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4 March 2011

Dear Michael

**EXHIBITION OF ENVIRONMENTAL ASSESSMENT FOR CONCEPT PLAN
AND STAGE 1 PROJECT APPLICATION FOR BUILDING ENVELOPES
AND OPEN SPACE, AND RESIDENTIAL, ANCILLARY COMMERCIAL
AND RETAIL USES WITH ASSOCIATED INFRASTRUCTURE,
MEADOWBANK EMPLOYMENT AREA, MEADOWBANK AND RYDE
(MP09_0216 AND MP09_0219)**

I refer to your letter dated 21 January 2011 regarding a Part 3A Concept Plan and Project Application within the Meadowbank Employment Area, Meadowbank/Ryde.

The City of Ryde Council has reviewed the documentation placed on exhibition and has significant concerns regarding the Concept Plan and Project Application. These issues have been enclosed.

From the submitted documentation provided it can be readily determined that the proposed Concept Plan and Project Application is of a scale and scope inappropriate for the Meadowbank Area. It will result in a density that is unmanageable and unsustainable. The proposed built form will result in inappropriate impacts with respect to traffic, view loss, visual bulk and impact, community facilities and infrastructure.

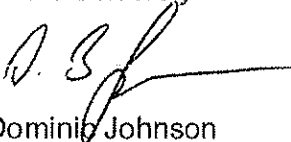
In addition to the above, the proponents have stated within the Environmental Assessment that the Concept Plan is to function as a Master Plan for the subject area. In this respect, insufficient information has been provided to allow for an adequate consideration of the Concept Plan as a master plan.

It is strongly believed that the Concept Plan is flawed in the level of information and detail provided. Whilst the Concept Plan is intended as a high level document, adequate information must be provided within the Concept Plan itself to ensure that future development can be adequately considered. Given the extent of overdevelopment proposed under the Concept Plan and Project Application it is not considered necessary to request additional information from the proponents.

The above matters have been detailed in length in the enclosed attachment and have been broken into sections correlating to those contained within the Environmental Assessment. Comments have been made on both the Concept Plan and Project Application.

The City Of Ryde thanks you for the opportunity to comment upon the Environmental Assessment and recommends you to refuse the Concept Plan and Project Application in its current form.

Yours sincerely

A handwritten signature in black ink, appearing to read 'D. Johnson', with a long horizontal flourish extending to the right.

Dominic Johnson
Group Manager, Environment and Planning
City of Ryde Council

Executive Summary

A review of the proposed Concept Plan and Project Application to occur within the Meadowbank Employment Area has identified two key areas of concern. First, is the scope and density of development proposed and second, is the level of documentation and information submitted thus far.

The proposal is considered to be an overdevelopment of the site that will result in significant environmental impacts. Many of these impacts stem from the proposed height provided under the Concept Plan which is well above that currently allowed by Council's planning controls or the intended controls under the Comprehensive Local Environmental Plan currently with the Department of Planning for consideration. The proposed height will result in a density that will impact substantially upon traffic, utilities and infrastructure, the access network and views to and from the Meadowbank Employment Area.

Furthermore, it is considered that the proposal has failed to adequately given due regard to the urban form resulting from the proposed development with respect to building separation, setbacks and achieving a high quality of design for the Concept Plan area. This is of substantial concern given the extent of the area to be impacted upon by the development.

In addition to the above, little or no consideration has been provided regarding the wider Meadowbank Employment Area that is not affected by the Concept Plan. Accordingly, the level of density proposed under the Concept Plan may restrict or prevent the redevelopment of the remaining commercial/industrial and low density residential areas contained within the Meadowbank Employment Area.

With respect to the level of information provided with the Concept Plan and Project Application, insufficient information has been provided to allow for an adequate consideration of the proposals and their potential impacts. Of particular concern, is the lack of information provided with respect to building setbacks, open space areas, pedestrian pathways, cycle ways, new road links, land uses, staging of development and the social impacts of the proposed density. It is considered that the additional information detailed within this submission must be provided to allow for adequate assessment of the potential impacts and suitability of the Concept Plan and Project Application.

As clearly detailed above, the proposed Concept Plan and Project Application are flawed in various manners and as such, it is strongly believed that they cannot be approved.

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Concept Plan

Height

The proposal allows for a substantial increase in height against those currently permitted under Council's own controls. Council is currently revising the planning controls applicable with to the *Meadowbank Employment Area* (MEA). These new revised controls will be detailed within the new forthcoming Comprehensive Local Environmental Plan and will be based on the heights detailed under Council's *Local Planning Study*. **Attachment 1** details the heights proposed under the *Local Planning Study*.

The increase in height is considered unacceptable. The substantial increase afforded in the additional height will result in an outcome that is not appropriate for the area. The increased height will:

- result in poor urban form that lacks human scale,
- have unreasonable and unacceptable impacts on views to and from the MEA,
- provide for additional dwellings that places further strain on the surrounding access networks (**see comments on traffic for more information**),

Urban form and human scale

The proposed building heights exceed that of existing and approved development within the MEA. This, when considered jointly with the minimal setbacks proposed, will result in an overdevelopment of the area that is visually oppressive.

The buildings resulting from the proposed Concept Plan will dominate the streetscape and proposed public open space areas due to their height and minimal setbacks. This will have a substantial impact upon the amenity of the streetscape and public open space areas to be delivered under the Concept Plan that is unacceptable.

The submitted documentation does not detail whether an articulated top must be provided to all buildings. This has not been included within the Concept Plan.

In addition to the above, the proposed heights along the interfaces between the MEA and surrounding low density residential areas are excessive. As demonstrated by the building elevations located on pp. 51-52 of the EA, it can be seen that the resulting buildings heights will contrast inappropriately with the existing single and two storey residences along Constitution Road. Specific reference is made to the elevations titled *Hamilton Crescent – East*, *Hamilton Crescent – West*, and *Bowden Street*. The inappropriateness of the development along this edge would become

even more apparent were detailed sections and elevations provided along the length of Constitution Road. These elevations must be provided.

The proposal will also allow for the creation of new public open space areas that act as passage ways between buildings. In this respect, some of these public pathways will be located between buildings reaching heights of 8 storeys and in the case of upper level public square and central spine areas, 12 storeys. This has substantial ramifications for the useability of the public open space area. Consideration should be given to increasing the separation of buildings to these areas or a reduction in height.

The Concept Plan and Project Application fail to give adequate consideration to creating a sense of human scale. Given that it is intended for the Concept Plan to act as a Master Plan for the area, consideration must be given as to how future development under the Concept Plan will result in a human scale being achieved by future buildings. It is unlikely that a human scale will be achieved by the Concept Plan due to the proposed height and minimal setbacks.

Views

The proposal will unreasonably impact upon views to and from the MEA. This includes views originating from both sides of the Parramatta River. This is amply evidenced by the photo-montages submitted with the Visual Impact Assessment. The photo montages clearly show that the proposed development will be highly visible and will dominate views of the MEA and surrounding areas.

The Visual Impact Assessment states that development to take place under the Concept Plan will be contemporary, articulated, modulated and of modern designs. Whilst this may be the case, given the scope, size and building envelopes provided by the Concept Plan, regardless of the architectural design of the buildings they will still be visually dominant.

Following from the above, it is noted that size of the subject area is substantial and that it is largely under the one ownership. As such, it may be necessary to require the proponent to give consideration to how variation and interest in the various building designs will be achieved. This may require the holding of design competitions or similar devices to ensure architectural quality within the precinct.

In addition to the above, it is noted that the Concept Plan has failed to provide photo-montages of the other options considered under the EA or under Council's current or potential future controls. This would allow an accurate comparison of views from adjoining areas and within the MEA under the concept plan and under other potential built form outcomes.

In addition to the above, it is noted that the proponents have provided Figure 15 of the EA as a topographical study of the MEA. Figure 15 has been broken down into two primary areas of Valleys and ridges. Of

particular concern, when this is overlayed with Figure 37, it becomes readily apparent that the two 12 storey buildings will be located at the southern tip of the eastern ridge line. Given the substantial height of these buildings and that they form the tallest buildings within the central portion of the Concept Plan, it is questionable whether this height limit is suitable.

The rationale and basis for the heights proposed under Council's *Local Planning Study* and that of the current planning controls is to ensure that future development of the MEA will retain views of the treed ridge line and St Anne's Cathedral, when viewed from the water. This has not been achieved by the proposed Concept Plan, as evidenced by the photomontages provided.

Existing development and current approvals

Within the EA and supporting documentation, there is constant reference to how the height of the proposed Concept Plan is in keeping with existing and approved developments of the MEA.

This is incorrect. Many of the heights shown under Figure 37 are not accurate as it has failed to take into account the stepping down the site of buildings which has resulted in only small portions of the individual buildings achieving the heights identified within Figure 37. As such, Figure 37 does not provide an accurate representation of the existing situation within the MEA. This must be corrected by the proponents.

Regardless of the above, it can be clearly seen that the heights proposed under the Concept Plan are for the most part substantially higher than those currently approved.

The EA has provided building elevations showing height along the street fronts only. These must be expanded to include average cross sections through the building envelopes and along the public pathways so as to further depict and contrast the difference in heights between existing development and those permissible under the Concept Plan.

Documentation and definitions

Upon review of the EA, there appears to be inconsistencies and inaccuracies with the information and definitions provided within the EA.

The EA states that '*a storey... does not include basement areas of buildings which protrude 1.4metres or less above the RL of the adjacent roadway. This aligns with the Ryde LEP definition for GFA.*' This is incorrect as the *Ryde Local Environmental Plan 2010* (RLEP 2010) definition of GFA does not include any mention of the RL of the adjacent roadway and the definition of a storey states:

'storey means a space within a building that is situated between one floor level and the floor level next above, or if there is no floor above, the ceiling or roof above, but does not include:

- (a) a space that contains only a lift shaft, stairway or meter room, or
- (b) a mezzanine, or
- (c) an attic.'

The proponent's method of determining a storey through reliance upon the RL of the adjoining roadway is unreliable and of questionable practice. In determining the height of proposed development, the current accepted definition of building height as stipulated by the *Standard Instrument — Principal Local Environmental Plan* is:

building height (or height of building) means the vertical distance between ground level (existing) at any point to the highest point of the building, including plant and lift overruns, but excluding communication devices, antennae, satellite dishes, masts, flagpoles, chimneys, flues and the like.

Given the above definition of building heights, the proponents should provide a defined maximum RL for the heights proposed under the Concept Plan. Whilst it is appreciated that the use of storeys is one often easier interpreted, the use of a RL to define a maximum height limit will provide a clearly defined development outcome.

With regards to documentation, many of the information pertaining to heights appear to be incorrect or needs further clarification. The following is a summary of the main errors in the documentation:

- The provided Church Street Elevation does not depict the 8, 16, and 18 storey portions to apply to the 'gateway site'.
- *Map 1 – Site Identification and its context* within the Visual Impact Assessment incorrectly identifies the North-Western portion of the MEA as the Faraday Park Residential Development. This area is a collection of industrial and commercial areas, with no large scale residential. Currently this area is zoned B4 – Mixed Use and is likely to be the subject of future mixed use development.
- The Visual Impact Assessment states that the Concept Plan will allow for a maximum height of 5 storeys along the Constitution Road, Bowden Street and Belmore Street. This is incorrect as the proposal will allow for a maximum height of 6 storeys along these areas.
- The *Meadowbank Employment Area – Master Plan Consideration* provided by the proponents states:
 - that '*whilst some proposed building forms are higher than the existing industrial development, a number are very similar in height while less in bulk that the old factory buildings*'. This statement appears to be misleading as a

preliminary review of existing building heights against those proposed under the Concept Plan fails to identify any that comply with this statement.

- o that *'the proposed building forms have been kept low enough to ensure the treed ridgeline is not obscured when viewed from the water'*. The photomontages provided within the Visual Impact Assessment disprove this statement. Specific reference is made the views 7, 10 -12 and 16.

It should be noted that the above issues with the documentation were identified in a preliminary review only and are the most obvious pertaining to height.

Conclusion

The heights proposed under the Concept Plan are excessive for the MEA as detailed above. **Accordingly, the proposal in its current form is not supported.**

Building setbacks and separation

Insufficient information has been provided by the proponents regarding proposed building setbacks and separation. Additional information must be submitted that provides adequate details of the building separation and setbacks and how these areas are to be treated. This should be provided as typical cross section through each street and public open space area. Whilst the Concept Plan is intended as a relatively high level document, this information is required to allow for an accurate interpretation of the submitted Concept Plan and would form a crucial planning control to be used in assessing any future development applications.

From the documentation provided thus far, **the proposed building separation and setbacks are not considered appropriate given the height and scale of development sought under the Concept Plan.**

Building setbacks

The proposed Building Setbacks detailed in Figure 44 of the EA provides setbacks of 3-5m. Of particular concern, the proponents have provided similar setbacks throughout the Concept Plan area and along fringe areas, regardless of existing low scale development or development to occur on adjoining properties as a result of the Concept Plan.

Whilst the building setbacks proposed under the Concept Plan are similar to those detailed under *Part 4.2 Meadowbank Employment Area - Master Plan of Development Control Plan 2010*, DCP 2010 provides for substantially lower building heights. Building setbacks must be commensurate with building heights. Guidance as to what a suitable setback should be can be found within the objectives of *Part 1 - Local Context - Street Setback* portion of the *Residential Flat Design Code* (RFDC). It is questionable whether the proposed setback will achieve the objectives contained within the RFDC.

Whilst the proponents have provided a consideration of requirements of *State Environmental Planning Policy No 65—Design Quality of Residential Flat Development* (SEPP 65) and the associated RFDC, the consideration simply states that compliance with the requirements of Council's DCP 2010 ensures satisfaction of SEPP 65 and RFDC. It is strongly believed that if the proposed building heights are to be pursued by the Department of Planning, then a substantial increase to the building setbacks must be provided. Careful consideration of building setbacks must be undertaken as it will heavily influence the character of the area.

The Concept Plan's failure to adequately address the requirements of the RFDC and good urban design practice is highlighted by the proposed reduced setback to be provided along Hamilton Crescent and the northern side of the western end of Nancarrow Avenue, as detailed within Figure 44 of the EA. No rationale or reasoning has been provided for the reduced setback, especially given that these areas will front public streets.

In addition to the above, concerns are raised regarding the setback proposed along Rothesay Avenue. In this respect, it is noted that the building setbacks along Rothesay Avenue is similar to those elsewhere within the development. Given the unique nature of the site and its foreshore nature, it is considered that an increased setback should be provided along the entire length of Rothesay Avenue. An increased building setback is required given the height, bulk and scale of the proposed development and the foreshore nature of this area.

The proponents should explore the potential for the Concept Plan to improve and increase the extent of public open space areas provided along the foreshore. This may include complementing and adding to the existing foreshore public open space areas within the proponents own holdings.

Building separation

It is noted that the Concept Plan is a relatively high level document that will rely on detailed consideration of subsequent development applications for individual buildings. One aspect of development to which this will apply is building separation in relation to public pathways and open space areas. In this respect, no information or minimum setbacks have been provided for these areas within the Concept Plan. As such, it can be assumed that the setbacks to the open space areas and public pathways will be determined on a case by case basis for each subsequent development application. This is considered unacceptable. Reliance on a piecemeal approach to building separation over public open space is considered inappropriate and likely to result in a poor planning and urban design outcomes.

In addition to the above, no minimum controls for the width of public open space/pathway areas or separation between buildings fronting these areas has been provided. This is of substantial concern, given that the proposed

heights will result in public pathways and open space areas extending between buildings of a substantial height. This may result in a 'canyon' type feel to these areas, discouraging their use for the purposes of prolonged recreation or congregation.

Conclusion

The Concept Plan has failed to provide adequate consideration of building setbacks or building separation. **Accordingly, the proposal in its current form is not supported.**

Number of dwellings

With regards to the proposed number of dwellings, there are three key areas that must be considered. These are the need for additional dwellings, the dwelling numbers possible under current controls and the impacts of the additional dwellings.

The EA identifies that a driving force of the proposal is that the Ryde LGA must cater for additional dwellings. This is incorrect. The Ryde LGA will be more than capable of satisfying the current dwelling house targets without the intensification of density within the MEA. Ryde's current Housing Strategy, contained within the *Local Planning Study*, indicates that the Ryde LGA will provide for approximately 15,751 new dwellings by 2036. This is 3,751 more dwellings than the target provided by the *Inner North Subregion: Draft Subregional Strategy*.

The EA also identifies potential yield rates that may be achieved by a complying development under the current planning controls. Council has undertaken substantial investigation as to the potential development outcomes under the current controls and potential future controls, which provide a figure substantially different to that within the EA.

In addition to the above, the proposal will result in a substantial increase in density and a significant increase in local population. Despite this, no consideration of the social impacts or additional burden on infrastructure resulting from the increase has been provided. Any increase such as that proposed under the Concept Plan may heavily influence the need for additional open space or community infrastructure within the immediate area. As such, a consideration of the proposed increased and its ramifications must be included within the EA.

Need for additional dwellings

The proponent's argument for a need to provide additional dwellings within the Ryde LGA is questionable given the current *Metropolitan Plan for Sydney 2036* and the findings of Council's own *Local Planning Study*.

The proponents Market Assessment provides that the Ryde LGA must cater for an increase of 15,760 dwellings by 2036. It is unknown from where this figure has been derived. The *Metropolitan Plan for Sydney 2036* only identifies a gross figure of 44,000 for the entire Inner North area which includes the LGAs of Mosman, North Sydney, Willoughby, Lane

Cove, Hunters Hill and Ryde. The Metropolitan Plan is yet to be accompanied by detailed Subregional Strategies which are expected to provide a dwelling target for each LGA. At time of writing, these Subregional Strategies have not yet been released. Prior to the release of the *Metropolitan Plan for Sydney 2036*, the *Inner North Subregion: Draft Subregional Strategy* provided a target housing of 12,000 dwellings for the Ryde LGA.

As part of Council's ongoing review of planning controls, a *Local Planning Study* which examined the LGA was prepared. This study identified that the LGA has the potential to cater for a total of approximately 15,751 dwellings between 2004 and 2036. As such, the proponent's claim that the MEA must cater for an increase in dwelling numbers is incorrect.

Dwelling numbers under a complying development

Figure 66 of the EA details a potential development outcome that may result from the current planning controls. The proponents have indicated that this would allow for a GFA of 225,190m² and 1,500m² public open space. It appears as though this figure is inaccurate.

As noted by the proponents, Council previously undertook the preparation of a Draft DCP in 2007. Sections of the Draft DCP were incorporated into Council's *Local Planning Study* which informs Council's Comprehensive Local Environmental Plan. The Comprehensive Local Environmental Plan has been submitted to the Department of Planning for approval to undertake community consultation. Consideration of the Draft DCP 2007 yield rates gives a preliminary indication into the potential yield rates that may be achieved under Council's Comprehensive Local Environmental Plan. As such, consideration of the yield rates delivered under the Draft DCP 2007 may be a more appropriate than consideration of the current controls.

In April 2008 Macroplan Australia Pty Ltd undertook a *Planning Uplift Study* on behalf of Council which identified the potential yields to be achieved within the MEA under Draft DCP 2007. This was provided in both GFA and dwelling numbers. The *Planning Uplift Study* can be provided 'in confidence' upon request. This study included consideration of the current controls as well as the potential yields to be achieved under the Draft DCP 2007.

Council's analysis of the *Planning Uplift Study* reveals that the Draft DCP 2007 provides the following yield:

Area	GFA	Approx. dwellings
Concept Plan	134,571m ²	1261
Existing undeveloped (Excluding MP10_0110 - Achieve Australia Concept Plan area)	119,851m ²	828

Council's own research has indicated that under existing and approved development (as detailed under Attachment 2) constitutes a total of 1,199 dwellings and a GFA of 145,604m².

The above demonstrates that under Council's intended controls a yield of 2089 dwellings and 254,422m² GFA **for the entire MEA**. This figure excludes existing and approved developments and the areas subject to MP10_0110 - Achieve Australia Concept Plan. For a map identifying the affected areas, see Attachment 2. This is 711 dwellings and 5,578m² GFA less than the maximum number of dwellings and GFA under the Concept Plan. This is of concern, given that the above figures are for the entire MEA, whilst the Concept Plan focuses on only a small central portion of the MEA. This highlights the overdevelopment of the area identified within the Concept Plan. It should be noted that the Preliminary EA for the Part 3A Project MP10_0110 - Achieve Australia Concept Plan provides a total of 350 - 400 dwellings and approx. 40,000m² GFA.

For the Draft DCP 2007 controls, the *Planning Uplift Study* made the following assumptions:

- That building envelopes are 16m in depth for most sites
- That balconies are to be 2.5m deep and that one balcony is located with a northern aspect for each building envelope
- Building separation requirements will be in accordance with SEPP 65
- Gross floor area as defined under the Standard Instrument
- An average of 2 bedroom apartments to calculate apartment numbers
- An average apartment size of 100m²
- That all car parking spaces will be provided in basements
- That car parking spaces will be provided in accordance with the DCP (car parking rates under the Draft DCP 2007 are similar to those under the current controls)

From the submitted documentation it appears as though the proponents have failed to take into consideration circulation areas, balcony areas, building modulation, minimum building separation or maximum building widths.

It can be clearly seen that the proposed Concept Plan will result in a substantial increase on the development permissible under Council's the intended planning controls for the subject area.

In addition to the above, it is noted that within the EA the proponents make reference to a report prepared on Council's behalf by Urban Horizon in relation to traffic generation. The proponents have indicated that the proposed development will be generally similar to the figures provided within the Urban Horizon report. It must be clearly stated that the Urban Horizon report considered the MEA as a whole, not the limited area covered by the Concept Plan. As such, comparison with the figures contained within the Urban Horizon report is inappropriate.

Social impact of additional dwellings

Whilst the proposal will result in approximately a total of 2400-2800 additional new dwellings, no assessment as to the potential needs of these residents and the capacity levels of existing community facilities has been provided. The proposal will result in a substantial increase in density within the MEA. As such, consideration of the needs of future and current residents must be undertaken. At a minimum this must include a Social Impact Assessment. Any such Social Impact Assessment must include consideration of, but not be limited to:

- Community facilities and their capacity to service the additional dwellings, and
- Requirements and opportunities for active/passive recreation.

It is noted that this was initially requested by Council in its response to the Draft Director General's Requirements (DGRs) but was not included by the Department in the finalised DGRs.

Conclusion

The proposal in its current form represents a substantial increase in dwelling numbers within the MEA and the wider Ryde LGA. Insufficient information has been provided justifying or supporting this increase. As detailed elsewhere within this submission, the increase in density is considered to result in a built form outcome that is inappropriate for the area and environmental impacts that are unacceptable. **As such, the proposal is not supported.**

Access network

The Concept Plan will result in a revised access network for the wider MEA and immediate surrounds. It is questionable whether the proposed access network is suitable with respect to Vehicular Access, Traffic and Car parking, Pedestrian Pathways and Cycle Ways.

Within the EA there has been no consideration as to what the anticipated generation of movements within the MEA is anticipated to be and what impact this will have on the general design and size of cycle ways, roads and pedestrian pathways. This information must be provided.

Vehicular access

For the most part, the existing road network will be maintained by the Concept Plan with exception of the additional Road link between Nancarrow Avenue and Hamilton Crescent. The road link is supported by Council.

The proposed road link, which is to be dedicated to Council, will connect Nancarrow Avenue through to Belmore Street. As part of the EA the proponents have provided preliminary Civil Plans for the proposed roadway. The proposed roadway fails to provide footpaths along both sides of the roadway or cycle ways, and results in a substantial change in level between the roadway and the adjoining site. Specific reference is made to Chainage 72.00.

Little information has been provided regarding the new road aside from the general engineering schematics provided. These engineering schematics do not detail the provision of pedestrian pathways, cycle ways, traffic lanes, street parking or tree planting. This information must be detailed at this early stage as it will heavily influence the positioning of potential buildings footprints and building setbacks to adjoining sites. It is strongly suggested that the building of this roadway should be incorporated into the Project Application. As a result of insufficient information, Council cannot determine whether the dedication of land for the road way, as proposed, is acceptable.

It is noted that this section of the access network is to be provided partially within Stages 4 and 10 of the development. This is of substantial concern, given the substantial difference in staging of the roadway construction and that Stage 1 for the submitted project application will occur immediately adjacent the new roadway.

The submitted documentation accompanying the Project Application fails to adequately take into consideration the potential change of levels to result on site as part of the construction of the road link. Specific reference is made to the pedestrian foot bridge that will connect the Project Application building with Hamilton Crescent. Further information must be requested detailing the height of the resultant road in comparison to the Project Application. Whilst it is noted that the engineering plans provided at this time are relatively high level, the impact of the construction of the new road may have substantial repercussions for the design, construction and subsequent use of the Stage 1 Project Application. As such, it is strongly recommended that the construction of the road link be incorporated into the Stage 1 Project Application.

With respect to the wider vehicular access network, the proponents have identified that all treatment along public streets is to be in accordance with Council's Public Domain Manual. In this respect, further clarification must be provided in the form of standard cross sections detailing the intended treatments to the vehicular access network. This is to include all matters

pertinent to public domain including but not limited to, bicycle pathways, footpaths, tree planting and lighting.

Further to the above, it is noted that the EA fails to recognise or identify what occurs with the existing Nancarrow Lane, which is owned by Council. Whilst this area is identified by the proponents as public pedestrian access, this portion of land is currently under Council ownership and no details have been provided as to what works will occur over this area. This is of substantial concern and must be clarified by the proponents.

In addition to the above, the proponents must give consideration to the ability of the existing road network and proposed new connection to be able to cater for the placement of rubbish bins along pedestrian sidewalks and the manoeuvring of garbage trucks. Provision of standard cross sections addressing the above must be provided by the proponents.

Traffic and car parking

The submitted Transport Management and Accessibility Plan (TMAP) is deficient in a number of respects. This extends to the validity of assumptions made within the TMAP, extent of matters considered within the TMAP, the information provided as part of the TMAP and the methods undertaken in its preparation. TAR Technologies has undertaken an **independent review** of the TMAP on Council's behalf which has identified major areas of concern. A copy of the independent review has been provided under **Attachment 3**. Key areas of concern with regards to the TMAP have been discussed in depth below.

The TMAP has not been prepared in accordance with the RTA Guidelines *Draft Interim Guidelines on Transport Management and Accessibility Plans*. Any TMAP prepared for a proposal of the scope and size of that detailed within the Concept Plan must be undertaken in accordance with these draft guidelines. The RTA has confirmed that these guidelines are appropriate and must be used by the proponents.

Consideration must be given to potential of future development within or surrounding the MEA precinct boundary and the current Part 3A Project MP10_0110 - Achieve Australia Concept Plan. This must be included within the TMAP, given the potential for the substantial increase of density proposed under the Concept Plan.

The TMAP has failed to detail all assumptions and calculations made within the TMAP. These must be recorded and tabulated in accordance with the RTA guidelines.

The TMAP prepared by the proponents has not been accompanied by the modeling data used to determine the impacts of traffic flow. This must be provided to Council in an electronic format to allow for checking of traffic flow patterns through and around the development area. These must include both paramics, SIDRA and Trip Tables from the Transport Data Centre. This can be provided to Council for consideration, however a

minimum of 7 working days must be granted for its consideration. Notwithstanding the above, it must be noted that the independent review has indicated that the SIDRA model is not appropriate for the scale of development proposed.

The applicant should further develop their proposed *Location Specific Sustainable Travel Plan*. This is to ensure that a high use of public transport, walking and cycling is achieved and further increased over time. The *Location Specific Sustainable Travel Plan* should give consideration to the following:

- The establishment of a Precinct Wide Body Corporate which underpins the values of the *Location Specific Sustainable Travel Plan* for the precinct and is responsible for the governance of the plan.
- The use of an 'incentive' scheme. This could include matters such as a yearly rebate on their body corporate rates or other for purchasing a full year public transport travel pass. Consideration of alternative incentives must be provided.

The independent review also identified that the TMAP failed to give due consideration to wide range of matters that must be included. These are:

- Existing travel patterns, including freight
- Future travel patterns, including freight. The report discusses existing patterns for industrial traffic flow and that future flows after the introduction of residential development would be in reverse. This assumption is not supported by analysis, research or traffic surveys. This is not a solid basis on which to undertake any detailed network modelling and to be able to confidently derive future intersection impacts. The method of analysis has not been discussed without any supporting information on trip distribution throughout the site or at intersections, for example, the selection of comparable sites for forecasting trip generation rates
- Discussion on mode split targets (desired outcomes in transport and travel terms) agreed by the TMAP Project Control Group
- Regional VKT estimates
- Discussion on site CO2 generation levels
- Discussion on proposed staging and key milestones in the staging (from a trip generation/travel demand perspective)
- Information on demographics of site (household sizes, car ownership, life cycle stage)

- Identification of issues to be considered in the transport assessment
- Assessment of the effects of possible increased demand on transport services
- Discussion on parking distribution and adequacy
- Estimation of the transport modes by which person or freight will choose or be required to use between origins and destination
- Option testing in transport modelling
- Sensitivity testing for the following:
 - proposed land uses, densities and staging;
 - demographic changes including household size and socio-economic group, car ownership and use levels;
 - trip generation rates for various land uses;
 - trip purposes and selected modes;
 - forecast years, regional development and population changes;
 - provision of remote and/or independent transport infrastructure that may influence travel behaviour; and
 - variations in travel cost.
- Details of TMAP evaluation and monitoring.

As detailed above, it can be seen that the TMAP has **failed to give adequate consideration to a wide range of different factors**. Given the substantial increase in density proposed and the existing situation within the MEA, this is of particular concern. **A detailed, thorough and robust TMAP must accompany any proposed increased in density within the MEA.**

Pedestrian pathways

As with the other forms of access within the Concept Plan area, insufficient information has been provided regarding the pedestrian pathways. No information has been provided with regards to the scope, size, design, or nature of the proposed pedestrian pathways. As with all other access forms, typical cross sections detailing the pedestrian pathways must be provided. This includes pedestrian pathways in the form of open space areas as well as pavement areas along streets.

The proposed pedestrian pathways, as identified within Figure 48 of the EA, concentrate pedestrian movements to key focal points over Nancarrow Avenue, Bowden Street, Belmore Street and Constitution Road. No information has been provided as to how this will be undertaken. It appears as though the pedestrian pathways are proposed as discrete crossings, rather than being diffused across wider areas. There has been no consideration as to whether this will be achieved via signalised crossing or other alternative methods. It is noted that portions of Nancarrow Avenue and Rothesay Avenue are to be shared surfaces. No information has been provided as to how this will be achieved, the treatment of these areas or whether these avenues are suitable for shared surfaces due to level of traffic and speed limits.

The EA fails to provide adequate details as to how the pedestrian pathway will connect into the wider area and whether the existing pedestrian pathways outside of the Concept Plan areas are capable of coping with the additional burdens. Consideration must be given to whether the existing pedestrian pathway areas must be upgraded in response to the increased densities.

It is noted that the new connection to be provided between Nancarrow Avenue and Hamilton Crescent will not have a pedestrian pathway on both sides of the street. This is considered unacceptable and further information as to pedestrian pathways along this new road link must be provided.

In addition to the above, the documentation does not accurately identify the pedestrian pathway areas. For example, the pedestrian access network shown within Figure 48 of the EA identifies pedestrian routes that run through private property not included within the Concept Plan area. Specifically, reference is made to 146 Bowden Street, 2-4 Porter Street and 125-135 Church Street.

As detailed in further depth within the Open Space portion of this submission, many of the public pathways to be provided as public open space are not fully accessible due to stairways. This is considered unacceptable.

Cycle ways

Figure 48 of the EA details several new cycle ways. Insufficient information has been provided with respect to the cycle ways as no detail as to the extent of the cycle ways or works required to the roadways to cater for these new cycle ways has been provided. This is of concern given that these are existing roads with potential for substantial through traffic. The use of pedestrian pathways to cater for cycle ways should not be supported as this contravenes current road rules.

The inadequacy of documentation and need for further information is emphasised by Appendix 13 – Landscape Plan (p. 17), which details a section of Nancarrow Road that fails to detail how a cycle way is to be

provided. The Landscape Plan also identifies that portions of Nancarrow Avenue and Rothesay Avenue are to be shared surfaces. Insufficient information has been provided by the proponents to determine whether this is acceptable or appropriate. Information must be provided which includes estimated levels of traffic through these areas and sections showing how the areas are to be treated.

Dependant on the levels of traffic anticipated through these areas, they may not be appropriate for shared access. A cross section must be provided to determine whether these areas are of an appropriate size, scope and grade to allow for their uses as shared traffic areas. Given the likely speed limits to be imposed on these areas and the anticipated volumes of traffic, it may not be practical to allow for shared surfaces within these areas. It is likely that the internally generated traffic alone will exceed the minimum thresholds provided by the RTA.

In addition to the above, the submitted Pedestrian and Cycle Access Plan has failed to identify how the proposed cycle ways will connect into the wider cycle way network. This must be addressed by the proponents and further detailed as it will have a substantial impact on the operation and integration of the Concept Plan area with the wider surrounds. .

The proponents also state that the proposal will provide bicycle storage facilities in key locations. These key locations have not been identified and no further information has been provided. Whilst the proposal is a Concept Plan, these details cannot be left to future interpretation as the use of cycle ways is fundamental to the proposal and its intensification of the MEA.

Conclusion

As identified above, insufficient information has been provided with respect to the Access Network. Given that this is fundamental to the proposal, the additional information must be provided.

The submitted TMAP is deficient in a number of respects and cannot be used to provide a sufficient assessment of the potential impacts and ramification of traffic to be generated by the proposal.

It is noted that the proponents have identified that the new public pathways, open space area and improved access networks are part of community benefit to be delivered as part of the proposal. As such, the community must be provided with enough information to first understand the extent of the proposed benefits and second, to be provided with a sense of certainty that these benefits will be delivered should the proposal proceed.

Given the above issues raised with respect to the proposed Access Network, the proposal in its current form cannot be supported.

Open space

Figure 45 details the proposed open space areas to be provided as part of the Concept Plan and the EA provides a total of approximately 4,125m² to be provided as public open space. It is stated that this is to be approximately 2625m² greater than the total open space areas that could be delivered under a development that achieved compliance with the requirements of *Part 4.2 Meadowbank Employment Area - Master Plan of Development Control Plan 2010*.

There are substantial concerns with the Open Space to be delivered as part of the Concept Plan. Insufficient information has been provided detailing the areas of Public and Communal Open Space and their design, nature and accessibility.

Differentiation between public and communal open space

The EA fails to detail the total extent of Public or Communal Open Space to be provided under the Concept Plan. Whilst a gross figure of 4,125m² has been provided for the total areas of public open space, where and how these figures have been determined has not been detailed. The EA and Appendix 13 – Landscape Plan has not adequately detailed which areas are to be communal open space associated with individual residential buildings and which are to be public pathways/open space areas.

Of particular concern are the areas identified as the 'riparian entry park' and the 'riparian foreshore link'. Figure 48 provides that a pedestrian and bicycle pathway will be located within this area, but no information is provided as to what areas are communal open space and which areas will be public open space. It is also noted that part of the riparian foreshore link is located over a property not under the ownership of the proponent. This is of concern, given the proponents note that accompanies all Figures within the EA, states that building envelopes and open space areas located over sites not owned by the proponent are indicative only and do not form part of the Concept Plan.

Clarification must be sought from the proponents as to whether the figure of 4,125m² additional community open space includes these sites. It should also be recognised by the proponent that areas that are currently under public ownership is not to be included as these areas are existing public areas.

A thorough break down of the areas to be provided as open space and the areas to be communal open space should be provided by the proponent. This will enable the community, Council and other concerned stakeholders to adequately determine what is to be delivered as part of the proposal.

Given that these areas are to be utilised by the public, it is crucial that their size, design and treatment is adequately detailed. This will ensure that as development progresses within the Concept Plan area, a sense of certainty as to what will be provided is achieved.

Communal open space

No detailed consideration of the size of the communal open spaces in relation to the anticipated number of residents to be utilizing the areas has been provided. This is of particular importance as the RFDC provides a minimum of 25-30% of sites should be provided as communal open space. The RFDC makes specific mention that brownfield sites may be capable of more than 30%. Given the scope and size of the proposal and that it will constitute a dramatic modification of existing built form in the area; it is considered that the proposal should allow for more than 30% of the site as communal open space. Given the large scale nature of the proposal and that the Concept Plan will effectively give approval for building envelopes, further consideration of how the proposal complies with the RFDC must be provided.

Provision of communal open space areas should not take into consideration public open space areas. The public open space areas will be for the use of the wider community, whilst the communal spaces will be for the exclusive recreation of residents.

It is also noted that along the entire length of the Concept Plan area, the only new substantial open space area to be provided along the foreshore is the semi-circular plaza that will be broken into various components due to changes in levels and minimal embellishment of the area is proposed. Given the foreshore nature of the proposal, the proponents must explore the possibility of expanding the open space provisions within their own holdings along the entire length of the foreshore. The proposed central foreshore plaza area is considered insignificant when considered in comparison to the large uplift to be delivered to the proponents and total size of the area affected by the Concept Plan.

Public open space areas

It has not been detailed by the proponents with any degree of certainty that the proposed amounts of public open space will be sufficient to cater to the proposed density to be delivered under the Concept Plan. This is further discussed within the *Number of dwellings* section of this submission.

The proponents have indicated that Council's own *Parks on Track for People 2025* indicates that the 'City of Ryde has a large amount of open space, with 3.5 hectares per 1000 people, exceeding the widely used industry benchmark of 2.83 hectares per 1000 people'. It must be noted that *Parks on Track for People 2025* also states that some 50% is inaccessible natural area and that the area available that might be described as passive open space is 54 Ha or 0.51 Ha per 1000 residents, 0.21 Ha below the accepted standard (p. 32 *Parks on Track for People 2025*).

Appendix 13 – Landscape Plan provides little information as to the treatment of the open space areas. In this section, treatment refers to the

design and detailing of the public open space areas, including but not limited to finishes, lighting and intended use.

The concept plan has failed to give consideration to how the public open space areas will be lit and the impacts that lighting may have on buildings and the surrounding areas. This is of substantial concern given the minimal width of the public pathways and the number of pathways located at the perimeter of the Concept Plan area. This includes foreshore areas and the interface between the Concept Plan area and surrounding residential areas. Consideration of lighting and light spill impacts must be provided.

The public open space areas must be artfully designed so as to be engaging for local residents and the wider community, encouraging their constant use. It has not been satisfactorily demonstrated that the proposed public open space areas will be public thoroughfares rather than places designed for recreation and congregation. Whilst it is recognised that the Concept Plan is a relatively high level document, every attempt to ensure that the public open space areas are interesting and engaging must be made.

This may involve the development of a set of base criteria and principles to be followed in the design and construction of the public open space areas. The principles provided within the Landscape Plan are considered to be unsatisfactory as they do not provide sufficient detail or criteria for the design of future areas.

The treatment of all public domain areas should be in accordance with the requirements of Council's Public Domain Manual. The Landscape Plan associated with the Concept Plan should reflect this. Adherence to the Public Domain Manual is required in order to ensure that all public domain areas within the Ryde LGA are of a uniform treatment. This must be demonstrated through the provision of additional information as to the treatment of the public domain areas. As identified elsewhere in the submission, this is to include sections through public pathway areas identify widths, building separation, pedestrian areas and cycle ways where applicable.

Accessibility of open space

A review of the Landscape Plan and Figure 48 of the EA has identified that the following public open space pathway areas fail to provide a continuous paths of travel:

- Pedestrian spine north
- Pedestrian spine south
- Upper level public square (north-south travel)
- Central spine

- Central foreshore plaza
- Upper eastern pedestrian link
- Stage one – landscape masterplan (western public pathway)

Given that these areas are to act as public pathways, it is questionable whether failure to provide a continuous travel path through these areas is acceptable. The proponents must adequately demonstrate that the proposed public pathways will meet the applicable requirements of Disability Discrimination Act 1992 and the associated Australian Standards in the interest of fair and equitable access. Whilst the proponents have provided an Accessibility Masterplan Report that recognises that not all parks will have accessible paths of travel due to the terrain, the report must explore in further depth the possibility for alternative paths of travel that will not unduly burden individuals.

It is noted that the report primarily focuses on how fully accessible access will be achieved to future buildings resulting from the Concept Plan and the Project Application rather than on how equitable access will be achieved throughout the Concept Plan Area as a whole. Page 7 of the report identifies that continuous paths of travel through external domain areas will be achieved where possible; however the Landscape Plan appears to indicate that this is not the case.

With respect to the public domain area to be delivered under the Project Application, the submitted Access Report has not given due regard to continuous paths of travel or disabled access through the public open space area.

Conclusion

Insufficient information has been provided with regards to the open space areas and in adequate consideration has been given to the design, treatment, scope and nature of communal and public open space areas.

It can be seen that there are substantial concerns with the proposal in relation to Open Space. As such, **the proposal is not supported.**

Land uses

The proposal highlights that the MEA is well served by existing commercial/retail areas and that only small-scale commercial, retail and community uses in central locations should be provided. Little or no information has been included within the EA detailing what have been considered central locations or the proposed community facilities to be provided. This information must be provided.

It is noted that the EA states that a minimum setback of 25m will be provided to residential buildings along Church Street. According to the proposed height map provided by the proponents a total of 5 storeys of

the 'Gateway Site' will fail to comply with this 25m setback requirement. Whilst it may be assumed that this area is to be commercial/retail uses, additional information must be provided clarifying this issue.

Adequate specification to ensure the commercial/retail/community uses are situated in suitable and appropriate locations to residents must be provided. These specifications must take in account the positioning of the commercial, retail and community facilities within individual buildings and the wider MEA. Further to this, it is noted that the development to occur under the Project Application contains only residential properties.

Conclusion

Whilst proposing a range of uses within the MEA, little or no information has been provided in relation to the total scope and location of these uses. As such, **the proposal is cannot be supported.**

Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005

It is noted that a brief consideration of the requirements of the *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005* (SREP SHC) has been provided within the EA. However, the EA has failed to give consideration to the *Sydney Harbour Foreshores and Waterways Area Development Control Plan 2005*. The proponents must give consideration to this document, or in the event that consideration is not considered necessary, justification.

Wider Meadowbank Employment Area

It must be noted that the proposed Concept Plan only addresses a smaller portion of the larger MEA. The submitted EA fails to consider the potential impact the development of the Concept area may have on the integrity and planning outcomes of the MEA as a whole. **Attachment 2** details existing approved development within the MEA, the areas affected by the Part 3A application and the remaining areas that have not yet been developed.

From Attachment 2 it can be seen that a large portion of the entire MEA area remains undeveloped. These areas consist largely of industrial, commercial and low scale residential uses. This is of substantial concern given the significant increase in development proposed within the Concept Plan area against Council's current and intended future controls.

The overdevelopment of central portion of the MEA has the potential to stifle future development of the remaining sites. Given the scale and current quality of these industrial areas, this has the potential to greatly impact on the amenity of the residential portions of the MEA and the viability of the industrial/commercial areas.

Council's *Planning Uplift Study* has indicated that the remaining undeveloped areas outside of the Concept Plan area has the potential to

cater for a total of approximately 1,139 dwellings or 152,036m² of GFA under the controls proposed by Council's *Local Planning Study* and the associated Comprehensive Local Environmental Plan. It should be noted that there is another Part 3A project (MP10_0110 - Achieve Australia Concept Plan, Meadowbank) for a further 350 - 400 dwellings in close proximity to the subject area. The combined impact of the Part 3A before the Department of Planning and future development applications must be considered.

Consultation

Substantial concerns are raised regarding the extent of consultation undertaken as part of the proposal with the community and Council.

Council

Throughout the documentation, there is constant reference to Ryde Council's support of the proposed development. At each meeting held between the proponents and Council staff, Council staff raised several concerns regarding the extent of the proposed development and its excessive nature.

Council must make it abundantly clear that at no point did Council staff indicate support for the proposal. Where possible Council staff has attempted to assist the proponents in preparing a Concept Plan that provides an appropriate level of development on the subject sites, however from the information submitted, this has not been achieved.

Community

It is noted that the community consultation process was to have been guided and informed by the Consultation Strategy that forms part of the EA.

In this respect, the following points must be noted:

- The exhibition date for the proposal commenced on the 26th of January 2011, which was a public holiday. The notification letters issued by the Department of Planning stated that the documentation pertaining to the proposal would be available for exhibition from this date forward. This was not possible as Council's Civic Centre was closed on the 26th of January as it was a public holiday.
- The advertisements notifying the community of the proposal and consultation sessions were placed within local newspapers, (the Northern District Times and the Weekly Times) that were circulated on the 2nd of February 2011. This is of concern, given that the consultation sessions were held on the 8th of February 2011 and the 12th of February 2011 and that the Public Exhibition period commenced on the 26th of January.

- A model of the proposed development was provided to the Council's Civic Centre on the 8th February 2011, well into the Public Exhibition period. This model does not accurately detail the terrain of the Concept Plan area or surrounds.

Conclusion

The above points to substantial issues as to how the consultation process was undertaken. On behalf of the community, Council would like these points noted by the Department of Planning.

Voluntary planning agreement

To date, minimal discussions have been held with Council regarding any future Voluntary Planning Agreements (VPA) that may be entered into with Council. So far only one meeting has been held that discussed at a high level potential matters to be considered in a VPA. Any forthcoming VPA must be notified and placed on public exhibition.

Flooding

Generally the proposed flood management methods are in accordance with Council's requirements. The submitted documentation included outputs from TUFLOW Models, which includes an increase in overland flow post works. However, the models used to produce these outputs should be independently verified before the acceptance of these output rates.

As such, it is strongly recommended that the proponents provide the models for verification.

Master plan and staging of development

Within Section D of the EA, the proponents explicitly state that the proposed Staging is purely indicative and is provided for informative reasons only. The EA also states that the Concept Plan is to be an overarching master plan for future development of the site and that it is considered inappropriate to provide detailed architectural resolution for each site. Should this be the case, the Concept Plan will function as a Master Plan for the site.

Given the scope of the proposed development and minimal information provided, this is of concern. Should the proponents be seeking the approval of a new suite of planning controls for the subject site, the Concept Plan should contain the same level of documentation that a DCP or master plan would be required to contain in order for future development applications to be adequately assessed. Notwithstanding the excessive development proposed in the Concept Plan and Project Application, this submission raises substantial areas of concern with respect to the level of detail provided thus far.

The applicant must provide additional information and amend their Concept Plan substantially so as to ensure that the documentation

contains all necessary information to allow an informed consideration of the Concept Plan by the community, Council and the Department of Planning.

In addition to the above, there are substantial concerns regarding the proposed staging of the development. Specific reference is made to the construction of the new road as part of Stages 4 and 10 rather than jointly under the one stage. Construction of the new road is vital to the proposed application and should be included within Stage 1 as highlighted previously.

Whilst the proponents has not provided a detailed staging for the development of the Concept Plan, the delivery of buildings/infrastructure/community benefit will be vital to the consideration of a Voluntary Planning Agreement (VPA) by Council. It must be noted that whilst the proponents have indicated their willingness to enter a VPA with Council, no finalised VPA or detailed discussions with the proponents have been undertaken by Council. To date, only one general meeting has been held regarding a potential VPA.

ESD Guidelines and Report

The proposed ESD Guidelines to be adhered to by the project application and future development under the Concept Plan provides Base Targets and Stretch Targets.

Given standard construction methods and the unlikelihood of large scale retro fitting of strata owned residential apartment buildings, unless the Stretch Targets form part of the Base Targets it is unlikely that they will ever be achieved. This is of particular concern for certain criteria where no Base Target has been provided. It is strongly recommended that the Stretch targets be incorporated into the Base Targets or new achievable Base Targets be provided.

Many of the base targets and stretch targets are unachievable and should be reconsidered/replaced with more appropriate targets. The following are key areas of concern:

1. Community
 - **7. Indoor Environment Quality (IEQ)** - This section provides a maximum internal noise level for habitable rooms excluding bedrooms of 40dBLAeq. This is unlikely to be achievable
2. Water
 - **3. Heat Rejection Water** – The Stretch Targets provided include the term 'ideally'. The ESD Guidelines should avoid the use of ambiguous terms and provide clear goals and targets.
3. Energy

- **3. Renewable Energy and Peak Electricity Demand Reduction** – The Stretch Target of non-electric primary energy source to be used for heating systems is unlikely to be achieved. This must be clarified as to whether the energy sources are to be sustainable and how this could potentially be achieved.
- **4. Thermal Comfort**– The Stretch Target of ceiling fans for 95% of apartments. This is unlikely to occur due to current standards for floor to ceiling heights and current interior design trends.
- **9. Daylight** – The Stretch Targets provided for this part are unlikely to be achievable by future development within this area due to the proposed heights and orientation of anticipated built forms.
- **10. Unoccupied Areas** – The Stretch Targets for unoccupied areas are unlikely to be implemented due to extent of retrofitting required for these targets.

Conclusion

Given the above, it can be seen that the proposed ESD Guidelines and Report that is intended to guide future development within the Concept Plan area is deficient. **As such, the proposal cannot be supported.**

Utilities

The submitted Utility Services Report contains minimal information with respect to the concept areas ability to cater for the proposed dwelling numbers to result from the proposal.

Electricity

It is noted that the Utility Services Report states that the full extent of necessary upgrades and distribution systems augmentation will be investigated by conducting feasibility and options study. Given that this study will have substantial ramifications as to the determination whether the infrastructure is capable of supported the additional loads, this study must be undertaken prior to any determination of the application.

Consideration must be given to the placement and location of substations within the MEA as it is possible that the location and placement of substations may interfere with the proposed setbacks, building locations and access networks.

Telecommunications Infrastructure

The submitted documentation states that excellent telecommunication services can be provided due to the proximity of the Ryde Telephone exchange. This statement has not been qualified by any supporting

documentation or data. A more thorough detailed consideration of this must be provided.

Water and Sewerage Services

The proponents have provided a copy of a preliminary feasibility study that has been carried out by Sydney Water Development Services. In this respect it is noted that the Feasibility Letter is dated 18 August 2010. This is of particular concern, given that the feasibility letter does not detail what has been provided by the proponent to Sydney Water and the proponent has indicated to Council that the design of the Concept Plan has been undergoing constant review.

The Department of Planning must liaise with Sydney Water to ensure that the Feasibility Letter is current and applies to the Concept Plan in its current form.

Gas Services

The utilities service report has provided a preliminary consideration of gas services within the area, but no substantial details have been provided by the proponent. There is no information regarding potential consultation undertaken with the gas services provider (Jemena) or the types of amplification and extension work that may need to be carried out within the Concept Plan area.

Shell Crude Oil Pipeline

The provided Utility Services Report and all other documentation do not appear to include consideration of the Shell Crude Oil Pipeline that extends along the foreshore area. Whilst it is possible that potential impacts upon the Shell Crude Oil Pipeline could be considered against each project application to be lodged at a later date, this is not appropriate as the location of the Pipeline may prevent the construction of buildings in accordance with the Concept Plan, requiring substantial alteration to any Concept Plan.

Waste Management

Whilst waste management may be beyond the scope of the Utility Services Report, no documentation has been provided within the EA that demonstrates consideration as to how the additional waste resulting from the proposed development will be managed. This is of substantial concern given that the Concept Plan represents a substantial increase in density and will result in changes to the existing access network which may impact waste collection services.

Given the scope of the proposal, a waste management plan detailing waste reduction strategies, resource recovery and waste collection methods for future development must be provided. Consideration must also be given to how and where waste bins will be collected from, given their potential to impact on the pedestrian pathway network. The waste management plan must demonstrate compliance with Council's Strategic Waste Action Plan, *Part 7.2 Waste Minimisation and Management of*

Council's *Development Control Plan 2010* and any other applicable guidelines.

Documentation Errors

It is noted that the Utility Services Report is inconsistent with the EA as it identifies an estimated 2500-2600 dwellings rather than the 2400-2800 dwellings identified in the EA.

Master Plans for Utilities

Given the extent of the site to be impacted upon by the Concept Plan and the extent of the proposed density within a localised area, it is questionable whether the proponents will be able to provide adequate utilities or services to this area.

The proponents must provide a Master Plan for the roll out of utilities which includes staging, timing and targets that must be met. Any such master plan may need to require constant review at key stages of development within the Concept Plan area.

Conclusion

Whilst the Concept Plan is intended to be a high level document, insufficient information has been provided with regards to the proposed densities and the ability of existing and new utility infrastructure to cope with additional burdens. **As such, the proposal cannot be supported.**

Project Application – Stage 1

The following is a general consideration of the Stage 1 Project. It should be recognised that many of the general comments elsewhere in this submission made in respect to the Concept Plan apply to the Stage 1 Project Application.

Given that the Project Application will effectively be the first application against the controls proposed under the Concept Plan, it should comply with all proposed planning controls and no non-compliances should be supported.

Street Setbacks

It is noted that the proponents have indicated that the proposal will comply with the minimum street setbacks provided under the current DCP. However, it is questionable whether the proposed setbacks should be considered acceptable given its substantial height. Furthermore, the proponents have indicated that there will be encroachments within the front setback area by basement level areas.

It should also be noted that architectural elements such as blade walls, columns and a larger portion of the ground floor area will encroach into the street setback along Belmore Street. These non-compliances are generally minor in scope, however would impact visually on the streetscape of Belmore Street.

Side Setbacks

The proposal will allow for a 3m setback to the pedestrian link to the west of the subject site. This has been provided on the basis that the proposed development will adjoin a pedestrian pathway. This minimal side boundary setback is not considered appropriate given that the setback will be continued for a total of 8-9 Storeys. A setback of this scope adjacent to a pedestrian pathway is likely to result in substantial amenity loss and will result in a sense of enclosure for pedestrians using this pathway. It will also result in a bland façade presented to the public pathway that fails to provide any degree of articulation or modulation.

Deep Soil Zone

The proponents have indicated that the proposal will allow for a total of 1232m² of deep soil on the subject site. It appears as though this figure takes in consideration the public pathway area. The intent of this requirement within the RFDC is to ensure that each subject site on its own merits will provide for adequate areas capable of substantial deep soil planting. This proposed non-compliance is unacceptable and has the potential to greatly impact on the amenity of the streetscape and surrounding areas.

Open Space

Communal

The proposal states that it provides for a total 1260m² of communal open space, which equates to approximately 17% of the total site area. This is well below the 25-30% provided by the RFDC. Whilst the proposal will apparently provide 500m² of public open space in the form of a pedestrian pathway, the communal open space must be separate to this area as it is for the exclusive recreational purposes of the residents.

Private

The RFDC requires that ground floor apartments are to be provided within ground level private open space areas where possible. The proposal has provided minimal balcony/terrace areas for ground floor residences. These areas should be expanded for ground floor apartments and should include garden areas.

Car parking

It is noted that within the EA, the proponents state that the reduced car parking rate contained within the *Part 4.2 Meadowbank Employment Area - Master Plan of Development Control Plan 2010* is to apply to all areas within 400m walking distance to the railway station, the ferry wharf and serviced by numerous local and regional buses. The Project Application applies the higher rate mandated by Council's controls.

Whilst it is generally believed that compliance with all of Councils current planning controls should be adhered to by the subject site, the Project Application fails to comply with the controls put forward within the Concept Plan.

In addition to the above, the proposed basement level car park appears to exceed the site bounds and extend under the public pathway area.

BASIX Certificate

The submitted BASIX Certificate to accompany the Project Application states on page 2 of the certificate that the total storey height of the building above ground is to 24. This appears to be incorrect.

Building Typology

In the EA, (pp. 53-54) a wide variety of good architectural designs and examples have been provided as potential Building Typologies to occur within the Concept Plan area. Upon consideration of the building typologies and the building proposed under the Project Application, it does not appear as though the proposed building form is in keeping with the intended Building Typology of the EA. In this respect, the Departments attention is drawn to the failure of the proposal to provide a base are clearly defined 'top' to the building.

The Project Application should strive for architectural excellence. It is not considered that this has been achieved by the proposal. One method through which this could be encouraged and obtained by the proposal is

the holding of a design competition or peer review process, such as an Urban Design Review Panel. It must be recognised that the Project Application is of substantial scope and is a significant uplift on that currently permissible and approved on the subject site. As such, every endeavour must be made to ensure that the proposed development results in architectural and design excellence.

Garbage

Each development is required to provide a waste storage area to accommodate the number of bins allocated to service the units within the complex. In general, this equates to 1 x 240L waste bin and 1 x 240L recycle bin per 2 units. However, where the complex has in excess of 60 units, Council generally provides 1 x 1100L bin serviced 3 times per week for every 30 units. Buildings which are multi storied and provide a shute system will need either a 660L or 1100L bin to go under each shute, depending on the number of units which are serviced by the shute.

All bins are required to be taken to the kerbside for collection. Due to this, a condition needs to be imposed on any forthcoming approval which covers this, along with supplying a flat area for the bins to be stored on while awaiting collection.

The project application provides for 242 units serviced by 5 shutes. The bin storage areas should be large enough to house 25 x 240L recycling bins serviced weekly and 2 x 1100L bins serviced 3 times per week. The bin storage area in the basement shows that access to the street would be via the driveway exiting on to Belmore St on two separate levels. An area which is clear to the trucks needs to be allocated on Belmore St for collection on Monday, Wednesday and Friday mornings.

Public Liability

No details have been provided relating to public liability of the proposed pedestrian pathway. It is assumed that this will be dealt with as part of the assessment of the Project Application.

Stormwater

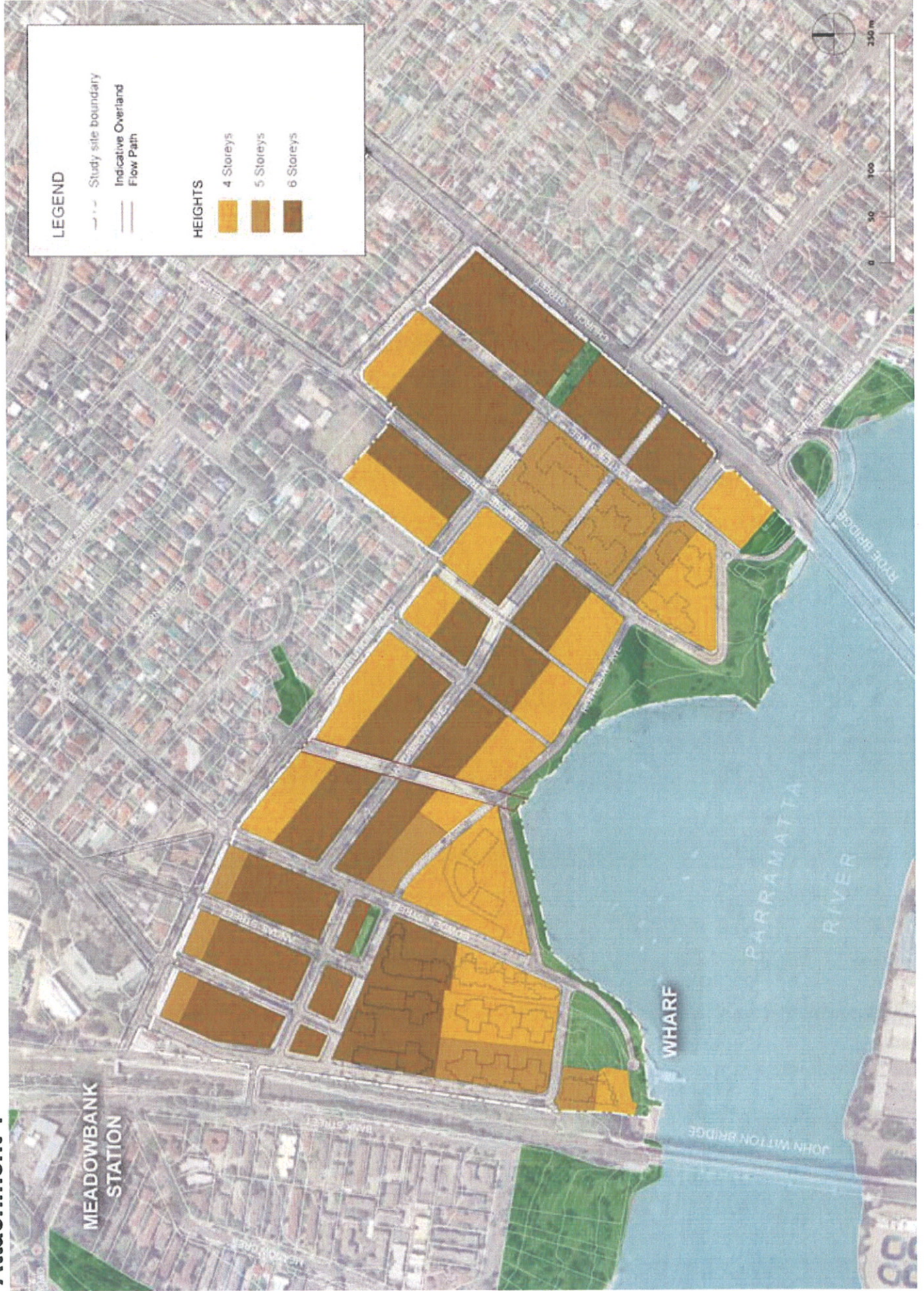
Insufficient information has been provided by the proponents to adequately determine whether the proposed stormwater system for the Project Application complies with *Part 8.2 Stormwater Management* of Council's *Development Control Plan 2010*. In this respect, the proponents must provide the model and parameters used in the design of the stormwater system.

Notwithstanding the above, the proponents must ensure that the stormwater pipeline to which the stormwater system will be connecting has adequate capacity to cater for the proposed amount of stormwater. This must give consideration to the stormwater resulting from the subject site and that from upstream properties. Additionally, all stormwater pits are to be located within the roadway rather than the road verge.

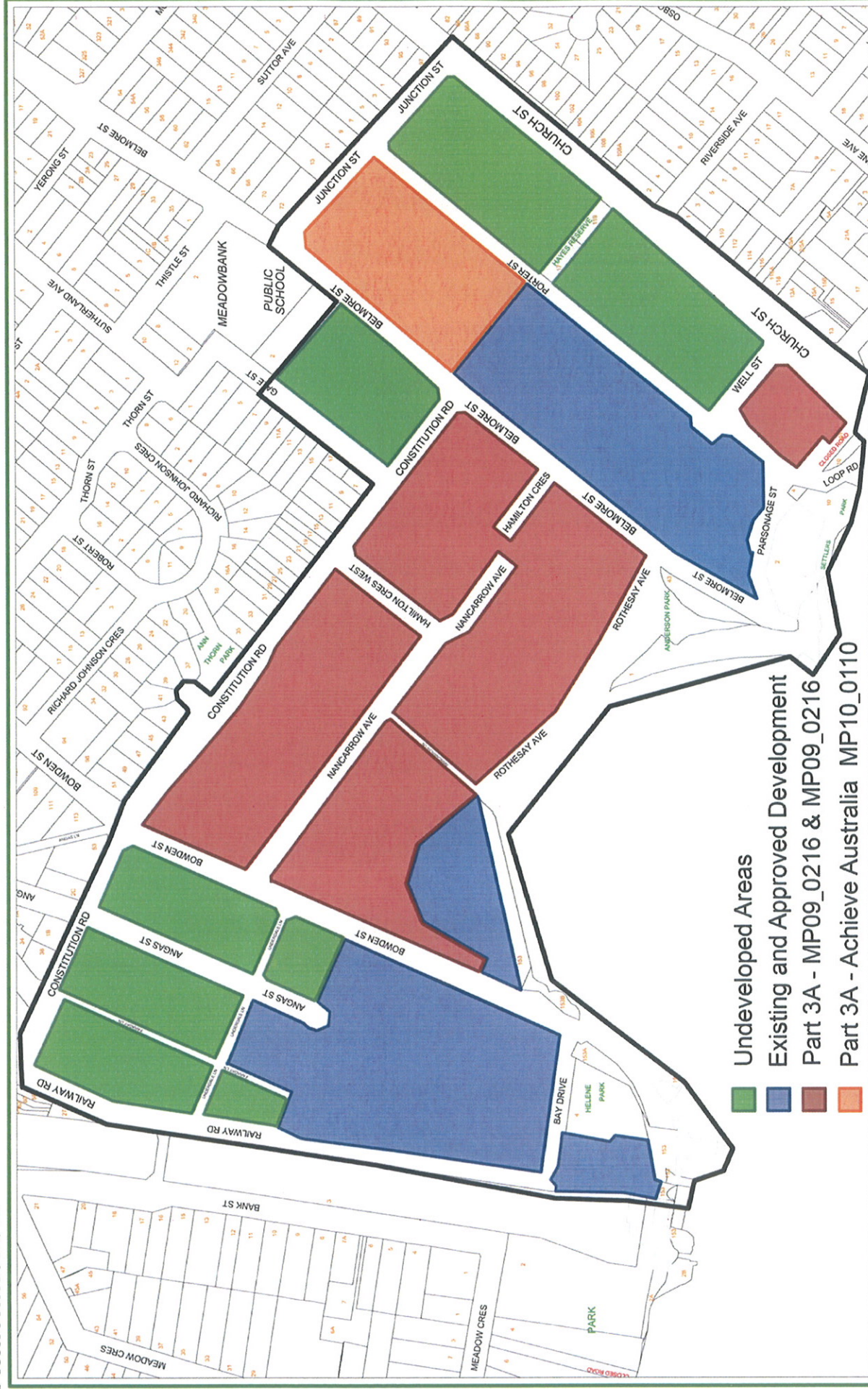
It is also noted that the subject site is affected by Overland Flow. In this regard, the proposal has failed to detail the impacts existing Overland Flow path on the proposed building. This must include consideration of the potential of the Project Application to interfere with the existing flood regime and the impact this may have on adjoining and adjacent properties. Consideration of the Overland Flow is to be undertaken against the flood management principles contained within the Eastwood and Terry's Creek Floodplain Risk Management and Study.

The proposed stormwater management system must fully comply with the requirements of *Part 8.2 Stormwater Management* of Council's *Development Control Plan 2010*.

Attachment 1



Attachment 2



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File Name: 17/09/2010
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26 February, 2011

Senior Traffic and Development Construction Engineer
City of Ryde
Locked Bag 2069
NORTH RYDE NSW 1670

Our Reference: 2011362RP4.DOC

Attention: Mr H Muker

Dear Harry,

**RE: REVIEW OF PROPOSED SHEPHERDS BAY URBAN RENEWAL
CONCEPT**

TAR Technologies Pty Ltd (TAR) has been commissioned by the City of Ryde Council to review a Transport Management and Accessibility Plan (TMAP) by Varga Traffic Planning Pty Ltd dated 19 November 2010. The plan was for a proposed change of industrial land to residential at Shepherds Bay.

INTRODUCTION

The proposed development includes land at Shepherds Bay at Meadowbank within the former Meadowbank employment area and includes Bowden, Belmore, Church and Waterview streets, Nancarrow and Rothesay avenues, Constitution Road and Hamilton Crescent West.

The site area as stated by the applicant has, *"approximately 72,200m² of cumulative floor area, however at the time of surveys 42,700m² or 59.2% of the total floor area was occupied."* *"The proposed development envisages 3,000 dwellings"*

The review of the Traffic Management and Accessibility plan by Varga Traffic Planning Pty Ltd included the following documents: Transport and Accessibility Plans (NSW Department of Transport, RTA) and the Guide to Traffic Generating Developments (RTA).

TMAP PRINCIPLES (DOT/RTA 2000)

A TMAP is a comprehensive assessment of the transport impacts (addressing both the movement of people and goods) of a major site development or re-development proposal; and

The identification of a package of appropriate transport measures (including infrastructure, services and demand management initiatives) for the proposed development, which will help to manage the demand for travel to and from the development, and in particular, reduce the demand for travel by private car and commercial vehicle.

TMAPS address local, district and sub-regional transport impacts and may include recurrent services as well as capital works. They are not Section 94 Contribution Plans.

A TMAP Agreement is a formal agreement between the proponent and relevant stakeholders on the content, timing and cost of the package of measures and on the funding of the measures.

The TMAP as set out in guidelines is to address the following components:

- ☐ Project Context
- ☐ The Project
- ☐ Initial Transport Assessment
- ☐ Transport Assessment of Proposal
- ☐ TMAP and Agreement

TAR Technologies Pty Ltd has critiqued the document provided by Varga Traffic Planning Pty Ltd against these categories for conformity, clarity and transparency in analysis.

PROJECT CONTEXT

The report does not identify the strategic context of the project and setting objective and performance measures for the TMAP. The plan should include targets for reducing private car use and not use major infrastructure works well outside the area as a basis for residents to travel conveniently, efficiently and sustainable.

The report has identified a number of Government plans and policies that affect the site that include existing and planned infrastructure projects in the region. However, the proposed development focuses mainly on pedestrian and cyclists to existing and proposed infrastructure. A lack of consideration for transport options to access rail and bus which are higher people movers has not been considered.

The fundamental objective of all TMAPs is to identify an agreed package of appropriate transport measures. These include:

- ☐ Manage the transport impacts of development;
- ☐ *Help reduce growth on overall VKT generated by development, both by cars and by commercial vehicles;*
- ☐ *Help reliance on the private car;*
- ☐ *Maximise the use of public transport, walking and cycling*
- ☐ *Allow freight movement, while managing the adverse impacts.*

While the report discusses maximising walking and cycling initiatives, none of the other transport measures are discussed. The site is near rail services but it is unclear how this facility can be maximised or how it can better accessed and used from the site. Furthermore, initiatives to improve bus travel into the existing bus network have not been provided such as opportunities for bus lanes or revised bus contracts.

The report should include the following key indicators:

- ☐ Site CO2 generation levels;
- ☐ Dollars invested in pedestrian and cycling facilities as a proportion of transport infrastructure investment;
- ☐ Future traffic volumes on key road and intersections;
- ☐ Public transport passenger numbers and trends on key passenger transport links;
- ☐ Regional VKT estimates;
- ☐ Appropriateness of car parking rates and parking rates for commercial/retail/community facilities

THE PROJECT

The description of the project is unclear and does not provide any basis for existing trip generation or travel demand. There is no information on the method of determining existing cumulative floor areas for industrial use or the proposed mix of land uses and urban form, population and employment densities, other than the statement, *“for the purposes of this assessment it has been assumed that up to 3,000 dwellings could be provided within the Shepherds Bay precinct...”*

The proposed household size, car parking and therefore car ownership, staging and key milestones for staging is also not included.

INITIAL TRANSPORT ASSESSMENT

Traffic flow

It is unclear how the assessment of capacity and congestion of the road network on a regional level was undertaken.

The travel data provided in the report appears to be based on intersection counts without any regard to trip generation by mode, freight or commercial activity and how this may be affected by the proposal.

There are no diagrams provided for forecast flows, the method of trip generation or distribution. Forecast flows seem to be based on a loose assumption that they will be a reversal of existing traffic flows.

Furthermore, the lack of data forecasting traffic flow does not allow the public to have any confidence in future intersection impacts.

The applicant has assessed the increase in trips by subtracting the current and fully developed industrial flows from residential flows. The method of reversing existing industrial trips as adopted by the applicant does not provide a solid basis on which to undertake modelling forecasts and is therefore inappropriate. Consequently, future year trip scenarios would also be flawed.

Network modelling assumptions have not been discussed and generally include:

- ☐ Network provision
- ☐ Land use and density;

- ☐ Staging and timing of development;
- ☐ Car ownership;
- ☐ Trip generation rates and trip distribution;
- ☐ Comparable sites;
- ☐ Destination for journeys to work;
- ☐ Mode shift.

The applicant appears to have assessed the adequacy of the road network capacity using an intersection analytical model (SIDRA). Given the scale of the development and influence on the nature of travel or transport, this type of assessment technique is considered inappropriate. Transport multipath assignment models ie EMME/2, Dynameq, SATURN are better suited for the key TMAP outputs such as mode choice, CO2 emissions, VKT, and overall network delay.

An indication of this is the low levels of congestion noted for the existing case in the report for intersections along Victoria Road. Furthermore, to strive for the objectives of a TMAP the influence of mode split, determination of route or routes between origins and destinations need to be undertaken by transport models.

CONCLUSION

In summary the TMAP should provide a clear set of impacts, issues, opportunities and objectives that have been properly assessed with accepted modelling techniques.

This TMAP is deficient in the following areas:

- ☐ Existing travel patterns, including freight
- ☐ Future travel patterns, including freight. The report discusses existing patterns for industrial traffic flow and that future flows after the introduction of residential development would be in reverse. This assumption is not supported by analysis, research or traffic surveys. This is not a solid basis on which to undertake any detailed network modelling and to be able to confidently derive future intersection impacts. The method of analysis has not been discussed without any supporting information on trip distribution

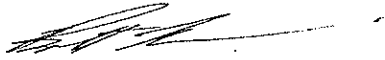
throughout the site or at intersections, for example, the selection of comparable sites for forecasting trip generation rates

- ☐ Appropriate modelling techniques
- ☐ Discussion on mode split targets (desired outcomes in transport and travel terms) agreed by the TMAP Project Control Group
- ☐ Regional VKT estimates
- ☐ Discussion on site CO2 generation levels
- ☐ Discussion on proposed staging and key milestones in the staging (from a trip generation/travel demand perspective)
- ☐ Information on demographics of site (household sizes, car ownership, life cycle stage)
- ☐ Identification of issues to be considered in the transport assessment
- ☐ Assessment of the effects of possible increased demand on transport services
- ☐ Discussion on parking distribution and adequacy
- ☐ Estimation of the transport modes by which person or freight will choose or be required to use between origins and destination
- ☐ Option testing in transport modelling
- ☐ Sensitivity testing for the following:
 - proposed land uses, densities and staging;
 - demographic changes including household size and socio-economic group, car ownership and use levels;
 - trip generation rates for various land uses;
 - trip purposes and selected modes;
 - forecast years, regional development and population changes;
 - provision of remote and/or independent transport infrastructure that may influence travel behaviour; and
 - variations in travel cost.
- ☐ TMAP evaluation and monitoring

Using an appropriate multi-modal transport model would assist in overcoming many of the report deficiencies and be able to evaluate the effectiveness of

potential measures to reduce those impacts. The key outcomes of the model would be to identify pre-existing deficiencies in the transport system, including public transport and access. Assess the effects of any increased demand for transport services. Test alternative strategies to mitigate impacts and recommend transport improvements and public transport strategies.

Yours sincerely,
for TAR Technologies Pty Ltd



Brett Morrison MEngSc(UNSW), MAITPM, ACEA
Director