

PLANNING PROPOSAL

GLADESVILLE VILLAGE CENTRE

LAND BOUNDED BY VICTORIA ROAD, MASSEY, FLAGSTAFF AND COWELL STREETS GLADESVILLE

Introduction

Hunters Hill Council is developing planning controls that are designed to guide the development of Gladesville Village Centre as an inclusive and attractive place to live, work and invest.

A major step in that process occurred during December 2008 – January 2009 with the public exhibition in conjunction with the City Of Ryde of a draft Local Environmental Plan and draft Development Control Plan designed to regulate the centre's future development.

When it considered the submissions received from that public exhibition Council adopted a draft Local Environmental Plan and referred it to the Department of Planning under Section 68 of the *Environmental Planning and Assessment Act 1979*.

It is anticipated that a draft plan, Hunters Hill Local Environmental Plan (Gladesville Village Centre) 2010, will be made shortly.

The planning proposal is intended to amend that LEP.

There are two aspects to the planning proposal:

- That relating to the height controls to apply to the land bounded by Victoria Road, Massey, Flagstaff and Cowell Streets
- That relating to the introduction of a second conservation area

Key Site Height Controls

Council in consideration of submissions, while adopting a draft LEP, determined however to further review the Maximum Height of Building provisions relating to the land bounded by Victoria Road, Massey, Flagstaff and Cowell Streets Gladesville.

That review has now occurred. The review was conducted by an independent consultant engaged by Council, Brett Newbold Urban Planning + Urban Design. This review was conducted in close consultation with and input from a reference group established by Council comprising landowners, nearby residents and the Gladesville Chamber of Commerce.

A copy of the consultant's report **is attached**.

As a consequence of the conclusions of the review Council has prepared a planning proposal to increase the maximum height of buildings permitted on the eastern precinct of this site to 34.0m.

In addition to the variation to Maximum Height of Building provisions, subject of the planning proposal, the approach to development of the site identified by the review

will require the adoption of a detailed Development Control Plan for the land bounded by Victoria Road, Massey, Flagstaff and Cowell Streets. Amendments are concurrently being made to the draft DCP. The DCP amendments will be placed on public exhibition by Council concurrently with the planning proposal.

Second Conservation Area

Since submitting draft Hunters Hill Local Environmental Plan (Gladesville Village Centre) it has been recognised by Council that adoption of that plan will extinguish the heritage conservation area that now, by virtue of Hunters Hill LEP No.1 applies to part of the land.

It is Council's intention that such land be retained within a conservation area. The Department has advised that as the conservation area was not included on the plans that were publicly exhibited in association with Gladesville Village Centre LEP, the introduction of the conservation area into that plan the will need to be addressed as a planning proposal. Accordingly, that measure is included here.

Part 1 Objectives and Intended Outcomes

The objectives and intended outcomes of the planning proposal are to:

1. To specify the maximum height of buildings to be permitted on the land bounded by Victoria Road, Massey Street, Flagstaff Street and Cowell Street Gladesville.
2. Provide controls consistent with the economic development parameters that will allow this key site to provide additional retail elements consistent with the subregional role of the centre.
3. Facilitate additional dwelling numbers and housing choice within Gladesville Village Centre consistent with the planning objective of enlivening the centre and capitalising on its ready access to bus transport.
4. Facilitate provision of a meaningful civic space within the centre, available to pedestrians uninterrupted by vehicular movements.
- 5 To retain the current level of heritage protection offered by Hunters Hill Local Environmental Plan No.1.

Part 2 Explanation of Provisions

The provisions of the planning proposal relate to the Maximum Height of Buildings Map and the Heritage Map attached to the draft Local Environmental Plan (Gladesville Village) earlier submitted to the Department pursuant to Sec 68 of the *Environmental Planning and Assessment Act 1979*.

That plan provides a Maximum Building Height of 27.0 m apply to certain land with the block defined by Victoria Road, Massey, Flagstaff and Cowell Streets.

That part of the planning proposal relating to building height, provides for the land now limited to a height of 27m (excluding land fronting Massey Street) to be assigned a Maximum Building Height of 34.0m. This is illustrated on the amended draft *Height of Buildings Map*.

The plan currently provides for a single Conservation Area applying generally to properties with frontage to Victoria Road between Pittwater Road and Junction Street. The need for that Conservation Area was identified in background studies and has been an integral element of the proposed LEP since its inception.

The planning proposal would introduce a second Conservation Area located further south on Victoria Road in the vicinity of Hillcrest Avenue and Batemans Road. This area equates to that that will be extinguished by the introduction of the incoming LEP.

The proposed provisions would amend those submitted previously to the Department of Planning and are shown on draft *Heights of Buildings Map* and *Heritage Map attached*. It is intended for these Maps, when adopted supersede the Maps that will be adopted with Hunters Local Environmental Plan (Gladesville Village Centre) 2010.

It is also intended to alter Schedule 5 to register the second Heritage conservation Area.

Part 3 Justification

Need for and background to the planning proposal

Key Site Height Controls

Revitalisation of Gladesville Village Centre has been a principal planning objective of Hunters Hill Council for many years.

Over that time, in partnership with the City of Ryde, extensive studies of the centre have occurred, culminating in the preparation of a draft Local Environmental Plan and draft Development Control Plan that were publicly exhibited together.

The most contentious matter to emerge from the public exhibition was the treatment proposed for the key site bounded by Victoria Road, Massey, Flagstaff and Cowell Streets subject in part of this planning proposal. Particular concern was raised at the proposed introduction of a new shared pedestrian/vehicular street linking Massey and Cowell Streets on the basis of it:

- (i) introducing pedestrian hazard and generating noise of vehicular fumes;
- (ii) failing to achieve a central planning objective of providing a focal civic place for the centre;
- (iii) not encouraging those using the Gladesville Village Centre to move outside that centre and use other elements of the village.

Importantly doubts were raised by landowners on the practicality of the proposals for this key site being realised via the development process.

To assist its assessment of that element of the draft LEP and DCP Council formed a reference group comprising the affected landowners, nearby residents and the Gladesville Chamber of Commerce to provide an appraisal of the intended measures.

Those attending the reference group reached a consensus that Council should prepare options for the sites development that includes a civic space, and the separation of loading/unloading and off street parking from pedestrian areas.

The group considered that the owners of Gladesville Shopping Village should be involved of development of the options.

Consequently Council determined to adopt the proposed LEP controls, removing the new street proposal, but otherwise largely unaltered.

Council did however determine to review the proposed Maximum Height of Buildings provisions of the draft LEP and review of the draft DCP provisions in respect of this key site. This was done on the basis that Council would seek amendment to the height controls to reflect the outcomes of that review should that be required.

The review has now been completed and has demonstrated that economically feasible development of this site in a manner securing a meaningful civic space will require a maximum height of building control of 34.0m over the eastern precinct of this land.

As the current proposals submitted by Council for the Minister's approval allow for a maximum building height of 27.0m amendment to the LEP Heights of Buildings Map is required to reflect those conditions.

On that basis it is considered by Council that the proposal will result in a significant net community benefit by facilitating the practical and feasible redevelopment of this key site, which in turn will substantially underscore the revitalisation of Gladesville Village.

Additional Heritage Conservation Area

As indicated earlier since submitting draft Hunters Hill Local Environmental Plan (Gladesville Village Centre) to the Department it has been recognised the heritage conservation area that now in place by virtue of Hunters Hill LEP No.1 will no longer apply over land subject of the incoming LEP.

It is Council's intention that such land be retained within a conservation area. The land now forms part of "The Isler" Heritage Conservation Area. The merit of that Conservation Area was established by a comprehensive study of Hunters Hill, heritage and in 1991 was incorporated into Hunters Hill Local Environmental Plan No. 1 by LEP Amendment No. 14.

The land was mistakenly not included in the draft Gladesville Village LEP when prepared and exhibited, as it was not at the time appreciated that it would be removed from "The Isler" Heritage Conservation by the process of adopting that LEP. The Heritage qualities of the land continue to warrant a similar level of heritage protection to that it now enjoys under LEP No1

Relationship to Strategic Planning Framework

The planning proposal is considered to be consistent with the Inner North Subregional Strategy in that it consolidates the assigned role of Gladesville under the Strategy as a Village. The proposal will allow its attraction as a local retail and commercial centre for the nearby locality to be enhanced.

Importantly the planning proposal retains similar scope for additional housing as provided for by the current draft proposal. The arrangements that will be installed as an outcome of the key site review however provide a far more practical approach to that housing being provided.

The delivery of additional housing in Gladesville Village Centre will add to the diversity of housing choice in the municipality and is critical to securing the residential targets that have been established for Hunters Hill.

Additional housing, retail and service at Gladesville will take advantage of its access to public transport services on Victoria Road.

Environmental, Social, and Economic Framework

Environmental Issues

The draft LEP now before the Minister for determination extensively canvassed the impact of the measures it contains on the environment of the Gladesville Village Centre.

In particular the proposals were designed in a manner that respected the built heritage of the centre, particularly its scale of presentation to Victoria Road and preservation of heritage items. This proposal does not impact on those qualities.

The inclusion of a further Heritage Conservation Area will continue to protect the established heritage qualities of the land to which it applies.

Buildings of the scale permitted by the proposed height control have been modelled. That has demonstrated that SEPP 65 and the Departments guidelines for development near major transit ways can be satisfied.

It is concluded that the proposed control will not generate adverse environmental impact.

Social Issues

Substantial social benefits will flow from the proposed controls in as much as they facilitate the social outcomes central to the village's future role and function.

These controls are required to allow economically feasible development for residential units in this key central village location that will add to the social vitality of the village.

A second highly important outcome is that these controls allow the development to be arranged in a manner that will provide a significant public space in a location that allows its integration with the existing street network and future pedestrian desire lines.

That space will act as a signature social focus for the centre unifying the currently separate elements of this Victoria Road precinct and the Gladesville Village Centre.

Economic Issues

Economic viability is central to securing redevelopment of the village centre. An earlier commercial assessment by Sphere Property Corporation (Nov 2006) established the amount of floor space required to secure economically feasible development. That is reflected in the current draft Floor Space Ratio Map. The extent of achievable floor space is not changed by the planning proposal.

The draft DCP amendment now being prepared will preserve existing rights of access to the rear of properties with frontage to Victoria Road. That will allow much

more flexible opportunities for redevelopment of those properties than those available under the currently proposed arrangement.

These issues are discussed more fully in the accompanying report prepared by Brett Newbold-Urban Planning and Urban Design (the Newbold Report).

Section D — State and Commonwealth Interests

In preparation of the current draft LEP and draft DCP the proposals were referred to the relevant state agencies and responses received were considered in the finalisation of these draft documents.

The planning proposal does not alter the permitted scope, type or extent of development envisaged under the current draft LEP. It is therefore considered not to affect State interest or increase demand for infrastructure beyond that of the current draft plans.

The proposed does not affect any Commonwealth interests.

Part 4 Community Consultation

The genesis of this proposal was the critical response to the treatment of this key site expressed by land owners, members of the public and the Gladesville Chamber of Commerce when the draft LEP and the complementary draft DCP were exhibited.

To assist in assessing this issue Council formed a reference group comprising affected land owners, the Chamber of Commerce and nearby residents to examine the issues raised in the submissions received from the exhibition. A principal position taken by that group was to urge review of the exhibited controls.

Council determined to in order and not to delay the broader proposals to adopt the LEP essentially as exhibited. It further resolved to conduct a major review of this key site.

That review has been conducted. The reference group was retained to provide input into the direction and proposed outcomes of the review. Two workshop sessions were convened with the reference group during the study and the proposals offered in the consultants report were endorsed by that group. Council sees value in the proposals being canvassed more widely and proposes that both the planning proposal and the draft DCP amendments be publicly exhibited for 28 days. The consultants report will be exhibited with these documents.

Part 5 Council Interest

The land subject of this planning proposal is held in two ownerships. Moch Pty Ltd owners of the Gladesville Shopping Village and Council. The Council land is classified as operational.

The review concluded that continued access to the rear of Victoria Road properties was critical to the development over time of those properties within the key site that front Victoria Road. Substantially that access is provided via Rights of Way over Council's land. The draft DCP now being prepared to compliment the planning proposal will provide for retention of that access.

Importantly the review, which was conducted by an independent consultant concluded that integrated development of the land owned by Moch Pty Ltd and Council is critical to the provision of a significant public space on the key site. That issue is elaborated in the Newbold Report.

To avoid any conflict of interest or the appearance of conflict arising from the situation of Council acting as the responsible planning authority in relation to its own land holding, Council intends to arrange independent review of the outcomes of public exhibition of the matter and the related recommendations made to Council by its staff.

It is considered that a very high level of public confidence would result if this review were to be conducted by the Joint Regional Planning Panel. It is not intended that the Panel would be required to make the required decisions on the matter, but to review the reasonableness of the planning proposal and the staff's recommendations to Council. Recommendations or comment by the Panel would be welcomed in the interest of securing a sound outcomes and public confidence in Councils treatment of the matter. It would be appreciated if the Department would consider this approach and advise Council on how it might be arranged.

Attachments

1. Gladesville Town Centre; Review of controls for Block 21-Brett Newbold Urban Planning , December 2009
2. Resolution of Council 14 December 2009
3. Amended Heights of Buildings Map and Heritage Map