

Fact Sheet

Response to community concerns in St Leonards South raised in 2036 Plan consultation workshop Dec. 2018

Following are the reported concerns of Lane Cove LGA residents about the St Leonards/Crows Nest 2036 Plan. In many cases, they relate to the St Leonards South Precinct. They are briefly addressed below under the headings of the five themes of the 2036 Plan – 1. Place, 2. Landscape, 3. Built form, 4. Land Use and 5. Movement.

1. PLACE:

1.1 Amount of Residential Development and Impacts of Development on Community, Residential Amenity, Traffic and Schools

Comment: Concern was expressed firstly about the amount of residential development proposed in the precinct and particularly in St Leonards South (SLS), and secondly the impacts this will have on the community, residential amenity (comfort and safety), traffic, local schools and employment opportunities. Some participants did not believe public transport options would impact people bringing in cars. There was interest in location of education facilities.

Response: Development levels – that is “*the amount of development*” – proposed in the Draft 2036 Plans must be consistent with the North District Plan’s goal for St Leonards which is to “*grow jobs, housing and infrastructure within the precinct*” (North District Plan, 2018: page 21).

All *District Plan* Actions relating to Strategic Centres, Health and Education precincts, Planned Precincts, St Leonards and Crows Nest Metro are consistent with the statement above. Council’s approach to the St Leonards CBD and Draft St Leonards South Residential Precinct Plans are consistent with the three outcomes and welcome a collaborative approach to the St Leonards and Crows Nest Draft 2036 Plans and associated documents.

As a Strategic Centre, the Draft St Leonards and Crows Nest 2036 Plans, and supporting documents, are required to strike a balance between the actions of retaining commercial, mixed-use (including residential) and new residential development to be consistent with the *North District Plan*.

These plans and associated studies are generally considered to be consistent with this strategic direction and actions for the St Leonards Planned Precinct as set by the *Greater Sydney Region Plan* and the *North District Plan* as it:

- Retains existing commercial land for employment (Action 34 b. of *North District Plan*);
- Supports Council’s Over-rail plaza development and the proposed draft SLS Landscape Master Plan (Action 34 e. of *North District Plan*); and
- Retains the Artarmon industrial area for employment land (Action 34 g. of *North District Plan*).

The proposed future SLS residential precinct, with significantly extra public open space, community facilities, new, wider pedestrian/bicycle links and over-rail plaza development would help build the residential amenity sought by the workshop.

Council's measured 'pilot' project approach has already achieved beneficial employment outcomes for the precinct through development application approvals and the attraction of a world class office tenant (i.e. MasterCard technology hub). Council's draft St Leonards South plans are also consistent with the North District Plan's intentions and actions for strategic centres as it would "*deliver housing within a walkable distance of strategic centres... that does not constrain the ongoing operation and expansion of commercial and retail activities*" (North District Plan, 2018: page 67).

Census data and research from the North District Plan have confirmed that transit-orientated development (increased development around transport nodes with good public transport access) does reduce car ownership rates and encourages non-vehicle trips.

St Leonards overall is a clear example of this. Census data from 2011 and 2016 shows that the average number of motor vehicles per dwelling in St Leonards has remained at 0.9 cars/dwelling. This outcome is dependent on good accessibility to public transport and the delivery of the Crows Nest Metro station which will provide more travel options and other potential benefits.

The Draft 2036 Plans (Social Infrastructure & Open Space Study and Special Infrastructure Contributions brochure) states that educational facilities are needed and will be delivered (ideally on the TAFE site), but does not commit to a final location. It is expected that this will be addressed in the final 2036 Plans for the area. Council has already negotiated the provision of schools to serve St Leonards South and surrounding area with the Department of School Education, and received qualified assurance that service demand will be met..

A detailed Urban Design Peer Review Process and Stakeholder Workshop have been carried out to test and review the design features of the Planning Proposal DCP and LMP.

Furthermore, an independent review of the St Leonards South Draft plans will be carried out to demonstrate planning transparency and to ensure that best practice planning outcomes will be achieved.

1.2 Potential Impact of Building Height and Overshadowing

Comment: Concern about height of proposed buildings and resulting overshadowing on existing properties and places. Also steep topography in St Leonards South will affect access and overshadowing.

Response: Concern at the proposed height of buildings for St Leonards South is acknowledged, however there is considerable variation in building height across the site from east to west and particularly from north to south. Astute urban design has softened building appearance.

Extensive overshadowing analysis is included in Council's Supplementary Urban Design Report for St Leonards South, where built form envelope testing demonstrates that the proposed buildings can comply with overshadowing requirements (specified in the *Apartment Design Guide*) subject to careful design.

Furthermore, areas with extreme south facing slopes (along River Road) have included substantial transitional built form (down to 4 storeys) and increased landscaped setbacks (10 metres from River Road) which has substantially improved solar access and visual transition to existing properties.

Overshadowing impacts on Park Road are minimised by a reduced number of buildings, inclusion of new central open space, transitional street wall heights along Park Road (2 storeys) and substantial landscaping and increased setbacks (10 metres).

Further, the Actions and Recommendations in the Draft 2036 Plan related to solar access controls (p49) which seek to 'minimise overshadowing of key open spaces, public places and adjoining residential areas' do not align. This is because separate advice from the NSW Government Architect testing these controls has confirmed that "they have not been tested against the State Government's Apartment Design Guide".

While the objective to minimise overshadowing impacts of the built form on public open space is considered fundamental to place-making it must also have regard to other factors and achieve a reasonable balanced outcome.

Both the Draft Development Control Plan and Landscape Master Plan demonstrate that despite the existing steep topography, equitable access (i.e. disabled access) can be achieved in a proposed new development – this includes public and private access. For more detail, see below under *3.4 Impact of Terrain on Built Form*.

1.3 Character and Heritage

Comment: Interest in retaining heritage and character of the area with suggestion that it is unclear in the draft Plan how character will be protected. Consideration should be given to heritage in the area (e.g. 'heritage buildings' along Park Road).

Response: It is acknowledged by the Department of Planning and Infrastructure (DoP&E), that the character of new multi-storey buildings would inevitably vary from that of existing one or two-storey dwellings.

A range of housing types needs to be provided. However, this needs to be applied to the entire St Leonards and Crows Nest Precinct area and not just one portion. Currently different types of housing are spread throughout the entire precinct in existing mixed use; and low, medium and high density residential zones.

In terms of St Leonards South, the current housing stock is already varied – from mixed use residential close to the Pacific Highway (from 5, 7 and 29 storeys), to high density residential flats in Duntroon Avenue (ranging from 5 – 7 storeys) to older flats at the Greenwich Road end (4-5 storeys) and a mix of dual occupancy (attached) and detached dwellings.

Council's Heritage Impact Statement for St Leonards South Planning Proposal addresses the adjacent heritage items at 3, 5, and 7 Park Road. It concludes that:

...the Master Plan includes a number of provisions to minimise potential impacts of future development on the Park Road heritage items, and the urban and parkland quality in the vicinity. This is achieved by strategic placement of open space circulation corridors, stepping back of facades in the vicinity of Park Road, and the transition of maximum building height from low rise to high rise between the western and southern areas and the existing high rise at St Leonards Railway Station.

The draft *St Leonards South Development Control Plan* protects Architectural Character through the requirement to:

retain and conserve significant streetscape elements including street trees and sandstone walls (and period fences and hedges).

And where items such as sandstone walls cannot be retained, they should be photographically recorded.

The *Draft 2036 Plan* and the *Urban Design Report* also conclude that transitional aspects towards heritage items in Council's proposal are suitable (including street wall heights along Park Road).

1.4 Link Between Metro Station and St Leonards Station

Comment: Residents requested improved connections across the Pacific Highway and made a recommendation to establish a clear connectivity between the two stations and with multiple, smaller shopping centres in the area.

Response: The community request for a link to be provided between the two stations is supported. The proposed new Metro station and the existing St Leonards railway station are important 'places' that ideally require a physical grade-separated connection to enable the railway transport infrastructure to operate at maximum efficiency and safety. Alternatively, an at-grade or grade-separated crossing of the Pacific Highway would be required. This has been discussed with DP&E during preparation of the draft 2036 Plan. However, final investigations and implementation are yet to be completed. Council's preference is for pedestrian underpass connections to St Leonards station and Crows Nest Metro stations (possibly SIC-funded).

The efficient use of transport infrastructure such as the Crows Nest Metro station and St Leonards Station and the recognition of St Leonards as a collaboration area and planned precinct is consistent with the *North District Plan* (Actions 3, 4, 7 and 53).

Council is planning to provide an over-rail plaza at St Leonards Station with a 4000 sq metre supermarket which will provide a substantial retail opportunity for both commuters and nearby residents which would satisfy the residents' requests. The benefits of urban growth in SLS are being translated into community benefits e.g. proposed new over-rail plaza and supermarket.

1.5 Location of Bus/Rail Interchange

Comment: Proposed location of interchange is not an appropriate place for a bus interchange as it would be in a wind tunnel and in a 'barren' area, lacking in visitors or after-hours life.

Response: This plaza (and its location) was first identified as a key piece of infrastructure in the 2006 St Leonards Strategy.

Since then, both developments on either side of the St Leonards train line (Loftex and JQZ sites) have been approved with the conditions to construct part of the over-rail plaza on their respective sites.

Further, an over-rail plaza would provide a connection between St Leonards CBD, St Leonards South area and St Leonards train station (via underpass). With the addition of community facilities such as the library, supermarket and other retail offerings this would become a hub of activity which would boost the night-time economy. However wind mitigation measures may need to be incorporated into the final design of the plaza, along with other environmental controls.

Both the proposed new Metro station and the existing St Leonards railway station are logical locations for a bus/rail interchange. However, it is recognised that final negotiations and arrangements need to be completed with planning and transport authorities prior to implementation. Council recommends that an Interchange Access Plan should be developed as part of the 2036 Plan. It should address the space requirements for any potential amelioration or interchange (particularly where a building is proposed) upfront.

2. LANDSCAPE:

2.1 Open Space – Overshadowing of Green Spaces

Comment: Concern expressed about overshadowing of green spaces in St Leonards South, such as high-rise on the west side of Newlands Park which would likely block sunlight to the Park.

Response: Extensive overshadowing analysis is included in Council’s Supplementary Urban Design Report which demonstrates that the proposed new open space (and existing open space) would have complying solar access.

Built form envelope testing demonstrates that solar access to Newlands Park will not be affected by development in St Leonards South until 12pm in the mid-winter period. Even after 12pm, much of Newlands Park would still receive solar access until 3pm in the mid-winter period – far in excess of State Government requirements in the Apartment Design Guide (Part 3). More information about Overshadowing (and related principles in the Draft 2036 Plan) is included in section 1.2 of this fact sheet and in the Council report.

Newlands Park currently has playground equipment with shade structures above, as direct exposure to sunlight onto children and families using the park can cause health and safety issues. Newlands Park offers opportunities for access to sunlight, dappled light and shaded areas, affording park users a range of options to choose from.

2.2 Need for More Usable Open Space

Comment: Need for more ‘real’ useable open space including a mix of green spaces, sporting facilities and family spaces. Other suggestions were also made including adding more green space on concrete structure above the railway track and possibly exploring an industrial area and Gore Hill cemetery.

Response: Council’s Draft Landscape Master Plan identifies and seeks to provide a wide range and mix of new public and private open spaces throughout the St Leonards South area. (refer pages 31

and 32 of the Draft Landscape Master Plan). This includes significantly extra new public open space just within the St Leonards South area, including a new 0.38ha central park.

Council is also proposing a 0.5ha over-rail, open space plaza and upgrading of the existing plaza at Friedlander Place, as part of its 'pilot' project approach to St Leonards. The final 'pilot' project has now been approved and planning for the over-rail plaza and upgrading of the existing plaza has commenced.

The new plaza and open spaces would be connected with community facilities and commercial/retail space and also with existing 'green' open spaces in order to deliver a network or 'green grid' as described in the North District Plan.

However, given that the potential cost of Council's current plans for the over-rail plaza likely to be in excess of \$50 million, extending the plaza further south to River Road is not economically feasible.

The industrial area and Gore Hill Oval are Willoughby Council's responsibility. Utilisation of cemeteries such as Gore Hill as potential useable open space has been done successfully in other council areas.

2.3 Need for More Tree Canopy Cover & More Open Space

Comment: It is suggested that the St Leonards South draft plans are inconsistent with the proposed principles for the remainder of the precinct (e.g. 40% tree cover, open space requirements). However, one group supported the setbacks and open space proposed for the area, though participants wanted to see more of the latter.

Response: The NSW Government has set a target to increase 'Suburban' tree canopy cover across Greater Sydney to 40 per cent. The Draft Green Plan confirms that the current urban tree canopy in the 'Suburban' area of the precinct (including St Leonards South) already achieves the target of 40% across public and private land. It also confirms that this includes Council's draft St Leonards South Plans as the proposed:

"Urban Tree Canopy Plan takes into account the proposed changes to land uses and development controls" (Draft Green Plan, 2018: page 32).

The Draft Green Plan identifies Newlands Park as being highly vegetated and currently having more than 40% tree canopy, creating significant existing canopy shading to the park. The Plan encourages the planting of an additional 20-25 trees in Newlands Park in the Tree Canopy Plan.

Council's Draft plans are consistent with this approach as the Draft Landscape Master Plan shows the design of these public and private open spaces including locations of the trees that would be retained and added (refer pages 45 – 50).

The Draft 2036 Plan and supporting technical studies supports Council's proposed open space plans. The *Street Tree Masterplan* section of St Leonards South draft LMP states that it:

...aims to build upon the existing character of the precinct by retaining existing street trees where well established and of suitable species, and supplementing these to help maintain and enhance the existing leafy character. Priority will be given to those sides of the streets where

trees have been adversely affected by pruning to clear overhead powerlines (eg. east side of Park Rd), in conjunction with a program to underground power lines, and to streets where trees are less well established (eg. Berry Road) or are absent / in poor condition (west side of Canberra Ave). It is proposed to continue to plant street trees predominantly within the verges to maintain/create a symmetrical avenue affect.

Further landscape technology is being investigated to ensure street trees are protected by placing services under reclaimed roadway, and by use of the new Strata Cell/Vault tree-planting system.

Actions within Council's Delivery Program indicate that overall urban forest and canopy cover would be maintained and enhanced on public and private land throughout Lane Cove by implementing the *Lane Cove Street Tree Master Plan 2014* (Urban Canopy Study) and Council's *Community Strategic Plan* (CSP).

The Draft Green Plan considers the proposed changes to zoning and the Draft St Leonards South Plans go further in terms of measures for canopy cover recommended by the Green Plan.

3. BUILT FORM:

3.1 Housing Diversity

Comment: Preference for more variety of housing forms in keeping with character of the area (e.g. villas, townhouses, low rise, bungalow, terraces) for different demographics and family needs.

Response: The Draft 2036 Plans provide for a range of zones (including residential) across the entire precinct. Spread throughout the precinct there are different types of housing in existing mixed use; and low, medium and high density residential zones.

In terms of St Leonards South (SLS), the current housing stock varies – from mixed use residential close to the Pacific Highway (from 5, 7 and 29 storeys), to high density residential flats in Duntroon Avenue (ranging from 5 – 7 storeys) to older flats at the Greenwich Road end (4-5 storeys) and a mix of dual occupancy (attached) and detached dwellings.

The planning approach taken by SLS is to concentrate high density (subject to urban design considerations) within 400 metres of St Leonards train station, without compromising the established commercial core of St Leonards – this is consistent with the North District Plan approach.

Furthermore, this area is already surrounded by mixed use residential (Loftex development in Marshall Avenue) and high density residential in Duntroon Avenue. The Draft Economic Feasibility Review by SGS Economics, has suggested:

“In order to facilitate a more diverse housing outcome, the Precinct could accommodate some larger apartments and some ground floor/podium townhouses” (Economic Feasibility Review, 2018: page 44).

Council has already implemented this approach as part of the Loftex mixed use development which included a range of apartments with some ground floor / podium townhouses along with a range of apartment dwelling types (i.e. One, two, three four+ bedrooms) and can easily be applied to the Draft St Leonards South Plans.

Council's existing Development Control Plans also implement accessible, visitable and adaptable housing requirements into new developments. These controls cater for older residents and residents with disability living in dwellings which can be converted to a standard dwelling later if required.

High density residential rezoning in St Leonards South would not only provide greater housing diversity in the area (by permitting new dwelling types which are prohibited in the current zoning) it would also allow for a greater diversity/mix of land uses (which are prohibited under the current zoning) including small scale retail uses (i.e. Neighbourhood shops) while retaining the remainder of the area for lower scale residential.

3.2 Desire for Certainty on Quality Design, Setbacks, Transitional Built Form, Sensitivity to Topography and Infrastructure Delivery

Comment: Desire for certainty that quality design will be observed, including in relation to setbacks (increase building setbacks on Marshall Avenue), the transitioning of building heights and sensitivity to topography. Government Architect's conditions should apply to every development in the area. Further discussions identified the need for community amenities and infrastructure to accompany development.

Response: Council's exhibited 'Plain English version' for St Leonards South explains that quality design and building height compliance would be controlled through an LEP 'incentive' clause and maps. In order to qualify for these incentives, sites:

"must meet preferred land amalgamation patterns and have a high level of landscaping (as defined in the Landscape Master Plan) in order to be considered for incentives.

*Further incentives are available to select sites closest to the St Leonards Station if they provide open space, multi-purpose facilities (child-care centres and community halls), key worker housing, and efficient pedestrian and traffic circulation. **These incentives are designed to promote appropriately located built form that transitions down from the St Leonards Station to River Road**".*

Further, to ensure these incentives are not varied "***the Proposal includes a separate clause which would prevent applicants from changing development standards (i.e. floor space ratios and height limits)***". Overall these mechanisms would ensure that these benefits and infrastructure are delivered at the same time development is occurring.

The design of setbacks can be dependent on a range of factors including planning intent, site constraints, land uses, existing setbacks and desired future character. Given these different considerations and site specific conditions, it is not appropriate to have uniform setbacks to all types of land uses.

In terms of Marshall Avenue, it is not possible to increase setbacks on the north side of Marshall Avenue because the buildings already exist.

A number of proposed buildings on the south side of Marshall Avenue are also set back further than normal to allow for more open space along Marshall Avenue. Compliance with the State Government's Apartment Design Guide would not be achieved if greater ground level setbacks applied.

The Government Architect's conditions only relate to significant sites and are one of many mechanisms that can be utilised to ensure quality design is achieved. Under the Apartment Design Guide, Councils can form Design Review Panels for apartment developments. Council resolved in July 2015 to form a Design Review Panel for all St Leonards South developments, with its purpose being to ensure high quality design outcomes are achieved for each site.

The draft *Utilities Report* shows that all the major agencies (Sydney Water; Ausgrid; NBN Co; etc) are monitoring development in the Precinct, and are planning to meet commitments.

3.3 Transitional built form on Park Road – Transitioning down to surrounding low density residential in general

Comment: Concerns about heights and floor space ratios of Park Road, including proposed transition from 8 to 2 storey buildings and there an opportunity to transition heights on the west side of the street.

Response: As stated in section 3.2 of this fact sheet, transitional built form would be controlled through an LEP 'incentive' clause and maps. In order to qualify for these incentives, sites:

“must meet preferred land amalgamation patterns and have a high level of landscaping (as defined in the Landscape Master Plan) in order to be considered for incentives.

*Further incentives are available to select sites closest to the St Leonards Station if they provide open space, multi-purpose facilities (child-care centres and community halls), key worker housing, and efficient pedestrian and traffic circulation. **These incentives are designed to promote appropriately located built form that transitions down from the St Leonards Station to River Road**”.*

The draft *St Leonards South DCP* addresses measures to ensure a transition to adjacent lower density residential areas along Park Road and along River road:

- The street front setback for buildings along nearly all of Park Road east and River Road is increased from the usual 4m to 10m. In addition, along Park Road east, the buildings are to be set back a further 3m after 2 stories in height. This would make a total setback of 13m from the front fence on Park Road to the 3rd floor. Buildings fronting River Road are generally 4 storeys in height;
- Substantial front setback landscaping;
- Large tree species are to be planted in this setback where appropriate;
- Street tree planting is strengthened. Council is considering the new Strata Cell/Vault tree-planting system (integrating trees, paving and underground services); and
- Integration within the street context is sought in terms of landscape, fence/hedge treatments, colour and materials.

These measures are illustrated in Figure 8.12 of Council's Draft DCP (page 29) while other protections have been described in section 1.3 of this fact sheet.

The addition of a new central open space adjoining the heritage items in Park Road (west) would also help to reduce the visual impacts of development on the adjoining areas.

These measures are consistent with the findings of the Draft 2036 Plan technical studies (i.e. Urban Design Study, Draft Green Plan and Heritage Analysis) including concentrating increased densities closest to the St Leonards Station (see also section 4.4 of this fact sheet).

3.4 Impact of Terrain on Built Form

Comment: More sensitivity is required to the topography of the site.

Response: The draft LMP for St Leonards South states that, “the existing site topography falls from the Pacific Highway north-south to River Road and also west-east to Canberra Avenue and Newlands Park. Grades are generally steep with the majority of the site being between 1:20 and 1:5 with localised slopes exceeding 1:5, particularly in the south part of the site.

The existing topography presents a number of challenges in relation to the master plan including accessibility, solar access and how the built form responds to the often-steep grade changes.”

In terms of pedestrian accessibility around St Leonards South, the LMP states:

Most of the existing streets and proposed development sites have steep grades which exceed those required for universal accessibility.

The approach taken in the Landscape Master Plan has been to prioritise providing an accessible public route along the main east-west open space link between Canberra Ave and Park Road through the proposed new local park. The Master Plan also aims to provide as much accessibility as possible along the north-south green links between adjacent development sites.

The north-south level changes along the green links (“green spines”) take the form of accessible ramps, or lifts, connecting large flat common areas between 1 and 3 metres above or below each other.

In part-response to the topography, The *St Leonards South Master Plan* (Dec 2014) states that:

buildings should run in a N-S direction in a relatively narrow band (12-18 m) parallel with streets, setback 4-5 m to provide deep soil frontages and with basements principally under buildings to preserve as much deep soil as possible at the rear.

The benefits of this north – south arrangement include:

- Excellent deep soil conservation;
- Good solar access to east and west facades and to streets and private/communal open space;
- Use of slope to access basement parking and reduce ramps; and
- Use of slope to access buildings for pedestrians directly and without significant level changes.

3.5 Community amenity

Comment: The need for community amenities and quality transport infrastructure to accompany increased development is supported.

Response: The reference in the draft 2036 Plans workshop to “the need for community amenities” is deemed to refer to community facilities. The ‘*St Leonards and Crows Nest Station Precinct Social Infrastructure and Open Space Study*’ identifies “community amenities” as referring to community centres and spaces, to libraries and cultural facilities, to all levels of education including vocational, to health facilities, to emergency services facilities, and to child care facilities.

Council's ‘pilot projects approach’ in St Leonards utilised the principles of transit-orientated development closest to the St Leonards train station (and Strategic Centre) in order to revitalise the area through targeted redevelopment of strategic sites which could deliver the highest public benefits. **This has led to the upgrading of existing and new infrastructure** - urban open space (such as a revitalised Friedlander Place), east-west pedestrian and new road connections, public car parking, a new supermarket, public library and an Over-Rail plaza of 0.5ha.

Council's draft St Leonards South plans seek to continue this approach by providing and co-locating key additional local infrastructure such as multipurpose facilities (child care centres and community centres), 1ha of extra open spaces, and several east-west connections. As part of the bonus-for-public-benefits model for development of St Leonards South, Council is providing for two 450m² child care centres with outdoor playgrounds and two 150m² community facilities. The layout of the facilities would be flexible to allow for use to reflect community needs. This process ensures that facilities/infrastructure is provided prior to residents moving into developments.

4. LAND USE:

4.1 Less Residential Density

Comment: Concern expressed for the significant amount of residential development and a call to lower the proposed residential density. Request made to better spread residential density across the precinct.

Response: The Greater Sydney area is predicted to need an extra 725,000 dwellings in the next 20 years. Planned Precincts, such as St Leonards/Crows Nest, provide a planned approach to growth in Sydney, with new homes and jobs located close to public transport, shops and services, while retaining and enhancing a community’s character. There are currently 16 Planned precincts being planned in Sydney.

Lane Cove Council has taken the initiative in providing additional dwellings in the commercial ‘pilot projects’ and St Leonards South areas. The Greater Sydney Commission has confirmed in writing that the additional capacity created through these local planning initiatives will count towards achievement of the 10 year target which Council will be required to meet. The GSC letter states that:

“Based on Council's estimates of capacity created via planning strategies currently being considered and Council's 2009 LEP, the LGA has the potential to exceed a 6-10 year (2021-2026 target)... In this regard we recognise that the additional capacity you are creating now through your local planning will be counted towards your achievement of a 10-year target.

The St Leonards South planning proposal focuses residential densities towards the St Leonards and (by implication) Crows Nest train stations. Most of the proposed development lies within 800 metres of St Leonards station. As a transit-orientated development (TOD), the planning proposal supports the

role of St Leonards as a strategic centre and achievement of the expectations set by the *North District Plan* on page 67 (see Action 36), including:

"co-location of a wide mix of activities, including residential; high levels of amenity, walkability and being cycle-friendly; areas identified for commercial uses and, where appropriate, commercial cores" (page 67 of North District Plan).

To help ensure that infrastructure such as schools, parks, community facilities, public transport and road upgrades are delivered to support residential community needs, planning for Planned Precincts is coordinated by state and local government.

4.2 Schools

Comment: General support for school infrastructure.

Response: NSW Education has confirmed in a 19 January 2018 letter that "schools within Lane Cove and its surrounding areas are considered a priority for coming rounds of planning, and that Council and the community would be consulted within that process". In the letter from the Department of Education, it was stated:

In response to proposed residential growth in St Leonards, primary and secondary education infrastructure planning will continue to liaise with the Department of Planning & Environment. In overview, the Department supports Council's plans and their consistency with NSW policies promoting integrated residential and infrastructure growth in proximity to the St Leonards centre.

4.3 Commercial

Comment: Concern was expressed that employment targets won't be reached, especially with the current emphasis on residential development and there was a desire to see land used to provide long term employment opportunities.

Response: There is significant opportunity to provide retail and commercial employment opportunities, particularly in the commercial core of the CBD, given Council's measured and targeted approach to mixed-use zones. Please refer to Council report for detailed analysis and section 1.1 of this fact sheet for more information.

4.4 Housing Mix and Affordable Housing

Comment: Preference for a Housing Mix across the Precinct (including town houses, terraces, small apartments), and especially affordable housing for nearby health workers and others.

Response: In addition to the response in section 3.1 of this fact sheet on housing diversity, the Draft St Leonards South plans do include affordable / key worker housing as part of the Draft LEP mechanism described in Council's 'Plain English version' – this is also a specific action for health and education precincts of the North District Plan (Action 29 d.).

Council is currently achieving affordable/key worker housing, delivered in perpetuity, on a site-specific basis through Voluntary Planning Agreements. Council proposes to deliver Key Worker Housing in the St Leonards South precinct, to provide much needed housing for workers within 30 minutes of the

Health and Education Precinct. This is to be activated through an LEP-based bonus mechanism as part of its exhibited plans.

Council's approach in SLS is to design a high quality built form envelope (based on urban design, planning and overshadowing) and analyse what amount of affordable/key worker housing could be provided as well as other benefits.

This approach seeks to ensure a balanced built form outcome and create the highest levels of liveability through urban design, overshadowing, accessibility, and affordability considerations.

4.5 Extend St Leonards South

Comment: Planning for St Leonards South should include the area up to Greenwich Road.

Response: This was considered by Council's St Leonards South Master Plan in 2014 following initial community consultation. Chapter 4 of the document examines a number of possible growth scenarios, including:

- high development density dispersed throughout St Leonards South,
- high density concentrated (around St Leonards train station),
- 2 medium density options,
- Highway frontage (redeveloping the commercial land along Pacific Highway) and
- no development.

Expert advice recommended concentrating development closest to the St Leonards train station as the preferred option as this was consistent with the main principle of transit-orientated development which is to have the greatest residential density within 400 metres of any transit node.

Following extensive community consultation, these and other options (suggested by the public) were considered in the Council's post-consultation report in July 2015. It was resolved to rezone the area up to Park Road (east). This included the limit of the 400 metres circle from the St Leonards train station.

Traffic analysis also confirmed that full rezoning from Canberra Avenue to Greenwich Road is:

"Not feasible. The complex series of major network upgrades required would be difficult to plan and be approved. River Road would fail at key intersections".

The St Leonards cumulative traffic model was developed with NSW Roads and Maritime Services since 2013 and approved by the RMS as fit-for-purpose. A revised traffic study was also conducted by TEF to verify the initial findings – this was also approved by the RMS as fit-for-purpose. For further detail, see Council's Formal response to Gateway conditions and 5.1 below.

5. MOVEMENT:

5.1 Traffic Modelling – St Leonards South

Comment: One group suggested that traffic modelling for the area was insufficient and that further studies should consider the impact of additional development on traffic. Marshall Avenue and Lithgow Street should also be as wide as possible for pedestrian access.

Response: As described in section 4.5, Council’s cumulative traffic model and its findings has been approved as fit-for-purpose by NSW Roads and Maritime Services and constantly updated (and approved by NSW Roads and Maritime Services) following each development application for the ‘pilot’ project sites – including the most recent JQZ site.

As part of the Draft 2036 Plans, a *Strategic Transport Study* was created to analyse development levels across the entire precinct having regard to traffic and transport impacts and responses. The report validates a number of Council’s findings and recommends a number of measures to improve accessibility to public transport. Interestingly, the State Government Study only recommended minimal road network improvements as:

“Major improvements are likely to be counter to the desire to encourage shift to more sustainable modes” (Strategic Transport Study, 2018: page 109).

In terms of widening Marshall Avenue and Lithgow Street as much as possible for pedestrians, it is noted that the proposed width, especially that in Marshall Avenue (*St Leonards South Landscape Master Plan*) would provide excellent amenity and streetscape.

5.2 Traffic Impacts of Further Development

Comment: Excessive traffic congestion already exists in the precinct and will be exacerbated by further development, especially at intersections.

Response: As described in section 4.5, Council’s cumulative traffic model and its findings has been approved by NSW Roads and Maritime Services and is constantly updated.

Development is predicted by the 2036 Plan to lead to an upper limit of an extra 6,800 dwellings approximately, and 16,400 new jobs in the Precinct (High jobs target in District Plan).

Lane Cove Council has commissioned several cumulative traffic studies over the period of 2013 to 2017 in order to measure the likely impact of the ‘pilot projects’ and St Leonards South on traffic flow. The most recent study concluded that:

The modelling results indicate that a number of relatively minor improvements would be required as a result of general growth of network traffic, LEP 2009 developments [along Pacific highway] and the proposed St Leonards South Master Plan development. These improvements will be required regardless of the approved and proposed developments subject of this report [the ‘pilot projects’].

By themselves, [Council-approved] developments will not generate sufficient additional traffic to require infrastructure improvements.

(*St Leonards South – A Report on Traffic Impacts of Large-Scale Developments on Pacific Highway*. TEF Consulting, 2017 p 22)

For the broader St Leonards/Crows Nest Precinct, the *Strategic Transport Study* (Cardno, 2018) considered existing and future movement within, to and from the area and made various recommendations to improve transport infrastructure.

“The Pacific Highway will continue to have high demands during peak periods and operate as a key movement corridor through the Precinct.

“Strategic cost estimates have been prepared for the 93 transport infrastructure items recommended in the Report. Some infrastructure is recommended to be provided as part of a State Infrastructure Contribution (SIC) fund. This occurs where infrastructure is considered to have a broader regional benefit and hence a state economic benefit. Other infrastructure is considered to have a local use and benefit.” (p99)

5.3 Pedestrian Crossings on Pacific Highway

Comment: Need for pedestrian crossings on Pacific Highway.

Response: The *Strategic Transport Study* (Cardno, 2018) identified that:

Key pedestrian movements, particularly when interacting with the Pacific Highway, are characterised by poor pedestrian amenity, safety and connectivity.

It recommended, as part of the 93 transport infrastructure items:

Deliver new and upgraded pedestrian infrastructure to enhance movements within the Precinct to support both local trips (particularly between the St Leonards and Crows Nest centres where development is focused), and to access to improved rail services within the critical 800 metre to one kilometre walking catchments. Provide missing pedestrian crossings at intersections where this does not have a significant detrimental impact to existing traffic conditions.

The *Cumulative Transport and Accessibility Study for St Leonards South* (Sep.2017) states that:

“The planned development in the study area provides an opportunity to improve the pedestrian connectivity and permeability. A well-connected pedestrian network is recommended in Section 5.3 [pp24-27] of this report.” (p1)

Crossings are therefore supported at strategic locations along Pacific Highway.

5.4 Crossing at River Road & Canberra Avenue

Comment: An overpass or underpass at River Road would help better connect St Leonards South with Smoothery Park. However, recommended that an overpass be used rather than a set of traffic lights.

Response: Council's *Cumulative Transport and Accessibility Study* proposes a set of traffic lights at this intersection for pedestrian and cycle connectivity; and this is also supported by the State Government's *Strategic Transport Study* and *Draft 2036 Plan* as it would:

"Improve pedestrian connectivity and safety along River Road and to/from the St Leonards South development" (*Strategic Transport Study*, 2018: page 105).

The Draft 2036 Plan also proposes to investigate widening the rail bridge (along River Road) in order to connect Duntroon Avenue to Lithgow Street.

Given that at-grade separation is preferred by NSW Roads and Maritime Services for pedestrian and cycle connectivity it is unlikely that either an underpass or overpass would be supported in this location.

In addition, traffic lights or a signalised pedestrian crossing are recommended for the River Road/ Canberra Avenue intersection. Further, as part of upgrading the existing pedestrian connection between Berry Road/ Holdsworth Avenue with River Road, appropriate night time lighting and a pedestrian overpass are recommended.

5.5 Capacity of Metro to take extra passengers – limited

Within the *Strategic Transport Study* (Cardno, 2018), complex modelling of four possible development scenarios was undertaken balancing the changing use of transport modes of train, bus, light rail, ferry, car driver and passenger under each scenario. In terms of basic capacity:

"The introduction of Sydney Metro will more than double the current capacity of the rail network through the Precinct and expand the rail catchment. The rail network maximum capacity is approximately 24,000 people in each direction and the Sydney Metro capacity will be approximately 40,000 people in each direction. The expansion of the rail (including Sydney Metro) catchment will increase the use of rail." (p87)

"Sydney Metro is expected to accommodate very high demands through the Precinct..." (p88)

In all development scenarios, it was concluded that, up to and including 2036, demand for the rail network:

"...indicates demands [will be] less than total capacity." (p89) This is despite, *"...increase in rail usage is beyond the combined rise of residential and employment populations, indicating that rail is catering for a higher proportion of trips in future scenarios."* (p88)

Similarly, the *Cumulative Transport and Accessibility Study for St Leonards South* (Sep.2017) concludes:

"Currently the North Shore train line, covering St Leonards, is approaching its capacity. The existing train network will not cater for the additional demand generated by the development in the study area. The new Sydney Metro (Crows Nest station) will double the train capacity in this precinct. This will easily cater for the further demand arising from the beyond the combined rise of residential and employment populations planned growth in the study area." (p2)