



# **NORTH SYDNEY COUNCIL**

## North Sydney Local Development Strategy 2009

(Formally adopted 20 June 2011)



# Contents

List of Abbreviations	i
<b>1. Introduction</b>	<b>1</b>
1.1 Overview	1
1.2 Profile of North Sydney Local Government Area	1
1.3 Council's Strategic Vision and Key Directions	3
1.4 Purpose of this LDS	3
1.5 How to read this LDS	3
<b>2. Background</b>	<b>5</b>
2.1 Significant State Planning Reforms	5
2.2 State Planning Strategies	5
2.3 North Sydney Local Environmental Plan 2001 Review	7
<b>3. Economy and Employment</b>	<b>10</b>
3.1 Background	10
3.2 Draft INSS Key Directions for Council	10
3.3 Employment Characteristics of the LGAs Workforce	11
3.4 Business in the LGA	12
3.5 Planning for Commercial Development	12
3.6 Response to Actions	16
<b>4. Centres</b>	<b>18</b>
4.1 Background	18
4.2 Draft INSS Key Direction for Council	18
4.3 North Sydney's Centres Hierarchy	20
4.4 Roles and Intentions for Centres	20
4.5 Response to Actions	23
<b>5. Housing</b>	<b>26</b>
5.1 Background	26
5.2 Draft INSS Key Directions for Council	26
5.3 Housing Demand	26
5.4 Housing Supply	29
5.5 Housing Needs and Affordability	35
5.6 Response to Actions	37

<b>6. Transport</b>	<b>39</b>
6.1 Background	39
6.2 Draft INSS Key Directions for Council	40
6.3 Current state of travel/transport	40
6.4 Current Council Strategies	41
6.5 Response to Actions	42
<b>7. Environment, Heritage and Resources</b>	<b>43</b>
7.1 Background	43
7.2 Draft INSS Key Directions	43
7.3 Council's Environment, Heritage and Resources Assets	44
7.4 Challenges faced now and in the future	46
7.5 Actions Council is taking to address these challenges	48
7.6 Response to Actions	49
<b>8. Parks, Public Places and Culture</b>	<b>51</b>
8.1 Background	51
8.2 Draft INSS Key Directions for Council	51
8.3 Challenges for provision of open space & community assets	52
8.4 Response to Actions	54
<b>9. Infrastructure</b>	<b>57</b>
9.1 Background	57
9.2 Councils current infrastructure assets	57
9.3 Challenges facing provision and maintenance of infrastructure	57
<b>10. Governance</b>	<b>60</b>
10.1 Background	60
10.2 Draft INSS Key Directions for Council	60
10.3 Mechanisms/plans/strategies	60
10.4 Response to Actions	62
<b>11. References</b>	<b>63</b>

## Table Index

Table 1	Business & Industry	11
Table 2	Employment	11
Table 3	Commercial Property Market	11
Table 4	Percentage of Business by Industry, June 2006	12
Table 5	North Sydney Centre Types	20
Table 6	North Sydney LGA Population	27
Table 7	North Sydney Forecast Population	28
Table 8	North Sydney Average Household Size (persons per dwelling)	28
Table 9	Additional Dwelling Approvals by Year (2001-2007)	29
Table 10	Additional Dwelling Approvals by Location (2001-2007)	30
Table 11	Location of Additional Dwelling Capacity (2004-2031)	34

## Figure Index

Figure 1	North Sydney Council Area by suburb	2
Figure 2	LEP Preparation Process under the EP&AA 1979	8
Figure 3	Centres in the Inner North Subregion	19
Figure 4	Population and household size forecast	29
Figure 5	North Sydney Foreshore Access Plan	45
Figure 6	Location of all foreshore parks and reserves	53

# List of Abbreviations

Australian Building Greenhouse Rating	ABGR
Australian Business Register	ABR
Central Business District	CBD
'City of Cities' Sydney Metropolitan Strategy	Metropolitan Strategy
Community Housing Lower North Shore	CHLNS
Department of Planning	DoP
Department of Education, Employment, and Workplace Relations	DEWR
Development Control Plan	DCP
Draft LEP Amendment 28 (Centre Study)	Draft LEP 28
Draft Inner North Subregional Strategy	Draft INSS
Environmental Planning and Assessment Act 1979	EPAA 1979
Gross Regional Product	GRP
Local Development Study	LDS
Local Environmental Plan	LEP
Local Government Area	LGA
New South Wales	NSW
North Sydney LEP 2001	NSLEP 2001
North Sydney Development Control Plan 2002	NSDCP 2002
North Sydney Centre	NSC
North Sydney LEP 2009	NSLEP 2009
Northern Sydney Regional Organisation of Councils	NSROC
Residential Development Strategy	RDS
St Leonards Strategy	SLS
State Government's Office of Community Housing	OCH
State Environmental Planning Policy No. 10 – Retention of Low Cost Rental Accommodation	SEPP 10
Sharing Sydney Harbour Access Plan	SSHAP
Transport Infrastructure Development Corporation	TIDC

# 1. Introduction

## 1.1 Overview

This Local Development Strategy (LDS) is a translation of the strategic vision for North Sydney Council as identified in the Metropolitan and Subregional Strategies. It will inform the preparation of Council's draft comprehensive Local Environmental Plan (DLEP 2009) to be consistent with relevant metropolitan, regional and local planning strategies and at the same time, identifying appropriate planning policies to manage the future natural, cultural, economic and built environment of North Sydney. The study area comprises the whole of the North Sydney Local Government Area (LGA).

## 1.2 Profile of North Sydney Local Government Area

### 1.2.1 Area and Population

The North Sydney Council area is located in Sydney's inner northern suburbs about three kilometres north of the Sydney central business district. The Council area comprises a total area of 10.5km<sup>2</sup> and is bounded by Willoughby Council to the north, Lane Cove Council to the west, the Mosman Council to the east, and Sydney Harbour to the south. The LGA has a residential population of 58,259 (2006 Census).

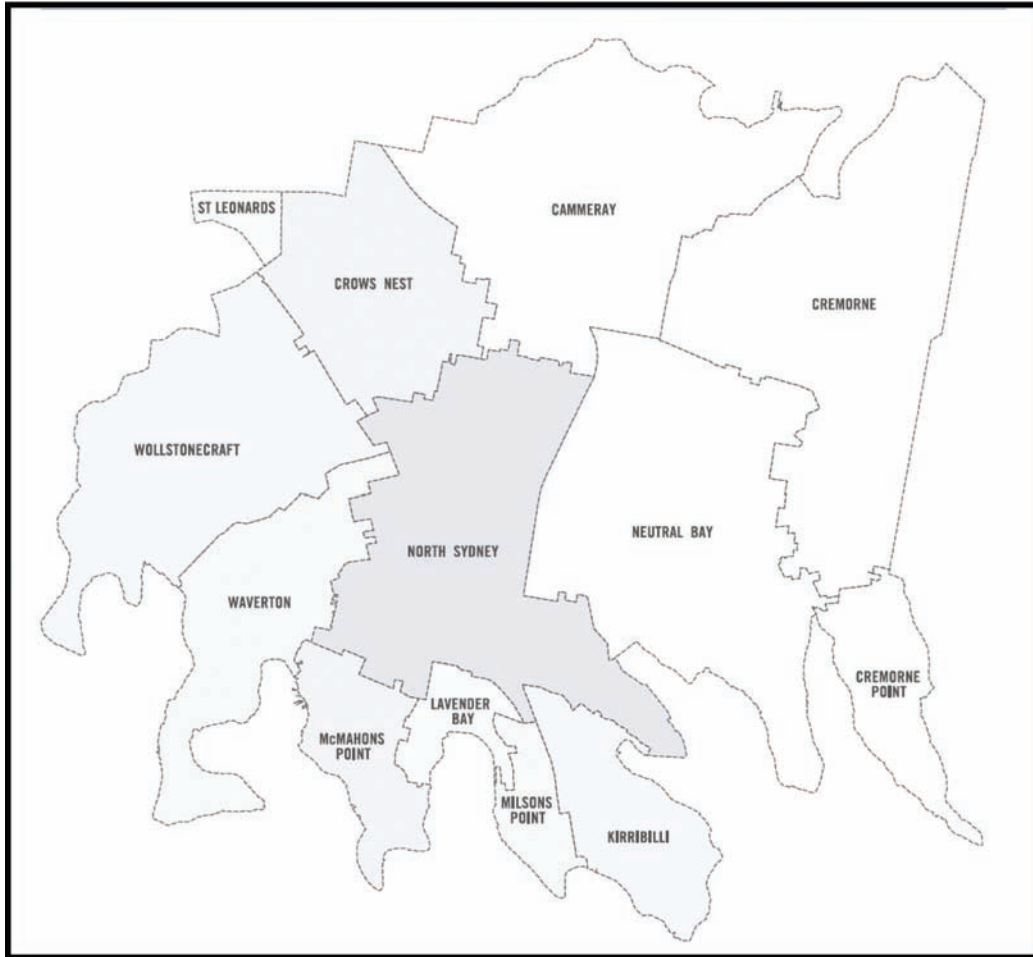
The LGA incorporates a Central Business District (CBD) for commercial use and St Leonards and Milsons Point, which are two high-density mixed-use centres. The North Sydney LGA includes the suburbs of North Sydney, Crows Nest, Wollstonecraft, Waverton, Neutral Bay, McMahons Point, Kirribilli, Cremorne and Cammeray (Figure 1).

There are a number of built and natural environments that define the LGA. These include the Sydney Harbour Bridge, Luna Park and waterfront parks and reserves. Council is also in close proximity to other landmarks such as the Opera House, the Sydney Harbour and the Sydney Central Business District (CBD).

### 1.2.2 Residential

While the LGA is small in size, the urban landscape is both diverse and densely developed. The North Sydney Council area is predominantly a residential area with over two-thirds of housing being medium-density in the form of units, townhouses, semi-detached dwellings and terrace houses.

Figure 1 North Sydney Council Area by suburb



(Source: North Sydney Council)

### 1.2.3 Commercial

The commercial district of the LGA includes the second largest concentration of office buildings in New South Wales (NSW) (Marketing Strategy for North Sydney CBD, 2005). Commercial activities throughout the LGA are varied in their nature and size. The North Sydney CBD and St Leonards commercial area are home to a variety of business activities. Some of the industries represented include property, finance and insurance, communications and information technology, retail, manufacturing, accommodation and hospitality.

### 1.2.4 Retail

Active and vibrant retail centres are located in Neutral Bay, Crows Nest, Cremorne, Cammeray and Kirribilli; and neighbourhood shopping villages are located in Blues Point, Green Park and Waverton.



### 1.2.5 Transport

The LGA is well serviced by public transport in the form of buses, trains and ferries and is an interchange point for many of these services. The other transport infrastructure includes a network of State and local roads, footpaths, cycleways and public wharves.

### 1.2.6 Environment

Considering the high degree of urbanisation and North Sydney's close proximity to the city centre, there is a significant amount of open space in the form of sports fields, parks and reserves and a lot of this land has a frontage to Sydney Harbour and associated bays and waterways. Local reserves such as Berry Island, Balls Head and the upper reaches of Tunks Park also include large tracts of native bushland.

## 1.3 Council's Strategic Vision and Key Directions

North Sydney Council's 2020 Strategic Vision (2006) articulates the long-term priorities and objectives for managing growth, community development and service provision within the LGA.

The overarching vision statement for the North Sydney LGA is stated in the 2020 vision document as follows:

*North Sydney is a vibrant community with a major and unique commercial centre surrounded by related villages and neighbourhood centres. We celebrate community harmony, respect and diversity and we are recognised for our excellence in innovation, business and ecological sustainability.*

*Ours is a place where residents and businesses are proud to belong and we welcome students and others who work in, visit and enjoy the area. Our community supports social, economic and environmental wellbeing through local and practical solutions.*

Other key directions are appropriately articulated throughout various strategies, plans and studies, previously adopted by Council. Principle among these is the North Sydney Management Plan, the North Sydney and St Leonards Public Domain Strategies, the Towards Sustainability Plan, and the draft Residential Development Strategy 2009.

## 1.4 Purpose of this LDS

This LDS is to inform council on the content of DLEP 2009 by identifying appropriate planning policies to manage the future natural, cultural, economic and built environment of North Sydney. It will also ensure that DLEP 2009 will be consistent with relevant metropolitan, regional and local planning strategies. This LDS has been developed from a combination of existing studies (State and Council), which provide appropriate policy directions and strategic goals and objectives.

## 1.5 How to read this LDS

This LDS is a synthesis of Councils current strategies and studies. The chapters of this LDS are designed to be consistent with that of the Metropolitan Strategy and draft Inner North Subregional Strategy (draft INSS). The content will respond to the actions of these strategies and will be specific to the North Sydney context. Each chapter sets out Council's key directions, a background and overview, and a Council response to the relevant actions of the draft INSS.

The draft INSS sets out broad Key Directions and detailed Key Actions for North Sydney Council to achieve. The Directions set the broad planning framework for the Council and the inner-north subregion. These are also necessary to ensure the success of the subregion by delivering the most important outcomes. The detailed Actions are necessary to ensure the right decisions are made in the planning process.

Since the aim of this document is to be user-friendly, the "For more information" boxes at the end of each chapter have been prepared. This allows the reader the opportunity to reference the documents discussed in each chapter in greater detail if so desired.

### **For more information:**

2020 Vision Strategic Plan, North Sydney Council, 2006

North Sydney Council Community Profile, id Consulting Pty Ltd, 2008

Draft Inner North Subregional Strategy, Department of Planning, 2007

Department of Planning, circular PS06-005 "LEP Review Panel", 16 February 2006

Marketing Strategy for North Sydney CBD, North Sydney Council, 2005

City of Cities, A Plan for Sydney's Future, Metropolitan Strategy, 2005

## 2. Background

### 2.1 Significant State Planning Reforms

On 30 September 2004, the then Minister for Infrastructure and Planning announced a major overhaul of the NSW planning system. Over the past five years there have been significant planning reforms for NSW. The reforms include amendment to the way planning instruments, such as Local Environmental Plans (LEPs) and Development Control Plans (DCPs) are made, and amendment to the development assessment process. Significant reforms have included the following:

#### 2005

- The Government adopts the major projects assessment system, which comprises Part 3A of the Environmental Planning & Assessment Act (EPAA 1979) and the State Environmental Planning Policy (Major Projects) 2005.
- The Government releases 'City of Cities: A Plan for Sydney's Future', as part of the Metropolitan Strategy initiative.

#### 2006

- The Government releases the State Plan to set the big picture priorities for 'making NSW even better'.
- The Government creates a standard template for local environmental plans (LEP).

#### 2007

- ePlanning becoming more established in councils.
- The Government releases draft metropolitan subregional strategies to implement the aims of the 'City of Cities' blueprint.

#### 2008

- Commencement of SEPP (Infrastructure) 2007
- Repeal of Concurrence and Referral Provisions SEPP

#### 2009

- Commencement of the SEPP (Exempt and Complying Development Codes)

#### 2008

- Commencement of the gateway process for plan making
- Introduction of Joint Regional Planning Panels (JRPPs)

## 2.2 State Planning Strategies

### 2.2.1 'City of Cities' Sydney Metropolitan Strategy (Metropolitan Strategy)

'City of Cities' – A Plan for Sydney's Future, better known as the Metropolitan Strategy (NSW Department of Planning, 2005), is a long-term blueprint to plan for Sydney's economy and employment, centres and corridors, housing, transport, environment and resources and parks and public places over 25 years.

The Metropolitan Strategy provides local councils with strategic directions and challenges associated with reinforcing the economic and population growth of the metropolitan region while ensuring ongoing and improved quality of life for its residents. The State Government anticipates that Sydney's population will increase by 1.1 million people between 2004 and 2031 (i.e. from 4.2 million to 5.3 million), necessitating an additional 640,000 dwellings and 500,000 jobs.

This growth is to be managed by creating stronger cities within the metropolitan area. This will be achieved by focussing housing and jobs in major centres, maintaining a strong global economic corridor and limiting development in suburban neighbourhoods to protect the local character.

To implement the Metropolitan Strategy strategies, Sydney is arranged into ten subregions. North Sydney Council is identified as part of the Inner North Subregion. The North Sydney Council area has a major role in implementing the strategic directions as identified in the Metropolitan Strategy. This is the result of key, nationally significant 'global city' economic and service functions of the North Sydney central business district.

### 2.2.2 Draft Inner North Subregional Strategy (draft INSS)

Subregional strategies are the result of the metropolitan area being too large to resolve all of the planning aims and directions to a detailed local level through one Metropolitan Strategy. Subregional planning is an intermediate step in translating the Metropolitan Strategy to a local level. The strategy acts as a link between local and State planning issues.

In July 2007 the State Government released draft subregional strategies for the Inner North, East and North East regions. The State Government intends to release ten subregional strategies to form the next tier in the State Government's vision for Sydney and its subregions to accommodate an additional 1.1 million people, 640,000 new homes and capacity for 550,000 new jobs by 2031.

The Inner North Subregion covers North Sydney, Hunters Hill, Lane Cove, Mosman, Ryde and Willoughby councils. The most significant elements of the draft INSS are the targets to be achieved by each council for additional dwellings and employment capacity. The Inner North subregion is to provide 30,000 new dwellings and capacity for 60,100 additional jobs.

### 2.2.3 Standard Instrument (Local Environmental Plans) Order 2005

On 31 March 2006 the Standard Instrument (Local Environmental Plans) Order 2006 was gazetted by the NSW Government. This Order prescribes a standard form and content of principal Local Environmental Plans (LEP) for the purposes of section 33A of the Environmental Planning and Assessment Act 1979 (EPAA 1979) (Department of Planning, Circular PS 06-008, Standard Instrument (Local Environmental Plans) Order 2006).

All councils must use the standard instrument when preparing new Comprehensive LEPs. The standard instrument sets out standard zones, provisions and definitions. Councils will be able to add their own local provisions to address particular local planning issues, but only with the NSW Department of Planning and its Minister's approval.

## 2.3 North Sydney Local Environmental Plan 2001 Review

The approach to the transition of the current North Sydney LEP (NSLEP 2001) into the Standard Instrument has been to build on and reflect existing strategies and planning objectives. As a consequence, the preparation of the new LEP will not include significant policy changes, up-zonings or increases in development potential. In essence the new comprehensive LEP (DLEP 2009) will reflect the current NSLEP 2001 within the constraints imposed by the Standard Instrument (North Sydney Council Report to Combined Precinct Committee, 19/02/2008).

North Sydney Council adopted its Community Consultation Plan for the preparation of North Sydney's Comprehensive LEP on 5 February 2007. In accordance with this, this strategy establishes a framework for consultation with relevant stakeholders in the process. This strategy identified all key stakeholder groups to be consulted during the transition of NSLEP 2001 into the Standard Instrument, methods to be used for engaging stakeholder groups and the process for providing feedback to stakeholders.

Council resolved to prepare a draft Comprehensive LEP on 15 October 2007 and notified the Department of Planning of this on 1 November 2007. In preparing the Draft Comprehensive LEP (DLEP 2009), Council is concurrently preparing:

- Draft North Sydney Residential Development Strategy 2009;
- Draft North Sydney Local Development Strategy;
- The North Sydney Heritage Conservation Review; and
- A Review of the North Sydney DCP 2002.

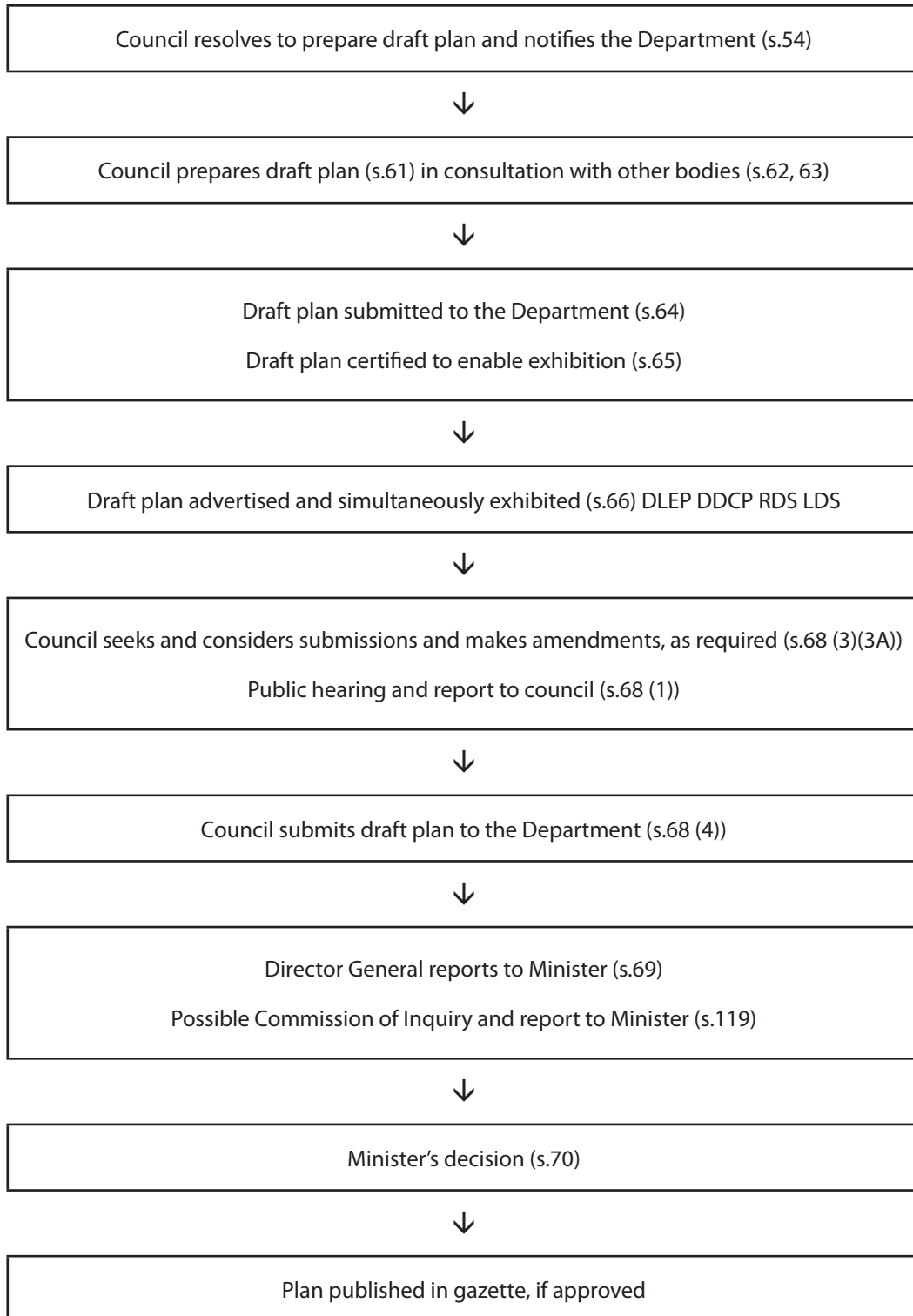
Figure 2 identifies a projected timeline for the review of the North Sydney LEP 2001. It identifies the role of the Department of Planning in the review of the Comprehensive LEP. It also sets out the relevant sections of the EPAA 1979 and North Sydney Council's projected timeline for the gazettal of its comprehensive LEP.

### 2.3.1 Residential Development Strategy (RDS)

North Sydney Council has reviewed and updated its Residential Development Strategy (RDS). The aim of the RDS is to strengthen North Sydney's centres, towns, villages and neighbourhoods. This will be achieved by ensuring the bulk of new residential development is within walking distance to most amenities while minimising any detrimental impacts that could be created as the result of this.

The RDS demonstrates how council has already planned for sufficient zoned land to accommodate housing targets as stated in the draft INSS (i.e. no up zonings are required in DLEP 2009 to accommodate draft targets). At its meeting on 28 April 2008 Council resolved to place the draft RDS on public exhibition concurrently with the draft comprehensive LEP.

Figure 2 LEP Preparation Process under the EP&AA 1979



(Source: Department of Planning, Planning Circular PS 06-005)

### 2.3.2 North Sydney Development Control Plan 2002 (NSDCP 2002)

North Sydney Council is reviewing the NSDCP 2002 as part of the preparation of the Comprehensive LEP. The amendment of the NSDCP 2002 addresses the implications arising from the Standard Instrument requirements and a range of outstanding matters and issues requiring attention. The review is being undertaken concurrently with the Comprehensive LEP.

### 2.3.3 Heritage Conservation Review

North Sydney Council is currently carrying out a review of heritage residential buildings in council to establish a more robust basis by which heritage buildings may be protected in the future while creating a balance between heritage conservation and development.

### 2.3.4 Current strategies of Council

The primary existing strategies of council that inform this study are the:

- 2020 Vision Strategic Plan;
- Public Domain Strategy – North Sydney Centre;
- Traffic Management Plan – North Sydney Centre;
- Marketing Strategy for North Sydney CBD;
- St Leonards Traffic and Pedestrian Management Plan;
- Playgrounds Plan of Management;
- Foreshores Parks and Reserves, Plan of Management; and
- North Sydney Recreation Needs Study.

#### **For more information:**

NSW Planning System, Summary Paper,  
Department of Planning, 2007

City of Cities, A Plan for Sydney's Future,  
Metropolitan Strategy, 2005

North Sydney Council Report to Combined  
Precinct Committee, 19/02/2008

North Sydney Council Community Profile,  
id Consulting Pty Ltd, 2008

Draft Inner North Subregional Strategy,  
Department of Planning, 2007

Department of Planning, Circular PS 06-  
005, LEP Preparation.

[www.planning.nsw.gov.au](http://www.planning.nsw.gov.au)

## 3. Economy and Employment

### 3.1 Background

The draft INSS (DoP, 2007) sets out an employment target for North Sydney Council to achieve an additional 15,000 jobs by 2031. To assist in achieving these targets, Council intends on adopting new planning controls for the North Sydney Centre (NSC) aimed at establishing objectives for better design and streamlining the planning process. These controls are intended to provide clear guidance to property owners and developers, particularly on the issue of development height.

This chapter identifies the characteristics of the LGAs workforce, employment and business. Relevant strategies with regard to the economy and employment for the LGA are then identified. It also sets out where and how Council intends on achieving the extra 15,000 jobs and concludes by responding to the relevant action of the draft INSS.

### 3.2 Draft INSS Key Directions for Council

#### Plan for 15, 000 additional jobs

Council must plan for an additional 15,000 jobs by 2031. The majority of this growth is anticipated in the central business district (CBD) and St Leonards through the implementation of new planning controls and current strategies. In terms of current (72,000 jobs) employment, North Sydney Council has the highest employment levels in the inner-north subregion (draft INSS, DoP).

#### Expand available commercial floor space

North Sydney currently has approximately 800,000m<sup>2</sup> of office space (draft INSS, DoP). The NSLEP 2001 planning controls permit an additional 250,000m<sup>2</sup> of commercial floor space in the NSC (DLEP Amendment No. 9). This capacity equates to 12,500 additional jobs. A review of the NSC planning controls is required once 200,000m<sup>2</sup> of additional non-residential floor space has been approved. Such a review would seek to provide controls to permit the employment targets through until 2031. To date, an additional 85,093m<sup>2</sup> has been approved.

Further commercial floor space also exists in St Leonards and the remaining mixed-use areas along the Pacific Highway and Military Road.

#### Protect existing employment lands

The current NSLEP 2001 controls protect the commercial and employment future of the North Sydney CBD by the prohibition of residential development in the core of the CBD. These controls are set out in the NSLEP 2001 and NSDCP 2002. North Sydney Council's planning controls will provide a total of over 1,000,000m<sup>2</sup> of commercial floor space and a total of 87,000 jobs in the LGA by 2031.



### 3.3 Employment Characteristics of the LGAs Workforce

Council's main centre for business is located in the CBD and St Leonards. In terms of business and industry (Table 1), Council shows an annual increase in the number of registered businesses as 10.4%. However, the Gross Regional Product (GRP) only has an increase of 5.7%, which reflects more businesses, but less economic growth. Land values for retail shop sites in Neutral Bay have increased by 3.2% signifying a possible increase in the demand for these shops.

**Table 1 Business & Industry**

	Period	Level	Annual % change
Number of registered business entities	August 2007	23,128	10.4%
Gross Regional Product (\$m)	2005/06	8,948.0	5.7%
Land value – retail shop site (\$) (Neutral Bay)	2006	620,000	3.2%

Source: Australian Business Register (ABR) in Lawrence Consulting, Where Business Happens

In terms of employment (Table 2), during the March quarter of 2007, there was a reduction in the number of people employed (39,857) over the past 12 months by –2.7%. The unemployment rate almost insignificant, has increased by –0.1% over the past 12 months. There is a –2.8% reduction in the labour force.

**Table 2 Employment**

	Period	Level	Annual % change
Persons (no.)	Mar Qtr 2007	39,857	-2.7%
Unemployment rate (%)	Mar Qtr 2007	2.6	-0.1%
Labour force (persons)	Mar Qtr 2007	40,922	-2.8%

Source: ABR in Lawrence Consulting, Where Business Happens

In terms of the commercial property market (Table 3) as at July 2007, there was an increase in the total office stock by 2.1%. A vacancy factor of 0.6% existed during this time. There was an increase in office rents (A Grade) by 10.0%, which indicates a demand for this type of office stock in the LGA. (Department of Education, Employment, and Workplace Relations (DEWR) in Where Business Happens, Lawrence Consulting).

**Table 3 Commercial Property Market**

	Period	Level	Annual % change
Total office stock (sq m)	July 2007	803,502	2.1%
Vacancy factor (%) (a)	July 2007	8.3	0.6%
Office rents – Grade A (\$/sq m)	July 2007	330	10.0%

Source: ABR in Lawrence Consulting, Where Business Happens

## 3.4 Business in the LGA

### 3.4.1 Business by Industry

With regard to businesses operating in North Sydney, Property & Business Services is the largest industry in terms of business numbers in the North Sydney region (Table 4), accounting for 46.3% of the total number of businesses, followed by the Finance & Insurance (14.4%), Retail Trade (6.3%) and Health & Community Services (6.0%) sectors. These businesses have a combined turnover of over \$2,500,000 (ABS in Where Business Happens, Lawrence Consulting).

Table 4 Percentage of Business by Industry, June 2006

Industry	% of total	Avg Turnover (\$'000s)
Agriculture, Forestry & Fishing	1.9	234.0
Mining	0.3	4,157.9
Manufacturing	2.9	4,438.9
Electricity, Gas And Water Supply	0.1	44,950.0
Construction	4.0	3,799.1
Wholesale Trade	3.9	5,240.4
Retail Trade	6.3	1,530.7
Accommodation, Cafes & Restaurants	2.7	2,028.8
Transport & Storage	2.0	8,058.1
Communication	1.3	5,419.9
Finance & Insurance	14.4	5,278.6
Property & Business Services	46.3	1,556.7
Government Administration & Defence	n.a	n.a
Education	1.2	782.1
Health & Community	6.0	632.4
Cultural & Recreational	4.6	788.1
Personal & Other	2.1	379.7
<b>Total</b>	<b>100.0</b>	<b>2,500.1</b>

Source: ABS in Where Business Happens, Lawrence Consulting

## 3.5 Planning for Commercial Development

The Metropolitan Strategy sets the direction for Council in terms of employment targets. This strategy identifies North Sydney as part of the “Global Economic Arc” and “Global Sydney”. This is further reinforced by North Sydney being identified as a major centre in the draft INSS. Council has several strategies in place to assist in achieving the Key Directions and Key Target as set out in the draft INSS. The following is a snapshot of how these strategies contribute to the economy and employment for North Sydney Council.

The current and future supply of commercial floor space is primarily anticipated in the CBD and St Leonards. To a lesser extent, the areas of Neutral Bay, Cremorne, Crows Nest are also expected to achieve some potential.

To maintain this supply, the Marketing Strategy for North Sydney (North Sydney Council, 2005) identified three risks that need to be addressed. Firstly, there are strong perceptions that the NSLEP 2001 is viewed as restrictive. Secondly, emerging markets such as North Ryde represents a major risk to North Sydney. Thirdly, as a result of growing strata ownership there is a need to work with State Government to help with the amalgamation of strata tenants.

To address these risks, Council has undertaken a number of actions including the preparation of draft LEP, Amendment 28 (Centre Study) (draft LEP 28), the St Leonards Strategy and the Crows Nest Retail Study. These are discussed in more detail in the following sections.

### 3.5.1 CBD

Most of the 15,000 new jobs envisaged by the draft INSS will be in the North Sydney CBD. Council’s vision for the CBD is for it to host a thriving business community, provide diverse social and cultural activities and work in harmony with surrounding residential areas and other commercial centres nearby. Council’s 2020 Strategic Plan (2006) sets out the following guiding principles for the CBD:

- Create a defined and unique character for our CBD;
- Nurture a healthy and diverse business community;
- Develop a clear focal point for the CBD;
- Acknowledge the CBD’s role as a major employment centre within metropolitan Sydney;
- Promote a balance of activities in, and uses of, the CBD;
- Create an active, vibrant, welcoming and safe centre;
- Uphold environmental responsibilities;
- Ensure that decision-making in reference to the CBD respects the needs of surrounding residents and the natural environment;
- Innovation and quality in building design is promoted;
- Partnerships are developed with community, business and other organisations to promote a variety of social and cultural interaction; and
- Ensure the CBD is safe, welcoming and accessible; and appropriate physical infrastructure and services are provided.

The current characteristics of the CBD are that of a commercial only core with high-rise buildings surrounded by low to medium density residential development. The CBD comprises over 800,000m<sup>2</sup> of net lettable commercial area. The current Council strategies to increase capacity and marketability are:

#### Draft Local Environmental Plan 28 (Centre Study)

In June 2006, the North Sydney LEP 2001, draft LEP 28 review commenced with a section 54 submission to the Department. The main purpose of the draft LEP 28 was to remove the uncertainty associated with the composite and internal shadow area controls and replace these with defined heights. Draft LEP 28 aimed to provide clarity and certainty on the height controls for the NSC. These are currently expressed by reference to a composite shadow diagram. Draft LEP 28 aimed to dictate specific development height permissible on the land whilst continuing to permit an additional 250,000m<sup>2</sup> of non-residential floorspace. The provisions of draft LEP 28 have been incorporated into the DLEP 2009. Draft LEP 28 has therefore been formally rescinded.

#### CBD Revitalisation Program 2007

By 1993 North Sydney Council was Australia's second largest commercial market (North Sydney Revitalisation Program), however by 2004 it was rated seventh overall (North Sydney Demand Study, Urbis JHD). At present, Council intends on protecting existing employment lands through its CBD Revitalisation Program 2007. This programs agenda for revitalising the CBD is by:

- Enhancing the public domain and creating a sustainable Centre for North Sydney;
- Drafting of planning controls utilising 3D software; and
- Developing and maintaining market intelligence and resources to inform decision-making.

#### Sustainable Cities program

North Sydney Council is currently implementing a Sustainable Cities program. This program looks at the ways businesses currently operate and identifies opportunities for them to be more environmentally sustainable. It encompasses capacity building through training workshops, community education through face to face sustainability surveys, audits and provision of a manual for small businesses; and communication and publicity through newsletters and local press articles (State of the Environment Report 2006, Northern Sydney Regional Organisation of Councils (NSROC)).

#### Public Domain Strategy

Council's Public Domain Strategy (2004) provides strategies, actions and design principles to ensure that the quality, diversity and capacity of the public domain of North Sydney CBD will be enhanced with the anticipated growth and regeneration of the CBD. In terms of employment, this strategy intends to contribute to the CBD's status as a major CBD within Australia and reduce the negative impacts of growth and change.

#### Traffic Management Plan

Council has a Traffic Management Plan (2005) for the CBD, which identifies relevant traffic management and pedestrian issues and establishes actions to accommodate growth.

#### North Sydney Railway Station Upgrade

The Transport Infrastructure Development Corporation (TIDC), on behalf of Railcorp, undertook to upgrade the North Sydney Railway Station. The adopted programme of works was completed in 2008.

### 3.5.2 St Leonards

The Metropolitan Strategy indicates that St Leonards has both the potential demand and capacity to supply a substantial amount of additional commercial floor space. The draft INSS established an employment target of 8,200 jobs for St. Leonards.

North Sydney, Lane Cove and Willoughby Councils, in conjunction with the Department of Planning, have undertaken the preparation of a long term economic and urban growth plan for the St Leonards area, known as the St Leonards Strategy. The St Leonards Strategy (SLS) (2006) has four main purposes:

- To inform the content of each of the councils new comprehensive LEP, as part of the NSW Planning Reform Program;
- To identify how the economic role of the centre can be strengthened;
- To identify how sustainability, amenity and a sense of place in the centre can be strengthened; and
- To establish a co-ordinated planning approach from the three Councils.

The bulk of the 8,200 additional jobs will be achieved via the redevelopment of the Royal North Shore Hospital site (Willoughby LGA) and up-zoning along Pacific Highway (Lane Cove LGA). The St Leonards Strategy recommends a 'strategic growth' scenario to achieve the increase in workspace required to accommodate the 8,000 additional jobs in St Leonards. Under this scenario, key sites are identified for statutory zoning changes to promote commercial development opportunities.

With respect to North Sydney Council, the Strategy recommends rezoning the sites listed below and shown in Figure 9 from 'Mixed Use' to a 'Commercial' zoning:

- 601-657 Pacific Highway
- 94-106 Christie Street
- 75-81 Christie Street
- 1 Chandos Street

Despite currently being zoned Mixed Use, all of these identified properties currently contain commercial uses. Therefore the proposed rezonings will reflect the properties current use. The rezoning of these sites from mixed use to commercial will not impact on North Sydney Council's ability to meet the residential dwelling targets required by DoP.

### 3.5.3 Local Mixed Use Centres

The mixed-use areas of Neutral Bay, Cremorne and Crows Nest have a potential of providing some extra employment capacity. The draft INSS (DoP, 2007) identifies Neutral Bay as a town centre while the Cremorne and Crows Nest areas are local neighbourhoods with smaller predominantly retail suburban centres and individual businesses. These areas are local employment generators and provide local services. To strengthen these areas, Council has the main street programs, streetscape committees, and has recently prepared the Crows Nest retail Study.

The Crows Nest Retail Study for North Sydney Council (2007) identifies Crows Nest as a retail precinct (household goods stores) and is known for its café/restaurant atmosphere. There are 361 retail stores in Crows Nest and the area is characterised by narrow building allotments and multiple ownership. Amalgamation of lots would be required to attain a suitable footprint for larger scale development.

This study warns that restrictive conditions to limit future growth of individual business types undermine flexibility and viability of a retail centre. Also, strong clustering of individual business types within a permitted use category can also affect trade.

In order for Crows Nest to be successful it must focus on the “Crows Nest experience” against its main competitors. This will require quantifying the distinctive Crows Nest competitive advantage and sustaining that advantage. The recommendation of this Study for North Sydney Council in terms of planning is:

- Consider the implications of formally realigning the Crows Nest Boundary to include the Fiat/Sleep City block.
- Consider the planning and traffic implications of encouraging higher order retail uses, which require a minimum footprint of 400 square metres.
- Consider the merit of communicating to property owners the potential benefits of site amalgamation to encourage through links from Pacific Highway to Willoughby Road.
- Work with nearby and adjacent councils to discourage bulky goods development.

### 3.6 Response to Actions

Draft INSS action A1.1.1 requires Inner North local councils to prepare Principal LEPs, which will provide sufficient zoned commercial and Employment Lands to meet their employment capacity targets.

#### Council response:

Council resolved to prepare a draft Comprehensive LEP on 15 October 2007 and notified the Department of Planning of this on 1 November 2007.

North Sydney will contribute to the Inner North Subregion employment capacity by creating 15,000 additional jobs to be achieved between 2004 and 2031.

Only commercial development is allowed in the CBD core.

The CBD planning controls currently permit an additional 250,000m<sup>2</sup> of non-residential floor space. This equates to 12,500 workers.

DLEP 28 (and by default DLEP 2009) seeks to provide greater certainty to the development potential of sites in the CBD through definitive heights and less complex solar access provisions.

Additional commercial floor space also exists in St Leonards and the Military Road mixed-use areas. The SLS recommends rezoning of land to create extra commercial floor space.

The mixed-use areas of Neutral Bay, Cremorne and Crows Nest have a potential of providing some extra employment capacity.

Council intends on protecting existing employment lands through its CBD Revitalisation Program 2007. There is no industrial precinct in North Sydney Council.

Council implemented a comprehensive marketing strategy in 2005 through its “Where Business Happens” campaign for existing and future business.

Council's Public Domain Strategy intends to contribute to the CBD's status as a major CBD within Australia through improved pedestrian and public space amenity.

The Metropolitan Strategy identifies North Sydney as part of the "Global Economic Arc" and North Sydney is identified as a major centre in the draft INSS.

Council's Traffic Management Plan (2005) identifies actions to accommodate growth.

The upgrade of the North Sydney Railway Station in late 2008 improved business confidence in the area and provides workers with improved access by rail.

Council's 2020 Vision envisages that the CBD will host a thriving business community.

### **For more information:**

Development Control Plan 2002, North Sydney Council, July 2007.

North Sydney Local Environment Plan 2001, North Sydney Council, 2001.

Draft Subregional Strategy, Inner North Subregion, 2007.

North Sydney Centre - Public Domain Strategy, North Sydney Council, 2004.

North Sydney Demand Study, Urbis JHD, 2004.

North Sydney Revitalisation Programme, UDIA Landcom Awards for Excellence, 2007.

North Shore Regional Organisation of Councils, State of the Environment Report, 2006.

Where Business Happens, DEWR, Lawrence Consulting, 2007.

St Leonards Strategy, David Lock Associates, 2006.

Crows Nest Retail Study, City Marketing Pty Ltd, 2007.

2020 Vision, Performance Report, 2006.

2020 Strategic Plan, North Sydney Council.

## 4. Centres

### 4.1 Background

North Sydney LGA, like many centres in Sydney, takes its disposition from the Metropolitan Centres Policy. This Policy (Metropolitan Strategy, DoP) has been a feature of Sydney's urban planning strategies for some time. The benefits of concentrating activities in centres include improved access to retail, office, health, education, leisure, community and personal services. This Policy encourages healthy competition amongst businesses as a result of clustering.

Specific to this study, Sydney's Strategic Centres include North Sydney (Figure 3) and Sydney CBD to form Global Sydney, the centre of Australia's economy. In terms of the subregion, Strategic Centres play a vital role in shaping the future of all subregions and are the focus of economic development within subregions. Collectively, over one million jobs will be located in established Strategic Centres by 2031 and a further 48,000 jobs are expected in potential or planned Strategic Centres (draft INSS, DoP).

This chapter identifies the key directions for Council as set out in the draft INSS. Council's centres hierarchy as identified in the draft INSS are then laid out. The roles and intentions for these centres are discussed with respect to the relevant strategies and studies undertaken by North Sydney Council. The chapter concludes by responding to the relevant actions of the draft INSS.

### 4.2 Draft INSS Key Direction for Council

#### Support the role of North Sydney as part of Global Sydney

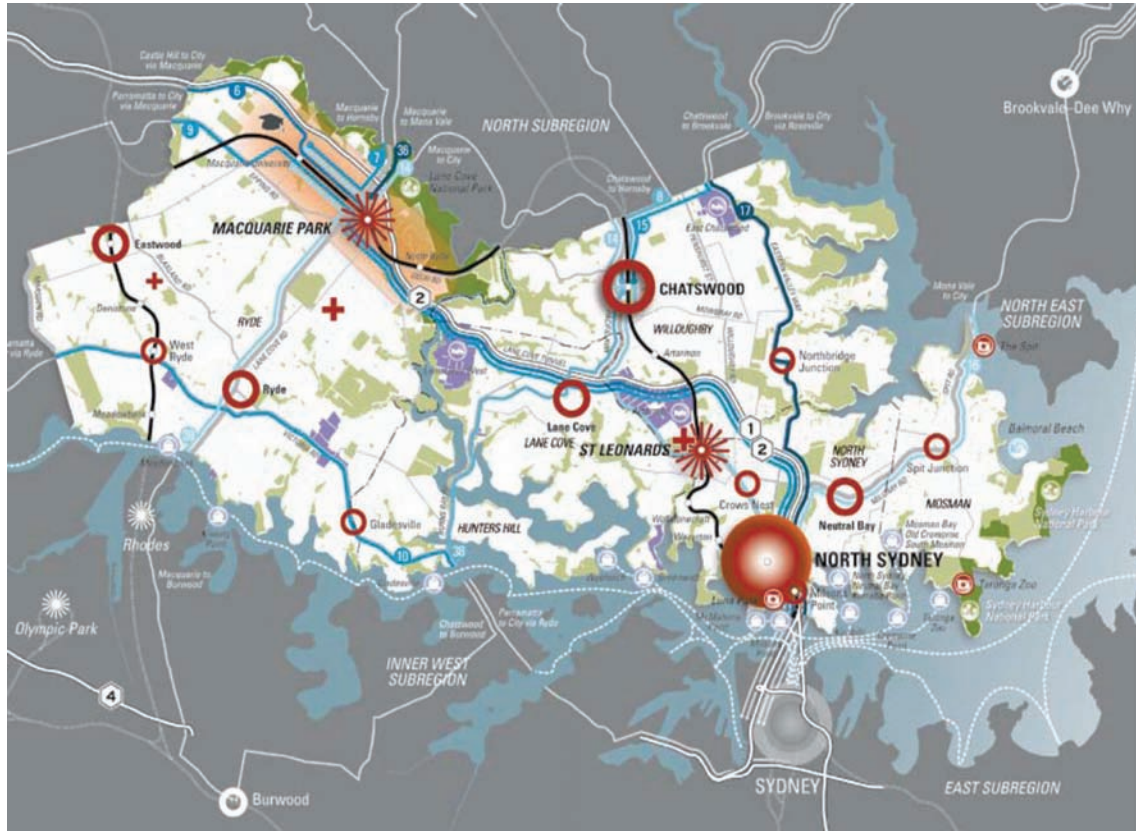
North Sydney Council supports the role of North Sydney as a part of Global Sydney by achieving housing and employment targets as set out by the Metropolitan Strategy. North Sydney is highly urbanised and densely populated which requires development to be properly and carefully managed. The role of North Sydney as part of global Sydney is important in supporting the inner-north subregion at large.

Sydney's jobs are concentrated in large centres such as Sydney City and North Sydney. While Sydney Central Business District is the major CBD within Australia, over the past 40 years higher order office activities spread to North Sydney, St Leonards, Chatswood and Macquarie Park. New office construction in Sydney CBD, such as Barangaroo (East Darling Harbour), and increasing competition of lower cost, large scale office development at Macquarie Park, has impacted in recent years on the uptake of the centres office market. The centre has seen the relocation of some major tenants in recent years (draft INSS, 2007).

North Sydney CBDs main focus is on national and international business, professional services, specialist health and education precincts, specialised shops and tourism. North Sydney CBD has specialisations in the communications, finance and insurance and engineering service sectors. It contains A-grade offices yet offers comparatively lower rents than Sydney CBD (draft INSS, 2007).



Figure 3 Centres in the Inner North Subregion



Source: Draft INSS, DoP

### Support the role of St Leonards as a Specialised Centre

St Leonards has evolved as a Specialised Centre due to the regional-scale health and education campuses of the Royal North Shore Hospital and North Sydney College (part of TAFE NSW- Northern Sydney Institute). These assets compliment the centre's existing commercial office space which makes it the third ranked suburban office market in Sydney (St Leonards Strategy, David Lock Associates).

St Leonards is the sixth-biggest employment concentration in Sydney, with around 25,000 jobs (including Crows Nest). Its importance is reinforced by its location in Sydney's 'global arc'—the corridor of globally significant economic activity stretching from Sydney Airport to Macquarie Park—and the presence of the Royal North Shore Hospital and Northern Sydney Institute of TAFE. St Leonards is also highly accessible by public transport (mainly through its station on the North Shore rail line) (St Leonards Strategy, David Lock Associates).

### 4.3 North Sydney's Centres Hierarchy

A new typology of centres has been developed by the NSW Government to assist strategic planning and communication between State and Local Governments. Table 5 shows 6 types of centres and their location within the North Sydney LGA.

Table 5 North Sydney Centre Types

Centre Type	Radii	Summary	Location
Global Sydney	2km	The main focus for national and international business, professional services, specialised health and education precincts, specialised shops and tourism, it is also a recreation and entertainment destination for the Sydney region and has national and international significance.	North Sydney CBD  Shared with Sydney (49,000 jobs forecast to grow to 60,000 in North Sydney)
Specialised Centre	Approx 1km	Areas containing major airports, ports, hospitals, universities, research and business activities. These perform a vital economic and employment role which generate metropolitan-wide benefits.	St Leonards  St. Leonards – (25,000 jobs forecast to grow to 33,000) shared with Willoughby and Lane Cove
Town Centre	800m	Town Centres have one or two supermarkets, community facilities, medical centre, schools, etc. Contain between 4,500 and 9,500 dwellings. Usually a residential origin than employment destination.	Neutral Bay
Village	600m	A strip of shops and surrounding residential area within a 5 to 10 minute walk contains a small supermarket, hairdresser, take-away food shops. Contain between 2,100 and 5,500 dwellings.	Crows Nest
Small Village	400m	A small strip of shops and adjacent residential area within a 5 to 10 minute walk. Contain between 800 and 2,700 dwellings.	Cammeray  Cremorne Junction  Kirribilli
Neighbourhood Centre	150m	One or a small cluster of shops and services. Contain between 150 and 900 dwellings.	Blues Point Rd,  McMahons Point  Waverton  Wollstonecraft

Source: Draft INSS, DoP

## 4.4 Roles and Intentions for Centres

### 4.4.1 North Sydney Centre

The North Sydney Centre is the first major business and transport node north of the Harbour Bridge. The North Sydney Centre (NSDCP 2002) is a busy commercial centre with a diverse range of living, recreation and social opportunities. It is also the place where residents, workers and visitors enjoy comfortable conditions and a high quality natural and built environment.

The Centre is surrounded by low scale, residential neighbourhoods with well-established identities. While the Centre is a resource for these neighbourhoods, there is also environmental impact in terms of traffic, overshadowing and privacy, that need to be managed (North Sydney Centre Public Domain Strategy, North Sydney Council).

The following is a review of current strategies and studies undertaken by North Sydney Council with regard to the CBD:

#### North Sydney Demand Study

The North Sydney Demand Study (Urbis JHD, 2004) researched the demand drivers of the North Sydney commercial office market. It analysed the results of surveys of tenants and investors in North Sydney and makes recommendations for maintaining the economic status of the CBD. The tenants were mostly influenced by cost, public transport, corporate image and availability of parking and claimed that they will need more space over the next 5 years. The investors had a mixed response to the development controls for the area and argued for greater flexibility. They said that levies were unfair and that short term political objectives may override long term commercial perspectives. The recommendations for maintaining the economic status of the CBD are:

- To create a marketing strategy to publicise the benefits of the North Sydney CBD;
- Ensure the delivery of the current CBD Public Domain Strategy;
- Protect the commercial and employment future of the North Sydney CBD;
- “Living CBD” program to bring greater life into the city centre;
- Investigate the impact of State Government levies (parking and railway station upgrade) on the competitiveness of new development in North Sydney;
- Monitor existing planning controls to ensure quality outcomes are achieved for the long-term benefit of the CBD; and
- Prioritise and publicise the study and its recommendations in recognition of the short-term challenges facing the CBD.

#### CBD planning review

Council has undertaken a review of the planning controls that apply to the North Sydney Centre in the form of draft LEP 28. Under previous planning controls development height was primarily determined by the composite shadow area. The primary objective of the review was to draft planning controls that provide greater certainty to the:

- Height, bulk and scale of development in the mixed use zones;
- Development potential of the commercial core; and
- Roles of the composite shadow area and special areas.

The provisions of draft LEP 28 have been incorporated into DLEP 2009. Draft LEP 28 has therefore been formally rescinded.

### North Sydney Station Upgrade

The Transport Infrastructure Development Corporation (TIDC), on behalf of RailCorp, upgraded the North Sydney Station with completion in late 2008. The project aimed to establish the station as a landmark building with a significant presence in the North Sydney CBD with approximately 30% additional capacity.

### North Sydney Centre Public Domain Strategy

This Strategy provides strategic direction for improvements to the public domain to correspond with planned commercial and residential growth in the North Sydney Centre. This will be achieved by the Strategy setting standards and provide continuity in the development of the public domain throughout the Centre. The Strategy will ensure that the quality of the public domain will be enhanced together with the anticipated growth and regeneration of the Centre so as to contribute to the Centre's status as a major CBD within Australia.

### CBD Marketing Strategy

Council developed a Marketing Strategy (June 2005) to reinforce its commitment to the revitalisation of the CBD. Its aim is to reinvigorate the CBD located at the centre of Sydney's "Global Economic Arc". This approach has been linked strongly with the Metropolitan Strategy and its 'Centre Approach'. The primary recommendation of the strategy was to develop an advertising campaign to build awareness of North Sydney CBD as a key commercial district and keep business in the CBD while attracting new business.

### CBD Advertising Campaign 'Where Business Happens'

In 2007, the marketing campaign for North Sydney began with billboards, a stand at Plannex (annual Property Council exhibition) and promoting North Sydney as an attractive place for business. Council also has a website for business with the latest statistics and a television commercial was also produced to promote North Sydney CBD to business.

#### 4.4.2 St Leonards

Council's vision for the future of St Leonards is that it will continue to develop as one of the major employment centres for knowledge-based industries within the Sydney metropolitan region, by capitalising on its location within Sydney's "Global Arc" and building on opportunities arising from its excellent accessibility and location.

The St Leonards centre is split between three local government areas - North Sydney, Willoughby and Lane Cove Councils - which have prepared the St Leonards Strategy in conjunction with DoP to strengthen St Leonard's economic role. The strategy identifies opportunities for St Leonards to attract businesses related to medical research and development and allied health fields (St Leonards Strategy, David Locke Associates).

This centre has experienced a recent surge in high-rise, mixed-use development near the St Leonards Railway Station, which benefits from good public transport and the high amenity of the surrounding area, including the Willoughby Road restaurant strip/night economy at Crows Nest (draft INSS, DoP).

#### 4.4.3 Neutral Bay

The built form of the Neutral Bay mixed use area is generally two storeys with small shops located at ground level. Neutral Bay is a 'ribbon' shopping centre, focused on Military Road and surrounded by an established residential area. Major features of the area include Neutral bay Public School, Big Bear Shopping Centre and Neutral Bay Village Shopping Centre (draft INSS, DoP).

Neutral Bay is well connected to bus routes leading to Mosman and the northern beaches to the north, Willoughby to the west and North Sydney and Sydney CBD to the south. There is a significant concentration of medium and high density dwelling types in Neutral Bay, which benefit from high level of amenity and services and public transport provision (draft INSS, DoP).

#### 4.4.4 Crows Nest

Crows Nest is a main street shopping village that is predominately two storey with mostly retail shops and cafes at ground level. The Crows Nest neighbourhood is a quiet, low scale, predominantly high-income residential neighbourhood. Corner shops throughout the area serve both local and regional needs. The area is characterised by a lively dining district and many laneways. (St Leonards Strategy, David Lock Associates).

Council has recently completed a retail study for Crows Nest. This study deduced that in order for this centre to remain successful, it would have to promote the strengths of its restaurant/café experience and its homewares and household goods stores which are major attractions to the area.

#### 4.4.5 Cammeray, Cremorne Junction, Kirribilli

The Cammeray, Cremorne Junction and Kirribilli areas are small villages consisting of attractive residential neighbourhood shopping areas. The small-scale shops of the area and street level activity serve the needs of local residents.

#### 4.4.6 Blues Point Rd, McMahons Point, Waverton

The Waverton, and Blues Point Road areas consist mainly of one and two storey buildings with shops at ground floor level that serve the local needs of the community and some shop-top housing above (North Sydney Council, DCP 2002).

The McMahons Point area is a mixture of modern two or three storey commercial buildings amidst one or two storey historic terrace houses and timber or stone cottages. Most of the non-residential uses in McMahons Point provide support services for businesses located in the North Sydney Centre such as advertising agencies (North Sydney Council, DCP 2002).

## 4.5 Response to Actions

Draft INSS B1.1.1 State agencies and Councils to incorporate the established centre typology into their land use and infrastructure planning and Council's Principle LEPs.

### Council response:

Council's Principle LEP will incorporate the established centre typology into its land use and infrastructure planning, which is under preparation.

Draft INSS B1.2.1 Council to implement the Strategic Centre employment capacity targets and plan for sufficient commercial, retail, industrial and business park floor space within Principle LEPs.

### Council response:

Council will incorporate employment targets as set out in the draft INSS. Council does not foresee the expansion of industrial land.

The rezoning of land in St. Leonards will be converted into the Standard LEP format.

Division 4 of NSLEP 2001 permits 250,000m<sup>2</sup> of commercial floor space with a review at 200,000m<sup>2</sup> (85,000m<sup>2</sup> has been approved to date).

Draft INSS B2.1.1 Through the development of Principle LEPs:

Council will continue to restrict residential development in the CBD core to support its economic role within Global Sydney, and to encourage further residential development in other areas with access to key public transport nodes.

### Council response:

Current controls prohibit residential development in the CBD core.

Residential development is encouraged in mixed-use development outside of the CBD core.

Council will investigate mixed use and high density residential development options around St Leonards Station and a commercial core south of the Pacific Highway (Southern Business District).

Council is proposing commercial rezoning under the St Leonards Strategy.

Draft INSS B3.2.2 North Sydney Council to implement a Planning Principles Agreement for St Leonards.

### Council response:

Council is a signatory to the St Leonards Planning Principles Agreement and is committed to its implementation.

Draft INSS B3.4.1 Through the development of Principle LEPs, the Department of Planning and Local Government to:

Continue to support sufficient supply of commercial office sites within the inner North Strategic Centres;

Plan for designated commercial only areas in Strategic Centres; and

Use planning controls to encourage consolidation of key sites for large scale development.

**Council response:**

Council will facilitate an extra 250 000m<sup>2</sup> of non-residential floor space in the North Sydney Centre.

Council's designated commercial centre is its CBD.

Council's review of its planning controls will encourage consolidation of key sites for large scale development.

Draft INSS B4.1.2 Council to investigate appropriate locations of retail uses in centres, Business Development Zones (supporting identified Strategic Centres) and Enterprise corridors.

**Council response:**

Council's Principle LEP will reflect the appropriate locations for retail uses in Centres, Business Development Zones (supporting identified Strategic Centres) and Enterprise Corridors.

**For more information:**

Draft Subregional Strategy, Inner North Subregion, 2007

St Leonards Strategy, David Lock Associates, 2006

2020 Vision Strategic Plan, North Sydney Council

Development Control Plan 2002, North Sydney Council, July 2007

Public Domain Strategy – North Sydney Centre, North Sydney Council, 2004

Marketing Strategy for North Sydney CBD, North Sydney Council, 2004

CBD Advertising Campaign 'Where business happens', North Sydney Council, 2007.

North Sydney Demand Study, Urbis JHD, 2004.

Draft North Sydney Management Plan 2007/8 – 2009/10, North Sydney Council

Marketing Strategy, North Sydney Council, June 2005.

## 5. Housing

### 5.1 Background

With regard to residential development, the Metropolitan Strategy (DoP, 2005) identified that the Government is planning for an additional 640,000 new homes over the next 25 years to accommodate Sydney's expected population growth of an additional 1.1 million people.

The most significant elements of the draft INSS are the targets to be achieved by each council for additional dwellings and increased employment capacity. With respect to additional dwellings, the draft INSS identifies that the Inner North is to accommodate 30,000 new dwellings between 2004 and 2031.

North Sydney Council has prepared a RDS to establish the strategic framework for housing in North Sydney to 2031. The RDS will form the basis for residential zonings and development standards under DLEP 2009, which Council is currently preparing.

This chapter identifies the key direction for Council as identified in the draft INSS to provide for 5,500 new dwellings. The demand drivers for housing are then discussed and the supply and location of new dwellings examined. The chapter then concludes by responding to the relevant housing actions of the draft INSS.

### 5.2 Draft INSS Key Directions for Council

Provide 5,500 new dwellings by 2031 in accordance with the draft INSS

From the expected 30,000 new dwellings for the Inner North subregion (discussed above), North Sydney Council is required to contribute 5,500 new dwellings by 2031 in accordance with the draft INSS.

To achieve these targets, Council intends on establishing a strategic framework for the location, type and extent of new residential development to be accommodated in North Sydney and to inform the preparation of the new comprehensive LEP. Also, Council will accommodate and manage the anticipated population growth in a sustainable manner and deliver housing choice throughout North Sydney to meet the needs of existing and future residents.

The RDS illustrates that DLEP 2009 will contain sufficient capacity to accommodate 5,500 additional dwellings without having to make significant policy changes, up-zonings or increases in development potential.



## 5.3 Housing Demand

### 5.3.1 Demand Drivers

The demand for housing in the North Sydney LGA is driven by a number of factors, including:

- The aesthetic and cultural characteristics of the LGA such as parks, bushland, foreshore areas and heritage retention;
- The proximity to employment areas, including Sydney City and North Sydney CBDs, both of which lie within the Sydney global economic corridor of industry and business, located between the airport and Ryde;
- Access to a range of retail, recreational, educational and health services; and
- The extent and accessibility of transport infrastructure.

### 5.3.2 Demographic Change

North Sydney's population is steadily increasing. In addition its population is ageing and the household occupancy rate is decreasing (i.e. fewer people living in each house). These three factors, discussed in greater detail below, will result in an increased demand for additional dwellings in North Sydney and the need to plan for appropriate housing types.

#### Population Growth

The resident population of North Sydney has maintained consistent growth since the mid-1990s, as illustrated in Table 6. The population from the 2006 census is 58,259, which is an increase of 3,289 people since the 2001 census. In 2006, North Sydney accounted for 1.4% of the population of the Sydney Metropolitan Area, the same proportion as that recorded in 2001. Over the past five years the population of North Sydney has been growing at an average annual rate of 1.0%, higher than the growth rates for Sydney and New South Wales (both 0.8%) over the same period (ABS 2006).

Table 6 North Sydney LGA Population

	2006		2001		1996
	Pop.	Change (2001-2006)	Pop.	Change (1996-2001)	Pop.
Males	27,714	1,726	25,988	1,564	24,424
Females	30,545	1,563	28,982	850	28,132
<b>POPULATION</b>	<b>58,259</b>	<b>3,289</b>	<b>54,970</b>	<b>2,414</b>	<b>52,556</b>

Source: ABS 2006

With a population of 58,259 and a size of less than 11km<sup>2</sup>, North Sydney is currently the *second most densely populated local government area* in Australia behind Waverley (ABS 2006).

Population forecasts indicate that the resident population of North Sydney will continue to grow at the current rate, as illustrated in Table 7.

**Table 7** North Sydney Forecast Population

	2011	2016	2021
Forecast population	62,363	63,494	64,831

Source: forecast id 2008

### Household Growth and Change

Between 1996 and 2006, North Sydney experienced a trend towards smaller households with the average number of people per dwelling decreasing from 1.92 to 1.90 people per dwelling, which is significantly lower than the Sydney average of 2.7 (ABS 2006).

North Sydney's average household size reflects a high proportion of single occupancy households (35%) and couples without children (57%) when compared to the Sydney average (22% and 33% respectively).

The trend towards smaller households is forecast to continue. Table 8 illustrates the actual and forecast average household sizes up to 2021.

**Table 8** North Sydney Average Household Size (persons per dwelling)

	Actual				Forecast	
	1996	2001	2006	2010	2015	2021
Average household size	1.92	1.91	1.90	1.89	1.87	1.86

Source: ABS 2006 & Profile id 2008

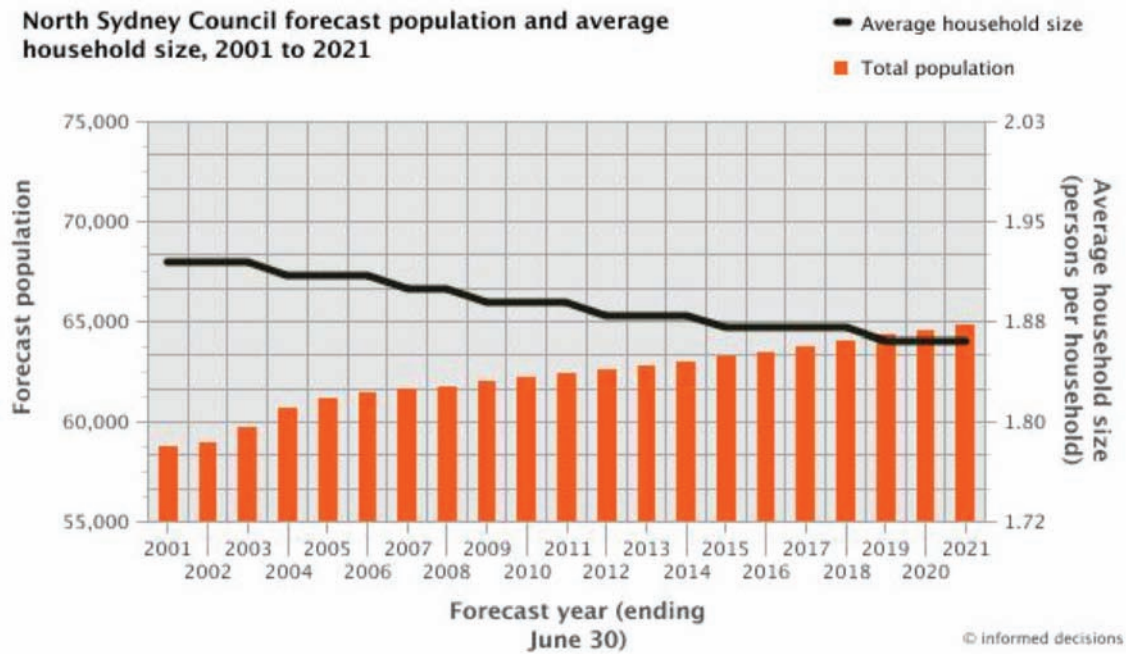
### Age Structure

North Sydney's population is ageing and is comparatively older than the Sydney average. The average age of residents in North Sydney was 39.2 years in 2006, which was older than the averages for the Sydney Region (36.6 years) and New South Wales (37.5 years). The average age of residents in North Sydney increased by 0.7 years between 2001 and 2006.

Forecasts indicate there is likely to be an increasing proportion of people aged 55 years or older in the North Sydney area. Many are expected to be living alone or in small households which will lead to an increased demand for smaller housing and good access to shops, transport and services.

North Sydney has a steadily growing and aging population that is choosing to live in smaller households. This trend is predicted to continue as illustrated in Figure 4. The result of these trends are an increasing demand for urban village living which is characterised by smaller dwellings, concentrated around centres in close proximity to retail, office, health, education, transport, leisure, facilities and services.

Figure 4 Population and household size forecast



Source: Profile id 2007

## 5.4 Housing Supply

### 5.4.1 Actual Dwelling Yield (2001 – 2009)

#### Number of New Dwellings

In the eight years between 1 July 2001 and 30 June 2009 Council approved 2,647 additional dwellings, which is on average 331 dwellings per year. Table 9 shows the number of additional dwellings approved each year between 2001 and 2009.

Table 9 Additional Dwelling Approvals by Year (mid2001 - mid2009)

Year	Additional Dwelling Approvals	%
2001	212	8
2002	549	21
2003	563	21
2004	333	13
2005	173	7
2006	562	21
2007	153	6
2008	74	3
2009	28	1
TOTAL	2,647	100%

## Location of New Dwellings

The majority of new residential development since 2001 has occurred in and around existing centres including St Leonards, North Sydney, Milsons Point, Cammeray, Cremorne, Wollstonecraft and the CBD, as shown in Table 10.

Table 10 Additional Dwelling Approvals by Location (2001-2009)

Suburb	Additional Dwelling Approvals	%
Lavender Bay	1	0.0
Cremorne Point	11	0.4
Waverton	14	0.5
McMahons Point	18	0.7
Kirribilli	32	1.2
Wollstonecraft	189	7.1
Crows Nest	192	7.3
Cammeray	223	8.4
Cremorne	233	8.8
Neutral Bay	247	9.3
North Sydney	375	14.2
Milson's Point	435	16.4
St. Leonards	677	25.6
TOTAL	2,647	100%

## Type of New Dwellings

North Sydney provides a higher proportion of medium and high-density dwellings (76%) than the average for Sydney (34%). The proportion of low-density detached dwellings in North Sydney (12%) is significantly lower than the Sydney average (57%) (I.D. Consulting, 2007).

NSLEP 2001 provides for a variety of housing types including low density attached and detached dwellings, medium density townhouses, high density residential flat buildings and mixed use apartments.

Since 2001 a trend toward higher density development has continued, with 92.4% of all new dwelling approvals being for apartments within high-density residential zones (comprising Residential C, Mixed Use and Special Use zones).

The number, location and type of new dwelling approvals since 2001 illustrates that Council has successfully planned for the aforementioned growing demand for urban village living. The impacts on local character, amenity, environment and heritage on surrounding lower density suburbs has been minimised by locating the majority of this new residential development in the high density mixed use centres.

## 5.4.2 Potential dwellings yield (2009-2031)

### NSW Government Targets for New Residential Development

The draft INSS (see Section 2.2) prescribes that the Inner North subregion is to provide 30,000 new dwellings between 2004 and 2031, of which 5,500 are to be accommodated within North Sydney Council's LGA.

After taking into account the 1,300 new dwellings already approved by North Sydney Council between 2004 and mid 2009 (see Table 9) the actual number of additional dwellings to be achieved between 2009 and 2031 is therefore reduced to 4,200.

This revised target of 4,200 equates to supplying the capacity or development potential for 183 additional dwellings per year for the next 23 years. However, to provide some context, over the last 8 years North Sydney has approved, on average, over 330 dwellings per year (see Section 5.4.1).

### Capacity Constraints on New Residential Development

In assessing the existing planned capacity of the North Sydney LGA to supply additional residential dwellings, the remaining developable land area was determined after excluding a range of constraints on residential growth, including:

- Open space and bushland;
- Employment areas (CBD and St Leonards);
- Heritage items and conservation areas;
- Educational, health and community facilities and services; and
- Transport infrastructure.

Servicing the demand for low-density housing further restricts the locations where additional residential development can occur.

### Estimated Capacity for New Residential Development

The analysis undertaken in the RDS clearly illustrates that North Sydney can meet the required dwelling targets through both its current NSLEP 2001 and the new comprehensive LEP currently being prepared (DLEP 2009).

As illustrated in Table 11, the estimated planned capacity for additional dwellings under DLEP 2009 is estimated to be 6,199 additional dwellings. These estimates are limited to the medium and high-density residential and mixed use zones. Further capacity, although minor, exists within the low density residential zones but has been excluded from the estimates.

An overview of Council's capacity to accommodate new residential dwellings by suburb is provided below. The suburb boundaries correlate with those identified in the NSDCP 2002 illustrated by Figure 1. All dwelling yields and forecasts are referenced from Table 10 and 11 respectively.

## North Sydney Centre

It is estimated that under the provisions of DLEP 2009 development potential to accommodate 2,097 additional residential dwellings will exist in the mixed use and residential areas of North Sydney Centre. This represents a capacity for over 90 additional dwellings per year for the next 23 years.

It is important to note however, that under DLEP 2009 a number of the mixed use properties in the North Sydney Centre will provide the flexibility for future development to be either fully commercial or predominantly residential (with non-residential use provided on lower floors). The reason for incorporating this flexibility within LEP controls is to allow property owners and developers to develop properties according to prevailing market conditions.

Whilst Council and the Department of Planning support this flexibility it is obvious that redevelopment for one particular use (eg residential dwellings) will result in the loss of development potential for the other use (eg commercial floor space).

However, regardless of future market choices in relation to the aforementioned CBD mixed use properties, Council has planned for sufficient development potential to accommodate 5,500 additional dwellings across the LGA and 11,000 additional jobs in the CBD by 2031.

## Milsons Point/ Lavender Bay

It is estimated that under both NSLEP 2001 and DLEP 2009, Lavender Bay / Milsons Point has the capacity to supply an additional 326 residential dwellings over the next 23 years. This low level of additional dwellings reflects the fact that the area has reached or is near to its development capacity.

## St Leonards/ Crows Nest

Between 2001 and 2009 North Sydney Council approved 677 additional dwellings in St Leonards and 192 additional dwellings in Crows Nest. Over 98% of these approvals have been in areas zoned for high density apartments and within walking distance of shops, employment, public transport, recreational, educational and health services.

The St Leonards Strategy recommends a 'strategic growth' scenario to achieve the increase in workspace required to accommodate the 8,000 additional jobs in St Leonards. Under this scenario, key sites are identified for statutory zoning changes to promote commercial development opportunities.

With respect to North Sydney Council, the Strategy recommends rezoning the sites listed below from 'Mixed Use' to a 'Commercial' zoning:

- 601-657 Pacific Highway
- 94-106 Christie Street
- 75-81 Christie Street
- 1 Chandos Street

At its meeting on 11 December 2006, Council resolved to support the rezoning of these identified sites to Commercial, as they are currently underdeveloped and have potential to accommodate

commercial growth without adversely impacting upon adjoining sites. The current Mixed Use zoning of these sites is considered less desirable than the proposed Commercial zoning as they lack the required amenity and development potential to attract residential redevelopment. The rezoning of these sites to Commercial reduces the estimated development potential for additional residential dwellings in St Leonards by approximately 100 dwellings.

At its meeting on 7 December 2009, Council resolved to rezone the block bounded by Falcon Street, Willoughby Road, Burlington Street and Alexander Street to commercial. This was done to facilitate the redevelopment of the Alexander Street car park and to prevent the potential for future land use conflicts between commercial and residential uses. The rezoning of this land to commercial reduces the estimated development potential for additional dwellings in Crows Nest by approximately 45 dwellings.

Despite these losses, the remaining planned residential capacity in St Leonards and Crows Nest is estimated at 1,453 additional dwellings.

The majority of this development potential remains in the areas zoned Mixed Use situated along the Pacific Highway, Willoughby Road, Alexander Street, Albany Street, Atchison Street and Chandos Street.

This estimate is deliberately conservative as Council is aware of the need to balance development potential in St Leonards and Crows Nest with local character and amenity issues such as overshadowing, outlook, privacy and solar access. It is recognised that over the last 10 years some buildings in St Leonards have been developed without adequate separation or set backs. However, this should not be used as a reference or justification for proposed development. In this context, adequate setbacks and separation between buildings are an important consideration in ensuring reasonable amenity for residents.

Council intends to undertake a strategic study into the built form controls applying to St Leonards. Council will evaluate appropriate height, set back and building separation controls and development potential within St Leonards against a range of criteria including the overshadowing, solar access, privacy, visual amenity, access to open space, urban design and built form considerations.

### Neutral Bay/ Cremorne

It is estimated that under DLEP 2009, Neutral Bay and Cremorne (North & South) have the capacity to supply 860 and 634 additional residential dwellings respectively over the next 23 years. The vast majority of this development potential remains in high-density zones situated along Military Road.

However, given the current traffic congestion on Military Road, careful consideration will need to be given to increased traffic generation derived from additional residents. Council is currently reviewing its parking policy and other mechanisms to discourage private vehicle use and minimise traffic generation derived from additional development.

### Cammeray

It is estimated that under DLEP 2009, Cammeray has the capacity to supply 435 additional residential dwellings over the next 23 years. The vast majority of this planned development potential remains in medium and high-density residential zones situated along Miller and West streets.

## Kirribilli

It is estimated that under DLEP 2009, Kirribilli has the capacity to supply 72 additional residential dwellings over the next 23 years.

This capacity reflects the fact that Kirribilli is almost fully developed. Any additional development is likely to have adverse impacts on parking, traffic, heritage, visual amenity and stormwater run-off.

## Waverton and Wollstonecraft

It is estimated that under DLEP 2009, Waverton and Wollstonecraft have the capacity to supply 322 additional residential dwellings over the next 23 years. The vast majority of this development potential is situated in the areas zoned high density residential and mixed use developed in the vicinity of the Pacific Highway. There are limited development opportunities in the remainder of Waverton and Wollstonecraft.

## Location of New Residential Development

The location of the planned capacity for additional dwellings across the LGA is illustrated in Table 11.

Planning Area	DLEP zone			
	Medium Density Res (R3)	High Density Res (R4)	Mixed Use (B4)	Total
North Sydney Centre	4	70	2,023	2,097
St Leonards/ Crows Nest	44	51	1,358	1,453
Neutral Bay	79	272	509	860
North Cremorne	100	293	187	580
Cammeray	128	307	0	435
Lavender Bay/Milsons Pnt	70	56	200	326
Waverton /Wollstonecraft	60	177	85	322
Kirribilli	8	64	0	72
South Cremorne	28	26	0	54
<b>TOTAL</b>	<b>522</b>	<b>1,316</b>	<b>4,362</b>	<b>6,199</b>

## Types of New Residential Development

North Sydney's new comprehensive LEP will continue to provide for a variety of dwelling types. The majority of new residential development will comprise high density residential flat buildings and apartments within mixed use developments, concentrated in and around centres which provide ready access to retail, office, health, education, transport, leisure, entertainment facilities and community and personal services.



Also, it is important to note that substantial capacity remains throughout the LGA to accommodate townhouse developments within the medium density residential zone and dual occupancy, semi detached and detached dwellings within the low density residential zone.

North Sydney Council's DLEP 2009 will contain the planned capacity to accommodate both the housing needs of the community and the State Government's housing targets without having to make significant policy changes, up-zonings or increases in development potential. (RDS, North Sydney Council).

Council has planned for the aforementioned forecast demand for urban village living, by ensuring the majority of North Sydney's planned capacity for residential dwellings will continue to be 1, 2 and 3 bedroom apartments. Primarily this form of development will continue to occur in the mixed-use centres of North Sydney's CBD, St Leonards, Neutral Bay, Cremorne and Crows Nest.

Balancing the provision of new development with impacts on local character, amenity, environment and heritage remains an important consideration. Demand for low-density dwellings will be met by retaining intact areas of detached housing such as Cammeray, Cremorne, Waverton and Wollstonecraft.

## 5.5 Housing Needs and Affordability

### 5.5.1 Housing for Seniors & People with a Disability

State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004 applies to all forms of housing for seniors or people with a disability. Clause 5 of the SEPP states that where there is any inconsistency between the SEPP and another environmental planning instrument, the provisions of the SEPP prevail.

Notwithstanding, North Sydney Council was granted an exemption from the provisions of the SEPP, pursuant to Clause 20 and Schedule 3 of the SEPP, stating that the Policy only applies to those applications in North Sydney for aged care or disabled residential development carried out by the following:

- By or on behalf of the Director-General of the Department of Housing, or
- By or on behalf of a local government or community housing provider.

All other applications for housing for seniors or people with disabilities in North Sydney were thus assessed in accordance with the provisions of NSLEP 2001 and NSDCP 2002 that apply to residential development.

However, this exemption ceased to apply to North Sydney on 31 December 2008, pursuant to Clause 20 of the SEPP.

In response, Council is preparing new DCP controls for housing for seniors or people with a disability that are consistent with the SEPP and sensitive to local character. The new section will be incorporated into the new comprehensive DCP to be prepared in conjunction with the new LEP under the Standard Instrument.

### 5.5.2 Adaptable Housing

Adaptable housing is designed with accessible features that can be modified to meet changing needs of residents over time.

North Sydney Council currently requires 10% of new residential units to be adaptable (Section 6.1 & 7.1 of NSDCP 2002). This requirement will be increased to 15% in the new DCP. This will assist in meeting the housing needs and choice for Council's aging population, the needs of people with disabilities, and to provide greater flexibility in housing stock to meet people's needs generally.

### 5.5.3 Affordable Housing

#### Current Status of Affordable Housing

In North Sydney, housing affordability continues to worsen due to increasing land/property values, increasing rents and loss of rental stock at the lower end of the market.

#### Demand for Affordable Housing

There has been a continuing decline in affordable housing stock in North Sydney, especially since the 1970s. Demand for affordable housing in North Sydney remains high and vacancy rates are extremely low at less than 2% (NSW Department of Housing 2007).

#### Existing Affordable Housing Stock

From 1997 to 2007 Council contributed \$1.95 million from section 94 levies to standalone and joint ventures with the State Government's Office of Community Housing (OCH). These properties are leased to Community Housing Lower North Shore (CHLNS), which then subleases the property to appropriate tenants.

Of the 14 properties (containing 54 affordable bed spaces) managed by CHLNS, eight are fully owned by Council with the remaining six being joint ventures between the Council and the OCH. Council also has an interest in 15 other public housing properties.

Council is currently in the process of updating its Affordable Housing Strategy to address contemporary issues and the introduction of the State Environmental Planning Policy (Affordable Rental Housing) 2009 (SEPPARH).

#### Role of Council Planning Instruments

In addition to Council's Section 94 Contributions Plan, Council's LEP and DCP include numerous objectives and controls related to the retention and creation of affordable housing.

#### Role of State Planning Instruments

In August 2009 the NSW State Government released the Affordable Rental Housing State Environmental Planning Policy (SEPPARH). SEPPARH aims make it easier, quicker and more attractive to build affordable rental homes in NSW.

SEPPARH aims to promote the construction of affordable housing accommodation by providing controls for development of new affordable units, townhouses, granny flats and other low cost accommodation.

These controls are aimed towards:

- Encouraging partnerships between private and not-for-profit housing providers to deliver a new supply of affordable housing
- Promoting the provision of affordable housing closer to major employment areas
- Mitigating against the loss of any existing affordable housing
- Promoting sites in NSW to be a beneficiary of major Australian Government housing funding programs
- Support innovative affordable housing styles, including granny flats and new generation boarding houses

Council staff have looked into the impact that SEPPARH is likely to have on Council's continued involvement in the provision of affordable housing. Part of this involved the engagement of an external consultant, Judith Stubbs & Associates, to prepare a position paper outlining the expected implications of SEPPARH for Council's Affordable Housing Program and Affordable Housing Strategy 2008.

It was found that there is considerable benefit for developers who chose to take up the development bonuses or expanded zone permissibility under SEPPARH in North Sydney, without creating commensurate affordable housing benefit in the LGA, in either the immediate or longer-term. Despite this finding, SEPPARH has had limited applicability to North Sydney with developers showing little interest in utilising the development incentives contained in the policy.

Another finding was that SEPPARH redirects development contributions collected to offset the loss of affordable housing away from Council to Housing NSW, thus cutting off a revenue stream that was to be used to support the development of new affordable housing.

Despite the lack of interest shown by developers in utilising the provisions contained in SEPPARH, the findings of the Judith Stubbs & Associates report increase the importance of Council seeking other means of protecting the remaining stock of low cost and affordable housing and seeking to mitigate its loss. Most of the strategies contained in Council's Affordable Housing Strategy 2008 are not affected by SEPPARH and will still be pursued so as to ensure that appropriate affordable housing is provided in North Sydney LGA. Council will review its Affordable Housing Strategy in mid-2011 once the outcomes of SEPPARH become apparent.

## 5.6 Response to Actions

Draft INSS in C1.3.1 Council to plan for sufficient zoned land to accommodate its local government area housing targets through its Principal LEP.

### Council response:

Council has prepared the North Sydney Draft RDS to address housing targets as set out by the draft INSS.

North Sydney Council's DLEP 2009 will contain sufficient capacity to accommodate over 6,000 additional dwellings by 2031 on top of 1,300 dwellings already approved since 2004 and therefore meet the NSW Government's housing target of 5,500 additional dwellings between 2004 and 2031.

Draft INSS in 2.1.1 Council to ensure location of new dwellings maintain the subregion's performance against the target for State Plan to increase the proportion of people living within 30 minutes by public transport of a Strategic Centre.

**Council response:**

Council will concentrate the bulk of new dwellings in Mixed Use centres in close proximity to retail, office, health, education, transport, leisure, entertainment facilities and community and personal services.

Draft INSS in C2.3.2 Council to provide for an appropriate range of residential zonings to cater for changing housing needs.

**Council response:**

Council will deliver housing choice for a range of socio-economic groups throughout North Sydney to meet the needs of existing and future residents.

**For more information:**

North Sydney's Residential Development Strategy, North Sydney Council, 2009.

I.D. Consulting, 2007.

Draft Subregional Strategy, Inner North Subregion, 2007.

North Sydney Local Environmental Plan 2001, North Sydney Council, 2001.

State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004.

Development Control Plan 2002, North Sydney Council, July 2007.

NSW Department of Housing 2007.

State Environmental Planning Policy No. 10 - Retention of Low Cost Rental Accommodation (SEPP 10).

## 6. Transport

### 6.1 Background

North Sydney LGA is well-serviced by public transport, both bus and rail. The LGA has some well-established pedestrian networks within the Centre, and to the surrounding areas. A bicycle route uses some of the streets and pathways within the Centre. However, the Centre suffers heavily from through-traffic, much of which is generated in the region beyond North Sydney and which impacts on pedestrian and cyclist accessibility, amenity and safety (North Sydney Centre, Public Domain Strategy, North Sydney Council).

Council is concerned with the increased traffic congestion and the need for better public transport as a cost effective and environmentally friendly alternative to the car. Closely linked to this is the significant demand and competition for parking in North Sydney. This will require particular solutions including the provision of attractive transport alternatives.

Council has set itself the following targets for a reliable, accessible and sustainable transport system (2020 Vision, North Sydney Council):

- Make North Sydney's CBD and other commercial areas more pedestrian and bicycle-friendly;
- Create shared zones throughout North Sydney;
- Conduct road safety campaigns every year;
- Express bus stops are established on the freeway in the North Sydney area;
- Make the State Government more aware of local transport issues;
- Local community transport services are expanded;
- Pedestrian and bicycle links are created between neighbourhoods;
- The 'walkability' of North Sydney is improved through the provision of additional signage and maps;
- A regional cooperation plan is developed for transport management;
- Management of demand for parking is improved;
- Resident parking provisions are improved;
- A local parking compliance rate of 75% is reached; and
- Parking solutions in commercial areas address the needs of the local business community.

This chapter identifies key directions of the draft INSS with regard to integrating transport and land use opportunities and to promote the use of public transport. The current state of travel and transport is then identified. The strategies and plans which Council has in place to manage transport and pedestrian issues in the LGA are also discussed. The chapter concludes by responding to the relevant actions of the draft INSS.

## 6.2 Draft INSS Key Directions for Council

### Integrate transport and land use opportunities

North Sydney is home to a complex network of transport systems including freeways and arterial roads and bus, train and ferry services. Roads accommodate significant volumes of traffic as people move through the area or arrive daily as workers or visitors.

### Promote use of public transport

Council intends to minimise the use of and reliance on cars as a means of everyday transport and ensure that alternatives to car use are well promoted and supported. Council will work with the State Government and private interests to ensure that transport services in the local area are comprehensive, interlinked and cater for the needs of the local community and workforce.

## 6.3 Current state of travel/transport

### 6.3.1 Rail

The North Sydney Demand Study assessed ABS Journey to Work data over two periods between 1996 and 2001. This study revealed that there has been a slight increase in train use while travel by car has decreased slightly. These two modes of transport heavily outweigh all other. In 2003 North Sydney station had a daily through put (in/out) of approximately 23,000 passengers.

The North Sydney Station has been upgraded to provide additional capacity to the subregion. This upgrade was completed in late 2008 and was expected to improve commuter capacity by 30%.

### 6.3.2 Vehicles

With regard to vehicular mode of transport, traffic and parking is considered to be a major issue. North Sydney Council has been active in promoting car-sharing and the use of hybrid electric vehicles through purchasing a number for its own use. Many of the NSROC Councils have been actively working with Sydney buses in promoting Park'n'Ride facilities (State of the Environment Report 2007, NSROC).

Council's DCP 2002 contains objectives and controls for on-site parking to limit traffic generation associated with private vehicle use. The NSDCP 2002 car parking requirement for commercial development is 1 space / 400m<sup>2</sup> of net lettable area. This generates a significantly lower car parking requirement than competing locations such as North Ryde / Macquarie Park, where the requirement for commercial development is as high as from 1 space / 46m<sup>2</sup> of net lettable area, depending on proximity to railway stations. For a commercial development of 20,000m<sup>2</sup> of net lettable area, only 50 car parking spaces would be required under NSDCP 2002, while in North Ryde / Macquarie Park, the requirement would be approximately 435 car parking spaces.

The CBD car parking availability amounts to a total of 39,904 bays (23,000 private and 16,904 public) (North Sydney Demand Study, Urbis JHD).

### 6.3.3 Walking and cycle network improvements

Footpaths provide a slightly varying function depending upon their location in terms of the abutting development as well as having a relationship with vehicular traffic volume (DCP 2002, North Sydney Council). Council intends to achieve:

- Design and construction of footpaths that meet Council standards, complements surrounding streetscape and reflects heritage and conservation values;
- Footpaths that provide a safe walking environment for all pedestrians and enhance visual amenity;
- Equal access opportunity that does not discriminate against the disabled; and
- Minimise disturbance to existing road infrastructure, public utility services and adjoining property from provision of footpath.

With regard to cycling, Council has installed approximately 21.9 kilometres of a planned total of 26.2 kilometres of on and off-road bike paths. As well as the marked cycle routes, the cycling map highlights unmarked useful cycling routes (State of the Environment Report 2007, NSROC).

North Sydney Council has produced an updated Cycling North Sydney map and helped develop regional walking maps including the Harbour to Spit Walk, the Harbour Bridge to The Great North Walk and A Harbour Circle Walk. The cycling map was developed to compliment Council's North Sydney Bike Plan, which has identified existing bicycle paths and prioritised funding for the construction of new bike paths.

## 6.4 Current Council Strategies

The following are strategies and plans that Council has in place to manage transport and pedestrian issues in the LGA:

### North Sydney Traffic and Transport Strategy

North Sydney Traffic and Transport Strategy (2006) states that vehicle users should pay for the costs of works associated with making their journeys compatible with these principles and with respect to the environment, the environmental effects of vehicular trips should be minimised by encouraging people to make fewer trips and use their cars less.

### North Sydney Centre Traffic Management Plan

The North Sydney Centre Traffic Management Plan (adopted as a policy in 2005) identifies relevant traffic management and pedestrian issues and establishes actions to implement the CBD Public Domain Strategy and accommodate growth. Council has plans to negotiate with the RTA to resolve the existing vehicular and pedestrian conflicts in North Sydney CBD (North Sydney CBD Revitalisation Programme).

### St Leonards Traffic and Pedestrian Management Plan

The St Leonards Traffic and Pedestrian Management Plan (Arup, 2004) makes several specific traffic recommendations for St Leonards. These include downgrading traffic, creating a bicycle route, widening footpaths, introduction of traffic signals and retaining roundabouts.

## Miller Street/Victoria Cross Masterplan

The Miller Street/Victoria Cross Masterplan was developed to upgrade the Miller Street and Victoria Cross intersection.

## 6.5 Response to Actions

Draft INSS D3.1.1 The Roads and Traffic Authority, in co-operation with local government, to continue to upgrade walking and cycling facilities, including Chatswood to Sydney Harbour Bridge cycle routes.

### Council response:

Council has produced an updated Cycling and Walking North Sydney maps.

Council has created pedestrian and bicycle links between neighbourhoods

Draft INSS D3.1.2 The State Government and local government to align local walking and cycling networks with public transport routes to improve accessibility to public transport.

### Council response:

Council has installed approximately 21.9 km of on and off-road bike paths.

The North Sydney Bicycle Plan (ARUP 2003 in St Leonards Traffic and Pedestrian Management Plan 2004) identifies Atchison Street as a significant bicycle route connecting St Leonards Station to existing bicycle routes on Miller Street. The planned route would be mainly on shared roadway and bicycle lanes where traffic volumes warrant.

Draft INSS D3.2.1 Local Government to implement the Metropolitan Parking Policy and ensure planning instruments are consistent with the policy.

### Council response:

Metropolitan Parking Policy is yet to be released.

### For more information:

Draft Subregional Strategy, Inner North Subregion, 2007

2020 Vision, North Sydney Council

Public Domain Strategy – North Sydney Centre, North Sydney Council, 2004

Environmental Impacts of Population Growth, NSROC

North Sydney Demand Study, Urbis JHD, 2004

State of the Environment Report 2007, NSROC

North Sydney CBD Revitalisation Programme

North Sydney Traffic and Transport Strategy

St Leonards Traffic and Pedestrian Management Plan, UraP TTW, 2005

Development Control Plan 2002, North Sydney Council, July 2007



## 7. Environment, Heritage and Resources

### 7.1 Background

While the character of North Sydney Council is that of a predominantly residential and commercial nature with attractive foreshore areas, it also has an attractive environment, significant bushland and heritage areas. As a result of increased pressures from urban development over the next 25 years, specific attention will need to be given to the environment, heritage and resources, which will be impacted by this growth.

Planning for the future requires an understanding of the changing nature of the community, the relationship to the natural landscape and Council's place in the metropolitan area as a whole.

This chapter identifies the key directions of the draft INSS. The Chapter then discusses Council's environment, heritage and resource assets in terms of the environment, heritage and resources. This is followed by discussion on the challenges and actions that Council is taking to address the identified challenges. The chapter concludes by responding to the relevant actions of the draft INSS.

### 7.2 Draft INSS Key Directions

#### Environmental Sustainability

Council will ensure that responsible management of the local environment is a guiding principle in all of its activities. Council aims to understand the links between its long-term wellbeing and its environmental, social and economic responsibilities.

#### Heritage and the Built Form

Council will work with its communities to create an urban environment that is welcoming, safe and beautiful. This urban environment will reflect Council's commitment to unique local heritage, culture and good urban design.

#### Resources - Open Space & Recreation

Council intends on developing new local parks and sporting facilities, broaden the usage of its existing sports and recreation assets and improve the care and management of them. Challenges for Council lie in an increasing demand for access to sporting facilities, the need for regional co-operation in recreation planning and for the creation of new parks and reserves for the local community.

### 7.3 Council's Environment, Heritage and Resources Assets

#### 7.3.1 Environment

There are approximately 43 hectares of bushland in North Sydney supporting 129 native fauna species and 344 native flora species in an area of 11km<sup>2</sup>. Most of this bushland is located on the foreshores of Middle Harbour or Port Jackson (DCP 2002, North Sydney Council).

In terms of waterfront uses, DCP 2002 (North Sydney Council) supports the continued active use of the waterfront for maritime based uses by maintaining recreational, industrial and commercial maritime use of water front properties and maintaining foreshore pedestrian access and extending it where possible. Council's Foreshore Access Plan (Figure 5) provides a good depiction of the active foreshore.

### 7.3.2 Heritage

The north shore of Sydney was inhabited by a number of Aboriginal bands including the Cammeraygal, the Wallumedegal and the Gayamil, who were part of the larger Kuringgai tribe. Of these, the Cammeraygal people occupied the area now known as North Sydney (DCP 2002).

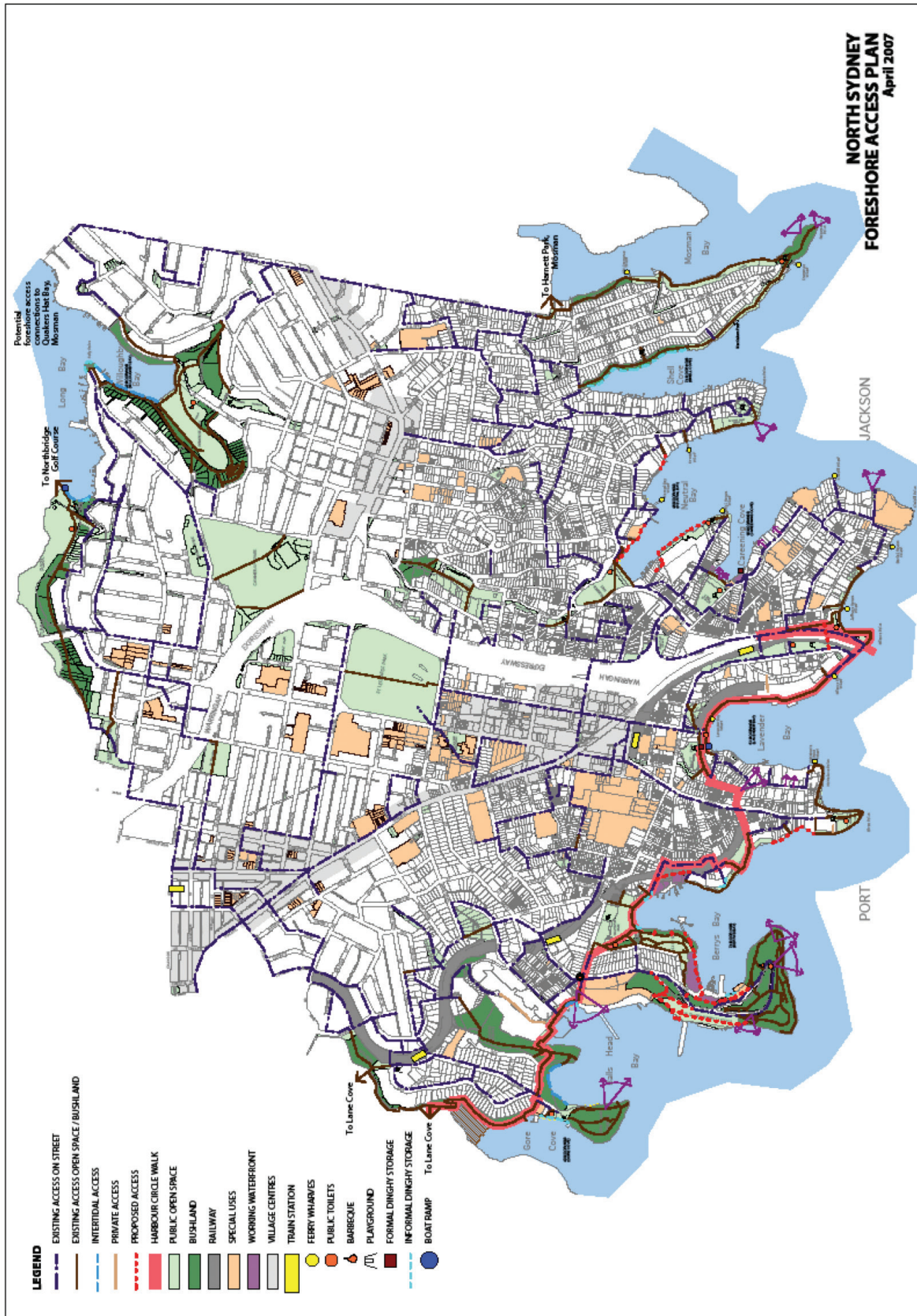
The European history of the North Sydney Centre began with early rural/industrial settlement in 1838. The opening of the Harbour Bridge in 1932, and construction of the Warringah Freeway in 1968, significantly altered the character of the Centre. The 1960s led to a period of commercial development, which continues today. Recently, there has been a push to balance commercial development with conserving the environmental quality of the Centre and surrounding residential areas. Some of the important heritage and cultural icons within the Centre are:

- Greenwood School, Miller Street;
- Don Bank Museum, Napier Street;
- North Sydney Post Office/Court House, Pacific Highway;
- Rag and Famish Hotel, 199 Miller Street;
- MLC Building, Miller Street;
- Woodstock, 172 Pacific Highway;
- Monte St Angelo College, 128 Miller Street;
- Old GPO Column, Mount Street Plaza; and
- Former fire station, 86 Walker Street.

North Sydney Council contains 25 heritage conservation areas and approximately 1,400 heritage items in total within the LGA. NSLEP 2001 provides protection to these heritage items. Of particular note are, Luna Park, Brett Whitely's former home and studio, BHP Tank Farm, the former Quarantine Boat Depot, the National Maritime Museum Shipyard and Graythwaite Estate. Preservation of these resources is vital in improving and maintaining the quality and sustainability of North Sydney (DCP 2002).

Council is currently undertaking a heritage conservation review to establish a basis by which heritage buildings may be protected in the future while creating a balance between heritage conservation and development.

Figure 5 North Sydney Foreshore Access Plan



(Source: North Sydney Foreshore Access Plan, April 2007)

### 7.3.3 Resources

Council's recreation areas are some of its greatest assets. Recreational facilities include the North Sydney Oval, the Olympic Pool and Indoor Sports Centre, sports fields, walking tracks, reserves, parks and children's playgrounds. Council's challenge is to manage the increasing demand for access to sporting facilities and the effective regional co-operation in recreation planning (Management Plan 2008-2010, North Sydney Council).

## 7.4 Challenges faced now and in the future

### 7.4.1 Impact of Development

The view of the North Sydney Regional Organisation of Councils (NSROC) is that the ability to absorb additional growth across the NSROC region will not be uniform (Environmental Impacts of Population Growth, NSROC). It is also argued that the ability to increase the density of dwellings in these regions will be limited, and there is the possibility that growth achieved under the Metropolitan Strategy may result in a different distribution across the seven LGAs than in the absence of it. This, in turn, could have a marked influence on the type of environmental impacts that occur, and where.

The view of the Department of Planning is that the population of Sydney is expected to grow and all Councils have the responsibility to accommodate this growth. Council is of the view that it can achieve the housing and employment targets set by the Department of Planning (RDS, 2009).

In terms of water consumption, the current rates of average annual water consumption per property vary between different NSROC areas. Some councils such as North Sydney have been consistently below Sydney average consumption in recent years, while others such as Hunters Hill have been significantly above average (Environmental Impacts of Population Growth, NSROC).

In terms of energy consumption, the Minister of Planning has approved the development for Transgrid (NSW) for the construction of a new 330kv underground cable from Picnic Point to Haymarket. The Department of Planning is to contribute to a special purpose fund, in partnership with EnergyAustralia to offset the environmental and social impacts of providing additional electricity supplies to the inner Sydney Region (Environmental Impacts of Population Growth, NSROC).

### 7.4.2 Heritage

The heritage environment has been pressurised by continuous development. This has been the result of the desire to maximise development potential of sites and the resultant demolition of these sites causing the loss of cultural heritage. Also, new development has been reflecting current trends, rather than existing character and increased car ownership has resulted in garages and carports replacing garden settings (Towards Sustainability Plan 2004, North Sydney Council).

A general lack of knowledge and understanding of Aboriginal heritage has also led to an unintentional damage of aboriginal sites and in some cases vandalism of these sites. Aboriginal heritage may also suffer damage as a result of land clearing for building activities, roads, landscaping, track construction and visitation. There are approximately 63 Aboriginal heritage sites identified in the North Sydney area alone (Towards Sustainability Plan 2004, North Sydney Council).

### 7.4.3 Biodiversity

#### Water

There are two water catchments in the North Sydney LGA, Berrys Creek and Quarry Creek.

In North Sydney the Council's Environmental Protection Officer regularly inspects businesses and work sites to ensure that environmental controls and safeguards are being properly implemented and assists businesses in developing plans to help them protect water quality. North Sydney Council is also working with specific industry types such as marinas, service stations and mechanics to assist them in ensuring they protect water quality (State of Environment Report 2006, NSROC).

#### Acid Sulfate Soils

When exposed to air after being disturbed, soils containing iron sulfides produce sulfuric acid and often release toxic quantities of iron, aluminium and heavy metals. Acid sulfate soils can have major environmental, economic, engineering, and health impacts, and can constrain development, construction and other activities in affected areas.

North Sydney Council has 26ha of potentially known acid sulfate soil areas. The State government has already completed extensive mapping of acid sulfate soils. The Councils belonging to NSROC have prepared, or are in the process of preparing, the appropriate planning instruments to ensure disruption of acid sulphate soils is minimised (State of Environment Report 2006, NSROC).

#### Bushland

Much of the bushland in North Sydney LGA has been cleared for development. The small pockets of bushland that remain are minimal remnants which have resulted in an unknown number of local extinctions of native plants and animals. There have, however, been sightings of a number of threatened species of fauna and flora. The careful management of bushland areas will be essential to the ongoing survival of these and other species in the local area (Towards Sustainability Plan 2004, North Sydney Council).

#### Fauna and flora

The introduction of feral animal species such as cats has led to the decline of native mammals, birds, reptiles and frogs through predation and competition for food and habitat. Also, introduced plant species or weeds compete with native plants for sunlight and space and reduce natural vegetation that can impact food and habitat availability for native fauna (Towards Sustainability Plan 2004, North Sydney Council).

The NSW Department of Environment and Conservation's database of fauna and flora records (Atlas of NSW Wildlife) identified five fauna threatened species (Towards Sustainability Plan 2004, North Sydney Council):

- *Acacia terminalis subsp. Terminalis* (sunshine wattle) - endangered,
- *Burhinus grallarius Bush* (Stone-curlew) – endangered;
- *Ptilinopus superbus* (Superb Fruit-Dove) - vulnerable;
- *Ninox strenua* (Powerful Owl) - vulnerable;
- *Pteropus poliocephalus* (Grey-headed Flying-fox) - vulnerable; and
- *Miniopterus schreibersii oceanensis* (Eastern Bent-wing Bat) - vulnerable.

## 7.5 Actions Council is taking to address these challenges

### 7.5.1 Environmental Sustainability

At a global level, Council has implemented a range of strategies to tackle climate change including the 3CBDs Greenhouse Initiative, which encourages businesses to rate their building using ABGR (Australian Building Greenhouse Rating) and improve on greenhouse performance advice. Council has hosted a range of energy forums and workshops and currently offers free energy audits for householders and providing residents with energy efficient light globes and AA showerheads (SoE 2007, NSROC).

At a local level, there has been significant funding to Councils in 2007 through Metropolitan Greenspace Program and Sharing Sydney Harbour Access Plan (SSHAP). Energy efficiency and water conservation measures are incorporated into Council's planning controls.

Council's Community Bushcare project 'Adopt a Plot: Help Preserve our Bush Reserve' encouraged residents of Cremorne Point to take an active role in a bushland plot within Cremorne Reserve. This was either by committing to work with a qualified bush regenerator for three hours a month or by making a donation for the work to be done by a qualified bush regenerator (SoE 2007, NSROC).

Council also has a Native Haven Program, which offers assistance to residents who wish to help the environment by using local indigenous plants in their garden. Native plants provide food, shelter and nesting materials for native animals (State of Environment Report 2006, NSROC).

### 7.5.2 Heritage

Council's local indigenous population is small, totaling around 100 people (2020 Vision, North Sydney Council). Despite this, Council's indigenous community is developing a stronger identity in the area with increased interaction and gatherings, the development of a local service network and preservation of local aboriginal heritage sites.

In terms of neighbourhoods and streetscapes, Council will work with its communities to create an urban environment that is a welcoming, safe and beautiful. It will reflect Council's commitment to unique local heritage, culture and good urban design.

Council is currently undertaking a heritage conservation review to establish a basis by which heritage buildings may be protected in the future while creating a balance between heritage conservation and development. The LGA currently contains approximately 1400 heritage items, 1350 contributory items and 200 uncharacteristic items. The NSLEP 2001 has specific objectives with regard to the heritage conservation controls, aboriginal sites and relics, heritage items and conservation areas for the protection of these sites, items and areas.

### 7.5.3 Resources

Council will develop new local parks and sporting facilities, broaden the use of existing open space and recreation resources and improve how it cares for and manages them. Council will work with other organisations, locally and regionally, to realise these ends. The importance of providing opportunities for community health and wellbeing will be central to all of Council's open space and recreation planning.

## 7.6 Response to Actions

Draft INSS E2.1.5 Council should continue to promote water sensitive design.

### Council response:

The St Leonards Park Stormwater Reuse project was completed in 2007. North Sydney Council is currently constructing a water reuse scheme in Cammeray Park in partnership with the Cammeray Golf Club. The project involves the construction of a storage dam that captures runoff from a large stormwater drainage box culvert under the golf course that drains to Willoughby Bay. Water would be pumped to the storage dam to allow finer sediment to settle out of the water before it is used as irrigation.

Council will incorporate innovative sustainable measures into its planning controls.

Council will pursue initiatives to maintain local biodiversity and, in partnership with the community, work to preserve bushland and minimise water pollution.

Council will prepare strategies for waste avoidance and domestic waste minimisation.

North Sydney Council is also working with specific industry types such as marinas, service stations and mechanics to assist them in ensuring they protect water quality.

Draft INSS E5.3.1 Council is to plan for land affected by flooding in accordance with the Government's Flood Prone Land Policy and Floodplain Development Manual.

### Council response:

Council has identified and planned for lands affected by flooding.

Draft INSS E5.3.3 Council is to develop bushfire prone land maps and Bush Fire Risk Management Plans to inform the development of their draft LEPs in accordance with Section 117 Direction No. 19 – Planning for Bushfire Protection.

### Council response:

Council has mapped its bushfire prone land to inform the development of its Principal LEP.

Draft INSS E6.1.2 Where existing heritage studies are out of date or inadequate, Council will review and/ or update them as part of preparing their principle LEPs.

### Council response:

Council has undertaken a heritage conservation review as part of its comprehensive LEP.

**For more information:**

2020 Vision Strategic Plan, North Sydney Council

Development Control Plan 2002, North Sydney Council, July 2007

State of the environment report 2007, NSROC

State of Environment Report 2006, NSROC

Management Plan 2008-2010, North Sydney Council

Towards Sustainability Plan 2004, North Sydney Council

Environmental Impacts of Population Growth, NSROC

North Sydney Local Environmental Plan 2001, North Sydney Council, July 2007

Draft Subregional Strategy, Inner North Subregion, 2007

North Sydney Council, Foreshore Access Plan, April 2007

North Sydney's Residential Development Strategy, North Sydney Council, 2009.



## 8. Parks, Public Places and Culture

### 8.1 Background

Of North Sydney's 10.5km<sup>2</sup> of physical area, close to 15 percent is open space in the form of sports fields, parks and reserves and a lot of this land has a frontage to Sydney Harbour and associated bays and waterways.

North Sydney Council owns and controls 172 open space areas covering 144.82 hectares. These range from foreshore, natural bushland, park and garden settings to street closures and road reserves. Over 50% of all open space areas in North Sydney are more than 100m<sup>2</sup> in area (Section 94 Plan, North Sydney Council).

Council's open space and recreation facilities are integral to its community health and wellbeing and Council's connection with the natural environment. Council's local open space and recreation areas are some of its greatest treasures. Parks and reserves such as Balls Head, Berry Island, Tunks Park, Blues Point, Cremorne Reserve, and St Leonards Park are some of the most attractive and picturesque tracts of open space in the Sydney Metropolitan area. Recreation facilities are also numerous, from North Sydney Oval, the Olympic Pool and Indoor Sports Centre to sports fields, walking tracks and children's playgrounds.

The LGA has been described as having a village atmosphere, strong community spirit, a feeling of connection to neighbours and wider networks in the locality. Local features such as Stanton Library, Civic Centre, the precinct system and arts and cultural events enhance this sense of community. Targets set by Council in terms of community identity are:

- Community information is available and accessible in a range of formats;
- Participation of young people in community activities and events is increased;
- Precinct system is reviewed and action taken to encourage greater local participation; and
- Support and celebrate Indigenous heritage, culture and inclusion through collaboration with.

This chapter identifies the key directions of the draft INSS in terms of the access and provision to parks and public places, and enhancing cultural life. The chapter then sets out the challenges for the provision of open space and community assets and concludes by responding to the relevant actions of the draft INSS.

### 8.2 Draft INSS Key Directions for Council

#### Increase access to quality parks and public places

North Sydney resident's connection with the natural environment is maintained through local parks and reserves that are predominantly located in the foreshore area and small pockets of urban bushland. A key challenge for the Council is in meeting the increasing community demands for access to sporting facilities and for the creation of new parks and reserves (Regional Social Report, NSROC, 2005).

### Provide a diverse mix of parks and public places

Council will continue to broaden the usage of its existing sports and recreation assets. Council's challenges lie in an increasing demand for access to its sporting facilities, the need for regional co-operation in recreation planning and for the creation of new parks and reserves for the local community.

### Enhance Cultural Life

Council will preserve the strong bonds already present in its community and continue to give more recognition and support to cultural diversity. Council will also create a safer environment for people who live and work in North Sydney.

## 8.3 Challenges for provision of open space & community assets

Council's sport and recreation needs range from small to large-scale projects (North Sydney Recreation Needs Study, North Sydney Council). The practicalities of achieving some of these needs will be constrained primarily by economic realities, land availability and population trends. The key issues for Council are to maintain the environmental integrity and amenity of parks, reserves and bushland and to address intensive use of current sportsgrounds through multi-use strategies and the acquisition of additional land for open space purposes.

In terms of the change in demand for services from increased residential population (Section 94 Plan, North Sydney Council), the increase in population will place increased pressure on existing facilities and, thus, create demand for an increase in the capacity of those facilities.

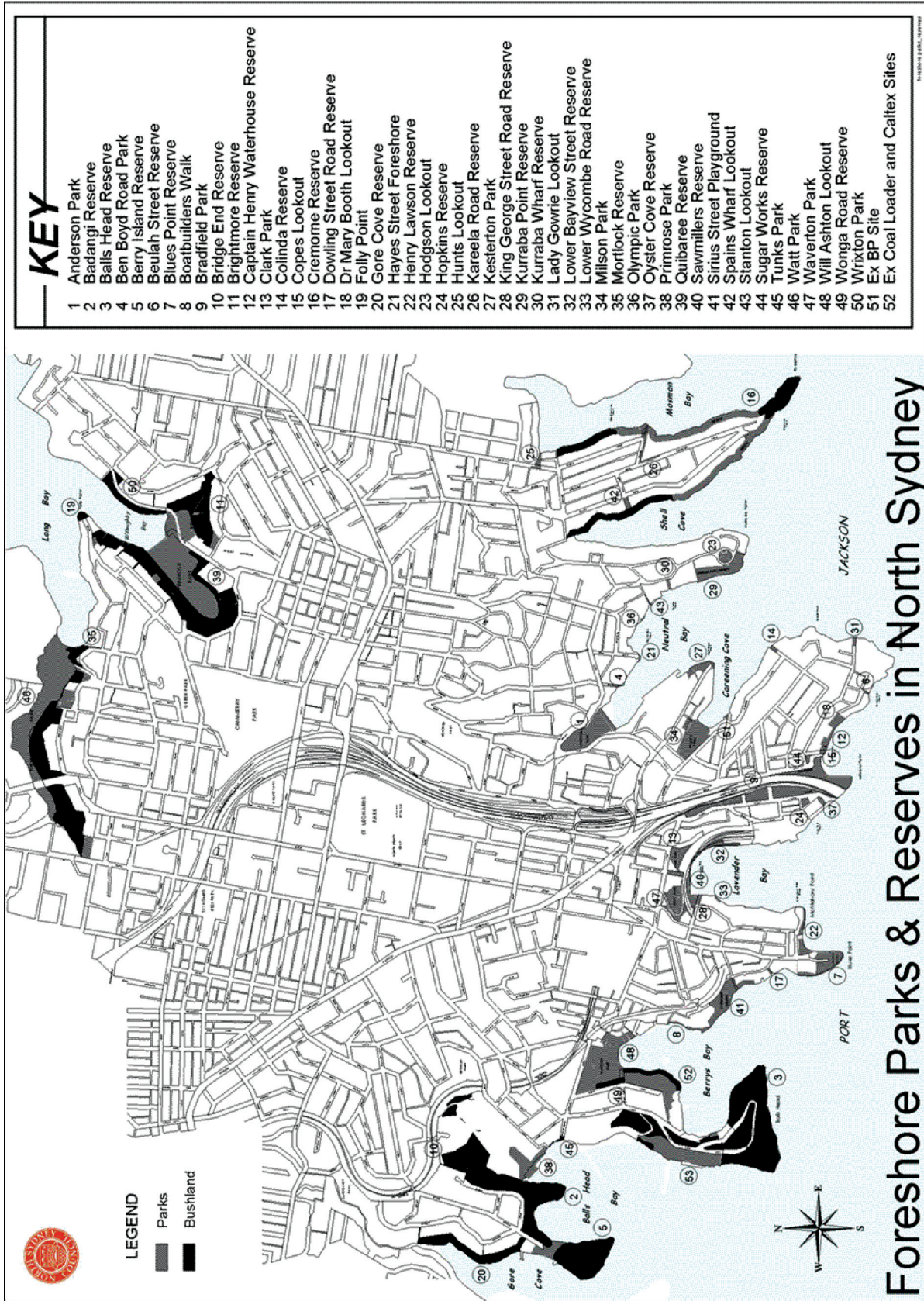
Given these constraints, the amount of open space needed to be acquired for the increase in population is not realistic. Therefore, in addition to open space acquisition strategies, and to ensure that the additional population does not result in a decrease in the level of service provision, it is recognised that the remainder of the total demand for open space will be achieved through increasing capacity of existing open spaces. Council can make improvements to open space, such as new playgrounds, seating, access pathways, bush clearing and regeneration, that increase the usability of open space for a range of users, and thus increase the capacity of open space to accommodate additional users.

### 8.3.1 Foreshore Parks and Reserves

North Sydney's foreshore parks and reserves include bushland areas, large developed urban parks, sportsgrounds, playgrounds and numerous small parks and lookouts (see Figure 6). The popularity of these areas means that they must be carefully managed (Foreshores Parks and Reserves, North Sydney Council).

The distribution of open space within the North Sydney area is relatively uneven, being largely a result of geographical constraints and historical factors. North Sydney Council has a water frontage of approximately 18.6 kilometres. Some 16.2 kilometres of this fronts Sydney Harbour while another 2.4 kilometres fronts Middle Harbour (Foreshores Parks and Reserves, North Sydney Council).

Figure 6 Location of all foreshore parks and reserves



To manage its foreshore area, Council prepared the North Sydney Harbour Foreshore Access Strategy (Council Report, 2004), which presents a vision and direction, which Council will follow to secure more access to its foreshore land and waterways so as to increase the opportunities for use. This strategy is in response to the Sharing Sydney Harbour Access Plan which represents an integrated approach by looking at both land and water access issues. It is intended that the North Sydney Harbour Foreshore Access Strategy will be a useful planning tool for achieving goals and objectives of the broader Sydney Harbour Access Plan

## 8.4 Response to Actions

Draft INSS F1.2.1 Inner North Councils and State Government to focus on enhancing the capacity and quality of existing open space.

### Council response:

For quality open space, Council will prepare landscape design and masterplans for Kurraba Reserve, Kesterton Park, and Tunks Park.

Due to limited open space, the playground Plan of Management will be implemented to utilise open space to its best use.

Draft INSS F1.3.1 Council to work in partnership with the Department of Environment and Climate Change, Department of Planning and the Roads and Traffic Authority to explore ways to improve access to waterways and links between bushland, parks and Strategic Centres and local centres.

### Council response:

Council will provide bicycle racks in selected foreshore areas.

Council will investigate opportunities to make areas more accessible to the water. This includes the consideration of public jetties and steps. Identified opportunities will be pursued in accordance with levels of need.

Council will implement its Foreshore Access Strategy to allow greater access to its foreshore land and waterways so as to increase the opportunities for use.

Small boat storage is identified as an issue that needs to be addressed, to control environmental degradation occurring to boat storage sites and related access paths. Actions to address this include provision of storage and repairs to tracks and storage areas where required.

Draft INSS F2.1.1 Councils should continue to maintain or enhance the provision of local open space, particularly in centres and along transport corridors where urban and particularly residential growth is being located.

### Council response:

Council aims to provide additional open/civic space in areas of increasing residential densities.

It is recognised that the remainder of the total demand for open space will be achieved through increasing capacity of existing open spaces.

Council has completed a review of the Recreation Needs Study.

Open Space in the North Sydney Centre is protected by restrictive overshadowing controls of these areas.

Draft INSS F2.1.2 Where there is local open space, Councils should consider an open space embellishment program that improves facilities to encourage use.

**Council response:**

Improvements in open space will be focussed on embellishing existing open space.

Draft INSS F2.1.3 Councils should consider the mechanisms to increase the capacity of local sports fields to a district level.

**Council response:**

This is highly constrained by access to readily available land for sports fields.

Draft INSS F2.1.4 State Government and local Councils to develop links between smaller reserves to create diversity and broader user experience.

**Council response:**

This is achieved by Council's Foreshore Access Strategy and the State Government's Sydney Harbour Action Plan initiative.

Draft INSS F2.3.1 In planning for future growth, Council to consider the need for civic space and identify opportunities to enhance existing civic space and provide new civic spaces.

**Council response:**

North Sydney Council's Streets Alive program is an opportunity for members of the community to participate in creating and caring for gardens on public land.

Draft INSS F4.1.1 Local Councils are encouraged to prepare Cultural Plans for their Local Government Areas.

**Council response:**

Council prepared the North Sydney Cultural Plan 2004-2007 in consultation with the community and cultural organisations. This plan, to be reviewed every three years focuses on access to community facilities and cultural equitability.

Draft INSS F4.2.1 In planning for North Sydney, Crows Nest and other locations, Councils should recognise and enhance the existing nightlife and entertainment clusters.

**Council response:**

Council has prepared the Crows Nest Retail Study, several CBD studies and the SLS. All of these studies recognise existing nightlife and entertainment clusters.

**For more information:**

Regional Social Report, NSROC, 2005  
North Sydney Recreation Needs Study,  
North Sydney Council (GHD)  
Management Plan 2008-2010, North  
Sydney Council  
Section 94 Plan 2006, North Sydney Council

Playgrounds Plan of Management, North  
Sydney Council  
Foreshores Parks and Reserves, North  
Sydney Council  
Draft Subregional Strategy, Inner North  
Subregion, 2007

## 9. Infrastructure

### 9.1 Background

Infrastructure has not been identified as a specific chapter of the draft INSS. However, as part of this LDS, Council intends to ensure local infrastructure is maintained and improved in the long-term. The term 'local infrastructure' describes the framework of roads, drains, seawalls, stairways, bus shelters, retaining walls, public signs, and footpaths. Council's local infrastructure is getting old and the need for maintenance and renewal is increasing. In order to maintain its local infrastructure at a satisfactory standard in future, it is likely that Council will need financial assistance from other levels of government (2020 Vision, North Sydney Council).

This chapter identifies Council's current infrastructure assets and sets out the challenges facing the provision and maintenance of this infrastructure. Since the draft INSS does not address infrastructure, there are no actions to respond to in this chapter.

### 9.2 Councils current infrastructure assets

The infrastructure assets for Council include:

- Footpaths;
- Road Pavement;
- Seawalls and Marine Structures;
- Stormwater Drainage;
- Street Furniture;
- Structures; and
- Traffic Facilities.

### 9.3 Challenges facing provision and maintenance of infrastructure

#### 9.3.1 Roads

Future traffic growth will be a major challenge to the maintenance of infrastructure. Many of the failures on roads start with surface cracking which leads to moisture ingress and further deterioration of the road sub base structure. Council proposes to undertake heavy patching on local roads to address these specific structural problems in roads.

#### 9.3.2 Footpaths

Council has implemented a detailed footpath inspection program in recent years. This program uses intervention levels to prioritise works.

### 9.3.3 Kerb and Guttering

The condition of Council's kerb and gutter is generally considered satisfactory. A possible reason for this is that some kerb and gutter reconstruction is done in association with development and paid for by developers. Also some kerb and gutter reconstruction is done in association with other Council projects such as new streetscape projects, drainage, and road works.

### 9.3.4 Sea Walls and Marine Structures

A considerable proportion of Council's seawalls are now between 50 and 100 years old. Consequently, many of these assets are now requiring increased levels of maintenance, repair and/or replacement. It is proposed to accelerate the Seawall Repair & Stabilisation Program, which enables an additional 75m of sea wall length per year.

Marine Structures include wharves, jetties, boardwalks, pontoons, and boat ramps. These are located in a very aggressive environment with seawater attack on steel and concrete reinforcement, marine borer attack on timber structures, wave action, and impact from seagoing vessels.

### 9.3.5 Drainage

Failures in drainage pipes typically occur from a pipe overloading resulting in collapses, tree root ingress resulting in joint failures and blockages, and protruding junctions causing blockages. Council intends on implementing video inspections of existing pipes, pipe cleaning, and undertake appropriate repairs. Pipes beyond repair will be replaced and "upsized" if required.

### 9.3.6 Street Furniture

Street furniture has been expanding significantly in recent years due to various streetscape projects and other new projects in Council's parks and reserves being completed. It is proposed to increase painting of timber furniture as well as accelerate the replacement of timber slats. This will reduce rot and prolong the life of the street furniture.

### 9.3.7 Bus Shelters

The current maintenance strategy is to repair damaged structures as required. Repair costs are high due to the nature of Council's bus shelters. The current level of service is limited by funding and as a consequence many minor defects are not addressed. This increase in preventative maintenance will increase the life of bus shelters. New shelter construction is limited and is focused on providing new shelters only where demand is high on the major bus routes.

### 9.3.8 Lights

Council is installing multi-purpose poles (MPPs) throughout the CBD. MPPs reduce the clutter of poles at street intersections by allowing lighting, street signs, banners and traffic control signals to be placed on one pole.

Council has 926 lamps and 430 light poles. The most cost effective way of maintaining lamps is bulk replacement. Council intends on implementing a more effective maintenance program including painting of poles, bulk replacement of lights, and cleaning of lenses.

### 9.3.9 Fences

Most of Council's fences are timber "ordinance" fences and are subject to damage from rot, termites and borers. Council's existing fences are in poor condition. Council intends to undertake more extensive post replacement and renewal of fences.

### 9.3.10 Retaining Walls

In order to prevent the decline in retaining walls, a preventative maintenance strategy must be developed. Council proposes to implement a routine inspection program and carry out joint repair, removal of invasive vegetation, block replacement, subsoil drainage, and rock bolting. A preventative maintenance program will significantly extend the life of Retaining Walls.

### 9.3.11 Pollution Pits

As most of Council's pollution pits have been constructed in the last 10 years or so and have structures with an expected life of around 100 years. Council currently spends a significant amount on cleaning pollution pits as well as replacing trash racks.

### 9.3.12 Traffic Devices

A recent survey of Council's traffic devices showed that the condition was mostly satisfactory. The structural elements of traffic devices have a relatively long expected life.

### 9.3.13 Parking Meters

Council's Parking Meters have been replaced in recent years.

### 9.3.14 Response to Actions

Since the draft INSS does not address Infrastructure, there are no actions to respond to.

#### **For more information:**

2020 Vision Strategic Plan, North Sydney Council

s94 Plan 2006, North Sydney Council

2006 Metropolitan Water Plan, NSW Government

North Sydney CBD, Newsletter, Winter 2006



# 10. Governance

## 10.1 Background

Governance is a key strategy for Council to conduct itself in an honest and transparent manner with due regard for the rights of those who may be affected by Council decisions (North Sydney Strategy (1996) in Towards Sustainability Plan 2004). In keeping with the ideals of good governance, Council endeavours to foster community involvement in its activities and decision-making and champion ethical and transparent practices in local government. Council achieves this by implementing a range of services and codes that guide the organisation in providing the local community with transparent and inclusive government (Management Plan 2008-2010).

This chapter identifies the key of the draft INSS with regard to aligning subregional planning and local planning with State government involvement. The chapter then discusses the mechanisms, plans and strategies for governance applied by Council. The chapter concludes by responding to relevant actions of the draft INSS.

## 10.2 Draft INSS Key Directions for Council

### Align subregional planning and local planning with Strategy Aims

Subregional planning provides a framework for the distribution and timing of new houses and employment capacity targets in-line with the vision for the Inner North Subregion. North Sydney Council is partner to the draft INSS and is committed to achieving the targets set by the draft INSS for the allocated distribution of housing and employment targets.

Council is committed to local planning and assessment and has received Planning Reform Funding to review its controls and prepare a comprehensive LEP. Council is currently reviewing its controls and the DoP is overseeing this process.

### Improve State Involvement in Strategic Places and Projects

North Sydney Council has been identified as a Strategic Centre as part of the Metropolitan Strategy and these Centres will be the focus of State planning. In order to ensure that State targets in terms of housing and employment are met, Council has prepared this LDS, a RDS, and DLEP 2009 to ensure that development occurs in an organised manner with the assistance of the State government.

## 10.3 Mechanisms/plans/strategies

Council's 2020 Vision for Governance and Organisation are:

- Periodic auditing and benchmarking exercises are conducted to ensure that service delivery is efficient, competitive and is based on open and ethical government;
- Long-term staffing needs are determined taking account of the changing nature of work and the workforce;
- Strategies for attraction and retention of staff are adopted;

- Performance in relation to social, environmental and economic responsibilities is reported on periodically;
- A customer satisfaction survey is completed every two years;
- Public forums are organised periodically to encourage community input in emerging issues;
- Improvements to external communications are achieved;
- An audit of consultation practices is completed and improvements are made based on findings; and
- Community participation in Council committees is representative of the North Sydney community and is increased to the maximum defined in each committee's charter (2020 Vision, North Sydney Council).

The North Sydney Management Plan 2008-2010 (North Sydney Council) is to provide an instrument of public accountability and the basis for measuring the performance of the Council. Some of the programs Council implements for good governance are:

- Open Government - Public Participation, to provide ethical and transparent governance that is founded on principles of accessibility, accountability and public participation;
- Customer Service, to provide effective and efficient centralised customer service delivery;
- Communications, to provide timely, engaging and accessible information to our community about Council's programs, policies and activities and to support internal communications strategies;
- Organisational Sustainability, to build the capacity of the Council to pursue sustainability in its operations and service delivery. in a social, economic and environmental context;
- Council Support, to co-ordinate the production of Council Business Papers, and provide administrative support and information to Councillors and Council staff;
- Human Resources, to pursue organisational sustainability through human resources programs that attract, retain and motivate employees;
- Occupational Health and Safety, to ensure a high standard of health and safety in the workplace and to provide effective post-injury management;
- Technology, to provide computer based electronic systems that are appropriate to the needs and functions of the organization; and
- Document Management, to provide secure and accurate recording, storage, retrieval and preservation of Council's records.

Council has consultation policies and strategies to provide the community with as much access as possible to information held in its files consistent with its duties and obligations under:

- The Freedom of Information Act;
- The Privacy and Personal Information Protection Act; and
- The Local Government Act.

The decisions made by Council and staff have a direct impact on the local community. Council's Public Consultation policy recognises that decisions are enhanced when broader community views are acknowledged and taken into consideration during the decision making process.

The mission for Councils employees is to optimise employee performance in an enjoyable, safe, fair and equitable workplace. Council achieves this by being:

- Ethical and compassionate in fulfilling its role and responsibilities;
- Transparent, accountable and inclusive in our decision making;
- Plans for the future;
- Conduct all activities with respect and courtesy;
- Use periodic auditing and benchmarking processes to ensure service delivery is efficient and competitive;
- Ensure staffing strategy aims to take into account the changing nature of work and the workforce;
- Have strategies in place for the attraction and retention of staff;
- Able to provide strong community leadership and manage the organization effectively;
- Welcome innovation; and
- Communicate openly and share information.

## 10.4 Response to Actions

Draft INSS G1.2.2 Council to prepare new Principle LEPs within three-year timeframes using the Standard LEP as the basis for Principle LEPs.

### Council Response

Council's comprehensive LEP will be in accordance with the Standard Instrument.

Council is committed to good governance and meeting the housing and employment targets set by draft INSS.

Draft INSS G2.1.1 Cross-Government arrangements to deliver planning outcomes will be co-ordinated in St Leonards.

### Council Response

Council is working with Willoughby and Lane Cove Councils and State Government to deliver planning outcomes in St Leonards.

#### **For more information:**

2020 Vision Strategic Plan, North Sydney Council  
North Sydney Strategy (1996) in Towards

Sustainability Plan 2004  
North Sydney Management Plan 2008-2010, North Sydney Council

# 1. References

- North Sydney Local Environment Plan 2001, North Sydney Council, 2007.
- Development Control Plan 2002, North Sydney Council, July 2007.
- North Sydney Section 94 Contributions Plan, North Sydney Council, January 2004.
- North Sydney's Residential Development Strategy, North Sydney Council, 2009.
- Public Domain Strategy – North Sydney Centre, North Sydney Council, 2004.
- Marketing Strategy for North Sydney CBD, North Sydney Council, 2005.
- North Sydney Demand Study, urbis JHD, November 2004.
- 2020 Vision-Performance Report, North Sydney Council, 2006.
- 2020 Vision Strategic Plan, North Sydney Council (undated).
- Traffic Management Plan, North Sydney Council, 2005.
- Traffic and Pedestrian Management Plan, UraP TTW, 2005.
- Playgrounds Plan of Management, North Sydney Council, 2003.
- Foreshores Parks and Reserves, Plan of Management, North Sydney Council, 2003.
- North Sydney Recreation Needs Study, GHD, 2005.
- Marketing Strategy, North Sydney Council, June 2005.
- North Sydney Management Plan 2008-2010, North Sydney Council
- CBD Advertising Campaign 'Where business happens'
- North Sydney CBD Revitalisation Programme, North Sydney Council.
- North Sydney Traffic and Transport Strategy, North Sydney Council (2006).
- Council Report of Cathy Edwards-Davis, North Sydney Harbour Foreshore Access Strategy, Traffic Engineer, 31 May 2004.
- Council Report of Cathy Edwards-Davis, Traffic Engineer, North Sydney Council, Transport Strategies & Public Transport Funding – Position Statement, 2006.
- North Sydney Council Report to Combined Precinct Committee, David Parsell, 19 February 2008.
- North Sydney CBD, Newsletter, Winter 2006.
- St Leonards Traffic and Pedestrian Management Plan, Arup Transport Planning, 2004.
- St Leonards Strategy, David Lock Associates, 2006.

St Leonards Public Domain Strategy, Woods Bagot, 2003.

City of Cities, A Plan for Sydney's Future, Metropolitan Strategy, 2005.

Draft Inner North Subregional Strategy, Department of Planning, 2007.

Employment Lands for Sydney, NSW Government Metropolitan Strategy, March 2007.

Department of Planning, circular PS06-005 "LEP Review Panel", 16 February 2006.

NSW Planning System, Summary Paper, Department of Planning, 2007.

Environmental Impacts of Population Growth, NSROC, 2005.

Environmental Impacts of Population Growth, NSROC, 2007.

State of the Environment Report, NSROC, 2007.

Census Data for North Sydney LGA, Australian Bureau of Statistics, 2006.

<http://www.northsydney.net.au>

<http://www.northsydney.nsw.gov.au>