

AGENDA

Notice is hereby given that an Extraordinary Meeting of Council will be held at the Civic Centre, Dee Why on

Wednesday 30 November 2016

Beginning at 7:00pm for the purpose of considering and determining matters included in this agenda.



Mark Ferguson
General Manager

Issued: 30/11/2016

OUR VALUES

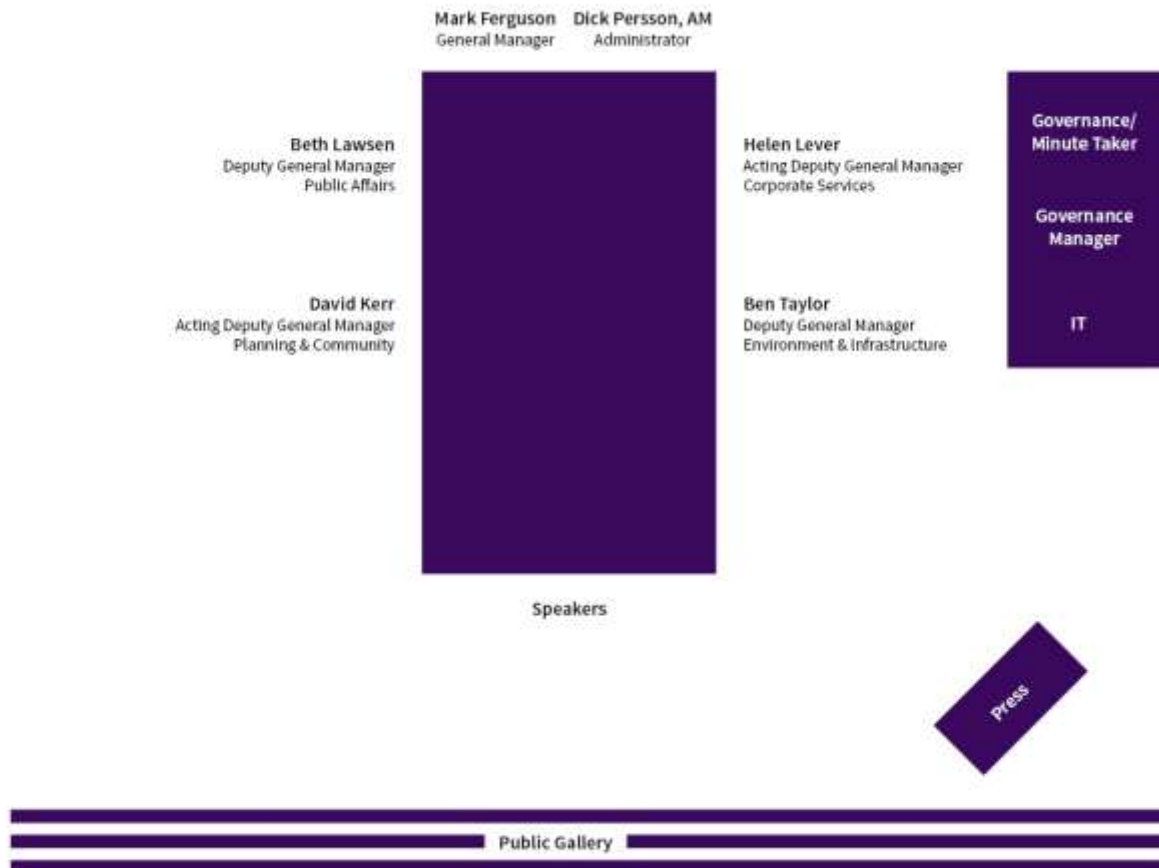
Respect

Empowerment

Service

Wellbeing

Equity



**Agenda for an Extraordinary Meeting of Council
to be held on Wednesday 30 November 2016
at the Civic Centre, Dee Why
Commencing at 7:00pm**

ACKNOWLEDGEMENT OF COUNTRY

- 1.0 APOLOGIES**
- 2.0 DECLARATION OF PECUNIARY AND CONFLICTS OF INTEREST**
- 3.0 PUBLIC FORUM**
- 4.0 ADMINISTRATOR'S MINUTES**
Nil
- 5.0 GENERAL MANAGER'S REPORTS**
Nil
- 6.0 CORPORATE SERVICES DIVISION REPORTS**
Nil
- 7.0 ENVIRONMENT & INFRASTRUCTURE DIVISION REPORTS**
Nil
- 8.0 PLANNING & COMMUNITY DIVISION REPORTS1**
 - 8.1 Draft Northern Beaches Hospital Precinct Structure Plan1
- 9.0 PUBLIC AFFAIRS DIVISION REPORTS**
Nil
- 10.0 MATTERS PROPOSED TO TAKE PLACE IN CLOSED SESSION**
Nil
- 11.0 REPORT OF RESOLUTIONS PASSED IN CLOSED SESSION**

8.0 PLANNING & COMMUNITY DIVISION REPORTS

ITEM 8.1	DRAFT NORTHERN BEACHES HOSPITAL PRECINCT STRUCTURE PLAN
REPORTING MANAGER	ACTING DEPUTY GENERAL MANAGER PLANNING & COMMUNITY
TRIM FILE REF	2016/387988
ATTACHMENTS	<ol style="list-style-type: none"> 1 ↓ Draft Northern Beaches Hospital Precinct Structure Plan 2 ↪ Northern Beaches Hospital Transport Study (Detailed Transport Assessment) 3 ↪ Analysis Report 4 ↪ Scenarios Report 5 ↪ Engagement Strategy

All attachments will be available following the meeting at the following link:

<http://yoursay.northernbeaches.nsw.gov.au/hospital-precinct-structure-plan-frenchs-forest>

EXECUTIVE SUMMARY

PURPOSE

To present to Council the Draft Northern Beaches Hospital Precinct Structure Plan and to seek Council's endorsement to publicly exhibit the Draft Northern Beaches Hospital Precinct Structure Plan ('the Plan').

SUMMARY

The Northern Beaches Hospital Precinct Structure Plan creates a sustainable long term future for the newly identified Strategic Centre in Frenchs Forest.

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, 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.

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 also 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.

Key highlights of the plan include:

- a new, centrally located town centre that is connected to the Northern Beaches Hospital with uses including retail, commercial, residential, open space, and recreation
- Up to 10% of new dwellings to be provided as affordable rental housing throughout the precinct to support key workers

- The construction of a new community Aquatic Centre on the town centre site
- New pedestrian and cycle infrastructure
- New, state of the art, education facilities to cater for primary and secondary students
- Shared and multi use indoor and outdoor recreation facilities
- New housing (approximately 2,200 new dwellings) and employment (approximately 2,300 new jobs) to address demand and support the hospital

Work to commence 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 New South Wales Department of Planning and Environment (DPE) a partnership was established to deliver the Structure Plan.

Detailed analysis 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 in April 2015.

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 provided for an additional 4,500 additional dwellings and 10,000 jobs within the Hospital Precinct over the next 20 years.

An integral part of this project has been ongoing detailed discussions and collaboration with a number of State Government departments who, along with Council and DPE, formed an 'Inter-agency working group' (IWG) to ensure the best possible outcomes are achieved for the community.

The IWG is comprised of Council, DPE (Chair), Roads and Maritime Services (RMS), Transport for New South Wales (TfNSW), Department of Education and Communities (DEC), New South Wales Health Infrastructure and Sydney Water. The IWG continually reviewed the Plan as Council progressed through each stage of the project.

In April 2015 it was determined by the IWG, and in particular following advice from the 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 modeling was required. This resulted in the Plan being placed on hold whilst additional detailed traffic and transport modeling was undertaken to the satisfaction of the RMS.

At this point a traffic engineering consultancy was separately engaged by Council, DPE, RMS and TfNSW to undertake additional traffic and transport modeling. The details and findings of the traffic and transport modeling are attached to this report in the form of a Transport Study (Attachment 2).

This Council report outlines the history of the structure plan project, the engagement process and the extent to which the additional traffic assessment has informed a preferred growth scenario, which has largely informed the draft Plan (Attachment 1).

The Transport Study confirmed that the Frenchs Forest area faces significant constraints and challenges in its ability to cater for additional housing and employment growth within the existing capacity constraints. The Transport Study also identifies local road upgrades that are critical to the delivery of additional growth in the precinct.

The draft Plan (Attachment 1) identifies areas within the precinct that, in the short term, have the ability to cater for additional housing and employment growth within the transport constraints

without compromising the long term objective for the area to become a fully functioning Strategic Centre, in accordance with the State Government's 'A Plan for Growing Sydney'.

The draft Plan proposes housing growth in the order of approximately 2,200 new residential apartments that vary between 3 and 12 storeys in height and an additional 2,300 jobs can be catered for, subject to a number of local road improvements and infrastructure upgrades.

What has become clear throughout the preparation of the Plan is that further investment by the State Government is required in the form of a viable public transport solution in order 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.

The next step in the preparation of the Plan is to seek Council's endorsement for the draft Plan to be publicly exhibited. It is recommended that the draft Plan be exhibited for a period of at least 6 weeks to enable the community and stakeholders to view, understand and comment on the proposal.

In light of the impending Christmas and New Year break and in accordance with Council's position on exhibiting planning documents during this period, it is recommended that Council place the draft Plan on display immediately and to extend the public exhibition (including engagement activities) of the draft Plan into February 2017.

The purpose of the Public Exhibition period will be for the community and stakeholders to have the opportunity to engage with Council and provide feedback in response to the Draft Plan. Engagement activities during the public exhibition period will include:

- Drop in sessions where community members and stakeholders will have the opportunity to discuss the draft Plan with Council staff. This will include a community information/drop in meeting within 14 days of the commencement of public exhibition of the Draft Plan
- Online engagement via the project page
- Targeted letter box drops of information brochures to local residents
- Media articles/advertisements.

FINANCIAL IMPACT

The draft Plan poses a nil financial impact at this point in time due to its strategic nature. However, as this report and attachments outline, a number of infrastructure upgrades are required to deliver the growth proposed that will required to be funded by a Section 94 Contributions Plan which will be prepared at a later stage and once the precinct planning process is completed.

ENVIRONMENTAL IMPACT

Sustainable planning measures such as energy and water targets will be implemented through development control plans and further investigations of development practices and incentives which will be prepared and investigated at a later stage and once the precinct planning process is completed.

SOCIAL IMPACT

The Plan includes a range of outcomes that will have a positive social impact on the local community. Additional housing (including affordable housing) and employment growth combined with the provision of essential social infrastructure such as schools, recreation facilities and the new hospital will create a vibrant centre in the Frenchs Forest area.

RECOMMENDATION OF ACTING DEPUTY GENERAL MANAGER PLANNING & COMMUNITY

That Council:

- 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 (Attachment 5).
-

REPORT

BACKGROUND

On 26 October 2012, the State Government made an amendment to State Environmental Planning Policy (State and Regional Development) 2011, identifying 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 into a contract with the Government for delivery of the hospital. Site clearing and preparation works commenced in September 2014. Following a stage two planning application, construction of the new hospital commenced in 2015 and the new hospital is scheduled for completion in 2018.

In addition to the above, 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) is delivering 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, Council resolved to prepare a Northern Beaches Hospital Precinct Structure Plan (Hospital PSP) 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 re-enforced the need for Council to undertake forward planning to determine the most appropriate future land uses, local infrastructure and urban quality requirements in proximity of the hospital.

The 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.

PLANNING CONTEXT

In December 2010 the NSW Government released its Metropolitan Strategy for Sydney 2036, in which, unlike previous plans, Frenchs Forest was identified as a Potential Specialised Centre.

After a change of government, in early 2013, the NSW Government released a new Draft Metropolitan Strategy for Sydney to 2031, setting out a framework for sustainable growth for the Sydney metropolitan region to 2031. This reiterated the status of Frenchs Forest as a Potential Specialised Precinct for accommodating growth within the region.

The aim of the precinct was to capitalise on the growing cluster of health related uses with associated research and business park opportunities to stimulate jobs. The strategy identified criteria for achieving a Specialised Precinct as follows:

- Act as an employment centre and location of essential urban services
- Enable a minimum of 8,000 jobs, potential for greater than 12,000 jobs
- Perform vital economic, research and employment roles for the region and Sydney
- Evolve over time to include a greater mix of residential, retail and service uses

- Include ancillary support uses, such as a student and staff accommodation adjacent to the hospital
- Connect to other specialised centres and major centres
- Integrate with or be adjacent to public transport and associated corridors
- Incorporate quality open space, public places and parks within the framework of the centre
- Link with motorways, arterial and relevant freight networks related to the specialisation

In 2014 the State Government released *A Plan for Growing Sydney*.

A Plan for Growing Sydney employs a different approach to identifying the hierarchy and typology of centres across Metropolitan Sydney. This Plan identifies Frenchs Forest as a 'Strategic Centre'.

Strategic Centres are identified in locations that currently have, or are planned to have, at least 10,000 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.

For the Northern Beaches Hospital Precinct - Strategic Centre, the 2014 plan identifies the following priorities:

- delivery of the new hospital
- support for health related land uses and infrastructure in the precinct around the hospital
- protection of capacity for employment growth in the precinct around the hospital
- provision of additional capacity for mixed uses such as offices, health, retail, services and housing in the precinct around the hospital
- support the preparation of a precinct structure plan to guide future development of the area
- progression of planning for the road improvements supporting the hospital and surrounding precinct
- progression of planning for a public transport interchange servicing the hospital precinct
- improvement of walking and cycling connections within the hospital precinct and surrounding areas

PROJECT CONTEXT

The recently released Draft North District Plan is consistent in nominating Frenchs Forest as a Strategic Centre. The new and proposed development at Frenchs Forest consists of three separate projects. The State Government is undertaking two projects and Council is coordinating one in partnership with the Department of Planning and Environment (DPE).

The three projects are:

- Construction of a new hospital (Health Infrastructure)
- Road and Connectivity Improvements & Network enhancements (RMS)
- Precinct Planning (Council in partnership with DPE)

The precinct planning project is largely driven by the need for an integrated approach with two State Government Projects.

DRAFT NORTHERN BEACHES HOSPITAL PRECINCT STRUCTURE PLAN

Project Scope

During 2013, Council committed to funding for the preparation of the Northern Beaches Hospital Precinct Structure Plan (the Plan) which will guide the future development of the precinct surrounding the Northern Beaches Hospital.

The consultancy firm, Hames Sharley, was identified as the preferred tenderer and commenced work on the Plan in early July 2014 (Details of the tender process were reported to Council at its meeting of 29 April 2014).

Hames Sharley put together a multi-disciplinary team including sub consultants Macroplan Dimasi and ARUP to provide economic and transport planning expertise. Hames Sharley brings to the project a sound background in the delivery of specialised activity precincts and centres both nationally and internationally.

The original scope of work for the preparation of the Plan identified 3 key stages as follows:

- Stage 1: Project Definition and Visioning
- Stage 2: Scenario Development and Evaluation
- Stage 3: Preferred Scenario Exhibition

Further details on each of these stages can be found in Chapter 3 of Attachment 1.

Should Council adopt the recommendations of this report, the following stages of the process to prepare the Hospital Structure Plan remain to be completed:

- Further community and stakeholder engagement: Exhibition of the Draft Hospital Structure Plan to the community including receiving and reviewing submissions
- Final Hospital Structure Plan: Preparation of a submissions report and presentation of the Final Plan and accompanying report to Council

THE PREFERRED SCENARIO

To confirm a preferred growth scenario, a review of the community and stakeholder engagement and extensive research analysis was undertaken. This identified a preferred growth scenario that provided for an additional 4,500 dwellings and 10,000 jobs, within the Hospital Precinct.

As outlined previously within this report, the project has involved extensive collaboration and consultation with a number of State Agencies who form the IWG that was established as part of this project.

In mid-2015 the preferred scenario was presented to the IWG to seek endorsement of the preferred scenario to allow the draft Plan to be finalised and reported to Council prior to public exhibition.

The IWG reviewed the preferred scenario and on the advice of the RMS and TfNSW determined that further and more detailed traffic and transport analysis and modeling, beyond that already undertaken by the RMS to support its upgrades, was required prior to an agreement being reached by the IWG. This decision effectively put the draft Plan on hold until such time as further analysis and modeling of the road network could be undertaken.

At this point it was identified that without additional transport and infrastructure upgrades (beyond that which is currently being undertaken) a revised scenario was required to be prepared that could cater for development in consideration of the road network capacity and constraints.

NORTHERN BEACHES HOSPITAL TRANSPORT STUDY (Attachment 2)

As a result of the IWG's request, Council and DPE engaged a traffic consultant to undertake a further and more detailed traffic and transport analysis and modelling.

The details of the transport study can be found in Attachment 2 of this Report.

In summary, in undertaking the further traffic assessment, the traffic consultant identified that there were significant constraints that limit the ability to deliver the preferred scenario.

This primarily related to the limited capacity of the road network and the absence of a high volume and frequency public transport system.

The transport study (Attachment 2) provides more detail on this issue and the capacity of the road network. The traffic consultant analysed the network constraints, individual intersections and the modelling and assumptions used by the RMS when designing the roadworks in the area.

In particular, the Environmental Impact Statement (EIS) undertaken for the Stage 2 Network Enhancement Roadworks which the traffic consultant analysed (in detail) outlines the employment and housing assumptions adopted in the modelling for the RMS's Northern Beaches Connectivity and Network Enhancements project.

The employment and housing assumptions adopted in the modelling are based on growth forecasts to the year 2028 by the Bureau of Transport Statistics (BTS). The growth forecast used by BTS did not explicitly include the level of growth that would normally be associated with a new 'Strategic Centre'.

Accordingly, the road network will only cater for moderate employment and housing growth. Additional growth is further limited by the absence of a long term east/west public transport solution in the form of a Bus Rapid Transit system.

The attached transport report further outlines the constraints of the area, the network's inability to cater for any substantial growth and the extent to which the additional transport assessments have informed the draft precinct structure plan. This includes the capacity for growth and the appropriate location of potential growth within the precinct.

From this point onwards the capacity of the road network has largely driven the preferred growth scenario. Four growth scenarios were developed and tested and modeled by ARUP against the capacity of the road network and functioning of particular intersections including those along Frenchs Forest Road. The traffic movements generated by the location of the town centre have also been modeled.

The transport assessment undertaken by the traffic consultant identified a viable preferred growth scenario; however, upgrades to Grace Avenue and an extension of Naree Road would be required to deliver this scenario. These upgrades will potentially require the partial, and in some cases full acquisition of properties along Naree Road, Grace Avenue and Forest Way. The design of the upgrades will be the subject of further and more detailed analysis should the plan proceed in its current form.

In the absence of these upgrades the transport assessment identified a level of growth that provides between 700-1300 new dwellings could be delivered within the road capacity, following the completion of the RMS roadworks.

In comparison, the preferred growth scenario (identified as Scenario 2 in the ARUP Transport Study) requires local road upgrades to Grace Avenue and Naree Road and would provide additional road capacity and potentially cater for a Strategic Centre in the order of 12,000 jobs and an additional 2,500 dwellings.

This technical transport analysis has informed the draft Plan and has been carefully considered in the development of the Structure Plan.

The detailed Transport Assessment is contained in its entirety as Attachment 2 of this report.

DRAFT NORTHERN BEACHES HOSPITAL PRECINCT STRUCTURE PLAN (Attachment 1)

Based on detailed research, results of the community engagement and in particular the Transport Assessment, a Draft Precinct Structure Plan has been developed. The Structure Plan will leverage off the \$1 billion investment in the new Hospital and road network upgrades to deliver a new sustainable, vibrant and connected Strategic Centre for Frenchs Forest and the wider Northern Beaches community.

The Draft Precinct Structure Plan identifies what land use changes are considered appropriate for the Precinct and necessary if the area is to achieve its identified status as a Strategic Centre. The main components of the Draft Structure Plan are:

Precinct 1:

- A new centrally located urban core connected to the new hospital with uses including retail, commercial, residential, open space and recreation. Building heights will be up to 40m
- New integrated aquatic centre
- General residential uplift along Frenchs Forest Road West between Wakehurst Parkway and Forest Way
- Additional permitted ground floor uses to activate the street frontage and provide supporting uses, immediately adjacent to new Hospital and urban core
- Affordable housing
- A new mixed use neighbourhood centre on Bantry Bay Road, to provide essential services for the residents south of Warringah Road, and also to provide housing choice in close proximity to transport and facilities
- New pedestrian and cycle way infrastructure
- Minimal growth and additional permitted uses in the form of attached dwellings and dual occupancies south of Warringah Road adjacent to the RMS roadworks

Precinct 2:

- Residential uplift to provide a gateway to the precinct
- Affordable housing

Precinct 3:

- Until further investment in a long term transport solution is provided, landowners are encouraged to explore the existing planning controls. These permit a range of land uses that are complementary to the long term objective of the precinct

Precinct 4:

- Benchmark integration of social infrastructure and educational facilities
- A new, state of the art, education facility
- Shared multiuse and multi purposed indoor and outdoor recreation facilities

Sustainable planning measures such as the development of energy and water targets and the inclusion of affordable housing within the precinct will be implemented through planning controls.

The Draft Northern Beaches Hospital Precinct Structure Plan is contained in its entirety as Attachment 1 of this report.

PUBLIC EXHIBITION

It is recommended that the draft Plan be exhibited for a period of at least 6 weeks to enable the community and stakeholders to view, understand and comment on the proposal.

The impending Christmas and New Year break raises issues regarding the timing of exhibition and commencement immediately after adoption of the Recommendation of this Report.

It is also Council's clear and long held position that exhibition of planning documents over a Christmas and new year period require an extended exhibition period to ensure that all community members have the time and ability to review and comment on the documents.

In light of the above, it is recommended that Council place the draft Plan on display immediately following the adoption of the Recommendations of this report and to commence formal public exhibition (including engagement activities) of the draft Plan in late January 2017.

This will ensure that all residents are provided with enough opportunity and time to review and comment on the draft Plan while on display in December 2016/January 2017 and to allow Council to engage with the community and stakeholders effectively as part of its formal engagement process in late January 2017 and running for a minimum of 6 weeks from this point.

The purpose of the Public Exhibition period will be for the community and stakeholders to have the opportunity to engage with Council and provide feedback in response to the Draft Plan. Engagement activities during the public exhibition period will include:

- Drop in sessions where community members and stakeholders will have the opportunity to discuss the draft Plan with Council staff. This will include a community information/drop in meeting within 14 days of the commencement of public exhibition of the Draft Plan
- Online engagement via the project page
- Targeted letter box drops of information brochures to local residents
- Media articles/advertisements.

The community should, again, be made aware that this draft Plan is intended to be the basis upon which future land use planning is undertaken and is a plan for the next 20 years.

The Plan is not the end of the process, as it does not rezone the land. This statutory process will commence once Council has endorsed the Final Structure Plan.

POST PUBLIC EXHIBITION

Following the formal public exhibition of the Draft Hospital Precinct Structure Plan, the project team will collate all submissions and prepare a summary report to Council. The report may include recommendations for changes to the draft Plan for Council's consideration when deciding upon the final Plan.

Once Council has endorsed a final Plan the appropriate process to rezone land can be determined and that process will commence.

The rezoning can occur in one of two ways, either by way of an amendment to Warringah Local Environmental Plan 2011 or a State Government amendment via a State Environmental Planning Policy. A decision on which process will be pursued has yet to be determined.

In any event there will be the need for a Development Control Plan along with a specific and direct Section 94 Contribution Plan to collect monetary contributions to fund necessary community

infrastructure as outlined throughout the Plan. These documents will be critical to the precincts success and longevity as a Strategic Centre on the Northern Beaches. Preparation of these important planning documents will commence following the endorsement of the Final Structure Plan.



