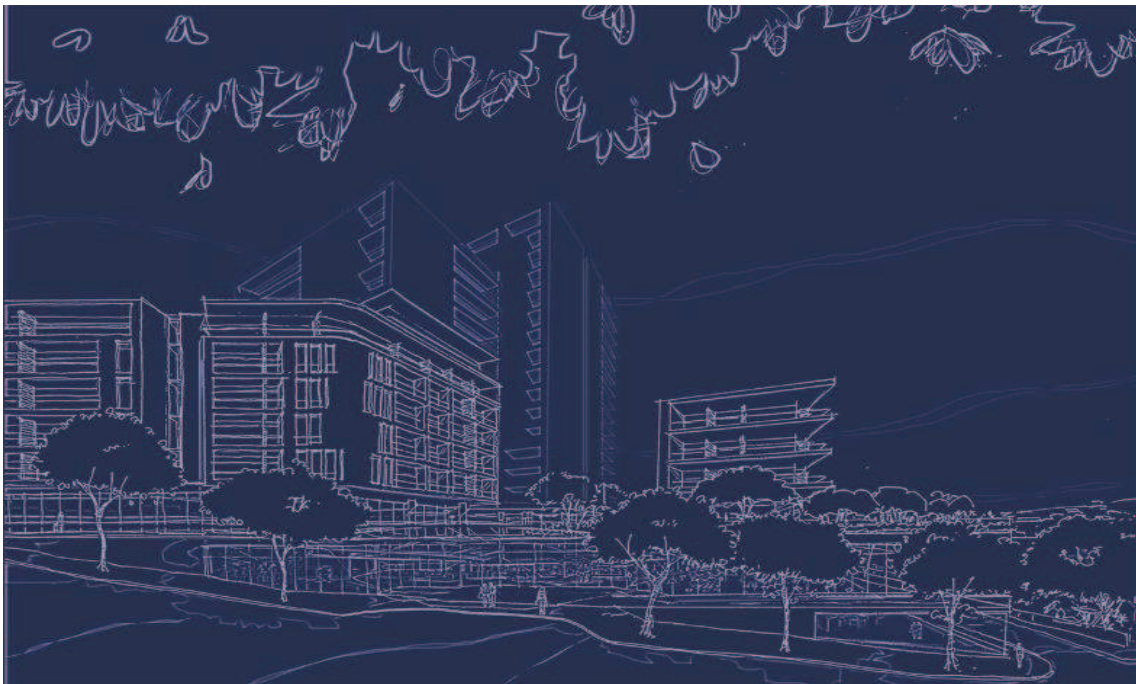




planning consultants

Planning Proposal

Gladesville Village Shopping Centre



Prepared for: GSV Developments
January 2016

Printed: 15 January 2016
File Name: P:\PROJECTS\8977A Gladesville Shopping Centre\Reports\8977A PP_Jan 2016.docx
Project Manager: David Kettle
Client: GSV Developments
Project Number: 8977A

Document Control

Version	Prepared By	Reviewed By	Issued To	Date
Draft	David Kettle	Ellen Robertshaw	Client and R+M	08/09/2015
Draft for Adequacy of Documentation	David Kettle	Ellen Robertshaw	Council	16/09/2015
Final	David Kettle	Ellen Robertshaw	Council, Client and R+M	08/10/2015
Final – updated	David Kettle	Ellen Robertshaw	Council Client	15/01/2016

Contents

Executive Summary	vii
1 Introduction	1
1.1 Commission	1
1.2 Purpose of this Report	1
1.3 Summary of Conclusions and Recommendations	1
2 Background	2
2.1 Summary of Planning History of the Site	2
2.2 Development of Concepts	3
2.3 Meetings with Council	3
2.3.1 Meeting on 11 December 2014	3
2.3.2 Meeting on 16 February 2015	4
2.3.3 Meeting on 2 June 2015	5
2.4 Consultation Meetings	7
2.5 Presentation to Hunters Hill Council	8
3 Site Context	9
3.1 Location	9
3.2 Site Description	9
3.3 Surrounding Development	12
3.4 Local Road Network	13
3.5 Public Transport	14
3.6 Local Open Space	15
4 Concept Proposal	17
4.1 Options Considered	17
4.2 Summary Statistics of Development Concept	18
4.3 Basement	19
4.4 Retail level	19
4.5 Podium level & public domain	20
4.6 Residential Buildings	20
4.7 Vehicular Access	21
4.8 Comparative Development Yield Analysis	21
4.9 Possible DCP Amendments	22
5 Justification and Need for the Planning Proposal	25
5.1 Previous Development Application	25
5.2 Compliant Scheme	25
5.3 Proposed Scheme / Concept Proposal	27
5.4 Benefits of the Concept Proposal/Preferred Scheme	30

Contents

5.5	How objectives of the DCP are achieved with the Preferred Scheme	30
6	Key Planning Issues	32
6.1	Strategic Justification	32
6.1.1	NSW Long Term Transport Master Plan	32
6.1.2	A Plan for Growing Sydney	32
6.1.3	Inner North Subregion Draft Subregional Strategy	34
6.1.4	Future Gladesville Strategy	35
6.2	Centres Analysis	35
6.3	Housing	40
6.4	Building Height and Floor Space Ratio	41
6.4.1	Context for height	41
6.4.2	Reduced height	41
6.4.3	Transition in scale	42
6.4.4	Summary of height and resultant FSR	44
6.4.5	Floor space ratio	44
6.5	View Assessment	46
6.5.1	The visual character of the site and surrounds	46
6.5.2	Assessment of views from 22 locations	46
6.6	Shadow Analysis	49
6.7	Heritage	50
6.8	Traffic Impact Assessment	51
6.9	Public Benefits	52
6.10	Social and Economic Benefits	54
6.11	Net Community Benefit Test	54
6.12	Comparison of Impacts and Public Benefits - Current Controls vs Proposed Outcome	56
6.13	Services and Community Infrastructure	58
6.13.1	Public transport	58
6.13.2	Water and Sewer	58
6.13.3	Other utilities	59
6.13.4	Community Infrastructure	59
7	Matters Required by s55 of the EP&A Act	60
7.1	Introduction	60
7.2	Part 1 - Objectives or Intended Outcomes (Section 55(2)(a))	60
7.2.1	Objectives and Outcomes	60
7.2.2	Existing Zone objectives and permissible uses	61
7.3	Part 2 - Explanation of Provisions (Section 55(2)(b))	62
7.3.1	Proposed Permissibility	62
7.4	Part 3 – Justification (Section 55(2)(c))	64
7.4.1	Section A – Need for the Planning Proposal	64
7.4.2	Section B – Relationship to Strategic Planning Framework	65

Contents

7.4.3	Section C – Environmental, Social and Economic Impact	67
7.4.4	Section D – State and Commonwealth Interests	67
7.5	Part 4 – Mapping (Section 55(2)(d))	68
7.6	Part 5 - Community Consultation (Section 55(2)(e))	68
7.7	Part 6 – Project Timeline	68
8	Conclusion	69

Figures

Figure 1	Locality	9
Figure 2	The Site	11
Figure 3	Local road network	14
Figure 4	Distribution of public open space	15
Figure 5	Compliant scheme structure	25
Figure 6	Massing of a Compliant Scheme as viewed from the east	26
Figure 7	Comparison of podium heights	28
Figure 8	Comparison of Compliant (on the left) and Preferred (right) Schemes	29
Figure 9	Retail hierarchy of centres around Gladesville, source Hill PDA	39
Figure 10	Skyline analysis	41
Figure 11	Comparison of development concept and current building height control	42
Figure 12	Typical east-west section	43
Figure 13	Typical north-south section	43
Figure 14	Comparative analysis of building mass to Flagstaff Street.	45
Figure 15	Current Height of Building and Floor Space Ratio maps	62
Figure 16	Options for Proposed Amendment to Height of Building map	63
Figure 17	Proposed Amendment to Floor Space Ratio map	64

Tables

Table 1	Comments by Architectus at June 2015 Meeting	6
Table 2	Site Description	9
Table 3	Development Concept Statistics	19
Table 4	Comparative Development Yield Analysis	22
Table 5	Amendments to DCP	22
Table 6	Consistency of the Preferred Scheme with the Relevant Objectives of the DCP for the Key Site	30
Table 7	Summary of Heritage Impact	50
Table 8	Net community benefit test evaluation criteria	54
Table 9	Comparison of Impacts and Public Benefits - Current Controls vs Proposed Outcome	56
Table 10	Objectives or Intended Outcomes of the Planning Proposal	60

Contents

Appendices

Part 1 – Planning Proposal Report and supporting reports

1. Architectus letters dated 17 December 2014, 19 March 2015 and 23 June 2015
2. Community Engagement Report, prepared by Straight Talk
3. Traffic Impact Assessment prepared by Road Delay Solutions Pty Ltd
4. Economic and Market Analysis prepared by Hill PDA
5. Views Assessment Analysis prepared by Richard Lamb & Associates
6. Statement of Heritage Impact prepared by Heritage 21
7. Assessment against the State Environmental Planning Policies
8. Assessment against Section 117 Directions
9. DFP submission to the draft DCP – Chapter 4.4 – Gladesville Village Centre
10. Justification for the location of the publicly accessible open space

Part 2 – Architectural Documentation and Urban Design

1. Urban design report
2. Site Survey
3. Compliant Scheme envelope shadows
4. Development Concept shadows

Contents

Abbreviations

AADT	annual average daily vehicle trips
AHD	Australian Height Datum
AHIP	Aboriginal Heritage Impact Permit
Council	Hunters Hills Council
DA	development application
DCP	development control plan
DFP	DFP Planning Pty Limited
DoPE	NSW Department of Planning and Environment
DVT	daily vehicle trip
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EP&A Regulation	<i>Environmental Planning and Assessment Regulation 2000</i>
EPI	environmental planning instrument
ESD	ecologically sustainable development
FSR	floor space ratio
GFA	gross floor area
HIS	heritage impact statement
kph	kilometres per hour
LEP	local environmental plan
LGA	local government area
NGL	natural ground level
PA	planning agreement
PVT	peak hour vehicle trip
REP	regional environmental plan
RL	reduced level
RMS	NSW Roads and Maritime Services
RTA	former Roads and Traffic Authority of NSW
ROW	right of way
SCI	site contamination investigation
SEE	Statement of Environmental Effects
SEPP	state environmental planning policy
TIA	traffic impact assessment
VPA	voluntary planning agreement
vtph	vehicle trips per hour

Executive Summary

This Planning Proposal has been prepared on behalf of GSV Developments and seeks to amend the Height of Building Map and Floor Space Ratio Map of the Hunters Hill Local Environmental Plan 2012 (HHLEP) to facilitate the redevelopment of the existing Gladesville Shopping Centre for a mixed use development comprising approximately 250 apartments and some 11,200m² of retail/commercial floor space. The Site has been identified in Hunters Hill DCP 2013 as a Key Site. The Key Site comprises multiple properties with a combined area of 10,800m².

This report and accompanying material has been prepared in accordance with Section 55 of the Environmental Planning & Assessment Act 1979 (EP&A Act) and relevant Departmental guidance.

Stakeholder Consultation

Community consultation began in August 2014 and has been managed by community engagement specialists Straight Talk. Community consultation included:

- One to one meetings with identified stakeholders, including the Chamber of Commerce, Gladesville Community Group, Hunters Hill Trust and Ryde Hunters Hill Flora and Fauna Society, in October 2014.
- Two Display and Discuss sessions in February 2015.
- Two further Display and Discuss sessions in August 2015.
- Four traffic information sessions held in August 2015.

During this community consultation the proponent has also engaged with Council including meetings in December 2014, February 2015 and June 2015 to discuss the concepts and options for the Site that were developed following feedback from Council and the community.

Development concept

The development concept is the mechanism used to test different options and scenarios to the management of height and floor space on the Site, as well as test different outcomes in terms of heritage and vehicle access to the Site. These options have informed the Planning Proposal and demonstrate how height can be redistributed across the Site to mitigate impacts (view, height transitions and solar impacts). The development concept is based on an indicative 11,200m² of retail and commercial floor space, approximately 250 apartments and the provision of some 5,000m² of publicly accessible open space (including a Village Green/Plaza on 2,100m²) and a further 1,300m² of accessible space in the form of the shareway along the existing ROW.

Intended Outcome of Planning Proposal

The intended outcomes of the Planning Proposal are to:

1. Redistribute the height controls applying to the site by transferring the majority of the height to the western edge and tapering down to a lower scale at the street frontages with a significant area of the Site being reduced in building height control from the current LEP.
2. To increase the Floor Space Ratio (FSR) applying to the Site and to apply a uniform FSR control across the Site, noting that the amendment to the building height will control built form outcomes.
3. To deliver social and public benefits that are capable of being provided by amending the building height and FSR controls.

Building Height

The development concept has taken the approach of proposing compact building footprints to maximise publicly accessible open space at the podium level. This has contributed to the proposed increase in height. The development concept demonstrates the transfer of the majority of the height to the western edge of the Site and tapering down to lower scale at the street frontages. Building heights above podium as proposed in the development concept are:

- Building A – 7 Storeys (fronting Massey St)
- Building A1 – 15 Storeys (fronting the right of way)

Executive Summary

- Building B – 16 Storeys (fronting the right of way)
- Building C – 6/10 Storeys (fronting Cowell St)
- Building D – 4 storeys (adjoining Flagstaff St).

The development concept demonstrates that along Flagstaff Street there is a reduction in building height control from the current LEP control of 34m to a proposed height of 29m. This allows for a transition in scale to the residential area to the east. Due to the varied building heights across the site and complicated ground level of the current site, a series of RLs are proposed for the Height of Building Map.

The proposed heights are justified for the following reasons:

- The basement has been lowered to enable level connections between the future shareway and publicly accessible open space. This requires the demolition of the existing shopping centre and associated loss of rental income. The deeper excavation also increases development costs. The additional costs are in part off set by the increased height and density.
- The Hunter Hill DCP (part 4.6) requires that the residential footprint be no greater than 35% of the podium. The development concept has achieved a 25% footprint. The smaller footprints allow for the provision of some 5,000m² of publicly accessible open space - an outcome that would not be achieved if the 35% control was applied.
- The reduced building footprints has enabled a primary publicly accessible open space of some 2,100m² to be provided in the north-eastern part of the site, delivering a public open space well in excess of the 600m² required by the DCP. This outcome could not be achieved without small building footprint and the proposed building heights.
- The height has been located on the western edge furthest away from the residential area to the east.
- The eastern edge of the Site is reduced in height from 34m to 29m with a significant portion of the podium in the north western corner that is not proposed to be occupied by buildings. This creates a lower scale building than that permitted under the current LEP height control and a good transition in scale to Flagstaff Street.
- The proposed heights to Massey Street and Cowell Street will achieve a transition in scale to the taller forms located centrally within the Site.
- The discussion that follows offers further justification of height in terms of shadow impact and visual assessment considerations.
- The increased in building height allows the delivery of significant public benefits.

The balancing of development costs, public benefits and height has been the main consideration in terms of the built form.

Floor Space Ratio

Associated with the increased height is an amendment to increase the floor space ratio (FSR) control applying to the Site. The resultant FSR of the development concept is 3.4:1, compared to the current controls of 2.7:1 and 2.3:1 over the majority of the Site. Due to the sloping nature of the site and extrapolated ground line has been assumed. The sloping topography is such that some of the gross floor area (GFA) will not be apparent from street level. However, the 'below ground GFA' is included in the calculation of the 3.4:1 FSR proposed in this Planning Proposal.

The proposed FSR is justified on the following grounds:

- The lowering of the podium to achieve level access to the publicly accessible areas and wall heights lower than the existing development or a LEP/DCP compliant development is only capable of being achieved through deeper excavation which adds significantly to the development cost. Additional costs are also incurred by having to demolish the existing shopping centre and with it loss of rental income. The additional costs are in part off set by the increased density.

Executive Summary

- There is a considerable amount of GFA contained within the podium which has been lowered. In theory the retail GFA and car parking levels could be swapped without changing the built form outcome. This would result in the retail GFA being fully below ground and the car park above ground. The above ground car park would not count as GFA (as per LEP definitions), yet the built form outcome would be no different to the Concept Proposal.
- The additional GFA equates to approximately 8000m² which represents about 80 dwellings (assuming all additional GFA was apportioned to residential uses). This additional dwelling yield will greatly assist in countering the low dwelling completions in the last 10 years and contribute to achieving the 1,650 additional dwellings forecast by DoPE as being required between 2011 and 2031 in the Hunters Hill LGA.

Shadow impact

Robertson + Marks has modelled the shadow impacts of the building envelopes shown on the development concept. The shadow analysis has been compared to a scheme that complies with the current building height controls. The shadow analysis demonstrates that:

- Trim Place is unaffected by shadows from the proposed buildings after 9.30am at the winter solstice.
- The Victoria Road properties and the residential apartment buildings on Cowell Street are capable of complying with the solar access criteria in the Apartment Design Guide (accompanying SEPP 65).
- The residential area generally east of the Site is largely unaffected by shadows from the concept scheme until about 2pm at the winter solstice.
- The main difference between the proposed scheme and a compliant scheme is that the public open space in the compliant scheme would be significantly overshadowed by buildings on the Site and future development of the Victoria Road properties. The proposed scheme, with its large allocation of publicly accessible open space, is a superior outcome in terms of the quantum of open space and solar access to that space which will be largely free of shadow between 9am and 3pm during the winter solstice.

View impact

The view impacts of the proposed building heights have been analysed from adjoining streets, Victoria Road and more distant locations. Richard Lamb and Associates has found that the proposal will cause a substantial and positive change to the existing character of the Site and surrounds and will be compatible with the emerging character of the locality which is undergoing transformation to higher density and building forms. The massing, being located along the western side, results in the built form being setback from the sensitive boundaries which helps mitigate potential view and amenity impacts.

The taller built forms will not be prominent or overbearing when viewed from Victoria Road due to the alignment of the road and the future height of development along Victoria Road.

The proposed building heights are not anticipated to significantly affect views to any important scenic features within the visual catchment.

Heritage considerations

The future of 10 Cowell Street is unchanged as a consequence of the Planning Proposal. The existing planning controls applying to the Key Site already encourage the redevelopment of the Key Site which includes 10 Cowell Street. The proposed amendment to the building height and FSR controls does not change this circumstance. The future management of 10 Cowell Street will also be a relevant matter for consideration with a future development application.

The inclusion of 10 Cowell Street in a consolidated development site is the preferred approach in order to achieve a more regular shaped site and provide greater design flexibility that will ultimately enable the public benefits outlined elsewhere in this Planning Proposal to be achieved.

Executive Summary

Heritage 21 has prepared a Statement of Heritage Impact in relation to the nearby heritage items and conservation areas and they have been found the potential impacts to be acceptable.

Traffic impacts

The traffic impacts will require management at development application stage. The development concept submitted with the Planning Proposal has been used to develop a traffic management strategy to directed traffic from the Site via the signalised intersection at Cowell Street and Victoria Road and thereby minimise traffic generated by development on the Site from using local streets

RDS has undertaken a SIDRA analysis of intersection performance in the Gladesville town centre. The modelling factors in metropolitan growth and the GSV development concept and proposed traffic mitigation measures. The outcomes of the modelling are compared to the existing condition (2015) and reveal that queue lengths and vehicle delays generally increase (with reductions at some intersections). Despite this the modelled intersections operate at a satisfactory level of service of 'D' or better.

Economic considerations

HillPDA has undertaken an Economic and Market Analysis. This has established the demand for apartments in the region. An analysis of the hierarchy of centres within the region has been undertaken and the redevelopment of the Site fits comfortably with the centre hierarchy and the scale of developments occurring in similar centres in the region (i.e. increased residential development close to town centres and villages, housing being located on podiums above redeveloped shopping centres).

The additional retail GLA proposed in the Concept Scheme is approximately 1,820m². The additional retail GLA will not significantly increase the total retail GLA in Gladesville town centre and the centre will remain as a 'village' in terms of the general hierarchy of centres.

Hill PDA has also considered the demand for retail space and the impact of the increased retail GFA on the trade area. They have found that there is sufficient expenditure available in the trade area to justify a centre of more than 24,000m² with two full-line supermarkets. Therefore there is spare capacity for retail development allowing for other properties in the area to expand retail floor space if desired. They also note that a new centre and replacement of a smaller and older format supermarket with a larger format supermarket will help strengthen Gladesville and capture escape expenditure and therefore benefit the existing retailers in the town centre.

HillPDA has also estimated that the revitalised shopping centre with its additional retail and commercial GFA would result in a net increase of some 182 jobs in addition to the current employment generated by the existing shopping centre.

Public Benefits

The Planning Proposal to increase the height and FSR controls provides will facilitate the redevelopment of the Site to enable the delivery of significant public benefits including publicly accessible open space, through Site pedestrian links and the opportunity for dedication of floor space to Council for community purposes. These and other public benefits can be formalised through a planning agreement between the proponent and Council.

The Gladesville town centre and surrounding residential area is lacking in open space within walking distance of the locality. The concept plan can deliver a large, well-proportioned and accessible area of open space with good amenity being located away from traffic noise and having good solar access. The provision of publicly accessible open space in the heart of the Gladesville town centre will be a significant public benefit to the existing population, workers and future population on the Site.

The Planning Proposal can facilitate the renewal of an aging shopping centre and in doing so improve the shopping experience, provide retail tenancy with greater exposure and visibility which will in turn improve trading for retail shops and assist in reducing escape expenditure to other centres within the region. Encouraging the redevelopment of the Site will also revitalise the Gladesville town centre.

It is the intention that planning agreement under Section 93F(2) of the EP&A Act will be prepared to formalise the delivery of the public benefits. Further discussions are to take place between Council and the proponent to determine the potential items that might form part of a planning agreement. It is the

Executive Summary

intention that such a planning agreement would be in a draft version around the time of Gateway determination such that it can be publicly exhibited concurrently with the Planning Proposal.

Social benefits

Social benefits of the Planning Proposal include providing additional housing to meet the needs of Sydney's growing population and locating housing close to a major public transport route and in a local centre with good access to services and facilities.

The quantum of residential floor space in the development concept equates to some 250 apartments with an indicative mix of 40% x 1 bedroom, 55% x 2 bedroom and 5% x 3 bedroom dwellings. This will provide housing diversity in an area largely dominated by detached housing and cater for an increasing demand for housing for single and two person households that represent over 50% of households in the Hunters Hill LGA.

Consistency with Strategic Framework

The Planning Proposal has been found to be consistent with the Strategic Framework relevant to the Site.

- The *NSW Long Term Transport Masterplan* focusses on delivery of transport infrastructure including improvements to bus networks and service reliability through a redesign of the bus network including alleviation of congestion on Victoria Road. The Site is within a few minutes' walk of Victoria Road which provides bus services along a major corridor between the Sydney CBD and Parramatta. *Sydney's Bus Futures* expands on the Masterplan and proposes bus priority projects to Victoria Road, some of which are underway, which will enable an extra 40 weekday services capable of carrying an extra 2000 customers per day. This Site is well placed to maximise use of the bus corridor and the Planning Proposal will facilitate a greater residential density located on the existing bus routes.
- The Planning Proposal is consistent with *A Plan for Growing Sydney* in terms of housing supply, housing diversity, providing higher density in strategic centres and contributing towards job targets.
- The Planning Proposal is consistent with the *Inner North Subregion Draft Subregional Strategy* particularly in relation to the objective for the development of village centres to contain increased housing within walking distance of commercial and retail hubs. The Strategy also identifies Victoria Road as a strategic bus corridor and the Site is located some 50m walking distance from the road corridor and the regular bus services that operate along Victoria Road.
- Council has recently completed a community consultation process called Future Gladesville which was a consultative process to capture the community's aspirations and desired character of the Gladesville Village Centre and how this character can be integrated into new development and inform an amendment to the Hunters Hill DCP.
- The Planning Proposal has also been found to be consistent with regional and subregional planning and transport strategies as well as local planning studies and is not inconsistent with relevant SEPPs and Section 117 Directions.

1 Introduction

1.1 Commission

DFP has been commissioned by GSV Developments to prepare a Planning Proposal for the redevelopment of Gladesville Shopping Centre (the Site), which is bound by Cowell Street, Flagstaff Street and Massey Street, Gladesville.

The Planning Proposal seeks to amend the Height of Building Map and Floor Space Ratio Map of the Hunters Hill Local Environmental Plan 2012 (HHLEP) to facilitate the redevelopment of the existing Gladesville Shopping Centre for a mixed use development comprising approximately 250 apartments and some 11,200m² of retail/commercial floor space.

1.2 Purpose of this Report

The purpose of this report is to provide Council and the Department of Planning and Environment (DoPE) with the necessary information to assess the Planning Proposal and for the Minister to make a Gateway determination in accordance with Section 56 of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

1.3 Summary of Conclusions and Recommendations

This report concludes that the Planning Proposal to amend the Height of Building Map and Floor Space Ratio Map

- Is consistent with regional and subregional planning and transport strategies as well as local planning studies;
- Is not inconsistent with relevant SEPPs and Section 117 Directions;
- Allows for height to be redistributed across the Site by transferring the majority of the height to the western edge and tapering down to lower scale at the street frontages with a significant area of the Site being reduced in building height control from the current LEP; and
- Allows for significant public benefits and social benefits to be delivered which can form part of a Planning Agreement with Council.

The development concept supporting and informing the Planning Proposal demonstrate how height is managed to achieve scale transitions and not create unacceptable view impacts or shadow impacts. Traffic management solutions have also been developed in parallel with the development concept to contain traffic impacts and avoid impacts on the surrounding residential street network.

Furthermore, the development concept for the Site demonstrates that environmental factors can be adequately addressed and subject to more detailed assessment at the DA stage.

Accordingly, we recommend that Council endorse this Planning Proposal and forward it to the Minister for Gateway determination.

2 Background

2.1 Summary of Planning History of the Site

The current controls in the Local Environmental Plan (LEP) and Development Control Plan (DCP) have evolved over a number of years.

- The process first commenced in 2002 when Hunters Hill and Ryde Councils recognised the need to review controls in the Gladesville Town Centre to guide future development in a co-ordinated manner.
- In 2005 a master plan was completed (Revitalising Gladesville Town Centre and Victoria Road – a master plan report prepared by Annand Allcock Urban Design, 2005). This master plan included input from the community and other stakeholders. This Master Plan included heritage, traffic and economic inputs.
- Preparation of the Gladesville Village Centre LEP and DCP commenced. This was jointly prepared by Hunters Hill and Ryde Councils with funding from the then NSW Department of Planning and Infrastructure. Further consultation was undertaken, including consultation with State agencies. The LEP and DCP were adopted. This set the building height for the Site at 27m and FSR at 2.3:1 and 2.7:1.
- After the adoption of the LEP and DCP, a review of the controls for Block 21 (Gladesville Shopping Centre) was commenced due to concerns about the practicality of some of the controls. Brett Newbold Urban Planning prepared a Review of Planning Controls for Block 21 which resulted in amendments to the LEP (increase in height to 34m) and DCP (civic space, proposed new road, heights and parking).
- A development application was lodged on 4 June 2013 for the redevelopment of the Gladesville Shopping Village including 4 residential towers over a retail podium. Council's independent planning consultants raised a number of concerns relating to such matters as SEPP 65 and Residential Flat Design Code matters, parking, setbacks, active frontages, car parking and delivery access. The development application was withdrawn in June 2014.
- In November 2014 Hunters Hill Council exhibited amendments to the setback control along Flagstaff Street Gladesville. This DCP amendment directly related to Block 21, also known as the Key Site in the DCP. The DCP amendment proposed a 4m setback control both above ground and basements. Despite advice from its independent planning consultants and professional staff that the setback was excessive, the DCP amendment was adopted. This has had the effect of reducing the development potential of the Site by reducing developable area along a significant frontage.
- From September to November 2014 Council and the consultancy Place Partners worked to engage with the local community to understand the community's aspirations for the look and feel of a "Future Gladesville". The website for Future Gladesville summarises the key findings as follows:

"The overarching direction that emerged from the engagement of 770 people was that locals, no matter what age, gender, background or interest, wanted more publicly accessible places to socialise and spend time in - places that were green, exciting and informal in character.

The community's top five words for the future Centre were green, exciting, informal, traditional and European.
- In late 2014, Council resolved to make an amendment to the Hunters Hill LEP in relation to a number of heritage items, including the listing of 10 Cowell Street being one of the properties comprising the Site. Gateway determination was received in February 2015 and the Planning Proposal was publicly exhibited. Following a review of submissions, Council resolved to proceed with the Planning Proposal, including the listing of 10 Cowell Street as a local heritage item.

2 Background

- Arising out of the Future Gladesville consultation, the Council made further amendments to the Hunters Hill DCP, specifically Chapter 4.6 which relates to the Gladesville Village Centre, inclusive of the Site.

The above chronology outlines the evolving history of controls that have affected the Site over the last 13 years. The controls have sought to encourage the redevelopment of the Site, yet some 10 years since a masterplan was prepared, the Site has remained undeveloped.

A new Planning Proposal has been prepared to establish a height and floor space ratio control (founded on a development concept) for a development outcome that will facilitate and encourage the redevelopment of the Site which is well overdue. Redevelopment of the Site will make significant and meaningful contributions to the local economy, housing and objectives of the strategic outcomes for Sydney and the immediate region.

2.2 Development of Concepts

Following the withdrawal of the DA in mid-2014, the proponent put together a fresh team to explore options for the Site.

A comparative scheme was developed by Robertson + Marks Architects to test built form outcomes arising from the current building height and FSR controls of the Hunters Hill LEP 2012 and the controls in the DCP (which have evolved during this design process). This helped understand what built form outcome is likely under the current controls. As explained in Section 4 of this Planning Proposal, a compliant scheme has many shortcomings in terms of distribution of massing and lack of transition in building height, podium heights, overshadowing of future public open space, reduced internal residential amenity and the quantum of public open space achievable,

In order to address the shortcomings of a compliant scheme, but maintain permissible GFA there would need to be a redistribution of floor space to improve solar access to the public open space area, reduce heights to Flagstaff Street and the rear of the Massey Street properties and open up the connections to the Shareway.

Development concepts were developed based on the constraints and opportunities of the site, the shortcomings of a compliant scheme as well as the issues raised during the assessment of the withdrawn DA. A design solution that seeks to balance commercial and community expectations for the Site has been developed over many months. The concepts have taken into account a range of design issues, including (but not limited to) the following key issues:

- residential amenity for future housing on the Site;
- delivery of an improved shopping centre;
- delivery of publicly accessible open and pedestrian permeability;
- traffic and car parking implications;
- scale and transition of built form to surrounding areas; and
- heritage considerations.

The concepts and options that have been developed and explored have been presented to Council and its independent planning and traffic consultants, as summarised in the following section.

2.3 Meetings with Council

The proponent and consultant team has met with Council and its independent planning and traffic experts to discuss the concepts as they developed.

2.3.1 Meeting on 11 December 2014

The meeting provided an opportunity for the proponent to present the envisaged approach for the redevelopment of the Site.

2 Background

The presentation summarised the main planning issues raised in the assessment of the withdrawn DA as a means of informing a new approach to Site planning. A number of design outcomes were presented:

- Lowered podium
- Distribution of residential to the west of the Site and pyramidal form
- Multiple pedestrian links to the podium with good visibility
- Relocation of public open space to a location with better solar access and outlook
- Residential foyers access from the podium
- Active frontages to Cowell and Flagstaff Streets.
- Positioning residential buildings on the western edge of the Site allowing an opportunity for public activities on the eastern edge
- Service and car parking access from Flagstaff Street.

Architectus considered that the complete demolition of the existing shopping centre to facilitate the redevelopment is supported as this will allow for maximisation of the Site's opportunities and response to its constraints.

The following design features were considered to have merit:

- Reducing the height of the podium to street frontages if active uses are not to be sleeved at these locations;
- Increased area for a public plaza / open space that is set at ground level, has connection to surrounding streets, and has a northerly aspect;
- Separate residential and commercial vehicular entries;
- Loading dock removed from street intersection;
- Lift cores relocated to western edge potentially allowing for direct pedestrian access from lane to residential towers.

Architectus noted that there might be built form layouts superior to that envisaged in Hunters Hill DCP. However, that comment was made before the draft DCP was exhibited. The draft DCP makes some amendments to the built form controls for the Key Site.

Architectus identified further material necessary to advance the discussion including:

- Thorough site analysis
- At least 3 building envelope/layout options;
- A view study for the preferred option (wire frame on existing photos is sufficient) from various points in the public domain including along Victoria Rd from both directions and in the neighbourhood;
- A plan showing the preferred envelope in relation to how properties along Victoria Rd could be developed under the current controls. Building separation across the Lane may be an issue.

The concepts were then further advanced and the above illustrative material was prepared and presented at subsequent meetings.

2.3.2 Meeting on 16 February 2015

At the meeting three options were presented which built upon the design outcomes and principles established at the December 2014 meeting:

2 Background

- Option 1 comprised a contiguous built form with minimum height variation but with the tallest tower located at 21 floors (75m) above the right-of-way (ROW) and sited in the middle of the Site (along the western boundary).
- Option 2 was for discrete towers located on the western edge of the Site. The tallest tower was 25 floors (87m) above the ROW. Heights stepped down to the street edges. This was selected by the project team as being the preferred built form arrangement.
- Option 3 was for towers connected at the lowest levels but appearing as discrete towers in the skyline. The tallest tower was 23 floors (81m) above the ROW.

All schemes were based on a FSR of 4:1.

Architectus, on behalf of Council, provided a letter dated 19 March 2015 providing comments on the proposed schemes. The main issues arising from the presentation of the options was that whilst additional height together with reduced heights may be justified, the highest building heights are unlikely to be supported.

The elements of the options that were considered to have merit (subject to further assessment) were:

- The alignment of buildings closer to Victoria Road and providing a variety of different building heights.
- Integration with surrounding streets and land uses by virtue of setting the podium level lower and setting individual pedestrian entries for residential buildings.
- The replacement of previously proposed high blank walls at the corner of Flagstaff and Cowell Streets with more open building form to address the corner.
- The principal pedestrian entry to the shopping centre from Cowell Street.
- Removal of loading dock from corner of Flagstaff and Cowell Streets for public safety reasons.

Architectus set out some detailed design matters such as RFDC separation, interface with the ROW, pedestrian permeability, community benefit, mix of uses, public vs private spaces. These detailed design matters were made in the context of the potential combined Planning Proposal and DA. However, a combined application is not proposed and the detailed design is not documented, instead the principles have been considered in the Planning Proposal and preparation of the development concept and supporting information. Similarly the DA submission requirements outlined in the Architectus letter are not relevant at this stage.

A copy of the Architectus letter arising from this meeting is provided at **Appendix 1**.

2.3.3 Meeting on 2 June 2015

Further concepts were developed following comments from the Architectus. In particular, options were presented that explored different solutions in terms of the building form/massing of the residential towers, relocation of the heritage building at 10 Cowell Street and the consequences of retaining 10 Cowell Street on loading and/or car parking entrances.

- Options 1 presented residential on the podium with discrete towers (as per February meeting). The FSR in this option was about 3.85:1.
- Option 2 explored different tower forms on the podium – one with and another without connected buildings (lower height but greater mass). Both options showed the building at 10 Cowell Street relocated to the podium.
- Options 3 showed 10 Cowell Street retained in situ and illustrated the relocation of the general retail loading dock to the right of way (as opposed to Flagstaff Street which is not possible with retention of 10 Cowell Street). The buildings above the podium could be either Option 1 or 2.

2 Background

- Option 4 showed 10 Cowell Street retained in situ and illustrated the relocation of the retail car parking entry and exit to the right of way (as opposed to Flagstaff Street which is not possible with retention of 10 Cowell Street). The buildings above the podium could be either Option 1 or 2.

These schemes were prepared with input from consultants specialising in visual impact, traffic, heritage and economics.

Architectus, on behalf of Council, prepared a letter dated 23 June 2015 providing their comments on the proposed schemes. A copy of the Architectus letter arising from this meeting is found at **Appendix 1**. This letter and the submission requirements have formed the basis for preparing and documenting this Planning Proposal.

The main issues arising from the letter are summarised in the Table below with a response has to how each issue has been addressed in this Planning Proposal.

Table 1 Comments by Architectus at June 2015 Meeting

	Comments by Architectus	Project Response											
Height and floor space ratio	Preferred outcome is to comply with FSR and vary height controls. Discounting of gross floor area (GFA) below ground.	The GFA has been reduced by some 6480m² Current FSR is 2.3:1 - Massey Street site 2.7:1 – Remaining site The proposed FSR (excluding GFA below ground) is some 2.79:1. The methodology for this calculation is provided in the Urban Design Report at Part 2 of the appendices to this Planning Proposal documentation. Some of the GFA is not apparent from the street and has been excluded from the calculation of GFA. The FSR above an extrapolated ground line is 2.79:1 which is only 0.09:1 above the current 2.7:1 FSR applying to the majority of the site.											
	Variety of heights preferred. Proposed heights no greater than 50% more of the current controls	<table border="1"> <thead> <tr> <th></th> <th>Current Height</th> <th>50% Increase</th> <th>Proposed Height</th> </tr> </thead> <tbody> <tr> <td>Massey Street site</td> <td>26m</td> <td>34.5m</td> <td>26m (i.e. below the 50%)</td> </tr> <tr> <td>Remainder of site</td> <td>34m</td> <td>51m</td> <td>20m to 58m ^{Note 1}</td> </tr> </tbody> </table> Note 1: One building is slightly greater than the suggested 51m building height, but all other buildings are below 51m in height with some significantly less than the current controls.		Current Height	50% Increase	Proposed Height	Massey Street site	26m	34.5m	26m (i.e. below the 50%)	Remainder of site	34m	51m
	Current Height	50% Increase	Proposed Height										
Massey Street site	26m	34.5m	26m (i.e. below the 50%)										
Remainder of site	34m	51m	20m to 58m ^{Note 1}										
Public Open Space	Increased separation between buildings A1 and B to improve visibility to open space	Concept provides for separation widened to 18m.											
	Investigate widened stairs from Flagstaff Street	This can be addressed at DA stage. Planning Proposal does not preclude this opportunity.											
	Soil depth for tree planting	This can be addressed at DA stage. Planning Proposal does not preclude this opportunity.											
	Enhance the access from Massey Street to the public open space.	Planning Proposal does not preclude this opportunity.											
	Ensure open space is level with the right of way	Podium level has been dropped by a further 0.5m to reduce level differences between the right of way and public open space.											
Tower form	Separated tower forms (i.e. not joined buildings) is preferred design approach	This has been achieved.											

2 Background

Table 1 Comments by Architectus at June 2015 Meeting

	Comments by Architectus	Project Response
10 Cowell Street options	The proponent presented two options for 10 Cowell Street— relocation to podium or retain in current location. Architectus comments were - Relocation of the building to the podium not a good outcome - Consider options to incorporate significant heritage fabric into the development (e.g. public open space)	The building on 10 Cowell Street is not proposed to be relocated. Opportunities for incorporation of significant fabric can be considered as part of heritage impact assessment and interpretation strategies. This can be addressed at DA stage.
Overshadowing	Shadow analysis to compare proposed development to a complying scheme.	Building heights have been reduced.
Community engagement	Recommends further community engagement	This information session is the second public information session.

In addition Architectus recommended that a concurrent Planning Proposal and DA not be pursued and that a DA be lodged after Gateway Determination when there is greater certainty regarding the form of the Planning Proposal. The proponent has decided to pursue a Planning Proposal only at this stage, and a DA will follow later in the Planning Proposal process.

2.4 Consultation Meetings

Community consultation began in August 2014 and has been managed by community engagement specialists Straight Talk. Straight Talk has facilitated the following events with the local community:

- One to one meetings with identified stakeholders, including the Chamber of Commerce, Gladesville Community Group, Hunters Hill Trust and Ryde Hunters Hill Flora and Fauna Society, in October 2014.
- Two Display and Discuss sessions, which were held on site at the Gladesville Shopping Village in February 2015. These sessions allowed community members to drop into at any time during the designated hours and speak to the project team about the updated proposal:
 - 307 people attended the two sessions and 50 feedback submissions were received.
 - Themes raised in consultation sessions included: the impact on existing infrastructure and traffic; improvements to pedestrian access to site; demand for a strong sense of place, preferably with a village centre and meeting or focal point; 10 Cowell Street; height of the proposed buildings and associated shadowing; loss of amenity, and conflict with the existing character of the area.
- Two further Display and Discuss sessions, were held on site at the Gladesville Shopping Village in August 2015 which were the same format as the February sessions where community members could drop into these events at any time during the designated hours and speak to the project team about the updated proposal.
- Four traffic information sessions were also held in August 2015. These were sit down events, which included a presentation from a traffic specialist (Road Delay Solutions) and provided the opportunity for attendees to ask questions.

2 Background

All events were advertised through a letterbox drop of a leaflet to local residents, an advertisement in the Northern District Times and on the project's website.

A consultation report has been prepared by Straight Talk providing more details of the community engagement and its outcomes, and is included at **Appendix 2**.

2.5 Presentation to Hunters Hill Council

The development concept presented at the community consultation on August 2014 was presented to the Council on 12 August 2015. Following that presentation a further letter from Architectus dated 2 September 2015 was received. That letter is also attached at **Appendix 1**.

3 Site Context

3.1 Location

The Site is located 50m east of Victoria Road and is located approximately 8km north west from Sydney's Central Business District. The Site is situated near the western and northern edges of the Hunters Hill Local Government Area (LGA) boundary that border with the City of Ryde LGA.

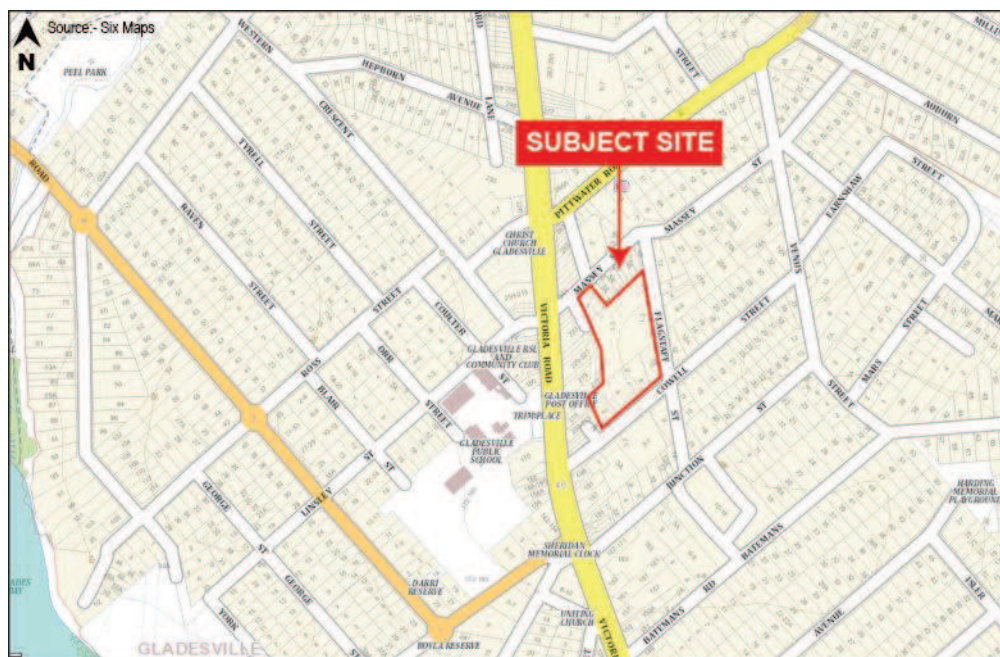


Figure 1 Locality

3.2 Site Description

The Site comprises 9 allotments as described in **Table 2** (see also Part 2 of Appendices for the site survey).

Property Address	Lot / DP
1 Massey Street, Gladesville	Lot 101 DP 1005097
1C Massey Street, Gladesville	Lot 1 DP 420791
1A Massey Street, Gladesville	Lot 1 DP 858147
1 – 3 Flagstaff Street, Gladesville 1B Massey Street, Gladesville	SP 60903
10 Cowell Street, Gladesville	Lot 1 DP 952446
8 Cowell Street, Gladesville	SP 4051
4 Cowell Street, Gladesville	Lot 38 DP 979222
4 Cowell Street, Gladesville	Lot 37 DP 979222
2 Cowell Street, Gladesville	Lot 36 DP 336297
Part of 215 Victoria Road, Gladesville	Lot 1 DP336297

3 Site Context

The Site has an area of approximately 10,800m² and is bound by Massey Street, Flagstaff Street, Cowell Street. The Site falls from Massey Street in the north to Cowell Street with the lowest point being midway along the Site's frontage to Flagstaff Street.

Built improvements on the Site comprise:

- The 'Gladesville Shopping Village' - a predominantly single level shopping centre with 239 car parking spaces over 2 levels in a part basement and partly above ground configuration due to the slope of the land. The shopping centre is anchored by a Coles supermarket of 2,750m² and contains a total of 5,250m² of retail floor space. The building presents a large and unsightly bulk to Flagstaff Street.
- A single level shop at the Massey Street frontage which has an internal connection to the Gladesville Shopping Village.
- A single storey timber cottage at 10 Cowell Street currently used as offices and recently listed as a heritage item under HHLEP 2012.
- A two storey residential flat building at 8 Cowell Street comprising 6 units.
- An at grade car parking area on 4 Cowell Street providing 30 car parking spaces on a very steep grade.
- A single storey red brick dwelling house at 2 Cowell Street.

Vehicular access to the shopping centre is available from Flagstaff Street and across No. 4 Cowell Street. The shop fronting Massey Street has its own vehicular access from Massey Street. No.s 2, 8 and 10 Cowell Street all have their own driveway crossings.

A right-of-way (ROW) exists along the western boundary of the Site following the alignment of the rear boundary of the Victoria Road properties. The right of way serves as a pedestrian pathway, although it is not formalised with footpaths. There are also links from the ROW through a couple of the Victoria Road properties connecting the Site with Victoria Road.

Figure 1 is an aerial image of the Site and annotated with photographs of the main buildings comprising the Site.

3 Site Context



Figure 2 The Site

3 Site Context

3.3 Surrounding Development

Victoria Road runs broadly in a north-south alignment through the Gladesville Centre and is located along the top of a ridgeline. The landform falls to the west and east of this ridgeline, with the subject Site being located east of the ridgeline.

The Site is located on the eastern side of the Victoria Road corridor. The following photos illustrate the character of the immediate surrounds.

	Victoria Road is characterised by predominantly 2 storey shops and commercial premises which form a street wall along Victoria Road. These buildings are of mixed architectural character and eras including traditional shop fronts from the early 20th century through to more contemporary buildings. Trim Place is located on the western side of Victoria Road which is a public space adjoining the Gladesville public school at a lower level.
	The retail/commercial character of Victoria Road continues along Cowell Street for the depth of the commercial properties. Opposite the subject Site is a four storey shop top housing development. The retail component is located at the western end of the development. A time limited public car park is located adjacent to the new shop top housing development.
	Cowell Street east of Flagstaff Street has a residential character with low scale traditional detached cottages.
	The retail/commercial character of Victoria Road continues along Massey Street for a short distance before changing to a residential character. The housing adjoining the Site is contemporary two storey town houses / series of duplexes and the remainder of the street is early 20th century cottages. There is a recent seniors housing development approved on Massey Street.

3 Site Context

	Flagstaff Street has a mixed character including detached housing, townhouses and commercial premises.
	There are a number of recent developments along Victoria Road that are characteristic of the emerging character of Victoria Road. Notably, these illustrate the change in building scale along Victoria Road that is encouraged by the increased building height planning controls in both the Ryde and Hunters Hill LGAs. The examples shown are 157 Victoria Road (Hunters Hill LGA) and 3 and 5-7 Meriton Street (Ryde LGA).

3.4 Local Road Network

The surrounding road network is described in the Traffic Impact Assessment (TIA) prepared by Road Delay Solutions (**Appendix 3**). In summary the hierarchy of the surrounding road networks comprises:

- Victoria Road (arterial road) located just west of the Site. It generally comprises 3 traffic lanes including a dedicated bus lane (east bound direction). It provides connects to the Sydney CBD and Parramatta.
- Pittwater Road (sub arterial road) located north of the Site and provides a connection between Victoria Road and Epping Road in the north.
- Cowell Street, Flagstaff Street and Massey Street (local roads) provide access to the Site and are also local residential streets.

At present, there is a series of one-way streets operating in the vicinity of the Site which appear to have been implemented to provide access to the shopping centre whilst minimising through traffic in the local residential streets as illustrated in **Figure 3**.

3 Site Context



Figure 3 Local road network

3.5 Public Transport

Victoria Road, being a major arterial road, provides a wide range of bus services to the city, Parramatta and other areas within the region.

A bus stop located on Victoria Road is serviced by the following buses travelling southbound and is located within a 4 minute walk of the Site:

- 500 Ryde to City
- 501 West Ryde/Ryde to City
- 507 Macquarie Uni to City
- 510 Ryde Depot to City
- 515 Eastwood to City
- 518 Macquarie Park to City
- 520 Parramatta to City
- 536 Chatswood to Gladesville
- M52 Parramatta to City (limited stops)

During peak times the maximum wait time for a bus is approximately 5 minutes, with buses coming every couple of minutes. The M52 limited stops bus services comes at 5 – 12 minute intervals at peak times, providing an express route into the CBD. During off peak times the maximum wait time for a bus is approximately 15 minutes, however buses at times continue to come at 5 minute intervals or less.

Another bus stop on Victoria Road, which is a 5 minute walk from the Site, is serviced by buses travelling northbound. In addition to the above services, this stop is also serviced by the following additional services:

3 Site Context

- X00 City to Ryde (limited stops)
- X15 City to Eastwood (Express)
- X18 City to Denistone East (Express)

The regularity of buses servicing this stop is generally consistent with the frequency of the southbound buses.

3.6 Local Open Space

Figure 4 illustrates the location of open space with a 500m and 1km radius of the subject Site. Aside from Trim Place (a small area located on Victoria Road) there is no open space available within a 500m radius of the subject Site. The larger areas of open space including playing fields and foreshore parks are located up to 750m to 1km radius from the Site (or a greater walking distance).

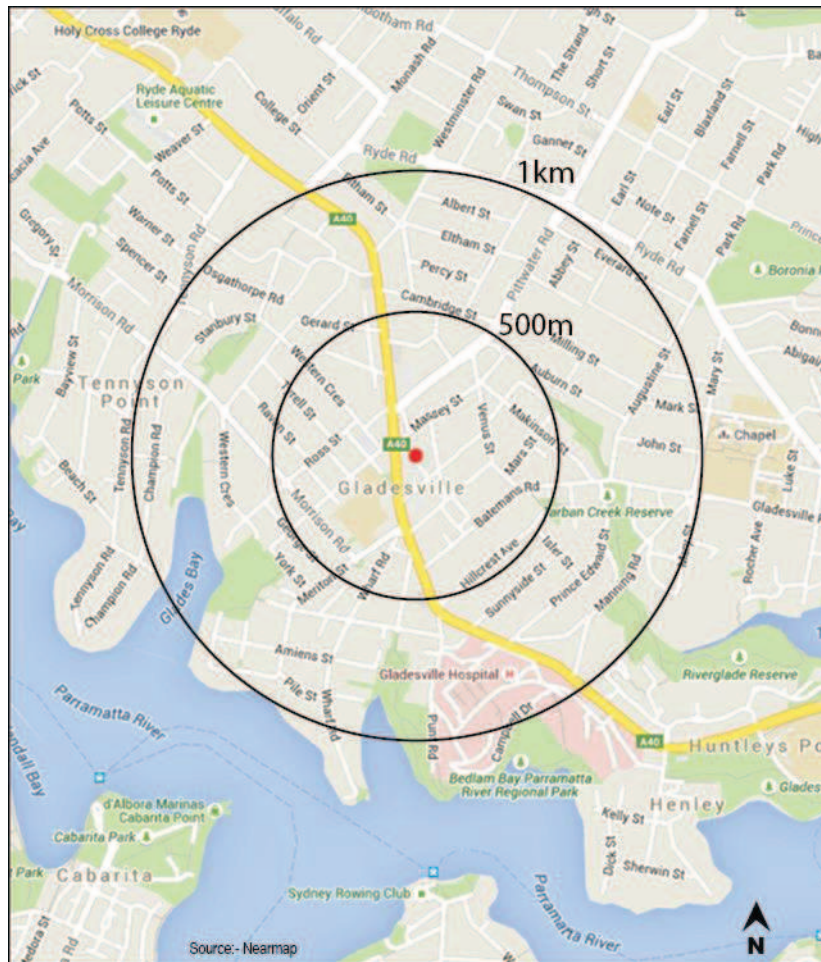


Figure 4 Distribution of public open space

The Gladesville town centre and immediate surrounds is lacking in functional open space that offers good amenity (as noted in Chapter 4.4 of Hunters Hill Consolidated DCP 2013). In particular the DCP states in Section 1.2 that:

"There is minimal public domain; footpaths are narrow with no space for community socialisation or outdoor trading, and there is no dedicated public open space. The overall quality of the public domain is poor with an inconsistent palette, limited pedestrian amenity and negligible street planting."

This is particularly relevant as residential developments take place along the Victoria Road corridor introducing more population into the area that will have a need for well located and

3 Site Context

accessible public open space. Chapter 4.4 of the DCP also nominates a 600m² public open space area for the Key site (being the subject site).

Ryde DCP 2014 (Part 4.6 – Gladesville Town Centre and Victoria Road Corridor) identifies a number of key sites including Block 18 (Coulter Street) which is located in the Gladesville town centre. The Built Form Plan for Block 18 indicates a proposed open space of 500m² within the key site. Whilst this open space is located in the town centre, its limited area will make only a small contribution to the public open space in the town centre. The proposed open space on GSV Site will be 10 times the size and offer a more usable area for the residents of the area.

4 Concept Proposal

4.1 Options Considered

During the course of consultations with the community and discussions with Council there have been a number of options considered which are summarised below. All options are founded on similar site planning principles but tested with various scenarios regarding distribution of massing, traffic outcomes and heritage outcomes. They all contain multi-level basement car parking with a retail level located above the car parking and forming a podium upon which the residential towers and publicly accessible open space are located.

Robertson and Marks has prepared conceptual plans and diagrams illustrating each of the options which are contained in the Urban Design Report at **Part 2** of the appendices to this Planning Proposal documentation.

Scenarios 1, 2 and 3 presented in the Urban Design report are three concepts testing various heights (measured as storeys above the podium) and massing options based on a FSR of 4:1. Scenario 2 was the preferred scheme and taken to public consultation in February 2015.

- Scenario 1 was a built form with contiguous massing with heights ranging from 6, 11 and 21 storeys with a FSR of 4:1.
- Scenario 2 was a built form with full separation between buildings, height ranging from 6, 11, 25, 15, 6 and 4 storeys with a FSR of 4:1.
- Scenario 3 was a built form with separation between buildings at upper levels with some lower level infills between the towers. Heights ranged from 6, 11, 23, 16, 6 and 4 storeys with a FSR of 4:1.

Scenario 2 was further refined and presented to Council and its consultants in June 2015. Four options were presented based on a FSR of 3.85:1 and different options were tested in terms of height and massing. The four options are illustrated in the Urban Design report.

- **Option 1** is a full articulated envelope with separation between each building. Heights range from 6, 11, 25, 15, 6 and storeys with a FSR of 3.85:1.
- **Option 2** is a contiguous built form (i.e. no separation between buildings). The distribution of massing achieved a lower height for two of the buildings. Building heights range from 6, 11, 21, 11, 6 and 4 storeys with a FSR of 3.85:1.

Option 1 was the preferred of these two options as it created a better built form with separation between the buildings, stepping of the envelope from higher forms in the middle of the site to lower forms to Massey Street and Cowell Street, better future residential amenity when considering the Apartment Design Guide. Option 1 was used to explore two further options:

- **Option 3** tested the implications of retaining 10 Cowell Street in-situ. In such a case all servicing could not be accommodated within Flagstaff Street with the retention of 10 Cowell Street in-situ. This option considered relocating the retail loading dock off the ROW.
- **Option 4** is similar to Option 3 but considered relocating the retail car parking entry and exit off the ROW.

Options 3 and 4 were dismissed due to:

- Poor site planning.
- Poor design outcome along the ROW with potential activation consumed by large loading dock opening.
- Traffic concerns with use of the ROW.
- Traffic conflicts with truck movements at the junction of the ROW and Cowell Street.

4 Concept Proposal

- Pedestrian conflicts in the ROW.
- Publicly accessible open space is reduced due to shifting of Building D to the west.
- The setting and context of 10 Cowell Street changes and results in an unacceptable relationship with a future redevelopment of the remainder of the Site.

The inclusion of 10 Cowell Street in a consolidated development site is the preferred approach in order to achieve a more regular shaped site, provide greater design flexibility that will ultimately enable the public benefits outlined elsewhere in this Planning Proposal to be achieved.

Option 1 remained the preferred option and following input from Council and Architectus (contained in Architectus letter of 23 June 2015) Option 1 was further refined to reduce heights and floor space. The refined option reduced heights to 7, 15, 16, 10, 6 and 4 storeys above podium and reduced the FSR to 3.4:1.

The reasons for the changes from Scenario 1 (February 2015 Consultation) and preferred option (August 2015 consultation) are in response to feedback from the community, Council and their independent consultants' comments about height, floor space and the interface of the podium with the ROW. These concerns required Option 1 to be refined as described below:

- Lowering the podium a further 0.5m (from Scenario 1) to achieve level access with the ROW and achieve a better public benefit by integrating the ROW with the proposed publicly accessible open space.
- The lowering of the podium requires deeper excavation. The excavation will be into sandstone which incurs a significant additional construction cost for the public benefit of level access.
- The additional cost of the excavation resulted in the removal of some floor space previously allocated for community uses that was intended to be dedicated to Council for community uses. This contributed to a reduction in height and floor space (FSR).
- The community's concerns about height in Scenario 1 were taken in account in the preferred option.
- Similarly, the comments by Council's independent consultants, Architectus, in relation to earlier Options, particularly the comment about proposed heights being no greater than 50% more than the current controls were taken into account in the preferred option.

The preferred option is the option upon which the Planning Proposal is based and the assessments undertaken.

The consideration of the matters discussed above, the delivery of public benefits, built form, shadow impacts and view impacts have informed the height proposed in this Planning Proposal. The proposed floor space ratio of 3.4:1 is the outcome of this process.

4.2 Summary Statistics of Development Concept

Robertson + Marks Architects have prepared development concept that have informed this Planning Proposal and tested the building height and FSR controls for the Site having regard to the planning and design outcomes for the Site. A copy of those plans is included in the Urban Design report in Part 2 of the appendices accompanying the Planning Proposal documentation. An urban design analysis is at **Appendix 1** to Part 2 of the appendices to this report.

The key development statistics of the development concept are detailed in **Table 3**.

4 Concept Proposal

Table 3 Development Concept Statistics

Site Area	10,800m ²
Retail Floor Space	- Supermarket – 3,570m² - Other retail– 5,730m² Total 9,300m ²
Commercial Floor Space (podium level) Note: referred to as commercial floor space but could ultimately include other retail space or community facilities	1,900m ²
Residential Floor Space	25,550m ²
Total GFA	36,700m ² (FSR of 3.4:1)
Building Height (podium)	RL 46
Building Heights (residential buildings above podium)	Building A – 7 Storeys (fronts Massey St) Building A1 – 14 Storeys (fronts ROW) Building B – 16 Storeys (fronts ROW) Building C – 6/11 Storeys (fronts Cowell St) Building D – 4 storeys (adjoins Flagstaff St).
Building Height (in metres)	Building A – 30m Building A1 – 54m Building B – 62m Building C – 31 / 50m Building D – 29m
Car Parking	- Commercial - 112 - Retail - 383 - Residential - 397 Total 892 spaces

The following subsections provide a more detailed description of the concept proposal.

4.3 Basement

Four basement levels are accommodated containing retail car parking and residential car parking. The upper most basement (Basement 1) in part extends above the street level where the loading docks and car park entrances are located.

A small area of retail floor space is provided at Basement 1 at the corner of Cowell Street and Flagstaff Street. This ensures that there is an active frontage to both streets.

4.4 Retail level

The main retail level sits above the retail car park. Cowell Street is the main pedestrian entrance. Cowell Street and Flagstaff Street (above street level) have active frontages. The main pedestrian entrance leads into the internal pedestrian mall of the centre which will be

4 Concept Proposal

lined with speciality retail and leading through to a supermarket at the northern end of the floor plate. A glass roof will provide daylight access to the internal pedestrian mall.

4.5 Podium level & public domain

The podium level is located above the retail level. A set of escalators provides a direct connection between the podium and retail below.

The podium will have access from Cowell Street, the ROW and Massey Street. The podium has been lowered as much as is feasible whilst still accommodating sufficient head height for the car parking and loading dock entrances. This also limits level changes to the ROW which can be managed by a relatively few number of steps or discreet ramps in certain locations.

The residential towers are located above the podium. The ground (podium) level of each building contains commercial/retail floor space to active the podium. The northern end of the podium is a large publicly accessible space.

The majority of the podium not occupied by a building allowing generous areas of is publicly accessible open space to be provided. The publicly accessible open space totals some 5000m² including a Village Green/Plaza of 2,100m² in the north eastern corner of the site and pedestrian through site links and a Shareway of some 1,300m².

The quantum of publicly accessible open space enables good site permeability to be achieved including the following components:

- Designing the ROW as a future shareway to promote pedestrian usage. Residential foyers are intended to be accessed from the ROW to help active that edge.
- Connectivity with the existing pedestrian links through to Victoria Road.
- A pathway and steps leading down to Flagstaff Street.
- Enhancement of the pathway leading from Massey Street which will emerge at the opening to the open space.
- A walkway running north –south through the middle of the Site which will connect Cowell Street with the open space (physically and visually).
- Escalators leading down from the podium to the retail level.

The publicly accessible open spaces do not need to form part of the communal open spaces required for the residential component of the Concept Proposal. The Apartment Design Guide requires 25% of the Site as communal open space (i.e. 25% of 10,800m² = 2700m²). The ADG allows sites within business zones (such as the subject Site) to provide communal open space as roof top terraces or a common room where the development cannot meet the Design Criteria. The communal open spaces can be provided in the form of private open space around Building D and roof top gardens (refer page 80 of the Urban Design Report for a graphic representation of potential roof top gardens). These spaces can achieve the 2700m². The final calculation might vary at DA stage, but the Concept Proposal demonstrates that compliance is possible. Whilst residents might use the publicly accessible open space, they are not solely reliant upon it to meet the ADG requirement. In this case, it is reasonable to consider roof top terraces or common rooms as part of the common open space needs for the residential component, as to provide the required open space at podium level will 'privatise' the majority of the podium and negate the public benefits that the Concept Proposal is otherwise capable of delivering.

4.6 Residential Buildings

Five residential building are located above the podium. These buildings represent about 25% of the podium area which is a superior outcome to the Gladesville DCP control of 35%.

4 Concept Proposal

Building A

Building A fronts Massey Street and is 7 storeys above podium level. The lowest level has a commercial frontage to Massey Street the remainder is residential. There is a 0m setback to Massey Street for the lowest 4 levels (as per the DCP) and upper levels are setback 5m from Massey Street.

Building A1

Building A1 fronts the ROW and is 14 storeys above podium. Building A1 is located close to the ROW to provide an active frontage to the ROW.

Building B

Building B also fronts the ROW and is located centrally within the Site with a height of 16 storeys above podium. It is also located close to the ROW alignment to provide an active frontage.

Building C

Building C fronts Cowell Street and has a height of 6 storeys with the closest component setback 4.6m from Cowell Street. There is a small component that is 11 storeys setback and obliquely aligned to Cowell Street.

Building D

Building D is located parallel to Flagstaff Street has a height of 4 storeys above podium. It is setback 10m from the Flagstaff Street podium wall by as per the DCP.

4.7 Vehicular Access

All vehicular access is from Flagstaff Street being a low point on the Site. The access points include:

- A dedicated loading dock for the specialty retail
- A ingress/egress for the retail car park
- An ingress/egress for the residential car park
- A dedicated loading dock for the supermarket at the northern end.

4.8 Comparative Development Yield Analysis

Table 4 is a comparison of the development yield that could be achieved based on the current controls (based on the withdrawn DA) against the concept scheme that has informed this Planning Proposal. The table demonstrates that:

- Publicly accessible open space is 8 times larger than that of a compliant scheme which is achieved by increased heights and therefore smaller building footprints releasing the podium for publicly accessible space.
- The retail floor space is of the same magnitude, but more commercial floor space is possible in the preferred scheme under the proposed controls.
- The greater retail and commercial floor space will make a significant contribution to the future employment generation of the Site.
- The residential density is 70 dwellings greater than the compliant scheme. This equates to an extra 112 people.

4 Concept Proposal

Table 4 Comparative Development Yield Analysis

Variable	Current Controls*	Proposed Controls
Number of dwellings	180	250**
Population***	288	400***
Retail Floor Space	8,343m ²	9,200m ²
Commercial Floor Space	Not specified	1,900m ²
Employment	213 (existing development)	395 (proposed development)
Publicly accessible open space	600m ² (DCP control) 815m ² (withdrawn DA).	5,000m ² (including a Village Green/Plaza of 2,100m ²) in the form of open space and pedestrian through site links on the podium
Pedestrian through site link	Nil. Only existing through site links outside of the site or entrances from public domain into the residential or retail components	Through site links proposed across the podium from all street frontages. 1,300m ² in form of shareway.

* The current controls are based on the withdrawn DA as being a development that we understand was generally compliant.

** Yield is based on an assumption of
40% 1 bedroom (100 dwellings)
55% 2 bedroom (138 dwellings)
5% 3 bedroom (12 dwellings)

*** Occupancy rates based on 1.6 persons per apartment in Gladesville State Suburb in the 2011 ABS Census

4.9 Possible DCP Amendments

The Architectus letter dated 2 September 2015 requires that the Planning Proposal be accompanied by an indication of the amendments to the then draft DCP for the Gladesville Town Centre that will be required to reflect the intended development outcome sought by the Planning Proposal.

The draft DCP was exhibited and adopted in November 2015. DFP made a submission on behalf of the proponent during the exhibition period. A copy of this submission is attached at **Appendix 9**.

The comments provided are a summary of the matters contained in the DFP submission.

Table 5 Amendments to DCP

Provision of DCP	Suggested Amendment
Clause 3.1.2 - Key Site Objective D – Retail frontages A (page 13)	This objective for retail activity fronting Cowell Street, Massey Street and the Shareway needs to be considered in the context of the quantum of retail floor space. It might not be commercially viable or desirable to achieve active retail frontages to all areas.
Clause 3.1.2 - Key Site Objective G – Basement Connection (page 13)	The DCP needs to be flexible in relation to basement connections to the Victoria Road properties as there are many design issues that need to be considered that would determine whether this objective is achievable. DFP's submission at Appendix 9 set out

4 Concept Proposal

Table 5 Amendments to DCP

Provision of DCP	Suggested Amendment
	the design issues.
Clause 3.2.5 – Preferred Primary Open Space (page 17) And Clause 5.1 – Publicly Accessible Open Space	The DCP refers to a “preferred” location for the primary open space (e.g. Figure 3 (page 15) and Section 5.1 (page 41)) which indicates a degree of flexibility in its location. However, the Concept Proposal proposes to locate the primary publicly accessible open space in a different location. The DCP should either: (i) be amended to allow for the open space to be to be provided in other locations subject to meeting the design objectives / outcomes such as those listed in Clause 5.1 (Controls k to p); or (ii) be amended to change the location of the open space area to the north-western corner of the key site as per the development concept. The location of the open space area in the north west corner of the Site will allow 6 hours solar access exceeding the DCP requirement of 3 hours.
Clause 4.1 – Street Specific Controls Clause 4.1.2 – Secondary Streets	The Secondary Streets in the context of the Key Site is Cowell Street, Massey Street and the Shareway. <u>Setbacks</u> The setback control for Level 1 (ground level) is 0m which we assume relates to the desired outcome for active retail frontages. The control should also allow for buildings to be setback greater than 0m whilst still achieving an active frontage. The setback for Levels 4 and above is 5m in the DCP. A setback of 4.6m is proposed. An amendment to DCP setback control for the Site would be required. <u>Active Frontage</u> The DCP requires 70% of the site width as an active frontage. An active frontage is defined as being a façade (i.e. public spaces do not count) which results in a high proportion of built form edge to the street. The control will potentially need to be amended to allow for a lower percentage of building frontage and allow publicly accessible open spaces as part of an active frontage. <u>Awnings</u> The DCP requires awnings. Awnings will not be appropriate for the development concept. Massey Street has a short street frontage. The shareway does not allow for a continuous awning from Victoria. East of the Site the DCP does not require an awning. An awning would be in isolation and of questionable architectural appearance. Along Cowell Street the development concept has retail frontage

4 Concept Proposal

Table 5 Amendments to DCP

Provision of DCP	Suggested Amendment
	at different levels (the podium level and part of the street level). Continuous awnings are not possible along this frontage. Along the Shareway there are significant breaks between buildings that do not allow for awnings to be provided. Active frontages are primarily to residential foyers or links to the publicly accessible open space. Awnings are not considered a desirable outcome or useful. The DCP should be amended to provide flexibility for the location of awnings.
Clause 4.1 – Street Specific Controls Clause 4.1.3 – Green Streets	The Green Street in the context of the Key Site is Flagstaff Street. The following comments are made in relation to Flagstaff Street control. <u>4m setback</u> The DCP requires a 4m setback along Flagstaff Street to the building and to the basement. DFP has previously made a submission in this regard which is detailed in the letter at Appendix 9 which also sets out that Council staff and their consultants Architectus recommended against such a control. The control should be amended as it results in a significant loss of potential GFA in the development concept, or a design under the current controls. <u>Active Frontage</u> The DCP requires 50% of the site width as an active street frontage which results in a high amount of retail or business premises uses (as per the definitions in the DCP). This is not possible in the development concept. An active frontage is provided at the corner of Flagstaff Street and Cowell Street but it does not represent 50%. The DCP could be amended to require an active frontage at the corner of Flagstaff Street and Cowell Street for a length of 15-20m.
Clause 4.2.1 – Building Setbacks and Amenity	The DCP sets out a 9m width for the Shareway. This includes a 6.5m carriageway, a 0.5m planting bed and 2m wide footpath. The 0.5m planting beds defeats the purpose of a shareway as pedestrian movements are controlled along the footpath and directed to cross the carriageway at designated locations (as illustrated in Photo 4.9 in the DCP). To function as a shareway, the footpaths need to be seamless with the carriageway as illustrated in Figure 33 of the Traffic Impact Assessment at Appendix 3. The control should be amended to remove the 0.5m planting bed. This does not preclude the opportunity for other landscaping treatments.

5 Justification and Need for the Planning Proposal

5.1 Previous Development Application

Planning controls for the Key Site started to be developed in 2002 and have been reviewed several times prior to the submission of a DA for the redevelopment of the Gladesville Shopping Centre Key Site in June 2013. That DA was not supported by the Council or the community with concerns relating to matters such as SEPP 65 and Residential Flat Design Code matters, setbacks, active frontages, podium height, car parking and delivery access. The development application was withdrawn in June 2014.

The concerns and design issues of the previous DA were taken on board and a fresh design approach was undertaken for the site to achieve better streetscape outcomes, redistributing height and incorporating far greater public benefits than the previous scheme was capable of delivering. This presented a number of challenges and the design has evolved over 18 months following consultation with Council and the community.

5.2 Compliant Scheme

A comparative scheme was developed by Robertson + Marks Architects to test built form outcomes arising from the current building height and FSR controls of the Hunters Hill LEP 2012 and the controls in the DCP (which have evolved during this design process). A 2-dimensional site plan has been prepared to illustrate the site planning resulting from the LEP and DCP controls as illustrated in **Figure 5**.

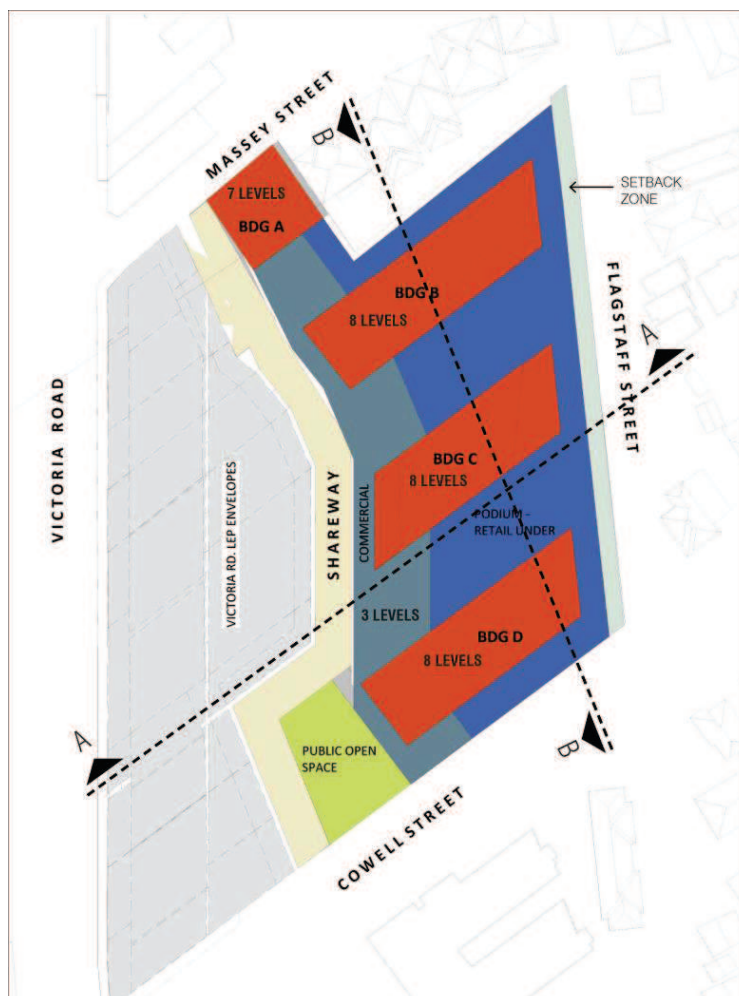


Figure 5 Compliant scheme structure

5 Justification and Need for the Planning Proposal

The compliant scheme has transpired to be not dissimilar to the form proposed in the withdrawn DA. The main negatives of the compliant scheme are:

- The sunshadow study in the Urban Design Addendum demonstrates that solar access to the public open space in the south-western corner cannot meet the DCP controls for sunlight to 50% of the space for 3 hours between 9am to 3pm at the winter solstice. This is not solely a function of maximum building height, but would also occur as a result of 3 storey street wall along the Shareway and the 16m height control to the rear of the Victoria Road properties.
- The DCP preferred public open space location cannot be active on 2 frontages without introducing built form on 2 edges. An active frontage is not desirable along Cowell Street (otherwise the space is not visible to Cowell Street) therefore the only alternatives are buildings abutting the Shareway. This would result in the public open space being disconnected with the Shareway.
- The DCP public open space location will be exposed to the service areas of the Victoria Road properties which are accessed from the Shareway, reducing visual and acoustic amenity of that open space.
- The podium height of a compliant scheme increases building height and scale to Flagstaff Street as illustrated in the Comparative Analysis in the Urban Design Addendum.
- The DCP control to create a 3 storey street wall to the Shareway and the podium effectively reduces the opportunity for large, publicly accessible areas and through site links. This would result in the podium functioning as a private space/gated community.
- The distribution of compliant floor space above the podium results in significant increases in bulk and scale to Flagstaff Street and the rear of the Massey Street properties.
- The overall distribution of massing is not a good urban design outcome with the FSR and height controls encouraging a uniform and bulky distribution of massing and height with little or no transition in scale as illustrated in **Figure 6**.

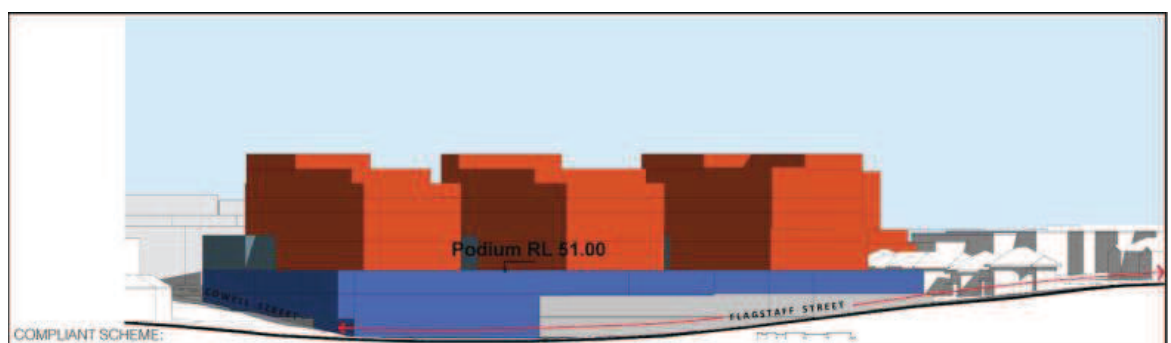


Figure 6 Massing of a Compliant Scheme as viewed from the east

- The DCP controls create a retail level that does not suit a supermarket floor plate that would be acceptable to a supermarket retailer such as Coles, as illustrated in Page 20 of the Urban Design Addendum. Such an outcome would put at risk a significant supermarket anchor to Gladesville and, as a consequence, redevelopment of the Key site.
- The DCP controls produce a high number of active frontages disconnected from a potential supermarket raising concerns about the future viability of the active retail floor space.

5 Justification and Need for the Planning Proposal

In order to address the shortcomings of a compliant scheme, but maintain permissible GFA there would need to be a redistribution of height (and associated floor space) to improve solar access to the public open space area, reduce heights to Flagstaff Street and to the rear of the Massey Street properties and open up the connections to the Shareway.

However, to maintain the permitted GFA and also redistribute height requires a variation to the building height controls in the Hunters Hill LEP. If the heights were not transferred then the permitted FSR could not be achieved and the site is unlikely to be redeveloped. This proposal increases heights on the western edge of the site in order to reduce height on the eastern edge to reduce scale to Flagstaff and Massey Streets. This is demonstrated in Section 4 – Comparative Scheme of the Addendum to the Urban Design Report.

In addition, in order to address the lack of public open space in the Gladesville Village Centre, the Site provides the opportunity to make a significant contribution to publicly accessible open space, far greater than the 600m² nominated in the DCP. However, in order to achieve such an outcome, small building footprints are necessary in order to free up the ground plane to provide open space. Smaller building footprints in turn result in increased building height to achieve the permitted GFA.

The compliant scheme has other design shortcomings such as servicing, car parking access, podium heights, SEPP 65 residential amenity matters. Rather than adapt the compliant scheme a fresh approach has been taken that can also deliver public benefits through a Planning Agreement.

5.3 Proposed Scheme / Concept Proposal

Several variants of a scheme with redistributed height and increased FSR were developed by Robertson + Marks and tested in terms of shadow, visual, heritage and traffic impacts. All variations of the scheme are documented in Section 6 of the Planning Proposal. A preferred scheme was taken to community consultation in February 2015 and the main themes raised were:

- Impact on existing infrastructure and traffic;
- Improvements to pedestrian access to the site;
- Demand for a strong sense of place, preferably with a village centre and meeting or focal point;
- 10 Cowell Street;
- Building height and associated shadowing;
- Loss of amenity, and
- Conflict with the existing character of the area.

Following these comments, the preferred scheme was refined principally by lowering the podium and reducing building heights and a consequent reduction in floor space. The preferred scheme was taken to further community consultation in August 2015 and is the Concept Proposal presented in the Planning Proposal. In comparison to the compliant scheme, the Concept Proposal achieves the following design outcomes:

- Significantly larger main open space of some 2,100m² located in the north eastern corner of the site, away from the service functions of the Shareway that offers more flexibility in use than the compliant scheme whilst still allowing for active frontages.
- A publicly accessible open space which is relocated to maximise solar access and achieves at least 6 hours sunlight to 100% of its area, compared to 3 hours to 50% of the area as required by the DCP.

5 Justification and Need for the Planning Proposal

- A podium that is some 5m lower than the compliant scheme and almost 4m lower than the existing shopping centre building along Flagstaff Street as illustrated in **Figure 7** (extracted from the Urban Design Addendum).

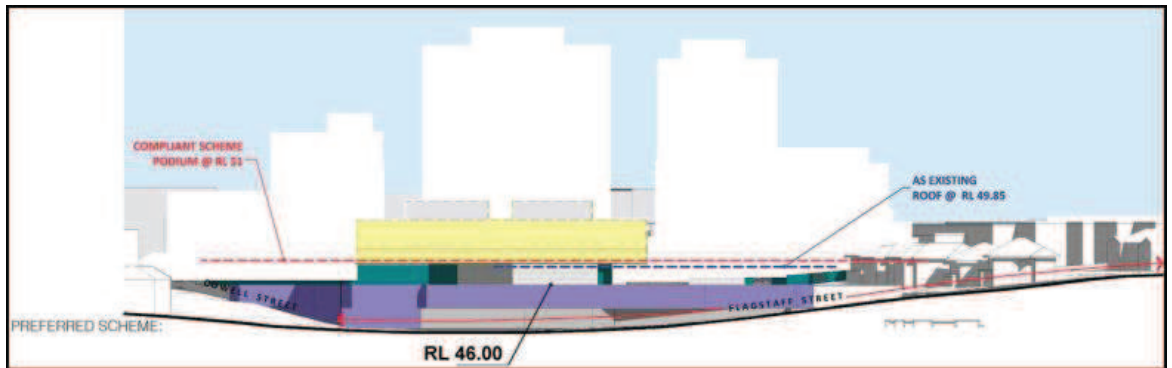


Figure 7 Comparison of podium heights

- Removal of the 3 storey street wall along the Shareway and creation of separate, discrete towers on top of the podium allowing the podium to connect with the Shareway. This achieves a permeable site with many through site linkages between the Shareway, Massey Street, Cowell Street and Flagstaff Street.
- Active uses can still be accommodated at the base of each tower.
- Lower building bulk above the podium level when viewed from Flagstaff Street.
- Lower building bulk above the podium level when viewed from both Massey Street and the rear of the Massey Street properties.
- The transfer of bulk from the Flagstaff Street and Massey Street edges to the taller building forms on the western edge of the site.
- Active street frontages along Cowell Street and the return along Flagstaff Street, but reduced in extent from the DCP control to ensure that a retail level can accommodate a supermarket and connect with speciality tenancies.

Figure 8 is a side by side comparison of a Compliant Scheme with the Preferred Scheme highlighting many of the points discussed above.

5 Justification and Need for the Planning Proposal

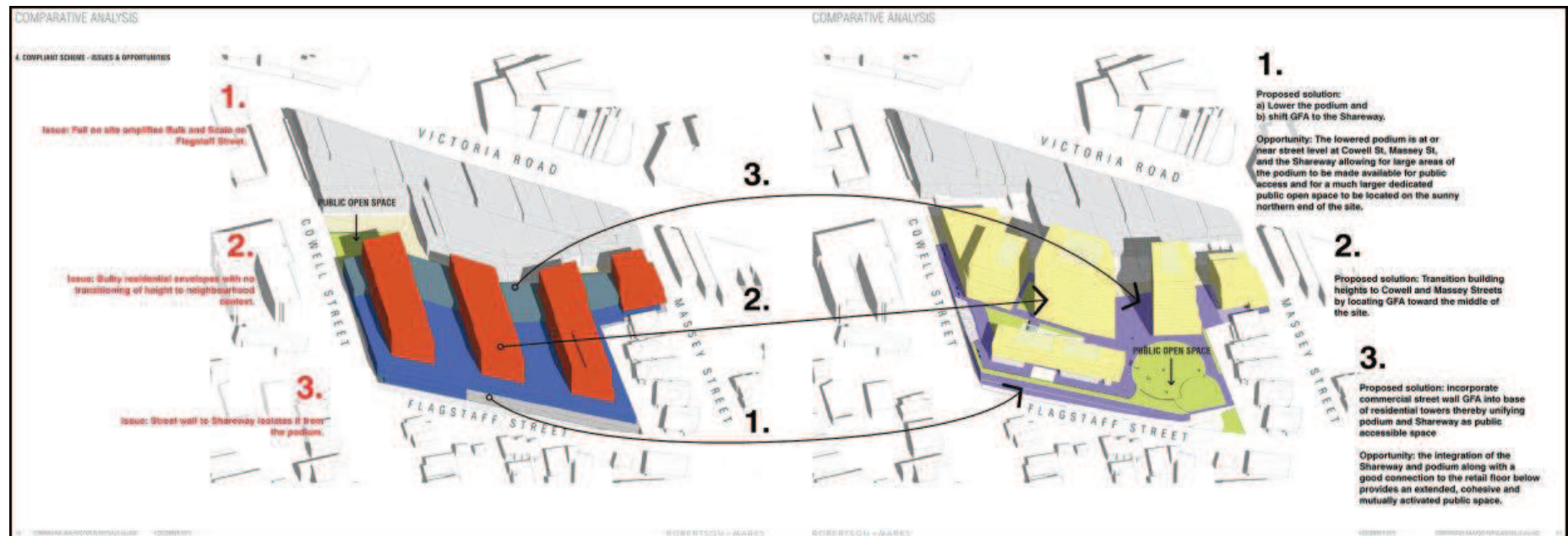


Figure 8 Comparison of Compliant (on the left) and Preferred (right) Schemes

5 Justification and Need for the Planning Proposal

5.4 Benefits of the Concept Proposal/Preferred Scheme

The Concept Proposal provides for significant public benefits including publicly accessible open space of some 5000m², (including Village Green/plaza space of 2,100m²), improved pedestrian connectivity, improved traffic management, activating of street frontages and redevelopment of the shopping centre. There is also a design benefit of a lower scale building to Flagstaff Street and Cowell Street than that permitted under the current controls. There are three significant design elements of the Concept Proposal that enable these public benefit outcomes to be achieved:

- Small building footprints releasing the podium for publicly accessible open space and pedestrian linkages with good solar access;
- Deeper excavation to enable a lowered podium in order to improve the interface with the Shareway and Cowell Street thereby maximising pedestrian accessibility and streetscape presentation; and
- A reduced building height (scale) to Flagstaff Street and Cowell Street allowing a better scale transition to the existing residential area and locating height towards the western and central parts of the site.

These public benefits cannot be achieved under the current controls and translate into increased building height to redistribute height across the site and increased FSR to achieve a reasonable development yield and compensate for the additional development costs associated with deeper excavation and the delivery of significant areas of publicly accessible open space.

A Planning Proposal is the most appropriate mechanism to achieve a design outcome suitable for the site and its context. The proposed increase in height and FSR allows for the delivery of these public benefits which are to be delivered through a Planning Agreement to be prepared in parallel with the Planning Proposal.

5.5 How objectives of the DCP are achieved with the Preferred Scheme

Whilst the scheme departs from the DCP controls, the Planning Proposal concept can still achieve or better the objectives for the Key Site contained in Section 3.1.2 of the DCP as explained in **Table 6**.

Table 6 Consistency of the Preferred Scheme with the Relevant Objectives of the DCP for the Key Site	
Objective	Comment
A. Create a significant new community gathering space on the site, that is green, engaging and social, to establish a community heart for the centre.	A primary publicly accessible open space of some 2,100m ² can be provided which is some 3.5 times larger than the minimum required by the DCP. In addition there are other publicly accessible spaces leading into the primary open space. The superior size of the space will provide for a greater range of uses that will enable it to become the heart of the centre. The objective is achieved and in our opinion the outcome exceeds the expectation of the DCP.
B. Address the impact of the scale, bulk and intensity of future development on heritage items, heritage conservation areas, adjacent public domain and buildings by transitioning to the scale and materiality of the heritage main street and surrounding residential neighbourhoods.	Heritage considerations have been taken into account in developing the Concept proposal, including impacts on heritage items and the Victoria Road conservation area. The inclusion of 10 Cowell Street in a consolidated development site is the preferred approach in order to achieve a more regular shaped site and provide greater design flexibility that will ultimately enable the public benefits outlined elsewhere in this Planning Proposal to be achieved.

5 Justification and Need for the Planning Proposal

Table 6 Consistency of the Preferred Scheme with the Relevant Objectives of the DCP for the Key Site

	One of the key elements of the Concept proposal is the transition in scale to the adjoining residential areas, with a greater degree of transitioning than that allowed for in the DCP controls. The objective is achieved and in our opinion the outcome exceeds the expectation of the DCP.
C. Provide through-block, on grade, public access on the Key Site to encourage pedestrian movement to Cowell Street and Victoria Road through easy and direct pedestrian links.	The proposed location of the publicly accessible open space is connected with other public through site walkways that provide pedestrian linkages to the surrounding streets. Deeper excavation to enable a lowered podium in order to improve the interface with the Shareway and Cowell Street thereby maximising pedestrian accessibility and streetscape presentation. The relocation of the publicly accessible open space still enables this objective to be achieved. In addition, the proposed location of the open space can become a destination in its own right and therefore encourage the use of the through site links. This might not occur with the location of the open space nominated in the DCP.
D. Increase current levels of retail activity fronting Cowell and Massey Streets and the Shareway in order to build and maintain a sustainable and effective local shopping centre.	The Concept proposal achieves this objective with active frontages to all of Massey Street, Cowell Street, the Shareway and the southern end of Flagstaff Street at the corner with Cowell Street.
E. Ensure effective landscaping, deep soil planting along a widened footpath to Flagstaff Street, pedestrian amenity and buffering between the Key Site and surrounding residential areas.	The Concept proposal provides a large publicly accessible open space and its size and proportions are such that deep soil landscaping (on structure) can be achieved. A widened footpath along Flagstaff Street is also incorporated into the Concept proposal.
F. Encourage coordination between the Key Site and properties adjacent to the Key Site to create a mixed village centre of housing, shops and businesses that will attract a range of business activities and local employment opportunities.	The Concept proposal allows for the existing through site links from Victoria Road to retain their function and directly link with the new podium and its publicly accessible areas. The Concept Proposal incorporates links through to Cowell Street and Flagstaff Street. Improvements and widening of the Shareway will provide greater opportunities for the Victoria Road properties to engage with the Key Site.
G. Investigate the potential to connect future basements of Victoria Road properties to the Key Site basement parking.	The Concept proposal does not preclude this ability to investigate future basement connections.

Council's letter dated 3 November 2015 requested justification for the relocation of publicly accessible open space from the location nominated in the DCP (being the south western corner fronting Cowell Street). The Preferred Scheme locates the publicly accessible open space to the north-eastern corner. A detailed assessment against the DCP is not central to the Planning Proposal, nevertheless justification is provided and included in **Appendix 10**.

6 Key Planning Issues

6.1 Strategic Justification

6.1.1 NSW Long Term Transport Master Plan

The *NSW Long Term Transport Master Plan* provides a framework for the delivery of transport and associated infrastructure across NSW. A key action of the plan is to improve bus networks and service reliability through a redesign of the bus network. The redesign aims to alleviate congestion and focuses on key corridors including Victoria Road. The Plan has a long term strategy (10-20 years) to introduce Bus Rapid Transit on key established corridors including Victoria Road and sees this bus corridor as a priority investment. In addition, the Plan points to motorway initiatives such as the Northern Sector of West Connex as ways to reduce traffic volumes on Victoria Road, providing opportunities to create more dedicated bus lanes.

Sydney's Bus Futures, December 2013 expands on the *NSW Long Term Transport Master Plan* and provides more detail about the service improvements planned for Victoria Road which are essentially designed to give priority to buses and improve travel times. Parramatta to CBD via Ryde is one of Sydney's Rapid bus routes. *Sydney's Bus Futures* sets out key actions including

- Further short term action to extend bus lane operating hours and speed up services through wider stop spacing
- High quality interchanges with consistent way finding and signage
- Address bus pinch points with bus priority treatments on:
 - Victoria Road between Parramatta and Kissing Point Road
 - Victoria Road between Top Ryde and Anzac Bridge

Rapid bus routes will have faster travel speeds and more reliable journey times through the introduction of bus lanes and other priority infrastructure. The service improvements are designed to achieve waiting times of no longer than 10 minutes during daytime hours (6am–7pm), Monday to Friday, and no more than 15 minutes on weekends.

The customer benefits identified in *Sydney's Bus Futures* are an extra 40 weekday services capable of carrying an extra 2000 customers per day. More early morning, evening, night and weekend services are planned. The first improvements to travel time reliability are expected in 2014-2015.

The Site is within a few minutes' walk of Victoria Road and well placed to maximise the use of the bus corridor and planned improvements to bus corridor. The Planning Proposal will facilitate a greater residential density located on the existing bus routes. Buses run along Victoria Road to the CBD at less than 5 minute intervals during peak hour.

With key improvements to bus infrastructure, namely Bus Rapid Transit and additional dedicated bus lanes planned for Victoria Road, there will be improved public transport infrastructure to sustain a mixed use development of a scale proposed. The Planning Proposal is consistent with the *NSW Long Term Transport Master Plan* and *Sydney's Bus Futures*.

6.1.2 A Plan for Growing Sydney

A Plan for Growing Sydney is the NSW Government's key strategic planning document and sets out the framework for the growth of Sydney over the next 20 years. The plan is clear in its strategic intent to increase housing supply, strengthen Sydney's economic output and encourage urban renewal and sustainability. This vision for Sydney is set out in four overarching goals, two of which directly relate to the proposal and are as follows:

Goal 1: a competitive economy with world-class services and transport;

Goal 2: a city of housing choice with homes that meet our needs and lifestyles;

6 Key Planning Issues

The consistency of the planning proposal with these goals and their corresponding actions is outlined below:

Action 1.7.1: Invest in strategic centres across Sydney to grow jobs and housing and create vibrant hubs of activity

The focus of this action is to remove barriers to economic activity and encourage higher density and a diverse range of activities in centres. The Planning Proposal will facilitate the renewal of the Site and in turn provides the opportunity to significantly improve the public domain, develop new residential communities and increase employment opportunities, allowing the Site to become an active mixed use hub. The new residential population will stimulate local retail expenditure and encourage economic growth and activity.

Action 1.7.3: Work with the Greater Sydney Commission to develop job targets for strategic centres

This action notes that “A good supply of commercial office space and retail space in vibrant centres increases job opportunities and is vital to a productive economy.” The Planning Proposal will encourage the redevelopment of the Site and Gladesville town centre. Hill PDA, in their Economic and Market Analysis Report (**Appendix 4** of Part 1 of appendices to this report) made the following findings in relation to job creation and GDP contribution by the redevelopment of the Site:

- Greatly improving the existing shopping centre by increasing the retail floor space
- Enabling a large format supermarket with specialty retail
- Providing an opportunity for commercial floor space such as banking services, local professional services, lifestyle retail and community facilities.
- The creation of an additional 395 jobs at completion and occupation of some 11,200m² retail/commercial floor space, being a net increase of 182 jobs from the development currently occupying the Site.
- Given the residential and open space components of the concept, these additional employment opportunities will be set within a vibrant local centre.
- The proposal will promote economic output, contributing \$30million p.a. to GDP representing a \$14.4 million increase on the current level of contribution to the GDP.

Action 1.11.3: Undertake long-term planning for social infrastructure to support growing communities

This action seeks to provide social infrastructure in areas experiencing residential growth. The 5,000m² of publicly accessible open space provided as part of the proposal will provide a meeting place and help residents and visitors feel connected with their local community. Moreover, the proposal improves the accessibility and permeability of the Site, transforming the area and its immediate surrounding area into a more inclusive and welcoming space for the benefit of the general community.

Action 2.1.1: Accelerate housing supply and local housing choices

This action highlights the pressing need to increase housing supply in Sydney. The Planning Proposal facilitates this goal by providing higher density residential accommodation than that which would otherwise be permissible on the Site. The development concept is based on a dwelling yield of some 250 apartments which will assist the NSW Government achieve its target of an additional 664,000 new dwellings Sydney wide by 2031, on a site that has the environmental capacity to accommodate additional housing. In addition the Site is also well serviced by public transport and existing services and a residential development above a new shopping centre will offer future occupants of the Site convenient access to their daily shopping needs.

6 Key Planning Issues

The indicative mix of one, two and three bedroom dwellings will provide a diversity of housing in a region (both Hunters Hill and Ryde Council LGAs) predominantly characterised by detached housings.

The need to increase supply is reiterated in Population, Household & Dwelling Projections for the North subregion that accompanies the Strategy, which identifies the need for *105,350 new homes needed from 2011 – 2031*.

Action 2.2.2: Undertake urban renewal in transport corridors which are being transformed by investment, and around strategic centres

This action is concerned with the development of housing proximate to centres well serviced by public transport that provide employment opportunities and social infrastructure. The development envisioned for the Site typifies these characteristics for the following reasons:

- The Planning Proposal facilitates the provision of additional residential density of approximately 250 apartments proximate to Victoria Road, a major transport corridor with a priority bus lane with planned improvements to the bus corridor and services;
- The mixed use development proposed creates a nexus between employment opportunities and housing. The 11,200m² of retail and commercial floor space provides a net increase of 182 jobs, some of which may be taken up by the incoming residential population. Moreover, the incoming residential population will be able to commute to the CBD in less than 30 minutes and Parramatta in 50 minutes by public transport.
- The construction of new apartments as part of the redevelopment of the aging Gladesville Shopping Centre will generate demand and revitalise the surrounding locality creating a livelier and appealing place to live, work and visit. The transformation of the locality into a hub of interest and activity will be aided by the 5,000m² of publicly accessible open space and improvements to the public domain.

Action 2.3.1: Require local housing strategies to plan for a range of housing types

This action acknowledges the need to provide a diverse range of housing types through infill development to cater for the varying needs of the community. The Planning Proposal facilitates this action through the development of high density housing suitable for individuals in a range of life stages.

The need for housing for a diverse population is reiterated in Population, Household & Dwelling Projections for the North subregion that accompanies the Plan and notes:

Population ageing will contribute to increases in the projected number of couple only and lone person households.

The housing which could be developed on the site will meet the need to accommodate future household change and the indicative dwelling mix can cater for the changing demographics of the region.

6.1.3 Inner North Subregion Draft Subregional Strategy

The Inner North Subregion Draft Subregional Strategy draws upon the Strategic direction of Metropolitan Strategies to provide a more detailed vision for growth on a subregional level. While the Strategy is somewhat dated, it remains the most current subregional strategic document and therefore continues to be a point of consideration.

The plan identifies Gladesville's retail core as a Village Centre, Village Centres typically contain between 2,100 and 5,500 dwellings within a 5 – 10 walking distance from a commercial hub. Currently there are between 1,378 – 3,984 dwellings within a 5 – 10 walking distance from Gladesville shopping strip¹, representing a shortfall in the number of dwellings based on the status of Gladesville as a Village Centre. The Strategy also identifies Victoria

¹ ABS 2011 Census SA1 NSW Data Cubes

6 Key Planning Issues

Road, a key arterial road 50m west of the Site as a Strategic bus corridor. The classification of Victoria Road as a key transport link, emphasises the connectivity of the Site and thereby earmarks it as a Site suitable for increased density.

6.1.4 Future Gladesville Strategy

Council has recently completed a community consultation process called Future Gladesville. This was managed by Place Partners who undertook the community consultation on behalf of Council. Part of the Future Gladesville consultation process was to understand the community's vision of the desired character of Gladesville Village Centre and how this character could be integrated into new development and inform an amendment to the Hunters Hills DCP in relation to desired streetscape, overall character, atmosphere and experience.

The consultation culminated in three key values for the local area, Green, Engaging and Social, all of which the envisioned development embodies as outlined below:

- **Green:** The proposal will have a considerable impact on the proportion of green space in the locality. Extensive landscaping and green space across the publicly accessible plaza is proposed.
- **Engaging:** Upgrades to footpaths, lighting and accessibility coupled with high quality architectural design including use of natural materials will provide a pleasant street level experience for local residents.
- **Social:** Some 5,000m² of public domain is proposed as part of the development to provide local residents and local workforce with opportunities for both active and passive social interactions. In addition, community space rooms are also capable of being provided on the podium level. The residential portion of the development will generate activity on the Site, which will in turn help the area become a hub of interest.

The Site is located with the commercial core of the centre and is known as the 'Key Site'. The Strategy notes that:

When developed, the Key Site should become the commercial and community heart of the Centre. The design, particularly on the ground and lower levels, should deliver a seamless transition between retail streets and the internalised shopping areas. The overall experience offered should epitomise the community's desired character for the Centre and the Commercial Core; greener, more social, engaging, fine-grain and urban.

This Planning Proposal directly responds to this vision for the Site by facilitating a development that will become the heart of the Gladesville town centre, providing a generous and well-proportioned area of publicly accessible open space and retaining the core retail function of the Site with an improved supermarket and specialty retail. The residential portion of the development on the Site and the significant publicly accessible open space will both function to generate activity. The upgrading of footpath, lighting and general improvements to the permeability to the Site will improve the street character and seamlessly integrate the Site with its immediate surrounds.

6.2 Centres Analysis

The Architectus letter of 23 June 2015 requires a centres analysis that compares Gladesville to and in context with surrounding and similar centres and the scale and type of development in those centres.

HillPDA has undertaken an Economic and Market Analysis that incorporates a centres analysis of the region. This is based on the hierarchy of centres contained in the Draft Inner North Subregional Strategy. The centres relevant in the region are set out in the following page.

6 Key Planning Issues

Hierarchy and Centre	Scale	Type of development
Specialised Centre		
Macquarie Centre	Macquarie Park Regional Shopping Centre offering some 138,500m ² GLA of retail and entertainment floor space.	Predominantly located in a business park, close to Macquarie University. The immediate locality is undergoing significant change with large residential development taking place with buildings up to 20 storeys.
Rhodes	Rhodes Shopping Centre offering some 51,000m ² GLA of retail and entertainment floor space including IKEA.	A stand-alone centre offering retail and entertainment. Significant residential development comprising residential towers up to 25 storeys has taken place on the Rhodes peninsula creating a significant residential population surrounding the centre and train station.
Town Centre		
Ryde	Top Ryde Shopping Centre offering some 78,000m² GLA of retail and entertainment floor space. The centre comprises 2 supermarkets and 1 discount department store (DDS). A further full line supermarket and further DDS is planned to replace the recently closed Myer. A large public library is also located within the centre.	Located on top of the centre is a large residential development comprising buildings up to 6 to 9 storeys and providing some 650 apartments. Some renewal of the immediate surrounds is beginning to take place with other residential development occurring around the centre, mostly lower scale apartment buildings of up to 6 storeys. The Top Ryde centre accommodates a significant population based on the Top Ryde Shopping Centre and bus services operating to the city.
Eastwood	Eastwood offers some 51,000m² of retail GFA comprising a shopping centre with a supermarket, traditional style centre with strip retail partly focussed on a pedestrianized mall. Two other standalone supermarkets are also located in Eastwood. Eastwood has a strong Asian theme giving it a point of difference to other nearby centres.	An older style/traditional centre which is gradually undergoing redevelopment. It is supported by a train station. There is some residential redevelopment taking place increasing the population base within the centre.

6 Key Planning Issues

Hierarchy and Centre	Scale	Type of development
Lane Cove	Lane Cove is a traditional style centre with strip retail complemented with two supermarkets. It offers some 17,000m ² of retail GLA.	Lane Cove offers day to day shopping needs as well a large number of cafes and restaurants. It contains a wide range of services as well as non-retail employment. Public transport is limited to public buses which provide good access to the City in about 20-25 minutes. A significant amount of residential redevelopment is taking place in and around the town centre increasing the residential population base and the scale of built form in the centre.
Villages		
Gladesville	Gladesville offers some 24,000m ² of retail GLA in the existing Gladesville Shopping Village and strip retail along Victoria Road.	An older style shopping centre with traditional strip shops along Victoria Road. The centre is very spread out extending several blocks along Victoria Road. There is older residential housing stock including 3 storey walk up apartments around the town centre and newer residential apartments (5 to 8 storeys occurring on some sites along Victoria Road).
West Ryde	West Ryde offers some 22,000m ² of retail GLA including a shopping centre and strip retail.	West Ryde is an older style centre with a recently redeveloped shopping centre and library. West Ryde is located at a train station and buses operating along Victoria Road. Residential redevelopment has been taking place in and around the centre.
Meadowbank	Meadowbank Village Plaza offers some 5,500m ² of retail GLA	Meadowbank Village Plaza is a relatively new centre developed as a part of a mixed use development comprising apartment buildings above the shopping centre. Further residential development is taking place (Shepherds Bay) transforming the area from an industrial to a residential precinct. The locality is serviced by trains, ferry and some regional bus services.

6 Key Planning Issues

Hierarchy and Centre	Scale	Type of development
Small Villages		
Boronia Park	Approximately 1000m ² of retail GLA	A small and low scale centre comprising local shopping needs. Mostly detached housing with only a few recently developed apartment buildings of 2 or 3 storeys in scale.
Hunters Hill	Approximately 4000m ² of retail GLA	A small and low scale centre offering local shopping needs. Low scale medium density housing located along Ryde Road (older and newer stock) with a few recent shop top housing developments in the centre.
Putney	Approximately 1000m ² of retail GLA	A small centre serving a small local catchment of predominantly detached housing.
Neighbourhood Centres		
Pittwater Road – Gladesville Tennyson Road - Tennyson Pt.	These are both very small retail offerings comprising a few shops. Unlikely to expand much if at all in the future.	Low scale stand- alone shops.

6 Key Planning Issues



Figure 9 Retail hierarchy of centres around Gladesville, source Hill PDA

The above analysis shows that there is an established retail hierarchy within the area in which the Site is located. The additional retail GLA proposed in the Concept Scheme is approximately 1,820m². The additional retail GLA will not significantly increase the total retail GLA in Gladesville town centre and the centre will remain as a 'village' in terms of the general hierarchy of centres.

All higher order centres (Specialised, town centre and villages) in the region are undergoing significant changes in terms of residential development and this is occurring in locations serviced not just by trains but buses only (e.g. Top Ryde and Lane Cove). The Planning Proposal will allow for a new shopping village but retain its village 'status' in the retail hierarchy whilst allowing for a meaningful contribution to create a residential population within the heart of the centre.

Demand for retail space and impact on the trade area

HillPDA has calculated the available expenditure in the Gladesville trade area and it has been forecast to increase from \$400 million today to \$535 million by 2031 (in 2014 dollars). They have found that there is sufficient expenditure available in the trade area to justify a centre of more than 24,000m² with two full-line supermarkets. HillPDA notes that the modest increase

6 Key Planning Issues

represents about ¼ of supportable floor space. This will therefore allow other properties in the area to expand retail floor space if desired. They also note that a new centre and replacement of a smaller and older format supermarket with a larger format supermarket will help strengthen Gladesville and capture of the escape expenditure and therefore benefit the existing retailers in the town centre.

The Planning Proposal is considered to achieve an outcome that is not inconsistent with the retail hierarchy, not jeopardise the hierarchy or other centres and facilitate a redevelopment and building scale that is consistent with the emerging trend for taller building forms (most residential) in other villages and town centres in the region.

6.3 Housing

The Planning Proposal will help meet demand for suitable housing for current and future residents of the Hunters Hill LGA. This section references DoPE's Population, Household and Dwelling Projections released in late 2014, unless otherwise indicated.

Accommodating Existing Households

Larger household types (couples with children, group and multi-family households) that are likely to require larger homes, account for only 42% of total households within the Hunters Hill LGA. In Hunters Hill LGA, half of households (50%) comprise only couples and single person households. This is particularly notable when considering the housing mix of the LGA where 65% of homes are detached dwelling. There is a clear discrepancy between the predominant housing type currently available in the area and housing stock suitable for the needs of the community. The majority of homes (65%) are detached dwellings, yet households most likely to seek out this type of housing account for only for 42% of total households. Little housing choice is provided to cater to the needs of smaller household types such as couples and single person households.

The shortfall of housing suitable to the needs of existing residents is predicted to worsen over time. Hill PDA's Economic and Market Analysis (**Appendix 4**) notes that between 2011 and 2031 the proportion of residents aged 65 years and over is expected to increase in the Hunters Hill and Ryde LGAs. Redevelopment of the Site can create greater housing choice for the aging population.

Future Demand for Housing

The Planning Proposal contributes to housing supply which is critical to meeting the needs of Sydney's growing population. DoPE's forecasts project the population of the Hunters Hill LGA will grow by 3,600 residents between 2011 and 2031. To keep pace with growth, an additional 1,650 dwellings are needed.

In the last 10 years dwelling completions within the Hunters Hill LGA have averaged 20.2 dwellings per annum². This rate of dwelling completion presents a significant shortfall when compared to the 1,650 dwellings (83 dwellings per annum) between 2011 and 2031 required to accommodate anticipated population growth. If historic levels of dwelling completions continue there will be a significant and concerning discrepancy between predicted population growth and the number of dwellings available to house incoming residents and residents wishing to downsize and remain in their local area.

² Australian Bureau of Statistics - Sydney Region Dwelling Completion by suburb (2004/05 to 2013/14) Time Series Spreadsheets

6 Key Planning Issues

6.4 Building Height and Floor Space Ratio

6.4.1 Context for height

The Gladesville town centre is undergoing a change in character with a number of recently approved developments with a 5-7 storey scale along Victoria Road, particularly in the Ryde LGA. The building height control along Victoria Road is likely to see further developments of this scale take place. The emerging character is one of 2 storey scale buildings interspersed with 5-7 storey scale buildings. Robertson and Marks has analysed the height in terms of the Gladesville skyline which is diagrammatically illustrated in the Urban Design Report at Part 2 of the appendices to this Planning Proposal documentation. **Figure 10** below is an east-west skyline incorporating the development concept.

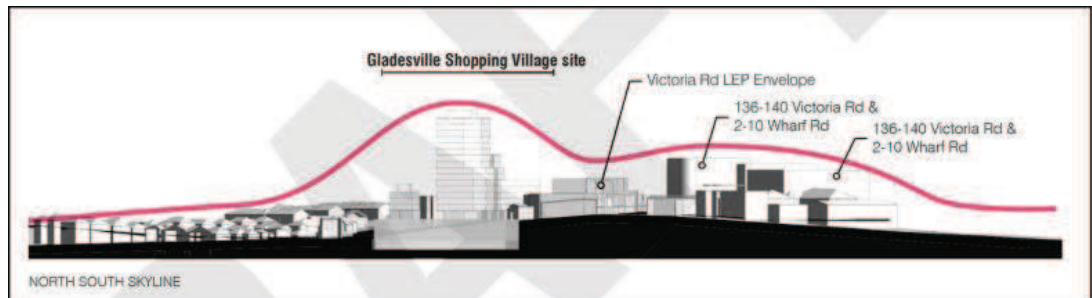


Figure 10 Skyline analysis

This illustrates how the future height can sit within the emerging context / character of the Gladesville town centre. Being the hub of the town centre, the proposed height will serve as a marker or visual focal point within the town centre transitioning down to lower scale buildings.

6.4.2 Reduced height

Whilst an increase in building height is proposed on the western edge of the Site, there has been a significant reduction in the current 34m building height control on the eastern edge of the Site. The Urban Design report at Part 2 of the appendices to this Planning Proposal documentation illustrates the development concept relative to the current height control.

Figure 11 is an example of one of the diagrams from the Urban Design report illustrating how the height control on the eastern edge of the Site is significantly less than the current control of 34m. This enables a better scale relationship to both Cowell Street and Flagstaff Street (as discussed below).

6 Key Planning Issues

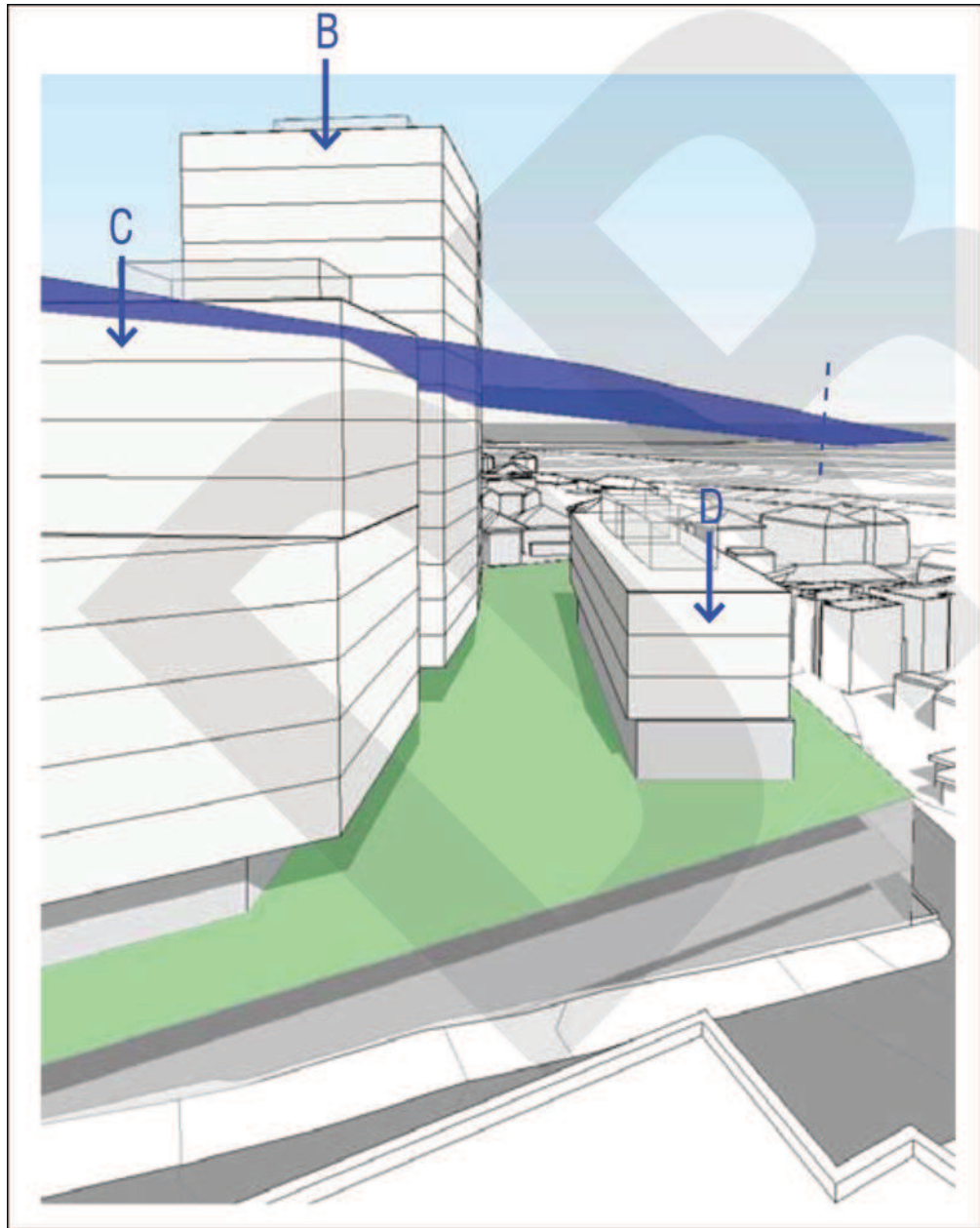


Figure 11 Comparison of development concept and current building height control

6.4.3 Transition in scale

The greatest height has been located on the western edge of the Site and centrally located between Massey Street and Cowell Street and generously setback from Flagstaff Street. This sets up a transition in scale to the street edges and adjoining lower scale residential areas. The Urban Design report at **Part 2** of the appendices to this Planning Proposal documentation contains a north-south and east-west section illustration how the development concept transitions to each of the adjoining streets. **Figures 12 and 13** are images extracted from the Urban Design report

6 Key Planning Issues

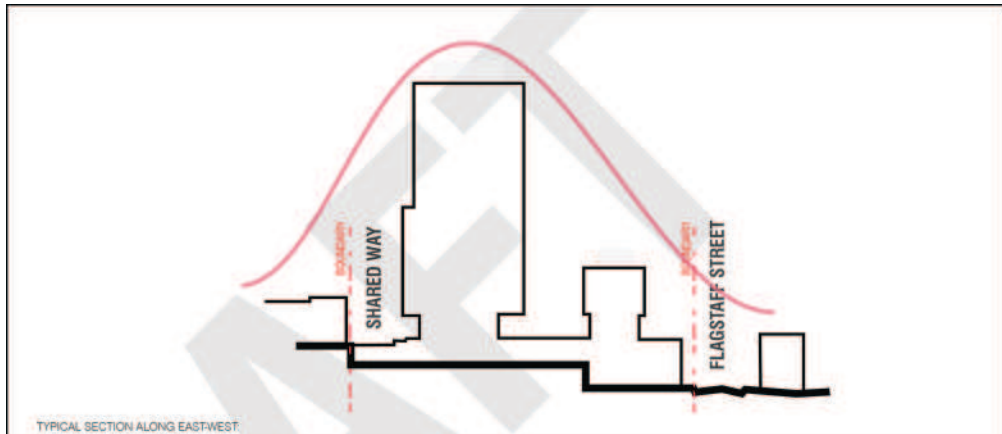


Figure 12 Typical east-west section

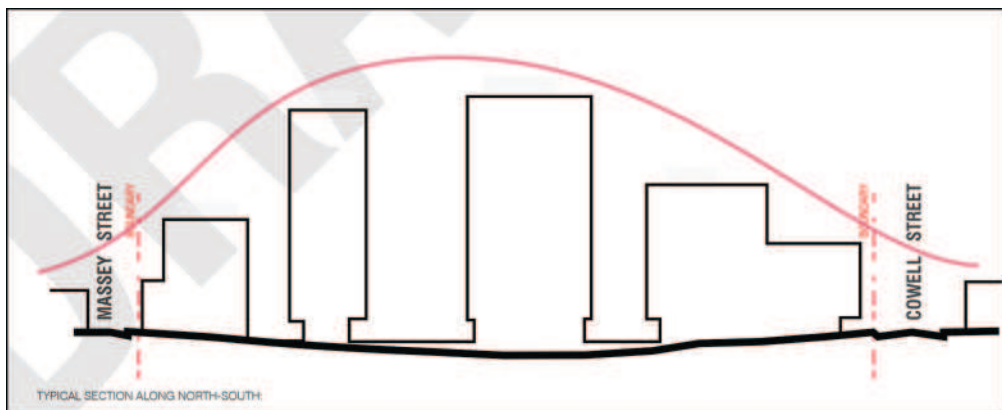


Figure 13 Typical north-south section

The transition to each street is discussed below.

Massey Street

From the centre of the Site (Buildings A1 and B), the height scales down to Building A which has an 8 storey scale, which is only slightly greater than the current 24m height control applying to this part of the Site. Building A also transitions from 7/8 storeys setback 5m from Massey Street and then stepping down to a 3 storey street wall (as per the DCP). Building A provides a gradual stepping up to the tallest forms in the centre of the Site.

Cowell Street

The proposed heights also achieve a stepping in scale to the development in Cowell Street. The tallest forms are setback into the middle of the Site and Building C steps down to 6 storeys at a setback of 5m from the street. No 3-7 Cowell Street opposite is a 3 and 4 storey building and the proposed heights form a gradual transition in scale.

Building D is lower in height at 4 storeys above a 2 storey podium, but setback from the Cowell Street edge of the podium. This provides an appropriate transition in scale to the 3 storey apartment building opposite (one the corner of Cowell Street and Flagstaff Street).

The building height control for most of Building C and all of Building D is lower than the current 34m height control improving the scale relationship along Cowell Street than can occur under the current building height controls (refer **Figure 11**). An improved outcome is capable of being achieved.

6 Key Planning Issues

Flagstaff Street

The tallest forms will be located on the western edge some 34m from the Site boundary on Flagstaff Street and some 45-50m from the development on Flagstaff Street.

The concept plan has a two storey podium to Flagstaff Street setback from the current property boundary. The podium is 6m lower than the current shopping centre improving the scale relationship with the lower scale form residential area opposite.

Building D represents about 2/3rds of the Flagstaff Street frontage however it setback 10m from the property boundary, with the remaining 1/3rd being landscape area on top of the podium. Building D is lower than the current 34m building height control as illustrated in **Figure 11**.

The proposed heights establish a greater transition in height to the Flagstaff Street and properties to the east than the current LEP height control. The public open space also provides an open outlook from the rear of the adjoining houses on Massey Street.

6.4.4 Summary of height and resultant FSR

The proposed heights are justified for the following reasons:

- As noted in Section 2.2, the basement has been lowered to enable level connections between the future shareway and publicly accessible open space. This requires the demolition of the existing shopping centre and with it loss of rental income. The deeper excavation also increases development costs. The additional costs are in part off set by the increased height and density.
- The Hunter Hill DCP (part 4.6) requires that residential footprint be no greater than 35% of the podium. The development concept has achieved a 25% footprint. The smaller footprints allow for the provision of some 5,000m² of publicly accessible open space - an outcome that would not be achieved if the 35% control was applied.
- The reduced building footprints has enabled a primary publicly accessible open space of some 2,100m² to be provided in the north-eastern part of the site delivering a public open space well in excess of the 600m² required by the DCP. This outcome could not be achieved without small building footprint and the proposed building heights.
- The height has been located on the western edge furthest away from the residential area to the east.
- The eastern edge of the Site is reduced in height from 34m to 29m with a significant portion of the podium in the north western corner that is not proposed to be occupied by buildings. This creates a lower scale building than permitted under the current LEP height control and a good transition in scale to Flagstaff Street.
- The proposed heights to Massey Street and Cowell Street can still achieve a transition in scale to the taller forms located centrally within the Site.
- The discussion that follows offers further justification of height in terms of shadow impact and visual assessment considerations.
- The increased in building height allows the delivery of significant public benefits.

The balancing of development costs, public benefits and height has been the main consideration in terms of the built form. The proposed floor space ratio of 3.4:1 is the outcome of this process.

6.4.5 Floor space ratio

The majority of the Site has a FSR of 2.7:1 and 2.3:1. There are also some minor components of the Site with an FSR of 1.3:1 and 2.5:1 (refer to Figure 10 in Section 6.3.1 of this report).

The proposed FSR for the Site is 3.4:1. As per the Architectus letter dated 2 June 2015 the GFA for the Site has been split into 'above ground GFA' and 'below ground GFA'. The

6 Key Planning Issues

approach of discounting GFA below ground has been applied as the sloping topography is such that some of the GFA (and its contribution to building bulk and massing) will not be apparent from street level. The ground line has been interpolated (from existing ground levels around the perimeter of the Site).

Two methodologies have been prepared in relation to this approach.

1. The Urban Design Report at **Part 2** of the Appendices provides the methodology for this calculation. The 'above ground FSR' (excluding GFA below ground) is some 2.79:1 which is only 0.09:1 above the current 2.7:1 FSR applying to the majority of the Site.
2. The second methodology is to only discount 'below ground GFA' for the floor area that is wholly below ground and projects up to 1m above ground. Based on this method of calculation, the below ground floor space equates to a FSR of 0.18:1. This has been included in the requested site FSR of 3.4:1.

In both cases, the proposed FSR of 3.4:1 captures the 'below ground GFA' proposed in this Planning Proposal. The purpose of the above two methodologies is to illustrate that some of the calculated GFA will be below ground and not contribute to building bulk. This is most apparent with the comparative diagrams provided in the Urban Design Addendum which is reproduced in **Figure 14** below.

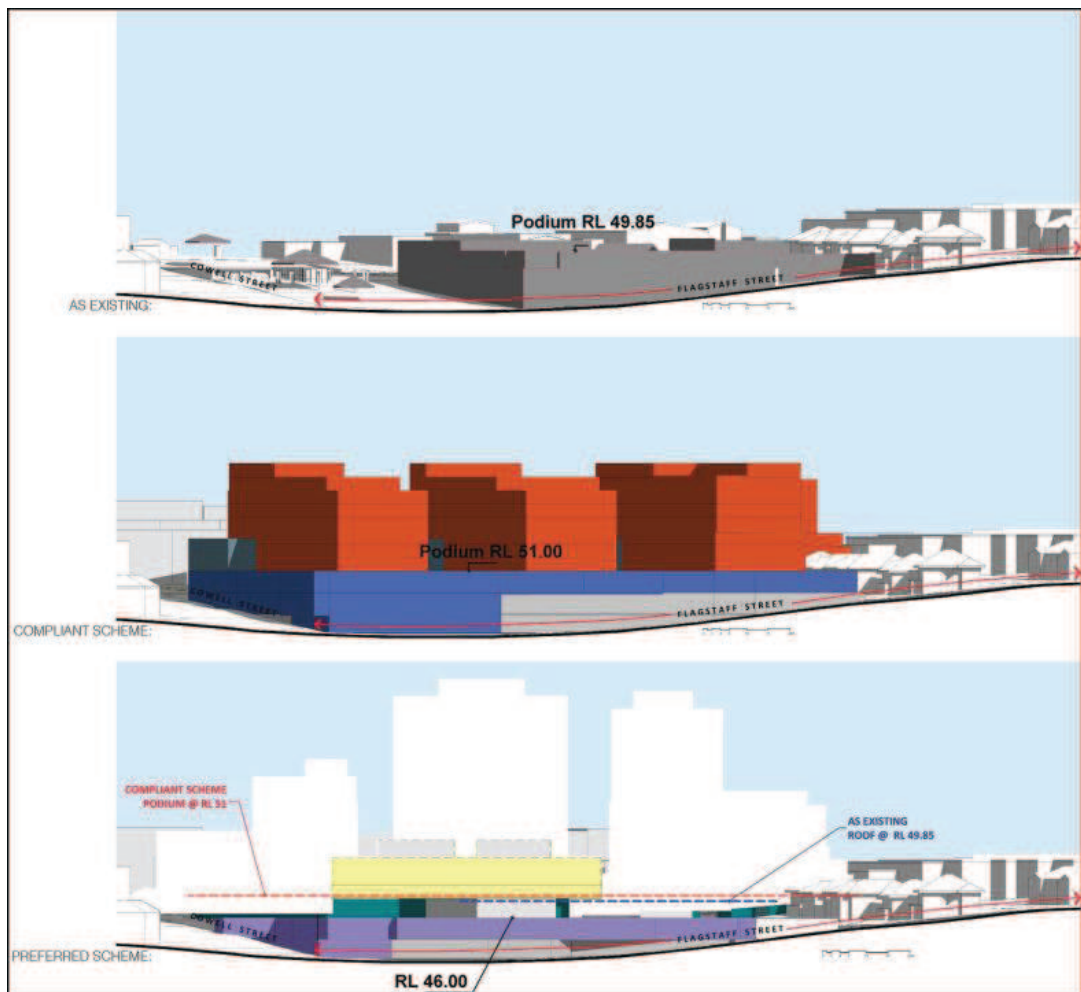


Figure 14 Comparative analysis of building mass to Flagstaff Street.

Figure 14 illustrates that the existing building and a compliant scheme have a significant building mass at podium level. In a compliant scheme some of the podium would be car parking which is not counted as GFA but clearly adds significantly to building bulk and street wall height. The Concept Proposal achieves a superior outcome by lowering the podium, but

6 Key Planning Issues

does not gain any numeric advantage or discounting of GFA (in terms of how GFA is calculated) by taking this approach.

The proposed FSR is justified on the following grounds:

- The lowering of the podium to achieve level access to the publicly accessible areas and wall heights lower than the existing development or a LEP/DCP compliant development is only capable of being achieved through deeper excavation which adds significantly to the development cost. Additional costs are also incurred by having to demolish the existing shopping centre and associated loss of rental income. The additional costs are in part off set by the increased density.
- There is a considerable amount of GFA contained within the podium which has been lowered. In theory the retail GFA and car parking levels could be swapped without changing the built form outcome. This would result in the retail GFA being fully below ground and the car park above ground. The above ground car park would not count as GFA (as per LEP definitions), yet the built form outcome would be no different to the Concept Proposal.
- The additional GFA equates to approximately 8000m² which represents about 80 dwellings (assuming all additional GFA was apportioned to residential uses). This additional dwelling yield will greatly assist in countering the low dwelling completions in the last 10 years and contribute to achieving the 1,650 additional dwellings forecast by DoPE as being required between 2011 and 2031 in the Hunters Hill LGA (refer to Section 6.3 for more discussion).

6.5 View Assessment

Richard Lamb and Associates (RLA) has undertaken a Views Assessment based on the Development concept contained in Part 2. A copy of the Visual Impact Analysis is provided at **Appendix 5** of Part 1 of the appendices to this report.

RLA has also reviewed the options that have culminated in the concept plan presented with this Planning Proposal. The Views Assessment has reviewed the concept plan in the context of the visual resources of the Site and surrounds and the visual effects of the concept scheme.

6.5.1 The visual character of the site and surrounds

RLA has considered the elements of the concept plan relative to the surrounds. RLA notes the elements of the concept plan that have positive responses in the context of the visual character including tower separation, retail frontages to the streets, alignment of bulk along the ROW and stepping of building heights to create a bell curve with lowest built form at the edges of the Site adjacent to residential interfaces. RLA is of the opinion that *“the bulk, scale and spatial arrangement shown responds appropriately to the interfaces with adjacent land uses, with regard to setbacks, podium heights, tower forms and pedestrian linkages. In our opinion the isolated tower forms and spatial arrangement provides the best outcome in terms of visual effects and potential impacts within the wider visual context.”*

6.5.2 Assessment of views from 22 locations

The visual exposure from roads, reserves, recreation areas, residential, industrial, commercial areas and public schools including heritage items has been considered by RLA. Wire frame photomontages have been prepared to understand the visual effects of the massing of the building heights proposed. The photomontages have been based on survey information and the methodology to verify the accuracy of the 3D model used to create the photomontages is set out in the Views Assessment.

6 Key Planning Issues

Close View

The viewing points close to the Site include Trim Place on Victoria Road and the corners of Massey Street/Flagstaff Street and Cowell Street/Flagstaff Street. The following images are wire frame views of the above locations with a summary of the View Assessment analysis.



Victoria Road from Trim Place

- Upper part of Buildings visible above 2 storey street wall of shops along Victoria Road.
- Future development of Victoria Road properties will screen most of the height.
- Existing development along Victoria Road (street wall) with its different building style and facades will remain visually independent from the tower forms.
- No blocking of any scenic or significant views.



Cowell Street (eastern end)

- Towers are visible but filtered by street tree canopies as one moves along the street.
- There is horizontal and vertical separation between the tower forms.
- Wide separation between Building A and B allows sky and open space to be visible.
- No blocking of scenic or significant features.



Cowell/Flagstaff Streets (western end of Cowell St)

- Views are from a low elevation.
- Podium has with glazed shop fronts at the corner providing visual permeability.
- Wide horizontal separation between Buildings B and C breaks continuous built form.
- Separation of forms between Building C and D.
- Transition in scale to lower built forms on Flagstaff and Cowell Streets.

6 Key Planning Issues



- A complying scheme would result in massing closer to the edges of the Site with less horizontal separation between built forms, exaggerating scale and overall mass. Lower height of a complying scheme does not offer any additional benefits.

Massey Street at junction with Flagstaff Street

- Building form and mass are differentiated by their relative angles and orientation.
- Opportunity for detailed design to add fine grain detailing and articulation to reduce visual effects.
- Tallest forms are centrally located and in the mid-ground view.
- Tallest forms are separated from adjacent development on Massey Street by lower form and mass of Building A.
- Presence of landscaped open space on the podium is evident down Flagstaff Street providing visual permeability.
- A complying scheme would result in massing closer to the edges of the Site with less horizontal separation between built forms exaggerating scale and overall mass. Lower height of a complying scheme does not offer any additional benefits.

In summary, RLA has concluded the following in relation to the close views:

"In closer views from within the visual catchment the separation of tower forms and potentially the treatment of the street wall and podium level will be visible. The arrangement of building footprints and wide open public spaces will allow space and views to flow between the forms. Closer views are often from lower relative viewing locations causing the tower forms to block only areas of open sky in upward views. The same outcome in that regard would occur for a complying envelope scenario, but with much poorer address to the bounding streets of Flagstaff, Massey and Cowell Streets."

Distant Views

RLA has examined a number of more distant views from all directions including views to the north and south along Victoria Road, views from residential areas to the east, south and southeast and views from park land on the southern side of Parramatta River. In summary, RLA has concluded the following in relation to the close views:

"In more distant views, the tallest parts of the development including Building A1 and B are visible as slim tower forms springing from a local ridgeline, characterised by commercial and retail development of varying heights. In all distance views the tower forms do not block any recognised or significant scenic or iconic views, but will contribute

6 Key Planning Issues

a new bulk and scale of built form to the vicinity, which is modulated and articulated to provide interest and an attractive outcome.”

6.6 Shadow Analysis

Robertson + Marks has prepared a shadow analysis based on the development concept – refer to **Appendix 3** and **4** of Part 2 of the appendices to this report. It should be noted that the plans show shadows are cast from a building envelope which is typically 25% larger than a resultant building. The width of the shadows is therefore exaggerated compared to a building that is designed to fit within the envelope.

For comparison purposes (and as required by Architectus) a compliant shadow analysis has also been undertaken. This is based on the withdrawn DA which we understand was close to compliant regarding shadow, but was setback from the Cowell Street boundary.

A comparison of the proposed scheme and a compliant scheme reveals the following:

- Trim Place is clear of shadow indicating that shadows from tallest towers move off the public space by 9.30am in mid-winter.
- The proposed open space in the north-western corner receives sunlight between 9am and 3pm at the winter solstice.
- The proposed open space in the compliant scheme is shaded between 9am to 11am and is partly shaded at 12noon in mid-winter. If the properties on Victoria Road are redeveloped to their maximum height control, then the plaza in a compliant scheme would be shaded during the afternoon.
- The residential area is not affected until 3pm in mid-winter in the proposed scheme and slightly sooner in the compliant scheme. The proposed scheme does not shadow the residential area between 9am and 2pm.
- There is generally greater shading of the Victoria Road properties in the proposed scheme compared to a compliant scheme. The shadow affectation varies along this row of properties. Some are unaffected (e.g. southern end) and some have intermittent solar access achieved through the gaps between buildings during the morning at the winter solstice. The Victoria Road properties are not shadowed from the proposed building envelopes at 12 noon. Generally, sunlight is achieved to these properties between 10.30am to 3pm. This would allow the redevelopment of the Victoria Road properties to achieve 2 hours solar access within that range as specified in the Apartment Design Guide.
- The apartment building at No. 9 Cowell Street begins to experience shadow from 1.30pm in mid-winter in both the proposed and compliant scenarios. This building has its balconies and living areas facing Flagstaff Street and those rooms/private open spaces are unaffected.
- Solar access to the residential building at 3-7 Cowell Street is within a narrow range. The recently published Apartment Design Guide (accompanying SEPP 65) has been used as the solar criteria which sets a minimum 2 hours sunlight between 9am and 3pm at the winter solstice. The proposed scheme has slightly greater shadow than a compliant scheme.
 - At 12 noon, shadow starts to affect the lowest level of 3-7 Cowell Street. The lowest level is elevated and the commercial tenancy (at western end) and the dwelling should be unaffected.
 - At 12.30pm the shadow starts moving up the wall. By 1pm to 3pm the Cowell Street elevation is in shadow except for parts of top floor and part of the western end of the building.

6 Key Planning Issues

- Based on the Land and Environment Court Planning Principle for solar access in *Parsonage v Ku-ring-gai* [2004] NSWLEC 347; (2004) sunlight should strike a vertical surface at a horizontal angle of 22.5° in order to be counted for the purposes of solar access. This occurs at 10.15am for the building at 3-7 Cowell Street. Robertson + Marks has undertaken detailed solar analysis of this building and concluded that 4-6 units do not achieve 2 hours solar access at the winter solstice. It should be noted that this assessment is based on a building envelope that is 25% larger than a future building. At DA stage, further investigations can be undertaken to examine how a building within the envelope can be sited and modulated to improve solar access to 3-7 Cowell Street.

6.7 Heritage

The future of 10 Cowell Street is unchanged as a consequence of the Planning Proposal. The existing planning controls applying to the Key Site already encourage the redevelopment of the Key Site which includes 10 Cowell Street. The proposed amendment to the building height and FSR controls does not change this circumstance. The future management of 10 Cowell Street will also be a relevant matter for consideration with a future development application.

Nevertheless, the heritage significance of 10 Cowell Street and its removal in the development concept has been assessed by Heritage 21 in their SOHI attached at **Appendix 6** in Part 1 of the appendices to this report.

The SoHI has not only considered 10 Cowell Street but also considered the following heritage items and conservation areas:

- House “Dunham House” – 2 Massey Street (Item 480 in HHLEP 2012)
- Bank building – 219 Victoria Road (Item 488 in HHLEP 2012)
- Hunters Hill Conservation Area C3 in the Hunters Hill LGA
- Gladesville Shopping Centre Heritage Conservation Area (C5) in the Ryde LGA.

Table 7 below summarises the levels of significance as determined by the assessment criteria specified by the NSW Heritage Office (historical, associational, aesthetic, social, technical/research, rarity and representativeness) for each of the above items and the assessment of heritage impact.

Item	Significance	Assessment of impact
10 Cowell Street	The building has historical and aesthetic significance and also considered to be representative of vernacular timber cottage in the Edwardian era and to be rare in the local area.	The assessment of heritage impact notes if 10 Cowell Street was retained in its current location it would be overwhelmed and dwarfed by the bulk and scale of development that could occur immediately adjacent to the property. Two options are outlined for management including relocation or interpretation. The schedule of works referred to the SoHI is a matter for DA stage.
“Dunham House” – 2 Massey Street	The building has historical, associational, and aesthetic and is the only extant C19 th sandstone villa in the Gladesville Shops precinct.	The assessment of heritage impact notes that there is a separation of some 55 metres between the Dunham House and the towers. This separation minimises heritage impacts.
219 Victoria Road (Bank Building)	The building has historical and aesthetic significance. However, the building is not considered to be rare.	The assessment of heritage impact notes that the proposal would not generate negative impacts, due to the transition in scale created by the current 19m height control along
Heritage Conservation Area	The conservation areas (C3 and C5) have historical significance as they	

6 Key Planning Issues

Table 7 Summary of Heritage Impact

Item	Significance	Assessment of impact
(C3) – Hunters Hill LGA	provide evidence of the development of Gladesville. The conservation area has aesthetic significance as a largely intact row of shops from different periods and styles.	Victoria Road and separation between proposed towers which allows visual permeability of the Site to and from the building and Victoria Road conservation area. Pedestrian activation of the ROW would allow the heritage item at 219 Victoria Road and conservation area to be appreciated in the round.
Heritage Conservation Area (C5) - Ryde LGA		

It is also noted that the Planning Proposal does not in itself determine the future of 10 Cowell Street. The options for 10 Cowell Street for a redevelopment of the Site are equally relevant if the Site was redeveloped under the current building height and FSR controls. The main planning consideration of relevance to this Planning Proposal is that of additional height which has been addressed in the SoHI and summarised above. In conclusion Heritage 21 considers that the concept scheme presented with this Planning Proposal will have a neutral impact on the heritage items at 2 Massey Street, 219 Victoria Road and the Ryde and Hunters Hill conservation areas.

6.8 Traffic Impact Assessment

Road Delay Solutions (RDS) has prepared a Traffic Impact Assessment (TIA) a copy of which is attached at **Appendix 3** in Part 1 of the appendices to this report. The TIA has undertaken traffic modelling establishing a base year 2015 traffic model which has been calibrated and verified to assimilate the study area road network with its operational conditions.

Trip generation rates based on the RMS Technical Direction TDT 2013/0a titled '*Guide to Traffic Generating Developments Updated Traffic Surveys*' has been used to determine trip generation of the development concept.

The development concept has incorporated a number of design elements to assist with traffic movements associated with the development:

- All service vehicle access points and basement car parking (retail and residential) provided from Flagstaff Street to:
 - Avoid the use of Massey Street as an access point;
 - Avoid driveway crossings on Cowell Street to maximise pedestrian amenity; and
 - Remove the need for access and servicing from the right of way to enable the creation of a shared pedestrian/vehicle zone.

Based on the traffic generation, local traffic solutions were developed by RDS. These have been incorporated into the development concept. The three main local traffic management measures are:

- A partial road closure at the northern end of Flagstaff Street (allowing local access and emergency vehicle access only). Massey Street (between Victoria Road and Flagstaff Street) can revert to a two-way street (currently one-way).
- Closure of Cowell Street at Flagstaff Street. Cowell Street between Flagstaff Street closure and Venus Street can revert to a two-way street (currently one-way).
- A single lane roundabout at the intersection of Cowell Street and Flagstaff Street with no access to/from the section east of Cowell Street (i.e. the residential section of Cowell Street). The no-entry (southbound) along Flagstaff Street will be retained.

6 Key Planning Issues

The combination of these three measures confines all traffic along the sections of Flagstaff Street / Cowell Street that front the development Site such that all access to the Site is via the signalised intersection at Victoria Road. In doing so this removes traffic generated by the development from the local road network.

Other traffic management works and measures identified by RDS are:

- Increasing the current 45m long right turn bay in Victoria Road northbound at Cowell Street to 65m,
- Retention of the one (1) way movement, northbound, in Flagstaff Street, south of Cowell Street,
- Introduction of all permissible vehicle movements from Flagstaff Street to the south, through the recommended roundabout on Cowell Street,
- Introduction and construction of a set down bay in Cowell Street, with timed 15 minute parking restrictions, and
- Introduction of a Shared Zone within the Right of Way (ROW) to the west of the site.

Further description of these traffic management measures is provided in the TIA at **Appendix 3**.

RDS has analysed the traffic impacts on the local road network including intersection performance based on:

- The 2021 Model
- 2021 Model with Metropolitan growth and the GSV development concept
- 2012 Model with Metropolitan growth and the GSV development concept and mitigation measures

RDS has undertaken a SIDRA analysis of intersection performance in the Gladesville town centre based on the 2012 Model with Metropolitan growth and the GSV development concept and mitigation measures. The SIDRA analysis examines the operational performance of the intersections.

The outcomes of the modelling are compared to the existing condition (2015) and reveal that queue lengths and vehicle delays generally increase (with reductions at some intersections). Despite this the modelled intersections operate at a satisfactory level of service of 'D' or less. Further explanation of the modelling and specific traffic conditions of each intersection is provided in the TIA at **Appendix 3**.

6.9 Public Benefits

The proponent proposes to offer to Council the opportunity to enter into a planning agreement under Section 93F of the Environmental Planning and Assessment Act, 1979 to deliver community benefits that provide, or can be applied, towards a public purpose. The items listed below are envisaged to form part of a Planning Agreement. The items have been informed by:

- The Future Gladesville Strategy in terms of the 'green', 'engaging' and 'social' character objectives stemming from the consultation undertaken as part of the Strategy. The publicly accessible open space can meet those objectives.
- The Hunters Hill DCP (Chapter 4.6) in terms of providing publicly accessible open space, pedestrian through site links and realignment of the ROW to form the shareway described in the draft DCP (Chapter 4.6).
- The S94A Contributions Plan and the works schedule which identifies certain works for the Gladesville town centre (such as public infrastructure).

6 Key Planning Issues

- The Hunters Hill Social Plan 2010-2015 in relation to the need for an expanded early childhood clinic in Gladesville.

It is the intention that the planning agreement would contain public benefits that serve a public purpose (as per Section 93F(2) of the EP&A Act). These public benefits can be delivered as either part of the development and/or delivered external to the Site. The proponent is keen to ensure that it provides those benefits which are most valued and desired by Council and the community and therefore is seeking to engage with Council to determine the scope of potential public benefits. The development concept illustrates some of the possible benefits that the proponent is willing to consider and that can be provided through a redevelopment under this Planning Proposal:

- The provision of a significant amount of public open space of some 5,000m² on the podium and a further 1,300m² in the form of a shareway. These spaces will be accessible to the public and not form part of the private common open space for the future residents on the Site.
- Providing level connections from the ROW to the podium and publicly accessible open spaces. This has been achieved by significantly dropping the height of the podium through deeper excavation of the basement. It is intended that an easement would be created over those areas of the podium to publicly accessible.
- The ability to provide level pedestrian connections through the public open spaces creates a strong pedestrian permeability through the Site and in doing so creates an opportunity for active frontage (pedestrian streets) on the podium.
- Provision of public stairs leading from the podium to Flagstaff Street. An easement would be created over this part of the site to enable the stairs to be accessible to the public.
- Dedication of land along Flagstaff Street to accommodate a public footpath.
- Provision of a public footpath along Flagstaff Street with the ability to provide street trees.
- Opportunities dedication of floor space to Council for the provision of community facilities such as a library, community/meeting space, new facility for an expanded early childhood clinic or other community facilities required by Council.
- Public domain improvements around the perimeter of the Site.
- The formalisation of the ROW to align with the location of the registered ROW combined with additional land beyond the ROW to create a shareway.
- The construction of the shareway for the benefit of the public (not just the Victoria Road properties).
- Opportunity for an indented set down bay in Cowell Street at the main retail entrance.

It is intended that a planning agreement would be developed in consultation with Council to arrive at a suite of public benefits that Council is prepared to accept and therefore the final list could differ from that presented above.

Following discussions with Council in respect of the potential items that might form part of a Planning Agreement, the proponent will proceed to prepare the formal planning agreement as per the relevant provisions of the EP&A Act, 1979. It is the intention that such a planning agreement would be in a draft version around the time of Gateway determination such that it can be publicly exhibited concurrently with the Planning Proposal.

6 Key Planning Issues

6.10 Social and Economic Benefits

In addition to the public benefits identified in the preceding section, the Planning Proposal and the development illustrated in the development concept has a wide range of social and economic benefits such as:

- Provision of publicly accessible open space in the heart of the Gladesville town centre that will serve the surrounding residential areas which are lacking in public open space within reasonable walking distance. The location of the open space offers good amenity being large, well-proportioned, accessible area located away from traffic noise and having good solar access;
- Improved pedestrian connections to the rest of the Gladesville town centre;
- A lower wall height to Flagstaff Street (some 6m lower than the current building) significantly reducing the building mass along Flagstaff Street;
- An improved shopping centre with greater exposure and visibility for retail shops located within the centre, which in turn will lead to improved access for customers and improved trading for retail shops.;
- Improved retail facilities for the local community and local workers;
- The improved shopping centre will help retain expenditure currently being directed to other centres within the region;
- Revitalisation of the Gladesville town centre;
- Good accessibility to public transport for future residents of the Site;
- Opportunity for social cohesion by designing publicly accessible open space that can function as a community heart for the Gladesville town centre; and
- Improved safety and security for customers of the shopping centre and along the right of way (shareway).

6.11 Net Community Benefit Test

The Draft Centres Policy (May 2010) includes a set of evaluation criteria for rezoning proposals for commercial and retail developments. **Table 8** is an assessment against those evaluation criteria.

Table 8 Net community benefit test evaluation criteria	
Criteria	Comment
Will the LEP be compatible with agreed State and regional strategic direction for development in the area (e.g. land release, strategic corridors, development within 800 metres of a transit node)?	The Site is within 50m of Victoria Road which is identified as a Strategic bus corridor in the Inner North Subregion Draft Subregional Strategy. The Planning Proposal is compatible with the regional strategic directions as set out in the Strategic justification at Section 5.1 of this report.
Is the LEP located in a global/regional city, strategic centre or corridor nominated within the Metropolitan Strategy or other regional/sub-regional strategy?	
Is the LEP likely to create a precedent or create or change the expectations of the landowner or other landholders?	The Site is a unique opportunity within the Gladesville town centre and unlikely to create a precedent.
Have the cumulative effects of other spot rezoning proposals in the locality been considered? What was the outcome of these considerations?	We are not aware of any other site specific planning proposals in the locality (either Ryde or Hunters Hill LGAs) of a size/scale that would warrant consideration of cumulative effects.

6 Key Planning Issues

Table 8 Net community benefit test evaluation criteria

Criteria	Comment
Will the LEP facilitate a permanent employment generating activity or result in a loss of employment lands?	The Planning Proposal will facilitate the redevelopment of the Site and future commercial and retail GFA will result in a net gain of 182 jobs (based on the development concept submitted with the Planning Proposal).
Will the LEP impact upon the supply of residential land and therefore housing supply and affordability?	The Planning Proposal will increase the supply of residential accommodation in the locality and facilitate diversity in housing choice at a lower price point compared to larger detached dwellings dominating the existing housing stock.
Is the existing public infrastructure (roads, rail, utilities) capable of servicing the proposed site? Is there good pedestrian and cycling access? Is public transport currently available or is there infrastructure capacity to support future public transport?	There is good public transport available along Victoria Road. The future redevelopment of the Site can integrate with the surrounding pedestrian network to achieve a good pedestrian environment that connects future residents directly to the nearby buses.
Will the proposal result in changes to the car distances travelled by customers, employees and suppliers? If so, what are the likely impacts in terms of greenhouse gas emissions, operating costs and road safety?	The retail and commercial component of the concept plan will not necessarily change how people travel to the Site. The location of the Site will enable some customers of the retail and commercial floor areas to walk from surrounding residential areas. However, it is inevitable that many customers would drive to do major shopping. The close and convenient access to frequent bus services on Victoria Road will encourage future residents to make use of public transport for their journey to work.
Are there significant Government investments in infrastructure or services in the area whose patronage will be affected by the proposal? If so, what is the expected impact?	The Planning Proposal does not require further government investment in infrastructure. The future redevelopment would increase patronage on strategic bus corridor, but that is consistent with the State government objectives of making good use of public transport.
Will the proposal impact on land that the Government has identified a need to protect (e.g. land with high biodiversity values) or have other environmental impacts? Is the land constrained by environmental factors such as flooding?	The Site does not have any natural environmental constraints to be protected and would not have any adverse impacts on the natural environment. The key environmental issue is heritage. However the existing controls operate in a manner that could potentially impact on the heritage item on Site and the Planning Proposal does not increase the nature of potential impacts.
Will the LEP be compatible/complementary with surrounding land uses? What is the impact on amenity in the location and wider community? Will the public domain improve?	The Planning Proposal does not change the land use zoning. The main change in terms of the surrounding locality is an increase in building height. The current building height and FSR controls encourage lower but broad built form across much of the Site. By comparison, the Planning Proposal encourages taller built forms with a smaller Site footprint allowing for a better distribution of building mass through taller built form. The siting of the tallest buildings (tallest height control) will allow for a large separation and transition in scale to the surrounding residential area.
Will the proposal increase choice and competition by increasing the number of retail and commercial premises operating in the area?	The development concept illustrates the new retail shopping centre and other commercial/retail floor space. Hill PDA notes that the anticipated mix of retail activity would improve the range of

6 Key Planning Issues

Table 8 Net community benefit test evaluation criteria

Criteria	Comment
	shopping options for residents, workers and visitors to Gladesville. And in turn provide added price competition in the local area and reduce escape expenditure from the Gladesville Village Centre.
If a stand-alone proposal and not a centre, does the proposal have the potential to develop into a centre in the future?	The Site is located within the Gladesville town centre; it is not a stand-alone centre in terms of the hierarchy of centres within the region.
What are the public interest reasons for preparing the draft plan? What are the implications of not proceeding at that time?	The proposal is considered to be in the public interest for the following reasons: • The opportunity to provide significant publicly accessible open space which is lacking the locality and not available in the Gladesville town centre. Such an outcome is not achievable with lower building heights which encourage larger building footprints • Social benefits for the local community of a meaningful and usable area of publicly open space • Public domain improvements to the streets surrounding the Site • Improved pedestrian connectivity and safety • Improved retail facilities for the local community and local workers • Good accessibility to public transport for future residents of the Site • An improved shopping centre will prevent escape expenditure. • Revitalisation of the Gladesville town centre.

6.12 Comparison of Impacts and Public Benefits - Current Controls vs Proposed Outcome

Architectus has identified that the Planning Proposal report needs to compare the impacts and public benefit of what is permitted under the current planning controls, and the likely development outcome that would be permitted under the Planning Proposal. This has been documented in the preceding sections of this report and is summarised in **Table 9**.

Table 9 Comparison of Impacts and Public Benefits - Current Controls vs Proposed Outcome

Impact	Current Controls	Proposed Outcome
Height	The current controls allow for a height of 34m along the Flagstaff Street frontage.	The proposed outcome reduces height to about 29m (i.e. 5m lower than the current controls) along the Flagstaff Street frontage and the interface with the Massey Street houses. The height controls for Buildings A and C are similar to current LEP height control. Visual impacts at the residential interface along are reduced.
Traffic	The current controls allow for a significant change in the density of development on the site (both retail and residential floor space). The current controls will create additional traffic impacts.	The proposed controls will result in an increase in density; some of which can be allocated to additional retail/commercial floor space than might otherwise be the case under the current controls and additional residential density. As for the current

6 Key Planning Issues

Table 9 Comparison of Impacts and Public Benefits - Current Controls vs Proposed Outcome

		controls there will also be an increase in traffic and consequential impacts. In either case traffic management would be required and the solutions under the current control or proposed controls are likely to be similar.
Shadow	Trim Place unlikely to be shaded during the winter solstice. Victoria Road properties would experience less shading under the current building height controls. Residential area to the east is not affected by shadows until 2.30pm at winter solstice. 3-7 Cowell Street affected shadows to varying degrees from 12.30 to 3.00pm at the winter solstice.	Trim place clear of shadow after 9.30am at winter solstice. Victoria Road properties subject to greater shadow, but capable of achieving 2 hours solar access if the sites are redeveloped for shop top housing. Residential area to the east is not affected by shadows until 3.00pm at winter solstice. A minor improvement compared to the current controls. 3-7 Cowell Street affected by slightly greater shadows than under the current controls. As set out above, Robertson and Marks has calculated that 4-6 apartments fall short by of achieving 2 hours solar access during the winter solstice. This assessment is based on a building envelope 25% large than a building and the shadow impact can be further addressed in terms of design and placement of a building within that envelope.
Heritage	The current height and FSR controls encourage the redevelopment of 10 Cowell Street	The proposed height and FSR controls do not change the potential for the redevelopment of 10 Cowell Street
Centres Analysis	The quantum of retail/commercial floor space is not distinguished in the current controls.	The proposed controls provide the potential for slightly more retail / commercial floor space. The additional retail/commercial floor space does not adversely affect the other centres in the region.
Scale relationship	The current controls allow 34m across the majority of the site including the Flagstaff Street and Cowell Street frontage. The current control allow for a height of 26m to Massey Street	The development concept reduces the height of the podium to achieve level access with the ROW and reduce the height of the wall along Flagstaff Street to 6m less than the current shopping centre height. This is possible with greater development potential to offset the additional costs of excavation to achieve this design outcome. A better scale relationship is achieved along Flagstaff Street and Cowell Street compared to the current controls. The height to Massey Street is marginally higher than the current controls achieving a similar building scale to Massey Street.

6 Key Planning Issues

Table 9 Comparison of Impacts and Public Benefits - Current Controls vs Proposed Outcome

Public Benefit	Current Controls	Proposed Outcome
Open Space provision	Current DCP controls require the provision of 600m ² .	The additional development potential achieved through the amended planning controls provides the ability to deliver some 5000m ² of publicly accessible open space with a Village green/public plaza of some 2,100m ² in the north eastern corner well in excess of 600m ² .
Solar access to open space	Location of the open space as shown in the DCP is subject to shading as a result of lower height increasing building footprint.	Taller built form frees up the site with smaller footprints and allows publicly accessible open space to be located with good solar access.
Community Space	The current controls do not specify an outcome in terms of provision for community space or infrastructure	The additional development potential achieved through the amended planning controls provides an opportunity for a future DA to provide community floor space, subject Council's need for such space and a planning agreement with Council.
Heights to Flagstaff Street	The current controls allow for a height of 34m along the Flagstaff Street frontage.	The development concept reduces the height of the podium to achieve level access with the ROW and reduce the height of the wall along Flagstaff Street to 5m less than the current shopping centre height. This is possible with greater development potential to offset the additional costs of excavation to achieve this design outcome.

6.13 Services and Community Infrastructure

6.13.1 Public transport

As discussed in Section 5.1.1 improvements to the bus services along Victoria Road are planned (and some have been completed). These are intended to give priority to buses and improve travel times and achieve waiting times of no longer than 10 minutes during daytime hours (6am–7pm), Monday to Friday, and no more than 15 minutes on weekends. The customer benefits identified in *Sydney's Bus Futures* are an extra 40 weekday services capable of carrying an extra 2000 customers per day. More early morning, evening, night and weekend services are planned. The improvements to travel time reliability are expected in 2014-2015, and other improvements to follow will be timely for when the additional incoming population.

6.13.2 Water and Sewer

The *Growth Servicing Plan July 2014 to June 2019* prepared by Sydney Water sets out Sydney Water's plans to provide water, wastewater and stormwater infrastructure to service urban growth for the next five years. The *Growth Servicing Plan* is primarily based on the Metropolitan Development Program 2010 –2011. The *Growth Servicing Plan* has factored in housing growth in the Gladesville Urban Village of some 867 dwellings up to 2025 and identifies that no work is required and that *development can be serviced by connection to existing infrastructure. The developer may need to deliver some lead in infrastructure and reticulation works.*

6 Key Planning Issues

6.13.3 Other utilities

Other utilities (electricity, gas, and telecommunications) in the area will need to be investigated at the DA stage. Any augmentation of services can be incorporated into the detailed planning of the development.

6.13.4 Community Infrastructure

Open Space – Local and District

As noted in Section 3.6 of this report, the immediate locality is in short supply of open space. The Planning Proposal will encourage the redevelopment of the Site and as per the development concept the increased heights sought via the Planning Proposal will encourage buildings with smaller footprints and free up the podium to enable the delivery of a significant area of publicly accessible open space.

The proposed Public Plaza is some 2,100m² being 3.5 times larger than the required size of public plaza under the Hunters Hill DCP 2013. The space can provide a functional area of open space for community socialisation and community events with far greater flexibility and potential range of uses than could be accommodated in the 600m² required by the DCP.

The area has many larger recreational open space areas in both Hunters Hill and Ryde LGAs.

The major sporting fields in the Hunters Hill LGA that are within the Gladesville area include Boronia Park Ovals (including playing fields), Buffalo Creek Reserve (including playground and playing fields and children's cycle track) and Gladesville Reserve (including playing fields) cricket nets and skate park.

The major sporting fields in the Ryde LGA that are within the Gladesville area include Peel Park (including playing field and playground), Banjo Patterson Park (including park and playground), Monash Park (including playing field and playground). The Ryde LGA also has a number of foreshore parks/reserve within a 1km radius of the site including Bill Mitchell Park Gladesville including Glades Bay Park, Banjo Patterson Park and Parramatta River Regional Park.

Community Facilities

The development concept that can be realised through the Planning Proposal will also provide an opportunity to deliver floor space for community facilities such as community rooms or a library. The Hunters Hill Social Plan 2010-2015 notes Gladesville has an early childhood clinic but space is limited for expansion. The redevelopment of the site provides an opportunity for community space to be incorporated into the development to cater for such a facility. These potential facilities can be delivered through a planning agreement with Council and the negotiations might include other community facilities Council would like to provide within Gladesville.

The Hunters Hill Social Plan 2010-2015 notes a lack of child care opportunities in the LGA. The redevelopment of the Site and potential commercial floor space can provide an opportunity for a child care centre to be incorporated into the development (which is permissible land use with development consent). This would be a DA related matter, but the opportunity exists.

The Planning Proposal and increased development potential arising from the uplift in height and density provides an opportunity for the delivery of additional social infrastructure through a planning agreement with Council.

7 Matters Required by s55 of the EP&A Act

7.1 Introduction

Section 55 of the EP&A Act relates to Planning Proposals and specifically, the matters that are to be addressed in a Planning Proposal. Specifically, Section 55 states:

- “(1) Before an environmental planning instrument is made under this Division, the relevant planning authority is required to prepare a document that explains the intended effect of the proposed instrument and sets out the justification for making the proposed instrument (the planning proposal).
- (2) The planning proposal is to include the following:
- (a) a statement of the objectives or intended outcomes of the proposed instrument,
 - (b) an explanation of the provisions that are to be included in the proposed instrument,
 - (c) the justification for those objectives, outcomes and provisions and the process for their implementation (including whether the proposed instrument will comply with relevant directions under section 117),
 - (d) if maps are to be adopted by the proposed instrument, such as maps for proposed land use zones; heritage areas; flood prone land—a version of the maps containing sufficient detail to indicate the substantive effect of the proposed instrument,
 - (e) details of the community consultation that is to be undertaken before consideration is given to the making of the proposed instrument.
- (3) The Director-General may issue requirements with respect to the preparation of a planning proposal.”

The following subsections of this Planning Proposal address the requirements of Section 55 of the EP&A Act.

7.2 Part 1 - Objectives or Intended Outcomes (Section 55(2)(a))

7.2.1 Objectives and Outcomes

The Planning Proposal intends to amend the Height of Building Map and the Floor Space Ratio Map of the HHLEP 2012 (as they apply to the Site) to provide an incentive to revitalise the Gladesville Shopping Centre for a mixed use development comprising 250 apartments and 11,200m² of retail / commercial floor space. The objectives or intended outcomes of the Planning Proposal are set out in **Table 10**.

Table 10 Objectives or Intended Outcomes of the Planning Proposal

Objectives or Intended Outcomes	Mechanism to achieve outcome (i.e. explanation of provisions)
To redistribute the height controls applying to the site by transferring the majority of the height to the western edge and tapering down to a lower scale at the street frontages with a significant area of the Site being reduced in building height control from the current LEP.	To amend the Height of Building Map to a series of RLs (reduced levels) instead of building height expressed in metres. Specifically the proposed mapping amendments are: 1. To reduce the building height along the eastern side of the site (parallel to Flagstaff Street) from 34m to 29m (RL65). 2. To maintain the building height of 26m on the Massey Street site but change the building height reference from 26m to RL75. 3. To increase the building heights over the western part of the site from 34m to: • 58m (RL101) • 52m (RL98) • 36m (RL89) 4. To reduce the building height along part of

7 Matters Required by s55 of the EP&A Act

	the Cowell Street frontage from 34m to 20m (RL72)
	5. To amend the building height over a very small area of land (part of 215 Victoria Road) from 16m to 20m (RL72).
To increase the FSR applying to the site apply a uniform FSR control across the site, noting that the amendment to the building height will control built form outcomes.	To amend the Floor Space Ratio Map from 2.3:1 and 2.7:1 to a uniform control of 3.4:1.
To deliver social and public benefits that are capable of being provided by amending the building height and FSR controls.	To deliver public benefits by offering to enter into a Planning Agreement (VPA) with Council. The main public benefits to be incorporated into the VPA include: • The provision of publicly accessible open space of some 5,000m² on the podium. • Provision of 1,300m² to create a publicly accessible shareway to be achieved by combining the existing ROW with additional land and construction of the Shareway. • Embellishment of Council land to integrate with the Shareway. • Provision of publicly accessible through site links. • Dedication of land along Flagstaff Street and construction of a public footpath. • Dedication of 275m² of floor space to Council for the provision of community facilities. • Public domain improvements around the perimeter of the site.

An amendment to HHLEP will facilitate a development that can achieve the following outcomes:

- Improve the interface between adjacent land uses and the Site;
- Provide for additional housing to meet the needs of Sydney's growing population;
- Support housing affordability policies by increasing housing supply and choice;
- Provide well designed high amenity housing in terms of location and access to services and facilities;
- Stimulate the urban renewal of the aging shopping centre;
- Create a vibrant mixed use precinct;
- Improve permeability and the provision of open space within the Site; and
- Increase the employment capacity on a well located Site.

7.2.2 Existing Zone objectives and permissible uses

The land is currently zoned B4 Mixed Use under Hunters Hill Local Environmental Plan (HHLEP) 2012. The Zone Objectives and Land Use Table pursuant to the current version of the Hunters Hills LEP 2012 are stated as follows:

- *To provide a mixture of compatible land uses.*
- *To integrate suitable business, office, residential, retail and other development in accessible locations so as to maximise public transport patronage and encourage walking and cycling.*
- *To ensure that new buildings provide an appropriate transition between the business zones and surrounding residential localities.*
- *To maximise levels of pedestrian and business activity along street frontages."*

7 Matters Required by s55 of the EP&A Act

The meanings of words or expression within the above provisions are subject to the definitions in the *Standard Instrument (Local Environmental Plans) Order 2006*. The objective of the B4 zone will remain unchanged and the Planning Proposal will facilitate development which is consistent with these objectives.

7.3 Part 2 - Explanation of Provisions (Section 55(2)(b))

7.3.1 Proposed Permissibility

The proposed outcome will be achieved by an amendment to the Height of Building Map and Floor Space Ratio Map as illustrated in **Figures 16 and 17**.

Figure 15 is an extract of the current Height of Building and FSR maps and illustrates that there are four different building heights and FSRs applying to the Site:

- The majority of the Site is within height zone U = 34m and FSR zone of U2 = 2.7:1.
- The Massey Street frontage is within height zone T = 26m and FSR zone of T = 2.3:1.
- A small portion of the Massey Street frontage is within height zone J = 9m and FSR zone of Q = 1.3:1. This slither of land is a driveway access associated with the Massey Street part of the Site.
- A small area of land in Lot 1 DP336297 (being Part of 215 Victoria Road, Gladesville) which is located in height zone O2 = 16m and FSR zone of U1 = 2.5:1.



Figure 15 Current Height of Building and Floor Space Ratio maps

Based on the development concept, a new set of building heights is proposed to apply to the Site. Although this will result in increases in building height, it will also provide for a significant reduction in height along Flagstaff Street. A draft height of building map is illustrated in **Figure 16** which reflects the development concept. The height of building map is not proposed to be use the traditional height of building expressed in metres as it is not ideal due to the Site being currently excavated leaving the method of calculation of building height open to interpretation. Building height is measured from ground level (existing). The basement level could create confusion as to whether the lowest floor of the basement is ground level (existing) or whether an assumed ground level should be applied (i.e. before a basement was created). This would have a significant effect on the resultant building height.

7 Matters Required by s55 of the EP&A Act

The alternative approach is to use a series of RLs to set the maximum building height. This approach has been used by Ryde Council for the Top Ryde shopping centre site and the Bunnings site at 495 Victoria Road, Gladesville (recently published on 21 August 2015). It is also used in North Sydney CBD, sites around St Leonards railway station and elsewhere in Sydney. It is appropriate where a height of building map has been amended to reflect a concept design. This approach removes any uncertainty regarding the measurement of building height, yet achieves the same outcome.



Figure 16 Options for Proposed Amendment to Height of Building map

The floor space ratio map is a simpler approach and we recommend a uniform FSR apply across the Site – **Figure 17**.

7 Matters Required by s55 of the EP&A Act



Figure 17 Proposed Amendment to Floor Space Ratio map

7.4 Part 3 – Justification (Section 55(2)(c))

7.4.1 Section A – Need for the Planning Proposal

Is the Planning Proposal a result of any strategic study or report?

The proposal has not been prepared in response to any strategic study prepared by Council. However, a consultant team has been engaged to present the strategic planning case for this Planning Proposal which is discussed in Section 6.1.

The need for a planning proposal arises from the fundamental need to revitalise the ageing Gladesville Shopping Village in an economically viable manner. The shopping centre requires refurbishment and expansion if it is to continue to accommodate the needs of the local residential population. Integration of the residential component of the proposal makes revitalisation of the Centre feasible. The Site is located proximate to a strategic bus corridor and existing residential areas. Moreover, the redevelopment provides an opportunity to improve permeability of the Site, enhancements to the public domain and results in the provision of open space for the broader community to enjoy.

7 Matters Required by s55 of the EP&A Act

Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

Given the scale of the proposal, a variation to building height and floor space ratio controls to accommodate the proposed design could not be pursued under Clause 4.6 of the Hunters Hill LEP. Accordingly, a Planning Proposal is considered the best means of achieving the objectives and intended outcomes.

7.4.2 Section B – Relationship to Strategic Planning Framework

Is the planning proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?

A discussion of the Planning Proposal's consistency with the strategic planning framework is provided in Section 5.1 of this report. The discussion outlines the proposal's consistency with:

- NSW Long Term Transport Master Plan
- A Plan for Growing Sydney
- Inner North Draft Subregional Strategy
- Future Gladesville Strategy

The proposal has been found to be consistent with the relevant provisions of the strategic policies at a State, Metropolitan, Subregional and local level.

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

Council does not have a local strategy, however the current zonings, building height and FSR maps and DCP controls have been informed by previous planning studies of the Gladesville Town Centre.

Further refinement of the DCP controls has recently been undertaken in the Future Gladesville consultation process undertaken by Place Partners on behalf of Council (refer to Section 6.1.4 of this report). This consultation process has recently resulted in draft amendments to Chapter 6.5 of the DCP and those amendments were recently placed on public exhibition. Comments received during exhibition are currently being reviewed by Council.

The development concept that has informed the Planning Proposal have taken into account the current and draft DCP, where relevant.

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

An assessment of the Planning Proposal against the applicability and consistency with State Environmental Planning Policies is included at **Appendix 7** in Part 1 of the appendices to this report.

Is the planning proposal consistent with applicable Ministerial Directions (s.117 directions)?

An assessment of the Planning Proposal against the applicability and consistency with Ministerial Directions is included at **Appendix 8** in Part 1 of the appendices to this report. The Planning Proposal is consistent with the relevant Ministerial Directions. The main Directions of relevance are discussed below.

Direction 1.1 Business and Industrial Zones

The objectives of this direction are to:

- (a) encourage employment growth in suitable locations,
- (b) protect employment land in business and industrial zones, and

7 Matters Required by s55 of the EP&A Act

- (c) support the viability of identified strategic centres.

Of relevance to this Planning Proposal, the Direction requires that a planning proposal must retain the areas of locations of existing business and industrial zones and not reduce the total potential floor space area for employment uses and related public services in business zones.

The Planning Proposal will increase the height and FSR controls applying to the Site and thereby retain the existing use of the Site for business and employment related uses. Amending the Height of Building and FSR maps will facilitate an increase in retail floor area and residential development enabling an economically viable development to be undertaken whilst also delivering significant public benefits. The Planning Proposal can therefore achieve the planning objectives of this Direction.

Direction 2.3 Heritage Conservation

The objective of this direction is to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance.

The Planning Proposal is not inconsistent with the Direction as it does not propose to make any amendments to the recent heritage listing of 10 Cowell Street. The impact of future development on 10 Cowell Street is a relevant matter for consideration at DA stage. The need for consideration of heritage issues is unchanged as a consequence of this Planning Proposal. The Planning Proposal is consistent with the Direction.

Direction 3.1 Residential Zones

The objectives of this direction are:

- (a) to encourage a variety and choice of housing types to provide for existing and future housing needs,
- (b) to make efficient use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services, and
- (c) to minimise the impact of residential development on the environment and resource lands.

Of relevance to this Planning Proposal, the Direction requires that a Planning Proposal must include provisions that encourage the provision of housing that will:

- (a) broaden the choice of building types and locations available in the housing market, and
- (b) make more efficient use of existing infrastructure and services, and
- (c) reduce the consumption of land for housing and associated urban development on the urban fringe, and
- (d) be of good design.

The Planning Proposal will retain the current B4 – Mixed Use zone and the range of permissible uses.

The Hunters Hills LGA is currently dominated by detached dwellings, which are generally unsuitable for older households, single person households and low to moderate income earners. The Planning Proposal will encourage high density housing that can provide diversity in housing choice at a lower price point compared to larger detached dwellings which currently dominate the existing housing stock. The development of apartments will diversify housing stock within the local area, to the benefit to the following household types:

- Local older residents or “empty nesters” who wish to stay in the Gladesville/Ryde locality and whose existing housing is currently too large;
- Single person household, who do not require large houses; and

7 Matters Required by s55 of the EP&A Act

- Households who wish to live in the area but are unable to afford larger detached dwellings that dominate the housing stock.

Further, the proposal utilises existing public transport infrastructure through the provision of diversified housing stock in a high amenity locality. The Planning Proposal can therefore achieve the planning objectives of this Direction.

Direction 3.4 Integrating Land Use and Transport

The objective of this direction is to ensure that urban structures, building forms, land use locations, development designs, subdivision and street layouts achieve the following planning objectives:

- (a) improving access to housing, jobs and services by walking, cycling and public transport, and
- (b) increasing the choice of available transport and reducing dependence on cars, and
- (c) reducing travel demand including the number of trips generated by development and the distances travelled, especially by car, and
- (d) supporting the efficient and viable operation of public transport services, and
- (e) providing for the efficient movement of freight.

The increase in building height and FSR will provide development controls that that increases the dwelling density along a strategic bus corridor thereby promoting public transport patronage and reducing car dependency. The location of new housing with an improved retail centre, commercial services and community facilities will also minimise travel distances for future residents. There is also the potential for some employment containment associated with the employment floor space that will also reduce travel demand. The Planning Proposal can therefore achieve the planning objectives of this Direction.

7.4.3 Section C – Environmental, Social and Economic Impact

Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

There is no critical habitat or threatened species, populations or ecological communities, or their habitats on or around the Site that will be affected by the Planning Proposal.

Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

The environmental effects of the Planning Proposal have been considered through the development concept which has informed the Planning Proposal. The development consent has considered the key environmental planning issues relevant to the increased height and FSR controls including traffic and parking, shadow impact, visual impact and heritage considerations. These have all been addressed the Key Planning Issues at Section 5 of this Planning Proposal report.

Has the planning proposal adequately addressed any social and economic effects?

The social and economic effects of the Planning Proposal including housing, employment and the centres hierarchy of the region have been discussed in the Key Planning Issues at Section 5 of this Planning Proposal report.

7.4.4 Section D – State and Commonwealth Interests

Is there adequate public infrastructure for the planning proposal?

The Site is well serviced by public transport along Victoria Road as discussed in Section 5.1.1 of this Planning Proposal report.

7 Matters Required by s55 of the EP&A Act

The local road network has been considered in the traffic assessment accompanying the Planning Proposal. Whilst detailed analysis has taken place at this stage in the process, the implementation of recommended traffic management measures will be the subject of a subsequent DA.

What are the views of state and Commonwealth public authorities consulted in accordance with the Gateway determination?

The proponent has actively sought the views of Hunters Hill Council of the various options that led to the development concept informing this Planning Proposal. Those views have been expressed through Council's independent consultants Architectus (planning consultants) and McLaren Traffic Engineer (traffic consultants). The opinions of the Council and its independent consultant team have been considered in the development concept and ultimately the building height and FSR controls sought in this Planning Proposal.

Consultation with other Local, State and Commonwealth agencies can take place as part of the assessment process. We have identified the following Departments and Agencies as being potentially relevant:

- Ryde Council;
- Roads and Maritime Services;
- Transport for NSW;
- Emergency services;
- Office of Environment and Heritage;
- Department of Education; and
- Sydney Airport.

7.5 Part 4 – Mapping (Section 55(2)(d))

The proposed height of building and floor space ratio maps are illustrated in **Figures 16 and 17** (above) and also presented in the Urban Design Report at Part 2 of the appendices to this Planning Proposal documentation.

The maps presented in the Planning Proposal are for discussion purposes only and will need to be prepared by Council in the LEP mapping format.

7.6 Part 5 - Community Consultation (Section 55(2)(e))

As set out in Section 2.4 of this report, the proponent has undertaken considerable consultation with the community

Whilst it is a requirement to undertake statutory consultation relating to a Draft LEP, we are of the opinion that this need not exceed 28 days, particularly in light of the community consultation undertaken by the proponent. However, we appreciate that this will be for Council and DoPE to determine.

7.7 Part 6 – Project Timeline

The timeline for assessment, consultation and determination of this Planning Proposal will be for Council and DoPE to determine however, we consider that it should be possible to expedite this Planning Proposal within the DoPE's suggested timeframe of 6 months for a minor spot rezoning.

8 Conclusion

This Planning Proposal has been prepared on behalf of GSV Developments and seeks to amend the Height of Building Map and Floor Space Ratio Map of the Hunters Hill Local Environmental Plan 2012 (HHLEP) to facilitate the redevelopment of the existing Gladesville Shopping Centre for a mixed use development comprising approximately 250 apartments and some 11,200m² of retail/commercial floor space.

This report and accompanying material has been prepared in accordance with Section 55 of the EP&A Act and relevant Departmental guidance.

Based on the development concept and supporting information, this Planning Proposal report concludes that the proposal to increase the height of building and FSR controls for the Site is supportable for the following reasons:

- The development concept demonstrates how height can be redistributed across the Site by transferring the majority of the height to the western edge and tapering down to lower scale at the street frontages.
- The development concept also demonstrates that over half of the Site (parallel to Flagstaff Street) has a reduced building height control from the current LEP providing a greater degree of transition of built form to the lower scale residential area to the east.
- The shadow impacts based on the building envelopes of the proposed building heights are acceptable and capable of complying with the solar access criteria in the Apartment Design Guide (accompanying SEPP 65).
- The view impacts of the proposed building heights have been analysed from adjoining streets, Victoria Road and more distant locations. Richard Lamb and Associates has found that the proposal will cause a substantial and positive change to the existing character of the Site and surrounds and will be compatible with the emerging character of the locality which is undergoing transformation to higher density and building forms. The massing being located along the western side results in the built form being setback from the sensitive boundaries which helps mitigate potential view and amenity impacts.
- The taller built forms will not be prominent or overbearing in views from Victoria Road due to the alignment of the road and the future street wall height of development.
- The proposed building heights are not anticipated to significantly affect views to any important scenic features within the visual catchment.
- The future of 10 Cowell Street is unchanged as a consequence of the Planning Proposal. The existing planning controls applying to the Key Site (including 10 Cowell Street) already encourage the redevelopment of 10 Cowell Street. The proposed amendment to the building height and FSR controls does not change this circumstance. The future management of 10 Cowell Street will also be a relevant matter for consideration with a future development application.
- The heritage impacts of the Planning Proposal upon the nearby heritage items and conservations areas have been found to be acceptable.
- The traffic impacts will require management at development application stage. The development concept submitted with the Planning Proposal has developed a traffic management strategy to direct traffic from the Site to the signalised intersection at Cowell Street and Victoria Road reducing traffic on the local roads.
- The Planning Proposal to increase the height and FSR controls provides will facilitate the redevelopment of the Site to enable the delivery of significant public benefits including publicly accessible open space, through site pedestrian links, re-aligned shareway and the opportunity for dedication of floor space to Council for community purposes. These outcomes could not be achieved without a variation to the planning

8 Conclusion

control. These and other public benefits can be formalised through a Planning Agreement between the proponent and Council.

- Social benefits of the Planning Proposal include providing for additional housing to meet the needs of Sydney's growing population and to locate such housing close to major public transport route and in a local centre with good access to services and facilities.
- Facilitate the renewal of an aging shopping centre and in doing so improve the existing shopping centre, provide retail tenancy with greater exposure and visibility which will in turn improve trading for retail shops and assist in reducing expenditure currently being directed to other centres within the region. Encouraging the redevelopment of the Site will also revitalise the Gladesville town centre.
- The Planning Proposal has also been found to be consistent with regional and subregional planning and transport strategies as well as local planning studies and is inconsistent with relevant SEPPs and Section 117 Directions.

It is the intention that a planning agreement under Section 93F(2) of the EP&A Act would be prepared to formalise the delivery of public benefits. Further discussions are to take place between the Council and the proponent to determine the potential items that might form part of a planning agreement. It is the intention that such a planning agreement would be in a draft version around the time of Gateway determination such that it can be publicly exhibited concurrently with the Planning Proposal.

Accordingly, we recommend that Council endorse this Planning Proposal and forward it to the Minister for Gateway determination.