

Low- and Mid-Rise Housing: Station and Town Centre Selection Form

We would like to work with council to determine which station and town centres precincts are suitable to be included in the policy. We have undertaken a preliminary screening to eliminate the most unsuitable station and town centres based on location and service levels (refer to the Policy Refinement Paper for details).

We request that council review the initial list of stations and town centres in the form below and select either '**Yes**' (include) or '**No**' (request to exclude) for each station and town centre.

If you select 'No' to any station or town centre, we request that **reasons are provided** having consideration for the assessment criteria below.

If you could please **complete and return the form at least 1 business day prior to the workshop**, this will ensure we can have a productive meeting.

Assessment criteria for further exclusions of station and town centres

We will assess the reasons provided by council for proposed further exclusions of stations and town centres from the initial list. The initial lists are intended to be preliminary screenings designed to eliminate the most unsuitable stations and centres, focusing on location and service levels without considering other factors.

The factors that the Department will consider for further exclusions will include, but are not limited to, the following:

- **Essential infrastructure:** These concerns should be critical and urgent, rather than general issues that can be addressed over time. Essential infrastructure includes water, sewage, stormwater, and electricity.
- **Road infrastructure:** These issues should be critical and urgent, rather than general issues that can be addressed over time. General traffic management is not considered a critical issue.
- **Quality of train service:** The initial screening included frequencies, distance to major hubs, and co-location with town centres, so the remaining issues may relate to capacity or reliability.
- **Quality of bus services in town centres:** The initial screening included a basic bus service screening for town centres, the remaining issues may relate to capacity, reliability, and frequency.
- **Level of service of town centres:** The initial screening was for the presence of a major supermarket, which was intended to predict the overall level of service of a centre. There may be some centres that contain a major supermarket, but do not have an adequate range of other frequently needed shops and services.
- Land constraints and environmental risks within the precincts will be dealt with separately via direct land exclusions in Refinements 5, 6 and 7 (refer to Policy Refinement Paper)

Woollahra – Station and Town Centre selections form

Station and Centre Precincts	Location and description	Council Response: Include?	Council Response: If no, please provide key reasons?
Town centre precincts	Double Bay Town Centre	No	<ul style="list-style-type: none"> See a detailed response below.
	Edgecliff Shopping Centre	No	<ul style="list-style-type: none"> See a detailed response below.
	Rose Bay North (Old South Head Road)	No	<ul style="list-style-type: none"> See a detailed response below.
	Rose Bay (New South Head Road)	No	<ul style="list-style-type: none"> See a detailed response below.
Stations precincts	Edgecliff Station	No	<ul style="list-style-type: none"> See a detailed response below.

Key Points and recommendations

1. Staff strongly object to the proposed precincts of Edgecliff, Double Bay, Rose Bay (New South Head Road) and Rose Bay North (Old South Head Road) based on immediate and evidenced infrastructure capacity issues relating to water and sewerage, road infrastructure, train and bus network servicing, amenities/services, schooling and open space. We also object to the onus being placed on councils to produce information on key public services (e.g. sewerage) that are outside of our jurisdiction. We have also identified concerns related to lack of consideration of flooding/hydrology and acid sulfate soil risks.
2. We strongly oppose the application of non-refusal standards from adjoining LGAs, including the proposed precincts at Bondi Junction, Bondi, Darlinghurst and Potts Point / Kings Cross / Rushcutters Bay based on the same issues outlined in Point 1 above.
3. Heritage significance will be greatly impacted by the proposed precincts. The refinement paper suggests that changes would eliminate instances of a six storey mid-rise in a 1-2 storey heritage context by not applying standards in employment zones and collaborating to address concerns with the R1 General Residential zone. However, the above changes do not address the issue, as later discussed. We strongly recommend that if the reforms proceed, the non-refusal standards do not apply to heritage significant areas of the R2 Low Density Residential and R3 Medium Density Residential zones.
4. The revised guidance-level landscaping provisions and reduced FSR proposed (2.2:1) will not alleviate the poorer tree canopy outcomes under the reforms when compared to our local controls. The provisions would still likely override *Woollahra Development Control Plan 2015* (Woollahra DCP 2015) controls and decrease tree canopy and deep soil areas. If the changes proceed, Council would be pressed to meet the *Woollahra Urban Forest Strategy's* goal of 30% tree canopy cover by 2050. We would similarly struggle to achieve the NSW Government's ambitious 40% tree canopy target by 2036.
5. There is insufficient time for staff to respond to the proposed precincts and refinement paper. To meaningfully respond, staff would need to undertake detailed GIS research, commission transport studies, and obtain information from relevant authorities. As part of this response, staff have reached out to Sydney Water and Ausgrid for feedback on servicing requirements but further time is required to receive their comments.
6. The station and town centre precinct selections that have been proposed by the Department would have unprecedented impacts on the character of the Woollahra LGA. In light of the scale of the impacts and the proposed development standards, decisions on whether Council agrees or disagrees with the proposed precincts is not a decision that staff have the delegation to make. The information included in this response document are the views of Council staff only. Any determinations on the suitability or otherwise of the station and town centre selections are ultimately decisions for the elected Councillors of Woollahra Council in due course.

Introduction

The Woollahra Local Government Area (LGA) is a well-established in-fill area in the Eastern District of Greater Sydney with higher than average levels of both dwelling and population density compared to Greater Sydney and other comparable LGAs. Further detail is provided below:

- Information from the Australian Bureau of Statistics (ABS), dated 30 March 2021, identifies that the Woollahra LGA is the seventh densest LGA in Sydney, with a density of 4,363 people per square kilometre and a total population of 53,496;
- The population density is shown to be considerably higher for the suburbs of Double Bay (5,886 people per km²), Edgecliff (8,331 people per km²), Paddington (7,938 people per km²) and the Woollahra suburb (5,886 people per km²).
- Dwelling density in our area exceeds many other comparable areas in Sydney, with 76.6% of dwellings being medium or high density, compared to 43.5% in Greater Sydney. This is clear in areas such as Double Bay and Edgecliff, where high density living is the norm comprising of 76.6% and 69.9% respectively; and
- Our area has higher than average dwelling diversity comprising of 55.6% apartments, 21% terraces and townhouses, and only 22.3% detached houses (ABS Census 2021).

Woollahra Council has successfully delivered on the requirements set out in the *Eastern District Plan*, which implements the *Greater Sydney Plan – a Metropolis of Three Cities*. The proposed reforms have no regard for the strategic planning work of Council in delivering additional housing in our area. We have met and exceeded the five year housing target (2016/17 to 2020/21) (300 + 212 extra dwellings) and are on track to meet the 6-10 year target. Between November 2016 to May 2023, 727 net additional dwellings have commenced or completed construction. We are implementing the region and district plan through best practice strategic planning, using a place based approach to inform local plans and strategies with appropriate community consultation.

The proposed changes would fundamentally undermine our carefully crafted, place-based plans developed over the last 20 years in consultation with our community. The reforms do not account for the recently adopted, Council-led strategies for the Edgecliff Commercial Centre (ECC) and Double Bay Centre, which will produce up to 615 and 300 net additional dwellings respectively. In addition to these figures, under the current planning controls, the ECC has an existing capacity for up to 830 dwellings, and Double Bay Centre has an existing capacity for 360 new dwellings.

Another significant issue with the reforms is the unintended effect of net dwelling loss, and subsequent consequences of creating more expensive dwellings (decreasing affordability) and less housing diversity. This is already an emerging issue being experienced by inner Sydney LGAs including Woollahra, Waverley and the City of Sydney. High value land with older apartment buildings is being redeveloped, or smaller sized dwellings are being renovated to create larger dwellings with three bedrooms or more. The NSW Government needs to recognise and respond to this issue in order to ensure that land for housing is being used efficiently.

In summary, we have significant concerns with the proposed station and town centre precincts for our area and strongly object to their implementation. We urge the NSW Government to recommit to a sound strategic planning framework, aligned with state infrastructure provision, and to collaborate with councils on an alternative best practice planning response to meet the five-year housing target under the National Housing Accord.

Edgecliff Commercial Centre (Proposed Station and Town Centre Precinct)

Overview

The information provided by the Department refers to the Edgecliff Shopping Centre and Edgecliff Station as two separate precincts. As the retail area in Edgecliff directly adjoins the station, and they both share the same E1 Local Centre zoning, we have referred to them collectively as the Edgecliff Commercial Centre (ECC in this response). The ECC is approximately 2.9km east of the Sydney CBD. The Edgecliff suburb itself is characterised by 93.5% medium and high density housing with a low percentage of separate housing, as shown in **Table 1**. It is surrounded by the densely populated suburbs of Double Bay, Darling Point, and Paddington.

Suburb	Low density	Medium density	High density
Edgecliff	5.8%	23.6%	69.9%
Double Bay	13.4%	8.9%	76.6%
Darling Point	6.5%	5.9%	87.1%
Paddington	6.6%	60.5%	31.8%
Woollahra LGA	22.3%	21%	55.6%
Greater Sydney	55.8%	12.8%	30.7%

Table 1: Dwelling structure by density in Edgecliff and surrounding suburbs comparison with Woollahra LGA and Greater Sydney (ABS, Census 2021)

Extent of proposed station and town centre precinct

The refinement paper has confirmed that E1 Local Centre and MU1 Mixed Use Centre zoned land will be included in station and town centre precincts, but would not be subject to the proposed non-refusal standards. While we do not support a precinct in the ECC, if the Department proceeds, the MU1 zoned land should not be included as part of the centre on the basis that the supermarkets, station and amenities/services are located within the land zoned E1 Local Centre. The commercial core is the focal point for the ECC, providing connection to the train network and the bus interchange. The MU1 zoned land is geographically separate to the commercial core, and is a linear strip of land along the state road, New South Head Road that does not meet the criteria for a suitable level of services and amenity for inclusion.

Existing zoning, development standards and heritage conservation areas

Council has already recognised the important function of this centre and has started planning for increased development on land zoned E1 Local Centre and MU1 Mixed Use. On 29 April 2024, Council endorsed the *Edgecliff Commercial Centre Planning and Urban Design Strategy* (the Edgecliff Strategy). As detailed previously, the Edgecliff Strategy will create up to 615 additional new dwellings, on top of the current planning controls that allow up to 830 dwellings.

Surrounding the centre, the existing controls have appropriate floor space ratio (FSR) and building heights that respond to our desired future character and its heritage significance. Despite the surrounding area consisting largely of heritage conservation areas (HCAs), they already have an existing density that is higher than most parts of Greater Sydney.

The extent of the HCAs with R3 Medium Density Residential zoning is shown below in **Figure 1**.

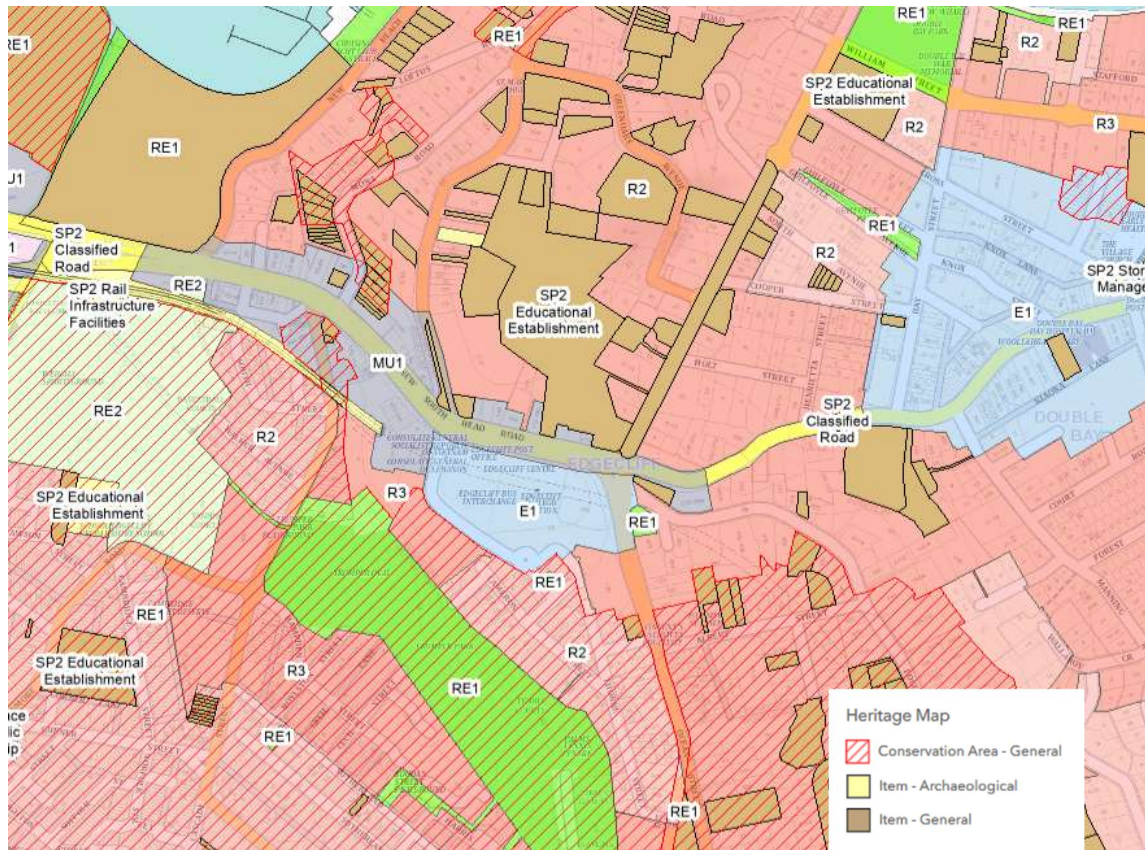


Figure 1: Edgecliff E1 Local Centre existing land use zoning and surrounding heritage

Flood risk

Paddington has a significant history of flooding. Notable floodings events have occurred in November 1984, January 1989, March 1989, January 1991, April 2012, April and August 2015 and February 2017. These events have been the result of high intensity rainfall.

In 2019, Simulations Solutions completed the *Paddington Floodplan Risk Management Study and Draft Plan* that revealed a medium to high flooding risk in Paddington within the proposed Edgecliff station and town centre precinct (**Figure 2**). It was recommended that any development intensification, such as the consideration of higher density planning controls, must ensure there are no adverse impacts on flooding. This would require new planning controls to be rigorously tested, which has not occurred as part of the proposed reforms.

In line with the Department's 2021 Flood Prone Land Package, planning authorities are required to assess planning proposals in accordance with *Section 9.1 Ministerial Direction - 4.3 Flooding - for planning proposals* that create, remove or alter a zone or a provision that affects flood prone land.

If the relevant assessments have not been completed, then staff recommend that flood prone land should be excluded as increases in density in a certain area may not be compatible with the relevant LEP clause.

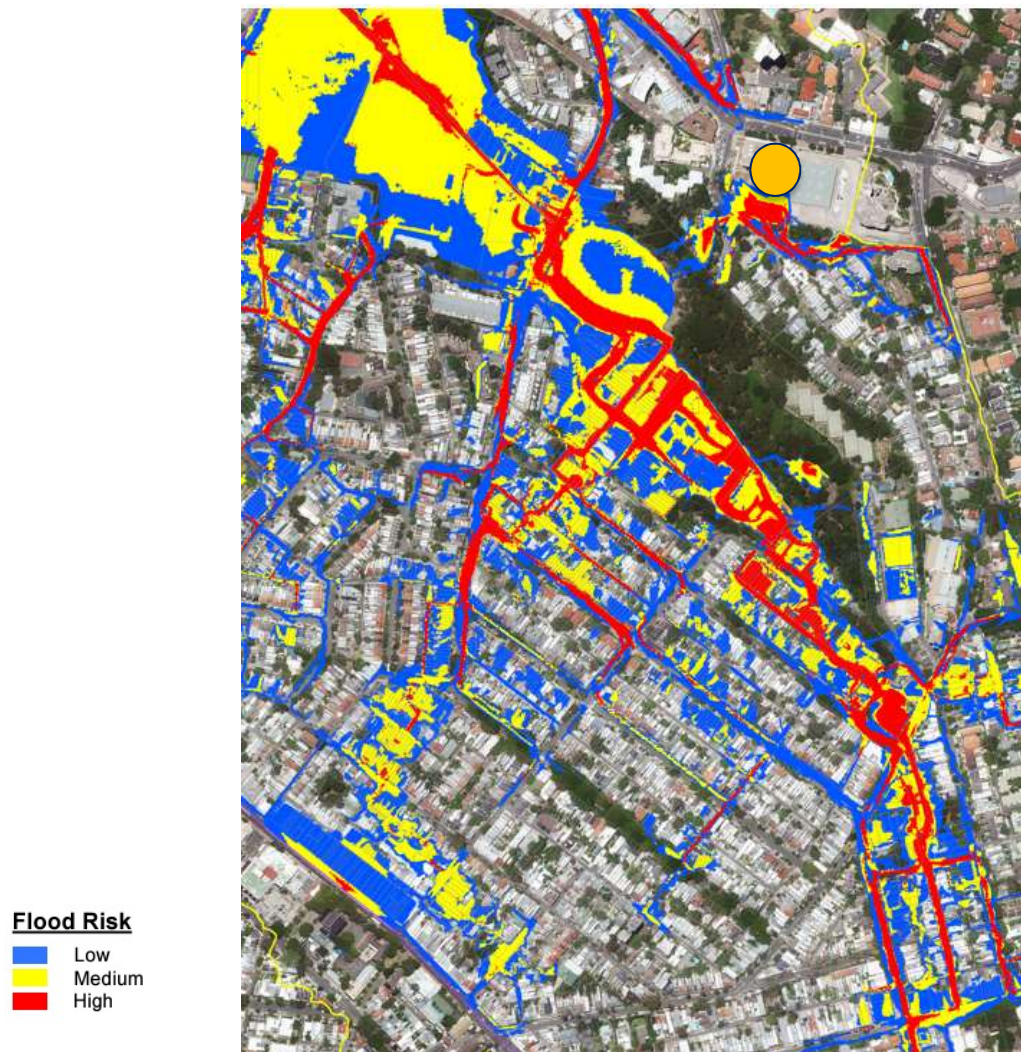


Figure 2: *Paddington flood risk mapping (Simulations Solutions, 2019), orange circle denoting Edgecliff Station.*

Response to criteria in the form provided relating to service provision and infrastructure

Council staff have not had sufficient time to undertake a full assessment of service and infrastructure provision. However, we are able to provide some information in response to the criteria provided.

In February 2024, Council provided a submission on the reforms that highlighted the infrastructure constraints already facing our area. This was supported by comments from the Sydney Morning Herald on 11 December 2023, in an article that discussed the limited additional growth potential for Edgecliff:

Planning Minister Paul Scully has revealed that key suburbs in the east including Bondi Junction and Edgecliff were “currently limited in additional growth” because of constraints on infrastructure that proved difficult to overcome.

The Minister also noted:

“There are part of Sydney’s east that area currently limited in additional growth because of limited sewer and water infrastructure. Edgecliff as just one example is one of those”.

The Sydney Morning Herald article also stated:

The government provided Opal card data for both Bondi Junction and Chatswood to point to its transport infrastructure already being at “high capacity”.

More specifically, the following constraints exist for Edgecliff:

- **Road Infrastructure:** A recent study by SCT Consulting (2024) found the intersection of New South Head Road / Glenmore Road / Mona Road was performing poorly. It is already at capacity for AM peak hour (7:15am to 8:15am) and PM peak hour (5:00pm to 6:00pm) traffic. This intersection is a key point of access to the ECC from surrounding residential land in Paddington and Darling Point, which would be significantly affected by the reforms. This performance modelling was also done outside of school pick up and drop off hours, where 400m queues along New South Head Road and into the side streets are common.
- **Schools:** The need to accommodate a new public high school is an immediate concern, with Rose Bay Secondary College at 96% capacity and the Inner Sydney High School at 93% capacity. School Infrastructure NSW noted these capacity issues in their submission to the Edgecliff Strategy when exhibited. Primary schools in the area are also facing capacity constraints, with Woollahra Public School being over capacity at 102%, Glenmore Road Public School at 99% capacity and Double Bay Primary School at 81% capacity.
- **Open Space:** The *Woollahra Recreation Strategy 2023* found the Woollahra LGA has a deficiency of open space, and from a planning perspective, few opportunities to increase the quantity. Our area’s high to medium density living environment, combined by the popularity of our open spaces with visitors, has created high demand for quality open spaces. It is likely that new residents of this centre would not enjoy a sufficient supply of open space at surrounding parks such as Trumper Oval.
- **Quality of bus services in town centres:** Bus Opal Assignment Model (BOAM) information, obtained from TfNSW (2023) and reported by SCT Consulting (2024) shows there are multiple bus services over capacity at peak times for Edgecliff. There would be limited ability to provide more, given existing congestion issues through the area.

Conclusion and recommendations for Edgecliff Commercial Centre (Proposed Station and Town Centre Precinct)

For the reasons outlined above and in our previous submission, staff strongly recommend the proposed station and town centre precinct for Edgecliff should be excluded due to existing densities, infrastructure limitations and impacts on heritage significance.

Double Bay (Proposed Town Centre Precinct)

The Double Bay Centre is approximately 5km east of the Sydney CBD. It sits on the state road, New South Head Road, which serves as a link to Sydney CBD, the Cross City Tunnel and the Eastern Suburbs more broadly. The Double Bay suburb itself is characterised by 85.5% medium and high density housing including, as shown in **Table 2**.

Suburb	Low density	Medium density	High density
Double Bay	13.4%	8.9%	76.6%
Woollahra	17.8%	31.1%	50.4%
Woollahra LGA	22.3%	21%	55.6%
Greater Sydney	55.8%	12.8%	30.7%

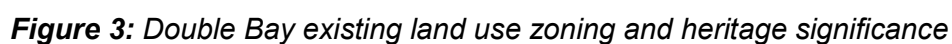
Table 2: Dwelling structure by density in Double Bay and surrounding suburbs comparison with Woollahra LGA and Greater Sydney (ABS, Census 2021)

Extent of proposed station and town centre precinct

The refinement paper indicates that E1 Local Centre zoned land would not be subject to the non-refusal standards. While we do not support Double Bay Centre's inclusion as a precinct, if the reforms proceed we support the standards not applying to the land zoned E1 Local Centre.

Existing zoning, development standards and heritage conservation areas

Council has already recognised the important function of this centre and on 27 November 2023 Woollahra Council endorsed the *Double Bay Centre Planning and Urban Design Strategy* (the Double Bay Strategy). The Strategy will create 300 new dwellings, in addition to the current controls which have a capacity of 360 new dwellings. Surrounding the centre, Council controls are appropriately designed with FSRs and building heights that respond to our desired future character and retain significant heritage in the area as shown in **Figure 3** below.



The reforms do not exclude land with acid sulfate soils. This issue particularly affects Double Bay which has large areas classified as most likely to be affected by acid sulfate soils (Class 1 and Class 2), as shown in **Figure 4** below. These classifications require works below natural ground level or works where the water table is likely to be lowered to be assessed for potential hazards. In the LEP making process, planning authorities are required to assess planning proposals in accordance with *Section 9.1 Ministerial Direction - 4.1 acid sulfate soils - for planning proposals* that propose intensification of land uses for land that has a probability of containing acid sulfate soils.

Department of Planning, Housing and Infrastructure

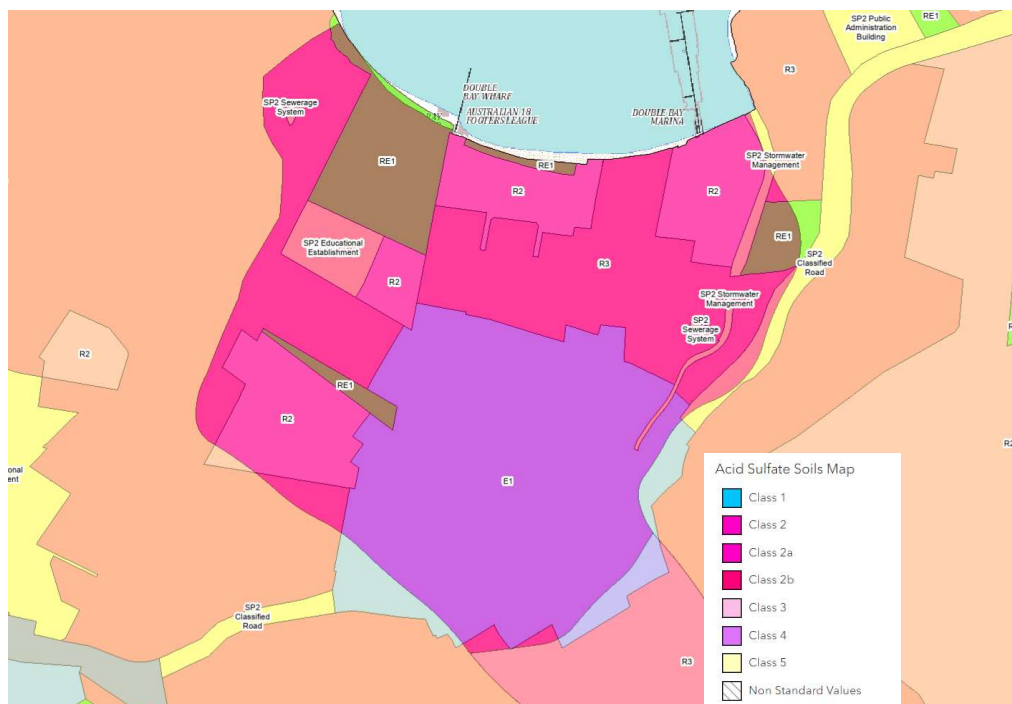


Figure 4: Double Bay Acid Sulfate Soils Map

Flood risk

In 2008, Bewsher Consulting completed the *Woollahra Municipal Council - Double Bay Catchment Flood Study*, which revealed extensive medium to high flood risk across Double Bay, as shown in **Figure 5** below. In 2011, Bewsher Consulting completed the *Double Bay Catchment Floodplan Risk Management Study and Plan* to help inform best practices responses to flooding issues. It was recommended that any increase in density be informed by detailed testing.

The proposed reforms do not meet the requirements that would be needed to increase height and FSR controls under a planning proposal to consider whether the proposed development standards are commensurate with the level of flood risk. In line with the Department's 2021 Flood Prone Land Package, planning authorities are required to assess planning proposals in accordance with *Section 9.1 Ministerial Direction - 4.3 Flooding - for planning proposals* that create, remove or alter a zone or a provision that affects flood prone land.

As shown in **Figure 5** below, the proposed standards would cover a large area of Double Bay that is at flood risk. A specific study is required to assess the impact of the proposed standards on Double Bay in their entirety. This is a best practice approach, rather than applying uniform development controls and leaving the assessment of the suitability of those controls to development application stage.

If the relevant assessments have not been completed, staff recommend that flood prone land should be excluded as increases in density in a certain area may not be compatible with the relevant LEP clause.

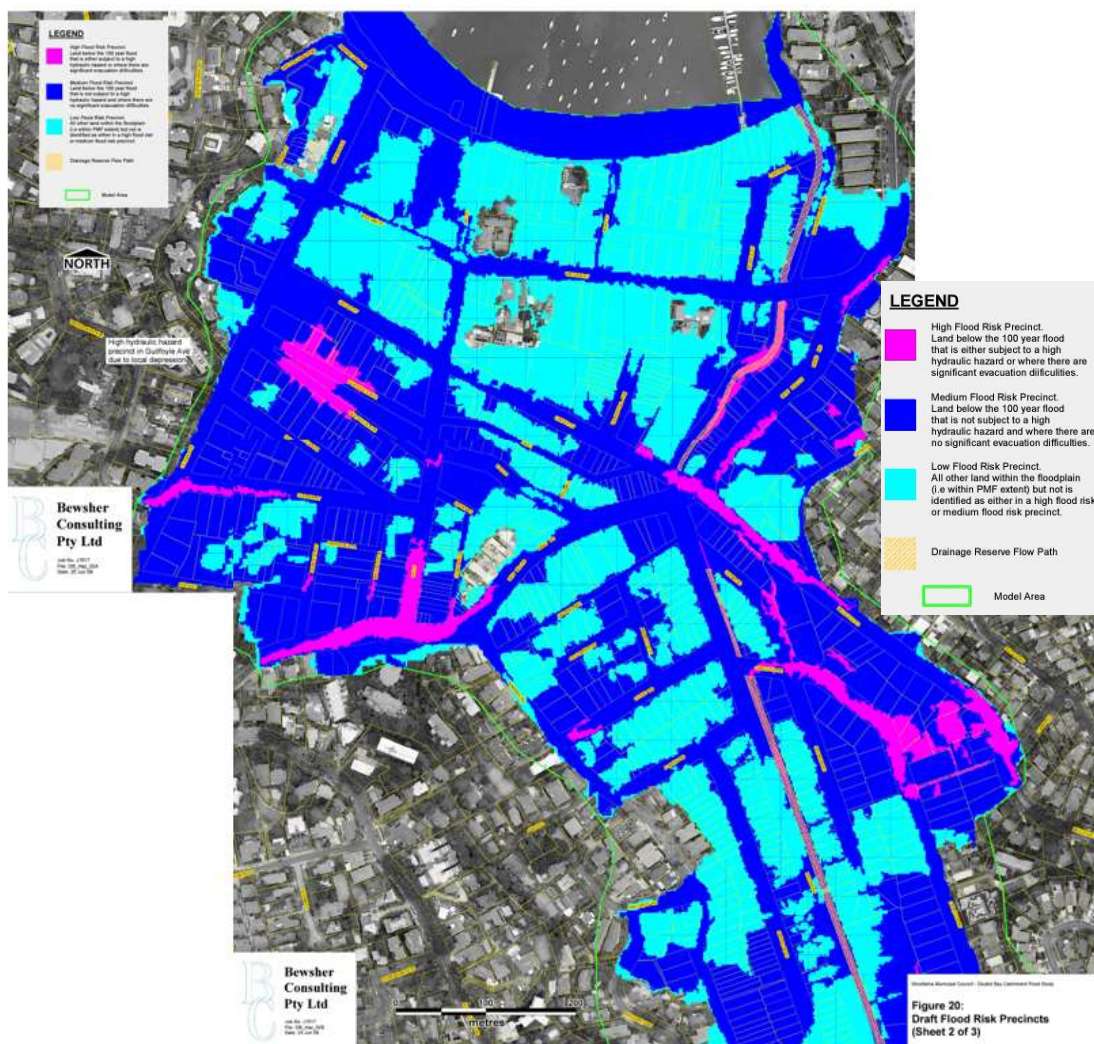


Figure 5: Double Bay catchment flood risk mapping (Bewsher, 2008)

Groundwater hydrology

The reforms do not account for the issue of groundwater drawdown as a consequence of underground structures from increased development under the proposed controls. This is particularly relevant for Double Bay, which has a very high water table and complex hydrogeological conditions.

In **Figure 6**, Zone A is shown in red, being areas of high sensitivity to drawdown due to ground conditions. In these areas, higher settlement magnitude is more likely to occur and adversely impact adjoining properties. In Zone B (orange), sites are moderately sensitive and can be affected by drawdown due to a thicker compressible layer of soil located at a deeper strata. These issues require consideration in the implementation of new controls.

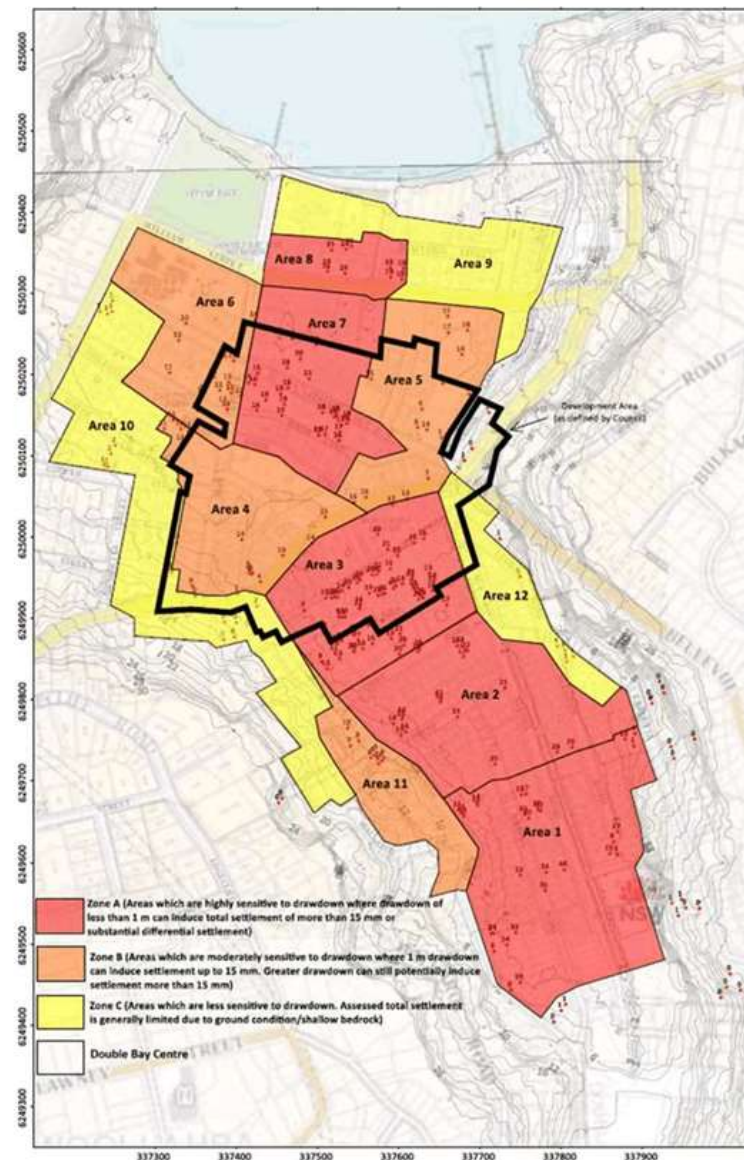


Figure 6: Settlement Zones in the Double Bay Catchment Area, as identified by GHD (Source: GHD report)

Response to criteria in the form provided relating to service provision and infrastructure

Again noting that staff have not had sufficient time to undertake a full assessment of service and infrastructure provision, we provide the following comments:

- **Water and sewerage infrastructure:** Edgecliff was excluded from the Transit Oriented Development (TOD) reforms due to water and sewerage constraints, with little scope to increase these services. In reviewing what information we have, staff expect this issue to similarly affect Double Bay, which relies on the same infrastructure. Additional development will likely put further pressure on the Bondi Treatment Plant and mains that feed through the area. Staff have requested updated statistics from Sydney Water, however, due to the lack of sufficient time, we have not received a current servicing assessment for the area.

- **Electricity grid:** No information has been supplied to Council to demonstrate how the electricity grid could accommodate rapid population growth under the reforms. Staff are currently liaising with Ausgrid to determine exact capacity constraints. We recommend the implementation of the reforms is delayed to properly assess infrastructure capacity.
- **Road Infrastructure:** SCT Consulting (2024) found that the intersection of New South Head Road / Cross Street / Bellevue Head / Kiaora Road was already at capacity in peak periods (113m queues), and that of Knox Street / New South Head Road was over capacity. These are the two most critical signalised intersections in Double Bay, which impact on the performance of New South Head Road and local connecting streets. The additional housing capacity proposed would have an unacceptable impact on congestion at this points.
- **Schools:** Again, the issue of a new public high school is an immediate concern that needs to be addressed. The surrounding high schools are almost at capacity with the Rose Bay Secondary College at 96% capacity and the Inner Sydney High School at 93% capacity. Staff note these schools will also have to absorb demand generated from other LGAs as well. Primary schools in the area are also facing capacity constraints with Double Bay Primary School at 81% capacity and Rose Bay Primary School over capacity at 139%. There would clearly be insufficient educational facilities to meet the likely population growth.
- **Open Space:** The *Woollahra Recreation Strategy 2023* found the Woollahra LGA has a deficiency of open space, and from a planning perspective and few opportunities to increase the quantity. Double Bay only has Steyne Park near the main centre, and Lough Playing Fields which are further from where most housing under the reforms would be delivered. These would be insufficient for meeting the needs of an increased resident population.
- **Quality of bus services in town centre:** Bus Opal Assignment Model (BOAM) information, obtained from TfNSW (2023) and reported by SCT Consulting (2024) shows there are multiple bus services over capacity at peak times through the main state road, New South Head Road corridor of Double Bay.

Conclusion and recommendations for Double Bay (Proposed Town Centre Precinct)

For the reasons outlined above and in our previous submission, staff strongly recommend the proposed town centre precinct for Double Bay should be excluded due to existing densities, utility constraints, road infrastructure and bus service capacity constraints, flooding risk, acid sulfate soils and hydrological issues.

Rose Bay (New South Head Road) (Town Centre Precinct)

The Rose Bay centre is approximately 7.5km east of the Sydney CBD. The centre has two small supermarkets, being a Woolworths Metro under 1,300sqm GFA and an IGA under 500sqm GFA. The Rose Bay suburb itself is characterised by 77.5% medium and high density housing, as shown in **Table 3**.

Suburb	Low density	Medium density	High density
Rose Bay	20.6%	8.7%	68.8%
Vaucluse	48.7%	8.4%	40.4%
Woollahra LGA	22.3%	21%	55.6%
Greater Sydney	55.8%	12.8%	30.7%

Table 3: Dwelling structure by density in Rose Bay and surrounding suburbs comparison with Woollahra LGA and Greater Sydney

Flood risk

Significant flooding has occurred at a number of locations in Rose Bay during periods of heavy rainfall, and from ocean influences (tides, storm surge) most notably in November 1984 and other events in the 1970's and 1990's.

In 2010, WMA Water completed the *Rose Bay Catchment Flood Study* that revealed extensive medium to high flood issues across Rose Bay, as shown in **Figure 7** below. Then, in 2014, WMA Water completed the *Rose Bay Floodplain Risk Management Study and Plan* that evaluated the management options to address flooding issues. Like other studies undertaken, it recommended that any consideration of uplift be accompanied by specific studies in the flood risks associated.

The proposed reforms do not meet the requirements that would be needed to increase height and FSR controls under a planning proposal with the consideration of flood risk. In line with the Department's 2021 Flood Prone Land Package, planning authorities are required to assess planning proposals in accordance with *Section 9.1 Ministerial Direction - 4.3 Flooding - for planning proposals* that create, remove or alter a zone or a provision that affects flood prone land.

If the relevant assessments have not been completed, then staff recommend that flood prone land should be excluded as increases in density in a certain area may not be compatible with the relevant LEP clause.



Figure 7: Rose Bay flood risk mapping (WMA Water, 2010))

Acid sulfate soil

The reforms do not exclude land with acid sulfate soils, which is shown to affect the Rose Bay centre (Classes 3 and 4) in **Figure 8** below. In the LEP making process, planning authorities are required to assess planning proposals in accordance with *Section 9.1 Ministerial Direction - 4.1 acid sulfate soils - for planning proposals* that propose intensification of land uses for land that has a probability of containing acid sulfate soils that are Class 1, 3 and 4.

If the relevant assessments have not been completed, then staff recommend that land with probability of acid sulfate soils should be excluded from the application of the non-refusal standards that increases in density in a certain area and may not be compatible with the relevant LEP clause.

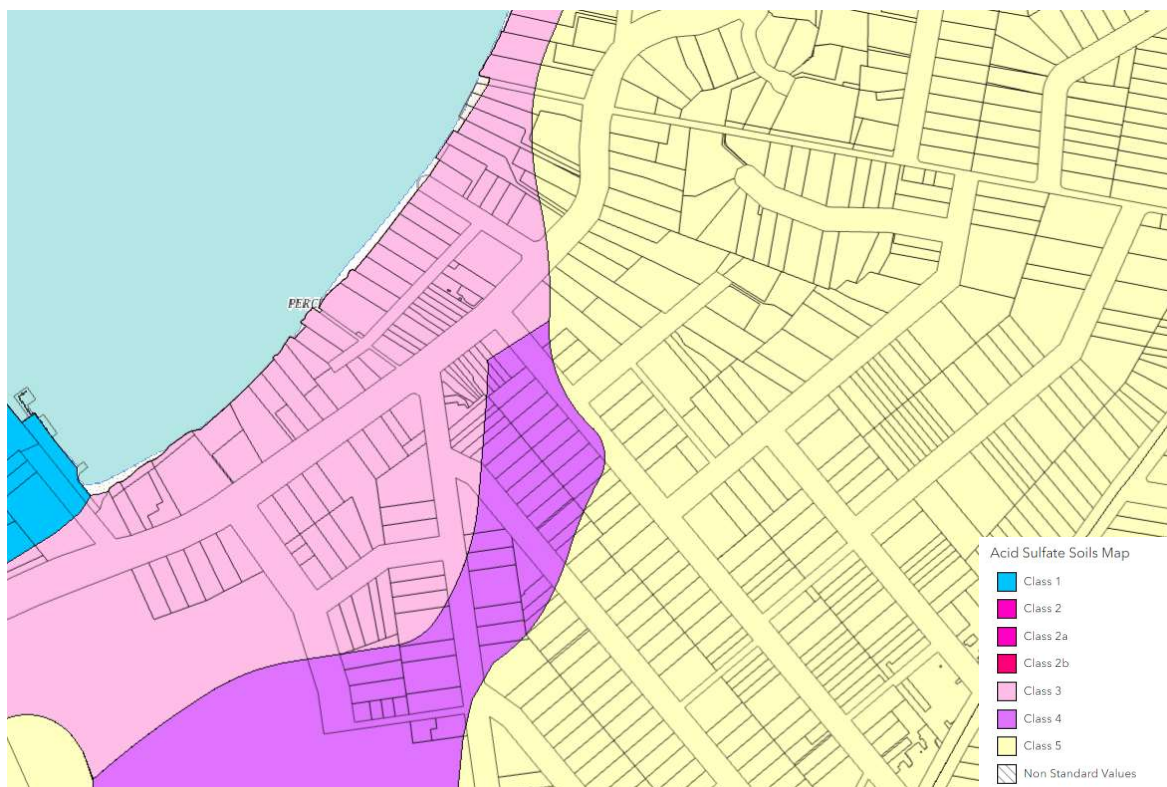


Figure 8: Rose Bay (New South Head Road) Acid Sulfate Soils Map

Groundwater hydrology

The reforms do not account for the issue of groundwater drawdown as a consequence of underground structures from increased development under the proposed controls. In 2024, GHD's report, *Rose Bay – Hydrological and Geotechnical Impacts* identified complex hydrogeological and geotechnical issues in Rose Bay.

In **Figure 9**, Zone A is shown in red, being areas of high sensitivity to drawdown due to ground conditions. In these areas, higher settlement magnitude is more likely to occur and adversely impact adjoining properties. In Zone B (orange), sites are moderately sensitive and can be affected by drawdown due to a thicker compressible layer of soil located at a deeper strata. Like in Double Bay, these issues require consideration in the implementation of new controls.

Specific groundwater modelling would be required to assess the long-term impact that could be anticipated from increased density, particularly where there is a large increase in deep basements that block a significant portion of the flow path. The GHD report identified potential issues including rock fall and erosion hazards, construction induced vibrations causing settlement and building damage, and the dewatering process disturbing acid sulfate soils. A proper risk assessment and analysis of the development standards is required to ensure controls meet site specific constraints.

If the relevant assessments have not been completed, staff recommend that Rose Bay should be excluded from the application of the non-refusal standards. They may cause adverse impacts on adjacent properties and future issues in new developments.

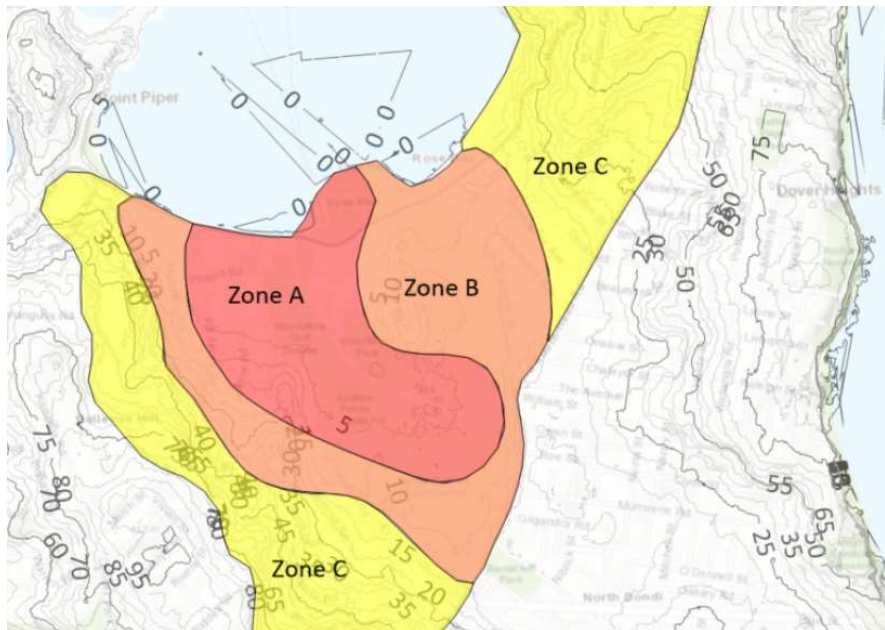


Figure 9: Rose Bay (New South Head Road) settlement zones and their extent

Response to criteria in the form provide relating to service provision and infrastructure

Staff identify the following constraints relevant to Rose Bay (New South Head Road):

- **Water and sewerage infrastructure:** Edgecliff was excluded from the TODs due to water and sewerage constraints, with little scope to increase these services. This issue is similarly expected to affect Rose Bay, with additional development likely put further pressure on the Bondi Treatment Plant. Staff have requested updated statistics from Sydney Water, however, due to the lack of sufficient time, we have not received a servicing assessment for the area.
- **Electricity grid:** No information has been supplied to Council to demonstrate how the electricity grid could accommodate rapid population growth under the reforms. Staff are currently liaising with Ausgrid to determine exact capacity constraints. We recommend the implementation of the reforms is delayed to properly assess infrastructure capacity.
- **Road Infrastructure:** Transport consultancy TTW (2022) found the main intersection of the Rose Bay centre (Dover Road and New South Head Road), which provides access to most R3 Medium Density Residential land surrounding the centre, is over capacity. The TTW report found the intersection exhibits critical and significant capacity issues with 80m long queues at peak periods. Staff are also currently obtaining data for New South Head Road as a state road corridor, which suffers from extensive congestion during peak periods. This slows passenger cars and renders buses ineffective.
- **Quality of bus services in town centre:** As mentioned above, Rose Bay centre is situated on the state road, New South Head Road which suffers extensive congestion, which contributes to impacts on bus services. Staff are currently seeking to obtain data on bus services for this centre.
- **Schools:** The issue of public high schools is an immediate concern that needs to be addressed, with the Rose Bay Secondary College at 96% capacity. It is certain that the

reforms would send this over capacity, particularly as it has a large catchment outside our LGA. Similarly, the local public primary school is facing critical capacity constraints with Rose Bay Primary School over capacity at 139%.

- **Open Space:** The *Woollahra Recreation Strategy 2023* found the Woollahra LGA has a deficiency of open space. Rose Bay has Tingira Park and Lyne Park near the centre, which are already heavily utilised by local residents and schools. These would be insufficient for meeting the needs of an increased resident population
- **Level of service of town centre:** Staff conducted an extensive audit of every building in the centre and found the level of service is inconsistent with that of a high quality town centre. Rose Bay centre is a low order town centre or neighbourhood centre, which has limited services and amenities available, and little potential to expand the services available due to land and infrastructure constraints. For instance, the centre only has one bank and limited medical facilities for the size of the catchment it caters towards. The staff audit also found that it does not have one supermarket that meets the definition of full line (over 2,000sqm in GFA). There is only a Woolworths Metro supermarket under 1,300sqm, and an IGA under 500sqm GFA. These would fail to meet the needs of a growing population. Overall, the Rose Bay (New South Head Road) centre would fail to adequately meet the daily servicing needs required.

Conclusion and recommendations for Rose Bay (New South Head Road) (Town Centre Precinct)

For the reasons outlined above, staff strongly recommend the proposed town centre precinct for Rose Bay (New South Head Road) should be excluded due to existing densities, unknown infrastructure limitations such water/sewerage and electricity, traffic congestion and bus service capacity constraints. The transport to and from this location is constrained, and the peninsula location means there are limited options to improve the situation. The proposed density also does not align with the desired future character of the centre.

The Department advised that this proposed precinct was included on the basis of its existing supermarkets. However, a staff audit of the centre has found there are only two small supermarkets, which are both well under the definition of a full line supermarket. Overall, the centre is a low order town centre that is geographically isolated on the eastern side of the Woollahra LGA. It does not have sufficient services and would fail to adequately meet the daily needs of new residents and provide convenient access to employment opportunities.

Rose Bay North (Old South Head Road) (Town Centre Precinct)

The Rose Bay North centre is approximately 9.5km east of the Sydney CBD, and exists as a small neighbourhood hub. The centre itself has one small supermarket being a Coles under 300sqm GFA, and limited services and amenities available. While there is a bus stop, there is no direct bus route to the Sydney CBD. The Rose Bay North centre sits on the state road, Old South Head Road. The Rose Bay suburb itself is characterised by 77.5% medium and high density housing.

Response to criteria in the form provide relating to service provision and infrastructure

Council staff have not had time to undertake a full detailed assessment given the limited timing to respond to the assessment criteria.

The following constraints exist relevant to Rose Bay North (Old South Head Road):

- **Quality of bus services in town centre:** The Rose Bay North centre is a neighbourhood centre on the state road, Old South Head Road that does not have a direct bus route to the Sydney CBD and relies on an interchange at Bondi Junction to another bus or train. The constrained nature of the centre, being located on the far eastern peninsula area, means there is limited scope to improve the bus servicing to this area.
- **Schools:** Again, the issue of public high schools is an immediate concern that needs to be addressed, with the Rose Bay Secondary College at 96% capacity. It is certain that the reforms would send this over capacity, particularly as it has a large catchment outside our LGA. Similarly, the local public primary school is facing critical capacity constraints with Rose Bay Primary School over capacity at 139%.
- **Open Space:** The *Woollahra Recreation Strategy 2023* found the Woollahra LGA has a deficiency of open space, and from a planning perspective, few opportunities to increase the quantity. This is particularly relevant to Rose Bay North, which does not have any parks near the proposed precinct. There are also no sites that could provide this in the future. Accordingly, there is a critical shortage of open space which should clearly justify the exclusion of this centre from the reforms.
- **Level of service of town centre:** Similar to Rose Bay Town Centre precinct (located on the state road, New South Head Road), staff conducted an extensive audit of every building in the centre. It found the level of service to be totally inconsistent with that envisaged for precincts under the reforms. Consistent with its geographic isolation from the main hubs of the LGA, it has a limited range of amenities and services. For example, it has no bank, no medical centre and very limited retail offerings with only 25 businesses in total. Included in this is one small supermarket (Coles), with a GFA of under 300sqm. It operates a neighbourhood grocery shop and is not intended to service a large population. The supermarket is well under the Department's definition of a full-line supermarket of over 2,000sqm GFA. Accordingly, this centre has the lowest service levels of any of the precincts and should be excluded.

Conclusion and recommendations for Rose Bay North (Old South Head Road) (Town Centre Precinct)

For the reasons outlined above, staff strongly recommend the proposed town centre precinct for Rose Bay North (Old South Head Road) should be excluded due to existing high density, infrastructure limitations, limited public transport and lack of amenity and services. The Department advised that this proposed precinct was included on the basis of an existing supermarket. However, staff research has found this is a small supermarket, well under the definition of a full line supermarket. Overall, the centre is not a high quality town centre and is a low order town centre that is geographically isolated on the eastern peninsula. The lack of shops, small-scale supermarket (not a full line supermarket), and insufficient services means this centre

would fail to adequately meet the daily needs of new residents and provide convenient access to employment opportunities.

Bondi Junction and Bondi (Waverley Council) (Station and Town Centre Precinct)

The Department has advised that Bondi Junction and Bondi are proposed as a station and/or town centre precincts for Waverley Council. The proposed Bondi Junction centre is on the border with the Woollahra LGA and would impact significantly on Woollahra and Bellevue Hill, particularly on the heritage significance of these areas. Similarly, the proposed Bondi precinct would impact on a low scale residential area in Bellevue Hill which is spatially separated from the area.

Staff strongly oppose the application of the non-refusal standards for these proposed station and town centre precincts for the reasons outlined in Waverley Council's response. The centres are not spatially separated from our Council area, and the non-refusal standards would have unacceptable impacts on local character and heritage significance.

Darlinghurst and Potts Point / Kings Cross / Rushcutters Bay (City of Sydney) (Station and Town Centre Precincts)

The Department has advised that Darlinghurst and Potts Point / Kings Cross / Rushcutters Bay centres are proposed as a station and town centre precincts for City of Sydney. These centres border our LGA and would impact significantly on Paddington and Darling Point, particularly on the heritage significance of these areas.

For the reasons outlined above and in our previous submission, staff strongly oppose to the application of the non-refusal standards from the proposed station and town centre precincts at Darlinghurst and Potts Point / Kings Cross / Rushcutters Bay in the Woollahra LGA.

Other feedback – Refinement Paper

- **Heritage:** The refinement paper suggests that the following changes would remove the situation of a six storey mid-rise applying in 1-2 storey heritage context:
 - Not applying standards in employment zones (E1, E2, MU1, SP5 zones)
 - Collaborating with Councils to address concerns in the R1 General Residential zone

The above changes do not address the issue. We have demonstrated in our previous submission that this is problematic in the R3 Medium Density Residential and R2 Low Density Residential zones. We strongly advocate for the non-refusal standards to not apply to any land with heritage significance. This will remove ambiguity in the protection of these areas and support the planning controls in local environmental plans and development control plans that protect heritage significance.

- **Guidance level landscape provisions:** Although the Department's reforms refinement paper removes changes to the *Apartment Design Guide*, it proposes to implement guidance-level landscaping provisions through an alternative mechanism. These suggested provisions would still likely override Woollahra DCP 2015 controls and would result in decreases in both tree canopy cover and deep soil. This would be exacerbated by the 2.2:1 FSR control, which would still place additional pressure on building footprints when compared to our local standards. If the changes proceed, Council will be pressed to meet the *Woollahra Urban*

Forest Strategy's goal of 30% tree canopy cover by 2050. We will similarly struggle to achieve the NSW Government's ambitious 40% tree canopy target by 2036. Staff recommend that the 'guidance level' landscape provisions do not override local provisions.

- **Extent of proposed station and town centre precinct:** The refinement paper and advice from the Department is that employment zones would not be subject to the station and town centre precinct non-refusal standards. While we do not support the non-refusal standards, staff consider that not applying them to employment zoned land consisting of E1 Local Centre and MU1 Mixed Use in our LGA would be a preferable outcome.