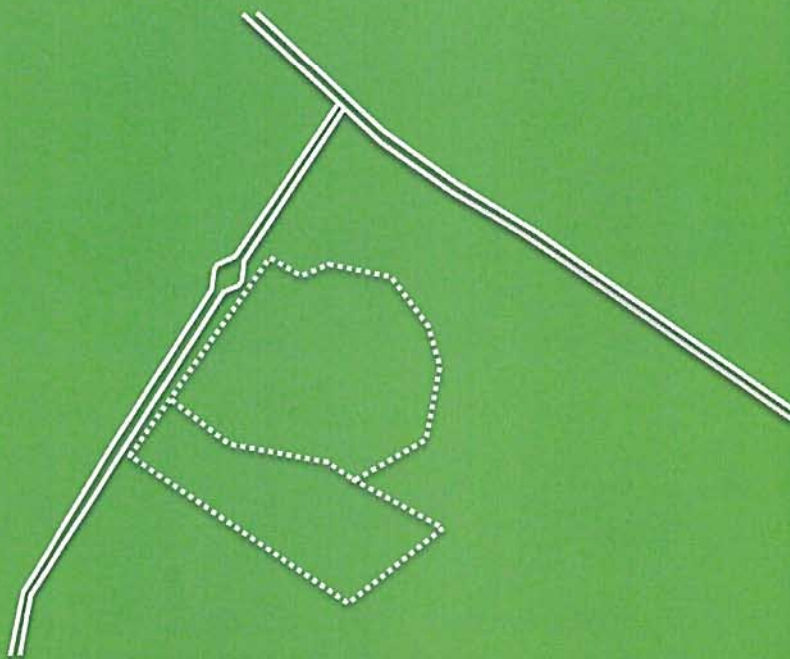
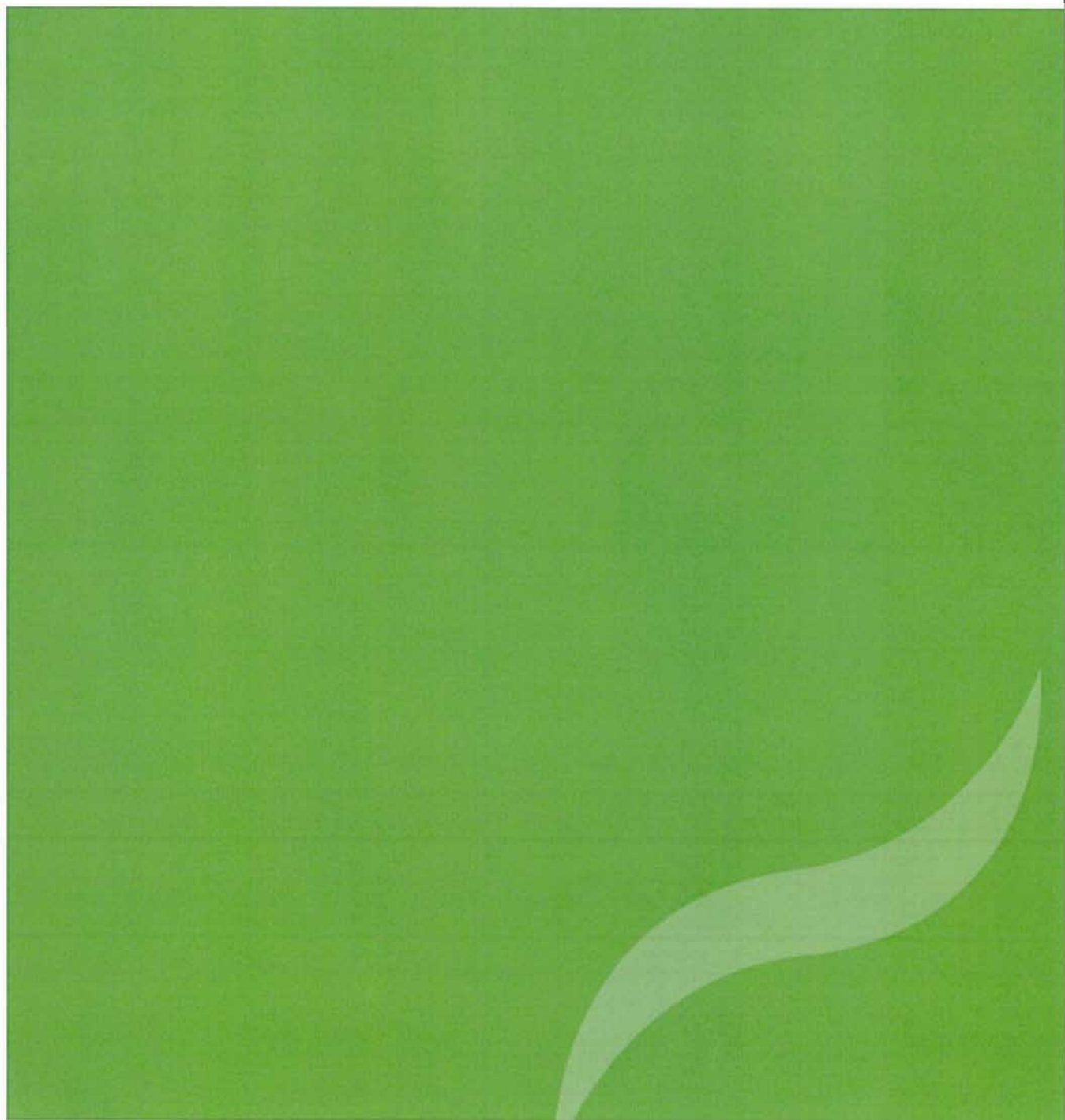


2-14 Tennyson Road, Gladesville
Planning Proposal for a Mixed Use Development



On behalf of
Darcsol Pty Ltd
October 2013



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Signed*

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17.10.2013

Date:

* This document is for **discussion purposes only** unless signed and dated by the persons identified. This document has been reviewed by the Project Director.

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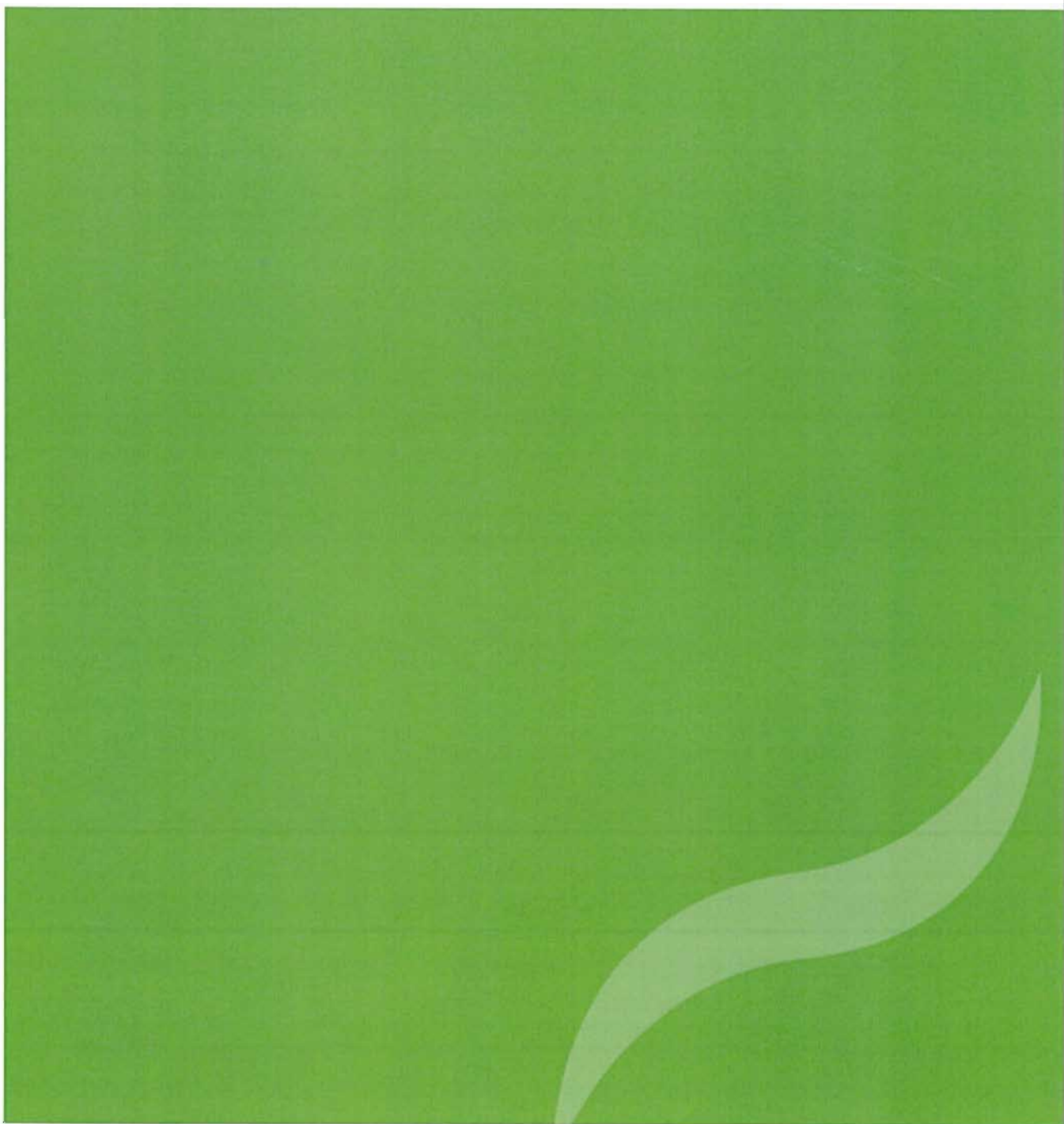


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Introduction

This report has been prepared by Mecone Pty Ltd (Mecone) on behalf of Darcsol Pty Ltd in support of a Planning Proposal to City of Ryde Council (Council) to rezone the subject site located at 2-14 Tennyson Road, Gladesville to facilitate its redevelopment as mixed-use premises. Ryde Council invited the owners to submit a Planning Proposal at its workshop meeting on 12 March 2013.

The land is proposed to be rezoned to B4 Mixed Use in a new site-specific Local Environmental Plan (LEP) in accordance with the provisions of the Standard Instrument template. This would repeal the existing controls set out under the current *Ryde Local Environmental Plan 2010* (Ryde LEP). It is anticipated that the proposed site-specific LEP controls will be reflected in the *Draft Ryde Local Environmental Plan 2011* (Draft RLEP), which is currently being prepared.

The Planning Proposal pertains to the land described as follows:

- Site A: 2-12 Tennyson Road, Gladesville (Lot 2 in DP 549570); and
- Site B: 14 Tennyson Road, Gladesville (Lot 1 in DP 549570).

The Planning Proposal has been prepared in accordance with:

- Section 55 of the *Environmental Planning and Assessment Act 1979* (the Act);
- NSW Department of Planning Guidelines to Preparing a Planning Proposal; and
- Related Section 117 Directions.

Specifically, the Planning Proposal includes the following information:

- a) A description of the site in its local and regional context;
- b) A statement of the objectives or intended outcomes of the proposed instrument;
- c) An explanation of the provisions that are to be included in the proposed instrument; and
- d) The justification for those objectives, outcomes and provisions and the process for their implementation including:
 - Whether the proposed instrument will comply with relevant directions under S117;
 - The relationship to the strategic planning framework;
 - Environmental, social and economic impacts;
 - Any relevant State and Commonwealth interests; and
 - Details of the community consultation that is to be undertaken before consideration is given to the making of the proposed instrument.



1.1 Proponent and Project Team

The Planning Proposal has been prepared on behalf of Darcsol Pty Ltd. Table 1 identifies the project team.

Table 1. Project team	
Urban Planning	Mecone
Architecture	Grimshaw Architects
Landscape Architecture	Aspect Studios
Traffic Impact Assessment	Traffix
Economic Impact Assessment	Hill PDA
Net Community Benefit Test	Hill PDA
Environmental Site Assessment	EIS Environmental Investigation Services
Geotechnical Assessment	JK Geotechnics
Stormwater Management	Taylor Thomson Whitting

1.2 Background

The subject site is currently zoned IN2 – Light Industrial under the provisions of the *Ryde Local Environmental Plan 2010* (LEP 2010). The LEP does not set out any specific height restrictions for the site. Maximum permissible FSR is limited to 1:1.

Council is now in the process of preparing the *Draft Ryde Local Environmental Plan 2011* (draft LEP) in accordance with the Standard LEP and based on the City of Ryde Local Planning Study 2010. The zoning provisions relating to the subject site remain unchanged in the draft LEP. Maximum building height control for the site is limited to 10m under the draft LEP.

The proponents have made submissions to the exhibited draft RLEP and have had a number of meetings with Council and the Department of Planning and Infrastructure (DP&I) in relation to the potential redevelopment of the site. At its meeting held on 12 March 2013 Council resolved to accept and consider a Planning Proposal for the potential rezoning of the subject site. Refer to the resolution attached at Appendix 1.



2

The Site

2.1

Site Location

The site is located at 2-14 Tennyson Rd, Gladesville as highlighted in Figure 1 below.



Figure 1 – Subject site

Source: Mecone

Table 2 provides the legal description and a brief summary of the site and surrounding context.

Table 2. Subject site		
Site	2-12 Tennyson Rd (Site A)	14 Tennyson Rd (Site B)
Legal description	Lot 2 DP 549570	Lot 1 DP 549570
Site area	1.4ha	0.8ha
Street frontage	West - 145 metres to Tennyson Road	
Site location	The site is located approximately 100m to the south of the intersection of Tennyson Road and Victoria Road. It is bound by Tennyson Road to the west, a commercial/light industrial site to the north and north east and low density residential developments to the south and south east.	
Site description	The site is located towards the crest of a hillside falling away from Victoria Road. The site generally slopes from north to south. Site A is a former quarry site. The topography falls 5-15m towards the centre of the quarry with no natural watercourses or unusual features known, which would preclude redevelopment.	

Table 2. Subject site		
Site	2-12 Tennyson Rd (Site A)	14 Tennyson Rd (Site B)
Current zoning	Light Industrial	
Existing buildings/ structures	A brick and metal warehouse and office space at the centre of the quarry with a two storey brick rendered office building to the west of the warehouse, along Tennyson Road.	A two storey brick building used as office and warehouse.
Vehicular access	From Tennyson Road via a driveway along the southern boundary.	From Tennyson Road via a driveway along the northern boundary.

2.2 Site Context

The suburb of Gladesville is located in the City of Ryde LGA within 5km of Ryde Town Centre and 10km west of the Sydney Central Business District (CBD).



Figure 2 – Regional context diagram

Source: Mecone

The site is located within 100 metres of Victoria Road, and 400 metres of Gladesville Town Centre. Whilst the site is zoned IN2 (light industrial), it is fragmented from the larger industrial zoned precinct to the north by Victoria Road and is mainly surrounded by residential land.

The site benefits from excellent access to retail, services and public transport. It is also located in close proximity to a range of community facilities including educational establishments, parks and open spaces (Refer to Figure 3).

Table 3 below provides a brief summary of the site and its surrounding context.

Table 3. Surrounding context

Surrounding Context	Predominantly low density residential. To the north the site adjoins an office building that is owned and managed by Dexus Property Group. To the south, east and west the site adjoins residential land.
Public Transport	Within 100m – Victoria Road Bus services
Services	400m – Gladesville Town Centre 300m – Ryde Aquatic Leisure Centre 650m – Holy Cross College 1.4km – St Charles Primary School 2km – Ryde Secondary College 2.8km – Gladesville Hospital



- 1 2-14 Tennyson Road
- 2 Gladesville Town Centre
- 3 Gladesville Industrial Area
- 4 Ryde Aquatic Centre
- 5 Holy Cross College
- 6 Tyagrah Park
- 7 Bremner Park
- 8 Morrison Bay Park
- 9 Our Lady Queen of Peace School
- 10 Westminster Park
- 11 Monash Park
- 12 Field of Mars Reserve
- 13 St Josephs College Sporting Fields
-  Bus Stops



Figure 3 – Local context diagram
Source: Mecone



A detailed site analysis is provided at **Appendix 2**, within the architectural design report.

The site's surrounding development context is presented in the following figures.

436-484 Victoria Road

2-12 Tennyson Rd

14 Tennyson Road



Rear 436-484 Victoria Road Residential - Opposite

Residential - South West



Figure 4 – Surrounding context

Source: Google Maps

2.3

Economic rationale

The current site is under utilised and provides a low employment density. The site is surplus and does not play a significant role in employment generation in the area. Additionally, the site is isolated from the consolidated industrial area to the north of Victoria Road and has a residential interface to the east and south. The current buildings are difficult to lease and redevelopment of the site with employment uses that better match the Ryde employment profile will allow for a significant increase in employment density. A summary of the existing and future employment rates on the site is provided in the table below. This demonstrates that the proposed rezoning of the site will have significantly positive impacts in terms of employment generation, with employment that is better matched to the Ryde employment profile.

Table 4. Existing and future employment rates

Site	Existing	Future
Site A	20	254 (retail)
Site B	30	36 (non-retail)
Total	50	290 (+212)

3 Planning Proposal

3.1 Part 1 - Objectives and Intended Outcomes

3.1.1 Objectives

The objectives of the proposal are:

- To encourage employment generation on site that increases the number of employees and provides jobs that better match Ryde's employment profile;
- To facilitate redevelopment of the site in a prime location in close proximity to a range of services and public transport options, which is currently being underutilised;
- To provide high quality residential development, incorporating a range of housing types, including seniors housing, for the Ryde and Gladesville locality; and
- To provide an innovative village hub with a range of commercial and retail employment activities which are compatible with the residential uses in the area.

The planning proposal seeks to achieve these objectives by allowing the redevelopment of the site as mixed-use premises with a range of residential, retail, commercial, and community uses.

3.1.2 Intended Outcomes

The intended outcomes of the planning proposal are to:

- Address the lack of housing availability within the locality;
- Provide appropriate services and employment opportunities that suit the resident profile in the area;
- Allow for a proposal that will complement and support the existing Gladesville Town Centre; and
- Allow for public domain upgrading works.

The planning proposal seeks to achieve these intended outcomes by proposing amendments to the LEP and rezoning the site to B4 Mixed Use as per the Standard Instrument Template.

The site specific LEP would permit mixed use premises, including residential, retail and commercial uses on the site.

An architectural report is provided at **Appendix 2**, which includes an analysis of the site and a massing study that forms the basis of the proposed provisions. Based on the findings of the architectural report, a range of 5-8 storey buildings can be achieved on site without having any significant adverse environmental impacts on the surrounding developments.



Part 2 – Explanation of Provisions

3.2.1 Description of Proposal

The objectives of the planning proposal shall be achieved through the creation of a new standard instrument-based LEP that would replace the existing instrument in force for the site. The proposed controls would eventually be reflected in and merged with the draft Ryde LEP, which is a Standard Instrument LEP. An outline of the key controls under the Ryde LEP 2010, Draft Ryde LEP 2011 and the key controls proposed are provided in Table 5 below:

Table 5. Key planning controls			
Control	Ryde LEP	Draft Ryde LEP	Proposed Controls
Land Use zoning	IN2 – Light Industrial	IN2 – Light Industrial	B4 – Mixed Use
Floor Space Ratio	1:1	1:1	2.5:1 for Site A; 1.5:1 for Site B
Height of Buildings	-	10m	RL controls (Refer to the maps provided at Appendix 4)

Table 6. Proposed optional standard instrument provisions	
Control	Explanation
Height of buildings	This limits the permissible height of future development, as shown on the proposed map.
Floor space ratio	This limits the permissible density of future development.
Calculation of floor space ratio and site area	This provides clarity in calculation methods used to determine compliance with Floor Space Ratio controls.
Architectural roof features	This enables architectural roof features to exceed the building height limit, under certain conditions.

The proposed instrument is based on the mandatory provisions of the standard instrument, as well as the optional standard provisions outlined in Table 6.

In addition to these optional provisions, it is proposed the local provisions outlined in Table 7 be included:

Table 7. Proposed local provisions

Control	Explanation
Commencement	This states the commencement of the LEP.
Saving provision relating to development applications	This ensures any development applications submitted but not determined upon commencement remain valid.
Demolition requires consent	This ensures demolition is only carried out with development consent.
Earthworks	This ensures that any earthworks will not have a detrimental impact on environmental functions and processes, neighbouring uses and features of surrounding land.
Stormwater quality	This is to ensure that minimum impact is imposed on stormwater drainage conditions on site and on adjoining properties.

More detailed drafting instructions are provided at **Appendix 3**.

The following maps have been drafted, which relate specifically to the LEP:

- Land Zoning Map;
- Height of Buildings Map; and
- Floor Space Ratio Map.

These proposed maps are provided at **Appendix 4**. In addition, relevant DCP maps support the proposed DCP, which include:

- DCP Application Map;
- Setback Area Map;
- Access Map;
- Building Height in Storeys Map; and
- Open Space Map.

The proposed site specific DCP is provided at **Appendix 5**.

In addition, refer to **Appendix 2** for the Architectural Design Report, which provides design context and rationale for the approach to establishing the proposed controls and planning maps.

The following list of maps have not been drafted as no information would be included:

- Land Reservation Acquisition Map;
- Heritage Map;
- Acid Sulphate Soils Map; and
- Foreshore Building Line Map.



3.3

Part 3 – Justification

3.3.1 Section A - Need for the proposal

Is the planning proposal a result of any strategic study or report?

In 2012, Mecone undertook an economic and strategic assessment of the site in relation to its local context. The document was prepared in consideration of the relevant State and local strategies as well as studies prepared by a team of specialist consultants including:

- Architectural studies, prepared by Grimshaw Architects;
- An Economic Impact Assessment, prepared by Hill PDA;
- Retail property advice, prepared by Ray White Retail; and
- Aged care and development programming advice, provided by Capital Project Control.

The findings of Mecone's strategic assessment are summarised below:

Providing increased employment that better reflects Ryde's employment profile

Employment trends

There is a clear trend showing the increase in white collar residents and decrease of blue collar residents in the LGA, taken from ABS census data.

Between 2001 and 2006 there was a decline of 20% in blue collar employment in the LGA. This is generally reflective of the changing nature of the workforce and the move away from industrial and manufacturing uses in metropolitan areas. It is clear that the demand for industrial land will lessen as a result of the reduction in blue collar employment.

In 2009, an Employment and Centres Study was undertaken by Mecone for the City of Ryde Council. The report anticipated a reduction in industrial land demand within the LGA, mainly due to adequate supply of cheaper and larger industrial land elsewhere that is closer to labour markets. The report recommends that the Gladesville industrial area should be maintained as an industrial area albeit with some relaxation along Victoria Road to allow a broader range of enterprise in line with the Enterprise corridor.

Future development of the site should aim to provide a suitable range of services and employment generating uses that will cater for the increasing white collar residents as well as those employed in sales and services sector.

Increasing employment on the site

The current site is under utilised and provides a low employment density. The surplus site does not play a significant role in employment generation in the area. Additionally, the site is isolated from the consolidated industrial area to the north of Victoria Road and has a residential interface to the east and south. The current buildings are difficult to lease and redevelopment of the site with employment uses that better match the Ryde employment profile will allow for a significant increase in employment density. A summary of the existing and future employment rates on the site is provided in the table below. This demonstrates that the proposed rezoning of the site will have significantly positive impacts in terms of employment generation, with new employment better matching the labour market. Overall there is anticipated to be a net increase of 294 jobs on the site.



Table 8. Existing and future employment rates

Site	Existing jobs	Type	Future	Type
Site A	20	Light industrial	254	Retail
Site B	30	Light industrial	36	Non-retail
			54	Assisted living
Total	50		344 (+294)	

Industrial Assessment

Hill PDA was engaged to undertake an industrial assessment of the area to identify existing demand for industrial land in the locality. Based on the information provided by Hill PDA, demand for industrial land is being influenced by a number of factors including:

- At the macro level: Globalisation of trade and the wider use of information technology, as a result of which manufacturing now takes place offshore as it is more economically viable. During the past decade, a significant number of former industrial precincts have gone through an urban renewal process and have been transformed into mixed use centres in close proximity to the CBD and established transport links; and
- At the micro level: The Ryde LGA has experienced reduced demand for industrial land due to availability of larger and cheaper industrial parcels elsewhere in close proximity to major infrastructure networks. Further, the growth of Macquarie Park as a major specialised centre with abundant supply of land for commercial office, retail and high technology uses, has resulted in a decline in demand for traditional industrial land elsewhere in the LGA.

Based on the information extracted from Mecone's Employment and Centres Study 2009, demand for industrial land will decline from 49ha in 2006 to 45 ha in 2016 and 41 ha in 2031.

In accordance with the findings of Mecone's Employment and Centres Study 2009 and Hill PDA's economic impact assessment of the area, the following conclusions are made in regards to industrial trends in the Ryde LGA:

- Employment generation on industrial land is declining due to rationalisation with advanced technology allowing the same employment functions to be performed with a reduced number of workers;
- A comparison between the census data and industrial demand forecast indicates that actual ratio of resident blue collar workers is lower than those identified in the Employment and Centres Study forecasts;
- It is acknowledged that the Gladesville Industrial area plays an important role in providing urban support services such as auto repairs, light manufacturing, catering and sporting uses and vital services that support local residents and businesses in the area. However, the subject site is separated from this area with a residential interface and therefore struggles to meet this role;
- A certain 'critical mass' is usually considered necessary for successful operation of industrial and commercial uses. The site is segregated from



the main Gladesville Industrial Area and is subject to vulnerabilities of a small business base;

- It is understood that the existing industrial business on site A (2-12 Tennyson Rd) currently employs 20 staff (refer to Table 8 above). Compared to the employment rate benchmark of 1 job per 80m² of leasable space as identified by Hill PDA, it is considered that the land is being underutilised and does not play a significant role in employment generation within the area. Further, it is noted that the adjoining Dexus building has a high vacancy rate; and
- As shown in table 8 above mixed use development on site can potentially generate a net increase of up to approximately 294 employees. As such, the proposal will result in a significantly higher employment generation rate for the site.

Retail Assessment

Hill PDA was engaged to undertake an assessment of retail demand within the area to identify potential retail gaps and current demand for additional retail floorspace.

The assessment defines a trade area that includes the suburbs of Putney and Tennyson Point, the western part of the suburb of Gladesville and the southern part of the suburb of Ryde. Hill PDA concludes that the site can be redeveloped without jeopardising the role or function of Gladesville or any other existing centre.

The report identifies existing demand for an additional approximately 5,000m² of retail space on the subject site, including approximately 3,000m² of supermarket and 2,000m² of specialties (around 15-20) out of which three or four would be non-retail commercial services. During the preliminary discussions, both Coles and Woolworths have expressed interest in a supermarket of around 3,200m² in the area.

Strategic Assessment of Industrial Lands

The land is classified as 'Category 1 Employment Land' under the Draft Metropolitan Strategy for Sydney 2031 (Draft Metro Strategy). The Draft Metro Strategy recognises that some employment and industrial lands are suitable for rezoning due to obsolete building stock and a decline in activity. In such cases, a detailed assessment of the proposal is required against all matters for consideration as identified in the plan. A detailed assessment of the proposal was undertaken by Mecone against all matters for consideration as identified by the strategic assessment checklist, as summarised in Table 9 below.

Table 9. Strategic Assessment Checklist

Matter for Consideration	Comments	
Consistency with state and council strategies	Redevelopment of the site will contribute to achieving both the supply of housing and increased employment, which is consistent with the draft Inner North Subregional Strategy.	✓
Is the site near existing transport and infrastructure and contributes to a significant industry cluster	The land is not located close to major infrastructure e.g. airport, railway etc. The land is isolated from other industrial land in the LGA. Current activities on site do not support national or state significant infrastructure.	✓



Table 9. Strategic Assessment Checklist

Matter for Consideration	Comments	
	Redevelopment of the site for residential, retail and business purposes is expected to result in a more suitable intensity and will cater for a higher number of jobs generated on site. The site is located in a predominantly residential area and does not benefit from opportunities for industry clusters. The proposed zoning controls would result in higher employment intensity and would be better suited to the employment profile of residents and businesses in the LGA.	
Impact on the industrial land stocks in the region and the ability to meet future demand for industrial land activity	The Ryde Employment and Centres Study identifies an expected decline in demand for industrial land within the LGA by 2031. The site is isolated from the main Gladesville Industrial Area to the north of Victoria Road.	✓
Impact on the achievement of the subregion/region and LGA employment capacity targets and employment objectives	Based on the anticipated decline in demand for traditional industrial land (as identified in Ryde's Employment and Centres Study 2009), it is considered that the LGA has the capacity to cater for future local industrial needs.	✓
Is there an argument that the industrial land cannot be used for an industrial purpose and to redevelop the land to support new forms of industrial land uses (e.g. high-tech or creative industries)	The site is not identified in the City of Ryde Economic Employment Strategy 2009-2014 as having any potential for redevelopment for industrial uses and/or new industrial uses due to its location as a fragmented industrial site within a predominantly residential area. Redevelopment of the site for residential, retail and business purposes is expected to result in a more suitable intensity and will cater for a higher number of jobs generated on site.	✓
Suitability and extent of measures implemented to improve an area's employment lands viability	Redevelopment of the site as mixed use premises could potentially result in higher employment generation for the site.	✓
Is the site critical to meeting the need for land for an alternative purpose identified in other NSW government or endorsed council planning strategies	Based on the anticipated decline in demand for traditional industrial land (as identified in Ryde's Employment and Centres Study 2009), it is considered that the LGA has the capacity to cater for future local industrial needs. Redevelopment of the site as mixed use premises would be consistent with the existing local trends in industrial, residential and retail land use.	✓



As such, Mecone's strategic analysis concluded that current industrial use of the site is no longer strategically important and recommended consideration of a land use concept that could offer an economically and strategically feasible outcome for the site.

Is the planning proposal the best means of achieving the objectives and outcomes, or is there a better way?

The Planning Proposal is the best means of ensuring an appropriate redevelopment that increases employment on the land that better matches the Ryde labour profile. It is considered to be the best course of action to prepare a site specific, standard instrument based LEP, rather than amending the existing Ryde LEP 2010. The provision of a new instrument will provide for an LEP that is consistent with the Standard Template.

In addition, this Planning Proposal would be easily integrated into any new draft LEP and draft DCP controls that would apply to the site as the proposal generally adopts the framework of these documents.

This Proposal will achieve all the outcomes of the Design Report and provide a net community benefit. Any alternative means have been considered to be less economically and socially viable for the development and renewal of the site, and as such has meant that a Planning Proposal is the most efficient means to renew the site.

Is there a net community benefit?

Hill PDA was engaged to undertake a Net Community Benefit Test in relation to the proposed rezoning of the site. To conduct the test, the report identified the following two scenarios:

- The Base Case: The IN2 zoning is retained on the Subject Site and there is no change to existing tenants; and
- Alternative 1: Rezoning and Redevelopment. The subject site is rezoned as B4 Mixed Use to accommodate 5,800m² of retail floorspace (inclusive of a 4,000m² supermarket), a 300m² childcare centre, 600sqm of non-retail commercial uses, 404 residential units including 135 seniors living units, an assisted living facility of 3,300m², 670 car parking spaces and associated landscaping.

Based on the assessment undertaken by Hill PDA, potential benefits and costs associated with Alternative 1 versus the Base Case from a community perspective are summarised below:

Potential benefits of Alternative 1 versus Base Case

- Increasing housing supply in the City of Ryde by 404 dwellings, including 135 seniors living dwellings, in addition to assisted living facilities which would contribute towards meeting the forecast population increase in the Gladesville suburb (Significant Positive Impact);
- Providing a wider range of housing types in the City of Ryde reflective of the forecast ageing population and increasing demand for smaller households (Significant Positive Impact);
- Generating a net increase in operational jobs and jobs during the construction process (Significant Positive Impact);
- Minimising the need for residents to travel to work by providing housing close to employment opportunities (Moderate Positive Impact);
- Minimising the need for residents to travel to access shops and services (Significant Positive Impact);



- Enhancing local retail choice and increasing price competition (Significant Positive Impact);
- Providing more efficient use of a brownfield site (Significant Positive Impact);
- Supporting investment directly in the Subject Site and in the surrounding area (Moderate Positive Impact);
- Providing a development of a high standard of design and incorporating appropriate landscaping (Moderate Positive Impact);
- Delivering additional social infrastructure over and above the demands of future residents in the form of open space (Slight Positive Impact); and
- Alleviating pressure on greenfield sites to be redeveloped for residential uses (Moderate Positive Impact).

Potential Costs of Alternative 1 versus Base Case

- Potential land use conflicts with adjacent Gladesville Business Park during the construction process (Slight Negative Impact);
- Short-term increase in local traffic during construction although it is assumed that appropriate mitigation measures would be taken (Slight Negative Impact);
- Net increase in vehicle movements in the locality although we have assumed that appropriate mitigation measures would be incorporated into the development to address this potential issue (neutral overall impact); and
- Short-term adverse impacts on environmental amenity during the construction process as a result of noise, visual intrusion and so on although it is assumed that appropriate mitigation measures would be taken (Slight Negative Impact).

Hill PDA's report concludes that:

"On balance it is considered that Alternative 1 could lead to significant positive benefits on the community in the local area resulting from increasing supply and mix of housing, an improved retail offer and price competition, increased environmental amenity and a greater number of jobs. This is balanced against a number of short-term slight negative impacts, which could eventuate, although these are not project specific and may eventuate from any redevelopment of the Subject Site. Whilst light industrial land will be lost as a result of Alternative 1, in our view the rezoning can be justified based on the strategic checklist for employment lands and would offset by providing additional employment on the Subject Site and jobs that better match the employment profile of the City of Ryde. In delivering additional residential supply and in assisting to alleviate pressure on greenfield sites for residential development, as well as providing additional jobs and an investment stimulus, Alternative 1 would also have positive broader strategic benefits for Sydney."

A 'net community benefit' is deemed to arise when the sum of the benefits of a rezoning are greater than the sum of all costs from a community welfare perspective. Based on this definition and from the perspective of the community, having consideration of the issues raised above, on balance we conclude that Alternative 1 could deliver an overall net community benefit compared to the Base Case."

Hill PDA's full report is provided at **Appendix 6**.



1.3.2 Section B - Relationship to strategic planning framework

Is the planning proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy (including the Metropolitan Strategy and exhibited draft strategies)?

The Planning Proposal is consistent with the objectives and actions contained within the following plans and strategies:

Draft Metropolitan Strategy for Sydney

The draft Metropolitan Strategy for Sydney was put on public exhibition in March 2013. The strategy will guide the city's growth to 2031. The proposal is consistent with the following key directions identified in the draft Metropolitan Strategy:

- **Balanced Growth:** by providing opportunities for new housing, supporting the growth of businesses in the area, revitalising the neighbourhood and strengthening the growth of the Gladesville town centre;
- **Liveable city:** by delivering new housing to meet existing demand and support Sydney's growth, delivering a mix of well designed housing types in line with current demand, supporting the growth and activation of the Gladesville town centre and attracting investment and providing high quality open spaces to promote social, cultural and recreational opportunities;
- **Productivity and prosperity:** by acting as a catalyst for employment growth in the area, supporting the existing town centre and the nearby industrial area, supplying creative hubs and open spaces and providing retail space in line with existing demand in the area; and
- **Healthy and resilient environment:** by encouraging high quality architectural and landscape design and adopting ESD principles.

Accessibility and connectivity: by providing housing and employment opportunities at a location with excellent public transport access and redeveloping the site that is in close proximity to the Gladesville town centre and well connected to major centres.

Metropolitan Plan for Sydney 2036

The Sydney Metropolitan Plan was released in December 2010. The plan provides a framework for sustainable growth and development across Sydney to 2036.

In summary, the Planning Proposal meets the following relevant directions identified in the Sydney Metropolitan Plan:

- **Direction B: Growing and Renewing Centres;** by showing consistency with Objective B1.3 and locating new housing within walking catchment of the existing Gladesville town centre, which benefits from good public transport access;
- **Direction D: Housing Sydney's Population;** by showing consistency with objectives D1, D3 and D4. The proposal will address the existing demand for residential use in the existing urban area, which is close to the Gladesville Town Centre and public transport. Through appropriate zoning and density controls, the proposal will result in increased housing affordability by allowing for a range of housing types. Through appropriate design controls, the proposal will ensure that high quality new housing will be provided;



- Direction E: Growing Sydney's Economy; by showing consistency with objectives E1, E2, E3 and E4. The proposal contributes to achieving the employment targets set in the Inner North Subregional Strategy. The proposal will allow for an appropriate mix of commercial and retail uses which will encourage employment on site; and
- Direction H: Achieving Equity, Liveability and Social Inclusion; by showing consistency with Objective H1 to ensure equity, liveability and social inclusion are integrated into plan making and planning decision-making as the Proposal aims to integrate affordable housing benefits into the rezoning of the site and its reuse as a residential location for all types of incomes and social groups. Furthermore, the site would be consistent with Objective H3 to provide healthy, safe and inclusive places based on active transport by creating a local space that is accessible to all and would form part of an integrated walking network to the Gladesville Town Centre.

A detailed assessment of the proposal against the above directions and objectives is provided at **Appendix 3**.

Inner North Subregional Strategy

The proposal is consistent with the following key directions identified in the draft Sydney Subregional Strategy:

- Economy and Employment: by encouraging employment generation on site and contributing to achieving the identified employment targets;
- Housing: by providing housing opportunities to support a diverse workforce and population, contributing to achieving the housing targets identified in the subregional strategy and providing increased housing choice and affordability;
- Transport: by allowing higher densities at a suitable location close to the Gladesville Town Centre and a range of public transport options, while preventing overdevelopment of the site through appropriate planning controls; and
- Environment, Heritage and Resources: by setting appropriate planning controls to manage development sustainability.

Is the planning proposal consistent with the applicable state environmental planning policies?

The proposal would address and/or be consistent with all relevant Environmental Planning Policies (SEPPs). The following outlines the intent of the relevant SEPPs and consistency of the planning proposal.

Table 10. State environmental planning policies		
SEPP	Consistent	Comments
SEPP No. 1- Development Standards	Consistent	The proposal would repeal this SEPP, consistent with the standard instrument.
SEPP No. 4 – Development Without Consent and Miscellaneous Exempt and Complying	Consistent	The proposal would repeal this SEPP, consistent with the standard instrument.



Table 10. State environmental planning policies

SEPP	Consistent	Comments
Development		
SEPP No. 6 – Number of Storeys in a Building	Consistent	The proposal adopts the new definitions as outlined in the standard instrument.
SEPP No. 14 – Coastal Wetlands	Not Applicable	
SEPP No. 15 – Rural Landsharing Communities	Not Applicable	
SEPP No. 19 – Bushland in Urban Areas	Not Applicable	
SEPP No 21 – Caravan Parks	Not Applicable	
SEPP No 22 – Shops and Commercial Premises	Consistent	The proposal provides for commercial land uses on site.
SEPP No. 26 – Littoral Rainforests	Not Applicable	
SEPP No. 29 – Western Sydney Recreation Area	Not Applicable	
SEPP No. 30 – Intensive Agriculture	Not Applicable	
SEPP No. 32 – Urban Consolidation (Redevelopment of Urban Land)	Consistent	The proposal is an example of urban renewal and provides for multiple uses on site. The proposal meets the aims and objectives of this SEPP and is considered an example of urban land that is no longer required for the purpose for which it is currently zoned.
SEPP No. 33 – Hazardous and Offensive Development	Consistent	The proposal is to adopt standard instrument definitions of hazardous and offensive development, which are not permitted on site.
SEPP No. 36 – Manufactured Home Estates	Not Applicable	
SEPP No. 39 – Spit Island Bird Habitat	Not Applicable	



Table 10. State environmental planning policies

SEPP	Consistent	Comments
SEPP No. 41 – Casino Entertainment Complex	Not Applicable	
SEPP No. 44 – Koala Habitat Protection	Not Applicable	
SEPP no. 50 – Canal Estate Development	Not Applicable	
SEPP No. 52 – Farm Dams and Other Works in Land and Water Management Plan Areas	Not Applicable	
SEPP No. 55 – Remediation of Land	Consistent	The site would be appropriately remediated to make it suitable for mixed use development.
SEPP No. 59 – Central Western Sydney Regional Open Space and Residential	Not Applicable	
SEPP No. 60 – Exempt and Complying Development	Consistent	The proposal would repeal this SEPP, consistent with the standard instrument.
SEPP No. 62 – Sustainable Aquaculture	Not Applicable	
SEPP No. 64 – Advertising and Signage	Consistent	The proposal is supported by a draft DCP, and any requirements for signage and advertising structures would be consistent with the SEPP and the draft Ryde DCP.
SEPP NO. 65 – Design Quality of Residential Flat Development	Consistent	The proposal is supported by a draft DCP that has consistent requirements for residential flat buildings.
SEPP No. 70 – Affordable Housing (Revised Schemes)	Consistent	The proposal would not affect the schemes within this SEPP, nor does it propose any new scheme for affordable housing that would need to be included in this SEPP. The planning proposal is consistent with the objectives of this SEPP.



Table 10. State environmental planning policies

SEPP	Consistent	Comments
SEPP No. 71 – Coastal Protection	Not Applicable	
SEPP (Affordable Rental Housing) 2009	Consistent	This proposal does not inhibit any operations of this SEPP.
SEPP (Building Sustainability Index: BASIX) 2004	Consistent	The proposal is supported by a draft DCP that has consistent building sustainability requirements that would result in development that would be consistent with this SEPP.
SEPP (Exempt and Complying Development Codes 2008	Consistent	The proposal is to adopt the standard instrument provisions for exempt and complying development.
SEPP (Housing for Seniors or People with a Disability) 2004	Consistent	The proposal is supported by a draft DCP that has consistent adaptable and accessible dwelling requirements.
SEPP (Infrastructure) 2007	Not Applicable	
SEPP (Kosciuszko National Park – Alpine Resorts) 2007	Not Applicable	
SEPP (Kurnell Peninsula) 1989	Not Applicable	
SEPP (Major Development) 2005	Consistent	The proposal does not inhibit operations of the former Part 3A provisions or the replacement measures.
SEPP (Rural Lands) 2008	Not Applicable	
SEPP (Sydney Region Growth Centres) 2006	Not Applicable	
SEPP (Western Sydney Employment Area) 2009	Not Applicable	
SREP No. 5 – Chatswood Town Centre)	Not Applicable	
SREP No. 8 – Central	Not	



Table 10. State environmental planning policies

SEPP	Consistent	Comments
Coast Plateau Areas	Applicable	
SREP No. 9 – Extractive Industry (No 2 – 1995)	Not Applicable	
SREP No. 16 – Walsh Bay	Not Applicable	
SREP No. 18 – Public Transport Corridors	Not Applicable	
SREPP No. 19 – Rouse Hill Development Area	Not Applicable	
SREP No. 20 – Hawksebury – Nepean River (No 2 – 1997)	Not Applicable	
SREP No. 24 – Homebush Bay Area	Not Applicable	
SREP No. 25 – Orchard Hills	Not Applicable	
SREP No. 26 – City West	Not Applicable	
SREP No. 28 – Parramatta	Not Applicable	
SREP No. 30 – St Marys	Not Applicable	
SREP No. 33 – Cooks Cove	Not Applicable	
SREP (Sydney Harbour Catchment) 2005	Not Applicable	

Is the planning proposal consistent with applicable Ministerial Directions (S. 117 directions)?

The planning proposal is consistent with all relevant S117 Directions. The assessment of these is outlined in Table 9 below.

Table 11. Section 117 Ministerial Directions

Clause	Direction	Consistent	Comments
1 Employment and Resources			
1.1	Business and Industrial	Consistent	The proposal provides



Table 11. Section 117 Ministerial Directions

Clause	Direction	Consistent	Comments
	Zones		for B4 Mixed Use, which would allow business operations. The provision is consistent with the Standard Instrument definition of Mixed Use premises.
1.2	Rural Zones	Not Applicable	
1.3	Mining, Petroleum Production and Extractive Industries	Not Applicable	
1.4	Oyster Aquaculture	Not Applicable	
1.5	Rural Lands	Not Applicable	
2 Environment and Heritage			
2.1	Environment Protection Zones	Not Applicable	
2.2	Coastal Protection	Not Applicable	
2.3	Heritage Conservation	Not Applicable	
2.4	Recreation Vehicle Areas	Not Applicable	
3 Housing, Infrastructure and Urban Development			
3.1	Residential Zones	Consistent	The proposal allows for a range of residential unit types, which are consistent with the existing trends and market demands. The proposal is supported by a draft DCP, which will encourage good residential design.
3.2	Caravan Parks and Manufactured Home Estates	Not Applicable	
3.3	Home Occupations	Consistent	The proposal permits home occupation without the need for development consent.
3.4	Integrating Land Use and Transport	Consistent	The site is within walking distance to a range of retail and business



Table 11. Section 117 Ministerial Directions

Clause	Direction	Consistent	Comments
			services and is easily accessible by public transport.
3.5	Development Near Licensed Aerodromes	Not Applicable	
4 Hazard and Risk			
4.1	Acid Sulphate Soils	Consistent	The proposal is consistent with the Standard Instrument and has provisions which aim to ensure suitability of any development and will manage the impact of any acid sulphate soils.
4.2	Mine Subsidence and Unstable Land	Not Applicable	
4.3	Flood Prone Land	Not Applicable	
4.4	Planning for Bushfire Protection	Not Applicable	
5 Regional Planning			
5.1	Implementation of Regional Strategies	Not Applicable	
5.2	Sydney Drinking Water Catchments	Not Applicable	
5.3	Farmland of State and Regional Significance on the NSW Far North Coast	Not Applicable	
5.4	Commercial and Retail Development along the Pacific Highway, North Coast	Not Applicable	
5.5	Development in the vicinity of Ellalong, Paxton and Millfield (Cessnock LGA) (Revoked 18 June 2010)	Not Applicable	
5.6	Sydney to Canberra Corridor (Revoked 10 July 2008. See Amended Directions 5.1)	Not Applicable	
5.7	Central Coast (Revoked 10 July 2008. See amended Directions 5.1)	Not Applicable	



Table 11. Section 117 Ministerial Directions

Clause	Direction	Consistent	Comments
5.8	Second Sydney Airport: Badgerys Creek	Not Applicable	
6 Local Plan Making			
6.1	Approval and Referral Requirements	Consistent	The proposal does not include consultation, referral or concurrence provisions, nor identifies any development as designated development.
6.2	Reserving Land for Public Purposes	Consistent	The proposal does not contain any land that has been reserved for a public purpose, and no requests have been made to reserve such land.
6.3	Site Specific Provisions	Consistent	The proposal is for rezoning of the site to an existing zone (Mixed Use) already applying in the Standard Instrument that allows land use without imposing any development standards or requirements in relation to those already contained in that Zone.
7. Metropolitan Planning			
7.1	Implementation of the Metropolitan Strategy	Consistent	The proposal is consistent with the aims, objectives and provisions of the Metropolitan Plan for Sydney 2036 (The Metropolitan Plan replaced the Metropolitan Strategy in 2010).

Section C - Environmental, Social and Economic Impact

Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

The site has been developed and used as industrial premises over many years. There are no signs or evidence that any critical habitat, threatened species, population or ecological communities, or their habitats are in fact present on the site. Therefore the likelihood of such an impact is not of a concern as a result of this Planning Proposal.

Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

Likely environmental impacts have been considered and have been addressed as part of the preparation of the Planning Proposal. This is addressed by several technical studies, which are attached to this proposal. The following list of likely impacts provides associated management strategies.

Contamination

A preliminary stage 1 Environmental Site Assessment was undertaken by Environmental Investigations Services Pty Ltd (EIS) to understand the contamination potential for the site. The report identifies potential sources of contamination on site, but concludes that the site can be made suitable for redevelopment as a mixed use precinct with residential, retail, commercial and community uses. The full Environmental Site Assessment is provided at **Appendix 8**. Further contamination studies should be undertaken as part of any future Development Applications as per the recommendations of the preliminary Environmental Site Assessment report.

Geotechnical Conditions

JK Geotechnics was engaged to undertake geotechnical investigations to obtain information on the subsurface conditions and provide recommendations on excavation, retention, footing design and hydrological considerations. Seven boreholes were drilled to depths between 0.73m and 4.24m below the existing ground level. **Appendix 9** provides the full geotechnical assessment including the location of boreholes and the result of testing. In summary, it is understood that the site can be made suitable for the proposed mixed use development subject to construction recommendations provided in the geotechnical investigation report.

Traffic Impact Assessment

Traffix was engaged to undertake a traffic and car parking assessment of the proposal. The full traffic and parking assessment report is provided at **Appendix 10**.

The report demonstrates that the proposed rezoning is supportable on traffic planning grounds, based on the concept plan that has been adopted for assessment purposes, recognising that further detailed investigations will be undertaken at the future development application stage.

In summary, the report by Traffix provided the following key points in regards to vehicular access, parking, traffic generation, public transport, walking and cycling:



Vehicular access

- Access to the North of the site will consist of a new fourth arm on the existing roundabout of Tennyson Road with Searle Street will provide access to the residential car park for 269 dwellings proposed to the site;
- Access to the south of the site will be via a priority (Give Way) T intersection with Tennyson Road, this access would be located generally on the boundary of Lot 2-12 and Lot 14 Tennyson Road and would provide access to the car parks for all the remaining development within the combined site;
- Should the two Lots be developed independently, the southern access would be split in to two access points, one to provide access for the remaining development on the 2-12 Tennyson Road Lot (excluding the residential component) and another to provide access to all development proposed for the 14 Tennyson Road Lot; and
- The internal access arrangements, including car parking, will be designed in accordance with the Australian Standard requirements of AS2890.1 (2004) Part 1: Off-street car parking, AS2890.2 (2002) Part 2: Off-street commercial vehicle facilities, AS2890.6 (2009) Part 6: Offstreet parking for people with disabilities and AS4299 (1995) Adaptable housing.

Parking

667 – 752 parking spaces are to be provided in accordance with Ryde Council's draft Development Control Plan (DCP) 2011, which is currently on exhibition. It is noteworthy that with regard to the subject land uses, the draft rates are consistent with the rates in the adopted DCP 2010.

Traffic generation

- Based on the latest RMS Guidance, the development is forecast to generate an additional 278 trips on the surrounding road network, 61 trips of which will be drawn from existing passing traffic on Tennyson Road and Victoria Road, resulting in a net generation of 217 trips;
- The intersection at Victoria Road with Tennyson Road will be operating at a level of service C including the Bunnings generation. This intersection is forecasted to operate within an acceptable delays and level of Service D or better when considering the subject site generation. The proposed Tennyson Road/Searle Street and Tennyson Road/Morrison Road Roundabout and intersection of Tennyson Road with southern site access under all future scenarios would continue to operate well with a Level of Service of A. Traffic anticipates that operation following completion of the subject development is anticipated to remain generally unchanged from current conditions; and
- It is anticipated the low parking demand and traffic generation will be experienced and a high proportion of patrons are considered to be local residents within walking distance of the site and future residents within the residential component of the development. Further, lower vehicular traffic generation will be experienced on access routes to the development site as a result of localized traffic.

Public transport

Numerous bus services operate along Victoria Road, which are within walking distance of the site. Two bus stops (one in each direction) are located within 400m walking distance of the site as show in figure 5 below.



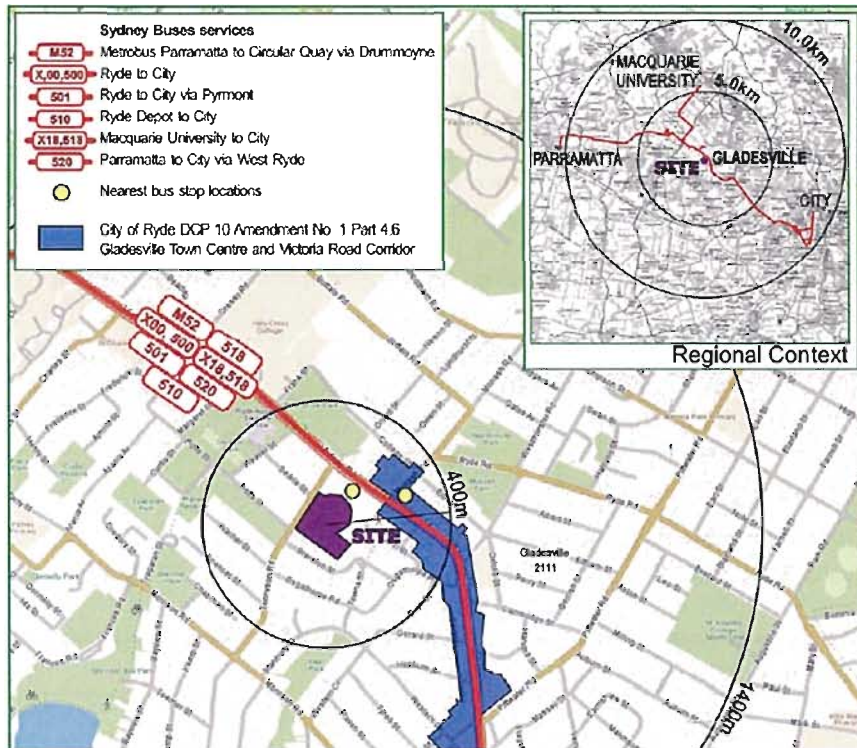


Figure 5 – Public transport

Source: Traffix

Cycling and walking

Footpaths are provided to both sides of Tennyson and Victoria Road and the site is located just within 200m of the Gladesville town centre. Being close to the town centre encourages walking and cycling are viable forms of transport for commuting purposes.

The nearest marked on-street cycling route is located to the south of the site along Morrison Road this links into the larger cycleway network providing routes to the Sydney CBD and Parramatta in the west.

Stormwater Management

Taylor Thomson Whitting (TTW) was engaged to investigate the existing and potential future stormwater management provisions on site. The report provides recommendations for management of stormwater on site to ensure that:

- The peak runoff from the site is not increased;
- The risk of downstream and on-site flooding is reduced;
- The quality of the stormwater runoff is improved; and
- Risk of stormwater inundation on the proposed development is minimised.

The full Stormwater Management report and plan are provided at **Appendix 11**.

The report anticipates that the stormwater catchment for Site A increases in impermeable area by 27% while the catchment for Site B will decrease in impermeable area by 18%. The report proposes a detention tank with approximately 270m³ capacity for Site A. The existing detention tank on Site B is proposed to be upgraded to have approximately 135m³ capacity.

How has the planning proposal adequately addressed any social and economic effects?

Several positive planning outcomes would result from the Planning Proposal among which are:

- Encouraging a suitable land use mix with significantly higher employment generation potential as compared to the existing industrial use, with an increase from 50 jobs to 344 jobs that are better matched to the Ryde labour profile (net increase of 294 jobs);
- Facilitating the creation of an appropriate mix of residential unit types, which will increase housing choice and affordability on a site that is well located close to the Gladesville town centre, employment areas, educational facilities and other essential services and benefits from good connections to the Sydney CBD by public transport;
- Facilitating redevelopment of the site that is currently underutilised and ensuring high quality design that is aesthetically pleasant and environmentally sustainable; and
- Offering opportunities for public benefits and cultural hubs that could support employment growth within the LGA.

Potential adverse social, economic and environmental impacts of the Planning Proposal have been addressed and are considered manageable. A site-specific Development Control Plan will be prepared for the site, which will control potential development impacts such as parking, overlooking, overshadowing, flooding and stormwater and other controls.

Section D - State and Commonwealth Interest

Is there adequate public infrastructure for the planning proposal?

The subject site is currently serviced with electricity, water supply, telecommunications, sewer and stormwater. Given the site's current industrial use, it is anticipated that any development on site would not require major changes to these services to cater for the demand resulting from the planning proposal. The proposal ensures adequate infrastructure would be provided with subsequent Development Applications that result from the planning proposal.

The site is well serviced by transport options including bus corridors along Victoria Road. Retail services, medical and educational institutions, parks, open spaces, community and sport facilities are located in close vicinity of the site.

What are the views of State and Commonwealth public authorities consulted in accordance with the gateway determination?

At its meeting held on 12 March 2013 Council resolved to accept and consider a Planning Proposal for the potential rezoning of the subject site (refer to the resolution attached at Appendix 1). An initial consultation meeting was also held with the Department of Planning and Infrastructure (DP&I) prior to lodgement of the Planning Proposal. It is understood that DP&I is generally supportive of the development and acknowledges the fact that, although labeled Category 1 Employment Land, the site is currently underutilised and fragmented from the main industrial area to the north of Victoria Road.

It is expected that the following authorities would need to be consulted regarding the Proposal:

- Roads and Maritime Services (RMS);
- Telstra; and
- Transgrid.

Part 4 – Community Consultation

Community consultation would take place following a Gateway determination made by the Minister for Planning and Infrastructure, in accordance with Section 56 and 57 of the *Environmental Planning and Assessment Act 1979*. It is anticipated that public exhibition would include:

- Notification on the City of Ryde Website;
- Advertisement in local newspapers that are circulated within the local government area; and
- Notification in writing to adjoining landowners and neighbours, and any other relevant stakeholders.

Further, a draft DCP for the site would accompany the exhibition of the Planning Proposal.

Conclusion

The Planning Proposal has been prepared in accordance with:

- Section 55 of the *Environmental Planning and Assessment Act 1979*, (the Act);
- NSW Department of Planning Guidelines to Preparing a Planning Proposal; and;
- Relevant s.117 Directions.

The Planning Proposal pertains to the land, currently described as follows:

- Site A: 2-12 Tennyson Road, Gladesville (Lot 2 in DP 549570); and
- Site B: 14 Tennyson Road, Gladesville (Lot 1 in DP 549570).

This report provides a full justification of the proposal in line with the Department of Planning and Infrastructure's template for gateway rezonings. The justification demonstrates that:

- The proposal is consistent with the Metropolitan Plan and the draft Inner North Subregional Strategy;
- The proposal is consistent with the draft Metropolitan Strategy for Sydney;
- The proposal is consistent with relevant S.117C directions;
- The site is extremely well serviced by public transport and is located in close proximity to the Gladesville Town Centre and a range of retail, commercial and community services;
- Recreational and education facilities are all within walking distance of the site;
- The provision of housing in close proximity to public transport, community services, shops and employment creates a socially improved work-home life balance for residents and improves the local economy through increased patronage;
- The provision of mixed use zoning will encourage employment generation on site and will support the growth of the town centre and the nearby industrial uses;
- The proposal will result in a significant increase in employment on the site that is better matched to the Ryde labour profile;
- The permissibility of retail and commercial uses on site further contributes to the social benefit for local residents, which includes activating local streets and increasing services;
- The proposal will result in major improvements to the public domain and will create high quality open spaces; and
- The proposal aims to commit to a range of ESD measures to improve water usage and carbon reduction on site.



