

159 – 167 Darley Street West, Mona Vale

Preliminary Planning Proposal

FOR INTREC

August 2020

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Overview & Background

Macroplan has been commissioned, on behalf of Intrec Management acting as development managers for Magnolia Views Property Pty Ltd (MVP), to prepare a Planning Proposal to rezone properties 159-167 Darley Street West, Mona Vale from R2 Low Density Residential under *Pittwater Local Environmental Plan 2014* (PLEP) to R3 Medium Density Residential in order to facilitate the redevelopment of these sites for medium residential housing, consistent with other housing developments within this street. Medium density housing (e.g. residential flat buildings and multi dwelling housing) is not a permissible use within the current R2 land use zone.

Macroplan is of the opinion that the proposed development intent for the subject site is consistent with and reflective of the existing medium density character and built form of Darley Street West and is a logical extension to the R3 zoning of this street.

The total site area of all five allotments is approximately 6,120m². MVP currently own properties 161-165 Darley Street West (approximately 3,700m²) and are in discussions with the landowners of 159 and 167 Darley Street West to purchase these sites.

Figure 1. Subject sites and current land use zoning



Source: NSW Planning Portal

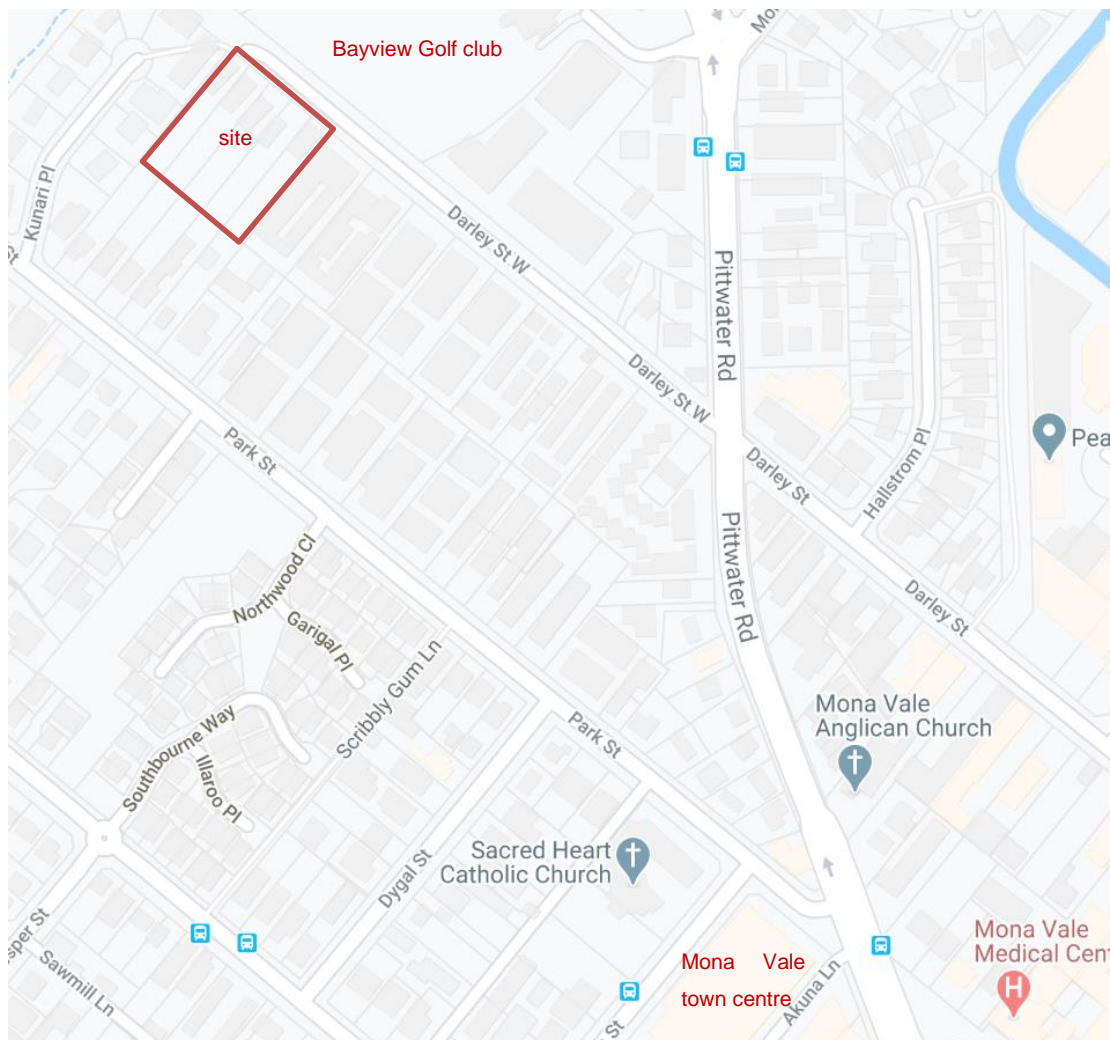
Macroplan met with Northern Beaches Council on 10 July 2019 to discuss a similar Planning Proposal which included developing properties adjoining Park Street. Council raised concerns regarding developing flood prone land. Flooding and hydraulic advice has since been obtained from AECOM to support the current concept design for the site. At this meeting Council also raised concerns regarding the Planning Proposal progressing before the completion of the Northern Beaches Local Strategic Planning Statement (LSPS). The LSPS has been finalised and Macroplan is of the opinion that the subject Planning Proposal is consistent with the strategic planning direction of the LSPS as detailed in Section 2 of this report.

Section 1: Site and Locality Description

1.1 Locational Context

The subject site is located at the end of a cul-de-sac on Darley Street West, opposite the Bayview Golf Club (Figure 2). The site is within 600-700m walking distance of Mona Vale town centre and is located 280m from the intersection of Pittwater Road. The closest bus stop is just over 400m from the site on Pittwater Road. Darley Street West is characterised by 2-3 storey residential flat building and multi dwelling housing developments (refer to Figure 3 and Appendix A).

Figure 2. Site Context



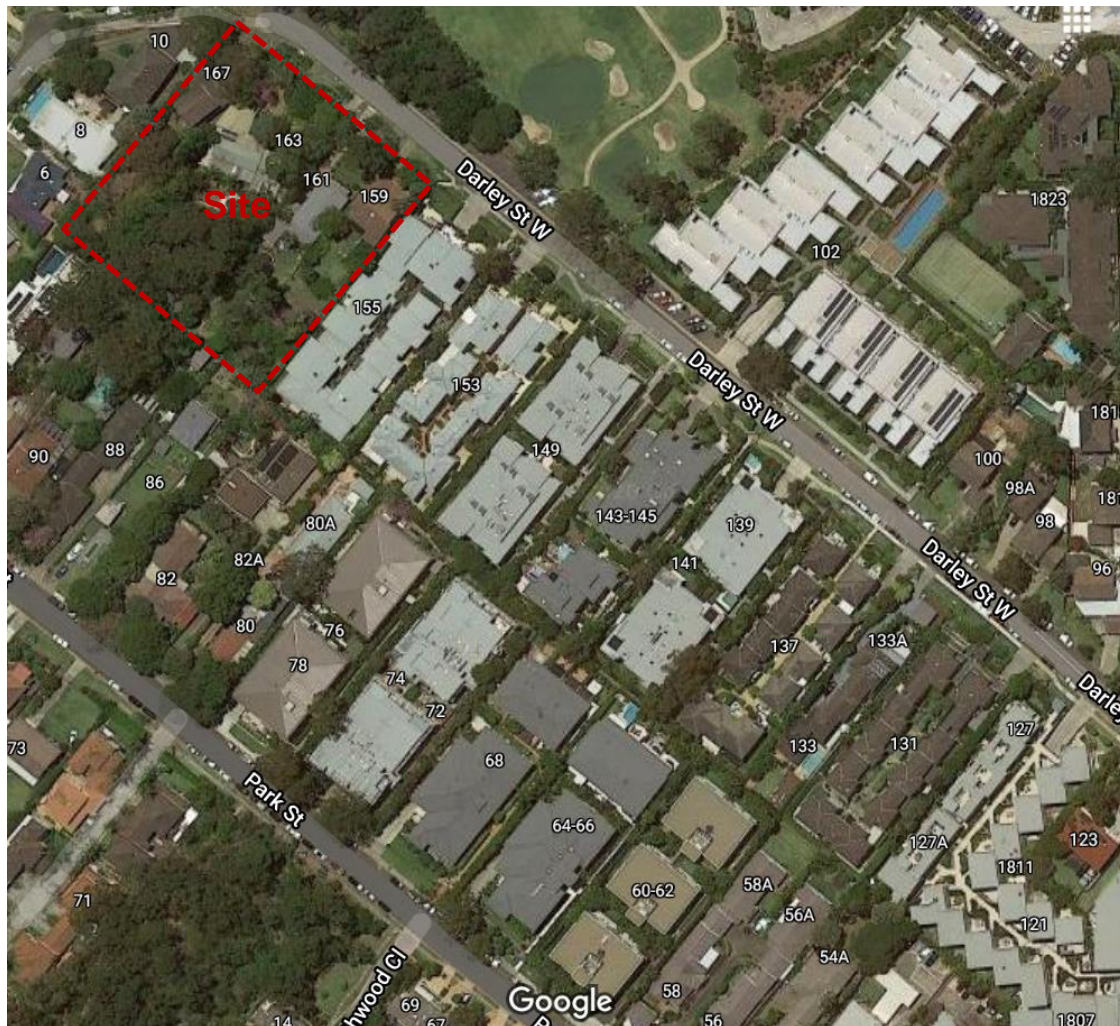
Source: Macroplan (2020), Nearmap (2020)

1.2 Property Description:

The site is located in the Northern Beaches local government area (LGA), formerly Pittwater LGA. The site comprises five properties and is legally described as:

- Lot 5 DP11108 (159 Darley St W)
- Lot 4 DP11108 (161 Darley St W)
- Lot 3 DP11108 (163 Darley St W)
- Lot 2 DP11108 (165 Darley St W)
- Lot 1 DP11108 (167 Darley St W)

Figure 3. Properties



Source: Macroplan (2020), Google Maps (2020)

Section 2: Strategic Planning Context

This section summaries the strategic planning framework and narrative of the Mona Vale locality and the subject site in the context of the State Government and Northern Beaches Council's plans and strategies.

The site is located within Northern Beaches LGA which forms part of Greater Sydney's Eastern Harbour City and North District.

2.1 A Metropolis of Three Cities: Greater Sydney Region Plan 2036

The *Greater Sydney Regional Plan* (2018) sets the 40-year vision and planning priorities for a metropolis of three cities (i.e. Western Parkland City, Central River City and Eastern Harbour City). The subject site is located within the Eastern Harbour City. The broader priorities of the *Greater Sydney Regional Plan* are implemented through five District Plans. The subject site is located within Greater Sydney's North District.

The *Greater Sydney Region Plan* identifies a centre hierarchy ranging from a metropolitan centres, to strategic centres to local centres. Where a centre sits in the hierarchy is based on its activity mix, scale and location. For example, metropolitan and strategic centres are identified as a focus for jobs growth and industry investment. A summary of the roles of these centres is provided below:

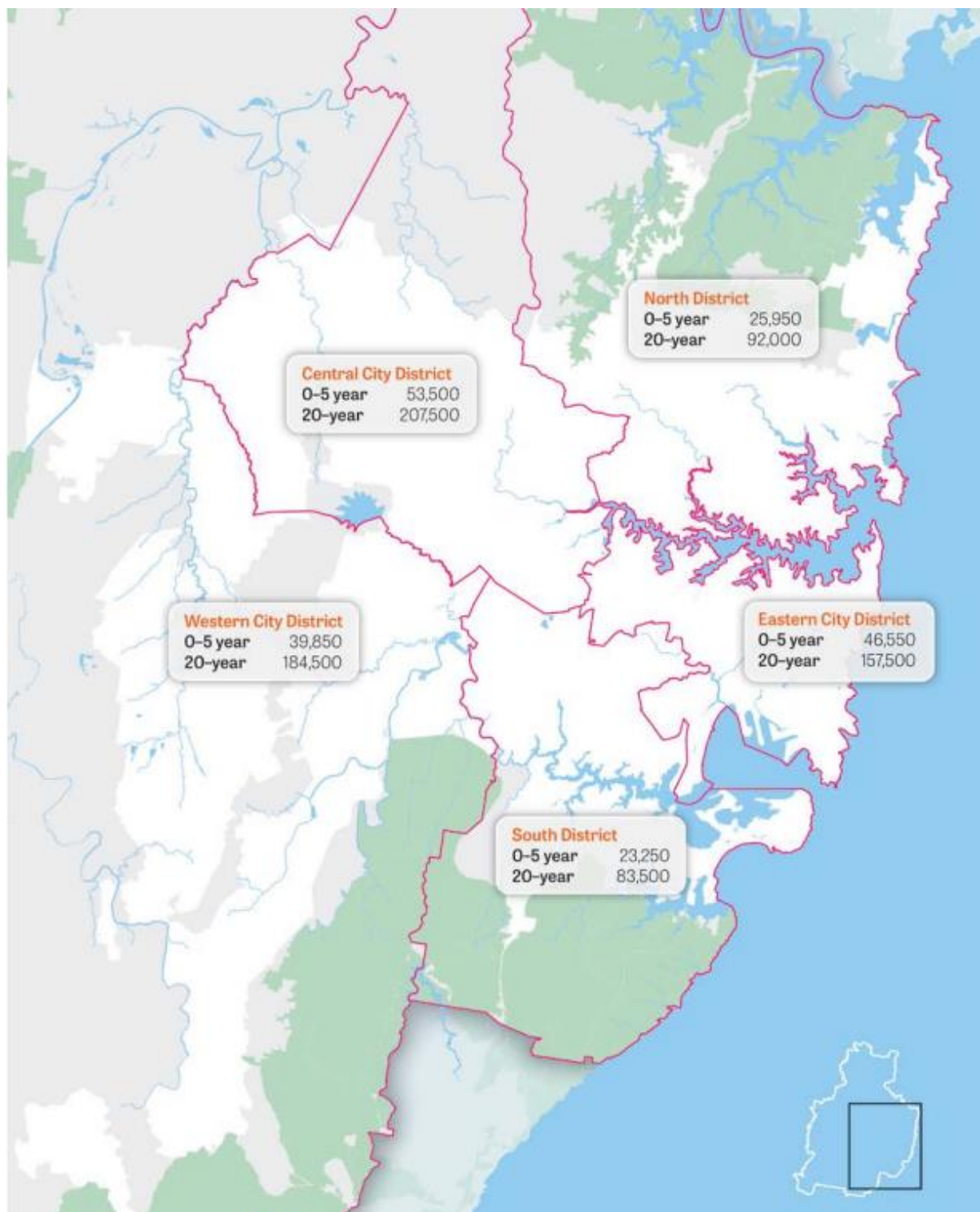
- **Metropolitan centres** are the economic focus of Greater Sydney, fundamental to growing its global competitiveness and where government actions and investment, including transport, will be focused.
- **Strategic centres** enable access to a wide range of goods, services and jobs. Strategic centres are becoming increasingly important parts of the region's structure as both a place for employment but also to live. Mona Vale is identified as a strategic centre and therefore is the closest centre to the subject site.
- **Local centres** are a focal point of neighbourhoods. They provide essential access to day to-day goods and services and access to public transport. Infill development is encouraged on residential land around local centres.

The Plan spatially identifies where Sydney's population growth will be accommodated over the next 20 years including housing supply targets for each District. By 2036, the North District will need to accommodate an additional 92,000 dwellings (Figure 4).

Objective 10 of the Plan notes that providing housing supply and a range of housing types in the right locations will create more liveable neighbourhoods and support Greater Sydney's growing population. It is acknowledged that both home renters and purchasers are facing housing affordability challenges across Greater Sydney. The Plan states (p68-69):

"Factors that contribute to rental and purchasing affordability challenges include the limited availability of smaller dwellings to meet the growing proportion of small households as well as the growing distance between areas where housing is affordable and the location of employment and education opportunities... A diversity of housing types, sizes and price points can help improve affordability."

Figure 4. Greater Sydney housing targets 2016-2036



Source: Greater Sydney Commission, *A Metropolis of Three Cities: Greater Sydney Region Plan* (2018)

2.2 North District Plan

As stated above, the site is located within Greater Sydney's North District (Figure 5) and as such the *North District Plan* (2018) is applicable to the site. The *North District Plan* sets out the strategic direction and planning framework to support all levels of government to deliver jobs and social opportunities for the North District. This Plan aligns with the *Greater Sydney Region Plan* and provides further details regarding housing targets for each LGA in the District including the Northern Beaches LGA.

Figure 5. North District



Source: Greater Sydney Commission, *North District Plan* (2018), *Macroplan* (2020)

The Plan estimates that the North District is to account for 11% of Greater Sydney's total population growth from 2016 to 2036 (i.e. approximately 196,000 additional people) with a majority of this growth in the 65-84-year age cohort which is likely to experience a 47% increase (i.e. approximately 55,000 additional people) by 2036. To support this anticipated population growth, the North District will need to provide approximately 92,000 dwellings (i.e. approximately 13% of Greater Sydney's housing growth). Existing housing stock in the North District is generally separate / detached housing with medium density housing making up 10% of all housing types in 2016.

Consistent with the strategic direction of the Greater Sydney Regional Plan, Planning Priority N5 discusses the need to provide housing supply, choice and affordability, with access to jobs, services and public transport as well as the need to plan for expected changes in household and age structures. The Plan specifically states (p38):

“Multi-unit dwellings can provide important housing for seniors and more affordable homes for young people. This needs to be balanced with medium density row, terrace and villa homes that provide increased housing options, especially for larger households.”

To meet the growing housing needs of the North District, each council must prepare a housing strategy. The housing strategy will address the following matters in addition to achieving housing targets in the short term:

- create capacity for more housing in the right locations
- support planning and delivery of growth areas and planned precincts as relevant to each local government area
- support investigation of opportunities for alignment with investment in regional and district infrastructure
- support the role of centres.

We are aware that the Northern Beaches Council is in the process of preparing its strategy which is due for public comment later this year.

Mona Vale is identified as a strategic centre within the North District and actions within the Plan relate to the ongoing development of the commercial and retail function of the area. Mona Vale's strategic centre is a mixed-use area which includes retail, commercial, community, light industrial and residential uses providing amenity and convenience for residents. Mona Vale itself is projected to provide an additional 700-1700 new jobs by 2036. The subject site is located less than 400m walking distance from the “strategic centre” of Mona Vale (Figure 6). Public transport connectivity between Mona Vale and Macquarie Park (to be investigated) could also provide further opportunities for people to live and work in Mona Vale.

Action 45 of the Plan (p77), as detailed below, relates to strengthening Mona Vale as a strategic centre by protecting and nurturing its retail and commercial core. Developing local employment growth will need to be supported by improved housing options to accommodate a variety of additional workers.


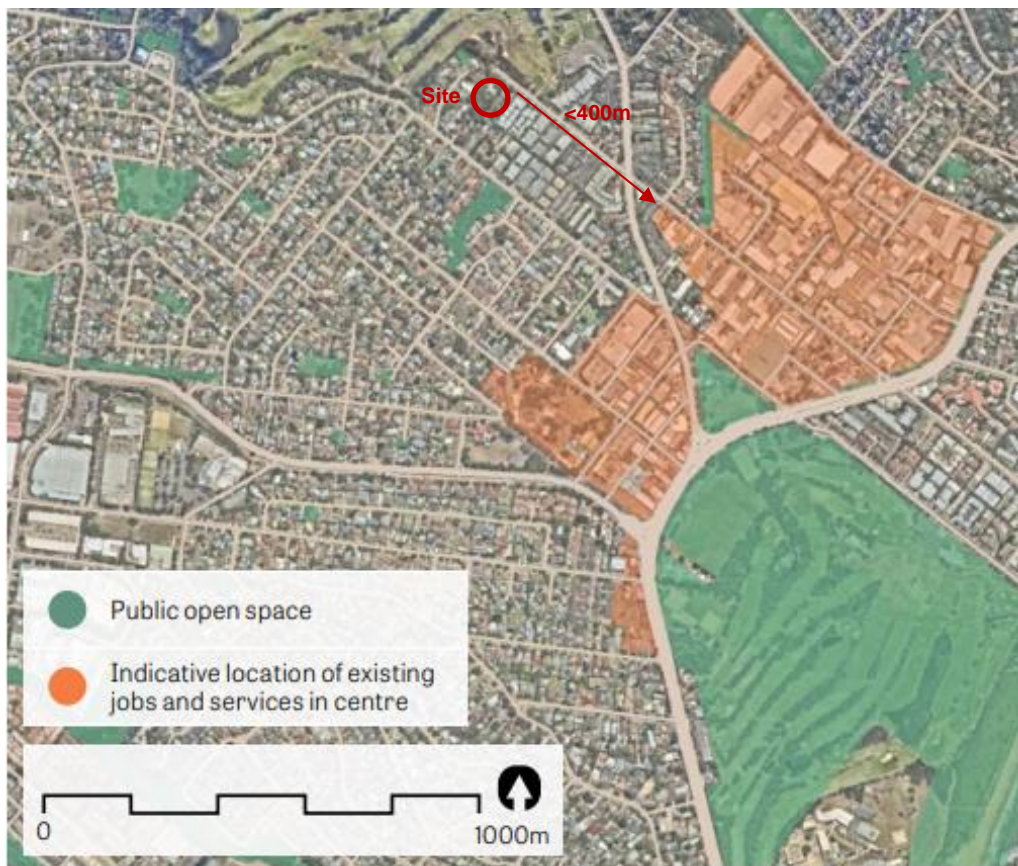
 Actions	Responsibility
45. Strengthen Mona Vale through approaches that: <ul style="list-style-type: none"> a. protect and enhance the commercial and retail function of the centre to provide employment growth and maintain high job containment b. ensure sufficient retail and commercial floor space is provided to meet future demand c. leverage Mona Vale's role as a north-south and east-west bus interchange to facilitate a greater diversity of employment and mixed-uses in the centre d. improve access and linkages to local destinations, such as Mona Vale Hospital, through priority pedestrian networks e. promote walking and cycling to and within the centre f. retain and manage the industrial precinct to the north of the centre to serve the growing population g. prioritise place-making and urban activation, including enlivening the centre. 	Northern Beaches Council, other relevant planning authorities and State agencies

Figure 6. Mona Vale Strategic Centre



Source: Greater Sydney Commission, North District Plan (2018), Macroplan (2020)

2.3 Towards 2040: Local Strategic Planning Statement (LSPS)

The Northern Beaches “Towards 2040” Local Strategic Planning Statement (LSPS) (2020) sets a 20-year land use vision for the Northern Beaches LGA and how the LGA will sustainably manage growth and change. The LSPS gives effect to the strategic direction set by *Greater Sydney Region Plan* and *North District Plan*. The vision for the Northern Beaches LGA is (p22):

“In 2040, the Northern Beaches has a stunning coastal and bushland environment, an enriched and contemporary coastal character and better connections to the North District and the rest of Greater Sydney. The natural environment is healthy and protected and highly valued by residents and visitors alike. There is a range of housing to accommodate the whole community and we continue to pursue design excellence and sustainability outcomes in built forms. It offers a thriving local economy and a sustainable mix of employment and industrial lands and vibrant and enlivened centres. The healthy and active community can easily access artistic, creative, sporting and recreational opportunities and the services and facilities that support their health and wellbeing.”

A copy of the Northern Beaches Structure Plan outlining the future for the LGA and potential future transport corridors is shown in Figure 7.

Figure 7. Northern Beaches Structure Plan



Source: Northern Beaches Council, Towards 2040 Local Strategic Planning Statement (2020)

The LGA's population in 2016 was 253,000 and this is projected to increase by approximately 39,000 people over the next 20 years. The population of the LGA is older than the Greater Sydney average and Council expects that this trend will continue. The LGA also has a lower proportion of young adults compared to Greater Sydney however, Council has identified that this could change provided matters impacting this trend are addressed to reduce the number of young adults leaving the LGA such as affordable housing options.

Approximately 56% of the LGA's dwellings (i.e. approximately 101,500) are detached dwellings with the provision of detached dwellings the greatest around Frenchs Forest and Mona Vale. Based on projected population growth, the LGA will need to plan for approximately 12,000 additional dwellings over the next 20 years as well as housing choice given the dominance of detached dwelling stock.

The LSPS confirms that Mona Vale is a strategic centre that serves people in the northern end of the peninsula and provides over 4,000 local jobs. Over 60% of those employed, live and work in Mona Vale and the area has a higher proportion of older people living in the locality. While it is well connected to the south via the B-Line, it has limited access to and from other areas in the north and west, as such there is particularly high private car usage in the locality.

Mona Vale is characterised by its local coastal character with a village atmosphere however, in the future it is identified as developing into a cosmopolitan coastal local character and being the urban heart of the northern peninsula (Figure 7). It is also identified as needing to provide additional housing choice and being an employment hub with a focus on additional jobs being provided closer to home. The subject site's proximity to existing employment lands and the strategic centre of Mona Vale (<400m distance) as well as the Proposal to provide housing choice (i.e. a diversity of medium density housing stock) is therefore strategically aligned with the future vision for Mona Vale.

While Council has committed to prepare a place plan for Mona Vale in the near future, with a current focus on preparing plans for Avalon, Brookvale and Frenchs Forest, Macroplan is of the opinion that the proposed rezoning proposal should not be delayed by this process on the basis that it aligns with the strategic direction of the LSPS and it would deliver additional apartment housing supply and apartment sizes. The LSPS acknowledges that opportunities exist for new housing to be provided near the Mona Vale centre (p120). The proposed land use zoning and development form would provide a continuation of Darley Street West's existing built form and zoning within walking distance of the town centre.

We understand that Council is in the proposes of preparing its local housing strategy and will investigate existing residential areas for increased housing diversity ('missing middle'), focusing on areas up to 1.5km from strategic and local centres with high-frequency public transport. However, the outcome of this investigation is unlikely to result in immediate changes to the land use zoning of Mona Vale. The proponent is therefore seeking to develop the site for medium density housing and hence requires a rezoning. The LSPS states (p32):

"Planning proposals seeking changes to the planning controls for additional development capacity through spot rezoning must have strategic merit and site-specific merit."

Macroplan is of the opinion that the proposed rezoning has strategic and site-specific merit to proceed for the reasons specified above. Specifically, Macroplan is of the opinion that the proposed Planning Proposal is consistent with the following Planning Priorities of the LSPS:

- The site is located in close proximity to the strategic centre of Mona Vale and is within walking distance (<800m) of high-frequency public transport (Priority 15, Priority 19).
- The site is located within 50m of public open space and is located directly opposite private open space (i.e. the Bayview Golf Club) (Priority 6, Priority 15).
- The proposal will positively contribute to the built environment and result in overall better urban design outcomes than existing planning controls (Priority 15).
- The proposal will complement the local character and will be consistent with the land use zoning and development form of Darley Street West (Priority 15).
- The proposal will support Mona Vale transitioning from a predominantly low-density centre to a place that offers more diverse housing and job opportunities, especially catering to the ageing population (Priority 27).

Council has acknowledged that housing affordability is a major issue for the LGA with additional housing supply needed to address affordability issues and to provide a greater choice of housing options to a changing and ageing community (p128). To address housing affordability in localities such as Mona Vale, the development standard of one dwelling per 200m² needs to be removed from the PLEP (i.e. clause 4.5A). The requirement to provide larger and hence fewer apartments will not support Council's objective to provide more affordable housing including rental accommodation in accordance with Planning Priority 16. The Planning Proposal therefore seeks to vary this development standard. Removing this clause will encourage the provision of one and two bedroom sized apartments which will contribute to the provision of more affordable housing stock for both renters and purchasers.

The Planning Proposal will include an infrastructure assessment to confirm whether the proposal generates demand for additional infrastructure and whether this demand can be accommodated. This will include a social and transport infrastructure assessment in accordance with Priority 9 and 11 of the LSPS. The Planning Proposal will also consider the site's constraints (i.e. natural hazards) in accordance with Priority 8.

Section 3: Proposal Description

The Planning Proposal seeks to rezone 159-167 Darley Street West, Mona Vale from a R2 Low Density Residential zone under PLEP to a R3 Medium Density Residential zone in order to facilitate the redevelopment of these sites for medium residential housing, consistent with other housing developments within this street. Medium density housing (i.e. residential flat buildings and multi dwelling housing) is not permissible within the current R2 land use zone.

The proposal seeks to permit the construction of approximately 40-45 apartments on the site including a mix of one, two and three bedder apartments. Clause 4.5A of the PLEP does not permit the construction of more than 30 apartments on the site nor does it encourage a mix of apartment sizes. Consistent with statements made in the Greater Sydney Region Plan and the LSPS a diversity of housing types, sizes and price points can help improve housing affordability. The Planning Proposal seeks to remove the applicability of clause 4.5A to future development of the site.

Macroplan is of the opinion that the proposed development intent for the subject sites is consistent with the character and built form of Darley Street West and is a logical extension to the R3 zoning of this street. Macroplan is also of the opinion that the removal of the application of clause 4.5A to the site will facilitate more affordable housing options in Mona Vale.

3.1 Concept Design

Giles Tribe have undertaken a preliminary design investigation and analysis assessment of the site and the locality (Appendix A). Based on their analysis and preliminary advice from the consultant team, Giles Tribe have produced site layout and sketch elevation concept designs for the redevelopment of the site (Figures 8 and 9). The assessment incorporated the Arborist's preliminary advice regarding significant trees, engineering advice regarding flooding and has also considered the feedback provided by Council in mid-2019.

The preliminary development concept design includes:

- Three 2-storey townhouses (Buildings C, D and E)
GFA: 139m² each
Total GFA: 417m²
- Two 2 storey residential flat buildings
Building A
GFA: 1,607m²
Building B
GFA: 1,568m²

Site area: 6,120m²

Overall GFA: 3,592m²

Proposed FRS: 0.59:1

Figure 8. Concept Design Development Site Layout



Source: Giles Tribe, *Preliminary Design Investigation & Analysis* (August 2020)

Figure 9. Concept Design Elevation Sketches – Darley Street West



Source: Giles Tribe, *Preliminary Design Investigation & Analysis* (August 2020)

3.2 Preliminary Flood Advice

Preliminary flooding advice has been provided by AECOM to inform the concept designs for the site and to minimise impacts on the overland flow path (Appendix B). The advice considered the McCarrs Creek, Mona Vale and Bayview Flood Study (2017) prepared by Royal HaskoningDHV on behalf of Council. The advice considered Council's flood model as well as a site survey to better reflect the local site conditions and aid in developing a strategy to manage flood waters for the site. The advice identifies several options to be considered for the development of the site and management of overland flows and flooding. These options are identified in Appendix B and will be discussed in further detail with Council at the Pre-lodgement meeting.

Section 4: Statutory Amendments

This section identifies the legislative amendments required to PLEP to support the proposed rezoning and concept design discussed in Section 3. The amendments required include rezoning the site from R2 Low Density Residential to R3 Medium Density Residential and excluding the requirement for clause 4.5A to apply to the site.

4.1 Pittwater Local Environmental Plan 2014 (PLEP)

The proponent seeks to develop the site for the following uses:

residential flat building means a building containing 3 or more dwellings, but does not include an attached dwelling or multi dwelling housing.

multi dwelling housing means 3 or more dwellings (whether attached or detached) on one lot of land, each with access at ground level, but does not include a residential flat building.

The subject site is zoned R2 Low Density Residential under PLEP (refer to Figure 1). The objectives of the R2 zone are outlined below:

Zone R2 Low Density Residential

1 Objectives of zone

- *To provide for the housing needs of the community within a low density residential environment.*
- *To enable other land uses that provide facilities or services to meet the day to day needs of residents.*
- *To provide for a limited range of other land uses of a low intensity and scale, compatible with surrounding land uses.*

The development of the site for “residential flat building” and “multi dwelling housing” is not consistent with the R2 zone objectives and these uses are prohibited. The Planning Proposal therefore seeks to rezone the site to R3 Medium Density Residential zone. The objectives of the R3 land use zone are outlined below including development which is permissible with consent and prohibited development. Any development proposed on the site must be permitted with consent and be consistent with the objectives of the zone in order for Council to be able to assess and approve the development.

Zone R3 Medium Density Residential

1 Objectives of zone

- *To provide for the housing needs of the community within a medium density residential environment.*
- *To provide a variety of housing types within a medium density residential environment.*
- *To enable other land uses that provide facilities or services to meet the day to day needs of residents.*

- To provide for a limited range of other land uses of a low intensity and scale, compatible with surrounding land uses.

2 Permitted without consent

Home businesses; Home occupations

3 Permitted with consent

Attached dwellings; Bed and breakfast accommodation; Boarding houses; Building identification signs; Business identification signs; Centre-based child care facilities; Community facilities; Dual occupancies; Dwelling houses; Environmental protection works; Exhibition homes; Group homes; Health consulting rooms; Home-based child care; Home industries; Multi dwelling housing; Neighbourhood shops; Oyster aquaculture; Places of public worship; Residential flat buildings; Respite day care centres; Roads; Secondary dwellings; Semi-detached dwellings; Seniors housing; Serviced apartments; Tank-based aquaculture; Veterinary hospitals

4 Prohibited

Pond-based aquaculture; Any other development not specified in item 2 or 3

The Proposal also seeks to remove the applicability of clause 4.5A to the subject site. Clause 4.5A of the PLEP states:

4.5A Density controls for certain residential accommodation

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

(a) *to achieve planned residential density in certain zones,*

(b) *to ensure building density is consistent with the desired character of the locality.*

(2) *Development consent must not be granted to development for a purpose specified in Column 1 of the table to this clause on land in the zone shown opposite that development in Column 2 of that table unless the development complies with the density requirements specified in Column 3 of that table.*

(3) *This clause does not apply to land in the Warriewood Valley Release Area.*

(4) *In this clause—*

Warriewood Valley Release Area means the area identified as Warriewood Valley Release Area on the [Urban Release Area Map](#).

Column 1 Specified development	Column 2 Zone	Column 3 Density
Attached dwellings	R3 Medium Density Residential	A maximum of 1 dwelling per 200 square metres of site area.
Multi dwelling housing	R3 Medium Density Residential	A maximum of 1 dwelling per 200 square metres of site area.
Residential flat buildings	R3 Medium Density Residential	A maximum of 1 dwelling per 200 square metres of site area.
Semi-detached dwellings	R3 Medium Density Residential	A maximum of 1 dwelling per 200 square metres of site area.
Seniors housing	R3 Medium Density Residential	A maximum of 1 dwelling per 200 square metres of site area.
Serviced apartments	R3 Medium Density Residential	A maximum of 1 dwelling per 200 square metres of site area.
Shop top housing	B1 Neighbourhood Centre	A maximum of 1 dwelling per 150 square metres of site area.

The application of this clause would result in the provision of approximately 30 three bedroom apartments on the site and does not encourage a mix of apartment sizes (e.g. two bedroom apartments). It is noted that this clause is only applicable to land that was formerly within the Pittwater LGA and does not apply to other parts of the Northern Beaches LGA.

Appendix A – Preliminary Design Investigation & Analysis

Appendix B – Flooding Advice

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