
6 PLANNING PROPOSAL - 10 MONASH ROAD AND 2 COLLEGE STREET, GLADESVILLE

Report prepared by: Team Leader - Design and Development
File No.: LEP2013/11/003 - BP13/1071

REPORT SUMMARY

A planning proposal has been received for 10 Monash Road and 2 College Street Gladesville by Don Fox Planning. The proposal includes:

- The rezoning of 2 College Street Gladesville from R2 - Low Density Residential to B4 - Mixed Use. (10 Monash Road is currently zoned B4)
- A Floor Space Ratio (FSR) of 1.7:1 for both sites (currently 1.8:1 for 10 Monash Road and 0.5:1 for 2 College Street)
- A Height of 15m for 10 Monash Road (currently 13m)
- A Height ranging from 12 – 13m for 2 College Street (currently 9.5m)

It is recommended that the proposed Building Height, FSR and Zone changes for the site be supported in principle because the proposed amendments:

- permit potential development where the height and FSR is consistent with adjoining properties in the B4 zone on Monash Road.
- avoid making 2 College Street an isolated R2 zoned property. No. 2 College Street is currently isolated from the surrounding low density area by B4 zoning to the south and east, a right of way to the west and College Street to the north.
- provide an appropriate transition between the built form of the retail strip on Monash Road and the adjacent low density residential development.
- provide an appropriate terminus to the Monash Road small centre.
- do not have a major impact on heritage properties in the vicinity.

The proposal can be supported on planning grounds. It is recommended that it be forwarded to the Department of Planning and Infrastructure for a gateway determination and community consultation.

A traffic study is to be undertaken by Council for the area around College Street. It is recommended that consideration of this planning proposal, after exhibition, is deferred until the traffic study is complete. A separate report will be presented to Council on the traffic study.

RECOMMENDATION:

- (a) That Council note the Planning Proposal for 10 Monash Road and 2 College Street Gladesville
- (b) That Council forward the planning proposal for 10 Monash Road and 2 College Street Gladesville to receive a gateway determination in accordance with Section 56 of the *Environmental Planning and Assessment Act 1979*.

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- (c) That, in the event of a gateway determination being issued pursuant to Section 56 of the *Environmental Planning and Assessment Act 1979*, the planning proposal be placed on public exhibition and a further report be presented to Council following the completion of the community consultation advising of the outcomes and next steps.
- (d) That Council's consideration of the planning proposal, following exhibition, is deferred until the traffic study for the area is completed.
- (e) That a site specific addition to the Ryde Development Control Plan 2010 be prepared for 10 Monash Road and 2 College Street Gladesville and that it is publicly exhibited together with the planning proposal.

ATTACHMENTS

- 1 Planning proposal of 2 College Street and 10 Monash Road Gladesville -
CIRCULATED UNDER SEPARATE COVER

Report Prepared By:

Margaret Fasan
Team Leader - Design and Development

Report Approved By:

Lexie Macdonald
Acting Manager - Urban Planning

Meryl Bishop
Acting Group Manager - Environment and Planning

ITEM 6 (continued)**Discussion**

This report contains a description of the site, a description of the proposed LEP and DCP amendments and an appraisal of the subject planning proposal. This appraisal forms the basis of a recommendation to forward the proposal to the Minister for Planning for a gateway determination and subsequent community consultation.

Planning Proposal – 10 Monash Road and 2 College Street Gladesville

On 12 March 2013, when considering a report on the submissions received following the public exhibition of draft Ryde LEP 2011, Council resolved to accept, for consideration, a planning proposal for 2 College St and 10 Monash Rd Gladesville.

On 30 March 2013 a pre-lodgement meeting was held between Council staff and representatives of 10 Monash Road and 2 College Street to discuss a possible planning proposal for the site. Subsequent to this meeting Council received a planning proposal for 10 Monash Road and 2 College Street Gladesville ('the subject site') on 7 June 2013. A copy of the planning proposal is **CIRCULATED UNDER SEPARATE COVER**. The LEP amendment, once gazetted, will permit the development of the subject site as a consolidated 3 – 4 storey mixed use building. A site specific addition to the Ryde Development Control Plan 2010-Part 4.6 Gladesville Town Centre and Victoria Road Corridor has been prepared to ensure that the future development of the subject site provides a suitable built form outcome that meets SEPP 65 and is respectful of the local context.

Gateway Plan-Making Process

This section of the report provides a brief description of the "gateway plan-making process", including an explanation of the legislative requirements relating to a planning proposal. This section also includes a summary of the steps leading to the submission of the subject planning proposal.

The gateway process has a number of steps. The preparation and submission of a Planning Proposal is the first of five main steps, summarised as follows:

1. **Planning proposal** - this is an explanation of the effect of and justification for the proposed plan to change the planning provisions of a site or area which is prepared by a proponent or the relevant planning authority such as Council. The relevant planning authority decides whether or not to proceed to the next stage.
2. **Gateway** –determination by the Minister for Planning or delegate if the planning proposal should proceed, and under what conditions it will proceed. This step is made prior to, and informs the community consultation process.
3. **Community Consultation** - the proposal is publicly exhibited (generally low impact proposals for 14 days, others for 28 days).

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4. **Assessment** — the relevant planning authority considers public submissions. The relevant planning authority may decide to vary the proposal or not to proceed. Where proposals are to proceed, it is Parliamentary Counsel which prepares a draft local environmental plan — the legal instrument.
5. **Decision** — the making of the plan by the Minister (or delegate).

This proposal is at step 1 of the gateway process. Council is the relevant planning authority for this proposal which has been prepared by a consultant planner on behalf of the proponent. The proposal has been assessed by Council staff in respect of the information required to be included in a planning proposal.



10 Monash Road and 2 College Street Gladesville

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The Site

The subject site consists of 2 properties 10 Monash Road and 2 College Street Gladesville are legally known as Lots 35B and 35A of DP 401201 respectively.

The 2 properties adjoin the Monash Road small centre to the south and east which is zoned B4 – Mixed Use. To the north and west are single residential dwellings which are zoned R2 -Low Density Residential. Directly opposite 10 Monash Road is a heritage listed Victorian cottage. The subject sites sit at the transition between the Monash Road commercial centre and the surrounding residential area. The site is within 100m of good public transport on Victoria Road and 150m walk to open space in nearby Monash Park.

The properties have a combined area of 1359m², with dual street frontage to College Street and Monash Road. The College Street frontage is approximately 65m and Monash Road frontage is approximately 20 metres. Both the proposed and current access into the site is off College Street.



2 College Street



10 Monash Road

The site slopes from south-east to the north-west, with the highest point being in the south east corner of the site. The site has limited vegetation comprising scattered shrubs and trees and grassed areas. The site is burdened by a 1m wide easement for drainage along the north western boundary adjoining 2A College Street.

2 College Street is currently occupied by a single storey brick residential dwelling with separate single storey brick garage. 10 Monash Street consists of a single building with a separate garage. The building is used for business purposes.

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Site Context

The surrounding uses comprise a mix of residential, commercial and light industrial uses along College Street, Monash Street and Victoria Avenue. 8, 8a and 8b Monash Road are residential dwellings. 2, 4, 6 and 6A Monash Road are business premises. A recently approved mixed use development is currently under construction at 1-9 Monash Road and includes the heritage listed Victorian cottage.



View looking north along Monash Road



View looking south along Monash Road

ITEM 6 (continued)



View looking west along Elthan Street



View looking east along College Street

Adjoining the site to west are single storey residential dwellings. Further west along College Street are light industrial premises including a 3.8 ha block of industrial land currently the subject of a planning proposal that would enable a Bunnings Development. The northern side of College Street opposite contains single storey residential dwellings.

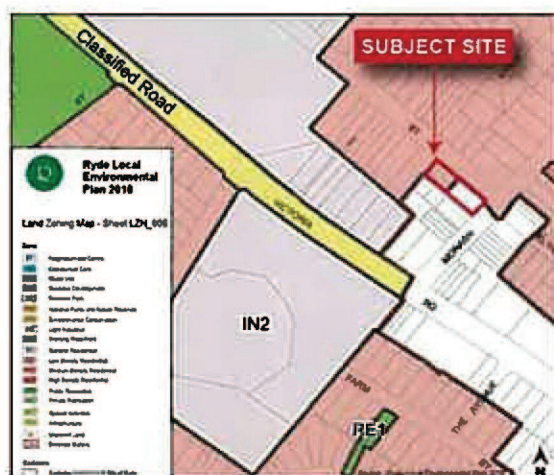
ITEM 6 (continued)

Existing Controls

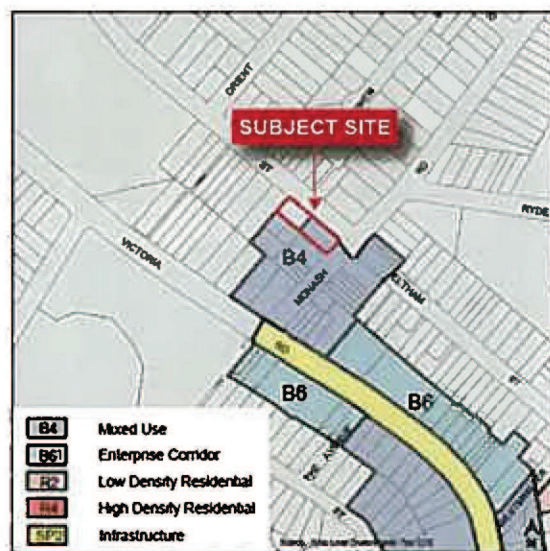
2 College Street under Ryde Local Environmental Plan 2010 (RLEP 2010) and draft RLEP 2013 is currently:

- zoned R2 Low Density Residential.
- the maximum building height limit is 9.5m and
- the maximum FSR is 0.5:1.
- These controls in association with the development control plan (DCP) allow a single 2 storey residential dwelling on the site.

These controls in association with the development control plan (DCP) allow a single 2 storey residential dwelling on the site.



Existing land zone for 2 College Street



Existing land zone for 10 Monash Road

10 Monash Road under Ryde LEP Gladesville Town Centre and Victoria Road Corridor and Draft RLEP 2013 is currently

- zoned B4 Mixed Use
- the maximum building height limit is 13m and
- the FSR is 1.8:1.

The key site diagram in Ryde DCP 2010 Part 4.6 - Gladesville Town Centre and Victoria Road Corridor allows for a 3 storey mixed use building on the site.

Draft RLEP2013 is currently with the Minister for Planning and Infrastructure for approval and gazettal.

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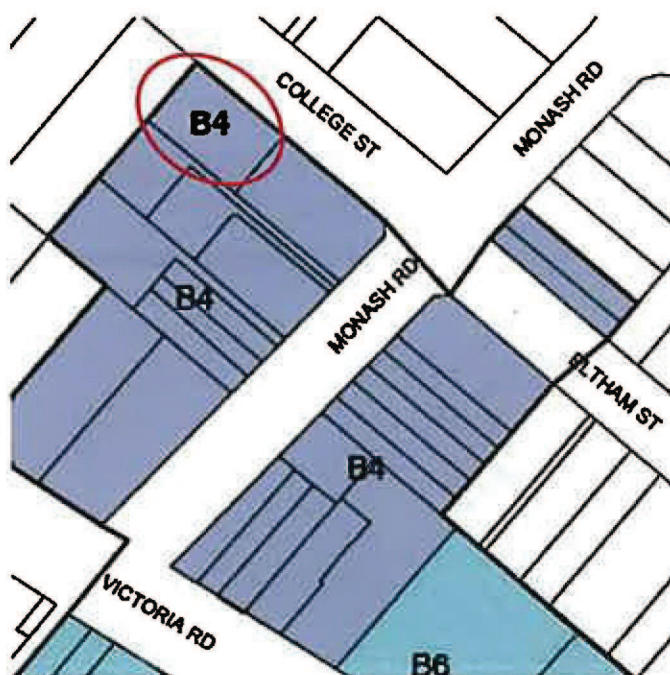
Proposed Changes to Ryde Local Environmental Plan 2010 and Ryde Local Environmental Plan Gladesville Town Centre and Victoria Road Corridor

The planning proposal seeks to amend the relevant planning controls in Ryde LEP 2010 and RLEP (Gladesville Town Centre and Victoria Road Corridor) to:

- B4 Mixed Use Zone for 2 College Street;
- Permit a maximum FSR of 1.7:1 at 2 College Street and 10 Monash Road;
- Permit a maximum building height of 12 and 13 metres in height at 2 College Street (refer to the proposed height diagram);
- Permit a maximum building height of 15 metres at 10 Monash Road (refer to the proposed height diagram).

If Draft Ryde LEP 2013 is gazetted prior to the finalisation of this Planning Proposal, the above changes are proposed to apply to Ryde LEP 2013.

The proposed amendments are illustrated in the following diagrams:



Proposed Land Use Zone

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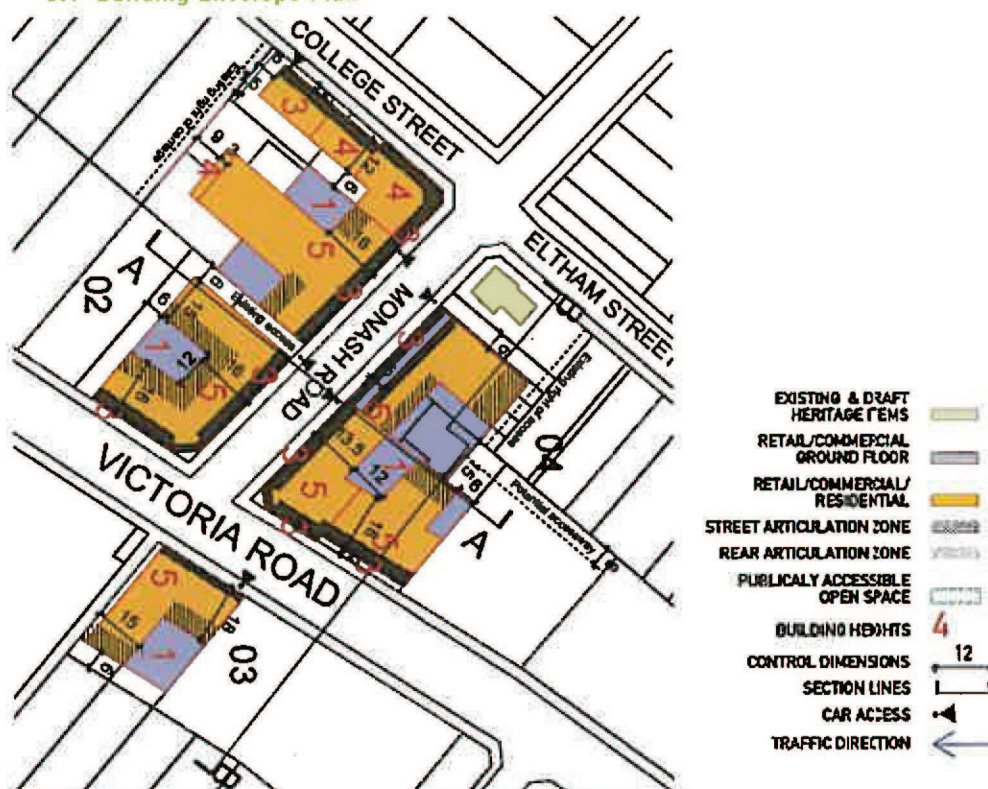
ITEM 6 (continued)

Proposed Amendments to Ryde DCP 2010

Ryde DCP Part 4.6 applies to the Gladesville and Victoria Road Corridor. This DCP comprises general controls plus key site controls to provide detailed development guidelines. The applicant has prepared a new draft key site diagram and controls to replace the existing key site diagram in Ryde Development Control Plan (DCP). This addresses the following issues:

- Street setbacks to the corner of College Street and Monash Road (zero at levels 1-3 with the top level set back 2m) and College Street (2m setback)
- Rear and side setbacks of 6m to adjoining neighbours
- Façade treatment
- Vehicle access
- Heights in storeys - 4 storeys for 10 Monash Road stepping down to 3 storeys on College Street.

3.1 Building Envelope Plan



Key site diagram – to amend Fig 4.6.23 of DCP 2010

Note: This diagram amends 2 College Street and 10 Monash Road only. The remainder of the Key site diagram is unchanged.

ITEM 6 (continued)Justification

The planning proposal provides the following justification. 2 College Street adjoins land in the Monash Road precinct which is identified for renewal including additional retail, commercial and residential development. The vision for the precinct is to allow urban renewal, whilst maintaining its local scale service role and providing a built form that relates to the scale and character of existing buildings.

The planning proposal is a site specific amendment to the RLEP 2010 and RLEP (Gladesville Town Centre and Victoria Road Corridor) 2010 to amend the land use zoning, height and floor space controls that apply to the site.

There is an opportunity to consolidate both lots into the Monash Road precinct and to redevelop both sites in an integrated development, contributing to the progressive urban renewal of the precinct. The objective of the planning proposal is to facilitate the redevelopment of the site as one lot by providing appropriate planning controls across both lots.

The intended outcome of the planning proposal is to amend the existing planning controls to facilitate a future mixed use development of the two adjoining lots which are now in the single ownership of the one family.

Assessment of the Planning ProposalUrban Design

2 College Street is isolated from the surrounding low density residential area by B4 zoning to the south and east, a right of way (laneway) to the west and College Street to the north. Rezoning this site will prevent it from becoming isolated by B4 mixed use buildings in the future. The proposed increases to height and FSR are generally consistent with adjoining B4 properties and provide an appropriate terminus to the Monash Road small centre. The building envelope that results from the proposed height and setbacks will enable a FSR of 1.7:1. This FSR has been tested through the schematic designs which are included with the planning proposal as part of the urban design study at Appendix A. It is considered that the proposed increase in FSR from 0.5:1 to 1.7:1 will allow for a consolidated and orderly development of the site that will not compromise the amenity of neighbouring properties.

The main change to 10 Monash Road is an increase in height from 13m to 15m to allow a 4 storey built form. The FSR of 1.7:1 is slightly lower than what is currently permitted on the site.

It is appropriate that development on Monash Road includes retail uses at ground level whilst development in College Street is residential in nature.

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Overshadowing

The site is south, south/east of the surrounding R2 dwellings. This means that development of 10 Monash Road and 2 College Street will not overshadow these areas.

Setbacks

It is considered that the proposed setbacks are sufficient to maintain amenity to neighbouring properties and create an appropriate interface with low density residential development and village character of Monash Road. The applicant has responded to concerns about the transition of the built form on Monash Road and College Street to reduce visual and built form impact to the R2 residential areas. Specifically the building height steps down to three storeys at 2 College Street and there is a 6 metre setback from the rear property boundary. Built form impacts are further reduced by including a requirement that the top level is set back a minimum of 3m on the College Street elevation so that the building will appear to be predominantly two storeys.

The key site diagram shows:

- The 4th floor is setback a minimum of 2 metres from the lower levels to maintain a predominantly 3 storey built form on the corner of Monash Road and College Street which is consistent with the current key site diagram.
- The street articulation zone on the corner of Monash Road and College Street is consistent with 2 - 8 Monash Road in the current key site diagram. .
- The top floor of 2 College Street is setback a minimum of 3m on the western elevation which reduces the visual impact and overshadowing on the adjoining property 2a College Street.
- The building setback at ground level is zero on the corner of 10 Monash Road to ensure an active retail frontage can be achieved at the terminus of the Monash Road shopping precinct

Heritage

The initial documents did not include a heritage impact statement which was required in order to review the proposal. This information was received on 11 July 2013. Council's heritage officer has reviewed the proposal in the light of this information and made a number of recommendations. The applicant has adopted these recommendations and updated the proposal.

- 3D diagrams (viewed from Eltham St) showing the new heights comparative to the heritage listed Victorian cottage, the streetscape and allowable heights under the (existing) DCP controls.
- That the top floor (4th level) setback from the lower levels (ie 2/3m) to marry to the same form as provided in Figure 4.6.23 (Gladesville Town Centre and Victoria Road DCP 2010) for setbacks and articulation zones.

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In addition the report made recommendations for any future development application:

- Articulation is undertaken on the corner façade to reduce the bulk, removal of the parapet
- Heritage impact statement by a qualified professional is required to be submitted together with any development application

Council's heritage officer also raised concern that the overall height (particularly on the corner) is proposed to be a maximum of 15m. It was considered that it may be possible to achieve an additional (5th) storey with a 15m height limit. However the proposed height is supported because it complies with DCP height controls for a minimum 3.6m floor to floor for the ground level, 2.7m floor to ceiling for residential levels (i.e. 9m for 3 residential levels) and an allowance for rooftop plant and the lift overrun. A fifth storey could not be built without breaching the 15m height limit, particularly as the upper levels are set back. The Key Sites plan in the DCP also identifies the building height as four storeys.

Further, the site slopes from the south-east to the north-west, with the highest point being at the corner of Monash Road and College Street. A 14m height limit would not allow for a fourth level as the building turns the corner into College Street.

Traffic

The council traffic engineer has undertaken a review of the proposal and notes:

There are several developments proposed in the surrounding area. With regards to College Street, there are three sites in particular that are likely to have a significant impact in terms of traffic efficiency and road safety, including the recently approved Aldi with access on Eltham Street, the currently proposed development of Bunnings development on the western end of College Street and the subject site at the intersection of College Street and Monash Road. Final details associated with the scale of development in the area is yet to be confirmed but I anticipate that extensive modelling will be need to be undertaken for the broader area before conditions relating to infrastructure can be set for any one development.

During the public exhibition of the Bunnings' planning proposal, Council received a significant number of submissions that raised concerns regarding increased traffic in the area. Council has resolved that a traffic study is to be undertaken that will include the area around College Street and Monash Road. It is recommended that consideration of this planning proposal, after exhibition, is deferred until the traffic study is complete. A separate report will be presented to Council on the traffic study.

ITEM 6 (continued)Conclusion

It is recommended that the proposed Building Height, FSR and Zone changes for the site be supported in principle because the proposed amendments:

- permit potential development consistent with adjoining properties in Monash Road
- avoid making 2 College Street an isolated R2 zoned property
- provide an appropriate transition between the built form of the retail strip on Monash Road and the adjacent low density residential development
- provide an appropriate terminus to the Monash Road small centre
- do not have a major impact on heritage properties in the vicinity

Financial Implications

Adoption of the recommendations in this report will have no financial impact. Council should note that the lodgement of the planning proposal has been subject to Council's Fee and Charges Schedule to amend Local Environmental Plans and the Development Control Plan.

Consultation

Under the gateway plan-making process, a gateway determination is required before community consultation on the planning process takes place. The consultation process will be determined by the Minister and stipulated as part of the gateway determination.

The Department of Planning and Infrastructure's guidelines stipulate at least 28 days community consultation for a major plan and at least 14 days for a low impact plan. Consultation will be managed by Council.

A traffic study is to be undertaken by Council for the area around College Street. It is recommended that consideration of this planning proposal, after exhibition, is deferred until the traffic study is complete

Options

At this stage of the process, Council has the option to decide to proceed with the planning proposal to the next stage (gateway determination and community consultation) or alternatively to not proceed. Proceeding to gateway determination and community consultation is preferred.

ITEM 6 (continued)**Anticipated Timeframes**

RPA decides to proceed to consultation	late September 2013.
RPA requests Gateway Determination	December 2013
Community consultation commences (to avoid Christmas holiday period)	February 2014
Report to Council on Community Consultation	April 2014.
Traffic study of College St area likely to be complete	May 2014.
Decision on this Planning Proposal (deferred pending traffic study outcomes)	June 2014

**EXTRACT FROM MINUTES OF COUNCIL MEETING
NO. 20/13 AT ITS MEETING HELD ON 24 SEPTEMBER 2013****COUNCIL REPORTS****6 PLANNING PROPOSAL - 10 MONASH ROAD AND 2 COLLEGE STREET, GLADESVILLE**

Note: Jeremy Quek addressed the Council in relation to this Item.

RESOLUTION: (Moved by Councillors Perram and Yedelian OAM)

- (a) That Council note the Planning Proposal for 10 Monash Road and 2 College Street Gladesville
- (b) That Council forward the planning proposal for 10 Monash Road and 2 College Street Gladesville to receive a gateway determination in accordance with Section 56 of the *Environmental Planning and Assessment Act 1979*.
- (c) That, in the event of a gateway determination being issued pursuant to Section 56 of the *Environmental Planning and Assessment Act 1979*, the planning proposal be placed on public exhibition and a further report be presented to Council following the completion of the community consultation advising of the outcomes and next steps.
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- (e) That a site specific addition to the Ryde Development Control Plan 2010 be prepared for 10 Monash Road and 2 College Street Gladesville and that it is publicly exhibited together with the planning proposal.

Record of Voting:

For the Motion: Unanimous