

## DECISION OF 3713<sup>th</sup> COUNCIL MEETING HELD ON TUESDAY 29 JANUARY 2019

### 14. **CiS02: NSW Government Plans for St Leonards and Crows Nest - Detail**

Report of Emma Booth, Team Leader Design

On 15 October 2018, the Department of Planning & Environment (the Department) placed the draft *St Leonards and Crows Nest 2036 Plan* (the *2036 Plan*) and a suite of supporting documents on public exhibition. The *2036 Plan* aims to deliver significant residential and employment growth in the precinct, principally as a result of the new Crows Nest Metro station opening in 2024.

Council noted an overview report on this matter at its meeting on 19 November 2018. This report provides a more in-depth analysis of the issues of most significance to North Sydney. Given the volume of information that has been released, it is likely that additional matters will be identified and reported in the future.

Overall, a significant amount of Council's own strategic planning work in St Leonards has been adopted by the *2036 Plan*, most notably the approach much of the built form, employment, landscape proposals as well as support for the proposed arts centre. This is a strong validation of Council's work.

Across the precinct as a whole, and particularly in Crows Nest however, the key concern is that the *2036 Plan* proposes an oversupply of residential capacity that is not supported by adequate plans for employment, transport, open space, social infrastructure or utilities. The main issues raised in this report are:

- The *2036 Plan* attempts to undertake local area planning at a regional scale. This means many issues have been overlooked, inadequately considered or not resolved and will require more work before these proposals can be supported or refined, particularly built form controls;
- Proposed height and density controls around the Metro station would enable buildings that do not provide a meaningful transition to the fine grain scale and village atmosphere of Crows Nest, provide limited employment or public benefits to the area and overshadow Willoughby Road and Ernest Place as previously considered by Council on 10 December 2018;
- Further work is needed to adequately plan for employment growth, as envisaged under the *North District Plan*, before the *2036 Plan* can be finalised;
- Over 60% of funds raised by the new state levy have been allocated to the Willoughby LGA, despite contributing very little new development capacity compared to North Sydney and Lane Cove Councils;
- \$46M is proposed to be spent on a 'Foreshore link' in the Willoughby LGA that is ill-defined, vaguely justified and located away from the population growth;
- The proposed new state levy significantly weakens Council's community-endorsed placemaking plans for the area by reducing, or potentially eliminating, Council's ability to negotiate planning agreements with developers to fund the works;
- Sufficient funds need to be allocated to Council's planned upgrade of Hume Street Park and funding mechanisms found to deliver the Mitchell and Oxley Street linear parks;
- A district library, co-located community youth centre and affordable daycares are needed to support the population growth. The district library would best be located in the Metro development;
- The coworking space that Council is currently negotiating with the landowners of 100 Christie Street needs to be secured via an exemption from the state levy; and
- Planning proposals that are not in line with the *2036 Plan* and do not have Council's support, should not be subject to a Pre-Gateway review process.

Greater collaboration with local government and the community is needed to refine the *2036 Plan* and the state levy to ensure growth is well managed and supported by vital open space, recreation and social infrastructure. It is recommended that the Department, Greater Sydney Commission and the three affected councils work together

to refine what has been exhibited in the context of matters raised in this report and other issues that may be raised by Lane Cove and Willoughby Councils. This should occur prior to the finalisation of the *2036 Plan* and should include a staging plan.

This report deals with (draft) State Government Legislation Policy which may have a substantial effect on Council's budget. This report is for information purposes only. It does not make recommendations that have direct financial implications although it is noted that the proposed imposition of the State Infrastructure Contribution and intended expenditure, will have an impact upon items identified to be delivered. These include risk associated with the volatility of property prices in relation to the proposed acquisition of allotments on Hume Street, the expanded scope of the Hume Street Park redevelopment posing a financial risk to its delivery and the general and significant impact of the reducing, or potentially eliminating Council's capacity to negotiate VPAs.

**Recommending:**

1. **THAT** Council prepare a submission to the Department of Planning and Environment based on the matters and issues raised in this report.
2. **THAT** the submission include a request that the Department, Greater Sydney Commission and the three affected councils work together to refine what has been exhibited in the context of matters raised in this report and other issues that may be raised by Lane Cove and Willoughby Councils. This should occur prior to the finalisation of the *2036 Plan* and include a strategy to stage the sequential release of residential development opportunities over time.

Mr J Hancox, Ms J Christie, Ms S Yelland and Ms S Wadley addressed Council.

A Motion was moved by Councillor Baker and seconded by Councillor Gibson,

1. **THAT** Council prepare a submission to the Department of Planning and Environment based on the matters and issues raised in this report.
2. **THAT** the submission include a request that the Department, Greater Sydney Commission and the three affected councils work together to refine what has been exhibited in the context of matters raised in this report and other issues that may be raised by Lane Cove and Willoughby Councils. This should occur prior to the finalisation of the *2036 Plan* and include a strategy to stage the sequential release of residential development opportunities over time.
3. **THAT** the submission in relation to the Triangle site at Fiveways submit that the proposed Significant Site designation be removed and that the existing planned heights be maintained in order to protect the Conservation Area, school and surrounds from adverse amenity impacts.
4. **THAT** a copy of this report and submission be provided to Government and Shadow Planning Ministers, Dr Deborah Dearing and the Greater Sydney Commission.
5. **THAT** a copy of the submission be published on Council's website.

The Motion was put and **carried**.

Voting was as follows:

For/Against 10/0

Councillor	Yes	No	Councillor	Yes	No
Gibson	Y		Barbour	Y	
Beregi	Y		Drummond	Y	
Keen	Y		Gunning	Y	
Brodie	Y		Mutton	Y	
Carr	Y		Baker	Y	

**RESOLVED:**

1. **THAT** Council prepare a submission to the Department of Planning and Environment based on the matters and issues raised in this report.
2. **THAT** the submission include a request that the Department, Greater Sydney Commission and the three affected councils work together to refine what has been exhibited in the context of matters raised in this report and other issues that may be raised by Lane Cove and Willoughby Councils. This should occur prior to the

finalisation of the *2036 Plan* and include a strategy to stage the sequential release of residential development opportunities over time.

**3. THAT** the submission in relation to the Triangle site at Fiveways submit that the proposed Significant Site designation be removed and that the existing planned heights be maintained in order to protect the Conservation Area, school and surrounds from adverse amenity impacts.

**4. THAT** a copy of this report and submission be provided to Government and Shadow Planning Ministers, Dr Deborah Dearing and the Greater Sydney Commission.

**5. THAT** a copy of the submission be published on Council's website.

**Report to General Manager**

Attachments:

1. Transport Infrastructure Project Analysis

**SUBJECT:** NSW Government Plans for St Leonards and Crows Nest - Detail**AUTHOR:** Emma Booth, Team Leader Design**ENDORSED BY:** Joseph Hill, Director City Strategy**EXECUTIVE SUMMARY:**

On 15 October 2018, the Department of Planning & Environment (the Department) placed the draft *St Leonards and Crows Nest 2036 Plan* (the *2036 Plan*) and a suite of supporting documents on public exhibition. The *2036 Plan* aims to deliver significant residential and employment growth in the precinct, principally as a result of the new Crows Nest Metro station opening in 2024.

Council noted an overview report on this matter at its meeting on 19 November 2018. This report provides a more in depth analysis of the issues of most significance to North Sydney. Given the volume of information that has been released, it is likely that additional matters will be identified and reported in the future.

Overall, a significant amount of Council's own strategic planning work in St Leonards has been adopted by the *2036 Plan*, most notably the approach much of the built form, employment, landscape proposals as well as support for the proposed arts centre. This is a strong validation of Council's work.

Across the precinct as a whole, and particularly in Crows Nest however, the key concern is that the *2036 Plan* proposes an oversupply of residential capacity that is not supported by adequate plans for employment, transport, open space, social infrastructure or utilities. The main issues raised in this report are:

- The *2036 Plan* attempts to undertake local area planning at a regional scale. This means many issues have been overlooked, inadequately considered or not resolved and will require more work before these proposals can be supported or refined, particularly built form controls;
- Proposed height and density controls around the Metro station would enable buildings that do not provide a meaningful transition to the fine grain scale and village atmosphere of Crows Nest, provide limited employment or public benefits to the area and overshadow Willoughby Road and Ernest Place as previously considered by Council on 10 December 2018;
- Further work is needed to adequately plan for employment growth, as envisaged under the *North District Plan*, before the *2036 Plan* can be finalised;
- Over 60% of funds raised by the new state levy have been allocated to the Willoughby LGA,

despite contributing very little new development capacity compared to North Sydney and Lane Cove Councils;

- \$46M is proposed to be spent on a 'Foreshore link' in the Willoughby LGA that is ill-defined, vaguely justified and located away from the population growth;
- The proposed new state levy significantly weakens Council's community-endorsed placemaking plans for the area by reducing, or potentially eliminating, Council's ability to negotiate planning agreements with developers to fund the works;
- Sufficient funds need to be allocated to Council's planned upgrade of Hume Street Park and funding mechanisms found to deliver the Mitchell and Oxley Street linear parks;
- A district library, co-located community youth centre and affordable daycares are needed to support the population growth. The district library would best be located in the Metro development;
- The coworking space that Council is currently negotiating with the landowners of 100 Christie Street needs to be secured via an exemption from the state levy; and
- Planning proposals that are not in line with the *2036 Plan* and do not have Council's support, should not be subject to a Pre-Gateway review process.

Greater collaboration with local government and the community is needed to refine the *2036 Plan* and the state levy to ensure growth is well managed and supported by vital open space, recreation and social infrastructure. It is recommended that the Department, Greater Sydney Commission and the three affected councils work together to refine what has been exhibited in the context of matters raised in this report and other issues that may be raised by Lane Cove and Willoughby Councils. This should occur prior to the finalisation of the *2036 Plan* and should include a staging plan.

## **FINANCIAL IMPLICATIONS:**

This report deals with (draft) State Government Legislation Policy which may have a substantial effect on Council's budget. This report is for information purposes only. It does not make recommendations that have direct financial implications although it is noted that the proposed imposition of the State Infrastructure Contribution and intended expenditure, will have an impact upon items identified to be delivered. These include risk associated with the volatility of property prices in relation to the proposed acquisition of allotments on Hume Street, the expanded scope of the Hume Street Park redevelopment posing a financial risk to its delivery and the general and significant impact of the reducing, or potentially eliminating Council's capacity to negotiate VPAs.

## **RECOMMENDATION:**

- 1. THAT** Council prepare a submission to the Department of Planning and Environment based on the matters and issues raised in this report.
- 2. THAT** the submission include a request that the Department, Greater Sydney Commission and the three affected councils work together to refine what has been exhibited in the context of matters raised in this report and other issues that may be raised by Lane Cove and Willoughby Councils. This should occur prior to the finalisation of the *2036 Plan* and include a strategy to stage the sequential release of residential development opportunities over time.

## LINK TO COMMUNITY STRATEGIC PLAN

The relationship with the Community Strategic Plan is as follows:

- |            |   |
|------------|---|
| Direction: | 1. Our Living Environment   |
| Outcome:   | 1.3 Quality urban greenspaces<br>1.4 Public open space, recreation facilities & services meet community needs   |
| Direction: | 2. Our Built Infrastructure   |
| Outcome:   | 2.1 Infrastructure and assets meet community needs<br>2.2 Vibrant centres, public domain, villages and streetscapes<br>2.3 Sustainable transport is encouraged<br>2.4 Improved traffic and parking management |
| Direction: | 3. Our Future Planning  |
| Outcome:   | 3.1 Prosperous and vibrant economy<br>3.4 North Sydney is distinctive with a sense of place and quality design  |
| Direction: | 4. Our Social Vitality  |
| Outcome:   | 4.1 North Sydney is connected, inclusive, healthy and safe<br>4.4 North Sydney's history is preserved and recognised  |
| Direction: | 5. Our Civic Leadership   |
| Outcome:   | 5.1 Council leads the strategic direction of North Sydney   |

## BACKGROUND

On 5 December 2011, Council adopted the *St Leonards/Crows Nest Planning Study – Precinct 1* with an addendum adopted on 22 October 2012. On 18 May 2015, Council adopted the Precincts 2 and 3 study. The studies identify sites that could deliver more jobs and housing, open space upgrades and community facilities that could support the growing population.

Over the last 6 years, the studies were being successfully implemented via landowner initiated changes to the planning controls, voluntary planning agreements (VPAs) and public works undertaken by Council such as the upgraded Mitchell Street Plaza which included the high profile 'breathing wall'.

On 16 November 2015, the NSW Government announced the Sydney Metro City and Southwest project - part of the wider Sydney Metro line.

On 7 July 2016, the Department of Planning & Environment (the 'Department') formally commenced a "strategic planning investigation" into Crows Nest, St Leonards and Artarmon industrial area. On 1 June 2017, the area was declared a "planned precinct" which forms part of the NSW Government's housing affordability package. This includes fast-tracking the

delivery of 30,000 new dwellings across the Metropolitan area.

On 5 December 2016, Council adopted the *Crows Nest Placemaking and Principles Study* (2016). The study was informed by over 1,000 community survey responses. It articulates the community's aspirations for the area and reinforces the current, community endorsed placemaking strategy set by the *St Leonards / Crows Nest Planning Study*.

On 4 August 2017, the NSW Government released its Interim Statement on the future of Crows Nest, St Leonards and the Artarmon industrial area.

In late December 2017, the Department provided draft technical reports to Lane Cove, Willoughby and North Sydney Councils for review. Council provided comments early in 2018.

Between 16 February and 8 March 2018, the Department conducted a preliminary consultation with the community.

On 30 July 2018, Council considered Sydney Metro's early engagement proposal for the Crows Nest Metro over station development. Council resolved to raise concerns over the proposed height, scale and overshadowing impact of the proposal with relevant state agencies and the Premier and offered to collaborate on a revised masterplan for the site (letter 6/8/2018). No response was received at the time of preparing this report.

On 15 October 2018, the Department placed the following documents on public exhibition:

Report reference	Exhibited document
<b>Section 3</b>	Draft St Leonards and Crows Nest 2036 Plan (the 2036 Plan)
<b>Section 4</b>	Draft Special Infrastructure Contribution (the new state levy or 'SIC')
<b>Section 5</b>	Draft Local Character Statement (the character statement)
<b>Section 6</b>	Draft Green Plan (the green plan)

Technical studies prepared by heritage, economic, urban design, transport and utility consultancies and urban design advice from the Government Architects Office has also been released to support the above documents.

The draft planning package is on public exhibition until 8 February 2019. This report forms the basis of Council's recommended submission to the Department.

## CONSULTATION REQUIREMENTS

Community engagement is being undertaken by the Department of Planning & Environment. Council's website has been updated with a link to the Department's website.

## SUSTAINABILITY STATEMENT

This report deals with (draft) State Government Legislation/Policy which may have a substantial effect on sustainability. This report is for information purposes only; a sustainability assessment was not undertaken.

---

## DETAIL

### 1. OVERVIEW

The NSW Government has released a draft plan that proposes significant residential and employment growth in St Leonards / Crows Nest as a result of the new Crows Nest metro station opening in 2024. The plan aims to:

- almost double the residential population from **16,000** to up to **30,000 people**;
- increase the number of jobs from **47,000** up to **63,500 jobs**;
- support the density increase with regional infrastructure projects; and
- introduce a new state levy to fund regional infrastructure.

An overview of the draft plan and supporting documents was reported to Council on 19 November 2018. This report provides further detail on the issues raised in that report which will inform Council's submission to the Department, subject to Council's endorsement.

#### 1.1 PREPARING THE STUDY

The draft plans were prepared by the Department of Planning & Environment over the last two-and-a-half years. The plans are informed by a suite of technical studies prepared by consultants and consultation with various stakeholders.

Council's involvement in the preparation of the draft plans largely consisted of meetings with the Department's consultants to provide relevant background material and participation in Project Working Groups (officer level) and Project Control Groups (Executive level) that were run by the Department. Council provided detailed feedback on the first round of technical studies in early 2018. Council was not given an opportunity to review the draft plan nor the second round of technical studies, prior to exhibition. The 19 November 2018 report raised a number of concerns regarding the level of local government involvement that has occurred.

In October 2016, the Department ran a 2-day stakeholder workshop to hear developer aspirations for the area. Representatives of the three Councils attended.

Between February and March 2018, the Department ran a two-month face to face engagement process with the community.

Over the course of the investigation, it is understood the Department has met with various state agencies, landowners, community groups and other stakeholders to discuss plans in the Local Government Area (LGA). Council was occasionally invited to attend.

---



## 1.2 EXHIBITION OF THE DRAFT PLANS

The following documents are being exhibited until 8 February 2019.

Report reference	Exhibited document	Supporting technical studies
<b>Section 3</b>	Draft St Leonards and Crows Nest <i>2036 Plan</i> (the <i>2036 Plan</i> )	Strategic Employment Review (SGS) Market Feasibility Study (SGS) Urban Design Analysis (SJB) Traffic & Transport Study (Cardno) Social Infrastructure & Open Space (Arup) Heritage Study (Weir Philips) Utilities & Services Study (Mott MacDonald) Urban Design Advice (Government Architects Office)
<b>Section 4</b>	Draft Special Infrastructure Contribution (the SIC)	SIC Feasibility Testing (AEC)
<b>Section 5</b>	Draft Local Character Statement	
<b>Section 6</b>	Draft Green Plan	

## 1.3 IMPLEMENTING THE STUDY

Following exhibition, the Department will consider submissions received and make changes, where needed. The documents will then be submitted to the Minister for Planning for determination.

After the *2036 Plan* is finalised, the Department's expectation is that each Council will progress planning proposals to amend their respective local environmental plans consistent with that Plan (with the exception of the planning controls for the Sydney Metro site).

Sites identified as a 'significant site' in the draft plans will first be required to go through a design excellence process run by Council to determine appropriate height and density controls. This reflects Council's own approach to 'tall building' sites under the *St Leonards / Crows Nest Planning Study* that informed planning proposals for 619-621 Pacific Highway and 100 Christies Street, St Leonards. Further discussion is provided at Section 3.2.

The Department is progressing the rezoning proposal for the Sydney Metro site. Sydney Metro has also submitted a Concept State Significant Development Application seeking consent for two twenty-seven storey towers, 17-storey hotel and 8-storey commercial buildings above the Crows Nest Metro Station. Council made a submission on the rezoning proposal and development application following consideration by Council at its meeting on 10 December 2018.

**Comment:** The return of planning powers to local government is supported. Local government is usually responsible for local area planning given its more in-depth understanding of the local area and its stronger links to the local community. However, it is important that the *2036 Plan* is finalised taking all relevant matters into account as raised in this report and as may be raised by other authorities including Lane Cove and Willoughby Councils. It is most important that the time is taken to refine the *2036 Plan* by the various relevant authorities to ensure that the

precinct is developed in a manner that addresses all relevant matters comprehensively and that all landowners and other interested stakeholders are aware of the due process required to implement the *2036 Plan*.

To save time and resources for all concerned, planning proposals that are not in line with the *2036 Plan* or do not have Council's support, should not be subject to a Pre-Gateway review process.

## 2. POLICY CONTEXT

Over the last 5 years, the state government has released a number of plans to manage population growth in Greater Sydney, which have informed the Department's work, notably:

State policy	Key strategies
<b>Greater Sydney Region Plan (2018)</b>	<ul style="list-style-type: none"><li>• Eastern Harbour City is to '<i>build on its recognised economic strength and address liveability and sustainability</i>'. It is to foster innovation and global competitiveness, supported by investments in transport and services, jobs growth and business activity.</li><li>• Identifies St Leonards as a strategic centre, one of nine standalone commercial office precincts and one of thirteen health and education precincts in the metropolitan area.</li><li>• Identifies St Leonards as a 'Collaboration Area' where state and local government are to collaborate on local planning.</li><li>• Champions a 30-minute city, where jobs &amp; services can be accessed by a high proportion of the community within 30 minutes travel.</li></ul>
<b>North District Plan (2018)</b>	<ul style="list-style-type: none"><li>• Sets an LGA residential target of <b>3,000 new dwellings</b> by 2021.</li><li>• Sets a base target of <b>6,900</b> and high target of <b>16,500 new jobs</b> in St Leonards by 2036.</li><li>• Strong statements on supporting employment growth in St Leonards.</li><li>• Recognises the importance of Willoughby Road's village character and importance of new open space, community spaces and pedestrian and cyclist connectivity.</li></ul>
<b>Future Transport 2056</b>	<ul style="list-style-type: none"><li>• Identifies the Sydney Metro project. The environmental impact statement suggests <b>10,000 people</b> will access Crows Nest metro station in one hour in the morning peak.</li></ul>

Prior to the Department's investigation, North Sydney Council had been responsible for local area planning. The following local documents have informed the Department's work to a point, however, they will now effectively be superseded by the state government plans.

Local policy	Key strategies
<b>St Leonards / Crows Nest Planning Study (2012, 2015)</b>	<ul style="list-style-type: none"><li>• Proposes height increases on select sites to support jobs and housing growth.</li><li>• Retains key sites for commercial uses and requires full commercial podiums in mixed use buildings.</li><li>• Delivers public benefits via a placemaking strategy for open space upgrades and community spaces funded via planning agreements.</li></ul>

---

<b>Crows Nest Placemaking &amp; Principles Study (2016)</b>	<ul style="list-style-type: none"><li>• Identifies the community's values and aspirations for the area.</li><li>• Identifies a suite of principles and proposed actions to protect vibrancy of Crows Nest village and support the much valued village atmosphere and to inform the Department's <i>2036 Plan</i>.</li><li>• Identifies overshadowing controls that will protect Willoughby Road and key public spaces.</li></ul>
<b>Sydney Metro Planning Study</b>	<ul style="list-style-type: none"><li>• Informs and guides planning and design of the metro sites.</li><li>• Identifies opportunities for improved public domain and land use outcomes, and a set of principles for the design of the metro sites.</li></ul>

---

### 3. DRAFT 2036 PLAN FOR ST LEONARDS AND CROWS NEST

The *2036 Plan* aims to deliver significant jobs and dwellings growth in St Leonards and Crows Nest to 2036, taking advantage of state government investment in the new metro infrastructure for Sydney. The *2036 Plan* outlines how it accords with the community feedback and local character statement principles presented in the draft Local Character Statement (**Section 5**).

The *2036 Plan* is a strategic document that will require amendments to Council's planning controls to give it effect. It identifies desired heights, density ('floor space ratio' or FSR), employment (non-residential FSR), land use, overshadowing and building setback controls.

The scheme concentrates new development along the Pacific Highway and around the commercial core at St Leonards. The maximum height in St Leonards has already been set at 50 stories on 619-621 Pacific Highway, which is currently the subject of a planning proposal. The proposed maximum height in Crows Nest is 27 storeys over the metro station which is now the subject of a rezoning proposal by the Department. Heights proposed under the *2036 Plan* taper down from these sites.

To support the population growth, the *2036 Plan* also proposes upgrades to pedestrian, cyclist, public transport and vehicle infrastructure, proposals for more green space and tree planting and investigations for a new school location and affordable housing.

#### 3.1 VISION, AREA WIDE DESIGN PRINCIPLES AND DESIGN CRITERIA

Future planning proposals are to have regard to the vision, design principles and design criteria.

The **vision statement** (page 10) is:

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

Further vision statements include:

- reinforcing the employment function of the centre, focusing on health and technology;
  - supporting the community through greater housing mix, open spaces, community services, café and retail services;
  - ensuring Willoughby Road remains a vibrant high street and protecting the conservation areas; and
-

- revitalising St Leonards core through a balance of commercial and residential development and public domain improvements.

The **area wide design principles** (page 11) focus of key themes of place, landscape, built form, land use and movement. The majority of the principles are quite broad statements, many of which refer to DCP or development application matters. The key principles are:

- meeting the solar protections (discussed in Section 3.1(f-c) of this report);
- containing taller buildings between the Metro and train station to the Pacific Highway;
- requiring a 3m setback along the Pacific Highway to accommodate street trees; and
- protecting large commercial core sites and 'key' industrial land.

The **design criteria** are five bullet points that planning proposals and development applications are to consider. Planning proposals can depart from these criteria if the proposal demonstrates a better design outcome and consistency with the vision and principles. These are:

- meeting the solar protections (discussed in Section 3.1(f-c) of this report);
- 'consideration' of streetscape aspects such as setbacks, street wall height and heritage;
- 'acknowledging' views and vistas;
- avoiding '*monolithic street wall effect through the distribution of higher buildings*';
- transitioning heights down to Willoughby Road and lower scale areas.

Matters that require further resolution are:

**a) The vision statement should be refined with Council to be more descriptive**

The vision statement is an opportunity to outline what St Leonards, Crows Nest and Artarmon industrial area will be like in 2036. Apart from stating what will be protected, the vision statement does not articulate the future character of Crows Nest once the new Metro station is open. It is also silent on the health and education precinct around the Mater Hospital and Artarmon industrial area. Text on St Leonards could be more descriptive.

**b) The guiding principles and design criteria should be refined with Council to be consistent with the character statement and seek to guarantee good design**

The area-wide guiding principles are entirely different to the guiding principles in the local character statement (Section 5). This just adds confusion and potentially reduces the importance of the character statement.

Further, the principles and design criteria are not specific enough to guarantee good design. The design criteria should, for example, encourage slender towers with sufficient separation and above podium setbacks. Further guidance is needed on how to protect and retain the vibrancy, local character and fine grain form of Crows Nest so these principles are not reduced to 'motherhood statements'.

It is recommended one set of guiding principles and design criteria be developed in consultation with Council, having regard to the character statement, Urban Design technical study and Council's own strategic planning work.

**c) Delivery of new open space and social infrastructure is missing from principles**

Despite the vision stating the community will be supported by open spaces and community services, there is limited commitment to open space and no commitment to social

infrastructure in the area-wide guiding principles. This needs to be included in any revision of the principles.

### 3.2 RESIDENTIAL CAPACITY AND BUILT FORM

The built form chapter proposes increased density around the station and metro with tall buildings concentrated around the St Leonards core and south along the Pacific Highway. No changes are proposed to Willoughby Road and the conservation areas.

FSR, street wall and setback controls are also proposed, although the Urban Design technical study provides limited justification for each of these controls.

Five sites are identified as 'significant sites' for which a design process will determine an appropriate height. This includes 601 Pacific Highway (IBM site) and 18-22 Atchison Street, St Leonards, which are already identified in Council's own strategic planning for a design process. It also includes the 'Triangle site' bounded by Falcon Street, Alexander Street and the Pacific Highway. Two additional sites are located in the Lane Cove LGA.

Proposed overshadowing controls would protect existing sunlight to open space between 10am-3pm; and Mitchell and Oxley Street and Willoughby Road between 11.30am and 2.30pm.

**Comment:** The *2036 Plan* adopts much of Council's approach to built form in St Leonards:

- The majority of building heights along Atchison and Chandos Streets are adopted;
- The proposed controls for the land west of Oxley Street has not changed;
- Planning proposals supported by Council can progress;
- A design process is required for the IBM building and 18-22 Atchison Street;
- The commercial zoning of key sites is retained, including the IBM building site; and
- Mitchell St and Oxley Street linear parks are recognised with built form setbacks.

As discussed in the 19 November 2018 report, this is a strong validation of Council's strategic planning for the centre. Some height increases are quite minor or unlikely to be taken up due to the land being under strata-title and are therefore not discussed further in this report.

On the Sydney Metro landholdings, the proposed built form controls reflect Sydney Metro's development proposal. Council has raised significant concerns about the proposal in the 10 December 2018 report and subsequent submission to the Department.

The built form controls, particularly in Crows Nest, are not informed by a detailed urban design analysis for each site. Given Crows Nest is already a densely built up area, the proposed controls need to be informed by further design considerations such as shadow, wind and view analysis and section diagrams illustrating building separation, street level and above podium setbacks.

Matters that require further resolution are:

**a) The *2036 Plan* proposes to release an oversupply of residential capacity. A staged approach to redevelopment is recommended.**

The Department estimates the *2036 Plan* provides capacity for up to **7,525 new dwellings** across the precinct. There is no proposal to stage the rezoning process, raising landowner expectations that all the additional development capacity identified under the plan will be

released at the same time.

Whilst the delivery of a new metro station is an opportunity to support increased housing, there is limited justification in releasing this level of uplift under one plan:

- The Department's feasibility study suggests the market will only deliver **6,800** of these dwellings by 2036 under current market conditions (page 31) i.e. the *2036 Plan* releases more residential capacity than the market can sustain.
- There is no recognition that market conditions change over time. In fact, we have seen a fairly significant change in market conditions since the preparation of the study. Rezoning so much land for residential development in 2019 may not adequately respond to market conditions in the future which may require more or less capacity and a different mix of land use;
- The North District Plan requires only **3,000 new dwellings** in the whole of the North Sydney LGA and **1,900 dwellings** in the Lane Cove LGA by 2021. The *2036 Plan* effectively delivers **150%** of North Sydney and Lane Cove Council's 5-year, LGA-wide residential capacity in one centre, at the same time;
- There is no detailed urban design analysis to assist council or the community understand the impacts such development would have on the local area;
- Permitting the widespread development of so many mixed use towers has the potential to prevent the construction of new, commercially-focused buildings and facilitate future commercial growth as buildings will be strata-titled and no longer able to be redeveloped;
- As discussed further in this report, the population growth needs to be supported by the timely delivery of open space and social infrastructure and plans to manage traffic impact. The *2036 Plan* provides no indication as to when the regional infrastructure will be delivered. It has been indicated that the SIC funding will be prioritised across the Metropolitan area and it is unclear on what basis this prioritisation will occur. The plan runs the risk that the residential capacity is released and the impacts, through new or upgraded infrastructure, are not managed for another 10-20 years.

Market conditions change. Technology improves. Architectural styles refine. There is benefit in strategically releasing employment and residential capacity over time – particularly in such a built up area such as St Leonards and Crows Nest where the impact of major new buildings and significant and rapid change, is so acute.

The strength of Council's previous strategic planning was that coordinated site-specific planning proposals in select areas would be supported over time and matched with agreed public benefits. This enabled Council to determine the best planning controls for a particular site in most need of renewal, thereby achieving a greater level of community support.

It is recommended that the Department and Council work together to identify a staging plan. The plan would identify key sites in need of renewal in the short to medium term and longer term opportunities. This would inform a staged approach to planning proposals that better aligns development capacity with infrastructure delivery.

A staging plan would also enable Council to fine tune the proposed built form and land use controls to better respond to market conditions over time.

**b) Proposed height, FSRs, street wall and setback directions may need to be amended**

As discussed above, the proposed planning controls for each site have not been supported by sufficient urban design analysis. For this reason, Council is not currently in a position to comment on the adequacy of the proposed height, FSR, street wall and setback directions under the draft *2036 Plan* for any given site. General comments are:

- The proposed heights and FSRs under the Urban Design technical study have not been peer reviewed, assume solar protection controls that are not supported by Council, do not stipulate above podium setback controls and do not factor in necessary laneway or tower setbacks described below. Accordingly, these controls will need to be amended in consultation with Council.
- There is concern that some buildings will create unacceptable overshadowing impacts and achieve inadequate separation. For example, the height map proposes a number of 18-storey buildings due north of 4 storey buildings or tall residential towers with limited separation distances. Further detailed design requirements need to be established before FSR and height controls can be set to mitigate impacts to southern properties.
- The 3 metre whole-of-building setback along the Pacific Highway to allow street tree planting is supported. A 3 metre reverse setback should be identified for 619-621 Pacific Highways to provide continuity along the footpath. 601 Pacific requires further consideration.
- The 5 metre setback to Oxley Street to enable the linear park is supported. The proposed 5 metre setback to Mitchell Street should be reduced to 3 metres to ensure an appropriate building footprint for development along the western side.
- The through site links under the North Sydney DCP should be identified in the built form plans and the FSRs adjusted accordingly. Failure to do so may risk the delivery of new laneways that are currently under negotiation.
- 1 metre reverse podium setbacks to Clarke Lane may provide inadequate separation between buildings if they contain residential development. Zero setbacks proposed for a number of other laneways that will similarly provide inadequate building separation. There is also a concern that the lack of perspective diagrams, sections and overshadowing analysis has also prevented the community from accurately assessing the impact of the proposed controls.

Accordingly, further urban design analysis must be undertaken prior to finalising the *2036 Plan*. If the latter, it is recommended that Council reserves the right to recommend different controls to those presented in the *2036 Plan* based on that analysis. This should be noted in the *2036 Plan* so land owners are clear the proposed controls are not necessarily going to be achieved.

**c) Proposed height and FSR for the Metro buildings do not fit the local character and community aspirations for Crows Nest village and create unacceptable overshadowing impacts**

On 10 December 2018, Council considered both the Metro rezoning proposal and concept over station development application which included a detailed urban design analysis as part of the Environmental Impact Statement. Council resolved to not support the proposed built form controls for the Metro site.

The proposed controls under the *2036 Plan* reflect the above documents. The plan also appears to defer the podium height for the Metro buildings to the station design

requirements, which is not supported.

The draft *2036 Plan* should have regard to the concerns outlined in the 10 December 2018 reports and be amended in consultation with Council and the community.

**d) Solar access controls do not adequately protect Crows Nest village and surrounds**

The local character statement acknowledges Willoughby Road and Ernest Place are widely recognised as important areas people can visit, socialise and relax, and the importance of protecting sunlight to them:

*“The community thinks it’s important to get the most out of Sydney’s sunlight. Being able to get outside and relax in the sun is a vital part of what makes the area so attractive. The community placed great value in areas of Crows Nest, including Willoughby Road, Hume Street Park and Ernest Place, because they are not enclosed by large buildings.*

*With the creation of new buildings, all opportunities to make the most of the sunlight should be considered. It’s also important to make sure the sunlight in parks and public spaces is maintained, to respect the character of the area”.*

Draft Local Character Statement (page 11- emphasis added)

Despite these strong statements, the proposed solar height plane controls only protect existing sunlight during school hours: 11:30am-2.30pm for Willoughby Road and 10am-3pm for Hume Street and Ernest Place in mid-winter. This is not supported.

Council already has identified stronger solar protections in the *Crows Nest Placemaking & Principles Study* (2016) that was prepared, in part, to inform the *2036 Plan*. Further consideration of the importance of protecting sunlight to Crows Nest village is outlined in the report to Council on 10 December 2018.

It is recommended the *2036 Plan* adopt Council’s solar protections and amend the proposed heights and FSR controls accordingly.

Protecting solar access to Hume Street Park, including the sports centre, between 10am-3pm is supported provided it is year-round.

**e) Solar height plane controls for Mitchell and Oxley Street cannot be achieved with proposed new heights**

Whilst the intent of introducing solar height plane controls for Mitchell and Oxley Street is supported, the proposed heights in the *2036 Plan* (and Council’s own strategic planning) cannot be achieved with those controls.

It is recommended the Department work with Council to develop more achievable solar height plane controls that still protect the amenity of the future linear parks.

**f) Proposed solar access controls for residential areas set up ‘inside’ and ‘outside’ boundary scheme**

Under the draft *2036 Plan*, mid-winter solar access is protected:

- inside the proposed boundary area at least 3 hours between 9am-3pm; and
- outside the proposed boundary area between 9am-3pm.



The proposed boundary area extends off the map. The rationale for the proposed boundary is unclear as it does not appear to be wholly consistent with either the study area or relevant zoning.

**g) Redevelopment of heritage-listed buildings on Pacific Highway has not been justified and there is insufficient guidance on built form controls for heritage items**

18 and 8-storey height limits are proposed over the heritage-listed two-storey terraces along the western side of the Pacific Highway. The existing heritage listing are proposed to remain. The built form street wall and setback maps identify the heritage items for which adjoining buildings are to reflect the 'heritage storey street wall height' suggesting only the heritage facades are to remain.

The Heritage technical study provides mixed advice, stating the retail shopfronts:

- are at risk of direct physical impact by development to these and adjacent sites;
- risk being overwhelmed by high density development;
- should be subject to setback provisions if the sites are to facilitate any higher density development but notes this would not leave a great deal of depth for a building once a setback is provided.

These shops, and the heritage items further south, are a highly visible feature of Crows Nest's local heritage. Any proposal to redevelop, or partly demolish the buildings, needs to be justified by a heritage study with detailed recommendations to maintain the heritage value of these sites and the community's views sought.

At a minimum, the *2036 Plan* must identify appropriate above podium setbacks to support the proposed height limits. This is likely to range between 6-10 metres to the Pacific Highway and an additional 3 metres to the laneway. Clear guidance in this regard is critical.

**h) Further consideration of local heritage items is required**

Overall, a more holistic consideration of local heritage is required. There needs to be a detailed review of the largely intact heritage facades along Willoughby Road, the Fiveways, the eastern side of Sinclair Street, portions of Nicholson Street and other potential heritage items, including modernist buildings that are not currently listed in the North Sydney LEP. Council can provide the Department with a suitable list of properties and view corridors for investigation.

It is acknowledged that any additional heritage listings will need to be balanced against redevelopment opportunities that may result in the orderly and economic use of that land. The review will enable the community to be part of that conversation and establish appropriate built form controls that protect the character of the area.

**i) 'Significant site' designation of the 'Triangle site' at the Fiveways**

The 'Significant site' designation of the Triangle site is an opportunity consider the redevelopment potential of the whole block through a design process between Council and the developer. This is supported.

Any height expectation however, needs to be tempered by clear principles that protect solar amenity of the conservation area, school and surrounds and character of the area. As written,

the area-wide design principles and significant site design criteria are subject to broad interpretations. Further, the 'Note' at the bottom of page 62 suggests the criteria can be varied, potentially weakening the intent of the process.

It is recommended the Department work with Council to refine the area-wide design principles and significant site design criteria that would apply to significant sites.

j) **'Significant site' designation of the Telstra Exchange landholding in the Lane Cove LGA will significantly reduce tower separations to other tall buildings**

The *2036 Plan* appears to propose another mixed use tower in the centre of a cluster of tall mixed use towers in St Leonards (Figure 1). Given the size and shape of the landholding, a building of any significant height could have significant impacts on 617-621 Pacific Highway in the North Sydney LGA, as well as other surrounding towers already under construction. It is recommended its designation as a significant site be reviewed with the Department and Lane Cove Council.



*Figure 1. Telstra Exchange site identified as a 'significant site' within a cluster of tall, mixed use towers.*

### 3.3 EMPLOYMENT

The land use chapter aims to achieve the North District's high jobs target of 63,500 jobs by 2036. The draft *2036 Plan*:

- retains the B3 Commercial Core zoned land in the North Sydney LGA;
- proposes to rezone portions of B3 Commercial Core land to B4 Mixed Use in the Lane Cove LGA;
- proposes to retain all B4 Mixed Use land in Crows Nest, including the Metro site;
- assumes A-grade commercial space can be provided in podium levels of mixed use towers;
- increases the non-residential FSR across most B4 Mixed Use land from 0.5:1 to 2:1,
- reduces the proposed non-residential FSR along Atchison and Chandos Street under the

- St Leonards / Crows Nest Planning Study* from 1.5:1 down to 1:1; and
- retains the existing industrial zoning in Artarmon, but flags spot rezonings may occur.

There is no consideration of the future needs of the health and education precinct around the Mater Hospital.

**Comment:** Locating office space close to a metro station supports the economy and the environment. Businesses can locate closer to knowledge workers. A higher proportion of the population can reach their jobs without a car. It enables Sydney to become a '30-minute' city.

Locating jobs near a new metro station also has social benefits. For the North District, more jobs in St Leonards and Crows Nest means a higher proportion of local residents do not have to travel over the bridge for work (Figure 2). North Shore workers can spend more time with their families than commuting.

Local workers also support the daytime economy, which is good for local businesses.

The new metro station means St Leonards and Crows Nest will be one of the best connected suburbs in the Sydney Metropolitan area. It is an opportunity to plan for long-term jobs growth.

Unfortunately, the *2036 Plan*'s proposals for jobs growth represent a lost opportunity to support the strong directions for employment growth under the *North District Plan*.

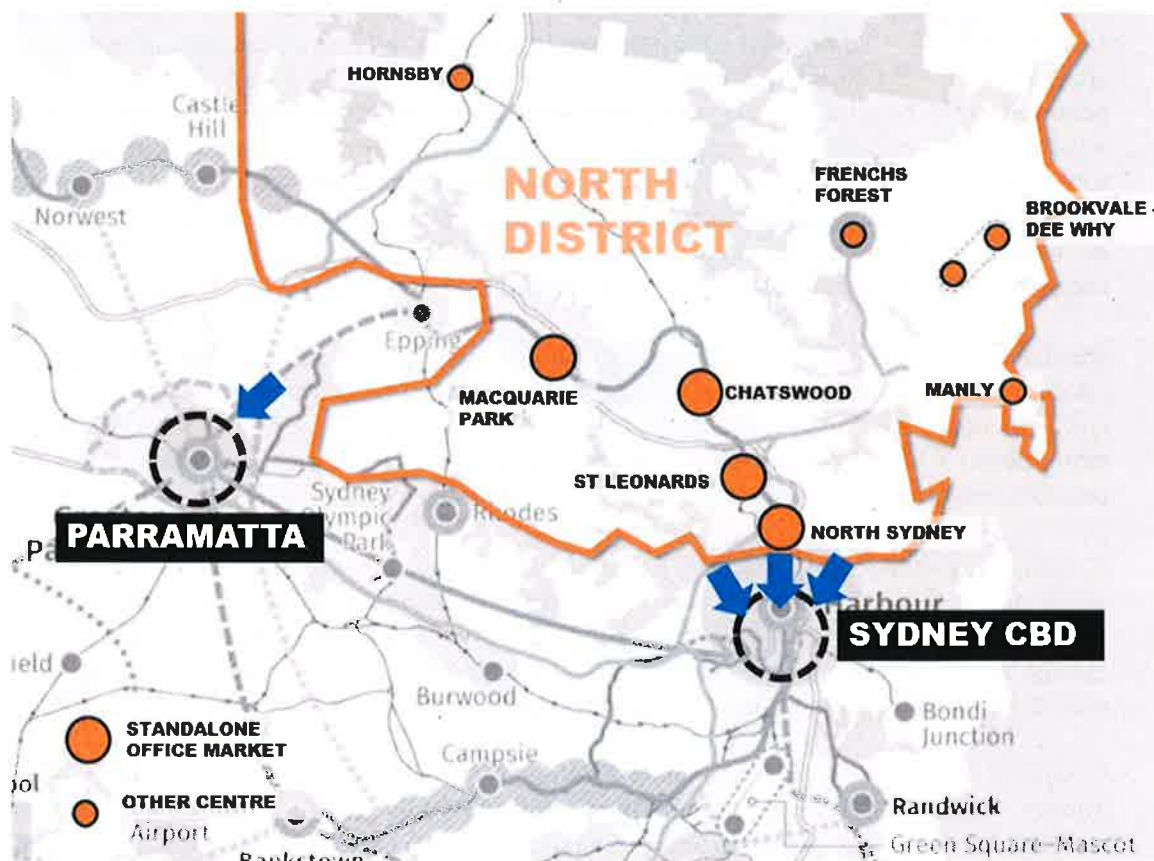


Figure 2. The North District supports four of Metropolitan Sydney's nine standalone office markets. The employment function of these centres need to support future population growth.

Matters that require further resolution are:

- a) **The 2036 Plan sterilises land from future employment growth and over estimates the number of jobs that can be achieved under the proposed controls. Long term employment capacity of St Leonards and Crows Nest needs to be carefully planned.**

The draft 2036 Plan releases significant new residential capacity at the expense of long term jobs growth. No new sites are identified for commercial development as a result of the Metro in Crows Nest. Land in the Lane Cove LGA that the Department had originally identified as the 'Business District' (*St Leonards Strategy* 2006) is now proposed to be rezoned from commercial to mixed use, effectively halving its size.

Further, the majority of new employment capacity under the plan is to be delivered in the podium levels of mixed use towers around the Metro. Once those sites are developed and strata-titled, the employment capacity of that land is permanently 'locked in'.

The proposed reduction in non-residential FSR along Atchison St and Chandos Street from 1.5:1 down to 1:1 is not supported. It reduces the employment capacity of land that is within a 5-minute walk of the Metro station. It will also result in a poor built form outcome with residential and employment in the podium.

In addition, there is strong concern the employment estimates are inflated. The majority of jobs growth is expected on the Royal North Shore Hospital site (800 - 5,300 jobs) and St Leonards (2,620 - 4,570 jobs) with more modest growth in Crows Nest around the metro station (1,950 - 3,020 jobs). Council has not seen evidence that up to 5,000 jobs will be achieved in the hospital. In fact, jobs growth has been historically low on the RNSH site, which possibly explains the significant range in the employment estimate. Employment estimates in St Leonards and Crows Nest assume major improvements in floorspace efficiencies from the existing 26m<sup>2</sup>/job down to 18m<sup>2</sup>/job in mixed use buildings. This may be unrealistic and not supported by evidence, particularly considering mixed use buildings are more inefficient than pure commercial buildings.

Job distribution and job estimates were heavily critiqued by Council in early 2018. There is concern that the apportionment of jobs growth across the precinct is not underpinned by a strong evidence base or strategic thinking as to how jobs growth can be leveraged from the new Metro. Council has made repeated calls for the Department to commission an employment study to examine this issue. This has not been undertaken.

A market feasibility study has been prepared which touches on some of these issues. It is worth noting the study suggests that whilst commercial office buildings are judged to be unfeasible in the current market, the market could shift and the development feasibility may change when the Metro is operational in 2024. It supports Council's concern that too many mixed use buildings risk eroding capacity for future employment.

Council's own *Economic Development Strategy* (2016) and more recently, the *Strategic Market Assessment Report* for the Metro proposal (AEC 2018), observe a continued shortfall in office supply with growing demand in the area which is expected to continue with the increasing trend for co-working spaces like WeWork and WOTSO identifying fringe sites for these purposes. AEC goes further to say construction of the Metro will improve accessibility and amenity of the region and elevate its employment status.

The state government needs to take a stronger approach to planning for long term jobs growth in the North District – in line with the Greater Sydney Commission’s *North District Plan*. In the first instance an employment strategy needs to be prepared as a matter of urgency to inform the final *2036 Plan*.

**b) Employment function of the health and education precinct around the Mater Hospital should be better considered**

There is very little consideration of the employment potential of the health and education precinct around the Mater Hospital. This is an area supporting a major hospital, oncology, physiotherapy and other affiliated medical services plus two schools some 600 metres from both the Crows Nest and northern Victoria Cross portals.

The draft *2036 Plan* estimates between 700 and 1,440 new jobs will be achieved by increasing the non-residential FSR of land along the Pacific Highway from 0.5:1 to 2:1. Again this is likely to be an overestimate due to the way the job estimates were calculated. In addition, one of the most likely sites to redevelop is currently a 5 storey commercial building that would be replaced with an 8 storey mixed use development under the plan – reducing the employment yield.

The plan is otherwise silent on planning for health and education services growth in this important precinct.

This area should be included in the employment strategy that in turn, informs the final *2036 Plan*.

**c) There is an over-reliance on employment space in podium levels of mixed use towers**

Having regard to the non-residential FSR map, the *2036 Plan* proposes to deliver the majority of commercial development in 2-4 storeys of mixed use towers in an area serviced by both a train and metro station. This has undershot St Leonards and Crows Nest’s employment potential for the North District.

Council has consistently advised that the mixed use building typology should be used with caution. As discussed above, once those sites are developed and strata-titled, the employment capacity of that land is permanently ‘locked in’. It can also be an inefficient building typology. Mixed use towers are most appropriate when land currently supports a large scale, aging building that is in most urgent need of renewal.

Whilst Council has supported two mixed use “rezonings” in St Leonards over the last year or so, these were unique circumstances including the need to overcome previous mixed use development consents in the pursuit of better outcomes on each of these sites under the St Leonards/Crows Nets Planning Study Precincts 2/3.

Opportunities for full commercial development, including the Metro station, should be examined.

**d) Rezoning commercial land to mixed use requires further consideration**

Whilst located in the Lane Cove LGA, the proposed rezoning of the two “significant sites” in St Leonards from commercial to mixed use should be reconsidered in consultation with Lane Cove Council. These are valuable, large sites that have the potential to support employment growth.

**e) Regionally-significant industrial land in Willoughby LGA must be protected**

The Artarmon industrial area, in the Willoughby LGA, is a regionally significant area that needs to be protected. The North District supports only 7.3 hectares of industrial land per 10,000 residents. The Metropolitan area averages 33.1ha /10,000 residents.

The draft *2036 Plan* assumes up to 2,000 additional jobs will be achieved in the Artarmon industrial area. This is an incredibly high figure given only 3,000 additional jobs are expected outside a new Metro station in Crows Nest and there are no direct changes proposed to the existing zoning under the *2036 Plan*.

Statements suggesting future rezoning proposals “will be considered on an individual basis” in the industrial area are not supported and should be removed from the plan. This is ad hoc planning when a strong statement from state government to protect the industrial land is required.

### 3.4 MOVEMENT

The draft *2036 Plan* identifies a variety of walking, cycling, car share, parking and traffic projects for further investigation based on the supporting ‘Strategic Transport Study’ for the precinct. Most notably, the *2036 Plan* proposes a \$46M ‘Foreshore to Foreshore’ link that is partially justified as an active transport corridor to be funded by the SIC. A critique of the identified projects is provided at Attachment 1 to this report. Although these projects have been identified as having potential strategic merit in the ‘Strategic Transport Study’, they are all subject to further investigation and detailed design, including traffic modelling. As such, there is no guarantee they will be delivered to address the significant increase in travel demand associated with the future development of the *St Leonards and Crows Nest 2036 Plan* precinct.

**Comment:**

A Sydney-wide policy context is outlined on page 7 of the *2036 Plan*. However, it is unclear how the *2036 Plan*’s overarching Vision as outlined below, addresses the liveability, productivity and sustainability objectives of the Greater Sydney Region Plan, North District Plan and Future Transport Strategy.

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

Key to the delivery of these objectives is the creation of a “30-minute city” where a high percentage of residents live within a 30-minute walk, cycle or public transport journey of local, strategic, regional and city centres. While the creation of a dense, diverse, walkable, cycle-able and regionally connected mixed use and transit oriented centre around the St Leonards and Crows Nest railway stations is key to the rationale for further development of the St Leonards/Crows Nest precinct, this does not come through clearly in the *2036 Plan*.

Once a Vision for the precinct is provided that reflects the overarching objectives of Sydney-wide planning policy, detailed transport planning for the precinct should then recognise that the scale of transport planning initiatives recommended in the *2036 Plan* will affect the extent to which these overarching objectives can be achieved, with all projects being assessed according



to their ability to deliver the Greater Sydney Commission's liveability, productivity and sustainability objectives.

While various local walking and cycling network upgrades have been identified, a similar analysis of public transport improvements has not received the same attention, relying almost exclusively on the introduction of Metro to support/increase high levels of public transport use in the precinct. Further consideration should be given to:

- rationalising Pacific Highway bus services where they will replicate Metro
- re-allocating assets to deliver improved local bus feeder routes to support Metro; and
- delivering orbital public transport connections to support east-west access to/from the precinct as well as north-south links along the Metro route.

The *2036 Plan* also recognises the link between parking supply and traffic generation and touches on the introduction of reduced parking allowances for development within the precinct. However, it does not provide any real commitment to traffic demand management in the precinct. The extent to which traffic demand can be controlled in the precinct must be understood before the *2036 Plan* is endorsed in order that the number/scale of identified projects reflect and address traffic growth in the precinct and/or take advantage of significant mode shift to public transport and lock in the traffic reducing benefits of Metro through road space reallocation to walking, cycling and public transport.

This is particularly important in determining future opportunities for road space reallocation on the Pacific Highway. According to the RMS's Road Network Plan report for the Pacific Highway (May 2018), that road is currently a highly trafficked "movement corridor". However, further development of the St Leonards/ Crows Nest precinct and the introduction of the Crows Nest Metro station with its associated 10,000 additional movements per AM peak hour from 2024, will necessarily result in the re-classification of this section of the Pacific Highway from a "movement corridor" to a "vibrant street".

A monitoring program and identification of key performance indicators demonstrating to what extent the vision/objectives are being achieved by specific infrastructure projects and the further development of the precinct, should be identified as part of the DPE's review of the draft *2036 Plan*.

The Draft 2036 Plan has identified a suite of transport projects, which the Department of Planning suggests will help to mitigate the impact of increased travel demand associated with the development of the 2036 Plan precinct. All of these transport projects still require further justification and endorsement by state approval authorities like the RMS.

Given that Council a) does not necessarily support all the identified projects and b) would need to provide, in most cases, significant/costly further justification of these projects to state government approval authorities before being able to deliver them, it is questioned whether Council is the best placed authority to deliver the 2036 Plan and, indeed, whether the *2036 Plan* is sufficiently progressed to be able to be implemented as drafted.

A detailed critique of the transport projects identified in the body of the *2036 Plan* is provided at Attachment 1.

Matters that require further resolution are:

**a) The draft 2036 Plan's Vision does not reflect/address the Vision/objectives detailed in the GSC's overarching planning policy.**

Without a consistent set of objectives, it is unclear what the *2036 Plan* is trying to achieve. The Greater Sydney Commission's Livability, Productivity and Sustainability objectives should be reflected in the Vision for the precinct and also used as criteria for assessing the effectiveness of each of the proposed transport projects for achieving the state vision for transport in Sydney.

**b) The draft 2036 Plan proposes rezoning land without a commitment to necessary transport infrastructure upgrades or strategies to cope with the influx of pedestrians or vehicles**

While it is understood the DPE is currently commissioning further traffic modelling of the centre, without a better understanding of travel demand and mode share aspirations for the precinct it is unclear whether the number/scale of the proposed projects are sufficient to address the potential growth in different trip types within the precinct. Furthermore, without a more detailed understanding of the impacts of these projects on potential future traffic demand, it is unlikely that these projects have received even in principal support from the RMS or that the project team has fully understood the opportunities for road space reallocation that may result from potential traffic contraction associated with driver to Metro mode shift. In this context, it would not be appropriate for Council to support significant uplift within the precinct without a better understanding of whether these transport projects are ever likely to be delivered.

It is recommended that transport investigations are undertaken as a matter of urgency and that the Department work with Councils and relevant state agencies to develop an agreed implementation strategy for transport infrastructure upgrades.

**c) Strategic-level improvements to the Pacific Highway have not been considered**

The new metro and other redevelopment opportunities along the Pacific Highway are a once in a lifetime opportunity to plan for a dense, walkable, cycle-able and regionally-connected mixed use and transit-oriented centre. The Pacific Highway cannot continue to be solely treated as a traffic conduit which creates a major barrier to local trip movements within the precinct.

Further thought is needed into the place making opportunities of the Pacific Highway. Recommendations that marginalise pedestrians and cyclists by relegating them onto backstreets and laneways, like the proposed Clarke Lane footpath improvement, instead of addressing travellers' needs on more direct routes like the Pacific Highway, is contrary to Council's preferred approach to improving walking, cycling and public transport safety and amenity.

It is recommended the Department work with Council to examine the strategic function and place making opportunities of the Pacific Highway.

**d) The proposed foreshore link is an expensive recreational cycling link**

If delivered as a shared path, the proposed new north-south foreshore link between the Gore Hill Freeway cycle path and the proposed Chandos Street east-west cycle link would



increase pedestrian/cyclist conflict. This facility would also duplicate existing cycle lanes on Herbert Street. Upgrading Herbert Street cycle lanes (separated uni-directional cycle lanes) as well as delivering the proposed cycle link from Herbert Street over the railway line to Chandos Street, via the bridge opposite the RNSH, would improve this connection at a significantly lower cost than the proposed Foreshore to Foreshore link as well as more directly servicing RNSH cycling demand.

While the Lithgow Street section of the foreshore to foreshore link may form part of the North District Plan's "Green Grid", on this occasion the Green Grid does not coincide with a section of Sydney's Principal Bicycle Network. At best, this facility is likely to perform a local or recreational cycling function. While there may be some localised amenity benefits for adjacent residents, it is unlikely to achieve the productivity and sustainability benefits that would be achieved by delivering a more strategic section of Sydney's principal bicycle network (e.g. Pacific Highway cycle lanes). Given the significant cost of this initiative (\$46M), this may require serious reconsideration.

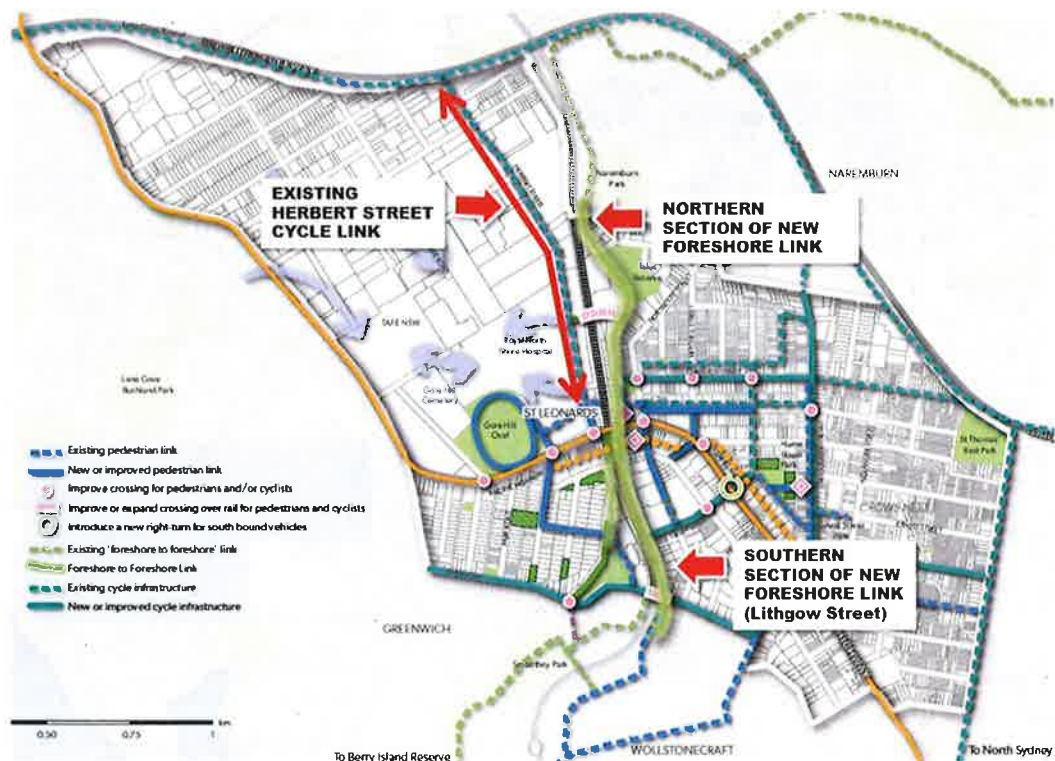


Figure 3. Proposed foreshore link

### 3.5 PUBLIC DOMAIN

The landscape chapter recognises that to support the significant population increase, more and better quality open space is crucial. There are three open space projects identified in the plan:

- The \$46M 'Foreshore to Foreshore' link that is to run from Talus Reserve in the Willoughby LGA through to River Road in the south;
- The \$26M proposal to expand Hume Street Park; and
- \$2M contribution towards the Gore Hill recreation facilities.

The *2036 Plan* reinforces Council's plans to deliver linear parks along Mitchell and Oxley Streets and introduce setbacks along the Pacific Highway to make room for more tree planting. No money is set aside in the SIC to pay for these projects.

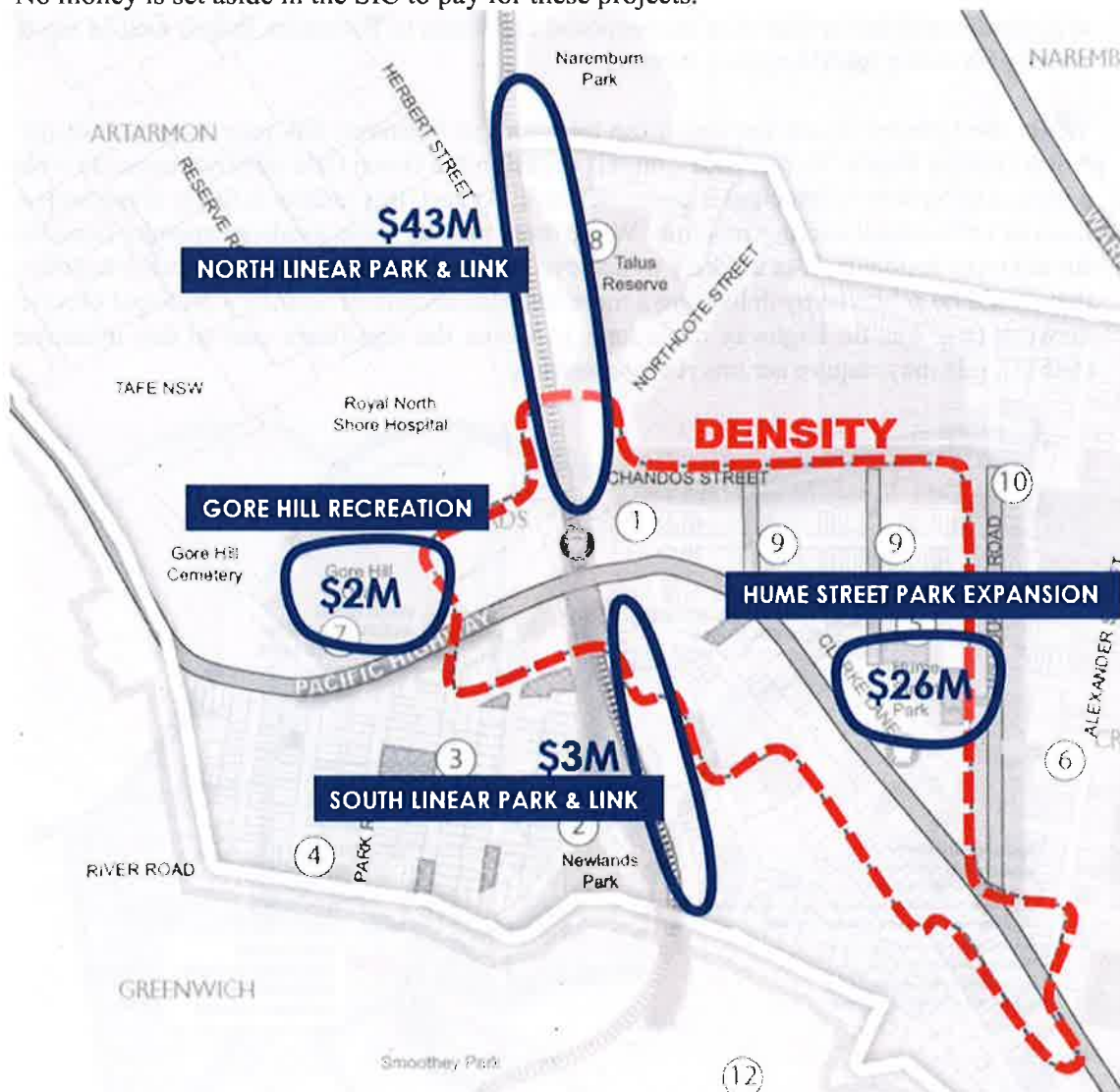


Figure 4. Main open space proposals funded by the new state levy (NSC image)

Matters that require further resolution are:

**a) Prioritising the foreshore link over well-located accessible open space is not supported and the allocation of SIC funds is questioned**

With the proposed population increase there is an acute need to deliver more high quality, well-located open space to promote the health and well-being of the community. This was a strong message from local residents that has been incorporated into the Local Character Statement.

The SIC allocates **\$45.5M** towards the following projects that are related to the proposed foreshore link, the highest funded project under the *2036 Plan*. \$42.5M or 93% of that

funding, is located in the Willoughby LGA which is delivering very limited new development. \$3M is shared between Lane Cove and North Sydney Councils.

**Proposed “Foreshore to Foreshore” funding**

Council area	SIC funding	(Project reference) Project description
Willoughby	\$28M	(OS1) North linear park
Willoughby	\$13M	(P1) Herbert St – Chandos St pedestrian cycle link
Willoughby	\$2.0M	(P2) Talus reserve– Naremburn Park cycle link
NSC/Lane Cove	\$1.7M	(OS2) South linear park
NSC/Lane Cove	\$1.3M	(P3) Pacific Hwy – River Rd pedestrian cycle link
<b>Total</b>	<b>\$45.5M</b>	

There is very little design detail or planning justification for this project in any of the exhibited documents. Council has sought clarification from the Department as to where the \$42.5M is to be spent in the Willoughby LGA but no details have been provided. In terms of the justification, the *2036 Plan* states simply that the benefits are “*improved access to existing open space and other key destinations in the area*” and “*improved amenity of the existing streets and open spaces.*”

The regional value of the pedestrian and cycle link has not been established to justify its expense (Section 3.4). Indeed, in a workshop attended by the three councils with the Department noted that only 1-3% of the population would use the cycle link. The southern portion of the cycle link does not appear to serve a regional function.

Further, whilst any open space project is welcome in the region, both the \$28M north and \$1.7 south linear parks are not considered priorities when the residential density runs east-west along the highway in the Lane Cove and North Sydney local government areas. Its location along the rail line, away from the new mixed use towers, means parks are highly unlikely to be widely used by children, the elderly and people with a disability on a regular basis.

It is recommended the considerable extent of this expenditure be tempered with its questionable immediate and tangible value to the local and wider community.

It is recommended the state levy funds be reallocated to open space and social infrastructure projects closer to the population such as the Hume Street Park upgrade, proposed district library and open space in St Leonards south.

**b) Hume Street Park: The Department’s proposal for acquisition / demolition of additional properties east of Hume Street potentially undermine Council’s adopted plans for expansion of Hume Street Park.**

Hume Street Park is the most critical open space to the *2036 Plan*. It is located directly outside the future metro station that will be accessed by some **10,000 people** in the morning peak hour. In addition, it is the only sizeable open space within walking distance of the proposed mixed use towers under the Plan. The Department has recognised its ‘regional open space’ status by identifying it in the SIC.

Council's Hume Street Park upgrade plan adopted in 2015 is a major \$90M project that will realise over 7,000m<sup>2</sup> of additional, high-quality public open space in the heart of the Crows Nest development area. (The total park if completed would be in the order of 8,500m<sup>2</sup>). Stage 1 (plaza and link) has recently received development consent, is funded by Council (\$20 million inclusive of completed property acquisitions), and it is anticipated that works will commence in the third quarter of 2019, with an 18-month construction period.

The balance of the plan (beyond Stage 1) aims to achieve substantial open space and urban amenity gains by placing the indoor sports facility and car park underground, relocating the Kelly's Place day care and providing a new children's playground.

Beyond Stage 1, the remainder (i.e., the majority) of the adopted park-expansion scheme is not currently funded. A further \$70 million would be required to realise the implementation of the full project. Funding is not included in Council's Long Term Financial Plan and in the absence of specific funding within the SIC associated with the Department's exhibited plan for St Leonards and Crows Nest, implementation is unlikely to be financially viable. The implementation of this project represents a complex process.

Apart from funding, it requires the relocation of Kelly's Place and the existing basketball function prior to commencement as well as the management of the temporary loss of parking.

Instead of assisting Council to fund the adopted scheme, the *2036 Plan* presumes that Council will fully fund and implement the full Hume Street Park expansion and proposes to further amend the park upgrade by funding the acquisition of additional premises (existing mixed-use terraces) premises either side of the new plaza in Hume Street via **\$26M** in the SIC. This raises a number of issues:

- Council funding of the full Hume Street Park upgrade work beyond Stage 1 is not viable in the absence of specific funding within the SIC or via voluntary planning agreements (VPAs). The imposition of the SIC will significantly reduce, if not eliminate, Council's ability to negotiate further VPAs to assist with funding of the total project.

Images released by the state government in support of both the Metro and the *2036 Plan* each include perspectives of the upgraded park. It is a critical part of the State exhibited plan. Additional public domain space is required to cater for:

1. a massive influx of pedestrians accessing the Metro station from 2024;
2. an almost doubling of residential population under the draft *2036 Plan*.

- The expansion as proposed by the Department also presents a potential liability for Council as there is no money set aside to implement the Department's expanded design.
- The Department's proposed expansion creates financial uncertainty for those landowners who are now expected to enter a 'negotiated acquisition' process. As a local case study, the compulsory acquisition of 90-92 Willoughby Road by Council was a drawn out and expensive process. Property values in Sydney can be highly volatile and given the uncertainty of the timing of the availability of this funding, this raises the risk profile of this strategy and potentially undermines the deliverability of the entire project.

- The *2036 Plan*'s silence on where to temporarily relocate Kelly's Place daycare is also a concern. It is noted that the Metro proposal indicates a daycare could be located in the scheme. This needs to be discussed with Council and the operator of Kelly's Place.
- The Department's proposal to acquire and demolish the additional premises east of Hume Street also works against the carefully considered urban design principle of Council's adopted scheme. Under Council's scheme those premises are retained to provide an active frontage to Hume Street Park and a limited number of properties were identified to be demolished to create a plaza space east of Hume Street, facilitating a spatial/land-use gradation between the main body of the park (bounded by Clarke, Hume and Pole Lane) to the narrower pedestrian link between Hume Lane and Willoughby Road. Demolishing the additional properties will expose the back of house functions (deliveries, waste removal and the like) of the restaurants and shops fronting Willoughby Road. The *2036 Plan*'s suggestion to encourage 'dual frontages' to existing buildings (i.e. fronting both Willoughby Road and Hume Lane) is considered unrealistic and loss of the service lane would likely compromise the viability of the restaurants of the existing 'eat-street' precinct.

The \$26 million allocated in the plan for the acquisition of these additional properties should instead be put towards assisting Council to implement its adopted scheme for the expanded park. In addition, Council should request that the Department allocate significantly more SIC or other funding towards the Council's endorsed Hume Street Park upgrade plans to ensure the full project can be delivered within the next five years. Completion within this time frame will have a number of benefits:

- It will be in time for the Metro opening in 2024.
- The park will be ready for use by the residents of the new tower blocks, rather than them having to wait many years for improved amenity.
- It will avoid an extended period of construction-phase disruption.

This would require the State Government to reallocate the \$26 million from that earmarked for the additional property acquisition to Council's adopted scheme as noted above, plus a further allocation of funds, whether it be from SIC or other sources. Such contributions from the State is not unprecedented, and overall project costs are in-line with similar urban park redevelopment projects in Sydney and interstate.

The *2036 Plan* relies on Council delivering the ambitious Hume Street Park scheme whilst levying funds to purchase commercial properties to also expand it. Given Council's reduced capacity to negotiate VPAs as a result of the proposed introduction of the SIC, Council will not be in a position to fund the redevelopment of the larger plan unless SIC contributions are levied to assist with its delivery.

**c) Mitchell Street and Oxley Street linear parks no longer funded via VPAs**

In addition to Hume Street Park, Council had committed to the highly popular proposal for two new, well-landscaped, linear parks along Mitchell Street and Oxley Street. These parks will provide some well-located relief to the density of St Leonards. They require built form setbacks and were to be funded via VPAs (a portion of Oxley Street linear park is already the subject of VPA negotiations).

The *2036 Plan* identifies the parks and supports the setbacks via an LEP amendment but again is silent on how these are to be funded by Council once the new state levy is imposed.

As discussed in Section 5, the Department needs to resolve the impact of the SIC on VPA-funded projects as a matter of urgency (see Section 5).

**d) New laneway opportunities currently being negotiated by Council are missing**

Council is currently working with landowners along Atchison Street to deliver mid-block laneways in line with the *North Sydney DCP 2013* and *St Leonards / Crows Nest Planning Study*. These laneways will improve permeability and create additional retail opportunities that will activate the streetscape.

The *2036 Plan* should identify these laneways and ensure the new state levy does not affect the VPAs currently under negotiation.

**e) Opportunity to create more space for people by funding Willoughby Road public domain**

The *2036 Plan* recognises Council's draft plans for Willoughby Plaza at the southern end of Willoughby Road. The plaza is well located to provide additional public space in the precinct, however it remains unfunded under the *2036 Plan*. Council also has extensive concept plans for the upgrade of Willoughby road public domain to further improve upon the amenity of the restaurant/shopping strip.

It is recommended the Department assist Council undertake traffic modelling, secure RMS agreement and develop a mechanism to fund the project.

### 3.6 COMMUNITY SPACES

To support a healthy and vibrant community, population growth must be supported by the timely delivery of adequate spaces for people to socialise and access important local services. The *2036 Plan* is a major opportunity to identify how these spaces will be delivered.

As it stands, the *2036 Plan* recognises existing initiatives by Lane Cove and North Sydney Council. There are no new facilities to support the almost doubling of the residential population.

The location of a new primary and secondary school and provision of affordable housing are matters that are still under investigation.

**Comment:** The lack of planning for community services is the weakest element of the *2036 Plan*. It does not support the vision statement that suggests the community will be supported by community services.

Matters that require further resolution are:

**a) The *2036 Plan* will double the population but provide no new community facilities**

When asked, the community said it would like more community facilities such as galleries, indoor and outdoor sports and recreation facilities, libraries and community halls (Local Character Statement). Having regard to state government benchmarks, the Department's own Social Infrastructure technical study (Arup) points to an acute need for the exact same facilities, in addition to affordable childcare and affordable housing.



As St Leonards morphs from a commercial office precinct into high density, mixed use strategic centre, with some 14,000 new residents and 16,500 new workers, bringing the total population serviced by St Leonards and Crows Nest to around 100,000 people, state and local government must plan for adequate social infrastructure.

Despite the significant proposed population increase, the *2036 Plan* offers no new facilities other than what Lane Cove and North Sydney Council were already planning prior to the Department's investigation, that being:

Planned community facility	Council area
1,600 m <sup>2</sup> multipurpose arts centre	North Sydney
1,000m <sup>2</sup> branch library	Lane Cove

Support for the Arts Centre is acknowledged. It is not clear why the *2036 Plan* does not also recognise the co-working space Council is currently negotiating at 100 Christie Street, St Leonards to support local start-ups.

Based on the findings of the Social Infrastructure Study, the Local Character Statement and Council's own analysis, the following community facilities are needed, in addition to the above, to support the future population:

Proposed community facility	Detail
Affordable childcare	1. Site for the temporary relocation of Kelly's Place 2. New 60-place community based long day care centre
District library	2,000m <sup>2</sup> modern library that supplements the branch library in Lane Cove LGA
District community centre	1,000m <sup>2</sup> specialising in youth services that may be co-located with the district library. This will complement the Crows Nest Community Centre that delivers aged care and disability services
Affordable housing	55% of low-very low income renters are in housing stress, 26% of renters are in housing stress, 16% of housing purchasers are in mortgage stress. Consideration of inclusion in SEPP 70 (Affordable Housing) may be required and funds provided for development of the associated viability model

In a letter to the Department in March 2018, Council outlined the reasons why the above facilities are needed and provided detailed suggestions on how to deliver them. That advice has not been considered in this report. The greatest opportunity arises from the Crows Nest Metro site that is under state government control. It is an ideal location for a district library and community youth centre.

It is recommended:

- the co-working space at 100 Christie St is recognised in the *2036 Plan* and the development exempted from the SIC;
- the Department liaise with Sydney Metro and Council to consider incorporating the library and community youth centre into the Crows Nest Metro station development; and

- the Department work with Council to identify suitable locations for affordable childcares and affordable housing provision.

The consequence of not provided the above facilities will be to place significantly greater demands on existing social services that are already under major pressure.

**b) Need to identify the location and plan for the delivery of new schools**

Population growth needs to be supported by the timely delivery of new schools. The location and timeframe for the new schools need to be established before land is rezoned. This should be factored into the staging plan recommended in Section 3.2.

### 3.7 UTILITIES

The draft *2036 Plan* is silent on the provision of utility and service upgrades to support the future development.

**a) Plans to ensure the timely delivery of service upgrades need to be prepared**

A review of the Utility and Services technical study by Mott McDonald suggests most service authorities provided general comments to the Department to inform the *2036 Plan* and were not requested to undertake any further studies on the impacts of the proposed increases in the precinct. The exception being Sydney Water that has, or is currently undertaking, a capacity investigation into both water supply and sewerage capacities in at least part of the precinct.

Service authorities need to undertake a full, detailed and coordinated assessment of the cumulative impacts of the proposed increase in dwellings in this precinct, so that the necessary upgrades, augmentations and new works can be planned and implemented before the dwelling increases start occurring.

Councils only have limited control over 'essential services' works, and very limited or no power to discuss or be involved in planning for the system upgrades. Most of these services are located within Council land, both underground and overhead and the physical works required on these networks almost always involve disruption to Council owned or controlled operations.

Council is, in the most part, responsible for the physical restorations for any such works, but it is Council's experience that a restored surface, whether it be a footpath, road, plaza, etc. is never as good as the original.

It is primarily for this reason that a proposal with such significant impact on the existing infrastructure should provide, as an absolute minimum, a full and detailed assessment of the 'worst case scenario' in relation to the impact that will come onto the utilities assessed by this report.

Once these impacts, including the expected augmentations or new works are identified, it would be sound planning practice to undertake these works prior to the demand, then formulate a robust funding model to recoup the capital costs from the developers who will supply the mooted increase in building stock. Implementing the upgrades before the need arises is sound practice.



**b) Sustainability initiatives could make St Leonards / Crows Nest a model priority precinct**

The technical study raised several possible measures to reduce the environmental impact of such a significant increase in dwellings in the precinct by the various utilities.

Implementing a suite of sustainability initiatives such as green walls, ESD, water re-use, alternative power generation, zero emissions, climate resilience, alternative materials, solar design, and water-use efficiencies in such a dense, urban environment through various legislative means could make the St Leonards / Crows Nest a model priority precinct.

This could be a major outcome that would gain significant support from all three Councils and the community.

## **5. PROPOSED SPECIAL INFRASTRUCTURE CONTRIBUTION**

The draft Special Infrastructure Contribution (SIC) is a new state levy that is to assist funding state and regional infrastructure. The premise is that new development should financially contribute towards infrastructure upgrades that support the proposed density increases.

The SIC will be paid by developers that achieve more residential floorspace as a result of the draft *2036 Plan*. The proposed contribution rate is \$15,100 per additional dwelling. It is estimated to raise \$113.6 million in funding for regional open space projects (\$58M), pedestrian, cycling and vehicle infrastructure (\$32M), a school (\$22M) and \$1.7M in planning fees for the Department.

**Comment:** Rezoning land under the *2036 Plan* will increase the value of that land. Capturing some of that value uplift to pay for the infrastructure to accommodate the future population, is supported.

Up until now, Council has captured that uplift via a voluntary planning agreement (VPA) with developers to pay for local infrastructure such as Mitchell Street Plaza upgrade and breathing wall. Further negotiations are underway to deliver community facilities like the arts centre and coworking space and planned park upgrades including Oxley Street and Mitchell Street linear parks and Hume Street Park upgrade. Lane Cove is delivering additional facilities like a branch library in the same way.

The Department flagged its intention to take some of this revenue stream via a new state levy as far back as 2016 to fund regional infrastructure. Given its potential to adversely impact Council's local infrastructure plans, Council requested to be involved in the development of the draft state levy. This did not occur.

Matters that require further consideration are:

**a) The SIC will reduce, if not eliminate, Council's ability to negotiate VPAs that deliver planned local infrastructure like park upgrades and community facilities**

The SIC is underpinned by a feasibility analysis by AEC (April 2018). The analysis did not consider how the new levy would impact Council's ability to negotiate future VPAs. This is a major oversight.

Council is of the view that the imposition of the SIC will significantly reduce, if not eliminate, Council's ability to negotiate VPAs to fund local infrastructure projects. Current draft VPAs include a clause enabling landowners to renegotiate the terms of the agreement if a new state levy is imposed, those being:

- 575 Pacific Highway – monetary contribution towards Hume Street Park
- 100 Christie Street – two commercial floors to be dedicated as co-working space
- Several proposals in Atchison Street that are yet to be determined which are likely to be proposing monetary contribution towards Hume Street park and land dedication.

The delivery of these benefits is likely to be in jeopardy as a result of the imposition of the SIC.

Following on from this, the feasibility analysis itself demonstrates that, with the exception of major upzonings, the developer's capacity to pay the SIC, standard Section 7.11 contributions and a VPA will be reduced or eliminated.

There is no mechanism to negotiate a VPA if the rezoning of the land has already progressed. Value capture is associated with the upzoning, not the development approval, so Council has no leverage to enter negotiations if Councils are to progress planning proposals to implement the *2036 Plan*.

The consequence of this is that state infrastructure, which is traditionally paid for out of state revenue, will be subsidised at the expense of local infrastructure projects like Hume St Park upgrade, the linear parks and community facilities.

Of concern, this calls into question the Infrastructure list at that back of the *2036 Plan* that stipulates projects like Hume St Park (item 19) and the linear parks (item 21) are to be funded by Council. With the imposition of a new state levy the question is how is Council to now achieve this?

Whilst Council can impose developer contributions through section 7.11 and 7.12 to facilitate improvements or provision of public infrastructure, its limitations are widely acknowledged. The NSW Government on the other hand, has a much wider spectrum of income to draw on including from stamp duty, which in this precinct alone, is likely to attract in the order of \$300M additional income arising from the new development anticipated.

It is recommended that the Department work with Council to amend the SIC or develop other funding mechanisms to deliver necessary local infrastructure identified in the *2036 Plan* and other projects that have been missed off the Infrastructure list.

**b) The Metro should not be exempted from paying infrastructure contributions**

As discussed in Council's report of 10 December 2018, Sydney Metro's concept development application seeks an exemption from paying section 7.11 local infrastructure contributions and the SIC. Council estimates this exemption, if supported by the Department, would represent a loss of some \$12.5M in infrastructure contributions. This is not supported. Indeed, an exemption would exacerbate the problems outlined above.

It is recommended the draft SIC is amended to clarify that the Metro development is subject to paying infrastructure contributions like any other development that creates a demand for that infrastructure.

**c) Willoughby City Council receives the greatest proportion of the SIC funding despite contributing the least revenue**

Under the draft SIC, the three Councils receive the following<sup>1</sup>:

- 61% Willoughby LGA (\$70M);
- 30% North Sydney LGA (\$34M);
- 7% Lane Cove LGA (\$8M); and
- 1% the Department (\$1.7M).

Looking in detail, 70% of the SIC funding is allocated to regional open space and pedestrian/cycling projects. Of this, it is estimated<sup>2</sup> the three Councils will receive:

- 54% Willoughby LGA (\$46.3M);
- 38% North Sydney LGA (\$32.2M); and
- 8% Lane Cove LGA (\$6.7M).

Of the remaining 30%, \$22M will go to schools most likely in Willoughby LGA, \$4.7M will go to road upgrades largely along the Pacific Highway and \$1.7M goes to the Department.

This is a disproportionate allocation of regional funds. The Willoughby LGA will contribute a negligible amount to the SIC as there is almost no uplift proposed in the LGA under the *2036 Plan*.

For example, the Willoughby LGA will receive over half the open space and access funding under the SIC whilst the future population increase will not be located there. Conversely, as outlined earlier in this report, North Sydney Council has major funding shortfalls to deliver necessary open space and community projects to support the future population growth. Projects like Hume Street Park upgrade, a new library and community youth centre need to be prioritised and funded accordingly.

The Lane Cove LGA may also be subject to density increases, pending the St Leonards south plans, but receives only 7% of SIC funds.

It is recommended the SIC is amended to ensure a fair and equitable distribution of SIC funds and reflect where the density is apportioned.

**d) There is no commitment to when these projects will be delivered**

There is no commitment as to when the state and regional infrastructure will be delivered. Funds raised via the SIC will be pooled across Metropolitan Sydney. As there appears to be no state level policy governing these decisions, the timing of projects identified in the *2036 Plan* for St Leonards and Crows Nest appears to be at state government's discretion.

---

<sup>1</sup>Funds for intersection upgrades along LGA boundaries have been halved and distributed to both Councils. School funding has been allocated to the Hospital and Education precinct in the Willoughby LGA.

<sup>2</sup> Funds for projects that extend over LGA boundaries have been halved and distributed to both Councils.

---

It is recommended the staging plan discussed in Section 3 prioritises the infrastructure projects and nominates a timeframe in which those projects will be delivered.

**e) Allocation of \$1.7M to the Department for 'planning & delivery' is not supported**

The recoupment of \$1.7M in consultancy costs is not considered of 'state or regional significance'.

It is recommended this money is reallocated to much needed open space projects.

## **6. DRAFT LOCAL CHARACTER STATEMENT**

The purpose of the character statement is to outline what the community cares about in St Leonards and Crows Nest, its existing character, its future and its infrastructure needs. It can be used as a measure of the *2036 Plan*.

The statement is based on feedback received by the Department from the Interim Statement (August 2017), an online survey and workshops attended by 84 people in February and March 2018.

Council's involvement in this process was limited to one meeting. The statement does however, draw on Council's strategic planning work which was underpinned by extensive community input.

The draft statement recognises the village atmosphere of Crows Nest, the busy, commercial nature of St Leonards and much valued conservation areas. Discussions on important issues such as a building heights (pages 18-19) and community facilities (pages 22-23) for example, appear to give a reasonable appreciation of the community's views.

**Comment:** As discussed in the 19 November 2018 Council report, the character statement is a useful input into the planning process. It has the potential to be a meaningful statement on what is valued about St Leonards and Crows Nest and an excellent forum to consider how future growth can be accommodated without losing a place's soul. The direct links to the *2036 Plan* at the start of each chapter is exceptionally effective and should be adopted in planning strategies of this nature in the future.

Preparation of the statement could have been done better through more timely, broader and more regular engagement with the community. For plans of this complexity and impact, reaching only 84 people face to face, 20 months into a two-year investigation is poor and has, in all likelihood, contributed towards the increasing unease observed within the community. Further, there appears to be very limited engagement with the local business community.

Notwithstanding, as far as Council can tell, the draft statement has successfully captured some of the community sentiment about what is valued, future priorities and key issues.

Further time and consultation would improve the statement by picking up more nuanced and important features such as the wide-reaching contribution the Crows Nest Community Centre plays in the community from supporting for major arts initiatives like Studio A, settlement services for new migrants to linen services that enable aged persons live comfortably at home.

Matters that require further consideration are:

**a) The guiding principles at the end of the local character statement are different to the area-wide design principles in the 2036 Plan**

Overall, the guiding principles in the local character statement are much more direct and descriptive than the design principles of the *2036 Plan*. It is recommended that one set of guiding principles is established for St Leonards and Crows Nest. These should be based on the principles articulated in the local character statement and amended in discussion with Council following exhibition.

**b) Local business community views should also be included**

Local business's views should have been captured, particularly for the Land Use chapter, which gives very limited consideration of local jobs and future capacity for businesses to grow.

**c) There should be specific comments from a wide range of the population**

The statement would benefit from a broader range of views within the community including children, young people, seniors, people with a disability and ethnic background.

## **7. DRAFT GREEN PLAN**

The draft green plan provides additional consideration of open space and tree canopy opportunities for the area. The plan estimates there is currently about 12 hectares of open space in the precinct boundary (4.5ha at Gore Hill, 2ha at Talus Reserve and 2ha at St Tomas Rest Park and 3.5ha in smaller parks and plazas).

The plan suggests an additional 8.57 hectares of open space is possible. In the North Sydney LGA the main new open space proposals include:

- 0.8ha increase to Hume Street Park – included in the *2036 Plan* (Section 3.5);
- 0.07ha increase to Ernest Place – not included in plan;
- 0.16ha at Holtermann St – not included in plan; and
- 0.17ha on closing Willoughby Road south – draft Council project, unfunded.

The largest open space opportunities are identified in the Willoughby LGA:

- 0.4ha park at St Leonards Central – not included in the plan; and
- 0.9ha Platform Park – not included in the plan.

It also suggests over 2,000 additional trees can be planted. For North Sydney LGA it appears to suggest over 30 additional trees can be added to most streets within the conservation area.

**Comment:** Examining potential open space opportunities is an important exercise given the significant proposed increase to residential population in the area. However as discussed in the 19 November 2018 report, a large number of projects identified in the Green Plan that contribute to the 8.57 hectare figure are either:

- not included in the *2036 Plan*;
- subject to investigation; or
- now unfunded with the imposition of the SIC and may not proceed.

Similarly, while the aim to significantly increase the urban tree canopy is supported, planting over 2,000 trees is very optimistic without significant funding for kerb buildouts, footpath works, underground and overhead obstructions (utilities, awnings, powerlines).

Of particular concern, the Green Plan does not provide much detail or justification for the major open space projects being mooted in the *2036 Plan*, notably the \$46M foreshore link or \$26M Hume St Park expansion.

It is not clear how many of the projects outlined in the Green Plan are to be delivered.

**a) The Green Plan should be refined in consultation with Council**

The document needs to be finalised in consultation with Council to ensure the proposals for new open space and additional tree canopy are realistic and capable of being funded.

Each project needs to include details on:

- what it is;
- its importance/priority;
- what is required to achieve it; and
- estimated cost.

As discussed in Section 3.5, open space projects included in the *2036 Plan* (and funded via the new state levy) need to first be agreed to by the three councils. Those projects require much more detail and justification in the Green Plan.

### Attachment 1 - Transport Infrastructure Project Analysis

Projects in **Table 1** are identified in “Implementing the Plan: Movement Actions and Recommendations” of the *St Leonards and Crows Nest 2036 Draft Plan*. (pg 58-59).

Projects in **Table 2** are identified in “Appendix – Infrastructure List” of the *St Leonards and Crows Nest 2036 Draft Plan* to be funded by the special infrastructure contribution scheme (SIC). (pg 66-70).

Projects in **Table 3** are identified in “Appendix – Infrastructure List” of the *St Leonards and Crows Nest 2036 Draft Plan* to be funded by other funding sources. (pg 70-73).

Projects in **Table 4** are identified in “Appendix – Infrastructure List” of the *St Leonards and Crows Nest 2036 Draft Plan* to be funded by Council. (pg 70-73).

**Table 1.**

<b>Implementing the Plan: Movement Actions and Recommendations</b>	
<b>Actions and Recommendations (Projects)</b>	<b>Comment</b>
Provide east-west pedestrian and cycling connections to the north-south regional pedestrian and cycling links. These connections will extend the existing east-west cycling routes provided along Warringah Freeway, Chandos Street, Burlington Street and Henry Lane.	Delivering an east-west cycling link to connect Herbert Street cycle lanes with the West Street cycling boulevard is desirable. However, identified “existing” cycle routes are currently incomplete (Warringah Freeway), are indicative of the low priority currently given to cycling (Henry Lane), have low levels of cycling amenity (Burlington Street) and/or sub-standard/no cycling infrastructure (Chandos Street). Upgrades to these routes should be included in the 2036 Plan.
<p>The following improvements are proposed to support active transport:</p> <ul style="list-style-type: none"> <li>• Enhance amenity and connectivity along Clarke Lane to support access to the Crows Nest Sydney metro station with a continuous shared path treatment and reverse setbacks at ground level.</li> <li>• Widen the footpath along Sergeants Lane to support access to St Leonards Station and complement plans for active retail along Atchison Street.</li> <li>• Provide shade and shelter for pedestrians with reverse setbacks along Atchison Street and double tree planting along Chandos, Oxley and Mitchell Streets.</li> <li>• Formalise a north-south regional pedestrian and cycling connection beside the rail line and a linear park along the Lithgow Street segment of the link.</li> </ul>	<p>According to the North Sydney Transport Strategy, pedestrians are Council’s highest priority mode group. Marginalising pedestrians by relegating them to backstreets and laneways (e.g. Clarke Lane) instead of addressing their needs on more direct routes (e.g. Pacific Highway) is contrary to Council’s preferred approach to improving walking safety and amenity. This often means delivering separated/priority walking infrastructure on what are currently priority arterial traffic routes.</p> <p>Tree planting along identified routes should be delivered through road space re-allocation (build-outs/tree pits in what is currently carriageway) in preference to building setbacks, which inherently reduce the private sector’s ability to deliver viable buildings and dense urban centres within acceptable height limits.</p> <p>While a north-south link from the Gore Hill Freeway Cycle path to the proposed Chandos</p>

<b>Implementing the Plan: Movement Actions and Recommendations</b>	
<b>Actions and Recommendations (Projects)</b>	<b>Comment</b>
Works are itemised in the infrastructure schedule.	<p>Street east-west cycle link could provide some levels of improved cycling safety/amenity, this route replicates existing cycling infrastructure on Herbert Street. Upgrading Herbert Street cycle lanes and providing a link over the rail line to the Chandos Street east-west link would deliver good levels of cycling safety and amenity to a larger group of potential cyclists (North Shore Hospital cycling catchment) for far less cost than delivering both the Herbert Street Bridge link AND new cycling infrastructure to the east of the rail line.</p> <p>Furthermore, while the Lithgow Street link may form part of the NSW Government Architect's "Green Grid", on this occasion the Green Grid does not deliver a principal bicycling route between a major residential precincts and a strategic activity centre. The Foreshore to Foreshore Link should, therefore, be seen as a recreational cycling route and should not be thought of as a part of the Principal Bicycle Network.</p>
<p>Prioritise delivery of cycle infrastructure identified by North Sydney Council and Bike North including dedicated cycle lanes on Henry Lane and Burlington Street.</p> <p>Bicycle crossing facilities should form part of upgrades to the signalised intersections along cycling routes including where they cross Pacific Highway and Oxley Street.</p> <p>Cycling infrastructure along the Pacific Highway is identified as a long-term consideration contingent upon a detailed assessment of the effects of major infrastructure investments as part of detailed traffic and transport modelling currently underway.</p> <p>Works are itemised in the infrastructure schedule.</p>	<p>According to the North Sydney Transport Strategy, cyclists are Council's second highest priority mode group after pedestrians. Marginalising cyclists by relegating them to backstreets and laneways (e.g. Henry Lane) instead of addressing their needs on more direct routes (e.g. Chandos Street and the Pacific Highway) is contrary to Council's preferred approach to improving cycling safety and amenity on the most direct routes between key origins and destinations.</p> <p>The State Government's <i>Future Transport Strategy Service and Infrastructure Plan</i> highlights the delivery of Pacific Highway cycling infrastructure as part of Sydney's Principal Bicycle Network. As such, the impact of Pacific Highway cycle lanes on Pacific Highway movement/traffic functions following the introduction of Metro/NorthConnex (see RMS's <i>Pacific Highway Road Network Plan</i> report) should be a primary consideration of the 2036 Plan. With regards to proposed pedestrian/cycling crossings, all improvements should, therefore, consider how these intersecting routes will link with the primary Pacific Highway cycle lanes in future.</p>
The draft Plan identifies a regional pedestrian and cycling link to connect the area and regional open space. This link will close a gap in the	As noted previously, it is unclear what priority there is for a recreational cycle link between Berry's Bay and Sailor's Bay compared to the



<b>Implementing the Plan: Movement Actions and Recommendations</b>	
<b>Actions and Recommendations (Projects)</b>	<b>Comment</b>
<p>existing walking and cycling network to provide a continuous link from Berry's Bay to Sailors Bay.</p> <p>Providing secondary connections to this regional link and signage to and along the link is recommended to improve wayfinding in the area.</p>	<p>more pressing need for improved on-road, separated, commuter cycling infrastructure on Sydney's primary arterial routes. These arterial routes are, generally, the most direct routes between strategic and local centres and, generally, follow ridge lines, which are the least topographically challenging routes for cyclists. Improving cycling infrastructure on these routes will result in significant private vehicle to cycling mode shift with associated live-ability, productivity and sustainability benefits, especially compared to the delivery of the suggested recreational cycling infrastructure.</p>
<p>Amend planning controls to rezone land identified for a linear park along Lithgow Street to Public Recreation. Fund embellishment of the park through the Special Infrastructure Contribution Scheme.</p>	<p>While the NSW Government Architect's Green Grid is a positive move for the provision of green space and tree planting in the precinct, it is unclear why this section of the green grid has been prioritised for significant investment through the SIC compared to less costly transport infrastructure upgrades that will deliver greater liveability, productivity and sustainability benefits for the precinct.</p>
<p>Investigate providing an additional pedestrian crossing on the Pacific Highway at Portview Road and Reserve Road subject to detailed traffic modelling, to be funded through the SIC.</p> <p>Investigate providing an additional pedestrian crossing legs at existing intersections on the Pacific Highway at Oxley Street, Herbert Street and Christie Street subject to detailed traffic modelling, to be funded through the SIC.</p> <p>Investigate delivery of the crossing at Oxley Street as part of Crows Nest station integration works.</p> <p>Investigate access over the railway line at River Road to link Duntroon Avenue to Lithgow Street by widening the rail bridge on the northern side of River Road to allow pedestrians and cyclists to pass each other.</p> <p>Concurrently improve the crossing on the eastern side of River Road with lights or a signal.</p> <p>Investigate providing improved pedestrian crossings along key walking and cycling streets including but not limited to Chandos Street,</p>	<p>RMS's <i>Pacific Highway Road Network Plan</i> report recognises increased requirements for local place and movement functions following the introduction of Crows Nest Metro and densification of the precinct. Given that RMS has, strategically, recognised, that the function of this section of the Pacific Highway must change to adapt to these changed priorities, it is unclear why the 2036 Plan has not undertaken modelling to deliver significant improvements to local place/movement infrastructure (including pedestrian/cyclist crossings) along the length of the corridor. This modelling should be premised on the re-balancing of place/movement functions away from through traffic rather than a "no reduction in traffic functionality/LOS", which is RMS's typical approach to traffic infrastructure planning.</p> <p>The ascent from Canberra Avenue to Lithgow Street along River Road is incredibly steep and a significant deterrent to commuter cycling to/from Lane Cove. An east-west link across the railway line at the proposed Lane Cove Plaza would facilitate a less steep climb from River Road to Pacific Highway cycle lanes and the Crows Nest Metro Station.</p>

<b>Implementing the Plan: Movement Actions and Recommendations</b>	
<b>Actions and Recommendations (Projects)</b>	<b>Comment</b>
<p>Willoughby Road, Atchison Street and Clarke Lane.</p> <p>New crossings are itemised in the infrastructure list. See figure 30.</p>	<p>It is unclear why Lithgow Street is identified as the preferred Green Link route given the more direct link to the Harbour foreshore that could be provided via Canberra Avenue and Smoothey Park.</p> <p>Improved crossings at local roads that intersect with “key walking and cycling streets” roads should minimise crossing distances (build outs) and provide at grade crossing for pedestrians (threshold treatments) where possible.</p>
<p>Include in the planning controls, active street front provisions for Atchison Street and requirements for reverse setbacks to both sides of Clarke Lane and Atchison Street to widen footpaths.</p>	<p>As noted previously, according to the North Sydney Transport Strategy, pedestrians are Council’s highest priority mode group. Marginalising pedestrians by relegating them to backstreets and laneways (e.g. Clarke Lane) instead of addressing their needs on more direct routes (e.g. Pacific Highway) is contrary to Council’s preferred approach to improving walking safety and amenity.</p>

Table 2.

<b>INFRASTRUCTURE TO BE FUNDED BY THE SPECIAL INFRASTRUCTURE CONTRIBUTION SCHEME (SIC)</b>		
<b>Location</b>	<b>Description</b>	<b>Comment</b>
P1 Bridge from Herbert Street over railway line opposite RNSH	Enhance existing bridge over railway to provide pedestrian and cycling connection to Chandos Street	Supported. Delivery of walking infrastructure improvements and separated uni-directional cycle lanes on Herbert Street as well as on the bridge should be considered as part of this project in the first instance.
P2 Talus Reserve to Naremburn Park	Cycling connection linking Talus Reserve to Naremburn Park	Not supported. Active transport facilities within the proposed linear park (shared paths?) would duplicate the Herbert Street cycle lanes/bridge link but provide lower levels of safety of amenity for pedestrians, cyclists and park users and are, therefore, a lower priority than this link.
P3 Pacific Highway to River Road via southern linear park	Pedestrian and cycle connection	Not supported. The preferred route for walking and cycling connections between River Road and the Pacific Highway should be via Canberra Avenue (P4 - linked through Lane Cove Council’s St Leonards Plaza...?) due to this being the least topographically challenging route for pedestrians and cyclists.
P4 Canberra Avenue between Pacific Highway and River Road	Pedestrian Path Widening	A holistic re-design of Canberra Avenue should be undertaken that considers the competing needs of pedestrians, cyclists, on-street parking and local access traffic. Footpath widening should only be undertaken in response to identified pedestrian demand relative to these competing demands for road space on Canberra Avenue.

<b>INFRASTRUCTURE TO BE FUNDED BY THE SPECIAL INFRASTRUCTURE CONTRIBUTION SCHEME (SIC)</b>		
<b>Location</b>	<b>Description</b>	<b>Comment</b>
P4 Canberra Avenue between Pacific Highway and River Road	Provide shared path on Canberra Avenue to link to River Road and provide pedestrian and cycle improvements	Not supported. "Shared paths" provide the lowest possible amenity for both pedestrians and cyclists and should not be considered as a facility for this important active transport link. Separated walking and cycling facilities (uni-directional cycle lanes) should be considered instead.
P4 Intersection of Canberra Avenue and Duntroon Avenue	Enhance pedestrian crossing links	Supported. Build-outs and at grade crossings for pedestrians, including a table-top junction, should be considered in the first instance.
P4 Intersection of Canberra Avenue and River Road	New signalised intersection and crossing	Supported. Simplifying the intersection of River Road, Canberra Avenue and Russel Street through the closure of the southern end of Canberra Avenue to traffic (alternative local traffic access taken via Duntroon Avenue) would result in more efficient phasing of these proposed signals, allowing for more time to be allocated to priority crossing movements as well as automatically increasing priority for pedestrians and cyclists in this area.
P5 Willoughby Road from Atchison Street to Lawson Lane	Shared pedestrian/cycling path	Not supported. "Shared paths" provide the lowest possible amenity for both pedestrians and cyclists and should not be considered as a facility for this important active transport link. Separated walking and cycling facilities (uni-directional cycle lanes) should be considered instead.
P5 Intersection of Willoughby Road and Atchison Street	New pedestrian treatments to existing intersection	Supported. Build-outs and horizontal deflection measures (table-top junction or threshold treatments) should be considered.
P5 Along Willoughby Road from Clarke Street to Atchison Street	Cycleway link	Supported. Separated walking and cycling facilities (uni-directional cycle lanes) should be considered in the first instance.
P5 Willoughby Road, south of Holtermann Street	New pedestrian crossing	Supported. New zebra crossings should always incorporate a vertical deflection measure (wombat crossing) in order to improve pedestrian safety as well as amenity.
P6 Sergeants Lane and Christie Street	Kerb outstand	Not supported. A more holistic re-design of Sergeants Lane should be undertaken that delivers vehicle access to existing building entries via a bi-directional shared space on Sergeants Lane with a potential closure to traffic at the eastern end of Sergeants Lane allowing for more pedestrian crossing waiting areas as part of the simplification and re-design of the Christie Street/Atchison Street junction.
P7 Intersection of Oxley Street and Nicholson Street	Intersection upgrades for pedestrians and cyclists	Supported. However, priority should be given to the development/delivery of a primary cycling arterial route along the Pacific Highway as per the State Government's <i>Future Transport Strategy Service and Infrastructure Plan</i> .

<b>INFRASTRUCTURE TO BE FUNDED BY THE SPECIAL INFRASTRUCTURE CONTRIBUTION SCHEME (SIC)</b>		
<b>Location</b>	<b>Description</b>	<b>Comment</b>
P7 Oxley Street and Pacific Highway	Pedestrian crossing north-west leg	Supported.
P7 Along Oxley Street between Pacific Highway and Lithgow Street	Pedestrian footpath improvements and cycle link	Not supported. This link appears to be intended to connect to the Lithgow Street/linear park walking/cycling link (P3), which is not the preferred route for cycling between River Road and the Pacific Highway due to the step climb required from Canberra Avenue to the southern end of Lithgow Street.
P7 Along Oxley Street between Pacific Highway and Lithgow Street	Cycleway Link	
P8 Intersection of Nicholson Street and Shirley Road	Provide intersection treatment for pedestrians or cyclists crossing Shirley road (refuge/signals)	Supported. However, proximity to Pacific Highway/Shirley Road traffic signals is likely to make further traffic signals at this intersection problematic under current RMS guidelines. A less formal un-signalised crossing of Shirley Road should investigate the use of build-outs to: reduce crossing distances; increase driver/pedestrian/cyclist inter-visibility; and avoid storage issues that would limit crossing capacity in a refuge island scenario.
P10 Intersection of Chandos Street and Christie Street	Pedestrian crossing treatments	<p>Roundabout removal and an alternative intersection treatment at this location is supported. However, alternative un-signalised intersection options (build-outs, threshold treatments, table-top junction) should also be developed/assessed for comparative costs/benefits for the treatment of this intersection.</p> <p>A future traffic link between Chandos Street and Herbert Street is not supported as it would increase pedestrian/cyclist/vehicle conflict and negatively impact pedestrian/cyclist safety and amenity on this key route between the St Leonards commercial precinct and St Leonards Station.</p>
P10 Cycle path along Chandos Street	Separate bi-directional cycleway along Chandos Street	Supported. However, separated uni-directional cycle lanes should be considered in the first instance.
P10 Intersection of Chandos Street and Mitchell Street	Pedestrian crossing treatments	Supported. Build-outs, threshold treatments and/or a table-top junction should also be considered to improve pedestrian safety and amenity.
P10 Intersection of Chandos Street and Oxley Street	Pedestrian crossing treatments	Supported. Build-outs, threshold treatments and/or a table-top junction should also be considered to improve pedestrian safety and amenity.
P10 Intersection of Willoughby Road and Chandos Street	Pedestrian crossing (signalised), north leg	Supported. Build-outs, threshold treatments and/or a table-top junction should also be considered to improve pedestrian safety and amenity.

<b>INFRASTRUCTURE TO BE FUNDED BY THE SPECIAL INFRASTRUCTURE CONTRIBUTION SCHEME (SIC)</b>		
<b>Location</b>	<b>Description</b>	<b>Comment</b>
R1 Pacific Highway, near Portview Road	Signalised pedestrian crossing	Supported.
R2 Intersection of Pacific Highway and Reserve Road	Signalised pedestrian improvement	Supported.
R3 Intersection of Pacific Highway and Herbert Street	Signalised pedestrian improvement	Supported. A more holistic intersection re-design should be undertaken in order to efficiently connect Herbert Street cycle lanes to proposed Canberra Avenue cycling facilities via Lane Cove's proposed St Leonards Plaza.
R4 Intersection of Pacific Highway and Christie Street	Signalised pedestrian improvement	Supported.
R5 Intersection of Pacific Highway and Albany Street	Signalised pedestrian improvement	Supported. A more holistic re-design of this intersection should be undertaken, which should also consider the introduction of an additional pedestrian crossing on the northern leg of the intersection that more directly connects Mitchell Street Plaza with residential/ employment precincts to the south-west of the Pacific Highway should also be investigated.
R6 Intersection of Pacific Highway and Oxley Street	Signalised pedestrian improvement	An additional pedestrian crossing on the northern leg of this junction is supported as is the introduction of a southbound traffic right turn lane from Pacific Highway in to Oxley Street west that limits the impact of additional traffic movements generated south of the Pacific Highway on the heart of Crows Nest north of the Pacific Highway.
R7 Intersection of Pacific Highway, Shirley Road, Willoughby Road and Falcon Street	Signalised pedestrian improvement	A holistic re-design of this intersection that supports improved pedestrian access to the proposed Willoughby Road Plaza as well as increasing priority for regional traffic movements along Falcon Street is supported.

**Table 3.**

<b>INFRASTRUCTURE TO BE FUNDED BY OTHER FUNDING SOURCE (TfNSW or Sydney Metro)</b>		
<b>Location</b>	<b>Description</b>	<b>Comment</b>
1 Bus stop between Oxley Street and Hume Street (east side)	Re-locate bus stops near Sydney Metro station	Supported. Preferred bus stop locations have been identified as part of the Crows Nest Metro station interchange action plan.
2 Bus stops between Hume Street and Shirley Street (west side)	Consolidate two bus stops near Sydney Metro station	Not supported. Mirrored bus stop locations on both the east and west side of the Pacific Highway should be provided at both the Metro station and Willoughby Road Plaza. The two identified bus stops should be moved closer to their respective destinations rather than being consolidated.

<b>INFRASTRUCTURE TO BE FUNDED BY OTHER FUNDING SOURCE (TfNSW or Sydney Metro)</b>		
<b>Location</b>	<b>Description</b>	<b>Comment</b>
3 Pacific Highway between Oxley Street and Hume Street	Widen footpath on northern side of Pacific Highway near Sydney Metro	Supported. Additional footpath, cycle lane and public transport space should be delivered through road space re-allocation as part of a holistic re-design of the Pacific Highway based on increased priority for place and local movement set out in the RMS's Road Network Plan report for the Pacific Highway (May 2018).
4 Intersection of Pacific Highway and Oxley Street	New pedestrian crossing legs	Supported.
6 St Leonards Railway Station	Improved pedestrian and cyclist facilities, kiss and ride areas and taxi zones	Supported. However, dependent on the level of bus to Metro mode shift and the resulting reduction in demand for Pacific Highway bus services, there may be some opportunity to accommodate kiss'n'ride and taxi drop-offs/pick-ups in what is currently the bus layby.
8 Intersection of Oxley Street and Clarke Street	New pedestrian crossing	Supported. Build-outs, threshold treatments and/or a table-top junction should also be considered to improve pedestrian safety and amenity.

Table 4.

<b>INFRASTRUCTURE TO BE FUNDED BY COUNCILS</b>		
<b>Location</b>	<b>Description</b>	<b>Comment</b>
5 Christie St between Henry Lane and Christie Lane	Cycleway	Not supported. Improved cycling infrastructure on Herbert Street and at the Herbert Street/Pacific Highway intersection to link to Canberra Avenue via Lane Cove's St Leonards Plaza are the preferred Principal Bicycle Network routes in this area. Consideration must also be given to how this north-south cycle link will connect in to the future Pacific Highway primary cycle route identified in the State Government's <i>Future Transport Strategy Service and Infrastructure Plan</i> .
7 Intersection of Oxley St and Albany St	New pedestrian crossing legs	Not supported. The options currently under consideration as part of Council's Albany Street/Oxley Street intersection upgrades are to address existing pedestrian safety/amenity issues at this intersection and do not address significant increases in pedestrian numbers expected as a result of Metro. Removal of the existing roundabout and introduction of a more pedestrian/cyclist friendly junction treatment should have been/should be undertaken as part of the St Leonards 2036 Study.
9 Intersection of Oxley Street and Atchison St	New pedestrian treatment	Supported. This should be included as part of the Oxley Street linear park/public domain improvements project. However, this project has the same issues as the Oxley Street linear park project in terms of where funding comes from once Council's VPA options are limited by the introduction of the SIC.

INFRASTRUCTURE TO BE FUNDED BY COUNCILS		
Location	Description	Comment
10 Between Willoughby Rd and Hume St Park (through block link)	Pedestrian and cycle connection to Hume St Park	Not supported. Council's current designs for the Willoughby Road-Hume Street Park link do not include a cycling link. It is unclear how TfNSW see this "cycle" link fitting in to the wider cycling network.
11 Intersection of Mitchell St and Atchison St	Additional crossing treatments	Supported. Mitchell Street Plaza, including table top junction, zebra crossings and Mitchell Street shared space was completed mid-2018 using funds sourced from VPAs from surrounding developments. This project has been extremely well received by the St Leonards community.
12 Clarke Lane between Sydney Metro (Hume St) and Albany St	Improve pedestrian environment of Clarke Lane.	Not supported. According to the North Sydney Transport Strategy, pedestrians are Council's highest priority mode group. Marginalising pedestrians by relegating them to Clarke Lane instead of addressing their needs on more direct routes (e.g. Pacific Highway) is contrary to Council's preferred approach to improving walking, cycling and public transport safety and amenity, which is to raise the profile and visibility of these users by delivering priority walking and cycling infrastructure improvements on primary arterial routes.
13 St Leonards South	New pedestrian and cycle path in St Leonards South along an east-west axis.	Not supported. Again, there appears to have been no consideration of how these east-west links will be duplicate a future Pacific Highway primary cycle route as identified in the State Government's <i>Future Transport Strategy Service and Infrastructure Plan</i> . Connection from St Leonards South and the proposed Pacific Highway should be delivered via Canberra Avenue and Lane Cove's proposed St Leonards Plaza to capitalise on the shallower gradient and potential to reduce traffic on this route through the closure of Canberra Avenue to traffic at its junction with River Road.
14 Nicholson St between Oxley St and Christie St	Cycling link along Nicholson St to link from Sydney Metro to St Leonards Plaza and St Leonards Station	Not supported. Again, there appears to have been no consideration of how these east-west links will be duplicate a future Pacific Highway primary cycle route as identified in the State Government's <i>Future Transport Strategy Service and Infrastructure Plan</i> .

