

ITEM 8.1	NORTHERN BEACHES HOSPITAL PRECINCT STRUCTURE PLAN
REPORTING MANAGER	EXECUTIVE MANAGER STRATEGIC LAND USE PLANNING
TRIM FILE REF	2017/211145
ATTACHMENTS	1 Northern Beaches Hospital Precinct Structure Plan 2 Response to Submission Report

EXECUTIVE SUMMARY

PURPOSE

To report to Council the outcomes of the public exhibition of the Draft Northern Beaches Hospital Precinct Structure Plan (draft Plan) and to seek Council's endorsement for the Northern Beaches Hospital Precinct Structure Plan (Structure Plan) to guide all future land use planning decisions in Frenchs Forest.

SUMMARY

On 30 November 2016, Council resolved to publicly exhibit the draft Plan for three months from 30 November 2016 to 28 February 2017. Council received 930 submissions, including four (4) pro-formas and four (4) petitions. Two (2) submissions were received from state agencies. A large majority of the issues raised during the exhibition period related to the closure and relocation of the Warringah Aquatic Centre, objections to the planning controls as proposed in the draft Plan, transport concerns and concerns regarding any impacts on the recreational playing fields at Aquatic Reserve.

The purpose of this report is to outline the key issues raised by submissions during the exhibition period and to recommend certain amendments to the draft Plan following the review process. In addition, the report outlines next steps as the draft Plan progresses towards the implementation phase.

The Structure Plan provides the strategic land use planning framework for Frenchs Forest over the next 20 years. The Structure Plan sets the vision for Frenchs Forest as it transitions into a Strategic Centre. More specifically, this will result in increased density within and surrounding the town centre adjacent to the new Northern Beaches Hospital (with an opportunity to deliver a 15% affordable rental housing target) and higher densities surrounding the future town centre subject to specific road and intersection upgrades. This will provide an opportunity for Frenchs Forest to develop into its full potential as the Strategic Centre for the Northern Beaches.

The Structure Plan highlights that the full capacity of the precinct is dependent on a further delivery of improved transport infrastructure and a continued modal shift from private to public transport. Over the next 20 years, the Structure Plan proposes the phased delivery of approximately 5,360 dwellings and 2,300 new jobs. Traffic modelling has indicated that in the short term, the precinct can support up to 3,000 dwellings concentrated around the future town centre with specific road and intersection upgrades. The provision of further dwellings (beyond the 3,000 dwelling threshold) will require the delivery of significant regional road works, such as the proposed Beaches Link Tunnel and/or an east-west bus rapid transit (BRT) system from Chatswood to Dee Why.

It is recommended that Council adopt the Structure Plan (Attachment 1) to guide future land use planning in Frenchs Forest and submit the Structure Plan to the NSW Department of Planning and Environment (DPE) to facilitate the phased rezoning process, noting the limitations in the transport network.

RECOMMENDATION OF GENERAL MANAGER PLANNING PLACE & COMMUNITY

That Council:

- A. Adopt the Northern Beaches Hospital Precinct Structure Plan to provide the strategic land use planning framework for Frenchs Forest.
 - B. Submit the Northern Beaches Hospital Precinct Structure Plan to the NSW Department of Planning and Environment to facilitate the phased rezoning process through an amending State Environmental Planning Policy (SEPP) process.
 - C. Review the Northern Beaches Hospital Precinct Structure Plan every five (5) years to monitor and evaluate progress and implementation.
 - D. Prepare and exhibit the following documents in accordance with the planning framework identified in the Northern Beaches Hospital Precinct Structure Plan:
 - a. Amendment to Warringah Development Control Plan 2011.
 - b. Urban Design Guidelines.
 - c. Section 94 Contributions Plan.
 - d. Infrastructure Plan.
 - E. Work with the NSW Department of Education to prepare and exhibit a Masterplan for Aquatic Reserve to deliver a state-of-the-art education and recreation precinct at Aquatic Reserve in Frenchs Forest.
 - F. Commit to a 15% affordable rental housing target as part of any redevelopment of the future town centre at Frenchs Forest and a 10% target applicable for the remaining rezoned area.
 - G. Apply for a Green Star – Communities rating for the Frenchs Forest precinct.
 - H. Continue to lobby the NSW Government for an east-west bus rapid transit (BRT) system with an interchange incorporated into the development of the future town centre at Frenchs Forest and for the delivery of integrated public transport connections as part of the proposed Beaches Link tunnel.
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REPORT

BACKGROUND

Sydney is undergoing a period of growth, being underpinned by an increasing and ageing population. As Sydney's population grows (approximately 4.8 million people in 2016), change is occurring across all regions, including the Northern Beaches. Since 2010, Frenchs Forest has been identified as an area for future growth by the State Government. This has been supported by significant infrastructure investment which has not been seen on the Northern Beaches in decades. For Frenchs Forest, the new Northern Beaches Hospital is expected to open in late 2018 along with associated roadworks. These works represent in excess of \$1 billion of investment in the area by the State Government. In addition, the State Government has recently announced funding for field studies and geotechnical testing as part of the proposed Beaches Link Tunnel.

In addition to this investment, the State Government has recognised the importance of Frenchs Forest in their strategic plans and policies. In 2010, Frenchs Forest was identified as a Potential Specialised Centre and in 2014, was identified as a Strategic Centre for the Northern Beaches. Frenchs Forest joins four other strategic centres in the North district being Macquarie Park, North Sydney, St Leonards and Chatswood, as an area for future growth. More recently, the State Government has also nominated Frenchs Forest as one of fifteen new Priority Precincts in Metropolitan Sydney.

Council has been working in collaboration with State Agencies over the past three years to prepare the Northern Beaches Hospital Precinct Structure Plan. On 30 November 2016, Council resolved to:

- A. *Endorse the Draft Northern Beaches Hospital Precinct Structure Plan for the purposes of public exhibition.*
- B. *Commence immediate exhibition of the Draft Northern Beaches Hospital Precinct Structure Plan to conclude on 28 February 2017.*
- C. *Hold a Community information/drop-in meeting within the next 14 days.*
- D. *Engage with the Community and Stakeholders as per the Engagement Strategy.*
- E. *Meet with the Minister for Planning, The Hon. Rob Stokes, to explore the possibilities of accelerating the rezoning process.*

The draft Plan (as exhibited) set out a staged approach to achieving a strategic centre, allowing for an intensification of development over time, with acknowledgement that network upgrades (regional and local) and public transport investment was paramount and a clear necessity if the area was to grow further. The draft Plan proposed an initial allowance of approximately 2,200 new dwellings and an additional 2,300 jobs, subject to a number of local road improvements and infrastructure upgrades.

Following extensive community engagement, Council staff completed a comprehensive review of the draft Plan and have recommended certain amendments following the consideration of the issues raised. Additional research and traffic modelling has also informed a number of changes to the draft Plan.

The Structure Plan will form the overarching strategy for all future planning decisions in Frenchs Forest. It will set a 20 year vision for growth and development in the precinct. Council will continue to work closely with DPE towards implementation of the planning framework identified in the Structure Plan to allow for new homes, shops and businesses as Frenchs Forest transitions towards its place in the hierarchy of Metropolitan Sydney as a Strategic Centre.

CONSULTATION

Council exhibited the draft Plan for a three month period from 30 November 2016 to 28 February 2017. The exhibition process included:

- Displays at Council’s Customer Service Centre (Dee Why) and Dee Why Library;
- Online updates and information (yoursay.northernbeaches.nsw.gov.au);
- Public notices and Administrator Messages in the Manly Daily;
- Notification letters to property owners in the precinct;
- 10,000 pamphlets/brochures delivered to residents in the precinct;
- 9 x Community information (drop-in) sessions; and
- Meetings with interested groups and/or individuals.

A review of the submissions found multiple duplicate submissions. In this instance, where a single person submitted multiple responses, this was classified as one submission. Where two or more people from the same household submitted the same response, these were classified as separate submissions. Therefore, a total of 930 submissions were received from residents, community groups, property owners, industry and key stakeholders. The submissions included four (4) pro-formas and four (4) petitions. Two (2) submissions were received from state agencies.

The key issues raised are summarised below:

Issue	Percentage (%)
Closure of Warringah Aquatic Centre	39.8
Object to redevelopment in its current form	28.1
Transport concerns	12.0
Concerns regarding Aquatic Reserve (including playing fields)	11.7
Other	8.4

A summary of the submissions together with Council’s response is provided in Attachment 2.

Review process

Council staff carried out a comprehensive review of the submissions based on the following principles:

- Intent and vision of Frenchs Forest as a Strategic Centre and Priority Precinct
- Objectives and actions of the Draft North District Plan and ‘A Plan for Growing Sydney’
- Transport and traffic network functionality
- Development feasibility
- Bushfire safety
- Housing affordability
- Environmental sustainability

To inform appropriate responses to the submissions, a number of studies were commissioned to address the following issues:

- Affordable housing
- Bushfire safety
- Development feasibility
- Retail potential and economic impacts
- Transport and traffic functionality

Proposed amendments to the draft Plan

The main amendments are summarised as follows:

- That the existing Warringah Aquatic Centre (WAC) remains in its current location and not be relocated to the future town centre. The existing RE1 Public Recreation zone will remain with an additional permitted land use which will allow for an educational establishment in this location. Council is working with the NSW Department of Education to develop a separate masterplan for this precinct including a separate community engagement process. The Masterplan will aim to incorporate a state-of-the-art education and recreation precinct with opportunities to create synergies between education, health, recreation and community facilities.
- Council is committed to ensuring the baseball fields at Aquatic Reserve are maintained and enhanced in their current location.
- Floor space ratios (FSRs) included in the draft Plan were set at low levels given the constrained capacity of the precinct from a traffic and transport perspective. Following a comprehensive review and identification of additional road and intersection upgrades, it is proposed to increase FSRs across the precinct. The increased FSRs have been independently assessed and verified as being viable in the short term.
- Additional land uses will be permitted (with development consent) in the R3 Medium Density Residential zoned land along Frenchs Forest Road West and Holland Crescent. The amendments also propose a change to the proposed R4 High Density Residential zoning in the residential gateway site to an R3 Medium Density Residential zone in light of a review of existing zoning controls.
- Significant bushfire risk along the western side of Grace Avenue prevents any further increase in density in this location. Accordingly it is proposed that these properties remain as single residential dwellings with the currently applicable planning controls remaining unchanged.
- Building heights have been increased for certain areas as a result of feasibility testing. This includes lots on Karingal Crescent and Holland Crescent.
- Additional traffic and transport investigations have concluded that in the short term, the precinct can support up to 3,000 dwellings concentrated around the future town centre with specific road and intersection upgrades. The provision of further dwellings beyond the 3,000 dwelling threshold in the medium to long term will require the delivery of significant regional road works such as the proposed Beaches Link Tunnel and/or an east-west BRT system from Chatswood to Dee Why. Accordingly, a phased approach to rezoning is proposed with a short, medium and long term strategy to facilitate the delivery of a strategic centre.
- 10% is the recommended percentage to be levied for affordable rental housing for all land proposed to be uplifted in the hospital precinct, with a 15% target within the future town centre site. This will deliver approximately 600 affordable dwellings over 20 years.

The section below provides further details on the proposed amendments.

Explanation of proposed amendments to the draft Plan

Change: Retention of Warringah Aquatic Centre (WAC) in its existing location

Reason: The existing WAC facility will remain in its current location and will not be relocated to the future town centre as per the draft Plan. The existing RE1 Public Recreation zone will remain with an additional permitted land use which will allow for an educational establishment in this location.

Accordingly, Council is presently considering the potential co-location of a new 1,500 to 2,000 student high school alongside the existing WAC facility and playing fields located within Aquatic Reserve. Council, in collaboration with NSW Department of Education, will develop a separate masterplan for this precinct including a separate community engagement process.

The Masterplan will aim to incorporate a state-of-the-art education and recreation precinct, with opportunities to create synergies between education, recreation, health and community facilities. Council's vision is to redevelop the WAC facility at Aquatic Reserve into a contemporary aquatic facility that is self-sustaining, incorporates industry best practice and better meets community and local school needs now and into the future.

Previous work undertaken for the WAC facility by the former Warringah Council has highlighted that the WAC is operating at a deficit. Funding from rate revenue is required to keep the WAC facility running. This is expected to increase as the existing building is ageing and if visitation rates continue to decline.

Should the WAC be redeveloped in the future, this will result in an integrated community hub being developed within Aquatic Reserve incorporating a new school, aquatic, leisure and sport facilities. Council is also committed to retaining and enhancing the baseball fields at Aquatic Reserve. The co-location of a new school and redeveloped WAC and enhanced recreational facilities and playing fields will support a range of facility and management synergies. In particular, sharing of facilities and services such as aquatic, health and fitness, indoor sports, events, parking and training will provide expanded community benefits.

Change: Floor space ratio (FSR) uplift (whole of precinct)

Reason: A primary objective of the draft Plan was to allocate relevant land uses to specific locations and to assign appropriate development controls (building height, floor space ratios) to encourage development to occur. The amount of development suggested by the draft Plan was restricted under advice from Roads and Maritime Services (RMS) due to the locality's limited road capacity. This resulted in FSRs that were minimal, although feasible under the long term 20 year application of the plan.

Notwithstanding the above, a key issue raised from submissions was the need for immediate development feasibility. Development feasibility is dependent on a range of factors including land values, purchase price and amalgamation patterns. It is noted that land values have increased significantly in Frenchs Forest, particularly since 2011 when the State Government released redevelopment plans for the area. With increased land values, this has meant that FSRs would need to be relatively high for development to be considered feasible in the short term.

In response to the submissions, Council has explored the possibility of increasing FSRs to ensure immediate development feasibility (0-3 years). At the same time, Council has investigated whether the FSR uplift across the precinct could be accommodated in the transport network. Council's economic and planning consultants have verified the feasibilities of the new FSRs. Further, the DPE has provided advice on development feasibilities based on the application of its Urban Feasibility Model (UFM) across the precinct. DPE's assessment has supported the findings of the economic consultant's work.

A revision of FSRs has occurred to ensure feasibility in the immediate to short term based on current land values. Council notes that whilst the FSRs have been increased, the precinct is constrained by its transport network capacity. Comprehensive traffic modelling has indicated that in the short term, the precinct can support up to 3,000 dwellings concentrated around the future town centre with specific road and intersection upgrades. The provision of further dwellings (beyond the 3,000 dwelling threshold) will require the delivery of significant regional road works, such as the proposed Beaches Link Tunnel and/or an east-west BRT system from Chatswood to Dee Why.

Change: Changes to exhibited zonings

Reason: Council has reviewed the zoning and land uses applied across the precinct in light of the submissions received. Three (3) areas are proposed for change:

1) Additional permitted land uses along Frenchs Forest Road West

The draft Plan identified an R3+ Medium Density Residential zone plus amendments to Schedule 1 Additional Permitted Uses for supportive uses at ground level to activate Frenchs Forest Road West. Following a review of the exhibited plan, it would have been unlikely that additional permitted uses would be feasible across the entire length of Frenchs Forest Road West.

The Structure Plan has reduced the additional permitted use to properties fronting Frenchs Forest Road West and adjacent to the future town centre and hospital. The reduced area will centralise the activated streetscape around the urban core. Council staff have also reviewed all 'supportive uses' in accordance with legal land use definitions and have identified the following as appropriate additional permitted land uses: medical centres, community health service facilities, health consulting rooms, business premises and office premises.

In addition, the Structure Plan intends to permit an additional permitted land use at the corner of Wakehurst Parkway and Frenchs Forest Road (106-112 Frenchs Forest Road West) for hotel or motel accommodation and serviced apartments. Whilst these land uses are already permitted in the future town centre under a B4 Mixed Use zone, the application of these land uses in this location intends to support further demand in an alternative location directly opposite the hospital.

2) Holland Crescent (south)

The draft Plan identified an R3 Medium Density Residential zone for properties along Holland Crescent. Council has reviewed the zoning of the lots south of Holland Crescent and north of Warringah Road, to provide an opportunity for land uses to integrate with the proposed green link from the future town centre to residential development west of Forest Way.

The Structure Plan recommends an R3 Medium Density Residential zone plus amendments to Schedule 1 Additional Permitted Uses to activate the street and connect with the proposed green link. Complementary uses to activate this link are proposed such as food and drink premises.

3) R4 High Density Residential zone

The draft Plan identified a residential gateway site west of Forest Way. An R4 High Density Residential zone was recognised as being appropriate for this precinct to distinguish it from the adjoining R3 Medium Density Residential zone and to acknowledge it as a key 'Residential Gateway' site. Following the exhibition period, Council officers have undertaken a statutory review of all zoning controls, which revealed that the existing R3 zone can achieve the same purpose as the R4 zone and permits residential flat buildings (apartments).

The revised Plan recommends a R3 Medium Density Residential zone in lieu of a R4 High Density Residential zone as this would achieve the same result in achieving a residential gateway site which permits residential flat buildings (apartments).

Change: Removal of Grace Avenue (west) from proposed uplift

Reason: Council's bushfire consultant undertook a further review of the Structure Plan in relation to bushfire opportunities and constraints in the hospital precinct. Council's bushfire consultant indicated that there was the potential for Grace Avenue to be impacted from the west with prolonged bush fire attack in the form of ember attack, smoke, radiant heat and direct flame contact. The Risk Plan identified properties adjacent to bushland areas as being exposed to extreme risk.

Accordingly, it is recommended that properties located on the western side of Grace Avenue not be further intensified and no land use change. These properties will retain the currently applicable planning controls and remain as single residential properties that can be renovated or rebuilt. However, they cannot be intensified as dual occupancies or multi units. Accordingly, the Structure Plan is recommending the removal of the R3 Medium Density Residential zoning for properties along the western side of Grace Avenue due to significant bushfire risk.

Change: Changes to exhibited Building Heights

Reason: The draft Plan identified certain lots with a range of heights. For the purposes of converting the planning framework in the Structure Plan to legal mapping requirements, the Structure Plan amends the height ranges to ensure a consistent maximum building height control. No change is proposed to the maximum building height of 40 metres which is largely consistent with the maximum building height of the hospital (being 41 metres).

In addition to the above, the Structure Plan also recommends increasing the building height in the following two areas:

- Karingal Crescent – The Structure Plan proposes an increase from 8.5 metres to 11 metres to allow for three storey townhouse style development, which is feasible under current market conditions.
- Holland Crescent – The Structure Plan proposes an increase from 17.5 metres to 21 metres. This increased height is necessary to ensure that the proposed floor space ratio can be achieved with the height control. This will also allow a better urban design outcome by providing a better visual transition from the 40 metre height limit of the future town centre.

Change: Correction of anomalies

Reason: A number of anomalies have been identified, which are listed below.

1) Zoning of Hospital site from SP1 Special Activities to SP2 Infrastructure

The draft Plan identified an SP1 Special Activities zone for the hospital site. Following a review of all other public hospital sites in Sydney, it was found that most public hospitals were classified as SP2 Infrastructure. This included Royal North Shore Hospital, St Vincent's Hospital, Westmead Hospital, and Royal Prince Alfred Hospital. This minor change will ensure that the land use zoning is consistent with the majority of other public hospitals in Sydney.

2) Mapping anomalies in the draft Plan

Council staff have identified a number of mapping anomalies in the draft Plan. These include:

- The properties 25 Forest Way and 4 Hilmer Street were not identified in all maps. The draft Plan has been amended to include these properties.
- The property at 1 Frenchs Forest Road West (Frenchs Forest Police Station) has now been included as part of the future town centre. The redevelopment of the town centre would incorporate this contiguous parcel of land to ensure that the land is incorporated into the town centre and prevent the isolation of this lot.

- Inclusion of Sorlie Road car park. This would ensure that the planning controls match the land use controls on the adjoining properties.

Change: Increased dwelling numbers as a result of increased FSRs

Reason: As a result of increased FSRs across the hospital precinct, this has resulted in a significant increase in the future anticipated dwelling numbers. Under the revised Structure Plan, approximately 5,360 dwellings could be achieved over 20 years.

Council's traffic and transport consultant undertook additional traffic modelling to investigate whether the precinct could accommodate additional density and what improvements to the road network were required. Traffic modelling has indicated that in the short term, the precinct can support up to 3,000 dwellings concentrated around the future town centre with specific road and intersection upgrades. The provision of further dwellings (beyond the 3,000 dwelling threshold) in the medium to long term will require the delivery of significant regional road works, such as the proposed Beaches Link Tunnel and/or an east-west BRT system from Chatswood to Dee Why.

Change: Committing to a 15% affordable rental housing target within the future town centre site

Reason: Council's economic and planning consultants have assessed the demand for affordable housing for key workers in Frenchs Forest associated with the realisation of the draft Plan. Council's consultants have also determined the feasible proportion of floor space for affordable housing to meet this demand.

Council's consultants recommend that an affordable rental housing levy of 10% of residential floor space is feasible for all land proposed to be uplifted in the hospital precinct. The analysis provides additional feasibility testing using a range of higher FSRs. In consideration of the significant FSR increase in the town centre site, Council recommends a 15% affordable rental housing target for the town centre site.

All levels of government need to demonstrate leadership in facilitating opportunities for affordable housing in Metropolitan Sydney. The future town centre site is located on State Government owned land. The provision of affordable housing on government owned land is an action outlined in A Plan for Growing Sydney and Council's Affordable Housing Policy. Accordingly, the Structure Plan is recommending that Council commit to a 15% affordable rental housing target for the future town centre. This will provide an opportunity to deliver industry best practice through the integration of affordable rental housing in a new urban centre.

Other actions outside the scope of the Structure Plan

As part of the review process, a number of actions have been identified which fall outside the scope of the Structure Plan. These actions respond to the issues raised in the submissions as well as new infrastructure announcements by the State Government. The actions are as follows:

- Council, in collaboration with NSW Department of Education, will develop a separate masterplan for Aquatic Reserve including a separate community engagement process. The Masterplan will aim to incorporate a state-of-the-art education and recreation precinct, with opportunities to create synergies between education and community facilities. Council's vision is to redevelop the WAC facility into a contemporary aquatic facility that is self-sustaining, incorporates industry best practice and better meets community and local school needs now and into the future.
- Council is working towards achieving a Green Star – Communities rating from the Green Building Council of Australia. A Green Star rating is an internationally recognised sustainability rating system. Achievement of a Green Star rating would mean that the Frenchs Forest precinct has been recognised as having best practice design which promotes a sustainable and liveable community.

- Council is continuing to work with Roads and Maritime Services (RMS) to investigate future opportunities and implications of the Beaches Link Tunnel in Frenchs Forest. The tunnel will connect to the Warringah Freeway, cross under Middle Harbour connecting with the Burnt Bridge Creek Deviation at Balgowlah. The Wakehurst Parkway will be upgraded to two lanes each way between Seaforth and Frenchs Forest. Preliminary plans indicate that the Wakehurst Parkway extension will stop at the new Northern Beaches Hospital (intersection of Warringah Road and Wakehurst Parkway). RMS has advised that draft concept plans will be available in mid-2018.

TIMING

Should Council approve the Structure Plan, it will come into effect immediately. The Structure Plan forms the overarching planning framework that will guide all future planning decisions in Frenchs Forest and sets a 20 year vision for the growth of the precinct, with development opportunities deliverable in the short (immediate), medium (10 years) and long term (more than 10 years).

As Frenchs Forest has been identified as a Priority Precinct by the NSW Government, the rezoning process to implement the revised plan will be fast-tracked. The first priority will be to ensure that the future town centre adjacent to the new hospital is implemented to allow for new shops and businesses. A phased strategy for development identified within the medium to long term is proposed. At the 30 November 2016 Council meeting, Council resolved to explore avenues to accelerate the rezoning process. Discussions have been convened with the State Government and in this regard, it is likely that this will occur through an amending State Environmental Planning Policy (SEPP) process.

Concurrently, Council will work with the NSW Department of Planning and Environment to prepare and exhibit a suite of implementation plans in accordance with the planning framework identified in the Structure Plan. This will include more detailed design and sustainability controls through an amendment to the Warringah Development Control Plan 2011, Urban Design Guidelines, Section 94 Contributions Plan and Infrastructure Plan.

FINANCIAL IMPACT

This matter has financial implications for Council as the redevelopment of the hospital precinct would require certain infrastructure improvements to support the redevelopment and growth, as outlined in the Structure Plan. It is noted that the WAC facility will be subject to a separate master planning process which will outline financial implications.

The implementation of the Structure Plan may require additional staff resources to deliver a number of the proposed actions.

There is a range of funding options that Council can progress with including:

- Council's existing operational budget;
- Developer contributions levied under Council's Section 94 Contributions Plan and Voluntary Planning Agreements Policy;
- Developer contributions levied under the State Government's Special Infrastructure Contributions (SIC) levy; and
- Grants from State Government under the Priority Precinct program.

SOCIAL IMPACT

This matter will have a positive social impact. The Structure Plan aims to build on the strengths already present in the precinct and improve liveability and social amenity in Frenchs Forest. The future town centre will provide an additional social benefit as it will be a vibrant, new place for

people to meet, socialise and visit, and will ultimately play a more important role as the Strategic Centre for the Northern Beaches over the next 20 years and beyond.

Equally important is the provision of affordable rental housing for key workers to assist with housing affordability and to provide a more diverse community. Council's Affordable Housing Policy outlines Council's position for a 10% affordable rental housing target in all urban renewal and greenfield areas, as well as higher rates of provision, where feasible. The Structure Plan demonstrates that a 10% target is feasible under current market conditions for all land proposed to be uplifted in the hospital precinct. In addition, the Structure Plan confirms that an increased target is feasible for the town centre site at 15%. The increased target for the town centre site will ensure that the hospital precinct reflects best practice planning outcomes by integrating affordable rental housing within the new town centre, so that it is in walking distance to shops, services, amenities, jobs and the new hospital.

ENVIRONMENTAL IMPACT

The Structure Plan aims to support and promote environmental sustainability principles including maintaining and enhancing existing public open space, incorporating a 'green link' to connect the future town centre to new housing west of Forest Way and promoting a walkable centre with less reliance on private vehicles by locating housing in close proximity to shops, jobs and the new hospital.

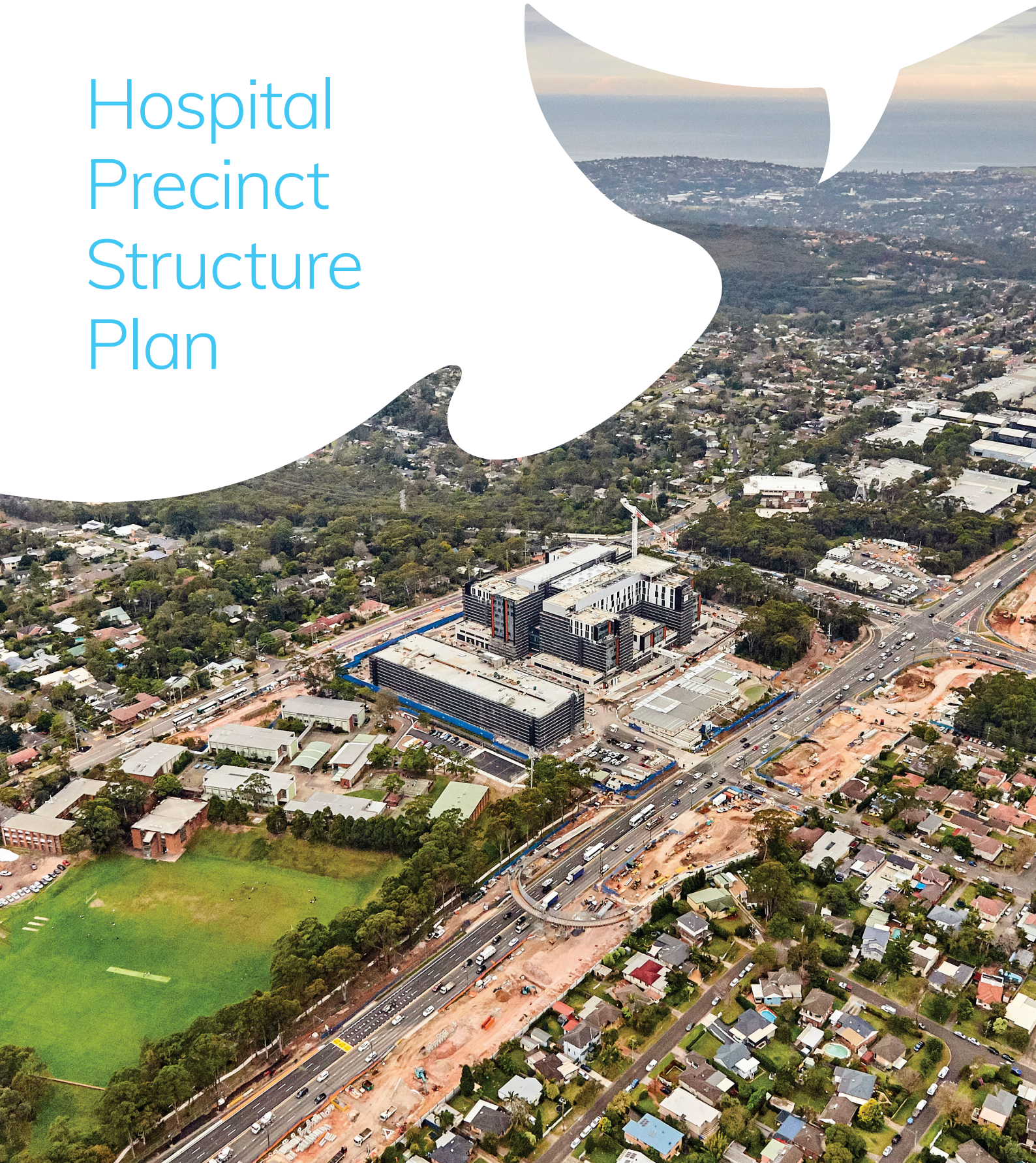
The implementation of the Structure Plan will also incorporate more detailed design standards in the Development Control Plan (DCP) and Urban Design Guidelines. Council will investigate mechanisms to incorporate creative and innovative building design in the future development of the precinct. The proposed controls will ensure that environmental impacts are minimised for new development and that a modern, sustainable, healthy urban core and supporting residential precinct is created.

Separately, Council is working towards achieving a Green Star – Communities rating from the Green Building Council of Australia for the Northern Beaches Hospital Precinct Structure Plan. A Green Star rating is an internationally recognised sustainability rating system. Achievement of a Green Star rating would mean that the Frenchs Forest precinct has been recognised as having best practice design which promotes a sustainable and liveable community.



northern
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Hospital Precinct Structure Plan





1.0 Introduction

The Northern Beaches Hospital Precinct Structure Plan (Structure Plan) provides the strategic land use planning framework for Frenchs Forest over the next 20 years. The Structure Plan sets the vision for Frenchs Forest as it transitions into a Strategic Centre and identifies appropriate land use mixes taking into account environmental, social, economic, traffic, transport and accessibility issues. Underpinning the Structure Plan are a number of technical studies and background documents.

The Structure Plan acknowledges the need for growth in the precinct in response to significant infrastructure investment and change. Anchored by the new Northern Beaches Hospital and associated traffic and transport opportunities, the urban fabric of Frenchs Forest will change to become a new Strategic Centre on the Northern Beaches. A new vibrant town centre with a variety of new housing and employment opportunities along with new public infrastructure is identified for Frenchs Forest.

The Structure Plan highlights that future development of the precinct is dependent on further delivery of improved transport infrastructure and a continued modal shift from private to public transport. Over the next 20 years, the Structure Plan proposes the phased delivery of approximately 5,360 dwellings and 2,300 new jobs. Traffic modelling has indicated that in the short term, the precinct can support up to 3,000 dwellings concentrated around the town centre site with specific road and intersection upgrades. The provision of further dwellings (beyond the 3,000 dwelling threshold) in the medium to long term will require the delivery of significant regional road works, including the proposed Beaches Link Tunnel, and an east-west bus rapid transit (BRT) system from Chatswood to Dee Why.

In 20 years



5,360 homes



2,300 jobs

2.0 The Journey

2.1 Project Background

On 26 October 2012, the State Government identified the Frenchs Forest hospital site, together with the roadway at the intersection of Warringah Road and Wakehurst Parkway, as a State Significant Infrastructure site. The amendment declared development on the site to be 'State Significant Infrastructure' in accordance with the Environmental Planning and Assessment Act 1979.

On 2 May 2013 the NSW Minister for Health, The Hon. Jillian Skinner MP, announced an invitation for expressions of interest from the private sector to design, construct, operate and maintain a new hospital at Frenchs Forest. In December 2014 Healthscope entered a contract with the Government for delivery of the hospital. Construction of the new hospital commenced in 2015 and the new hospital is scheduled for completion in 2018.

Simultaneously, the NSW Government is undertaking road upgrades around the new Northern Beaches Hospital with work planned to be completed in time for the hospital opening. Roads and Maritime Services (RMS) will deliver the road upgrades in two stages. Stage 1 will provide essential access for the Northern Beaches Hospital and Stage 2 will assist in increasing capacity of the surrounding road network and improve access through the precinct. The hospital, together with the associated road upgrades represents a significant investment in infrastructure for the Northern Beaches, estimated to be valued at approximately \$1 billion.

In response, the former Warringah Council (Council) resolved to prepare a Structure Plan on 6 August 2013. Council acknowledged that the scale of the hospital development and associated road works would change the dynamic of the surrounding area. This reinforced the need for Council to undertake forward planning to determine the most appropriate future land uses, local infrastructure and urban quality requirements in proximity to the hospital. The Structure Plan is needed to ensure that Council has a solid planning framework (including proposed zoning and development controls) to inform and guide future planning decisions for land surrounding the hospital.

In 2014 the State Government released 'A Plan for Growing Sydney' that identified Frenchs Forest as a 'Strategic Centre'. Strategic Centres are identified

in locations that currently have, or are planned to have, at least 20,000 jobs and are priority locations for employment, retail, housing, services and mixed uses. A key planning principle is to focus future growth, urban renewal and a networked transport system around the strategic centres. The Draft North District Plan released in November 2016 is consistent in nominating Frenchs Forest as a Strategic Centre for the Northern Beaches.

Detailed analysis for the Structure Plan was carried out between July 2014 and April 2015. This included extensive community engagement (Stages 1 and 2) and collaboration with the various State Government departments culminating in the preparation of four development and transport scenarios for the future of the precinct. These were presented to the community in November 2014. The preferred growth scenario provided for an additional 4,500 additional dwellings and 10,000 jobs within the Hospital Precinct over the next 20 years, and was predicated on the provision of an east-west bus rapid transit (BRT) system and regional road improvements. A subsequent Transport Study confirmed the limitations of the locality's road network in accommodating this long-term, high growth scenario and a draft Structure Plan was subsequently released that allowed for the provision of 2,200 dwellings in acknowledgement of the network constraints and the State Government's lack of commitment for an east-west BRT system from Chatswood to Dee Why.

Following extensive community engagement in November 2016 to February 2017 (Stage 3), resulting in 930 submissions, a revised Structure Plan was prepared. This report represents Council's revised Structure Plan and takes into consideration the intent and vision of Frenchs Forest as it transitions into a Strategic Centre. More specifically, the revised Plan results in increased density within and surrounding the town centre adjacent to the new Northern Beaches Hospital (with an opportunity to deliver a 15% affordable rental housing target) and higher densities surrounding the future town centre subject to specific road and intersection upgrades. This will provide an opportunity for Frenchs Forest to develop into its full potential as the Strategic Centre for the Northern Beaches.

2.2 Draft Northern Beaches Hospital Precinct Structure Plan

The draft Structure Plan was placed on public exhibition for a three month period from 30 November 2016 to 28 February 2017. The draft Structure Plan proposed an initial allowance of approximately 2,200 new dwellings and an additional 2,300 jobs, subject to identified local road improvements and infrastructure upgrades.

The exhibition process included:

- Displays at Council's Customer Service Centre (Dee Why) and Dee Why Library
- Online updates and information (yoursay.northernbeaches.nsw.gov.au)
- Public notices and Administrator Messages in the Manly Daily
- Notification letters to property owners in the precinct
- 10,000 pamphlets/brochures delivered to residents in the precinct
- 9 x Community information sessions
- Meetings with interested groups and/or individuals

Council received 930 submissions, including four (4) pro-formas and four (4) petitions. Two (2) submissions were received from state agencies. The key issues raised are summarised below:

Issue	Percentage (%)
Closure of Warringah Aquatic Centre	39.8
Object to redevelopment in its current form	28.1
Transport concerns	12.0
Concerns regarding Aquatic Reserve (including playing fields)	11.7
Other	8.4

2.3 The Review Process

Council staff carried out a comprehensive review of the submissions based on the following principles:

- Intent and vision of Frenchs Forest as a Strategic Centre and Priority Precinct
- Objectives and actions of the Draft North District Plan and 'A Plan for Growing Sydney'
- Transport and traffic network functionality
- Development feasibility
- Bushfire safety
- Housing affordability
- Environmental sustainability

To inform appropriate responses to the submissions, a number of studies were commissioned to address the following issues:

- Affordable housing
- Bushfire safety
- Development feasibility
- Retail potential and economic impacts
- Transport and traffic functionality

The additional research and modelling has informed a number of significant revisions to the draft Structure Plan in order to achieve the aspirations set out by the community. This report represents the final Structure Plan and incorporates the recommended changes following public exhibition of the draft Structure Plan.



3.0 Delivering a Vision

The Structure Plan provides the framework for delivering a strategic centre that meets the aspirations that were identified in the preferred growth scenario:

- Transitioning Frenchs Forest into a strategic centre
- Create a health and wellness precinct
- Inclusion of affordable housing
- Reinforce the precinct as an economic hub
- Clarify the street network
- Extend and connect to the existing fabric
- Enhance the identity of the precinct
- Integrate public transport commensurate with a strategic centre

- Make the precinct bigger
- Define the mix of uses
- Leverage the natural environment
- Design for the future
- Create a vibrant community destination
- Make the precinct active and healthy
- Create a legacy

Anchored by the new Northern Beaches Hospital and associated traffic and transport improvements, Frenchs Forest will change in the future and become a new vibrant town centre with a variety of new housing and employment opportunities along with new public infrastructure. Frenchs Forest will be the Strategic Centre for the Northern Beaches over the next 20 years and beyond.



4.0 The Plan

The Structure Plan forms the overarching strategy for all future planning in Frenchs Forest and sets a 20 year vision for the growth of the precinct, with development opportunities deliverable in the short, medium and longer term. The document is Council's endorsed framework for all future planning decisions. The Structure Plan takes into consideration the intent and vision of Frenchs Forest as a Strategic Centre and provides an opportunity to create a once in a lifetime urban renewal opportunity on the Northern Beaches with a new town centre, new jobs and new homes adjacent to the Northern Beaches Hospital.

The cornerstone piece of the Structure Plan will be the creation of a new town centre. It will be a place for the community to meet, shop, dine, visit and work, as well as a destination that will bring vibrant activity to the precinct during the day and night. The town centre will build on its prime location adjoining the hospital which will encourage a walkable centre that is less dependent on car transport. A transport interchange is envisioned to be incorporated into the redevelopment of the town centre.

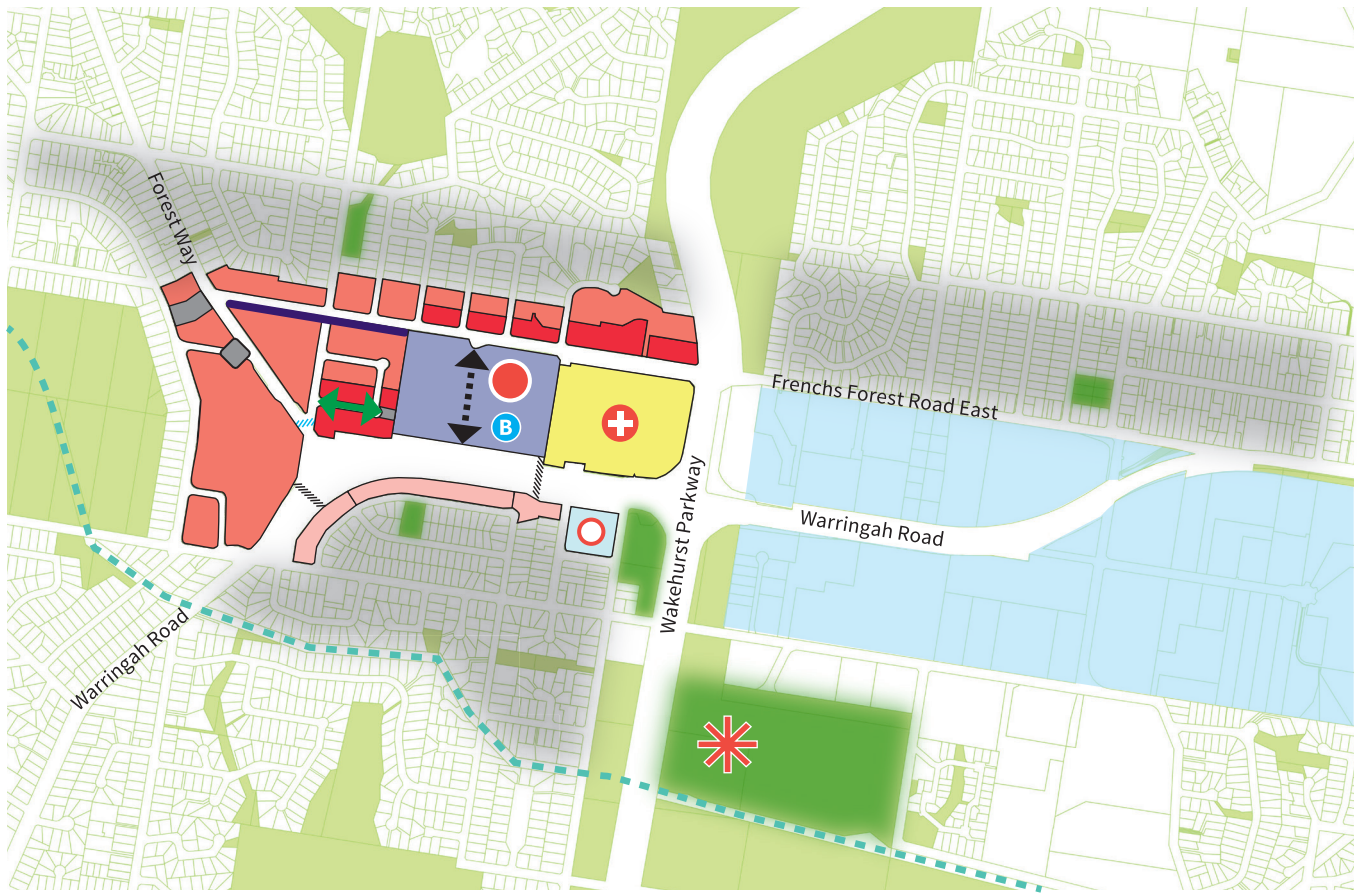
The cornerstone piece of the Structure Plan will be the creation of a new town centre. It will be a place for the community to meet, shop, dine, visit and work, as well as a destination that will bring vibrant activity to the precinct during the day and night. A transport interchange is envisioned to be incorporated into the redevelopment of the town centre.

Surrounding the town centre will be modern apartment buildings with a variety of building heights and forms. This will provide increased housing choice for the community and provide a mechanism to assist in housing affordability on the Northern Beaches. The hospital will set the benchmark for the maximum building height in the precinct at 41 metres. No building will be higher than the hospital.

The Structure Plan also has the potential for expansion beyond the 20 years into the additional areas identified in the map (future investigation). This will be subject to further careful analysis and appropriate infrastructure improvements.

The Structure Plan achieves the following outcomes:

- A new, centrally located town centre that is connected to the Northern Beaches Hospital with uses including retail, commercial, residential, open space and recreation.
- Retention of the Warringah Aquatic Centre and playing fields in Aquatic Reserve. In collaboration with NSW Department of Education, Council will develop a separate masterplan for Aquatic Reserve to deliver a state-of-the-art education and recreation precinct at Aquatic Reserve.
- New pedestrian and cycle infrastructure.
- Shared and multi-use indoor and outdoor recreation facilities.
- Approximately 35 hectares of rezoned land to provide for more homes, shops and jobs.
- New housing (approximately 5,360 dwellings) and employment (approximately 2,300 jobs) to address demand and support the hospital over a 20 year period.
- Up to 10% of new dwellings to be provided as affordable rental housing throughout the precinct to support key workers. For the town centre site, this will be increased to 15% of new dwellings. This will deliver approximately 600 affordable dwellings over 20 years.



Legend

- | | |
|----------------------------------------------------------|-------------------------------------------------------------|
| B1 Neighbourhood Centre | Future road closure |
| B4 Mixed Use | Proposed future bus interchange (location to be determined) |
| Jobs Growth | Existing pedestrian/cyclist overpass |
| R2+ Low Density Residential plus additional land uses | New pedestrian/cyclist overpass |
| R3 Medium Density Residential | 'The Pipeline' |
| R3+ Medium Density Residential plus additional land uses | Town Centre |
| SP2 Infrastructure | Hospital |
| Green Link | Neighbourhood Centre |
| Mid block connection | Education and Recreation Precinct |
| New Road connection | Embellished open space |
| Potential road widening | Future investigation |
| | Open space |

5.0 Implementation

This section describes the main revisions to the draft Structure Plan, the analysis and research behind these decisions, and how each revision will be implemented.

5.1 Infrastructure

The preparation of a Structure Plan for Frenchs Forest has been a highly collaborative process. This plan highlights that the full capacity of the precinct is dependent on a further expansion of transport infrastructure and a continued modal shift from private to public transport. Over the next 20 years, the Structure Plan proposes the phased delivery of approximately 5,360 dwellings and 2,300 new jobs. Traffic modelling has indicated that in the short term, the precinct can support up to 3,000 dwellings concentrated around the future town centre site with specific road and intersection upgrades. The provision of further dwellings (beyond the 3,000 dwelling threshold) in the medium to long term will require the delivery of significant regional road works, such as the proposed Beaches Link Tunnel and/or an east-west bus rapid transit (BRT) system from Chatswood to Dee Why.

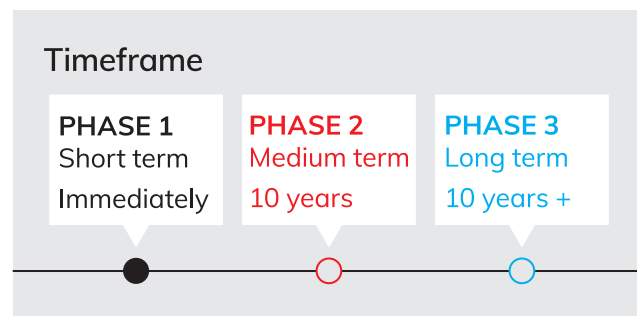
The specific infrastructure works required for each phase of delivery are listed below:

Works required for short term development

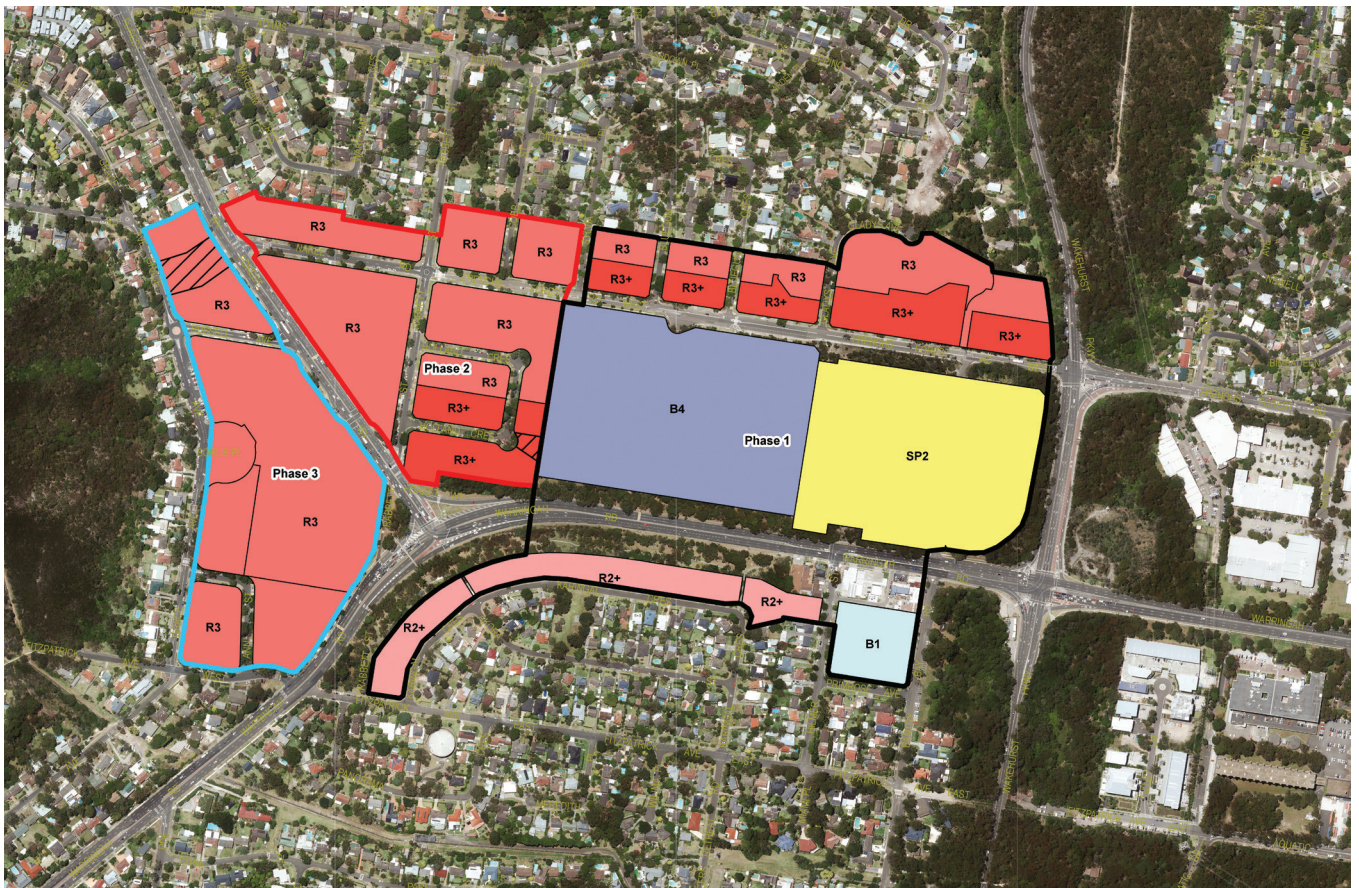
- i. Formalisation of the town centre entry at Frenchs Forest Road West as a priority controlled seagull intersection or traffic lights.
- ii. Alternative access points to the future town centre along Warringah Road. This is to be left in, left out access only.
- iii. Widening along Frenchs Forest Road West and Naree Road including an additional approach lane at Frenchs Forest Road West and Naree Road intersection to allow for an additional westbound through lane and double right turn and left turn bay onto Forest Way. This may involve partial acquisition of the street frontage of up to 3 metres of 17 properties on the southern side of Naree Road and Frenchs Forest Road West.

Regional road works required for medium to long term growth











- i. Upgrades to Grace Avenue and extension of Naree Road.
- ii. Improvements to Allambie Road/Warringah Road intersection to provide alternative access to Frenchs Forest Road from the east.
- iii. Improvements to Forest Way/Adams Street intersection to alleviate southbound capacity constraints from downstream capacity constraints along Warringah Road.
- iv. Implementation of an east-west bus rapid transit (BRT) system to reduce the dependence on the private vehicle as a means of transport. A transport interchange is envisioned to be incorporated into the redevelopment of the town centre site.
- v. Delivery of the Beaches Link Tunnel to remove North Sydney and City bound traffic off Warringah Road. Further regional road upgrades are required to provide access to the tunnel.
- vi. A further traffic study (Corridor Study) to determine possible improvements from Warringah Road/Forest Way to Roseville Bridge.

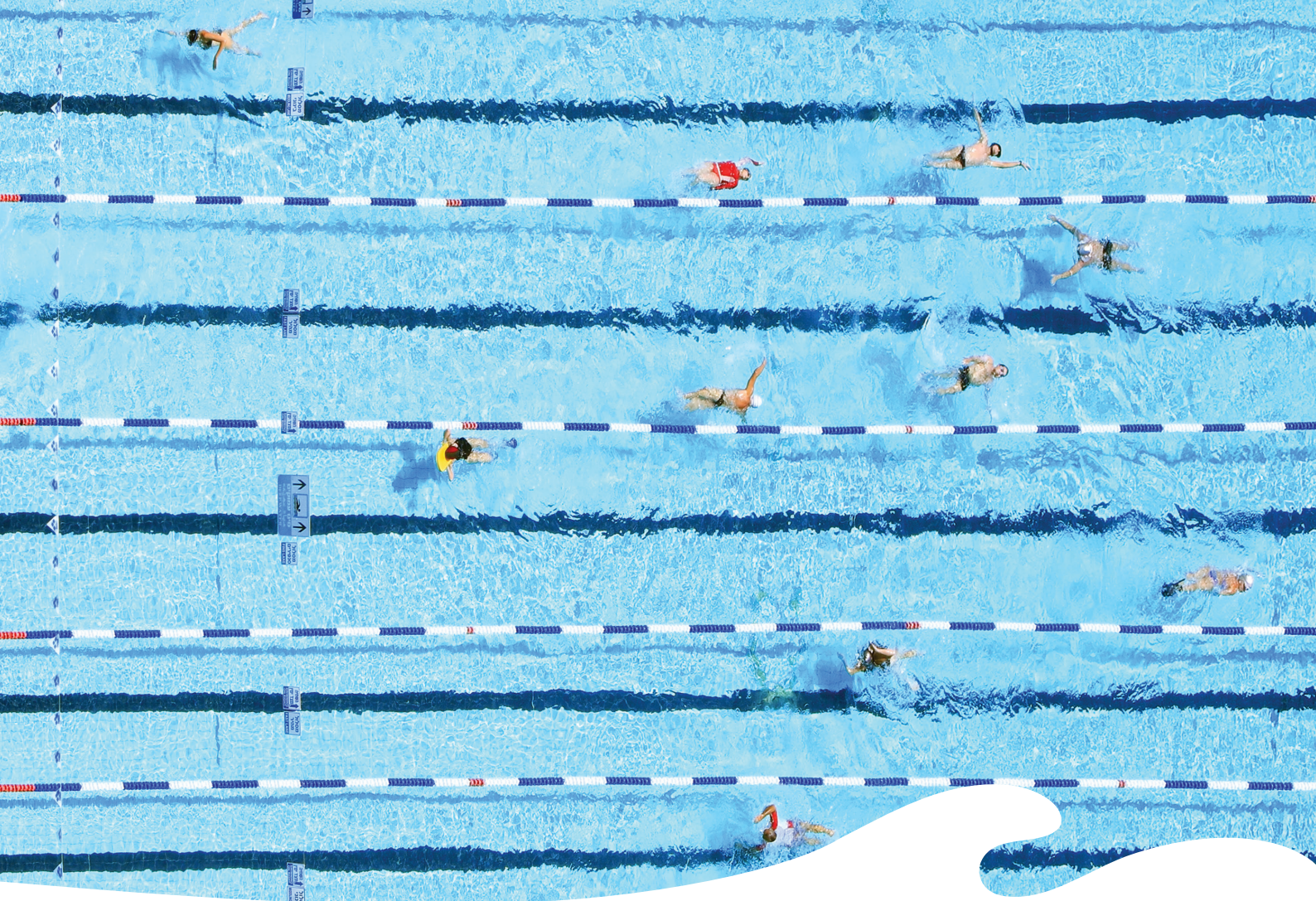


Phasing Strategy



Legend

 B1 Neighbourhood Centre	 R2+ Low Density Residential plus additional land uses	 R3+ Medium Density Residential plus additional land uses
 B4 Mixed Use	 R3 Medium Density Residential	 SP2 Infrastructure
 Phase 1 (Immediately)	 Phase 2 (10 years)	 Phase 3 (10 years +)
 Proposed new road		



5.2 Other Revisions

Warringah Aquatic Centre (WAC) and Aquatic Reserve

The existing Warringah Aquatic Centre (WAC) will remain in its current location and will not be relocated to the future town centre. The existing RE1 Public Recreation zone will remain with an additional permitted land use which will allow for an educational establishment in this location.

Council is working with the NSW Department of Education to develop a separate masterplan for this precinct including a separate community engagement process. The Masterplan will aim to incorporate a state-of-the-art education and recreation precinct with opportunities to create synergies between education, health, recreation and community facilities. Council's vision is to redevelop the WAC facility into a contemporary aquatic facility that is self-sustaining, incorporates industry best practice and better meets community and local school needs now and into the future.



Affordable Housing

Council's consultants conclude that an affordable rental housing levy of 10% of residential floorspace is feasible for all land proposed to be uplifted in the hospital precinct. The report provides additional feasibility testing using a range of higher FSRs. In consideration of the significant FSR increase in the town centre, Council recommends a 15% affordable rental housing target within the future town centre site.

Bushfire

Council's consultants have determined that significant bushfire risk along the western side of Grace Avenue prevents any further increase in density in this location. Accordingly, it is proposed that these properties will remain as single residential dwellings with the current applicable planning controls remaining unchanged.

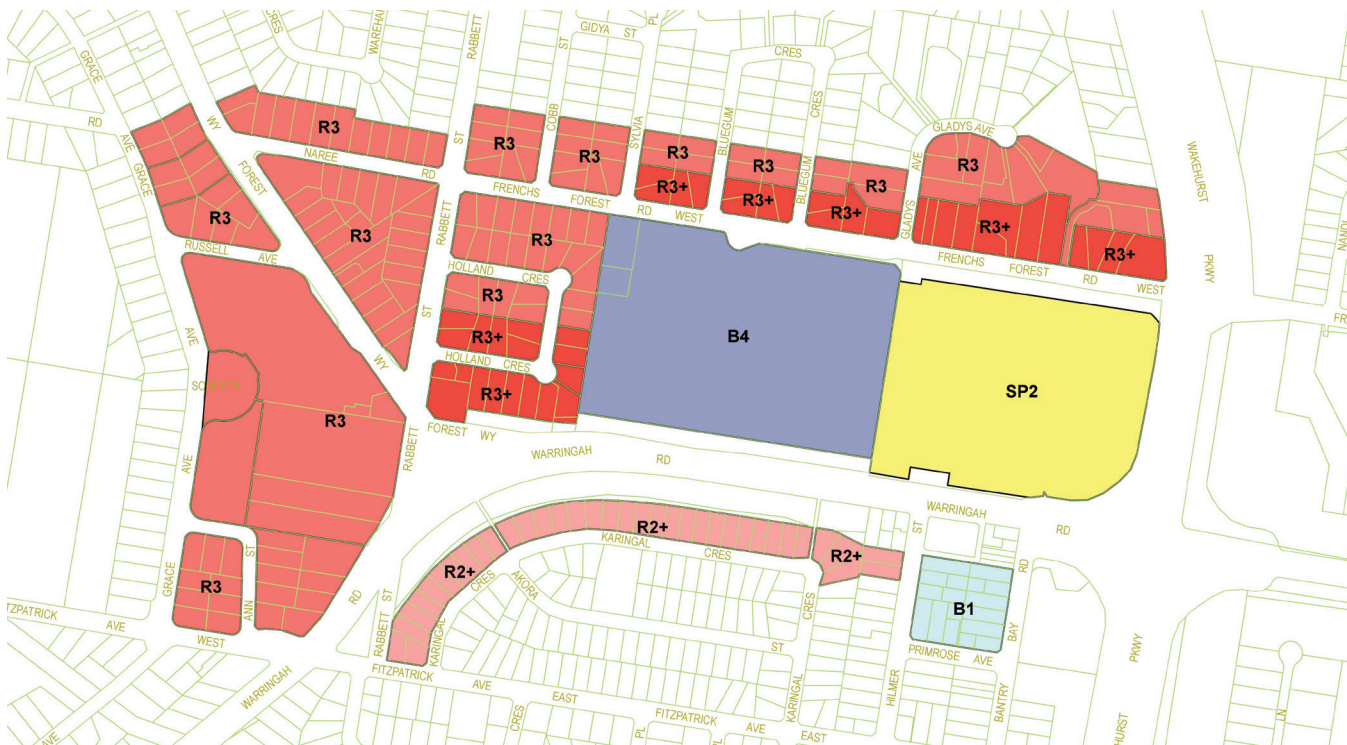
Environmental Sustainability

The Structure Plan aims to support and promote environmental sustainability principles. In recognition of this, Council is working towards achieving a Green Star – Communities rating from the Green Building Council of Australia. A Green Star rating is an internationally recognised sustainability rating system. Achievement of a Green Star rating would mean that the Frenchs Forest precinct has been recognised as having best practice design which promotes a sustainable and liveable community.

5.3 Statutory implementation

The following sections outline changes required to the statutory planning instruments and policies to implement the Structure Plan.

Land Use Zoning



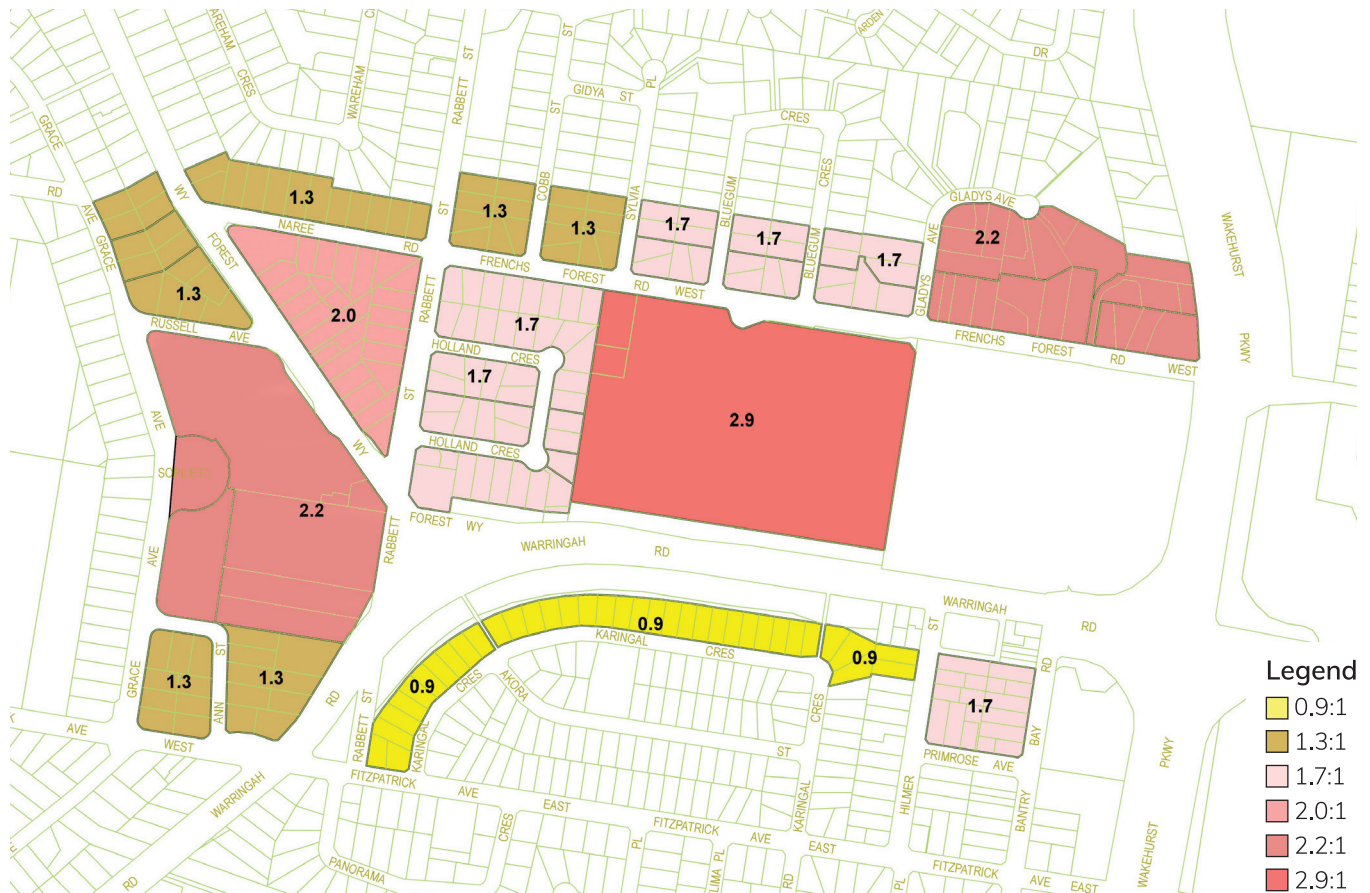
Legend

- | | | |
|------------------------------------------------------------------|-------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------|
| ■ B1 Neighbourhood Centre | ■ R2+ Low Density Residential plus additional land uses | ■ R3+ Medium Density Residential plus additional land uses |
| ■ B4 Mixed Use | ■ R3 Medium Density Residential | ■ SP2 Infrastructure |

- A B4 Mixed Use zone will provide an anchor for the precinct through the provision of a new town centre adjacent to the Northern Beaches Hospital. This will also promote a walkable town centre with dwellings in walking distance to shops, jobs and the hospital.
- An SP2 Infrastructure zone is identified for the Northern Beaches Hospital site. This zone is consistent with the land zoning of other public hospitals in Sydney.
- A B1 Neighbourhood Centre zone is identified for the block bounded south of Warringah Road, Hilmer Street, Primrose Avenue and Bantry Bay Road. This will replace the former Bantry Bay Road shops that were removed as a result of road widening works.
- A R3 Medium Density Residential zone with additional permitted land uses is identified for properties adjacent to the future town centre along Holland Crescent. This will provide an opportunity for land uses to integrate with the proposed green link from the town centre to residential development west of Forest Way. Complementary uses to activate this link are proposed such as food and drink premises.
- A R3 Medium Density Residential zone with additional permitted land uses is identified for properties north of Frenchs Forest Road West, adjacent to the town centre and hospital site. This will provide an opportunity to activate the street level and support the demand for complementary employment uses from the hospital. The additional permitted land uses include: medical centres, community health service facilities, health consulting rooms, business premises and office premises.
- A R3 Medium Density Residential zone is identified for the remainder of the precinct as indicated on the map, excluding land south of Warringah Road. This will permit a range of land uses, including residential flat buildings. It is noted that the R3 zone permits a school and would allow a school to continue operation in this location.
- A R2 Low Density Residential zone with additional permitted land uses is identified for land south of Warringah Road and north of Karingal Crescent. Separated by Warringah Road, this precinct will provide a transition from higher densities north of Warringah Road. The additional permitted land uses include: multi dwelling housing. Multi dwelling housing means three 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
- The retention of the RE1 Public Recreation zone with an additional permitted land use for Aquatic Reserve is proposed. Educational establishments will be an additional permitted land use. This will facilitate the relocation of the Forest High School to create a state-of-the-art recreation and education precinct. A separate masterplan will be undertaken for this precinct including a separate community engagement process.
- The B7 Business Park zone for the Frenchs Forest Business Park located east of Wakehurst Parkway will be retained. While there are no changes to the existing land use zone, this precinct is able to grow and mature under its current zoning to support the new hospital and deepen the locality's employment base. In order to facilitate and encourage employment growth in the area, it is recommended that an Employment Development Strategy be prepared.

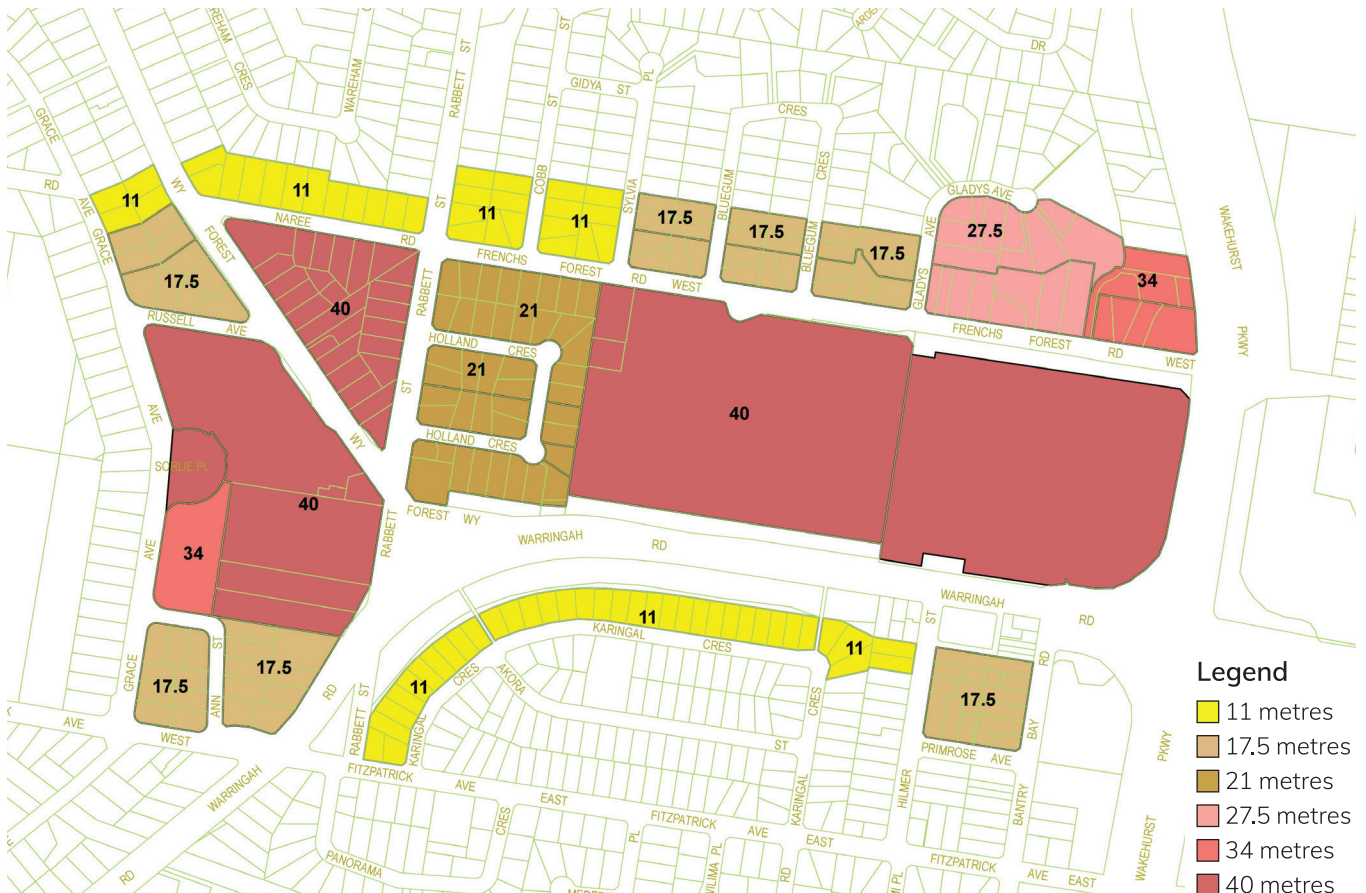
In addition to the above, the additional permitted land use for land at the corner of Wakehurst Parkway and Frenchs Forest Road West (Nos. 106-112 Frenchs Forest Road West) will also allow: hotel or motel accommodation and serviced apartments. Whilst these land uses are already permitted in the town centre site under a B4 Mixed Use zone, the application of these land uses in this location intends to support further demand in an alternative area directly opposite the hospital.

Maximum Floor Space Ratios



- A revision of Floor Space Ratios (FSRs) has occurred to ensure feasibility in the immediate to short term based on current land values.
- As noted in Section 5.1, the precinct can support up to 3,000 dwellings concentrated around the town centre site with specific road and intersection upgrades. Dwellings beyond this 3,000 threshold will require the delivery of significant regional road works, such as the proposed Beaches Link Tunnel, and/or an east-west bus rapid transit (BRT) system from Chatswood to Dee Why.

Maximum Height of Buildings



- The hospital will set the benchmark for building heights in the precinct at 41 metres.
- The building heights proposed are maximum heights only.
- Floor space ratios and more detailed Development Control Plans will act as the mechanism to ensure that building heights step down to adjoining lots and will provide for articulation and relief.

Height	Approximate Storeys
11 Metres	3 Storeys
17.5 Metres	5 Storeys
21 Metres	7 Storeys
27.5 Metres	9 Storeys
34 Metres	11 Storeys
40 Metres	12 Storeys

6.0 The Way Forward

The Structure Plan is the result of a detailed and collaborative process with the local community, stakeholders and state agencies including the NSW Department of Planning and Environment, Transport for NSW, Roads and Maritime Services, NSW Health Infrastructure, NSW Department of Education, Office of Environment and Heritage, Sydney Water and Ausgrid.

The Structure Plan forms the overarching strategy for all future planning in Frenchs Forest and sets a 20 year vision for growth in the precinct, with development opportunities deliverable in the short, medium and longer term. The Structure Plan is Council's endorsed framework for all future planning decisions in the hospital precinct. Council will continue to work closely with the NSW Department of Planning and Environment towards implementation of the Plan to allow for new homes, shops and businesses as Frenchs Forest grows towards its strategic centre status.

As Frenchs Forest has been identified as a Priority Precinct by the NSW Government, the rezoning process to implement the Plan will be fast-tracked. The first priority will be to ensure that the new town centre adjacent to the new hospital is implemented to allow for new shops and businesses. A phased strategy for development identified within the medium to long term is proposed. It is likely that rezoning will occur through an amending State Environmental Planning Policy (SEPP) process.

Concurrently, Council will work with the NSW Department of Planning and Environment to prepare and exhibit a suite of implementation plans in accordance with the planning framework identified in Structure Plan. This will include:

- More detailed design and sustainability controls through an amendment to the Warringah Development Control Plan 2011.
- Urban Design Guidelines.
- Section 94 Contributions Plan.
- Infrastructure Plan.

In addition to the above, Council will undertake the following actions separate to the Structure Plan process:

- In collaboration with the NSW Department of Education, Council will prepare a masterplan for the Aquatic Reserve precinct to deliver a state-of-the-art education and recreation precinct, with opportunities to create synergies between education and community facilities. Council's vision is to redevelop the WAC facility into a contemporary aquatic facility that is self-sustaining, incorporates industry best practice and better meets community and local school needs now and into the future.
- Council will work towards achieving a Green Star – Communities rating from the Green Building Council of Australia. A Green Star rating is an internationally recognised sustainability rating system. Achievement of a Green Star rating would mean that the Frenchs Forest precinct has been recognised as having best practice design which promotes a sustainable and liveable community.
- Council will continue to work with Roads and Maritime Services (RMS) to investigate future opportunities and implications of the Beaches Link Tunnel in Frenchs Forest. The tunnel proposes to connect to the Warringah Freeway, cross under Middle Harbour connecting with the Burnt Bridge Creek Deviation at Balgowlah. The Wakehurst Parkway will be upgraded to two lanes each way between Seaforth and Frenchs Forest. Preliminary plans indicate that the Wakehurst Parkway extension will stop at the new Northern Beaches Hospital (intersection of Warringah Road and Wakehurst Parkway). RMS has advised that draft concept plans will be available in mid-2018.

Council will review the Structure Plan periodically to monitor and evaluate progress and implementation.





Northern Beaches Hospital Precinct Response to Submissions Report

Prepared by:

Hames Sharley (WA) Pty Ltd

ABN 42 009 073 563

50666

July 2017

REVISION SCHEDULE

No.	Date	Details	CM
1	15/05/2017	Draft report Framework for Discussion	CR
2.	06/06/2017	Preliminary Draft	CR

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Executive Summary

Background

In response to the delivery of the new Northern Beaches Hospital, the associated road network upgrades, and the identification of Frenchs Forest as a Strategic Centre, Council resolved to prepare a Structure Plan for the Northern Beaches Hospital Precinct in August 2013. A partnership was established with the NSW Department of Planning and Environment (DPE) to deliver the Northern Beaches Hospital Precinct Structure Plan.

Detailed analysis for the Structure Plan was carried out between July 2014 and April 2015. This included extensive community engagement (Stages 1 and 2) and collaboration with the various State Government departments culminating in the preparation of four development and transport scenarios for the future of the precinct. These were presented to the community in November 2014. The preferred growth scenario provided for an additional 4,500 additional dwellings and 10,000 jobs within the Hospital Precinct over the next 20 years, and was predicated on the provision of an east-west bus rapid transit (BRT) system and regional road improvements.

A subsequent Transport Study confirmed the limitations of the locality's road network in accommodating this long-term, high growth scenario and a draft Structure Plan was subsequently released that allowed for the provision of 2,200 dwellings in acknowledgement of the network constraints and the State Government's lack of commitment for an east-west BRT system from Chatswood to Dee Why.

Community Engagement (Stage 3)

The Northern Beaches Hospital Precinct Structure Plan (Structure Plan) provides the strategic land use planning framework for Frenchs Forest over the next 20 years. The Structure Plan seeks to balance strategic objectives, site constraints and strategic planning principles with community desires and aspirations. Since Council's resolution to prepare the Structure Plan in 2013, community and stakeholder engagement has informed every stage of the plan preparation to date.

The draft Structure Plan was placed on public exhibition for a three month period from 30 November 2016 to 28 February 2017. During this time, Council received 930 submissions, including four (4) pro-formas and four (4) petitions. Two (2) submissions were received from state agencies. A large majority of the issues raised related to the closure of the Warringah Aquatic Centre; objections to the planning controls as proposed in the draft Structure Plan; transport concerns and concerns regarding any impacts on the recreational playing fields at Aquatic Reserve.

Review Process

Council staff carried out a comprehensive review of the submissions based on the following principles:

- Intent and vision of Frenchs Forest as a Strategic Centre and Priority Precinct;
- Objectives and actions of the Draft North District Plan and 'A Plan for Growing Sydney';
- Transport and traffic network functionality;
- Development feasibility;
- Bushfire safety;
- Housing affordability; and
- Environmental sustainability.

To inform appropriate responses to the submissions, a number of studies were commissioned to address the following issues:

- Affordable housing
- Bushfire safety
- Development feasibility
- Retail potential and economic impacts
- Transport and traffic functionality

Review Outcome

Following extensive community engagement, Council staff undertook a comprehensive review of the draft Structure Plan and have recommended certain amendments following the review process. Additional research and traffic modelling has informed a number of changes to the draft Structure Plan.

The main amendments are identified as follows with further details provided in the main body of this report:

- That the existing Warringah Aquatic Centre (WAC) remains in its current location and not be relocated to the future town centre. The existing RE1 Public Recreation Zone will remain with an additional permitted land use which will allow for an educational establishment in this location. Council is working with the NSW Department of Education to develop a separate masterplan for this precinct including a separate community engagement process. The Masterplan will aim to incorporate a state-of-the-art education and recreation precinct with opportunities to create synergies between education, health, recreation and community facilities.
- Council is committed to ensuring the baseball fields at Aquatic Reserve are maintained and enhanced in their current location.
- Floor Space Ratios (FSRs) included in the draft Structure Plan documents were set at low levels given the constrained capacity of the precinct from a traffic and transport perspective. Following a comprehensive review and identification of additional road and intersection upgrades, it is proposed to increase FSRs across the precinct. The increased FSRs have been independently assessed and verified as being viable in the immediate to short term.
- Additional land uses will be permitted (with development consent) in the R3 Medium Density Residential zoned land along Frenchs Forest Road West and Holland Crescent. The amendments also propose a change to the proposed R4 High Density Residential zoning in the residential gateway site to an R3 Medium Density Residential zone in light of a review of existing zoning controls.
- Significant bushfire risk along the western side of Grace Avenue prevents any further increase in density in this location. Accordingly it is proposed that these properties will remain as single residential dwellings with the currently applicable planning controls remaining unchanged.
- Building heights have been increased for certain areas as a result of feasibility testing. This includes lots on Karingal Crescent and Holland Crescent.
- Additional traffic and transport investigations have concluded that in the short term, the precinct can support up to 3,000 dwellings concentrated around the future town centre with specific road and intersection upgrades. The provision of further dwellings beyond the 3,000 dwelling threshold in the medium to long term will require the delivery of significant regional road works and upgrades such as the proposed Beaches Link Tunnel and/or an east-west BRT system from Chatswood to Dee Why. Accordingly, a phased strategy to rezoning is proposed with a short, medium and long term strategy to facilitate the delivery of a strategic centre.
- 10% is the recommended percentage to be levied for affordable rental housing for all land proposed to be uplifted in the Hospital precinct, with a 15% target within the future town centre site. This will deliver approximately 600 affordable dwellings over 20 years.

In addition to the above, minor amendments have been included as a result of the additional research undertaken. These changes have been made to ensure consistency and rigour in the revised Plan.

NORTHERN BEACHES HOSPITAL PRECINCT: **SUBMISSIONS REPORT**

1. INTRODUCTION AND BACKGROUND

1.1. PROJECT BACKGROUND

On 26 October 2012, the State Government identified the Frenchs Forest hospital site, together with the roadway at the intersection of Warringah Road and Wakehurst Parkway, as a State Significant Infrastructure site. On 2 May 2013 the NSW Minister for Health, The Hon. Jillian Skinner MP, announced an invitation for expressions of interest from the private sector to design, construct, operate and maintain a new hospital at Frenchs Forest. In December 2014 Healthscope entered a contract with the Government for delivery of the hospital. Construction of the new hospital commenced in 2015 and the new hospital is scheduled for completion in 2018.

Simultaneously, the NSW Government is undertaking road upgrades around the new Northern Beaches Hospital with work planned to be completed in time for the hospital opening. Roads and Maritime Services (RMS) will deliver the road upgrades in two stages. Stage 1 will provide essential access for the Northern Beaches Hospital and Stage 2 will help to increase capacity of the surrounding road network and improve access through the precinct. The hospital, together with the associated road upgrades represents a significant investment in infrastructure for the Northern Beaches, estimated to be valued at approximately \$1 billion.

In response, the former Warringah Council (Council) resolved to prepare a Structure Plan on 6 August 2013. Council acknowledged that the scale of the hospital development and associated road works would change the dynamic of the surrounding area. This reinforced the need for Council to undertake forward planning to determine the most appropriate future land uses, local infrastructure and urban quality requirements in proximity to the hospital. The Structure Plan is needed to ensure that Council has a solid planning framework (including proposed zoning and development controls) to inform and guide future planning decisions for land surrounding the hospital.

In 2014 the State Government released A Plan for Growing Sydney that identified Frenchs Forest as a 'Strategic Centre'. Strategic Centres are identified in locations that currently have, or are planned to have, at least 20,000 jobs and are priority locations for employment, retail, housing, services and mixed uses. A key planning principle is to focus future growth, urban renewal and a networked transport system around the Strategic Centres. The Draft North District Plan released in November 2016 is consistent in nominating Frenchs Forest as a Strategic Centre.

On 1st June 2017 Frenchs Forest was declared a Priority Precinct by DPE. The announcement is only recent and was limited to high level details, however, DPE have confirmed their intention to continue to work with Council to ensure the delivery of the Structure Plan. Beyond this, DPE have recognised that the recent announcement regarding the Beaches Link Tunnel will present further opportunities for Frenchs Forest with a medium to long term phased strategy for the delivery of more dwellings and jobs.

1.2. STRUCTURE PLAN OVERVIEW

In light of the new Northern Beaches Hospital, the associated road network upgrades and the identification of Frenchs Forest as a Strategic Centre, Council resolved to prepare a Structure Plan for the Northern Beaches Hospital Precinct in August 2013. A partnership was established with the NSW Department of Planning and Environment (DPE) to deliver the Northern Beaches Hospital Precinct Structure Plan.

An 'Interagency working group' (IWG) was formed to ensure ongoing interest and input from key state agencies throughout the development of the Structure Plan. The IWG is comprised of Council, DPE (Chair), Roads and Maritime Services (RMS), Transport for New South Wales (TfNSW), NSW Department of Education, Greater Sydney Commission (GSC), NSW Health Infrastructure, Office of Environment & Heritage (OEH), Sydney Water and Ausgrid.

Detailed analysis for the Structure Plan was carried out between July 2014 and April 2015. This included extensive community engagement and collaboration with the various State Government departments culminating in the preparation of four development and transport scenarios for the future of the precinct. These were presented to the community as part of Council's Stage 1 (community drop-in sessions) and Stage 2 (visioning workshops) community

engagement process in the latter half of 2014. The preferred growth scenario provided for an additional 4,500 additional dwellings and 10,000 jobs within the Hospital Precinct over the next 20 years.

The IWG continually reviewed the Structure Plan as Council progressed through each stage of the project. In April 2015, it was determined by the IWG, and following advice from RMS and TfNSW, that the additional transport and road infrastructure upgrades required would not be provided in the short to medium term (to support the preferred growth scenario) and that further assessment and modelling was required.

A subsequent Transport Study confirmed the limitations of the locality in accommodating a long-term, high growth scenario (i.e. a fully-functioning strategic centre). The Transport Study identified specific local road upgrades that were critical to the delivery of additional growth in the precinct and informed the finalisation of a draft Structure Plan. The draft Structure Plan as exhibited set out a staged approach to achieving a strategic centre, allowing for an intensification of development over time, with acknowledgement that network upgrades (regional and local) and public transport investment was paramount and a clear necessity if the area was to grow further.

The draft Structure Plan was placed on exhibition for three months from 30 November 2016 to 28 February 2017. The draft Structure Plan proposed an initial allowance of approximately 2,200 new dwellings and an additional 2,300 jobs, subject to identified local road improvements and infrastructure upgrades.

The public exhibition (Stage 3 Engagement) for the draft Structure Plan included:

- Community information sessions where community members and stakeholders had the opportunity to discuss the draft Structure Plan with Council staff;
- Online engagement via the project page;
- Targeted letter box drops; and
- Brochures and media articles/advertisements.

Further details of engagement activities are detailed in section 2.1 of this report. The public exhibition process was considered fundamental to ensure a community-led process and outcome.

1.3. KEY BENEFITS OF THIS PROJECT

The Structure Plan seeks to create a sustainable long-term planning vision for the identified Strategic Centre in Frenchs Forest. The Structure Plan acknowledges the need for growth in the precinct in response to the hospital project and new infrastructure. Further, it provides a considered response and appropriate planning measures that accord with the NSW Government's initiatives relating to newly identified Priority Precincts.

Frenchs Forest was identified as 1 of 15 new Priority Precincts announced by the DPE on 1st June 2017. The new Priority Precincts intend to provide more homes and jobs close to public transport, shops and services. For Frenchs Forest, this will ensure the precinct benefits from the NSW Government's investment in infrastructure in the area by providing an opportunity to access additional State Government funding towards the planning for the area (including infrastructure planning). The priority precinct announcement will also fast-track the statutory component by the NSW Government via a State Environmental Planning Policy (SEPP) amendment, prioritises the area for the provision of infrastructure to support jobs and housing in metropolitan Sydney, and allows for Council to levy developers for regional infrastructure through the use of a Special Infrastructure Contributions (SIC) levy. Anchored by the new Northern Beaches Hospital and associated traffic and transport investments, the urban fabric of Frenchs Forest will change to become a Strategic Centre on the Northern Beaches. A new, vibrant town centre with a variety of new housing and employment opportunities along with new public transport infrastructure is identified for Frenchs Forest.

The Structure Plan has been informed by ongoing community and stakeholder engagement and balances the constraints of the area with a responsible plan for growth. There are opportunities to capitalise on current infrastructure investment to deliver a connected and vibrant precinct. However, evidently this growth must be managed to ensure that network capacities are not overstrained.

Simultaneously, it is acknowledged the Structure Plan must be visionary. The Structure Plan is cognisant of the need to identify future opportunities and the appropriate investment that will underpin its maturation as a dynamic, walkable and vibrant strategic centre that meets the lifestyle, housing and employment needs of the Northern Beaches community.

1.4. PURPOSE AND STRUCTURE OF THIS REPORT

This report responds to the issues raised by submissions received during public exhibition. The report draws on additional information, and technical studies to support certain amendments to the exhibited structure plan.

2. COMMUNITY AND STAKEHOLDER ENGAGEMENT

2.1. COMMUNITY AND STAKEHOLDER ENGAGEMENT OVERVIEW

The draft Structure Plan was publicly exhibited by Council for three months between 30 November 2016 and 28 February 2017. The draft Structure Plan was made available for information and comment on the Council's project page. Hardcopies were available at two locations as listed in Table 1.

Table 1 Structure Plan public display locations

Venue	Address
Northern Beaches Customer Service Centre	725 Pittwater Road, Dee Why
Dee Why Library	725 Pittwater Road, Dee Why

Community information sessions were conducted to provide an opportunity for people to view detailed maps and discuss the draft Structure Plan with project staff. Over 1,000 people attended the community information sessions. Table 2 provides details of the community information sessions that occurred.

Table 2 Community information sessions

Date	Venue	Attendees
Tuesday 30 November 2016	Council Meeting (plus Q&A Session/Post Meeting Community Information Session)	250
DEC 2016		
Monday 12 December 2016	Council Chamber Community Information Session AM	82
Monday 12 December 2016	Council Chamber Community Information Session PM	63
Saturday 17 December 2016	Bantry Bay Church Hall Community Information Session	220
JAN 2017		
Wednesday 18 January 2017	Forestville Library Community Information Session (2pm – 4pm)	36
Saturday 21 January 2017	Forestville Library Community Information Session (10am – 2pm)	150
FEB 2017		
Wednesday 15 February 2017	Forestville Library Community Information Session (2pm – 4pm)	85
Saturday 18 February 2017	Forestville Library Community Information Session (2.30pm – 4.30pm)	160
Wednesday 22 February 2017	Forestville Library Community Information Session (12pm – 4pm)	110
	TOTAL	1,156

Other engagement activities carried out by Council during the public exhibition period included:

- Online updates and information (yoursay.northernbeaches.nsw.gov.au);
- Public notices in the Manly Daily;
- Administrator messages in the Manly Daily;
- Notification letters to property owners in the precinct;
- 10,000 brochures/pamphlets delivered to residents in the precinct;

- Meetings with interested groups and/or individuals; and
- Interagency Working Group Meetings.

3. RESPONSE TO SUBMISSIONS

3.1. RESPONDENTS AND SUBMISSION HANDLING PROCESS

A total of 930 submissions were received from the public exhibition period. Included in these were 2 State Agency responses, 4 petitions, and 4 proforma submissions. The content of each submission has been reviewed and categorised according to the primary issue raised (as outlined in Table 3 below), and then further categorised into sub-issues where applicable.

A review of the submissions found multiple duplicate submissions. In this instance, where a single person submitted multiple responses, this was classified as one submission. Where two or more people from the same household submitted the same response, these were classified as separate submissions.

The key issues raised in each submission have been extracted and collated. While the exact wording of a particular submission may not be presented in the following summary and discussion, the principle concerns raised by each individual submission is captured. Corresponding responses to these issues is provided in the following discussion.

3.2. OVERVIEW OF ISSUES RAISED

The most common issues raised during the public exhibition period are summarised as follows:

1. Objections to closure of the Warringah Aquatic Centre (WAC) and loss of associated facilities;
2. Objection to the proposed content of the draft Structure Plan, submissions included within this category were extensive and varied. As such sub-issues have been identified, including:
 - A. Concerns over the scope of the proposed Structure Plan and its application to a lesser area than the original investigation area;
 - B. Objections relating to the feasibility of development under proposed development controls (Notably, proposed floor space ratios and heights);
 - C. The need for a retail hierarchy impact assessment for the planned additional retail offer;
 - D. The availability of land within the adjacent B7 Business Park for mixed use and affordable housing purposes; and
 - E. Concerns surrounding the potential devaluing of property due to proximity of increased zoning and height provisions;
3. Traffic concerns relating to the increase of traffic on local roads and the lack of public transport provisions; and
4. Concern and objection relating to the potential loss of the baseball fields and open space amenity due to the proposed relocation of The Forest High School to the existing WAC site.

The quantum and ranking of the above issues is summarised in Table 3 .

Table 3 Issue categories and responses

Theme	Total Response	Percentage of Responses
Object to closure of Warringah Aquatic Centre	370	39.8
Object to redevelopment in its current form	261	28.1
Transport Concerns	112	12.0
Concerns regarding Aquatic Reserve (including playing fields)	109	11.7
Other	78	8.4
Total	930	100.0

The following sections of this chapter summarise and respond to each of the issues raised during public exhibition.

3.3. ISSUE 1: CLOSURE OF WARRINGAH AQUATIC CCENTRE

Issue description

As depicted in Table 3 the largest proportion of submissions (approximately 40%) received during the public exhibition of the draft Structure Plan relate to the proposed closure and relocation of the Warringah Aquatic Centre (WAC). Among these submissions were a petition containing 1,219 signatures and two proforma submissions, all objecting to the closure of the WAC. The key concerns expressed in relation to this matter are summarised below:

- Objection to the closure and replacement of the WAC to relocate Forest High School;
- Concern that the proposed new facility in the Town Centre will be less accessible, smaller and not match the current facilities available. Notably, the loss of the 50m Olympic sized swimming pool which is an unprecedented facility in this location;
- Regular users of the facility expressed concern that the relocation of the facility would be a significant disruption, highlighting there has been no identification of interim measures to accommodate the loss of these amenities whilst the facility within the proposed Town Centre is being built;
- The existing WAC is a unique swimming destination with numerous facilities and utilised by a diverse spectrum of people;
- The WAC caters to a large number of people who reside outside of the Northern Beaches and as such, the loss of the WAC would be a loss of a regional asset;
- The WAC provides facilities and services which are utilised by children to senior residents, collectively this adds to the social fabric of the locality and the loss of this facility would impinge on this;
- Significant concern was expressed as to whether sufficient investigation was undertaken in identifying alternative locations for the relocation of the Forest High School;
- The WAC was identified as a Regional facility and its relocation was considered a wasteful and expensive exercise with a long-life expectancy to achieve;
- The "Keep Warringah Aquatic Centre Open" petition, signed by 1,219 concerned residents, further emphasised the importance of the WAC facility within its current context.

Response

In light of the overwhelming number of responses expressing objection and concern of the proposed closure and relocation of the Warringah Aquatic Centre, the existing WAC facility will remain in its current location and will not be relocated to the future town centre as per the exhibited draft Structure Plan. The existing RE1 Public Recreation zone will remain with an additional permitted land use which will allow for an educational establishment in this location.

Accordingly, Council is presently considering the potential co-location of a new state of the art 1,500-2,000 student high school alongside the existing WAC facility and playing fields located within Aquatic Reserve. Council, in collaboration with NSW Department of Education, will develop a separate Masterplan for this precinct. The Masterplan will aim to incorporate a state-of-the-art education and recreation precinct, with opportunities to create synergies between education, recreation, health and community facilities. Council's vision is to redevelop the WAC facility at Aquatic Reserve into a contemporary aquatic facility that is self-sustaining, incorporates industry best practice and better meets community and local school needs now and into the future.

Previous work undertaken for the WAC site by the former Warringah Council has highlighted that the WAC is operating at a deficit. Funding from rate revenue is required to keep the WAC facility running. This is expected to increase as the existing building is ageing and if visitation rates continue to decline.

The redevelopment of the WAC within its current site will result in an integrated community hub being developed within Aquatic Reserve incorporating a new school, aquatic, leisure and sport facilities. Council is also committed to retaining the baseball fields at Aquatic Reserve. The co-location of the new school and redeveloped WAC and enhanced recreational facilities and playing fields will support a range of facility and management synergies. In particular, sharing of facilities and services such as aquatic, health and fitness, indoor sports, events, parking and training will provide expanded community benefits.

Response Summary

- The existing WAC facility will remain in its current location and will not be relocated to the future town centre. The existing RE1 Public Recreation zone will remain with an additional permitted land use which will allow for an educational establishment in this location.
- The WAC does not meet contemporary standards for aquatic centres and is operating at a deficit. Funding from rate revenue is required to keep the WAC facility running. This is expected to increase as the existing building is ageing and if visitation rates continue to decline.
- Council is working collaboratively with the Department of Education to develop a separate masterplan for Aquatic Reserve and is considering the potential co-location of a new state of the art 1,500 to 2,000 student high school alongside the WAC facility and enhanced playing fields within Aquatic Reserve.

3.4. ISSUE 2: OBJECT TO STRUCTURE PLAN IN ITS CURRENT FORM (INCLUDING SUB-ISSUES):

Issue Description

A significant number of submissions received (approximately 28%) raised concerns relating to the scope of the Structure Plan and its proposed zonings and associated development controls. Significant concern was also expressed in relation to the economic feasibility of the draft Structure Plan, and whether this presented a viable economic model capable of enticing the development needed to transition Frenchs Forest into a Strategic Centre.

These submissions were received from residents, key stakeholders, and consultants commissioned to undertake specific analysis on behalf of individual properties owners and/or a group of property owners.

To best respond to the issues and concerns which emerged, sub-issues have been developed and responses provided on this basis. The key objections expressed in relation to these matters and responses are summarised as follows:

3.4.1. SUB-ISSUE A: CONCERNS OVER THE SCOPE OF THE PROPOSED STRUCTURE PLAN AND ITS APPLICATION TO A LESSER AREA THAN THE ORIGINAL INVESTIGATION AREA

Issue Description

Submissions have been received from several concerned residents and land owners outlining:

- The allocated growth is concentrated around the hospital and does not apply to the full extent of the investigation area; and
- No substantial change has been identified for the B7 Business Park.

Response

A primary objective of the draft Structure Plan is to identify and respond to opportunities created by the NSW Government's decision to locate a new Level 5 hospital at Frenchs Forest. The Northern Beaches Hospital (NBH) has a gross floor area of around 70,000m², with a maximum building height of 41m, with ancillary retail floor space and car parking facilities. NBH will accommodate 488 beds and provide a range of services including:

- emergency and critical care
- acute in-patient and sub-acute services
- maternity and neonatal services
- pediatric care
- mental health and drug and alcohol services
- renal medicine
- oncology
- ambulatory care
- primary health care
- clinical support and associated administration.

A range of other services are expected to be available at NBH including radiology, pathology, pharmaceutical and allied health services, as well as teaching, training and research facilities. Healthscope, the hospital operator, has

contracted with the NSW Government to design, build and maintain the NBH. It has entered a long-term contract to deliver clinical and support services for public patients as well as private patients. An ability to expand the hospital's bed capacity by 30% is incorporated within the private operator contract. There is provision at the Frenchs Forest site for future expansion, either in a vertical sense or along its Warringah Road frontage.

In developing the Structure Plan, consideration was given to the operation of other hospital campuses around Australia. These investigations confirmed that most ancillary medical services associated with new hospitals tend to be located on site, within a campus arrangement. Alternatively, arrangements can be distant from a hospital, providing a local rather than integrated service. A campus arrangement is expected at NBH given private operator contractual arrangements and the built-in capacity to expand on site.

There are several existing medical related services and suppliers that operate from the adjacent Frenchs Forest Business Park. These have operated from the business park well before any decision was made to build the NBH at its chosen location, reflecting the business park's centrality to a broader catchment and its accessibility to the region's major road network.

Medical related businesses (both service and supply oriented) are scattered throughout the Frenchs Forest Business Park, but are well represented at the far east of the estate and north of Warringah Road, some distance from the NBH site. Many operate in existing strata-titled office premises or from industrial/warehouse-type premises.

It is apparent therefore that proximity to the NBH hospital is not a driver of current medical-related business activity at Frenchs Forest. Also, NBH is expected to accommodate a share of any ancillary radiology, pathology, pharmaceutical and allied health services that might be attracted to the area. Further, the business park zoning is currently suited to medical related business, such that new regulatory action to accommodate these uses is not necessary, except perhaps to expand the range of permitted uses. Furthermore, the business park is separated from the NBH site by the Wakehurst Parkway and by Warringah Road, which forms a substantial disconnect between the NBH and the business park and detracts from the creation of an integrated strategic centre that spans the whole of the initial structure plan investigation area.

Accordingly, whilst the development of the Structure Plan is triggered by the new hospital, background research demonstrates that it is not necessary to change the role or function of the adjacent business park to accommodate the new hospital or the land uses that it is likely to attract, except perhaps in expanding the range of employment uses that it presently permits.

Instead, the new NBH provides both an economic and built form reference from which to guide planning changes within its *immediate* locality. The challenge of the draft Structure Plan is to provide a physical and productive connection to the hospital, providing sufficient capacity for new jobs, a retail offer to match the concentration of people and employment, and substantial future housing provisions to complement and contribute to the critical mass of a strategic centre. This can all be accommodated in that part of the broader investigation area located west of the Wakehurst Parkway.

Response Summary

- The investigation area for the Structure Plan set a frame for the consideration of precinct potential and the relationship of certain land uses to each other. It did not automatically assign or suggest a development potential to all lands that were a part of the investigation area.
- An urban core was identified as an appropriate location for new retail and commercial activity given its proximity to the NBH, its ability to incorporate new residential development to service key workers and general market demand, and its likely contribution to a walkable centre supporting a shift in transport demand from private vehicle use to public transport.
- The B7 Business Park is physically separated from the NBH by major roads (Wakehurst Parkway and Warringah Road), detracting from the creation of an integrated, walkable strategic centre. The business park will continue to serve an important local employment purpose, deepening the precinct's employment strength.

3.4.2. **SUB-ISSUE B: CONCERNS RELATING TO THE FEASIBILITY OF NEW DEVELOPMENT, SPECIFICALLY REGARDING THE IMPACT OF PROPOSED DEVELOPMENT CONTROLS**

Issue Description

Several submissions from a range of property owners, or on behalf of property owners, have been received pointing out that the exhibited floor space ratios (FSRs) do not allow feasible development to occur.

Response

A primary objective of the draft Structure Plan is to allocate relevant land uses to specific locations and to assign appropriate development controls (building height, floor space ratios) to encourage development to occur. The amount of development suggested by the draft Structure Plan was restricted due to the locality's limited road capacity resulting in FSRs that were minimal, although feasible under the 20 year life of the Plan, several public submissions raised concern that the redevelopment potential of land is too constrained by the suggested FSR controls.

In response to the submissions, Council has explored the possibility of increased FSRs to ensure immediate development feasibility (0-3 years). At the same time, Council has investigated whether the FSR uplift could be accommodated in the transport network. Council's economic consultants have verified the feasibilities of the new FSRs. Further, the DPE has provided advice on development feasibilities based on the application of its Urban Feasibility Model (UFM) across the precinct. DPE's assessment has supported the findings of Council's economic work.

In summary, the feasibility testing has found that:

- The proposed density (FSR) controls have a greater impact on development feasibilities than the proposed height controls as, generally, the 'denser' the project the more viable it becomes.
- The necessary viability thresholds for development in the immediate to short term (0-3 years) cannot be reached under the exhibited FSR controls across most development 'blocks' within the precinct.

Accordingly, Council's economic consultants have recommended that consequential changes to the exhibited FSRs are required if additional housing and non-residential development is to be achieved in the immediate to short term.

Further, Council's economic consultants have suggested that:

"The extent of change necessary needs to be considered in the context of how and where development is most likely to occur and where it should most logically be encouraged given overall capacity constraints for the precinct, the extent of zoning upgrades could be contained. This will primarily focus residential and employment development adjacent to the hospital and allow for it to be provided in denser formats, generating both an employment and housing return. In the long run, further increased development potential at locations more peripheral to the hospital ought to be supported, but will be dependent on transport-related improvements."

Recent independent traffic advice has reassessed the precinct's road capacity, based on a recalibration of RMS modelling and the inclusion of specific, additional roadworks. This advice, together with the development feasibility recommendations, caters for the allocation of additional development capacity across the precinct, specifically to those areas proximate to the NBH.

An increase in assigned FSRs across the precinct is necessary to encourage new housing and employment, corresponding to market opportunities presented by the new hospital location. Further improvement to the road network will be necessary to allow for the achievement of optimal strategic centre development levels over time.

Response Summary

- FSRs included in the exhibited structure plan documents were set at low levels given the constrained capacity of the precinct from a traffic perspective.
- The exhibited FSRs did not match allowable building heights nor did they allow new development to meet required viability thresholds in the short term (0-3 years), however are feasible under the 20 year life of the plan.
- Higher FSRs are now proposed. These have been independently assessed and verified as being viable in the short term (0-3 years).

3.4.3. **SUB-ISSUE C: CONCERNS TO POTENTIAL DEVALUING OF PROPERTY**

Issue Description

Several landowners have expressed concern that their land values will be detrimentally affected by the scale of development allowed under the draft Structure Plan.

Response

The residential limitations that are suggested for the Structure Plan are designed to ensure that traffic levels at the precinct can be accommodated through existing and future roadworks,

Land that is peripheral to areas that have been identified for zoning change will benefit from improved accessibility to new retail and commercial services to be provided within the structure plan boundaries.

Both the peripheral areas and those closer to the urban core will also benefit from a continued improvement of the road network and public transport options for the locality.

Design standards incorporated into the Development Control Plans (DCPs) and Urban Design Guidelines that will be prepared following the Structure Plan's adoption will ensure that environmental impacts are minimised from new development and that a modern, sustainable, healthy urban core and supporting residential precinct is created.

Further, the Northern Beaches Hospital will attract a substantive health and specialist professional workforce. These professionals are likely to seek accommodation close to their place of work, supporting housing demand.

Response Summary

- No evidence has been provided to suggest that land values have been or will be negatively influenced by the Structure Plan process or its intended outcomes.
- The broader locality is expected to benefit from improved accessibility to new urban services (retail, employment, health, education and transport).
- It is unlikely that this improved accessibility will have a deleterious impact on property values.

3.4.4. **SUB-ISSUE D: LAND WITHIN THE BUSINESS PARK SHOULD BE CONSIDERED FOR ALTERNATE USES**

Issue Description

Submissions have been received requesting a modification of the B7 Business Park zone within the Frenchs Forest Business Park Area, primarily to allow residential uses and other development that is currently prohibited.

Response

Our assessment of employment trends within the Frenchs Forest Business Park has found that its capacity to perform a higher order employment function (as would typically be expected of fully functioning business parks, such as Norwest & Macquarie Park) is constrained by its distance from labour markets, Sydney airport and from a centralised public transport network.

Notwithstanding, the business park performs a vital local employment function and is an important business incubator location for small-medium (SME) sized businesses. This is significant both in an employment sense, providing local choice, and for transport reasons, as any displacement of jobs from Frenchs Forest would likely add to the commuter load of the area's major transport routes. The focus on local employment opportunity at Frenchs Forest therefore has a positive combined effect of serving local need and the easing of inter-regional traffic flows.

A primary underpinning of the Structure Plan therefore is that employment land should remain so as it continues to perform an important local function and that residential land that is impacted upon by the new hospital works should be up-zoned, where possible, to accommodate higher density residential development.

The Frenchs Forest Business Park, east of the Wakehurst Parkway, is separated from the NBH by major roads. It is able to grow and mature under its current zoning to support the NBH and to deepen the locality's employment base. It does not require specific new planning attention to enhance its contribution to the NBH strategic centre, except perhaps through an expansion of permitted uses to extend its employment potential.

The business park's employment potential could be augmented, primarily for reason that it suffers from a high vacancy rate and that redevelopment of existing stock is unlikely given achievable rents. A more flexible zoning would help to encourage a broader range of appropriate uses and, in turn, assist the business park's transition to a higher order employment centre.

A range of employment uses could be accommodated which do not have a large traffic impact on the locality. The extent of land use that could be entertained within the Frenchs Forest B7 Business Park zoning is a matter that Council can give further consideration to. It is a separate issue that need not be resolved as part of the adoption of the Structure Plan. The structure plan should, however, retain the local employment role of the business park. Accordingly, it need not make any allowances for non-employment uses within its confines.

Response Summary

- The Frenchs Forest Business Park serves a very important local employment function that should be protected and enhanced.
- The Frenchs Forest Business Park is physically separated from the NBH by regional road corridors. It is difficult therefore to integrate any new development within the business park to create a vibrant and walkable centre.
- Land use changes can be considered by Council to deepen the business park's employment relevance but such considerations do not need to be resolved as part of the Structure Plan.

3.5. ISSUE 3: TRAFFIC CONCERNS AND PUBLIC TRANSPORT OBJECTIONS

Issue description

Approximately 12% of responses received during the public exhibition of the draft Structure Plan related to traffic and public transport concerns and questions relating to the locality's capacity to accommodate further development. The key concerns expressed in relation to this matter are summarised as follows:

- The proposed upgrades to road infrastructure are not sufficient to manage anticipated traffic increase considering increased density provisions in conjunction with the new hospital development;
- There is evident opportunity to demonstrate leadership and foresight to reserve land within the Structure Plan area for future underground railway station and/or a BRT interchange;
- Consideration needs to be given or planning to connect the Hospital Precinct to regional centres (i.e. Chatswood). A rail or light rail link between Chatswood and Dee Why through the Hospital precinct should be a priority. An interim measure to assist could be a BRT;
- General concerns and objections to the increase of density due to the adverse impacts this will have on the existing road network;
- Concerns surrounding the extent of required road upgrades after the current Warringah Road improvements, notably how will traffic increases be mitigated on roads which fall outside of this upgrade;
- Concern and questions surrounding car parking, notably in the future town centre and how will this be managed;
- Concerns surrounding the nature and detail of Grace Avenue upgrades. What will this street look like and what is the extent of this upgrade;
- Concerns surrounding the development of Aquatic Drive opening to Wakehurst Parkway. Notably concerns relating to the increase in through-traffic on Aquatic Drive, loss of on-street parking and safety issues;
- There is a need for increased pedestrian safety, a pedestrian overpass bridge should be included over Forest Way;
- Concern surround the new Hospital Development and parking provision to adequately cater for staff and visitors;
- The Structure Plan should endeavor to include safe cycle and pedestrian networks; and
- General objection that the proposed Structure Plan does not go far enough in developing Frenchs Forest as a strategic centre due to proposed infrastructure upgrades.

Response

Given the prevalence of car usage over alternate modes of travel and limited road capacity, the development potential as allowed for in the draft Structure Plan was quite limited and reflective of these current constraints.

Notably, this was reflected in the minimal FSRs that were allocated to development sites. These development controls were developed with limited access to RMS modelling of road traffic conditions, relating to both pre-hospital and post-hospital operations.

However, since exhibition, the draft Structure Plan has been subject to further RMS and independent transport analysis. This work has concentrated on whether any additional capacity may be achieved in a transport sense, in consideration of certain additional roadworks. This more recent assessment has helped to determine more precisely where the allocation of new employment, retail and housing opportunity is best included.

Initially capped at approximately 2,200 dwellings and 27,400m² of retail and commercial floorspace, the Structure Plan's capacity has been reassessed to now allow up to approximately 5,360 dwellings and a similar offer of retail and commercial space throughout the life of the Plan. This allocation remains somewhat less than the Structure Plan's ultimate potential as identified in the earlier exhibited growth scenarios. Noting these scenarios were largely based on market potential, broader transport improvements and the achievement of a modal shift in travel preferences is required.

Presently, precinct growth and the achievement of optimal strategic centre development levels remains limited by current road capacity. The 'long term' potential of the area, befitting a strategic centre, is not limited by market capacity but is dependent on an expansion of transport infrastructure and a continued modal shift in travel behavior.

The Northern Beaches Hospital Road Connectivity and Network Enhancement Project being delivered by the NSW Government is planned to deliver essential access to the NBH and to increase capacity of the road network, thereby reducing congestion. The project includes improved pedestrian connectivity through the provision of two shared pedestrian and cycle bridges across Warringah Road and retention of the existing pedestrian bridge across Wakehurst Parkway.

The project also provides shared paths (pedestrian and cyclist) and footpaths on sections of Warringah Road, Wakehurst Parkway, Forest Way, Aquatic Drive and Allambie Road. At the Naree Road / Forest Way intersection, pedestrian crossings of Forest Way will be included in the traffic signals being installed. The Structure Plan will provide pedestrian and cycle connections to these facilities along the new internal roads delivered by development in the precinct.

The Structure Plan recognises that improved public transport will be required to facilitate the maturation of Frenchs Forest to a fully functioning, high-order Strategic Centre. This issue (along with other transport related issues) has been raised numerous times with TfNSW through the IWG.

Grace Avenue has been identified as a potential town centre connection road linking to Naree Road to facilitate traffic circulation across Forest Way. This would occur in the later stages of the centre's development and would be subject to further detailed studies to determine potential road design. The intention is for Grace Avenue to provide for local traffic circulation only.

The Structure Plan identifies the need for specific, additional road network capacity on the main road corridors providing access to the future town centre. The Beaches Link Tunnel project announced by the NSW Government is investigating the opportunities for enhanced regional access and how this will be facilitated through the Northern Beaches Hospital Strategic Centre.

The RMS Network Enhancement Project includes the provision of a new connection at Aquatic Drive which allows right in from Wakehurst Parkway (northbound), left in from Wakehurst Parkway (southbound) and left out from Aquatic Drive onto Wakehurst Parkway (southbound). The proposed new connection at this location is aimed at improving access to the Aquatic Drive area and to assist in better managing congestion. However, it is not possible to increase the access to/from this area by increasing the number of movements at the intersection due to the detrimental impact it would have to overall network performance. Aquatic Drive will continue to function as a local connection road for access into the local precinct.

The Northern Beaches Hospital project includes a large multi-storey car park with 1,400 spaces for staff, patients and visitors. On-street car parking controls will be introduced on streets within and adjacent to the future town centre to ensure appropriate utilisation of the kerb side space. This is in acknowledgement of the parking needs of local residents as well as visitors to the centre.

The transport assessment undertaken for development of the Strategic Centre recommends that, in conjunction with

localised road upgrades to alleviate some of the intersection constraints identified, a regional road network investigation (Regional Corridor Study) be undertaken to balance the competing requirements of the road network to perform both a local access function and a cross regional movement function. This will identify opportunities to relieve the high demand placed on the road network in the Northern Beaches Hospital Precinct through alternative travel options and to support the growth and development of a new Strategic Centre at Frenchs Forest, as identified by the NSW Government.

The transport assessment also notes that up to approximately 3,000 dwellings can be delivered in the short term with only minor local and regional network upgrades while a further 2,000 or more dwellings can be delivered subject to significant regional roadworks, such as the proposed Beaches Link Tunnel and/or the provision of an east-west BRT system from Chatswood to Dee Why. These works are outlined below.

Works required for short term development

1. Formalisation of the town centre entry at Frenchs Forest Rd West (FFRW) as a priority controlled seagull intersection or traffic lights.
2. Alternative access point to the town centre along Warringah Road. This is to be left in, left out access only.
3. Widening along FFRW and Naree Road including an additional approach lane at FFRW and Naree Road intersection to allow for an additional westbound through lane and double right turn and left turn bay onto Forest Way. This may involve partial acquisition of the street frontage of up to 3 metres of 17 properties on the southern side of Naree Road and FFRW.

Regional road works required for medium to long term growth

1. Upgrades to Grace Avenue and extension of Naree Road (as per draft Plan).
2. Improvements to Allambie Road/Warringah Road intersection to provide alternative access to Frenchs Forest Road from the east.
3. Improvements to Forest Way/Adams Street intersection to alleviate southbound capacity constraints from downstream capacity constraints along Warringah Road.
4. Implementation of east-west bus rapid transit (BRT) system to reduce the dependence on the private vehicle as a means of transport.
5. Delivery of the Beaches Link Tunnel to remove North Sydney and City bound traffic off Warringah Road. Further regional road upgrades are required to provide access to the Tunnel.
6. Further traffic study (Corridor Study) to determine possible improvements from Warringah Road/Forest Way to Roseville Bridge.

Response Summary

- The ultimate potential of the precinct is dependent on a further expansion of transport infrastructure and a continued modal shift from private to public transport.
- Additional traffic and transport investigation has concluded that up to approximately 3,000 dwellings can be delivered in the short term with minor local and regional network upgrades while a further 2,000 or more dwellings will require the delivery of significant regional roadworks, such as the proposed Beaches Link Tunnel and/or an east-west BRT system from Chatswood to Dee Why.

3.6. ISSUE 4: OBJECTION/CONCERN TO LOSS OF BASEBALL FIELDS AND OPEN SPACE

Issue description

Closely related to the proposed closure and relocation of the WAC are the objections and concerns regarding the potential loss of baseball fields and open space, which adjoin the existing WAC on Aquatic Reserve. Approximately 10% of all submissions received relate to this issue, including one proforma. The key concerns expressed in relation to this matter are summarised as follows:

- The draft Structure Plan indicates that the development of a new high school on the existing WAC site will reduce space at Aquatic Reserve which is devoted to baseball;
- Concern was expressed that the draft Structure Plan will impact on Aquatic Reserve and disadvantage the

sport of baseball within the area;

- Aquatic Reserve has been the home of baseball in Northern Sydney and the Northern Beaches for more than 40 years. It is the only dedicated, high quality baseball ground in this area, with the nearest comparable facilities being at Ryde and Castle Hill;
- Aquatic Reserve is home to the Manly Warringah State League sides, Minor league and Masters competitions as well as women's league sides and hosts junior representative training and games as well as the popular school holiday baseball camps;
- Approximately 670 children from six to 16 and 350 adults regularly use the facilities at Aquatic Reserve each baseball season;
- Insufficient consideration has been given to the pivotal role the Aquatic Reserve plays in the future of baseball, the plan lacks discussion surrounding any compatible uses with baseball or the uniqueness of this area and the opportunity which lies with the appropriate co-location of facilities and uses;
- The draft Structure Plan provides no comment on the relocation of the baseball field, should these facilities be impinged on by the draft Structure Plan - Are there plans for relocation?;
- Significant concern was expressed in relation to the intensification of the Hospital Precinct and the potential loss of open space in the general vicinity of Frenchs Forest.

Response

As outlined in Section 3.3, Council recognises the significance and importance of retaining and improving the WAC and the associated amenities within the current location. Similarly, Council also recognises the need for these facilities to better meet community and local school needs.

Considering the submissions received expressing concern relating to the potential loss of the existing baseball facilities, Council is committed to ensuring these facilities are maintained and enhanced in their current location. Council is also committed to ensuring any future planning investigation and future master planning investigation of this area consider their uniqueness and importance in their current location. Future investigation will explore the appropriate integration of an upgraded WAC facility, state-of-the-art educational establishment and shared amenity of the Aquatic Reserve which retains and enhances the existing baseball facilities.

Supporting the future vision for the Aquatic Reserve is Council's Open Space Strategy. Although organised sport on sportsfields falls outside the scope of this body of work, this Strategy recognises that sportsfields offer an opportunity to engage in many informal activities when not being used for organised sport. As such, the two components cannot be viewed in isolation and the Strategy provides direction for their enhancement and preservation.

As outlined within Council's Open Space Strategy (2015) the key strategic objectives will inform and shape future planning decisions concerning the Aquatic Reserve:

- *Council will encourage and/or facilitate shared and informal use of purpose built sporting facilities where possible; and*
- *Council will integrate sports infrastructure into open space for informal use where there is demand.*

In addition to recognising, celebrating and enhancing the existing baseball facilities located on Aquatic Reserve, Council is committed to preserving and enhancing passive open space throughout Frenchs Forest, most notably in the wake of future development and increased intensification as proposed within the draft Structure Plan.

Council's Open Space Strategy is the guiding document which provides the overarching strategic direction to guide the future management of Northern Beaches open space. The Strategy covers all open spaces managed by Council. These include: playgrounds, parks, reserves, some bushland areas, foreshores, gardens and sport fields surrounds. Although the Strategy does not cover the use of Council's open spaces and sportsfields for organised sporting activities, it does consider the use of these sportsfields at other times.

The Strategy considers current and potential use of open spaces by specific communities of interests and the community in general. The permissibility of certain activities and facilities need to be considered within the context of other existing plans of management and strategies, such as planning work outlined in Section 3.3 of this report. The Strategy does not identify open space for disposal, rather it seeks to ensure an equitable and appropriate distribution of a range of open spaces and associated facilities. Notably, in relation to Frenchs Forest the following strategic actions are outlined:

- *Approach Sydney Water to formalise recreational access to the pipeline trail.*

- *Ensure there are quality open spaces available to cater for an increase in population in the vicinity of the new Northern Beaches Hospital.*
- *The playgrounds at Rabbett, Patanga, Akora, Nandi, Jimada, Nianbilla and Brentwood Reserves are to be improved or upgraded.*
- *The playground at Brick Pit Reserve will be impacted by the Roads and Maritime Services road widening project. The Brick Pit Reserve and Akora Reserve playground will be significantly upgraded to cater for increased usage.*
- *The ageing playground equipment at Kalgal and Jindabyne Reserves are to be removed and the parks will remain as greenspace. Alternate playgrounds are nearby.*
- *The playgrounds at Wellman and Merrilee Reserves are to be retired when they reach the end of their useful life.*
- *The playground at Aranda Reserve is to be retired at the end of its useful life. A more suitable location for a playground may be nearby Yindela Reserve, opposite Craig Place, pending community support.*
- *Determine if there is demand for fitness equipment at parks such as Patanga and Akora Reserves.*

(Open Space Strategy, 2015 p. 87)

Any future development will be in keeping with the above strategic objectives to ensure the enhancement and preservation of open space within the Northern Beaches.

Response Summary

- Council is committed to ensuring the baseball fields at Aquatic Reserve and existing open space in the Hospital precinct are maintained and enhanced in their current location.

3.7. ISSUE 5: OTHER ISSUES

3.7.1. PARKING STRATEGY

Issue description

Several submissions raised concerns over proposed parking provisions with new development as well as at the Hospital and the WAC site.

Response

The implementation phase of the Structure Plan will include the preparation of a development control plan (DCP). The DCP will detail car parking requirements for development in the Hospital precinct having regard to car parking controls contained within State environmental planning policies, public transport accessibility and the expected mix of development.

Parking rates will be set to provide an appropriate balance between car access and encouraging the alternative modes of travel of public transport and active transport. On-street car parking controls will be introduced on streets within and adjacent to the future town centre to ensure appropriate utilisation of the kerb side space. This will recognise the need for local residents as well as visitors to the future town centre.

In relation to parking at NBH, a multi-storey car park with 1,400 car spaces is being constructed. Paid parking will apply in line with other hospitals in NSW. In regards to parking fees, NSW Health Infrastructure has to comply with state policy, which specifies a standard rate for car parking in NSW hospitals. Discount rates are proposed for staff.

3.7.2. EMPLOYMENT

Issue description

Submissions requested further information on Council's employment strategy for the Hospital precinct.

Response

The existing Northern Beaches Hospital Precinct (including the adjacent Forestway shopping centre and the B7 Business Park) currently employs approximately 10,000 people.

According to the recent draft District Plans, strategic centres generally have one or more of the following characteristics:

- a higher proportion of knowledge economy jobs, principally relating to the presence of major hospitals, tertiary education institutions, stand-alone office development or a combination of these
- the presence of existing or proposed major transport gateways
- a major role in supporting the increased economic activity of the Eastern, Central or Western Cities.

Strategic centres also tend to have over 20,000 jobs.

Research undertaken to inform the employment basis of the Structure Plan has noted that the capacity of Frenchs Forest to perform a higher order employment function is currently constrained by its distance from labour markets, Sydney airport and from a centralised public transport network. The business park, however, presently performs an important local employment and business incubator role for the Northern Beaches and could be expected to continue to do so.

The consideration of new employment floorspace at the precinct has had regard for the current business park function and for the enhanced destination characteristics that are likely to arise from the new hospital project and its related investment in transport infrastructure.

To determine the study area's employment capacity, the Structure Plan has:

- examined other health precincts nationally, both larger and smaller precincts;
- considered the nature of health uses (both primary and secondary) that would typically align with a Level 5 hospital;
- had regard for the growth potential and characteristics of Frenchs Forest Business Park and other nearby land uses; and
- taken into consideration other background growth estimates and applied benchmark employment densities to estimate overall floorspace need and job numbers.

New employment within the Northern Beaches Hospital Structure Plan is anticipated to be generated by new health projects (the hospital alone will generate an additional 1,400 jobs, with an additional 600 jobs likely to be associated with any hospital expansion), associated retail and ancillary floorspace (over 800 jobs), and through new hotel, recreation businesses, child care, aged care and retirement living, as well as through continued new development within the adjacent business park.

In addition to the hospital and related services, the future town centre will be offering upward of 25,000 sqm in retail floorspace that will also increase the demand for employment in the precinct. Forecasts provided for the hospital precinct suggest that an additional 2,300 jobs will be generated by 2036. Future employment growth is somewhat dependent on continued investment in transport services.

3.7.3. PUBLIC TRANSPORT AND LAND RESERVATIONS

Issue description

Submissions raised concern regarding the lack of public transport options and future land reservations for a transport interchange.

Response

What has become clear throughout the preparation of the draft Structure Plan is that further investment by the State Government is required in the form of a viable public transport solution to achieve a fully functioning Strategic Centre in Frenchs Forest. Council's traffic consultants have identified that the most appropriate long term solution is an east-west Bus Rapid Transit (BRT) system, connecting Dee Why-Brookvale to Chatswood. Only with this level of infrastructure investment can a fully operational Strategic Centre be achieved.

This finding supports the NSW Long Term Transport Master Plan that also identifies the east-west link between Dee Why-Brookvale and the Northern Beaches Hospital Precinct (NBHP) as one of Sydney's main demand corridors, linking the Dee Why-Brookvale Strategic Centre to the NBHP Strategic Centre through to Chatswood. This issue (along with other transport related issues) has been raised with TfNSW on numerous occasions through the IWGs.

Good public transport provision is needed to encourage a sustainable transport outcome for the Strategic Centre. Active transport modes, walking and cycling, will also play a key role for local accessibility and to encourage self-containment of trips within the future town centre.

3.7.4. UNDERGROUNDING OF POWERLINES

Issue description

Concerns have been raised in relation to the visual and amenity impacts of 33kV power poles and power lines along Frenchs Forest Road West, given the status of Frenchs Forest as a Strategic Centre. Additionally, concerns have been raised regarding the potential impacts of the power poles and power lines on future development.

Response

Council staff share these concerns and have consequently met with Ausgrid to discuss potential undergrounding of powerlines. Ausgrid have advised Council staff that they have raised this concern with RMS for action, who have advised that the precinct contains several constraints including a lack of space underground and added constraints of a major gas line traversing along Frenchs Forest Road West. RMS have advised that these constraints would prevent the undergrounding of powerlines in an efficient and economically sound manner.

Ausgrid acknowledges that utility lines are congested along the sides of the road on Frenchs Forest Road West due to existing gas and telecommunications infrastructure. Accordingly, Ausgrid have identified a potential solution which would mean that the undergrounding of services could be located along a constructed centre median on Frenchs Forest Road West. If this option was pursued, there would be significant cost implications and the potential closure of Frenchs Forest Road West for a period of time to facilitate these improvements and to remove the recently constructed power poles. Ausgrid have advised that any future development for high density within these areas could require developers to underground the powerlines, which would be a cost borne by the developer.

3.7.5. FLOODING ON WAKEHURST PARKWAY

Issue description

Concern was raised regarding flooding on Wakehurst Parkway.

Response

RMS have addressed this issue in the EIS for the Northern Beaches Hospital Road Connectivity and Network Enhancement Project. The Submissions Report from November 2015 states: 'the RMS have carried out investigations in relation to the flooding of Wakehurst Parkway to identify potential works that could reduce the risk and impact of flooding. However, a key constraint along the corridor is adjacent sensitive bushland which limits the extent of work that can be carried out. There is a flood free access route to the hospital from the north via Mona Vale Road and Forest Way. Therefore, the approach at this stage is to provide improved closed circuit monitoring of flooding and advance warning to motorists regarding alternate routes via electronic message signs should flooding require the closure of Wakehurst Parkway'.

In addition to the above, at the 28 March 2017 Council meeting, Council resolved to seek to establish an IWG with

State Agencies to examine ways to reduce flooding on Wakehurst Parkway. Council resolved to allocate \$30,000 to investigate options to modify Middle Creek to reduce the frequency of flooding on Wakehurst Parkway. The Working Group will examine options to reduce flooding during the more frequent, smaller flood events and will consult with the community and State Agencies about the most suitable options.

3.7.6. WILDLIFE CORRIDORS

Issue description

Concern was raised in several submissions regarding the potential impact of development on the existing wildlife corridor to the south of the WAC site.

Response

This precinct will be subject to a separate masterplan for a state of-the-art education and recreation precinct. Any changes in this precinct will take into consideration potential impact on biodiversity and flora/fauna and are subject to statutory requirements under the NSW Biodiversity Conservation Act 2016 and other relevant Commonwealth Legislation such as the Environment Protection and Biodiversity Conservation Act 1999.

3.7.7. DECISION MAKING PROCESS

Issue Description

Concern was raised in several submissions regarding the decision making process, with several submissions noting that an elected Council should be the decision making authority.

Response

The Structure Plan has been informed by ongoing community and stakeholder engagement and balances the constraints of the area with a responsible plan for growth. The future development of the Plan also presents opportunities to capitalise on future infrastructure investment to deliver a further connected and vibrant centre.

Developed in collaboration with State Agencies, Council and the Community, the Structure Plan will guide the future for the precinct over the next 20 years. It will need to be reviewed and revised as delivery occurs. The elected new Council will be involved throughout the implementation phase when detailed planning controls will be prepared and infrastructure requirements for future work identified.

The preparation of the Plan began in August 2013. Council resolved to prepare a Structure Plan for the Northern Beaches Hospital Precinct to provide a planning framework for development within the precinct over a 20-year planning horizon. With the DPE a partnership was established to deliver the Structure Plan.

Detailed analysis was carried out in 2014 and 2015. This included extensive community engagement and collaboration with the various State Government departments culminating in the preparation of four development and transport scenarios for the future of the precinct. These were presented to the community in November 2014.

The preferred scenario was determined following a review of the community and stakeholder engagement and the extensive research and analysis undertaken by Council and its consultants. The preferred growth scenario (Scenario 4) provided for an additional 4,500 additional dwellings and 10,000 jobs within the Hospital Precinct over the next 20 years. The desired growth as expressed throughout the community and stakeholder engagement has continually shaped the direction of the Structure Plan and been at the forefront of the decision-making process. Although there was strong community support to deliver a full potential centre, it was only the limitations of the road network which restricted the realisation of this desire at the time.

While the final Structure Plan will provide the strategic planning framework for all future decisions within Frenchs Forest, an elected Council will be involved during the implementation phase through amendments to Council's local planning policies including the development control plan (DCP), and preparation of Urban Design Guidelines and Section 94 Contributions Plan and Infrastructure Plan.

3.8. RESPONSE TO AGENCY SUBMISSIONS

In addition to community and stakeholder workshops, State Agency input has been provided via the established Interagency Working Group (IWG). Working together with Northern Beaches Council, the IWG, including NSW Department of Planning and Environment, Roads and Maritime Services, Transport for NSW, NSW Health Infrastructure, Office of Environment & Heritage, Sydney Water, Ausgrid, and NSW Department of Education, have identified several cross-government opportunities that facilitate the desired outcomes at Frenchs Forest. The IWG workshops have continued throughout the development of the Structure Plan process.

An integral part of this project in addition to community and stakeholder workshops, has been State Agency inputs. Ongoing detailed discussions and collaboration with several State Government departments have been undertaken to ensure the best possible outcomes are achieved for the community.

Notwithstanding the above, two submissions were received from RMS and NSW Health Infrastructure. These are summarised below:

RMS Submission

Issue Description

RMS support the plan in principle. However, they note a number of issues which will require further consideration as the plan progresses. This includes:

- Provision of grade separated pedestrian facilities to minimise conflict with vehicles.
- Further consultation with RMS to implement active transport links such as 'the pipeline' and 'green link'.
- Further consultation with RMS to implement proposed upgrades of Grace Avenue and Altona Avenue.
- Further investigation is required to address congestion and traffic movements at Allambie Road and Naree Road.
- Further investigation is required to determine the location of additional traffic signals.
- RMS do not support any additional mid-block vehicular access to Warringah Road as proposed in the exhibited plan.
- RMS do not support any scenario which would exceed 2,000 dwellings (4,400 people) and 3,700 jobs (additional to the Hospital).

Response

Council will continue to work with RMS as the implementation of the Plan progresses. Council acknowledges that further traffic modelling will be required to understand the level of regional road infrastructure required. The announcement of Frenchs Forest as a Priority Precinct provides an opportunity for additional state government funding for these works and increased government commitment in infrastructure provision for the area. Further detailed traffic modelling including microsimulation has shown that the centre can accommodate 3,000 dwellings.

NSW Health Infrastructure Submission

Issue Description

NSW Health Infrastructure (NSW HI) states that the plan is a positive, constructive plan to enhance the liveability of those living and working in the new hospital's precinct. The comments provide a variety of design suggestions to promote health and wellbeing. These include, but are not limited to, a BRT system from Dee Why to Chatswood, separated cycleways to reduce pedestrian-cyclist conflict, adequate bike racks in the town centre, provision of a civic square and village green in the town centre and activated ground floors within the town centre to activate the area after hours.

Response

Council is committed to achieving a walkable, sustainable and healthy built environment for residents, workers and visitors to the area. As the plan progresses through the implementation phase, Council will ensure detailed design

controls incorporate best practice sustainability and health and wellbeing initiatives. Council will also continue to work collaboratively and closely with NSW HI and Healthscope throughout the implementation phase of the Structure Plan.

4. TECHNICAL STUDIES KEY OUTCOMES

Following the public exhibition period and the quantum of responses received, several technical reports and studies were commissioned to help inform appropriate responses to community concerns and to further inform any potential Structure Plan modifications. The key outcomes are summarised in the following sections (4.1-4.5).

4.1. AFFORDABLE HOUSING

Overview

Council's economic and planning consultants have assessed the demand for affordable housing for key workers in Frenchs Forest associated with the realisation of the draft Hospital Precinct Structure Plan. Council's consultants have also determined the feasible proportion of floorspace for affordable housing to meet this demand.

This report provides a demand study and feasibility assessment for affordable housing in the Hospital Precinct which addresses:

- The policy and economic rationale for the provision of affordable rental housing for key workers within the Hospital Precinct;
- The need for affordable rental housing within the Hospital Precinct;
- The scope for securing such housing without unduly disrupting the development feasibility;
- What the appropriate level of affordable housing contributions should be, in light of above considerations.

Key outcomes

- There is a clear economic rationale for the provision of affordable housing near key employment, recreation and transport nodes to provide housing for key workers and support the productive functioning of cities. Recent changes to policy in NSW and Greater Sydney, in particular the proposal to introduce an Affordable Rental Housing Target, provide a framework to deliver new affordable housing dwellings to support those in need (very low and low-income households in particular).
- It is evident that there is a need for affordable housing in and around the Hospital Precinct. Within a 30-minute commute of the Hospital Precinct, there were 9,230 key workers employed in the area who also were eligible for affordable housing under the requirements of the 2016/17 NSW Affordable Housing Ministerial Guidelines. However, the current rental market is unable to adequately deliver affordable rental housing to support key workers. This is especially true for very low and low-income households as well as households containing key workers that require more than two bedrooms.
- The development of the Hospital Precinct in accordance with the draft Hospital Precinct Structure Plan brings with it additional demand for affordable housing driven by key workers employed in the precinct and those required to support the new residential population. Based on the scale and nature of development proposed, there is likely demand for approximately 294 affordable housing dwellings, which equates to approximately 29,400sqm of residential floorspace or 13.91% of all dwellings proposed. If only very low and low-income households are considered, as per the proposed Affordable Rental Housing Target, key worker demand for affordable housing equates to 156 affordable housing dwellings. This is equivalent to 15,600sqm of residential floorspace or 7.35% of all dwellings proposed.
- However, the provision of affordable housing dwellings to fully accommodate demand is not feasible under current market conditions and the exhibited development controls under the draft Hospital Precinct Structure Plan. Feasibility testing for the entire precinct found that the development of the precinct under

the exhibited development controls is not feasible in the immediate to short term, regardless of whether an affordable housing levy is applied or not.

- An alternate development scenario with different floorspace ratios has been tested in light of the feasibility testing prepared by Council's economic and planning consultants, Council's commitment to a 10% levy in the Draft Affordable Housing Policy, and revised traffic modelling. Under this alternate scenario with increased floorspace ratios, an affordable housing levy of 10% of residential floorspace is feasible. An affordable housing levy remains feasible until it encompasses 18.00% of all residential floorspace. If a 1% affordable housing levy is also applied to non-residential floorspace, development of the Hospital Precinct under the alternate floorspace ratio development scenario remains feasible up to 17.90% of the residential floorspace.
- It is recognised that this feasibility assessment adopts a precinct wide approach. As such, this does not consider site-specific costs and mix of residential and non-residential floorspace which vary on a site by site basis. The proposed Affordable Rental Housing Target prepared by the Greater Sydney Commission enables some flexibility in providing affordable housing subject to development feasibility.
- Considering this analysis and the potential variation in development feasibility on a site by site basis, it is therefore recommended that an affordable housing levy should not be applied if the development controls exhibited under the draft Hospital Precinct Structure Plan are implemented. However, if floorspace ratios are increased in line with the alternate floorspace ratio scenario provided by Council, it is recommended that 10% of new residential floorspace be levied for the provision of affordable rental housing at the Northern Beaches Hospital Precinct. In accordance with the Greater Sydney Commission's proposed Affordable Rental Housing Target, this levy should provide for very low and low-income key worker households.
- A 10% levy would accommodate the demand for affordable housing generated by key workers employed in the Hospital Precinct who reside in very low and low-income households (calculated to 7.35% of residential floorspace). The remaining residential floorspace could provide affordable rental housing to very low and low-income households that do not have key workers, including retired households. Further targets could be applied by Northern Beaches Council to accommodate some demand generated from moderate income key worker households.
- A 10% levy is considered appropriate in light of the policy framework established by the Greater Sydney Commission and the draft policy exhibited by Northern Beaches Council. A 10% levy also recognises that the Northern Beaches Hospital Precinct is not the only location suitable for the provision of affordable rental housing in the local government area. The proposed levy returned a feasibility ratio of 1.35, indicating that there is potential for value uplift of 35% above the current land value. This provides an incentive for developers and landowners to develop within the precinct above the assumed internal rate of return and contribute to the provision of affordable rental housing.
- The recommended levy only considers new demand generated by the development of the Hospital Precinct. It is stressed that this levy does not address existing demand for affordable housing as identified in the Northern Beaches Affordable Housing Needs Analysis.
- Furthermore, it is unlikely that all key workers would require or choose to reside in the Northern Beaches Hospital Precinct. The Northern Beaches local government area has several high amenity locations which have greater accessibility to services and activities other than employment, such as recreation and leisure, and have high natural amenity. It is therefore recognised that key workers choosing to locate close to employment in the Hospital Precinct may not locate directly in the precinct and may locate elsewhere in the local government area.
- Therefore, the application of an Affordable Rental Housing Target should be considered in the future across the Northern Beaches local government area in light of the findings of this report, the Northern Beaches Affordable Housing Needs Analysis and the draft Action Plan of Northern Beaches Council's Draft Affordable Housing Policy.

- The revised report provided additional feasibility testing using a range of higher FSRs. The testing demonstrated that an increased FSR of 3.0:1 across the entire precinct could feasibly deliver up to 27% of affordable rental housing in the precinct. Given the increased financial feasibility brought about by a 2.9:1 FSR in the town centre, Council is recommending an increased percentage of 15% for that site.

Summary

- 10% is the recommended percentage to be levied for affordable rental housing for all land proposed to be uplifted in the Hospital precinct.
- In consideration of the significant FSR increase for the future town centre, Council recommends a 15% affordable rental housing target for the future town centre site.

4.2. BUSHFIRE SAFETY

Overview

Council's bushfire consultant undertook a bush fire constraints and opportunities analysis for Structure Plan.

The Structure Plan investigation area is surrounded by land identified as bush fire prone on Council's Bush fire Prone Map. Land use planning near bush fire prone areas is guided by legislation, directives and guidelines. Planning for Bush Fire Protection 2006 (NSW Rural Fire Service, 2006) (PBP) identifies matters for consideration for land use proposals that will affect, or are in proximity to land mapped as bush fire prone.

The Structure Plan is intended to provide a strategic framework for the long-term development of the Northern Beaches Hospital Precinct. The Structure Plan does not agree on a design or final pattern of development. While there are no requirements for Precinct Structure Plans to be endorsed by the NSW Rural Fire Service, the requirements of Section 117(2) of the Environmental Planning and Assessment Act 1979 (EP&A Act) requires Council to consult with the Commissioner of the NSW Rural Fire Service and to take into account any comments by the Commissioner, as part of the future statutory amendment process.

Bush fire is a major challenge for the community. It has been part of the Australian landscape for thousands of years and remains an ever-present threat. The Northern Beaches has been impacted by high consequence bush fires many times. Northern Beaches Council is seeking to ensure that improved land use planning decisions are reflected in new development throughout the investigation area.

The aims of the bush fire constraints and opportunities analysis are to:

- Consider the constraints and opportunities associated with the Structure Plan including assessment of the vegetation, slope and bush fire requirements as required by the NSW Rural Fire Service and Planning for Bush fire Protection 2006. This will include a broad overview of the Hospital Precinct Structure Plan and commentary on anticipated bush fire related issues;
- Analysis of the implications of proposed land uses in proximity to bush fire;
- Based on the existing Structure Plan, any works required (such as asset protection zones) that council/ land managers will need to undertake to meet the requirements of PBP for the RFS to be able to support future development (i.e. Bush fire Safety Authority) and opportunities to minimise the bush fire threat;
- Commentary on relevant legislative requirements including the RFS practice note on high rise development, and Planning for Bush fire Protection (PBP) for schools;
- Likely Asset Protection Zone (APZ) requirements, particularly along Grace Avenue and the Warringah Aquatic Centre site.

Key outcomes

The planning framework for bushfire in NSW provides a holistic and integrated approach to reducing the threat of bush fire. Strategic intent is achieved through the development of LEPs and the implementation of Directive 4.4.

Development assessment is guided by PBP and strong regulation to ensure that new development is designed, planned and developed in accordance with regulated standards.

The Precinct Plan is a conceptual document that has articulated a vision for the Hospital Precinct. A challenge for this vision will be the proximity of highly bush fire prone vegetation and constraints associated with existing infrastructure (roads and water) for a highly concentrated future population.

Key findings are summarised below.

Grace Avenue:

- There is potential for Grace Avenue to be impacted from the west with prolonged bush fire attack in the form of ember attack, smoke, radiant heat and direct flame contact.
- The Risk Plan identifies properties adjacent to bushland areas as being exposed to extreme risk.
- Access within and throughout the existing developed area is good, with multiple egress points away from any fires occurring in the adjoining valleys.
- Traffic management studies would need to be undertaken based on proposed population density and usage of roads under a range of scenarios to ensure that access for emergency services can be provided while residents are evacuating the area.
- APZ requirements are significant. Medium density properties located on the western side of Grace Avenue cannot be developed or the use changed. These properties will remain as single residential properties. They can be redeveloped as renovations or knock down and rebuilds but cannot be intensified as dual occupancies or multi units.
- An option has been provided to extend APZs into bushland areas. Legally binding ongoing management of these areas would need to be assured through a community title arrangement, easement or the development of the land to meet the definition of managed areas as per PBP.
- The proposed high-rise development presents a number of issues. APZ requirements impact on some of the land that would prevent these forms of development occurring within designated APZs. However, RFS Practice Note 2/12 does not provide clear guidance on the requirements for high rise development in bush fire prone areas. The intent of the Practice Note is to locate high rise development away from the urban bushland interface.
- R3 development could proceed in the nominated areas, although access and egress options would need to be closely scrutinised through a design process to ensure movement of people out of the area during an emergency and movement of emergency services into the area.
- Discussions should be undertaken with Fire and Rescue NSW as to the minimum requirements for a ladder platform to access high rise structure fires and to assist in a bush fire if it were to impact the area.

Gladys Avenue Precinct:

- Medium density housing and SFPP development cannot be undertaken within the APZ.
- If the vegetation adjacent to the hospital is not managed as an APZ, the remnant vegetation on the eastern side of the hospital could be measured as being greater than 1 hectare in size. While the area could not support an intense wildfire, it would present management difficulties and may present issues for the movement of people and emergency services within and to the hospital. Potential exists for the hospital to be directly threatened by a range of bush fire attack mechanisms.
- Access within and throughout the existing developed area is good, with multiple egress points away from any fires occurring in the adjoining valleys.
- Existing road infrastructure does not comply with PBP (Gladys Avenue) for width of the road and being a dead end. Any redevelopment would need to consider road infrastructure arrangements.
- The movement of people and vehicles in an emergency should be modelled with traffic engineers to determine road capability and capacity in the area to operate under emergency situations.
- There is potential for Gladys Ave to be impacted from the north with short term bush fire attack in the form of ember attack, smoke, radiant heat and direct flame contact. Any development in this precinct needs to consider the APZ requirements.

Aquatic Precinct:

- The Structure Plan has identified the site as "Special Activities/ School".
- The precinct is complex as it has fragments of bushland within it and directly contiguous to it.

- Access to the precinct is limited with Aquatic Drive the sole access and egress road. Potential exists for fires to spot into the site or to run through it
- The Risk Plan has designated the Aquatic Centre as having a risk rating of "Very High".
- Existing vegetation around the site would see the Special Activities / School zone surrounded on four sides by bush fire prone vegetation. An opportunity exists to work with adjoining land holder to integrate a risk based approach to landscape management that integrates with the Warringah Pittwater Bushfire Risk Management Plan and provide certainty as to the management regimen associated with the sites. Such an approach would have an added benefit of reducing the risk to existing businesses and occupants in Aquatic Drive.
- As vulnerable communities, SFPP developments are afforded the highest level of protection from bush fires by PBP. The underlying intent is to move these forms of new development away from bush fire prone areas. While the "measures in combination" continues as a principle within PBP, there is more reliance on space around buildings, access, emergency management arrangements and less reliance on construction standards.
- Schools are particularly prone to traffic-generated congestion on roads at start and finish times. This is heightened when parents believe that their children are likely to be exposed to bush fire and in seeking to reach the school, cause road congestion and hamper the firefighting effort. A detailed analysis of likely traffic movements should be undertaken, variations would need to be conducted for a range of scenarios and conditions (i.e. light smoke, heavy smoke, visible fire, road closure).
- An option exists to link an alternative emergency access into Madison Way to the east of the site. Madison Way would provide a viable secondary emergency access. Depending on the location of the school buildings and pick up points, this could be a valuable addition to assist with streaming vehicle movements.
- Future development within the precinct will need to carefully consider the configuration of the powerlines and the range and type of use and potential for the site to be isolated/ cut off due to safety concerns with arcing to ground. Energy providers may implement cleared areas beneath their assets. These clearings would need to meet the RFS Standards for Asset Protection Zones to be considered a low fuel or managed environment and a maintenance regimen would need to be put in place that provides certainty as to ongoing management arrangements to manage the fuel.
- The current use and form presents several "pinch points" or areas that fire can run directly adjacent to Aquatic Drive. Fire near roads presents several issues including reduced visibility due to smoke and radiant heat levels that are above life safety levels. These pinch points can be managed to reduce or remove the risk significantly. Various options exist to enable management of vegetation near to access ways and throughout the site. This could include management plans, easements and the use of the Rural Fires Act to require adjacent owners to manage their land.
- The number of pinch points, location of bush fire fuel and connection of unmanaged remnant areas presents challenges for future uses within the Aquatic Precinct, particularly for vulnerable communities such as a school. However, innovative options could be utilised to maximise opportunities of the site. Early engagement with the RFS to determine design criteria, suitability and acceptance criteria would need to be undertaken in a collaborative way. Options exist for deemed-to-satisfy and alternative solutions that utilise performance based solutions.

The above listed outcomes following the bushfire assessment have been considered into the modifications of the revised Structure Plan.

Summary

- Significant bushfire risk along the western side of Grace Avenue would prevent any further increase in density. These properties will retain the currently applicable planning controls and remain as single residential properties that can be renovated or rebuilt. However, they cannot be intensified as dual occupancies or multi units.
- Bushfire considerations in the Gladys Avenue precinct will trigger APZ requirements.
- The Aquatic Reserve presents challenges for future uses however, innovative options could be utilised to maximise opportunities of the Aquatic Reserve site. Early engagement with the RFS to determine design criteria, suitability and acceptance criteria would need to be undertaken in a collaborative way. Options exist for deemed-to-satisfy and alternative solutions that utilise performance based solutions.

4.3. DEVELOPMENT FEASIBILITY

Overview

Council's economic consultants considered the feasibility of development across a range of sub-precincts under the exhibited controls, and advised as to whether these controls would need to be adjusted in the making of a final Structure Plan.

Key Outcomes

Based on its analysis of recent property sales, the benchmark value of an existing house lot is estimated at \$2,300 per m². This represents the residual value for the consideration of project feasibilities and is a reference for the consideration of new development, having regard for project margins and costs.

In general, if the value of a property 'as improved' is greater than the value of the property 'as though vacant', its highest and best use is 'as improved'. If not, then development under the assumed controls is not presently viable, meaning that development is delayed until either:

- The estimated gross value of the completed development rises;
- Development costs (e.g. land costs) are reduced; or
- The controls that determine development yield are adjusted.

The Residual Land Value therefore represents the maximum price a developer would be prepared to pay for a development site to achieve target hurdle rates.

Council's economic consultants indicate that the proposed density controls (i.e. FSRs) have a greater impact on development feasibilities than the proposed height provisions as, generally, the denser the project the more viable it becomes.

Further, the consideration of potential redevelopment of individual 'blocks' within the precinct demonstrates that viability thresholds under the exhibited FSRs are not attained. The report has therefore recommended that consequential changes to the proposed maximum FSRs are required if additional housing and non-residential floorspace is to be achieved.

A range of FSRs between are proven to allow for feasible development, although Council's consultants notes that the extent of change necessary needs to be considered in the context of how and where development is most likely to occur or where it should most logically be encouraged. Accordingly, the report suggests that, given overall capacity constraints for the precinct, the extent of zoning upgrades could be contained to focus new development adjacent to the hospital and allow for it to be provided in denser formats. Council's consultants notes that, in the long run, further increased development potential at locations more peripheral to the hospital ought to be supported, but will be dependent on transport-related improvements.

Summary

- FSRs included in the draft Structure Plan documents were set at low levels given the constrained capacity of the precinct from a traffic perspective.
- The exhibited FSRs did not match allowable building heights nor do they allow new development to meet required viability thresholds in the immediate and short term.
- New FSRs are now proposed. These have been independently assessed and verified to be feasible.

4.4. RETAIL POTENTIAL AND ECONOMIC IMPACT

Overview

Council's economic consultants provided an independent assessment of the need for retail and ancillary non-retail floorspace in the future town centre, appropriate scale/timing of such facilities, and the potential economic impacts that might result from retail development at the future town centre.

Key Outcomes

The draft Structure Plan made an allowance for 25,000m² of retail floorspace and 2,400m² of related commercial floorspace (for personal services, childcare etc.) to be provided within an 'urban core' immediately west of the NBH. This allocation was based on a high-level assessment of retail demand across a broad catchment, extending beyond the Structure Plan investigation area.

Since exhibition, Council commissioned a further, more detailed assessment of retail capacity and its potential impact on other centres. In this new assessment, a thorough analysis of catchment expenditure characteristics, recent additions to retail stocks and the identification of market supply gaps has been conducted. This assessment has also had regard for the potential impact of an urban core retail offer on other existing retail provisions in the locality.

The draft North District Plan identifies the Northern Beaches Hospital precinct as one of five strategic centres in the North District. The other four strategic centres contain significant retail and commercial floorspace. Both Macquarie Park and Chatswood contain well in excess of 150,000m² of retail floorspace, while both St Leonards (including Crows Nest) and North Sydney contain around 30,000-35,000m² of retail floorspace.

The designated town centre as contained within the Urban Core Precinct of the draft Structure Plan, has an area of approximately 63,170m² (6.3 ha) accommodating a mix of residential, retail and commercial uses. Its centralised location means that any retail facilities could potentially serve multiple customer segments including residents, workers and patients/visitors at NBH.

The residential main trade catchment population has been estimated at 51,700 people, and is projected to grow by 1.5% per annum, to reach 68,200 residents by 2036, a total increase of more than 30%. This population is characterised by above average income levels, an older demographic and a prevalence of traditional families.

The worker trade catchment includes an estimated 8,100 workers, expected to increase to around 12,800 workers by 2036. The new NBH itself is expected to support around 1,300 staff over the short term, and potentially more workers upon any future expansion.

Some small-scale retail facilities are expected to be provided at the hospital. However, as the offer will be limited it is expected that some of the demand from hospital workers, patients and visitors could be captured by retail facilities at the future town centre.

Having regard for the existing supply of retail facilities within the main trade area and the surrounding network of centres (including the existing 9,100m² of retail space provided at the Forestway shopping centre), Council's economic consultants conservatively estimate that around 22,500m² of retail floorspace could be supported within the Structure Plan's town centre, as well as a further 5,000m² of ancillary non-retail uses, totaling around 27,500 m².

Notably, there is a current undersupply of supermarket floorspace within the main trade area which means the existing supermarkets all trade strongly (above average). Nearby supermarkets at Forestway and Glenrose Village are expected to continue to trade strongly, even allowing for impacts in the order of 10-15% from new development at the Structure Plan's urban core.

Due to their scale and significant turnover volumes, only minor/negligible impacts on the surrounding higher-order retail facilities across the region are anticipated, which means that a new sub-regional scale development at the subject site can be comfortably absorbed into the retail hierarchy.

The assessment suggests that a sub-regional scale retail offer incorporated as part of the Structure Plan will generate economic and community benefits, including increased choice and competition for the residential population of the main trade area and surrounding workers. Of note, there are only two supermarkets larger than 3,000m² and one medium-sized Woolworths within the main trade area serving a population more than 50,000 persons (which would normally generate demand for more than 5 full-line supermarkets).

More convenient access to everyday retail, dining, and higher-order services will provide a critical economic anchor to the urban core. This offering will contribute to reduced travel distances and time, whilst simultaneously support a walkable centre that is less dependent on car transport. There is presently, considerable escape expenditure from the main trade area due to a lack of higher order and everyday retail facilities.

The allocation of 27,500m² of retail and supporting floorspace has been conservatively estimated to account for 'impact' on other centres. It is also based on an estimated provision of up to 5,360 new dwellings across the Structure

Plan precinct over the next 20 years. Since exhibition of the draft Structure Plan and more detailed traffic/transport investigations, it is now expected that around 5,360 dwellings can be accommodated subject to infrastructure delivery. Whilst 3,000 dwellings can be accommodated with minor infrastructure upgrades, 2,000 or more dwellings requires regional road infrastructure works to support the development. Given such, the allocation of retail and supporting floorspace that has been included in the exhibited draft Structure Plan is sufficient to account for the increased dwelling provision that is now expected in the short term.

Summary:

- The retail demand assessment conservatively estimates that an allocation of 27,500m² of retail and supporting floorspace can be accommodated at the NBH urban core without impact on the trading capacity of other centres. These estimates are based on the exhibited dwelling numbers, which will now be increased and concentrated around the urban core area.
- The provision of retail and related services, in conjunction with high-density housing immediately adjacent to the new hospital will help to create an integrated, walkable strategic centre and is an appropriate planning response to the opportunities presented by the hospital's development.
- There is demand for additional retail services in the catchment that has not, hitherto, been provided at other centres. The additional floorspace required to service this demand can safely and conveniently be located on the widened Frenchs Forest Road West. It will add vitality to the urban core and encourage a lesser car dependency.
- The additional retail floorspace at Frenchs Forest will not impact the region's retail hierarchy.

4.5. TRANSPORT AND TRAFFIC FUNCTIONALITY

Overview

Council's transport and traffic consultants were engaged by Northern Beaches Council (former Warringah Council), Roads and Maritime (RMS) and Transport for NSW (TfNSW) in 2015 to undertake a Detailed Transport Assessment of the road network surrounding the Northern Beaches Hospital to inform the preparation of the draft Hospital Precinct Structure Plan.

The Detailed Transport Assessment, placed on exhibition on 30 November 2016, identified a preferred land use scenario with consideration of traffic and transport impacts to inform the draft Hospital Precinct Structure Plan. It also provided the opportunity to align the NSW Government road network upgrades being implemented as part of the Northern Beaches Hospital with the development of the Northern Beaches Hospital Precinct as a Strategic Centre for the region taking account of the potential growth that would be stimulated as a result of this.

During the public exhibition period that closed on 28 February 2017, Northern Beaches Council received feedback identifying support for more intensive development across the precinct, including a more consolidated approach that concentrated the growth identified for the precinct around the future town centre site. In response, Council's transport and traffic consultants were requested to assess a revision to the draft Structure Plan.

Key Outcomes

The revised traffic and transport assessment identified that:

- An intensification of land use densities across the Northern Beaches Hospital Precinct was unable to be sustainably accommodated on the existing road network due to the broader regional networks ability to absorb additional traffic.
- Consolidation of part of the land use densities identified across the precinct into the town centre with minor upgrades along Frenchs Forest Way and Naree Road is feasible and can accommodate approximately 3,000 dwellings.
- By consolidating part development around the town centre a staged approach is able to be adopted with the surrounding land being developed at a later date as capacity on the regional network is created.
- Key corridors within the Strategic Centre, such as Forest Way and Warringah Road, perform both a local access route for the precinct and a cross regional connector for the wider Northern Beaches region adding to the capacity issue.
- As a result conflicts emerge between the regional travel demands of trips passing through the Strategic Centre and localised access movements within the Centre, constraining key intersections that facilitate both of these

functions.

- It is recommended that in conjunction with localised road upgrades that a corridor investigation be undertaken to identify how further capacity can be provided allowing for the additional development of later stages of the structure plan implementation. This will also identify opportunities to relieve the high demand placed on the road network in the precinct through alternative travel options or through regional network upgrades.

The specific infrastructure works required for each phase of delivery are listed below:

Works required for short term development

1. Formalisation of the town centre entry at Frenchs Forest Road West as a priority controlled seagull intersection or traffic lights.
2. Alternative access point to the town centre site along Warringah Road. This is to be left in, left out access only.
3. Widening along Frenchs Forest Road West and Naree Road including an additional approach lane at Frenchs Forest Road West and Naree Road intersection to allow for an additional westbound through lane and double right turn and left turn bay onto Forest Way. This may involve partial acquisition of the street frontage of up to 3 metres of 17 properties on the southern side of Naree Road and Frenchs Forest Road West.

Regional roadworks required for medium to long term growth

1. Upgrades to Grace Avenue and extension of Naree Road (as per draft Plan).
2. Improvements to Allambie Road/Warringah Road intersection to provide alternative access to Frenchs Forest Road from the east.
3. Improvements to Forest Way/Adams Street intersection to alleviate southbound capacity constraints from downstream capacity constraints along Warringah Road.
4. Implementation of an east-west bus rapid transit (BRT) system to reduce the dependence on the private vehicle as a means of transport. A transport interchange is envisioned to be incorporated into the redevelopment of the town centre site.
5. Delivery of the Beaches Link Tunnel to remove North Sydney and City bound traffic off Warringah Road. Further regional road upgrades are required to provide access to the tunnel.
6. A further traffic study (Corridor Study) to determine possible improvements from Warringah Road/Forest Way to Roseville Bridge.

Summary

- Additional traffic and transport investigation has concluded that in the short term, the precinct can support up to 3,000 dwellings concentrated around the future town centre with specific road and intersection upgrades. The provision of further dwellings beyond the 3,000 dwelling threshold in the medium to long term will require the delivery of significant regional road works such as the Beaches Link Tunnel and/or an east-west bus rapid transit (BRT) system from Chatswood to Dee Why. Accordingly, a phased approach to rezoning is proposed with a short, medium and long term strategy to facilitate the delivery of a strategic centre.

5. RECOMMENDED STRUCTURE PLAN CHANGES

Following extensive community consultation, Council staff have undertaken a comprehensive review of the Structure Plan and have recommended certain amendments following a consideration of the key issues raised by submissions. The amendments continue to reflect the 15 aspirations for the project, as well as the identification of Frenchs Forest by the NSW Government as a Strategic Centre and Priority Precinct.

Change: Retention of Warringah Aquatic Centre (WAC) in its existing location

Reason: The existing WAC facility will remain in its current location and will not be relocated to the future town centre as per the draft Plan. The existing RE1 Public Recreation zone will remain with an additional permitted land use which will allow for an educational establishment in this location.

Accordingly, Council is presently considering the potential co-location of a new 1,500 to 2,000 student high school alongside the existing WAC facility and playing fields located within Aquatic Reserve. Council, in collaboration with NSW Department of Education, will develop a separate masterplan for this precinct including a separate community engagement process.

The Masterplan will aim to incorporate a state-of-the-art education and recreation precinct, with opportunities to create synergies between education, recreation, health and community facilities. Council's vision is to redevelop the WAC facility at Aquatic Reserve into a contemporary aquatic facility that is self-sustaining, incorporates industry best practice and better meets community and local school needs now and into the future.

Previous work undertaken for the WAC facility by the former Warringah Council has highlighted that the WAC is operating at a deficit. Funding from rate revenue is required to keep the WAC facility running. This is expected to increase as the existing building is ageing and if visitation rates continue to decline.

Should the WAC be redeveloped in the future, this will result in an integrated community hub being developed within Aquatic Reserve incorporating a new school, aquatic, leisure and sport facilities. Council is also committed to retaining and enhancing the baseball fields at Aquatic Reserve. The co-location of a new school and redeveloped WAC and enhanced recreational facilities and playing fields will support a range of facility and management synergies. In particular, sharing of facilities and services such as aquatic, health and fitness, indoor sports, events, parking and training will provide expanded community benefits.

Change: FSR uplift (whole of Precinct)

Reason: A primary objective of the draft Plan was to allocate relevant land uses to specific locations and to assign appropriate development controls (building height, floor space ratios) to encourage development to occur. The amount of development suggested by the draft Plan was restricted under advice from Roads and Maritime Services (RMS) due to the locality's limited road capacity. This resulted in FSRs that were minimal, although feasible under the long term 20 year application of the plan.

Notwithstanding the above, a key issue raised from submissions was the need for immediate development feasibility. Development feasibility is dependent on a range of factors including land values, purchase price and amalgamation patterns. It is noted that land values have increased significantly in Frenchs Forest, particularly since 2011 when the State Government released redevelopment plans for the area. With increased land values, this has meant that FSRs would need to be relatively high for development to be considered feasible in the short term.

In response to the submissions, Council has explored the possibility of increasing FSRs to ensure immediate development feasibility (0-3 years). At the same time, Council has investigated whether the FSR uplift across the precinct could be accommodated in the transport network. Council's economic and planning consultants have verified the feasibilities of the new FSRs. Further, the DPE has provided advice on development feasibilities based on the application of its Urban Feasibility Model (UFM) across the precinct. DPE's assessment has supported the findings of the economic consultant's work.

A revision of FSRs has occurred to ensure feasibility in the immediate to short term based on current land values. Council notes that whilst the FSRs have been increased, the precinct is constrained by its transport network capacity. Comprehensive traffic modelling has indicated that in the short term, the precinct can

support up to 3,000 dwellings concentrated around the future town centre with specific road and intersection upgrades. The provision of further dwellings (beyond the 3,000 dwelling threshold) will require the delivery of significant regional road works, such as the proposed Beaches Link Tunnel, and/or an east-west BRT system from Chatswood to Dee Why.

Change: Changes to exhibited zonings

Reason: Council has reviewed the zoning and land uses applied across the precinct in light of the submissions received. Three (3) areas are proposed for change:

1) Additional permitted land uses along Frenchs Forest Road West

The draft Plan identified an R3+ Medium Density Residential zone plus amendments to Schedule 1 Additional Permitted Uses for supportive uses at ground level to activate Frenchs Forest Road West. Following a review of the exhibited plan, it would have been unlikely that additional permitted uses would be feasible across the entire length of Frenchs Forest Road West.

The Structure Plan has reduced the additional permitted use to properties fronting Frenchs Forest Road West and adjacent to the future town centre and hospital. The reduced area will centralise the activated streetscape around the urban core. Council staff have also reviewed all 'supportive uses' in accordance with legal land use definitions and have identified the following as appropriate additional permitted land uses: medical centres, community health service facilities, health consulting rooms, business premises and office premises.

In addition, the Structure Plan intends to permit an additional permitted land use at the corner of Wakehurst Parkway and Frenchs Forest Road (106-112 Frenchs Forest Road West) for hotel or motel accommodation and serviced apartments. Whilst these land uses are already permitted in the future town centre under a B4 Mixed Use zone, the application of these land uses in this location intends to support further demand in an alternative location directly opposite the hospital.

2) Holland Crescent (south)

The draft Plan identified an R3 Medium Density Residential zone for properties along Holland Crescent. Council has reviewed the zoning of the lots south of Holland Crescent and north of Warringah Road, to provide an opportunity for land uses to integrate with the proposed green link from the future town centre to residential development west of Forest Way.

The Structure Plan recommends an R3 Medium Density Residential zone plus amendments to Schedule 1 Additional Permitted Uses to activate the street and connect with the proposed green link. Complementary uses to activate this link are proposed such as food and drink premises.

3) R4 High Density Residential zone

The draft Plan identified a residential gateway site west of Forest Way. An R4 High Density Residential zone was recognised as being appropriate for this precinct to distinguish it from the adjoining R3 Medium Density Residential zone and to acknowledge it as a key 'Residential Gateway' site. Following the exhibition period, Council officers have undertaken a statutory review of all zoning controls, which revealed that the existing R3 zone can achieve the same purpose as the R4 zone and permits residential flat buildings (apartments).

The revised Plan recommends a R3 Medium Density Residential zone in lieu of a R4 High Density Residential zone as this would achieve the same result in achieving a residential gateway site which permits residential flat buildings (apartments).

Change: Removal of Grace Avenue (west) from proposed uplift

Reason: Council's bushfire consultants undertook a further review of the Structure Plan in relation to bushfire opportunities and constraints in the hospital precinct. The analysis indicated that there is the potential for Grace Avenue to be impacted from the west with prolonged bush fire attack in the form of ember attack, smoke, radiant heat and direct flame contact. The Risk Plan identifies properties adjacent to bushland areas as being exposed to extreme risk.

Accordingly, it is recommended that properties located on the western side of Grace Avenue not be further intensified and no land use change. These properties will retain the currently applicable planning controls and remain as single residential properties that can be renovated or rebuilt. However, they cannot be

intensified as dual occupancies or multi units. Accordingly, the Structure Plan is recommending the removal of the R3 Medium Density Residential zoning for properties along the western side of Grace Avenue due to significant bushfire risk.

Change: Changes to exhibited Building Heights

Reason: The draft Plan identified certain lots with a range of heights. For the purposes of converting the planning framework in the Structure Plan to legal mapping requirements, the Structure Plan amends the height ranges to ensure a consistent maximum building height control. No change is proposed to the maximum building height of 40 metres which is largely consistent with the maximum building height of the hospital (being 41 metres).

In addition to the above, the Structure Plan also recommends increasing the building height in the following two areas:

- Karingal Crescent – The Structure Plan proposes an increase from 8.5 metres to 11 metres to allow for three storey townhouse style development, which is feasible under current market conditions.
 - Holland Crescent – The Structure Plan proposes an increase from 17.5 metres to 21 metres. This increased height is necessary to ensure that the proposed floor space ratio can be achieved with the height control. This will also allow a better urban design outcome by providing a better visual transition from the 40 metre height limit of the future town centre.
-

Change: Correction of anomalies

Reason: A number of anomalies have been identified, which are listed below.

1) Zoning of Hospital site from SP1 Special Activities to SP2 Infrastructure

The draft Plan identified an SP1 Special Activities zone for the hospital site. Following a review of all other public hospital sites in Sydney, it was found that most public hospitals were classified as SP2 Infrastructure. This included Royal North Shore Hospital, St Vincent's Hospital, Westmead Hospital, and Royal Prince Alfred Hospital. This minor change will ensure that the land use zoning is consistent with the majority of other public hospitals in Sydney.

2) Mapping anomalies in the draft Plan

Council staff have identified a number of mapping anomalies in the draft Plan. These include:

- The properties 25 Forest Way and 4 Hilmer Street were not identified in all maps. The draft Plan has been amended to include these properties.
 - The property at 1 Frenchs Forest Road West (Frenchs Forest Police Station) has now been included as part of the future town centre. The redevelopment of the town centre would incorporate this contiguous parcel of land to ensure that the land is incorporated into the town centre and prevent the isolation of this lot.
 - Inclusion of Sorlie Road car park. This would ensure that the planning controls match the land use controls on the adjoining properties.
-

Change: Increased dwelling numbers as a result of increased FSRs

Reason: As a result of increased FSRs across the hospital precinct, this has resulted in a significant increase in the future anticipated dwelling numbers. Under the revised Structure Plan, approximately 5,360 dwellings could be achieved over 20 years.

Council's transport and traffic consultants undertook additional traffic modelling to investigate whether the precinct could accommodate additional density and what improvements to the road network were required. Traffic modelling has indicated that in the short term, the precinct can support up to 3,000 dwellings concentrated around the future town centre with specific road and intersection upgrades. The provision of further dwellings (beyond the 3,000 dwelling threshold) in the medium to long term will require the delivery of significant regional road works, such as the proposed Beaches Link Tunnel, and/or an east-west BRT system from Chatswood to Dee Why.

Change: Committing to a 15% affordable rental housing target on the future town centre site

Reason: Council's economic and planning consultants have assessed the demand for affordable housing for key workers in Frenchs Forest associated with the realisation of the draft Plan. Council's consultants have also determined a feasible proportion of floor space for affordable housing to meet this demand.

Council's consultants recommend that an affordable rental housing levy of 10% of residential floor space is feasible for all land proposed to be uplifted in the hospital precinct. The analysis provides additional feasibility testing using a range of higher FSRs. In consideration of the significant FSR increase in the town centre site, Council recommends a 15% affordable rental housing target for the town centre site.

All levels of government need to demonstrate leadership in facilitating opportunities for affordable housing in Metropolitan Sydney. The future town centre site is located on State Government owned land. The provision of affordable housing on government owned land is an action outlined in A Plan for Growing Sydney and Council's Affordable Housing Policy. Accordingly, the Structure Plan is recommending that Council commit to a 15% affordable rental housing target for the future town centre. This will provide an opportunity to deliver industry best practice through the integration of affordable rental housing in a new urban centre.

1.0 APOLOGIES

Nil

3.0 DECLARATION OF PECUNIARY INTEREST AND CONFLICTS OF INTEREST

Nil

8.0 PLANNING PLACE & COMMUNITY DIVISION REPORTS

8.1 NORTHERN BEACHES HOSPITAL PRECINCT STRUCTURE PLAN

The following people addressed the item:

Graeme Harris, David Tomlinson, Brian Haynes, Ken Burton (representing Elise Cameri), Michael Regan, Gail McDonald and Stuart Sprott.

169/17 **RESOLVED**

D Persson

That Council:

- A. Adopt the Northern Beaches Hospital Precinct Structure Plan to provide the strategic land use planning framework for Frenchs Forest.
- B. Submit the Northern Beaches Hospital Precinct Structure Plan to the NSW Department of Planning and Environment to facilitate the phased rezoning process through an amending State Environmental Planning Policy (SEPP) process.
- C. Review the Northern Beaches Hospital Precinct Structure Plan every five (5) years to monitor and evaluate progress and implementation.
- D. Prepare and exhibit the following documents in accordance with the planning framework identified in the Northern Beaches Hospital Precinct Structure Plan:
 - a. Amendment to Warringah Development Control Plan 2011.
 - b. Urban Design Guidelines.
 - c. Section 94 Contributions Plan.
 - d. Infrastructure Plan.
- E. Work with the NSW Department of Education to prepare and exhibit a Masterplan for Aquatic Reserve to deliver a state-of-the-art education and recreation precinct at Aquatic Reserve in Frenchs Forest.
- F. Commit to a 15% affordable rental housing target as part of any redevelopment of the future town centre at Frenchs Forest and a 10% target applicable for the remaining rezoned area.
- G. Apply for a Green Star – Communities rating for the Frenchs Forest precinct.
- H. Continue to lobby the NSW Government for an east-west rapid transit system with an interchange incorporated into the development of the future town centre at Frenchs Forest and for the delivery of integrated public transport connections as part of the proposed Beaches Link tunnel.

- I. Provide a buffer area for all re-zoned land that immediately adjoins land not subject to re-zoning to ensure adequate amenity, building setback and landscaping.

The meeting concluded at 9:32PM

This is the final page of the minutes comprising 4 pages
numbered 1 to 4 of the Extraordinary Council Meeting
held on Tuesday 1 August 2017 and confirmed on Tuesday 22 August 2017

Administrator

Chief Executive Officer