



WOOLLAHRA LOCAL HOUSING STRATEGY 2021



**Adopted
25 October 2021**

Acknowledgement of Country

Woollahra Council acknowledges the Gadigal and Birrabirragal people who are the traditional custodians of this land and pay respects to Elders both past and present and leaders emerging.



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Executive Summary

Our area is one of Australia's most prestigious residential locations and is long-established and extensively developed. Currently, it has a unique mix of:

- leafy suburbs with a mix of low, medium and high density housing types,
- urban villages with a range of shops, services and facilities,
- heritage items and heritage conservation areas,
- natural beauty, leafy streetscapes, open spaces, views and proximity to Sydney Harbour.

Housing across the LGA comprises a diverse mix of historic and modern houses, modern mansions, Victorian terraces, Art Deco apartments and modern architectural buildings.

Continuing to meet the objectives of the Region and District Plans, our area has a high percentage of medium and high density dwelling types (2016):

- 21% separate houses
- 22% attached dwellings, terraces or townhouses
- 55% apartments.

This diverse range of housing choices helps to ensure that our residents can stay in our area in homes that caters to their need at every stage of their life. This includes their first home, starting a family, working from home, retiring and ageing-in-place.

Council is required to prepare a local housing strategy. *The Woollahra Housing Strategy 2021* (the Strategy) sets out the direction for future housing in our area by:

- Establishing how planning controls will facilitate high quality housing in suitable locations to meet changing community needs in the short to medium term.
- Identifying our contribution to housing supply targets for the Eastern City District over 0-5 year, 6-10 year and longer term 20-year timeframes.
- Considering longer-term housing outcomes.
- Identifying mechanisms to help ensure that new homes demonstrate design excellence, maintain the heritage, character, tree canopy and landscape quality of our area.

We acknowledge community concerns about the impacts of growth. However, whilst we can't prevent housing growth, we can encourage it to occur in the most appropriate areas.

We are committed to protecting what our community values – lifestyle, heritage, local character, open spaces, boutique villages, tree canopy, gardens and the natural environment.

Our housing strategy establishes objectives and actions for future housing in the LGA. It also outlines housing constraints and the long history of residential development in our area to explain why our housing targets may be smaller compared to other parts of Greater Sydney.

To ensure housing helps to achieve our vision for the Woollahra LGA, this Strategy sets the following objectives:

- Sustain a diverse range of housing types and protect low density neighbourhoods and villages.
- Identify location where there may be opportunities to facilitate housing growth.
- Ensure housing conserves heritage, maintains local character and achieves design excellence.
- Ensure that the development of new housing contributes to tree canopy and to long-term sustainability outcomes.
- Support increased supply of accessible housing and affordable rental housing.

Woollahra Council has a long-established place-based approach to planning in consultation with our community. This is reflected in the priorities, land use zones, objectives, development standards, local character statements, and planning controls contained in:

- Woollahra Local Strategic Planning Statement (LSPS) 2020
- Woollahra Local Environmental Plan (LEP) 2014
- Woollahra Development Control Plan (DCP) 2015.

This Strategy is implemented through these plans.

The actions identified in Section 6 of this Strategy identify how we will amend our plans to facilitate appropriate new housing and how we will strengthen our planning controls to achieve design excellence and the desired outcomes for character, heritage, tree canopy and amenity.

A review of the Edgecliff Commercial Centre is currently underway to identify opportunities for increased housing, local businesses and employment. This will be an important element in implementing this housing Strategy.

This Strategy has been prepared in accordance with the guideline issued by the NSW Department of Planning, Industry and Environment and consistent with the Greater Sydney Region Plan, Eastern City District Plan and Woollahra LSPS 2020.

A technical report prepared by SGS Economics and Planning accompanies this Strategy. It provides a detailed evidence base that helped inform the objectives, actions and housing targets in this Strategy.

1. Introduction

1.1 About this Strategy

The purpose of this Strategy is to establish the basis for strategic planning for housing and residential development in the Woollahra local government area (LGA).

It sets out how we plan to facilitate housing and residential development that will:

- meet the needs of our community now and in the future
- best fit with our local character, heritage, infrastructure capacity, tree canopy and scenic landscape
- contribute to housing targets for the Eastern City District (see **Figure 1**)
- implement the Woollahra LSPS 2020.

Specifically, this Strategy identifies how we will accommodate new homes and identifies investigations for longer-term outcomes.

This Strategy also sets out actions to help ensure new homes demonstrate design excellence and maintain heritage, character, amenity, tree canopy a landscape quality.

The vision, objectives and actions of this Strategy will help us to reduce ad-hoc and poorly coordinated development outcomes.

Where does this strategy apply?

This strategy applies to the Woollahra LGA (see **Figure 2**).



Figure 1. Woollahra Council is located in the Eastern City District of Greater Sydney



Figure 2. Woollahra local government area

This Strategy seeks to ensure residential development is carefully managed so that our area continues to be a place that supports our lifestyles and a high quality of life.

What this Strategy will do?

- Respond to changing demographics and population forecasts
- Identify housing demand and supply
- Set out housing targets to contribute to the Eastern City District targets
- Establish preferred locations for housing growth to ensure:
 - higher density housing is close to public transport and key centres, and
 - growth is restricted in areas where access to services is limited.
- Identify priorities to guide density, amenity, design excellence, sustainability, tree canopy, public domain, local character, and heritage.
- Provide greater certainty about where some level of housing change will occur.
- Help to reduce ad-hoc and poorly coordinated housing growth.

What this Strategy will not do?

- Rezone low density residential land for more high density apartments.
- Set specific height limits or parking rates¹.
- Say “No Change” for the LGA. All councils are responsible for accommodating a suitable level of housing growth to meet community needs now and in the future.
- Force people to move house or develop their land.

1. Council will undertake further work to set specific development controls. This Strategy considers all types of residential development in our area, including:

What do we mean by housing?

This Strategy considers all types of residential development in our area, including:

- Detached dwellings (a fully separate house)
- Apartments in residential flat buildings
- Dual occupancies
- Terraces
- Manor houses
- Seniors housing developments
- Boarding houses
- Secondary dwellings (sometimes known as granny flats).

This is not an exhaustive list of every dwelling type or their definition under the NSW planning system.

The definitions of how housing types are categorised within the planning system are included in Woollahra LEP 2014 and the relevant state environmental planning policies (SEPPs) such as the *SEPP (Exempt and Complying Development Codes) 2008*.

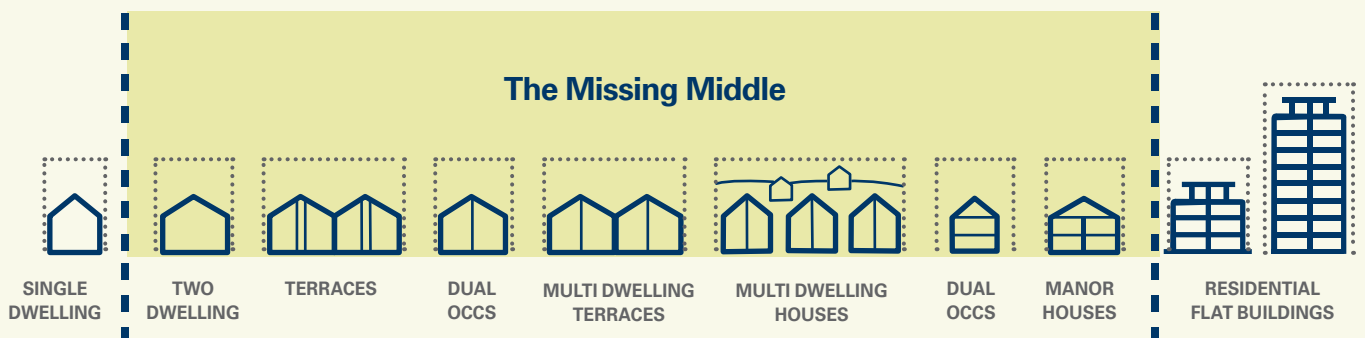


Figure 3. Housing types

Source Government Architect NSW

Why prepare a local housing strategy?

All councils in Greater Sydney must prepare a local housing strategy. This is a mandatory requirement set out in the following strategies that apply to our area:

- Greater Sydney Regional Plan: A Metropolis of Three Cities
- Eastern City District Plan
- Woollahra Local Strategic Planning Statement (LSPS) 2020.

Under the Environmental *Planning and Assessment Act 1979* (EP&A Act 1979) Council must give effect to this strategic planning framework.

This Strategy, along with the Woollahra LSPS 2020, provides the strategic justification for Council's planning controls and will assist in decision making on planning proposals and development.

It is also intended that government agencies will use this strategy as a resource when undertaking their own planning that affects our area.

Developing the Strategy

This Strategy has been prepared in accordance with the Department of Planning, Industry and Environment's 'Local Housing Strategy Guideline and Template'.

In developing this Strategy we:

- Reviewed NSW Government plans, including the Greater Sydney Region Plan, Eastern City District Plan and Future Transport 2056
- Reviewed demographic data including trends or changes over time.
- Commissioned SGS Economics and Planning to prepare a technical report to provide a detailed evidence base
- Considered the constraints of certain residential areas.
- Considered the community feedback received during the preparation of the Woollahra LSPS 2020.

The Woollahra LSPS 2020 and additional documents related to this Strategy are available on Council's website **woollahra.nsw.gov.au**.



Watsons Bay

1.2 Community consultation

Planning for future housing affects the lives of our residents, businesses, local workers and visitors.

Community participation is vital to support transparent and appropriate planning outcomes. Council values the local knowledge of our community and actively seeks feedback and input to inform planning processes.

Public exhibition

The Strategy was placed on public exhibition from 23 August 2021 to 1 October 2021 in accordance with the *Woollahra Community Participation Plan 2019*. All submissions to the exhibition were reported to Council.

2. Policy context

There are a number of Acts, plans, strategies and policies that affect how and where homes are built.

This section briefly describes the relevant federal, state and local government legislation, strategies, plans and policies that establish the planning and policy context in which this Strategy has been developed.

2.1 Federal Government

Housing is primarily the responsibility of State and Local Government. However, the Australian Government provides policy and financial support for home ownership and rental through the national taxation framework, grants, infrastructure investment, the social security system, and rental assistance schemes for low-income households.

2.2 State Government

In NSW most planning and development for housing occurs under the Environmental Planning and Assessment Act 1979 (the EP&A Act).

The EP&A Act sets out objectives, a hierarchy of strategic plans, and systems for assessing and regulating development.

It is also noted that the NSW Government is responsible for social and public housing.

In summary, the key elements of the State level strategic planning framework relevant to this Strategy under the EP&A Act are:

- Regional and District Plans
- State Environmental Planning Policies
- Ministerial Directions issued under Section 9.1 of the EP&A Act.

There are also a range of other Acts which affect residential development, including but not limited to:

- Aboriginal Housing Act 1998
- Biodiversity Conservation Act 2016
- Boarding Houses Act 2012
- Design and Building Practitioners Act 2020
- Disability Inclusion Act 2014
- Greater Sydney Commission Act 2015
- Heritage Act 1977
- Housing Act 2001
- Infrastructure NSW Act 2011
- Land and Environment Court Act 1979
- Local Government Act 1993
- Protection of the Environment Operations Act 1997
- Roads Act 1993.

2.2.1 Regional and District Plans

Greater Sydney Regional Plan – A Metropolis of Three Cities

The Region Plan, released in March 2018, sets out the long-term vision for Greater Sydney.

In summary, it sets out a vision for three cities where most people live within 30-minutes of jobs, education and health services, open space and great places.

Key objectives relevant to this Strategy under the direction '*Housing the City: Giving People Housing Choices*', include:

- Objective 10: Greater housing supply
- Objective 11: Housing is more diverse and affordable.

The Region plan is implemented at the district and local level by District Plans.

Eastern City District Plan

This District Plan applies to the councils shown in **Figure 1** and sets out a vision to:

"...become more innovative and globally competitive, carving out a greater portion of knowledge intensive jobs from the Asia Pacific Region. The vision will improve the District's lifestyle and environmental assets."

(2018, *Eastern City District Plan*, p.6)

It requires that councils prepare housing strategies that set out housing targets and address housing diversity and affordability.

State Infrastructure and Transport Plans

The alignment of the Regional and District Plans with the *State Infrastructure and Future Transport 2056* strategies helps to better coordinate infrastructure with growth.

These plans do not identify any major infrastructure, precincts, economic corridors or strategic centres in the Woollahra LGA. All the actions relevant to the Woollahra LGA are primarily for local and small-scale matters e.g. upgraded ferry wharfs.

2.2.2 State Environmental Planning Policies

Key State Environmental Planning Policies (SEPPs) that affect housing supply are:

- SEPP No. 70 – Affordable Housing (Revised Schemes)
- SEPP (Affordable Rental Housing) 2009
- SEPP (Exempt and Complying Development Codes) 2008 (the Codes SEPP) ²
- SEPP (Housing for Seniors or People with a Disability) 2004.

SEPPs that guide the design and sustainability of housing outcomes include:

- SEPP No. 65 – Design Quality of Residential Apartment Development
- SEPP (Building Sustainability Index: BASIX) 2004.

2. This includes the Housing Code and Low Rise Medium Density Housing Code.

2.2.3 Section 9.1 Ministerial Directions

Planning Directions issued under the EP&A Act by the Minister must be addressed by council planning controls and policies.

Particularly relevant to this Strategy is *Local Planning Direction 3.1 – Residential Zones*. It requires good design, efficient land use and provision of a broad range of housing choices. Notably, it seeks to avoid reductions in permissible residential density.

2.3 Local government

2.3.1 Woollahra 2030 – Our place, our plan

Woollahra 2030 is our Community Strategic Plan that has been developed by Council in consultation with the Woollahra community. It is a key part of the integrated planning and reporting framework under the *Local Government Act 1993*.

The Plan is a strategic document that sets out the planning and delivery of services over a ten-year period focusing on delivering a sustainable future. It is supported by the *Woollahra: Delivery Program and Operational Plan*.

Under the theme of *Quality Places and Spaces*, Goal 4 focuses on well planned neighbourhoods. It identifies strategies to address key opportunities and changes including:

- Encourage and ensure high quality planning and urban design outcomes
- Promote sustainable design in future private and public development
- Protect our heritage, including significant architecture and the natural environment
- Encourage diversity in housing choice to suit a changing population
- Enhance the form and function of the local business centres
- Ensure that planning and building requirements are complied with.

Woollahra 2030 was adopted by Council on 18 June 2018. It is due for review soon.

2.3.2 Woollahra LSPS 2020

The *Woollahra LSPS 2020* sets out a 20 year land use vision and planning priorities to:

- Manage future growth, new technology and changing community needs
- Conserve our heritage, villages, local character and environment
- Ensure resilience and sustainability despite challenges such as climate change
- Identify areas for further detailed strategic planning
- Link our plans to the implementation of the NSW Government's strategic plans.

All strategic plans for the LGA must be consistent with the *Woollahra LSPS 2020*.

For housing, the Woollahra LSPS 2020 states that:

Council plans new housing and renewal using a place-based approach which prioritises our lifestyle, heritage, local character and scenic landscape. Fine-grain human scale design protects our village character whilst delivering new housing that is the right fit for our area.

Planning for future housing must have consideration for our constraints including access to efficient public transport, the sloping topography and the capacity of local infrastructure particularly roads and the sewer system. Consideration must also be given to providing access to open space, availability of public school places, protecting tree canopy and urban forest, conservation of heritage (over 24% of our area is in a heritage conservation area) and addressing natural hazards such as flooding. (p.34)

Under Planning Priority 4: Sustaining diverse housing choices in planned locations that enhance our lifestyles and fit in with our local character and scenic landscapes, Action 25 is for Council to prepare a local housing strategy.

2.3.3 Woollahra Local Environmental Plan 2014

The *Woollahra LEP 2014* is the principal planning instrument applying to the Woollahra LGA. It commenced on 23 May 2015.

The LEP consists of a written document and a series of maps including land zoning, heritage, floor space ratio, height of buildings, foreshore building line, flood planning, lot size, and acid sulfate soils.

Key priorities identified by the Council and the community in the preparation of the LEP included:

- Protecting the character of our low density residential areas,
- Conserving our heritage items and heritage conservation areas (HCAs),
- Maintaining and enhancing parks, open spaces and foreshores,
- Encouraging high quality retail and office spaces in our business centres,
- Establishing planning controls that are relevant and easy to understand,
- Complying with the NSW Government's planning requirements.

The Woollahra LEP 2014 contains two main residential zones (R2 Low Density Zone and the R3 Medium Density Zone).

The LEP identifies maximum density, minimum lot sizes for subdivision and certain residential land uses to ensure development occurs in a planned and co-ordinated way.

Council is committed to protecting the core business and employment role of our centres and revitalising their character and public domain. Our key town centres (as identified in the Woollahra LSPS 2020) are zoned B2 Local Centre and B4 Mixed Use and include:

- Double Bay
- Edgecliff
- Oxford Street, Paddington
- Rose Bay
- Rose Bay North.

2.3.4 Woollahra Development Control Plan 2015

The Woollahra DCP 2015 sets out detailed planning and design guidelines to support the planning controls in the Woollahra LEP 2014.

It sets out requirements for matters including:

- Amenity and local character
- Environmental quality and sustainability
- Site amalgamation
- Setbacks and building envelopes
- Landscaping and tree canopy
- Privacy and view sharing
- Parking and access.

Linking to the objectives of the Woollahra LEP 2014, Part B and Part C of the Woollahra DCP 2015 specify the desired character of our residential precincts and HCAs.

The DCP objectives and controls are used by Council when determining Development Applications under Section 4.15 of the EP&A Act 1979.

2.3.5 Place Plans

Council has place plans for Double Bay and Oxford Street, Paddington. These plans set out our placemaking approach for the management, future planning and economic revitalisation of these two important centres:

- *Double Bay Place Plan 2019-2023*
The vision and place story seeks to revitalise Double Bay as Sydney's 'stylish bayside village'.
- *Oxford Street & Paddington Place Plan 2019-2023*
This plan sets out an approach for the invigoration and revitalisation celebrating:
 - The iconic heritage high streets as destination for fashion, food and furniture,
 - Cultural and artistic life,
 - Community meeting places, and
 - Beautifully preserved terrace streetscapes.The Plan is coordinated with the City of Sydney Council.

Council will be preparing place plans for other areas in our LGA such as Rose Bay.

3. Snapshot of our local area

Our area is one of Australia's most prestigious residential locations. The Municipality is predominantly residential and urban in character. It has a unique mix of:

- Urban villages with a good range of shops, services and facilities,
- Heritage items and HCAs,
- Leafy suburbs with a mix of low, medium and high density housing types,
- Natural beauty, leafy streetscapes, open spaces, views and proximity to Sydney Harbour.

Located five kilometres east of Sydney City our sunny area is nestled in the beautiful natural landscape of Sydney Harbour. Our heritage, village lifestyle, architectural excellence, natural beauty and proximity to the city are highly valued by residents, businesses, workers, and visitors alike.

The Woollahra local government area is located on the southern shore of Sydney Harbour and is part of the Eastern City District of Greater Sydney (see **Figure 3**). It extends over 12 square kilometres, from Rushcutters Bay to South Head, rising from low-lying foreshore areas to a ridgeline along Old South Head Road and Oxford Street.

Natural features of our area include 16 kilometres of harbour foreshore consisting of rocky headlands, coastal cliffs and beaches, and approximately 30 hectares of bushland located in five reserves.

Our area's history began with the Gadigal and Birrabirragal people who are the traditional custodians of this land. Today it is also known for its diverse built, scenic, defence, maritime and cultural history and outstanding natural setting.

Unique features include Sydney Harbour National Park, the Macquarie Lighthouse, Gap Park, cliff faces of Watsons Bay, sea pools at Double Bay and Watsons Bay, and the award-winning Rose Bay Promenade.

Our area is predominantly residential with historic houses, modern mansions and Art Deco apartments creating a unique housing mix. Most shops, businesses and jobs are located in our leafy boutique villages. Other notable uses across our area include international consulates, private schools, parklands, and foreshore areas.

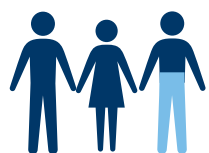
The arts too are integral to life in our area. We have the greatest concentration of private galleries and major auction houses in Australia. A number of artists and writers live and work in the area and a significant number of residents are employed in creative industries.



Camp Cove

Population 2016
57,800

Population 2036
59,850



2.23
People per
household

19,450
Local jobs
2016



12
km²
Land area

16 km
Foreshore
frontage

82.9%

Households
with cars



9,043
Businesses
2016

28%
Tree canopy
cover 2016*



Source: Australian Bureau of Statistics 2016, NSW Department of Planning, Industry and Environment 2018 and .id 2019 based on ABS Census data

*Source: NSW SEED Portal 2016



University
qualified
residents (2016)
48.9%

5

Top industry
sectors:



Health Care and
social assistance



Accommodation
and food
services



Retail trade



Professional and
scientific services



Education
and training

Source: Australian Bureau of Statistics based on 2016 Census

Cultural diversity and harmony



32%
Born
overseas



55%
of residents
professed a
religion



16%
From non- English
speaking countries



19.1%
Catholic
13.8%
Anglican

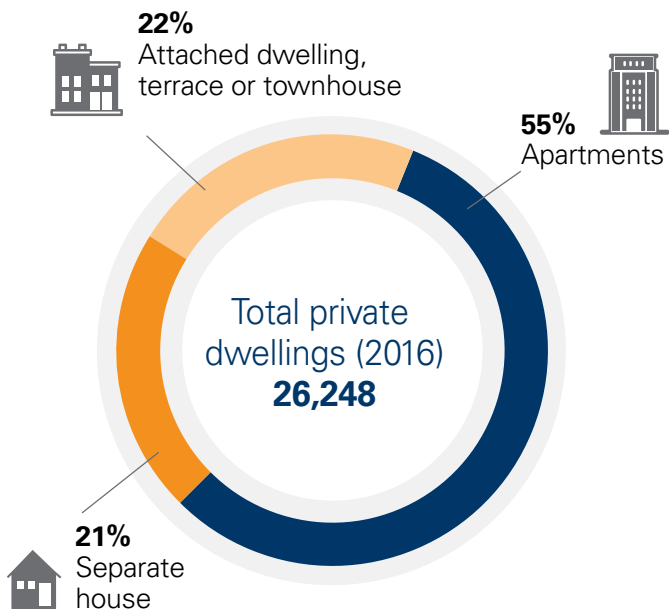
1% do not speak
English
well or at all



13.0%
Judaism

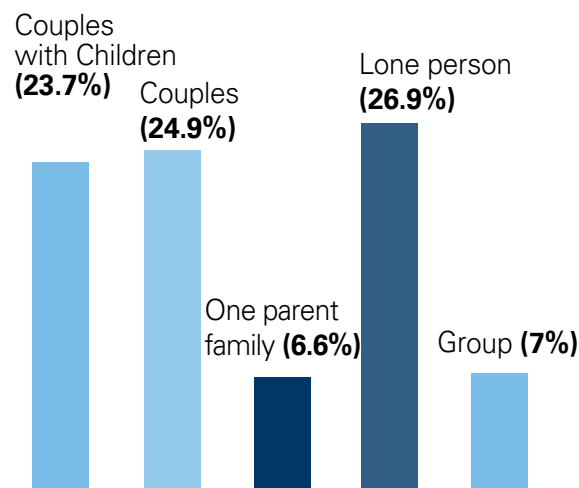
Source: Woollahra Social and Cultural Plan 2018 to 2023
based on ABS 2016 census data

Housing type (2016)



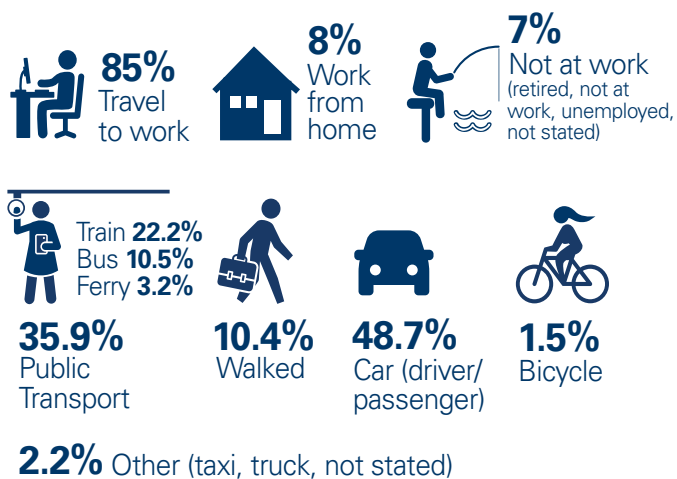
Source: Australian Bureau of Statistics based on 2016 Census

Household type (2016)



Source: Australian Bureau of Statistics based on 2016 Census

Journey to work (2016)

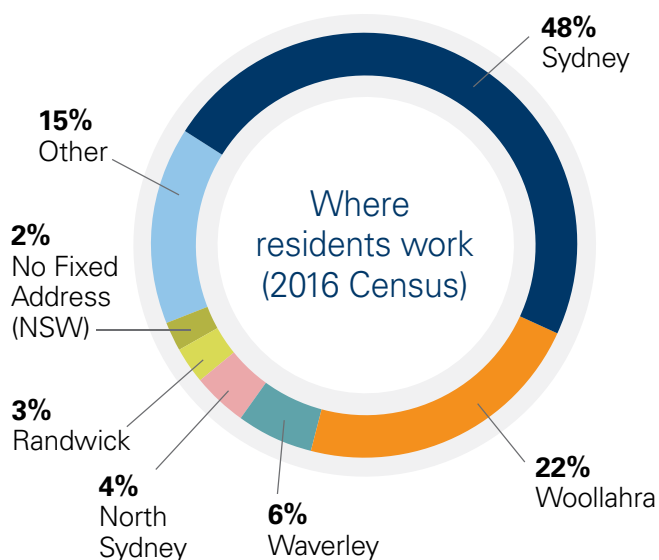


Source: Draft Woollahra Integrated Transport Strategy based on ABS 2016 Census data



1,438 people reported needing help in their day-to-day lives due to disability (2016).

Source: id. 2021



Source: Australian Bureau of Statistics based on 2016 Census

3.2 Residential areas, HCAs and local centres

Our area is long-established and extensively developed. Housing comprises a diverse mix of historic and modern houses, Victorian terraces, modern mansions, Art Deco apartments and modern buildings.

The LGA has a diverse range of housing typologies and has a higher density than our reputation would suggest. The current dwelling structure comprises:

- 21% separate houses
- 22% attached dwellings, terraces or townhouses
- 55% apartments.

These dwellings are located in our leafy residential areas, HCAs and unique villages.

We value the unique character of our leafy residential areas

Each of our residential areas has a unique character and diverse mix of housing types. Some of our main residential areas³ include:

- Bellevue Hill (South & North)
- Darling Point
- Double Bay
- Point Piper
- Rose Bay
- Vaucluse.

The character of each of our residential areas, including those listed above, is described in the Woollahra DPC 2015.

3. Edgecliff does not have its own character statement in the Woollahra DCP 2015. This is because most of Edgecliff is in the commercial corridor or a HCA. The remainder is identified as contributing to the adjacent residential areas of Darling Point and Double Bay.

Bellevue Hill

Bellevue Hill is located along the ridge and on the plateau above Double Bay and Rose Bay. It is primarily zoned R2 Low Density Residential. Areas of R3 Medium Density Residential are located close to centres, public transport, parks and schools.

The area has a sloping topography, with winding streets, expansive tree canopy, and views of Sydney Harbour.

Housing types include detached houses presenting a low scale street frontage and low rise apartment buildings, notably inter-war flat buildings. Street trees are a dominant feature.

There are a number of heritage items and a Neighbourhood HCA at Aston Gardens.

Darling Point

Darling Point is located on a peninsula between Rushcutters Bay and Double Bay. It is primarily zoned R3 Medium Density Residential. There are two areas of R2 Low Density Residential.

There are views and access to Sydney Harbour. Foreshore open space includes, McKell Park, Yarranabbe Park and Sir David Martin Reserve. Tree canopy provides the peninsula with a soft landscape quality.

The built form is fairly dense but responds to the topography. Housing types include, detached houses, terraces and low-rise residential flat buildings. Whilst there are some post-war residential towers, these are considered intrusive and not consistent with the desired future character.

Darling Point has a number of heritage items and three Neighbourhood HCAs.

Double Bay

Double Bay is primarily zoned R3 Medium Density Residential with some areas of R2 Low Density Residential (see **Figure 4**).

The Double Bay basin and surrounding ridgelines and hills provide a sloping topography and Harbour views. The tree canopy is a prominent element of the area when viewed from Sydney Harbour.

Housing comprises a mix of bungalows, modern houses, terraces, attached houses, inter-war flat buildings, low-rise flat buildings and intrusive residential towers.

Heritage items include the State-listed Overthorpe Gardens and Gladswood House.

The area has a strong feeling of community and convenience with easy access to community facilities and the local centre. The area also includes Double Bay Public School, Guilfoyle Park and Steyne Park.

Point Piper

Point Piper is a premium residential area located on a Sydney Harbour peninsula between Double Bay and Rose Bay. It has a sloping topography and expansive views.

As a long-established residential area, it has a mixture of distinctive architecture. Whilst it is zoned R2 Low Density and R3 Medium Density Residential, the built form is denser than many of our other residential areas.

Housing types include, Inter-War flat buildings with gardens, post-WWII apartment buildings, and large harbour-side houses.

Point Piper has a number of heritage items, including the State heritage items of Dunara House and “Fairwater”.

Open space includes Lady Martins Beach and Rose Bay Park.

Rose Bay

Rose Bay is located between Old South Head Road and New South Head Road. It is zoned R3 Medium Density is close to local centres and main roads and R2 Low Density Residential elsewhere.

Prominent housing types include Inter-War detached houses and Art Deco apartment buildings. Rose Bay has a number of heritage items and three Neighbourhood HCAs.

The suburb contains Kambala School, Lyne Park, Rose Bay Promenade, and the Royal Sydney Golf Club.

Vaucluse

Vaucluse is located along the harbour foreshore between Rose Bay and Watsons Bay. It has outstanding natural beauty. Foreshore access includes Nielson Park and Parsley Bay, Samuel Park, Gap Park, Christison Park and Lighthouse Reserve.

Vaucluse has one Neighbourhood HCA and a number of significant heritage items, including Strickland House, Vaucluse House, Kincoppal School and Macquarie Lighthouse.

Housing comprises low density detached houses with gardens and various Inter-War flat buildings. Parts of East Vaucluse are characterised by Federation and Inter-War bungalows.

The landform, tree canopy, gardens and foreshore parks create a visually dominant scenic landscape. Tree cover is sparser in more exposed areas along the Eastern coast, averaging less than 20% coverage.

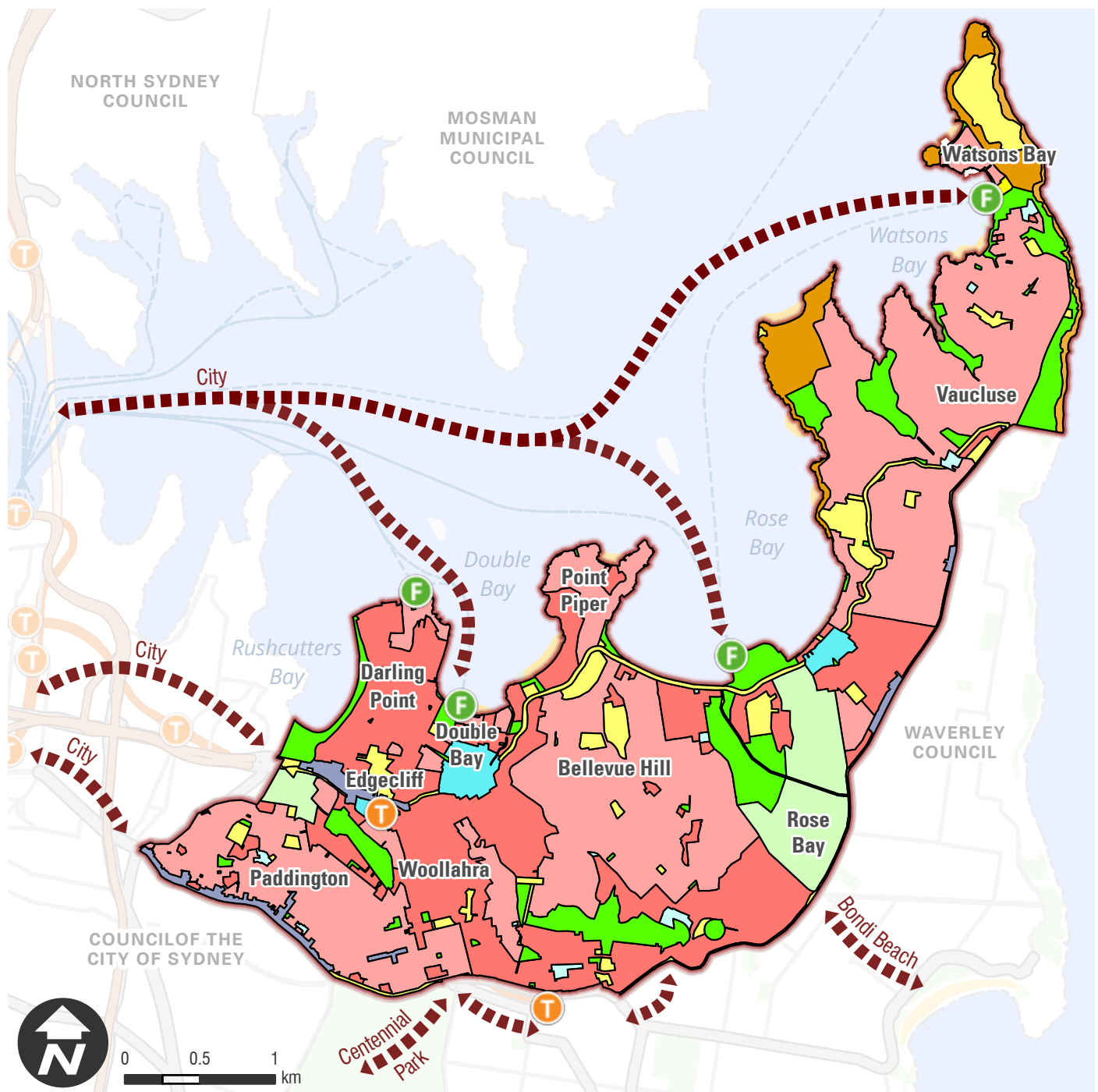


Figure 4. Woollahra LEP 2014 Land Zoning Map

 B1 Neighbourhood Centre	 R2 Low Density Residential
 B2 Local Centre	 R3 Medium Density Residential
 B4 Mixed Use	 RE1 Public Recreation
 E1 National Parks and Nature Reserves	 RE2 Private Recreation
 E2 Environmental Conservation	 SP2 Infrastructure
	 SP3 Tourist

We protect and conserve heritage

The **Gadigal** people are the traditional custodians of much of the Woollahra area, while the **Birrabbirragal** people are the traditional custodians of the harbour area around Watsons Bay and South Head.

The local area is rich in evidence of early Aboriginal history with over 70 sites including midden sites, rock engravings and numerous shelters, many with axe-grinding grooves where stone tools were made and sharpened.

Some sites are in private gardens, others are in parks and public areas, with a number along coastal walks and the harbour foreshore where much of the vegetation that provided the “kitchen gardens” of the original inhabitants is preserved.

Our area has a rich and diverse history and an outstanding natural setting. Heritage items cover a range of categories including Aboriginal, built, natural, archaeological, defence, maritime and culture.

Our community is committed to preserving and protecting our heritage.

The Woollahra LEP 2014 identifies over 700 heritage items comprising individual buildings, archaeology, trees and landscape features as well as heritage conservations areas representing Victorian, Federation, Inter-War and post-1950 buildings, precincts and streetscapes.

Also identified in the Woollahra LEP 2014 are 14 HCAs. Our largest HCAs are:

- Paddington
- Watsons Bay
- Woollahra.

A significant portion of our housing supply is located in HCAs:

- 51% of R2 Low Density Residential properties, and
- 40% of R3 Medium Density Residential properties.

The unique characteristics of our heritage and HCAs are described in the relevant heritage inventory sheets and the Woollahra DCP 2015.

Paddington HCA

Paddington is a unique urban area which has historical, aesthetic, technical and social significance at a National and State level. It is one of the largest and most intact collection of Victorian buildings in the world. An important factor in its significance is its exceptional unity of scale, character, history, architecture and urban form.

The HCA is an excellent example of 19th century inner city urbanisation in Sydney. Terraces demonstrate the evolution of the imported English Georgian and Regency models into the distinct Australian style of the Victorian era.

Paddington has a sloping topography which overlooks Sydney Harbour and its foreshores. It is zoned R3 Medium Density Residential and R2 Low Density Residential.

Housing types include single storey timber and masonry cottages, remnant mansions, middle-class terrace houses, apartment blocks and contemporary infill development.

Today, Paddington is one of Sydney's most desirable areas to live, work and visit.

Chapter C1 of the Woollahra DCP 2015 provides more information about Paddington and development controls.



Historical terraces, Paddington

Watsons Bay HCA

Watsons Bay is an area of outstanding natural beauty with a rich cultural heritage located on a narrow peninsula separating the Tasman Sea from Sydney Harbour.

The natural landscape has exposed ridges and cliff faces to the Tasman Sea, protected bays and sheltered beaches on Sydney Harbour, and a range of bushland reserves and urban parks.

Significant elements in the HCA reflect its role in colonial settlement, navigation, defence, fishery, research, education, tourism and recreation.

The 'Town of Watsons Bay' subdivision of 1855 is largely intact to this day and includes Marine Parade and Cliff, Cove, Camp, Pacific, Victoria and Short Streets.

Housing types in Watsons Bay include fishermen's cottages, terraces, large historic houses, Inter-War flat buildings and modern apartment buildings and shop top housing.

Today, Watsons Bay continues to be a desirable place to live and visit.

Chapter C3 of the Woollahra DCP 2015 contains more information about Watsons Bay.

Woollahra HCA

Woollahra has outstanding historical, aesthetic, technical and social significance at a local level. The HCA comprises a broad triangular plateau, sloping gently down from the LGA's southern boundary to the escarpment above Double Bay.

The HCA is predominantly residential but also has several shopping precincts and distinctive civic, religious, light industrial and institutional buildings. Queen Street is a key retail, dining and business precinct.

Housing types in the Woollahra HCA range from small scale cottages and terrace houses to high-rise residential flat buildings. This diverse range of housing types includes:

- Small Victorian workers cottages and terraces
- Villas and grand mansions
- Federation houses influenced by Victorian Gothic architecture
- Inter-War houses and flat buildings
- High-rise residential flat buildings and townhouses from the 1960s, 1970s and 1980s with high rise flat buildings and small groups of town houses
- Several excellent examples of contemporary infill dwellings.

Chapter C2 of the Woollahra DCP 2015 contains more information about the Woollahra HCA and its precincts.

We prioritise local businesses, services and jobs in our centres

Our centres are a vibrant part of our local economy and community life⁴. They include:

- Edgecliff
- New South Head Road Corridor, Edgecliff
- Double Bay
- Rose Bay Centre
- Rose Bay North
- Rose Bay South
- Hopetoun Avenue, Vaucluse
- South Head Roundabout, Vaucluse
- Vaucluse Shopping Village, Vaucluse
- Plumer Road, Rose Bay
- O'Sullivan Road, Rose Bay
- Streatfield Road, Bellevue Hill
- Bellevue Hill Shops, Bellevue Hill
- Local shops, Manning Road, Woollahra
- Local shops, Darling Point Road, Darling Point.

The unique character of each of our centres is described in the Woollahra DCP 2015.

It is noted that a planning and urban design review is currently underway for the Edgecliff Commercial Centre and Cross Street, Double Bay.

Council seeks to support and enhance the role of our centres which are key local hubs for jobs, local business, services and community life. Great centres have a variety of businesses in a well-designed built environment with active street frontages, human scale, strong local character, urban greening, and vibrant public domain.

We note that often land uses related to employment and creative industries may not always be feasible in the short-term. However, it is critical to their long-term success that our centres have the capacity to meet emerging and changing needs in the future.

This has been the case in Double Bay where Council has previously tried to introduce minimum non-residential floor space standards to protect employment capacity at a time when residential development was more economically feasible. Recent market changes have justified this important advocacy position of Council as the opportunities are now being taken up. Strategic thinking about the long term future of our centres must be prioritised over short-term viability.

4. There is no land zoned for industrial use or for urban services in the LGA.

4. The Evidence

This section provides an overview of the demographic, housing and affordability context for the LGA. This includes analysis of data on population, housing, and infrastructure that is required to inform the type of housing that is needed in the area.

This section, and the analysis undertaken by SGS Economics and Planning, use DPIE's 2016 data and projections (based on ABS census) which informed the *Greater Sydney Region Plan: A Metropolis of Three Cities and the Eastern City District Plan*. This is to ensure consistency in assumptions used by Council's across Greater Sydney. It is noted that some of these forecasts may not reflect more recent local demographic trends.

Double Bay



4.1 Demographic overview

Population, households and change

The DPIE data set identifies that in 2016 there were 57,800 people living in the LGA, comprising approximately 24,350 households. This is a growth rate of approximately 2.7% which is less than the Eastern City District average.

Table 1 shows the forecasts prepared by the DPIE for future changes in population and number of households over the next 20 years

Our population is ageing

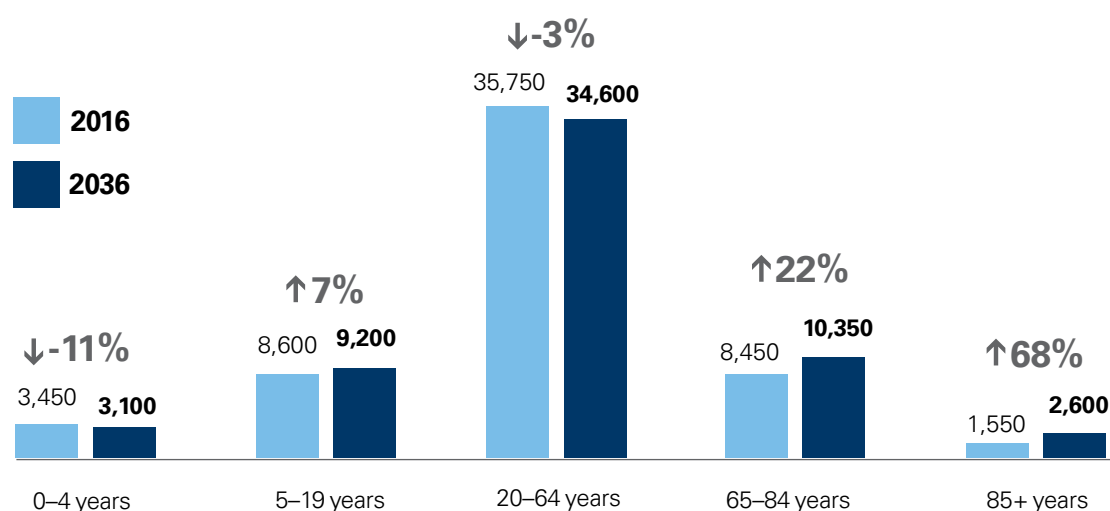
In 2016 the dominant age range of our population was between 25 and 34. Between 2011 and 2016 there was a small rise in school aged children but DPIE forecasts do not identify this as a sustained trend going forward.

As shown in **Figure 5**, the DPIE 2016 projections show that there is expected to be a significant increase in the number of residents aged 75 years and over. This is a consistent trend across Greater Sydney as our population ages.

Table 1. DPIE population and household forecasts for the Woollahra LGA (2016)

Year	Population	Households
2011	56,300	24,900
2016	57,800	25,400
2021	58,100	25,450
2026	58,450	25,750
2031	59,200	26,200
2036	59,850	26,700

Figure 5. Forecast population growth by age (2016–2036)



Source: NSW Department of Planning, Industry and Environment 2018 based on ABS census data

Households and family composition

DPIE data identifies approximately 24,400 households in the LGA in 2016. Household composition is similar to the average for the Eastern City District:

- group households are less common
- lone person households and couples with no children are more common.

Figures 6 to 12 on the following pages show the household composition, housing tenure, and dwelling types across suburbs.

Couples with no children and lone person households make up 50% or more of the household composition in each suburb except Vacluse.

Across the LGA, approximately 13% of households have one child and 18% have two or more children.

Suburbs such as Vacluse where houses are more common have high proportions of households with children.

Detached dwelling houses in the LGA are mostly occupied by families with children. However, we note that over 25% of dwellings with three or more bedrooms are occupied by lone person households and couples with no children.

Suburbs with higher proportions of apartments, like Darling Point, Double Bay and Edgecliff, have higher proportions of lone person households and couples without children.

Apartments account for over 55% of our dwelling stock and over 20% of apartment households are families with children (either single or couple parents).

Employment and Key Workers

Our community is highly educated and mainly work in management, knowledge and professional industries.

Many residents work and seek entertainment in the Sydney CBD, Bondi Junction and the Eastern Economic Corridor.

Nearby health and education precincts, such as St Vincent's Hospital also provide significant job opportunities.

Analysis by SGS Economics and Planning (2020) suggests that teachers, both primary and secondary, are the largest group of key workers in the LGA. Carers and nurses are also relatively common.

Homelessness

Homelessness is increasing across Greater Sydney. In 2016 there were an estimated 165 homeless people in the Woollahra LGA⁵.

There are many causes of homelessness, including domestic violence, a shortage of affordable housing, unemployment, mental illness, substance abuse, and family breakdown.

5. Woollahra Homeless People Policy

Figure 6. Household type Composition (2016)

Source: SGS Economics and Planning 2020 based on ABS Census data

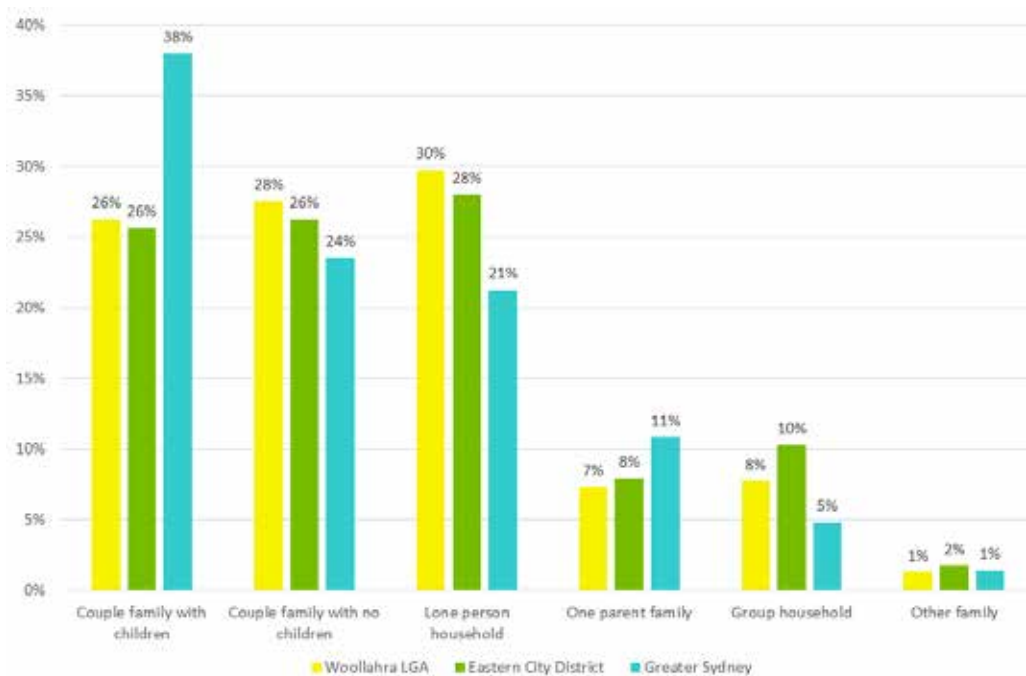


Figure 7. Household versus dwelling type (2016)

Source: SGS Economics and Planning 2020 based on ABS Census data

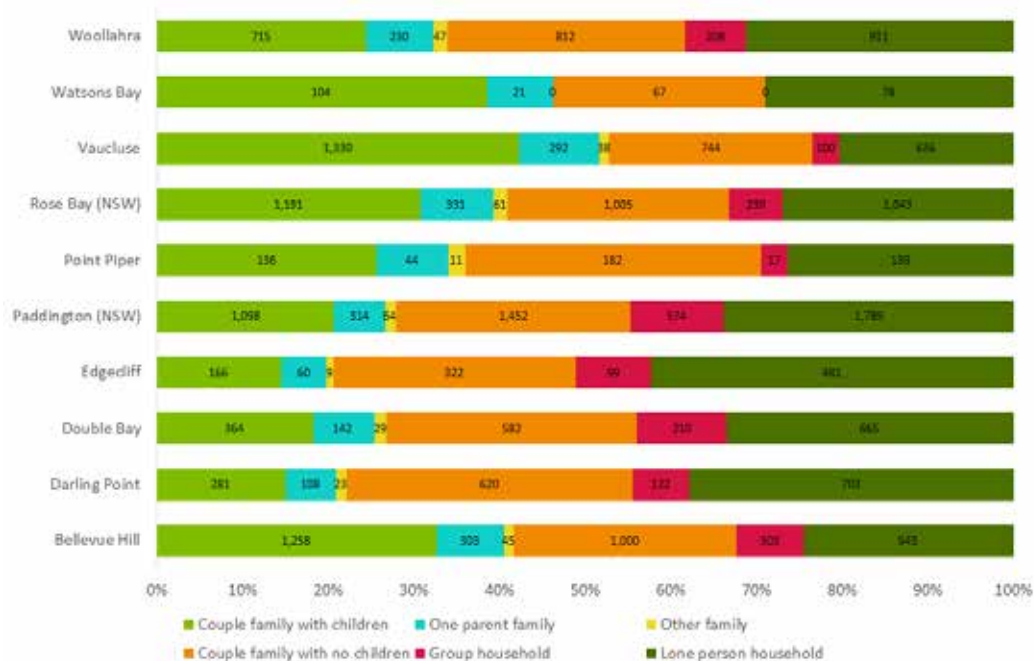


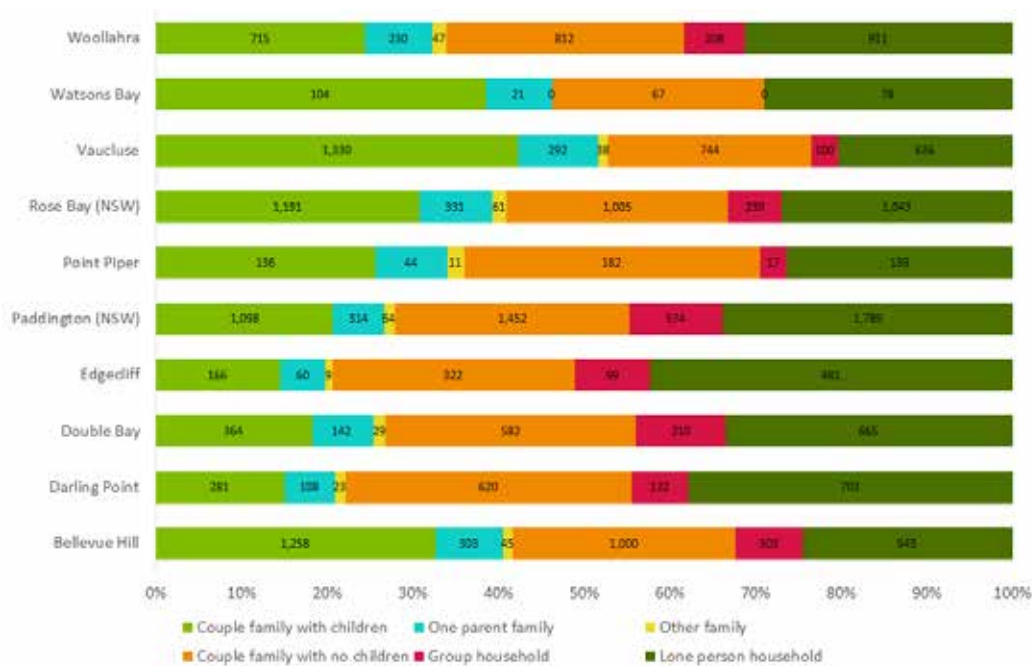
Figure 8. Household versus number of bedrooms in the dwelling (2016)

Source: SGS Economics and Planning 2020 based on ABS Census data



Figure 9. Household types in suburbs in the Woollahra LGA (2016)

Source: SGS Economics and Planning 2020 based on ABS Census data



4.2 Housing overview

Dwelling Structure

DPIE data identifies that there were approximately 26,284 private dwellings in the LGA in 2016.

Apartments are the most common dwelling type in the Woollahra LGA

Apartments are the most common dwelling type in the LGA and comprise 50% of dwelling stock in all suburbs except Watsons Bay, Vaucluse and Paddington.

Areas relatively close to the Sydney CBD, particularly Paddington, Woollahra and Edgecliff, contain a mix of attached dwellings and apartments.

Not missing – our successful ‘middle’

The Woollahra LGA doesn't have a 'missing middle' with medium density housing comprising more than 22% of housing stock. This is prominent around our villages and in our HCAs, particularly Paddington which is characterised by Victorian terrace housing.

Diversity includes providing detached houses

Detached houses are the least common dwelling type accounting for less than 22% of dwelling stock. However, as a low density housing type they cover a large area of some suburbs such as Vaucluse, Watsons Bay and Bellevue Hill.

Dwelling sizes are above average

Dwelling sizes in the LGA are above average. Less than 12.5% of dwellings are studios or one bedroom dwellings. Three bedroom and four+ bedroom dwellings account for over 29.5% and 21% of dwellings respectively.

Tenure and Landlord Type

In our LGA, apartments are more likely to be rented than owner occupied. Mortgages are not as common and consequently, rental stress may be an issue in the future if rents increase.

Most separate houses are owned outright. However, there are still a large number of households living in attached dwellings and separate houses with a mortgage.

SGS Economics and Planning (2020) identifies that approximately 5.38% of dwellings in the Woollahra LGA are rented out on AirBnb.

Housing rents and sales prices.

The Woollahra LGA is one of Australia's premium residential markets. In 2016, the median sales price in Woollahra was \$3.5 million for non-strata dwellings and \$1.55 million for strata-dwellings. Median weekly rent is \$650.

Both sales and rent have increased significantly over the last 20 years. In this context it is expected that rents and sales prices will remain high in the Woollahra LGA.

Figure 10. Housing tenure by dwelling types (2016)

Source: SGS Economics and Planning 2020 based on ABS Census data

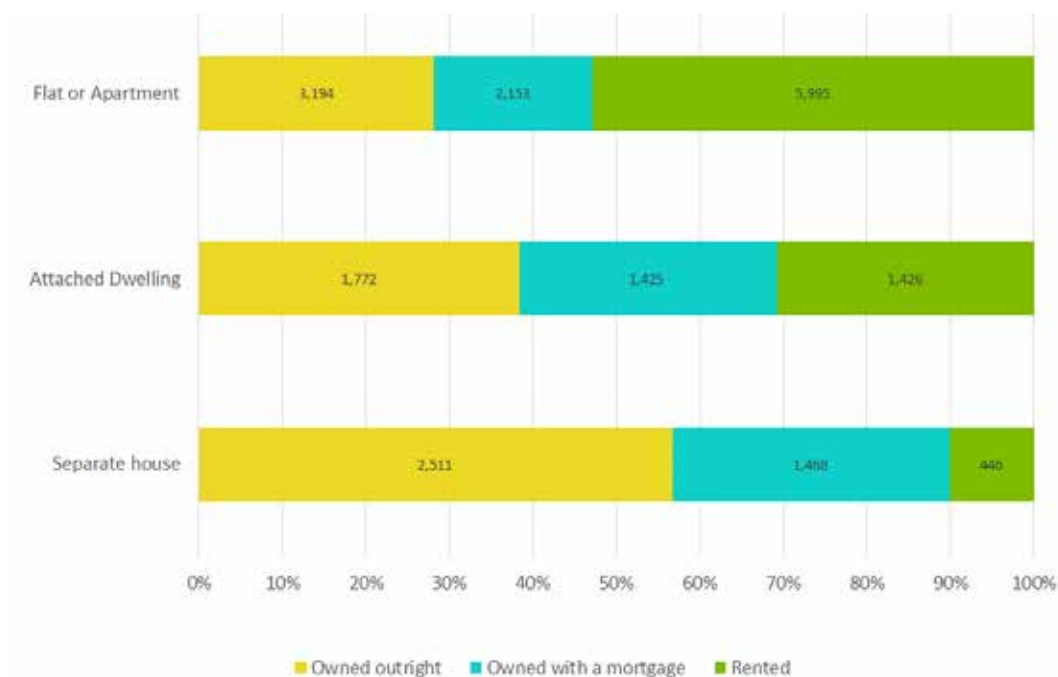
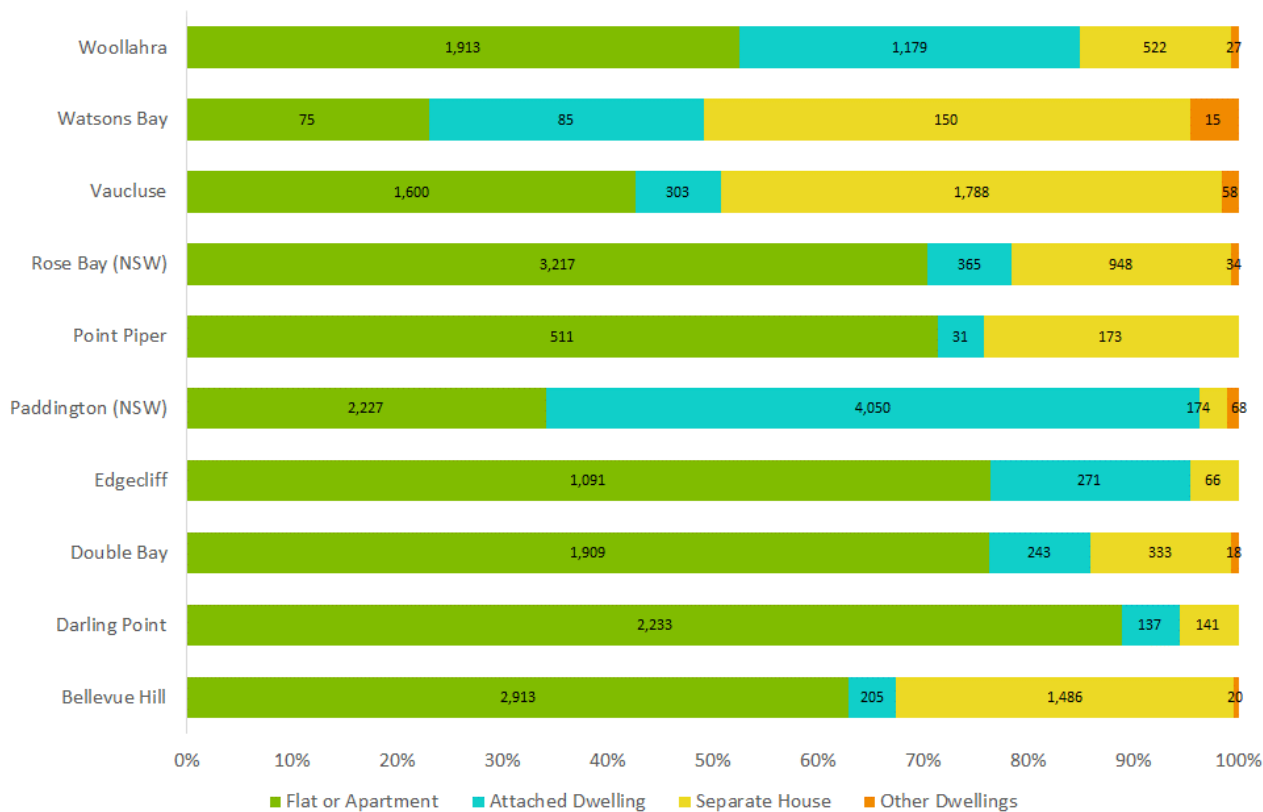


Figure 11. Dwelling types in suburbs (2016)

Source: SGS Economics and Planning 2020 based on ABS Census data



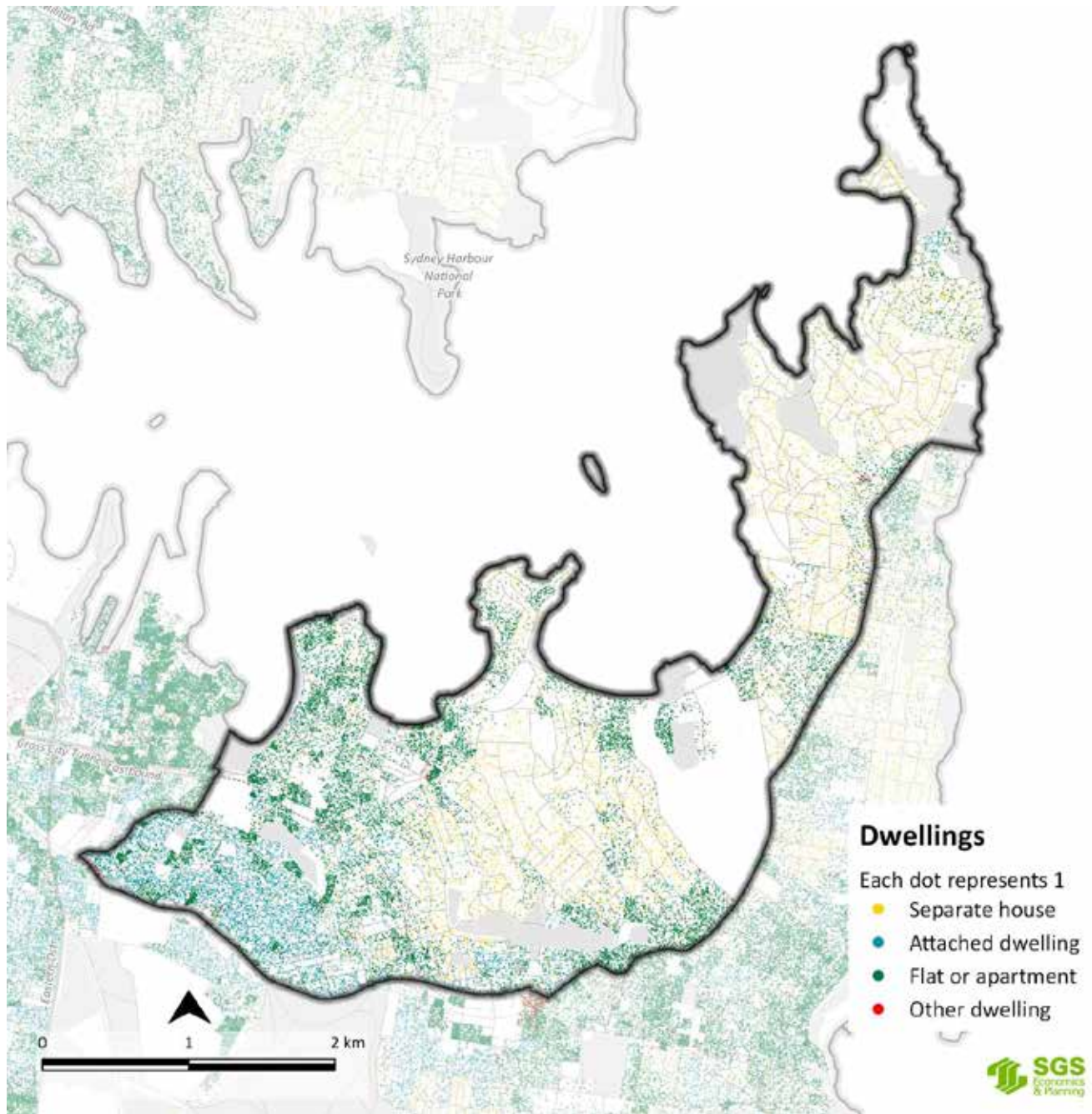


Figure 12. Distribution of dwelling types across the Woollahra LGA
Source: SGS Economics and Planning 2020 based on ABS Census data

Housing stress and affordability

Housing affordability in the Woollahra LGA is poor compared to the Sydney average.

Housing prices and rents have been rising over the last 20 years and are unaffordable for households. In 2016 the medium house price in Woollahra was \$3.5million and \$1.55 million for a strata dwelling (i.e. apartment)⁶.

SGS Economics and Planning identifies that in 2016, approximately 10.3% of households had a weekly household income of less than \$650 and 46.6% had a weekly income of more than \$3000.

While demand for social and affordable housing in Woollahra is lower than the Sydney average, there is a significant shortfall in both these housing types.

The NSW Family and Community Services (FACS) reported that, in 2016, nearly all low income households in the Woollahra LGA were in rental stress and over half low income households were in mortgage stress.

Currently there is very little affordable or social housing stock in the Woollahra LGA. In 2016 there were only 140 social and affordable dwellings. The Woollahra LGA does not have housing specifically for indigenous communities.

There are significant waiting lists and waiting times to access social housing in the Eastern suburbs area.

For affordable rental housing, analysis by SGS Economics and Planning identified a gap of at least 1,900 dwellings.

Analysis by SGS Economics and Planning estimates that based on prices rising faster than wages, demand for social and affordable housing is likely to increase

Key workers

Key workers are people whose jobs are considered essential to supporting community life. This includes people in occupations such as health care, education, emergency and other services. They are typically on moderate incomes.

Analysis by SGS Economics and Planning (2020) suggests that teachers, both primary and secondary, are the largest group of key workers in the LGA. Carers and nurses are also relatively common.

If key workers are unable to afford access housing in and around Woollahra, they may need to live much further away. This could limit the ability of businesses and critical services to access a suitable labour pool.

6. SGS Economics and Planning 2020 based on Property NSW Bulk Property Sales data

What is affordable housing?

Affordable housing is housing that is appropriate for very low to moderate income households and priced so that they can also meet living costs.

It is usually rental housing which is managed like a private rental property, but there are eligibility criteria and the managers are mostly not-for-profit community housing providers. When an affordable housing property is advertised, people submit an application to the manager as they would if they were applying for a property in the private rental market.

Under Section 1.4 of the EP&A Act, ‘affordable housing’ is defined as follows:

affordable housing means housing for very low income households, low income households or moderate income households, being such households as are prescribed by the regulations or as are provided for in an environmental planning instrument.

Under Clause 8 of the *State Environmental Planning Policy No 70—Affordable Housing (Revised Schemes)* this definition applies to Greater Sydney households whose gross incomes fall within the following median household income ranges:

Very low income household	less than 50%
Low income household	50 or more but less than 80%
Moderate income household	80–120%

This is further filtered using the NSW Affordable Housing Ministerial Guidelines which set annual household eligibility limits for each band of affordable housing based on the number of adults and number of children (under 18 years old) in the household.

Affordable housing is not the same as social or public housing. It is open to a broader range of households than social housing, has a different eligibility criteria, rents are calculated differently and it has different tenancy arrangements.

Social housing is typically restricted to households only on ‘very low’ incomes and income support. Households do not have to be eligible for social housing to apply for affordable housing.

Social housing is rental housing that is funded or partly funded by government, and that is owned or managed by the government or a community organisation and let to eligible persons. This includes public housing, managed by the NSW Department of Communities and Justice and the Aboriginal Housing Office, and community housing.



Paddington

Who is affordable housing for?

Many different people need affordable housing and for lots of different reasons. This may include people who work in lower paid jobs, where high market rents in the area in which they live and/or work is unaffordable for their household income. This can include people working full-time in an essential services such as a police officer, a nurse or a child care worker.

People may also need affordable housing because a change in their lives and financial situation. For example, a household member has lost their job, a family has separated, or a member of the household has died.

Sometimes affordable housing is only needed for a short- or medium-term period until people's circumstances change or sometimes it is needed for a longer period of time.

4.3 Land use opportunities and constraints

Woollahra covers a relatively small area at the South-Eastern entry to Sydney Harbour. Our residential areas and centres are well-established and have significant heritage and each have a unique local character.

This provides land use opportunities and constraints that affect residential development in our area.

This section identifies opportunities and constraints based on how it affects the maximum development yield of land. However, many of the factors we have identified as constraints often create great opportunities for design creativity and innovation.

For example, factors such as heritage or topography provide opportunities for architectural excellence, innovative design and the creation of identity and connections, which are highly valued by our community.

4.3.1 Land use opportunities

Woollahra has a premier location on Sydney Harbour and the Eastern coast in close proximity to the Sydney CBD.

Land use opportunities for housing are in locations that will provide high levels of residential amenity.

Key factors include:

- Short walking distance to access key local centres and Edgecliff train station
- Availability of services and community facilities. E.g. schools, health services, local jobs and retail
- Proximity and capacity of open space and recreation facilities.

Council's place-based approach to planning for our neighbourhoods and villages is also a key opportunity. It ensures that well-planned housing delivers high amenity, design excellence and housing diversity that meets changing needs and public benefits.



Outdoor Fitness

4.3.2 Land use constraints

Heritage and HCAs

As identified in Section 3, our area has a rich and diverse history and an outstanding natural setting. The significance of our heritage is recognised at a local, state, and in many instances, a national level.

The Woollahra LEP 2014 identifies over 600 items and 14 HCAs which are spread across a significant portion of our residential areas and villages. See map in **Figure 15**.

Our community is committed to reserving, protecting and showcasing the quality and maintaining our heritage and public places. The cultural significant and relationships between the various characteristics of our heritage creates a sense of identity and place that tells the ongoing story of our community.

Local Character

Local character is what makes an area or a place distinctive. It is defined by the community and comprises a mix of elements, both tangible and intangible.

The Woollahra LEP 2014 and Woollahra DCP 2015 contain objectives and provisions that recognise, protect and enhance local character. These are the result of Council's fine-grain and place-based approach to planning and the input of our community.

The Department is currently developing a standard approach for how local character will be incorporated in LEPs across the state.

Council's intention is to ensure that our LEP and DCP continue to represent best practice and that we strengthen our existing local character provisions.

All development in Woollahra must respect and enhance our local character. This ensures our area remains a unique and desirable place that reflects our community, their history, aspirations and lifestyles.

Transport, traffic and parking

Woollahra experiences severe traffic congestion on New South Head Road, Old South Head Road, Oxford Street, Ocean Street, and many other roads in our area.

The draft Woollahra Integrated Transport Strategy (exhibited 2021) notes that cars account for over half of all trips. It also notes that travel times by other modes of transport from some areas are currently extremely long for the distances involved.

Additionally, public car parking, particularly on-street parking supply, is at capacity. Council is unable to increase the supply of on-street parking.

Furthermore, while there are no approved freight routes in Woollahra, increased truck movements associated with the development activity impact significantly on the road network and safety.

Limited available land

Woollahra is a well-established area with significant levels of existing development and fragmented ownership. There severely limits land availability for redevelopment.

Significant development occurred in our villages and residential areas in the 19th century and interwar periods which is reflected in the current subdivision pattern.

Furthermore, as stated earlier over 55% of dwellings in Woollahra are apartments. Most of these are strata titles.

High property values

Woollahra is one of Australia's premium property markets and prices are significantly higher than the Sydney average. This affects redevelopment feasibility, community demographics and affordability.

In December 2020 the average sales price for a home in Greater Sydney was \$1.216 million and in the Woollahra LGA it was \$2.928 million⁷.

Housing affordability, particularly for key workers and low income households, is a challenge for our area.

Residential density

Information produced by the Australian Bureau of Statistics released on 30 March 2021 identifies that the Woollahra LGA is the seventh densest in NSW with an estimated average population density of 4,840 people per km² and a total population of 59,431. Accordingly, the LGA is unable to accommodate growth without upgrades to infrastructure.

Environmental factors

Our area is unique for its Harbour location, beaches, bays, bushland, and topography. However, this also results in environmental factors and hazards that constrain development density and uplift. Key environmental constraints include:

- Flooding (see **Figure 16**)
- Waterways and high water table
- Acid sulphate soils
- SEPP (Coastal Management) (see **Figure 14**)
- Scenic harbour landscape
- Foreshore building line (see **Figure 14**)
- Biodiversity corridors
- Geotechnical hazards
- Airport 'Obstacle Limitation Surface' Map
- Sloping topography
- View sharing
- Climate change.

Many of these constraints are identified in maps including the Woollahra LEP 2014, applicable SEPPs and other legislation.

7. NSW Communities & Justice Rent and Sales Report – interactive dashboard 2021

Services and infrastructure

The settlement pattern in Woollahra is spread along our foreshore and accessed by two main roads, New South Head Road and Old South Head Road. This limits the capacity of a traffic and transport system and the accessibility of suitable services and infrastructure. It is also noted that parts of both these main roads are identified as tertiary freight routes by Transport for NSW.

Local public open space, recreational facilities and community facilities are in high demand both from locals and residents of the Eastern Suburbs area. There is limited space for growth given the established pattern of development. Recent increases in demand on infrastructure due to growth have raised significant community concern.

We also note that areas in Vaucluse are currently still connected to sewer outfalls which are being decommissioned by Sydney Water.

To date, Council has recognised these limitations by planning for uplift only in areas close to the public transport, open space and key local to ensure residents and employees have access to key services and facilities.

Currently, *Future Transport 2056* and *NSW Infrastructure Strategy 2018-2038* do not identify any projects in the LGA that would support significant uplift. Relevant to the LGA, the State Government's movement and place framework recommends speed limits are aligned to the surrounding land uses and movement and place function of areas to provide safer and more integrated environments.

Edgecliff centre

Economic role of centres

The Woollahra LGA is well served by neighbourhood shops and local centres which provide local businesses, services and community hubs.

Our centres play a critical role in the local economy. More recently, the COVID-19 pandemic has highlighted the crucial role they play (and will continue to play) in supporting our community's needs.

In addition to housing needs, we must provide businesses and jobs that support the needs of our population.

Council's position is that for the health and vibrancy of our centres and local economy, housing development must not reduce business and employment.



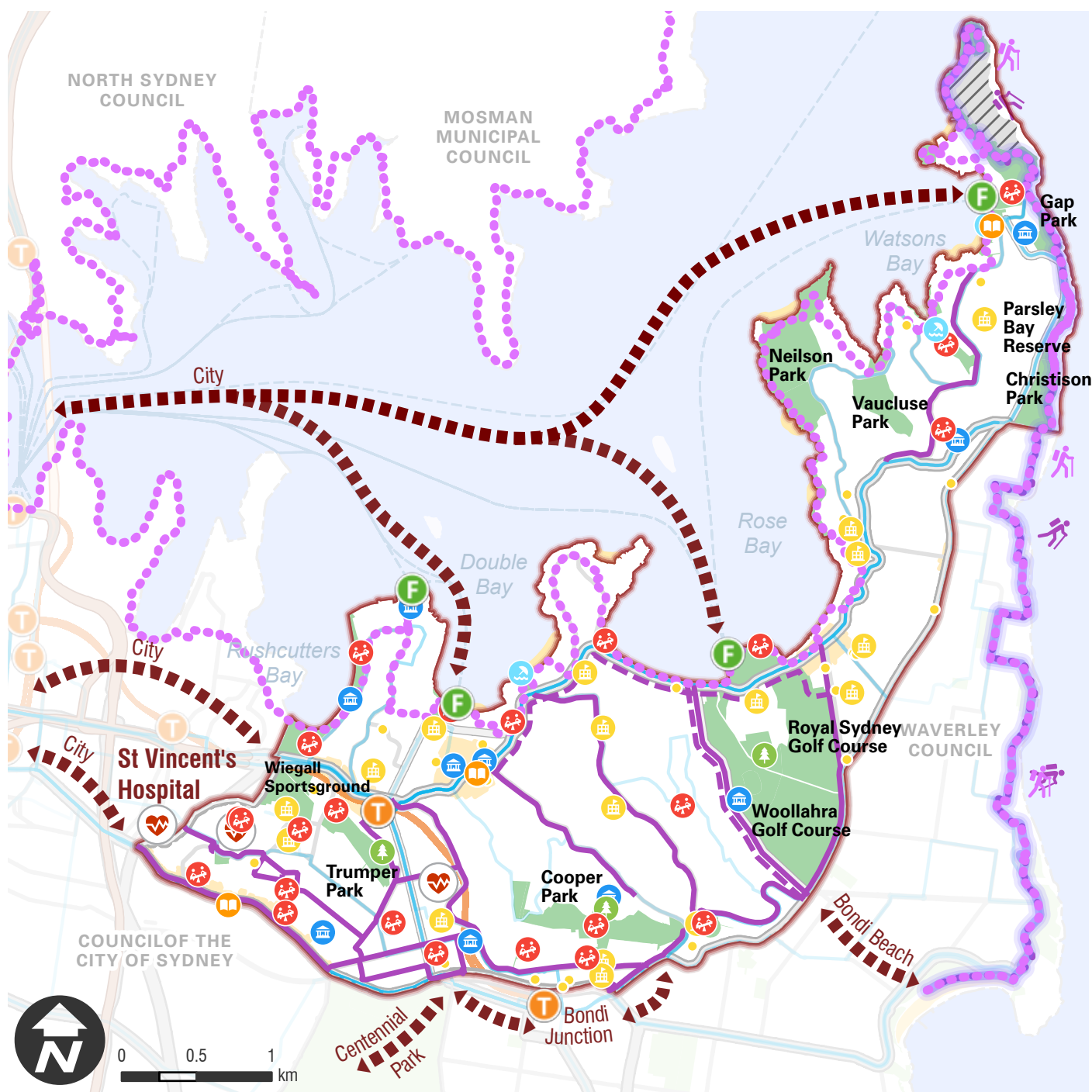


Figure 13. Transport and social infrastructure

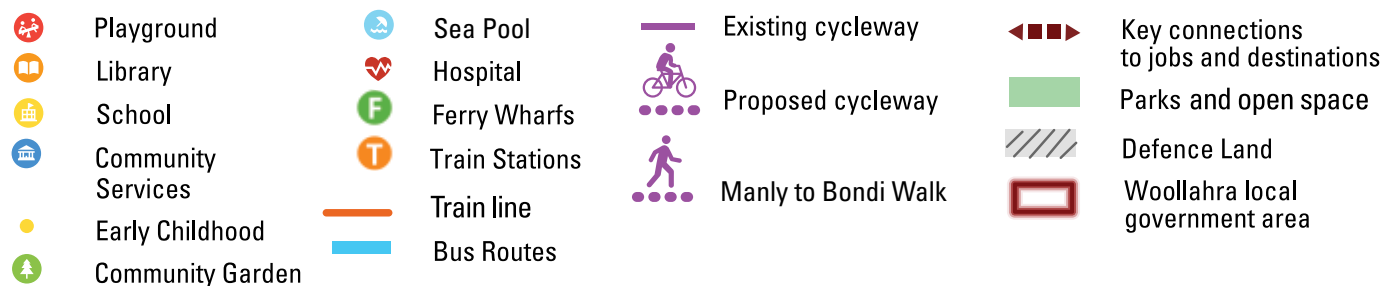
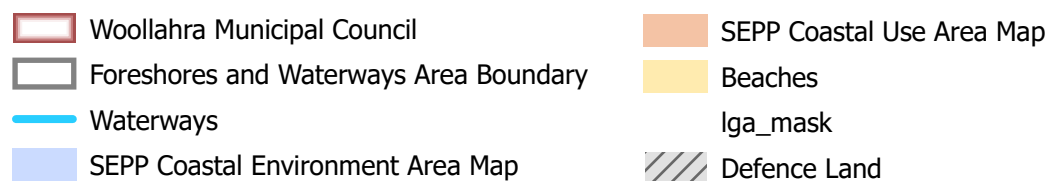




Figure 14. Coastal SEPP area and waterways



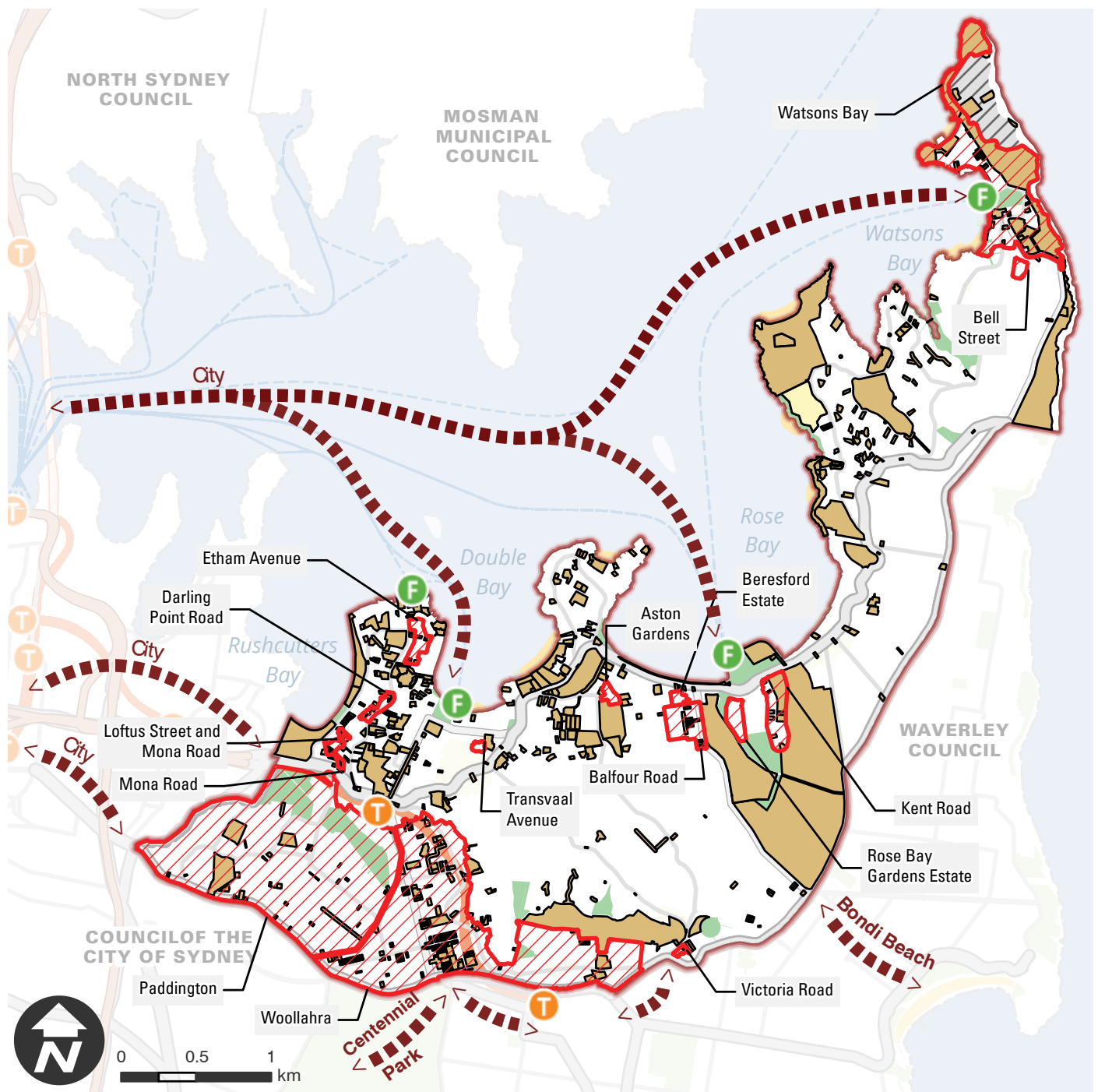
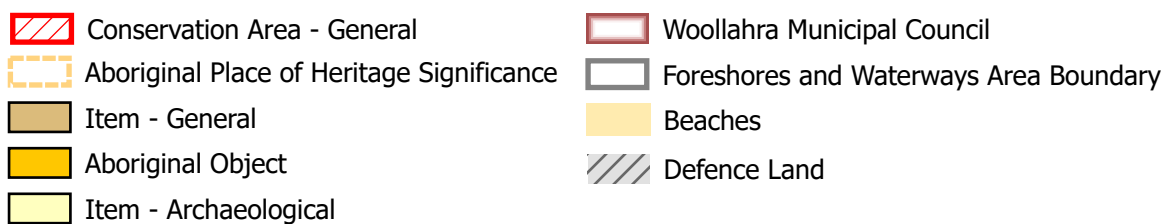


Figure 15. Map of heritage items and heritage conservation areas



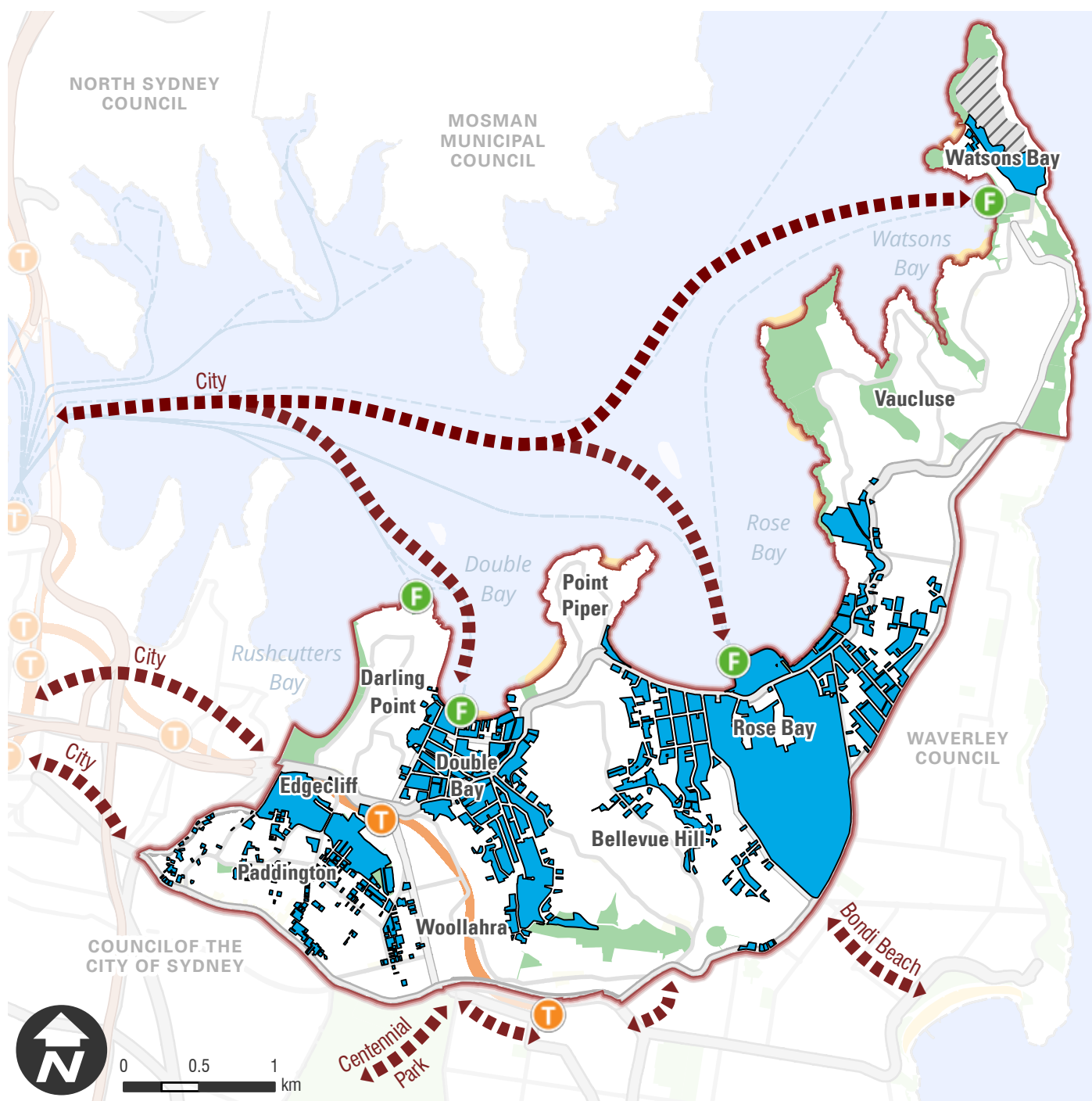
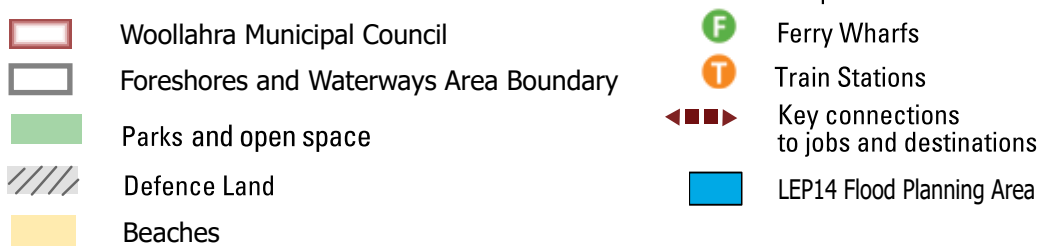


Figure 16. Flood planning map



4.4 Community concerns about certain housing types

Detached houses are an important part of our housing diversity

Despite Woollahra's famous houses and architecture, the area is quite dense given its topography, access limitations, and level of commercial activity and supporting services.

As identified earlier, detached houses account for less than 22% of dwelling stock.

Whilst low-scale medium density housing types are peppered throughout our residential areas, the dominant character is of low density gardens and leafy streetscapes. Increasing density in our low density areas will reduce housing diversity and adversely impact on the density balance, disrupting the existing character and negating the zone objectives of the Woollahra LEP 2014.

Detached dwellings are an important part of the mix that preserves this character and provides housing choice for families and people at the higher end of the market. This also reduces strain on local services and open spaces and transport.

Dual occupancy development

There is no missing middle with terraces servicing this market and making up nearly 30% of dwelling types in the LGA. Typically high property values are seeing housing investment delivering high value houses, and in the R3 Medium Density Zone, redevelopment for residential flat buildings.

Dual occupancy development in Woollahra has historically been relatively low. Council records show that since 2013 there have been 62 dual occupancies approved across the LGA, however less than half have been constructed. However, recently there has been an increase with 14 currently under assessment (as at June 2021).

Our community is concerned about recent dual occupancy development in our R2 Low Density Residential Zones. Areas such as Vaucluse are not readily accessible by active transport because of the topography, distance from the city, limited routes of access, and car dependency. Recent development is adding to congestion and disrupting local character.

Another key area of concern is the large floor space ratios (FSRs) permitted for dual occupancies under the Low Rise Housing Diversity Code. These are significantly higher on some sites than the desired FSR standard is 0.5:1⁸.

8. Council currently has a planning proposal awaiting Gateway Determination from DPIE to amend the Woollahra LEP 2014 to introduce an FSR standard for low density residential development. It also includes complementary tree canopy and urban greening provisions.

FSR is the ratio between the gross floor area of all buildings within a site to the site area. FSR standard in the Woollahra LEP 2014 seek to ensure the bulk and scale of a building is consistent with the objectives of the land use zone and desired future character.

To address this issue Council prepared a planning proposal to introduce a minimum lot size requirement for dual occupancy development⁹. DPIE note that this may impact on housing supply and requested that this is considered in the local housing strategy.

Seniors housing under the SEPP

Similar to other Council's our population is ageing. Suitable housing and services are required to help people age in place.

The Woollahra LGA has a high number of aged care facilities relative to our LGA's size, health facilities and accessibility.

Our community is concerned about the increasing number of residential flat buildings being constructed in our R2 Low Density Residential Zone under the SEPP (Seniors Housing).

Section 26 of the SEPP permits residential flat buildings in the R2 Zone on sites within 400m of public transport. This is not appropriate in areas such as Vaucluse which are constrained by topography and limited access by public transport.

Being able to connect with the community is important to the health and well-being of people ageing in place. Activities such as being able to walk to a local centre or go to a nearby café with a visitor is a simple way people can feel more connected. These types of activities are not convenient for seniors housing located in R2 Low Density Residential Areas that do not have convenient access to a local centre.

It is also noted that apartments delivered under the SEPP are not a type of affordable housing and are selling at premium prices.

There is a steady pipeline of new apartments being delivered in and around our local centres. Advice from realtors is that these are popular with downsizers and older residents.

It is noted that Seniors Housing and residential flat buildings are permitted in the R3 Medium Density Zone under the Woollahra LEP 2014. These housing types are part of contributing to supply but are best located in well-planned locations close to businesses, services and transport.

The application of the seniors housing SEPP to the R2 zone reduces housing diversity for lower density types for families and undermining the land use planning and strategic plans we have developed in consultation with our community. It is creating premium housing products and density in areas we haven't planned for and is not improving affordability for seniors.

9. Council resolved to introduce a minimum lot size for dual occupancies on 8 July 2019. A report on the status of this planning proposal was presented to the Environmental Planning Committee meeting on 1 February 2021.

Our community does not support new residential flat buildings in R2 Low Density Residential areas which are outside the walking catchment of our key local centres and inconsistent with the established desired future character. We do not support SEPP provisions that undermine the local strategic planning frameworks and our planning controls.

Heritage conservation areas moratorium

In February 2019, the NSW Government introduced a temporary moratorium that meant the Seniors Housing SEPP did not apply in HCAs in Greater Sydney.

The moratorium was due to expire in June 2020 and has been extended to 1 July 2022.

Council is of the view that planning for heritage and HCAs is a local matter and beyond the scope of the Seniors Housing SEPP.

Tree canopy and urban greening

Council is committed to increasing tree canopy cover and urban greening.

We maintain an extensive array of street trees and have recently prepared new planning controls to mandate minimum tree canopy in residential developments.

Expanding tree canopy and green cover across Greater Sydney is one of the Premier's Priorities with a commitment to planting one million trees by 2022 and five million by 2030.

Tree canopy and landscaping, on both public and private land, reduces urban heat effect, improves amenity, supports biodiversity, and protects the quality of our area's scenic landscape character.

Affordable housing and social housing

Woollahra Council is committed to protecting existing affordable housing and facilitating new affordable housing to meet the needs of our community, particularly key and essential workers on low and moderate incomes.

The Woollahra Local Strategic Planning Statement (LSPS) 2020 sets out a vision for in Planning Priorities 4:

Sustaining diverse housing choices in planned locations that enhances our lifestyles and fit in with our local character and scenic landscape.

It identifies an aspiration for diverse housing choices, for a range of needs and incomes, which allow people of all capabilities and all ages to participate in community life and live in health and comfort.

Affordable housing is essential infrastructure required to support Council's vision for diverse housing.

Council is concerned that the current mechanisms available to facilitate affordable and social housing are not delivering sufficient supply to keep up with demand.

4.5 Evidence-base summary

Forecast population and dwelling demand

Housing demand is influenced by a range of factors including demographics, employment, market preferences, local amenity and affordability.

As discussed in section 3.1, DPIE projects that our population will grow from 57,800 to 59,850 between 2016 and 2036.

This represents steady growth and is modest compared to surrounding areas. It reflects the high levels of existing development, land use constraints and high property values.

To help accommodate this growth of 2,050 people, DPIE has forecast 1,200 new dwellings between 2016 and 2036.

The types of new dwellings that can be provided are significantly affected by land constraints. We expect that most new dwellings will be apartments.

We have a thriving 'middle' comprising terraces and low rise residential buildings. Accordingly, we already have sufficient housing diversity in this regard.

Furthermore, as identified in section 3.1, dwellings with three or more bedrooms are most common in our LGA. To meet the needs of smaller and younger households, future development should contribute to the supply of one and two bedroom dwellings.

Matters for further consideration

This section has identified changes, challenges and community concerns regarding matters including:

- Land use constraints
- Locations suitable for dual occupancies
- Mechanisms to deliver appropriate housing for an ageing population
- Housing affordability
- Protecting local character and heritage
- Increasing tree canopy and urban greening
- Providing infrastructure and services to meet community needs.

These are areas that need further consideration to identify where there are opportunities to improve our planning controls and facilitate high-quality development that will meet our community's needs.

Opportunities

Land use opportunities for housing are in locations that will provide high levels of residential amenity.

Council's place-based approach to planning for our neighbourhoods and villages ensures that well-planned housing delivers high amenity, design excellence, housing diversity that meets changing needs and public benefits.

Currently, a planning and urban design review is underway for the Edgecliff Commercial Centre to identify opportunities in this key local hub. A review will also be undertaken for Cross Street, Double Bay.

5. Housing Direction

This Strategy establishes the long term housing vision for our local area. It recognises and responds to evidence about what types of housing will be needed for future populations and where it is best located.

Woollahra covers a relatively small area and has well-established residential areas. Accordingly, while our projected population growth is lower than other councils in Greater Sydney, our established residential areas and local centres are still experiencing development pressure.

Our community is strongly connected to our area and intensely interested in its future. Community aspirations are reflected in the CSP and LSPS, with key elements being protection of heritage and scenic Sydney Harbour landscape, increasing tree canopy and maintaining local character.

Using a place-based approach this Strategy seeks a balanced approach to managing housing growth so that it is appropriate for the local context and character.

This section sets out our strategic framework, including our vision and objectives, for residential development in our area.

Our housing vision and objectives are consistent with Council's two key strategic plans for our area:

Goal 4 of Woollahra 2030 is for well-planned neighbourhoods:

Woollahra will have well planned, high quality and sustainable building development that respects and enhances our environment and heritage. It will complement and retain local character of our suburbs, villages and neighbourhoods and provide access to a range of housing options.

Consistent with this goal, Planning Priority 4 of the Woollahra LSPS 2020 is:

Planning Priority 4: Sustaining diverse housing choices in planned locations that enhance our lifestyles and fit in with our local character and scenic landscapes.

Our area will continue to support the lifestyle and aspirations of our community which are set out in these two key strategic plans.

5.1 Housing Vision

Our vision is for housing that is designed to be the right fit for the character, heritage, landscape, and village scale of our area.

Maintaining our diversity of housing types and increasing the supply of accessible and affordable housing choices are key aspirations for Council to ensure we meet a range of community needs into the future.

Planning for future housing considers our constraints including access to public transport, the sloping topography, tree canopy, heritage, natural hazards, and infrastructure capacity, particularly roads, the sewer system, schools and open space.

New housing is located in well-planned locations that are close to villages, services and public transport hubs. Development that creates new dwellings must contribute to upgrades and improvements to infrastructure, public domain and service capacity.

Housing developments respect local character and the role of local centres. They do not decrease space for employment, community activities, connections or green space. Design excellence enhances the amenity of residents, including noise and light attenuation measures, provision of tree canopy and soft landscaping and suitable on-site areas to facilitate servicing, storage and deliveries.

5.2 Housing Objectives

To implement the housing vision for the Woollahra LGA, this Strategy establishes the following objectives:

1. Sustain a diverse range of housing types and protect low density neighbourhoods and villages.
2. Facilitate opportunities for housing growth in locations identified in the Woollahra Local Housing Strategy.
3. Ensure housing conserves heritage, maintains local character and achieves design excellence.
4. Ensure that new housing contributes to tree canopy and to long-term sustainability outcomes.
5. Support increased supply of accessible housing and affordable rental housing.

The objectives and actions of this Strategy align with and give effect to the priorities and actions of the Region Plan, District Plan and Woollahra LSPS 2020

Housing Objective 1

Sustain a diverse range of housing types and protect low density neighbourhoods and villages.

Our housing mix will continue to comprise a mix of single dwelling-houses, medium density terraces and a range of different sized apartments in well-designed buildings.

The permissible residential uses established by the Woollahra LEP 2014 reflect the constraints and desired future character of our area. In summary:

- **R2 Low Density Residential Zone**

Low density housing types such as detached dwellings are provided in our R2 zones.

Development potential in these areas is constrained by heritage, limited access, flooding, sewer outfalls and sloping topography.

- **R3 Medium Density Residential Zone**

Medium density zones are located in areas close to public transport and centres. These areas have a vibrant mix of housing types including dual occupancies, terraces and low-rise residential flat buildings which respect heritage and the local character.

- **Business Zones**

We prioritise businesses, jobs, services, community facilities and the public domain in our centres.

However, apartments are permitted as an ancillary use in mixed use developments. A range of apartment sizes is desired for housing diversity and to meet a range of needs.

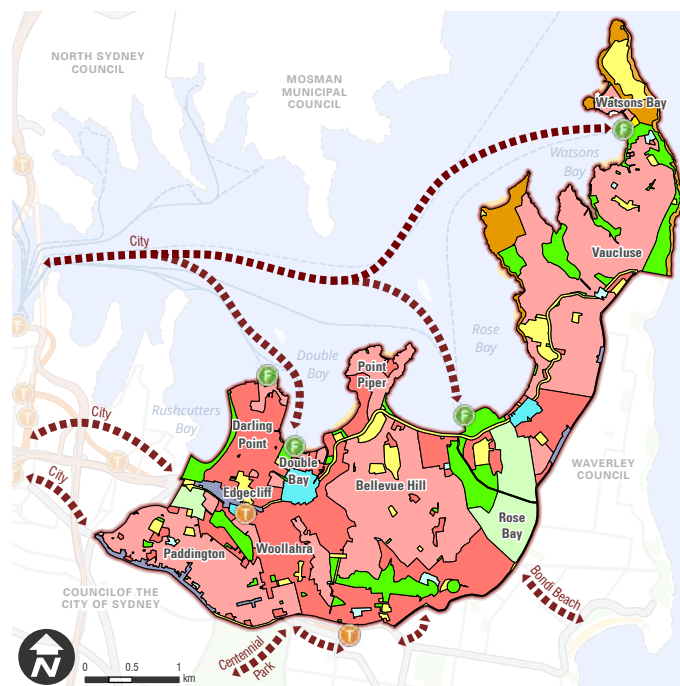


Figure 17. Woollahra LEP 2014 Land Zoning Map

B1 Neighbourhood Centre	R2 Low Density Residential
B2 Local Centre	R3 Medium Density Residential
B4 Mixed Use	RE1 Public Recreation
E1 National Parks and Nature Reserves	RE2 Private Recreation
E2 Environmental Conservation	SP2 Infrastructure
	SP3 Tourist

Our community is committed to protecting the heritage, local character, tree canopy, and amenity of our local area. To sustain housing diversity we will:

- protect the existing housing types in our R2 zones and HCAs
- facilitate new housing in planned locations which are identified in an adopted Council strategy.

Council continually monitors development outcomes and tracks delivery of new housing. This informs our ongoing place-based approach to planning for our area and community needs now and in the future.

Housing Objective 2

Facilitate opportunities for housing growth in locations identified in the Woollahra Local Housing Strategy.

Woollahra Council is committed to providing well-planned neighbourhoods and liveable places for our community. This is reflected in Woollahra 2030 and the Woollahra LSPS 2020.

To ensure that we meet our goals and achieve our vision for the Woollahra LGA, housing growth must be carefully planned and managed. Council will facilitate new housing in planned locations which are identified in an adopted Council strategy.

Council plans for new housing and renewal using a place-based approach which prioritises our lifestyle, heritage, local character and scenic landscape. Fine-grain human scale design protects local character and ensures development is the right fit for our area.

To accommodate housing growth this Strategy identifies that, based on the local context, current infrastructure and servicing level, there may be opportunities for uplift on sites described in the recent review of the Edgecliff Commercial Centre.

Double Bay Local Centre

The Woollahra LSPS 2020 identifies Double Bay as a key local centre. On 26 April 2021 Council resolved to reaffirm its commitment to the desired village character and the current planning controls. Instead, a review of the controls that apply to Cross Street will be undertaken.

To comply with this objective 'uplift' must:

- (a) Contribute to the provision of infrastructure upgrades, active transport, public open space, community facilities, recreation facilities, and public domain improvements; and
- (b) Conserve heritage
- (c) Sensitively respond to local character
- (d) Be located within 400m easy walking distance of both an existing a local centre and high-frequency public transport service consistent with the vision for a 30-minute city; and
- (e) Maintain or increase the provision of social housing or affordable rental housing; and
- (f) If located in a local centre, support, and be ancillary to the business and employment role of the centre; and
- (g) Demonstrate consistency with the objectives of the Woollahra Local Housing Strategy 2021.

Note: For the purposes of this objective, 'uplift' is a proposal seeking an amendment to the Woollahra LEP 2014 to rezone the land or increase development standards. For example a planning proposal to increase the maximum Height of Buildings and Floor Space Ratio (FSR) development standards

Housing Objective 3

Ensure housing conserves heritage, maintains local character and achieves design excellence.

Great places focus on people and community, celebrate local character and heritage, and exhibit design excellence. Our boutique villages and leafy neighbourhoods have a rich and diverse history, outstanding natural setting and unique local character. This is highly valued by our community and are important for liveability and people's quality of life.

The District Plan recognises that the local character of centres and residential areas creates value by supporting social cohesion, liveability and a vibrant local economy. Bellevue Hill is identified in the District Plan as an example of a leafy suburb.

Respecting local character and heritage does not stop development or prevent change. However, design excellence and a place-based approach help us to preserve the best of what we have and ensure that the 'new' fits in harmoniously with our lifestyle, local character, heritage and places. Additionally, set on the frontage to Sydney Harbour, we have a responsibility to maintain the scenic beauty of the foreshore and headland areas when viewed from the water and from the land.

Our community is committed to conserving, protecting and showcasing the quality of our heritage, public places, landscape and local character. This is reflected in the Woollahra LSPS 2020. This objective seeks to ensure that new housing:

- Fits in harmoniously with our local character and unique context
- Conserves and sensitively responds to heritage.
- Contributes to public benefit and high quality public domain outcomes
- Demonstrates design excellence and high levels of sustainability.
- Has high levels of amenity and minimises impacts on neighbouring properties and the public domain.
- Is inclusive and embraces universal design principles
- Maintains scenic and cultural landscapes.

The Woollahra LEP 2014 and Woollahra DCP 2015 identify heritage items and HCAs, describe local character and require design excellence, sustainability and high levels of amenity. These are considered during the assessment of development applications for proposed residential development in the Woollahra LGA. Relevant State policies such as *SEPP 65 - Design Quality of Residential Apartment Development* are also considered where applicable.



Cooper Park

Landscaping and tree canopy are a significant part of the local character in many parts of our LGA. Council is currently progressing FSR and tree canopy provisions that will help ensure consistency between our desired future character, strategic vision and development standards.

Council will ensure that local character is an important consideration in the assessment and regulation of new development. We will be preparing a local character statement for our LGA in consultation with our

community. It will build on the existing local character provisions in the Woollahra DCP 2015. Clearly outlining desired future character and heritage significance facilitates place-based outcomes and improves transparency and certainty in the development process.

The Woollahra LGA has capacity to meet forecast housing demand. Accordingly, preserving local character will not prevent our ability to meet, and likely exceed, identified housing targets.

Housing Objective 4

Ensure that new housing contributes to tree canopy and long-term sustainability outcomes

Set on the frontage to Sydney Harbour, our area has a diverse and highly significant natural environment. Key features include our bushland areas, leafy streets, heritage gardens, foreshore reserves, beaches, coastal cliffs and rocky headlands.

Conserving and enhancing our natural environment, while improving the sustainability and resilience of our built environment, is vital to maintaining our lifestyles and well-being, now and in the future.

To ensure we enhance the health and resilience of our community into the future, we require housing to be of high quality construction and incorporate best practice sustainability measures. For example, in 2019, Council introduced planning controls requiring all new buildings to provide electric circuitry to support chargers for electric vehicles.

Housing design should be sustainable, resilient, liveable and enhance our natural environment.

We promote sustainability and the well-being of residents in all developments, including:

- Quality of construction and materials
- Responding to context by providing setbacks for outlook, ventilation, daylight and wind.
- Designing for resident comfort including, noise attenuation measures, passive design, thermal mass and insulation.
- Enhancing tree canopy and landscaping
- Managing stormwater
- Designing for resilience in relation to hazards such as flooding and climate change.

SEPP BASIX sets out mandatory requirements for water and energy usage and thermal comfort performance in housing. The SEPP prevents Council from introducing other sustainability measures that are tailored to our area and to respond to emerging issues. Council continues to advocate to the NSW Government for updates to BASIX.

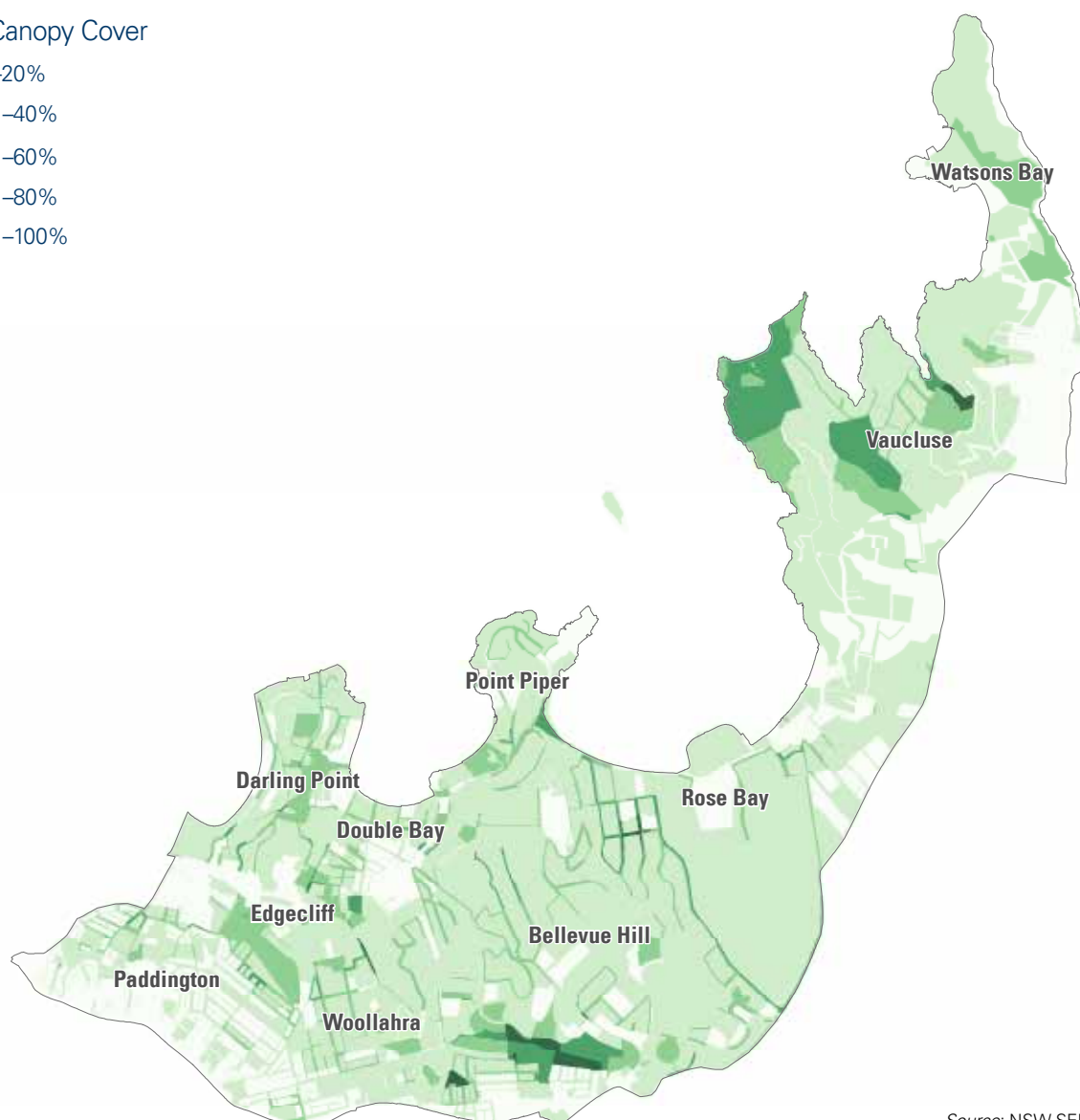
Tree canopy

Council is committed to protecting existing trees and increasing our tree canopy and urban forest. Expanding tree canopy and green cover across Greater Sydney is one of the Premier's Priorities with a commitment to planting one million trees by 2022 and five million by 2030.

Council has prepared draft tree canopy controls that complement our maximum FSR development standards. Tree canopy and landscaping, on both public and private land, reduces urban heat effect, improves amenity, supports biodiversity, and protects the quality of our area's scenic landscape character.

Tree Canopy Cover

- 0–20%
- 21–40%
- 41–60%
- 61–80%
- 81–100%



Source: NSW SEED Portal 2016

Housing Objective 5

Support increased supply of accessible housing and affordable rental housing

The Woollahra LSPS 2020 identifies an aspiration for diverse housing choices that cater to a range of needs and incomes and allow people of all capabilities and ages to participate in community life and live in health and comfort.

As identified in sections 3 and 4 our population is ageing and our area is increasingly unaffordable. Accordingly, new housing must provide for a range of needs, including specialised needs related to accessibility, ageing in place, and affordability.

Key measures to help achieve this include:

- Facilitating accessible and affordable housing close to health services, retail, cafes and restaurants, pharmacies, and a range of other services.
- Increasing affordable and social housing supply
- Requiring dwellings to be adaptable.

Housing design should enable people with a range of needs to live with independence and dignity, and to age-in-place. Housing that is universally designed is more versatile and is able to meet the changing needs at every stage in the lives of people and their families.

Currently, Chapter E8 of the Woollahra DCP 2015 requires that, 10% of dwellings are 'Adaptable' (AS 4299 - Adaptable Housing) in developments containing 10 or more dwellings.

Currently, high property values in Woollahra limit housing choice for low income earners.

Affordable housing is essential infrastructure required to support Council's vision for diverse housing.

Woollahra Council is committed to protecting existing affordable housing and facilitating new affordable housing to meet the needs of our community, particularly key and essential workers on low and moderate incomes.

Council will work with neighbouring councils, the NSW Government, our community and industry to identify opportunities and innovative mechanisms to address increase the supply of affordable housing and social housing.

The planning and urban design review for the Edgecliff Commercial Centre provides an opportunity for Council to introduce an affordable housing scheme and LEP clause in accordance with SEPP 70.

5.3 Planning approach and mechanisms for achieving our objectives

Housing policy is a shared responsibility between all levels of government, including Council.

Additionally, there are many factors that influence housing supply beyond Council's policies, land zones and housing targets. Factors include land ownership patterns, economic policy, financial systems, market confidence, population trends, liveability and property market trends.

Woollahra Council uses a place based approach to plan for our area. Community consultation is a key element in this approach. Our community is committed to protecting heritage, local character, tree canopy, amenity and accessibility of our local area.

To achieve the vision and objectives of this Strategy, using our place-based planning approach Council will:

- Protect existing scale, character, amenity and housing diversity in our R2 zones and HCAs. This also minimises growth in areas affected by land constraints and where there is not convenient access to services, facilities and high frequency public transport.
- Facilitate new housing in planned locations which are identified in an adopted Council strategy.
- Work with stakeholders and the NSW Government to protect and increase the provision of social and affordable housing.
- Work with the NSW Government to ensure State policies meet the needs of our community and appropriately respond to local context and character.

Additionally, our place-based approach seeks to encourage good planning outcomes for our community and provide transparency and certainty to help rebuild trust in the planning system. We note that facilitating new housing via ad hoc planning proposals does not adequately consider longer-term outcomes and is contrary to this approach.

Council policies and planning controls

Council's strategies and planning controls, including the LEP, DCP and supporting policies are the key mechanism for Council to influence housing supply in our area.

The permissible residential uses established by the Woollahra LEP 2014 reflect the constraints and desired future character of our area. The Woollahra DCP 2015 provides detailed character statements and planning controls to guide development.

To accommodate housing growth this Strategy identifies that, based on the local context, current infrastructure and levels of servicing uplift, there are opportunities for uplift on sites described in the recent review of the Edgecliff Commercial Centre.

This strategy also identifies opportunities to review planning controls to address specific issues. For example this Strategy identifies an action to investigate planning controls to mandate a minimum unit mix to ensure there is sufficient variety to meet different housing needs and price points.

It is also noted that Council does not currently have an adopted affordable housing policy or fund. To enter this policy area, a strong first step could be an Affordable Housing Contributions Scheme (per SEPP 70) for the Edgecliff Commercial Centre should Council proceed with facilitating housing growth in this precinct.

Site specific planning proposals

Ad hoc planning proposals are not encouraged as they are not consistent with our place based approach to planning.

Notwithstanding this, should a site-specific or precinct planning proposal be submitted, it must demonstrate:

- how it will substantially contribute to the delivery of public benefits, including publicly accessible open space, public domain improvements, and affordable housing, and
- a sensitive response to heritage and local character, and
- compliance with the objectives of this Strategy, and planning priorities of the Woollahra LSPS 2020.

State policies

Council notes that a number of state policies that facilitate certain housing types override local planning controls. This leads to challenges ensuring new development is consistent with local character. This Strategy identifies this as an area for Council to work with the NSW Government area to help deliver better local outcomes.

Funding

Council is also the key stakeholder in planning and providing open space, community infrastructure and essential services that support existing and future housing.

A key challenge for Council is funding local infrastructure to support growth. This is due to the restrictions on general rates and development levies.

Council continues to advocate to the NSW Government for improved funding mechanisms and reform. This is vital to providing sustainable funding options to support the objectives and targets set out in the Eastern City District Plan and our Woollahra LSPS 2020.

Access to the right funding is critical to maintain the liveability of our area and ensure well-located development is supported by suitable infrastructure and public domain improvements.

Advocacy and collaboration

Council will continue to work with government, neighbouring councils, our community, local businesses, industry and other organisations to address local matters, including housing, and to deliver the actions of this Strategy and the Woollahra LSPS 2020.

Our community is passionate about the future of our area. Council regularly engages with our community about planning matters and draft strategic and planning controls for our area. We will continue to engage with our community and refine this Strategy as required.

Council also has an important advocacy role. We advocate for the public interest and share local knowledge with the state and federal government, for example making submissions to the public exhibition of new policies and discussing issues at stakeholder meetings.

Additionally, as part of implementing this Strategy, Council will write to the Minister for Planning and Public Spaces to request exclusion from part or all of the provisions of several SEPPs. This is on the basis that we can provide for suitable diverse housing types within our local provisions and consistent with local character. The generic provisions of many SEPPs override local planning controls and undermine our place-based approach to planning.

5.4 Evaluation of the options

Woollahra is a well-established developed area and a premium housing market.

Our place-based planning approach and current land zonings has achieved reasonable levels of housing growth consistent with our housing objectives. We will continue this approach.

Existing land zones and identified planning areas have capacity to supply sufficient housing to meet and likely exceed our housing targets. However, we note that longer-term there are limited opportunities for further development once this capacity is taken up.

The actions and mechanisms identified in this Strategy to address anomalies where development outcomes do not align with the desired future character. An example is Council's proposal to introduce a minimum lot size for dual occupancies. These actions will not reduce our overall capacity to meet our community's housing needs or meet the housing targets identified in this Strategy.

The land use approach, mechanisms and actions identified in this Strategy are appropriate options to help achieve our housing vision and objectives

6. Housing Targets and Actions

This section identifies the actions and housing targets which will help us to achieve our housing objectives and meet our responsibilities under the EP&A Act 1979.

Development in Woollahra will remain modest compared to other LGAs reflecting our land use constraints, high levels of existing development and premium property values.

6.1 Housing targets for Woollahra

This section establishes housing targets and forecasts for the Woollahra LGA.

Based on data provided by DPIE, it is forecast that for the 20-year period between 2016 and 2036 Council should plan for approximately 1,200 new dwellings, largely to address natural population growth.

Woollahra Council notes we are limited in our ability to influence housing. We can influence housing capacity through land use zones and development standards in the Woollahra LEP 2014. However, Council cannot control the delivery of new dwellings by the market which are affected by a wide range of economic and other factors.

In this regard, Council takes the view that the actions and implementation plan set out in this section are suitable to meet our legislative responsibility to contribute to housing supply in the Eastern City District.

Notwithstanding the above, consistent with the objectives of the Region and Districts Plans Council will endeavour to measure completion of housing targets based on new dwelling completions.

Table 2: Housing targets for the Woollahra LGA

Time period	New dwellings
2016 to 2021 0–5 year housing supply target	300
2021 to 2026 5–10 year housing supply target	500
2026 to 2036 10–20 year housing supply forecast	400
Total	1,200

0-5 year housing target

The *Eastern City District Plan* sets out a 0-5 year housing target for the delivery of 300 new dwellings between 2016 and 2021.

As stated above, Council has provided the planning framework to permit delivery of this target.

Furthermore, based on Council’s records of net dwelling completions this target has been met.

5-10 year housing target

Council sets a 5-10 year housing targets of 500 new dwellings to be delivered between 2021 and 2026.

Given the imminent start of this time period, recent development consents indicate that there is a good pipeline to meet this target. However, it is unclear what impact COVID-19 may have on housing delivery and future demand.

We note that development lead times mean increased capacity that may be created in areas like Edgecliff is more likely to be delivered in the longer-term 10-20 year period.

In preparing this target, Council has also considered the advice of the Greater Sydney Commission in the assurance letter, dated 12 March 2020, provided for the Woollahra LSPS 2020.

Council takes the view that the actions and implementation plan set out in this section are suitable to meet our legislative responsibility to contribute to housing supply targets for the Eastern City District.

10-20 year housing forecast

Future Transport 2056 and *NSW Infrastructure Strategy 2018-2038* have not identified any projects in the LGA that would support significant uplift.

Excepting the review of the Edgecliff Commercial Centre, there are currently no areas in the LGA capable of accommodating uplift unless there is State investment in upgrades to infrastructure and services.

Therefore, with consideration of land constraints, the policy context, demographic trends, and analysis by SGS Economics and Planning, Council sets a 10-20 year housing supply forecast of 400 new dwellings between 2026 and 2036.

Council takes the view that the actions and implementation plan set out in this section are suitable to meet our legislative responsibility to contribute to longer-term housing supply in the Eastern City District.

6.2 Housing Actions

This section identifies a number of actions and timeframes to help achieve the vision and objectives of this Strategy:

- Short term actions are expected to be undertaken in 0 to 4 years
- Medium term actions are expected to be undertaken in 5 to 10 years
- Long term actions are expected to be undertaken in 10+ years
- Ongoing or as required actions which relate to a number of Council projects, initiatives and/or reoccurring work.

These time frames are indicative only and are subject to budget and other considerations.

Table 3: Housing Actions

Action	Timeframe
1. Maintain the diverse range of housing types in the land use zones established by the Woollahra LEP 2014 and protect low density neighbourhoods and villages. Our housing mix will continue to comprise a mix of single dwelling-houses, medium density terraces and a range of different sized apartments in well-designed buildings. The permissible residential uses established by the Woollahra LEP 2014 facilitate a range of housing types and reflect the constraints and desired future character of our area. The Woollahra DCP 2015 provides detailed character statements and planning controls to guide development. Council continues to plan for housing and renewal using a place-based approach which prioritises lifestyle, heritage, local character and scenic landscape. Fine-grain human scale design and planning controls protect our neighbourhood and village character whilst delivering new housing that is the right fit for our area.	Ongoing
2. Encourage a range of housing choices through unit mix Investigate potential to introduce unit mix planning provisions to ensure a diverse range of housing sizes are being delivered in new development, particularly near key local centres and train stations. The review should consider bedroom mix controls for apartment buildings to ensure that there is supply of one, two- and three-bedroom apartments. This will help to provide housing diversity, including young professionals, small families and downsizers. Based on the outcomes of the review, prepare a planning proposal to amend the Woollahra LEP 2014 to introduce a unit mix local provision. Prepare a DCP amendment to introduce relevant supporting planning controls in the Woollahra DCP 2015.	Medium term
3. Introduce a minimum lot size for dual occupancies. Council will submit this housing strategy and additional site testing to DPIE in support of our planning proposal to amend the Woollahra LEP 2014 to introduce a minimum lot size development standard for dual occupancies of 1200sqm. This will ensure that dual occupancies fit in with the established scale of our residential areas and contribute to our tree canopy. The introduction of this development standard will not reduce housing diversity in the LGA or adversely affect housing supply targets.	Short term

Action	Timeframe
4. Ensure new housing does not adversely affect the business, employment and community role of our business zones. Council seeks to support and enhance the role of our centres which are key local hubs for jobs, local business, services and community life. Great centres have a variety of businesses in a well-designed built environment with active street frontages, human scale, strong local character, urban greening, and vibrant public domain. The Woollahra LEP 2014 and Woollahra DCP 2015 seeks to provide capacity for these non-residential uses now and in the future. We note that often future capacity for these types of uses may not be feasible in the present. However, it is critical to their long-term success that our centres have the capacity to meet emerging needs. When reviewing and updating planning provisions in centres, or considering site-specific planning proposals, Council will consider how it supports the function of the centre and its role in the centres hierarchy established in the Region and District Plans. Residential and other mixed uses should be integrated as a secondary element to the domain non-residential uses that contribute to the jobs, services and activities of the centre.	Ongoing
5. Protect and enhance tree canopy, urban greening and low density scale of our residential areas We continue to protect and maintain existing trees and enhance our tree canopy and urban forest. This includes: a) Increase street plantings and tree canopy along streetscapes and pathways to provide shade and a healthy, visually appealing setting for walking, cycling and enjoying the public domain. b) Work with DPIE to progress a planning proposal to amend the Woollahra LEP 2014 to introduce a package of controls to mandate tree canopy cover of 35% and maximum FSRs for low density housing types. This proposal is currently with DPIE under pre-gateway assessment. The planning proposal is accompanied by supporting amendment to the Woollahra DCP 2015. The planning proposal and draft DCP amendment will be exhibited concurrently in 2022 and in accordance with the conditions of the Gateway Determination.	Short term/Ongoing

Action	Timeframe
6. Plan for the future of the Edgecliff Commercial Centre In 2021 Council exhibited the Draft Edgecliff Planning and Urban Design Strategy. Next steps are to review and refine the draft strategy based on feedback received during public exhibition. Council staff will prepare an implementation strategy and action plan to give effect to the Edgecliff Planning and Urban Design Strategy. This will include developing a range of fine-grained controls for the Woollahra LEP 2014 and Woollahra DCP 2015. Any proposed changes to the Woollahra LEP 2014 and Woollahra DCP 2015 would be made through the applicable legislative process and would be subject to a future public exhibition.	Short term
7. Work with the NSW Government to improve funding mechanisms. Council continues to advocate to the NSW Government for improved funding mechanisms and reform. Funding local infrastructure to support growth and changing community needs is a key challenge for all councils due to the restrictions on general rates and development levies. Council will work with the NSW Government to identify appropriate infrastructure funding options for precincts where there is an uplift in density. This will help to ensure community infrastructure meets increased demand generated by development uplift.	Short term/Ongoing
8. Advocate for the introduction of inclusionary zoning requirements Council will continue to work with neighbouring councils to advocate to the NSW Government for inclusionary zoning requirements for new development. This is common planning mechanism used around the world. Formalised value capture provides certainty and transparency about the process for developers, property owners and the community. It helps to deliver public benefits such as infrastructure improvements and affordable housing for the existing community and also for the future occupants of the development.	Short to medium term
9. Review and update development contributions plans In 2021 the Woollahra Section 7.12 Contributions Plan 2021 replaced the Woollahra Section 94A Development Contributions Plan 2011. Council will continue to monitor and update this plan as required. Funds obtained through the section 7.12 levy are applied towards the provision, extension or augmentation of public amenities or public services or towards recouping the costs in providing, extending or augmenting those amenities or services. As noted in Action 7, Council will also investigate innovative developer contributions schemes to deliver community infrastructure that will meet increased demand generated by new housing and development uplift.	Short term/Ongoing

Action	Timeframe
10. Work with the NSW Government to ensure housing is supported by infrastructure improvements and increased public transport service Council will work with the NSW Government to ensure that the Woollahra LGA is supported by: • infrastructure improvements and service increases (for example schools, health care and recreational facilities) • increased high frequency and direct public transport services (in peak and nonpeak times) • safe and high quality paths for people to walk and cycle.	Ongoing
11. Consider this strategy and the Woollahra LSPS 2020 in the assessment of site-specific planning proposals Council will use this housing strategy in conjunction with the Woollahra LSPS 2020 to ensure that to development is consistent with our vision for the Woollahra LGA. This will help to ensure we create great places for our community that will: • Provide public benefits, for example they contribute to affordable rental housing, public open space and public domain improvements. • Achieve architectural and urban design excellence that reflects our heritage, local character and lifestyle. • Provide homes, businesses and jobs within a safe and convenient walking distance of facilities, services, open space and frequent public transport. • Contribute to our landscaped character by increasing tree canopy and urban greening. • Help us to achieve our objectives, including those for sustainability, resilience, amenity, liveability, neighbourhood social cohesion and productivity. Community consultation is highly valued input to our strategies and planning controls. We seek to provide certainty and transparency for our community that development and planning proposals are consistent with our strategies and plans.	As required

Action	Timeframe
12. Prepare new local character statements in accordance with NSW Guidelines and in consultation with our community Building on the existing local character provisions in the Woollahra DCP 2015, Council will prepare local character statements for the Woollahra LGA in accordance with the relevant guidelines. This will include several stages of consultation to ensure the values and local knowledge of our community inform the drafting of the local character statement. Council will also work with the NSW Government to introduce a new clause for local character into the Woollahra LEP 2014. This will provide a stronger connection to local character provisions in the Woollahra DCP 2015 and our future local character statement. In the interim, Council will continue to progress our planning proposal to amend the Woollahra LEP 2014 to re-establish the intent of the original drafting with regards to the objectives for desired future character. The need for this planning proposal arose from the findings of <i>Woollahra Municipal Council v SJD DB2 Pty Limited [2020] NSWLEC 115</i>. This will solve the immediate issue and can easily be refined or altered by future amendments to the Woollahra LEP 2014 to implement the proposed new state-wide local character framework. Council will also use this strategy and the future local character statement to advocate to the NSW Government for improvements to the Low Rise Housing Diversity Code to ensure medium density developments respects local character and potentially exemptions from the Codes SEPP for certain areas of special local character.	Short to medium term
13. Continue to conserve heritage and heritage conservation areas Council will continue to protect and promote the character of heritage items and conservation areas through the Woollahra LEP 2014 and Woollahra DCP 2015. This includes identifying new items of environmental heritage and heritage conservation areas. Council seeks to ensure that internal heritage fabric is retained and prevent facadism. Our approach recognises that heritage is constantly evolving and is a vital part of creating great places.	Ongoing
14. Encourage design excellence and high levels of amenity Council will investigate cost-effective design excellence mechanisms to promote exceptional quality and innovation in the design and delivery of residential and mixed use buildings Once new Local Character Statements are developed for the Woollahra LGA, Council will review planning controls to promote exceptional architectural, streetscape, amenity, sustainability and urban design outcomes consistent with the identified local character of our residential areas and villages. Council will also advocate for improved guidance and statutory force relating to the public domain in relation to matters already covered by State Policies such as the Apartment Design Guideline.	Medium term

Action	Timeframe
15. Advocate to NSW Government for exemption from certain provisions in State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004 Council will advocate to the NSW Government for changes to <i>State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004</i> to: • Exempt Woollahra Council from provisions which allow residential flat building to be constructed on sites which while within 400 metres of a public bus stop are relatively isolated and have limited accessibility. • Require that Seniors Housing is affordable and is of universal design • Raise the minimum age for seniors housing • Make the moratorium on HCAs permanent • Clarify that development standards in a local environmental plan prevail to the extent of any inconsistency with the SEPP. Council will work with the NSW Government regarding the provisions of seniors housing under local planning controls. We note that seniors housing is currently permissible in the R3 Medium Density Residential and B4 Mixed Use zones under the Woollahra LEP 2014.	Short term/ Ongoing
16. Advocate to NSW Government for exemption from the Low Rise Housing Diversity Code Council will write to the Minister to for exemption from the Low Rise Medium Density Housing Code. Additionally, Council will continue to advocate to the NSW Government to ensure that medium density development respect the local character and planning controls. We note that there is no missing middle in the Woollahra LGA and that this Strategy identifies that we are on track to meet and likely exceed housing supply targets.	Short term
17. Advocate to NSW Government for refinements to State Environmental Planning Policy (Affordable Rental Housing) 2009 Council will advocate to and work with the NSW Government for changes to <i>State Environmental Planning Policy (Affordable Rental Housing) 2009</i> to help ensure that: • Affordable rental housing is provided in perpetuity and supports key workers; and • Boarding houses are defined as a type of affordable housing and managed by a registered not-for-profit community housing provider; and • Part 3 allows councils to mitigate the loss of affordable housing by levying monetary contributions; and • Floor space bonuses result in genuine affordable rental housing outcomes.	Short to medium term

Action	Timeframe
18. Continue to contribute to the development and amendment of Australian and NSW Government policies that affect housing Council will continue to work with the Australian Government and State agencies to share knowledge and provide insights about local context and trends to help inform policies that affect housing. This includes making submissions to public exhibitions.	Ongoing
19. Collaborate to increase amenity and sustainability requirements for development, including advocating for updates to BASIX requirements. Collaborate to increase amenity and sustainability requirements for development, including advocating for updates to BASIX requirements. Council's place based approach to planning seeks to ensure that development achieves a high standard of amenity and sustainability and that planning provisions, are updated regularly to reflect best practice and new data. The Woollahra LSPS 2020 set out our aspiration for a more sustainable and resilient community and built environment. This includes a target for net-zero emission by 2050. Council will continue to advocate to the NSW Government for changes to BASIX to increase minimum requirements, improve the effectiveness of the tool and enable higher sustainability standards to be met on a wider range of development types. Council will also continue to investigate options, in addition to BASIX, to deliver liveable, sustainable and resilient housing. Matters that may be considered include, but are not limited to: • Responding to climate change and increasing resilience, including considering options to limit the development intensification in areas most exposed to natural hazards • Reduce water usage, facilitating the use of recycled water systems and encouraging best practice water sensitive urban design • Improve energy performance, particularly in residential flat buildings • Reduce waste generation and promote innovative solutions that bring us closer to a more circular economy • Supporting and enhancing our draft planning controls for tree canopy and urban greening • Ensuring high quality levels of design, materials and construction • Investigate mechanisms to promote passive design • Managing delivery and servicing activities • Improving residential amenity, including mitigating noise transference • Reducing barriers to installing sustainability infrastructure in existing buildings • Updates to the National Construction Code and other standards such as the Nationwide Home Energy Ratings Scheme (NatHERS). Based on research and new data collected Council will identify updates to the Woollahra DCP 2015 and other policies to increase amenity and suitability in development across the Woollahra LGA.	Ongoing

Action	Timeframe
20. Prepare affordable housing contributions schemes in accordance with SEPP 70 for uplift precincts Council will prepare an affordable housing contributions scheme for areas experiencing development uplift consistent with SEPP 70 and the relevant guidelines. This will include a planning proposal to make corresponding amendments to the Woollahra LEP 2014. The affordable housing contributions scheme will set out how, where and at what rate development contributions can be collected by Council for affordable rental housing. This will be accompanied by a policy and procedures for collaborating with community housing providers to support the delivery and ongoing management of affordable housing. Council aspires to increase access to affordable rental housing opportunities for key workers, low income households and other groups. Affordable housing should be in locations that have convenient access to jobs, health and education. It should also meet the same amenity standards as market housing. Note: <i>Should Council adopt the Draft Edgecliff Commercial Centre Planning and Urban Design Strategy this will be undertaken for land to which the final strategy applies. The draft strategy sets an aspiration for a minimum 5% of new residential floor space.</i>	Short term / As required
21. Working in partnership to increase affordable housing Work with Waverley and Randwick Councils and DPIE to develop an affordable housing program for the special circumstances of the Eastern suburbs and mechanisms for LGA wide affordable housing contributions.	Short term/ Ongoing
22. Advocate for expanded affordable housing mechanisms Council will advocate to the NSW Government for reform with a view to permitting the preparation of affordable housing contributions scheme for all new apartment developments. Currently, the primary mechanism for affordable housing contributions is SEPP 70 which applies to uplift precincts. It is noted that some councils, such as the City of Sydney, have recently prepared more broad-based schemes but this should be a standard approach open to all councils. This is an important area of reform for well-established areas like the Woollahra LGA which do not have large uplift precincts but are increasingly unaffordable for key workers.	Short term/ Ongoing
23. Update the aims of the Woollahra LEP 2014 to encourage affordable housing Council will prepare a planning proposal to update the aims of the Woollahra LEP 2014 to introduce an aim to encourage the provision of affordable housing.	Short term

Action	Timeframe
24. Support maintaining and increasing social housing stock Continue to advocate to the NSW Government for increased investment in public housing in Greater Sydney and the protection of existing public housing stock in the Woollahra LGA	Short term/ Ongoing
25. Affordable housing for teachers and staff of local schools Council will investigate how it can support local private schools in providing low cost housing for teachers.	Short to medium term
26. Encourage inclusive housing design Council will investigate how our planning controls can be updated to ensure that universal design principles are applied to a high standard in new buildings and substantial alterations and additions. Consideration should be given to the Silver Level Livable Housing Australia and Landcom Guidelines. Universal design seeks to ensure that a home can meet a range of needs during its lifespan without major adaption. This inclusive approach to design helps support people at all stages in life, families with young children and prams, people who are pregnant, people with a disability, people ageing in place, or even small periods of time when someone is recovering from an injury. Providing universal design upfront also makes it cheaper and easier for people to adapt their home if and when their needs change. It also means that housing is able to adapt to future performance requirements and technologies which become part of our lifestyles. A familiar example of a universal design element is providing wide doors and circulation spaces. Currently, the NSW Apartment Design Guide currently requires Developments achieve a benchmark of 20% of the total apartments incorporating the Livable Housing Guideline's silver level universal design features. It is noted that Chapter E8 of the Woollahra DCP 2015 requires that, 10% of dwellings are 'Adaptable' in new development contain 10 or more dwellings. Adaptable housing is different to universal design. How these standards interact should also be considered. Additionally, there are changes proposed to the National Construction Code to increase the accessibility of housing for all people. Council will monitor the progress of these changes and which are expected to be included in the 2022 edition of the code as well as any corresponding NSW Government policy changes.	Medium term / Ongoing
27. Prepare an affordable housing policy for the Woollahra LGA In 2021 Council publicly exhibited the <i>Woollahra Affordable Housing Policy 2021</i> in accordance with the requirements of the <i>Woollahra Community Participation Plan 2019</i>. All submissions received during the public exhibition were reported to Council. On 25 October 2021, Council adopted the <i>Woollahra Affordable Housing 2021</i> subject to amendments.	Short term/ Ongoing

Action	Timeframe
28. Investigate opportunities for affordable housing on Council land Council will investigate opportunities and feasibility for incorporating affordable housing when reviews or plans are being prepared for the redevelopment or adaptive re-use of Council-owned properties.	As required
29. Continue to provide support for housing and rental assistance programs Council will continue to support housing and rental assistance programs through our Community & Customer Experience Directorate. We will also seek government grants and subsidies to help support additional housing programs. Examples of previous and ongoing programs include the Woollahra Artist in Residence Program and Council's sponsoring the not-for-profit Woman's Housing Company. It is noted that in October 2021, the NSW Government announced a new funding package to address domestic and family violence (DFV), including: - \$52.5 million over four years towards the Community Housing Innovation Fund partnership with the community housing sector, to provide approximately 200 sustainable, social and affordable housing dwellings for women experiencing DFV. - \$5.2 million over four years, for a trial in two districts to provide dedicated support for accompanied children and young people experiencing or at risk of homelessness, with a focus on children and young people impacted by DFV. Council will continue to advocate and support programs for women, children and young people escaping domestic and family violence to provide access to housing and specialist services.	Short term/ Ongoing
30. Continue to support assistance programs for people experiencing homelessness Council will continue to make available information and support for people experiencing homelessness in accordance with Council's Homeless People Policy	Short term/ Ongoing
31. Advocate for further Australian and NSW Governments action to improve housing affordability Council will advocate to the Australian and NSW Governments for action to reduce upward pressure on housing prices and rents and improve housing affordability through measures such as .tax reform; rental assistance programs; and funding to increase social housing.	Short term/ Ongoing
32. Investigate the potential of new housing types to contribute to improving housing affordability Certain new housing types may have the potential to increase housing diversity and affordability. Council will investigate the suitability of introducing planning controls for new and emerging housing types to facilitate appropriate and high quality development that contributes to housing affordability, including: • co-living developments and micro-housing in areas close to hospitals and tertiary education facilities • build-to-rent developments in areas where residential flat buildings and shop top housing are permitted, particularly in areas close to our key local centres and high frequency public transport services.	Medium term

Action	Timeframe
33. Monitoring delivery of new housing and implementation of this Strategy Council continues to monitor development approvals, LEC decisions, constructions, and market trends. Monitoring is used to track progress achieving housing targets and how our planning controls help guide development outcomes. Council will review this Strategy every five years to ensure housing delivery is meeting a range of community needs and is consistent with the vision for our area set out in the Woollahra LSPS 2020.	Ongoing

7. Implementation and Delivery Plan

7.1 Implementation

Council will implement this strategy through the *Woollahra: Delivery Program and Operational Plan*.

Council plans and budgets for all its services, operations and projects through a process called the Integrated and Reporting Framework. This occurs under the Local Government Act 1993.

The core of the IP&R framework comprises:

- *Woollahra 2030*: A 10 year long-term community strategic plan
- *Woollahra Delivery Program and Operational Plan*: A 4 year delivery program and a 1 year operational plan.

The time frames provided for each action in this Strategy are indicative only and are subject to budget and resource considerations.

7.2 Changes to planning controls

Any amendments to the planning controls in the Woollahra LEP 2014 or the Woollahra DCP 2015 must be consistent with the vision and planning priorities of the Woollahra LSPS 2020 and the objectives of this Local Housing Strategy.

All changes to planning controls must also demonstrate consistency with the relevant State Environmental Planning Policy (SEPP) and Ministerial Directions issued under Section 9.1 of the EP&A Act.

This applies to Council proposals and applications from private individuals or businesses. Council notes that some of the actions in this plan will require changes to our existing planning controls.

All proposed changes to planning controls are reported to Council and must be publicly exhibited.

7.3 Planning proposals to implement actions

This Strategy includes a number of actions that will be implemented through planning proposals to amend the Woollahra LEP 2014.

Draft planning proposals are reported to public meetings of the Woollahra Local Planning Panel and a meeting of Council.

If Council and the Department of Planning, Industry and Environment support the proposal it is placed on public exhibition.

Matters raised during public exhibition are reviewed and reported to Council before it makes a final decision about the planning proposal.

7.4 Funding

A key challenge for Council is funding local infrastructure to support growth. This is due to the restrictions on general rates and development levies.

Council continues to advocate to the NSW Government for improved funding mechanisms and reform. This is vital to providing sustainable funding options to support the objectives and targets set out in the Eastern City District Plan and our Woollahra LSPS 2020.

Access to the right funding is critical to maintaining the liveability of our area and ensuring housing is supported by suitable infrastructure, services and public spaces to support high quality community life.

7.5 Monitoring and Reviews

Council staff and DPIE continually monitor net new dwelling gain. Council staff will report on our internal monitoring at least once a year to a meeting of Council.

It is expected that the Woollahra Local Housing Strategy 2021 will be reviewed and updated when the strategic planning framework, including the Woollahra LSPS 2020 is updated and new forecasts are developed based on the data collected in the 2021 ABS Census.

Notwithstanding the above, the local housing strategy must be reviewed at least every 7 years.

Council notes that further monitoring and review requirements may be introduced at a later date by Council or by DPIE.

Related Council plans, Strategies and policies

- Asset Management Strategy 2011-2021
- Carbon Reduction Strategy and Action Plan 2010-2025.
- Child Care Needs Study 2014 (adopted) – annual monitoring.
- Children’s Services Strategy 2005
- Delivery Program 2018-2021 & Operational Plan 2020-2021
- Disability Inclusion Action Plan 2017
- Double Bay Centre Public Improvements Plan– September 2002
- Double Bay Place Plan 2019-2023
- Double Bay Public Domain and Lighting Strategies–2016
- Draft Edgecliff Commercial Centre Planning and Urban Design Study
- Draft Woollahra Integrated Transport Strategy
- Eastern Suburbs Low Carbon Future Plan 2015
- Environmental Sustainability Action Plan 2013-2025
- Floodplain Risk Management Studies and Plans
 - Double Bay
 - Paddington
 - Rose Bay
 - Rushcutters Bay
 - Watsons Bay
- Homeless people policy/procedure 2015
- Local Character Statements 2015 (as contained in Woollahra DCP 2015)
- Oxford Street & Paddington Place Plan 2019 – 2023
- Playground strategy 2002
- Public Art Policy 2009
- Reconciliation Statement – Action Plan 2012
- Recreation Needs Assessment and Strategy 2006
- Rose Bay Centre Public Improvements Plan 1999
- Tree Management Policy 2011
- Waste reduction and resources recovery policy 2009
- Woollahra 2030 - Community Strategic Plan– Adopted 18 June 2018
- Woollahra Bicycle Strategy 2009
- Woollahra Biodiversity Conservation Strategy 2015-2025
- Woollahra Community Facilities Study 2020
- Woollahra Social and Cultural Plan 2018-2030
- Woollahra Street Tree Master Plan 2014
- Woollahra Traffic Management Strategy 2014.

Information sources

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NSW Family and Community Services
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NSW Communities & Justice Rent and Sales Report –
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NSW Department of Planning, Industry
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