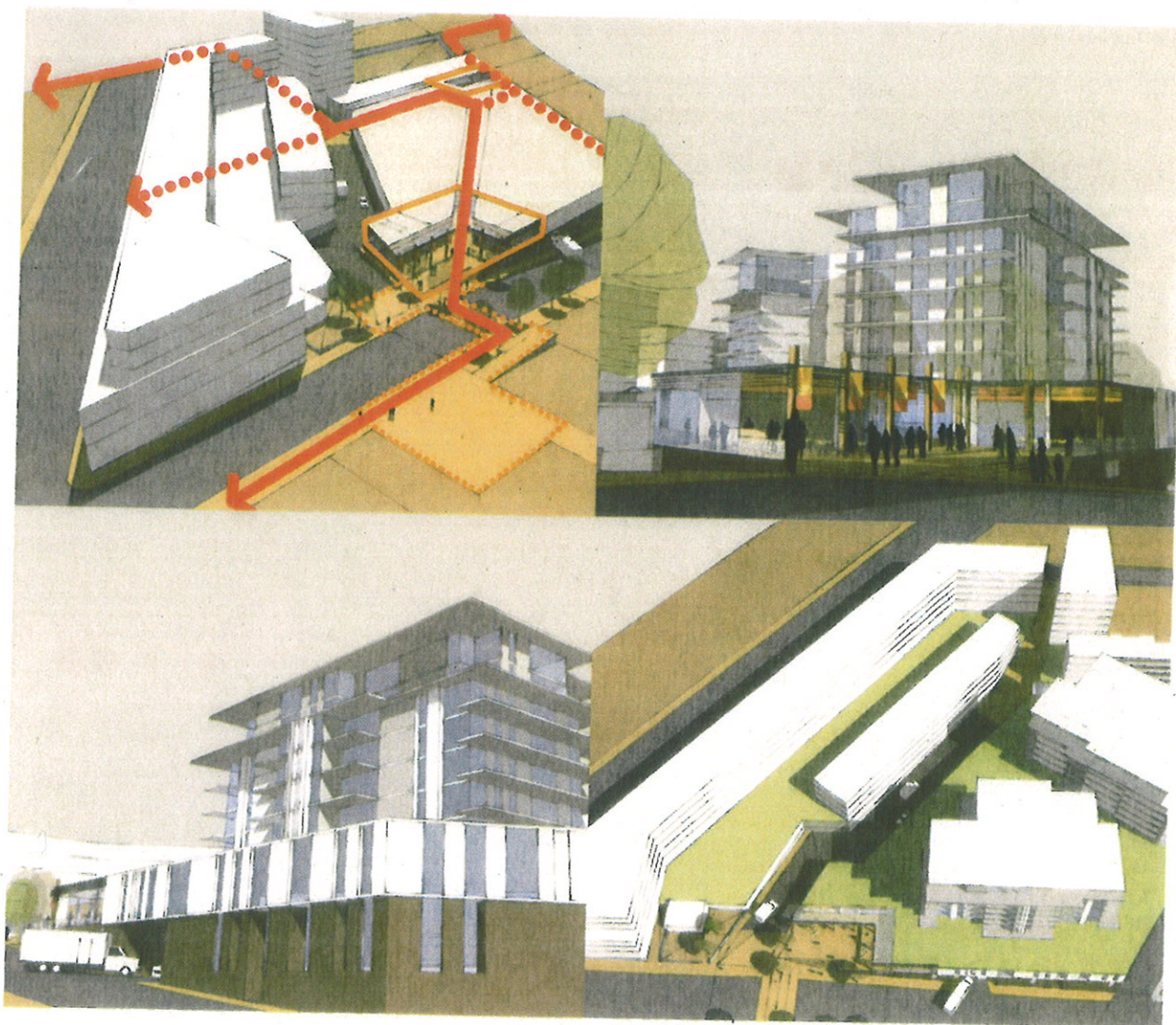

Hunters Hill Council



Gladesville Town Centre: Review of controls for Block 21

December 2009

B R E T T N E W B O L D
urban planning + urban design

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Conclusions + recommendations



Figure One: Recommended plaza + building heights
viewed from the corner of Cowell Street + Victoria Road

1 The civic space

- i Due to numerous site + development constraints, a plaza facing Cowell Street is the preferred location for a civic space within *Block 21*.
- ii Provision of this open space depends upon co-ordinated redevelopment of Hunters Hill Council lands in conjunction with Gladesville Shopping Village holdings.

2 The proposed new road

- i In the form which is described by the DCP, a new road between Cowell and Massey Streets is neither feasible nor desirable.
- ii However, an accessway must be provided along the rear of all properties which face Victoria Road in order to maintain existing rights of way, as well as to guarantee reasonable daylight and ventilation for future redevelopment upon those properties.



Figure Two: Recommended heights + form
viewed from the corner of Cowell + Flagstaff Street

3 Height of buildings

- i Five storey building heights and stepped forms, which the current controls specify for properties facing Victoria Road, would not have adverse impacts upon streetscape or amenity.**
- ii Specified heights and forms would not prevent financially-feasible redevelopment of Victoria Road properties, but current requirements for off-street parking would reduce the viability of mixed use redevelopment on any site that is narrower than 25m.**
- iii Upon the GSV + Hunters Hill Council landholdings, heights and envelopes specified by the current controls would not deliver financially-feasible redevelopment according to the benchmark which is provided by the LEP's maximum FSRs.**
- iv A financially-feasible quantum of floorspace upon those properties (ca 2.7:1) requires buildings of up to nine levels + heights to 34m above existing ground in order to accommodate two retail levels, plus up to seven residential storeys which should be setback at least 10m from street frontages.**
- v Mixed-use redevelopment with up to nine storeys should deliver significantly-higher standards of residential amenity than the current seven storey controls without adversely impacting character or amenity of the surrounding environment.**

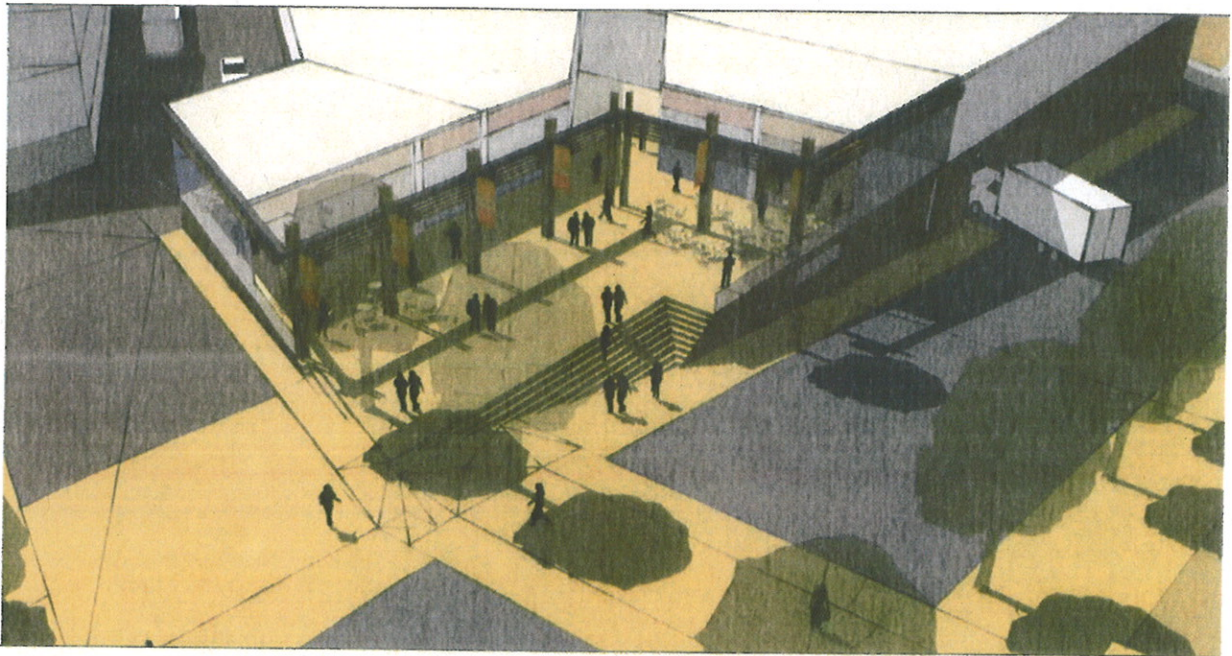


Figure Three: Recommended plaza + active backdrops
viewed down Cowell Street from Victoria Road

4 Amendments to planning controls

- i Development controls for the GSV + Hunters Hill Council holdings should specify details of a new civic space to ensure highest-possible standards of civic quality and public amenity:**
 - a location, dimensions and levels;**
 - b associated active retail frontages and mall entrances;**
 - c “at grade” access to Cowell Street and protection from traffic;**
 - d standards of sunlight and wind-protection;**
 - e complementary street improvements.**
- ii Planning controls should be amended to delete the DCP-roadway between Cowell + Massey Streets which should be replaced by an accessway which consolidates existing rights-of-way:**
 - a up to 8.5m wide;**
 - b located primarily upon GSV + Council holdings;**
 - c guaranteeing vehicle access and daylight to the rear of Victoria Road properties.**
- iii Maximum height for redevelopment upon the GSV + Hunters Hill Council landholdings should be increased to permit nine levels + up to 34m within the maximum FSR that is currently-permissible:**
 - a up to seven new levels above the existing retail building.**

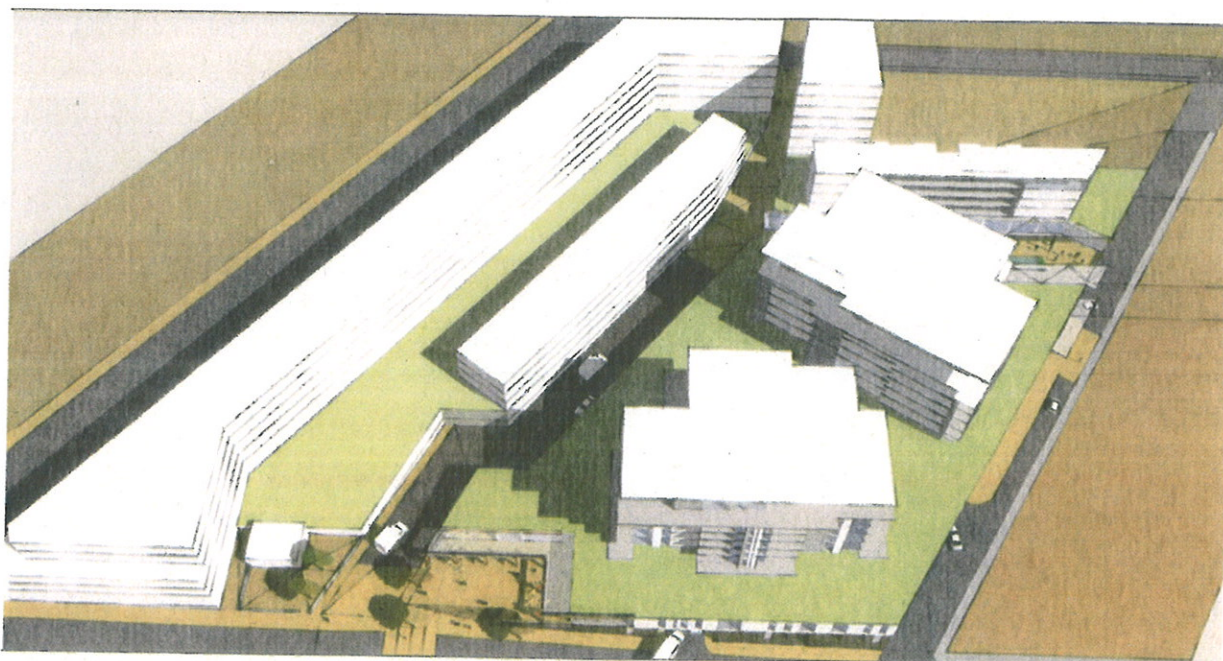


Figure Four: Desired outcomes for the amended planning controls
Victoria Road properties to the left / consolidated RoW at centre / GSV + HH at right

- iv **Related to building height, envelope controls that are specified by the DCP should be simplified and adjusted:**
 - a defining profiles for “perimeter” facades only;
 - b retaining height and profile of the existing GSV building along Flagstaff Street, extending around the corner into Cowell Street;
 - c delegating “internal” design of residential forms to compliance with SEPP 65 design principles and guidelines.
- v **Development controls for the GSV + Council holdings should provide detailed guidelines and performance criteria to ensure highest-possible standards of civic quality and public amenity:**
 - a requiring new mall entrances from Flagstaff and Cowell Streets (the latter associated with the new plaza);
 - b nominating facades and frontages which should accommodate shops or display indoor activity;
 - c specifying the location of consolidated loading docks and entrances (a minimum distance from the Cowell Street plaza);
- vi **Parking requirements for mixed use redevelopment upon any Victoria Road property should be reviewed:**
 - a provisions for retail and commercial floorspace should be reviewed in light of the Master Plan’s “park once” strategy;
 - b this review should promote a town centre parking strategy which would be appropriate for this location on a bus corridor.

1 This report: its purpose + preparation



Figure Five: *Block 21* in the Gladesville Town Centre

This report reviews planning controls for *Block 21* in the Gladesville Town Centre according to the resolution by Hunters Hill Council on 22 June 2009:

- i Confirming appropriate heights for buildings;
- ii Deleting the requirement for a new roadway between Cowell and Massey Streets;
- iii Reinstating the civic space which was recommended by the Master Plan as a focal point to draw pedestrians from the *Gladesville Shopping Village (GSV)* back to Victoria Road.

This report is based upon:

Review of Council's plans and policy documents:

Revitalising Gladesville Town Centre and Victoria Road: Master Plan Report by Annand Allcock Urban Design ca 2005

Draft Gladesville Town Centres and Victoria Road Development Control Plan 2007: Russell Olsson and Associates December 2008

Hunters Hill Draft LEP 2007

Report to Council addressing the outcome of public exhibition for the Gladesville Town Centre's draft planning controls: 22 June 2009

Planning controls for improvements to Cowell Street

Technical reports which supported the town centre master plan and draft planning controls:

Commercial Assessment: Sphere Property Corporation November 2006

Master Plan Economic Sustainability: HillPDA December 2005

Parking and Access Study: TAR Technologies September 2007

Heritage Assessment: Paul Davies Pty Ltd March 2005

Workshops to investigate concerns and review preliminary conclusions:

One workshop with Councillors and the General Manager of Hunters Hill Council

Two workshops with the Council's *Gladesville Reference Group* which were attended by local residents, business and property owners, plus representatives from the Gladesville Chamber of Commerce

Meetings with property owners or representatives:

Meetings with the Marchi family and Reg Cain as the owners of two strategically-located properties which face Victoria Road or Massey Street.

Meetings and a tour with centre managers for the *Gladesville Shopping Village*

One meeting with representatives from the Gladesville Chamber of Commerce followed by a tour of the centre

Discussions with project architects engaged by the GSV's owner to investigate strategic development opportunities

Review of redevelopment concepts for the Gladesville Shopping Village:

Options for comprehensive redevelopment prepared by architects *Buchan Group* including multi-storey residential buildings above a rebuilt shopping centre

Options for staged expansion of the existing GSV prepared by architects in association *Beraldo Design* and *Bernard Young Design Group*

The assistance which has been provided by individual property owners, business operators and their representatives, together with Council officers, is acknowledged and appreciated.

2 Analysis

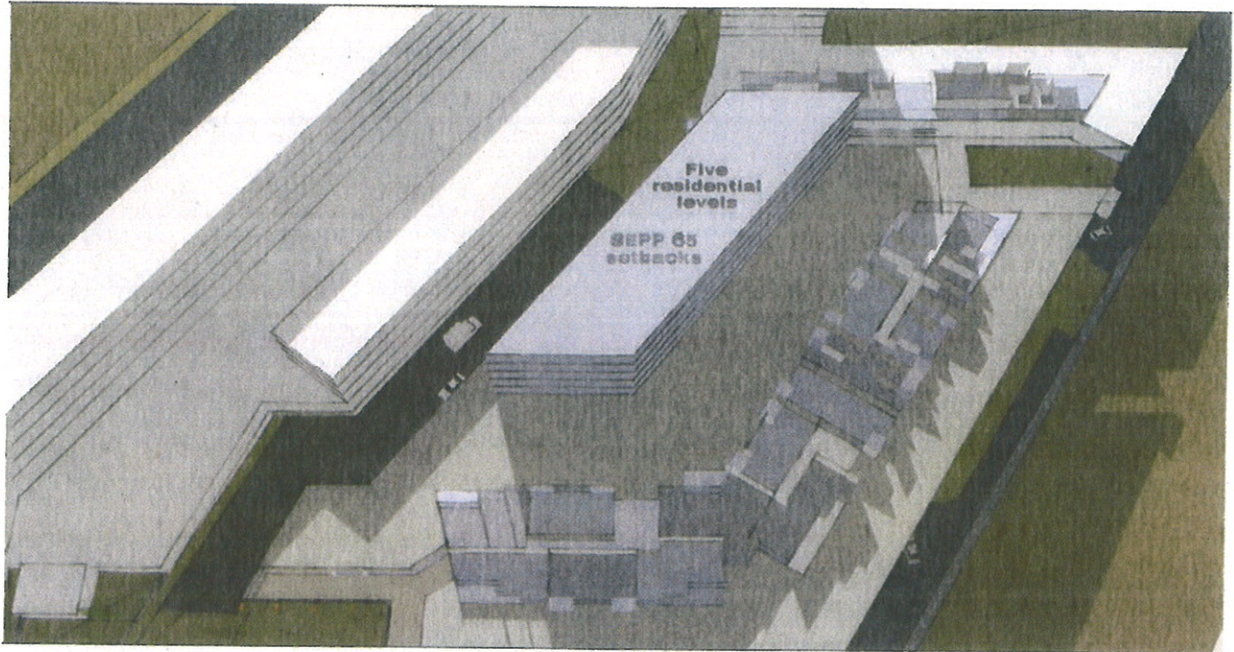


Figure Six: Viability of the current planning controls
aerial view with Victoria Road to the left / Flagstaff Street to the right

This section outlines detailed analysis which has guided conclusions and recommendations by this report:

Firstly, in relation to the "structure" of Block 21:

Features and networks which influence the way in which this block currently "functions", and which determine options or the most-desirable directions for future development and civic improvements.

Secondly, estimates of development potential for properties facing Victoria Road which comprise the western development precinct in Block 21, according to the current LEP + DCP:

Having regard for dimensions which define of existing properties, or which are typical of residential developments and basement carparks that are required to service any development.

Finally, a review of development potential provided by current controls for the combined GSV + Council holdings which comprise Block 21's eastern development precinct:

Noting the impact of SEPP 65 in relation to the size and configuration of residential "floorplates", as well as structural capability of the existing Gladesville Shopping Village to support "airspace" development.

i Features of Block 21



Figure Seven: Constraints of property + access

Dimensions of properties plus existing rights of way are significant for the likely rate and scale of future redevelopment:

Dimensions of individual properties determine whether site amalgamation is necessary to accommodate future development:

Along Victoria Road: frontages are from 5.5m to 14m with depths from 24m to 60m plus.

The existing GSV: approximately 68m wide by 81m deep (including rights of way).

Townhouses at the corner of Massey and Flagstaff Streets: approximately 5.5m by 32m.

In Block 21, only a handful of properties are controlled by the same owner:

Owners of the GSV also control at least one other property plus a number of apartments.

Rights of way (mauve dotted arrows) are significant constraints:

Providing legally-defined access to properties along Victoria Road, these cannot be removed.

Shopping centre leases represent are significant considerations:

Major tenants typically enjoy benefits of long leases which cannot be broken without exorbitant buy-back costs for landowners.

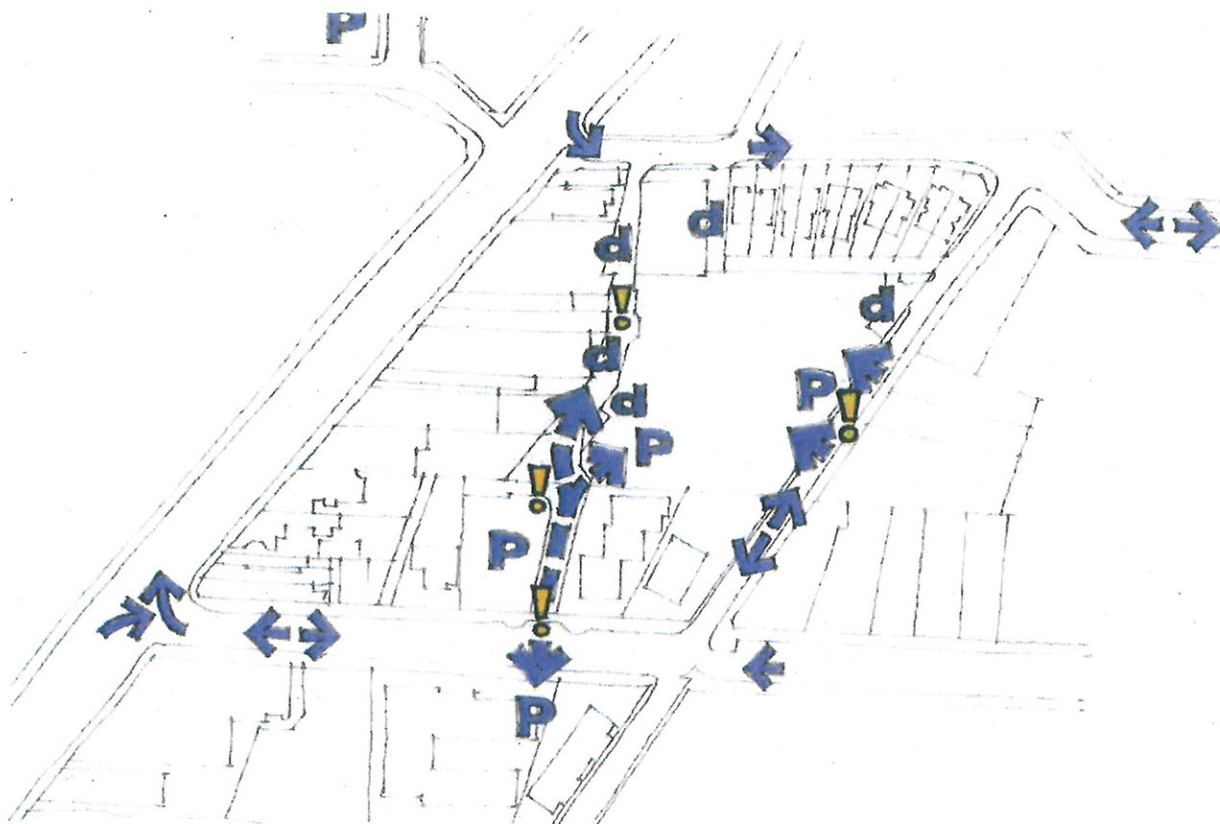


Figure Eight: Existing vehicle access + issues

Current traffic management in and around *Block 21* compromises safety and convenience of accessways and existing development:

Local streets accommodate a mixture of one and two way traffic.

Most shopper parking is located beneath the GSV with access from Flagstaff Street:

Narrowness of that street results in very poor sight lines for cars exiting this carpark, and contributes to exit manoeuvres which were observed to sweep into the path of oncoming traffic.

A complicated internal layout combined with poorly-positioned entrance ramps contributes to indoor "congestion" within this carpark which was observed to be close to capacity even at "off peak" times during the week.

A minor proportion of street-level parking is provided by Council's Cowell Street carparks.

Location of GSV delivery docks increases conflict between traffic and pedestrians:

In particular, the south-western supermarket dock which is accessed via rights-of-way and the Council's temporary carpark compromises the safety of pedestrians and shoppers using either Council's carpark or the GSV carpark.

Deliveries to Victoria Road properties accentuate these conflicts and safety concerns:

In particular, BWS and adjoining properties are serviced by delivery vehicles which must travel past the GSV's main pedestrian entrance.

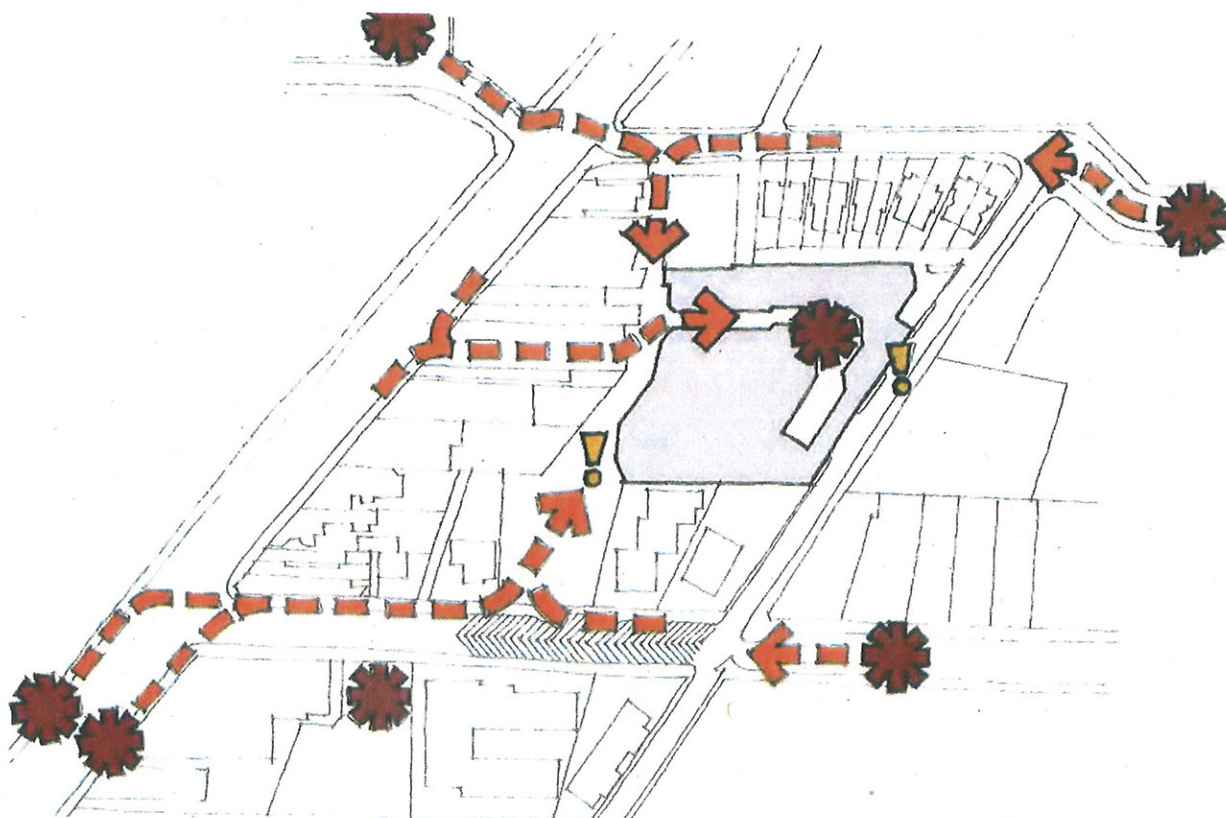


Figure Nine: Existing pedestrian access + issues

Pedestrian networks are fundamental to success of any town centre and vibrancy of the public domain:

Strong "desire lines" are evident at all four corners to *Block 21*, but safe and convenient access from these quadrants is either compromised or obstructed:

The *GSV* is the primary destination in *Block 21*, and perhaps, for the town centre as a whole. From locations to the west, pedestrians access the *GSV* via rights of way which are shared by delivery vehicles as well as by shoppers' vehicles accessing the *GSV* carpark.

Residential neighbourhoods to the immediate east have no direct access to the centre, and rely upon unnecessary vehicle trips or unsafe access via carpark exits to Flagstaff Street.

Also related to these residential neighbourhoods, convenient access to the town centre as a whole is compromised by steepness of the footpath gradient in Cowell Street.

Design and internal layout of the *GSV* do not optimise the distribution of pedestrians across the town centre as a whole:

There is only one formal pedestrian entrance at the north-western corner which is located opposite the Gladesville Arcade, and as noted, no access from Flagstaff Street.

In conjunction with poor external access for pedestrians, the dead-ended mall layout creates an "inward focus" which encourages access by car, and which tends not to "share" pedestrian traffic with the town centre as a whole.

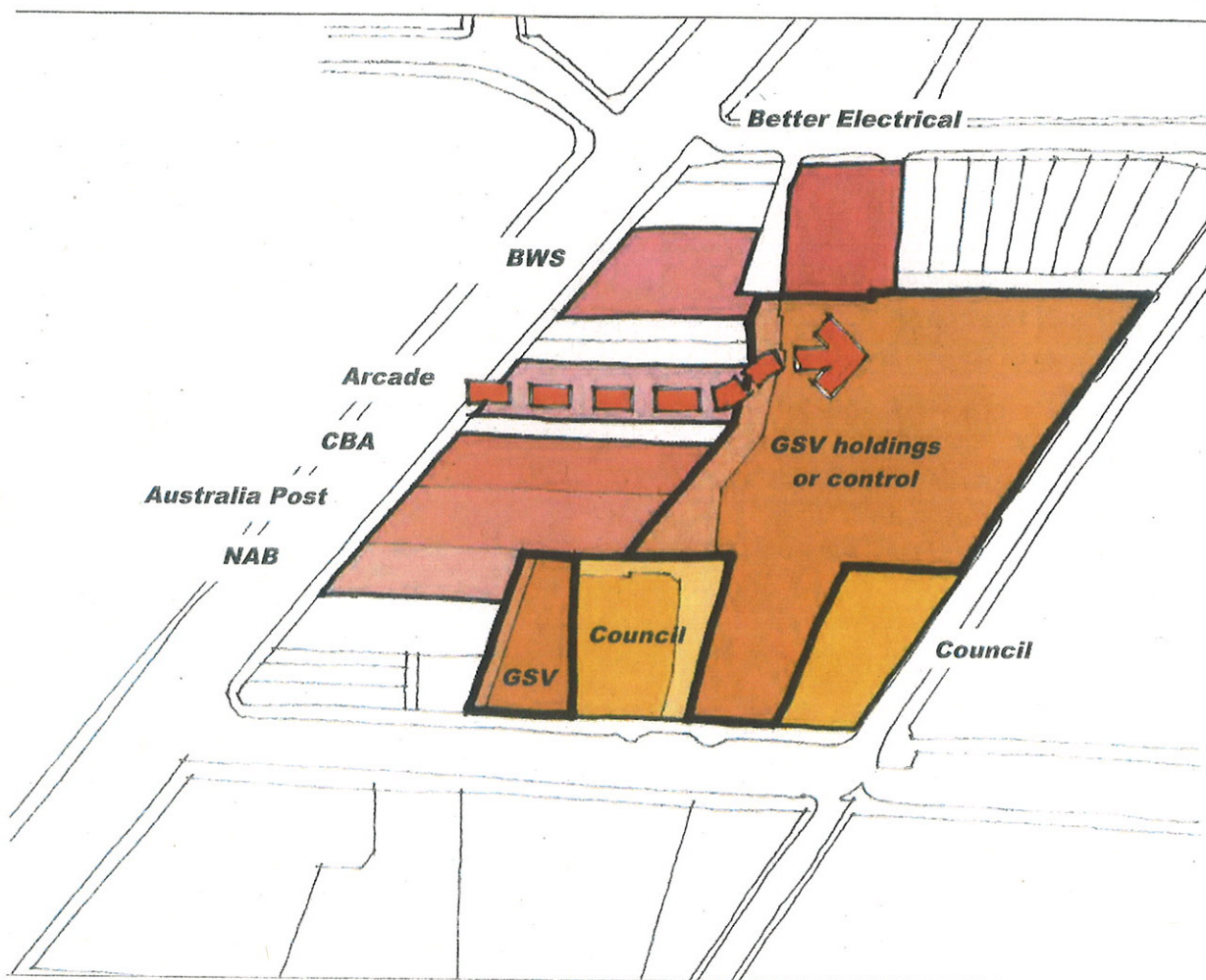


Figure Ten: Potential redevelopment sites

Future redevelopment of Block 21 and provision of a civic space depend upon size and shape of potential development sites:

The largest single holding is owned or controlled by the GSV:

Comprising the existing supermarket-based centre plus two properties fronting in Cowell Street. The combined holding has an area of approximately 7,500m².

Hunters Hill Council is the second major landholder in Block 21:

Property holdings include the temporary carpark on the northern side of Cowell Street and the cottage property at the corner of Cowell and Flagstaff Streets.

Council's General Manager has confirmed that both properties currently are classified as operational lands and potentially are available for future redevelopment.

Council's holding has an area of approximately 2,000m².

The next largest single holdings have areas between 750m² to 800m²:

These include the former Woolworths supermarket (currently BWS), the *Better Electrical* store fronting Massey Street, the Post Office and the CBA property.

Future redevelopment must retain or renegotiate existing Rights of Way:

The current network primarily links Cowell Street to the laneway of Massey Street, as well as two "dead-end" RoW's which service properties near the corner of Cowell Street and Victoria Road.

ii Options for the civic open space

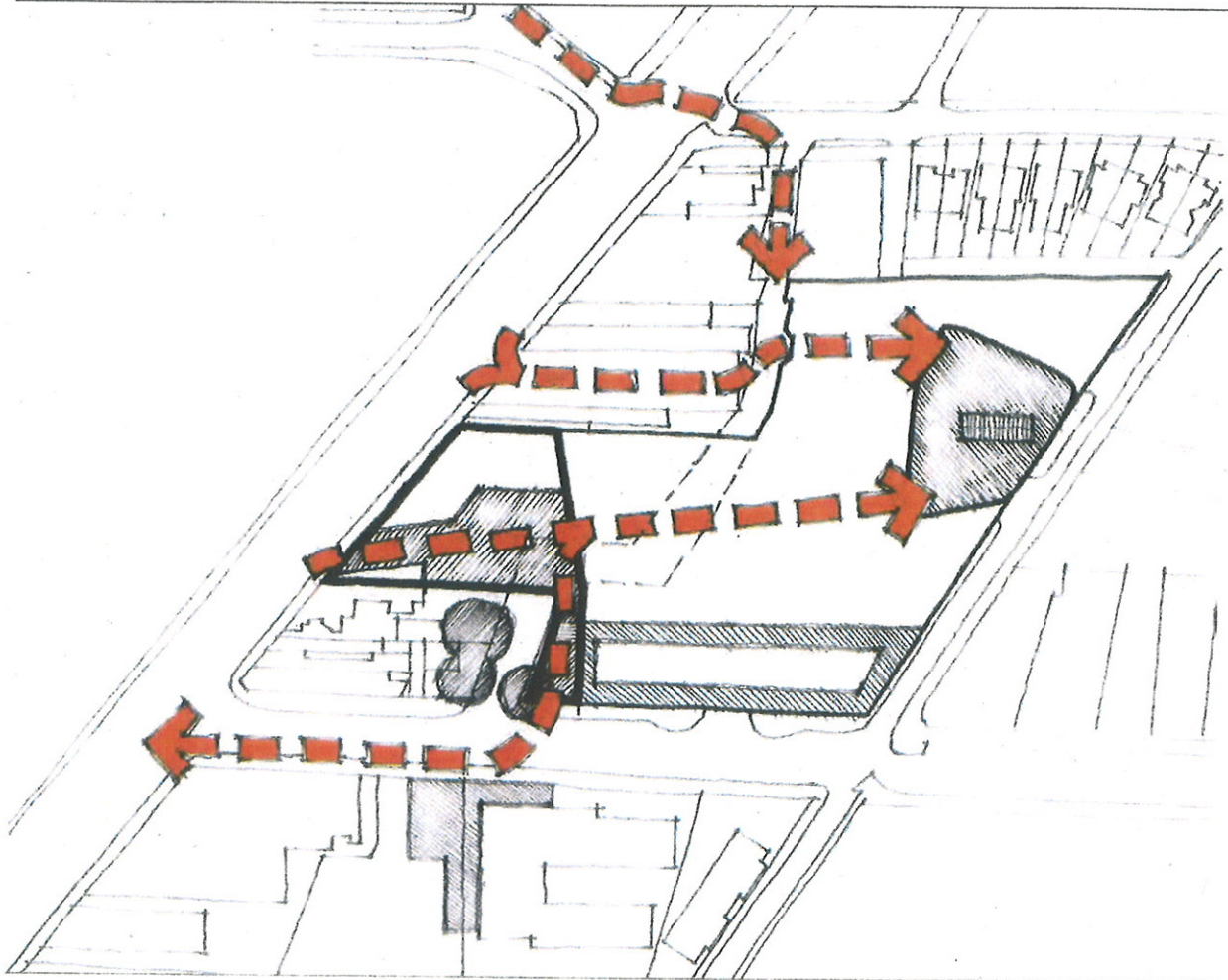


Figure Eleven: Victoria Road plaza - *not preferred*

Within *Block 21*, available and likely development sites indicate only two possible options for a civic space:

- 1 Facing Victoria Road and situated upon the Post Office and NAB properties;
- 2 Facing Cowell Street on the combined GSV + Hunters Hill Council holdings.

A civic space facing Victoria Road is not the preferred option:

This location would not optimise the level or distribution of pedestrian activity:

As a pedestrian conduit, it would compete directly with the adjacent Gladesville Arcade.

For delivery of the civic space to be financially-feasible, this location would require significant property-amalgamation:

A "site" width of at least 30m is necessary for the plaza and associated shops.

"Airspace" development upon this site would not be possible without severely overshadowing the plaza, highlighting the need to "transfer" floorspace to a larger site (GSV + Council holdings).

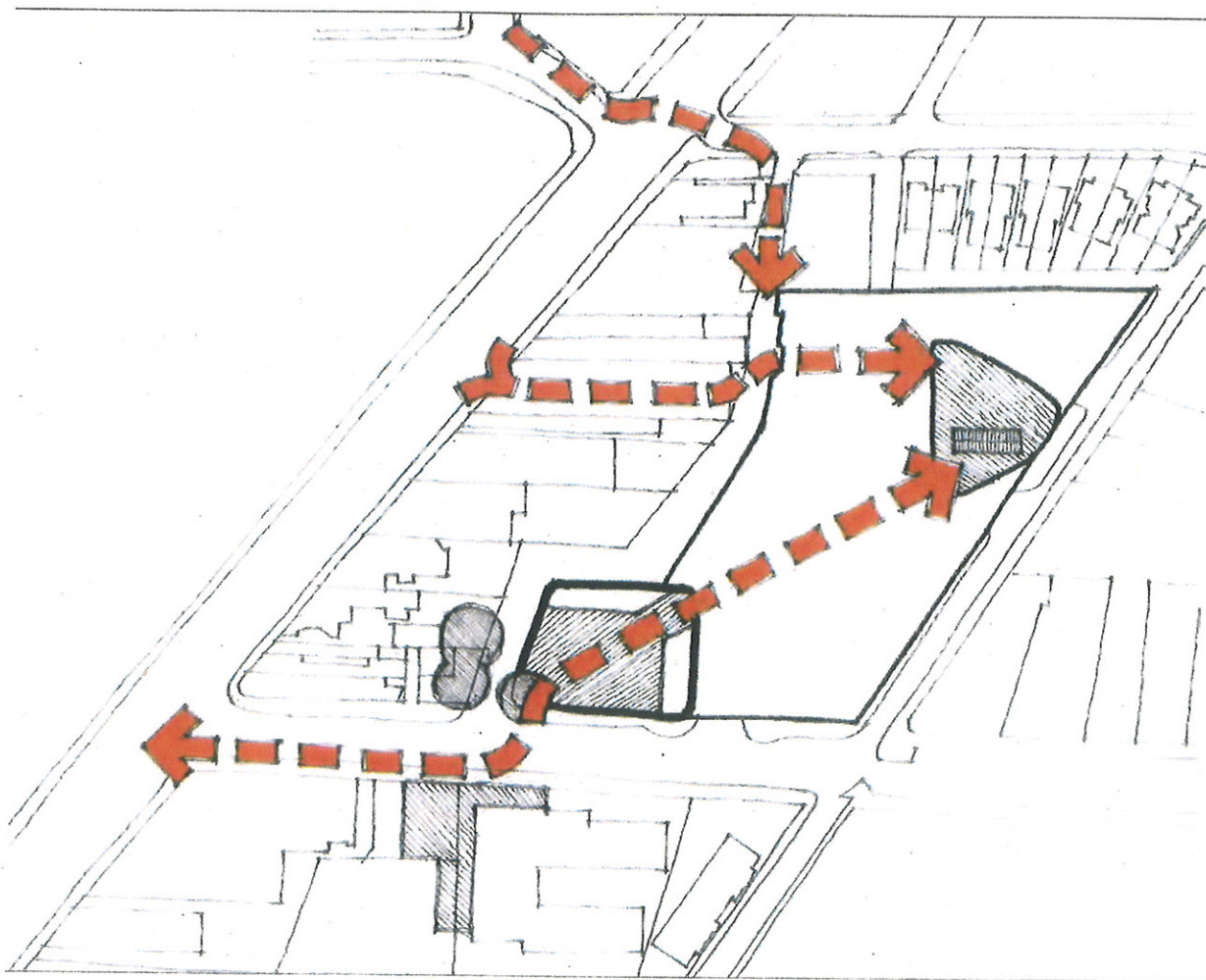


Figure Twelve: The preferred Cowell Street plaza

Cowell Street is the preferred location for a plaza:

In this location, a plaza would contribute to the most-effective distribution of pedestrian activity through the town centre:

In this location, a plaza would provide a third point of access to the GSV from businesses and residential neighbourhoods which are located immediately to the west and south-west.

In relation to those "origins" for pedestrian activity, a plaza in this location would offer the most-open and visible setting for outdoor activity, and would provide an effective forecourt to an expanded GSV.

Furthermore, a plaza in this location would feed off Council's proposed street improvements and projects in Cowell Street, contributing to activation of this street by pedestrians and businesses.

Finally, this location would be least likely to compete with, or to undermine, the Gladesville Arcade's role as a pedestrian conduit.

As part of a larger development site, this location would present fewer commercial obstacles to delivery of a plaza than the alternative location:

The plaza in this location would require amalgamation of only two property holdings.

On this potential "site", building height could readily be distributed so that the plaza would receive reasonable sunlight.

ii Victoria Road properties

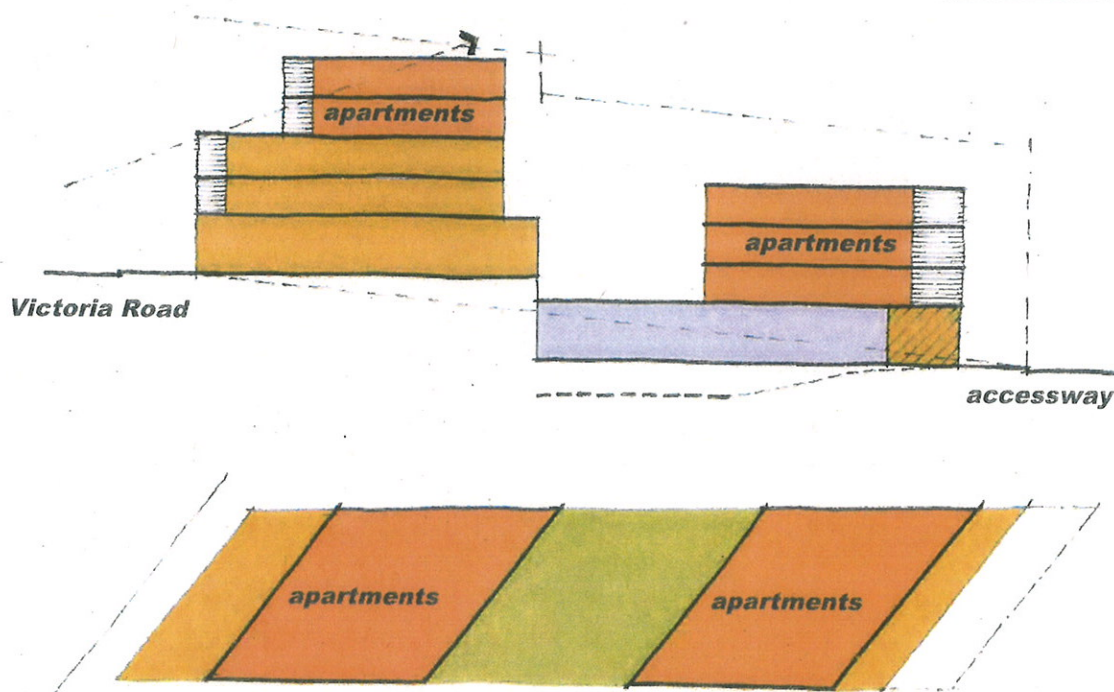


Figure Thirteen: Development potential for Victoria Road properties
cross-section + plan showing two residential blocks

Development potential of current planning controls has been estimated for a typical mid-block property:

Dimensions of allotments are a critical consideration:

This allotment is approximately 61m long by 13m wide.

Typical dwelling floorplans may be accommodated within these dimensions:

Two x two bedroom apartments may be accommodated by this width *provided that* bedrooms in each dwelling have a "staggered" configuration (rather than the conventional "parallel" arrangement)

A total of fourteen x two bedroom apartments may be accommodated:

Within two buildings that are separated by 12m per SEPP 65 design guidelines.

Current DCP controls allow larger apartments on lower storeys in the Victoria Road building.

Retail or commercial floorspace has been included at street level:

Approximately 325m² facing Victoria Road plus a further 40m² facing the accessway

Current parking codes would require a total of 31 spaces for this development:

Due to limited site width, parking would be limited to a single basement level which accommodates only 18 spaces.

The majority of this parking shortfall results from retail and commercial floor area which would require 1 space per 25m² of floor space.

iii GSV + the Council holdings

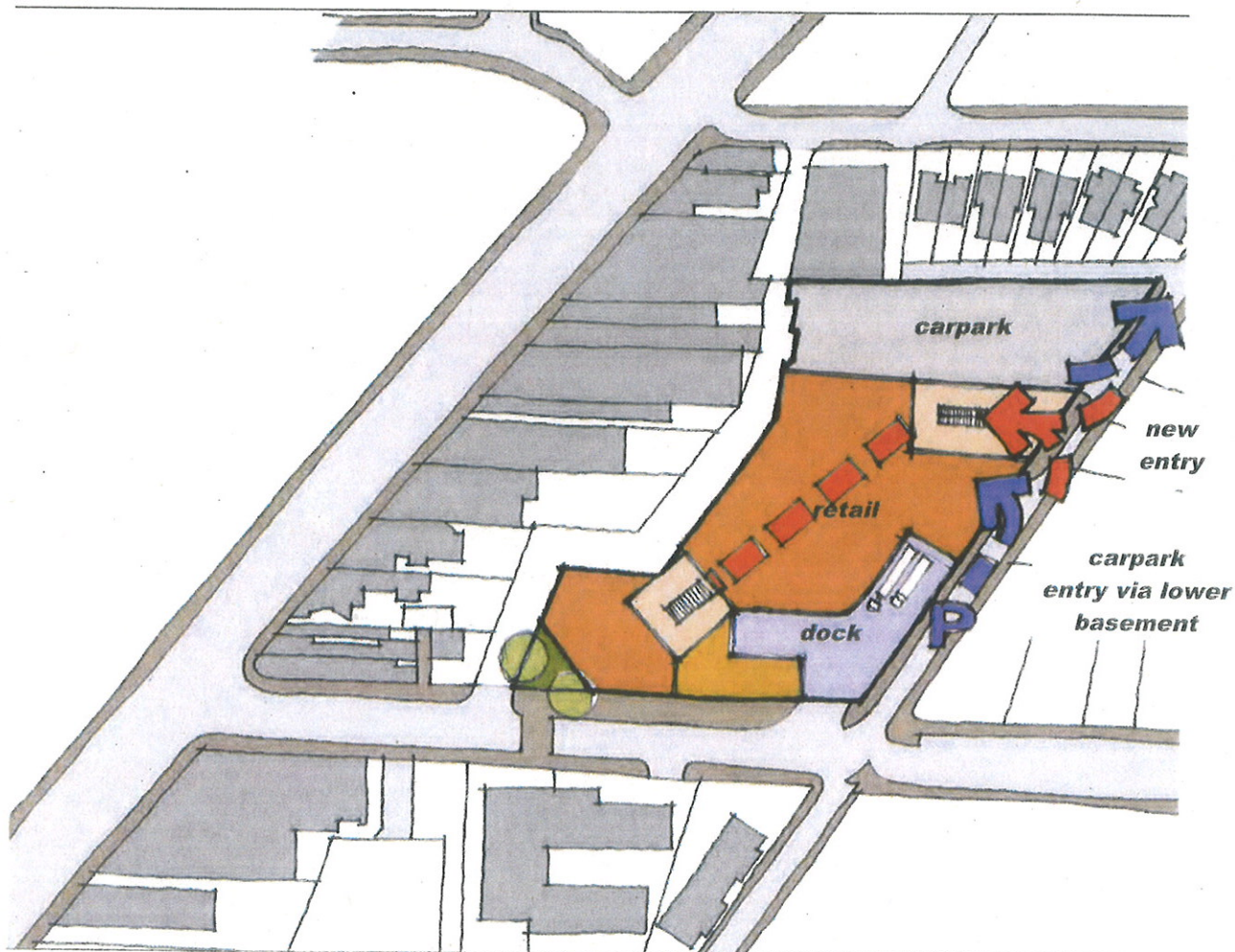


Figure Fourteen: Concept layout for the extended GSV
Flagstaff Street level showing retail areas + malls, delivery dock + parking

Retail floorspace is a pivotal element for any redevelopment of these properties:

Development potential has been estimated from concept plans addressing a market brief which was provided by the centre's current owner:

Approximately 25% of the combined "site" would be required to accommodate a plaza together with consolidated rights-of-way to properties which front Victoria Road, leaving approximately 7300m² available for building development.

Estimated retail potential is approximately 10,000m² or an FSR of approximately 1:1:

An "ambitious" estimate for extension of the existing upper level indicates an absolute maximum GFA of 6500m² (excluding mall spaces, plant rooms and lifts), which is 90% of the available area.

Extension of the lower retail level could provide up to 4000m² of retail GFA (excluding malls, plant rooms, delivery docks and parking areas).

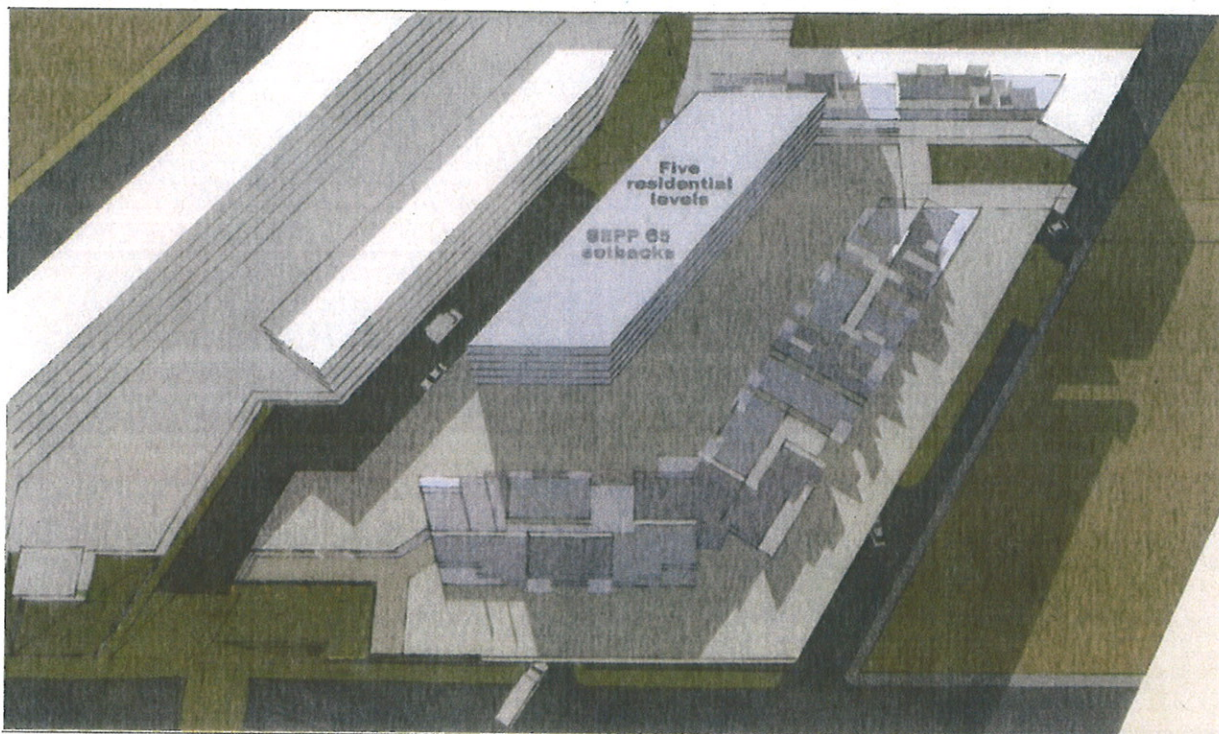


Figure Fifteen: Residential development + 3pm winter shadows
typical residential floorplan with Victoria Road to the left / Flagstaff Street at right

Financially-feasible redevelopment occupying the full FSR which is permitted by current controls would require approximately 16,000m² of residential floor area:

Assuming that retail GFA would not exceed 10,000m², five residential levels would require over 150 lineal metres of buildings that are 20m deep:

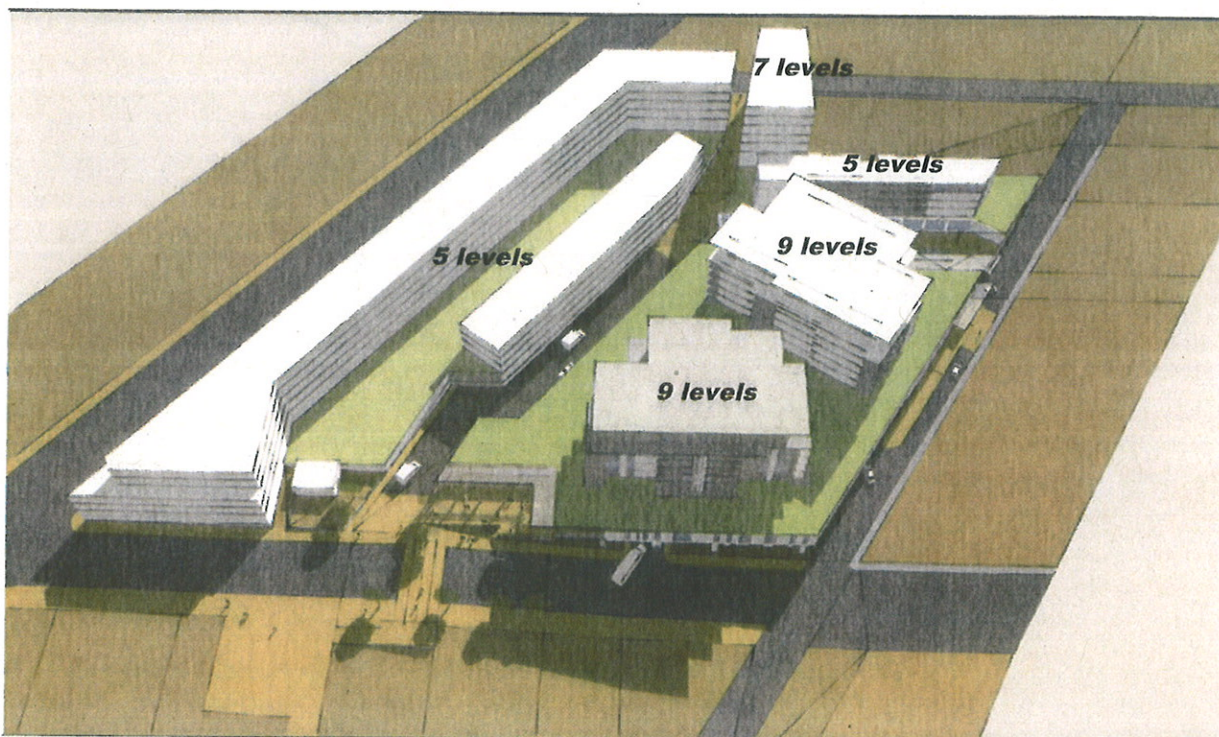
The resulting "street-wall" configuration with two rows of buildings flanking a central courtyard would be consistent with the current DCP (although buildings would be deeper than specified by the DCP's block plan).

However, such a building form would not comply with SEPP 65 requirements in relation to residential amenity:

Figure Fifteen demonstrates that an unsatisfactory proportion of future dwellings would receive sufficient sunlight due orientation of this "site" (and consequently, of the street-wall buildings which are required by the DCP), and this situation would be compounded by overshadowing from adjoining buildings on this site or neighbouring properties.

To satisfy the SEPP's requirements for sunlight, ventilation and privacy, smaller buildings with reasonable separation from their neighbours would be necessary.

Consequently, GFA within a seven storey limit would be substantially less than the LEP's maximum FSR which is considered to be the yardstick for financial feasibility.



**Figure Sixteen: Viable residential development
up to seven levels taller than the existing retail development**

The maximum FSR could be accommodated by residential development over up to seven levels, comprising:

Two "broad" towers of nine storeys, each with 950m² GFA per level:

Accommodating five x 3 bedroom apartments per level.

With a corner configuration for 80% of dwellings which would exceed SEPP 65's natural ventilation requirements.

With more than 70% of dwellings receiving three or more hours sunlight daily.

Providing reasonable privacy separation between dwellings, or if not, incorporating appropriate privacy-screens for balconies and windows.

A single narrow block with four storeys that each contain 750m² GFA per level

Accommodating two x three bed apartments and two x two bed apartments per level.

With northerly aspects for all apartments, and effective cross-ventilation if balcony access is provided.

Maximum heights for these buildings would be up to 34m above existing ground level:

Seven residential levels would require approximately 22m, with SEPP 65-compliant floor-to-floor heights plus allowance for a taller penthouse storey or roof feature.

The existing GSV building is up to 12m above existing ground (measured at a point 10m back from Flagstaff Street to reflect the recommended tower setback).

Due to sloping topography, western ends of the nine level buildings would be approximately 28m above existing ground.

The 34m height is recommended according to definitions in the *Standard Instrument* (the template for local environmental plans) which specify "maximum building height"

Note: this estimate has assumed that GFA of any retail redevelopment would not exceed 10,000m².

This estimate assumes that apartment buildings would be constructed on top of the existing GSV:

This would appear contrary to advice which has been provided by GSV design consultants and the current centre managers:

Structure of the existing GSV includes footings and columns which are not capable of supporting additional "airspace" development.

Although preliminary investigations commissioned by the centre managers have confirmed that structural reinforcement is feasible for the existing GSV, staging of reinforcement works would most-likely require the relocation of some tenants, or the temporary closure of some tenancies.

Options for expansion of the GSV that are currently being investigated by the GSV consultants do not include "airspace" development above the existing building, primarily to avoid excessive costs for construction and "buy-back" of leases.

Nonetheless, assumption of "airspace" development above the existing GSV is not unreasonable due to the strategic timeframe which applies to new planning controls:

Sub-regional strategies prepared by the NSW Department of Planning provide the strategic foundation for new planning controls, and they estimate growth until the year 2031.

Over a 20 year timeframe, substantial redevelopment of the existing GSV involving structural modifications or demolition and rebuilding cannot be ruled out.

For example, comprehensive redevelopment of the Top Ryde shopping centre is nearing completion, replacing buildings that were completed or substantially-renovated 25 years ago.

Therefore, floor space projections by this study which provide the basis for recommended building heights have assumed that "airspace" development will occur above the existing GSV.

In the event that airspace redevelopment above the existing GSV might not be achievable, there are two possibilities:

a Developed GFA would be substantially less than permitted by the current LEP:

For nine storey buildings, in the vicinity of 1.6:1 or less than 60% of the maximum permissible.

b Taller buildings would be required:

Seventeen residential levels, each with a floorplate of 950m² GFA, above the existing retail development would achieve the current LEP's maximum FSR.

3 A new civic space

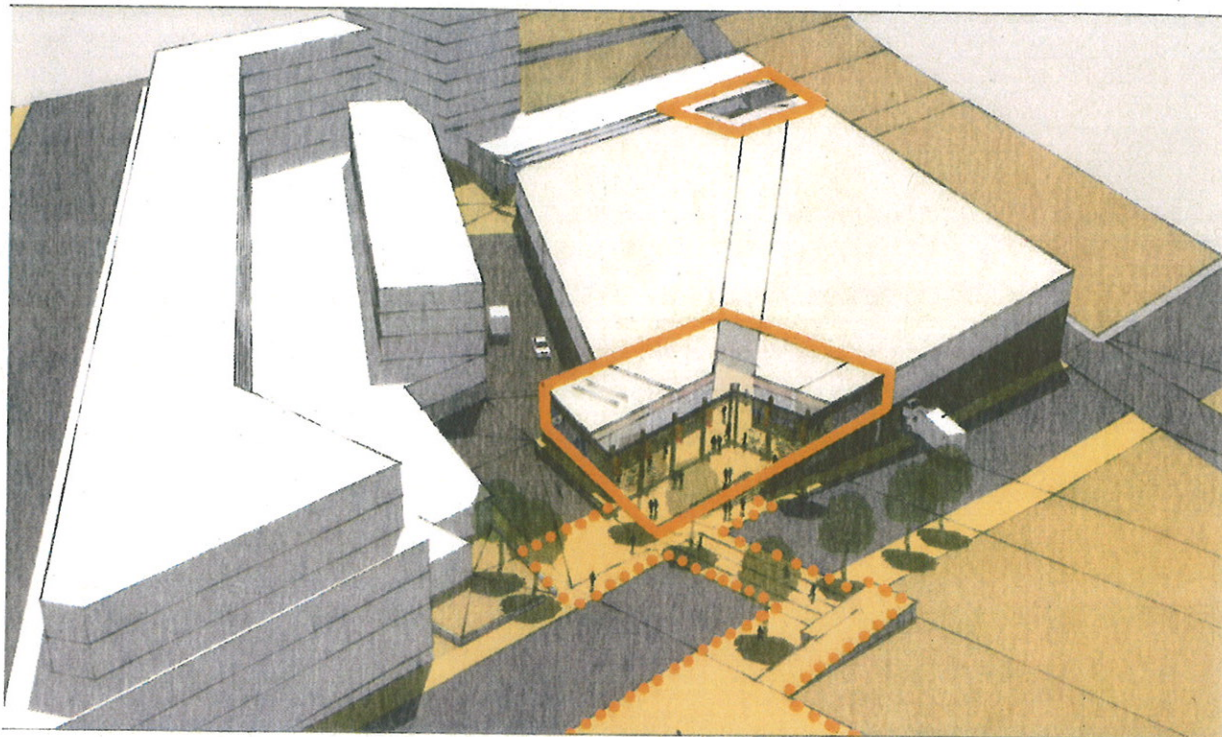


Figure Seventeen: The recommended plaza
Cowell Street in the foreground + Victoria Road at the left

The most-appropriate public open space within *Block 21* would be achieved as part of a co-ordinated redevelopment upon Hunters Hill Council lands combined with *Gladesville Shopping Village* holdings:

A plaza facing Cowell Street is the preferred option for a civic space:

A plaza in this location would achieve the most-effective distribution of pedestrians throughout the town centre, *provided that* it is supported by appropriate redevelopment of the existing *Gladesville Shopping Village (GSV)*.

In this location, a plaza would reinforce social and economic significances of the GSV together with future developments which are planned for the Council's carpark site to the south of Cowell Street.

Finally, a plaza in this location would be achieved most-readily due to the combined area of GSV + HHC landholdings and without significantly reducing the development potential of any individual property.

Features of the recommended plaza include:

A minimum outdoor area of 600m² with a frontage to Cowell Street of at least 30m.

A visually-prominent location that can be seen from Victoria Road.

An area which is generally level, not more than 1m below existing ground at its western end, and with barrier-free access to the Cowell Street footpath.

A pedestrian setting which is separated from traffic as well as vehicle access to the GSV and surrounding properties.

A space where pedestrian activity is stimulated by retail backdrops that include shops plus a new mall entrance to the GSV along both northern and eastern frontages.

A pedestrian-friendly environment which has sunlight across at least half its area between 10.30am and 1.30pm daily, protected from unpleasant winds or downdrafts.

Supported by public domain improvements which include widening of the northern footpath in Cowell Street plus provision of clearly-defined pedestrian crossings to the southern side of Cowell Street (towards Council's proposed underground carpark).

Because the preferred plaza depends upon co-ordinated redevelopment of two land holdings, viable directions for expansion of the GSV have been investigated:

Those plans address a range of commercial limitations which currently affect the GSV holding, including major tenants' leases as well as layout and construction of the existing building.

The viability of these concept plans has been confirmed during discussions with the GSV's owner, his consultants and the GSV's centre managers.

Investigations have considered a range of problems currently associated with this centre and its surroundings, and they reveal several desirable development controls:

Delivery access should be consolidated into a single basement facility accessed from Cowell Street near Flagstaff Street (away from the recommended plaza).

Access to shopper parking should be consolidated via Flagstaff Street, preferably with dual entrance lanes via the current lower basement and dual exits via the upper basement.

A pedestrian entrance should be provided from Flagstaff Street to an expanded lower retail level, enabling safe and convenient access from residential neighbourhoods to the east, and this entrance should be complemented by a courtyard located on the level above which would display shopper activity to the street.

Facing Cowell Street in particular, any "big box" retail tenants and above-ground portions of delivery docks should be screened by "occupied" floorspace such as cafes, offices or dwellings.

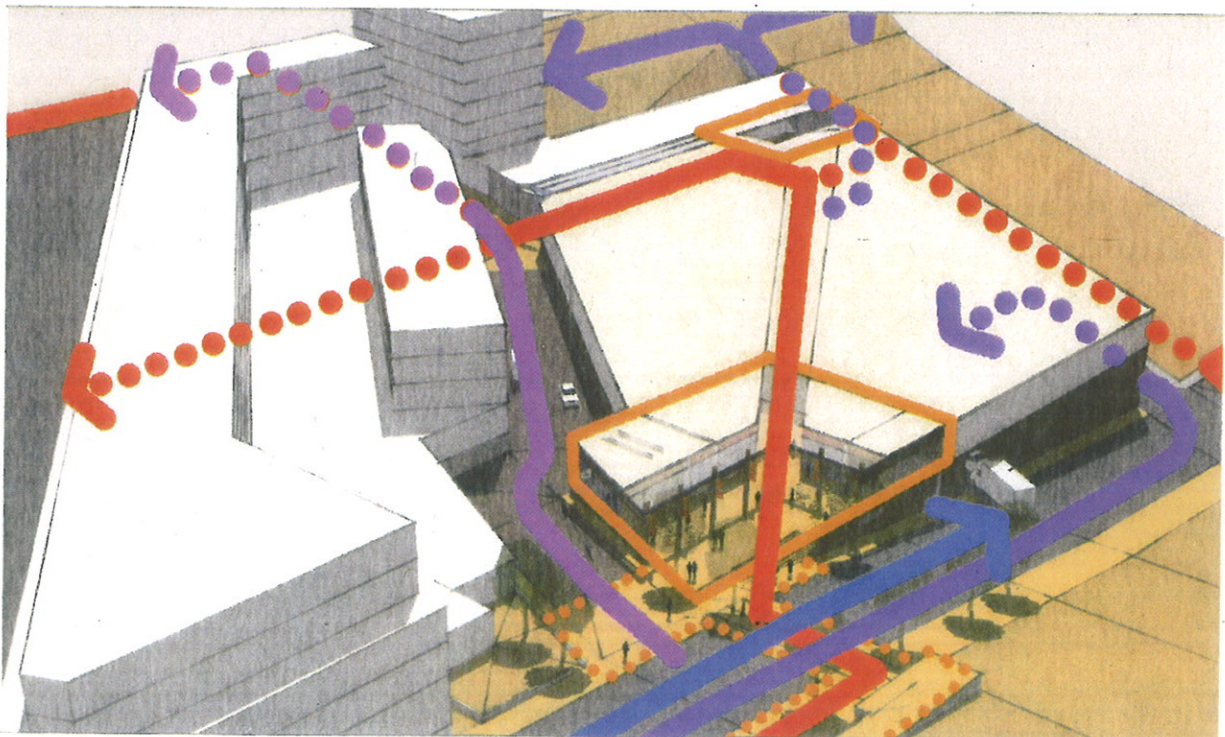


Figure Eighteen: Desirable features for the extended GSV
Cowell Street in the foreground + Flagstaff Street to the right

4 The DCP roadway

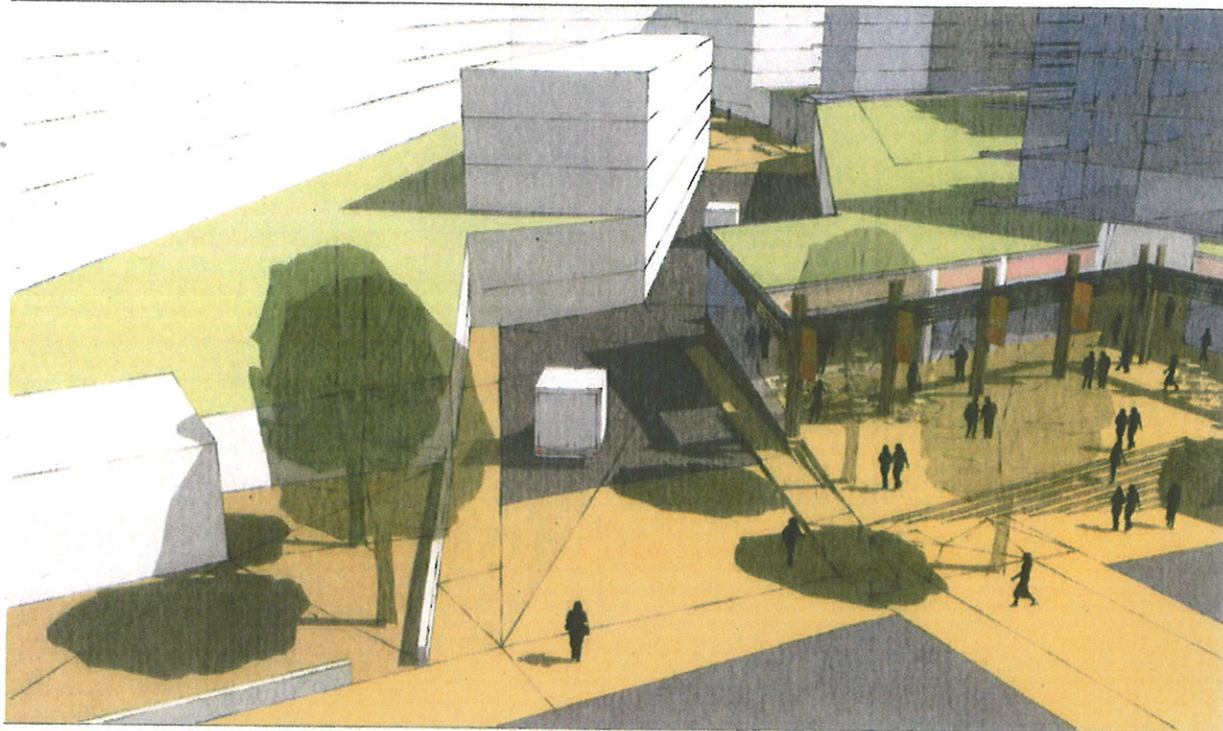


Figure Nineteen: Consolidated rights-of-way
Cowell Street in the foreground looking toward Massey Street

Although the new road proposed by the DCP between Cowell and Massey Streets would not be appropriate, an accessway must be provided to the rear of all properties which face Victoria Road:

Currently, those properties have rear access via legally-defined rights-of-way:

- That network crosses the Council's properties as well as GSV holdings.

According to RTA practice with regard to arterial road frontages, future redevelopment of those properties would require rear access to off-street parking and for deliveries.

Consolidation of existing rights-of-way is recommended to facilitate the new civic space which would be achieved by redevelopment of Council and GSV land holdings:

Maintaining the effect of current rights-of-way, the recommended link would allow one way travel from Cowell Street to Massey Street.

The recommended accessway would have a maximum width of 8.5m and would not affect any properties in addition to Council and GSV holdings:

Only half the width of the proposed road, the accessway would allow one lane for traffic plus one parking lane for visitors and deliveries to Victoria Road properties, together with a continuous footpath along its western side.

Desirably, the 8.5m width would extend all of the way to Massey Street in order to eliminate current conflicts between pedestrians and delivery vehicles which are evident in the public laneway northwards of existing entrances to the GSV and the *Gladesville Arcade*.

As an alternative to widening of the existing laneway which would reduce the developable area of several properties, pedestrian safety could be achieved by a colonnade or footpath:

Such a facility would logically be provided by future redevelopment of the property which is located immediately north of the GSV, allowing access to new street-level retail spaces in that redevelopment and contributing to improvement of the existing "constricted" GSV entrance.

Consequently, there would be some merit in a coordinated redevelopment of the Council and GSV holdings which also incorporated this neighbouring property facing Massey Street which currently has direct access into the GSV via a strata-titled shop.

Although logical and desirable, this larger-scale redevelopment is not essential to achieve a range of civic improvements which would be delivered by redevelopment of the GSV.

By contrast to the proposed new road, the recommended accessway would carry a relatively low volume of traffic and would not permit high speed travel:

The irregular alignment combined with current narrowing at the northern end are features that would discourage unnecessary through-traffic or excessive speeds.

The recommended accessway also is necessary to facilitate the redevelopment of properties that face Victoria Road:

By separating those properties from future buildings upon the Council and GSV holdings, the accessway would provide a "light well".

Consequently, the accessway would provide levels of daylight and natural ventilation which are essential for SEPP 65-compliant residential redevelopment of the Victoria Road properties according to the scale envisaged by local planning controls.

Importantly, development at a scale less than envisaged by the current controls would ensure that population growth within the Hunters Hill LGA falls short of targets which have been defined by the NSW Department of Planning.

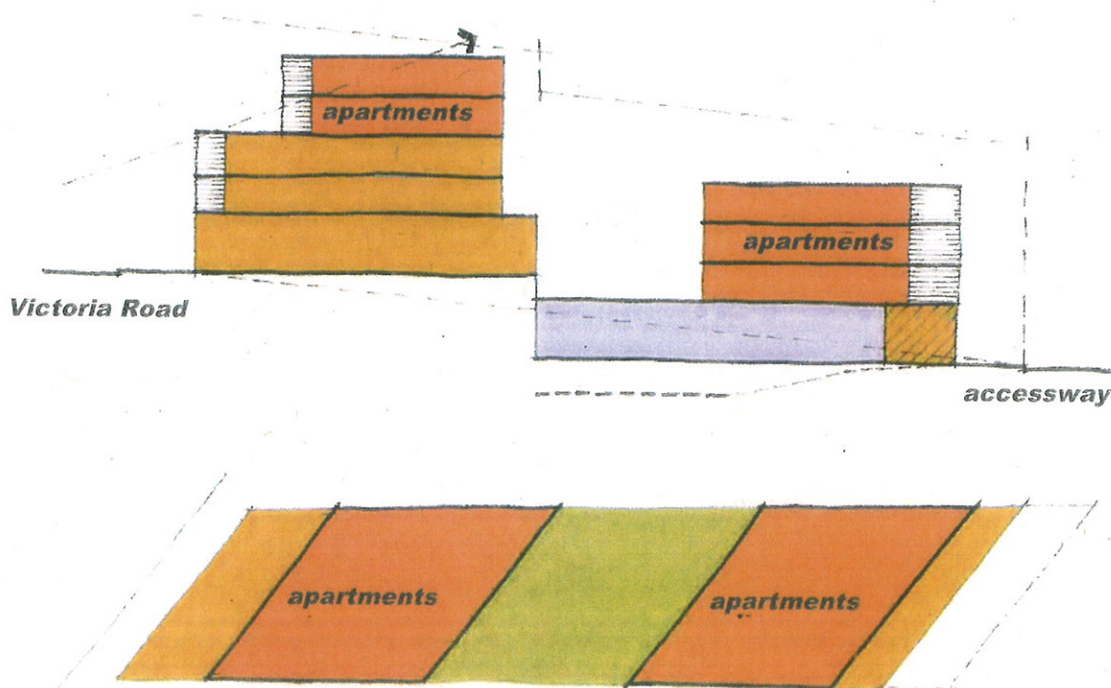


Figure Twenty: Redevelopment of Victoria Road properties
the rear apartment building draws light + air from the accessway

5 Building heights

i Victoria Road properties

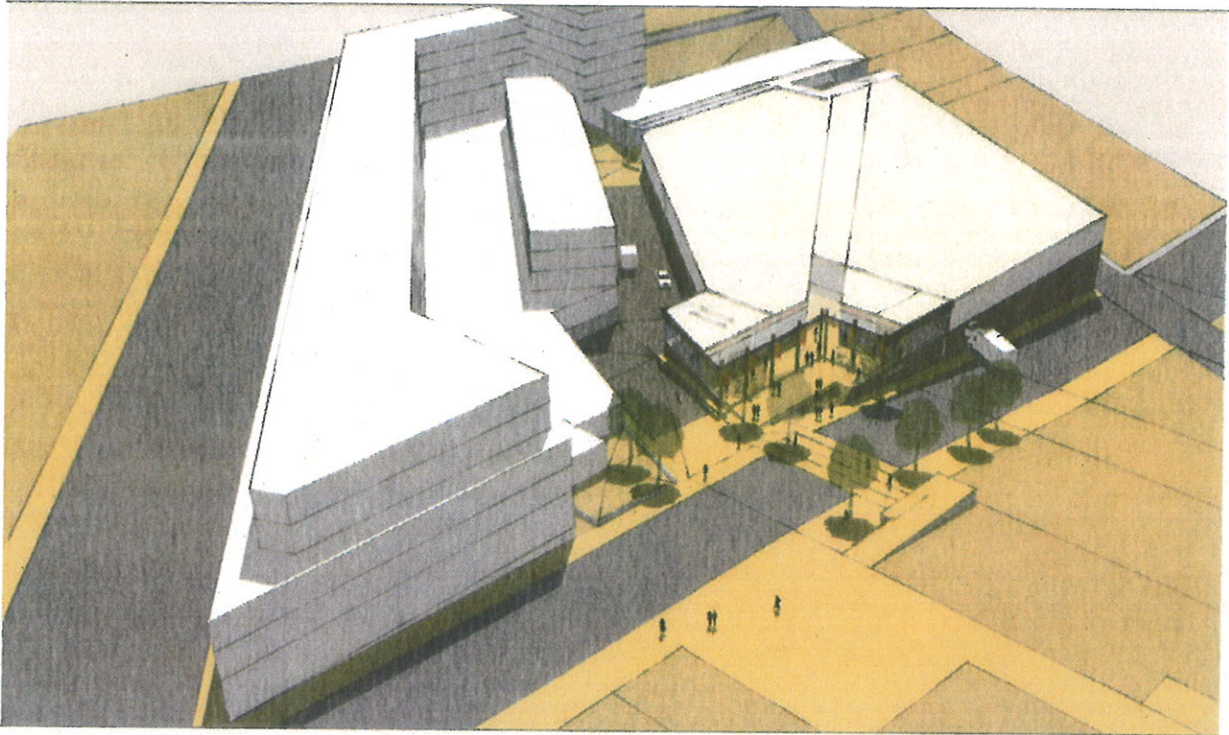


Figure Twenty-one: DCP building envelope along Victoria Road
Victoria Road to the left with Cowell Street in the foreground

For properties facing Victoria Road + Massey Street, heights and building forms which are specified by the current controls generally are appropriate:

Existing streetscape character or amenity would not be compromised:

A maximum of five storeys for Victoria Road, with upper levels setback five metres behind the existing street-wall, would not affect scale of the current townscape.

The seven storey limit for the Massey Street property is consistent with the neighbouring GSV.

Maximum heights would not reduce the amount of sunlight which is currently available along footpaths, or currently enjoyed by any dwelling that is located nearby.

Significantly, heights and related building envelopes would accommodate the maximum floor space ratios (FSRs) which are permitted by the current LEP:

Capability to accommodate the maximum FSR is a strategically-important consideration.

Economic modelling has estimated that an FSR around 2.7:1 represents the benchmark for financial feasibility which is necessary to encourage investment in the redevelopment of existing properties across *Block 21* (*Sphere Property Corporation*, November 2006).

If a financially-feasible quantum of floorspace could not be achieved due to restrictive building heights or envelopes, then substantial redevelopment of *Block 21* would be unlikely to occur.

As a consequence, strategic benefits anticipated by the Master Plan would not eventuate: for example the consolidation of housing and population growth near existing transport, and expansion of services and employment which currently are available to the local community.

For Victoria Road properties, financial feasibility of redevelopment will be affected by the capability to accommodate off-street parking:

Capability to accommodate off-street parking depends upon site dimensions - of which width is the most-critical factor:

An absolute minimum of approximately 12m is required for a single level basement.

For multi-level basements, site widths must be around 25m or more.

Clearly, the number of spaces which may be accommodated by single level basements is considerably less than a multi-level basement, although viability of the latter depends upon site dimensions and the efficiency of layouts that maximise the number of parking spaces per level (recognising that basement construction costs have a significant bearing upon project feasibilities).

Typical dimensions of properties facing Victoria Road indicate that redevelopment of most properties could not accommodate Council's current parking requirements:

Upon single properties that are less than 12m wide, Figure Twenty demonstrates that mixed use redevelopments would not be able to achieve the current maximum FSR due to parking requirements for retail or commercial floorspace.

Consequently, unless a reduced amount of on-site parking could be provided for retail or commercial components of a mixed use development, strategic development targets in relation to floorspace, local employment and services are unlikely to be achieved.

This issue should be resolved by further investigation and the preparation of a comprehensive parking strategy for the Gladesville Town Centre:

Any solution should be consistent with the "park once" strategy which was advocated by the Master Plan.

For example, and subject to availability of funding, Council's proposed underground facility on the southern side of Cowell Street could accommodate retail and commercial parking which is required for redevelopment of Victoria Road properties.

Transfer of parking spaces to a public facility should be subject to a development contribution, but this would require Council's amendment of the current Section 94 Plan.

ii GSV + the Council's holdings

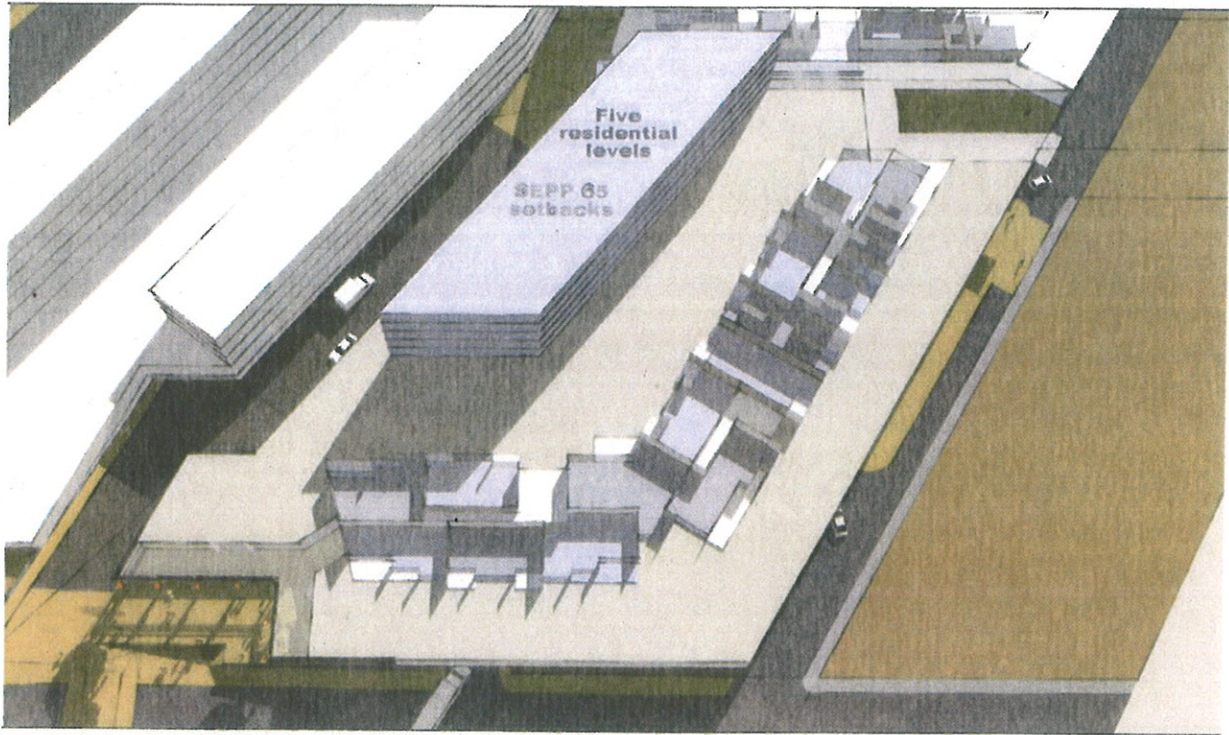


Figure Twenty-two: The DCP's street-wall + courtyard buildings
Cowell Street below + Flagstaff Street to the right

Upon the combined GSV and Council holdings, heights and building envelopes which are specified by the current controls will not accommodate financially-viable redevelopment:

Building envelopes prescribed by the DCP offer minimal latitude to accommodate the LEP's maximum heights and FSRs:

This conclusion is based upon analysis of the existing GSV and opportunities for redevelopment which confirmed that the likely maximum FSR for expanded retail floorspace would be approximately 1:1, requiring residential floorspace equivalent to approximately 1.6:1.

SEPP 65-compliant residential development within the prescribed envelopes would result in developed FSRs that are substantially less than the maximum permissible:

Long rows of buildings which are anticipated by the DCP would result in residential developments that do not comply with SEPP 65 and that consequently could not be approved.

Within the current seven storey limitation, SEPP 65-compliant developments would require smaller "detached" buildings with a total FSR that is substantially less than the LEP's maximum.

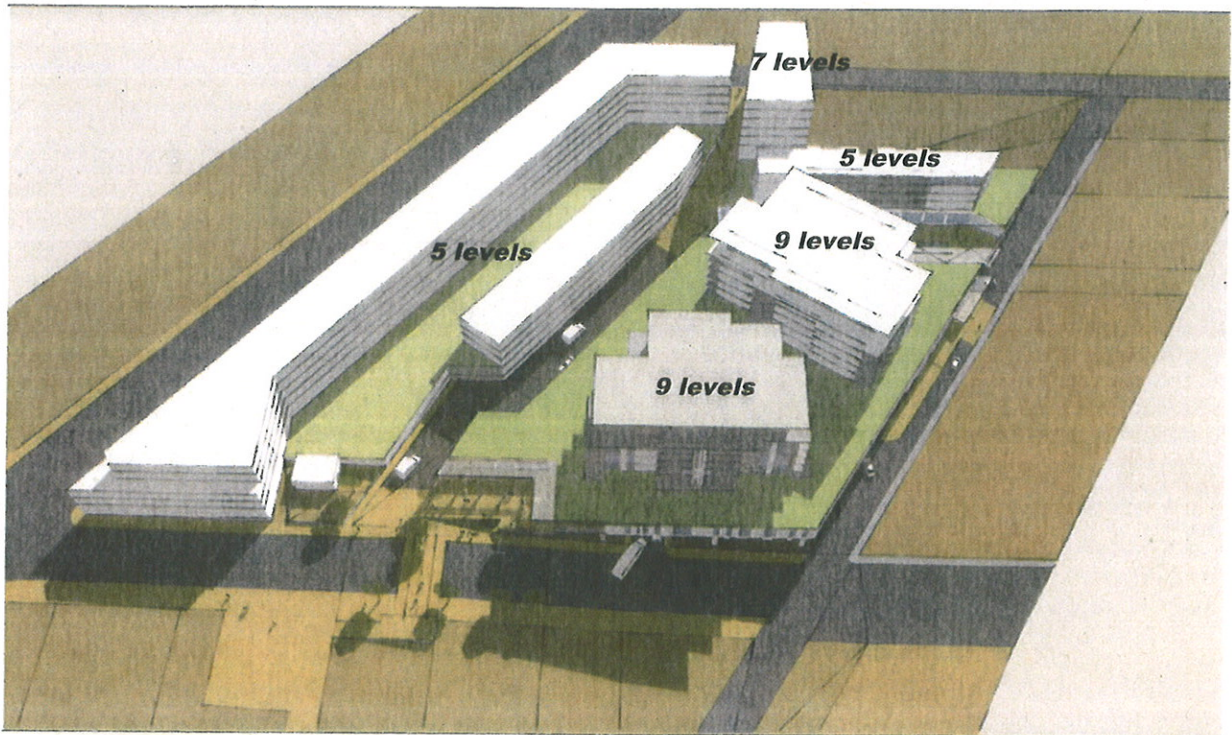


Figure Twenty-two: midday midwinter shadows from nine storeys
Cowell Street below + Flagstaff Street to the right

Buildings of up to nine storeys with heights up to a maximum of 34m would deliver strategic benefits, including a civic plaza:

Primarily, this height would ensure the financial feasibility of redevelopment:

Recognising that an FSR of 2.7:1 is the benchmark for feasibility, and based on the expectation that the retail component of any mixed use development would occupy approximately 1:1.

FSR-compliant floorspace distributed in three towers would satisfy SEPP 65 criteria:

Figure Twenty-two illustrates two buildings with seven residential levels and a third with four residential levels over the existing retail building extended southwards to Cowell Street.

The SEPP's sunlight and natural ventilation requirements would be satisfied by deep floorplates that accommodate a high proportion of corner apartments, as well as by long narrow floorplates with "through-floor" apartments.

Privacy for neighbouring dwellings would be achieved by minimum distances between buildings, and / or by the orientation of opposing windows and balconies.

Close to the "sites" northern boundary, a long apartment building would be limited to four levels in order to provide a setback which meets a conventional interpretation of the SEPP's guidelines.

Notably, footprints of these buildings would cover less than 40% of the retail podium.

Solar impacts of nine storey building forms would be acceptable:

Buildings that are setback at least 10m from street facades would not result in any nearby dwelling receiving less than the accepted standard of three hours sunlight daily.

Modelling confirms that a high proportion of the shadows cast by taller components would not exceed the length of shadows cast by the two storey retail "podium".

Combined with the recommended 10m setbacks, "detached" building forms would result in shadows that are only marginally longer than those of the "continuous" seven storey form which is permitted by the current controls.

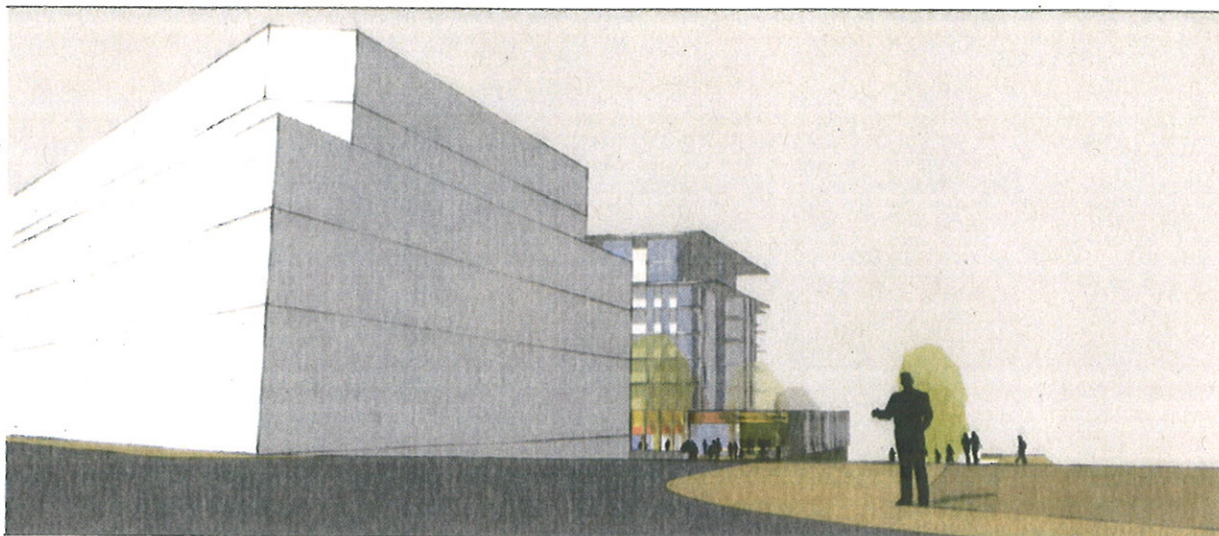


Figure Twenty-three: Nine storey building viewed from Victoria Road
looking down Cowell Street behind five storey building form in the foreground

Visual impacts of nine storey buildings would not be excessive:

From Victoria Road, the recommended height would be visible along Cowell Street but would be screened behind future five storey redevelopment along the main road's frontage.

Viewed from residential neighbourhoods to the east of Flagstaff Street, "fractured" building forms containing four or seven residential levels combined with a 10m setback from the retail podium would create a varied skyline that is less intrusive than the lower but bulky form anticipated by the current controls.

In relation to the recommended nine storey maximum height, significant points are:

Total floorspace would not exceed the LEP's current maximum of 2.7:1.

Combined footprints of residential buildings should not cover more than 40% of the retail podium.

The maximum height of nine storeys comprises up to seven levels above two retail levels.

Detailed design of building forms, including articulation and architectural detailing, would need to satisfy SEPP 65 guidelines.



Figure Twenty-four: Nine storeys viewed from lower Cowell Street
three residential buildings above a retail podium facing Flagstaff Street

6 Recommendations

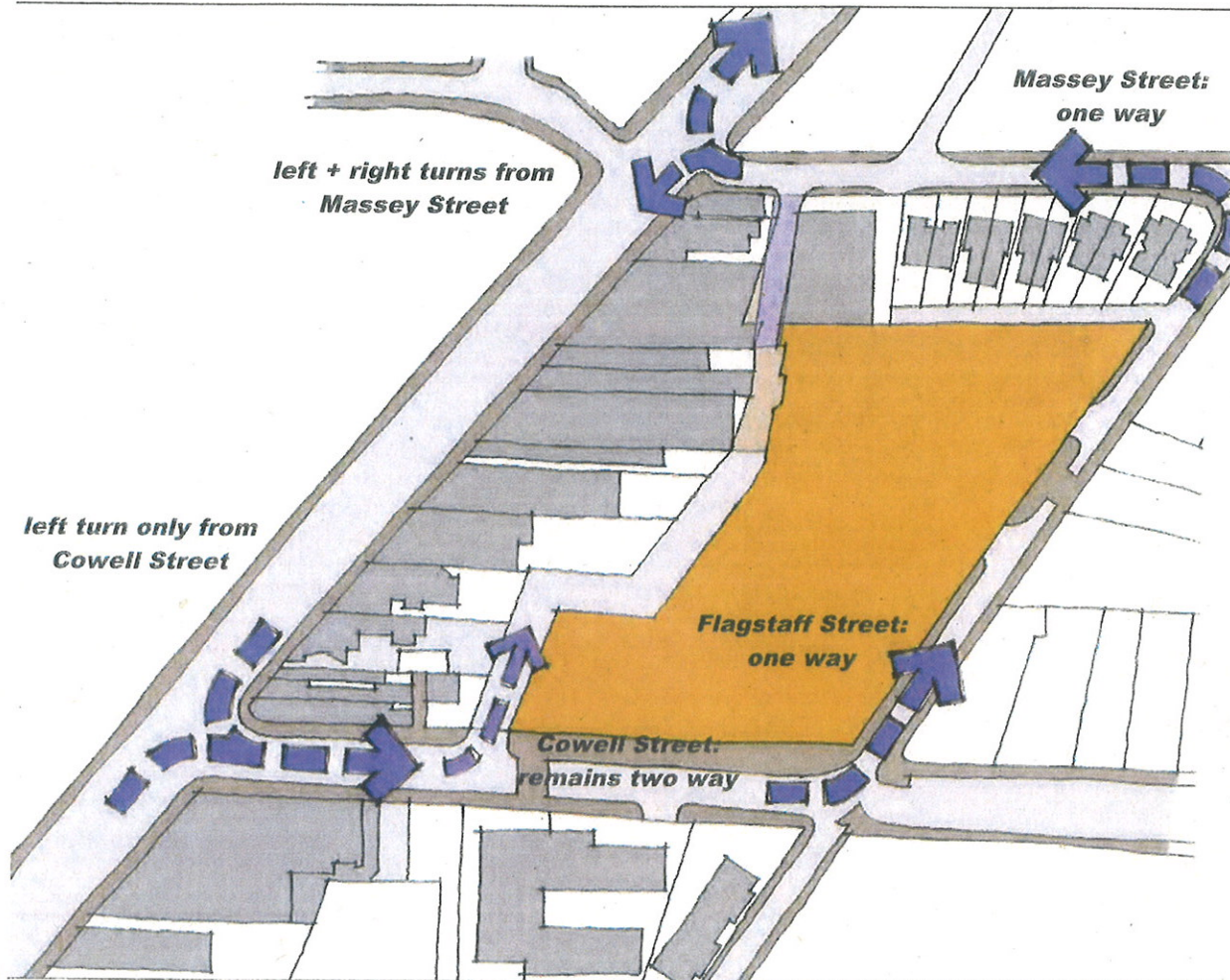


Figure Twenty-five: Recommended traffic flows

Block 21 – together with the Gladesville Town Centre as a whole – would benefit from the redirection of existing traffic flows:

1 Access for shoppers' traffic should be via a one-way circuit:

With a loop via Cowell, Flagstaff and Massey Streets.

With adjustment of the Cowell + Victoria intersection to prevent right turns into Victoria Road.

Also with adjustment of Massey + Victoria intersection to permit right turns into Victoria Road.

Consequently imposing no nett delay upon arterial road traffic.

2 Delivery access should be via Cowell Street:

Remaining a two way street for heavy vehicles exiting the consolidated GSV docks.

Accessing Victoria Road properties via the consolidated right-of-way.

3 Note that redevelopment options do not depend upon the recommended redirection:

Recommended directions for redevelopment of the GSV and surrounding properties could proceed if the current network remains unaltered.

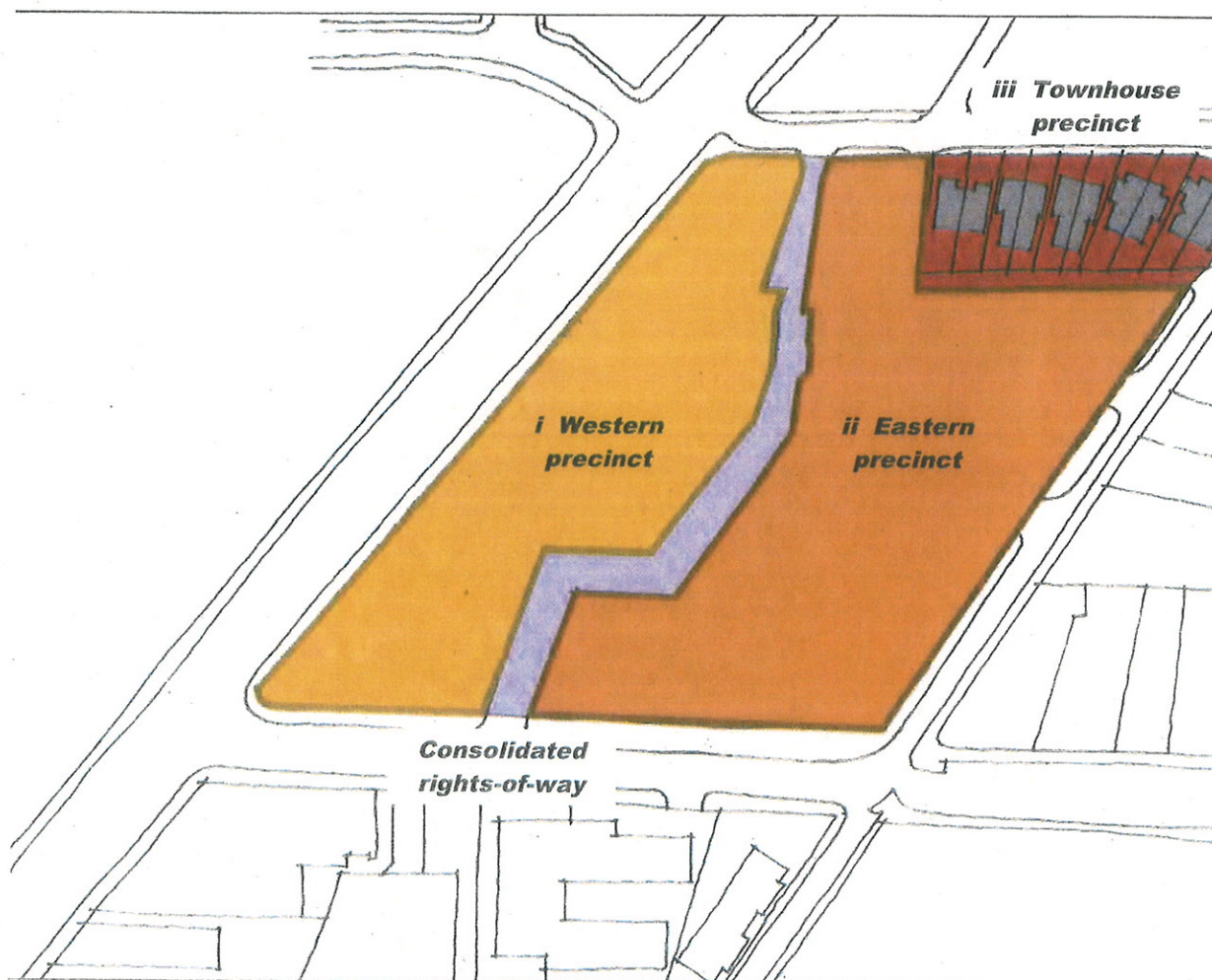


Figure Twnety-six: Recommended planning precincts

Planning controls for *Block 21* should refer specifically to three precincts and the consolidated rights-of-way:

- 1 Controls should be specific to each precinct which displays different features, or which has a particular desired outcome:**
 - i Western precinct: properties facing Victoria Road
 - ii Eastern precinct: GSV + Hunters Hill Council holdings plus the Better Electrical store fronting Massey Street
 - iii Torrens titled townhouses at the corner of Flagstaff and Massey Streets where further development is considered unlikely due primarily to the size of these properties.
- 2 Consolidated rights-of-way should replace an existing uncoordinated network:**
 - i This consolidated network should be located along the rear boundaries of all properties that front Victoria Road, and would need to be negotiated with property owners who currently benefit from the existing rights-of-way.
 - ii The consolidated rights-of-way should not alter existing ground levels in order to maintain access to any properties which might not have been redeveloped.

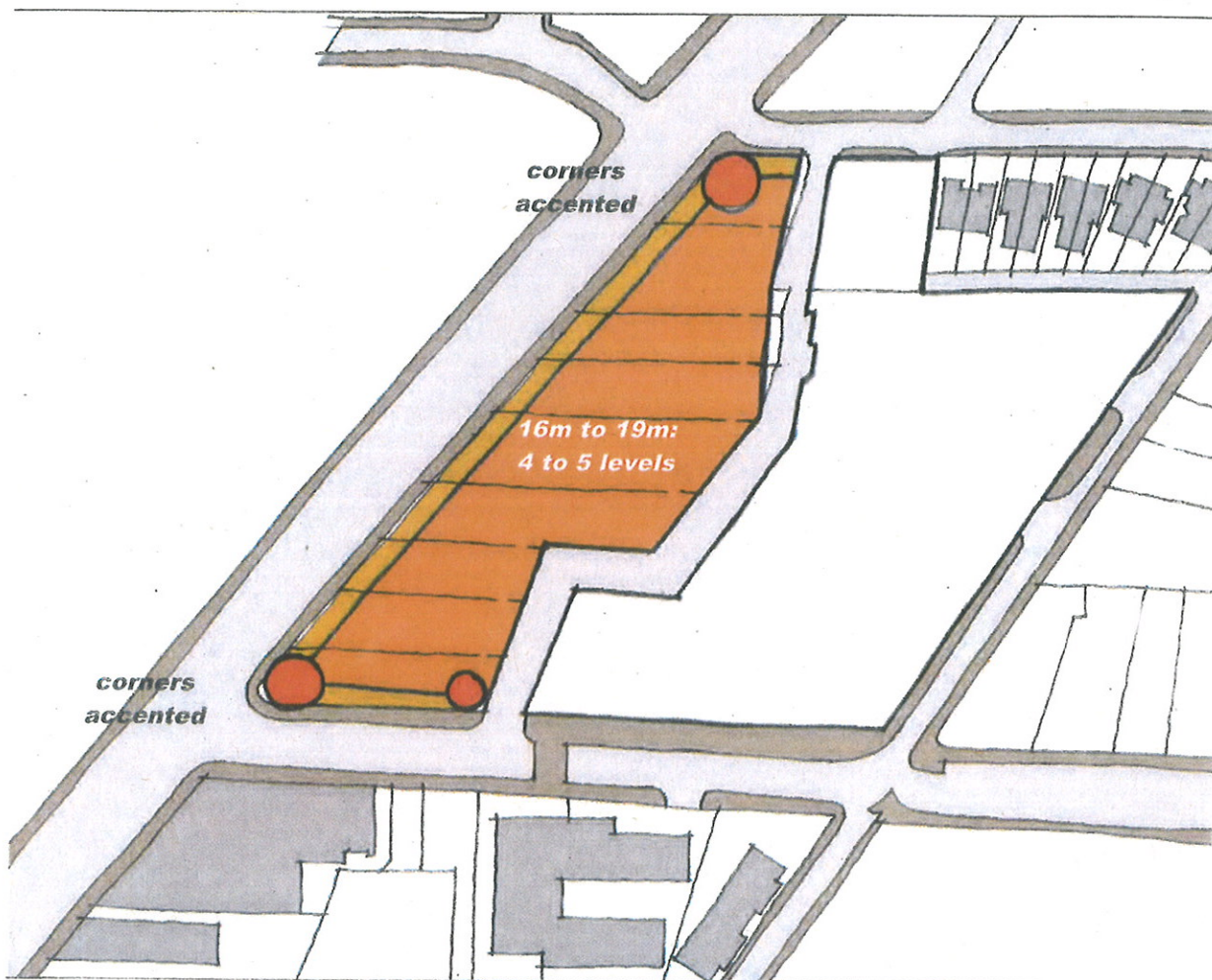


Figure Twenty-seven: Height + form along Victoria Road

Satisfactory building heights are specified for Victoria Road properties by the current controls and no amendments are recommended.

Related to heights, the DCP's building envelope requires minor adjustment to simplify planning and assessment procedures, and improve the urban design quality of future building works:

- 1 Envelopes should be specified for facades only:**
 - i Facing Victoria Road: a vertical rise of three levels with a five metre setback to the top storeys.
 - ii Facing the consolidated right-of-way: a vertical rise of four levels.
- 2 "Internal" character and amenity of residential storeys should be determined according to compliance with SEPP 65 principles and guidelines.**
- 3 Urban design "accents" should be encouraged at street corners:**
 - i Upper storey setbacks and storey limits should be relaxed, subject to compliance with the maximum building height dimension.

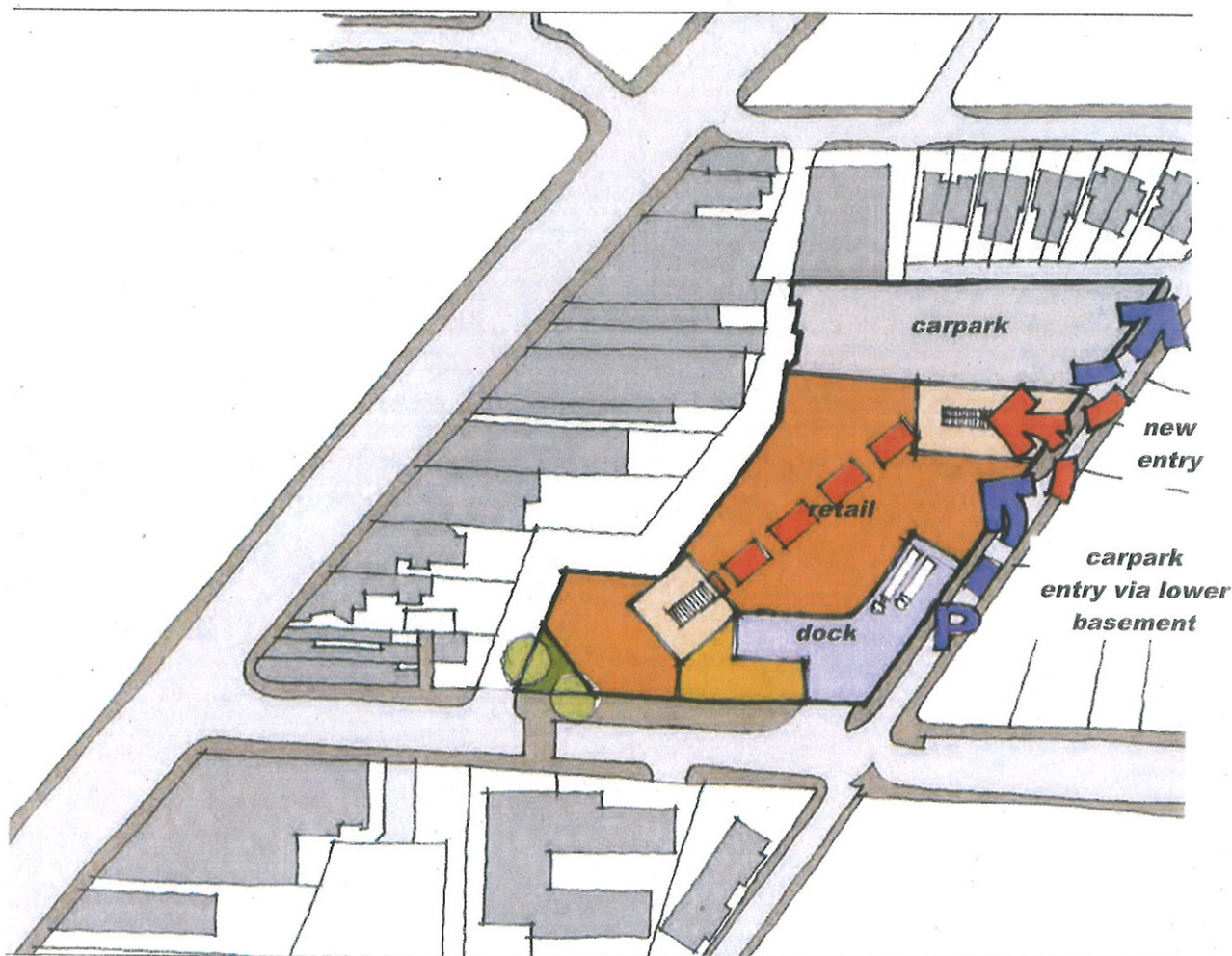


Figure Twenty-eight: Details for the Flagstaff Street level

Details for the Flagstaff Street level of a GSV redevelopment are:

1 A new pedestrian entrance should be provided to the retail mall:

- i Barrier-free access should be provided from Flagstaff Street via a pedestrian crossing (the red arrow in Figure Eighteen).
- ii The western footpath of Flagstaff Street should be widened next to the new entrance if Block 21 traffic flows are modified as recommended, or if flows remain unaltered, then the entrance should be setback from the street alignment to provide a pedestrian refuge.

2 Entrances and exits to shopper parking should be consolidated:

- i Entrances should be consolidated with two-lanes entering the current lower basement level.
- ii Exits should be consolidated with two lanes exiting the current Flagstaff Street level (upper basement).
- iii If Block 21 traffic flows remain unaltered, carpark exits should be set back from the street alignment in order to improve sight lines and ensure that existing vehicles do not turn across the path of vehicles travelling south along Flagstaff Street.

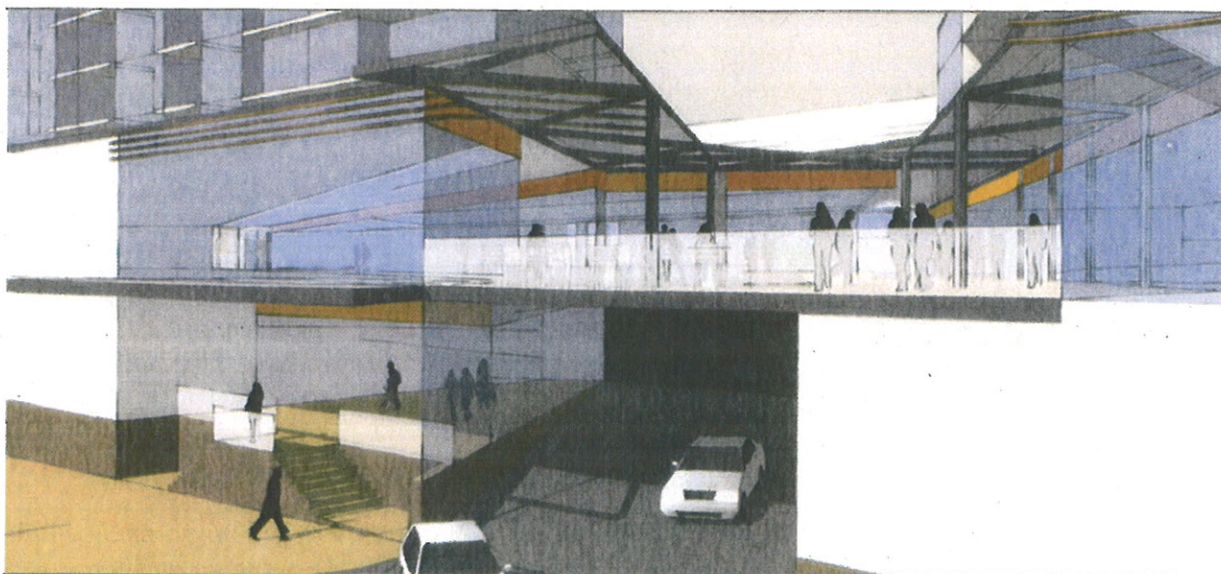


Figure Twenty-nine: New pedestrian entrance from Flagstaff Street
illustrating the consolidated carpark exit + open courtyard on the level above

3 Delivery docks should be consolidated as a single facility:

- i Location and design of dock areas should not dominate the Cowell Street frontage or compromise the desired level of visible activity facing that street.
- ii A single entrance should be located near the corner of Flagstaff and Cowell Streets.
- iii Facing Cowell Street the majority of docks and / or manoeuvring areas should be screened behind occupied floorspace such as shops, offices or apartments.
- iv Size of dock areas and dimensions of vehicles which need to be accommodated should be appropriate for retail floor area as well as the number and scale of individual tenants.
- v Manoeuvring areas should allow entry and exit from docks in a forward direction, and should provide for queuing of vehicles while docks are occupied.
- vi Garbage storage and collection facilities should be located as part of the delivery area.

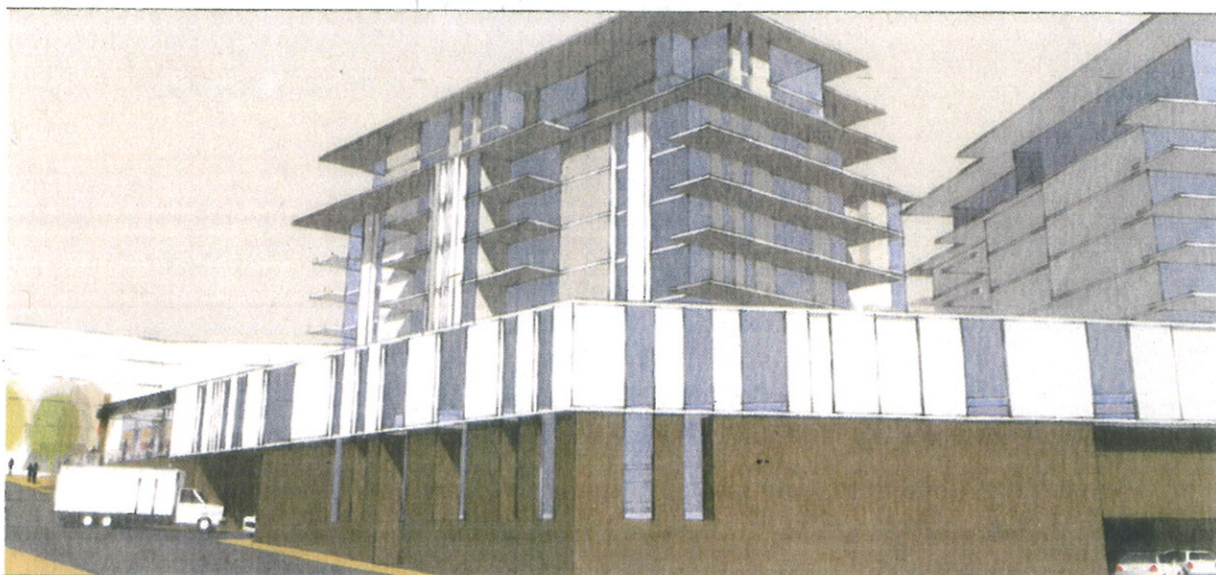


Figure Thirty: Delivery areas screened by occupied floorspace
viewed from the corner of Cowell + Flagstaff Streets

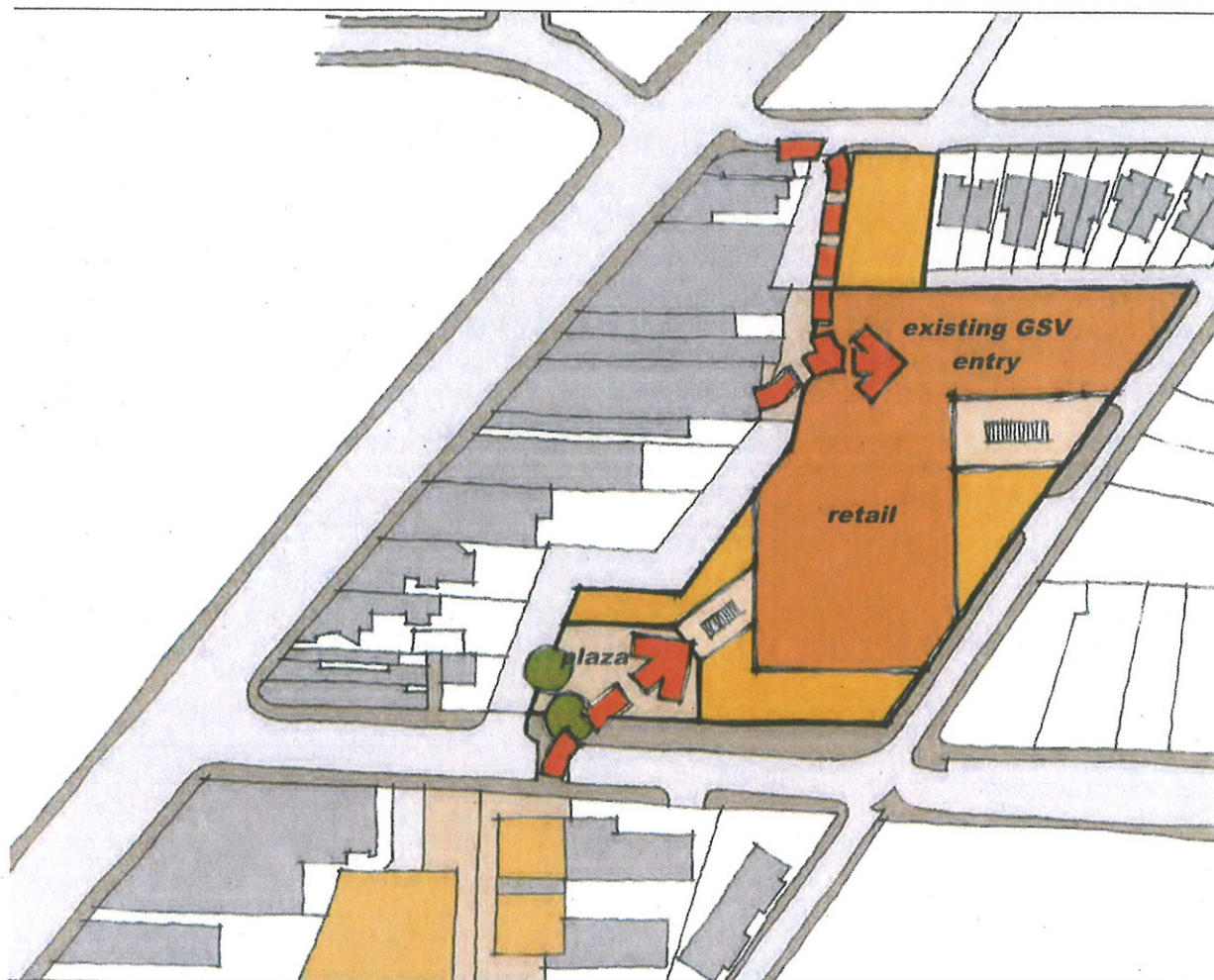


Figure Thirty-one: Details for the Cowell Street level

Redevelopment of the GSV shall provide a public open space or plaza area facing Cowell Street:

1 The plaza should provide a focal point for pedestrian activity:

- i Its location shall be visible from the corner of Victoria Road and Cowell Street, next to the Cowell Street footpath and with its long axis parallel to that street.
- iii Minimum dimensions for outdoor portions of the plaza shall be 30m x 20m, and overall gradient shall not be steeper than 1:40.
- iv The plaza's pavement level shall be not lower than RL 46 at the western end.
- v There shall be "barrier-free" access to the Cowell Street footpath at a location where existing gradients are not excessively steep.
- vi Pedestrian activity shall be supported by rows of shops along at least the plaza's northern and eastern perimeters, plus a new pedestrian entry to mall areas in the redeveloped GSV.
- vii Amenity of this pedestrian setting requires that the height and location of surrounding buildings maintains sunlight to at least 50% of the outdoor plaza area between 10.30am and 1.30pm daily, together with protection for strong winds which include cross-drafts and down-drafts that could be generated by surrounding taller buildings.
- viii Activity and accessibility shall be enhanced by widening of the Cowell Street footpath immediately next to the plaza, providing a pedestrian crossing over Cowell Street, and by a consistent design quality for public and private landscape works.



Figure Thirty-two: Features of the Plaza
Cowell Street in the foreground / consolidated RoW's to left + rear

Details for the Cowell Street level in any GSV redevelopment are:

- 1 The existing north-western entry should be maintained and improved:**
 - i Pedestrian safety should be improved by a clearly-defined crossing over the consolidated rights-of-way.
 - ii Redevelopment of the property facing Massey Street should incorporate a colonnade or sheltered footpath which would provide access to new shops as well as to the GSV (shown as red arrows in Figure Twenty-one)
- 2 A new south-western entrance should be provided facing the recommended plaza:**
 - i The new entrance should access the plaza level, and should provide a link to the existing north-western entry.
- 3 Levels of activity visible from Massey and Flagstaff Streets should be increased:**
 - i Redevelopment of the property facing Massey Street should incorporate a row of shops that indicate the location of an improved north-western to the GSV.
 - ii Visibility of the new entrance from Flagstaff Street should be reinforced by measures such as an open traveller-courtyard, flanked by shop windows.

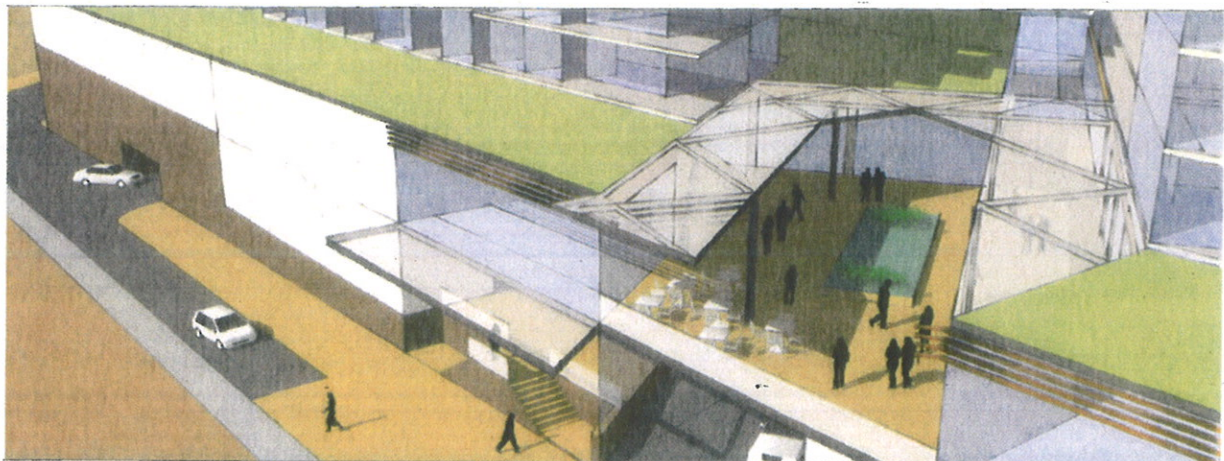


Figure Thirty-three: Visible activity facing Flagstaff Street
example shows an open courtyard + shop windows above a new street-level entry

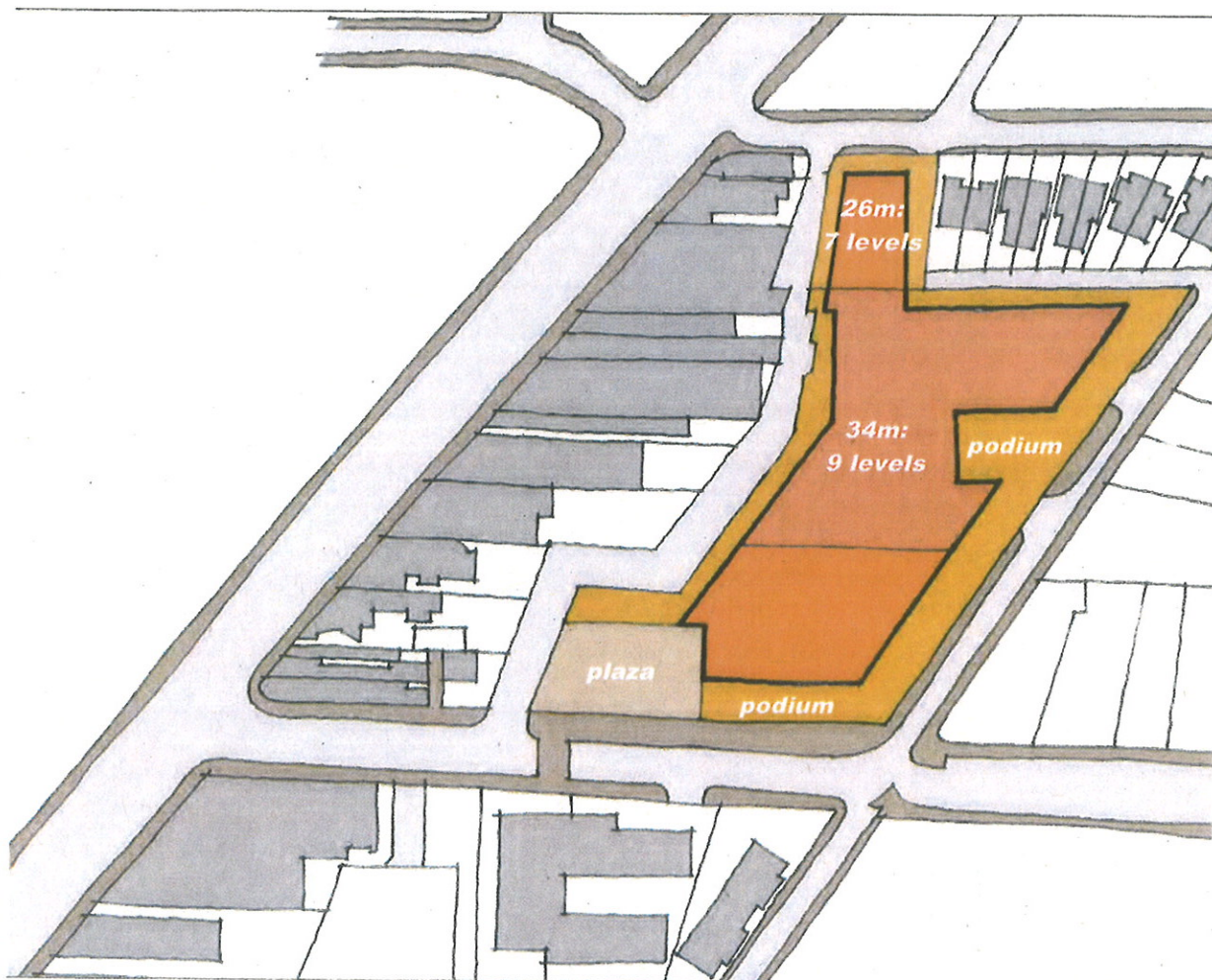


Figure Thirty-four: Height + form for the eastern precinct

For the *eastern precinct*, building heights and related envelopes should be amended:

1 Heights should be increased and adjusted:

- i A "retail podium" which incorporates the existing GSV building may be up to 1m taller than that existing building to accommodate topography which rises toward Victoria Road (shown yellow on Figure Twenty-four).
- ii Above the retail podium, up to 34m and seven levels, with lower heights facing the northern boundary as necessary in order to accommodate SEPP 65 "setbacks".
- iii For the Massey Street property: retain heights that are specified by the current controls.

2 Building envelopes should be specified for facades only:

- i Facing Cowell and Flagstaff Streets: no setback for the retail podium followed by a 10m setback from street facades to the external walls of any levels above, but with minor encroachment by balcony elements permitted.
- ii Facing the consolidated rights-of-way, as for Cowell and Flagstaff Streets except that the setback for upper storeys may be reduced to 5m.
- iii No buildings above the plaza or the recommended courtyard facing Flagstaff Street.
- iv Facing Massey Street, no setback for a podium that is equivalent to height of the GSV, followed by a 5m setback to external walls of the storeys above.

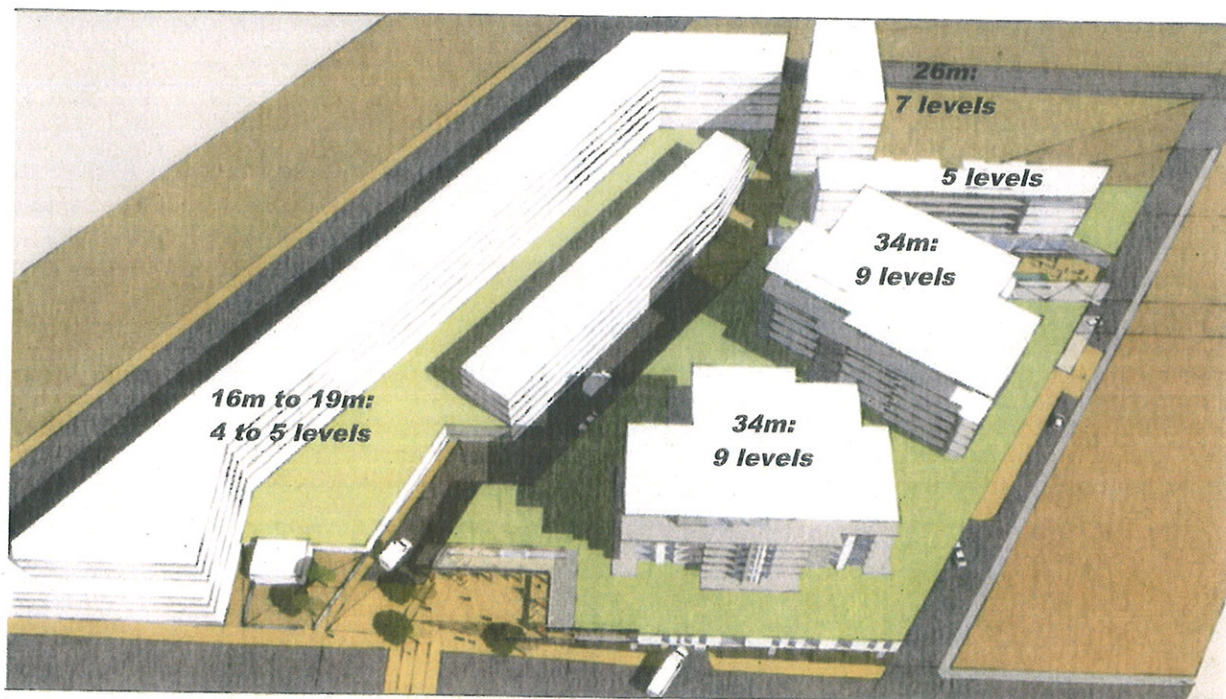


Figure Thirty-five: heights + forms recommended for Block 21
Victoria Road to the left / Flagstaff street to the right

- 3 Development should not exceed the FSR permitted by current controls:
 - i Combined footprints of residential buildings on the GSV + Council holdings should not exceed 40% of the podium area.
- 4 "Internal" character and amenity of residential storeys should be determined according to compliance with SEPP 65 principles and guidelines.



Figure Thirty-six: Retail podium + 10m setbacks to towers
corner of Cowell and Flagstaff streets