



northern  
beaches  
council

# 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](http://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.

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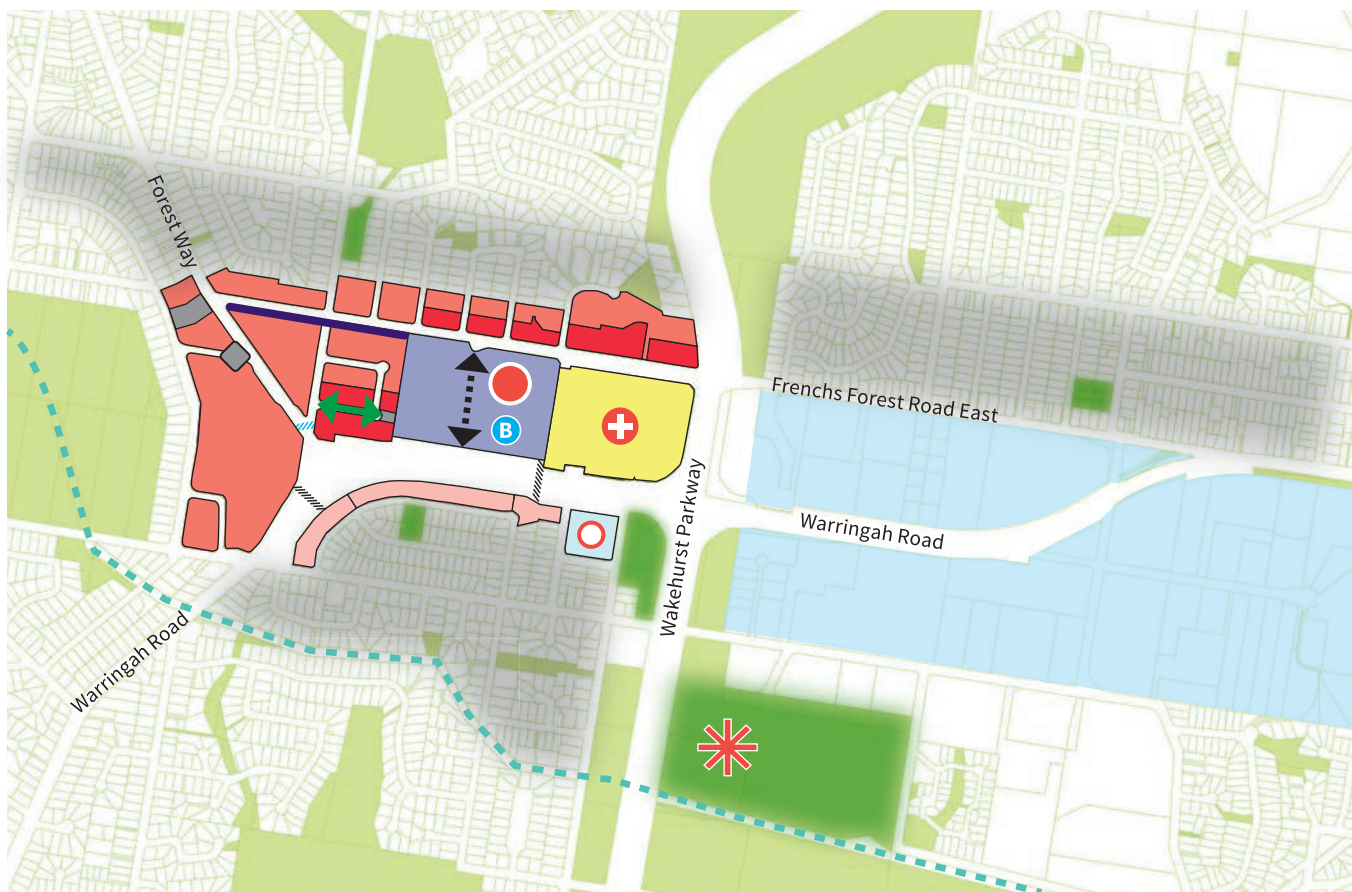
Surrounding the town centre will be modern apartment buildings with a variety of building heights and forms. This will provide increased housing choice for the community and provide a mechanism to assist in housing affordability on the Northern Beaches. The hospital will set the benchmark for the maximum 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.

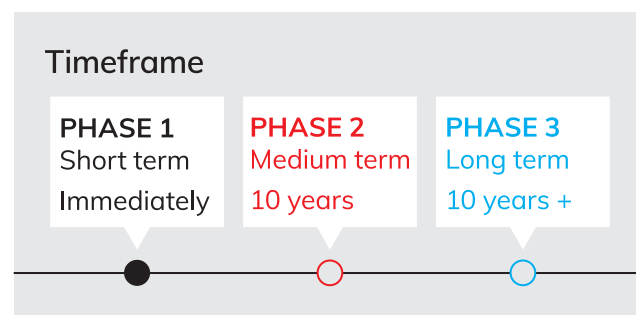
The specific infrastructure works required for each phase of delivery are listed below:

#### 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.

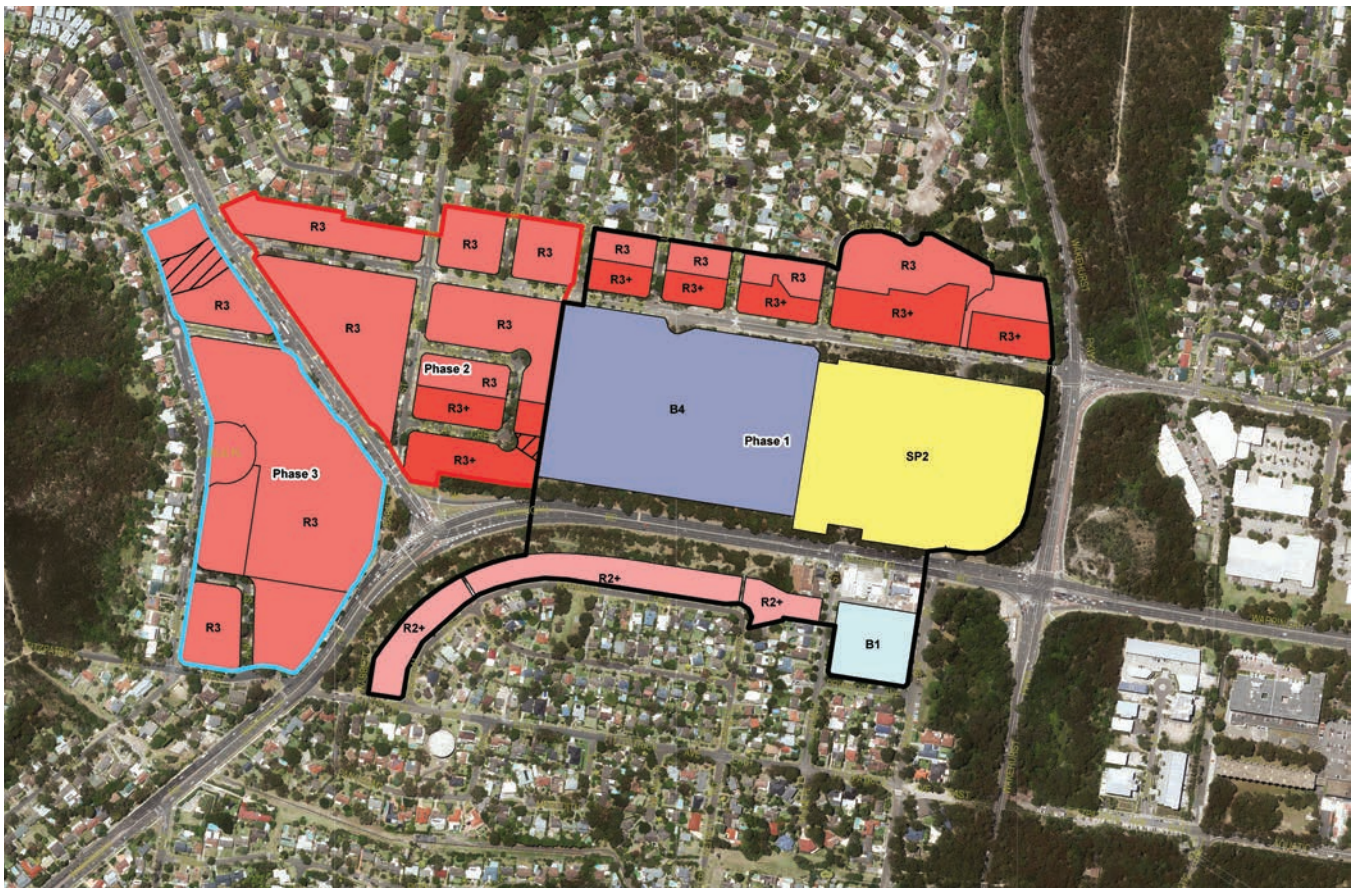
#### Regional road works required for medium to long term growth

- 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.





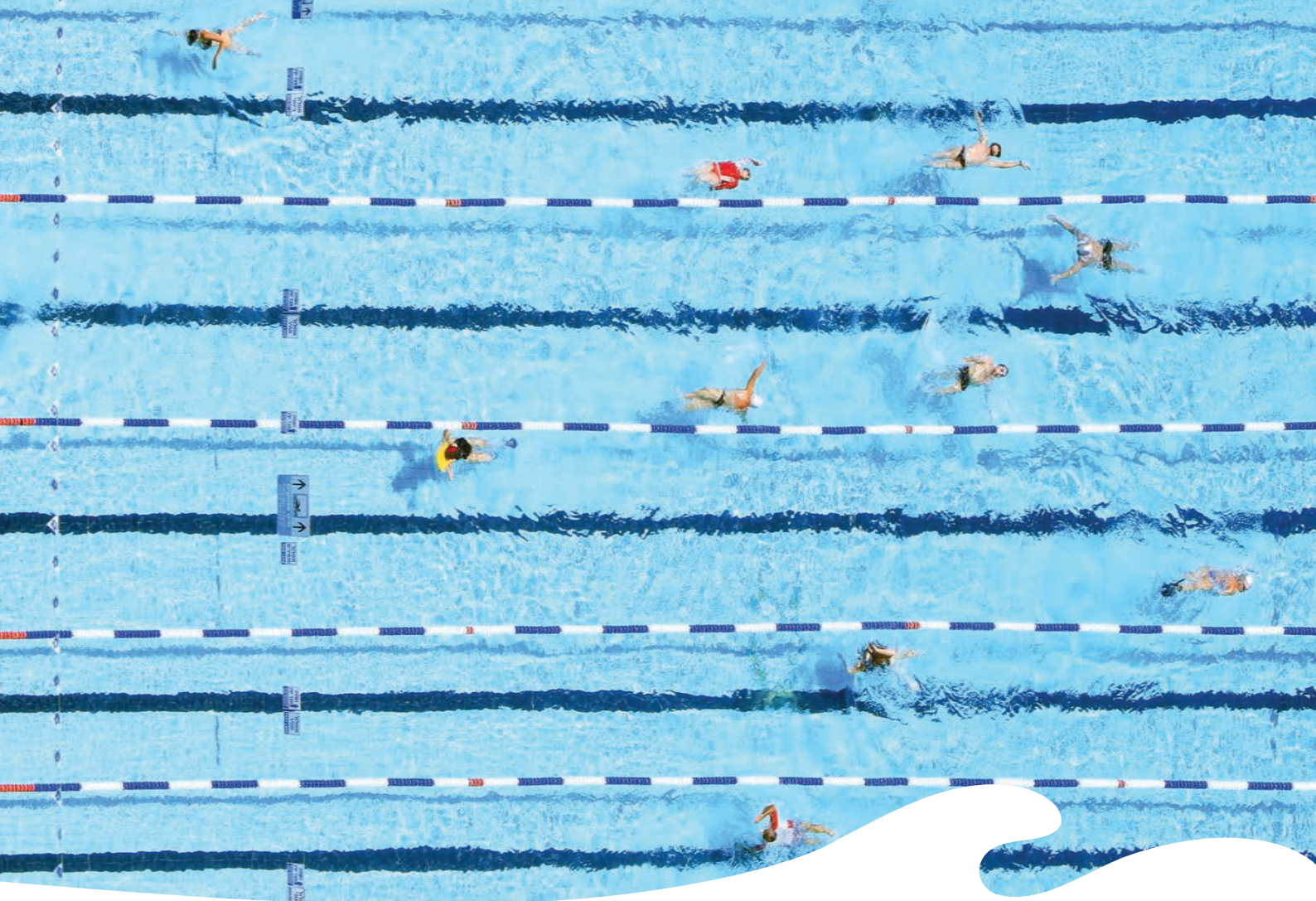
## Phasing Strategy



### 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.

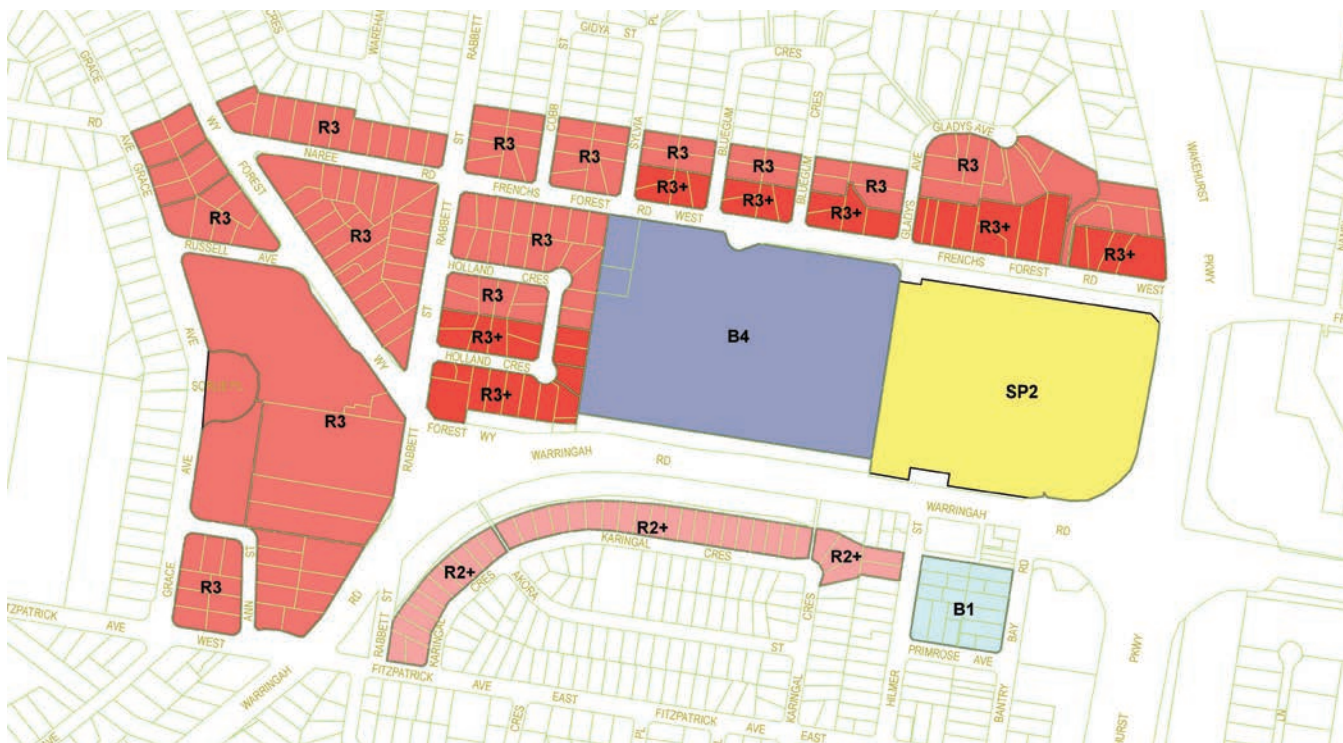
### Environmental Sustainability

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

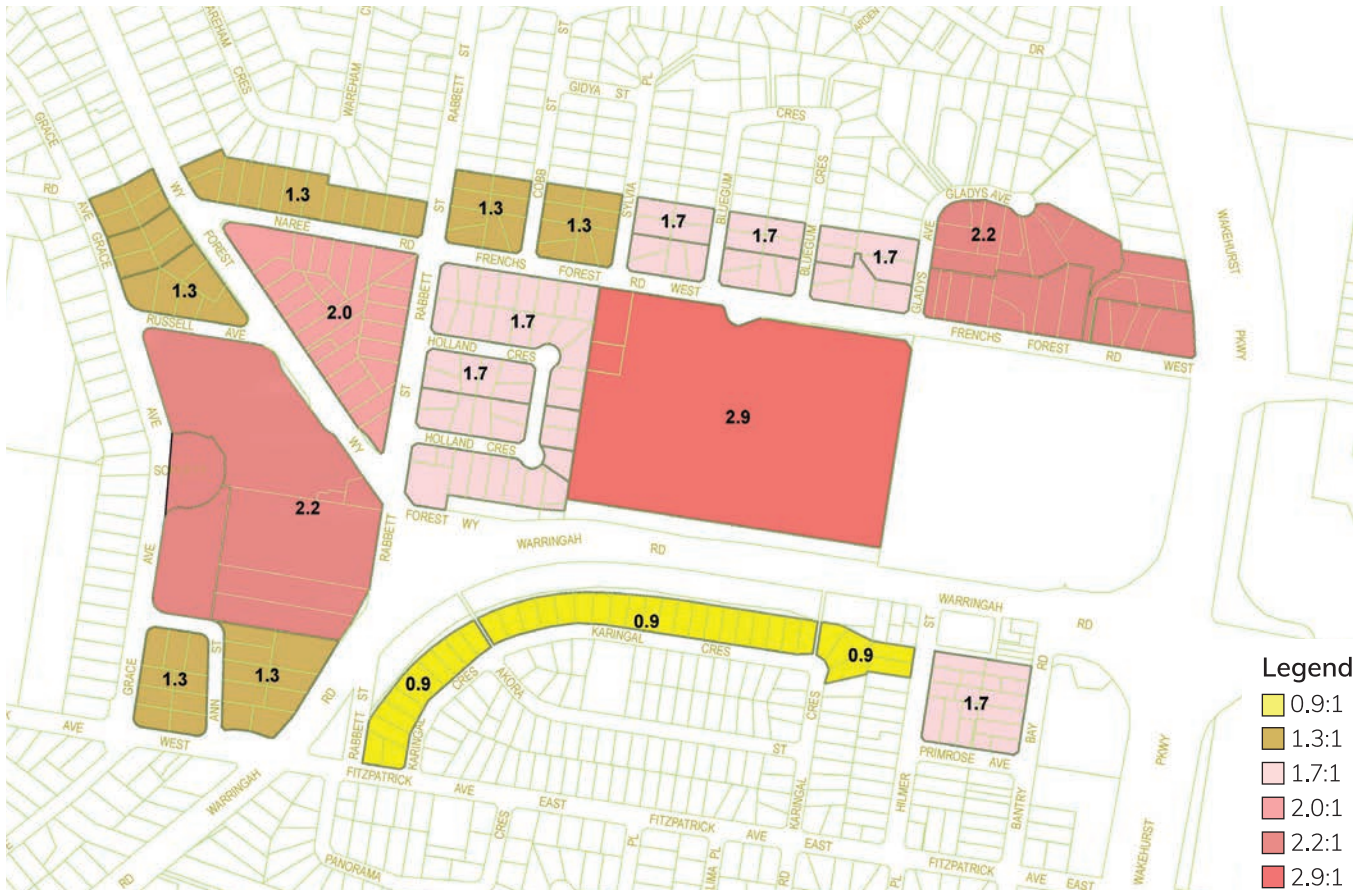
 B1	Neighbourhood Centre	 R2+	Low Density Residential plus additional land uses	 R3+	Medium Density Residential plus additional land uses
 B4	Mixed Use	 R3	Medium Density Residential	 SP2	Infrastructure



- 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.

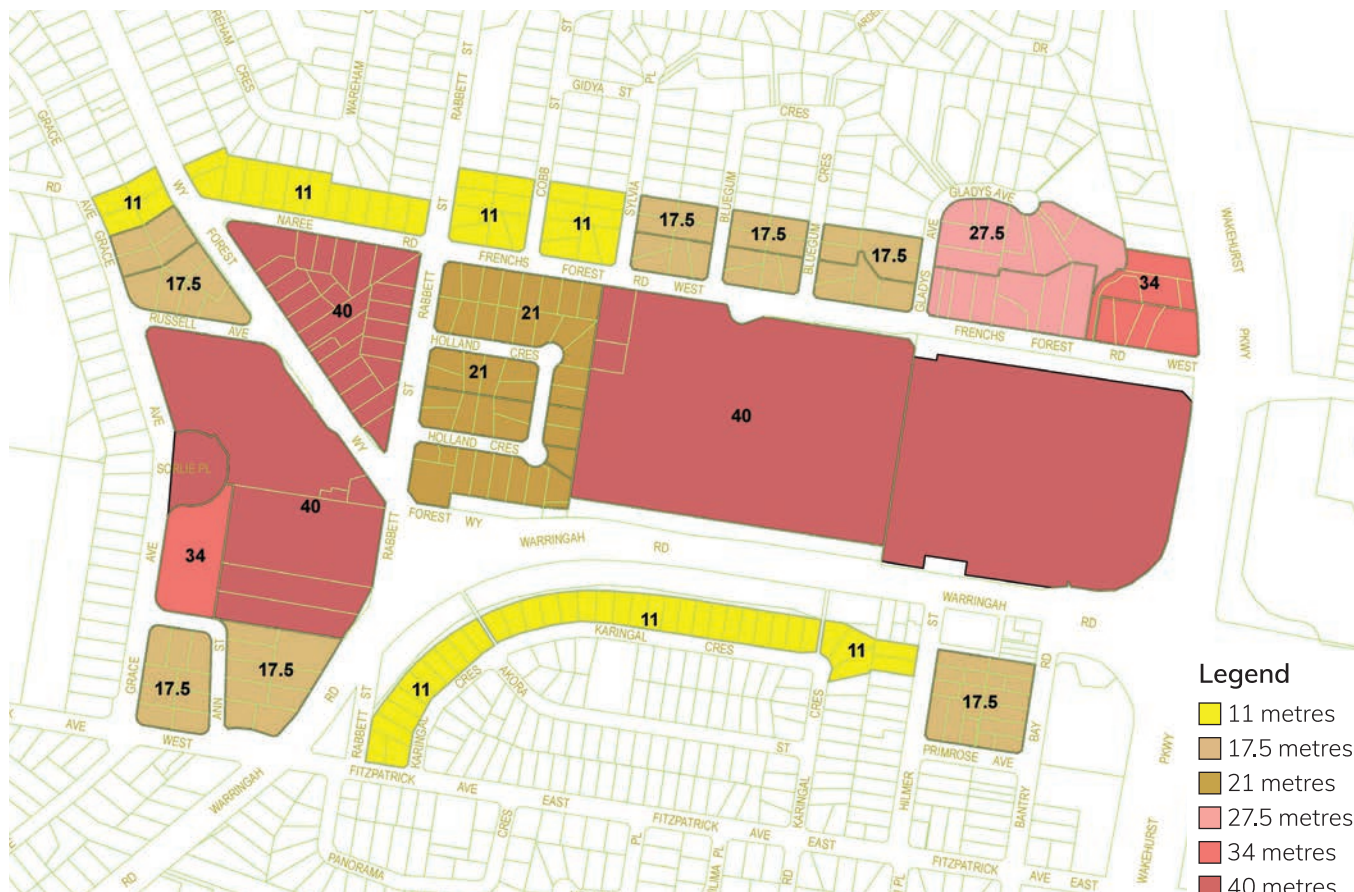
## Maximum Floor Space Ratios



- 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.





