
5 MACQUARIE PARK CAR PARKING - PLANNING PROPOSAL

Report prepared by: Senior Strategic Planner

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REPORT SUMMARY

At its meeting of 22 September 2015, Council considered a report outlining a review of commercial and industrial off street car parking controls in the Macquarie Park Corridor (MPC). This report outlined changes based on the recommendations of the Macquarie Park Parking Rates Study prepared by Bitzios Consulting, which proposed reducing parking rates in order to achieve a reduction in the private vehicle modal split by 2031.

At this meeting, Council resolved to prepare a Planning Proposal to amend Ryde Local Environmental Plan (LLEP) 2014 and an amending Development Control Plan to amend car parking controls accordingly.

At its meeting of 8 December 2015, Council's Planning and Environment Committee considered a report outlining the proposed amendments to Ryde Local Environmental Plan 2014 (the Planning Proposal) and draft amendments to Ryde Development Control Plan (RDCP) 2014 Part 4.5 Macquarie Park Corridor and Part 9.3 Parking Controls to implement the previous Council resolution. This report recommended that Council forward the Planning Proposal to the Department of Planning and Environment for a Gateway Determination. The report also proposed implementation of changes to parking meter fees in the Macquarie Park Corridor which was occurring concurrently.

Council resolved on 15 December 2015 to "*defer consideration of the amendment to the parking meter rates in Macquarie Park Corridor until further consultation occurs with landowners, tenants and key stakeholders as part of the strategic review of the parking in the Corridor*".

Two information sessions were held on Thursday 10 March 2016 which discussed both the proposed changes to commercial parking meter rates and the proposed changes to on-street parking meter fees. This consultation is discussed in detail in the report to Planning and Environment Committee on 14 June 2016 entitled "Macquarie Park- Car Parking Review". During consultation stakeholders were made aware that proposed changes to the commercial off street parking controls would be formally exhibited at a later date. As a result no formal responses have been received regarding the commercial car parking rates at this stage.

The proposed changes to the parking controls are:

- Parking controls reducing from 1/46m², 1/70m² and 1/80m² reduced to a maximum parking control of 1/60m² and 1/100m²;

Planning and Environment Committee, dated 5 July 2016, submitted on 14 June 2016.

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- Remove the parking controls from RLEP2014 (Clause 4.5B); and
- Include the parking controls in the RDCP as per other parking controls.

The Planning Proposal also involves:

- Including properties at 14-58 Delhi Road and 3 Plassey Road, Macquarie Park on the RLEP2014 Centres Map; and
- Removing Clause 4.5B subclause (4)(b) to correct a drafting error.

This report recommends that Council forward the Planning Proposal to the Department of Planning and Environment for a Gateway Determination, following which the Planning Proposal and draft RDCP2014 amendments will be publicly exhibited and community consultation will occur.

RECOMMENDATION:

- (a) That Council note the Planning Proposal for the Macquarie Park Corridor car parking rates as outlined in **ATTACHMENT 2**.
- (b) That Council forward the Planning Proposal 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 proposal be placed on public exhibition and a further report be presented to Council following the completion of the consultation period advising of the outcomes and next steps.
- (d) That the proposed amendments to Ryde DCP 2014 Part 4.5 Macquarie Park Corridor and Part 9.3 Parking Controls be exhibited concurrently with the Planning Proposal.
- (e) That the outcomes of the community consultation for both the Planning Proposal and DCP amendments are reported to Council as soon as practicable after the exhibition.

ATTACHMENTS

- 1** Executive Summary - Macquarie Park Parking Rates Study- Bitzios Consulting
- 2** Planning Proposal
- 3** Draft Amendments to Ryde Development Control Plan 2014 Part 4.5 - Macquarie Park Corridor
- 4** Draft Amendments to Ryde Development Control Plan Part 9.3 - Parking

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Controls

5 Map showing changes to parking controls

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ITEM 5 (continued)**Background**

In 2009, a 'Macquarie Park Corridor Parking Study' was undertaken by ARUP Consulting and outlined a number of short and medium term actions including a review of the commercial car parking rates within 5 years.

The current car parking rates for commercial and industrial development in the Macquarie Park Corridor are generally higher than that of other centres in Sydney which for example are 1/100m² in Parramatta, 1/200m² in Chatswood and 1/400m² in North Sydney. The current level of parking supply encourages workers to drive to and from the precinct contributing to congestion levels. The 2011 mode split is 75% private vehicle trips and it is aimed to reduce this to 60% by 2031.

Council engaged Bitzios Consulting to undertake a review of the commercial and industrial off street car parking rates. The 'Macquarie Park Parking Rates Study' (see Executive Summary at **ATTACHMENT 1**) was presented to Council at its meeting of 22 September 2015 and proposed to introduce new reduced car parking rates for commercial and industrial development in Macquarie Park.

At its meeting of 8 December 2015, Council's Planning and Environment Committee considered a report outlining the proposed amendments to Ryde Local Environmental Plan 2014 (the Planning Proposal) and draft amendments to Ryde Development Control Plan (RDCP) 2014 Part 4.5 Macquarie Park Corridor and Part 9.3 Parking Controls to implement the previous Council resolution. This report recommended that Council forward the Planning Proposal to the Department of Planning and Environment for a Gateway Determination. The report also referred to the proposed implementation of changes to parking meter fees in the Macquarie Park Corridor which was occurring concurrently.

Council resolved on 15 December 2015 to "*defer consideration of the amendment to the parking meter rates in Macquarie Park Corridor until further consultation occurs with landowners, tenants and key stakeholders as part of the strategic review of the parking in the Corridor*". This consultation occurred in March 2016 and is discussed below ("Consultation with relevant external bodies").

Discussion

This report contains a description of the proposed amendments to Ryde Local Environmental Plan 2014 and Development Control Plan 2014 and a description of the Planning Proposal (PP). This forms the basis of a recommendation to forward the PP to the Department of Planning and Environment for a gateway determination and subsequent community consultation.

ITEM 5 (continued)Planning Proposal 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 PP.

The gateway process has a number of steps. The preparation of a PP is the first of the 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 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).
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 PP is at step 1 of the gateway process. Council is the relevant planning authority for this proposal which has been prepared by a Council staff.

Site description and context

The Macquarie Park Corridor is located on the northern side of Epping Road, bounded by Culloden Road to the west and the M2 Motorway to the north and east. The Corridor includes the North Ryde Station Precinct and the Riverside Corporate Park.

The Corridor is zoned primarily B3 Commercial Core and B7 Business Park with a variety of commercial and light industrial land uses. There were approximately 56,000 jobs in the Corridor in 2014.

The Macquarie University Station Precinct is located at the northern end of the Corridor and includes land which has been zoned B4 Mixed Use in the vicinity of Herring Road. In this location, residential development is permitted.

There are three railway stations within the Precinct- North Ryde Station, Macquarie Park Station and Macquarie University Station.

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Strategic policy context

The PP relates to a number of strategic policy documents, including the following:

Sydney's Metropolitan Plan "A Plan for Growing Sydney"

The proposed amendments to RDCP2014 to reduce the amount of parking provided is consistent with Action 1.6.2 "Invest to improve infrastructure and remove bottlenecks to grow economic activity".

City of Ryde 2021 Community Strategic Plan

The Community Strategic Plan sets out the future vision for the City of Ryde. The plans set the desired outcomes and the aspirations of the community, and the goals and strategies on how they will be achieved. The outcomes relevant to this PP is A City of Connections, and the strategy "to encourage the use of environmentally friendly transport options".

Local Planning Study (LPS)

Council adopted *Local Planning Study (December 2010)*. This study informed the preparation of RLEP2014.

The PP supports the LPS Transport Study Action 8.4.3.6 "Planning for Parking" and in particular:

Principle: Improve parking management in centres

Principle: Improve parking management to encourage greater use of public transport, walking and cycling, especially for commuter trips

Direction: Review and update City of Ryde parking controls.

Action: Carry out a parking study which will inform sustainable transport and economic development and guide DCP controls.

The LPS Transport Study recommended that car dependence should be reduced through development that supports public transport, cycling and walking. The Study also recommended that a parking study be undertaken to inform sustainable transport and economic development, to facilitate a shift in modal split for the journey to work.

Macquarie Park Corridor Parking Study

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The 'Macquarie Park Corridor Parking Study' (2009) outlined a number of short and medium term actions including a review of the commercial car parking rates within 5 years.

Further discussion of the relationship of the PP to strategic policy documents is outlined in the PP document at **ATTACHMENT 2**.

Current controls

Ryde Local Environmental Plan 2014 (RLEP2014) Clause 4.5B outlines the parking objectives for the Macquarie Park Corridor (MPC) and restricts the maximum number of parking spaces for commercial and industrial development as identified on the MPC Parking Restrictions Maps.

Ryde Development Control Plan 2014 (RDCP2014) contains specific parking rates for residential development and for industry and office and business premises outside the MPC.

Plan	Land use	Parking rate
RLEP2014- Clause 4.5(B) (1) and (2) and MPC Parking Restrictions Maps	Commercial and Industrial Development (within Macquarie Park Corridor)	1 space/ 46m ² GFA 1 space/ 70m ² GFA 1 space/ 80m ² GFA (as identified on maps)
RDCP2014 Part 4.5- Macquarie Park Corridor	Residential development in MPC	0.6 space/ 1 bedroom dwelling 0.9 spaces/ 2 bedroom dwelling 1.4 spaces/ 3 bedroom dwelling 1 visitor space/ 10 dwellings 1 car share space per 50 proposed parking spaces
RDCP2014 Part 9.3- Parking Controls	Office and business premises outside the MPC	1 space/ 40m ² GFA
RDCP2014 Part 9.3- Parking Controls	Industry outside the MPC	1.3-1.5 spaces/ 100m ² GFA

Proposed amendments to Ryde LEP 2014

In order to implement Council's resolution of 22 September 2015, a Planning Proposal (PP) has been prepared in accordance with the Department of Planning and Environment's 'Guide to preparing planning proposals' (see **ATTACHMENT 2**).

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The PP intends to delete the car parking requirements for the MPC from RLEP2014, for the following reasons:

1. Including car parking requirements in a Local Environmental Plan is not consistent with the Standard Instrument LEP and is contrary to advice from the Department of Planning and Environment that car parking controls are a local matter which should be included in a Development Control Plan;
2. This will be consistent with the car parking requirements for all other development types/ in all other parts of City of Ryde which are specified within the RDCP2014;
3. The Bitzios study recommends a number of incremental changes to the parking requirements to be implemented over the next decade. Implementing these amendments would be more easily facilitated as amendments to RDCP2014 rather than as individual Planning Proposals.

This will involve the following amendments to RLEP2014 as outlined in the PP:

1. Amend Clause 4.5B MPC to remove the objectives for car parking in MPC;
2. Delete the MPC Parking Requirements map; and
3. Delete the definition of the MPC Parking Requirements map in the Dictionary.

Additional matters to be addressed in the Planning Proposal

Clause 4.5B subclause (4)(b)

Clause 4.5B subclause (4) states that:

- (4) *Despite any other provision of this Plan, development consent must not be granted for the erection of a building on land in Zone B7 Business Park in the Macquarie Park Corridor for the purposes of a function centre, neighbourhood shop, registered club or restaurant or cafe unless the total floor space of the building:*
- (a) *will not exceed 500 square metres for each individual land use or an area equivalent to 5% of the site area for each individual land use, whichever is the greater, in relation to that land, and*
 - (b) *the building is a single storey building.*

It is recommended to amend Clause 4.5B by removing subclause (4)(b) which was a drafting error by the Department of Planning and Environment. The subclause is overly restrictive as it requires the listed land uses only to occur within single storey buildings in the B7- Business Park zone.

Properties in Delhi Road and Plassey Road

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A number of existing commercial properties on the northern side of Delhi Road, Macquarie Park (as shown in Figure 1 below) are not currently identified as being part of the Macquarie Park Corridor on the RLEP2014 Centres Map. This was a drafting oversight.

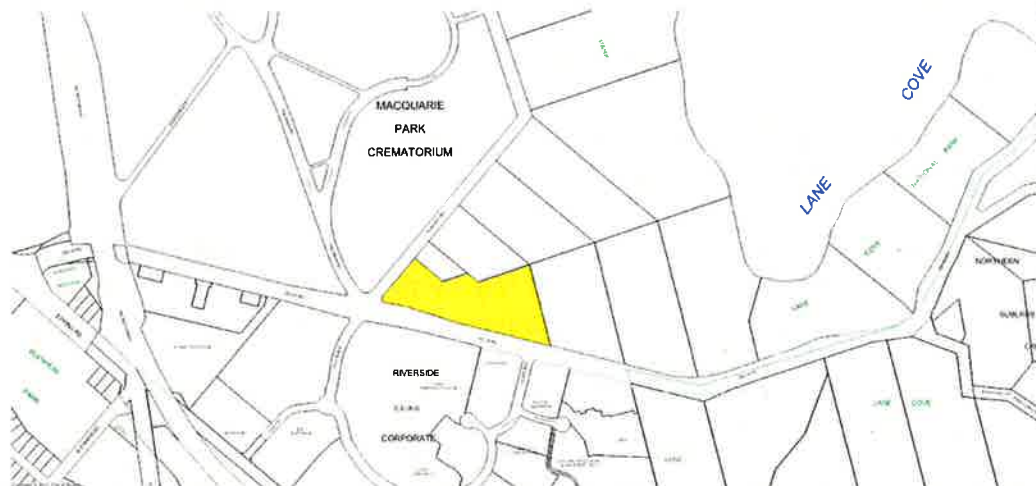


Figure 1: Location of 14-58 Delhi Road and 3 Plassey Road, Macquarie Park

These sites are zoned B3 Commercial Core and B7 Business Park, and are identified on the RLEP2014 MPC Precinct Map, MPC Parking Restrictions Maps and MPC Incentive Floor Space Ratio map.

It is also proposed through the PP to amend the RLEP2014 Centres Map to include the properties at 14-58 Delhi Road and 3 Plassey Road, Macquarie Park in the 'Macquarie Park Corridor'.

Proposed amendments to Ryde Development Control Plan 2014

The revised parking controls for commercial and industrial development in the MPC as proposed in the Bitzios report (1/60m² and 1/100m²) are intended to be included in RDCP2014. Draft amendments to RDCP2014 Part 4.5 Macquarie Park Corridor and Part 9.3 Parking Controls are discussed below and are outlined at **ATTACHMENT 3** and **ATTACHMENT 4**. Amendments to the RDCP are highlighted in red text and deleted provisions are crossed out.

Changes to parking rate

The two parking rates identified in the Bitzios Consulting report are 1 space /60m² gross floor area (GFA) and 1 space/100m² GFA for commercial and industrial development. The study scope did not include residential development within the Macquarie Park Corridor as these rates were reduced through the recently amended RDCP Part 4.5 Macquarie Park Corridor effective 1 July 2015.

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The two parking rates of 1/60m² GFA and 1/100m² GFA are based on the preferred scenario identified in the Bitzios Consulting report. The preferred scenario aims for a 70% private vehicle mode share by 2031. This scenario is forecast to result in a total increase of 3000-4000 spaces by 2031. This reduces the magnitude of the total parking increase to 2031, compared with the "Business as usual" scenario which would result in an additional 10,000 spaces by 2031.

The amendments to RDCP 2014 are drafted such that the two parking rates of 1/60m² and 1/100m² will be a maximum number of spaces.

This scenario achieves a balance between minimising traffic congestion growth in the precinct and the potential impact of the modified parking rate on the competitiveness of the precinct when compared against other centres of a similar offering.

The new proposed parking rates of 1/60m² and 1/100m² GFA are equivalent to or higher than those of other similar centres, as outlined in the table below:

Centre	Parking rate for commercial development
North Sydney	1/400m ²
Chatswood	1/200m ²
Parramatta	1/100m ²

The Bitzios report endorsed by Council on 22 September 2015 (Executive summary at **ATTACHMENT 1**) identified the areas to which the proposed rates (1/60m² or 1/100m²) should apply using the following guiding principles:

- "Existing 1 space/ 46m² areas will generally move to 1 space/ 60m²;
- Existing 1 space/ 70m² areas and 1/ 80m² areas will generally move to 1 space/ 100m²;
- Areas with FSRs between 0.5:1 and 2.0:1 on the Draft Macquarie Park Incentive FSR map will generally equate to 1 space/ 60m²;
- Areas with FSRs between 2.5:1 and 3.0:1 on the Draft Macquarie Park Incentive FSR map will generally equate to 1 space/ 100m²;
- Only one car parking rate will apply to each site (the exception to this is the Johnson and Johnson site which will have a split parking rate for historical reasons); and
- No sites will move from 1 space/ 46m² to 1 space/ 100m², unless the current car parking rate is split across a site and a portion of the site has an FSR of 2.5:1 or more".

Staged implementation

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The study further recommends that a staged approach be taken to implementing reduced parking rates, with the revised parking rates to apply only to new floor space in the first instance and then be amended to apply to existing floor space at a later date (in 2019). This would mean that the current parking rates (of 1/46m², 1/70m² and 1/80m²) would continue to apply to existing floor space as shown in the draft DCP amendments. This allows for a staged implementation and reduces the impact on the business park. The new reduced parking rates would apply for the complete redevelopment of sites, whereas the current parking rates would apply to applications for alterations and additions to existing buildings.

Proposed parking controls

It is proposed to include parking controls for commercial and industrial development in the MPC as shown in the map included in the draft amendments to Part 9.3 of RDCP2014. A map showing the changes for each site is at **ATTACHMENT 5**.

The proposed new parking rates generally aim to achieve a reduction in the amount of parking to be provided for each site, and no disproportionate changes to the parking rates for individual properties.

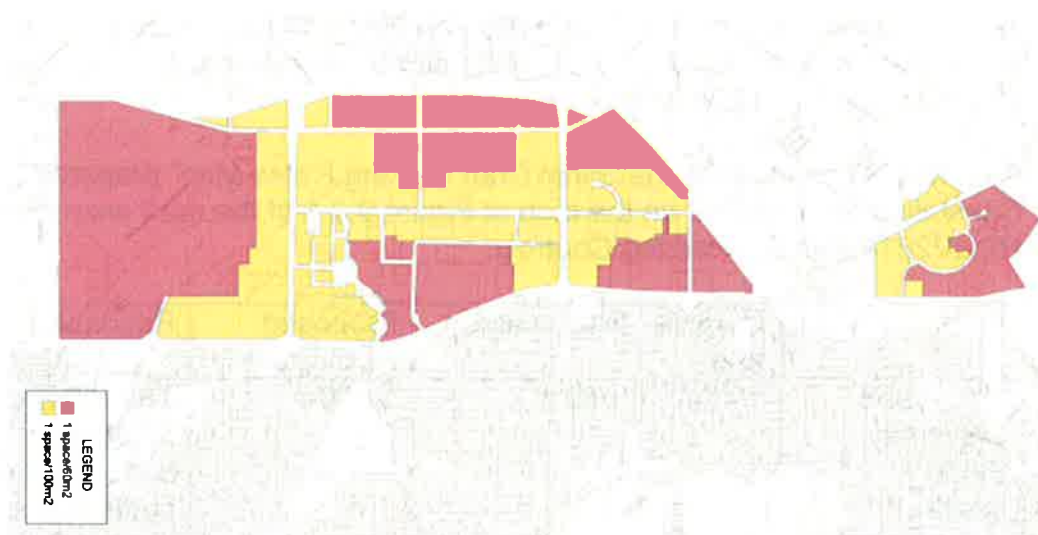
A number of changes to the "Final Draft Parking Rates Map" prepared by Bitzios Consulting are included on the map at Figure 9.3.1 of the draft amendments to RDCP2014 Part 9.3 Parking Controls:

Area	Current rate	Bitzios study	Proposed RDCP rate	Rationale
Macquarie University Station Precinct (applies to B4 zoned land including the Ivanhoe Estate area and Lachlan Ave, Cottonwood Dr and Peach Tree Rd)	1/46m ²	1/60m ²	1/100m ²	The Bitzios recommendation was based on the FSR controls in place at the time of their report. These FSR controls have increased significantly with the recent amendments to RLEP2014 for the Macquarie University Station Precinct. The intention was that the reduced parking rates should align with the FSR boundaries.
Macquarie University site	1 space	No change as parking	1/60m ² or 1/100m ² for	See above.

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	per 80m ²	controls were specified in SEPP (Major Development) 2005 at time of Bitzios study.	sites within Macquarie University Station Precinct	
27-37 Delhi Road, North Ryde	1/70m ²	1/100m ²	Exclude from map- not within Macquarie Park Corridor	The parking rates for this site are within the North Ryde Station Precinct DCP.

The proposed parking controls (as included in RDCP 2014 Part 9.3 Parking Controls at **ATTACHMENT 4**) are shown below:



Other changes to RDCP2014 Part 9.3 Parking Controls

1. Adding objectives to Part 9.3 of RDCP2014 to reflect the intended outcomes of the Bitzios report.
2. It is proposed to consolidate all parking controls in Ryde DCP Part 9.3 Parking to enhance ease of use and clarity. This involves removing parking controls from Part 4.5 Macquarie Park Corridor to ensure ease of use for applicants and planners;
3. Minor amendments which aim to update information relating to the Macquarie University Station Precinct (formerly Herring Road Urban Activation Precinct) following the commencement of SEPP (Major Development) Amendment (Ryde) 2015.

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4. The previous Council resolution of 22 September 2015 had only resolved to amend the car parking rates for commercial land uses within the B4, B3 and B7 zones, however the B3 and B7 zones also permit light industrial development and it was intended that these rates apply to light industrial development. The draft DCP amendments are drafted accordingly.
5. The land uses to which the parking rates apply are 'commercial premises' and 'light industrial' which aligns with the land use definitions in Ryde LEP 2014.
6. Reinforce that any car parking that exceeds the parking controls will be considered as floor space. This is in accordance with the definition of gross floor area in RLEP2014.

Amendments to RDCP2014 Part 4.5 Macquarie Park Corridor

1. Removing the car parking rates from Part 4.5 and inserting them in Part 9.3 Parking Controls as discussed above.
2. Minor amendments to the 'Preliminary' section to delete information about the draft Herring Road Urban Activation Precinct. This has been superseded by the Macquarie University Station Precinct. More comprehensive changes to update the rest of RDCP 2014 Part 4.5 Macquarie Park Corridor to reflect the Macquarie University Station Priority Precinct will occur at a later date.

Financial Implications

Should a gateway determination be issued allowing the planning proposal to proceed to community consultation it will be necessary to place an advertisement in a local newspaper. Council would also undertake further consultation as outlined below. It is anticipated that the total cost of this consultation would be approximately \$3000 (to be sourced from the existing City Strategy and Planning base budget).

Consultation with relevant external bodies

Two information sessions were held on Thursday 10 March 2016 which discussed both the proposed changes to commercial car parking rates and the proposed changes to on-street parking meter fees. This consultation is discussed in detail in the report to Planning and Environment Committee on 14 June 2016 entitled "Macquarie Park- Car Parking Review". During consultation stakeholders were made aware that proposed changes to the commercial parking controls would be formally exhibited at a later date. As a result no formal responses have been received regarding the commercial car parking rates at this stage.

Under the gateway plan-making process, a Gateway Determination is required to be obtained from the Department of Planning and Environment before the Planning Proposal is formally exhibited. The consultation process will be determined by the Minister and stipulated as part of the gateway determination.

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The Department of Planning and Environment's guidelines stipulate at least 28 days community consultation for a major plan, and at least 14 days for a low impact plan.

If the Planning Proposal is approved by Council and a gateway determination given, the consultation will include exhibiting the draft amendments to RDCP2014. The proposed consultation includes:

- Advertisement in the local newspaper;
- Exhibition material provided to meet requirements of the EP&A Act on Council's website, and in Ryde and North Ryde Libraries;
- Notification to the owners of 14-58 Delhi Road and 3 Plassey Road, Macquarie Park (which are proposed to be identified as being within the Macquarie Park Corridor on Ryde LEP 2014 Centres Map);
- Mail out to key stakeholders in the Macquarie Park Corridor and those who attended the consultations in March 2016;
- Presentations to the Macquarie Park Forum and Economic Development Advisory Committee;
- One information session to be held during the exhibition period; and
- One drop in session.

Anticipated timeframes

The following timeframes are outlined in the Planning Proposal:

Planning Proposal submitted to Gateway	June 2016
Gateway Determination received by Council	August 2016
Community consultation (4 weeks)	Sep/Oct 2016
Outcomes of community consultation presented to Council	December 2016
Planning Proposal submitted to Department requesting notification on legislation website and DCP effective	February 2017

Options

1. That Council proceed with the Planning Proposal and DCP amendments as outlined in this report. This option implements the recommendations of the Bitzios traffic study and Council's previous resolution of 22 September 2015.
2. That Council not proceed with the Planning Proposal and DCP amendments. This option would not address the traffic congestion currently experienced in the Macquarie Park Corridor and would not change the modal split for the Corridor in the long term.

The preferred option is to proceed with the Planning Proposal and amendments to the DCP as outlined in this report.