

# 2-14 Tennyson Road, Gladesville

Planning Proposal for a Mixed Use Development

On behalf of  
Darcsol Pty Ltd  
January 2017 (amended 8 June 2017)





## Project Director

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Revision	Revision Date	Status	Authorised	
			Name	Signature
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\* 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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# 1 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 and modify the height and floor space ratio controls that apply to the subject site located at 2-14 Tennyson Road, Gladesville. The planning proposal will facilitate the eventual redevelopment of the site as mixed-use premises. City of 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 zone and see the maximum height and floor space controls increased as they apply to the site. This would repeal the existing controls set out under the current Ryde Local Environmental Plan 2014 (Ryde LEP).

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 and Environment Planning Proposals A guide to preparing planning proposals; 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*
Environmental Site Assessment	EIS Environmental Investigation Services
Geotechnical Assessment	JK Geotechnics
Stormwater Management	Taylor Thomson Whitting

\* An updated Economic Impact Assessment will be provided under separate cover prior to public exhibition.

## 1.2 Background

The proponents made a submission to the *Draft Ryde Local Environmental Plan 2014* when it was on exhibition and have had a number of meetings with Council and the Department of Planning and Infrastructure (DP&I) (now Department of Planning and Environment) 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.

Subsequent to the submission of a Planning Proposal a Gateway Determination for the Proposal was issued on 21 April 2016 (Department Ref: PP\_2016\_RYDEC\_002\_00) (Appendix 2) for;

*Planning Proposal to amend the Ryde Local Environmental Plan 2014 for 2-12 and 14 Tennyson Road, Gladesville by rezoning the site from IN2 Light Industrial to B4 Mixed Use and increasing the maximum floor space ratio and maximum building height.*

The Determination supported the Planning Proposal subject to the following conditions, which require the Planning Proposal to be amended and resubmitted to the Department of Planning and Environment prior to public exhibition;

1. Prior to public exhibition, the planning proposal must 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. *Address the inconsistency with Section 117 Direction 1.1 Business and Industrial Zones;*
- d. *Demonstrate consistency with A Plan for a Growing Sydney and,*
- e. *Include maps prepared to the standards identified in Standard Technical Requirements for Spatial Datasets and Maps (Department of Planning and Environment 2015)*

The Gateway Determination was revised on 11 May 2017 to delete condition 1 (above) for the following;

- 1. *Prior to public exhibition, the planning proposal must be updated to;*
  - a. *Apply a maximum floor space ratio of 1.85:1 at 2-12 Tennyson Road and 1:1 at 14 Tennyson Road;*
  - b. *Apply a maximum building height RL66.60 at 2-12 Tennyson Road and RL50.4 at 14 Tennyson Road;*
  - c. *Address the inconsistency with Section 117 Direction 1.1 Business and Industrial Zones;*
  - d. *Demonstrate consistency with A Plan for a Growing Sydney and,*
  - e. *Include maps prepared to the standards identified in Standard Technical Requirements for Spatial Datasets and Maps (Department of Planning and Environment 2015)*

The following Planning Proposal and supporting documents have been amended to comply with the conditions of the Department of Planning and Environment's Gateway Determination P\_2016\_RYDEC\_002\_00.

## 2 The Site

### 2.1 Site Location

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



**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 DP549570
Site area	1.4 hectares	0.8 hectares
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 bounded 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	

Table 2 Subject Site		
	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.	
Current zoning	IN2 - Light Industrial	
Site	2-12 Tennyson Rd (Site A)	14 Tennyson Rd (Site B)
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, recreational facilities and open spaces (Refer to Figure 3).

Table 3 Surrounding context	
Surrounding context	<p>Predominately low density residential.</p> <p>To the north the site adjoins an office building that is owned and managed by Dexu Property Group.</p> <p>To the south, east and west the site adjoins residential land.</p>
Public transport	Within 100m – Victoria Road Bus services
Services	<p>400m – Gladesville Town Centre</p> <p>300m – Ryde Aquatic Leisure Centre</p> <p>650m – Holy Cross College</p> <p>1.4km – St Charles Primary School</p> <p>2km – Ryde Secondary College</p> <p>2.8km – Gladesville Hospital</p>





**Figure 3** Local context diagram

Source: Mecone

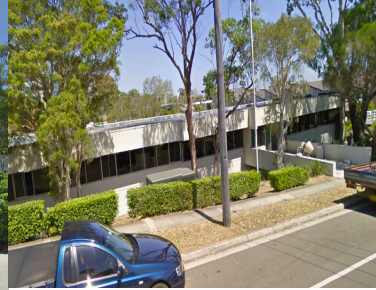
A detailed site analysis is provided at Appendix 3, within the Architectural Design Report.

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

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 maintain an employment activity on the site.

The Gateway Determination issued by the Department of Planning (Appendix 2) required a significant reduction in the amount of Floor Space Ratio to be submitted prior to exhibition. The amended scheme is represented in Appendix 3. The original Economic Impact Assessment prepared to support the Planning Proposal is provided in Appendix 10.



## 3 Planning Proposal

### 3.1 Part 1 – Objectives and Intended Outcomes

#### 3.1.1 Objectives

The objectives of the proposal are:

- 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 under utilised;
- 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 and commercial 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 better suit the needs and profile of 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.

The rezoning of the site to B4 Mixed Use would permit mixed-use premises, including residential, retail and commercial uses on the site.

An Architectural Report is provided at Appendix 3, 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 buildings can be achieved on site without having any significant adverse environmental impacts on the surrounding developments.

### 3.2 Part 2 – Explanation of Provisions

#### 3.2.1 Description of Proposal

The objectives of the Planning Proposal shall be achieved through the amendment to the Ryde Local Environmental Plan 2014 to replace the existing controls in force

for the site. An outline of the key controls under the Ryde LEP 2014 and the key controls proposed are provided in Table 5 below:

Table 4 Key planning controls		
Control	Ryde LEP	Proposed Controls
Land use zoning	IN2 – Light Industrial	B4 – Mixed Use
FSR	1:1	1.85:1 and 1:1
Height of Buildings	10m	From RL23.07m to RL66.6m

The following maps have been drafted, which relate specifically to the LEP (Appendix 4):

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

In addition, relevant DCP maps support the proposed DCP, which include:

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

The proposed site specific DCP is provided at Appendix 5.

In addition, refer to Appendix 3 for the Architectural Design Report, which provides design context and rationale for the approach to establishing the proposed controls and planning maps.

## 3.3 PART 3 – Justification

### 3.3.1 Section A – Need for the proposal

#### **Q1. 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 commercial uses that will cater for the changing profile of employment in Ryde LGA.

##### **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 a range of commercial uses will better match the Ryde employment profile.

An updated Economic Impact Assessment submitted under separate cover, prior to public exhibition.

## **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 by 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; and
- It is understood that the existing industrial business on site A (2-12 Tennyson Rd) currently employs 20 staff. Compared to the employment rate benchmark of 1 job per 80m<sup>2</sup> 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 Dexu building has a high vacancy rate.

## 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.

An updated Economic Impact Report, will be provided under separate cover. The updated Economic Impact Report will reflect the revised Floor Space Ratio conditioned by the Department of Planning and Environment in the Gateway Determination in Appendix 2.

## 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 5 below.

Table 5 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 Inner North Subregional Strategy.	✓
Is the site near existing transport and infrastructure and contributes to a significant industry cluster	<p>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 the site do not support national or state significant infrastructure.</p> <p>Redevelopment of the site for residential, retail and business purposes is expected to result in a more suitable intensity matching the local profile.</p> <p>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 a suitable employment intensity and would be better</p>	✓

**Table 5 Strategic Assessment Checklist**

	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)	<p>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.</p> <p>Redevelopment of the site for residential, retail and business purposes is expected to result in a more suitable intensity and will cater for the changing employment characteristics within the area.</p>	✓
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	<p>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.</p> <p>Redevelopment of the site as mixed use premises would be consistent with the existing local trends in industrial, residential and retail land use.</p>	✓

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.

***Q2 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 includes the amendment of the existing Ryde LEP 2014. This Planning Proposal is easily integrated into the Ryde LEP 2014 and provides draft DCP controls to the site that generally adopt the framework of the Ryde DCP 2014.

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.

### 3.3.2 Section B – Relationship to strategic planning framework

***Q3 Is the planning proposal consistent with the objectives and actions of the applicable regional, sub-regional or district plan or strategy (including any exhibited draft plans or strategies)?***

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

#### **A Plan for Growing Sydney**

A Plan for Growing Sydney is Sydney's metropolitan strategy outlining the government's strategy for accommodating Sydney's future population growth for the next 20 years. A number of the goals and actions are relevant to this proposal.

- Goal 1 A competitive economy with world class services and transport.
  - Direction 1.7 Grow Strategic Centres – Providing jobs closer to home.
- Goal 2 A city of housing choice, with homes that meet our needs and lifestyles.
  - Direction 2.1: Accelerate housing supply across Sydney
  - Direction 2.2: Accelerate urban renewal across Sydney – providing homes close to jobs.
  - Direction 2.3: Improve housing choice to suit different needs and lifestyles.
  - Direction 2.4: Deliver timely and well planned greenfield precincts and housing
- A great place to live with communities that are strong, healthy and well connected.
  - Direction 3.1 Revitalise existing suburbs
  - Direction 3.3 Create healthy built environments.



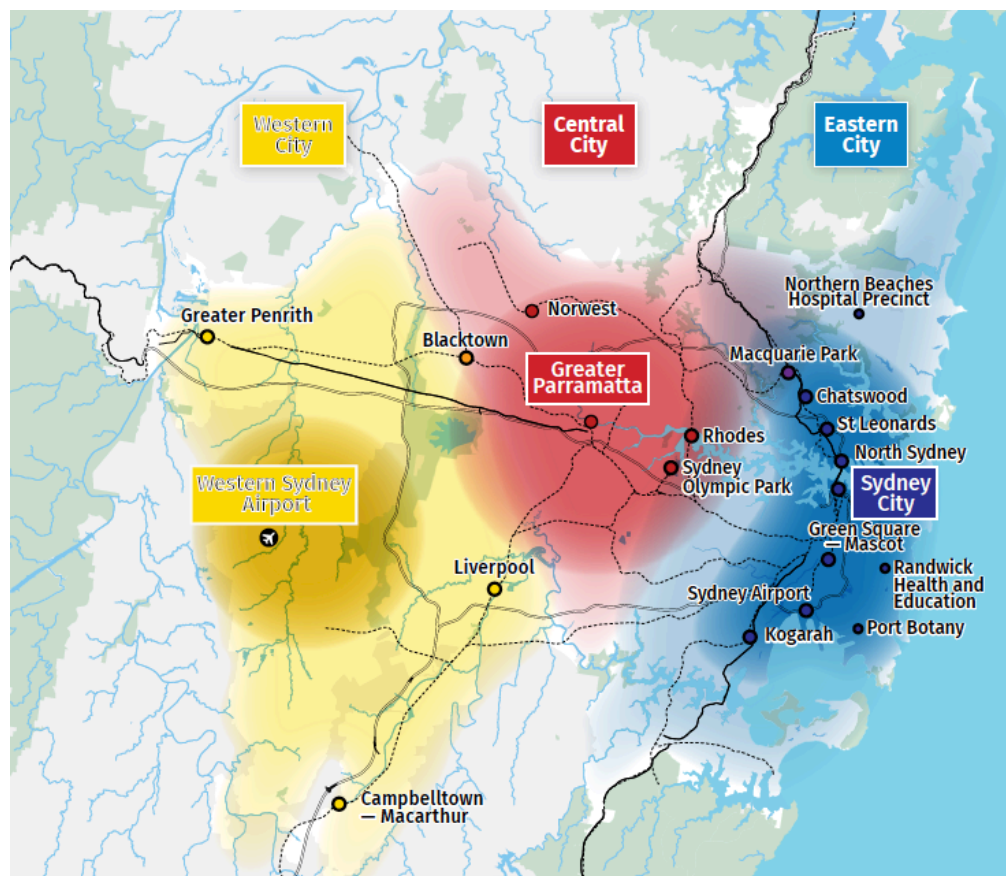
The proposal provides the redevelopment of an existing site, which is situated in the established centre of Gladesville. The existing operations provide an inefficient use of the existing site, only generating employment for 50 persons. The proposal provides a solution that will diversify employment opportunities and includes the provision of diverse housing.

As the site is located within an existing urban area, the proposal accelerates the delivery of infill housing in an area that has existing access to urban services. The Planning Proposal is consistent with A Plan for a Growing Sydney.

### **Draft Towards our Greater Sydney 2056**

In November 2016, the Greater Sydney Commission released a draft amendment to the regional plan: *A Plan for Growing Sydney* titled *draft Towards our Greater Sydney* (TGS). The draft TGS introduces the concept of three cities, Eastern City, Central City and Western City. The Eastern City is focused on the existing Sydney City and economic corridors from Macquarie Park in the north through Sydney Airport and Port Botany south to Kogarah, the Central City focuses on Greater Parramatta and the Olympic Peninsula at its core and the Western City will focus on the Western Sydney Airport.

The draft TGS recognises that there is a need to accommodate new housing growth and a need to accelerate housing supply across Greater Sydney. The need for urban renewal opportunities is greatest in the North and Central Districts.



**Figure 5** Location of Three Cities

Source: Greater Sydney Commission, November 2016



## Draft North District Plan

Concurrently with the release of the draft *Towards our Greater Sydney* the Draft *North District Plan* was released. There are three priorities for the North Region: Productivity, Livability and Sustainability. Each of these priorities has a series of related actions.

Productivity priorities of relevance for the proposal include:

- Managing employment and urban services land;
- Accessing a greater number of metropolitan jobs and centres within 30 minutes; and
- Accessing local jobs, goods and services within 30 minutes.

The proposal will assist with achieving these priorities through encouraging employment generation on site and contributing to achieving the greater employment targets for the Northern District.

Livability priorities of relevance for the proposal include:

- Improving housing choice;
- Improving housing diversity and affordability; and
- Creating great places in the North District.

Livability Actions that will be addressed by the proposal include:

- L1: Prepare local housing strategies;
- L2: Identify the opportunities to create the capacity to deliver 20-year strategic housing supply targets;
- L3: Councils to increase housing capacity across the District; and
- L4: Encourage housing diversity.

The proposal will assist with achieving these goals through providing housing opportunities to support a diverse workforce and population, contributing to achieving the housing targets identified and providing increased housing choice and affordability.

Sustainability priorities of relevance for the proposal include:

- Creating an efficient North District;
- Planning for a resilient North District;
- Mitigate the urban heat island effect;

The proposal facilitates the development of controls that advocate efficient and resilient redevelopment of the site. The future development of the site can provide an environmentally sensitive solution that provides high quality design and open space. The existing site presents an aged facility that has poor environmental and lacks a resilient design.

### **Q4. Is the planning proposal consistent with a council's local strategy or other local strategic plan?**

The Local Planning Study was prepared by the City of Ryde in December 2010 to inform the creation of a new Local Environmental Plan. The Study was prepared on the back of the now superseded Inner North draft Subregional Strategy. Since the Local Planning Strategy, the Ryde Local Environmental Plan 2011 has been adopted

and then superseded by the Ryde Local Environmental Plan 2014. The relevant Strategies within The Local Planning Study have been superseded.

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 within section 3.3.1 of this Planning Proposal.

**Q5. Is the planning proposal consistent with the applicable State Environmental Planning Policies?**

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

Table 6 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. 14 – Coastal Wetlands	Not Applicable	
SEPP No. 19 – Bushland in Urban Areas	Not Applicable	
SEPP No 21 – Caravan Parks	Not Applicable	
SEPP No. 26 – Littoral Rainforests	Not Applicable	
SEPP No. 30 – Intensive Agriculture	Not Applicable	
SEPP No. 33 – Hazardous and Offensive	Consistent	The proposal is to adopt standard instrument definitions of hazardous and offensive development, which are not

**Table 6 State Environmental Planning Policies**

Development		permitted on site.
SEPP No. 36 – Manufactured Home Estates	Not Applicable	
SEPP No. 44 – Koala Habitat Protection	Not Applicable	
SEPP No. 47 – Moore Park Showground	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. 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	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

**Table 6 State Environmental Planning Policies**

Schemes)		be included in this SEPP. The planning proposal is consistent with the objectives of this SEPP.
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 (Mining, Petroleum Production and Extractive Industries) 2007	Not Applicable	
SEPP Penrith Lakes Scheme	Not Applicable	

**Table 6 State Environmental Planning Policies**

SEPP (Rural Lands) 2008	Not Applicable	
SEPP (State and Regional Development) 2011	Not Applicable	
SEPP (State Significant Precincts) 2005	Not Applicable	
SEPP (Sydney Drinking Water Catchment) 2011	Not Applicable	
SEPP (Sydney Region Growth Centres) 2006	Not Applicable	
SEPP (Three Ports) 2013	Not Applicable	
SEPP (Urban Renewal) 2010	Not Applicable	
SEPP (Western Sydney Employment Area) 2009	Not Applicable	
SEPP (Western Sydney Parklands) 2009	Not Applicable	
SREP No. 8 – Central Coast Plateau Areas	Not Applicable	
SREP No. 9 – Extractive Industry (No 2 – 1995)	Not Applicable	
SREP No. 16 – Walsh Bay	Not Applicable	
SREP No. 20 –	Not Applicable	

Table 6 State Environmental Planning Policies		
Hawkesbury – Nepean River (No 2 – 1997)		
SREP No. 24 – Homebush Bay Area	Not Applicable	
SREP No. 26 – City West	Not Applicable	
SREP No. 30 – St Marys	Not Applicable	
SREP No. 33 – Cooks Cove	Not Applicable	
SREP (Sydney Harbour Catchment) 2005	Not Applicable	

**Q6. Is the planning proposal consistent with applicable Ministerial Directions (S. 117 directions)?**

The Gateway Determination (PP\_2016\_RYDEC\_002\_00) dated 21 April 2016 (Appendix 2) has required further assessment of the Planning Proposal against Ministerial Direction 1.1 Business and Industrial Zones.

The objectives of direction 1.1 include;

- (a) encourage employment growth in suitable locations,*
- (b) protect employment land in business and industrial zones, and*
- (c) support the viability of identified strategic centres.*

The proposal includes the repositioning of existing industrial zoned land for mixed use development. The proposal does not compromise the use of the land for business and commercial purposes and instead promotes such uses. The change in the zoning reflects the changing nature of employment activity within the area. The planning proposal includes opportunity for retail, business premise and commercial floor space to be included. The Architectural Design Report in Appendix 3 describes schemes that could provide approximately 1,784m<sup>2</sup> of commercial Gross Floor Area.

The site currently contains an industrial development, which is physically disconnected from the greater Gladesville Industrial Precinct. The Gladesville Industrial Precinct is generally concentrated on the opposite side of Victoria Road. On account of the physical disconnection, the existing facility on the site has been unable to generate significant employment generating uses. The existing uses across the site provides employment to approximately 50 persons.

The inability to secure significant employment generating industrial tenants to the site is compounded by the fact that there has been a 20% decline in blue collar employment in the LGA. 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.

A declining blue collar workforce, physical disconnection from the Gladesville Industrial area and the availability of newer, cheaper industrial land elsewhere justifies the discontinuation of the light industrial use of the site. Maintaining the designation for industrial purposes will not encourage employment, protect employment land or support the viability of strategic centres.

The planning proposal is consistent with all relevant S117 Directions. Further consideration of the balance directions is assessed in Table 79 below.

Table 7 Section 117 Ministerial Directions			
Clause	Direction	Consistent	Comments
1. Employment and Resources			
1.1	Business and Industrial Zones	Consistent	The proposal provides 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	

Table 7 Section 117 Ministerial Directions			
2.2	Coastal Protection	Not Applicable	
2.3	Heritage Conservation	Not Applicable	
2.4	Recreation Vehicle Areas	Not Applicable	
2.5	Application of E2 and E3 Zones and Environmental Overlays in Far North Coast LEPs	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 services and is easily



Table 7 Section 117 Ministerial Directions			
			accessible by public transport.
3.5	Development Near Licensed Aerodromes	Not Applicable	
3.6	Shooting Ranges	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	Not Applicable	

**Table 7 Section 117 Ministerial Directions**

	Highway, North Coast		
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	
5.8	Second Sydney Airport: Badgerys Creek	Not Applicable	
5.9	North West Rail Link Corridor Strategy	Not Applicable	
5.10	Implementation of Regional Plans	Consistent	The proposal is consistent with the overall intent of the Regional Plan and does not undermine the achievement of its vision, land use strategy, goals, directions or actions.
6 Local Plan Making			
6.1	Approval and Referral Requirements	Consistent	The proposal does not include consultation, referral or concurrence provisions, nor

Table 7 Section 117 Ministerial Directions			
			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 A Plan for Growing Sydney	Consistent	The proposal is consistent with the planning principles, directions and priorities for subregions, strategic centres and transport gateways in A Plan for Growing Sydney.

Table 7 Section 117 Ministerial Directions			
7.2	Implementation of Greater Macarthur Land Release Investigation	Not Applicable	

### 3.3.3 Section C - Environmental, Social and Economic Impact

***Q7. 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.

***Q8. 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 6. 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 7 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 8.

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 for the servicing vehicles and the loading requirements.
- 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 up to 659 car parking spaces for both Lot 2-12 and 15 Tennyson Road.
- 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*

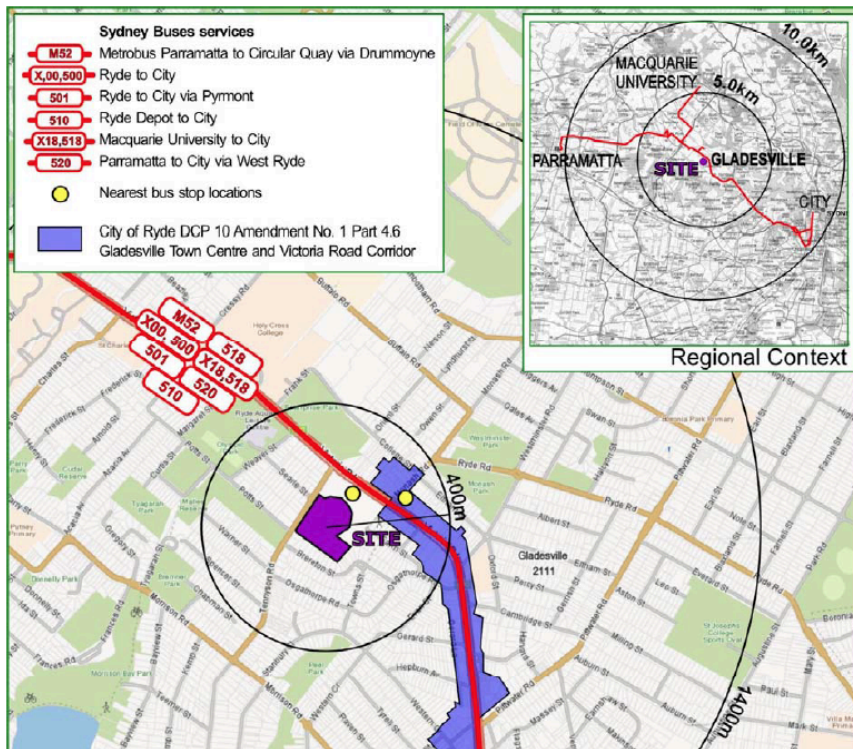
- 476 – 601 parking spaces are to be provided in accordance with Ryde Council's Development Control Plan (DCP) 2014. The report details that sufficient area is provided to meet these controls.

### *Traffic generation*

- Based on the latest RMS Guidance, the development is forecast to generate an additional 104 vehicle movements in the AM peak period with an additional 97 trips generated in the PM period. This is a significant reduction in trip generation when compared to the original scheme submitted in the Planning Scheme submitted 12 March 2013
- Of the trips generated, 100% of the traffic has been considered to travel through the intersection of Victoria Road and Tennyson Road, to the north of the site. Modeling has determined that the increase in traffic load on this intersection will not result in any unreasonable impacts on the current performance of the intersection.

### *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 6** 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 9.

**Q9. 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 employment generation for jobs that are better matched to the Ryde labour profile.
- 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 has been prepared for the site, which controls potential development impacts such as parking, overlooking, overshadowing, flooding and stormwater and other controls.

### 3.3.4 Section D - State and Commonwealth Interest

**Q10. 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.

**Q11. 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). A Gateway Determination was received from the Department of Planning and Environment on 21 April 2016 (Appendix 2). The determination supported the planning proposal and recommends public notification to be undertaken subject to the following;

1. Prior to public exhibition, the planning proposal must be updated to;
  - a. Apply a maximum floor space ratio of 1.85:1 at 2-12 Tennyson Road and 1:1 at 14 Tennyson Road;
  - b. Apply a maximum building height RL66.60 at 2-12 Tennyson Road and RL50.4 at 14 Tennyson Road;

- c. *Address the inconsistency with Section 117 Direction 1.1 Business and Industrial Zones;*
- d. *Demonstrate consistency with A Plan for a Growing Sydney and,*
- e. *Include maps prepared to the standards identified in Standard Technical Requirements for Spatial Datasets and Maps (Department of Planning and Environment 2015)*

This Planning Proposal and supporting documents have been amended to reflect the above conditions of the Gateway Determination dated 21 April 2016 (Appendix 2) and subsequent negotiations. On the basis of the above, it is generally accepted that the Planning Proposal has merit and the final amended Planning Proposal has incorporated those views of the State and public authorities.



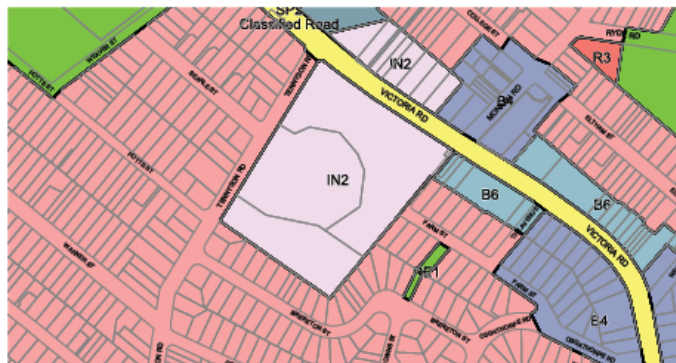
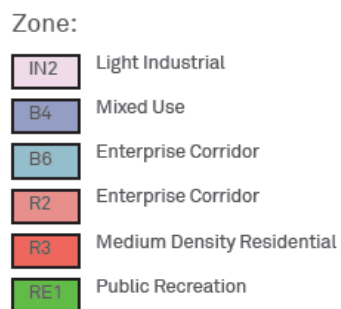
### 3.4 Part 4 – Mapping

New mapping in accordance with the relevant requirements are provided in Appendix 4.



**Figure 7** Site location

Source: NSW Spatial Services modified by Mecone



**Figure 8** Land use zoning

Source: Ryde Local Environmental Plan 2014

#### Max. Building Heights (m)

J	9.5
K	10
O1	15
M1	12
N1	13
Q	19
R2	22



**Figure 9** Height of Buildings

Source: Ryde Local Environmental Plan 2014

#### Max. Floor Space Ratio (n:1)

D	.50
N	1.00
O2	1.15
S2	1.70
T2	2.30
U3	2.70
V1	3.00



**Figure 10** FSR

Source: Ryde Local Environmental Plan 2014

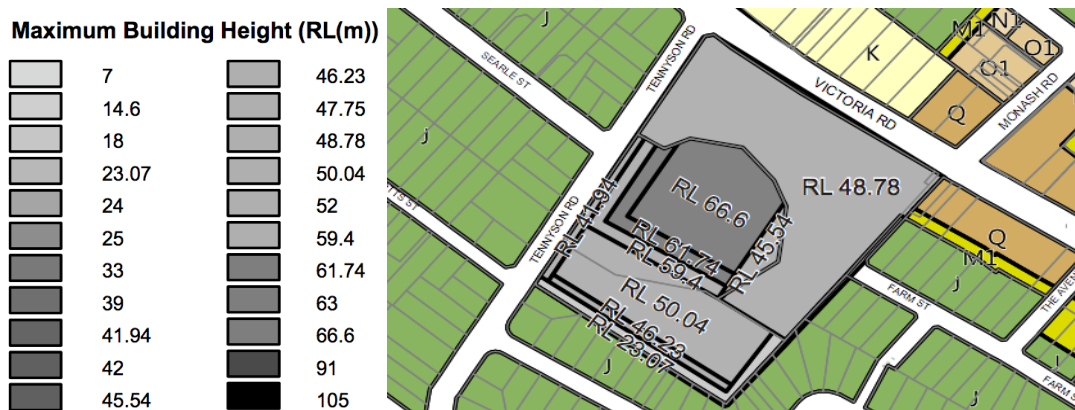
#### Land Use zoning:

IN2	Light Industrial
B4	Mixed Use
B6	Enterprise Corridor
R2	Enterprise Corridor
R3	Medium Density Residential
RE1	Public Recreation



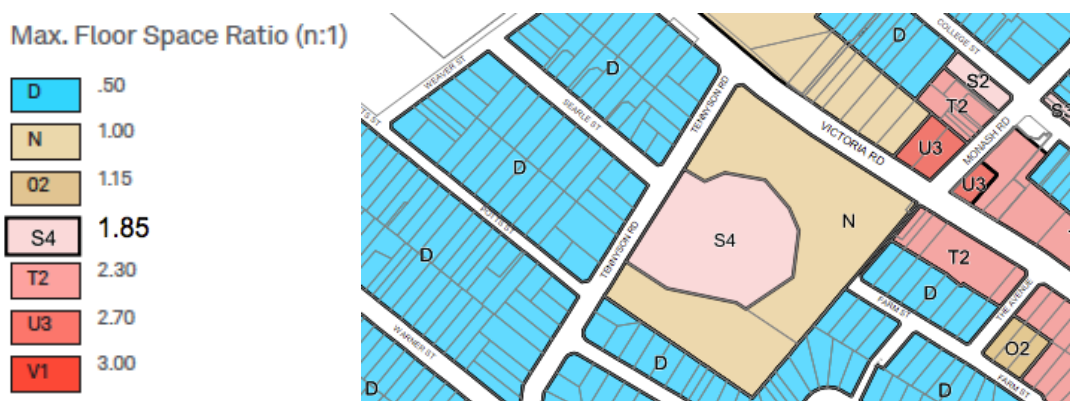
**Figure 11** Proposed land use zoning

Source: Ryde Local Environmental Plan 2014 modified by Grimshaw



**Figure 12** Proposed Height of Buildings

Source: Ryde Local Environmental Plan 2014 modified by Grimshaw



**Figure 13** Proposed FSR

Source: Ryde Local Environmental Plan 2014 modified by Grimshaw

### 3.5 Part 5 – Community Consultation

Subject to confirmation from the Department of Planning and Environment that this Planning Proposal complies with Condition 1 of the Gateway Determination (PP\_2016\_RYDEC\_002\_00) issued on 21 April 2016 (Appendix 2), public exhibition can be commence, with community consultation undertaken 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.

### 3.6 Part 6 – Project timeline

This project timeline has been provided to assist with monitoring the progress of the Planning Proposal through the plan making process and assist with resourcing to reduce potential delays.

Table 10 - Project timeline		
Milestone	Date	Comments
Anticipated commencement date (date of Gateway determination)	April 2016	Determination issued REF: PP2016_RYDEC_02_00
Anticipated timeframe for the completion of required technical information	N/A	Completed
Timeframe for government agency consultation (pre and post exhibition as required by Gateway determination)	January 2016	Other relevant agencies to be consulted as necessary or required by the Gateway determination
Commencement and completion dates for public exhibition period	February 2017	
Dates for public hearing (if required)	Within exhibition period	
Timeframe for consideration of submissions	March 2017	
Timeframe for consideration of a proposal post exhibition	As above	
Date of submission to the department to finalise the LEP	April-May 2017	
Anticipated date for publishing of the plan	June 2017	
Anticipated date RPA will forward to the department for notification	As above	

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 Plan for Growing Sydney;
- The proposal is consistent with the draft Northern District Plan;
- 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 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.



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# Appendix 1 – Council Resolution from 12 March 2013 workshop meeting



## Appendix 2 – Gateway Determination

# Appendix 3 – Architectural Design Report

## Appendix 4 – LEP Maps

# Appendix 5 – Draft DCP

# Appendix 6 – Environmental Site Assessment

# Appendix 7 – Geotechnical Assessment

# Appendix 8 – Traffic Impact Assessment



# Appendix 9 – Stormwater Management Plan

# Appendix 10 – Economic Impact Assessment