



Planning,
Industry &
Environment

ST LEONARDS SOUTH DESIGN CHARRETTE

Outcomes and Recommendations Report

February 2020



Published by NSW Department of Planning, Industry and Environment

dpie.nsw.gov.au

Title: Outcomes and Recommendations Report

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Abbreviations

ADG	Apartment Design Guide
Council	Lane Cove Council
DCP	Development Control Plan
DDA	Disability Discrimination Act
Department/DPIE	Department of Planning, Industry and Environment
Draft 2036 Plan	Draft St Leonards and Crows Nest 2036 Plan
FSR	Floor Space Ratio
GANSW	Government Architect NSW
GSC	Greater Sydney Commission
IPC	Independent Planning Commission
LEP	Local Environmental Plan
LHS	Local Housing Strategy
LSPS	Local Strategic Planning Statement
RMS	Roads and Maritime Services
SDRP	State Design Review Panel
SEPP	State Environmental Planning Policy
TOD	Transit-Oriented Development
VPA	Voluntary Planning Agreement

Executive Summary

This Outcomes and Recommendations Report has been prepared by the Department of Planning, Industry and Environment (the Department) to identify the Department's recommended approach to the planning for St Leonards South. The report has been prepared based on the outcomes and recommendations made during a design charrette held to review Lane Cove Council's St Leonards South planning proposal. The recommendations also reflect the advice provided by the Independent Planning Commission (IPC) on planning for the St Leonards South area.

St Leonards South provides an opportunity for an integrated approach to the planning for new public space and housing opportunities within close proximity to the health and education precinct at St Leonards. Although the area has a challenging terrain, a coordinated and well-planned approach to the renewal of this area will allow for the better delivery of public space, improved urban design outcomes as well as a development footprint that encourages walking and public transport use.

Opportunities for the potential development of the area have a long history, reflecting its complexities. Both the draft St Leonards and Crows Nest 2036 Plan (Draft 2036 Plan) and the IPC have identified that the site has potential for development provided it contributes positively to public space and urban design outcomes. The area also provides short to medium and longer term options for the delivery of appropriately located and diverse housing opportunities to enable Lane Cove Council to meet housing needs.

To ensure planning for the area can deliver the principles and outcomes identified in the Draft 2036 Plan and the IPC's advice, a design charrette was undertaken in collaboration with the Government Architect NSW, State Design Review Panel members, the Department and Lane Cove Council.

This report sets out the following key recommendations from this charrette:

1. **Plan for a neighbourhood 'heart' for the precinct with centralised facilities**
2. **Relocate the park to the area around Holdsworth Avenue and Berry Road**
3. **Prepare sun access planes to protect solar access to public spaces**
4. **Improve connectivity for vehicular and pedestrian movements in, through, and from the site**
5. **Improve permeability and safe movement within and through the site**
6. **Reconsider the nature and role of an east-west link**
7. **Minimise car parking available on the site**
8. **Ensure public benefit and open space is delivered through planning controls**
9. **Diversify typologies through analysis of the location of non-residential facilities and employing other available mechanisms**
10. **Confirm future intentions for land west of the site**
11. **Leverage the opportunity for best practice sustainable performance**
12. **Undergo study on existing trees and develop strategy for any removal and/or replacement**
13. **Achieve design excellence through a design excellence strategy and the establishment of a design review panel**

The Department has reviewed and evaluated these key recommendations and supports the design amendments proposed for the St Leonards South planning proposal. The Department considers that the recommendations respond to the issues raised in the Independent Planning Commission's advice and seek to further improve the proposal.

The Department requests that Lane Cove Council contemplate amendments to the planning proposal taking into consideration these recommendations.

The St Leonards South planning proposal forms a key piece of strategic planning for the broader St Leonards and Crows Nest Planned Precinct area. The Department will be guided by this Outcomes and Recommendations Report in finalisation of the draft 2036 Plan for St Leonards and Crows Nest.

Introduction

St Leonards South is a precinct of approximately 6.5 hectares located south of the Pacific Highway and west of the T1 North Shore rail line, bound by Park Road, Marshall Avenue, River Road, and Canberra Avenue.

Planning for the area has a long history with Lane Cove Council first proposing the opportunity for redevelopment of the area in 2012. Council's intentions for the development of the area were to redevelop for high density residential development to provide future housing opportunities within the local government area.

The sloping nature of the area means resolving an appropriate development approach is challenging. It is important to understand how the development of the site can retain a sense of the tree lined streets that contribute strongly to the character of the area. It is also critical to ensure great public spaces are created, tied to a street pattern and transport network that encourages walking over private vehicle use.

Importantly, it is necessary to ensure that renewal of the area provides benefits across the broader community while creating an appropriate transition to adjoining areas.

Understandably there are many different views on how the area can be developed, with some in the community advocating for minimal change, while others have promoted taller buildings to ensure the area can meet the longer-term needs of the community from a housing perspective.

The Department has identified principles that it believes should guide the planning for the area in its draft 2036 Plan, and asked the IPC, to look at and provide advice on Council's proposal against these principles. The IPC's advice was released on 24 July 2019 following a public process, including briefing sessions and a public meeting (**Appendix A**).

To bring together the advice of the IPC and to ensure Council had a clear set of recommendations to progress its planning for St Leonards South, the Department, the Government Architect NSW (GANSW), and State Design Review Panel (SDRP) members joined with representatives of Lane Cove Council in a collaborative full-day design charrette.

The charrette was held on 11 November 2019 and allowed the Department to take the advice of urban design experts and examine the changes needed to the Council's planning for St Leonards South to respond to the recommendations of the IPC.

The St Leonards South Design Charrette Outcomes and Recommendations Report is a summary of the key recommendations made by participants during the design charrette. The report has been prepared utilising the St Leonards South Design Workshop Summary Report as prepared by KJA and included at **Appendix B** and the SDRP Workshop Comments included at **Appendix C**.

The Department has evaluated and supports the recommendations from the charrette and encourages Council to contemplate implementing these as it considers the next steps for its planning proposal.

The Department acknowledges the importance of a strategic led approach to St Leonards South and will continue to collaboratively work with Lane Cove Council in progressing its planning proposal for this area.

Background and Context

Strategic planning for the St Leonards South proposal area commenced in 2012, resulting in Lane Cove Council exhibiting a planning proposal for this area between October 2017 and January 2018.

The planning proposal relates to the land shown in **Figure 1** and is underpinned by a masterplan that proposes medium to high density residential development of between four and 19 storeys, supported by private and public open space linkages through the area (**Figures 2 and 3**).

During this same time, the Department progressed investigations for the broader strategic planning of the St Leonards and Crows Nest planned precinct, which includes the St Leonards South planning proposal area (**Figure 1**). Through collaboration with North Sydney, Willoughby and Lane Cove Councils and consultation with community, the Department prepared the draft St Leonards and Crows Nest 2036 Plan. This was exhibited between October 2018 and February 2019.

Based on the recommendation from the draft 2036 Plan, the Minister referred the St Leonards South planning proposal to the Independent Planning Commission for advice.

The following outlines the background which led to the design charrette:

2012	Lane Cove Council resolved to undertake a master planning process for the precinct in St Leonards.
2015	Council resolved to adopt the Draft St Leonards South Master Plan.
2016	Council translated the master plan into a planning proposal and draft LEP Amendment No. 25, and submitted this to the then NSW Department of Planning and Environment for Gateway determination.
September 2016	The Department granted conditional Gateway determination. This included the following condition: <i>“Prior to finalisation, the planning proposal is to be amended to demonstrate consistency with any available findings of a draft or final strategic planning review for the St Leonards and Crows Nest Station Precinct.”</i>
June 2017	Planned Precincts were announced, including St Leonards and Crows Nest which had previously been identified as a strategic area for investigation.
August 2017	The Department released an interim statement and supporting technical studies for the St Leonards and Crows Nest Planned Precinct.
October 2017 – January 2018	Council publicly exhibited the St Leonards South planning proposal.
October 2018 – February 2019	The Department released the draft St Leonards and Crows Nest planning package for public exhibition. This included the draft 2036 Plan . The draft 2036 Plan included a recommendation for referral of the St Leonards South planning proposal to an independent panel for review to ensure consistency with conditions of the Gateway determination and the draft 2036 Plan.

December 2018	The then Minister for Planning requested that the IPC provide advice and conduct a public meeting as part of the St Leonards South planning proposal. The Minister sought advice on the consistency of the planning proposal against the draft 2036 Plan, the scale of residential development and whether staging of the planning proposal is appropriate.
May 2019	In response to the Minister's request, the IPC held a public meeting. The IPC heard opinions from the community, stakeholders, the Department, and Council. There were 43 registered speakers and the meeting was attended by more than 100 community members.
July 2019	The IPC released its advice outlining that the St Leonards South planning proposal is inconsistent with the vision, guiding design principles, and St Leonards South design criteria.
August – November 2019	The Department responded to Council's request for assistance and committed to working alongside Council in responding to the IPC advice. This led to conducting the charrette with the collaborative input from the GANSW and the SDRP.

As strategic investigations are progressed and finalised for the draft St Leonards and Crows Nest 2036 Plan, the Department is committed to ensuring that this has regard to St Leonards South planning proposal and the IPC's advice. Given the significance of St Leonards South in relation to the final 2036 Plan, there is an imperative to ensure that the issues raised by the IPC can be resolved prior to the resolution of a final 2036 Plan.

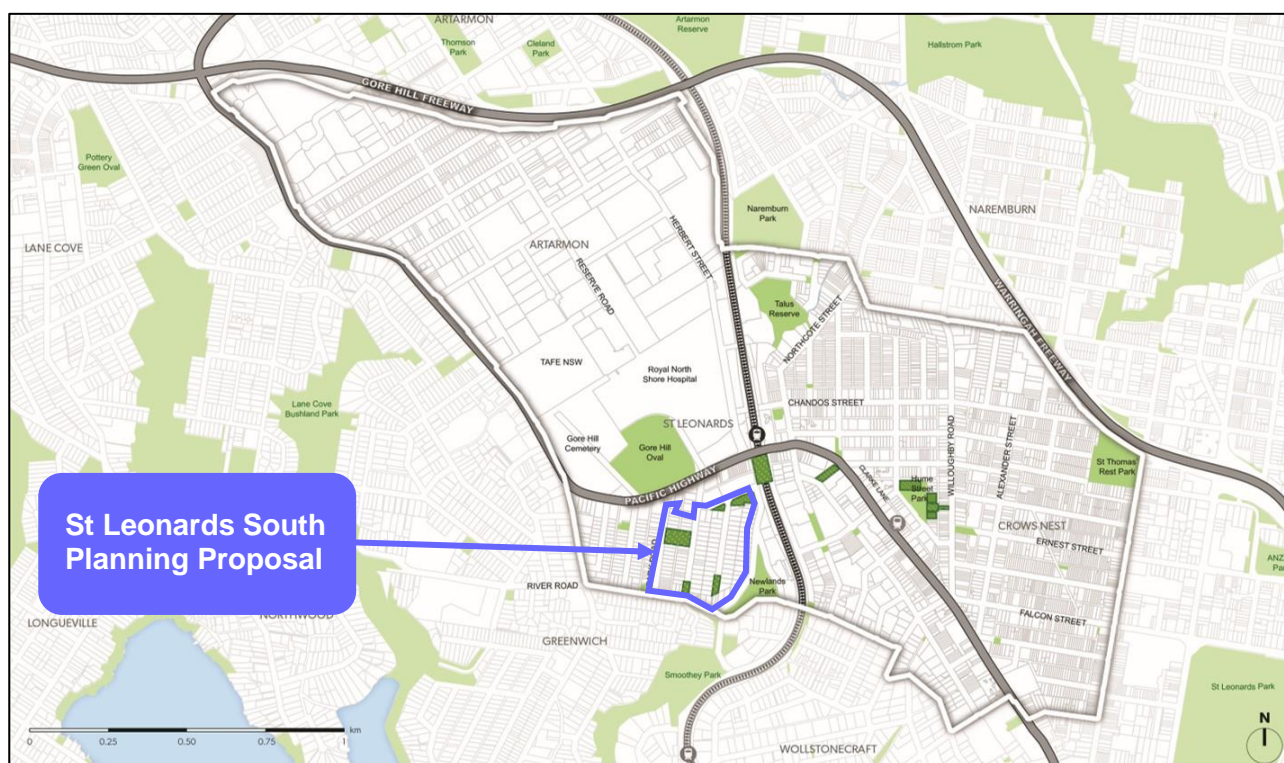


Figure 1 – St Leonards South Planning Proposal Area and St Leonards Crows Nest Planned Precinct Area



Figure 2 – St Leonards South Planning Proposal

Note: north-south green spines located to the rear of the residential lots are private and for resident use only.



Figure 3 – St Leonards South Planning Proposal – Built Form Envelope

IPC Advice

The IPC reviewed the St Leonards South planning proposal and provided its advice on 24 July 2019. Refer to **Appendix A**.

The IPC considered all the relevant comments expressed by the community at the IPC's public meeting on 20 May 2019 and comments received since and during exhibition of Council's planning proposal and the Department's draft 2036 Plan.

The IPC's overall comments regarding the Minister's directions for the IPC to review the planning proposal against the draft 2036 Plan included:

- Minister's Direction: *"the consistency of the planning proposal with the overall vision, guiding design principles, and specific design principles of the Department of Planning and Environment's draft St Leonards and Crows Nest 2036 Plan"*

IPC Comment - The St Leonards South Planning Proposal is inconsistent with a number of elements of the *Vision, Guiding Design Principles* and *St Leonards South Design Principles* of the draft 2036 Plan.

- Minister's Direction: *"the scale of residential development contained in the planning proposal and whether the whole site needs to be rezoned to meet housing targets identified by the Greater Sydney Commission"*

IPC Comment - The scale of residential development contained in the planning proposal would represent an overdevelopment of the site and no rezoning of the site is required to meet the housing targets identified by the GSC.

- Minister's Direction: "whether some staging of the planning proposal is appropriate".

IPC Comment - Staging of the planning proposal is not necessary from a strategic planning basis.

In summary, the IPC considered the planning proposal to be inconsistent with the following key elements of the draft 2036 Plan. The following also outlines positive aspects of the planning proposal identified by the IPC - more detail is included at **Appendix D**.

Vision - Draft 2036 Plan	IPC Findings
Place	<ul style="list-style-type: none"> - The proposal would represent development of a scale, height and density that is out of character with the remainder of the St Leonards South Precinct and surrounding neighbourhoods. + The IPC did acknowledge that redevelopment of the precinct is not inappropriate and had strategic merit.
Landscape	<ul style="list-style-type: none"> - The quantum of public open space is insufficient for the site's estimated ten-fold increase in population. - The proposal would also not provide 'sunny tree-lined public spaces' and 'lively and active streets' as identified in the 2036 Plan Vision. + The proposal enhances and provides new tree planting in the area.
Built Form	<ul style="list-style-type: none"> - The scale of the development proposed would be out of character with the remainder of the St Leonards South Precinct and surrounding neighbourhood.
Land Use	<ul style="list-style-type: none"> - The proposal contained insufficient information to demonstrate that a greater mix of homes would be provided to cater for the diverse housing needs for the area.
Movement	<ul style="list-style-type: none"> - Safety implications were raised for residents who may seek to cross River Road to use Wollstonecraft Station. - Concern was also raised for active transport given the topography of the site and the ability for future residents to walk and cycle through the site. + The proposal is consistent with the movement principles, although topography and safety challenges are identified in the area. + Considers accessibility principles are consistent in the proposal as the precinct location is within close proximity to St Leonards Station, the future Crows Nest Metro station, and Wollstonecraft Station.

Guiding Design Principles - Draft 2036 Plan	IPC Finding
Design Criteria – Overshadowing	<p>- The proposal would not comply with the draft 2036 Plan overshadowing controls as there would be:</p> <ul style="list-style-type: none"> • Additional and longer duration of overshadowing to Newlands Park. • Significant overshadowing of a new proposed park and pedestrian link. <p>+ The proposal is consistent with overshadowing of heritage items as it will have minimal impacts on heritage items on Park Road and residential areas outside of the 2036 Plan boundary.</p>
Design Criteria – Street Walls	<p>- The significant amount of taller buildings clustered at the centre and to the east of the site would have the potential to create a monolithic street wall effect, including along pedestrian walkways.</p> <p>+ The streetscape aspects of the proposal have merit as a result of setbacks.</p>
Design Criteria - Transitions	<p>- The proposal does not adequately transition to the existing residential area to the west and would be out of character with the existing area.</p> <p>- Concern regarding impacts to adjacent heritage items along Park Road resulting from the magnitude of proposed development.</p>
Design Criteria – Key Views	<p>+ The proposed development would not necessarily affect long-distance vistas and sky views at a greater degree than the existing trees and topography of the site.</p>
St Leonards South Design Principles	IPC Finding
Open Space connections	<p>- The planning proposal would allow for several green spines, however many of these are to be private open spaces such that they would not improve connectivity to surrounding open spaces.</p>
Cumulative Traffic Impacts	<p>- The IPC was not satisfied that enough information had been provided to address potential cumulative traffic impacts.</p>

St Leonards South Design Charrette

What is a design charrette?

A design charrette is generally defined as a short, collaborative meeting during which members of a team collaborate, explore, and share a broad diversity of design ideas.

In the case of the St Leonards South Design Charrette, it was intended to be a full-day workshop to evaluate and discuss the findings of the IPC advice in a spatial context and review opportunities to address these findings and give direction to Council about potential amendments to the St Leonards South planning proposal.

Purpose

The purpose of the design charrette was to provide an opportunity for an open and structured discourse with Lane Cove Council on the St Leonards South planning proposal. In addition, it was to give a clear strategic context for St Leonards South and to provide clear directions for planning in the area.

This report forms a summary of key recommendations that Council should evaluate as it progresses the proposal.

The Terms of Reference for the design charrette are included at **Appendix E**.

Area subject of design charrette

The design charrette analysis focused on the area subject of the St Leonards South planning proposal, as identified in **Figure 4**. The charrette participants were aware of and did discuss the broader area and strategic context for the proposal.



Figure 4 – St Leonards South Planning Proposal Area

Objectives

The objectives of the design charrette were to:

- Collate and summarise the IPC considerations documented in a spatial format for discussion.
- Have an open discussion about urban and landscape design opportunities and issues of the site utilising NSW Government Better Placed and Greener Places policy objectives.
- Discuss outcomes for the site based on spatial and design quality aspirations, including place making and spatial inter-relationships within the planning proposal (including height, scale and open space).
- Document outcomes that respond to IPC considerations, and state and local planning policy objectives.

This report documents the outcomes and recommendations from the design charrette process.

Design charrette parameters

The design charrette centred on the key themes identified in the draft St Leonards and Crows Nest 2036 Plan as outlined by the IPC – *vision, place, landscape, built form, land use and movement*, with an emphasis on the following key issues raised:

- Quantum of public space.
- Scale and bulk of development.
- Preservation of local character.
- Transition to surrounding area.
- Overshadowing of public open space.
- Connection and movement through the site.
- Potential overdevelopment.

Figures 2 and 3 above illustrate the extent and proposed general built form and layout of the St Leonards South proposal that was the subject of the charrette process.

Participants undertook a site inspection and then engaged in an open discussion about urban and landscape design opportunities and issues, in the context of these above themes. This was done with consideration for spatial and design quality aspirations, stakeholder and community feedback, and state and local planning policy objectives.

The approach to the charrette discussion was formulated by KJA and is illustrated in **Figure 5**.

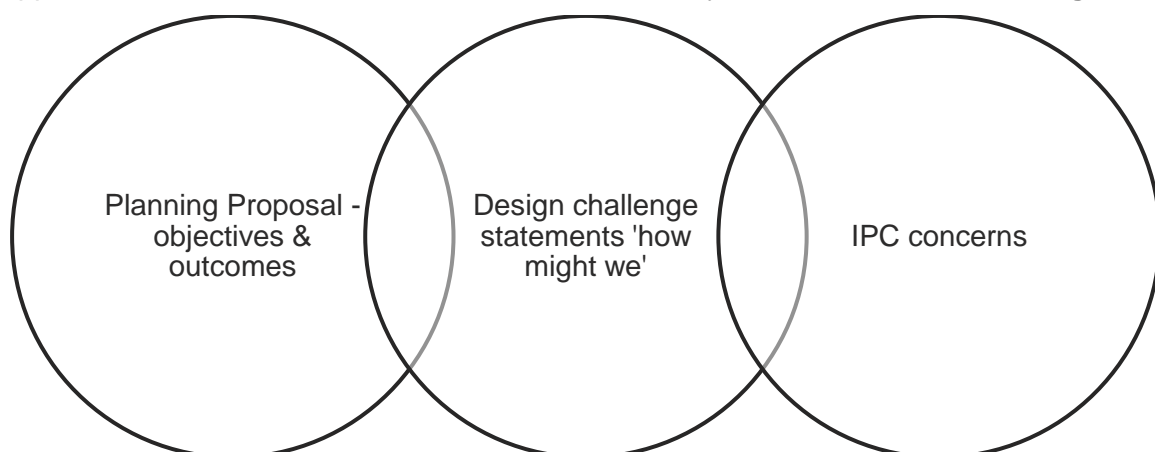


Figure 5 – Approach to Discussion

Key Recommendations

The revitalisation of St Leonards South will attract new residents close to public transport and help optimise the potential of St Leonards as a strategic centre that is a desirable place to live, work, and play. The St Leonards South planning proposal is a key opportunity for Lane Cove Council to deliver on these aspirations while also delivering new housing opportunities for the area.

The following recommendations for design amendments were proposed through the charrette process. These aim to support the strategic renewal of St Leonards South while also responding to each component of the IPC's advice (**Appendix A**).

The Department has evaluated the recommendations in the context of the IPC advice also. This assessment is outlined below.

Landscape

The following recommendations address inconsistencies identified by the IPC with regard to the theme of landscape.

2036 Plan Inconsistency

Vision – Landscape

Design Criteria – Overshadowing

Design Principle – Open Space Connections

Charrette Recommendation 1

Plan for a neighbourhood 'heart' for the precinct with centralised facilities

- Create a neighbourhood 'heart' for the precinct with strategically-placed and centralised commercial and flexible non-residential facilities. Ideally closely connected to open space.
- Include ground floor activation via employment generating uses near the park/open space (e.g. cafes).
- Explore additional development controls to help promote the delivery of community facilities beyond market forces.

Charrette Recommendation 2

Relocate the park to the area around Holdsworth Avenue and Berry Road

- Consolidating public open spaces into one larger area will bring greater amenity to residents.
- The centralisation of this space would represent an alignment with the key landscape objectives of the Draft 2036 Plan.
- A central park space would assist in addressing IPC concerns regarding overall uniformity of scale included in the planning proposal, by scaling development to reduce overshadowing to the park.
- The park relocation would also improve views from within the proposal area.

- Relocation of the park would improve pedestrian connectivity through the precinct to the proposed St Leonards Plaza above the rail corridor on the south side of Pacific Highway.
- Ensure that the park has streets on all sides either as shared zones or vehicular streets with generous footpaths, to improve permeability.

Charrette Recommendation 3

Prepare solar access planes to protect solar access to public spaces

- The adoption of solar access planes to existing and proposed public spaces will assist in protecting these spaces from overshadowing.

State Design Review Panel - Design Directions:

The panel drafted an illustration to help convey its abovementioned recommendations (**Figure 6**).

- Consider a land swap with the Propsting Playground (**Figure 6**) to increase the quantum of open space within the site. This is on the understanding conveyed to the Panel that Propsting Playground is currently underutilised by the community and is subject to traffic noise. The overall result of approach is still to provide a net gain in useable public open space (same or greater area than currently available with quality treatments including landscape and better amenity).
- A key benefit of centralising the park is the potential greater numbers of dwellings in St Leonards South with greater access to a park that has four edges.
- This approach enables the opportunity for activated commercial edges to the park, which should be supported by adaptable apartment floor plates with adequate ceiling heights at the ground level for development facing the park.
- The panel support the concept of shared and linked private communal spaces located to enable retention of existing trees but consider improved public permeability across the site and consequent reduction in the quantum of land for joined-up area of private communal spaces to be preferable.



Figure 6 - Sketch Design for Centralised Park (Note: this drawing is at sketch design stage only. Further testing and validation studies are required).

Department's Evaluation

Once consolidated and repositioned, the proposed centralised open space could comprise an area of approximately 7,500sq.m. This is envisaged to provide a range of recreational opportunities for residents and encourage social interaction, exercise and relaxation.

This outcome and the recommendations above are supported on the basis that:

- A centralised and single large open space area provides the opportunity for greater flexibility in the use of this space for recreational and public domain outcomes for the future St Leonards South community.
- It creates the opportunity for greater density around the park that benefits from the outlook onto the park, which is not dissimilar to the outlook enjoyed by development along Duntroon Avenue onto Newlands Park.
- New development around the park can be orientated to improve natural surveillance to the park, thereby improving the safety of this space.

- The central park allows for an opportunity for more direct pedestrian flow from the western and south western areas of the proposal area towards the commercial core of St Leonards and the St Leonards Station.
- Joined with community and commercial opportunities next to the park, this provides the opportunity for local retail and service opportunities to better and more directly serve the new community in St Leonards, and existing nearby residential areas and businesses along the southern edge of the Pacific Highway.
- Community and child care facilities should be strategically positioned surrounding the central park to improve amenity, activation, and surveillance of public spaces and streets; which in turn would allow for suitable drop-off and pick up vehicular access.
- Larger tree planting and landscaping can be achieved in this bigger space to then create greater tree canopy, while still allowing for opportunities for public art.
- The bulk and scale of adjacent development could be reconsidered and reorientated, such that performance based solar access plane controls would help minimise overshadowing and built form impacts to the park and other adjoining existing open spaces such as Newlands Park.
- It allows for the road networks to lead residents and visitors to this collective space without the need for transitional mid block pedestrian connections as currently proposed in Council's scheme.
- It overcomes the challenges of smaller pocket parks, which are more likely to be overshadowed at significant periods across the day, and potentially increasing public liability and maintenance costs.
- A central park space such as this has the potential to become integral to a new identity for the proposal area and to create a sense of place for the community.

Movement

The following recommendations address inconsistencies identified by the IPC with regard to the theme of movement.

2036 Plan Inconsistency

Vision – Movement

Design Principles – Cumulative Traffic Impacts

Charrette Recommendation 4

Improve connectivity for vehicular and pedestrian movements in, through, and from the site

- Conduct an analysis of vehicular movement to understand choices and options, including:
 - Whether a large population with a limited number of access points could create an overload that affects accessibility.
 - Potential impacts on shared amenity.
- Consider a greater number of east-west pedestrian links.
- Create a pedestrian avenue along Marshall Avenue to the north in response to the significant pedestrian traffic along this route.

Charrette Recommendation 5

Improve permeability and safe movement within and through the site

- Review existing road reservations in order to increase verge width to support trees, bike access and/or treatment (e.g. along River Road).
- Reconfigure and close the intersection at Canberra Avenue and River Road to improve permeability, including consideration for the recommendations of the draft 2036 Plan for improved open space connections and creating an accessible place.
- Plan for traffic lights that assist pedestrians and cyclists.
- Consult with Transport for NSW/RMS to reduce and/or enforce vehicle speed along River Road.
- Consider safety implications should the park on Park Road remain in place.
- Review block sizes to consider permeability and safe movement, in order to allow additional pedestrian links.

Charrette Recommendation 6

Reconsider the nature and role of an east-west link and establish additional pedestrianised east-west links.

- In combination with a centrally located and consolidated open space, re-align the east-west connections to provide better access to Pacific Highway and Newlands Park.
- Deliver a network of publicly accessible pedestrian connections across the site between public spaces.
- Minimise laneways, prioritising shared zones wherever possible.
- Deliver shared vehicular, cycle, and pedestrian movement.
- Prepare cross section for Marshall Avenue to show pedestrian environment.

Charrette Recommendation 7

Minimise car parking available on the site.

- Introduce maximum car parking rates for the precinct, similar to other accessible areas (i.e. North Sydney Council).

State Design Review Panel - Design Directions:

The panel drafted an illustration to help convey its abovementioned recommendations (**Figure 7**).

- Improved permeability through the site to key attractors.
- Greater links and vehicular circulation through the site, especially east-west.
- Use the open space as a core element of the pedestrian experience through the site.
- The journey through the site should be a 'journey through landscape', improving the pedestrian experience and removing the risk of monolithic buildings overbearing the through site links.
- Footpath widths on River Road should be increased, allowing separation from the high-volume road, tree planting to better reflect the character of the area, with wide shared path and landscape set back into the site.

This should allow building footprints to remain unchanged. DPIE will need to engage RMS into resolving the technical details of the verge conditions. The link will be vital as the population increases to accommodate the pedestrian traffic waking and cycling to open space and Wollstonecraft Station.

- Creating multiple paths with reasonable grades will make the formalised east-west link redundant.
- Less emphasis on the formalised east-west link, decreasing the cost by removing the need for lifts within buildings, the management and maintenance of the access.
- These links could be later extended further west in the future through to Portview and Greenwich Roads.

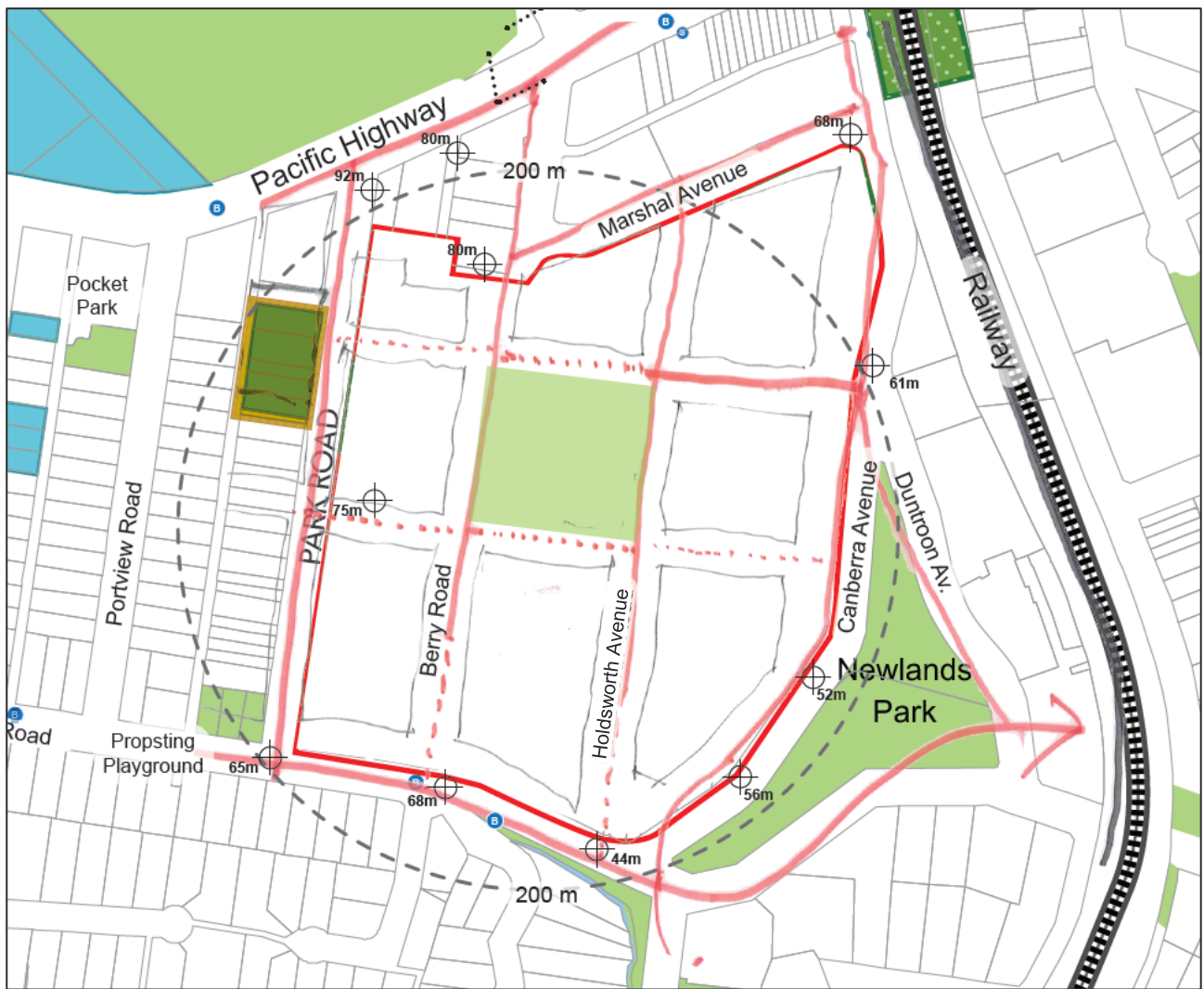


Figure 7 - Sketch Design Circulation Plan (Note: this drawing is at sketch design stage only. Further testing and validation studies are required).

Department's Evaluation

The block pattern and increased number of through connections would provide new circulation opportunities through the development of new east west street links that can accommodate street trees and connected pathways (**Figure 5**).

While the Department supports the potential closure of the intersection at Canberra Avenue and River Road to create a safe pedestrian environment and improve access to open space, it acknowledges that these works would be subject to further assessment to test and support these approaches.

These outcomes and the recommendations above are supported on the basis that:

- The grid road network would afford greater pedestrian and vehicular permeability through the proposal area, thereby spreading and diluting pedestrian and vehicular traffic movements across the site.
- This arrangement can accommodate narrower and lower order street designs for connecting streets that allow for slower traffic speeds, which help to prioritise pedestrian movements.
- It provides additional opportunities for street tree planting and landscaping that will increase tree canopy to create new 'green grid' lines for the area.
- Additional landscaped roads through the proposal area will further expand and enhance the existing tree lined streetscape character in the area.
- All road connections in the network layout lead to the proposed centralised park, thereby improving accessibility to a key open space area.
- Review of car parking rates can be considered to ensure suitable parking provision is balanced against the areas excellent proximity and access to two rail stations and the future Crows Nest Metro station. The Department recommends that Council review its current rates of parking under its Development Control Plan (DCP).
- Improved and expanded connections through the proposal area will encourage walking and cycling and allow for great permeability through the site for residents living in areas surrounding the proposal area.

Place and Built Form

The following recommendations address inconsistencies identified by the IPC with regard to the theme of place and built form.

2036 Plan Inconsistency

Design Criteria – Overshadowing

Vision – Built Form

Design Criteria – Street Walls

Design Criteria – Transitions

Charrette Recommendation 8

Ensure public benefit and open space is delivered through planning controls

- Incentives and/or mandating options will assist in clearly delineating public and private space, making envelopes certain, helping enforce solar planes and realising other sustainability benefits.
- Solar access planes to be established to protect Newlands Park.
- Set a clear public domain, including minimum solar access requirements to the central park.
- Create a grid street pattern.
- Set an overarching FSR uplift but allow design excellence to guide bonuses where it does not contravene the principles outlined above.

Charrette Recommendation 9

Diversify typologies through analysis of the location of non-residential facilities and employing other available mechanisms

- Deliver alternative dwelling types and housing typologies.
- Achieve diversity through activation of ground floor development for non-residential uses.
- Create a finer grain built form through the reduction of block size running north-south.
- Reduce bulk and scale of development adjoining Newlands Park to improve transitions and reduce overshadowing.
- Deliver strategically located commercial activity within the precinct through analysis of shopping preferences (i.e. neighbourhood shops etc.). Non-residential uses should be located adjacent open space.
- Consolidate social infrastructure (i.e. childcare facilities).
- Support a greater variety of dwelling typologies (e.g. more studios and larger 3+ bedroom dwellings).
- Review DCP provisions for townhouse-style development as an interface to the wider area.

Figure 8 - Sketch Design Building Height Estimates (*Note: this drawing is at sketch design stage only. Further testing and validation studies are required*).

Department's Evaluation

These recommendations would result in development of a greater scale to the north and development that steps down towards the south of the proposal area. The corner of Canberra and Holdsworth Avenue was considered a suitable location for increased scale, as this site was expected to both identify as a key location for the proposal area and was not expected to result in significant overshadowing impacts to Newlands Park.

Further testing of these arrangements would be needed to demonstrate whether this would result in changes to the potential dwelling yield for the proposal. This was not able to be tested through the charrette process.

The Department acknowledges that the building height estimates in **Figure 8** are indicative and subject to further urban design testing.

This outcome and the recommendations above are supported on the basis that:

- This built form arrangement allows for more suitable scale transition to adjoining existing development, particularly with regard to the existing taller development to the north and the lower density development to the south.
- It concentrates development density within the site that will be centred around and benefit from the outlook to the central park and signal the central park as the core part of the proposal area.
- It will allow for opportunities for stepping of development that will support the built form changes that accommodate for improved view sharing for development within the proposal area.
- Creates a balance of scale of built form development on both sides of Newlands Park.
- Reduces the number of dwellings that interface with River Road, a busy and key link road between Lane Cove and Crows Nest, thereby reducing the exposure of new residents to noise and air quality issues.
- Allows for greater apartment typologies and thereby offering alternative housing products for the local community.

General

The following recommendations address inconsistencies identified by the IPC with regard to general matters, such as future extension of the proposal site to the west, sustainable performance of developments, tree retention and the process for design review.

2036 Plan Inconsistency

Vision – Land Use

Vision – Landscape

Vision – Built Form

Design Criteria – Overshadowing

Design Criteria – Street Walls

Design Criteria - Transitions

Charrette Recommendation 10

Confirm future intentions for land west of the site

- Future plans for land west of St Leonards South should be identified (i.e. in Council's Local Strategic Planning Statement and/or Local Housing Strategy).
- Consider in the finalisation of the planning proposal, particularly given the potential impacts on east-west links through the site and on the built form interface along Park Road.

State Design Review Panel – Design Directions:

N/A

Department's Evaluation

The Department acknowledges that the original St Leonards South master plan area extended to Greenwich Road, but was reduced based on economic study conclusions that indicated development would not be feasible beyond Park Road as part of Stage 1 (**Figure 4**).

Council noted any Stage 2 development may occur in this area, beyond Council's current 10-year plan. This potential future intention can be further canvassed as part of Council's Local Housing Strategy. Lane Cove Council like all other Greater Sydney Metropolitan Councils are required to prepare a Local Housing Strategy to investigate and address medium to long term (20 year) housing needs and supply.

Any potential development intentions for the land to the west of the proposal area should be identified as part of Council's Local Strategic Planning Statement.

The Department agrees that the through road links connecting to Canberra Avenue through to Park Road could be extended further west to replicate this road pattern; if Council were to later consider this area to Greenwich Road as future potential area for additional development.

Charrette Recommendation 11

Leverage the opportunity for best practice sustainable performance

- Include precinct-wide best-practice sustainability measures (e.g. stormwater management). This should be reflected in a site-specific DCP.
- Sustainable performance could be incorporated into Council's existing incentive clauses.
- Sustainable performance should extend to social sustainability targets (e.g. GSC affordable housing targets).
- Consider opportunities to co-locate open space and facilities to minimise Council's ongoing maintenance of the precinct.

State Design Review Panel – Design Directions:

N/A

Department's Evaluation

The inclusion of sustainable performance metrics through sustainability targets and implementation of best practice sustainable performance of design (such as stormwater measures) in a site-specific DCP is encouraged and supported by the Department.

While incentive clauses may be investigated, the inclusion of these provisions in an LEP may not be required due to the requirements of the National Construction Code, which details standards for high sustainable performance of buildings. This is also in addition to the applied benchmarks sought under *State Environmental Planning Policy No 65 - Design Quality of Residential Apartment Development* (SEPP 65).

The provision of affordable housing as part of the proposal should be further investigated by Council to help deliver this in accordance with GSC targets. To support councils in delivery of affordable housing *State Environmental Planning Policy No 70 - Affordable Housing (Revised Schemes)* (SEPP 70) was further expanded in February 2019 to include all councils in Sydney. The effect of this removed the administrative step of entering a local government area into SEPP 70, thereby expediting council's ability to investigate and develop an affordable housing contributions scheme.

The next step in the process is for councils to prepare affordable housing contribution schemes and amend their local environmental plans to reference the schemes. Contributions to a scheme are collected to pay for new affordable housing either managed by a community service provider or the council. While this is optional for a council to develop an affordable housing contribution scheme, the Department is of the view the subject planning proposal provides an ideal opportunity to include affordable housing.

The benefits of co-locating open space and facilities has been addressed as part of Charrette Recommendations 1 to 3.

Charrette Recommendation 12

Undergo study on existing trees and develop strategy for any removal and/or replacement

- Undertake a tree audit to specify all trees covering the precinct, including type and condition.
- Develop a strategy for replacing trees that are near the end of their life expectancy (enduring basis).
- Avoid mass removal of trees.
- Place high capital on existing trees to assist with their protection.

State Design Review Panel – Design Directions:

- Identify existing street trees and private trees within private areas to be retained. This is particularly important to retain the trees on the edges of the site, to maintain character.

Department's Evaluation

The Department encourages Council to undertake an audit of existing trees to identify which can best be retained in the public domain, and identification of key trees on existing private land. Council's development controls can then support retention of key trees through the area.

It is acknowledged that vegetation will need to be cleared to make way for new development, paths and roads. In this case, tree removal can be supplemented through new tree planting along existing and new streets and the requirement for new tree planting within developments. Council's requirements already seek to protect existing trees where possible and encourage advanced tree planting.

This approach could be further augmented by seeking to achieve a net increase in the number of trees within the proposal area, use of green roofs within developments and an overall streetscape landscape strategy. This strategy could include identification of appropriate tree and fauna species that would enhance and improve the existing tree lined streetscape character of the area.

Charrette Recommendation 13

Achieve design excellence through a design excellence strategy and the establishment of a design review panel

- A SEPP 65 Design Review Panel should be established at the following planning proposal process.
- A design excellence strategy will assist in maximising quality throughout the development process.

State Design Review Panel – Design Directions:

- Level changes are more manageable with smaller block sizes.
- Reduce the setbacks to Park Road so that there is a consistent edge to the street.

Department's Evaluation

The Department supports good design outcomes and encourages Council to implement its own SEPP 65 Design Review Panel. It is noted that Council's resolution of its St Leonards South masterplan had previously recognised this.

The Department also supports the inclusion of any requirements in its LEP to implement design excellence. This collective approach will help consistently employ enduring good design outcomes that not only provides amenity for new residents and occupants, but also ensures that developments complement the desired local character of the area.

Infrastructure and Services

IPC Comment - With respect to the more general question of timing of the release of the site having regard to the need to manage impacts on local and regional infrastructure, the Commission considers that it has insufficient evidence to express a view.

The following provides a summary of the key state, regional, and local infrastructure contributions proposed that will support the St Leonards South Precinct, within the broader St Leonards Crows Nest Precinct.

State Infrastructure

NSW State Budget – 2019/2020

The NSW State Budget 2019-2020 identifies the following initiatives within the broader area.

- Health:
 - **Royal North Shore Hospital Cyclical Maintenance** - \$8,969,000 committed for 2019-2020 financial year, with an estimated total cost of \$208,402,000 (start 2008, finish 2027).
- Education:
 - **Artarmon Public School Upgrade** - \$927,000 committed for 2019-2020 financial year, with an estimated total cost \$25,069,000 (start 2015, finish 2019).
 - **Greenwich Public School Upgrade** - \$19,570,000 committed for 2019-2020 financial year, with an estimated total cost of \$26,250,000 (start 2018, finish 2020).
 - **Cammeraygal High School Senior Campus (new school)** - \$2,109,000 committed for 2019-2020, with an estimated total cost of \$24,090,000 (start 2017, finish 2019).
 - **St Leonards Education Precinct** (details to be confirmed).

Sydney Metro

The NSW Government has invested over \$11 billion on the Sydney Metro City & Southwest stage of the project, which includes a new Metro Station at Crows Nest. Early construction works are underway, with the Crows Nest Metro Station scheduled to open in 2024.

Special Infrastructure Contribution (SIC)

A draft Special Infrastructure Contribution (SIC) is proposed for St Leonards and Crows Nest to provide \$113.6 million in funding for key state and regional infrastructure. If adopted, the contributions, made by developers, will support development in accordance with the St Leonards and Crows Nest 2036 Plan by providing funding for:

- Open space - \$57.6 million.
- Regional pedestrian and cycling facilities - \$27.6 million.
- Education - \$22 million.
- Roads, intersections and bridges - \$4.7 million.
- Planning and delivery - \$1.7 million.

The infrastructure schedule and funding as part of the SIC are subject to change. The draft SIC identifies State and regional infrastructure needs generated by growth in the precinct associated with the implementation of the 2036 Plan and are not government committed projects.

Local Infrastructure

A draft Section 7.11 Contributions Plan (formerly known as a Section 94 Plan) has been prepared for the St Leonards South Precinct. If adopted, monetary contributions made by developers in accordance with the plan will support the St Leonards South Precinct by providing funding for:

- Social infrastructure (open space) - \$34.3 million.
- Roads and drainage - \$16.3 million.
- Plan administration - \$0.2 million
- Community services (fit-out of multipurpose facilities) – \$2.8 million.

The Department recommends that in light of the recommendations made in this report and potential changes to the St Leonards South planning proposal, that Council review its draft Section 7.11 Contributions Plan to reflect any additional infrastructure requirements outside of scope of the SIC.

The Department will investigate opportunities to assist Council in delivery of open space via additional allocation of funds within the scope of the SIC. These investigations will be undertaken as part of the finalisation of the 2036 Plan.

Conclusion

The development of St Leonards South has strategic merit given its proximity to employment opportunities in St Leonards and opportunity to leverage the growing health, medical research and education land uses to the north. Planning for new housing in the area should proceed, but only if the issues of public space, transport and movement, as well as retention of local character can be managed.

When considering the IPC advice alongside the discussion and recommendations made during the St Leonards South design charrette, the Department agrees development should continue in the precinct. Planning for additional development has merit, as:

- Council requires additional housing to meet housing targets beyond 5 years.
- It is well located to transport, services, and infrastructure.
- The design can be amended to improve public space accessibility provided a different approach to public space, solar access, and through site links is explored.

The design charrette has provided a means to identify a revised approach to the land use plans for St Leonards South. This approach has the opportunity to deliver a great public space outcome, demonstrate an approach to traffic and transport that preferences walking over cars and allows the important tree lined streets to be recognised into the future of the area.

Based on the key recommendations made during the design charrette, the Department's view is that Council contemplate these in considering amendments to the planning proposal.

Specifically, the planning proposal should be reviewed to consider:

1. **Creation of a new central park** – the proposed open space should be relocated to sit centrally within the St Leonards South precinct in order to maximise opportunities with active and passive recreation and make effective use of strategically co-located community uses.
2. **Consolidation of public open space** – pocket parks referenced at Holdsworth Avenue, Marshall Avenue and Berry Road should be consolidated into one central open space. This will maximise useability of open space for both passive and active recreation activities.
3. **Creation of new east-west links** – an amended block layout should be explored with additional east-west links to establish a grid pattern in the precinct. This will achieve improved pedestrian permeability and activate public open space connections.
4. **Reorientation of density in the precinct** – in order to maintain solar access to public open space, density should be reorientated to the north-east portion of the precinct.
5. **Minimising traffic movements** – by minimising on-street parking, closing the intersection at Canberra Avenue and River Road, and introducing maximum car parking rates for the precinct. These measures will assist in delivering a pedestrianised environment reflective of the precinct's proximity to active transport.

The Department will continue to manage the broader infrastructure through the 2036 Plan and draft Special Infrastructure Contribution scheme.

The Department recommends that Lane Cove Council consider the key recommendations outlined within this Outcomes and Recommendations Report in responding to the IPC advice for the St Leonards South planning proposal.

Lane Cove Council is responsible for undertaking any amendments to the planning proposal before submitting the proposal to the Department for finalisation.

The Department will also be guided by this Outcomes and Recommendations Report in finalisation of the draft 2036 Plan for St Leonards and Crows Nest.

Contact

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Appendix A – IPC Advice



9 July 2019

Independent Planning Commission Advice St Leonards South Residential Precinct Planning Proposal

1. INTRODUCTION

1. On 20 December 2018, the Independent Planning Commission of NSW (the **Commission**) received a request from the then Minister for Planning (**Minister's request**) to provide advice and consider conducting a public meeting as part of consultation for the St Leonards South Residential Precinct planning proposal (the **planning proposal**), which has been prepared by Lane Cove Council (**Council**).
2. The Minister sought advice from the Commission on specific matters including:
 - *"the consistency of the planning proposal with the overall vision, guiding design principles, and specific design principles of the Department of Planning and Environment's (**Department**) draft St Leonards and Crows Nest 2036 Plan (**draft 2036 Plan**)";*
 - *"the scale of residential development contained in the planning proposal and whether the whole site needs to be rezoned to meet housing targets identified by the Greater Sydney Commission (**GSC**)";* and
 - *"whether some staging of the planning proposal is appropriate".*
3. The Commission's advice on the planning proposal is sought prior to finalisation of the draft 2036 Plan. The Minister requested that *"the Commission consider holding a public meeting given the public interest in the planning proposal"* and that *"this meeting be held after the close of exhibition of the draft 2036 Plan"*.
4. Under section 2.9(1)(c) of the *Environmental Planning and Assessment Act 1979* (**EP&A Act**), the Commission can advise the Minister on any matter which it is requested by the Minister.
5. Professor Mary O'Kane, Chair of the Commission, nominated Ilona Millar (Chair), Russell Miller and Peter Cochrane to constitute the Commission to provide the advice.

1.1 Subject Site

6. The St Leonards South Planning Proposal site (the **site**) is part of the wider St Leonards South Residential Precinct (the **Precinct**) which extends west to Greenwich Road, is approximately 6.5 hectares (ha) in area and is located within the Lane Cove local government area (**LGA**). The site is bounded by Park Road, the Pacific Highway, Marshall Avenue, River Road and Canberra Avenue (see *Figure 1* below). The site slopes downhill from northwest to southeast, gently sloping on Canberra Avenue and Holdsworth Avenue with steeper gradients in the southern portions of Park Road and Berry Road.
7. The north eastern part of the site is approximately 200 metres (**m**) from St Leonards rail station with most of the remainder of the site being within 400m from St Leonards rail station. The eastern part of the site is approximately 450m Wollstonecraft rail station and 400-800m to the

proposed Crows Nest Metro station. The Gore Hill Oval (in the Willoughby LGA) to the north and Newlands Park to the southwest are the two largest open spaces close to the site, and there is a small park at the bottom of Park Road.

8. Under the Lane Cove Local Environmental Plan 2009 (**Lane Cove LEP**), the site is currently zoned R2 Low Density Residential. It is surrounded by B3 Commercial Core and B4 Mixed Use zoning to the north along the Pacific Highway and Marshall Avenue, R2 Low Density Residential zoning to the south across River Road, R4 High Density Residential to the east and R2 Low Density Residential to the west across to Greenwich Road.

Figure 1 – St Leonards South Planning Proposal site



(Source: Lane Cove Council's St Leonards South Planning Proposal)

2. BACKGROUND TO PLANNING PROPOSAL AND DRAFT 2036 PLAN

2.1 St Leonards South Planning Proposal

9. On 13 July 2015, Council resolved to prepare a planning proposal to amend Lane Cove LEP to implement the recommendations of Council's adopted St Leonards South Master Plan.
10. In May 2016, a planning proposal was submitted to the Department for Gateway determination. The planning proposal would:
 - rezone the Precinct for apartments with site-specific floor space ratios (**FSR**) and heights; and
 - provide for two community facilities and child care centres, open space, private shared Green Spines, east-west pedestrian/cycle connectivity, some key worker housing and a

link road (see *Figure 2* below).

11. Specifically, the planning proposal would amend the Lane Cove LEP to:
 - rezone the site from R2 Low Density Residential to R4 High Density Residential;
 - increase building height limits from 9.5m to various building heights up to 65m; and
 - amend the maximum permissible FSR from 0.5/0.6:1 to various FSRs.
12. Council's St Leonards South Master Plan includes an incentive scheme to *"permit additional height and FSR for sites by providing identified community benefits, including a community facility, child care centre, and/or pedestrian links and open space"*. The maximum heights of buildings, with incentives, of the planning proposal consist of 3 x 4 storey, 4 x 6 storey, 13 x 8 storey, 11 x 10 storey, 3 x 12 storey, 2 x 15 storey and 1 x 19 storey buildings (see *Figure 2* below).
13. Council proposes a new clause in the Lane Cove LEP 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; and
 - specified lots for amalgamation and their minimum site areas.
14. Council also proposed to include an addition to clause 4.6 (Exceptions to Development Standards) of the Lane Cove LEP to prevent both the Incentive maps and the new LEP clause from being varied at the future development application stage.

Figure 2 – Outline of Planning Proposal



(Source: Lane Cove Council's Presentation to the Commission on 23 May 2019)

15. On 2 September 2016, the Department issued a Gateway determination with conditions, which included that, prior to finalisation, Council's planning proposal *"is to be amended to demonstrate consistency with available findings of a draft or final strategic planning review for the St Leonards and Crows Nest Station Precinct"*. Other requirements included the need for

a heritage impact assessment, a traffic and accessibility study, an incentive height of buildings map and an incentive FSR map.

16. Council exhibited the planning proposal from 30 October 2017 to 5 January 2018 and received approximately 340 submissions, the majority of which opposed the planning proposal.
17. On 30 August 2017, the Department granted an alteration of the Gateway determination to extend the timeframe for completing the Lane Cove LEP to 2 June 2018. On 23 April 2018, the Department granted an alteration of the Gateway determination to further extend the timeframe for completing the Lane Cove LEP to 2 June 2019. On 26 April 2019, the Department granted an alteration of the Gateway determination to further extend the timeframe for completing its LEP to 2 December 2019.

2.2 Draft St Leonards and Crows Nest 2036 Plan

18. The planning proposal is located within the Department's St Leonards and Crows Nest Planned Precinct area. The Department has been undertaking strategic planning investigations for this wider area since 2016 and produced the draft 2036 Plan. Through early community engagement during the preparation of the draft 2036 Plan the Department stated in its meeting with the Commission on 10 May 2019 (as outlined in paragraph 22) that the planning proposal is *"contentious amongst the community"* and that *"there is significant community interest both supporting and objecting to the planning proposal"*.
19. Between 14 October 2018 and 8 February 2019, the Department publicly exhibited the draft 2036 Plan and the draft Special Infrastructure Contribution (**SIC**) for St Leonards and Crows Nest. The Department received approximately 1,000 submissions from around 925 individual submitters.
20. One of the conditions of the Department's Gateway determination was that the planning proposal be amended to be consistent with available findings of strategic planning investigations for the wider St Leonards and Crows Nest area.

3. THE COMMISSION'S MEETINGS AND SITE INSPECTION

21. As part of its considerations, the Commission met with various parties as set out below, conducted a public meeting and undertook site and locality inspections.

3.1 Meeting with the Department

22. On 10 May 2019, the Commission met with the Department to discuss the planning proposal and the draft 2036 Plan. Issues discussed at the meeting are recorded in the transcript and were made available on the Commission's website on 16 May 2019. The presentation provided by the Department to the Commission at the meeting was made available on the Commission's website on 16 May 2019.

3.2 Site and Locality Inspection

23. On 10 and 23 May 2019, the Commission conducted site and locality inspections to understand the physical attributes and existing built form of the site and the surrounding local area. A copy of the notes for the site and locality inspections was made available on the Commission's website on 24 May 2019.

3.3 Public meeting

24. In response to the Minister's request, the Commission decided to conduct a public meeting due to the level of public interest noted from previous exhibitions of the planning proposal and the draft 2036 Plan. On 20 May 2019, the Commission held a public meeting at the Crows Nest Centre, Crows Nest. A list of the 41 speakers that presented to the Commission is published on the Commission's website. A transcript of the public meeting and copy of the material tendered was made available on the Commission's website on 22 May 2019. An opportunity to lodge any written comments was afforded until seven days after the public meeting. The Commission received a diverse range of comments during and after this period and a summary of the main issues raised in these comments is provided below.
25. Representatives of various developers with an interest in the site who presented at the meeting urged the Commission to allow the planning proposal to proceed as quickly as possible, submitting the following:
- The planning proposal is wholly aligned with key metropolitan strategic planning objectives;
 - The planning proposal has the potential to deliver substantial housing supply and infrastructure benefits;
 - The planning proposal will provide additional dwellings in a strategic location with excellent access to employment and public transport;
 - The planning proposal is consistent with the vision and design principles of the draft 2036 Plan and has strategic and site-specific merit;
 - The planning proposal lacks flexibility (including with respect to the proposed lot amalgamations) due to the proposed exclusion of the application of Clause 4.6 of the Lane Cove LEP to the site; and
 - Staged release of the site is not necessary or appropriate.
26. Precinct residents, local area residents, representatives of community associations and local professionals urged the Commission to reject the planning proposal for the following reasons:
- The planning proposal would represent an overdevelopment of the area;
 - The planning proposal would cause further traffic and car parking congestion;
 - The planning proposal would cause additional overshadowing of Newlands Park and overshadow the proposed new park between Park Road and Berry Road;
 - There is insufficient public open space provision in the planning proposal;
 - There is a lack of nearby school capacity;
 - There is a lack of health infrastructure capacity;
 - The planning proposal would impact upon heritage properties adjacent to the site; and
 - There are inconsistencies between the planning proposal and the draft 2036 Plan.
27. The Commission notes that much of the information provided at the public meeting addressed Council's planning proposal more broadly than the specific questions on which the Minister sought advice from the Commission, but this information was nevertheless helpful to the Commission as context in considering its response to those questions.
28. The Commission also heard detailed comments relating to the economics of the planning proposal but notes that this matter is not within the scope of the advice sought from the Commission by the Minister.

3.4 Meeting with Lane Cove Council

29. On 23 May 2019, the Commission met with Council to discuss the planning proposal. Issues

discussed at the meeting are recorded in the transcript and were made available on the Commission's website on 30 May 2019. The presentation provided by Council to the Commission at the meeting was made available on the Commission's website on 24 May 2019.

4. ADDITIONAL INFORMATION

30. A list of the additional information provided to the Commission is in *Annexure 1*.

5. THE COMMISSION'S CONSIDERATION

5.1 Material considered by the Commission

31. In providing the advice sought by the Minister, noted in paragraph 2, the Commission has carefully considered material provided by the Department, the Council and the public and interested parties through their presentations and submissions, which has all been published on the Commission's website.
32. The Commission also received a large amount of additional information (refer to *Annexure 1*) and has carefully considered the relevant aspects of this information.

5.2 Matters for which the Minister has sought advice

33. The Commission sets out below its consideration of the planning proposal's consistency against the provisions of the draft 2036 Plan relevant to the Minister's request for advice.

5.2.1 The consistency of the planning proposal with the overall vision, guiding design principles, and specific design principles of the Department of Planning and Environment's draft St Leonards and Crows Nest 2036 Plan relevant to the planning proposal.

Vision

34. The Commission notes that the draft 2036 Plan's *Vision* is that:

"The St Leonards and Crows Nest area will be a major centre for workers, residents, students and visitors, offering a variety of homes, jobs and activities for the diverse local population. The area will continue to be a place that people are proud to work in, visit and call home.

Continued growth in the health and technology sectors will deliver around 16,500 new jobs across existing, emerging and evolving industries over the next 20 years. People will benefit from a thriving economy with an abundance of work opportunities in the industrial area of Artarmon, Crows Nest village, the Royal North Shore Hospital and the commercial centre of St Leonards.

As a vibrant community that caters for the needs of people of all ages, the St Leonards and Crows Nest area will have a diverse range of homes supported by open spaces, community services, cafes, restaurants and unique local retail experiences.

The village atmosphere of Crows Nest will be retained, with Willoughby Road continuing to be a vibrant high street that is valued by the community and an escape from the hustle and bustle of modern life. A connection to the past will be maintained by protecting heritage conservation areas in Naremburn and Holtermann Estate, celebrating the historic character of the area.

St Leonards Core will be revitalised through a balance of commercial and residential development, providing lively and active streets, safe and interesting laneways for people, and sunny tree-lined public spaces. The best bits of the surrounding leafy neighbourhoods that locals love will be brought into the heart of St Leonards for residents, workers and visitors to enjoy.”

35. Council stated in its presentation to the Commission on 23 May 2019 that the planning proposal *“includes new open space, multi-purpose facilities, key worker housing, E-W accessible connections to create a vibrant new walkable community focussed on transit orientated development”*. Council also stated the planning proposal will connect to existing public spaces, including Council’s proposed over-rail plaza, and will provide new child care centres and community facilities.
36. The Commission acknowledges Council’s statements and considers that the above aspects of the planning proposal would contribute to providing a *“vibrant community”*, which is one element of the *Vision*. However, the Commission notes that the proposed east-west pedestrian links would be the only publicly accessible connections through the site and that there would be a significant amount of private open space in the proposed Green Spines which are presented as north-south connections. The Commission is therefore not satisfied that the planning proposal would deliver enough public open space to provide *“sunny tree-lined public spaces”* and *“lively and active streets”*, which are elements of the *Vision*. Further consideration of the planning proposal’s open space provision is provided in paragraphs 48 to 57 below.
37. The Commission notes that an element of the *Vision* is that *“The best bits of the surrounding leafy neighbourhoods that locals love will be brought into the heart of St Leonards for residents, workers and visitors to enjoy”*. The Commission notes from its site and locality inspection that the St Leonards South Precinct (including the site) and surrounding neighbourhoods to the south and west currently exhibit low density residential development, with wide, tree-lined streets, and that the planning proposal is seeking to deliver high density residential development on the site. The Commission therefore considers that, while redevelopment of the Precinct is not inappropriate, the scale of development proposed under the planning proposal would be out of character with the remainder of the St Leonards South Precinct and surrounding neighbourhoods.
38. The Commission considers that the planning proposal is not consistent with the above elements of the *Vision* of the draft 2036 Plan as the amount of public open space and its scale would not provide a vibrant community and would be out of character with the remainder of the St Leonards South Precinct and surrounding neighbourhoods.
39. The *Vision* also includes five themes: Place, Land Use, Movement, Built Form and Landscape. Under each theme, relevant to the planning proposal the draft 2036 Plan seeks to create:

Place

- *“A place that protects its past – Heritage Conservation Areas and buildings are to be retained and celebrated as an important connection to the past”*

40. The Commission heard concerns from the community at the public meeting regarding the

planning proposal's impact on the character of local heritage items due to its scale and potential overshadowing.

41. The Commission notes that there are no local heritage items on the site but numbers 3, 5 and 7 Park Road, located within the Precinct immediately adjacent to the site, are listed as heritage items of Local Significance in Schedule 5 of the Lane Cove LEP, *Environmental Heritage*. The heritage items are two-storey residential buildings.
42. Council's Heritage Impact Statement (**HIS**), prepared by Dawbin Architects, states that the proposed built form of the planning proposal has potential for impact on these heritage items as follows:
"The development will be introducing a new scale and height in excess of anything in the vicinity including the commercial development on the Pacific Highway to the north of the Precinct. The scale of development proposed has potential to impact on the heritage buildings and the character of the streetscape".
43. However, the HIS notes that the planning proposal incorporates measures that seek to mitigate impacts on the heritage items which include:
 - placement of open space circulation corridors;
 - stepping back of facades in the vicinity of Park Road; and
 - the transition of maximum building height from low rise to high rise between the western and southern areas and the existing high rise at St Leonards Railway Station.
44. In its submission to Council's exhibition of the planning proposal, dated 6 February 2018, the Heritage Council stated that:
"Based upon the information provided in the Heritage Impact Study, we believe that the proposed density of development has the potential to impact on the character of the streetscape and the setting of local heritage items".
45. The Commission notes Council's HIS statement in paragraph 43 and the measures proposed to mitigate impacts on the heritage items on Park Road, in particular, the locating of the new park across Park Road from these heritage items to retain existing view lines. However, the Commission also notes that the location of these heritage items is not directly opposite the new park.
46. While the Commission acknowledges that the heritage items on Park Road are to be retained, the Commission accepts the Heritage Council's statement in paragraph 44 that the proposed density of development has the potential to impact on the setting of the heritage items, which was confirmed from the Commission's observations at the site and locality inspection.
47. For the reasons set out in paragraph 46, the Commission considers that the planning proposal would be inconsistent with this element of the draft 2036 Plan's *Vision* as it would represent a development of a scale, height and density that is out of character with the heritage items on Park Road.

Landscape

- *"A greener place – Parks and public green spaces will provide areas for locals to be active, creative, and enjoy green leafy spaces throughout the area, away from built up areas in St Leonards"*

48. The Commission acknowledges that Objective 4 of Council's planning proposal seeks "To

support the provision of public open space throughout the precinct commensurate with the planned intensity of development in St Leonards South". An outcome of this Objective is to provide "North-south 'green spines' in the form of unfenced community open space between the rears of apartment buildings".

49. The Commission notes that the proposed public open space includes a new park between Berry and Park Roads, pocket parks of varying sizes and two small parks resulting from road closures at the southern ends of Berry Road and Holdsworth Avenue. At its meeting with the Commission on 23 May 2019, Council advised that the north-south Green Spines are intended to be fenced private open spaces for the residents of units, restricting access to the public.
50. The Commission heard concerns at the public meeting that the quantum of public open space and green space under the planning proposal is inadequate for the density of development proposed, would be difficult to deliver due to the site's topography and that some proposed areas of public open space will actually or effectively be private open space for residents of the proposed units on the site.
51. During Council's presentation to the Commission on 23 May 2019, Council stated that the planning proposal *"creates a landscape with significantly more public and communal open space than is presently available"*. Council stated that the Department's *"default standard for open space planning seeks 9% of site area, with up to 360 dwellings p/ha"* and that the planning proposal *"delivers 14% of site area as open space, with 258 dwellings p/ha"*. Council also noted that in order to achieve its proposed level of open space its controls for the site needed to be prescriptive as any changes would compromise its delivery. To do this Council would exclude the application of clause 4.6 of the LEP to the site.
52. While the Commission notes Council statement in paragraph 51 that the planning proposal will deliver a quantum of open space that complies with the Department's default standard, the Commission has concerns over the quantum of public green spaces that will provide areas for locals to be active, creative, and enjoy green leafy spaces throughout the area.
53. Council stated at its meeting with the Commission on 23 May 2019 that it had included Gore Hill Oval in the overall provision of open space for this site. The Commission notes that Gore Hill Oval serves a wider catchment, including two other LGAs (Willoughby and North Sydney) and the residents of existing and future high-rise buildings around St Leonards station and along the Pacific Highway.
54. The Commission heard from several speakers at the public meeting that including Gore Hill Oval as public open space for this planning proposal was inappropriate as it was 'distant and isolated', 'at capacity' and 'fully utilised over every weekend'. The Commission also heard that including Newlands Park as public open space for this proposal was inappropriate as it has been *"inaccurately counted as open space for every development in St Leonards"*.
55. The Commission considers that it would be inappropriate to include Gore Hill Oval as public open space for this planning proposal as it is also used by a wider catchment of people and separated from the site by the Pacific Highway which would have to be crossed to access it, presenting a safety concern for pedestrians. The Commission also considers that there is an element of double counting by including Newlands Park as dedicated public open space for this proposal alone.
56. The Commission notes that the north-south private Green Spines are proposed to provide usable communal private open space for unit residents and that gated access is proposed. The Commission also notes that these Green Spines represent a significant proportion of the

total open space proposed for the site, even though the space will not be available to the broader community that would reside in the Precinct. The Green Spines would serve effectively as backyards for unit residents, replacing the backyards of existing single storey housing, and would provide no net gain in open space for the broader community.

57. For the reasons set out in paragraphs 55 and 56, the Commission considers that the planning proposal is inconsistent with this element of the draft 2036 Plan's *Vision* as it would not provide sufficient opportunity for the anticipated number of additional residents to be active, creative, and enjoy green leafy spaces throughout the area, and the Commission is not satisfied that the quantum of public open space is sufficient for the site's estimated ten-fold increase in population.

Built Form

- *"A well-designed place – New buildings that model the highest quality design, respecting and enhancing the existing local character of the area"*

58. The Commission acknowledges that Objective 1 to 3 of Council's planning proposal seeks to increase residential density, building heights and permissible FSRs for the site *"to provide a range of residential densities capable of reflecting higher densities generally closer to the St Leonards railway station"*.
59. The Commission notes that Council's planning proposal states *"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"*.
60. The Commission also observed that there are more recently approved residential developments along Marshall Avenue to the north of the site, and along the ridge at Duntroon Avenue overlooking Newlands Park to the south east of the site. The Department stated at its meeting with the Commission on 10 May 2019 that it had received feedback from previous workshops with the community that the residential developments on Duntroon Avenue were good examples of buildings with transitioning building heights.
61. In its site and locality inspection, the Commission observed that the site and the area of the Precinct from the west of Park Road to Greenwich Road, which was originally included in Council's St Leonards South draft Masterplan, is characterised by a low-density residential of one and two-storey detached and duplex residential dwellings.
62. Council stated in its presentation to the Commission on 23 May 2019 that the planning proposal *"Respects adjacent low-rise development by increased setbacks and building transition"*. Council also stated that *"The draft St Leonards South DCP measures ensure a transition to adjacent lower density residential areas along Park Road and along River Road"*.
63. The Commission notes that the planning proposal envisages a development with four and six storey buildings along River Road and buildings of between eight and 19 storeys over the majority of the site. While the Commission acknowledges that the more recently approved residential developments near the site are typical of the area's transition towards high-density development near St Leonards Station along the Pacific Highway, the Commission considers that the dominant local character and scale of the St Leonards South Precinct (including the site) is low density residential development.
64. The Commission considers that developing the site for high density residential development

on the scale proposed would not be in keeping with the existing local character of the area. Furthermore, it would result in a poor relation to the remainder of the St Leonards South Precinct, being the area from Park Road west to Greenwich Road, as this area would remain characterised by low density residential development.

65. The Commission considers that the design and scale of residential development proposed by the planning proposal does not respect or enhance the existing local character of the area.
66. For the reasons outlined in paragraphs 64 and 65 the Commission considers that the planning proposal is inconsistent with this element of the *Vision* under the draft 2036 Plan.

Land Use

- *“A home for people of all ages – A greater mix of homes will be available to the diverse range of people that live in the area”*

67. With regards to the planning proposal’s provision of a range of dwelling types for the site, Council stated in its presentation to the Commission on 23 May 2019 that:
 - *“St Leonards South is envisaged as a place that provides a variety of dwellings between 19 and 4 storeys, including “some larger apartments and some ground floor/podium townhouses”, similar to 1-13 Marshall Avenue;*
 - *A minimum of 10% 1,2,3+ bedroom apartments must be included in each development to ensure diversity;*
 - *Key Worker housing will be provided in N-E quadrant; and*
 - *DCP implements accessible, visitable (80%) and adaptable (20%) housing requirements which cater for older residents and persons with disability, which is in excess of general standards”.*
68. The Commission notes that Council has sought to create a mix of homes but notes that the planning proposal would mainly provide for a range of apartment types and possibly townhouses, which would be similar to those currently along Marshall Avenue. The Commission considers that the provision of predominantly apartment housing is unlikely to cater for the full range of people that live in the area, in particular those seeking their own areas of private open space.
69. The Commission considers that insufficient information has been submitted to demonstrate that a greater mix of homes would be provided by the planning proposal to cater for the range of people who would want to remain in the area and people who could move to the area and could not conclude that this element of the *Vision* under the draft 2036 Plan will be met.

Movement

- *“An accessible place – An attractive and easy place to walk, cycle and move through, with improved local and regional connections”*

70. The Commission heard concerns at the public meeting regarding the difficulty in walking and cycling around the site due to its topography. The Commission also heard from existing residents in close proximity to the site who stated that they would preferentially cross River Road to the south of the site in order to use Wollstonecraft rail station, as it avoids walking up steep hills to access public transport at St Leonards, and their concerns over safety with an increased population using this route.

71. Council noted in its presentation to the Commission on 23 May 2019 that its planning proposal will have new east-west paths that will improve access to transport, includes measures to improve pedestrian safety (e.g. stairs & lifts, refuge islands, wombat crossings, and pedestrian ramps) and will have widened north-south pedestrian/cyclist street paths with limited on-street parking.
72. Council also noted that the planning proposal applies 'transit-oriented design' principles which utilise public transport and active transport initiatives and that density and pedestrian routes have been focussed on access north-east to two rail stations. In addition, Council stated that their proposed over-rail plaza will, if constructed, provide 5,000m² of new open space and an improved connection in the north eastern corner of the site to the St Leonards rail station.
73. The Commission notes that RMS did not comment on the planning proposal's accessibility with regards to active transport. The Commission notes that NSW Health's submission to Council dated 16 November 2017 states that *"The two public East West thoroughfares will also improve connectivity throughout the precinct for residents and the surrounding community"*.
74. The Commission acknowledges Council's statements in paragraphs 71 and 72 but also notes concerns raised by the community with regards to the ease of active transport through the site due to its topography, in particular heading north to St Leonards rail station. Given the site's topography, the Commission notes that it may never be possible to design an easy place to walk and cycle through the site. The Commission also acknowledges that future residents of the southern end of the site may be inclined to cross River Road to use Wollstonecraft rail station for public transport and the safety implications this may have.
75. For the reasons set out in paragraph 74, the Commission therefore does not consider the planning proposal to be wholly consistent with this element of the draft 2036 Plan's *Vision*.

Guiding Design Principles

76. The Minister's request seeks advice on the consistency of the planning proposal with the *Guiding Design Principles* of the draft 2036 Plan.
77. Under the *Guiding Design Principles*, the draft 2036 Plan states that the following design criteria should be considered for future development in the area:

Design Criteria

- *Meet solar height planes in this Plan*

78. The draft 2036 Plan contains nominated places where new development is required to not produce any additional overshadowing during 10.00am to 3.00pm in mid-winter (known as a solar access place). The Commission notes that the planning proposal's new park, Propsting Park and Newlands Park have been identified as nominated places. The Commission's consideration of overshadowing of public open spaces is outlined in paragraphs 90 to 95 but notes that from both the Department's and Council's overshadowing testing that there will be significant overshadowing of the new park and additional overshadowing of Newlands Park between 2.00pm-2.30pm.
79. The Commission therefore considers that the planning proposal would not meet the solar height planes of the draft 2036 Plan and is inconsistent with this element of the design criteria.

- *Consideration of quality streetscape aspects such as setbacks, street wall height and heritage buildings*

80. Council stated in its presentation to the Commission on 23 May 2019 that its Development Control Plan (**DCP**) establishes setbacks that soften impacts on the streetscape and a 10m ground level setback has been provided for on River Road and the majority of Park Road. The Commission also notes that to reduce the impact on heritage items as part of the streetscape, the planning proposal proposes to step back facades in the vicinity of the heritage items on Park Road and transition building heights.

81. The Commission considers that the planning proposal has considered quality streetscape aspects and therefore this element of the design criteria has been met. However, the Commission remains concerned about the impact the proposed scale, height and density of the planning proposal would have on the setting of the heritage items on Park Road, as outlined in paragraph 46.

- *Acknowledge key views and vistas such as key long distance vistas which offer sky views, and vistas where a building may terminate the view*

82. From the Commission's site and locality inspection it observed that despite the slope of the site from north to south, the existing trees along each street and to the rear of many properties currently obscure long-distance vistas or sky views. As outlined in paragraph 96, Council stated that no key views or vistas from the heritage items on Park Road have been identified, although as the Commission heard at the public meeting, the residents of one of the heritage items stated that it looks out over the eastern part of St Leonards South, towards Crows Nest and North Sydney. The Commission also considers that the siting, with the proposed setbacks, of high-density residential development opposite the properties on the western side of Park Road would not unreasonably interfere with any existing key views or vistas for these properties.

83. For the reasons set out in paragraph 82, the Commission considers that the planning proposal would be consistent with this element of the design criteria.

- *Avoid a monolithic street wall effect through the distribution of higher buildings*

84. The Commission acknowledges Council's proposal to transition the highest buildings from the north east of the site, nearer to existing taller buildings in the area, to the lowest buildings at the western and southern edges of the site, nearer to lower density residential development. However, the Commission notes that there would be a significant amount of taller buildings clustered at the centre and to the east of the site that would have the potential to create a monolithic street wall effect. The Commission also considers that there is the potential for a monolithic street wall effect along the east-west pedestrian walkways.

85. For the reasons set out in paragraph 84, the Commission considers that the planning proposal would not avoid creating a monolithic street wall effect and is not satisfied that the planning proposal is consistent with this element of the design criteria.

- *Transition heights from high rise areas down towards existing lower scale areas, including areas not proposed for height changes, and Willoughby Road*

86. The Commission's consideration of the transition of building heights under the planning

proposal is outlined in paragraphs 102 to 108.

87. The Commission considers that the planning proposal is inconsistent with this element of the design criteria as it will represent a development that does not adequately transition to the existing residential area to the west of the site and would be out of character with this area.

Area Wide Design Principles

88. The draft 2036 Plan also states that future planning proposals and development applications within the area under this Plan should have regard to the *Area Wide Design Principles*.
89. The Commission notes that the *Area Wide Design Principles* include five themes: Place, Land Use, Movement, Built Form and Landscape. Under each theme, the draft 2036 Plan seeks to:

Place

- *“Ensure no additional overshadowing of public open spaces and important places”.*

90. With regards to the overshadowing of existing public open spaces, the Department's overshadowing testing for the planning proposal, undertaken by SJB Urban, indicates that there would be additional overshadowing of Newlands Park, a public open space located on the south eastern boundary of the site, between 2.30pm and 3.30pm on the Winter Solstice.
91. After reviewing the Department's testing, Council noted in its submission to the Commission on 27 May 2019 that *“it does not include the correct widths of any of the road reserves in Canberra, Duntroon, Marshall or Holdsworth Avenues, Berry and Park Roads”* and that this *“would affect and impact the results”*.
92. Council also stated that the existing tree canopies already overshadow Newlands Park and that their shadow diagrams confirm there is no additional overshadowing between 10am and 3pm of the existing open space at Propsting Park, a public open space located at the bottom of Park Road.
93. While the Commission acknowledges that there is a difference of interpretation between the Department's and Council's overshadowing testing, with regards to overshadowing of proposed public open spaces, both sets of testing produce very similar results. Both indicate that the proposed new park between Berry and Park Roads and the east-west link will be partially or wholly overshadowed by the planning proposal in the morning between 9.00am-10.00am and in the afternoon from 2.00pm-3.00pm (Department) and 2.30pm-3.30pm (Council). The Commission notes that these are potential peak times for usage of these public open spaces and does not consider that this would be a good urban design outcome. The Commission also notes that both the proposed private open spaces in the Green Spines and the new end-of-street parks would also be overshadowed for a significant proportion of the day.
94. The Commission acknowledges Council's statement in paragraph 92 and accepts that there is currently a degree of overshadowing of Newlands Park from mid-afternoon due to the existing tree canopies. However, the Commission notes from the Department's and Council's overshadowing testing that there will be more extensive overshadowing of this park between 2.00pm-3.30pm generated by this planning proposal. The Commission is not satisfied that any existing overshadowing from the tree canopies is a valid reason for accepting the complete overshadowing of this park, particularly considering the additional overshadowing generated

by this planning proposal. The Commission also notes there is a difference between the filtered shadowing from the tree canopies in the park compared to the darker shadows cast by the substantial built infrastructure in the area around the park.

95. The Commission considers that the planning proposal would be inconsistent with this element of the draft 2036 Plan's *Area Wide Design Principles* as it will:
- generate overshadowing of the proposed new park and east-west link; and
 - generate additional and longer duration overshadowing of Newlands Park.
- *"Ensure new development retains and enhances important heritage elements by using sympathetic building materials and preserving key views and vistas".*
96. At its meeting with the Commission on 23 May 2019, Council stated that no key views or vistas from the heritage items on Park Road have been identified. Council also noted that the existing Berry Lane has been moved to provide a greater setback from these heritage items to reduce impacts.
97. The Commission notes that the planning proposal does not provide information about building materials and acknowledges that the use of sympathetic building materials that retain and enhance heritage elements would be a consideration at a future development application stage.
98. The Commission accepts Council's comment in paragraph 96 that there are currently no key views or vistas from the heritage items on Park Road but considers that the planning proposal is only partially consistent with this element of the draft 2036 Plans' *Area Wide Design Principles* as it is unable to comment on the use of sympathetic building materials.

Landscape

- *"Incorporate new street trees to improve the overall tree coverage in the area"*
99. Council's presentation to the Commission on 23 May 2019 stated that the landscape design for the planning proposal includes *"enhancing existing street tree planting, particularly where currently in poor condition (e.g. east side of Park Road, Berry Road, west side of Canberra Ave) in association with the undergrounding of power lines"*.
100. Council stated that the planning proposal would retain existing trees, especially within private Green Spines and setback zones, and provide tree and other planting in areas of public and private open space. In addition, Council stated that the Department's *"Draft Green Plan confirms that the urban tree canopy in the 'Suburban' area of the precinct achieves the target of 40% across public and private land"*. The Commission notes that the 'Suburban' area referred to in the draft Green Plan incorporates the site and the area west to Greenwich Road; i.e. the entire Precinct.
101. The Commission considers that the planning proposal is consistent with this element of the draft 2036 Plan's *Area Wide Design Principles* as it will enhance existing tree planting whilst also providing new tree planting to improve the overall tree coverage in the area.

Built Form

- *"Consider cumulative impacts of new developments on existing areas, including overshadowing, wind impacts and view loss"*
- *"Contain taller buildings between St Leonards Station and Crows Nest Station and on*

nominated significant sites along the Pacific Highway” (not applicable as the site is not located directly along the Pacific Highway)

- *“In transition areas between low and high-rise developments, new development should consider the prevailing scale and existing character in the design of their interfaces”*

102. Representatives of various developers with an interest in the site presenting at the public meeting stated that:
- any shadowing from the planning proposal will comply with the Department’s Apartment Design Guidelines (**ADGs**) requirements for solar access;
 - the planning proposal provides for an appropriate scale of development in a locality that is undergoing significant transition towards high-density development and taller buildings; and
 - draft planning controls under the planning proposal are highly prescriptive and do not allow any flexibility when it comes to the development application stage.
103. The Commission also heard concerns from members of the public regarding:
- the potential overshadowing of existing properties, including along River Road, caused by locating tall buildings on a sloping site;
 - building heights being too bulky and overpowering; and
 - inappropriate proposed setbacks and transitions to residents of Park Road and River Road given the building heights of the proposed development will be extenuated by the sloping nature of the site.
104. Council stated in its presentation to the Commission on 23 May 2019 that *“Proposed heights have taken into consideration overshadowing and amenity of key public spaces, and opportunity for CBD views”*.
105. Council’s Supplementary Design Report, prepared by Annand Associates Urban Design, states that *“Reduced building heights along River Road are desirable in order to prevent overshadowing of houses on the south side of River Road”*. In its submission to the Commission on 27 May 2019, Council stated *“It is noted that Council’s Shadow Model indicated shadows have been contained to River Road, and do not overshadow the living areas of the dwellings along the south side of River Rd”*.
106. The Commission notes that the planning proposal would represent a significant introduction of new high-density development on the site which interfaces with existing low-density development to the west and south of the site. The Commission acknowledges that Council’s planning proposal attempts to reduce the impact of its scale and subsequent potential impacts from overshadowing on properties to west and south of the site by transitioning building heights and implementing building setbacks.
107. The Commission notes that development on the site adjacent to properties on the south side of River Road is now proposed to be four to six storeys and development adjacent to Park Road is proposed to be eight storeys. The Commission considers that the scale of the proposed development, existing tree planting and proposed setbacks adjacent to properties on River Road would represent a transition that would not adversely impact the character of the area or the amenity of these properties from overshadowing. However, the Commission notes that properties on Park Road are between one and two storeys and despite the proposed mitigation measures including building setbacks and tree planting, the Commission considers that the transition between high and low density along Park Road and the interface between the proposed development and existing properties on Park Road is inadequate and the proposed development would be out of character with the existing area.

108. The Commission considers that the planning proposal is inconsistent with this element of the draft 2036 Plan's *Area Wide Design Principles* as it would represent a development that does not adequately transition to the existing residential area to the west of the site and would be out of character with this area.

Land Use

- *"Ensure new development contributes to a range of dwelling types in the area to cater for all life cycles"*

109. The Commission notes that this picks up an element of the draft 2036 Plan's *Vision*. The Commission's consideration of the planning proposal's consistency with the draft 2036 Plan with regards to its provision of a mix of homes for a diverse range of people is outlined in further detail in paragraph 67 to 69.

Movement

- *"New development should contribute to the improvement of the walking and cycling network in the area as well as help to connect to wider regional areas"*
- *"Identify opportunities to improve safety along existing pedestrian and cycling routes"*
- *"New development should encourage use of public transport and reduce the need to use a private car. Innovative solutions such as car sharing are encouraged"*

110. The Commission's consideration of the planning proposal's contribution to the improvement of the walking and cycling network in the area is discussed in paragraphs 70 to 75.
111. The Commission heard concerns at the public meeting regarding the safety of an increased number of pedestrians crossing River Road to access Greenwich Public School and Wollstonecraft rail station as a result of the planning proposal.
112. The Commission notes that Council's planning proposal *"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 Commission also notes that there would be restricted street car parking and that an outcome of Objective 7 of the planning proposal is *"recommendations for new pedestrian crossings/underpaths of River Road to support ease of pedestrian/cycle circulation throughout the precinct"*.
113. The Commission considers that the proposal to create a transit-oriented development near the existing St Leonards rail station and the future Crows Nest Metro Station, and the restriction of street car parking would encourage the use of public transport and potentially reduce the need for residents to use private cars.
114. While there remain challenges due to the topography of the site and safety concerns regarding crossing River Road, the Commission considers that the planning proposal is otherwise consistent with this element of the draft 2036 Plan's *Area Wide Design Principles*.

St Leonards South Design Principles

115. The Minister's request seeks advice on the consistency of the planning proposal with the St Leonards South Design Principles of the draft 2036 Plan. The Commission also notes that the draft 2036 Plan states that the following St Leonards South Design Principles *"should be*

considered by an independent panel in its review of Lane Cove Council's Planning Proposal":

- *Consider accessibility to St Leonards and Crows Nest Stations*

116. Council states in its planning proposal that 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". Council noted in its presentation to the Commission on 23 May 2019 that its proposed over-rail plaza, if constructed, will provide a better connection in the north eastern corner of the site to the St Leonards rail station.

117. The Commission notes that the Department considered in its comparison of the planning proposal's objectives against the draft 2036 Plan that the planning proposal is consistent with this design principle.

118. As outlined in paragraph 7, the Commission notes that the site is between approximately 200m-400m from St Leonards rail station and 400-800m from the proposed Crows Nest Metro station. As noted in paragraph 70, the Commission heard at the public meeting how Wollstonecraft rail station is used by current residents of the site, particularly at the southern end, as it is closer and more accessible.

119. The Commission considers that the planning proposal is consistent with this design principle under the draft 2036 Plan as it is in a location that has adequate accessibility to St Leonards and the proposed new Crows Nest rail stations, and to Wollstonecraft rail station if the safety issue of crossing River Road is addressed.

- *Minimise overshadowing of public open space and streets with a significant public domain function within and outside of the Plan boundary*

120. The Commission's consideration of the planning proposal's potential overshadowing of public open space within and outside of the Plan boundary is discussed in paragraphs 90 to 95.

121. The Commission considers that the planning proposal is inconsistent with this design principle as it will:

- generate overshadowing of the proposed new park, end-of-street parks and east-west links; and
- generate additional and longer duration overshadowing of Newlands Park.

- *Minimise overshadowing of Heritage Conservation areas and residential areas outside of the Plan boundary*

122. The Commission notes that there are no Heritage Conservation areas within the vicinity of the site but acknowledges the heritage items on Park Road adjacent to the site. At its meeting with the Commission on 23 May 2019, Council stated that their shadow analysis confirmed minimal additional overshadowing of the heritage items.

123. Council also stated that one of their overshadowing objectives was for overshadowing not to cross River Road and impact on the amenity of properties on the south of River Road, which are outside of the Plan boundary. Council confirmed that any overshadowing from the planning proposal would not impact on the amenity of these properties.

124. From reviewing Council's and the Department's overshadowing testing, the Commission

accepts Council's statement in paragraphs 122 and 123 that there would be minimal additional overshadowing of the heritage items on Park Road and no overshadowing of properties outside of the Plan boundary as a result of the planning proposal.

125. The Commission therefore considers that the planning proposal is consistent with this design principle as it will have a minimal overshadowing impact on these heritage items and residential areas outside the draft 2036 Plan boundary.

- *Ensure new open spaces improve connections to existing surrounding open spaces*

126. Council stated in its meeting with the Commission on 23 May 2019 that the planning proposal's new park and east-west links have been designed to provide a connection to Newlands Park. However, the Commission also notes that a large proportion of the planning proposal's open space, through its Green Spines, would be private open space, which limits and does not improve public connections to surrounding open spaces, including the proposed pocket parks at the southern ends of Berry Road and Holdsworth Avenue.

127. The Commission therefore considers that the planning proposal is not wholly consistent with this design principle as the proposed new open spaces would not notably improve connections to existing surrounding open spaces.

- *Improve active transport connections*

128. The Commission's consideration of active transport connections to and from the site is included in paragraphs 70 to 75.

129. While the site is proximate to public transport nodes, the topography of the site would be a constraint to active transport connections through the site, particularly for cyclists. In addition, there would be limited additional publicly accessible linkages and opportunities for active transport connections through the site due to the amount of proposed private open space in the Green Spines.

130. For the reasons set out in paragraph 129, the Commission does not consider the planning proposal to be wholly consistent with this design principle.

- *Consider cumulative traffic impacts*

131. The Commission heard concerns at the public meeting regarding the generation of traffic on the Pacific Highway and River Road as a result of the proposed increase in population in the St Leonards South area, and the loss of on-street car parking. Concerns were also raised with regards to the impact of traffic on emergency vehicle access to the nearby Royal North Shore Hospital and the adequacy of traffic reports submitted by Council in considering cumulative traffic impacts.

132. The Commission acknowledges that Objective 8 of Council's planning proposal seeks *"To support the provision of efficient traffic routes in St Leonards South"* by providing a new minor road between Berry Road and Park Road (but not between Holdsworth Avenue and Berry Road) for access to lights at the Pacific Highway/Berry Road intersection. The Commission also notes that there would be limited street car parking on the site.

133. Council's presentation to the Commission on 23 May 2019 stated that *"Council completed traffic modelling of the cumulative developments in the St Leonards area in 2015"* which showed that *"the precinct could accommodate approximately 2,400 new dwellings, subject to*

traffic measures being undertaken”.

134. Council also stated that *“Council’s ‘Cumulative Traffic Study’ independently assessed the traffic impacts of the planning proposal as ‘moderate’ and determined that only minor network modifications would be required”.*
135. Council’s Cumulative Traffic Study, prepared by TEF Consulting states that *“although total traffic delays for the whole network generally increased with each additional development, some intersections even experienced slight improvements (due to traffic redistribution), whilst increased delays at other intersections were minor to moderate. Levels of Service remained essentially the same for all models”.*
136. Council noted that the Department commissioned a Strategic Transport Study as part of its preparation of the draft 2036 Plan which recommended *“Transport for NSW (TfNSW) and RMS undertake more detailed transport network modelling to analyse the impacts of the proposed land uses and development uplift ...”.*
137. The Commission notes RMS’ submission to Council, dated 26 February 2018, states that: *“Until the Traffic and Transport Impact Assessment for the St Leonards / Crows Nest Precinct is finalised, Roads and Maritime considers the traffic modelling / analysis undertaken for the subject Planning Proposal as inadequate and limited in scope, identifying the traffic impacts associated with the proposed development and not the cumulative traffic impacts associated with full development uplift in the Planned Precinct.”*
138. The Commission has concerns over the limited capacity of the site for street parking and traffic movement, in particular additional traffic exiting onto the busy roads of the Pacific Highway and River Road. Given the scale of development proposed under the planning proposal the Commission considers that current traffic and parking constraints related to the site are likely to be exacerbated.
139. The Commission also acknowledges comments from the Department’s Strategic Transport Study and RMS recommending that more detailed analysis of the transport network is required to analyse the impacts of the planning proposal. The Commission is not satisfied that adequate information has been provided to analyse and address potential cumulative traffic impacts and considers that the planning proposal cannot be considered as consistent with this design principle without further detailed analysis.

- Transition buildings appropriately to lower scale buildings

140. The Commission’s consideration of the planning proposal’s transition of building heights is discussed in paragraphs 102 to 108.
141. The Commission considers that the planning proposal is inconsistent with this design principle as it will represent a development that does not adequately transition to the existing residential area to the west of the site and would be out of character with this area.

5.2.2 The scale of residential development contained in the planning proposal and whether the whole site needs to be rezoned to meet housing targets identified by the Greater Sydney Commission (GSC)

Scale of Residential Development

142. The Commission notes that Objective 1 of Council's planning proposal seeks *"To increase the residential density of much of the site shown in Figure 1 from R2 Low Density Residential to R4 High Density Residential..."*.
143. The Commission heard at the public meeting and received comments disputing the scale of residential development contained in the planning proposal:
- The Commission heard that the planning proposal would provide for an appropriate scale of development in a locality that is undergoing significant transition towards high-density development and taller buildings, and the scale of the proposed rezoning is appropriate and will provide approximately 2,400 additional dwellings in a strategic location with excellent access to employment and public transport to meet dwelling targets and support government investment in infrastructure.
 - Conversely, the Commission heard that the scale of planning proposal is vastly excessive, will place unacceptable pressure on the capacity of infrastructure in the surrounding area, including roads, schools and the Royal North Shore Hospital, and is considered an overdevelopment of the area in general.
144. Council stated in its presentation to the Commission on 23 May 2019 that the NSW Department of Education and Communities (**DEC**) previously indicated that it did not favour new investment in the site and has subsequently announced upgrades to Greenwich Public School as part of their strategy to deal with growth. The DEC stated in its submission to Council's exhibition of its planning proposal dated 19 January 2018 that *"This planning was based on enrolment projections incorporating the additional dwelling estimates for recent and proposed rezonings for St Leonards, including the St Leonards South precinct"*. Council also stated that it had offered to allocate a site within the Precinct for a school, but that DEC had not taken this up.
145. Council also stated that the DEC has now indicated that it is also considering a range of options for a new school which is currently being explored as part of the St Leonards/Crows Nest Station Investigation Precinct work.
146. The Commission heard at the public meeting that the Royal North Shore Hospital, located approximately 300m from the site, is currently overcrowded and would require upgrading to accommodate the population increase proposed by the planning proposal. While there was some discussion at the public meeting on the capacity of the Royal North Shore Hospital to accommodate additional demand associated with the scale of residential development proposed, no evidence on this was presented to the Commission.
147. The Commission's consideration of the impact on the road network as a result of the scale of residential development is outlined in paragraphs 131 to 139. The Commission is not satisfied that adequate information has been provided to address potential cumulative traffic impacts.
148. The Commission's consideration of the quantum of public open space to serve the scale of residential development is outlined in paragraphs 48 to 57. The Commission is not satisfied that the quantum of public open space is sufficient for development of the scale proposed.
149. From conducting its site and locality inspections, the Commission noted that there are a few residential developments with building heights lower than the majority of those in the planning proposal in the surrounding area, including residential developments on Duntroon Avenue.

However, notwithstanding the presence of high-rise, high density buildings in close proximity along the Pacific Highway, the Commission considers that the scale of residential development proposed under the planning proposal would be out of character with the remainder of the St Leonards South Precinct and surrounding neighbourhoods.

150. For the reasons outlined in paragraphs 146 to 149, the Commission considers the scale of residential development in Council's planning proposal would represent an overdevelopment of the site.

North District Plan Housing Supply Targets

151. The Commission notes that the Lane Cove LGA 5-year housing supply target for the LGA under the Greater Sydney Commission's *North District Plan*, to 2021, is 1,900 dwellings. The Commission also notes that a housing supply target has not been set for any future period.
152. The Commission heard at the public meeting and received comments stating that the planning proposal contributed to the above housing supply target. It was further noted that the *Greater Sydney Region Plan's* 2016-2021 housing supply targets are a minimum and that Council will need to find additional opportunities to exceed their target to address demand.
153. The Commission notes that Council received a letter from the GSC dated 16 May 2018, which stated that Council:
"is not only on track to achieve its 5-year target of 1,900 dwellings (to 2021), but to exceed it. This is evident in the Department of Planning and Environment's most recent 5-year housing supply forecast which estimates a development pipeline of 2,800 dwellings completed by 2022".
154. The Commission notes that the planning proposal is estimated to deliver 2,400 dwellings but the Department stated in its meeting with the Commission on 10 May 2019 that *"The exhibited St Leonards South Planning Proposal is not expected to contribute to the initial 2017 to 2021 5-year housing target, simply because the dwellings are not expected to be built before 2021".*
155. The Commission considers that no rezoning of the site is required to meet the GSC's current housing targets under its *North District Plan* as the housing targets are currently likely to be exceeded without the proposed delivery of a further 2,400 dwellings. The Commission also notes that in the absence of any housing supply targets for future periods it is unable to comment on how the planning proposal would contribute to those future housing supply targets.

5.2.3 Whether some staging of the planning proposal is appropriate

156. At the public meeting, the Commission heard from representatives of various developers with an interest in the site that the staging of the planning proposal would not be practical, is not necessary and would impact the future viability of the development of the site. The Commission also heard that none of the strategic planning documents applicable to the site, including the St Leonards South Master Plan, the draft 2036 Plan, the Land Use and Infrastructure Plan, the *North District Plan* and Council's planning proposal itself, mention staging. It was therefore considered by the developers' representatives that there is no strategic planning basis for staging of the planning proposal.
157. The Commission notes that the Minister's request for advice did not specify whether the reference to staging was in the context of strategic planning for the site itself or more generally in terms of when regional infrastructure (such as road, school and hospital capacity) would be

available to serve new residents.

158. The Commission accepts the comments outlined in paragraph 156 that staging of development at the site would not be appropriate from a site-specific strategic planning basis.
159. With respect to the more general question of timing of the release of the site having regard to the need to manage impacts on local and regional infrastructure, the Commission considers that it has insufficient evidence to express a view.

6. HOW THE COMMISSION TOOK COMMUNITY VIEWS INTO ACCOUNT IN PROVIDING ITS ADVICE

160. The views of the community were expressed through the comments made at the Commission's public meeting on 20 May 2019 and comments received since. The Commission also considered the comments previously submitted to the exhibition of Council's planning proposal and comments submitted to the Department during its exhibition of the draft 2036 Plan.
161. The Commission has carefully considered all of the relevant comments as part of its process of providing advice. The way in which these concerns were taken into account by the Commission is set out in **section 5** above. For the reason set out in paragraph 28, the Commission has not taken into account the economics of the planning proposal.

7. THE COMMISSION'S ADVICE

162. Having regard to all considerations in **section 5** and in response to the matters the Minister has sought the Commission's advice on, the Commission considers that:
- with regards to:
"the consistency of the planning proposal with the overall vision, guiding design principles, and specific design principles of the Department of Planning and Environment's draft St Leonards and Crows Nest 2036 Plan";
the St Leonards South Planning Proposal is inconsistent with a number of elements of the *Vision, Guiding Design Principles* and *St Leonards South Design Principles* of the draft 2036 Plan;
 - with regards to:
"the scale of residential development contained in the planning proposal and whether the whole site needs to be rezoned to meet housing targets identified by the Greater Sydney Commission";
the scale of residential development contained in the planning proposal would represent an overdevelopment of the site and no rezoning of the site is required to meet the housing targets identified by the GSC; and
 - with regards to:
"whether some staging of the planning proposal is appropriate".
staging of the planning proposal is not necessary from a strategic planning basis.



Ilona Millar (Chair)
Member of the Commission



Russell Miller AM
Member of the Commission



Peter Cochrane
Member of the Commission

Annexure 1 – Additional Information

On 3 April 2019, the Department provided a letter from the Greater Sydney Commission to Council, dated 16 May 2018, regarding the Lane Cove LGA housing targets and a letter from NSW Education and Communities to Council, dated 3 June 2015, regarding the St Leonards South draft Masterplan. Both letters were uploaded to the Commission's website on 9 April 2019.

On 24 April 2019, Council provided a letter to the Commission outlining its views on the submission of planning proposals and Concept Development Applications (DAs) from the landowners of sites within the St Leonards South area. This letter was uploaded to the Commission's website on 1 May 2019.

On 2 May 2019, Council provided the latest advice from Roads and Maritime Services (**RMS**) in relation to the St Leonards South Planning Proposal and it was uploaded to the Commission's website on 9 May 2019.

On 16 May 2019, the Commission wrote to the Department requesting the following information:

- a digital model of the overshadowing testing carried out by the Department;
- access to the 3D model of the St Leonards South planning proposal area, which was used during the Department's community consultation and referred to on page 6 of the Department's presentation to the Commission;
- an outline of the Department's factual consideration of the consistency of Council's Planning Proposal objectives (pages 5 and 6) with the draft St Leonards and Crows Nest 2036 Plan; and
- a copy of the speaking notes from Brett Whitworth used at the Department's meeting with the Commission.

The Department provided this additional information on 17 May 2019 and it was uploaded to the Commission's website on 23 May 2019.

On 23 May 2019, Council provided a St Leonards and Crows Nest Draft 2036 Plans Workshop Report and Fact Sheet and a timeline for the St Leonards South Planning Proposal. These were uploaded to the Commission's website on 24 May 2019.

On 24 May 2019, Council provided a Cumulative Traffic Report for St Leonards South and a St Leonards South Community Engagement Report. These were uploaded to the Commission's website on the same day.

On 27 May 2019, the Commission provided Council with an opportunity to comment on the Department's overshadowing testing for the planning proposal. Council provided a response on 27 May 2019. This was uploaded to the Commission's website on 31 May 2019.

On 27 May 2019, Council provided an Addendum Traffic Report – 88 Christie Street, St Leonards and Revised Addendum Traffic Report – 88 Christie Street, St Leonards. These were uploaded to the Commission's website on 31 May 2019.

Appendix B – KJA Summary Report

An aerial photograph of St Leonards South, showing a dense residential area with many houses and trees in the foreground, and a more developed urban area with taller buildings and a river in the background.

St Leonards South Design Workshop

Summary Report

18 November 2019

KJA



an ERM Group company

01: Introduction

On Monday 11 November 2019, representatives of the Department of Planning, Industry & Environment (DPIE), the Government Architect NSW (GANSW) and the State Design Review Panel (SDRP) joined with representatives of Lane Cove Council in a collaborative full-day charrette to assist Council in responding to the advice provided by the Independent Planning Commission (IPC) on Council's St Leonards South Residential Planning Proposal.

The day, which began with a site tour by the SDRP and Council, was independently facilitated by KJA, with a representative of the Greater Sydney Commission attending as an observer. In addition to briefings ahead of the workshop, participants received an overview of the site context, the process to date, and the Planning Proposal objectives and design.

The workshop centred on the key themes outlined in the St Leonards and Crows Nest 2036 plan, namely *vision, place, landscape, built form, land use and movement*, with an emphasis on the following key issues identified by the IPC:

- Quantum of public space
- Scale and bulk of development
- Preservation of local character
- Transition to surrounding area
- Overshadowing of public open space
- Connection and movement through the site
- Potential overdevelopment

Participants engaged in an open discussion about urban and landscape design opportunities and issues, in the context of these themes, and with consideration for spatial and design quality aspirations, stakeholder and community feedback, and state and local planning policy objectives.

To conclude the day, Brett Whitworth, Acting Deputy Secretary, Planning & Design (DPIE) thanked participants for their contributions and indicated his keen interest in reviewing the outputs of the day. Similarly, Michael Mason – Executive Manager Environmental Services at Council – thanked those in attendance and stated that Council would further explore select recommendations from the day, for the purpose of improving the draft Proposal.

02: Key Issues & Recommendations

Defining St Leonards South

Roundtable discussions began with an exploration of those elements that give St Leonards its unique identity. The group discussed St Leonards South's strong connections to the transport hub and commercial centre to the North, as well as the role St Leonards Over-rail Plaza will play in connecting residents to commercial spaces and community facilities. However, the key unique characteristic of the residential precinct was deemed to be the hectare of open space available at Newlands Park.

Key Recommendations

The key recommendations made by the SDRP during the workshop are captured in the table below, alongside the relevant IPC issues 'theme' and more information on the group's exploration of the relevant issues and opportunities.

SDRP recommendations	Discussion points	Primary IPC issues represented
<p>RELOCATE THE PARK TO THE AREA AROUND HOLDSWORTH AVENUE AND BERRY ROAD</p> <p>Rationale/examples</p> <ul style="list-style-type: none">Consolidating public open spaces will bring greater amenity to residentsPrepare sun access planes to protect sun access for public spacesThe relocation would represent an alignment with the landscape objectives of the Draft 2036 Plan.The central park space would assist in addressing IPC concerns around the uniformity of scale proposed under the current plan.The park relocation would also improve views of the sky at Holdsworth Avenue. <p><i>See Drawing A for SDRP-proposed Centralised Park</i></p>	<ul style="list-style-type: none">The new open space outlined in the Proposal includes Central Park and pocket parks in Marshall Avenue, Holdsworth Avenue and Berry Road. Streets and green spines are not included in park calculations, nor is Gore Hill Oval.Green spines will not be publicly accessibleWhile some overshadowing of Newlands Park will occur under the current Proposal, Council pointed out that the Park is already overshadowed by trees. The point was made by the SDRP that overshadowing by trees vs buildings has a different impact. It was acknowledge, though, that building shade provides some amenity in hotter monthsCentral Park is so positioned due to the heritage houses on Park RoadParticipant concerns included:<ul style="list-style-type: none">The overshadowing of Newlands Park at lunchtimeThe overshadowing of Newlands Park setting a precedent for other open spacesThe need for more open space for a higher density precinct, particularly given the role St Leonards South should play in servicing the wider areaThe impact the current floor space ratio (FSR) may have on achieving residential amenity	<ul style="list-style-type: none">Quantum of public spaceScale and bulk of developmentPreservation of local characterOvershadowing of public open space

	<ul style="list-style-type: none"> ○ The potentially poor useability of planned pocket parks, including because they may be significantly overshadowed and difficult to maintain ○ The impact of private open space on local character • Participant recommendations included: <ul style="list-style-type: none"> ○ Reviewing the 2036 Plan overshadowing recommendations, including no additional overshadowing to Newlands Park to 3pm ○ Reconsidering the position of Central Park given the heritage houses are already raised ○ Consolidated open space should be a central focus, in addition to the East-West link ○ That the Over-rail plaza, as an urban park, will not meet resident needs for a landscaped park ○ Shifting bulk and scale away from Newlands Park (e.g. to nearer the station/west of the precinct) to minimise overshadowing • Council flagged that significant changes to the Proposal – including relocation of the open space and changes to built form – could affect the economics of the plan and that other issues may be encountered around topography, land acquisition, Council appetite and compliance with the Apartment Design Guide (ADG). Council also questioned whether the relocation would significantly improve public benefit, pointing out that the current location between services residents west of the precinct. However, Council did agree the proximity of the childcare centre to the park would be a good outcome and pointed to opportunities to make open spaces bigger (e.g. expanding Newlands Park at Canberra Avenue). 	
<p>IMPROVE CONNECTIVITY, INCLUDING FOR VEHICULAR AND PEDESTRIAN MOVEMENTS IN, THROUGH AND FROM THE SITE</p> <p>Rationale/examples</p> <ul style="list-style-type: none"> • Conduct an analysis of vehicular movement to understand choices and options, including: <ul style="list-style-type: none"> ○ How a large population with a limited number of access points could create an overload that affects accessibility ○ Potential impacts on shared amenity • Look into a greater number of East/West pedestrian links 	<ul style="list-style-type: none"> • A cumulative traffic study has been undertaken, with a catchment extending up to the Crows Nest Metro Site • DPIE has also prepared a strategic transport model • The traffic model has become more accurate over time, as other inputs were included • The Proposal is expected to increase the waiting time for vehicles heading onto Pacific Highway (i.e. 2x light cycles). • Participants concerns included that: <ul style="list-style-type: none"> ○ Marshall Avenue would become a bottleneck ○ Local share zone roads would not become 'proper share zones' • Participants voiced support for: <ul style="list-style-type: none"> ○ Removing on-street parking and replacing with sidewalks/ shared paths (2.5m wide) and cycle paths (1.5m wide) 	<ul style="list-style-type: none"> • Transition to surrounding area • Connection and movement through the site

<p>IMPROVE PERMEABILITY AND SAFE MOVEMENT WITHIN AND THROUGH THE SITE</p> <p>Rationale/examples</p> <ul style="list-style-type: none"> Review existing road reservations and widen to support trees, bike access and/or treatment on verge (e.g. along River Road) Consolidate and/or reconfigure the intersection at Canberra Avenue and River Road to assist permeability, including with consideration for the recommendations of the Draft 2036 Plan for Canberra Avenue Plan for traffic lights that assist pedestrians and cyclists Approach RMS to reduce and/or enforce vehicle speed along River Road Consider safety implications should the plan for the park on Park Road remain in place Review block sizes, including with consideration for the role long blocks play in permeability and safe movement and the potential for additional links (including shared or pedestrian links) <p><i>See Drawing B for SDRP-proposed Circulation Plan</i></p>	<ul style="list-style-type: none"> It is Council's intention, under the current Proposal, that the area will be accessible for everyone, including DDA compliant Participant concerns included: <ul style="list-style-type: none"> The impact of privatisation of zones between buildings on permeability through the site The large number of vehicles that will be moving through shared zones Participant recommendations included: <ul style="list-style-type: none"> Consideration for turning streets into public spaces (without vehicle access) Council indicated interest in focusing further on pedestrian connectivity south of the precinct to Wollstonecraft Station, including increasing the verge width along River Road to improve pedestrian safety 	<ul style="list-style-type: none"> Connection and movement through the site
<p>RECONSIDER THE NATURE AND ROLE OF AN EAST-WEST LINK</p> <p>Rationale/examples</p> <ul style="list-style-type: none"> If open space is consolidated and centrally located, consideration would need to be given for the resulting 'breaking up' of the East-West connection Explore the potential for a network across the site, between public spaces Minimise laneways, prioritising shared zones wherever possible Explore opportunities for shared vehicular, cycle and pedestrian movement Similar to River Road, Marshall Avenue needs a cross section to show pedestrian environment 	<ul style="list-style-type: none"> Participants anticipated that future links through the western portion of the precinct (to Greenwich Road) will be eventually established Participant concerns included: <ul style="list-style-type: none"> The potential for the East-West link intention to be compromised by the dominance of vehicles The potential for rat-running through the precinct if East-West vehicular access is made too easy Participant recommendations included: <ul style="list-style-type: none"> Exploring a greater number of communal East-West connections Council flagged typography challenges – including around the provision of dedicated East-West vehicular access, with the best opportunity existing above the escarpment at River Road – but indicated interest in looking at a greater number of East-West links 	<ul style="list-style-type: none"> Connection and movement through the site

<p>MINIMISE CAR PARKING AVAILABLE ON THE SITE</p>	<ul style="list-style-type: none"> • Part of Council's rationale for higher density is the alignment of the Planning Proposal to Transit-Oriented Design (TOD) principles, given the proximity of St Leonards South to train stations • Car parking is limited to below ground, with the current parking levels of the DCP matching those stipulated by RMS for transit-oriented development • Participant concerns included: <ul style="list-style-type: none"> ◦ Traffic impacts becoming excessive • Participant recommendations included: <ul style="list-style-type: none"> ◦ Considering the impact of available parking spaces on housing affordability • Council indicated interest in limiting off-street parking and including a maximum parking cap 	<ul style="list-style-type: none"> • Connection and movement through the site • Potential overdevelopment
<p>PLAN FOR A NEIGHBOURHOOD 'HEART' OF THE SITE WITH CENTRALISED FACILITIES</p> <p>Rationale/examples</p> <ul style="list-style-type: none"> • Create a neighbourhood 'heart' of the site with strategically-placed and centralised commercial and flexible non-residential facilities, ideally closely connected to open space • Explore mechanisms beyond market forces to help facilitate 	<ul style="list-style-type: none"> • Both childcare and community facilities are intended for the site, including 450sqm of childcare (catering for 60 children) and 150sqm of community facilities • Delivery of these facilities is included within the incentive clause (every storey above 8 storeys comes with bonus floor space to deliver). A VPA is still required to confirm location • The location of these facilities is based on previous Landcom guidelines, which state that community facilities are ideally located near open space and disability lifts • Childcare centres are intended for the green spine level, with community facilities above (due to split levels) • Participant recommendations included: <ul style="list-style-type: none"> ◦ Forward in/forward out drop-off vehicular access for community facilities ◦ Inclusion of ground floor activation, including some small-scale non-residential, including for the benefits this brings to amenity, activation and surveillance of public spaces and streets ◦ Retail analysis to test support for small scale commercial 	<ul style="list-style-type: none"> • Quantum of public space • Preservation of local character • Overshadowing of public open space
<p>EXPLORE OTHER INCENTIVES AND/OR MANDATING OPTIONS, INCLUDING FOR THE STRATEGIC POSITIONING OF NON-RESIDENTIAL FACILITIES</p>	<ul style="list-style-type: none"> • Council's incentive scheme in the Proposal is driven behind the delivery of infrastructure • The additional FSR attributed to higher buildings to provide public benefit (e.g. community facilities) • The zoning scheme is intentionally restrictive to produce Council's desired outcomes • Participant concerns included: 	<ul style="list-style-type: none"> • Preservation of local character • Overshadowing of public open space

<p>Rationale/examples</p> <p>Incentives and/or mandating options will assist in clearly delineating public and private space, making envelopes explicit, helping enforce solar planes and realising other sustainability benefits.</p>	<ul style="list-style-type: none"> ○ The lack of flexibility in development controls and what this means for the location of community facilities and legal/cost challenges associated with acquisition by Council • Participant recommendations included: <ul style="list-style-type: none"> ○ Review of the blanket approach to the uplift scheme and the settlement/ownership pattern (though participants generally supported the principle of the scheme) ○ Inclusion of non-residential activation in control mechanism, as the market would not dictate that outcome ○ Establishment of particular height and use controls for community space at centralised park, allowing for adaptability • Council expressed interest in implementing solar access planes for public open spaces 	
<p>DIVERSIFY TYPOLOGIES BY ANALYSING THE POSSIBLE STRATEGIC LOCATION OF NON-RESIDENTIAL FACILITIES AND EMPLOYING OTHER AVAILABLE MECHANISMS</p> <p>Rationale/examples</p> <ul style="list-style-type: none"> • Explore alternatives to housing typology • Achieve diversity through activation of ground floor development for non-residential uses • Analyse resident shopping preferences to inform strategically-placed commercial activity within the site (ideally positioned next to open space) • Consolidate social infrastructure (i.e. childcare facilities) • Support a greater variety of dwelling typology (e.g. more studios and larger 3-5 bedroom dwellings), including using mechanisms beyond market forces to help facilitate • Council could incorporate DCP provisions for townhouse-style development as interfaces <p><i>See Drawing C for SDRP-proposed building height</i></p>	<ul style="list-style-type: none"> • Provisions for adaptable housing require that 80% of apartments are adaptable and 20% are accessible, allowing for future conversion • The DCP requires 10% each of 1-bedroom, 2-bedroom and 2-bedroom apartments, with the market determining the rest • FSR was based on 80% of the envelope, with net rentable area at approximately 70% of the envelope • The basic floor to ceiling assumption is 3.1m (with lift over-runs at 3.5m); community (multipurpose) facilities at 3.3m and parks and green spines • Setbacks are based on the existing character for the area • Prior to exhibition of Draft St Leonards and Crows Nest 2036 Plan a Clause 4.6 Exclusion was included for FSR and height within St Leonards South to cap development standards • Council recognises the need for community facilities for the growing community • Council notes that its Local Housing Strategy, which is yet to be exhibited, will identify demand and supply of housing and housing typologies • Participants acknowledged that taller buildings do not necessarily contribute to a worse outcome if designed appropriately • Participant recommendations included: <ul style="list-style-type: none"> ○ Exploration of alternatives to sole units, given challenges to building envelopes may force changes to building typology ○ Robust building controls ○ Reviewing the outcomes of Shepherd's Bay, Meadowbank, for lessons around: <ul style="list-style-type: none"> ▪ The risks of including height and FSR in the DCP 	<ul style="list-style-type: none"> • Scale and bulk of development • Preservation of local character • Potential overdevelopment

	<ul style="list-style-type: none"> ▪ Poor communal space provision and amenity outcomes ▪ Potential for greater diversity than intended ▪ Overshadowed laneways ○ Exploration of lifting building heights to the north and north-west, with buildings stepping down towards the central open and community space 	
<p>CONFIRM COUNCIL'S FUTURE INTENTIONS FOR LAND WEST OF THE SITE</p> <p>Rationale/examples</p> <ul style="list-style-type: none"> • Future plans for land west of St Leonards South should be outlined (e.g. in Local Strategic Planning Statement and/or Local Housing Strategy) and considered in the finalisation of the Planning Proposal, particularly given the potential impacts on East-West links through the site and on the built form interface along Park Road 	<ul style="list-style-type: none"> • Original master plan area extended to Greenwich Road. This was reduced based on economic study conclusions as it was indicated this development would not be feasible beyond Park St. • Stage 2 development may occur beyond Park St beyond the current 10-year plan. It is likely to be of lower density (i.e. 4 storeys or townhouses) • Participant recommendations included: <ul style="list-style-type: none"> ○ The potential for a park at the centre of the site to be connected to any future western precinct development • Council indicated interest in investigating the transition from Park Road to the western precinct, including extending or reducing the setback to Park Road with different building typologies 	<ul style="list-style-type: none"> • Transition to surrounding area • Connection and movement through the site
<p>LEVERAGE THE OPPORTUNITY FOR BEST PRACTICE SUSTAINABLE PERFORMANCE</p> <p>Rationale/examples</p> <ul style="list-style-type: none"> • Leverage the opportunity presented by the Planning Proposal for precinct-wide best-practice sustainability measures (e.g. in relation to stormwater) • This sustainable best-practice ties in closely with the significant role the natural environment – in the form of Newlands Park – plays in St Leonards South's current identity. • Sustainable performance could be incorporated into Council's existing incentive clause. • Consideration should be given to minimising maintenance costs Council will inherent following development. • Sustainable performance should extend to social sustainability targets including, for example, the Greater Sydney Commission's housing affordability allocation. 	<ul style="list-style-type: none"> • It is intended by Council, through the current Proposal, that key worker and affordable housing is provided • Participant recommendations included: <ul style="list-style-type: none"> ○ In relation to the affordable housing SEPP, that Council ensure additional bonuses cannot be applied beyond existing built forms (e.g. boarding houses) 	<ul style="list-style-type: none"> • Preservation of local character • Potential overdevelopment

<p>UNDERGO STUDY ON EXISTING TREES AND DEVELOP STRATEGY FOR ANY REMOVAL AND/OR REPLACEMENT</p> <p>Rationale/examples</p> <ul style="list-style-type: none"> • Develop a strategy for replacing trees that are near the end of their life expectancy (note – this can occur on a rolling basis) • Beware mass removal of trees • Place high monetary value on existing trees to assist with their protection • Develop a strong approach to managing stormwater, recognising the role pocket parks have to play 	<ul style="list-style-type: none"> • Under the Draft 2036 Plan, which includes a draft green plan, St Leonards South is included within the suburban area, where it achieves a tree canopy of 40% (public and private domain). • Trees are intended to be retained through the Planning Proposal, based on building footprints, with 40% canopy cover once it is fully recovered • Participant recommendations included: <ul style="list-style-type: none"> ○ An independent arborist report ○ Strong landscape strategy for development applications, including a condition for ensuring new plantings are covered by Council's tree preservation order (i.e. above 4m) ○ Strong controls to ensure perseverance of existing trees (including, potentially, an increase in the bond for trees) ○ The provision of root barriers for services to ensure tree roots do not damage underground services ○ The continuation of green, grassy verges and old trees as key characteristics of the area 	<ul style="list-style-type: none"> • Preservation of local character
<p>ACHIEVE DESIGN EXCELLENCE, INCLUDING THROUGH A DESIGN EXCELLENCE STRATEGY AND THE ESTABLISHMENT OF A DESIGN REVIEW PANEL</p> <p>Rationale/examples</p> <ul style="list-style-type: none"> • A SEPP 65 Design Review Panel should be established at the end of the planning proposal process • A design excellence strategy will assist in maximising quality throughout the process • The Development Application process should be strongly conditioned 	<ul style="list-style-type: none"> • Participant concerns included: <ul style="list-style-type: none"> ○ The streetscape (including street walls and heights) interfacing with public domains) ○ Impact of buildings on wayfinding around site and views to the South 	<ul style="list-style-type: none"> • Scale and bulk of development

04: Next Steps

This Summary Report will be presented to Lane Cove Council to consider alongside submissions to the exhibition of the St Leonards South Residential Planning Proposal. The Department of Planning, Industry & Environment will also be guided by the report when finalising the 2036 Plan for St Leonards and Crows Nest.

05: Drawings



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Appendix C – SDRP Design Outcomes

St Leonards South – Charrette Break out session

The comments below relate to the final breakout session with the SDRP held on the 11th Nov. 2019 charrette. The following notes detail the broad design moves to improve the outcomes for the site to address the IPC concerns of open space provision, access through and beyond the site, transition to the surrounding area, overshadowing and development potential of the site.

SDRP Recommendations

- Centralise the park within the development creating a heart and gathering place for the community.
- The park can have an urban character with active edges and multiple uses.
- Ensure the park has streets on all sides (either shared zones or vehicle streets with generous footpaths etc.)
- Co-locate facilities and commercial options to activate the edge of the park.
- Consolidate the residual pocket park/open space from the north-east corner of the site into the centralised park area.
- Create the east-west links through different means through the site (utilising shared zones and open space).
- Create a pedestrian avenue along Marshall Avenue to the north in response to significant pedestrian traffic along this route.
- Water sensitive urban design principles and sustainability measures to be used through the development e.g. using the greenspace to manage surface water runoff, including sustainability requirements for community facilities.
- Consolidate the two proposed child care facilities into one full licence (90 children) child care centre, located adjacent to the park that allows for the required secure open space for the facility with good solar access.
- Increase the verge conditions (area) for River Road for the proposed population, improving the pedestrian environment on the southern edge of the site due to current hostile pedestrian environment on a high-volume road that is out of character with the remainder of the site boundaries.
- Create a finer grain through the site by reducing block size north/south.
- Increase housing diversity and building typology (smaller scale typologies to street frontages, studios and larger apartments).
- Adopt Solar access planes to reduce overshadowing to public open space – both new and existing.
- Decrease the building heights opposite Newlands Park.
- Building Heights on Park Road to be capped at 6 storeys with 4 floors at street (street wall) and setting floors 5 + 6 back 3 metres from the street frontage.

Specific principles/outcomes

- Overall block sizes are reduced north/south.
- Level changes more manageable with smaller block sizes.
- Greater public links and vehicle circulation through the site, especially E/W.
- Improved permeability through the site to key attractors.
- Investigate increasing the height towards the Pacific Highway, with heights falling away down the site.
- Consider a land swap with Propsting park to increase the quantum of open space within the site. This is on the understanding conveyed to the Panel that Propsting park is currently little used or loved by the community. The overall result must provide a net gain in useable public open space (same or greater area than currently available with quality treatments including landscape and better amenity.)
- A benefit to moving the park is the potential Unit value increase with the access to a park that has four edges.
- Creating multiple paths with reasonable grades will make the formalised east-west link redundant.
- Use the open space as a core element of the pedestrian experience through the site.
- The journey through the site should be a “journey through landscape”, improving the pedestrian experience and removing the risk of monolithic building overbearing the through site links.

General and transferable principles/outcomes

- Activated commercial edge to the park, and or adaptable apartment floor plates with adequate ceiling heights at the ground level around the park.
- Panel support the concept of shared and linked private communal spaces located to enable retention of existing trees but consider improved public permeability across the site and consequent reduction in the joined-up area of private communal spaces to be preferable.
- Identify existing street trees and private trees within private areas to be retained. This is particularly important to retain the trees on the edges of the site, to maintain character.
- Improve the modulation, density mix and scale of the buildings across the site.
- Place the density in proximity to the park to the south to minimise overshadowing of the park and with increased height further to the north and east rising-up towards the Pacific Highway.
- Less emphasis on the formalised East – West link, decreasing the cost by removing the need for lifts within buildings, the management and maintenance of the access.
- It was anticipated that the overall Apartment yield may be reduced across the site, when solar plane controls are activated and building heights are adjusted to comply with ADG controls, this is subject to further analysis and studies.
- Foot path widths on River Road should be increased, allowing separation from the high-volume road, tree planting to better reflect the character of the area, with wide shared path and landscaped set back into the site. This should allow building footprints to remain unchanged. DPIE will need to engage RMS into resolving the technical details of the verge conditions. The link will be vital as the population increases to accommodate the pedestrian traffic waking and cycling to open space and Wollstonecraft Station.
- Investigate re distribution of GFA, principally increasing the height to the North-East with small foot print towers and possible height increase to the south of a relocated park. Investigations must assume ADG compliance
- Reduce the setbacks to Park Road so that there is a consistent edge to the street.

Appendix D – Summary of IPC Issues

Attachment 1: Summary of issues from the Independent Planning Commission (IPC)

Domains	Issue raised by the IPC	DPIE Draft 2036 Principles
Vision	<p>Potential Adverse Outcomes</p> <p>The IPC is not satisfied that the planning proposal would deliver enough public space, inconsistent with the <i>VISION (SLCN Draft 2036 Plan)</i></p>	<p>DRAFT_2036 Plan</p> <p>A greener place – Parks and public green spaces will provide areas for locals to be active, creative, and enjoy green leafy spaces throughout the area, away from built up areas in St Leonards.</p>
	<p>The IPC considers redevelopment of the Precinct is not appropriate due to scale impacts upon local character with the remainder of St Leonards South Precinct and surrounding neighbourhoods.</p>	<p>DRAFT_2036 Plan</p> <p>A well-designed place – New buildings that model the highest quality design, respecting and enhancing the existing local character of the area.</p>
Place	<p>Potential Adverse Outcomes</p> <p>The IPC supports the Heritage Council's submission comments which indicates the proposed density of development has the potential to impact on the character of the streetscape and the setting of local character items on Park Road.</p>	<p>DRAFT_2036 Plan</p> <p>A place that protects its past – Heritage Conservation Areas and buildings are to be retained and celebrated as an important connection to the past.</p>

Domains	Issue raised by the IPC	DPIE Draft 2036 Principles
Landscape	<p>Potential Adverse Outcomes</p> <p>While the proposed quantum of open space meets the Department's default standards, the IPC has challenged the accuracy of this provision due to the following reasons:</p> <ol style="list-style-type: none"> 1. Fenced private open space has been factored into the total quantum of open space; 2. The site's topography may prevent access and delivery to open space; 3. To achieve the proposed quantum of open space, development controls need to be prescriptive to prevent variations at later stage of development; 4. It is inappropriate to include Gore Hill oval into the overall provision of open space; 5. There is an element of double counting dedicated public open space, with the inclusion of Newlands Park into proposal; 6. The proposed Green Spines would not provide net gain in open space for the broader community as they would serve effectively as backyards for unit residents; and 7. The above issues do not satisfy the quantum of open space required to support a ten-fold increase in population. <p>Positive Outcomes</p> <ul style="list-style-type: none"> • The IPC considered the proposal is consistent with the Area Wide 2036 Design Principles by enhancing and providing new tree planting in the area. • The IPC considered merit in streetscape aspects of the proposal as a result of setbacks. However, expressed concern on impacts to adjacent heritage items along Park Road resulting from the magnitude of proposed development. 	<p>DRAFT_2036 Plan</p> <p>Area Wide Design Principles</p> <p><i>Incorporate new street trees to improve the overall tree coverage in the area.</i></p> <p><i>New development adjoining the green link should contribute to its landscape character. For example, planter boxes, lighting, green walls, deep planting, landscape setbacks and forecourts</i></p> <p>St Leonards South Design principles</p> <p><i>Ensure new open spaces improve connections to existing surrounding open spaces.</i></p>

Potential Adverse Outcomes

The IPC considers the planning proposal shows inconsistency with the Draft 2036 Plan's vision due the following reasons:

1. It is considered that the dominant local character and scale of St Leonards South Precinct is "Low-density residential development".
2. It is considered that the proposed design and scale does not respect nor enhance existing local character.
3. The local character of the remainder of the St Leonards South Precinct would also be affected as a result of the proposed scheme.
4. The IPC considers solar access of nominated public open spaces is not met as significant overshadowing of Propsting Park and Newlands Park will occur.
5. The IPC considered the proposed design may create a monolithic street wall effect at the centre of the site and along east-west pedestrian connections and therefore, design criteria for this element is not satisfied.
6. After reviewing the Department's and Council's overshadowing test, the IPC considers additional and longer duration of overshadowing will be generated in Newlands Park at 2.30 to 3.30; and overshadowing will also be created to the proposed new park and east-west pedestrian links.
7. While built form transition measures have been adopted in the proposal; the IPC considers the interface and transitions of the proposed development and existing properties along Park Road is inadequate and out of character with the existing area.
8. The proposal is not wholly consistent with Connections through new open space principle as the proposed open space and green spines would not notably improve connections.

Built Form

DRAFT_2036 Plan

Area Wide Design Principles

Consider cumulative impacts of new development on existing areas, including overshadowing, wind impacts and view loss.

In transition areas between low and high-rise developments, new development should consider the prevailing scale and existing character in the design of their interfaces.

Ensure new development contributes to a range of dwelling types in the area to cater for all life cycles.

Area Wide Design Criteria

Acknowledge key views and vistas such as key long-distance vistas which offer sky views, and vistas where a building may terminate the view.

Transition heights from high rise areas down towards existing lower scale areas, including areas not proposed for height changes, and Willoughby Road.

Avoid monolithic street wall effects through the distribution of higher buildings.

Meet solar height planes in this plan (identify in figure 11 on page 26).

In transition areas between low and high-rise developments, new development should consider the prevailing scale and existing character in the design of their interfaces.

New building design should provide high on-site amenity and consider street width and character by providing

Domains	Issue raised by the IPC	DPIE Draft 2036 Principles
	<p>Positive Outcomes (Built Form)</p> <ul style="list-style-type: none"> It was identified that the proposed development would not necessarily affect long-distance vistas and sky views at a greater degree than the existing trees and topography on the site. Therefore, the panel considered design criteria for views and vistas is consistent with the Vision 2036. The IPC considers that the planning proposal is consistent with the design principles relating to overshadowing of heritage items as it will have a minimal overshadowing impact on heritage items on Park Road and residential areas outside the draft 2036 Plan boundary. 	<p>ground and upper level setbacks and awnings to achieve a human scale at street level.</p> <p>Avoid a monolithic street wall effect through the distribution of higher buildings</p> <p>Consideration of quality streetscape aspects such as setbacks, street wall height and heritage buildings.</p> <p>St Leonards South Design principles</p> <p>Consider accessibility to St Leonards and Crows Nest Stations</p> <p>St Leonards South Design principles</p> <p>Transition buildings appropriately to lower scale buildings.</p> <p>Minimise overshadowing of public open space and streets with a significant public domain function within and outside of the Plan boundary</p> <p>Minimise overshadowing of Heritage Conservation areas and residential areas outside of the Plan boundary.</p>
Land Use	<p>Potential Adverse Outcomes</p> <p>The IPC considered the submission did not provide sufficient information to determine if the proposed housing mix of the precinct would be suitable to cater for the range of people who would remain and move into the area.</p>	<p>DRAFT_2036 Plan</p> <p>A home for people of all ages – A greater mix of homes will be available to the diverse range of people that live in the area.</p>

Domains	Issue raised by the IPC	DPIE Draft 2036 Principles
Movement	<p>Potential Adverse Outcomes</p> <p>The IPC considers 'Movement' elements in the planning proposal are partly inconsistent with the 2036 Plan Vision due the following reasons:</p> <ol style="list-style-type: none"> 1. The proposed scheme shows merit by including new east-west and north-south connections within the precinct. 2. However, the IPC considers the site's topography may prevent the delivery and use of such connections for cycling and walking activity. 3. The IPC also acknowledges residents in the area have expressed preference to use Wollstonecraft Station, rather than St Leonards Station, to avoid travels against the increasing slope, as well as for safety reasons. 4. The IPC also acknowledges that more detailed analysis of the transport network is required to analyse the impacts of the planning proposal. The IPC is not satisfied that adequate information has been provided to analyse and address potential cumulative traffic impacts and considers that the planning proposal cannot be considered as consistent with this design principle without further detailed analysis. 	<p>DRAFT_2036 Plan</p> <p>An accessible place – An attractive and easy place to walk, cycle and move through, with improved local and regional connections.</p> <p>Area Wide Design Principles</p> <p>New development should encourage the use of public transport and reduce the need to use a private car. Innovative solutions such as car sharing are encouraged.</p> <p>New development should contribute to the improvement of walking and cycling network in the area as well as help to connect to wider regional areas.</p> <p>Identify opportunities to improve safety along existing pedestrian and cycling routes.</p>
	<p>Positive Outcomes</p> <ul style="list-style-type: none"> • The IPC considered the proposal is consistent with the 'movement principles' although topography and safety challenges are identified in the area. • The IPC considers accessibility principles are also consistent in the proposal as the precinct location is at adequate proximity to St. Leonards Station, Crows Nest station and Wollstonecraft Station. 	<p>St Leonards South Design principles</p> <p>Improve active transport connections</p> <p>Consider cumulative traffic impacts</p>

Domains	Issue raised by the IPC	DPIE Draft 2036 Principles
Development Potential	<p>Overall Potential Adverse Outcomes</p> <ol style="list-style-type: none"> 1. The IPC considered the planning proposal would represent an overdevelopment of the site and would be out of character with the remainder of St Leonards South Precinct and surrounding neighbourhood. 2. In relation to the GSC 5-year housing targets (North District Plan); the IPC considers rezoning of the site is not necessary to meet the current housing targets, as they are likely to be exceeded without the proposed delivery of 2,400 dwellings included in the planning proposal. Moreover, the proposed yield would not contribute to the 5-year target as dwellings are not expected to be built before 2021. 	<ul style="list-style-type: none"> • Consider accessibility to St Leonards and Crows Nest Stations. • Minimise overshadowing of public open space and streets with a significant public domain function within and outside of the Plan boundary. • Minimise overshadowing of Heritage Conservation areas and residential areas outside of the Plan boundary. • Ensure new open spaces improve connections to existing surrounding open spaces. • Improve active transport connections. • Consider cumulative traffic impacts. • Transition buildings appropriately to lower scale buildings.

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Appendix E – SLS Design Charrette Terms of Reference

ST LEONARDS SOUTH RESIDENTIAL PLANNING PROPOSAL REVIEW

TERMS OF REFERENCE

INTRODUCTION

A collaborative process convened and managed by the Department of Planning, Industry and Environment (DPIE) with the Government Architect NSW (GANSW), will support Lane Cove Council in responding to the advice provided by the Independent Planning Commission (IPC) on Council's St Leonards South Residential Planning Proposal.

1. PURPOSE

The purpose is to provide an opportunity for an open and structured discourse with Lane Cove Council on the St Leonards South Residential Planning Proposal. In addition, to give a clear strategic context for South St Leonards to direct planning for the area.

A report will be produced following the design charrette to document key charrette outcomes and provide guidance for height, scale and open space.

Council can consider this report when it considers submissions to exhibition of the St Leonards South Residential Planning Proposal. The Department will be guided by the report when finalising the 2036 Plan for St Leonards and Crows Nest.

OBJECTIVES

The objectives of the design charrette are:

- Collate and summarise the IPC considerations documented in a spatial format for discussion.
- Have an open discussion about urban and landscape design opportunities and issues of the site utilising Better Placed and Greener Places objectives.
- Discuss outcomes for the site based on spatial and design quality aspirations, including place making and spatial inter-relationships within the planning proposal (including height, scale and open space).
- Document outcomes that respond to IPC considerations, state and local planning policy objectives.

2. SCOPE

The scope includes, but is not limited to:

- Review of IPC advice and detailed considerations:
 - Any overshadowing concerns.
 - Appropriate and sensitive transition to adjacent residential areas.
 - Bulk and scale of the development within the character of the area
 - Open space and social infrastructure provision, public domain provision, and quality.
 - The housing mix (incl. affordable housing) contribution of the proposal to the St Leonards, Crows nest area.
 - Responsiveness of the design to the topography of the site.
 - Heritage interfaces and transition to the west.
 - East west pedestrian link experience.
 - Development capacity of the site.
 - Tree canopy cover targets.
 - The provision of primary and secondary schools to service the area.

3. METHODOLOGY

- One-whole-day design charrette.
- Discussion to be structured as outlined in the draft agenda at **Attachment 2**.
- Presentations from Lane Cove Council on the proposal and rationale and DPIE Urban Design Team on potential spatial implications of IPC's advice to be circulated prior to the design charrette.
- Discussion and recommendations to be clearly documented in post-charrette report to have a clear set of recommendations and to provide a context around the decisions regarding the feasibility of development balanced with delivery of community infrastructure.
- Multimedia format – e.g. written, verbal, diagrams.

4. ROLES AND RESPONSIBILITIES

Lane Cove Council:

- Introduce the planning proposal, the design team and rationale at the design charrette.
- To provide information as required.
- Arrange for site inspections, as required.
- Host the design charrette if possible.

Lane Cove Council consultant team

- Present the proposal (note: presentation and supporting information to be circulated prior).
- To provide information as required.

DPIE:

- (Planning) Liaise with Lane Cove Council regarding design charrette scheduling and preparation.
- (Urban Design) Present a clear summary of the outstanding issues presented in the IPC advice, including but not limited to:
 - Summary table of the issues that have been identified by the IPC.
 - Spatial representation of IPC concerns in the form of plans, sections, elevations and perspective views.

Note: summary to be circulated prior to design charrette.
- (Urban Design) Contribute to design charrette discussion.
- (Urban Design) Identify relevant state and local principles, benchmarking, or performance indicators.
- (Planning) Attend the design charrette as an observer.
- (Planning) Distribute final report.

GANSW:

- Assist in the preparation of pre-charrette briefing notes for attendees.
- Attending the design charrette.
- Drafting and finalising the post-charrette report.

Chair/Facilitator (TBC)

- Chair the design charrette to facilitate discussion to enable solutions to be brokered collaboratively.

- Clarifying and summarising the attendee comments.
- Reviewing draft recommendations and signing off final report.

5. POST CHARRETTE REPORT

A report will be prepared following the design charrette. The recommendations will be noted and generally agreed at the design charrette. As a minimum, the summary will:

- Provide recommendations to address IPC issues and other concerns including height, scale and open space.
- Record key issues and recommendations.
- Identify where further work is required.
- Outline significant problem areas and recommended actions.
- Clearly indicate options to address IPC advice.

Council can consider this report when it considers submissions to exhibition of the St Leonards South Residential Planning Proposal. The Department will be guided by the report when finalising the 2036 Plan for St Leonards and Crows Nest.

6. DESIGN CHARRETTE PROGRAM

This will be a whole-day design charrette held at a Lane Cove Council facility or nominated location. Arrangements for a site inspection should be agreed prior to the design charrette.

Design charrette: 11 November – 09:30AM-5:00PM.

Site Inspection: as required.

7. DESIGN CHARRETTE PARTICIPANTS

GANSW:

- GANSW Design Adviser.

DPIE:

- Brett Whitworth, A/ Deputy Secretary Greater Sydney, Place and Infrastructure.
- Amanda Harvey, A/ Executive Director Eastern Harbour City.
- DPIE nominated planning representative.
- DPIE Urban Design representative.

Lane Cove Council

- Nominees of Lane Cove Council – TBC.
- Project consultants including architectural, landscape and urban design

Observers:

- GSC representative – Dr Deborah Dearing, Eastern City, District Commissioner.

8. REFERENCE DOCUMENTS

- IPC Advice
<https://www.ipcn.nsw.gov.au/projects/2018/11/planning-proposal-for-the-st-leonards-south-residential-precinct>
- Lane Cove Council St Leonards South Residential Planning Proposal and DPIE documentation
<https://www.ipcn.nsw.gov.au/projects/2018/11/planning-proposal-for-the-st-leonards-south-residential-precinct>
- Better Placed – an integrated design policy for the built environment in NSW
<https://www.governmentarchitect.nsw.gov.au/policies/better-placed>

ATTACHMENT 1





ATTACHMENT 2

Design Charrette Agenda – draft being prepared in consultation with GANSW and Council.

St Leonards South Design Charrette

Meeting agenda



Meeting: SLS Design Charrette
Location: Terrace Function Room
1 Pottery Lane, Lane Cove
NSW 2066

Date/time: Monday, 11 November 2019

Chairperson: Scott Newton - KJA

Agenda items

Time	Agenda Item	
08:30- 9:30	Optional site tour	
9:30 – 9:35	Welcome from DPIE	DPIE
9:35 – 9:45	Facilitator introduction Acknowledgement of Country Charrette objectives and agenda overview	Facilitator
9:45 – 10:15	Council and consultant presentation	Council / Consultant
10:15 – 10:45	IPC Issues	Design Advisor
10:45 – 11:00	Introduction of design charrette topics	DPIE
11:00 – 11:10	Morning tea	
11:10 – 12:00	Delivering Good Design – Movement and Connections	All
12:00 – 12:50	Delivering Good Design – Public and Green/Open Space	All
12:50 – 1:30	Lunch	
1:30 – 2:20	Delivering Good Design – Built Form	All
2:20 – 3:10	Delivering Good Design – Landscape	All
3:10 – 3:25	Afternoon tea	
3:25 – 3:50	Other recommendations	All
3:50 – 4:50	Support for recommendations	All / Facilitator
4:50 – 5:00	Next steps and close	DPIE