarding house at No. 10 Naree Road, Frenchs Forest, Commissioner Timothy Horton has handed down the following findings in relation to the car parking provision that were below the SEPP ARH maximum rates:
- (2) Secondly, being located in an accessible area with employment hubs in close proximity, that affordable housing for key workers is intended to support, I accept that some occupants are likely to be attracted to the development for its proximity to those places of employment that would not demand of them ownership of a car.
 - (3) Thirdly, in my view it is reasonable to expect potential occupants of the building will consider the availability of car parking in the context of their own needs when evaluating the suitability of this development as a place to reside. Those prospective occupants with a car, but without a guaranteed space in which to park it, may opt for accommodation elsewhere. Those without a car may be attracted by having access to a carshare vehicle for those times when one is needed.
23. It is important to note here that, firstly, the above findings would fully apply to the currently proposed boarding house, and, secondly, that the proposed development is in a much better location than that at No. 10 Naree Road in relation to employment, essential services and public transport.
24. The potential need to own vehicles by the tenants of the proposed development is significantly reduced by the site's proximity to essential services. The site is located within walking distance to a large shopping centre (including grocery shopping), fast food outlets, banks, post office, medical centres, pharmacies and a church. There is a number of leisure and entertainment facilities (e.g. cafes, restaurants, traditional hotels, parks and the Stony Range Regional Botanic Garden) within walking distance as well. The Dee Why beach can be easily accessed both on foot and using a bicycle.
25. The UNSW report surveyed boarding houses in SSROC Council areas, including Sutherland Shire LGA, Canterbury-Bankstown LGA and Bayside LGA. Public transport infrastructure in these areas is not significantly

different, particularly if one considers the actual location of the proposed site, essentially in the middle of the Dee Why CBD, with good public transport provision and good access to facilities as described above. In this regard, it is important to note the results of the UNSW surveys.

Figure 3 Main modes of travel by purpose



26. As shown in the charts above, non-car modes of transport constitute in the order of 80% for travel to shop and to socialise. With most of the shopping and leisure facilities within walking distance from the proposed development it can be realistically assumed that the non-car travel mode share for the proposed development would be similar if not greater to those reported by the UNSW study.
27. It is also important to note that neither the DCP, nor the RMS (2002) Guide require any bicycle parking provision. The potential low income tenants of the proposed development are likely to own motorcycles, scooters and bicycles instead of cars. The proposed development provides parking for 34 bicycle spaces. Some of these spaces can be used by scooters. It is reasonable to expect that more than adequate bicycle / scooter provision would replace the need to use cars.
28. It is also of significant importance that the Northern Beaches Council recently introduced amendments to both the WLEP and WDCP. These amendments came into force on 28 February 2020. The Council recognises the specific criteria of the Dee Why Town Centre through the following objectives.

Warringah Local Environmental Plan 2011

Current version for 1 March 2020 to date (accessed 17 March 2020 at 12:12)

Part 7 > Clause 7.13



7.13 Mobility, traffic management and parking

(1) The objectives of this clause are as follows—

- (a) to ensure improved vehicle access and circulation in the Dee Why Town Centre through good design and the management of traffic flows within the existing and new roads servicing the centre,
- (b) to ensure increased road network capacity and improved vehicle circulation through the Dee Why Town Centre,
- (c) to encourage alternative forms of transport from private vehicle use,
- (d) to minimise the disruption of pedestrian movement and safety,
- (e) to reduce the visual scale of parking, loading and waste collection facilities.

29. The proposed development complies with the above objectives by maximising the use of alternative forms of transport from private vehicle use. By doing so, it puts less vehicular traffic on the street network (thus having lesser impact on its capacity), reduces conflicts with pedestrian movements and visual impacts of parking.
30. Section 7 “Traffic and Parking” of Part G1 Dee Why Town Centre of the WDCP, in line with the WLEP, sets out the following objectives.

7 Traffic and Parking

Objectives

- To encourage walking, cycling, public transport and car sharing.
- To encourage integrated basement car parking areas with shared access in suitable locations.
- To reduce overall building bulk and scale (particularly within podiums) by locating parking underground.
- To ensure the security of residential parking areas in mixed use developments.

31. The proposed development complies with the first and, presumably, the main objective by minimising provision for private cars whilst at the same time maximising provision for cycling. The proposed design promotes a mode-shift away from car dependency and encourages walking, cycling and public transport use.

32. Section 8 "Car share" of Part G1 Dee Why Town Centre of the WDCP sets out the following objectives.

8 Car Share

Objectives

- To provide off-street parking opportunities for car share.
- To reduce the reliance on private car ownership.
- To reduce traffic impacts and pressure on street parking.
- To support the reduction of car trips and encourage the use of sustainable transport.
- To facilitate public use of car share vehicles.

33. The future proposed three (3) car parking spaces at the rear of the site can be allocated to car share services (all 3 or some spaces). This would be consistent with the objectives of Section 8 "Car share" above and will negate or substantially reduce a need for private car ownership. The car share allocation would fully address the WDCP objectives.

34. In the meantime, before rear access would be available, some residents may still own a car (this is likely to be a very small number of residents, considering all the reasons presented above). It can be reasonably assumed that such residents would be employed not near the proposed development. They would require long term parking primarily outside of typical business hours (overnight). On-street parking areas have time restrictions, however these do not apply during the typical residential demand periods.

35. Parking demand surveys were conducted to check the availability of car parking spaces near the site.

36. The parking demand survey was conducted on Saturday March 7, 2020, representing typical peak demand periods for the proposed residential use and retail developments in the same area.

- The parking demand survey was conducted between 7:00 a.m. and 8:00 p.m.

37. The survey locations are shown in **Figure 1** at the end of this report.

- a) Within the public car park (CP1), there is a 3 hour parking restriction from 8:00 a.m. to 7:00 p.m. from Monday to Saturday.
- b) Generally, the on-street parking restrictions are as follows.
 - 30 minutes parking restrictions: 8:30 a.m. to 3:00 p.m. from Monday to Friday and 8:30 a.m. to 12:30 p.m. on Saturday
 - 1 hour parking restrictions: 8:30 a.m. to 6:00 p.m. from Monday to Friday and 8:30 a.m. to 12:30 p.m. on Saturday.

38. The survey results are demonstrated in **Table 1** attached to this report.

39. The survey results for the business peak were as follows.

- a) The peak occurred at 11:00 a.m.
- b) There were 53 spaces vacant in the public car park (CP1) during the peak.
- c) There were 34 spaces vacant within 250 metres walking distance (on-street) from the site during the peak.
- d) There were 87 spaces vacant within all areas during the peak.

40. During the typical peak parking demand for residential developments (before 9:00 a.m. and after 5:00 p.m.), the results were as follows.

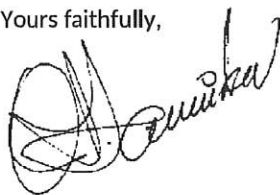
- a) There were at least 57 spaces vacant (to a maximum of 95) in the public car park (CP1).
- b) There were at least 14 spaces vacant (to a maximum of 26) on-street within 150 metres walking distance from the site.
- c) There were at least 16 spaces vacant (to a maximum of 29) on-street within 150 to 250 metres walking distance from the site.
- d) There were at least 87 spaces vacant (to a maximum of 150) within all areas.

41. Ample parking opportunities exist during the typical residential peaks to cater for the likely additional parking demand by the proposed boarding house. Occasional short-term parking demand from residents during the business hours (for those residents leaving to work later or returning earlier) is also well catered for by car parking areas with time restrictions.

42. The proposed redevelopment is supportable on traffic and parking grounds.

Please do not hesitate to contact the undersigned should you require further information.

Yours faithfully,



Oleg I. Sannikov
Director
MEngSc (Traffic Engineering)
MIEAust PEng
FAITPM

Attachments:

- Excerpts from the UNSW report.
- Three (3) diagrams prepared by TEF Consulting

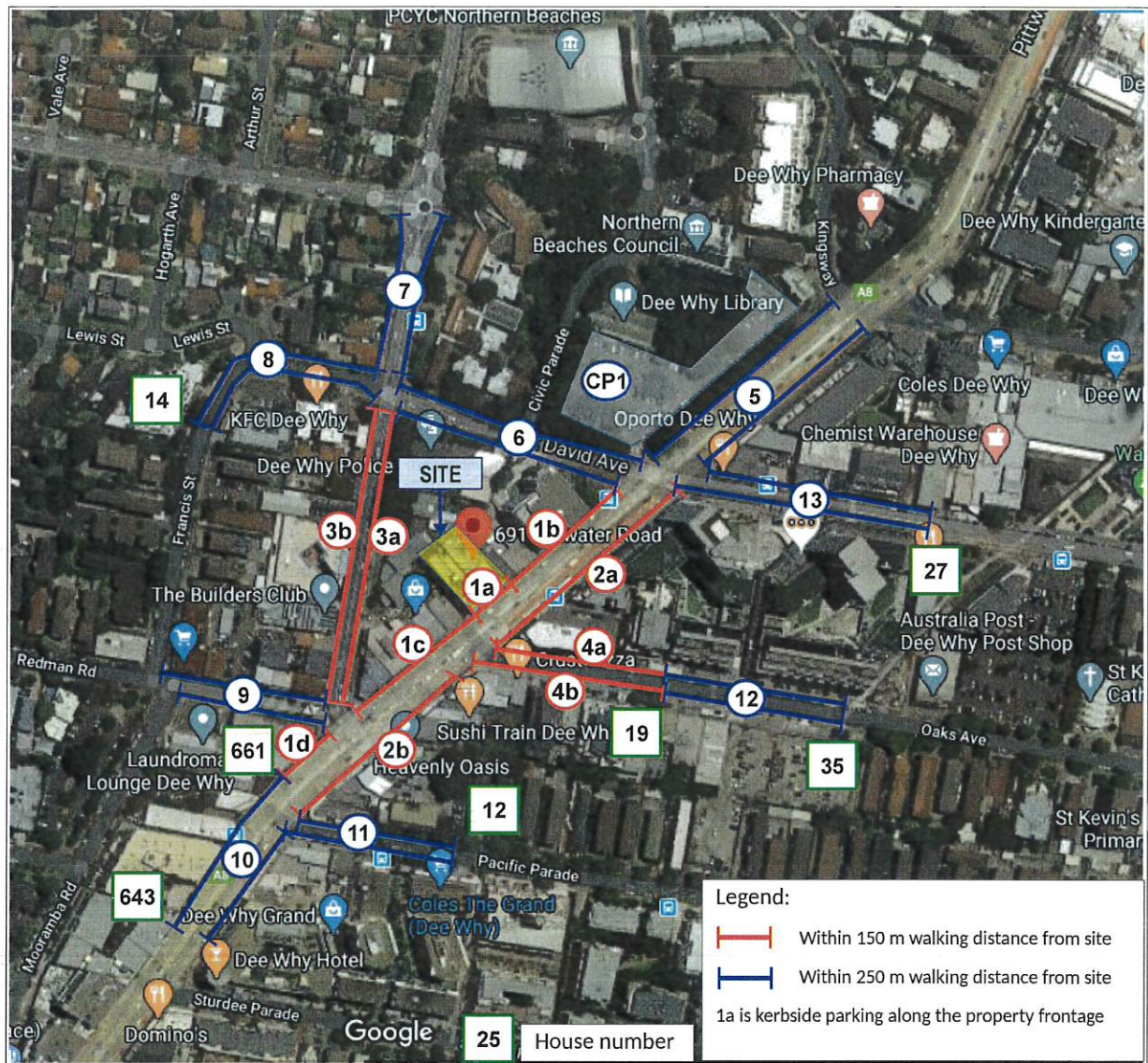


Figure 1. Parking survey locations.

Table 1. Parking survey results.

Saturday		Number of parked cars																					
07/03/20		Parking Location																			Total		
Time	CP1	1a	1b	1c	1d	2a	2b	3a	3b	4a	4b	5	6	7	8	9	10	11	12	13	1a-4b	5-13	All
7:00	70	1	9	2	No parking	No parking	1	6	12	10	10	1	8	No parking	3	5	3	1	23	7	51	51	172
8:00	67	1	6	2			1	12	13	9	10	6	8		3	6	4	3	17	9	54	56	177
9:00	105	0	8	2			0	12	14	10	10	11	8		3	6	4	3	17	5	56	57	218
10:00	107	1	7	2			3	12	15	10	11	6	6		3	5	6	2	13	5	61	46	214
11:00	109	0	7	2			4	11	14	10	12	8	7		3	6	8	2	13	5	60	52	221
12:00	86	1	8	3			5	12	9	10	11	8	6		2	6	12	2	15	4	59	55	200
13:00	78	1	6	2			3	14	10	10	10	11	8		2	6	11	2	16	4	56	60	194
14:00	73	1	5	2			4	12	18	9	11	7	5		2	6	9	3	15	4	62	51	186
15:00	63	0	6	2			3	9	13	9	10	7	6		3	6	6	2	16	3	52	49	164
16:00	55	0	6	3			2	13	12	10	8	4	6		3	6	8	3	11	4	54	45	154
17:00	67	0	2	3			2	9	11	10	10	5	7		3	6	6	1	12	4	47	44	158
18:00	75	0	1	2			3	9	15	10	10	2	6		3	5	9	3	17	4	50	49	174
19:00	74	1	2	3			5	11	17	10	10	7	6		3	5	8	4	17	4	59	54	187
20:00	68	0	2	2			5	7	12	9	12	2	6		3	6	8	4	15	4	49	48	165
No of spaces	162	1	9	3	NP	NP	5	15	18	10	12	20	8	NP	3	6	10	4	18	4	73	73	308

Saturday		Number of vacant parking spaces																					
07/03/20		Parking Location																			Total		
Time	CP1	1a	1b	1c	1d	2a	2b	3a	3b	4a	4b	5	6	7	8	9	10	11	12	13	1a-4b	5-13	All
7:00	92	0	0	1	No parking	No parking	4	9	6	0	2	19	0	No parking	0	1	7	3	-5	-3	22	22	136
8:00	95	0	3	1			4	3	5	1	2	14	0		0	0	6	1	1	-5	19	17	131
9:00	57	1	1	1			5	3	4	0	2	9	0		0	0	6	1	1	-1	17	16	90
10:00	55	0	2	1			2	3	3	0	1	14	2		0	1	4	2	5	-1	12	27	94
11:00	53	1	2	1			1	4	4	0	0	12	1		0	0	2	2	5	-1	13	21	87
12:00	76	0	1	0			0	3	9	0	1	12	2		1	0	-2	2	3	0	14	18	108
13:00	84	0	3	1			2	1	8	0	2	9	0		1	0	-1	2	2	0	17	13	114
14:00	89	0	4	1			1	3	0	1	1	13	3		1	0	1	1	3	0	11	22	122
15:00	99	1	3	1			2	6	5	1	2	13	2		0	0	4	2	2	1	21	24	144
16:00	107	1	3	0			3	2	6	0	4	16	2		0	0	2	1	7	0	19	28	154
17:00	95	1	7	0			3	6	7	0	2	15	1		0	0	4	3	6	0	26	29	150
18:00	87	1	8	1			2	6	3	0	2	18	2		0	1	1	1	1	0	23	24	134
19:00	88	0	7	0			0	4	1	0	2	13	2		0	1	2	0	1	0	14	19	121
20:00	94	1	7	1			0	8	6	1	0	18	2		0	0	2	0	3	0	24	25	143

Note: negative numbers indicate vehicles parked illegally

Research Paper by NSW University's City Futures Research Centre

The University of New South Wales undertook a research paper to assess the effectiveness of Division 3 (Boarding Houses) under the Affordable Rental Housing SEPP 2009.

Key Takeaways:

1. The research showed boarding houses accommodate a demographic who have a very low reliance on cars and car ownership. The statistics showed that less than 23% of occupants used a car regularly and 74% of boarding rooms were occupied by a single tenant only.
2. Page 7 of the report states that the policy changes requiring the provision of increased off street parking in boarding houses will typically mean excavation and underground parking will be required. This in turn increases the costs of delivery and undermines the feasibility of a boarding house relative to other potential land uses.
3. Figure 2.3 on page 8 and data on page 9 speak further to the fact that over two thirds of occupants do not own vehicles and that access to public transport is of a high important in reducing reliance on private means of transportation.
4. The research also shows that 91% of tenants were employed or in tertiary study with two-thirds already holding tertiary qualifications – speaking to the type of occupant and opposing the general view of local communities that the occupants will be “undesirables”.

Key points have been highlighted and included on the following pages and the full document is available in **Appendix D**.

We have reached out to NSW Planning on numerous occasions to seek access to the research relied upon in the implementation of the changes to parking and 12 room limit in the R2 zone and have had no success. It is unclear if supporting data was researched or relied upon at all at this stage.



Built Environment

City Futures Research Centre

Occupant Survey of Recent Boarding House Developments in Central and Southern Sydney

A research report commissioned by Southern Sydney Regional Organisation of Councils (SSROC)

Dr Laurence Troy, Dr Ryan van den Nouwelant & Prof Bill Randolph

June 2019



Executive Summary

Since 2009, boarding house developments have been permitted, even incentivised, in some locations under Division 3 of the Affordable Rental Housing SEPP. Their purpose, as outlined in Department of Planning material accompanying the SEPP's introduction, is to provide accommodation that is accessible to tenants who could find it difficult to obtain mainstream rental accommodation, reduce social housing waitlists and provide a market-based form of transitional housing. However, there has been little assessment of the extent to which dwellings produced under the provisions of the SEPP align with these intentions.

This report summarises the findings of a survey of occupants of recent boarding house developments in the Southern Sydney Regional Organisation of Councils (SSROC) region. The survey was hand delivered to all operational boarding houses approved under the SEPP, excluding purpose-built student accommodation (PBSA) across the SSROC region. The purpose of the survey was to address five research questions:

1. Have boarding house approvals resulted in the construction of new boarding houses?

Overall, of the estimated 6,000 boarding rooms approved (excluding PBSA), around half were deemed operational. More pertinently, and discussed below, very few were akin to 'traditional' boarding houses.

Previous research by City Futures (Troy *et al* 2018) identified 334 approvals for new or expanded boarding houses. Of this, some 17 were identified as PBSA, (based on landowner, applicant or operator) and a further 29 approvals relating to a site with multiple approvals. Of the 288 other boarding houses, only 237 were deemed to be operational, based on bond lodgement, registration under the Boarding House Act and inspection aerial photography via Nearmap for construction works. Hand delivery of survey invitations further reduced the evident number of operating boarding houses to 195, to which invitations were delivered.

2. What is the profile of occupants of recent boarding house developments?

Overall, occupants of boarding houses were much closer in profile to typical renters than to traditional boarding house occupants or social housing waitlists.

While diverse, they were overwhelmingly employed or in tertiary studies (91%), with two-thirds already holding a tertiary qualification. They were mostly (65%) overseas born (though not all recent arrivals), mostly (63%) under 35 years old, and evenly split along gender lines (54% female). Only one third of occupants owned a car and even fewer (less than 23%) used a car regularly. And boarding rooms were typically occupied exclusively by a single tenant (74%) or with a partner (19%).

3. What are the housing needs of those occupants, and the suitability of boarding houses in meeting them?

Much like the tenant profile, the boarding room profile was much closer to private rental studios than traditional boarding houses typified by communal living arrangements.

The vast majority (86%) were rented out under formal tenancy agreements (cf. lodgings). A similar proportion were self-contained, with private bathrooms and kitchens, and in some cases partially furnished (less than 50%, varied by furnishing). Around half had access to common areas and onsite management (41%). Very few had access to a car space (16%). Boarding houses were well located and, importantly, location and neighbourhood factors were more important than building or apartment factors in resident consideration and satisfaction.

4. Are boarding rooms a satisfactory long-term accommodation option?

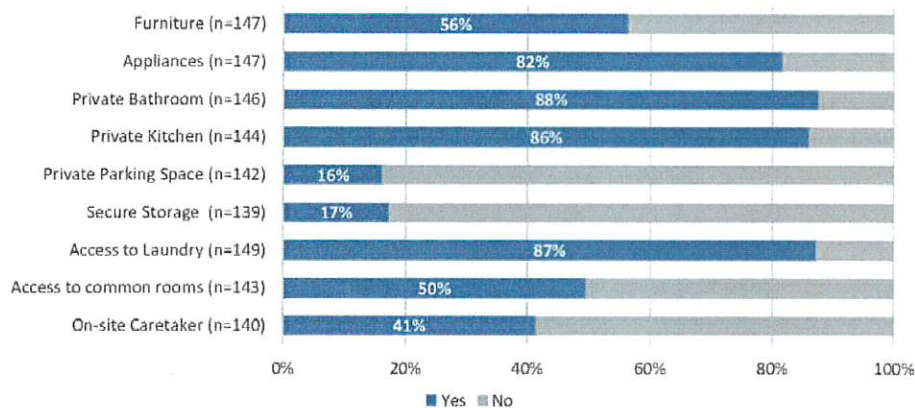
These amenities would be a higher standard than that available to occupants of older, more traditional, boarding houses. However, very few occupants evidently come from that clientele.

Compared with traditional apartment rentals, the main benefits to offset the much smaller private space are evidently the location, modern clean buildings, furnishings, common areas (like laundry) and onsite management.

reporting access to common rooms (50%). Just over half of respondents (56%) reported furniture being provided with the dwelling, while 82% reported some appliances, such as a fridge or microwave, being provided. In other words, this suggests that the majority of dwellings are coming with some level of furnishing beyond what you might typically expect from a standard vacant rental dwelling. Very few respondents had access to private parking, which is to be expected based on the level of car parking provision required under the AHSEPP.

Figure 1 Dwelling layout and amenity provision

Does your studio come with the following things?



One of the requirements of the AHSEPP is that boarding houses cannot be strata subdivided and as such it was a little unclear on what the status of each of the dwellings are in relationship to overall dwelling counts. Our approach was to try and understand whether dwellings were functionally operating as independent units comparable to a standard apartment. 85 (36%) of the buildings visited had separate letterboxes for each of the dwellings, suggesting at least the potential for separate unit addresses.

Less than half (39%) appeared to be new buildings, with a further 16 sites visited (6.7%) currently under construction. This suggests that the majority of development applications appear to be in relation to existing buildings, either because they were already operating as a boarding house or are in the process of being converted. This is reflected in observations that around 46% of all buildings visited were indistinguishable from the surrounding development typology.

Cars, Parking and Transport

As noted in the introduction, one aspect of the boarding house provisions that have undergone multiple amendments since its introduction relate to the provision of off-street parking for residents. This stems from concerns that the higher-intensity of land-use, which boarding houses likely represent over the previous land-use would place additional strain on on-street parking availability.

The justification for these concessions – while not explicit in this particular policy (but see amendments to the apartment design guide) – stem from the recognition that providing off-street parking for boarding houses will typically mean underground parking that requires extensive excavation and storm-water management. Underground parking adds significant costs to a development, so would undermine the feasibility of a boarding house, relative to other potential land-uses/developments, on a given site.

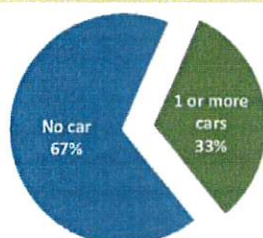
The results of the survey were quite clear, with two thirds of tenants not owning a car (Figure 2). While not a perfect comparison, this is a comparable proportion to private renters in studio apartments across Greater Sydney,

as reported in the 2016 census.¹ Given the sample size, it is not possible to extract reliable statistics for a sub-sample. However, the survey responses did indicate that the proportion of tenants that did not own a car was higher closer to the city and lower (but still a majority of respondents) further from the city.

In terms of the match between providing off-street parking and car ownership, the current requirement that one-space-for-two-rooms be provided is in excess of that evidently needed. Prior to the 2018 amendments, one-space-for-five-rooms was required for boarding rooms within 400m of a public transport node, and two-spaces-for-five-rooms was required in other areas. A qualitative interpretation of the distribution of survey invitations and responses suggest that this is close to actual ownership rates, and close to the difference in ownership rates across the study area. Again, though, it should be noted that the exact location of each respondent was not recorded, so the ownership rates within/beyond the public transport nodes cannot be confirmed directly.

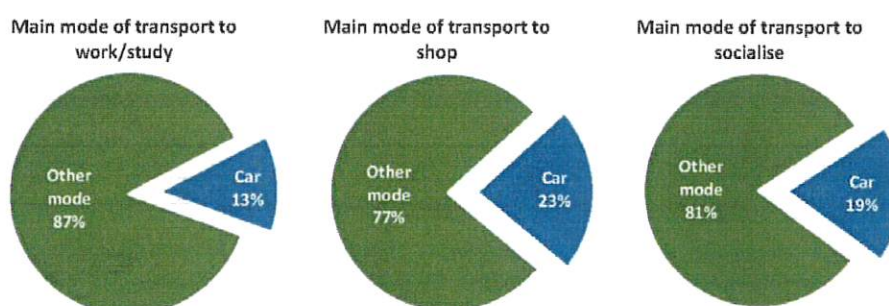
Figure 2 Car ownership

How many cars are owned by your household



Beyond the planning objective of meeting demand for private car ownership close to public transport nodes, is one of managing demand in areas with high levels of public transport provision. In this regard, a more important finding is that the proportion of respondents that identified something other than a private car as their primary means for getting to work/study, for getting to the shops, and for leisure activities exceeded the two-thirds figure of those without a car (see Figure 3). This translates to between, roughly, one third (for leisure activities) and two thirds (for work/study commutes) of car owners not primarily using their cars for these activities.

Figure 3 Main modes of travel by purpose



¹ The count of Greater Sydney GCCSA households renting (excluding those renting from state housing authority or community sector organisation) an apartment (all categories described as a 'flat') with no bedrooms (i.e. including bed-sitters) was 6,762. Of those households, the count owning no motor vehicles was 4,511.

This speaks to the important role of public transport in reducing the evident need for private means of transport. A parallel consideration needs to be made on the provision of other public amenities and services that are needed to offset the absence of private provision within a boarding house development. This includes public parks to offset the lack of private open space, and even local retail and hospitality sectors to offset the lack of full kitchens to store and prepare meals.

Annexure 2 - Northern Beaches Affordable Housing Needs Analysis - December 2016

NORTHERN BEACHES
COUNCIL

NORTHERN BEACHES AFFORDABLE HOUSING NEEDS ANALYSIS

December 2016



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EXECUTIVE SUMMARY

The purpose of this background paper is to provide an understanding of demand for affordable housing within the Northern Beaches and the extent to which current provision of housing (to buy or rent) meets the needs of its existing and future residents. The paper also considers how population and workforce changes, as well as market conditions, are likely to impact on the future affordability of housing on the Northern Beaches.

This paper provides an 'evidence-base' which could support the Northern Beaches Council in developing an understanding of the demand for affordable forms of housing across the northern beaches and how to communicate this to the wider community.

The findings highlight the worsening conditions for very low, low, and moderate income households to buy or rent properties across the Northern Beaches, with rising levels of housing stress for these communities and property values and rental costs accelerating at unprecedented rates.

Housing Stress

- Rates of '**housing stress**' for very low to moderate income households across the Northern Beaches grew from 67% to 69% between 2006 and 2011, with 1,500 additional households experiencing housing stress.
- For **renters housing stress** grew more significantly from 73% to 79% between 2006 and 2011.
- Significant increases in property values and rental growth since 2011 are likely to have **exacerbated levels of housing stress** further, as wage and salary growth has failed to keep pace with rising housing costs.

Demand for Affordable Housing

- Projections for **20,300 additional households** between 2011 and 2036 within the Northern Beaches will require different housing forms and price brackets.
- Social changes (such as divorce) and a **growing and ageing population** are likely to create demand for a more diverse range of affordable housing. Household growth is expected to be strongest in lone person or 'non-family households'.
- Expansion of the leisure and hospitality and the health and education industries, including the opening of the Northern Beaches Hospital, will fuel demand for affordable housing to **attract/retain 'key workers' occupations**.
- Provision of affordable housing for key workers is a specific challenge for local businesses due to **the poor public transport connections into the northern beaches**, for those workers who can't afford to live locally. This was highlighted in the recent Council Business Survey.
- Households tend to move within the Northern Beaches, however there is a recent trend for households, especially 24-34 and 35-44 year olds, to **relocate out of the region** to the Central Coast, north to Hornsby or Ku-ring-gai or further afield to Gold Coast or Sunshine Coast, due possibly to rising housing costs.

Supply of Affordable Housing

- Meanwhile, the **supply of affordable housing** to rent or buy within the Northern Beaches is at historically low levels, and is significantly below the Sydney average.
- Across the Northern Beaches, in 2011 only 2% of total housing stock (1,718 dwellings) was for **social housing**. This was less than half the Sydney average (5% of all housing stock) and tended to be concentrated in a handful of suburbs, namely Narrabeena (16.9% of all

dwellings); Brookvale (8.2%); Allambie Heights (5.4%); Forestville (4.6%) and Narrabeen (4.5%) and Manly Eastern Hill (3.8%).

- Beyond social housing, there is little supply except for market housing with virtually no non-market or community housing provider housing on the Northern Beaches.
- The **median house prices** for the Northern Beaches at June 2016 was \$1.51 million (compared to \$949,000 for the Sydney region), and no suburb had a median house price below \$1 million.
- For the **lower end of housing market**, which be more applicable to moderate to low income earners and first home buyers, house prices are exactly double the Sydney average (\$1.34million compared to \$669,500).
- While less distinct, lower end **units sale prices** for northern beaches are also substantively higher (+28%) than the Sydney average and increased by 47% last 4 years.
- Consequently, less than 1% of properties (unit or homes) are available to **purchase at an affordable price** for very low to low income households (i.e. households earning less than \$65,000 per annum) across the Northern Beaches.
- For moderate income households (\$65,000-\$80,000), only a handful of properties would be **affordable to purchase** across the Northern Beaches at June 2015: 4% for Warringah; 3% for Manly; and 2% for Pittwater (compared to 18% for Sydney average).
- The ability of lower income households to rent a property within the Northern Beaches has also become more constrained, with the **median rental costs** for homes nearly double the Sydney average at \$895 per week compared to \$520 at June 2016.
- The weekly **rental values of units**, while still high, are less distinct from the Sydney average (\$595 per week for the northern beaches, compared to \$500 for median bracket for Sydney), but increased 14% last 4 years.
- Analysis of **stocks of rental properties** across the Northern Beaches which would be considered affordable (i.e. less than 30% household disposable income) at June 2015 found that:
 - For very low income households only 1% would be affordable, compared to 3% for Sydney average.
 - For low income households only 3% of rental properties in Manly, 5% in Warringah and 7% in Pittwater are considered affordable, compared to 18% for Sydney average.
 - For moderate income households only 26% of rental properties in Manly were considered affordable, increasing to 30% in Pittwater and 40% in Warringah (compared to 60% of all rental properties for Sydney region).
- This is despite strong **new supply of dwellings** in recent years, with 1,648 new dwellings built between 2012 and 2015 across the Northern Beaches (82% of which were mult unit dwellings). This emphasises that supply of new housing alone will not address affordability, without policy and planning intervention.
- There is, therefore, an **urgent need for action** to increase the supply of affordable, especially rental, housing which is targeted at low to moderate income households, who are required to live and work in the Northern Beaches to support its community and economy. There are a number of opportunities arising with current Structure Planning undertaken by Council in key locations e.g. Northern Beaches Hospital and Ingleside precincts.

1. What is Affordable Housing and Affordable Rental Housing?

'Affordable housing' refers to 'reasonable' housing cost in relation to income'. A common benchmark is housing that does not absorb more than 30% of the gross income of very low, low or moderate income households. State Environmental Planning Policy (Affordable Rental Housing) 2009 (ARHSEPP) defines low to moderate income households as households with a gross income that is less than 120 per cent of the median household income for the Sydney Statistical Division. Currently, this would equate to a household income of less than \$100,000 per annum.

'Affordable Rental Housing' is rental housing delivered by the not-for-profit sector for very low, low or moderate income households. Eligibility for this form of housing is not limited to any one occupation and includes: essential services workers such as nurses, teachers and police officers; hospitality and retail workers; and creative and cultural sector workers.

2. What is Housing Stress?

Housing Stress has generally been defined as those households in the lowest 40% of incomes (i.e. very low, low or moderate income households) who are paying more than 30% of their usual gross weekly income on housing costs (rental or purchasing).

Housing stress is a critical measure of the need for affordable housing, as it shows the interplay between housing costs (rental and purchasing) and income levels.

According to 2011 Census data, 12,525 very low, low or moderate income households across the Northern beaches, were experiencing housing stress. Of these, 6,847 were renting and 5,678 were purchasing a home. This results in over two-thirds (69%) of all very low to moderate income households experiencing housing stress, in renting or purchasing a home.

Those who were renting were even more susceptible to housing stress (79%), compared to 60% of those purchasing a home. Rental stress is especially high for very low income households with 96% demonstrating housing stress. This is consistent with the Sydney average at 95%. However rental stress was significantly higher in the Northern Beaches than the Sydney average for low income (88% compared to 69%) and for moderate income households (65% compared to 43%).

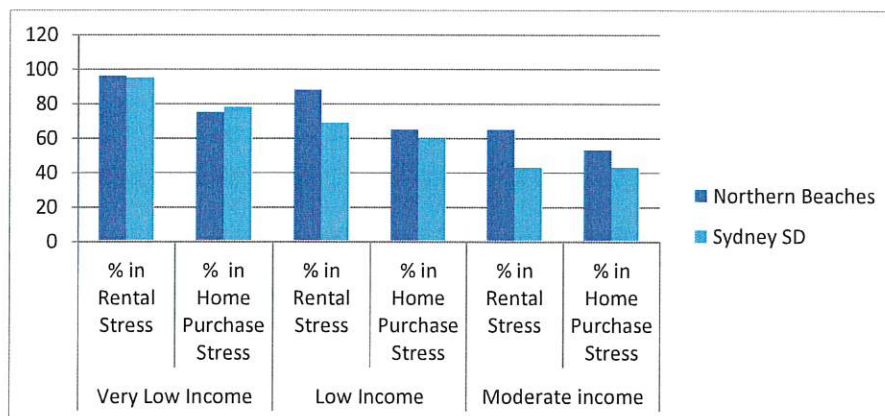
Between 2006 and 2011 the number of very low to moderate income households experiencing housing stress has increased by over 1,500 from 10,990 to 12,525 households. This is a change from 67% to 69% of renters and purchasers. For renters, the share experiencing housing stress increased even more significantly from 73% to 79%, while for home purchasers the proportion in housing stress marginally declined from 61% in 2006 to 60% in 2011.

Housing Stress is a significant issue if mortgage and rent payments rapidly increase as a share of income. As discussed further below, house sales prices and rents have grown significantly over the last 5 years, while wages and salaries have grown modestly (less than 1% per annum). This is likely to have exacerbated levels of housing stress in the Northern Beaches for very low to moderate income households in recent years.

Figure 1: Households in Housing Stress in the Northern Beaches

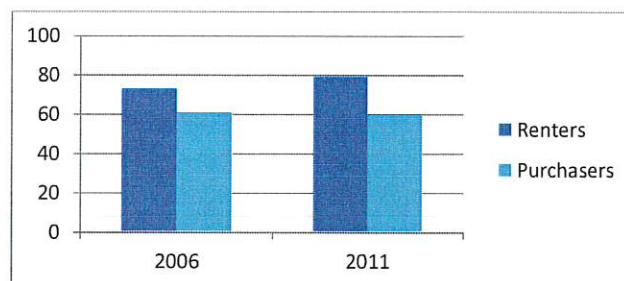
Area	Very Low Income		Low Income		Moderate income	
	% in Rental Stress	% in Home Purchase Stress	% in Rental Stress	% in Home Purchase Stress	% in Rental Stress	% in Home Purchase Stress
Northern Beaches	96	75	88	65	65	53
Sydney SD	95	78	69	60	43	43

Figure 2: Comparison chart of housing stress in the Northern Beaches and Sydney



Source : Census 2011. Housing NSW, Local Government Housing Kit.
 Note: Housing stress = housing cost above 30% of their equivalised household income.

Figure 3: Changing Levels of Housing Stress between 2006 and 2011 in the Northern Beaches



Source : Census 2006 and 2011. Housing NSW, Local Government Housing Kit

3. What is the Demand for Affordable Housing?

3.1 Very Low, Low and Moderate Income Households

While often perceived as an affluent and homogenous part of Sydney, the Northern Beaches has a diverse social structure, which requires a range of housing forms and prices to accommodate.

In 2011, across the Northern Beaches, 40,000 households had a combined income of less than \$2,000 per week (or \$100,000 per annum). Nearly 17,000 households (22%) earned less than \$800 per week (\$41,000 per annum).

These low to very low income households are more prevalent in the suburbs of Narrabeena (22% of all households), Narrabeen (19%), Forestville (17%), Allambie Heights (17%), Cromer (16%), Brookvale (16%), Mona Vale (13%), Newport (13%) and Manly, Pittwater Road (12%).

Figure 4: Very Low, Low and Moderate Income Households in the Northern Beaches

Weekly income	Northern Beaches	annual hh income (max)
Negative Income/Nil Income	926	0
\$1-\$199	950	10,348
\$200-\$299	1,372	15,548
\$300-\$399	3,314	20,748
\$400-\$599	5,225	31,148
\$600-\$799	4,898	41,548
total very low income hh	16,685	
\$800-\$999	5,377	51,948
\$1000-\$1249	5,331	64,948
total low income hh	10,708	
\$1250-\$1499	5,376	77,948
\$1500-\$1999	9,255	103,948
total moderate income hh	14,631	
\$2000-\$2499	7,270	129,948
\$2500-\$2999	10,793	155,948
\$3000-\$3499	6,491	181,948
\$3500-\$3999	3,483	207,948
\$4000-\$4999	3,172	259,948
\$5000 or more	3,664	260,000
Not stated	9,540	
Total households*	76,897	
total v low to moderate income hh	40,024	
% very low to moderate income hh	52%	

excludes 'not stated'

Source: ABS 2011 Census (ID. The Population Experts)

3.2 Growing demand for Key Worker Housing

Low to moderate income jobs, or 'key worker' occupations, are expected to become increasingly important in supporting the Northern Beaches' economy and changing demographic needs in the long term due to:

- A growing and ageing population (the proportion of residents over 65 years increasing from 15% in 2011 to 19% in 2031);
- Major investment in health infrastructure (i.e. Northern Beaches Hospital);
- Increasing female participation in the workforce; and
- Increasing affluence and demand for recreation and lifestyle services

In 2011 around 11,500 jobs within Northern Beaches were in 'key worker' occupations (as defined in Figure 5 below), accounting for 15% of all jobs. School teachers were the highest number of key worker jobs followed by hospitality workers and personal carers and assistances. Between 2006 and 2011 jobs in these occupations grew by over 1,500 jobs.

There were also over 14,000 residents of the Northern Beaches who were employed in the selected 'key workers' occupations in 2011. This represents 12% of all resident workers and an increase of 750 resident workers between 2006 and 2011. While it is not possible to assert if these residents work within the northern beaches area, there is likely to be a desire to work locally.

Midwifery and nursing professionals was the second largest resident key worker occupation (2,275 resident workers). The opening of the Northern Beaches Hospital in 2018 will significantly increase demand for local workers in this and other health related occupations.

Figure 5: 'Key Worker' Residents and Jobs in Northern Beaches

Key Worker Occupations	2011		2006	
	Jobs	Resident workers	Jobs	Resident workers
School Teachers	3,230	3,469	2,827	36,35
Midwifery and Nursing Professionals	1,399	2,352	1,347	2,275
Hospitality Workers	2,048	2,472	1,854	23,340
Personal Carers and Assistants	1,495	1,644	1,156	1,378
Child Carers	1,336	1,621	934	1,195
Defence Force Members, Fire Fighters and Police	357	781	361	764
Carers and Aides nfd	25	58	36	54
Automobile, Bus and Rail Drivers	733	851	620	807
Cleaners and Laundry Workers	1,019	1,513	1,027	1,556
total key worker jobs/resident workers	11,642	14,761	10,162	14,004
total jobs/resident workers	76,713	121,636	72,812	115,375

Source: northern beaches economy.id (ABS Census 2011)

NSW Government employment forecast's show that over the next 20 years 'Health and Social Assistance' will be the faster growing job sector across the Northern Beaches (+62% or 6,800 new jobs), followed by 'Retail' (+38% or 4,750 new jobs) and 'Education and Training' (+45% or 3,500 jobs). These industries are characterised by key worker occupations and likely to generate further demand for more affordable housing forms to enable these workers to live locally.

The 2015 Warringah Council Business Survey identified the ability to attract and retain staff as a significant challenge to businesses in operating in the local area. The issue of housing costs for key workers was raised, especially in precincts such as Brookvale and Frenchs Forest, which have a diverse workforce (ranked top 3 challenge for Brookvale and top 4 for French Forest businesses). This issue is exacerbated by relatively poor public transport connections for workers into Warringah from lower housing cost areas outside the local area.

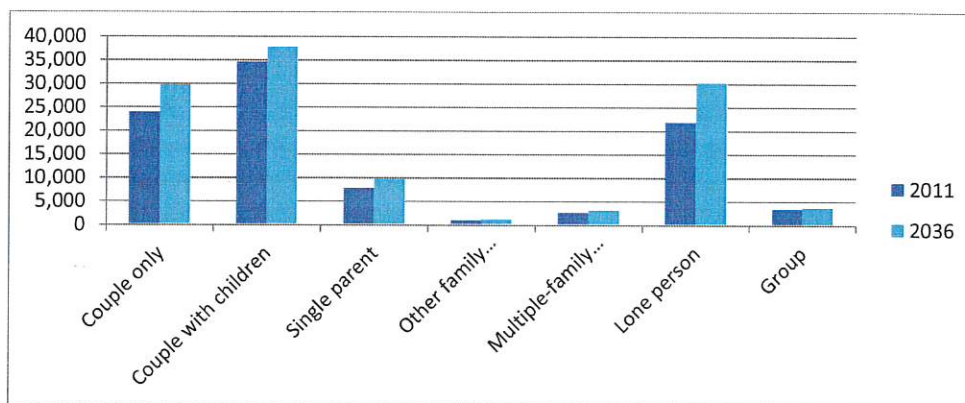
3.3 Changing Household Structures

An ageing population and social change is also likely to increase demand for greater housing choice and affordability. The Department of Planning & Environment latest household projections for the period 2011 to 2036 predict the creation of an additional 20,300 households within the Northern Beaches.

Assuming the proportion of very low to moderate income households remains constant at 52%, another 10,500 very low to moderate income households will need to be accommodated within the Northern Beaches over the next 20 years.

Across all households, 'non-family households' (i.e. lone persons and groups) are expected to increase by 8,700 households (+34%) while single parent households are expected to grow by 2,000 households (26%). Catering for these different household structures will require a greater range of housing forms and affordability.

Figure 6: Changing household structures in Northern Beaches 2011-2036



Source: Department of Planning & Environment Population, Household and Dwelling projections (2016)

In summary, available data shows growing demand within the Northern Beaches for a diverse range of housing forms and affordability levels to meet the needs of a growing and changing resident population, as well as the workforce to it.

3.4 Household mobility

Between 2006 and 2011, the Northern Beaches experienced a significant churn in household migration i.e. the number of households coming into the area and the number of households moving out. Households that migrated tended to remain within the Northern Beaches, with most relocations occurring between the 3 former LGAs.

In terms of people leaving the northern beaches, this was highest for 25-34 year olds who tended to out migrate to the Central Coast (Gosford and Wyong), upper North Shore (Hornsby and Kuring-gai) and even further afield to the Gold Coast and Brisbane. These are areas which offer many of the lifestyle attributes of the Northern Beaches, but are considered more affordable, possibly reflecting 'push out' from rising housing costs for this age group who are more likely to be first home buyers or 'up-graders'.

In terms of household's movements within the Northern Beaches, there was a trend for movement from former Manly LGA to Warringah LGA. Higher rental and home purchasing costs in Manly

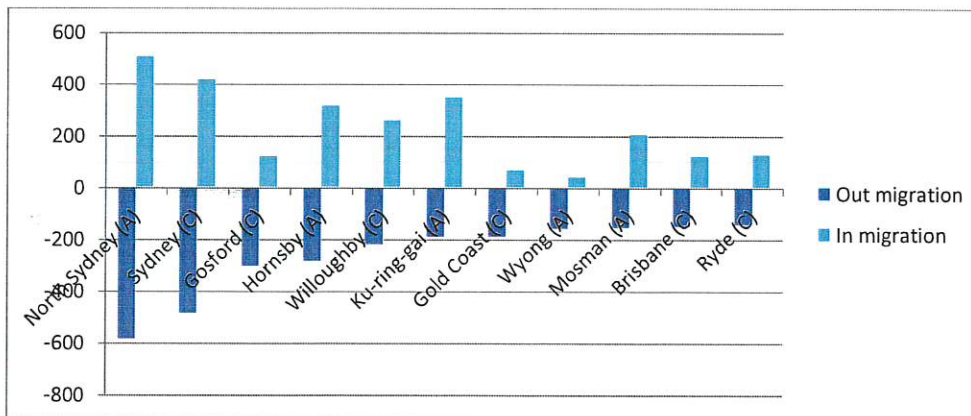
may have caused households wanting to remain on the Northern Beaches but requiring more affordable or larger properties, to move to adjoining areas.

This highlights the importance of looking at affordable housing supply from a Northern Beaches wide perspective, as well as a propensity for some age groups (especially young families) to move out of the area to find accommodation to meet changing needs.

Figure 7: Household migration into and out of Northern Beaches by age 2006-2011

Age group	In migration	Out migration	Net migration
5 to 11 years	2,050	2,355	-305
12 to 17 years	1,012	1,222	-210
18 to 24 years	1,986	2,589	-603
25 to 34 years	5,680	6,657	-977
35 to 44 years	5,737	6,014	-277
45 to 54 years	2,600	3,171	-571
55 to 64 years	1,777	2,525	-748
65 years and over	1,932	2,529	-597
Total	22,774	27,062	-4,288

Figure 8: Movement of younger people (24-35 yr olds) out of the Northern Beaches 2006-2011



Source: .ID The Population Experts (based on 2006 and 2011 Population and Housing Census data)

4 What is the Existing Supply of Affordable Housing?

4.1 Housing Tenure Profile

Across all households within the Northern Beaches there has been a decline in the proportion of households owning their property outright between 2006 and 2011 (35% to 33%), while the proportion purchasing a home has increased from 32% to 35%.

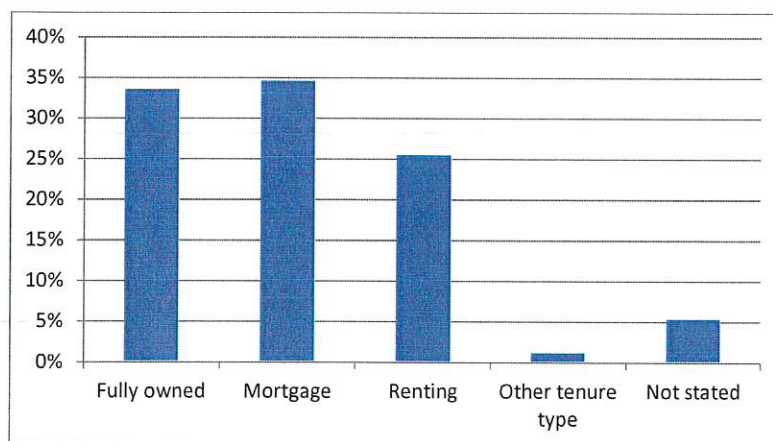
The proportion of households renting has stayed constant at 25%. However, the number of households renting has grown by over 1,303 with a vast majority renting privately with only 69 additional households renting in social housing.

Compared to Greater Sydney, there is a lower share of households renting but a higher proportion of home ownership, 69% (purchasing a home or own outright), which may reflect a slightly older demographic.

Figure 9: Housing Tenure Profile of Northern Beaches Households

Tenure	2011	%	2006	%
Fully owned	29,904	33%	29,962	35%
Mortgage	30,859	35%	27,449	32%
Renting	22,724	25%	21,421	25%
<i>Renting - Social housing</i>	1,718		1,649	
<i>Renting - Private</i>	20,532		19,185	
<i>Renting - Not stated</i>	474		587	
Other tenure type	1,047	1%	928	1%
Not stated	4,747	5%	5,961	7%
Total households	89,281		85,721	

Figure 10: Chart of Housing Tenure Profile of Northern Beaches Households



Source: Australian Bureau of Statistics, *Census of Population and Housing 2006 and 2011*.

The Northern Beaches has a comparatively low stock of housing targeted at lower income households. Across the Northern Beaches in 2011 there were 1,718 social rental properties. This constitutes only 2% of total housing stock in the council area and is less than half the rate of total housing stock for metropolitan Sydney and NSW (5% and 4.9% respectively).

The supply of social housing is spatially concentrated in the suburbs of: Narrabeena (16.9% of all dwellings); Brookvale (8.2%); Allambie Heights (5.4%); Forestville (4.6%) and Narrabeen (4.5%). For former Manly council area the highest proportion of social rental housing was in Manly Eastern Hill (3.8%) and for former Pittwater, this was 0.8% for Mona Vale.

4.2 Affordable Home Purchasing

Across the Northern Beaches monthly median mortgage payments range from an average of \$2,600 per month for Warringah households, to \$3,033 per month for Manly households, in 2011. This compares to \$2,167 per month on average across the Sydney region. Over half of all households who were paying off a mortgage were paying over \$2,600 per week (considered to be 'high'), compared to 36% across Sydney.

Figure 11: Median Monthly Mortgage Repayments 2011

Former LGA Area	Median mortgage repayment (\$)	Households paying over \$2,600 month
Manly Council area	3,033	58.2 %
Pittwater Council area	3,000	53.7 %
Warringah Council area	2,600	50.1 %
Greater Sydney	2,167	36.0 %

Source: Housing NSW, Local Government Housing Kit

The Northern Beaches has seen very strong growth in house values over the last few years, which has seen diminishing stocks of properties available to low earners to purchase. The median house price in the Northern Beaches at June 2016 was \$1.51 million which was significantly higher than the Sydney average of \$949k.

Of particular concern from affordability perspective, is the significantly higher cost of housing at lower end of the housing market. For 'first quartile', house sales in the northern beaches in 2016 were exactly double the Sydney average (\$1.34, compared to \$670,000 for Greater Sydney).

Houses prices in the first quartile on the northern beaches increased by 58% (nearly \$500k) between 2012 and 2016

Unit sale prices are also higher in first quartile for northern beaches, compared to the Sydney average (\$695k compared to \$548k), though this is less distinct than house sales (28% higher). During 2012 to 2016 unit sales in the first quartile increased by 47%.

Figure 12: House & Unit Sales in the Northern Beaches

Sales	2016			2012			Change
Housing value (at June)	Northern Beaches LGA	Greater Sydney	Nthn Beaches relative to Gt Sydney	Northern Beaches LGA	Greater Sydney	Nthn Beaches relative to Gt Sydney	2012 to 2016
House							
First Quartile	1,339,779	669,558	100.1	846,174	418,587	102.2	+493,605
Median	1,514,939	949,151	59.6	953,775	603,520	58.0	+561,164
Third Quartile	1,885,559	1,402,097	34.5	1,200,652	865,792	38.7	+684,907
Unit							
First Quartile	694,799	547,903	26.8	474,201	370,647	27.9	+220,598
Median	828,083	699,292	18.4	570,318	481,561	18.4	+257,765
Third Quartile	1,021,119	872,649	17.0	687,498	605,892	13.5	+333,621

Source: Hometrack 2011-2016, Housing Valuation System.

Escalating housing purchase costs are resulting in very few low to moderate income households being able to purchase a home on the Northern Beaches. Data below of house sales and loan repayment estimates suggest that less than 1% properties for sale in 2015 would be 'affordable' (less than 30% of income household) to very low or low income household across the Northern Beaches.

Only 2% of properties for sale in former Pittwater would be affordable to moderate income households, increasingly slightly to 3% properties in former Manly and 4% in former Warringah council areas. This is a significantly lower level of affordable housing stock compared to the rest of Sydney where 18% of properties for sale would be affordable to moderate income households.

Figure 13: Proportion of Property Sales Affordable to Very Low to Moderate Income Households in the Northern Beaches (2015)

Former LGA Area	Very Low Incomes	Low Incomes	Moderate Incomes
Manly	0.5	0.5	3.1
Pittwater	0.1	0.4	2.2
Warringah	0.0	0.3	4.0

Source: Valuers General (VG) Data - Affordable purchase - Based on sales transferred in the last 2 quarters.
Note: A property is regarded affordable if the loan repayment is less than 30% of the household incomes.

4.3 Affordable Rental Accommodation

At June 2016, the median weekly rental for houses in the northern beaches was nearly double the Sydney average (\$895 per week compared to \$520). This is also the case for lower value rental properties in the first quartile (\$695 compared to \$420).

The weekly rental values of units, while still high, are less distinct from the Sydney average (\$595 per week for the northern beaches, compared to \$500 for median bracket for Sydney).

Figure 14: House and Unit Rental Costs in Northern Beaches vs Greater Sydney

Rental listings	2016			2012			Change
Housing value (at June)	Northern Beaches LGA	Greater Sydney	Nthn Beaches relative to Gt Sydney	Northern Beaches LGA	Greater Sydney	Nthn Beaches relative to Gt Sydney	2012 to 2016
House							
First Quartile	695	420	65.5	695	390	78.2	0
Median	895	520	72.1	825	500	65.0	+70
Third Quartile	1,200	700	71.4	1,100	700	57.1	+100
Unit							
First Quartile	500	410	22.0	440	375	17.3	+60
Median	595	500	19.0	520	450	15.6	+75
Third Quartile	715	630	13.5	635	580	9.5	+80

Source: Hometrack 2011-2016, Automated Valuation System.

Between 2012 and 2016, the weekly cost of renting a unit in the first quartile grew 14%, similar to the Sydney average. The cost of renting a home in the first quartile did not change between 2012 and 2016, though increased for median and third quartile homes (\$70 and \$100 per week, respectively).

Over the last 14 years, the Northern Beaches has seen a decline in the proportion of rental properties which is affordable to very low to moderate income households. In 2015, only 1 % of existing rental properties are classified as 'affordable' (i.e. less than 30% gross income) for very low income households across the Northern Beaches. This increases to 3% of rental properties being affordable to low income earners in former Manly, 5% in Warringah and 7% in Pittwater.

Moderate income households are able to afford to rent nearly 40% of all rental properties in Warringah, declining to 30% in Pittwater and 27% in Manly. However this share of affordable rental stock which is affordable to moderate income households is significantly less than the Sydney average of 60%, and has also significantly declined from levels in 2006 (60% for former Manly and Pittwater council areas).

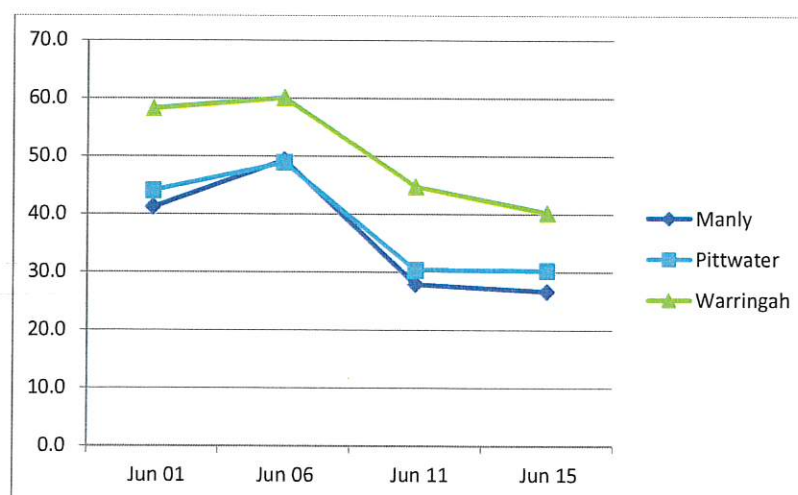
Figure 15: Proportion of Affordable Rental Properties for Very Low to Moderate Income Households in the Northern Beaches

Former LGA Area	Very Low Incomes	Low Incomes	Moderate Incomes
Manly	1.3	3.4	26.5
Pittwater	1.0	7.4	30.1
Warringah	1.0	5.3	40.1
Sydney average	3.3	18.0	59.0

Source: Rental Bond Board (RBB) Data (Housing NSW, Local Government Housing Kit)

Note: Rental affordability indices have been calculated for Very Low Incomes

Figure 16: Declining Stock of Affordable Rental Accommodation to Moderate Income Households in the Northern Beaches

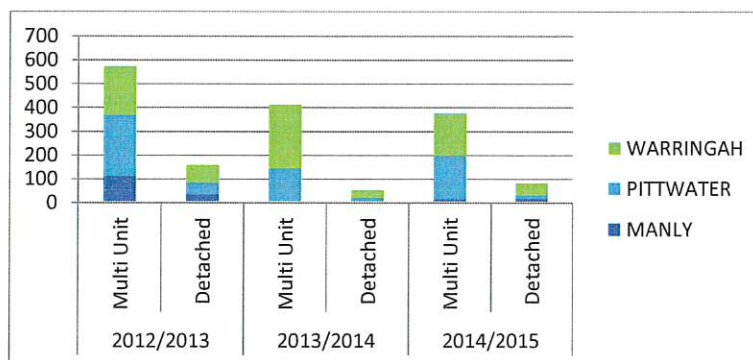


5. New Housing Supply

Data from the Department of Planning & Environment's Metropolitan Development Program, which monitors completion of new dwellings across Sydney, shows that there has been a strong supply of new dwellings in the Northern Beaches in recent years: 730 in 2012/13; 463 in 2013/14 and 455 in 2014/15.

Of the 1,648 dwellings constructed over the last 4 years: 808 were in the former Warringah; 658 in former Pittwater; and 182 in former Manly. The vast majority of these (82%) have been multi-unit dwellings (i.e. apartments) in local centres such as Dee Why and Narrabeen.

Figure 17: Recent Supply of New Dwellings within the Northern Beaches 2012-2015



Source: DP&E Metropolitan Development Program 2015

Significant additional supply is also forecast, including the proposed Meriton development in Dee Why town centre (around 380 new apartments), plus expected potential new apartment development from other key sites in the town centre.

Structure Planning around the new Northern Beaches Hospital and the Ingelside land release area, is also expected to deliver several thousand additional dwellings over the next decade across the Northern Beaches.

While there is a strong market for new residential development (especially apartments), new supply is having limited impact on the overall affordability of housing within the Northern Beaches, with new build houses and apartments beyond the reach of most low to moderate income households.

Clearly, the issue of affordable housing will not be addressed through new supply alone. Without policy and planning interventions to ensure that a proportion of new dwelling construction is set aside for lower income households, housing affordability will continue to worsen across the Northern Beaches.

6. Summary

In summary, the escalating cost of housing (to rent or buy) is placing a growing number of households in housing stress across the Northern Beaches. The Northern Beaches has comparatively low stocks of social or affordable housing targeted at very low to moderate income households

The declining affordability of housing is unlikely to slow without intervention into the market, and supply of new dwellings alone will not address this issue. Existing stocks of social and affordable housing must therefore be protected.

Further, opportunities to create new forms of affordable housing, especially rental, must be taken up to prevent deepening of the housing crisis, and to support demographic change and economic growth. There are a number of opportunities arising with current Structure Planning undertaken by Council in key locations e.g. Northern Beaches Hospital and Ingleside precincts.