



Assessment of St Leonards South Precinct Contributions Plan (2025)

Lane Cove Council

Draft Report

August 2025

Local Government »

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Image taken on Worimi Country (Myall Lakes)

The Independent Pricing and Regulatory Tribunal

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Invitation for submissions

IPART invites comment on this document and encourages all interested parties to provide submissions addressing the matters discussed.

Submissions are due by Tuesday, 23 September 2025

We prefer to receive them electronically via our [online submission form](#).

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Assessment of St Leonards South Precinct Contributions Plan (2025)
Independent Pricing and Regulatory Tribunal
PO Box K35
Haymarket Post Shop, Sydney NSW 1240

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1 Executive Summary

Lane Cove Council (council) submitted a revised [St Leonards South Precinct Contributions Plan \(SLS CP\)](#) to IPART for assessment in July 2025. This is the second time that IPART is reviewing the SLS CP.

The proposed development covers a net developable area (NDA) of approximately 6.2 hectares¹ and is projected to deliver an additional 1,839 dwellings for an additional population of about 3,629 residents.² This will increase the demand for transport, stormwater, and open space infrastructure in the St Leonards South Precinct.

The plan first came into force in April 2022. As of June 2025, approvals have been issued for approximately 80% of the projected new dwellings.³ The developments in the precinct are in different phases of construction. Some of the developments have taken up affordable housing State Environmental Planning Policy (SEPP) bonuses^a, though this does not appear to have changed the projected number of dwellings.⁴

Across all dwelling types, the council's revision of SLS CP proposes a 19% increase in contribution rates from the IPART-reviewed rate of 2021. This increase is driven by the actual cost of land acquisition, and an increase in estimated cost for future land acquisition^b and works. The proposed contribution rates range from \$24,150 for a studio/1 bedroom apartment to \$53,474 for a 3 (plus) bedroom dwelling. The proposed total revised cost of the plan is now \$62.585 million, up from \$52.569 million.⁵

Our assessment has found that the SLS CP meets most of the assessment criteria. We found that nexus is established between the works required and the new development in the St Leonards South Precinct. All items included in the SLS CP are consistent with the essential works list and the apportionment ratios proposed in the SLS CP are reasonable for all infrastructure categories. We found that the costs in the SLS CP are reasonable however we have made draft recommendations relating to indexation of land and works costs and updating the SLS CP to reflect recent land acquisitions and the staging of works.

We have made 4 draft recommendations.

Draft recommendations

1.	That the council updates the SLS CP and the works schedule to reflect the acquisition of 23 Berry Road, St Leonards and Lot 17, DP 1214016.	20
2.	That the council applies the ABS Producer Price Indexes (PPI) to index the works cost.	22

^a On 14 December 2023 the NSW Government implemented in-fill affordable housing reforms to encourage private developers to boost affordable housing and deliver more market housing. The reforms include granting floor space ratio (FSR) and height bonus in exchange for allocating some portion of development to affordable housing. Source: Department of Planning, Housing and Infrastructure, [In-fill affordable housing](#), accessed 30 July 2025.

^b Out of 10 lots required for a local park, 5 have been acquired. Of the acquired lots, one acquisition was finalised on 4 August 2025.

- | | | |
|----|--|----|
| 3. | That the council applies the Cotality unimproved land value index for Greater Sydney (Greater Capital City) to index the cost of land not yet acquired. | 23 |
| 4. | The council update the works schedule in Appendix A of the SLS CP to include the staging of infrastructure, whether by reference to dates or thresholds. | 27 |

2 Introduction

NSW needs more housing supply to accommodate the State's growing population. The Government is seeking to address this housing supply shortage through the Transport Oriented Development (TOD) program which includes building more housing near metro and rail stations to allow more people to live close to existing transportation, services and amenities.⁶

St Leonards South Precinct has been identified as part of the St Leonards and Crows Nest priority growth areas and precincts, which has led to its rezoning in 2020 to accommodate more housing development.⁷

To ensure that the anticipated housing development serves existing and future residents in the community, the council needs to provide additional infrastructure. This includes new and upgraded roads, stormwater management, community facilities and open spaces. In NSW, councils can require developers to contribute to the cost of providing that infrastructure.

2.1 IPART's role

Under section 7.11 of the *Environment Planning and Assessment Act 1979*, contributions plans set out the local infrastructure required to meet the demand from new development, and the contributions a council can charge developers to fund the necessary land and works.

Currently, a contributions plan that proposes a level of contributions above a threshold of \$30,000 per lot or dwelling in identified greenfield areas and \$20,000 per dwelling in other areas must be submitted to IPART for review.^c IPART reviews these plans in accordance with its [Terms of Reference](#).

IPART provides its assessment to the Minister for Planning and Public Spaces about whether the plan complies with the essential works list and other criteria set out in the 'IPART review of section 7.11 plans' module as part of the [Section 7.11 contributions practice note](#) (practice note), published by DPHI. The practice note must be read in conjunction with DPHI's [local infrastructure contributions system practice note](#) and [administering contributions practice note](#), which outline the requirements for local councils in preparing and administering their contributions plans.

2.2 Application to IPART

The council submitted SLS CP to IPART for assessment on 29 July 2025. The council is seeking to levy contributions above the applicable \$20,000 cap per lot/dwelling. This is the second time that IPART is reviewing the SLS CP.

^c Under the *Environmental Planning and Assessment (Local Infrastructure Contributions) Direction 2012*.

2.3 Our draft assessment of SLS CP

IPART must review SLS CP and provide its assessment to the Minister for Planning and Public Spaces (Minister). The Minister (or the Minister's nominee) may require the council to make changes to the plan. After the council makes any changes and adopts the plan, the council can charge the contributions rate as calculated under the adopted plan.

We assessed SLS CP against the [practice note](#) criteria summarised as follows:

1. The infrastructure^d in the plan is on the **essential works list** as identified within the [practice note](#).
2. The proposed infrastructure is reasonable in terms of **nexus** (i.e. there is a connection between the development and demand created).
3. The proposed contribution is based on a **reasonable estimate of the cost** of the proposed infrastructure.
4. The proposed infrastructure can be provided within a **reasonable timeframe**.
5. The proposed contributions are based on a **reasonable apportionment** between:
 - a. existing and new demand for the infrastructure, and
 - b. different types of development that generate new demand for the infrastructure (e.g. different types of residential development such as detached dwellings and multi-unit dwellings, and different land uses such as residential, commercial, and industrial).
6. Council has conducted appropriate **community consultation** in preparing the contributions plan.
7. **Other matters** IPART considers relevant.⁸

Our assessment of SLS CP involved reviewing the contributions plan and supporting documentation supplied by the council, including the council's application form, works schedule, strategic studies and consultant reports, as well as considering our previous assessment of the plan. We also held meetings with the council to provide us with additional information which assisted us in assessing the plan.

For more details on our assessment approach, please see our [Information Paper](#).

The remaining sections of this Draft Report provide a background of SLS CP and our assessment of the plan.

2.4 What we found

We found that the SLS CP would meet all the practice note criteria subject to the council implementing our recommendations (see Figure 2.11).

^d We have used the word "infrastructure" for consistency with DPHI's [Section 7.11 contributions practice note](#). We note that the Environmental Planning and Assessment Regulation 2021 uses the terminology "public amenities and public services". For the purposes of this Report, "infrastructure" means "public amenities and public services". Our Regulation checklist in Section 11.2 continues to use "public amenities and public services" for consistency with the Regulation.

We have made 3 draft recommendations relating to reasonable costs. We recommend that the council include the actual cost of a recent land acquisition and change the indices used to index works and land, to more accurately estimate the future costs of the works and land acquisition identified in the SLS CP. We found that the works schedule does not include the scheduling of infrastructure however we note that this information is included elsewhere in the SLS CP. We made another draft recommendation to include scheduling in the works schedule, to ensure the SLS CP meets the requirements of [Section 212 of the Environmental Planning and Assessment \(EP&A\) Regulation 2021](#).

Figure 2.11 Summary of our draft assessment of SLS CP

Essential works list	Nexus	Reasonable cost	Reasonable apportionment	Reasonable timeframe	Community liaison and publicity	Other matters
						
Demonstrated	Demonstrated	Demonstrated subject to recommendation	Demonstrated	Demonstrated	Demonstrated	Demonstrated subject to recommendation

2.5 Draft recommendations

Draft recommendations

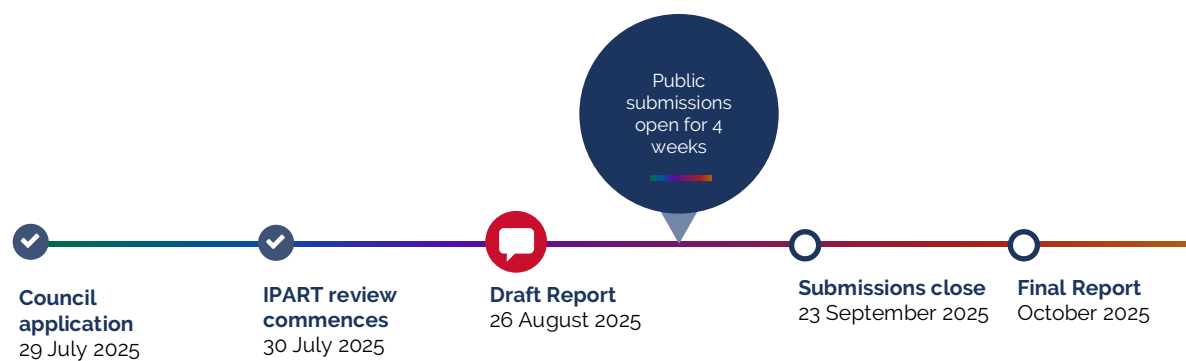
1.	That the council updates the SLS CP and the works schedule to reflect the acquisition of 23 Berry Road, St Leonards and Lot 17, DP 1214016.	20
2.	That the council applies the ABS Producer Price Indexes (PPI) to index the works cost.	22
3.	That the council applies the Cotality unimproved land value index for Greater Sydney (Greater Capital City) to index the cost of land not yet acquired.	23
4.	The council update the works schedule in Appendix A of the SLS CP to include the staging of infrastructure, whether by reference to dates or thresholds.	27

2.6 We want to hear from you

We are seeking feedback on our draft report until **23 September 2025**.

We will consider all the feedback we receive as well as the results of our analysis in forming our final recommendations. We expect to provide our final recommendations to the Minister by October 2025.

Figure 2.22 Review timeline for SLS CP



Have your say

Your input is critical to our review process.

[Submit feedback »](#)

You can get involved by making a submission.

3 St Leonards South Precinct Contributions Plan

3.1 Development in St Leonards South Precinct

St Leonards South Precinct covers a total area of approximately 7.48 hectares, and the NDA is approximately 6.2 hectares. The precinct is located southwest of St Leonards train station and bound by Marshall Avenue and Pacific Highway to the north, Canberra Avenue and the North Shore Line railway to the east, Park Road to the west and River Road to the south (see Figure 3.11).

Figure 3.11 St Leonards South Precinct map



Source: GLN Planning and Lane Cove Council, *St Leonards South Precinct Section 7.11 Contributions Plan 2025*, July 2025, p 7.

The precinct is seeing a change in its urban scape, with detached and semi-detached dwellings making way for high density housing, due to a rezoning of the precinct in 2020. The precinct was rezoned to permit its redevelopment for approximately 1,974 total dwellings, with an expected additional 1,839 dwellings.⁹

The precinct is expected to attract an additional 3,629 people bringing the estimated population to 4,031 people. The proposed development in this precinct is to support the expected population and activity increase with required public spaces and upgrades to roads and stormwater drainage.¹⁰

Table 3.11 provides a summary of the expected residential development and population presented by dwelling type.

Table 3.11 Summary of expected residential development and population

Dwelling type	Number of dwellings	Estimated Population
Expected development:		
Studio or 1 bedroom	590	826
2 bedroom	987	1,974
3+ bedroom	397	1,231
Subtotal	1,974	4,031
Existing development:		
Separate house	115	356
Semi-detached dwelling	20	46
Subtotal	135	402
Total additional (total minus existing)	1,839	3,629

Source: GLN Planning and Lane Cove Council, *St Leonards South Precinct Section 7.11 Contributions Plan 2025*, July 2025, p 12.

To support the expected population increase, the redeveloped precinct is expected to include:

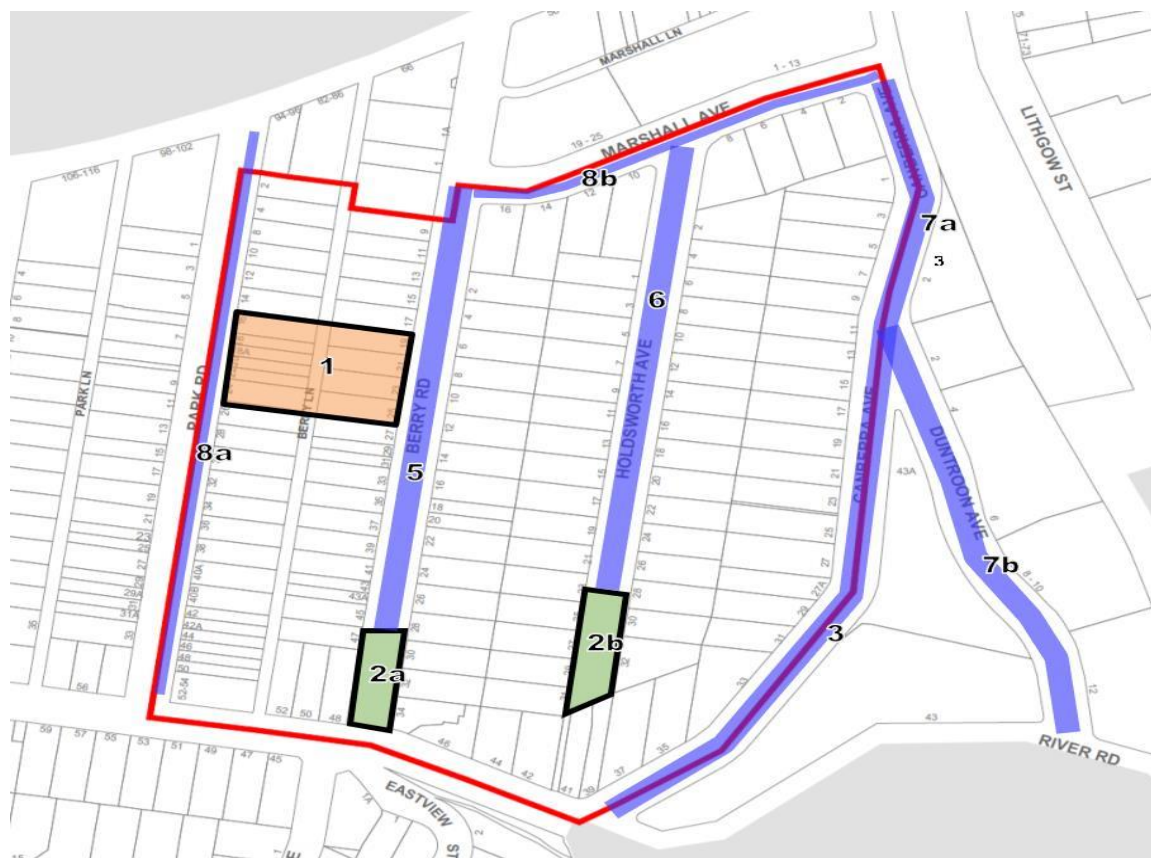
- residential developments up to 19 storeys (in areas closest to the St Leonards station)
- residential developments up to 4-6 storeys (southern part of the precinct, around River Road and Park Road and south of Canberra Avenue)
- two community spaces within future residential buildings
- road, pedestrian and cycling links to surrounding networks
- open space network and public domain network focused on existing and new parks and pedestrian paths and green spines through the precinct.¹¹

This new infrastructure in the precinct will be delivered by the council through the SLS CP and by developers through conditions of consent and in exchange for bonus floor space. Developers will deliver floor space for community facilities, new roads, some pocket parks, through-site pedestrian ways and a publicly accessible 'green spine' on private land. The council will be responsible for delivering new and upgraded roads with integrated stormwater drainage upgrades, a new local park, extension of Newland Park and 2 pocket parks through the SLS CP.

Figure 3.22 shows the location of the planned infrastructure within the St Leonards South Precinct. There is a plan for a new local park (1), 2 new pocket parks (2a & 2b) and the expansion of the Newlands Park (3) by closing part of Canberra Avenue.

The roads within the precinct (5, 6, 7a, 7b, 8a & 8b) are to be upgraded including guttering to withstand the increased activity anticipated in the precinct.

Figure 3.22 Infrastructure location map



Source: GLN Planning and Lane Cove Council, *St Leonards South Precinct Section 7.11 Contributions Plan 2025*, July 2025, p 42.

3.2 Revision to SLS CP

IPART completed its first review of the council's SLS CP in December 2021.¹² Key updates in SLS CP since our first review are:

- revised land acquisition costs
- indexation of costs for land acquisition
- reflecting actual expenditure since completion of the last review
- indexation of works cost
- revised timing of delivery of infrastructure

There is no change in the scope of work and population projections.

3.2.1 Proposed contribution rates

SLS CP has calculated contributions based on the relevant apportionment of the total costs of land acquisition, works required to service the development, and plan administration.

Table 3.22 sets out the proposed contribution rates for each dwelling type. The proposed contribution rates represent about a 19% increase on the IPART-reviewed rates in December 2021.

Table 3.22 SLS CP proposed contribution rates (\$Mar-25)

Dwelling type (per lot/dwelling)	Contribution rate
Studio or 1 bedroom	24,150
2 bedroom	34,500
3+ bedroom	53,474

Source: GLN Planning and Lane Cove Council, *St Leonards South Precinct Section 7.11 Contributions Plan 2025*, July 2025, p 9.

4 Assessment of SLS CP

This section provides our draft assessment of [St Leonards South Contributions Plan](#) submitted by Lane Cove Council. It includes a summary of our draft assessment of SLS CP against the [practice note](#) criteria referenced in Section 2.3. The assessment is presented by each criterion and infrastructure category, and our assessment considerations.

4.1 Overview of draft assessment

We assessed SLS CP against the criteria in the [practice note](#). For more details on our assessment approach, please see our [Information Paper](#).

We found that SLS CP meets all the [practice note](#) criteria. In Table 4.11, we present a summary of our assessment^e of each infrastructure category and issues relating across all categories.

Table 4.11 Summary of our draft assessment of SLS CP

Criteria	Transport (including stormwater)	Open space	Land	Plan administration
Essential works list	✓ Criteria met	✓ Criteria met	✓ Criteria met	✓ Criteria met
Nexus	✓ Criteria met	✓ Criteria met	✓ Criteria met	✓ Criteria met
Reasonable Cost	⚠ Criteria met subject to recommendations	⚠ Criteria met subject to recommendations	⚠ Criteria met subject to recommendations	✓ Criteria met
Apportionment	✓ Criteria met	✓ Criteria met	✓ Criteria met	✓ Criteria met
Timing	✓ Criteria met	✓ Criteria met	✓ Criteria met	N/A
Community consultation	✓ Criteria met			
Other matters	⚠ Criteria met subject to recommendation			

^e Stormwater is not presented as an independent category in our assessment because the SLS CP grouped stormwater under transport.

5 Essential works list

5.1 Transport including stormwater

All the proposed stormwater drainage works in SLS CP are integrated with the new and upgraded roads in the transport works category and there is no separate stormwater category. Hence, in our assessment, stormwater is treated as part of transport.

The plan proposes to deliver about \$10.498 million worth of transport (roads and drainage) works. This includes replacing, reconfiguring and resurfacing existing road, kerb and guttering, and associated stormwater drainage infrastructure.¹³

We consider the transport and stormwater items proposed in SLS CP meet the essential works list criteria for land and facilities for transport.¹⁴ In our previous assessment, we recommended that the council remove the shared pedestrian/cycleways from the SLS CP as these are being delivered by developers. The council made this change prior to adopting the plan. There are no changes to the infrastructure items for transport and stormwater since the SLS CP was adopted.

Table 5.11 Transport items

Transport items	Meets essential works list
Upgrades to existing roads	✓
Stormwater upgrades	✓

Source: GLN Planning and Lane Cove Council, *St Leonards South Precinct Section 7.11 Contributions Plan 2025*, July 2025, p 41.

5.2 Open space

The plan proposes to deliver about \$7.288 million worth of open space works with a land acquisition cost of around \$44.5 million.¹⁵ The open space facilities include:

- One new local park
- Two pocket parks
- Expansion of Newlands (an existing) park.¹⁶

We consider all the open space items proposed in SLS CP meet the essential works list criteria for land and facilities for open space and base level embellishments.¹⁷ There are no changes to the infrastructure items for open space since we reviewed SLS CP in 2021.

Table 5.22 Open space embellishment items

Open space item	Base level embellishment items	Meets essential works list
Local park	Demolition and earthworks	✓
	Footpath pavement and bike path marking	✓
	Playground area surface and crushed granite surface	✓
	Pergola	✓

Open space item	Base level embellishment items	Meets essential works list
	Stormwater drainage and pits	✓
	Bubbler	✓
	Electricity and lighting	✓
	Softscape including trees, raingardens	✓
	Furniture including picnic table and bench seats, BBQs, informal seats in playground, children's play equipment, rubbish bins, bike racks, signage	✓
Two pocket parks		
	Demolition and earthworks	✓
	Footpath pavement	✓
	Landscaping	✓
	Electricity and lighting	✓
	Furniture including informal play equipment, rubbish bins and seating	✓
Expansion of Newlands Park		
	Demolition and earthworks	✓
	Hardstand areas for picnic shelter	✓
	Stormwater drainage and pits	✓
	Bubbler	✓
	Electricity and lighting	✓
	Softscape including trees	✓
	Furniture including picnic tables, shelter, BBQ, rubbish bins, bike racks	✓

Source: GLN Planning and Lane Cove Council, *St Leonards South Precinct Section 7.11 Development Contributions Plan*, March 2021, pp 58-61.

5.3 Plan administration

The council has included plan administration costs in SLS CP.¹⁸ We consider that the proposed plan administration costs are consistent with the essential works list.¹⁹

6 Nexus

6.1 Transport including stormwater

The SLS CP proposes the upgrade of 6 roads (including upgraded stormwater drainage) including Berry Road, Holdsworth Avenue, Canberra Avenue, Duntroon Avenue, Park Road and Marshall Avenue. The Berry Road upgrade includes the removal of a roundabout. The council commissioned TEF Consulting to provide a traffic report. The report's simulation found queues extended to the south from the intersection of Pacific Highway and Berry Road, which consistently blocked the roundabout and prevented vehicles from Marshall Avenue from exiting. The report recommends removing the roundabout and replacing it with a different intersection control.

The council identified that the existing road network in the precinct was not designed and built to accommodate the expected increase in use. The council estimates a significant increase in daily vehicle trips, from 1,100 to 8,400 as a direct result of the medium and high density residential development in the precinct. The council also expects that the construction of the new development will damage existing road infrastructure.

We consider nexus is established for all transport works (including integrated stormwater drainage) because the road upgrades are directly necessitated by the new development. This is consistent with the findings of our previous assessment of SLS CP.²⁰

6.2 Open space

The St Leonards South Precinct will create demand for increased open space. The SLS CP proposes a new local park between Berry Road and Park Road, 2 new pocket parks at Berry Road and Holdsworth Avenue and the expansion of the Newlands Park by closing part of Canberra Avenue. The provision of open space for the precinct is currently low at 1.19 hectares per 1,000 people, relative to the NSW planning standard provision of 2.83 hectares per 1,000 people.²¹ However we note that for infill development this rate of open space provision is difficult to achieve, given the cost of land and limited amount of space in already developed metropolitan areas.

At a local government area level, in Lane Cove, the open space provision is 1.86 hectares per 1,000 people. The projected additional residents and planned open space infrastructure will result in a decreased provision of open space with a ratio of 0.79 hectares per 1,000 new residents.²²

The SLS CP will provide a new local park, 2 new pocket parks and an extension to the existing Newlands Park. The provision of open space is consistent with the *St Leonards South Landscape Master Plan*, prepared by Oculus (October 2020). Through conditions of development consent, the precinct will include additional open space provisions as well as land for community facilities and recreation space. We note the planned embellishment and design of open space is expected to provide greater connections, accessibility and useability of the open space provisions. There were no changes to open space items in the SLS CP since our previous assessment in 2021.

As we note in our [Information Paper](#), the overall amount of open space should aim to be consistent with the recommended rate of provision in a technical study or needs assessment and embellishment should also be consistent with the recommended rates of provision in a technical study. Our Information Paper also notes that there is significant variation in the capability of councils to acquire additional land for open space and many metropolitan councils coordinating infill developments experience prohibitive land acquisition costs and a shortage of land supply. As a result, the embellishment of existing open space is more likely to be of higher quality to support larger populations in smaller areas, where it is not possible for councils to acquire more land for open space.

We consider that the open space provisions in the precinct are consistent with the Master Plan and the rezoning of the precinct. We consider that the need for new open space provisions is a direct result of the new development and nexus is established for open space land and embellishment in the plan. This is consistent with our previous assessment of the SLS CP.

6.3 Plan administration

SLS CP makes provision of 1.5% of works costs, for costs associated with preparing and administering the contributions plan to be recouped. This is consistent with our recommended benchmark for plan administration costs. We consider that there is a direct connection between the development and the requirement to administer the SLS CP and the council has established nexus between plan administration activities and expected development in the precinct.

7 Reasonable cost

The council is proposing about 19% rate increase charged on all dwelling types from the IPART-reviewed rate^f as reflected on Table 7.11.

Table 7.11 St Leonards South Precinct Contributions Rate

Dwelling type	IPART-reviewed rate	Proposed rate (\$Mar 2025)	Increase since IPART review (%)
Studio or 1-bedroom	20,280	24,150	19.08%
2 bedroom	28,972	34,500	19.08%
3+ bedroom	44,907	53,474	19.08%

Source: IPART analysis; IPART, *Final Report - Overview - Assessment of St Leonards South Precinct Contributions Plan*, 20 December 2021, p 6, Lane Cove Council, *St Leonards South Section 94 Contributions Plan*, 19 June 2025, p 1.

The proposed total capital works cost has increased by 19% from \$52.569 million to \$62.585 million. Table 7.22 outlines the changes in the plan's work schedule costs by infrastructure category. The increases are driven by higher costs in the plan's works schedule, primarily from land acquisition costs which reflect increased land values, and indexation of works costs.²³

Table 7.22 Work schedule cost changes

Infrastructure/cost category	Previous amount	Amended amount (\$Mar 2025)	Variance (\$)	Variance (%)
Open space				
Land	37,604,455	44,532,332	6,927,877	18.42%
Works	6,041,700	7,288,317	1,246,617	20.63%
Subtotal	43,646,155	51,820,649	8,174,494	18.73%
Transport and stormwater				
Land	0	0		
Works	8,702,532	10,498,176	1,795,644	20.63%
Subtotal	8,702,532	10,498,176	1,795,644	20.63%
Administration				
Subtotal	221,163	266,797	45,634	20.63%
Total	52,569,850	62,585,623	10,015,773	19.05%

Source: IPART analysis; IPART, *Final Report - Overview - Assessment of St Leonards South Precinct Contributions Plan*, 20 December 2021, p 6, Lane Cove Council, *St Leonards South Section 94 Contributions Plan*, 19 June 2025, p 1.

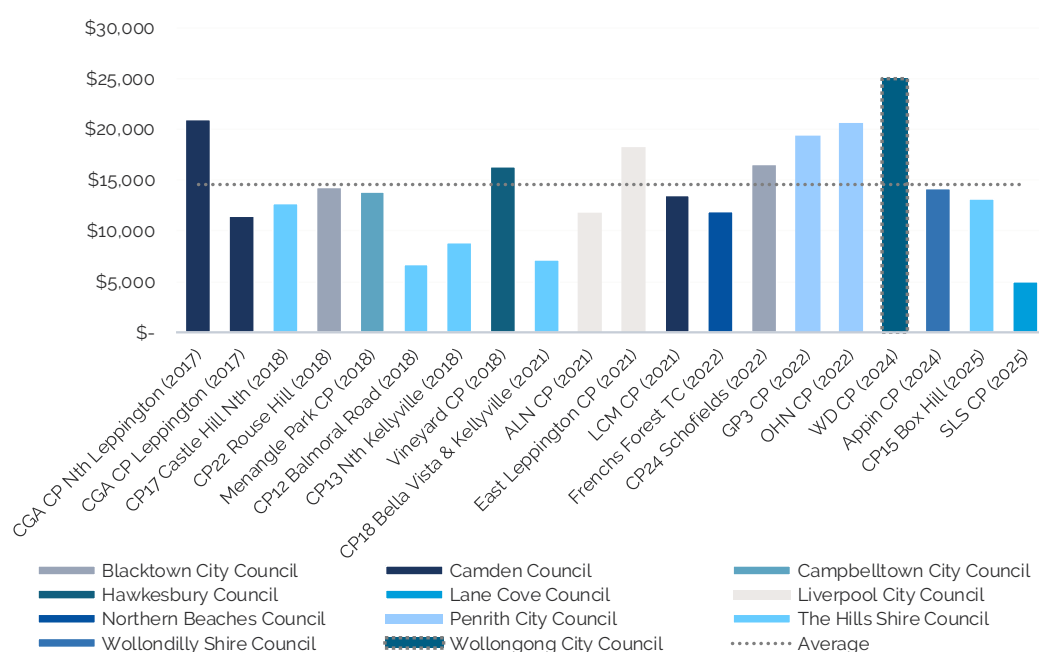
The total works cost per person for the SLS CP is 66% lower than the average works cost per person in CPs we have assessed recently (see Figure 7.11). We note that costs can be significantly different between infill and greenfield developments and the majority of the plans IPART has assessed have been greenfield developments. Infill developments can have lower works costs given the reliance on existing infrastructure, however, infill development can cause disruptions to existing residents when roads need to be closed, and utilities are relocated. Land acquisition costs are also often higher in infill areas.

^f From 2022 when the plan came into force, the council has been indexing the contributions rate by CPI. Hence, the current in-force rate is above the IPART-reviewed rate. Source: Lane Cove Council, *St Leonards South Section 7.11 Development Contributions Plan*, accessed 09 July 2025, p 1.

The other infill contributions plan we have assessed is Northern Beaches Council's Frenchs Forest Town Centre Contributions Plan. When compared to the Frenchs Forest Town Centre CP, the total works cost per person in the SLS CP is significantly lower.

We note that the council's negotiations with developers to deliver infrastructure and land for community facilities means that the costs in the SLS CP are reduced. We also note that the SLS CP covers a small, contained area when compared with other contributions plans we have assessed, and only covers residential development. This is different in scale and scope to other contributions plans we have reviewed, including the infill development at Frenchs Forest Town Centre and contributions plans for greenfield developments, which are usually larger in scale and span longer delivery periods. The additional infrastructure to be provided through this plan reflects the relatively smaller area and existing infrastructure in the SLS CP and this is reflected in the overall costs.

Figure 7.11 Total works cost per person of projected additional population



Note: Total works cost does not include land acquisition cost due to peculiarities of the property market and how it differs by suburb and regions.

Past contributions plans have been indexed to the base date of SLS CP (March 2025). Previous iterations of revised plans have been excluded.

Source: IPART Analysis

7.1 Transport including stormwater

Transport infrastructure (including stormwater) costs in SLS CP are a total of \$10.498 million. There is no land acquisition required for the road works.

Complying with our recommendation in our first review of SLS CP,²⁴ the council removed the shared paths cost (item 9) to prevent double counting since it is to be delivered by developers via conditions of consent.

All the other transport items in the plan, presented in Table 7.33, are unchanged since we last assessed them in 2021. The costs have been indexed to March 2025.²⁵

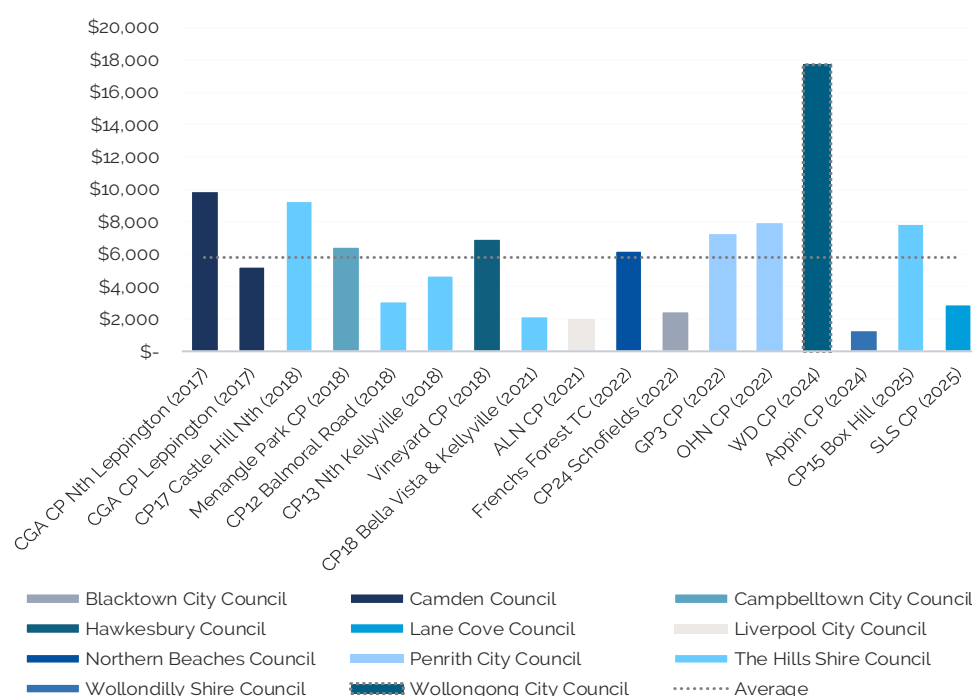
Table 7.33 Transport works items and costs in SLS CP

Item	Description	Cost
5	Berry Rd upgrade – including replacement of existing road, kerb and guttering	3,441,462
6	Holdsworth Ave upgrade – including replacement of existing road, kerb and guttering	3,203,253
7a, 7b	Canberra Ave (north of Newlands Park) and Duntroon Ave upgrade – including replacing existing road, kerb and guttering	2,166,120
8a, 8b	Park Rd and Marshall Ave upgrade – including replacing existing road, kerb and guttering	1,687,341
Total		10,498,176

Source: GLN Planning and Lane Cove Council, *St Leonards South Precinct Section 7.11 Contributions Plan 2025*, July 2025, p 41.

We consider that the costs for transport in SLS CP are reasonable. When compared to other contributions plans we have assessed recently, the transport works costs per person of projected additional population for SLS CP is lower than the average by 50% (see Figure 7.22). As noted above, the majority of contributions plans IPART has assessed are for greenfield development. The Frenchs Forest Town Centre CP is the only other infill contributions plan we have assessed. When compared with the Frenchs Forest Town Centre CP, the transport works costs per person for the SLS CP are about half of the transport works costs in the Frenchs Forest Town Centre CP.

Figure 7.22 Transport works costs per person of projected additional population



Note: Past contributions plans have been indexed to the base date of SLS CP (March 2025). Previous iterations of revised plans have been excluded.

Source: IPART analysis

7.2 Open space

The total cost of providing open space infrastructure is \$51.8 million. Land acquisition costs are \$44.5 million, with the works costing \$7.288 million. The open space works items are presented in Table 7.44.

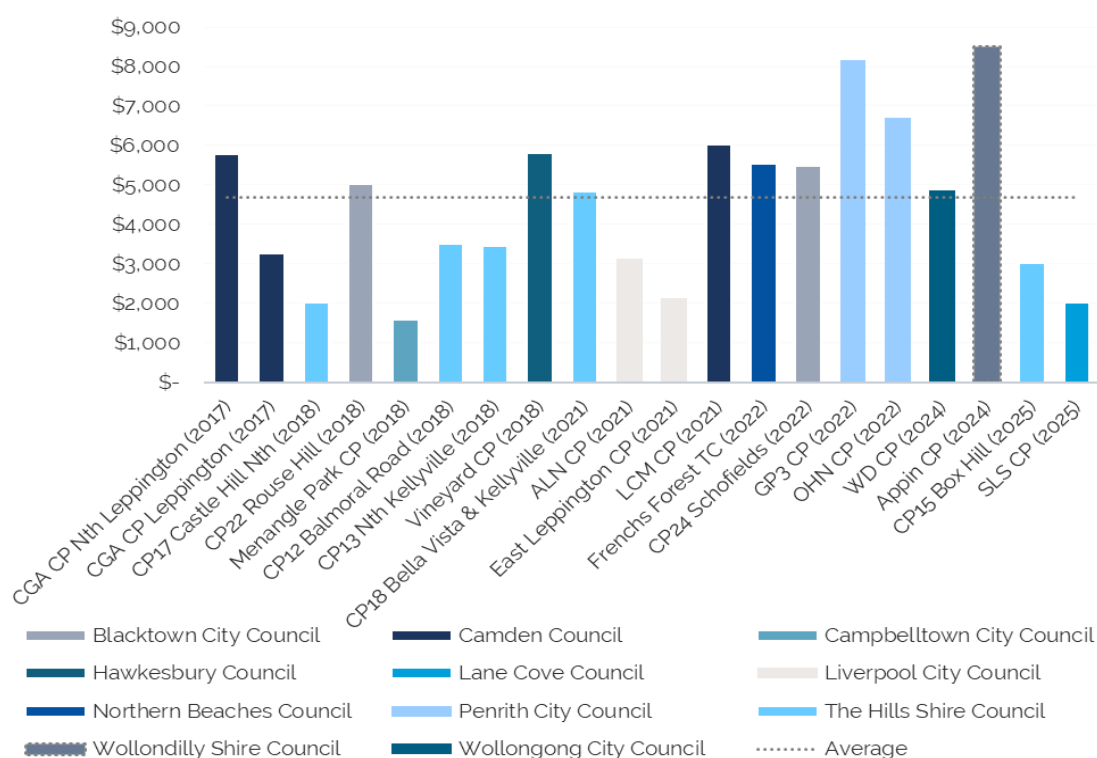
Table 7.44 Open space works items and costs in SLS CP

Item	Description	Cost
1b	New Local Park – embellishment of acquired land	3,867,782
2a, 2b	New Pocket Parks (x2) – embellishment of acquired land	1,733,208
3	Newlands Park Expansion – closure of Canberra Ave adjoining Newlands Park and conversion to parkland to expand Newlands Park	1,687,327
Total		7,288,317

Source: GLN Planning and Lane Cove Council, *St Leonards South Precinct Section 7.11 Contributions Plan 2025*, July 2025, p 41.

When compared to recently assessed CPs, the open space works costs per person is lower than the average by 57% (see Figure 7.33). When compared with the other infill development we have assessed, the open space works costs per person in the SLS CP are less than half of the open space works costs in the Frenchs Forest contributions plan.

Figure 7.33 Open space works costs per person of projected additional population



Note: Past contributions plans have been indexed to the base date of SLS CP (March 2025). Previous iterations of revised plans have been excluded.

Source: IPART analysis

7.3 Land

The rate for land values has increased from \$9,725 per square metre during the first assessment to \$12,350 in the current application.²⁶ The land price rate is based on an updated valuation report by HillPDA, commissioned by the council.

We consider that the council's estimate, based on the updated independent valuation, provides a reasonable estimate of land yet to be acquired.

Land already purchased was indexed by applying CPI to actual cost of purchase. The land acquisition cost for the local park has increased from \$37.6 million to \$44.5 million. This also captures the actual cost on the acquisition of some of the land needed for the new local park.²⁷

Table 7.55 shows the land acquisition items and costs in the SLS CP.

Table 7.55 Land acquisition items and costs in SLS CP

Item	Description	Cost
1a(i)	New local park – land already acquired for new local park	15,437,631
1a(ii)	New local park – remaining acquisition of land for new local park	27,104,916
1a(iii)	New local park – remaining acquisition of land for new local park – additional acquisition costs under <i>Land Acquisition (Just Terms Compensation) Act 1991</i>	1,989,786
Total		44,532,333

Note: figure obtained is higher than the figure on schedule by \$1.

Note: this table was provided by the council and has not been updated to reflect the most recent acquisition in accordance with our Draft Recommendation 1.

Source: GLN Planning and Lane Cove Council, *St Leonards South Precinct Section 7.11 Contributions Plan 2025*, July 2025, p 41.

Following its application to IPART, the council informed us that the acquisition of a fifth lot, 23 Berry Road, St Leonards and Lot 17, DP 1214016, was finalised in the days after the council submitted the SLS CP for IPART review. We recommend that the council updates SLS CP and works schedule to reflect the purchase of the recently acquired property. We note that subject to implementing our recommendation, the cost allocation in Table 7.5 between land already acquired and land yet to be acquired will change however we expect the total to remain the same.

Draft recommendation



1. That the council updates the SLS CP and the works schedule to reflect the acquisition of 23 Berry Road, St Leonards and Lot 17, DP 1214016.

7.4 Plan administration

SLS CP includes a plan administration cost of \$267,000^g. The council based its plan administration cost on the IPART benchmark of 1.5% of the total works schedule costs.²⁸

We consider the plan administration cost to be reasonable.

7.5 Indexation

As part of the council's revision to SLS CP, costs for works items and land acquisition have been indexed. These are changes to contributions rates that reflect variations in adopted index figures. Such changes would be permitted without the council needing to adopt a new contributions plan and we have no concerns with them.²⁹

7.5.1 Indexation of capital works cost

The council has continued to index works costs by the Australian Bureau of Statistics' (ABS) Consumer Price Index – (All groups) (CPI) for Sydney. In our [Information Paper](#), we recommend CPI for works already executed. For works not yet undertaken, the ABS Producer Price Indexes (PPI) for transport, and open space works^h or construction cost indexes produced by private companies can be used.³⁰

As indicated in our Information Paper, we consider the extent to which the index is likely to accurately reflect movements in the cost of the works over time.³¹ We consider applying an ABS PPI for each category of works would be the best index to reflect future costs, particularly since works are planned to commence towards the end of the plan. Our draft recommendation is that the council applies PPI to the works not yet undertaken in the SLS CP. The impact of applying the PPI to the total works for SLS CP will be a higher capital works cost, as shown in Table 7.66.

Table 7.66 Work schedule cost if indexed by PPI

Infrastructure/cost category	Previous amount (\$Mar 2021)	Council's proposed amount (\$Mar 2025)	PPI rate	Amount if PPI was applied (\$)	Variance from Council's amount (\$)
Open space					
Land	37,604,455	44,532,332	N/A	44,532,332	No change
Works	6,041,700	7,288,317	1.334	8,058,937	770,620
Subtotal	43,646,155	51,820,649		52,591,269	770,620
Transport and stormwater					
Land					
Works	8,702,532	10,498,176	1.254	10,911,185	413,009
Subtotal	8,702,532	10,498,176		10,911,185	413,009
Administration					

^g The figure is rounded off to the nearest thousand. Actual figure is \$266,797

^h For open space, Non-Residential Building Construction Index for NSW and for transport and stormwater, Road and Bridge Construction Index for NSW.

Infrastructure/cost category	Previous amount (\$Mar 2021)	Council's proposed amount (\$Mar 2025)	PPI rate	Amount if PPI was applied (\$)	Variance from Council's amount (\$)
Subtotal	221,163	266,797	N/A	284,552 ^a	17,755
Total	52,569,850	62,585,622		63,787,006	1,201,384

^a Plan administration is 1.5% of infrastructure works cost (excluding land acquisition cost).
Source: IPART analysis

The higher capital works cost will lead to a slightly higher contributions rate per dwelling than is currently proposed by the council Table 7.77.

Table 7.77 St Leonards South Precinct contributions rate if PPI applied

Dwelling type	Council proposed amount	Amount if PPI was applied	Variance (\$)	Variance (%)
Studio or 1-bedroom	24,150	24,607.83	457.83	1.90%
2 bedroom	34,500	35,154.04	654.04	1.90%
3+ bedroom	53,474	54,488.76	1,014.76	1.90%

Source: IPART analysis

Considering that 80% of approvals have already been granted, the potential benefits in applying the PPI to determine the works cost and contributions rate for the remaining 20% of development in the precinct may be limited. However, we note that the approach of using PPI for indexation of works cost has been applied in contributions plans submitted by other councils to better capture the movement of prices in works items not yet executed.³²

Draft recommendation



2. That the council applies the ABS Producer Price Indexes (PPI) to index the works cost.

7.5.2 Indexation of land costs

Previously, the council has indexed costs for land using the CPI. We consider that using a land value index (LVI) rather than CPI for land not yet acquired allows for changes in land prices to be better accounted for and to ensure that the costs of land are tracked more accurately.³³

There are various approaches to land value indexation, including developing or commissioning a bespoke land or dwelling values index based on the property data in the LGA or within the precinct or other geographic basis. If this is not possible, a LVI based on a broader geographic region is a reasonable alternative. The land in contributions plans is often made up of land with different zonings, constraints, lot sizes, and development potential, which can have a significant impact on the base year price and the movement in the underlying cost of land after the plan is adopted. A LVI that is based on a broader area has the advantage of being less volatile and susceptible to compositional bias, while still tracking the general direction and magnitude of change in the cost of land in a region.

Considering only 20% of development approval is outstanding and the council only has five properties to acquire, we consider the work to develop a precinct level LVI would likely outweigh the benefits. For that reason, we recommend that the council use the Cotalityⁱ unimproved land value index for Greater Sydney (Greater Capital City). We think this would better account for the changes of land value than CPI and would support the council's future acquisition of the 5 remaining lots in the precinct.

Draft recommendation



3. That the council applies the Cotality unimproved land value index for Greater Sydney (Greater Capital City) to index the cost of land not yet acquired.

ⁱ Cotality was previously known as CoreLogic.

8 Apportionment

The SLS CP only provides for residential development in the St Leonards South Precinct. Given the precinct is a contained residential area it is not expected to attract users from outside the precinct.

8.1 Transport including stormwater

The transport works arise from residential development within the precinct and will provide benefits within the precinct. We consider that the apportionment of all costs to residential development and only within the precinct is reasonable.

8.2 Open space

The open space provisions are designed to benefit the incoming residents within the precinct. We consider it is appropriate to apportion all costs to residential development, and within the precinct only.

8.3 Plan administration

The council proposes to collect plan administration costs from the residential development. We consider this approach to apportionment is reasonable, since the demand for SLS CP infrastructure will arise from residential development.

9 Timing

As of June 2025, 80% of the projected dwellings within the St Leonards South Precinct have been approved.³⁴ The new stormwater system in Canberra Avenue, Holdsworth Avenue, Berry Road and Park Road has been completed.³⁵

The council has now acquired 5 of the 10 lots required for the local park. The council advised that a fifth lot was acquired since the SLS CP was prepared for review, placing them halfway at acquiring all needed lots.³⁶ As noted in 7.3, we recommend that the council update the SLS CP and work schedule to account for the acquisition of 23 Berry Road, St Leonards and Lot 17, DP 1214016.

Table 9.11 presents the progress on land acquisition for local infrastructure as of June 2025.

Table 9.11 Status of land acquisition for local infrastructure

Street Address	Real property description	Status
16 Park Road, St Leonards	Lot 48 Section 3, DP 111237	Acquired by Council prior to June 2025
18 Park Road, St Leonards	Lot 1, DP 586272	Acquired by Council prior to June 2025
18A Park Road, St Leonards	Lot 2, DP 586272	Acquired by Council prior to June 2025
19 Berry Road, St Leonards	Lot 15, DP 814988	Acquired by Council prior to June 2025
23 Berry Road, St Leonards	Lot 17, DP 1214016	Acquired by Council in August 2025 ^a
20 Park Road, St Leonards	Lot 46, DP 1103247	Land yet to be acquired
21 Berry Road, St Leonards	Lot 16, Section 3, DP 111237	Land yet to be acquired
22 Park Road, St Leonards	Lot 1, DP 195104	Land yet to be acquired
24 Park Road, St Leonards	Lot 45, DP 76740	Land yet to be acquired
25 Berry Road, St Leonards	Lot 1, DP 85378	Land yet to be acquired

a. Note: During our assessment, council advised that this land was acquired on 4 August 2025

Source: GLN Planning and Lane Cove Council, *St Leonards South Precinct Section 7.11 Contributions Plan 2025*, July 2025, p 28.

The application submitted by the council indicated that due to the challenges in forecasting construction time, the infrastructure should be delivered between 2026 and 2031.³⁷ However, the council noted that the precinct is on course for completion by late 2027/early 2028.³⁸

We note that the council had determined that road upgrades need to occur after the majority of the residential development has been completed because the increased construction and heavy vehicles in the area is expected to have an impact on the roads in the precinct. We also note that work on the new local park cannot start until all the required lots are acquired. We consider that the council's approach and delivery timeline is reasonable and practical.

10 Community consultation

The draft SLS CP and its supporting materials was placed on exhibition online for 4 weeks, between 21 June 2025 and 18 July 2025.

The council received one submission in response to the exhibition from a property owner/ratepayer. The submission, though supporting the development, raised concern that the amount estimated for land purchase was low, which might mean the property owner would be unable to purchase another property in the same neighbourhood.

Stakeholders raised similar concerns about land prices in 2021, and the council has been engaging with the affected residents. The council still needs to acquire 5 properties (of a total 10 properties) to deliver the local park.

We consider that the council has undertaken reasonable community consultation. The council issued adequate notification to residents and stakeholders, and provided a reasonable timeframe for stakeholders to make submissions.

11 Other matters

11.1 Previous assessment of SLS CP

The IPART-reviewed SLS plan of 2021 was adopted by the council and became active in April 2022.³⁹

In 2021, we recommended that:

- the council investigates funding the new local park earlier in the development timeline before incorporating changes in the next (current) assessment
- the council removes shared paths from the works schedule since they would be delivered through conditions of consent.⁴⁰

As we noted in Section 7.1, the second recommendation was executed.

We consulted with the council about the recommendation we made about investigating funding to deliver the new local park. The council advised that the council could not qualify for funding from TCorp because the already had another TCorp loan for a different expense. The council also advised that half of the properties for the local park have been acquired, and the plan is proceeding on schedule to be delivered between 2027 and 2028.⁴¹

11.2 Assessment against clause 212 of the EP&A Regulation

Clause 212 of the EP&A Regulation sets out the information that a contributions plan must contain. We consider that SLS CP contains most of the information required by clause 212 of the EP&A Regulation.⁴²

Clause 212 (1)(g) requires that a contributions plan must contain “a works schedule that contains an estimate of the cost and staging of the public amenities and public services, whether by reference to dates or thresholds”. The SLS CP contains a works schedule that contains the cost estimates for the infrastructure in the SLS CP however the works schedule does not include the staging of the public amenities and services. While we note that the staging of the infrastructure works is set out in section 3.4 of the SLS CP, to ensure compliance with the EP&A Regulation, we recommend that the council update the works schedule in Appendix A of the SLS CP to include the staging of infrastructure.

Draft recommendation



4. The council update the works schedule in Appendix A of the SLS CP to include the staging of infrastructure, whether by reference to dates or thresholds.

A summary of our assessment of SLS against the EP&A Regulation is provided in Table 11.11.

Table 11.11 Assessment against clause 212 of the EP&A Regulation

Subsection	Requirement	Location in plan
1(a)	Purpose of the plan.	Section 2.4
1(b)	Land to which the plan applies.	Section 2.5, Figure 1.
1(c)	The relationship between the expected types of development in the area to which the plan applies and the demand for additional public amenities and public services to meet the expected development.	Section 3.1, 3.2
1(d)	The formulas to be used for determining the development contributions required for different categories of public amenities and public services.	Section 3.2
1(e)	The development contribution rates for different types of development, as specified in a schedule to the plan.	Section 2.8, 3.2
1(f)	A map showing the specific public amenities and public services that will be provided by the council.	Figure A1
1(g)	A works schedule that contains an estimate of the cost and staging of the public amenities and public services, whether by reference to dates or thresholds.	Section 3.4,
1(h)	If the plan authorises monetary development contributions or development levies paid for different purposes to be pooled and applied progressively for the different purposes—the priorities for the expenditure of the development contributions or development levies, by reference to a works schedule.	Section 3.4 & 6.4
3	A contributions plan must contain information about the council's policy about the following— (a) the timing of the payment of monetary development contributions, (b) development levies, (c) the imposition of development contribution conditions or development levy conditions that allow deferred or periodic payment.	Section 5
4	A contributions plan that provides for the imposition of development contribution conditions or development levy conditions in relation to the issue of a complying development certificate must provide that monetary payments in accordance with the conditions must be made before the commencement of the building work or subdivision work authorised by the certificate	Section 5.1
5	In determining the development contribution rates or development levy percentages for different types of development, the council must take into consideration the conditions that may be imposed under the Act, section 4.17(6)(b) or the <i>Local Government Act 1993</i> , section 97(1)(b).	Not applicable, only residential development applies.
6	A contributions plan may authorise monetary development contributions or development levies paid for different purposes to be pooled and applied progressively for the different purposes only if the council is satisfied that the pooling and progressive application will not unreasonably prejudice the carrying into effect, within a reasonable time, of the purposes for which the money was originally paid.	Section 6.4

¹ Lane Cove Council, [Application for assessment of St Leonards South Precinct Contributions Plan](#), July 2025, p. 7.

² GLN Planning and Lane Cove Council, [St Leonards South Precinct Section 7.11 Contributions Plan 2025](#), July 2025, p 12.

³ Lane Cove Council, [Application for assessment of St Leonards South Precinct Contributions Plan](#), July 2025, p. 4.

⁴ Lane Cove Council, [Application for assessment of St Leonards South Precinct Contributions Plan](#), July 2025, pp. 4-5.

⁵ GLN Planning and Lane Cove Council, [St Leonards South Precinct Section 7.11 Contributions Plan 2025](#), July 2025, p 9; IPART, [Final Report - Overview - Assessment of St Leonards South Precinct Contributions Plan](#), 20 December 2021, p 6

⁶ Department of Planning, Housing and Infrastructure, [Transport Oriented Development Program](#), accessed 15 July 2025

⁷ NSW Department of Planning, Housing and Infrastructure, [St Leonards South planning proposal](#), accessed 5 August 2025, NSW Department of Planning, Housing and Infrastructure, [St Leonards and Crows Nest](#), accessed 5 August 2025

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- ⁸ NSW Department of Planning, Housing and Infrastructure, [Section 7.11 contributions practice note – IPART review of section 7.11 plans](#), accessed 15 July 2025.
- ⁹ GLN Planning and Lane Cove Council, [St Leonards South Precinct Section 7.11 Contributions Plan 2025](#), July 2025, p 1.
- ¹⁰ GLN Planning and Lane Cove Council, [St Leonards South Precinct Section 7.11 Contributions Plan 2025](#), July 2025, p 12.
- ¹¹ GLN Planning and Lane Cove Council, [St Leonards South Precinct Section 7.11 Contributions Plan 2025](#), July 2025, pp 11 and 12.
- ¹² IPART, [Final Report – Overview -Assessment of St Leonards South Precinct Contributions Plan](#), 20 December 2021.
- ¹³ GLN Planning and Lane Cove Council, [St Leonards South Precinct Section 7.11 Contributions Plan 2025](#), July 2025, p 9.
- ¹⁴ NSW Department of Planning, Housing and Infrastructure, [Section 7.11 contributions practice note – IPART review of section 7.11 plans](#), accessed July 2025.
- ¹⁵ GLN Planning and Lane Cove Council, [St Leonards South Precinct Section 7.11 Contributions Plan 2025](#), July 2025, p 9.
- ¹⁶ GLN Planning and Lane Cove Council, [St Leonards South Precinct Section 7.11 Contributions Plan 2025](#), July 2025, p 41.
- ¹⁷ NSW Department of Planning, Housing and Infrastructure, [Section 7.11 contributions practice note – IPART review of section 7.11 plans](#), accessed July 2025.
- ¹⁸ GLN Planning and Lane Cove Council, [St Leonards South Precinct Section 7.11 Contributions Plan 2025](#), July 2025, p 9.
- ¹⁹ NSW Department of Planning, Housing and Infrastructure, [Section 7.11 contributions practice note – IPART review of section 7.11 plans](#), accessed July 2025.
- ²⁰ IPART, [Final Report – Technical Paper - Assessment of St Leonards South Precinct Contributions Plan](#), 20 December 2021, pp 5 and 6.
- ²¹ IPART, [Information Paper - IPART assessment of local infrastructure contributions plans](#), July 2025, p. 12; GLN Planning and Lane Cove Council, [St Leonards South Precinct Section 7.11 Contributions Plan 2025](#), July 2025, pp 16 and 42.
- ²² GLN Planning and Lane Cove Council, [St Leonards South Precinct Section 7.11 Contributions Plan 2025](#), July 2025, p 16; IPART, [Final Report – Technical Paper - Assessment of St Leonards South Precinct Contributions Plan](#), 20 December 2021, p 11.
- ²³ Meeting with IPART and Lane Cove Council, 14 July 2025. Lane Cove Council, [Application for assessment of St Leonards South Precinct Contributions Plan](#), July 2025, pp. 5, 17-19.
- ²⁴ IPART, [Final Report – Overview -Assessment of St Leonards South Precinct Contributions Plan](#), 20 December 2021, p 2.
- ²⁵ Lane Cove Council, [Application for assessment of St Leonards South Precinct Contributions Plan](#), July 2025, pp. 5.
- ²⁶ Meeting with IPART and Lane Cove Council, 14 July 2025. Lane Cove Council, [Application for assessment of St Leonards South Precinct Contributions Plan](#), July 2025, pp. 6 and 11.
- ²⁷ Lane Cove Council, [Ordinary Council Meeting 19 June 2025. St Leonards South – Review of Section 7.11 Contributions](#), 19 June 2025, p 1.
- ²⁸ GLN Planning and Lane Cove Council, [St Leonards South Precinct Section 7.11 Contributions Plan 2025](#), July 2025, p 23.
- ²⁹ [Environmental Planning and Assessment Regulation 2021](#), cl 215(5), accessed July 2025.
- ³⁰ IPART, [Information Paper - IPART assessment of local infrastructure contributions plans](#), July 2025, pp 27-32.
- ³¹ IPART, [Information Paper - IPART assessment of local infrastructure contributions plans](#), July 2025, p 32.
- ³² IPART, [Final Report – Assessment of Appin Growth Area Contributions Plan 2024](#), March 2025, p. 57; IPART, [Final Report – Assessment of Contributions Plan No. 15 – Box Hill Precinct \(2025\)](#), July 2025, p. 33.
- ³³ IPART, [Information Paper - IPART assessment of local infrastructure contributions plans](#), July 2025, pp 32-33.
- ³⁴ Lane Cove Council, [Application for assessment of St Leonards South Precinct Contributions Plan](#), July 2025, p. 4.
- ³⁵ Lane Cove Council, [Ordinary Council Meeting 24 July 2025. Section 7.11 plan review – St Leonards South](#), 24 July 2025, p 54, Lane Cove Council, [Application for assessment of St Leonards South Precinct Contributions Plan](#), July 2025, p. 5.
- ³⁶ Meeting with IPART and Lane Cove Council, 14 July 2025. Lane Cove Council, [Application for assessment of St Leonards South Precinct Contributions Plan](#), July 2025, p. 5.
- ³⁷ Lane Cove Council, [Application for assessment of St Leonards South Precinct Contributions Plan](#), July 2025, p. 19.
- ³⁸ Meeting with IPART and Lane Cove Council, 14 July 2025.
- ³⁹ Lane Cove Council, [Ordinary Council Meeting 19 June 2025. St Leonards South – Review of Section 7.11 Contributions](#), 19 June 2025, p 1.
- ⁴⁰ IPART, [Final Report – Overview -Assessment of St Leonards South Precinct Contributions Plan](#), 20 December 2021, p 1.
- ⁴¹ Meeting with IPART and Lane Cove Council, 14 July 2025.
- ⁴² [Environmental Planning and Assessment Regulation 2021](#), cl 212, accessed July 2025.