



Crows Nest and North Sydney

Sydney Metro Planning Study

North Sydney Council
February 2017

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Parts 1 - 4 adopted by Council 16 May 2016.
Part 5 adopted by Council 20 February 2017.



Introduction

Sydney Metro is a NSW State Government project which aims to deliver new railway infrastructure for the city. The Sydney Metro line will extend from Rouse Hill in the north-west of Sydney to Bankstown in the southwest. The Sydney Metro Northwest project is underway and is expected to be completed in 2019.

The Sydney Metro City and Southwest phase of the project, from Chatswood to Bankstown, was announced in 2015 and is expected to be completed and operational by 2024.

The project proposes two new Metro stations within the North Sydney Local Government Area (LGA) - Crows Nest and Victoria Cross (North Sydney Centre).

In response, North Sydney Council has resolved to work closely and positively with Transport for NSW throughout the project, to ensure that local needs are met and that public benefit is maximised. It also resolved, on 7 December, 2015:

1. THAT Council immediately commence a master planning project in respect of the each of the proposed new metro stations at Clarke Street, Crows Nest and cnr Berry and Miller Streets, North Sydney in order to ensure that the public domain works around and any development above the proposed new stations are consistent with Council's vision for the St Leonards/Crows Nest Precinct and the North Sydney CBD.

2. THAT the aims of the masterplan for each site included the provision of defined public benefits including design excellence, enhanced public domain and, particularly for the Crows Nest site, contribution to public open space under the adopted St Leonards/Crows Nest Precinct planning studies.

Objectives of Planning Study

The development of new public transport infrastructure serving North Sydney is a catalyst for generational change in the LGA. Whilst considered overwhelmingly positive, challenges exist for Council in ensuring that this change is positive and creates a better, more liveable and sustainable North Sydney.

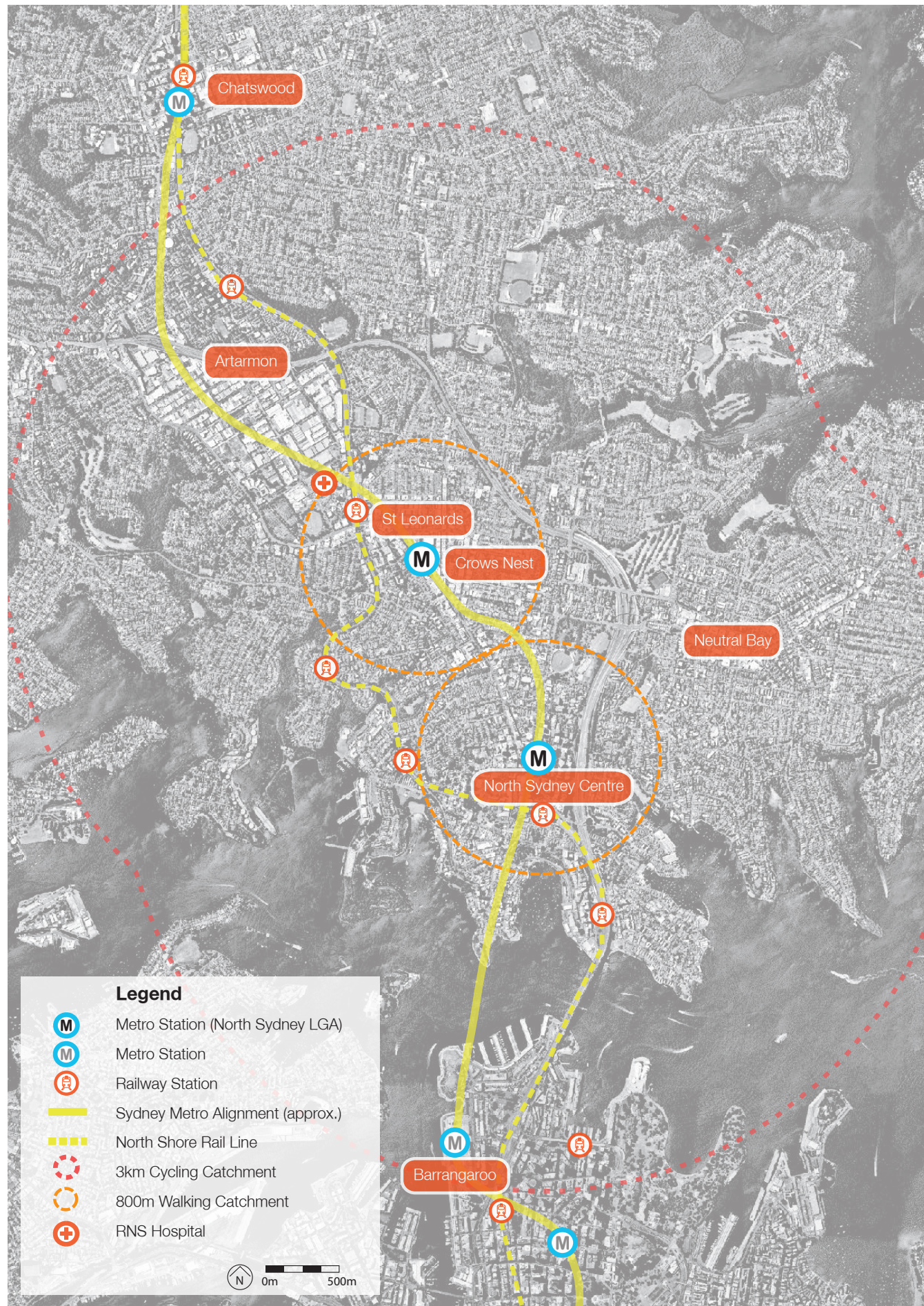
The Study aims to inform and guide future planning and development of the Metro, including the development sites and their immediate surrounds, by:

- Ensuring that Council's strategic vision for Crows Nest and North Sydney is reflected in public domain, land use and built form outcomes.
- Identifying opportunities and establishing preferences for new and/or improved areas of open space within, adjacent to or surrounding the new Metro locations;
- Identifying opportunities for and facilitating improvements in the public domain to maximise pedestrian amenity, movement and experience;
- Establishing preferred land uses within and around the new Metro locations;
- Ensuring that the employment functions of both North Sydney and Crows Nest / St Leonards are supported and enhanced as a result of the Metro project;
- Establishing preferred built form outcomes within and around new Metro locations; and
- Identifying the need for further studies or considerations resulting from new transport infrastructure.



Part 1

Area and Policy Context



Metro Line

Sydney's Lower North Shore will be serviced by three new Metro stations - at Chatswood, Crows Nest and North Sydney (named 'Victoria Cross'). The line will provide direct links to Barangaroo and Sydney CBD to the south before linking with the existing Bankstown line at Sydenham. To the north, the line extends through the existing Macquarie and North Ryde stations before continuing to suburbs to the north-west.

Regional Destinations

The region as illustrated at left supports a number of land uses, the most significant non-residential examples of which include the commercial CBD of North Sydney, The Royal North Shore Hospital, and the St Leonards and Crows Nest Town Centres. Other significant employment lands exist to the north-west in the industrial precinct of Artarmon.

To the south, the Metro facilitates easy access to Barangaroo and Sydney's CBD.

Transport and Accessibility

The Lower North Shore is serviced by the existing T1 North Shore, Northern and Western heavy rail line, with stations at Milsons Point, North Sydney, Waverton, Wollstonecraft and St Leonards within the North Sydney LGA.

Sydney Buses provides an extensive network of local and regional bus connections, the majority of which support access to and from the Sydney CBD, many via the North Sydney Centre. The proposed B-Line bus system will service the Northern Beaches region of Sydney, but is proposed to by-pass the North Sydney Centre.

Walking Catchments

The indicative walking catchments shown at left illustrate the area serviced by a 10 minute walk to a Metro station (local topographical and access characteristics notwithstanding). The nominal walking catchments of Crows Nest and Victoria Cross stations house approximately 20,000 residents and support more than 50,000 jobs (atlas.id and economy.id).

Cycling

The nominal 3km cycling catchment indicated at left illustrates the potential for the Metro to encourage further growth of active transport options in the region.



Sydney Metro network (Transport for NSW, November 2015)

1.2 Local Context - Crows Nest



The proposed Crows Nest Metro station will sit adjacent to the Pacific Highway, between the St Leonards and Crows Nest Town Centres, servicing both destinations. The surrounding area is mixed in land use, and has in recent years experienced an increase in developer interest and subsequent mixed use development.

North Sydney Council has been pro-actively planning for and managing this growth, with a view to maximising public benefit and ensuring sound and sustainable built form, land use and public domain outcomes.

Crows Nest Town Centre

The Crows Nest Town Centre services local and some regional retail, commercial and community needs, including supermarkets and other retail, a community centre, an indoor sports centre, and other services. It has a distinctive character and is well known for its dining and bar offering - particularly on Willoughby Road - a popular 'eat street' destination.

St Leonards Town Centre

St Leonards is a major employment centre in Sydney, supporting the regional health and education campuses of the Royal North Shore Hospital and North Sydney (TAFE) College. The area is currently experiencing significant growth, particularly in predominantly-residential mixed use buildings, but still supports around 18,000 jobs.

Pacific Highway Retail

A significant cluster of bulky goods retail stores currently exists along the Pacific Highway on and adjacent to the Metro station site, serving as a regional destination for homewares shopping. The Metro construction process is likely to significantly impact on this cluster.

RNS Hospital

The hospital is a major employment generator in the area and is currently undergoing significant expansion. A number of medical service and supply companies operate in the surrounding local area.

Hume Street Park

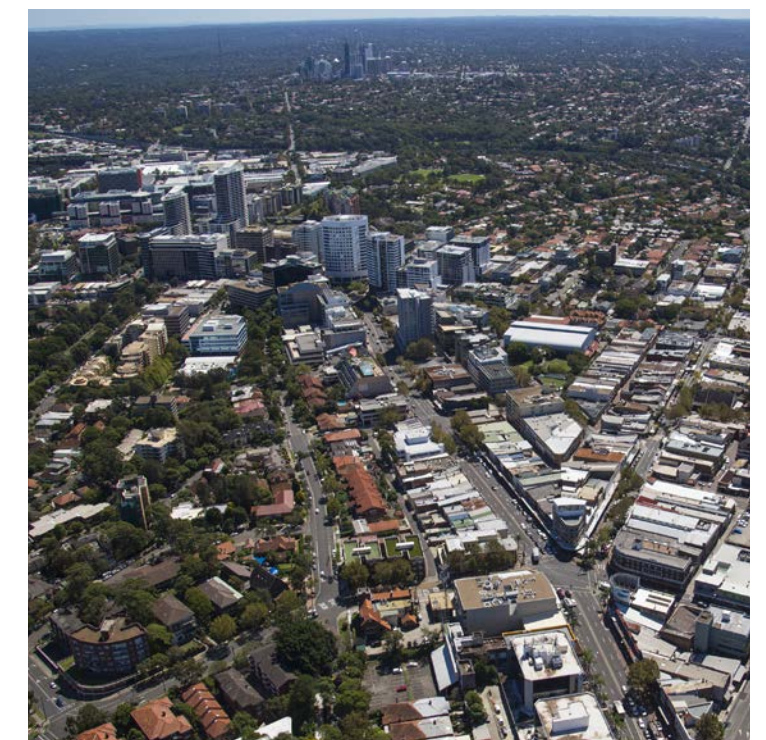
Hume Street Park lies to the immediate north of the proposed Crows Nest Metro station. The expansion and embellishment of the park was recommended by the St Leonards / Crows Nest Planning Study (Precinct 1). In September 2015, Council adopted a concept plan that includes the partial closure of Hume Street, a new link / arcade through to Willoughby Road, new sporting infrastructure, a redeveloped child care centre, and a cinema.

Lane Cove Council

The portion of the St Leonards Town Centre that lies within the Lane Cove local government area is the subject of a number of planning proposals that would see a significant increase in scale and density on the western side of the Pacific Highway if approved.

Heritage and Conservation

The St Leonards Centre building at the corner of Oxley and Albany Streets adjoins the Metro station site and is listed on the National heritage Register. Beyond the site, the local area contains significant conservation precincts, most notably the Holtermann Estate to the east of the Crows Nest Town Centre, and the Naremburn area to the north of St Leonards. A concentration of heritage items also exists to the southeast of the Metro site along the Pacific Highway.



1.3 Local Context - North Sydney



North Sydney Centre

The North Sydney Centre is Sydney's third largest central business district, with some 830,000m² of commercial floor space. It is also home to a growing residential population and a thriving educational sector.

Transport - Roads

The Centre adjoins the Warringah Freeway to the east, with regional arterial roads Pacific Highway, Berry Street and Miller Street dissecting the Centre itself. The Metro development presents an opportunity to pursue positive changes to the Centre's road network to help make North Sydney a safer and more attractive destination.

Transport - Public

North Sydney is currently serviced by the North Sydney Railway Station at the southern end of the Centre. Several Sydney Buses routes either pass through or terminate in North Sydney. Miller Street, adjacent to the Metro Station site, carries many of these services.

B-Line Buses

The recently-announced B-Line system servicing Sydney's Northern Beaches is proposed to by-pass the North Sydney Centre on its way to Sydney CBD. One third of bus passengers from the Northern Beaches region have North Sydney as their final destination. Bypassing the North Sydney Centre will impact a significant number of B-Line passengers. An opportunity exists to create a North Sydney stop to connect with the Centre and the new Metro.

Public Domain Upgrades

Council is currently implementing an extensive upgrade of the public domain throughout the North Sydney Centre. Part of this has been the development of concept plans for the transformation of Miller Street into a more attractive and pedestrian friendly environment. The arrival of the Metro significantly adds to the importance of public domain improvements.

St Leonards Park and North Sydney Oval

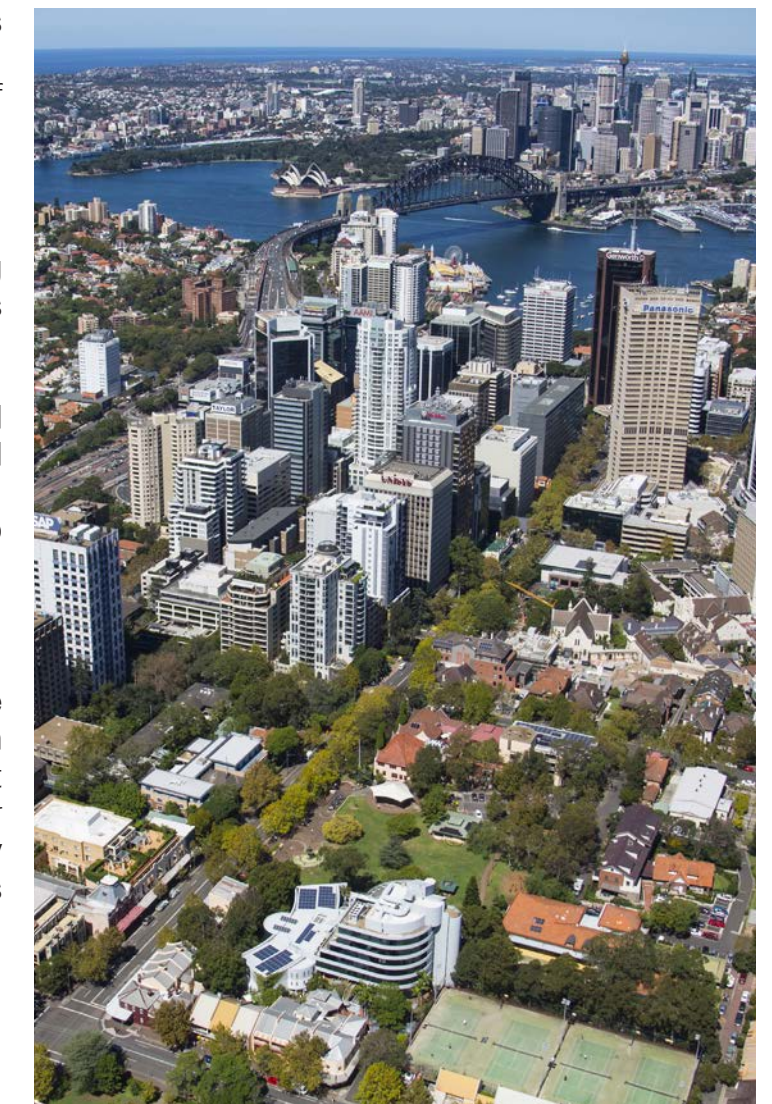
The Metro creates opportunities to better connect people with the civic and recreation / sport precinct to the north of the Centre. This precinct includes the extensive St Leonards Park and North Sydney Oval - valuable public assets that Council wishes to improve access to and use of.

Heritage

The North Sydney Centre is home to several items of local heritage significance, and is surrounded by conservation areas, adding to its distinctive character.

Future Expansion

The Metro presents opportunities to re-examine the land use and built form future of precincts north of the North Sydney Centre.



1.4 Vision

North Sydney Community Strategic Plan

The Community Strategic Plan encapsulates Council's broad vision and objectives for the LGA, relating to the natural and built environment, economic and social vitality, and civic leadership.

The Plan specifically refers to the North Sydney Centre in terms of its continued commercial development and ability to attract events. All elements of the Plan, however, apply equally across the LGA, including Crows Nest.

Some of the key directions of the Plan that may be directly related to the provision of Metro infrastructure include:

Sustainable transport is encouraged

Promote improvement in and use of active transport

Pedestrians and cyclists enjoy easy and safe access throughout North Sydney

Improve traffic management

Revitalise the North Sydney Centre

North Sydney CBD is one of Australia's largest commercial centres

North Sydney is a place that attracts events



Metropolitan Planning

The State Government's 'Plan for Growing Sydney' identifies the North Sydney Centre as a part of the Sydney CBD within 'Global Sydney'. Whilst Crows Nest is not identified as a major centre within the wider metropolitan context, it sits adjacent to the Strategic Centre of St Leonards, and itself plays an important town centre role.

The priorities for North Sydney include retaining a commercial core in the North Sydney CBD for long-term employment growth and investigating potential future employment and housing opportunities associated with a new Metro station at Victoria Cross. For St Leonards, the Plan prioritises long term employment growth, mixed use development and health-related land uses, all of which will be influenced by the Metro development.

District Plan

As of early 2016, the newly created Greater Sydney Commission has been tasked with the preparation of the Northern District Plan. The District Plan will provide detail of the implementation of the State Government's Plan for Growing Sydney.

North Sydney LEP 2013

North Sydney Local Environmental Plan 2013 is Council's principle planning instrument, and determines controls relating primarily to permissible land uses, building heights, heritage, non-residential floor space ratios and other local provisions.

North Sydney Centre

Part 6 Division 1 of LEP 2013 relates specifically to the Centre and includes controls relating to building heights and massing, the Miller Street setback, and the provision of railway infrastructure and related commercial floor space limits.

The controls reflect Council's policy of maintaining a strong commercial core, promoting mixed use development on the Centre's fringe, and protecting the amenity of residential land outside of the Centre.

Crows Nest

The Crows Nest Town Centre and St Leonards are largely zoned B4 Mixed Use under LEP 2013. The objectives of the zone are to encourage a diverse range of living and employment opportunities, maintain existing commercial space, and create interesting and vibrant neighbourhood centres.

North Sydney DCP 2013

North Sydney Development Control Plan 2013 supports the implementation of the provisions of LEP 2013, and contains detailed controls and policies relating to all development matters not covered by LEP 2013.

North Sydney Centre

Part C Section 2 contains the area character statement for the North Sydney Planning Area, providing more detailed consideration and direction to localised planning matters within the Centre.

Crows Nest

Part C Section 3 contains detailed character statements for both the Crows Nest and St Leonards Town Centre. The majority of the proposed Metro site lies within the St Leonards Town Centre area, the statement for which provides design guidance desired future character and built form.

St Leonards / Crows Nest Planning Study

The Study was undertaken to examine opportunities to increase housing and employment capacity in the study area whilst delivering high quality public domain and services to support the current and future community's needs.

Precinct 1 (within which the bulk of the Metro site lies) was completed in October 2012, with Precincts 2 and 3 completed in May 2015. Council has responded to the announcement of a Metro station for Crows Nest by initiating a comprehensive planning study of the area. Existing strategies will be reviewed to ensure they are still adequate and best meet the needs of the community.

North Sydney Centre Planning Review

The objective of the North Sydney Centre Review is to identify and implement policies and strategies to ensure that the North Sydney Centre:

- Retains and strengthens its role as a key component of Global Sydney;
- Remains the principle economic engine of Sydney's North Shore; and
- Becomes a more attractive, sustainable and vibrant place for residents, workers and businesses.

The Review is made up of a number of sub-studies:

- Traffic and Pedestrian Study;
- Events and Activity Review;
- Marketing and Promotion Strategy;
- Late Night Trading and Small Bars Study
- Public Domain Review; and
- Capacity, Land Use and Built Form Study

Elements of the Review are at various stages of completion. The announcement of the Victoria Cross Metro has implications for this work.

Ward Street Precinct Masterplan

The Ward Street Masterplan is being developed to guide the planning and development future of the subject precinct, which lies to the immediate north of the Metro station site. The catalyst for the project is the need to plan for the future of the Ward and Harnett Street car parks – significant publicly-owned assets requiring strategic planning and intervention. The Metro again will play a significant role in informing the outcomes of this project.

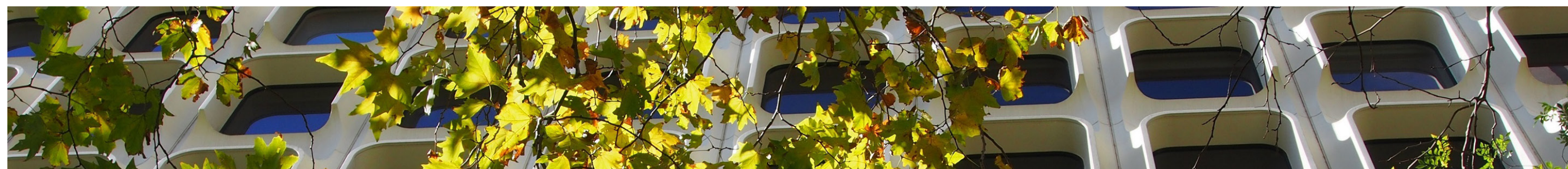
Education Precinct

The Education Precinct adjoins the North Sydney Centre at its western edge and is home to over 5,000 primary, secondary and tertiary students. Council's Living Campus initiative aims to enhance the precinct's function as an urban campus by better connecting people, schools and places, and transforming the streets into valuable civic spaces.

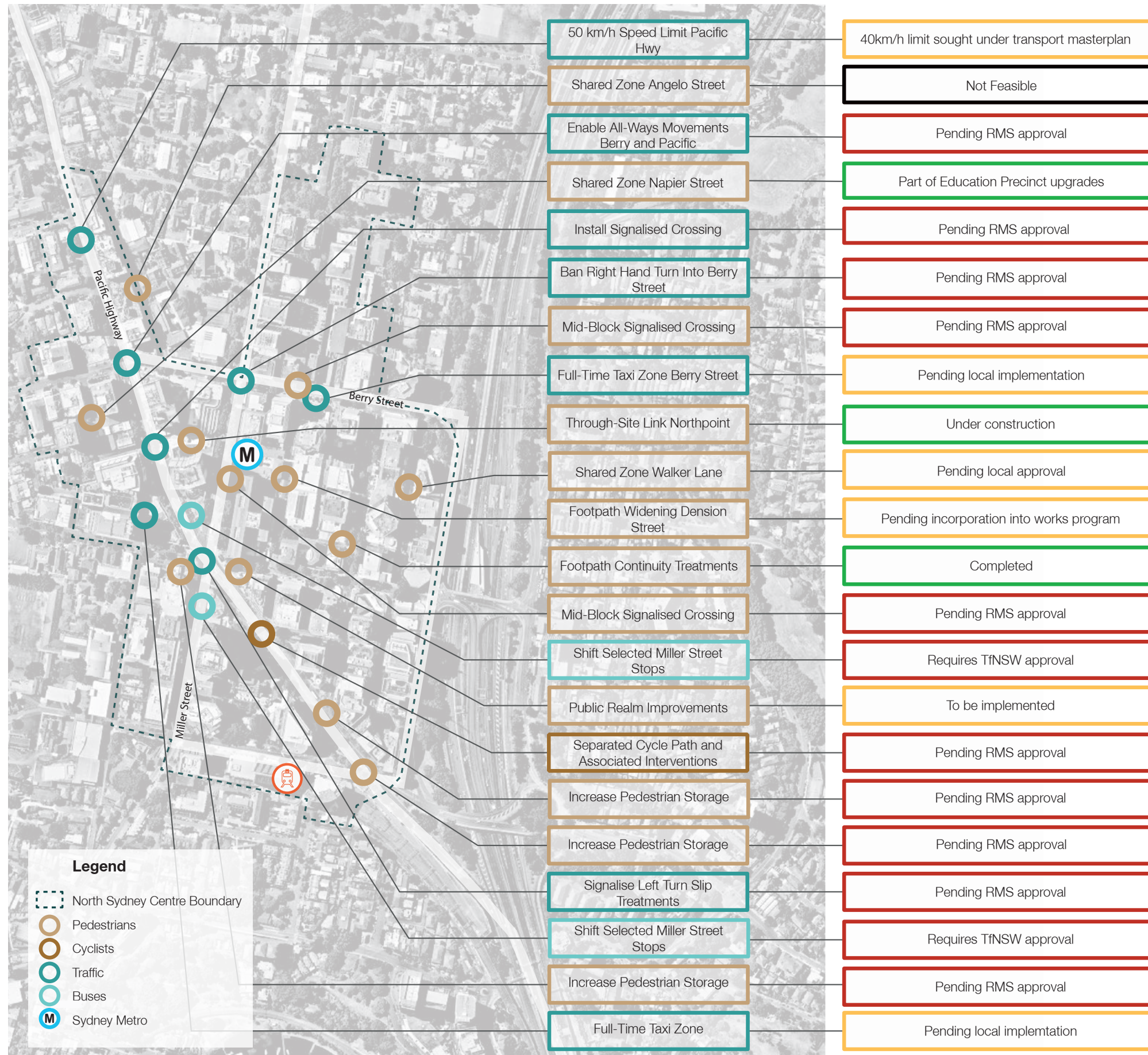
Work is set to begin in 2016 to implement public domain works recommended by the adopted Education Precinct Masterplan of 2014.

Public Domain Styles Manual

The Manual sets out comprehensive design objectives to achieve a distinctive look among all the different villages in the North Sydney local government area.



1.5 Policy Context (cont.)



North Sydney Traffic and Pedestrian Management Plan 2014 Recommendations and Status

Traffic and Pedestrian Management

As part of the North Sydney Centre Planning Review, Council commissioned a study with the objective of improving pedestrian amenity within the North Sydney Centre. The recommendations made during that process relate to improving pedestrian amenity directly via footpath widening and better intersection treatments, but also via changes to traffic and vehicular movement in and around the Centre.

With regards to implementation, some recommendations have been incorporated into detailed public domain works plans, whilst others are the subject of on-going negotiations with State authorities. Several critical recommendations require RMS approval as illustrated at left. The RMS has been reluctant to provide approval given the ongoing Metro planning process

The Metro development presents an opportunity to work with Transport for NSW and RMS to see all appropriate recommendations through to implementation.

Metro Opportunities

All previous studies and recommendations with regard to transport were made prior to the State Government's announcement regarding the nature and location of the Sydney Metro. In this sense, all existing policies need to be reviewed to ensure alignment with objectives for the North Sydney Centre, within the context of major new transport infrastructure.

Council will be developing a comprehensive public domain strategy in 2016/17. The terms of reference for that study will include identifying opportunities to significantly alter the nature of transport and movement throughout the Centre.

A transport masterplan for the North Sydney LGA is also planned for 2017.

2004 Plan

An adopted strategy for Miller Street proposed the banning of right hand turns from the Pacific Highway northward into Miller Street. Whilst not part of the 2014 Study, the option may have merit in achieving a significant reduction in trips along Miller Street.



Part 2

CROWS NEST

Public Domain, Transport
and Land Use



Construction Site

The Metro construction site covers around 7,000m² of what is now predominantly commercial / retail land. The bulk of the site fronts the Pacific Highway.

Destinations

The Crows Nest Metro Station will service the St Leonards commercial centre to the west and north-west, and the growing mixed use precinct to the north and west.

The proposed south-eastern access portal will service the Crows Nest Town Centre and established conservation areas to the east. Residential areas of Crows Nest and Wollstonecraft to the south are also within the Metro catchment.

Key Spaces

The key spaces identified at left are important to ensuring a high standard of public domain and pedestrian experience. The Metro will complement existing and future land use in the vicinity, and as such increase the need to protect and upgrade these spaces.

Access Portals

The two proposed access portals to the station will facilitate access to the above key destinations - the south-eastern portal serving movement to and from Crows Nest, the north-western portal serving St Leonards.

Hume Street Park Expansion

Council's adopted plan for the expansion and redevelopment of Hume Street park is superimposed onto the map at left. The plans propose to, among other things, improve connectivity and accessibility between Willoughby Road, St Leonards, the Crows Nest Town Centre and the Metro.

Pedestrian Movement and Amenity

Council plans to improve pedestrian amenity throughout the local area via its St Leonards Public Domain Masterplan implementation and the adopted St Leonards / Crows Nest Planning Study (Precinct 1). The Planning Study envisages an expanded Hume Street Park, incorporating the partial closure of Hume Street and a new through-site link / plaza to Willoughby Road.

That Planning Study also recommends additional building setbacks on Oxley Street and Pacific Highway in order to improve pedestrian movement, safety and amenity. The arrival of the Metro adds weight to the need for these interventions.

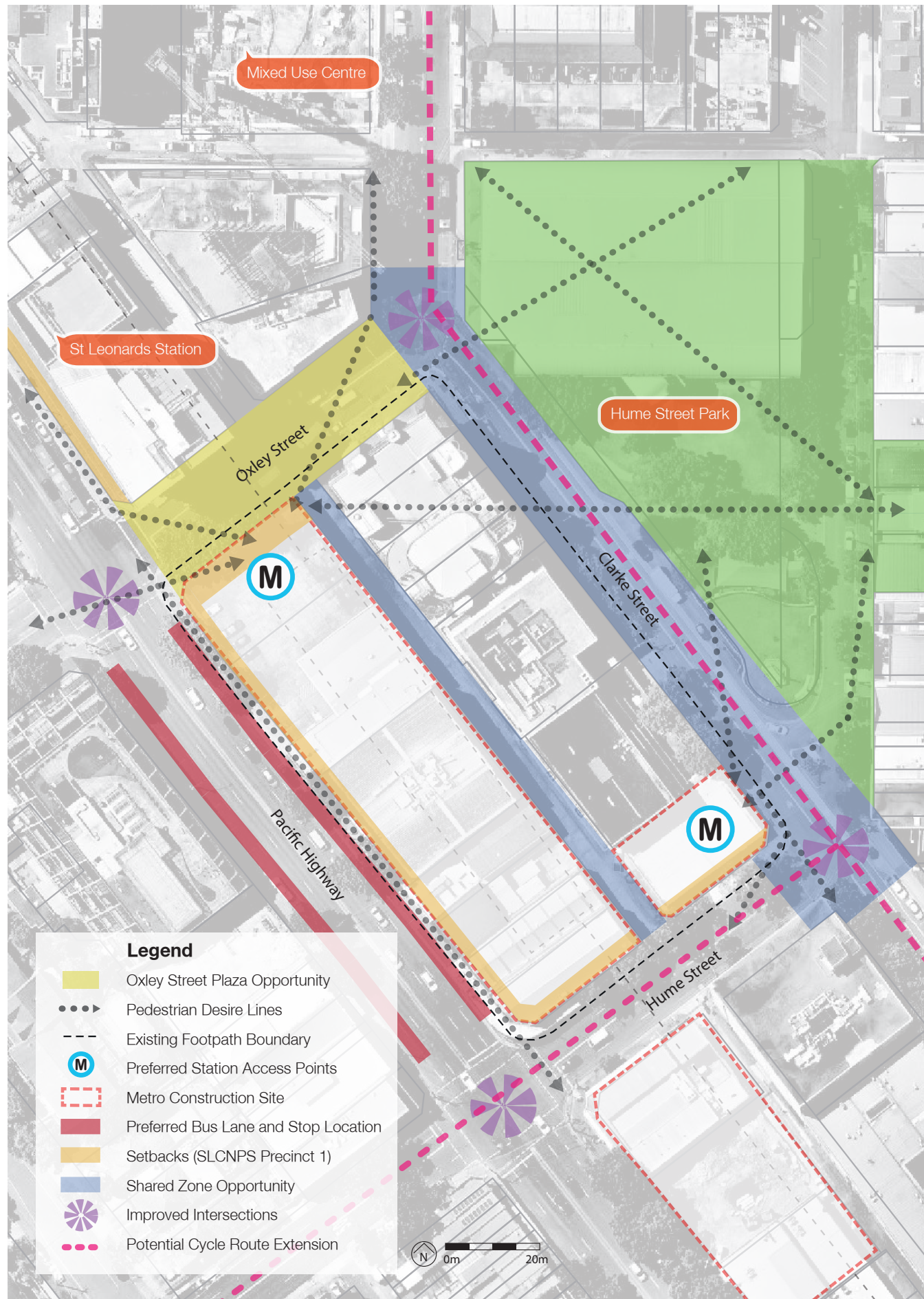
Crows Nest Planning Study

Council has commenced the Crows Nest Planning Study, which represents the originally planned St Leonards / Crows Nest Planning Study (Precinct 4), but expanded in response to the Metro announcement. The Study will consider the development and land use implications of the new Metro for the surrounding district.

St Leonards Review

The NSW Government has identified that the Department of Planning and Environment will conduct a planning review of the St Leonards Centre and surrounding area. This proposed process has been discussed for some time but has yet to achieve any momentum.

2.2 Crows Nest - Public Domain and Transport - Opportunities



The arrival of the Metro in Crows Nest represents a significant change to the nature and function of the area. In terms of the public domain, movement and transport, several opportunities arise that will both service the new Metro and achieve existing objectives for improvements in the area's amenity.

Clarke Street Shared Zone

An opportunity exists to create a shared zone in Clarke Street. This would further integrate the Metro into the surrounding public realm, and greatly improve safety and amenity for pedestrians accessing Hume Street Park and the Crows Nest Town Centre.

Hume Street Park Extension

Council plans to significantly expand and redevelop Hume Street Park. An opportunity exists to extend it further via the full or partial closure of Clarke Street, thereby seamlessly integrating the Metro with the area's principle public open space.

Oxley Street

The location of the north-western access portal at Oxley Street creates the need for the improvement of pedestrian amenity and movement to and from that portal. An opportunity exists to either partially or fully close the section of Oxley Street indicated at left to provide that circulation space and an expanded plaza / forecourt to the Metro.

Bus Lanes and Stops

To facilitate inter-modal transport integration, bus lanes and stops could be implemented on both sides of the Pacific Highway between Hume and Oxley Streets.

Cycle Infrastructure

The opportunity exists to improve the cycling experience in Crows Nest, with existing routes integrating well with the Metro location, with the opportunity to expand the network further.

The provision of new and improved cycling infrastructure within the Metro station will encourage additional active transport movements.

Laneway Activation

To improve pedestrian safety and amenity, and general permeability of the area, the upgrade and partial activation of nearby laneways should be considered.

2.3 Crows Nest - Public Domain and Transport - Principles



Ground level setbacks are to be incorporated as per St Leonards / Crows Nest Planning Study (Precinct 1) - 6m to Oxley Street and 3m to Pacific Highway and Hume Street.



Maximise opportunities to integrate Metro movement and activity with Hume Street Park.



Ensure taxi and kiss and ride zones do not interfere with the efficient operation of bus services and movement of pedestrians.



The Oxley Street access portal will facilitate movement to the St Leonards Strategic Centre. The station access should be located and oriented to be visible from both the Pacific Highway and Oxley Street.



Upgrade surrounding intersections with pedestrian-priority signalling and appropriate kerb treatments.



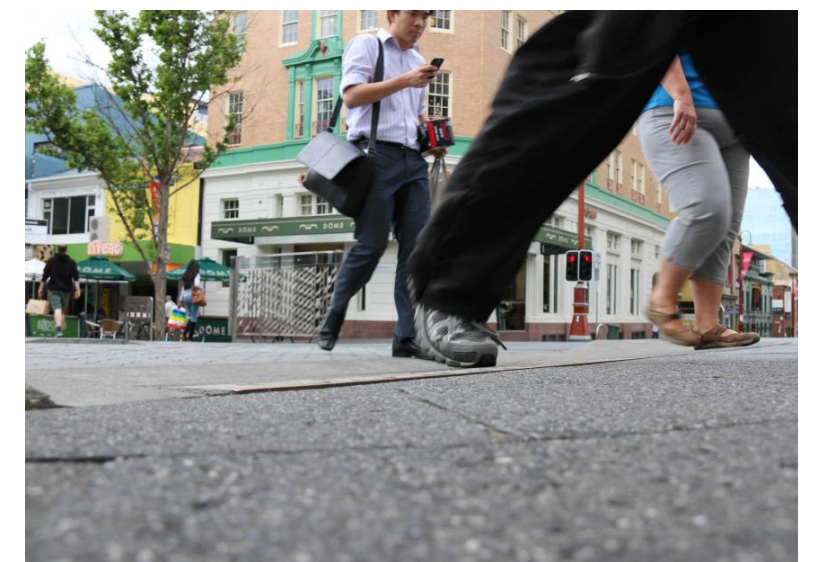
Prioritise pedestrians via the use of shared zones or road closures.



Design of adjoining laneways will improve pedestrian safety and accessibility.



Provide new cycling infrastructure to encourage active transport.



3.1 Crows Nest - Land Use - Principles

Land Use Objectives

- To provide an appropriate mix of land uses that take advantage of the opportunities afforded by the Metro development.
- To facilitate land uses that contribute to the activation and amenity of the public domain.
- To facilitate land uses that contribute to the economic and social diversity of the locality.

Existing Conditions

The Metro construction site and surrounding area contains a mix of commercial and residential land uses, as indicated below. The surrounding area has undergone significant change in recent years, with a number of mixed use developments either built or approved. The construction site itself however is largely untouched by recent development, and so generally retains its lower scale and finer grain lot pattern.

The predominant commercial and retail land uses within the identified construction zone are medical research / services and furniture / homewares stores, which together make up over half of commercial tenancies in that zone. Overall, the Metro construction zone houses over 15,000 m2 of retail and commercial floor space, the loss of which will in the short term impact on the local economy.

Policy Context

The **State Government** is currently undertaking a review of the St Leonards area, which, given the location of the Metro station, is likely to include the subject site and surrounds. The precise nature and scope of the review is as yet unclear.

Council has begun a comprehensive study of the area affected by the Metro Development. The **Crows Nest Planning Study 2016** will help direct future development and infrastructure delivery in and around Crows Nest.

The **St Leonards Crows Nest Planning Study 2012 Built Form Masterplan** recommends a diverse range of land use fostering activity at ground level, ranging from high visibility larger format retail on the Pacific Highway to smaller, finer grain offerings elsewhere. Importantly, the Masterplan also recommends lower levels above ground should be used for non-residential purposes.

The site and much of its surrounds is zoned B4 Mixed Use under **North Sydney LEP 2013**, with a requirement to provide a minimum quantum of non-residential floor space. The objectives of the B4 zone include the integration of non-residential land uses to maximise public transport patronage.

North Sydney DCP 2013 splits the site between the St Leonards and Crows Nest Town Centre Character Areas, both of which reinforce the objective of a diversity of land uses and an active public domain.

The **Crows Nest Retail Study of 2007** recognised the site's contribution to the restaurant and medium-format retail offering in Crows Nest.

St Leonards Strategy 2006 recognised the importance of the area's employment function through its recommendation to rezone a significant portion of the area, including much of the Metro site, to a wholly commercial zone.

Council Resolution

On 21 March 2016, Council resolved that:

The Library Manager work with the Strategic Planning team to include a branch Library proposal within the State Government developments at both the North Sydney and Crows Nest/St Leonards Metro station sites.

The integration of community uses in or around the Metro station developments will benefit from improved accessibility and contribute to the diversification of land use in the area.



Maximise opportunities to incorporate retail and other non-residential floor space, particularly at ground level.



Explore opportunities for laneway activation.



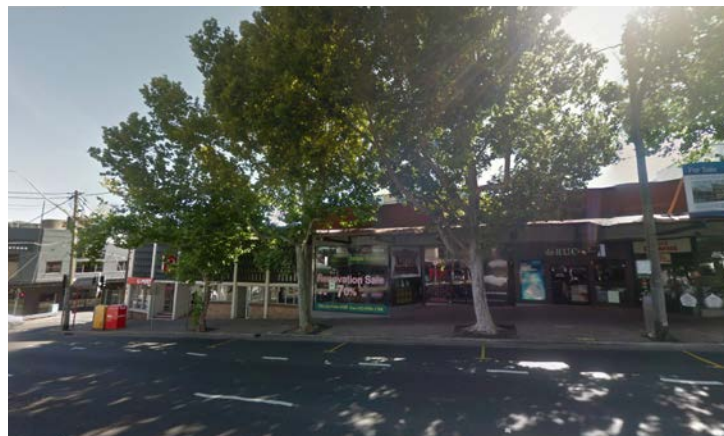
Land uses will reflect and compliment the local economy and be designed to accommodate key industry types and clusters.



Provide a range of quality residential housing choices, and include a significant affordable housing component.



Incorporate community uses into above station development.



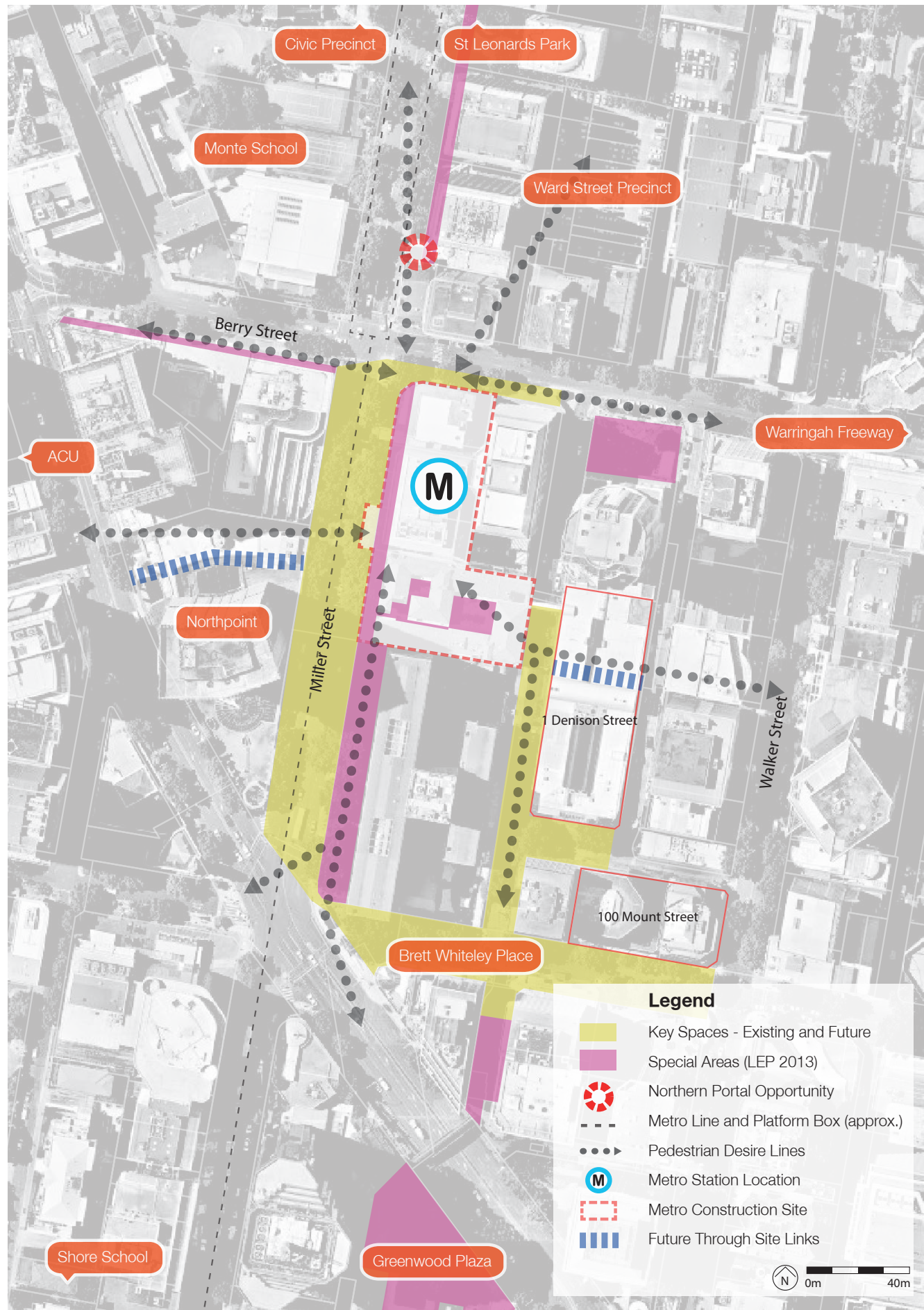


Part 3

VICTORIA CROSS, NORTH SYDNEY

Public Domain, Transport
and Land Use

3.1 Victoria Cross (North Sydney) - Overview



Construction Site

The Victoria Cross construction site covers approximately 4,700m² of land within the North Sydney Centre's commercial core, with frontages to Miller, Berry and Denison Streets. The site currently supports around 23,000m² of commercial floor space over four separate buildings.

A smaller construction site of around 150m² is proposed on Miller Street, about 200m north of the larger site (beyond adjoining map).

Destinations

The Metro is proposed to be located centrally within the North Sydney Centre, thereby improving access to and from destinations throughout and beyond the Centre. These include (in addition to the 820,000m² of existing commercial office floor space) the Australian Catholic University and other educational establishments, Greenwood Plaza, the Centre's residentially-dominated mixed use fringe, and the Civic Precinct and St Leonards Park to the north.

Access Portals

The Metro proposes access portals to both Miller and Denison Streets, towards the southern end of the construction site. A northern portal at the secondary construction site is not considered feasible by TfNSW.

Pedestrian Movement and Amenity

Pedestrian experience within the North Sydney Centre is mixed and requires attention, with many barriers existing to safe, high-amenity connectivity and permeability. The Metro presents the opportunity to complement other initiatives by Council to improve pedestrian experience.

Significantly, two major development approvals on nearby properties propose through site links which will complement pedestrian movement to and from the Metro, and improve the permeability of the Centre in general.

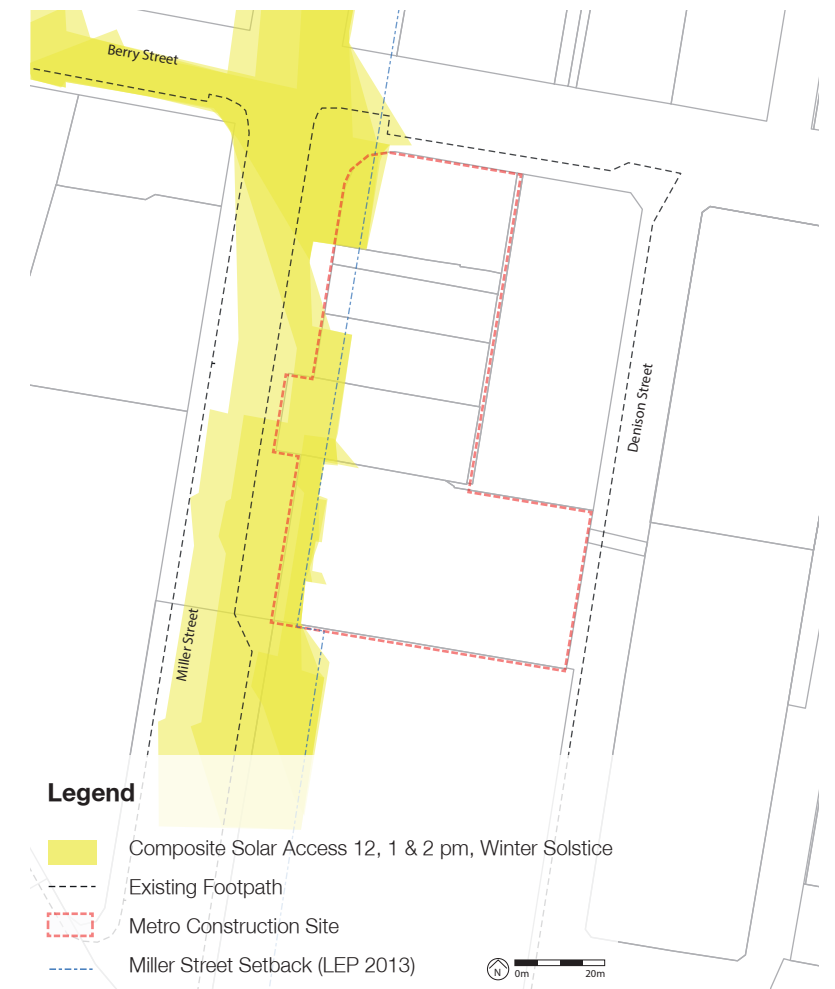
Special Areas and Key Spaces

The North Sydney Centre suffers from a lack of high amenity public spaces. North Sydney LEP 2013 identifies several 'special areas' within the North Sydney Centre to protect the amenity of those limited spaces that do exist. Special areas are protected by a prohibition on overshadowing during key daytime hours. Miller Street and Tower Square (within the construction zone) are two significant areas of high amenity currently identified as special areas.

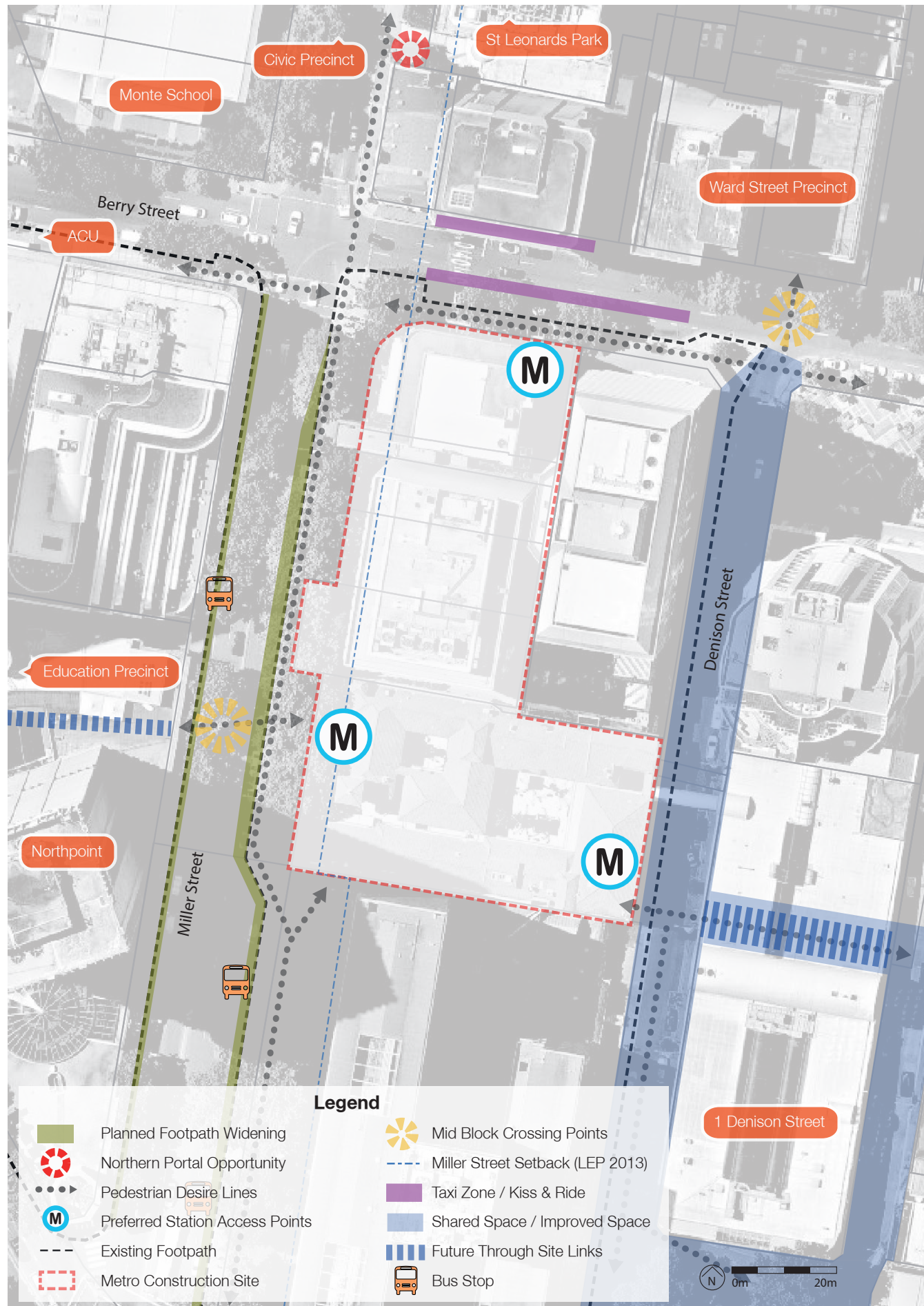
Beyond the special areas, there are other elements within the public domain that are or will become key spaces as a result of the Metro or other developments within the Centre, particularly major commercial development approvals at 100 Mount Street and 1 Denison Street.

Solar Access

The composite image below illustrates existing ground level solar access at 12, 1 and 2 pm, Winter solstice. The value of Miller Street as a sunny mid-winter destination is clearly demonstrated.



3.2 Victoria Cross - Transport and Movement Opportunities



Implementation of New Modal Hierarchy

The arrival of significant new transport infrastructure alters the transport landscape in North Sydney in favour of public transit and potentially towards a more sustainable and pedestrian friendly environment.

The opportunity exists to pursue changes that align with a preferred transport modal hierarchy, identifying the priorities that Council will apply to future transport-related decision making:

- Pedestrians**
- Cyclists**
- Buses**
- Taxis**
- Delivery Vehicles**
- Private Vehicles**

Traffic and Pedestrian Management Study 2014

Opportunities exist to reduce private traffic on Miller Street via the short to medium term implementation of the recommendations of Council's adopted Traffic and Pedestrian Management Plan 2014, detailed in Section 1.4.

The implementation of these recommendations will go some way to achieving a more pedestrian friendly, active and safe North Sydney. However, the recommendations were adopted prior to the Metro announcement and should therefore only be considered the first steps towards realising a wider vision for the Centre.

Revisiting Transport Management

The arrival of the Metro necessitates not only the review of existing policy but the exploration of other measures to achieve Council's vision and objectives via a comprehensive transport strategy.

Northern Portal

To improve access to the north of the Centre and thereby opening up opportunities for future growth, a portal north of Berry Street should be considered. The site indicated at left is on public land and is generally consistent with the Metro station platform alignment.

Eastern Laneways

The network of laneways to the east of the Metro site, including Denison and Spring Streets, have the potential to play an important role in the movement of people and the activation of the public domain. Major commercial development approvals at 1 Denison and 100 Mount Streets will generate activity and demand for quality laneways and connections to the Metro.

Section 3.6 further explores opportunities for this precinct.

B Line

Current plans for the B Line bus service to and from the Northern Beaches do not propose a stop at North Sydney. The creation of bus stop infrastructure, possibly along the Warringah Freeway, will improve inter-modal integration and improve access to and from North Sydney.

3.3 Victoria Cross - Transport and Movement Opportunities - Miller Street

Transformation of Miller Street

The arrival of the Metro presents an opportunity to transform the function and character of Miller Street, with the objective of creating an active, pedestrian friendly heart currently lacking within the North Sydney Centre.

Miller Street Vision

The establishment of a long-term vision for Miller Street can be led by the desire to address the following issues in North Sydney:

- The shortage of quality open space
- The lack of a beating heart in North Sydney
- The encouragement of the night time economy
- The provision of world class public domain and retail amenity
- The creation of the conditions for future growth.

An opportunity exists to realise a vision for Miller Street in which it becomes North Sydney's premier



destination for passive recreation, dining / cafe / bar culture, public gatherings and events, and retail experience. This vision aligns with Council's wider vision for the North Sydney Centre in terms of facilitating growth and improving amenity.

Setting the conditions to facilitate this vision will require further work to develop options and assess them against a set of criteria, based on the objectives and principles set out throughout this Study.

Potential Interventions

The sketches below illustrate a number of options that may be considered to incrementally achieve the vision for Miller Street. Options range from relatively minor traffic and public domain interventions to the potential full closure of Miller Street between the Pacific Highway and Berry Street.

With regard to the potential closure of Miller Street, this would require significant and careful consideration. Experience globally suggests that a number of criteria would need to be met prior to this occurring.

These can include:

- An appropriate mix and level of commercial activity
- Destination qualities with high volumes of foot traffic
- Safety and accessibility
- The appropriate resolution of constraints such as vehicular entries and bus routes.

The existing commercial car park access to 100 Miller Street is recognised as a constraint in achieving potential full closure, as is the current role of Miller Street as a key public transport route.

Incremental Change

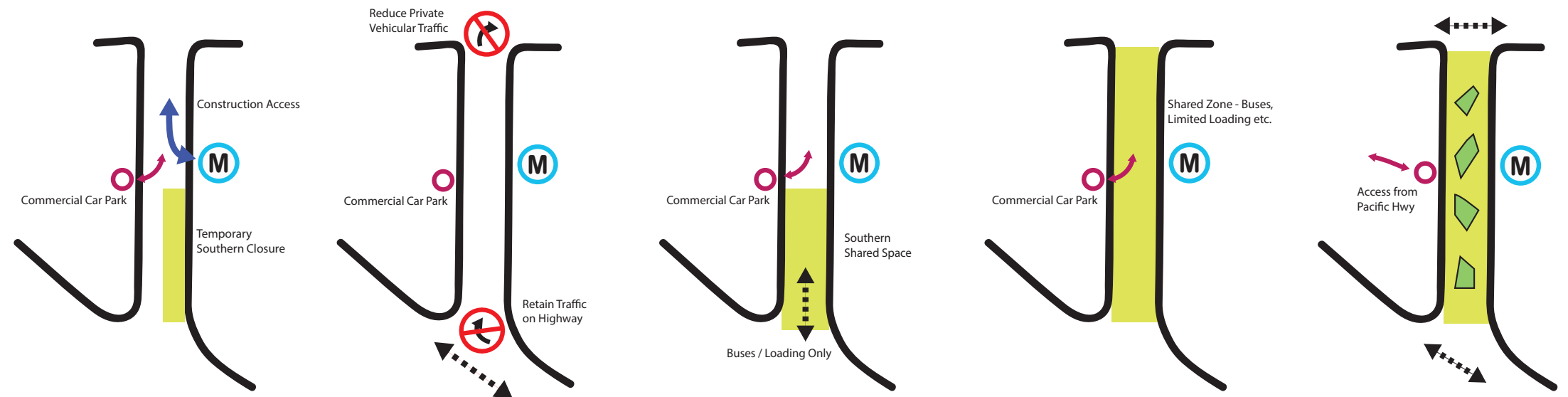
A staged approach to achieving the vision will allow for the success of various interventions to be assessed, and allow for the gradual facilitation of the amenity and conditions required to reach the optimum achievement of vision and objectives.

Temporary Miller Street Closure

Should the Metro construction require the temporary closure of a portion of Miller Street, an opportunity exists to trial place-making initiatives to mitigate the lost amenity during construction.

Further Study

It is critical that the approach to transforming Miller Street is evidenced based. As such, Council will undertake appropriate studies and modelling to understand the potential implications of a number of options for Miller Street.



Temporary Trial Closure
The Metro construction presents the opportunity to trial a partial closure of Miller Street. This would allow for the implementation of place making initiatives to mitigate the impacts of the construction phase.

Traffic Interventions
The banning of the right hand turn from Miller to Berry Street is one short term option to significantly reduce private traffic on Miller Street. This was a recommendation of the 2014 Traffic and Pedestrian Study.

Southern Closure
The illustration shows the potential removal of private vehicular traffic from Miller Street, allowing access to and from the Northpoint car park from the northern end only. Buses and off-peak loading zones could also be accommodated.

Shared Zone
A pedestrian priority shared zone could allow access to Northpoint, bus movements, and off-peak loading.

Full Closure
Would require the re-routing of bus movements and alternate vehicular access to Northpoint, but would facilitate a major public domain offering in the heart of the CBD. May require two-way Berry traffic flow.

3.4 Victoria Cross - Transport and Movement Principles

Miller Street Vision

Miller Street will be the civic heart of North Sydney - a place of exceptional amenity fostering a variety of uses that contribute to the life, vitality and identity of the city centre.



The temporary closure or partial closure of Miller Street during construction will enable testing of long term full- or part-closure and short term implementation of place making activities.



A quality pedestrian connection will be created linking the Metro with Denison Street via the existing Tower Square site.



The location and design of access portals will recognise the central location of the station and facilitate all-directions movement.



Prioritise pedestrians in nearby laneways to improve access, activity and amenity.



A B-Line stop for North Sydney is desirable in order to improve access from the Northern Beaches to North Sydney.



A comprehensive transport strategy for North Sydney will consider further interventions to achieve to vision of Miller Street as the Centre's premier public domain.



Alternatives to the 100 Miller Street commercial car park entry will be pursued.



Loading zones remain an important consideration in any planned intervention.



Provide new cycling infrastructure to encourage active transport.

3.5 Victoria Cross - Public Domain and Open Space Opportunities

Introduction

The Metro development presents an opportunity to implement new and improved public domain in the North Sydney Centre, directly contributing to the vision and objectives for the station and surrounds, as well as the North Sydney Centre generally.

Public Open Space

The illustrations opposite present three potential open space and public domain outcomes for the station site and Miller Street. The nature, size and function of new open spaces will depend on decisions made regarding above station development and transport interventions for Miller Street.

New Plaza

Opportunity 1 illustrates a potential plaza space of approximately 1000m² at the southern end of the Metro site, which could serve circulation, public art, passive recreation, active edges and events purposes. It would also facilitate easy access to Denison Street.

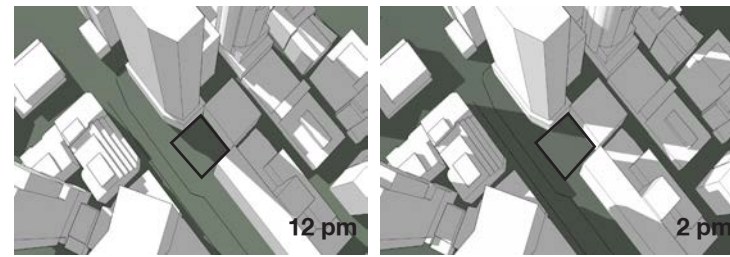
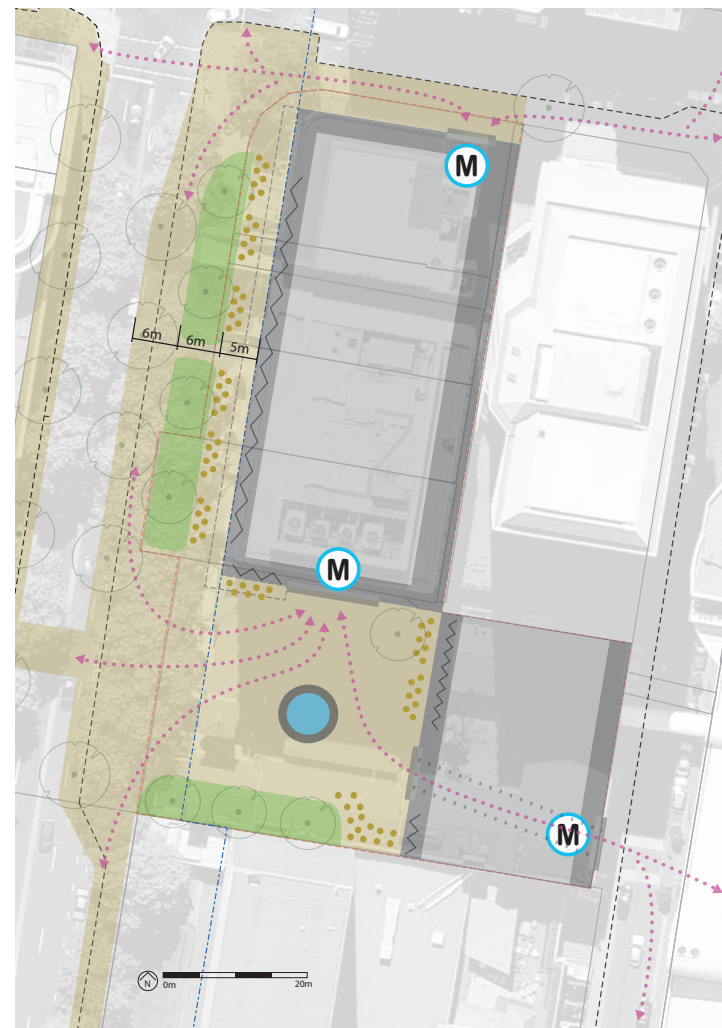


Figure # Indicative Mid-Winter Solar Access Analysis Option 1

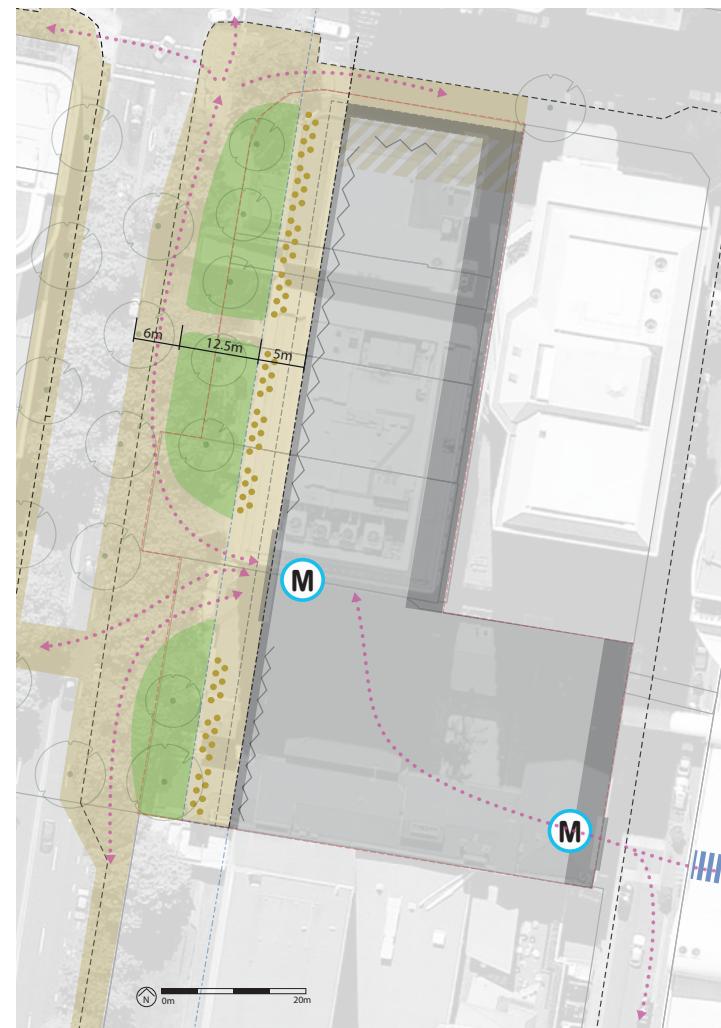
Section 2.4 established that Miller Street is afforded a good level of valuable winter lunch time sunlight. Preliminary modelling above suggests that a plaza space would receive a reasonable to good level of solar access during winter months, particularly if some articulation of the built form is undertaken to improve this access.

North End Plaza Space

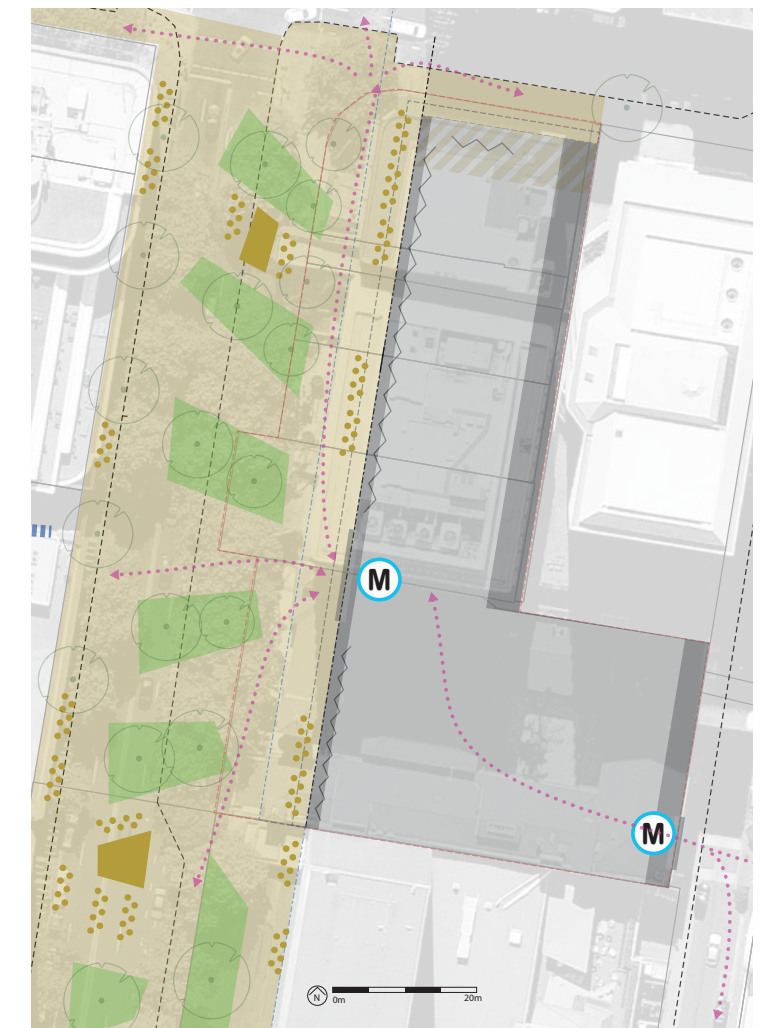
A plaza or similar space to the northern end of the site may be considered. Despite the frontages to two regional roads and relative lack of enclosure, additional public domain, even if below a cantilevered built form, will improve options for active uses such as north-facing outdoor dining.



- Opportunity 1 - New Plaza**
- Plaza space
 - Linear circulation
 - Passive recreation
 - Outdoor dining
 - 3m building setback at Berry Street
 - Preferred southern and northern access portals
 - Wider building footprint at northern end



- Opportunity 2 - Expanded Linear Space**
- Wider Linear Space along Miller Street frontage
 - Movement, passive and dining spaces
 - Built form alignment to MLC building
 - 3m building setback at Berry Street
 - Additional lower level set back at Berry Street
 - Access portals at southern end of site
 - Through-site access to Denison Street



- Opportunity 3 - Miller Street Plaza**
- Closure of Miller Street
 - Significant new open space
 - Multi-function space for events, passive recreation, bar/dining activities, pedestrian movement
 - Incorporation of MLC open space
 - 3m building setback at Berry Street
 - Additional lower level set back at Berry Street

Legend

- | | |
|---------------------------------|---|
| Passive Green Space | Outdoor Dining |
| Footpath / Plaza | Miller Street Setback (LEP 2013) |
| Public Art / Water Feature | Through-Site Link |
| Active Frontage Opportunities | Indicative Built Form Podium & Tower (with 2m awning shown) |
| Pedestrian Circulation | Metro Construction Site |
| Preferred Station Access Points | Existing Footpath |
| On-site Plaza Opportunity | |

3.5 Victoria Cross - Public Domain and Open Space Opportunities (cont.)

Multi-Purpose Linear Space

Using the Miller Street Setback and planned footpath widening as a guide, Opportunity 1 provides a linear footpath / open space of some 17m at the Metro site's western edge. This width allows for pedestrian movement, passive / green recreation space, and an outdoor dining / bar zone adjacent to the built form.

Opportunity 2 uses the MLC building alignment as a built form guide, providing around 23m of public domain from kerb to built form - illustrated by the wider passive / green space shown. The indicative diagram shows between 700-800m² of new green or passive space.

Opportunity 3 illustrates the potential for new open space under a Miller Street closure scenario - some 6,500m² of public domain (including MLC forecourt). This is an ambitious option but one that would transform the North Sydney Centre.

Outdoor Dining

The need to reinstate lost lunchtime infrastructure and create an opportunity for improved after hours activity is a priority for this prominent location. The options outlined above seek to maximise opportunities to provide outdoor dining and other street level activity. As such, design and land use decisions are of critical importance.

Council has limited ability to create active frontages on private property. There are also challenges to providing a high volume of active frontage on the Metro site, owing to competing land use requirements. An opportunity exists to introduce cafés and outdoor dining within the road reservation, should the closure of Miller Street be pursued.

Indicative Built Form

Built form will be explored in greater detail during further stages of the planning process. The built form footprints illustrated on the previous page are indicative only.

Opportunity 1, by aligning to the Miller Street Setback, creates a wider northern built footprint, suitable for a commercial tower to the corner of Miller and Berry Streets. A smaller secondary built form footprint is also indicated fronting the plaza and Denison Street,

which may be suitable for other non-residential uses such as retail / dining or community facilities.

Opportunities 2 and 3 indicate alignment with the MLC building, thereby relocating what would be the bulk of the built form towards the southern end of the site, the implications of which will be addressed in Section 4 Built Form.

Active Frontages

As mentioned above, it is important that the lunchtime infrastructure that currently exists be reinstated and improved in any future design. There exists a significant opportunity to provide ground level retail / dining activation fronting streets and new open spaces and thoroughfares.

Eastern Laneways

The laneways to the east of the Metro site, including Denison and Spring Streets, have the potential to become destinations featuring intimate and fine-grained spaces and adjoining land uses. Major development approvals at 1 Denison and 100 Mount Streets will generate demand for attractive and vibrant laneway activity.

Temporary Activations

Should temporary or longer-term closures of Miller Street be required during Metro construction, the creation of a temporary open space at the southern end of Miller Street (between Berry Street and Pacific Highway) should be considered. This could include space for food trucks or stalls to replace the dining offering lost from the closure of Tower Square.



MLC Tenancy

The removal of the cafe tenancy at the northern end of the MLC site would create an unbroken public (and publicly accessible) domain from Mount Street to Berry Street, creating opportunities to reinvigorate ground floor MLC shop fronts and seamlessly integrate outdoor dining, passive recreation and pedestrian movement activities and spaces.

Conclusion

The three opportunities presented have the potential to achieve objectives and principles of this Study.

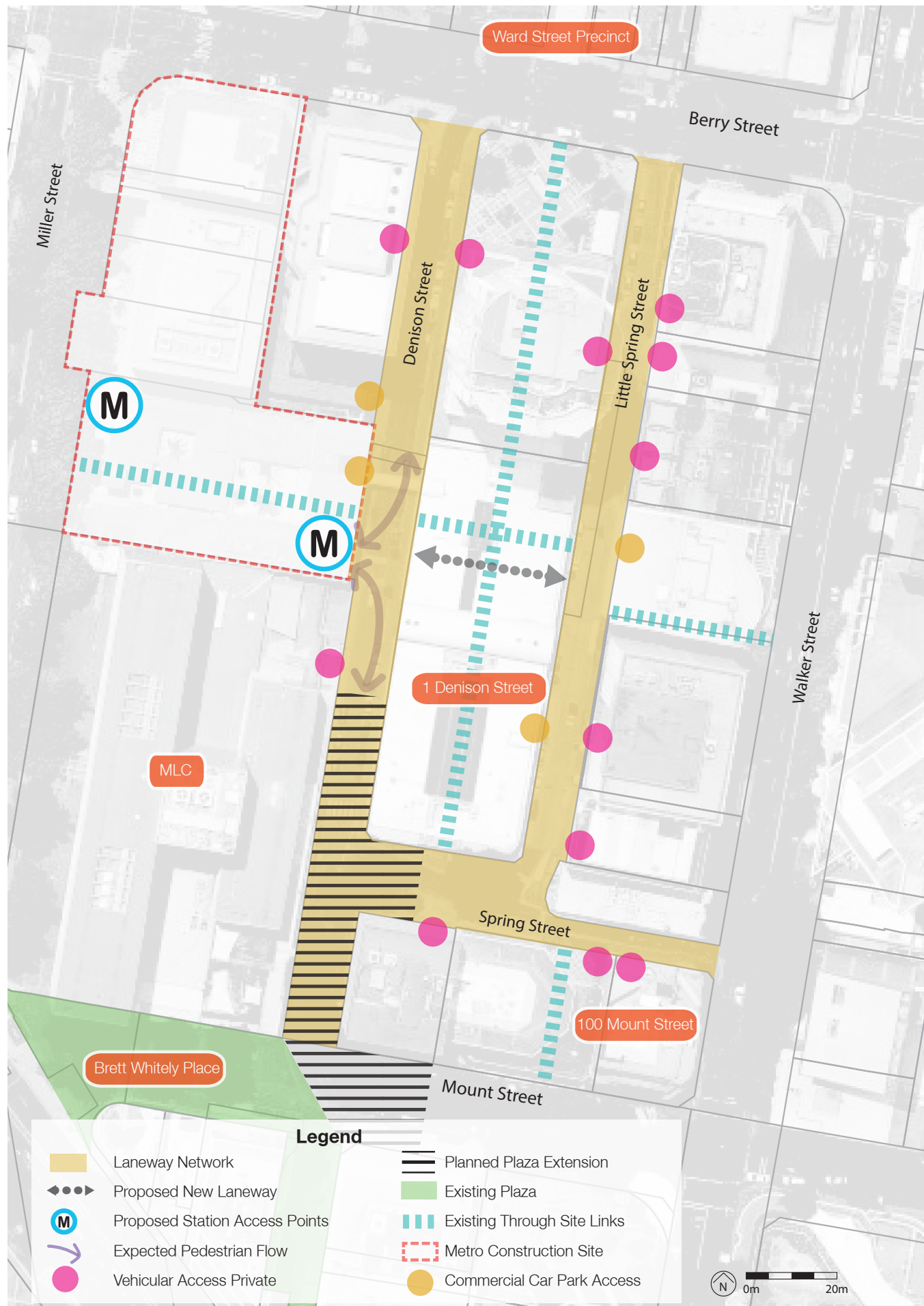
Site constraints and station engineering requirements render the southern plaza option relatively difficult and unlikely.

The wider linear space to Miller Street provided by the second option better aligns with known Metro requirements and can, if designed well, deliver quality, multi purpose public domain to the heart of the North Sydney Centre.

Ultimately, the transformation of Miller Street into an active, vibrant and beautiful urban place represents the preferred long term option for Council.



3.6 Victoria Cross - Public Domain and Open Space Laneways



Introduction

The narrow streets to the east of the Metro site, including Denison and Spring Streets, will play an important role in the movement of people and the activation of the public domain. It is expected that at least half of all Metro passengers will exit and enter the station via the Denison Street access point.

Opportunities

- The creation of an urbane, intimate public domain that facilitates movement and improved economic activity for surrounding land.
- Major commercial development approvals at 1 Denison and 100 Mount Streets will generate activity and demand for quality laneways and connections to the Metro.
- Shared or pedestrian-only spaces can help transform the area. The southern end of Denison Street in particular is unencumbered by private car parking access and therefore could become part of an extended pedestrian-only space connecting with Brett Whiteley Place.
- The new laneway proposed as part of the development approval at 1 Denison Street aligns generally with the planned Metro access point and will therefore facilitate east-west movement through the precinct.
- Any revisiting of that approval should consider as a priority the movement and amenity of pedestrians and explore opportunities for improved ground level activation.

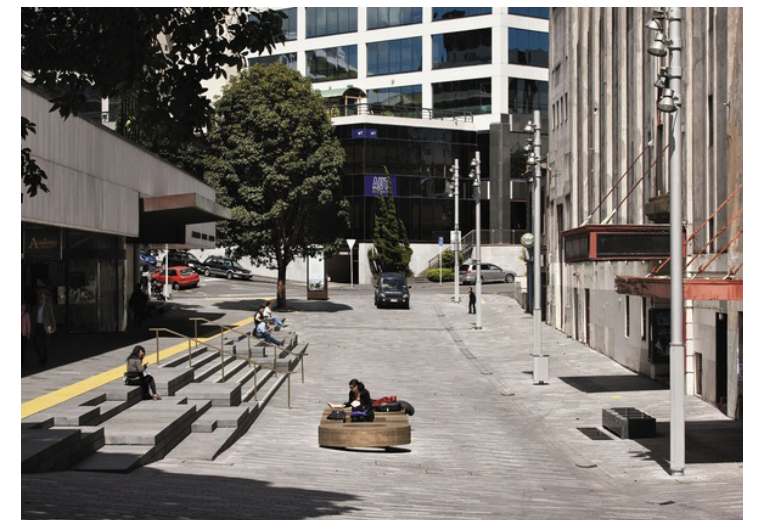
Constraints

The precinct is likely to remain an important vehicular access point for private and commercial parking, as well as deliveries and servicing. If managed appropriately, these functions can co-exist within a pedestrian-priority environment.

Masterplan

The development of a masterplan to establish and promote Council's policy intentions in this precinct forms a recommendation of this Study.

*The Central Laneways Masterplan was adopted by Council on 18 July 2016



Shared Spaces, Auckland, New Zealand

3.7 Victoria Cross - Public Domain and Open Space Principles



New and / or improved public spaces will provide for a number of functions, including pedestrian movement, outdoor dining, passive recreation and events.



Design of the Metro maximises on-street movement by minimising internal circulation and movement spaces.



Council will pursue its vision for Miller Street as the civic heart of North Sydney.



The potential for Miller Street to function as North Sydney's key piece of civic space / public domain will be maximised.



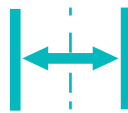
Design of the public domain will make the most of solar access opportunities.



Shared or pedestrian priority zones in nearby laneways will improve safety, activity and amenity.



An uninterrupted linear space that includes the MLC building setback along the eastern side of Miller Street is a priority.



Facilitate the activation of both sides of Miller Street.

Land Use Objectives

- To add significant employment floor space in the North Sydney Centre
- To facilitate land uses that contribute to the activation and amenity of the public domain
- To create a vibrant and active Miller Street
- To facilitate land uses that contribute to the economic and social diversity of the locality.

Existing Conditions

The Metro construction site lies within the heart of the North Sydney Centre's commercial core, and contains a mix of office, retail, and other commercial floor space. The site is home to one of North Sydney's most popular lunch time destinations - Tower Square, which caters to the needs to local workers.

Overall, the Metro site houses over 23,000 m² of commercial floor space and more than 60 separate business operators. Food and beverage outlets and personal service providers account for over half the operators within the Metro site. The loss of this will, in the short term, impact on the amenity provided within the North Sydney Centre.

Policy Context

The **State Government's 'Plan for Growing Sydney'** identifies the North Sydney Centre as a part of the Sydney CBD within 'Global Sydney'.

The priorities for North Sydney include retaining a commercial core in North Sydney CBD for long-term employment growth and investigating potential future

employment and housing opportunities associated with a new Metro station at Victoria Cross.

District plans are being prepared that are expected to quantify the nature and level of employment and residential growth expected for the Centre

The site and much of its surrounds is zoned B3 Commercial Core under **North Sydney LEP 2013**. The objectives of the B3 zone include the provision of non-residential land uses to maximise public transport patronage.

Part C Section 2 of **North Sydney DCP 2013** contains the area character statement for the North Sydney Planning Area, providing more detailed consideration and direction to localised planning matters within the Centre.

The **North Sydney Centre Planning Review** aims to identify and implement policies and strategies to ensure that the North Sydney Centre:

- Retains and strengthens its role as a key component of Global Sydney;
- Remains the principle economic engine of Sydney's North Shore; and
- Becomes a more attractive, sustainable and vibrant place for residents, workers and businesses.

The various components of the Review seek to achieve the above objectives. In terms of land use, the Review supports the strong employment focus of the Centre and as such the Metro site.

Council Resolution

On 21 March 2016, Council resolved that:

The Library Manager work with the Strategic Planning team to include a branch Library proposal within the State Government developments at both the North Sydney and Crows Nest/St Leonards Metro station sites.

The integration of community uses in or around the Metro station developments will benefit from improved accessibility and contribute to the diversification of land use in the area.



Support the employment function of North Sydney Centre by providing significant commercial floor space.



Reinstate important lunchtime infrastructure to compliment improved public domain and add value to site's destination qualities.



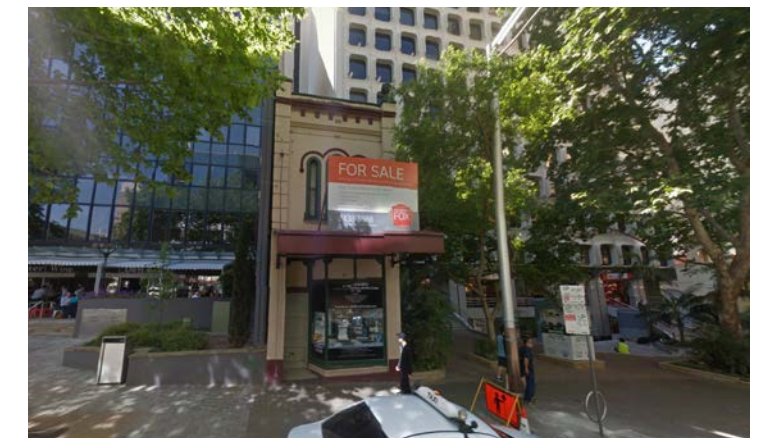
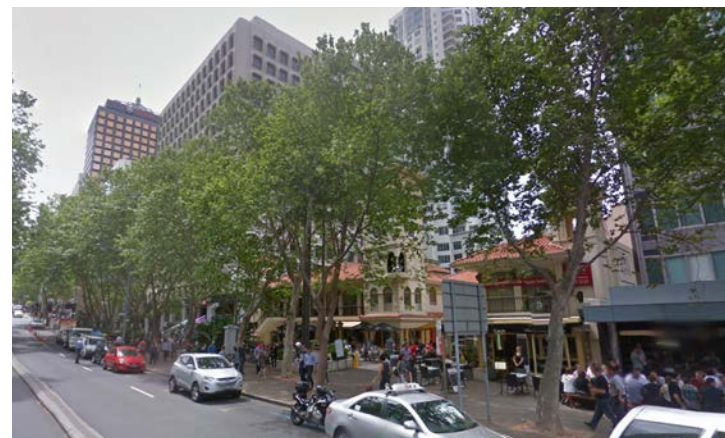
Maximise opportunities to incorporate retail and other non-residential floor space at ground level.



Restaurant, bar and retail opportunities at and above ground level will contribute to amenity, diversity and place making objectives.



Incorporate community uses into above station development.





Part 4

Recommendations

1. Use of this Document

This Study and the principles detailed throughout be applied to future planning and design stages of Metro stations in North Sydney and Crows Nest.

2. Miller Street

Council pursue its vision for Miller Street and commit resources to undertake detailed modelling to assess impacts of various transport interventions associated with the pursuit of that vision.

3. Central Laneways

Council undertake a laneways precinct masterplan for the small street network to the east of the Metro site, with the aim of guiding and securing improved public domain and pedestrian amenity outcomes associated with the Metro and any other development within the precinct.

4. Oxley and Clarke Streets

Studies be undertaken to assess key transport intervention opportunities as identified in the Study.

5. Built Form

A built form section of this Study be prepared to guide design and assessment of eventual over site development proposals.

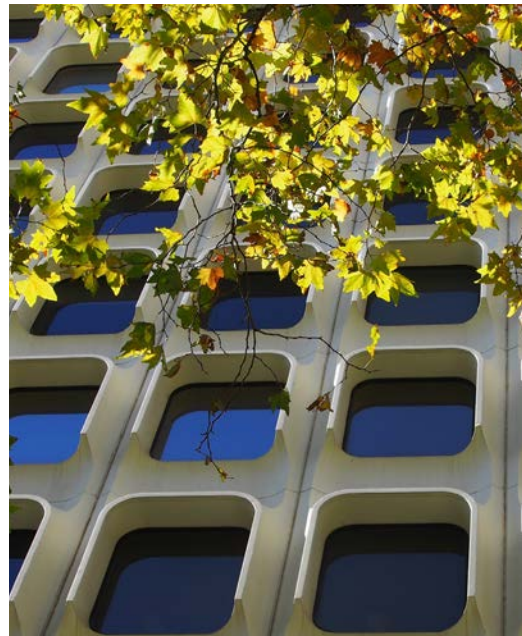
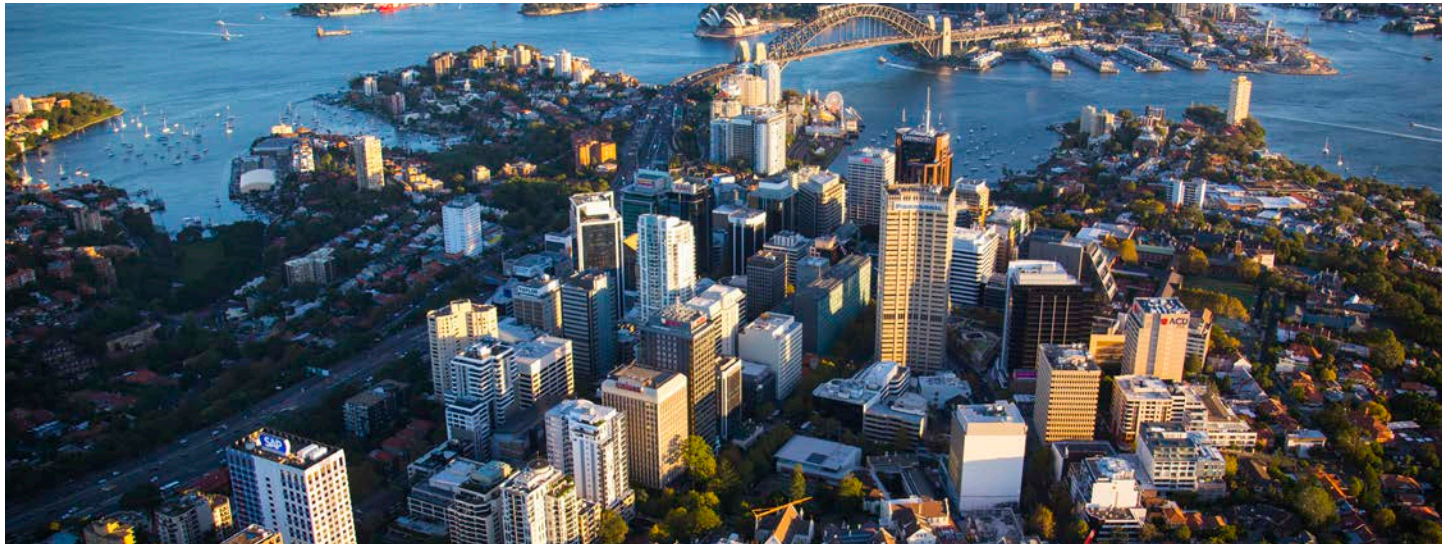


Part 5

Built Form - Victoria Cross

Addendum to Sydney Metro Planning Study
(Parts 1-4 adopted by Council 16 May 2016),
adopted 20 February 2017.

5.1 Introduction and Objectives



Introduction

This section represents an addendum to the Sydney Metro Planning Study adopted by Council at its meeting of 16 May 2016.

Previous sections have established Council's preference for commercial and other non-residential uses to be provided above the Victoria Cross Metro station.

The following analysis is therefore predicated on the principle that over station development will be of a wholly non-residential nature and is expected to contribute significantly to the overall amenity of the North Sydney Centre.

The nature of over station development is heavily reliant on the configuration of and functional / technical requirements of the Metro station. The following section has been produced without detailed knowledge of that configuration or any other specific constraints.

Objectives of Built Form section

- Inform the planning and design process of over station development (OSD) for the Victoria Cross Metro site;
- Ensure that OSD aligns with Council's strategic vision for North Sydney; and
- Explore opportunities, constraints and possible impacts of various OSD options.

Crows Nest Station

Built form outcomes for the Crows Nest Metro site should be informed by Council's extensive strategic planning for the area, including the Crows Nest / St Leonards Planning Study (Precinct 1) and the Crows Nest Placemaking and Principles Study 2016.

5.2 Policy Context

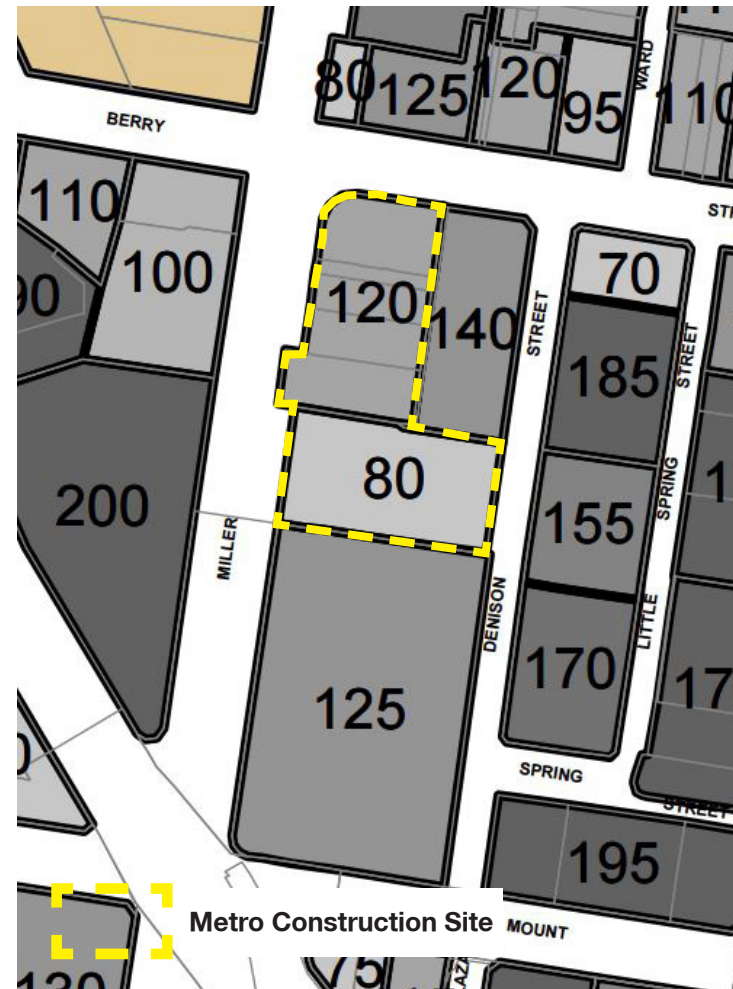
The wider policy context of both Metro sites is covered in Part 1 of the Planning Study. The following details key specific policy elements relating to the subject site.

LEP 2013

Height

Height controls on the Metro construction site are as per the LEP 2013 map extract below, ranging from RL 80 to RL 120. The controls for the most part reflect the existing built form on that site.

Clause 6.3 of LEP 2013 provides a mechanism to vary height controls on sites within the North Sydney Centre, subject to assessment of potential amenity impacts of any variation. This acknowledges the role of building design, particularly on large sites, in exploring opportunities to increase building height.

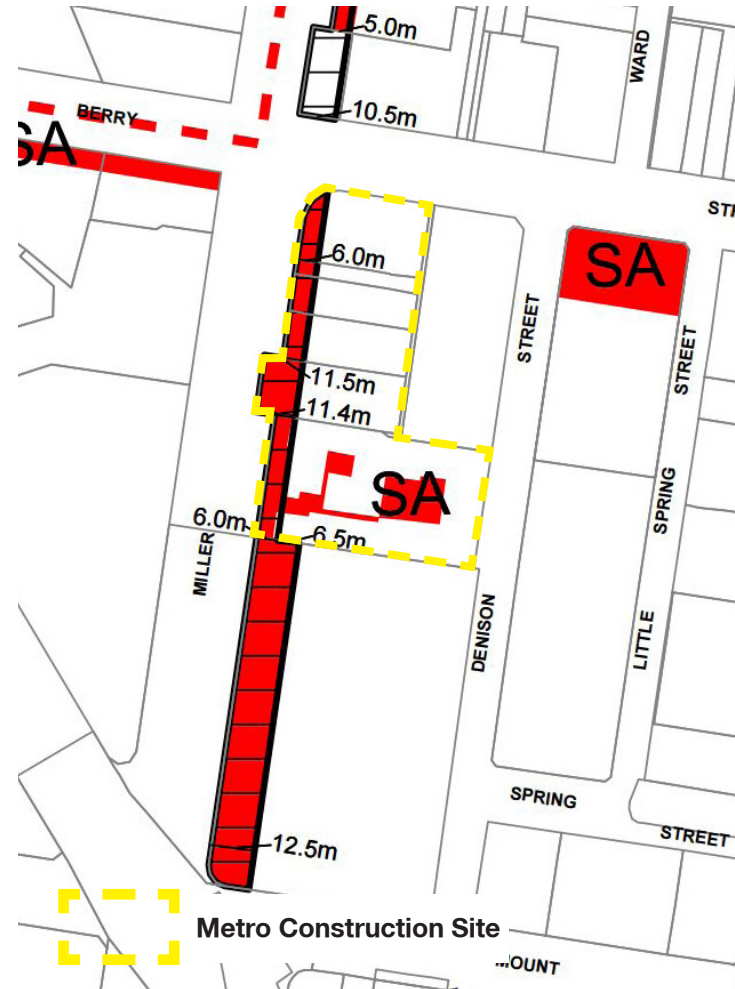


LEP 2013 Maximum Height - expressed as Reduced Levels AHD

Special Areas

Special area controls apply to the site, along both the Miller Street setback and within the Tower Square development.

Special Area controls are applied to areas of public domain which are considered to have significance in terms of the amenity offered to users of those spaces. Specifically, they prohibit additional overshadowing on those areas between the hours of 12pm and 2pm all year round.



LEP 2013 Special Areas and Miller Street Setback

Commercial Floor Space Limit

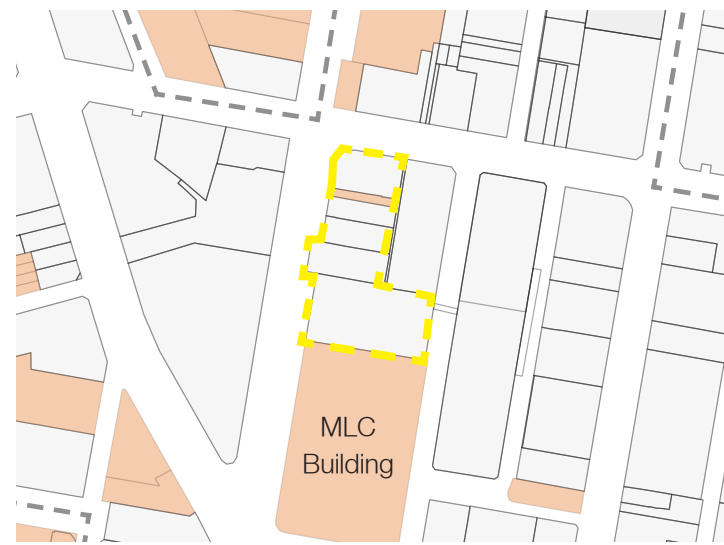
Clause 6.5(2)(b) limits the amount of additional commercial floor space in the North Sydney Centre. The limit of 250,000m², which has not yet been reached, is based upon the capacity of the upgraded North Sydney Railway Station.

A review of the North Sydney Centre planning controls currently underway will seek to address this constraint on future commercial growth.

Heritage

187 Miller Street is a heritage item of local significance under LEP 2013 and is proposed to be demolished as part of the Metro project.

The MLC building at 105-153 Miller Street adjoins the Metro site and is a locally listed heritage item. Built in 1957 in the post-war international style, North Sydney's first commercial tower is a unique landmark and an important element in the fabric of North Sydney.



Heritage sites

DCP 2013

The Area Character Statement for the North Sydney Centre's commercial core (Part C 2.1) contains built form, future character and public domain provisions supporting the role of North Sydney as an important component of Global Sydney.

Key provisions relating to the Metro site include:

2.1.2

- P2 Variety of office, retail, community and entertainment spaces;
- P3 Variety of indoor and outdoor community spaces, including urban plazas, outdoor dining, food courts, gyms, gardens, etc.;
- P4 Enhance commercial focus of the core; and
- P12 Focus on public and active transport.

2.2.3

- P5 Miller Street setback;
- P9 Conserve views to MLC building;
- P11 Building and podium setbacks; and
- P17 Active frontages and rich, intimate pedestrian environments.

North Sydney Centre Planning Review

The Review, and in particular its Capacity and Land Use Study component, will set future policy direction for the entire North Sydney Centre, including the subject site.

The Review was made up of a number of sub-studies:

- Traffic and Pedestrian Management Study;
- Events and Activity Review;
- Marketing and Promotion Strategy;
- Late Night Trading and Small Bars Study;
- Public Domain Review; and
- Capacity and Land Use Study.

Capacity and Land Use Study

The Study aims primarily to develop a framework to unlock additional commercial floor space capacity within the Centre, thereby ensuring it maintains and improves its status as a resilient and competitive economic centre. Other objectives include:

- Accommodating forecast commercial demand;
- Taking advantage of new transport infrastructure;
- Offsetting commercial floor space losses;
- Identifying specific land use needs; and
- Identifying future residential opportunities.

The implications of the outcomes and recommendations of the Study with regard to the subject site are discussed in Section 5.7.

Special Areas Review

The Capacity and Land Use Study, publicly exhibited from 4 November to 16 December 2016, includes a review of all special areas within the North Sydney Centre. The Review assessed existing special areas and considered opportunities to identify new special areas.

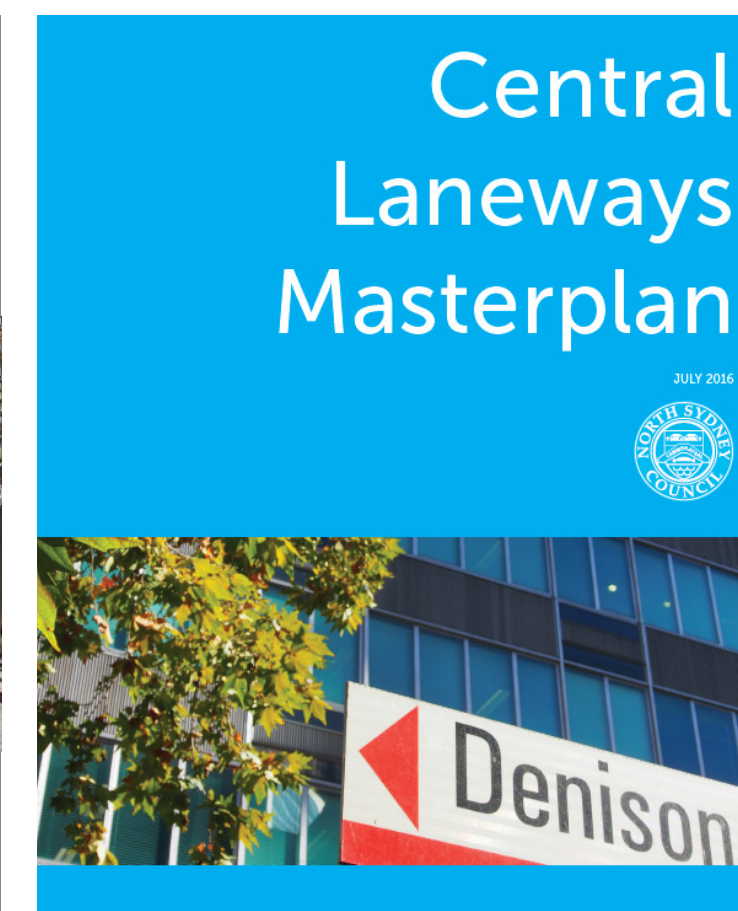
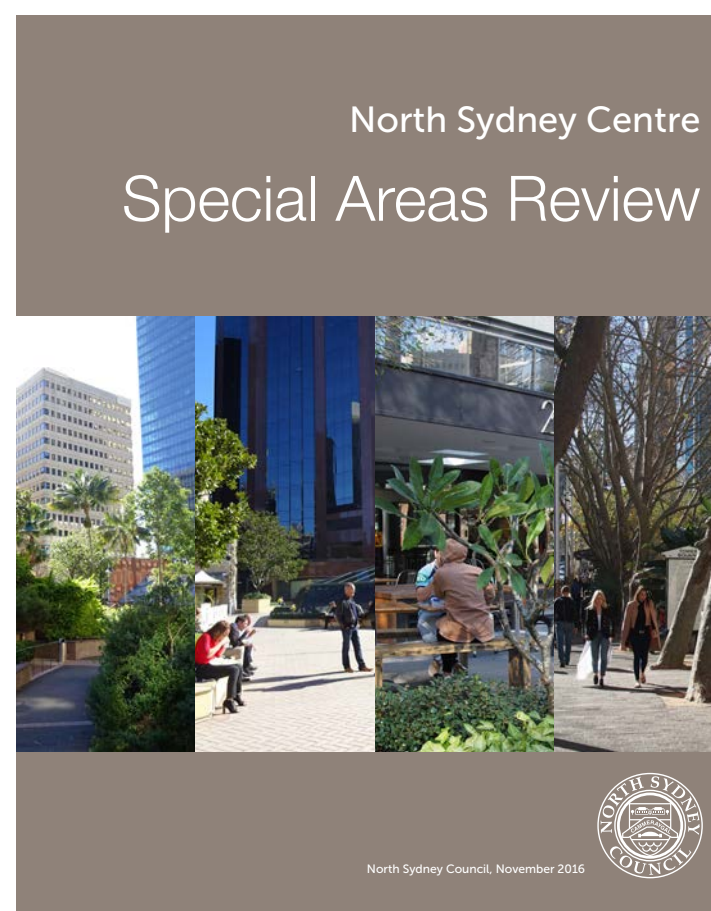
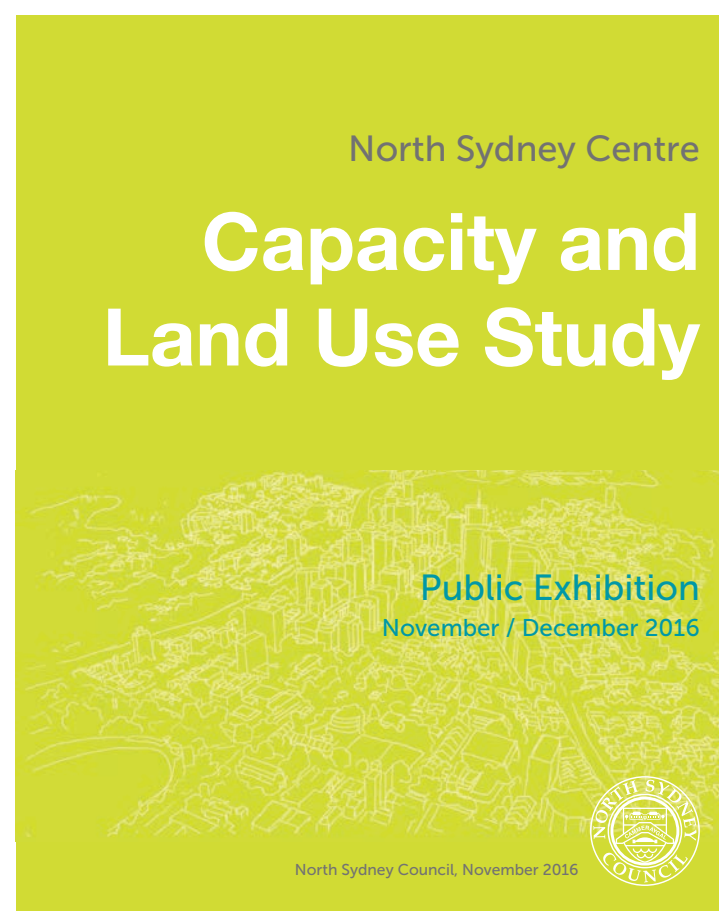
The Victoria Cross Metro will necessitate the review of the existing Tower Square and Miller Street special areas, once the nature of station design, over station development and the public domain is known.

Laneways Masterplan

The Sydney Metro Planning Study recommended, among other things, that a masterplan be prepared for the small streets / laneways network to the east of the Victoria Cross Metro station location. The Study identified the need to ensure that the network can safely accommodate the expected increase in pedestrian activity, and also the opportunity for Council to pursue place-making initiatives that will help foster a unique destination within the North Sydney Centre.

The Central Laneways Masterplan, adopted in July 2016, draws on existing policy and identifies key moves or opportunities within the precinct that will inform the on-going planning and design response to the Sydney Metro and other development within the precinct. The four key moves identified by the Masterplan are to:

1. Revisit 1 Denison Street Development Approval;
2. Create a Pedestrian Priority Precinct;
3. Implement Brett Whiteley Place Concept Plan; and
4. Facilitate New Spaces and Activities.



5.3 Site Analysis

Existing Built Form Context

The existing buildings on the Metro site are relatively low in scale compared to surrounding development. Tower Square at the southern end of the site is a unique, low-scale development, providing food and other services in a semi-open environment.

Commercial buildings to the north are more traditional commercial buildings. 181 Miller boasts a unique facade that contributes to the modernist and eclectic character offered in this part of the Centre. 187 Miller Street is a remnant of what was the dominant built form prior to the rise of North Sydney as a regionally-significant commercial centre.

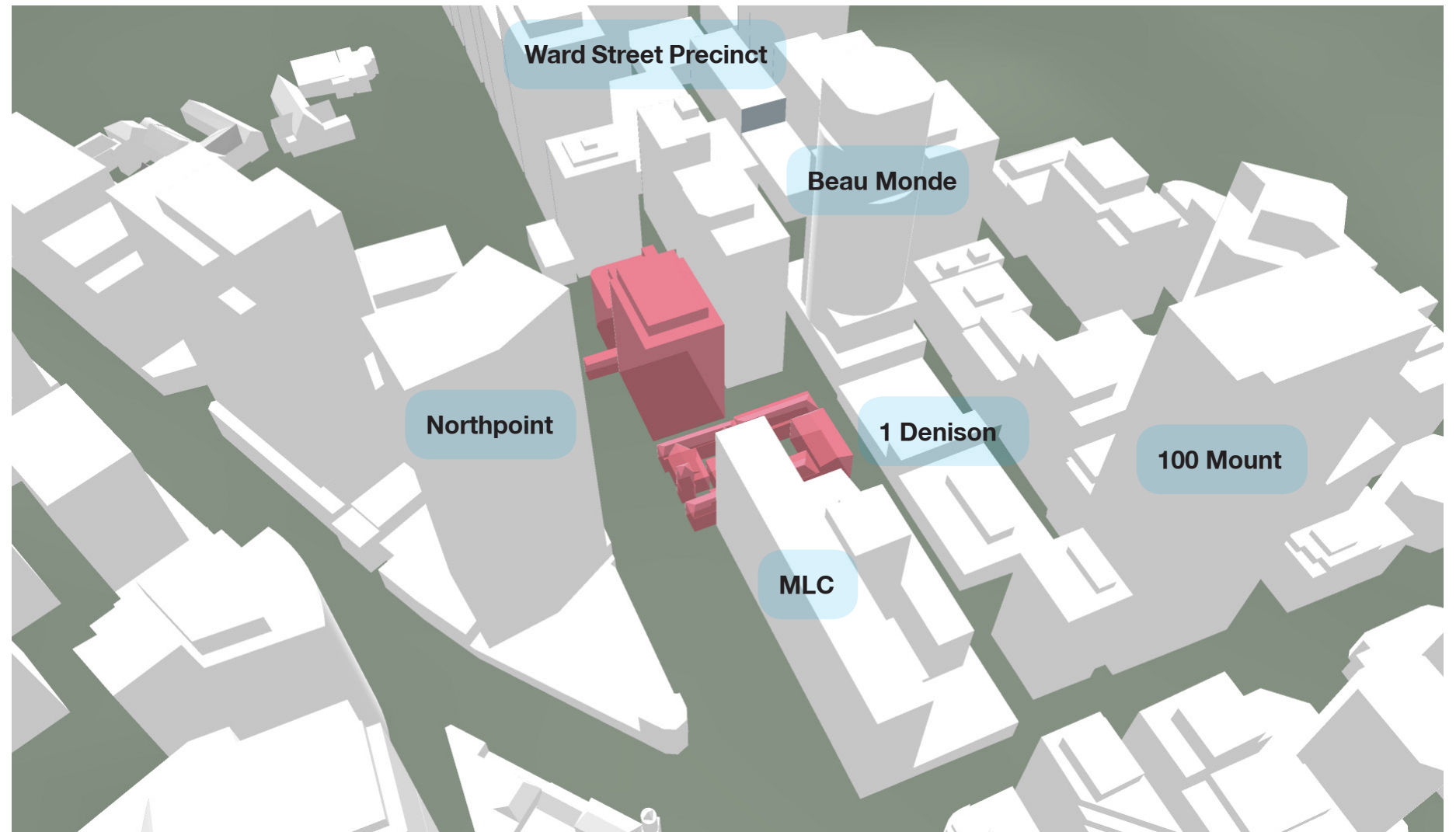
Existing development complies with the Miller Street setback control, with the exception of the heritage listed terrace building. The neighbouring MLC building to the south is set back a further 6m.

To the west, the Northpoint Tower is North Sydney's tallest building, with a height of approximately RL 205. The private school to the north west of the site represents a break in the prevailing density and scale of the commercial core, with its relatively low scale.

To the east, the largely residential Beau Monde tower is a feature, the low-rise Shopping World building to the south the subject of a, approval and proposed modification of a large commercial tower on that site.

The public domain adjacent to the Metro site consists solely of footpaths and roads. Denison Street to the east is a shared pedestrian priority zone, whilst Miller Street is a busy and at times crowded pedestrian thoroughfare and public transport hub.

The draft Ward Street Masterplan proposes new commercial, residential and community land uses, including new public domain. Lying to the north of the Metro site, changes to this precinct will complement new transport infrastructure and public domain improvements associated with Metro.



Existing Metro Buildings Built Form Context, looking north-east.

The following opportunities on the Victoria Cross site have been identified:

1

MLC Alignment

Aligning the built form to the iconic MLC building would facilitate a wide, linear pedestrian / open space that could house a number of functions, including passive recreation, outdoor dining and pedestrian movement.

2

Miller Street Setback Alignment

Aligning the built form to the Miller Street Setback (as required under LEP 2013) would facilitate a northern tower form, thereby 'freeing up' the southern end of the site for a lower scale built form and possible through site link / plaza.

3

Northern Tower

A commercial tower at the northern end of the Metro site facilitates large floor plates and provides a prominent corner presence at Miller and Berry Streets.

4

Southern Tower

A tower form at the southern end of the site produces a large commercial floor plate and facilitates a lower scale northern built form element that may align with / mirror the form and scale of the MLC building.

5

Through Site Link / Plaza / Square

A northern tower would allow for a lower scale built form at the southern end, reducing the perceived scale of development on Denison Street. A low to medium rise built form could house a multi-level retail precinct and public through site link between Miller and Denison Streets, offering a level of amenity and human scale development lost with the removal of Tower Square. This would also provide light and air to a newly revitalised Denison Street.

6

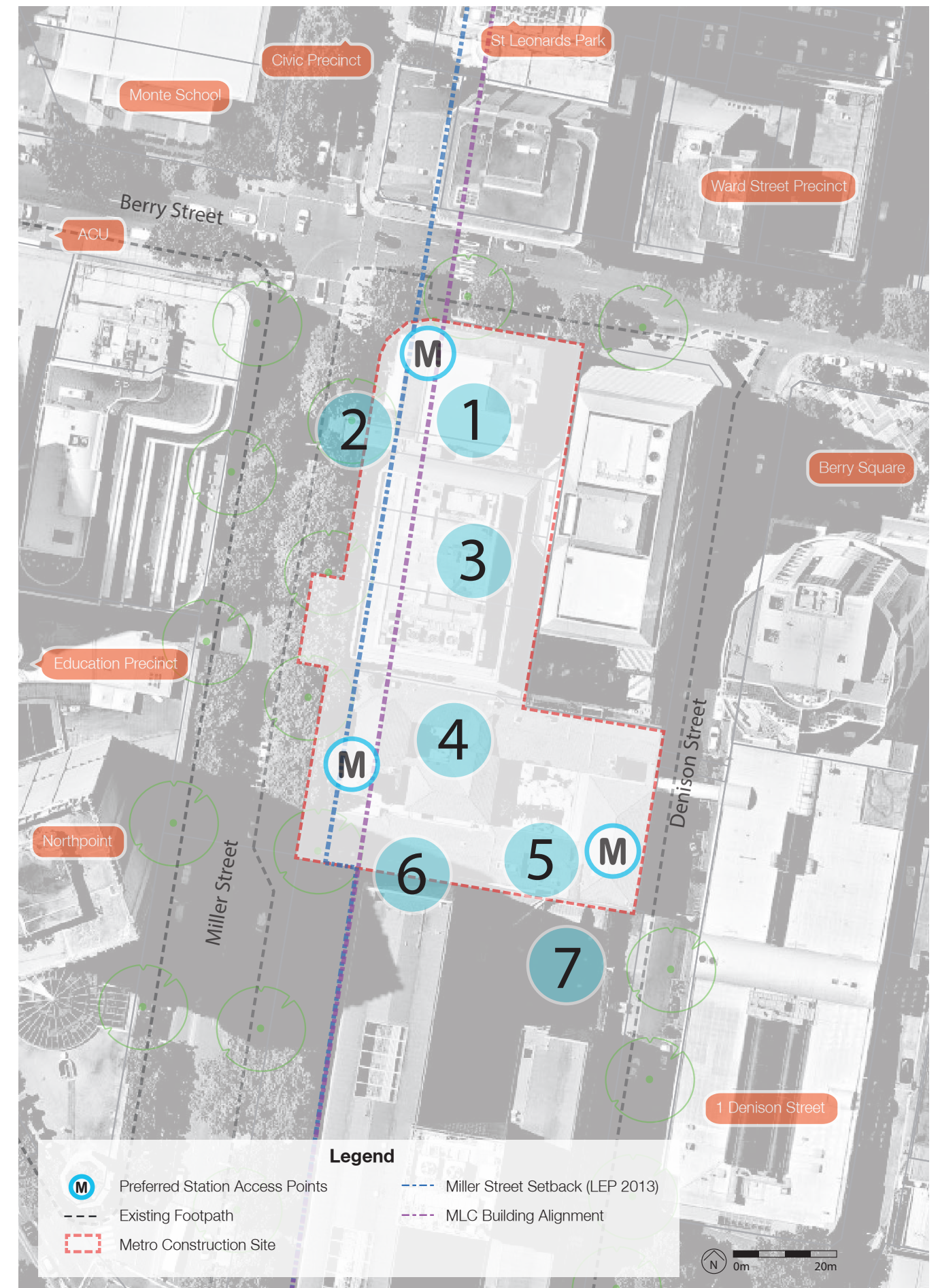
Separation to MLC Building

A northern tower would provide separation to the iconic and heritage listed MLC building. This separation would also allow for the optimal location of a mid block through site link to Denison Street and associated opportunities for retail and other activation.

7

MLC Basement and Denison Street Activation

Combining Metro and MLC basements would allow for the full pedestrianisation of Denison Street south of the Metro access point, thereby removing vehicular / pedestrian conflict and facilitating active land uses on the western side of Denison Street.



5.5 Priorities and Principles



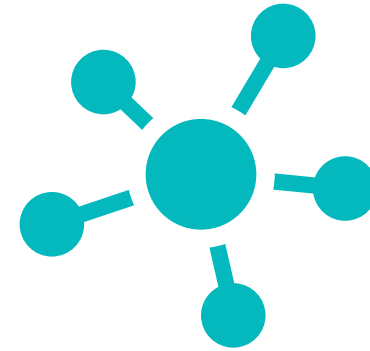
Facilitate Optimum Public Domain Outcomes

- 1 Massing and scale will consider important existing and future open spaces, special areas and destinations.
- 2 At a minimum, the Miller Street Setback will be complied with, and opportunities to increase this to align with the MLC will be explored.



Contribute to Place Making and Centre Amenity

- 3 Built form, particularly at ground and lower levels, will facilitate retail and other activity.
- 4 Maximise opportunities for ground level activation and avoid excessive inactive frontages or space dedicated to access.



Connect People and Places

- 5 Provide a quality, public through site link between Denison and Miller Streets.
- 6 Explore the combining of Metro and MLC basement access to facilitate active frontages and public domain outcomes on Denison Street.



Contribute to the Commercial Prestige of North Sydney

- 7 Provide commercial floor plates commensurate with premium or A-grade market demand.
- 8 Create an icon to reinforce the commercial character of the North Sydney Centre.



Provide Exceptional Built Form

- 9 Building height should be guided by recommendations of North Sydney Capacity and Built Form Study when formally endorsed.
- 10 Have regard to other controls as per North Sydney Development Control Plan 2013.
- 11 Over station development will respect adjoining and nearby heritage items.
- 12 Seek input from Council's Design Excellence Panel.

5.6 Massing and Design Options Assessment

The massing options presented in this section have been developed on the principles outlined in Section 5.5, and are based on the premise that a single commercial tower will be the primary outcome on the site. The size and extent of tower and other forms in the accompanying diagrams in this section are indicative and subject to further detailed design consideration.

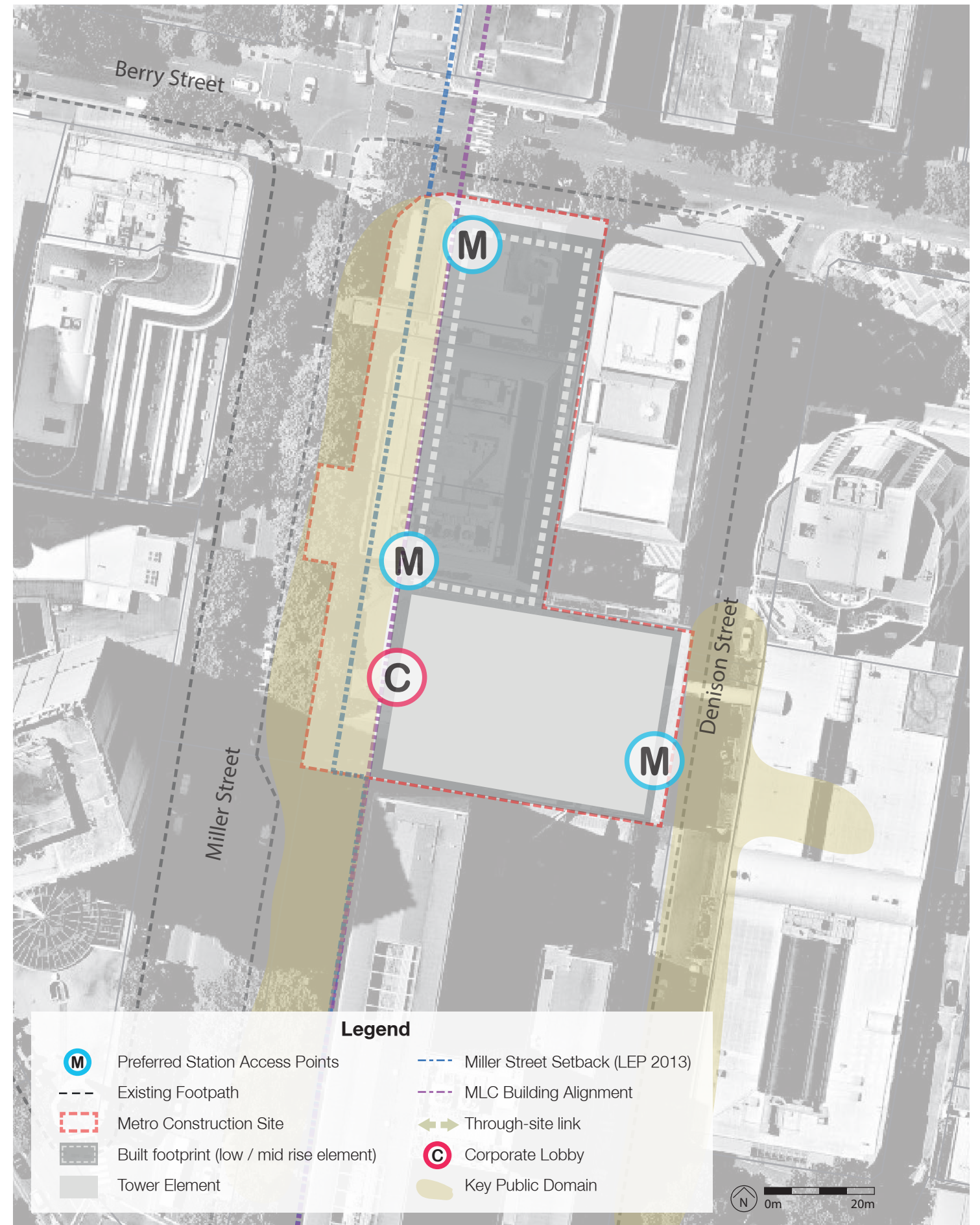
SOUTHERN TOWER

A mid-block or southern tower configuration presents a preferred outcome in terms of its contribution to a wide, linear public domain created via a built form setback to the MLC Building alignment. Such an outcome would facilitate a number of different functions, transforming the nature of Miller Street. Other benefits may include:

- A large, rectilinear commercial floor plate; and
- A secondary low-to-mid rise structure at the northern end of the site, possibly mirroring the MLC Building's form and scale

There are, however, a number of challenges or potential negative outcomes created by this configuration:

- A mid-block tower may inhibit the creation of a through site link between Miller and Denison Streets;
- A narrow built form to the northern end may inhibit the provision of active ground floor tenancies to Miller Street;
- A large tower fronting Denison Street is likely to impact significantly on newly or soon to be invigorated public domain;
- A southern tower may impact negatively on the heritage listed and iconic MLC Building;
- Limited building separation to the approved 1 Denison Street tower and negative view impacts for the Beau Monde building;
- Floor plates not considered large enough may lead to undesirable outcomes such as an L-shaped tower; and
- This configuration is inconsistent with the North Sydney Centre Capacity and Built Form Study's recommended height controls.



5.6 Massing and Design Options Assessment (cont.)

NORTHERN TOWER

A northern tower located towards the corner of Miller and Berry Streets would present a number of key potential benefits:

- A large, rectilinear commercial floor plate;
- A tower form creating a prominent corner statement;
- The opportunity to create a lower scale element on the southern portion of the site, which could:
 - House a multi-level retail / dining / bar hub
 - Link Miller and Denison Streets independently of the Metro station
 - Be set back to create increased public domain
 - Be semi-open, similar to the existing Tower Square development;
- Mitigates impacts of scale on key public domain spaces to the east and south;
- Provides generous separation to the heritage listed MLC Building and to 1 Denison Street; and
- The configuration is consistent with the North Sydney Centre Capacity and Land Use Study.

This configuration could, however, result in the following challenges or potential negative outcomes:

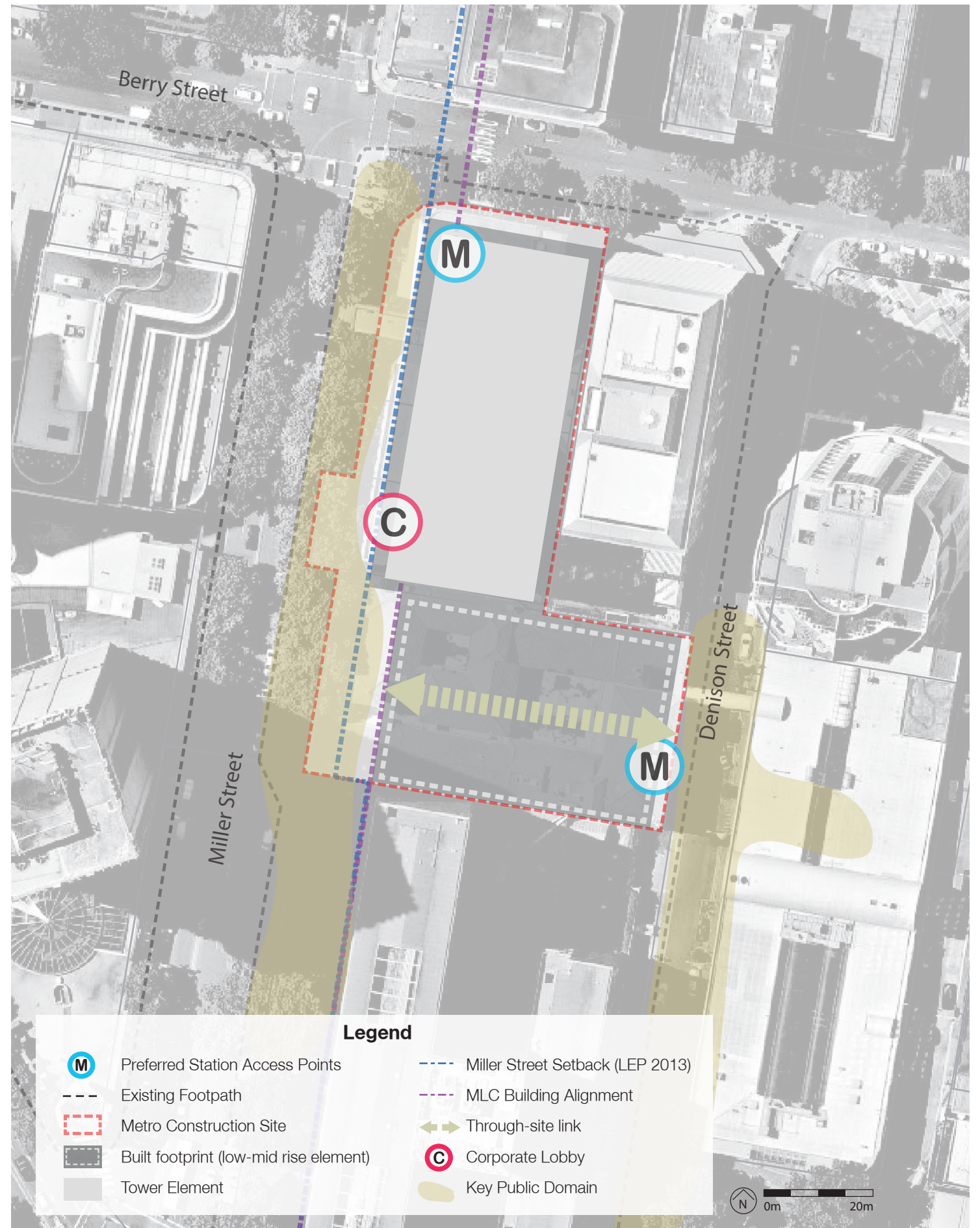
- Achieving the alignment of the MLC building is difficult, given the narrow resulting tower depth; and
- Ground level alignment with the Miller Street Setback produces 6m less linear public domain than MLC alignment.



Fig.5 Australia Square, Sydney



Figs 6 & 7. MLC Centre, Sydney (top), Liberty Place, Sydney (bottom)



Existing Height Controls

Section 5.2 detailed existing height controls under NSLEP 2013. The RL 120 and RL 80 controls applying to the site are reflective of the existing building heights and the inability to provide increased height due to the special area controls applying to the Tower Square site. As Tower Square will be demolished as part of the Metro development, its special area is recommended to be deleted, thereby presenting the opportunity to explore new height controls.

Capacity and Land Use Study 2016

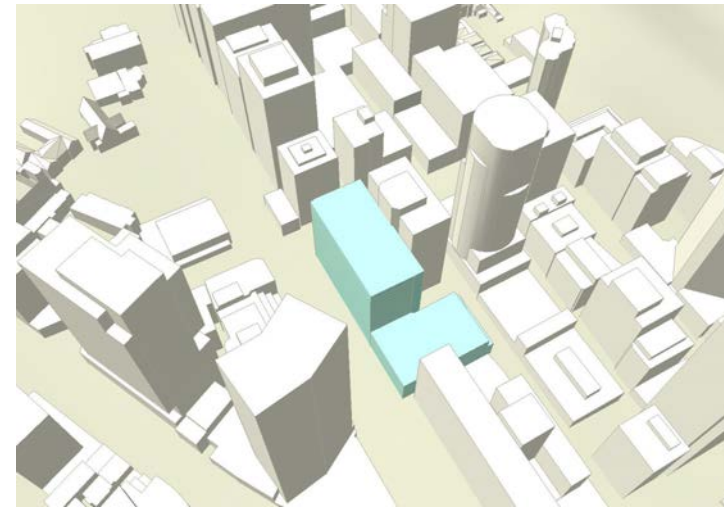
The North Sydney Capacity and Land Use Study 2016 outlined in Section 5.2 proposes height controls for the site ranging from RL 135 to RL 201. The Study and its proposed height strategy has been endorsed only for public exhibition at this stage. Despite this, the proposed height strategy is used as a guide to inform the following modelling exercise, although it is acknowledged that a taller built form may be achievable.



Potential Height Controls, Capacity and Land Use Study

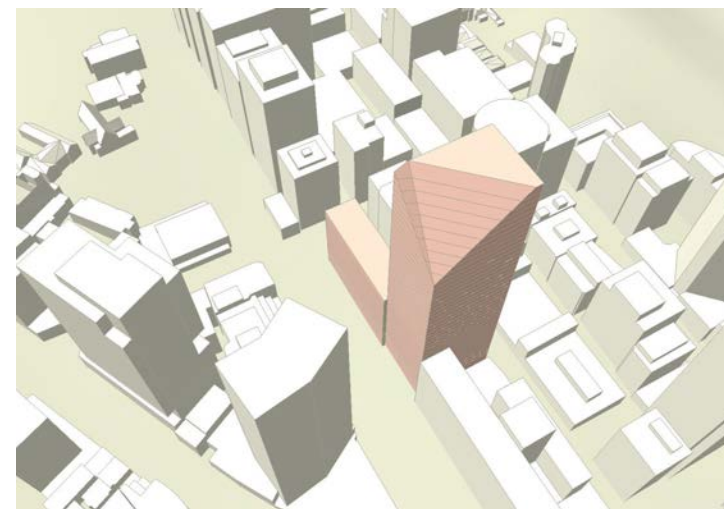
Modelling Process

Several indicative models have been produced based on a number of existing and potential parameters. Some of these are outlined below.



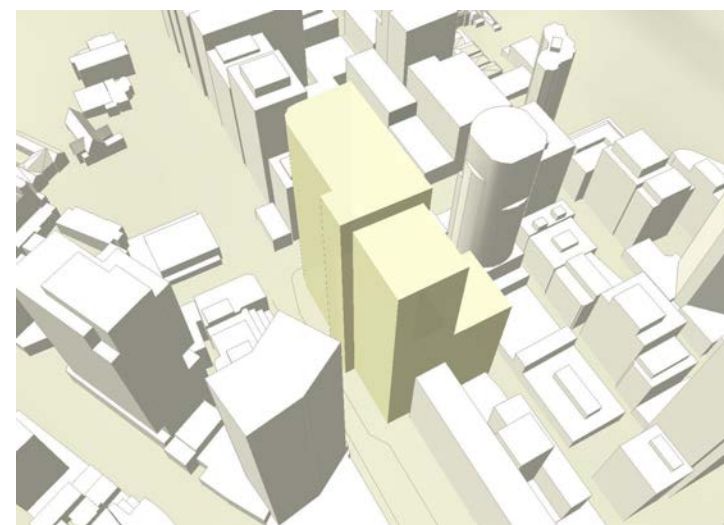
Compliant Development

The 3D model at left shows a built form envelope compliant with NSLEP 2013 (RL 120 and RL 80). The model is built to the Miller Street Setback, and could deliver approximately 25,000 m² of commercial floor space. Although comparative in scale to existing development, it is unlikely that such an outcome would be pursued or preferred by the State Government.



'Greenwood Compliant'

This model is built to comply with the special area controls applying to greenwood Plaza. The model aligns with the MLC building, has a maximum height of RL 221 and produces an indicative floor space of around 53,000 m². It is not however consistent with the proposed height controls of the Capacity and land Use Study.



North Sydney Capacity and Land Use Study

The model illustrates the potential heights achievable under the recommended strategy of the Study (RL 201, RL 193 and RL 135). The block form illustrated is a boundary to boundary envelope used to demonstrate height, and is not indicative of potential final design and built form. It demonstrates though that the majority of floor space potential on this site exists at its northern end.

5.8 Indicative Built Form

Introduction

Section 5.6 presented the two most likely massing options available for over station development - a southern tower and a northern tower option. These options have been further developed to illustrate an indicative building envelope and height, based on the principles of Section 5.5 and the discussion regarding height in Section 5.7.

Southern Tower

The indicative southern tower option model contains the following features:

- A tower height of RL 193, with a lower-rise northern element at RL 113 (to match MLC);
- An alignment to the MLC building, providing a 20m wide (approx) linear public space;
- A tower floor plate of approximately 1,325 m² GFA;
- 3m above-podium setbacks at Miller and Denison Streets; and
- An approximate gross floor area (GFA) of 58,000 m².

Height

It is noted that the model does not comply with the North Sydney Centre Capacity and Built Form Study recommended height controls for that site. The Study splits the southern portion of the site into two height zones, owing to the minor overshadowing of Brett Whiteley Place of a building envelope at RL 193 detected during that Study. The model at right assumes that this minor overshadowing can be mitigated through careful design.

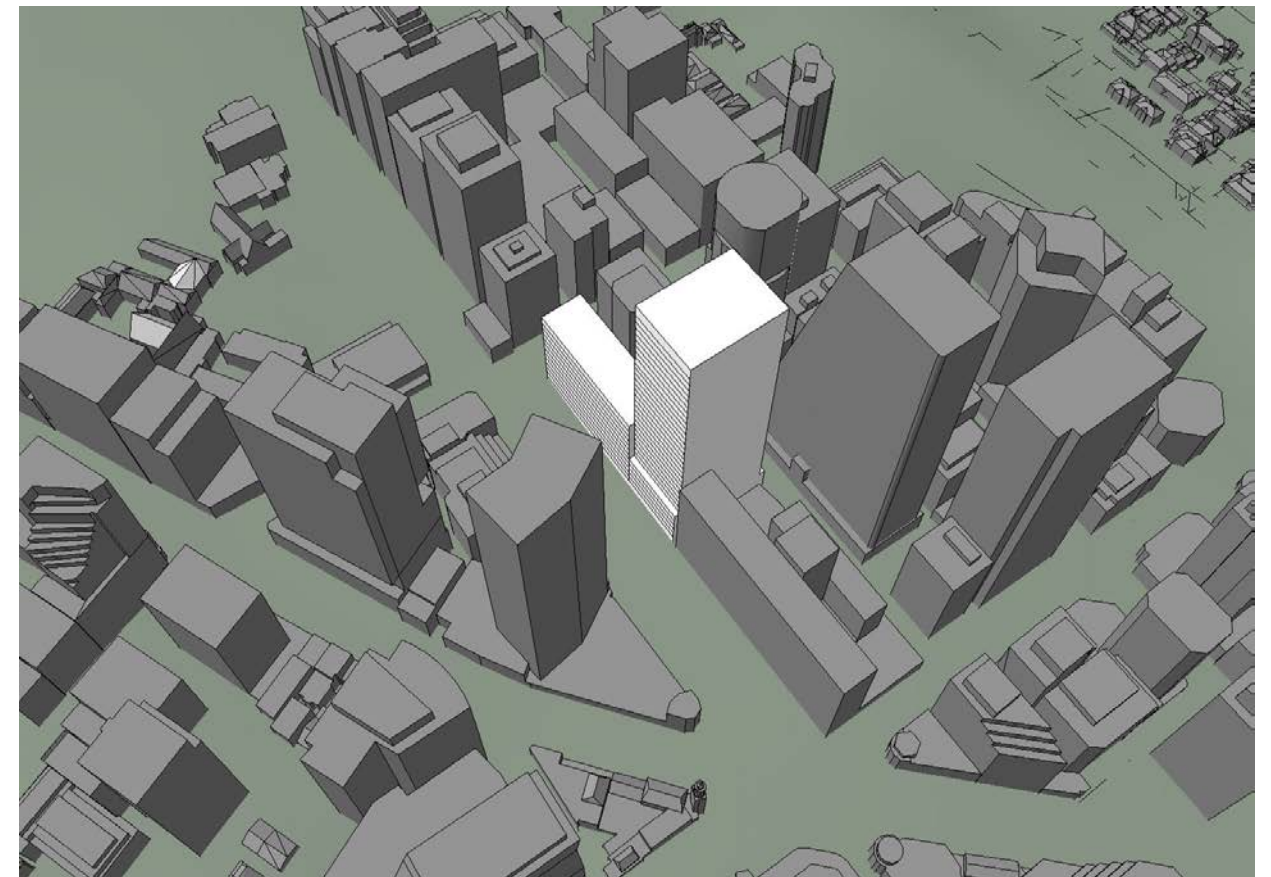
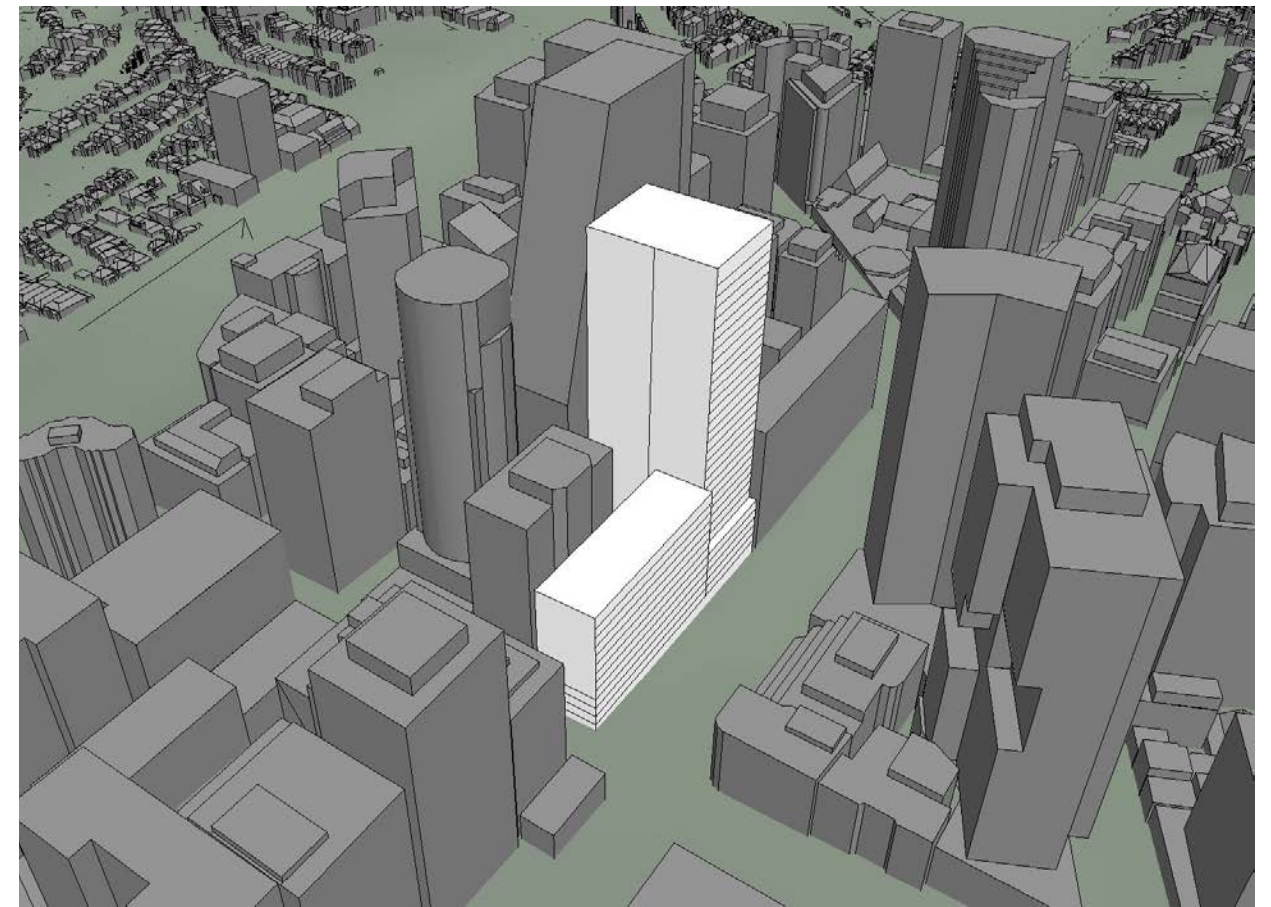
Denison Street

The arrival of Sydney Metro and present and future development around the Central Laneways precinct necessitates the careful consideration of the future of the public domain in this area. As Denison Street in particular evolves into a pedestrianised, urbane place within the North Sydney Centre, consideration of the impacts of adjacent future development is a priority.

In terms of a southern tower option, the cumulative impact of both the 1 Denison Street proposal and Metro over station development may negatively impact on solar access and the perceived scale of place. In this sense, a lower rise built form at the southern end of the site may be preferable. This is further justified by the need to provide through site access between Miller and Denison Streets and the opportunities provided for retail and other active uses to feed off and contribute to the proposed revitalisation of Denison Street. The curtilage of the heritage listed MLC building and separation to 1 Denison Street are also key considerations.

MLC Alignment

Alignment of the built form to the iconic MLC building presents an opportunity to provide extensive circulation and passive recreation space along a wide and long linear public domain. However, a relatively narrow built form to the northern end of the site may present issues regarding the feasibility of providing active retail frontages to Miller Street, as station access and circulation needs may not produce adequate residual space for these uses at ground level. A largely inactive frontage along Miller Street is not a suitable outcome for the site and is inconsistent with Council's wider aspirations for the Miller Street corridor.



Northern Tower Option

The indicative northern tower option model contains the following features:

- A tower to RL 201, with a low rise element to the south to RL 82 (podium height);
- A ground level alignment to the Miller Street Setback control (lower element shown to MLC alignment);
- A tower floor plate of approximately 1,328 m² GFA
- 3m above podium setbacks to street frontages
- 5m ground and 1st floor setback to Berry Street frontage
- An approximate gross floor area (GFA) of 55,000 m²

Height

The model shown complies with the height control recommended under the North Sydney Centre Capacity and Land Use Study, with a northern tower form at RL 201. At the southern end, the low-rise built form is significantly lower than the recommended height controls of RL 193 and RL 135. This has the potential to produce better outcomes in terms of scale, natural light and to some extent, solar access to Denison Street and, importantly, key public domain to the south, including Brett Whiteley Place.

Through Site Link / Retail Arcade

The lower element to the south should provide the through site linkage between Miller and Denison Streets. There is an opportunity for this element to serve a separate function to the Metro and commercial tower. For example, a retail / dining / bar-based use would expand the nature of the link to a key destination within the Centre - similar to the role played currently by Tower Square. Concentrating retail activity in this space would also relieve pressure on the Miller Street frontage of the northern element to provide for those uses.

The use of the southern portion of the site for open space was addressed in Section 3.5 of the Metro Planning Study. Given the likelihood of overshadowing, particularly during mid-winter, this space would be more suited to an internal use. A rooftop use such as a bar should, however, be explored.

Southern Extent of Tower

The model at right presents a tower element that extends southward to the existing Tower Square property boundary. This is indicative only; scope may exist to extend further south, providing that appropriate design consideration is given to building separation, street wall impacts and other principles contained within this document.

Miller Street Setback

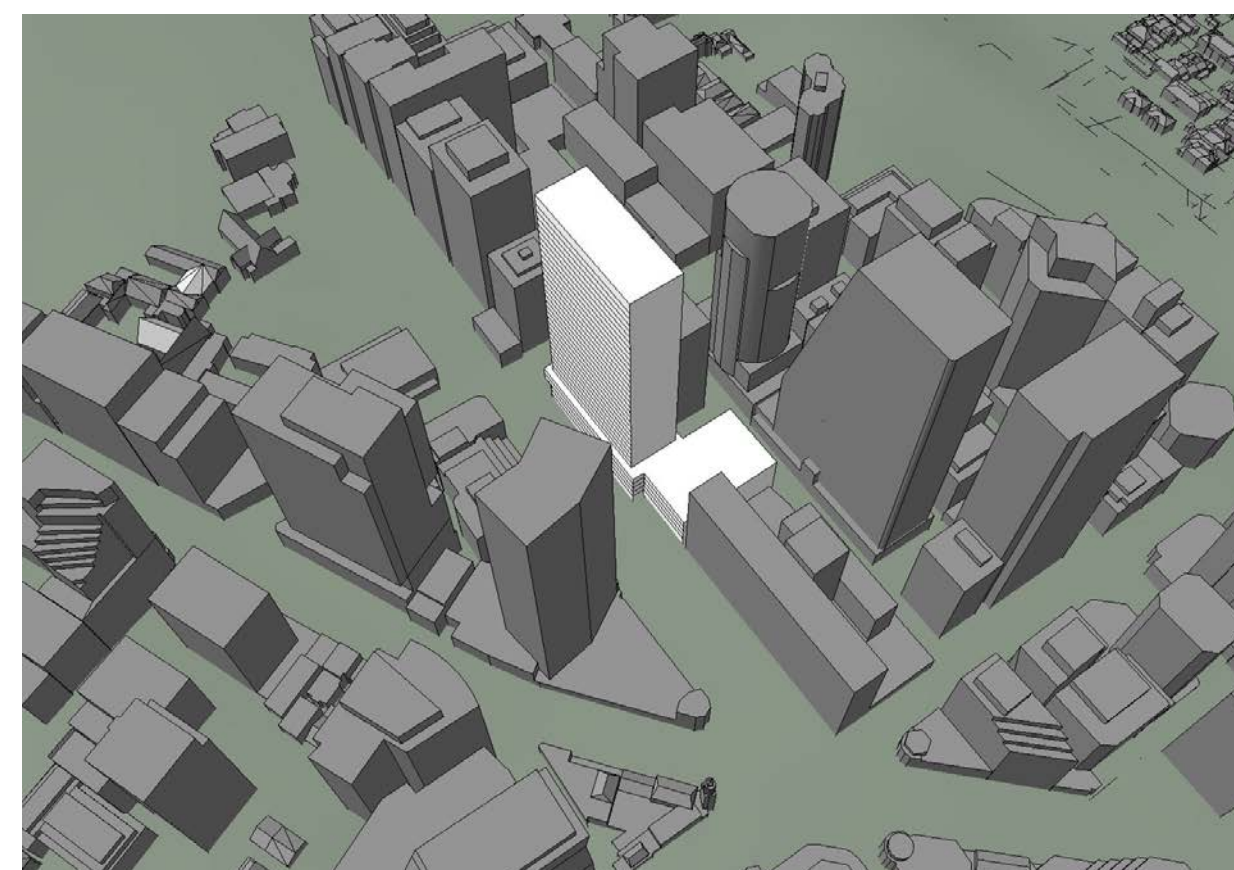
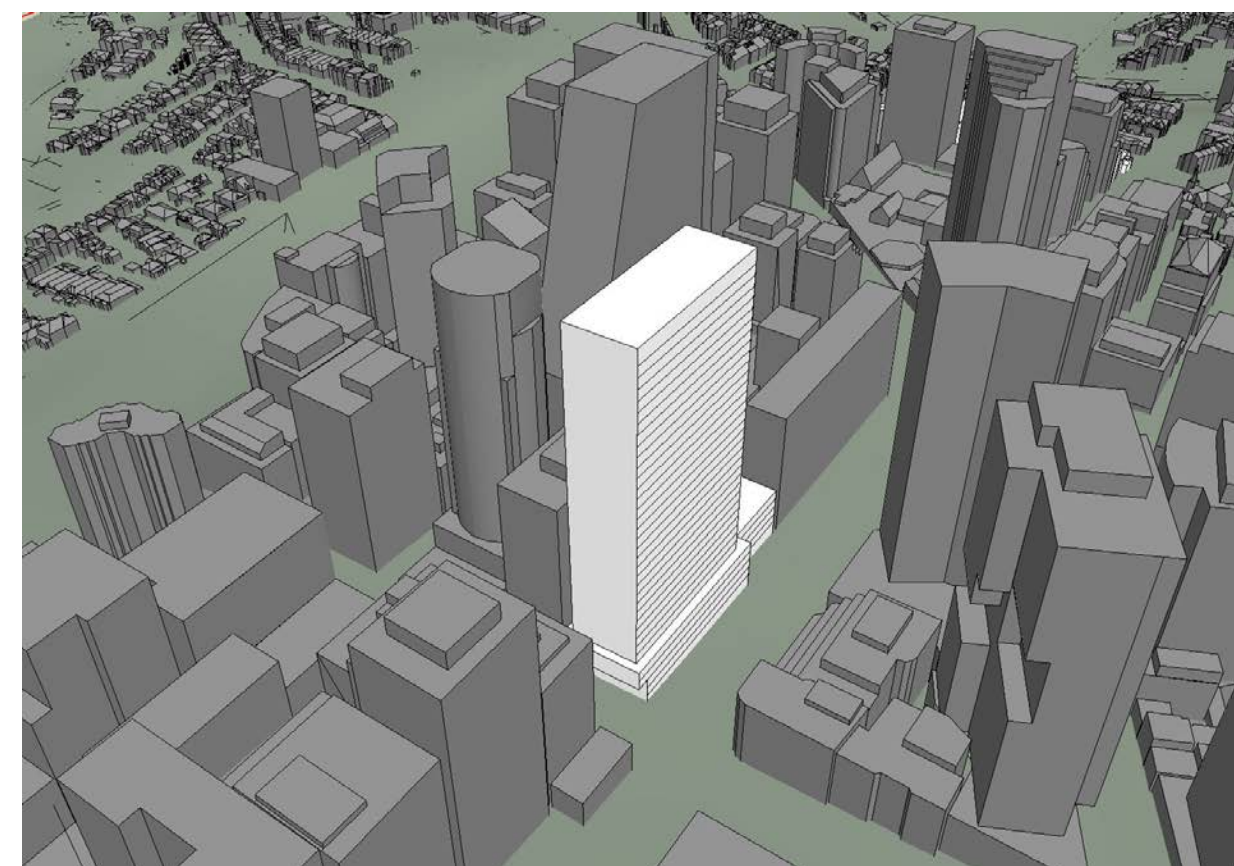
Building the podium to the Miller Street setback allows for a more feasible tower form at the northern end of the site (an additional 6m to the MLC alignment). This also provides better opportunities for retail or other activation of the Miller Street frontage. Despite resulting in a narrower footpath / public domain, it is considered that a number of uses (passive green space, pedestrian circulation, outdoor dining) could still be accommodated under this alignment.

Denison Street

As outlined above, this configuration suits the intimate pedestrian laneway feel that is envisaged for Denison Street under the proposed redevelopment of 1 Denison Street. Over station development should give significant weight to its contribution to and impact on Denison Street. Also, this configuration would provide improved building separation between tall towers (approx 60m as opposed to 18m in this example).

Berry Street

A 5m ground level setback is considered necessary to provide improved pedestrian circulation space and amenity at the corner of Miller and Berry Streets. The setback could extend to upper podium floors as architectural design dictates.



5.9 Conclusion

Conclusion

Over station development outcomes are heavily dependent upon the design and operational requirements of the Metro station concourse and circulation areas. The ability to appropriately cater for lift cores and commercial lobbies and the like also influence final design outcomes.

This section has sought to present the key opportunities and principles for over station development, and presented indicative massing options for a commercial tower and other ancillary built form on the site. There exists an opportunity for over station development to build on the amenity provided by new public transport infrastructure and truly contribute to the overall amenity of the Centre in terms of active streets, retail and dining activity, and bespoke public spaces.

In terms of building height, it is acknowledged that existing LEP height controls may be unnecessarily restrictive and are in any case reflective of the existing built form and key public spaces, which the Metro development will fundamentally alter. The indicative heights presented in this document illustrate the application of an as yet unendorsed strategy for the North Sydney Centre, and should therefore be regarded as illustrative of a draft strategy only.

With regard to the two main massing options identified, the northern tower option is considered, on balance, to represent a preferred built form outcome for the site, particularly in terms of the opportunities to deliver on principles pertaining to improved public domain, pedestrian amenity and connectivity, and activation of key public spaces.

In any case, Council expects that over station development on the Metro site will contribute to the overall amenity of the North Sydney Centre, particularly with regard to:

- The provision of new commercial floor space in the North Sydney Centre commercial core;
- The creation of new spaces and activities for people to enjoy;
- The facilitation of a sense of place and identity;
- The implementation of appropriate scale and massing, respecting surrounding key spaces and activities;
- The incorporation of design excellence to create an exceptional built form; and
- Improving the performance and capacity of the public domain in the vicinity of the site.

To this end, the principles outlined in Section 5.5 should guide future planning and design of over station development, with Council playing an on-going role in shaping the future of the site.