

18.2 PLANNING PROPOSAL FOR 10 HERBERT STREET, ST LEONARDS

ATTACHMENTS:	1. PLANNING PROPOSAL (SUBMITTED BY AKALAN) 2. DRAFT AMENDMENTS TO THE WILLOUGHBY DEVELOPMENT CONTROL PLANS
RESPONSIBLE OFFICER:	LINDA MCCLURE, STRATEGIC PLANNING MANAGER
AUTHOR:	LARA NGUYEN, STRATEGIC PLANNER
CITY STRATEGY LINK:	1.1.2 THE VULNERABLE ARE INVOLVED IN OUR COMMUNITY AND SUPPORTED WITH RESPECT AND INTEGRITY
MEETING DATE:	13 APRIL 2015

Purpose of Report

This report reviews a Planning Proposal prepared by consultants JBA Planning and submitted by Akalan Projects on behalf of Ramsay Health relating to part Lot C, DP 401303 at 10 Herbert Street (fronting Frederick Street), St Leonards.

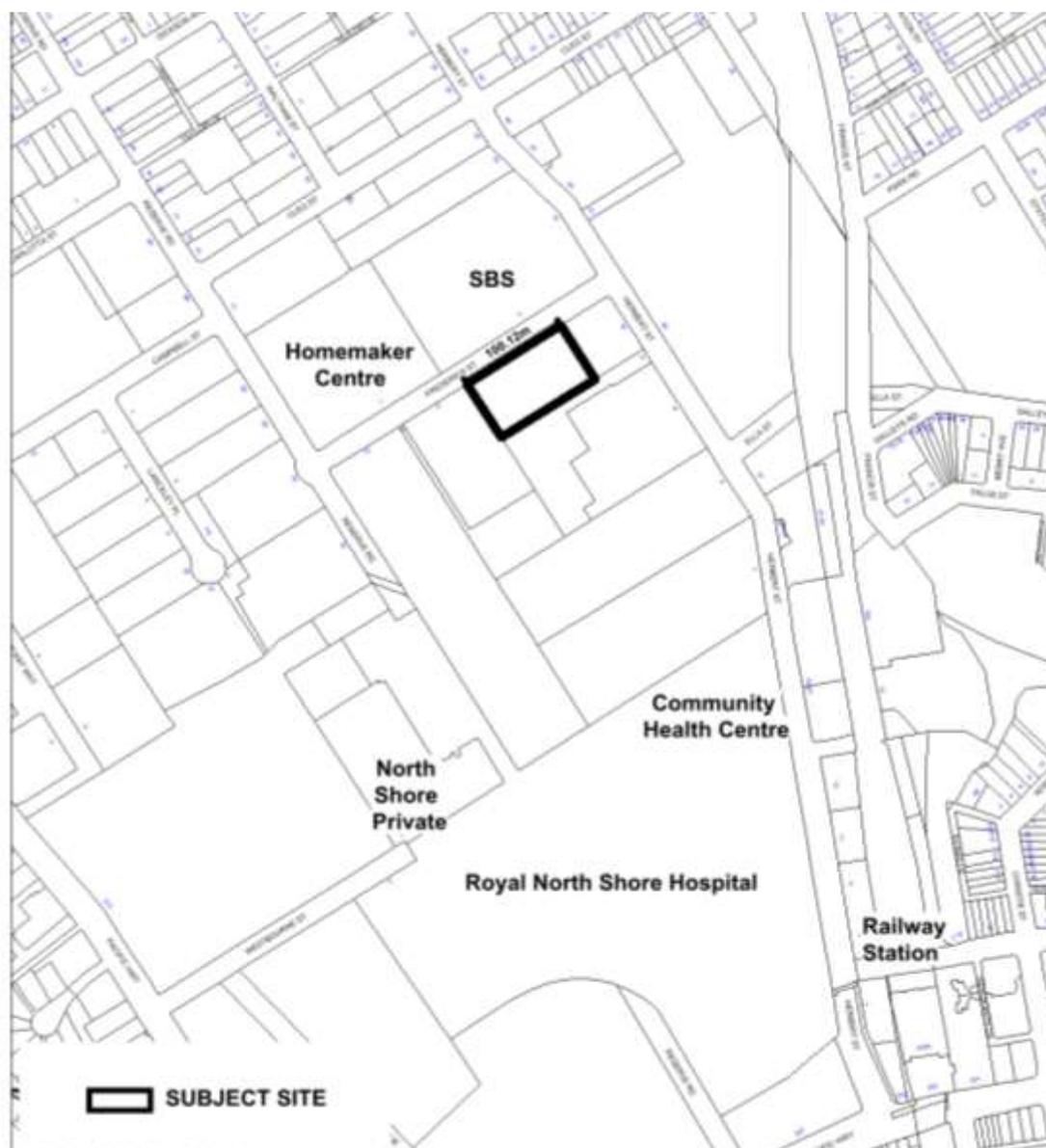
The Planning Proposal proposes allowing health care facilities on the site to facilitate the construction of a private mental health hospital and consulting rooms. Health services facilities are not a permitted use on land which is zoned IN2 Light Industrial under Willoughby Local Environmental Plan 2012.

This report outlines the proposal and recommends support for public exhibition of the Planning Proposal, including permitting the land use 'hospital' and increasing the permitted Floor Space Ratio on the site.

Background

10 Herbert Street St Leonards is owned by The Trust Company (Australia) Limited and is located in the Artarmon Industrial Area, on the south-west corner of Herbert Street and Frederick Street.

The property currently comprises a motor showroom facing Herbert Street and existing industrial warehouse buildings. There is no significant vegetation on the site. The lot is currently being subdivided to create two lots and an application for this subdivision is currently being assessed by Council. The subdivision will create one lot facing Herbert Street (occupied by the motor showroom) and one lot facing Frederick Street (subject to this Planning Proposal). The subdivided lot will have a frontage of 100.12 metres to Frederick Street. The total site area of Lot C is 8777m², however following subdivision the lot subject to the Planning Proposal will have a site area of 5785m².



Surrounding properties include the SBS Television Station on the northern side of Frederick Street, industrial warehouses to the west and a homemaker centre to the north-east. The subject property, neighbouring properties to the south and properties on the eastern side of Herbert Street are zoned IN2 Light Industrial, with properties immediately to the west and on the northern side of Frederick Street zoned IN1 General Industrial.

The site is zoned IN2 Light Industrial under WLEP2012 which permits, among other uses, light industrial uses, warehouse or distribution centres, service industries and related land uses. Health services facilities (including hospitals) are not permitted in the IN2 Light Industrial zone.

Proposed development

The applicant has advised that they intend to construct a 170 bed private mental health hospital on the site with associated health consulting rooms to be operated by Ramsay Health Care.

The draft plans (see Attachment 1) submitted with the planning proposal indicate an 8 storey building with vehicular access from Frederick Street. The facility as per the indicative scheme would provide 30 consulting rooms, 170 patient rooms, kitchen and recreational facilities, with a predicted 2,200 inpatient admissions each year and 9000 day patient admissions each year.

The applicant has stated the following with regard to the need for the facility and the process for identification of the proposed site:

“Ramsay Health Care is one of the top five private hospital operators in the world. With approximately 25,000 beds, Ramsay employs over 50,000 staff across five countries and treats over 2.5 million patients each year.

Ramsay Health Care has recognised over recent years a growing need for more mental health services in all areas of Sydney, but in particular on the lower North Shore, Northern Beaches and Upper North Shore. Existing Sydney facilities are experiencing lengthy waiting lists, in addition to increasing demand from local community health centres and private practitioners.

Ramsay Health Care undertook a search for suitable sites from Chatswood to North Sydney as well as North Ryde, Lane Cove and Lane Cove West. Discussions have also been undertaken with other health organisations with a view to exploring opportunities for co-location. Despite these efforts a suitable parcel of land was not found, co-location possibilities were ruled out and various buildings canvassed for conversion into a hospital did not prove suitable for a variety of reasons.

The proposed site meets the specialised transport, technical, spatial and servicing requirements of a mental health hospital. The development will provide significant employment, with approximately 165 full time equivalent jobs created. Coupled with the obvious community benefits from providing a new hospital facility, the employment generated will create a significant positive social impact”.

Ramsay Health Care also operates North Shore Private Hospital which is in close proximity to the site.

Issues

Social need

As outlined by the applicant there is a growing need for mental health services on the lower North Shore. The hospital would provide inpatient and day patient clinical services for drug and alcohol, mood disorders, acute psychiatry and eating disorders, and provide outpatient consulting services.

The proposal was referred to Council’s Aged and Disability Service Coordinator who advised that:

“There is a shortage of acute psychiatric beds in northern Sydney and although this is a private facility, it will relieve the overburdened public facilities. Local day centre activities have recently been increased with the reinstatement of the Hercules Street (Chatswood) cottages dedicated to services that provide support for people with mental health diagnosis.

The facility is collocated to the RNSH mental health unit on Herbert St which will allow more practical referrals.

Traffic and transport

The proposal for a mental health hospital is projected in the submitted Assessment of Traffic and Parking Implications to result in traffic movements of 64 vehicle trips per hour in the morning peak and 80 vehicle trips per hour in the afternoon peak. A lower rate of vehicle trips has been forecast than for a normal private hospital as:

- Length of stay at a mental hospital is 21 days as compared to 3 days in a medical/ surgical facility
- Practitioners tend to see 1 patient per hour in a Mental Health consultancy suites compared to 2/3 in a medical/ surgery facility
- It is Ramsay's policy that inpatients at Mental Health facilities are not allowed to drive and park their vehicles at the hospital during their stay.

The level of service of surrounding intersections will be maintained as at least 'satisfactory'.

The indicative scheme provides 146 parking spaces (plus 6 short term drop off spaces). This varies from the requirements of the Willoughby Development Control Plan which require 146 spaces for the hospital use and an additional 30 spaces for the health consulting room patients. The submitted Assessment of Traffic and Parking Implications states that patients will receive less visitors than in a normal hospital and practitioners in consulting suites will only be on site for a proportion of the time and will attend to significantly fewer patients in a day than in normal medical consultant suites.

Council's Transport Branch commented that the increase in traffic generation is not likely to have any significant negative impact on the existing traffic network and that the proposed parking should be adequate. No objections were raised to the proposal from a traffic perspective.

Contamination/ noise

A Phase 1 Environmental Due Diligence Report was submitted with the planning proposal which found that the site represents a moderate risk of environmental liability and recommended that a Targeted Investigation should be undertaken in relation to environmental issues. One Underground Storage Tank (UST) (and two potential additional USTs) are located on the site. Council's Environmental Health Officer has requested that the applicant provide the Targeted Investigation report prior to the exhibition of the Planning Proposal. It will be necessary for Council to see the results of the Targeted Investigation before commenting further on the UST removal. The applicant has been advised at this stage that any USTs must be removed prior to the finalisation of the Planning Proposal if supported.

The Environmental Health Officer has requested a comprehensive noise assessment be submitted with any Development Application considering both the impact of noise generated by the proposed use on the surrounding area and the impacts of noise from surrounding development on the proposed use. This is particularly important given some surrounding sites are zoned IN1 General Industrial which permits uses such as concrete batching plants and it is important that a new land use does not sterilise future uses of the IN1 land for general industrial uses as intended. This has been addressed through the draft amendments proposed to the Willoughby Development Control Plan Part F.4.2 at Attachment 2.

Infrastructure and servicing

Council's Development Engineer provided a number of comments on matters relating to drainage to be addressed at Development Application stage which have been forwarded to the applicant for their information.

Existing IN2 Light Industrial zone

The objectives of the IN2 Light Industrial zone are as follows:

- *To provide a wide range of light industrial, warehouse and related land uses.*
- *To encourage employment opportunities and to support the viability of centres.*
- *To minimise any adverse effect of industry on other land uses.*
- *To enable other land uses that provide facilities or services to meet the day to day needs of workers in the area.*
- *To support and protect industrial land for industrial uses.*
- *To identify and preserve industrial land to meet the current and future light industrial needs of Willoughby and the wider region.*
- *To accommodate industrial development that provides employment and a range of goods and services without adversely affecting the amenity, health or safety of residents in adjacent areas.*
- *To protect the viability of business zones in Willoughby by enabling development for the purposes of offices if they are used in conjunction with industrial, manufacturing, warehousing or other permitted uses on the same land.*
- *To improve the environmental quality of Willoughby by ensuring that land uses conform to land, air and water quality pollution standards and environmental and hazard reduction guidelines.*
- *To accommodate uses that, because of demonstrated special building or site requirements or operational characteristics, cannot be or are inappropriate to be located in other zones.*

Health services facilities are permitted in most of the Business zones of the City (B2 Local Centre zone, B3 Commercial Core, B4 Mixed Use, B5 Business Development, B7 Business Park) and the Special Uses zone (Hospital). Health services facilities are prohibited in the IN1 Industrial Zone and IN2 Light Industrial zone.

Whilst not meeting most of the objectives of the zone, this planning proposal meets the last objective of the IN2 zone as sites of a suitable size would not be readily available in the zones where health services facilities are currently permitted. The Planning Proposal also provides employment opportunities within the zone.

Council is currently undertaking an economic development study of the City, including the business and industrial zoned lands. Whilst it may be appropriate to defer consideration of any planning proposals in these zones until the conclusion of the study and consideration of its recommendations by Council, in this particular case consideration of the Planning Proposal will not prejudice the study outcome or set a precedent due to the specialised nature of the proposal and its particular location at St Leonards near Royal North Shore Hospital, Community Health Centre (including the mental health unit) and associated facilities operated by Ramsay Health Care.

Health care facilities

The definition of health services facilities in WLEP2012 is as follows:

health services facility means a building or place used to provide medical or other services relating to the maintenance or improvement of the health, or the restoration to health, of persons or the prevention of disease in or treatment of injury to persons, and includes any of the following:

- (a) a medical centre,
- (b) community health service facilities,

- (c) health consulting rooms,
- (d) patient transport facilities, including helipads and ambulance facilities,
- (e) hospital.

This also permits health consulting rooms which in isolation (i.e. as a medical centre) are not a suitable use in the industrial area and can be located on smaller sites in business zones where they are permitted.

Hospital is a subset of the definition of health consulting rooms. The definition of hospital is as follows:

***hospital** means a building or place used for the purpose of providing professional health care services (such as preventative or convalescent care, diagnosis, medical or surgical treatment, psychiatric care or care for people with disabilities, or counselling services provided by health care professionals) to people admitted as in-patients (whether or not out-patients are also cared for or treated there), and includes ancillary facilities for (or that consist of) any of the following:*

- (a) day surgery, day procedures or health consulting rooms,
- (b) accommodation for nurses or other health care workers,
- (c) accommodation for persons receiving health care or for their visitors,
- (d) shops, kiosks, restaurants or cafes or take away food and drink premises,
- (e) patient transport facilities, including helipads, ambulance facilities and car parking,
- (f) educational purposes or any other health-related use,
- (g) research purposes (whether or not carried out by hospital staff or health care workers or for commercial purposes),
- (h) chapels,
- (i) hospices,
- (j) mortuaries.

The proposed use of the site fits within the definition of hospital. Permitting the broader definition of health services facility would permit medical centres which is a business use that can be accommodated within other zones and smaller sites and are not of the same scale as the proposed development or suitable for location within an industrial area.

Height

Under WLEP2012 the site is not subject to a building height control on the Height of Buildings Map (height controls do not apply in the Industrial zones in Willoughby City). The planning proposal does not propose to amend this. The indicative scheme has a building height of approximately 37.5 metres (approximately 8 storeys). No objection is raised to continuing to have no height control apply to the site as this is consistent with other properties in the vicinity and overshadowing is not a consideration in a zone where residential development cannot occur.

Floor space ratio

Under WLEP2012 the floor space ratio for the site is 1:1 and the site is within Area 6 on the Floor Space Ratio Map. Clause 4.4A of WLEP2012 permits sites within Area 6 to exceed a floor space ratio of 1:1 if:

- (a) The site is greater than 1000 square metres, and
- (b) The floor space ratio will not exceed 1.5:1, and
- (c) The site coverage will not exceed 45% of the site area.

The planning proposal requests to increase the FSR control for the site to 2.5:1. The submitted indicative scheme has a proposed floor space ratio of 2.41:1. This would require the site to be removed from Area 6 on the Floor Space Ratio Map and replaced with a new Area 17 as discussed under Explanation of Provisions below.

The design of the Indicative Scheme for the site does not propose 100% site coverage and is not out of character with the scale of surrounding development. The floor space ratio control of 1:1 which currently applies to the site under WLEP2012 reflects the built form of traditional industrial uses (which generally consist of warehouse/ factory style development on one level only). The 1.5:1 FSR at 45% site coverage reflects the high technology industry built form which applies to properties in Herbert Street.

The proposed development does not constitute either of these building forms. In this circumstance the hospital is considered to be a suitable use of the land and the corresponding increase in floor space to reflect the change in use and built form is appropriate.

Department of Planning Requirements

The Planning Proposal as submitted at Attachment 1 is considered to be generally in accordance with the requirements under Clause 55(2) of the Environmental Planning and Assessment Act 1979 and the Department of Planning's (October 2012) '*A guide to preparing planning proposals*'. This document establishes six parts for consideration of a Planning Proposal:

PART 1 – OBJECTIVES OR INTENDED OUTCOMES

The objectives to support the Planning Proposal are as follows:

- (a) Facilitate the redevelopment of the site for a mental health hospital and associated ancillary uses.
- (b) Provide an increased floor space ratio that enables the development of the site for a mental health hospital.

PART 2 – EXPLANATION OF PROVISIONS

The outcome proposed in the Planning Proposal will be achieved by preparing an amendment to WLEP2012, which will include:

- (a) Amend Schedule 1 by adding:
72 Use of certain land at part 10 Herbert Street, St Leonards
 - (1) This clause applies to Part 10 Herbert Street, St Leonards, being Part Lot C, DP 401303.
 - (2) Development for the purpose of a hospital is permitted with development consent.
- (b) Remove the land Part Lot C DP 401303 known as Part 10 Herbert Street, St Leonards from 'Area 6' on the Floor Space Ratio Map and identified as 'Area 17'
- (c) Add following sub clause 4.4A (22):
 - (22) The maximum floor space ratio for a building on land identified as 'Area 17' on the Floor Space Ratio Map may exceed 1:1 if:
 - (a)
 - i. the site area is greater than 1,000 square metres, and
 - ii. The floor space ratio will not exceed 1.5:1, and
 - iii. the site coverage will not exceed 45% of the site area; or
 - (b) the site is to be developed for a hospital and the FSR does not exceed 2.5:1.

To address the concerns of Council Officers with regard to the impact of the proposed use on surrounding properties and of surrounding properties (current and future) on the proposal, a draft amendment to Willoughby Development Control Plan Part F.4.2 as at Attachment 2 has been prepared. This amendment requires a noise assessment as part of any future development application for the site and building design to ensure noise emitted from future permissible land uses on the IN1 and IN2 surrounding land would not impact on the internal spaces of the proposed hospital use of the site.

PART 3 – JUSTIFICATION

Questions to consider when demonstrating the justification

Section A- Need for the Planning Proposal

1) *Is the Planning Proposal a result of any strategic study or report?*

The Planning Proposal did not result from a strategic study or report.

2) *Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?*

The planning proposal facilitates the use of the site for a use that is currently not permitted within the zone. A Planning Proposal is the only way to enable the use.

Section B- Relationship to strategic planning framework

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

The strategic planning context of the site is established by various State planning documents. "A Plan for Growing Sydney" Direction 1.10 aims to plan for education and health services to meet Sydney's growing needs. Direction 1.6 Expand the Global Economic Corridor also applies. The Plan also prioritises for the St Leonards Strategic Centre "work with council to provide capacity for additional mixed-use development including offices, health, retail, services and housing" and "support health-related land uses and infrastructure around Royal North Shore Hospital".

4) *Is the proposal consistent with a council's local strategy or other local strategic plan?*

Council's community strategic plan, the Willoughby City Strategy, provides a number of goals and strategies relevant to the planning proposal:

Community and Cultural Life

The goal of the subtheme Diversity and Spirit is:

"To be a cohesive and inclusive community where all people can actively participate in community life"

The following relevant strategies are identified:

1.1.2 'The vulnerable are involved in our community and supported with respect and integrity'

a) *Facilitate support for those who are disadvantaged and their carers*

d) Support initiatives for older people and people with a disability

The goal of the subtheme Health and Wellbeing is:

“To be a healthy, educated, safe and interactive regional community, with open space, sport and recreation facilities and programs which promote healthy lifestyles and contribute to the social, spiritual, emotional and physical wellbeing of the community”

The following relevant strategies are identified:

1.3.2 Healthy living and wellbeing are encouraged

a) Promote healthy lifestyles and wellbeing campaigns and programs.

Economic Activity

The goal of the subtheme Sustainable Business Activity is:

“To maintain and promote the City’s employment opportunities and the range and quality of businesses, industry and services”

The following relevant strategies are identified:

5.1.1 Local Business

a) Facilitate business and employment opportunities servicing local and regional needs.

b) Encourage a range of business, retail, office and industrial uses.

c) Provide policies to limit commercial and retail activity in industrial areas and ensure long term availability of sites for alternative industrial uses.

e) Implement the St Leonards Strategy as a specialist centre for health and education with neighbouring councils.

5) Is the proposal consistent with applicable State Environmental Planning Policies?

The State Environmental Planning Policies (SEPPs) relevant to this site and the Planning Proposal are:

SEPP 55- Remediation of Contaminated Lands

Comment: Previous uses on the site include industrial warehousing and quarrying. The proponent has submitted a Phase 1 Environmental Due Diligence Report and Phase 2 Environmental Site Investigation which noted *“there are several sources of contamination within the site”*. There are also a number of underground storage tanks on the site.

These matters are discussed in the report under Issues, Contamination above.

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

The Section 117 Directions issued to councils under s.117(2) of the EP&A Act 1979 require that a planning proposal does not conflict with the Directions. The following is a summary of the planning proposal against the relevant Section 117 Directions in this instance.

1. EMPLOYMENT AND RESOURCES

Direction	Relevant?	Consistent?	Comment
1.1 Business and Industrial Zones	Yes	Yes	The planning proposal will support employment generation

2. HOUSING, INFRASTRUCTURE AND URBAN DEVELOPMENT

Direction	Relevant?	Consistent?	Comment
3.4 Integrating Land Use and Transport	Yes	Yes	The site is well located close to public transport linkages

6. LOCAL PLAN MAKING

Direction	Relevant?	Consistent?	Comment
6.1 Approval and Referral Requirements	Yes	Yes	The planning proposal does not contain any provisions which require concurrence, consultation or referral to the Minister
6.3 Site specific provisions	Yes	No	The planning proposal intends to permit hospitals on this site. The planning proposal does not propose allowing hospitals in the IN2 zone generally. The planning proposal relates to a use which is uncommon and is particularly suited to this site due to its location. This use is unlikely to be required or be suitable for the Industrial area generally.

7. METROPOLITAN PLANNING

Direction	Relevant?	Consistent?	Comment
7.1 Implementation of A Plan for Growing Sydney	Yes	Yes	The planning proposal is consistent with A Plan for Growing Sydney as outlined in the report above.

Section C- Environmental, social and economic impact

- 7) ***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?***

The site and adjoining lands do not contain any areas of critical habitat or threatened species, populations or ecological communities or habitats.

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

The following environmental impacts of the proposal and their proposed management are discussed in this report:

- Floor space
- Height
- Acoustic impacts
- Traffic and transport
- Contamination

9) ***Has the planning proposal adequately addressed any social and economic effects?***

It is considered that the Planning Proposal has adequately addressed social and economic effects. This has been discussed earlier in the report.

10) ***Is there adequate public infrastructure for the planning proposal?***

The subject site is located within an established industrial area serviced by existing utilities infrastructure, approximately 850m walking distance from St Leonards Railway Station. The applicant has conducted a Services Infrastructure Due Diligence report and has stated that the site is “adequately serviced with potable water, sewer, stormwater, electricity and telecommunications services”.

11) ***What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway determination?***

No public authorities have been consulted in the pre-Gateway assessment.

PART 4 – MAPPING

As previously noted, this Planning Proposal involves amending the Floor Space Ratio map.

PART 5 – COMMUNITY CONSULTATION

Should Council support the Planning Proposal for public exhibition, it will proceed to the Planning and Infrastructure ‘Gateway’ process to seek endorsement for the proposal to be placed on public exhibition. Public exhibition will be in accordance with the Department of Planning and Infrastructure’s Gateway Determination requirements and should include the draft WLEP 2012 Amendment (written instrument and maps), the draft WDCP Site Specific Requirements in Part F4.2. This would involve appropriate notification and receipt of submissions on the documents from relevant state agencies and the general community.

PART 6 – PROJECT TIMELINE

Planning Proposal Presented to Council	April 2015
Planning Proposal submitted to Gateway	June 2015
Gateway Determination received by Council	August 2015
Community Consultation (28 days)	October 2015
Outcomes of Community Consultation presented to Council	November 2015
Planning Proposal submitted to DoPI requesting notification on Government website	January 2016

Conclusion

The Planning Proposal to permit an additional use of hospital at 10 Herbert Street St Leonards is supported for public exhibition. There is a high social need for this facility and the location is appropriate given the unavailability of other suitable sites and the close proximity to other similar health facilities which will support the facility. The Planning Proposal does not set a precedent for other similar proposals in the industrial area or for the consideration of other planning proposals prior to the completion of the economic development study. The Proposal is consistent with the strategic objectives of the Metropolitan Strategy for St Leonards and industrial areas generally.

It is considered that the relevant requirements under s.55 of the EP&A Act and the matters identified in the Department of Planning's "*A guide to preparing planning proposals*" are adequately addressed in the Planning Proposal and that the environmental impacts of the Proposal are acceptable.

The Planning Proposal requires an amendment to WLEP2012 and the WDCP for industrial zones.

It is therefore recommended that Council forward the Planning Proposal to the Department of Planning and Environment, seeking a Gateway Determination under Section 56 of the Environmental Planning and Assessment Act 1979. It is further recommended that Council advise the Department of Planning and Environment that the Strategic Planning Manager, Ms Linda McClure be nominated as delegate to process and finalise the Planning Proposal.

OFFICER'S RECOMMENDATION

1. **Council support the Planning Proposal and draft amendments to the Willoughby Local Environmental Plan 2012 and Willoughby Development Control Plan for 10 Herbert Street St Leonards (being part Lot C DP 401303) for public exhibition.**
2. **The Planning Proposal be forwarded to the Department of Planning and Environment seeking a Gateway Determination under Section 56 of the Environmental Planning and Assessment Act 1979.**
3. **Willoughby Local Environmental Plan 2012 be amended as follows for 10 Herbert Street St Leonards (being part Lot C DP 401303):**
 - **Amend Schedule 1 by adding:
72 Use of certain land at part 10 Herbert Street, St Leonards
(1) This clause applies to Part 10 Herbert Street, St Leonards, being Part Lot C, DP 401303.
(2) Development for the purpose of a hospital is permitted with development consent.**
 - **Remove the land Part Lot C DP 401303 known as Part 10 Herbert Street, St Leonards from 'Area 6' on the Floor Space Ratio Map and identified as 'Area 17'**
 - **Add following sub clause 4.4A (22):
(22) The maximum floor space ratio for a building on land identified as 'Area 17' on the Floor Space Ratio Map may exceed 1:1 if:**

- (a)
 - i. the site area is greater than 1,000 square metres, and
 - ii. The floor space ratio will not exceed 1.5:1, and
 - iii. the site coverage will not exceed 45% of the site area; or
 - (c) the site is to be developed for a hospital and the FSR does not exceed 2.5:1.
- 4. Willoughby Development Control Plan Part F.4.2 be amended as indicated in Attachment 2 to the Director's report.
- 5. Council advise the Department of Planning and Environment that the Strategic Planning Manager, Ms Linda McClure be nominated as delegate to process and finalise the Planning Proposal.



Preliminary Planning Proposal



Frederick Street, St Leonards

Health Services Facility

Submitted to Willoughby City Council

On Behalf of Ramsay Health Care

December 2014 ■ 14653

JBA Urban Planning Consultants ■ ABN 84 060 735 104 ■ jbaurban.com.au
North Sydney ■ +61 2 9956 6962 ■ Newcastle ■ +61 2 4927 0980

Reproduction of this document or any part thereof is not permitted without prior written permission of JBA Urban Planning Consultants Pty Ltd.

JBA Urban Planning Consultants Pty Ltd operates under a Quality Management System that is ISO 9001:2008 Certified. This report has been prepared and reviewed in accordance with that system. If the report is not signed below, it is a preliminary draft.

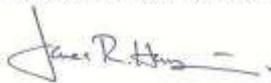
This report has been prepared by:



Robert Stark

22/12/2014

This report has been reviewed by:



James Harrison

22/12/2014

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014

Contents

1.0	Introduction	1
1.1	Background	2
2.0	The Site	3
2.1	Site Location	3
2.2	Site Description	3
2.3	Existing Development	4
2.4	Topography	7
2.5	Vegetation	7
2.6	Public Transport	7
2.7	Infrastructure and Services	7
2.8	Surrounding Development	7
2.9	Key Planning Controls	10
3.0	The Indicative Scheme	13
3.1	Urban Design Principles	13
3.2	Need for the Facility	13
3.3	Indicative Scheme	14
3.4	Employment	17
3.5	Objectives of Planning Proposal	17
3.6	Proposed Amendments to Willoughby LEP	17
4.0	Strategic and Statutory Planning Framework	20
4.1	Strategic Planning Policies	20
4.2	State Legislation	22
4.3	Willoughby LEP 2012	23
5.0	Environmental Analysis	24
5.1	Social and Economic Benefits	24
5.2	Built Form of Indicative Scheme	25
5.3	Traffic	26
5.4	Contamination	27
5.5	Infrastructure and Servicing	27
6.0	Assessment of Planning Proposal against NSW Department of Planning and Infrastructure Guidelines	28
6.1	Parts 1 and 2	28
6.2	Part 3 - Justification	28
6.3	Part 4 - Mapping	30
6.4	Part 5 - Community Consultation	30
7.0	Conclusion	31

Contents

Figures

1	Site context	3
2	The eastern, central and western portions of the site,	4
3	Aerial view of the site	5
4	Existing hardstand and Building 2	6
5	Car showroom in Building 1	6
6	SBS Studios are to the north of the site across Frederick Street	8
7	Industrial units to the south of the site	9
8	Business park to the east of the site	9
9	Extract of Willoughby LEP Zoning Map	10
10	Extract of Willoughby LEP Floor Space Ratio Map	12
11	Strategic Plan for the future growth of Sydney	20

Tables

1	Permissible land uses in the IN2 Light Industrial Zone	11
2	Consistency with relevant SEPPs	29

Appendices

A	Indicative Architectural Scheme <i>Team2</i>
B	Assessment of Section 117 Directions and Aims and Objectives of Willoughby LEP 2012 <i>JBA</i>
C	Services Infrastructure Due Diligence Report <i>David Shreeve & Associates</i>
D	Assessment of Traffic and Parking Implications <i>Transport and Traffic Planning Associates</i>
E	Phase 1 and Phase 2 Contamination Assessments <i>WSP</i>

1.0 Introduction

This report has been prepared by JBA on behalf of Ramsay Health Care (the proponent) in relation to a site at 10 Herbert Streets, St Leonards. Although the street address is 10 Herbert Street, the land addresses Frederick Street and is formally known as Lot C in DP401303.

This planning proposal has been prepared in accordance with section 55 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) and the guidelines prepared by the Department of Planning and Infrastructure entitled "A guide to preparing Planning Proposals", dated October 2012. Specific matters that address the statutory guidelines for the rezoning are:

- Objectives and intended outcomes;
- Explanation of Provisions;
- Justification; and
- Community Consultation.

The planning proposal has had regard to the physical characteristics of the site and the social context of the surrounding area and canvasses the key planning issues associated with the site to a level of detail appropriate to support a LEP Gateway determination by the Department of Planning & Environment (DP&E).

Ramsay Health Care is one of the top five private hospital operators in the world. With approximately 25,000 beds, Ramsay employs over 50,000 staff across five countries and treats over 2.5 million patients each year.

Ramsay Health Care has recognised over recent years a growing need for more mental health services in all areas of Sydney, but in particular on the lower North Shore, Northern Beaches and Upper North Shore. Existing Sydney facilities are experiencing lengthy waiting lists, in addition to increasing demand from local community health centres and private practitioners.

Ramsay Health Care undertook a search for suitable sites from Chatswood to North Sydney as well as North Ryde, Lane Cove and Lane Cove West. Discussions have also been undertaken with other health organisations with a view to exploring opportunities for co-location. Despite these efforts a suitable parcel of land was not found, co-location possibilities were ruled out and various buildings canvassed for conversion into a hospital did not prove suitable for a variety of reasons.

The proposed site meets the specialised transport, technical, spatial and servicing requirements of a mental health hospital. The development will provide significant employment, with approximately 165 full time equivalent jobs created. Coupled with the obvious community benefits from providing a new hospital facility, the employment generated will create a significant positive social impact.

The site is subject to the *Willoughby Local Environmental Plan 2012* (Willoughby LEP). Under the Willoughby LEP, the site is currently zoned as IN2 Light Industrial. In order for the site to be redeveloped as envisaged by the proponent, amendments to the LEP are required. These changes would most effectively be implemented by:

- Allowing the additional permitted use of a health services facility across the central and western portions of the site; and
- Permitting a maximum floor space ratio of 2.5:1 across the central portion of the site.

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014

This planning proposal describes the site, the proposed changes to the Willoughby LEP and provides an environmental assessment. The report should be read in conjunction with the indicative architectural scheme prepared by Team2 at **Appendix A** and specialist consultant reports appended to this proposal (refer Table of Contents). The report is written in accordance with the (former) Department of Planning and Infrastructure's published *A guide to Preparing a Planning Proposal* (October 2012) and *A guide to preparing local environmental plans* (April 2013).

1.1 Background

Ramsay Health Care was established in Sydney by Paul Ramsay in 1964 and has grown to become a global hospital group operating 151 hospitals and day surgery facilities across Australia, the United Kingdom, France, Indonesia and Malaysia.

Ramsay Health Care facilities cater for a broad range of health care needs from day surgery procedures to highly complex surgery, as well as psychiatric care and rehabilitation. The company is well-respected throughout the health care industry for operating quality private hospitals and for its excellent record in hospital management and patient care.

Ramsay are experienced in developing and operating mental health care facilities having completed developments at the following since 2010;

- Hollywood Private Hospital, Western Australia;
- Hillcrest Rockhampton Private Hospital, Queensland;
- Warners Bay Private Hospital, NSW;
- Northside Macarthur Clinic, NSW; and
- Mitcham Private Hospital, Victoria.

In addition, in close proximity to the proposed site Ramsay Health Care operates North Shore Private Hospital, a 272 bed hospital established in 1997. This hospital provides acute medical and surgical services, including maternity, and is a teaching hospital of the University of Sydney.

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014

2.0 The Site

2.1 Site Location

The site is located at 10 Herbert Street, St Leonards approximately 200 metres north of North Shore Private Hospital and 625 metres north of St Leonards Railway Station, as shown in **Figure 1**.

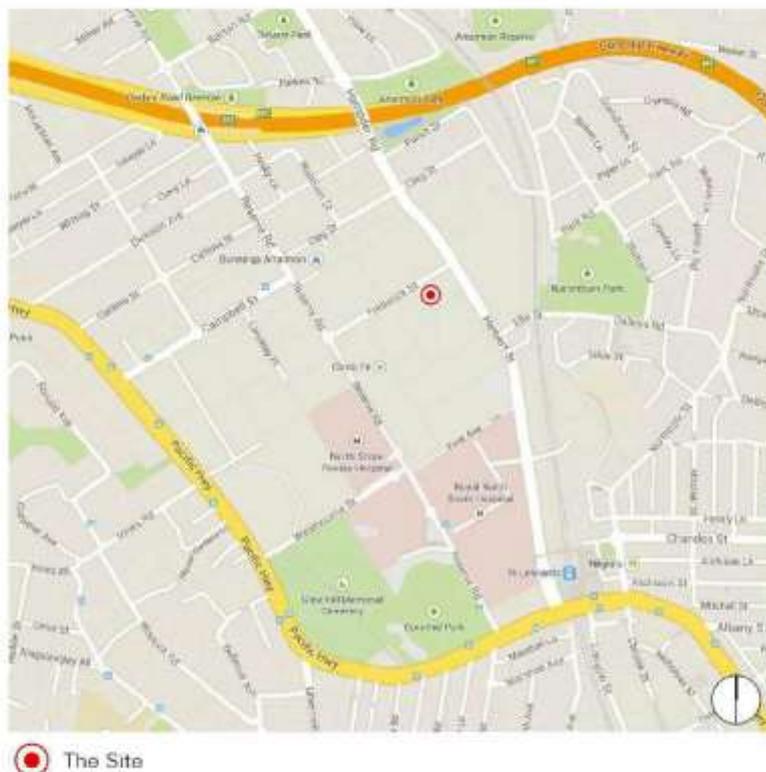


Figure 1 – Site context

2.2 Site Description

The land is approximately 8,777m² in area and generally rectangular in shape with a 58m frontage to Herbert Street and a 150m frontage to Frederick Street.

The site has three portions, referred to in this planning proposal as the eastern, central and western portions, as shown in **Figure 2**. This planning proposal relates to the portions as follows:

- No amendments are proposed to the eastern portion;
- For the central portion of the site it is proposed to allow the additional permitted use of a health services facility and increase the maximum permitted floor space ratio to 2.5:1.
- For the western portion of the site it is proposed to allow the additional permitted use of a health services facility but retain the current maximum permitted floor space ratio of 1-1.5:1.

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014



Figure 2 – The eastern (blue), central (green) and western (red) portions of the site.

2.3 Existing Development

The existing development on the site comprises two warehousing buildings that historically have been used for vehicle servicing and showrooms and associated at-grade car parking.

The two existing buildings on site are shown in the aerial photo at Figure 3. Specifically:

- Building 1 is a vacant single storey rendered brick and glass showroom building located on the eastern portion of the site, with at-grade car parking at the lower ground level when viewed from Frederick Street; and
- Building 2 is a double-height 1 to 2 storey brick and metal cladding warehouse and car service garage with at-grade ground floor car parking. The building is currently used for storage and is located on both the central and western portions of the site.

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014



 The Site

Figure 3 – Aerial view of the site (outlined in red)

The two buildings presently have separate vehicle access driveways. Building 1 has two separate entrance and egress driveways off Herbert Street. Building 2 has an entrance and egress driveway off Frederick Street to the ground floor at-grade parking areas, and a second driveway to the car servicing garage.

A development application is currently before Council to subdivide the site, with the eastern portion becoming a separate lot.

Photos of the existing development are presented in **Figures 4** and **5**.

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014



Figure 4 – Existing hardstand and Building 2 (right)



Figure 5 – Car showroom in Building 1

2.4 Topography

The general area has a gentle slope from Herbert Street down to the south west. The site itself has been cut into this slope. The site is level with the surrounding land at its south western end, and is approximately 4 metres below street level at the north eastern end.

2.5 Vegetation

There is no significant existing vegetation located on the site.

2.6 Public Transport

The site is conveniently located in relation to public transport services which include the St Leonards Railway Station and the numerous high frequency bus services operated along the Pacific Highway. These bus services include connections to Lane Cove, Chatswood, Macquarie Centre, North Sydney and the Sydney CBD.

The railway station is approximately a 12 minute walk from the site, with pedestrians able to use the elevated crossing that connects the hospital precinct to the station.

2.7 Infrastructure and Services

The site is presently serviced by water, electricity, sewer, gas, and telecommunications. Consultation has begun with the various authorities to confirm what upgrades, if any, are required to support the proposed development on the site. Details of existing services and consultation with the authorities are provided in the Services Infrastructure Due Diligence Report prepared by David Shreeve & Associates (refer **Appendix C**).

2.8 Surrounding Development

The precinct is not a traditional industrial area. Although there are individual industrial uses present in the locality, it is largely dominated by lower order retailing and business support activities.

Development to the north of the site, across Frederick Street, is dominated by the SBS Studios (refer **Figure 6**). This consists of a number of interconnected buildings containing television and radio studios, technical workshops, commercial offices and ancillary services.

To the south of the site, at 6-8 Herbert Street, is a large industrial/warehouse unit complex (refer **Figure 7**). This contains a diverse range of businesses, many of which have ancillary office and showroom components.

Neighbouring the site to the south west, along Frederick Street, is a large warehouse building that accommodates several businesses including furniture and plumbing companies.

To the north east of the site, across Herbert Street, is located a business park that incorporates significant commercial office space with extensive warehousing (refer **Figure 8**).

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014



Figure 6 – SBS Studios are to the north of the site across Frederick Street

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014



Figure 7 – Industrial units to the south of the site



Figure 8 – Business park to the east of the site

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014

2.9 Key Planning Controls

The Willoughby Local Environmental Plan 2012 (Willoughby LEP) sets out the local planning controls across the Willoughby LGA, including the site. This planning proposal seeks to amend the Willoughby LEP to facilitate the proposed mental health facility on the site.

Land Use Zoning

The site is zoned IN2 Light Industrial under the Willoughby LEP (refer to **Figure 9**). The land to the south east and north east is also zoned IN2 Light Industrial, and the land to the south west and north west is zoned IN1 General Industrial.

The permitted land uses for the IN2 Light Industrial zone are presented in **Table 1**.



Figure 9 – Extract of Willoughby LEP Zoning Map

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014

Table 1 – Permissible land uses in the IN2 Light Industrial Zone

Permissible Land Uses	
2. Permitted without consent	Nil
3. Permitted with consent	Building identification signs; Business identification signs; Depots; Industrial training facilities; Light industries; Neighbourhood shops; Pubs; Roads; Take away food and drink premises; Timber yards; Vehicle sales or hire premises; Warehouse or distribution centres; Any other development not specified in item 2 or 4.
4. Prohibited	Agriculture; Air transport facilities; Airstrips; Amusement centres; Animal boarding or training establishments; Biosolids treatment facilities; Boat building and repair facilities; Boat launching ramps; Boat sheds; Camping grounds; Car parks; Caravan parks; Cemeteries; Charter and tourism boating facilities; Commercial premises; Correctional centres; Crematoria; Educational establishments; Entertainment facilities; Environmental facilities; Exhibition homes; Exhibition villages; Extractive industries; Farm buildings; Forestry; Freight transport facilities; Function centres; Health services facilities ; Heavy industrial storage establishments; Helipads; Highway service centres; Home occupations (sex services); Industrial retail outlets; Industries; Information and education facilities; Marinas; Mortuaries; Open cut mining; Passenger transport facilities; Port facilities; Recreation facilities (major); Registered clubs; Research stations; Residential accommodation; Restricted premises; Rural industries; Sewage treatment plants; Signage; Tourist and visitor accommodation; Transport depots; Truck depots; Water recycling facilities; Water supply systems; Wharf or boating facilities; Wholesale supplies

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014

Floor Space Ratio

The Willoughby LEP prescribes a maximum floor space ratio of 1:1 on the site. Clause 4.4A of the LEP allows this maximum to be increased to 1.5:1 provided the site area is greater than 1,000m² and the site coverage does not exceed 45 percent of the site area. An excerpt from the Floor Space Ratio map is presented in Figure 10.



Figure 10 – Extract of Willoughby LEP Floor Space Ratio Map

Building Height

The Willoughby LEP does not prescribe a maximum building height for the site.

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014

3.0 The Indicative Scheme

This section of the report describes the indicative scheme for the site which is to be facilitated by this planning proposal. Further detail is provided in the Indicative Architectural Drawings prepared Team2 and included at **Appendix A**.

3.1 Urban Design Principles

The design intent of the project is to provide a high quality mental health facility that meets the needs of the staff, patient and visitors. In addition to providing a best practice medical facility, the scheme seeks to ensure that it is contextually appropriate and makes a positive contribution to the streetscape.

The following design principles were therefore applied:

- Providing an active use such as a café at the street frontage;
- Locating consulting suites towards the street, providing activation and casual surveillance;
- Provide appropriate boundary setbacks to the main hospital building;
- Provide a landscaped podium that provides outdoor space to a variety of staff and patient rooms;
- In relation to car parking:
 - Locating the car parking behind more active uses, so it is screened from view;
 - Providing appropriate drop-off, loading dock and ambulance bay facilities.

In addition the design needs to ensure that appropriate amenity is provided for future staff and patients, including in relation to solar access, natural ventilation, room size and outlook.

The design is also required to provide a legible street address, safe and secure access, appropriate communal open space, car parking and circulation space, waste management and servicing.

Turning to the potential environmental impact of the future building, the design is required to be acceptable in terms of overshadowing, view impacts, aesthetics and its contribution to the streetscape.

3.2 Need for the Facility

According to SANE Australia:

- Nearly half (45%) of the population will experience a mental disorder at some stage in their lives.
- Almost one in five Australians (20%) will experience a mental illness in a 12-month period.
- During a one-year period, anxiety disorders will affect 14% of the population and depression will affect 6%.
- Depression is one of the most common conditions in young people and increases during adolescence.
- At least one third of young people have had an episode of mental illness by the time they are 25 years old.

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014

It is anticipated that the hospital will have over 2,200 inpatient admissions each year, and over 9,000 day patient admissions each year.

The hospital will provide inpatient and day patient clinical services in the following areas:

- Drug and alcohol
- Mood disorders
- Acute psychiatry
- Eating disorders

The hospital will also provide an outpatient consulting service through the on-site medical consulting suites. In addition, the hospital will host community information sessions, a GP education program, and a professional psychiatrists' development program.

The hospital will also be utilised as a training facility, offering the following programs that are not currently available in the local area:

- Nurse Graduate Plus program
- Mental Health Registrar training
- Psychologist development training

These programs will be affiliated with all major Sydney universities.

3.3 Indicative Scheme

To demonstrate the range of services and facilities proposed to be provided in hospital, the following is a level by level description of the indicative scheme:

- Ground floor:
 - 7 consulting rooms and associated waiting and support staff areas
 - Staff car parking for 81 vehicles
 - Loading dock and ambulance bay
 - Refuse, storage and mechanical services rooms
- First floor:
 - 10 consulting rooms and associated tea room, waiting areas and support staff areas
 - Pedestrian entry from Frederick Street and main entry lobby
 - Patient drop off area for 6 vehicles
 - Café with associated garden and outdoor seating area
 - Parking for 65 vehicles
 - Storage and mechanical services rooms
- Second floor:
 - 13 consulting rooms and associated waiting and support staff areas
 - Main waiting and reception area
 - Group, interview, art and massage rooms
 - Dining room and kitchen
 - Gardens and outdoor dining areas

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014

- Third floor:
 - Gym
 - ECT ward
 - Executive and clerical staff offices
 - Medical records room
 - Education room
 - Staff change rooms
 - Plant rooms
- Fourth to seventh floors:
 - Patient rooms, each with an ensuite bathroom
 - Nurses station and offices
 - Group room and lounge areas (with balconies accessible from lounges)
 - Plant rooms
- Roof level
 - Plant room

The typical floor plate of the ward levels has a gross floor area of approximately 1,400m². The 'L' shaped configuration is spatially efficient, maximises amenity to the rooms, and ensures that a significant portion of the building's volume is set back from the street.

To protect the amenity of staff and patients, as well as that of existing and future development on surrounding sites, the indicative scheme provides setbacks to the upper levels of the building. The setbacks proposed are as follows:

- 6.0 metres to the rear boundary;
- 4.0 metres to the south western side boundary; and
- 3.22 metres to the north eastern side boundary.

The car parking is split into separate areas, with visitor and staff parking on separate levels accessed by separate driveways.

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014



Figure 11 – Typical upper level floor plan



Figure 12 – Photomontage of indicative scheme

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014

3.4 Employment

Over 300 people will be employed at the facility, equating to approximately 165 full time equivalent employees.

Full time, part time and casual positions will be available in the following areas:

- Hospital Management;
- Administration;
- Secretarial;
- Medical Records;
- Medical;
- Nursing;
- Catering;
- Housekeeping; and
- Maintenance.

Ramsay Health Care is a family-friendly company offering flexible working arrangements across all employment areas. The Ramsay Training Institute provides a range of educational services to employees across Ramsay Health Care, from annual mandatory eLearning and specialised online modules in health care and business to consulting services and education resources.

The hospital will also set up partnerships with universities already existing in other Ramsay facilities for medical, nursing and psychology students.

3.5 Objectives of Planning Proposal

The objective of this planning proposal is to facilitate the redevelopment of the site for a mental health hospital and associated ancillary uses.

3.6 Proposed Amendments to Willoughby LEP

3.6.1 Zoning and Permitted Uses

It is proposed to retain the existing IN2 Light Industrial Zoning on the site, and to permit an additional permitted use on the central and western portions of the site. The eastern portion of the site would not have any additional permitted uses.

The additional permitted use proposed would be included within Schedule 1 of the Willoughby LEP. Clause 2.5 of the LEP provides:

2.5 Additional permitted uses for particular land

(1) Development on particular land that is described or referred to in Schedule 1 may be carried out:

(a) with development consent, or

(b) if the Schedule so provides—without development consent,

in accordance with the conditions (if any) specified in that Schedule in relation to that development.

(2) This clause has effect despite anything to the contrary in the Land Use Table or other provision of this Plan.

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014

The additional permitted use proposed is health services facility. The LEP defines this use as follows:

health services facility means a building or place used to provide medical or other services relating to the maintenance or improvement of the health, or the restoration to health, of persons or the prevention of disease in or treatment of injury to persons, and includes any of the following:

- (a) a medical centre,
- (b) community health service facilities,
- (c) health consulting rooms,
- (d) patient transport facilities, including helipads and ambulance facilities,
- (e) hospital.

The indicative scheme relates to the development of a hospital. The LEP defines a hospital as:

hospital means a building or place used for the purpose of providing professional health care services (such as preventative or convalescent care, diagnosis, medical or surgical treatment, psychiatric care or care for people with disabilities, or counselling services provided by health care professionals) to people admitted as in-patients (whether or not out-patients are also cared for or treated there), and includes ancillary facilities for (or that consist of) any of the following:

- (a) day surgery, day procedures or health consulting rooms,
- (b) accommodation for nurses or other health care workers,
- (c) accommodation for persons receiving health care or for their visitors,
- (d) shops, kiosks, restaurants or cafes or take away food and drink premises,
- (e) patient transport facilities, including helipads, ambulance facilities and car parking,
- (f) educational purposes or any other health-related use,
- (g) research purposes (whether or not carried out by hospital staff or health care workers or for commercial purposes),
- (h) chapels,
- (i) hospices,
- (j) mortuaries.

The proposed use clearly falls within the definition of hospital (and therefore health services facility) as it relates to a building used for the purpose of providing professional psychiatric health care services to people admitted as in-patients. The following ancillary purposes are proposed and also fall within the definition of a hospital:

- Day procedures;
- Treatment of out-patients;
- Health consulting rooms;
- Café;
- Ambulance facilities; and
- Car parking.

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014

3.6.2 Floor Space Ratio

It is proposed to increase the maximum permissible floor space ratio on the central portion of the site to 2.5:1. It should be noted that the indicative scheme has a proposed floor space ratio of 2.41:1.

The proposed floor space ratio would only apply to the central portion of the site. The eastern and western portions of the site would retain the existing maximum permissible floor space ratio of 1:1 (which may be increased to 1.5:1 in accordance with clause 4.4A of the Willoughby LEP).

3.6.3 Building Height

The site is not currently subject to a maximum building height, and it is not proposed to amend this. The proposed maximum floor space ratio (discussed above) will ensure that the bulk and scale of the proposed development is appropriately controlled.

For reference, the indicative scheme has a maximum building height of approximately 37.5 metres. The architectural drawings show a maximum height plane of 40.6 metres.

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014

4.0 Strategic and Statutory Planning Framework

This chapter outlines the strategic and statutory planning framework within which the development outcomes for the land have been considered.

4.1 Strategic Planning Policies

4.1.1 A Plan for Growing Sydney

A Plan for Growing Sydney is the current strategic plan for the Sydney metropolitan area, and was released on 14 December 2014. The vision for the Plan is presented in Figure 13 below.

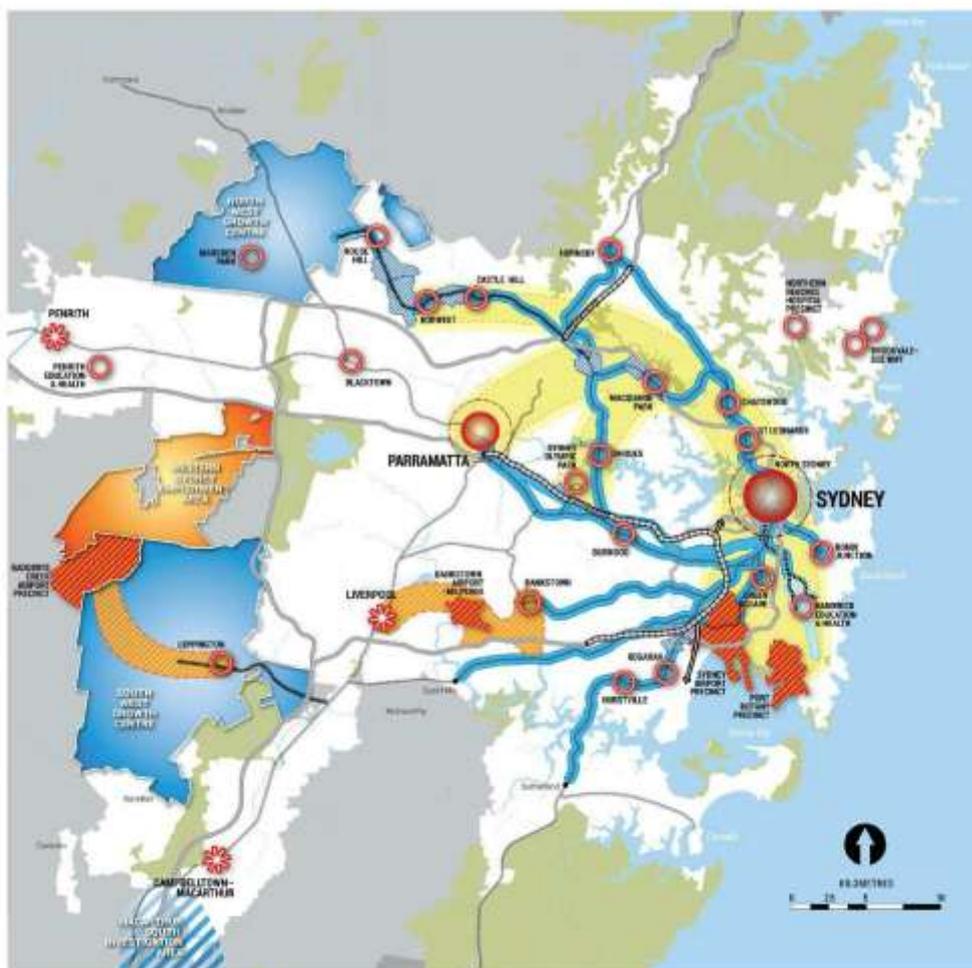


Figure 13 – Strategic Plan for the future growth of Sydney

Source: *A Plan for Growing Sydney*

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014

The Government's vision for Sydney is 'a strong global city, a great place to live'. To achieve this vision, the Government has set down goals that Sydney will be:

- a competitive economy with world-class services and transport;
- a city of housing choice with homes that meet our needs and lifestyles;
- a great place to live with communities that are strong, healthy and well connected; and
- a sustainable and resilient city that protects the natural environment and has a balanced approach to the use of land and resources.

To address these goals, the Plan proposes a range of policy initiatives and strategic directions. The directions relevant to this planning proposal are as follows:

- expand the Global Economic Corridor;
- grow strategic centres (including St Leonards);
- plan for health services; and
- protect our natural environment and biodiversity.

This planning proposal is consistent with *A Plan for Growing Sydney*, in that it will:

- directly deliver high-skilled jobs within the identified 'global economic corridor';
- increase the number of jobs on a site within the St Leonards Strategic Centre, which will provide greater benefits to the overall productivity of Sydney;
- provide additional much needed health facilities to service Sydney's growing population; and
- not have any significant environmental impacts.

4.1.2 Subregional Planning

Subregional plans will build on the actions set out in *A Plan for Growing Sydney*. Priorities for each subregion in Sydney are set out in the Plan, along with further investigations that are needed to shape the subregional plans.

The site is located within the North Subregion, which includes the Willoughby, Hornsby, Hunters Hill, Ku-ring-gai, Lane Cove, Manly, Mosman, North Sydney, Pittwater, Ryde and Warringah LGAs. The North subregion will continue to be an attractive place to live, work and visit, and the subregion makes a very significant contribution to Sydney's economy (second only to the Central subregion). Increases in the supply of employment will be focussed on centres with good public transport, such as St Leonards.

Future subregional planning will consider a range of priorities in relation to strategic centres. Those relating to St Leonards are:

- Work with council to retain a commercial core in St Leonards for long-term employment growth;
- Work with council to provide capacity for additional mixed-use development in St Leonards including offices, health, retail, services and housing;
- Support health-related land uses and infrastructure around Royal North Shore Hospital; and
- Work with council to investigate potential future employment and housing opportunities associated with a Sydney Rapid Transit train station at St Leonards/Crows Nest.

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014

The planning proposal is consistent with all of these priorities, as follows:

- The proposal will not reduce the primacy of St Leonards commercial core, as it relates to a highly specialised use that generates employment but is not able to be used for general commercial purposes;
- The proposal seeks to increase the capacity of St Leonards to provide an additional health facility (that is not able to be accommodated on any existing suitably zoned sites);
- The proposal will deliver a health use in proximity to Royal North Shore Hospital; and
- The proposal will facilitate additional workers and visitors to the precinct who will be able to utilise the future rapid transit system.

The proposed site configuration is consistent with desired outcomes of the plan in that it will:

- complement adjoining built form through massing that respects the existing street character and allows for the future redevelopment of the neighbouring sites;
- provides a much needed specialist health care facility for the community; and
- provides additional employment.

The site is not located in proximity to a waterway to the extent that redevelopment poses a risk, or land of high biodiversity, and accordingly will not adversely affect the natural environment.

4.2 State Legislation

4.2.1 Environmental Planning and Assessment Act 1979

The *Environmental Planning and Assessment Act 1979* (the EP&A Act) and the *Environmental Planning and Assessment Act 2000* (EPA Reg) set out, amongst other things, the:

- requirements for rezoning land;
- requirements regarding the preparation of a local environmental study as part of the rezoning process;
- matters for consideration when determining a development application; and
- approval permits and/or licences required from other authorities under other legislation.

Ministerial directions under Section 117 of the EP&A Act set out a range of matters to be considered when preparing an amendment to a LEP. The relevant Section 117 directions for this planning proposal include:

- 3.4 Integrating Land Use and Transport
- 4.1 Acid Sulphate Soils
- 6.1 Approval and Referral Requirements
- 6.3 Site Specific Provisions
- 7.1 Implementation of the Metropolitan Plan for Sydney 2036

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014

The rezoning proposal has been prepared in accordance with the EP&A Act 1979 and EP&A Regulation 2000. Consideration of the relevant provisions within these Directions is provided at **Appendix B**.

4.2.2 State Environmental Planning Policies

The consistency of the planning proposal with relevant State Environmental Planning Policies (SEPPs) is addressed in **Section 7.2** below.

4.3 Willoughby LEP 2012

The proposal's consistency with the overall aims of the Willoughby LEP, the applicable zone objectives and the objectives for floor space ratio are detailed in **Appendix B**.

5.0 Environmental Analysis

5.1 Social and Economic Benefits

In general, investment in major projects can only be justified if the benefits of doing so exceed the costs. Such an assessment must consider all costs and benefits, and not simply those that can be easily quantified. As a result, the EP&A Act specifies that such a justification must be made having regard to biophysical, economic and social considerations and the principles of ecologically sustainable development.

In addition, one of the key objectives of the EP&A Act is to encourage "the promotion and co-ordination of the orderly and economic use and development of land". This and the other objectives of the Act recognise that the planning system needs to enable and facilitate the redevelopment of land in an economic manner, while balancing environmental and social impact and the public interest.

Site Selection

Ramsay Health Care have provided the following statement providing an overview of the site selection process that culminates with this planning proposal:

Due to the lack of mental health services in the local and catchment areas, and the extensive waiting lists experienced at Northside Clinic and Northside Cremorne Clinic, we have recognised over the past 24 months a growing need for more mental health services in all areas of Sydney, but in particular on the lower North Shore, Northern Beaches, Upper North Shore and through to the Central Coast.

Within Ramsay Health Care, all of our Sydney facilities are experiencing lengthy waiting lists with increasing demand from local community health centres and private practitioners for additional services. This has prompted the need for more private mental health beds on the lower North Shore.

We began an extensive search two years ago to find a suitable location for a large Mental Health Inpatient, Day Patient and Out Patient service situated ideally on the lower North Shore of Sydney. The search has extended from Chatswood to North Sydney and also covered the areas of North Ryde, Lane Cove and Lane Cove West. Discussions have also been had with Lane Cove Council regarding the potential of unused land in their precinct and also discussions with other Health organisations with a view of a co-location potential. Despite these efforts a suitable parcel of land was not found, co-location possibilities were ruled out and the various buildings canvassed for conversion into a hospital did not prove suitable for a variety of reasons.

The North Shore has been targeted as the most suitable area for an expansion of services due to its central location for a number of geographic regions which will form our primary catchment area ie. Central Coast, Upper and Lower North Shore, Northern Beaches, CBD, Inner West through to Ryde. Additionally, due to the reputation of Ramsay Mental Health and our proposed specialty units, we would also anticipate a secondary catchment area made up from any suburb in Sydney that does not have specialist treatment centres.

We believe Frederick Street will make an excellent site for the proposed development. The land size is ideal to allow the development of a hospital structure to incorporate all the spaces needed to provide an innovative, state of the art Mental Health facility. We believe that it will be a landmark building and service within the mental health arena for Australia and a flag ship hospital for Ramsay Health Care.

Other merits for this site are the accessibility to public transport options and a level walk from the train station. It is also within the existing public and private

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014

hospital precinct. We believe that the proposed service will enhance and complement those existing services and add value to the medical community and also provide ease of patient use.

Employment

Over 300 people will be employed at the facility, equating to approximately 165 full time equivalent employees.

The number of employees from the hospital is significantly higher than what would otherwise be expected to be generated on the site. Applying the expected employment generation rate of 110 jobs/hectare for the IN2 Light Industrial zone, which is an accepted employment generation rate for light industrial areas within 10 kilometres of the Sydney CBD, results in the following:

• Eastern portion	2,995m ²	33 employees
• Central portion	3,885m ²	43 employees
• Western portion	1,889m ²	21 employees

The total existing employment generation potential of the site as a whole is therefore 97 employees.

The indicative mental health facility on the central portion of the site will deliver 165 full time equivalent jobs, which is significantly higher than the 43 that would be otherwise expected to be generated on a typical IN2 Light Industrial site of that size.

This uplift in employee number demonstrates that the proposal will not have a detrimental on the employment generating potential of the land, but will actually provide greater opportunities for employment.

Surrounding Industrial Uses

The future detailed design of any health services facility will take into account the surrounding context of the locality. For example, appropriate acoustic treatment will be provided to the building to ensure that staff and patients are not disturbed by noise from existing or future industrial activities in the area. This will ensure that the development of a hospital on this site will not preclude the future development of industrial uses in the area.

5.2 Built Form of Indicative Scheme

This planning proposal is accompanied by a preliminary concept for the redevelopment of the site (see urban design study at **Appendix A**). The built form of the indicative scheme facilitated by this planning proposal has been designed to respond to the site's location, provide a positive contribution to the street, consider staff and patient amenity (access to daylight, views, natural ventilation and privacy) and desired car parking and drop-off arrangements.

5.3 Traffic

An Assessment of traffic and Parking Implications has been prepared by Transport and Traffic Planning Associates and is included at **Appendix D**. The purpose of the report is to:

- describe the site, its context and the envisaged development scheme;
- describe the road network serving the site, the prevailing traffic conditions and the public transport services available;
- assess the potential traffic implications;
- assess the envisaged parking provision; and
- assess the suitability of the envisaged vehicle access, internal circulation and servicing arrangements.

Existing Conditions

RMS and traffic survey data was used to determine the existing performance of the Herbert and Frederick Streets intersection and the Frederick Street and Reserve Road intersection. These are both operating satisfactorily during both morning and afternoon peaks.

The former car dealership use on the site generated 44 vehicle trips per hour in peak times.

Proposed Conditions

The traffic generation of the proposed mental health hospital is likely to be lower than that of a medical-surgical private hospital for the following reasons:

- The typical length of stay is 21 days, compared to 3 days in a medical-surgical facility;
- Consulting practitioners typically see 1 patient per hour, compared to 2 or 3 per hour in a medical-surgical facility; and
- It is Ramsay's policy that Inpatients at Mental Health Facilities are not allowed to drive and park their vehicles at the hospital during their stay

In Ramsay Health Care's extensive experience of medical-surgical and mental health private hospitals, the parking rates for the later are typically 30 percent lower. The traffic assessment has applied a more conservative reduction of 20 percent.

This results in projected traffic movements of 64 vehicle trips per hour in the morning peak and 80 vehicle trips per hour in the afternoon peak.

An increase of 20 vehicles per hour compared to the existing use in the morning peak (or one every three minutes) and 36 per hour compared to the existing use in the afternoon peak (or one every 1 minute and 40 seconds) will not have a significant detrimental impact on the surrounding road network.

Distributing these generation rates to the surrounding intersections results in the level of service being maintained as at least 'satisfactory'.

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014

Parking

Applying Willoughby Council's DCP rates would suggest that 176 spaces would be required for hospital as proposed; however as previously detailed a mental health facility generates less demand for vehicles.

Applying the 20 percent reduction to the RMS Development Guidelines for private hospitals results in a required provision of 132 car parking spaces. By way of comparison, a recently completed Ramsay Health Care mental health facility in Brisbane provided an equivalent total of 126 spaces.

The indicative scheme provides 146 car parking spaces (plus 6 short-term drop off spaces). It is considered that this is an appropriate provision given the anticipated use of the development.

The car parking area would include an appropriate quantum of accessible spaces, as well as suitable provision for motor cycle and bicycle spaces.

Driveway Location, Internal Circulation and Loading Dock

The location and design of the proposed driveways were assessed, and found to have suitable sight distances and will comply with the requirements of the relevant Australian Standards. The layout of the car park areas (including bays, aisles and manoeuvring areas) will also comply with the relevant standard.

The loading dock has been designed to accommodate a 12.5 metre truck.

Public Transport

The site is located within convenient walking distance to St Leonards Railway Station and a number of bus stops.

5.4 Contamination

A Phase 1 Environmental Due Diligence Assessment and a Phase 2 Environmental Site Investigation were undertaken by WSP (refer **Appendix E**). These identified that although there is contamination within the site due to its previous industrial uses, the site is likely to be suitable for sensitive uses with accessible soils or limited access to soils. The indicative design does not propose any access to soil other than potentially in the northern corner with landscaping adjacent to the boundary. In any case, further contamination and remediation assessment would be undertaken prior to the submission of a development application for the mental health facility on the site.

5.5 Infrastructure and Servicing

The site is adequately serviced with potable water, sewer, stormwater, electricity and telecommunications services. The connection and amplification of these services (if required) will be considered in any future development application.

6.0 Assessment of Planning Proposal against NSW Department of Planning and Infrastructure Guidelines

The following section includes an assessment against the requirements in *A guide to preparing planning proposals* published by the Department of Planning and Infrastructure in October 2012.

6.1 Parts 1 and 2

Parts 1 and 2 of the guide have been covered in **Section 3.0**, which outlines the objectives and intended outcomes of the proposal, as well as how the intended outcomes can be achieved through amendments to the LEP.

6.2 Part 3 - Justification

6.2.1 Need for a Planning Proposal

Q1 – Is the planning proposal a result of any strategic study or report?

This planning proposal is not the result of any strategic study or report but rather an ongoing planning study undertaken by the proponent and JBA to determine the best use and built form outcome for the site.

Q2 – Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

This planning proposal is the best means of achieving the intended outcome of the development, which is to allow a mental health hospital to be developed on the site. The current zoning and built form controls do not allow this development to be achieved, which, based on the social and economic benefit analysis and the urban design analysis above is shown to be an appropriate outcome for the site.

6.2.2 Relationship to strategic planning framework

Q3 – Is the planning proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?

The proposed development facilitated by this planning proposal supports the current metropolitan strategy contained in *A Plan for Growing Sydney*. This is discussed further in **Section 4.0**.

Q4 - Is the planning proposal consistent with a council's local strategy or other local strategic plan?

It is understood that Council is preparing an LGA wide study of employment generating land that will inform a strategy for its future retention or redevelopment. Given that the proposal will support increased employment on the site and will not preclude future industrial development in the locality, it is not anticipated that the proposal will have a significant impact on the outcomes of the strategy.

Q5 – Is the planning proposal consistent with applicable State Environmental Planning Policies?

An assessment of the planning proposal against applicable State Environmental Planning Policies (SEPPs) is provided in the **Table 5** below.

Frederick Street, St Leonards • Preliminary Planning Proposal | December 2014

Table 2 – Consistency with relevant SEPPs

State Environmental Planning Policies (SEPPs)	Consistent		N/A	Comment
	YES	NO		
SEPP No 1 Development Standards			✓	Clause 4.6 of the Willoughby LEP effectively replaces SEPP 1.
SEPP No 4 Development Without Consent and Miscellaneous Exempt and Complying Development			✓	SEPP (Exempt and Complying Development Codes) 2008 applies to the site.
SEPP No 6 Number of Storeys			✓	Standard instrument definitions apply.
SEPP No 32 Urban Consolidation (Redevelopment of Urban Land)			✓	The proposal does not relate to multi-unit housing, therefore this SEPP is not applicable.
SEPP No 55 Remediation of Land	✓			Stage 1 and 2 Contamination Assessment s have been undertaken in relation to the site (refer Appendix E). These conclude that the site is likely suitable for the future development, however further assessment is required once a detailed scheme is prepared for a development application.
SEPP No 60 Exempt and Complying Development			✓	SEPP (Exempt and Complying Development Codes) 2008 applies to the site.
SEPP No 64 Advertising and signage			✓	Not relevant to proposed amendment.
SEPP No 65 Design Quality of Residential Flat Development			✓	Not relevant to proposed amendment.
SEPP No.70 Affordable Housing (Revised Schemes)			✓	Not relevant to proposed amendment.
SEPP (Affordable Rental Housing) 2009	✓			May apply to future development of the site.
SEPP (BASIX) 2004			✓	Not relevant to proposed amendment.
SEPP (Exempt and Complying Development Codes) 2008	✓			May apply to future development of the site.
SEPP (Infrastructure) 2007			✓	Not relevant to proposed amendment. The site is not within a proscribed zone. Referral to the RMS is not required as it is not proposed to provide more than 200 beds.
SEPP (State and Regional Development) 2011	✓			The future development of the site is likely to be deemed as 'regional development' (meeting the relevant thresholds under Schedule 4A of the EP&A Act), with the JRPP acting as the determining authority.

Q6 – Is the planning proposal consistent with applicable Ministerial Directions (s.117 directions)?

The planning proposal is consistent with the relevant directions for planning proposals issued by the Minister for Planning under Section 117(2) of the EP&A Act. A full assessment is included at **Appendix B**.

6.2.3 Environmental, social and economic impact

Q7 – 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?

The planning proposal will not result in any impact on critical habitat or threatened species, populations or ecological communities or their habitats, given the site's urban location.

Q8 – Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

A detailed assessment of the environmental impacts of the planning proposal is provided in **Section 5.0**. No unacceptable impacts will result from the proposal.

Q9 – Has the planning proposal adequately addressed any social and economic effects?

The proposed development will result in positive economic and social flow-on effects for the local area. The development will provide a much needed health service for the community as well as providing approximately 165 full time equivalent jobs on site.

Overall, the proposed development will support the viability of St Leonards and the Willoughby LGA.

6.2.4 State and Commonwealth Interests

Q10 – Is there adequate public infrastructure for the planning proposal?

The site is located in an established urban area and has access to a range of existing services. Further investigations will be undertaken as part of the preparation of the DA material to ensure that appropriate contributions are made to public infrastructure.

Q11 – What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway determination?

State and Commonwealth authorities will have the opportunity to provide comment on the planning proposal as part of its formal exhibition. Any future DA will be referred to the relevant authorities as required.

6.3 Part 4 – Mapping

Maps of the proposed amendments to the site will be prepared by Council to identify that the central and western portions of the site are subject to the additional permitted use as described in Schedule 1 of the LEP, and that the central portion is also subject to an amended floor space ratio of 2.5:1.

6.4 Part 5 – Community Consultation

It is noted that confirmation of the public exhibition period and requirements for the planning proposal will be given by the Minister as part of the LEP Gateway determination.

Any future DA for the site would also be exhibited in accordance with Council requirements, at which point the public and any authorities would have the opportunity to make further comment on the proposal.

7.0 Conclusion

This report has been prepared by JBA to support a Planning Proposal to Willoughby City Council.

The Planning Proposal seeks to include health services facility as an additional permitted use within the western and central portions of the site, and to increase the maximum permitted floor space ratio to 2.5:1 on the central portion of the site.

The proposal would deliver a much needed mental health service to the broader community, as well as providing significant employment. This assessment has shown that the proposal is consistent with the relevant State and Local Strategies and Environmental Planning Instruments and that the environmental impacts of the development can be suitably managed.

Importantly, the proposal will facilitate additional employment within the industrial development and will not prevent the future development of surrounding sites for industrial purposes.

In light of the benefits of the proposal we conclude that the Planning Proposal presents suitable amendments to the LEP to allow Ramsay Health Care to deliver a much-needed facility and should be supported by Council and processed through the Gateway System.

DRAFT AMENDMENTS TO WILLOUGHBY DEVELOPMENT CONTROL PLAN

F.3.9 Planning Principles for Certain IN2 land in Artarmon and St Leonards

Add the following paragraph after (e):

Development for the purposes of a hospital at 10 Herbert Street, St Leonards (part Lot C DP 401303) must provide a comprehensive noise assessment considering both the noise impact of the hospital on surrounding uses and the noise impact of surrounding uses on the hospital.

U:\Environmental Services\JEFFRIES\ATTACHMENT 2 - DRAFT AMENDMENTS TO WILLOUGHBY DEVELOPMENT CONTROL PLAN.docx