4.0 The Planning Proposal

The Planning Proposal is prepared in accordance with "A Guide to Preparing Planning Proposals 2012" prepared by Planning & Infrastructure NSW.

The Planning Proposal is comprised of the following four (4) parts:

Part 1 Objectives or Intended Outcomes;

Part 2 An explanation of the Provisions;

Part 3 Justification;

Part 4 Mapping

Part 5 Community Consultation

Part 6 Project Timeline

4.1 Objectives and Intended Outcomes

The objective of this Planning Proposal is to amend the NSLEP 2001 as follows:

 Increase the maximum height limit for the subject site from the present 26 metres to 40 metres consistent with the St Leonards/Crows Nest Planning Study; and,

2. Include a Floor Space Ratio for the subject site of 5.6:1.

The following photomontages provide a comparison of indicative visualizations for the approved development and proposed combined development on the subject site and what the development outcome would be pursuant to the LEP amendment proposed in this Planning Proposal.



LEP 2013 Proposal



LEP 2013 Proposal





Planning Proposal

In addition to the amended height control and inclusion of a FSR control, the intended outcome for the subject site is a building that has a built form consistent with the ground level setback controls identified in the St Leonards/Crows Nest Planning Study – Precinct 1.

To provide greater certainty and clarity in regard to the outcomes of the Planning Proposal it is proposed to lodge a development application for the site so that it can be placed on public exhibition with the Planning Proposal (subject to the Gateway determination).

4.2 Explanation of Provisions

The following table provides a summary of how the amending LEP impacts on the relevant provisions of the NSLEP 2013.

4.3 Height of buildings

(1) The objectives of this clause are as follows:

(a) to promote development that conforms to and reflects natural landforms, by stepping development on sloping land to follow the natural gradient,

(b) to promote the retention and, if appropriate, sharing of existing views,

(c) to maintain solar access to existing dwellings, public reserves and streets, and to promote solar access for future development,

(d) to maintain privacy for residents of existing dwellings and to promote privacy for residents of new buildings,

(e) to ensure compatibility between development, particularly at zone boundaries,

(f) to encourage an appropriate scale and density of development that is in accordance with, and promotes the character of, an area.

(2) The height of a building on any land is not to exceed the maximum height shown for the land on the <u>Height of Buildings Map</u>.

(2A) Despite subclause (2), the height of the street elevation of any building on land in Zone R2 Low Density Residential that is also within a heritage conservation area must not exceed 5.5 metres unless any adjoining buildings with the same street frontage are at least 2 storeys high.

(2B) Despite subclauses (2) and (2A), the maximum height of a building on land in the following zones with a site area of less than 230 square metres (excluding the area of any access handle, access way or right of carriageway) must not exceed 5.5 metres:

(a) Zone R2 Low Density Residential,

(b) Zone R3 Medium Density Residential,

(c) Zone R4 High Density Residential.

(2C) Despite subclause (2), development consent may be granted to

development on land identified as "Land in St Leonards" on the <u>Exceptions to Development Standards Map</u> if the height of a building (excluding plant rooms and other similar structures) will exceed the maximum height shown for the land on the <u>Height of Buildings Map</u> by no more than 3 metres.

26m

No change to the objectives of the building height controls for the site.

This Planning Proposal amends the Building Height Map to show a height of 40m for the subject site.

4.4 Floor space ratio

(1) The objectives of this clause are as follows:

(a) to ensure the intensity of development is compatible with the desired future character and zone objectives for the land,

(b) to limit the bulk and scale of development.

(2) The maximum floor space ratio for a building on any land is not to exceed the floor space ratio shown for the land on the Floor Space Ratio Map.

4.4A Non-residential floor space ratio ranges

(1) The objectives of this clause are as follows:

(a) to provide for development with continuous and active street

frontages on certain land in Zone B1 Neighbourhood Centre,

Zone B4 Mixed Use and Zone SP2 Infrastructure,

(b) to encourage an appropriate mix of residential and non-residential uses,

(c) to provide a level of flexibility in the mix of land uses to cater for market demands,

(d) to ensure that a suitable level of non-residential floor space is provided that reflects the hierarchy of commercial centres.

(2) The non-residential floor space ratio for all buildings within a site on land identified on the Floor Space Ratio Map as specified in Column 1 of the Table to this subclause must not be less than the ratio shown for that land in Column 2 of that Table and must not exceed the ratio shown for that land in Column 3 of that Table.

(3) The non-residential floor space ratio for all buildings within a site on land identified as follows on the Floor Space Ratio Map must not be less than the ratio shown opposite for that land:

(4) The non-residential floor space ratio for all buildings within a site on land identified as Area 11 on the Floor Space Ratio Map must not exceed 2:1.

(5) Development consent must not be granted to the erection of a building on land identified as Area 1–13 on the Floor Space Ratio Map unless the consent authority is satisfied that the building will have an active street frontage after its erection.

(6) Despite subclause (5), an active street frontage is not required for any part of a building that is used for any of the following:

(a) entrances and lobbies (including as part of a mixed use development),

(b) access for fire services,

(c) vehicular access.

(7) In this clause, a building has an active street frontage if the part of the ground floor of the building facing a street is not used for residential accommodation.

(8) In this clause, non-residential floor space ratio means the ratio of the gross floor area of that part of a building used or proposed to be used for any purpose, other than residential accommodation, a car park or a telecommunications facility, in all buildings within a site to the site area.

Area 10 1:1

No change to the objectives of the floor space ratio controls for the site.

This Planning Proposal amends the Floor Space Ratio Map to show a Floor Space Ratio of 5.6:1 for the subject site.

5.10 Heritage conservation

Note. Heritage items (if any) are listed and described in Schedule 5.

Heritage conservation areas (if any) are shown on the <u>Heritage Map</u> as well as being described in Schedule 5.

(1) Objectives

The objectives of this clause are as follows:

(a) to conserve the environmental heritage,

(b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,

(c) to conserve archaeological sites,

(d) to conserve Aboriginal objects and Aboriginal places of heritage significance.

(2) Requirement for consent

Development consent is required for any of the following:

(a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance):

(i) a heritage item,

(ii) an Aboriginal object,

(iii) a building, work, relic or tree within a heritage conservation area,

(b) altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item,

(c) disturbing or excavating an archaeological site while knowing, or having reasonable cause to suspect, that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed,
(d) disturbing or excavating an Aboriginal place of heritage

significance,

(e) erecting a building on land:

(i) on which a heritage item is located or that is within a heritage conservation area, or

(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance, (f) subdividing land:

(i) on which a heritage item is located or that is within a heritage conservation area, or

(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.

(3) When consent not required

However, development consent under this clause is not required if:

(a) the applicant has notified the consent authority of the proposed development and the consent authority has advised the applicant in writing before any work is carried out that it is satisfied that the proposed development:

> (i) is of a minor nature or is for the maintenance of the heritage item, Aboriginal object, Aboriginal place of heritage significance or archaeological site or a building, work, relic, tree or place within the heritage conservation area, and

 (ii) would not adversely affect the heritage significance of the heritage item, Aboriginal object, Aboriginal place, archaeological site or heritage conservation area, or
 (b) the development is in a cemetery or burial ground and the

proposed development:

(i) is the creation of a new grave or monument, or excavation or disturbance of land for the purpose of conserving or repairing monuments or grave markers, and
(ii) would not cause disturbance to human remains, relics, Aboriginal objects in the form of grave goods, or to an Aboriginal place of heritage significance, or

(c) the development is limited to the removal of a tree or other vegetation that the Council is satisfied is a risk to human life or property, or

(d) the development is exempt development.

(4) Effect of proposed development on heritage significance The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a

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heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).

(5) Heritage assessment

The consent authority may, before granting consent to any development:

(a) on land on which a heritage item is located, or

(b) on land that is within a heritage conservation area, or

(c) on land that is within the vicinity of land referred to in

paragraph (a) or (b), require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.

(6) Heritage conservation management plans

The consent authority may require, after considering the heritage significance of a heritage item and the extent of change proposed to it, the submission of a heritage conservation management plan before granting consent under this clause.

(7) Archaeological sites

The consent authority must, before granting consent under this clause to the carrying out of development on an archaeological site (other than land listed on the State Heritage Register or to which an interim heritage order under the *Heritage Act 1977* applies):

(a) notify the Heritage Council of its intention to grant consent, and

(b) take into consideration any response received from the

Heritage Council within 28 days after the notice is sent.

(8) Aboriginal places of heritage significance

The consent authority must, before granting consent under this clause to the carrying out of development in an Aboriginal place of heritage significance:

(a) consider the effect of the proposed development on the heritage significance of the place and any Aboriginal object known or reasonably likely to be located at the place by means of an adequate investigation and assessment (which may involve consideration of a heritage impact statement), and (b) notify the local Aboriginal communities, in writing or in such other manner as may be appropriate, about the application and take into consideration any response received within 28 days after the notice is sent.

(9) Demolition of nominated State heritage items

The consent authority must, before granting consent under this clause for the demolition of a nominated State heritage item:

(a) notify the Heritage Council about the application, and

(b) take into consideration any response received from the

Heritage Council within 28 days after the notice is sent.

(10) Conservation incentives

The consent authority may grant consent to development for any purpose of a building that is a heritage item or of the land on which such a building is erected, or for any purpose on an Aboriginal place of heritage significance, even though development for that purpose would otherwise not be allowed by this Plan, if the consent authority is satisfied that:

(a) the conservation of the heritage item or Aboriginal place of heritage significance is facilitated by the granting of consent, and

(b) the proposed development is in accordance with a heritage management document that has been approved by the consent authority, and

(c) the consent to the proposed development would require that all necessary conservation work identified in the heritage management document is carried out, and

(d) the proposed development would not adversely affect the heritage significance of the heritage item, including its setting, or the heritage significance of the Aboriginal place of heritage significance, and

(e) the proposed development would not have any significant adverse effect on the amenity of the surrounding area.

The amending LEP will not change the provisions of this clause.

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4.3 Justification

4.3.1 Section A - Need for a Planning Proposal

1. Is the Planning Proposal a result of any strategic Study or Report?

Yes. The Planning Proposal is a direct result of the St Leonards/Crows Nest Planning Study – Precinct 1. Details of the Study are provided in Section 3.3 of this proposal.

In relation to the subject site, the planning study identified the following preferred built form option:

- Height 40 metres;
- Ground level setbacks 3m on Oxley Street frontage; and,
- 4-storey podium.

To achieve the preferred built form option for the subject site, it is necessary to amend the LEP through a Planning Proposal. The Planning Proposal provides for a 'base' FSR of 5.34:1 that is facilitated by current controls. A 'bonus' FSR of 0.26:1 is proposed to allow for appropriate trade-offs between development feasibility and public benefit. The planning proposal allows for an increase in the height from 26m to 40m where the planning study proposed height of 40m was designed to step down from the Pacific Highway and not increase the overshadowing to the park. The justification for the 'bonus' FSR and height increase is the following commensurate public benefit being provided:

Open Space

A Voluntary Planning Agreement is being entered into that will deliver

open space outcomes on the eastern side of Hume Street. This new space will:-

- effectively increase Hume Street Park;
- provide improved pedestrian access to the park; and
- form part of an important link within the broader pedestrian network that links St Leonards town centre and Willoughby Road.

Pedestrian Circulation/Amenity

Increased ground level setbacks are provided along Oxley Street with awnings. These setbacks will:

- improve pedestrian amenity;
- encourage 'active' street frontages at ground level; and,
- · generally improve the public domain.

It should be noted that these benefits are in addition to what would be normally required by a new development. They are also public benefits that have been identified by Council as being needed in St Leonards.

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 seen as the best means of achieving the objectives or intended outcomes because:

It will allow implementation of the preferred built form option that North Sydney Council has adopted for the subject site following a focused analysis of the planning study precinct (Precinct 1) addendum which lies within the broader St Leonards/Crows Nest study area; and

The justification to proceed with the amending LEP has taken into consideration the public interest and the consequence of not proceeding with the necessary changes to the planning controls. The following table provides an evaluation of the Planning Proposal against the key criteria for a Net Community Benefit Test set out in the Department of Planning's Draft Centres Policy. While the subject site is not located in a recognised centre it is considered appropriate to use the evaluation criteria to ensure consistency with the assessment process followed for the Planning Proposal at 545 – 553 Pacific Highway in determining the net community benefit test for the amending LEP.

The assessment of the key evaluation criteria in the table, it is considered that the proposed changes to the North Sydney LEP 2013 will produce a net community benefit.

Key Evaluation Criteria for net community benefit

Will the LEP be compatible with agreed State and regional strategic direction for development in the area?

The LEP is compatible with the following State and regional strategic directions;

- To achieve a balance between greenfield development and redevelopment in existing areas;
- To concentrate activity in accessible centres;
- To provide new housing within the walking catchments of existing and planned centres of all sizes with good public transport;
- To produce housing that suits our expected future needs; and,

- To improve the quality of new housing development and urban renewal
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Is the LEP located in a global/regional city, strategic centre or corridor nominated within the Metropolitan Strategy or other regional or subregional strategy?

The LEP is located in the Global Economic Corridor identified in the Metropolitan Strategy.

Is the LEP likely to create a precedent or create or change the expectations of the landowner or other landholders?

The LEP arises from the recommendations of the St Leonards/Crows Nest precinct study area addendum. The expectations of the landowner or other landowners in the precinct will be informed by the findings of the study.

Have the cumulative effects of other spot rezoning proposals in the locality been considered?

What was the outcome of these considerations?

There are no identified cumulative effects from spot rezoning in the locality that needs to be considered.

Will the LEP facilitate a permanent employment generating activity or result in a loss of employment lands?

Permanent employment activity will be generated within the nonresidential tenancies of the site and the management of the residential components.

Will the LEP impact upon the supply of residential land and therefore housing supply and affordability?

The amending LEP will increase the residential housing supply and

affordability from the site.

Is the existing public infrastructure (roads, rail, utilities) capable of servicing the proposed site?

Is there good pedestrian and cycling access?

Is public transport currently available or is there infrastructure capacity to support future public transport.

The existing public infrastructure (road, utilities and rail) is capable of servicing the proposed development of the site.

There is good pedestrian access in the locality of the subject site. The subject site is well serviced by bus and train being within 600 metres of the St Leonards station.

Will the proposal result in changes to the car distances travelled by customers, employees and suppliers?

If so, what are the likely impacts in terms of greenhouse gas emissions, operating costs and road safety?

The proposal is expected to reduce car distances travelled by

occupants and suppliers because of improved densities and proximities to shops, services and existing public transport.

This will result in a decrease in greenhouse gas emissions and operating costs and result in improved road safety.

Are there significant Government investments in infrastructure or services in the area whose patronage will be affected by the proposal? If so, what is the expected impact?

Yes. There is significant investment in the existing rail network.

The patronage on the rail network will increase.

Will the proposal impact on land that the Government has identified a need to protect (e.g. land with high biodiversity values) or have other environmental impacts?

No

Is the land constrained by environmental factors such as flooding. No

Will the LEP be compatible or complementary with surrounding land

The LEP will be compatible with existing mixed use development in the area.

What is the impact on amenity in the location and wider community?

The proposal will provide for improved streetscape and contribute to the revitalisation of this precinct. In particular, the proponent will enter into a Voluntary Planning Agreement (VPA) that will contribute to the provision of new open space in the precinct.

Will the public domain improve?

Yes. The VPA will contribute to the provision of more public open space in the precinct and provide improved movement interface along Oxley Street.

Will the proposal increase choice and competition by increasing the number of retail and commercial premises operating in the area?

The proposal will increase the number of active uses operating in the area and will provide a mix of non-residential tenancies at street level and first floor level.

If a stand-alone proposal and not a centre, does the proposal have the potential to develop into a centre in the future?

No

What are the public interest reasons for preparing the draft plan?

The public interest for preparing the draft plan includes:

Improved streetscape and pedestrian interface;

- Provision of public open space;
- Meet the demand for dwellings with high amenity and access to services;
- Improved sustainability due to proximity to public transport and services.

What are the implications of not proceeding at this time?

The site will be redeveloped at a lesser intensity with little public benefit accruing from the redevelopment with future uncertainty in the preferred future built form of the precinct.

4.3.2 Section B - Relationship to Strategic Planning Framework

3. 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 consistent with the following objectives of the *Metropolitan Plan for Sydney 2036*:

- To focus activity in accessible centres; and,
- To locate 80% of new dwellings within walking catchments of centres.

Housing supply in Sydney is the projected rise in Sydney's population by more than 1.3 million persons by 2031 requiring an estimated 570,000 more new homes. This is significantly higher than previously anticipated and requires provision of additional housing that is well located and serviced.

4. Is the Planning Proposal consistent with the local council's Community Strategic Plan, or other local strategic plan?

North Sydney Council has a number of local strategic plans that are relevant to the Planning Proposal. The following provides a summary of how the Planning Proposal is consistent with the objectives of the local strategic plans.

North Sydney Residential Development Strategy 2009

The Planning Proposal is consistent with the North Sydney Residential Strategy because it will:

- Provide additional housing to meet the revised projected demand from the increasing population projections.
- Concentrate the bulk of new dwellings in Mixed Use zone in close proximity to retail, office, health, education, transport, leisure, entertainment facilities and community and personal services;
- Deliver housing choice for a range of socio economic groups; and
- Minimise the impact of new development on local character, amenity, environment and heritage.

North Sydney Local Development Strategy 2009

This Strategy is identified by Council as "a translation of the strategic vision for North Sydney Council as identified in the

Metropolitan and Subregional Strategies".

The Planning Proposal is consistent with this Strategy because it:

- Maintains both commercial and residential uses in the mixed use zone;
- · Maintains employment generating uses on the site; and,
- Responds to the changing market demands for more housing choice in close proximity to public transport, retail and services.

North Sydney Community Strategic Plan 2013 - 2023

The Community Strategic Plan "sets a strategic direction for where the community of North Sydney wants to be in the year 2023.

The Planning Proposal is consistent with this Plan because it:

- Improves the urban green spaces;
- Contributes to the provision of private open space through a Voluntary Planning Agreement.
- Contributes to an improved mix of land uses and quality development through design excellence and providing a sense of community;
- · Encourages sustainable public transport; and,
- Contributes to a diverse, strong, sustainable and vibrant local economy,

Contributes to community connectivity ,

5. Is the Planning Proposal consistent with applicable State Environmental Planning Policies?

There are a number of State Environmental Planning Policies that will apply to any proposed development of the site but are not applicable to the assessment of this Planning Proposal.

6. Is the Planning Proposal consistent with applicable Ministerial Directions (s 117 directions)?

The following table provides an assessment of the Planning Proposal against the applicable Ministerial Directions. The Planning Proposal is generally consistent with the identified applicable Ministerial Directions.

Ministerial Directions

1. Employment and Resources

1.1 Business and Industrial Zones The planning proposal is consistent with the objectives of the direction

because it will continue to provides for employment growth within the mixed use area on the ground and first floor levels.

3. Housing, Infrastructure and Urban Development

3.1 Residential Zones

3.4 Integrating Land Use and Transport

The planning proposal is consistent with the objectives of the direction because it will improve the choice, accessibility and distribution of housing stock. It will also help reduce the development of land on the urban fringe.

The planning proposal is consistent with the objectives of the direction because it provides for housing in close proximity to established public transport reducing travel demand with environmental benefits.

5. Regional Planning

5.2 Sydney Drinking Water Catchments

The planning proposal is prepared in accordance with the general principle that water quality within the Sydney drinking water catchment will be protected. The Planning proposal is consistent with SEPP (Sydney Drinking Water Catchment) 2011 and development will have a neutral or beneficial effect on water quality.

6. Local Plan Making

6.3 Site Specific Provisions

The objective of the planning proposal will amend North Sydney Local Environmental Plan 2013 in order to allow the particular development proposal to proceed in the existing zone.

7. Metropolitan Planning

7.1 Implementation of the Metropolitan Strategy

The Planning Proposal is shown to be consistent with the NSW Government's Metropolitan Plan for Sydney 2036.

4.3.3 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?

No, there have been no critical habitat or threatened species, populations or ecological communities, or their habitats, identified on this site.

8. Are there any other likely environmental impacts as a result of the Planning Proposal (and if so), how are they to be managed?

There are no likely environmental impacts as a result of this Planning Proposal. The proposed change to the maximum permissible height limit is not likely to give rise to any particular environmental impact given the location of the subject site and the nature of existing built form in the area. Any future development of the site will be assessed against the environmental provisions of the applicable planning instruments.

9. Has the Planning Proposal adequately addressed any social and economic effects?

The Planning Proposal is unlikely to deliver any significant detrimental economic effects but will deliver positive social benefits, including increased housing stock close to public transport, shops and amenities; greater housing choice; improved public domain facilities and an improved pedestrian interface with the surrounding streets.

4.3.4 Section D - State and Commonwealth Interests

10. Is there adequate public infrastructure for the planning proposal?

The locality of the Planning Proposal is very well served by existing public transport and infrastructure. It is anticipated that the public infrastructure will adequately serve the area.

11. What are the views of State and Commonwealth public authorities consulted in accordance with the gateway determination?

Consultation with other public authorities has been undertaken at this stage of the gateway process. It is expected that any required consultation will be identified following the gateway determination. 4.4 Mapping

The proposal is supported by relevant and accurate mapping in the form of the aerial photographs, surveys and mapping included in section 2.2.

The proposal includes the following marked up survey to demonstrate the proposal.

LGA : NORTH SYDNEY PARISH : WILLOUGHEY

LOCALITY: ST. LEONARDS COUNTY: CUMBERLAND

SCALE: 1:400

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(N) LAND SUBJECT TO HEIGHT LIMITATION

4.5 Community Consultation

Community consultation will be undertaken in accordance with the requirements of the gateway determination.

The Planning Proposal is considered to be a 'low impact' proposal because:

- It is consistent with the recommendations of the St Leonards / Crows Nest Planning Study - Precinct 1 Addendum; and
- The study was adopted by the Council following its public exhibition.

4.6 Timeline

· Anticipated commencement date (date of Gateway determination)

20 Dec 2013

• Timeframe for government agency consultation (pre and post exhibition as required by Gateway determination)

14 JAN 2014

· Commencement and completion dates for public exhibition period

27 January 2014 - 27 February 2014

Dates for public hearing (if required)

Not required

· Timeframe for consideration of submissions

14 February 2014 - 14 March 2014

Timeframe for the consideration of a proposal post exhibition

1 March 2014 - 14 March 2014

• Date of submission to the department to finalise the LEP

21 March 2014

• Anticipated date RPA will make the plan (if delegated)

30 March 2014

· Anticipated date RPA will forward to the department for notification.

30 March 2014