

218111

19 December 2019

Jim Betts
Secretary
Department of Planning Industry and Environment
320 Pitt Street
SYDNEY NSW 2000

REQUEST FOR REZONING REVIEW

RAMSGATE VILLAGE PLANNING PROPOSAL (#PP2019/0001)

193-201 ROCKY POINT ROAD, 66-68 RAMSGATE ROAD AND 2-6 TARGO ROAD, RAMSGATE

This request for a rezoning review has been prepared by Ethos Urban on behalf of Capital Hill Group Pty Ltd (Capital Hill) in relation to Planning Proposal #PP2019/0001 relating to land at 193-201 Rocky Point Road, 66-68 Ramsgate Road and 2-6 Targo Road, Ramsgate (the site), also known as 'Ramsgate Village'. The Planning Proposal seeks to rezone the land to B2 Local Centre and amend the building height and floor space ratio (FSR) controls that apply to it under the *Kogarah Local Environmental Plan 2012* (Kogarah LEP). The purpose of this letter is to request that the Department of Planning, Industry and Environment (the Department) initiate a rezoning review for the Planning Proposal.

The Planning Proposal followed the withdrawal of a previous Planning Proposal which was lodged in July 2016, being a proposal applying to a smaller overall site. The Planning Proposal in its current form was submitted to Council on 3 September 2019 and seeks to make the following amendments to the Kogarah LEP:

- Rezone the entire site to B2 Local Centre (from part B2 Local Centre, part R3 Medium Density Residential);
- Increasing the Floor Space Ratio control to 3.2:1 for the entire site (from part 2.5:1 and part 1.5:1); and
- Increasing the height limit to various heights up to a maximum of 35m (from part 21m and part 15m).

The site is described in detail in the Planning Proposal documentation submitted with this rezoning review request.

The rezoning review is sought by the applicant as Council has failed to indicate its support for the proposal within 90 days. This letter should be read in conjunction with the following supporting documents:

- Signed Rezoning Review Application Form; and
- Planning Proposal Report and Appendices.

A cheque for \$20,000 is included in the Rezoning Review request package, being the relevant application fee.

1.0 Rezoning review

This request for Rezoning Review has been prepared in accordance with the Guidelines set out in the DP&E's *Guide to Preparing Local Environmental Plans* (the Guide).

1.1 Step 1 – Proponent Seeks Review

Step 1 of the Guide provides that a proponent may seek a Rezoning Review if:

b) the council has failed to indicate its support 90 days after the proponent submitted a request, accompanied by the required information or has failed to submit a planning proposal for a Gateway determination within a reasonable time after the council has indicated its support.

1.2 Step 2 – Strategic Merit

Step 2 of the DP&E's *A Guide to Preparing Planning Proposals* requires the Planning Proposal to have strategic merit, as outlined below.

a) Does the proposal have strategic merit?

Question 1. *Is it consistent with the relevant regional plan outside of the Greater Sydney Region, the relevant district plan within the Greater Sydney Region, or corridor/precinct plans applying to the site, including any draft regional, district or corridor/precinct plans released for public comment*

Greater Sydney Region Plan: A Metropolis of Three Cities

The proposal is consistent with the Greater Sydney Region Plan and the South District Plan for the reasons set out comprehensively in Section 6.1.2 of the Planning Proposal report prepared by Ethos Urban and dated 3 September 2019, and summarised below.

The Greater Sydney Region Plan, released in March 2018, establishes a 40-year vision (up to 2056) and establishes a 20-year plan to manage growth and change for Greater Sydney in the context of economic, social and environmental matters. At the core of the plan is the 'metropolis of three cities' concept that will transform land use and transport patterns and boost Greater Sydney's liveability, productivity and sustainability by spreading the benefits of growth to all its residents. The plan includes 40 separate objectives to achieve this vision across the following themes:

- Infrastructure and collaboration;
- Liveability;
- Productivity; and
- Sustainability.

The key objectives of the Greater Sydney Region Plan relevant to this Planning Proposal, and how they relate to the proposal are captured in the table below.

Table 1 Assessment of the Planning Proposal against the objectives of the Greater Sydney Region Plan

Objectives	Proposal
Infrastructure and collaboration	
Objective 2: Infrastructure aligns with forecast growth – growth infrastructure compact.	The site is located on an identified corridor for a 'Train Link/Mass Transit Visionary', 'Road Investigation 0-10 years' and 'Road Visionary'. The planning proposal allows for future forecast growth on the site, which aligns with the proposed future infrastructure in the vicinity to align with this objective.

Objectives	Proposal
Liveability	
Objective 6: Services and infrastructure to meet communities' changing needs	The planning proposal includes significant public benefits and infrastructure to meet the changing needs of the community, including a large new public space / plaza, community facilities and the provision of other services not yet provided in Ramsgate including a full line supermarket.
Objective 7: Communities are healthy, resilient and socially connected	The planning proposal will allow for infrastructure and services to increase the health, resilience and social connection of the local community. It envisages a new public 'heart' of Ramsgate which will allow for social interaction and public events including markets. The indicative development proposal includes medical suites to support the local health needs of the community.
Objective 10: Greater Housing Supply	The indicative concept includes 197 residential apartments to contribute to meeting the housing targets of the LGA under the District Plans.
Objective 11: Housing is more diverse and affordable	The indicative development scheme includes provision for a range of 1, 2 and 3 bed apartments to increase the housing diversity in the local area. A greater supply of housing types will assist in making housing more affordable in the local area. Being co-located with other retail and medical facilities also allows the local areas aging demographic the ability to more easily "age in place" and reduce strain on local health infrastructure.
Objective 12: Great Places that bring people together	Key improvements to the public domain envisaged under this proposal include a major public space, with significant landscaping elements as shown in the Landscape Concept Plan in Appendix C of the Planning Proposal Report. It is envisaged that this space will bring people together through community events such as markets and everyday use and activation.
Objective 13: Environmental heritage is identified, conserved and enhanced	Whilst there are no heritage items on the subject site, the impact of the planning proposal on adjacent heritage items has been assessed in the Statement of Heritage Impact at Appendix D of the Planning Proposal report, and further assessed in Section 8.7 of the Planning Proposal Report. The assessment concludes that the planning proposal will have an acceptable impact on the heritage significance of the heritage items in the vicinity.
Productivity	
Objective 14: <i>A Metropolis of Three Cities</i> – integrated land use and transport creates walkable and 30-minute cities	The planning proposal intends to enable a mixed use development which will allow residents direct access to retail uses that support everyday living. Notwithstanding the existing bus services available on the site, the site is located on an identified corridor for a 'Train Link/Mass Transit Visionary', 'Road Investigation 0-10 years' and 'Road Visionary' which will further increase the ability of the site to meet this objective.
Objective 22: Investment and business activity in centres	The location of the 'Ramsgate' local centre under the Eastern District Plan is between the existing Ramsgate Beach and Ramsgate Village. However, it is noted that the Draft Georges River LSPS clarifies this, noting the Ramsgate Local Centre as being along Rocky Point Road. The merits of accommodating investment and business activity in Ramsgate Village are articulated in Section 6.1.2 of the Planning Proposal report. On this basis, in addition to the site specific merits of the proposal, further investment and business activity in Ramsgate will be enabled by this application which will meet this objective.
Sustainability	
Objective 30: Urban tree canopy cover is increased	As demonstrated by the Landscape Concept Plan in Appendix C of the Planning Proposal Report, an increase in the tree canopy on site is proposed to meet this objective.
Objective 31: Public open space is accessible, protected and enhanced	A significant new public space of a scale not currently existing in Ramsgate is proposed under this Planning Proposal. It connects to all adjacent streets, with surrounding buildings oriented to ensure maximum amenity.
Objective 32: The Green Grid links parks, open spaces, bushland and walking and cycling paths	The site is nearby to parts of the Green Grid corridor identified in the District Plans five blocks to the east. The development ultimately enabled by this Planning Proposal will greatly benefit from access to these linked spaces.

Eastern and Southern City District Plan

The District Plans were formally released in March 2018. They aim to guide the transition of the Districts (Western, Central, Eastern, North and South) within the context of Greater Sydney's three cities to improve social, economic and environmental assets.

The site is located on the immediate boundary of the Eastern and Southern City District. Whilst technically located in the Southern City District, Ramsgate is identified as a local centre under the Eastern City District. Refer to **Figure 1**.

Whilst the site is located within the centre of Ramsgate, the location of the Ramsgate local centre under the Eastern City District Plan is located further to the east, closer to the suburb of Ramsgate Beach. This is despite Ramsgate being a larger retail centre than Ramsgate Beach, and despite the District Plan showing both a 'Train Link/Mass Transit Visionary', 'Road Investigation 0-10 years' and 'Road Visionary' being located immediately adjacent to Ramsgate as opposed to Ramsgate Beach. **However, the location of the Ramsgate Local Centre has been clarified in the Draft Georges River LSPS, as illustrated under Question 2 below, to be located along Rocky Point Road.**

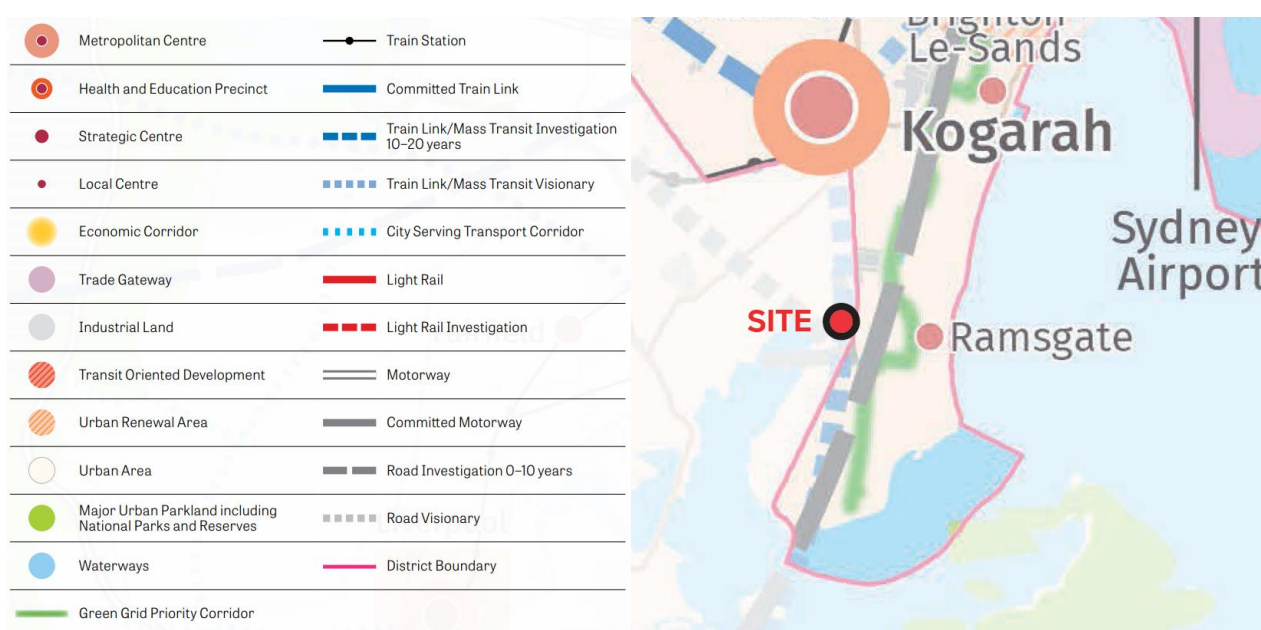


Figure 1 Location of the site outside the boundary of the Eastern City District Plan (outlined in red)

Source: Eastern City District Plan.

The Georges River LGA has a 5-year housing target (2016-2021) of 4,800 dwellings. It is noted that Bayside LGA, which is located immediately across Rocky Point Road, has a 5-year housing target for the same period of 10,150. The 20-year housing target (2016-2036) for the eastern city is 157,500 dwellings, whilst the target for the southern city is 83,500 dwellings. This represents a significant difference between the targets for the districts, however, both are required to house significant increases over the forthcoming period to which the Planning Proposal will contribute to.

Relevant priorities of the South District Plan are assessed in relation to the provisions of the Planning Proposal in **Table 3**.

Table 2 Assessment of the Planning Proposal against the Planning Priorities in the South District Plan

Planning Priority	Proposal
Infrastructure and collaboration	
S1: Planning for a city supported by infrastructure	The site is located on an identified corridor for a 'Train Link/Mass Transit Visionary', 'Road Investigation 0-10 years' and 'Road Visionary'. The planning proposal allows for future forecast growth on the site, which aligns with the proposed future infrastructure in the vicinity to align with this objective.
Liveability	

Planning Priority	Proposal
S3: Providing services and social infrastructure to meet people's changing needs	The planning proposal includes significant public benefits and infrastructure to meet the changing needs of the community, including a large new public space, community facilities and the provision of other services not yet provided in Ramsgate including a full line supermarket.
S4: Fostering healthy, creative, culturally rich and socially connected communities	The planning proposal will allow for infrastructure and services to increase the health, resilience and social connection of the local community. It envisages a new public 'heart' of Ramsgate which will allow for social interaction and public events including markets. The indicative development proposal includes medical suites to support the local health needs of the community. The co-location of residential, retail and health facilities is particularly attractive to older residents providing access to amenities allowing for "aging in place" and a more diverse range of residents.
S5: Providing housing supply, choice and affordability, with access to jobs, services and public transport	The indicative development scheme includes 197 residential apartments to meet the housing targets of the LGA under the District Plans. The indicative development scheme includes provision for a range of 1, 2 and 3 bed apartments to increase the housing diversity in the local area. A greater supply of housing types will assist in making housing more affordable in the local area.
S6: Creating and renewing great places and local centres and respecting the District's heritage.	<p>This Planning proposal intends to create a great new place in the centre of Ramsgate. No public plaza of the scale and quality currently proposed to be enabled by this Planning Proposal is currently present within Ramsgate. This place-driven approach is in alignment with the objectives of the District Plan.</p> <p>Whilst there are no heritage items on the subject site, the impact of the planning proposal on adjacent heritage items has been assessed in the Statement of Heritage Impact at Appendix D of the Planning Proposal Report. The assessment concludes that the planning proposal will have an acceptable impact on the heritage significance of the heritage items in the vicinity.</p>
Productivity	
S12: Delivering integrated land use and transport planning and a 30-minute city	The planning proposal intends to enable a mixed use development which will allow residents direct access to retail uses that support everyday living. Notwithstanding the existing bus services available on the site, the site is located on an identified corridor for a 'Train Link/Mass Transit Visionary', 'Road Investigation 0-10 years' and 'Road Visionary' which will further increase the ability of the site to meet this objective.
Sustainability	
S3: Increasing urban tree canopy cover and delivering Green Grid connections	As demonstrated by the Landscape Concept Plan at Appendix C of the Planning Proposal Report an increase in the tree canopy on site is proposed to meet this objective.
S4: Delivering high quality open space	This Planning proposal intends to create a great new place in the centre of Ramsgate. No public plaza of the scale and quality currently proposed to be enabled by this Planning Proposal is currently present within Ramsgate. This place-driven approach is in alignment with the objectives of the District Plan.

Question 2. Is it consistent with a relevant local council strategy that has been endorsed by the Department?

Georges River Draft Local Strategic Planning Statement (LSPS)

The draft LSPS for Georges River was exhibited in July-August 2019. The LSPS once adopted will guide the land use planning and the delivery of significant infrastructure for the Georges River LGA until 2040. The discrepancy regarding the location of the Ramsgate centre in the District Plan has been resolved in the draft LSPS, with the document clearly expressing that the centre is located on Rocky Point Road. Ramsgate is designated as a 'Local Centre' with opportunities to 'explore Centre expansion for jobs and/or housing'. The new mass transit / train link and F6 extension (Stage 1) identified within the District Plan have been replicated in the LSPS in addition to a road visionary corridor (Central City Strategic Road Corridor).

The changes proposed under this Planning Proposal will provide early activation of the Ramsgate Local Centre, from where future expansion of jobs and/or housing can be anchored. Whilst the desire of Council to defer any changes within Ramsgate to the LEP 2025 and beyond is noted, the significant public benefits associated with this proposal can be realised within a shorter time period for which discussions about future growth after this period can be based.

It is noted that the proponent has gone to great length to amalgamate a large consolidated parcel of land capable of providing a critical mass of retail, commercial and residential uses. This together with the proposed new public square and through site links/laneways will deliver a step change to Ramsgate and catalyse further investment and improvement to the centre, in turn enhancing its ability of the Ramsgate centre to serve the local community. Key to delivering this is the proponent's agreement with a major retail anchor.

Accordingly, while the proposal may be sooner than the proposed 5 year timeframe in the LSPS, it nonetheless provides an outcome that aligns with the strategic intention for the Ramsgate local centre and in this regard should be progressed to take advantage of the opportunity provided by a landowner that has amalgamated such a large landowning and who has arranged for such an important retail tenant to anchor the centre.

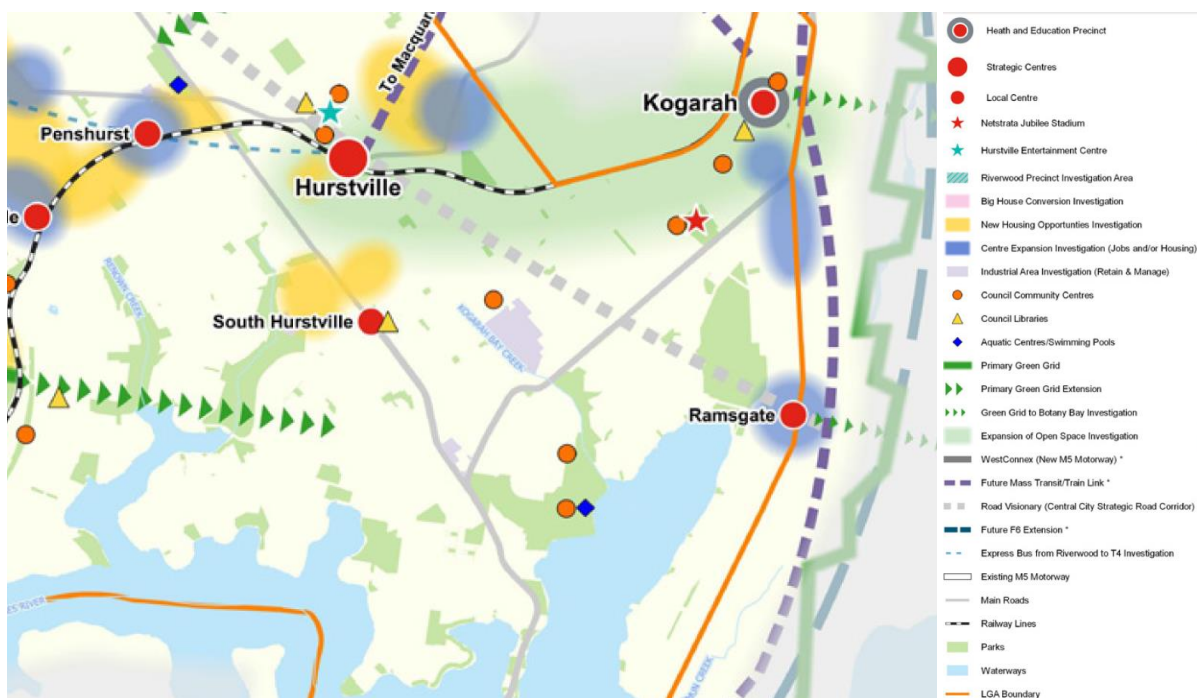


Figure 2 Ramsgate Local Centre along Rocky Point Road

Source: Georges River Draft LSPS

Georges River Draft Commercial Centres Strategy

The Planning Proposal is consistent with Part (a)(1) of A Guide to Preparing Planning Proposals strategic merit test and as such is not required to be consistent with part 2 or 3. Notwithstanding this the Planning Proposal is consistent with Council's endorsed Georges River Draft Commercial Centres Strategy as set out below.

The draft Commercial Centres Strategy for Georges River has been prepared to inform the incremental approach to strategic planning throughout the LGA. To do this an audit of all 48 centres in the LGA was undertaken as part of a holistic approach with the intention of harmonising the existing planning frameworks that govern the future development of these centres, and identifying any impediments to the provision of employment floor space to support the growth of local jobs and businesses.

The Strategy has established a hierarchy of centres comprising a six-tiered classification system based on the existing retail floor space provided. The classification considers the number and size of supermarkets and the essential retail and services provided, including:

- **Strategic Centre:** regionally significant commercial centres as nominated by the *Greater Sydney Region Plan* and *South District Plan*.
- **Local Centre:** provide essential access to day to day goods and services close to where people live with over 5,000sqm of retail floor space and anchored by at least one large supermarket larger than 1,000sqm.
- **Village:** supports a local resident and worker population with 3,000 to 5,000sqm of retail floor space and typically includes a small supermarket or convenience store.
- **Small Village:** supports a local resident and worker population with 1,000 to 3,000 sqm of retail floor space and typically serves a local walking catchment.
- **Neighbourhood Centre:** provides under 1,000sqm of retail floor space and typically serves a local walking catchment within a 5 to 10-minute radius.
- **Enterprise Corridor:** a specialised centre that is limited to the B6 Enterprise Corridor zoned land on Princes Highway, Carlton.

Ramsgate is identified under the strategy as a 'village'. This is based upon the centres classification system adopted by the report which considers the commercial and retail capacity of the centre and the size of the population it can support, which we note, differs from the classification system of Ramsgate as a 'local centre' under the draft LSPS. Future employment floorspace to 2036 is anticipated to result in an increased demand of an additional 15% or 21,310sqm across the 39 centres with the 'village', 'small village', 'neighbourhood centre' and 'enterprise corridor' classifications, equating to an average of two small specialty stores per centre. However, it is acknowledged that growth will not be distributed equally amongst the 39 centres and Ramsgate is identified as being a suitable location to provide a greater share of employment floorspace than the average 15% increase.

An important observation of the Centres Strategy is the role and function of supermarkets. The report notes that medium-sized to full line supermarkets are increasingly anchoring smaller centres. This would imply that if Council seek to improve Ramsgate's economic role and function as a commercial centre, a supermarket of appropriate scale is required.

This Planning Proposal is consistent with the draft Centres Strategy as the proposed retail is generally consistent with the scale of Ramsgate and its position within the retail hierarchy. Retail proposed under the indicative concept scheme represents growth greater than the average, whilst this is the case this is considered acceptable given the fact that Ramsgate is expected to have a greater share of future retail, and the fact that the proposed employment is commensurate with providing a new focal heart to Ramsgate, centred around an activated public square.

While the draft Commercial Centres Strategy has not been endorsed by DP&E, it is clearly Council's endorsed strategy to strengthen the competitiveness of the LGA, and this is commensurate with the aims around growing Ramsgate Village in the relevant strategic planning documents.

Question 3. *Responding to a change in circumstances, such as the investment in new infrastructure or changing demographic trends that have not been recognised by existing planning controls.*

The proposal is responsive to changing demographic trends in the area, including via the introduction of additional apartments in the area, including at the former Darrell Lea site (400m to the north), which represent a growing appetite from the market for apartment living and increased demand for local retail. Based on the indicative development concept, the future development will include approximately 197 apartments, 6,847m² GFA of retail and commercial space, within a total of 22,627m² of gross floor area (GFA) and the proponent has a commercial arrangement with Coles supermarkets to be the anchor tenant which intends to provide a catalyst for retail development within Ramsgate.

As such the proposal will facilitate a new development that reflects a market shift to higher density development well serviced by retail to accommodate the day to day needs of residents living in proximity to the new activated retail. It is also understood that there are many households looking to downsize in the area, with the proposal providing alternative dwelling stock and options for ageing in place.

2.0 Site Specific Merit

Site specific merit refers to the characteristics of the Ramsgate Village site that make it appropriate to be rezoned. The site has site specific merit for the following reasons, which include references to further detail contained within the Planning Proposal Report:

- the built form and urban design of the indicative proposal prepared by Turner has been peer reviewed by Architectus which has demonstrated high design quality (refer to Section 8.1 of the Planning Proposal report);
- the visual impact of the proposal is considered acceptable and does not represent a dramatic increase in the density of the Ramsgate centre (refer to Section 8.2 of the Planning Proposal report);
- the proposal does not adversely impact on the development feasibility of adjoining sites not included within the proposal (refer to Section 8.3 of the Planning Proposal report);
- the site has a long history of use for low impact commercial premises and residential purposes and therefore it is unlikely that there have been any contaminating activities conducted on the site (refer to Section 8.4 of the Planning Proposal report);
- the proposal will not result in unacceptable overshadowing impacts on neighbouring residential properties, whilst solar access to the proposed public space is maximised (refer to Section 8.5 of the Planning Proposal report);
- the development concept is capable of achieving the key criteria outlined in the ADG to provide for internal residential amenity (refer to Section 8.6 of the Planning Proposal report);
- the indicative development concept enabled by the Planning Proposal will have an acceptable impact on the heritage items to the south-east of the site and has been designed to integrate these buildings into any future design (refer to Section 8.7 of the Planning Proposal report);
- the traffic and parking impacts of the proposed development are expected to be satisfactory subject to the future signalisation of the intersections at Rocky Point Road and Ramsgate Road with Targo Road (refer to Section 8.8 of the Planning Proposal report);
- the proposal will not result in an unacceptable adverse impact on the privacy of adjacent residential properties (refer to Section 8.9 of the Planning Proposal report) and
- the proposal will result in a wide range of social and economic benefits should it be progressed (refer to Section 8.10 of the Planning Proposal report).

3.0 Conclusion

The proposal clearly demonstrates strategic merit. The combination of a new full line supermarket, new public square and new public car park would deliver a significant public benefit for Ramsgate and will preserve its importance as a local centre and catalyse the wider centre's future renewal. These initiatives are only possible with significant additional cost, principally as inclusion of the public square requires the undergrounding of the supermarket and associated car parking, all of which translates to a substantial and costly excavation and works programme.

We consider that the information contained within this letter is sufficient to progress the rezoning review. Should you wish to discuss this further please do not hesitate to contact me at cferreira@ethosurban.com or 9956 6962.

Yours sincerely,



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