

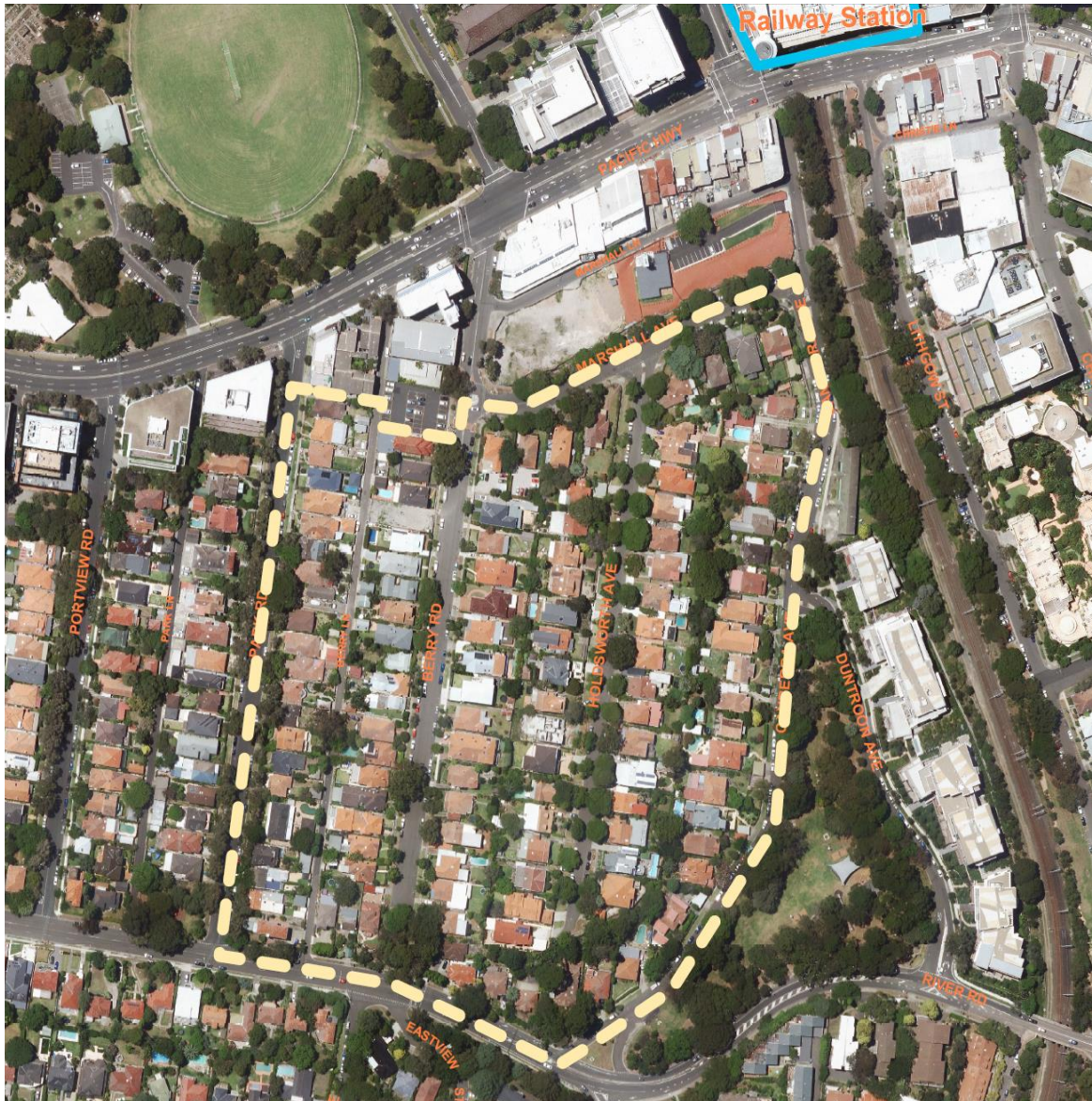


# Planning Proposal 25

St Leonards South  
Revised 22 May 2020



## St Leonards South



Submitted by Lane Cove Council

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## PART 1 – OBJECTIVES OR INTENDED OUTCOMES

The purpose of this Planning Proposal is to amend Lane Cove Local Environmental Plan 2009 to implement the recommendations of Council's adopted St Leonards South Master Plan (**AT-A**) for the area shown in Figure 1.

The plan contributes to the objectives of the *Metropolitan Strategy: A Plan for Growing Sydney* and the Lane Cove Local Strategic Planning Statement (LSPS) for the St Leonards Strategic Centre. It proposes to create a high amenity residential precinct supporting the principles of transit-oriented development (TOD) and liveability near the existing St Leonards Rail Station and future Crows Nest Sydney Metro Station. The proposal would:-

- Rezone the precinct for apartments with site-specific FSRs and heights
- Provide for two community facilities and child care centres, open space, shared green spines, east-west pedestrian/ cycle connectivity, key worker housing and a link road.



**Figure 1: St Leonards South rezoning area**

The following amendments are supported by Council Resolution 123 (**AT-B**) from the Extraordinary Council Meeting of 13 July 2015, as well as the Extraordinary Council Meeting of 11 May 2020 (**AT-C**). The purpose of these amendments is to facilitate the orderly redevelopment of a low density residential precinct for residential flat buildings, public parks, community facilities and public road.

In detail, the purpose of this Planning Proposal is to amend LEP 2009 with the following objectives:-

Objective 1 - Density: To increase the residential density of much of the site shown in Figure 1 from R2 Low Density Residential to R4 High Density Residential as seen in **AT-D**.

Objective 2 - Heights: To increase the building height limits for the area shown in figure 1 from 9.5 metres to the various building heights shown in **AT-E**. The outcome is to:

- Provide a transitional range of residential heights capable of reflecting higher densities generally closer to the St Leonards rail station;
- Prevent development in areas identified for public parks, communal open space, walkways and roads.
- Encourage provision of land for community benefits (including key worker housing) in return for extra Height, as explained in **AT-H**.

Objective 3 – FSR: To amend the maximum permissible floor space ratio (FSR) for the area shown in figure 1 from 0.5/ 0.6:1 to the various floor space ratios shown in **AT-F**. The outcome of these various FSRs is to:

- Provide a range of residential densities capable of reflecting higher densities generally closer to the St Leonards railway station;
- Encourage provision of land for community benefits (including key worker housing) in return for extra FSR, as explained in **AT-H**.

Objective 4 – Open Space: To support the provision of public open space throughout the precinct commensurate with the planned intensity of development in St Leonards South, as shown in Community Infrastructure Map (AT-G). The outcome of this is to provide:

- A new large park between Berry and Park Roads for the use of new and existing residents; this would be achieved by land acquisition and be located opposite heritage properties as part of their curtilage.
- Pocket parks of varying sizes;
- Two small parks resulting from road closures at the southern ends of Berry Road and Holdsworth Avenue;
- North-south 'green spines' in the form of unfenced community open space between the rears of apartment buildings;
- Extension westward of Newlands Park resulting from closure of the southern portion of Canberra Avenue.

Objective 5 – Community facilities: To support the provision of these throughout the precinct commensurate with the planned intensity of development in St Leonards South, as shown in **AT-G**. The outcome of this is to provide:

- Community facilities appropriate to neighbourhood centres; and
- Child care facilities, including associated fenced outdoor play area.

Note: a new clause (as explained in **AT-H**) will be inserted in the Lane Cove Local Environmental Plan 2009 to identify:

- the size and nature of outcomes identified as required;
- the location of these public benefits;
- the bonus heights and FSRs in return for identified outcomes;
- specified lots for amalgamation and their minimum site areas.

Note: an addition to clause 4.6 (**AT-H**) will prevent both Incentive maps and LEP clause from being varied at the future development application stage.

Objective 6 - Landscaping: To ensure a standard of landscape design within both the public and private domain that is of a uniformly high standard. The outcome is to provide:

- A precinct-wide St Leonards South Landscape Master Plan.

Objective 7: To support ease of pedestrian/ cycle circulation throughout the precinct, as shown in **AT-G & AT-L**. The outcome is:

- Several east-west public paths, approximately half way down the long north-south blocks, linking Berry Road, Holdsworth Avenue and Canberra Avenue.
- Creating a “pedestrian boulevard” between Newlands Park and a new park on Park and Berry Roads, as in Objective 4.
- Shared pathways and pedestrian refuges throughout the precinct.
- Recommendations for new pedestrian crossings/underpaths of Pacific Highway and River Road.

Objective 8: To support the provision of efficient traffic routes in St Leonards South. The outcome, as shown in **AT-G & AT-M**, is:

- A new minor road between Berry Road and Park Road for access to lights at the Pacific Highway/ Berry Road intersection.
- This road would be achieved by land acquisition.

## PART 2 – EXPLANATION OF THE PROVISIONS

The proposed outcomes will be achieved by the following amendments to the Lane Cove Local Environmental Plan 2009 (LEP 2009):

### **Provisions:**

- Land Use Table for Zone R4 High Density Residential Zone -
  - Amend the Land Use Table for the R4 zone to include 'Recreation areas' as development 'Permitted with consent'.
- New sub-clause 4.6(8)(ca)
  - Insert the additional subclause into 4.6(8)(ca) referring to the LEP incentive clause as described in **AT-H**.
- New clause 5.1(2) titled *Land acquisition within certain zones* (explained in **AT-H**) –
  - Insert under Type of Land Shown on Map the words: 'Zone R4 High Density Residential and marked "Local road" ';
  - Insert under Authority of the State the word: 'Council'.
- New LEP incentive clause titled *Development in St Leonards South Area* (explained in **AT-H**) –
  - Insert the additional local provision described in **AT-H** after LEP Clause 6.9.
- New LEP incentive clause titled *Design Excellence in St Leonards South* –
  - Insert additional local provision after LEP Clause 6.10.
- Satisfactory arrangements for contributions to designated State public infrastructure –
  - These satisfactory arrangements were included in the Plain English version.

### **Mapping:**

- Land Zoning map - LZN\_004:
  - Amend the LEP 2009 Land Zoning Map in accordance with the proposed zoning map shown at **AT-D**;
- Height of Buildings map - HOB\_004:
  - Amend the LEP 2009 Height of Buildings Map from 9.5 metres to the various building heights shown at **AT-E**;
- FSR maps - FSR\_004:

- Amend the LEP 2009 Floor Space Ratio Map from 0.5:1 (AREA 1) & 0.6:1 to the floor space ratio shown in accordance with the proposed Floor Space Ratio map in **AT-F**;
- Lot Size map - LSZ\_004:
  - Remove the existing 550 square metre minimum lot size for the site shown in figure 1 and replacing it with no minimum lot size currently allowed under the R4 zoning, as shown at **AT-I**;
- Land Reservation Acquisition map – LRA\_004:
  - Amend the LEP 2009 Land Reservation Acquisition Map to the reservations shown in accordance with the proposed Land Reservation Acquisition map in **AT-J**.



## PART 3 – JUSTIFICATION

### SECTION A – NEED FOR THE PLANNING PROPOSAL

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

Yes. The *St Leonards South Master Plan (AT-A)* (adopted 13 July 2015) supports this Planning Proposal.

This Master Plan was undertaken in response to the policies of the *Metropolitan Strategy for Sydney*, as well as the LSPS and the Council Resolutions from the 11 May 2020 and 18 May 2020 Meetings, in particular, the principle of locating growth close to rail stations.

Stage 1 of the St Leonards South Strategy collected data on the existing situation and was completed in December 2013. Stage 2, the preparation of the draft St Leonards South Master Plan, commenced in August 2014.

The Master Plan developed 10 Principles for Transit Oriented Development appropriate to the precinct.

During the extensive community consultation process, issues emerged as priorities including:-

- The importance of growth being matched by infrastructure provisions, in particular traffic, schools and other community infrastructure;
- The appropriate boundary location between high and low densities;
- Design and scale controls to moderate the transition along boundaries;
- Financial viability; and
- Precinct character, sense of community and liveability.

The evaluation of planning options for the precinct was based on the following **Ten Principles for Transit-Oriented Development (TOD)**, which reflect the concerns and values of the local community, as expressed during preliminary Stage A consultation, and summarised by the consultant:-

1. Density / Zoning / Boundaries/ Lot Size (in relation to the rail station);
2. Financial Viability (to motivate change);
3. Infrastructure (appropriate to increased density);
4. Traffic / Parking / Access for Vehicles and Cycles (resulting from density);
5. Walkability / Cycling / Access (to support liveability);
6. Amenity (Built Form, Streetscape);
7. Public Domain / Open Space (to support liveability);
8. Community Facilities (to support liveability);
9. Housing for All Stages (seniors, key workers, adaptable design); and
10. Liveability in general (such as attractiveness, social connectivity and conviviality).

The Master Plan envisages the potential extension of the higher densities westwards in future years, subject to infrastructure capacity. Whilst it investigated this area, the study found that the precinct west to Greenwich Road) has differing characteristics from the eastern precinct, in terms of road network, heritage, topography, subdivision patterns and distances to transport. The eastern precinct is the only area proposed on these grounds, having regard also to the submissions from wide-ranging government agencies indicating that significant traffic infrastructure measures would be required and are not proposed at this time.

Between October 2017 and January 2018, the Planning Proposal was publicly exhibited. A summary of key concerns includes:-

- Scale (built form and amount of development)
- Character and heritage
- Transitional built form
- Topography
- Commercial development
- Use of setbacks
- Amenity
- Traffic
- Transport (i.e. links with the new Metro Station and existing St Leonards Station)
- Council's bus/rail interchange
- Parking and access
- Open space (overshadowing and amount of)
- Density
- Tree canopy cover
- Housing diversity/affordable housing
- Overshadowing and privacy
- Lack of information
- Impacts on infrastructure – capacity, schools, sewer, water, and delivery
- Zone boundaries and transition
- Economic analysis

Between May 2019 – July 2019 the Proposal was referred to the IPC for advice. To help Council formulate its response to the IPC report and progress the Planning Proposal, the DPIE, the State Design Review Panel and the NSW Government Architect conducted a design charrette in November 2019. The Charrette's Outcomes and Recommendations Report provided 13 recommendations for Council to consider. See attachment C for the Council Report and Minutes from the Extraordinary Council Meeting on 11 May 2020 outlining Council's response to the IPC comments and the Charrette Recommendations.

## ***2. Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?***

The current planning controls for the area prohibit the transit-orientated development precinct envisaged by the Master Plan.

Extensive public consultation identified **5 Options for Development**, each of which was assessed against the above Ten Principles of TOD. They ranged from no change to the current zoning, through the Draft Master Plan for the Marshall South Subprecinct, with potential variations, to extending the plan to Park Road, and increasing heights and densities especially

in the east of the precinct, to lower-scale development to Park Road (formerly anticipated to reach towards Greenwich Road).

Evaluation of the opportunities and constraints of each of the five options had regard to the ten planning principles, and concluded that the draft Master Plan should be finalised as exhibited, i.e. limited to the eastern area. (This was subject to one exception, that the B3 Commercial Core zone west of Canberra Avenue should remain as currently zoned, having regard to the Department's employment studies for the subregional planning process currently underway).

The original draft Master Plan set a framework to provide planning clarity and confidence for the public, including:-

- The draft plan provides significant future amenity and liveability.
- A generic base FSR and height of building estimated to be around 2.5:1, is an equitable approach for all property owners. This will also provide financial viability for development (**AT-A**, **AT-K**, and **AT-Q**).
- An incentive scheme to permit additional height and FSR for sites providing identified community benefits, including a community facility, child care centre, and/or pedestrian links and open space.
- The resultant built form, shadowing and traffic generation (**AT-M**) have been tested and shown to be viable.
- It has received the support of government agencies. However their commitment to infrastructure provision for the population growth are a pre-requisite for Council's support for increasing density.

Council resolved to adopt the Draft St Leonards Master Plan as exhibited subject to the B3 Commercial Core zone west of Canberra Avenue remaining as currently zoned, and extending the western boundary to Park Road East-side, partly to allow the opportunity for a large new park to be introduced.

## **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?***

Yes. The planning proposal and Master Plan are consistent with the objectives, directions and actions of the *Metropolitan Strategy: A Plan for Growing Sydney* (December 2014).

St Leonards is identified as a 'Strategic Centre' in *A Plan for Growing Sydney*. These centres are defined as:

*"locations that currently or are planned to have at least 10,000 jobs. These are priority locations for employment, retail, **housing**, services and mixed uses"* (2014: pg 21).

Council's Master Plan proposes to increase residential densities in the area surrounding both the St Leonards railway line and strategic centre, while still maintaining high-level amenity.

The planning proposal seeks to implement its vision as it will also assist St Leonards in achieving its role as a 'Strategic Centre'.

Both the Master Plan and the planning proposal is consistent with other relevant directions and actions contained in *A Plan for Growing Sydney*.

- **Action 1.7.1: Invest in strategic centres across Sydney to grow jobs and housing and create vibrant hubs of activity**

*“The Government will:*

- *prioritise strategic centres for targeted investment based on the potential of a centre to*
  - *provide a large number of jobs to increase jobs close to where people live;*
  - *attract significant investment;*
  - *provide a range of services and be an attractive place to live, work and play; and*
  - *continue to grow”* (2014: page 48).

The precinct being close to the St Leonards commercial core will help achieve this action. A range of services currently exists in proximity to the precinct itself. It is close to various forms of transport, the Royal North Shore Hospital and the Sydney CBD.

A high-level amenity residential precinct as envisaged by Council’s master plan, coupled with existing services and planned upgrades for the area, would help to create a vibrant hub of activity around the St Leonards commercial core area.

- **Action 2.1.1: Accelerate housing supply and local housing choices**

Increasing housing supply and addressing housing affordability and choice, requires the Government to:

- work with councils to identify where development is feasible;
- identify where investments in local infrastructure can create housing supply;
- target locations which deliver homes closer to jobs;
- directly facilitate housing supply and choice through the projects of UrbanGrowth NSW and Priority Precincts; and
- direct the Greater Sydney Commission to work with councils over the long-term with a requirement that councils review housing needs when preparing their Local Environmental Plans.

It is anticipated that these actions will increase housing supply across the whole metropolitan area, particularly in and around centres and greenfield areas.

*“The most suitable areas for significant urban renewal are those areas best connected to employment and include:*

- *in and around centres that are close to jobs and are serviced by public transport services that are frequent and capable of moving large numbers of people; and*
- *in and around strategic centres”* (2014: pg 65).

Given St Leonards role as a ‘strategic centre’, the Master Plan and planning proposal complies with this direction.

- *Direction 2.2: Accelerate urban renewal across Sydney – providing homes closer to jobs*

- **Action 2.2.2: Undertake urban renewal in transport corridors which are being transformed by investment, and around strategic centres**

*A Plan for Growing Sydney* focuses on new housing in centres which have public transport that runs frequently and can carry large numbers of passengers. New housing will be complemented by additional jobs and social infrastructure – especially in strategic centres. The Government recognises that investment in infrastructure such as schools, community facilities, open space and public spaces will be critical to the appeal of these places.

Considering the following issues has helped us to identify new corridors for housing:

- the opportunity to connect new homes to the job-rich areas of the Sydney CBD and the northern section of the Sydney Rapid Transit corridor from North Sydney to Norwest;
- the opportunity to connect new homes to job-rich locations via good public transport, within an approximate 30 minute rail or light rail journey; and
- potential improvements to train frequency stemming from investment in Sydney Rapid Transit.

A Sydney Rapid Transit station was announced in November 2015 for development at Crows Nest, on the border and within walking distance of St Leonards.



**Figure 2: Sydney Metro Rapid Transit station proposed at Crows Nest – proximity of St Leonards South precinct**

Notwithstanding, the precinct has an existing train station which runs frequently and carries large numbers of passengers.

*“The Government will:*

- *investigate the potential for future urban renewal in the following additional corridors:*
  - *Sutherland to Sydenham;*
  - *East Hills to Sydenham;*

- *Hornsby to Strathfield via Epping;*
  - ***Hornsby to North Sydney via Gordon;*** and
  - *Kings Cross to Bondi Junction.*
- ***work with local councils to facilitate urban renewal around all strategic centres across the city*** (2014: pg 72)

St Leonards station is located within the Hornsby to North Sydney via Gordon corridor as well as being within 400 – 800 metres of the proposed new metro train station at Crows Nest.

Thus, the precinct is considered ideal for the urban renewal described in *A Plan for Growing Sydney*.

- *Priorities for North Subregion, Strategic Centres & St Leonards*

The planning proposal and Master Plan help to achieve the priorities for the North Subregion and St Leonards as it identifies “***suitable locations for housing and employment growth coordinated with infrastructure delivery (urban renewal) and train services, including around Priority Precincts, established and new centres, and along key public transport corridors including the North West Rail Link, the Western Line, the Cumberland Line, the Carlingford Line, the Bankstown Line and Sydney Rapid Transit***” (2014: pp 124-126).

Consultation and submissions received from various State Government agencies supported the development proposed by the master plan. Given the scale of the development proposed, further consultation and coordination will be needed to achieve this priority.

It is also compliant with the four key priorities identified specifically for St Leonards. That is:

- *“Work with council to retain a commercial core in St Leonards for long-term employment growth.*
- *Work with council to provide capacity for additional mixed-use development in St Leonards including offices, health, retail, services and housing.*
- *Support health-related land uses and infrastructure around Royal North Shore Hospital.*
- *Work with council to investigate potential future employment and **housing** opportunities associated with a Sydney Rapid Transit train station at Crows Nest”* (2014: pg 127).

#### ***4. Is the planning proposal consistent with the local council’s Community Strategic Plan or other local strategic plan?***

The planning proposal is consistent with Council’s (previous) Community Strategic Plan and is relevant to the following goals:

##### ***Sustainable Development – To encourage high quality planning and urban design outcomes***

Council’s master plan, by Annand Associates Urban Design in 2014 (further amendments made in 2020, see **AT-P**), was based on the principles of transit-orientated development. A “*planning concept that promotes the creation of a network of well-designed human-scale urban communities focused around transit stations*” (2014: pg 15).

They “*support the use of more sustainable modes of transport, including public transport, walking and cycling, and reduces the distances people must travel to access goods, services*



*and employment opportunities, it will help address traffic congestion and auto-usage” (2014: pg 15).*

Furthermore, TOD plays an important role in energy conservation, mitigation of climate change and air-quality improvement by reducing car dependence and transport-related greenhouse gas emissions.

These types of development are considered world-wide to a sustainable form of development.

***Assets, Infrastructure and Public Domain – To ensure assets and infrastructure cater for increased population growth, are well maintained and support sustainable living***

One of the strategies associated with the Master Plan and planning proposal is to ‘investigate opportunities to create more open space’.

The strategies and recommendations provided in the Master Plan allows for developers to provide more open space in return for height and floor space bonuses.

To achieve larger private/communal open spaces, green spines, are required within and between buildings. Rear building setbacks of 12 metres will not only achieve SEPP 65 requirements but also increase the amount of private/communal open space that a development provides.

Additional public open space, through pocket parks and pedestrian connections, will be achieved by works or land in return for height and FSR bonuses for specified sites only.

Under the bonus scheme for specific sites a community facility can be provided, by way of works or land.

Despite the original precinct being altered to include an additional block, altering the scheme can also allow for a new road and provide partial funding for a larger central park.

All schemes mentioned in the Master Plan seek to enhance the liveability of the precinct as well as providing for sustainable asset management.

***Consultation – To foster meaningful community involvement in planning and decision-making***

Extensive community workshops/meetings and consultation informed this. The consultation program included but was not limited to:-

- Hiring an external community consultation firm (Cred Community Planning) to facilitate the initial pre-exhibition workshops as well as the formal exhibition stage.
- A number of pre-exhibition workshops and sessions with the local community (two during pre-exhibition stage in October 2014);
- Advertisements in the North Shore Times;
- A notice of the exhibition period was distributed to property owners within (and adjoining) the precinct in the nearby suburbs by letter;
- eNewsletters to Council database of over 7,000 subscribers;
- Website and public exhibitions including at the Civic Centre, Greenwich and Lane Cove Libraries; and
- Two (2) additional community sessions during the public consultation period.

While the initial consultation period ran from Friday 19th December 2014 till Friday 13th March 2015, Council extended the exhibition period to Friday 1st May 2015.

Due to the scale of the proposed development envisaged by the Master Plan a wide range of government agencies were also consulted during the process. The adjoining LGA's of Willoughby and North Sydney also provided comments. Submission details from Government agencies are provided in question 11.

### *Local Strategic Planning Statement*

The planning proposal is also consistent with Council's current Community Strategic Plan (adopted in 2018) which is now expressed through Council's Local Strategic Planning Statement (LSPS).

The LSPS outlines the 20-year land use vision, planning priorities and actions for the Lane Cove Local Government Area. The priorities and actions contained in the LSPS will be implemented over the next 7 years and translates Council's current visions and strategies expressed in the Community Strategic Plan and related actions in the Delivery Program into specific land use planning priorities and actions. The LSPS has been prepared to meet the requirements of Section 3.9 of the *NSW Environmental Planning and Assessment Act 1979*, and is consistent with the NSW Government's Greater Sydney Region Plan ('A Metropolis of Three Cities', which supersedes the former region plan of 'A Plan for Growing Sydney') and the North District Plan.

Council's approach to St Leonards and its surrounding infrastructure are highlighted under Planning Priorities 3, 5, 6, 7 and their supporting actions. This proposal is consistent with the 'Principles for Location of Additional Housing' on page 30 and the action to implement Council's planning responses in St Leonards South (on page 33).

St Leonards South will cater for a growing population and residential dwellings, situated within high amenity community parks and facilities, to contribute to the required 6-10 year housing targets.

Council's final LSPS was endorsed by the Greater Sydney Commission on 27 March 2020, and published on 30 March 2020.

### ***5. Is the planning proposal consistent with applicable state environmental planning policies?***

Yes. The proposal is consistent with relevant state environmental planning policies. Please see **AT-N**.

### ***6. Is the planning proposal consistent with applicable Ministerial Directions (Section 9.1 directions, formerly s.117 directions)?***

Yes. The proposal is consistent with relevant Section 117 Directions. Please see **AT-O**.

## 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. The proposal will not affect any critical habitat or threatened species, populations or ecological communities, or their habitats as this is a long-standing developed urban area.

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

There are no other known environmental effects that could arise from the planning proposal. There is no bushfire hazard for example in the precinct. Only two lots at the corner of Marshall and Canberra Avenues have some minor flood concerns, however this will be resolved at the D.A. stage to comply with relevant requirements.

Previously, a separate Planning Proposal (from an applicant within this precinct) was considered at a Rezoning Review. While the proponent's Urban Design Report claims there are some flood issues at the intersection of River Road and Canberra Avenue this has not been identified as an area with flooding issues. Notwithstanding this, Part O of Council's existing Development Control Plan contains mitigation measures to address this. Council's engineers have confirmed that development of residential flat buildings in this corner area would not have impact on overland flows, especially during the PMF.

### ***9. How has the planning proposal adequately addressed any social and economic effects?***

A plan to replace a low density residential precinct with a high density precinct is likely to have a social effect upon:

- a. The existing residential community; and
- b. The future residential community.

Submissions from within the precinct were overwhelmingly in favour of the general principle of increased residential development. Refer to the Council Report of 13 July (**AT-B**). Several groups formed to produce alternative density patterns that were generally higher than that proposed in the Master Plan.

The social well-being of the future community is directly addressed in the form of community benefits sought via development – namely open space, community facilities and cross-precinct walkways. This is consistent with the TOD principle of liveability. See Section 5.0 on Public Domain in the Master Plan for more detail.

In economic terms,

*“Locations with large lots within the existing urban area that are close to centres on the rail, light rail and rapid bus systems are particularly suited to urban renewal” (A Plan for Growing Sydney 2014: pg 67).*

Land ownership patterns in this precinct are fragmented. The subdivision pattern is characterised by the larger-sized lots (500-800 sqm) being closest to St Leonards train station and smaller lots (300-450 sqm) being more towards the west. Unlocking developable land by

consolidating fragmented sites for redevelopment and improving planning policies and regulations will encourage flexibility, higher density and a more diverse range of activities.

Two financial reviews were provided with the Master Plan and subsequently by Hill PDA (amended in 2020):

1. St Leonards South Master Plan, Section 7.0 (**AT-A; see AT-P**); and
  2. Hill PDA Review of Viability (**AT-K; see AT-Q**).
- 
1. The Master Plan undertook a feasibility analysis based on sales prices, valuation variables and different lot consolidations. It concluded that a minimum FSR of 2:1 would create “sufficient uplift in value to facilitate development” but as “low growth” (i.e. over a long timeframe). Therefore a minimum of 2.5:1 was recommended for feasibility under current conditions. An FSR of 2.75:1 (associated with 8 storeys) was subsequently suggested in the Master Plan to incentivise cohesive development within a relatively short timeframe.
  2. The HillPDA Review of Viability subsequently reviewed the Master Plan with the addition of a more detailed analysis of three sub-precincts, plus the impact of the release of the draft Master Plan on the market. It also examined the viability of a scheme of bonus FSR/Height in return for public infrastructure. It agreed that an FSR of 2.75 would incentivise Area A development (Canberra Ave to Berry Rd) at a premium to landowners of 30%. A lower premium of 20% would apply in Area B (Berry Rd to Portview Rd) at 2.75:1.

Both anticipate viable residential development in response to a proposed FSR of 2.75:1 and 8-storeys height proposed for the precinct.

## **SECTION D – STATE AND COMMONWEALTH INTERESTS**

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

#### *State Infrastructure*

NSW Roads & Maritime Services and Transport for NSW made comments during the master planning phase. Both agencies supported, in principle, the scale of development proposed by the Master Plan as it is consistent with transit-orientated development principles.

Due to the number of dwellings proposed by the master plan, and by other approved planning proposals in the immediate vicinity, concerns were raised about the impact the proposed level of development would have on existing public transport infrastructure. Both the RMS and TfNSW have requested traffic & accessibility studies at the LEP stage.

Impacts on public transport are expected to be reduced with the recent announcement of a new Metro-style train station in Crows Nest. It is envisaged that this will relieve some of the pressure on the existing St Leonards train station. Part of the precinct is also within walking distance of the existing Wollstonecraft train station. Through-site connections, accessible by both pedestrians & cyclists, are proposed by the Master Plan to promote access to both train stations.

To satisfy these concerns, a cumulative transport and accessibility study was undertaken by Parking and Traffic Consultants (**AT-L**). It concludes that with the Sydney Metro, existing train capacity will “increase by more than twice the existing” which will easily accommodate demand.

Additional measures proposed for buses should “be sufficient to cater for the additional daily bus trips”.

Other measures proposed in the report address these concerns by recommending minor upgrading of Council’s existing infrastructure to encourage walking and cycling towards both the St Leonards train station and Crows Nest Metro station.

Prior to the Master Plan, Council had engaged independent traffic consultants to develop a future scenario traffic model for the precinct, in liaison with NSW RMS and TfNSW. This traffic model has been approved by both agencies. Transport Modellers Alliance previously provided two separate reports:

1. The Technical Paper – 8 June 2015, which examines the impact of five different development scenarios and supports the Master Plan; and
2. The Traffic Modelling Report - 11 September 2015, which includes further developments of Mixed Use in the vicinity of the rail station.

Beginning January 2016, the findings of the previous reports were independently reviewed and amended by TEF consulting (**AT-M**), in accordance with NSW Roads and Maritime Services and Transport for NSW.

The findings of the study were that the traffic increases are moderate for each of the sites. It also concluded that only relatively minor improvements were required in order to maintain satisfactory operation of the road network.

In relation to education infrastructure, NSW Education and Communities also provided comments during the master planning phase. They too supported the Master Plan in principle.

However, their submission raised a number of key issues which are explained further below. These have now been addressed through the Draft North District Plan, which was released for public comment in November 2016 (see **AT-O**).

As stated in the 11 May 2020 Council report, the draft St Leonards/Crows Nest 2036 Plan includes relevant network upgrades outside of the precinct. The cumulative traffic impacts of Council’s Planning Proposal have been modelled, considered and deemed acceptable by the relevant authorities.

### *Schools*

Council began liaising with NSW Education and Communities in 2014 as part of Council’s St Leonards South Master Plan process and any available information regarding growth and development in Lane Cove was provided to NSW Education.

The establishment of the Greater Sydney Commission (in 2015) has also ensured that growth and infrastructure are co-ordinated with NSW Education (and other Government Agencies). In letters received during the exhibition of the St Leonards South Planning Proposal, NSW Education confirmed that the 2017 NSW Budget gave them an “increase for education provision of \$4.2 billion across the coming four years” (this was later increased to \$6 billion).

In November 2018, a Development Application upgrading both Greenwich Public school campuses were approved by the Sydney North Planning Panel. These improvements would increase the number of students and staff to cater for the existing and proposed growing population caused by St Leonards South and the State Government’s SLCN 2036 Plan. As

part of the broader Plan, the NSW Government has acknowledged a further primary and secondary school will be needed.

### *Local Infrastructure*

In the informal consultation stage, the community had stated a desire for more open space within the precinct and a preference for a larger central open space. Following Council's resolution, a proposed configuration was developed and included in the Supplementary Report.

The final design of this central open space and other open space typologies will be included in the Landscape Master Plan, which will be exhibited with the Planning Proposal.

Other local infrastructure measures have been proposed in both the cumulative transport and accessibility study (**AT-L**) and cumulative traffic study (**AT-M**).

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

As stated in the attached Council report, seven State Government agencies provided comments for the St Leonards South Master Plan in 2015.

They can be summarised as follows:

- *Transport for NSW & Roads and Maritime Services*

Supports, and required traffic & accessibility study at Planning Proposal stage (completed – see **AT-L** & **AT-M**).

- *Sydney Water*

No objection.

- *Royal North Shore Hospital*

Requests consideration of traffic impacts as well as helicopter flight path.

- *Health Promotion Lower North Shore*

Supports, with focus on how urban design can improve health.

- *Department of Education & Communities*

Supports in principle, but key issues were raised in their submission.

As an initial response to the possible development in St Leonards South, the NSW Department of Education & Communities (DEC) has made calculations on Council's suggestion of an approximate figure of 3,000 additional dwellings. Based on the existing rate of children living in similar housing types i.e. apartments in Lane Cove, it is expected that public schooling would be required for 150 primary level children.



| Age Group      | Total Yield | Government Share | Government Yield |
|----------------|-------------|------------------|------------------|
| Primary School | 240         | 63%              | 150              |
| High School    | 150         | 27%              | 40               |

Noting that Council has rezoned three (3) properties on the east side of the railway line, and that Willoughby and North Sydney are considering a number of large-scale residential projects, the cumulative additional dwellings could see the Government Yield rise to around 500 students.

It is therefore expected that the proposal would “significantly” increase educational demand in the future, potentially requiring significant investment in new education infrastructure. In response, the DEC supports a shift in planning policies, as follows:-

- the infrastructure costs of additional teaching spaces to be funded from developer contributions;
- optimising the size, amenity and function of existing schools so that they afford greater choice and provide contemporary teaching spaces for students;
- facilitating out of hours shared use of education facilities such as ovals and halls;
- the removal of planning policy barriers to school development;
- land and floor space dedications and appropriate zoning in areas where a new school is required; and
- streamlined planning approvals for new education infrastructure.

Note: these comments (from NSW Education) have now been addressed in **AT-O**.

The adjoining local government areas of Willoughby and North Sydney also provided comment to the Master Plan:

- *Willoughby Council*

Supports the Draft Master Plan, with focus on affordable housing, pedestrian access, employment and traffic should be considered.

- *North Sydney Council*

Supports, and requests consideration of view lines from River Rd properties, employment and traffic (the LGA boundary with North Sydney is immediately east of Eastview St).

All of these submissions were considered and presented in the 13<sup>th</sup> July 2015 Council report (**AT-B**).

All submissions received during the public exhibition of the Planning Proposal in 2017 – 2018 were considered at the 11 May 2020 Extraordinary Council meeting and report, in addition to the Independent Planning Commission’s advice (in 2019) and Design Charrette findings (in 2020). (see **AT-C**)

#### *Government Agencies – 2017 onwards*

Council received comments from 10 Government Agencies from October 2017 onwards.

The Civil Aviation Safety Authority (CASA) and Federal Department of Infrastructure and Regional Development both requested that the proposal be forwarded to Sydney Airport, but

made no comments on the proposal. Sydney Airport raised no objection to any of the proposed building heights. Council's LEP already has a clause related to airspace operations, but any future Development Applications in this area will be forwarded to Sydney Airport and Royal North Shore Hospital for abundant caution,

The Northern Sydney Local Health District – Health Promotion unit commended a number of aspects of the plan as well as other work Council was doing in the adjoining area. Additional comments were received from NSW Education supporting Council's plans and their consistency with NSW policies promoting integrated residential and infrastructure growth. North Sydney Council also provided in principle support for Council's plans.

Ausgrid provided details of their processes for undergrounding power lines, while Sydney Water confirmed that their infrastructure has adequate capacity to service the development, but some upsizing may need to occur. This would be addressed at the future Development Application stage.

NSW Office of Environment and Heritage raised some concerns about the potential impacts on the heritage items in Park Road but supported the recommendations of Council's heritage study – which were already integrated into the Proposal.

Two separate comments were received from NSW Roads and Maritime Services, both of which are addressed in the attached Council report.

## PART 4 – MAPPING

Draft maps are attached to this Planning Proposal at

**Attachment D:** Zoning maps (Current and Proposed)

**Attachment E:** Height of Building maps (Current and Incentives)

**Attachment F:** Floor Space Ratio maps (Current and Incentives)

**Attachment I:** Lot Size Maps (Current and Proposed),

**Attachment J:** Land Reservation Acquisition map (Proposed)

**Attachment G:** Community Infrastructure Map (only for public exhibition purposes)

A full set of maps compliant with the *NSW Standard Technical Requirements for Spatial Datasets and Maps* is also available, in preparation for an exhibition, and can be provided now if the Department requests it.

## PART 5 – COMMUNITY CONSULTATION

Dependent on the Department's advice - Council's Consultation Policy provides for a six-week exhibition period.

However, given the comments of TfNSW, RMS and Education & Communities, Council requests the following, in regards to agency consultation:

- Further consultation be undertaken particularly with NSW Roads & Maritime, Education & Communities, and Transport for NSW.

In addition, Council will continue to consult with the adjoining local government areas as well as the government agencies identified above.

It was resolved at the 18 May 2020 meeting that Council:-

*Notes that extensive community consultation was held during the period 2012 - 2020 including:*

- a) exhibition of Master Plan (Dec 2014 – May 2015) with 545 submissions received;*
- b) exhibition of draft Planning Proposal (Oct 2017 – Jan 2018) with 340 submissions received;*
- c) a public hearing conducted by the IPC (2019); and*
- d) a review by NSW Planning, State Design Review Panel and NSW Government Architect (2019-2020).*

All of these matters, and others, were considered and responded to at the 11 May and 18 May 2020 Council meetings.

## **PART 6 – PROJECT TIMELINE: Indicative**

| <b>Stage</b>   | <b>Completion Date</b>               |
|--|--------------------------------------|
| Commencement date of Gateway   | 2 September 2016                     |
| Completion of required technical information                         | 29 September 2017                    |
| Government agency consultation                                       | October 2017 to end of November 2017 |
| Commencement and completion dates for public exhibition              | October 2017 to end of November 2017 |
| Dates for public hearing   | Not expected                         |
| Consideration of submissions   | December 2017                        |
| Consideration of proposal post exhibition                            | February 2018 – May 2020             |
| Date of submission to the Department to finalise the LEP             | May 2020                             |
| Anticipated date RPA will make the plan (if delegated)               | Not delegated                        |
| Anticipated date RPA will forward to the Department for notification | June 2020                            |

## Attachments

**AT-A:** St Leonards South Master Plan \*

**AT-B:** Council Report and Minutes dated 13 July 2015 \*

**AT-C:** Council Report and Minutes from Extraordinary Council Meeting 11 May 2020

**AT-D:** Zoning maps (Current and Proposed)

**AT-E:** Height of Building maps (Current and Proposed Incentive)

**AT-F:** Floor Space Ratio maps (Current and Proposed Incentive)

**AT-G:** Community Infrastructure Map (only for public exhibition purposes) \*

**AT-H:** Plain English explanation

**AL-I:** Lot Size Maps (Current and Proposed)

**AT-J:** Land Reservation Acquisition map (Proposed)

**AT-K:** Independent Review of Viability – February 2015 HillPDA analysis \*

**AT-L:** Cumulative Transport and Accessibility Study – by PTC consultants

**AT-M:** Cumulative Traffic Study – by TEF consulting

**AT-N:** Consistency with applicable State Environmental Planning Policies

**AT-O:** Consistency with applicable Section 117 Directions

**AT-P:** Urban Design Analysis – Annand, March 2020

**AT-Q:** Revised Feasibility Analysis – HillPDA, March 2020

**Departmental Attachment 1:** Information Checklist

**Departmental Attachment 2:** Evaluation Criteria for the Delegation of Plan Making Functions

\* **Background supporting material**

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