



Population Projections - Gordon Avenue

Prepared for City of
Greater Geelong

June 2023

HiIPDA
CONSULTING

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1.0 INTRODUCTION

1.1 Context

The City of Greater Geelong has prepared the Pakington Street & Gordon Avenue Urban Design Framework (November 2022).

A component of the UDF area is the 12 hectare (ha) Gordon Avenue precinct, which is subject to this brief.

The UDF includes recommendations to rezone land to a mixture of Commercial 1, Residential Growth and Mixed Use Zone and provides for building heights of between 4 to 10 storeys and site coverage from 60% to 80%.

The Gordon Avenue precinct is bound by Pakington Street in the west (including West Park) and Latrobe Terrace in the east.

Figure 1: Gordon Avenue Precinct



Source: Pakington Street & Gordon Avenue Urban Design Framework (November 2022)

The general area has strong underlying demand conditions for residential and commercial development. For example, Forecast ID has estimated that the wider data area known as Geelong West-Manifold Heights will increase population by approximately 1,370 in the next two decades based on pre-UDF development trends and capacity. This figure is likely to increase post UDF implementation as development capacity and viability increases.

1.2 Purpose

This report reviews the Gordon Avenue Precinct UDF to determine likely population increase at 10-year, 20-year and longer term time points.

Population is defined as resident population (i.e. living in apartment units or other dwelling types) and worker population (i.e. persons employed in business floorspace).

This information will be used to inform subsequent assessments including traffic, infrastructure capacity and development contribution schemes for the area.

1.3 Structure

This report is structured as follows:

- Section 2 provides a summary of the Urban Design Framework
- Section 3 provides an estimate of maximum development capacity (floorspace and population yield)
- Section 4 presents the population projections over time
- Section 5 summarises data for a Development Contribution Plan (DCP)
- Section 6 nominates recommended projections for use in planning projects
- Supporting data and information is provided in the appendices.

2.0 URBAN DESIGN FRAMEWORK

2.1 Summary of Urban Design Framework

The Pakington Street & Gordon Avenue Urban Design Framework (UDF) provides strategic direction and associated development controls for the study area, which includes the Gordon Avenue Precinct (and two other precincts centred along Pakington Street).

The Gordon Avenue Precinct has large format retail uses and large sites that offer development potential, strategically located near Geelong Train Station, the Geelong CBD and Pakington Street.

The UDF seeks to unlock potential to accommodate a wider mix of residential and employment uses. The vision for the precinct is as follows:

The Gordon Avenue Precinct will develop into a vibrant sustainable mid-rise precinct that appropriately transitions from the low density character of the surrounding residential area to future high-density scale of Central Geelong whilst delivering a new form of varied residential and mixed-use development set within a green, leafy, high quality environment that supports a diverse and inclusive community.

Over time, Gordon Avenue will be a 'green' street that provides safe and attractive connection to and from 'Pako' to Geelong Train Station and Central Geelong, acting as a key access-way to the western suburbs of established Geelong.

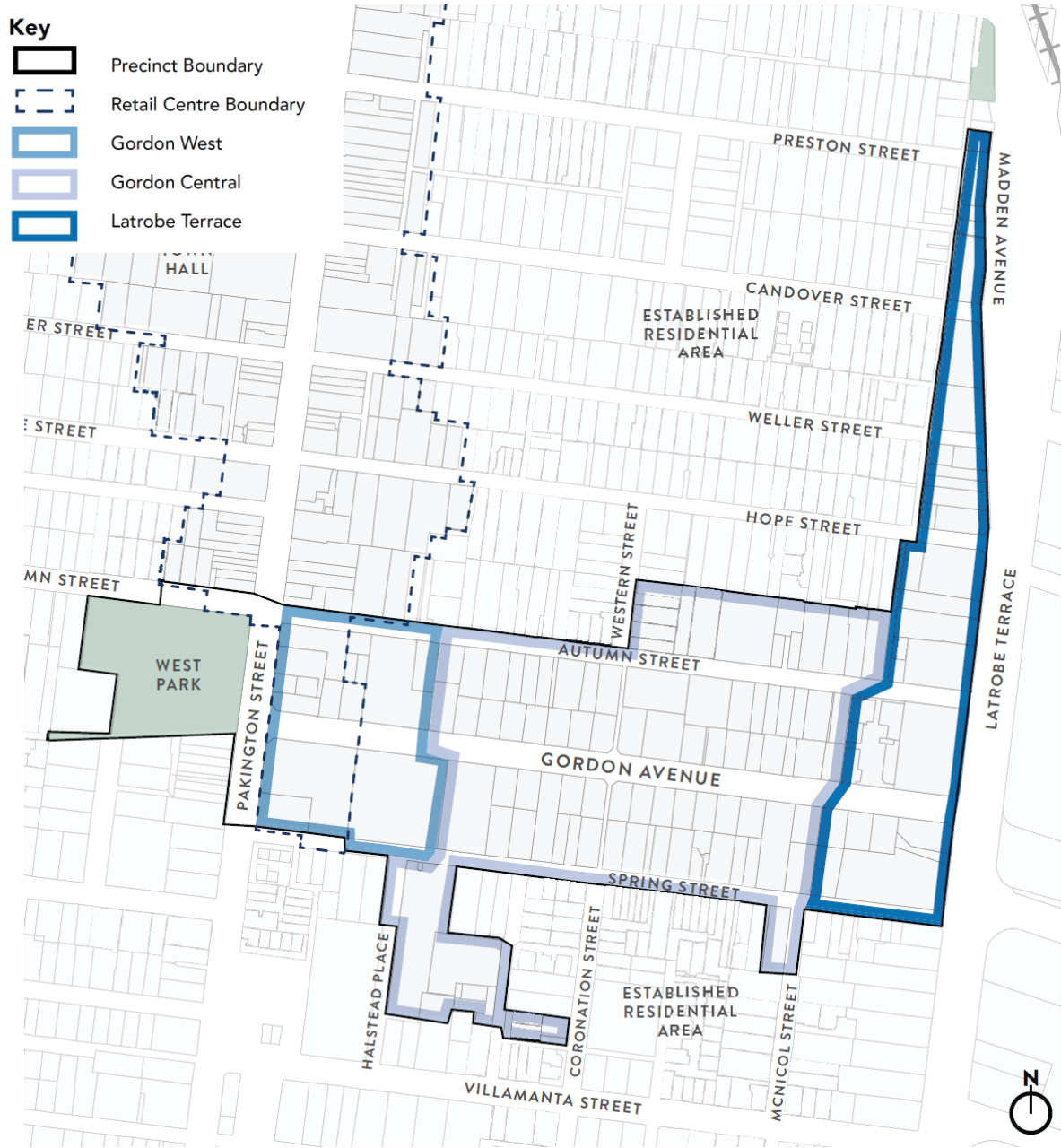
The Gordon Avenue precinct is defined to have three character areas: Latrobe Terrace, Gordon Central and Gordon West. See figure below.

Latrobe Terrace includes the sites directly fronting Latrobe Terrace. Latrobe Terrace is planned to be developed into a predominantly commercial mixed use precinct that benefits from close proximity to Geelong Railway Station and Central Geelong. Taller building formats (ranging up to 10 levels) are proposed for this character area.

Gordon Central includes the majority of sites along Gordon Avenue, Spring Street and Autumn Street. Gordon Central is planned to become a vibrant, green and predominantly residential precinct with 4-6 storey buildings that are well spaced and set within a thriving landscape.

Gordon West includes sites fronting Pakington Street, several large-scale sites along Gordon Avenue and sites south of Spring Street within a residential area. The Gordon West area is planned to become a mixed use precinct of 4-6 storey buildings (residential and retail shopfronts) with new laneways and open spaces.

Figure 2: Character Areas in Gordon Avenue Precinct



Source: Pakington Street & Gordon Avenue Urban Design Framework (November 2022)

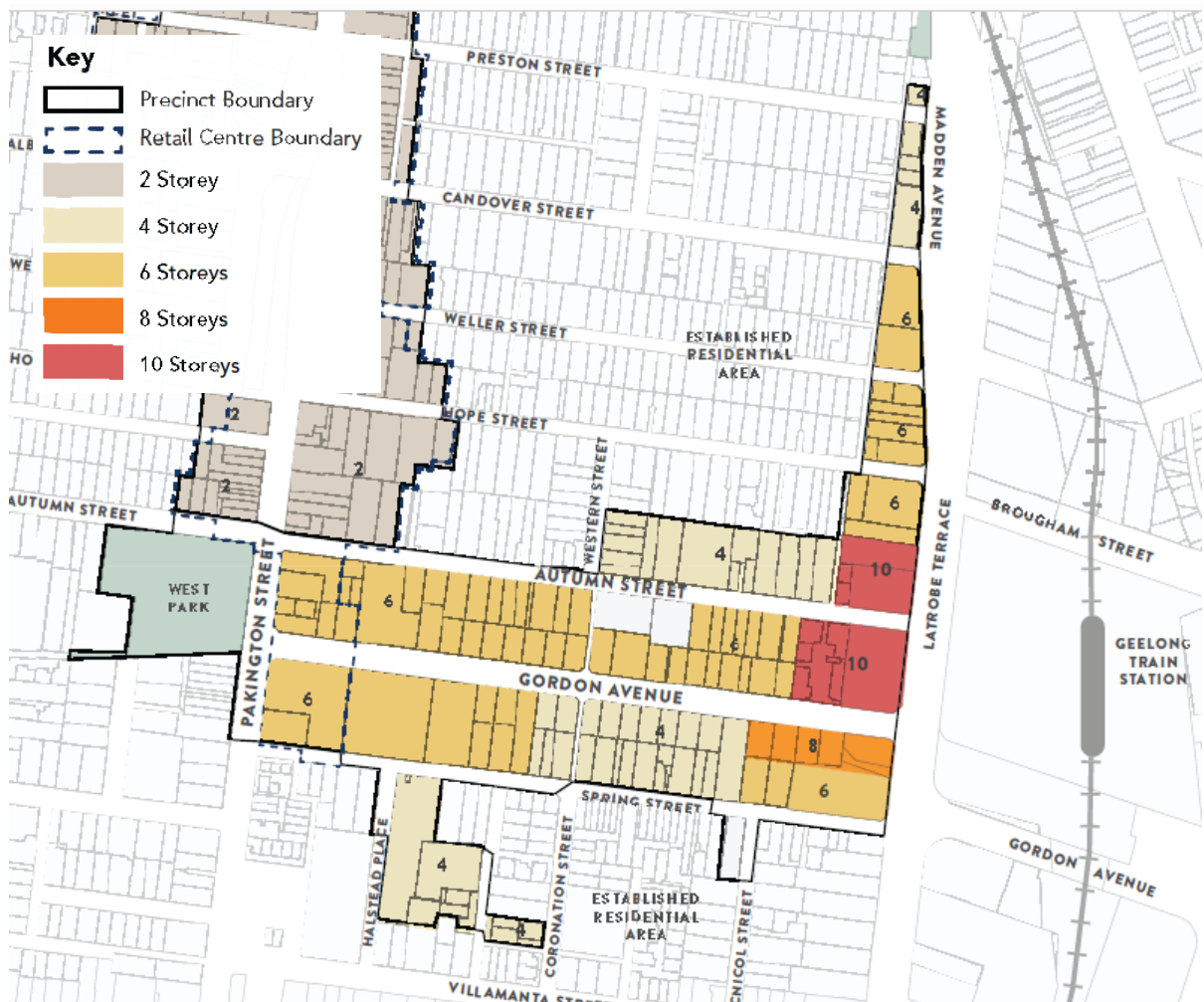
2.2 Summary of Development Controls

The UDF provides directions for land use, site coverage, building height, setbacks and floor area ratio. Open space commitments and public realm investments are also outlined in the UDF. Elements of the UDF include:

- **Developing large lots** - seeking to leverage the precinct's larger lots and easier consolidation potential.
- **4 to 10 storey building heights** - the proposed maximum building heights reach ten storeys on the corner closest to the train station, decreasing in proximity to residential areas.
- **Site coverage control** - 60% to 80% maximum site coverage controls are proposed west to east across the precinct to ensure ground level open space.
- **Setbacks for sunlight access** - a range of building setbacks, street wall/podium heights and upper-level setbacks are employed for meeting sunlight access standards along key streets.
- **Through-block links** - the UDF establishes the basis for negotiating through-block links with developers of the largest consolidated lots in the precinct.
- **Open space and streetscape investments** - the UDF lists the key public realm works for local amenity including a new park on Autumn Street.
- **Next steps** - further work on open space provision, master planning, public realm improvements, infrastructure capacity, potential environmental assessments and
- potential social and affordable housing contributions are recommended in the UDF.

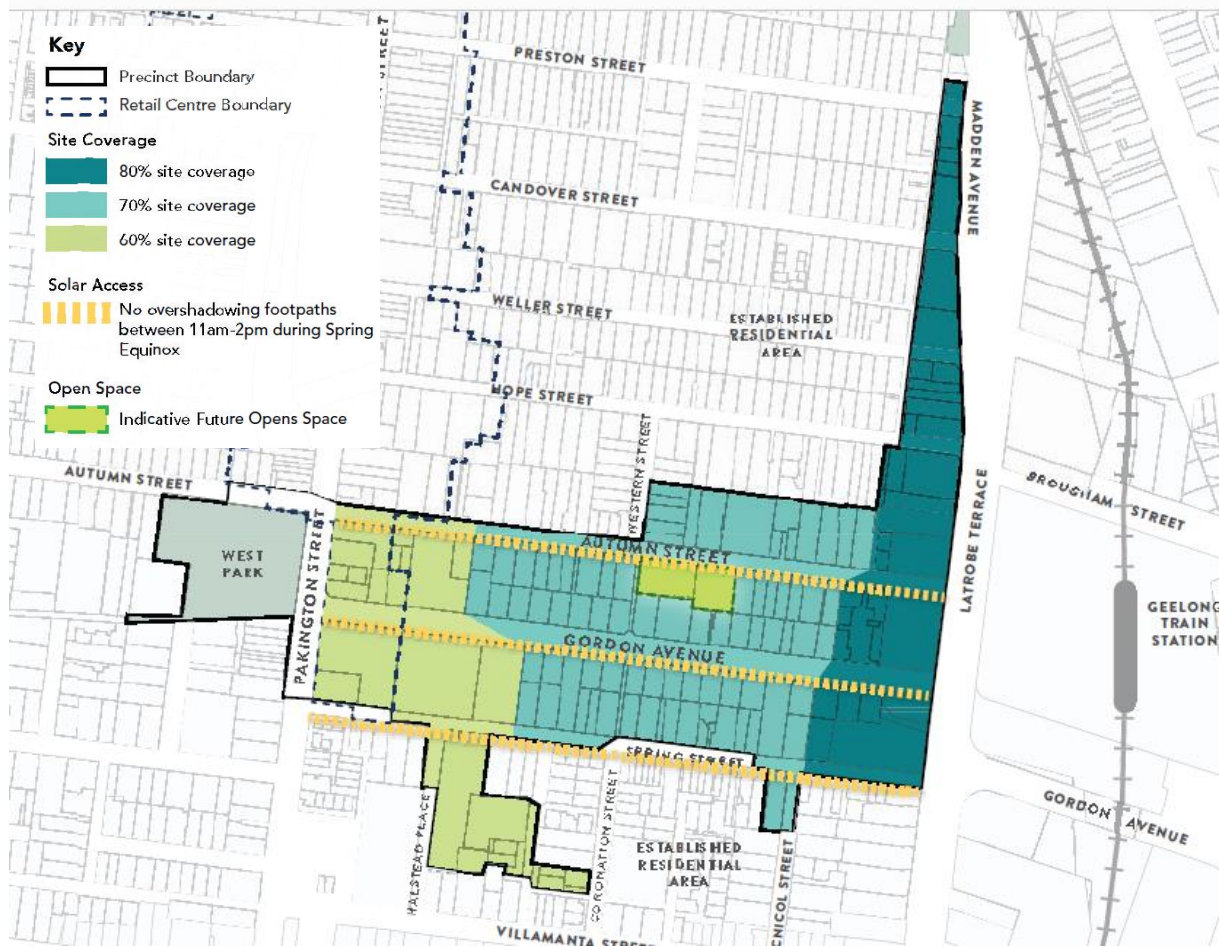
The key spatial policies for building height and site coverage are shown in the following two figures. The controls for each site are taken into account in the assessment of development potential and projections in the remainder of this report.

Figure 3: Gordon Avenue UDF Building Heights



Source: Pakington Street & Gordon Avenue Urban Design Framework (November 2022)

Figure 4: Gordon Avenue UDF Site Coverage



Source: Pakington Street & Gordon Avenue Urban Design Framework (November 2022)

3.0 MAXIMUM DEVELOPMENT CAPACITY

3.1 Existing Conditions

The Gordon Avenue precinct developed over time as a peripheral area to Central Geelong. The dominant land uses in the Gordon Avenue Precinct are large format retail showrooms, vehicle sales and servicing, warehouses, offices and education uses.

The table below provides an estimate of existing development conditions in the study area and its character areas. It is estimated the precinct has 10.4 ha of site area (excluding roads and other public areas), of which 47% has a building on it.

It is estimated the precinct currently accommodates 1,370 jobs and 60 residents (rounded).

Table 1: Existing Conditions in Gordon Avenue Precinct

Existing Conditions (Estimate)	Total	La Trobe Terrace	Gordon Central	Gordon West	Part in Precinct*
Land Area (m ²) Adopted	104,054	22,686	55,750	22,426	1,094
Roof Area (m ²) Adopted	48,893	13,029	26,652	8,166	422
Site Coverage Ratio	47.0%	57.4%	47.8%	36.4%	38.6%
Estimated Existing Jobs	1,366	354	785	228	0
Estimated Existing Population	58	6	34	0	8

Notes:

The total includes some land (2,097 sqm) and floorspace (624 sqm) included in precinct data outside the precinct boundary.

*The study area boundary dissects some lots (not along the property boundary).

3.2 Built Form Capacity

An estimate of the Gordon Avenue Precinct's built form capacity (i.e. maximum potential) is shown in the table below, based on UDF controls.

The gross maximum floorspace potential is estimated as 358,600 sqm. This is divided into:

- Ground floor maximum potential: 62,900 sqm
- Upper floor maximum potential: 295,400 sqm.

Assumptions have been applied for land use mix to estimate how much of the potential floorspace could be residential and how much could be employment. These are:

- Ground floors: average 85% of floorspace is an employment use (to give effect to active street frontage objectives) and 15% is residential.
- Upper floors: average 30% employment and 70% residential.

Further assumptions are used to estimate resident and worker population as follows:

- The average size of a residential apartment unit is 80 sqm net but 95 sqm of gross floorspace (after common areas are included)

- The average number of residents per apartment is 1.8 persons per dwelling (to reflect average apartment sizes)
- The average worker density is 35 sqm of gross floorspace per job (which is a gross average of various retail, office and community service sectors).

These assumptions provide for a potential yield of (rounded):

- 2,280 apartments
- 4,100 residents
- 4,100 workers

Total resident and worker population of 8,200 as a capacity estimate.

Gordon Central is the most significant sub-area in terms of development yield followed by Latrobe Terrace and Gordon West.

Table 2: Estimated Development Capacity in Gordon Avenue Precinct

Urban Design Framework Capacity	Total	La Trobe Terrace	Gordon Central	Gordon West	Part in Precinct
Gross Maximum Floorspace Capacity (m ²)	358,585	131,695	174,883	49,380	2,626
Ground Level Capacity (m ²)	62,848	18,149	35,812	8,230	657
Level 1 + Capacity (m ²)	295,737	113,546	139,071	41,150	1,970
Commercial Floorspace Potential (m ²)	142,142	49,490	72,162	19,341	1,149
Residential Floorspace Potential (m ²)	216,443	82,205	102,722	30,040	1,477
Job (Worker Population) Potential	4,061	1,414	2,062	553	33
Apartment Potential (units)	2,278	865	1,081	316	16
Resident Population Potential	4,101	1,558	1,946	569	28
Total Resident and Worker Population	8,162	2,972	4,008	1,122	61

The following two figures reflect the data.

Figure 5: Estimated Gross Floorspace Development Potential

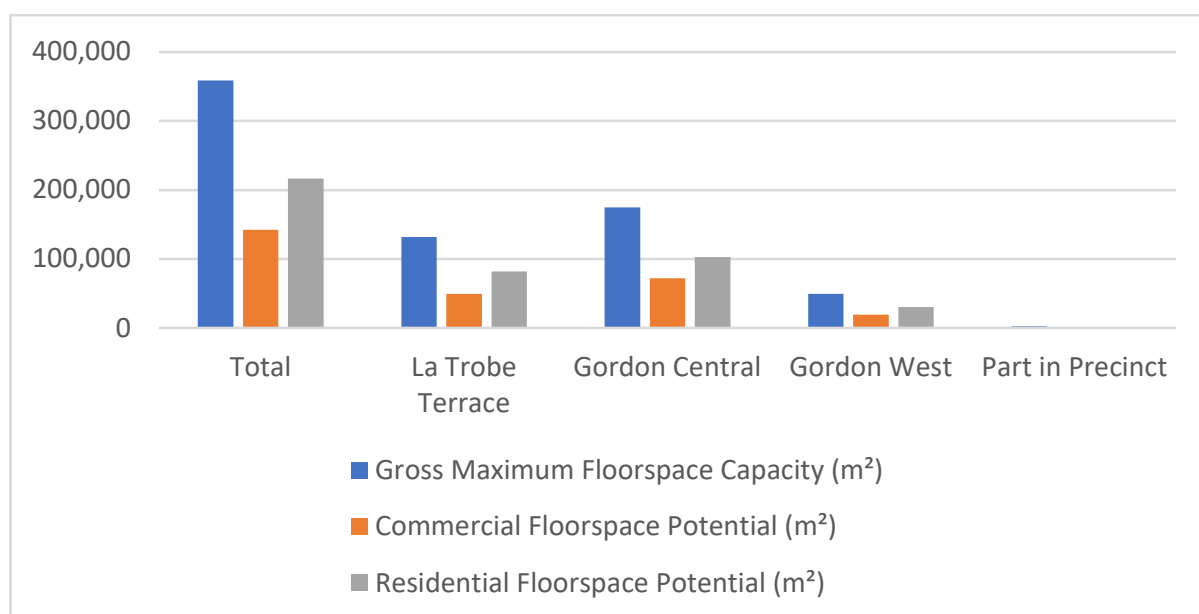
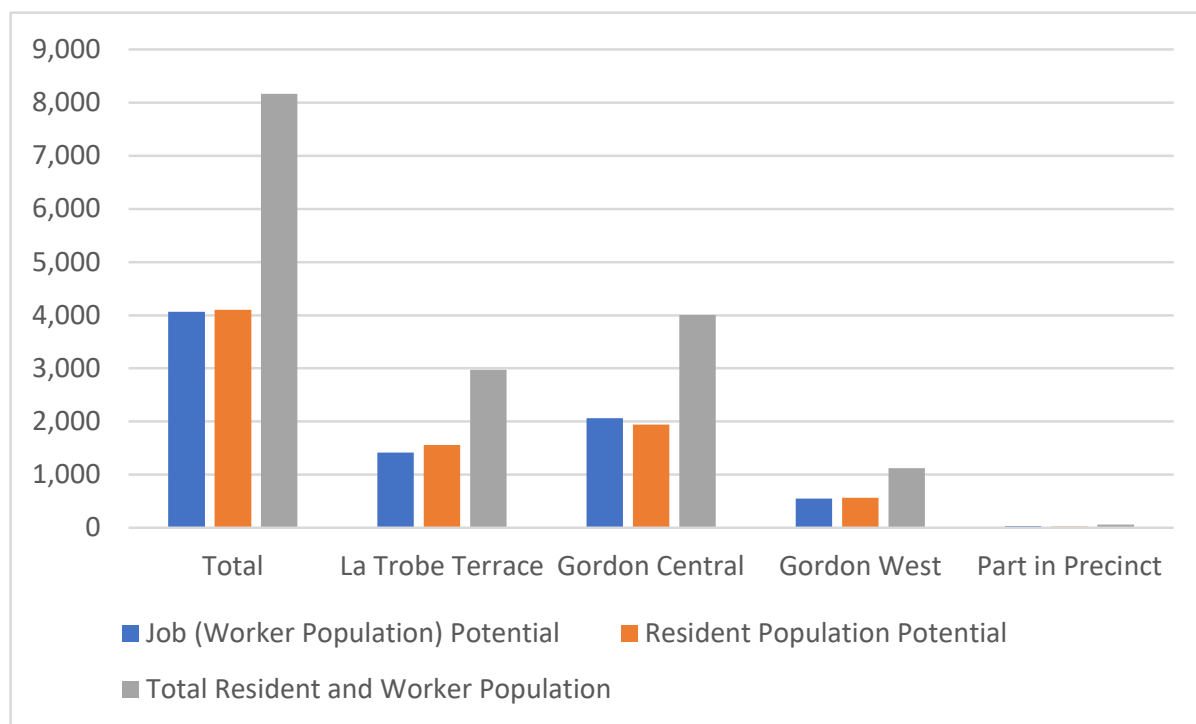


Figure 6: Estimated Resident and Worker Yield Potential



3.3 Sensitivity Test of Assumptions

For information, the following table shows the population results at two extremes: 100% residential development and 100% employment development.

Whilst these scenarios are not expected or likely, this data is provided to put in context the assumptions described above (which are used in the remainder of this analysis). This shows:

- If 100% of development is residential, the area could accommodate 3,780 apartments and 6,800 residents, or
- If 100% of development is employment, the area could accommodate 10,250 jobs.

The adopted assumptions provided for a total 8,200 residents and workers.

Table 3: Sensitivity Test for Estimated Development Capacity in Gordon Avenue Precinct

Urban Design Framework Capacity	Total	La Trobe Terrace	Gordon Central	Gordon West	Part in Precinct
If all floorspace is residential ...					
Residential Floorspace Potential (m ²)	358,585	131,695	174,883	49,380	2,626
Apartment Potential (units)	3,775	1,386	1,841	520	28
Resident Population Potential	6,794	2,495	3,314	936	50
If all floorspace is employment ...					
Commercial Floorspace Potential (m ²)	358,585	131,695	174,883	49,380	2,626
Job (Worker Population) Potential	10,245	3,763	4,997	1,411	75

4.0 POPULATION PROJECTIONS

4.1 Method for Projections

Predicting future development activity in a relatively small established area, on the basis of yet-to-be implemented planning controls, is difficult. There is no clear growth pattern or rate of development to rely upon. Development activity will ultimately be based on a range of factors including:

- Aspirations of land owners (e.g. to continue ownership and use of the property or not)
- The existing use of a site and its value as is
- Development viability and whether a site is worth more to a developer as a development site or whether it is worth more under its current use
- Underlying demand conditions in the region and demand for apartments and new employment floorspace
- The complexity or ease of development a site (e.g. a large, consolidated site in single ownership is easier to develop compared to a site that has been strata titled and has multiple owners and / or lease holders).

These factors have been considered for each site (discrete property) in the study area to generate a ranking in terms of:

- Likely to be developed in the first phase of development post UDF implementation (nominally within 10 years)
- More complicated to develop and likely to be developed in the second phase of development post UDF implementation (nominally 11 to 20 years)
- Less likely to be developed or will not be developed due to a constraint or some development complexity (noted as 21+ years).

Table 4: Site Assessment Considerations

Variable	More likely to redevelop	Less likely to redevelop
Land use	Vacant, low density use	High density use Significant business / organisation
Improvements / buildings	Vacant land Low value improvements	High value Newer buildings
Site size	Large sites	Small site
Ownership	Single	Strat subdivided
Land owner aspirations*	Seek to develop	Recently invested in site

* Note that consultation with land owners regarding plans and aspirations has not been undertaken for this assessment. This component is based on planning applications and recent investment activity to guide an understanding of aspirations.

4.2 Gordon Avenue Precinct Total Projections

These factors were applied to each property to determine a potential development roll out in the study area.

The analysis assumes that ‘easier’ sites will redevelop early and the rate of development diminishes as complexity of redevelopment increases, as follows:

- 177,500 sqm and 4,040 residents and workers in phase 1 (nominally 1-10 years post UDF implementation)
- 125,700 sqm and 2,870 residents and workers in phase 2 (nominally 11-20 years post UDF implementation)
- 55,500 sqm and 1,270 residents and workers in phase 3 (long term or never).

Table 5: Projections for Gordon Avenue Precinct

Development Timeframe	Short Term Development (1-10 Years)	Medium Term Development (11-20 Years)	Long Term Development (21+ Years)	Total New Development
Commercial Floorspace Potential (m ²)	70,170	49,868	22,103	142,142
Residential Floorspace Potential (m ²)	107,331	75,800	33,313	216,443
Total Floorspace Potential (m ²)	177,501	125,668	55,416	358,585
Job (Worker Population) Potential	2,005	1,425	632	4,061
Apartment Potential (units)	1,130	798	351	2,278
Resident Population Potential	2,034	1,436	631	4,101
Total Resident and Worker Population	4,038	2,861	1,263	8,162

The following two figures reflect the data for all three time periods.

Figure 7: Projected Floorspace Development Over Time, Gordon Avenue Precinct

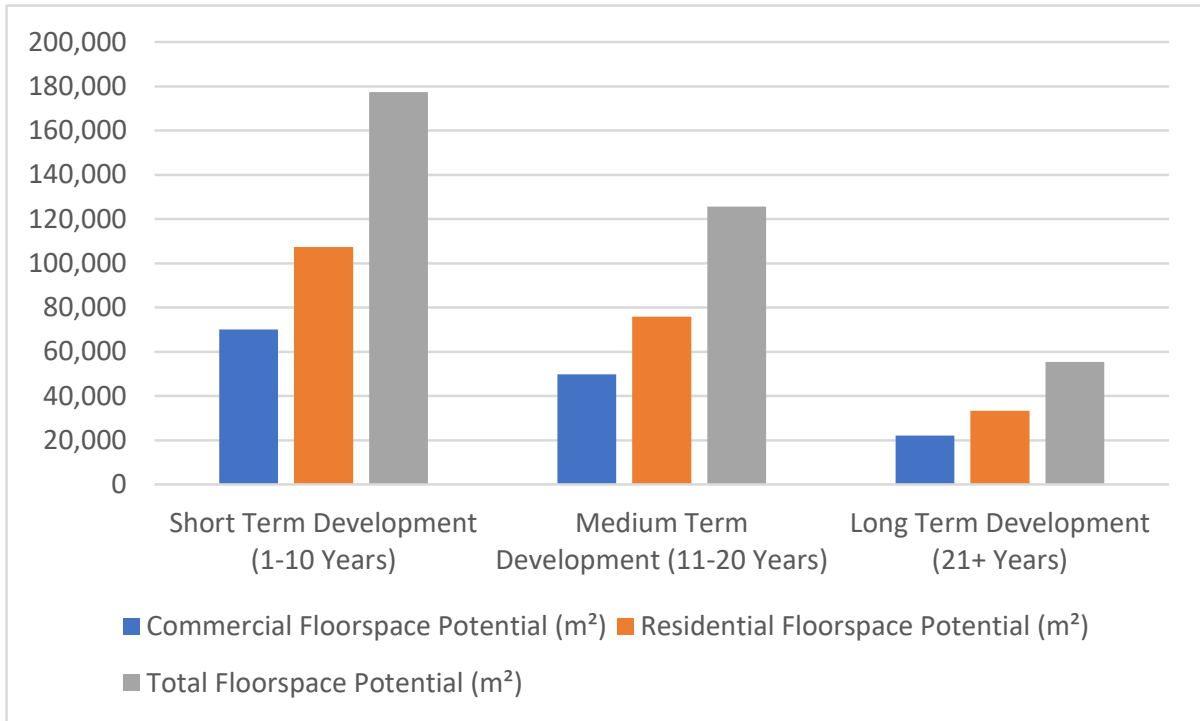
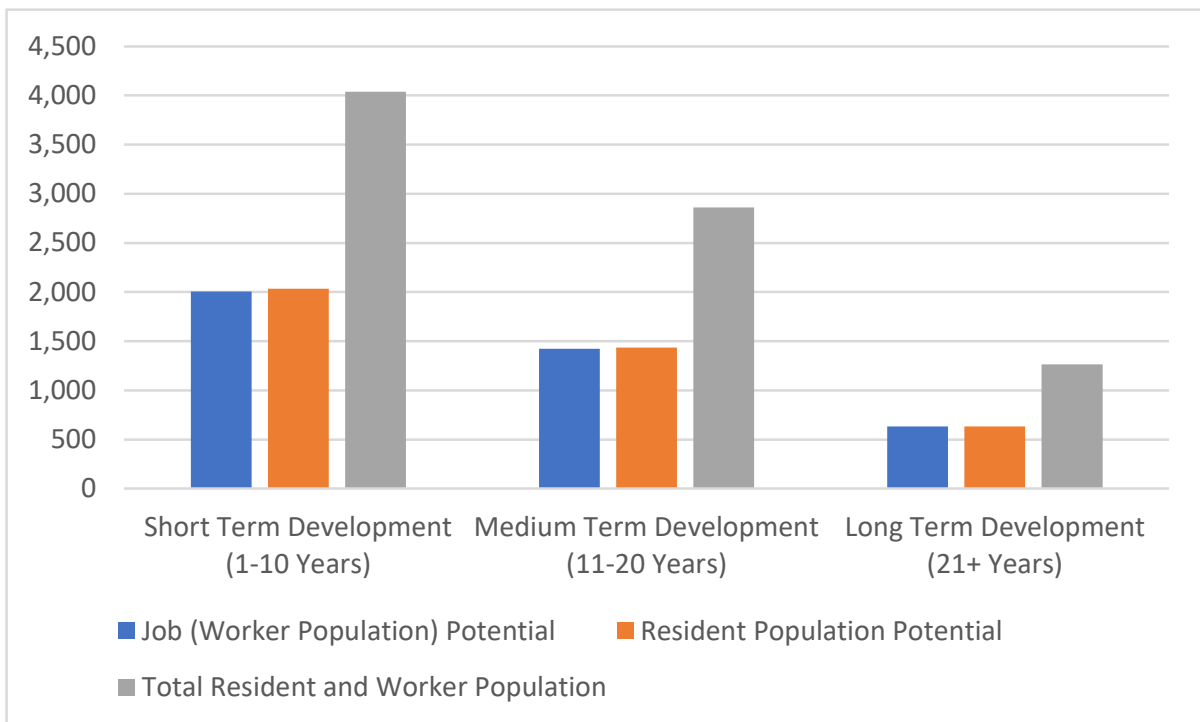


Figure 8: Projected Population Growth Over Time, Gordon Avenue Precinct



4.3 Projections for Character Areas

Data tables and figures for the three character areas are shown below.

Table 6: Projections for Latrobe Terrace Character Area

Development Timeframe	Short Term Development (1-10 Years)	Medium Term Development (11-20 Years)	Long Term Development (21+ Years)	Total New Development
Commercial Floorspace Potential (m ²)	26,142	16,876	6,472	49,490
Residential Floorspace Potential (m ²)	44,017	28,115	10,073	82,205
Total Floorspace Potential (m ²)	70,159	44,991	16,545	131,695
Job (Worker Population) Potential	747	482	185	1,414
Apartment Potential (units)	463	296	106	865
Resident Population Potential	834	533	191	1,558
Total Resident and Worker Population	1,581	1,015	376	2,972

Figure 9: Projected Floorspace Development Over Time, Latrobe Terrace Character Area

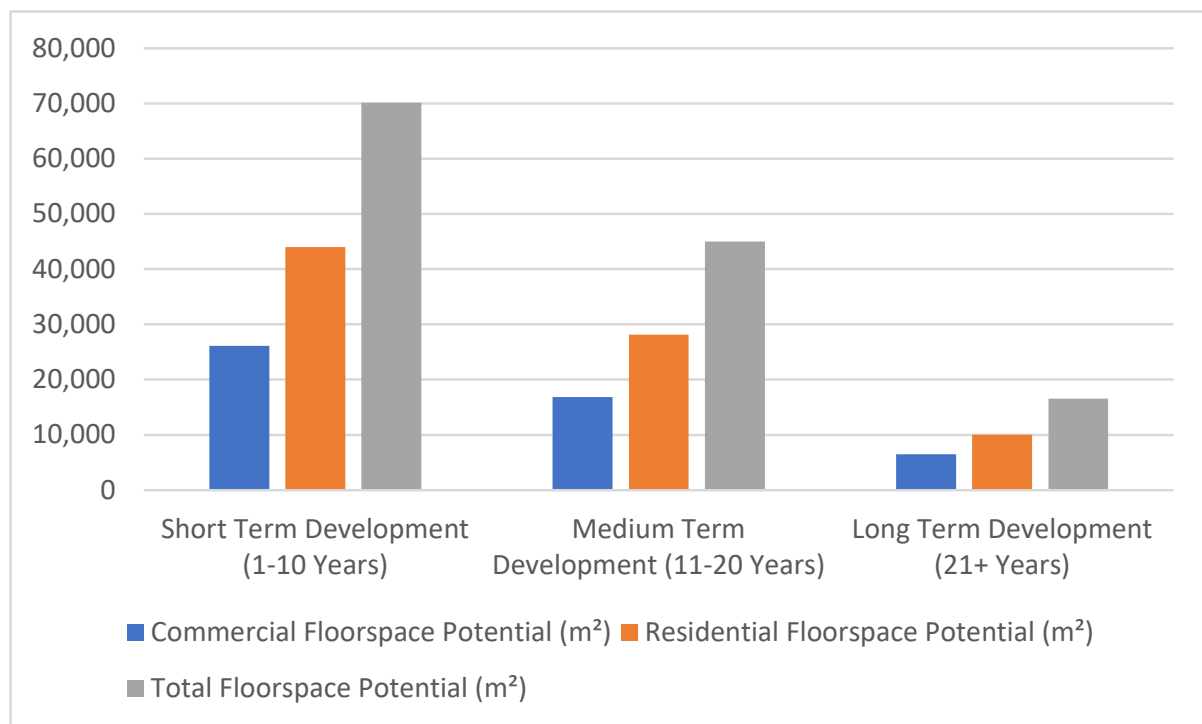


Figure 10: Projected Population Growth Over Time, Latrobe Terrace Character Area

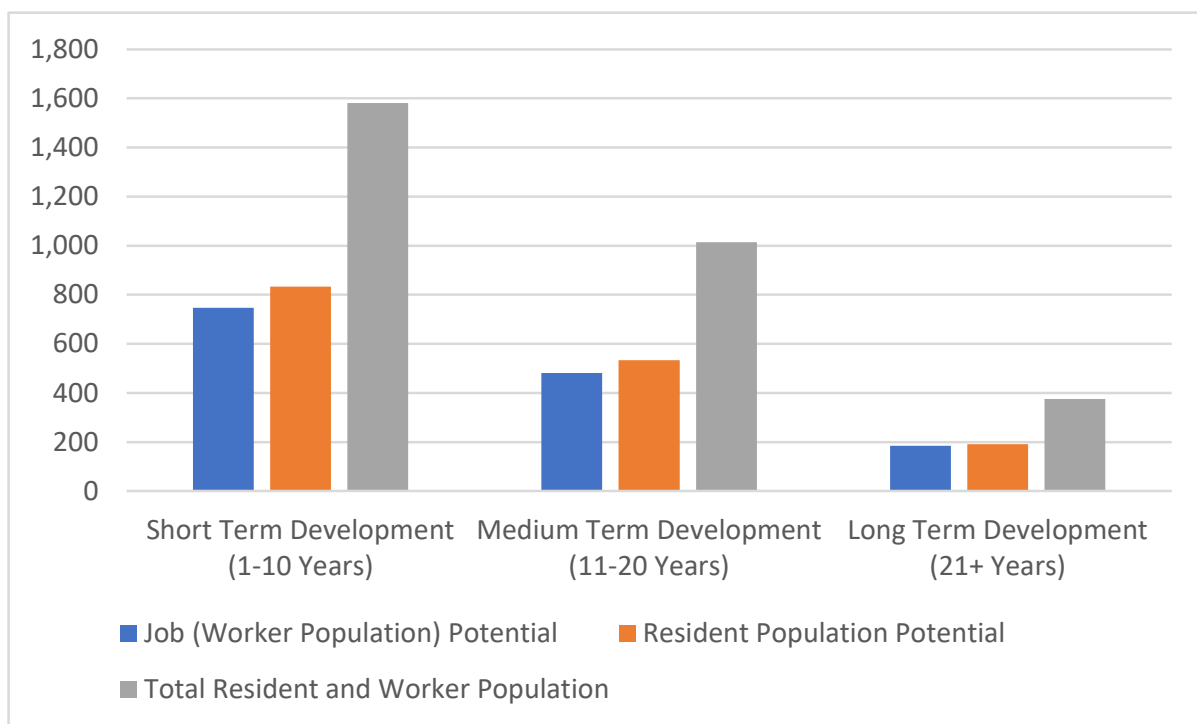


Table 7: Projections for Gordon Central Character Area

Development Timeframe	Short Term Development (1-10 Years)	Medium Term Development (11-20 Years)	Long Term Development (21+ Years)	Total New Development
Commercial Floorspace Potential (m ²)	37,551	27,619	6,992	72,162
Residential Floorspace Potential (m ²)	53,253	39,340	10,129	102,722
Total Floorspace Potential (m ²)	90,803	66,959	17,121	174,883
Job (Worker Population) Potential	1,073	789	200	2,062
Apartment Potential (units)	561	414	107	1,081
Resident Population Potential	1,009	745	192	1,946
Total Resident and Worker Population	2,082	1,535	392	4,008

Figure 11: Projected Floorspace Development Over Time, Gordon Central Character Area

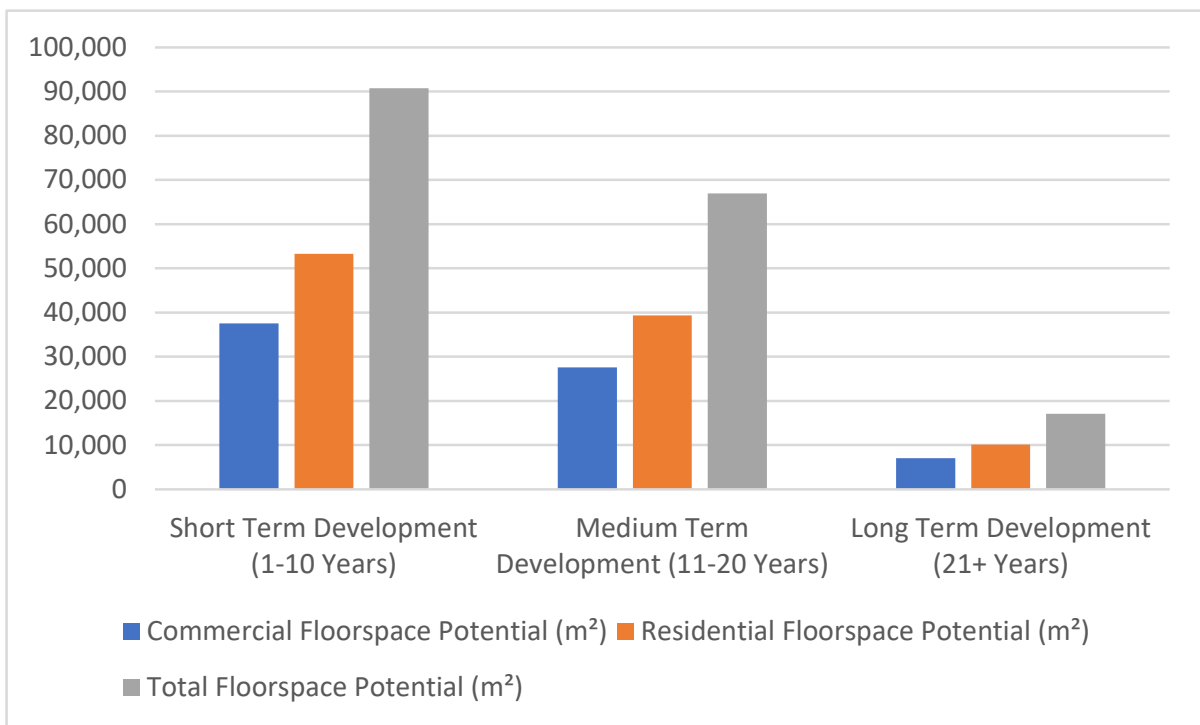


Figure 12: Projected Population Growth Over Time, Gordon Central Character Area

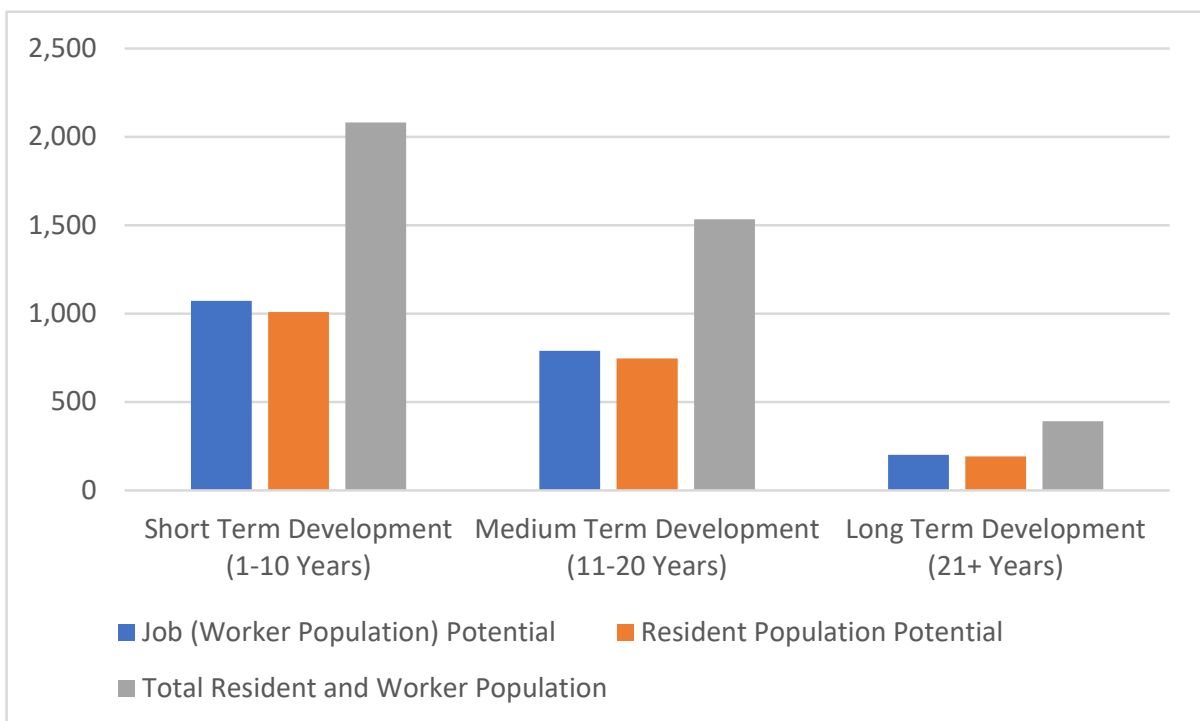


Table 8: Projections for Gordon West Character Area

Development Timeframe	Short Term Development (1-10 Years)	Medium Term Development (11-20 Years)	Long Term Development (21+ Years)	Total New Development
Commercial Floorspace Potential (m ²)	6,478	5,373	7,490	19,341
Residential Floorspace Potential (m ²)	10,061	8,345	11,634	30,040
Total Floorspace Potential (m ²)	16,539	13,718	19,124	49,380
Job (Worker Population) Potential	185	154	214	553
Apartment Potential (units)	106	88	122	316
Resident Population Potential	191	158	220	569
Total Resident and Worker Population	376	312	434	1,122

Figure 13: Projected Floorspace Development Over Time, Gordon West Character Area

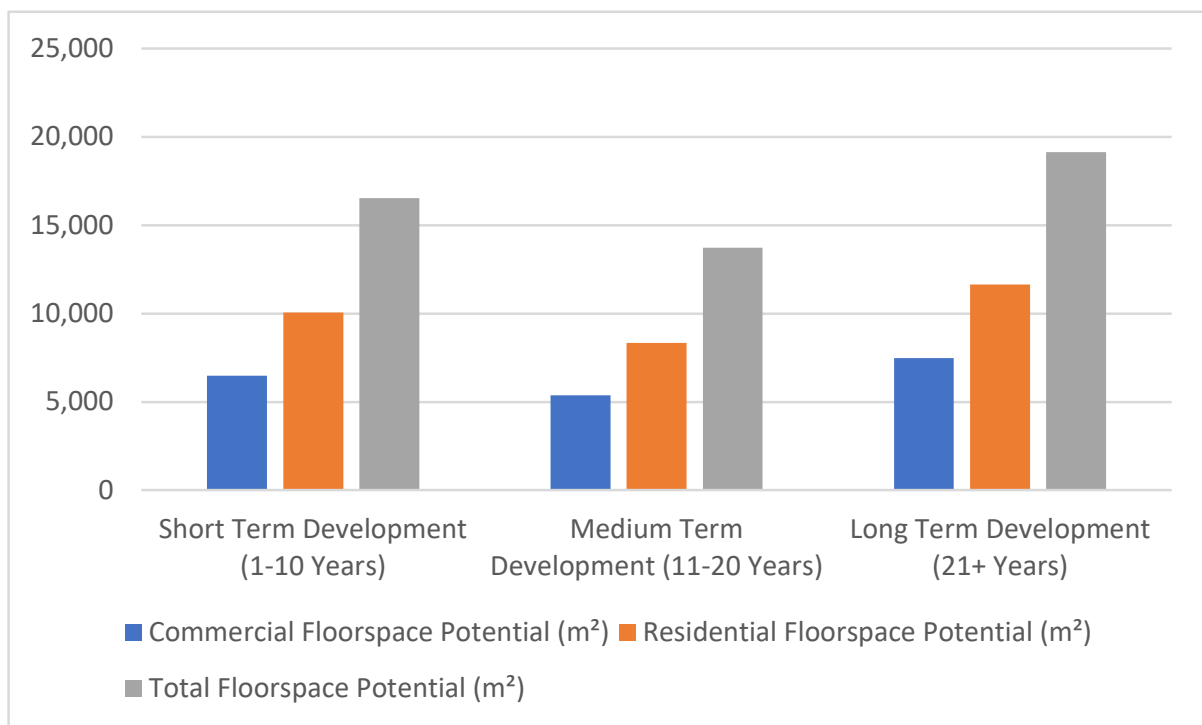
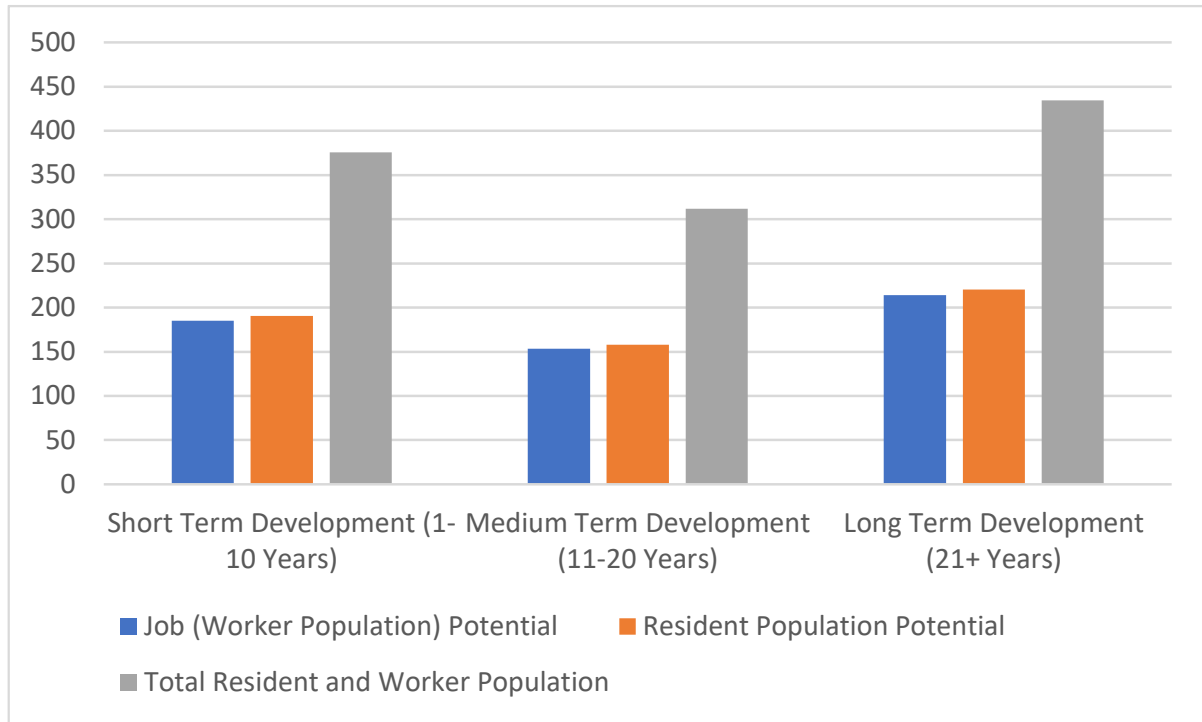


Figure 14: Projected Population Growth Over Time, Gordon West Character Area



5.0 DEVELOPMENT CONTRIBUTIONS PLAN

5.1 Development Contributions Plan Data

For a Development Contributions Plan, it is reasonable to exclude the 21+ year estimate from cost apportionment calculations. This is because a precinct is rarely ever built to full capacity, particularly an established area that requires redevelopment. The longer term development estimate can be used to allow for this outcome.

A further consideration is that sites that are developed, may not be developed to maximum capacity for some reason, such as financial capacity of developers, or willingness of land owners, or for some other reason.

As such, a nominal 20% reduction in floorspace could be used as a lower range estimate for DCP cost apportionment purposes.

This is an important consideration in DCP design because, if development is set too high in a DCP report, and the development does not occur as forecast, the DCP will generate a financial gap between what was forecast and what occurs in reality over time.

- Over-estimating future development has these impacts:
- Levies are set lower than they otherwise would have been (i.e. dividing costs by a lower development number generates a higher levy), and
- Income received from development will be below what is forecast if not all development occurs.

On that basis, to cover development risk, a 20-year DCP could use one of the following estimates:

- High end estimate: 303,200 sqm of gross floorspace and a total resident and worker population of 6,900
- Low end estimate: 242,600 sqm of gross floorspace and a total resident and worker population of 5,520.

Table 9: Recommended Projections for Gordon Avenue Precinct DCP

Development Timeframe	DCP Total (High End)	DCP Total (Low End)
Commercial Floorspace Potential (m ²)	120,039	96,031
Residential Floorspace Potential (m ²)	183,131	146,505
Total Floorspace Potential (m ²)	303,169	242,535
Job (Worker Population) Potential	3,430	2,744
Apartment Potential (units)	1,928	1,542
Resident Population Potential	3,470	2,776
Total Resident and Worker Population	6,900	5,520

6.0 RECOMMENDED PROJECTIONS

This report provides a number of projection estimates and scenarios for the study area.

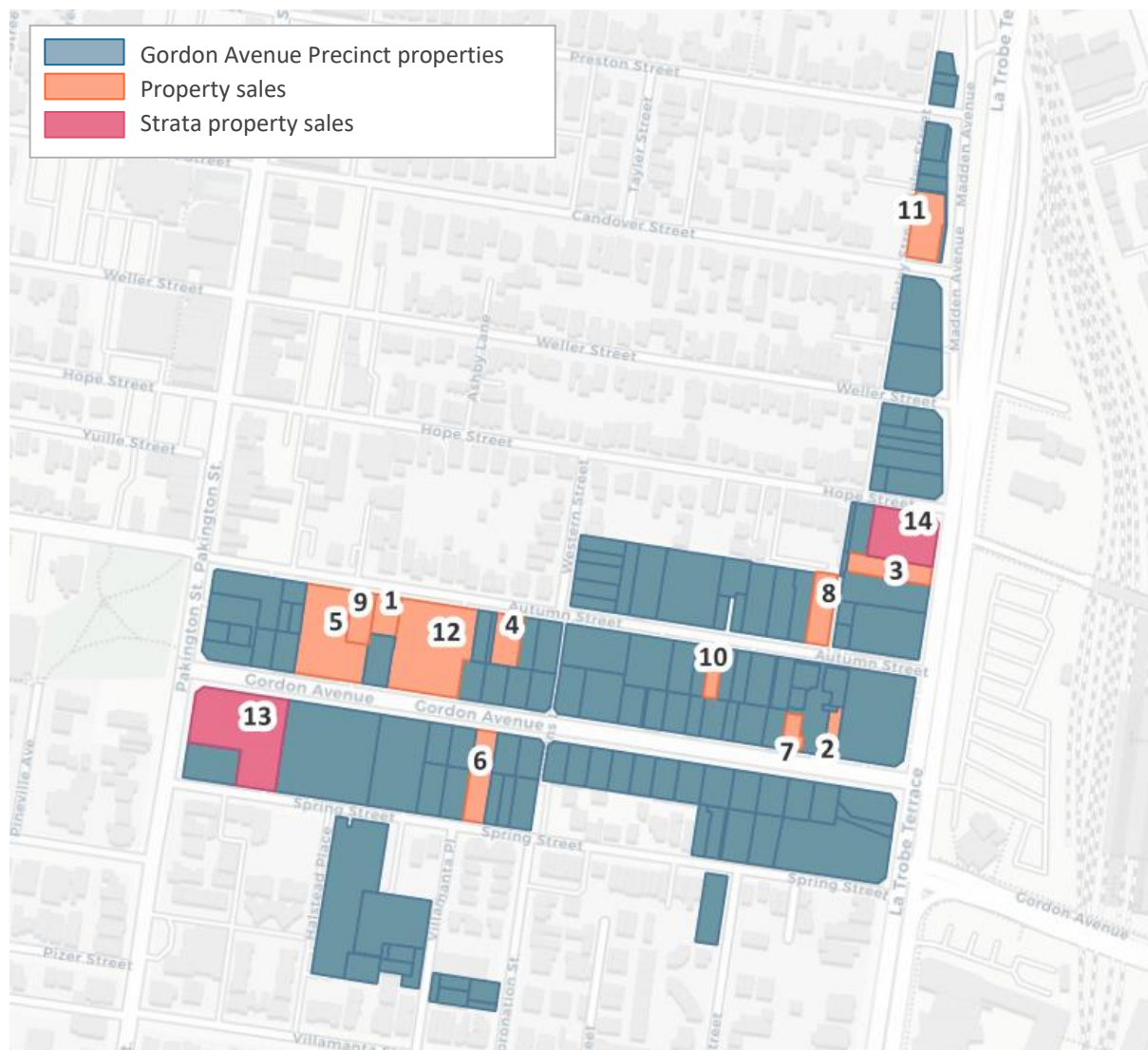
It is recommended that planning studies that relate to matters like population, community facility needs and engineering needs (such as traffic and trip generation) utilise the baseline full development projections generated for this report as follows:

- Section 3 provides an estimate of maximum development capacity (floorspace and population yield)
- Section 4 presents that data in time blocks should a timeline estimate be needed.

However, a Development Contribution Plan (DCP) may need to use a shorter than full development timespan (such as 20 years) and may wish to include a development risk factor in DCP calculations, as explained in the previous report section. Section 5 provides optional development projections data for a 20 year DCP.

APPENDICES

Recent Sales Activity in Area



Map ID	Site area	Sale date	Sale value	Sale value (\$/sqm)
1	441	2020-06-29	\$950,000	\$2,156
2	239	2021-11-30	\$910,000	\$3,800
3	691	2021-07-29	\$880,000	\$1,273
4	604	2020-10-14	\$775,000	\$1,284
5	2,191	2019-08-30	\$4,455,000	\$2,033
6	852	2019-12-18	\$1,525,000	\$1,789
7	275	2021-03-11	\$1,150,000	\$4,179
8	687	2017-12-14	\$1,125,000	\$1,638
9	510	2020-07-10	\$1,050,000	\$2,060
10	293	2021-02-06	N/A	N/A

Map ID	Site area	Sale date	Sale value	Sale value (\$/sqm)
11	910	2019-05-23	N/A	N/A
12	2,922	2017-06-23	\$2,600,000	\$890
Map ID	Building area	Sale date	Sale value	Sale value (\$/sqm)
13	N/A	12-Nov-19	\$2,150,000	N/A
	N/A	30-Aug-18	\$500,000	N/A
	N/A	30-Aug-18	\$500,000	N/A
	108	19-Feb-17	\$1,030,000	\$9,537
	109	1-Jun-21	N/A	N/A
	86	22-Apr-17	\$675,000	\$7,849
	86	16-Apr-18	\$710,000	\$8,256
	75	25-Feb-21	\$533,500	\$7,113
	75	4-Apr-19	N/A	N/A
14	325	5-Jul-19	\$935,000	\$2,877
	400	8-Sep-20	\$980,000	\$2,450
	N/A	16-May-19	\$915,000	N/A

Source: CoreLogic RPData

Recent Investment Activity and Proposals in Area

Address	Land Area (m ²) Adopted	Land Use Description
42-46 Gordon Avenue, GEELONG WEST VIC 3218	2,190	General Purpose Warehouse / Depot / Storage
238 Pakington Street, GEELONG WEST VIC 3218	398	Retail Premises (Single Occupancy)
Suite No. 8/Level No. 1, 226 Pakington Street, GEELONG WEST VIC 3218	119	Retail Premises (Single Occupancy)
21-33 Autumn Street, GEELONG WEST VIC 3218	1,153	Ground Level Parking
21-33 Autumn Street, GEELONG WEST VIC 3218	963	Ground Level Parking
23 Gordon Avenue, GEELONG WEST VIC 3218	361	Retail Premises (Single Occupancy)
39-45 Gordon Avenue, GEELONG WEST VIC 3218	3,693	Retail Premises (Single Occupancy)
50 Spring Street, GEELONG WEST VIC 3218	854	Retail Premises (Single Occupancy)
2 Autumn Street, GEELONG WEST VIC 3218	156	Car Park Open Air
4/2A Gordon Avenue, GEELONG WEST VIC 3218	319	Gymnasium / Health Club
57-59 Autumn Street, GEELONG WEST VIC 3218	510	Special Purpose (built-in technology)

Source: Cordell Connect

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This valuation is prepared on the assumption that the lender or addressee as referred to in this valuation report (and no other) may rely on the valuation for mortgage finance purposes and the lender has complied with its own lending guidelines as well as prudent finance industry lending practices, and has considered all prudent aspects of credit risk for any potential borrower, including the borrower's ability to service and repay any mortgage loan. Further, the valuation is prepared on the assumption that the lender is providing mortgage financing at a conservative and prudent loan to value ratio.
8. HillPDA makes no representations or warranties of any kind, about the accuracy, reliability, completeness, suitability or fitness in relation to maps generated by HillPDA or contained within this report.

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SYDNEY

Level 3, 234 George Street
Sydney NSW 2000
GPO Box 2748 Sydney NSW 2001
t: +61 2 9252 8777
f: +61 2 9252 6077
e: sydney@hillpda.com

MELBOURNE

Suite 114, 838 Collins Street
Docklands VIC 3008
t: +61 3 9629 1842
f: +61 3 9629 6315
e: melbourne@hillpda.com

WWW.HILLPDA.COM
