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Gateway determination report – PP-2025-859

Gladesville Masterplan

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Acknowledgment of Country

The Department of Planning, Housing and Infrastructure acknowledges the Traditional Owners and Custodians of the land on which we live and work and pays respect to Elders past, present and future.

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Table 1 Reports and plans supporting the proposal

Relevant reports and plans
Gladesville Built Form Study and Master Plan prepared by Gyde, April 2025
Economic and Feasibility Assessment prepared by Hill PDA, 26 February 2025
Transport Impact Assessment prepared by Bitzios Consulting, 26 March 2025
Heritage Impact Assessment and AHIMS Database Search prepared by DFP Planning Consultants, March 2025
Preliminary Site Investigation prepared by Sydney Environmental Group, 3 February 2025
Local Planning Panel Report and Advice, 10 April 2025
Council Report and Minutes, 28 April 2025

1 Planning proposal

1.1 Overview

Table 2 Planning proposal details

LGA	Hunters Hill	
PPA	Hunters Hill Council	
NAME	Gladesville Masterplan	
NUMBER	PP-2025-859	
LEP TO BE AMENDED	Hunters Hill Local Environmental Plan 2012	
ADDRESS	Victoria Road, Massey Street, Flagstaff and Cowell Street, Gladesville	
DESCRIPTION	Lot 1 DP 234486 Lot A DP 185405 Lot B DP 185405 Lot 1 DP 67696 Lot 1 DP 336297 Lot 36 DP 336297 Lot 37 DP 979222	Lot 38 DP 979222 CPSP 4051 Lot 1 DP 952446 SP 60903 Lot 1 DP 420791 Lot 1 DP 858147 Lot 101 DP 1005097
RECEIVED	9/05/2025	
FILE NO.	EF25/7095	
POLITICAL DONATIONS	There are no donations or gifts to disclose and a political donation disclosure is not required	
LOBBYIST CODE OF CONDUCT	There have been no meetings or communications with registered lobbyists with respect to this proposal	

1.2 Objectives of planning proposal

The planning proposal contains objectives and intended outcomes that adequately explain the intent of the proposal.

The objectives of the planning proposal are to:

- Achieve renewal of the Gladesville Town Centre, incorporating:
  - Well-designed buildings
  - Increased public open space
  - A new supermarket with associated retail services
  - A vibrant night economy

    - Improved pedestrian connectivity
    - Increased community facilities.
- Deliver new and well-located housing options within the Gladesville Town Centre

The planning proposal would facilitate mixed use development on the site of up to 70m (19 storeys), comprising 522 dwellings and 5,000m^2 of non-residential floor space, including a 3,500m^2 supermarket.

The objectives of this planning proposal are clear and adequate.

1.3 Explanation of provisions

The planning proposal seeks to amend the Hunters Hill LEP 2012 per the changes below:

Table 3 Current and proposed controls

Control	Current	Proposed
Zone	MU1 Mixed Use	No change
Maximum height of the building	16m, 19m, 26m and 34m	Up to 70m, see proposed local provision
Floor space ratio	2.3:1, 2.4:1 and 2.7:1	4:1, see proposed local provision
Minimum lot size	Nil	13,500m^2, see proposed local provision
Number of dwellings	7 dwellings (capacity for 352 dwellings)	522 dwellings

Proposed Local Provision

The planning proposal seeks to facilitate the proposed development by identifying the site as “Area A” on a new Key Site Map and introduce a local provision that would increase the maximum height of building to up to 70m and increase the maximum FSR to 4:1. To unlock this uplift, the local provision requires the development include:

- A minimum site area of 13,500m^2
- A maximum height of building of 42m within 60m of Victoria Road
- A maximum floorplate of 750m^2 for development exceeding 28m in height
- A public open space which –
    - Adjoins Massey Street
    - Has a minimum area of 950m^2
    - Receives, on average, at least 70% direct sunlight between 11am and 2pm on 21 June each year
    - Is provided at grade
- An additional public open space which –
    - Is located centrally on the site
    - Has a minimum area of 800m^2

    - Receives, on average, at least 60% direct sunlight between 12noon and 2pm on 21 June each year
- A through site link with a minimum width of 6m connecting the public open spaces to Victoria Road, Massey Street, and Cowell Street.
- A minimum of 5,000m^2 of gross floor space is to be dedicated to retail purposes including a minimum of 3,500m^2 of gross floor space dedicated to supermarket purposes.
- No part of the ground floor of a building that is facing a street or public space is used for the purposes of residential accommodation with the exception of Flagstaff Street.

The planning proposal provides indicative drafting to articulate the intent of the local provision. The planning proposal provides the disclaimer that the proposed provision would be subject to final drafting as part of the planning proposal process.

The planning proposal contains an explanation of provisions that adequately explains how the objectives of the proposal will be achieved.

1.4 Site description and surrounding area

The subject site is located within the Gladesville Town Centre, comprising of fourteen land titles. The site includes frontages along 217-227 Victoria Road, 2-10 Cowell Street, 1-3 Flagstaff Street and 1 Massey Street (**Figure 1**). The subject site has a total land area of approximately 13,500m^2. The site directly borders the City of Ryde Local Government Area (LGA) along Victoria Road. Gladesville Public School and a local park, known as Trim Place, is located directly opposite the western boundary of the site (within the Ryde LGA).

The site is currently primarily used for commercial purposes. The central and eastern portions of the site are occupied by Gladesville Shopping Village, which includes a supermarket. A separate commercial structure occupies the northern portion of the site. A row of attached commercial structures occupies the western portion, fronting Victoria Road. The southern portion of the site contains a carpark and entrance to Gladesville Shopping Village, two detached dwellings and a two-storey residential flat building.

The western portion of the site forms part of the “Gladesville Village” Heritage Conservation Area (HCA), as identified within the *Hunters Hill Local Environmental Plan 2012* (HHLEP). The site contains two local heritage items, the former Commonwealth Bank site (I499) and 10 Cowell Street (I514), located the western and southeastern portions of the site respectively.

Figure 1 Subject site (source: Nearmap, 2025)

Figure 2 Site context (source: Planning proposal, May 2025)

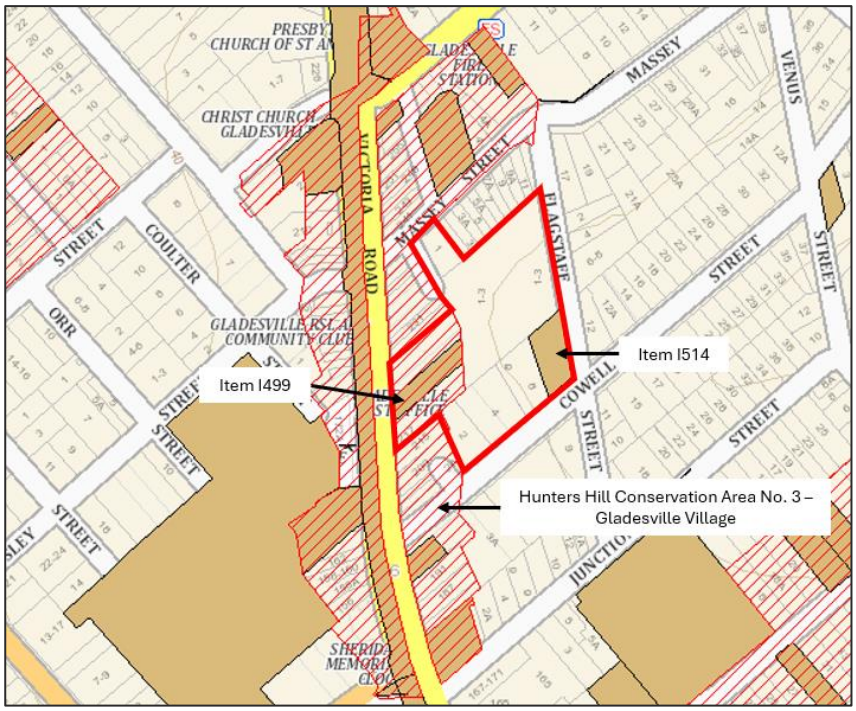


Figure 3 Heritage Map (source: Spatial Viewer, May 2025)

1.5 Mapping

The planning proposal seeks to introduce a new Key Sites Map to the Hunters Hill LEP 2012 (**Figure 7**), which is suitable for community consultation.

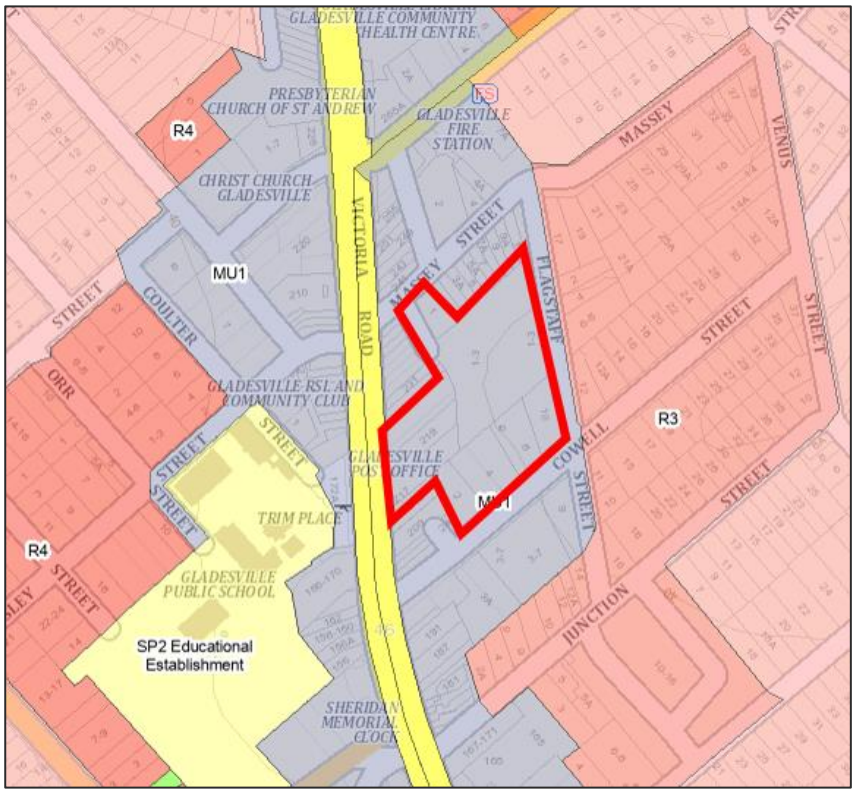


Figure 4 Current zoning map (Source: Spatial Viewer, May 2025)

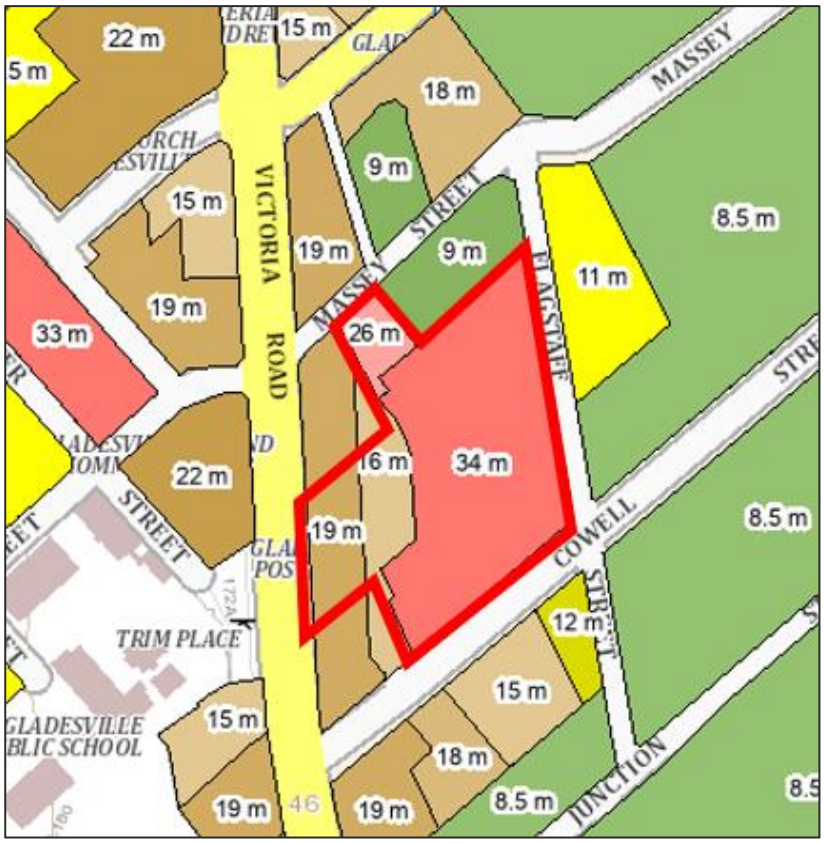


Figure 5 Current height of building map (Source: Spatial Viewer, May 2025)

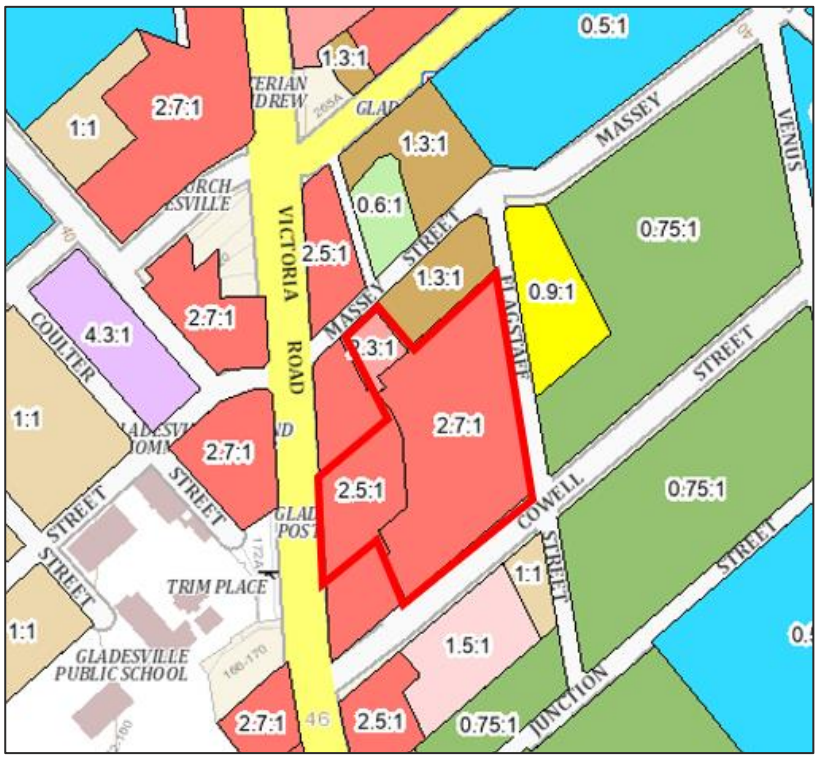


Figure 6 Current floor space ratio map (Source: Spatial Viewer, May 2025)

Figure 7 Proposed Key Site Map (Source: Planning proposal, May 2025)

1.6 Background

The following table provides a history of the planning proposals on the site.

Date	Milestone
27 April 2011	Amendments to Gladesville Town Centre height, FSR, land zoning, land reservation acquisition and heritage maps were made (PP_2010_HUNTE_001_00).
8 October 2015	A planning proposal was lodged with Council by the owners of the Gladesville Shopping Village at 1 and 1A-C Massey Street, 1-3 Flagstaff Street, 2-10 Cowell Street and part of 215 Victoria Road, Gladesville (PP_2016_HUNTE_001_00), which sought a maximum FSR of 3.4:1 to facilitate 250 dwellings. Following independent analysis by Architectus, the planning proposal was not supported by Council.
15 April 2016	DFP Planning, on behalf of the proponent, wrote to the Department with a request for a pre-Gateway review of the planning proposal
2 November 2016	The proposal was referred to the Sydney East Joint Regional Planning Panel (the Panel). The Panel considered that the proposal has strategic merit and should proceed to Gateway determination, subject to changes relating to open space, height and FSR, heritage, commercial floor space and traffic.
16 January 2017	Gateway determination issued for planning proposal PP_2016_HUNTE_001_00.
10 September 2018	Council resolved not to support the planning proposal as exhibited.

Date	Milestone
21 May 2020	Council advised they do not support the exhibited planning proposal and prefer to consider the Gladesville Shopping Village site as part of its overall work in the master planning of the Gladesville commercial centre currently underway.
30 June 2020	The Department determined not to make the plan noting unresolved issues relating to heritage, traffic and transport, and the proposed planning and development controls for the site.
19 July 2021	Council resolved to place draft plans and studies for Blocks 1, 2 and 3 and draft Concept Block Plans for Block 4 on public exhibition for a period of 28 days, as identified in **Figure 8**.
27 November 2023	Council resolved to endorse the Council-led planning proposal investigations to facilitate the implementation of the Gladesville Masterplan project.
28 April 2025	Council resolved to submit planning proposal for a Gateway assessment.

Figure 8 Masterplan Investigation Area (Source: Planning proposal, May 2025)

2 Need for the planning proposal

The planning proposal is the result of a Council-initiated master planning process, foreshadowed by the Hunters Hill Local Strategic Planning Statement and Local Housing Strategy, as detailed in section 3.3 below.

The planning proposal states that Council's future vision for the Gladesville Town Centre and delivery of additional housing is unable to be achieved under the current floor space ratio and height of buildings provisions applicable to the site.

Justification for proposed local provision

The planning proposal states that a local provision, instead of mapping changes to the height and FSR provisions, are the most appropriate way of achieving the desired outcome and identified public benefits as it would:

- Ensure amalgamation of a single feasible land parcel that is suitably sized and configured to achieve the intended development forms to overcome fragmented land ownership
- Implement new public domain elements and retail floorspace proposed by the masterplan
- Optimise solar access to public open space to ensure amenity particularly during mid-winter lunchtime hours
- Limit potential for 'one off' speculative smaller scale development which would comprise the delivery of the overall master plan vision.

3 Strategic assessment

3.1 Regional Plan

The *Greater Sydney Region Plan – A Metropolis of Three Cities* (the Region Plan), released by the NSW Government in 2018, integrates land use, transport and infrastructure planning and sets a 40-year vision for Greater Sydney as a metropolis of three cities. The Region Plan contains objectives, strategies and actions which provide the strategic direction to manage growth and change across Greater Sydney over the next 20 years.

Under section 3.8 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) a planning proposal is to give effect to the relevant District Plan. By giving effect to the District Plan, the proposal is also consistent with the Regional Plan. Consistency with the District Plan is assessed in section 3.2 below

3.2 District Plan

The site is within the North District and the Greater Sydney Commission released the North District Plan on 18 March 2018. The Plan contains planning priorities and actions to guide the growth of the district while improving its social, economic and environmental assets.

The planning proposal is consistent with the priorities for infrastructure and collaboration, liveability, productivity, and sustainability. In particular, the planning proposal is consistent with the following priorities:

Table 5 District Plan assessment

District Plan Priorities	Justification
N1. Planning for a city supported by infrastructure	The proposal seeks to deliver urban renewal supported by infrastructure. In doing so, the proposal seeks to meet forecast growth while adapting to the future service, infrastructure and social needs of the community in accordance with the objectives of this planning priority.
N5. Providing housing supply, choice and affordability, with access to jobs, services and public transport	The proposal seeks to deliver over 500 new well located homes within the strategic location of the Gladesville Town Centre. These homes will be collocated with existing services and adjacent to the existing arterial transport route of Victoria Road.
N6. Creating and renewing great places and local centres, and respecting the District's heritage	The proposal seeks to renew the Gladesville Town Centre to create a great place for the local community while respecting the District's heritage. This will be achieved through undertaking urban design, social and heritage assessment to inform the Gladesville Masterplan and the overall renewal strategy for this important community precinct.

The Department is satisfied the planning proposal gives to the District Plan in accordance with section 3.8 of the *Environmental Planning and Assessment Act 1979*.

3.3 Local

The proposal states that it is consistent with the following local plans and endorsed strategies. It is also consistent with the strategic direction and objectives, as stated in the table below:

Table 6 Local strategic planning assessment

Local Strategies	Justification
Local Strategic Planning Statement (LSPS)	The Hunters Hill LSPS was endorsed by the former Greater Sydney Commission in 2020. The LSPS is a 20 year plan to manage land use growth and change in the Hunters Hill LGA until 2040. It sets out the strategic planning priorities for managing growth and change and will be a guide for land use planning and infrastructure delivery in the area. The planning proposal is consistent with the relevant principles and actions of the LSPS, including: • 4.4. Focus new dwelling growth on Gladesville Town Centre and Hunters Hill Village. • 4.5. Prepare a masterplan for key sites in Gladesville Town Centre to focus residential growth and provide design, infrastructure and access guidance. • 6.1. Use place-making initiatives for centres and villages and key sites i.e. Gladesville, Hunters Hill, Boronia Park and the Gladesville Hospital Precinct. Gladesville Town Centre is the priority for placemaking initiatives. Collaborate with City of Ryde Council on place-making initiatives for Gladesville Town Centre and Boronia Park Village (shared centres). • 7.1. Focus on improved development outcomes for the Gladesville Town Centre and Hunters Hill Village as the priority centres for business and community places. Incorporate adaptable business spaces, evolving

	technology and sustainable practices into the business environment e.g. hubs, multipurpose premises. • 7.4. Investigate opportunities to improve the connections and access between the Hunters Hill LGA and key centres of the North District e.g. Gladesville, North Ryde, Chatswood, Macquarie Park and Eastern Harbour CBD to foster business connection and centre promotion. The planning proposal states that it gives effect to the above actions of the LSPS through place-making initiatives to develop a master plan to focus new dwelling growth on Gladesville Town Centre. The Gladesville Masterplan has been developed in consideration of infrastructure and access and well as community and business needs. This process has been undertaken in consultation with City of Ryde Council and other key stakeholders to ensure holistic and best practice consideration of the opportunities and constraints of the site. Further consultation with City of Ryde Council, other agencies and the community are required as a condition on the Gateway determination.
Local Housing Strategy (LHS)	The Hunters Hill Local Housing Strategy (LHS) contains the following actions in relation to the Gladesville Masterplan: • 1.2. Focus mid-rise residential development in Gladesville Town Centre, Hunters Hill Village and Boronia Park and complete precinct plans and detailed urban design analysis to inform new planning controls in these areas. • 4.2. Complete detailed character work, including urban design analysis and desired future character, for the key centres of Gladesville Town Centre and commercial core, Hunters Hill Village and Boronia Park shops. The planning proposal states that it gives effect to these actions and seeks to achieve the housing priority outcome *Gladesville Town Centre master plan and redevelopment is delivered, incorporating new residential precincts*.

3.4 Local planning panel (LPP) recommendation

On 10 April 2025, the Hunters Hill LPP advised Council that it supports the planning proposal, noting the following comments:

i. The proposed Clause 6.11 (5)(a) should be a separate sub-clause, if it is Council's intention that the site must be developed as a whole, and consideration must be given to strengthen the wording of this sub-clause;
ii. Consideration of the inclusion of Blocks 1, 2 and 3 should continue to ensure the viability of the Gladesville Shopping Centre.

On 28 April 2025, Council considered the advice of the LPP and resolved to support the planning proposal proceeding to Gateway.

Council considered responses to the above matters raised by the Panel, which determined:

i. Creating a new separate and more specific clause for minimum site area alone would unproductively constrain potential development outcomes through removing flexibility, whilst also unjustifiably elevating the importance of minimum site area above other provisions such as minimum public open space and solar access.
ii. Amendments to the LEP are generally not required in order to achieve the intended outcomes for Blocks 1 ,2 and 3 as outlined within Council's initial block studies, as current LEP provisions already facilitate most intended development outcomes.

The Department notes that, whilst the planning proposal must explain the intended effect of the new local provision, and that including a draft clause can be useful for community consultation, the final wording of the clause will be prepared in consultation with Parliamentary Counsel's Office (PCO) to ensure it is consistent with PCO drafting conventions.

3.5 Section 9.1 Ministerial Directions

The planning proposal's consistency with relevant section 9.1 Directions is discussed below:

Table 7 9.1 Ministerial Direction assessment

Directions	Consistency	Reasons for Consistency or Inconsistency
1.4 – Site Specific Provisions	Unresolved	The objective of this direction is to discourage unnecessarily restrictive site-specific planning controls. The planning proposal seeks to facilitate redevelopment of the Gladesville Town Centre through a local provision that contains very specific requirements for height, FSR, built form, retail floor area, open space and solar access. Council has sought to justify the local provision by stating it will provide a basis for establishing building height incentives to assist in delivery of intended land amalgamation, public open space and minimum retail floorspace. The Department is of the view that the planning proposal has insufficient justification as to why a local provision is required to facilitate the increase in height and FSR rather than through LEP map changes. Given the irregular height and FSR mapping currently on the site that does not reflect land ownership or desired built form outcome, Council should consider alternative mechanisms for achieving the intended bonus provision, including the introduction of incentive height and FSR maps linked to a local provision requiring the delivery of desired outcomes. It is acknowledged that the minimum site area requirement seeks to facilitate redevelopment of the planning proposal site as a single development to secure public benefits including open space and through site links. However, as the site includes multiple land owners this may impact on feasibility and inhibit redevelopment. Additionally, the planning proposal has not provided sufficient justification to demonstrate the need for such prescriptive built form, open space and solar access requirements to be in the LEP provision rather than in a site-specific DCP. It is noted that the most appropriate mechanism for delivering the intended outcome on the site can be resolved at finalisation stage. However, it is recommended that the Gateway conditions require the planning proposal be updated to provide further justification on the need for such a detailed local provision and to demonstrate that it won't impact on the site's ability to redevelop.
3.2 – Heritage Conservation	Unresolved	The objective of this direction is to conserve items, areas, objects and places of environmental and Indigenous heritage significance.

Directions	Consistency	Reasons for Consistency or Inconsistency
		The site is partially located within the Gladesville Village Heritage Conservation Area (HCA) and contains two local heritage items. The planning proposal is supported by a Statement of Heritage Impact (SoHI) prepared by DFP Planning (March 2025). The planning proposal seeks to change planning provisions applying to the site of the proposed heritage items and heritage conservation area to increase development density. The planning proposal states that the environmental heritage significance of the items and conservation area is conserved by existing heritage provisions of the Hunters Hill LEP, which will assist to guide the future management and/or conservation of the sites. **Hunters Hill Heritage Conservation Area (HCA) No. 3 – Gladesville Village** The Gladesville Village HCA comprises lots along the Victoria Road corridor. The HCA is significant as a collection of interwar commercial buildings and as the only largely intact main street commercial precinct in Hunters Hill LGA. The SoHI recommends that: • The consistent parapet line throughout HCA3 be retained. New development is to be set back a minimum 5 metres from the street frontage to retain parapet lines. • Site consolidations be encouraged where possible to achieve better heritage outcomes and quality shop top residential amenity. It is unclear whether Council intends on enforcing a consistent parapet line through a DCP amendment. **I488 Commonwealth Bank** The two-storey building presents to the street frontage as an Inter-war Art Deco style bank, characteristic of those built by the Commonwealth Bank in the 1930s (**Figure 9**). The street elevation (shop front) at the ground level has been demolished and a new marble-clad frontage and pedestrian awning installed in the late 20th Century (circa 1978). The upper level addressing Victoria Road is substantially intact retaining Art Deco detailing and includes distinctive and stylistically appropriate curved brick returns to the façade at each end that sensitively accommodate the underlying geometry of the site.

Directions	Consistency	Reasons for Consistency or Inconsistency

Figure 9 Photograph of I488 from Victoria Road, facing East (Source: Statement of Heritage Impact, March 2025)

The interior has been re-fitted and no evidence has survived of the original banking chamber, the major Art Deco layer or of any other remodelling in intervening years.

The SoHI states that the bank is of local aesthetic significance as a good example of a suburban Commonwealth Bank branch which has retained an overall streetscape presentation of an Inter-war Art Deco style bank in a prominent position that forms a centrepiece of the Gladesville shopping area.

The SoHI recommends that:

- The part of the former bank building that has heritage significance be retained.
- In any future development the corresponding site area of the retained building should be excluded from height and density standards that would raise development expectations for this item.
- Inclusion in a larger consolidated site should be actively encouraged.

It is unclear whether Council intends to adopt the SoHI recommendation to exclude height and FSR standards from the heritage item. It is recommended that the Gateway conditions require the planning proposal be updated to clarify whether height and FSR mapping will be excluded from the heritage item and provide justification for this decision.

I514 House, including pressed metal linings on walls and ceiling but excluding the curtilage – 10 Cowell Street

The house at 10 Cowell Street is a single storey detached weatherboard house on a corner site at the corner of Cowell Street and Flagstaff Street, Gladesville. The house is designed in a Federation period vernacular style, with a front verandah and hipped corrugated iron roof (**Figure 10**).

Directions	Consistency	Reasons for Consistency or Inconsistency

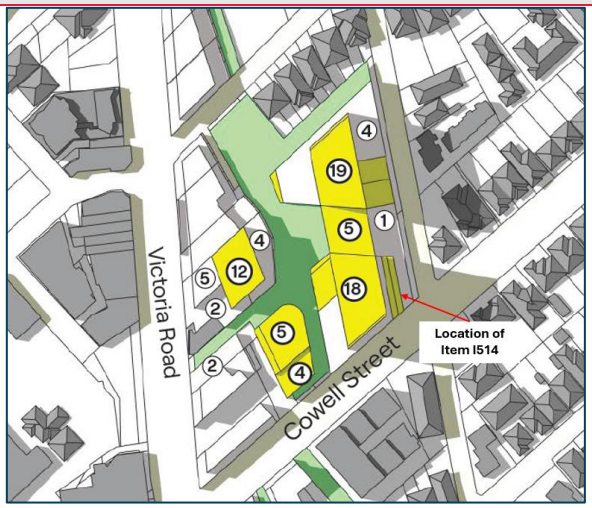
Figure 10 Photograph of I514 from Cowell Street, facing North (Source: Statement of Heritage Impact, March 2025)

The SoHI states that the house is of local historical significance as a house built in 1916 which is illustrative of residential development in Gladesville in the early 20th century. The house is of local aesthetic significance as a weatherboard example of a vernacular Federation period style, built to address both street frontages of its corner site, and also significant for its internal Art Nouveau style pressed metal wall linings and ceilings and timber mantelpieces, which form part of the aesthetic significance of the house. The house is rare for its interior Art Nouveau style detailing and has a high degree of fabric integrity.

It is noted that the previous planning proposal proposed to relocate the heritage item off-site, to be resolved at the development application stage. During consultation with Heritage NSW for the previous planning proposal, concerns were raised regarding the relationship of the cottage's significance to its location. It is recommended that the Gateway conditions require further consultation with Heritage NSW.

The planning proposal states that Council has accepted the approach of demolition and interpretation of the significance of heritage item I514, noting that retention of heritage item I514 would severely inhibit good planning and urban design outcomes.

It is noted that the development concept shown in the Built Form Study and Master Plan prepared by Gyde (April 2025) indicates the heritage item is required to be demolished or relocated to facilitate the intended outcome (**Figure 11**).

Directions	Consistency	Reasons for Consistency or Inconsistency
		 **Figure 11 Plan view of the preferred massing strategy (Source: Built Form Study and Master Plan, April 2025)** It is noted that Council have indicated that heritage item is to be demolished in the future development concept. As the planning proposal does not seek to amend the local heritage listing, Hunters Hill LEP clause 5.10 – Heritage Conservation would require further consideration of the heritage item at DA stage as part of any future development. Consistency with the terms of this direction is unresolved until the planning proposal has been updated and consultation with Heritage NSW is completed.
4.4 – Remediation of Contaminated Land	Consistent	The objective of this direction is to reduce the risk of harm to human health and the environment by ensuring that contamination and remediation are considered by planning proposal authorities. Whilst the planning proposal does not seek to change the MU1 mixed use zoning, the intended outcome on the site is proposed to change to be predominately residential. A preliminary site investigation assessment has been undertaken to identify contaminated land constraints on the site. This study has identified a number of sites that require further investigation prior to construction. However, the site has also been identified as suitable for the intended outcome in the planning proposal. The planning proposal is considered to be consistent with the terms of the direction. Further investigations into land contamination and any rehabilitation required can be undertaken at the development application stage.

Directions	Consistency	Reasons for Consistency or Inconsistency
4.5 – Acid Sulfate Soils	Inconsistent	The objective of this direction is to avoid significant adverse environmental impacts from the use of land that has a probability of containing acid sulfate soils. The site is identified as Class 5 on the Acid Sulfate Soils map. Class 5 areas do not necessarily indicate the presence of acid sulphate soils, but rather that the site is within the vicinity of Class 1 – 4 acid sulphate soils and could impact on those areas in particular circumstances (for example through lowering of the water table). Given the site is located in an elevated position on a ridge line and is greater than 500 metres to the nearest Class 2 and Class 3 acid sulphate soils, impacts to acid sulphate soils as a result of the proposal are considered very unlikely. Accordingly, any inconsistency with this direction is considered to be of minor significance. Further assessment of acid sulfate soils is required to be undertaken as part of a future development assessment process, in accordance with LEP clause 6.1 Acid Sulfate Soils.
5.1 – Integrating Land Use and Transport	Unresolved	The objectives of this direction are to ensure that urban structures, building forms, land use locations, development designs, subdivision and street layouts achieve the planning objectives detailed in the direction relating to access, reducing car dependency, supporting the efficient and viable operation of public transport services and the movement of freight. The planning proposal seeks to facilitate a mixed-use development comprising 522 dwellings and 5,000m^2 of retail floor space, including at least 3,500m^2 for the purposes of a supermarket. The planning proposal is supported by a Transport Impact Assessment (TIA) prepared by Bitzios Consulting (March 2025). The TIA found that development consistent with the planning proposal would generate a total of 565 tips in the AM peak and 829 trips in the PM peak. This is expected to have impacts on the Victoria Road / Cowell Street intersection, particularly the right turn into Cowell Street, however any impact mitigation measures, such as turn pocket

extensions or lane reallocations would be subject to further investigation.

The TIA recommended that the parking rates in Council's DCP be adopted for the site, with the following amendments:

- The residential visitors parking rates within mixed-use developments is reduced to 1 per 10 units, as demand can be accommodated within the retail parking supply
- Up to 5% of the required parking supply can be provided as motorcycle parking, with two motorcycle spaces offsetting one car space
- 20% of residential parking within the development can be provided as unbundled car parking (purchased or rented separately to units) to provide a 20% car parking reduction
- Each carshare parking space provided offsets 5 residential parking spaces
- Bicycle parking is provided at the rates identified by Austroads and is in accordance with *AS2890.3* and Austroads Guidelines
- Unrestricted off-street parking on Flagstaff and Junction Street are restricted to 1hr parking to ensure parking remains available.

The TIA also recommended upgrades to nearby bus stops including tactile ground surface indicators and that the laneway from Cowell Street to Massey Street be restricted for service vehicle access between 6am-10am only.

It is unclear whether Council intends on adopting these changes. It is recommended that the planning proposal be updated to clarify whether Council intends on preparing a site-specific DCP to adopt the recommendations of the TIA. A Gateway condition is recommended to this effect.

Additionally, the TIA only provides the total number of trips for the proposed development. It does not provide an assessment of trips generated under existing conditions and how many additional trips are generated as a result of this development. The planning proposal should be updated to provide details on existing traffic generation on site and clarify the net increase resulting from the proposed development. A Gateway condition is recommended to this effect.

Transport for NSW were consulted on the previous planning proposal where concerns were raised relating to traffic and transport. The submissions focus on three key issues:

- Inadequacy of the traffic impact assessment supporting the proposal,
- Adequacy and feasibility of the mitigation measures proposed, and
- The impact of the proposed scheme on the function of Victoria Road, including bus movement.

It is noted that these issues were not resolved to the satisfaction of TfNSW before the planning proposal was determined not to proceed. Further consultation with TfNSW on the current planning proposal

Directions	Consistency	Reasons for Consistency or Inconsistency
		should be undertaken prior to community consultation to ensure any changes required to the planning proposal or TIA, particularly regarding mitigation measures required, can be made. This forms a condition of the Gateway determination. The planning proposal and TIA should be updated to address TfNSW comments prior to community consultation. Consistency with the terms of this direction is unresolved until the planning proposal has been updated and consultation with TfNSW is completed.
6.1 – Residential Zones	Consistent	The objectives of this direction are to: (a) encourage a variety and choice of housing types to provide for existing and future housing needs, (b) make efficient use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services, and (c) minimise the impact of residential development on the environment and resource lands. The planning proposal seeks to facilitate a mixed-use development comprising 522 dwellings within an existing town centre that will broaden the choice of building types available in the housing market within this location. The Proposal will also make efficient use of existing infrastructure and services and reduce the consumption of land for housing and associated urban development on the urban fringe. The planning proposal is consistent with the terms of this direction.
7.1 – Business and Industrial Zones	Consistent	The objectives of this direction are to: (a) encourage employment growth in suitable locations, (b) protect employment land in employment zones, and (c) support the viability of identified centres. The planning proposal gives effect to objects of the direction by retaining the MU1 – Mixed Use zone and requiring a minimum amount of retail floor space area be provided as part of a future development application on the site. The planning proposal is consistent with the terms of this direction.

3.6 State environmental planning policies (SEPPs)

The planning proposal is consistent with all relevant SEPPs as discussed in the table below.

Table 8 Assessment of planning proposal against relevant SEPPs

SEPPs	Consistency	Reasons for Consistency or Inconsistency
State Environmental Planning Policy (Housing) 2021	Consistent	The SEPP seeks to facilitate the delivery of diverse housing types to accommodate a range of needs and means, and improve the design of residential development in NSW. The site is zoned MU1

Mixed Use and chapters of the SEPP may apply to future residential development on the site.

Additionally, under Chapter 6 – Low and mid rise housing of the SEPP, the site is identified as a *'Town Centre'* on the *'Town Centres Map'*. This will permit certain types of low and mid rise housing within 800m walking distance of the site, as shown in **Figure 12**.

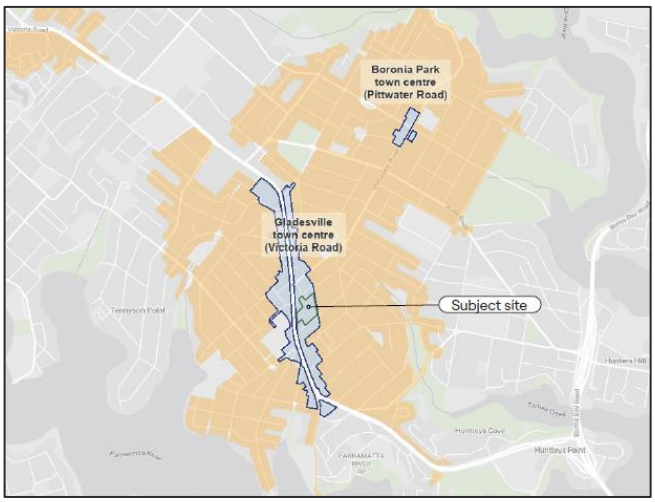


Figure 12 Indicative map of where low and mid-rise housing areas apply (Source: Planning Proposal, 2025)

The renewal and enhancement of the Gladesville Town Centre will positively contribute to potential future development associated with this SEPP, by further supporting the role of the Gladesville Town Centre in providing public open space, retail, community facility and transport opportunities within a central location.

Whilst the surrounding R3 zoned land currently features detached dwellings, the SEPP provisions permit residential flat buildings and shop top housing up to 6 storeys.

The planning proposal states that the provisions of Chapter 4 – Design of residential apartment development of the Housing SEPP (and the associated Apartment Design Guide) have been considered in the development of the masterplan. This chapter would also apply to any future residential apartment development applications on the site.

The planning proposal does not contain any provisions that will impede the operation of the SEPP.

4 Site-specific assessment

4.1 Environmental

The following table provides an assessment of the potential environmental impacts associated with the proposal.

Table 9 Environmental impact assessment

Environmental Impact	Assessment
Ecology	The site is a proposed urban infill development area which has been subject to significant development. The site does not currently contain significant vegetation, and future development is unlikely to impact upon areas of high environmental significance.
Building Height and Density	Concerns regarding built form impacts of the previous planning proposal were raised by Council and during the community consultation, which sought a built form of up to 59m (approximately 17 storeys), comprising 250 apartments. It is noted that this planning proposal is seeking greater uplift than the previous planning proposal, however the planning context has shifted since it was exhibited in 2018. The planning proposal will deliver housing and significantly increase development capacity on the site. The planning proposal states that site constraint analysis has informed this proposal to ensure this increased development is appropriately planned, will ensure significant public domain improvements can be achieved and overall public outcomes improved on the site. The NSW Government's Low and Mid Rise Housing Reforms applies to the surrounding residential area, which permits residential flat buildings and shop top housing up to 6 storeys on R3 Medium Density Residential land within 400m of the E2 Commercial Core zone boundary. As the surrounding area is likely to undergo a transition over the next 10-15 years, this presents a different landscape to which the built form impacts are assessed compared to the previous planning proposal. Notwithstanding, the Department has concerns about the residential component below 28 metres and the wide and oversized floorplate. It is unclear how the proposed ground-level residential integrates with the planned retail uses. It is noted that these issues can be resolved at the development application stage, however applying a generic 80% efficiency to block study envelopes is not effective and the proposed development concept suggests there may be difficulty achieving the maximum yield permitted by the FSR controls within the height limit. The large podium floorplate is inefficient for residential development and will likely result in a reduction in total dwellings due to increased circulation areas. The Department has concerns regarding the alignment between the proposed height and FSR. An internal review undertaken highlights significant discrepancies in FSR and achievable GFA when using standard efficiency rates. Internal analysis suggests that a maximum FSR of 3.79:1 could be achieved under the proposed 70m height limit in order to achieve ADG compliance. To achieve the proposed 4:1 FSR, a height limit of 77m would be required. The planning proposal should be updated to provide further analysis on the height and FSR alignment and how the proposed 522 dwellings and 5,000sqm of non-residential GFA can be achieved. A Gateway condition is recommended to this effect.
Solar Access and Overshadowing	The planning proposal seeks to introduce solar access requirements for open space within the new LEP provision to ensure the new public open space to be provided on the site will achieve, on average:

- 70% direct sunlight between 11am and 2pm for open space adjoining Massey Street (3 hours)
- 60% direct sunlight between 12pm and 2pm for additional open space (2 hours).

The Department's solar analysis indicates that the proposed development concept supporting the planning proposal has not demonstrated that it can meet this requirement. The Massey Street proposed open space does receive good sunlight, however the internal plaza is mostly shaded.

Outside of the proposed development, there are limited public open spaces within the Gladesville town centre. The planning proposal indicates that Gladesville Public School and Trim Place functions as the main community anchors, supporting pedestrian activation and a sense of community.

The planning proposal states that the proposed development would have minor additional overshadowing to Gladesville Public School and Trim Place, with additional overshadowing not affecting the school grounds after 9:30am. The planning proposal also notes that there are additional overshadowing impacts on properties on Cowell Street and Junction Street but does not provide detail on whether these properties will still receive the minimum amount of sunlight required.

The planning proposal states that the arrangement of built forms and the slender tower proportions ensure winter shadows are fast moving with minimal additional overshadowing to lower scale residential areas to the east and that the potential overshadowing of the built form is considered reasonable in the circumstance.

Notwithstanding, the planning proposal has insufficient solar analysis and has not demonstrated the full extent of overshadowing on surrounding development and the impact on minimum sunlight requirements for those properties, including Gladesville Public School and Trim Place.

The planning proposal should be updated to provide more detail on overshadowing impacts to surrounding development, including Trim Place and Gladesville Public School. Gateway conditions are recommended to this effect.

The increased height in the previous planning proposal was not supported as these outstanding issues were not resolved.

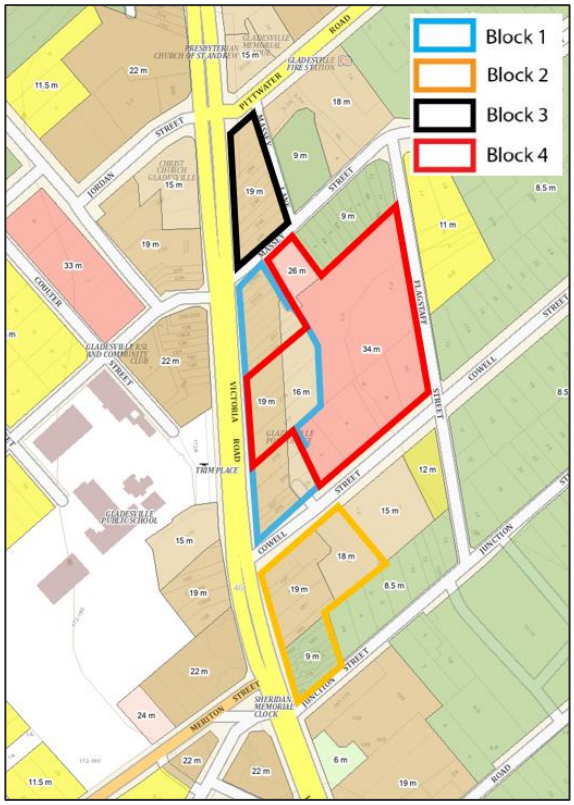
4.2 Social and economic

The planning proposal will retain the current land use zone (MU1 – Mixed Use). The planning proposal seeks to renew and enhance the Gladesville Town Centre. As such, overall social and economic effects of the planning proposal are likely to be positive and future land uses will remain generally consistent with the intent of the current land use zone.

The following table provides an assessment of the potential social and economic impacts associated with the proposal.

Table 10 Social and economic impact assessment

Social and Economic Impact	Assessment
Social	The planning proposal provides an opportunity for increased public open space and will facilitate an increase in housing supply and diversity in the area. However, as detailed in section 4.1 above, the planning proposal, as submitted, will have

	significant overshadowing impacts not only on the proposed public open space, but on existing open space (Trim Place) and Gladesville Public School. Whilst the planning proposal seeks to secure the delivery of public open space within the future development site, the planning proposal has not provided detail on whether these areas are proposed to be dedicated to Council or remain in private ownership. The planning proposal should be updated to clarify the intended ownership of the new public open spaces. A condition is recommended to this effect.
Economic	Redevelopment of the Gladesville Town Centre, particularly the proposed requirement for minimum 5,000m^2 of retail floorspace, will have a positive economic impact on the Gladesville area and Hunters Hill LGA more broadly. Notwithstanding, it is apparent that Council has sought to focus redevelopment solely on Block 4 and facilitate the future intended outcome entirely through a local provision. However, the planning proposal represents an opportunity to look at the Town Centre as a whole, as resolved by Council on 10 September 2018. The Department has concerns that the planning proposal has not provided sufficient justification for excluding Blocks 1, 2 and 3, and adjoining lots on Massey Street from receiving equitable uplift. The Gladesville Masterplan investigation area initially included 4 separate blocks (referred to as Blocks 1 - 4) fronting Victoria Road in Gladesville, as identified in **Figure 13**. However, in consideration of factors such as economic feasibility, heritage, lot configuration and existing LEP provisions applying the area, the investigation area considered within the planning proposal was refined to include only Block 4.  **Figure 13 Height of buildings map with Gladesville Block Study boundaries (Source: NSW Government Spatial Viewer, June 2025)**

The planning proposal states that Blocks 1, 2 and 3 have been identified as not being feasible for redevelopment, even with the application of significantly higher floor space ratio provision of up to 5:1, which, it states, would inevitably also result in poor urban design outcomes.

The planning proposal notes that existing LEP provisions already facilitate most development outcomes envisaged through the initial Gladesville Block Studies, if they were to be feasible. For these reasons, and in consideration of heritage values, fragmented land ownership and complex lot configuration, LEP amendments are not proposed by this planning proposal in relation to Blocks 1, 2 and 3.

It is noted that the current LEP provisions have been in effect since 2011 and the Block Study prepared in 2020 for Blocks 1, 2 and 3 reflected the built form achievable under existing LEP provisions. Since this time, the planning landscape has shifted significantly.

Council's substantial work to implement strategic plans and deliver housing targets across the Hunters Hill LGA is commended. However, all levels of Government have a shared responsibility to address the housing crisis and meet the goals of the National Housing Accord (2023). Whilst the LEP provisions may have been an appropriate outcome when the Block Study was prepared, there has been a change in Government priorities since then and NSW Government's Low and Mid Rise (LMR) Housing reforms have been implemented, which warrant further consideration.

As discussed above, the area surrounding the Town Centre is likely to undergo a built form transition due to the LMR reforms. This presents a different landscape to which the built form impacts were assessed against in the previous planning proposal.

As shown in **Figure 13** above, land on the western side of Victoria Road (under Ryde LGA) includes 22m height limits with an FSR up to 2.7:1 and is similarly constrained by a Heritage Conservation Area and local heritage items.

It is noted that the proposed development is unlikely to impact the development potential of the neighbouring sites along Victoria Road between Massey Street and Cowell Street under the existing planning controls.

However, Council should consider uplift to Blocks 1, 2 and 3 in the context of the LMR reforms and the built form on the western side of Victoria Road, which may encourage redevelopment with minimal heritage and overshadowing impacts and reflect the change in circumstances since the 2011 controls were introduced.

Additionally, the economic assessment provided concluded that the inclusion of the Massey Street properties would impact the economic viability of the proposed redevelopment of Block 4.

The Department is of the view that allowing for uplift on the entire block between Massey St, Flagstaff St and Cowell St would allow more flexibility in the distribution of floor space and a better height transition to the surrounding residential areas, which have a greater height limit that these lots. As the lots on Massey Street are zoned MU1, they are not eligible for uplift under the LMR reforms.

It is noted that, during the exhibition of the Block Studies, a property owner in Massey Street requested consideration of extending the Masterplan boundary to

include Massey Street properties, indicating some level of appetite for redevelopment of these lots.

Whilst Council's concerns that rezoning these lots would impact on the development feasibility of Block 4 are noted, uplift on these lots could redevelop separately from the Block 4 development. The planning proposal should be updated to consider the isolation of the Massey Street lots and if uplift on these lots may be appropriate. A Gateway condition is recommended to this effect.

4.3 Infrastructure

The following table provides an assessment of the adequacy of infrastructure to service the site and the development resulting from the planning proposal and what infrastructure is proposed in support of the proposal.

Table 11 Infrastructure assessment

Infrastructure	Assessment
Transport	A transport impact assessment has been prepared to inform the planning proposal. The impact that the planning proposal will have on transport infrastructure is discussed in section 3.5 above.
Utility	In relation to utility infrastructure, including electricity, sewer and water, consultation is proposed to be undertaken with relevant utility operators during the exhibition phase of the planning proposal process. This will facilitate consideration of the potential increased demand on this infrastructure as a result of the proposal and ensure adequate infrastructure provision can be achieved.

5 Consultation

5.1 Community

Council proposes a community consultation period of 28 working days.

The planning proposal is categorised as a standard under the LEP Making Guidelines (September 2022). Accordingly, a community consultation period of 20 working days is recommended and this forms part of the conditions to the Gateway determination.

5.2 Agencies

The proposal does not specifically raise which agencies will be consulted.

It is recommended the following agencies be consulted on the planning proposal and given 30 working days to comment:

- Transport for NSW
- Heritage NSW
- City of Ryde Council
- Department of Education
- Relevant Utility Providers, including Sydney Water.

6 Timeframe

Council proposes a 12 month time frame to complete the LEP.

The LEP Plan Making Guidelines (August 2023) establishes maximum benchmark timeframes for planning proposal by category. This planning proposal is categorised as a complex

The Department recommends an LEP completion date of 2 October 2026 in line with its commitment to reducing processing times and with regard to the benchmark timeframes. A condition to the above effect is recommended in the Gateway determination.

It is recommended that if the gateway is supported it is accompanied by guidance for Council in relation to meeting key milestone dates to ensure the LEP is completed within the benchmark timeframes.

7 Local plan-making authority

Council has not advised if it would like to exercise its functions as a local plan-making authority.

The Department recommends that Council not be authorised to be the local plan-making authority for this proposal as the previous planning proposal had unresolved agency objections that have not been resolved in the current planning proposal.

8 Assessment summary

The planning proposal is supported to proceed with conditions for the following reasons:

- It would facilitate redevelopment of the Gladesville Town Centre with a mix of housing and non-residential uses.
- It is consistent with the strategic planning framework, including the Region Plan, District Plan, Hunters Hill Local Strategic Planning Statement and Housing Strategy.
- It is consistent with relevant SEPPs.
- It is consistent with the NSW Government commitment to housing affordability and will facilitate 522 dwellings.

As discussed in the previous sections, the proposal should be updated to:

- provide further justification on the need for such a detailed local provision and to demonstrate that it won't impact on the site's ability to redevelop.
- clarify whether height and FSR mapping will be excluded from heritage item I488 and provide justification for this decision.
- clarify whether Council intends on preparing a site-specific DCP to adopt the recommendations of the Transport Impact Assessment
- provide details on existing traffic generation on site and clarify the net increase resulting from the proposed development
- provide further analysis on the height and FSR alignment and how the proposed 522 dwellings and 5,000sqm of non-residential GFA can be achieved
- provide further solar analysis and demonstrate the full extent of overshadowing on surrounding development and the impact on minimum sunlight requirements for those properties, including Gladesville Public School and Trim Place.
- clarify the intended ownership of the new public open spaces
- consider the isolation of the Massey Street lots and if uplift on these lots may be appropriate

Prior to community consultation, consultation is required with Transport for NSW. The planning proposal and supporting material should then be updated to address TfNSW comments

Based on the assessment outlined in this report, the proposal must be updated before consultation with:

- Heritage NSW
- City of Ryde Council
- Department of Education
- Relevant Utility Providers, including Sydney Water.

9 Recommendation

It is recommended the delegate of the Secretary:

- Agree that inconsistency with section 9.1 Direction 4.5 Acid Sulfate Soils is minor and justified.
- Note that the consistency with section 9.1 Directions 1.4 Site Specific Provisions, 3.2 Heritage Conservation and 5.1 Integrated Land Use and Transport is unresolved and will require justification.

It is recommended the delegate of the Minister determine that the planning proposal should proceed subject to conditions.

The following conditions are recommended to be included on the Gateway determination:

1. The planning proposal is to be updated to:
   (a) provide further justification on the need for such a detailed local provision and to demonstrate that it won't impact on the site's ability to redevelop.
   (b) clarify whether height and FSR mapping will be excluded from heritage item I488 and provide justification for this decision.
   (c) clarify whether Council intends on preparing a site-specific DCP to adopt the recommendations of the Transport Impact Assessment
   (d) provide details on existing traffic generation on site and clarify the net increase resulting from the proposed development
   (e) provide further analysis on the height and FSR alignment and how the proposed 522 dwellings and 5,000sqm of non-residential GFA can be achieved
   (f) provide further solar analysis and demonstrate the full extent of overshadowing on surrounding development and the impact on minimum sunlight requirements for those properties, including Gladesville Public School and Trim Place
   (g) clarify the intended ownership of the new public open spaces
   (h) consider the isolation of the Massey Street lots and if uplift on these lots may be appropriate.

   The planning proposal should then be forwarded to the Department for review and approval.
2. Prior to community consultation, consultation is required with Transport for NSW.

   The planning proposal and supporting material should then be updated to address TfNSW comments.
3. Consultation is required with the following public authorities:
   - Heritage NSW
   - City of Ryde Council
   - Department of Education

- Relevant Utility Providers, including Sydney Water.

4. The planning proposal should be made available for community consultation for a minimum of 20 working days.

The timeframe for the LEP to be completed is on or before 2 October 2026.

22 September 2025

Eleanor Robertson

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22 September 2025

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