



**Address:** Nos. 4, 12 & 14 Cowan Road, St Ives  
**Planning Proposal:** Amend Ku-ring-gai Local Environmental Plan 2015  
**JUNE 2023**

## REZONING REVIEW



# REZONING REVIEW


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COWAN ROAD, ST IVES

# PROJECT INFORMATION

The Proposal: This Rezoning Review request has been prepared for Pymble Golf Club. The Planning Proposal seeks to amend Ku-ring-gai Local Environmental Plan 2015 by rezoning land, amending the maximum building height and floor space ratio controls applicable to Nos. 4, 12 & 14 Cowan Road, St Ives (Pymble Golf Club), and to list the existing timber cottages as items of local heritage significance within Schedule 5 of the Ku-ring-gai Local Environmental Plan 2015.

Site:   
Pymble Golf Club  
Nos. 4, 12 and 14 Cowan Road  
ST IVES NSW 2075

Architect:   
Mayoh Architects  
Level 1/106 Alexander Street  
CROWS NEST NSW 2065



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# 1 OVERVIEW

This Rezoning Review and supporting information explains the effect of, and justification for, proposed amendments to the Ku-ring-gai Local Environmental Plan 2015 (KLEP 2015). The Rezoning Review request has been prepared by dmgs on behalf of Pymble Golf Club and relates to land at Nos. 4, 12 & 14 Cowan Road, St Ives. The legal description is part Lot 1 DP 511821, Lot B DP 368565 and Lot 1 DP 531533, Lot 2 DP 531533, Lot 3 DP 531533. It is noted Lot 1 DP 102237 also forms part of the Pymble Golf Club owned land holdings, however, is not affected by the proposal.

The land that is the subject of this Planning Proposal has an area of approximately 10,000m<sup>2</sup> and is located immediately adjacent Cowan Road. The land comprises the existing club house, car park and single storey timber cottages at Nos. 12 and 14 Cowan Road. Part of the site is within the St Ives Local Centre.

The centre comprises the St Ives Shopping Village zoned B2 Local Centre, the adjacent Village Green zoned RE1 Public Recreation, and supporting residential land zoned R3 Medium Density Residential and R4 High Density Residential. While the centre is generally characterised by low scale development (2-3 storeys in height), the planning controls enable development up to 17.5 metres (5 storeys) in height, including land directly opposite the site's frontage along Cowan Road.

Part of the Pymble Golf Club site is zoned R3 Medium Density Residential, having a maximum building height of 11.5 metres and a maximum floor space ratio (FSR) of 0.8:1. The remainder of the site is zoned RE2 Private Recreation, where there is no maximum building height or FSR control applicable.

The Planning Proposal seeks to amend KLEP 2015 to rezone the land, to amend the maximum building height and floor space ratio controls applicable to Nos. 4, 12 & 14 Cowan Road, St Ives, and to relocate and heritage list the existing timber cottages at Nos. 12 & 14 Cowan Road (cottage buildings, footprint, and curtilage) within Schedule 5 of KLEP 2015.

Pymble Golf Club provides a sporting and social service to the community, and also strives to provide a sustainable eco-friendly business for the future. This project is one of many which the club envisage as part of a long-term financial security, rehabilitation, and restoration of the land (as well as highest and best use) for the site. The project will facilitate an improved land use outcome replacing an existing at grade surface car parking area and integrating sustainability within the future development design.

Pymble Golf Club was formed on 7 November 1924. The land was originally used as a sawmill and orchards. In May 1926 a minimum number of 110 members was set, this grew to 474 in 1927 and 633 in 1928. The first nine holes opened for play in 1926 and the full 18 holes in 1928, incorporating 3 holes on the western side of what was then called Pentecost Highway. After being in existence for 30 years, the Hunter's Hill Golf Club was resumed by the Government for building purposes and amalgamated with Pymble Golf Club in 1932. In 1949 Pymble acquired Britton's Orchard on the eastern side of the course and, in 1953, the full 18 holes were operating on the present site.

Kel Nagel became Pymble's Professional in 1951. He resigned in 1956 to concentrate on his playing career. Fellow international champions who were Pymble members include Rodger Davis and Peter O'Malley. As the club developed, Pymble gained a reputation as one of the finest courses in Sydney. On 21 January 1991, the upper north shore was hit by the most violent storm in memory with gales recorded at over 130kph in Turramurra. Over 200 mature trees were uprooted, with the area of greatest destruction being along Cowan Creek. Severe damage to greens cost the club more than \$259,000. The club is approaching a centenary in operation with over 1,400 members, 950 male and 450 female and employment of 50 staff.

PCG professionals teach up to 115 students from local schools weekly as well as running weekly junior, ladies, and school holiday public clinics. The site is also a community venue for hire. A key club business objective is to ensure all facilities are managed in an environmentally sound manner. As a result, investments have generated sustainable, eco-friendly operational procedures including,

however, not limited to, electric mowers and rollers, a \$750,000 Reverse Osmosis Water Treatment Plant, biodegradable packaging for takeaway food and a Comprehensive Tree Management Plan endorsed by Ku-ring-gai Council.

The proposed changes to KLEP 2015 sought as part of this planning proposal include an amendment to the Land Use Zone Map to rezone part of the Pymble Golf Club land holdings to R4 High Density Residential, enabling high density residential accommodation adjacent the St Ives Local Centre and Village Green, and retain the RE2 Private Recreation Zone over the remainder of the site for the ongoing use of the site as a 'recreation facility (outdoor)', being a golf course with ancillary clubhouse, parking, and maintenance facilities.

The proposal seeks to amend the Height of Buildings Map to 17.5 metres, to enable residential flat development 3 – 5 storeys in height, and to amend the Floor Space Ratio Map to show a maximum FSR of 0.92:1.

The proponent has diligently worked with Council officers to achieve mutual agreement of the suitability of the proposal and importantly, the existing timber cottages at Nos. 12 & 14 Cowan Road will be relocated, retained and heritage listed (cottage building, footprint, and curtilage) within Schedule 5 of KLEP 2015.

The Urban Design Report prepared by Mayoh Architects will assist in the preparation of a site-specific development control plan to guide future development of the land.

The proposed building heights and FSR are suitable within the St Ives centre context, and the housing will be set amongst a landscaped garden setting to respect the existing character of the site, and the desired future character of the St Ives local centre. It is noted that several developments of this scale have recently been constructed along Mona Vale Road. The conceptual building envelopes are configured to maximise units which have views of the course, cross ventilation, solar access, and visual privacy, which is achieved by 'thin' building envelopes with multiple lift cores. The future development will demonstrate environmental sustainability by incorporating rooftop solar photovoltaic cells, rainwater harvesting for re-use, and universal electric vehicle charging facilities.

Consultation with the community and with Council officers resolved many of the perceived contentious issues and environmental impacts including built form (height, bulk and scale), density, traffic, heritage and sustainability. A positive recommendation from Council staff was presented to Council on 16 May 2023 suggesting it was appropriate for the Proposal to proceed to Gateway.

The Proponent-Initiated Planning Proposal was prepared in accordance with Section 3.33(3) of the Environmental Planning and Assessment Act 1979 (EPAA) and the LEP Making Guideline and demonstrates alignment with the NSW strategic planning framework, including A Metropolis of Three Cities – The Greater Sydney Region Plan, and the North District Plan.

In accordance with the Local Environmental Plan Making Guideline, this Rezoning Review request is supported by necessary documentation including a copy of the proponent's latest version of the Planning Proposal, all supporting material and information that was submitted to Council, and, all relevant correspondence that the proponent has received from the council in relation to the planning proposal request, including (if relevant) any copies of the council's written advice to the proponent and/or the Council resolution not proceed with the proposal.

The following outlines the history of the application, the basis of the request for a Rezoning Review and written justification of the strategic and site-specific merit to confirm why the review is warranted as required by the Local Environmental Plan Making Guideline.

This Rezoning Review request seeks to demonstrate that the proposal will have a positive environmental, social and economic impact and will benefit both the site and surrounds.

The urban design report prepared by Mayoh Architects includes residential accommodation in an area serviced by the existing St Ives commercial centre and community hub, proximate to opportunities for employment and recreation, and convenient access to cultural facilities and high frequency public transport services.

A site-specific Development Control Plan will be prepared, making amendments to the Ku-ring-gai Development Control Plan 2021 (the DCP), to ensure the new built form reflects the established and desired future character of the St Ives centre, consistent with the form envisaged by the proponent. In addition, the proposal will enable the upgrade of the site facilities and amenities to service the recreational land use and will enhance the surrounding streetscapes.

Housing is in critical shortage. The proposal will contribute to the choice of housing available in the locality and will achieve:

- Provision of high quality, high density residential housing (comprising generously sized and well-appointed 2- and 3-bedroom apartments).
- Housing set amongst a landscaped garden setting to respect the existing character of the site, and the desired future character of the St Ives local centre.
- The conceptual building envelopes are configured to maximise units which have views of the course, cross ventilation, solar access, and visual privacy, which is achieved by 'thin' building envelopes with multiple lift cores.
- The existing timber cottages at Nos. 12 & 14 Cowan Road will be relocated, retained and heritage listed (cottage building, footprint, and curtilage) within Schedule 5 of KLEP 2015.
- Environmental sustainability by incorporating rooftop solar photovoltaic cells, rainwater harvesting for re-use, and universal electric vehicle charging facilities.

There will be no material adverse environmental impacts to adjoining properties, as the buildings will respond to the existing and future built form character of the area, improving the existing public domain, and promoting design excellence as a suitable precedent for development within the centre.

This Rezoning Review demonstrates both strategic and site-specific merit, discussed further below.

## 2 BACKGROUND

The Planning Proposal was submitted in January 2020, and following the submission of revised documentation and payment of fees, assessment of the Planning Proposal formally commenced in April 2020. Throughout the assessment process, the Planning Proposal has been updated by the proponent in response to concerns raised by Council officers throughout 2020 – 2022.

The Planning Proposal was assessed by Council staff and found to have sufficient strategic and site-specific merit to enable it to proceed to Gateway determination.

The Planning Proposal was subsequently referred to the Ku-ring-gai Local Planning Panel on 24 April 2023 for advice. The proposal was considered by the Ku-ring-gai Local Planning Panel (KLPP) who made a recommendation to Council that the Planning Proposal be submitted to the Department of Planning and Environment for Gateway determination.

At its meeting of 16 May 2023, and despite a positive recommendation from staff, Council determined that the Planning Proposal not proceed to Gateway. The following notification was received on 19 May 2023:

*Council Determination - Planning Proposal (PP-2022-3688) – 4, 12 & 14 Cowan Road, St Ives - Pymble Golf Club*

*Council considered the above planning proposal at its Ordinary Meeting on 16 May 2023. I wish to advise, in accordance with clause 9 of the Environmental Planning and Assessment Regulation 2021, that Council resolved the following:*

*Resolved:*

*(Moved: Councillors Kay/A. Taylor)*

*A. That the Planning Proposal is not supported by Council.*

*B. That the Department of Planning and Environment be advised of Council's position and the Planning Proposal not be submitted for a Gateway Determination in accordance with section 3.34 of the Environmental Planning and Assessment Act 1979.*

*CARRIED UNANIMOUSLY*

A rezoning review can be requested as Ku-ring-gai Council has notified the proponent that its request to prepare a planning proposal is not supported.

Council has not provided any written justification for its refusal to support the Planning Proposal being submitted to the Department of Planning and Environment for Gateway determination.

A Planning Proposal must demonstrate the site specific and strategic merit of the proposed amendments. The following is an assessment of the relevant merits of the Planning Proposal have been considered below in this review request.



### 3 THE SITE & CONTEXT

The land that is the subject of this Planning Proposal is located at Nos. 4, 12 & 14 Cowan Road, St Ives. The legal description of the site is part Lot 1 DP 511821, Lot B DP 368565, and Lot 1 DP 531533, Lot 2 DP 531533, Lot 3 DP 531533. It is noted that Lot 1 DP 102237 (part of the club land) is not affected by the proposal. This Planning Proposal has been prepared for land owned by the Pymble Golf Club. The land that is the subject of this Planning Proposal has an area of approximately 10,000m<sup>2</sup> and is located immediately adjacent to Cowan Road. The land comprises the existing club house, surface car park and single storey timber cottages at Nos. 12 and 14 Cowan Road. The golf club is unaffected by this proposal.

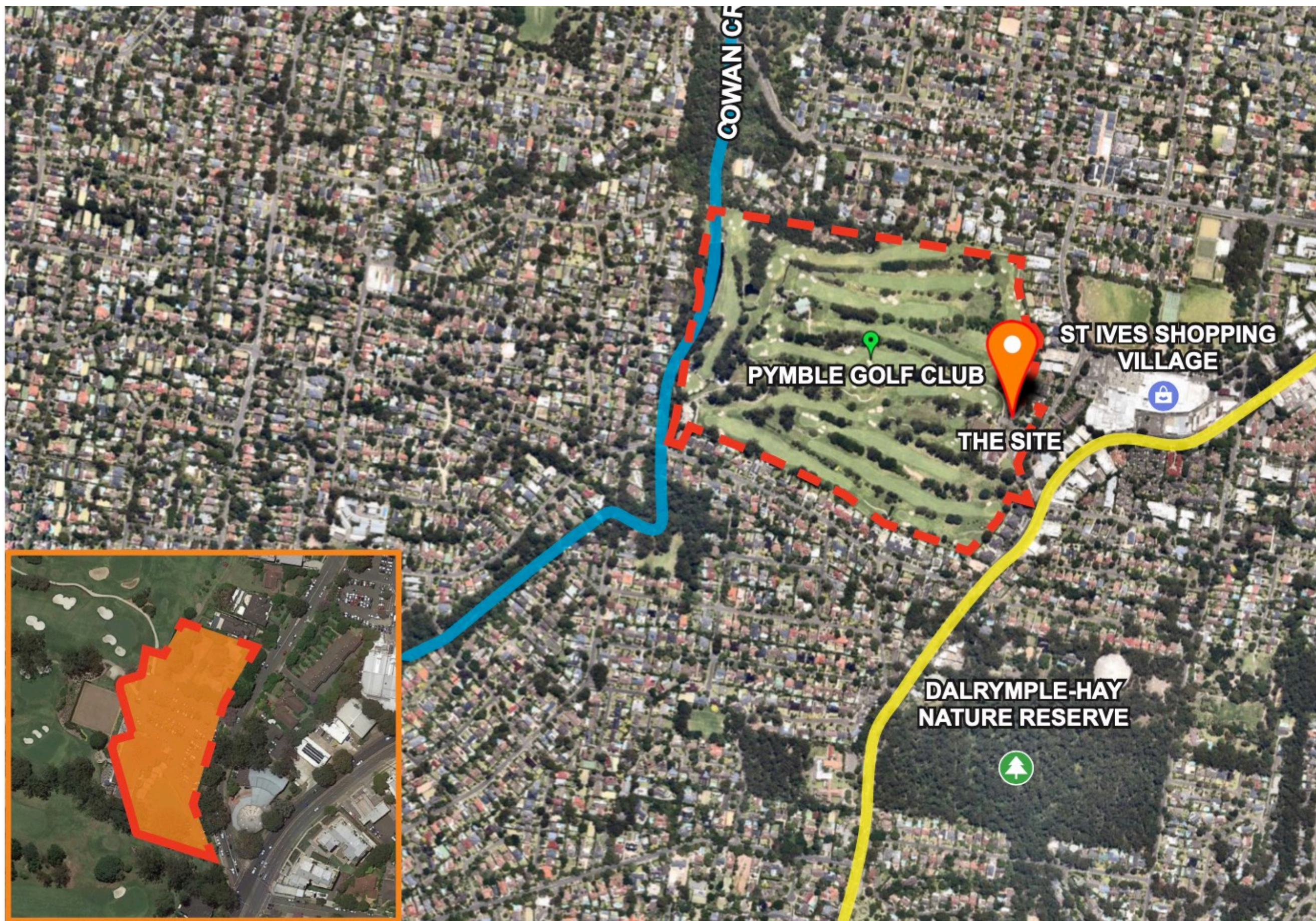
Part of the Pymble Golf Club site is within the St Ives Local Centre. The centre comprises the St Ives Shopping Village zoned B2 Local Centre, the adjacent Village Green zoned RE1 Public Recreation, and supporting residential land zoned R3 Medium Density Residential and R4 High Density Residential. While the centre is generally characterised by low scale development (2-3 storeys in height), the planning controls enable development up to 17.5 metres (5 storeys) in height, including land directly opposite the site's frontage along Cowan Road. Several developments of this scale have recently been constructed along Mona Vale Road. Part of the site is zoned R3 Medium Density Residential, having a maximum building height of 11.5 metres and a maximum floor space ratio (FSR) of 0.8:1. The remainder of the site is zoned RE2 Private Recreation, where there is no maximum building height or FSR control applicable.

The Rezoning Review request seeks to amend the Ku-ring-gai Local Environmental Plan 2015 to rezone the land, and to increase the maximum building height and floor space ratio controls applicable to part of Nos. 4, 12 & 14 Cowan Road, St Ives (Pymble Golf Club), and to relocate and heritage list the existing timber cottages at Nos. 12 & 14 Cowan Road (cottage buildings, footprint, and curtilage) within Schedule 5 of KLEP 2015.

The following changes to KLEP 2015 are sought:

- Amend the Land Use Zone Map to rezone part of the Pymble Golf Club land holdings to R4 High Density Residential, enabling high density residential accommodation adjacent the St Ives Local Centre and Village Green, and retain the RE2 Private Recreation Zone over the remainder of the site for the ongoing use of the site as a 'recreation facility (outdoor)', being a golf course with ancillary clubhouse, parking, and maintenance facilities.
- Amend the Height of Buildings Map to 17.5 metres, to enable residential flat development 3 – 5 storeys in height.
- Amend Floor Space Ratio Map to show a maximum of 0.92:1.
- Amend the Heritage Map to heritage list Nos. 12 and 14 Cowan Road within Schedule 5.
- An Urban Design Report to assist in the preparation of a site-specific development control plan to guide future development of the land.





**FIGURE 1**

The site and its context (extract from Google Earth).



## 4 STRATEGIC MERIT AND SITE-SPECIFIC MERIT TEST

All Planning Proposals for new residential development are subject to rigorous assessment that is based on the Department of Planning and Environment's Guide to Preparing Local Environmental Plans and the publication LEP Making Guideline. Any such proposal must satisfy the Strategic Merit Test as well as a Site-Specific Merit Test.

The Planning Proposal was assessed and found to have sufficient strategic and site-specific merit to enable it to proceed to Gateway Determination and public exhibition subject to minor amendments. The proposed amendments sought under this rezoning review are required to be acceptable as an outcome on the site, regardless of any future development applications.

This is a written justification of the strategic and site-specific merit to confirm why a review is warranted. Council staff and the Ku-ring-gai Local Planning Panel have found and advised the Ku-ring-Gai Council, that the Planning Proposal should be submitted to the Department of Planning and Environment for a Gateway Determination.

The site represents a unique opportunity to provide a modest amount of new residential development in an accessible town centre location that will cater to the existing and future housing needs of the community. The site is within and adjacent to the St Ives local centre providing a range of services and facilities to the community.

The rezoning of the site to facilitate higher density residential development will achieve the key objective of the 30-minute city as outlined in the Greater Sydney Region Plan, the North District Plan, and the Ku-ring- gai Local Strategic Planning Statement by providing additional residential land in close proximity to services, facilities and employment.

A comprehensive assessment of the proposal has been undertaken against the strategic planning strategies and policies relevant to the site which is provided in the Planning Proposal provided as an as part of this Rezoning Review application.

In summary, the proposal is considered to have a high level of strategic merit based on the following key areas:

- It will facilitate the future high residential development of an underutilized site in a form consistent with the surrounding area
- It will enable appropriate residential development that will meet the changing housing needs of the existing and future community
- It will not adversely impact on the ecological, cultural, or scenic significance of the site and surrounding area.
- The assessment has found that the Planning Proposal is consistent with the relevant objectives and actions of the key planning strategies and policies relevant to the site which are as follows Greater Sydney Region Plan, Future Transport 2026, North District Plan, Ku-ring-gai Local Strategic Planning Statement; Ku-ring-gai Community Strategic Plan; Draft Ku-ring-gai Housing Strategy; and Ku-ring-gai Housing Strategy Approval Letter Requirements.

This Proponent-Initiated Planning Proposal has been prepared in accordance with Section 3.33(3) of the Environmental Planning and Assessment Act 1979 (EPAA) and the relevant Department of Planning Guidelines, including the 'Local Environmental Plan Making Guideline' including the criteria outlined in Section 2 for strategic merit and site merit. The Planning Proposal demonstrates both strategic and site-specific merit, alignment with the NSW strategic planning framework.

The proposal therefore has a high level of strategic and site-specific merit and warrants favourable consideration.





**FIGURE 2**

Photomontage image of the intended built form on the western side of Cowan Road consistent with controls for development on the eastern side of Cowan Road – view looking north along Cowan Road, St Ives.





**FIGURE 3**

Photomontage image of the consolidated entry to the Pymble Golf Club and new residential development – view looking west standing upon Cowan Road.



**Strategic Merit**

There is strong strategic merit for the chosen site and the community and economic value of the proposed upgrades to the recreational land along with the provision of much needed housing in the locality is confirmed in the following local strategies and plans. The planning proposal aligns with the NSW strategic planning framework and strategic merit is achieved as all relevant principles, objectives and actions of the relevant strategic plans are achieved as discussed below. The Planning Proposal is consistent with A Metropolis of Three Cities – The Greater Sydney Region Plan.

A Metropolis of Three Cities outlines that liveability incorporates access to housing, transport and employment, as well as social, recreational, cultural and creative opportunities. Provision of housing close to public transport and services and facilities improves the opportunity for people to walk and cycle to local shops and services. The plan advocates for the protection and enhancement of biodiversity values. The proposal is consistent with these principles and in particular:

- Objective 6: Services and infrastructure meet communities' changing needs
- Objective 7: Communities are healthy, resilient and socially connected
- Objective 8: Greater Sydney's communities are culturally rich with diverse neighbourhoods
- Objective 10: Greater housing supply
- Objective 11: Housing is more diverse and affordable
- Objective 12: Great places that bring people together
- Objective 13: Environmental heritage is identified, conserved and enhanced
- Objective 22: Investment and business activity in centres
- Objective 27: Biodiversity is protected, urban bushland and remnant vegetation is enhanced
- Objective 28: Scenic and cultural landscapes are protected
- Objective 30: Urban tree canopy cover is increased
- Objective 37: Exposure to natural and urban hazards is reduced

The proposal is consistent with the North District Plan, in particular:

- Planning Priority N3: Providing services and social infrastructure to meet people's changing needs
- Planning Priority N4: Fostering health, creative, culturally rich and socially connected communities
- Planning Priority N5. Providing housing supply, choice and affordability, with access to jobs, services and public transport
- Planning Priority N6. Creating and renewing great places and local centres, and respecting the districts heritage
- Planning Priority N12. Delivering integrated land use and transport planning and a 30- minute city
- Planning Priority N16. Protecting and enhancing bushland and biodiversity
- Planning Priority N17: Protecting and enhancing scenic and cultural landscapes
- Planning Priority N19: Increasing urban tree canopy cover and delivering Green Grid connections
- Planning Priority N20: Delivering high quality open space.

Importantly, the Planning Proposal seeks to provide medium to high density residential accommodation in an area serviced by the existing St Ives commercial centre and community hub, opportunities for employment and recreation, with, access to cultural facilities and public transport services.



The Planning Proposal has considered the Ku-ring-gai Local Strategic Planning Statement (LSPS) which was adopted by Council on 17 March 2020 and Draft Local Housing Strategy. The LSPS identifies land use planning priorities for the Council over the next 10 to 20-year period. The LSPS is to provide a link between the Greater Sydney Metropolitan Plan and its associated North District Plan with Council's planning for upcoming amendments to the KLEP. Future KLEP amendments will be based upon the strategies, principles and directions set out in the LSPS.

The Ku-ring-gai LSPS identifies that the population of Ku-ring-gai is forecast to grow from 126,000 as of 2016 to approximately 155,000 in 2036, an increase of 25% over 20 years.

The provision of housing to accommodate this population growth will require amendments to the current KLEP to accommodate more housing supply in the period commencing from 2021 onward.

The LSPS identifies that future housing supply will firstly be considered in and around the existing primary local centres of the LGA, being Gordon, Lindfield, Turramurra, and **St Ives**. Furthermore, these four primary local centres are expected to add significant additional housing supply in the period between 2021 and 2031.

The Planning Proposal is consistent with the following local planning priorities:

- K3. Providing housing close to transport, services and facilities to meet the existing and future requirements of a growing and changing community
- K4. Providing a range of diverse housing to accommodate the changing structure of families and households and enable ageing in place
- K5. Providing affordable housing that retains and strengthens the local residential and business community
- K6. Revitalising and growing a network of centres that offer unique character and lifestyle for local residents
- K9. Promoting St Ives as an active green lifestyle and shopping destination
- K12. Managing change and growth in a way that conserves and enhances Ku-ring-gai's unique visual and landscape character
- K13. Identifying and conserving Ku-ring-gai's environmental heritage
- K17. Providing a broad range of open spaces, sporting and leisure facilities to meet the community's diverse and changing needs
- K21. Prioritising new development and housing in locations that enable 30 minute access to key strategic centres
- K28. Improving the condition of Ku-ring-gai's bushland and protecting and fauna and their habitats
- K29. Enhancing the biodiversity values and ecosystem function services of Ku-ring-gai's natural assets
- K31. Increasing, managing and protecting Ku-ring-gai's urban tree canopy
- K35. Protecting and improving the health of waterways and riparian areas. While the Planning Proposal is consistent with the overarching local planning priority to provide housing close to transport, services, and facilities, the LSPS provides specific details about each centre, its suitability for additional housing and timing.

The LSPS sets out that the St Ives Primary Local Centre is suitable for additional housing as it contains a bus route on an arterial road corridor and meets the criteria for 30-minute access to a strategic centre and is supported by Council's community hub projects with retail services and community facilities. The LSPS outlines the timing for future housing delivery in the St Ives centre as a 6 to 10 year (2021-2026) and a 11 to 15 year (2026-2031), subject to the provision of priority bus infrastructure from Mona Vale to Macquarie Park.

This Planning Proposal seeks to allow for approximately 78 new additional dwellings in the centre prior to the provision of the rapid bus line between Mona Vale and Macquarie Park, which is inconsistent with the LSPS.

Council's Strategic Transport Engineer has reviewed the Transport Impact Assessment submitted with the Planning Proposal, which indicates that the proposal is not expected to have significant additional impact on the operation of the key nearby intersections, with only minor increases in average delay at the intersection of Cowan Road/Village Green Parade and the intersection of Killeaton Street/Cowan Road.

Should the Planning Proposal proceed to Gateway, Transport for NSW will be providing a response as part of consultation with state agencies. Clarification regarding future upgrade to bus services and the Rapid Bus Line would be provided by Transport for NSW as part of that process.

The Planning Proposal is generally consistent with the principles for the location of additional housing as set out in the LSPS:

- Stage housing delivery around centres of retail and economic activity that are serviced by the North Shore railway line or major bus routes along arterial roads, including provision of housing diversity, affordability and accessibility
- Locate high density housing types within a 10min walk (800m radius) of Primary and Secondary Local Centres: Gordon, Lindfield, Turramurra, St Ives (subject to the provision of priority bus infrastructure), Roseville, Killara, Pymble and Wahroonga
- In considering areas for future medium and higher density housing form, the following areas are to be avoided:
  - Heritage conservation areas
  - Areas of visual or aesthetic quality and character
  - Areas within or affecting scenic and cultural landscapes
  - Areas of intact tree canopy where the built form does not sit under the canopy
  - Areas with multiple constraints including steep topography
  - Areas with environmental values
  - Areas that are bushfire prone and with evacuation risk
  - Centres with limited transport and service access until improvements are implemented.

The Ku-ring-gai Council Community Strategic Plan 'Our Ku-ring-gai 2038' was adopted by Council in June 2019. The Plan outlines the Council's vision and long-term objectives for the local government area, with directions and objectives to achieve those visions.

The Planning Proposal is consistent with the following objectives:

- C6.1 Housing diversity, adaptability and affordability is increased to support the needs of a changing community
- N2.1 Our bushland is rich with native flora and fauna
- N3.1 Our natural waterways and riparian areas are enhanced and protected
- P1.1 Ku-ring-gai's unique visual character and identity is maintained
- P3.1 The built environment delivers attractive, interactive and sustainable living and working environments
- P4.1 Our centres offer a broad range of shops and services and contain lively urban village spaces and places where people can live, work, shop, meet and spend leisure time.

The Planning Proposal is seeking to rezone the site and amend the development controls to enable delivery of residential housing on the site and will enable the delivery of approximately 78 dwellings on the site. In approving the Ku-ring-gai Housing Strategy, the Department of Planning, Industry and Environment issued several approval conditions, one of which is:

*4. Consistent with Priority K3 of the Ku-ring-gai LSPS, Council is to prepare a masterplan, or accommodate a proponent-led planning proposal with good planning outcomes, for the St Ives local centre. Planning is to occur in consultation with TfNSW and align with its Movement and Place Framework.*

*Subject to TfNSW advice, the planning proposal is to be submitted to the Department for Gateway Determination by December 2022. This proposal will help to create future housing capacity and contribute to medium supply and support the longer term 20-year strategic housing target for the District*

At the Ordinary Meeting of Council (OMC) on 16 November 2021, Council resolved to reject the Housing Strategy conditions of approval. However, clause 5 (3)(d) of the Environmental Planning and Assessment (Statement of Expectations) Order 2021, requires Council to: 'give effect to an adopted local planning strategy (such as a Local Housing Strategy), and any approval requirements issued by the Department'.

Council has not prepared a Masterplan for the St Ives Local Centre as required by Condition 4, and accordingly the Planning Proposal is consistent with the requirements of Condition 4, which requires Council to accommodate proponent-led planning proposals with good planning outcomes within the St Ives local centre. Should the Planning Proposal receive a Gateway Determination, then consultation would occur with TfNSW and clarification regarding any future upgrade to bus services, the Rapid Bus Line and Movement and Place Framework would be provided as part of that process.

The Planning Proposal will enable a higher density-built form outcome on the site in an area that is close to public transport, services, and facilities. The density proposed (0.92:1 FSR) bridges between the already gazetted densities adjacent to the site (0.8:1 FSR), and on the opposite side of Cowan Road (1.3:1 FSR).

St Ives Local Centre is planned to become "an active green lifestyle and shopping destination." This Planning Proposal seeks to compliment the Ku-ring-gai LSPS and by extension the North District Plan, by providing new residential capacity within a residential area of the St Ives local centre, immediately adjacent to established local centre and high-density residential zones.

The LSPS has been prepared by Council to inform plans for Ku-ring-gai's economic, social, and environmental land use needs for the next 20 years (2016 – 2036). The LSPS also identifies where further strategic planning is required, such as a Housing Strategy and Retail and Commercial Centres Strategy. The existing site includes surface car parking and buildings. The proposal enables an improvement of the landscape character, by enabling a development which will utilise basement parking rather than surface parking.

The LSPS identifies that the overall tree canopy coverage within the St Ives Local Centre is dense, with new residential developments supporting this character with tree plantings in the front setback. The setbacks established in the future site-specific DCP to be prepared by Council will allow for large trees to be established within the front setback of the site, contributing the tree canopy coverage within the St Ives Local Centre. This is therefore consistent with the strategic direction of the LSPS in relation to landscape character.

The Planning Proposal responds to a detailed Urban Design Report prepared for the site, the study provides the analysis and justification for the proposed amendments and should be read in conjunction with the Planning Proposal. This report demonstrates that the proposed rezoning and changes to building height and floor space can be achieved on the site, ensuring the development will achieve an appropriate scale within its context, and transition to adjacent sites.

The site is characterised as an 'interface area' under the LSPS as future development will need to provide an appropriate transition to ecological communities upon the site which require special consideration. Development on interface areas shall 'provide a responsive transition between natural areas and urban area, where ecological values are protected'.

The LSPS also states Ku-ring-gai's local planning priority is to identify and conserve Ku-ring-gai's environmental heritage. The golf club has a 100 year history within this community, and the planning proposal will provide the security to the club to promote economic self determination and financial ongoing security to ensure it is able to operate in perpetuity.

The existing clubhouse building has been assessed to be of low heritage value. However, two residential cottages on site have been determined to be suitably rare in the local government area.



It is proposed the cottages at Nos. 12 and 14 Cowan Road (both building, footprint, and curtilage) shall be relocated to a suitable position on the site, and heritage listed within Schedule 5 of the KLEP 2015.

This Planning Proposal to develop the site as well as improve the existing recreation facilities and activities allow for the ongoing financial viability of the Pymble Golf Club, and the ability for its facilities to meet the needs of the members now and into the future.

The maintenance and continued improvement of the existing facilities will allow the club to compete with other golf clubs and other sporting offers in the region, promoting the continued health and wellbeing of its members. In determining a direction for the stability and future financial viability of the club, the Club Board (board) recognises that it will need to keep the club and its offerings to members both attractive and relevant in the context of an evolving golf club market.

The intended objectives of the Planning Proposal are to enable residential development which would be used to fund a new club house. This will better utilise the land, with reference to the land fronting Cowan Road. By recognising the inherent value of the land, this will secure the financial future of the club and no significant changes to the course are proposed.

The Planning Proposal will achieve:

- Provision of high quality new apartment style (three (3) independent buildings comprising generously sized and well-appointed 2-bedroom and 3-bedroom apartments with substantial communal open space areas.
- Housing will be set amongst a landscaped garden setting to respect the existing character of the Club.
- The concept building envelopes vary in height (3 – 5 storeys) to keep height compatible with adjacent sites, and the golf course.
- Concept building envelopes have been configured to maximise ability to have units which have view of the course, cross ventilation, solar access, and visual privacy. This has led to a typically “thin” envelope which is served by many single lift cores. This has enabled many units to both face a view and achieve the desired ventilation, privacy, and solar access.
- Two cottages will be relocated, retained and heritage listed at Nos. 12 & 14 Cowan Road, (both cottage building, footprint, and curtilage) within Schedule 5 of the KLEP 2015.

The Ku-ring-gai Local Environmental Plan 2015 came into effect on 2 April 2015 and applies to all land within the Ku-ring-gai local government area (LGA). The proposal is consistent with the aims of the KLEP which are to:

- (aa) *to protect and promote the use and development of land for arts and cultural activity, including music and other performance arts,*
- (a) *to guide the future development of land and the management of environmental, social, economic, heritage and cultural resources within Ku-ring-gai,*
- (b) *to protect, enhance and sustainably manage the biodiversity, natural ecosystems, scenic values, water resources and ecological processes within the catchments of Ku-ring-gai for the benefit of current and future generations,*
- (c) *to maintain and improve water quality within the catchments of Ku-ring-gai,*
- (d) *to facilitate adaptation to climate change,*
- (e) *to manage risks to the community and the environment in areas subject to natural hazards and risks,*
- (f) *to recognize, protect and conserve Ku-ring-gai’s indigenous and non-indigenous cultural heritage,*
- (g) *to ensure that development does not conflict with the hierarchy of commercial centres in Ku-ring-gai,*
- (h) *to encourage a diversity of employment within Ku-ring-gai,*
- (i) *to encourage a variety of housing types within Ku-ring-gai,*

- (j) to achieve land use relationships that promote the efficient use of infrastructure,
- (k) to facilitate good management of public assets and promote opportunities for social, cultural and community activities,
- (l) to facilitate development that complements and enhances amenity for residential uses and public spaces,
- (m) to establish a hierarchy of commercial centres for Ku-ring-gai,
- (n) to facilitate development of the commercial centres to enhance Ku-ring-gai's economic role and cater to the retail and commercial needs of the local community,
- (o) to protect the character of low density residential areas and the special aesthetic values of land in the Ku-ring-gai area.

The concept development addresses ESD and services considerations by including, however, not being limited to excellent building orientations to enable solar access and shading at appropriate times of the year and mid winter sun exposure in accordance with the required solstice hours, high level of cross ventilation to building envelopes, rooftop solar photovoltaic cells, rainwater harvesting for re-use on the grounds and within the residential developments.

The proposed FSR (0.92:1) assists in controlling bulk within a building envelope set by other standards, such as height, open space requirements and setbacks. Building envelopes refer to a three-dimensional space within which a development must fit. The purpose of FSR is also therefore to control density and be consistent with the existing and desired character of a residential area.

The proposal is considered a suitable fit for the site and surrounds, the future architecture or character of the development will minimise disruption to views, loss of privacy as shadow diagrams have been prepared which show no loss of sunlight to nearby residences, as well as, the proposed development.

The future concept envisages a development character and architectural language to demonstrate a consistent representation to all frontages, respect the streetscape character and enhance the existing and future wildlife habitat character for this part of St Ives. The site already affords substantial landscaping, trees, and natural features. New landscaped grounds and mature trees will establish a highly landscaped garden setting adjacent to the golf course environment. Revegetation of the site will provide an improved corridor for fauna and birdlife habitat to flourish. A benefit to both the site and surrounds.

As the proposal addresses all and is consistent with the KLEP Clause 4.3 Height and 4.4 FSR objectives, it is considered that the concept development will fit comfortably within the envelopes proposed with a maximum height range of 11.5 metres to 17.5 metres. The proposal demonstrates strategic alignment with the Draft Local Housing Strategy. The NSW government estimates that by 2036, Ku-ring-gai's resident population will reach 147,809 people – an increase of over 20% or 25,337 new residents from 2016.

The Housing Strategy highlights the following in relation to delivering housing in the LGA over the life of the strategy:

- As of June 2020, 3,179 dwellings have been delivered to meet the 0–5 year housing target of 4,000 dwellings.
- The LSPS has a 6–10-year target of 3,000 to 3,600 dwellings.
- There is a residual capacity within the existing planning controls of 2,700 dwellings on sites currently zoned R3, R4, and B4. This dwelling yield will meet the 0–5-year dwelling target with any remaining capacity contributing to the 6–10-year target.
- Residual capacity within the current planning controls will be supplemented by the delivery of seniors housing and alternative dwellings such as secondary dwellings, group homes and boarding houses where permissible.

The Housing Strategy examined three key aspects regarding housing provision:

- Housing location – good proximity to transport, employment, services, as well as the fit with existing and future local character.

- Housing diversity – providing housing choice for a variety of household structures and life changes now and in the future.
- Housing affordability - enabling residents and workers to live close to family, established networks and employment.

Ku-ring-gai's 6–10-year housing target was developed iteratively through the Draft Local Housing Strategy. The Housing Strategy outlined numbers, location, and type of dwellings deliverable within Ku-ring-gai, and addressed the growing issue of housing affordability at the local level. It clarified how the additional housing provision would retain, enhance, and develop local character and the liveability of neighbourhoods as stipulated in the Regional and District Plans.

A housing priority is to facilitate the supply of homes in the right locations. An action identified is to 'amend the Ku-ring-gai Local Environmental Plan to facilitate the provision of new homes within an 800 metres distance from the St Ives Centre subject to delivery of the priority bus infrastructure from Mona Vale to Macquarie Park'.

The site has excellent and immediate access to public transport, with local buses providing access not only to Gordon Railway Station, but also several strategic centres, health/education precincts and local centres. It is therefore considered that the delivery of the Bus Rapid Transit corridor from Mona Vale to Macquarie Park is not critical to the sites ability to be within 30 minutes of these strategic and local centres, but rather the existing infrastructure supplies efficient access to workplaces, services, and community facilities. Being within 800 metres of the St Ives Local Centre, the site is suitable for high density housing.

A Transport Impact Assessment examining the Proposal, with specific consideration of accessibility to services and public transport, existing and future base traffic conditions, and the potential impacts of the Proposal on the local traffic network, focusing on the key intersections as identified by Council was submitted with the proposal.

The assessment was prepared by Ason Group who have recommended that the proposal offers an excellent urban infill opportunity within the Ku-ring-gai Local Government Area, aligning with the broader Government objectives and the Sydney Metropolitan strategy to increase and accelerate housing supply.

Furthermore, the proposed increase in housing density is within an identified local precinct whose impacts are alleviated through the Proposed Community Infrastructure requirements stipulated in DCP 2022.

*The site has excellent and immediate access to retail, commercial and recreational services within the St Ives Shopping Village and St Ives Town Centre as well as convenient access to surrounding strategic centres, Sydney CBD, health, and education precincts.*

*The site has excellent and immediate access to public transport, with local buses providing access not only to rail at Gordon Railway Station, but also to key local and regional centres. The impact of the Proposal on the bus services and infrastructure will be minimal.*

*The travel mode by private car in St Ives is high, but it is encouraging that there have been increases in the number of people using public transport rather than private vehicles for the key trip to work. Implementation of the Green Travel Plan will see a shift away from private transport use.*

*Using a conservative trip rate of 0.5 trips per dwelling in the peak hours applied to a higher Site yield estimate of 100 units, an estimated Site generation of 50 vehicle trips per hour during the weekday AM and PM peak periods is forecast.*

*The clubhouse will not generate more trips as the trip rate is directly linked to the number of members and not GFA. Accordingly, any renovations will not see an increase in trip generation as there are no plans to increase the quantum of members from what is existing.*



The operation of the key intersections as identified by Council has been assessed for the Weekday (AM and PM) and Weekday (Saturday Noon) peak periods, with consideration of: – Existing (2017) conditions. – Future (2027) Base conditions, which in turn consider traffic flow increases as well as planned infrastructure upgrades within the local road network). – Future (2027) Base conditions plus the trip generation of the Proposal, which itself is based on rates determined with reference to TfNSW guidelines and our background experience in the assessment of residential development. – Proposed left in/left out access at the Site from/to Cowan Road.

Further to this assessment Ason Group has determined that: – The network generally operates within capacity with some intersections nearing capacity. Queueing on Cowan Road does not affect the existing Site access. – Under future base conditions (without the Proposal) all intersections operate with acceptable delays (Level of Service D or better during both peak periods) further to consideration of annual background traffic growth. Analysis shows the queue lengths in Cowan Road on the northern approach to Mona Vale can occasionally extend past the existing Site access.

The proposed Site access restriction to left-in/left-out only – potentially by multiple access driveways, separating different uses/areas – limits queuing within Cowan Road and reduces the potential for vehicle conflicts associated with right turn movements in a constrained environment (Cowan Road). While this results in Site traffic circulating through the St Ives Town Centre or back up to Killeaton Street, the analysis indicates that this has no significant impact on the operation of the key intersections.

Detailed design of the access point(s) shall occur as part of future DA phase design development. It is expected that on-site loading shall need to make provision for access by the appropriate design vehicles.

A Green Travel Plan (GTP) has been developed as part of a proposed management strategy and comprises a package of measures designed to address the specific travel needs and impacts of the Proposal. The overall intention of the GTP in Appendix B is to encourage and facilitate the use of alternatives to single-occupancy car travel for journeys associated with the Site. In summary, the transport impacts of the Proposal are considered supportable, though it is acknowledged that further detailed assessment will be required as part of future Master Planning or Development Applications for the Site.

Given the site's proximity to transport, major roads, retail services and development in infrastructure projects within St Ives, there is adequate public infrastructure to accommodate the Planning Proposal.

The Housing Strategy is yet to be endorsed by the Department of Planning and Environment. However, it is considered that the delivery of increased higher density housing in this location could make an important contribution to delivering the 6–10-year housing target indicating the proposal's strategic merit is strong.

The Planning Proposal is not inconsistent with the State Environmental Planning Policies (SEPPs) applicable to the site. Many of these SEPPs contain detailed provisions and controls which would only apply at the Development Application stage.

The Planning Proposal is consistent with the applicable Section 9.1 Ministerial Directions, specifically those relating to:

- 3.2 Heritage Conservation
- 5.1 Integrating Land Use and Transport
- 6.1 Residential Zones
- 6.3 direction objective is to discourage unnecessarily restrictive site-specific planning controls, and 4(c) outlines that a Planning Proposal must allow that land use on the relevant land without imposing any development standards or requirements in addition to those already contained in the principal environmental planning instrument being amended - (6) notes that a Planning

Proposal may be inconsistent with this direction, if the provisions are of a minor significance. If the creation of a Site Specific DCP is inconsistent with this direction, it is considered minor in nature and justifiable to ensure the best built form outcomes on the site.

#### Site Specific Merit Assessment

An Urban Design Report has provided an analysis for the Planning Proposal and both the proposal and Indicative Design were considered appropriate for this well-located site by Council's Urban Design Project Officer and planning staff.

The Urban Design Report demonstrates that the indicative design could satisfy the controls detailed in KDCP Part 7 - Residential Flat Buildings as well as the nine design quality principles which are to be achieved by residential flat developments under SEPP 65 Design Quality of Residential Apartment Development. The proposal considers the broader strategic planning framework and will have positive environmental, social, and economic benefits for the local community.

The St Ives Town Centre straddles Mona Vale Road with the predominance of retail, commercial and recreational facilities on the north side of Mona Vale Road and a predominance of residential uses at varying densities on the south side of Mona Vale Road, excepting the shop frontages which also line this side of the arterial road. St Ives Shopping Village provides a central location as the local retail hub and has the potential for future redevelopment involving both Council and private owners. The St Ives Village Green/ William Cowan Oval/ and the St Ives Bowling Club are located adjacent to one another and provide extensive active recreation opportunities. The St Ives Community Hall and skateboard park are located within the Village Green.

The Pymble Golf Club Planning Proposal site is located at the southern end of the town centre, opposite the Christ Church site, approximately 50 metres from the key intersection of Cowan Road and Mona Vale Road and approximately 150 metres to the St Ives Shopping Village. The periphery of the town centre is predominantly residential, made up of varying density. This is because of the area undergoing transition to higher density forms of housing, enabled by the current planning controls. It is within this residential context, at one of the gateway entries to the town centre, that this Planning Proposal seeks to integrate with the evolving town centre.

The land investigated for the purposes of this Planning Proposal is centred on the existing surface car park, putting green, clubhouse and two (2) adjacent cottages owned by the Club (No. 12 and No. 14 Cowan Rd). This investigation area is approximately 15,000m<sup>2</sup> of which approximately 10,000m<sup>2</sup> is the subject of this proposed rezoning (less than 3% of the Club's total land). This investigation area has been chosen for future development for several reasons including:

- Vehicular and pedestrian access to Cowan Road
- Proximity and level access to the rest of the St Ives Town Centre
- Potential to minimise impact on the existing golf course and its associated flora and fauna
- Potential to utilise site area already developed with mostly hard surfaces
- Potential for future development to take advantage of expansive views over the golf course and the local tree canopy

A Transport Impact Assessment was reviewed by Council's Strategic Transport Engineer has reviewed the documents and provided the following key points. The Planning Proposal has the following favourable transport aspects:

- Workers in the Statistical Area of the site that work within the Ku-ring-gai LGA (approximately a quarter of all workers in the Statistical Area) worked in the St Ives local centre and walked to work
- The site is located within 400m of Mona Vale Road, where regular bus services operate between Mona Vale and Macquarie Park (via Gordon). Bus services to Gordon connect to the Sydney Trains network. There is currently sufficient capacity in these bus services and nearby bus stops to accommodate additional bus passenger demand resulting from the Planning Proposal;

- The site is well positioned to take advantage of improved bus services between Mona Vale and Macquarie Park which are foreshadowed in Future Transport Strategy and the Macquarie Park Strategic Infrastructure and Services Assessment
- There is a good selection of retail, health/medical, leisure/recreational and community/cultural facilities within a 10 minute walk of the site, mostly located within the St Ives Shopping Village, St Ives Village Green/Cowan Oval and within the site itself
- The local cycling network in the area is modestly developed, providing a degree of local and regional cycling connectivity
- The proposal is not expected to have significant additional impact on the operation of the key nearby intersections, with only minor increases in average delay at the intersection of Cowan Road/Village Green Parade and the intersection of Killeaton Street/Cowan Road.

An Ecological Constraints Assessment and a Arboricultural Impact Assessment Report were provided for review by Council's Natural Areas Program Leader. Trees comprising EECs are captured on Ku-ring-gai Council's Greenweb and Terrestrial Biodiversity Maps, except for one *Angophora costata* on the eastern boundary of 10 Cowan Road that would fall under the 'Canopy Remnant' category of Greenweb mapping.

A future site-specific Development Control Plan (DCP) Greenweb mapping should be updated to include the *Angophora* through this process, however this is not critical if this is the only issue being addressed through as site specific DCP.

The arborist report identifies 39 trees (or groups of trees) with Tree Protection Zones (TPZs) intersecting the site. The report demonstrates that high density development can be sited and designed to retain and protect significant trees including those comprising Endangered Ecological Communities, subject to arboriculturally sensitive design.

The Urban Design Report demonstrates that the indicative design can satisfy the controls detailed in Part 18 of the DCP and in Clause 6.3 of the KLEP 2015 to protect EECs, retain habitat, and enhance biodiversity values on the site. The recommended amendment to the Greenweb mapping will be part of the revised Development Control Plan.

The Statement of Heritage Impact was reviewed by Council's Heritage Consultant. From a heritage perspective, Council considered that the proposal to heritage list on Schedule 5 of KLEP 2015 and slightly relocate the two dwellings at 12 and 14 Cowan Road (DP 531533, lot 1, 3 and part of lot 2) is an acceptable approach in this situation. The listings will ensure curtilages will be adjusted once the cottages are relocated, and the relevant background and this intention will be outlined the State Heritage Inventory. The DCP will also address the appropriate adjustment of the heritage curtilage at the time of their relocation to avoid unnecessary heritage listing of the new development.

A site-specific Development Control Plan for the site is consistent with Council's approach to other similar sites and proposals, such as the Killara Golf Course Planning Proposal and Lindfield Library Site, has been to embed the masterplan into the Development Control Plan.

The DCP would incorporate principles from the urban design study/masterplan to ensure the consideration of landscape, access, circulation, amenity, interface issues and setback requirements. The site specific DCP would also be a way to ensure certainty for the Club's intention that the future development would be of substantial quality and the DCP amendment would be exhibited with the Planning Proposal.

The site-specific DCP should be based on the Urban Design Report and will include detailed controls regarding:

- Built form, building massing and envelopes to ensure appropriate development on an interface site
- Ensuring development on the site is consistent with the established and desired future character of St Ives centre
- Appropriate setbacks from heritage items, adjoining residential sites and significant trees including canopy to be retained

- Relocation and development of cottages and an appropriate curtilage area
- Pedestrian and vehicle access to the site ensuring retention and protection of trees
- Landscaping, including landscape setbacks and deep soil setbacks to Cowan Road.

The DCP amendment could be prepared by Council for a fee or by the proponent to the satisfaction of Council.



# 5 JUSTIFICATION

The following justification sets out the case for changing the planning controls which apply to the site under Ku-ring-gai Local Environmental Plan.

## PART 3 – JUSTIFICATION OF STRATEGIC AND SITE - SPECIFIC MERIT

### Section A – Need for the Planning Proposal

#### 1. *Is the Planning Proposal the result of an endorsed LSPS, strategic study or report?*

##### *Section 3.33(2)(c) Justification for the objectives or intended outcomes and the process for their implementation*

Extensive supporting studies and investigations provide justification for the proposed amendments to the KLEP. The proposal considers the greater strategic planning framework and will have positive environmental, social, or economic benefits.

The Ku-ring-gai Local Strategic Planning Statement (LSPS) was adopted by Council on 17 March 2020. The LSPS has been prepared by Council to inform plans for Ku-ring-gai's economic, social, and environmental land use needs for the next 20 years (2016 – 2036). The LSPS also identifies where further strategic planning is required, such as a Housing Strategy and Retail and Commercial Centres Strategy.

The indicative design and associated amendments to the KLEP 2015 have responded to this concern by restricting building height, establishing setbacks, and encouraging landscaping, ensuring appropriate landscaped transitions to adjacent land uses.

The site is characterised as an 'interface area' under the LSPS as future development will need to provide an appropriate transition to ecological communities upon the site which require special consideration. Development on interface areas are to 'provide a responsive transition between natural areas and urban area, where ecological values are protected'. The LSPS identifies that the overall tree canopy coverage within the St Ives Local Centre is dense, with new residential developments supporting this character with tree plantings in the front setback. The setbacks established in the site specific DCP to be prepared by Council will allow for large trees to be established within the front setback of the site, contributing the tree canopy coverage within the St Ives Local Centre. This is therefore consistent with the strategic direction of the LSPS in relation to landscape character.

Heritage 21 recommends that there are no aspects of the proposal which could be detrimental to the significance of the subject site in fact the proposal will have positive impacts. To support the Planning Proposal to proceed to Gateway Determination, Heritage 21 have further advised that the proposal will comply with the pertinent heritage controls and recommend Ku-ring-gai Council find in favour of the proposal on heritage grounds.

St Ives is identified by the North District Plan as an emerging destination for eateries and cafes offering unique neighbourhood qualities and cultural facilities. Turramurra, Gordon, and Lindfield are also identified as local centres and are located within 30 minutes of the site.

The North District Plan acknowledges the management of local centres is predominantly led by Councils. The resolution of which local centres are important to each Council is assessed as part of their preparation of LSPS and local environmental plans.

The Plan desires that Councils consider which centres will be appropriate to accommodate additional housing as part of their housing strategy, will need to grow to provide for the required goods and services of the community, or may also need to grow to deliver other roles for the community, such as recreational, cultural and community hubs.

The Ku-ring-gai Local Strategic Planning Statement identifies St Ives as a 'primary local centre' within its discussion of centres with potential suitability for additional housing, and subsequently identifies part of the Pymble Golf Club within the 'priority investigation area for future housing (2021-2026)'. The principles for identification of suitability for future housing include:

*Locate high density housing types within a 10 minute walk (800 metre radius) of Primary and Secondary Local Centres: Gordon, Lindfield, Turramurra, St Ives, Roseville, Killara, Pymble and Wahroonga.*

It is noted that housing supply timing within St Ives is subject to the provision of the Bus Rapid Transit corridor from Mona Vale to Macquarie Park. However, the Transport Impact Assessment (**Appendix G**) identifies the site with excellent and immediate access to public transport, with local buses providing access not only to Gordon Railway Station, but also several strategic centres, health/education precincts and local centres. It is therefore considered that the delivery of the Bus Rapid Transit corridor from Mona Vale to Macquarie Park is not critical to the sites ability to be within 30 minutes of these strategic and local centres, but rather the existing infrastructure supplies efficient access to workplaces, services, and community facilities.

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

The Planning Proposal is the best means of achieving the objectives and intended outcomes for the site in a manner which will provide an appropriate model for the growth which also includes a significant public benefit.

The Planning Proposal is the best means of achieving the objectives and intended outcomes outlined in Part 2, including facilitating the provision of new residential accommodation in the form of residential flat buildings, whilst ensuring continued vehicular access to the golf course, and ensuring the development responds to its context, limits impact on adjacent sites, and limits impacts on the existing natural environment.

The proposed approach is the best, most efficient and most time-effective approach to delivering the desired outcome and includes a site-specific DCP.

This additional building height and FSR cannot be achieved using Clause 4.6 – Exceptions to Development Standards. Instead, the maximum building height and FSR applying to the site for the development needs to be amended. Furthermore, the current land use zoning applying to the site does not permit 'residential flat buildings'. As such, the land use zoning is required to be changed to facilitate the nature of development sought.

Detailed urban design analysis indicates the site can accommodate the indicative-built form with FSR and building height as per the proposed building envelopes without unacceptable impacts to surrounding properties and the natural environment.

## **Section B – Relationship to Strategic Planning Framework**

### **3. Will the planning proposal give effect to the objectives and actions of the applicable regional or district plan or strategy (including any exhibited draft plans or strategies)?**

The Planning Proposal is considered consistent with the objectives and actions of the applicable strategic planning framework.

The planning proposal addresses the assessment criteria for strategic merit:

- The proposal gives effect to the relevant regional plan outside of the Greater Sydney Regional, the relevant district plan within the Greater Sydney Region, and/or corridor/precinct plans applying to the site. This includes any draft regional, district or corridor/precinct plans released for public comment or a place strategy for a strategic precinct including any draft place strategy
- The proposal demonstrates consistency with the LSPS and Draft LHS
- The proposal is responsive to the Greater Sydney Region Plan – A Metropolis of Three Cities – March 2018 and North District Plan – March 2018.

**4. *Is the planning proposal consistent with a council LSPS that has been endorsed by the Planning Secretary or GSC, or another endorsed local strategy or strategic plan?***

This planning proposal has been reviewed against the suite of strategic planning documents prepared by the Ku-ring-gai Council including strategies informed by the Local Strategic Planning Statement.

The Ku-ring-gai Local Strategic Planning Statement (LSPS) was adopted by Council on 17 March 2020. The LSPS has been prepared by Council to inform plans for Ku-ring-gai's economic, social, and environmental land use needs for the next 20 years (2016 – 2036). The LSPS also identifies where further strategic planning is required, such as a Housing Strategy and Retail/ Commercial Centres Strategy.

The Department of Planning and Environment estimates that by 2036, Ku-ring-gai's resident population will reach 154,500 people, increasing by 25% or 31,000 new residents from 2016. Specifically, St Ives has been identified as a Primary Local Centre within the Ku-ring-gai Centres Potential Suitability for Additional Housing.

The principles for housing include:

- Locate high density housing types within a 10-minute walk (800 metre radius) of Primary and Secondary Local Centres: Gordon, Lindfield, Turramurra, St Ives, Roseville, Killara, Pymble and Wahroonga.
- The Planning Proposal is consistent with the LSPS in that it seeks the provision of high-density housing immediately adjacent the existing St Ives Local Centre.

The Planning Proposal will enable higher density residential development surrounding the St Ives Local Centre, which will continue to strengthen its role in providing services to the local community. The proposal will encourage healthy, and sustainable communities that support the St Ives Local Centre, and will also preserve ecological communities identified upon the site.

**5. *Is the planning proposal consistent with any other applicable State and regional studies or strategies?***

Future Transport 2056 sets the 40-year vision, directions, and principles for customer mobility in NSW, guiding transport investment over the longer term. It presents a glimpse of the large economic and societal shifts we will see in the future and places the customer at the centre of everything we do, to ensure we harness rapid advances in technology and innovation to create and maintain a world-class, safe, efficient, and reliable transport system. The Planning Proposal is consistent with the Future Transport 2056, pursuant to the Transport Impact Assessment that identifies the site with excellent and immediate access to public transport.

Net Zero Plan Stage 1: 2020 – 2030 purpose is to give NSW families and communities confidence that the challenges posed by climate change can be solved by improving – not eroding – their prosperity. It will also send a clear message to local and international investors that New South Wales is open for business when it comes to delivering on our economic, social, and environmental ambitions. The Planning Proposal will not exacerbate nor dramatically increase the carbon footprint of the building on site and aims to retain a significant amount of vegetation on site.

The planning proposal will also enable re-vegetation of areas, currently covered by carpark surface bitumen.

6. *Is the Planning Proposal consistent with applicable SEPPs?*

The Planning Proposal is consistent with the relevant State Environmental Planning Policies.

7. *Is the planning proposal consistent with applicable Ministerial Directions (section 9.1 Directions)?*

The directions cover the following broad categories:

- Planning Systems
- Design and Place
- Biodiversity and Conservation
- Resilience and Hazards
- Transport and Infrastructure
- Housing
- Industry and Employment
- Resources and Energy
- Primary Production

FOCUS AREA 6: HOUSING		
6.1 Residential Zones	<p>The objectives of this direction are to:</p> <p>(a) encourage a variety and choice of housing types to provide for existing and future housing needs,</p> <p>(b) make efficient use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services, and</p> <p>(c) minimise the impact of residential development on the environment and resource lands.</p>	<p>The objective of this direction is to encourage a variety of housing types, make efficient use of existing infrastructure and minimise the impact of residential development on environment and resource lands.</p> <p>The Planning Proposal will be generally consistent with the requirements of the direction because it will: facilitate future housing needs – through increased diversity and density, broaden the choice of building types and locations available in the housing market – by increasing the supply of dwellings which do not suit all family or key workers lifestyle choice; makes efficient use of existing infrastructure and services – as it is located in an area already serviced for urban development and in close proximity of Villawood Town Centre; reduces the consumption of land for urban development on the urban fringe – by increased housing choices within the existing urban footprint; and be of good design – as any development application lodged following this Planning Proposal will be subject to the design requirements of the local planning controls. i.e. at DA stage, which will include site specific allowances for this site to be exhibited concurrently with this proposed.</p>

SECTION C – ENVIRONMENTAL, SOCIAL AND ECONOMIC IMPACT

8. *Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?*

The Planning Proposal demonstrates site specific merit. The proposal has considered the likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected because of the proposal. The Ecological Constraints Assessment report has concluded that the proposal is suitable for the site and will not have detrimental impact upon the environment. Mitigation measures may be utilised where suitable.



**9. Are there any other likely environmental effects of the planning proposal and how are they proposed to be managed?**

Due to the historical use of the site originally it is considered unlikely that there are any significant contamination issues with the site. Detailed shadow assessment has been undertaken having regard to the likely future context of the site. The Planning Proposal proposes to amend the zoning and maximum building height and floor space ratio control on part of the subject site to facilitate redevelopment for residential development. The Planning Proposal demonstrates site specific merit given its land size which is suitable to cater to future housing near other residential and local commercial land uses as well as public and private recreation spaces. There are no hazards that impact the site or environmental effects resulting from the future redevelopment of the site that would preclude consideration of the Planning Proposal.

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

The Planning Proposal demonstrates a commitment to improving housing diversity in the locality and providing housing that responds to the needs, lifestyle, and values of the local community. The existing improvements upon the site intended to be demolished do not exhibit any significant heritage or cultural values as they do not meet the criterion for inclusion on Schedule 5 of the KLEP 2012 and 2015 as an item of environmental heritage. The intent of the Planning Proposal is to retain in perpetuity operation of the Pymble Golf Club and its service to the cultural and recreational needs of its members. The Planning Proposal will therefore not diminish the locality's heritage, culture, and identity.

A Green Travel Plan identifies strategies which prioritises 'active transport' including walking and cycling. This, coupled with appropriate controls to achieve a human scale development, will promote a walkable neighbourhood. This will ultimately deliver healthy and active lifestyles for future residents within the development and the locality, contributing to liveability. Sustainability is also improved as the number of trips by public transport, walking and cycling will reduce emissions.

The Planning Proposal demonstrates site specific merit given its unique land size is a valuable opportunity for an increased supply of residential housing for the locality consistent with the aims and needs of the Local Housing Strategy. Importantly, the proposal provides for an increase in the variety of housing (adaptable apartments) in an area traditionally occupied by detached dwelling houses. The provision of higher density housing enables the existing population looking to downsize, but also provides a more affordable opportunity for those looking to enter the St Ives housing residential flat building market.

The proposal will have positive economic impacts during the construction phase. No changes will occur to the employment associated with the existing golf course and/or clubhouse. The site will continue to be used to support the local economy including use of the existing clubhouse commercial and social functions. An Economic or Social Impact Assessment may be required as a condition of Gateway outlining the public benefits of the Planning Proposal.

The potential benefits arising from the proposed development include:

- Provision of additional dwellings suited to the predominant household demographic in the local area including families, extended families, couples with children and singles wanting to enter the apartment market due to its affordability
- Improved opportunity for social integration
- Significant contribution to local job creation (construction activity and activity from additional residents when complete)
- Contribution toward the availability of affordable higher density housing to assist with meeting acute demand in local area and wider LGA
- Contribution to passive recreation space.

Potential negative impacts arising from the development include:

- Adverse amenity impacts for surrounding residents impacts during construction.

This risk of these negative impacts can be minimised through mitigation measures. The following measures are recommended to reduce the potential negative impacts and maximise the potential benefits of the proposed development:

- Undertaking and implementing the recommendations of an acoustic impact assessment and a traffic and parking impact assessment at the DA stage
- Implementing CPTED principles in the design of the proposal and provide secure access points
- Developing and implementing a CEMP during construction
- Development and implement strategies to limit social dislocation amongst residents on site and promote community cohesion.

Overall, the negative impacts of the proposed development can be successfully managed with the implementation of the above mitigation measures. As such, it is anticipated that overall, the proposed development would have a beneficial impact on the local community in terms of social outcomes. The proposal would yield a net Social and Economic positive for the area.

The proposal offers public domain upgrades, high quality housing, local heritage conservation and benefits including, although not limited to:

- Access to high quality higher density housing, promoting a diversity of housing types near an established centre and high frequency public transport services
- Public domain improvements around the site and site links, and through development contributions, improvements to traffic calming devices
- Conservation of local heritage and community organisations
- The amendments sought under the Planning Proposal will have no unreasonable impacts on items or places of European or Aboriginal cultural heritage.

#### INFRASTRUCTURE (LOCAL, STATE AND COMMONWEALTH)

##### Q11. *Is there adequate public infrastructure for the planning proposal?*

The Planning Proposal demonstrates site specific merit given its proximity to public transport and infrastructure options. The Transport Impact Assessment states:

*The network generally operates within capacity with some intersections nearing capacity. Queueing on Cowan Road does not affect the existing Site access.*

*Under future base conditions (without the Proposal) all intersections operate with acceptable delays (Level of Service D or better during both peak periods) further to consideration of annual background traffic growth. Analysis shows the queue lengths in Cowan Road on the northern approach to Mona Vale can occasionally extend past the existing Site access.*

*The proposed Site access restriction to left-in/left-out only—potentially by multiple access driveways, separating different uses/areas—limits queuing within Cowan Road and reduces the potential for vehicle conflicts associated with right turn movements in a constrained environment (Cowan Road). While this results in Site traffic circulating through the St Ives Town Centre or back up to Killeaton Street, the analysis indicates that this has no significant impact on the operation of the key intersections.*

This demonstrates that there is adequate public road infrastructure to accommodate future development upon the site with no significant impact on the operation of the key intersections.



Future Transport 2056 Strategy identifies an east-west public transport connection from Mona Vale to Macquarie Park. The LSPS outlines that housing supply timing within St Ives is tied to the delivery of this transport infrastructure.

The site is located adjacent the St Ives Local Centre which provides retail services and community facilities. The LSPS identifies further growth will require additional local infrastructure. Current infrastructure projects being planned or delivered within St Ives include:

- St Ives Community Hub - a new library, community centre and town square delivered by a development partner as part of a mixed use development
- St Ives Showground Precinct - an outdoor entertainment and tourism destination including regional playground
- St Ives Village Green - a new recreation precinct including a skate bowl, plaza and playground
- St Ives High School - a new indoor sports facility jointly delivered by Council and Department of Education.

Given the sites proximity to transport, major roads, retail services and development in infrastructure projects within St Ives, it is considered that there is adequate public infrastructure to accommodate the Planning Proposal.

The delivery of the imminent Gateway Determination will confirm whether a local contribution plan (Planning Agreement offer) is required to be exhibited with the planning proposal and require regular feedback on the progress of finalising an infrastructure strategy and high-level costs. A local contributions plan may be required.

## STATE AND COMMONWEALTH INTERESTS

### **Q12. What are the views of state and federal public authorities and government agencies consulted in order to inform the Gateway determination?**

Consultation with relevant state and commonwealth agencies will be conducted should a Gateway Determination be issued for the Planning Proposal which demonstrates site specific merit.

The Gateway Determination will nominate whether any public authorities are to be consulted. It is likely that public consultation will occur with:

- Transport for NSW – Roads and Maritime Services
- Transport for NSW
- Sydney Water
- Environment, Energy and Science
- Relevant infrastructure service providers

## 6 CONCLUSION

This Rezoning Review seeks to amend various provisions of the Ku-ring-gai Local Environmental Plan to facilitate an appropriate development of housing on the Pymble Golf Course adjacent the St Ives Town Centre. The site currently contains surface car parking, a clubhouse, and two residential cottages.

This request and supporting information explains the effect of, and justification for, proposed amendments to KLEP 2015.

The Proponent-Initiated Planning Proposal was prepared in accordance with Section 3.33(3) of the EPAA and the LEP Making Guideline and demonstrates alignment with the NSW strategic planning framework, including A Metropolis of Three Cities – The Greater Sydney Region Plan, and the North District Plan. This Rezoning Review request seeks to demonstrate that the proposal will have a positive environmental, social, and economic impact and will benefit both the site and surrounds.

The urban design report has been prepared by Mayoh Architects which includes residential accommodation in an area serviced by the existing St Ives commercial centre and community hub, proximate to opportunities for employment and recreation, and convenient access to cultural facilities and high frequency public transport services.

A site-specific Development Control Plan will be prepared by Council, making amendments to the Ku-ring-gai Development Control Plan 2021 (the DCP), to ensure the new built form reflects the established and desired future character of the St Ives centre, consistent with the form envisaged by the proponent. In addition, the proposal will enable the upgrade of the site facilities and amenities to service the recreational land use and will enhance the surrounding streetscapes.

Housing is in critical shortage. The proposal will also contribute to the choice of housing available in the locality and will achieve:

- Provision of high quality, high density residential housing (comprising generously sized and well-appointed 2- and 3-bedroom apartments).
- Housing set amongst a landscaped garden setting to respect the existing character of the site, and the desired future character of the St Ives local centre.
- The conceptual building envelopes are configured to maximise units which have views of the course, cross ventilation, solar access, and visual privacy, which is achieved by 'thin' building envelopes with multiple lift cores.
- The existing timber cottages at Nos. 12 & 14 Cowan Road will be relocated, retained and heritage listed (cottage building, footprint, and curtilage) within Schedule 5 of KLEP 2015.
- Environmental sustainability by incorporating appropriate building orientations and footprints for best passive solar design outcomes, rooftop solar photovoltaic cells, rainwater harvesting for re-use.

There will be no material adverse environmental impacts to adjoining properties, as the buildings will respond to the existing and future built form character of the area, improving the existing public domain, and promoting design excellence as a suitable precedent for development within the centre.

This Rezoning Review request demonstrates both strategic and site-specific merit and addresses the Proposal's consistency against relevant State Environmental Planning Policies and Section 9.1 Ministerial Directions.



In summary, application of the current provisions of the Local Environmental Plan will not achieve a development outcome that fulfils the environmental capacity of this important site in accordance with the State government objectives for land near local centres, public transport, and other infrastructure.

This request to review the Council's decision is validated because the Planning Proposal demonstrates the strategic and site-specific merit of the proposed amendments to the Ku Ring gai Local Environmental Plan as it supports the State government's current direction of increasing density within proximity to centres with good access to public transport and facilities. For the reasons outlined above it is appropriate for the Department of Planning and Environment, as the relevant planning authority, to support the subject Planning Proposal. In particular, the Planning Proposal will provide for much needed housing in a highly accessible and desirable location given its walking proximity to the St Ives Town Centre.

Having addressed the relevant matters pursuant to Section 3.33 of the EPAA, and the Local Environmental Plan Making Guideline, the Planning Proposal is considered an appropriate response to achieve its objectives and intended outcomes.