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ATTACHMENTS FOR COUNCIL MEETING AGENDA NO. 6/14

Meeting Date: Tuesday 22 April 2014

Location: Council Chambers, Level 6, Civic Centre, 1 Devlin Street, Ryde

Time: 7.30pm

ATTACHMENTS FOR COUNCIL MEETING

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14 PLANNING PROPOSAL - 111 WICKS RD, 29 EPPING RD AND 31 - 35 EPPING RD MACQUARIE PARK

Report prepared by: Strategic Planner

File No.: LEP2013/10/007 - BP13/1099

REPORT SUMMARY

Council has received a Planning Proposal to amend controls within Draft LEP 2013 as they apply to the following land (known as the "the site"):

- 111 Wicks Road (Lot 10 in DP1046090),
- 29 Epping Road (Lot 2 in DP52488) and
- 31-35 Epping Road (Lot 1 in DP1151499), Macquarie Park

The Planning Proposal seeks to change the zoning, height and floor space controls applying to the site to facilitate the development of the site for a mixed use precinct that integrates commercial office, retail, hotel and residential uses on the site. This will require:

- Amending LEP 2013 Land Zoning Map for that part of the site known 111 Wicks Road to B4 Mixed Use.
- Amending LEP 2013 Height of Buildings Map to increase the maximum height of buildings permitted at 111 Wicks Road to 89m and at 31-35 Epping Road to 50m and
- Amending LEP 2013 Floor Space Ratio Map to increase the FSR across the whole of the site to 2.4.1.

A Proposed Concept Masterplan for the site was submitted with the PP. The below table indicates the proposed development within that Masterplan

SUMMARY OF PROPOSED AND EXISTING DEVELOPMENT

ELEMENT	111 WICKS ROAD	31-35 EPPING ROAD	29 EPPING ROAD
Existing Land Use	Industrial warehouse Access Rd	Domayne store (bulky goods retail)	North Ryde Smash Repairs
Proposed Land Use	Residential Flat Building 160-170 units: - 1 bed units – 40% - 2 bed units – 55% - 3 bed units – 5% Approx. 200 hotel rooms Cafe	Commercial –11,289m2 Bulky goods – 8,663m2	Commercial –3,188m2
Proposed Total Floor space and FSR	47,274m2 2.4:1		
Proposed Building Heights	23-27 storeys (89m) Single storey café (5m)	3 / 12 storeys (10 -50m) Note: - Existing Domayne / Harvey Norman store retained with new 8 storey addition to the rear of the building.	6 storeys (21m)

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The Planning Proposal (Urbis PP) is **ATTACHMENT 1 - CIRCULATED UNDER SEPARATE COVER**.

An independent assessment of the planning proposal has been undertaken by consultants SJB Planning Pty Ltd. The planning consultant was engaged in accordance with Council's procurement framework.

The SJB Report outlines the planning proposal and provides assessment in relation to the requirements under the gateway plan making process.

The SJB Report (SJB Review) is **ATTACHMENT 2 - CIRCULATED UNDER SEPARATE COVER**.

SJB identifies the following issues with respect to the Planning Proposal:-

- Whether the range of land uses sought specifically residential is appropriate
 and consistent with the strategic framework of the site and surrounding area, and
 whether there is strategic merit in the matter proceeding;
- Whether the built form resulting from a change in height and FSR is an appropriate outcome for the site when considered in the immediate and broader context of the site and whether there is site specific merit in the matter proceeding; and
- The value of the VPA offer (Extract SJB Review pge 8)

The SJB Review recommends:-

"That the Planning Proposal for 111 Wicks Road, 29 Epping Road and 31-35 Epping Road not proceed to Gateway for the following reasons:

- 1. The Planning Proposal is inconsistent with the vision for the Macquarie Park Corridor as a Specialist Precinct whose primary purpose is for employment and economic functions;
- 2. It is inconsistent with the City of Cities Metropolitan Plan 2005, Metropolitan Plan for Sydney 2036, Draft Metropolitan Strategy for Sydney 2031, Ryde Local Planning Study 2010, Ryde LEP 2010 and Ryde Draft LEP 2013 as amended."(Extract SJB Review pge 9)

Based on SJB findings and recommendations this report recommends the Planning Proposal should not proceed as it is inconsistent with the strategic direction being implemented by Council.

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RECOMMENDATION:

- (a) That Council does not support the Planning Proposal for 111 Wicks Road, 29 Epping Road and 31-35 Epping Road Macquarie Park proceeding to a Gateway determination on the grounds that
 - The Planning Proposal is inconsistent with the vision for the Macquarie Park Corridor as a Specialist Precinct whose primary purpose is for employment and economic functions;
 - The Planning Proposal is inconsistent with the strategic direction for the Macquarie Park Corridor adopted in the City of Cities: A Plan for Sydney's Future (Metropolitan Strategy), Metropolitan Plan for Sydney 2036, the Draft Metropolitan Strategy for Sydney 2031, Ryde Local Planning Study 2010 and Ryde LEP 2010 and Draft Ryde LEP 2013.
- (b) That the applicant be advised accordingly.

ATTACHMENTS

- 1 Macquarie Park Planning Proposal Harvey Norman Group (Urbis PP) CIRCULATED UNDER SEPARATE COVER
- 2 Macquarie Park Planning Proposal Review SJB Planning CIRCULATED UNDER SEPARATE COVER

Report Prepared By:

Susan Wotton Strategic Planner

Report Approved By:

Meryl Bishop Manager - Urban Planning

Dominic Johnson
Group Manager - Environment & Planning

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Discussion

The following outlines the "gateway plan-making process", and a summary of the subject planning proposal.

Gateway Plan-Making Process

- 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 or not to proceed at this 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).

According to section 55 of the Environmental Planning and Assessment Act 1979, a Planning Proposal must include:

- A **statement** of objectives and intended outcomes of the proposal
- An **explanation** of the provisions of the proposal;
- A **justification** of the objectives, outcomes and provisions including the process for implementation;
- **Maps where relevant**, containing the appropriate detail are to be submitted, including land use zones; and
- Details of the **community consultation** that will be undertaken.

Council is the relevant planning authority for this proposal.

1.1 Site Description and Context

Site Description

The land the subject of the Planning Proposal is known as 111 Wicks Road, 31-35 Epping Road and 29 Epping Road, Macquarie Park.

The site comprises:

• three separate land holdings resulting in an irregular shape comprising approximately 1.97 hectares in area.

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- a frontage of 15.24m to Wicks Road, comprising a battle axe access handle
- a frontage to Epping Road of approximately 90.6m.

The site is located on the northern side of Epping Road east of its intersection with Wicks Road, and generally abutting the existing pedestrian bridge across Epping Road east of Ryrie Street.

Figure 1 Illustrates the subject site and the three (3) land holdings.



The site contains:

- 111 Wicks Rd An industrial warehouse showroom comprising a single story structure with car parking for some 40 cars.
- 31-35 Epping Road The Domayne / Harvey Norman building comprising a three (3) storey building, located on the Epping Road frontage with a triangular shaped parcel of land at the rear comprising landscaping. Vehicular access is available from Epping Road via a dedicated slip lane.
- 29 Epping Road a smash repair premise comprising a single storey structure having an Epping Road frontage and which benefits from direct access from the slip lane. (Figure 2 Existing Site conditions)

TABLE 1 – Site Description

	EXISTING USE	PROPERTY ADDRESS	LEGAL DESCRIPTION	SITE AREA
1	Industrial warehouse Access road	111 Wicks Road	Lot 10 DP1046090	9,805m2
2	Domayne store (bulky goods retail)	31-35 Epping Road	Lot 1 DP1151499	7,718m2
3	North Ryde Smash Repairs	29 Epping Road	Lot 2 DP 528488	2,240m2
TOTAL:				19,763m2

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Figure 2 Illustrates the existing site conditions.



Figure 2 Existing site conditions (Source: SIX Maps)

The Planning Proposal document states that the sites are all within the control of the applicant. The site is affected by an easement in favour of Transport for NSW for the Epping to Chatswood Rail line tunnel with a width varying from 13.0m to 38.0m across the north-eastern corner of the site. The easement comprises two (2) zones and places restrictions on above and below ground works.

No. 37-39 Epping Road, the Officeworks site to the south and west of the site, benefits from a right-of-way across the Wicks Road access handle.

Topography

The site has been modified to accommodate the current uses and building forms. The site slopes from the southern corner on Epping Road at RL 52.11 to the northern corner at RL 43.75, an approximate 8.4 metre level difference.

Given the modified nature of the site, it supports little vegetation other than a landscaped area behind the Domayne / Harvey Norman building.(SJB Review pges 13 – 15)

Context

Immediate Context

The site is located on the south-eastern end of the Macquarie Park Corridor. To the east, the site adjoins an area known as the North Ryde Station Urban Activation Precinct (NRSUAP).

The land immediately abutting the site to the east is more commonly known as the TfNSW M2 site and was previously used for the construction of the Epping to Chatswood rail line. It does not contain any buildings. This area is currently undergoing a strategic planning process to change the planning controls applying to the lands under the Urban Activation Precinct Program (details re NRSUAP are provided later in the report).

Buildings fronting Wicks Road to the west of the site comprise similar scale buildings. The Officeworks building is located to the immediate south west of the site on the Epping Road frontage.



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Lands immediately to the north comprise a range of commercial buildings and the balance of the NRSUAP site.

Epping Road is to the immediate south of the site, a road reserve of 40m and comprises a six (6) lane arterial road. Development on the southern side of Epping Road comprises low density detached residential housing. (Figure 2a immediate context)



- Adjoins the North Ryde Station Urban Activation Precinct (NRSUAP).
- Site in where pedestrian bridge crosses Epping Road.
- Low density residential development on southern side of Epping Road.

(Urbis PP pge 12)

Broader Context

The site is located within the Macquarie Park Corridor which is located in the northwest of Sydney, approximately 12 kilometres from the Sydney CBD and 2 kilometres from Epping. It is a 75km2 employment centre located equidistant from the CBD of Sydney and Parramatta respectively.

The corridor comprises an area of land generally bound by the M2 Motorway and Delhi Road on the northeast, Epping Road and the Lane Cove River on the southwest, and Macquarie University. On the southern side of Epping Road, the corridor is adjoined by low density residential development.

More than 800,000m2 of the corridor is commercially zoned comprising a mix of B3 Commercial Core, B4 Mixed Use and B7 Business Park.

The Macquarie Park Corridor is part of the Global Economic Corridor, a broad area of economic activity stretching from Port Botany and Sydney Airport, through the Sydney CBD, North Sydney, St Leonards to Parramatta. This region accounts for the

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majority of Sydney's global orientated commercial businesses and over 10% of gross domestic product. Employment within the corridor exceeds 39,000 jobs, with over 30,000 students attending Macquarie University.

Macquarie Park is the location of many of Australia's leading companies including Optus and Foxtel, and plays a strategic role in this economy. It is a specialised centre offering a range of commercial research activities in the areas of information technology, telecommunications, pharmaceuticals, medicine, health and education. The corridor has developed into a major employment centre in the past 30 years. Key assets within the Corridor include:

- Macquarie University and Hospital;
- Macquarie Shopping Centre;
- Three (3) rail stations on the Epping Chatswood Rail link;
- Home to several leading Australian and international companies including CSIRO, Optus, Foxtel, and Microsoft; and
- Adjacent to the Lane Cove River National Park. (SJB Review pges 15 16)

1.2 Current Planning Controls

a) Zoning and Land Use

The subject site is zoned part B7 Business Park and part B3 Commercial Core under the Ryde LEP 2010 and Draft Ryde LEP 2013. An extract of the zoning map is shown in Figure 3. The access handle to 111 Wicks Rd is the only part of the site zoned as B7 Business Park.





Key uses permitted in the B3 Commercial Core zone are light industries and commercial premises (which are comprised of a variety of retail, office and business land uses). Residential accommodation is prohibited as is Tourist and visitor accommodation with the exception of serviced apartments and hotel and motel accommodation. The B7 Business Park zone is more restrictive in that it allows office and business premises, light industries, restaurants, coffee and function centres but prohibits residential accommodation, all tourist and visitor accommodation and retail uses.

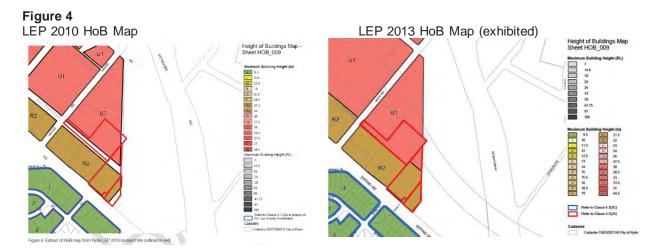
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b) Building Height

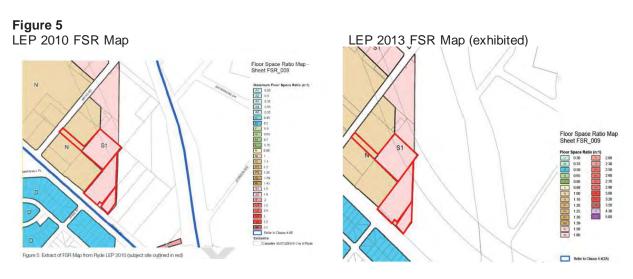
The applicable building height controls under the Ryde LEP 2010 and Draft RLEP 2013 are 22 metres (approximately 4 storeys) on the Epping Road portion of the site and 30 metres (approximately 6 storeys) on that portion of the site accessed from Wicks Road. It should be noted that the relationship between the permitted storeys and metre heights under the two LEPs relates to the use of the land in accordance with the land use table i.e. predominately office and business uses. A greater number of storeys can be achieved under the same metre height if land is developed for residential purposes.

Figure 4 illustrates the relevant height controls of the subject site and surrounding sites.



c) Floor Space Ratio

The relevant floor space ratio for the site under LEP 2010 and Draft LEP 2013 is principally 1.5.1 with the access handle from Wicks Road being 1.1. (Figure 5)



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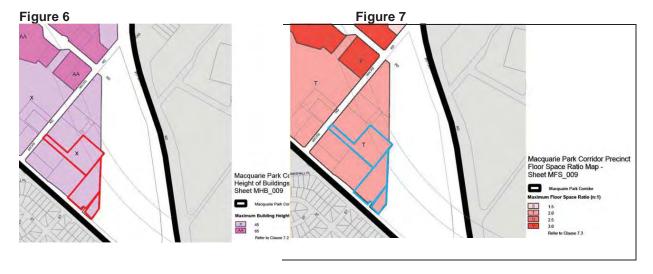
d) Draft Ryde LEP 2013 (Amendment No. 1)

The Planning Proposal for LEP 2013 (Amendment 1) was exhibited from the 12 June 2013 to 19 July 2013.

The amendment proposes to include:

- Deferred provisions for increased FSR and building height controls to become available for development upon entering into a VPA with Council to provide key infrastructure - roads and open space; and
- Introduction of new maps with highest FSR and heights concentrated along Waterloo Road with lowest FSR and heights located towards the perimeter of the Macquarie Park Corridor.

Figures 6 and 7 illustrate the potential height and FSR available to the site under the new incentive scheme. This amendment was publicly exhibited in June/July 2013 and is yet to be formally considered by Council.



These controls are subject to meeting VPA requirements and envisage development of the site and adjoining lands to a potential height of 45 metres and a FSR of 2.1. The controls proposed do not alter the range of permitted uses.

e) Ryde Development Control Plan 2010 Draft DCP 2013

Part 4.5 Macquarie Park Corridor of the Ryde DCP 2010 and Draft Ryde DCP 2013 contain detailed provisions which set the framework for the future development of Macquarie Park. The DCP provisions note that the controls are based broadly on the objectives and development principles contained in the Macquarie Park Corridor, North Ryde Master Plan, adopted by Council in 2004.

The broad structure plan for the Macquarie Park Network is contained at Section 3 and comprises the three (3) elements of Street Network, Open Space Network and Built Form Network.

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f) North Ryde Station Urban Activation Precinct

The subject site is immediately adjoined to the east by the North Ryde Station Urban Activation Precinct (NRSUAP). This area remains a deferred matter from the Ryde LEP 2010 and Ryde Draft LEP 2013. It remains zoned under the Ryde Planning Scheme Ordinance. The Ryde DCP 2010 contains indicative controls for the precinct.

The NRSUAP is currently the subject of a planning process managed by the Department of Planning and Infrastructure to facilitate the rezoning of the site.

The Planning Report prepared for the NRSUAP and supporting detailed information prepared for the NRSUAP was exhibited from 16 March 2013 to 19 May 2013. The Department is currently considering submissions.

The following is an extract from the Planning Report's Executive Summary describes the proposal as follows:

- Land use zones the majority of the precinct is proposed to be zoned for
- Residential land use (R4 High Density Residential and R3 Medium Density residential). To respond to the needs of the new residents parts of the precinct are also zoned RE1 Public Recreation, B4 Mixed Use and B3 Commercial Core.
- Heights maximum building heights range across the site, allowing for buildings from 4 storeys up 33 storeys. The taller building heights are located closer to the M2 corridor to reduce the potential visual and overshadowing impacts.
- Floor space ratios maximum floor space ratios across the Precinct have been determined based on the capacity of the supporting infrastructure and range from 1:1 and 4:1.
- Under the proposed zones and development controls it is estimated that a total gross floor area (GFA) of 341,000m² of residential and commercial development could be provided across the precinct as follows:
 - 250,000 m2 residential GFA (allowing for approximately 2,500 residential dwellings and potential for 125 student accommodation dwellings).
 - 85,000 m2 commercial GFA (including potential for 125 serviced apartments).
 - 6,000 m2 retail GFA (which could include a small supermarket). (Extract: North Ryde Station Precinct Planning Report Pge i)

Council raised a number of key issues with the Urban Activation Precinct and these are summarised as follows:

- The provision of large amounts of housing within the Urban Activation Precinct has potential to change the nature of the Macquarie Park Corridor;
- Lack of a holistic approach to the provision of infrastructure;
- Excessive height and density. The proposal had not demonstrated the ability to accommodate the proposed densities in terms of traffic and transport network and built form relationships; and
- Traffic access and capacity concerns.
 (SJB Review pge 24/25)

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Council is to note that when developing LEP 2010 the DoPI required that the land within the NRSUAP be deferred from the LEP. The Department effectively removed the land from Council's control in August 2008 with the issue of the s65 Certificate for LEP 2010. The land is currently zoned under the Ryde Planning Scheme (RPS).

As stated above Council has consistently raised concerns over the introduction of residential development into the North Ryde Station Urban Activation Precinct. In particular:

- The potential for the development to erode the specialist commercial centre nature of Macquarie Park by allowing residential development
- The lack of certainty regarding the delivery of the infrastructure necessary to support the scale and level of density.

It should also be noted that since 2006 the area known as the Herring Road Activation Precinct was predominately zoned Business Special (Mixed Activity) under the RPS and since June 2010 has been zoned B4 Mixed Use under LEP 2010. Both zones permit all forms of residential development with Council consent. The B4 zoning which presently applies to the subject area also applies under LEP 2010 and draft LEP 2011 to all town centres within the City of Ryde.

1.3 Strategic Context

The strategic planning framework for this Planning Proposal is found in the following key documents:

- Metropolitan Plan 2036 for Sydney and the Draft Metropolitan Strategy for Sydney 2031;
- Inner North Subregion Draft Subregional Strategy
- City of Ryde Local Planning Study; and
- Macquarie Park Corridor General Background Studies
- Metropolitan Plan 2036 and Draft Metropolitan Strategy 2031

The Sydney Metropolitan Strategy sets the NSW Government's framework for the future growth and prosperity of Sydney. It was first released in 2005 and has since been updated twice as follows:

- Metropolitan Plan for Sydney to 2036, NSW Department of Planning and Infrastructure (2010); and
- Draft Metropolitan Strategy for Sydney 2031, NSW Department of Planning and Infrastructure, (2013).

Macquarie Park Corridor was identified in the City of Cities - A Plan for Sydney's Future (December 2005) as a Specialised Centre with a focus on education, employment, research and technology. This was further reinforced in the revised and updated versions of the Metropolitan Plan released in 2010 and the Draft Metropolitan Strategy in 2013.

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In the Metropolitan Plan 2036, Specialised Centres are differentiated from other regional and major centres in that they perform vital economic and employment roles for the whole metropolitan area.

A specialised centre is characterised by:

- A stronger employment or economic function than other centres, with a reduced focus for housing;
- Sufficient zoned land provided for business and enterprise in locations with high quality transport access;
- Major airports, ports, hospitals, universities, research and/ or business activities that perform vital economic and employment roles across the metropolitan area;
- Complex interaction with the rest of the city; growth and change in and around them must therefore be carefully planned; and
- An employment base, in common with Major Centres, of at least 8,000 jobs.

Macquarie Park is identified under the Metropolitan Plan 2036 as having a base of 39,000 jobs in 2006 and anticipated to grow to 58,000 by 2036 (p.135 Metropolitan Plan to 2036).

In the Draft Metropolitan Strategy 2031, Specialised Centres are referred to as Specialised Precincts. Appendix B of the Strategy contains criteria for Specialised Precincts. Of particular relevance are the following criteria:

- The primary significance of Specialised Precincts is as employment destinations and / or as the location of essential urban services;
- Specialised Precincts have an amount of employment that is of metropolitan significance, but other uses in the Precinct are not necessarily at a scale currently of metropolitan significance;
- Specialised functions must be protected for the long-term, and residential and other non-specialised but competing uses must not override the core employment activities in these precincts. Some, however, will plan for ancillary uses which are suitable, such as staff or student accommodation near universities and hospitals; and
- The way a Specialised Precinct interacts with the rest of the city is complex, and growth and change in and around them must be carefully planned to ensure they continue to serve their primary employment and economic function
- Inner North Subregion Draft Sub Regional Strategy

The Inner North Sub Region – Draft Sub Regional Strategy identifies Macquarie Park as a specialised centre stating that:

"Macquarie Park will continue to evolve as Australia's leading Technology Park with jobs growth, further investment and improved public transport accessibility." (p.47)



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The strategy also reinforces Macquarie Park as a Specialised Centre with an employment focus.

Ryde Local Planning Study 2010

The Ryde Local Planning Study examined the capacity of Ryde's existing Planning Controls to implement the recommendations of the Metropolitan Plan 2036 and the growth targets of the Inner North Subregion – Draft Sub Regional Strategy. The study concluded that capacity existed within Ryde's existing controls to deliver the jobs and dwelling growth targets.

The Local Planning study informed the preparation of the now Ryde Draft LEP 2013 and reinforced the role of the Macquarie Park Corridor as a major employment centre.

Macquarie Park Corridor – General Background Studies

The Council policy position regarding the Macquarie Park Corridor has been informed by a range of studies and included in more recent years:

- Allen Jack and Cottier Urban Design based Macquarie Park DCP 2008;
- Aspect Studios Macquarie Park Urban Design Manual 2008;
- Aspect Studios Open Space Network Structure Plan;
- Space Syntax Movement Study 2010;
- Macquarie Park Parking Study (2009), ARUP;
- Bitzios Macquarie Park Transport Management Plan;
- Stephen Collier Road Network Structure Plan;
- Hill PDA Opinion on the Value of Incentive Floor Space, 17 September 2007;
- City of Ryde Infrastructure Cost Study 2010; and
- Drew Bewscher and Associates Macquarie Park Flood Management Plan.

Previous studies that have informed the direction of the Macquarie Park Corridor also include:

- Macquarie Park Growth Model;
- Macquarie Park Pedestrian Movement Study 2009;
- Macquarie Park Public Domain Technical Manual 2008;
- Macquarie Park Traffic Study Final Report 2008;
- Macquarie Park Corridor Master Plan;
- Macquarie Park Transport Management and Accessibility plan; and
- Macquarie Park Structure Plan 2002.
- Ryde Integrated Open Space Plan

1.4 Proposed amendment to Draft Ryde LEP 2013

a) Proposal

The Planning Proposal seeks to change the zoning, height and floor space controls applying to the site to facilitate the development of the site for a mixed use precinct that integrates commercial office, retail, hotel and residential uses on the site.



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The intent of the Planning Proposal as outlined by the proponent is:

"To allow high density mixed use development comprising commercial, retail, hotel and residential development on Lot 10 in DP1046090, Lot 2 in DP528488 and Lot 1 in DP151499... that successfully integrates with the adjoining NRSUAP development." (Extract Urbis PP pge 18)

b) Objectives and Intended Outcomes

The applicant identifies the primary objective of the Planning Proposal as follows:

The primary objective of the proposed rezoning is the creation of a high quality mixed use development that, alongside the redevelopment of the NRSUAP lands, will make a meaningful contribution to the growth of Macquarie Park. This will be achieved by:

- Providing compatible land uses that will create a vibrant and active community, including residential and commercial.
- Integrating the site with the broader local community through improved pedestrian and vehicular connections with the adjoining established commercial and residential areas and planned mixed use areas.
- Avoiding unacceptable impacts on the character and amenity of surrounding residential development by generally locating increased density and building heights away from existing residential dwellings to the south.
- Utilising the established physical and social infrastructure which currently services the site and adjacent urban areas. (Extract Urbis PP pge17).

The Planning Proposal is accompanied by an indicative Concept Plan prepared by Allen Jack + Cottier (Appendix A to PP), the purpose of which is to identify potential opportunities associated with the redevelopment of the site, independently. Details of the Concept Masterplan are provided in the following table: (SJB Review pge 31)

Summary of Proposed and Existing Development

ELEMENT	111 WICKS ROAD	31-35 EPPING ROAD	29 EPPING ROAD
Existing Land Use	Industrial warehouse	Domayne store (bulky	North Ryde Smash
	Access Rd	goods retail)	Repairs
Proposed Land Use	Residential	Commercial –	Commercial –
	160-170 apartments:	11,289m2	3,188m2
	- 1 bed units – 40%	Bulky goods –	
	- 2 bed units – 55%	8,663m2	
	- 3 bed units – 5%		
	Hotel		
	Approx. 200 hotel		
	rooms		
	Cafe		
Existing FSR			
LEP 2011	1:1/1.5 :1	1.5:1	1.5:1
LEP 2011 (Amend 1)	2:1	2:1	2:1
Proposed			
Total Floor space	47,274m2		
and FSR	2.4:1		



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ELEMENT	111 WICKS ROAD	31-35 EPPING ROAD	29 EPPING ROAD
Proposed Built Form	Triangular shaped building. Single storey retail premises complemented by an urban square.	Existing Domayne / Harvey Norman store retained with new 8 storey addition to the rear of the building.	6 storey office building aligned with existing building frontage.
Existing HoB LEP 2011 LEP 2011 (Amend 1)	30m 45m	22m 45m	22m 45m
Proposed Building Heights	23-27 storeys (89m) Single storey café (5m)	3 / 12 storeys (10 - 50m)	6 storeys (21m)

The Concept Masterplan Urban Design also contains a number of design principles relating to:

- Pedestrian and bicycle connectivity: promote walking and cycling
- Vehicle connectivity: maximise site permeability and vehicular connections to the site
- Open space: provide a diversity of open spaces within walking distance of proposed dwellings.
- View corridor and views, solar access, flood management

It should be noted that the Planning Proposal also includes an alternative option for consideration that relies on a land swap with the adjoining North Ryde Rail Station Urban Activation Precinct and Transport for NSW.

The land swap would involve:

- The transfer of land within the north eastern and south eastern corners of the subject site (746m2) to the NRSUAP; and
- Consolidation of a triangular shaped parcel of land currently in the NRSUAP site to be the subject site of the same size (746m2). (Urbis PP pge 23)

As the applicant does not have ownership or control of these sites it is not considered that the alternate scheme should be considered as part of this PP.

c) Proposed Amendments to Draft LEP 2013

The Planning Proposal seeks to:

- Amend LEP 2013 Land Zoning Map for part of the site at 111 Wicks Road to B4 Mixed Use (Figure 8);
- Amend LEP 2013 Height of Buildings Map to allow 89m buildings on 111 Wicks Road and 50m on 31-35 Epping Road; and
- Amend LEP 2013 Floor Space Ratio Map across the whole of the site to 2.4.1.

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Figure 8



The Planning Proposal also suggests an alternative mechanism to amending the Land Zoning Map is to implement the proposal through the additional use provisions of Schedule 1 of Draft Ryde LEP 2013.

d) Planning Justification

Detailed planning reasons justifying the PP can be found in *Part 3 – Justification for the Planning Proposal* in the Urbis PP (commencing pge 33)

The proponent in summary argues that the Planning Proposal should be supported as it:

- Will create a significant amount of jobs;
- Has been prepared in response to trends in Government policy and development initiatives with Macquarie Park, specifically the North Ryde Station Urban Activation Precinct and Ryde Council's work in increasing densities in the Macquarie Park Corridor;
- Is consistent with the Metropolitan Plan for Sydney 2036 and Draft Metropolitan Strategy for Sydney2031;
- Is consistent with SEPP and s117 Directions;
- Supports the existing character and urban structure;
- Is a logical location in proximity to transport services and residential use will contribute to better utilization of transport infrastructure;
- There is sufficient physical area within the Macquarie Park Corridor to support employment lands and this proposal would not diminish the potential employment capacity;
- Responds to a new land use condition in the south east of the Corridor in a complementary way; and
- Is not likely to result in unreasonable environmental, social or economic impacts.

The document does note that the Planning Proposal:

- Is not the result of any strategic study; and
- Is not consistent with Council's local strategy and local strategic planning. (Extract SJB Review pge 35).

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A number of detailed reports have been provided in support of the Planning Proposal and are noted as follows:

- Planning Proposal prepared by Urbis, dated May 2012;
- Concept Master Plan and Urban Design Report prepared by AJ&C, dated May 2013;
- Traffic Report prepared by Traffix, dated 30 April 2013;
- Civil and Structural Planning Report prepared by Brown Smart Consulting, dated April 2013;
- Proposed LEP Zoning Map; and
- Proposed Voluntary Planning offer(SJB Review pge 35)

1.5 Appraisal of Planning Proposal

SJB Review provides an assessment and review of the Planning Proposal. The below is a series of extracts from that review.

a) Adequacy of Document

The documents are of sufficient detail to properly consider whether or not the matter should proceed to Gateway.

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However for the reason contained in the following sections for a Planning Proposal to seek to alter Council adopted strategy regarding the retention of the Macquarie Park Corridor for predominately employment generating uses there should be some analysis of demand for and take up of commercial space and why allowing for residential development would not undermine the current planning strategy which has been developed for the medium and longer term. In this regard, while documentation on the areas provided is comprehensive, the submission does not provide sufficient analysis to vary the current strategic planning direction.....(Extract SJB Review pge36)

b) Strategic Merit Assessment

In all strategic documents, the importance of the Corridor as a specialist employment hub is recognised and is identified as its primary purpose. This importance has been reflected in the State Government's priorities to provide essential infrastructure to the area such as the Epping to Chatswood Rail Line.

Planning for the area generally needs to provide capacity for jobs in the short, medium and long term.....

The Macquarie Park Corridor is a higher order specialised centre, whose primary purpose for employment and economic functions are protected through the adopted policy framework. It is structured as a business core with a residential ring. This is reinforced in the Ryde LEP 2010 and Ryde Draft LEP 2013. It is further reinforced by the initial planning for North Ryde Station Urban Activation Precinct and that being undertaken for the Herring Road Precinct......



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ITEM 14 (continued)

The competing interest of different land uses attracted to Specialised Centres/Precincts is recognised in the Criteria at Appendix B of the Draft Metropolitan Strategy 2031. This criteria recognises the competing demands but includes the following criteria:

 Specialised functions must be protected for the long-term and residential and other non-specialised but competing uses must not override the core employment activities in the precinct.

The primary significance for the Macquarie Park Corridor is as an employment destination. Strategic decisions have been made about where the focus for residential development should occur. There is no reason to alter this approach. The uses proposed other than the residential are permitted in the B3 Commercial Core zone which is the majority of the site, just not at the scale and density proposed.

Strategically, to alter the zoning and permit residential development is inappropriate given the strategic changes being provided to accommodate residential development in the vicinity and the fact that relevant targets can be met within the existing framework.

The function of the Corridor has been identified and planned. Boundaries have been drawn. The medium to long term protection of the Corridor as a preeminent place for employment overrides the need to consider the site for any residential use. (Extract SJB Review pges 37-38)

c) Assessment of Planning Justification

The following comments are provided in respect to the justification for the Planning Proposal presented by the proponent.

Creation of Additional Jobs

The proposal suggests a creation of 880 new jobs. There are existing commercial and industrial / showroom uses currently occurring on site. There is no analysis of the existing jobs currently provided on site and the job potential under the uplift and range of uses potentially available under Amendment No.1. Furthermore, residential uses once completed do not provide comparable supply of jobs when compared to ongoing commercial uses. The only additional use is essentially the residential use. Other uses proposed are actually permitted in the B3 zone and would already contribute to employment targets.

It is considered that the basis for the job numbers are not adequately identified, and do not provide the same employment capacity when considered in the context of the preferred land use mix for the site.



ITEM 14 (continued)

Consistency with Government Policy Initiatives

State Government Metropolitan-wide strategies and decisions regarding mixed use precincts are considered at a metropolitan level. The Metropolitan Plan 2036 and Draft Metropolitan Strategy 2031 both identify Specialised Centres / Specialised Precincts as having stronger employment and economic functions than other centres – there is a reduced focus on housing.

Where housing is provided for, it is accommodated in a planned way. The decision to identify the North Ryde Station Urban Activation Precinct for housing essentially reinforces the pre-eminence of the remainder of the Corridor for its protection for employment generating uses.

The Specialised Precincts are not the same as Strategic Centres and are not planned in the same way. The Metropolitan Strategy differentiates between the two. To apply the same principles to Strategic Centres as Strategic Precincts – which is essentially what the proponent has done - does not appropriately recognise the differentiation between their relative importance and different functions.

The bookend of potential residential uses to the remainder of the Macquarie Park Corridor means that residential uses are more than adequately catered for. Further encroachment into the Specialised Precinct would be inconsistent with State and Local strategic directions........

Metropolitan Plan 2036 and Draft Metropolitan Strategy 2031

The direction of both these documents is very much about protection of Specialised Centres / Specialised Precincts. They perform vital economic and employment roles across the metropolitan area......

The introduction of residential use will undermine the key strategic directions, which are best outlined at Appendix B of the Draft Metropolitan Strategy 2031 which is also a reflection of the position of the Metropolitan Plan 2036.

There is a distinction between a Strategic Centre and Specialised Precinct which is not recognised in this Planning Proposal.

Consistency with S117 Direction

The proposal will potentially result in the loss of employment lands for residential use. This is inconsistent with Direction 1.1 Business and Industrial Zones as it potentially undermines the viability of the strategic centre, given the potential for further proposals to be put forward and the loss of employment lands.

ITEM 14 (continued)

Supports the Existing Character and Urban Structure

The proposal provides potential for additional residential use on the fringe of the centre. The surrounding urban character is an employment area of a very different built form and scale.

Essentially, it is not necessary as the North Ryde Station Urban Activation Precinct will potentially provide this form of development.

Sufficient Physical Land in the Macquarie Park

The purpose of planning controls in the case of Specialised Precincts is to maintain their function as specialised employment areas. This justification fails to respond to the primary purpose of the nature of the controls applying to the centre. They are to restrict and protect for the short, medium and longer term. Changing the zone to allow residential development would undermine this approach, and potentially diminish capacity in the medium to longer term.

Responding to the Land Use Condition in the South-East

While the proposal does respond to the NRSUAP, the scale and land use relationships have not considered lands to the north and west. There needs to be a clear delineation of boundaries and limits to change in order to protect the primary purpose of the Corridor. The point of transition is at the property boundaries of the NRSUAP. It is not appropriate to encroach further.

 Logical location in relation to transport services and promote better utilisation of the tramline

This justification is equally true of employment uses. While the location meets accepted distances, this is not the overriding factor that should determine land use.

Residential uses are already potentially adequately being catered for in proximity to rail use.

Strategically, the site and surrounding land's principal function should be as employment land to protect the importance of the broader function of the Macquarie Park Corridor. Strategically the employment and economic focus should override housing options.

Consistency with Ryde Draft LEP 2013 – Amendment No.1

The effect of the Ryde Draft LEP 2013 (Amendment No.1) permits access to bonus floor space ratio and height that captures some of the value to implement new roads and parks.

ITEM 14 (continued)

This Planning Proposal is not consistent with the road and park infrastructure as shown (in the Architectus Report – Macquarie Park Plan Review – Recommendation Paper dated 14 May 2013) and therefore cannot be supported. (Extract SJB Review 36 -40)

- d) Site Specific Merit Assessment
- Land Use

The proposal will result in an isolated pocket of B4 lands surrounded by B3 Commercial Core and B7 Business Development. It will result in residential uses being permitted on a site further west than the North Ryde Station Urban Activation Precinct......

Density

The FSR sought are not significantly greater than those permitted under the incentive scheme proposed in the Ryde Draft LEP 2013 – Amendment No.1. However they undermine the strategic approach of larger FSR and heights along Waterloo Road with a stepping down to Epping Road. The increased FSR has not been considered in the context of the adjoining sites to the west. Furthermore it has not been demonstrated that the appropriate infrastructure can support the level of density proposed.

Building Height and Form

......heights have been considered in the context of the North Ryde Station Urban Activation Precinct as part of the documentation but not as part of the immediate lands within the Macquarie Park Corridor.

......The 50 metre and 89 metre height and 2.4:1 FSR are significantly greater than the 45 metres permitted in the immediate vicinity and 65 metres permitted along the Waterloo Road spine and central core......

The variation proposed cannot be supported as it is inconsistent with the structured, informed and planned approach taken to deliver the future building forms in the Macquarie Park Corridor.

Context and Visual Impact

The premise for the Planning Proposal is put forward as a means of integrating the adjoining North Ryde Station Urban Activation Precinct.....

While the scale of buildings does not have to be exactly the same, the introduction of heights on the site greater than those proposed on the North Ryde Station Urban Activation Precinct has not been justified.

ITEM 14 (continued)

The testing of separation distances and potential impacts of shadows between the two (2) precincts has not occurred. Furthermore the testing of separation and shadow impacts on the potential adjoining 45 metre building forms to the west and north on the lands along Wicks Road and Epping Road has not been provided. (Extract SJB Review pge 40 -41)

e) Traffic Study

An independent assessment of the Traffix report submitted with the Planning Proposal was undertaken by Bitzios Consulting. The review concluded:

"that the report is satisfactory overall, but there remain issues with the adequacy of the access and egress arrangements at Wicks Road, the over provision of parking proposed and the very high levels of non-car access assumed. Also, to a considerable extent, the efficiency of the access arrangements is dependent on the timing of the local roads associated with the adjacent NRSUAP development.

Specific conclusions and recommendations are:

- If the subject development proceeds without / before NRSUAP then there will be no convenient way to access the development from the east via Epping Road, Delhi Road or Pittwater Road or to egress to Lane Cove Road north. Asignalised intersection would be required at the Wicks Road access to overcome this issue and be subject to the approval of RMS; which may not grant approval due to the proximity to the Wicks Road / Epping Road intersection.
- The mode share targets are aspirational and unlikely to be achieved and additional traffic will be introduced into an already congested area. Further assessment is required as to whether this additional traffic can be accommodated in an already over-saturated network and what mitigative works could be introduced to return the network to the pre-development levels of service. (Extract SJB Review pge 42)
- f) Value of Voluntary Planning Agreement Offer

The proponent has made the following offer to enter into a Voluntary Planning Agreement (SJB Review Attachment 3)

 \$4.4 million monetary contribution paid in stages as the site is developed prior to release of the Construction Certificate.

This amount is proposed to then be discounted by agreed works in kind.

Council's Development Contributions Co Ordinator states

".. the offer of \$4.4 million is acceptable in principle subject to the approval the change in floor space ratio control. Were this to occur this sum would become payable in accordance with the stages of the development but no offsets to that contribution would be claimable as the "in kind" works do not offer benefits or facilities to the public community ":



ITEM 14 (continued)

For the reasons outlined in previous sections, the Planning Proposal should not proceed which means that the VPA offer would essentially be withdrawn.

Consultation

Internal Consultation

The Planning Proposal was referred to the relevant Council staff for comment on areas relating to open space, community infrastructure and drainage. The following is a summary of comments:-

Acting Manager Open Space

- There appears to be no consideration of the priorities and expectation of the open spaces in the City of Ryde as detained in the following strategic plans for open space planning and design – Integrated Open Space Plan (IOSP 2012), Street Tree Master Plan (2013), Children's Play Implementation Plan
- (2013);
- The area has been identified as having a significant deficiently in public open space (IOSP 2012);
- The proposed parklands are too small to offer flexibility of use the 'Urban Park';
- The overall provision of open space does provide any opportunity for active open space areas – either is parkland areas of as indoor facilities, such as sports courts (netball, basketball, soccer etc.); and
- Should the proposal be accepted, the funds received through the VPA should be allocated towards the purchase new open space areas in the Macquarie Park and North Ryde areas where the IOSP has documented deficiencies – within the catchment of this development.

Community and Culture

 In general the North Ryde and Macquarie Park precinct has been identified for a significant population increase over the next 20 years. The area is significantly underrepresented in social infrastructure terms.

Stormwater Coordinator Infrastructure Integration

- The site at 111 Wicks Road is subject to low to high risk flooding;
- The site at 28 and 31-35 Epping Road are not subject to major overland flow flooding;
- Risk of flooding to the downstream properties is likely to be increased;
- The accompanying report did not address the impact on the flooding in the downstream properties. Therefore, the report is considered as incomplete; and
- Considering the scale of the project, Probable Maximum Flood (PMF) rates should be considered for all underground car parks and sensitive usage areas.

ITEM 14 (continued)

Council Workshop

A Council Workshop was held on the 6 August 2013 on the subject PP. Director of SJB Planning provided a presentation on the PP and their considered response to the proposal.

Community Consultation

Under the gateway plan-making process, a gateway determination is required before community consultation on the planning proposal takes place. The consultation process will be determined by the Minister and stipulated as part of the gateway determination.

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

The applicant has advised that the following community consultation is to be undertaken:-

It is anticipated that the public exhibition would be notified by way of:

- A public notice in local newspaper(s).
- A notice on the City of Ryde Council website.
- Written correspondence to adjoining and surrounding landowners. (Urbis PP pge 49)

The applicant has also advised the following:

Although the application is not required to be publicly exhibited until a gateway determination, the applicant has sought to proactively inform the community immediately. This has included:

- Briefing meetings with Councillors prior to submission of the Planning Proposal.
- Preparation and distribution of an Information brochure to local residents notifying of the proposal.
- Creation of a dedicated website to provide information to the community in advance of the formal planning proposal (Urbis PP pge49)

If the PP progresses to Gateway additional required consultation would also include written notice:

- to local state government representatives
- consultations considered necessary by the Department of Planning and Infrastructure with relevant State and Commonwealth authorities The written notice would:
 - provide a brief description of the objectives and intended outcomes, indicate the land affected.
 - state where the planning proposal can be inspected,
 - indicate the last date for submissions and
 - confirm whether the Minister has chosen to delegate the making of the

ITEM 14 (continued)

Critical Dates

Under the Department of Planning and Infrastructures "A guide to preparing local environmental plans" a pre gateway review system exists where by a Proponent can request an independent body review decisions in relation to proposed amendment to LEPs.

A Pre Gateway review;

- may be requested by a proponent if the council has notified them that the request to prepare a planning proposal is not supported or
- the council has failed to indicate it support 90 days after the proponent submitted a request.

The subject Planning Proposal was received by Council on the 21 May 2013. The 90 day period for determining the proposal finished on 19 August 2013.

Pre - Gateway Review

The Environmental Planning and Assessment Regulations 2000 requires council's to notify a proponent when the council decides not to prepare a planning proposal. The proponent of the proposed instrument then has 40 days from notification to request a review of the council's decision.

If a Pre – Gateway review is requested the DoPI undertakes an assessment to determine whether the proposal:

- 1. has strategic merit as it
 - is consistent with a relevant local strategy endorsed by the Director General or
 - is consistent with the relevant regional strategy or Metro Plan or
 - can otherwise demonstrate strategic merit, giving consideration to the relevant s117 Direction and other strategic considerations
- 2. has site specific merit and is compatible with the surrounding land uses having regard to:
 - the natural environment,
 - existing uses, approved uses and likely future uses of the land in the vicinity of the proposal
 - The services and infrastructure that are or will be available to meet the demands arising from the proposal and any proposed financial arrangement for infrastructure provision.

If the DG determines that the prosed instrument does not qualify for review the department notifies the proponent and council

If the review request progresses the proposed instrument is referred to the regional panel/PAC. A recommendation is provided to the Minister. The Minister will make the final decision with respect to the proposed instrument.

ITEM 14 (continued)

If the Minister decides to proceed with the PP:

- The Council may be requested to submit a pp to the Gateway within 40 days, or
- The Minister may consult with the General Manager of the council to discuss the possibility of changing the relevant planning authority to the DG of the Department (or other body)

Financial Impact

Adoption of the options outlined in this report will have no financial impact. Council should note that the lodgement of the planning proposal has been subject to Council's Fees and Charges Schedule to amend Local Environmental Plans.

Policy Implications

The recommendation of this report is that the Planning Proposal should not proceed as it is inconsistent with the strategic direction being implemented by the State Government and the Council for the Macquarie Park Corridor as a adopted in the City of Cities: A Plan for Sydney's Future (Metropolitan Strategy), Metropolitan Plan for Sydney 2036, the Draft Metropolitan Strategy for Sydney 2031, Ryde Local Planning Study 2010 and Ryde LEP 2010 and Draft Ryde LEP 2013.

The land the subject of the PP is part of the Macquarie Park Corridor and as such is part of the Global Economic Corridor. The importance of the Corridor is described in

The Community Guide: Draft Metropolitan Strategy for Sydney to 2031 (pge 6) as follows:

Global Economic Corridor

The Global Economic Corridor will drive the economy for Sydney and NSW. This corridor extends from the national gateways of Port Botany and Sydney Airport through to Global Sydney, and north to St Leonards, Chatswood and Macquarie Park. The strategy will reinforce this area and extend it towards Norwest and Parramatta CBD. This corridor will be protected and developed as the most important cluster of professional and service industry jobs in the country, with a total of 213,000 additional jobs by 2031. It will also contain a number of new Urban Activation Precincts, where the Government will focus attention on renewal and housing delivery over the next few years.

To support the proposed PP would have significant policy implications for the delivery of both the State Government and Council's direction for the Macquarie Park Corridor.

Options

Council has the option to decide to

- proceed with the planning proposal to the next stage (gateway determination and community consultation) or
- to decide not to proceed as is the recommendation of this report.