

PLANNING PROPOSAL

HORNSBY WEST SIDE PRECINCT



Revised
May 2014

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BACKGROUND

The State Government's draft *Metropolitan Strategy for Sydney to 2031* sets the framework for Sydney's growth to 2031 and beyond. The Strategy supports the key goals, targets and actions contained in *NSW 2021*, the NSW Government's business plan to make NSW the number one state and has been prepared in conjunction with the *NSW Long Term Transport Masterplan* and the *State Infrastructure Strategy*.

Hornsby Town Centre is identified in the draft *Metropolitan Strategy* as a Major Centre and the priorities include:

- Enhance as a location for growing retail and office uses for the subregion and a broader catchment extending to the Central Coast;
- Promote residential intensification near the centre;
- Provide for at least 1,000 additional jobs to 2031; and
- Provide for increased housing choice through redevelopment for a variety of new housing types and densities around centres along major transport corridors including strategic bus corridors and the North Shore Line and Northern Line.

The previous *Metropolitan Plan* released by the State Government also included the following future directions for the Hornsby Town Centre:

- Investigate opportunities for better pedestrian links between eastern and western sides of the Centre;
- Revitalise the traditional Centre to the west of the station; and
- Investigate development opportunities to the west of the station.

At its meeting on 6 April 2011, Council resolved to undertake a review of controls for the West Precinct to promote future development in the form of both commercial and residential development, with a minimum employment generating floor space ratio (FSR) of 2:1.

A Planning Proposal was prepared and sent to the Department of Planning and Infrastructure (DP&I) with a request for a Gateway Determination. A Gateway Determination was received advising that the proposal should proceed subject to the preparation of a revised planning proposal after undertaking strategic planning studies in urban design, traffic and economic feasibility.

As a first step into the review of planning controls for the Hornsby West Side Precinct, Council engaged an economic consultant to prepare a Preliminary Feasibility Analysis. The Feasibility Analysis concluded that development with a 2:1 minimum employment generating FSR would exceed demand, making amalgamation and redevelopment within the West Precinct difficult to encourage. The Analysis stated that a lower minimum FSR for employment generating development would be more feasible.

At its meeting on 21 November 2012 Council endorsed an amendment to the Hornsby West Side Precinct Planning Proposal to provide revised planning controls, including a requirement for a minimum floor space ratio of 1:1 employment generating development, and agreed that the strategic planning studies be progressed on this basis.

The strategic planning studies were completed in the first half of 2013 and the (then) Department of Planning and Infrastructure endorsed a revised Planning Proposal for exhibition in writing in August 2013.

The Hornsby West Side Planning Proposal was exhibited from 4 September 2013 to 8 November 2013 in accordance with Council's adopted consultation strategy outlined in Part 5 of this Planning Proposal.

PART 1 - OBJECTIVES OR INTENDED OUTCOMES

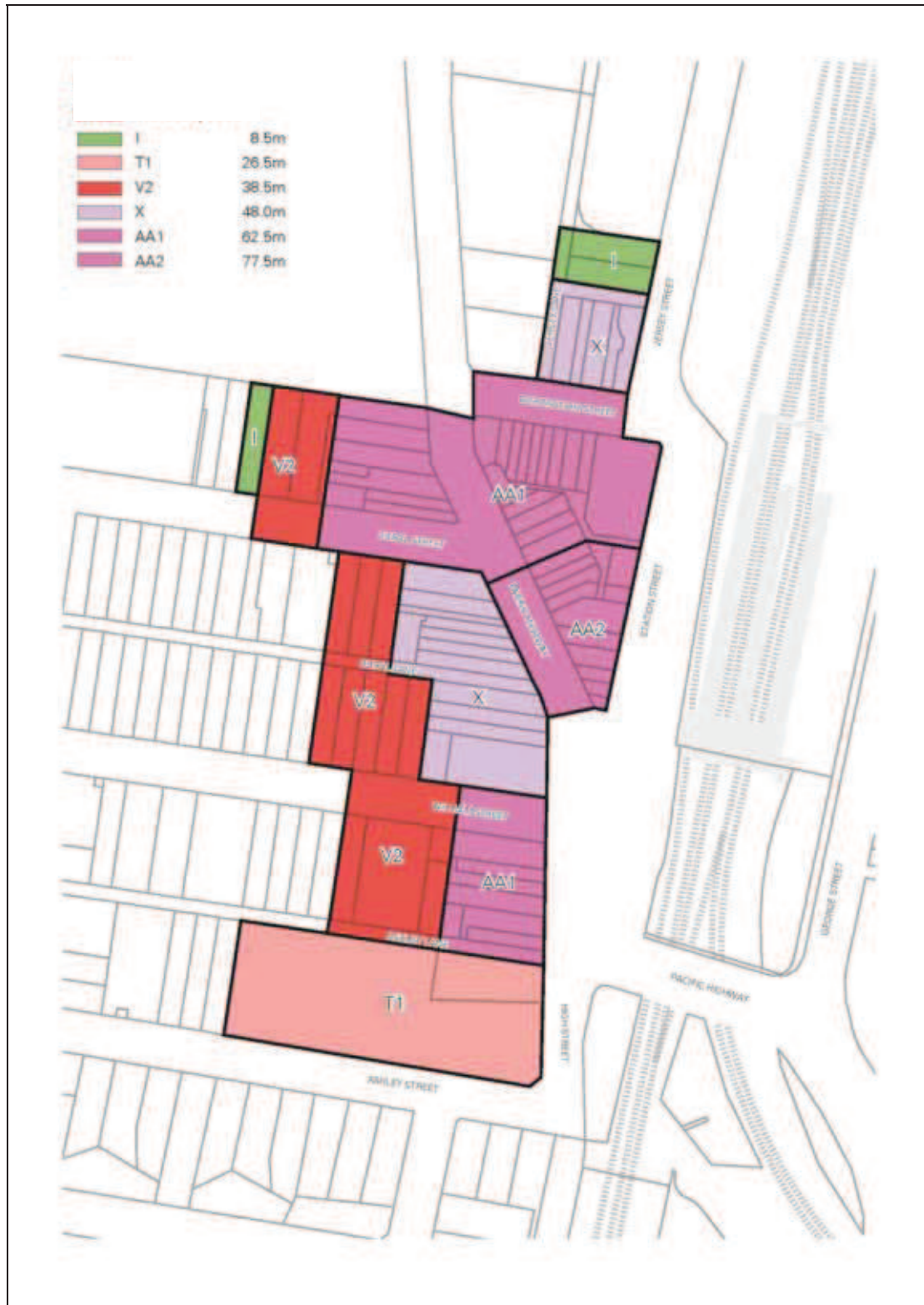
The objectives or intended outcomes of the Planning Proposal are as follows:

- Increase residential and employment development opportunities within the Hornsby West Precinct;
- Contribute to the achievement of the revised housing and employment targets identified under the *Metropolitan Strategy for Sydney to 2031*;
- Reinforce the role of the Hornsby Town Centre as the major town centre with adequate employment opportunities; and
- Revitalise and preserve the commercial character of the heritage conservation area.

PART 2 - EXPLANATION OF THE PROVISIONS

Amendment of the *Hornsby Local Environmental Plan 2013* by:

1. Amending the Height of Buildings Map to include the following height limits for the Hornsby West Precinct:



2. Adding the following subclause to Clause 4.4:

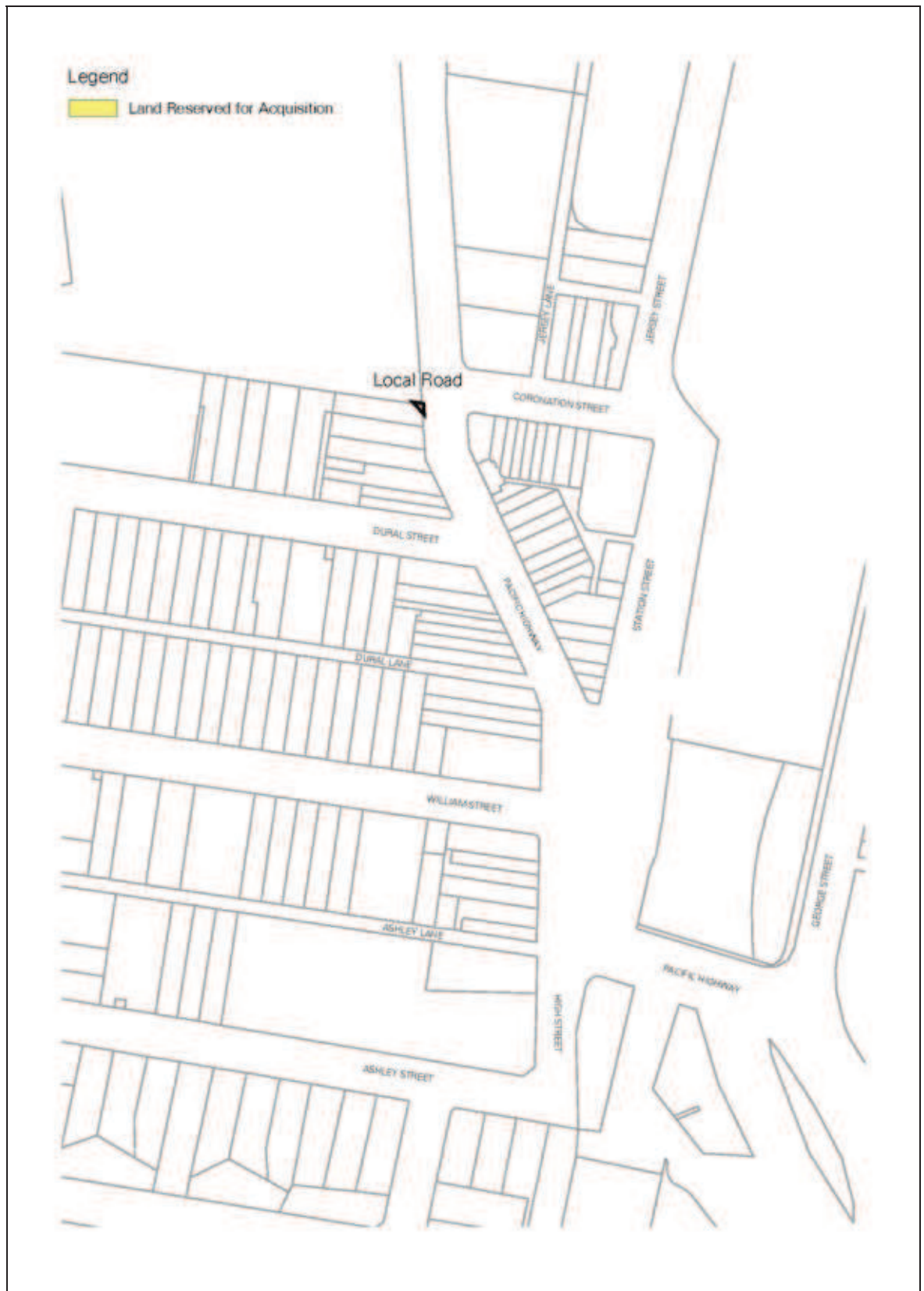
(2D) Despite subclause (2), the floor space ratio for development on land identified as “Area 8” on the Floor Space Ratio Map may exceed the floor space ratio shown for the land on the Floor Space Ratio Map if the development is for the purpose of:

- (a) shop top housing; and
- (b) any other land use permitted in the zone other than residential accommodation that comprises a floor space ratio of at least 1:1.

3. Amending the Floor Space Ratio Map to include the following Floor Space Ratio for the Hornsby West Precinct:



4. Amending the Land Reservation Acquisition Map to reflect a revised road widening area on the corner of Property Nos. 201 – 203 Pacific Highway, Hornsby:



PART 3 - JUSTIFICATION

Section A - Need for the planning proposal

1. *Is the planning proposal a result of any strategic study or report?*

Yes. The planning proposal is the result of the following strategic studies:

Economic Analysis

An Economic Analysis was prepared in two stages. Stage 1 included a preliminary feasibility analysis and Stage 1 included a Detailed Economic Assessment. The reports, prepared by Hill PDA, are attached as Appendix A.

Stage 1 – Preliminary Feasibility Analysis

The Feasibility Analysis evaluates the economic feasibility of Council's resolution that the revised planning controls for the Hornsby West Side Precinct include a minimum FSR for employment generating development of 2:1 within a residential/mixed use building. The Feasibility Analysis concludes that development with a 2:1 minimum employment generating FSR with residential units above would not be feasible until building heights reach 16-20 storeys. Notwithstanding the height of development, the Analysis states that such a level of commercial floor space is expected to exceed demand and therefore, amalgamation and redevelopment would be difficult to encourage. The report concludes that lower minimum FSRs for employment generating development would be more feasible and that 1:1 could be sustainable subject to the overall building height controls.

Stage 2 – Detailed Economic Assessment

This component of the Economic Analysis found that there is some scope to accommodate additional retail floor space in the precinct, including a small scale supermarket to meet the needs of convenience/top-up shopping, but that there is limited scope to increase the commercial floor space provision beyond current levels. The report recommends a mix of uses, allowing for new public spaces and establishing the precinct as a destination for residents and visitors.

The detailed economic assessment also tests density scenarios and concludes that where a minimum non-residential component is required, development feasibility is subject to a higher density threshold, leading to increased heights of buildings. The cost of construction increases with taller towers and therefore affects feasibility. However, depending on the market, higher construction costs can be offset by higher sale prices of units on high floors with commanding views. The report notes that buildings around 9-12 storeys in height would minimise construction costs, but that development with a height of 12-20 storeys could be feasible. The report also tests the redevelopment of Council's car park site at William Street as a mixed use development with retention of the existing parking spaces. The report finds that development would not be feasible unless it incorporated 100% residential floor space or did not retain the existing car parking spaces.

The report recommends a flexible approach to defining the mix between residential and non-residential uses and the apportionment of residential floor space within buildings. In accordance with the findings of the Economic Analysis, Council has reduced the minimum employment generating FSR for the precinct to 1:1 and will not be imposing a floor space ratio control for the residential component of development. Instead, building envelope and maximum height controls will be applied.

Urban Design Study

An Urban Design Study was prepared in two stages by JBA Planning. Stage 1 involved an Urban Design Analysis and Stage 2 involved Structure Planning for the precinct. The reports, prepared by JBA Planning are attached as Appendix B.

Urban Design Analysis

The Urban Design Analysis includes a site analysis and identifies opportunities and constraints within the precinct. The investigations cover the context and character of the precinct, existing heights, heritage, façade analysis, land ownership, open space and landscaping.

The Urban Design Analysis concludes that the following points should form key elements of the Structure Plan:

- The character of the precinct should be retained through significant façade retention and reuse;
- The Odeon Cinema is an important heritage item to the community;
- Changes to the road layout are required to improve the pedestrian experience;
- There is opportunity to establish an arrival sequence through the public domain and built form heights; and
- Capitalise on the opportunity to create an iconic site as pedestrians arrive from the station.

Structure Plan

The Structure Plan is the guiding document that will shape the future built form and public domain for the West Side precinct. The Structure Plan is based on the following principles:

- Elevate the West Side precinct as the “Heart of Hornsby”;
- Rejuvenate the West Side precinct through redevelopment and public domain improvements;
- Provide a point of difference to the East Side of Hornsby by retaining the traditional high street experience;
- Develop high quality public places for public gatherings, cultural and seasonal events and everyday casual meetings;
- Transform the Pacific Highway from a highway to a High Street creating an improved pedestrian experience;
- Increase development potential to allow for appropriate and feasible mixed use development;
- Encourage a new residential population to live, shop and recreate in the West Side precinct; and
- Connect the major public open spaces with street trees and landscaping.

The Structure Plan identifies building heights, commercial podium setbacks, residential tower setbacks, active frontages, heritage and façade retention, a changed street network (discussed below under Traffic and Parking Study) and public domain improvements. The Structure Plan also outlines options for the future of Council’s car park sites at William Street and Dural Street. It is proposed that the Dural Street car park be sold for redevelopment and the William Street car park be retained to provide the car parking needs of the precinct in a decked car parking station.

Heights range from 2 storeys to 25 storeys, with residential towers setback above commercial podiums of 2, 3 and 5 storeys. The Structure Plan estimates a yield of approximately 30,000m² of employment generating floor space and 1,000 residential apartments.

Traffic and Parking Study

A Traffic and Car Parking Study was prepared by Bitzios Consulting and is attached at Appendix C.

The Study area for the Traffic and Car Parking Study includes the arterial route of George Street and reviews the existing road capacity, identifies traffic management works required as a result of future development of the precinct and reviews car parking within the precinct. As discussed above, the Structure Plan proposes changes the road layout within the precinct. The changes include:

- Closing the intersection of Station Street and the Pacific Highway;
- Allowing traffic to enter Station Street from Coronation Street to access properties and 90 degree parking for convenience shopping;
- Realigning the bus and taxi exit at the southern end of the station to become a four way signalised intersection with High Street and the Pacific Highway;
- Pedestrianise the eastern end of Dural Lane where it meets the Pacific Highway; and
- Formalise access lanes through Council car park sites to link Dural Street to Dural Lane and William Street to Dural Lane.

The Traffic Study tested the changes proposed to the road layout along with the future density of development proposed for the precinct through the preparation of a traffic model. The modelling indicates that the proposed road layout and redevelopment is feasible subject to:

- Public domain plan modifications (which have now been addressed in the Structure Plan);
- Modifications to the traffic signals at George Street/Bridge Road/Jersey Street North, to remove the phase that services Railway Parade;
- Modifications to the traffic signals at Pacific Highway/Bridge Road to improve southbound left turn capacity; and
- Adjustments to signal timing and coordination so that through traffic is discouraged from using the Pacific Highway through the West Side precinct, and encouraged to use the George Street – Bridge Road route.

The Study concludes that the West precinct has very limited free capacity to cater for additional trips beyond those identified in the Planning Proposal and that, beyond the 2031 planning horizon, additional measures will need to be in place to ensure that the network continues to operate satisfactorily. The Study recommends that Council liaise with the Roads and Maritime Services to ensure medium and long term solutions are being planned for the George Street route to upgrade its capacity and reflect its role as the State Arterial Road.

2. *Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?*

Yes. The Planning Proposal is the best means of achieving the intended outcome of enabling increased residential and employment development opportunities within the Hornsby West Precinct. The *HLEP* specifies maximum heights and floor space ratios which can only be amended by means of progression of a planning proposal.

3. *Is there a net community benefit?*

Yes. The *Planning Proposal* will deliver a net community benefit by:

- providing additional residential and commercial development close to an established commercial centre and major transport hub therefore promoting a concentrated and more sustainable urban form;

- preserving the character of existing residential areas, potentially productive agricultural and environmentally sensitive land in the Shire by providing housing opportunities within the Hornsby Town Centre;
- Maintaining the commercial core on the eastern side of the Town Centre and providing additional employment opportunities within the West Precinct;
- promoting the redevelopment of undercapitalised sites and revitalising the traditional “Old Town Centre” centre to the West of the Station;
- preserving the commercial character of the heritage conservation area; and
- providing funding through developer contributions towards improvements to the public domain including streetscape works and traffic control measures.

Section B - Relationship to strategic planning framework

4. *Is the planning proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?*

Yes. The *Planning Proposal* is consistent with The State Government’s draft *Metropolitan Strategy for Sydney to 2031*

Hornsby Town Centre is identified in the draft *Metropolitan Strategy* as a Major Centre and the priorities include:

- Enhance as a location for growing retail and office uses for the subregion and a broader catchment extending to the Central Coast;
- Promote residential intensification near the centre;
- Provide for at least 1,000 additional jobs to 2031; and
- Provide for increased housing choice through redevelopment for a variety of new housing types and densities around centres along major transport corridors including strategic bus corridors and the North Shore Line and Northern Line.

The following actions and directions from the *NSS* and the previous *Metropolitan Plan* are also of relevance:

Metropolitan Plan for Sydney

- Provide for increased employment in retail and office uses;
- Provide for residential development within walking catchment of the Centre;
- Investigate opportunities for better pedestrian links between eastern and western sides of the Centre;
- Revitalise the traditional Centre to the west of the station; and
- Investigate development opportunities to the west of the station.

Draft North Subregional Strategy

- Plan for increased housing capacity targets in existing areas; and
- Focus residential development around major centres, town centres, village centres and neighbourhood centres.

5. *Is the planning proposal consistent with the local council’s Community Strategic Plan or other local strategic plan?*

Yes. The *Planning Proposal* is consistent with Council’s *Management Plan 2009/10 – 2011/12*. The *Management Plan* outlines that Council’s Strategic Direction in looking to the future will focus on sustainability, community wellbeing and the provision of

quality infrastructure, services and facilities. The *Plan* identifies that work will continue on strategies to meet State Government dwelling and job targets.

6. *Is the planning proposal consistent with applicable state environmental planning policies?*

Yes. The *Planning Proposal* is consistent with relevant State Environmental Planning Policies (SEPPs) and deemed SEPPs. See Appendix D for details.

7. *Is the planning proposal consistent with applicable Ministerial Directions (s.117 directions)?*

Yes. The *Planning Proposal* is consistent with applicable s117 Ministerial Directions, it being noted that the following Directions are relevant:

- 1.1 - Business and Industrial zones;
- 2.3 - Heritage Conservation;
- 3.1 - Residential zones;
- 3.4 - Integrating Land Use and Transport;
- 4.4 - Planning for Bushfire Protection; and
- 7.1 - Implementation of the Metropolitan Plan for Sydney 2036.

See Appendix E for details.

Section C - Environmental, social and economic impact

8. *Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?*

It is unlikely that critical habitat or threatened species or ecological communities or their habitats will be adversely affected by the proposal. The majority of the Hornsby West Precinct has been developed and existing commercial buildings and car parks cover entire sites.

9. *Are there any other likely environmental effects as a result of the planning proposal and how they are proposed to be managed?*

As discussed above, the Hornsby West Precinct is almost fully developed with commercial buildings. Eight properties in the north western corner of the precinct are identified as bushfire prone land. The bushfire prone land will be addressed in accordance with Local Planning Directions and consultation with the Rural Fire Service. There are a number of heritage items within the precinct and part of the precinct is located within a Heritage Conservation Area. The heritage items and conservation area will be considered and protected where necessary as part of any future development.

10. *How has the planning proposal adequately addressed any social and economic effects?*

Economic effects have been considered in the commercial and retail demand analysis undertaken as part of the Economic Study.

Council received advice from a demographic consultant during the preparation of the *Hornsby Shire Housing Strategy*. The demographic advice identifies that the population of Hornsby Shire is ageing, over 60% of low and moderate income households are in housing stress, and there is demand from young and older age groups for smaller format, higher density dwellings. There is also a need to provide

additional employment opportunities for residents close to home and adjoining a major transport hub.

In December 2012, Council sought feedback from the community about their social and economic needs within the Hornsby West Side and their views about the precinct and how it is patronised. The feedback was gathered through a workshop with property owners and a community survey, the results of which are outlined in the Consultation Report attached as Appendix F.

The survey responses indicate that there is support for redevelopment at 5 to 8 storeys, if it includes more retail shops, improved pedestrian links, open space, landscaping and convenient access to shops. The feedback has been used by the consultants in the preparation of the Structure Plan. To achieve Council's vision of a vibrant mixed use centre with a revitalised main street and high quality public domain, development potential in the centre must be unlocked to deliver the proposed upgrades. Accordingly, heights identified are higher than those indicated by the community. A significant increase in height limits would likely be required to fund necessary improvements to the public domain and to provide a substantial contribution to the achievement of Council's dwelling and employment obligations under the Metropolitan Plan.

The Planning Proposal aims to meet the communities other requirements in relation to improved pedestrian links, open space, landscaping and convenient access to shops. Through the survey the community also identified the heritage characteristics of Hornsby West Side to be one of the key important aspects in their appreciation of the precinct. These included the Odeon Cinema, the village character and atmosphere and the heritage facades within the streetscape. The respondents also identified the current rundown appearance and poor physical condition of the buildings to be the key aspects of the area to be changed. Accordingly, additional controls have been drafted and are proposed to be added to the Heritage Chapter of the draft *Hornsby Development Control Plan*.

Section D - State and Commonwealth interests

11. *Is there adequate public infrastructure for the planning proposal?*

Yes. The precinct is bisected by the Pacific Highway, which has historically been a State Road under the care and control of the Roads and Traffic Authority (RTA). However, in 2005 a modification to the road hierarchy was implemented leading to a swap in the care and control of the Pacific Highway and George Street, Hornsby. The reclassification of George Street as the State Arterial Road through Hornsby presents an opportunity to increase development within the West precinct while also reinforcing the pedestrian network and formalising pedestrian links to connect public spaces and retail/commercial activities.

However, the traffic modelling undertaken for the planning proposal identifies that the arterial route will need upgrading to facilitate growth outside the 2031 planning horizon of the Planning Proposal. Council will be liaising with the RMS to ensure capacity upgrades are planned for George Street.

12. *What are the views of State and Commonwealth public authorities consulted in accordance within this gateway determination?*

Consultation has occurred with the following State public authorities in accordance with the Gateway Determination:

Office of Environment and Heritage

The Office of Environment and Heritage has no comments and no further interest in being involved.

Heritage Branch

The Heritage Branch of the Office of Environment and Heritage raises no objection to the further development of the planning proposal, subject to the general suitability of new development within the conservation area being appropriately considered, with specific planning controls established to ensure appropriate transitions in height and scale, and further consultation.

A report on Heritage Considerations has been prepared by Council and is attached as Appendix G. The preservation of the commercial character of the heritage conservation area has been included as an objective of the Planning Proposal and the proposed amendments to the draft Hornsby Development Control Plan include amendments to the Heritage Chapter. The Heritage Branch was further consulted during the exhibition of the Planning Proposal. No response was received.

NSW Rural Fire Service

Eight properties which form a potential development site in the north western corner of the precinct are mapped as bushfire prone.

The NSW Rural Fire Service (RFS) advises that Development Applications for future development on bushfire prone land will be required to comply with Section 79BA of the Environmental Planning and Assessment Act or Section 100B of the Rural Fires Act depending upon the nature of the proposed development. The RFS also comments that the requirements of Planning for Bushfire Protection should be considered in the planning stages for high density development in relation to the capacity of the road network to support evacuation and availability of water supplies for fire fighting.

Roads and Maritime Services

Council representatives from the Strategic Planning and Traffic Branches, along with the Consultant engaged to prepare the Traffic and Car Parking Study for the project, met with officers from the Roads and Maritime Services. The meeting was held at the RMS Parramatta Office on 13 November 2012 to discuss the Planning Proposal and involve the RMS early in the process.

Council and the consultant confirmed the following to the satisfaction of the RMS

- Base traffic modelling shows the main issues occur at the external approaches to the study area;
- The traffic modelling extends outside the study area to include George Street, Station Street, Bridge Road and the bus/rail interchange;
- Bus routes are incorporated into traffic modelling;
- Pedestrian linkages are incorporated into traffic modelling;
- The 40km treatment of the Pacific Highway that the RMS are working on with Council will be used to model the future road network; and
- The draft Structure Plan and traffic modelling will be provided to the RMS when the Planning Proposal is exhibited.

Council sent referral letters to the RMS and Transport for NSW with full copies of the Planning Proposal and supporting studies. In November 2013, Council representatives met with the RMS to discuss the project. The RMS requested some minor changes to lane lengths and turning lanes and confirmed that it would need to work with Council to look at the regional impacts on the future of the road network around the study area.

Transport for NSW

In March 2014, Council representatives met with Transport for NSW, RMS and RailCorp representatives. The future of the regional network and the location of the Hornsby bus interchange were discussed, along with minor queries relating to the station concourse capacity, bus/taxi shareway and assumptions in the traffic modelling. It was understood that Transport for NSW would prepare combined comments in writing. However, no comments have been forthcoming.

Ku-ring-gai Local Area Command, NSW Police

No response received to date.

NSW Fire and Rescue

No response received to date.

Hornsby Fire Brigade

No response received to date.

PART 4 - MAPS

1. Location Map



LOCATION MAP – HORNSBY WEST PRECINCT

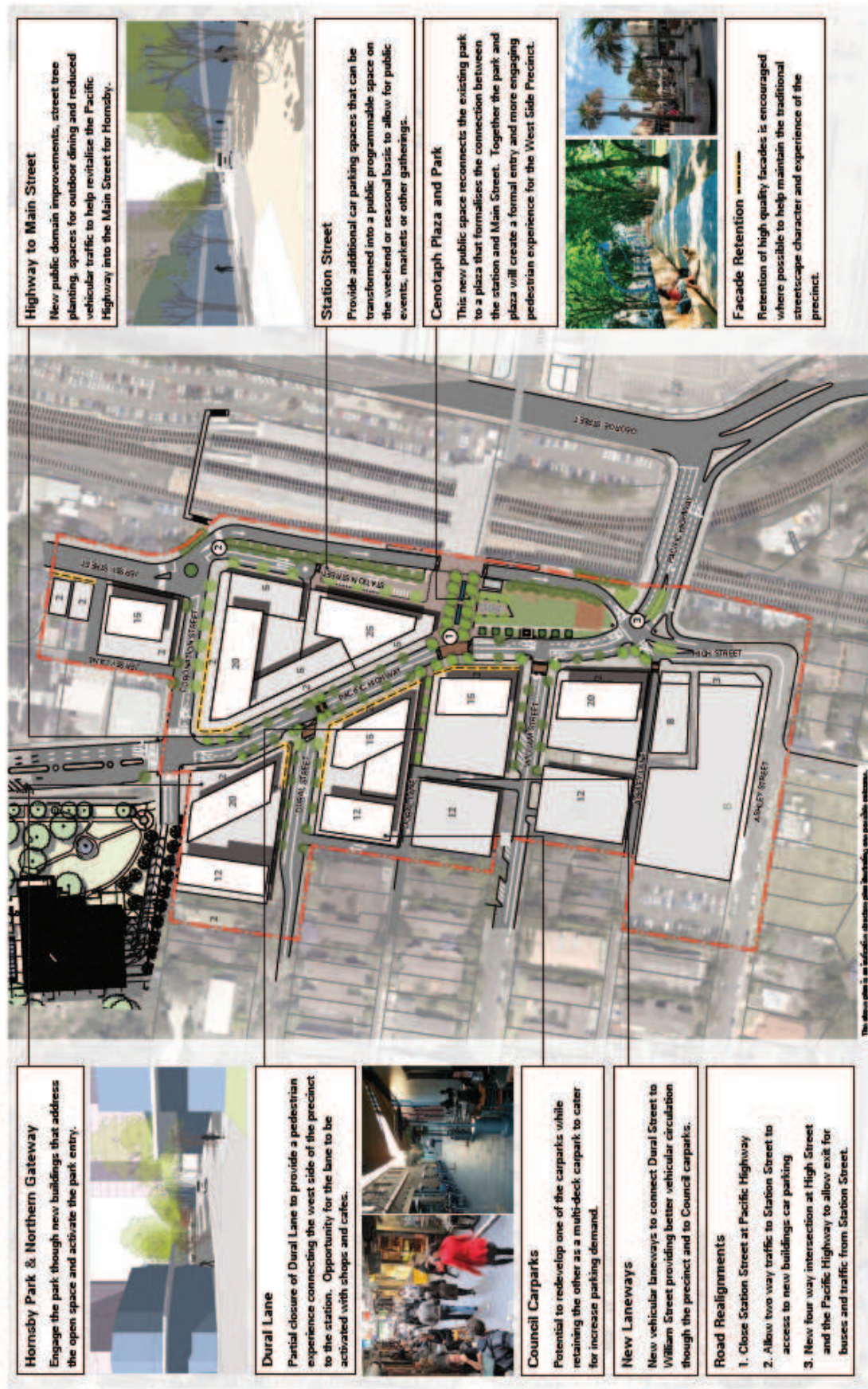
2. Aerial Photo



3. Structure Plan Map

Hornsby West Side Precinct

DRAFT Structure Plan



PART 5 - COMMUNITY CONSULTATION

As discussed above in Part 3B (10), in December 2012 Council undertook consultation with property owners and the community about their needs and uses of the West Side precinct. The report on the consultation is attached as Appendix F.

The Planning Proposal was exhibited from 4 September 2013 to 8 November 2013. To ensure the community was fully informed, Council resolved to undertake a comprehensive consultation strategy over a 2 month period.

A total of 110 submissions were received. Submissions and online survey results indicate that there is support for the renewal and revitalisation of the West Side. However, there are differing opinions concerning the proposed heights of buildings.

Group Manager's Report No. PL41/14 (see Part 5 - 1 below) presents the outcome of the exhibition and associated Development Control Plan amendments. Full details of the consultation strategy and a statistical summary of submissions are outlined in the Report on Submissions 2014 (see Part 5 – 2 below).

1. Group Manager's Report PLN41/14

16 HORNSBY WEST SIDE PLANNING PROPOSAL - AFTER EXHIBITION

EXECUTIVE SUMMARY

- The *Hornsby West Side Planning Proposal* and associated draft DCP amendments were exhibited from 4 September 2013 to 8 November 2013.
- A total of 110 submissions have been received. Approximately 35% of submissions support the *Planning Proposal*, 38% object and 27% give conditional support or partial objection.
- JBA Planning was engaged to review the submissions and concludes that the submissions do not introduce matters requiring amendment of the *Planning Proposal*. However, revised DCP amendments have been drafted in response to submissions and should be re-exhibited.
- Reports should be presented to Council concerning options for ensuring design quality of future high density development and amendment to the *Section 94 Development Contributions Plan 2012 – 2021*.
- It is recommended that Council forward the *Hornsby West Side Planning Proposal* to the Minister for Planning for finalisation and that revised DCP amendments be re-exhibited.

RECOMMENDATION

THAT:

1. Council forward the *Hornsby West Side Planning Proposal* attached to Group Manager's Report No. PL39/14 to the Minister for Planning for finalisation pursuant to Section 59 of the *Environmental Planning and Assessment Act 1979*.
2. Revised Development Control Plan amendments be re-exhibited for a period of 28 days incorporating:
 - 2.1 Sustainability requirements such as car share schemes, green walls and roofs and thermal efficiency;
 - 2.2 A requirement for a wind effects report for buildings over 13 storeys in height;
 - 2.3 Provisions addressing State Environmental Planning Policy 65 Design Quality of Residential Flat Buildings;
 - 2.4 A minimum site frontage of 40m for development over 10 storeys in height;
 - 2.5 An Increase in the podium height for the Odeon Cinema from 2 storeys to 3 storeys; and
 - 2.6 Administrative amendments including labelling Gateway sites, confirming that the western RSL car park in Ashley Street is included in the *Planning Proposal* and updating diagrams to reflect traffic modelling recommendations.
3. A separate report be prepared and presented to Council concerning options for ensuring design quality of future high density development.
4. Submitters be advised of Council's decision.

PURPOSE

The purpose of this report is to present the outcome of the exhibition of the *Hornsby West Side Planning Proposal* and associated Development Control Plan amendments and provide recommendations for the progression of the project.

BACKGROUND

At its meeting on 17 July 2013, Council considered Group Manager's Report No. PL60/13 concerning the *Hornsby West Side Planning Proposal*. Council resolved that:

1. *Council forward the revised Hornsby West Side Precinct Planning Proposal attached to Group Manager's Report No. PL60/13 to the Department of Planning and Infrastructure seeking endorsement for exhibition.*
2. *Should endorsement be received, Council publicly exhibit the Planning Proposal for a period of two months in accordance with the consultation strategy outlined in the Planning Proposal (or as otherwise directed by the Minister).*
3. *The draft Development Control Plan amendments attached to Group Manager's Report No. PL60/13 be exhibited concurrently with the Planning Proposal.*
4. *The General Manager be delegated authority to endorse the exhibition material.*
5. *Advice be provided to Councillors mid-way through the exhibition period to provide an opportunity for an extension of the exhibition period for a further month if required.*
6. *Following the completion of the exhibition period, a report on submissions be presented to Council.*

In accordance with Council's resolution, the *Planning Proposal* was sent to the (then) Department of Planning and Infrastructure (DP&I). In August 2013, the DP&I confirmed that the *Planning Proposal* could be placed on public exhibition. The *Hornsby West Side Planning Proposal* was exhibited for public comment from 4 September 2013 to 8 November 2013.

DISCUSSION

This report presents a summary of the submissions received in response to the exhibition of the *Hornsby West Side Planning Proposal* and associated development control plan amendments.

1. Exhibition

The *Planning Proposal* was exhibited from 4 September 2013 to 8 November 2013 in accordance with Council's adopted consultation strategy which included:

- Letters to affected and adjoining owners;
- Letters to occupants within the precinct;
- Letters to public authorities;
- Letters to community and industry groups;
- Advertisements in the Hornsby Advocate;
- Advertisement on the Council website;
- Online forum – yoursayhornsby.com.au;
- Article in Council's ENewsletter;

- Brochure and Postcard;
- Displays at the Council Administration Centre and libraries; and
- Drop-in Sessions.

A total of 110 formal written submissions were received during the exhibition. Approximately 35% of submissions support the *Planning Proposal*, 38% object and 27% give conditional support or partial objection to the *Proposal*. Most submissions comment generally on the *Proposal* or aspects of it. Some submissions raise objections on behalf of a particular residential property adjoining the precinct, other submissions request additional height or changes to development controls for sites within the precinct.

In addition to formal submissions, 38 people made 164 comments through the online forum and almost 300 people undertook the survey conducted as part of the online forum. On average, 77% of survey participants support the proposed changes to road layout, public domain improvements, and the proposal for residential development above shops and businesses. However, only 39% of survey participants support the increased heights proposed.

Full details of the consultation strategy and a statistical summary of submissions can be found in the *Hornsby West Side Planning Proposal Report on Submissions 2014* attached to this report.

2. Review of Submissions by Consultant

JBA Planning was engaged to review all submissions and provide commentary and/or recommendations to address the major and recurring issues of significance to the community. The consultant team was also requested to conduct a site-specific review of submissions which comment explicitly on particular parcels of land. A summary of submissions and the responses from the consultant's review are outlined below.

2.1 General Issues

The majority of submissions received in objection to the *Planning Proposal* raise issues general to the proposed changes within the West Side precinct. Major issues are discussed below.

Height

A number of submissions raise concerns with the proposed height limits. Submissions state that heights should be lower across the precinct, that 25 storeys is too high, and that preliminary consultation at the beginning of the project indicated the community wanted to see a maximum of 8 storeys within the precinct.

JBA Comment: The proposed heights of buildings have been considered within the context of the hierarchy of centres identified by the Department of Planning and Environment. Hornsby is a Major Centre and the northern gateway to Sydney with excellent transport links. Given this position, it is appropriate that taller buildings be located within Hornsby Town Centre.

The taller buildings are focussed in the centre of the West Side precinct to minimise impacts on nearby existing residential development and concentrate increased densities within the precinct rather than being spread throughout surrounding neighbourhoods. The use of height is also a key place making principle. The *Planning Proposal* seeks to refocus and shift the traditional commercial and cultural heart of Hornsby back to the western side of the station. To achieve this and revitalise the centre, larger buildings that provide a wide range of uses are necessary.

Recommendation: No change to the *Planning Proposal* as a result of submissions objecting to height.

Traffic

A number of submissions raise concerns with traffic impacts, congestion and access for emergency vehicles.

JBA Comment: It is acknowledged that increasing densities will have an effect on the local road network. To determine the extent of this impact, a detailed traffic model was developed to illustrate where the greatest impact will be, which intersections will require upgrades and changes to signalisation. The traffic study considered an area beyond the West Side precinct to better understand the larger traffic implications.

The *Planning Proposal* aims to reinforce the role of the Pacific Highway as a local road to complement the new main street vision. The primary traffic impacts will be to the arterial route of George Street and the Bridge Road intersection. This is due to general background growth outside the Hornsby Town Centre and the prioritisation of George Street as the major road through Hornsby. These impacts will be managed in conjunction with the Roads and Maritime Services (RMS) who is responsible for George Street.

It should be noted that the traffic modelling acknowledges improvements to the road system will be necessary to facilitate the level of development envisaged. These improvements include realigning the bus exit road at the south of the station to form a four way intersection with the Pacific Highway and High Street, extending the left turn lane from William Street, extending the left turn lane on the Pacific Highway at the intersection of George Street and changes to traffic signal coordination. Should Council support the progression of the *Planning Proposal*, an amendment to Council's Section 94 Contributions Plan should be progressed to ensure funding for required works.

Council's traffic management evaluation of the *Planning Proposal* and consultation with the Roads and Maritime Services (see below under 3. Consultation with Authorities) has resulted in the preparation of updates to the draft DCP amendments to reflect the increased length of turning lanes in the Key Principles Diagram and the circulation and access points in the Traffic Access Routes diagram, Circulation Routes diagram and Pedestrian Network Plan.

As part of the exhibition process, Council wrote to the local police and Rural Fire Service. No objections were received. In response to submissions concerning access through the precinct for emergency service vehicles, Council wrote to Hornsby Fire Brigade and Fire and Rescue NSW (Head Office and Sydney North Zone Office). No response was received.

Recommendation: No change to the *Planning Proposal* as a result of submissions concerning traffic. The draft DCP amendments be revised to update diagrams to reflect consistency with traffic modelling and future network requirements.

Heritage

Some submissions raise concerns with how the heritage character of the precinct could be retained with the scale of development proposed. Some submissions comment that intact buildings and not just facades should be retained.

JBA Comment: The *Planning Proposal* seeks to incorporate locally important heritage buildings and high quality facades into any new building to retain a connection to the past. This is a key principle of the Structure Plan. In particular, intact buildings such as the Odeon Cinema should be retained and conserved. However, a balance of historical preservation and an openness to creative adaptive reuse of existing heritage structures is required to avoid sterilising development potential. Where the original fabric and internal elements of heritage items have been altered, it is appropriate that external features and facades be retained where possible to reflect the history of the commercial streetscape.

The public domain improvements that reconnect Cenotaph Park will provide a more dignified setting for the War Memorial and provide a place for people to engage with the history of the Hornsby community.

Recommendation: No change to the *Planning Proposal* as a result of submissions on heritage.

Viability Versus Community Expectations

Some submissions object to the fact that economic feasibility studies were carried out in the preparation of the *Planning Proposal*. Submissions raise concern that developer interests were prioritised in the preparation of the *Proposal*.

JBA Comment: The preparation of an economic feasibility study was required by the Gateway Determination issued by Department of Planning and Environment prior to public exhibition. Development feasibility plays a role in place making and town planning. If planning controls do not promote economically feasible development, the vision embodied in the controls will not be delivered. To achieve Council's vision of a vibrant mixed use centre with a revitalised main street and high quality public domain, development potential in the centre must be unlocked to deliver the proposed upgrades.

Recommendation: No change to the *Planning Proposal* as a result of submissions on viability versus community expectations.

Other Issues

Some submissions suggest that the *Proposal* should include consideration of sustainability and wind effects.

Comment: It is acknowledged that the DCP amendments should be strengthened to have more reference to sustainability practices, innovations and/or concepts for delivering sustainable energy, water and waste services. The vision for the precinct is to deliver and encourage sustainable transport, community interaction, health benefits, affordable and diverse lifestyles and local employment. There is opportunity to deliver infrastructure which is environmentally friendly and viable.

Council's environmental evaluation of the *Planning Proposal* and DCP controls has resulted in the preparation of additional clauses and prescriptive measures for insertion into the DCP amendments to address opportunities for car share schemes, green walls and roofs, thermal efficiency and Water Sensitive Urban Design. The draft DCP amendments for the Epping Urban Activation Precinct (UAP) include a requirement for a wind effects report for buildings higher than 40m (13 storeys). This requirement would be appropriate for the Hornsby West Side precinct and should be included in the DCP amendments to supplement the *Planning Proposal*.

Recommendation: No change to the *Planning Proposal* as a result of submissions on sustainability and wind effects. The draft DCP amendments be revised to include measures to address sustainability and wind effects.

2.2 Site Specific Objections

JBA Planning was requested to review submissions which raise objections specific to residential flat developments which adjoin the precinct to the west. Major issues are discussed below.

Overshadowing

Submissions from residents within a number of existing residential flat developments adjoining the western boundary of the precinct raise concerns about the impacts of overshadowing due to the height of the proposed buildings.

JBA Comment: The Structure Plan depicts a hypothetical built form which has been tested to determine overshadowing impacts to existing properties. The hypothetical built form demonstrates that development can be achieved whilst maintaining appropriate solar access to the existing residential flat development adjoining the western boundary of the precinct. Overshadowing is most affected by building mass (the shape, position and length of buildings) rather than height. Building mass can be adjusted to minimise overshadowing impacts, which would be further assessed at the Development Application stage.

Recommendation: No change to the *Planning Proposal* based on submissions concerning overshadowing.

Privacy

Submissions from residents within a number of existing residential flat developments adjoining the western boundary of the precinct raise concerns about the potential loss of privacy, particularly if the proposed towers overlook bedrooms or the new Aquatic Centre.

JBA Comment: Privacy impacts would be managed through architectural design and would be assessed at the Development Application stage. Design solutions to address privacy issues may include orientation, layout of units, privacy screens, planting and adherence to SEPP 65 design criteria.

Recommendation: No change to the *Planning Proposal* as a result of submissions concerning privacy.

Crime

Some submissions raise concern in relation to safety, graffiti and drug use.

JBA Comment: One of the aims of the *Proposal* is to encourage more vitality and activity within the precinct. Increased activity discourages anti-social behaviour and increases safety. Future developments would be assessed in regards to Crime Prevention Through Environmental Design Principles.

Recommendation: No change to the *Planning Proposal* as a result of submissions concerning crime.

Impacts of New Laneway

Submissions from residents within the existing residential development which adjoins the Dural Street Council car park site (property Nos. 5-9 Dural Street, Hornsby) raise concerns in relation to the proposed new laneway at the rear of the Dural Street car park site. Concerns include risks to safety and increased traffic and noise.

JBA Comment: The proposed new laneway at the rear of the Dural Street car park site and the proposed laneway through the William Street car park are offset from each other. This adds friction and discourages rat running and in addition to the partial closure of Dural Lane would assist with the management traffic volume and speed.

Recommendation: No change to the *Planning Proposal* as a result of submissions concerning the proposed new laneway.

Structural Integrity, Noise and Stormwater Run-off

Submissions from the existing residential development which adjoins the western boundary of the RSL Club car park on Ashley Street (property Nos. 14-18 Ashley Street, Hornsby) raise concerns with the impacts of noise from a late opening entertainment facility, drainage, water runoff and the structural integrity of the existing building should redevelopment of the car park take place.

JBA Comment: Noise impacts from any expansion of the RSL Club would need to be considered at the Development Application stage for any new proposal for the site. Similarly, drainage impacts and stormwater runoff must be considered in the detailed design of any new proposal. The construction of any new building must not structurally impact upon neighbouring properties.

Recommendation: No change to the *Planning Proposal* as a result of the submission on structural integrity, noise and stormwater runoff.

Property Values

Some submissions raise concern that the proposed development will impact negatively on property values for sites surrounding the precinct.

JBA Comment: The *Proposal* provides a framework that is targeted towards renewing interest and feasibility for redevelopment the West Side precinct. Given the economically depressed nature of the precinct, it is envisioned that renewed interest and investment would protect property values in the surrounding area.

Recommendation: No change to the *Planning Proposal* based on submissions concerning property values.

2.3 Site Specific Requests for Increased Heights

JBA Planning was asked to review submissions which requested additional height or changes to development controls for sites within the precinct. The requests are summarised below.

Gateway Site – Bounded by Hornsby Park and Dural Street

The submission raises concern that the requirement for a minimum floor space ratio of 1:1 commercial development will affect feasibility and should be removed. It is also requested that the proposed heights for the precinct of 20 storeys in the eastern portion and 12 storeys in the western portion be increased to 25 and 14 storeys respectively. The submission requests minor amendments to the DCP controls for consistency (labelling of diagrams and language used in heritage controls) and the inclusion of a clause to encourage site amalgamations and ensure adequate separation between sites if developed individually.

JBA Comment: One of the primary objectives of the *Planning Proposal* is to provide jobs and activity within the centre. The vision of the West Side as a safe and vibrant mixed use centre during the day and night cannot be achieved without commercial development. The 20 storey height limit proposed for the eastern portion of the site is consistent with the principles of the Structure Plan and the logic of heights spread across the centre. The 12 storey height limit provides a transition to the adjoining residential area and is considered appropriate. The existing Site Requirement provision in Section 4 Business of the DCP (Clause 4.5.2 (c)) seeks to minimise the isolation of small sites, and the existing Privacy and Security provision (Clause 4.5.7 (d)) addresses minimum separation between buildings. The draft DCP amendments for the Epping Urban Activation Precinct (UAP) introduce a minimum site frontage requirement of 40m. This requirement would be appropriate for the Hornsby West Side precinct to encourage amalgamation and should be included in the DCP amendments.

Recommendation: No change to the *Planning Proposal* as a result of the submission concerning the site bounded by Hornsby Park and Dural Street. The draft DCP amendments be revised to include a

minimum site frontage requirement, and to ensure consistency in diagram labels and the language used in heritage controls.

Gateway Site – Railway Hotel

The submission raises concern that the urban design study and height recommendations were influenced by landowner submissions. It is requested that the proposed height for the precinct of 20 storeys be increased to 25 storeys to match the icon site proposed at the corner of Station Street and Pacific Highway (the 'triangle' site) and encourage a more integrated design solution. The site should be identified as a Gateway site as the corner site terminates a recognised view corridor down Jersey Street and signifies arrival at the centre. It is also requested that podium heights not be restricted to 2 – 5 storeys.

JBA Comment: The urban design study and height recommendations were not influenced by existing landowners. The logic of heights applied across the precinct is deliberate to create focal points in key places.

The 25 storey height limit for the 'triangle' site differs to the sites fronting Coronation Street to support an iconic building at the apex of the triangle with a lower height across the remainder of the block. A height limit of 20 storeys applies to the Railway Hotel site.

The Structure Plan illustrates one possibility for urban form. Other forms may be appropriate provided they contribute to the precinct and meet overall height, setback, separation and design requirements. The podium heights in the DCP are set to deliver a desired street character. Generally, a 2-3 storey street wall/podium height has been applied across the precinct to reduce the overall scale of new buildings to the street. The 5 storey street wall height/podium along Station Street is to create a more urban setting due to the proximity to the station and Cenotaph Park and character of Station Street.

Recommendation: No change to the *Planning Proposal* as a result of the submission concerning the Railway Hotel.

Gateway Site – Bounded by William Street and Ashley Lane

The submission states that to be economically viable, a development of 24-25 storeys is required instead of the proposed 20 storey height limit. The submission states that the height limit should match the height of the icon 'triangle' site due to its Gateway location.

JBA Comment: The Economic Feasibility Study prepared by Hill PDA concludes that 15 storeys would be feasible within the precinct. The purpose of the 25 storey height limit on the 'triangle' site is to create an iconic structure that stands above all other buildings. Its proximity to the station and Cenotaph Park give it locational dominance over other buildings. The 20 storey height limit proposed for the subject site reflects its importance as a gateway site.

Recommendation: No change to the *Planning Proposal* as a result of the submission concerning the site bounded by William Street and Ashley Lane.

Odeon Cinema

The submission requests that the podium height be increased from 2 storeys to 3 storeys to accommodate the existing Cinema. The submission also states that the measurement of height for the Cinema site should start from the podium level above the Cinema, essentially creating an 18-20 storey building rather than a 15 storey building as proposed in the *Planning Proposal*.

JBA Comment: It is acknowledged that the podium height for this site should be increased from 2 to 3 storeys to accommodate the existing cinema. However, building height is measured from the natural

ground level. The 15 storey overall height limit for this site is part of a logic of heights that places the tallest buildings in prominent locations which have been identified as gateway sites and the icon site at the apex of the 'triangle'.

Recommendation: No change to the *Planning Proposal* as a result of the submission concerning the Odeon Cinema. The draft DCP amendments be revised to permit a 3 storey podium to accommodate retention of the existing cinema building.

RSL Club

The submission objects to the 5 – 8 storey height limit and states that heights should be increased similar to heights proposed for other sites which have a residential interface. The submission states that the proposed maximum height of 8 storeys does not meet the minimum threshold outlined in the Economic Feasibility Study prepared by Hill PDA. The submission requests that the proposed overall 8 storey height limit be increased to 15 storeys, the proposed 5 storey height limit along Ashley Street contained within the DCP be increased to 10 storeys and the diagrams in the DCP be updated to correctly reflect that the western car park on Ashley Street is included in the *Planning Proposal*. The RSL has submitted concept plans also seeking an increased height limit of 15 storeys for the car park between William Street and Ashley Lane (currently proposed as a 12 storey height limit) and the inclusion of sites owned by the RSL on the southern side of Ashley Street (property No.s 7 – 9 Ashley Street and 2 – 4 Webb Avenue).

JBA Comment: The submission concerning height and feasibility on the RSL site is reasonable given the location and nature of the site. However, the Urban Design Study and Structure Plan do not envision major redevelopment of the RSL Club in the near term. If in the future the RSL wishes to fully redevelop its site, it would be appropriate to consider the following:

- Whether the minimum floor space ratio control of 1:1 commercial development could be reduced as the site does not form part of the main street or commercial core of the West Side precinct. A strip of retail/commercial development with frontage to High Street may be an acceptable alternative. Should a reduced minimum floor space ratio for commercial development be acceptable, the redevelopment feasibility would be improved and would allow for new residential buildings of a lower scale to appropriately interface with residential development to the west and south; and
- Whether an increase in height from 8 storeys to 12 storeys would be acceptable for the northern portion of the site if the 5 storey edge to Ashley Street is retained.

The additional sites the RSL Club has put forward for inclusion in Ashley Street and Webb Avenue are zoned R3 Medium Density Residential under the HLEP 2013 and are therefore outside the study area. The *Planning Proposal* relates to Business zoned sites within the Hornsby West Side precinct as identified in Council's current planning controls. A revised Gateway Determination would need to be sought from the Department of Planning and Environment if expansion of the precinct study area was to be considered. Subject to a revised Gateway Determination being issued, revised traffic studies, economic studies and urban design analysis would need to be undertaken.

Although some issues raised in the submission from the RSL Club may warrant consideration, no changes to the *Planning Proposal* are recommended. The concept plan from the RSL Club indicates that there are plans for redevelopment of RSL landholdings. However, some landholdings are outside the scope of the current *Planning Proposal*. It would be appropriate to consider the RSL landholdings holistically as a separate site-specific project. Should the RSL Club wish to pursue an amendment to the *Hornsby Local Environmental Plan 2013* for its land holdings, including those outside the West Side precinct boundary, it may wish to lodge a separate planning proposal.

Recommendation: No change to the *Planning Proposal* as a result of the submission concerning the RSL Club. The draft DCP amendments be revised to correctly reflect that the western car park on Ashley Street is included in the *Planning Proposal*.

In summary, issues raised in submissions do not introduce any additional matters that would require amendments to the *Planning Proposal*. However, some submissions raise valid points concerning consistency of language and diagrams in the DCP amendments, and issues which should be managed or expanded such as sustainability and wind effects. Revised draft DCP amendments have been prepared to incorporate the following changes:

- Add sustainability requirements such as car share schemes, green walls and roofs and thermal efficiency;
- Add a provision requiring a wind effects report for buildings over 13 storeys in height;
- Add a provision addressing State Environmental Planning Policy 65 Design Quality of Residential Flat Buildings;
- Increase the podium height for the Odeon Cinema from 2 storeys to 3 storeys to accommodate retention of the existing cinema building.
- Update various elements for consistency with the draft Epping Urban Activation Precinct and the existing *Hornsby Development Control Plan*, including the introduction of a minimum site frontage of 40m for development over 10 storeys in height; and
- Amend diagrams and wording for consistency, including labelling Gateway sites on all diagrams, correctly reflecting that the western RSL car park in Ashley Street is included in the *Planning Proposal* and updating diagrams to reflect traffic modelling and future network requirements.

The revised DCP amendments are available for viewing on Council's website: <http://www.hornsby.nsw.gov.au/council/major-projects/hornsby-west-side> (Trim Reference: D03043914). This report recommends that the revised DCP amendments be re-exhibited.

3. Consultation with Authorities

The following statutory authorities were consulted during the preparation and exhibition of the *Planning Proposal* and review of submissions:

- Roads and Maritime Services (RMS);
- Office of Environment and Heritage;
- NSW Rural Fire Service;
- Transport for NSW;
- Ku-ring-gai Local Area Command, NSW Police;
- NSW Fire and Rescue; and
- Hornsby Fire Brigade.

Responses were received from the NSW Rural Fire Service and the Office of Environment and Heritage. As part of the preparation of the *Planning Proposal*, Council consulted with the RMS and Transport for NSW on numerous occasions. No objections to the *Proposal* were raised.

In November 2012, representatives from Council and the consultant engaged to undertake the Traffic Study for the project met with the RMS for input into traffic modelling. In September 2013, as part of

the exhibition, Council sent referral letters to the RMS and Transport for NSW with full copies of the *Planning Proposal* and supporting studies. In November 2013, Council representatives met with the RMS to discuss the project. The RMS requested some minor changes to lane lengths and turning lanes, and confirmed that it would need to work with Council to look at the regional impacts on the future of the road network around the study area.

In March 2014, Council representatives met with Transport for NSW, RMS and RailCorp representatives. The future of the regional network and the location of the Hornsby bus interchange were discussed, along with minor queries relating to the station concourse capacity, bus/taxi shareway, and assumptions in the traffic modelling. It was understood that Transport for NSW would prepare combined comments in writing. However, no comments have been forthcoming.

The following bus and taxi authorities and companies were consulted during the exhibition of the Planning Proposal:

- Transdev – Shorelink Buses;
- Hillsbus – ComfortDelgro Cabcharge;
- Silver Service;
- Taxis Combined Services;
- NSW Taxi Council;
- State Transit Authority; and
- Premier Cabs.

A submission was received from ComfortDelgro Cabcharge (CDC), operator of Hillsbus and Metrobus M60 suggesting that the bus interchange should be relocated to the eastern side of the railway station and that it would like to work with Council and Transport NSW to consider the appropriate location for the bus interchange. The potential relocation of the bus interchange has been discussed informally over the years with no conclusion forthcoming.

Council wrote to Transport for NSW indicating that representation had been received from CDC indicating it is willing to work with Transport NSW and Council to consider whether the interchange should be relocated to the eastern side of the railway. Specifically, Council's letter queried whether there are any plans for the relocation of the bus interchange at Hornsby to the arterial route of George Street on the eastern side of the railway and whether there is an opportunity to discuss or progress this as part of the *Hornsby West Side Planning Proposal*, scheduled to be finalised by the end of this year. To date, no response has been received.

4. Councillor Updates

In accordance with Council's resolution on 17 July 2013 (see above under Background), advice was provided to Councillors in October 2013 to provide an opportunity for an extension of the exhibition period. A memo was distributed to Councillors providing a summary of submissions received at that date and advising that no extensions of time had been requested from the public. The exhibition period was not extended and submissions closed as scheduled on 8 November 2013.

Two workshops with Councillors were held to provide an overview of submissions received and to discuss the review of submissions undertaken by JBA Planning (19 February 2014 and 7 May 2014 respectively). At the workshops the issue of design quality was raised, in particular how to ensure design excellence in future high density development.

State Environmental Planning Policy (SEPP) 65 – Design Quality of Residential Flat Buildings would apply to future development proposed within the Hornsby West Side precinct. It contains design quality principles which guide good design and assessment of the merit of design solutions. Relevant chapters of the Hornsby DCP include an element highlighting the requirement to comply with SEPP 65. It would be appropriate to include a SEPP 65 Design Quality element in the DCP amendments for Hornsby West Side.

There are a number of other options available to Council to encourage design quality. These include Design Competitions, the establishment of an Independent Hearing and Assessment Panel or SEPP 65 Design Review Panel, referrals to an architectural review panel or the inclusion of a Design Excellence clause in the *Hornsby Local Environmental Plan (HLEP) 2013*. It is recommended that each option be explored and reviewed in terms of advantages and disadvantages, and consideration be given to whether any of these measures should apply not just to the Hornsby West Side precinct but to other major development in the Epping UAP and Housing Strategy precincts. It is recommended that a separate report be presented to Council concerning the options for ensuring design quality for future high density development.

BUDGET

There are no budgetary implications associated with this Report.

STATUTORY CONSIDERATIONS

The *Hornsby West Side Planning Proposal* was exhibited in accordance with the requirements of the Gateway Determination issued by the (then) Department of Planning and Infrastructure in August 2011. The Gateway Determination has since been amended to grant a number of extensions of time for completion and now requires finalisation of the *Hornsby West Side Planning Proposal* by September 2014. It is recommended that the *Hornsby West Side Planning Proposal* attached to this report be forwarded to the Minister for Planning and Environment for finalisation. This would ensure that the *Proposal* is completed within the extended timeframe.

NEXT STEPS

Should Council be of a mind to progress the *Planning Proposal* attached to this report, it would be forwarded to the Minister for Planning for finalisation. Revised DCP amendments have been prepared and, subject to endorsement by Council, would be re-exhibited with a further report on submissions presented to Council prior to adoption. After re-exhibition, the DCP amendments would be updated to reflect the change of name for the Pacific Highway through the West Side to Peats Ferry Road which Council resolved to progress at its meeting in October 2013. Due to lead times for reporting, the DCP amendments do not reflect the name change (which at the time of writing had not occurred). However, it is anticipated that the name change will be gazetted at the end of June 2014 and the DCP would be updated to reflect this prior to adoption.

An amendment to the *Section 94 Development Contributions Plan 2012 – 2021* would be drafted and presented to Council for endorsement for exhibition, to fund the public domain and traffic improvement works associated with the *Planning Proposal*. The Section 94 Plan amendment for Hornsby West Side is listed on the Strategic Planning Programme and is scheduled to commence in July 2014.

A Public Domain Plan should be prepared to guide the design of streets and public spaces within the West Side precinct. It would be appropriate that developers deliver landscape works around and adjacent to development sites. To achieve a unified and high quality public domain a Public Domain Plan would be required to outline the materials, finishes, furniture, lighting and planting that should be used.

A Public Domain Plan for Hornsby West Side is not included in the current Strategic Planning Programme and there is no funding allocated to such a project. The State Government has provided grant money under the Precinct Support Scheme for the preparation of a Public Domain Plan for Epping UAP. Once completed, this document could be replicated and updated to suit the requirements of the Hornsby West Side public domain upgrade. Funding would be required to be allocated in a future budget for the preparation of such a document.

CONCLUSION

The *Hornsby West Side Planning Proposal*, supporting studies and associated DCP amendments were exhibited from 4 September 2013 to 8 November 2013. A total of 110 submissions were received. Issues raised in submissions do not introduce any additional matters that would require amendments to the *Planning Proposal*. However, some submissions raise valid points concerning sustainability, wind effects, consistency of language and accuracy of diagrams. These concerns have been addressed through revised DCP amendments which are available for viewing on Council's website: <http://www.hornsby.nsw.gov.au/council/major-projects/hornsby-west-side> (Trim Reference: D03043914).

It is recommended that the *Hornsby West Side Planning Proposal* attached to this report be forwarded to the Minister for finalisation, that the revised DCP amendments be re-exhibited for public comment and that an amendment to the *Section 94 Development Contributions Plan 2012 – 2021* be drafted and presented to Council for endorsement for exhibition. It is also recommended that a separate report be prepared and presented to Council concerning options for encouraging design quality.

RESPONSIBLE OFFICER

The officer responsible for the preparation of this Report is the Manager, Strategic Planning – Fletcher Rayner - who can be contacted on 9847 6744.

FLETCHER RAYNER
Manager - Strategic Planning
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Attachments:

1. Hornsby West Side Planning Proposal - May 2014
2. Hornsby West Side Planning Proposal Report on Submissions 2014

File Reference: F2011/00441-02
Document Number: D03044074

2. Report on Submissions 2014



Hornsby West Side Planning Proposal

Report on Submissions 2014



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1. Executive Summary

The Hornsby West Side Planning Proposal was exhibited from 4 September 2013 to 8 November 2013 in accordance with a "gateway determination" issued by the (then) Department of Planning and Infrastructure, now the Department of Planning and Environment (DP&E). The Gateway determination required to Proposal be exhibited for a minimum of 28 days in accordance with the *Environmental Planning and Assessment Act 1979*.

To ensure the community was fully informed, Council resolved to undertake a comprehensive consultation strategy, over a 2 month period. The consultation has exceeded the statutory requirements of the gateway determination and included various methods of communication as outlined in this report.

During the 9 week exhibition period a total of 110 submissions were received. Submissions and online survey results indicate that there is support for the renewal and revitalisation of the West Side. However, there are differing opinions concerning the proposed heights of buildings.

2. Purpose

The purpose of this report is to provide a summary of submissions received during the exhibition of the Hornsby West Side Planning Proposal to assist Council in making a decision concerning the progression of the Proposal.

All submissions were considered as part of the analysis. However, this report does not attempt to capture all of the information put forward in the submissions. The report focuses on providing a statistical summary of submissions, along with a snapshot of the key issues raised.

This report should be read in conjunction with Group Manager's Report PL39/14 which was considered by Council on 11 June 2014.

3. Consultation Strategy

The consultation strategy endorsed by Council for the exhibition of the Hornsby West Side Planning Proposal exceeded the statutory requirements set out by the DP&E and included various methods of communication as outlined below.

Public Authorities

Notification letters and a copy of the Planning Proposal were sent to the following public authorities:

- Office of Environment and Heritage;
- NSW Rural Fire Service;
- Roads and Maritime Services;
- Transport for NSW;
- Ku-ring-gai Local Area Command, NSW Police;
- NSW Fire and Rescue; and
- Hornsby Fire Brigade.

The following bus and taxi authorities and companies operating from the Hornsby Interchange were also consulted:

- Transdev - Shorelink Buses;
- Hillsbus - ComfortDelgro Cabcharge;
- Silver Service;
- Taxis Combined Services;
- NSW Taxi Council;
- State Transit Authority; and
- Premier Cabs.

Advertisement in local newspaper

An advertisement was placed in the Hornsby Advocate identifying the purpose of the Planning Proposal and where the Planning Proposal could be viewed.

The advertisement appeared on two occasions, 5 and 19 September 2013.

Advertisement on Council website

The Planning Proposal was exhibited on the Council website (hornsby.nsw.gov.au/onexhibition).

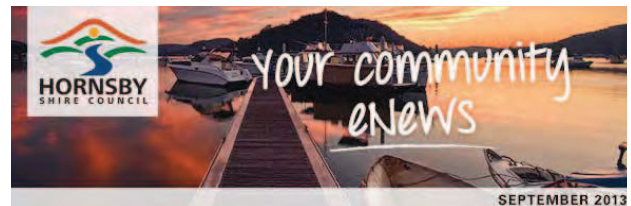
Online forum

As part of the exhibition of the Hornsby West Side Planning Proposal, a consultation space was set up at Your Say Hornsby (<http://yoursayhornsby.com.au>). Your

Say Hornsby is an internet based discussion forum which allows the community to engage in discussion and debate in a convenient, independently moderated space.

Article in Council's Enewsletter

An article was included in Council's monthly Enewsletter.



Bushland Festival 15 September

Come along to the biggest festival in the Shire, [the Bushland Festival](#). Entry is free, car parking is \$5 donation to the SES. There is also a free shuttle bus from Hornsby and Pennant Hills Railway Station running throughout the day. Sunday 15 September, Fagan Park Galston, 10am – 4pm.



West Side Planning Proposal

There are many dreams for the heart of Hornsby, [now is the chance to share yours](#). Council wants to transform the run down appearance and "old town centre" feel of the West Side into the "Heart of Hornsby", a desirable place to live, work and visit.



School Holiday events online

[Check out Council's new school holiday web page](#). Lots of activities offered by different teams across Council from creating flowers, discovering the bush through to stories and making your own dragster.



AFL Family Fun day for

Figure 1 – September 2013 Enews

Brochure and postcard

Information was summarised in a brochure and postcard, providing an overview of the proposal and links to Council's website, the independent online forum and details of drop-in sessions. The brochure and postcard area attached in Appendix A.

Letters to affected and adjoining property owners

A letter was sent to affected and adjoining property owners and occupiers within the precinct advising of the exhibition of the Proposal and inviting submissions.

Letters to community and industry groups

A letter was sent to the following community and industry groups advising of the exhibition of the Proposal and inviting submissions:

- Hornsby Shire Historical Society
- Hornsby Business Alliance
- Housing Industry Association
- Royal Australian Institute of Architects
- Urban Development Institute of Australia
- Real Estate Institute of Australia

Displays

The Planning Proposal was displayed at the Council Administration Centre and all Council libraries.



Photo 1 – Display at Council Administration Centre

Referrals to other Divisions/Branches

A copy of the Planning Proposal was forwarded to relevant Divisions/Branches of Council for comment.

Drop-in sessions at No. 5 Coronation Street, Hornsby

To maximise community access to exhibition material by allowing it to be viewed over a number of hours, community drop-in sessions were held. Six sessions were held at No.5 Coronation Street, Hornsby. Daytime and evening drop-in sessions were held (see table below). At the drop-in sessions, information was

displayed and Council officers were available to answer questions concerning the Proposal. This form of consultation was utilised to provide opportunity for people to raise issues of individual interest rather than attending a structured presentation.

Date	Session Times
19 September 2013	11am - 1pm and 6pm - 8pm
20 September 2013	1pm - 3pm
17 October 2013	11am - 1pm and 6pm - 8pm
18 October 2013	1pm - 3pm

Table 1 – Drop-In session times

4. Overall Summary of Submissions

A total of 110 submissions were received during the 9 week exhibition period.

Approximately 35% of submissions support the Planning Proposal, 38% object and 27% give conditional support or partial objection to the Proposal. Most submissions comment generally on the Proposal or aspects of it. Some submissions raised objections on behalf of a particular residential property adjoining the precinct, other submissions requested additional height or changes to development controls for sites within the precinct.

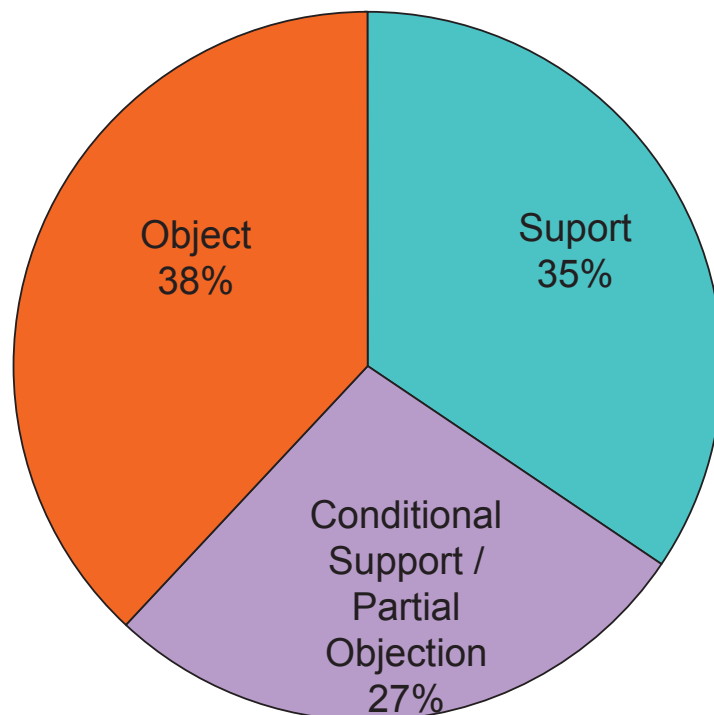


Figure 2 – Overall views represented

Of the 38% of submissions which object to the Proposal, the following key issues were raised.

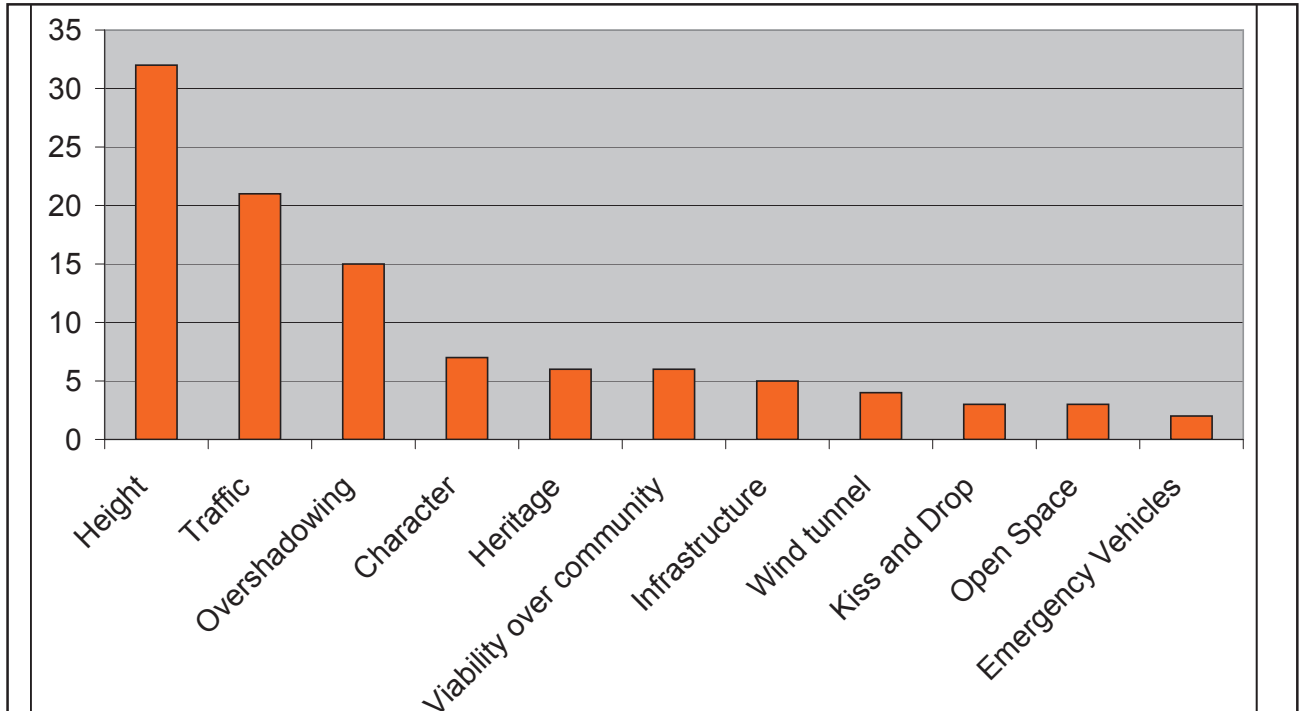


Figure 3 – Reasons for objection

Of the 35% which support the Proposal, the graph below expands on whether any additional suggestions or amendments are raised.

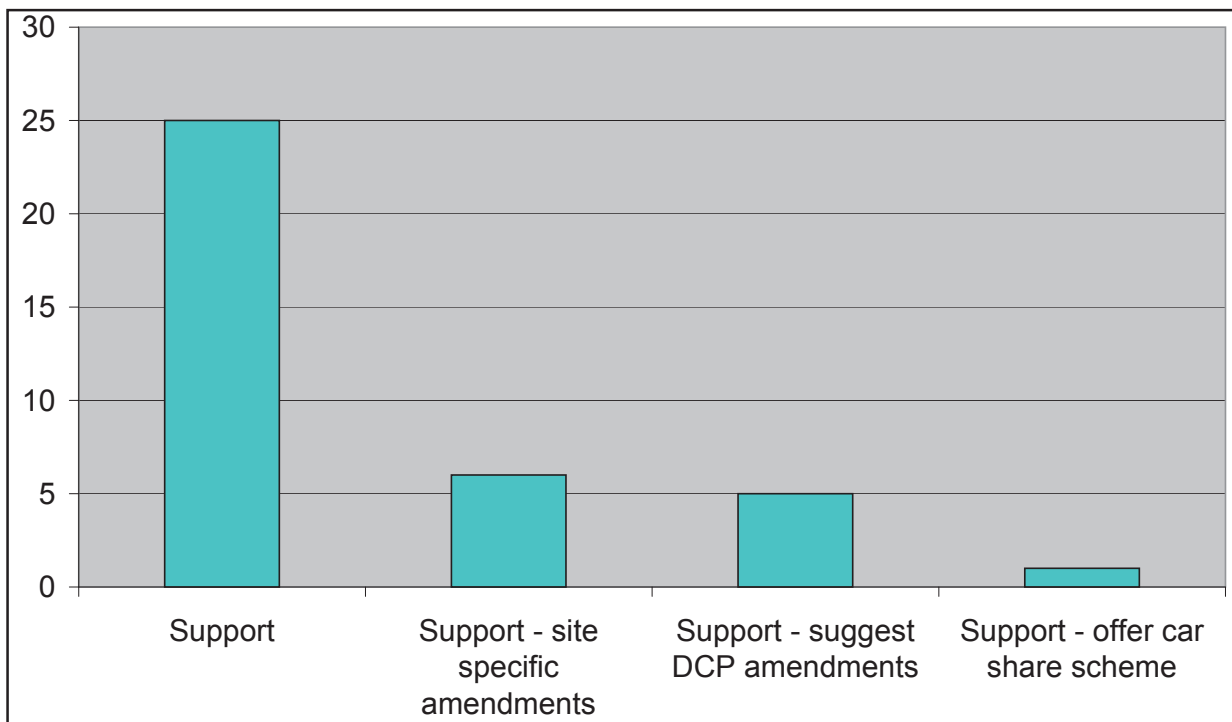


Figure 4 – Reasons for support

Of the 28% which give conditional support or partial objection to the Proposal, the areas of concern are outlined in the graph below.

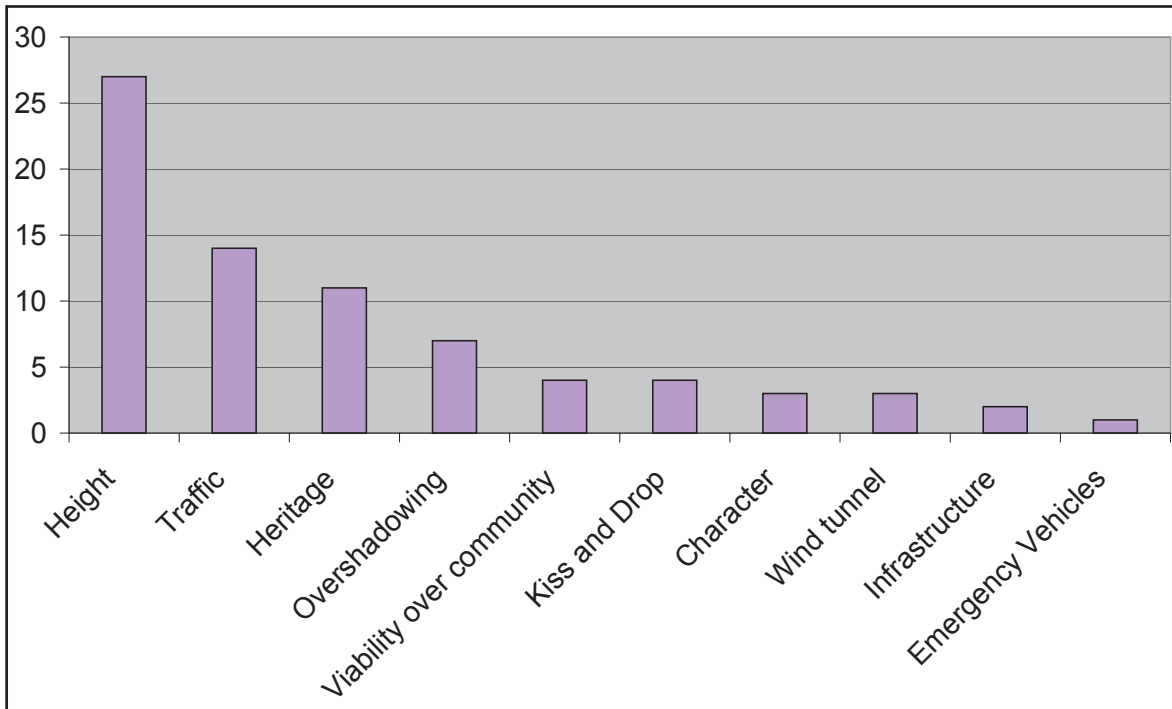


Figure 5 – Reasons for conditional support

The word cloud below identifies the common themes or words from all 110 submissions. Font sizes reflect the frequency of words used in submissions (ie. the more times a word is mentioned, the larger the font size) .

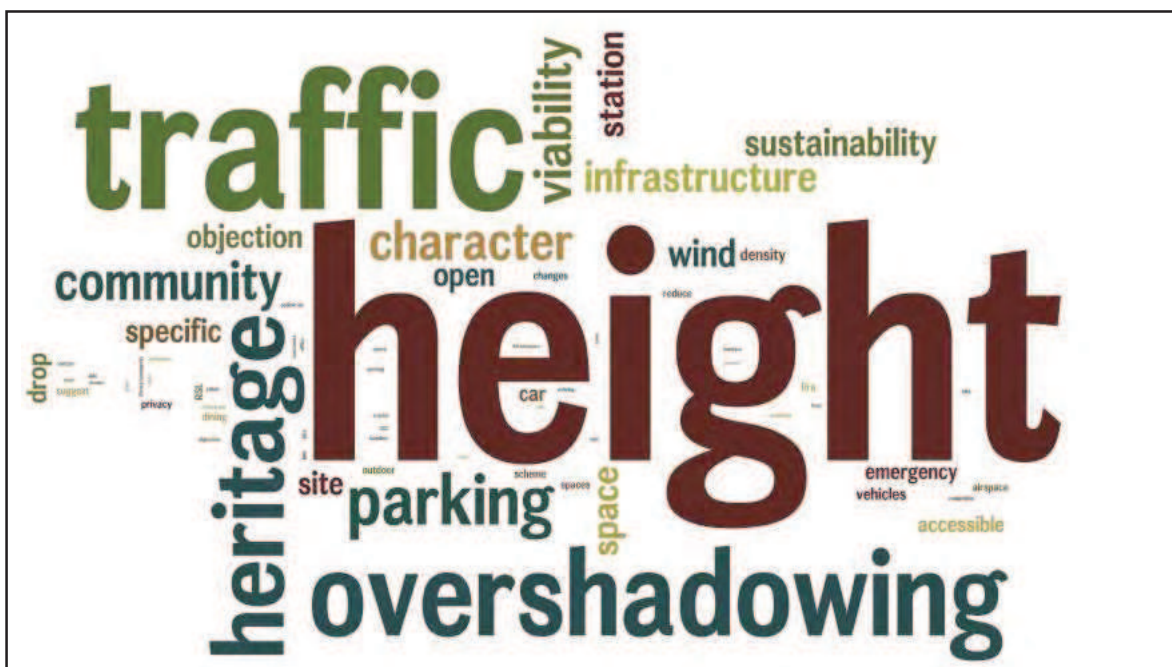


Figure 6– Word Cloud based on submissions

5. Online Forum

Over 790 people visited and viewed over 4700 pages concerning the Hornsby West Side Proposal. Approximately 38 people left 160 comments which are available for viewing at <http://yoursayhornsby.com.au/westside>. Comments were logged on the site in the form of information and discussion threads, rather than formal submissions. The table below outlines usage statistics for the online forum.

Activity Overview	
Number of unique visitors	794
Number of visits	1573
Number of page views	4746
Number of registered visitors	58
Number of visitors leaving comments	38
Number of comments	164

Table 2 – Online forum usage statistics

The online forum went live on 4 September 2013, the first day of the exhibition period. Advertising associated with the Hornsby West Side exhibition included the online forum web address. The graph below shows visits by date. Activity on the site peaked in the first and last week of the exhibition period.

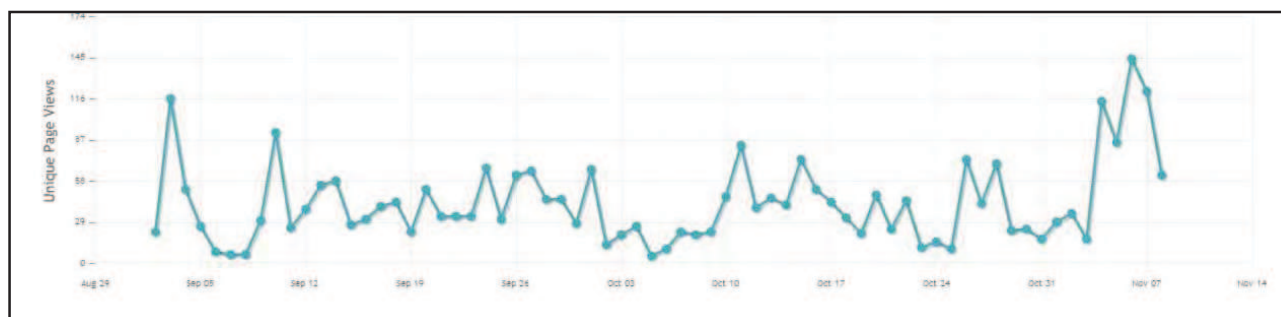


Figure 7 – Visits by date

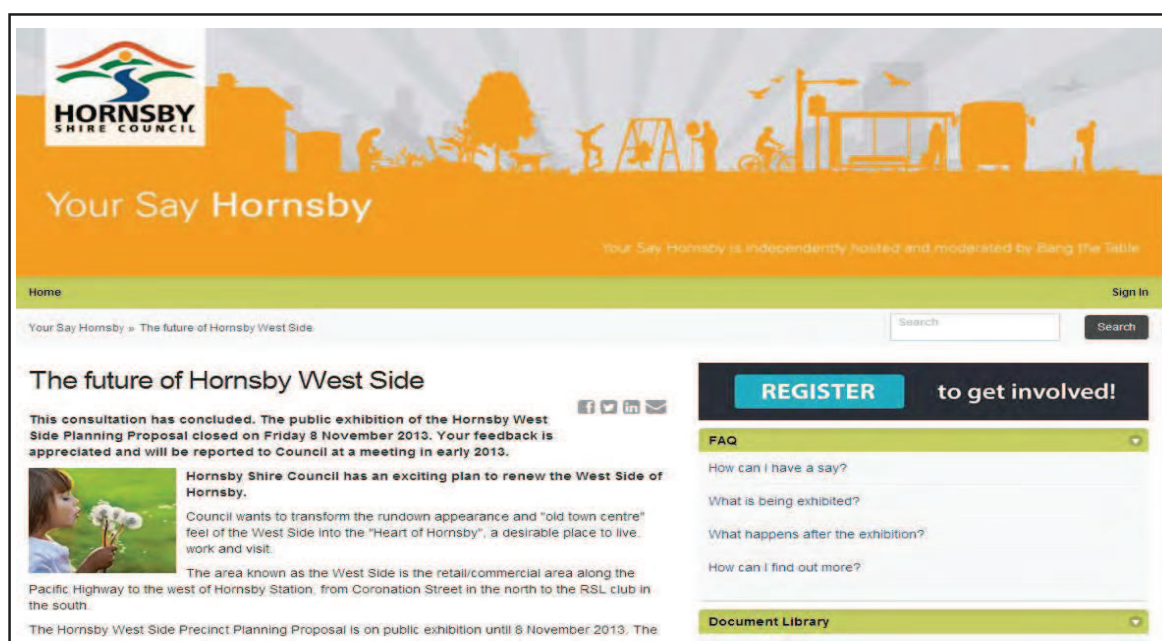
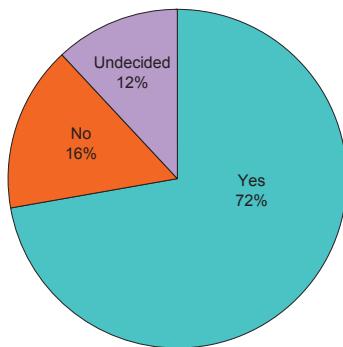


Figure 8 – Your Say Hornsby West Side Webpage

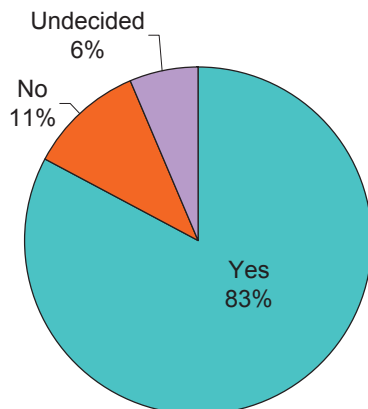
A survey was placed on the online forum as another method of collecting feedback on the Hornsby West Side Planning Proposal.

The survey asked respondents whether they supported various aspects of the Proposal. A total of 292 survey responses were received during the survey period. The survey questions and responses are displayed below.

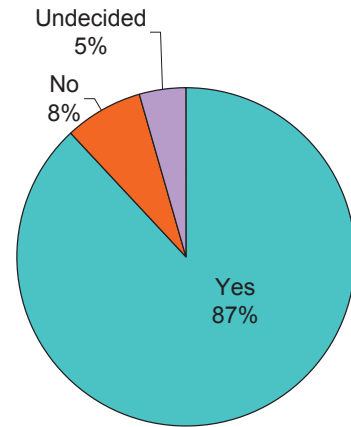
- Question 1 - Do you support the proposal that Station Street be closed at the Pacific Highway to allow an extension of the War Memorial Park and a pedestrian plaza?



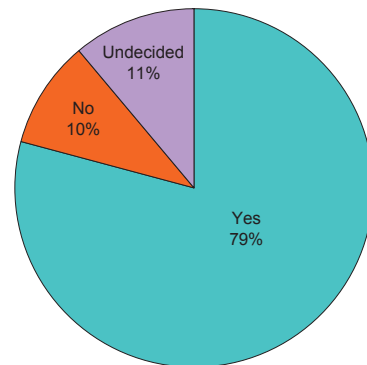
- Question 2 - Do you support the proposal to retain high quality facades of buildings to help maintain the traditional character and heritage of the area?



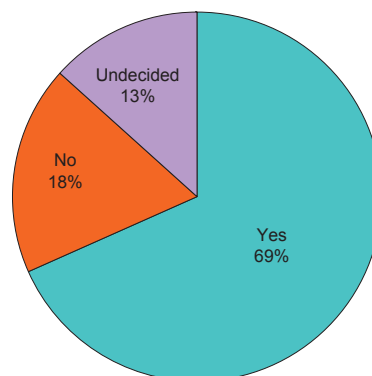
- Question 3 - Do you support the proposal to provide new spaces for outdoor dining?



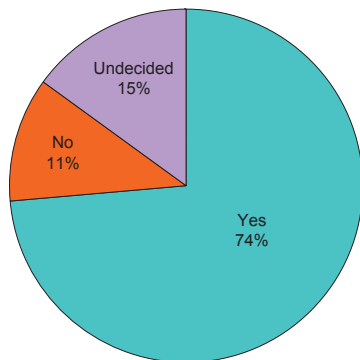
- Question 4 - Do you support the proposal for a potential market space in Station Street?



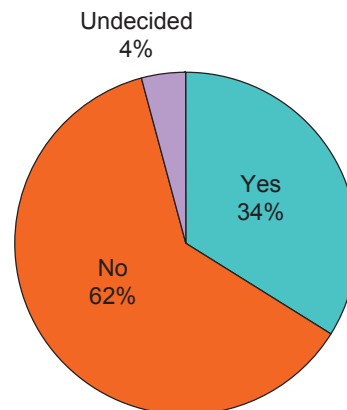
- Question 5 - Do you support the proposal to partially close Dural Lane to provide a pedestrian mall to access the Council car park?



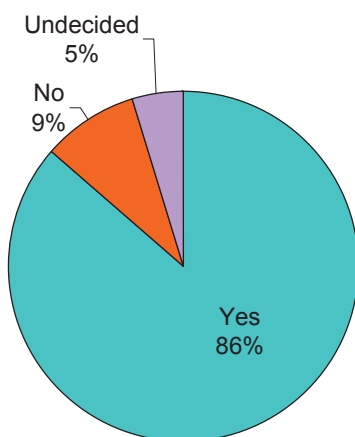
- Question 6 - Do you support the new four way intersection at High Street and the Pacific Highway to allow exit for buses and traffic from Station Street?



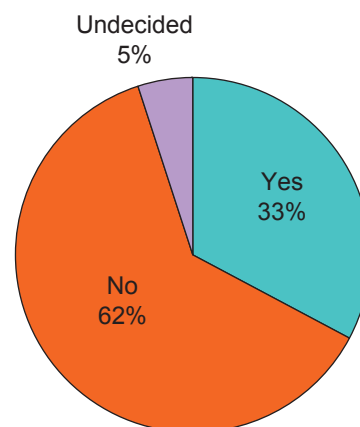
- Question 9 - Do you support the proposal to have heights of 15 and 20 storeys along the Pacific Highway?



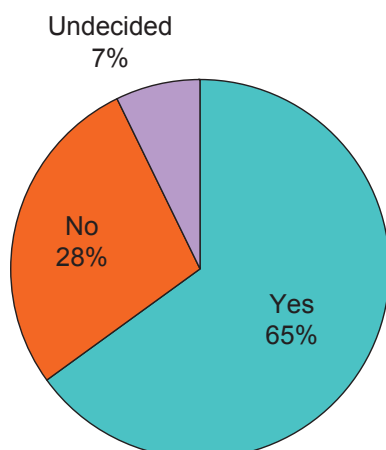
- Question 7 - Do you support the proposal to encourage redevelopment with shops and business on the ground floor and first floor of new developments?



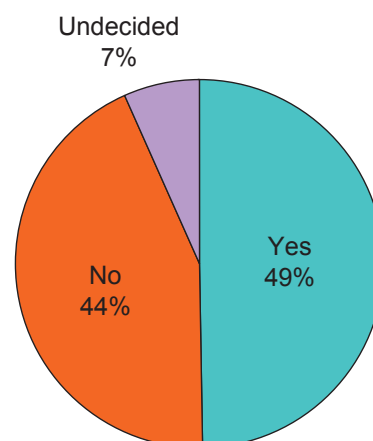
- Question 10 - Do you support the proposal to have one iconic site in the centre of the precinct which is permitted to be up to 25 storeys in height?



- Question 8 - Do you support the proposal to encourage residential development above the shops?



- Question 11 - Do you support the proposal to have heights stepping down to 8 and 12 storeys where sites adjoin existing residential areas?



6. Drop-In Sessions

Close to 90 people attended the six drop-in sessions. The information at each session was displayed as a series of posters.

Copies of the Planning Proposal including Feasibility Assessments, Traffic and Parking Study, Urban Design Analysis Report, Gateway Determination and draft Development Control Plan amendments were available for viewing. Brochures which covered the main features of the Structure Plan including indicative heights and public domain and traffic improvements were made available.

Opportunity was provided to submit comments on the Proposal. Written comments on the Proposal submitted at the sessions have been registered as submissions and included in the summary of submissions.

A questionnaire was distributed to attendees to seek feedback about the effectiveness of the sessions. The table below shows the attendance, response rate, and answers to whether the session adequately addressed the issue(s) under discussion (Issue Coverage) and whether there was adequate opportunity to ask questions (Opportunity for Involvement).

Attendance	Response Rate	Issue Coverage	Opportunity for Involvement
88	24 (27%)	83%	96%

Table 3 – Feedback results



Photo 3 – Drop In Session

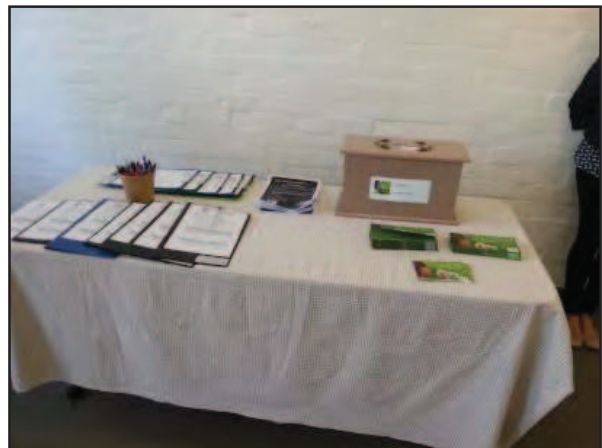


Photo 4 – Drop In Session



Photo 2 – Drop In Session



Photo 5 – Drop In Session



Photo 6 – Drop In Session



Photo 8 – Drop In Session



Photo 7 – Drop In Session



Photo 9 – Drop In Session

Appendix A - Brochure and Postcard

NOW IS THE CHANCE TO SHARE YOURS

Council wants to transform the run down appearance and “old town centre” feel of the west side into the “Heart of Hornsby”, a desirable place to live, work and visit.

WHERE CAN I FIND OUT MORE?

View more information on Council's website hornsby.nsw.gov.au/onexhibition, at Council's libraries, or at the Administration Centre, 296 Pacific Highway, Hornsby during business hours.

Come to a drop in session at Number 5 Coronation Street, Hornsby on:

- ✎ Thursday 19 September between 11am-1pm or 6pm-8pm
- ✎ Friday 20 September between 1pm-3pm
- ✎ Thursday 17 October between 11am-1pm or 6pm-8pm
- ✎ Friday 18 October between 1pm-3pm

Or join the conversation at www.yoursayhornsby.com.au/westside.

WHAT IS BEING EXHIBITED?

- ✎ Planning Proposal – identifying proposed heights, new street layout, pedestrian plaza and new pedestrian crossing
- ✎ Supporting studies – including urban design, traffic and economic analysis
- ✎ Development control plan amendments – providing guidance for individual developments about future character, setbacks, scale, open space, vehicle access and parking, public domain, traffic management, design detail and heritage

HOW CAN I HAVE A SAY?

Email submissions to hsc@hornsby.nsw.gov.au

Post submissions to PO Box 37, Hornsby NSW 1630

By Friday 8 November 2013. Use the reference “Hornsby West Side” in your submission.

THERE ARE MANY DREAMS FOR THE HEART OF HORNSBY

HORNSBY WEST SIDE PRECINCT PLANNING PROPOSAL



Hornsby Park and Northern Gateway
Engage the park though new buildings that address the open space and activate the park entry.



Dural Lane
Partial closure of Dural Lane to provide a pedestrian experience connecting the west side of the precinct to the station. Opportunity for the lane to be activated with shops and cafés.



Council carparks
Potential to redevelop one of the carparks while retaining the other as a multi-deck carpark to cater for increased parking demand.

New laneways
New vehicular laneways to connect Dural Street to William Street providing better vehicular circulation through the precinct and to Council carparks.

Legend

- Indicates the maximum number of storeys for residential towers.
- Indicates the maximum number of storeys for commercial buildings.

The plan to the right is an indicative structure plan illustrating one possible outcome.



Highway to Main Street

New public domain improvements, street tree planting, spaces for outdoor dining and reduced vehicular traffic to help revitalise the Pacific Highway into the Main Street for Hornsby.



Station Street

Provide additional car parking spaces that can be transformed into a public space on the weekend or seasonal basis to allow for public events, markets or other gatherings.

Cenotaph Plaza and Park

This new public space reconnects the existing park to a plaza that formalises the connection between the station and Main Street. Together the park and plaza will create a formal entry and more engaging pedestrian experience for the West Side Precinct.

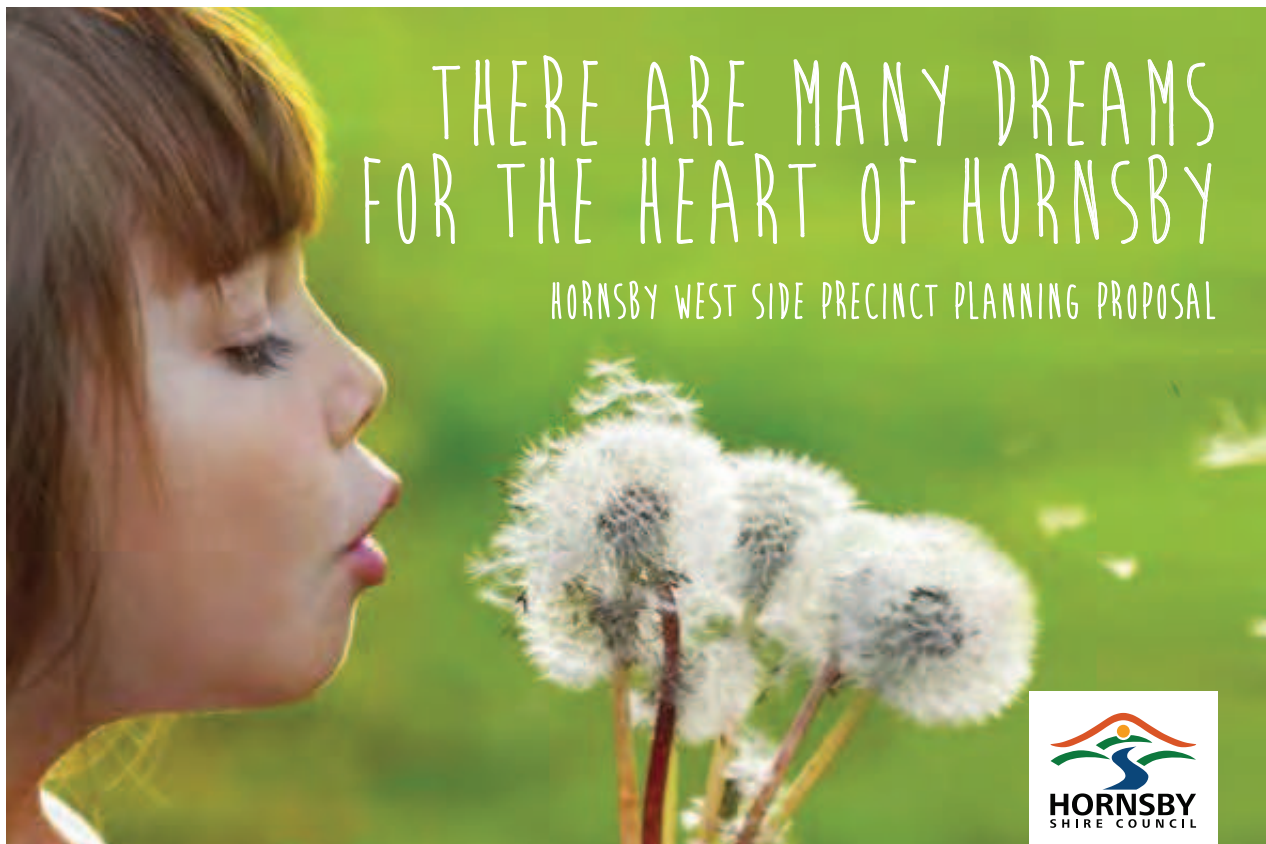


Façade Retention

Retention of high quality façades is encouraged where possible to help maintain the traditional streetscape character and experience of the precinct.

Road realignments

- ① Close Station Street at Pacific Highway
- ② Allow two way traffic to Station Street to access to new building car parking
- ③ New four way intersection at High Street and the Pacific Highway to allow exit for buses and traffic from Station Street.



Postcard - Page 1 - front

NOW IS THE CHANCE TO SHARE YOURS

View the draft plans for the Hornsby West Side Precinct Planning Proposal on Council's website hornsby.nsw.gov.au/onexhibition, at Council's libraries, or at the Administration Centre, 296 Pacific Highway, Hornsby during business hours.

Come to a drop in session at Number 5 Coronation Street, Hornsby on:

- Thursday 19 September between 11am-1pm or 6pm-8pm
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- Thursday 17 October between 11am-1pm or 6pm-8pm
- Friday 18 October between 1pm-3pm

Or join the conversation at www.yoursayhornsby.com.au/westside.

Submissions close Friday 8 November 2013.

Postcard - Page 2 - back



PROPOSED TIMELINE

Weeks after endorsement from DP&I for exhibition	Item
0	Endorsement of form and content of revised Planning Proposal
3	Exhibition Start
11	Exhibition end
15	Consideration of submissions
19	Report to Council on submissions
20	Request draft instrument be prepared

OR

19	Report to Council on submissions
22	Re-exhibition with changes after submissions
26	Consideration of submissions
30	Report to Council on submissions
31	Request draft instrument be prepared

APPENDICES

Appendix A - Economic Study

Appendix B - Urban Design Study

Appendix C - Traffic Study

Appendix D - Heritage Considerations Report

Appendix E - State Environmental Planning Policy Checklist

Appendix F - Local Direction Checklist

Appendix G - Consultation Report