MOSMAN

LOCAL HOUSING STRATEGY

A PLACE TO LIVE

DRAFT June 2020

CONTENTS

1 1.0 INTRODUCTION
1.1 Executive Summary 06
1.2 Planning Policy and Context 07
1.3 Mosman Local Government Area Snapshot 14
1.4 Housing Vision 17

2 2.0 THE EVIDENCE
2.1 Demographic Overview 20
2.2 Housing Demand 22
2.3 Housing Supply 28
2.4 Land Use Opportunities 32
2.5 Land Use Constraints 36
2.6 Analysis of the Evidence-Base 42

3 3.0 THE PRIORITIES
3.1 Local Housing Strategy Objectives 47
3.2 Land Use Planning Approach 48
3.3 Mechanisms to Deliver the Strategy 64
3.4 Evaluation 65

4 4.0 ACTIONS
4.1 Implementation and Delivery Plan 68
4.2 Monitoring and Reviews 69

A REFERENCES 72
APPENDIX 76

INTRODUCTION

1.1 EXECUTIVE SUMMARY
1.2 PLANNING POLICY AND CONTEXT
1.3 MOSMAN LGA SNAPSHOT
1.4 HOUSING VISION

1

1.1 EXECUTIVE SUMMARY

The Mosman Local Housing Strategy ("this Strategy") has been prepared by Council to set out a clear plan for housing provision within the Mosman Local Government Area (LGA) over the next 20 years to meet anticipated demand.

This Strategy provides a locally relevant response to the NSW Government's wider strategic plans, the Greater Sydney Region Plan, *A Metropolis of Three Cities*, and North District Plan, and aligns with Council's Community Strategic Plan, MOSPLAN 2018-2028, and Mosman Local Strategic Planning Statement, March 2020.

Mosman has a population of 30,260 people (2016 Census figures), a median age of 42 years, with 23.1% of the population aged 0-19 years and 19.1% aged 65 years and over. Mosman has an older population than compared with the Greater Sydney. There are 13,220 private dwellings comprised of a variety of housing types including attached dwellings on small allotments, detached dwellings on larger allotments along the foreshore slopes, and multi-unit housing. Over 65% of Mosman's existing housing stock is medium and high-density dwellings. This proportion is increasing as almost all new housing constructed in Mosman is infill multi-unit housing in established neighbourhoods. Limited land, varied topography, natural hazards and poor infrastructure capacity are challenges in planning for housing. The cost of housing in Mosman is expensive, with around 13% of all households experiencing housing stress.

Projections are that by 2041, population growth in Mosman will be minimal, increasing to 31,630 people at an average growth rate of 0.2% per annum. Mosman is not an area earmarked by the NSW Government as being subject to a high level of growth and change over the coming years, reflecting the geography, infrastructure capacity and constraints of the area. It will be an ageing population, with 26.4% aged over 65 years by 2041, and more people living alone (36% of households). There will be the demand for an additional 713 to 1,358 dwellings.

The objectives of this Strategy are to:

1. Identify the right locations for housing growth, appropriate to environmental and infrastructure constraints.
2. Maintain housing choice to meet population needs.
3. Facilitate housing for an ageing population.
4. Encourage development that maintains or enhances local neighbourhood character and resident amenity.
5. Inform housing affordability issues.

Council's long-established land use planning approach expressed in Mosman Local Environmental Plan (LEP) 2012 has been to focus additional housing within medium density zones close to public transport, infrastructure, shops and services; retain low-density zoned land which tends to be on the foreshore slopes and environmentally sensitive; and maintain housing diversity. This approach remains valid, and modelling indicates that there is the capacity for up to 1,886 additional dwellings to realistically be built within Mosman's existing medium density zones, more than sufficient to meet anticipated demand.

Actions identified in this Strategy relate to housing supply and diversity, housing for older residents, housing design and character, and housing affordability.

1.2

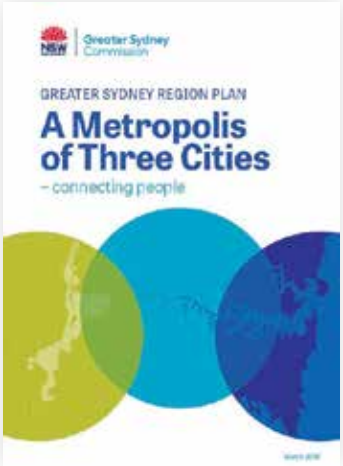
PLANNING POLICY AND CONTEXT

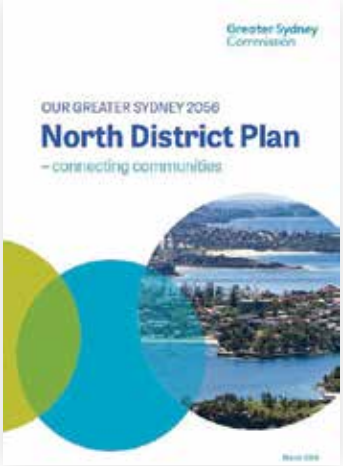
What is a local housing strategy?

A local housing strategy is a strategic plan prepared by, or on behalf of, a council that sets out a clear plan for housing in an area. It guides the decisions that the council will make to deliver housing to accommodate the population and respond to demographic change. The NSW Government requires all councils within Greater Sydney to prepare a local housing strategy for their local government area (LGA), to deliver additional housing to accommodate the expected growth in population over the next 20 years.

Mosman's population is changing. Projections are that growth over the next 20 years will be modest compared with other areas in Greater Sydney, with an additional 1,370 people living in Mosman by 2041, and an overall population of 31,630 people. The profile of the population is anticipated to change with an increasing proportion of older residents and more people living alone.

This Strategy was prepared by Council to consider how the housing needs of the Mosman community will be met, informed by relevant regional, district, state and local plans, and population and demographic projections. It was prepared in accordance with the NSW Department of Planning, Industry and Environment's, *Local Housing Strategy Guideline*, 2018.





Regional and District Plans

In March 2018, the Greater Sydney Commission, an independent NSW Government agency responsible for land use planning across the metropolitan area of Sydney, released the Greater Sydney Region Plan and associated District Plans.

The Greater Sydney Region Plan, *A Metropolis of Three Cities*, responds to forecast population growth within Greater Sydney of 8 million people by 2056 (from 4.7 million in 2016), which along with changing household structure, would necessitate an additional 725,000 dwellings to be provided by 2036. The Plan is built on a 40-year vision of three cities where most residents live within 30 minutes of their jobs, education and health facilities, services and great places. This vision seeks to rebalance economic and social opportunities and deliver a more equal and equitable Greater Sydney. See Figure 1.

The North District Plan is the means by which the 'three cities vision' of the Greater Sydney Region Plan will be implemented in the north. Mosman is located within the North District along with Hornsby, Hunter's Hill, Ku-ring-gai, Lane Cove, North Sydney, Northern Beaches, Ryde and Willoughby LGAs. The North District is forecast to grow from a population of 886,550 in 2016 to 1,082,900 by 2036 (11% of the Greater Sydney total) necessitating an additional 92,000 dwellings to be provided.

Both the Greater Sydney Region Plan and North District Plan contain direction for councils to prepare a local housing strategy. Refer to extracts from these Plans in Box 1.

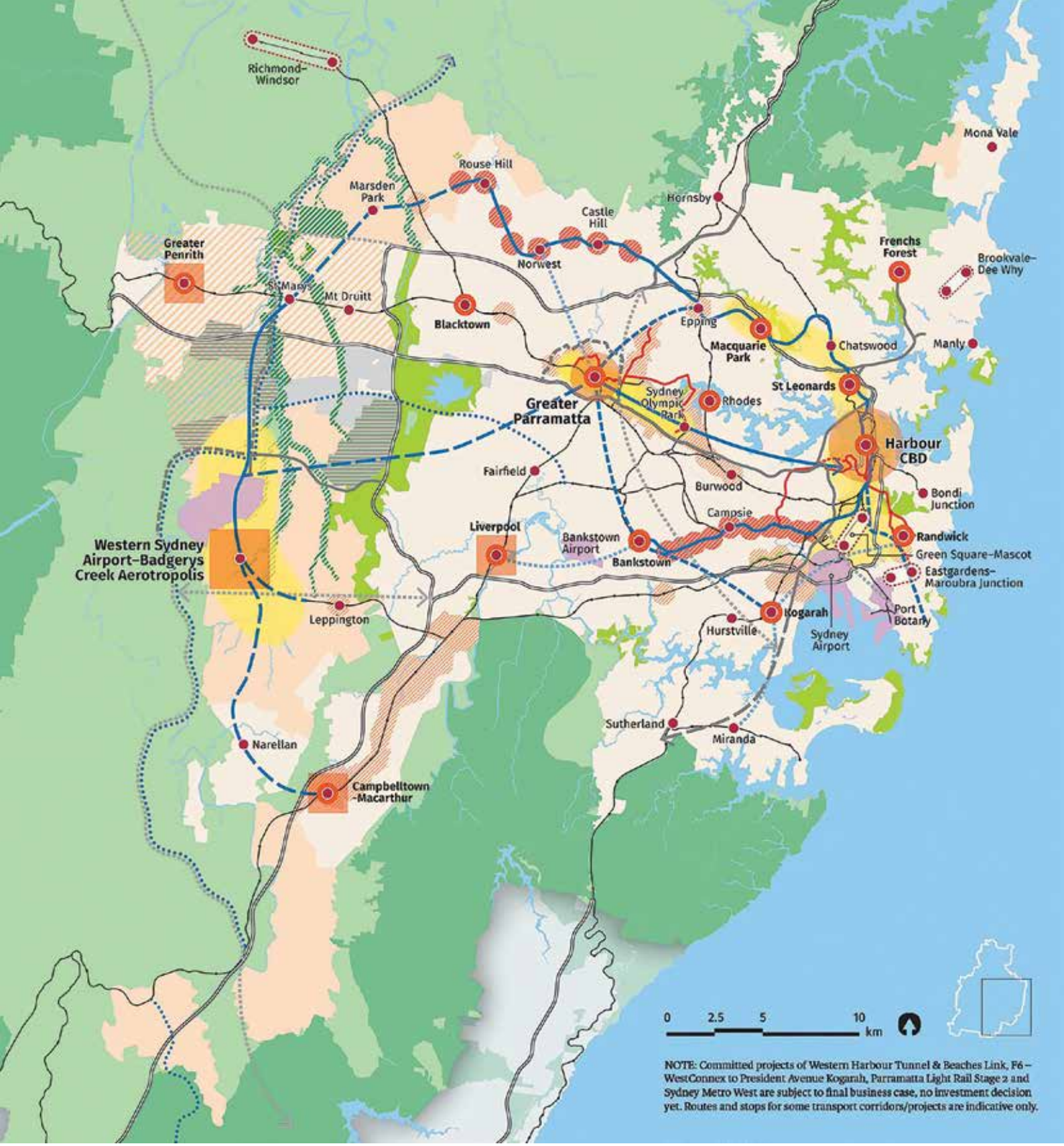


Figure 1 – Structure Plan for the Metropolis of Three Cities. Source: Greater Sydney Region Plan, 2018

Greater Sydney Region Plan

Direction 4: Housing the city

Objective 10: Greater housing supply

Action 3: Prepare housing strategies: Councils to prepare local or district housing strategies that respond to the principles for housing strategies and housing targets published in the District Plans. Housing strategies will outline how housing growth is to be managed, identify the right locations for additional housing supply in each local government area and inform updates of local environmental plans. Updated local environmental plans that respond to housing strategies are to be submitted within three years of the finalisation of District Plans, or two years in the case of priority councils where funding has been provided.

North District Plan

Planning Priority N5: Providing housing supply, choice and affordability, with access to jobs, services and public transport

Action 17. Prepare local or district housing strategies that address the following:

a. the delivery of five-year housing supply targets for each local government area

b. the delivery of 6-10 year (when agreed) housing supply targets for each local government area

c. capacity to contribute to the longer term 20-year strategic housing target for the District

d. the housing strategy requirements outlined in Objective 10 of A Metropolis of Three Cities that include:

   i. creating capacity for more housing in the right locations

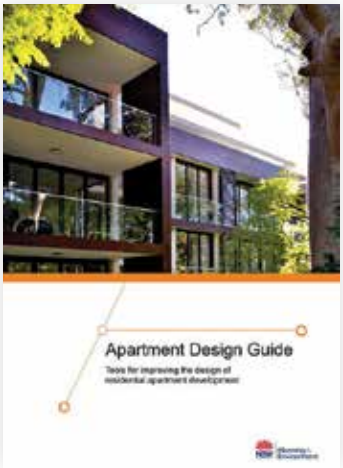
   ii. supporting planning and delivery of growth areas and planned precincts as relevant to each local government area

   iii. supporting investigation of opportunities for alignment with investment in regional and district infrastructure

   iv. supporting the role of centres

Box 1: Requirements for preparing a local housing strategy

Source: Greater Sydney Region Plan and North District Plan, 2018



State Plans

The planning system in NSW is regulated under the Environmental Planning and Assessment Act 1979 (the Act). State environmental planning policies (SEPPs) are environmental planning instruments prepared by the NSW Government which address planning issues of State or regional significance. The following are of relevance to this Strategy.

SEPP (Affordable Rental Housing) 2009

Aims to facilitate the increased supply and diversity of affordable rental and social housing in NSW. It applies to housing types including in-fill affordable housing, secondary dwellings (granny flats), boarding houses, group homes, social housing and supportive accommodation.

SEPP (Exempt and Complying Development Codes) 2008

Enables one and two storey dwelling-houses, and certain types of medium density housing, to be approved as complying development subject to State-wide criteria being met, without the need for council approval through the development application process. The SEPP is accompanied by the Low Rise Medium Density Design Guide.

SEPP (Housing for Seniors or People with a Disability) 2004

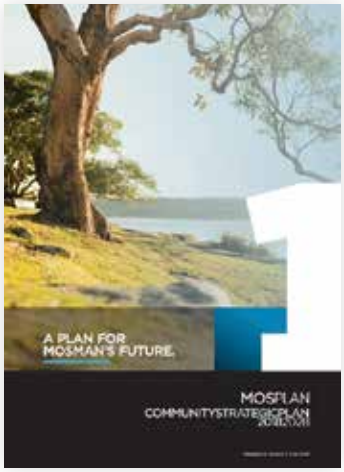
Aims to encourage the provision of housing that will increase the supply and diversity of residences that meet the needs of seniors or people with a disability, in appropriate locations.

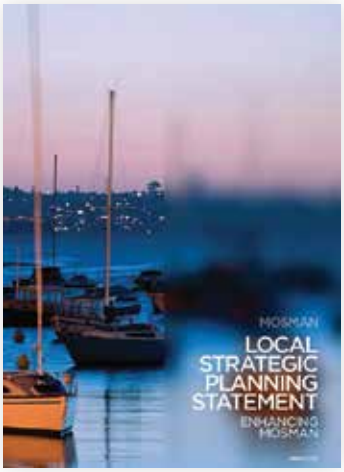
SEPP No. 65 – Design Quality of Residential Apartment Development

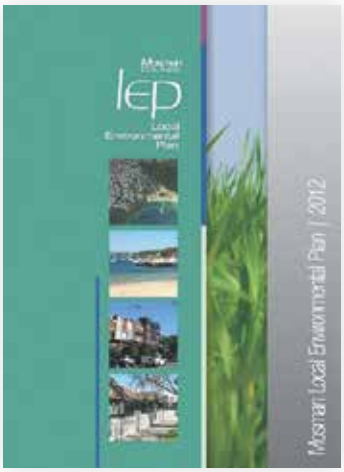
Aims to improve the design quality of residential apartment development in NSW, and establishes a State-wide approach to the design and assessment of development applications for apartments and the way they are assessed by councils. The SEPP is accompanied by the Apartment Design Guide which provides design criteria and general guidance about how development proposals can achieve nine design quality principles.

SEPP No 70 – Affordable Housing (Revised Schemes)

Enables councils to investigate and develop an affordable housing contributions scheme (optional) and place consent conditions on developments which require contributions for affordable housing in that local government area. The SEPP is accompanied by a Guideline for Developing an Affordable Housing Contribution Scheme.







Local Plans

Mosman Community Strategic Plan MOSPLAN 2018-2028

MOSPLAN 2018-2028 is the suite of documents that plan for Mosman's future. MOSPLAN responds to the aspirations of the Mosman community and its elected Council, and ensures that services can be provided to the Mosman community effectively, efficiently and sustainably. MOSPLAN 2018-2028 was adopted by Council in June 2018.

Mosman Local Strategic Planning Statement (LSPS) 2020

The LSPS sets out Council's 20-year vision for land use planning in Mosman, along with a suite of planning priorities and actions relating to housing, local centres, infrastructure and the environment. It outlines how growth and change in Mosman will be managed to maintain the high levels of environmental amenity, liveability and landscape quality that characterises the area. The LSPS was endorsed by Council on 3 December 2019 and made under delegation in March 2020.

Mosman Local Environmental Plan (LEP) 2012

Mosman LEP 2012 provides the statutory framework for planning, development and building within Mosman. It allocates land for specific purposes through zoning, and controls the development of this land through development standards, planning controls and other planning provisions. The LEP is considered in the assessment of development applications lodged with Council. Mosman LEP 2012 commenced on 1 February 2012 and is amended from time to time.

Mosman Development Control Plans (DCPs)

The Mosman DCPs provide detailed planning and design guidelines to support Mosman LEP 2012. Council has three zoned-based DCPs adopted in 2012: the Residential DCP, Business Centres DCP, and Open Space and Infrastructure DCP. The DCP applicable to a site is considered in the assessment of development applications lodged with Council.

Mosman Residential Development Strategy 1996, updated 2016

The 2016 updated document set outs Council's long-established strategy for housing in Mosman, which has evolved to ensure that housing provision in the municipality responds to local conditions and reflects community values. The implementation of the Council's housing strategy currently is through Mosman LEP 2012. It will be superseded by this 2020 Strategy.

1.3

MOSMAN LGA SNAPSHOT

The Mosman Local Government Area (LGA) is a small, 8.52 square kilometre, urban area located north-east of the Sydney CBD, on the northern shores of Sydney Harbour. Around 89% of the municipal boundary is to Sydney and Middle Harbours, widely recognised as one of the most beautiful urban harbours in the world and the gateway to Sydney. Mosman shares its boundaries with North Sydney LGA to the west, and Northern Beaches LGA to the north connected via the Spit Bridge. See Figure 2.

Around 25% of Mosman's land area is occupied by Sydney Harbour National Park, Commonwealth lands for HMAS Penguin, Sydney Harbour Federation Trust Lands and Taronga Zoo. The remaining land is predominantly residential (around 63%), with recreation, conservation, business and other special uses occupying a small land area.

Mosman's topography is full of beauty, variation and subtlety. There are 22 kilometres of irregular shoreline including headlands, points, beaches and foreshore areas, wooded bushland and intimate bays and coves that contribute to the area's special sense of place. The landmass rises uniformly in fairly well defined ridges which converge to the Military/Spit Road plateau. This landform gives rise to natural hazards including bushfire, acid sulphate soils and coastal processes. All land at or below the 60 metre contour line is identified as scenically significant given its connection with the harbour.

Mosman's harbour location, high level of amenity and close proximity to the Sydney CBD makes it a sought after and expensive address in Sydney.

The municipality is close to the Sydney CBD and North Sydney (within 8km and 4km respectively), and has public transport links via buses and ferries. The Spit and Military Roads arterial corridor passes through Mosman providing access between the northern beaches (to the north) and Sydney CBD (to the south). It is one of the most traffic congested corridors in Sydney with around 69,000 vehicles a day crossing the Spit Bridge (in 2018), forecast to increase to 80,000 vehicles per day by 2037[1].

Mosman has a population of 30,260 people[2] and, compared with Greater Sydney, a higher proportion of older residents, lone person and couple only households. It is a highly educated and wealthy population. By 2041 the population is projected to increase to around 31,630 people at an average annual growth rate of around 0.2%.

A mix of housing types is evident, with over 65% of Mosman's housing stock medium to high density, compared with the Greater Sydney average of 44%. Intensive development during the late 1800s and early 1900s established the pattern of subdivision and estate development which still characterises Mosman today, with many original buildings identified for heritage conservation. There is no surplus land and all housing growth is in the form of infill development.

The primary local centre, Spit Junction, comprises public transport, a shopping centre and other business land uses. Retail activity is also found within the renowned heritage-listed Federation high-street of Military Road at Mosman Junction, commercial uses to the west along Military Road to Cremorne and a small boating industry at The Spit. Tourism is popular in Mosman with regional attractors including Taronga Zoo, Balmoral Beach and Sydney Harbour National Park.

Within a broader context, the North District Plan identifies a number of areas within the district subject to a high level of growth and change - including Macquarie Park, St Leonards and Frenchs Forest - however none are located in Mosman, reflecting the geography, infrastructure capacity and constraints of the area.

[1] NSW Government, *Beaches Link Project Update*, August 2018

[2] 2016 Census results, Mosman Council area, Community Profile, Estimated Resident Population

Figure 2 – Mosman Local Government Area. Source: profile.id.com.au/Mosman

1.4

HOUSING VISION

Council's housing vision for Mosman is informed by its broader strategic vision for the area expressed in MOSPLAN 2018-2028 Community Strategic Plan:

A vibrant harbourside village where community, lifestyle and heritage are valued and where residents feel safe and connected.

The Mosman Local Strategic Planning Statement (LSPS) made by Council in March 2020, expands upon this vision, recognising the community's priorities and aspirations for housing over the next 20 years, and in particular, the importance of Mosman's natural assets. Council's vision for housing outlined in the Mosman LSPS is as follows:

- Over the next 20 years as Mosman grows and changes to meet community needs, a key priority for Council will be to maintain the high levels of environmental amenity, liveability and landscape quality that characterises Mosman.
- Housing opportunities and choice will continue to be provided to cater for changing demographics and population needs, ensuring that resident amenity is maintained.
- Housing growth will be in the form of infill development within medium density residential and business zones, close to public transport, shops and services, such as within Spit Junction and along the Spit/Military Roads corridor.
- The scale of development will respect the human scale of neighbourhoods and the established character – consistent with the current two storeys along the foreshore slopes and up to five storeys within centres – appropriate to environmental and infrastructure constraints.
- Mosman's heritage will be protected and conserved, and development will be of high-quality design and construction.
- A dominance of landscape over built form will be enhanced particularly along the foreshore slopes, with good design ensuring views to and from Sydney Harbour are protected in order to maintain Mosman's landscape amenity.

THE EVIDENCE

2.1 DEMOGRAPHIC OVERVIEW
2.2 HOUSING DEMAND
2.3 HOUSING SUPPLY
2.4 LAND USE OPPORTUNITIES
2.5 LAND USE CONSTRAINTS
2.6 ANALYSIS OF THE EVIDENCE-BASE

2

2.1 DEMOGRAPHIC OVERVIEW

Population

At the 2016 Census, Mosman had an estimated resident population of 30,260 people[3], accounting for 0.6% of the Greater Sydney population (of 4.82 million) and 3.4% of the North District population (of 886,500). The population increased at 0.6% per annum from 29,351 people in 2011. This rate of growth is anticipated to decline over the next 25 years, with Mosman projected to have a population of 31,630 people by 2041, reflecting an average annual growth rate of 0.2%[4].

The median age of people in Mosman is 42 years, with 23.1% of the population aged 0-19 years and 19.1% aged 65 years and over. This compares with the Greater Sydney average of 36 years, 24.6% 0-19 years and 13.9% over 65 years. Mosman has an ageing population with projections that by 2041, 26.4% of the population will be aged 65 years and over – a much higher proportion than that for Greater Sydney at 17.9%. Projections are also for minimal growth in the younger age groups and a decline in 20-39 year olds. The ratio of females and males in Mosman will remain steady at around 54% and 46% respectively.

Most Mosman residents (59.5%) were born in Australia, compared with 57.1% Australian-born in the Greater Sydney population. The United Kingdom, New Zealand and the United States of America are the most common overseas birthplaces of Mosman residents. Aboriginal or Torres Strait Islander people made up 0.2% of the Mosman population, compared to 1.5% for Greater Sydney.

In 2016, 3.1% of the population in Mosman reported needing help in their day-to-day lives due to disability, less than the Greater Sydney average of 4.9%.

Households

Mosman has a lower proportion of households comprised of couples with children (29.6%) and single parent families (6.8%) compared with Greater Sydney (35.3% and 10.4%, respectively), but a higher proportion of couples without children (25.8%, Greater Sydney 22.4%) and lone persons (27.4%, Greater Sydney 20.4%) households. Projections show a 9% increase in lone person households in Mosman by 2041, with a decline in most other household types.

Education and Employment

Mosman residents are generally more highly educated and earn more than the Greater Sydney population. The highest level of educational attainment for Mosman residents aged over 15 years is a Bachelor or Higher Degree (48.8%), more than for Greater Sydney (28.3%). More Mosman households (44.5%) earn a high income ($2,500 per week or more) compared to Greater Sydney households (28.3%).

Mosman residents in the workforce are employed full-time (63.8%) or part-time (31%) – a similar rate for Greater Sydney. The most common occupations are professionals and managers, and the popular industry sectors are professional, scientific and technical services (19.4%), financial and insurance services (13.8%), and health care and social assistance (10%).

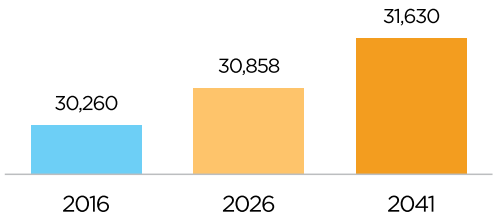
The containment rate of work-travel is high with Mosman workers commuting 8.5km to work on average, mostly to neighbouring LGAs of City of Sydney (38.7%), North Sydney (12.8%) and Northern Beaches (5.1%), with 20.7% of workers remaining in Mosman for employment. More Mosman residents use public transport to travel to work (32%) than compared with the Greater Sydney population (23%), whilst private vehicle use is lower (44.7% Mosman, 58.3% Greater Sydney).

[3] Mosman Community Profile, 2016 Census, complied by id.Population, accessed February 2020.

[4] NSW Department of Planning, Industry & Environment, 2019 NSW Population Projections, released 12 December 2019

How is Mosman changing?

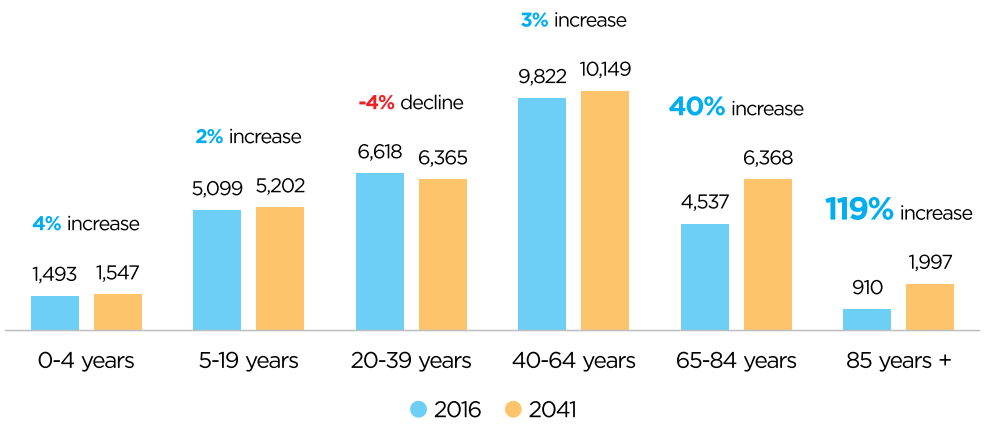
Population Growth 2016-2041



Projected low rate of population growth at **0.2%** each year.

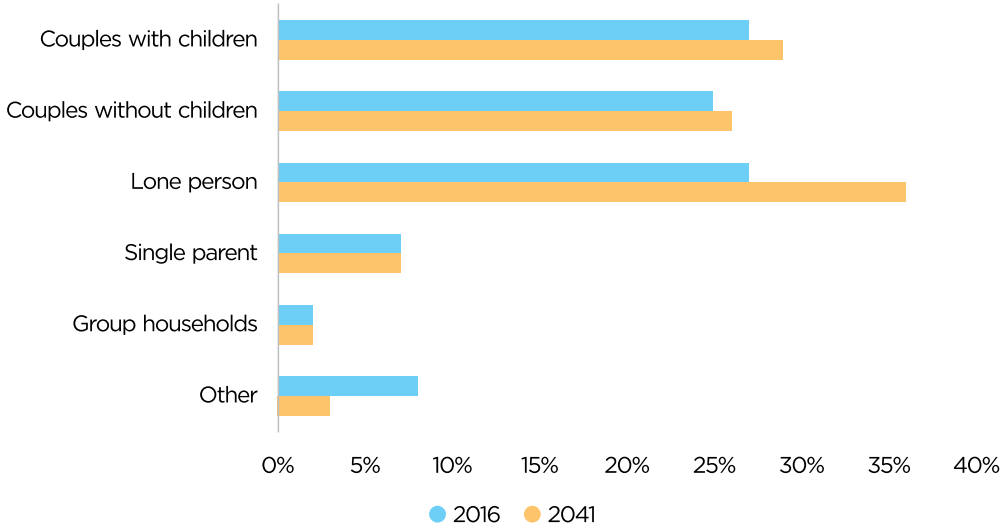
In **2016**, Mosman accounted for **0.6%** of the Greater Sydney population. **2041**, it is projected to be **0.4%**.

Growth in Age Groups 2016-2041



Mosman has an **ageing population** with significant growth in older age groups.

Change in Household Type 2016-2041



Projections are that **by 20141, 26%** of Mosman's households will be occupied by a **lone person**.

2.2 HOUSING DEMAND

Dwelling stock

There are 13,220 private dwellings in Mosman[5], of which 33.6% are separate houses, 26% are medium-density and 39.6% are high-density dwellings. This is a much higher density ratio than compared with Greater Sydney (of 55%, 20.3% and 23.5%, respectively). 'Medium density' includes all semi-detached, row, terrace, townhouses and villa units, plus flats and apartments in blocks of 1 or 2 storeys, and flats attached to houses. 'High density' includes flats and apartments in 3 storey and larger blocks.

Between 2011 and 2016, there was a decrease in the number of separate houses in Mosman (-300) alongside an increase in the number of medium (+315) and high-density (+280) dwellings. This is reflective of the fact that Mosman is an established urban area with all additional housing being in the form of infill development, such as the demolition of single dwelling-houses and replacement with multi-unit housing and demolition of commercial buildings within centres and replacement with mixed-use developments comprising dwellings above the ground floor level. The dominant dwelling structure in different areas of the Mosman LGA, that is, separate houses, medium or high density, or other, is illustrated in Figure 3.

Dwelling size

Mosman has a higher proportion of dwellings with 2 bedrooms or less, and a lower proportion of dwellings with 3 or more bedrooms, compared to Greater Sydney. Overall, 43.7% of Mosman households are in dwellings with 2 bedrooms or less, compared with 31.5% in Greater Sydney. On average there are 2.31 people per household in Mosman, less than that for Greater Sydney (at 2.72 people per household). This is projected to decrease to 2.27 people per household by 2041.

[5] Mosman Community Profile, 2016 Census, compiled by id.

Tenure

A larger proportion of Mosman households own their dwelling without a mortgage (34.2%) compared with Greater Sydney households, whilst 24.8% of Mosman households own their dwelling with a mortgage (compared with 31.5% for Greater Sydney). The proportion of Mosman households renting is similar to that for Greater Sydney (32.3% and 32.6%, respectively). The proportion of Mosman households owning their home, having a mortgage or renting has been relatively stable over the past 5 years.

Housing cost

The overall median sale price of dwellings in Mosman for the June Quarter 2019 was $1.925 million, compared to $791,000 for Greater Sydney[6]. There is considerable difference in the sale price for strata title versus non-strata title properties. Strata title properties usually include townhouses, apartments, terraces and the like, and in Mosman the median sale price of such dwellings was $950,000 compared to $700,000 in Greater Sydney. Non-strata title properties refer to separate houses, and the median sale price of such dwellings in Mosman was $3.45 million compared to $900,000 in Greater Sydney. A larger proportion of Mosman households (54.8%) pay higher mortgage repayments (of $2,600 per month or more) than compared with Greater Sydney households (36.5%).

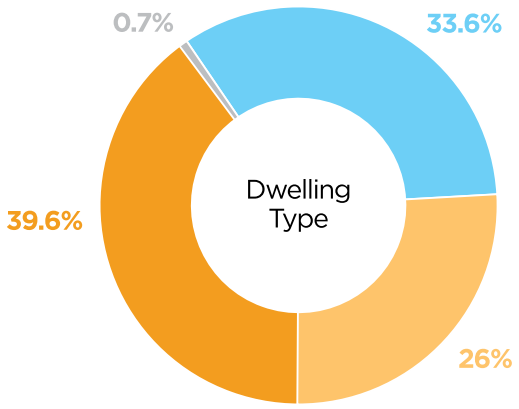
The median rent in Mosman for all dwellings types for the June Quarter 2019 was $650 per week, compared with $475 per week for Greater Sydney[7]. The number of bedrooms within a dwelling is an influence on the weekly rental price. The median rent of 1 bedroom and bedsitter dwellings is $480 per week in Mosman, $650 per week for 2 bedrooms and $1,150 per week for 3 bedrooms. The weekly rent for 1 bedroom and bedsitter dwellings in Greater Sydney is roughly the same at $440 per week, although the rent for 2 bedrooms is a little lower, and for 3 bedrooms lower still. Overall, 73.4% of Mosman households who rent a dwelling pay high rental payments (of $450 per week or more) compared with 48.1% for Greater Sydney.

[6] NSW Department of Family and Community Services, Sales Tables June Quarter 2019

[7] NSW Department of Family and Community Services, Rent Tables June Quarter 2019

Housing in Mosman

Dwelling Type 2016

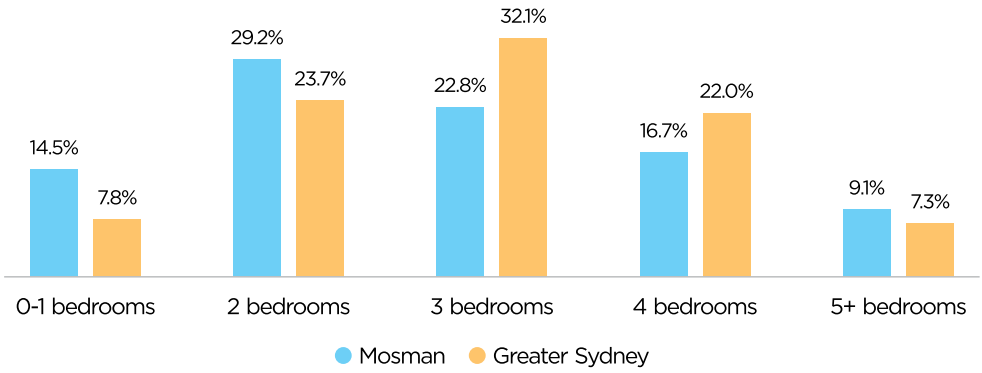


Medium and high-density dwellings, account for **65.6% of Mosman's housing stock**, compared to 43.8% in Greater Sydney.

- Separate houses
- Medium density
- High density
- Other

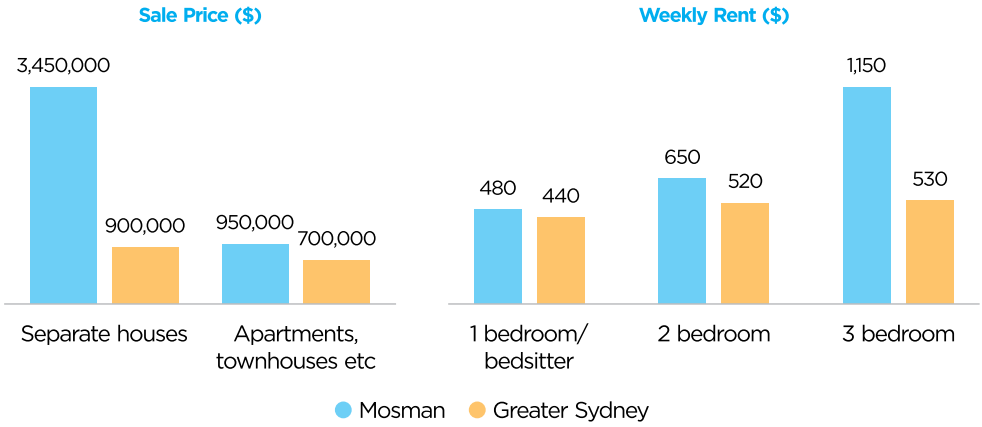
In **2016**, on average there were **2.31 people per household** in Mosman. By 2041, this is projected to be 2.27 people.

Number of Bedrooms per Dwelling 2016



Overall, **43.7%** of Mosman households live in dwellings with **2 bedrooms or less** - compared with 31.5% in Greater Sydney.

Cost of Housing (Median) June 2019 Quarter



The cost of **apartments** and **1 and 2 bedrooms dwellings** in Mosman is **similar** to Greater Sydney, whereas the sale price of separate houses is very high.

Rental and mortgage stress

'Housing stress' is when a household contributes more than 30% of household income towards housing, either as rent payments or mortgage repayments. 'Very low income households' are defined as households with incomes below 50% of the Census median income; 'low income households' between 50% to 80%; and 'moderate income households' between 80% to 120% of the Census median income.[8]

Overall, around 10% of all Mosman households (1,213) are in rental stress and 15% (459) are in mortgage stress. Analysis of data from the NSW Government, Family & Community Services[9] outlined in Table 1 below notes that 664 very low and low income households in Mosman that are renting are experiencing rental stress, and a further 134 households are experiencing mortgage stress. Whilst the quantity of households in housing stress in Mosman may be low compared with other areas, the proportion is high. Rental and mortgage stress is also experienced by moderate income households.

The percentage of affordable rental stock for very low, low and moderate income households in Mosman is considerably less than that in Greater Sydney. As at September 2017, only 0.5% of Mosman's rental stock was affordable for very low income households, 4.6% for low income households and 41.2% for moderate income households – compared with 2.1%, 18.1% and 55.8% respectively for Greater Sydney.[10]

Rental affordability is a challenge for lower income earners, including key workers. With Mosman's ageing population, the availability of key workers in community aged and health care will be vital.

	Mosman Households Renting		Mosman Households with Home Purchase	
	No. in Rental Stress	Total Rental Households	No. in Home Purchase Stress	Total Purchasers
Very Low Income Households	299 (99%)	300	62 (66%)	95
Low Income Households	365 (94%)	389	72 (58%)	124
Moderate Income Households	378 (72%)	524	119 (49%)	240

Table 1 – Mosman Households in Housing Stress

[8] NSW Department of Family and Community Services, Local Government Housing Kit Database, 2019
[9] NSW Department of Family and Community Services, Local Government Housing Kit Database, 2019
[10] NSW Department of Family and Community Services, Rental Bond Board Data, September 2017

Social housing

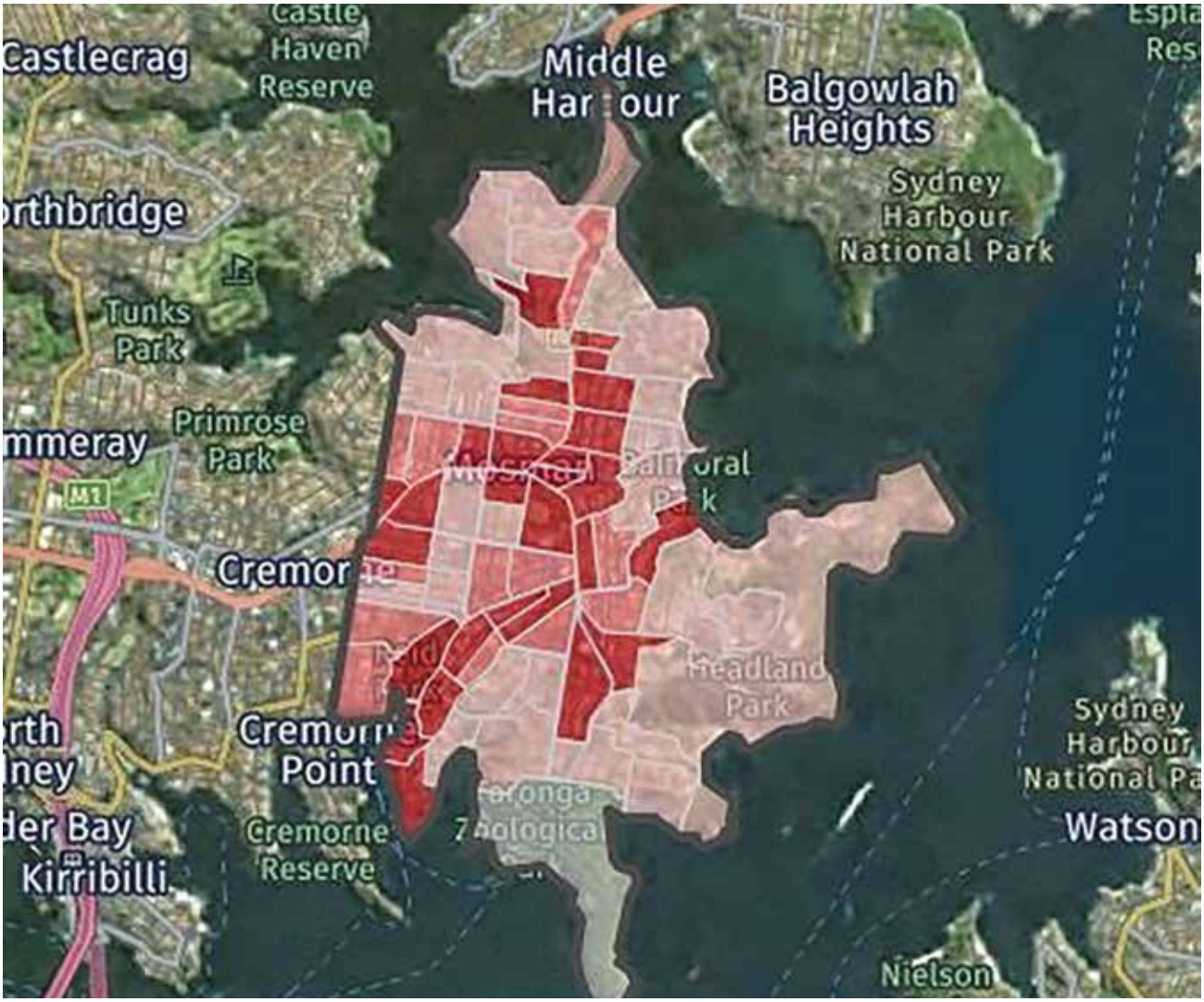
Social housing is secure and affordable rental housing for people on low incomes with housing needs. It includes public, community and Aboriginal housing. There is very limited social housing stock in the lower north shore area of Sydney. Mosman contains approximately 70 social housing properties composed entirely of apartments located in three locations along the Spit-Military Roads corridor. Overall, 0.8% of Mosman households were renting social housing in 2016, compared with 4.6% in Greater Sydney.

Aged care housing

At June 2016, Mosman had 287 residential aged care places, with 3,567 residents aged 70 years and over, and a rate of 80.5 places per 1,000 population. This was slightly less than that for NSW at 83.4 places and Australia at 82.6 places per 1,000 population. While the Australian Government's emphasis is now on community care for older people, there will still be a need for residential aged care in Mosman with an ageing population[11].

Whilst aged care housing is an important form of housing, particularly in ageing communities, it is not considered by the NSW Government as contributing to local government housing supply targets.

[11] Mosman Council, Mapping Mosman's Community Services & Programs, January 2018



- Separate house
- High density
- Medium density
- Caravans, cabin, houseboat
- No dominant dwelling structure

Figure 3 – Dominant Dwelling Structure in Mosman, 2016

Source: Australian Bureau of Statistics, Census of Population and Housing, 2016, ([Dominant Dwelling Structure, Enumerated, 2016). Compiled and presented in atlas.id by .id, the population experts

2.3 HOUSING SUPPLY

Supply trends

The NSW Department of Planning, Industry and Environment (NSW DPIE) publishes data on the number of detached and multi-unit dwelling approvals (since July 1991) and net dwelling completions (since July 2012) across Greater Sydney.

This data indicates that in Mosman, between the period July 1991 to November 2019, there were 2,171 dwelling approvals issued at an average rate of around 76 dwelling approvals per year, with the rate fluctuating over time depending on development activity as shown in Figure 4.[12]

Of the dwelling approvals in Mosman over this 28 year period, 73% were for multi-unit housing and 27% for detached dwelling-houses. This ratio has remained consistent over the past few years, and is similar to that within the adjacent North Sydney LGA.

Dwelling approvals refers to gross dwellings, that is, development where a new dwelling or dwellings are created either through knock-down and rebuild, or alterations and additions. For example, a proposal to demolish an existing dwelling house and replace this with a multi-unit housing development comprising six dwellings would be counted as six dwelling approvals.

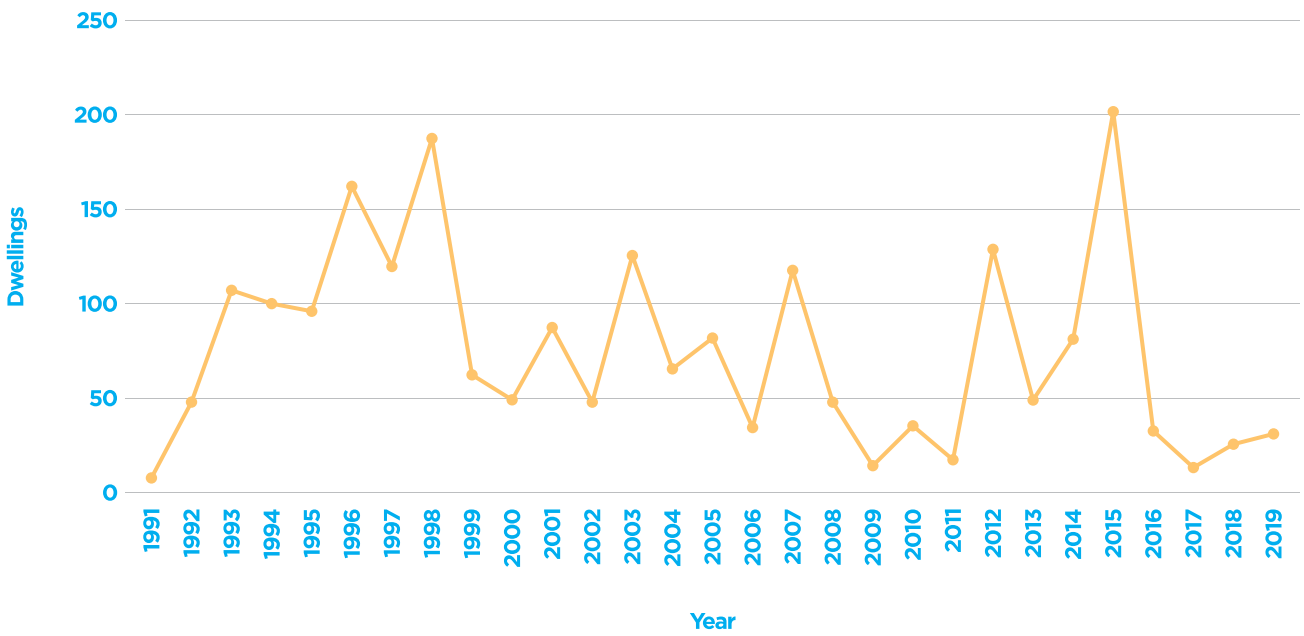


Figure 4 – Dwellings Approved in Mosman, July 1991 to November 2019

[12] NSW Department of Planning, Industry and Environment, Greater Sydney Regional Housing Activity, November 2019

The data is based on development that has received the final approval to construct such as the issue of a construction certificate or complying development certificate.

Between the period July 2012 to November 2019, the NSW DPIE data indicates that there were 303 net dwelling completions in Mosman, at an average rate of 41 dwellings per year, with 90% of these being multi-unit housing. This rate of housing supply is similar to that in other small LGAs within Greater Sydney, such as Hunters Hill (279) and Woollahra (413).

Net dwelling completions refer to the difference between the number of completed dwellings compared to the existing stock, adjusted for demolitions. For example, a proposal to demolish an existing dwelling house and replace this with a multi-unit housing development comprising six dwellings would be counted as five net dwelling completions. The data is based on development where construction has been completed.

It is important to note that NSW DPIE data referred to above does not consider the approval or completion of non-standard types of housing such as granny flats (defined in NSW planning legislation as 'secondary dwellings'), aged care facilities and nursing homes. These housing types exist in Mosman, contributing to housing supply particularly for older residents.

Dwelling type

There is no surplus land in Mosman i.e. no land release areas, and as such all housing growth is in the form of infill development within established residential neighbourhoods or business centres. The NSW DPIE housing data indicates that 90% of all net dwelling completions in Mosman since July 2012 have been for multi-unit housing. This rate is consistent with that in other local government areas within the North District of between 81% to 99% multi-unit housing.

There is no surplus land in Mosman, and as such all housing growth is in the form of infill development in established neighbourhoods.

In Mosman, the nature of housing development tends to be smaller scale, infill development, for example, the demolition of two or three single dwelling-houses and replacement with multi-dwelling housing, the addition of dwellings above shops as part of a mixed use building development within a centre, or the subdivision of land and construction of detached dwelling-houses or dual occupancies.

Future dwelling need

Based on a simple calculation of Mosman's projected population of 31,630 people by 2041, divided by the projected average of 2.27 people per household, up to 13,933 dwellings would be needed in Mosman by 2041 to accommodate the anticipated population. There are currently 13,220 private dwellings in Mosman, so simply subtracting the existing housing stock from the projected dwelling need results in an additional 713 dwellings required by 2041.

The NSW DPIE publishes an 'implied dwelling' projection for each local government area. This is a measure of likely housing demand based on projected population growth and household formation with an adjustment to account for a percent of all dwellings being unoccupied, for example, new occupants have yet to move in, the dwelling is used as a second residence or it is a holiday home. The implied dwelling projection for Mosman in 2016 was 13,780 dwellings and in 2041 is 15,138 dwellings[13]. The difference between these values is 1,358 dwellings.

Housing supply targets

The North District Plan sets five-year housing targets for the District based on the dwelling needs and existing opportunities to deliver supply. These are generally consistent with known housing approvals and construction activity, and largely reflect delivery potential under current planning controls. Mosman's five-year housing supply target for the period July 2016 to June 2021 is 300 additional dwellings, that is, 60 additional dwellings per year. Refer to Figure 5.

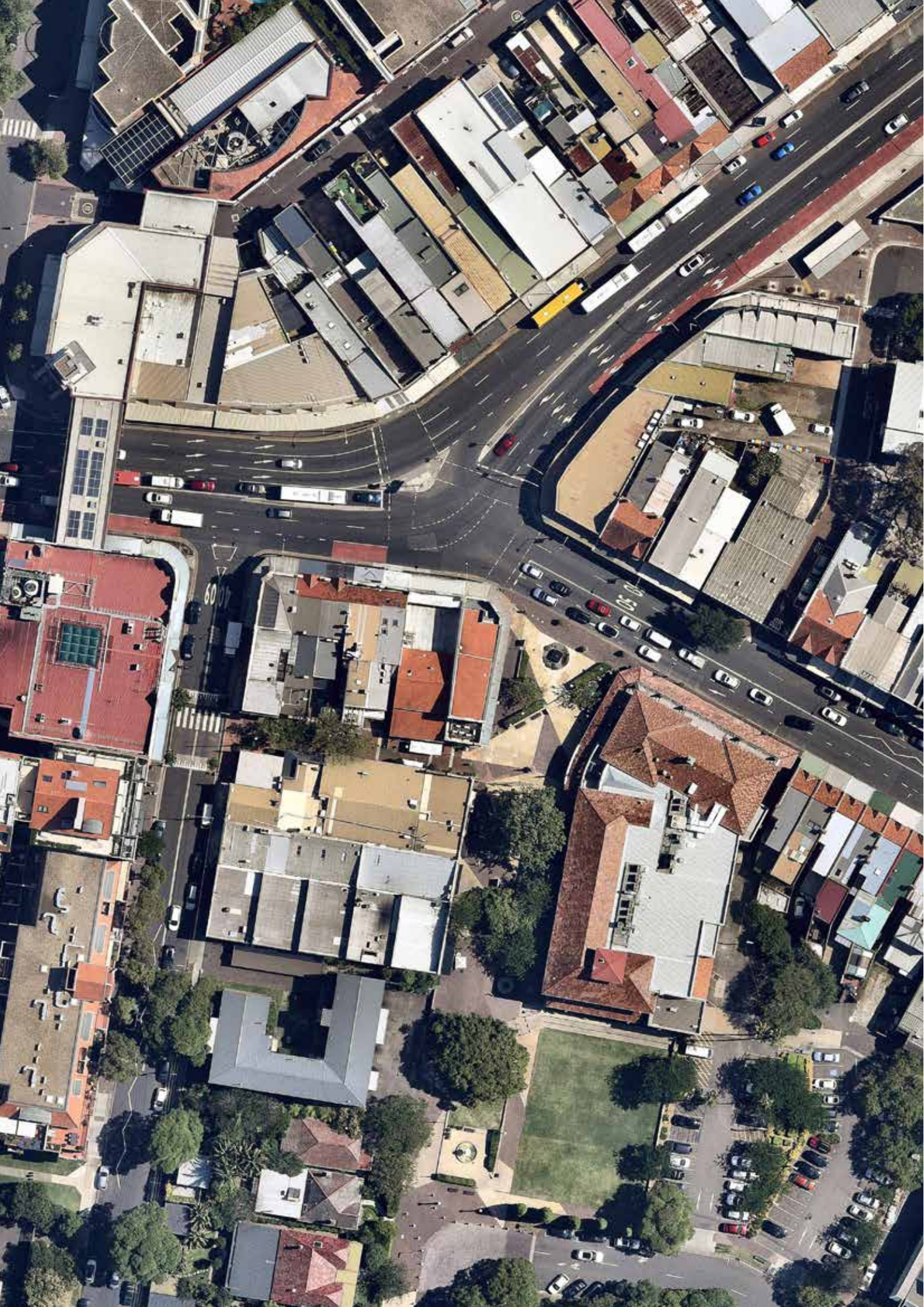
Councils are required to work with the Greater Sydney Commission to develop 6-10 year housing targets for their local government area, and demonstrate their capacity to contribute to their District's 20 year strategic housing target (shown in Figure 5). Much of this additional housing will be focussed within strategic centres, planned precincts and other key growth areas that are identified in the North District Plan, none of which are located within Mosman. As such, and given Mosman's projected low rate of population growth, limited infrastructure capacity and land constraints, it is reasonable that a 6-10 year housing supply target similar to the current target be applied.

[13] NSW Department of Planning, Industry & Environment, 2019 NSW Population Projections, released 12 December 2019

LGA	0–5 year housing supply target: 2016–2021
Hornsby	4,350
Hunter's Hill	150
Ku-ring-gai	4,000
Lane Cove	1,900
Mosman	300
North Sydney	3,000
Northern Beaches	3,400
Ryde	7,600
Willoughby	1,250
North District Total	25,950

District	0–5 year housing supply target: 2016–2021	20 year strategic housing target: 2016–2036
Central City	53,500	207,500
Eastern City	46,550	157,500
North	25,950	92,000
South	23,250	83,500
Western City	39,850	184,500
Greater Sydney	189,100	725,000

Figure 5 – Extract from the North District Plan (left) and Greater Sydney Region Plan (right), Greater Sydney Commission, 2018



2.4

LAND USE OPPORTUNITIES

Unused capacity in existing R3 Medium Density Residential zone

Around 29% of land in Mosman is zoned R3 Medium Density Residential under Mosman LEP 2012, within which multi-dwelling housing, residential flat buildings, dual occupancies and other forms of medium density housing are permitted with consent subject to approval issued by Council through a Development Application. Although there has been a steady rate of redevelopment of land within the R3 zone over recent years, housing capacity modelling undertaken in 2017 found that there remains considerable land within this zone that has not yet been developed for medium density housing. See Section 2.6 of this Strategy.

Unlike in many other council areas, in Mosman there is no minimum lot size required for development, nor a minimum dwelling size, which can be an obstacle to redevelopment. Rather, through good architectural design the redevelopment of small sites is facilitated under Mosman's planning controls, providing flexibility and being responsive to the market. For example, boutique medium density developments of high-quality design and construction are popular in Mosman.

The Low Rise Housing Diversity Code will commence in Mosman on 1 July 2020. The Code will apply to R3 zoned land in Mosman that is not subject to an exclusion under SEPP (Exempt and Complying Development Codes) 2008, allowing the construction of dual occupancies, manor houses and terraces subject to criteria in the Code. Approval can be issued by a Private Certifying Authority as Complying Development. The Code may ultimately apply to up to 1,700 properties in Mosman.

Residential opportunities in Spit Junction local centre

Spit Junction is Mosman's main local centre, situated at the intersection of Spit and Military Roads, with good public transport access and proximity to shops, services and community facilities. Opportunity has been identified within Spit Junction to encourage a viable and vibrant mixed use centre that provides a diversity of retail, commercial, entertainment, civic, community, residential and other uses. Residential development as part of the mixed use of sites is encouraged within the centre, above street level.

A floor space ratio incentives clause in Mosman LEP 2012 encourages the redevelopment of sites in Spit Junction. The local centre is comprised of many small allotments occupied by traditional shopfront terraces, with lots measuring around 110 to 210 square metres in area commonplace. This was identified as a potential impediment to the redevelopment of sites, and in 2012 Council introduced the incentives clause to allow additional floor space on lots which consolidated to a minimum of 1,000 square metres in area. Whilst there has been a steady rate of infill redevelopment within the centre over recent years, there remain many sites which have yet to be developed to the capacity allowable under the LEP.

Mosman Civic Centre site

The Mosman Civic Centre site is a large, Council-owned land holding of around 7,770 square metres located in Spit Junction, at the intersection of Military and Myahgah Roads. The site is zoned B2 Local Centre under Mosman LEP 2012 and currently includes the civic administration building, library, youth and seniors centres, carparks, village green and leased retail and residential units. The site represents considerable potential for additional housing, and Council has during recent years given consideration to the redevelopment of the site to provide improved civic facilities funded by additional residential units.

Business zones elsewhere along Spit and Military Roads

There are a number of sites within the Cremorne Junction and Mosman Junction local centres, and within the Military Road Corridor Business Centre, with available capacity for additional housing. Residential development is permitted within all Mosman business zones as part of a mixed use development, for example, ground floor commercial or retail premises with dwellings above street level. The scale of development permitted is dependent upon the zone of the land – B1 Neighbourhood Centre, B2 Local Centre or B6 Enterprise Corridor.

Refer to Figure 6.

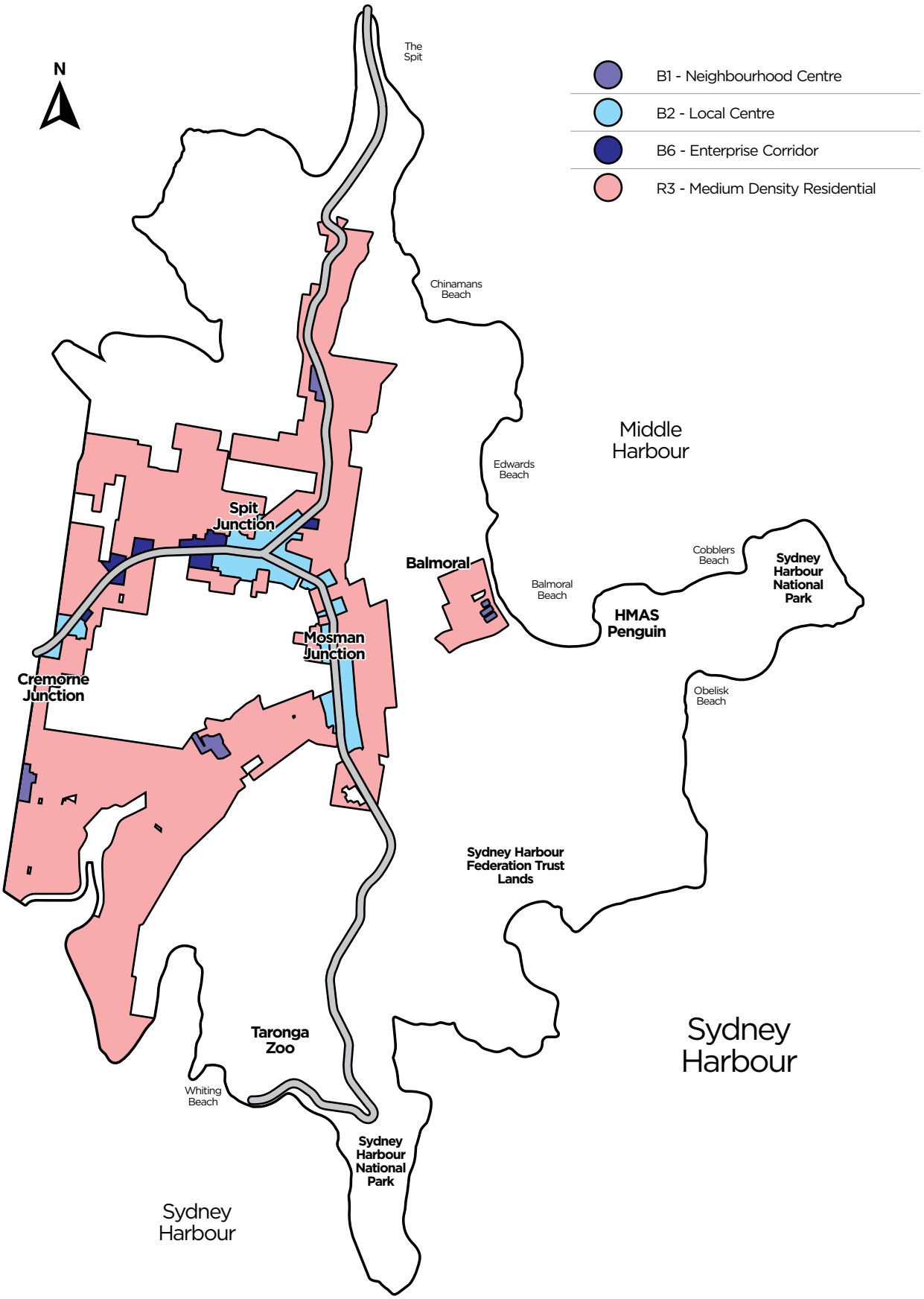


Figure 6 - Opportunity for additional housing within existing R3, B1, B2 and B6 zones

2.5 LAND USE CONSTRAINTS

Limited available land

Mosman is a small municipality measuring 8.5 square kilometres in area. Of this, 5.4 square kilometres or 63.2% is zoned for residential use with a further 0.2 square kilometres or 2.1% zoned for business use within which residential development is permitted as part of the mixed-use of sites. Roads account for around 25% of these areas, so a more realistic figure of the developable land in Mosman zoned residential and business is approximately 4.2 square kilometres.

The remaining 34.7% of land in Mosman is zoned for special uses, recreation and environmental conservation, with large areas utilised by the Commonwealth Government for HMAS Penguin, Taronga Zoo, the Sydney Harbour Federation Trust and Sydney Harbour National Park.

Heritage significant land

There are over 500 Heritage Items and 13 Heritage Conservation Areas comprising 1,309 lots listed in Mosman LEP 2012. Mosman's heritage includes buildings, monuments, gardens, bridges, landscapes, archaeological sites, streets and conservation areas. These items and areas clearly define the early occupation of the land and stages of European settlement in Mosman from the earliest days of the colony in the 1700s to the beginning of the twentieth century. Significant Aboriginal places are largely located within Sydney Harbour National Park in Mosman's south and east.

Environmentally sensitive land

Mosman's topography, harbour location, national parks and other bushland contribute to the area's special sense of place, yet also results in some land being environmentally sensitive and unsuitable for a higher density of development. Land in Mosman is subject to:

- Bushfire - Around 30% of land in Mosman (2.6 square kilometres) is bushfire prone land. This includes land in the vicinity of national parks and other bushland at Middle Head, Mosman Bay and near The Spit.
- Acid Sulphate Soils - Land around Balmoral, Chinamans Beach, Little Sirius Cove, Mosman Bay and Quakers Hat Bay may potentially be affected by acid sulphate soils. The disturbance of soil in such areas may result in environmental damage. Around 7% of land in Mosman (0.6 square kilometres) is affected.
- Coastal sensitive land – Mosman has 22 kilometres of irregular shoreline to Sydney and Middle Harbours, comprising 89% of the municipal boundary. Residential zoned land extends to the harbour around Mosman Bay, Curraghbeena Point, Little Sirius Cove, Wyargine Point, Shell Cove, Reddy Bay and Quakers Hat Bay. Such land may be subject to coastal processes.
- Scenic Protection Area – The 60 metre contour line has been identified in strategic planning studies as being a benchmark for significant views to and from Sydney and Middle Harbours. All foreshore land in Mosman up to this contour line is identified as being within the Mosman Scenic Protection Area. This encompasses 59% of Mosman's land area (5 square kilometres).
- Steep topography – Mosman's topography is varied, with the land rising uniformly in fairly well-defined ridges to converge as a central plateau, interspersed with natural bushland foreshore slopes. The steeply sloping terrain in some areas is a constraint to development.
- Littoral rainforest – Littoral rainforest is rare and identified as an endangered ecological community in NSW. There are several small stands of littoral rainforest in Mosman including within Lawry Plunkett Reserve, Clifton Gardens Reserve, Sirius Park and Sydney Harbour National Park. A buffer is identified around these areas encompassing residential land.

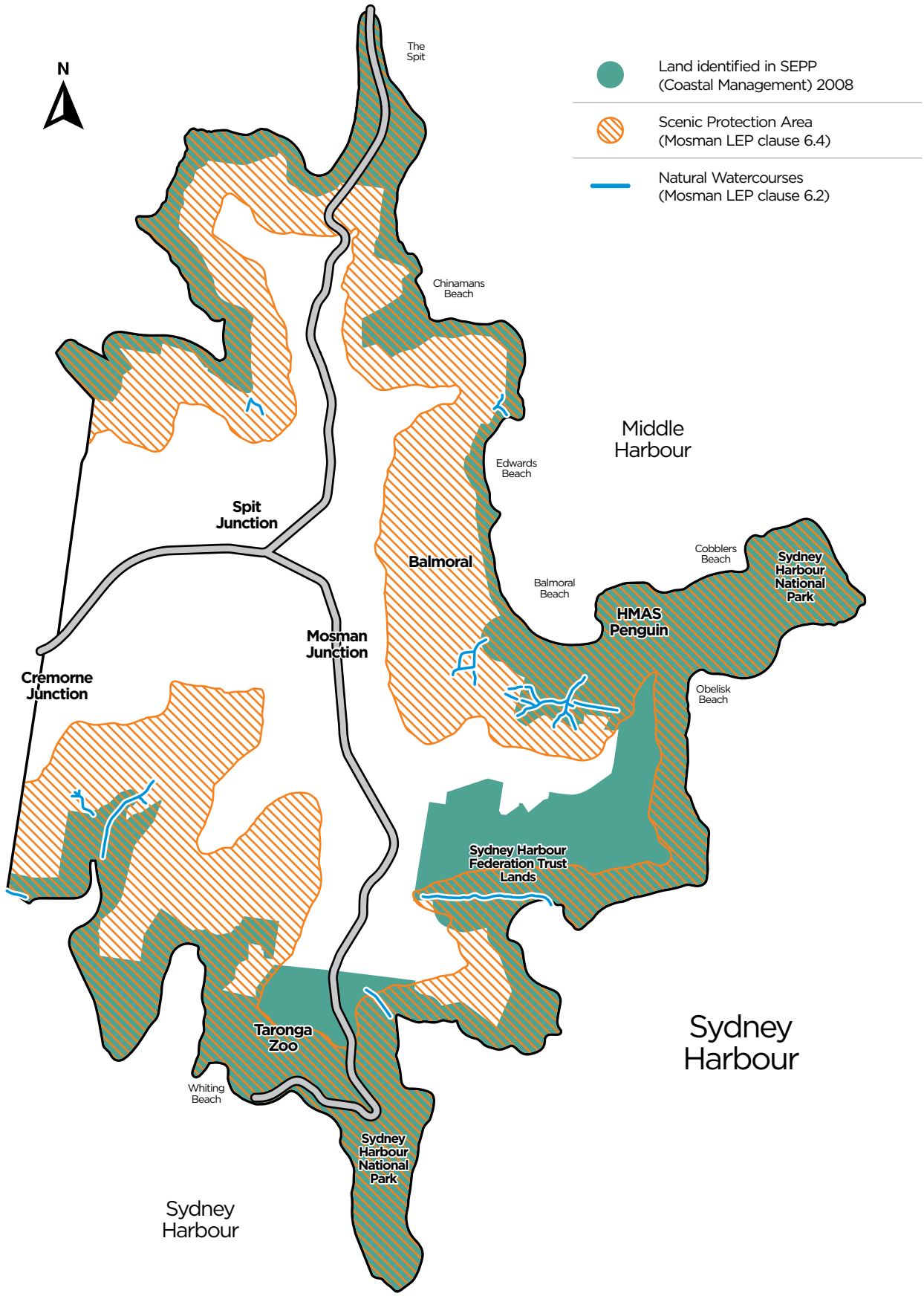


Figure 7 - Coastal Sensitive Lands

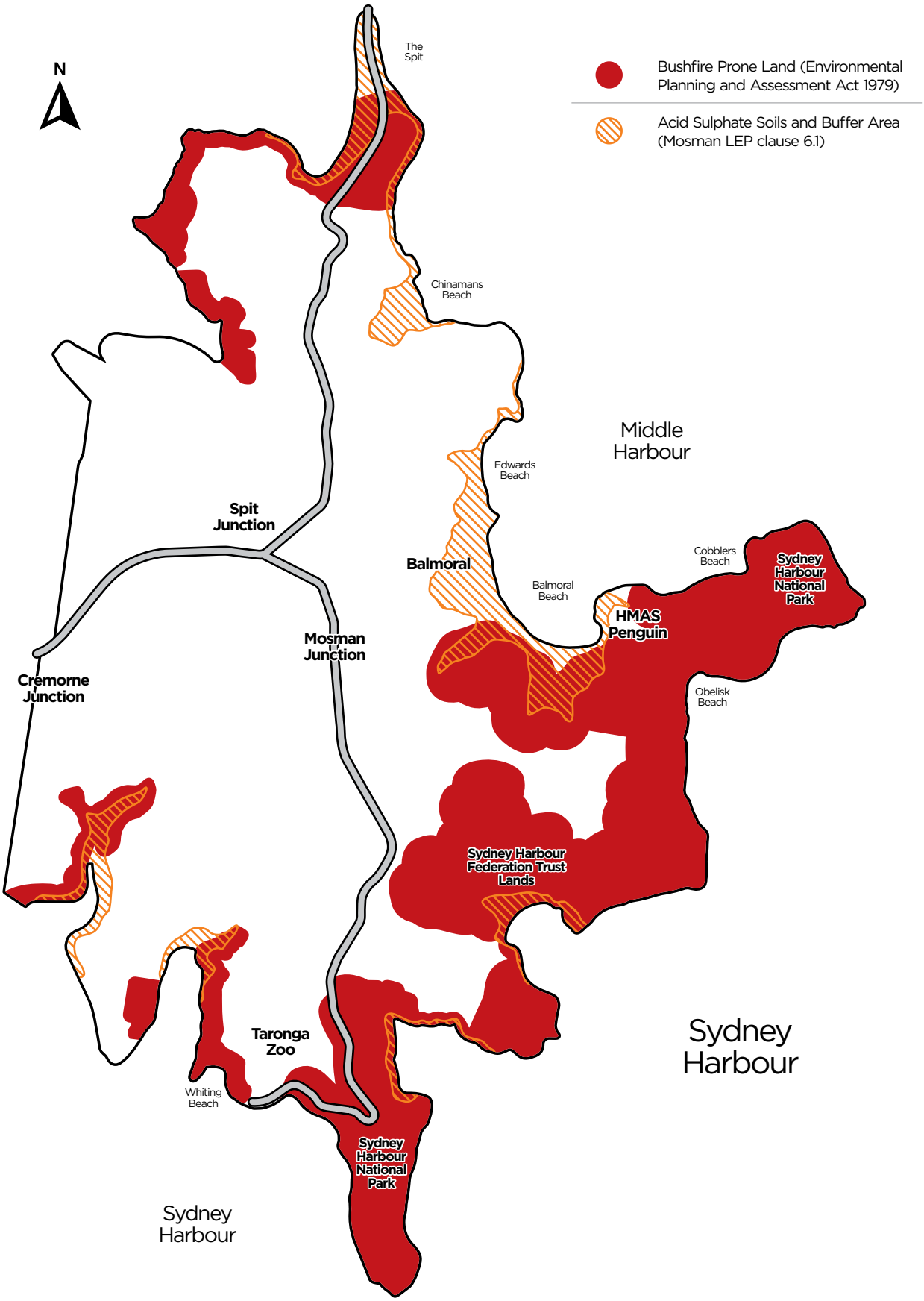


Figure 8 - Natural Hazards

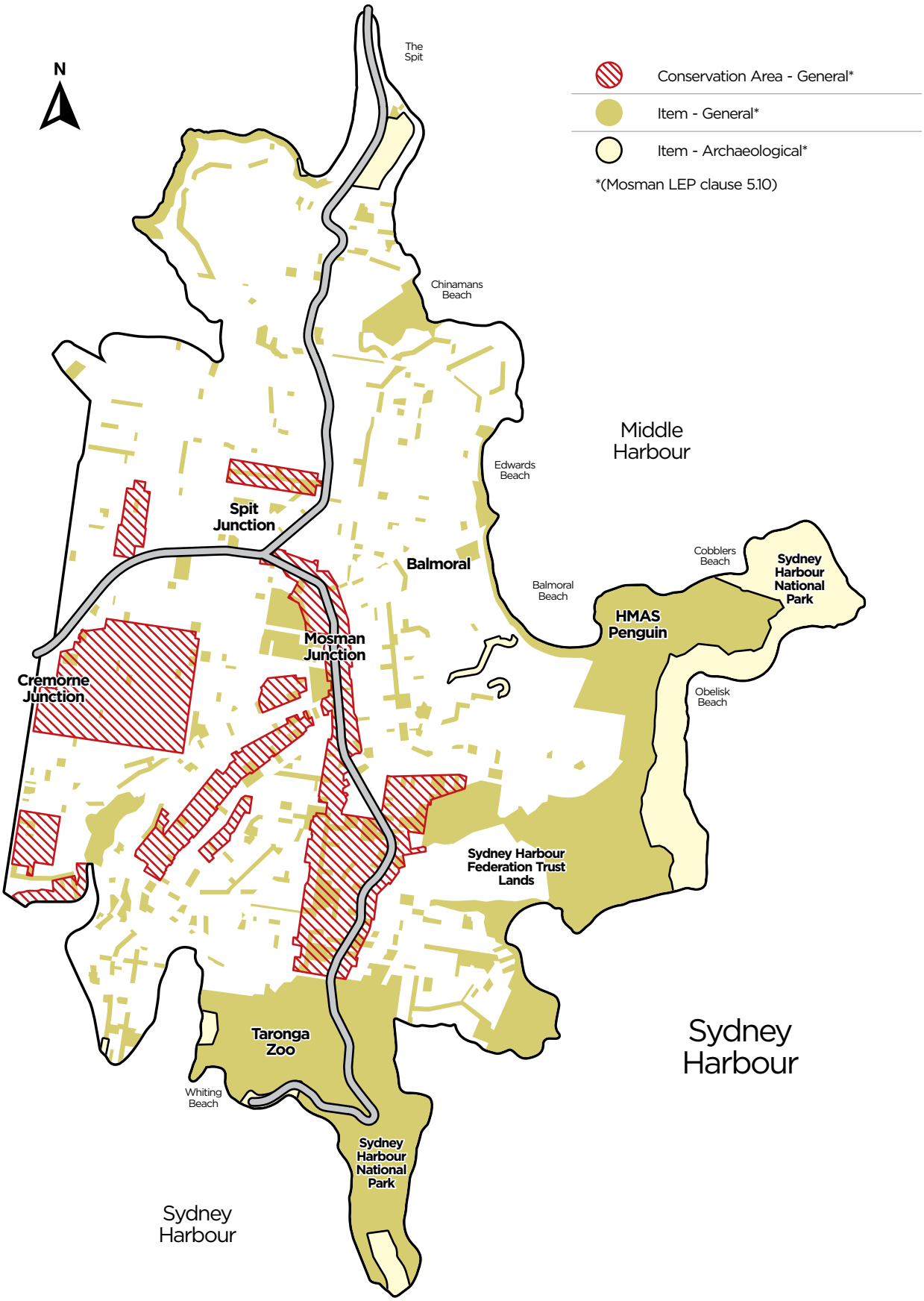


Figure 9 - Heritage

Traffic and parking

Mosman experiences severe traffic congestion on both Military and Spit Roads. Much of this problem stems from these roads being the major arterial routes into the Sydney CBD from the Northern Beaches. In 2018, Council commissioned traffic consultants Cardno to model three scenarios for future development in the Spit Junction and Mosman Junction local centres:

1. An historical rate of housing growth i.e. aligned with that observed in the last 10 years;
2. Growth to the maximum allowable capacity under Mosman LEP 2012; and
3. Growth beyond the LEP i.e. considering increased density within Spit Junction.

The Cardno study found that Spit and Military Roads operates at its maximum traffic capacity during peak periods currently, and that there is no more capacity to accommodate additional traffic during the AM peak hour [14]. The road network would not be able to accommodate traffic demand generated by Scenarios 2 or 3, and for any of these scenarios to be feasible from a transport infrastructure perspective, a significant shift from private vehicle trips to alternative modes, such as public transport, walking and cycling, would need to take place.

Cardo noted further that:

> ***The pressure on the road network and lack of alternative routes pose a challenge to potential increases to development density, which is likely to add additional demands on an already strained network.***

The NSW Government's Future Transport 2056 has earmarked the construction of the Western Harbour Tunnel and Beaches Link. The Tunnel would extend from Cammeray to Seaforth/ Balgowlah crossing under Middle Harbour, by-passing Mosman, improving car and bus journey times between the Northern Beaches and North Sydney / Sydney CBD.[15] If constructed, the Tunnel would not be completed until 2026.

Parking difficulties occur in many residential streets close to commercial activities and public transport. Traffic generating regional attractors such as Taronga Zoo, Balmoral Beach, The Spit and Clifton Gardens further limit the capacity of the road system to absorb additional traffic from residential development.

[14] Cardno, *Spit Junction Town Centre and Military Road Traffic Study*, May 2018

[15] NSW Government, *Beaches Link Project Update*, August 2018

Land ownership patterns

Mosman has many small lots with fragmented ownership. This is primarily the result of intensive development which occurred at the end of the 19th century and established the pattern of subdivision and estate development which still characterises Mosman today. Terraces and semi-detached dwellings on small lots are a prevalent form of housing in Mosman. Over 65% of Mosman's existing housing stock is comprised of medium and high-density dwellings, much of which is strata-titled.

High land value

The value of land in Mosman is high compared with the rest of Sydney. Recent median house sale figures are outlined in Section 2.2 of this Strategy above. This is a constraint to redevelopment, limits housing choice for low income earners and directly influences the population characteristics.

Capacity of other infrastructure

A 2015 study of Mosman's open space and recreational needs found that public open space in the municipality is at or near capacity given high demand and limited space for growth.[16] Further, Mosman's stormwater drainage system does not have the capacity to cope with further demand, necessitating the on-site detention of stormwater.

Traffic congestion on Spit Road, Mosman, during the morning peak. Source: The Daily Telegraph, 6 October 2016

[16] Mosman Open Space Recreational Needs Assessment, adopted by Council 6 October 2015

2.6

ANALYSIS OF THE EVIDENCE-BASE

Housing Supply Gaps

The following table summarises projected population growth and housing supply trends in Mosman.

Mosman - By 2041	
Projected population	31,630 people
Population growth (since 2016)	1,370 additional people
Average household size	2.27 people per household
Likely dwelling demand (simple calculation)	713 additional dwellings
Implied dwelling requirement	1,358 additional dwellings
Assumed housing supply based on current trends	1,025 to 1,300 additional dwellings
Assumed housing supply gap	-312 to 58 dwellings

Table 2: Mosman 2041 Population and Housing Summary

Mosman is projected to have minimal population growth over the next 25 years, with an additional 1,370 people residing in Mosman by 2041. As noted in Section 2.3 of this Strategy, based on a simple calculation considering the projected population and average household size, minus existing dwelling stock, around 713 additional dwellings would be required in Mosman by 2041 - or considering the NSW DPIE's 'implied' dwelling requirement, up to 1,358 additional dwellings may be required.

Housing supply in Mosman has fluctuated over time. Housing data issued by the NSW DPIE and summarised in Section 2.3 of this Strategy indicates that there are around 76 dwelling approvals (gross) per year in Mosman, and 41 dwelling completions (net). The difference in these figures can be explained by the fact that not all approvals issued would contribute additional (net) housing (that is, demolition and rebuild of a single dwelling house results in no additional supply), and approval being granted but construction does not go ahead for financial or other reasons. This data does not take into account non-standard housing supply, such as granny flats, aged care homes and nursing homes, as noted in Section 2.3 of this Strategy.

Housing supply forecast data from the NSW DPIE indicates that Mosman's housing supply is on track to deliver 260 additional dwellings between July 2016 to June 2021[17], a deficit of 40 dwellings needed to meet its 0-5 year housing supply target (refer to Section 2.3). It is evident, however, that this target is higher than the likely dwelling demand based on revised population projections issued by the NSW DPIE in December 2019. These projections indicate that Mosman may accommodate an additional 1,370 people by 2041, which as noted above would result in a likely dwelling demand of 713 to 1,358 additional dwellings over a 25-year period (2016 to 2041), that is, 143 to 272 additional dwellings over a five-year period, which is generally consistent with the current rate of supply.

The current housing supply delivery rate of 260 dwellings over this 0-5 year period (2016-2021) equates to a rate of 52 dwellings per year – higher than the average supply rate since 2012 of 41 dwellings per year. Therefore, assuming a rate of housing supply in Mosman of between 41 to 52 dwellings per year, by 2041 Mosman would be on track to deliver between 1,025 to 1,300 additional dwellings. This would result in either no housing supply gap, or a gap of 58 dwellings.

[17] NSW Department of Planning, Industry and Environment, Housing Supply Forecast, 2019

Identifying Areas with Development Capacity

Modelling undertaken by Council in 2017 considered whether there is the capacity for additional housing in Mosman under the existing zoning and development standards set by Mosman LEP 2012. The model was applied to:

- Land in zoned R3 Medium Density Residential, B1 Neighbourhood Centre, B2 Local Centre or B6 Enterprise Corridor, that is, within which medium density housing is a permitted use, and
- Excluding heritage items, strata titled properties and properties that are unlikely to be redeveloped such as existing multi-dwelling developments and properties with a high capital value of improvements.

Based on this model, the net dwelling capacity was found to be 2,196 dwellings. While this is theoretically possible under the current LEP, additional factors such as recent high value dwelling house completions or alterations and additions would exclude some sites in the shorter term. The model found that a more realistic figure with these limitations would be 1,886 additional dwellings.[18]

Housing capacity modelling has found that realistically existing R3, B1, B2 and B6 zones in Mosman have the capacity to accommodate 1,886 additional dwellings.

The NSW DPIE has also undertaken housing capacity modelling. Data issued by the NSW DPIE in 2019 estimates that an additional 2,910 dwellings could theoretically be built in Mosman if every lot was developed or redeveloped to the maximum extent allowed under the current planning controls (excluding heritage sites, sites that are strata titled, and certain community and other uses).[19] Most of this dwelling supply would be within Mosman's R3, B1, B2 and B6 zones. The difference between the capacity noted by DPIE and Council's model arises from the benefit of local knowledge on recent housing renovations and completions, properties that would be unlikely to be developed and other fine grained analysis carried out by Council.

Ultimately, the decision to redevelop a parcel of land is at the discretion of the owner of the land. Factors such as development feasibility, highest and best use of a site, fragmented ownership of land and personal motivation to sell all influence how many additional dwellings will be delivered.

[18] Report EP/33 Current Capacity to Support Five Year Housing Target, Council Meeting 4 July 2017

[19] NSW Department of Planning and Environment, Sydney Metropolitan LGA Data Information Pack - Mosman, 2019

THE PRIORITIES

3.1 LOCAL HOUSING STRATEGY OBJECTIVES
3.2 LAND USE PLANNING APPROACH
3.3 MECHANISMS TO DELIVER THE STRATEGY
3.4 EVALUATION

3

3.1

LOCAL HOUSING STRATEGY OBJECTIVES

The objectives of this Strategy are to:

1. Identify the right locations for housing growth, appropriate to environmental and infrastructure constraints.

2. Maintain housing choice to meet population needs.

3. Facilitate housing for an ageing population

4. Encourage development that maintains or enhances local neighbourhood character and resident amenity.

5. Inform housing affordability issues.

Council's land use planning approach to achieve each of these objectives is set out in Section 3.2 of this Strategy that follows.

3.2

LAND USE PLANNING APPROACH

3.2.1 Identify the right locations for housing growth, appropriate to environmental and infrastructure constraints.

Mosman's landform and natural hazards, along with the location, function and capacity of infrastructure, public transport and centres, all influence the density, type and scale of housing. Council's long-established approach to identifying the right locations for housing growth has been to:

- Focus housing growth in areas that meet one or more of the following criteria:
  - Along Mosman's ridgeline and adjacent level land, generally within the vicinity of Spit and Military Roads;
  - In the vicinity of the Mosman, Cremorne and Spit Junction local centres, and neighbourhood centres of Parriwi Junction, Avenue Road and Spofforth Street; and
  - In the vicinity of commuter ferry wharves in Avenue Road and Musgrave Street; and
- Retain the low-density residential areas, generally located within steep sloping land to the harbour, identified as environmentally sensitive and/or of heritage significance.

This land use planning approach is embodied in the objectives, land use zones and development standards of Mosman LEP 2012. Areas within which housing growth is to be focused are zoned R3 Medium Density Residential, B1 Neighbourhood Centre, B2 Local Centre or B6 Enterprise Corridor, with other areas generally unsuitable for an increased density of housing zoned R2 Low Density Residential. The Land Use Zoning Map in Figure 10 on the adjacent page illustrates these areas.

This approach is explained in more detail below.

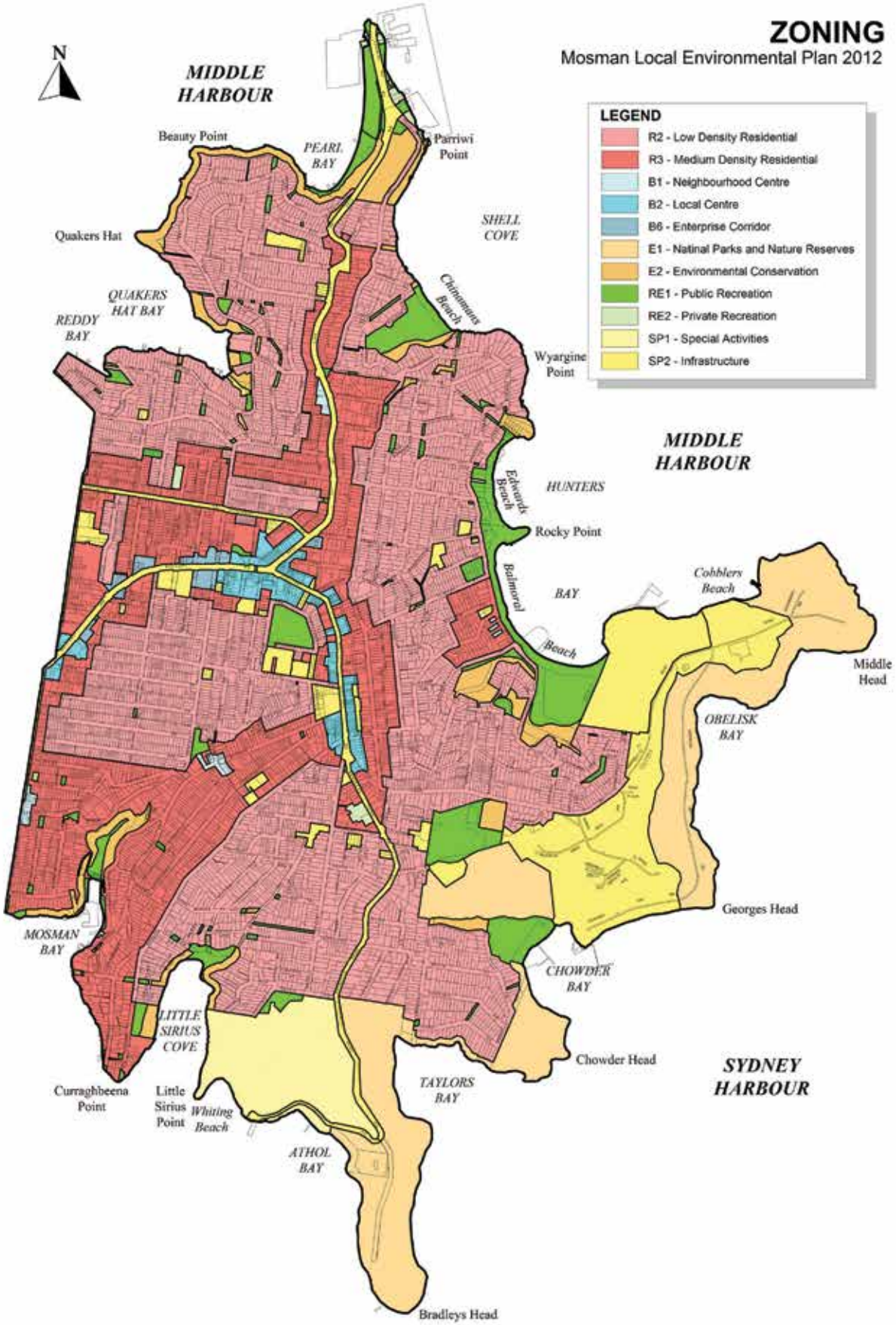


Figure 10 - Mosman LEP 2012 Zoning Map

Medium density zones

Mosman's R3, B1, B2 and B6 zoned lands are suitable as a focus for housing growth as generally this land:

1. Provides access to the arterial road network and/or public transport –
   - The Spit and Military Roads arterial road corridor carries a large volume of traffic from the Northern Beaches through Mosman to the city and beyond.
   - The B-Line Mona Vale to City rapid bus service operates along this corridor with a bus stop located at Spit Junction.
   - Commuter wharves in Avenue Road and Musgrave Street provide ferry access between Mosman and Circular Quay.
2. Is in close proximity to shops, services, facilities and employment opportunities –
   - Mosman's three local centres of Spit Junction, Cremorne Junction and Mosman Junction are located along Spit and Military Roads, providing a range of food and grocery shops and other retail uses, commercial uses, medical services and community facilities.
   - Commercial businesses are located within the Military Road enterprise corridor west of Spit Junction, providing services and employment opportunities.
   - Parriwi Junction neighbourhood centre to the north of Spit Junction provides goods and services to meet local community needs, as do neighbourhood centres in Spofforth Street and Avenue Road.
3. Has a lack of environmental constraints –
   - Generally such land is located along the ridgeline with a relatively flat topography. Intensive development occurred in this most accessible area of Mosman at the end of the 19th century, and this established pattern of subdivision and estate development still characterises Mosman today.
   - This area is generally free from environmental constraints such as bushfire, coastal processes and acid sulphate soils.

Land zoned R3, B1, B2 and B6 occupies 1.8 square kilometres of land in Mosman, or around 21.3% of Mosman's land area. Over 65% of all housing stock in Mosman is medium and high-density dwellings, much of which would be located within these zones.

The objectives of the R3, B1, B2 and B6 zones contained within the LEP and of relevance to housing are:

- Zone R3 Medium Density Residential:
  - To provide for the housing needs of the community within a medium density residential environment.
  - To provide a variety of housing types within a medium density residential environment.
  - To provide for housing that is compatible with the desired future character of the area in terms of bulk, height and scale.
  - To encourage residential development that has regard to local amenity and, in particular, public and private views.
- Zone B1 Neighbourhood Centre and B2 Local Centre:
  - To encourage residential development as part of the mixed use of sites.
- Zone B6 Enterprise Corridor:
  - To provide for residential uses, but only as part of a mixed use development.
  - To ensure a reasonable level of residential amenity within sites in terms of noise, air quality and outdoor landscaped open space.

A mix of housing types are permitted with consent in the R3, B1, B2 and B6 zones under the LEP and State policies that apply in Mosman. In total, there are 14 different types of housing permitted within these zones, shown in Table 3 below.

Dwelling Type	Zone R3 Medium Density Residential	Zone B1 Neighbourhood Centre	Zone B2 Local Centre	Zone B6 Enterprise Corridor
Attached dwellings	✓			
Boarding houses	✓	✓	✓	✓
Dual occupancies	✓	✓	✓	✓
Dwelling houses	✓	✓	✓	
Group homes	✓	✓	✓	✓
Hostels	✓	✓	✓	✓
Manor houses	*			
Multi-dwelling housing	✓	✓	✓	✓
Multi-dwelling housing (terraces)	*			
Residential flat buildings	✓	✓	✓	✓
Secondary dwellings	*			
Semi-detached dwellings	✓	✓	✓	✓
Seniors housing	✓	*	*	*
Shop-top housing		✓	✓	✓

*State policies apply may permit additional housing types. The Low Rise Medium Density Housing Code will commence in Mosman from 1 July 2020 permitting manor houses, multi-dwelling housing (terraces) and dual occupancies on certain land under SEPP (Exempt and Complying Development Codes) 2008. SEPP (Affordable Rental Housing) 2009 applies in Mosman permitting secondary dwellings (i.e. granny flats) on residential zoned land. Similarly, seniors housing may be permitted on certain land under SEPP (Housing for Seniors or People with a Disability) 2004.

Table 3 - Diversity of housing types permitted under Mosman LEP 2012 and State policies

Sites within Spit Junction and in the vicinity of Spit and Military Roads tend to have a higher development capacity given their proximity to shops, services, employment opportunities and public transport.

Within the B1, B2 and B6 zones, and certain R3 zones located along Spit and Military Roads, development is permitted to a maximum building height of 11 to 15 metres and floor space ratio of 1:1 to 3:1 under the LEP, depending on the site location. As noted in Section 2.4 of this Strategy, in 2012 Council introduced a development incentives clause into the LEP to encourage the amalgamation of lots and development of larger sites in Spit Junction. Clause 4.4B enables a floor space ratio up to 3:1 on sites provided lots amalgamate to a minimum 1,000 square metres of site area, and meet other criteria set out in the clause. A maximum building height of 15 metres (5 storeys) applies under the LEP.

In other R3 zones not along Spit and Military Roads, development is permitted up to a maximum building height of 8.5 metres and floor space ratio ranging between 0:55 to 0.7:1.

There are 14 different types of housing permitted with consent in Mosman, providing housing diversity and choice to residents.

There is no minimum lot size for development within any zone in Mosman providing flexibility for smaller infill developments. Within the R3 zone, the minimum lot size for the (torrens) subdivision of land is 700 square metres, however if a dwelling-house or semi-detached dwelling is to be erected on the lot the minimum lot size for subdivision is 300 square metres. There is no minimum lot size for subdivision within Mosman's business zones. Refer to the Appendix for LEP Maps for lot size, building height and floor space ratio.

As noted within Section 2.6 of this Strategy, housing capacity modelling has found that although there has been a steady rate of redevelopment of land within the R3, B1, B2 and B6 zones over recent years, there remains considerable land that has not been developed for medium density housing, with up to 1,886 additional dwellings realistically able to be built within these zones.

Traffic congestion remains a significant issue in Mosman. The 2018 Cardno traffic study (see Section 2.4) noted that the current road network would not be able to accommodate traffic demand generated by housing growth to the maximum allowable capacity under Mosman LEP 2012, or beyond. The proposed Western Harbour Tunnel and Beaches Link offers the opportunity to revitalise the Spit-Military Roads Corridor and improve amenity for residents and businesses, reduce traffic congestion and facilitate greater access for cycling, walking and public transport. If constructed, the Tunnel would not be due for completion until 2026. Collaboration with North Sydney Council, the NSW Government and the community in revitalising the corridor is a key action within the Council's Local Strategic Planning Statement.

Low density zone

Mosman's low density residential areas are generally located within the more outlying areas of the municipality, such as on lands sloping away from the ridge to the harbour around Balmoral, Clifton Gardens, Pearl Bay and Sirius slopes, and within estate developments established at the end of the 19th century such as at Bradleys Head and the Glover and Nathan's Estate.

Mosman's topography, harbour location and extent of national parks and other bushland contribute to the area's special sense of place, and results in considerable land being identified as environmentally sensitive or of significance and unsuitable for a higher density of development, as noted in Section 2.4 of this Strategy. Much of Mosman's low density residential areas are identified as being within an area affected by one or more of the following:

- acid sulphate soils,
- bushfire,
- coastal sensitivity,
- littoral rainforest buffer,
- scenic significance,
- steep topography.

The extent of land zoned R2 Low Density Residential under Mosman LEP 2012 is shown in Figure 10. Land affected by these hazards is illustrated in Figures 7 and 8, along with heritage in Figure 9.

Much of Mosman's low density residential zoned lands are subject to natural hazards and unsuitable for a higher density of development.

Land zoned R2 occupies 3.8 square kilometres of land in Mosman, or around 44.1% of Mosman's land area. Around 33.6% of all housing stock in Mosman is detached dwelling-houses, most of which would be located within this zone. In recent years there has been a decline in the number of detached dwelling-houses throughout Mosman as more are demolished for infill medium density development within the R3 zone. As a result, it is important that Mosman's R2 zoned lands be retained and protected to ensure housing diversity and the retention of detached dwelling housing stock to cater for community needs.

The objectives of the R2 zone contained within the LEP and of relevance to housing are:

- Zone R2 Low Density Residential:
  - To provide for the housing needs of the community within a low density residential environment.
  - To retain the single dwelling character of the environmentally sensitive residential areas of Mosman.
  - To maintain the general dominance of landscape over built form, particularly on harbour foreshores.
  - To ensure that sites are of sufficient size to provide for buildings, vehicular and pedestrian access, landscaping and retention of natural topographical features.
  - To ensure that development is of a height and scale that seeks to achieve the desired future character.
  - To encourage residential development that maintains or enhances local amenity and, in particular, public and private views.
  - To minimise the adverse effects of bulk and scale of buildings.

Housing types permitted with consent in this zone are shown in Table 4.

Land in Mosman's R2 zones is subject to a maximum allowable building height of 8.5 metres and floor space ratio of 0.5:1 under the LEP, with 0.4:1 for that part of a site exceeding 700 square metres in area. The minimum lot size for land subdivision varies depending on the land location and conditions:

- 700 square metres applies to most low density residential sites;
- 930 square metres applies to significant foreshore sites including those subject to a foreshore building line;
- 450 square metres applies to sites with an established pattern of small lot subdivision, with the LEP permitting subdivision on such land for the purpose of a semi-detached dwellings to minimum 230 square metres

Refer to the Appendix for LEP Maps for lot size, building height and floor space ratio, as well as natural hazard, heritage and other maps.

Dwelling Type	Zone R2 Low Density Residential
Attached dwellings	
Boarding houses	✓
Dual occupancies	
Dwelling houses	✓
Group homes	✓
Hostels	
Manor houses	
Multi-dwelling housing	
Multi-dwelling housing (terraces)	
Residential flat buildings	
Secondary dwellings	*
Semi-detached dwellings	✓
Seniors housing	*
Shop-top housing	

*State policies apply may permit additional housing types. SEPP (Affordable Rental Housing) 2009 applies in Mosman permitting secondary dwellings (i.e. granny flats) on residential zoned land. Similarly, seniors housing may be permitted on certain land under SEPP (Housing for Seniors or People with a Disability) 2004.

Table 4 - Housing types permitted with consent under Mosman LEP 2012.

3.2.2 Maintain housing choice to meet population needs.

There are 13,220 dwellings in Mosman comprising a mix of:

- dwelling houses,
- semi-detached dwellings,
- dual occupancies,
- dwellings in residential zones in medium and high rise buildings (i.e. attached dwellings, boarding houses, multi dwelling housing, residential flat buildings, seniors housing), and
- dwellings in commercial areas as part of mixed-use developments (i.e. shop-top housing)

Over 65% of Mosman's housing stock is medium or high density dwellings, compared with 40% in Greater Sydney. In recent years there has been overall growth in medium and higher density dwellings in Mosman compared with other housing types, and a decline in the number of detached dwelling-houses. This has mostly occurred within business centres and on surrounding residential land and is to be expected, for example, as detached dwelling houses are demolished and replaced with multi-dwelling housing, residential flat buildings and the like, and shop-top housing is constructed in business centres. Since July 2012, 90% of all net dwelling completions in Mosman have been for multi-unit housing.

Over 65% of Mosman's existing housing stock is medium and high-density dwellings, and this proportion is increasing as houses are demolished and replaced with multi-unit housing development.

Mosman's population contains a mix of households, including lone person, couples with and without children, single parent families and others, all with differing housing needs. Couples with children and intergenerational families may, for example, seek a larger detached dwelling house of 4 or 5 bedrooms with a backyard, whereas couples and people living alone may prefer smaller accommodation such as a 1 or 2 bedroom dwelling within an apartment or a semi-detached dwelling. Similarly, older residents may seek to downsize within their community to accommodation that is smaller, low-maintenance and accessible.

A diversity of housing types are permissible in Mosman under Mosman LEP 2012 and State policies that apply in the municipality. The NSW Government's Standard Instrument legislation identifies a broad range of land use terms that a council may elect to identify within their LEP as permissible uses, including 13 separately defined land use terms for residential accommodation. Of these, all but one are listed as permissible uses within Mosman LEP 2012 (the one that is not permissible is "rural worker's dwelling" as there are no rural lands in Mosman). Additional types of housing are permissible under State Government policies such as SEPP (Exempt and Complying Development Codes) 2008, SEPP (Affordable Rental Housing) 2009 and SEPP (Housing for Seniors or People with a Disability) 2004. Overall, there are 14 different types of housing permissible in Mosman, facilitating housing choice. Refer to Box 2 on the following page for an explanation of these permissible housing types.

Housing choice is an important influence in housing affordability. A diversity of housing types, sizes and price points can help improve affordability as evident by the considerable difference in the cost of housing purchase and rent for different housing types, outlined in Section 2.2 of this Strategy. The number of bedrooms within a dwellings is also an important influence on housing price as demonstrated.

The following is a summary of the different types of housing that are permissible in Mosman. For the complete definition of land use terms, refer to Mosman LEP 2012 or relevant State policy.

- **Attached dwelling** – a building containing 3 or more dwellings that are attached to another by a common wall, on their own lot of land, and not located above any part of another dwelling.
- **Boarding house** – a building providing lodgings for 3 months or more that may have shared facilities such as a communal living room, bathroom, kitchen or laundry.
- **Dual occupancy** – 2 dwellings on one lot of land that may be attached to each other or detached.
- **Dwelling house** – a building containing only one dwelling.
- **Group home** – a dwelling occupied as a single household providing accommodation for people with a disability, with social disadvantage, for drug or alcohol rehabilitation purposes, a half-way house or refuge.
- **Hostel** – premises generally staffed by social workers or support providers, at which accommodation is provided, and cooking, dining, laundering, cleaning and other facilities are provided on a shared basis.
- **Manor house** – a residential flat building containing 3 or 4 dwellings, where each dwelling is attached to another by a common wall or floor, at least 1 dwelling is partially or wholly located above another, and the building contains no more than 2 storeys (excluding any basement).
- **Multi dwelling housing** – 3 or more dwellings whether attached or detached on one lot of land, each with access at ground level (but does not include a residential flat building).
- **Multi dwelling housing (terraces)** – multi dwelling housing where all dwellings are attached and face, and are generally aligned along, 1 or more public roads.
- **Residential flat building** – a building containing 3 or more dwellings, but does not include an attached dwelling or multi dwelling housing.
- **Secondary dwelling** – a small, self-contained dwelling established in conjunction with another dwelling, on the same lot of land (i.e. a granny flat). Restrictions in size apply.
- **Semi-detached dwelling** – a dwelling on its own lot of land and attached to only one other dwelling.
- **Seniors housing** – a building or place used to accommodate seniors or people who have a disability.
- **Shop top housing** – one or more dwellings located above ground floor retail premises or business premises.

(Note – a **dwelling** is a room or suite of rooms occupied or used or so constructed or adapted as to be capable of being occupied or used as a separate domicile.)

Box 2: Housing types permitted in Mosman under Mosman LEP 2012 and State policies.

3.2.3 Facilitate housing for an ageing population

Mosman has an ageing population with projections that by 2041, 26.4% of the population will be aged 65 years and over – a much higher proportion than that for Greater Sydney at 17.9%. It is therefore important that Mosman's planning controls facilitate housing to suit the needs of older residents.

Council's approach to meeting the housing needs of older residents includes the following:

- Housing diversity – Mosman LEP 2012, along with State policies that apply in Mosman, permit a diversity of housing types including semi-detached dwellings, dual occupancies, secondary dwellings, townhouses, residential flat buildings and the like. Seniors living accommodation including nursing homes, aged care facilities and the like are also permissible in Mosman under SEPP (Housing for Seniors or People with a Disability) 2004. This diversity of housing choice provides opportunity for older residents to downsize from larger homes to smaller, low maintenance accommodation to meet their needs, whilst remaining in the local area.
- Adaptable design – Adaptable housing is housing which incorporates design features that can easily be adapted or modified at a later date to respond to the changing needs of the occupants over a life cycle, such as ageing in place. Mosman's DCPs include planning objectives and controls requiring all multiple dwelling developments to incorporate adaptable units designed in accordance with AS 4299: 1995 – Adaptable Housing, to be independently certified, and to provide adaptable units at the following rate (whichever is the greater):
  - all ground floor dwellings or
  - where a development comprises 5 or more dwellings, 10% of the total number of dwellings (rounded up to the nearest whole number),
- Support – Council provides a range of services to support older residents including individual and group transport, social support, seniors centre, Mosman meals, community restaurant and Community Links program.

Research conducted by the Australian Housing and Urban Research Institute (AHURI) published in February 2020 found that there is an appetite amongst many older Australians to downsize their dwellings, however a lack of suitable housing in their preferred neighbourhood, lack of financial incentives, emotional and physical barriers were obstacles for many . These findings echo that of 2016 Curtin University research which found that a lack of housing diversity compels many older Australians to continue living in dwellings larger than they would prefer, for longer than they would prefer.

Council will investigate options to further facilitate housing that meets the needs of Mosman's older residents. This will include a review of planning controls in Mosman's DCPs for adaptable housing and universal design to ensure best practice. This may also include providing information to applicants to encourage adaptable and universal design above and beyond Council planning controls, and educating home owners for the adaption of existing housing stock.

[20] Australian Housing and Urban Research Institute (AHURI), *Effective downsizing options for older Australians*, February 2020

[21] Curtin University, BCEC Housing Affordability Report 2016, *Keeping a Roof Over Our Heads*

3.2.4 Encourage development that maintains or enhances local neighbourhood character and resident amenity.

As all housing growth in Mosman is infill development in existing neighbourhoods, it is important that new development respects the existing neighbourhood character and resident amenity.

The key elements of Mosman's character are:

- Scale - The scale of development in Mosman is predominantly of a human scale – that is, two storeys along the foreshore slopes and up to five storeys within centres.
- Design - Mosman's residential neighbourhoods comprise a mix of heritage buildings and modern architecture. Building form and architectural style contributes to a streetscape's identity and amenity and the community's perception of the place, and ensures resident amenity through consideration of privacy, solar access and the like. Important elements are height, bulk, roof form, finishes and overall street presentation.
- Views – Mosman has magnificent views of the harbour, bushland and city skyline due to its topography and ridges, coves, bays and inlets surrounded by the waters of Sydney and Middle Harbours, and proximity to the City. Views are also available from the harbour to Mosman. A Scenic Protection Area applies to all foreshore land in Mosman up to the 60 metre contour line. New development should be designed to minimise view loss to the public and adjoining and adjacent properties while still providing opportunities for views from the development itself.
- Trees - A key feature of Mosman's neighbourhoods is the dominance of landscape over built form, particularly along the foreshore slopes. Retaining urban bushland, tree canopy and the leafy character of Mosman is important not only as a key physical feature of Mosman but also to promote biodiversity and habitat, and reduce the heat island effect.
- Heritage – Mosman's heritage includes houses, flats, shops, divided roads, parks and Aboriginal and non-Aboriginal archaeological sites, as well as heritage conservation areas encompassing several dwellings or entire neighbourhoods. These link us to our past and help define Mosman's identity.

Council has developed a suite of planning controls to respond to the key elements of Mosman's character. The controls within Mosman LEP 2012 and DCPs are considered by Council in the assessment of development applications for proposed residential development in Mosman's residential and business zones. Refer to Box 3 on the following page.

Mosman Residential DCP 2012 identifies 22 townscape areas within the municipality, with planning controls tailored to the particular characteristics of the area. Similarly, Mosman's Business Centres DCP contains character analysis and controls for each of the local centres and neighbourhood centres in Mosman. Relevant State policies such as SEPP 65 - Design Quality of Residential Apartment Development are also considered where applicable.

The key elements of Mosman's character – scale, design, views, trees and heritage – are considered in the assessment of all development to ensure new housing respects existing neighbourhood character and resident amenity.

In 2019, the NSW DPIE released a guideline on local character and discussion paper exploring a proposed approach for introducing local character overlays into the LEP. These will be considered in future reviews of Mosman's DCPs, and once further information is released by DPIE.

Scale	Design	Views	Trees	Heritage
LEP 2012: 4.1 Minimum subdivision lot size 4.3 and 4.3A Height of buildings 4.4, 4.4A and 4.4B Floor space ratio	**LEP 2012:** 1.2 Aims of Plan 2 Zone Objectives	**LEP 2012:** 6.4 Scenic protection	**LEP 2012:** 6.6 Landscaped areas	**LEP 2012:** 5.10 Heritage conservation
Residential DCP 2012: 4.1 Subdivision of land 4.2 Siting and scale	**Residential DCP 2012:** 5.1 Streetscape and building design 5.2 Carport and garage design 5.3 Fences and walls 5.4 Semi-detached dwellings 5.5 Medium density housing 7 Townscapes	**Residential DCP 2012:** 4.3 View sharing	**Residential DCP 2012:** 4.4 Landscaping 4.5 Preservation of trees or vegetation	**Residential DCP 2012:** 5.6 Heritage conservation
Business Centres DCP 2012: 4 Mosman Business Centres (townscapes) 5 Urban design and planning controls	**Business Centres DCP 2012:** 4 Mosman Business Centres (townscapes) 5 Urban design and planning controls 6.4 Residential development in business centres	**Business Centres DCP 2012:** 6.8 View sharing	**Business Centres DCP 2012:** 6.9 Landscaping 6.10 Preservation of trees or vegetation	**Business Centres DCP 2012:** 6.1 Heritage conservation

Box 3: Planning controls within Mosman LEP 2012 and Mosman's DCPs relating to the key elements of Mosman's character to be considered in housing design as relevant

3.2.5 Inform housing affordability issues.

The cost of housing is an issue throughout Greater Sydney. In Mosman, more households are in housing stress than compared with the Greater Sydney average, and only a small proportion of rental housing stock is affordable for very low and low income households.

Council's current approach in responding to the cost of housing includes the following:

- Maintain housing diversity within the LEP – A diversity of housing types, sizes and price points can help improve affordability. There is a significant difference in the cost of housing in Mosman depending on the housing type, that is, detached dwelling houses versus multi-unit housing, and also the number of bedrooms. In Mosman, there are 14 different types of housing permissible, and Council does not place restriction on a minimum lot size for development or dwelling size.
- SEPP (Affordable Rental Housing) 2009 – This State policy permits secondary dwellings, boarding houses, group homes and the like on certain land in Mosman provided set criteria are met, and also requires Council to consider the potential loss of low-rental dwellings, such as resulting from a proposal to strata subdivide or demolish an existing residential flat building. Mosman has considerable older housing stock, such as blocks of flats built in the early to mid-1900s, which contribute to rental housing, and the SEPP is considered where applicable.
- Support and Collaboration – Council provides a range of services to support vulnerable residents through Mosman Community Care services, and collaborates with local housing and community services providers and other North District councils.
- Support retention of existing social housing – There are existing social housing dwellings in Mosman provided by the NSW Government for very low and low income households. Council supports the retention of existing social housing in Mosman.

Other planning tools exist in NSW to facilitate the provision of affordable housing. However, these are typically associated with the upzoning of land, large-scale development proposals and State/regional infrastructure delivery, and therefore are not viable options for Mosman given the low population growth and small scale nature of development in the municipality.

These planning tools include:

- SEPP 70 Affordable Housing (Revised Schemes) – This State policy, amended in February 2019, enables all NSW councils to levy contributions for affordable housing subject to the inclusion of a clause in the council's LEP authorising such a levy and the adoption of an affordable housing contribution scheme.[22] The use of SEPP 70 is optional. It is utilised by only a few councils at present, and typically for high growth areas such as Green Square, Ultimo-Pyrmont and Chatswood. Affordable housing contribution schemes apply to developments that are facilitated by upzoning, which is not proposed in Mosman.
- Special Infrastructure Contributions (SIC) - This is a levy paid by developers to share the cost of delivering key pieces of State and regional infrastructure, including affordable housing, within a defined boundary. The contribution and area to which it applies is determined by the NSW Minister for Planning. There are no SIC areas, nor key State or regional infrastructure, identified in Mosman.
- Voluntary Planning Agreement (VPA) – This planning tool allows planning authorities such as councils and developers to work together to deliver infrastructure for a public purpose, including affordable housing, alongside development proposals. Entering into a VPA is optional. Typically, a VPA for affordable housing would be entered into for a large development site that involves upzoning.
- Affordable Rental Housing Target Scheme – Action 18 of the North District Plan requires all councils to prepare Affordable Rental Housing Target Schemes once further work by the Greater Sydney Commission is undertaken to support the implementation of the scheme.[23] This scheme and its applicability in Mosman will be considered once further information is provided by the Commission.

With Mosman's ageing population, the availability of key workers in community aged and health care will be vital. Council will work at a District level to facilitate affordable housing. This will include working with the NSW Government, North District councils and local housing providers to understand housing affordability issues and options for a district / regional-wide approach.

[22] NSW DPIE, *Guideline for Developing an Affordable Housing Contributions Scheme*, 2019

[23] Greater Sydney Commission, *North District Plan*, 2018

3.3

MECHANISMS TO DELIVER THE STRATEGY

The key mechanisms that will be employed to achieve the vision, priorities and objectives of this Strategy will be planning and policy, and engagement and collaboration.

Planning and Policy

Mosman's land use planning policies, particularly Mosman LEP 2012, as well as the DCPs, significantly impact the amount of housing that can be delivered in the municipality. Land use zoning establishes where and what type of housing is permissible, as well as the development capacity of a site determined through key development standards of building height and floor space ratio. Planning controls guide the design of housing, ensuring that new development responds to the key elements of Mosman's character and maintains resident amenity.

With housing growth and a changing population comes new demands on public amenities and services, such as parks, playgrounds, ovals, footpaths and community halls. Mosman's Contributions Plan enables Council to levy a monetary contribution which is used towards new and upgrading existing local infrastructure.

State environmental planning policies (SEPPs) prepared by the NSW Government also contribute to housing supply, diversity and design in Mosman. These include SEPPs for the design quality of residential apartment development, affordable rental housing, housing for seniors or people with a disability, and housing facilitated as complying development.

Engagement and Collaboration

Engagement with the Mosman community to understand housing needs and community expectations is an important component of this Strategy. Council will continue to engage with the residents of Mosman as the population grows and changes, and revise this Strategy as required.

Working collaboratively with other North District councils, the Greater Sydney Commission, the NSW DPIE and other government departments, local housing providers and others in addressing housing issues, and to effect positive outcomes for the long-term planning of Mosman, will also form part of the delivery of this Strategy.

3.4 EVALUATION

In summary, this Strategy has identified the following:

- Mosman is not identified in the Greater Sydney Region Plan or North District Plan as an area to be subject to a high level of growth and change. It is projected to have low population growth of 0.2% per annum, resulting in a population of 31,630 people by 2041. It will be an ageing population, with 26.4% of the population aged over 65 years and more people living alone (36% of households).
- Mosman's current 13,220 private dwellings are a mix of detached dwelling houses, semi-detached dwellings, apartments, townhouses and the like. Over 65% of the existing housing stock is medium and high-density dwellings, with 2-bedroom dwellings the most prevalent. By 2041, projections are that there will be the demand for an additional 713 to 1,358 dwellings in Mosman.
- Council's long-established approach to housing delivery in Mosman is set out in Mosman LEP 2012. This is to focus additional housing within medium density zones (R3, B1, B2 and B6) close to public transport, infrastructure, shops and services; retain low-density (R2) zoned land which tends to be on the foreshore slopes and environmentally sensitive; and maintain housing diversity.
- Modelling indicates that there is the capacity for up to 1,886 additional dwellings to be built within existing medium density zones. This is more than sufficient to meet anticipated demand, and as such, amendment to land zoning and/or development standards in Mosman LEP 2012 to provide additional housing opportunities is not warranted at this time.
- Housing supply has fluctuated over time, with current forecasts for 260 net dwelling completions over the five-year period 2016-2021. This is consistent with projected demand and revised population projections for Mosman, although less than the North District Plan's 0-5 year housing target for Mosman of 300 additional dwellings. Housing supply from granny flats, aged care facilities and nursing homes (not included in data calculations) may contribute to reducing this gap.
- All new housing in Mosman is infill development in established neighbourhoods. The key elements of Mosman's character - scale, design, views, trees and heritage - are important considerations in housing design, as is resident amenity. With an ageing population, ensuring adequate housing to meet the needs of older residents is of importance.
- Mosman has expensive housing with around 10% (1,213) of all households in rental stress and 15% (459) in mortgage stress. For the June Quarter 2019, the median sale price of dwellings in Mosman was $1.925 million, and the median rent was $650 per week. Housing cost for very low, low and moderate income households is an issue throughout Greater Sydney.

ACTIONS

4.1 IMPLEMENTATION AND DELIVERY PLAN
4.2 MONITORING AND REVIEWS

4

4.1

IMPLEMENTATION AND DELIVERY PLAN

Actions	Timing
Housing supply	
1. Maintain land use zoning and development standards (for lot size, height of buildings and floor space ratio) within Mosman LEP 2012.	Ongoing
2. Monitor housing supply in Mosman to ensure that anticipated demand is met.	Ongoing
3. Consider the contribution of non-standard types of housing, such as granny flats, aged care facilities and nursing homes, to housing supply in Mosman.	Short-term
Housing diversity	
4. Maintain the diverse range of housing types permissible in zone land use tables within Mosman LEP 2012.	Ongoing
Housing for older residents	
5. Maintain the range of permissible housing types within Mosman LEP 2012 to provide choice and facilitate downsizing.	Ongoing
6. Review planning controls in Mosman's DCPs for adaptable housing and universal design to ensure best practice to meet the housing needs of older residents and facilitate ageing in place.	Short-term
7. Consider options to facilitate the uptake of adaptable design in new and existing housing stock for multiple and single dwellings.	Short-term
Housing design and character	
8. Consider planning controls within Mosman LEP 2012 and DCPs to ensure high quality design and construction that responds to local conditions and reflects community values.	Short to Medium-term
9. Consider the approaches for integrating local character into land use planning outlined in the NSW Government's *Local Character and Place Guideline* (February 2019).	Short to Medium-term
Housing affordability	
10. Collaborate with key stakeholders on options to respond to the cost of housing in Mosman.	Short to Medium-term
11. Collaborate with North District councils to support affordable housing within the District, and with the NSW Government for a district and/or regional-wide approach.	Short to Medium-term
12. Support the retention of existing social housing in Mosman to ensure social mix and diversity.	Ongoing

A key to the timing when each action will be commenced and/or completed follows:

Ongoing	As required and as opportunities arise
Short-term	0-5 years
Medium term	6-10 years

4.2

MONITORING AND REVIEWS

Council will undertake regular monitoring and reporting of this Strategy as follows:

- Annual reviews of housing delivery and supply against the implementation and delivery plan to ensure that the Strategy and the LEP are delivering the Strategy's objectives in a timely manner;
- Five-yearly reviews of the evidence base and housing stock against the broader aims of the North District Plan and Greater Sydney Region Plan to ensure that the Strategy is aligned with the housing needs; and
- Ten-year review of the Strategy to ensure the 20-year vision statement, the evidence base and the strategic and planning contexts are aligned with the goals of the community, the broader aims of the North District Plan and Greater Sydney Region Plan, and the Strategy implementation and delivery plan.

REFERENCES

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REFERENCES

List of studies, plans and documents

Id the population experts

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Greater Sydney Commission

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- North District Plan 2018

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- Mapping Mosman's Community Services & Programs, 2018
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- Mosman Local Environmental Plan 2012
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- Mosman Open Space and Infrastructure Development Control Plan 2012
- Mosman Open Space Recreational Needs Assessment, 2015
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- Mosman Residential Development Control Plan 2012
- Mosman Residential Development Strategy 2016 Updated
- Mosman Residential Development Strategy, Stage 2, 1997
- MOSPLAN Community Strategic Plan 2018-2028
- Report EP/33 Current Capacity to Support Five Year Housing Target, Council Meeting 4 July 2017
- Residential Strategy For Mosman, Stage 1, 1996
- Spit Junction Town Centre and Military Road Traffic Study, May 2018 – Cardno
- Urban Consolidation Issues Paper, 2001

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NSW Department of Family and Community Services

- Local Government Housing Kit Database 2019
- Rent Tables, June Quarter 2019
- Rental Bond Board Data, September 2017
- Sales Tables, June Quarter 2019

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- Apartment Design Guide, 2015
- Greater Sydney Regional Housing Activity, November 2019
- Guideline for Developing an Affordable Housing Contributions Scheme, 2019
- Housing Supply Forecast, 2019
- Local Character and place collection, NSW Government, February 2019
- Local Housing Strategy Guideline, 2018
- Low Rise Medium Density Design Guide, 2017
- State and LGA Population and Household Projections, December 2019
- Sydney Metropolitan LGA Data information pack – North District, Mosman, 2019

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NSW Legislation

- Environmental Planning and Assessment Act 1979
- SEPP (Affordable Rental Housing) 2009
- SEPP (Exempt and Complying Development Codes) 2008
- SEPP (Housing for Seniors or People with a Disability) 2004
- SEPP No. 65 – Design Quality of Residential Apartment Development
- SEPP No 70 – Affordable Housing (Revised Schemes)

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NSW Transport

- Beaches Link Project Update, August 2018
- Future Transport Strategy 2056
- Greater Sydney Services and Infrastructure Plan

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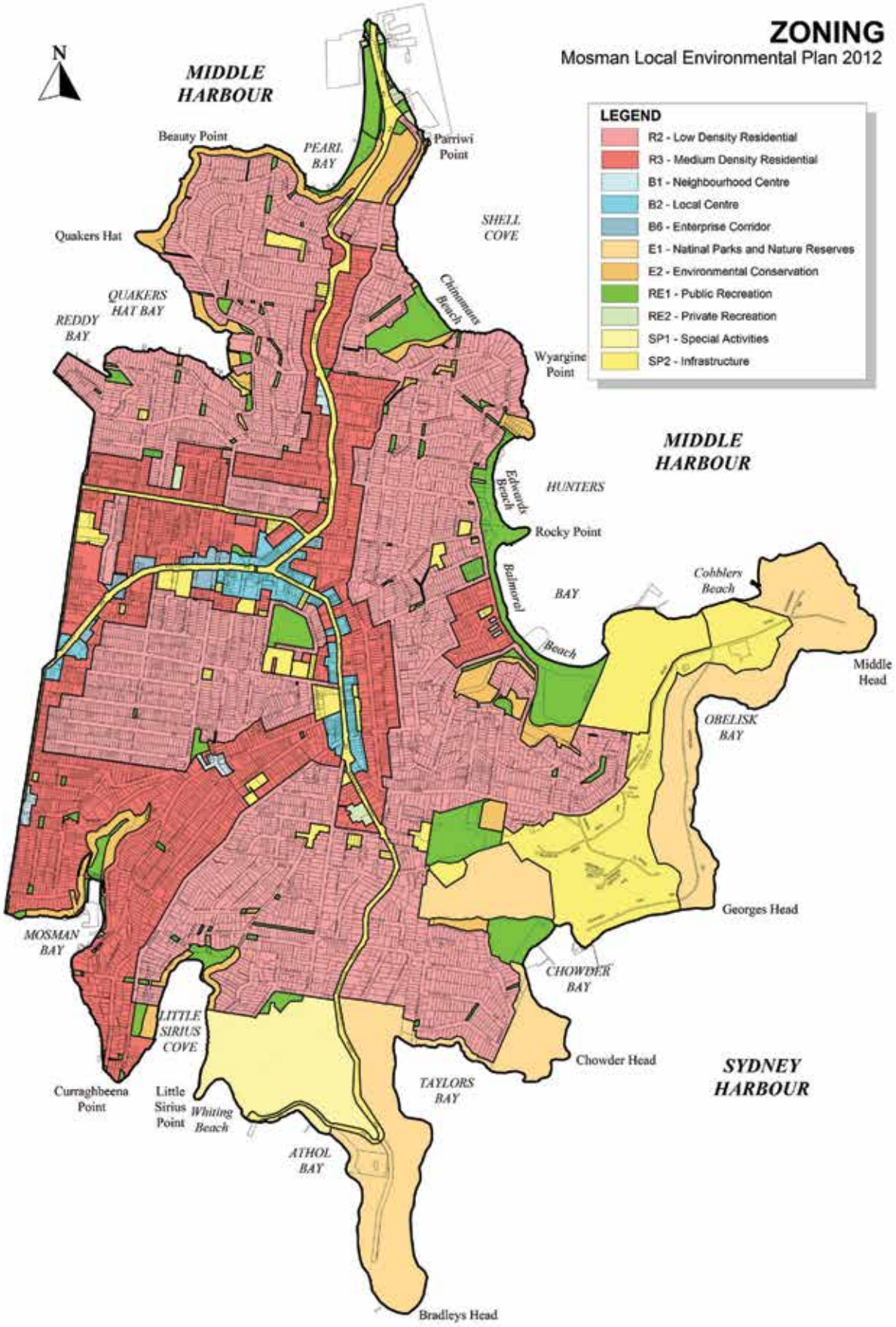
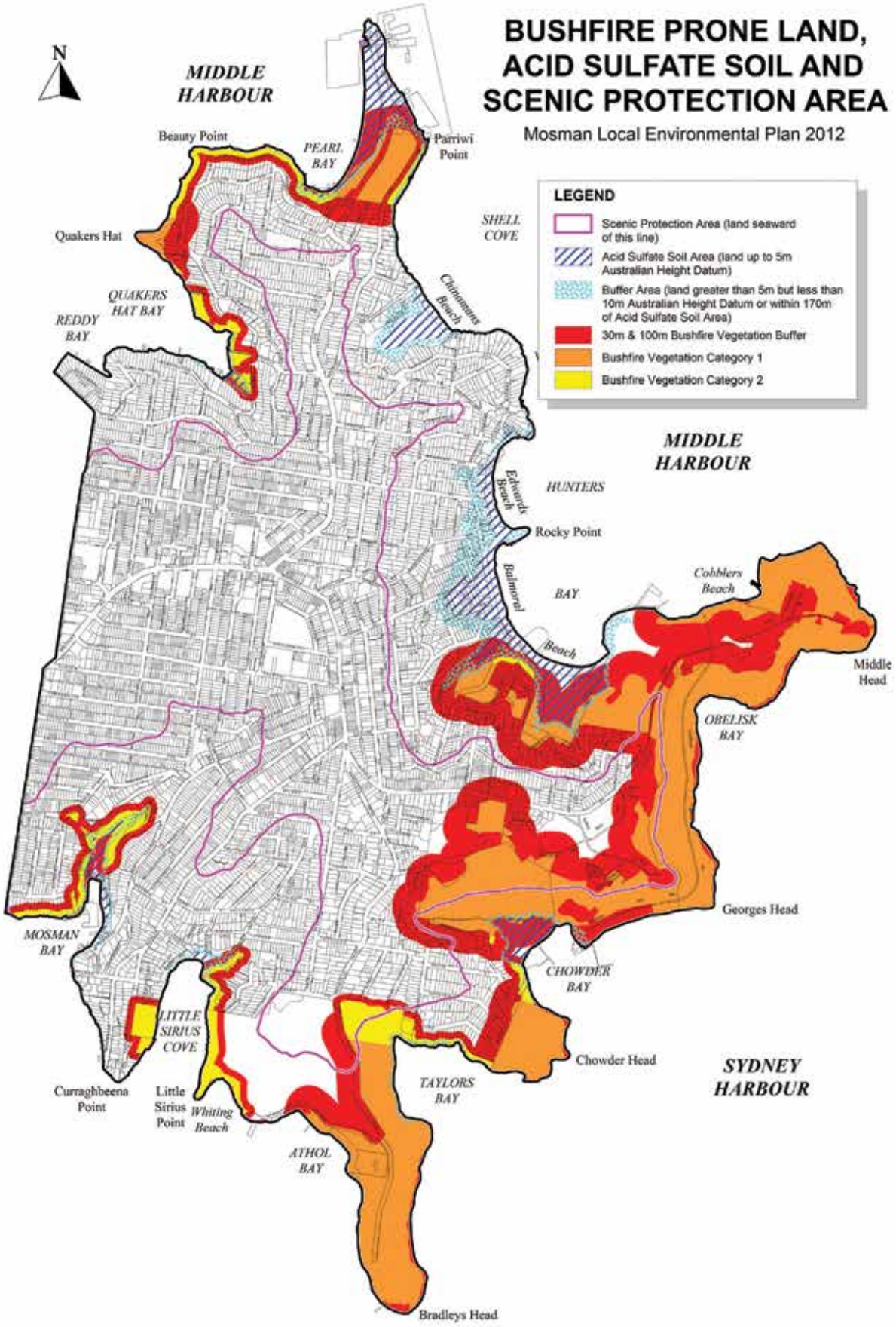
Academic and other sources

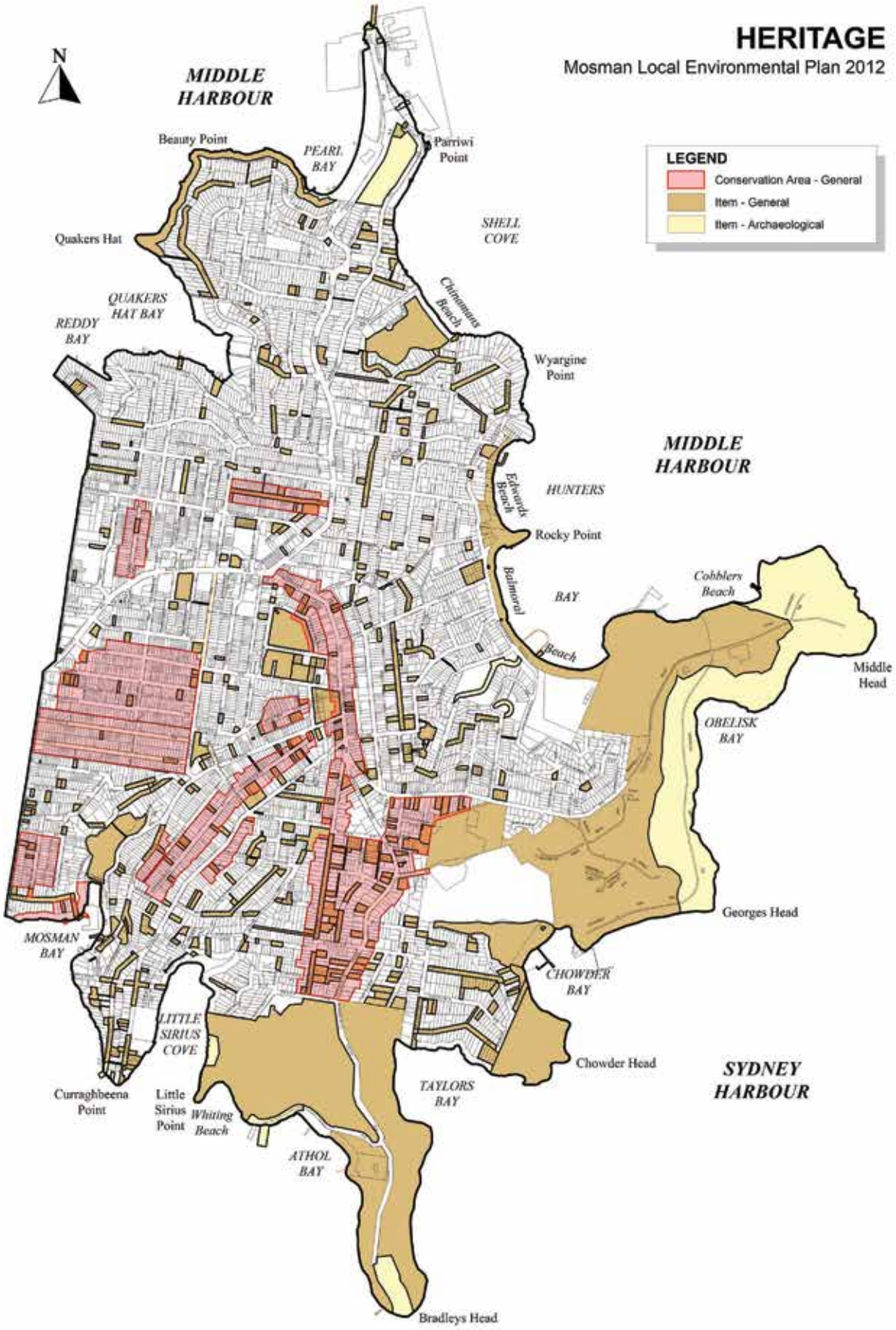
- Australian Housing and Urban Research Institute (AHURI), *Effective downsizing options for older Australians*, February 2020
- Curtin University BCEC Housing Affordability Report 2016, *Keeping a Roof Over Our Heads*

APPENDIX

A


ZONING
Mosman Local Environmental Plan 2012
N
LEGEND
R2 - Low Density Residential
R3 - Medium Density Residential
B1 - Neighbourhood Centre
B2 - Local Centre
B6 - Enterprise Corridor
E1 - Natinal Parks and Nature Reserves
E2 - Environmental Conservation
RE1 - Public Recreation
RE2 - Private Recreation
SP1 - Special Activities
SP2 - Infrastructure
MIDDLE HARBOUR
Beauty Point
PEARL BAY
Parriwi Point
SHELL COVE
Quakers Hat
QUAKERS HAT BAY
REDDY BAY
Chinaman's Beach
Wyargine Point
MIDDLE HARBOUR
Edwards Beach
HUNTERS
Rocky Point
Balmoral Beach
BAY
Cohblers Beach
Middle Head
OBELISK BAY
Georges Head
MOSMAN BAY
CHOWDER BAY
LITTLE SIRIUS COVE
Chowder Head
SYDNEY HARBOUR
TAYLORS BAY
Curraghbeena Point
Little Sirius Point
Whiting Beach
ATHOL BAY
Bradleys Head


BUSHFIRE PRONE LAND, ACID SULFATE SOIL AND SCENIC PROTECTION AREA
Mosman Local Environmental Plan 2012
N
LEGEND
Scenic Protection Area (land seaward of this line)
Acid Sulfate Soil Area (land up to 5m Australian Height Datum)
Buffer Area (land greater than 5m but less than 10m Australian Height Datum or within 170m of Acid Sulfate Soil Area)
30m & 100m Bushfire Vegetation Buffer
Bushfire Vegetation Category 1
Bushfire Vegetation Category 2
MIDDLE HARBOUR
Beauty Point
PEARL BAY
Parriwi Point
SHELL COVE
Quakers Hat
QUAKERS HAT BAY
REDDY BAY
Chinamans Beach
MIDDLE HARBOUR
Edwards Beach
HUNTERS
Rocky Point
Balmoral Beach
BAY
Cobblers Beach
Middle Head
OBELISK BAY
Georges Head
MOSMAN BAY
CHOWDER BAY
LITTLE SIRIUS COVE
Chowder Head
SYDNEY HARBOUR
Curraghbeena Point
Little Sirius Point
Whiting Beach
TAYLORS BAY
ATHOL BAY
Bradleys Head


HERITAGE
Mosman Local Environmental Plan 2012
N
LEGEND
Conservation Area - General
Item - General
Item - Archaeological
MIDDLE HARBOUR
Beauty Point
PEARL BAY
Parriwi Point
SHELL COVE
Quakers Hat
QUAKERS HAT BAY
REDDY BAY
Chinamans Beach
Wyargine Point
MIDDLE HARBOUR
Edwards Beach
HUNTERS
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Balmoral Beach
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Cohblers Beach
Middle Head
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MOSMAN BAY
CHOWDER BAY
LITTLE SIRIUS COVE
Chowder Head
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TAYLORS BAY
Curraghbeena Point
Little Sirius Point
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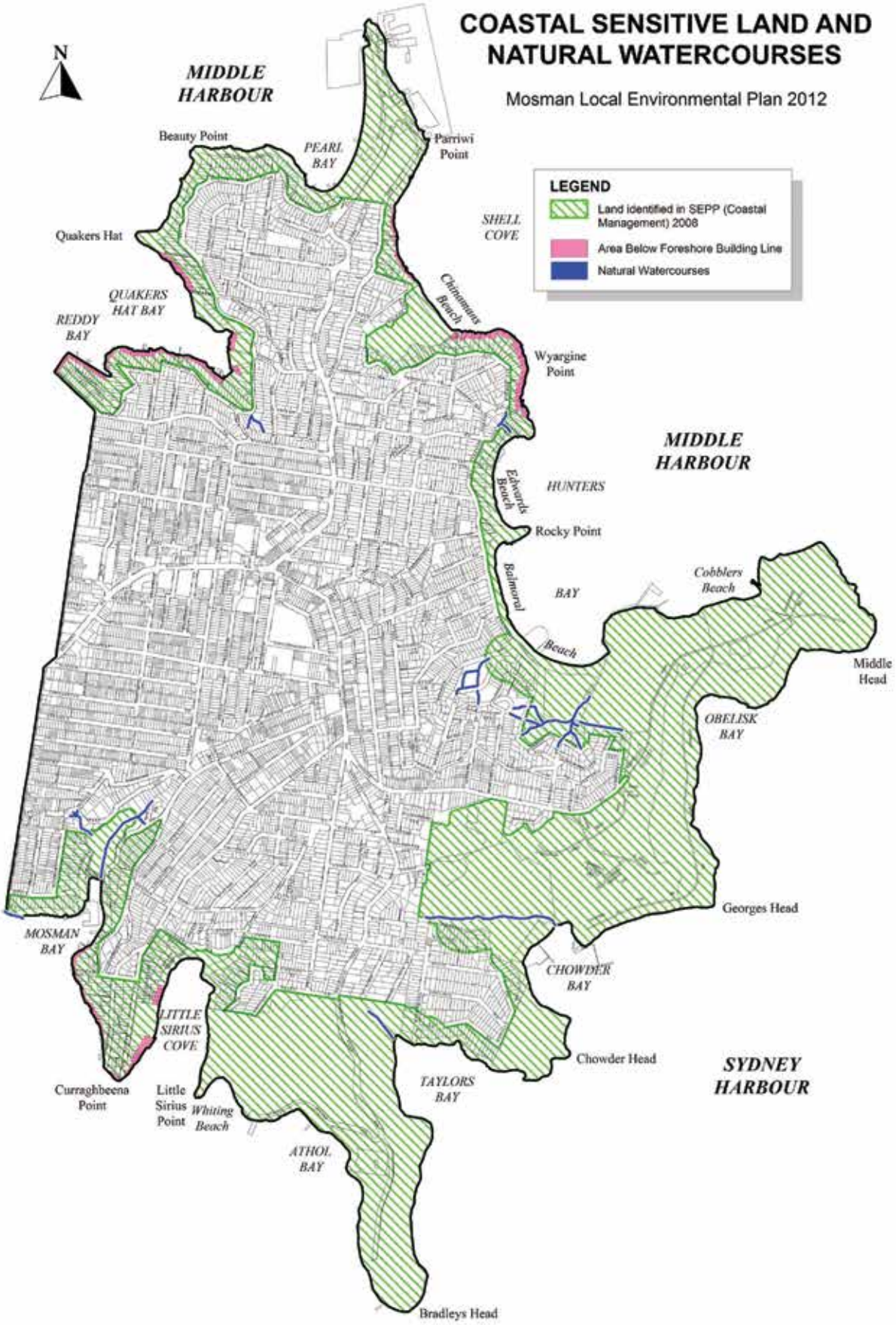
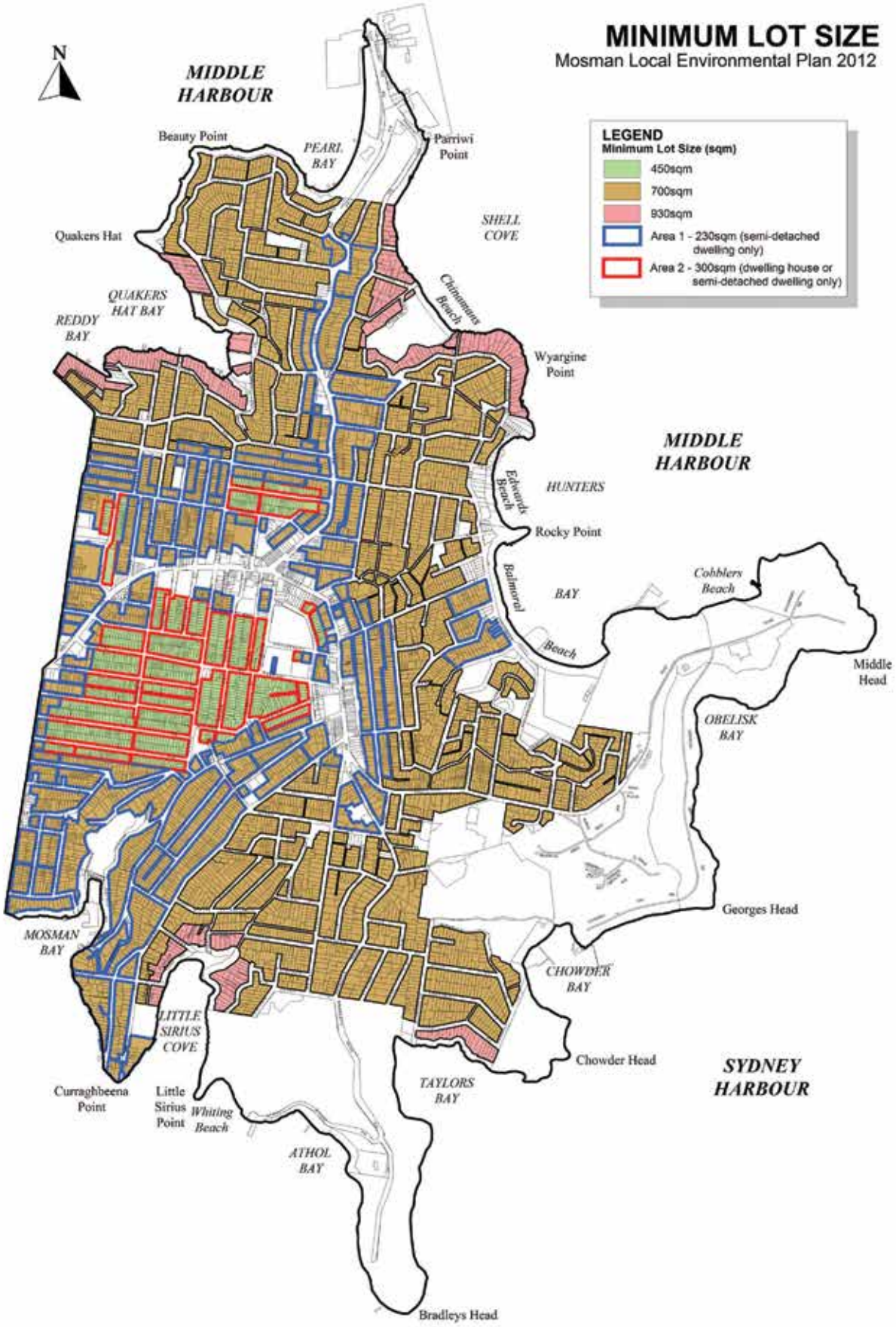
Bradleys Head


COASTAL SENSITIVE LAND AND NATURAL WATERCOURSES
Mosman Local Environmental Plan 2012
N
LEGEND
Land identified in SEPP (Coastal Management) 2008
Area Below Foreshore Building Line
Natural Watercourses
MIDDLE HARBOUR
Beauty Point
PEARL BAY
Parriwi Point
SHELL COVE
Quakers Hat
QUAKERS HAT BAY
REDDY BAY
Chinamans Beach
Wyargine Point
MIDDLE HARBOUR
Edwards Beach
HUNTERS
Rocky Point
Balmoral Beach
BAY
Cobblers Beach
Middle Head
OBELISK BAY
Georges Head
MOSMAN BAY
CHOWDER BAY
LITTLE SIRIUS COVE
Chowder Head
SYDNEY HARBOUR
Curraghbeena Point
Little Sirius Point
Whiting Beach
TAYLORS BAY
ATHOL BAY
Bradleys Head


MINIMUM LOT SIZE
Mosman Local Environmental Plan 2012
N
LEGEND
Minimum Lot Size (sqm)
450sqm
700sqm
930sqm
Area 1 - 230sqm (semi-detached dwelling only)
Area 2 - 300sqm (dwelling house or semi-detached dwelling only)
MIDDLE HARBOUR
Beauty Point
PEARL BAY
Parriwi Point
SHELL COVE
Quakers Hat
QUAKERS HAT BAY
REDDY BAY
Chinamans Beach
Wyargine Point
MIDDLE HARBOUR
Edwards Beach
HUNTERS
Rocky Point
Balmoral Beach
BAY
Cohblers Beach
Middle Head
OBELISK BAY
Georges Head
MOSMAN BAY
CHOWDER BAY
LITTLE SIRIUS COVE
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SYDNEY HARBOUR
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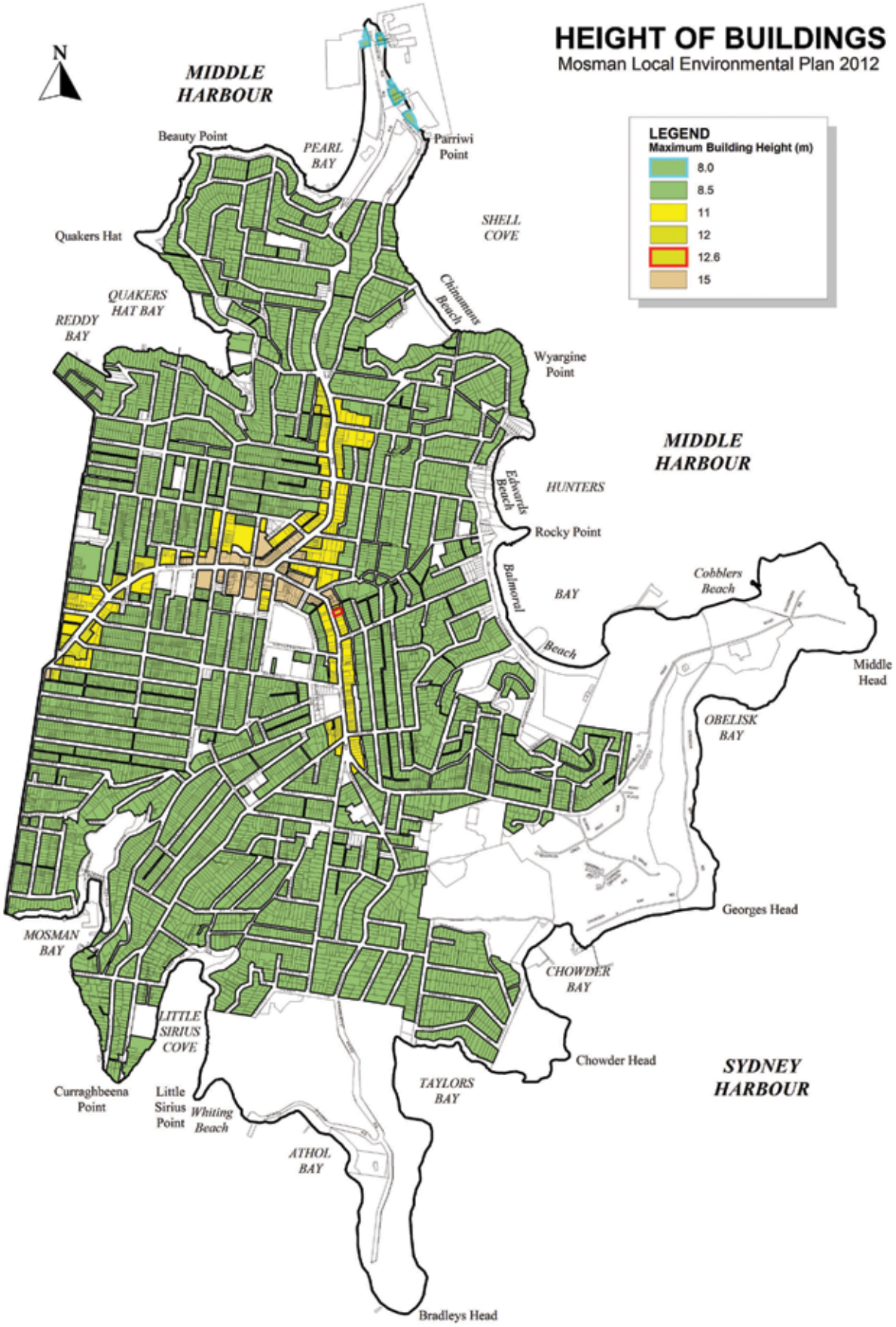
ATHOL BAY
Bradleys Head


HEIGHT OF BUILDINGS
Mosman Local Environmental Plan 2012
LEGEND
Maximum Building Height (m)
8.0
8.5
11
12
12.6
15
N
MIDDLE HARBOUR
Beauty Point
PEARL BAY
Parriwi Point
SHELL COVE
Quakers Hat
QUAKERS HAT BAY
REDDY BAY
Chinamans Beach
Wyargine Point
MIDDLE HARBOUR
Edwards Beach
HUNTERS
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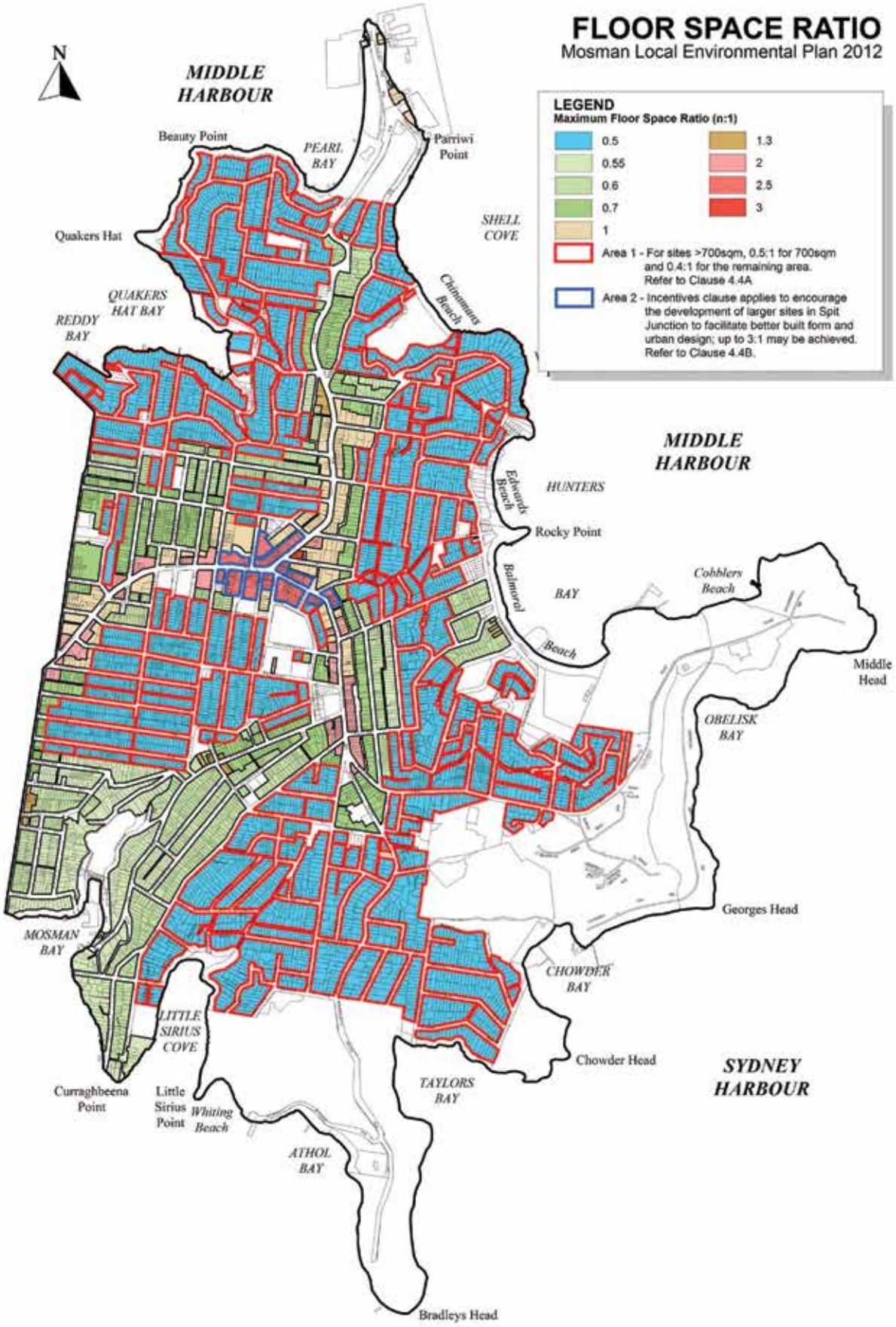
FLOOR SPACE RATIO
Mosman Local Environmental Plan 2012
N
LEGEND
Maximum Floor Space Ratio (n:1)
0.5
0.55
0.6
0.7
1
1.3
2
2.5
3
Area 1 - For sites >700sqm, 0.5:1 for 700sqm and 0.4:1 for the remaining area. Refer to Clause 4.4A
Area 2 - Incentives clause applies to encourage the development of larger sites in Spit Junction to facilitate better built form and urban design; up to 3:1 may be achieved. Refer to Clause 4.4B.
MIDDLE HARBOUR
Beauty Point
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Parriwi Point
SHELL COVE
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ATHOL BAY
Bradleys Head

A PLACE TO LIVE

Mosman COUNCIL