# PLANNING PROPOSAL

Hornsby Town Centre East Precinct Review

May 2017



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## BACKGROUND

The Hornsby Town Centre is the major commercial centre within the Shire. Council recently implemented new planning controls for the west side of the Centre to increase the range of housing, business and entertainment opportunities. Council has now resolved to progress a strategic review of the planning controls for the east side of the Town Centre.

The current planning strategy for the Hornsby East Side is based on the former draft *North Subregional Plan (2007)* and recommendations of the *Kuring-gai and Hornsby Subregional Employment Study (2008)*. However, the Greater Sydney Commission recently exhibited the *Draft North District Plan* which proposes to reclassify the Hornsby Town Centre from a 'Strategic' to a 'District' Centre to reflect its role within the broader North District as a retail and service centre. This, combined with other priorities outlined in the *draft North District Plan*, presents an opportunity to revise Council's planning strategy to achieve the objective of revitalisation on the east side.

In 2015, Council commissioned a feasibility investigation of its existing controls for the east side of the Town Centre which confirmed that the current limit on residential development is impacting on the economic viability of any redevelopment and therefore, is it unlikely any meaningful redevelopment will occur unless Council's controls are reviewed.

## **PART 1 - OBJECTIVES OR INTENDED OUTCOMES**

To change the planning controls within the East Side of Hornsby Town Centre to stimulate economic activity and innovation, provide jobs closer to home, provide additional housing, promote healthier lifestyles and community cohesion, and provide for the upgrading of both the public domain and community and cultural facilities.

## **PART 2 - EXPLANATION OF THE PROVISIONS**

Amendment of the Hornsby Local Environmental Plan (HLEP) 2013 as follows:

- 1. Permit residential development in the B3 Commercial Core;
- 2. Add an additional objective to the B3 Commercial Core zone, such as:

"To maintain existing commercial space and allow for residential development in mixed use buildings, with non-residential uses on the lower levels and residential uses above those levels.";

- 3. Increase building height and floor space ratio controls within the study area to permit mixed use residential and commercial development;
- 4. Reduce the minimum non-residential floorspace control to 2:1 in the B3 and B4 zone within the study area; and
- 5. Rezone railway land from SP2 Railway to B4 Mixed Use to support airspace development above the George Street commuter car park.

## PART 3 - JUSTIFICATION

## Section A - Need for the planning proposal

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

No. However the current planning strategy for the Hornsby East Side is based on the former draft *North Subregional Plan (2007)* and recommendations of the *Ku-ring-gai and Hornsby Subregional Employment Study (2008)*.

The Greater Sydney Commission recently exhibited the *Draft North District Plan* which proposes to reclassify the Hornsby Town Centre from a 'Strategic' to a 'District' Centre to reflect its role within the broader North District as a retail and service centre. This, combined with other priorities outlined in the *draft North District Plan*, presents an opportunity to revise Council's planning strategy to achieve the objective of revitalisation.

Further, in 2015, Council commissioned a feasibility investigation which confirmed that the current limit on residential development within the commercial core on the west side is impacting on the economic viability of any redevelopment.

# 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 investigating and enabling employment development opportunities and introducing residential development within the B3 zone in the Hornsby East Precinct. The HLEP 2013 specifies permissible land uses, 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:

- Stimulating economic activity and innovation within an established commercial centre close to a major transport hub;
- Providing additional employment opportunities;
- Providing additional housing opportunities;

- Providing for the upgrade of the public domain and cultural facilities; and
- Reintegration of Hornsby Mall to promote greater utilisation, activation and connectivity.

#### 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)?

The Planning Proposal is considered to be consistent with the relevant objectives and actions outlined in regional and subregional strategies.

Direction 1.7 of *A Plan for Growing Sydney* relates to concentrating office development in Strategic Centres to provide more jobs closer to home. The Hornsby Town Centre is classified as "Strategic Centre" by the Strategy and identifies the following priorities:

- Work with council to retain a commercial core in Hornsby, as required, for long-term employment growth.
- Work with council to provide capacity for additional mixed-use development in Hornsby including offices, retail, services and housing.
- Support health-related land uses and infrastructure around Hornsby Ku-ring-gai Hospital.
- Work with council to improve walking and cycling connections between Hornsby train station and Hornsby Ku-ring-gai Hospital.

The Greater Sydney Commission is currently reviewing the Greater Sydney Regional Plan and is preparing *Towards our Greater Sydney 2056*. Whilst the principles of the current plan are likely to continue, the city structure and hierarchy of centres is proposed to change, with the Hornsby Town Centre proposed to be classified as a District Centre rather than Strategic Centre to reflect its role within the wider district.

Should this strategy be adopted by the NSW Government, the future role for the Hornsby Town Centre would change from the current strategy of reserving land for knowledge economy jobs to providing jobs that service the local population. This change in strategy is relevant to the zoning of the commercial core which is currently predicated on supporting the delivery of large floorplate office development. However, the provision of jobs to service the growing

Planning Proposal – Hornsby East Side

local population requires either ground floor shop fronts or first floor tenancies.

The Greater Sydney Commission has released the *draft North District Plan* for comment. The Plan identifies (in part), the following priorities for the Hornsby Town Centre:

- encourage revitalisation of the commercial core;
  - better integrate Westfield Hornsby into the centre and make the area more attractive
- attract mixed-use development west of the railway line, encourage stronger integration within the centre, and encourage the development of a lively 'eat-street' or restaurant strip;
- improve walking and cycling connections between Hornsby Station and the Hospital;
- reduce negative traffic impacts on pedestrians;
- promote walking, cycling and public transport to the centre and within it; and
- prioritise public domain upgrades, place making initiatives and a new civic space.

In addition to the above priorities, the draft Plan identifies a challenging job target for the Hornsby Town Centre of 22,000 jobs by 2036, which is an increase of 8,300 jobs. Whilst concern has been raised regarding the potential for loss of investment interest should the Centre be reclassified as a District Centre, this presents an opportunity to revise Council's planning strategy to achieve the priority of revitalisation. Council's supply and demand analysis identifies that future provision of commercial floorspace would only be feasible as part of mixed use developments with residential uses on upper levels.

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 *Community Strategic Plan 2013 – 2023*, which seeks a trusted, sustainable and innovative council dedicated to improving the quality of life of the community.

# 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 B for details.

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

Planning Proposal – Hornsby East Side

The Planning Proposal is consistent with the majority of applicable s117 Ministerial Directions. See Appendix C for details. However, The Planning Proposal will need to justify the reduction in required floor space area for employment uses in the B3 zone to be consistent with Direction 1.1 Business and Industrial zones. The objectives of this direction are to encourage employment growth, protect employment land and support the viability of identified strategic centres.

The existing strategy of preserving land within the commercial core for large format offices is not likely to promote the feasible redevelopment of land. The studies to be prepared in support of this planning proposal will give consideration to the objectives of this Direction and will justify the inconsistency. Council will seek to satisfy the Secretary of the Department of Planning and Environment in this regard.

## 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 East 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 East Precinct is almost fully developed with commercial buildings. Part of the railway land within the precinct is within a Heritage Conservation Area, and also contains a number of heritage items. The heritage items will be considered and protected where necessary as part of any future development.



The review would require a comprehensive investigation of issues including (not limited to) the following studies:

- Traffic and Parking Assessment;
- Economic Feasibility Assessment;
- Heritage Impact Study;
- Public Domain Strategy;
- Urban Design Analysis;
- Community Facility Requirements; and
- Implementation Plan.

Prior to the above studies being commenced, Council is seeking a Gateway Determination to formalise the process, studies and consultation to be undertaken.

# 10. Has the planning proposal adequately addressed any social and economic effects?

Social and Economic effects will be addressed with the preparation of an economic feasibility study, public domain strategy and community facility requirement plan,

The exhibited and adopted *Community and Cultural Facilities Strategic Plan 2015* reviews the provision of social and community facilities and recommends centrally locating facilities that are financially sustainable, multipurpose and flexible, accessible and near public space. The revision of planning controls would consider the strategic vision for the community and cultural facilities in the area and provide opportunity for their integrated delivery.

The future re-development of the commercial core has the potential to impact on the amenity of the Hornsby Mall which attracts over 15,000 visitors daily. The revision of planning controls would have regard to existing public spaces and also consider the opportunity to re-imagine the organisation of this space to promote greater utilisation, activation and connectivity.

## Section D - State and Commonwealth interests

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

Yes.

Council will liaise with service providers during the review process in terms of augmentation of infrastructure and will work closely with Transport for NSW concerning the railway land within the precinct.

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In 2016, the NSW Government announced its plans to progress works for construction of a multi-level commuter car park adjacent to Hornsby Station. Council's submission suggested the proposal does not take advantage of the strategic importance and development potential of the site, nor the opportunity to reconsider the structure of the town centre and location of important services such as the bus interchange. The current location of the bus interchange creates a barrier between the east and west sides of the Town Centre and the expansion of the commuter car park provides the unique opportunity to create a new covered bus interchange on George Street, significant housing and employment opportunities and public domain improvements on the western side of the Town Centre.

Transport for NSW has confirmed that it has considered the comments by Hornsby Council on the commuter car park project and is willing to work with Council to explore its vision for the Town Centre and the role of the Government's land in contributing to the realisation of that vision.

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

Consultation will occur with the public authorities identified in the Gateway Determination.

## PART 4 - MAPS

Study Area



Planning Proposal – Hornsby East Side

## **Current Zoning Map**



Planning Proposal – Hornsby East Side



## Current Height of Building Map

Planning Proposal - Hornsby East Side



## Current Floor Space Ratio Map

Planning Proposal - Hornsby East Side



## Current Land Reservation Aquisition Map

Planning Proposal - Hornsby East Side

## Current Heritage Map



Planning Proposal – Hornsby East Side

## PART 5 - COMMUNITY CONSULTATION

In accordance with "A guide to preparing local environmental plans" prepared by the Department of Planning and Environment (2009) the Planning Proposal would be anticipated to be on exhibition 8 weeks after Gateway Determination authorisation. The exhibition would include:

#### **Public Authorities**

Notification letters and a copy of the Planning Proposal will be sent to relevant public authorities.

#### Advertisement in local newspapers

An advertisement will be placed in the newspapers listed below. The advertisement will identify the purpose of the Planning Proposal and where the Planning Proposal can be viewed.

Hills News Northern District Times Hornsby Advocate

#### Advertisement on the Council website

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

#### 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 Inc
- Hornsby Shire Residents' and Ratepayers' Association Inc
- Hornsby and District Chamber of Commerce
- 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

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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

## **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

#### Planning Proposal – Hornsby East Side

## PART 6 - PROJECT TIMELINE

Weeks after Gateway Determination	ltem	
0	Gateway Determination	
32	Technical Studies / Preliminary Consultation	
36	Resubmit Planning Proposal for endorsement for exhibition	
42	Public Exhibition start	
50	Public Exhibition end	
54	Consideration of submissions from exhibition	
60	Report to Council on submissions	
64	Request draft instrument be prepared	

Planning Proposal – Hornsby East Side



## Appendix A – Location Map

## Planning Proposal – Hornsby East Side

Appendix B -	State Environmental	Planning	<b>Policy Checklist</b>
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Consistent. The Planning Proposal does not contain provisions that contradict or would hinder application of this SEPP.	
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welling houses and shop top been previously permitted land under the Business F (repealed) <i>Hornsby Shire</i> <i>mental Plan 1994.</i>	
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SEPP (Sydney Region Growth Centres) 2006	Not applicable
SEPP (Three Ports) 2013	Not applicable
SEPP (Urban Renewal) 2010	and send the latter of the lat
SEPP (Western Sydney Employment Area) 2009	Not applicable
SEPP (Western Sydney Parklands) 2009	Not applicable

Sydney Regional Plans (deemed SEPPs)	Comment	
Bathurst Regional Local Environmental Plan	Not applicable	
Greater Metropolitan Regional Environmental Plan No 2 – Georges River Catchment	Not applicable	
Mid-Western Regional Local Environmental Plan 2012	Not applicable	
Murray Regional Environmental Plan No 2 – Riverine Land	Not applicable	
SREP 8 - Central Coast Plateau Areas	Not applicable	
SREP 9 - Extractive Industry (No. 2)	Not applicable	
SREP 16 - Walsh Bay	Not applicable	
SREP 20 - Hawkesbury Nepean River (No. 2 – 1997)	Consistent. The Planning Proposal does not involve environmentally sensitive areas within the Hawkesbury-Nepean catchment.	
SREP 30 - St Marys	Not applicable	
SREP 33 - Cooks Cove	Not applicable	
SREP (Sydney Harbour Catchment) 2005		
Tamworth Regional Local Environmental Plan 2010	Not applicable	
Willandra Lakes Regional Environmental Plan No 1 – World Heritage Property	Not applicable	

No.	Section 117 Direction	Comment
1. E	mployment and Resources	
1.1	Business and Industrial Zones	Inconsistency to be justified.
		This proposal will affect land within an existing business zone. Consultant studies will be undertaken to investigate a reduction in the minimum floor space area required in the B3 and B4 zones and the potential for additional residential development within the zones.
		The objectives of this direction are to encourage employment growth, protect employment land and support the viability of identified strategic centres However, the existing strategy of preserving land within the commercial core for large format offices is not likely to promote the feasible redevelopmen of land. The consultant studies to be prepared in support of this planning proposal will give consideration to the objectives of this Direction and will justify the inconsistency. Council will seek to satisfy the Secretary of the Department of Planning and Environment in this regard.
1.2	Rural Zones	Not applicable
1.3	Mining, Petroleum Production and Extractive Industries	Not applicable
1.4	Oyster Aquaculture	Not applicable
1.5	Rural Lands	Not applicable
2. En	vironment and Heritage	
2.1	Environmental Protection Zones	Consistent. This direction requires planning proposals to include provisions that facilitate the protection and conservation of environmentally sensitive areas. However, the planning proposal does not apply to land within an environment protection zone.
2.2	Coastal Protection	Not applicable
2.3	Heritage Conservation	Consistent. The Hornsby Loca Environmental Plan 2013 contains provisions which facilitate the conservation of heritage items and conservation areas. Part of the railway land within the precinct is within a Heritage Conservation Area, and also

## Appendix C – Section 117 Directions Checklist

Planning Proposal - Hornsby East Side

		contains a number of heritage items These provisions will remain in place and be considered as part of any future development.
2.4	Recreation Vehicle Areas	Consistent. This planning proposal does not enable land to be developed for the purpose of a recreation vehicle area.
2.5	Application of E2 and E3 zones and Environmental Overlays in Far North Coast LEPs	Not applicable
3. He	ousing, Infrastructure and Urban Developn	nent
3.1	Residential Zones	Consistent. Consultant studies will be undertaken to consider the introduction of significant residential developmen within the B3 and/or B4 zones. The provision of such housing would broaden the choice of building types and locations, make efficient use of existing infrastructure and services, reduce the
	and the second of the second of the	consumption of land for housing on the
3.2	Caravan Parks and Manufactured Home Estates	urban fringe and be of good design. Consistent. This planning proposal does not identify zones, locations o provisions for caravan parks o manufactured home estates.
3.3	Home Occupations	Consistent. This planning proposal does not seek to change the <i>Hornsby Loca</i> <i>Environmental Plan 2013</i> in relation to the permissibility of home occupations.
3.4	Integrated Land Use and Transport	Consistent. This planning proposal will be prepared to be consistent with the aims, objectives and principles of Improving Transport Choice – Guidelines for planning and development and The Right Place for Business and Services.
3.5	Development near Licensed Aerodromes	Not applicable
3.6	Shooting Ranges	Not applicable
4. Ha	azard and Risk	
	Acid Sulphate Soils	Not applicable
4.2	Mine Subsidence and Unstable Land	Not applicable
4.3	Flood Prone Land	Not applicable.
4.4	Planning for Bushfire Protection	Not applicable. The study area is no mapped, or in close proximity to land mapped as bushfire prone land.
5. Re	egional Planning	
5.1	Implementation of Regional Strategies	Not applicable
5.2	Sydney Drinking Water Catchments	Not applicable
5.3	Farmland of State and Regional Significance on the NSW Far North Coast	Not applicable
5.4	Commercial and Retail Development along the Pacific Highway, North Coast	Not applicable

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5.5	Development in the vicinity of Ellalong, Paxton and Millfield (Cessnock LGA)	Revoked
5.6	Sydney to Canberra Corridor	Revoked
5.7	Central Coast	Revoked
5.8	Sydney Second Airport: Badgerys Creek	Not applicable
5.9	North West Rail Link Corridor Strategy	Not applicable
5.10	Implementation of Regional Plans	Not applicable
6. Lo	cal Plan Making	
6.1	Approval and Referral Requirements	Consistent. The planning proposal doe not include provisions requiring concurrence, consultation or referral of a Minister or public authority and does no identify development as designated development.
6.2	Reserving Land for Public Purposes	Consistent. The study area contains land which is identified on the Land Reservation Acquisition Map for the purpose of roads, with the relevant acquisition authority nominated as Council for local roads and Roads and Maritime Services for classified roads Any proposed change to this will be identified throughout the study process and approval will be sought from the relevant public authority and the Director-General of the Department of Planning should a change be necessary.
6.3	Site Specific Provisions	Consistent. The planning proposal does not seek to allow a particula development proposal to be carried out.
7. Me	tropolitan Planning	
7.1	Implementation of A Plan for Growing Sydney	Consistent. A Plan for Growing Sydner identifies the following priorities which the planning proposal is seeking to achieve:
		<ul> <li>Work with council to retain a commercial core in Hornsby, as required, for long-term employmen growth.</li> <li>Work with council to provide capacity for additional mixed-use development ir Hornsby including offices, retail services and housing.</li> </ul>
7.2	Implementation of Greater Macarthur Land Release Investigation	Not applicable
7.3	Parramatta Road Corridor Urban Transformation Strategy	Not applicable

Planning Proposal – Hornsby East Side

# Appendix D – Evaluation criteria for the delegation of plan making functions

Not Applicable.

Council does not wish to exercise its Authorisation for the delegation of plan making functions in this instance, as the planning proposal relates to a review of, and change to, the current strategy for the Hornsby Town Centre East Side and the study area includes Council owned land.

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