



Planning Proposal Request

2 Macpherson Street, 18 Macpherson Street & 23, 25
& 27 Warriewood Road, Warriewood

June 2013

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Executive Summary

OVERVIEW

This report supports a request to Pittwater Council as the relevant planning authority to prepare a Planning Proposal on behalf of our client, Karimbla Properties (No. 32) Pty Ltd. The purpose of the report is as follows:

- To initiate an amendment to the Pittwater Local Environmental Plan 1993 (PLEP 1993) to allow for the future redevelopment of land at 2 Macpherson Street, 18 Macpherson Street, and 23, 25 & 27 Warriewood Road, Warriewood (“the sites”) for higher density residential development.
- To consider the constraints influencing the development capacity of each of the sites. A floor space ratio of 0.8:1 (80 dwellings per hectare (ha)) and building heights of three to five storeys are sought.
- To define the key principles relating to land use, massing and built form, public domain and sustainability that will guide the future development of the sites.

URBAN DESIGN ANALYSIS

An urban design analysis has been undertaken which has regard to the sites’ opportunities and constraints to inform the Planning Proposal. In general terms, development of the sites would involve the following:

- Residential apartment buildings with basement parking:
 - 2 Macpherson Street and 23, 25 & 27 Warriewood Road: Residential apartment buildings ranging in height from three storeys at the street frontage increasing to five storeys at the rear of the site.
 - 18 Macpherson Street: Residential apartment buildings ranging in height from three storeys at the street frontage to four storeys at the rear of the site.
- Internal streets and pedestrian links connecting into the surrounding road network.
- Creation of public private open spaces including a riparian protection zone adjacent to the existing creek.

The proposal envisages a floor space ratio of 0.8:1 (80 dwellings per hectare) and building heights ranging from three to a maximum four storeys.

While the proposal exceeds the existing height and density controls applicable to the site it is directly consistent with the principles of a range of broader strategic planning considerations contained within the Sydney Metropolitan Plan for Sydney 2036, the draft North East Subregional Strategy and the recently exhibited draft Metropolitan Strategy for Sydney to 2031 which support a transit-orientated and centres-based approach to managing growth. The site represents a logical location to accommodate a more diverse range of housing in close proximity to existing services and infrastructure consistent with this approach. The proposal nonetheless respects the lower density character of neighbouring development by maintaining a height limit of 3 storeys to each of the street frontages, with taller 4 and 5 storey elements on the less sensitive parts of each site to the middle and rear (consistent with the approach taken elsewhere on Macpherson Street).

PROPOSED AMENDMENT

The subject sites are within the Warriewood Valley Urban Land Release (WVULR) area (located within Buffer Area 1 and Buffer Area 2 of the defined WVULR area) and are zoned 2(f) Mixed Residential. The objectives of the 2(f) zone support the provision of opportunities for more varied forms of housing, wider housing choice and a mixture of residential buildings. The potential to achieve these objectives through the introduction of a more diverse range of housing typologies (specifically smaller dwellings including apartments) is however, severely constrained by the prevailing planning controls. Under PLEP 1993,

dwelling yields of between 167 – 176 dwellings (Buffer Area 1) and not more than 165 dwellings (Sector 3)) are permissible (equating to only 25 dwellings per hectare).

Pittwater Council in collaboration with the Department of Planning and Infrastructure has commenced a strategic review of its planning framework for the WVULR area. The intention of the study is to explore opportunities for the further intensification of development across the release area. However, while the draft review study acknowledges that existing capacity is available to support more intensive development within Warriewood Valley the review proposes only a modest uplift in density and provides few opportunities to develop higher density housing. Additionally, the current range of draft documents prepared as part of the Strategic Review present a confusing and contradictory picture of development outcome. While the study recommends dwelling densities of between 10 and 32 dwellings per hectare the findings of the economic feasibility study prepared as part of the strategic review recognises that minimum densities of 60 dwellings per hectare are required to support a more diverse range of dwelling types. The review was endorsed by the Director General in correspondence dated 1 May 2013. Importantly, in his letter to Council the Director General provided clear support for the investigation of opportunities for higher density development on larger, consolidated sites within the WVULR area through the planning proposal process. The letter comments as follows:

“While the Report proposes specific residential densities, I consider that there may be future opportunities for a greater mix of housing types and higher densities, particularly on larger sites or if sites can be amalgamated. The content of the report and economic feasibility analysis support this position. Opportunities for higher density development beyond that recommended in the Strategy Review could be explored through planning proposals subject to appropriate merit assessment. The Department will assess any such proposal it receives on that basis.”

This Planning Proposal request has been based around metropolitan and sub-regional planning strategy. It recognises that to meet future land and housing needs an adequate supply of developable land must be made available. It is our view that the strategic review is constrained by the underlying aim of seeking to limit development to generally low densities (32 dwellings per hectare). This has resulted in a significant underestimation of the development potential of the remaining land available. This not only represents the inefficient use of land but it also jeopardises the potential to adequately satisfy the objectives of the Sydney Metropolitan Plan and the recently published draft Sydney Metropolitan Strategy.

The proposal also responds to State government’s current direction of seeking to increase building height and density within this part of the WVULR area. Importantly, the density sought does not result in a radical departure from the prevailing built form or character of the area. Rather the proposal is of a scale similar to new development within the immediate surrounds. The proposal successfully achieves a balance between good urban design whilst also recognising the benefits of providing higher density development to take advantage of the locational and amenity benefits that the sites’ proximity to existing centres and public transport infrastructure can provide.

PLANNING OUTCOMES

To achieve more intensive development on the site as proposed, amendments to PLEP 1993 are required, specifically an amendment to the dwelling yield controls applicable to the sites. The proposed amendment will enable a number of community benefits to be achieved without adversely impacting on the character of Warriewood Valley, recognising that the character of the area is evolving in response to the progressive urbanisation of Warriewood Valley and strategic planning for the area. These benefits can be summarised as follows:

- It maximises the efficient and orderly use of land. The site comprises a major landholding that has the potential to be delivered in the short term. The site has the capacity for more dwellings than can currently be achieved under the existing site zoning. The proposal maximises residential opportunities within the site.
- Contribution to local affordable housing. The proposal will contribute to the type of dwellings available within the Pittwater LGA (specifically smaller dwellings) thereby contributing to the availability of affordable homes. There is strong local demand for apartment developments within the LGA. Research undertaken by the developer indicates that 90 per cent of Stage 1 purchases of the 14-18 Boondah Road project were to people local to the area.

- The proposal is consistent with State government policy which supports development in proximity to existing centres and public transport. It provides additional housing opportunities in close proximity to Warriewood Square (future growth of this centre is planned) and the Pittwater Road strategic bus corridor.
- Increasing development density provides an opportunity to rebalance the mix of housing available within the Local Government Area (LGA), specifically adding smaller dwellings (residential apartments) to the housing stock. This will make an important contribution to the choice and affordability of housing within the locality. Lack of housing diversity is a key issue facing the LGA, 80% of the existing housing stock comprises detached dwellings.
- Residential amenity to existing properties on the northern side of Warriewood Road and the southern side of Macpherson Street can be maintained. The design and siting of new buildings will be informed by a comprehensive site analysis to ensure that development will not result in adverse impacts on existing residential properties. Lower building heights are proposed to street frontages.
- The concept has been designed to ensure that compliance with State Environmental Planning Policy 65 can be achieved.

It is therefore recommended that this Planning Proposal be favourably considered by Council and that Council resolve to forward it to the Department of Planning and Infrastructure for LEP Gateway determination to allow the Department of Planning and Infrastructure to consider the Planning Proposal for Gateway Determination under Section 56 of the *Environmental Planning and Assessment Act, 1979*.

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1 Introduction

1.1 OVERVIEW

This Planning Proposal has been prepared by Urbis (on behalf of Karimbla Properties (No. 32) Pty Ltd) to initiate the preparation of a Local Environmental Plan (LEP) to amend the height and density controls that apply to land at 2 Macpherson Street, 18 Macpherson Street and 23, 25 & 27 Warriewood Road, Warriewood ("the sites").

The proposal is to establish site specific floor space ratio (FSR) and height controls. The sites are currently zoned 2(f) Mixed Residential under Pittwater Local Environmental Plan 1993 (PLEP 1993), residential development is permissible. A density control of 25 dwellings per hectare applies to 18 Macpherson Street and 23, 25 and 27 Warriewood Road.

A height limit of 8.5 metres applies pursuant to the Pittwater 21 Development Control Plan.

1.2 BACKGROUND

The Warriewood Valley has been identified for future development and is recognised as being essential in the delivery of the 4,600 new dwellings required for the subregion under the Draft North East Subregional Strategy. Opportunities to further increase development densities within the area are supported at local and state government level. Council resolved to participate with the Department of Planning and Infrastructure (DP&I) in a strategic review of the existing planning controls within the Warriewood Valley at its meeting on 16 May 2011. In April 2011 DP&I provided the draft Terms of Reference for the Warriewood Valley Strategic Review to Council which clarified the purpose of the review as follows:

- *"To undertake a strategic review of Warriewood Valley to identify appropriate development controls, land uses and infrastructure requirements for the whole area.*
- *To investigate appropriate opportunities to create a new employment / commercial / retail centre in the Southern Buffer area.*
- *To review and make recommendations as regards dwelling numbers for all undeveloped land in the Warriewood Valley having regard to any proposed new centre, the changing urban form of the area, the environmental constraints and the needs of the local and wider population."*

The review was triggered by the Planning Assessment Commission's (PAC) determination of the major project application (MP 09_0162) for 14-18 Boondah Road, which approved dwelling densities of 60 dwellings per hectare and building heights of three to five storeys. This approval, and other recent developments within the release area, will and are having an evolutionary impact on the character of the locality. The PAC assessment report comments as follows:

"There is a need to increase housing stock in Metropolitan Sydney and in each subregion to meet the housing demand generated by a growing population and changing household requirements. There is also a need for diversity in the mix of housing stock in the Pittwater area and there is merit in reviewing the current Pittwater council's development density control of 25 dwellings per hectare in the Warriewood Valley and the building height restriction of 8.5m. The Commission considers the retirement village development across from the subject site has already set a precedent for 3 storeys to be acceptable in the locality."

The Strategic Review was endorsed by the Director General in correspondence dated 1 May 2013. This letter provided clear support for the investigation of opportunities for higher density development on larger, consolidated sites within the WVULR area through the planning proposal process. The letter comments as follows:

“While the Report proposes specific residential densities, I consider that there may be future opportunities for a greater mix of housing types and higher densities, particularly on larger sites or if sites can be amalgamated. The content of the report and economic feasibility analysis support this position. Opportunities for higher density development beyond that recommended in the Strategy Review could be explored through planning proposals subject to appropriate merit assessment. The Department will assess any such proposal it receives on that basis.”

The current proposal should be viewed in this context.

1.3 STRATEGIC JUSTIFICATION

Given its proximity to existing services and infrastructure the land is extremely well suited to high density development in accordance with the provisions of the Sydney Metropolitan Plan and Draft North East Subregional Strategy, and recently released *Draft Metropolitan Strategy for Sydney to 2036* (“draft Metro Strategy”) which increases housing targets across Metropolitan Sydney. This Planning Proposal has been triggered as a direct response to the strategic opportunity presented by large land holdings within the Warriewood Valley to accommodate higher density residential development and recognises the strategic benefits that could be leveraged from increasing the density of development in the southern extent of the release area within walking distance of an established centre (Warriewood Square) and a strategic bus corridor which provides direct access to the Brookvale – Dee Why Centre.

The proposed amendment to the PLEP 1993 seeks to facilitate the redevelopment of the subject sites for residential flat buildings. Together with recently approved development, the project will contribute to redefining the land use character of the southern extent of the WVULR firmly establishing it as a medium density precinct.

To allow high density residential development on the site an amendment to the height of building and dwelling density controls applicable to the site is proposed for consideration by Council.

1.4 STRUCTURE OF THE REPORT

The Planning Proposal has been prepared in accordance with Section 55 of the *Environmental Planning and Assessment Act 1979* (the EP&A Act) and the relevant guidelines prepared by the NSW Department of Planning and Infrastructure including *A Guide to Preparing Local Environmental Plans* and *A Guide to Preparing Planning Proposals*. It includes the following:

- Description of the subject site and its context.
- An analysis of site constraints and opportunities which includes consideration of the studies prepared to inform the recent Warriewood Valley Strategic Review.
- Statement of the objectives and intended outcomes of the proposal.
- Explanation of the provisions of the proposal.
- Summary of the justification of the proposal.
- Description of the community consultation process that would be undertaken by the proponent.

The ultimate form of development proposed has not been finalised and will be subject to further detailed urban design analysis. Subject to receiving support from Council and the Department of Planning and Infrastructure for the rezoning, the applicant will finalise the development proposal and lodge a staged development application with Council.

1.5 PRE-LODGE MEETING

A pre-lodgement meeting was held with Council Officers at Pittwater Council on 14 May 2013. The Council advised in writing that the following information was required to accompany the Planning Proposal submission:

- Demonstrate strategic merit and address the following principles:
 - Equity and precedent
 - Departure from the orderly planning process
 - Infrastructure and service provision
 - Impact on amenity
 - Community expectation and participation
- Supporting technical information including:
 - Assessment of traffic impacts
 - Water management strategy
 - Ecological site analysis
 - Urban design analysis
- Justification for inconsistency with Warriewood Valley Strategic Review

These matters have been addressed within this report.

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2 Land to which the Planning Proposal applies

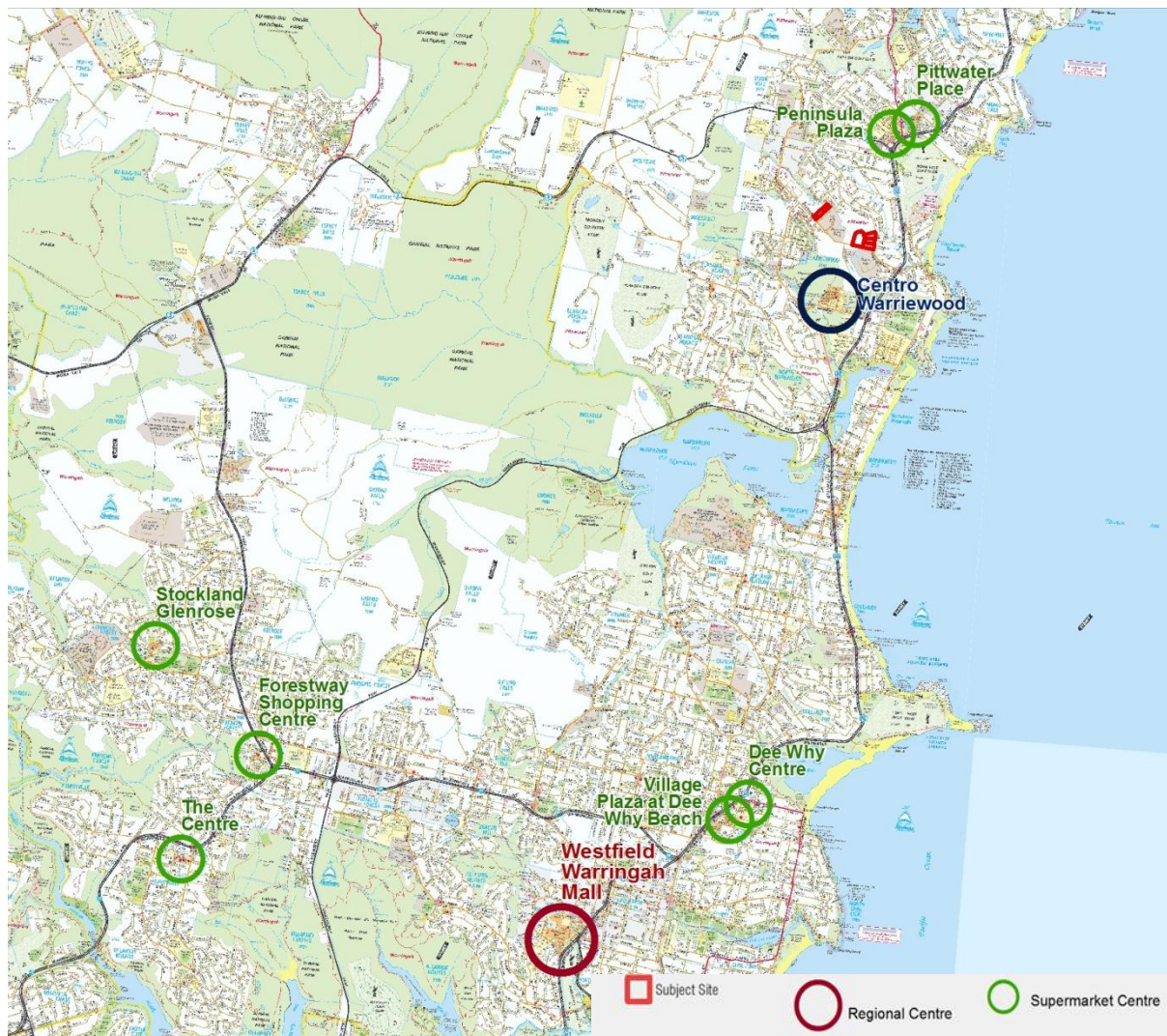
2.1 SITE LOCATION

The subject sites comprise three land parcels as follows:

- 18 Macpherson Street, Warriewood (Site A).
- 2 Macpherson Street, Warriewood (Site B) and 23, 25 & 27 Warriewood Road, Warriewood (Site C)(sites to be consolidated for future development).

Residential development would occur on all three sites.

FIGURE 1 – SITE LOCATION



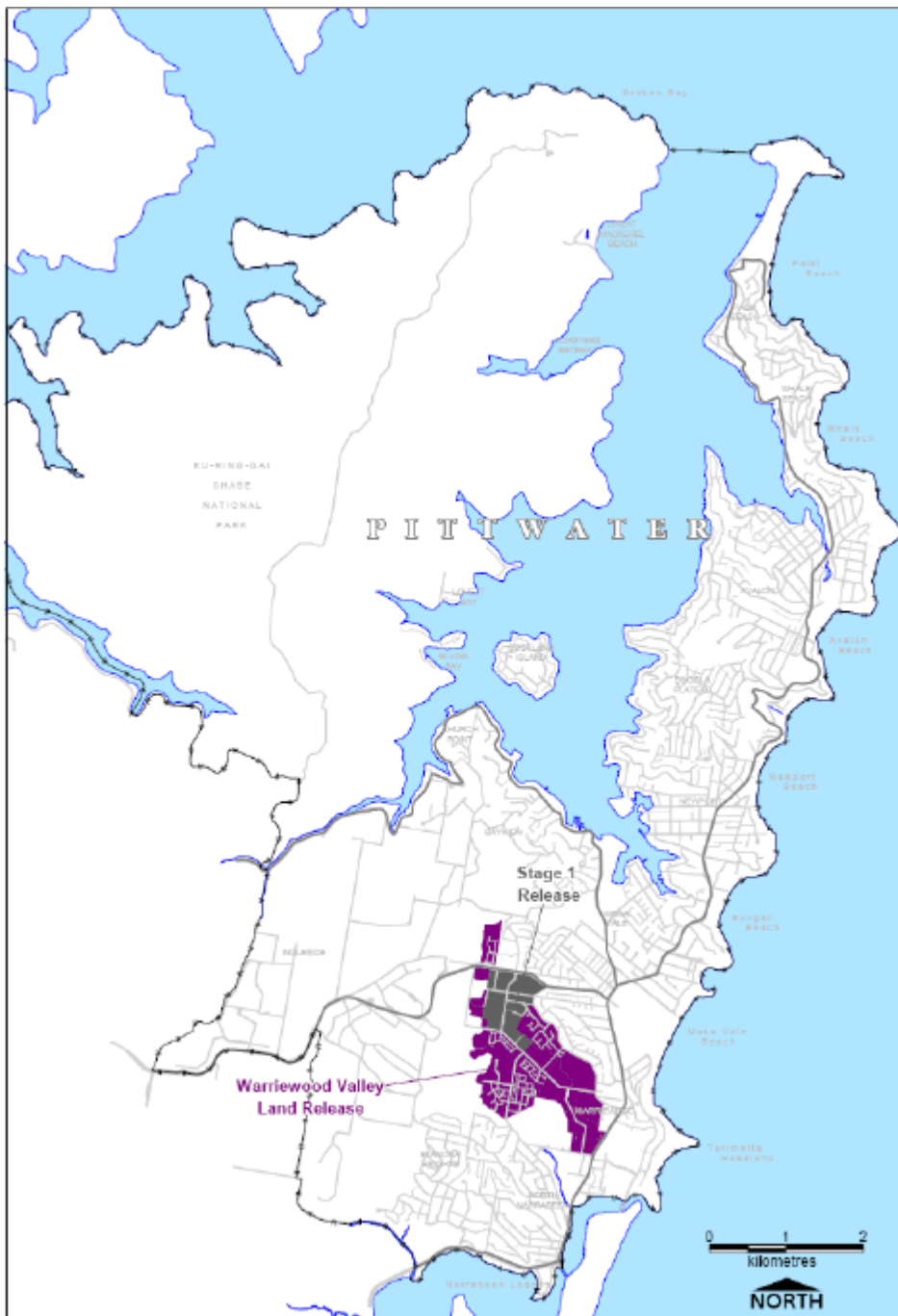
Warriewood is located on Sydney's northern beaches between Mona Vale and North Narrabeen in the Pittwater local government area (LGA). Narrabeen Creek flows through the centre of Warriewood and Mullet Creek marks its southern boundary.

Mona Vale town centre is located approximately 1.5km to the north. North Sydney CBD and Sydney CBD are approximately 23km and 26km to the south respectively.

The site is located within the Warriewood Valley Urban Land Release (WVULR) area which has been identified for future urban development. The release area is being gradually developed for a mix of

residential and commercial land uses. Warriewood Valley is recognised as critical in meeting the delivery of the 4,600 new dwellings required by the draft North East Subregional Strategy and as having the potential to provide affordable rental housing within the LGA. The draft North East subregional strategy identifies that 30-40 per cent of the regions new housing will be provided within its release areas.

FIGURE 2 – WARRIEWOOD VALLEY URBAN LAND RELEASE AREA



Source: Warriewood Valley Strategic Review Report

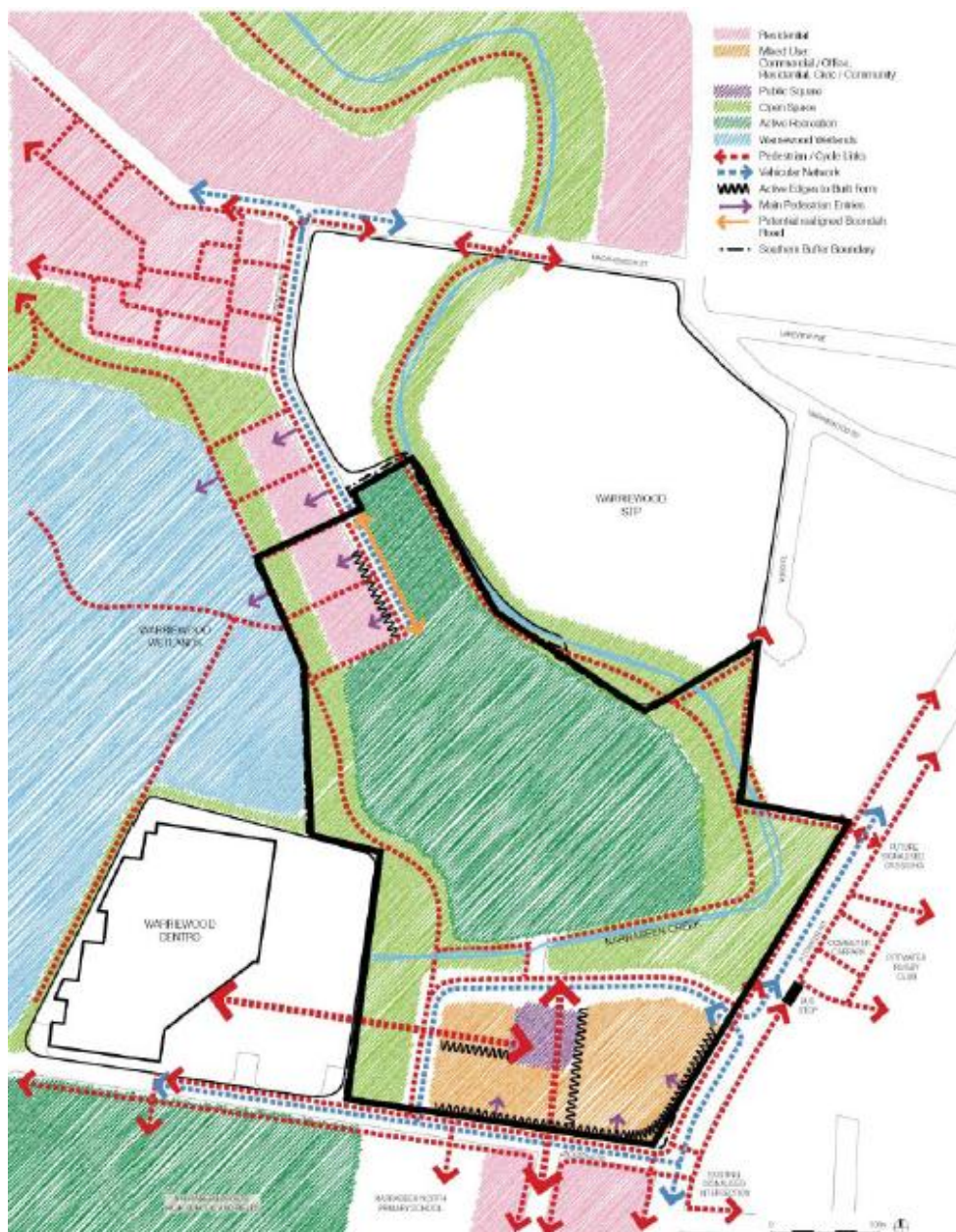
The primary centre in Sydney's north eastern subregion is Brookvale-Dee Why (identified as a strategic centre by the draft North East Subregional Strategy) accessible within 30 minutes by public transport from the sites. Direct bus services are available on Pittwater Road. Manly and Mona Vale are identified as town centres with Manly performing a major tourism function. Avalon, Newport, Narrabeen and Balgowlah are identified as village centres.

Warriewood Square, approximately 200m to the east of the site is identified as a standalone centre. In response to the recommendations of a strategic review of the WVULR area which supports the development of retail, commercial and recreational uses on land adjacent to Warriewood Square it is anticipated that the nature of the centre will expand and evolve beyond its current designation (refer to FIGURE 3). The strategy makes the following recommendation:

“Warriewood Square aligns the western boundary of the Southern Buffer, with direct access of Jacksons Road. The Southern Buffer can accommodate any future expansion of this centre provided there are clear, direct linkages between Warriewood Square and the southern developable ‘island’.

The expanded centre (including Warriewood Square) will need to become a ‘town centre’ in its own right.”

FIGURE 3 – SOUTHERN BUFFER PRECINCT CONCEPT PLAN

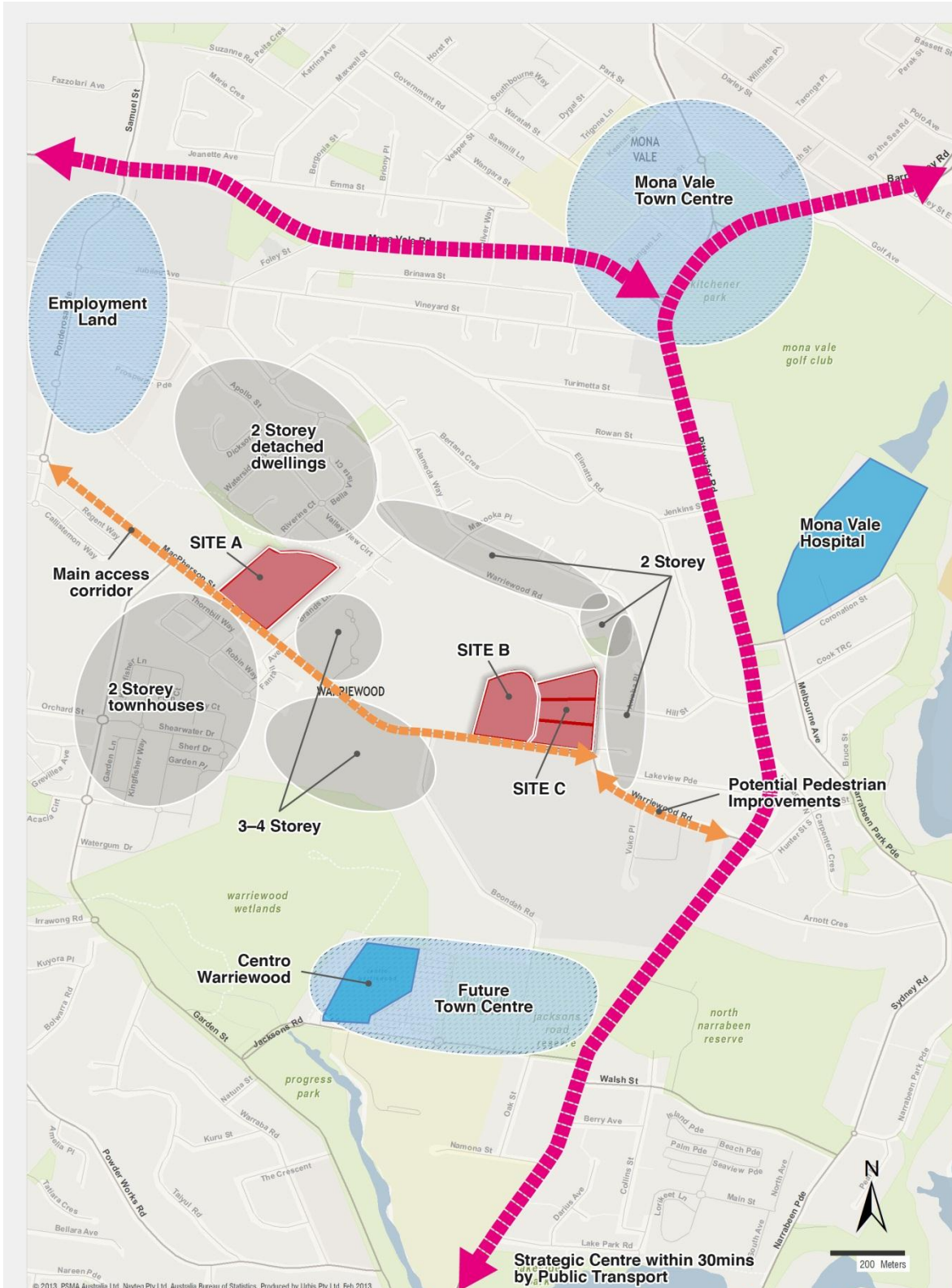


Source: Warriewood Valley Strategic Review Report

Also of note a new neighbourhood centre has recently been approved at 23 Macpherson Street, within convenient walking distance of Site A (development application N0085/11 approved by Pittwater Council 7 July 2011).

The hierarchy of centres provides a context and strategic planning framework within which to focus new development.

FIGURE 4 – SITE CONTEXT



2.2 DEMOGRAPHICS

There are 6,146 residents in the suburb of Warriewood based on data derived from the 2011 ABS Census statistics. The following provides a brief discussion of the demographic characteristics of the area in comparison to the Pittwater LGA and the Greater Sydney Greater Capital City Statistical Area.

AGE

The suburb has an older population and an above average median age of 38 and a significantly higher proportion of residents aged 65 years and over than Greater Sydney (14.3% compared to 12.7%). In addition, the suburb represents a lower than average percentage of persons that fall into the working age group of 25-54 years (34.7%) compared to Greater Sydney (54.7%).

INCOME AND AFFLUENCE

The median household weekly income of Warriewood is \$1,944 per week which is higher than the average for Greater Sydney (\$1,447).

HOUSING AND HOUSING TENURE

The majority of dwellings in Warriewood are separate houses (61.9%). This proportion is lower than the rest of the Pittwater LGA (74%) but higher than Greater Sydney (60.9%). Flats, units or apartments only make up 5.2% of the dwelling stock in Warriewood, compared to 14.3% across the LGA and 25.8% across Greater Sydney.

Rates of home ownership are high in Warriewood with 79.6% of households either owning their homes or being in the process of purchasing their home compared to 77.7% across Pittwater LGA and 65.2% across Greater Sydney.

The average household size in Warriewood is slightly greater than the national average at 2.9 persons per household compared to 2.6 persons nationwide. The proportion of larger households within the suburb is considerably higher than in Greater Sydney, 81.9% of dwellings within Warriewood comprise 3 or more bedrooms compared to 65.8% across Sydney.

The majority of families in Warriewood are couples with children (54.8%), higher than Greater Sydney at 48.9%, while 30.3% of families in Warriewood and 33.5% across Greater Sydney are couple families without children.

There is currently a lack of housing diversity across the LGA, particularly when compared at the subregional and Sydney levels. This is recognised by the Metropolitan Plan which states the following:

"The low density housing character and high quality housing stock within many areas of the subregion is highly valued by residents; however, there is significant demand for a broader mix of housing types, including medium and high density housing.

A key element of the Metropolitan Strategy is to ensure an adequate mix of housing is available. For the North East Subregion this will entail complementing the existing high level of low-density accommodation with more medium and high density housing."

EMPLOYMENT

Unemployment in Warriewood is low at 2.8% compared to 5.7% in Greater Sydney. 24.2% of Warriewood residents are employed as professionals, 16.2% as clerical and administrative workers and 17.4% as managers. The top two industries for these employment types are school education and café, restaurants and takeaway food services. There is a considerably lower than average number of persons employed in blue collar industries who reside in the suburb, possibly related to housing affordability in the area.

Pittwater Road to the east is a strategic bus corridor. Bus prioritisation measures have been implemented to improve bus services along this corridor. Regular bus services providing access to North Sydney and Sydney CBDs are available (refer to FIGURE 5). Notably route 185/L85 connects Mona-Vale via Warriewood Valley to Dee-Why/Brookvale then through to the City. This route runs limited stop express services during peak hours and passes both sites subject to this planning proposal.

The map displays the Monash Medical Centre area, including Bayview, Mona Vale, and North Narrabeen. Key features include:

- Bus Routes:**
 - Barrenjoey Road Services:** 187, 188, 189, 190, 191, 192, 193, 194, 195, 196, 197, 198, 199, 200, 201, 202, 203, 204, 205, 206, 207, 208, 209, 210, 211, 212, 213, 214, 215, 216, 217, 218, 219, 220, 221, 222, 223, 224, 225, 226, 227, 228, 229, 230, 231, 232, 233, 234, 235, 236, 237, 238, 239, 240, 241, 242, 243, 244, 245, 246, 247, 248, 249, 250, 251, 252, 253, 254, 255, 256, 257, 258, 259, 260, 261, 262, 263, 264, 265, 266, 267, 268, 269, 270, 271, 272, 273, 274, 275, 276, 277, 278, 279, 280, 281, 282, 283, 284, 285, 286, 287, 288, 289, 290, 291, 292, 293, 294, 295, 296, 297, 298, 299, 300, 301, 302, 303, 304, 305, 306, 307, 308, 309, 310, 311, 312, 313, 314, 315, 316, 317, 318, 319, 320, 321, 322, 323, 324, 325, 326, 327, 328, 329, 330, 331, 332, 333, 334, 335, 336, 337, 338, 339, 340, 341, 342, 343, 344, 345, 346, 347, 348, 349, 350, 351, 352, 353, 354, 355, 356, 357, 358, 359, 360, 361, 362, 363, 364, 365, 366, 367, 368, 369, 370, 371, 372, 373, 374, 375, 376, 377, 378, 379, 380, 381, 382, 383, 384, 385, 386, 387, 388, 389, 390, 391, 392, 393, 394, 395, 396, 397, 398, 399, 400, 401, 402, 403, 404, 405, 406, 407, 408, 409, 410, 411, 412, 413, 414, 415, 416, 417, 418, 419, 420, 421, 422, 423, 424, 425, 426, 427, 428, 429, 430, 431, 432, 433, 434, 435, 436, 437, 438, 439, 440, 441, 442, 443, 444, 445, 446, 447, 448, 449, 450, 451, 452, 453, 454, 455, 456, 457, 458, 459, 460, 461, 462, 463, 464, 465, 466, 467, 468, 469, 470, 471, 472, 473, 474, 475, 476, 477, 478, 479, 480, 481, 482, 483, 484, 485, 486, 487, 488, 489, 490, 491, 492, 493, 494, 495, 496, 497, 498, 499, 500, 501, 502, 503, 504, 505, 506, 507, 508, 509, 510, 511, 512, 513, 514, 515, 516, 517, 518, 519, 520, 521, 522, 523, 524, 525, 526, 527, 528, 529, 530, 531, 532, 533, 534, 535, 536, 537, 538, 539, 540, 541, 542, 543, 544, 545, 546, 547, 548, 549, 550, 551, 552, 553, 554, 555, 556, 557, 558, 559, 560, 561, 562, 563, 564, 565, 566, 567, 568, 569, 570, 571, 572, 573, 574, 575, 576, 577, 578, 579, 580, 581, 582, 583, 584, 585, 586, 587, 588, 589, 590, 591, 592, 593, 594, 595, 596, 597, 598, 599, 600, 601, 602, 603, 604, 605, 606, 607, 608, 609, 610, 611, 612, 613, 614, 615, 616, 617, 618, 619, 620, 621, 622, 623, 624, 625, 626, 627, 628, 629, 630, 631, 632, 633, 634, 635, 636, 637, 638, 639, 640, 641, 642, 643, 644, 645, 646, 647, 648, 649, 650, 651, 652, 653, 654, 655, 656, 657, 658, 659, 660, 661, 662, 663, 664, 665, 666, 667, 668, 669, 670, 671, 672, 673, 674, 675, 676, 677, 678, 679, 680, 681, 682, 683, 684, 685, 686, 687, 688, 689, 690, 691, 692, 693, 694, 695, 696, 697, 698, 699, 700, 701, 702, 703, 704, 705, 706, 707, 708, 709, 710, 711, 712, 713, 714, 715, 716, 717, 718, 719, 720, 721, 722, 723, 724, 725, 726, 727, 728, 729, 730, 731, 732, 733, 734, 735, 736, 737, 738, 739, 740, 741, 742, 743, 744, 745, 746, 747, 748, 749, 750, 751, 752, 753, 754, 755, 756, 757, 758, 759, 760, 761, 762, 763, 764, 765, 766, 767, 768, 769, 770, 771, 772, 773, 774, 775, 776, 777, 778, 779, 780, 781, 782, 783, 784, 785, 786, 787, 788, 789, 790, 791, 792, 793, 794, 795, 796, 797, 798, 799, 800, 801, 802, 803, 804, 805, 806, 807, 808, 809, 810, 811, 812, 813, 814, 815, 816, 817, 818, 819, 820, 821, 822, 823, 824, 825, 826, 827, 828, 829, 830, 831, 832, 833, 834, 835, 836, 837, 838, 839, 840, 841, 842, 843, 844, 845, 846, 847, 848, 849, 850, 851, 852, 853, 854, 855, 856, 857, 858, 859, 860, 861, 862, 863, 864, 865, 866, 867, 868, 869, 870, 871, 872, 873, 874, 875, 876, 877, 878, 879, 880, 881, 882, 883, 884, 885, 886, 887, 888, 889, 890, 891, 892, 893, 894, 895, 896, 897, 898, 899, 900, 901, 902, 903, 904, 905, 906, 907, 908, 909, 910, 911, 912, 913, 914, 915, 916, 917, 918, 919, 920, 921, 922, 923, 924, 925, 926, 927, 928, 929, 930, 931, 932, 933, 934, 935, 936, 937, 938, 939, 940, 941, 942, 943, 944, 945, 946, 947, 948, 949, 950, 951, 952, 953, 954, 955, 956, 957, 958, 959, 960, 961, 962, 963, 964, 965, 966, 967, 968, 969, 970, 971, 972, 973, 974, 975, 976, 977, 978, 979, 980, 981, 982, 983, 984, 985, 986, 987, 988, 989,

“A key action of this plan is the aim to locate 80 per cent of all new housing within walking distance of centres of all sizes with good public transport. This will reduce car dependency and make walking, cycling and public transport more viable to more residents.”

The site is well suited to centre supporting and transit-orientated development in accordance with the provisions of the Metropolitan Plan for Sydney 2036, the draft North East Subregional Strategy and the draft Metro Strategy. It is within walking and cycling distance of well-established and future planned retail and recreational uses and public transport infrastructure, making it ideally suited to accommodate more intensive development and to stimulate demand for the new facilities envisaged for the area:

- Brookvale-Dee Why is designated as a Major Centre serving the North East Subregion. This Strategic Centre is located approximately 11km to the south of the subject sites and is accessible via the Pittwater Road strategic bus corridor (approximate 20-30 minute journey time).

In this regard, the proposed development has the potential to make a valuable contribution to the Strategy's targets in relation to increased public transport usage.

- Additional retail facilities are available at Mona Vale town centre (2km to the north) and Warriewood Square (a standalone shopping centre to the south).
- The Warriewood Valley Strategic Review supports the development of land identified as the Southern Buffer (approximately 400m by foot from Site C) within the WVULR area for retail, commercial, community and recreational uses.
- The proposal would result in increased development density within proximity of existing public transport infrastructure (Pittwater Road strategic bus corridor is located to the west within walking distance of the site) helping to stimulate demand for additional bus services within the locality and responding to the recognised need to increase the use of public transport in the locality.

2.3 SITE DESCRIPTION

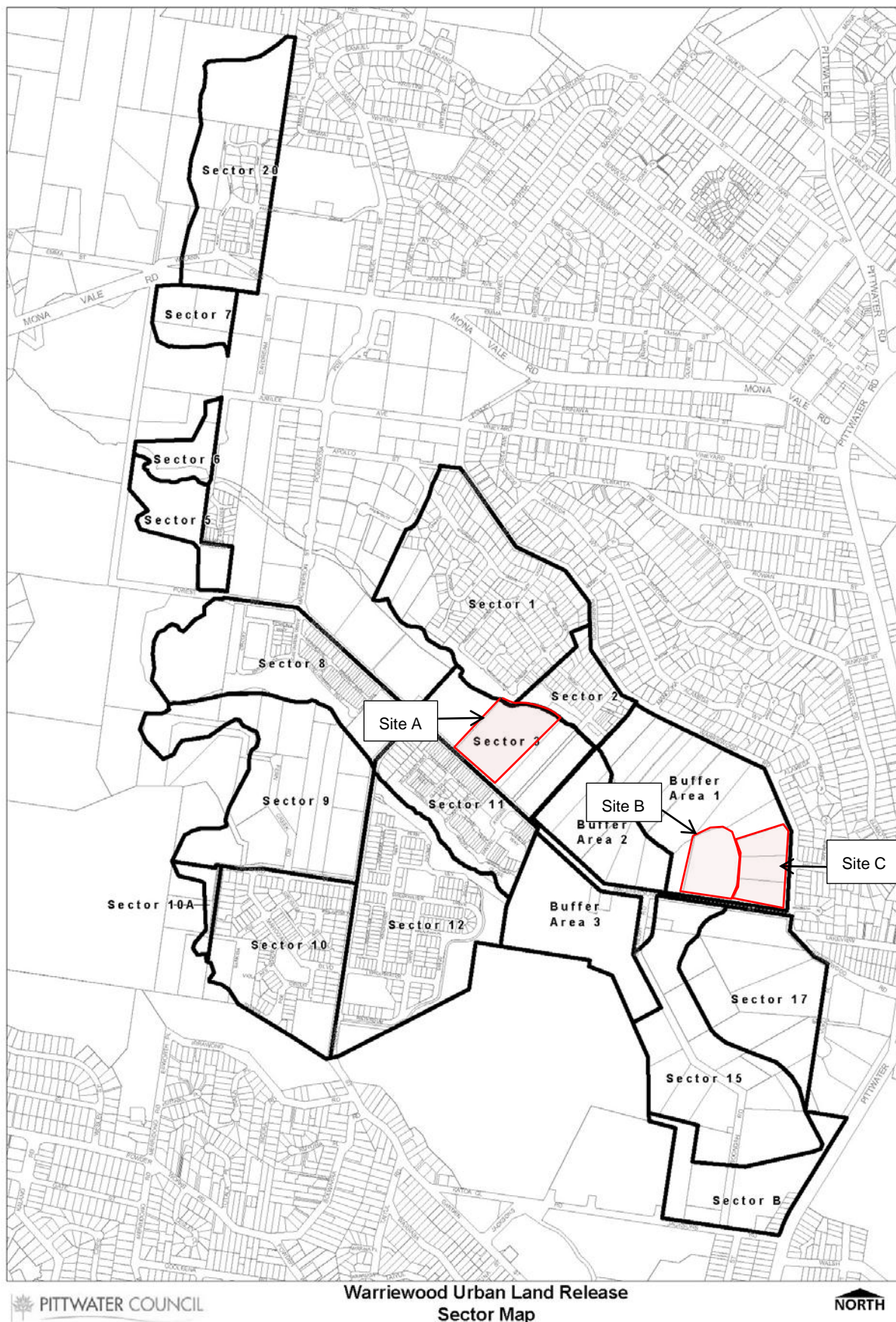
The Planning Proposal relates to three land parcels (all within the ownership and control of the applicant) as described in TABLE 1 and shown in the aerial photograph in FIGURE 3 and FIGURE 4. The land is located in the southern extent of the Warriewood Valley Urban Land Release area as defined by the Warriewood Valley Planning Framework 2010.

Site surveys are provided at Appendix A.

TABLE 1 – SITE DESCRIPTION

	PROPERTY ADDRESS	PROPERTY DESCRIPTION	SITE AREA	WARRIEWOOD VALLEY URBAN LAND RELEASE AREA (REFER TO FIGURE 4)
A	18 Macpherson Street	Vacant generally level land.	3.05ha	Sector 3
B	2 Macpherson Street	Garden supplies / nursery	4.67ha	Buffer Area 1
C	23, 25 & 27 Warriewood Road	Two storey dwelling located in north eastern corner of the site. Remainder of the site grassed. Some mature vegetation at site boundaries.		

FIGURE 6 – WARRIEWOOD VALLEY URBAN LAND RELEASE AREA – SECTOR MAP



Source: Warriewood Valley Planning Framework 2010

FIGURE 7 – AERIAL PHOTOGRAPH OF SITE AND LOCALITY



The key existing features of the land to which the Planning Proposal applies are described below:

TABLE 2 – SITE FEATURES

	SITE A – 18 MACPHERSON STREET	SITE B - 2 MACPHERSON STREET	SITE C - 23, 25 & 27 WARRIEWOOD ROAD
Topography	Generally level land	Generally level land	The site has a pronounced east – west slope (8m fall). The high point of the site is adjacent to Warriewood Road.
Site Layout and Built Form	Irregular shaped parcel of land. The site has been cleared of buildings and consists of mown grass. Some established vegetation is present along the site's boundaries.	Irregular shaped parcel of land occupied by ad hoc buildings and structures associated with its use as a nursery.	Three contiguous parcels of land. Existing development is limited to a single dwelling house in the north east with frontage to Warriewood Road. The remainder of the site consists of grazing land.
Vehicle Access	Macpherson Street. No curb adjacent to the site.	Macpherson Street. No curb adjacent to the site.	Warriewood Road and Macpherson Street. No street curb adjacent to the site.
Pedestrian Access	No existing pavement to the front of the site. Development of the site provides the opportunity to continue the pavement treatment.	No existing pavement to site frontage.	No existing pavement on western side of Warriewood Road.

The surrounding area also forms part of the Warriewood Valley Urban Land Release area and is being redeveloped for residential housing. Traditionally, development has largely comprised two and three storey buildings consisting of detached dwellings, terraced housing and multi-unit buildings. However, more recently land in the vicinity of the sites is becoming characterised by medium density housing. Recently approved development on Macpherson Street including the Warriewood Brook Anglican Retirement Village and the Oceanvale apartment development have contributed to redefining the character of Warriewood Valley. These developments include building heights of three to four storeys and achieve densities of 60 dwellings per hectare.

The immediate surrounds comprise a variety of land uses which are described below:

TABLE 3 – SURROUNDING LAND USES

	SITE A - 18 MACPHERSON STREET	SITE B - 2 MACPHERSON STREET	SITE C – 23, 25 & 27 WARRIEWOOD ROAD
North	Existing creek and surrounding vegetation which separates and screens the site from low density residential development further north.	Land to the north has been cleared and is used as a caravan storage yard.	Vacant land intended for future residential development.
East	Garden supplies / nursery. The Warriewood Brook Anglican Retirement Village is located further east which accommodates two and three storey independent living units and is being progressively developed.	The site is bounded to the east by 23, 25 & 27 Warriewood Road. The two sites are separated by an existing creek.	Warriewood Road, a two way carriageway. There is no pavement on the eastern side of Warriewood Road. Low density residential properties, consisting of two storey detached dwellings, are located opposite.
South	The site is bounded by Macpherson Street to the south which consists of a two way carriageway with parking on its southern side. There is currently no curb on the northern side of Macpherson Street. Opposite, development consists of two storey townhouses.	Macpherson Street separates the site from the sewage treatment plant opposite. There is no pavement on either side of the Macpherson Street in the vicinity of the site.	Macpherson Street separates the site from the sewage treatment plant opposite. There is no pavement on either side of the Macpherson Street in the vicinity of the site.
West	Flower Power (garden supplies business) is located immediately adjacent.	Land to the west is undeveloped and consists of heavy vegetation.	The site is bounded by 2 Macpherson Street. The two sites are separated by an existing creek.



PICTURE 1 – SITE C VIEWED FROM SOUTH



PICTURE 2 – SITE C VIEWED FROM EAST



PICTURE 3 – SITE B VIEWED FROM MACPHERSON STREET



PICTURE 4 – TWO STOREY TOWNHOUSES TO WEST OF SITE B



PICTURE 5 – THREE / FOUR STOREY APARTMENT BUILDINGS ON MACPHERSON STREET



PICTURE 6 – THREE / FOUR STOREY RETIREMENT VILLAGE ON MACPHERSON STREET



PICTURE 7 – EXISTING DETACHED DWELLINGS ON WARRIEWOOD ROAD



PICTURE 8 – MACPHERSON STREET TO THE SOUTH OF SITE C

2.4 PLANNING CONTEXT

2.4.1 PITTWATER LEP 1993

Pittwater Local Environmental Plan 1993 (PLEP 1993) is the relevant planning instrument for the site.

Under PLEP 1993, the site is zoned 2(f) Mixed Residential. A plan showing the existing zone is provided at Figure 6.

The objectives of the 2(f) zone are as follows:

- *“To identify land within the Warriewood Valley Urban Land Release which is suitable for residential development and which will be provided with adequate physical and social infrastructure in accordance with a planning strategy for the area.*
- *To provide opportunities for more varied forms of housing and wider housing choices.*
- *To provide opportunities for a mixture of residential buildings which can be in the form of detached dwellings, integrated development, cluster housing, group buildings and the like.”*

Development for the following purposes is permitted with consent in the 2(f) zone:

“Residential buildings, associated community and urban infrastructure.”

All other development is prohibited.

Residential flat buildings are a type of residential building and as such are permissible within the zone. PLEP 1993 defines residential flat buildings as follows:

“a building containing 2 or more dwellings.”

The sites are situated within Buffer Area 1 (Sites A and C) and Sector 3 (Site B) (refer to FIGURE 6).

Under PLEP 1993 the development standards that are applicable to the sites include:

- Dwelling density (provisions equate to 25 dwellings per hectare)
 - Buffer Area 1: maximum 176 dwellings
 - Sector 3: maximum 165 dwellings
- Building height: 8.5m.

2.4.2 WARRIEWOOD VALLEY PLANNING FRAMEWORK 2010

The Warriewood Valley Planning Framework 2010 consolidates the Draft Warriewood Valley Urban Land Release Planning Framework 1997 and the STP Buffer Sector Draft Planning Framework 2001 into a single document. The document aims to ensure the planned orderly development of the Valley which continues to respond to changing legislative and economic conditions by developing a planning strategy that facilitates completion of the Warriewood Valley Urban Land Release. The planning framework contains a contextual overview of Warriewood Valley, objectives, action plans and specific site development outcomes. The objectives of this document translate into various PDCP controls and PLEP considerations.

2.4.3 WARRIEWOOD VALLEY STRATEGIC REVIEW

Pittwater Council in collaboration with the Department of Planning and Infrastructure has commenced a strategic review of its planning framework for the WVULR area. The intention of the study is to explore opportunities for the further intensification of development across the release area. The review has been triggered by the approval of a development proposal at 14-18 Boondah Road (within Buffer Area 1 of the WVULR). In its determination of the application the Planning and Assessment Commission (PAC) called for a review of the dwelling densities, height controls, the current transport network and necessary improvement works and infrastructure demands within the Warriewood Valley and surrounding area.

The purpose of the review is to identify opportunities to further intensify development within the WVULR in recognition of the objectives identified in the Metropolitan Plan and the draft North East Subregional Strategy. It:

- Identifies the development capabilities of land within the WVULR area with regard to environmental constraints.
- Assesses the impact of increased density.
- Identifies issues relating to flood impact.
- Assesses opportunities for a new mixed use precinct within the Southern Buffer.

Being among the remaining land within the release area yet to be developed the subject lands have been included as part of this review.

A draft report detailing the findings of the review has been released. The review recognises the strategic location of the WVULR area. It states:

“Warriewood Valley immediately adjoins Warriewood Square, the strategic bus route along Pittwater Road and existing community facilities. In the context of the LGA, where land around existing centres is relatively constrained, Warriewood Valley offers one of a limited number of areas in the LGA where higher density housing development could be accommodated.”

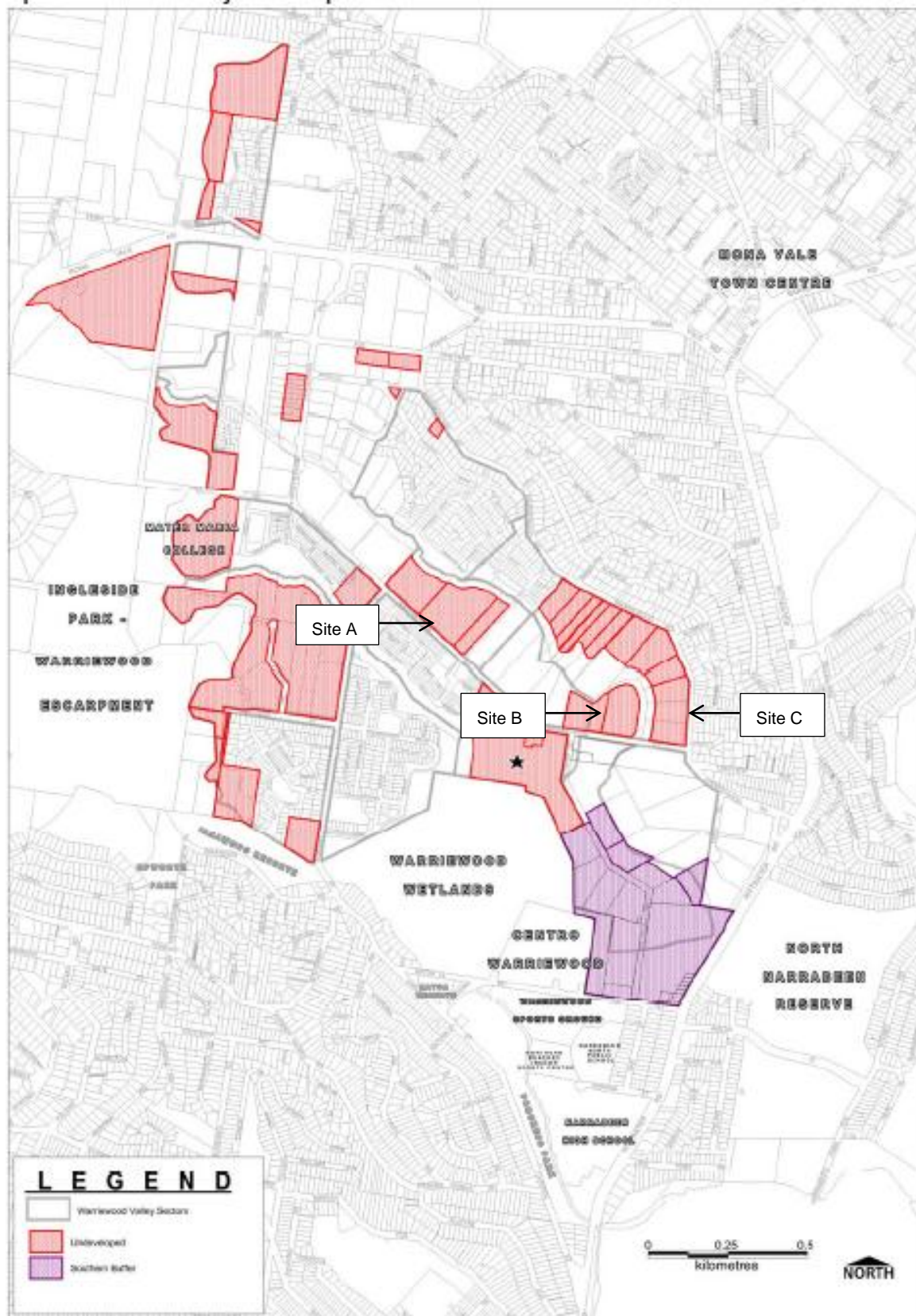
With respect to the subject sites, the strategic review recommends only a moderate uplift in dwelling density. This is considered to be a significant underestimation of the development capability of the land.

The following controls are recommended by the report:

TABLE 4 – DRAFT STRATEGIC REVIEW – PROPOSED DWELLING DENSITY

Sector	EXISTING DENSITY (DWELLINGS / HECTARE)	PROPOSED DENSITY (DWELLINGS / HECTARE)	PROPOSED YIELD
302 (18 Macpherson Street)	25	32	84
Buffer 1I (23, 25 & 27 Warriewood Street)	25	32	67
Buffer 1m (2 Macpherson Street)	Not specified	Not specified	Not specified

FIGURE 8 – WARRIEWOOD VALLEY URBAN LAND RELEASE AREA



★ Buffer 3a (known as 14-18 Boondah Road) subsequently removed following Land & Environment Court's judgment on 12 September 2011

Source: Warriewood Valley Strategic Review Report – Undeveloped Lands Investigated

TABLE 5 – DRAFT STRATEGIC REVIEW – PROPOSED BUILT FORM CONTROLS

CONTROL	SECTOR 302 (18 MACPHERSON STREET)	BUFFER 1L (23, 25 & 27 WARRIEWOOD STREET)	BUFFER 1M (2 MACPHERSON STREET)
Building Heights (storey and Metres)	Townhouse to road frontage Two storey apartments to rear of site 2 storeys – 8.5m 3 storeys – 11.5m	Three storey apartments at rear of site Semi-detached houses to road frontage 2 storeys – 8.5m 3 storeys – 11.5m	Not specified
Building Setbacks	Minimum 6m from main street address 4m rear setbacks except garages	Minimum 6m from main street address 4m secondary streets/laneways 4m rear setbacks except garages	Not specified
Floor Space Ratio	0.5:1	0.5:1	Not specified

The review commenced in May 2011 and was endorsed by the Director General 1 May 2013. In correspondence to Council the Director General provided clear support for the investigation of opportunities for higher density development than currently identified by the Strategic Review report on larger, consolidated sites within the WVULR area through the planning proposal process. The letter comments as follows:

“While the Report proposes specific residential densities, I consider that there may be future opportunities for a greater mix of housing types and higher densities, particularly on larger sites or if sites can be amalgamated. The content of the report and economic feasibility analysis support this position. Opportunities for higher density development beyond that recommended in the Strategy Review could be explored through planning proposals subject to appropriate merit assessment. The Department will assess any such proposal it receives on that basis.”

Further consideration of the findings of the Strategic Review and justification for the proposed departure from the recommendations of the review are contained in Section 0.

2.4.4 DRAFT PITTWATER LEP 2013

Pittwater Council is currently undertaking a comprehensive review of its Local Environmental Plan. The draft Pittwater Local Environmental Plan 2013 (draft PLEP) is currently being exhibited (16 March – 10 May 2013).

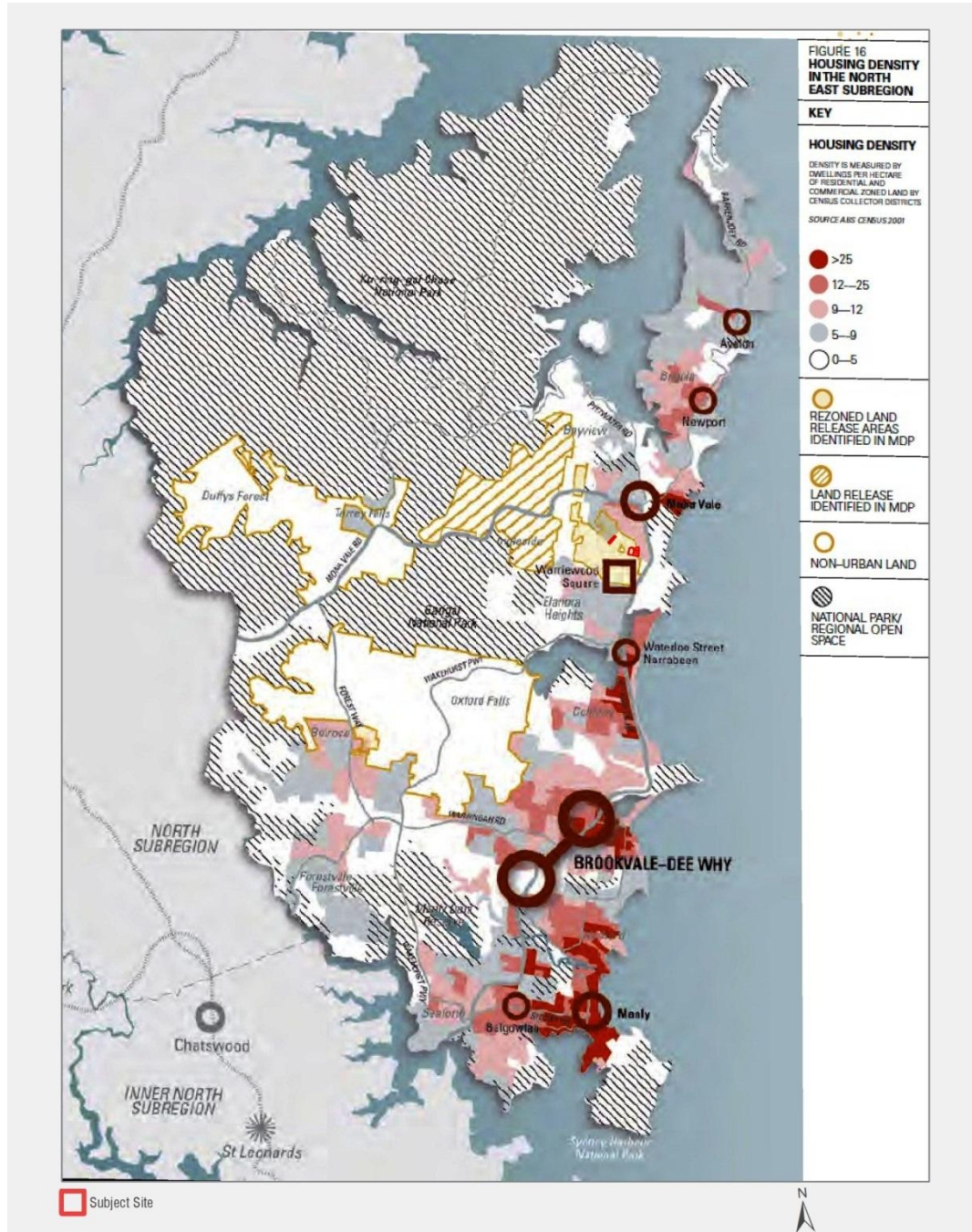
The subject sites are to be converted to a R3 Medium Density zone under the draft PLEP. Residential flat buildings are permissible within the proposed R3 zone. No changes are proposed to the height and dwelling density controls that currently apply to the sites under PLEP 1993.

3 Strategic Merit

3.1 METROPOLITAN PLAN FOR SYDNEY

The Metropolitan Plan for Sydney 2036 (“Metro Plan”) seeks to respond to the key challenges facing Sydney such as a growing and changing population, the need to locate more jobs closer to home, more efficient transport, tackling climate change and enabling a more sustainable city. Central to achieving these challenges is a focus on developing a ‘City of Cities’ structure which is defined by a compact, multi-centred and connected city structure enabling people to spend less time travelling to access work, services, markets or regional facilities.

FIGURE 9 – NORTH EAST SUBREGION – HOUSING DENSITY



Source: Draft North East Subregional Strategy

The Plan is underpinned by a number of strategic objectives to ensure the viability of its subregions. These include:

- The attainment of specific regional subregional housing targets.
- The efficient utilisation of existing / new infrastructure.
- The concentration of housing density in and around corridors and centres, particularly railway stations.
- The creation of vibrant mixed use centres that accommodate both working and living.

The Plan positively encourages well designed, higher density development within walking distance of existing public transport infrastructure, services and facilities.

Of relevance to this proposal the key housing directions of the Plan include:

- Increase housing choice as part of the housing target.
- Concentrate development and strengthen major centres, towns, villages, small villages and neighbourhoods.
- Enable communities to “age in place.”

CENTRE SUPPORTING HOUSING

Across the Greater Metropolitan Area a target of 60-70% of new housing will be accommodated in existing urban areas, focused around centres. This will take advantage of existing services such as shops and public transport and reduce development pressure in other parts of Sydney. The Metro Plan therefore positively encourages well designed, higher density housing in walking distance of centres.

Warriewood Square, currently identified as a stand-alone shopping centre, is situated to the south of the Warriewood Valley Urban Land Release area. The North East Subregional Strategy defines the various centre types. Stand-alone shopping centres, unlike the other centre types identified by the Strategy, do not support a specific dwelling range but are recognised as having the potential to develop into town centres. Stand-alone shopping centres are described by the Subregional Strategy as follows:

“Internalised, privately owned centres located away from other commercial areas, containing many of the attributes of a Town Centre but without housing or public open space – may have potential to become a traditional town centre in the long term.” [our emphasis]

At the local level there is a clear aspiration for the centre to develop into a town centre. As part of the strategic review of the Warriewood Valley planning controls opportunities for the development of additional retail, commercial and recreational facilities in the southern extent of the release area are being explored. This will contribute to redefining the role of Warriewood Square within the established centres hierarchy. The Strategic Review Report states the following:

“Warriewood Square aligns the western boundary of the Southern Buffer, with direct access of Jacksons Road. The Southern Buffer can accommodate any future expansion of this centre provided there are clear, direct linkages between Warriewood Square and the southern developable ‘island’.

The expanded centre (including Warriewood Square) will need to become a ‘town centre’ in its own right.”

MORE DIVERSE HOUSING

Pittwater LGA is within the North East metropolitan subregion. The housing target for the subregion, as specified in the Draft North East Subregional Strategy, is 17,300 new dwellings, increasing from just over 90,000 in 2004 to 107,300 by 2031. The Subregional Strategy states that Pittwater LGA has a dwelling target of an additional 4,600 dwellings by 2031.

The Strategy recognises that there is a need and significant demand for a broader mix of housing types including medium and high density housing. The vast majority of the existing housing stock in the North East is detached dwellings, making up 62.4 per cent of housing stock in the subregion, semi-detached houses, terraces and townhouses make up 16.2 per cent, and units and apartments 21.4 per cent. In Pittwater, the subregional strategy indicates that 80.4% of housing stock is in the form of detached dwellings, 13.9% is medium density housing and just 5.7% is high density housing. It is noted in the subregional strategy that the low density character and high quality housing stock within many areas of the subregion is highly valued by residents. However, there is significant demand for a broader mix of housing types, including medium and high density housing. A key element of the Metropolitan Plan is to ensure that an adequate mix of housing is available. For the North East Subregion this demands a greater balance between low density accommodation and more medium and high density housing. These alternative forms of housing will help to meet centres and transport objectives. It will also meet demand from an ageing population to “age in place” and be a more affordable form of entry into the North East housing market.

MORE HOUSING IN PROXIMITY TO PUBLIC TRANSPORT

Additionally, significant emphasis is placed on increasing the proportion of people living within 30 minutes by public transport of a Strategic Centre. The Strategy identifies a target of 80 per cent of new dwellings within proximity of public transport to achieve this requirement, noting that 72% of all trips by residents of the North East subregion are made by car with only 9.5% of trips made by public transport. Car use is among the highest in Sydney. The Strategy states the following:

“A key action of this plan is the aim to locate 80 per cent of all new housing within walking distance of centres of all sizes with good public transport. This will reduce car dependency and make walking, cycling and public transport more viable to more residents.”

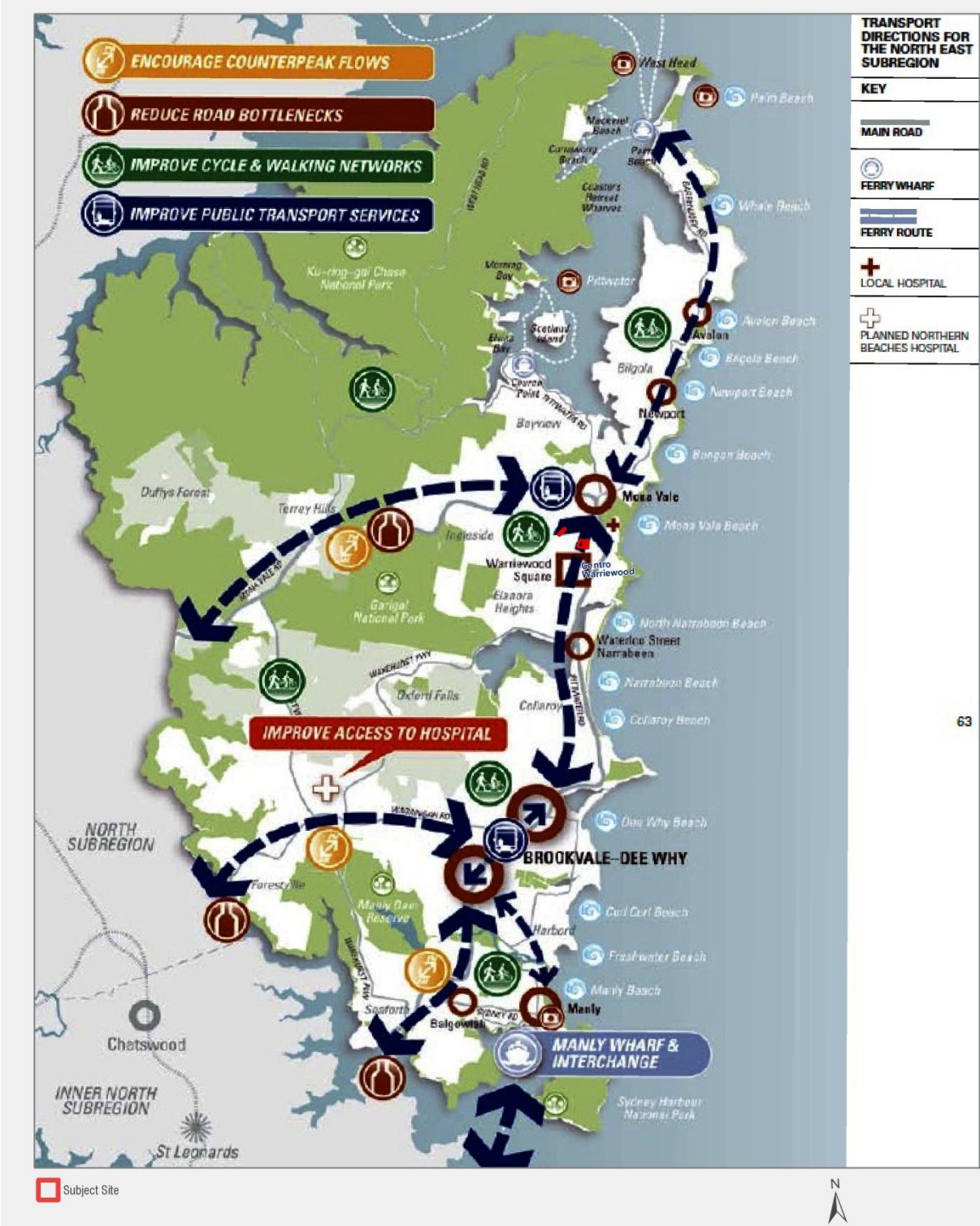
As noted in Section 2.4 , Brookvale-Dee Why is designated as a Major Centre serving the North East Subregion. This Strategic Centre is located approximately 11km to the south of the subject sites and is accessible via the Pittwater Road strategic bus corridor (approximate 20-30 minute journey time). In this regard, the proposed development has the potential to make a valuable contribution to the Strategy’s targets in relation to increased public transport usage and has the potential to further stimulate demand for bus services.

The combined effect of the above considerations strongly support significant residential density increases in Warriewood Valley. The proposal will directly assist Pittwater LGA to meet the objectives of the Metropolitan Strategy which encourage a broader mix of housing types, and more medium and high density housing which is largely absent from the LGA.

The draft North East Subregional Strategy seeks to concentrate residential development to strengthen centres and notes that the majority of residential growth should be accommodated within existing urban areas. The existing residential character of the subregion provides very little density within the Pittwater LGA. Given the objectives of the Subregional Strategy in terms of dwelling provision, the proposal represents one of few opportunities to provide high density housing within close proximity to both existing centres and public transport assisting with the attainment of dwelling targets.

The current planning framework encourages predominantly detached two-storey dwelling housing, some attached townhouses and multi-unit housing. The proposed residential use is therefore consistent with the underlying purpose of the zone. However, the current approach fails to capitalise on the sites’ strategic location adjacent to a recognised centre and with excellent access to public transport and infrastructure.

FIGURE 10 – NORTH EAST SUBREGION - TRANSPORT & PUBLIC INFRASTRUCTURE



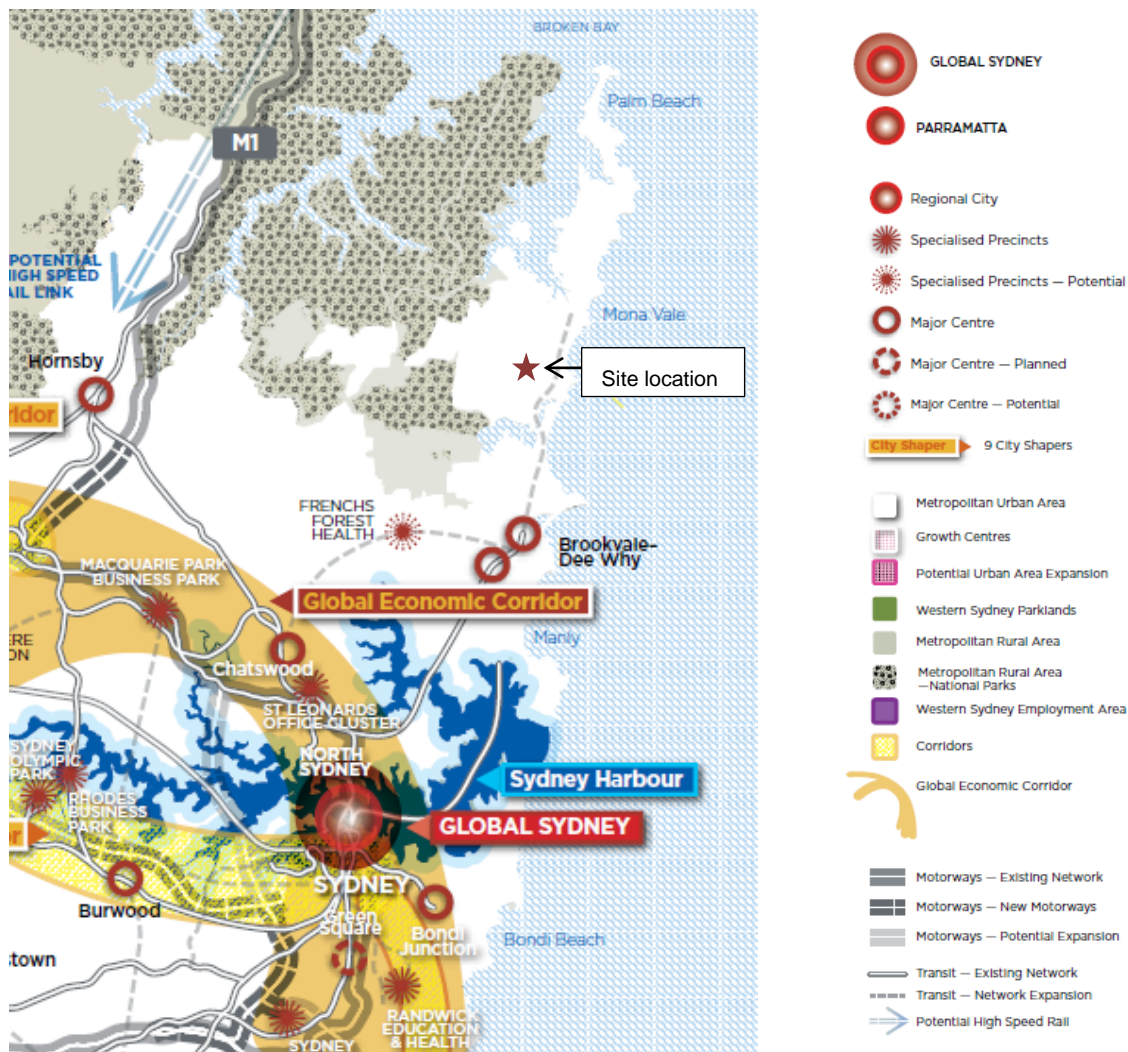
Source: Draft North East Subregional Strategy

3.2 DRAFT METROPOLITAN STRATEGY FOR SYDNEY

The key messages of the current Metro Plan are restated and reinforced in the recently published draft Metro Strategy (currently on public exhibition):

- **More housing is needed to meet demand:** The draft Metro Strategy increases the dwelling targets for the Sydney Metropolitan region, requiring a minimum of 273,000 new homes by 2021 and 545,000 by 2031. Minimum housing targets to 2021 and 2031 are specified for six subregions. Pittwater LGA is within the north subregion; this subregion also includes Hornsby, Ku-ring-gai, Manly and Warringah LGAs). Minimum housing targets of 19,000 and 37,000 new dwellings to 2021 and 2031 are to be achieved within the north subregion. To help deliver these targets, the draft Strategy commits to “fast-track” the supply of housing in established urban areas and zoned release areas (areas such as the Warriewood Valley Urban Release Area).
- **New housing with good access to public transport, facilities and services:** The provision of new housing with good access to existing and planned infrastructure remains a key focus of Government policy within this document (*Objective 5 - Policy (b) new housing will be encouraged in areas close to existing and planned infrastructure in both infill and greenfield areas*).
- **The provision of more diverse housing:** Consistent with the provisions of the current Metro Plan, the draft Strategy supports the delivery of a greater variety of housing types and sizes and recognises the need for smaller houses such as units, terraces and townhouses as well as specialised housing.

FIGURE 11 – SYDNEY 2031



Source: Draft Metropolitan Strategy for Sydney to 2031

The Strategy's recognition of market influences is also worth noting. The Strategy seeks to encourage growth within the Metropolitan Urban Area to reflect market demand, it states:

"minimum housing targets have been set for 2021. These shorter-term targets will drive greater accountability of State and local government to support the growing housing needs of Sydney. They more closely align with current market trends to ensure that land is available in those areas where there is demand."

The site is located within the Metropolitan Urban Area, as defined by the draft Strategy, which relates to land developed for urban or related purposes or which has been identified for future urban development. It is also located in close proximity to planned transport improvements as illustrated in FIGURE 11. Consistent with the objectives of the draft Strategy, the proposal:

- Will deliver new and more diverse housing within the short term and as such will contribute to achieving the targets of the strategy.
- Responds to a recognised need (and market demand) for smaller dwellings in this locality.
- Will provide new homes in close proximity to existing and planned infrastructure and services.

4 JUSTIFICATION FOR DEPARTURE FROM WARRIEWOOD VALLEY STRATEGIC REVIEW

4.1 RESPONSE TO THE STRATEGIC REVIEW REPORT

The current range of draft documents prepared as part of the Strategic Review present a confusing and contradictory picture of development outcome. While the study recommends dwelling densities of between 10 and 32 dwellings per hectare the findings of the economic feasibility study prepared as part of the strategic review recognises that minimum densities of 60 dwellings per hectare are required to support a more diverse range of dwelling types. It is our view that the strategic review is constrained by the underlying aim of seeking to limit development to generally low densities (32 dwellings per hectare). This has resulted in a significant underestimation of the development potential of the remaining land available. This not only represents the inefficient use of land but it also jeopardises the potential to adequately satisfy the objectives of the Sydney Metropolitan Plan and the recently published draft Sydney Metropolitan Strategy.

4.1.1 ECONOMIC FEASIBILITY

Based on Council's own research, the viability of multi-unit housing is dependent on dwelling densities of at least 60 dwellings per hectare. In support of the strategic review of planning controls for the Warriewood Valley Urban Land Release area an economic feasibility study was commissioned. The findings of this study indicate the following:

- *"For small lot residential and townhouses, dwelling densities need to be at least 30 dwellings per hectare.*
- *For multi-storey development (e.g. apartments) where on-site basement carparking is required, dwelling densities need to be at least 60 dwellings per hectare.*
- *For sites where a mix of development is proposed (i.e. small lot residential, townhouses and apartments), depending on the proportion of the development mix, minimum required densities for feasibility could fall between 50 and 60 dwellings per hectare.*
- *When developer contribution levels are raised to levels beyond \$50,000 per lot, the feasibility of residential development is undermined. Densities exceeding 60 dwellings per hectare then become necessary (in some cases as high as 100 to 120 dwellings per hectare) for economic viability."*

Contrary to the findings of this report however, the Strategic Review recommends only a moderate increase in development densities (generally 32 dwellings per hectare).

4.1.2 URBAN DESIGN

An urban design analysis has been undertaken to test the development potential of the subject sites. This analysis has included consideration of the outcomes recommended within the Urban Design Study which supports the Draft Warriewood Valley Strategic Review Report and has been developed using the assumptions used in that report. Contrary to the findings of the Draft Strategic Review the site specific analysis demonstrates that, given the size and location of the subject sites, dwelling densities of 80 dwellings per hectare can be achieved.

4.1.3 FLOOD

The draft Warriewood Valley Strategic Review includes an analysis of flood risk associated with water level rises in Narrabeen Lagoon and the effects of climate change. The study identified that Site A and C are suitable for development and could be filled above the 100 year ARI plus climate change with minor compensatory cut in the lower portions of the sites.

The study identifies Site B as providing compensatory cut for an adjacent site (Buffer Area 2a). These two sites are however, in separate ownership. Accordingly, site specific testing has been undertaken by the applicant, including preliminary hydraulic modelling, to further understand the development potential of Site B combined with Site C and independent of Buffer Area 2a. The analysis confirms that a suitable strategy can be developed to enable development to occur on this site.

4.1.4 TRAFFIC ANALYSIS

The Warriewood Valley Strategic Transport Study prepared by AECOM has informed the Draft Warriewood Valley Strategic Review. It assesses the feasibility of development opportunities of the remaining undeveloped land parcels within the release area and assesses four development scenarios:

- (1) Baseline – Existing controls maintained
- (2) Future Residential – Yields identified in the urban design study:
 - Site A: 96 dwellings
 - Site B: 0 dwellings
 - Site C: 80 dwellings
- (3) Southern Buffer Option 1 – Scenario 2 plus mixed use development within the Southern Buffer
- (4) Southern Buffer Option 2 – Scenario 3 plus higher development potential within the Southern Buffer

The proposal involves higher density development of the sites than the scenarios tested by the AECOM transport study. Accordingly, further site specific analysis has been undertaken specifically assessing the impacts associated with the additional traffic that would be generated by increasing the densities on each of the subject sites. This analysis confirms that, while the proposal will result in additional traffic generation during peak hours, development densities of 80 dwellings per hectare can be accommodated subject to the introduction of appropriate mitigation measures. These measures will be determined through detailed assessment and consultation with Roads and Maritime Services (RMS) once the Planning Proposal progresses through the Gateway.

4.1.5 ECOLOGICAL ANALYSIS

The subject sites have been identified as containing Endangered Ecological Communities (EEC). Vegetation mapping has been undertaken and has identified the following:

- Site A: Swamp Sclerophyll Forest and Freshwater Wetlands (both classified as EEC) contained within the site along the site's north eastern boundary and within the eastern section of the site. The presence of EEC within the site does not preclude its development.
- Site B and C: Swamp Sclerophyll Forest (classified as an EEC) contained within the site, generally around the perimeter of Site B and along the western boundary of Site C. These sites are largely unconstrained by site ecology.

4.2 LOCAL CONTEXT AND THE CASE FOR CHANGE

There is a clear case for change from the current controls to allow higher density development to occur within this part of the WVULR area. A number of significant changes have occurred that justify the change to higher dwelling densities and heights to cater and respond to the surrounding environment including:

- While the proposed height and density of the concept plan depart from the traditional character of the area (predominately two storey development) it nonetheless directly responds to the desired strategic direction of the area as set out in the Metropolitan Plan, Subregional Strategy and the recently exhibited Draft Metropolitan Strategy. In considering the future character of the area in a broader strategic planning context, the height and bulk of the Warriewood Valley Urban Land Release area

has already transformed the nature of the local area and the surrounding lands will continue to undergo transformation over the coming years. New higher density development has been approved in the immediate vicinity of the subject lands as follows:

- Boondah Road, Warriewood: The scheme involves the development of a site with frontage to Macpherson Street and Boondah Road for residential use (600 apartments). 13 residential apartment buildings ranging from three to five storeys will be constructed. The proposal achieves a dwelling density of 60 dwellings per hectare.
- Anglican Retirement Village: Located at 6-14 Macpherson Street the development adopts a site specific planning regime. It involves the construction of a two storey 119 bed low care residential aged care facility and 260 independent living units accommodated within three storey buildings together with ancillary facilities.

This was recognised by the Planning Assessment Commission in its determination of the Concept Plan application for the Boondah Road project, noting the following in their assessment report:

“The Commission considers the retirement village development across from the subject site has already set a precedent for 3 storeys to be acceptable in the locality.”

FIGURE 12 – LOCAL DEVELOPMENTS



PICTURE 9 – RESIDENTIAL APARTMENT BUILDINGS AT BOONDAH ROAD



PICTURE 10 – INDEPENDENT LIVING UNITS AT ANGLICAN RETIREMENT VILLAGE

- Strong local demand exists for new residential apartments. Apartment sales data gathered by Meriton Apartments identified that 80% of units were purchased by people local to the area.
- New and planned services and facilities in the immediately surrounding area including a new neighbourhood centre on Macpherson Street within walking distance of Site A and the proposed future expansion of Warriewood Square to accommodate more retail, commercial and recreational uses.
- The introduction of initiatives to strengthen public transport provision in the area including bus prioritisation measures on Pittwater Road.
- Adequate public infrastructure exists (and /or is planned) within the area to support the Planning Proposal. The surrounding road network can accommodate the additional traffic generated by the proposed development sought through this Planning Proposal with intersections operating at satisfactory levels of service in both peak periods.
- The provision of high density development on the site is consistent with broader sub-regional and state planning policy including the Metropolitan Plan for Sydney 2036, the draft North East Subregional Strategy and the draft Metro Strategy.

Importantly the site has a number of attributes which make it suitable for more intensive development. These attributes include:

- Its location within a valley allows for taller building elements.
- The significant land holding that makes high density development possible and the ability to meaningfully contribute to housing supply needs.
- Excellent proximity to existing and planned facilities and services.

4.3 COMPARABLE DEVELOPMENTS

It is acknowledged that the proposed building heights depart from the traditional low density character and scale of the surrounding area which comprises predominately two storey dwellings (although noting that recent approvals have contributed to redefining the character of the area). The scale of development proposed is nonetheless representative of buildings found in locations with similar characteristics to the subject sites, namely excellent proximity to existing public transport, services and facilities.

What is becoming more evident within the urban landscape of the northern suburbs of Sydney is the emergence of higher density developments alongside areas traditionally characterised by low density housing. The following examples have been identified (further examples identified across the Sydney Metropolitan area are also included at Appendix B):

- Sydney Adventist Wahroonga Estate: The comprehensive redevelopment of the site for a mix of housing, hospital and school uses including the construction of 1,240 new dwellings. The site is nestled in the upper north shore within a low density residential setting. New development included residential apartment buildings of up to 12-storeys in height. The concept plan was approved on 31 March 2010 (MP07_0166).
- Killeaton Street, St Ives: The proposed development involved the construction of six residential buildings accommodating 298 apartments. Building heights range from four to six storeys. Surrounding development consists of low density residential uses, consisting of primarily detached dwellings. The development was recommended for approval by the Planning Assessment Commission on 2 May 2011 (MP10_0057).
- UTS Kur-ring-gai Campus, Lindfield: Concept plan approval was granted on 11 June 2008 (MP 06_0130) for a mixed use development including the introduction of new residential uses at the existing UTS university campus in Lindfield. A total of 382 dwellings were proposed accommodated within new apartment buildings of up to five storeys in height. The site is within a bushland setting. Residential land uses to the north comprise low density detached dwellings.
- Channel 7 Site, Epping: The Channel 7 site at Mobbs Lane, Epping was listed as a State Significant Site on 16 August 2006. A concept plan application for the site, including the introduction of residential land uses was subsequently lodged and approved on 22 August 2006 (MP05_0086). The application included the development of 650 residential units accommodated within buildings of up to six storeys in height. The site is predominantly surrounded by low density dwellings.
- Tryon Road, Lindfield: The development, approved 16 December 2004 (DA 146-6-2004) involved the construction of five residential flat buildings accommodating 74 apartments. Building heights range from three to five storeys. The surrounding area consists of low density housing. The site is adjacent to Lindfield centre and within 100m of Lindfield train station.

FIGURE 13 – COMPARABLE DEVELOPMENTS



PICTURE 11 – SYDNEY ADVENTIST WAHROONGA ESTATE



PICTURE 12 – KILLEATON STREET, ST IVES



PICTURE 13 – UTS KUR-RING-GAI CAMPUS, LINDFIELD



PICTURE 14 – CHANNEL 7 SITE, EPPING

These contemporary precedent cases demonstrate a growing body of evidence which supports the following proposition:

- Medium and high density developments have been successfully introduced to predominately low density environments.
- Higher density development can assimilate into low density contexts with well scaled and proportioned street edge design.
- More intensive development with good access to facilities and services play an important part in achieving the housing supply necessary to support a growing Sydney population.

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5 Request to Prepare a Planning Proposal

5.1 KEY REZONING ISSUES

This section of the report has been prepared to follow the structure and format of the Department of Planning and Infrastructure's "A Guide to Preparing Planning Proposals" (October 2012). Based on the contextual assessment set out in Section 2 of this report we consider the key planning issues associated with the Planning Proposal to be as follows:

- Residential amenity.
- Visual impact.
- Transport and accessibility.

5.2 PART 1 – OBJECTIVES OR INTENDED OUTCOMES

5.2.1 OBJECTIVES

The primary objective of the proposed rezoning is the creation of a viable high density residential development that will make a meaningful contribution to housing affordability and choice within the Pittwater LGA.

The future development of the land would be guided by the following design principles.

TABLE 6 – PRELIMINARY URBAN DESIGN STUDY - DESIGN PRINCIPLES

DESIGN PRINCIPLES
Building Heights
<ul style="list-style-type: none">▪ Ensure the proposed built form along the frontage of Macpherson Street is sympathetic with the existing and evolving built form; new built form should not be more than 1.5 storeys taller than the existing built form.▪ Tallest building heights should occur within core of development.▪ Building envelopes should provide for a variety of building heights and dwelling types.
Vehicular Connectivity
<ul style="list-style-type: none">▪ Provide for a high degree of access and egress permeability that allows efficient traffic dispersion and results in a robust block system.
Pedestrian and Bicycle Connectivity
<ul style="list-style-type: none">▪ Promote walking and cycling to reduce the number of car trips and facilitate the use of public transport.▪ Contribute to the walkable neighbourhood structure that is emerging along Macpherson Street with an interconnected network of streets and footpaths.▪ Establish a highly permeable and legible movement network that is designed to connect with the surrounding community facilities and local Warriewood Centre.▪ Link to existing pedestrian and bicycle infrastructure.

DESIGN PRINCIPLES

View Corridor and Views

- Reinforce the safety and useability of the adjacent open space network by siting buildings and streets such that they overlook and provide 'eyes on the park'.
- Provide view corridors to the open space corridor from the public realm.

5.2.2 INTENDED OUTCOMES

The intent of the Planning Proposal is:

“To allow higher density residential development consisting of building heights of 3-5 storeys and a density of up to 80 dwellings per hectare on Lot 1 DP 592091, Lot 1 DP604035 and Lot 27-29 Section C DP5464.”

To facilitate this, consideration of an amendment to the height of buildings and dwelling density controls applicable to the site to allow for high density residential development is requested.

The intended outcome of the Planning Proposal is to facilitate the timely delivery of the redevelopment of the site to accommodate high density development. In doing so, the proposal will respond to the strategic objectives which underpin the Metropolitan Plan, namely:

- The attainment of specific regional subregional housing targets.
- The efficient utilisation of existing / new infrastructure.
- The concentration of housing density in and around corridors and centres.

Additionally, the proposal makes a valuable contribution to the key housing directions of the Plan as follows:

- Increase housing choice as part of the housing target.
- Concentrate development and strengthen major centres, towns, villages, small villages and neighbourhoods.
- Enable communities to “age in place”.

5.3 FUTURE DEVELOPMENT

An urban design analysis has been prepared that describes the potential opportunities associated with the redevelopment of the site. The analysis has been prepared with regard to the findings of the specialist consultant studies and reports prepared to support the Draft Warriewood Valley Strategic Review Report on behalf of Pittwater Council including:

- Urban Design.
- Traffic.
- Hydrology.
- Economic Feasibility Study.

It is proposed that the site will be rezoned to accommodate residential apartment buildings ranging in height from three to five storeys. Residential development, together with internal streets and landscaped

spaces will be accommodated on all three sites. In addition, communal recreation facilities such as a gym and swimming pool for use by residents could be developed.

The key elements proposed are described below:

- Residential flat buildings with building heights ranging from three storeys adjacent to street frontages with the potential for taller buildings (four and five storeys) to the rear of the sites.
- Site levels will be modified to address potential flood impacts.
- Riparian buffer adjacent to the existing creek will be retained.
- Parking will be accommodated on-site within basements.

5.3.1 VOLUNTARY PLANNING AGREEMENT

The applicant proposes to enter into a Voluntary Planning Agreement (VPA). It is anticipated that the VPA will address the public works to be undertaken by the Proponent in connection with the project and will also address appropriate Section 94 contributions associated with the future development of the sites. The VPA will do two things:

- Require the proponent to provide for the public domain improvements.
- In recognition of the value of the above, the proponent proposes that development contributions will be fixed at a rate of 3% of the value of the project.

5.4 PART 2 – EXPLANATION OF THE PROVISIONS THAT ARE TO BE INCLUDED IN THE PROPOSED INSTRUMENT

5.4.1 OVERVIEW

The purpose of the Planning Proposal is to amend PLEP 1993 to allow the following development to occur as part of the comprehensive redevelopment of the sites as illustrated in the Concept Plan:

- (1) To achieve a development density that would allow the development of apartments.
- (2) To allow for taller building elements than are currently permissible (up to five storeys).

It is proposed to rezone the site in accordance with the provisions of the *Standard Instrument (Local Environmental Plans) Order 2006* including amendments to the dwelling density as specified in PLEP 1993.

It is anticipated that a site-specific development control plan may be required to guide the future development of the site.

5.4.2 PROPOSED OUTCOME

The intended outcome of the proposal is to achieve an uplift in the development density of the sites which have a combined total area of 10.75ha. The proposed amendment represents an invaluable opportunity to maximise the development potential of the site in a manner that is responsive to site constraints.

The proposal would facilitate the subsequent lodgement of a development application for the staged redevelopment of the subject site.

The proposed outcome will be achieved by amending PLEP 1993 as follows:

- Amending Clause 30C Dwelling Yield and the corresponding maps in the following terms:
 - Buffer Area 1(a) – floor space ratio of 0.8:1
 - Sector 3(a) – floor space ratio of 0.8:1

5.4.3 PROPOSED LAND USE ZONING

No changes are proposed to the existing land use zone (2(f) Mixed Residential).

5.4.4 HEIGHT AND FLOOR SPACE RATIO CONTROLS

The existing height and floor space ratio controls that apply to the site limit development to a maximum height of 8.5m and maximum dwelling density of 25 dwellings per hectare. It is proposed to amend these controls to permit a maximum height of 4 storeys and to apply a floor space ratio control of 0.8:1 (equivalent to a maximum density of 80 dwellings per hectare).

To further guide the design of new development within the site it is proposed that site specific DCP provisions be prepared to support the draft LEP amendment. A formal DCP document has not been prepared at this stage.

5.4.5 RELATIONSHIP TO EXISTING LOCAL PLANNING INSTRUMENT

It is proposed that PLEP 1993 (or PLEP 2013 should this replace PLEP 1993 prior to the finalisation of the Planning Proposal) and the Pittwater 21 DCP will continue to apply to the site and will be amended by the site specific LEP.

5.5 PART 3 – JUSTIFICATION FOR THE OBJECTIVES, OUTCOMES AND THE PROCESS FOR THEIR IMPLEMENTATION

5.5.1 SECTION A – NEED FOR THE PLANNING PROPOSAL

Q1. IS THE PLANNING PROPOSAL A RESULT OF ANY STRATEGIC STUDY OR REPORT?

The Planning Proposal is not the direct result of a strategic study or report but it does respond to the draft Warriewood Valley Strategic Review Report which identifies capacity for more intensive development within the Warriewood Valley Urban Land Release area. Additionally, there is a clear alignment between State policy settings and the applicant's vision for the site. The redevelopment of the site will respond positively to forecast population growth for the area and will make an invaluable contribution to the variety and affordability of housing available within the Pittwater LGA. The proposal offers a number of benefits as follows:

- It will support and assist the growth of Warriewood Valley as a thriving residential area.
- It will increase development densities in proximity to existing public transport infrastructure.
- It will complement development opportunities being pursued elsewhere within the WVULR area.
- It will enable new housing opportunities and choice within the locality.
- It positively responds to State planning policies which support increasing dwelling density within proximity to existing and planning centres.

Q2. IS THE PLANNING PROPOSAL THE BEST MEANS OF ACHIEVING THE OBJECTIVES OR INTENDED OUTCOMES, OR IS THERE A BETTER WAY?

The purpose of the Planning Proposal is to enable the development of high density residential use to occur on the sites. To achieve this, amendments to the development controls that apply to the sites are needed. Alternative mechanisms to deliver the objectives and intended outcomes of the proposal have been explored as discussed below:

- Status of current LEP: While the exhibition of draft Pittwater LEP 2013 may have provided a potential forum to update the existing planning controls for the site, this process largely deals with the translation of existing controls into the Standard Template form as required by DP&I. Strategic changes affecting Warriewood Valley are being undertaken as a separate process.
- Draft Warriewood Valley Strategic Review: As identified in Section 0, while the draft review study acknowledges that existing capacity is available to support more intensive development within Warriewood Valley the review proposes only a modest uplift in density and provides few opportunities to develop higher density housing. In correspondence to Council the Director General provided clear support for the investigation of opportunities for higher density development on larger, consolidated sites within the WVULR area through the planning proposal process. The subject sites, being within single ownership and relatively unconstrained present such an opportunity. Further site specific analysis has identified the potential for more intensive development to occur on the sites.

An adjustment to the sites' dwelling density is appropriate. An adjustment to the controls would provide balance between economic feasibility, urban design and amenity and facilitate the development of more diverse housing typologies. This will directly implement a key aspect of both the Sydney Metropolitan Plan and the draft North East Subregional Strategy.

Without an amendment to the planning controls an opportunity to improve the range of housing available within the locality will be lost. The delivery of residential land within the Pittwater LGA to meet population growth and the resultant increase in housing demand is a key priority. The site is a logical and appropriate place to concentrate future growth within the Pittwater LGA being within an area designated for future growth and development (namely the Warriewood Valley Urban Land Release area) and conveniently located near to facilities and public transport infrastructure.

Given the quantum of new housing required to meet demand, the release of land needs to be both meaningful and deliverable. Given its size, location, overall development potential and being under the control of a single entity the site satisfies these criteria and as such could play a major role in delivering the LGAs short term housing targets.

While the proposed height and density of the proposal depart from the traditional character of the area (predominately two storey development) the proposal nonetheless directly responds to the desired strategic direction of the area as set out in the Metropolitan Plan and the Subregional Strategy. In considering the character of the area in a broader strategic planning context, the height and bulk of the Warriewood Valley Urban Land Release area has already evolved and the surrounding lands will continue to do so over the coming years as has occurred elsewhere within the subregion (as discussed in Section 4.3).

5.5.2 SECTION B – RELATIONSHIP TO STRATEGIC PLANNING FRAMEWORK

Q3. IS THE PLANNING PROPOSAL CONSISTENT WITH THE OBJECTIVES AND ACTIONS OF THE APPLICABLE REGIONAL OR SUB-REGIONAL STRATEGY (INCLUDING THE SYDNEY METROPOLITAN STRATEGY AND EXHIBITED DRAFT STRATEGIES)?

As discussed in Section 3 and below, the proposal directly contributes to the strategic objectives of the Metro Plan.

TABLE 7 – RESPONSE TO METRO PLAN OBJECTIVES

ACTION	PROJECT CONTRIBUTION
B1 To focus activity in accessible centres	<p>The proposal is consistent with State government policy which supports development in proximity to existing centres and public transport. It provides additional housing opportunities in close proximity to Warriewood Square (future growth of this centre is planned) and the Pittwater Road strategic bus corridor.</p> <p>Increasing development density provides an opportunity to rebalance the mix of housing available within the Local Government Area (LGA), specifically adding smaller dwellings (residential apartments) to the housing stock. This will make an important contribution to the choice and affordability of housing within the locality.</p>
D1 To ensure an adequate supply of land and sites for residential development	<p>Maximises the potential for the site to contribute to the housing supply within the subregion and assist Council in identifying appropriate sites to achieve its target dwelling growth of 4,600 new homes by 2031.</p> <p>Provides new housing product within the LGA which benefits from the site's strategic location in proximity to existing public infrastructure and shops and services.</p> <p>Provides residential development within an existing serviced area directly adjacent to other residential land.</p>
D2 To produce housing that suits our expected future needs	<p>Provides a range of dwelling types offering between 1 and 3 bedroom dwellings responding to the average household size.</p> <p>Responds to the site's close proximity to strategic bus corridors.</p> <p>Expands the housing supply within a walkable distance from bus routes,</p>

ACTION	PROJECT CONTRIBUTION
	education facilities, medical services and shopping opportunities.
D3 To improve housing affordability	Provide a variety of apartment types at varying price points.
D4 To improve the quality of new housing development and urban renewal	Provides a logical approach to housing diversity in a highly serviced existing urban area. Allows the opportunity for each residential apartment building to be developed in accordance with SEPP 65 and the RFDC.

Q4. IS THE PLANNING PROPOSAL CONSISTENT WITH A COUNCIL'S LOCAL STRATEGY OR OTHER LOCAL STRATEGIC PLAN?

Warriewood Valley has been instrumental in the delivery of new housing in Sydney, contributing 176 new dwellings to the housing stock in 2012. As previously discussed in Section 2.4, Pittwater Council in collaboration with the Department of Planning and Infrastructure has commenced a strategic review of its planning framework for the WVULR area. A draft report detailing the findings of the review has been released. The Planning Proposal seeks to amend the dwelling density controls in excess of the levels proposed by the recommendations of this report. While the draft Strategic Review report acknowledges that existing capacity is available to support more intensive development within Warriewood Valley the review proposes only a modest uplift in density and provides few opportunities to develop high density housing. In short, while Pittwater Council has resolved to investigate opportunities to intensify development within the Warriewood Valley the approach has been to safeguard the low density character of the area.

Meeting future land and housing needs depends on an adequate supply of developable land being available. It is our view that the strategic review is constrained by the underling aim of seeking to limit development to generally low densities. This has resulted in a significant underestimation of the development potential of the land. This not only represents the inefficient use of land but it also jeopardises the potential to adequately satisfy the subregional housing targets.

With respect to the subject sites, and as discussed in Section 0, this approach fails to capitalise on the sites' strategic location in close proximity to existing facilities and transport infrastructure, the need for greater housing choice and the potential for higher density housing density. Despite recognition that dwelling densities in excess of 60 dwellings per hectare are required to ensure the economic feasibility of apartment developments no opportunities have been provided for residential development at a density above 60 dwellings per hectare. As such the report supports the continuation of the existing development form and lacks a genuine response to the need for greater diversity in the housing stock. This directly contradicts the directions of the Metropolitan Plan.

Q5. IS THE PLANNING PROPOSAL CONSISTENT WITH APPLICABLE STATE ENVIRONMENTAL PLANNING POLICIES?

The proposal is consistent with the relevant State Environmental Planning Policies (SEPPs). The relevant SEPPs are identified below.

POLICY	DETAILS
SEPP 55 Remediation of Land	<p>The site is undeveloped and zoned for residential use.</p> <p>The potential for site contamination arising from existing site uses will be assessed in detail at later stage of the planning process. Potential contaminants will be appropriately managed and the site made suitable for the future uses proposed.</p>
SEPP 65 Design Quality of Residential Flat Buildings	<p>SEPP 65 provides a statutory framework to guide the design quality of residential flat developments.</p> <p>The development concept has been designed to facilitate future detailed building design in accordance with SEPP 65 and the accompanying Residential Flat Design Code. Residential apartments are generally located away from the residential interfaces and where apartments are proposed in closer proximity to existing dwellings, the separation distances and other amenity controls will guide the appropriate siting and design of the future buildings.</p>
SEPP (Buildings Sustainability Index: BASIX) 2004	<p>The BASIX SEPP requires residential development to achieve mandated levels of energy and water efficiency.</p> <p>The proposed development concept has been designed with building massing and orientation to facilitate future BASIX compliance, which will be documented at the development application stage.</p>
SEPP (Infrastructure) 2007	<p>The Infrastructure SEPP aims to facilitate the efficient delivery of infrastructure across the State. The proposed development will require existing utility services to be upgraded and/or augmented to enable the future residential population to be accommodated. These works will need to be undertaken in accordance with the provisions of the SEPP.</p>

Q6. IS THE PLANNING PROPOSAL CONSISTENT WITH APPLICABLE MINISTERIAL DIRECTIONS (S.117 DIRECTIONS)?

The Planning Proposal has been assessed against the Section 117 Ministerial Directions and is consistent with each of the relevant matters, as outlined below.

DIRECTION	COMMENT
1. Employment and Resources	
1.1 Business and Industrial Zones	Not Applicable
1.2 Rural Zones	Not Applicable
1.3 Mining, Petroleum Production and Extractive Industries	Not Applicable
1.4 Oyster Aquaculture	Not Applicable
1.5 Rural Lands	Not Applicable
2. Environment and Heritage	
2.1 Environment Protection Zones	Not Applicable
2.2 Coastal Protection	Not Applicable
2.3 Heritage Conservation	Not Applicable
2.4 Recreation Vehicle Areas	Not Applicable
3. Housing, Infrastructure and Urban Development	
3.1 Residential Zones	The proposal will broaden the range of housing choices and provide ample opportunity for good urban design. The site is located adjacent to established residential areas and local services such as shops and public transport is located in close proximity.
3.2 Caravan Parks and Manufactured Home Estates	Not Applicable
3.3 Home Occupations	Not Applicable. Dwelling houses are not proposed by this application.
3.4 Integrating Land Use and Transport	<p>The proposal is consistent with the direction for the following reasons:</p> <p>The site supports the principle of integrating land use and transport.</p> <p>The site exhibits good access to public and private transportation use.</p> <p>The site's proximity to public transport will provide opportunities for residents to access the site.</p> <p>The proposal will provide additional employment (during construction) within the Pittwater LGA within close proximity to existing services and infrastructure.</p>

DIRECTION	COMMENT
3.5 Development Near Licensed Aerodromes	Not Applicable
3.6 Shooting Ranges	Not Applicable
4. Hazard and Risk	
4.1 Acid Sulphate Soils	Not Applicable
4.2 Mine Subsidence and Unstable Land	Not Applicable
4.3 Flood Prone Land	<p>The proposed site layout will be designed to mitigate the existing flooding issues that affect the site and avoid any unacceptable impacts on surrounding properties arising from the proposed development. Further detailed flood analysis will be undertaken at Development Application stage.</p> <p>To address flood impacts site levels will be modified.</p>
4.4 Planning for Bushfire Protection	Not Applicable
5. <i>Regional Planning</i>	
Directions 5.1 -5.8.	Not Applicable
6. Local Plan Making	
6.1 Approval and Referral Requirements	This is an administrative requirement for Council.
6.2 Reserving Land for Public Purposes	This is an administrative requirement for Council.
6.3 Site Specific Provisions	The Planning Proposal has been prepared in accordance with the provisions of the Standard Instrument and in a manner consistent with the Pittwater LEP 1993.
7. Metropolitan Planning	
7.1 Implementation of the Metropolitan Plan	The planning proposal is consistent with the aims of the Metropolitan Plan as detailed previously within the Planning Proposal.

Investigations undertaken to support this process confirmed that the land is free of major constraints and that there are no likely environmental effects associated with the future development of the land that cannot be suitably mitigated through the detailed design process. Further analysis has been undertaken to identify opportunities to increase development densities across the area.

- Flooding: Site A occupies low lying land and is impacted by flooding. Similarly, the lower levels of Site C are flood affected.

Site B is impacted by flood. To address this, site levels will be raised, some parts of the site will remain undeveloped.

Appropriate measures to manage flood impacts on the site would be identified at Development Application stage.

- Easements and encumbrances: An existing sewer easement extends through Site C and may not be built over.
- Visual impact: New buildings whether this involves two storey or larger building elements will impact on the visual character of the sites which are currently undeveloped. An urban design analysis has been undertaken to support the review of the planning controls for the area. This analysis uses existing development as the benchmark for appropriate height of new development and this approach supports the retention of the existing low scale nature of built development. In considering the future character of the area in a broader strategic planning context however, the height and bulk of the Warriewood Valley Urban Land Release area has already transformed the nature of the local area and the surrounding lands will continue to undergo transformation over the coming years evidenced through the introduction of new development at Boondah Street (apartments) and Macpherson Street (seniors living).

Visual impact remains an important consideration and can be appropriately managed through design with particular consideration given to well-scaled and proportioned street edge design. In this regard the concept design proposes three storey buildings to the street frontages on Macpherson Street and Warriewood Road.

Overall, it is considered that the site will not result in any significant environmental effects that would preclude it from being rezoned and redeveloped for high density residential development.

Q9. HAS THE PLANNING PROPOSAL ADEQUATELY ADDRESSED ANY SOCIAL AND ECONOMIC EFFECTS?

The proposal will result in positive social and economic effects as outlined below:

- Housing supply: New residential development will provide additional housing supply and choice in close proximity to transport and services consistent with Government policy.
- Job creation: Jobs will be created during the construction period.
- Investment certainty: The applicant is committed to the development of the land for residential use and has considerable experience and the capital to undertake the development within a short term time frame.

Detailed social and economic impact assessments will be prepared to support the rezoning of the land should this be required as part of the gateway determination. Should detailed investigations be required the key issues to be balanced in weighing the social impacts of the proposal are considered to be as follows:

- The residential amenity of existing and future residents including impacts on views.
- Potential traffic impacts arising from additional vehicle movements, particularly with regard to potential impacts on Warriewood Road.
- Existing facilities within the locality and the capacity of these facilities to accommodate increased demand associated with the development of the site and any gaps in the availability of social infrastructure.

5.5.4 SECTION D – STATE AND COMMONWEALTH INTERESTS

Q10. IS THERE ADEQUATE PUBLIC INFRASTRUCTURE FOR THE PLANNING PROPOSAL?

The site is served by existing utility services and is located to allow incoming residents to capitalise on the wide range of infrastructure and services existing and planned within the area. A range of established services are available within the vicinity of the site including health, education and emergency services networks. Further assessment of the capacity of the existing services to accommodate the increased residential population will be undertaken.

The Warriewood Valley Section 94 Contributions Plan provides the framework for the provision, extension and augmentation of public infrastructure considered likely to be required as a consequence of development in the WVULR area. The following streets are identified for upgrades:

- Sub-arterial: Ponderosa Parade, Jacksons Road, Macpherson Street, Warriewood Road (east of Macpherson Street), Garden Street and Boondah Road. Of particular note, the intersection of Warriewood Road and Macpherson Street is proposed to be realigned to promote Macpherson Street as the main access corridor.
- Collector: Orchard Street, Fern Creek Road, Jubilee Avenue, Daydream Street, Foley Street and Vineyard Street.
- Local roads constructed by developers in conjunction with subdivision and site development.
- Creek Crossings: Ponderosa Parade / Macpherson Street at Narrabeen Creek, Macpherson Street at Narrabeen Creek, Garden Street at Fern Creek, Boondah Road at Narrabeen Creek.

Traffic management measures and streetscape improvements will also be implemented.

The capacity of existing transport infrastructure to accommodate increased development densities on the undeveloped land in the WVULR area has been explored as part of the strategic review of the planning controls that apply to the area. The impact of increased traffic associated with dwelling densities of 40 dwellings per hectare combined with new retail development within the Southern Buffer have been tested. The investigations indicate that capacity exists within the road network to support increased development densities within the WVULR area. Further site specific testing has been undertaken to assess the additional traffic generation associated with the proposed uplift in development density on the subject sites. Some localised road infrastructure upgrades may be required as a result of the proposed development. This would be further analysed and confirmed following a positive Gateway determination.

Q11. WHAT ARE THE VIEWS OF STATE AND COMMONWEALTH PUBLIC AUTHORITIES CONSULTED IN ACCORDANCE WITH THE GATEWAY DETERMINATION?

It is acknowledged that Pittwater Council will consult with relevant public authorities following the Gateway determination.

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6 Further Studies

This Planning Proposal represents the first stage in the rezoning process and deals with high level planning issues in the first instance. Should the proposal proceed to a positive “Gateway” determination, the following more detailed studies will be undertaken prior to a draft rezoning instrument being publicly exhibited.

- Traffic and Transport: This report will provide more detailed modelling and analysis of the traffic implications of the proposal prepared in consultation with RMS. The analysis will include detailed consideration of the following intersections:
 - Powderworks Road and Garden Street
 - Pittwater Road and Warriewood Road
- Urban Design Analysis: This report will build on the preliminary urban design analysis which accompanies this Planning Proposal request. It will consider the following:
 - Relevant studies prepared by and on behalf of Council including the Warriewood Valley Strategic Review Urban Design Analysis.
 - The profile the proposed development would present when viewed in the broader district context of the Warriewood Valley Urban Land Release Area.
 - The interface with the existing and planned future scale and character of the lands adjoining the sites.

It is anticipated that the urban design analysis will inform the height and FSR controls that will be applied to the site and will provide the detailed design criteria to inform an accompanying draft site specific Development Control Plan (DCP) prepared in accordance with Council’s DCP Style Manual and Style Template. It is anticipated that the draft DCP will be publicly exhibited with the draft LEP instrument.

- Ecology: An assessment of the impacts of future development on EEC vegetation within Site A will be undertaken. This will include the identification of suitable mitigation / offset measures to respond to the findings of the site assessment.

Detailed flood modelling will be undertaken at Development Application stage and will inform the detailed design of future development.

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7 Community Consultation

Clause 57 of the *Environmental Planning and Assessment Act 1979* requires the relevant planning authority to consult with the community in accordance with the gateway determination. It is anticipated that the Planning Proposal will be required to be publically exhibited for 28 days in accordance with the requirements of the Department of Planning and Infrastructure guidelines "*A Guide to Preparing Local Environmental Plans*."

Public exhibition of this request to prepare a planning proposal will occur in accordance with Pittwater Council's usual procedures. It is anticipated that the public exhibition would be notified by way of:

- A public notice in the local newspaper(s)
- A notice on the Pittwater Council website.
- Written correspondence to adjoining and surrounding landowners.

Should the planning proposal proceed through the gateway, the gateway determination and Planning Proposal would be publically exhibited at Council's offices and any other locations considered appropriate to provide interested parties with the opportunity to view the submitted documentation.

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8 Conclusion

The Planning Proposal has been prepared in accordance with Section 55 of the *Environmental Planning and Assessment Act 1979* (the EP&A Act) and the relevant guidelines prepared by the NSW Department of Planning and Infrastructure including “*A Guide to Preparing Local Environmental Plans*” and “*A Guide to Preparing Planning Proposals*.”

It sets out the justification for the proposed rezoning of the subject site at 2 Macpherson Street, 18 Macpherson Street and 23, 25 & 27 Warriewood Road, Warriewood to allow for high density residential development under the provisions of an amending site specific LEP.

The Warriewood Valley Urban land release area is a critical component of the future residential potential of Pittwater LGA and the wider North East subregion. Key aspects of the Metro Plan and draft subregional strategy emphasise the importance of concentrating future housing in centres and along transport corridors, in view of a wide range of transport, environmental, sustainability and liveability objectives. The provision of significant densities of housing within the very limited locations available within walking distance of existing infrastructure will achieve many significant strategic planning objectives. This is restated and emphasised by the draft Metro Strategy.

The project will contribute to the evolution of the WVULR area from a traditionally low density detached dwelling locality to an alternative high quality environment. It will make a valuable contribution to the diversity of housing available within the suburb.

The dwelling density is considered appropriate having regard to the following considerations:

- As acknowledged by Council's own research, for the development of residential apartments to be economically feasible, dwelling densities in excess of 60 dwellings per hectare is necessary.
- The development concept complements the existing and planned urban structure and infrastructure network for Warriewood Valley. The density and height of buildings proposed are reflective of recently approved development within the vicinity of the site.
- A key element of the Metro Plan is to ensure an adequate mix of housing is available. The majority of the existing housing stock in the North East subregion is detached dwellings. There is significant demand for a broader mix of housing types including medium and high density housing. The proposal will result in a residential development providing a mix of unit types which will contribute to housing affordability and choice within Pittwater LGA.
- The draft North East Subregional Strategy sets a target of 17,300 new dwellings including small amount of greenfield development and 16,000 new jobs in the subregion by 2031. Of note, the draft Metro Strategy raises the housing targets to be achieved across Metropolitan Sydney, and applies minimum housing targets that are to be achieved by 2021 and 2031.
- The Subregional Strategy aims to increase capacity and use of public transport, noting that 72% of all trips by residents of the subregion are made by car with only 9.5% of trips made by public transport. Car use is among the highest in Sydney.
- The site is capable of supporting a higher development density than that identified by the Strategic Review. The proposal provides a high level of residential amenity to future occupants of the development having regard to design quality principles and guidelines of SEPP 65 and the NSW Residential Flat Design Code.

The proposal will result in a number of important public benefits as demonstrated within this report. In summary:

- The proposal will enable a greater number of new dwellings to be accommodated increasing housing choice and diversity within an identified urban land release area.
- The proposal will contribute to the range of housing available within the LGA.
- The proposal will contribute to the introduction of public infrastructure to support the further development of the Warriewood Valley area through the relevant Section 94 Contributions.

Overall, it is considered that the Planning Proposal is satisfactory and it is requested that Pittwater Council take the necessary steps to enable it to proceed to Gateway Determination under Section 56 of the EP&A Act.

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June 2013

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Appendix A

Site Surveys

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Appendix B

Schedule of Comparable Development Densities across Metropolitan Sydney

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Appendix C

Flood Management Statement

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Appendix D

Preliminary Transport Assessment

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Appendix E

Preliminary Urban Design Study

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Appendix F

Vegetation Study

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