

**DECISION OF 3659th COUNCIL MEETING
HELD ON 15 DECEMBER 2014**

545. CIS02: Grosvenor Lane Planning Study and Draft Amendment to NSDCP 2013

Report of Brad Stafford, Senior Strategic Planner - Urban Design

A planning study and associated draft DCP 2013 Area Character Statement, centered on the Grosvenor Lane Car Park and adjoining land, was adopted by Council at its meeting on 15 September 2014 for the purposes of public exhibition. The Planning Study establishes a number of principles to inform the consideration of any future development concept proposals for the study area which propose to deliver Council's objectives relating to car parking and public domain improvements.

The Planning Study and draft DCP 2013 amendment were placed on public exhibition from 2 October to 30 October 2014, with six submissions received during this time. As a result of the submissions, a number of changes to the exhibited documents are recommended. The submissions, staff responses and recommendations are contained within the submissions summary table at Attachment 1 to this report. The recommended amendments are minor in nature and do not necessitate re-exhibition of the draft documents.

The report seeks Council's resolution to adopt the recommendations resulting from public submissions (Attachment 1) and adopt the amended draft documents at Attachments 2 and 3.

Financial implications would be considered in detail under any future proposed development concept, planning proposal and draft voluntary planning agreement.

Recommending:

- 1. THAT** Council adopt the recommendations contained in the Submissions Summary Table (Attachment 1).
- 2. THAT** Council adopt the amended draft DCP 2013 Area Character Statement (Attachment 2).
- 3. THAT** Council adopt the amended Grosvenor Lane Planning Study (Attachment 3).
- 4. THAT** Council further consider its position regarding funding of the public infrastructure objectives.

The Motion was moved by Councillor Reymond and seconded by Councillor Baker.

RESOLVED:

- 1. THAT** Council adopt the recommendations contained in the Submissions Summary Table (Attachment 1).
- 2. THAT** Council adopt the amended draft DCP 2013 Area Character Statement (Attachment 2).
- 3. THAT** Council adopt the amended Grosvenor Lane Planning Study (Attachment 3).
- 4. THAT** Council further consider its position regarding funding of the public infrastructure objectives.
- 5. THAT** consideration be given to generous footpath widths if they are to be provided.

Voting was as follows:

For/Against 11/0

Councillor	Yes	No	Councillor	Yes	No
Gibson	Y		Barbour	Y	
Reymond	Y		Morris	Y	
Clare	Y		Burke	Y	
Baker	Y		Marchandean	Y	
Carr	Y		Bevan	Y	
Beregi	Y				



Report to General Manager

Attachments:

1. Submissions Summary Table
2. Draft NSDCP 2013 Area Character Statement
3. Grosvenor Lane Planning Study

SUBJECT: Grosvenor Lane Planning Study and Draft Amendment to NSDCP 2013

AUTHOR: Brad Stafford, Senior Strategic Planner - Urban Design

ENDORSED BY: Joseph Hill, Director City Strategy

EXECUTIVE SUMMARY:

A planning study and associated draft DCP 2013 Area Character Statement, centered on the Grosvenor Lane Car Park and adjoining land, was adopted by Council at its meeting on 15 September 2014 for the purposes of public exhibition. The Planning Study establishes a number of principles to inform the consideration of any future development concept proposals for the study area which propose to deliver Council's objectives relating to car parking and public domain improvements.

The Planning Study and draft DCP 2013 amendment were placed on public exhibition from 2 October to 30 October 2014, with six submissions received during this time. As a result of the submissions, a number of changes to the exhibited documents are recommended. The submissions, staff responses and recommendations are contained within the submissions summary table at Attachment 1 to this report. The recommended amendments are minor in nature and do not necessitate re-exhibition of the draft documents.

The report seeks Council's resolution to adopt the recommendations resulting from public submissions (Attachment 1) and adopt the amended draft documents at Attachments 2 and 3.

FINANCIAL IMPLICATIONS:

Financial implications would be considered in detail under any future proposed development concept, planning proposal and draft voluntary planning agreement.

RECOMMENDATION:

1. **THAT** Council adopt the recommendations contained in the Submissions Summary Table (Attachment 1).
 2. **THAT** Council adopt the amended draft DCP 2013 Area Character Statement (Attachment 2).
 3. **THAT** Council adopt the amended Grosvenor Lane Planning Study (Attachment 3).
 4. **THAT** Council further consider its position regarding funding of the public infrastructure objectives.
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LINK TO DELIVERY PROGRAM

The relationship with the Delivery Program is as follows:

Direction: 2. Our Built Environment

Outcome: 2.1 Infrastructure, assets and facilities that meet community needs
2.3 Vibrant, connected and well maintained streetscapes and villages that build a sense of community

BACKGROUND

Council has a long-standing policy objective to underground the Grosvenor Lane Car Park and create a public plaza at ground level above, as demonstrated within the Neutral Bay Shopping Centre Urban Design Study and Masterplan 2000 and North Sydney Development Control Plan and 2013 (and former DCP 2002).

Strategic Planning prepared a planning study to investigate opportunities to facilitate this outcome and guide any future associated development of the study area. The Planning Study was publicly exhibited from 3 October 2014 to 30 October 2014.



Figure 1. Grosvenor Lane Car Park and Study Area

CONSULTATION REQUIREMENTS

Community engagement was undertaken in accordance with Council's Community Engagement Protocol.

SUSTAINABILITY STATEMENT

The sustainability implications were considered and reported on during the initiation phase of this project.

DETAIL

The study area and wider Town Centre is a busy and popular retail, commercial and services hub, but suffers from aspects of poor amenity, including a lack of quality open space. Council wishes to explore opportunities to revitalise the area by improving the public domain and parking availability, building on the area's existing strengths to create a unique and vibrant heart for Neutral Bay.

Intervention Strategy Options

A number of intervention strategies were identified and assessed against the stated objectives, in order to understand the level of intervention likely to be required to meet them. The levels of intervention assessed are as follows:

- Do Nothing approach - 'business as usual';
- Low Intervention - relatively low cost ways to improve the public domain;
- Medium Intervention - Council acting alone to underground existing parking and construct a plaza at ground level; and
- High Intervention - Council working in partnership with land owners/developers to achieve objectives.

The Study concludes that Council's best chance of achieving its objectives in the area is to work together with adjoining land owners/developers to deliver the desired outcomes. Such a strategy offers opportunities for Council's level of financial commitment to be limited in favour of developer contribution towards providing public benefit and infrastructure outcomes.

This approach does, however, need to be carefully considered insofar as it is likely to require a departure from the planning controls currently applying to the area. Any departure to existing controls, associated development concepts and proposed public benefit deliveries, would be considered in the form of a planning proposal and voluntary planning agreement. As the owner of the car park and other property within the study area, Council ultimately has the final say over whether it pursues this strategy or enters into any such agreements.

To help guide any future redevelopment concepts or proposals for the study area, the Planning Study establishes a number of principles and priorities against which any such proposal can be considered. The Study further recommends that these principles form the basis of an amendment to the site-specific Area Character Statement for this site in North Sydney

Development Control Plan 2013.

Public Exhibition and Submissions

The Planning Study and draft DCP 2013 Area Character Statement were publicly exhibited from 2 October to 30 October 2014. Six submissions were received, and are summarised in the Submissions Summary Table at Attachment 1. The Table includes staff comments on each of the submissions and details recommendations for amendments to the exhibited documents.

In summary, the recommendations for amendments to the exhibited documents are as follows:

Grosvenor Lane Planning Study

- Amend Section 4.3 to indicate that a 16m height limit equates to 4 to 5 storeys;
- Amend Section 8 to articulate the existing strengths of the study area;
- Amend 12th opportunity in Section 8 to read “*Review controls to achieve an urban form which exhibits excellence in urban design*”;
- Amend 14th opportunity in Section 8 to read “*Increases in yield, balanced against principles and objectives, may reduce public costs of new infrastructure*”; and
- Amend Section 11 to clarify that the identification of opportunity sites in the Study does not assume that redevelopment would necessarily need to include all the identified properties within those sites.

Draft DCP 2013 Area Character Statement

- Amend draft DCP provision P10 to read *Setback buildings 1.5m at ground level on all street and laneway frontages.*

Further Recommendation

The Planning Study and draft DCP deliberately avoid recommending the amendment of height or density controls in the study area, but instead set the framework for which such changes might be considered. A point made during the exhibition process highlighted the need for Council to determine its commitment to contributing financially to the achievement of the Study’s objectives. The Planning Study also acknowledges the importance of this, as the level of Council’s contribution would offset the need to consider increases in yield which are considered unacceptable.

- It is therefore recommended that Council work to establish its position on contributing financially to the public infrastructure outcomes envisaged for the area.

The changes recommended above do not warrant the re-exhibition of the draft documents. The changes add clarity to the principles and subsequent DCP provisions rather than change their nature or intent.

ATTACHMENT 1

Grosvenor Lane Planning Study and Draft DCP 2013 Amendment
Summary of submissions received during public exhibition period 2 October 2014 - 30 October 2014

IT IS RECOMMENDED THAT COUNCILLORS REFER TO COPIES OF THE COMPLETE SUBMISSIONS MADE AVAILABLE TO THEM, AND TO THE REPORT TO COUNCIL, WHICH DISCUSSES SOME OF THE ISSUES RAISED IN THE SUBMISSIONS.

No.	Name and Address	Submission Summary	Staff Comment	Recommended Action / Amendments
1	Nadine Vincenc Resident 1/58 Grosvenor Street Neutral Bay	Option 2 – Low intervention is preferred.	Noted. It is considered however that such an intervention will not deliver on Council's objectives.	No change to exhibited documents.
		Traffic concerns – both pedestrian and vehicle crowding will adversely impact the amenity of submitter's property.	Traffic and car parking will be the subject of detailed consideration during any development concept or planning proposal. It is acknowledged that increasing car parking in the area will impact on local traffic. However, careful planning and management will mitigate such impacts. The Study and draft DCP provisions lean heavily toward the improvement of pedestrian amenity. Issues surrounding pedestrian safety, amenity and possible crowding will therefore be key considerations during any development concept or planning proposal process.	No change to exhibited documents.
		Use of precedents do not reflect nature of site. The examples are too big for Grosvenor Lane. This creates false expectations.	Precedents were examples of uses of public places above car parking, and were not indicative of size nor scale. Due to the constrained nature of the site, full consideration will be given to creating scale-appropriate responses to the area.	No change to exhibited documents.
		There is a current oversupply of retail tenancies in Neutral Bay.	The Planning Study and draft DCP amendment make no recommendation regarding the amount of retail or commercial floor space in the area. The amount of retail space provided is ultimately (within the bounds of the relevant planning controls) a matter for the market.	No change to exhibited documents.
		After hours retail trading is not supported as it creates undesirable behaviour.	Commercial and mixed use zones are the most appropriate locations to facilitate the night time economy. Issues regarding impacts on residential properties, particularly at the interface with mixed use zones, are acknowledged. The Planning Study and draft DCP amendment however make no recommendations regarding changes to existing late night trading policy.	No change to exhibited documents.

No.	Name and Address	Submission Summary	Staff Comment	Recommended Action / Amendments
		Rubbish concerns – increased littering on the streets and on her property.	The issue of litter is beyond the scope of the Planning Study and draft DCP amendment. However, the design of development is required to mitigate such issues.	No change to exhibited documents.
		Concerns about balance of development vs. public amenity in the form of green space. No details are given regarding the design of the space.	The purpose of the Planning Study and draft DCP amendment is to ensure that major redevelopment of the area includes significant public benefit, including public open space. It is intended as a framework document to consider and guide detailed proposals in the future. The detailed design of this public space would be informed by the principles and provisions of the Draft DCP amendment and considered in detail during concept and planning proposal stages.	No change to exhibited documents.
		The draft amendments are just a way for landowners to have property values increased. Council should state this in the document.	The Planning Study and draft DCP amendment do not seek to amend the planning controls for the area. The purpose is to consider options that would deliver Council's objectives for the area, and to set in place a number of principles to guide any future concepts.	No change to exhibited documents.
2	Tim Cooney Resident 71/8 Waters Road Neutral Bay	Supportive of public domain upgrades, particularly the option of joint development to maximise benefit to community.	Noted.	No change to exhibited documents.
		NSLEP 2013 height limits should be maintained for overshadowing and consistency with area, particularly on the Woolworths and Military Road sites.	The Planning Study does not recommend changes to LEP planning controls, but advises that a redevelopment based on Option 4 is likely to only be feasible with a reconsideration of planning controls on sites adjoining the car park. To this end, the Study and the draft DCP amendment contain principles and provisions that relate specifically to the maintenance of amenity and solar access for surrounding residences and public spaces, as well as the consideration of any significant view losses. It is acknowledged that changes to planning controls, particularly height, would represent a departure from long standing policy in the area, and would need to be carefully considered in terms of design and against public benefit to be gained.	No change to exhibited documents.
3	Michael Morgan Nettleton Tribe Architects On behalf of 43-53 Grosvenor Street Neutral Bay	Generally supportive of planning study.	Noted	No change to exhibited documents.
		Incorporate additional provision to ensure uninterrupted continuity of supermarket operation during any redevelopment process.	The importance of ongoing operation of business activities adjacent to development sites is acknowledged. Should a redevelopment not involving the current supermarket be undertaken, steps would be taken during the development assessment process, via a construction management plan, to ensure that impacts on surrounding land uses are minimised. A specific principle or DCP provision is not considered necessary in this case.	No change to exhibited documents.

No.	Name and Address	Submission Summary	Staff Comment	Recommended Action / Amendments
		<p>The principle relating to providing a fine grain of retail tenancies to the plaza is not supported along the existing supermarket frontage. The opportunity however to increase visibility to the supermarket on that frontage is acknowledged.</p>	<p>The intent of the principle and draft DCP provision is to ensure that the existing fine grain of retail tenancies is retained or replicated in a future redevelopment. The supermarket, whilst not meeting the definition of fine grain, still meets the provisions by contributing to the mix and variety of uses in the area. There is no intent inferred to change this.</p> <p>The opportunity for improvement of the supermarket frontage to the car park / plaza is noted and encouraged.</p>	<p>No change to exhibited documents.</p>
4	<p>James Harrison JBA Urban Planning On behalf of 198-212 Military Road Neutral Bay</p>	<p>The high intervention option is supported and the benefits to be derived via a joint redevelopment are acknowledged.</p>	<p>Noted.</p>	<p>No change to exhibited documents.</p>
		<p>Greenfriars, a major landholder in the area, is well placed to work with council to achieve objectives.</p>	<p>Noted.</p>	<p>No change to exhibited documents.</p>
		<p>Greenfriars sites should be identified as opportunity Site 3, rather than as a part of site 2.</p>	<p>The identification of opportunity sites within the Planning Study was based on a number of factors to generally indicate the most likely opportunities for joint redevelopment with the car park site.</p> <p>It is acknowledged that redevelopment could possibly occur on only a portion of the identified Site 2. The Study and draft DCP provisions make no attempt to require development to occur along the boundaries indicated in the analysis, and do not preclude alternative scenarios from being considered.</p> <p>It is not considered necessary to specifically identify the extent of land held by any particular land holder.</p>	<p>Amend Section 11 of Planning Study to clarify that opportunity sites identified do not represent the only possibilities for redevelopment.</p>
		<p>The objectives of the study cannot be realised with only minor increases in permissible yield.</p>	<p>Council's consultant architects advised that it would be preferable to consider only minor increases in yield, given the wish to protect the existing strengths of the area and potential impacts of redevelopment.</p> <p>The consultant architect did conclude however that any increase in yield should be assessed against the principles established. It is considered that the application of design excellence in developing a concept plan would allow for reasonable increases in yield.</p> <p>The final yield derived through the concept / planning proposal process will be a product of the adherence to the principles and DCP provisions, the willingness / ability of Council to contribute financially to outcomes, and the overall cost-benefit feasibility of the concept. This would be negotiated through the initial stages of a development concept process.</p>	<p>No change to exhibited documents.</p>

No.	Name and Address	Submission Summary	Staff Comment	Recommended Action / Amendments
		It is recommended that Council prepare a planning proposal in consultation with key stakeholders which explores heights and densities.	The Planning Study and draft DCP provisions provide the basis for consideration of a concept plan or planning proposal. There are no plans at present for Council to undertake further density and yield analysis independently of a third party concept / proposal. Council is however open to negotiating and discussing a concept should one be forthcoming.	No change to exhibited documents.
5	John Kass Kass & Hermes Urban Planning On behalf of 188 Military Road Neutral Bay	Option 3 Medium Intervention is the preferred intervention strategy.	Noted	No change to exhibited documents.
		Study has objectives which "builds on the area's existing strengths". However, strengths are not articulated.	The strengths of the area are referred to in various sections of the Planning Study. The benefit of clearly articulating these in the one place is noted. Section 8 Opportunities and Constraints should be expanded to include identification of strengths.	Amend Planning Study to articulate the existing strengths of the area.
		16m height limit does not translate to a 5 storey building, but rather a 4 storey building as it includes plant and motor room etc.	The identification of potential storeys within the Study is intended to be indicative only. The recent change in the standard definition of building height to include roof-top plant etc. and therefore the difficulty in achieving five storeys in a 16m zone are noted. It is noted also however that scope exists to allow reasonable variations if of an inconsequential nature to building heights via LEP 2013 Clause 4.6 Exceptions to Development Standards.	Amend Planning Study Sections 4.2 and 4.3 to indicate that 16m equates to approximately 4-5 storeys.
		Any review of LEP controls needs to consider the application of whole-of-building floor space ratio controls to sites.	Council has historically not applied whole of building FSRs throughout the municipality. In mixed use zones, a non-residential FSR is applied, with height and other controls dictating final built form. In instances where specific development outcomes have been negotiated, Council has, in recent times, applied a whole building FSR to certain sites. This will be considered during any future development concept or planning proposal process for the study area.	No change to exhibited documents.
		Section 8: Amend 12 th Opportunity to achieve greater clarity.	The suggested wording is supported.	Amend 12th Opportunity to read "Review controls to achieve an urban form which exhibits excellence in urban design".
		Section 8: The 14 th Opportunity is likely to result in an overdevelopment of the study area for the purposes of funding infrastructure.	The opportunity to increase yield to contribute to the provision of public infrastructure does have the potential, when viewed in isolation, to contribute to overdevelopment. The principles and draft DCP provisions however do not reflect such an outcome. The relevant opportunity could however be more appropriately worded.	Amend 14th Opportunity to read "Increases in yield, balanced against principles and objectives, may reduce public cost of infrastructure".

No.	Name and Address	Submission Summary	Staff Comment	Recommended Action / Amendments
		Section 8: Add Opportunity to encourage the retention of the existing fine grain subdivision pattern and diversity of retailing.	The potential of losing this variety is noted as a threat / constraint, and is directly reflected in the principles and draft DCP provisions.	No change to exhibited documents.
		Precedents should be revised to reflect desired character of the place as one with an intimate scale and a sense of place similar to that of a village centre.	<p>The submission is noted. However, precedents were specifically chosen to illustrate examples of public places above car parking, and were not indicative of scale or character. The smaller scale nature of the site is acknowledged, and full consideration will be given to creating a scale and character appropriate response to the area.</p> <p>The Draft Inner North Subregional Strategy identifies Neutral Bay as a 'Town Centre'. It is considered that the Neutral Bay Town Centre has a scale and character somewhat different to that of villages such as Cammeray, McMahons Point and Kirribilli.</p>	No change to exhibited documents.
		Maintain through traffic and short term loading / parking along northern edge of Grosvenor Lane.	<p>The preference to maintain vehicular traffic over Grosvenor Lane is acknowledged, for both logistical and safety reasons. Maintaining some level of through traffic at ground level was recommended by Council's EPS division.</p> <p>The principles and draft DCP provisions do however provide for an alternative solution to be considered. It is considered that detailed traffic and urban design work would need to be undertaken to derive the most appropriate outcome. The relevant provision is considered to appropriately address the matter.</p>	No change to exhibited documents.
		<p>Option 3 – Medium Intervention is the preferred option for the following reasons:</p> <ul style="list-style-type: none"> • Initiated and controlled by Council • It will not rely on redevelopment of adjoining sites • Basement can be connected to adjoining developments in future • A 3m wide pedestrian link between plaza and Military Road can be provided via redevelopment of community centre • Can be funded by local rate / developer contributions • A more modest plan will result in urban design benefits 	<p>The submitter's preference for Option 3 is noted.</p> <p>The Planning Study identifies a high intervention strategy as the preferred level of intervention, given that such a strategy is considered, on balance, best placed to achieve the stated objectives.</p> <p>However, the implications of pursuing such an option are acknowledged and addressed via the principles and draft DCP.</p> <p>Further, the draft DCP Character Statement does not preclude either intervention strategy from being pursued. The opportunity for such a strategy to deliver significant public benefit is acknowledged in the Study.</p> <p>The Study recommends that as a guiding principle, Council look at ways to keep any increases in yield on surrounding land to an acceptable level. As such, a go-it-alone approach by Council, should it prove financially feasible, should not be ruled out of consideration.</p>	No change to exhibited documents.
		Option 4 is overly ambitious and unnecessarily expensive in terms of:		

No.	Name and Address	Submission Summary	Staff Comment	Recommended Action / Amendments
		<ul style="list-style-type: none"> The total closure of Grosvenor Lane 	<p>The Planning Study does not specifically mandate the total closure of Grosvenor Lane. In fact, draft DCP provision P4 specifically refers to the creation of a plaza on the existing car park site, rather than any adjoining laneway.</p> <p>The possible extent of public plaza shown on Page 34 of the Study is indicative. The draft DCP provision P16 requires that the existing laneway structure be retained, or an adequate alternative proposed..</p> <p>The draft DCP provides the ground work for a safe, active and flexible public realm, which may or may not include continued vehicular use of the Grosvenor Lane portion of the car park area. This is a matter for detailed consideration during concept and design stages.</p>	No change to exhibited documents.
		<ul style="list-style-type: none"> The width of the proposed pedestrian link between Military Road and the plaza is unnecessarily wide. 	Neither the Planning Study or draft DCP amendment mandate the width of pedestrian links between Military Road and the car park. This is a matter for detailed consideration during concept and design stages.	No change to exhibited documents.
		<ul style="list-style-type: none"> Modified planning controls that increase yield to fund public works are likely to result in excessive scale and bulk, the loss of fine grain subdivision and retail patterns, and create a 'Westfield' type of shopping precinct. 	<p>The Planning Study acknowledges the potential for increased yield to impact negatively on a new public plaza and surrounding land. The principles and draft DCP provisions are specifically designed to avoid or minimise such potential negative impacts.</p> <p>Section 14 of the Planning Study notes that financial contribution from Council will have a direct impact on required yields. It is also noted that other measures to improve feasibility and manage additional yield, in particular via the use of the sub stratum under the existing car park to afford larger and more efficient basement floor plates when coupled with surrounding development.</p>	No change to exhibited documents.
		<ul style="list-style-type: none"> The ability / willingness to reach a timely agreement with all land owners to amalgamate and redevelop two large sites as well as funding the significant infrastructure costs may never be achieved. 	<p>The Planning Study does not mandate amalgamation of all sites identified as opportunity sites, nor does it assume that the Military Road and existing supermarket sites will or could redevelop in conjunction.</p> <p>As previously stated, the Planning Study is a framework document to help guide and consider any future detailed proposals.</p>	No change to exhibited documents.
		<ul style="list-style-type: none"> A more modest plan is likely to provide a better urban design outcome, achieve an appropriate scale, be achieved in a timely manner, and be funded by developer contributions. 	The principles of the Planning Study and draft DCP provisions provide a sound basis for the consideration of development concepts that ensure positive urban design outcomes.	No change to exhibited documents.

No.	Name and Address	Submission Summary	Staff Comment	Recommended Action / Amendments
		<p>The fundamental assumption that all sites will be amalgamated into two large sites is optimistic.</p> <p>All sites identified on the Opportunity Sites map should be individually identified and subject to a planning controls revision to allow modest increases in development potential.</p>	<p>The Planning Study makes no assumption that amalgamation of all sites identified as opportunity sites will occur, nor does it assume that 'Site 1' and 'Site 2' will or could redevelop in conjunction.</p> <p>Revision to planning controls for one or more properties as part of any concept proposal will be considered against the principles and provisions of the Study and DCP.</p>	No change to exhibited documents.
		<p>Government partnerships with private sector often deliver originally unintended results. The economic feasibility of the plaza project should not rely primarily on developer contributions. A more modest scheme, based on Option 3, should be investigated.</p>	<p>It is agreed that the lower the contribution made by Council to achieving objectives, the higher the likelihood that significant changes are required to planning controls. It is not necessarily agreed however that pursuing Option 3 with modest yield increases on individual sites will lead to better outcomes.</p>	No change to exhibited documents.
		<p>Council should reject Option 4 in favour of a more modest scale development based on Option 3. The increases in height and FSR likely to be required to fund Option 4 would change the character of the area and diminish the qualities of it that the Study seeks to enhance.</p>	<p>The potential of Option 4 to significantly alter the subject area is acknowledged within the Planning Study and addressed via the draft DCP provisions. The potential for more modest interventions based on Council's willingness to financially contribute to outcomes has also been acknowledged.</p> <p>It is considered though that the preference for Option 4 is based on its ability to deliver the objectives of the Study in a more comprehensive manner. The Study and draft DCP however provide scope for interventions that sit between the two potential outcomes that Options 3 and 4 represent.</p>	No change to exhibited documents.
		<p>Introduce the following new principles:</p>		
		<p>Retain Grosvenor Lane as an open roadway, with limited on street car parking in order to retain the activity and dynamics associated with successful retailing strips and enhance pedestrian security by providing 24hr/day visual surveillance.</p>	<p>The preference to maintain vehicular traffic over Grosvenor Lane is acknowledged, for both logistical and safety reasons. Maintaining some level of through traffic at ground level was recommended by Council's Engineering and Property Services division.</p> <p>The principles and draft DCP provisions do however provide for an alternative solution to be considered. It is considered that detailed traffic and urban design work would need to be undertaken to derive the most appropriate outcome.</p>	No change to exhibited documents.
		<p>Encourage the retention of fine grain subdivision patterns and retailing.</p>	<p>Draft provisions P1 and P3 require that a fine grain of retail and other active frontages be provided to the public realm. Whilst noting the difficulties faced, it is considered that this can be achieved without mandating the retention of the existing subdivision pattern.</p>	No change to exhibited documents.

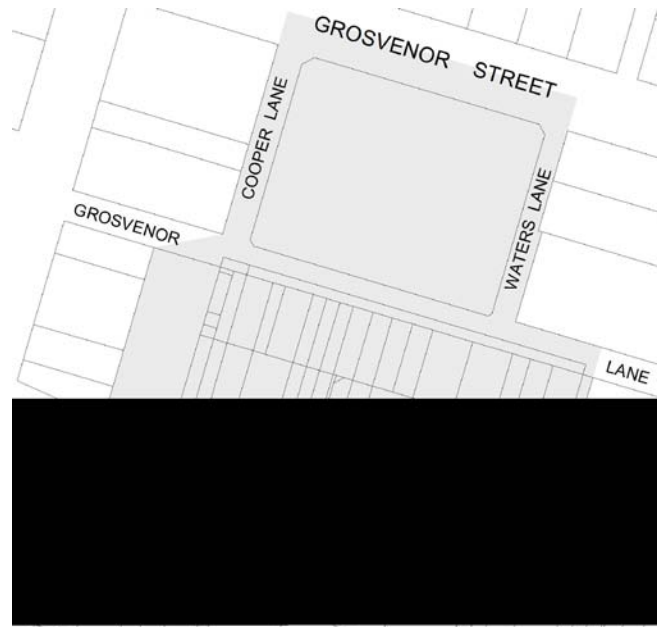
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		<p>Redevelop the Neutral Bay Community Centre to incorporate a 3m wide active frontage link between Military Rd and Grosvenor Lane; similar in character to Melbourne laneways.</p>	<p>The stand-alone redevelopment of the Neutral Bay Community Centre has not been considered by the Study. Option 4 is preferred in part due to the opportunity to upgrade or relocate the Neutral Bay Community Centre as part of a wider development.</p> <p>The width of pedestrian linkages within the area is a matter for consideration in future stages. Draft DCP Provision P9 requires that 'quality and active' links are provided between Military Road and a future plaza.</p>	<p>No change to exhibited documents.</p>
		<p>Amend draft DCP Provision P1 to state:</p>		
		<p>The maintenance of the Study's existing fine grain subdivision and retail pattern is encouraged.</p>	<p>The Planning Study and draft DCP provisions recognise the importance of maintaining a fine grain of ground level active frontages under any redevelopment scheme, regardless of the subdivision pattern present. Draft DCP provision P1 states:</p> <p><i>Provide a fine-grain of retail and other frontages at the interface with the public realm, including the public plaza, to maximise variety of uses.</i></p>	<p>No change to exhibited documents.</p>
		<p>The maximum street frontage length of an individual building within any amalgamated site shall be 40m.</p>	<p>DCP 2013 Area Character Statement - Neutral Bay and Cremorne Town Centres Section 5.1.3 contains the following provision:</p> <p><i>P1 Redevelopment sites should have a frontage of approximately 25-30m.</i></p> <p>This, and any other relevant control outside of the Grosvenor Lane Car Park Character Statement, would still apply to the subject site.</p>	<p>No change to exhibited documents.</p>
		<p>Where the street frontage of the building exceeds the maximum length of 40m, it is to be broken into two or more buildings, of a maximum 25, length, each with different architectural characters to the street or public domain.</p>	<p>DCP 2013 Area Character Statement - Neutral Bay and Cremorne Town Centres Section 5.1.3 contains the following provision:</p> <p><i>P4 Larger facades are broken up with changes in building frontage alignment and architectural detailing to reflect the former subdivision patterns, especially fronting Military Road.</i></p> <p>This, and any other relevant control outside of the Grosvenor Lane Car Park Character Statement, would still apply to the subject site.</p>	<p>No change to exhibited documents.</p>
6	David Ryan Arkadia Property Services	<p>Generally supportive of the planning study.</p>	<p>Noted</p>	<p>No change to exhibited documents.</p>
		<p>Site analysis limited in context – should consider wider context which denotes larger buildings of more than 7 storeys.</p>	<p>The limited scope of the existing built form and building height analysis is acknowledged, as is the fact that the Neutral Bay area has several high-rise residential towers within it.</p> <p>It is noted however that the Neutral Bay Town Centre itself is reasonably consistently lower in scale, as outlined in the Study.</p>	<p>No change to exhibited documents.</p>

No.	Name and Address	Submission Summary	Staff Comment	Recommended Action / Amendments
		Prefers Option 4 – High intervention. Submitter would be prepared to work with Council to help achieve objectives.	Noted	No change to exhibited documents.
		Relatively minor increases in yield would limit private funding of public facilities and could limit any potential redevelopment.	<p>Whilst the Study does not seek to set limits on any potential increases in yield, it is noted that Council's consultant architect and Design Excellence Panel raised concerns over the ability of significant increases in yield to meet expectations regarding built form impacts, amenity and design.</p> <p>The role of Council in contributing financially to the achievement of public benefit objectives is acknowledged in the Planning Study and by the recommended amendment to the draft DCP Character Statement.</p> <p>The application of the principles to any concept development will help guide decisions on what constitutes an appropriate yield and built form for the subject area.</p>	No change to exhibited documents.
		Council should undertake feasibility, costings, and also provide a model which describes what physical form that yield may represent, and use that as a starting point for negotiating process with stakeholders.	<p>The Planning Study and draft DCP provisions set the conditions for further work to be undertaken. It is considered that if a concept based on Option 4 is pursued, the bulk of this work would be undertaken by a prospective developer.</p> <p>It is recommended however that Council establish its commitment to financially contribute to the objectives, thereby giving a clearer understanding of the level of private contribution and therefore additional yield that may be required.</p>	Council take steps to establish its financial commitment towards key public infrastructure objectives.
		There is some ambiguity in Draft DCP provision P10, which requires a 1.5m setback 'from all street frontages above ground level'.	<p>Draft DCP provision P10 is an existing provision in DCP 2013 Area Character Statement 5.1.6 Grosvenor Plaza which requires ground level setbacks of 1.5m from all street frontages. The Character Statement as it exists relates to streets adjoining the existing Woolworths Supermarket – Grosvenor Street and Cooper, Waters and Grosvenor Lanes. The provision seeks to improve pedestrian amenity via widened footpaths.</p> <p>The amendment to the Character Statement expands the area subject to the site-specific Character Statement to include properties fronting Military Road. DCP 2013 Area Character Statement - Neutral Bay and Cremorne Town Centres Section 5.1.3 contains the following provisions:</p> <p><i>P9 Buildings should be built to all street frontages at ground level, except as follows:</i></p> <ul style="list-style-type: none"> (a) <i>Setback 1.5m from the northern side of Military Road, at ground level between Young Street and Waters Road, and</i> (b) <i>Setback 1.5m at ground levels from all laneways.</i> <p>As such, there is no net change to existing controls. A whole-building setback on Military Road is considered vital to improving pedestrian amenity, particularly in terms of street tree planting and bus stop infrastructure.</p> <p>Draft DCP provision P 10 should be amended to improve clarity.</p>	<p>Amend draft DCP provision P10 to read:</p> <p><i>P10 Setback buildings 1.5m at ground level on all street and laneway frontages</i></p>



5.0.1 Grosvenor Lane Car Park

* This section has been informed by the Grosvenor Lane Planning Study 2014



Diversity

- P1 Provide a fine-grain of retail and other frontages at the interface with the public realm, including the public plaza, to maximise variety of uses.
- P2 Provide opportunities for outdoor dining.
- P3 Provide active frontages to the plaza and where possible to laneways.

Public Domain

- P4 Create a public plaza on the current public car park site
- P5 Implement shared zones or widen footpaths where possible to improve pedestrian safety and amenity.
- P6 Design plaza to be flexible and able to accommodate passive recreation and special events.
- P7 Design of built form should facilitate the revitalisation and improvement of the public domain along Military Road.
- P8 Upgrade adjoining laneways to complement the public plaza.
- P9 Provide quality, active pedestrian links between Military Road and the public plaza.

Setbacks

- P10 Set back buildings 1.5m at ground level on all street and laneway frontages.

Built Form

- P11 Minimise the impact of development on the public domain and plaza.
- P12 Minimise the impact of development on surrounding residential land.
- P13 Podium of 10m (three storeys) to Grosvenor Street, with a setback of 3m above the podium.



North Sydney Development Control Plan 2013

Area Character Statements - North Cremorne Planning Area

P14 Mitigate noise from Military Road in design of through site link and built form.

Access and Parking

P15 Relocate public parking underground and provide additional public car spaces.

P16 Maintain existing laneway network or provide adequate alternative for small scale loading, short term parking and vehicular circulation.

P17 Loading facilities should not impact on amenity of plaza and should ideally be provided underground.

Public Infrastructure

P18 Upgrade or relocate Neutral Bay Community Centre as part of any redevelopment incorporating the existing site.

P19 Provide improved bus stop infrastructure on Military Road.

Heritage

P20 Protect and respond architecturally to heritage items within the area.

DRAFT GROSVENOR LANE PLANNING STUDY

North Sydney Council

December 2014



Grosvenor Lane Planning Study

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Grosvenor Lane Planning Study

Grosvenor Lane Planning Study

1. Background and Objectives



Council has resolved to undertake a planning study for the area immediately adjoining the Grosvenor Lane Car Park, Neutral Bay. The study area forms part of the Neutral Bay Town Centre as defined within North Sydney Development Control Plan 2013.

The study area and wider Town Centre is a busy and popular retail, commercial and services hub, but suffers from aspects of poor amenity, including a lack of quality open space. Council wishes to explore opportunities to revitalise the area by improving the public domain and improving parking availability, building on the area's existing strengths to create a unique and vibrant heart for Neutral Bay.

The Study provides a background analysis of the subject area and identifies opportunities and constraints before assessing a number of options open to Council to achieve the above objectives. The development of a set of principles and priorities seeks to inform and guide any future redevelopment of the study area that would deliver Council's objectives for the area and improve Neutral Bay's attractiveness and competitiveness for businesses, residents and visitors.

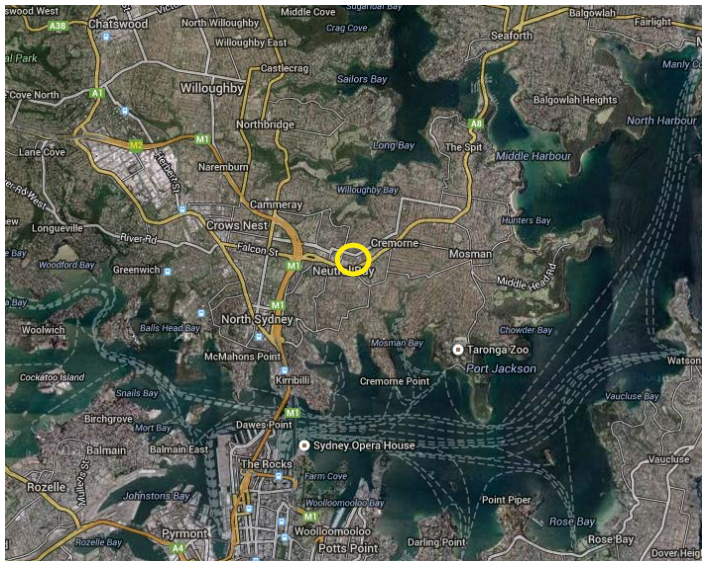
Grosvenor Lane Planning Study

2. Study Area Location

The study area sits within the Neutral Bay Town Centre, in Neutral Bay on Sydney's Lower North Shore. The Neutral Bay Town Centre is a retail, commercial and residential mixed use area servicing local and some regional needs, and includes a major supermarket and two small retail malls.

The study area forms the street block surrounding the Grosvenor Lane Car Park, bound by Military Road – a State Road – to the south, Grosvenor Street to the north, Waters Road to the east, and Young Street to the west. Its area is just over 22,500 m². The size of the car park area, excluding Grosvenor Lane, is around 2600 m².

A number of laneways dissect the study area, serving as pedestrian and vehicular access to and from the centrally-located car park.



Grosvenor Lane Planning Study

3. Context Analysis

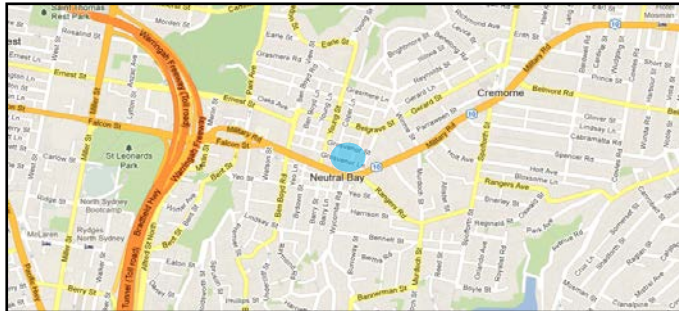
3.1 TRANSPORT

Road Network - Military Road serves as the major arterial road linking the Lower North Shore and Sydney City with Mosman and the Northern Beaches. The reliance on this roadway to service a growing northern beaches population presents challenges in managing and improving amenity in the study area and the wider Neutral Bay Town Centre.

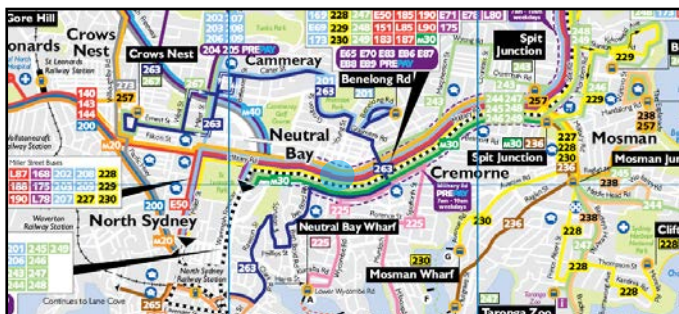
Public Transport - The study area is well-served by buses, with services to and from the Northern Beaches, North Sydney and Sydney City passing the site on Military Road. North Sydney Railway Station lies about 2km from the study area.

The NSW Long Term Transport Masterplan of December 2012 identifies Military Road as a 'strategic corridor with high constraints', citing the north/south journey between the Northern Beaches and Sydney City as the second-slowest commuter route in Sydney. Despite this, the State Government has recently announced that it wishes to pursue a bus rapid transport solution for this corridor. This presents a number of potential impacts for Military Road and the Town Centre, particularly relating to increased bus traffic and extended or permanent clearways for the corridor.

Active Transport - The study area is not connected to any recognised bicycle route, but is within reasonable distance of on-road bicycle routes linking the local area with Mosman, the Sydney Harbour foreshore, North Sydney and to Sydney City beyond.



Road Network



Bus Network



Bicycle network

Grosvenor Lane Planning Study



Indicative relative traffic intensity

3.2 LOCAL TRAFFIC

Military Road is the key arterial route linking Mosman and the Northern Beaches with the Warringah Freeway and the southern side of the Harbour. As such, it caters for a very high number of daily vehicular movements, particularly during peak hours. This has implications for pedestrian amenity and activity on the public domain fronting Military Road. It also presents challenges for designing residential units with frontages facing the road.

Other streets around the subject site, including Waters Road and Young and Grosvenor Streets cater to much lower vehicle movements which are more local in nature.

Within the study area, three one-way lanes provide access to and from the Grosvenor Lane Car Park, in addition to loading docks and rear lane access for a number of properties.

Grosvenor Lane Planning Study



Significant areas of open space. 400m radius from study area shown in yellow

3.3 OPEN SPACE

There are few significant areas of open space within reasonable walking distance of the study area. Opportunities for respite within the study area come chiefly from private cafe / dining spaces or informal internal mall seating. There are a number of small road closure green spaces or plazas in the vicinity also, which are of limited utility and sometimes low amenity.

The area suffers from a distinct lack of quality public space for shoppers and local workers to relax / eat lunch etc.

Grosvenor Lane Planning Study



Contour map

3.4 TOPOGRAPHY

The study area lies atop a ridge along which Military Road runs generally east-west. The land then slopes away from this high point to the north towards Willoughby Bay and to the south towards Neutral Bay and Sydney Harbour.

Within the study area, there is a general slope downwards from Military Road to Grosvenor Street – a fall of approximately 5m over a distance of 128m.

Grosvenor Lane Planning Study



Aerial photograph of Neutral Bay Town Centre, looking WNW



Aerial photograph of Neutral Bay Town Centre, looking SE

4. Study Area Analysis

4.1 EXISTING BUILT FORM

The study area has a varied built form, with long, narrow lots indicative of more traditional main street subdivisions fronting Military Road. Young Street and Waters Road house several newer commercial and mixed use developments on larger lots, whilst the Woolworths site fronting Grosvenor Street is a large but low rise building characteristic of the supermarket typology.

Building heights range from one to five storeys within the subject site, and uniform setbacks are generally present around the perimeter of the study area.

There is a well-defined street wall building alignment along Military Road and Young and Grosvenor Streets, owing to the mostly consistent commercial usage on those roads. Built form is more disjointed within the laneways and is indicative of a mix of uses and treatments along those frontages, and the fact that much of the built form in Grosvenor Lane Car Park represents the back end of Military Road properties and commercial shop fronts.

Grosvenor Lane Planning Study



Height of existing buildings (in storeys)



NSLEP2013 building height limits (metres)

4.2 EXISTING BUILDING HEIGHTS

Building heights within and around the study area range from single storey to seven storeys, with the predominant building height being 2 to 3 storeys, particularly evident in the traditional commercial tenancies located along Military Road.

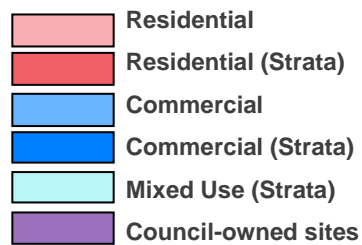
4.3 BUILDING HEIGHT CONTROLS

NSLEP 2013 prescribes a height control across virtually all of the study area of 16 metres (approximately 4-5 storeys), with the exception of two heritage-listed properties on Military Road, which have a height control of 10 metres.

The 16m height control generally reflects the mixed use zoning in the Neutral Bay Town Centre, with the 12m height control to the north of the subject site indicating the transition from the mixed use zone to the R4 High Density Residential zone.

A comparison of existing building heights and building height controls reveals that capacity for infill development exists, with only a handful of buildings in and around the study area currently built to or beyond the current height controls.

Grosvenor Lane Planning Study



Land use and ownership type.

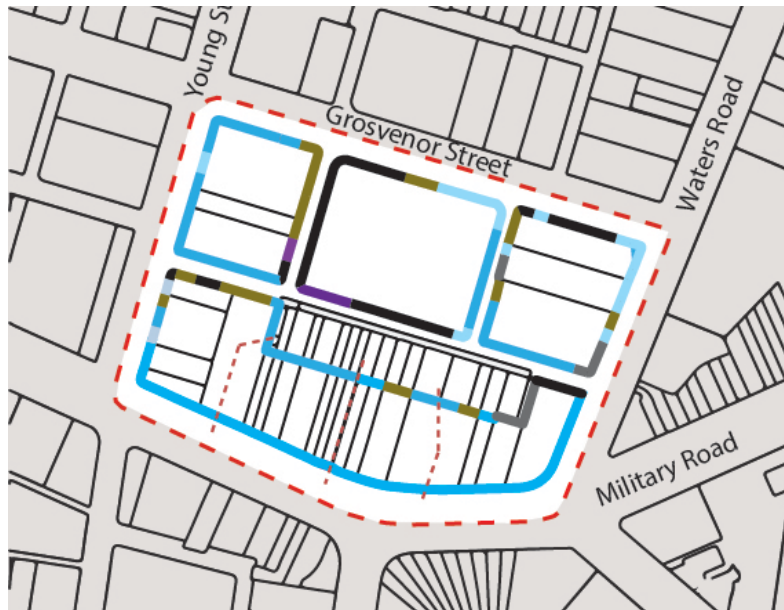
4.4 LAND USE AND OWNERSHIP TYPE

The study area is dominated by retail and commercial uses at ground level. Three sites within the study area are mixed use in nature, with retail uses at ground floor and residential above. The surrounding area that is zoned mixed use illustrates a similar mix of use and title type, while the residentially-zoned area to the north of the study area is dominated by strata subdivided residential flat buildings and town houses.

The existence of strata subdivided properties within the study area has implications for the ability of those properties to be redeveloped. It is noted though that much of the study area is unencumbered by strata subdivision.

North Sydney Council owns 190-192 Military Road, which lies within the study area and is the site of the Neutral Bay Community Centre

Grosvenor Lane Planning Study



- Retail / Commercial Shopfronts
- Building Entry / Foyer
- Loading Dock
- Parking / Services Entry
- Non-active – Window or Back-of House
- Non-active – Blank Wall
- Through-Block Pedestrian Access

Street frontage activation

4.5 STREET FRONTAGE ACTIVATION

Development within the subject area contains a mix of street-level uses, some contributing well to the vibrancy of the precinct, and others detracting from it.

Generally, development fronting Young and Grosvenor Streets and Military and Waters Roads have active retail or service oriented street level uses. The southern side of the Grosvenor Lane Car Park also holds value in its fine-grained mix of cafe and retail uses.

Most laneway frontages within the subject site however do not present an active ground level function, contributing to a less than welcoming pedestrian experience in some parts. Whilst this is sometimes the result of more traditional laneway activities such as loading and service entries and the like, there are other areas of no activity at all, offering opportunities for improvement.

Grosvenor Lane Planning Study



- Highest Amenity
- Average Amenity
- Lowest Amenity
- - - - Through-Block Pedestrian Access

Relative pedestrian amenity levels

4.6 PEDESTRIAN CIRCULATION AND AMENITY

Pedestrian circulation around and through the subject area is achieved via footpaths and through-site malls and links. Some pedestrian trips also extend onto the roadway owing to narrow footpaths and the need to cross. As such, there are varied levels of pedestrian comfort and experience within the subject area, and opportunities for improvement exist, particularly within the laneways and car park area. Improving the Military Road pedestrian experience is also a challenge, owing to the heavy vehicular traffic, particularly during peak hours.

Grosvenor Lane Planning Study



Heritage properties 2014



Heritage properties coloured orange

4.7 HERITAGE

There are two heritage items within the study area – a pair of 2-storey commercial shops built in the Edwardian Anglo Dutch style between 1905 and 1915. Both properties – at 194 and 196 Military Road – are notable for their distinctive facades, an indication of the predominant historical built form and subdivision pattern along Military Road. Both properties have been altered, and in the case of 196 Military Road, only have the front facade retained.

A 2012 study into these two properties, undertaken by an independent heritage consultant, concluded that the two buildings should retain their heritage listings and protections.

Grosvenor Lane Planning Study



4.8 NEUTRAL BAY COMMUNITY CENTRE

The Neutral Bay Community Centre is located within the Study Area with frontages to both Military Road and the car park area. The site includes a narrow pedestrian through-site link connecting the car park and Military Road.

The Community Centre provides over 300m² of space in a number of smaller configurations for a range of community uses.

Any redevelopment of the study area would require the consideration of options to upgrade or relocate the Centre, including the possibility of the disposal of the site to fund relocation of the use to a site outside of the study area.

The incorporation of a new community centre within the redevelopment of the study area would be an opportunity to provide modern, purpose-built spaces for community uses and an accessible public asset that connects well with a new plaza space.

Grosvenor Lane Planning Study

4.9 PHOTOGRAPHIC SURVEY



Outdoor dining fronting car park



Fruit shop Grosvenor Lane. Display of produce adds colour to an otherwise substandard streetscape



Outdoor seating / dining in Young Street



Supermarket loading dock in Grosvenor Lane



Pedestrian island in car park. Trees and seating offer some level of amenity



Rear of Military Road commercial building providing non-active frontage to Grosvenor Lane Car Park

Grosvenor Lane Planning Study

4.9 PHOTOGRAPHIC SURVEY



Loading Zone in car park



Grosvenor Lane – an uninviting streetscape



Supermarket fronting laneway and car park



Waters Lane



Cooper Lane



Mixed use building at 4-8 Waters Road, with a small central courtyard and active frontages to Grosvenor and Waters Lane

Grosvenor Lane Planning Study

4.9 PHOTOGRAPHIC SURVEY



Small plaza entrance fronting Military Road with through access to car park



Retail tenancies on Military Road – not a space to linger, particularly during peak hour / clearway times



View from top floor of 62-66 Grosvenor Street



Consistent two-storey façade along Military Road



Northern Side of Grosvenor Street



Link between Military Road and car park – a dark, almost single-file pedestrian link. Neutral Bay Community Centre on left

Grosvenor Lane Planning Study

5. Statutory Plan & Policy Context

This section of the Planning Study seeks to inform decisions on the future of the study area through a review of statutory documents applying to that area, including adopted Council policies regarding the need for public infrastructure.

5.1 STATE PLANS AND STRATEGIES

Under the current Sydney Metropolitan Plan, the Draft Inner North Subregional Strategy, and the Draft Metropolitan Strategy for Sydney to 2031, the subject site sits within Sydney's Global Economic Arc – the global economic corridor connecting Macquarie Park, Chatswood, St Leonards, North Sydney, Sydney City, Pyrmont-Ultimo, Sydney Airport and Port Botany. The corridor is the preferred location for higher order global and regional economic activity.

The Strategies mandate the increase of employment capacity within the sub-region, of which North Sydney is a part. This increase in employment is expected to be realised predominantly within the North Sydney Centre commercial core and mixed use areas, and to a lesser extent in other mixed use areas within the LGA.

In terms of residential development, the Sydney Metropolitan Plan mandated a housing target of 5,500 additional dwellings in North Sydney by 2031. The majority of this target is expected to be delivered within existing mixed use areas and to some extent by infill

development within other residential zones. The newer draft strategies are yet to provide new dwelling targets but could be expected to require more growth within the LGA.

A new Draft Metropolitan Strategy for Sydney 2031 was released for consultation purposes in March 2013. When implemented, the above figures may be altered.

5.2 NORTH SYDNEY RESIDENTIAL DEVELOPMENT STRATEGY (RDS) 2009

The RDS establishes the strategic framework for housing in North Sydney to 2031. It forms the basis for residential zonings and development standards under Council's LEP 2013.

303 additional dwellings were approved in the Neutral Bay Town Centre between 2001 and 2012. The RDS estimates that Neutral Bay holds capacity for an additional 860 dwellings by 2031 under the provisions of LEP 2013, 509 of which exist in areas zoned Mixed Use.

5.3 NORTH SYDNEY LOCAL ENVIRONMENTAL PLAN 2013

Zoning

The study area, including the existing public car park, is zoned B4 Mixed Use under the LEP. The objectives of this zone are:

Grosvenor Lane Planning Study

- (a) To provide a mixture of compatible land uses.
- (b) To integrate suitable business, office, residential, retail and other development in accessible locations so as to maximise public transport patronage and encourage walking and cycling.
- (c) To create interesting and vibrant mixed use centres with safe, high quality urban environments with residential amenity.
- (d) To maintain existing commercial space and allow for residential development in mixed use buildings, with non-residential uses on the lower levels and residential uses above those levels.

The following development is permissible with consent in the B4 Mixed Use zone:

Amusement centres; Backpackers' accommodation; Boarding houses; Car parks; Child care centres; Commercial premises; Community facilities; Educational establishments; Entertainment facilities; Function centres; Hostels; Hotel or motel accommodation; Information and education facilities; Medical centres; Passenger transport facilities; Places of public worship; Recreation areas; Recreation facilities (indoor); Registered clubs; Respite day care centres; Restricted premises; Roads; Seniors housing; Serviced apartments; Sex services premises; Shop top housing; Signage; Vehicle repair stations; Veterinary hospitals.

Development Standards

The height control for land in the study area is 16m, with the exception of the heritage listed 194 and 196 Military Road, Neutral Bay, which have a 10m height control. Section 5.3 provides a visual representation of height controls in the immediate area.

5.4 NORTH SYDNEY DEVELOPMENT CONTROL PLAN 2013

Key sections of DCP 2002 relevant to the study area include:

- Part B Section 2 Commercial and Mixed Use Development
- Part B Section 10 Car Parking and Transport
- Part B Section 13 Heritage and Conservation
- Part C Section 5 North Cremorne Planning Area Character Statement

The North Cremorne Planning Area Character Statement establishes controls for the Neutral Bay Town Centre (5.1) regarding environmental criteria and quality built form. The Grosvenor Plaza Statement (5.1.6) identifies the Woolworths site and the car park as a preferred basis for redevelopment in the area. It establishes development guidelines relating to the function of that area as a key retail and pedestrian precinct with active frontages to laneways and the car park. It also promotes the undergrounding of the car park and the development of a public plaza in its place at ground level.

Grosvenor Lane Planning Study

- Ensure visually prominent development is complementary with existing form;
- Encourage denser residential development surrounding the shopping centre;
- Encourage businesses to operate during the day and night;

6.2 MASTERPLAN UPDATE 2011

Updated in 2011, the Masterplan contains principles and a guiding illustrative plan for future upgrades to the public domain. In relation to the Grosvenor Lane area, the Study sets the following principles:

- Explore opportunities to provide a pedestrian plaza and improve pedestrian access from Military Road;
- Encourage redevelopment of shop frontages to improve visual character and pedestrian amenity; and
- Explore opportunities to provide underground plaza parking.

The update to the Masterplan makes note that a number of schemes have been explored over the years that have sought to build on the potential for a pedestrian plaza with underground parking on the current site of the Grosvenor Lane Car Park. As most of these schemes involved partnership / joint development with the Woolworths site, the Study recommends that further investigation be carried out into including properties fronting Military Road with secondary frontages onto Grosvenor Lane.

Grosvenor Lane Planning Study

7. Public Consultation / User Sentiment

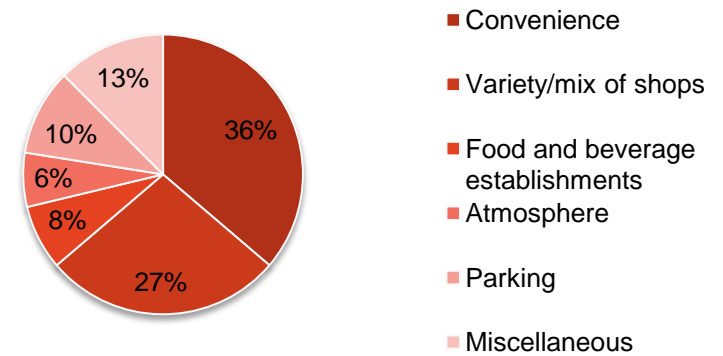
Staff conducted informal face-to-face interviews in the subject area with shoppers and produced a survey for business operators / owners to complete at their convenience. The intent of the consultation exercise was to gauge the opinions of those who currently use the study area. Interviewees were asked to identify what they liked best about the area and what they considered were its weaknesses or opportunities for improvement.

Generally, respondents liked the convenience and variety the area had to offer. Business respondents also commented on the availability of free parking as being positive for business.

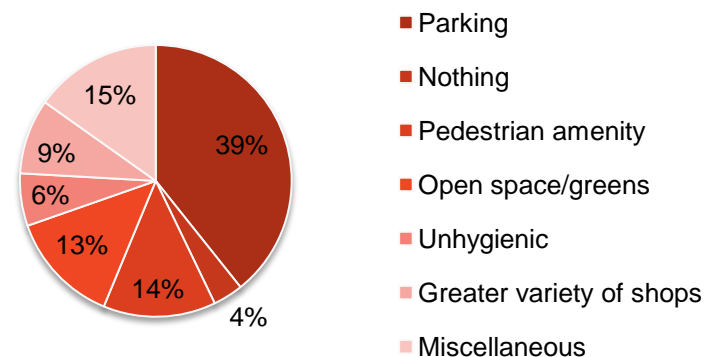
The vast majority of respondents considered that there was room for improvement, with additional parking, better pedestrian amenity and more open or green spaces topping the list of suggested improvements. Business respondents were also concerned about parking, particularly the limited Military Road offering. Suggestions for improvement included the facilitation of street fairs and more opportunities for night trading.

The charts opposite present a summary of the key positives and areas for improvement offered by all respondents.

Grosvenor Lane Car Park - Best Attributes



Grosvenor Lane Car Park - Main Areas for Improvement



Grosvenor Lane Planning Study

8. Strengths, Opportunities and Constraints

The following analysis is informed in part by responses to user surveys and public submissions to the exhibition of the Study.

8.1 STRENGTHS

- A busy and well-used town centre
- Mix and variety of retail and other services
- Café and restaurant offering
- Emerging night time economy
- Accessibility and convenience
- Contribution to street life (as opposed to internal malls)

8.1 OPPORTUNITIES

- Create an attractive and inviting public plaza
- A new public car park underground
- Pedestrian amenity and safety improvements
- Create a revitalised social heart / focal point for Neutral Bay
- Improve connectivity between Grosvenor Lane and Military Road, and Grosvenor Lane and Grosvenor Street
- Renewal of retail and commercial activities
- Create a sophisticated after hours hub
- Take advantage of transport opportunities
- Increase residential population within Centre
- Improve parking and access to shops

- Review controls to achieve an urban form which exhibits excellence in urban design
- Work with surrounding land holders to achieve aims
- Increases in yield, balanced against principles and objectives, may reduce public costs of new infrastructure
- Relocate / upgrade Neutral Bay Community Centre

8.2 CONSTRAINTS / THREATS

- Redevelopment may lead to loss of existing mix of retail offering and the fine grain mix of buildings and uses.
- Traffic implications of new development and increased density
- Loading / delivery access needs to be maintained and managed
- Costs associated with providing underground parking
- Land ownership pattern restricts certain parts of study area in terms of opportunities to redevelop
- Military Road traffic and noise
- Potential of redevelopment to overshadow plaza area and impact surrounding land
- Heritage properties require sympathetic architectural treatment
- Potential impacts on surrounding residential zones
- Redevelopment of the area depends largely upon the feasibility of private development and willingness of land owners to undertake it.

Grosvenor Lane Planning Study

9. Precedents



Union Square - San Francisco, USA

Facilities on site:

- Public Plaza
- Cafe
- Car Parking

Frontages on to site:

- Retail
- Commercial
- Hotel



Domain - Sydney, Australia

Facilities on site:

- Park
- Parking

Frontages on to site:

- Public Facilities
- Hospital
- Art Gallery
- Residential

Grosvenor Lane Planning Study

9. Precedents (cont.)



Hageveld Estate - Heemstede, Netherlands

Facilities on site:
Private Gardens
Apartments
Car Parking

Frontages on to site:
Residential



City Square Mortsel - Mortsel, Belgium

Facilities on site:
Public Plaza
Offices
Car Parking

Frontages on to site:
Retail
Residential
Civic

Grosvenor Lane Planning Study

9. Precedents (cont.)



Zhongzheng Park - Taichung, Taiwan

Facilities on site:

- Public Plaza
- Park
- Car Parking

Frontages on to site:

- Public Swimming Pool
- Auditorium
- University
- Retail

Jinghua Park - Taipei, Taiwan

Facilities on site:

- Public Plaza
- Park
- Car Parking

Frontages on to site:

- Retail
- Residential

Grosvenor Lane Planning Study

9. Precedents (cont.)



Saint Georges - Toulouse, France

Facilities on site:
Public Plaza
Shopping Centre
Car Parking

Frontages on to site:
Residential
Retail
Commercial

Grosvenor Lane Planning Study

10. Intervention Strategy Options

To gain an appreciation of possible outcomes for the study area, it is necessary to consider a number of intervention strategies that Council may undertake in its attempt to facilitate or achieve the objectives of the Study. To do this, a number of levels of Council intervention are considered and compared against those objectives.

The preferred level of intervention will be derived according to the extent that those interventions are considered to meet the objectives. The consideration of financial costs and whether Council acts alone or in partnership with land holders / developers to achieve its aims will also affect this decision.

This section assesses the following intervention levels:

- Base case (do nothing)
- Low intervention
- Medium intervention
- High intervention

10.1 OPTION 1: DO NOTHING

This scenario is presented in recognition of the existing strengths of the study area. The Grosvenor Lane Car Park is a busy hub providing parking for retail and commercial services in and beyond the study area. It provides access to a range of uses, including several outdoor dining opportunities that are well frequented. The historic subdivision

pattern on the southern side of the car park has ensured that a fine grain retail and service offering has been maintained. As part of the Town Centre's laneway network, the area also provides essential loading and delivery infrastructure for adjoining and surrounding businesses.

Despite the positives noted above, the car park and laneway network are heavily dominated by motor vehicles and as such provide for a very limited pedestrian experience, restricting the public space largely to its primary car park function. Also, the area suffers from large stretches of low or non-active frontages and is on balance visually unappealing.

The do nothing option, by definition, does not achieve the objectives of the Study, specifically the provision of open space and improved amenity, and an improvement in public car parking availability. It is important though that any other intervention strategy considered for the area recognize and seek to build on the area's existing strengths.

Grosvenor Lane Planning Study



Potential extension of footpath into parking area



Potential extent of new public space into existing parking area

10.2 OPTION 2: LOW INTERVENTION

Council may consider undertaking works that would focus on public domain improvements to the southern side of the car park, with the aim of providing more opportunities for outdoor dining and passive recreation / respite. This strategy could entail the construction of additional kerbside dining areas, paving upgrades and other landscaping elements to improve the area's amenity.

The southern side of the car park is identified as the most appropriate place for such improvements given its higher existing amenity and solar access during most times of the day.

A low intervention strategy such as this would achieve some amenity improvements in the area and extend the pedestrian realm at a relatively low cost. This would go some way to meeting objectives relating to open space and amenity. However, such a strategy – depending on the extent of new open space – would be likely to impact negatively on the availability of public parking and maintaining access to loading zones would require careful consideration.

Low intervention strategies go some way to meeting objectives but ultimately fall short on a number of criteria.

Grosvenor Lane Planning Study



Council-owned car park area

10.3 OPTION 3: MEDIUM INTERVENTION – PLAZA WITH UNDERGROUND CAR PARK

The undergrounding of the existing public car park and creation of a plaza at ground level reflects existing Council policy and has the potential to meet the objectives of additional open space and public parking within the Neutral Bay Town Centre. Such a development could foster the creation of a vibrant heart for the Town Centre and improve the pedestrian experience for visitors and economic viability for businesses and land owners.

Council, as owner of the Grosvenor Lane Car Park, may consider undertaking such works independently of surrounding redevelopment opportunities. The primary constraint is cost – initial estimates indicate that undergrounding the existing 68 car spaces, providing an additional 100 spaces to that, and constructing a plaza at ground level, would cost in excess of \$13m, the exact figure depending on the number of basement levels required.

In addition to cost, works to Council land only would mean that opportunities to improve pedestrian circulation, particularly between the existing car park and Military road, may not be pursued. Also, in the short term at least, the potential of the interface between the plaza and private adjoining properties would not be fully realised.

Grosvenor Lane Planning Study



Potential for expanded public / pedestrian realm under high intervention strategy

10.4 OPTION 4: HIGH INTERVENTION STRATEGIES – PRECINCT REDEVELOPMENT

Considering the costs involved in pursuing a go-it-alone approach, Council may consider options whereby adjoining landowners and Council work together to achieve the stated objectives. Doing so could help achieve a more thorough revitalization of this portion of the Town Centre, via the implementation of a comprehensive vision for the precinct.

The opportunity exists also to allow adjoining owners to utilise the space underneath the existing car park to achieve a more efficient basement floor plate, minimising required excavation and associated costs.

The integrated development of private and public land would also present opportunities to improve pedestrian connectivity and circulation, particularly between the existing car park site and Military Road. Other community infrastructure (such as a redeveloped Neutral Bay Community Centre) could also be offered under this scenario.

In terms of the ability to achieve objectives and the potential for Council to keep its financial contribution to a minimum, high intervention strategies are worthy of further exploration. Such strategies though require significant consideration with regard to environmental, planning and financial implications.

Grosvenor Lane Planning Study

11. Identification of Opportunity Sites

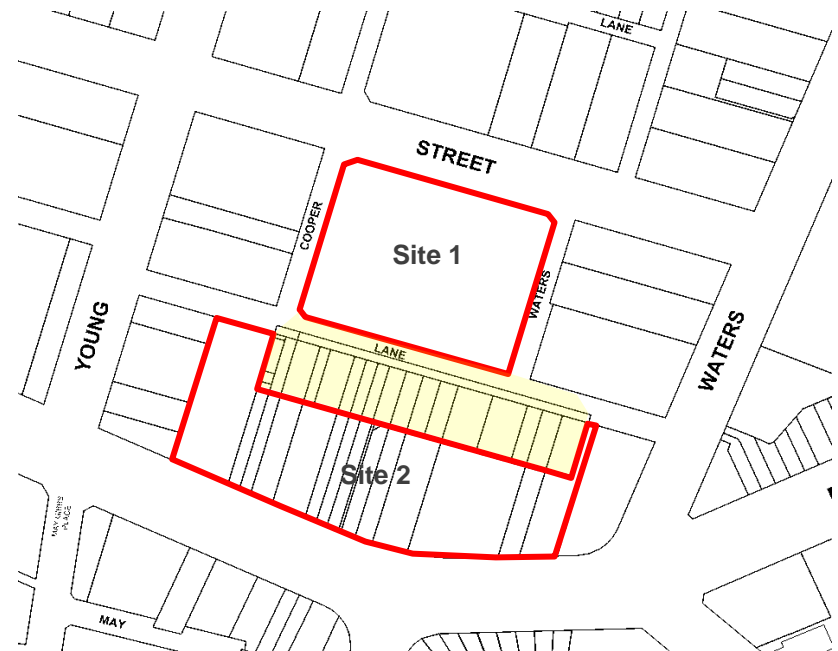
Opportunity sites are considered those that offer the most potential for redevelopment to realise the high intervention strategy outlined above. The key criteria in identifying these sites were as follows:

- The sites should ideally adjoin the Grosvenor Lane Car Park so that redevelopment can be designed and undertaken concurrently.
- The sites should not be encumbered by strata subdivisions.
- Some history of interest in redeveloping in conjunction with redevelopment of the car park should be evident.
- Sites should be in single ownership or reasonably capable of being amalgamated to provide large blocks for redevelopment.
- Sites need to be large enough to accommodate basement levels for private and public car parking spaces.
- Sites should ideally accommodate older building stock, which is more likely to be redeveloped.

Using the above criteria as a guide, two main sites are considered to offer the most potential for redevelopment which could incorporate the conversion of the Grosvenor Lane Car Park into a public plaza with parking relocated underground. The identification of these two sites is not intended to preclude other property amalgamation scenarios from being pursued or considered.

Further parts of this study will focus on these two sites – the Woolworths Site at 43-53 Grosvenor Street (Site 1), and an assumed amalgamated site at 166-218 Military Road.

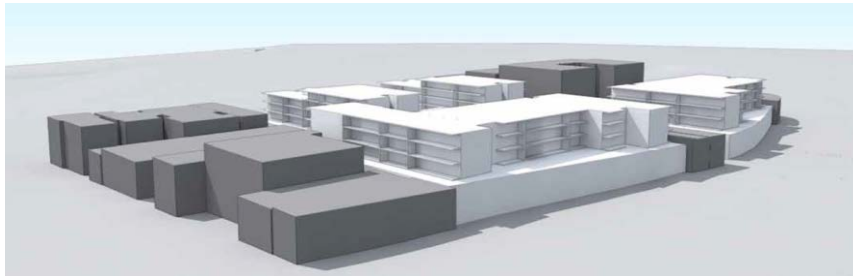
It is considered preferable that any redevelopment that seeks to achieve the objectives of the study involve both opportunity sites, although the difficulties in achieving this outcome are acknowledged.



Grosvenor Lane Planning Study

12. Existing Capacity Analysis

Council appointed an external architectural consultant to undertake a capacity analysis for the two identified opportunity sites. A number of options were explored based on the existing controls applying to the sites. The analysis concluded that a whole-site yield on Site 1 (Woolworths) of approximately 2.5:1 and up to 3:1 on Site 2 (Military Road) is achievable under current controls.



Indicative built form under existing controls

13. Feasibility

Analysis undertaken for Council indicates that the objectives of this study are unlikely to be met via developer contributions under current planning controls, as those controls do not provide the yield necessary to incentivise redevelopment and deliver the public benefit sought.

This then raises the question of whether Council can deliver the objectives independently. It is considered that this is unlikely for the foreseeable future and in any case may not be the best way to fully deliver on objectives.

Consideration needs to be given to high intervention strategies under which Council works in partnership with land owners / developers to facilitate desired outcomes.

Such interventions are likely to require the incentivisation of redevelopment. This would most likely require the consideration of increased yield on opportunity sites, the extent of which being ultimately dependent on the financial feasibility of the works, as well as Council's willingness / ability to contribute financially or otherwise to help achieve those outcomes.

The possibility of increasing development yield requires thoughtful consideration of potential impacts of such increases on the proposed plaza, the surrounding area and indeed the Neutral Bay Town Centre as a whole.

Grosvenor Lane Planning Study

14. Preferred Intervention

It is considered that in order to best achieve the objectives of this Study, a high level of intervention is required, under which the following needs to be undertaken:

- A consideration of increased permissible development yield on the opportunity site(s);
- A consideration of options to utilise Council-owned land, either at ground or sub-stratum level to achieve development outcomes; and
- A consideration of the extent of monetary contributions Council might make toward sharing the costs of achieving outcomes.

There are several implications of increasing permissible yield to achieve outcomes. Any departure from existing planning controls needs to be carefully considered in terms of impacts on the surrounding area and on an expanded public domain as envisaged by this Study.

At its simplest level, the higher the yield offered to a developer, the higher their ability / willingness is to contribute to the desired public benefit outcomes. Conversely, the lower the yield offered, the greater the contribution required from Council becomes. A balance is required to be struck between acceptable built form / yield outcomes and a realistic and feasible public contribution to outcomes.

As a guiding principle, Council should look at ways to keep increases in yield down to an acceptable level. The utilisation of Council land underneath a future plaza for private / public parking or other function would afford a developer a significantly larger basement floor plate, potentially reducing development costs and yield required to make redevelopment financially feasible. In the same way, Council contributing financially to outcomes reduces the need to increase yield. The costs associated with this may be offset via, for example, arrangements for the collection of car park revenue.

The desire to achieve the objectives of the study should not translate to an acceptance of what may be unacceptable built form impacts. Any departure from existing controls needs to be carefully considered in terms of potential impacts on surrounding development, existing and new public domain spaces, and the Town Centre as a whole.

Council's consultant architect was asked to provide comment on what it considered to be an acceptable yield on the opportunity sites. The consultant, in balancing the constraints and opportunities of the sites, in addition to the desire to achieve the stated public benefit outcomes, considered that it would be preferable to consider only relatively minor increases in yield, but that any variation should meet the principles developed throughout this Study process and detailed in the following section.

Grosvenor Lane Planning Study

The consultant acknowledged the existing strengths of the area and concluded that efforts should be made to maintain these strengths in any redevelopment. This echoes the conclusions of Council's Design Excellence Panel, which noted its concerns over the potential loss of the existing fine-grain retail offering in the study area under any high intervention or redevelopment scenario.

It is considered that the development of specific development controls for the opportunity sites over and above those existing could be problematic and unnecessarily constrain or direct future proposals for them.

Instead, it is proposed that the principles outlined in the following section be incorporated into DCP 2013 and become the objectives against which any future proposal is assessed. This places the onus on land owners and developers to respond to and incorporate the stated principles in redevelopment concepts and to demonstrate compliance with those principles.

Using the DCP to outline principles for redevelopment clearly sets out Council's objectives and intentions for the area, without having to 'lock in' a particular built form or yield. Council should be open to considering any concept scheme which meets the principles and achieves the objectives of this Study. The principles will provide a sound platform for Council to negotiate outcomes in the study area.

The fact that Council is a major land holder within the study area means that it ultimately has the final say in accepting or otherwise any

redevelopment proposal for the Grosvenor Lane Car Park and surrounds.

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15. Redevelopment Principles and Priorities

The following principles and priorities seek to inform and underpin consideration of any future redevelopment of the subject site with regard to land use, density, built form and public benefit. Unless specifically stated otherwise, existing LEP and DCP controls relating to the study area still apply.



Relocate public parking underground and provide additional public car spaces



Implement shared zones or widen footpaths where possible to improve pedestrian safety and amenity in laneways



Create a public plaza on the current car park site



Minimise the impact of redevelopment on surrounding residential land



Maintain existing laneway network or provide adequate alternative for small-scale loading, short-term parking and vehicular circulation



Minimise the impact of redevelopment on the public domain



Provide active frontages to the plaza, and where possible to laneways



Location of loading / delivery docks requires special consideration and should not impact on amenity of plaza

Grosvenor Lane Planning Study

15. Principles and Priorities (cont.)



Provide quality, active pedestrian through-site link between Military Road and plaza



Include upgrade or relocation of Neutral Bay Community Centre as part of any redevelopment incorporating the existing Centre



Mitigate noise from Military Road in design of through site link and built form



Consider any view loss in designing built form



Provide opportunities for outdoor dining



Protect and respond architecturally to heritage items within the study area



Provide a fine-grain of retail frontages for tenancies fronting the plaza area to maximise variety of uses



Upgrade surrounding laneways to compliment plaza



Design plaza to be flexible and accommodate passive recreation and special events



Built form design should facilitate the revitalisation and improvement of the public domain fronting Military Road

Grosvenor Lane Planning Study

16. Implementation

Any proposed redevelopment concept which proposes development outside the existing planning controls will be subject to a planning proposal process.

A planning proposal seeking to amend Council's LEP would need to be accompanied by a voluntary planning agreement (VPA), which sets out any public benefits proposed to be delivered. The VPA would need to incorporate suitable arrangements including but not limited to the following:

- The provision of underground public car spaces, including the use of any portion of Council land to do so;
- The design and construction of a public plaza at ground level on the existing car park site;
- The construction of a public through-site link between Military Road and the plaza;
- Arrangements for the purchase or relocation / reconstruction of the Neutral Bay Community Centre; and
- Any other proposed public benefit.

A planning proposal and VPA would need to justify the development concept in terms of its compliance with the principles set out in Section 15.

It is recommended that the principles derived through this Study form the basis of a draft amendment to North Sydney Development Control Plan 2013.