

PLANNING PROPOSAL

HORNSBY WEST SIDE PRECINCT



Revised
June 2013

CONTENTS

BACKGROUND

PART 1 - OBJECTIVES OR INTENDED OUTCOMES

PART 2 - EXPLANATION OF THE PROVISIONS

PART 3 - JUSTIFICATION

Section A - Need for the planning proposal

Section B - Relationship to strategic planning framework

Section C - Environmental, social and economic impact

Section D - State and Commonwealth interests

PART 4 – MAPS

Map 1 - Location Map

Map 2 - Aerial Photo

Map 3 - Structure Plan Poster

PART 5 - COMMUNITY CONSULTATION

PROPOSED TIMELINE

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

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 have now been completed and form the basis of this revised Planning Proposal.

PART 1 - OBJECTIVES OR INTENDED OUTCOMES

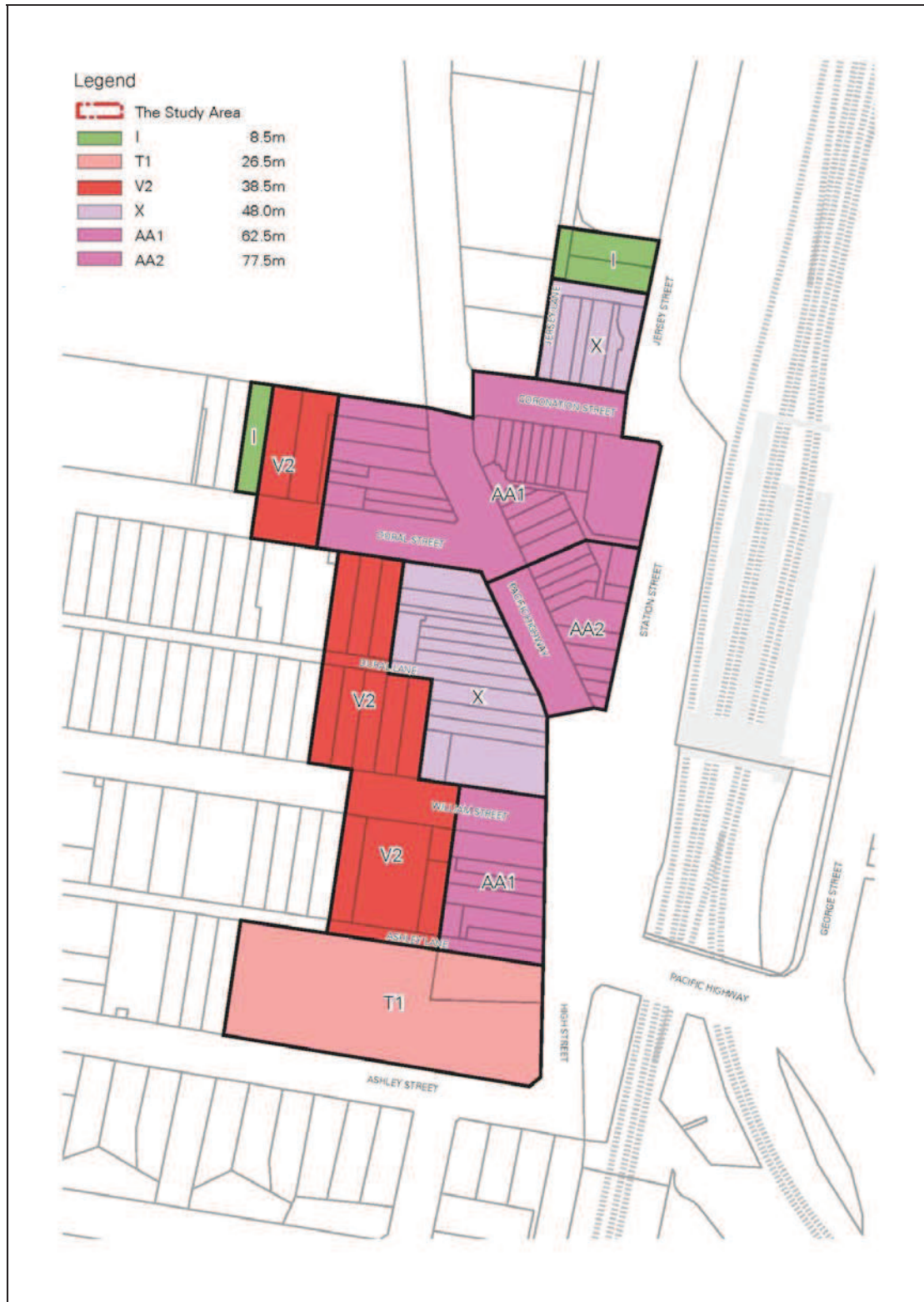
The objectives or intended outcomes of the Planning Proposal are as follows:

- 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* 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” 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. Heights identified are higher than those indicated by the community. However, the heights proposed are required to ensure the economic feasibility of the precinct. A significant increase in height limits would also 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 will be further consulted during the exhibition of the Planning Proposal.

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.

PART 4 - MAPS

1. Location Map



LOCATION MAP – HORNSBY WEST PRECINCT

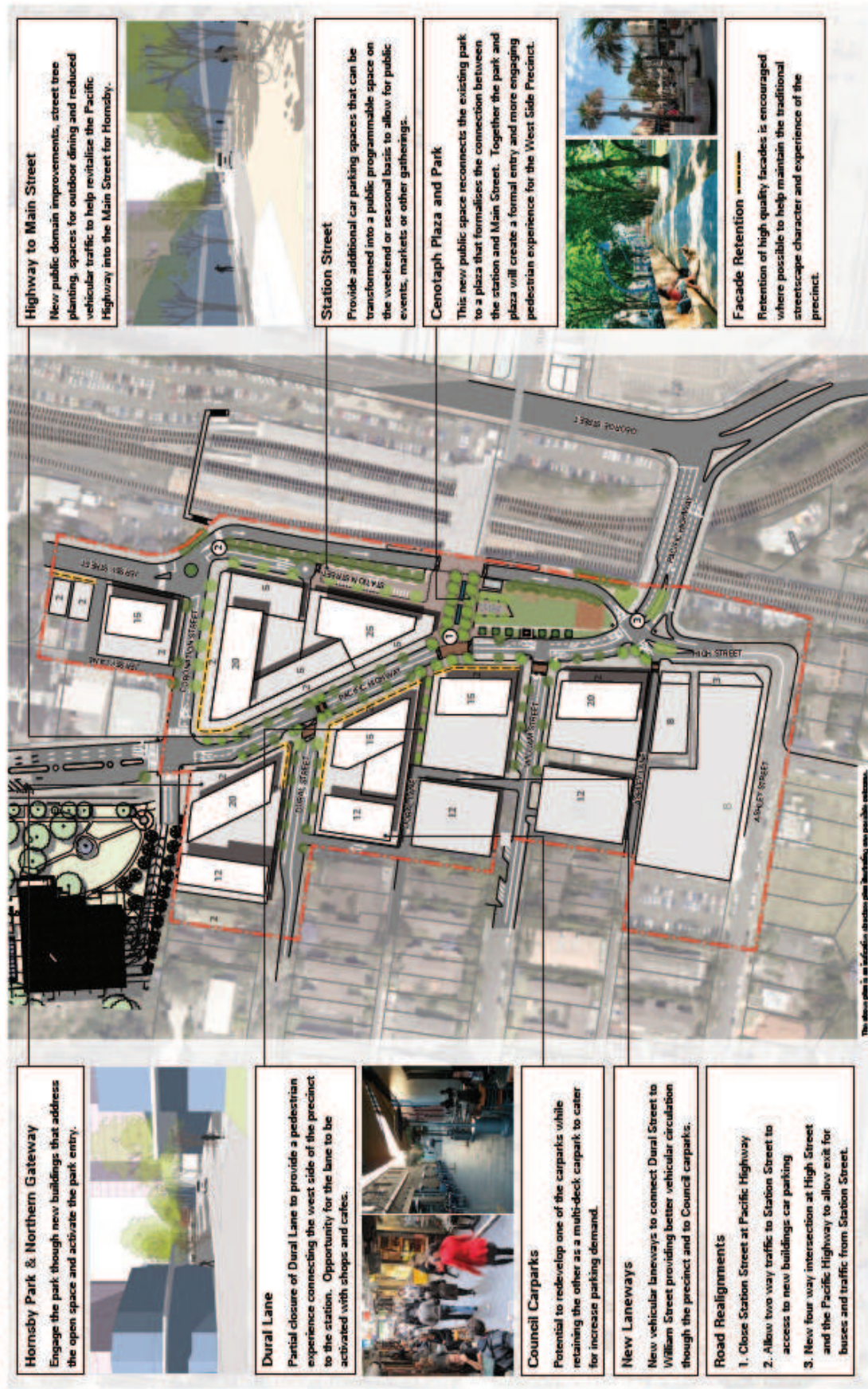
2. Aerial Photo



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.

Council is committed to undertaking comprehensive community consultation as part of the progression of the Planning Proposal. The Planning Proposal will be placed on public exhibition for a period of 2 months. At a minimum, consultation on the Planning Proposal will include:

Public Authorities

Notification letters and a copy of the Planning Proposal will be sent to relevant public authorities including the Office of Environment and Heritage, the Rural Fire Service, the Roads and Maritime Services, and the bus and taxi companies operating from the Hornsby Transport Interchange.

Advertisement in local newspapers

An advertisement will be placed in local newspapers identifying the purpose of the Planning Proposal and where the Planning Proposal can be viewed.

Advertisement on the Council website

The Planning Proposal will be exhibited on the Council website (www.hornsby.nsw.gov.au/onexhibition) under On Exhibition – Town Planning. Council's libraries have access to the website.

Article in Council's ENewsletter

An article will be included in Council's monthly Enewsletter.

Brochure and/or postcard

Information will be summarised in a brochure and/or postcard, providing an overview of the proposal and links to Council's website, the online survey and the independent Bang the Table forum.

Letters to affected and adjoining property owners

A letter will be sent to affected and adjoining property owners advising of the exhibition of the Proposal and inviting submissions.

Letters to community and industry groups

A letter will be 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 at the Council Administration Building and local libraries

The Planning Proposal will be displayed at the Council Administration Centre, 296 Pacific Highway, Hornsby and the following libraries:

Hornsby Library
Berowra Library
Galston Library
Pennant Hills Library
Epping Library

Referrals to other Divisions/Branches

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

Review of Consultation Strategy

Where submissions warrant, the consultation strategy may be reviewed to extend the exhibition period and/or the methods of consultation. This may occur where a submission provides reasonable justification for a request for an extension to the exhibition period or where Council is of the opinion an amendment to the consultation strategy would facilitate greater feedback on the draft Plan.

Following the exhibition period, a report on submissions will be presented to Council for its consideration.

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

Appendix A

Economic Study

prepared by Hill PDA

Preliminary Hornsby West Feasibility Analysis

Commercial/Retail Demand Assessment

Mixed Use Feasibility Assessment