

## 8.0 PLANNING PLACE & COMMUNITY DIVISION REPORTS

<b>ITEM 8.1</b>	<b>DRAFT BROOKVALE STRUCTURE PLAN</b>
<b>REPORTING MANAGER</b>	<b>GENERAL MANAGER PLANNING PLACE AND COMMUNITY</b>
<b>TRIM FILE REF</b>	<b>2017/241857</b>
<b>ATTACHMENTS</b>	<b>1 Draft Brookvale Structure Plan Report (Included In Attachments Booklet)</b>

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### EXECUTIVE SUMMARY

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#### PURPOSE

To present to Council the Draft Brookvale Structure Plan (the Plan) and to seek Council's endorsement to publically exhibit the Plan.

#### SUMMARY

In August 2015, Council resolved to prepare a Structure Plan for Brookvale.

Extensive research and analysis has been undertaken to understand how the Brookvale functions and what contribution it makes to the Northern Beaches and beyond. To inform the process, community engagement has included drop-in sessions, on-line tools, including a bespoke web page and a stall at the Brookvale Show. As Brookvale is largely an employment centre, specific targeted engagement was also held with business owners and individual 1:1 meetings were offered to key stakeholders and State government agencies.

The key findings of the Structure Plan are as follows:

- Brookvale provides a vital economic and employment role for the Northern Beaches.
- Projected employment growth will be in the retail and wholesale sectors and in health care, social assistance and education and training. Manufacturing related employment is expected to decline.
- Notwithstanding the projected decline in manufacturing, these lands will continue to make a significant contribution to the economy of the Northern Beaches. Accordingly, Brookvale's industrial lands should be retained. Redevelopment should be encouraged and an extended range of employment uses within these lands considered.
- Warringah Mall should be supported to retain its function as the major retail centre for the Northern Beaches, and continue its role as a major retail jobs contributor to the centre.
- Mixed use development in the Brookvale Town Centre should be encouraged, but only on the basis that any new development results in a net increase in employment floor space.

The Structure Plan will guide future development within Brookvale and recommend any land use changes necessary to ensure that it can function as a vibrant, sustainable employment focused centre.

A Draft Brookvale Structure Plan Report has now been prepared and is ready to be placed on public exhibition to seek community comment. This Plan contains various statutory and non-statutory recommendations for the future management of development in Brookvale. It does not rezone any land, but recommends a number of changes to implement its findings.

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**RECOMMENDATION OF GENERAL MANAGER PLANNING PLACE & COMMUNITY**

That Council:

- A. Endorse the Draft Brookvale Structure Plan for the purposes of public exhibition.
  - B. Exhibit the Draft Brookvale Structure Plan for a period of 6 weeks.
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## REPORT

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### BACKGROUND

The Structure Plan has been prepared to understand how Brookvale functions and what contribution it makes to the Northern Beaches and beyond. Once this was established, the key purpose of this plan was to guide future development of Brookvale, in response to its role as part of the combined Brookvale-Dee Why Strategic Centre, identified in the metropolitan strategy *A Plan for Growing Sydney*. It was to complement the existing Dee Why Masterplan, by providing future strategic direction for the Brookvale component of the Brookvale-Dee Why Strategic Centre.

The Structure Plan has been prepared to ensure that Brookvale remained as a sustainable employment hub into the future, by providing Council with a solid planning framework to manage change to the Brookvale area, informing and guiding future planning decisions. It will also consider key issues such as employment retention and growth; protection of industrial land; opportunities for affordable housing; linkages to the proposed B-Line; capacity of transport infrastructure as well as pedestrian and cycle connectivity.

### PLANNING CONTEXT

Brookvale-Dee Why was identified as a combined Strategic Centre in the metropolitan plan, *A Plan for Growing Sydney*, designed to guide growth in Sydney for the next 20 years. In the recently released Draft North District Plan, Brookvale-Dee Why is still identified as a combined centre, but classified as a District Centre rather than a Strategic Centre.

Regardless of whether Brookvale-Dee Why is classified as a Strategic Centre or a District Centre, it is a major employment centre for the Northern Beaches region and beyond and will continue to provide this function. Brookvale has always been identified as the employment/jobs component of the centre, with Dee Why providing the residential, civic and community functions.

Brookvale largely consists of industrial and business support uses and is the largest industrial area in the region. It provides a valuable resource for the Northern Beaches and beyond and currently provides approximately 14,000 local jobs. To retain this resource, it is important that all industrially zoned land is protected and supported into the future.

### PROJECT CONTEXT

The Brookvale Structure Plan is intended to complement the Dee Why Masterplan and also the recently completed Hospital Precinct Structure Plan. When completed the Northern Beaches will have strategic planning documents providing a sound framework for the future planning of these important centres and also a sound basis for the future preparation of a LGA wide Local Planning Strategy.

With changes to transport coming to the Northern Beaches (B-line, road improvements on Warringah Road and Mona Vale Road and the preliminary planning of a Beaches Tunnel link), there will be added development pressure, particularly on these identified centres.

For this reason, it is important that the Brookvale Structure Plan provides a robust framework to guide future development and to ensure that any development enhances and enlivens the area and protects its primary purpose of providing jobs for the region.

### DRAFT BROOKVALE STRUCTURE PLAN

#### Project Scope

The primary aim of this Structure Plan is to enhance and support the function of Brookvale as an important employment hub, supporting industry and job growth while at the same time enhancing the built environment to make it a more attractive place to work and live, with its own sense of place and identity. The Plan will guide future development within Brookvale and recommend any

land use changes necessary to ensure that it can function as a vibrant, sustainable employment focused centre.

### **Engagement Strategy**

The project was supported by an Engagement Strategy which outlined a three (3) step engagement process.

Stage 1 was focused on Project Definition and Visioning. This was done via on-line information on a project web page, an on-line tool to collect visioning comments, a consultation stall at the Brookvale Show, as well as 2 community drop-in sessions. In addition to this, a brochure was distributed to all properties and businesses within the Investigation Area, as well as the surrounding Area of Influence and a letter was sent to all non-resident owners in the same area.

Stage 2 involved Targeted Consultation. Business owners and operators, as well as key stakeholders, within Brookvale were invited to a visioning workshop to discuss their views from a business perspective. During this stage a number of 1:1 meetings were also held with key stakeholders, internal Council customers and State government agencies.

Stage 3 will be the exhibition of the Draft Structure Plan, once it has been endorsed by Council for exhibition. The purpose of this stage is to get feedback from the community on the Draft Plan.

### **Structure Plan Process**

The Structure Plan project has involved the preparation of a number of reports including an Analysis Report; a Scenario Report and the Draft Brookvale Structure Plan Report.

The Analysis Report outlined the existing context and also benchmarked Brookvale against other similar centres. This information was then used to inform the Scenarios Report, which pulled together background information, the results of community consultation as well as transport, economic and demographic analysis.

A set of *Development Principles* and a *Development Framework* for Brookvale were then prepared. Following on from this, and taking into account the identified capacity of the road network, four scenarios were examined and tested. These scenarios explored various options for accommodating projected growth in Brookvale, underpinned by economic and transport analysis.

All scenarios were based on the road capacity limits set by the 2012 Brookvale/Dee Why TMAS (Transport Management and Access Study), which identified that the area could accommodate 3,500 extra jobs without the necessity for major road upgrades (of which 3,000 were allocated to Brookvale, as the employment hub).

The Scenarios Report concluded that Scenario 3 was the preferred option for accommodating the projected growth and revitalisation of Brookvale. This Scenario sought to balance employment and residential growth and allowed for 60% growth in employment and 40% growth in residential. It was considered that this mix was the preferred option for ensuring the continuation of a mixed use centre which had an employment focus. This in turn was based on economic advice that residential growth was necessary to support and encourage jobs growth in the Town Centre and the adjacent industrial areas. Residential growth in the Town Centre would also provide opportunities for affordable housing, an issue identified by local businesses as part of the consultation.

### **Structure Plan Report**

This report (Attachment 1) brings together all the work presented in the Analysis Report and the Scenarios Report and delivers a framework for the future development of Brookvale. It is this Report which is now presented to Council for endorsement for public exhibition.

The overall framework for Brookvale is presented in a Structure Plan Map, which is supported by words which describe what change is envisaged and how the Structure Plan will be implemented.

### What changes are proposed?

To implement the Brookvale Structure Plan, a number of statutory and non-statutory changes are recommended. The statutory changes involve amendment of Warringah Local Environmental Plan (WLEP) 2011 and Warringah Development Control Plan (WDCP) 2011, being the statutory planning documents applying to the Brookvale area. Non-statutory changes involve recommendations around a number of policies such as a Public Domain Improvement Plan, which can be prepared to guide future improvements to public areas within Brookvale.

As mentioned, the focus of the Draft Brookvale Structure Plan is not about growth, but rather managed growth to reinforce the employment role and to enhance the amenity of Brookvale. The economic advice provided as part of the Structure Plan process was that future job growth would be largely within the retail and service sectors, however a certain amount of residential growth would be necessary to encourage job growth in these sectors. Based on the established *Development Principles*, the Brookvale Town Centre was considered the appropriate place to focus this employment and housing growth.

Therefore, the Plan recognises the existing mixed use nature of the Brookvale Town Centre and recommends changes to the planning controls to encourage redevelopment which will provide for meaningful job growth as well as providing opportunities for affordable housing.

The proposed changes to the Brookvale Town Centre will also include a commitment to the provision of affordable housing, in accordance with Council's adopted Affordable Housing Policy. Any mixed use developments in the Town Centre would be required to provide a minimum of 10% affordable housing, to provide necessary housing to support the surrounding industrial lands.

The following provides a summary of the statutory and non-statutory changes proposed by the Draft Brookvale Structure Plan. All changes are underpinned by the *Development Principles* and *Development Framework*, established as part of the Structure Plan process, which are outlined in the Structure Plan Report.

#### Recommended changes to WLEP 2011

- Introduction of a new B4 – Mixed Use zoning for the Brookvale Town Centre
- Expansion of the Brookvale Town Centre west to Dale Street
- Introduction of a requirement for mandatory provision of 2 levels of retail/commercial in Town Centre
- Introduction of affordable housing requirements for the Town Centre, in accordance with Council's Affordable Housing Policy
- An increase in maximum building height in the Brookvale Town Centre to 21 metres (except for a Transition Area fronting Dale Street which will be limited to 15 metres)
- Rezoning of Aldi site to B3 Commercial Core to recognise its role as part of the retail core
- Expansion of permissible uses in IN1 General Industrial Zone, as it applies to Brookvale. For industrial land west of Pittwater Road it is proposed to allow "office premises" and "business premises" and for industrial land east of Pittwater Road, it is proposed to allow "food and drink premises" as additional permitted uses (APU's).

#### Recommended changes to WDCP 2011

- Introduction of specific DCP controls for the Brookvale Town Centre (for proposed B4 - Mixed Use zone)

- Review of existing DCP controls, as they would apply to the other areas of Brookvale, including the Industrial and Business Development areas.

**Non-statutory recommendations**

- Preparation of a Public Domain Plan (to deliver green streets, green links and other public domain improvements)
- Preparation of a Section 94 plan (to fund public domain upgrades, identified public parking improvements etc)
- Investigation of future vehicular connections, which include a rear laneway connecting Winbourne Road to Sydneham Road and a connection from Powells Road to Pittwater Road (should the bus depot be redeveloped).

The Structure Plan also identifies future opportunities, which are not included within the Structure Plan, but are flagged for future investigation. Most of these are reliant upon a change in the road network capacity or dependent upon certain key sites being redeveloped.

**Identified Future Opportunities (for future investigation)**

- Investigation of additional permitted uses for Warringah Mall, particularly in conjunction with the identified southern gateway for Brookvale
- Possible redevelopment of the Brookvale Bus Depot site
- Investigation of additional permitted uses for Brookvale Park, to help retain Brookvale Oval as a sports facility and to recognise its location at the northern gateway to the Brookvale Town Centre.

**PUBLIC EXHIBITION**

It is proposed that the Draft Structure Plan be placed on public exhibition to enable the community to view the Plan and make submissions (Stage 3 of Engagement Strategy).

The Plan will be exhibited for 6 weeks. The public exhibition period will enable the community and key stakeholders to view the Draft Plan and provide feedback to Council. Public submissions will be encouraged.

Engagement activities will include:

- Drop-in sessions where the community and stakeholders will have the opportunity to discuss details of the Draft Plan with Council staff
- On-line engagement via the Project Page
- Letterbox drop of brochures to all businesses and dwellings within the Investigation Area and the surrounding Area of Influence
- Letters to all non-resident owners of land within the Investigation Area and the surrounding Area of Influence
- Advertisements in Manly Daily and media releases
- Individual consultation with key stakeholders, internal Council customers and State government agencies.

## **POST PUBLIC EXHIBITION**

At the conclusion of the public exhibition period, all submissions received will be reviewed and assessed and a Submissions Summary Report prepared.

A Final Brookvale Structure Plan will be presented to Council for adoption, which will have been amended to reflect the results of the submissions assessment. If Council endorses the Final Brookvale Structure Plan, there will also be a series of recommended actions to implement the Plan.

It is important to note that the Structure Plan is a strategic planning document and it does not rezone any land. Any recommendations for statutory zoning or policy changes will need to follow separate processes, subsequent to the final endorsement of the Structure Plan.

## **CONSULTATION**

There is no statutory exhibition period for Structure Plans. It is proposed to exhibit for a period of 6 weeks which will provide ample time for the community to consider the Plan and provide comment. In accordance with Council's Engagement Policy, the exhibition period will be extended should it clash with school holiday or other public holiday dates.

## **TIMING**

The Draft Plan will be exhibited for 6 weeks and then all submissions will be assessed and a Submissions Report prepared. Timing will depend on the number of submissions received as a result of the exhibition, but at this stage it is envisaged that a Final Brookvale Structure Plan will be reported in late 2017/early 2018, with implementation steps commencing in mid 2018.

## **FINANCIAL IMPACT**

This Plan is a strategic document which, in itself, does not have any financial impact. The future implementation of the Plan will involve Council resources, possibly assisted by external consultants to deliver the LEP and DCP amendments, Section 94 Contributions Plan and Public Domain Strategy.

## **SOCIAL IMPACT**

The Plan includes a range of outcomes which will result in a positive social impact for Brookvale and the wider region. Its focus is on providing sustainable jobs growth, while at the same time revitalising the Brookvale Town Centre, by encouraging housing (including affordable housing) and jobs growth within the Town Centre. This in turn will provide better services for workers and businesses within the Brookvale industrial areas.

## **ENVIRONMENTAL IMPACT**

The aim of the Plan is to ensure that future development is sustainable, particularly in relation to the impact of any growth on the existing road and traffic network. It intends to introduce a series of green streets and green links to encourage passive transport and to bring the environment into the industrial areas. Proposed Development Control Plan amendments will ensure that sustainable planning principles are implemented in Brookvale.



**7.10 WALK AVALON - PEDESTRIAN ACCESS AND MOBILITY PLAN****185/17 RESOLVED*****D Persson***

That Council:

- A. Adopt the Walk Avalon – Pedestrian Access and Mobility Plan and commence programming of works in future operational budgets.
- B. Work with the community to deliver infrastructure outcomes detailed in the Walk Avalon – Pedestrian Access and Mobility Plan.

**7.11 2018 LICENCE FOR THE USE OF BROOKVALE OVAL BY THE MANLY WARRINGAH SEA EAGLES****186/17 RESOLVED*****D Persson***

That Council:

- A. Approve, subject to compliance with the requirements of the Local Government Act 1993, entering into a licence with the Manly Warringah Sea Eagles Ltd for the use of Brookvale Oval for a period of 1 year.
- B. Authorise the Chief Executive Officer or the authorised delegate to execute all documentation necessary in order to give effect to this resolution.

**8.0 PLANNING PLACE & COMMUNITY DIVISION REPORTS****8.1 DRAFT BROOKVALE STRUCTURE PLAN**

NOTE: Brian Halstead addressed Council on this item.

**187/17 RESOLVED*****D Persson***

That Council:

- A. Endorse the Draft Brookvale Structure Plan for the purposes of public exhibition.
- B. Exhibit the Draft Brookvale Structure Plan for a period of 6 weeks.