

SUBJECT : PLANNING PROPOSAL FOR KEY SITE GLADESVILLE

REPORT BY ARCHITECTUS GROUP PTY LTD

INTRODUCTION

This report has been prepared by Architectus, as independent town planners and urban designers appointed by Council, to independently review a Planning Proposal lodged by the Applicant, GSV Developments, for the Gladesville Shopping Village. Input has also been provided by McLaren Traffic Engineering, appointed by Council as independent traffic engineers for the project.

The Planning Proposal is proposing to change the building height and floor space ratio development standards applying to the land under the Hunters Hill Local Environmental Plan 2012 (HHLEP 2012). It is proposed that the maximum applicable height that is currently between 26 metres and 34 metres is varied to between 20 metres and 58 metres. It is also proposed that the maximum floor space ratio be amended from 2.3:1 and 2.7:1 to 3.4:1 across the site.

The site subject of the application is shown outlined in red below.

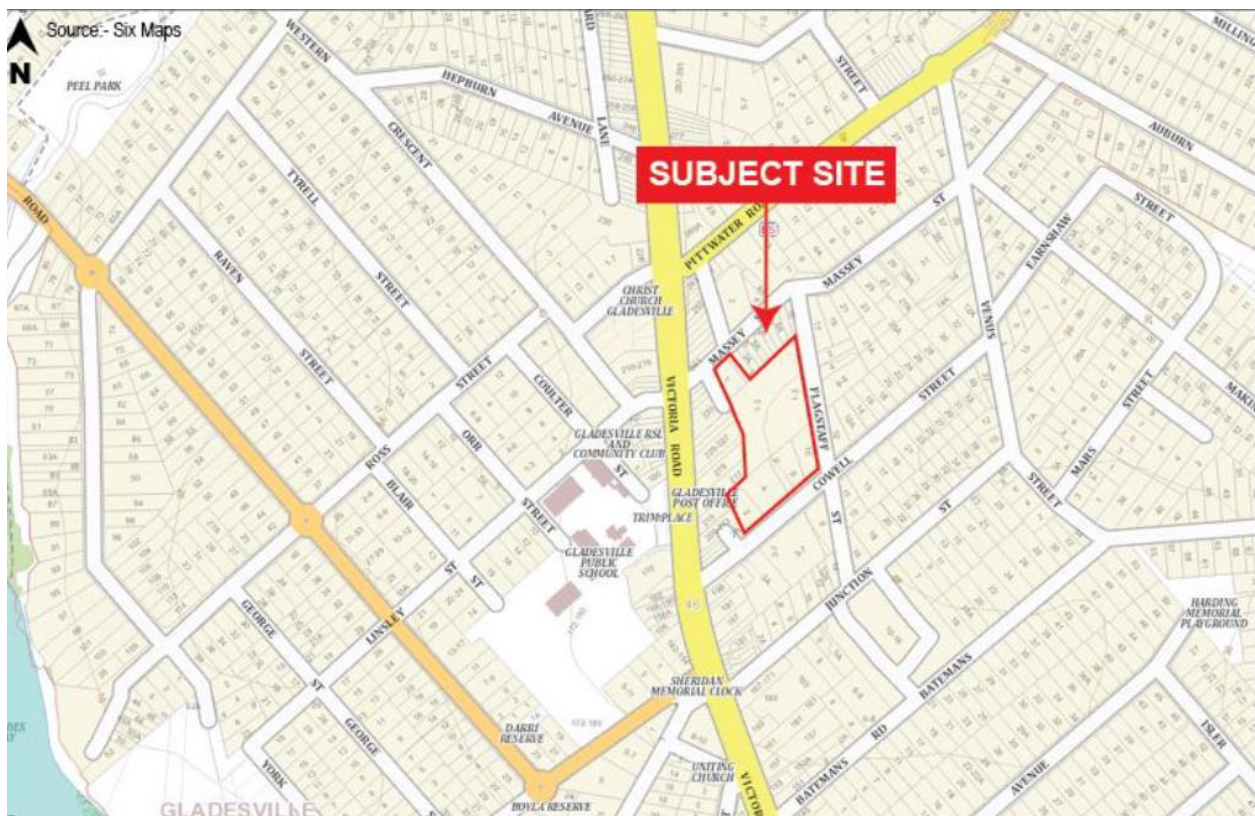


Figure 1 Locality
Source: Planning Proposal (DFP Planning, 2016)

Based on our initial review of the submitted Planning Proposal, Architectus does not consider the Planning Proposal should proceed to Gateway in its current form. Both Architectus and McLaren Traffic Engineering consider the Planning Proposal lacks information and sufficient justification to proceed to Gateway. On this basis, Architectus recommends Council adopt one of the following recommendations for resolution:

Recommendation 1:

A. That Council do not support progression of the Planning Proposal to Gateway; OR

- B. That Council defer their assessment of the Planning Proposal to provide the Applicant time to address the issues raised in this report and the additional information requirements listed in the recommendations section of this report. The information should be provided within 28 days of this resolution, after which the Planning Proposal will be reviewed and the matter reconsidered by Council

Recommendation 2:

That Council resolve to prepare a Planning Proposal to introduce a design excellence clause within the Hunters Hill Local Environmental Plan 2012, as set out in the body of this report.

BACKGROUND

This Report to Council has been prepared by Architectus because part of the site that is subject to the Planning Proposal is currently in the process of being sold to the Applicant, these sites being 4-6 Cowell Street, 10 Cowell Street and 1C Massey Street.

The Planning Proposal was lodged to Council on 8th October 2015.

The site is bound by residential properties and Massey Street to the north, Flagstaff Street to the east, Cowell Street to the south, and a right of way to the west. The right of way services properties addressing Victoria Road.

The site is approximately 10,800 sqm in area and is currently occupied by the Gladesville Shopping Village Centre comprising 3,000 sqm of retail floor space including a Coles supermarket. The site is zoned for mixed use development.

The property at 10 Cowell Street is owned by Council and is the subject of a recently gazetted local heritage item. The Planning Proposal was commenced on 11/12/2014 and the LEP amendment published on 20/11/2015. The timber cottage at 10 Cowell Street was identified in a 2005 Hunters Hill Heritage Review as a potential heritage item. Refer to 'Heritage' under 'Planning Issues' further below for the significance of the heritage item and the impact of the works on the heritage item.

Discussions between the Applicant, Council and Architectus about a concurrent Planning Proposal and Development Application (DA) for redevelopment of the site resulted in the preference for a Planning Proposal only that provided for a concept scheme, which would inform the community of indicative future building forms, open space and landscaping on the site.

To justify the proposed uplift in height and floor space, the public benefit associated with the Planning Proposal need to be made clear. A VPA Framework was submitted on 15 January 2016. The VPA framework states that the public benefit will be "not less than half the value of the floor space uplift" sought under the submitted Planning Proposal, which the VPA Framework notes would be in the order of \$6-7 million (i.e. a public benefit value of at least \$3-3.5 million). It is considered that the inclusion of through-block connections in the VPA is inappropriate, as such will be ordinarily required to be provided as part of any future development of the site. Notwithstanding, the commitment to share at least 50% of the value of the floor space uplift is considered acceptable in-principle, subject to separate negotiations with Council on specifying the public benefit items to be funded.

Withdrawn DA

It is noted that the site was subject of a withdrawn Development Application (DA2013-1036). The DA was submitted to Council by the Applicant on 30 May 2013 for a mixed commercial, retail and residential development. The DA was withdrawn by the Applicant on 13 June 2014. The withdrawn DA scheme provided for a development that was generally based on the built form envisaged by the DCP controls which applied to the site at that time. It sought to retain the existing shopping centre and provided for four residential towers above the retail podium. It also

provided a new courtyard open space to the south-west of the site, consistent with the Gladesville Development Control Plan that applied at the time.

Withdrawal of the DA was recommended to the Applicant by Architectus due to:

- Inconsistencies with SEPP 65 principles in relation to context, built form, landscape, amenity, safety and security and aesthetics;
- Inconsistencies with the Residential Flat Design Code in relation to deep soil zones, landscaping, visual privacy, building entry, ceiling heights, natural ventilation, balconies and signage;
- Inconsistency with the aims and objectives of the then applicable LEP and DCP controls.

It is noted that the Architect and consultant team for the withdrawn DA have since been changed. Robertson and Marks have been engaged as architects and Don Fox Planning as planners.

Stakeholder consultation

The Applicant has undertaken various community consultation activities for the Planning Proposal. The Applicant engaged Straight Talk, community consultation specialists, for this purpose. The Community Engagement report to support the Planning Proposal advises that to date the following stages of consultation have been held by the Applicant for the project:

- Stage One – local stakeholder meetings (November 2014)
- Stage Two – Display and Discuss information sessions presenting the concept design (February 2015)
- Stage Three – Display and Discuss information sessions presenting the updated planning proposal; and traffic information sessions (August 2015).

Council meetings and correspondence with Applicant

The Applicant has held numerous meetings with Council officers and Architectus consultant planners/urban designers in relation to both the withdrawn DA, and more recently on the Planning Proposal. To date a total of three meetings have been held with the Applicant and their consultant team on the Planning Proposal:

- 16 February 2015 – and followed by Architectus letter dated 19 March 2015 (PP & DA);
- 2 June 2015 – and followed by Architectus letter dated 23 June 2015 (PP & DA);
- 12 August 2015 – and followed by Architectus letter dated 2 September 2015 (PP only).

Following each meeting, Architectus requested further information, or clarification to the information provided. Based on our review of the Planning Proposal, a number of matters raised in these letters appear not to have been adequately addressed in the Planning Proposal documentation. Further it appears the deficiencies in documentation raised by Architectus following these meetings have also not been fully rectified. These matters are addressed further in this report. The correspondence from Architectus to the Applicant is provided as **Attachments 3,4,5,6,7 & 8** to Council's report about the Planning Proposal.

On the 24 November 2015, Council sought to clarify the process that would be undertaken for the assessment of the Planning Proposal by forwarding a tentative schedule to the Applicant and their planning consultants, Don Fox Planning. This program proposed:

- GSV Developments would respond to Architectus request for more information by mid-January 2016;
- In late February 2016 a Council report requesting exhibition of the planning proposal would be prepared, with exhibition anticipated for March 2016;
- GSV accepted the proposed program and advised that they did not intend to request a pre-gateway review from the Department of Planning and Environment;

Don Fox Planning, on behalf of the Applicant, advised in their letter to Council dated 27 November 2015 that “GSV does not intend to request a pre-Gateway review on 6 January 2016 and any decision regarding a Pre-Gateway review will be deferred for the time being.”

REPORT

The Proposal

This Planning Proposal seeks to amend the Hunters Hill LEP controls that apply to the subject site, seeking to increase height and floor space applicable for redevelopment of the Gladesville Shopping Centre into a mixed retail, commercial and residential development.

The Planning Proposal justifies the increased height and density on the site by noting that taller, consolidated buildings will allow for increased open space on the site. The Applicant also notes that the increase in floor space will partially offset the cost of demolition of the existing shopping centre, and lowering of the podium which requires deeper excavation in order for parking to be underground. In the absence of understanding the cost of the community benefit and the value of the modifications proposed to the Applicant, Architectus is unable to support the progression of the Planning Proposal to Gateway.

The amendment to development standards is to facilitate approximately 250 apartments in five building forms above a podium of some 11,200 sqm of retail/commercial floor space, shown in the concept plans below. Future development will need to be subject to a separate DA.

Note there is also traffic management strategies proposed that are discussed further below under ‘Planning Issues’.

The figures below illustrate the 3D models provided as part of the Applicant’s Urban Design Report. It is noted that the relationship between the RL levels and the height in metres shown in the Urban Design Report are not clearly illustrated between the Planning Proposal and the Urban Design Report. The two expressions of height in some instances do not accurately align. In addition, it appears that inaccurate heights are illustrated on the plans. The height plan states that the height of the building closest to Cowell Street is at RL 89. With the ground level at this point shown as RL 42 to RL 45, the building is therefore 45-47 metres in height above existing ground level. This does not align with the height of 36 metres shown for the building in the Urban Design Report and Planning Proposal. Should the Applicant be given the opportunity to submit additional information, all documentation should consistently reflect height across the site to ensure there are no inconsistencies.

The below table provides a comparative analysis between a potential development under the current and proposed controls. The data is as provided by the Applicant and sourced from Don Fox Planning, Planning Proposal, January 2016.

Table 1 Comparative Analysis

Data source: Don Fox Planning, Planning Proposal – Gladesville Village Shopping Centre – January 2016

Variable	Potential development under current controls	Potential development under proposed controls
Number of dwellings	180	250**
Population	288	400***
Retail Floor Space	8,343 sqm	9,200sqm
Commercial Floor Space	Not specified	1,900sqm
Employment	213 existing development	395 (proposed development)

* Current controls are based on withdrawn DA

** Yield based on 40% x 1 bedroom; 55% x 2 bedroom; 5% x 3 bedroom

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

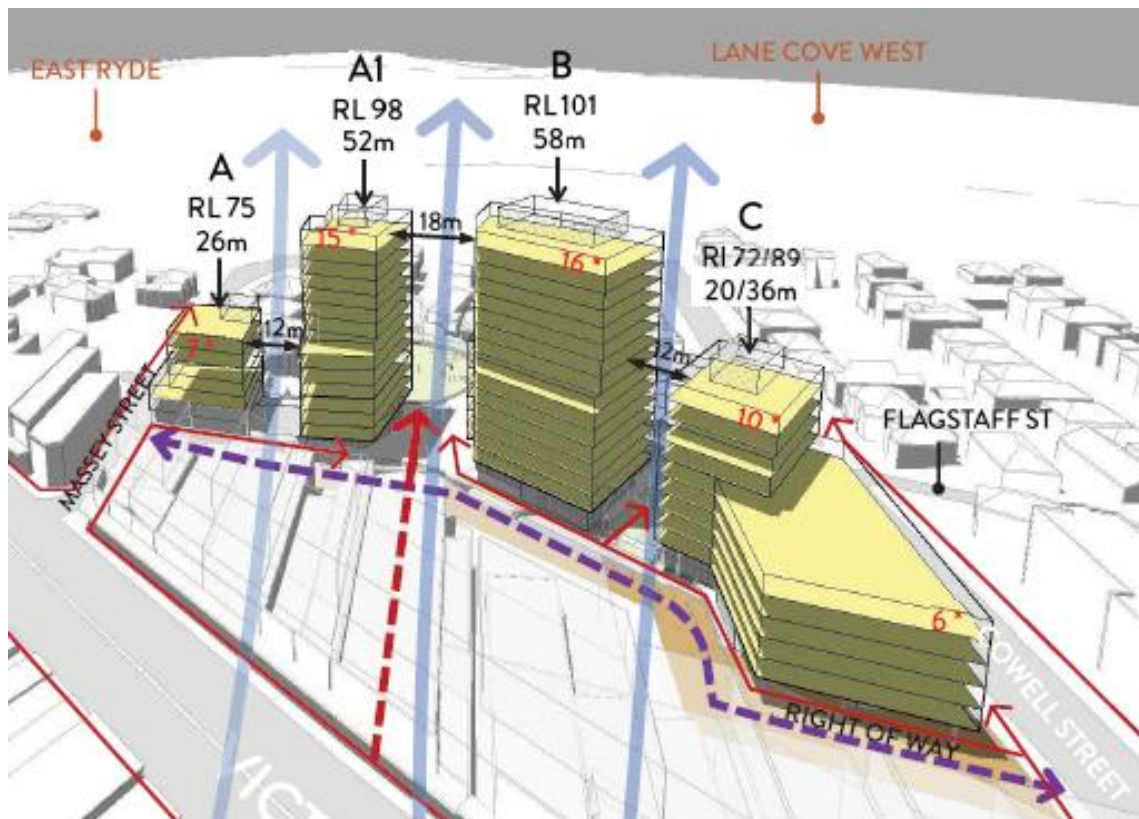


Figure 2 Preferred Design Scheme – View from South West
Source: Robertson & Marks Architects

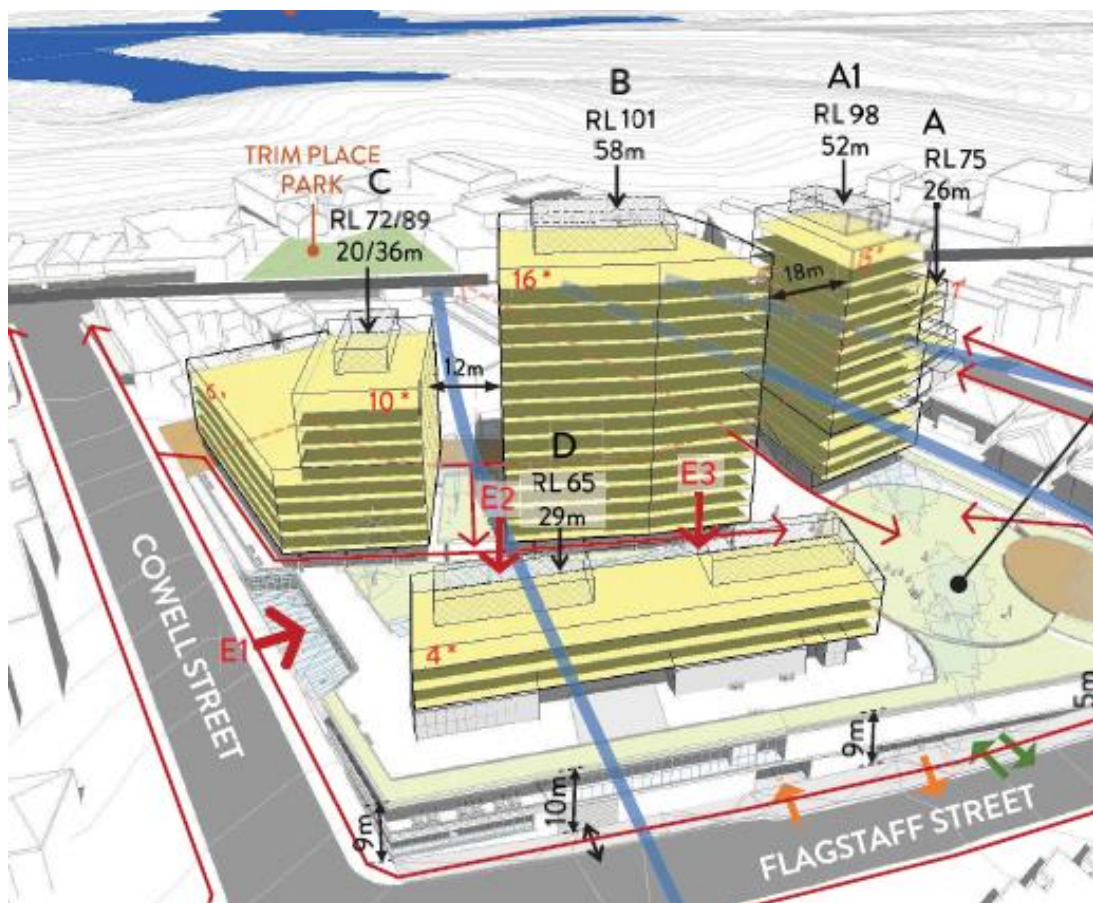


Figure 3 Preferred Design Scheme – View from South East
Source: Robertson & Marks Architects

The Applicant has submitted elevations and assessed the visual impact of the proposal in comparison to a “compliant scheme”. These images are shown below. Concern is raised in relation to the depiction of the compliant scheme in the Applicant’s documentation. This

scheme appears to replicate the Withdrawn DA, which has not been assessed by the Applicant against current applicable planning controls, and therefore may not necessarily reflect a complying scheme. On this basis, the information submitted cannot be accurately assessed in terms of the impact of a likely development resultant of this Planning Proposal compared to a compliant scheme.

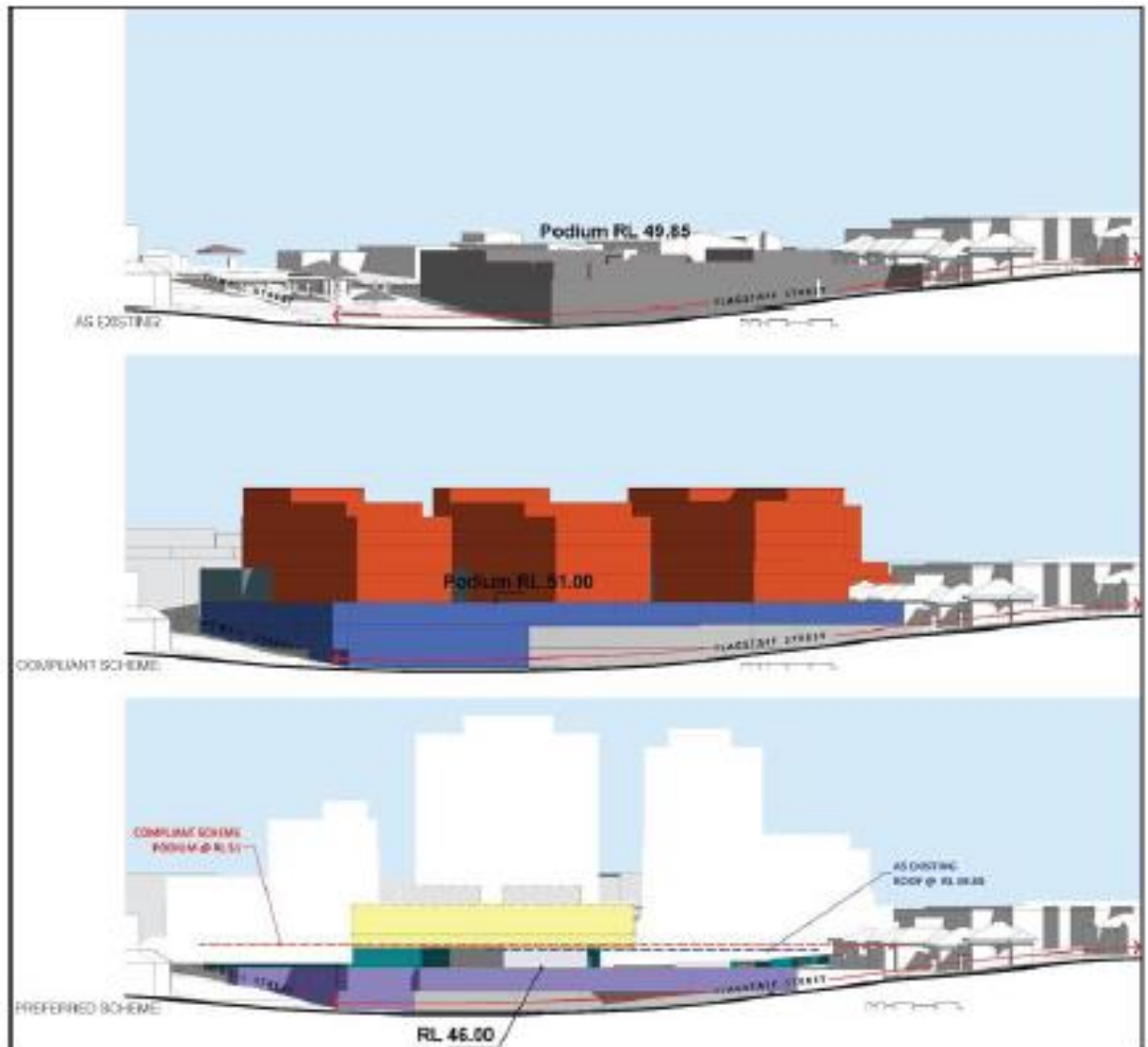


Figure 4 View from Flagstaff Street showing existing, compliant (requires verification) and proposed schemes

Source: Robertson & Marks Architects & Don Fox Planning

The Applicant's documentation states that the Planning Proposal seeks the following amendments to the Hunters Hill LEP height and floor space ratio controls:

- Building height:
 - Reduce the height to Flagstaff Street from 34m to 29m (RL65);
 - Maintain building height to Massey Street but express as RL75;
 - Reduce the building along Cowell Street frontage from 34m to 20m (RL72),
 - Increase building heights over western part of the site from 34m to:
 - 58m (RL101)
 - 52m (RL98)
 - 36m (RL89)

- Increase height at part of 215 Victoria Road from 16m to 20m (RL72). It is noted that this relates to a small slither of land at the rear of 215 Victoria Road which is within the site boundary.

It is again noted that the relationship between the RL levels and the height in metres is not clearly illustrated between the Planning Proposal and the Urban Design Report. The two figures in some instances do not appear to accurately align. Should the Applicant be given the opportunity to submit additional information, all documentation should consistently reflect height across the site to ensure there are no inconsistencies.

- FSR:
 - Increase the FSR from 2.3:1 and 2.7:1 to a uniform control of 3.4:1.

The Applicant proposes to change the Building Heights LEP map to reflect RLs rather than metres above existing ground level. This would show varied RL 'zones' across the map.

Part of the Applicant's reason for showing RLs rather than height in metres is because it is unclear what the existing ground levels are on the site where there are various basement levels. It is noted that the use of RL levels in LEPs to express maximum heights of buildings has been minimal and the Land and Environment Court (LEC) have expressed principles for the calculation of ground floor on established sites with no obvious ground floor level by measuring the ground levels at the site boundaries, and then interpolating these as an average across the site. The implementation of a maximum building height based on RL levels will be at the discretion of the Department of Planning and Environment or the Greater Sydney Planning Commission.

There is no requirement for update of the written content of Clause 4.3 'Height of buildings' in the LEP.



Figure 5 Options for Proposed Amendment to Height of Building map
Source: Don Fox Planning

The proposed change to FSR map would create a uniform FSR of 3.4:1 across the site.

It should be noted the building heights plan is the key plan for the Planning Proposal, as it will control the placement and scale of building forms on the site. Therefore, related issues of bulk, scale and visual impact are important for the Planning Proposal. These issues are addressed below.

No changes are proposed to the Land Use Zone or the Heritage listings that apply to the site.

Key Planning Issues

Based on our review of the Planning Proposal, the following key planning issues are identified:

- Urban design
- Bulk and scale
- Open space
- Visual impact
- Overshadowing
- Traffic
- Noise
- Heritage
- Economic
- Social
- Design excellence

These issues are addressed below.

Urban design

Architectural firm, Robertson and Marks, has prepared an 'Urban Design Report' for the Applicant's Planning Proposal.

Specific comments by Architectus include:

- The Applicant has not responded to Architectus' earlier comments about widening the space between proposed buildings A1 and B, to allow for greater connectivity from Victoria Road through to the new podium open space. The urban design study at October 2015 showed the width between proposed buildings A1 and B as 18 metres and this has not changed. It has been recommended that this width be increased to ensure there is a high level of connectivity between the Gladesville town centre and the public open space and to ensure the space is visible and inviting. Notwithstanding, it is also noted that the public open space location is contrary to the Gladesville DCP, which encourages open space adjacent to Cowell Street. Justification should be provided to demonstrate that the proposed open space is consistent with the objectives of Part 4.4 of the DCP, which encourages an 'engaging' centre – which is driven by enhancing street level experience of pedestrians. This is achieved through strong accessibility, visibility and permeability from the surrounding streets.
- Whilst in-principle Architectus is not opposed to variety in height, it is not considered justifiable in the current Planning Proposal context, given the increase in height results in an increase in density which is not demonstrated to be offset by community benefits of equal or greater value and also because the documentation does not clearly compare the likely development outcome to a compliant scheme under the current controls.

- The Applicant should demonstrate that the interface with Flagstaff Street will be consistent with the 'Green Street' setback controls under Section 4.1 of Chapter 4.4 of the DCP. These controls ensure an appropriate interface between the site and the lower density residential development and conservation area to the east.
- The proposal does not demonstrate a high level of permeability through the site, particularly to Flagstaff Street, can be achieved to activate the proposed publicly accessible open space area. This is not considered consistent with Section 5.1 of Part 4.4 of the Hunters Hill DCP which seeks to maximise pedestrian activity and visibility to the open space from the surrounding streets.

In addition, it is the view of Architectus that the Urban Design Report prepared by architectural firm, Robertson and Marks, is of poor presentation quality. The documentation should be updated so the community can understand the scheme, as follows:

- Provide a building by building solar analysis (see 'Overshadowing' below);
- The development options are to be put into an appendix;
- Graphics are to be improved including removal of non-essential line work and text;
- Key photomontage visualisation (fully rendered) images are needed to present the scheme.

Bulk and scale

The Planning Proposal seeks to modify the bulk and scale of development. The current controls allow for podium development with towers of 7-8 storeys spread across the site. The proposed controls seek to concentrate tower height above the podium along the western portion of the site, which effectively shifts the bulk of towers away from Flagstaff Street, toward the centre of the street block. Three of the proposed tower forms will exceed the maximum building height of 34 metres permitted under the current planning controls.

Architectus makes the following comments in relation to height and floor space:

- Architectus note the relocation of tower bulk away from Flagstaff Street toward Victoria Road in the centre of the site. This will result in substantial bulk and scale impacts. A clearly demonstrated complying development is required to be compared to the proposed development to assess whether the proposed reconfiguration of bulk and scale on the site is supportable – particularly in terms of resultant visual and overshadowing impacts (discussed further below). It is noted that the current planning controls do not specify the size and location of towers above the podium. The complying scheme should ensure consistency with the podium height controls stipulated through the street specific controls at Section 4.1 of Chapter 4.4 of the DCP.
- Architectus cannot support additional height based on the documentation provided in its current form. The additional height needs to be clearly compared to an accurate depiction of a complying development, and must clearly demonstrate the public benefit that will be provided to equal or greater value. It is also recommended that Council consider a design excellence process to ensure a good scale and treatment of bulk is provided.
- The current proposal is inadequately presented to justify increased height and floor space in relation to the public benefit associated with this development. The VPA Framework in principles provides a basis to share the value uplift with the community, however works such as the 'public promenade' and through-site links are such that would ordinarily be expected of any redevelopment of the site, and should not be included in the VPA.
- The height of the podium is also fundamental to defining the bulk and scale of the development as experienced from street level. The RL levels demonstrate that the

podium may have a height of three storeys. The Planning Proposal height of the podium would allow for a height of up to four storeys. The podium height should be consistent with the wall height & setback controls established in Chapter 4.4 of the DCP. Furthermore, given the Applicant is seeking to lock in the height of each tower by proposing specific RL levels across the site, it is recommended the height of the podium also be restricted to ensure an appropriate scale of development and pedestrian experience at street level.

Open space

The location of the publicly accessible open space is inconsistent with the controls under Section 5.1 of Chapter 4.4 of the Hunters Hill DCP which requires an area of open space adjacent to Cowell Street. Justification for the proposed open space location is to be considered against the objectives of these controls, which seek to provide an open space that is 'green' and 'connected'. The proposed open space lacks the permeability envisaged by the DCP, as it sits above a podium and lacks direct level access to the closest adjacent street, being Flagstaff Street. The accessibility, level and permeability through the public open space need to be reconsidered.

Furthermore, the Applicant should clarify the ratio of total open space (public and communal) versus building footprint area that is resultant from a complying scheme and the proposed potential development outcome. The Planning Proposal documentation notes that there will be a significant increase in open space provision on the site, however this does not consider the significant area of podium open space that would also be provided under a scheme that complies with the current LEP and DCP controls.

Visual impact

The Applicant has supported their Planning Proposal with a Views Assessment Analysis prepared by Richard Lamb and Associates. The Views Assessment Analysis provides view impact analysis from a number of locations in and around the Gladesville centre.

Whilst the Visual Assessment Analysis models the likely resultant development envelope and those of nearby potential developments along Victoria Road, the Analysis does not provide comparison with a complying scheme. This does not allow for a holistic and thorough assessment of the Planning Proposal. Draft versions of the report did provide a comparative analysis between the Withdrawn DA and the Planning Proposal.

Should the Applicant be given the opportunity to provide additional information, the Visual Impact Assessment should be amended to provide a comparison between the likely resultant development outcome under the Planning Proposal and an accurate depiction of a complying scheme.

Overshadowing

Victoria Road properties

The Urban Design Report accompanying the Planning Proposal contains shadow diagrams of the concept proposal. This shows that at mid-winter (June 21) the top of some of the buildings fronting Victoria Road will be in shadow. These properties are zoned B4 Mixed Use and have the ability to be developed for shop top housing.

The Urban Design Report specifies "more than 70% of the envelope would have 2 hrs or more of solar exposure in the course of the day at the winter solstice."

The Applicant should provide conceptual floor plans and undertake a solar access analysis demonstrating the proposed apartment layouts can confidently meet the Apartment Design Guide (ADG) standards for solar access.

3-7 Cowell Street

The northern façade of residential apartments at 3-7 Cowell Street (SP 81682) will be overshadowed from 12:30 – 3:00pm, to a greater extent than the compliant scheme would cause shadows. The Urban Design Report provides that there will be less than 2 hours of sunlight access to 4-6 apartments at the solstice. The proposal should not compromise achievement of State Environmental Planning Policy No 65 – Design Quality of Residential Apartment Development (SEPP 65) and ADG standards on adjacent existing and potential future development.

The Planning Report advises in response to this issue that at DA stage the proposed envelope can be sited and modulated to improve solar access.

It needs to be demonstrated that the building forms, which relate to the proposed building heights LEP map prepared by the Applicant, are capable of compliance with solar access requirements, on surrounding buildings and surrounding open space, and on each other and on open space in the development. The building forms should be modulated to achieve this for the purposes of this Planning Proposal. Architectus cannot support the deferral of such matters to DA stage. Demonstration on the ability for full compliance with SEPP 65 and the ADGs standards must be provided, particularly in relation to overshadowing and solar access.

Proposed building forms

The shadow diagrams in the Urban Design Report are too small, and are provided from only one angle which makes it impossible to accurately determine the shadow impact of proposed buildings in the development on other buildings and spaces in the proposed development. There needs to be a building by building solar analysis presented in such a way that the extent overshadowing is clear and measurable.

It is noted that the building forms should not compromise the ability to comply with Section 4.2.2 of Chapter 4.4 of the DCP in relation to maintaining at least three hours of sunlight access to at least half the area of outdoor play areas in schools and child care centre, planned and existing public open space and private open spaces of dwellings.

Proposed open space

The publicly accessible open space will only receive some overshadowing at the Equinox (September) from 2:00 – 3:00pm. This is an acceptable impact, however it is noted that the location of open space is inconsistent with the Cowell Street location encouraged under Section 5.1 of Part 4.4 of the Hunters Hill DCP. The Planning Proposal will maintain at least three hours of sunlight access to Trim Place in mid-winter from 9.30 am which is consistent with Section 4.2.2 of Chapter 4.4 of the DCP.

The availability of direct solar access to Trim Place during school drop off times for Gladesville Public School should be maintained, as this is a peak period of use for this open space.

Traffic

A Traffic Impact Assessment (TIA) was prepared by Road Delay Solutions (RDS) Pty Ltd to support the Planning Proposal submitted by Applicant. The TIA assesses the impacts in relation to the concept proposal. The TIA describes the concept development as follows:

- 250 residential apartments
- 3,550m² Coles Supermarket
- 5,730m² Retail floor space
- 1,900m² of commercial floor space
- Some 383 Retail parking spaces
- Some 112 Commercial parking spaces
- Some 397 Residential, disabled, visitor and car share spaces.

[Source: Traffic Impact Assessment]

The proposed changes to vehicular access to the site, the additional dwelling numbers and additional retail/commercial floor space are provided above the current planning controls, and all have traffic implications. In particular, proposed local area traffic management solutions for the concept proposal have potential implications for the future VPA.

There are local area traffic management solutions associated with the concept proposal, including:

- All service vehicle access points and basement car parking (retail and residential) provided from Flagstaff Street
- 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.

[Source: Planning Proposal, Don Fox Planning]

These local area traffic management solutions are shown graphically at **Figure 5** below.

McLaren Traffic Engineering was appointed by Council to provide independent traffic engineering advice to the project. McLaren Traffic Engineering has provided Preliminary Traffic Advice on the Traffic Impact Assessment (Road Delay Solutions) prepared for the Applicant's Planning Proposal. This advice is included as **Attachment No. 2 in the Council report addressing the Planning Proposal**. In summary the advice provides:

- The Planning Proposal should provide comparative traffic flows and intersection performances based on conditions referred to in the traffic advice;
- The TIA should clearly outline growth factors (percentages) and provide a 10 year horizon.
- The resulting intersection analysis (SIDRA) should be provided electronically.
- It is typical for two hour survey to be undertaken during the morning and evening, to be representative of peak demand, rather than one hour as the TIA appears to document.
- The Saturday peak field assessment undertaken by the Applicant should be included in an updated TIA, as there is a significant increase of retail floor space on the site which typically attracts a higher trip generation rate compared with weekday rates;
- The TIA should undertake sensitivity analysis to account for the development site's limited access to the rail network;
- It is requested that the TIA demonstrate the on-site manoeuvring as the proposed Coles loading dock will require, at a minimum, 19m turn table with additional clearances.
- The local area traffic management solutions detailed in the TIA should account for:
 - The partial road closure in Flagstaff Street needs to be of adequate geometry to cater for emergency vehicles
 - The end treatment at the partial road closure in Flagstaff Street needs to cater for the turn-around of a Small Rigid Vehicle (6.4m in length)

- The roundabout treatment recommended at Flagstaff Street & Cowell Street shall demonstrate adequate manoeuvring of service vehicles is achieved, noting the supermarket will require a 19m Semi-trailer.
- The partial road closure may require operative changes for garbage collection, and concurrence shall be sought with Council's waste & services department.
- The TIA recommends increasing the current northbound right turn bay in Victoria Road from 49m to 65m to improve the LoS under the full development of the site. The TIA shall demonstrate how this turn bay extension is achieved, as the current distance from the stop line at the right turn bay, to the marked signalised crossing to the south near Meriton Street is approximately 60m.

The preliminary traffic advice concludes by stating:

The TIA cannot be supported in its current form as it does not provide adequate information demonstrating the impacts on the surrounding road network as a result of the GSV site and recommended mitigating measures. Furthermore, the TIA should be updated to provide a more robust assessment of the developed GSV site taking into consideration the weekday and weekend peak hours.

Noise

The noise impacts *of* the development and noise impacts *on* the development will be assessed in detail in a future Development Application.

Heritage

A Statement of Heritage Impact (SoHI) was prepared for the Applicant's Planning Proposal by Rappoport Pty Ltd, dated October 2015.

Since preparation of the SoHI, that part of the site known as 10 Cowell Street (Lot 1 DP 952446) has been listed under Hunters Hill LEP 2012 as a local heritage item:

Heritage Item I514: House, including pressed metal linings on walls and ceilings but excluding the curtilage,



Figure 6 Heritage item – 10 Cowell Street, Gladesville
Source: Google Street View

The SoHI includes assessment of 10 Cowell Street. The report provides the following Statement of Cultural Significance:

The building at 10 Cowell Street has historical and aesthetic significance. It provides evidence of the residential development on the site of the original Doody and Benson grants in the early twentieth century when the simple timber cottage was built. It has retained its corrugated steel roof, wrap around veranda and internal pressed metal ceilings and wall cladding. It is considered rare locally and is representative of vernacular timber cottages in the Edwardian era.

The SoHI provides the following conclusion in relation to the local heritage item (10 Cowell Street):

The heritage item located at 10 Cowell Street would not, in our opinion, be respected and enhanced by the proposed development. Therefore, we suggest the following:

- *10 Cowell Street be either relocated; or*
- *the heritage values of 10 Cowell Street should be conserved through interpretation and the incorporation of significant heritage fabric (i.e. pressed metal ceilings and walls) into a contemporary structure that would be incorporated into the new development.*

Both options (relocation and interpretation) would retain significant fabric of the building and would continue to allow the heritage values to be appreciated by visitors and users of the future site. Either of these options would be supported by Heritage21 as a positive outcome for the conservation of the heritage values of 10 Cowell Street, based on the observations made in this report.

The SoHI concludes the impact on surrounding heritage items would be neutral. It is noted that the SoHI adequately addresses heritage impacts of the proposal on surrounding Conservation Areas.

The Applicant's Planning Proposal assumes the redevelopment of 10 Cowell Street. The Applicant justifies this in the planning report (Don Fox Planning) by asserting the planning controls allow for redevelopment of Cowell Street by stating 10 Cowell Street forms part of the Key Site, advising the controls permit a FSR and building height consistent with the most of the remainder of the site.

Should the Applicant be given the opportunity to provide additional information, the Statement of Heritage Impact should be revised to consider that 10 Cowell Street is now a locally listed heritage item.

Infrastructure

The Planning Proposal provides for traffic management strategies such as road works to meet the needs of the development, and social infrastructure including a community facility and open space, to meet the needs of the community.

The Planning Proposal (Don Fox Planning) found there is sufficient provision for water, wastewater and stormwater, to meet the needs of the development, with only lead in infrastructure required. Their report advises other utilities will be investigated at the DA stage.

Economic

The Applicant's Planning Proposal is supported by an Economic and Market Analysis prepared by Hill PDA. Key findings of the Analysis include:

- The population in the Hunters Hill and Ryde LGAs is expected to grow at 1.7% per annum to 2031 – a little higher than Greater Sydney at 1.6%.

- Retail demand – there is sufficient expenditure now to justify a centre of more than 24,000sqm and two full-line supermarkets. The proposed retail expansion would only meet a quarter of the required demand.
- Replacement of the older 2,500sqm supermarket with a larger new format 3,300sqm supermarket – Hill PDA advises this will “strengthen Gladesville’s anchor, arrest some escape expenditure and hence benefit existing retailers”.
- There is demand for apartment living in and close to main centres.

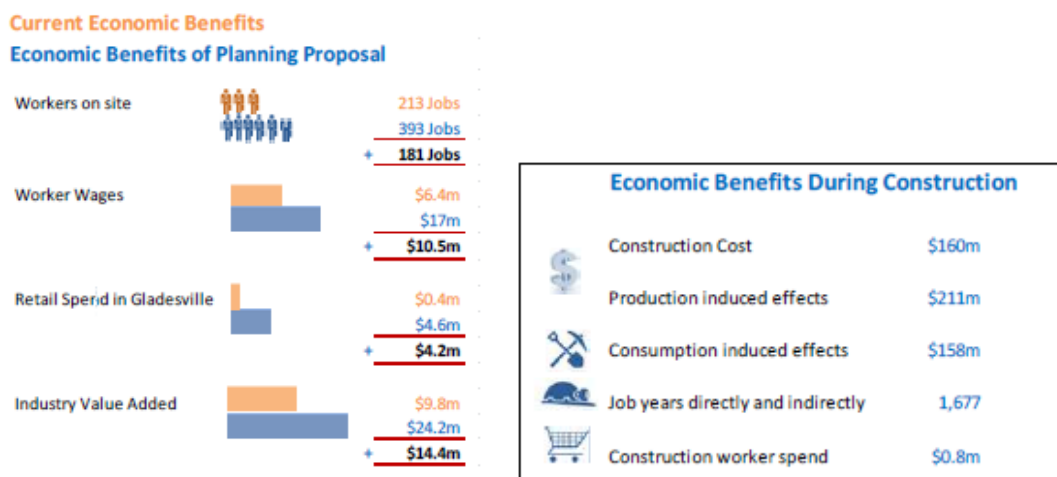


Figure 7 Economic benefits of the proposal

Source: Gladesville Shopping Centre Redevelopment Economic and Market Analysis (Hill PDA)

Social

Renewal of the subject site will result in substantial social outcomes for the local and broader communities, including an increase in retail provision and employment, a greater supply and mix of housing, the provision of new areas of open space, and the opening up of through site links through the block. Notwithstanding, it is considered that such benefits may also be achieved through a compliant development scheme based on the current planning controls.

A Social Impact Assessment should be provided to assess the ability of local civic, education and health services to support the likely increase in population resultant of this Planning Proposal, and if any further upgrades or new facilities are required.

Public Interest

The Applicant has provided a list of public benefits and a VPA framework, which includes the following items:

- Public open space of 5,000 sqm and 1,300 sqm in form of a shareway.
- Level connection from the Right of Way (ROW) to podium and open space.
- Provision of public stairs leading from the podium to Flagstaff Street.
- Dedication of land along Flagstaff Street to accommodate a public footpath.
- Provision of community facilities such as a multi-purpose space and gallery space;
- 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;

- Provision of through-site links.

It should be noted that it is unlikely all of the above items could be considered as public benefits that could be incorporated into a final VPA, as many are primarily proposed to serve the development.

The Applicant has agreed to public benefits that will equate to 50% or more of the value of the proposed floor space uplift – estimated to be \$6 - 7 million based on an estimated market value of the additional floor space proposed. This means that community benefits will be between \$3 - 3.5 million. The value of the uplift should not include any aspects of the proposal that would be permitted under the current planning controls (such as excavation and car parking).

The final list of benefits needs to be negotiated with Council separately.

In addition to the VPA, the Hunters Hill Section 94A Contributions Plan will apply to a future DA on the site. This provides for a development levy of 1.0 % for development with cost over \$200,001.

In addition to the above, it is noted that the public have been extensively engaged (since 2009) on the preparation of the planning controls for the Gladesville centre, including most recently as part of the 'Future Gladesville' DCP amendments adopted in 2015. It is therefore in the public interest that the Planning Proposal clearly:

- Addresses how it meets the objectives of the current LEP and DCP controls for Gladesville and specifically the site;
- Note the impacts of the likely development as compared to those of a 'complying scheme' based on the current planning controls (as discussed further below);
- Provide clear justification as to why the proposal will result in a development that is an improvement on what can be achieved under the current planning controls.

Documentation

In addition to the above, it is requested that the documentation be updated to:

- Ensure consistency between the Planning Proposal report prepared by Don Fox Planning and the Urban Design Report prepared by Robertson and Marks, in particular in relation to proposed building heights.
- Ensure the 'compliant' scheme shown in the Urban Design Report for comparison with the proposed likely development outcome reflects current planning controls, including the current DCP controls for Gladesville. The documentation presented appears to be based on the Withdrawn DA, but not necessarily compliant with current controls. For example, the documentation notes that the Flagstaff Street podium height (RL 46) is 5 metres less than a complying envelope of RL 51. It is noted that the DCP controls permit a height of up to three storeys, which would permit a height of approximately RL 48-49. A table outlining compliance of both the compliant and likely proposed development outcome against relevant key built form controls (SEPP 65, the applicable LEP and DCP) should be provided.

Design excellence

Architectus recommends a development of this scale be subject to a design excellence provision in the LEP, and supported by a design excellence policy. Such a mechanism will allow bonus height and floor space (recommended 15%) for development which exhibits design excellence. It is recommended design excellence for this site be demonstrated through a competitive design process or architectural design competition. This typically involves the engagement of three architects to prepare a design concept for the site, which is then assessed against design excellence provisions in the LEP by a design excellence jury or panel. On this basis, the following design excellence framework is recommended:

Hunters Hill LEP 2012 amendment:

A 'Design Excellence' clause should be inserted into the LEP. This clause will include the triggers for when the clause is activated. The recommended triggers are:

- For development over 25 metres (approximately 7-8 storeys) in height; or
- For development of sites over 5,000 sqm in area; or
- For key sites (this will require a new supporting map in the LEP which identifies key sites).

The design excellence provisions for which competition schemes are assessed against should include the exhibition of high architectural standard of design, materials and finishes, building form, view corridors, quality and interface of the public domain, the suitability of the site for the proposal, existing and proposed land use and mix, heritage impacts and interface, bulk, massing, modulation, street frontage heights, environmental impacts, ecologically sustainable development principles, pedestrian and vehicular circulation and impacts on the public domain. The Parramatta LEP 2011 and Sydney LEP 2012 provide model design excellence provisions which could be similarly applied in the Hunters Hill LEP 2012.

Design Excellence Policy

To support a design excellence clause in the Hunters Hill LEP 2012, Council will be required to adopt a policy to set out the competitive design process, the selection of a jury, the number of entrants required, the process for selection of the preferred design, drawing and reporting requirements for submissions. Examples include the *City of Sydney Competitive Design Policy* and the *Parramatta Council Design Excellence Competition Guidelines*.

Compliance of Planning Proposal with Plan Making Requirements

The Applicant's Planning Proposal appears to be consistent with:

- 'A Guide to Preparing Local Environmental Plans'
- 'A Guide to Preparing Planning Proposals'
- Relevant State Environmental Planning Policies
- Local Planning Directions including the relevant Section 117 Directions.

Note consistency with these requirements will be subject to assessment by the Department of Planning and Environment / Greater Sydney Commission.

Notwithstanding, a more comprehensive compliance capability statement of the preferred scheme with the State Environmental Planning Policy No 65 - Design Quality of Residential Apartment Development (SEPP65) and the Apartment Design Guide, is requested of the Applicant to support the Planning Proposal. This includes indicative floor

layouts, building by building shadow analysis, and other matters identified in these policies.

Strategic merits of proposal

NSW Long Term Transport Master Plan

The Master Plan proposes Bus Rapid Transit and additional bus lanes along Victoria Road. This will support increased mixed use development densities at the site. The present bus service along Victoria Road is once every 5 minutes at peak periods.

A Plan for Growing Sydney (NSW Government)

Section 6.1.2 of the Applicant's Planning Proposal notes the consistency of the proposal with the goals, actions and priorities of the Plan for Growing Sydney. It notes consistency with six actions of the Plan, relating to supporting job and housing growth, provision of social infrastructure, and urban renewal in transport corridors.

The site is located in the North Subregion under the Strategy. This does not contain any priorities for the Hunters Hill LGA.

The Population, Household and Dwelling Projections for the North Subregion that accompanies the Strategy, identifies the need for 105,350 new homes needed from 2011 – 2031.

The Planning Proposal, with proposed increase in density for the site, will support the delivery of additional dwellings and retail demand, and renew an ageing shopping centre that is on a transport corridor for mixed use development. The proposal will therefore support the metropolitan strategy.

Future Gladesville Strategy (Hunter's Hill Council)

The Strategy notes for the site:

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.

On the basis of the concept architectural plans submitted with the Planning Proposal, there are design improvements required before this vision can be achieved.

Architectus' observations on suitability of proposed height and density

Whilst Architectus considers variation to the height, and potentially to density could be supported on the site, it is considered the Planning Proposal in its current form does not appropriately justify the need for additional density and height. The Planning Proposal currently lacks a quantifiable framework which clearly demonstrates the value of the proposed uplift against the value of proposed community benefits that would result from the realisation of a development consistent with the Planning Proposal. Any future development on the site which exceeds the current planning controls will need to be justified and demonstrably result in a better outcome for the site than what is currently permitted, and should exhibit design excellence.

Justification for project

The critical issue for the community is whether the proposed scheme is justifiable in terms of height and floor space relative to the proposed public benefits. The VPA outcomes should be discussed with Council, however the in-principle commitment of providing at least 50% of the value uplift resultant of additional floor space to additional community and public works is supported. The particulars of this should be discussed separately with Council.

CONCLUSION

Architectus as independent consultant planners and urban designers appointed by Council to assess the Planning Proposal has undertaken a review of the Planning Proposal documentation submitted by the Applicant. Architectus considers there to be a number of fundamental issues that remain outstanding. The issues are:

- The value of the uplift identified in the VPA offer, should be clarified, and should not include any aspects of the proposal that would be permitted under the current planning controls (such as excavation and car parking). It should also be revised to only include items that provide general public benefit and would not be ordinarily provided as part of a development.
- The presentational quality of the urban design report is poor and does not adequately communicate the scheme to the public.
- A more comprehensive SEPP 65 compliance capability statement from the Robertson and Marks Architects is required to demonstrate the planning controls proposed will allow for a development that meets SEPP 65 principles and ADG objectives and guidelines.
- There are deficiencies in the Traffic Impact Assessment (TIA) supporting the Planning Proposal, identified by McLaren Traffic Consulting, and the TIA cannot be supported in its current form.
- There are inconsistencies with the heights expressed in the Planning Proposal and the Urban Design Report. These should be reviewed and clarified. Further, the 'compliant' scheme needs to be demonstrated as being consistent with the current applicable planning controls (SEPP 65, LEP and DCP).

In addition, it is considered that development of such a scale should be subject to a design excellence process. It is recommended that Council proceed with a Planning Proposal to introduce a design excellence process into the Hunters Hill LEP 2012.

Recommendations

Architectus and McLaren Traffic Engineering have identified there are deficiencies in and issues with the documentation which mean they cannot support the Planning Proposal proceeding to Gateway in its current form. Accordingly, Architectus recommends Council resolve to adopt one or more of the following recommendations:

1. (a) That Council do not support progression of the Planning Proposal to Gateway

OR

- (b) That Council defer their assessment of the Planning Proposal to provide the Applicant time to address the issues raised in this report and the additional information requirements listed in the recommendations section of this report. The information should be provided within 28 days of this resolution, after which the Planning Proposal will be reviewed and the matter reconsidered by Council

Should Council resolve to adopt Recommendation 1. (b), the following is required for the Planning Proposal before it progresses to Gateway:

- (a) Adequate justification is to be provided for the proposed building heights on the site in relation to overall public benefits of the scheme. The value of the proposed uplift should be provided as part of the Planning Proposal. The value of the uplift should not include any aspects of the proposal that would be permitted under the current planning controls (such as excavation and car parking).
- (b) The VPA should not reference or include works that would ordinarily be expected for redevelopment of this site (such as through site links, footpath and streetscape works, Right of Way works, etc).
- (c) The Urban Design Report is to be updated as follows:
 - (i) Clearly demonstrate the ability for future development to comply with the SEPP 65 Principles and the ADG. This will need to be demonstrated through typical floor plans for each tower, and detailed solar access modelling which demonstrates the proportion of apartments achieving the minimum recommended 2 hours of solar access in mid-winter under the ADG.
 - (ii) Improve the report's presentation so that it is clear and legible for the community. Figures should be clear, with all numerical labels consistently expressed (i.e. height should be expressed in height in metres, or RL levels, not both, and inconsistencies between these should be checked and rectified).
- (d) The Traffic Impact Assessment is updated in line with the recommendations of McLaren Traffic Engineering.
- (e) The Views Assessment Analysis should be updated to reinstate the comparison of the proposed scheme with a compliant scheme, and the compliant scheme is to be shown accurately (compliance with regard to SEPP 65, ADG, Hunters Hill LEP 2012 and Chapter 4.4 of HH Consolidated DCP 2013). The Withdrawn DA should not be used as the compliant scheme.
- (f) It is recommended that the Statement of Heritage Impact is updated to account for part of the site now containing a local heritage item – being 10 Cowell Street.
- (g) The “compliant scheme” shown in the Planning Proposal needs to be demonstrated as consistent with the current applicable planning controls (SEPP 65, LEP and DCP). This needs to be provided in table form with the controls listed and show the performance of the compliance scheme. The Urban Design Report appears to demonstrate a compliant scheme as the

withdrawn DA, which is inconsistent with the currently applicable DCP controls under Part 4.4 of the DCP.

- (h) A comparison between the likely development outcome and a complying scheme (as set out under item (g) above) should include comparison of podium height, interface with Flagstaff Street and the Right of Way, and the quantum of public and communal open space. As landscaped open space is critical to the success of the scheme the area of building footprints, and landscaped area dimensions are to be provided. Communal open space is to be shown as well as the primary public open space.
 - (i) Justification is to include how the proposal generally meets the aims and objectives of the current LEP and DCP controls for Gladesville and for this site specifically, as well as outline why the proposal will result in a development that is an improvement compared to what can be developed under the current planning controls.
 - (j) A Social Impact Assessment should be provided, addressing the ability for local civic, health and education infrastructure and services to absorb the additional density, and whether there is any upgrades or further services required.
 - (k) The building heights need to be clear and accurate. The height in metres or RL levels should correspond to an extrapolated ground floor (for built areas of the site) and existing ground floor (for unbuilt parts of the site) levels. The building height map should be amended if required to reflect this, and the podium height should also be limited.
2. That Council resolve to prepare a Planning Proposal to introduce a design excellence clause within the Hunters Hill Local Environmental Plan 2012, as set out in the body of this report.