



*creating a living environment*

# Hornsby Shire Housing Strategy

**VOLUME 1**

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PART 1

# Executive Summary

# Executive Summary

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This Housing Strategy identifies areas suitable for the provision of additional housing to assist meet Council's housing obligations into the future. The Strategy has been prepared in response to the State Government's Metropolitan Strategy and draft North Subregional Strategy.

Council received funding from the Department of Planning (DOP) to assist with the preparation of the Strategy and entered into a Memorandum of Understanding (MOU), which outlines the project plan and terms and conditions of the funding. The project scope for the Housing Strategy includes the identification of opportunities for an additional 2,600 dwellings over the next 10 years. The preparation of the Housing Strategy has been overseen by a Steering Committee comprised of all Councillors, the General Manager, Executive Managers, relevant Council staff, and DOP representatives.

A concentrated housing model has been adopted, with housing located in planned precincts rather than dispersed throughout urban areas. Experience has demonstrated that dispersed housing creates considerable uncertainty for both residents and developers and does not respect environmental or infrastructure constraints. To identify and evaluate potential precincts for multi-unit housing, a three stage process, similar to the 1998 Housing Strategy, was utilised. The Housing Strategy rezonings will be implemented through Council's Comprehensive Local Environmental Plan (LEP), which is due to be completed by 2011.

To ensure a sound basis for the development of the Housing Strategy, a team of demographers and housing analysts were engaged to provide advice on housing trends, needs and demands. This advice included how households are changing and what types of housing should be provided to meet the needs of the future population. The demographers found that Council needs to continue to provide housing choice in the form of multi-unit housing, to assist older persons to downsize and young couples to enter the property market. To assist understanding of housing affordability, a market analysis prepared by the Department of Housing was reviewed, which identifies that Council should provide multi-unit housing in locations which currently lack this form of housing to provide choice and affordability.

Existing planning controls and policies were reviewed to determine their effectiveness in permitting appropriate forms of housing to meet the future needs of the population. The built form resulting from Council's existing planning controls was also examined. It was found that, notwithstanding height, satisfaction with built form in existing precincts was dependent on the amount and quality of landscaping, building separation, and underground car parking. The Steering Committee agreed that medium density multi-unit housing should only be located in areas with opportunity for site consolidation to maximise opportunities for landscaping, underground car parking and consolidated vehicular access.

To select locations for multi-unit housing, centres suitable for increased densities were identified. The identification of suitable centres was based on locational criteria formulated from the 1998 Housing Strategy, the Metropolitan Strategy, and the draft North Subregional Strategy. The attributes of each centre were considered, in terms of environmental constraints, heritage significance, capitalisation, proximity to services and facilities, amount of housing required to support the centre, housing choice, and consultation with internal and external bodies.

Precincts were then selected and housing forms identified for each precinct. The findings of the draft Ku-ring-gai and Hornsby Subregional Employment Study were considered, which led to a number of commercial centres being included as precincts. Ku-ring-gai Council's Residential Strategy was also considered, which led to the inclusion of a five storey housing form as part of this Housing Strategy.

It was identified that to maximise opportunities for housing close to transport nodes and commercial centres, high density housing is required. Five storey housing is the preferred form of multi-unit housing for the majority of the identified precincts. It allows a higher density of housing and an appropriate built form which can achieve underground carparking and quality landscaped area, while being a smaller scale than the 8-10 storey form currently facilitated by Council's high density planning controls.

The final step in the selection process was precinct evaluation. The evaluation was undertaken in-house and with the assistance of consultants. Environmental consultants prepared vegetation mapping identifying significant trees and biodiversity. Land economists provided a development industry perspective. An urban design consultant has prepared key principles for development of precincts, and a traffic consultant has assisted with traffic modelling.

Dwelling yields resulting from the precincts have been determined using the demonstrated standards from the 1998 Housing Strategy, and the progression of precincts is proposed on the basis of an 80% take-up rate. The DOP has confirmed that the yield assessment by Council has been undertaken on a sound basis, and that the proposed yields can be achieved by landowners and developers over time.

Opportunities for 3,126 additional dwellings have been identified within the following 25 precincts. The precincts are located throughout the Shire, from Berowra in the north to Carlingford in the south. The housing form identified includes some mixed use commercial precincts and consists predominantly of 5 storey apartment buildings, along with a mix of townhouses, 3 storey walk-up flats, and 8-10 storey apartments.

Precinct	Housing Form	Estimated Dwelling Yield
Berowra Waters Road, Berowra	5 storey	74
Goodwyn Road, Berowra	5 storey	59
Rickard Road, Berowra	3 storey	37
Berowra Commercial Centre, Berowra	5 storey	119
Mt Kuring-gai Commercial Centre, Mt Kuring-gai	5 storey	21
Mt Colah Commercial Centre, Mt Colah	5 storey	130
Pacific Highway, Mt Colah	5 storey	167
Lords Avenue, Asquith	5 storey	243
Royston Parade, Asquith	5 storey	66
Baldwin Avenue, Asquith	townhouses	92
Stokes Avenue, Asquith	townhouses	39
Jersey Street North, Asquith	5 storey	125
Hyacinth Street, Asquith	3 and 5 storey	260
Bouvardia Street, Asquith	5 storey	114
Pacific Highway, Asquith	5 storey	53
Belair Close, Hornsby	5 storey	75
Balmoral Street, Waitara	5 storey	424
Park Avenue, Waitara	8 – 10 storey	109
Palmerston Road, Waitara	5 storey	26
Normanhurst Road, Normanhurst	5 storey	183
Buckingham Avenue, Normanhurst	5 storey	126
Station Street, Thornleigh	5 storey	130
Pennant Hills Road Commercial Centre, Thornleigh	8 – 10 storey	50
Thompsons Corner, West Pennant Hills	5 storey	98
Carlingford Road, Carlingford	5 storey	306
<b>TOTAL DWELLINGS</b>		<b>3,126</b>

Volume 1 of the Housing Strategy details the process and methodology for the identification of precincts. Volume 2 identifies the 25 precincts and contains an evaluation of precincts, along with draft key principles diagrams, prepared by an urban design consultant, to guide future development of the precincts.





PART 2

# Introduction

# Introduction

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The State Government's Metropolitan Strategy (2005) states that Sydney's population is anticipated to grow by 1.1 million people between 2004 and 2031, from a current population of 4.2 million to 5.3 million. With average household sizes anticipated to fall from 2.65 to 2.36 persons per private dwelling by 2031, the Government predicts that 640,000 new homes will be required in Sydney to cater for the growth in the population.

The draft North Subregional Strategy applies to the Hornsby and Ku-ring-gai local government areas and has been prepared to implement the objectives of the Metropolitan Strategy at the subregional level. The Subregional Strategy aims to concentrate development and strengthen the major centre, towns, villages and neighbourhoods and establish a balanced approach to accommodating more residential growth in existing urban areas over the next 25 years.

The Metropolitan Strategy target for the North Subregion is 21,000 additional dwellings. The draft North Subregional Strategy identifies that Hornsby Council is required to provide sufficient zoned land to facilitate the provision of an additional 11,000 dwellings and Ku-ring-gai Council is required to plan for the provision of the balance of 10,000 additional dwellings.

This Housing Strategy has been prepared in response to the State Government's metropolitan planning objectives and dwelling target. In addition to the dwelling target, the Subregional Strategy states that new housing should be focused around centres and corridors to take advantage of existing services such as shops and public transport. Enabling residents to "age in place" is identified as a strategic issue for the Subregion, generating demand for smaller dwellings with good access to services and public transport. Accordingly, this Strategy also aims to address a key action of the Subregional Strategy, to provide a broader mix of housing types to cater for changing household needs.

The Housing Strategy has been prepared by Council with input from consultants using a triple bottom line approach to ensure a clear understanding of the social, environmental and economic factors being considered in decision making. In addition to the previous extensive studies and strategies prepared by Council, consultant input has included advice by a team of demographers and housing analysts about how households are changing and what types of housing should be provided to meet the needs of the future population. Environmental consultants have prepared vegetation mapping for areas being investigated for multi-unit housing including identification of significant trees and biodiversity. Land economists have provided a development industry perspective including an analysis of the economic feasibility of housing provision. An Urban Design consultant has prepared key principles for development of precincts, and draft planning controls for multi-unit development.

Hornsby Council has a proven track record of responding to the implementation of State Government urban consolidation objectives, while ensuring housing provision reflects local conditions and community aspirations. Council's achievements are demonstrated by the housing provided in response to housing initiatives incorporated in the Hornsby Shire Local Environmental Plan (HSLEP) 1994 and the rezoning of precincts for multi-unit housing as part of the 1998 Hornsby Shire Housing Strategy. The rezoning of precincts for multi-unit housing has provided certainty that residential development will occur in planned areas where infrastructure and services can be provided, ensuring that the character and amenity of established low density residential areas is maintained.

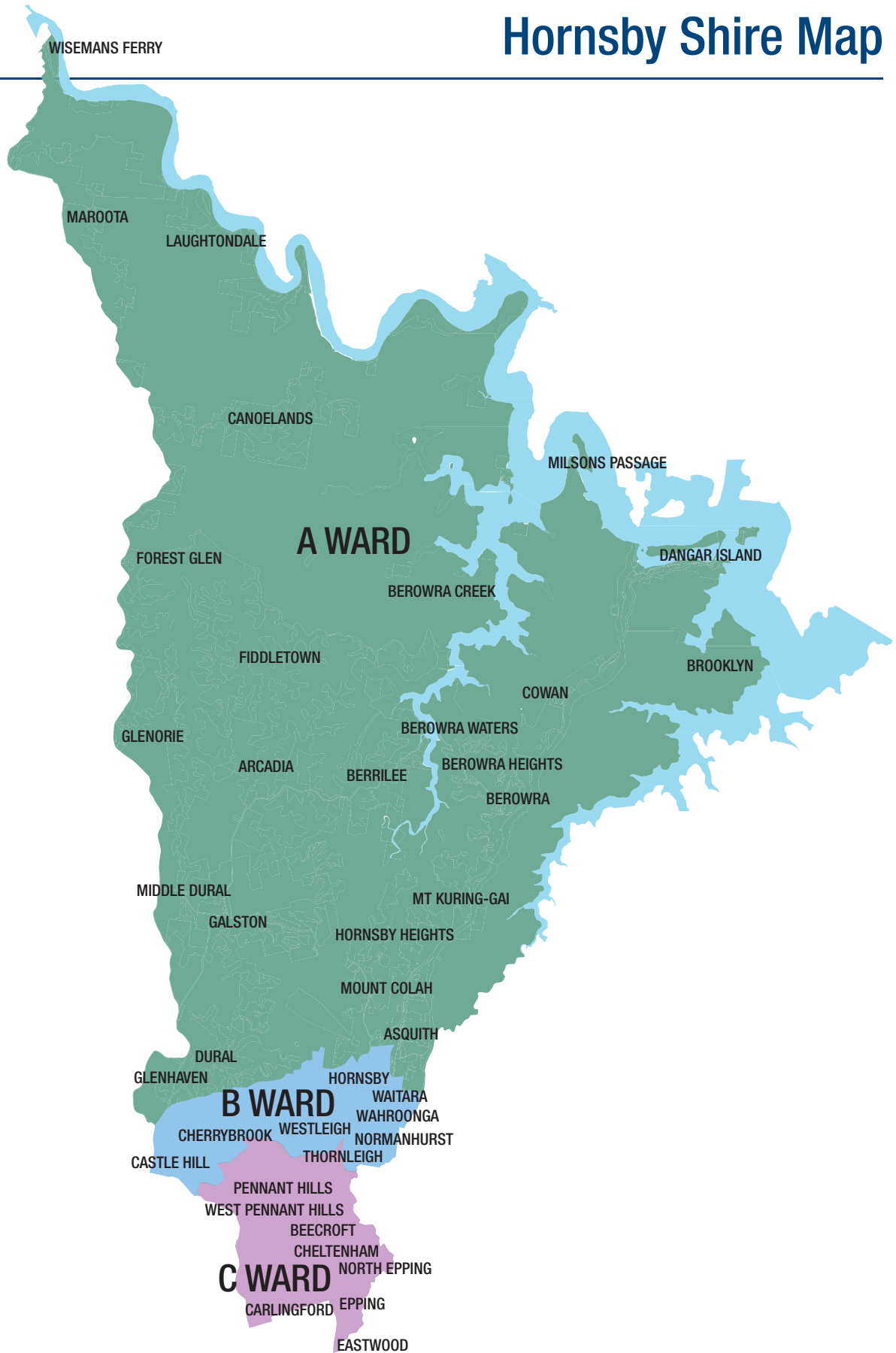
Council's previous housing initiatives also mean that Council is well placed to meet the State Government's dwelling target for 2031. The dwelling capacity under Council's existing planning controls is 4,500 additional dwellings. Council and the DOP have agreed that the identification of housing opportunities to meet the balance of the dwelling target should be staged. This Housing Strategy identifies opportunities to ensure an additional 2,600 dwellings over the next 10 years (260 multi-unit dwellings per year). This is slightly lower than the requirement under Council's previous Housing Strategy of 270 multi-unit dwellings per year. A future strategy will be required to identify opportunities for a further 3,900 dwellings to meet the balance of the 11,000 dwellings by 2031.

This Housing Strategy takes advantage of our existing settlement patterns and current investments in transport and communications, water and sewerage, and social facilities. The Housing Strategy aims to achieve the following benefits by concentrating increased housing within ten of the Shire's existing urban centres:

- improving access for more residents to shops, health, education, leisure, entertainment and cultural facilities;
- facilitating better use of existing infrastructure;
- encouraging greater clustering of local businesses, services and facilities;
- promoting sustainable transport and healthier communities by giving more people the option of taking public transport, walking and cycling;
- establishing safe, accessible and connected neighbourhoods that provide social infrastructure and that promote physical and social health; and
- respecting the Shire's environmental and infrastructure constraints.

The Housing Strategy provides the community and development industry with a clear framework for how the future housing needs of Hornsby Shire will be accommodated over the next decade.

# Hornsby Shire Map





PART 3

# Planning context

# Planning context

It is important to understand the context of the Hornsby Housing Strategy. The documents and policies relevant to understanding the context of the Housing Strategy are illustrated in Figure 1: Context of Housing Strategy. The documents illustrated in Figure 1 are outlined below.

Figure 1: Context of Housing Strategy.

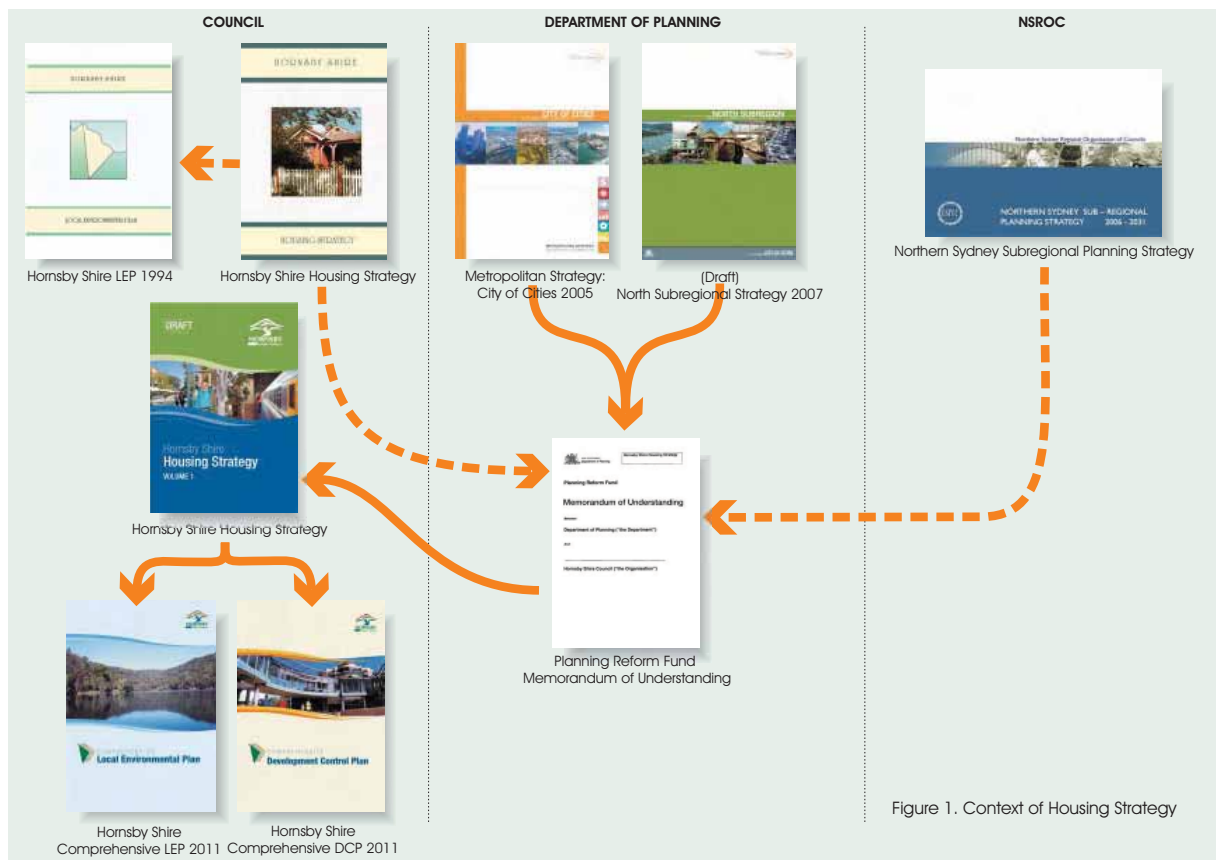


Figure 1. Context of Housing Strategy

### 3.1 Hornsby Shire Housing Strategies

Between 1992 and 1994, Council with community input developed a range of initiatives in preparing a new Housing Strategy. The 1994 Hornsby Shire Housing Strategy was the first to be presented to the then Department of Infrastructure, Planning and Natural Resources seeking an exemption from the State Housing Policy and eliminating unnecessary duplication of planning controls. Council introduced a range of new housing initiatives to meet State Government urban consolidation requirements and local community expectations, including reducing the minimum allotment size in the Residential A zones to 500m<sup>2</sup>; allowing multi-unit housing without subdivision in the Residential A zones at a minimum density of one dwelling per 350m<sup>2</sup>; and encouraging multi-unit housing in Residential B (Medium Density), Residential C (Medium/High Density) and Residential D (High Density) zones. The Strategy also included the rezoning of two precincts for high density multi-unit housing adjacent to the Hornsby Town Centre. The precincts included College Crescent, Hornsby and Orara Street, Waitara high density precincts. The Strategy became a model for other local government areas, many of which sought to emulate the process and provisions of the Strategy.

Between 1995 and 1998, Council developed a Housing Strategy to enable exemption from State Environmental Planning Policy (SEPP) No. 53 – Metropolitan Residential Development. Council developed a concentrated housing strategy, with multi-unit housing provided in identified precincts. Council recognised that the most efficient form of urban consolidation relevant to the Shire is a concentrated model, with housing located in planned precincts rather than dispersed throughout urban areas. Experience has demonstrated that dispersed housing creates considerable uncertainty for both residents and developers and does not respect environmental or infrastructure constraints. Council favoured a concentrated housing model where multi-unit housing can be provided in identified precincts which are properly planned and equipped with appropriate infrastructure. This way the community can be more certain about where development will occur.

The short term actions of the 1998 Hornsby Shire Housing Strategy involved continuing existing housing initiatives including residential density controls, zonings and provisions encouraging housing for the aged throughout the urban areas, as well as encouraging shop-top housing in commercial centres. The short-medium term actions involved the rezoning of eight (8) precincts to permit medium, medium-high or high-density multi-unit housing. The precincts were dispersed throughout the Shire from Berowra in the north to Epping in the south. The medium term actions included the rezoning of a former Department of Community Services site and a former Formica factory site at Westleigh to permit multi-unit housing, and the preparation of commercial centre masterplans, including Turner Road, Berowra and Asquith.

The long term actions of the 1998 Housing Strategy were to include the ongoing review of planning instruments and identification of further precincts for multi-unit housing to provide opportunities for 270 multi-unit dwellings per annum between 2006 and 2021. However, in December 2005 the State Government released the Metropolitan Strategy which outlined new dwelling targets throughout Sydney with a planning horizon to 2031. Council sought advice from the DOP concerning progression of the long term actions of the 1998 Housing Strategy. The DOP highlighted the need for consistency between Council's Housing Strategy and the Metropolitan Strategy and noted that it would be premature to make conclusions about the number of dwellings required in Hornsby Shire. Council was advised to await the finalisation of dwelling numbers under the Metropolitan Strategy and North Subregional Strategy.

### 3.2 Metropolitan Strategy

The Metropolitan Strategy is a strategic document that provides a broad framework to facilitate and manage growth and development over the next 25 years. It is driven by projections which identify the need for 640,000 new homes and 500,000 more jobs across the Sydney Metropolitan area by 2031. The Metropolitan Strategy arranges Sydney into ten (10) subregions. Hornsby Council has been grouped with Ku-ring-gai Council to form the North Subregion. Under the Metropolitan Strategy the North Subregion is required to provide opportunities for an additional 21,000 dwellings and 13,500<sup>1</sup> new jobs over the next 25 years.

The Metropolitan Strategy contains seven (7) subject areas or strategies, including Economy and Employment, Centres and Corridors, Housing, Transport, Environment and Resources, Parks and Public Places, and Implementation and Governance. The objectives, actions and targets under these strategies are required to be embodied in Council's strategic planning projects. Part C of the Strategy addresses Housing, with the vision being to ensure the supply of appropriate and well located housing to meet the needs of Sydney's growing population. In addition to meeting employment and housing targets, the Metropolitan Strategy also requires that Council focus on issues such as the need to improve housing choice and affordability. Council is also required to incorporate provisions for appropriately located aged housing within its comprehensive LEP. Some of the relevant housing objectives identified within the Metropolitan Strategy are outlined below.

Figure 2: Metropolitan Strategy Objectives



<sup>1</sup> This figure was revised from 8,000 in the Metropolitan Strategy to 13,500 in the North Subregional Strategy



### 3.3 Northern Sydney Subregional Planning Strategy

In response to the Metropolitan Strategy, the Northern Sydney Regional Organisation of Councils<sup>2</sup> (NSROC) prepared a Northern Sydney Subregional Planning Strategy. The purpose of the NSROC Strategy is to develop a subregional plan to guide the preparation of Councils' individual Comprehensive Local Environmental Plans (LEPs) and Development Control Plans (DCPs) as required by the State Government's Planning Reforms. The policy statements incorporated in the Strategy are consistent with the strategies derived from Council's planning studies as incorporated in the HSLEP 1994 and DCPs.

The NSROC Strategy seeks to apply policies that are consistent with Council's approach at a regional level. The Strategy acknowledges that the achievement of projected population, housing and employment growth within the region requires the delivery of major infrastructure and services to facilitate the growth. Acknowledgement of these projects and identification of further studies necessary for the delivery of the infrastructure projects provides an appropriate platform to lobby the State Government for funding assistance through the Planning Reform Funds Program. The projects identified include the Parramatta to Chatswood Rail Link, upgrade of Hornsby Station, North West Metro, M2 Link, upgrade of Hornsby Hospital, development of a comprehensive and integrated regional cycle network, progression of Priority Sewerage Programs for Mt Kuring-gai, Brooklyn and Dangar Island and expansion of Northern Regional public schools.

The NSROC Strategy contains dwelling projections consistent with the Metropolitan Strategy. Under the NSROC Strategy, the low range projection for Hornsby Shire for 2031 is 63,301 dwellings (ie: an additional 11,138 dwellings). This figure reflects close to a 50/50 split between Hornsby and Ku-ring-gai in the allocation of the 21,000 dwelling target contained within the Metropolitan Strategy.

### 3.4 Subregional Planning – Dwelling Targets

Subsequent to the release of the Metropolitan Strategy, the DOP facilitated a process of subregional planning. The purpose of subregional planning was to translate the Metropolitan Strategy into strategies for each group of local government areas within Sydney, and to finalise the distribution of employment and housing targets between local government areas. It was noted that should Councils not reach agreement on dwelling targets, the Department would determine the allocation.

Council officers from Hornsby and Ku-ring-gai Councils attended subregional planning workshops held by the DOP to discuss dwelling targets contained within the Metropolitan Strategy. Councils were provided with access to METRIX, a computer based planning tool developed by the DOP to allow councils to determine the overall dwelling targets for each local government area. Councils were requested to input their expected dwelling yields to 2031, based on existing council policy, as well as any additional knowledge of future expected yields.

<sup>2</sup> The NSROC comprises Hornsby, Ryde, Ku-ring-gai, Hunters Hill, Lane Cove, North Sydney and Willoughby Councils

As Council had not commenced the long term actions of the Hornsby Shire Housing Strategy, the input of dwelling projections for Hornsby Shire was based on development potential under Council’s existing housing initiatives. These initiatives include development opportunities remaining within precincts that have been rezoned for multi-unit housing as part of previous stages of the Housing Strategy, subdivision potential in the low density residential zones and opportunities for multi-unit housing within existing business and special use zones.

A detailed review of existing dwelling capacity under Council’s existing planning controls was undertaken. This included a review of capacity within previous housing strategy precincts and the potential for subdivision within the Low Density, Residential, Rural and Special Use zones. In determining subdivision potential, consideration was given to minimum allotment size, bushfire prone land, and bushland constraints. Existing capacity is summarised in the table below.

Table 1: Existing dwelling capacity in Hornsby Shire

Zone	Potential Dwelling Yield
Low Density Residential	1,585
Medium Density Residential	560
Medium/High Density Residential	30
High Density Residential	1,130
Business	970
Special Uses	40
Rural	180
Environmental Protection	20
<b>Total</b>	<b>4515</b>

In accordance with advice from the DOP, the above figures are based on existing potential as of the date of the Water Board records of dwelling connections in 2004. Water Board figures for 2005 (547), 2006 (573) and 2007 (477) indicate that a total of 1,597 dwellings have already been provided under existing provisions.

The provision of dwellings in addition to the dwelling capacity identified in the table above will require the progression of amendments to existing planning controls. If the rezoning of precincts for additional multi-unit housing in accordance with the 1998 Housing Strategy (long term actions) was progressed, Council’s contribution to the achievement of the dwelling target for the North Subregion would be 11,265 dwellings (ie. the existing potential for 4,515 dwellings, plus 270 multi-unit dwellings per year for 25 years through the rezoning of planned precincts).

At its meeting on 2 August 2006, Council resolved (in part) to negotiate with Ku-ring-gai Council concerning the contribution of each Council to the total dwelling target for the Subregion. In accordance with Council's resolution, a meeting between Hornsby and Ku-ring-gai Councils was held on 3 August 2006. At the conclusion of the meeting, it was agreed that a report would be presented to the respective Councils on the outcomes of the discussion, seeking an endorsed position from the Councils. At its meeting on 8 August 2006, Ku-ring-gai Council resolved to agree to an allocation of 10,000 dwellings to Ku-ring-gai and 11,000 dwellings to Hornsby Shire. At its meeting on 16 August 2006, Hornsby Council also resolved to endorse the allocation of 10,000 dwellings to Ku-ring-gai and 11,000 dwellings to Hornsby Shire for inclusion in the draft North Subregional Strategy.

The provision of 11,000 dwellings by Hornsby Shire is within the projections of the long term actions of the 1998 Housing Strategy. The figure also closely aligns with the low range projections contained within the NSROC Planning Strategy of 11,138 dwellings. Council's 11,000 dwelling target is identified in the draft North Subregional Strategy.

### 3.5 Draft North Subregional Strategy

The draft North Subregional Strategy (NSS) is intended to guide land-use planning in the Hornsby and Ku-ring-gai local government areas until 2031. The NSS translates the Metropolitan Strategy actions and targets into local housing and employment objectives and capacity targets. These are outlined through strategies reflecting the following seven (7) subject areas of the Metropolitan Strategy:

#### Economy and Employment

The NSS sets an employment target for the North Subregion of 13,500 new jobs to be provided between 2001 to 2031. This differs from the employment capacity target contained in the Metropolitan Strategy of 8,000 new jobs from 2004 to 2031. The NSS states that the revised figure reflects improved information and further development of the employment forecast model on which the targets have been based, as well as the different timeframes.

Of the 13,500 new jobs for the North Subregion, Hornsby Shire has been allocated an employment creation target of 9,000. Of that figure, Hornsby Town Centre has been specifically allocated 3,000 jobs. Hornsby Council, in conjunction with Ku-ring-gai Council, commissioned an Employment Study to identify opportunities to meet the employment targets and to describe the potential for economic growth to complement population growth.

The Ku-ring-gai and Hornsby Subregional Employment Study assesses both the 'supply side' of the Region's employment lands and the 'demand side' needed to meet the targets in the draft North Subregional Strategy. The Study concludes that there is sufficient existing capacity within Council's employment lands to meet employment targets without the need to rezone additional lands. Although a supply shortfall is identified in respect of a small number of centres, overall the "supply-demand" analysis undertaken in the Study identifies a surplus supply of floor space potential to meet future demand, at the Subregional and individual local government level.

## Centres and Corridors

The NSS identifies a hierarchy of centres based on the centre typology identified in the Metropolitan Strategy. Each centre type is defined and assigned a notional radius to approximate the extent of influence associated with a centre. A typical dwelling range for each centre is also nominated. The classification of centres in Hornsby Shire is outlined in the following table:

Table 2: Centre classification from Draft North Subregional Strategy

Centre	Radius	Typical Dwelling Yield
<b>Major Centre</b>		
Hornsby Town Centre	1,000m	9,000 – 28,000
<b>Town</b>		
Epping	800m	4,500 – 9,500
<b>Stand Alone Shopping Centre</b>		
Carlingford Court	n/a	n/a
<b>Villages</b>		
Asquith	600m	2,100 – 5,500
Beecroft	600m	2,100 – 5,500
Cherrybrook	600m	2,100 – 5,500
Pennant Hills	600m	2,100 – 5,500
Thornleigh	600m	2,100 – 5,500
Waitara	600m	2,100 – 5,500
<b>Small Villages</b>		
Berowra	400m	800 – 2,700
Berowra Heights	400m	800 – 2,700
Westleigh	400m	800 – 2,700
West Pennant Hills	400m	800 – 2,700
<b>Neighbourhood Centres</b>		
Appletree Drive, Cherrybrook	150m	150 - 900
Berowra Waters	150m	150 - 900
Brooklyn	150m	150 - 900
Cheltenham	150m	150 - 900
Dangar Island	150m	150 - 900
David Road, Castle Hill	150m	150 - 900
Dural	150m	150 - 900

Centre	Radius	Typical Dwelling Yield
Edgeworth David Avenue, Waitara	150m	150 - 900
Galston	150m	150 - 900
Galston Road, Hornsby Heights	150m	150 - 900
Malton Road, North Epping	150m	150 - 900
Mt Colah	150m	150 - 900
Mt Colah (Station)	150m	150 - 900
Mt Kuring-gai	150m	150 - 900
Myrtle Street, Normanhurst	150m	150 - 900
Normanhurst	150m	150 - 900
Pennant Hills Road, Thornleigh	150m	150 - 900
Plympton Road, Epping	150m	150 - 900
Sefton Road, Thornleigh	150m	150 - 900
Somerville Road, Hornsby Heights	150m	150 - 900
Wisemans Ferry	150m	150 - 900

The centres within Hornsby Shire cannot be looked at in isolation. Hornsby Shire shares local government boundaries with Gosford, Ku-ring-gai, Ryde, Parramatta and Baulkham Hills Councils. The catchment of some centres located in other local government areas draws Hornsby Shire residents, and visa versa. Development in one area can have implications in another area.

The draft North Subregional Strategy applies to Ku-ring-gai and includes a classification of Ku-ring-gai centres. Other draft Subregional Strategies apply to the neighbouring areas of Ryde, Parramatta and Baulkham Hills, and a regional strategy applies to Gosford Council. Baulkham Hills Council is currently preparing a draft LEP for Carlingford, which may have implications for Hornsby Shire.

Under the Metropolitan Strategy, Baulkham Hills Council has been grouped with Blacktown, Blue Mountains, Hawkesbury and Penrith local government areas to form the North West Subregion. The housing target for Baulkham Hills Shire is an additional 36,000 dwellings by 2031. Of this, 14,500 are identified for the North West growth centre and 21,500 are identified for existing urban areas and release areas such as Kellyville/Rouse Hill, Carlingford and Balmoral Road.

Baulkham Hills Council has been investigating the future planning of its Carlingford Precinct as an urban renewal project in response to Action C3.1.1 of the draft North West Subregional Strategy. This action requires that councils within the North West Subregion continue to identify opportunities to renew local centres and facilitate renewal through planning for increased housing densities and improved public amenity.

Baulkham Hills Council first commenced planning in 2004 to revitalise the Carlingford Precinct in response to concerns regarding the likely development outcomes resulting from Baulkham Hills Council's previous Housing Strategy. Baulkham Hills Council advises that it proposes to create a new urban environment at Carlingford that has a sense of place for the incoming population through increased housing choice, better public realm/open space and improved local service facilities that serve the needs of the community.

On 26 June 2007, Baulkham Hills Shire Council resolved to prepare a draft LEP to rezone land bounded by Moseley Street, Jenkins Road and Pennant Hills Road. The land adjoins Hornsby Shire along Pennant Hills Road within the vicinity of Carlingford Court. The key element of the planning approach at Carlingford is to revitalise and renew the precinct and provide 3,500 new dwellings. The draft LEP proposes to provide for a mix of 1, 2 and 3 bedroom multi-unit dwellings within apartment buildings, with floor space ratios proposed between 0.5:1 and 5:1. Proposed height limits range from 2 to 18 storeys. Land adjacent to Carlingford Railway Station would also be rezoned to permit ground floor retail/commercial activity.

In November 2007, in accordance with Section 62 of the Environmental Planning and Assessment Act, Baulkham Hills Council notified Hornsby Council of the draft LEP and sought comments prior to public exhibition. At its meeting on 14 February 2008, the Housing Strategy Committee discussed the proposed rezoning and noted the potential impacts of the draft LEP for Hornsby Shire. Council considered two reports (Executive Manager's Report Nos. PLN19/08 and PLN44/08) concerning the draft LEP.

Council resolved to forward a submission to Baulkham Hills Council outlining concerns with the proposal including, building heights, views and vistas, traffic and public transport issues, pedestrian connectivity, community and recreational needs, inconsistency with precinct hierarchy and lack of cohesion with existing commercial and retail/business development within Carlingford. To date these concerns have not been addressed by Baulkham Hills Council.

In August 2008, Baulkham Hills Council placed the draft LEP on exhibition. Hornsby Council requested that the issues previously raised form part of consideration of submissions. The draft Carlingford LEP and the potential implications for Hornsby Shire have been taken into consideration in the preparation of the Housing Strategy.

## Housing

Increased densities are required to be concentrated in centres and transport nodes<sup>3</sup> with access to local services. If a significant majority of new dwellings cannot be located within centres, evidence is required to demonstrate that the principles of centres based planning are being followed. The NSS emphasises State Plan Priority E5 "Jobs Closer to Home", which aims to increase the proportion of people living within 30 minutes by public transport of a Strategic Centre. The Metropolitan Strategy identifies strategic centres within one of four categories as follows:

<sup>3</sup> Transport nodes are defined as being within 800m of a railway station or 400m of high frequency bus services in the morning peak (high frequency bus services have 4 services an hour).

Table 3: Strategic Centres identified in Metropolitan Strategy

Global Sydney	Sydney City, North Sydney*
Regional Cities	Parramatta*, Liverpool, Penrith
Specialised Centres	Macquarie Park, St Leonards*, Olympic Park/Rhodes, Port Botany, Sydney Airport, Randwick Education and Health, Westmead, Bankstown Airport/Milperra, Norwest
Major Centres	Bankstown, Blacktown, Bondi Junction, Brookvale/Dee Why, Burwood, Campbelltown, Castle Hill*, Chatswood*, Hornsby*, Hurstville, Kogarah

\* Indicates strategic centre within 30 minutes by public transport of the boundaries of Hornsby Shire Local Government Area

Hornsby Town Centre, nominated in the Metropolitan Strategy as a Major Centre, is the Shire's only Strategic Centre.

The NSS also contains an action to improve the affordability of housing. The Strategy states that the NSW Government will develop initiatives to provide affordable housing through its Affordable Housing Framework, with the Department of Housing and DOP to identify how the recommendations of the Affordable Housing Framework can be applied to the North Subregion.

## Transport

The NSS states that on an average weekday, the residents of the North Subregion make almost 1.1 million trips, at a rate of 4 trips per day per person. Approximately one quarter of trips are for commuting or work-related business, and one quarter are for social or recreation purposes. Of travel in the North Subregion, 73% is by vehicle, 11% by public transport and 15% by walking and cycling. The NSS requires that Council provide housing opportunity around centres and within transport nodes. The NSS outlines how the State Government will act to improve transport access to key centres, including the following projects that are planned or currently underway within the Shire:

- North West Rail Link (modified as North West Metro – now abandoned);
- Parramatta to Epping Rail Corridor;
- Epping to Chatswood Rail Link;
- F3 to M2 motorway link;
- F3 widening to 6 lanes Mt Colah to Cowan;
- Four Strategic Bus Corridors to link Hornsby to Castle Hill, Macquarie Park, Chatswood and Parramatta; and
- Investigation of a road corridor reservation between the F3 (north of the Hawkesbury River and the M7 motorway).

In particular, the now abandoned North West Metro and the proposed F3 to M2 link have the potential to impact on the Housing Strategy, and are discussed in detail below.

### North West Metro

In March 2008, the NSW Premier announced the North West Metro (NWM). The NWM replaces the proposed North West Rail Link (NWRL), a NSW Government project to link Epping with the regional centres of Castle Hill and Rouse Hill, which was announced in 1998. The NWRL/NWM was considered in the preparation of the Housing Strategy. However, in October 2008, the NWM project was abandoned. The NSW Premier announced a CBD Metro proposal, to run from Central Station to Rozelle. Funding for the CBD Metro is yet to be identified. However, the State Government anticipates that construction is to commence in 2010. The Premier has stated that the CBD Metro would allow for future metro projects to Western and North Western Sydney.

The strategic objectives of the NWRL were to:

- Enhance public transport along an established and growing corridor of travel demand by directly linking the North West region and 'global arc' centres of Sydney, including the Sydney CBD; increasing access to the rail network across Sydney; and providing a spine for integrated public transport in North West Sydney;
- Provide local focus for employment and population growth patterns by improving public transport access to centres, including Castle Hill, the Norwest Business Park, and Rouse Hill; and facilitating transit oriented development and reducing urban sprawl;
- Improve public transport service quality by reducing journey times; providing 'all day' service; increasing passenger comfort and service reliability; and provide rail network congestion relief on the Richmond Line and the Western Line including relieving overcrowding on trains; and
- Support positive changes to travel behaviour by reducing car dependency; and providing opportunities to walk to rail stations.

Six new stations were proposed as part of the NWRL, with an underground station (Franklin Road Station) proposed at Cherrybrook, within Hornsby Shire. The Transport Infrastructure Development Corporation's (TIDC) preferred alignment involved a direct tunnel connection from Epping Station to Franklin Road Station.

The work completed for the NWRL was to form the basis for the NWM proposal. The tunnel alignment and proposed Franklin Road Station were proposed to remain as indicated in the Concept Plan for the NWRL. However, instead of connecting directly to the heavy rail network at Epping, the Metro was to continue as a separate line to Sydney CBD with stations at Denistone East, Top Ryde, Gladesville, Henley, Drummoyne, Rozelle, Pyrmont, Wynyard, Martin Place and St James. The NWM was proposed to form part of Sydney Link, a series of major transport projects aimed at providing integrated transport for Sydney's growth as a global city.



The Concept Plan and preferred alignment for the NWRL were publicly exhibited from 6 June 2007 to 9 July 2007. In response to issues raised during public exhibition, TIDC prepared a Supplementary Submissions Report. On 31 March 2008, TIDC submitted the Supplementary Submissions Report to the DOP seeking approval for the Concept Plan. If approved, this submission would have formed part of the NWM proposal.

The draft NSS identifies Franklin Road Station, Cherrybrook (proposed as part of the NWRL/NWM) as a future centre, potentially a Village. The draft Strategy states that a new station in this area may act as a catalyst for residential and commercial development. Council anticipated that the development potential of State Government owned lands surrounding the proposed Franklin Road Station would be evaluated as part of the NWM project in consultation with Council to determine any additional residential capacity.

This Housing Strategy acknowledges the status of the proposed Franklin Road Station as a potential future centre. However, opportunities for additional dwelling provision at this location would be considered in a future Housing Strategy should the State Government commit to the progression of the Metro proposal for northwest Sydney in the future, including confirmation of a future Franklin Road Station and clarification of the role and function of any potential centre.

### F3 to M2 Road Link

The Australian Government commissioned and funded a feasibility study into options for a link between the F3 and the M2 Hills Motorway. The RTA coordinated the study on behalf of the Department of Transport and Regional Services (DOTARS). The study was completed and a preferred corridor for the new link announced by the Australian Government on 6 May 2004.

On 19 February 2007, the Federal Minister for Local Government, Territories and Roads, the Hon. Jim Lloyd MP, announced the establishment of an independent Review of the F3 to M7 Corridor Selection. The purpose of the Review was to examine the technical underpinnings and the robustness of the process followed to ensure the decisions taken by governments previously on the route selection of the preferred 'purple' option were soundly based.

The Pearlman Review was completed in August 2007. The Review recommendations were considered by Government and accepted by the Hon. Jim Lloyd MP. The Review confirmed the original decision by the Government to provide a link between the F3 and M2, broadly along the alignment of Pennant Hills Road, the majority of which is to be tunnelled. The Review recommends that the project be progressed to the next stages of investigation. This would include detailed design, economic and financial assessment and environmental impact assessment. The Review also recommended that an Option C (western) corridor be planned.

Council has consulted with the RTA concerning the Housing Strategy and potential impacts on the F3 to M2 link.

However, the depth and final location of the proposed tunnel and associated vent stacks are yet to be finalised. The purpose of the F3 to M2 link is to reduce traffic on Pennant Hills Road and improve access for freight and other traffic to Sydney’s industrial centres, markets and ports. This Housing Strategy takes into consideration the proposed F3 to M2 link and the potential alleviation of traffic on Pennant Hills Road in identifying areas suitable for increased densities.

## Environment, Heritage and Resources

The NSS outlines a key priority for the North Subregion to accommodate future growth within the existing urban area and protect the native bushland areas and rural and resource lands. The NSS also requires that planning for future residential development avoid noise conflicts through planning mechanisms such as appropriate separation.

## Parks, Public Places and Culture

The NSS compares the existing supply of open space (persons per park) in relation to population between the North Subregion and the Sydney average.

Table 4: Open Space (persons per park) from draft North Subregional Strategy

Setting type	North Subregion	Sydney average
Active Park	2,321	3,417
Regional Passive Park	30,915	20,250
Passive Park	942	601

The table above shows that the North Subregion has more active sports parks than the Sydney average (with fewer people per active park than the Sydney average). The NSS identifies that this is partly a reflection on the high number of small local sports grounds rather than a reflection on the number of consolidated regional grounds, and the apparent high number of people for each regional park is a reflection of a small number of very large parks. The low number of passive parks is offset by access to National Parks, including Berowra Valley Regional Park, Lane Cove National Park, and Ku-ring-gai Chase National Park.

The NSS outlines four key issues for access to open space: distance to travel; distribution in relation to population; constraints; and facilities. The NSS states that Council should improve the quality of local open space, and outlines how the State Government will act to improve the quality of regional open space, including the funding under the Metropolitan Greenspace Program, which provides funds to improve or enhance existing regional parks across the Sydney region.

## Implementation and Governance

The Metropolitan Development Program (MDP) is to be used to continue to monitor land and housing supply. The Department's online planning tool, Subregional METRIX, is to be used to monitor the conformance of LEPs with targets set in the Subregional Strategy. The DOP will review the dwelling and employment capacity targets contained within the Metropolitan Strategy and Subregional Strategies on a five year basis.

### 3.6 Informing the Community

Subsequent to the release of the Metropolitan Strategy, Council resolved that a brochure be prepared for distribution to all residents informing of the release of the Metropolitan Strategy and the implications for the local government area. The release of the brochure was to coincide with the exhibition of the draft NSS by the DOP.

The purpose of Council's brochure (Appendix 1) was to ensure the community was informed about the requirements for Council under the State Government's requirements outlined in the Metropolitan Strategy and the draft NSS. The brochure was not intended to explain Council's position on the State Government requirements. Rather, the intention was to provide the community with the background and context to Council's obligations to prepare a Housing Strategy and a Subregional Employment Study.

The exhibition of the draft North Subregional Strategy by the DOP involved a public notice in the local newspaper and on the Department's website, and a community information session. Council was also provided with approximately 300 copies of the draft Strategy and a brochure prepared by the DOP for placement at Council's Administration Centre and in Council libraries.

The distribution of Council's brochure to all residents of the Shire (approximately 55,000) coincided with the exhibition of the draft NSS (from 31 October 2007 to 8 February 2008). The brochure was distributed to the urban areas over the weekend of 17 and 18 November 2007 and the rural areas during the week beginning 26 November 2007. The brochure provided details concerning where the draft North Subregional Strategy could be viewed and how submissions could be made.

## Planning context - Key findings

1. The North Subregional Strategy identifies a dwelling target for Hornsby Shire of 11,000 new dwellings by 2031.
2. Council's existing planning strategy for the provision of housing is encapsulated in the Hornsby Shire Local Environmental Plan (HSLEP) 1994. Based on analysis of housing potential under existing strategies, there is existing capacity for 4,500 dwellings.
3. The provision of 11,000 dwellings is consistent with Council's obligations for the provision of housing since 1994.
4. The North Subregional Strategy identifies that the provision of dwelling opportunities should be focussed around centres and public transport, facilitate a mix of housing, and should assist improve the economic viability and amenity of local centres.



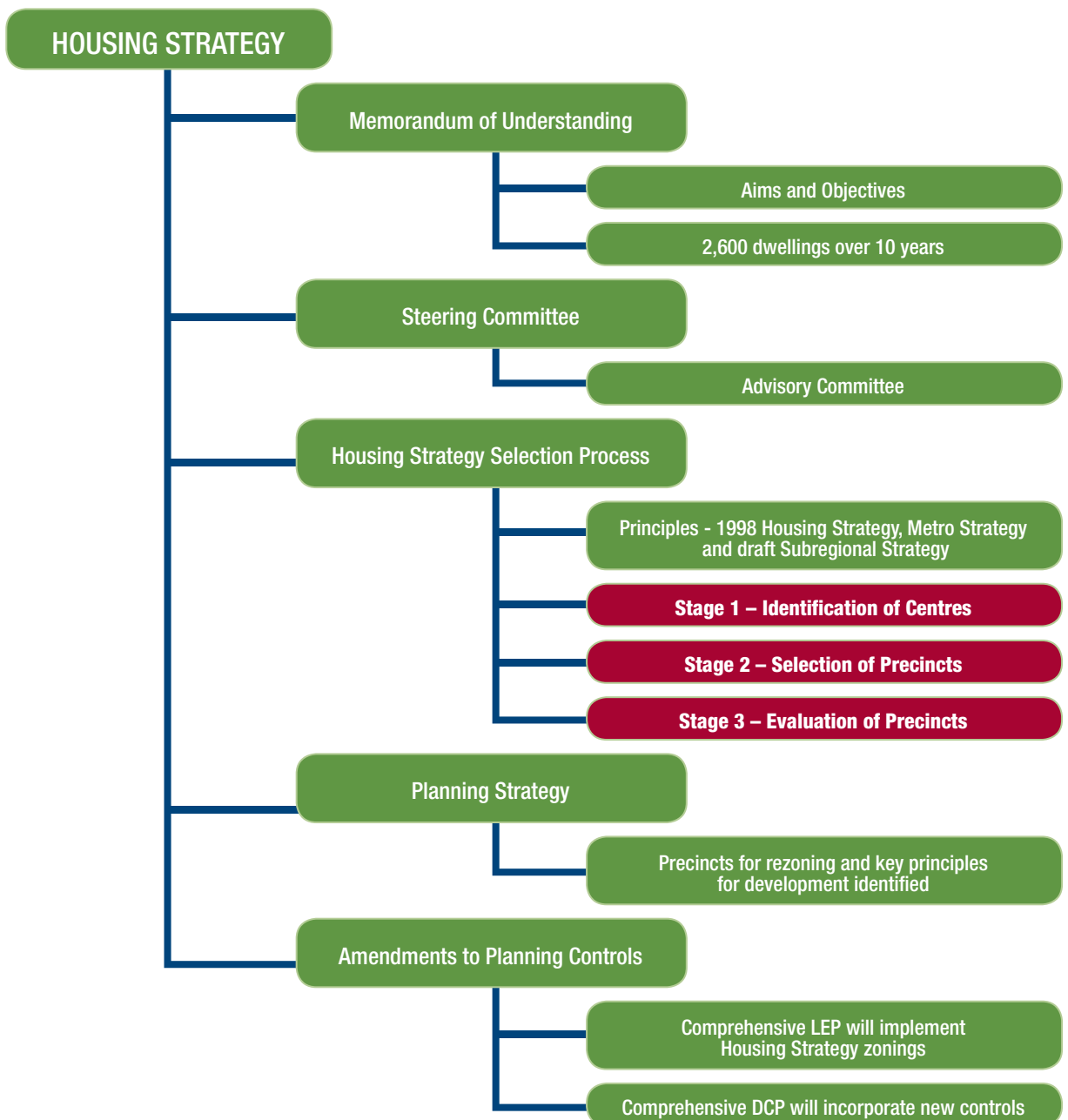
PART 4

# Methodology

# Methodology

To identify and evaluate potential locations for multi-unit housing, a three stage process similar to the 1998 Housing Strategy was utilised. The methodology is illustrated in Figure 3, with the three stage selection process indicated in red. The methodology was guided by a MOU with the DOP, a Steering Committee, the 1998 Housing Strategy, the Metropolitan Strategy, the draft North Subregional Strategy, and the requirement for Council to prepare a new Comprehensive LEP and Comprehensive DCP. The stages of the methodology are discussed in the following chapters.

Figure 3: Housing Strategy Methodology



## 4.1 Memorandum of Understanding – Planning Reform Funds

In 2006, subsequent to the release of the Metropolitan Strategy, Council made application for Planning Reform Funds from the DOP to assist Council prepare the Housing Strategy. The funding is offered to support Councils prepare subregional planning and local planning strategies. The Minister for Planning approved a contribution of \$100,000 towards the Housing Strategy. The funding is subject to a MOU which was endorsed by Council at its meeting on 18 April 2007. The MOU (Appendix 2) contains a project plan and the terms and conditions of the funding.

The MOU sets out the aims and objectives of the Housing Strategy as follows:

### Aims

- To identify locations for additional housing to meet the dwelling targets identified in the Metropolitan Strategy and Subregional Strategy;
- To promote a concentrated urban form and discourage further urban expansion;
- To provide a mix of housing near jobs, transport and services and within the environmental capacity of the area;
- To revitalise commercial centres;
- To improve housing choice and affordability; and
- To promote good urban and housing design.

### Objectives

- To ensure housing types and forms reflect community needs and preferences;
- To provide community certainty about how urban areas will be developed;
- To promote housing development that reflects land capability and pursues the principles of ecologically sustainable development;
- To promote a concentrated housing form over a dispersed housing form to minimise impact on the environment including the environmental costs of infrastructure construction;
- To retain potentially productive agricultural and environmentally sensitive land by maintaining the existing boundaries of urban areas and not encouraging expansion into the rural areas;
- To provide additional housing in areas where adequate sewerage, drainage, transport, community services and facilities, water, open space, recreation opportunities, schools, employment and public transport are or can be provided;
- To retain the generally low density character of the Shire but target centres/precincts for higher density housing forms and styles;
- To discourage ad-hoc and dispersed housing forms; and
- Promote good quality urban and housing design.

The project scope for the Housing Strategy includes the identification of opportunities for an additional 2,600 dwellings over the next 10 years. The MOU outlines that progression is to occur over 22 months, and that there are two expected outcomes of the Housing Strategy project.

- 1. Planning Strategy:** A Planning Strategy that identifies precincts for rezoning to provide opportunity for an additional 2,600 multi-unit housing dwellings to meet Council's housing provision obligations over the next ten years under the Metropolitan Strategy and North Subregional Strategy.
- 2. Amendments to Planning Controls:** Statutory and policy controls prepared in accordance with the State Government's recent planning reforms to implement the recommendations of the Planning Strategy. The new controls should be capable of being incorporated into Council's Comprehensive LEP and Consolidated DCP.

A project plan (Appendix 3) was prepared outlining tasks in accordance with the MOU.

As discussed in Chapter 3.4, the dwelling capacity under Council's existing planning controls is 4,500. This Housing Strategy identifies opportunities to ensure an additional 2,600 dwellings over the next 10 years. The DOP also requires Council to provide a general indication of where and how the remaining target of 3,900 dwellings to 2031 will be met. It is appropriate that the future strategy to achieve the balance of dwellings be progressed in a similar manner to the current Strategy. This would involve identifying opportunities for housing in planned precincts in existing urban areas close to centres and transport nodes. Centres and precincts not selected as part of this Housing Strategy may therefore have a role in fulfilling longer term housing targets. After implementation, the effectiveness of the Housing Strategy will be monitored and reviewed, and new precincts will be identified and evaluated.

## South Dural

In 2007, representatives from the South Dural Residents and Ratepayers Association Inc. met with the Minister for Planning to present their proposal to include South Dural on the State Government's Metropolitan Development Program (MDP). The meeting was conducted independent of representations made to Council.

The DOP is directly responsible for determining whether to include an area on the MDP and therefore, all representations for the inclusion of an area on the Program must be made through the Department. As a result of the representations made by the Association, the Department is now undertaking its own investigations into South Dural independent of Council's resolutions. However, Council is being consulted as part of the process.

The Department has indicated that Council will be consulted concerning the results of any further investigations submitted, and types of dwelling yields/densities that may be feasible, before any formal submission is made to the Land Supply CEOs group. Based on a typical MDP density range of 13-15 dwellings per hectare, the estimated yield could be approximately 2,808 – 3,240 dwellings. However, this estimate does not exclude constraints such as riparian corridors, vegetation, threatened species, bushfire protection, on site detention, sewer, and existing property capitalisation. Should the DOP include South Dural on the MDP, the dwelling target for the long term actions of the Housing Strategy would be revised to incorporate the dwelling numbers estimated to be achieved in the South Dural area.



## 4.2 Housing Strategy Steering Committee

The MOU identifies that all Councillors and the DOP are to be involved in critical decision making for the Housing Strategy through representation on a Steering Committee. Accordingly, the Hornsby Shire Housing Strategy Steering Committee was formed. The Housing Strategy Steering Committee comprises the General Manager, Councillors, Executive Managers, Council's Economic Development Officer, and DOP representatives. The role of the Steering Committee was to oversee and advise on the Housing Strategy process. The Committee met at regular intervals to discuss key tasks and milestones in the progression of the project.

## 4.3 Housing Strategy Selection Process

At its meeting on 21 September 2005, Council considered a report on the Housing Strategy in the context of the Metropolitan Strategy. Council resolved (in part) that the process of the review of new precincts for increased housing density include precinct investigation and selection based on the methodology used as part of the 1998 Housing Strategy.

The following principles informed the preparation of the 1998 Hornsby Shire Housing Strategy:

### A. Community Needs/Preferences

1. Housing styles should reflect population profiles and needs.
2. Hornsby Shire should provide for an alternative housing mix.
3. The Housing Strategy should provide certainty in how urban areas will be developed.

### B. Environmental Constraints

1. Housing development in the Shire should pursue Ecologically Sustainability.
2. Housing development should reflect land capability in accordance with the findings of the Sensitive Urban Lands Study and other environmental studies.
3. European and Aboriginal Heritage should be conserved and not compromised by inappropriate housing development.
4. Concentrated housing strategies have environmental benefits over dispersed housing models such as minimising air pollution, environmental costs of infrastructure construction, etc.
5. In recognition of the environmental constraints and the need to retain potentially productive agricultural land, the existing boundaries of urban areas should be maintained and the expansion into the rural areas is not to be encouraged.

### C. Infrastructure

1. Additional housing should only be provided in areas with adequate infrastructure or in areas where adequate infrastructure can be provided, including:
  - sewerage and drainage
  - transport
  - State based community services/facilities
  - water supply
  - open space / parkland
  - recreation opportunities
  - schools
  - work opportunities
  - public transport
2. Concentrated housing strategies have infrastructural benefits over dispersed housing strategies such as the efficient usage of utility services and the environmental costs of construction of infrastructure.

### D. Housing Types/Forms

1. The Shire should retain its character of generally low density housing with some higher density precincts (town centres, targeted precincts).
2. The housing strategy should encourage:
  - concentrated forms of housing development.
  - development/rejuvenation of targeted precincts/sites (surplus sites, older areas).
    - shop top housing.
    - flexible accommodation for the aged.
    - streetfront attached dwellings (depending on design).
3. The strategy should discourage:
  - backyard dual occupancy style development
  - dispersed urban consolidation initiatives
4. Integrated precincts are preferable to site by site development.
5. Housing design should be energy efficient and minimise environmental impacts by incorporating:
  - water sensitive design;
  - energy efficiency;
  - soil and water management controls; and
  - elements to complement and enhance the streetscape.

In accordance with the methodology, Council identified sites or precincts throughout the Shire which have the potential to provide increased density and diversity of residential development. A three stage process was utilised, namely:

**Stage 1** - The Identification of General Areas Suitable for Multi-Unit Housing;

**Stage 2** - The Selection of Precincts; and

**Stage 3** - The Evaluation of Precincts.

## Stage 1

The first Stage of the process was principally aimed at identifying general areas or suburbs which would, or would not, be appropriate for multi-unit housing. Five general issues were considered, namely:

- The existing housing choice in the area;
- The need to provide more housing choice within the area;
- How well the area is serviced with public transport infrastructure and community services;
- The capitalisation (age and quality) of the dwelling stock within the area; and
- Its contribution to the concept of a compact city.

## Stage 2

As a result of the initial identification of general areas, an analysis of particular areas was undertaken under Stage 2. Precincts were selected as potential locations for multi-unit housing on the basis of:

- Proximity to commercial centres;
- Proximity to transport nodes;
- Proximity to existing medium to high density multi-unit housing areas;
- Surplus RTA sites as a consequence of the M2 motorway; the existence of large sites which may be subject to future development;
- No significant environmental, infrastructure, or heritage constraints; and
- Property capitalisation.

## Stage 3

In the final Stage, precinct evaluation was undertaken of the precinct characteristics, including areas, number of properties and dwellings, zonings, land uses, existing forms of housing, capitalisation, surrounding land uses, ownership patterns, amalgamation potential, heritage, proximity to services, environmental constraints, infrastructure, traffic issues, transport matters and design issues. The evaluations also provided an estimation of the theoretical dwelling yield for each precinct for various densities of housing. The precinct evaluations formed the basis for the selection of the precincts proposed to be zoned.

In accordance with Council's resolution, this three stage process has been utilised for identification and selection of precincts under the current Housing Strategy. Additional locational criteria, including focusing residential development around centres, and ensuring a majority of new dwellings are located within 30 minutes by public transport of a Strategic Centre, and encouraging increased densities in centres and transit nodes, have also been incorporated consistent with the requirements of the Metropolitan Strategy and draft North Subregional Strategy (discussed further in Chapter 7).

## 4.4 Planning Strategy

The Planning Strategy identifies precincts for rezoning to provide opportunity for an additional 2,600 multi-unit housing dwellings. The Strategy has been written in two volumes. Volume 1 details the process and methodology for the identification of precincts. Volume 2 identifies the 25 precincts and contains an evaluation of precincts.

The identification of precincts for rezoning required detailed planning analysis and evaluation, which is discussed in the following chapters. The scope of works included review of Council's 1998 Housing Strategy and the precincts rezoned under the Strategy, identification of centres suitable for multi-unit housing, selection of precincts, and detailed evaluation of precincts. Once the precincts were identified, key principles to guide future development of the precincts were formulated. The key principles diagrams form part of Volume 2.

## 4.5 Amendments to Planning Controls

Once the precincts are finalised, statutory and policy controls are required to be prepared in accordance with the State Government's recent planning reforms, outlined below.

### Comprehensive Local Environmental Plan

All Councils within New South Wales are required to prepare a new LEP in accordance with the State Government's Standard LEP Template (Standard Instrument) by March 2011.

The Standard Instrument provides a consistent format for all new comprehensive LEPs in NSW. The Standard Instrument identifies the standard zones and zone objectives, mandating certain permitted and prohibited uses in zones, and identifies compulsory and optional provisions. Other provisions relevant to local planning issues can be added but only with the approval of the DOP and the Minister.

The preparation of Council's new Comprehensive LEP will principally be a process of transferring Council's existing LEP, the HSLEP 1994, into the new LEP format. However, the Housing Strategy will inform Council's Comprehensive LEP. Once finalised, the statutory and policy controls to implement the Housing Strategy are to be prepared in accordance with the recent planning reforms. The rezonings are to be incorporated into Council's Comprehensive LEP, and will come into force upon gazettal of the Comprehensive LEP.

Council's draft Comprehensive LEP is expected to be exhibited for community comment in early 2010 and submitted to the DOP for finalisation and gazettal in March 2011. When made, the Comprehensive LEP will replace the HSLEP 1994.

## Comprehensive Development Control Plan

All Councils within New South Wales are required to amalgamate existing DCPs to ensure that only one DCP applies to a parcel of land. Currently, Hornsby Council has thirty-one (31) DCPs applying to various parcels of land. Council's Comprehensive DCP is to be completed within the same timeframe for preparation of Council's Comprehensive LEP.

Council's Comprehensive DCP will provide detailed controls to direct development within the Shire. The Housing Strategy will inform the drafting of the DCP. Any new controls arising from the Housing Strategy will need to be incorporated into Council's Comprehensive DCP.

## Methodology - Key findings

1. Council entered into a Memorandum of Understanding with the Department of Planning for the preparation of this Housing Strategy. The Memorandum of Understanding identifies the aims and objectives of the Housing Strategy, and includes a timeframe which requires completion of the Housing Strategy by March 2009.
2. The Memorandum of Understanding includes objectives to promote a concentrated housing form over a dispersed housing form to minimise impact on the environment, and to retain potentially productive agricultural and environmentally sensitive land by maintaining the existing boundaries of urban areas and not encouraging expansion into the rural areas.
3. The dwelling capacity under Council's existing planning controls is 4,500. This Housing Strategy identifies opportunities to ensure an additional 2,600 dwellings over the next 10 years. A future strategy to achieve the remaining target of 3,900

dwellings should be progressed in a similar manner to the current Strategy. Centres and precincts not selected as part of this Housing Strategy may have a role in fulfilling longer term housing targets.

4. Selection of precincts should be informed by community needs and preferences, environmental constraints, infrastructure, and housing forms (low density neighbourhoods with some higher density targeted centres and precincts).
5. The planning controls and rezonings arising from the Housing Strategy will be implemented through Council's Comprehensive Local Environmental Plan and Development Control Plan, to be finalised by 2011.



PART 5

# Analysis of existing situation

# Analysis of existing situation

To ensure a sound basis for the development of the Housing Strategy, it is important, firstly, to understand the characteristics of the area and the people who consume housing. Issues which could impact on housing needs and demands into the future, including existing population and demographic trends, dwelling consumption patterns, and affordability trends, are summarised below.

## 5.1 Local Context

The Shire of Hornsby is the second largest Local Government Area (LGA) in the Sydney region, at 510 square kilometres. The Shire includes land from Epping in the south to Wisemans Ferry in the north and Brooklyn in the east.

Geologically, the Shire is located on the Hornsby Plateau which rises from the south to its highest point at Cowan. The Plateau is cut by steep gullies and has several drowned valleys, such as Berowra and Cowan Creeks. The area is dominated by Hawkesbury Sandstone which forms the steep valleys. Along the ridge tops, shales from the Wianamatta Group often cover the sandstone. Approximately 10% of the Shire is zoned and used for urban development, 14% for rural purposes, 5% for open space, and the remainder is Environmental Protection or National Park (approximately 58%).

The following table provides a snapshot of the composition of Hornsby Shire LGA.

Table 5: Snapshot of Hornsby LGA

Shire (established 1906)	510 sq km	Households	Over 51,000
Population (2006 Census)	157,387	Households with internet connection	Over 30,000
Number of rateable properties (commercial and residential)	56,000	Sealed roads	610km
		Unsealed roads	44km
		Paved footpaths	405km
Suburbs/localities	41	Council child care facilities	5
Libraries	5	Public wharves	5
Parks	186	Floating pontoons	6
Playing fields	55	Boat launching ramps	3
Playgrounds	135		

(Source: Hornsby Shire Council Management Plan 2008/09-2010/11)

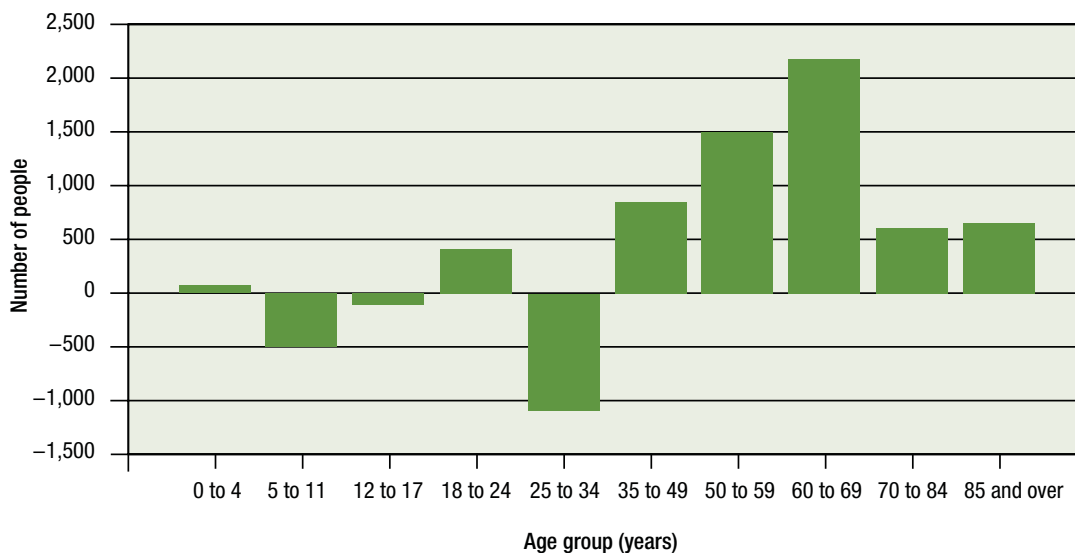


## 5.2 Existing Population

Council's online Community Profile, designed by Informed Decisions (a company of demographers, housing analysts, forecasters and Census data experts) presents social and demographic information for Hornsby Shire using data from the Australian Bureau of Statistics (ABS). The following data, tables and charts are from Council's Community Profile.

The estimated resident population of Hornsby Shire is 157,387 (2006 Census), an increase of 13,901 over the 10 years since 1996. The population of Hornsby Shire is aging, with the largest increases in age structure occurring in the age groups of 35-49, 50-59 and 60-69. The largest decrease occurred in the age group of 25-34.

Figure 4: Change in age structure of Hornsby Shire, 2001 to 2006 (Enumerated data)



Source: Australian Bureau of Statistics, 2006 and 2001 Census of Population and Housing (Enumerated)

Of Hornsby Shire's population, 32.4% was born overseas, and 22.9% are from a non-English speaking background. The dominant non-English speaking country of birth in Hornsby Shire is China, where 3.4% of the population was born.

Median family income is higher in Hornsby Shire than in many other areas of Sydney. Overall, 39.4% of households earn a high income, and 11.4% are low income households, compared with 29.5% and 16.8% respectively for the Sydney Statistical Division<sup>1</sup>. The size of Hornsby Shire's labour force in 2006 was 77,945 persons, of which 25,369 were employed part-time (32.5%) and 47,954 were full time workers (61.5%).

<sup>1</sup> Sydney Statistical Division comprises Inner Sydney, Eastern Suburbs, St George-Sutherland, Canterbury-Bankstown, Fairfield-Liverpool, Outer South Western & Inner, Central & Outer Western Sydney, Blacktown, Lower & Central Northern Sydney, Northern Beaches, and Gosford-Wyong.

Analysis of the employment status of the population in Hornsby Shire in 2006 compared to the Sydney Statistical Division shows that there was a larger proportion in employment, and a smaller proportion unemployed. Between 2001 and 2006, the number of people employed in Hornsby Shire increased by 2,581 persons and the number unemployed decreased by 59 persons.

A high number of Hornsby residents work within Hornsby Shire in comparison with the Sydney Statistical Division. Of the total jobs within Hornsby Shire, 53% are taken by residents living within the Shire. Of the total labour force, 27% live and work within the Shire.

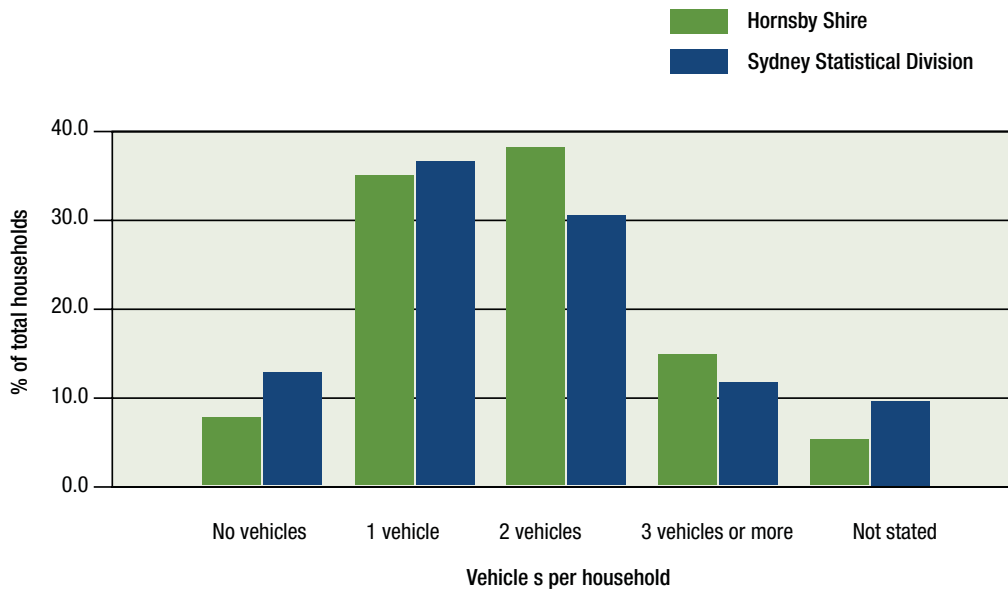
Table 6: Jobs and labour force in Hornsby Shire

Total Jobs	Total labour force	Resident Workers	Self Containment	Self sufficiency
41,389	77,945	20,902	27%	53%

In 2006, there were 15,020 people who caught public transport to work (train, bus, tram or ferry) in Hornsby Shire, compared with 44,043 who drove in private vehicles (car –as driver, car – as passenger, motorbike, or truck). The major differences between the method of travel to work for Hornsby Shire residents and the Sydney Statistical Division are a larger percentage of train commuters (17.9% compared to 12.3%), and a smaller percentage of bus commuters (2.1% compared to 5.4%).

Analysis of car ownership of households in Hornsby Shire in 2006 shows that 87.2% of households own at least one car. Overall, 34.6% of the households own one car; 38.0% own two cars; and 14.6% own three cars or more. The major differences between car ownership of households in Hornsby Shire compared to the Sydney Statistical Division are a larger percentage of households with 2 vehicles (38.0% compared to 30.2%), and a smaller percentage of households with no vehicles (7.6% compared to 12.6%).

Figure 5: Car ownership in Hornsby Shire and Sydney Statistical Division, 2006 (Enumerated data)



Source: Australian Bureau of Statistics, 2006 Census of Population and Housing (Enumerated)

### 5.3 Dwelling Consumption Patterns

To further investigate and understand demographic and housing trends, Informed Decisions was engaged to undertake a Dwelling Consumption Analysis. The report examines Hornsby Shire's Consumption patterns by addressing the following questions:

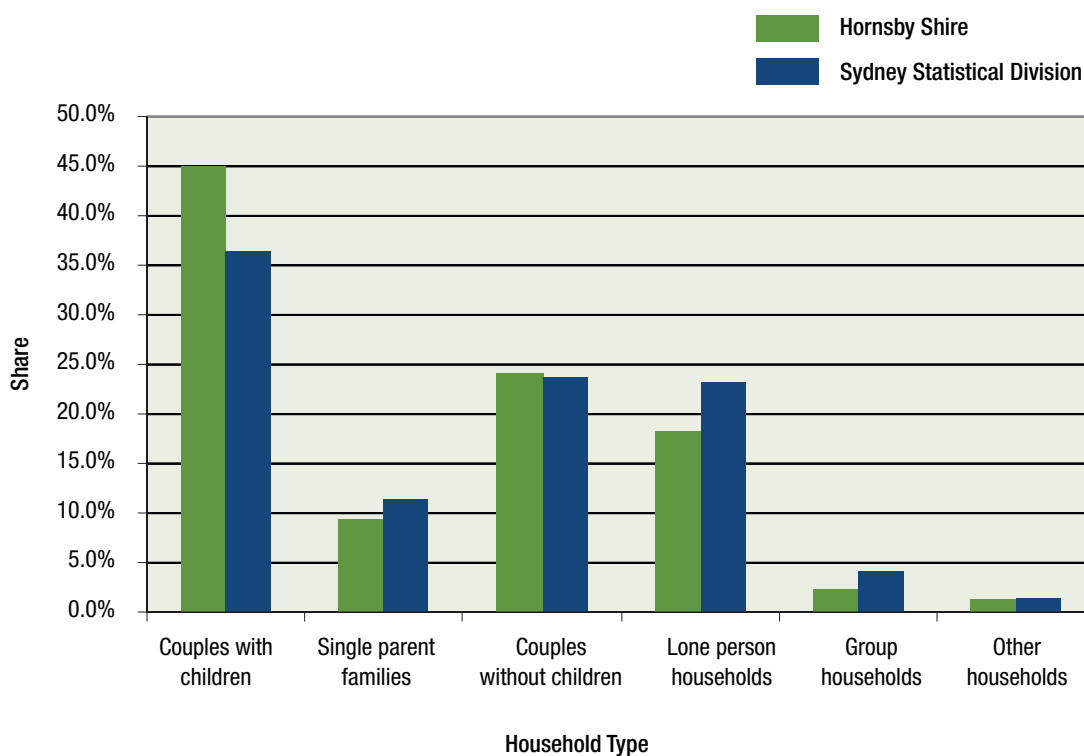
- How are households changing in Hornsby Shire?
- How is the dwelling stock changing in Hornsby Shire?
- Who is living in what type of household and dwelling in Hornsby Shire?
- How is age structure changing in Hornsby Shire?
- Who is leaving Hornsby Shire and why?

The following key findings and graphs are from the Dwelling Consumption Analysis prepared by Informed Decisions.

## Households

Hornsby Shire is dominated by “couple with children” households, which accounts for almost 45% of all households and is higher than the Sydney Statistical Division.

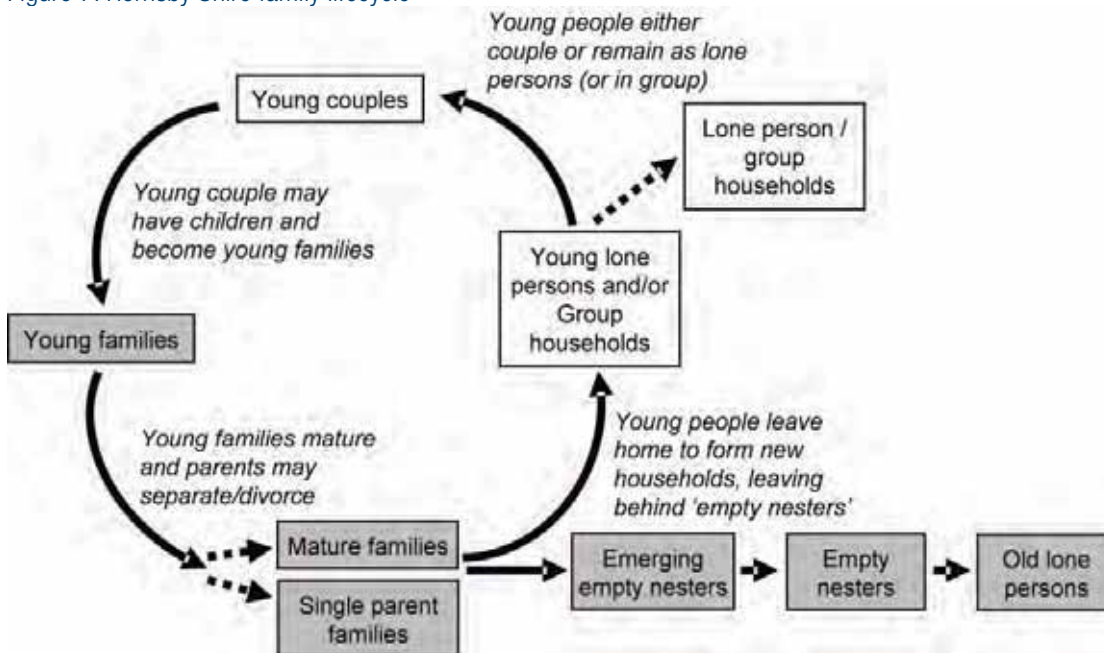
Figure 6: Household Types in Hornsby Shire



Hornsby Shire appeals to families who are already on the housing ladder and have older children of school age, rather than younger couples looking to purchase a family house for the first time and who are likely to start a family.

Family households in Hornsby are aging, with the biggest growth in “older couple with children families” and “older single parent families”. These are emerging empty nesters. Hornsby Shire is at a point in the suburb lifecycle whereby mature family households and emerging empty nesters will continue to increase in numbers in most of the established residential areas.

Figure 7: Hornsby Shire family lifecycle

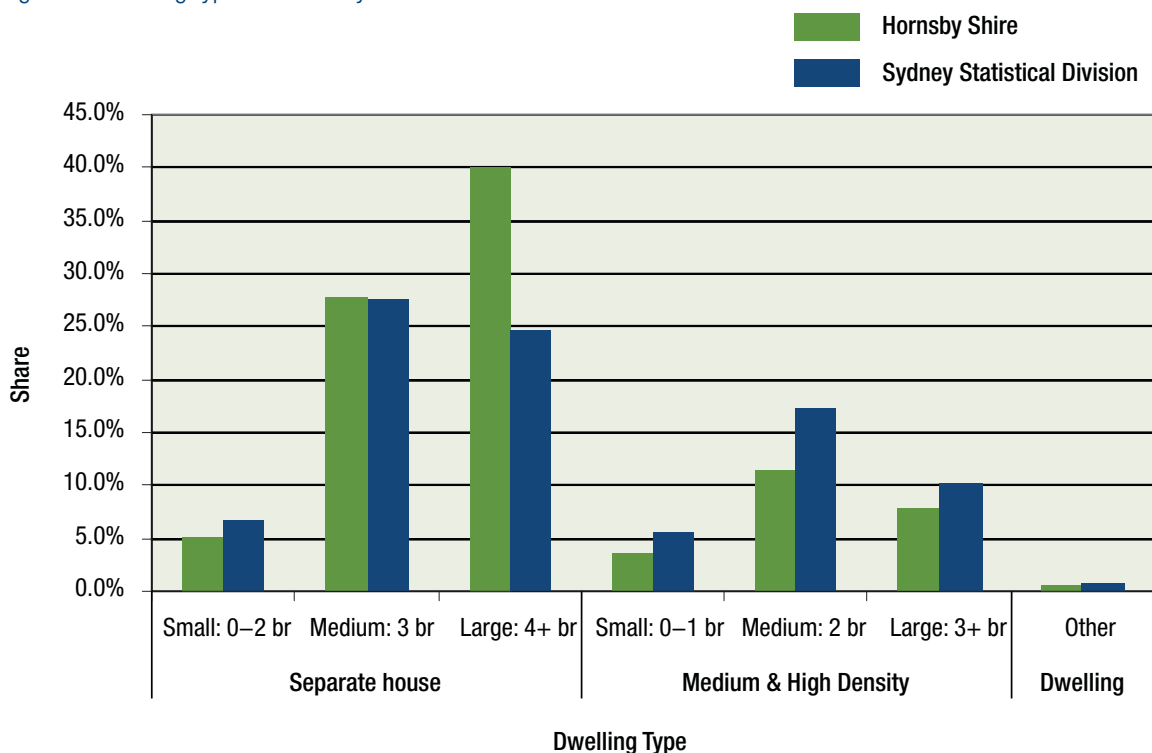


Although there are fewer young “lone person” households within Hornsby Shire than in the Sydney Statistical Division, there has been a small increase in this household type. This would indicate that some of the more recent medium and high density development that has taken place in areas such as the Hornsby Town Centre and Waitara has provided some housing opportunities for this household type and that there may be an element of regeneration starting to occur.

## Dwellings

The most significant increase in the supply of dwellings in Hornsby Shire has been in 4 plus bedroom separate dwellings. However, over the same period the most significant changes in household types has been in the smaller household types – “lone person” households, “single parent” families and “couple without children”. There would appear to be an emerging mismatch between the changing demand for, and supply of, various housing types in relation to household types.

Figure 8: Dwelling types in Hornsby Shire



Between 1996 and 2006 over 4,500 4 bedroom separate dwellings were provided. There has also been significant increase in the stock of higher density dwellings (particularly 2 and 3-plus bedroom). This implies that the housing stock in Hornsby Shire is responding to some of the demographic trends occurring, namely the growth in smaller households.

There has been almost no increase in the number of 1 bedroom medium-high density dwellings between 1996 and 2006 despite this being an important housing type for some households.

### How households are consuming dwellings

Compared to the Sydney Statistical Division, “young couple with children” households in Hornsby Shire have a higher propensity to consume larger plan separate dwellings with most living in 3 and 4-plus bedroom separate dwellings.

There are also some significant gains in the number of “young couple with children” who are consuming both medium and larger higher density dwellings. In fact the increase in consumption of two and three bedroom medium-high density dwellings combined is larger than the increased consumption of three and four bedroom separate houses combined.

There has been a significant increase in the number of “young couple without children” households consuming 2

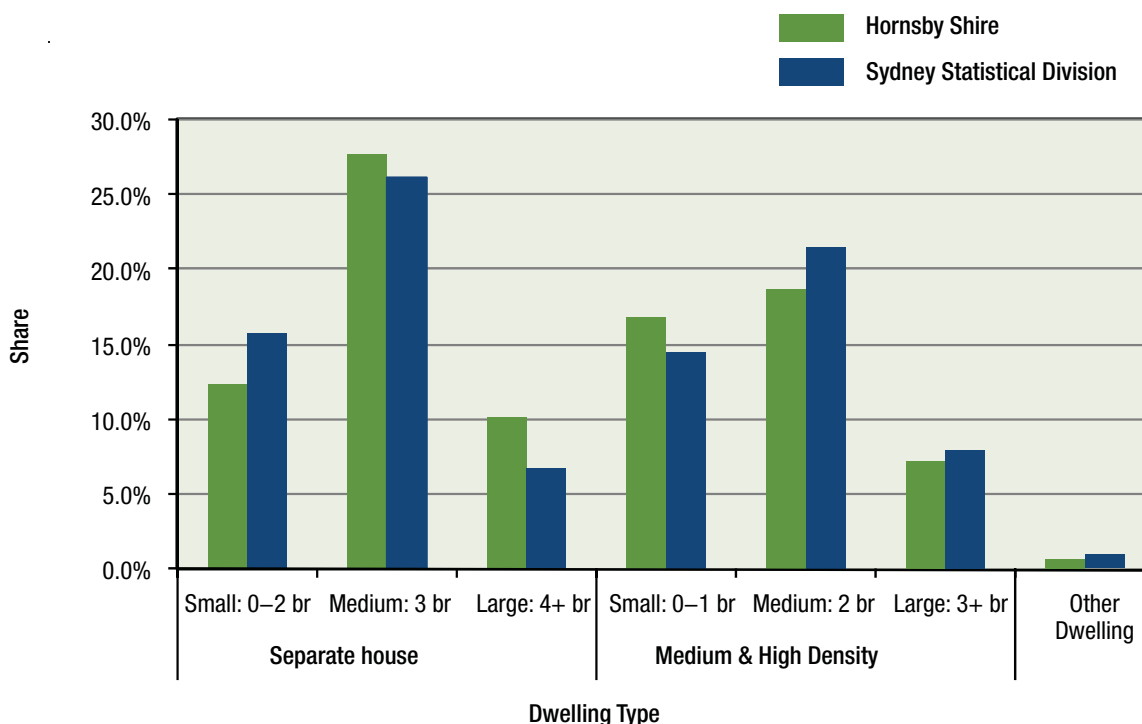
bedroom medium and higher density dwellings, and a significant fall in the number consuming separate houses. This may reflect a number of factors such as the location of this type of development close to local amenities and transport nodes. Supply and affordability are also likely to be factors influencing housing choice. However, overall there has been a small decrease in the number of “young couple without children” households within Hornsby Shire between 1996 and 2006, suggesting that these household types, when looking to start a family, are taking advantage of more affordable housing opportunities elsewhere within Sydney. This is a key consideration when developing a housing strategy for Hornsby Shire. There is an opportunity to diversify the housing stock to provide more medium to higher density dwellings, providing younger household types with more choice and opportunity for affordable entry points into the housing market.

“Older couple without children” households in Hornsby Shire were primarily located in 3 and 4-plus bedroom separate dwellings in 2006. This share is higher than Metropolitan Sydney as a whole and suggests that older couples continue to reside in the ‘family’ home. In contrast to the wider Sydney Statistical Division, fewer “older couple without children” households are living in medium and high density dwellings. There may be issues around supply of alternative housing forms located within the area where established family and social networks exist for these households.

There have been some small gains in the numbers of “older couple without children” households into higher density dwellings (3-plus bedrooms) which indicates that there may be some ‘down-sizing’ occurring amongst this household type.

“Older lone person” households in Hornsby Shire were primarily located in 3 bedroom separate dwellings in 2006 suggesting that there is a strong preference for older lone-persons to continue to reside in the ‘family’ home. However, there is a significant proportion of “older lone-person” households who have ‘downsized’ to medium and higher dwelling density formats, primarily in 1 and 2-bedroom formats. The propensity of this occurring in Hornsby Shire is similar to the wider Sydney Statistical Division. The high proportion of older “lone person” households in 1 bedroom high density properties is particularly significant.

Figure 9: Older lone persons by dwelling type



During the 1996 to 2006 period there were few one bedroom dwellings added to Hornsby Shire's dwelling stock. There is significant competition for one-bedroom medium-high density dwellings from "young lone person" households whose consumption of this type of housing increased over the period. "Old lone person" households' consumption of one-bedroom medium-high density dwellings decreased over the same period. It is possible that inadequate supply of this dwelling type is slowing the transition of "old lone person" households out of the family home.

There is demand from younger and older age groups to consume higher density format dwellings, which is in accordance with the increase in the emerging smaller household groups. This would support a strategy which aims to continue to diversify housing stock to meet the needs of these two markets. This means continuing to supply lower cost housing for younger household types looking to enter the housing market, with plenty of opportunity to upgrade when looking to start a family. Equally, it means ensuring that empty-nesters have opportunity to downsize away from dwelling types that are too large and, as they grow older and frailer, into more suitable accommodation.



## 5.4 Affordable Housing Analysis

The term affordable housing refers to housing that is appropriate to the needs of occupants in terms of size, form, location and affordability. Affordability is generally measured by the ratio of rent or purchase price to household income. Lower income households with housing costs exceeding 30% of income are considered to be in housing stress. Housing affordability can also force households to live a considerable distance from jobs, services and social networks in order to access more affordable housing.

The Department of Housing has calculated that there are 3,627 residents within Hornsby Shire receiving Commonwealth Rent Assistance, with just over 50% in housing stress. Of all low and moderate income households in the private rental market in Hornsby Shire, 62% are in housing stress. Of all low and moderate income households that are purchasing housing in Hornsby Shire, 64% are in housing stress. The following table shows a comparison with the Greater Metropolitan Region (GMR), Baulkham Hills, and Ku-ring-gai Council areas.

Table 7: Housing Stress in Hornsby Shire

Area	Rental households in housing stress (low to moderate income)	Purchasing households in housing stress (low to moderate income)
Hornsby	62%	64%
GMR	56%	61%
Baulkham Hills	64%	70%
Ku-ring-gai	73%	69%

The Department of Housing has identified that as at June 2007, the proportion of private rental dwellings in Hornsby Shire which was affordable to low income households (i.e. rent levels which does not exceed 30% of the low income level, was 15.5%). This is significantly less than the 39.5% identified for Sydney Metropolitan area and down from the 30.2% previously observed for Hornsby Shire in 2005. The rental vacancy rate as at June 2007 was 0.9%. The Department of Housing confirms that this is typical for other outer ring councils.

With respect to dwelling purchase, the proportion of private purchase housing which was affordable to low income groups as at June 2007 (ie. mortgage repayments being less than 30% of the low income) was 0%. This is less than 2.2% observed for the Sydney Metropolitan area and down from 1.9% previously observed for Hornsby Shire in 2005.

The Department of Housing identifies the following key housing issues for Hornsby:

- The lack of affordable housing for rent;
- The lack of affordable housing for purchase for low to moderate income earners, causing households to be in housing stress or to locate some distance from jobs and services at personal and economic cost;
- The lack of housing diversity, as the majority of the dwelling stock in Hornsby is three or more bedrooms; and
- Insufficient affordable housing opportunities for older lower income earners.

Council currently addresses housing affordability by providing housing choice. Council's HSLEP provisions permit housing for aged and differently abled persons and multi-unit housing. Council's previous Housing Strategy rezoned precincts to enable the development of multi-unit dwellings of various dwelling sizes in locations which did not have this form of housing.

As discussed in Chapter 2, the draft North Subregional Strategy states that the NSW Government will develop initiatives to provide affordable housing through its Affordable Housing Framework, with the Department of Housing and DOP to identify how the recommendations of the Affordable Housing Framework can be applied to the North Subregion. Council wrote to the DOP in January 2008 to seek direction concerning how affordable housing issues should be addressed by Council in the preparation of the Housing Strategy, in light of the action outlined in the draft NSS. Council advised the DOP that the options which could be investigated to address the issue in progressing Council's current Housing Strategy include:

- Continuation of the provision of housing mix and choice;
- Inclusionary zoning;
- Section 94 contributions;
- Developer agreements; or
- Density bonuses and development concessions.

Council also requested a timeframe for the preparation of the Affordable Housing Framework to avoid unnecessary expenditure and duplication of financial and staff resources at the local government level.

The response from the DOP indicates Council has correctly identified that the Housing Strategy should provide a diverse mix of housing options to meet future demographic housing needs in the Hornsby area. The DOP's response also indicates that the options identified for investigation appear sound. However, the DOP does not confirm a timeframe for the preparation of the Affordable Housing Framework.

This Housing Strategy considers key housing issues identified by the Department of Housing, dwelling consumption patterns and existing housing choice. In the absence of direction through the State Government's Affordable Housing Framework, the Housing Strategy proposes to rezone precincts to enable the development of multi-unit dwellings of

various dwelling sizes and type in locations which currently lack this form of housing, providing choice and affordability. The rezoning of additional land will provide increased opportunities within Hornsby Shire for the development of multi unit housing, which will eventually be either offered to the housing market for either sale or rent.

## Analysis of existing situation - Key findings

1. The population of Hornsby Shire has increased by 13,901 over the 10 years since 1996. The population of Hornsby is aging, with the largest increases in age structure occurring in the age groups of 35-49, 50-59 and 60-69.
2. Hornsby Shire is at a point in the suburb lifecycle where mature family households and emerging empty nesters will continue to increase in numbers in most of the established residential areas.
3. During the 1996 to 2006 period there were very few one bedroom dwellings added to Hornsby Shire's dwelling stock. It is possible that inadequate supply of this dwelling type is slowing the transition of "old lone person" households out of the family home.
4. Hornsby Shire appeals to families who are already on the housing ladder and have older children of school age, rather than younger couples looking to purchase a family house for the first time and who are likely to start a family.
5. There is demand from younger and older age groups to consume higher density format dwellings, which is in accordance with the increase in the emerging smaller household groups.
6. Of all low and moderate income households in the private rental market in Hornsby, 62% are in housing stress. Of all low and moderate income households that are purchasing housing in Hornsby Shire, 64% are in housing stress.
7. To address the issue of housing affordability, Council should provide a diverse mix of housing options to meet future demographic needs in the Hornsby area.



PART 6

# Analysis of existing planning controls

# Analysis of existing planning controls

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Demographic trends, dwelling consumption patterns, and affordability trends give an indication of likely future housing needs and demands. The next step is to examine existing planning controls and policies to determine their effectiveness in permitting appropriate forms of housing to meet future housing needs and demands. It is also important to examine the built form which has resulted from existing planning controls and the implications for this Housing Strategy.

## 6.1 Existing local planning controls

The HSLEP is the local environmental planning instrument for Hornsby Shire. The HSLEP separates land uses into eight categories, three of which are relevant to the Housing Strategy. The Residential, Business and Special Uses zones permit multi-unit housing, and are discussed below. The residential zones facilitate four forms of multi-unit housing, namely Residential A (Low Density) - typically detached/attached one and two storey dwellings, Residential B (Medium Density) - typically townhouses, Residential C (Medium/High Density) - typically three storey walk up flats, and Residential D (High Density) - typically 8-10 storey apartments.

**Residential A Zones:** The Residential A zone is the common residential zoning throughout the Shire. The zone permits single dwellings and multi-unit housing. There are four subzones under the Residential A (Low Density) zone which permit slightly different land uses and apply to specific localities, namely Residential AA (Low Density – Aquaculture), Residential AM (Low Density – Medical Support), Residential AS (Low Density – Sensitive Lands), and Residential AT (Low Density – Tourist Village). There is a fifth subzone, Residential AR (Low Density – Rural Village), which does not permit multi-unit housing.

The HSLEP specifies a maximum floor space ratio (FSR) of 0.4:1 for the Residential A zones, and allows multi-unit housing in all subzones, except Residential AR (Low Density – Rural Village). However, subdivision is prohibited unless each dwelling is located on an allotment of 500sqm or 600sqm, depending on the zone. The Low Density Multi-Unit Housing DCP applies to Residential A, AM and AS zoned land and promotes two unit detached and attached development. The DCP contains elements controlling setbacks, design, height, privacy, solar access, open space, landscaping, vehicular access and parking, acoustics and heritage.

**Residential B Zone:** The Residential B (Medium Density) zone permits multi-unit housing. The HSLEP specifies a maximum FSR of 0.6:1 for the Residential B zone. The Medium Density Multi-Unit Housing DCP applies to Residential B zoned land and promotes two and three storey townhouse development. The DCP contains elements controlling setbacks, design, height, privacy, solar access, open space, landscaping, vehicular access and parking, acoustics and heritage. Single storey villa homes are a permitted housing form in the Residential B zones at a density of 0.6:1. However, two and three storey townhouses are promoted under the Medium Density Multi Unit Housing DCP by a site cover maximum of 40%, aimed at reducing the area of the site covered by impervious surfaces.

**Residential C Zone:** The Residential C (Medium/High Density) zone permits multi-unit housing. The HSLEP specifies a maximum FSR of 1.2:1 for the Residential C zone. The Medium/High Density Multi-Unit Housing DCP applies to Residential C zoned land and promotes three storey walk up flat development. The DCP contains elements controlling density, setbacks, design, height, privacy, solar access, open space, landscaping, vehicle access and parking, and acoustics.

**Residential D Zone:** The Residential D (High Density) zone permits multi-unit housing. The HSLEP specifies a maximum FSR of 1.6:1 for the Residential D zone. The HSLEP also specifies a maximum floor space ratio variation of between 2:1 and 4:1 for a number housing precincts where proposals meet specified requirements. The High Density Multi-Unit Housing DCP applies to Residential D zoned land and promotes multi-storey apartments. The DCP contains elements controlling vistas and views, green space linkages, street trees, public open spaces, pedestrian networks, traffic management, density, vehicle access and parking, solar access, site amalgamation, building design, setbacks, height, outdoor areas, privacy, acoustics, landscaping and heritage.

**Business Zones:** There are seven business zones under the HSLEP. Multi-unit housing is permitted within all the business zones, with the exception of the Business E (Service Centre) zone. The HSLEP specifies a maximum FSR for each of the business zones, ranging from 0.5:1 in the Business B (Special), Business C (Neighbourhood) and Business D (Aquatic Service Centre) zones, 1:1 in the Business A (General) and Business G (Town Centre Support) zones, and 2:1 in the Business F (Town Centre) zone.

**Special Use Zones:** There are two special use zones under the HSLEP. The Special Uses A (Community Purposes) zone and Special Uses B (Transport Corridor) zone permit multi-unit housing. However, these zones play a minor role in providing additional housing, potentially only if sites become vacant or surplus public authority sites are sold.

## 6.2 Housing for Seniors and Persons with a Disability

The HSLEP permits housing for aged or differently abled persons in all residential and business zones. Housing for aged and differently abled persons is defined in the HSLEP as:

“residential accommodation which may take any building form and may be or include a hostel and which is, or is intended to be used as, housing for the permanent accommodation of:

- (a) persons over 55 years of age; or
- (b) persons of any age who, as a result of having a mental, physical or sensory impairment, either permanently or for an extended period, have substantially limited opportunities to enjoy a full and active life.”

The NSW Government seeks to meet the demand for sufficient housing for seniors and people with a disability through a State Environmental Planning Policy, which overrides local councils' planning controls. Now known as SEPP (Housing for Seniors or People with a Disability) 2004, the policy attempts to balance the growing demand for accommodation with maintaining the character and feel of local neighbourhoods. Hornsby Council has been an active participant in seeking a review of the SEPP, due to the following concerns:

- The SEPP operates as a “back door” medium density policy which overrides local controls and results in development that is out of character with the local area;
- The difficulty in ensuring that SEPP developments are occupied by seniors or people with a disability, which results in potential abuse of the policy; and
- The SEPP permits development on certain rural/non-urban lands. This results in the loss of agricultural lands and increased the population in areas of limited infrastructure, services and transport.

In 2001, the State Government advised it would consider exemptions from the SEPP under certain circumstances. Council prepared a strategy for exemption in accordance with the exemption process outlined by the State Government. Council's Exemption Strategy aims to ensure that the provision of housing for older people and people with a disability is located in appropriate areas of the Shire which are in close proximity to transport and support services. The Strategy also aims to ensure that sufficient choice of housing for older people or people with a disability is available to meet projected demand within Hornsby Shire.

Council's Exemption Strategy was submitted to the DOP on 14 March 2003. A response has not been received from the Department in relation to the exemption strategy, despite consistent enquiries by Council as to its status. SEPP (Housing for Seniors or People with a Disability) continues to apply within Hornsby Shire. The DOP has advised that the SEPP will remain in place until individual councils incorporate seniors living provisions into their Comprehensive LEPs.

A number of key findings and recommended planning responses from the Exemption Strategy are relevant to Council's Housing Strategy, as discussed below.

### **Needs Survey - Major Findings**

Council conducted a survey to identify the needs and housing preferences of residents within Hornsby Shire. Questionnaires were randomly distributed to 2000 residents across the Shire. Of those, 791 responses were received, a response rate of 40%.



A number of common themes were identified through the survey. Some of these themes include:

- A preference for residents to remain in their existing home as they age. Of the residents who wish to move, there is a preference to remain in the local area;
- A preference for small single storey dwellings that require less maintenance and contain small gardens and no stairs;
- Reasons for choosing the location of future homes include being in close proximity for family, friends and shops;
- In the preparation of a housing strategy for the provision of housing for older people and people with a disability there is strong support for the consideration of cost affordability, low maintenance housing, ease of access, safety and security and within walking distance to shops and transport;
- A preference for the provision of a range of alternative forms of housing for older people and people with a disability in the Shire and for housing to be affordable; and
- Support for older persons to remain within the community. This is seen as important as they are familiar with the area, have existing support networks and it provides a cross section of ages within the community.

## Adaptable Housing

Council's Exemption Strategy identified that 25% of older persons live in multi-unit housing. The number of persons with a disability living in multi-unit housing was unknown. The Adaptable Residential Accommodation element of Council's Access and Mobility DCP contains requirements to maximise the choice of residential accommodation for people with a disability. The provisions also facilitate aging in place by older residents. The element requires that for medium density multi-unit housing developments, 10% of dwellings should be adaptable. The element also requires that for medium/high and high density housing developments, 2% of the dwellings should be adaptable.

The Exemption Strategy identified an opportunity to increase the percentage of adaptable dwellings required within a multi-unit housing development to increase the provision of suitable housing for older persons and persons with a disability. Having regard to the Shire's aging population profile, the Strategy found that the number of older persons and persons with a disability who reside in multi-unit housing is likely to be in excess of 25% and that it was reasonable to increase the minimum requirement for the provision of adaptable dwellings in multi-unit housing to 30%. The Strategy found that this percentage of adaptable dwellings could be accommodated in future multi-unit dwellings and would encourage older residents to relocate from larger dwellings as they would have the benefit of knowing that they were able to age in place.

The findings and recommended planning strategies from Council's Exemption Strategy have been taken into consideration in the preparation of this Housing Strategy. Housing choice and the ability to "age in place" are important factors which have been incorporated into the recommended planning controls.

## 6.3 Review of Existing Housing Strategy Precincts

Councillors and staff visited existing Housing Strategy precincts to familiarise Councillors with built forms which have resulted from Council's multi-unit housing controls and to determine the preferred housing form and types for the new Housing Strategy.

The site inspections were undertaken on Friday, 20 July 2007. The following twelve (12) precincts were visited:

Table 8: Existing Housing Strategy precincts

Precinct Name	Zoning	Housing Form
Haldane Street, Asquith (1998 Housing Strategy)	Residential B	Townhouses
Pacific Highway, Berowra (1998 Housing Strategy)	Residential B	Townhouses
City View Office Park, Pennant Hills (1998 Housing Strategy)	Residential D	Multi-storey apartments
Derby Street, Epping (1998 Housing Strategy)	Residential B	Townhouses
Stevens Street, Pennant Hills (1998 Housing Strategy)	Residential C	3 storey walk-up flats
Formica Site, Thornleigh (1998 Housing Strategy)	Residential B	Townhouses
Ormond School Site, Westleigh (1998 Housing Strategy)	Residential A	Townhouses
College Crescent, Hornsby (1994 Housing Strategy)	Residential D	Multi-storey apartments
Pound Road, Hornsby (1998 Housing Strategy)	Residential D	Multi-storey apartments
Orara Street, Waitara (1994 Housing Strategy)	Residential D	Multi-storey apartments
Ingram Road, Wahroonga (1998 Housing Strategy)	Residential B	Townhouses
Ashley Street, Hornsby (1998 Housing Strategy)	Residential B	Townhouses

A questionnaire (Appendix 4) was completed by Councillors and staff in attendance on the inspection. Analysis of the questionnaire results is summarised below:

### Location/Planning context

Participants were asked to rate their satisfaction with the location of each precinct in the context of employment centres, walk ability, shopping facilities, parks and recreation facilities, health services, education facilities, and public transport opportunities. The high density precincts were rated most satisfactory in their location in the context of each criterion.

## Housing Form

Participants were asked to rate their satisfaction with a number of elements observed within each precinct. A mixture of medium, medium/high and high density precincts scored well in each housing form element (in particular Ormond School Site, Stevens Street and Orara Street).

## Height

Pacific Highway, Berowra and the Ormond School site scored highest in level of satisfaction for overall height of the precinct. Stevens Street, Formica site and Orara Street also scored well in satisfaction for overall height of precinct. All of the above, along with City View Office Park, scored well in satisfaction for height in relation to topography and height in relation to streetscape. City View Office Park and Ormond School Site scored highest in satisfaction of height in relation to solar access. Ashley Street precinct was lowest in satisfaction for all elements of height.

## Ratio of development to site area

Pacific Highway, Berowra, Ormond School site, and Orara Street scored highest for satisfaction in relation to ratio of development to site area. Ashley Street scored lowest in satisfaction.

## Open Space

Pacific Highway, Berowra, Ormond School site and Orara Street scored highest for satisfaction in relation to amount of private open space. Ashley Street and Derby Street scored lowest.

## Landscaping

Ormond School site and Orara Street scored highest in satisfaction in relation to amount of landscaped area. Pound Road and Ashley Street scored lowest. Pacific Highway, Berowra, Stevens Street, and Ormond School site scored highest in satisfaction in relation to the quality of landscaped area. Haldane Street and Pound Road scored lowest.

## Setbacks

Stevens Street and Ormond School site scored highest in satisfaction in relation to side setbacks. Derby Street and Ashley Street scored lowest. Pacific Highway, Berowra and Stevens Street scored highest in satisfaction in relation to front setbacks. Pound Road and Ashley Street scored lowest.

## Building separation

Orara Street and City View Office Park scored highest in satisfaction in relation to separation between buildings. Ashley Street precinct scored lowest in satisfaction in relation to building separation.

## Privacy

Ormond School site, Pacific Highway, Berowra, City View Office Park, and Orara Street scored highest in satisfaction in relation to privacy for occupants. Derby Street, Pound Road and Ashley Street scored lowest.

Stevens Street, Ormond School site and Orara Street scored highest in satisfaction in relation to privacy for adjacent development. Derby Street, Ashley Street, and College Crescent scored lowest.

## Aesthetics

Pacific Highway, Berowra and Ormond School site scored highest in satisfaction in relation to aesthetics. Ashley Street and Derby Street scored lowest.

## Roof forms

Pacific Highway, Berowra, Ormond School site and Orara Street scored highest in satisfaction in relation to roof forms. Ashley Street scored lowest.

## Vehicular access and parking

Stevens Street and Ormond School site scored highest in satisfaction in relation to provision of vehicular access. Ashley Street and Derby Street scored lowest.

Pacific Highway, Berowra, City View Office Park, Stevens Street, Ormond School site and Orara Street scored highest in satisfaction in relation to location of car parking. Derby Street scored lowest.

Participants were asked to nominate the three (3) features of each precinct that were most liked, and three (3) features most disliked. The following table summarises the responses.

Table 9: Questionnaire results – likes and dislikes

Precinct	Features most liked (%)	Features most disliked (%)
Haldane Street, Asquith	Height (26%) Roof Forms (15%)	Amount of landscaping (23%) Quality of landscaping (20%) Vehicular access (17%)
Pacific Highway, Berowra	Quality of landscaping (19%) Height (14%) Materials (11%)	Site coverage (15%) Solar access (15%) Amount of landscaping (15%) Location of car parking (15%)
City View Office Park, Pennant Hills	Height (19%) Building Separation (19%) Location of car parking (15%)	Amount of landscaping (17%) Quality of landscaping (17%) Aesthetics (17%)
Derby Street, Epping	Height (17%) Site coverage (17%) Building separation (10%)	Private open space (15%) Height (11%) Aesthetics (11%) Vehicular access (11%)
Stevens Street, Pennant Hills	Building separation (19%) Quality of landscaping (19%) Amount of landscaping (16%)	Privacy for occupants (22%) Private open space (17%) Solar access (17%)
Formica Site, Thornleigh	Height (15%) Site coverage (11%) Amount of landscaping (11%) Quality of landscaping (11%) Aesthetics (11%)	Colour (18%) Amount of landscaping (18%)
Ormond School Site, Westleigh	Building separation (17%) Quality of landscaping (13%) Site coverage (13%) Aesthetics (13%)	Front setbacks (25%)
College Crescent, Hornsby	Height (28%) Site coverage (20%) Building separation (16%)	Quality of landscaping (22%) Private open space (22%)
Pound Road, Hornsby	Height (25%) Site coverage (17%) Building separation (13%) Front setbacks (13%)	Aesthetics (20%) Amount of landscaping (12%) Building separation (12%) Private open space (12%)
Orara Street, Waitara	Amount of landscaping (22%) Height (16%) Building separation (16%)	Colour (31%) Aesthetics (19%) Front setbacks (13%)
Ingram Road, Wahroonga	Location of car parking (25%) Vehicular access (19%) Height (13%) Privacy for adjacent development (13%)	Aesthetics (20%) Materials (20%) Private open space (12%) Quality of landscaping (12%)
Ashley Street, Hornsby	Location of car parking (23%) Vehicular access (15%)	Aesthetics (15%) Topography (12%)

In summary, height was not listed as an issue of major dissatisfaction for any precinct. The amount and quality of landscaping affected satisfaction levels, as did building separation. Analysis of additional comments provided on the questionnaire clarified that underground parking was preferred to above ground parking and associated vehicular access. It was also noted that sympathetic colour schemes were an important component in achieving good outcomes within all precincts.

## Overall satisfaction

Ormond School Site, Westleigh was considered most satisfactory overall. The precinct scored well in all elements of housing form except front setbacks, which were considered unsatisfactory. However, it was acknowledged by Councillors and staff that the Ormond School Site was brownfield land, a large previously used development site. There are limited opportunities to replicate this form and design of housing elsewhere in the urban areas of the Shire due to the lack of other brownfield sites.

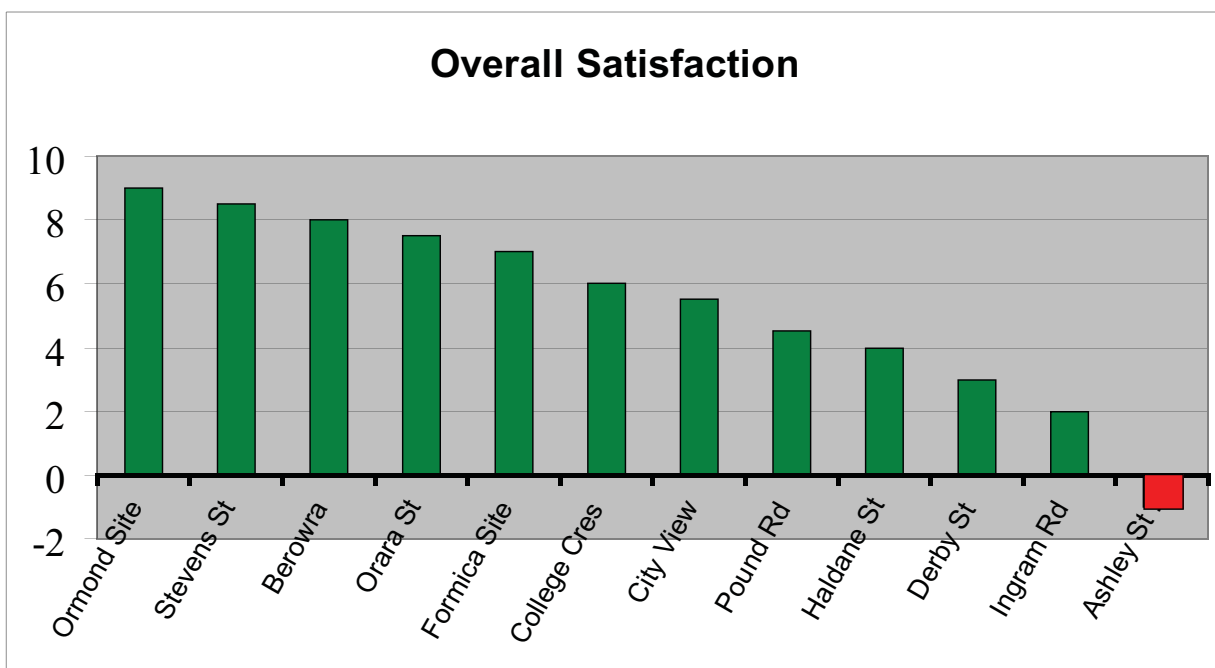


Of the remaining housing forms, the three storey form of Stevens Street was considered most satisfactory overall. The precinct scored well in all elements of housing form, except privacy and private open space, which were considered unsatisfactory.

The Ashley Street precinct was considered least satisfactory overall. The precinct scored poorly in all elements of housing form. Main areas of concern were topography and aesthetics.

The level of overall satisfaction for each of the precincts is illustrated in the graph below.

Figure 10: Overall Satisfaction of existing precincts



The results of the questionnaire illustrate that, notwithstanding height, satisfaction with built form was dependent on the amount and quality of landscaping, building separation, and underground carparking. It was acknowledged that the forms of housing observed within existing Housing Strategy precincts are limited to the three forms facilitated by the HSLEP, namely townhouses, three storey walk up flats and eight to ten storey apartments. However, there are other forms of housing occurring in surrounding local government areas. Ku-ring-gai Council's planning controls facilitate a five storey development form, which aims to provide quality landscaping and underground car parking at a scale compatible with surrounding development. Accordingly, the Housing Strategy Steering Committee agreed that five storey development should be considered in the current housing strategy as a potential housing form.

## Housing for all of us

Participants were asked whether each precinct would meet the needs of seniors, people with a disability and low income households (ie would the precinct be capable of providing "Housing for all of Us"). The responses have been tabulated below:

Table 10: Questionnaire results – housing for all of us

Precinct	Yes	No
<b>Haldane Street, Asquith</b>		
Seniors	83%	17%
People with a disability	73%	27%
Low income families	100%	0%
<b>Pacific Highway, Berowra</b>		
Seniors	91%	9%
People with a disability	73%	27%
Low income families	70%	30%
<b>City View Office Park - Pennant Hills</b>		
Seniors	90%	10%
People with a disability	80%	20%
Low income families	20%	80%
<b>Derby Street, Epping</b>		
Seniors	54%	46%
People with a disability	38%	63%
Low income families	33%	67%
<b>Stevens Street, Pennant Hills</b>		
Seniors	60%	40%
People with a disability	30%	70%
Low income families	75%	25%
<b>Formica Site, Thornleigh</b>		
Seniors	75%	25%
People with a disability	50%	50%
Low income families	0%	100%

Precinct	Yes	No
<b>Ormond School Site, Westleigh</b>		
Seniors	86%	14%
People with a disability	71%	29%
Low income families	0%	100%
<b>College Crescent, Hornsby</b>		
Seniors	25%	75%
People with a disability	17%	83%
Low income families	31%	69%
<b>Pound Road, Hornsby</b>		
Seniors	80%	20%
People with a disability	67%	33%
Low income families	36%	64%
<b>Orara Street, Waitara</b>		
Seniors	100%	0%
People with a disability	100%	0%
Low income families	50%	50%
<b>Ingram Road, Wahroonga</b>		
Seniors	70%	30%
People with a disability	44%	56%
Low income families	64%	36%
<b>Ashley Street, Hornsby</b>		
Seniors	13%	88%
People with a disability	13%	88%
Low income families	79%	21%





Haldane Street, Pacific Highway, Berowra, and Orara Street precincts scored positively (50% or greater) in all aspects of "Housing for all of us". Orara Street scored 100% for meeting the needs of seniors and people with a disability, and Haldane Street scored 100% for meeting the needs of low income families.

The Steering Committee considered the survey results and agreed upon a number of key findings concerning preferred housing types and forms for the Housing Strategy. These have been incorporated into the key findings (2 – 9) below.

## Analysis of existing planning controls - Key findings

1. In accordance with the findings of Council's Seniors Housing Exemption Strategy, the planning controls for the Housing Strategy should increase the minimum requirement for the provision of adaptable dwellings in multi-unit housing to 30% to encourage older residents to relocate from larger dwellings and enable them to "age in place".
2. Housing opportunities should be provided through a range of densities (medium, medium-high and high density) incorporating a mix of housing types, including a new form of five storey development not currently facilitated by the Hornsby Shire Local Environmental Plan.
3. Increased residential densities should be encouraged close to employment centres, pedestrian networks, shopping facilities, parks, service provision and public transport.
4. Medium density multi-unit housing should only be located in areas with opportunity for large site consolidation to maximise opportunities for landscaping, underground car parking and consolidated vehicular access.
5. Selection of precincts for multi-unit housing should include consideration of topography and aspect to maximise solar access and minimise cut and fill.
6. To minimise the visual impact of multi-unit housing, building controls should be introduced to ensure adequate setbacks, building separation and provision of quality landscaping.
7. The zoning of precincts for multi-unit housing should reflect the full development capacity of the precinct.
8. Precincts for multi-unit housing should avoid monotonous design elements and incorporate architectural design treatment to improve the aesthetics of the built form.
9. To ensure sympathetic colour schemes, building controls should incorporate colour palettes.



PART 7

# Stage 1

## Identification of centres

## Stage 1 - Identification of centres

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The first stage in selecting locations for multi-unit housing was to identify centres which would, or would not, be suitable for increased densities. The identification of centres was based on the following locational criteria. The criteria have been formulated from the 1998 Housing Strategy, the Metropolitan Strategy, and the North Subregional Strategy:

- Key principles (community needs/preferences, environmental constraints, infrastructure, housing types/forms)
- The existing housing choice in the area
- The need to provide more housing choice within the area
- How well the area is serviced with public transport infrastructure and community services
- The capitalisation (age and quality) of the dwelling stock within the area
- Its contribution to the concept of a compact city
- Focus residential development around centres
- Contain Sydney's urban footprint
- Ensure a majority of new dwellings are located within 30 minutes by public transport of a Strategic Centre
- Encourage increased densities in centres and transit nodes

## 7.1 Mapping of Transport Nodes and Commercial Centres

To apply the centre selection criteria, the commercial centres within Hornsby Shire were mapped by circles with various radii reflecting the centre types and notional radius identified in the draft North Subregional Strategy (see Table 2 in Chapter 3.5). Train stations were also mapped by circles with a radius of 800m, and proposed strategic bus corridors were indicated.

From these maps, the centres outside transit nodes were identified. The Steering Committee agreed that the centres outside transit nodes should be removed from further consideration at this stage, as they do not meet the selection criteria of encouraging increased densities in transit nodes, being well serviced by infrastructure and community services, and/or being located within 30 minutes by public transport of a Strategic Centre. The centres removed from further consideration included:

- Dangar Island;
- Wisemans Ferry;
- Berowra Heights;
- Berowra Waters;
- Dural;
- Galston;
- Hornsby Heights;
- Westleigh;
- Cherrybrook;
- Castle Hill;
- Malton Road, North Epping; and
- Plympton Road, Carlingford.

It was noted that the draft North Subregional Strategy discusses Franklin Road Station at Cherrybrook as a potential future centre and transit node. However, it was agreed that consideration of the area for multi-unit housing would be more appropriate as part of the next stage of the Housing Strategy when there is more certainty concerning the development of the station and the role and function of the possible centre. The NWM has subsequently been abandoned.

The following maps show the commercial centres within transit nodes which were considered for the provision of multi-unit housing. Wahroonga and Eastwood train stations are indicated on the maps as their pedestrian catchment includes land within Hornsby Shire. However, the commercial centres associated with Wahroonga and Eastwood are outside Hornsby Shire.

Figure 11: Centres inside transit nodes (north)

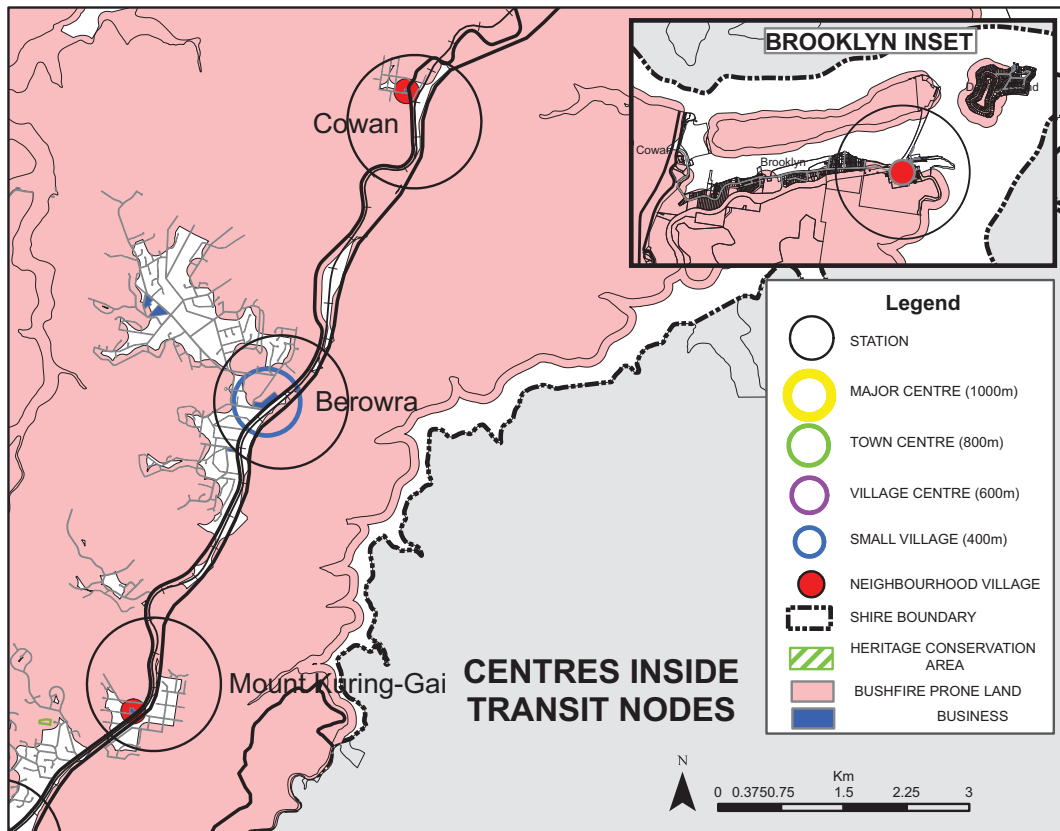


Figure 12: Centres inside transit nodes (central)

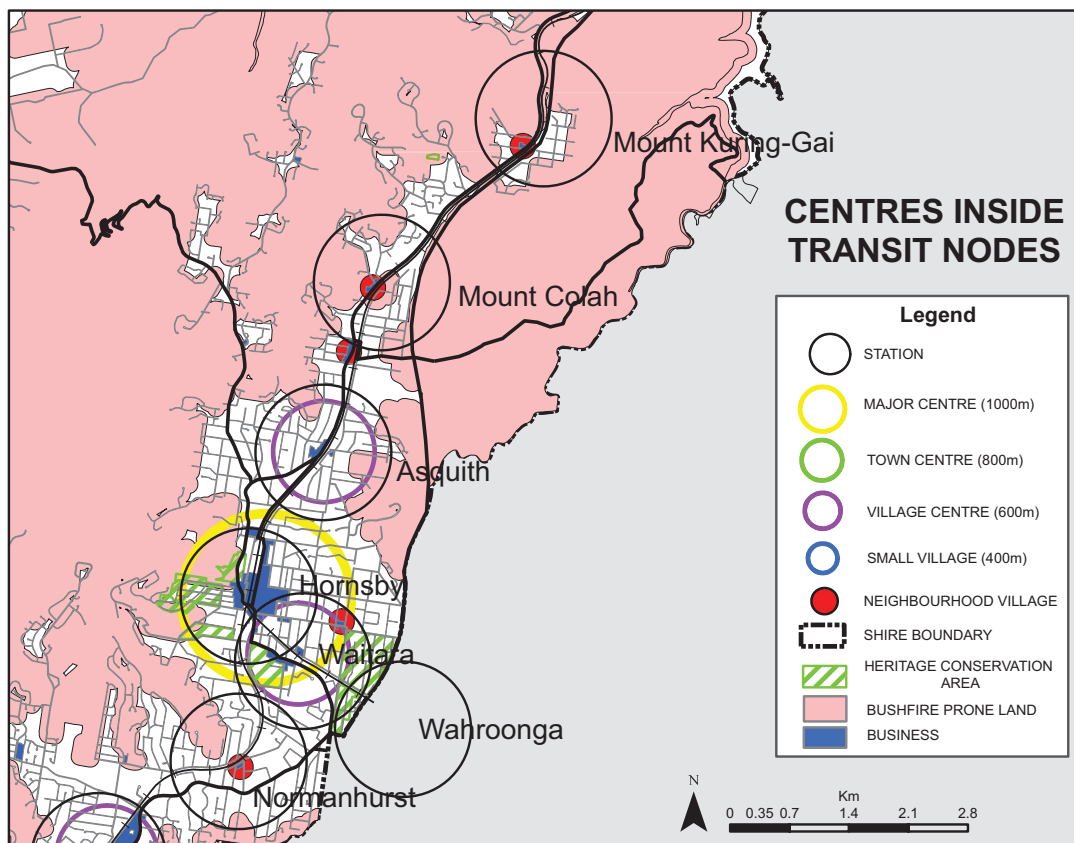
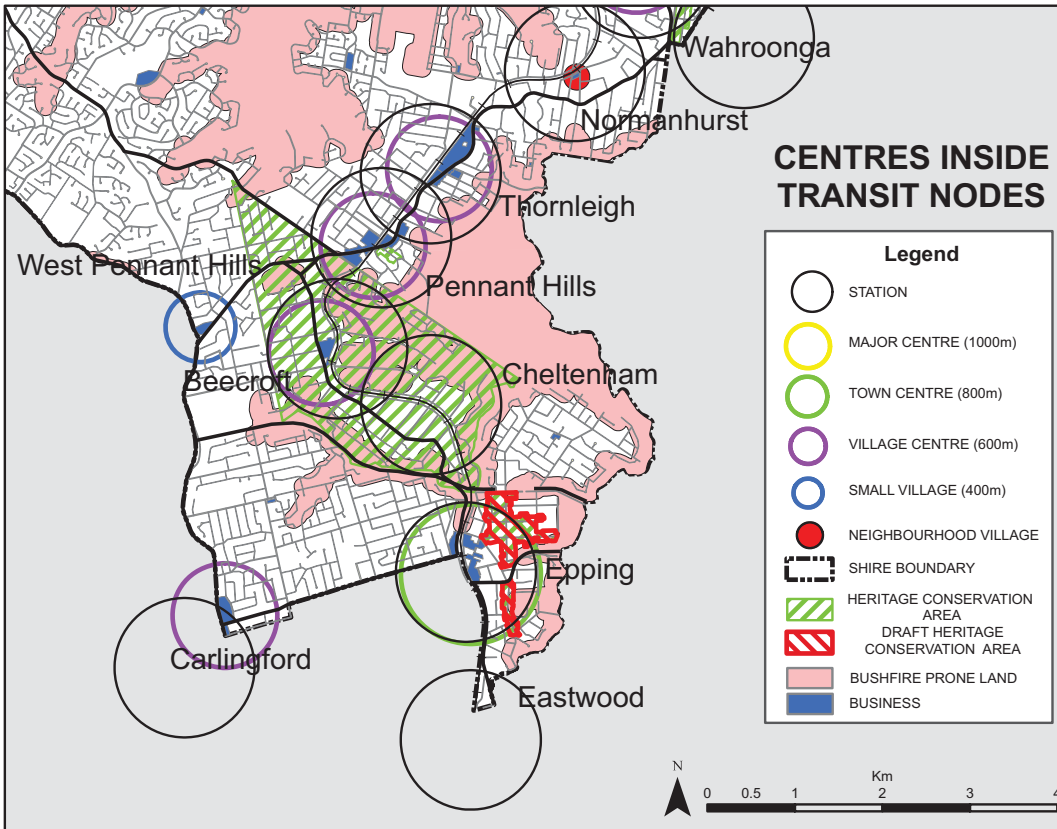


Figure 13: Centres inside transit nodes (south)



The attributes of each of the centres were discussed in terms of environmental constraints, heritage significance, capitalisation, proximity to health services and education facilities, access to a range of shops and services and other matters of known planning relevance. The Steering Committee noted that the draft North Subregional Strategy identifies Cheltenham as a Neighbourhood Centre. However, there is no commercial area within Cheltenham. The Steering Committee agreed that Brooklyn, Cowan, and Cheltenham should be removed from consideration for reasons outlined below.

Table 11: Centre attributes

Brooklyn	<ul style="list-style-type: none"> <li>• Limited future sewer capacity</li> <li>• Limited range of service and shops</li> <li>• Poor frequency of public transport</li> </ul>	<ul style="list-style-type: none"> <li>• Scenic constraints</li> <li>• Contains bushfire prone land</li> <li>• Environmental constraints</li> </ul>
Cowan	<ul style="list-style-type: none"> <li>• Limited range of service and shops</li> <li>• Low train frequency</li> </ul>	<ul style="list-style-type: none"> <li>• Contains bushfire prone land</li> <li>• No sewage system</li> </ul>
Cheltenham	<ul style="list-style-type: none"> <li>• Lack of Commercial Centre</li> <li>• Heritage Conservation Area</li> </ul>	<ul style="list-style-type: none"> <li>• Contains bushfire prone land</li> </ul>

Beecroft was also initially identified to be removed due to heritage considerations. However, after discussion, the Steering Committee agreed that Beecroft should remain for further consideration as it has good access to public transport and currently has a limited range of housing options. It was noted that care would be required to ensure protection of the heritage significance of the area.

In summary, the following 13 centres within transport nodes were identified as possible suitable locations for the provision of multi-unit housing:

- Berowra
- Mt Kuring-gai
- Mt Colah
- Asquith
- Hornsby
- Waitara
- Normanhurst
- Thornleigh
- Pennant Hills
- West Pennant Hills
- Beecroft
- Carlingford
- Epping



## 7.2 Sustainable Dwelling Range Analysis

For each centre identified for consideration for the provision of multi-unit housing, the next step was to review the quantity of existing housing. The number of additional dwellings likely to be obtained based on existing planning controls was added to the amount of existing housing stock, giving the current total dwelling capacity for each centre.

As discussed in Chapter 3.5, the draft North Subregional Strategy identifies a hierarchy of centres, with each centre type defined and assigned a notional radius to approximate the extent of influence associated with a centre. A typical dwelling range is also identified for each centre type. The dwelling range indicates the suggested number of dwellings required to sustain and support the particular centre type. The table below shows the minimum dwelling number suggested in the draft North Subregional Strategy, compared to the current dwelling capacity for each of the 13 centres identified for investigation for the provision of additional housing.

Table 12: Sustainable Dwelling Range Analysis

Centre	2004 Housing Stock + Estimated Growth	Sustainable Minimum Dwelling No.	Difference
<b>Major Centre</b>			
Hornsby Town Centre	8572	9000	-428
<b>Town Centre</b>			
Epping	1929	4500	-2572
<b>Stand Alone Shopping Centre</b>			
Carlingford Court	342	n/a	n/a
<b>Villages</b>			
Asquith	780	2100	-1320
Beecroft	609	2100	-1491
Pennant Hills	991	2100	-1109
Thornleigh	1133	2100	-967
Waitara	846	2100	-1254
<b>Small Villages</b>			
Berowra	323	800	-477
West Pennant Hills	182	800	-619
<b>Neighbourhood Centres</b>			
Mt Colah	670	150	520
Normanhurst	616	150	466
Mt Kuring-gai	500	150	151

The table demonstrates that the neighbourhood centres have adequate dwelling capacity to support sustainable commercial centres. However, there is a shortfall in dwelling capacity across other centre types. Hornsby Town Centre, Epping, Asquith, Beecroft, Pennant Hills, Thornleigh, Waitara, Berowra, and West Pennant do not have strategies in place to achieve the recommended minimum sustainable dwelling number. This Housing Strategy provides the opportunity to address the shortfall and provide additional housing choice consistent with the typical employment and servicing roles of each centre type. Additional housing will assist in the revitalisation and renewed economic sustainability of the commercial centres.

### 7.3 Review of Housing Choice

It is important to review, not only the existing dwelling stock and future capacity within each centre identified for additional housing, but also the type of dwelling stock currently available. The Dwelling Consumption Analysis prepared by Informed Decisions (discussed in Chapter 5.3) reviews the housing choice in each of the 13 centres proposed for consideration for multi-unit housing. The review is based on the observed and emerging housing consumption patterns in the suburb in which each centre is located, and includes suggested dwelling types for future housing within each centre. The report emphasises that these are suggestions only, based on observed demographic trends. Other considerations (such as affordability) may need to be taken into account when making decisions about appropriate housing forms.

Table 13: Review of Housing Choice

Centre	Dwelling Type
Hornsby	<p>Since 2001 Hornsby has experienced a significant increase in infants (0-4) and young families and significant growth of multi-unit housing. This suggests that regeneration is occurring and that existing housing policies are working well.</p> <p>Continue to provide a mix of multi-unit housing especially larger formats for young families and one-bedroom for students and young lone persons.</p>
Epping	<p>Since 2001 Epping has moved from a young family suburb to one of maturing families and early empty nesters. Some multi-unit development has occurred.</p> <p>Epping is early in the maturing cycle, therefore larger format multi-unit housing (2 and 3 bedroom) would be appropriate.</p>
Carlingford	<p>Carlingford has experienced a stable population indicating aging in place. Dwelling stock is dominated by separate dwellings with almost no alternative forms of accommodation.</p> <p>The largest emerging group are 70-84 year olds, which suggests smaller format multi-unit housing would be most appropriate (1-2 bedroom).</p>

Continued over →

Centre	Dwelling Type
Asquith	<p>Asquith has a stable population indicating aging in place. Over 30% of the population is “couples without children” and the largest emerging age group is 50–69 year olds, which suggests significant numbers of empty nesters are living in separate houses.</p> <p>There is very little alternative accommodation, which suggests larger format multi-unit housing (2 and 3 bedroom) would be appropriate.</p>
Beecroft	<p>Beecroft has a stable, mature family population. Almost 12% of the population are over 70 years old and largest emerging age group are 60-69 year olds.</p> <p>With almost no form of accommodation other than the separate house available, there may be demand for suitable accommodation for the elderly (2-bedroom).</p>
Thornleigh	<p>The population in Thornleigh has a younger skew, and is dominated by families, with growth in younger family households between 2001 and 2006. There is also growth in older age groups (60-plus).</p> <p>There has been significant growth in multi-unit housing, which suggests that regeneration is taking place. Continue with a housing policy that encourages older people to downsize.</p>
Pennant Hills	<p>The population in Pennant Hills is dominated by families and has a slightly younger skew. Growth in single parent families and lone person households suggests the need for appropriate accommodation for separating families (1-2 bedrooms).</p> <p>Significant development of multi-unit housing and a small increase in number of 0-4 year olds suggests that some regeneration is occurring. The largest emerging age group is 60-69 year olds suggesting a need for empty nester accommodation (2-3 bedrooms).</p>
Waitara	<p>The dominant dwelling stock in Waitara is multi-unit housing, with 4 times the proportion of flats and apartments than Hornsby overall and 4 times less the proportion of separate houses.</p> <p>Consequently, Waitara attracts young people (over twice the proportion of 25-34 year olds as Hornsby LGA) and old people (over twice the proportion of 85+ year olds than Hornsby LGA). The dominant household type is couples without children (over 40%).</p> <p>There has been significant growth in multi-unit housing between 2001 and 2006. A small increase in the number of 0-4 year olds suggests some young couples are staying to start their families.</p> <p>This will be an important Centre for housing the Shire’s elderly (both from Waitara and other suburbs) as well as young couples without children. It will provide a starting point for young couples to move into the area and get onto the housing ladder.</p> <p>Existing housing policies seem to be working well. It will be important to have sufficient 2 bedroom dwellings to meet the demand of both young couples and old lone persons.</p>
Berowra	<p>The population of Berowra is dominated by families, in particular, young families. However, Berowra has lost population, dwellings (caravans and cabins) and young families since 2001. The loss of affordable housing (caravan park) should be considered in the provision of multi-unit housing in this area.</p>

Continued over →

Centre	Dwelling Type
West Pennant Hills	<p>West Pennant Hills has a stable population dominated by families, in particular younger families. There are larger and growing proportions of 70+ year olds compared to the Shire.</p> <p>West Pennant Hills currently has few multi-unit housing options which suggests there may be demand for suitable accommodation for the elderly (2-bedroom).</p>
Mt Kuring-gai & Mt Colah	<p>Mt Kuring-gai was analysed in conjunction with Mount Colah due to small population sizes.</p> <p>The population of Mt Kuring-gai and Mt Colah is dominated by younger families. However the population is falling (especially 5-11 year olds and their parents).</p> <p>There are fewer elderly people than the rest of the Shire. The largest growth is in 60-69 age groups. There is almost no multi-unit housing currently available.</p> <p>It is an important area for young families to establish their housing career. There may be demand for affordable multi-unit housing for young couples, young families and empty nesters (2-3 bedroom).</p>
Normanhurst	<p>Normanhurst is dominated by family households, but a very high proportion, and growing number, of elderly, especially frail aged (85+ years).</p> <p>There has been significant development of multi-unit housing (over 100 dwellings since 2001). This seems to be having the desired effect of freeing up separate housing for families as there has been a small increase in the number of young families since 2001.</p> <p>This suggests that continued development of multi-unit housing suitable for the elderly (1-2 bedrooms) would be appropriate.</p>

The demographic trends identified by Informed Decisions provide an indication of likely future housing demand and assist in interpreting the implications of past and future housing strategies. Detached dwellings are the dominant form of housing in Hornsby Shire, with some areas having little or no alternative accommodation. The findings indicate that Council should continue to provide housing choice in the form of multi-unit housing to allow older residents to downsize, and to allow young couples or singles to enter the property market. Allowing older residents to downsize will also assist to free up detached dwellings for families.

## 7.4 Consultation with External Agencies

Following identification of centres and analysis of existing dwelling numbers and housing choice, it was appropriate to consult with relevant government agencies to identify potential opportunities and constraints to increased densities. Council notified thirty-six (36) government agencies (listed in Appendix 5) of the progression of the Housing Strategy and requested assistance in the identification of relevant opportunities and constraints within the general areas selected for consideration. The responses are summarised below.

### Department of Primary Industries

The Department of Primary Industries comments that any proposed expansion of residential uses within the Shire should protect the productive capacity of rural land to support primary industry, protect and improve water quality, and reduce the risk of land use conflicts.

The Housing Strategy promotes a concentrated housing form over a dispersed housing form to minimise impact on the environment including the environmental costs of infrastructure construction. By maintaining the existing boundaries of urban areas and identifying precincts within existing centres, the Strategy retains potentially productive agricultural and environmentally sensitive land.

### Department of Planning (Regional Team)

The DOP (Regional Team) comments that the locations proposed for consideration for multi-unit housing are consistent with the aims of the North Subregional Strategy. The DOP states that the Minister has expressed an interest in development and growth options for Epping to be investigated through a joint LEP and DCP for Epping Town Centre. The DOP therefore strongly advises that Epping should be deferred from the Hornsby Shire Housing Strategy.

Subsequent to the above advice, the Steering Committee agreed to defer Epping from consideration. The DOP has now commenced coordination of the Epping Town Centre Study, which aims to provide the strategic context required to deliver joint planning controls for the study area. A working group has been convened, comprising Hornsby and Parramatta Council representatives, and staff from RailCorp, Roads and Traffic Authority and Ministry of Transport. In accordance with the actions incorporated in the State Government's draft West Central and North Subregional Strategies, the Study will explore the potential for the Centre to accommodate increased residential and employment growth to fulfil its role as a Town Centre in the metropolitan context.

## Department of Housing

The Department of Housing comments that, to enable it to contribute towards meeting housing needs and improving housing affordability in the local community, it is critical that suitable sites are zoned to provide adequate opportunities for redevelopment. The Department advises that Council should have regard to the Housing Market Analysis prepared by the Department of Housing for the Hornsby Local Government Area.

This Housing Strategy has considered key housing issues identified by the Department of Housing, dwelling consumption patterns and existing housing choice. In the absence of direction through the State Government's Affordable Housing Framework, the Housing Strategy proposes to rezone precincts to enable the development of multi-unit dwellings of various dwelling sizes in locations which currently lack this form of housing, providing choice and affordability.

## Transport Infrastructure Development Corporation

The Transport Infrastructure Development Corporation (TIDC) comments that the then proposed North West Rail Link (NWRL) may include construction of a station at Franklin Road, which may act as a catalyst for potential residential and commercial development and provide an opportunity for increases in dwelling numbers. As discussed in Chapter 3, the NWRL was replaced by the North West Metro, which has now been abandoned.

Opportunities for additional dwelling provision at this location would be considered in a future Housing Strategy should the State Government commit to the progression of the Metro proposal for northwest Sydney in the future.

## Department of Planning (Land Management Branch)

The DOP Land Management Branch comments that it owns no properties within Hornsby Shire that could contribute towards assisting Council meet the housing targets set in the short term. The DOP notes that the future Franklin Road station site may offer longer term opportunities depending on the future design of the precinct.

## NSW Police – Eastwood Local Area Command

The Eastwood Local Area Command advises that break and enter offences usually occur within a 500 metre radius from train stations. Main hot spots for break and enter offences are Epping and Eastwood railway stations. It is suggested that any apartment buildings with basement car parks have high levels of security which can only be accessed by the tenants of the building. The New South Wales Police Force also recommends that all new developments adhere strictly to the principles of Safer by Design.

Safer by Design principles are currently incorporated in the crime prevention element of Council's multi-unit housing DCPs. Safer by Design principles are assessed by Council at development application stage.

## Rural Fire Service

The Rural Fire Service comments that certain development should be excluded in areas where the bushfire risk is high and environmental and access constraints cannot be overcome. As detailed in Chapter 7.1, bushfire prone land was avoided where possible in selecting potential centres for increased density. Bushfire risk considerations are also included in the evaluation of each of the potential precincts.

## Sydney Water

Sydney Water confirms that if Council's future urban development to 2031 is distributed largely within the Shire's existing developed areas around railway stations, it will be able to provide water and wastewater services in accordance with relevant regulatory requirements. Sydney Water provided specific comments in relation to sewage and water as outlined below.

### Sewage

Sydney Water provides wastewater services to the Hornsby area via Hornsby Heights, West Hornsby and North Head Sewerage Schemes. Sydney Water advises that sewerage services in Hornsby Shire currently meet the wastewater system performance standards of Sydney Water's Operating Licence and generally meet the requirements of the Sewage Treatment System (STS) Environment Protection Licences (EPLs) issued by the Department of Environment and Climate Change.

The areas selected for consideration for multi-unit housing are all sewered. Sydney Water advises that the existing wastewater systems and treatment facilities, with any necessary future capacity amplifications, will be able to sustainably service all future urban development, provided it is distributed largely within the existing residential areas clustered around the railway stations.

### Water

Sydney Water provides drinking water to the Hornsby area from the Prospect Water Filtration Plant via the Prospect North Delivery System. Hornsby Shire is serviced by five (5) reservoir zones: Beecroft, Wahroonga Elevated, Hornsby Heights Elevated, Berowra Elevated and Dural Elevated. Sydney Water advises that water supply in Hornsby Shire currently meets the water system performance standards of Sydney Water's Operating Licence. Sydney Water advises that the existing water systems, with any necessary future amplifications, will be able to sustainably service all future urban development, provided it is distributed largely around railway stations.

## Department of Aging, Disability & Home Care

The Department of Aging, Disability and Home Care identified departmental group homes in the Hornsby local government area.

## Department of Environment & Climate Change

The Department of Environment and Climate Change (DECC) supports the location of new residential development in close proximity to public transport nodes and existing centres, and the protection of rural and resource land. DECC advises that potential conflicts with noise, odour and air quality (from major roads and freight lines) should be avoided, as should bushfire prone land. Parking should be limited in areas close to public transport, and principles of water sensitive urban design and total catchment management should be encouraged.

## TransGrid

TransGrid is the owner, operator and manager of the majority of the high voltage transmission network in NSW. TransGrid comments that Council should consult directly with Energy Australia in the preparation of the Housing Strategy, who will assess the loading and distribution of infrastructure necessary to support future developments.

## Energy Australia

Energy Australia advises that it will ensure capacity is increased where required to meet demand. Energy Australia notes that Epping and Pennant Hills Zone Substations are approaching full capacity.

## Department of Lands (Crown Lands NSW)

The Crown Lands office of the Department of Lands comments that Crown land should not be an impediment to the selection of precincts, and that the physical attributes and locations of land, rather than ownership, should be considered when determining suitability for development.

As part of the selection of precincts for increased development, Council considered the opportunities and constraints of all lands within the Shire, regardless of ownership.



## Ministry of Transport

The Ministry of Transport comments that the Housing Strategy should consider the following key priorities in the State Plan:

- Increase public transport share of trips made to and from the Sydney CBD to 75% (Priority S6);
- Increase the journeys to work in the Sydney metropolitan region by public transport to 25% by 2016 (Priority S6);
- Increase the number of people who live within 30 minutes of a city or a major centre by public transport in Metropolitan Sydney (Priority E5); and
- Maintain current travel speeds on Sydney's major road corridors despite increase in travel volumes (Priority E7).

The Housing Strategy promotes a concentrated housing form, with development around centres within the Shire which are located on transport nodes. All of the precincts are located within 800m of either a train station or a major bus route or both; facilitating pedestrian access not only from the precinct to the services and facilities within the centre but also to, and from, the transport node.

## Department of Community Services

The Department of Community Services comments that infrastructure for human and social services are important for progressing an effective residential strategy. The Department recommends Council consider the appropriate provision of children's services in planning for the future needs of families in residential development, along with adequate, accessible and appropriate open space for active recreation.

Proximity of precincts to local open space and the walkability or grade of the access to local parks forms part of the criteria for precinct selection.

## NSW Health

NSW Health comments that it would be supportive of a significant strengthening of the major centre and enhancement of local centres through additional housing. NSW Health notes that noise and air pollution mitigation measures need to be considered, including appropriate setbacks to transport routes. NSW Health raises concern with the provision of adequate children's and youth services, and sporting and recreational space and facilities.

Access to aged person services, services for persons with a disability, as well as child and youth services were incorporated in the criteria for Council's precinct selection. Council's Community Services Branch advised that whilst areas of the Shire are serviced equally, it is generally acknowledged that travel is required in order to access these services. As such, proximity to public transport becomes the feature that facilitates social inclusion and access to

appropriate services. It is noted in the NSW Ministry for Transport's Accessible Transport Plan (2008) that major City Rail Station Infrastructure will be accessible by 2018, thus ensuring that all members of the community residing close to public transport can undertake public transport journeys with relative freedom.

As discussed previously, proximity of precincts to local open space and the walkability (travel distance and grade) of the access to the open space, are both included as criteria for precinct selection.

## **NSW Department of Education and Training**

The Department of Education and Training comment that there are 29 government primary schools operating in the Hornsby local government area, and 9 secondary schools. The Department comments that generation rates of children for new primary and secondary schools are usually significantly less for higher density housing than detached housing.

## **7.5 Consultation with Internal Divisions**

Consultation with internal divisions of Council was also vital to the identification of potential opportunities and constraints to increased residential densities. Each division of Council was consulted. The responses are summarised below.

### **Environmental Health and Protection Team**

Council's Environmental Health and Protection Team comments that water and sewer demands and energy demands, along with increases in greenhouse gases should be considered. The team notes that BASIX will assist regulate energy consumption.

### **Assets Branch**

Council's Assets Branch provides comments on stormwater issues for each centre. These comments have been incorporated into the precinct evaluation.

## Traffic & Road Safety Branch

The Traffic and Road Safety Branch provides preliminary assessment/traffic characteristics for each centre. The Branch notes that increasing population will increase demand for non peak period recreational travel, having implications for Pennant Hills Park, Berowra Waters and Brooklyn. The Branch comments that the Pacific Highway and rail infrastructure to the north have potential spare capacity.

Traffic considerations also form part of the detailed investigations undertaken at the precinct evaluation stage.

## Strategy Division

Council's Strategy Division comments that Hornsby Town Centre is more likely to benefit from development in the northern suburbs than from the south, and that residential development in centres should be balanced with employment growth, in particular office development.

## Bushland & Biodiversity

The Bushland and Biodiversity Team comments that increased densities can have impacts on Bushland reserves (run-off, weed invasion and recreation demand). Areas of Blue Gum High Forest and Turpentine-Ironbark Forest should be avoided from consideration for the provision of multi-unit housing.

Consideration of vegetation biodiversity and vegetation within each of the centres formed the basis of the Hornsby Urban Vegetation Mapping by GIS Environmental Consultants (discussed later in Chapter 9). The recommendations from the Urban Vegetation Mapping report formed part of the evaluation criteria used in the precinct analysis and selection.

The Bushland and Biodiversity Team also recommends that certain development should be excluded in areas where the bushfire risk is high and the impact of future mitigation works on adjoining bushland cannot be overcome. Bushfire prone land was avoided where possible in the selection of potential areas and centres for increased housing. Bushfire risk considerations are also included in the evaluation of each of the potential precincts.

## Property Development

The Property Development Team advises that increasing the population to the north should help retain spending in Hornsby Town Centre. The team comments that more expensive areas to the south may be less likely to realise redevelopment than the north, and that site consolidation should be encouraged, with redevelopment of existing strata developments avoided.

Council engaged an economic consultant to provide a development industry perspective to the preparation of the Housing Strategy. The consultant provided an economic demand analysis, including consideration of the market attractiveness of different housing forms, preferred location criteria and take up rates. The report is discussed further in Chapter 9.

## Water Catchments

The Water Catchments Team has assessed each centre based on water quality monitoring data and ranked the centres against each other. The water quality rankings have been incorporated into precinct evaluation.

## Parks and Landscapes

The Parks and Landscapes Team provides comments concerning the additional open space required to meet the recreational demand associated with the provision of additional housing under Council's Housing Strategy. The recreational needs of the 4,500 dwellings estimated to be achieved under Council's existing housing initiatives are addressed under Council's current Section 94 Contributions Plan.

The following table summarises the open space requirements for sportsgrounds, specialty parks and local parks associated with providing 2,600 dwellings to meet Council's obligations to the year 2016. The table also identifies the open space requirements associated with a further stage of the Housing Strategy to provide an additional 3,900 dwellings for the period 2017-2031.

Table 14: Open space facility requirements

Open space category	Facility requirements 2012-2016	Facility requirements 2017-2031	Total
Local park	6	10	16
Specialty park	2	3	5
Sportsground	2	3	5

The Parks and Landscapes Team has provided comments on the opportunities and constraints to providing additional sportsgrounds, specialty parks and local parks within the Shire as outlined below.

## Sportsgrounds

Sportsgrounds provide a Shire wide function. Accordingly, there is a nexus to any residential development within the Shire. In the shorter term of 2012 to 2016, there would be a requirement for 2 additional sportsgrounds to be provided of a minimum area of 4 ha each. It would not be possible to further upgrade any currently functioning sportsgrounds to fulfil this demand. However, though vacant land owned by Council and other government authorities such a demand may be met.

Any additional sportsground may be accessed from any proposed precinct. However, the accessibility of the sportsground would be maximised if centrally located in Hornsby, Thornleigh or Pennant Hills. The Leisure Strategic Plan (2002) and the Sports Facility Strategy (2006) both canvassed the available sites that are in public ownership with the potential to be developed as sportsgrounds. The best of these sites were incorporated into the Development Contributions Plan 2007/2011. However, there are two state high school sites included for upgrading to public sportsgrounds included in the Plan and it remains to be fully tested whether both of these sites can deliver on these expectations. If one fails in the design or approval process, this will mean that Council will have recourse to a site not included in the Development Contributions Plan.

The following vacant sites in Council ownership, not included in the Development Contributions Plan, have potential to be developed as sportsgrounds:

- Open space land at Old Mans Valley, Hornsby (1 or 2 sportsgrounds); and
- Open space land at Pacific Highway Cowan acquired by DOP and transferred to council ownership (1 sportsground).

There are further sites owned by State Government Authorities that appear to have potential for sportsground development though they are not currently designated for that purpose:

- Sydney Water land off Quarter Sessions Road, Thornleigh; and
- Former pony club land off Schofield Parade, Pennant Hills, now part of Berowra Valley Regional Park.

The Parks and Landscapes Team has also examined bushland sites that have sufficient level ground with the capacity for development as sportsgrounds. These sites are located within the remote areas in the west or north of the Shire and can mainly be accessed by roads that may not be capable of carrying the necessary traffic volumes. Past experience suggests that clearing bushland for sportsground development is unlikely to gain development consent.

## Specialty Parks

Specialty parks are parks that may be described as having sufficient area to carry a range of recreation facilities capable of attracting users from a Shire-wide catchment. The area needs to be a minimum of 2 ha. The population generated by the Housing Strategy 2012-2016 generates the need for a further 2 specialty parks.

The following existing park or Council-owned vacant open space may have capacity of further improvements to accommodate such needs:

- Crosslands Reserve Hornsby Heights; and
- Old Mans Valley Hornsby.

Other land with some potential to fulfil needs includes:

- The former pony club land off Schofield Parade, Pennant Hills, now part of Berowra Valley Regional Park; and
- The scouting association land off Orchard Street, Thornleigh. Local Parks

The Parks and Landscapes Team comments that it is essential to provide a nexus for any additional local parks with the proposed precinct. These parks should be well connected by pedestrian access within 400 metres of each precinct and should be evaluated with respect to the following:

- a) connectivity to existing open space;
- b) opportunities for embellishment of existing open space in the vicinity; and
- c) opportunities for acquisition of suitable lands in the vicinity for open space purposes.

The Housing Strategy Steering Committee considered five (5) options for the provision of open space including:

- a) acquisition of additional land,
- b) developing bushland areas for recreational purposes,
- c) using existing Council assets for recreation purposes,
- d) investigating the provision of alternate forms of recreation services, or
- e) continuing to embellish existing open space facilities.

It was acknowledged that construction and embellishment costs for utilisation of existing Council sites would be less than costs to acquire land within urban areas. It was agreed that Council should make best use of existing open space assets and that for the majority of proposed precincts, there is opportunity for embellishment of existing local parks through section 94 contributions.

To meet requirements for specialty parks and sportsgrounds, the Committee agreed that all options would need to be considered, including opportunity for embellishment through section 94 contributions and the possible use of Old Mans Valley. Council at its meeting on 16 July 2008 gave consideration to the future use of Hornsby Quarry and the Old Man Valley precincts and resolved that the two areas be utilised principally for public recreation and open space.

## 7.6 Selection of Centres

After analysis of sustainable dwelling ranges, review of housing choice, and consultation with external agencies and internal divisions, the original list of thirteen centres identified for the provision of multi-unit housing was refined, with Epping removed from consideration on advice from the DOP.

The Steering Committee agreed that the following 12 centres should be investigated as potential locations for the provision of multi-unit housing.

- Berowra
- Mt Kuring-gai
- Mt Colah
- Asquith
- Hornsby
- Waitara
- Normanhurst
- Thornleigh
- Pennant Hills
- West Pennant Hills
- Beecroft
- Carlingford

## Stage 1 : Identification of centres - Key findings

1. Additional housing will assist in the revitalisation of commercial centres, particularly Hornsby Town Centre, Epping, Asquith, Beecroft, Pennant Hills, Thornleigh, Waitara, Berowra and West Pennant Hills, which do not have strategies in place to achieve the recommended minimum sustainable dwelling number to support the centres.
2. Detached dwellings are the dominant form of housing in Hornsby Shire, with some areas having little or no alternative accommodation. Council should continue to provide housing choice in the form of multi-unit housing to allow older residents to downsize, and to allow young couples or singles to enter the property market. Allowing older residents to downsize will also assist to free up detached dwellings for families.
3. Key infrastructure providers have indicated that existing services, with any necessary future augmentation, will be able to sustainably service future development, provided it is distributed largely within the existing residential areas clustered around the railway stations.
4. Epping should be deferred from consideration for the provision of multi-unit housing as part of the Housing Strategy. The Department of Planning is coordinating the Epping Town Centre Study in conjunction with Hornsby and Parramatta Councils, RailCorp, Roads and Traffic Authority and Ministry of Transport.
5. Areas subject to environmental constraints, such as bushfire and significant biodiversity, should be avoided when considering potential locations for the provision of multi-unit housing.
6. Increasing population will increase demand for non peak period recreational travel, having implications for Pennant Hills Park, Berowra Waters and Brooklyn. The Pacific Highway and rail infrastructure to the north have potential spare capacity. However, detailed investigations and traffic modelling should be undertaken at precinct evaluation stage.
7. There is existing demand for local parks, specialty parks and sportsgrounds. Additional housing will increase the demand for these facilities.
8. The following 12 centres should be investigated as potential locations for the provision of multi-unit housing:
  - Berowra;
  - Mt Kuring-gai;
  - Mt Colah;
  - Asquith;
  - Hornsby;
  - Waitara;
  - Normanhurst;
  - Thornleigh;
  - Pennant Hills;
  - West Pennant Hills;
  - Beecroft; and
  - Carlingford.





PART 8

# Stage 2

## Selection of precincts

## Stage 2 - Selection of precincts

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After the identification of 12 centres suitable for consideration for the provision of multi-unit housing, the second stage in the selection process was to identify housing precincts within each centre. Housing forms were then identified for the selected precincts.

### 8.1 Selection Criteria – Potential Precincts

Potential precincts were identified on the basis of:

- Proximity to commercial centres;
- Proximity to transport nodes;
- Proximity to existing medium to high density multi-unit housing areas;
- Large, consolidated sites;
- Absence of bushfire prone land;
- Absence of heavy vegetation;
- Absence of heritage items and heritage conservation areas;
- Continuity of urban form;
- Grade/topography; and
- Logical boundaries/street interfaces.

The potential precincts were examined by the Steering Committee, which endorsed, deleted, amended the boundaries or identified new precincts for more detailed evaluation. At least one precinct from each of the nominated centres was identified for more detailed evaluation, except Pennant Hills, where no precincts were identified to be progressed at this stage.

The Steering Committee noted that Pennant Hills requires a consolidated approach and detailed masterplanning for the entire centre, which is outside the scope of the current Housing Strategy. Council's Manager, Traffic and Road Safety Branch advised that known traffic problems, including limited access, narrow streets, extensive commuter parking, intersection and road levels of services, and accident rates are severe limitations or prohibitions to increased residential density for precincts within Pennant Hills.

The preliminary traffic comments were based on accident statistics, local knowledge and current RTA restrictions. Notwithstanding that detailed traffic modelling had not yet been undertaken for the draft precincts, the Committee agreed that it was not appropriate to progress precincts to traffic modelling where initial indicators identify major traffic concerns or where the cost of likely traffic improvement works was disproportionate to the anticipated additional dwelling yield to be achieved. This was particularly relevant given that a large number of precincts were identified with minimal traffic concern and as such should be favoured. In addition to traffic constraints, development in Pennant Hills was also limited by the presence of heritage item(s) and remnant trees of the Endangered Ecological Community Blue Gum High Forest.

## Ku-ring-gai and Hornsby Subregional Employment Study

The Ku-ring-gai and Hornsby Subregional Employment Study (discussed in Chapter 3.5) was also considered as part of the precinct selection process. The Study provides the following comments and recommendations in respect of the centres selected for precinct consideration:

Table 15: Findings from Subregional Employment Study

Berowra	Berowra has 6,151 sqm of employment floorspace. The centre has a supply potential of 13,155 sqm. In light of forecast demand in the 2006-2031 period, the centre has an excess supply of 12,752sqm. This centre has floorspace supply potential more than ten times the demand forecast. Consideration should be given to reducing some of the supply capacity.
Mt Kuring-gai	Mt Kuring-gai shops has 1,114 sqm of employment floorspace. The centre has some small retail businesses and has potential floorspace supply of 486 sqm. In light of forecast demand in the 2006-2031 period, the centre has an excess supply of 469sqm.
Mt Colah	Mt Colah (station) has 1,502 sqm of employment floorspace. The centre has some small retail businesses and has potential floorspace supply of 438 sqm. In light of forecast demand in the 2006-2031 period, the centre has an excess supply of 301 sqm.
Asquith	Asquith has 7,402 sqm of employment floorspace. Within the centre the predominant land uses are big box retail (31%), Main Street Retail (21%). The centre has a supply potential of 13,610 sqm. In light of forecast demand in the 2006-2031 period, the centre has excess supply of 9,246 sqm.
Hornsby	Hornsby has a total of 419,696 sqm of employment floorspace. Hornsby centre has floorspace supply potential for 218,658 sqm. In light of forecast demand in the 2006-2031 period (including the accommodation of Subregional Strategy targets), the centre has excess supply of 33,592 sqm.
Edgeworth David Ave-Waitara	Edgeworth David Avenue, Waitara has 2,489 sqm of employment floorspace. The centre has floorspace supply potential of -12 sqm. This apparent existing shortfall is the result of some of the internal space of buildings not counting towards the floorspace in the FSR calculation under the existing controls. In light of forecast demand in the 2006-2031 period, the centre has a supply shortfall of 144 sqm. Given the very small supply-demand gap altering the planning controls for employment lands was not recommended.
Beecroft	Beecroft has 11,528 sqm of floorspace. The centre has supply potential of 10,301 sqm. In light of forecast demand in the 2006-2031 period, the centre has an excess supply of 6,441 sqm.

Continued over →

Normanhurst	Normanhurst has 1,770 sqm of employment floorspace. The centre has some small retail businesses and has a floorspace supply shortfall of 454 sqm. This apparent existing shortfall is the result of some of the internal space of buildings not counting towards the floorspace in the FSR calculation under the existing controls. In light of forecast demand in the 2006-2031 period the centre has a supply shortfall of 510 sqm. Given the very small shortfall, no adjustment to the planning controls for employment lands is recommended.
Thornleigh	Thornleigh has 63,204 sqm of employment floorspace. The centre has a floorspace supply shortfall of 5,361 sqm. This apparent existing shortfall is the result of some of the internal space of buildings not counting towards the floorspace in the FSR calculation under the existing controls. In light of forecast demand in the 2006-2031 period the centre has a supply shortfall of 8,992 sqm. The demand at Thornleigh is largely driven by growth in demand for office space at the centre. Increasing FSRs could address the demand supply gap.
West Pennant Hills	West Pennant Hills has 7569 sqm of employment floorspace. There is scope to accommodate future demand within existing controls. This centre has floorspace supply potential more than ten times the demand forecast. It is recommended that attention should be given to rezoning some of the existing employment land.
Carlingford Court	Carlingford Court has 45,499 sqm of employment floorspace. The centre has a supply potential of -3,024 sqm. This apparent existing shortfall is the result of some of the internal space of buildings not counting towards the floorspace in the FSR calculation under the existing controls. In light of forecast demand in the 2006-2031 period, the centre has a supply shortfall of 5,918 sqm.

Based on the findings of the Employment Study, the commercial centres above (with the exception of Carlingford Court, Asquith, Hornsby and Beecroft) were incorporated as mixed use portions of potential precincts, or as mixed use development precincts in their own right.

## 8.2 Housing Form – Potential Precincts

As discussed in Chapter 6.1, the HSLEP currently facilitates four forms of multi-unit housing, namely low density (typically detached/attached one and two storey dwellings), medium density (typically townhouses), medium/high density (typically three storey walk up flats), and high density (typically 8-10 storey apartments). However, this Housing Strategy considers a potential additional housing form which is currently being promoted as part of the Ku-ring-gai Housing Strategy.

### Ku-ring-gai Housing Strategy

The dwelling target for Ku-ring-gai Council under the draft North Subregional Strategy is 10,000 new dwellings by 2031. Ku-ring-gai Council anticipates that future development in Ku-ring-gai will be in a variety of forms. Multi-unit housing development is expected to increasingly become the dominant form of new housing with the implementation of Ku-ring-gai Council's Residential Development Strategy (RDS). Stage 1 of the Ku-ring-gai RDS identifies areas suitable for future multi-unit development, which are concentrated along the Pacific Highway/railway spine corridor and around the St Ives Town Centre. The housing will vary in scale from dual occupancy to multi-storey apartment buildings. Projections of additional dwelling stock, based on the capacity of the Stage 1 of the RDS area and expected trends in dwelling constructions, dual occupancies and Seniors Housing, are for 7,500 additional dwellings by 2026. Stage 2 of the Ku-ring-gai RDS is currently being prepared and proposes further multi-unit housing in the Town Centres of St Ives, Turramurra, Gordon, Lindfield, Pymble and Roseville.

The development of sites rezoned by the Minister under State Environmental Planning Policy (SEPP) No. 53 – Metropolitan Residential Development will also add to the stock of multi-unit housing in the Ku-ring-gai area. Under SEPP No. 53, six (6) sites were rezoned by the Minister along the Pacific Highway/railway corridor spine. Four (4) of the sites have either been constructed or had consent granted for multi-storey apartment buildings generally five storeys in height. This form of housing was identified by the Steering Committee to be considered as a potential housing form, as it is a smaller scale than the 8-10 storey built form with similar benefits such as the ability to achieve underground carparking and quality landscaped area.

### Identification of Housing Form

Recommended housing forms were identified for each precinct based on the following principles:

- Character of the area;
- Topography;
- Economic Feasibility;
- Relationship to adjoining residential development and surrounding landuses;
- Councillor preferences identified through the inspection of existing Housing Strategy precincts; and
- Councillor comments through Housing Strategy Committee workshops.

The following potential forms of housing were considered:



Haldane Street, Asquith

Medium Density Multi-Unit Housing  
 Floor space ratio 0.6:1  
 Typically townhouses



Stevens Street, Pennant Hills

Medium/High Density Multi-Unit Housing  
 Floor space ratio 1.2:1  
 Typically 3 storeys



Orara Street, Waitara

High Density Multi-Unit Housing  
 Floor space ratio 1.6:1 to 2:1  
 Typically 8 - 10 storeys



Cnr Pacific Hwy & Munderah St, Wahroonga (Ku-ring-gai LGA)

High Density Multi Unit Housing  
 Floor space ratio 1.5:1  
 Typically 5 storeys

The Steering Committee agreed that to maximise opportunities for housing close to transport nodes and commercial centres, high density housing is required. Five storey housing is the preferred form of multi-unit housing for the majority of the identified precincts. It allows a higher density of housing and an appropriate built form which can achieve underground carparking and quality landscaped area, while being a smaller scale than the 8-10 storey form currently facilitated by Council's planning controls.

The housing form proposed for the commercial centres included as, or as part of, identified precincts is at least 5 storeys. Asquith Commercial Centre and part of Thornleigh Commercial Centre (on the eastern side of Pennant Hills Road) have not been identified as Housing Strategy precincts. However, Asquith Commercial Centre is permitted, under current planning controls, to be developed up to 5 storeys consistent with the Bouvardia Street precinct identified adjacent to it. Thornleigh Commercial Centre, which adjoins the Station Street precinct (proposed for 5 storey development), currently has a height limit of 3 storeys. However, the draft Ku-ring-gai and Hornsby Subregional Employment Study identifies that the Thornleigh centre has a shortfall of employment floorspace which could be addressed through increases to floor space ratio. It is likely that consideration of an increase in height and floor space ratio will be undertaken as part of the implementation of the findings of the Subregional Employment Study.

## Stage 2 : Selection of precincts - Key findings

1. In accordance with the findings of the Ku-ring-gai and Hornsby Subregional Employment Study, residential development should be promoted within Berowra, Mount Kuring-gai, Mount Colah, Waitara, Normanhurst, Thornleigh, West Pennant Hills, and Carlingford commercial centres, to assist in the revitalisation of the centres.
2. Pennant Hills requires a consolidated approach and detailed masterplanning for the entire centre, which is outside the scope of the current Housing Strategy. Traffic, biodiversity and heritage constraints severely limit or prohibit increased residential density for precincts within Pennant Hills.
3. The following potential housing forms should be considered for identified precincts:
  - Medium Density Multi Unit Housing (typically townhouses);
  - Medium/High Density Multi-Unit Housing (typically 3 storey);
  - High Density Multi-Unit Housing (typically 5 storeys); and
  - High Density Multi-Unit Housing (typically 8-10 storeys).
4. Five storey housing should be promoted as the preferred form of multi-unit housing for the majority of the identified precincts.





PART 9

# Stage 3

## Evaluation of precincts

## Stage 3 - Evaluation of precincts

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The final step in the process was precinct evaluation. An evaluation of each precinct was undertaken, including area, number of properties and dwellings, zonings, land uses, existing forms of housing, capitalisation, surrounding land uses, ownership patterns, amalgamation potential, heritage, proximity to services, environmental constraints, infrastructure, traffic, urban design, and economic and social issues. The evaluation was undertaken in-house by Council's Town Planning Services, Traffic and Road Safety, Parks and Landscapes, Assets, Economic Development, Property Development and Community Services Branches. Four (4) consultants were engaged to assist with Environmental, Economic and Urban Design Analyses and Traffic Modelling. The findings of the consultant studies are outlined below.

### 9.1 Environmental Analysis

GIS Environmental Consultants were engaged to prepare vegetation mapping for each precinct and identify significant trees and biodiversity. The investigation and mapping included the identification of Critically Endangered or Endangered Ecological Communities (EECs) under the Threatened Species Conservation Act 1994. In particular, Blue Gum High Forest, Sydney Turpentine Ironbark Forest, remnant trees of the above communities, habitat or potential habitat for threatened flora and fauna, and remnant trees with corridor values. The Vegetation Mapping Report identified for each precinct:

**Significant Trees** – prominent, visual/aesthetic, remnant vegetation, scientific or of botanic importance;

**Biodiversity Value** – presence of significant features such as hollows, glider marks, Casuarina, termite mounds, corridor value, EECs; and

**Potential Biodiversity Value** – possible presence of an EEC or other ecological value.

The vegetation mapping was a consideration in the evaluation of precincts. Where the presence of significant trees and biodiversity value was a prohibition or severe limitation to increased residential development, precincts were excluded from further consideration.

## 9.2 Economic Analysis

Jones Lang LaSalle was engaged to provide a development industry perspective to the preparation of the Housing Strategy. The consultant provided an economic demand analysis, including consideration of the market attractiveness of different housing forms, preferred location criteria and take up rates. The consultant also addressed the economic feasibility of housing provision, including advice in relation to the type and density of development required to ensure that redevelopment of existing low density residential housing stock is economically feasible.

The Economic Analysis identified that the economic environment in Hornsby Shire is consistent with the economic climate generally, and that the viability of housing development is low across many local government areas. However, the economic viability of housing in Hornsby Shire is not as low as some areas within the Sydney Metropolitan area.

The viability of development for potential precincts was determined by an analysis of the likely dwelling yield for each precinct based on various housing densities. Sale prices were then reviewed to determine the likely value of each development type. Construction costs were deducted to determine how much a developer can likely pay for a site within each of the potential precincts. This was compared to current sales prices within the precincts to determine the level of feasibility (ie. If the price a developer can afford to pay for a development site is less than the current market price for land, the economic viability of the precinct is low).

The relative viability of precincts was combined with other factors such as capitalisation, ownership and development potential to develop a financial model capturing the variables which affect viability. The model was based on a 100% take-up rate and as such, there are no precincts which are not viable. The model ranks viability from high to low and highlights the median score (midway point) as a cut off for priority precincts (ie. the precincts which are most viable). The viability ranking was a consideration in the evaluation of precincts.

### 9.3 Urban Design Analysis

Brett Newbold Urban Planning was engaged to provide urban design input into the preparation of key principles diagrams for precincts proposed to be rezoned for higher density multi-unit housing. The consultant was also requested to prepare draft development control guidelines for precincts to be rezoned for five storey multi-unit housing (a form not facilitated by Council's current planning controls).

The urban design consultant was requested to confirm that the recommended height and form of housing for each precinct was appropriate, from an urban design perspective in the context of the precinct. The urban design consultant provided comment and recommended amendments where relevant concerning housing form. Recommendations included amendments to precinct boundaries, changes to housing form, and removal of precincts from consideration. The one precinct proposed for progression in Beecroft was removed from consideration based on a recommendation from the urban design consultant concerning topography, heritage items, landscape character, and dimensional constraints of allotments.

The draft development control guidelines prepared by the consultant for five storey multi-unit housing (Volume 2) are based on two development types occurring within the precincts, residential or mixed use development. The urban design consultant recommends that floor space ratio not be used as a control, as it does not include many elements that affect scale or bulk (parking levels above ground, pitched roofs and parapet walls, which can contribute to the bulk of a building). The draft development control guidelines have been written as a series of controls that have a direct influence on compatibility with character and amenity of existing neighbourhoods, conservation of existing vegetation, and the scale and bulk of building forms.

Figure 14: Excerpt from Urban Design Analysis



## 9.4 Traffic Modelling

In February 2008 the Traffic and Road Safety Branch commenced updating the Shire Transport model for the purpose of evaluating the traffic impacts of the proposed housing strategy. The primary objective of the model is to produce road network flows that will be used to:

- Assess the traffic impacts of the Housing strategy; and
- Review the opportunities and requirements for road infrastructure improvements.

An important aspect of the project was the collection of suitable and accurate data on current travel patterns and habits that can be used to develop the transport model, in particular the travel demand forecasting component. Key data comprised of comprehensive datasets obtained from roadside interviews, household interviews and other associated transport related surveys conducted by the Transport Data Centre. Additional data in the form of turning movement counts and pneumatic traffic counts were also obtained by Council for calibration and validating the transport model.

In order to model traffic flows and traffic operations, it was necessary to select a representative time period to be used as peak period common to all junctions within the road network, and then model the traffic in the Shire road network for that specific period. The AM and PM Peak traffic conditions in Sydney generally occurs between 7:00 - 9:00 am and 4.00 – 6.00 pm respectively. For the purpose of modelling Journey to Work travel, the intensity of trips during the AM peak period is considered to be higher than the PM peak period due to the requirement of commuters to report to work by a certain time. Based on results of traffic counts undertaken during the morning peak period at strategic locations throughout the Shire, the peak hour occurring between 7.00 – 8.00 am was selected to be a representative time period or snapshot of the transport model for Hornsby Shire. The selection of this period is also based on the fact that the intensity of trips during the PM peak period is more widely spread as commuters tend to leave work either early or late in the afternoon in order to avoid the general peak traffic congestion.

Having regard to the dispersed nature of land use and employment centres in the Sydney region, the transport model developed had to consider the area-wide, or broader impacts, of travel in the Shire.

The Shire Transport Model that was developed comprises of four different planning horizons (i.e. being 2008 for the Base Year, 2011, 2016, and 2021 for future years). The results of the model indicate that correlation between observed and modelled flows is within the acceptable range. The model is therefore considered to be a suitable tool for evaluating the traffic impacts of the proposed Housing Strategy.

Based on review of the Base Year Transport Model, roads to the north of Hornsby CBD generally have sufficient capacity to absorb modelled traffic flows. Roads to the south of Hornsby CBD particularly the main arterial roads (i.e. Pennant Hills Road, Beecroft Road, Castle Hill Road, Carlingford Road and New Line Road) generally experience congestion during peak periods. It is however noted that based on carriageway level of service criteria for reviewing operating conditions at mid block sections, traffic volumes along most of the arterial roads is considered to be within the acceptable range as there is sufficient 'theoretical capacity' to absorb modelled traffic flows. The congestion experienced at mid block sections of busy arterial routes is often created by queuing and junction overflow upstream. This aspect of traffic congestion has necessitated a split-level modelling approach by using another module of the transport model (micro-simulation) to visually illustrate the friction caused by intersection and upstream bottlenecks.

The cumulative AM peak traffic generation (vehicular trips per hour) of all precincts earmarked for additional dwellings under the current proposed housing strategy is in the order of 1,454 outbound trips and 161 inbound trips. The projected additional trips are based on current travel patterns and trends. The actual numbers of trips that will be generated in future are likely to be lower if recent trends towards higher public transport usage continue as a result of higher petrol prices.

If the proposed Housing Strategy is realised at its full potential, the most significant traffic increase will be in Asquith and Waitara where up to 375 vehicles per hour (vph) and 217 vehicles per hour respectively will be generated during the morning peak period. Morning peak hour trips that will be generated in Normanhurst, Thornleigh and Carlingford are in the order of 178, 152 and 165 vph respectively. Up to 128 vph will be generated in Mt Colah. Berowra will generate up to 109 vph. All other centres that are earmarked for additional housing in the current strategy will generate less than 60 vph.

The projected trips were used to develop the future year trip matrices which were subsequently run in the Transport Model to produce future traffic flows. Apart from improvements that will be required at certain locations, on a global scale, the overall traffic impacts of additional housing is minimal since the projected trips will not be concentrated in one area simultaneously but will be generated over a ten year period (i.e. being the time frame for the proposed housing strategy) in centres across the Shire that already have a well developed network of roads. Most of the improvements that will be required will be at critical junctions and along sections of the main road network where existing traffic volumes are already approaching unstable flows.

## 9.5 Estimated Dwelling Yields

Once the precincts and recommended housing forms were identified, and evaluation of each precinct completed, dwelling yields were able to be calculated. The estimated dwelling yields for the medium, medium/high and high density multi-unit housing forms are based on the dwelling yields applied under the 1998 Housing Strategy as follows:

Table 16: Estimated Dwelling Yields

Housing Form	Yield (dwellings/ha)
Medium Density (townhouses)	55
Medium/High Density (3 storey)	65
High Density (8-10 storey)	90

The 1998 Housing Strategy estimated that a total of 1,166 multi-unit dwellings would be provided over a five year period within the eight short to medium term housing precincts rezoned in July 1999. As at 30 June 2004, 1,013 dwellings, approximately 87% of the dwellings forecast, had been achieved by way of occupation, construction or approval by Council. Based on recent dwelling approval rates, it is apparent that dwelling yields within the precincts will actually be greater than the 1998 total dwelling estimates. Under revised projections, a total of 1,577 multi-unit dwellings are estimated as being achievable in the precincts. Accordingly, it is likely that there will be an additional 411 dwellings achieved.

Individually, the precincts are at varying stages of completion. Of note, the forecast dwelling yields have been exhausted in the two precincts located within Pennant Hills. Both of these precincts achieved more dwellings than were initially anticipated, with a combined total of 206 dwellings achieved, compared with the theoretical estimate of 103 dwellings as was forecast.

A review of the HSLEP and the Medium, Medium/High and High Density Multi-Unit DCPs was undertaken to determine the appropriateness of applying the 1998 Housing Strategy theoretical yields referenced above, the new precincts.

### Medium Density Multi-Unit Housing

The HSLEP specifies a maximum floor space ratio (FSR) of 0.6:1 for the Residential B (Medium Density) zone. The Medium Density Multi-Unit Housing DCP applies to Residential B zoned land and promotes two and three storey townhouse development.

The DCP contains a variable density standard based on the size of the proposed dwelling, ranging between 40 and 100 dwellings/ha. The standard equates to 100m<sup>2</sup> per small dwelling (<55m<sup>2</sup>), 150m<sup>2</sup> per medium dwelling (55-84m<sup>2</sup>), 210m<sup>2</sup> per large dwelling (85-125m<sup>2</sup>) and 250m<sup>2</sup> per extra large dwelling (>125m<sup>2</sup>). The standard used to determine the theoretical dwelling yields for the medium density multi-unit housing precincts under the 1998 Housing Strategy of 55 dwellings/ha, provides for a mix of dwelling sizes. The yield of 55 dwellings/ha is within the lower range of densities estimated under Council's planning controls and accordingly provides a conservative dwelling estimate when applied to the current housing strategy.

## Medium/High Density Multi-Unit Housing

The HSLEP specifies a maximum FSR of 1.2:1 for development within the Residential C (Medium/High Density) zone. The Medium/High Density Multi-Unit Housing DCP applies to Residential C zoned land and promotes three storey walk-up residential flat development.

The DCP contains a variable density standard based on the size of the proposed dwelling which range between 67 and 200 dwellings/ha. The standard equates to 50m<sup>2</sup> per small dwelling (<55m<sup>2</sup>), 75m<sup>2</sup> per medium dwelling (55-84m<sup>2</sup>), 110m<sup>2</sup> per large dwelling (85-125m<sup>2</sup>) and 150m<sup>2</sup> per extra large dwelling (>125m<sup>2</sup>). The standards used to determine the theoretical dwelling yields for the medium/high density multi-unit housing precincts under the 1998 Housing Strategy of 65 dwellings per hectare, are below the lower range of estimated densities under Council's planning controls. As such the theoretical yield of 65 dwellings per hectare provides a very conservative estimate when applied to the current housing strategy.

## High Density Multi-Unit Housing

The HSLEP specifies a maximum FSR of 1.6:1 for development within the Residential D (High Density) zone. The HSLEP also specifies a maximum floor space ratio variation of between 2:1 and 4:1 for a number of housing precincts, where proposals meet specified requirements. The High Density Multi-Unit Housing DCP applies to Residential D zoned land and promotes multi-storey apartments. Unlike the Medium and Medium/High Density Multi-Unit DCP, the High Density DCP does not contain density standards relating to dwellings/ha.

The DOP's development guidelines, "Residential Development Controls - Volume 6" for High Density Multi-Unit Housing (Over Four Storey) provide for development outcomes with a maximum floor space ratio (FSR) of 1.8:1. The Guidelines provide the best determinant for dwellings/ha as they have a similar FSR to Council's planning controls. The Guidelines contain a variable density standard based on the size of the dwelling, ranging between 125 and 286 dwellings/ha. The standard ranges from 35m<sup>2</sup> per small dwelling (<55m<sup>2</sup>) to 55m<sup>2</sup> per medium dwelling (55-84m<sup>2</sup>). The standards used to determine the theoretical dwelling yield for the high density multi-unit housing precincts under the 1998 Housing Strategy, of 90 dwellings per hectare, is below the range of densities under the DOP's best practice guidelines. As such the theoretical yield of 90 dwellings per hectare provides a very conservative estimate.



In summary, the standards used to determine the theoretical dwelling yields for the precincts under the 1998 Housing Strategy are either below, or within the lower range, of yields estimated under Council's planning controls and the DOP's best practice guidelines. As such, the theoretical yields provide a conservative and attainable estimate when applied to the current housing strategy.

## Five Storey Development yields

In addition to medium, medium/high and high density development under Council's existing DCPs, five storey development has been included in the current housing strategy as a potential housing form. Five storey development is not a housing form which has been previously facilitated by Council's LEP or DCPs. In considering the development outcome anticipated to be achieved for this form of housing, an analysis of recent development outcomes observed within the Ku-ring-gai Local Government Area was undertaken. Consideration of the per hectare dwelling yield for five storey development approved within Ku-ring-gai Council since 2004 confirms that an average yield of 91.6 dwellings/ha has been achieved, with a range between 81-180 dwellings/hectare.

A yield of 75 dwellings per hectare has been applied in respect of five storey development for the current Housing Strategy. This rate is consistent with the form of housing which is intended to be pursued within Hornsby and provides a transitional density in respect of yield and building form between the three storey housing form (65 dwellings/ha) currently permitted within the Residential C zone and the eight to ten storey housing form (90 dwellings/ha) currently permitted in the Residential D zone.

## Land Capability

Dwelling yields for the 1998 Housing Strategy were calculated by multiplying the area of the precinct by the applicable per hectare dwelling yield standards. The estimates for some precincts were then adjusted for:

- the existence of existing multi-unit housing developments unlikely to be redeveloped (ie. the Pound and Ashley Street precincts); and
- environmental constraints.

Under the current Strategy, a more thorough approach has been utilised to determine useable land within precincts. Detailed assessments of each of the preliminary precincts have been completed. The assessment included an evaluation of the precinct's characteristics, including area, number of properties and dwellings, zonings, land uses, existing forms of housing, capitalisation, surrounding land uses, ownership patterns, amalgamation potential, heritage, proximity to services, environmental constraints, infrastructure, traffic issues, transport matters and design issues.

The evaluation also includes the mapping of vegetation within each of the preliminary precincts, including identification of threatened flora species. This mapping exercise enabled those precincts which were extensively constrained by significant vegetation, to be either amended, in terms of the precinct boundary, or removed from further consideration.

The detailed evaluation process has enabled precincts with severe constraints fatal to increased residential development (ie lower land capability), to be excluded from further consideration for increased housing. The remaining precincts, from which the final precincts will be progressed, have minimal constraints which would otherwise reduce overall dwelling yields.

### Take-Up Rates

As discussed above (Chapter 9.2), Council engaged Jones Lang LaSalle to undertake an Economic Development Analysis. The report identifies the relative economic feasibility of development within each precinct and the relative feasibility of the various housing densities in each precinct. Medium, medium/high, five storey and high density development outcomes were all included within this analysis. The feasibility report has been modelled to achieve 100% take-up rates, based solely in response to economic feasibility as the major driver.

Although an 87% take-up rate has been observed for development under the 1998 Housing Strategy, and the Jones Lang LaSalle report indicates 100% take-up on the basis of economic feasibility, the progression of precincts under the current Housing Strategy is proposed on the basis of a conservative 80% take-up rate. An 80% take-up rate, in combination with conservative dwelling yield estimates, is an appropriate response to a range of potential issues associated with precinct consolidation, as well as property owners who may have no desire to sell their home regardless of economic incentive.

The conservative estimate of dwelling yields likely to be achieved for the housing precincts and high take up rate minimises the potential for Council to have to rezone additional precincts to meet the ten year housing targets.

### Confirmation of Yields from the Department of Planning

Confirmation was sought from the DOP concerning the appropriateness of the dwelling yields to be relied upon under this Housing Strategy. The DOP has reviewed the yield assessment presented above and provided a response by letter dated 17 September 2008. The DOP advised it is satisfied that the yield assessment has been undertaken on a sound basis, and is able to meet the broad strategic goals established under the Metropolitan Strategy and draft North Subregional Planning Strategy. The DOP has confirmed that the use of historical yields and the economic feasibility work demonstrate that the proposed yields will be achieved by landowners and developers over time.

## 9.6 Summary of Evaluation

The evaluation of precincts resulted in some precincts being removed from consideration due to constraints which prohibited or severely limited increased residential development. The precincts excluded from further consideration included the one precinct identified in Beecroft, reducing the total number of centres to 10.

The Steering Committee endorsed the following 25 precincts within 10 centres throughout the Shire. The estimated dwelling yield is 3,126 new dwellings, which is 20% above the 2,600 dwelling required for this Housing Strategy, and allows for an 80% take-up rate.

Precinct	Housing Form	Estimated Dwelling Yield
Berowra Waters Road, Berowra	5 storey	74
Goodwyn Road, Berowra	5 storey	59
Rickard Road, Berowra	3 storey	37
Berowra Commercial Centre, Berowra	5 storey	119
Mt Kuring-gai Commercial Centre, Mt Kuring-gai	5 storey	21
Mt Colah Commercial Centre, Mt Colah	5 storey	130
Pacific Highway, Mt Colah	5 storey	167
Lords Avenue, Asquith	5 storey	243
Royston Parade, Asquith	5 storey	66
Baldwin Avenue, Asquith	townhouses	92
Stokes Avenue, Asquith	townhouses	39
Jersey Street North, Asquith	5 storey	125
Hyacinth Street, Asquith	3 and 5 storey	260
Bouvardia Street, Asquith	5 storey	114
Pacific Highway, Asquith	5 storey	53
Belair Close, Hornsby	5 storey	75
Balmoral Street, Waitara	5 storey	424
Park Avenue, Waitara	8 – 10 storey	109
Palmerston Road, Waitara	5 storey	26
Normanhurst Road, Normanhurst	5 storey	183
Buckingham Avenue, Normanhurst	5 storey	126
Station Street, Thornleigh	5 storey	130
Pennant Hills Road Commercial Centre, Thornleigh	8 – 10 storey	50
Thompsons Corner, West Pennant Hills	5 storey	98
Carlingford Road, Carlingford	5 storey	306
<b>TOTAL DWELLINGS</b>		<b>3,126</b>

## Stage 3 : Evaluation of precincts - Key findings

1. The following dwelling yields should be applied to the current Housing Strategy:

Housing Form	Yield (dwellings/ha)
Townhouses	55
3 storey multi-unit housing	65
5 storey multi-unit housing	75
8-10 storey multi-unit housing	90

2. The theoretical dwelling yields for precincts identified under the 1998 Housing Strategy provide a conservative and attainable estimate when applied to the current Housing Strategy.
3. The detailed evaluation undertaken in precinct selection has led to the exclusion of precincts extensively constrained by traffic, biodiversity, heritage, infrastructure and topography. This ensures minimal constraints which would otherwise reduce overall dwelling yields in precincts proposed to be progressed.
4. Traffic modelling shows that, the overall traffic impact of additional housing for selected precincts is minimal, since the projected trips will not be concentrated in one area simultaneously but will be generated over a ten year period (i.e. being the time frame for the proposed Housing Strategy) in centres across the Shire that already have a well developed network of roads. Most improvements required will be at critical junctions and along sections of the main road network where existing traffic volumes are already approaching unstable flows.

5. Financial modelling undertaken was based on a 100% take-up rate for all precincts. The modelling provides a relative ranking of the viability of precincts. However, the majority of precincts are only separated in their viability by a 10% margin. Therefore changes to variables such as acquisition costs, market practice, and capitalisation/amalgamation are key factors in the viability of the precincts.
6. Urban Design analysis has confirmed that the recommended height and form of housing for each precinct is appropriate, from an urban design perspective in the context of the precinct. Urban Design analysis has revealed that the Beecroft precinct should not be progressed due to topography, heritage, landscape character and dimensional constraints of allotments.
7. The progression of precincts under the current Housing Strategy is proposed on the basis of an 80% take-up rate.
8. The DOP has confirmed that the yield assessment has been undertaken on a sound basis and that the use of historical yields and economic feasibility work demonstrate that the proposed yields will be achieved by landowners and developers over time.
9. Twenty-five (25) precincts should be progressed across 10 centres from Berowra in the north to Carlingford in the south.



PART 10

# Conclusion

## Part 10 - Conclusion

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The Housing Strategy Steering Committee has endorsed 25 precincts suitable for multi-unit housing to assist meet Council's housing obligations into the future. Opportunities for 3,126 additional dwellings have been identified within the precincts, located across 10 centres, from Berowra in the north to Carlingford in the south. The housing form identified includes some mixed use commercial precincts and consists predominantly of 5 storey apartment buildings, along with a mix of townhouses, 3 storey walk-up flats, and 8-10 storey apartments.

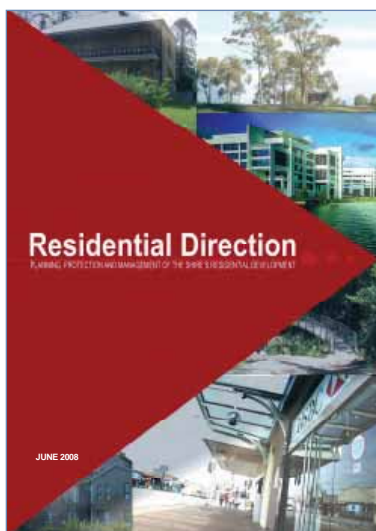
The projected dwelling yields are based on historical data and economic feasibility analysis, providing conservative and attainable estimates. The 3,126 dwellings projected for the precincts is approximately 20% higher than the required 2,600 dwellings, to allow for an 80% take-up rate. The conservative estimate of dwelling yields and take up rate minimises the potential for Council to have to rezone additional precincts to meet the ten year housing target. A future strategy will be required to identify opportunities to meet the balance of the 11,000 dwellings by 2031.

The identification, selection and evaluation of precincts was undertaken in accordance with the State Government's Metropolitan Strategy and draft North Subregional Strategy, along with the principles and methodology utilised for Council's 1998 Housing Strategy. The Housing Strategy has been prepared by Council with input from consultants using a triple bottom line approach to ensure a clear understanding of the social, environmental and economic factors being considered in decision making.

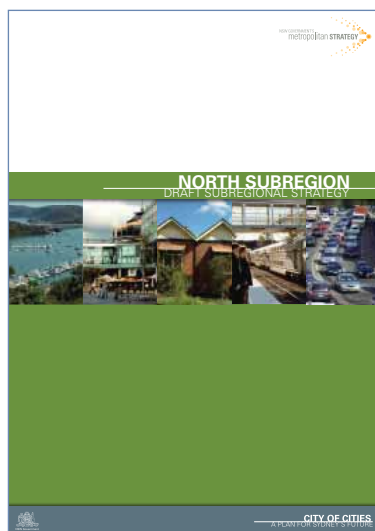
This Housing Strategy provides the community and development industry with a clear framework for how the future housing needs of Hornsby Shire will be accommodated over the next decade. Volume 1 of the Housing Strategy details the context, process and methodology for the identification of precincts. Volume 2 identifies the 25 precincts and contains an evaluation of precincts, along with draft key principles diagrams which were prepared by an urban design consultant to guide future development of the precincts.

Once the precincts are finalised, statutory and policy controls are required to be prepared in accordance with the State Government's recent planning reforms. The rezonings are required to be incorporated into Council's Comprehensive LEP, and will come into force upon gazettal of the Comprehensive LEP, to be completed by 2011. Any new controls arising from the Housing Strategy will be incorporated into Council's Comprehensive DCP. Amendments to planning controls will be drafted and exhibited following finalisation of the Planning Strategy.

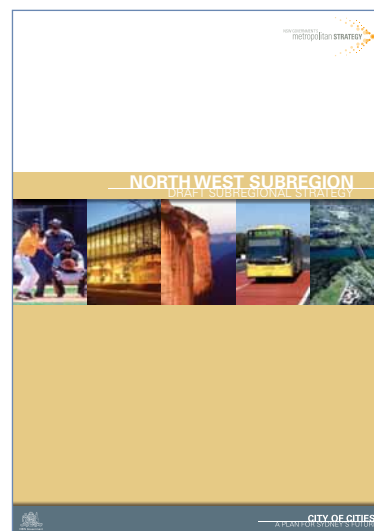
# Key documents reviewed



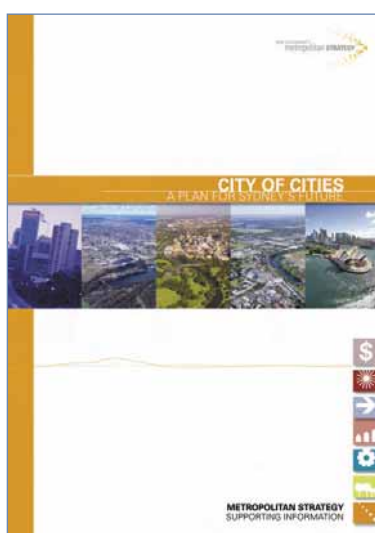
Baulkham Hills draft Residential Direction Strategy



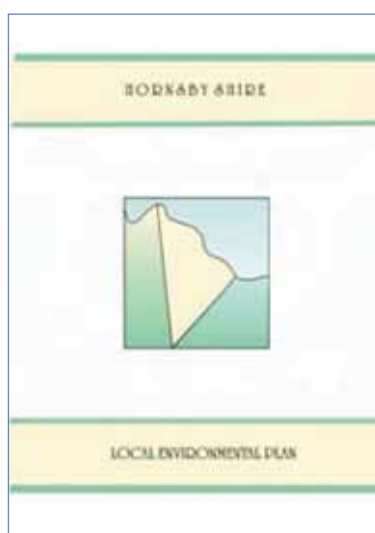
Draft North Subregional Strategy



Draft North West Subregional Strategy



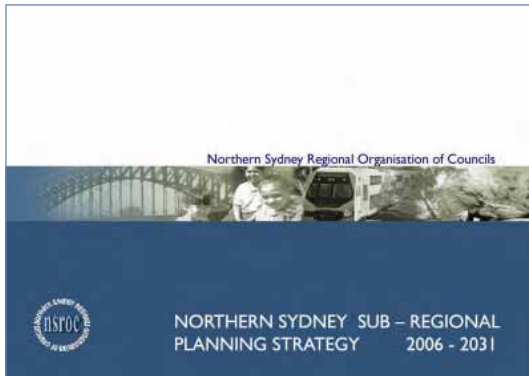
Metropolitan Strategy: City of Cities: A Plan for Sydney's Future



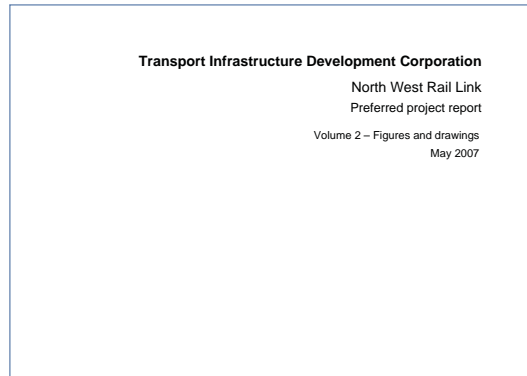
Hornsby Shire Local Environmental Plan 1994



Hornsby Shire Housing Strategy 1998



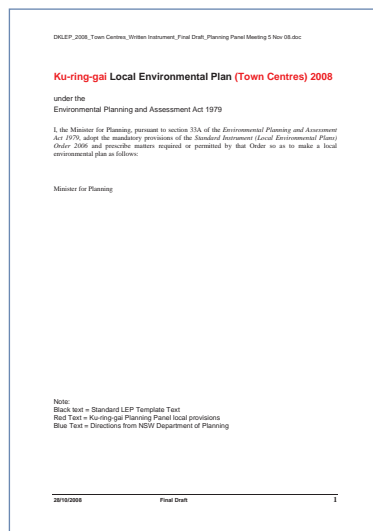
NSROC Northern Sydney Subregional Planning Study



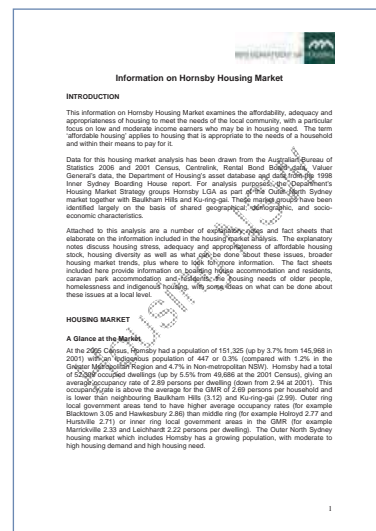
Northwest Rail Link Preferred Project Report 2007



State Environmental Planning Policy (Housing for Seniors or People with a Disability)



Ku-ring-gai draft Local Environmental Plan & draft Development Control Plan



NSW Department of Housing - Hornsby Housing Market Analysis



Draft Strategic Bus Corridors

Also reviewed:

- Hornsby Shire SEPP 5 Exemption Strategy
- Sydney Link Discussion Paper 2008





# Appendices

*the bushland shire*

**Economy and Employment**

- \$ Identification of opportunities for a minimum additional 9,000 jobs by 2031.
- \$ Preparation of a Subregional Employment Study, in conjunction with Ku-ring-gai Council, to determine how to meet the employment target.
- \$ Promotion of Hornsby as the key Major Centre for the North Subregion.
- \$ Provision of opportunities for a minimum additional 3,000 jobs within the Hornsby Town Centre by 2031.

**What about Infrastructure to support the additional growth?**

The Strategy identifies the following major State Government projects that are planned or currently underway within the Shire:

- Four strategic bus corridors to link Hornsby to surrounding Major Centres;
- Epping to Chatswood Rail Line;
- North West Rail Link;
- Investigation of a motorway link between the F3 freeway at Wahroonga and the M2 Motorway at Pennant Hills; and
- Investigation of a road corridor reservation between the F3 freeway and the M7 Motorway.

**Where can I view the draft Strategy?**

- Council's Administration Centre, 296 Pacific Highway, Hornsby between the hours of 8:30am and 5pm; or
- The Department of Planning Information Centre, 23-33 Bridge Street, Sydney, or website [www.metrostrategy.nsw.gov.au](http://www.metrostrategy.nsw.gov.au)

For more information, please contact the Department of Planning on 9228 6333 or [northsubregion@planning.nsw.gov.au](mailto:northsubregion@planning.nsw.gov.au)

**How can I make a submission?**

The draft North Subregional Strategy is on exhibition until 8 February 2008.

Submissions can be mailed to:  
Sydney North West Region  
Department of Planning  
GPO Box 39  
SYDNEY NSW 2001  
or emailed to:  
[northsubregion@planning.nsw.gov.au](mailto:northsubregion@planning.nsw.gov.au)

**Have your say about The State Government's Metropolitan Strategy and Draft North Subregional Strategy**

On exhibition until 8 February 2008

The information contained in this brochure does not express the view of Council. Council will forward a submission to the Department of Planning outlining its position on the draft Strategy during the exhibition period.

 **HORNSBY SHIRE COUNCIL**  
Hornsby Shire Council  
PO Box 37, Hornsby NSW 1630  
Tel: 9847 6666 DX: 9655 Hornsby Fax: 9847 6999  
296 Pacific Highway, Hornsby NSW 2077

 **HORNSBY SHIRE COUNCIL**  
*Creating a Living Environment*

### What is the Metropolitan Strategy?

The Metropolitan Strategy was released by the NSW State Government on 4 December 2005. It is a strategic document that provides a broad framework to facilitate and manage growth and development over the next 25 years.

Sydney's population is anticipated to grow by 1.1 million people between 2004 and 2031, from a current population of 4.2 million to 5.3 million. To cater for this growth, the Government has predicted the State will require:

- 640,000 new homes;
- 500,000 more jobs;
- 7,500 hectares of additional industrial land;
- 6.8 million square metres of additional commercial floor space; and
- 3.7 million square metres of additional retail space.

The Metropolitan Strategy groups Sydney into ten (10) subregions. Hornsby Council has been grouped with Ku-ring-gai Council to form the North Subregion. The North Subregion is required to provide an additional 21,000 dwellings and 13,500 new jobs over the next 25 years.



### What is the draft North Subregional Strategy?

On 31 October 2007, the NSW State Government, through the Department of Planning, released the draft North Subregional Strategy (the Strategy) to guide land-use planning until 2031 in the Hornsby and Ku-ring-gai local government areas.

The Strategy translates the Metropolitan Strategy actions into local housing and employment objectives and capacity targets, and provides direction for the development of the North Subregion for the next 25 years.

**An additional 11,000 dwellings and 9,000 jobs will be required to be provided within Hornsby Shire by 2031.**

The key outcomes the Strategy aims to achieve are:

- Better access to a variety of housing choice;
- Promotion of Hornsby Town Centre as a Major Centre;
- Revitalisation of the Subregion's local centres;
- Improved public transport access; and
- Support for rural based industries and maintenance of the character of rural lands.

### What are the key obligations for Council?

Some of the key issues and obligations for Council outlined in the Strategy include:

#### Housing

Identification of opportunities to ensure an additional 11,000 dwellings by 2031.



Provision of a diversity of housing types, particularly around centres and public transport nodes.



Preparation of a Housing Strategy to determine the location, form and type of housing required to meet the dwelling target.



#### Rural and resource lands

Protection of resource lands from incompatible and inappropriate uses.



Focus growth in existing urban centres to protect the rural lands within the subregion.



Mapping and protection of areas of viable regionally significant primary production.



*Creating a Living Environment*



NSW GOVERNMENT  
Department of Planning

**Hornsby Shire Housing Strategy**

## **Planning Reform Fund**

## **Memorandum of Understanding**

*Between*

**Department of Planning (“the Department”)**

*And*

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**Hornsby Shire Council (“the Organisation”)**

## Purpose of the Memorandum of Understanding (MOU)

This Memorandum of Understanding (MOU) is between the Director-General of the Department of Planning (**the Department**) and Hornsby Shire Council (**the Organisation**) to undertake the project as detailed and agreed in Schedule A (**the Project**) under the Planning Reform Fund.

The Terms and Conditions for funding the Project are listed in Schedule B and the contact details of the parties are listed in Schedule C.

## Objectives of the Planning Reform Fund (PRF)

Reform of the planning system is a priority of the NSW Government to deliver a more effective and efficient system. Modernising local planning is a key part of these reforms.

The intention of the PRF is to improve the NSW planning system consistent with the provisions of clause 245 of the *Environmental Planning and Assessment Regulation 2000*.

The aim of the PRF is to support the development and implementation of reforms to the planning system, to streamline the planning process, making it more strategic, efficient and transparent while enhancing community involvement.

The PRF helps fund the reforms and can assist Councils in particular by supporting the delivery of new local plans and key strategic planning projects.

The PRF supports Councils and other organisations to:

- prepare new principal LEPs (including mapping) based on the Standard Instrument (LEP) Order 2006, and to be delivered over five years (commencing March 2006)
- undertake sub-regional and local planning strategies to support new LEPs — (eg to identify potential for housing and employment capacity, or to identify biodiversity conservation areas)
- prepare economic development strategies to support new LEPs — (eg for designated business and industrial zones or strategic centres and corridors, or to implement State resource sector strategies)
- identify solutions to broader issues that can be applied in other areas — (eg planning for rural lands or regional town centres or areas required to manage substantial change, natural resource planning, or management of salinity)

Signed on behalf of the Director-General  
of the **Department of Planning**  
by the Regional Director

  
.....

Date.. 2-5-07.....

Signed on behalf of the **Organisation**  
by the General Manager

R J BALL   
General Manager  
HORNSBY SHIRE COUNCIL  
.....

Date.. 27/4/07.....

## Schedule A – Project Plan

To be completed in co-operation between the Organisation/Council and the Department of Planning.

<b>Project Name:</b>	Hornsby Shire Housing Strategy
<b>Project Organisation:</b>	Hornsby Shire Council

### 1. Aim, Outcomes, Scope and Constraints

#### 1.1 Aim and Objectives

The aims of the Hornsby Shire Housing Strategy are as follows:

- \* to identify locations for additional housing to meet the dwelling targets identified in the Metropolitan Strategy and Subregional Plan;
- \* to promote a concentrated urban form and discourage further urban expansion;
- \* to provide a mix of housing near jobs, transport and services and within the environmental capacity of the area;
- \* to revitalise commercial centres;
- \* to improve housing choice and affordability; and
- \* to promote good urban and housing design.

The objectives of the Hornsby Shire Housing Strategy are as follows:

- \* to ensure housing types and forms reflect community needs and preferences;
- \* to provide community certainty about how urban areas will be developed;
- \* to promote housing development that reflects land capability and pursues the principles of ecologically sustainable development;
- \* to promote a concentrated housing form over a dispersed housing form to minimise impact on the environment including the environmental costs of infrastructure construction;
- \* to retain potentially productive agricultural and environmentally sensitive land by maintaining the existing boundaries of urban areas and not encouraging expansion into the rural areas;
- \* to provide additional housing in areas where adequate sewerage, drainage, transport, community services and facilities, water, open space, recreation opportunities, schools, employment and public transport are or can be provided;
- \* to retain the generally low density character of the Shire but target centres/precincts for higher density housing forms and styles;
- \* to discourage ad-hoc and dispersed housing forms; and
- \* promote good quality urban and housing design.

#### 1.2 Outcomes and Outputs

There are two expected outcomes of the Hornsby Shire Housing Strategy project as follows:

1. **Planning Strategy:** A Planning Strategy that identifies precincts for rezoning to provide opportunity for an additional 2,600 low to high density multi-unit housing dwellings to meet Council's housing provision obligations over the next ten years under the Metropolitan Strategy and North Subregional Strategy.
2. **Amendments to Planning Controls:** Statutory and policy controls prepared in accordance with the State Government's recent planning reforms to implement the recommendations of the Planning Strategy. The new controls will be capable of being incorporated into Council's Comprehensive LEP and Consolidated DCP.

### 1.3 Project Scope

Council's existing Housing Strategy was prepared in accordance with State Government directives and was endorsed by the Minister for Planning in 1997. The Housing Strategy contains short, medium and long term actions. The short and medium term actions under the Strategy are at, or nearing, completion. Therefore, there is a need to progress long term actions under the Strategy to meet Council's commitments for housing commencements and to meet the dwelling targets identified for the North Subregion as part of the Metropolitan Strategy.

Under the Metropolitan Strategy, the North Subregion (comprising Hornsby and Ku-ring-gai Councils) is required to provide 21,000 new dwellings by the year 2031. The two Councils have agreed to the allocation of 11,000 dwellings to Hornsby Shire and 10,000 dwellings to Ku-ring-gai. The allocation of 11,000 dwellings to Hornsby Shire will require the progression of rezonings to continue to provide for 260 low to high density multi-unit housing dwellings each year for 25 years, in addition to Council's existing housing initiatives. Existing dwelling capacity under Council's planning controls has been reviewed and it has been identified that existing housing initiatives have the potential to provide for an additional 4,500 dwellings. The review included an evaluation of capacity within existing housing strategy precincts and potential for subdivision within the low density residential, rural and special use zones. Potential dwelling yields were also identified within business zones and assumptions were made concerning likely detached dwelling completions resulting from new subdivisions (i.e. average of 70 dwellings per annum between 2006 and 2031). Accordingly, Council will be required to identify further precincts for low to high density multi-unit housing to meet the agreed dwelling target.

The identification of precincts for rezoning will require detailed planning analysis, evaluation and community consultation. Council has resolved that the process for selecting and evaluating precincts should be undertaken in accordance with the principles contained in Council's existing Housing Strategy. The selection criteria states that new precincts for multi-unit housing should be identified on the basis of a number of factors including:

- proximity to current and future commercial centres, transport nodes and existing multi-unit housing areas;
- large underutilised sites which may be the subject of future development;
- sites with no significant environmental, infrastructure or heritage constraints; and
- property capitalisation.

The selection criteria for precincts will also incorporate the objectives of the Metropolitan Strategy to ensure that new housing is focused in and around centres. Council will aim to ensure the planning controls for key centres meet Council's housing and employment obligations under the Metropolitan Strategy and North Subregional Strategy. The targeting of centres will also be staged in accordance with the hierarchy of centres under the North Subregional Strategy and Council's Economic Development Strategy. The Ku-ring-gai and Hornsby Subregional Employment Study will also guide housing provision in the Shire. New housing and the associated population will be strategically located close to new employment lands and linked into the transport network.

The progression of the Housing Strategy is anticipated to be undertaken over a twenty two (22) month period and will be completed in two stages. Stage 1 will include the identification of precincts for rezoning to provide 2,600 low to high density multi-unit housing dwellings and meet the housing needs of the Shire for the next ten years. The scope of works for this stage will include:

- \* review of Council's existing Housing Strategy and precincts rezoned under the Strategy;
- \* identification of centres, general areas or suburbs suitable for multi-unit housing;

- \* selection of precincts/centres as potential locations for multi-unit housing having regard to the 1998 Housing Strategy, Metropolitan Strategy and North Subregional Strategy criteria; and
- \* detailed evaluation and selection of precincts/centres suitable for increased housing density.

The scope of works for Stage 2 of the project will include the preparation of statutory and policy controls to promote the desired housing form within the precincts/centres. The statutory controls will be drafted for inclusion in Council's Comprehensive LEP in accordance with the State Government's Standard Instrument. The policy controls will be drafted for inclusion in Council's Consolidated DCP in accordance with the State Government's recent planning reforms concerning the form and content of DCPs.

#### **1.4 Assumptions, Constraints and Risks**

It is assumed the North Subregional Strategy will be released in June 2007. The Plan will require Hornsby Council to provide 11,000 additional dwellings by the year 2031 consistent with the agreement reached between Ku-ring-gai Council concerning housing provision as part of the subregional planning negotiations. Based on Council's review of existing dwelling capacity under Council's planning controls, it is assumed that Council's existing housing initiatives have the potential to provide for an additional 4,500 dwellings. It is also assumed that, in accordance with discussions at the Subregional Planning workshops, the planning for the provision of new housing opportunities will be staged. The dwelling target for the Housing Strategy to be incorporated in Council's Comprehensive LEP will be 2,600 low to high density multi-unit housing dwellings (i.e. 10 years of dwelling provision) to meet the short to medium term housing needs of the Shire. The balance of the dwelling target will be addressed as part of future stages of the Housing Strategy.

In consideration of the provision of a station at Franklin Road as part of the North West Rail Link (NWRL), an integrated transport and land use planning approach to residential and commercial development is required. It is assumed that the development potential of State Government owned lands surrounding the proposed Franklin Road Station will be evaluated as part of the NWRL project in consultation with Council to determine any residential capacity. Where future capacity is identified, dwelling provision at this location may be considered as part of a future stage of the Housing Strategy.

It is assumed that the draft Ku-ring-gai and Hornsby Sub-Regional Employment Study will be adopted for exhibition by February 2008 and the findings will be considered as part of the evaluation of potential centres/precincts for the provision of multi-unit housing under the Housing Strategy. The evaluation of potential centres/precincts is scheduled to occur between January and May 2008.

The period identified for the completion of the project (i.e. 22 months) is proposed on the basis of Council endorsing the various components of the project when presented to Council. One of the possible risks that the project faces is a change in the elected Council and potential change of ideas/preferences concerning the direction of the Strategy. A Council election will be held in 2008. To manage this possible risk, the project has been timetabled to ensure that the current elected Council is responsible for endorsing the draft Strategy (including the new precincts for higher density housing) for public exhibition before the completion of its term.



## 2. Resources Needed

### 2.1 Existing Staff Support

<i>Staff Member and Position</i>	<i>Project Role</i>	<i>Time Required</i>	<i>Source of Funds</i>
Peter Hinton - Executive Manager, Planning Division	Project Director	5%	The Organisation
James Farrington - Manager, Town Planning Services	Project Manager	10%	The Organisation
Karen Harragon - Principal Strategic Planner	Project Co-ordinator	45%	The Organisation
TBA - Strategic Planner	Project Planner	35%	The Organisation
TBA - Department of Planning Representative	Liaison Officer (to attend Steering Committee meetings on an as needs basis)	5%	The Department

Note: The time required for each staff member has been estimated as a percentage of the time required to complete the project.

### 2.2 Project Budget

#### Project Funding

Approved PRF Funding	\$100,000
Organisation Funding	\$100,000
Funding from other sources	\$0
<b>TOTAL PROJECT FUNDING</b> (excluding GST)	<b>\$200,000</b>

#### Budget Summary

<b>Item</b>	<b>Anticipated Cost (excluding GST) 2007/08</b>	<b>Anticipated Cost (excluding GST) 2008/09</b>	<b>TOTAL</b>
Urban Design Analysis	\$45,000	\$5,000	\$50,000
Traffic and Car Parking Studies	\$45,000	\$5,000	\$50,000
Economic Feasibility Advice	\$40,000	\$0	\$40,000
Environmental Consultants Advice	\$25,000	\$0	\$25,000
Heritage Review	\$10,000	\$0	\$10,000
Community Consultation	\$0	\$10,000	\$10,000
Exhibition/Printing/Mailing/Advertising	\$0	\$15,000	\$15,000
<b>TOTAL</b>	<b>\$165,000</b>	<b>\$35,000</b>	<b>\$200,000</b>

### 3. Project Workplan

Description of Tasks and Milestones	Timeframe	Responsibility	Output to be achieved
Inception meeting and site inspection of Council's existing Housing Strategy precincts to familiarise Councillors with the existing Housing Strategy, built forms which result from Council's multi-unit housing controls and to determine the preferred housing form and types for the next stage of the Housing Strategy	June/July 2007	Council Officers/Steering Committee	Agreement on preferred housing form and types for the next stage of the Housing Strategy
Identify and evaluate general areas, suburbs and centres suitable for multi-unit housing having regard to a range of criteria including the 1998 Housing Strategy, Metropolitan Strategy and North Subregional Strategy	August/September 2007	Council Officers/Steering Committee	Selection of general areas, suburbs and centres suitable for multi-unit housing
Select potential centres/precincts for the provision of multi-unit housing having regard to 1998 Housing Strategy criteria, precincts subsequently nominated by the community, Council's Economic Development Strategy, Metropolitan Strategy and North Subregional Strategy criteria	October 2007	Council Officers/Steering Committee	Selection of centres/precincts as potential locations for the provision of multi-unit housing
Prepare consultant briefs for consultant involvement in the project in consultation with the Department of Planning and seek Council endorsement for seeking expressions of interest from consultants to assist in the delivery of the project. Seek endorsement of the preferred consultant(s)	November/December 2007	Council Officers/Department of Planning/Council	Endorsement of consultant briefs and expressions of interest process. Engagement of the successful consultants

Evaluate nominated potential centre/precinct characteristics against a range of criteria including area, number of properties and dwellings, zoning, land uses, existing forms of housing, capitalisation and surrounding land uses. The evaluations will also provide an estimate of the theoretical dwelling yield for each precinct, for various housing densities	January/May 2008	Council Officers/Consultant/Steering Committee	Selection of centres/precincts for rezoning to provide for multi-unit housing to meet Council's obligations under the Metropolitan Strategy and North Subregional Strategy
Seek endorsement of the draft Strategy (including the centres/precincts for rezoning to provide for multi-unit housing) from Council and the Department of Planning	June/July 2008	Council Officers/Council/Department of Planning	Endorsement of the draft Strategy
Prepare statutory and policy controls to promote the desired housing form within the nominated centres/precincts	July/August 2008	Council Officers/Consultant/Steering Committee/Council	Endorsement of draft planning controls
Prepare a Communications Strategy to facilitate community input into the Strategy	October 2008	Council Officers/Steering Committee/Council	Endorsement of a Communications Strategy
Place draft Housing Strategy on exhibition for community and industry comment	November/December 2008	Council Officers	Exhibition of the draft Strategy
Review the submissions received in response to the exhibition and recommend changes to the Strategy, if required	January/February 2009	Council Officers/Consultant/Steering Committee	Review of submissions received in response to the exhibition
Seek adoption of Housing Strategy (including planning controls for inclusion in Council's Comprehensive LEP and Consolidated DCP)	March 2009	Council Officers/Council	Adoption of the final Strategy to meet Council's obligations under its existing Housing Strategy, the Metropolitan Strategy and North Subregional Strategy

## 4. Project Management and Communication

### 4.1 Management

Council's Management Plan is produced on a yearly basis to provide a framework for Council's activities. The Plan sets out how Council will manage and deliver projects within its annual budget to reflect the needs and priorities of the community. The Management Plan establishes a vision of "creating a living environment" and a number of themes to focus its efforts in achieving this vision. The Plan identifies the progression of the long term actions of Council's Housing Strategy as one of the key issues for Council. The Plan also states that the Planning Division will be responsible for progression of the formulation of Council's Housing Strategy as one of the actions required to address the theme of "fulfilling our community's vision in planning for the future of the Shire".

This Memorandum of Understanding outlines the scope of the project and identifies the various tasks and key milestones of the project. Consultant briefs will also be presented to Council for endorsement and will contain a further breakdown of the tasks where independent consultant input will be required in the project. The consultant briefs will identify the purpose of the project, study area, background, objectives, methodology, expected project output, required consultation, personnel required, timetable and budget.

The Executive Manager, Planning Division will be the Project Director. The Manager, Town Planning Services will be responsible for overseeing the project and ensuring that the key milestones of the project are achieved and the expected outputs are delivered. The Principal Strategic Planner will be responsible for the daily management aspects of the project and will ensure that the various tasks are achieved and the expected outputs are delivered. The Strategic Planner will assist the Principal Strategic Planner in ensuring the various tasks are achieved and the expected outputs are delivered.

All Councillors and the Department of Planning will be involved in the critical decision making for the project on an ongoing basis by representation on the Housing Strategy Steering Committee. The Department will be requested to attend the Steering Committee meetings on an as needs basis (eg. the inception of the project and when key outputs are presented for consideration). The Steering Committee will be an advisory committee and will meet to discuss the progression of key tasks on the project. The Department will also be involved in the critical decision making for the project at the key milestones. The Department will be delivered a copy of the draft Strategy Report for endorsement prior to preparation of detailed planning controls to implement the draft Strategy and exhibition of the Strategy report and planning controls. The draft Strategy will identify the precincts for rezoning and the density promoted for the precincts. The Department would also be forwarded a copy of the adopted Strategy and detailed planning controls drafted in accordance with the Standard Instrument to meet Council's obligations under its existing Housing Strategy, the Metropolitan Strategy and North Subregional Strategy for final endorsement.

### 4.2 Project Stakeholders

The key stakeholders for the project will be Council, the community, the development industry and State Government agencies. Preparation of the Housing Strategy will be guided by a Steering Committee comprised of Councillors, Council Officers and Department of Planning representatives. The Steering Committee will be an advisory committee and its functions will be clearly identified. A Reference Group with clear terms of reference and broad representation will be established to assist in the Review on an as needs basis. Any Reference Group may comprise community, industry, environmental and other interest groups.

A comprehensive community consultation strategy will be prepared as part of the project. The consultation strategy will include consultation methods similar to the 1998 Housing Strategy with other options considered having regard to available resources.

## 5. Payment by Instalment

PRF payments will be made in instalments on receipt of a tax invoice and progress report from the Organisation.

An initial payment will be made on the agreement of the project plan and signing of the MOU. A second instalment will be made at a significant milestone of the project and the final payment will be made at the completion of the project.

<b>Payment Instalment</b>	<b>Projected Timing</b>	<b>Progress Requirements</b>	<b>Payment amount</b>
1st instalment Agreement of project Plan and MOU signed	May 2007	Provision of tax invoice for the instalment amount and MOU and project plan agreed and signed	\$25,000
2 <sup>nd</sup> instalment – Signing of agreement between Council and consultant and commencement of consultant	December 2007	Provision of tax invoice for the instalment amount, brief agreed to by the Department of Planning and agreement signed by consultant and Council	\$40,000
3rd instalment – Endorsement of the draft Strategy by Council and the Department of Planning (including precincts for rezoning)	June/July 2008	Provision of tax invoice for the instalment amount and draft Strategy agreed and signed	\$10,000
4th instalment – Adoption of Strategy	March 2009	Provision of tax invoice for the instalment amount and Housing Strategy agreed and signed	\$25,000

## 6. Special Conditions

Any special conditions requested by the Department

## Schedule B - Terms and Conditions of Funding

### Funding Acceptance

1. The Organisation confirms acceptance of the Terms and Conditions contained in this MOU and any special conditions included in separate correspondence from the Department.

### Timeframe for Project

2. Unless otherwise agreed by the Department in writing, the project described in Schedule A must be completed within two years from signing this MOU.

### Changes to the Project

3. Funding under this MOU must be spent solely on the Project. The Project plan details outlined in Schedule A may be amended only with consultation and written agreement between the Department and the Organisation.
4. The Department may require special conditions for the project and these will be provided in writing to the Organisation.

### Payment by Instalment

5. The Department agrees to make payments to the Organisation for the Project in instalments and only at the time of achieving the progress requirements as detailed and agreed in Schedule A.
6. PRF payments will be made in instalments on receipt of a tax invoice and progress report from the Organisation and completion of the relevant milestones to the satisfaction of the Department. Generally, there will be a maximum of 3 payments although for large projects 4 payments may be made. An initial payment will be made on the agreement of the project plan and signing of this MOU. A second instalment will be made at a significant milestone of the project and the final payment will be made at the completion of the project.
7. To seek payments, the Organisation must provide the Departmental contact officer with an invoice for the instalment amount requested and a progress report on the project. A copy of the standard reporting format is at Schedule D.
8. Payments are made at the sole discretion of the Department depending on the progress of the Project and whether the agreed milestones, timeframes and progress reports are acceptable to the Department.

### Project Management

9. This MOU must contain the details of the nominated Project Manager from the Organisation who must liaise with the Department for the duration of the Project. Changes to the nominated project manager must be advised to Department as soon as practicable. Details to be outlined in Schedule C.
10. In the interest of maintaining a partnership approach between the NSW State Government and the Organisation toward completion of this Project and to ensure consistency with State and Regional planning objectives, it is a condition of this funding that the Department is involved in all critical decision making for the project as agreed and outlined in Schedule A and is represented on any committee set up to

manage the project.

### **Project Reporting**

11. The Organisation must provide a progress report for the Project on a 4 monthly basis to the Department after the commencement of the project. Progress reports must refer specifically to the achievement of outputs and timeframes detailed in the project workplan in Schedule A and should outline any major issues or changes to the project. A copy of the standard reporting format is at Schedule D.
12. A report must be provided to the Department on a 4 monthly basis regardless of the level of progress of the project.
13. A progress report must be provided by the Organisation when seeking a payment instalment. The standard reporting format at Schedule D should be used.
14. A progress report can be requested by the Department at any other time.

### **Project Review & Evaluation**

15. The Department may assess the Project's progress or delivery at any stage and may engage independent contractors to do this. The Organisation must promptly make all relevant records available for scrutiny for this purpose.

### **Project Finalisation**

16. A final project report and acquittal certificate indicating the status of all PRF funds received for the project is required to be provided to the Department on completion of the Project. The standard reporting format (Schedule D) can be used for this purpose along with the acquittal certificate at Schedule E.
17. All reports and the acquittal certificate should be signed by an appropriate delegated financial officer of the Organisation.

### **Project Responsibility**

18. The Organisation acknowledges and agrees that it is solely responsible for delivery and completion of the Project within the terms and conditions of this MOU. The Organisation must ensure that it and any organisation or person engaged to carry out work adhere to all regulatory requirements associated with carrying out the Project.

### **Insurance, Indemnity and Release**

19. For the duration of the Project, the Organisation must hold appropriate insurance policies for public liability, workers compensation and professional indemnity.
20. The Organisation agrees to indemnify the Director-General on demand against any costs, demands, claims, liability, proceedings or loss including, but not limited to, actions in respect of any infringement of any intellectual property rights arising out of or in connection with the Project or the Organisation's failure for any reason to act in accordance with this MOU.
21. The Organisation agrees to release and discharge the Director-General from any such costs, demands, claims, liability or proceedings or loss described in the preceding clause.

### **Project Acknowledgment**

22. The Organisation must ensure that the NSW Government and the Department of Planning is acknowledged in all Project advertising and publicity, and must provide the Department with a copy of any proposed acknowledgement prior to release or publication. The Department can provide upon request an electronic copy of the Planning logo and guidelines for use of the logo.
23. The Organisation must ensure that where it organises the launching of an initiative or project, or a significant public event related to the Project, that an invitation to attend should be provided to the Minister for Planning and the Director-General or their nominated representatives.

### **Electronic Access to Planning Instruments (only applies to Councils)**

24. Council agrees to provide the Department with electronic access to its LEPs and associated maps at no further cost, in a suitable format and within one month of gazettal of the LEP and when any subsequent amendments occur.

### **Access to Reports and Documents**

25. The Organisation agrees to provide access to the Department without fee, to all information and materials collected as part of the project including all reports created as a result of the project. Where the Organisation utilises the services of another person, the Organisation must ensure that information collected and materials and reports created by that person are made available to the Department without fee.

### **GST**

26. The Organisation must provide details to the Department of its current Australian Business Number ("ABN") or otherwise confirm that it is sponsored by an organisation holding an ABN.
27. Where either party ("the supplying party") makes a taxable supply to another party ("the receiving party"), the receiving party must pay an additional amount when it pays or provides that GST exclusive consideration, equal to the value of that GST exclusive consideration, multiplied by the prevailing GST rate.
28. The receiving party is not required to pay any amount of GST to the supplying party unless the supplying party has issued a tax invoice to the receiving party.
29. For this purposes of this clause, "GST" refers to goods & services tax imposed by any law including A New Tax System (Goods & Services Tax) Act 1999.

### **Dispute Resolution**

30. Where the one party disputes any actions taken by the other party under this MOU, the parties agree to mediate such a dispute informally in a manner agreed between the parties.

### **Breach of Conditions**

31. Failure to comply with these or any additional conditions imposed by correspondence from the Department may result in the termination of funding and repayment of part or all of the funds.



## Schedule C – Party Details

To be completed by the Organisation and the Department of Planning

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### Item 1      **The Department of Planning**

Name:            The Director-General of the Department of Planning

Address        c/o The Regional Director  
Department of Planning

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### Item 2      **The Organisation**

Name:            The General Manager

Address:        Hornsby Shire Council  
296 Pacific Highway  
HORNSBY NSW 2077

Phone: (02) 9847 6666

Facsimile: (02) 9847 6999



## Planning Reform Fund

### Project Report

To be completed 4 monthly and when requesting a payment instalment

This reporting template is to assist the Department of Planning and the Organisation to record the progress of the PRF project and to ensure that the project is on time and within budget.

<b>The Organisation Name:</b>		<b>DoP Region:</b>	
<b>Date of Report:</b>		<b>Reporting Period:</b>	eg 30/05/07-30/11/07
<b>Project Manager: (The Organisation)</b>		<b>Project Manager: (DoP)</b>	
<b>Project Name:</b>		<b>PRF Approved Allocation:</b>	

Project Update	
<p><b>What progress has been made in the last four months on the project? Which milestones have been completed?</b></p>    <p><b>If any milestones have not been met, explain the reasons why.</b></p>	
<p><b>Is there a change to the methodology, timeframe or milestones of the project as stated in the project plan (MOU) and has this been endorsed in writing by DoP?</b></p>	
<p><b>Any comments/ issues in relation to the project? Please outline any risks or problems associated with the project.</b></p>	

FUNDS AND EXPENDITURE (all costs exclude GST)				
Workplan Task	Cost (in work plan)	% Complete	Cost to date (include costs incurred, yet to be claimed)	Comments/Details
<b>Total</b>		NA		

The Organisation Representative	Department of Planning
_____	<b>Signature:</b> _____
_____	<b>Name:</b> _____
_____	<b>Position:</b> _____
_____	<b>Date:</b> _____



## Planning Reform Fund

### Acquittal Certification

To be completed at the end of the project

<b>The Organisation Name:</b>		<b>DoP Region:</b>	
<b>Date of Report:</b>			
<b>Project Manager: (The Organisation)</b>		<b>Project Manager: (DoP)</b>	
<b>Project Name:</b>			

**I the undersigned confirm that:** [DELETE 1 OR 2 AS APPLICABLE]

1. An amount equal to the total funds paid by the Department of Planning (\$[insert amount]) (excluding GST) **has been expended** on the Project in accordance with the terms and conditions of the MOU dated [insert date] with the Department.

**OR**

2. The total amount of \$[insert amount] (excluding GST) **has not been expended**. An amount of \$ [insert amount] (excluding GST) has not been expended and these funds will be returned to the Department of Planning.

**AND**

A complete set of accounting and financial records relevant to the Project have been maintained.

Date:
Signature:
Name:
Organisation:
Position:

# Appendix 3 - Housing Strategy Project Plan

		HOUSING STRATEGY - PROJECT PLAN																												
		2006			2007			2008			2009																			
		Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
ID	Task Name																													
1	<b>STEP 1 - PROJECT CONTEXT</b>																													
2	Metro Strategy - Dwelling Targets																													
3	Review of Existing Dwelling Numbers																													
4	Application for Planning Reform Funds																													
5	Preparation of MOU																													
6	Distribution of Brochure																													
7	<b>STEP 2 - EXISTING SITUATION</b>																													
8	Site Inspection of Existing Precincts																													
9	Demographic Trends Analysis																													
10	Dwelling Consumption Analysis																													
11	Affordable Housing Analysis																													
12	Journey to Work Analysis																													
13	TBL Summary of Existing Situation																													
14	<b>STEP 3 - GENERAL AREA SELECTION</b>																													
15	Review of Housing Choice																													
16	Mapping of Transport Nodes																													
17	Mapping of Commercial Centres																													
18	Identification of Service Constraints																													
19	Identification of Generic Areas/Centres																													
20	<b>STEP 4 - DRAFT PRECINCT SELECTION</b>																													
21	Sustainable Dwelling Range Analysis																													
22	Review of Previous Draft Precincts																													
23	Identification of Environmental Constraints																													
24	Identification of Infrastructure Constraints																													
25	Identification of Heritage Constraints																													
26	Review Large Sites/Rezoning Submissions																													
27	Review of Property Capitalisation																													
28	Identification of Potential Precincts																													
29	<b>STEP 5 - PRECINCT EVALUATION</b>																													
30	Estimation of Theoretical Yields																													
31	Economic Feasibility Analysis																													
32	Urban Design Analysis																													
33	Traffic and Carparking Studies																													
34	Environmental Analysis																													
35	Heritage Review																													
36	Selection of Final Precincts																													
37	<b>STEP 6 - STATUTORY CONTROLS</b>																													
38	Preparation of draft Zoning Controls																													
39	Preparation of draft Masterplan Controls																													
40	Costing of Any Required Public Works																													
41	Strategy Endorsement by Council & DOP																													
42	<b>STEP 7 - PUBLIC EXHIBITION</b>																													
43	Preparation of Communications Strategy																													
44	Public Exhibition																													
45	Review of Submissions																													



**HOUSING STRATEGY**

**HORNSBY**  
SHIRE COUNCIL

**Assessment Criteria for Sites to Be Viewed As Part of Bus Trip**

The purpose of this questionnaire is to ascertain the preferred housing criteria for the next stage of the Housing Strategy. The following assessment criteria are proposed to enable Councillors to undertake an objective assessment of the location and built form of housing under Council's current Housing Strategy.

Name: \_\_\_\_\_

Precinct Name: \_\_\_\_\_

**LOCATION/PLANNING CONTEXT**

Place a tick in the box to indicate your satisfaction of the **location** of this precinct in the context of:

	Very Satisfied	Satisfied	Dissatisfied	Very Dissatisfied
Employment centres				
Walkability				
Shopping facilities				
Parks and recreation facilities				
Health services				
Education facilities				
Public transport opportunities				

**HOUSING FORM**

Place a tick in the box to indicate your satisfaction of the following elements of the precinct:

	Very Satisfied	Satisfied	Dissatisfied	Very Dissatisfied
Overall height of the precinct				
Height in relation to natural topography				
Height in relation to streetscape				
Height in relation to solar access				
Ratio of development to the site area				
Amount of private open space				
Amount of landscaped area				
Quality of landscaping				
Front Setbacks				
Side Setbacks				
Separation between buildings				
Privacy for occupants				
Privacy for adjacent developments				
Aesthetics				
Roof forms				
Provision of vehicular access				
Location of car parking				



**HOUSING STRATEGY**

**Assessment Criteria for Sites to Be Viewed As Part of Bus Trip**

PAGE 2

Circle your response to the following questions.

What are the three (3) features of this precinct that you like the most?			
Height	Site coverage	Solar access	Vehicular access
Amount of landscaping	Quality of landscaping	Materials	Location of car parking
Side Setbacks	Colour	Building separation	Privacy for adjacent development
Front Setbacks	Private open space	Roof forms	Privacy for occupants
Topography	Aesthetics		
Location in relation to (specify) _____			
Other (specify) _____			
What are the three (3) features of this precinct that you dislike the most?			
Height	Site coverage	Solar access	Vehicular access
Amount of landscaping	Quality of landscaping	Materials	Location of car parking
Side Setbacks	Colour	Building separation	Privacy for adjacent development
Front Setbacks	Private open space	Roof forms	Privacy for occupants
Topography	Aesthetics		
Location in relation to (specify) _____			
Other (specify) _____			

**OVERALL SATISFACTION**

	Very Satisfied	Satisfied	Dissatisfied	Very Dissatisfied
Rate your overall satisfaction of the precinct				

**HOUSING FOR ALL OF US**

Are you of the opinion that this precinct would meet the needs of:	Yes	No
Seniors		
People with a disability		
Low income families		

**Additional Comments:** \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

Agencies Consulted
Department of Ageing, Disability and Home Care
Department of Arts, Sport & Recreation
Department of Commerce
Department of Community Services
Department of Education and Training
Department of Environment and Climate Change
Department of Health
Department of Housing
Department of Lands
Department of Planning
Department of Primary Industries
Department of State and Regional Development
Department of Water & Energy
Hawkesbury Nepean Catchment Management Authority
Landcom
Metropolitan Local Aboriginal Lands Council
Ministry of Transport
NSW Aboriginal Land Council
NSW Fire Brigades
NSW Maritime
NSW Police Force
NSW Rail Corporation
NSW Rural Fire Service
Optus - Corporate Office
Telstra
AGL Energy Limited - Head Office
Alinta
Energy Australia
Integral Energy
NSW Rail Corporation
Rail Infrastructure Corporation
Roads and Traffic Authority of NSW
State Transit Authority of NSW
Sydney Water Corporation
Transport Infrastructure Development Corporation
Transgrid



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**Hornsby Shire Council**  
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