

2-12 and 14 Tennyson Road, Gladsville

Proposal Title : **2-12 and 14 Tennyson Road, Gladsville**

Proposal Summary : **The planning proposal seeks to amend the Ryde LEP 2014 for 2-12 and 14 Tennyson Road, Gladsville by rezoning the site from IN2 Light Industrial to B4 Mixed Use and increasing the maximum floor space ratio and maximum building height.**

PP Number : **PP_2016_RYDEC_002_00**

Dop File No : **16/04398**

Proposal Details

Date Planning : **03-Mar-2016**

Proposal Received :

LGA covered :

Ryde

Region :

Metro(CBD)

RPA :

Ryde City Council

State Electorate :

RYDE

Section of the Act :

55 - Planning Proposal

LEP Type :

Spot Rezoning

Location Details

Street : **2-12 Tennyson Road**

Suburb : **Gladesville**

City : **Sydney**

Postcode : **2111**

Land Parcel : **Lot 2 in DP 549570**

Street : **14 Tennyson Road**

Suburb : **Gladesville**

City : **Sydney**

Postcode : **2111**

Land Parcel : **Lot 1 in DP 549570**

DoP Planning Officer Contact Details

Contact Name : **Wayne Williamson**

Contact Number : **0292286585**

Contact Email : **wayne.williamson@planning.nsw.gov.au**

RPA Contact Details

Contact Name : **Susan Wotton**

Contact Number : **0299528222**

Contact Email : **swotton@ryde.nsw.gov.au**

DoP Project Manager Contact Details

Contact Name :

Contact Number :

Contact Email :

Land Release Data

Growth Centre :	N/A	Release Area Name :	
Regional / Sub Regional Strategy :	Metro Inner North subregion	Consistent with Strategy :	Yes
MDP Number :		Date of Release :	
Area of Release (Ha) :		Type of Release (eg Residential / Employment land) :	
No. of Lots :	0	No. of Dwellings (where relevant) :	400
Gross Floor Area :	0	No of Jobs Created :	294

The NSW Government Lobbyists Code of Conduct has been complied with : **Yes**

If No, comment : **The Department of Planning and Environment's Code of Practice in relation to communication and meetings with lobbyists has been complied with. Sydney Region East has not met any lobbyists in relation to this proposal, nor has the A/Director been advised of any meetings between other Department officers and lobbyists concerning this proposal.**

Have there been meetings or communications with registered lobbyists? : **No**

If Yes, comment :

Supporting notes

Internal Supporting Notes :

This assessment is based on the original planning proposal dated October 2013, which was submitted by Council for consideration at the Gateway. It is acknowledged that the pre-Gateway review process recommended the FSR on the site be reduced to 2:1 and a minimum of 20% of floor space be used for non-residential purposes.

After receiving the Joint Regional Planning Panel advice, the Department has undertaken further feasibility and built form analysis, which indicated the site's planning controls could be further reduced to an FSR of 1.5:1 and building heights of 5-6 storeys and 203 storeys on the boundary. These changes may address Council and community concerns regarding building height and traffic impacts.

THE SITE

The site is located within 100 metres of Victoria Road, 400 metres from the Gladsville Town Centre and is mainly surrounded by low density residential land uses.

The subject site is currently zoned IN2 Light Industrial under Ryde LEP 2014, has a 10 metre building height and an FSR of 1:1.

The subject site is part of the Gladsville Industrial Area (approx. 24 ha total) which is the largest industrial precinct in the Ryde LGA. It is the fourth largest industrial precinct in the Inner North Subregional area following Artarmon (approx. 65 ha), Lane Cove West (approx. 55 ha) and East Chatswood (approx. 26 ha).

The site is comprised of two adjoining parcels of land known as 2-12 Tennyson Road (known as Site A) and 14 Tennyson Road (known as Site B).

Is the Director General's agreement required? **No**

c) Consistent with Standard Instrument (LEPs) Order 2006 : **Yes**

d) Which SEPPs have the RPA identified?

SEPP No 1—Development Standards
SEPP No 4—Development Without Consent and Miscellaneous Exempt and Complying Development
SEPP No 6—Number of Storeys in a Building
SEPP No 22—Shops and Commercial Premises
SEPP No 32—Urban Consolidation (Redevelopment of Urban Land)
SEPP No 33—Hazardous and Offensive Development
SEPP No 55—Remediation of Land
SEPP No 60—Exempt and Complying Development
SEPP No 64—Advertising and Signage
SEPP No 65—Design Quality of Residential Flat Development
SEPP No 70—Affordable Housing (Revised Schemes)
SEPP (Building Sustainability Index: BASIX) 2004
SEPP (Exempt and Complying Development Codes) 2008
SEPP (Housing for Seniors or People with a Disability) 2004
SEPP (Major Projects) 2005

e) List any other matters that need to be considered :

Have inconsistencies with items a), b) and d) being adequately justified? **No**

If No, explain :

The proposal identified an inconsistency with the following Section 117 Direction:

1.1 Business and Industrial Zones

The proposal is partially consistent with this Direction as it encourages employment growth and increases the employment generating capacity of the site.

However, the proposal is also partially inconsistent with this Direction as it reduces floor space currently zoned for industrial purposes. An inconsistency with this Direction can be justified by a study prepared in support of the planning proposal which gives consideration to the objective of the direction. The proponent has provided a net community benefit test, prepared by Hill PDA, which contain some discussion on the loss of industrial land.

However, it is recommended the planning proposal be updated to acknowledge and address the inconsistency with this Direction 1.1.

Mapping Provided - s55(2)(d)

Is mapping provided? **Yes**

Comment :

The mapping for the purposes of public exhibition should be updated inline with the Gateway determination conditions.

Community consultation - s55(2)(e)

Has community consultation been proposed? **No**

Comment :

Public consultation will be undertaken in accordance with the Gateway determination. The Department considers a 28 day exhibition period is adequate.

PROJECT TIMELINE

No project timeline was provided with the original proposal. The Department considers a 12 month project timeline for completion is adequate.

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Site A currently contains 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. Vehicular access to this site is currently from Tennyson Road, via a driveway along the southern boundary.

Site B contains a two storey brick building used as office and warehouse. Vehicular access to this site is from Tennyson Road, via a driveway along the northern boundary.

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.

External Supporting
Notes :

Adequacy Assessment

Statement of the objectives - s55(2)(a)

Is a statement of the objectives provided? **Yes**

Comment : The objectives of the proposal are:

- To encourage employment generation on site which 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 Gladsville 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.

Explanation of provisions provided - s55(2)(b)

Is an explanation of provisions provided? **Yes**

Comment : The original proposal sought to implement the following planning controls:

- Rezone the site from IN2 Light Industrial to B4 Mixed Use;
- amend the Floor Space Ratio from 1:1 to part 2.5:1 and part 1.5:1; and
- amend the maximum building height from 10 metres to 37, 33.5, 30.5, 21.5, 18.5, 15, and 12.5 metres across the site.

Justification - s55 (2)(c)

a) Has Council's strategy been agreed to by the Director General? **No**

b) S.117 directions identified by RPA :

* May need the Director General's agreement

1.1 Business and Industrial Zones

3.1 Residential Zones

3.3 Home Occupations

3.4 Integrating Land Use and Transport

4.1 Acid Sulfate Soils

6.1 Approval and Referral Requirements

6.2 Reserving Land for Public Purposes

6.3 Site Specific Provisions

7.1 Implementation of A Plan for Growing Sydney

Additional Director General's requirements

Are there any additional Director General's requirements? **No**

If Yes, reasons :

Overall adequacy of the proposal

Does the proposal meet the adequacy criteria? **Yes**

If No, comment :

Proposal Assessment

Principal LEP:

Due Date : **September 2014**

Comments in relation to Principal LEP : **The Ryde LEP 2014 was gazetted on 12 September 2014.**

Assessment Criteria

Need for planning proposal : **A planning proposal is the best means of ensuring an appropriate redevelopment of the site. The proposal is accompanied by studies which consider the current and future employment uses, built form, and social and economic impacts of redeveloping the site.**

Consistency with strategic planning framework : **Noting the proposal was prepared prior to A Plan for Growing Sydney, the proposal is consistent with the draft Metropolitan Strategy for Sydney to 2031 (2013) in that it:**

- supports growth within Metropolitan Sydney;**
- delivers increased housing diversity and choice through the provision of housing stock to suit the needs of a changing population;**
- increases the employment generating potential of the site; and**
- capitalises on existing market demand by providing housing and jobs in a desirable locality, close to infrastructure and jobs.**

However, the proposal is inconsistent with certain aspects of the draft Metropolitan Strategy for Sydney to 2031 (2013) in that it reduces the availability of light industrial land within the Gladsville industrial area.

Local Strategy

The proposal is inconsistent with the 'Employment' and 'Housing' provisions of the Ryde Local Planning Study 2010 which seeks the retention of industrial land and location of major housing and retail premises within identified centres.

The proposal is generally consistent with the strategic framework, though the loss of industrial zoned land is acknowledged. The Department considers the proponent has provided sufficient analysis and supporting information to justify the progression of the proposal.

Environmental social economic impacts :

ENVIRONMENTAL

The site is located towards the crest of a hillside, falling away from Victoria Road. The site generally slopes from north to south and occupies a former quarry, which accounts for the circular shaped cutting along the northern boundary.

The northern site at 2-12 Tennyson Road is a former quarry, with the topography falling 5-15 metres away from Victoria Road to the south. There is some vegetation on site,

however, this is located predominantly around the perimeter of 2-12 Tennyson Road due to the developed nature of the site.

Traffic Impacts

A Traffic Impact Assessment of the proposal has been undertaken by Traffix, which identified 278 net additional trips per evening peak hour would be generated on the surrounding road network. The report concluded the proposed rezoning is supported on traffic planning grounds.

Built form

The natural topography of the site, together with the form created by the quarry, presents opportunities for the impact of the proposed building form on the surrounding area to be reduced. The proponent has cited these site characteristics as the basis of building form and height considerations, and has indicated a willingness to explore alternative built form solutions for the proposal.

SOCIAL

A Net Community Benefit Test has been prepared by Hill PDA, which concluded on balance the proposal could lead to significant positive benefits for the community in the local area resulting from increasing supply and mix of housing, an improved retail offer, increased environmental amenity and a greater number of jobs. There was acknowledgement of a number of short-term negative impacts which could eventuate, such as displacement of the current employment uses, however, these impacts may result from any redevelopment of the site.

ECONOMIC

The proponent's economic analysis suggest the site is underutilised, provides a low employment density and does not play a significant role in employment generation in the area. Hill PDA has undertaken an Economic Impact Assessment and concluded the site can be redeveloped without jeopardising the role or function of the Gladsville town centre.

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PRE-GATEWAY REVIEW

The Department's assessment of the proposal concluded that the potential loss of industrial zoned land within the current metropolitan, regional and local planning framework is a valid concern. However, this is a large underutilised site presenting a significant opportunity to provide for housing and job growth in a location well serviced by transport.

The site is disconnected from the main industrial area north of Victoria Road. The proponent has undertaken an assessment against matters identified in the Strategic Assessment of Industrial Lands Checklist (draft Metropolitan Strategy), with the proponent demonstrating the proposed employment density could result in an increase of 294 jobs, that better aligns with the Ryde employment profile.

The Department recommended the Pre-Gateway request proceed to review by the Joint Regional Planning Panel.

SYDNEY EAST JOINT REGIONAL PLANNING PANEL (Panel)

The Panel resolved unanimously to recommend to the Minister that the planning proposal proceed to Gateway Determination subject to the provisos in (a), (b) and (c) below.

a) The FSR over the total site (ie the two sites together) does not exceed 2:1. The reason for this is to keep the intensity of development on this site compatible with other sites recently re-zoned along and near Victoria Road.

b) A minimum of 20% of the total floor space allowed on the site shall be devoted to employment generating uses. The reason for this is to ensure that the rationale advanced

for the planning proposal (ie that the employment on the site will increase) is realised.

c) The exhibition material shall include a detailed survey of the site to determine the existing ground level, pursuant to the standard template LEP, so that the appropriate building height can be determined. The reason for this is to ensure that the proposed heights, which would be excessive if measured from existing building slabs, are measured from the former quarry floor.

FURTHER ANALYSIS

While considering the Panel advice, the Department commissioned additional analysis of the proposal to ascertain appropriate planning controls for the site.

The Department considered the proposal in the context of Council and community concerns. It is considered that a floor space ratio of 1.5:1 across the site (equivalent of approximately 80 fewer units) would address concerns expressed by Council and community to date. This reduced density is likely to provide the opportunity to deliver an alternate urban design resulting in a more appropriate development outcome including a maximum height of 5-6 storeys with a sensitive transition of 2-3 storeys adjoining low density residential areas.

Additionally, the proposal currently includes approximately 5,000sqm of retail, which includes a 3,000sqm supermarket. The Department also supports a reduction in the non-residential floor space on the site to restrict the retail component to local shops that service the local area.

The exact reduction in number of dwellings and number of jobs created would need to be calculated and included in a revised planning proposal.

It is considered that a reduction of the overall density on the site will address concerns relating to out of centre retail development, traffic impacts on Tennyson Road and the local road network, and impact of the proposed development on the amenity of the surrounding locality.

Council has accepted the role of relevant planning authority (RPA) based on the above analysis being incorporated into the Gateway determination conditions.

Assessment Process

Proposal type :	Routine	Community Consultation Period :	28 Days
Timeframe to make LEP :	12 months	Delegation :	DDG
Public Authority Consultation - 56(2)(d) :			
Is Public Hearing by the PAC required?	No		
(2)(a) Should the matter proceed ?	Yes		
If no, provide reasons :			
Resubmission - s56(2)(b) :	No		
If Yes, reasons :			

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Identify any additional studies, if required. :

If Other, provide reasons :

Identify any internal consultations, if required :

No internal consultation required

Is the provision and funding of state infrastructure relevant to this plan? **No**

If Yes, reasons : **Existing infrastructure servicing the site has the capacity to accommodate future development.**

Documents

Document File Name	DocumentType Name	Is Public
CouncilLetter.pdf	Proposal	Yes
Original Planning Proposal_October 2013.pdf	Proposal	Yes

Planning Team Recommendation

Preparation of the planning proposal supported at this stage : **Recommended with Conditions**

S.117 directions:

- 1.1 Business and Industrial Zones**
- 3.1 Residential Zones**
- 3.3 Home Occupations**
- 3.4 Integrating Land Use and Transport**
- 4.1 Acid Sulfate Soils**
- 6.1 Approval and Referral Requirements**
- 6.2 Reserving Land for Public Purposes**
- 6.3 Site Specific Provisions**
- 7.1 Implementation of A Plan for Growing Sydney**

Additional Information : **It is recommended that the planning proposal proceed, subject to the following conditions:**

- 1. The planning proposal is to be updated to:**
 - a) apply a maximum floor space ratio of 1.5:1 across the whole site;**
 - b) amend the maximum building heights in metres to be consistent with 5-6 storeys and 2-3 storeys adjoining low density residential areas;**
 - c) acknowledge and address the inconsistency with Section 117 Direction 1.1 Business and Industrial Zones; and**
 - d) demonstrate consistency with A Plan for Growing Sydney, released on 14 December 2014.**

Note: Maps should be prepared to the standards identified in 'Standard Technical Requirements for LEP Maps' (Department of Planning and Environment 2013).
- 2. Prior to public exhibition, the updated planning proposal must be provided to the Department for review and approval.**
- 3. The planning proposal be publicly exhibited for a period of not less than 28 days.**
- 4. Council is to consult with:**
 - Department of Education and Communities;**
 - Transport for NSW;**

- Roads and Maritime Services;
- Office of Environment and Heritage;
- Ausgrid; and
- Sydney Water.

5. A public hearing is not required.

6. The planning proposal is to be finalised within 12 months from the date of the gateway determination.

Supporting Reasons :

The proposal represents an opportunity to redevelop the site for a mix of employment and residential uses that should have minimal impacts on existing industrial lands and the Gladsville town centre.

Signature:



Printed Name:

Sandy Chappel

Date:

8.4.16

