Ms Faye Roberts Director Sydney East Region NSW Department of Planning GPO Box 39 SYDNEY NSW 2001

Attention: Susan Sky

17 November 2009

Dear Ms Roberts

PLANNING PROPOSAL: 225 MILLER STREET, NORTH SYDNEY

At Council's Assessments meeting on 9 November 2009, Council considered a report regarding a possible rezoning at 225 Miller Street, North Sydney. The rezoning seeks to reduce the minimum requirement for non-residential floor space on the subject site from 3:1 to 0.5:1.

From this meeting, Council resolved to forward a planning proposal for land at 225 Miller Street, North Sydney, in accordance with section 55 of the Environmental Planning and Assessment Act, 1979.

Please find attached the following:

- Officers report to Council including Council's resolution;
- Zone, aerial and location maps;
- Planning proposal.

It would be appreciated if the Planning Proposal be referred to the LEP Review Panel for determination under the 'gateway process'.

Enquiries should be directed to Mark Yee or the undersigned of Council's Strategic Planning Department, on 9936 8100.

Yours faithfully

JOSEPH HILL MANAGER STRATEGIC PLANNING

DECISION OF 3536th COUNCIL & COUNCIL(ASSESSMENTS) MEETING HELD ON 9 NOVEMBER 2009

PDS03: Planning Proposal at 225 Miller Street, North Sydney

Report of Mark Yee, Strategic Planner, 22 October 2009

Council has received a request to undertake a planning proposal for the site known as 225 Miller Street, North Sydney.

The site was issued development consent by Council (DA 658/08) on 6 September 2007, for the construction of a 19 storey mixed use building containing 73 residential units, 19 serviced apartments, 450sqm of commercial facilities and basement car parking for 70 vehicles. On 23 October 2008, Council issued a Section 96(2) modification to amend the approved application to include 55 residential units, 24 serviced apartments.

The planning proposal seeks to reduce the minimum requirement for non-residential floor space on the subject site from 3:1 to 0.5:1. The proponent seeks to amend the non-residential floor space control to allow the serviced apartments approved under DA 658/06 and the subsequent Section 96(2) modification, to be used as residential apartments.

The planning proposal contains the same provisions as those previously proposed for the site under DLEP Amendment 28 – North Sydney Centre, which Council resolved on 10 August 2009, to incorporate into the comprehensive North Sydney draft LEP 2009 (DLEP 2009).

Recommending:

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THAT Council resolve to forward a planning proposal for the site to the Minister for Planning in order to receive a gateway determination in accordance with Section 56 of the Environmental Planning and Assessment Act, 1979.

Mr Gordon addressed the meeting

Note: Councillor Raymond declared an interest in this item and left the Chamber taking no part in debate or voting.

RESOLVED:

THAT Council resolve to forward a planning proposal for the site to the Minister for Planning in order to receive a gateway determination in accordance with Section 56 of the Environmental Planning and Assessment Act, 1979.

The Motion was moved by Councillor Zimmerman and seconded by Councillor Barbour.

Voting was unamious

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Report to General Manager

Attachments: Planning Proposal

SUBJECT: Planning Proposal at 225 Miller Street, North Sydney

AUTHOR: Mark Yee, Strategic Planner, 22 October 2009

SUMMARY:

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Council has received a request to undertake a planning proposal for the site known as 225 Miller Street, North Sydney.

The site was issued development consent by Council (DA 658/08) on 6 September 2007, for the construction of a 19 storey mixed use building containing 73 residential units, 19 serviced apartments, 450sqm of commercial facilities and basement car parking for 70 vehicles. On 23 October 2008, Council issued a Section 96(2) modification to amend the approved application to include 55 residential units, 24 serviced apartments.

The planning proposal seeks to reduce the minimum requirement for non-residential floor space on the subject site from 3:1 to 0.5:1. The proponent seeks to amend the non-residential floor space control to allow the serviced apartments approved under DA 658/06 and the subsequent Section 96(2) modification, to be used as residential apartments.

The planning proposal contains the same provisions as those previously proposed for the site under DLEP Amendment 28 – North Sydney Centre, which Council resolved on 10 August 2009, to incorporate into the comprehensive North Sydney draft LEP 2009 (DLEP 2009).

RECOMMENDATION:

THAT Council resolve to forward a planning proposal for the site to the Minister for Planning in order to receive a gateway determination in accordance with Section 56 of the Environmental Planning and Assessment Act, 1979.

Financial Implications

There are no immediate additional financial implications.

Signed _____

ORIGINAL SIGNED

Endorsed by

Manager Strategic Planning

INTRODUCTION

Council has received a request to undertake a planning proposal for the site known as 225 Miller Street, North Sydney. The request has been made in order to expedite a rezoning matter that previously formed a part of North Sydney draft LEP Amendment 28 (DLEP 28), which Council resolved on 10 August 2009, to incorporate into the comprehensive North Sydney draft LEP 2009 (DLEP 2009).

The planning proposal seeks to reduce the minimum requirement for non-residential floor space on the subject site from 3:1 - 4:1 to a minimum of 0.5:1 with no maximum floor space.

SITE DESCRIPTION

The site is known as 225 Miller Street, North Sydney and is legally described as Lot 1 DP 656437. The site is currently zoned Mixed Use and is currently under construction to complete a 19 storey mixed use building as approved under DA 658/06.

The site forms part of the North Sydney Centre with the surrounding area consisting of a mix of high-density land uses of commercial, retail and residential land uses. The site is also located opposite Monte Sant' Angelo Mercy College and is within close proximity to Council Chambers.



BACKGROUND

On 6 September 2007, Council issued development consent (DA 658/08) for the construction of a 19 storey mixed use building containing 73 residential units, 19 serviced apartments, 450sqm of commercial facilities and basement car parking for 70 vehicles on the subject site.

On 23 October 2008, Council issued a Section 96(2) modification to amend the approved application to include 55 residential units, 24 serviced apartments together with various façade amendments and other minor amendments.

As part of the North Sydney Centre, the land was included in DLEP Amendment 28 – North Sydney Centre, adopted for public exhibition by Council on 8 May 2006.

PROPOSED AMENDMENT

The proponent seeks amendment to reduce the current required non-residential floor space of between 3:1-4:1 to a minimum requirement of 0.5:1 with no maximum required floor space. To comply with the current requirements for the provision of non-residential floor space, DA 658/08 details that the first 4 levels of the development as serviced apartments. The serviced apartments combined with the ground floor café and commercial suites, results in a non-residential floor space on the site of 3.24:1.

The proponent seeks to amend the non-residential floor space control to allow the serviced apartments, to be changed to residential apartments. The ground floor café and commercial suites are proposed to remain as approved.

The planning proposal contains the same provisions as those previously proposed for the site under DLEP Amendment 28 – North Sydney Centre. This reduction of the required minimum non-residential floor space was introduced for a number of mixed use sites in the fringe of the commercial core to provide flexible redevelopment options for these sites. This was to create a greater likelihood of development for such properties whether that be as a predominantly residential or predominantly non-residential use.

The proposed amendment relates to provisions that have already been adopted by Council as part of DLEP 28, however, this will not come into effect until the gazettal of DLEP 2009, since DLEP 28 will now be incorporated into DLEP 2009 and will not progress through to gazettal in its own right. To expedite the introduction of these controls for the subject site, the amendment will therefore need to be part of a separate rezoning and will have to undergo the process again.

PLANNING PROPOSAL

On 1 July 2009 the Department of Planning introduced the "gateway plan-making process". This process is aimed at streamlining the rezoning process and provides early feedback from the DoP regarding their support of a rezoning. As part of the gateway process, Council is required to lodge a planning proposal – the equivalent of what has until now been referred to as draft or amending LEPs.

A copy of the proponent's Planning Proposal is attached to the report.

Suitability of Location

It is considered that a greater uptake of residential apartments in this area would contribute to the vibrancy of the North Sydney CBD. The site itself is located within walking distance of North Sydney Railway Station and public transport routes, as well as being well located within close proximity to many other services.

Viability of Centre

The reduction of the non-residential floor space at a site located in the North Sydney Centre is likely under such an amendment given the knowledge that the applicant will be applying for residential units. The building will need to retain the lower floor as non-residential space as a minimum. The viability of the centre through the loss of such space is placed against the increased vibrancy for the area resulting from a significant residential influx.

Consistency with Strategy

Under the provisions of the NSW Metropolitan Strategy, North Sydney is required to provide an additional 5,500 dwelling by 2031. The conversion of 24 serviced apartments to residential apartments will assist North Sydney Council achieve this quota.

Furthermore under the North Sydney Draft Local Development Strategy 2008, it states residential development should be encouraged in mixed-use areas outside of the commercial core. It is therefore considered that the proposal is consistent with the relevant strategies for North Sydney.

Under the provisions proposed under DLEP28, several sites zoned mixed use had a reduction in their required non-residential floor space ratio. This was aimed at providing flexibility to sites within the North Sydney Centre. It should be noted that the proposed amendment is not for a site located within the commercial core of the centre.

CONCLUSION

The proposal seeks to reduce the current required non-residential floor space of between 3:1 - 4:1 to a minimum requirement of 0.5:1 with no maximum required floor space. This would allow the serviced apartments approved under DA 658/06 and the subsequent Section 96(2) modification, to be used as residential apartments.

The proposal is considered to be acceptable due to the reason that residential units are considered to have a similar impact to the previously approved serviced apartments. The loss of serviced apartments is considered to not have a detrimental impact to the economic vitality of the North Sydney Centre.

Furthermore as these provisions have already been adopted by Council as part of DLEP28, it is recommended that Council proceed to make the LEP amendments for the site know as 225 Miller Street and forward a Planning Proposal to the Department of Planning for Gateway Determination.





Planning Proposal - 225 Miller Street, North Sydney

Subject site

North Sydney Local Environmental Plan 2001 - Location Map

LEGEND

ZONES	
Residential A1	
Residential A2	
Residential B	3
Residential C	5.00 1.00 1.00
Residential / Neighbourhood Business D	
Residential F	
Residential G	
Mixed Use	- 2
Commercial	
Waterfront	
Special Uses	
Road	
Railway	
Public Open Space	
Bushland	
Public Recreation	
Private Recreation	
Luna Park	
GENERAL	
Local Government Boundary	-
Foreshore Building Line	
Open Space Building Line	
Land Affected by Clause 59	\mathbb{Z}
N	

Scale 1:3000



Planning Proposal - 225 Miller Street, North Sydney

North Sydney Local Environmental Plan 2001 - Zoning

Subject site





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1 BACKGROUND & INTRODUCTION

On 6 September 2007, North Sydney Council issued development consent (DA658/06) for the construction of a 19 storey mixed use building containing 73 residential units, 19 serviced apartments, 450sqm of commercial facilities and basement car parking for 70 vehicles on the subject site.

Subsequent to this approval, a Section 96(2) modification application was granted development consent on 23 October 2008 which amended the approved development to include 55 residential units, 24 serviced apartments together with various façade alterations and other relatively minor amendments.

Clause 31(2) of *North Sydney Local Environmental Plan* (NSLEP) 2001 stipulates that new development on specific sites within the city centre must provide a non-residential floor space of between 3:1 and 4:1.

For the purposes of achieving the minimum amount of non-residential floor space on the site, the first 4 levels of apartments are dedicated as *serviced apartments*. The serviced apartments combined with the ground floor café and commercial suites, results in a non-residential floor space on the site of 3.24:1.

Draft NSLEP Amendment No.28 proposed to reduce the required non-residential floor space on specific sites within the city centre to 0.5:1, including the subject site. This amendment was previously adopted by Council, however on 10 August 2009, *Council resolved to incorporate the provisions of DLEP Amendment 28 into the comprehensive North Sydney DLEP 2009, which has yet to be publicly exhibited.*

Gazettal of Amendment No.28 was thought to be imminent, however, this is no longer the case. Gazettal of Amendment No.28 would have allowed for the approved 24 serviced apartments on the site to be converted to purely residential use. To facilitate the same outcome, this Planning Proposal is put forward to amend Clause 31(2) of NSLEP 2000 to reduce the non-residential floor space requirement on the subject site from 3:1 to 0.5:1.

2 SITE DESCRIPTION AND LOCATION

The subject site comprises land that has direct frontage to Miller Street, North Sydney. The land is legally described as Lot 1 in Deposited Plan 656437. It is rectangular in shape with an east/west boundary length of 24.995m, a north/south boundary length of 35.42m and a total area of 885sqm.

The land falls away from Miller Street to the west by approximately 3m across its width. The property is not burdened by any drainage easements, however it is benefited by a 1.22m wide drainage easement that runs in a west-east direction and connects to the southeastern corner of the property.

The surrounding area consists of a mix of high-density land uses. Land to the north, south, east and west comprises a blend of commercial, retail and residential land uses that form the CBD location.



3 STATUTORY CONTEXT

The subject site is zoned *Mixed Uses* under *North Sydney Local Environmental Plan* (NSLEP) 2001. The mixed use zone has the following objectives:

- (a) encourage a diverse range of living, employment, recreational and social opportunities, which do not adversely affect the amenity of residential areas, and
- (b) create interesting and vibrant neighbourhood centres with safe, high quality urban environments with residential amenity, and
- (c) maintain existing commercial space and allow for residential development in mixed use buildings with non-residential uses at the lower levels and residential above, and
- (d) promote affordable housing.

In order to achieve these zone objectives the following forms of development are permissible within the zone;

advertisements; apartment buildings; attached dwellings; boarding-houses; business identification signs; child care centres; clubs; commercial premises; community facilities; community notice signs; duplexes; dwelling-houses; drainage; educational establishments; home industries; home occupations; hospitals; hotels; medical centres; open space; places of assembly; places of public worship; real estate signs; recreational facilities; refreshment rooms; remediation; restricted premises; shops; showrooms; take-away food shops; taverns; telecommunications facilities; temporary signs; utility installations, other than gas holders or generating works.

Pursuant to Clause 31(2) of NSLEP 2001, the subject site is required to provide nonresidential floor space between 3:1 and 4:1. The approved development achieves compliance with this requirement by allocating the first five levels of the building for commercial use (ground floor café / commercial suites and 4 levels of serviced apartments above). Serviced Apartments are permissible within the zone and are described within the LEP provisions as a *Hotel*. A non-residential floor space of 3.24:1 is achieved on the site.

4 THE PLANNING PROPOSAL

4.1 Part 1 – Intended Outcomes

It is intended that the planning controls applying to the site be amended to require less non-residential floor space. This will allow the serviced apartments (levels 1 to 4) approved under DA658/06 to be used as standard residential apartments. The ground floor café and commercial suites will remain as approved.

As it currently applies, the provisions of NSLEP 2001 (in particular Clause 31(2)) stipulate that new development on specific sites within the city centre must provide a non-residential floor space of between 3:1 and 4:1. For the purposes of achieving the minimum amount of non-residential floor space on the site, the first 4 levels of apartments are dedicated as serviced apartments. The serviced apartments combined with the ground floor café and commercial suites, results in a non-residential floor space on the site of 3.24:1.



Meriton Apartments Pty Limited Builders and Developers It is proposed that NSLEP 2001 be modified to allow for a minimum non-residential floor space on the site of 0.5:1. The floor space provided by the ground floor café and office suites will achieve the proposed 0.5:1 minimum. The requirement for 0.5:1 non-residential floor space on the site is consistent with the provisions of *Draft NSLEP 2001 Amendment No.28*.

4.2 Part 2 – Explanation of the Amended Provisions

It is proposed to reduce the minimum requirement for non-residential floor space on the subject site from 3:1 to 0.5:1. In terms of the approved development, non-residential floor space of 0.5:1 would be catered for within the ground floor café and commercial suites.

NSLEP 2001 can be suitably amended to achieve the desired outcome by either removing the subject site from the floorspace map attached to Clause 31(2) below or by inserting an additional subclause in Clause 31.

In the event that the Department of Planning wishes to insert an additional subclause into Clause 31 of NSLEP 2001 (enabling reduction of the non-residential floorspace required on the subject site), the wording is suggested as follows:

31 Floor space

(1) Floor space objectives

The specific objectives of the floor space ratio controls in the mixed use zone are to:

- (a) ensure a diverse mix of uses in each building in the mixed use zone, and
- (b) minimise traffic generation from commercial development.
- (2) Floor space controls

A building must not be erected in the mixed use zone if the floor space ratio of the part of the building to be used for non-residential purposes is not within the range specified on the map.

(3) Despite the provisions of subclause (2) above, non-residential floor space at 225 Miller Street, North Sydney, shall be no less than 0.5:1.

Subclause (3) above will have the effect of prevailing over the map that is referenced in subclause (2) above.

4.3 Part 3 – Justification

4.3.1 Section A – Need for the Planning Proposal

a. Is the Planning Proposal a result of any strategic study or report?

The planning proposal is site specific and in accordance with the draft NSLEP 2001 Amendment No.28 for reducing the required amount of non-residential floor space on the subject site.



b. Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

It is intended that NSLEP 2001 be amended to allow for non-residential floorspace on the site of 0.5:1, which would be catered for within the approved ground floor café and commercial suites.

The Planning Proposal process is the most appropriate way to reduce the nonresidential floor space on the site to 0.5:1.

c. Is there net community benefit?

Reduction of the minimum required non-residential floor space on the site from 3:1 to 0.5:1, will benefit the community through the efficient development of the site and creation of new and contemporary residential accommodation. This comes at a time when the undersupply of new housing is well publicised in the media.

Serviced apartments cannot successfully operate as a business where it is performed in a building that is also used for residential purposes. This is because there are significant amenity related conflicts between residents and the commercial use of serviced apartments. The economic viability of the building as serviced apartments only works with 100% of the development used as serviced apartments. However, the building if dedicated for use as entirely serviced apartments would have detrimental impacts on neighbouring residents and the nearby school. Therefore, the highest and best use of the land is for a dedicated residential building with a ground floor plate containing a café and office suites.

In addition, conversion of the serviced apartments to residential use will have a considerable benefit to the community through increased Section 94 contributions.

4.3.2 Section B – Relationship to Strategic Planning Framework

d. Is the Planning Proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies?)

Under the provisions of the NSW Metropolitan Strategy, North Sydney is required to provide an additional 5,500 dwellings by 2031. Conversion of 24 serviced apartments to residential apartments will assist North Sydney Council achieve their dwelling quota.

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

Reduction of the non-residential floor space provided on the site from 3:1 to 0.5:1 is consistent with draft amendment No.28 to NSLEP 2001, which Council resolved on the 10 August 2009, to incorporate into the comprehensive North Sydney DLEP 2009.



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

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The Planning Proposal is consistent with the relevant State Environmental Planning Policies, as follows:

State Environmental Planning Policy No.65 - Design Quality of Residential Development.

The proposal is consistent with the provisions of SEPP 65, as detailed below:

SEPP 65 AIM / OBJECTIVE	PLANNING PROPOSAL RESPONSE
(1) This Policy aims to improve the design quality of residential flat development in New South Wales.	The serviced apartments if converted to residential apartments will be of contemporary design and consistent with the layout and size of the apartments that have are approved for residential use on levels 5 to 19.
(2) This Policy recognises that the design quality of residential flat development is of significance for environmental planning for the State due to the economic, environmental, cultural and social benefits of high quality design.	The development would comply with the aim and objectives relating to design quality of the residential flat buildings if levels 1 to 4 of the approved building were to be used as residential apartments instead of serviced apartments.
 (3) Improving the design quality of residential flat development aims: (a) to ensure that it contributes to the sustainable development of New South Wales: (i) by providing sustainable housing in social and environmental terms, and 	The proposal will comply with the requirements of SEPP (BASIX) 2004.
 (ii) by being a long-term asset to its neighbourhood, and 	The building has a contemporary design that is appropriate to the CBD location.
 (iii) by achieving the urban planning policies for its regional and local contexts, and 	The development would remain consistent with NSLEP 2001.
(b) to achieve better built form and aesthetics of buildings and of the streetscapes and the public spaces they define, and	The external appearance of the building would not be unaltered.
(c) to better satisfy the increasing demand, the changing social and demographic profile of the community, and the needs of the widest range of people from childhood to old age, including those with disabilities, and	An increase in residential floor space on the site will increase the availability of new housing stock that is in close proximity to local parks, schools, restaurants / cafes, places of employment etc.
 (d) to maximise amenity, safety and security for the benefit of its occupants and the wider community, and 	The building will continue to provide for a safe, secure and comfortable environment for its occupants.
(e) to minimise the consumption of energy from non-renewable resources, to conserve the environment and to reduce greenhouse gas emissions.	The proposal will comply with the requirements of SEPP (BASIX) 2004.



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 (4) This Policy aims to provide: (a) consistency of policy and mechanisms across the State, and 	An increase in residential floor space on the site will be consistent with the aims of the Metropolitan Strategy.
(b) a framework for local and regional planning to achieve identified outcomes for specific places.	The development will remain consistent with local planning controls and strategies for North Sydney CBD.

State Environmental Planning Policy (BASIX) 2004

In the event that the required amount of non-residential floor space on the site is reduced from 3:1 to 0.5:1, the proposal will achieve compliance with all required aspects of SEPP (BASIX) 2004.

Is the Planning Proposal consistent with applicable Ministerial Directions (S.117 g. directions)?

Effective from 1 October 2009, the Minister for Planning (under S.117 of the EP&A Act 1979) requires all Council's to achieve the vision, land use strategy, policies, outcomes and actions contained in the Metropolitan Strategy within Planning Proposals.

This planning proposal is consistent with this Ministerial Direction, as follows:

- It will result in increased residential accommodation on the site and will help the Council to achieve the set dwelling number targets of 5,500 by 2031.
- It will improve housing choice in the CBD locality with an increase in the availability of contemporary 1 and 2 bedroom apartments, and
- The site is in excellent proximity to buses and trains, which will encourage the new residential population to utilise public transport.

For the above reasons, the Planning Proposal is consistent with Ministerial Directions.

- 4.3.3 Section C - Environmental, Social and Economic Impact
- h. Is there any likelihood that critical habit or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

The Planning Proposal will not impact on critical habit or threatened species, populations or ecological communities, or their habitats.

i, Are there any other likely environmental impacts as a result of the Planning Proposal and how are they proposed to be managed?

The Planning Proposal will not result in any adverse environmental impacts.

į. How has the Planning Proposal adequately addressed any social and economic effects?



The Planning Proposal will reduce amenity impacts on the occupants of adjoining residential properties through removal of the non-residential use of serviced apartments. Increased residential floor space on the site will have positive economic influences as there is stronger demand for new residential accommodation compared to serviced apartments and it is important that the approved development (DA658/06) responds to market demand.

Section D - State and Commonwealth Interests 4.3.4

k. Is there adequate public infrastructure to for the Planning Proposal?

The subject site is well serviced by roads, buses and trains.

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

State and Commonwealth public authorities will be provide comments as necessary under the Gateway process.

4.4 Part 4 - Community Consultation

The Planning Proposal is considered to be a low-impact Planning Proposal, for the following reasons:

- Use of the ground floor of the approved development as a café and commercial suites with a residential tower above is consistent with the surrounding land uses,
- Increased residential accommodation within close proximity to public transport, parks and recreational facilities, shops, restaurants, places of employment, educational institutes is consistent with the Metropolitan Strategy,
- There will be no increased demand placed on infrastructure servicing the site,
- It is not a principle LEP, and
- It does not impact on classified public land.

On this basis, the Planning Proposal should be notified for a maximum 14 day period.

5 CONCLUSION

Meriton Apartments Pty Ltd has a long history with both serviced and residential apartment developments throughout Australia. For reasons of efficiency and astute business practice, it is our experience that buildings are best dedicated as either serviced apartments or residential apartments. On this basis, the minimum required non-residential floor space on the site should be reduced from 3:1 to 0.5:1.

The Planning Proposal is consistent with local and state regional planning objectives and consistent with Council' adopted Draft Amendment No.28 to NSLEP 2001.



Occupants of the development will enjoy immediate access to excellent public transport, recreational, cultural, and retail services of North Sydney CBD. The Planning Proposal supports and reinforces North Sydney CBD as a comfortable, sustainable and attractive CBD environment, and should be supported.



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