

ITEM 2

**REVIEW OF WOLLONGONG INNOVATION CAMPUS MASTER PLAN
(WOLLONGONG DEVELOPMENT CONTROL PLAN 2009 -
CHAPTER 14)**

The University of Wollongong has requested a review of Wollongong DCP 2009 - Chapter D14: Wollongong Innovation Campus in accordance with the clause 2.3 Master Plan review requirements since the Innovation Campus (iC) has reached the Stage 1 (45,000m²) development milestone.

This report presents the proposed amendments to Wollongong DCP 2009 Chapter D14: Wollongong Innovation Campus. It is recommended that the proposed amendments to Wollongong DCP 2009 Chapter D14 be publicly exhibited for a minimum period of twenty eight (28) days.

Recommendation

- 1 The revised draft Wollongong Development Control Plan 2009 Chapter D14: Wollongong Innovation Campus be publicly exhibited for a minimum period of twenty eight (28) days.
- 2 The final revised draft Wollongong Development Control Plan 2009 Chapter D14: Wollongong Innovation Campus be reported back to Council for adoption, following consideration of any public submissions arising from the exhibition process.

Attachments

- 1 Locality Map with zoning
- 2 Recommended draft Wollongong DCP 2009 Chapter D14: Wollongong Innovation Campus

Report Authorisations

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Background

The Wollongong Innovation Campus site originally consisted of the following lands:

- Brandon Park;
- The Science Centre;
- The University of Wollongong's Campus East complex; and
- Riparian lands in Cabbage Tree Creek and Para Creek.(Attachment 1)

In December 2001, a report was prepared for the NSW Premier's Department by the NSW Department of Public Works and Services which set out a strategy for the development of the 'Innovation Campus' at Brandon Park. The strategy included:

- (a) a loan of approximately \$16 million to the University of Wollongong to assist with Master Planning and site infrastructure costs;
- (b) the transfer of Brandon Park site to the control of the University of Wollongong; and
- (c) funding to Wollongong City Council to assist with the relocation of the Wollongong Wolves and Wollongong Olympic Soccer Clubs.

In March 2002, the (then) NSW Premier Bob Carr announced that the strategy recommendations made by the NSW Department of Public Works and Services had been accepted by the NSW Government.

In May 2002, a Memorandum of Understanding was entered into between the NSW Government, University of Wollongong and Wollongong City Council to facilitate the development of Brandon Park as the Wollongong Innovation Campus.

Brandon Park was formally transferred (from the Wollongong Sportsground Trust as previous owner) to the University of Wollongong on 1 November 2002.

The Wollongong Innovation Campus (iC) site comprises a total of 33 hectares (inclusive of riparian / floodplain lands) with a development area in the order of 27.04 hectares.

The site was rezoned to permit the iC through the gazettal of Wollongong Local Environmental Plan (LEP) 1990 (Amendment No. 221) on 16 January 2004. Wollongong LEP 1990 (Amendment No.221) rezoned the majority of the iC site to 3(e)(Research and Development Business Zone) with the remaining Fairy Creek and Cabbage Tree Creek riparian lands being rezoned to 6(a)(Public Recreation).

Wollongong LEP 1990 (Amendment No. 221) was supported by the "*iC Innovation Campus Masterplan and Associated Documentation dated August 2003*" (ie prepared by the University of Wollongong and Baulderstone Hornibrook). The Master Plan and associated documents provided the detailed planning requirements for the iC site.

Wollongong LEP 1990 (Amendment No. 221) incorporated a new Schedule 5A into WLEP 1990 which recognised the Wollongong Innovation Campus Master Plan. This Master Plan was conceptually endorsed by both Council and the then NSW Department of Planning on 17 March 2004 in line with the requirements of new clause 38A under WLEP 1990, following the gazettal of Wollongong LEP 1990 (Amendment No. 221).

The original Wollongong Innovation Campus Master Plan was approved by Development Consent DA-2003/1411 issued on 10 February 2004. The NSW Department of Infrastructure, Planning and Natural Resources formally endorsed the Master Plan on 22 March 2004.

It is noted that the Science Centre and the Campus East Student Accommodation were both in existence prior to the endorsed Master Plan for the iC site.

However, as a result of the Standard Instrument LEP requirements, Council in its preparation of Wollongong LEP 2009 was no longer able to retain the Master Plan for the Wollongong Innovation Campus site within a schedule in Wollongong LEP 2009.

Therefore, the Wollongong Innovation Campus Master Plan was incorporated into Chapter D14 of Wollongong DCP 2009, in order to retain the detailed planning requirements for the iC site.

Wollongong LEP 2009 came into force on 26 February 2010 and rezoned the 3(e) land site to SP1 Special Activities – Wollongong Innovation Campus. The permissible uses are listed on the zoning map and in the land use table. The Nissen Hut is listed as a heritage item of State heritage significance.

The Wollongong DCP 2009 came into force on 3 March 2010. Wollongong DCP 2009 Chapter D14: Wollongong Innovation Campus requires periodic reviews of the Master Plan by the University of Wollongong when the development Gross Floor Area (GFA) reaches 45,000m² (Stage 1), 75,000m² (Stage 2) and 105,000m² (Stage 3).

The Wollongong Innovation Campus (iC) site has been progressively developed by University of Wollongong since May 2005. Extensive land reshaping works have also occurred on-site in line with Chapter D14 Master Plan.

The breakdown in the development history of the iC site pre and post 2004 is illustrated in Table 1 below:

Table 1: Approved Building Development within the Wollongong Innovation Campus (iC) site

DA Number / Consent Date	Building Description	Gross Floor Area (m ²)	Cost of Construction
Pre 2004	Existing Development – Science Centre	2,010	NA
Pre 2004	Existing Development – Campus East Student Accommodation	10,843	NA
22 March 2004	iC Master Plan approved by NSW Department of Infrastructure, Planning & Natural Resources	NA	NA
DA 2004/448/A Consent Date: 21 June 2004	Student Accommodation building	7,839	\$10 Million
DA 2004/1451 Consent Date: 3 November 2004	Science Centre (Stage 2) extension	504	\$500,000
DA 2005/891/D Consent Date: 5 May 2008	iC Central Facilities Building and associated landscape works	6,642	\$20 Million
DA 2006/1577/C Consent Date: 2 May 2008	3 storey Laboratory and Office Building (AIIIM)	4,002	\$19.7 Million
DA 2007/955/B Consent Date: 12 September 2008	New building to accommodate academic, research and education / training (CTCP)	2,946	\$12 Million

DA Number / Consent Date	Building Description	Gross Floor Area (m ²)	Cost of Construction
DA 2008/1231 Consent Date: 13 November 2008	Digital Media Centre & Graduate School of Business building (DMC/GSB)	3,271	\$13.153 Million
DA 2009/779/A Consent Date: 20 May 2010	4 storey office building (iC Commercial Building 1)	11,524	\$29.25 Million
DA 2011/163 Consent Date: 24 January 2012	Sustainable Building Research Centre	2,600	\$14.514 Million
Total		45,044 (Post Master Plan Approval) 57,897 (Pre and Post Master Plan Approval)	\$119.12 Million

The first initial review of the Master Plan / Chapter D14 of Wollongong DCP 2009 has now been undertaken by the University of Wollongong since development within the iC site has reached 45,000m² GFA (excluding the original Science Centre and the Campus East Student Accommodation) or 57,897m² GFA (including both the Science Centre and the Campus East Student Accommodation).

Related to the development of the iC is Council’s long term strategy for the acquisition of land to enable a future road connection between the Princes Highway / Flinders Street and Squires Way via Ajax Avenue.

Council at its meeting on 26 March 2013 considered a report recommending the purchase of 18 Ajax Avenue, North Wollongong, which forms part of the proposed future Ajax Avenue link road. Council resolved that:

“The matter be deferred pending a Councillor Briefing in relation to the Innovation Campus Precinct including the Memorandum of Understanding between the University of Wollongong and Council.”

A Councillor briefing was held on 2 July 2012 which outlined the history of the Wollongong Innovation Campus and the associated Memorandum of Understanding between the NSW Government, University of Wollongong and Council.

The property at 18 Ajax Avenue, North Wollongong was subsequently sold to a separate party.

Proposal

The University of Wollongong has undertaken the first review of the Master Plan for the iC site in line with the clause 2.3 Master Plan review requirements contained in Wollongong DCP 2009 Chapter D14: Wollongong Innovation Campus.

The Master Plan review by University of Wollongong was supported by the following documents:

- A Draft Wollongong DCP 2009 Chapter D14: Wollongong Innovation Campus revision document;
- “*Flood Management Study Masterplan Review 2011-12*” report, prepared by Cardno and dated July 2012;
- “*Innovation Campus Masterplan Review – 2012 Water Sensitive Urban Design*” report, prepared by Cardno and dated May 2012;
- “*University of Wollongong Innovation Campus Masterplan: Traffic and Transport Assessment*” report, prepared by AECOM and dated 7 March 2012; and
- “*UoW: Innovation Campus Masterplan Review (2012): Paramics Base Year Model Calibration and Validation Report*”, prepared by AECOM and dated 7 March 2012.

The key issues examined in the Master Plan review are summarised below under Planning and Policy Impact.

Consultation and Communication

The revised draft Wollongong DCP 2009 Chapter D14: Wollongong Innovation Campus is proposed to be placed on exhibition for public comment for a minimum period of twenty eight (28) days, in accordance with the requirements of the Environmental Planning and Assessment Regulation 2000.

The exhibition of the draft Wollongong DCP 2009 Chapter D14 will allow for community input on the amendments proposed.

Planning and Policy Impact

Traffic Issues

The University of Wollongong iC Master Plan review was supported by “*University of Wollongong Innovation Campus Masterplan: Traffic and Transport Assessment*” report dated 7 March 2012, prepared by AECOM.

The AECOM report includes a road network assessment and modelling to assess the increase in travel demands on the surrounding road network under two different options or scenarios. The recommended Option 2 includes an additional road connection to the iC site via Montague Street and Puckey Avenue.

Below is a summary of the modelling results under the recommended Option 2:

- The development of the iC site is likely to reach 75,000m² GFA by 2016.
- The Squires Way / Main iC access road intersection will operate at a Level of Service of B with an average delay of 15.1 seconds during the 2016 AM peak. The longest average delay is attributed to vehicles exiting the Main iC access road with a delay of 46.7 seconds (Level of Service D).
- In the 2016 PM peak, the Squires Way / Main iC access road intersection will also operate at a Level of Service B and a corresponding average delay of 19.4 seconds. The longest average delay is again attributed to vehicles exiting the Main iC access road with a 56.9 second delay (Level of Service E).
- In the 2016 AM peak, the Princes Highway / Ajax Avenue intersection will operate at a Level of Service B with an average delay of 25.5 seconds.
- In the 2016 AM peak, Ajax Avenue will experience the longest average delay at 44.2 seconds (Level of Service D).
- In the 2016 PM peak, the Princes Highway / Ajax Avenue intersection operates at a Level of Service B with an average delay of 22.4 seconds.
- The Squires Way / Elliotts Road intersection operates at a Level of Service D and an average delay per vehicle of 56.1 seconds, during the 2016 AM Peak period.
- In the 2016 PM peak, the Squires Way / Elliotts Road intersection operates at a Level of Service D with an average delay per vehicle of 55.1 seconds.
- The Montague Street / Puckey Avenue intersection operates in both the 2016 AM and PM peak periods at a Level of Service A with average delays per vehicle of only 2.5 seconds and 3.1 seconds respectively.
- The local road network will perform better once the proposed access road is provided to the western part of the iC site via the Montague Street / Puckey Avenue intersection. In this regard, Squires Way is likely to experience reduced northbound queuing during the 2016 PM peak period given that a higher proportion of iC traffic will use the new western access road to / from the iC site.
- The iC currently has a shared path / cycleway running down the eastern side of Squires Way with WDCP 2009 proposing a shared path / cycleway for the western side of Montague Street. The proposed Puckey Avenue bridge for the preferred Option 2 access arrangement will provide a direct link to this new cycleway as well as providing an additional access for pedestrians via a pedestrian refuge on the northern side of the Montague Street / Puckey Avenue intersection.

It should be emphasised that the current review examines and models the traffic and transport implications from the growth of the iC up to 75,000 m² GFA only. In this regard, Council is currently undertaking its own traffic modelling for the wider City

Centre and the surrounding road network to the iC site. This traffic modelling will consider the necessity of additional Squires Way / iC intersections and / or the proposal for the Ajax Avenue link road in the long term. The current Council traffic modelling has been initiated on the basis that Council would ultimately be required to substantially fund any new intersections on Squires Way and /or the Ajax Avenue link road option given that iC traffic is anticipated to contribute only a small proportion of the overall traffic volume along Squires Way. It is intended that Council's traffic modelling will then help to inform the next iC traffic and transport study review report at the 75,000m² milestone.

The revised draft Wollongong DCP 2009 Chapter D14: Wollongong Innovation Campus includes the requirement that a future transport review will be required, when the iC development reaches 75,000m² GFA.

The revised draft Master Plan prepared by the University of Wollongong included the deletion of the current DCP Chapter D14 Figure 49 (External Road Network (Squires Way) and Chapter D14 Figure 50 (Proposed Option – External Road Network (Ajax Avenue)).

However, the recommended draft Chapter D14 Master Plan retains the current DCP Chapter D14 Figure 49 (External Road Network (Squires Way) and Chapter D14 Figure 50 (Proposed Option – External Road Network (Ajax Avenue)) since the decision on whether the additional three (3) intersections on Squires Way and the possible Ajax Avenue link road are necessary will be made, when the next traffic and transport assessment report is provided at the 75,000m² development milestone.

It must also be acknowledged that Development Consent DA-2012/5 was approved on 6 July 2012 for the proposed construction of a new road bridge and new access road to the western part of the iC site, via the Montague Street and Puckey Avenue intersection. This new bridge and access road will provide an alternative access route for commuters travelling to / from the iC site. It is likely to improve traffic flows along Squires Way, during both AM and PM peak times. Construction of the new bridge is underway with foundation piers currently being laid. The new bridge is scheduled to be completed by December 2013 with the completed access road is anticipated to be operational by early 2014.

Therefore, the three (3) additional proposed intersections on Squires Way to the iC site are not considered necessary, in the short term. However, the impact of the iC site upon the local road network will be again reviewed by the traffic study required at the 75,000m² development milestone.

It is noted that the Economic Development Advisory Board (EDAB) at its meeting of 12 June 2013 resolved in part to recommend to Council that the EDAB supports the upgrading of Squires Way to four (4) lanes as the 4th listed priority, behind Fowlers Road Bridge and road connection, Bald Hill upgrade and the Grand Pacific Walkway.

Carparking Issues

The University of Wollongong also has a car parking strategy in place which is designed to reduce car dependency within the iC site, particularly over the medium to long term. At present, the iC site has a car parking rate in the order of 1 space per 60 m² of GFA. However, the iC Master Plan proposes a parking strategy with an ultimate car parking rate of 1 space per 80m² of GFA. This is based on the fact that the iC site is well serviced by public transport, particularly given that the free shuttle bus runs along Squires Way with two bus stops servicing the iC site. The Fairy Meadow railway station is also within a comfortable walking distance from the site.

The University has also introduced a parking payment regime which helps to promote alternative transport modes for the journey to work.

The University has indicated in recent discussions with Council staff that the existing at grade carparks within the iC site are available for use as surplus carparks for major sporting or other out of hours events taking place in the city centre. The location of parking at the iC is considered suitable for this purpose given the proximity of the free 'Gong Shuttle' bus service.

Comprehensive parking surveys will be required as part of the future traffic and transport study (at the 75,000m² development stage), in order to determine the effectiveness of the parking strategy.

New buildings (since 2006) also include end of trip bicycle facilities which are promoted by the iC and are increasing in usage.

Potential Flooding Issues

Assessment of the flooding impacts associated with the iC is complex for a number of reasons. The Master Plan developed for the site and adopted by Council in 2004 incorporated a Flood Management Strategy for the iC which was prepared in 2002. At that time, Council had only limited information and knowledge of flooding issues in the Fairy and Cabbage Tree Creek catchment area.

The 2002 Flood Management Study for the iC was undertaken by Forbes Rigby and considered the susceptibility of the site to flooding and included recommended minimum habitable floor levels for buildings set at the Probable Maximum Flood (PMF) level which exceeded the standard criteria adopted for new subdivisions but this more stringent standard was considered prudent given the nature of the site being surrounded by floodwater.

Council has since developed the Fairy and Cabbage Tree Creeks Flood Study and Fairy and Cabbage Tree Creek's Floodplain Risk Management Study and Plan which were completed in 2010 and adopted by Council on 14 December 2010.

There are a number of important differences between Council's 2010 adopted Flood Study and the Flood Management Strategy undertaken for the iC in 2002. Most

significantly the impacts of climate change and sea level rise were included in the 2010 study which has increased the extent of flood affected areas within the catchment.

With the benefit of the 2010 adopted Flood Study and Flood Risk Management Plan and Study, off-site impacts associated with the development of the iC have been considered and assessed in the Cardno Flood Management Study Master Plan Review (2011-12).

The Cardno 2011-12 Flood Management Study demonstrates that there are negligible off-site flooding impacts associated with the completion of the iC development for the 100 year Average Recurrence Interval (ARI) flood event. However, the Study also highlights that off-site flooding impacts affecting properties within Cowper Street, Ajax Avenue, Exeter Avenue, Achilles Avenue, Montague Street, Ralph Black Drive, Virginia Street, Pleasant Avenue and George Hanley Drive, would result from the completion of the iC development in the Probable Maximum Flood (PMF) event.

It needs to be acknowledged that the iC was planned, approved and commenced under the 2004 Master Plan which considered the flooding information and analysis that was available at that time.

Given the potential flooding issues in extreme (PMF) flood events identified in the Cardno 2011-12 Study, it is recommended that further analysis / clarification be sought to specifically examine the differences between the approved 2004 Master Plan and the proposed Draft Master Plan to demonstrate that no additional flood issues or impacts will result from the proposed changes to the site and buildings layout within the updated Draft Master Plan.

This information will be assessed in conjunction with the public exhibition of the Master Plan review and will enable Council officers to determine whether proposed changes including the student accommodation building; surface carpark; and child care building within the northern floodway of the site can be supported.

Further careful consideration will also need to be given to the proposed changes to the minimum floor levels established for the site.

Relationship with Wollongong CBD

Some Wollongong CBD landowners have previously expressed concerns about potential office tenants moving out of the CBD to the iC and other locations (eg Coniston, Fairy Meadow). The landowners claim that the out-of-centre development is reducing demand for new office buildings in the CBD, and not all the tenants at the iC are research and development focused.

Council at its meeting on 1 February 2011 considered a report on major development approvals in the Wollongong City Centre and resolved (in part) that:

- “2 *Review land-use zones around the periphery of the city centre to ensure that strategic plans reflect the need to strengthen and support the city centre and CBD.*”

The iC has had a positive economic benefit for the region, including to date, over \$119.12 million in construction value, the creation of 250 University Full Time Equivalent (FTE) jobs, another 470 FTE positions and the support for over 1000 students. The iC has also attracted complimentary / support businesses to the region and has a spill over effect, where other businesses seek to locate in close proximity to the iC to draw on its benefits.

The draft Wollongong DCP 2009 Chapter D14: Wollongong Innovation Campus retains the need for development within the iC to be research and development focused, rather than general office development.

This issue was discussed with the Economic Development Advisory Board at its meeting on 21 March 2013 at which time the Board acknowledged that the iC brings significant positive economic benefits to the region.

Obtaining finance and the high pre-commitments requirement for tenants, appear to be significant factors contributing to the difficulties being experienced by CBD landowners / developers in the construction of new office buildings in the CBD. Out-of-centre locations can appear to be more attractive due to lower land costs, however they do not offer the same level of services and accessibility as the CBD.

The Illawarra Regional Strategy (2007) and Council's Retail Centres Hierarchy acknowledge that Wollongong CBD is the Regional City and should support higher order administration, office, retail, residential, health services and cultural and entertainment development. The surrounding centres can also provide office, retail, residential development but of a lower order and scale. All centres should provide a mix of uses and be vibrant, attractive and safe.

Council has committed to reviewing the Wollongong City Centre Vision and Planning Controls during 2013-14.

Relationship with Wollongong 2022

The proposed revised draft Wollongong DCP 2009 Chapter D14: Wollongong Innovation Campus contributes to the Wollongong 2022 objective 2.1 *Local employment opportunities are increased within a strong local economy*, objective 2.2 *The region's industry base is diversified* and objective 2.4 *New industries and green technologies are established and flourish* under Community Goal 2 - *We have an innovative and sustainable economy*.

The proposed revised draft Wollongong DCP 2009 Chapter D14: Wollongong Innovation Campus contributes to the Wollongong 2022 objective 3.1 *Creative industries are established and fostered* under Community Goal 3 - *Wollongong is a creative, vibrant city*.

The proposed amendments to Chapter D14 will be publicly exhibited and hence, meet the Wollongong 2022 objective 4.1 *Residents are able to have their say through increased engagement opportunities and take an active role in decisions that affect our city* under Community Goal 4 – *We are a connected and engaged community*.

Conclusion

It is recommended that the revised draft Wollongong DCP 2009 Chapter D14 for the Wollongong Innovation Campus Master Plan be publicly exhibited for a minimum period of twenty eight (28) days.

It is also recommended that additional analysis and clarification be sought on key issues associated with the 2011-12 Flood Management Study and this information be included in the final reporting back to Council of revised draft Chapter D14: Wollongong Innovation Campus Master Plan.