

ITEM 11.5	NORTHERN BEACHES LOCAL ENVIRONMENTAL PLAN
REPORTING MANAGER	EXECUTIVE MANAGER STRATEGIC AND PLACE PLANNING
TRIM FILE REF	2018/688707
ATTACHMENTS	1 Local Environment Plan Review (Included In Attachments Booklet)
	2 Health Check (Included In Attachments Booklet)

EXECUTIVE SUMMARY

PURPOSE

The purpose of this report is to seek Council's endorsement to submit a Local Environmental Plan Review (LEP Review) to the NSW Department of Planning and Environment for its approval and to proceed to prepare a Council-wide Local Strategic Planning Statement.

SUMMARY

Following the release of 'The Greater Sydney Region Plan – A Metropolis of Three Cities' and the 'North District Plan' by the Greater Sydney Commission in March 2018, Council has three years to review and amend its Local Environmental Plans (LEPs) to implement the actions in those plans.

This includes the requirement to meet the following milestones:

- Undertake a review to identify how closely aligned the current Northern Beaches LEPs are to the North District Plan (i.e. LEP Review or 'Health Check') by 30 November 2018
- Prepare a Local Strategic Planning Statement (LSPS) to be exhibited by 1 July 2019 with the final version in place by 1 December 2019
- Prepare a Northern Beaches LEP to be submitted to the NSW Department of Planning and Environment (DPE) by June 2021.

The first of these milestones is addressed by the LEP Review (Attachment 1) and Health Check (Attachment 2).

The LEP Review concludes that Council is well placed to deliver on actions in the North District Plan, with Council's Delivery Program including a wide range of studies and investigations required to manage the newly proclaimed Local Government Area (LGA).

The LEP Review outlines a range of priorities and actions for the preparation of a Northern Beaches LSPS and LEP including a number of technical studies (e.g. employment study, housing strategy, social infrastructure study, transport investigations, character and environment).

This report recommends that Council prepare a Council-wide LSPS (as opposed to a ward-based LSPS) to allow place or locality based strategic planning that will align with the Council-wide Community Strategic Plan SHAPE 2028 (CSP) and LEP.

RECOMMENDATION OF GENERAL MANAGER PLANNING PLACE AND COMMUNITY

That:

- A. Council endorses the submission of the Local Environmental Plan Review to the NSW Department of Environment and Planning for its approval.
 - B. Council notes the priorities and actions for the preparation of a Northern Beaches Local Strategic Planning Statement and Local Environment Plan contained in the Review.
 - C. Council approves the preparation of a Council-wide Local Strategic Planning Statement.
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REPORT

BACKGROUND

Land use planning on the Northern Beaches is currently controlled by four main plans: Manly Local Environmental Plan 2013 (MLEP2013), Pittwater Local Environmental Plan 2014 (PLEP2014) and Warringah Local Environmental Plans 2000 and 2011 (WLEP 2000 and WLEP 2011).

Eighteen Sydney councils, including the six high growth councils of the new Western Sydney City Deal, received funding from the Department of Environment and Planning to undertake their LEP reviews within two years. Council did not apply for this funding as it was considered the two year time frame was unrealistic given the need to develop an overarching land use strategy (including relevant studies), undergo comprehensive engagement with the community, and review and consolidate four planning frameworks into one.

Consequently Council has three years to update its LEP. This includes the requirement to meet the following milestones:

- Undertake a review to identify how closely aligned the current Northern Beaches LEPs are to the North District Plan (i.e. LEP Review or 'Health Check' – Attachments 1 and 2)
- Prepare a LSPS to be exhibited by 1 July 2019 with the final version in place by 1 December 2019
- Prepare a Northern Beaches LEP to be submitted to the DPE by June 2021.

Council had planned to prepare a Strategic Land Use Planning Study to inform the preparation of a new Northern Beaches LEP. This work will now encompass the preparation of Council's LSPS – a 20 year strategic vision for land use planning in the LGA.

The DPE has responsibility for reviewing Council's LEP Review and approving Council's LEP. The Greater Sydney Commission must approve Council's LSPS.

LEP Review

This report summarises Council's LEP Review (Attachment 1) which has been prepared in accordance with NSW Department of Planning and Environment guidelines. In summary, the LEP Review provides:

- An analysis of the unique local land use planning context for the Northern Beaches that may influence strategic planning.
- A review of Council's four existing local environmental plans against the North District Plan planning priorities and actions including a review of existing studies, an overview of committed projects outlined in Council's Delivery Program and identification of barriers and gaps between the LEPs and District Plan actions.
- An overview of local strategic planning priorities for the Northern Beaches and a delivery program of key actions required to inform the preparation of the LSPS and a new Northern Beaches LEP.

Statutory Context

The Environmental Planning and Assessment Act (EP&A Act) is the principle planning and development assessment legislation in NSW. Recent amendments to the EP&A Act (March 2018) introduced a shift from a regulatory focus towards a strategic planning focus that is more responsive to local context and the nature of the local community.

In March 2018, the NSW Government released 'The Greater Sydney Region Plan – A Metropolis of Three Cities' (Region Plan) and District Plans for each of the Greater Sydney's five districts. The plans were prepared concurrently with Future Transport 2056 and the State Infrastructure Strategy to better align land use, transport and infrastructure.

The Region Plan is built on a vision of three cities where most residents live within 30 minutes of their jobs, education and health facilities, services and great places – Western Parkland City, Central River City and Eastern Harbour City. The Northern Beaches is located within the Eastern Harbour City.

The Greater Sydney Region includes five districts: Western City District, Central City District, Eastern City District, North District and South District. The Northern Beaches is located within the North District which also encompasses Hornsby, Hunter's Hill, Ku-ring-gai, Lane Cove, Mosman, North Sydney, Ryde and Willoughby LGAs.

The North District Plan provides a 20-year plan to manage growth and achieve the 40-year vision of the Region Plan, whilst enhancing liveability, productivity and sustainability into the future. The North District Plan incorporates 22 planning priorities, supported by actions for achieving the planning priorities. The planning priorities directly relate to the directions of the Region Plan and four key themes: infrastructure and collaboration, liveability, productivity and sustainability.

Land Use Planning Context

The Northern Beaches is home to approximately 268,666 people (ABS ERP, 2017). Population projections suggest that our population will grow to 297,950 by 2036 (DPE). However, this projection is based on 2011 Census data and revised population projections based on the 2016 Census data are expected to be released by DPE in mid-2019.

Population projections for Council by demographic consultants, based on the 2016 Census, suggest population will grow to 309,333 by 2036 (forecasts provided in November 2017). Therefore, until updated population projections are released by DPE, future local strategic planning for the Northern Beaches is to be based around projections within the range of 297,950 to 309,333 people by 2036.

The Northern Beaches lifestyle is highly valued and the opportunity to live and work locally drives high job containment and our \$20bn economy. Our beautiful and unique coastal and bushland environment is a major asset, making the Northern Beaches an extraordinary place to live.

Our community and economy are changing and growing, with housing affordability and an ageing population presenting major challenges. There are significantly fewer young adults (aged 20-39) in the Northern Beaches compared with Greater Sydney. Our population is ageing at a rate higher than the Sydney average, driving increased demand for service-based businesses and healthcare. Our working age population, while increasingly made up of highly skilled professionals and managers, is projected to decline. Young adults are leaving for more affordable coastal locations, to access education opportunities and live closer to jobs opportunities aligned to their skills and aspirations.

To achieve growth in jobs within 30 minutes of where we live, we need to work towards a more integrated approach to planning. Urban development on the Northern Beaches has historically been shaped by the car and is concentrated along our north-south spine. Our strategic centres at Frenchs Forest, Mona Vale, Dee Why and Manly have been identified as 'hubs', while major infrastructure projects including the B-Line, Northern Beaches Hospital and the Western Harbour Tunnel and Beaches Link will influence how we plan for the future. It is clear that a well-functioning transport network, integrated with access to local jobs and affordable homes for key workers is vital to the Northern Beaches' future liveability.

Housing and Jobs Targets

The North District Plan requires Council to deliver a 5 year housing target of 3,400 dwellings (2016-2021). This target is consistent with historic growth patterns and is comparatively low when compared with targets in the remaining North District (i.e. 13%). It is anticipated that Council can meet the 5 year housing target through remaining capacity in existing zoned areas such as the Medium Density zones, Town Centres (such as Dee Why) and Warriewood Valley. Identified future growth areas at Frenchs Forest and Ingleside (under review) are planned to address longer term targets. As a result, no immediate changes are required to the current planning controls to address the immediate target, whilst continuing the future planning for growth areas remains a priority.

Council has commenced preparation of a Northern Beaches Housing Strategy in accordance with the NSW Department of Planning and Environment Guidelines. This work will identify housing gaps and opportunities to better cater for the changing needs of the Northern Beaches population. As required under the North District Plan, the Housing Strategy will need to identify a 6-10 year housing target and capacity to contribute to the North District 20 year target.

Council is also preparing an Employment Study to address the North District Plan's additional jobs targets for our strategic centres by 2036. These include: Frenchs Forest – 2,700-3,700; Dee Why/Brookvale – 3,000-6,000; Mona Vale – 700-1,700; and, Manly – 1,000-1,500.

Council will undertake extensive consultation in the preparation of these studies and ensure that future targets take into consideration the availability of appropriate infrastructure whilst minimising impacts on the environment and local character.

Health Check

The health check has demonstrated that Council is well placed to deliver on the actions of the District Plan. The adopted Delivery Program demonstrates that Council has anticipated the need for a wide range of studies and investigations to manage the newly proclaimed Local Government Area.

Infrastructure and Collaboration

The North District Plan's 'Infrastructure and Collaboration' theme contains priorities and actions for Council and the NSW Government to work collaboratively to plan for a city supported by infrastructure.

Council has demonstrated leadership in promoting infrastructure provision through the adoption of the Frenchs Forest Hospital Structure Plan in August 2017, which aligns forecast growth with infrastructure provision, with further stages dependent on delivery of Western Harbour Tunnel and Beaches Link and improved bus services. Council has also limited potential for growth in the Dee Why Town Centre Masterplan and the draft Brookvale Structure Plan in recognition of transport network constraints.

Transport is a key issue for the Northern Beaches. This has prompted Council to prepare the recently exhibited MOVE Transport Strategy 2038 (draft), which includes a 20 year vision with directions and aspirations to guide Council. This Strategy demonstrates Council's strong advocacy for public transport investment, particularly along east-west corridors.

For the Frenchs Forest Planned Precinct and Ingleside Growth Area, Council is pursuing a Green Star Communities rating to promote the use of sustainable infrastructure.

Developer contributions form an important component of Council's infrastructure program, however, its expenditure often relies on aligning with the priorities of NSW Government. It is therefore positive that the NSW Government has committed to collaborating with Councils in order to streamline integrated land use and infrastructure planning.

Liveability

The North District Plan's 'Liveability' theme includes priorities and actions for Council to deliver social infrastructure reflecting community needs; create healthy, creative, culturally rich and socially connected cities; provide housing supply, choice and affordability with access to jobs, services and public transport; and, create and renew great places and local centres, respecting the District's heritage.

Council's Community Strategic Plan SHAPE 2028 (CSP) commits to building stronger, more inclusive communities. A number of programs are committed in Council's Delivery Program including implementation of Council's Affordable Housing Policy and Disability Inclusion Action Plan. Council is also preparing a number of studies that will address this theme, including an Open Space Strategy (including playgrounds), Community Centres Strategy, Arts and Creativity Strategy and Social Plan and specialised Plans for specific demographics (Youth, Aged, Disability, Culturally and Linguistically Diverse, etc.). This is in addition to the many services and programs delivered across Council and committed over the coming years.

With respect to creating and renewing great places, Council has undertaken a Town Centre Care Factor survey for main centres across the Northern Beaches to obtain baseline information and to allow Council to make evidence-based decisions and measure trends and change over time. Place based planning is already considered and committed in Council's Delivery Program with the development of Place Plans for Avalon, Mona Vale and Manly and along with Place Activation Plans for key centres. By undertaking place based planning Council will create and renew great places based on strong engagement with the community, respecting local character and heritage.

Responding to the 'missing middle' i.e. demand for medium density housing developments, will be a key priority for Council as it plans for future housing, ensuring development is in line with local character. A comprehensive Social Infrastructure Study and Demographic Analysis are required to inform a Housing Strategy and new LEP.

Productivity

The North District Plan's 'Productivity' theme includes priorities and actions for Council to grow a stronger and more competitive Harbour CBD (i.e. the Eastern City); grow and invest in health and education precincts (i.e. Frenchs Forest Planned Precinct); grow investment, business opportunities and jobs in strategic centres; retain and manage industrial and urban services land; deliver integrated land use and transport planning and a 30-minute city; and, support growth in targeted industry sectors and leverage inter-regional transport connections.

The delivery of the Frenchs Forest Planned Precinct will provide a strong source for jobs growth in the LGA. Although Council has committed to the preparation of an Economic Development Plan, it needs an overarching Northern Beaches Employment Study including a review of industrial lands and retail strategy. Further work is required to integrate land use and transport planning and implement the 30-minute city concept.

Council is also preparing a Destination Management Plan, Arts and Creativity Strategy, Environment Strategy and Mountain Bike Strategy that will look to enhance and extend opportunities for a sustainable tourist economy in the Northern Beaches. As part of the MOVE Transport Strategy 2038 (draft), Council is preparing a Freight Plan which will look at opportunities to optimise the efficiency and effectiveness of the freight handling and logistics networks.

Sustainability

The North District Plan's 'Sustainability' theme includes priorities and actions to protect and enhance waterways, bushland and biodiversity, and scenic and cultural landscapes. It also includes actions to better manage rural areas, increase the urban tree canopy cover and green grid connections and deliver high quality open space. Actions also relate to reducing carbon emissions and managing energy, water and waste efficiently, and adapting to the impacts of urban and natural hazards and climate change.

Protecting Council's bushland, biodiversity and waterways is a key priority for Council, as well as planning for natural hazards and climate change. A key strategy of the CSP is to ensure new development is consistent with best practice sustainability principles. This is reflected in Council's aim to deliver Ingleside and Frenchs Forest as Green Star Communities, and the currently exhibited DCP for Dee Why Town Centre requiring Green Star certification of buildings to promote best practice. For future planning, Council is preparing Climate Adaptation Plans for Frenchs Forest Planned Precinct and Ingleside Growth Area.

Council has an Urban Tree Canopy Plan (draft) which provides a strategic framework for the management of our urban trees and canopy cover, and Council is working with the DPE on a number of prototype Green Grid projects that will help to develop and coordinate the Green Grid for all stakeholders. The Open Space Strategy (including playgrounds) will look at updating former open space studies and plans and Council's Walking Plan, Bike Plan and Mountain Bike Strategy will be able to identify any further walking and cycling links that can be reflected in LEPs and Development Control Plans (DCPs). The Northern Beaches Environment Strategy will address relevant priorities and actions in this theme.

Local Strategic Planning Statement (LSPS)

The recent amendments to the EP&A Act created a requirement for all Councils to prepare a Local Strategic Planning Statement (LSPS).

The LSPS will provide a 20-year vision for the LGA, building on the 10-year vision in Council's Community Strategic Plan SHAPE 2028 (CSP). It will include a planning vision, emphasising strategic land use, transport and environmental planning. It will set out planning priorities, actions to achieve those priorities, and an implementation program to deliver and monitor the actions.

The LSPS will draw together State, regional, district and local strategic planning priorities. It will shape Council's LEP and DCP and be supported by other tools such as contribution plans and place strategies.

Council will work together with the community to ensure we shape the outcomes we want to achieve in the future. This will require us to identify desired land use planning outcomes and what success looks like at a local level. The LSPS will be a pivotal tool that guides local strategic planning decisions.

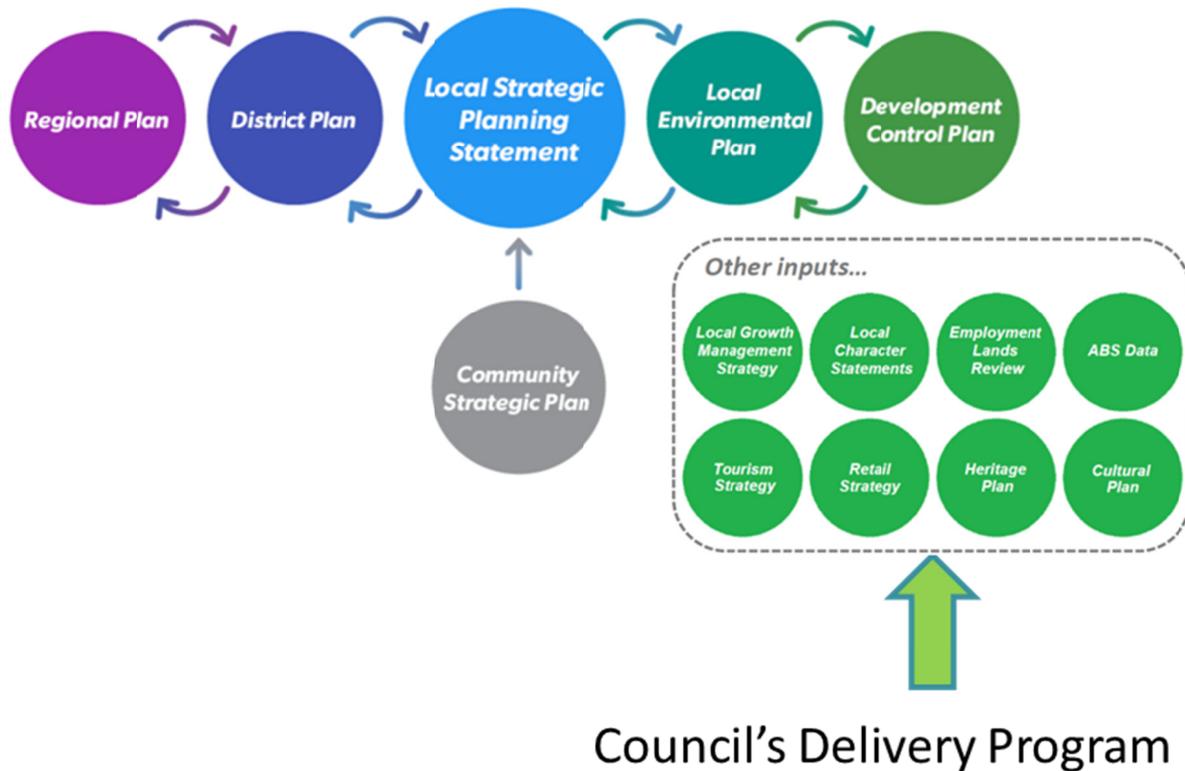


Figure 1: Local Strategic Planning Statements (Source: Greater Sydney Commission)

LSPS Approach

As part of the EP&A Act changes, the NSW Government included provisions to give recently amalgamated councils the option to address matters in their first LSPS on a Ward basis if the council decided this approach was appropriate.

It is recommended that Council supports the preparation of a Council-wide LSPS as opposed to a Ward-based LSPS for the following reasons:

- Allows a place or localities based approach to planning
- Brings together the Northern Beaches community
- Gives more statutory weight to priorities for the Local Government Area (e.g. transport)
- Aligns with the CSP and Delivery Program
- Aligns with new LEP and DCP
- Considers housing and jobs regardless of Ward boundaries.

Importantly, a Council-wide LSPS does not mean a 'one-size fits all' approach. A Council-wide LSPS still allows for the recognition of local character that exists in centres and localities across the Northern Beaches.

LEP Studies

The Health Check helped to identify important opportunities and inclusions to inform the LSPS and new LEP (see Table 1 below).

The majority of the North District Plan priorities and actions will be addressed in the studies addressed in Table 1 or in projects committed in Council's Delivery Program.

Longer term priorities will be subject to consultation with the community. These are likely to relate to areas where Council needs to undertake further investigation, or work with the NSW Government. This includes the implementation of east-west public transport links, affordable rental housing targets for the entire LGA, and ensuring green infrastructure, sustainability and protection of the natural environment is suitably embedded in the NSW Planning Framework.

Table 1: Local Strategic Planning Required to Inform the LSPS and LEP

Technical Studies		Planning Controls
Stage 1	Stage 2 (As Required)	Stage 3
<ul style="list-style-type: none"> • 1A - Community Engagement Strategy • 1B - Demographic Analysis • 1C - Employment Study • 1D - Housing Strategy • 1E - Social Infrastructure Study • 1F – Transport Investigations • 1G - Character Study • 1H – Environment Study 	<ul style="list-style-type: none"> • 2A - Infrastructure Investigations (Utilities incl digital) • 2B - Infrastructure Investigations (Water cycle) • 2C - Contributions Plans • 2D - Feasibility Studies • 2E - Land Use and Infrastructure Implementation Plan 	<ul style="list-style-type: none"> • 3A - Heritage • 3B – Public Places • 3C – Built Form • 3D - Sustainability • 3E - Environment • 3F - Transport
* includes recommended planning controls		

In summary, investigations identified in Table 1 include:

- **Stage 1 - Technical Studies:** commencing this financial year. Council has drafted a Community Engagement Strategy to inform how we engage and consult for the three year LEP program. A Demographic Analysis will form an evidence-base narrative of how our community's characteristics and needs are changing, providing data that can underpin all LEP technical studies and highlighting implications for long term planning. The Housing Strategy and Employment Study will identify the feasibility of providing further housing and job growth on the Northern Beaches, referencing targets and actions in the North District Plan. The Social Infrastructure Study will include an audit of existing social infrastructure and identify future needs, while the Transport Investigations will look at transport constraints and opportunities to inform growth. The Character Study will address the NSW Department of Planning and Environment's Local Character and Place Guidelines and make recommendations for developing local character statements or locality plans for individual areas to facilitate placed based planning. The Environment Study will identify environmental constraints and look at special areas for protection including cultural and scenic landscapes.
- **Stage 2 – Technical Studies (As Required):** commencing next financial year as required. This stage will be informed by the LEP technical studies, including the Housing Strategy and Employment Study. These investigations will look at the impacts of further growth in terms of developer feasibility, infrastructure needs and impacts (including utilities and water cycle). Further studies for Stage 2 may be identified throughout the process. A Northern Beaches Land Use and Infrastructure Implementation Plan will be developed in collaboration with the NSW Government and outline plans for the growing Northern Beaches and the infrastructure needed to support this growth.

- **Stage 3 – Planning Controls:** commencing next financial year. It involves an assessment of existing planning controls and recommendations for future planning controls (i.e. LEP and DCP provisions) that represent best practice and respond to the North District Plan, Community Strategic Plan and Local Strategic Planning Statement (draft and final). Where not identified in the Stage 1 Technical Studies, planning controls will be collated with respect to: Heritage; Public Places; Built Form; Sustainability; Environment; and, Transport (e.g. parking and active travel connections).

CONSULTATION

Council engaged extensively with the community for the preparation of the Community Strategic Plan SHAPE 2028 (CSP). More than 2,000 people contributed to developing the CSP between late-2016 to late-2017. The CSP gives a timely and clear indication of community views and values. The consultation identified community issues, priorities and a vision for the Northern Beaches. The consultation included independently facilitated workshops, online surveys, focus groups, listening posts and other engagement events. The CSP will provide a valuable contribution and foundation for the LSPS, LEP and DCP.

A draft Community Engagement Plan has been prepared for the LSPS and new Northern Beaches LEP. The Community Engagement Plan outlines a comprehensive program for consultation across the three year project.

To date this project has included briefing sessions with Council and Strategic Reference Groups. With the publication of the LEP Review, Council will formally commence Phase 1 of Community Engagement program to raise awareness and generate interest in the project.

TIMING

This review will be submitted to the NSW DPE for an initial appraisal and reported to the Greater Sydney Commission's (GSC) Strategic Planning Committee as part of the GSC's assurance role.

The next step will involve commencing the technical studies identified in Table 1. These studies will inform the preparation of the Local Strategic Planning Statement (LSPS) which will then inform a new Northern Beaches LEP, both of which will give effect to the District Plan.

The attached LEP Review includes a program outlining studies and investigations required to prepare a Northern Beaches LEP. This program is subject to endorsement by DPE.

FINANCIAL CONSIDERATIONS

It is anticipated that the costs involved in developing a consolidated planning framework will be in the order of \$2.5m across a three year period. Council has allocated adequate funding this financial year to prepare the relevant technical studies, including funding from other divisions to support cross-Council investigations. Funding for next years' investigations will be adopted with Council's annual budget.

SOCIAL CONSIDERATIONS

By giving effect to Council's CSP and North District Plan the new LSPS, LEP and DCP will address the need to deliver healthy, safe and inclusive places for people of all ages and abilities and strengthen social connections within and between communities.

ENVIRONMENTAL CONSIDERATIONS

By giving effect to Council's CSP and North District Plan the new LSPS, LEP and DCP will aim to protect and enhance waterways, bushland and biodiversity, and scenic and cultural landscapes. Council will also look to better manage rural areas, increase the urban tree canopy cover and green grid connections and deliver high quality open space. Requirements also include the reduction of carbon emissions and managing energy, water and waste efficiently, and adapting to the impacts of urban and natural hazards and climate change.

GOVERNANCE AND RISK CONSIDERATIONS

Councils' identification of the scope and priorities for local strategic planning will be a streamlined process supported by the Greater Sydney Commission (GSC) and the DPE and follows a similar approach to GSC's review of A Plan for Growing Sydney. The LEP Roadmap program is being undertaken by all metropolitan Councils with assurance from DPE and GSC.