

Planning Services

Gateway Determination Report

LGA	Lane Cove
PPA	Sydney North Planning Panel
NAME	Planning proposal to permit shop-top housing as an additional permitted use and increase the maximum building height at 2 Greenwich Rd, Greenwich (70 homes, 10 jobs).
NUMBER	PP_2018_LANEC_001_00
LEP TO BE AMENDED	Lane Cove Local Environmental Plan 2009
ADDRESS	2 Greenwich Road, Greenwich
DESCRIPTION	Lot 2 DP 566041
RECEIVED	28 January 2017
FILE NO.	IRF18/935
POLITICAL DONATIONS	There are no donations or gifts to disclose and a political donation disclosure is not required.
LOBBYIST CODE OF CONDUCT	There have been no meetings or communications with registered lobbyists with respect to this proposal.

INTRODUCTION

Description of planning proposal

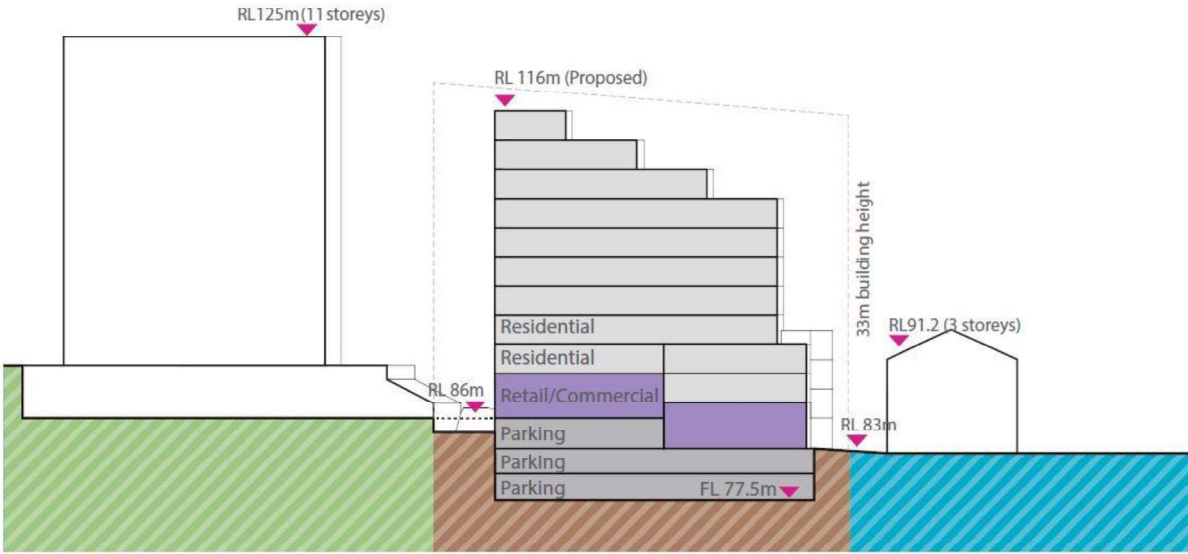
The planning proposal seeks to amend Lane Cove Local Environmental Plan (LEP) 2009 at 2 Greenwich Road, Greenwich to include shop-top housing as an additional permitted use and increase the maximum building height from 25m to 33m.

The proposal is supported by two concept designs (or scenarios), both proposing an 11-storey shop-top housing development with ground floor commercial/retail space (915m²) and 10 storeys of residential above.

Scenario 1 proposes 60 dwellings with a floor space ratio (FSR) of 2.4:1, and Scenario 2 proposes 70 dwellings with an FSR of 2.7:1. Both concepts seek the same amendments to the LEP and do not seek to alter the existing maximum FSR of 3:1.

According to the proposal, Scenario 1 integrates with the current planning controls. Scenario 2 anticipates an uplift in the density of surrounding properties, given the site is within the St Leonards and Crows Nest Station Precinct and within proximity of the precinct boundary for the St Leonards South Draft Master Plan (this is discussed in further detail on page 6). The supporting urban design report provides a framework for the densification of the Greenwich area.

As shown in **Figures 1** and **2** (next page), the roof form and height transitions for each of the proposed scenario concept designs are different. However, the proposed site planning, lower level setbacks and podium heights for each scenario are the same.



Section (A-B)

Figure 1: Proposed concept 1 – section A–B (source: Roberts Day)

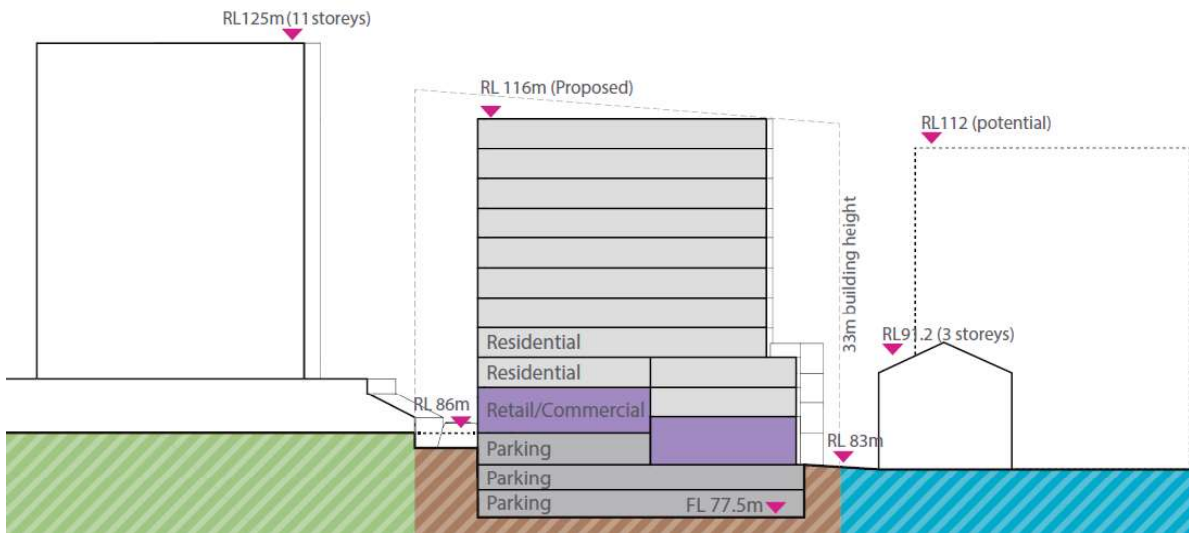


Figure 2: Proposed concept 2 – section A–B (source: Roberts Day).

Background

The planning proposal was submitted to Lane Cove Council on 11 April 2017. The proponent lodged a rezoning review request on 18 August 2017 as the proposal had not been determined within 90 days of lodgement.

The Sydney North Planning Panel considered the planning proposal on 25 October 2017. Most of the Panel members were of the view that the proposal should be submitted for Gateway assessment subject to the zoning, density and height being consistent with the outcomes of the strategic investigation being undertaken by the Department for St Leonards and Crows Nest prior to exhibition of the planning proposal.

The Panel was also of the view that the retention of the B3 zoning and inclusion of shop-top housing is undesirable as it would make the site the only B3 zone in the Lane Cove LEP with shop-top housing permissible. The Panel recommended the proposed provisions be reconsidered to be consistent with the current adjoining and likely future zoning.

On 22 December 2017, the Panel was appointed the role of planning proposal authority (PPA) as Council did accept the PPA role within 42 days of the Panel's recommendation.

Site description

The site is occupied by the Northside Clinic Private Hospital, which is a three-storey mental health care hospital providing 92 beds.

The site is one block from the south-east corner of the Pacific Highway and Greenwich Road (**Figure 3**). It has an area of 2,140m² and is steeply sloping with a 5m fall to the rear boundary and 3m fall to the southern boundary. Vehicular access is available from Greenwich Road.

The site is zoned B3 Commercial Core under the Lane Cove LEP (**Figure 4**). It is subject to a maximum FSR of 3:1 and a maximum building height of 25m (**Figures 5 and 6**).



Figure 3: Location of subject site.

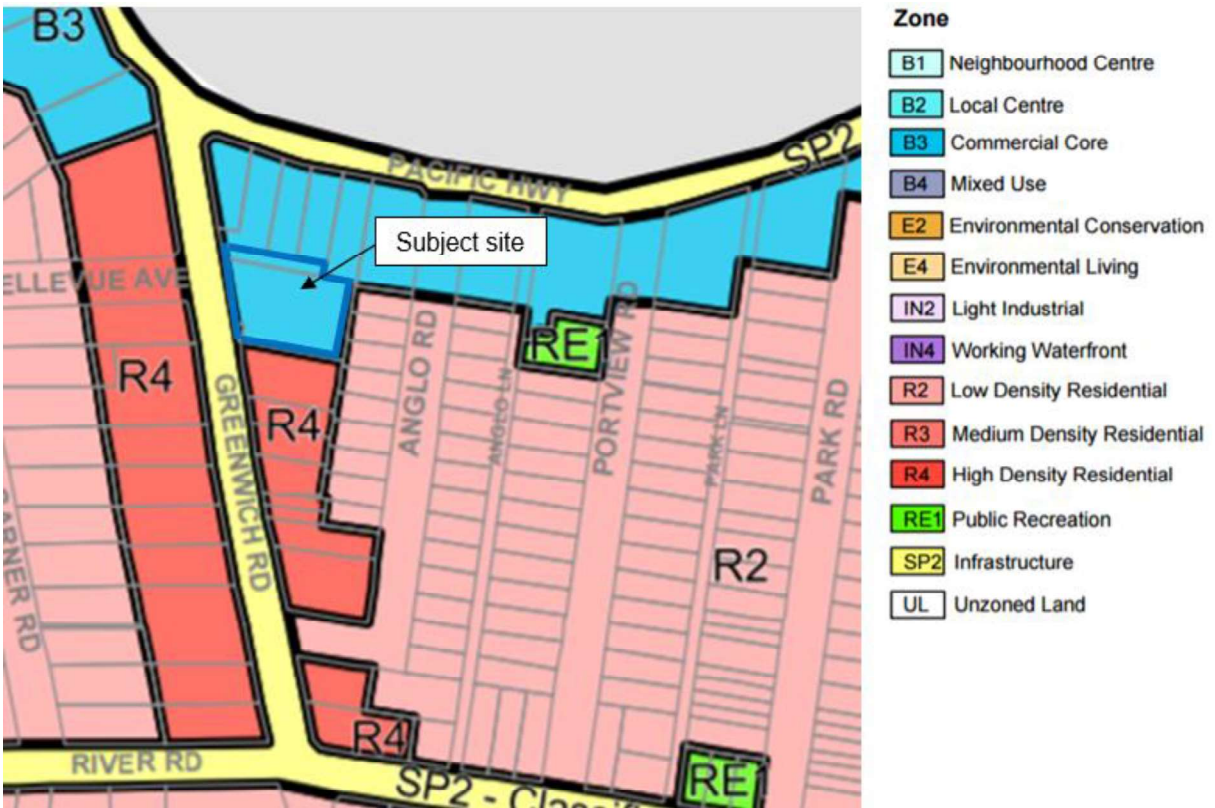


Figure 4: Extract from Lane Cove LEP land zoning map

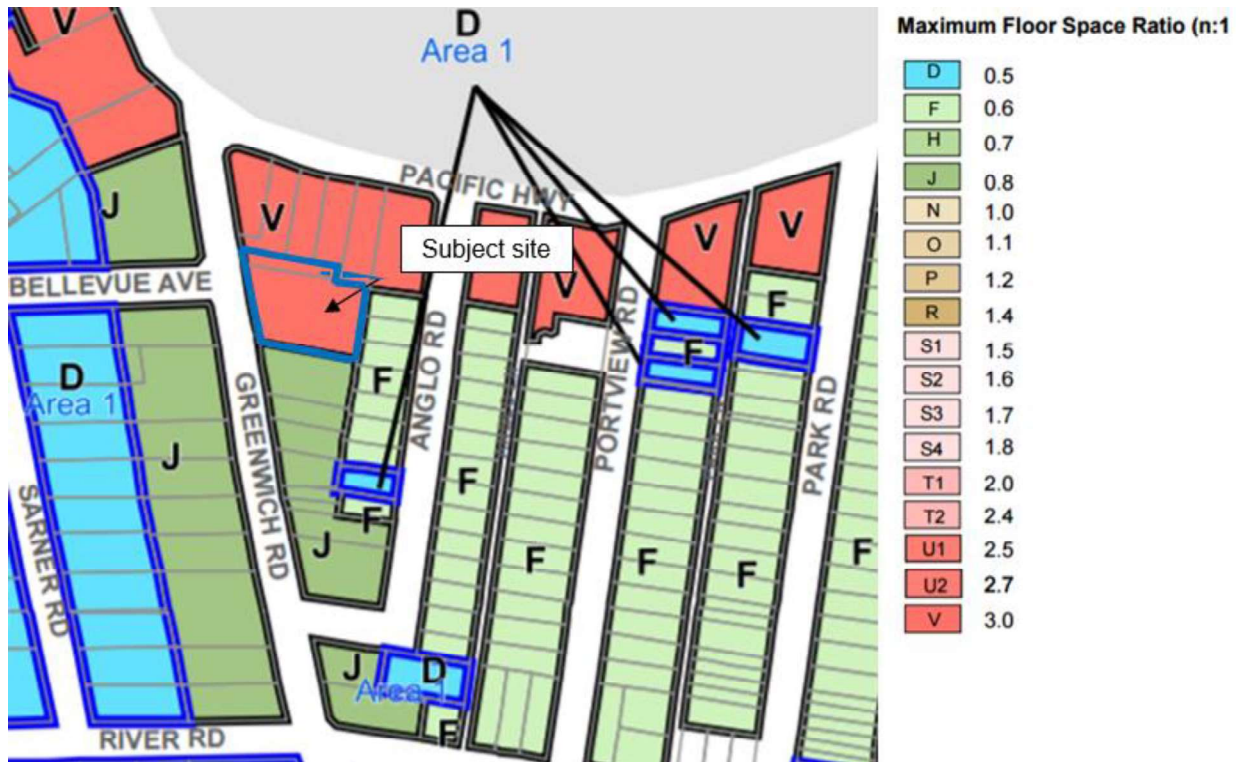


Figure 5: Extract from Lane Cove LEP FSR map

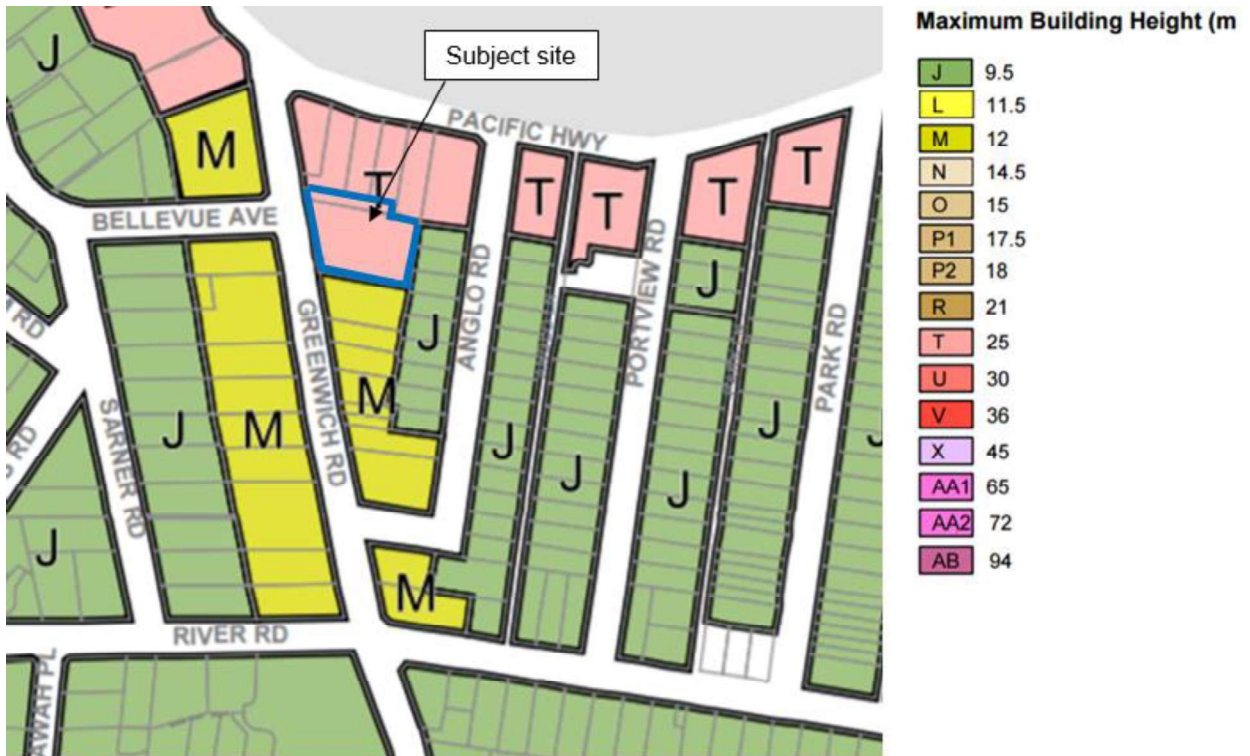


Figure 6: Extract from Lane Cove LEP height of buildings map.

Surrounding area

Adjoining the site to the north at 154 Pacific Highway is a 10-storey office building. To the south of the site is a three-storey residential flat building, and to the east are detached dwellings of two to three storeys.

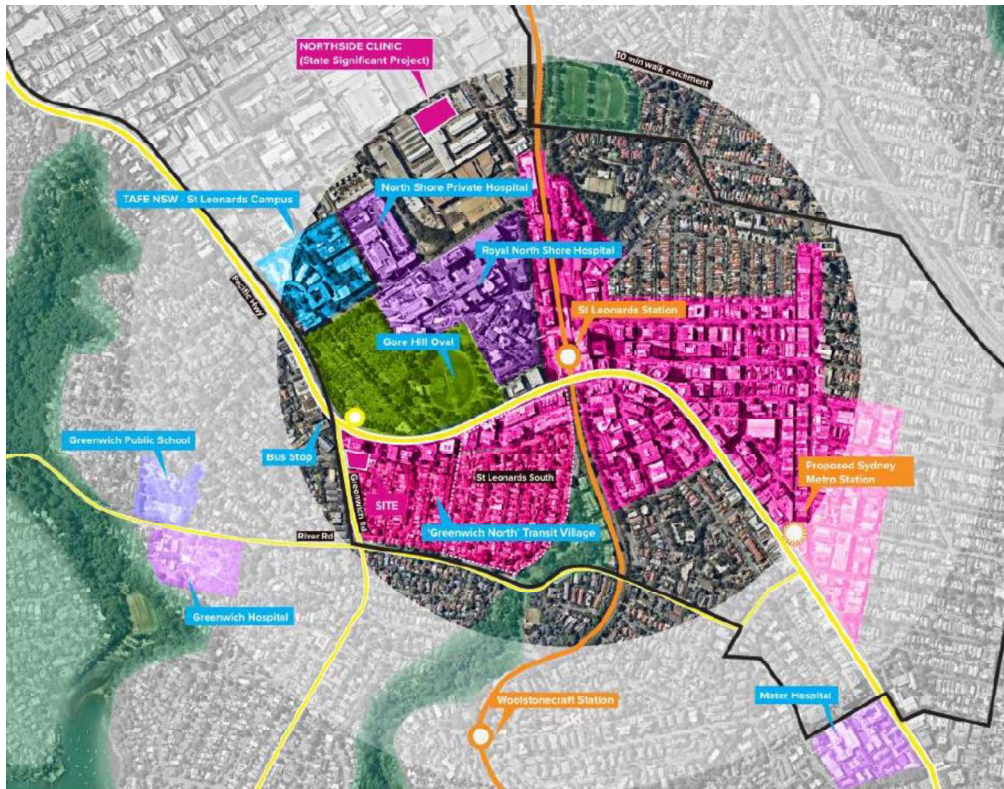


Figure 7: Locality map (source: Roberts Day).

St Leonards and Crow Nest Station Precinct Investigation Area

The site is within the Department's St Leonards and Crows Nest Station Precinct Investigation Area. The site is approximately 600m walking distance from St Leonards Train Station and 1.2 km from the future Crows Nest Metro Station.

The Department released an interim statement in August 2017 to provide the community with preliminary findings of its investigation work and a draft vision and guiding planning principles for the area. The subject site is on the cusp of two different character areas, being the Pacific Highway Corridor and Residential (St Leonards South) (**Figure 8**).

The Pacific Highway Corridor is proposed to be a high-density mixed-use corridor with a key focus on employment. St Leonards South is proposed to be a higher-density residential area, with increased densities focused on areas closest to the station.

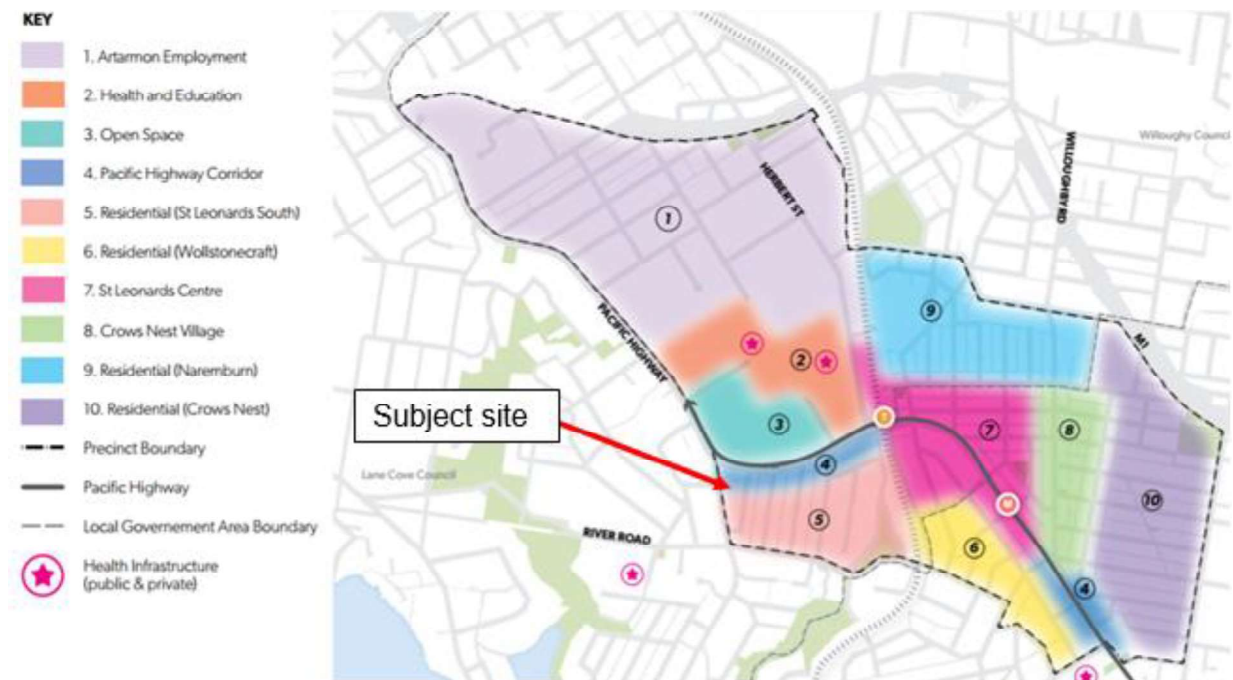


Figure 8: Extract from St Leonards and Crows Nest Station Precinct interim statement.

St Leonards South Draft Master Plan

On 2 September 2016, a Gateway determination was issued for the St Leonards South Draft Master Plan, a Council-led planning proposal four blocks to the east of the subject site (**Figure 9**, next page).

The proposal seeks to rezone the land from R2 Low Density Residential to R4 High Density Residential, increase the maximum building heights from 9.5m to heights ranging from 15m to 65m, and increase the maximum FSR from 0.5/0.6:1 to FSRs ranging from 2.5:1 to 4:1.

The proposal was exhibited from 31 October 2017 to 5 January 2018 and has not yet been determined.



Figure 9: St Leonards South Draft Master Plan rezoning area.

Summary of recommendation

It is recommended that the planning proposal proceed subject to conditions.

The planning proposal is considered to have strategic merit as it will assist in delivering housing supply and choice in an area supported by existing and future public transport infrastructure, being St Leonards Station and the future Crows Nest Metro Station.

The proposal is supported subject to its consistency with the draft Land Use and Infrastructure Implementation Plan (LUIIP) for the St Leonards and Crows Nest Station Planned Precinct investigations, prior to exhibition. The proposal is also required to be consistent with the final masterplan for the precinct before it may be finalised.

These requirements are reflected in the conditions of the Gateway determination and are consistent with the Sydney North Planning Panel's recommendations of 25 October 2017.

The proposal has not demonstrated that it will enable an appropriate built form that is compatible with surrounding development. A revised concept and urban design analysis will be required that considers the key objectives for site planning outlined in the Apartment Design Guide of SEPP No 65 – Design Quality of Residential Apartment Development.

PROPOSAL

Objectives or intended outcomes

The statement of objectives accurately describes the intention of the planning proposal, which is to enable the development of shop-top housing on the site. The proposal intends to:

- enable shop-top housing to be developed on the site, that incorporates ground floor commercial premises and upper level residential accommodation;
- introduce a transitional development that complements the range of surrounding land uses and integrates with adjoining built form;
- provide new housing in an accessible, established urban area to improve housing choice and affordability in the area and meet the housing needs of the growing population;
- preserve employment-generating activities on the site to provide jobs and services to support the local population;

- activate the site and public domain at street level through the provision of active ground floor uses; and
- assist in the creation of a neighbourhood centre for Greenwich.

Explanation of provisions

The following amendments to Lane Cove LEP 2009 are proposed:

- include shop-top housing as an additional permitted use; and
- increase the maximum building height from 25m to 33m.

It is proposed to achieve these amendments by introducing shop-top housing as an additional permitted use under Schedule 1 of the Lane Cove LEP 2009 and amending the height of buildings map as per Figure 10.

Part of the Department’s precinct investigations will include the preparation of a Land Use and Infrastructure Implementation Plan (LUIIP), which will provide a planning framework for the precinct and indicate the infrastructure upgrades needed to support the area’s sustainable growth over the next 20 years.

It is recommended that the explanation of provisions is updated prior to exhibition to reflect the draft LUIIP, including the proposed land use, maximum building height and FSR, as per the Panel’s recommendation of 25 October 2017.

Additionally, it recommended that the proposal align with the final masterplan or framework for the Planned Precinct.

Mapping

The indicative mapping that has been provided with the proposal is not suitable for exhibition purposes as it does not correctly identify the subject site. A condition of Gateway requires the planning proposal to be updated to provide revised mapping.

Mapping prepared in accordance with Department technical guidelines would be required for submission at the plan finalisation stage.

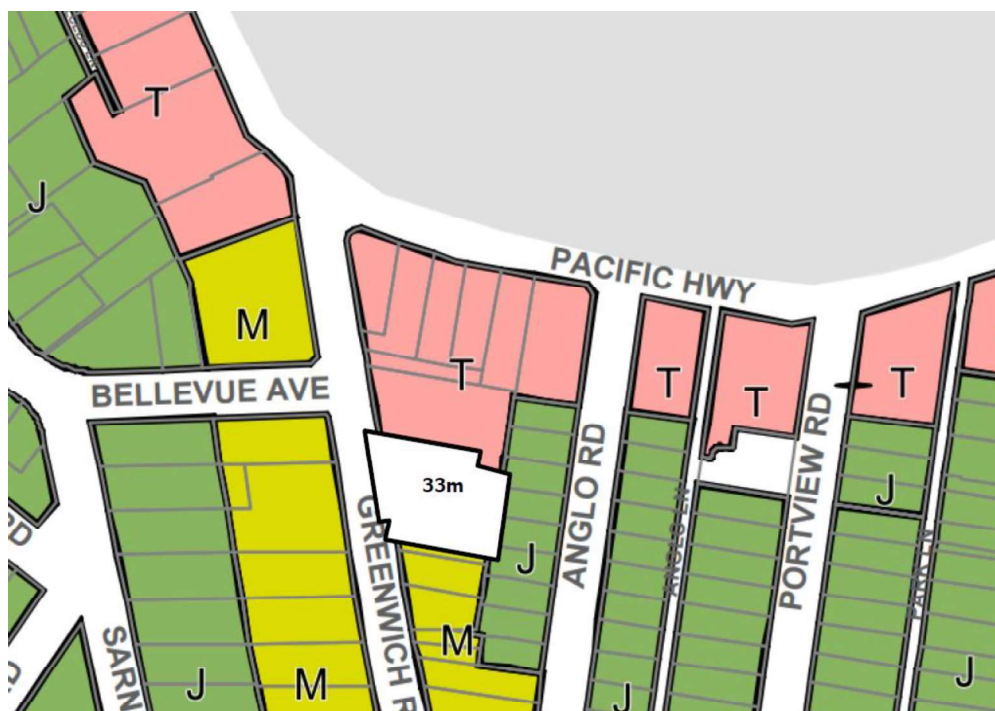


Figure 10: Proposed height of buildings map (source: planning proposal).

NEED FOR THE PLANNING PROPOSAL

The planning proposal seeks specific LEP provisions and there are no other mechanisms other than a planning proposal to permit shop-top housing on the site. The planning proposal is not the subject of any strategic study or report.

The proposal states that a planning proposal is required to implement the priorities and directions of state, regional and local strategic studies by providing a variety of housing opportunities close to existing homes.

STRATEGIC ASSESSMENT

State

Greater Sydney Region Plan

The Greater Sydney Region Plan was released by the Greater Sydney Commission on 18 March 2018. It provides a 40-year vision for Greater Sydney and is designed to inform district plans, local plans and the assessment of planning proposals. Of the 10 directions set out in the plan, the following are relevant to the proposal:

- A city supported by infrastructure and a collaborative city: A condition of Gateway is recommended to ensure that the planning proposal is updated prior to exhibition to reflect the findings of the Department's draft LUIP for the St Leonards and Crows Nest Station Precinct. The Greater Sydney Commission recognises St Leonards as a collaboration area and the work being carried out by the Department in its facilitation of interagency engagements and inputs. This work will inform the LUIP and ultimately guide the planning proposal.
- Providing housing choice and a walkable and accessible city: The proposal is intended to provide additional housing in an accessible location.
- Creating conditions for a stronger economy: The plan emphasises creating conditions for residential development within strategic centres, but not at the expense of the attraction and growth of jobs, retailing and services. Where appropriate, strategic centres should define commercial cores informed by an assessment of their need.

As part of the Department's investigations for the St Leonards and Crows Nest Station Precinct, a strategic employment review is being undertaken to inform the future LUIP for the precinct. Employment floor space will be analysed holistically across the precinct to enable the provision of sufficient commercial floor space in St Leonards. A condition of Gateway requires the proposal to be updated to demonstrate consistency with the draft LUIP prior to exhibition.

The planning proposal has addressed a superseded version of the plan. As per the conditions of Gateway, the planning proposal is to be updated to address the Greater Sydney Region Plan.

District

North District Plan

The Greater Sydney Commission published the North District Plan on 18 March 2018. The plan operates as a bridge between regional and district planning as it allows for the concentrated implementation of the Region Plan at the District level. The plan encompasses the Lane Cove Local Government Area.

The plan identifies St Leonards as both a strategic centre and a health and education precinct due to its high level of support for knowledge, health and education jobs. The plan also establishes an employment target of 54,000–63,500 jobs by 2036 for St Leonards, which is a 15-35% increase on the 2016 employment numbers.

The planning proposal is consistent with the following directions of the plan:

- *Planning Priority N4: Fostering healthy, creative, culturally rich and socially connected communities.*

The proposal seeks to promote active and sustainable transport modes through developing housing on the site with high levels of walkability and accessibility to public transport and services.

- *Planning Priority N5: Providing housing supply, choice and affordability, with access to jobs and services*

The proposal seeks to contribute to the liveability planning priorities in the plan as it will provide housing supply, choice and affordability. The proposed development would add up to 70 units with a mix of 1, 2 and 3-bedroom units.

- *Planning Priority N9: Growing and investing in health and education precincts*

Whilst the proposal does not alter the existing B3 Commercial Core zone and will continue to permit employment-generating activities, the introduction of residential on the site would reduce the likely development potential for commercial uses.

Action 29 of the District Plan states that St Leonards precinct should create conditions for the co-location of health and education facilities and attract associated businesses. However, it also recognises scope to include housing opportunities for students and workers within 30 minutes of the precinct.

Action 31 requires the delivery of a place strategy and infrastructure plan to find the right balance between these competing objectives within the precinct. This plan is currently underway by the Department in consultation with Council in the form of a Land Use and Infrastructure Implementation Plan for the precinct. As such, a condition of Gateway requires the proposal to be updated to demonstrate consistency with the infrastructure implementation plan prior to exhibition.

- *Planning Priority N12: Delivering integrated land use and transport planning and a 30-minute city*

The provision of residential capacity within walking distance of the employment centre of St Leonards as well as public transport infrastructure supports this priority.

The planning proposal has addressed a superseded version of the plan. As per the conditions of Gateway, the planning proposal is to be updated to address the final North District Plan.

Local

Council's Community Strategic Plan (CSP), Lane Cove 2025, identifies priorities and aspirations for the community and sets out directions and objectives based on the principles of sustainability.

The proposal states that it is consistent with the CSP as it will provide for the needs of the community through the provision of commercial space and new housing to accommodate businesses and the local population in an accessible location. This adheres to the CSP's goals of *a well designed, liveable and connected area and a vibrant and sustainable local economy.*

It is noted that on 18 June 2018 Council released a new CSP, Liveable Lane Cove 2035. A condition of Gateway requires the planning proposal to be updated to address the new CSP. It is noted that the new CSP has adopted the North District Plan's employment capacity target for St Leonards. As required by a condition of Gateway, the proposal will

need to demonstrate consistency with the LUIIP which will assess the employment needs in relation to land use for the precinct.

Section 9.1 Ministerial Directions

The planning proposal is consistent with the following section 9.1 Directions:

- 3.1 Residential Zones;
- 3.4 Integrating Land Use and Transport;
- 6.3 Site Specific Provisions; and
- 7.1 Implementation of A Plan for Growing Sydney.

1.1 Business and Industrial Zones

The proposal is consistent with this Direction as it retains the existing B3 Commercial Core zoning and therefore does not reduce the total potential floor space area for employment uses in business zones.

State environmental planning policies

The proposal is consistent with the following SEPPs:

- SEPP (Building Sustainability Index: BASIX) 2004;
- SEPP (Exempt and Complying Development Codes) 2008;
- SEPP (Housing for Seniors or People with a Disability) 2004;
- SEPP (Infrastructure) 2007; and
- SEPP (Affordable Rental Housing) 2009.

SEPP No 65 – Design Quality of Residential Apartment Development

As detailed under “Site-Specific Assessment”, the planning proposal has demonstrated limited site-specific merit. Part 2 of the ADG provides tools and guidelines to support the strategic planning process when preparing planning controls to allow appropriate consideration of site-specific merit. A condition of Gateway is therefore included requiring a revised concept design that assesses the proposal against Part 2 of the Apartment Design Guidelines (ADG) for SEPP 65.

SITE-SPECIFIC ASSESSMENT

Social

The proposal seeks to provide opportunity for additional housing in an area that is accessible to public transport. It also seeks to activate the site at street level by providing a commercial use at ground level.

Environmental

The site is in an established urban area with no known significant vegetation of ecological value on the site.

Traffic

The proposal states that the traffic generated from the proposed shop-top housing development can be accommodated by the existing road network. A condition of Gateway is included requiring the preparation of a traffic study to demonstrate the potential traffic impacts of the proposal. Consultation is also required with Roads and Maritime Services.

Bulk and scale

The planning proposal states that the area from Park Road to Greenwich Road, which was not included in the boundaries of the St Leonards South Draft Master Plan, can be expected to follow a similar pattern as the master plan in terms of densification. The supporting urban design report provides a framework for the densification of Park Road to Greenwich Road and is provided to support the proposed scenario 2.

It is not clear whether this framework aligns with the strategic investigations for the St Leonards and Crows Nest Station Planned Precinct Investigation Area. As such, a condition of Gateway requires that prior to public exhibition of the proposal, that the planning proposal is revised to demonstrate consistency with the draft Land Use and Infrastructure Implementation Plan of the St Leonards and Crows Nest Station Planned Precinct investigations. Additionally and prior to finalisation, the proposal is to be consistent with the final masterplan/framework for the St Leonards and Crows Nest Station Planned Precinct.

Building separation and setbacks

A preliminary assessment of the concept design against the Apartment Design Guide (ADG) has been provided, which assumes that the adjacent site context will change in the future for the Scenario 2 scheme.

For both the Scenario 1 and 2 schemes, the designs provide a 4.5m southern side setback from the ground floor to the fourth floor, increasing to 7.5m at the fifth floor. At the eastern boundary, the two scenario schemes provide a 3m setback for the first four floors. The rear setback increases significantly for floors 5 to 11, although the distance is not provided (**Figure 11**, next page).

The ADG acknowledges that for areas undergoing transition from low density to higher densities, minimum building separation distances may not be achieved until the area completes its transition. However, it recommends that where a boundary transitions between a change in zone from apartment buildings to a lower-density area, the building setback should be increased by an additional 3m. While the ADG is a guideline only, any revised proposal should demonstrate that sufficient setbacks can be achieved on the subject site.

Both Scenarios 1 and 2 consider a building depth of 20m, which is 2m greater than the apartment depth of 12-18m recommended in the ADG. The proposal states that application for a design variation will be provided at the detailed design stage to address ventilation requirements.

A condition of Gateway is included requiring a revised concept that assess this against Part 2 of the Apartment Design Guide for SEPP No 65 – Design Quality of Residential Apartment Development.

Overshadowing

While the supporting urban design study has provided shadow diagrams to model overshadowing of the concept design midwinter, it has not provided an assessment of the impact. The diagrams also do not demonstrate the full extent of the shadowing or differentiate between new and existing impacts. As per the conditions of Gateway, a revised concept and urban design analysis is required that considers Part 2 of the Apartment Design Guide of SEPP No 65 – Design Quality of Residential Apartment Development.

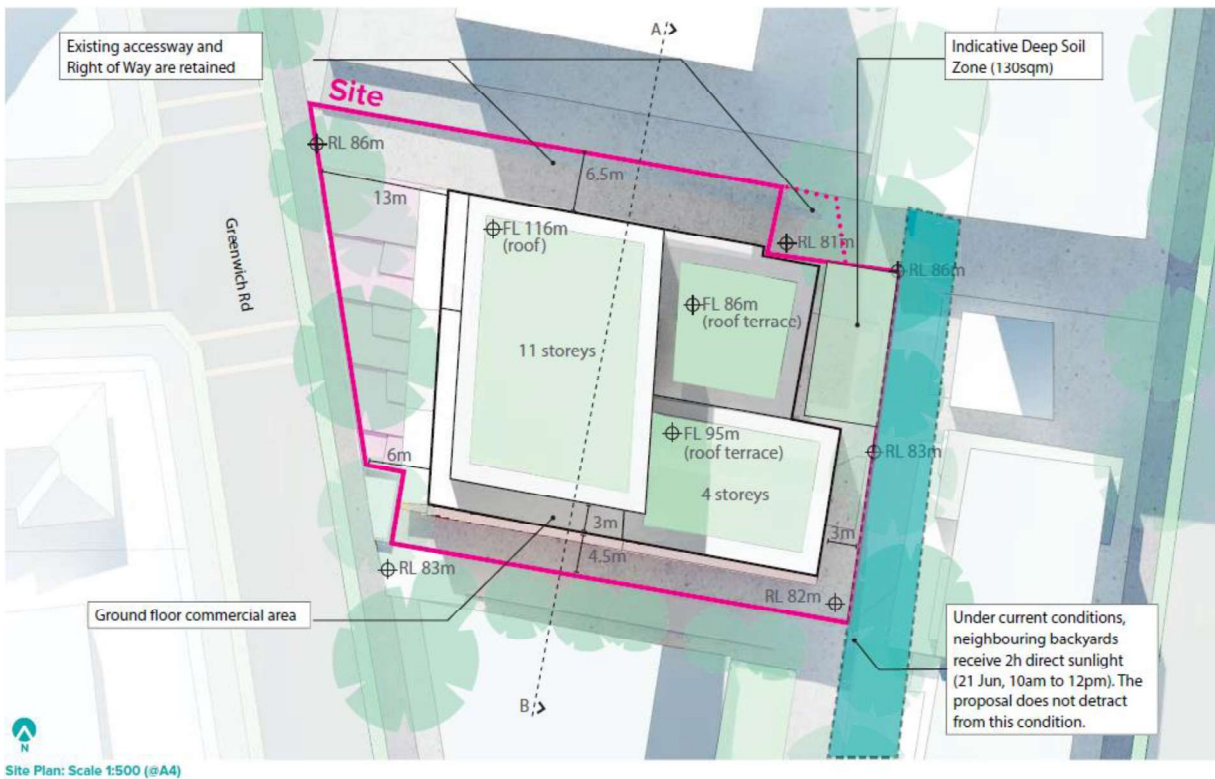


Figure 11: Site plan of proposed concept design (source: Roberts Day)

Economic

An economic assessment has not been submitted with the planning proposal. However, the proposal may provide economic benefits by increasing housing availability and creating employment and economic activity during any potential future construction phase of the development.

In relation to any potential impacts on future employment floor space, the conditions of the Gateway determination require that the proposal demonstrates consistency with the LUIIP, which will assess the employment needs in relation to land use for the St Leonards precinct.

Infrastructure

It is expected that infrastructure services would be upgraded by the developer, where required, to support the proposed development.

A condition of Gateway is included requiring the proposal to be updated to include a satisfactory arrangements provision for contributions to designated state public infrastructure identified as part of the St Leonards and Crows Nest Station Planned Precinct strategic investigation being undertaken by the Department in consultation with Lane Cove, North Sydney and Willoughby City councils.

CONSULTATION

Community

The planning proposal suggests a period of 28 days for community consultation. This duration is considered suitable and a Gateway condition is included requiring an exhibition period of 28 days to be undertaken.

Agencies

It is recommended the following agencies be consulted:

- Transport for NSW;
- Transport for NSW – Sydney Trains;
- Roads and Maritime Services;
- NSW Department of Education;
- Northern Sydney Local Health District; and
- Lane Cove Council.

TIME FRAME

The planning proposal does not include a project timeline. A Gateway condition is included requiring that a project timeline be provided to monitor the progress of the plan-making process.

It is considered that a time frame of 18 months from the Gateway determination is sufficient to complete the proposed amendment. Considering the revised planning proposal will be pending the release of the Land Use and Infrastructure Implementation Plan of the St Leonards and Crows Nest Station Precinct, this will provide sufficient time for the additional information to be prepared for the necessary consultation to be undertaken.

LOCAL PLAN-MAKING AUTHORITY

As the Sydney North Planning Panel is the planning proposal authority for this proposal, Council has not requested or been authorised to be the local plan-making authority.

CONCLUSION

The planning proposal is considered to have strategic merit as it will assist in delivering housing supply and choice in an area supported by existing and future public transport infrastructure, being St Leonards Train Station and the future Crows Nest Metro Station.

Given that the Land Use and Infrastructure Implementation Plan of the St Leonards and Crows Nest Station Planned Precinct is yet to be released, a condition of Gateway is included requiring that the proposal be updated prior to exhibition to demonstrate consistency with the draft LUIP, including the proposed land use, height and FSR. Additionally, the proposal is required to be consistent with the final masterplan for the precinct before it may be finalised.

These requirements are reflected in the conditions of the Gateway determination and are consistent with the Sydney North Planning Panel's recommendations of 25 October 2017.

The proposal should also be updated to include a satisfactory arrangements provision for contributions to state infrastructure identified as part of the strategic investigations being undertaken.

The planning proposal has demonstrated limited site-specific merit and any revised proposal should be supported by a traffic impact analysis and a revised concept design tested against Part 2 of the Apartment Design Guide to address the site-specific merit.

RECOMMENDATION

It is recommended that the delegate of the Greater Sydney Commission determine that the planning proposal should proceed subject to the following conditions:

1. Prior to consultation, the planning proposal is to be updated to:

- demonstrate consistency with the draft findings of the Department's St Leonards and Crows Nest Precinct strategic investigation, including the proposed land use, height and FSR;
 - provide a revised concept design that is tested against Part 2 of the Apartment Design Guide of SEPP No 65 – Design Quality of Residential Apartment Development;
 - include a traffic impact assessment;
 - include revised mapping for the proposed increase in the maximum building height that correctly identifies the subject site;
 - include a satisfactory arrangements provision for contributions to designated state public infrastructure identified as part of the St Leonards and Crows Nest Station Precinct strategic investigation being undertaken by the Department in consultation with Lane Cove, Willoughby City and North Sydney councils;
 - address relevant priorities and actions in the Greater Sydney Region Plan and the North District Plan;
 - address the relevant objectives and strategies in Liveable Lane Cove 2035; and
 - include a project timeline.
2. Prior to community consultation, the planning proposal is to be revised in accordance with condition 1 and forwarded to the Department for review and approval.
 3. Consultation is required with the following public authorities:
 - Transport for NSW;
 - Transport for NSW – Sydney Trains;
 - Roads and Maritime Services;
 - NSW Department of Education;
 - Northern Sydney Local Health District; and
 - Lane Cove Council.
 4. The planning proposal should be made available for community consultation for a minimum of 28 days.
 5. Prior to finalisation, the planning proposal is to be amended to demonstrate consistency with the final strategic planning framework for the St Leonards and Crows Nest Station Planned Precinct.
 6. The time frame for completing the LEP is to be 18 months from the date of the Gateway determination.

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