

Planning Proposal

488-492 Old South Head Road and 30 Albemarle Avenue, Rose Bay
Amendments to the Woollahra Local Environmental Plan 2014 and Woollahra
Development Control Plan 2015

Submitted to Woollahra Municipal Council
On behalf of Fabcot Pty Ltd



'Gura Bulga'

Liz Belanjee Cameron

'Gura Bulga' – translates to Warm Green Country. Representing New South Wales.

By using the green and blue colours to represent NSW, this painting unites the contrasting landscapes. The use of green symbolises tranquillity and health. The colour cyan, a greenish-blue, sparks feelings of calmness and reminds us of the importance of nature, while various shades of blue hues denote emotions of new beginnings and growth. The use of emerald green in this image speaks of place as a fluid moving topography of rhythmical connection, echoed by densely layered patterning and symbolic shapes which project the hypnotic vibrations of the earth, waterways and skies.

Ethos Urban acknowledges the Traditional Custodians of Country throughout Australia and recognises their continuing connection to land, waters and culture.

We acknowledge the Gadigal people, of the Eora Nation, the Traditional Custodians of the land where this document was prepared, and all peoples and nations from lands affected.

We pay our respects to their Elders past, present and emerging.

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- D** Traffic and Transport Study
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- E** Landscape Concept Plan
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- G** Stakeholder Engagement Consultation Report
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- I** Arboricultural Impact Assessment
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Salt3

Executive Summary

This Planning Proposal requests amendments to the Woollahra Local Environmental Plan 2014 relating to 488-492 Old South Head Road and 30 Albemarle Avenue, Rose Bay. Ethos Urban has prepared this Planning Proposal on behalf of Fabcot Pty Ltd. This report represents a further revision which responds to a positive recommendation Council staff and the resolution of the Woollahra Local Planning Panel and their support for the Planning Proposal, which was considered at their meeting of 6 July 2023.

The broad intent of the Planning Proposal is to achieve a mixed-use redevelopment outcome, including a medium-sized Woolworths supermarket, together with supporting residential land use in a suitable urban form. The purpose of the development will serve an identified undersupply of supermarket floorspace in the area, whilst anchoring the intent for Rose Bay South as a 'key' local centre in the strategic planning framework. This Planning Proposal seeks support for a site-specific amendment to the Woollahra Local Environmental Plan 2014 for the following:

- Insert a new Schedule 1 Additional Permitted Use provision applicable to 30 Albemarle Avenue which permits retail premises with development consent, but only as part of shop top housing and in conjunction with the development of 488-492 Old South Head Road.
- Insert a new Part 6 Additional Local Provision setting out:
 - a maximum GFA of 3,720m² on 488-492 Old South Head Road and 480m² on 30 Albemarle Avenue.
 - a maximum height of building of 14.5m on 30 Albemarle Avenue.
 - the implementation of a ground level, publicly accessible, open space zone adjacent the western boundary of 30 Albemarle Avenue providing for a 9m wide building separation zone and an 8m wide deep soil zone;
 - the implementation of a staggered minimum separation zone adjacent the western boundary of 30 Albemarle Avenue, with a minimum setback to the building of 9m at the first and second floors and 12m at the third floor, together with additional setbacks to habitable rooms and balconies of 12m at the second floor and 13.5m at the third floor.
 - a requirement prior to development consent, a site-specific development control plan with provisions addressing the publicly accessible separation zone and an urban character statement is to be implemented.
- No changes are sought to the site's underlying land zoning and floor space ratio controls and these amendments are not required to achieve the indicative reference scheme.

Amendments to the Woollahra Development Control Plan 2015 are also proposed to support the Planning Proposal and proposed redevelopment. These amendments will address key design and development outcomes, including bulk and scale, building separation, open space 'green' residential transition zone, design excellence, activation and access, landscaping, residential amenity and sustainability.

The revised indicative reference scheme totals some 4,145m² of GFA, comprising a 2,168m² of supermarket GFA extending and enhancing the Old South Head Road shopping strip and 1,978sm² of residential floorspace, comprising 14 dwellings. Basement parking is accommodated for a total of 93 cars.



Visualisation of the supporting indicative development concept

The Economic Impact Assessment undertaken by Ethos Urban estimates that supermarket provision in the defined trade area is estimated at only 124m² per 1,000 persons, which is less than half the typical Sydney metropolitan provision. As no larger supermarkets are currently provided in the area, residents rely heavily on stores located outside of the Rose Bay area, including at major full-line stores more than 3km away including at Double Bay, Bondi Junction and Edgecliff – which is supported by a review of mobile location data over the last three years.

An analysis of customer transactional data further highlights this large level of escaped expenditure, with over half of all Rose Bay residents currently leaving the local area for their food and grocery shopping needs. The implications of these shopping patterns are amenity impacts for local residents due to increased traffic congestion, longer journey times and a lack of locally available stock range and price competition.

This Planning Proposal responds to the above and is justified for the following reasons:

- The proposal is by and large consistent with the strategic planning framework and identifies and underpins the emergence of Rose Bay South as a ‘key’ local centre, joining Rose Bay and Rose Bay North as a trio of local centres that have varying character, experience and offerings, and which together serve the needs of the surrounding area.
- The Rose Bay South local centre will become anchored by the site’s proposed medium sized supermarket provision in supporting the immediate urban catchment and complements other retailers within the centre.
- The future built form and land uses will cater to the local daily needs of the community by enhancing walking and cycling opportunities with suitable infrastructure and activation to enhance the attractiveness of Old South Head Road as an urban high street.
- The site is well positioned with access to well-connected cycling and pedestrian infrastructure, major roads, bus services and ferry services linking to other key transport hubs.
- The indicative concept scheme for the site, together with site specific planning LEP and DCP controls will deliver a building separation zone adjacent the western boundary providing for a 9m wide building separation zone, an 8m wide deep soil zone with canopy tree planting and a street fronting publicly accessible open space area. In doing so it will provide a high quality and appropriate interface between the centre and the adjacent residential properties within Albemarle Avenue.
- The future built form, which has been revised in conjunction with community consultation and with recommendations of the LPP, will demonstrate high quality design to protect the privacy of the surrounding low density residential area. This will be achieved through a generous staggered separation zone to the western outer face of the building, ranging from 9m at the first floor, 12m at the second floor and 13.5m at the third floor. Extensive planter beds facilitating a green façade will enhance visual amenity and contribute to enhancing people’s health and wellbeing. The concept proposal is designed to accommodate a variety of sustainability features and deliver beyond its required targets for sustainability, energy efficiency and water and waste management.
- The refined scheme presented with this Planning Proposal features a contemporary design that is suitable for the Rose Bay South local centre with strong vertical and horizontal elements as well as curved edges and arches in the facades which contribute to the high street presence and amenity along Old South Head Road. The revised scheme better relates to surrounding character and provides a more sympathetic visual presentation to the low density residential character to the west of the site.
- The indicative scheme provides a range of apartment sizes with high amenity, which will create a level of activation which will support the success of the local centre.
- The proposal is consistent with the objects of the Environmental Planning and Assessment Act 1979, in that it promotes the orderly and economic use and development of land.
- The proposal is consistent with the applicable SEPPs and Ministerial Directions.
- Traffic modelling undertaken indicates that the proposal is not anticipated to result in unacceptable traffic impacts on the surrounding road network subject to mitigation measures identified. The proposal would provide benefits to the broader road network by providing for a medium sized supermarket in an area that has a long-standing undersupply – negating the need for residents of Rose Bay and surrounding suburbs to have to drive to other local and strategic centre shopping centres to undertake their weekly shopping trips.
- The proposal will deliver significant economic benefits to the locality, including an estimated 153 FTE jobs (direct and indirect) are expected to be generated during the construction stage and an estimated 75 FTE ongoing jobs on an ongoing basis once the development is complete and fully occupied. These additional ongoing jobs would stimulate additional economic activity, estimated at \$5.3 million in Value Added each year.
- The mixed use development could also accommodate some 44 new residents who would generate around \$0.9 million in retail expenditure each year, to the benefit of retailers in the local and regional community.

What does this redevelopment mean for Rose Bay?



Increasing activation in Rose Bay South, benefitting local businesses



New convenience based supermarket offer

BASIX +  **greenstar**

Best in class sustainability initiatives including Green Star and BASIX targets



Community Pick up

Respond to evolving customer requirements including 'Direct to Boot' services

Improved walkability and reduced car dependency



Generating +75 local employment opportunities



\$30m of investment into the local area, generating +153 jobs during construction

\$5.3m

Contributing \$5.3 million in value added to the economy each year

True live/work/play environment in an integrated community



Part A – Defining the Need

1.0 Introduction

1.1 Overview

This Planning Proposal is submitted to the Woollahra Municipal Council (Council) to request amendments to the Woollahra Local Environmental Plan 2014 (WLEP 2014) relating to 488-492 Old South Head Road and 30 Albemarle Avenue, Rose Bay (the site). Ethos Urban has prepared this Planning Proposal on behalf of Fabcot Pty Ltd (the Proponent) and a further revision which responds to a positive recommendation Council staff and the resolution of the Woollahra Local Planning Panel and their support for the Planning Proposal, which was considered at their meeting of 6 July 2023.

The broad intent of the Planning Proposal is to achieve a mixed-use redevelopment outcome including a supermarket of a suitable size to match locally identified retail demand. The Proposal includes supporting residential land uses, which facilitates a suitable built form outcome to support the strengthening and prosperity of the Rose Bay South local centre.

The revised Planning Proposal at 488-492 Old South Head Road and 30 Albemarle Avenue, Rose Bay seeks the following amendments to the WLEP 2014:

- Insert a new Schedule 1 Additional Permitted Use provision applicable to 30 Albemarle Avenue which permits retail premises with development consent, but only as part of shop top housing and in conjunction with the development of 488-492 Old South Head Road.
- Insert a new Part 6 Additional Local Provision setting out:
 - a maximum GFA of 3,720m² on 488-492 Old South Head Road and 480m² on 30 Albemarle Avenue.
 - a maximum height of building of 14.5m on 30 Albemarle Avenue.
 - the implementation of a ground level, publicly accessible, open space zone adjacent the western boundary of 30 Albemarle Avenue providing for a 9m wide building separation zone and an 8m wide deep soil zone;
 - the implementation of a staggered minimum separation zone adjacent the western boundary of 30 Albemarle Avenue, with a minimum setback to the building of 9m at the first and second floors and 12m at the third floor, together with additional setbacks to habitable rooms and balconies of 12m at the second floor and 13.5m at the third floor;
 - a requirement prior to development consent, a site-specific development control plan with provisions addressing the publicly accessible separation zone and an urban character statement is to be implemented.
- No changes are sought to the site's underlying land zoning and floor space ratio controls and these amendments are not required to achieve the indicative reference scheme.

Amendments to the Woollahra Development Control Plan 2015 are also proposed to support the Planning Proposal and proposed redevelopment. These amendments will address key design and development outcomes, including bulk and scale, building separation, open space 'green' residential transition zone, design excellence, activation and access, landscaping, residential amenity and sustainability.

This Planning Proposal has been prepared having regard to 'A guide to preparing planning proposals' published by the Department of Planning and Environment (DPE). In particular, it addresses the following specific matters in the guideline and the requirements of Section 3.33(2) of the *Environmental Planning & Assessment Act 1979* (EP&A Act):

- A statement of the objectives or intended outcomes of the proposed instrument.
- An explanation of the provisions that are to be included in the proposed instrument.
- The justification for those objectives, outcomes and provisions and the process for their implementation (including whether the proposed instrument will comply with relevant directions under Section 9.1 of the EP&A Act).
- Provision of amended instrument mapping.
- Details of community consultation.

To best explain the rationale behind the Planning Proposal and the intended outcome, this report has been split into two key segments being – Part A: Defining the Need and Part B: Delivering a Response.

This Planning Proposal describes the underlying need, the site and surrounds, the proposed amendments to the WLEP 2014 and provides a strategic planning and environmental assessment of the proposed amendments to the site's planning provisions.

The proponent and project vision are identified at **Section 1.3**. The report should be read in conjunction with the Urban Design Report and Reference Scheme, together with specialist consultant reports appended to this Report. The full Project Team is presented at **Section 1.4**.

The revised indicative development concept to accompany the Planning Proposal involves the demolition of existing structures on the site and the construction of a four (4) storey mixed use building. Specifically, the proposed development is planned to comprise:

- A total Gross Floor Area (GFA) of 4,145m² comprising:
 - 2,168m² of supermarket floorspace located within the Ground Floor and part of the Level 1 area.
 - 1,978m² of residential floorspace, comprising a total of 14 apartments provided in 1, 2 and 3 bedroom dwelling configurations located at Levels 1 to 3.
- A 3 level basement comprising up to 70 supermarket parking spaces, 19 residential vehicles spaces, 3 residential visitor parking spaces (including a car wash bay), as well as motorcycle and bicycle spaces.
- A ground level building separation and buffer zone adjacent the western boundary of 30 Albemarle Avenue which includes the provision of:
 - a minimum of 9m wide to provide visual and acoustic buffer to the adjoining residential precinct;
 - a minimum zone of 8m width comprising deep soil canopy tree and screening planting; and
 - the ability, subject to detailed design in collaboration with Council to incorporate potential elements such as community seating, e-bike charging, a water feature and public art within this zone.
- Upper level building separation from the outer face of the proposed building to the western boundary of 30 Albemarle Avenue, together with planter boxes, screening and visual privacy measures achieving:
 - A minimum separation of 9m to Level 1;
 - A minimum separation of 12m to Level 2; and
 - A minimum separation of 13.5m to Level 3.

A concept sketch of an indicative built form and streetscape character which could be delivered by the proposed controls is provided in **Figure 1**.



Figure 1 Indicative concept streetscape massing

Source: PBD Architects

1.2 Refinements to Respond to Assessment Matters

The Planning Proposal was revised in April 2023 to respond to concerns raised by Council during the initial assessment period. The Proponent has conducted extensive engagement with Council and key stakeholders including the local community to understand concerns and to put forward genuine responses.

Matters that have been addressed in detail within the revised Planning Proposal include:

- A revised indicative reference scheme to reduce density and overall height with the outcome of creating a development with a character which is more reflective of Council's desired future intent for the Rose Bay South local centre whilst retaining a medium-sized urban supermarket, apartments and a deep soil separation zone.
- An amended planning controls strategy to more specifically relate to the implementation of the revised indicative reference scheme, with more typical drafting approaches within comparable Standard Template LEP examples.
- Further information to address queries in relation to the retail need and economic impacts.
- Further justification and modelling in relation to projected traffic impacts.

1.3 Refinements to Respond to the Woollahra Local Planning Panel

Following assessment by Council's strategic planning staff and a positive recommendation to proceed, the Planning Proposal was reported to the Woollahra Local Planning Panel (the Panel) at their meeting of 6 July 2023. The Panel advised that it generally supports the planning proposal to proceed subject to amendments to provide greater clarity and certainty to the outcomes of the proposed LEP changes. Accordingly, the Planning Proposal has been adapted to comprehensively respond to the relevant recommendations of the Panel. The Panel's recommendations and a summary response is provided as follows.

- A. THAT the Woollahra Local Planning Panel advises Council that it generally supports the planning proposal to proceed for 488-492 Old South Head Road and 30 Albemarle Avenue, Rose Bay at Attachment 1 subject to the proponent amending the planning proposal to provide greater clarity and certainty to the outcomes of the proposed LEP changes.**

This Planning Proposal report has been comprehensively revised to address the recommendations of Council staff and the Woollahra Local Planning Panel. This includes supplementary amendments to the supporting Indicative Reference Scheme, prepared by PBD Architects and provided at **Appendix B (Part 2)**.

- B. THAT Woollahra Local Planning Panel advises Council to:**
(i) seek further details in relation to the open space area between 28 Albemarle and the development site, and how it will be designed and managed.

Since this recommendation, the Proponent has liaised with Council staff regarding the intended open space separation zone to be accommodated within the western section of the site adjacent to 28 Albemarle Avenue. It is noted that these discussions have been regarding the general premise only. The detailed delivery of this space will be resolved in a future development application.

However, for completeness, the Proponent confirms that the open space within the western separation zone is intended to be retained as common property under the ownership of the strata plan for the development. The future strata plan will be responsible for maintaining this piece of open space.

The Proponent has committed to prioritise advanced plantings within the deep soil zone to promote a local increase in tree canopy coverage. The design intent for the separation zone is to limit public accessibility to the front, street-facing portion, in line with CPTED principles and to mitigate any privacy or acoustic concerns with rear private open space areas of the adjoining residential locality. The open space separation zone will accommodate all necessary detailed design measures to achieve this including retaining walls, fencing, lighting and CCTV provisions to ensure a welcoming and safe space. Hedge style planting will appropriately mitigate visual concerns to the neighbouring property and will promote the 'green' focus of the space.

The area fronting Albemarle Avenue (which will be publicly accessible), will be enhanced with elements such as seating/benches together with potential for bike parking. These detailed issues will be resolved at the DA stage.

B. THAT Woollahra Local Planning Panel advises Council to:

(ii) liaise with the applicant to identify opportunities to further setback the building at levels three and four from the property boundary of 28 Albemarle Avenue to create an improved interface with the low density residential zone

The Proponent has worked with the project team, including with PBD Architects, to consider the above in a design-led solution to enhance the transition to and preserve the amenity of the surrounding low-density residential area in conjunction with the proposal. This includes the reduction of building massing, the prioritising of relocating side-oriented balconies and enhanced greening of the western façade. Specific amendments to the Indicative Reference Scheme include the following:

- Level 2 – relocation of the side facing balcony to provide a primary northern and southern outlook for future apartments at this level and replacement of the previous 3m wide balcony zone with a non-trafficable green planter box; and
- Level 3 – reduction in floorspace in the uppermost level through the 1.5m increase in the building separation zone to the west and the incorporation of a 1.5m wide, non-trafficable green planter box.

Overall gross floor (GFA) within the amended Indicative Reference Scheme has been reduced by some 23m² with a minor adjustment in the internal separation at the communal open space zone to the northern side boundary from 10.5m to 10m, to align with the proposed site-specific DCP controls. The supporting amendments to the Indicative Reference Scheme, as prepared by PBD Architects are provided at **Appendix B (Part 2)**.

Provided below at **Figure 2** is an extract which compares the interface of the Indicative Reference Scheme to the west in section format, with the previous scheme (left) and the revised scheme (right).

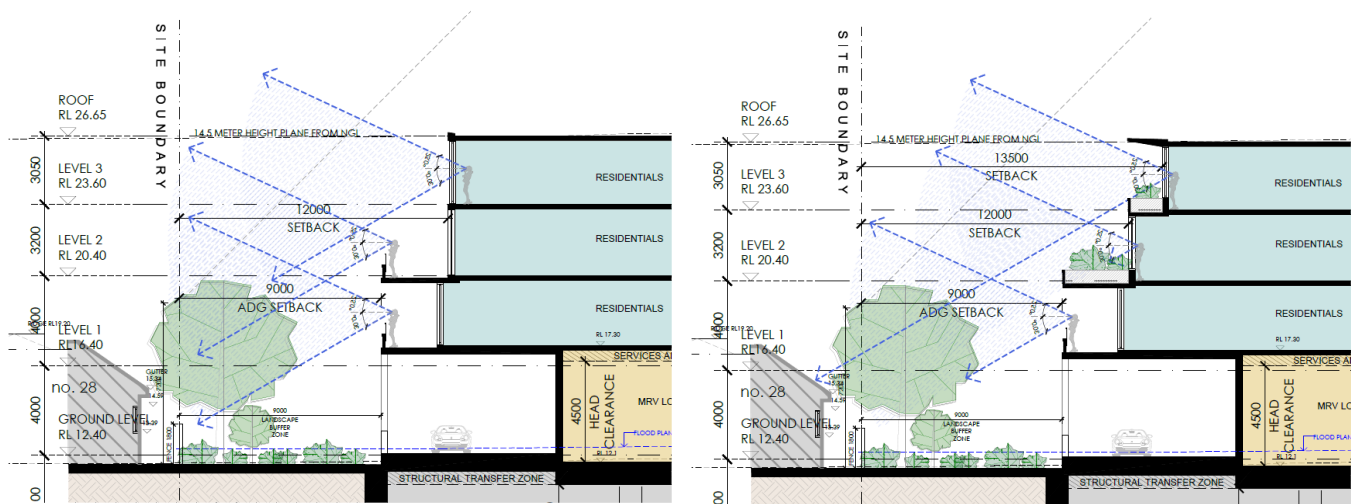


Figure 2 Indicative setback zone section, previous (left) and revised (right)

Source: PBD Architects

In order to provide more certainty of a future outcome aligned with the revised Indicative Reference Scheme, additional site-specific objectives are proposed to be inserted within Part 6 and worded to ensure redevelopment of the subject land will not have a detrimental adverse impact on the amenity and character of the surrounding residential area by way of the incorporation of a publicly accessible open space zone and specific built form considerations.

Further, the future development is proposed to be regulated through the strengthening of building separation control through the requirement to achieve minimum separation to the north-western side boundary to the outermost projection of the proposed building of 9m at the first and second floor levels and 12m at the third floor level. Additional minimum setbacks to habitable rooms and balconies are required of 12m at the second floor and 13.5m at the third floor.

Provided below at **Figure 3** is an extract which demonstrates the 'green' interface of the revised Indicative Reference Scheme to the west, through the provision of a generous open space separation zone and the prioritisation of a planted western façade.



Figure 3 Indicative visualisation of the Revised Reference Scheme

Source: PBD Architects

C. That subject to A and B above and any changes in response to Part B, the Woollahra Local Planning Panel notes that the planning proposal should be amended by the proponent in the following manner:

The responses to Items A and B above, have been enshrined into revised site-specific planning objectives and controls to further protect residential amenity, provide visual relief to the built form sought and to enhance publicly accessibility into the deep soil separation zone. For clarity the proposed revision to the site-specific planning provisions incorporates Council staff recommendations which do not alter the intent of the provisions these changes and are included below in *blue italics*. Further changes which are in response to amendments from the WLPP resolutions are included below in *red italics*.

Schedule 1 Additional permitted uses

17 Use of certain land at 30 Albemarle Avenue, Rose Bay

- 1) *This clause applies to land at 30 Albemarle Avenue, Rose Bay, being Lot 30, Section B in DP4567.*
- 2) *Development for the purpose of a retail premises is permitted with development consent, but only as part of shop top housing.*

~~Development for either or both of the following purposes is permitted with development consent—~~

~~(a) retail premises; and~~

~~(b) shop top housing.~~

Development consent must not be granted for the uses specified in subclause (2) unless the land at Lot 30, Section B in DP4567 is developed in conjunction with land at 488-492 Old South Head Road, Rose Bay, being Lot 1 in DP 1009799.

Part 6 additional local provision

6.9 Development of land at 488-492 Old South Head Rd and 30 Albemarle Avenue, Rose Bay

- 1) *The objectives of this clause are:*
 - a) *to enable a mixed-use development comprising commercial and residential uses to be delivered on the subject land;*
 - b) *to prevent a mixed use development outcome on the subject land that is inconsistent with the requirements set out in this clause;*
 - c) *to ensure the redevelopment of the subject land will not have a detrimental adverse impact on the amenity and character of the surrounding area;*
 - d) *to ensure the redevelopment outcome incorporates a deep soil separation zone; and*
 - e) *to ensure built form is appropriately setback from the north-western side boundary.*

- 2) This clause applies to Lot 1 in DP 1009799 at 488-492 Old South Head Road and Lot 30, Section B in DP4567 at 30 Albemarle Avenue, Rose Bay.
- 3) Development consent must not be granted under this clause unless the development comprises both identified allotments as the total site area.
- 4) Despite clause 4.3, the maximum height of a building on Lot 30, Section B in DP4567 at 30 Albemarle Avenue, Rose Bay must not exceed 14.5m
- 5) Despite clauses 4.4, ~~and 4.4B and 4.4E, consent may be granted under this clause if~~ the development ~~must~~ *does* not exceed a maximum gross floor area of 4,200m² across the site, comprising:
 - a) a maximum gross floor area of 480m² on Lot 30, Section B in DP 4567; and
 - b) a maximum gross floor area of 3,720m² on Lot 1 in DP 1009799.
- 6) Development consent must not be granted unless a building setback is provided within the site for the full length of Lot 30 Section B in DP4567 providing for—
 - a) a minimum setback width of 9m at the ground level as measured from the north-western side boundary to the ~~outer wall of the~~ building, including the following –
 - i. A substantial, unencumbered deep soil landscaped area within this zone with a minimum width of 8m,
 - ii. A publicly accessible ~~paved~~ area fronting Albemarle Avenue ~~that includes public seating and bicycle parks,~~
 - b) a minimum setback to the building of 9m, as measured from the north-western side boundary at the first floor level,
 - c) a minimum setback to the building of 9m, as measured from the north-western side boundary at the second floor level, with a minimum setback of 12m to habitable rooms and balconies,
 - d) a minimum setback to the building of 12m, as measured from the north-western side boundary at the third floor level, with a minimum setback of 13.5m to habitable rooms and balconies,
- 7) Development consent must not be granted for development on land to which this clause applies unless a development control plan has been prepared for the land that provides for the following—
 - a) urban character statement,
 - b) building envelope and built form controls, including the following –
 - i. bulk and massing,
 - ii. building setbacks,
 - iii. height of building in storeys,
 - iv. façade articulation,
 - v. *privacy and overlooking,*
 - c) land use provisions, *including minimum residential yield,*
 - d) vehicular access and servicing arrangements,
 - e) landscaping and deep soil,
 - f) *open space zone, including publicly accessible area,*
 - g) flood management,
 - h) management of environmental impacts, including overshadowing and visual and acoustic privacy,
 - i) ecologically sustainable development,

- D. THAT the Woollahra Local Planning Panel notes that the proponent is in discussion with relevant Council staff regarding a Voluntary Planning Agreement (VPA) for the sites and that the planning proposal should be amended by the proponent to include a reference to these discussions, and that Council should consider the potential for an Affordable Housing contribution be made to Council.**
- E. THAT the Woollahra Local Planning Panel advises Council that, should a Gateway determination be received, the planning proposal and any draft Planning Agreement should be publicly exhibited concurrently.**

The Proponent has made an indicative letter of offer to enter into a Voluntary Planning Agreement with Council in conjunction with the proposed planning control amendments. This process is being addressed separately by an independent assessor appointed by Council to manage the appraisal process. The detail of these discussions is kept separate from the Planning Proposal and a probity advisor has been appointed in this regard. In relation to Item E, the Proponent concurs with the Panel's recommendation that the Voluntary Planning Agreement should be exhibited publicly in conjunction with the post-Gateway exhibition of the Planning Proposal.

1.4 Proponent and Vision

Fabcot Pty Ltd (as Proponent), is the operating entity of Woolworths's property development division and is the owner of the subject site within the Rose Bay South local centre.

A growth in Sydney's urban populations and changing consumer trends and preferences is driving an evolution in the retail ecosystem. The current supermarket environment in the Woollahra local government area (LGA) consists of congested full-line supermarkets at the Bondi Junction, Edgecliff, and Double Bay centres with a collection of 'metro' small supermarkets in the surrounding catchment.

Research has found that the present supermarket offering within the surrounding area does not have the scale to adequately serve the needs of the community. This is particularly apparent in terms of the range of products or stock lines which are presently available in supermarkets within a defined local catchment. This has resulted in a need for people to travel away from the local neighbourhoods to larger centres to seek out these facilities and retail experiences. This increases travel times and results in increased congestion on existing centres and the local road network – which culminate to impact negatively upon urban amenity, resilience, and comfort.

The retail sector is continually evolving in order to respond to the needs of a growing population, and to changing customer and market requirements. The COVID-19 pandemic has accelerated the pace of change, and the required shift in the retail sector, with supermarkets in particular exposed as a critical component of the environment. The future of the retail sector, and supermarkets is about flexibility, being able to adapt and respond to modern customer requirements, changing tastes and preferences. The need for flexibility is critical in order to ensure a strong retail ecosystem now and into the future.



Our vision for Rose Bay South, is to deliver an integrated, design led, retail and residential project that provides a leading customer experience, embracing the latest in technology and innovation, strong sustainability principles and sees us respond to the needs of the Rose Bay community with convenience, quality and community in mind.” – Woolworths

Woolworths' concept for the site is focused on a new-generation mixed-use exemplar development, to drive a positive outcome within the Rose Bay South community. The development will provide convenient, local shopping for customers while enhancing the liveability of the surrounding local communities.

Woolworths has developed a vision for the retail ecosystem, which is based on a new concept that:

- Evolves Woolworths' offering to deliver a world leading customer experience.
- Integrates the latest in technology, innovation and convenience.
- Embraces sustainability in design and operations.
- Delivers great placemaking outcomes through design excellence.
- Allows flexibility to accommodate future evolution and activation.
- Combines a generic supermarket and mixed-use development with emerging concepts such as 'Direct to Boot' and E-commerce.

In developing and refining the concept for the Rose Bay South local store, Woolworths have conducted community engagement with residents, key stakeholders and local groups to seek their input. This process together with pre-lodgement consultation with Council, have resulted in a refined scheme with reduced external impacts and a design which more appropriately integrates with the Rose Bay South local centre.

Woolworths is keen to invest in the Woollahra LGA and sees potential opportunities to deliver innovative, sustainable and best-in-class retail formats.

1.5 Project Team

This Planning Proposal is a collaboration which has been informed by the following specialist firms:

PBD | ARCHITECTS

Urban Design and Architecture

**Ethos
Urban**

Town Planning
Retail Demand and Economics
Social Assessment and Strategy
Community Engagement

**JMT
Consulting**

Traffic and Transport

**ACOUSTIC
LOGIC**

Acoustics

GROUND iNK
LANDSCAPE ARCHITECTS

Landscape Architecture

NORTHROP

Flooding and Civil

**Naturally
Trees**
Expert Arboricultural Planning, Advice and Care Since 1998

Arborist

SALT³

Waste Management

LTS
LOCKLEY

Surveying

2.0 Background

Underpinning the Planning Proposal justification report is a Social and Economic Impact Assessment, prepared by Ethos Urban (provided at **Appendix A**), which presents the social and economic context for the proposal, assesses relevant impact and recommends strategic directions to optimise social and economic outcomes. **Section 2.0** provides an overview of the key finding from this report in framing the need for the proposal.

2.1 Local Context

The site for the purposes of the proposed development is located at 488-492 Old South Head Road and 30 Albemarle Avenue, Rose Bay, and within the Woollahra LGA. The site is located within the Rose Bay South local centre.

The suburb of Rose Bay has multiple 'town centres' or local centres that have evolved over time around key intersections and business uses. This includes:

- **Rose Bay South:** focused around Old South Head Road and incorporating the subject site.
- **Rose Bay North:** focused around Old South Head Road, around Oceanview Avenue where a Coles Local supermarket is provided.
- **Rose Bay:** surrounding New South Head Road, close to the Royal Sydney Golf Club and adjacent to Rose Bay itself and the Sydney Harbour waterfront. This centre includes an IGA and Woolworths Metro supermarket as key operators.

These centres each accommodate a mix of uses, including retail goods and services, health services, food operators including cafes, restaurants and takeaway food stores, and some commercial operators.

Both Old South Head Road and New South Head Road are major arterial roads running north-south and connecting the suburbs at the north-eastern extent of the eastern suburb's peninsula (including Rose Bay, Dover Heights, Vacluse and Watsons Bay). In general, New South Head Road connects the peninsular to Double Bay, Edgecliff and the Sydney CBD and Old South Head Road connects the peninsular to Bondi Junction, Moore Park and Randwick. As such, these major roads account for significant vehicular traffic flows each day, generated by the large number of local residents and visitors in this part of Sydney.

2.2 Site Location

The Rose Bay South centre generally extends along Old South Head Road, from Onslow Street in the south to Hamilton Street in the north. This local centre is divided by Old South Head Road and the eastern section is located within the Waverley LGA. The centre includes a range of retail facilities, shop-top housing and other goods and service providers that cater for the local residential community.

A number of major national retail tenants are currently provided in the Rose Bay South local centre including Bunnings and Harris Farm as well as food catering operators such as Oporto and Dominos. The evolving nature of the local centre is apparent in the last few years, in adapting to serve the needs of the surrounding community.

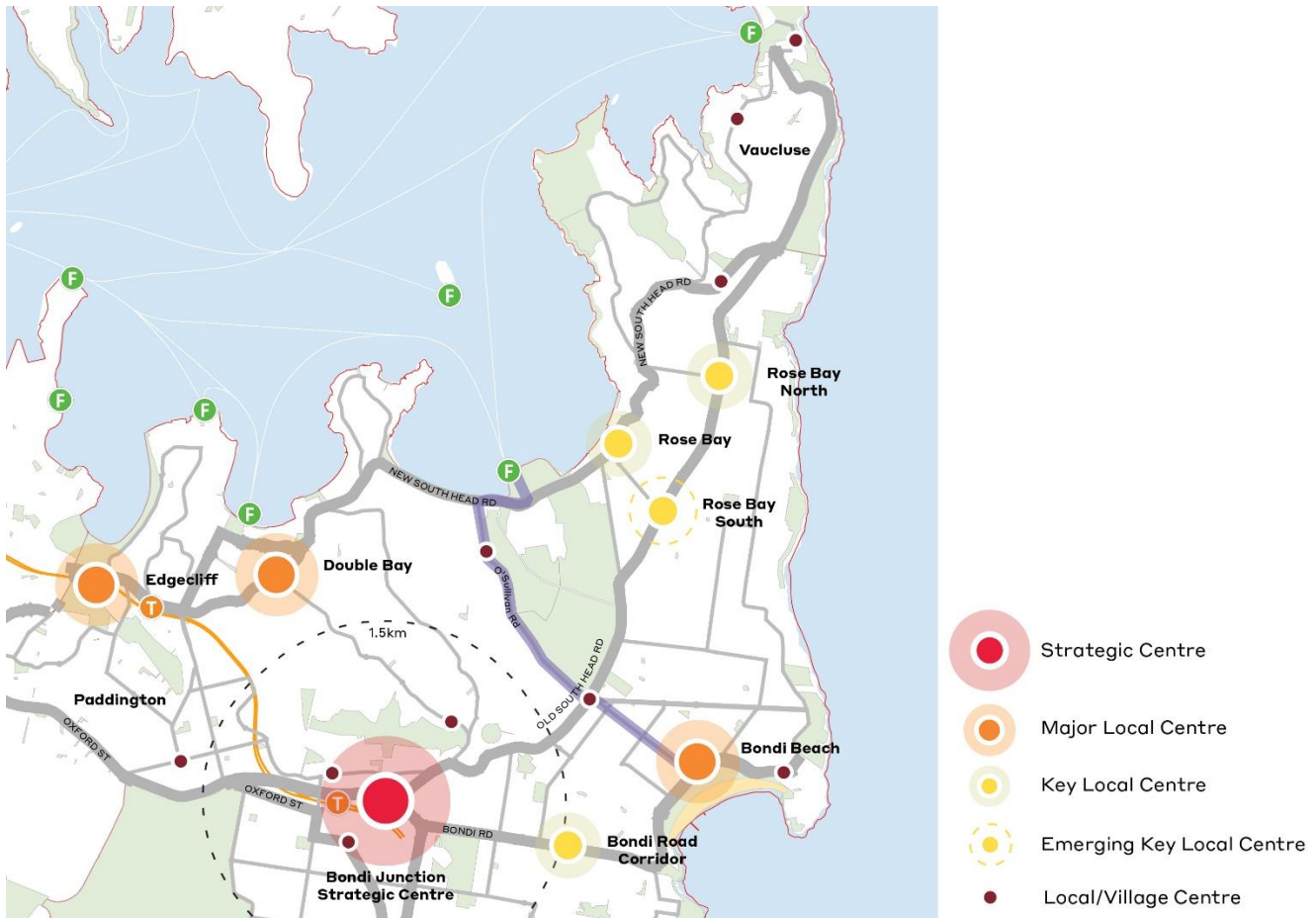


Figure 4 Regional Context of the Subject Site

Source: Google Maps / Ethos Urban

2.3 Evolving Retail Landscape and Consumer Trends

The context and drivers for retail development of all kinds has changed significantly over the past decade. The suburban indoor shopping centres that have proliferated since the 1950s are increasing in competition with new forms of retail development that respond to fast-changing customer preferences and new technologies. The rise of online shopping has led to shop vacancies on high streets and declining department store sales, while shopping centres are placing increasing emphasis on the shopper experience, including improved food and beverage offerings with integrated residential development.

Whilst approximately 75% of fresh food and groceries purchased Australia-wide are from supermarkets, today's fast paced lifestyle and flexible work and life arrangements means that modern consumers have more diverse preferences when it comes to supermarket shopping. Consumers increasingly prefer supermarkets that enable or promote:

- **24/7 shopping:** Consumers want the ability to be able to shop at times that are suitable and convenient for them. Working conditions and lifestyles have changed – consumers want to be able to shop early morning, during the day and late at night.
- **Walkability and accessibility:** Consumers, particularly those living in urban environments, prefer to shop locally at facilities that are easily accessible by walking, cycling, private car or public transport.
- **Range of products:** Consumers seek a broad range of products, at various levels of price and quality from a range of sources that can cater to a variety of tastes, cultural and ethnic preferences.
- **Shopping as an experience:** Supermarkets are increasingly responding to consumer demand for a greater retail experience through an increased range of products, foreign brands and high-quality foods including ready-made meals. Supermarkets are also looking to differentiate themselves by providing better experiences and offers that can attract consumers in highly competitive retail markets.
- **Shopping online:** Consumers have continued to embrace online shopping for both supermarket and retail goods. This is also seen in trends such as “click and collect”, where a consumer can order online and pick up at the store, or expect delivery of their goods within a short time after the order has been placed. While still a relatively small share

of supermarket sales, online shopping is growing rapidly, and its importance has been emphasised during the COVID-19 pandemic.

To meet these customer trends, supermarkets that are “best in class” offer a greater range of products and demonstrate features such as in store pickup (click and collect) and express delivery. They are technology driven, innovative and forward looking. Best in class supermarkets promote sustainable design and encourage sustainable practices, new supermarkets have higher levels of energy efficiency, and lower levels of wastage including reduced packaging and plastics. Many new supermarkets also include a number of sustainability and recycling initiatives. Where possible, the building should be built with recycled materials and sustainable products and cater for developments in clean technologies, for example include electric car charging points on site. Supermarkets can encourage walkability / active transport and active modes of transport by providing optimal convenience, limiting the need for shoppers to take multiple trips to satisfy their shopping needs.

2.3.1 The Importance of Supermarkets

Supermarkets play a key role in the retail hierarchy, providing essential food and grocery services for the local community. Supermarkets generate investment and business activity, as well as provide jobs close to local residents. Supermarkets typically account for approximately 75% of all food and grocery spending (compared to other fresh food and specialist operators such as butchers and bakers etc). The significant take up of retail expenditure is due to supermarkets’ ability to cater to the increasingly complex food and grocery needs of the community.

Supermarkets are typically provided across a range of sizes and formats, depending on the local market needs as well as surrounding retail environment. Supermarkets are typically defined as food and grocery stores of 500m² or larger. This is because stores of this scale will typically have the product range and facilities consistent with the requirements of a typical food and grocery shopping trip. A full-line supermarket is typically considered 2,500m² or larger, with major full-line stores considered above 3,200m². Stores between 500m² to 2,500m² are generally considered small to medium sized supermarkets. Small food and grocery stores of less than 500m² often lack the range and scale of facilities to accommodate a comprehensive grocery shopping trip, although can support a basic convenience shopping trip to meet immediate needs. Grocery stores of this scale are often referred to as convenience stores or food stores.

2.3.2 Supermarkets versus Convenience Stores

Supermarkets are critical for providing households with a wide range of products and services. These stores provide a range of convenience-based food and grocery items, with over 20,000 stock units typically available at a full-line store. Fresh food is a key offer of supermarkets, including a range of baked goods, seafood, meat, deli sections and cheeses in a single location. The range of products allow for greater consumer choice in terms of quality, type and price. These facts make supermarkets a critical component of the retail hierarchy and environment.

By contrast, small supermarkets or convenience stores, are effective at serving a community's basic convenience needs. They do not substitute the need for a larger supermarket given their limited stock. While smaller supermarkets provide a mix of products including canned goods, perishables, fruit and vegetables, and ready-to-go meals, they have a much narrower selection of products and far less price point variation. As a result, smaller supermarket customers will often also regularly seek out other supermarkets, including larger stores, in order to access a greater selection of brands, price-points, private labels and specialty products.

Customers visit larger supermarkets for their larger weekly or fortnightly shop in order to purchase products not available at smaller supermarkets or metro stores (i.e. customers would frequent both store types). Supermarkets are also utilised by all age groups and demographics due to the product range.

In considering the concept of community need for supermarkets, it is relevant to note:

- Approximately 75% of fresh food and groceries purchased Australia-wide are from supermarkets.
- No other retail format is visited more often by a higher share of the population than supermarkets.
- Supermarkets are fundamental to supporting basic household and lifestyle needs for the overwhelming majority of the Australian population.

As a result, the relative accessibility of the community to major supermarket shopping facilities is a fundamental consideration for economic and community need.

Any under provision of supermarkets in an area is detrimental to households in that region given the lack of convenience. It forces escape expenditure from a local area, as residents have to travel greater distances to their nearest supermarket, placing a strain on local traffic networks and adding to work/life balance pressures. In addition, in areas with limited supermarket competition, households can potentially be impacted due to the lack of range and limited price competition.

2.4 Trade Area Definition

A retail trade area is an analytical tool that represents the spatial influence of a centre, or retail destination, and the region from which it is expected to draw consistent and significant levels of patronage. The extent of the trade area is defined by a number of factors which include the location of existing and proposed retail competition, the surrounding arterial road network, and physical barriers to movement.

The trade area defined in this analysis also represents the area of likely social and economic influence. The trade area defined for the proposed development is shown in **Figure 3** and includes the following:

- **Primary sector:** represents the immediate local catchment and area most likely to associate with the proposed development. The population within the primary sector would have direct access to the proposed supermarket and the Rose Bay South centre, and would be regular customers.
- **Secondary sectors:** defined to include four sectors and represents the broader area that would have good access to the subject site and would likely visit the proposed Woolworths Rose Bay store periodically, in conjunction with other surrounding supermarket stores.
- **Tertiary sector:** extends to include the broader north eastern suburbs. The tertiary sector represents the population that may still shop at the proposed store from time to time, however on a less regular basis. Residents of the tertiary sector have been included in the analysis due to the limited provision of existing stores in the area and strong accessibility to the subject site through the existing road network.

The combination of the primary and secondary sectors form the **Main Trade Area (MTA)**. The MTA generally reflects the area with 1-2km from the subject site. The combination of the MTA and the Tertiary sector comprise the **Total Trade Area (TTA)**.

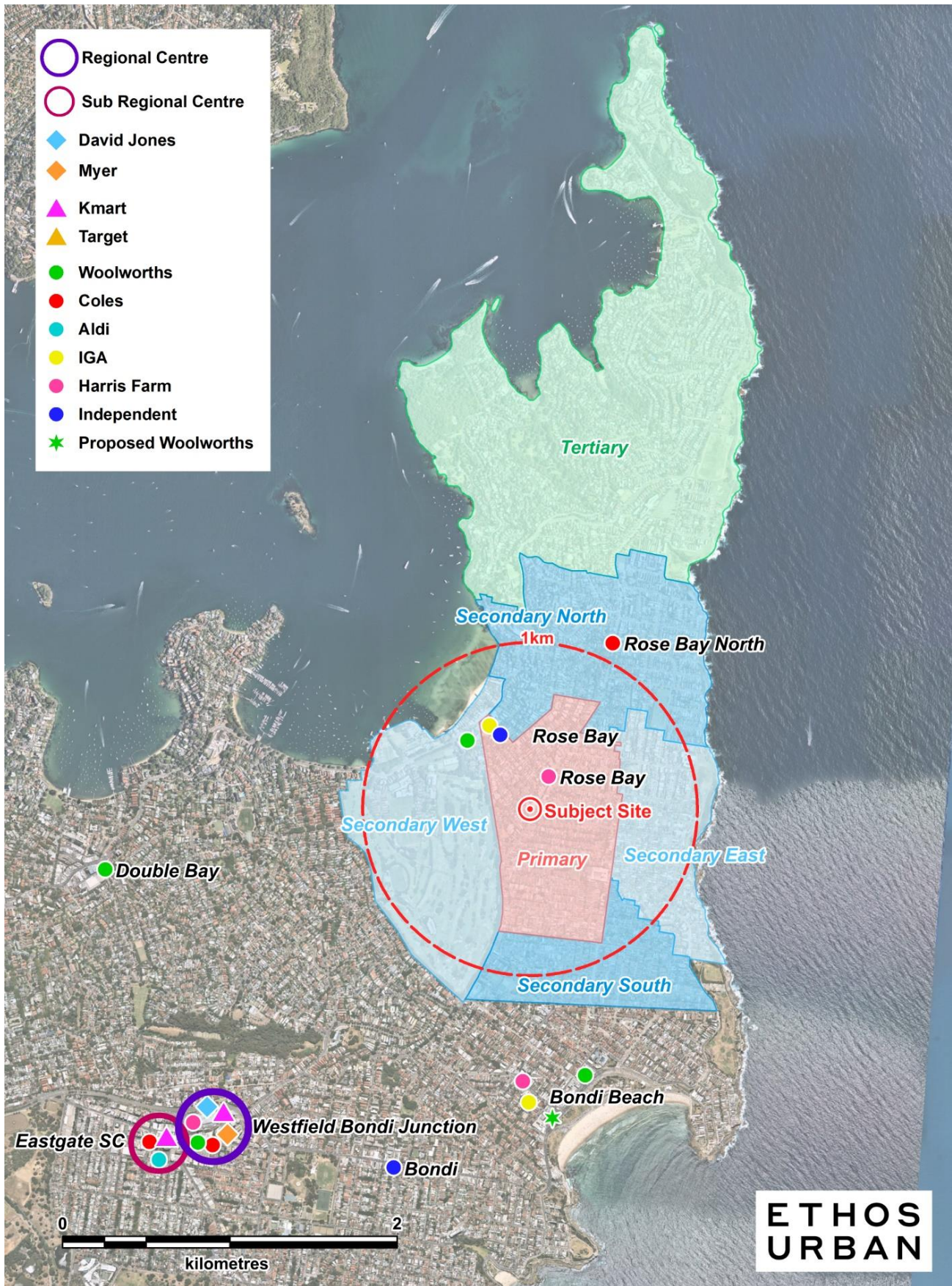


Figure 5 Rose Bay Trade Area and Competitive Environment

Source: Mapinfo, Nearmap, Ethos Urban

2.4.1 Resident Population Projections

The current estimated resident population (ERP) of the TTA is 31,890, prepared with reference to ABS population estimates and rebased to 2021, as at the time of lodgement (refer **Appendix A**). Reference has also been made to forecast growth estimates outlined within both the Woollahra and Waverley Local Strategic Planning Statement (LSPS).

Population projections outline that the TTA population is forecast to maintain steady population growth in the future, consistent with historical trends. The TTA population is projected to increase by +540 residents between 2021 and 2036, reflecting the largely built-up nature of the area with limited land availability.

Despite the relatively stable population growth that is planned to occur within the TTA, it is clear that there is already a large, established population that would require access to convenient supermarket facilities.

2.4.2 Resident Retail Spending Estimates

Estimates of retail spending by residents within the defined TTA are provided for the following broad categories:

- **Food, Liquor and Groceries (FLG):** includes spending on fresh food, groceries and take-home liquor. This is the main category relevant to supermarket-based shopping.
- **Food catering:** includes cafes, restaurants and take-away food.
- **Non-Food:** includes apparel, homewares, bulky merchandise and other general merchandise.
- **Services:** includes retail services (e.g. hairdressers, beauty salons etc).

With regard to the proposed development, which will include a supermarket, the store will attract spending primarily from the FLG category. Estimates of the current per capita retail expenditure highlight that TTA residents spend on average \$19,590 per capita on retail items. The TTA per capita retail expenditure is 30.0% higher than the comparable Greater Sydney average.

2.4.3 Competitive Retail Environment

A review of the existing and future supermarket environment within the Rose Bay region indicates that only a few small and metro supermarkets current serve this part of Sydney, with all larger and full-line supermarkets located some distance away, including at larger retail centres. Several specialised fresh food operators are also located within the region and provide a limited range of specialised food and grocery items.

Key points to note in relation to the supermarket context within the Rose Bay region include:

- Total supermarket floorspace within the TTA is currently estimated at 3,950m². This includes a Coles Local of 1,500m², IGA of 1,250m² and a Woolworths Metro of 1,200m². In addition, fresh produce specialists of Harris Farm and Parisis, both occupying around 1,000m² each are also provided. These fresh food operators have been included due to the size and the fact that while they specialise in fresh food, a small provision of typical grocery items are also provided.
- Based on the 2021 population of 31,890 in the TTA, the provision of supermarket floorspace per 1,000 persons equates to around 124m² of supermarket floorspace per 1,000 persons, which is around 50% below the typical supermarket provision provided across metropolitan Sydney of around 260m² per 1,000 persons.
- Notably, no medium sized or full-line supermarkets are provided within the Rose Bay TTA. This means that while residents will shop at smaller stores for quick, top-up shopping trips, they will regularly seek out a larger supermarket offer beyond the local catchment in order to undertake a larger shopping trip with access to a broad product range of products, including the greater selection of brands.

Rose Bay South

- No supermarket is currently provided within Rose Bay South, however, Harris Farm recently opened in 2020 within the centre, and is situated some 300m north of the subject site along Old South Head Road. Harris Farm is a specialist fresh food and grocery provider and while this operator provides some similar product lines to a supermarket, this is considered minimal with Harris Farm often providing a complementary food and grocery offer to a traditional supermarket operator (i.e. customer would often utilise both stores).

Rose Bay

- Several supermarkets are located on the border of the defined primary and secondary west sectors, approximately 700-800 metres from the subject site. These stores include Woolworths Metro and IGA supermarkets as well as Parisis (fresh food operator) and are located within the neighbouring Rose Bay centre which is focused along New South Head Road and Dover Street. These stores all occupy around 1,250m² or less, and cater to the convenience needs of the immediate local population, providing a narrower selection of products compared to the proposed Woolworths Rose Bay supermarket.

Rose Bay North

- The largest supermarket offer within the Rose Bay TTA currently is a Coles supermarket situated 1.2km north of the site (within the secondary north sector). This supermarket was refurbished and opened under the 'Coles Local' banner in 2020. The store provides around 1,500m² and includes a focus on convenience-based products. The store provides an offer targeted at time poor professionals living in the area who seek a healthy food and grocery offer, including a number of ready-made meals. In addition, the store offers premium services and products including self-serve coffee and juicing stations, and over 400 Kosher products to cater for the local Jewish community. As such, the Rose Bay Coles Local store is a small supermarket serving the convenience needs of the immediate population.

Beyond the Trade Area

- Beyond the TTA, the main retail and supermarket centres include:
 - **Bondi Beach:** Multiple stores are provided at Bondi Beach, 2.1km from the site, including a Woolworths Metro (1,400m²), Harris Farm (1,000m²) and IGA (500m²). These stores serve local residents as well as the tourist and visitor population during typical trading conditions. A specialist supermarket, Kemenys of around 1,300m² is also provided along Bondi Road, some 2.6km from the site.
 - **Bondi Junction:** A major shopping centre destination, situated 3km south-west of the site. Includes a number of supermarkets, provided across Westfield, and Eastgate Shopping Centre (defined as a sub-regional centre). Between the two centres five (5) supermarkets are provided, totalling around 15,000m² of supermarket floorspace, including three (3) major full-lines; namely two Coles and one Woolworths.
 - **Woolworths Double Bay:** Provided within the Double Bay Town Centre, around 3.9km west of the site, is a major full-line supermarket occupying around 5,000m². It is understood that this modern supermarket, which was redeveloped in 2014, is a key shopping destination for a wide population within this part of Sydney.
- The limited provision of supermarket floorspace within the TTA, including no existing medium size of full-line supermarkets, indicates that a substantial number of TTA residents would frequently travel beyond their immediate area in order to access a more extensive supermarket offer. These stores locations impact on the level of convenience for Rose Bay residents and increasing congestion at fewer, larger supermarkets.
- In addition, reflecting the geography of the area, the Rose Bay TTA extends much further north up the peninsula to Watsons Bay. Some residents in this part of the trade area currently have to travel up to 8km from their homes (16km round-trip) in order to access a medium size or full-line supermarket.

2.4.4 Key retail precincts

The Rose Bay TTA incorporates a number of retail precincts that are centrally located along the main roads and focus on serving the needs of the immediate local population. Key points to note in relation to the shopfronts provided within the key retail precincts throughout the TTA and the proposed Woolworths Rose Bay include:

- **Significant number of shopfronts:** Based on the 2022 audit, around 240 shopfronts are provided within the TTA, this includes 90 shopfronts in Rose Bay (New South Head Road), 37 shopfronts in Rose Bay North (Old South Head Road), 61 shopfronts in Rose Bay South (Old South Head Road), 40 shopfronts in Vaucluse and 12 shopfronts in the main Watsons Bay retail strip).
- **Low vacancy:** Vacancy rate is low at 9 shopfronts (3.8% of total) across the TTA. The minimal number of vacancies highlights the strong performing nature of these precincts.
- **Limited major food anchor tenants:** As outlined above, there are few supermarkets provided within the TTA including:

- Only three (3) smaller supermarkets are provided, with the largest at around 1,500m². None of these supermarkets are provided within the Rose Bay South centre, and their smaller size mean that existing supermarkets predominately serve their immediate population only.
- Two (2) large fresh produce operators (Harris Farm and Parisi's) are provided, and have recently opened or expanded. These operators are specialised retailers providing a tailored fresh food offer and a minimal range of grocery items, and therefore, do not compete directly with traditional supermarket operators.
- **Limited direct fresh food and liquor competition:** The amount of traditional fresh food & liquor shopfronts is low overall at 5% of the total (12 shopfronts), with four (4) of these being liquor stores. Stores are also dispersed across the various strips, indicating that these stores serve their immediate population.
- **Limited direct supermarket competition overall:** 93% of all shopfronts will not compete with the proposed Woolworths at Rose Bay South, with the three largest shopfront categories being food catering (58 shopfronts at 24.2% of total shopfronts).

Results of the above indicate that the proposed supermarket at Rose Bay will not impact on existing retail shopfronts (as depicted in **Figure 4** and **Figure 5**), rather will be complementary to existing facilities, and will strengthen the Rose Bay South precinct by enhancing activation and performing the role as a key destination for the community. This would ultimately improve visitation and customer flows throughout Rose Bay South to the benefit of local businesses.

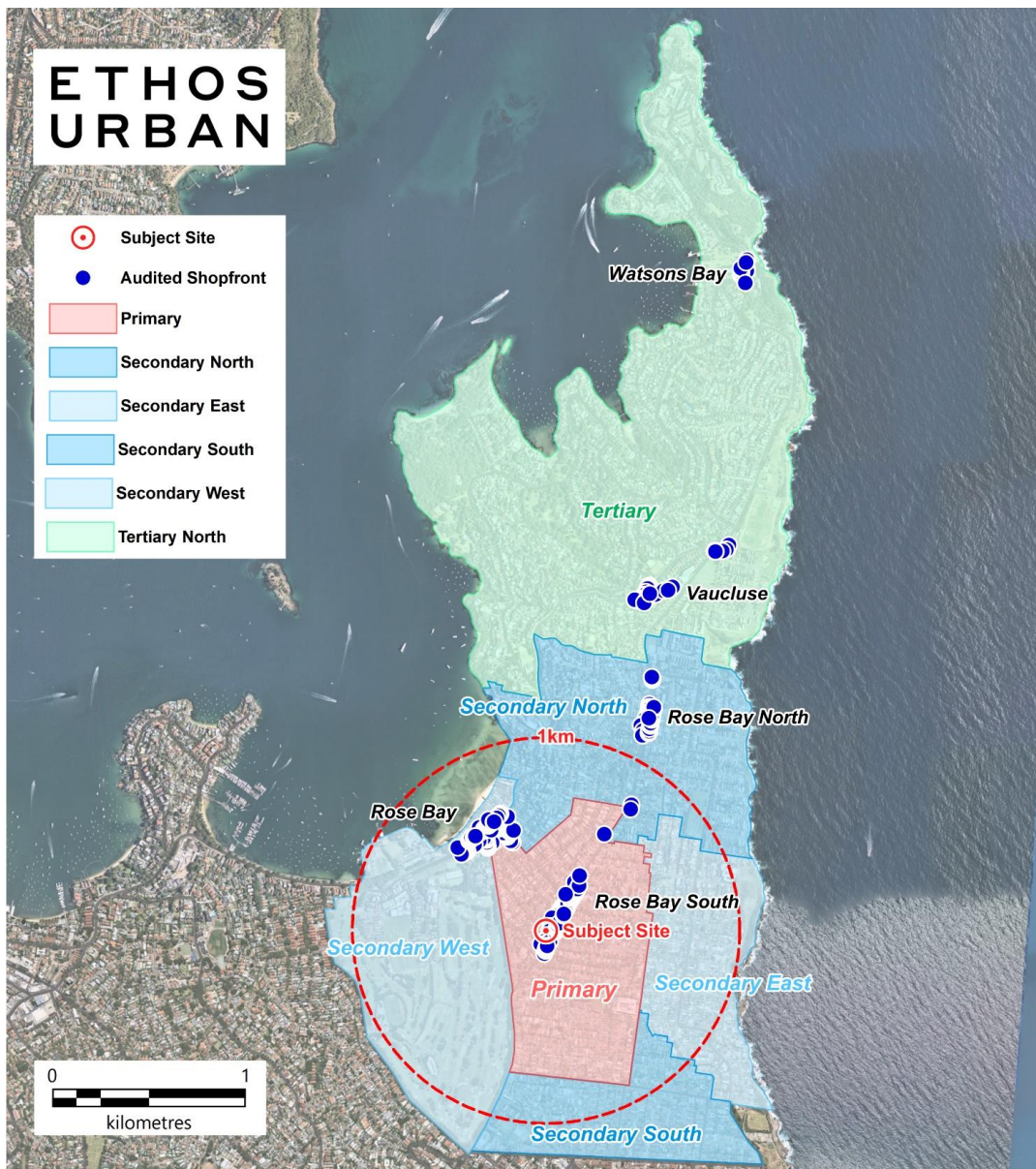


Figure 6 Rose Bay TTA Shopfront Locations

Source: Mapinfo, Nearmap, Ethos Urban



Figure 7 Shopfront Summary of the Rose Bay South (Old South Head Road) Precinct

Source: Mapinfo, Nearmap, Ethos Urban

2.4.5 Supermarket Customer Visitation and Expenditure Analysis

A high level review of supermarket customer visitation can be observed through use of mobile location data, such as that sourced from Near (formerly UberMedia). In this instance, we have reviewed a sample of customers who visited Woolworths at Double Bay, and Coles Local at Rose Bay over the period from January 2018 to December 2020. A summary of the results suggests the following implications for customer supermarket shopping behaviours:

- Smaller supermarkets serve a smaller trade area, while major full-line supermarkets attract business from a broader area. The smaller supermarket at Rose Bay generally attracts the majority of business from residents within 2-3km of the store, while for the larger Double Bay store, a high proportion of visits are still recorded for residents up to 5km away. This demonstrates that smaller stores are more likely to serve the area within close proximity of the store, while full-line supermarkets will continue to attract visitors broadly due to their critical offer in providing a full-range of food and grocery products and supporting a successful retail network.
- Residents of Rose Bay and Vaucluse shop at multiple supermarkets, with these residents regularly travelling to shop at major full-line supermarkets such as Woolworths Double Bay as well as at their more local stores; indicating that consumers will regularly travel past other smaller stores in their area in order to access a larger supermarket that includes a more extensive product range and food and grocery offer.
- Data suggests that approximately 20% of customers to Woolworths Double Bay are residents of suburbs within the defined Rose Bay TTA. Suggesting a high level of escape expenditure.

Evidence of consumer shopping patterns can also be outlined using transaction data from Quantum. Quantum is a data analytics firm with access to a range of transactional data that can be used to identify customer trends and spending patterns. Data was analysed at a postcode level and considered where people within each postcode shopped (at supermarkets and other fresh food tenants).

A review of the food and grocery shopping habits of consumers within the postcode of Rose Bay (postcode 2029) using Quantum data reveals that **over half of all residents (51.4%) within the Rose Bay postcode travel outside of the defined TTA in order to undertake their food and grocery shopping during the 2021 calendar year.** This includes a significant proportion of food and grocery expenditure directed to Bondi Junction, Double Bay and Edgecliff (all centres that include a larger supermarket offer than is currently provided in Rose Bay). This represents a **significant provision of escaped retail expenditure from the Rose Bay TTA that is being directed outside of the local area, adding to congestion and impacting on resident amenity.**

Results of both the visitation and transaction data highlight the fact that smaller supermarkets and food and grocery stores serve a key role in their local community, however, larger supermarkets are still visited frequently by residents as part of their typical shopping patterns. These larger supermarkets also serve a critical role in a holistic retail network, attracting visitation from a wider area, attributed to the expanded food and grocery offer that they provide. Currently, **the undersupply of supermarket floorspace and the distance being travelled across a broader region for food and grocery shopping, highlights the opportunity that exists for a new supermarket in Rose Bay South.**

2.4.6 Supermarket Demand Conclusions

The proposed Woolworths Rose Bay South supermarket will be only half the size of the existing major full-line supermarket at Double Bay, however, will be 50% larger than any existing supermarket in the local area currently and provide local residents with a product range that will be approximately double the existing range at any individual store (at 15,000 stock keeping units (SKU) compared to around 8,000 SKU or less currently provided).

The proposal will provide improved choice, range and price competition for local residents within the local catchment. The proposed development would result in improved travel times and convenience for residents, and ease congestion at existing stores as well as on the local road network – as **the need to travel to larger supermarkets for grocery needs will be diminished by the proposal.**

2.5 Community Trends, Values and Priorities of The Local Community

The local population is considered to be relatively advantaged, with households earning high incomes, likely to be of working age, and primarily a mix of families with children, couple-families, and a fair proportion of lone person households. The population is expected to have some slight growth over the medium to long term (20 years). The local population is older than the Greater Sydney average and has a higher proportion of residents aged 60 years or over – with a higher proportion of individuals needing assistance in their everyday lives.

Demographic trends also indicate that over the next 20 years, the average household size in Woollahra will decline while the number of lone person households will increase. Although Woollahra has a higher than average level of affluence and advantage when compared to other LGAs in Greater Sydney, issues of social isolation, loneliness and depression remain relevant issues that the council is seeking to reduce in the community.

The *Woollahra 2030 Community Strategic Plan* highlights the values and priorities of the local community. The key themes include community wellbeing, quality places and spaces, a healthy environment, local prosperity, and community leadership and participation. Relevant to highlight in the context of this study, 'urban villages with a good range of shops, services and facilities' is a key part of the community vision statement, with 'enhancement and revitalisation of our shopping areas' a priority in order to achieve the valued 'local prosperity'.

'Quality places and spaces' is a core value for the local Woollahra community. It is a priority for the residents that the local urban character is retained and enhanced and offer a good range of shops and services together with quality design of new development. The community sees it is important to 'support the viability of village shopping strips and local shopping centres' in order to achieve this goal.

2.5.1 Benefits of Walkable, Mixed-Use Neighbourhoods

Co-locating housing, employment, social infrastructure, retail, public transport and daily living needs within dense, mixed-use precincts supports urban activation and amenity. Clustering destinations, such as housing, shops, schools, libraries, cafes, medical centres and so on, makes it more convenient for residents to access a variety of needs within

one location. Mixed-use precincts encourage walking and active transport, supports the viability of local retail and social infrastructure, as well as increased activity on the street and improved perceptions of safety.

The co-location of housing, social infrastructure, and essential services has the potential to significantly decrease car dependency and encourage walkability. Walkability can have substantial effects on the health and wellbeing of populations.

2.5.2 Importance of 'Third Spaces' in Community Building

'Third places' is a term referring to places where people spend time between home ('first' place) and work ('second' place). They are locations where we exchange ideas, have a good time, and build relationships. The most effective ones for building real community seem to be physical places where people can easily and routinely connect with each other: churches, shopping malls, plazas, parks, recreation centres, hairdressers, gyms and even fast-food restaurants. Informal conversation is the main activity and most important linking function.

Social infrastructure and public space play an integral role in the ongoing social sustainability of the LGA and can strengthen communities as they grow. Many city planning efforts now include specific steps to create third places. Accessibility and seating are key and draw people together from a range of ages and backgrounds. Due to the increased instance of social connection and interaction associated with shopping venues, planned infrastructure in the Woollahra LGA should consider the social impacts of development and support the use of space for social connection, particularly in a local centre setting.

3.0 The Site

3.1 Site Location and Context

The combined Planning Proposal site is located at 488-492 Old South Head Road and 30 Albemarle Avenue, Rose Bay in the Woollahra LGA.

The site is located within a local centre known as Rose Bay South, as defined in the *Woollahra Local Strategic Planning Statement 2020* (LSPS). Rose Bay South is one of three centres that are proximate to the site, as defined by the hierarchy of local centres in the LSPS. The eastern side of the Rose Bay South local centre is located within the neighbouring Waverley LGA.

The site is located within the vicinity of a number of key centres (as identified by the strategic planning frameworks). In particular, the site is:

- Approximately 700 metres to the south-east of the Rose Bay town centre, which is identified as a key local and business centre in the LSPS.
- Approximately 1.2km to the southwest of the Rose Bay North local centre.
- Approximately 1.5km north of the Bondi Beach local centre, also within the Waverley LGA.
- Approximately 2.7km east of the larger Double Bay town centre retail precinct.
- Approximately 3km northeast of Bondi Junction (Waverley LGA), which is identified as a Strategic Centre in the *Eastern City District Plan 2018*.
- Approximately 6km east of the Sydney Central Business District (CBD).

3.2 Site Description

The subject site comprises two allotments, being the previous Caltex site on the prominent corner of Old South Head Road and Albemarle Avenue and the adjoining residential dwelling allotment to the north-west. The site is legally described as Lot 1 in DP 1009799 and Lot 30, Section B in DP4567.

The site has a combined area of approximately 2,257m² and is irregular in shape. It has a frontage of approximately 40 metres to Old South Head Road and 70 metres to Albemarle Avenue. A survey plan is located at **Appendix H** prepared by LTS Lockley. An aerial photo of the site is shown in **Figure 8**.

3.2.1 Existing Development

488-492 Old South Head Road currently contains a former service station, including a fuel canopy, hardstand, signage and a convenience store. Fuel tanks have been decommissioned and bowsers removed following closure in 2020 and a perimeter temporary hoarding has been erected.

Site remediation works approved under DA/502/2019 are expected to be undertaken by Fabcot upon redevelopment of the site. Further details and assessment are undertaken at **Section 8.9** of this report. A photograph of the 488-492 Old South Head Road service station site is shown in **Figure 7**. The site also comprises an adjacent single storey residential dwelling located at 30 Albemarle Avenue. A photograph of the 30 Albemarle Avenue site is shown in **Figure 8**.

The service station portion of the site has vehicular access from both Old South Head Road and Albemarle Avenue by way of 3 existing crossovers, whilst the residential portion of the site only has access from Albemarle Avenue. There are no heritage items located on or within the vicinity of the site. Further details of existing vegetation together with an assessment is undertaken in **Section 8.10**.



 The Site


 NOT TO SCALE

Figure 8 Aerial photograph of the site and surrounds

Source: Nearmap / Ethos Urban



Figure 9 Photograph of the service station site from Old South Road

Source: Ethos Urban



Figure 10 Photograph of the dwelling house from Albemarle Avenue

Source: Ethos Urban

3.2.2 Transport Access

The site's road access is primarily via Old South Head Road which provides a direct connection to Bondi Junction to the south-west and further to the north to Vaucluse. Secondary access is provided by Albemarle Avenue, Newcastle Street and New South Head Road to Double Bay and further to the east to the Sydney CBD.

The site is proximate to numerous bus stops, the closest one being located on the corner of Old South Head Road and Wilberforce Avenue. This bus stop is frequented by the following public bus services:

- Route 386: Vaucluse to Bondi Junction
- Route 387: South Head Cemetery to Bondi Junction

The termination of these bus services at Bondi Junction provides a direct connection to the T4 Eastern Suburbs and Illawarra Line services, and the NSW Train Link South Coast Line Services. The site is located approximately 1km from Rose Bay Wharf which provides a direct connection to Circular Quay. The site is also located on the Waverley and Woollahra Bicycle Network, which connects local centres, open spaces, and residential areas throughout the LGA.

3.3 Surrounding Development

To the immediate north of the site is a contemporary 3 storey mixed-use development, with Ground Floor tenancies providing a real estate agent office and takeaway food and drink premises (**Figure 9**). Further to the north is a drive-thru bottle shop, with the remainder of the Rose Bay South local centre located beyond. This comprises a range of mixed-use developments fronting Old South Head Road, including two storey older style shop top housing and modern multi-level mixed use developments, including Ground Floor tenancies such as Harris Farm Markets and Bunnings.

To the immediate east across Old South Head Road are 2 three-storey residential flat buildings. To the immediate north-east is a two-storey commercial building, 3-story shop top housing development and a chemist (**Figure 10**). Further east, single-detached residential dwellings become the prevailing form of development across Rose Bay and Dover Heights.

To the immediate south-west across Albemarle Avenue is a single level Pharmacy (**Figure 11**). To the immediate south and south-east is characterised by fine grain shop top housing development. Further south is the suburb of Rose Bay and North Bondi, where single detached residential dwellings are the prevailing form of development.

To the immediate west is Albemarle Avenue, which consists of single detached residential dwellings typically two storeys in height (**Figure 12**). Further west is the Royal Sydney Golf Club (local heritage item) and the Rose Bay Public School.



Figure 11 View to existing development adjoining to the north fronting Old South Head Road

Source: Ethos Urban



Figure 12 View South-West across Albemarle Avenue of the Pharmacy

Source: Ethos Urban



Figure 13 View directly South across the Old South Head Rd & Albemarle Ave intersection

Source: Ethos Urban



Figure 14 View to the West of the Rose Bay Residential Area

Source: Ethos Urban

3.4 Current Planning Controls

3.4.1 Woollahra Local Environment Plan 2014

The WLEP 2014 is the principal environmental planning instrument applying to the site. The existing key planning controls that apply under the LEP are outlined below in **Table 1**.

Table 1 Current LEP Provisions

Consideration	Existing Controls
<p>Clause 2.1 Land Use Zoning</p>	<p>The site is partially zoned MU1 Mixed Use (488-492 Old South Head Road) and R2 Low Density Residential (30 Albemarle Avenue).</p> <p>The MU1 Zone permits a range of residential uses and non-residential uses. Development for the purpose of commercial premises and shop top housing is permissible with development consent. Zone R2 permits a range of residential uses and small-scale non-residential uses. Generally, development for the purpose of commercial premises is not permissible within this zone. <i>Note: this is to transition to MU1 Mixed-Use from 26 April 2023.</i></p>  <p>Figure 15 Land Use Zoning Map Extract</p> <p>Source: WLEP 2014</p>

Clause 4.3 Building Height

The service station portion of the site has a maximum building height limit of 14.5 metres, whilst the residential portion of the site has a maximum height limit of 9.5 metres.



Figure 16 Maximum Building Height Map Extract

Source: WLEP 2014

Clause 4.4 Floor Space Ratio

The service station portion of the site has an FSR of 1.5:1, whilst the residential portion of the site does not have an FSR control.

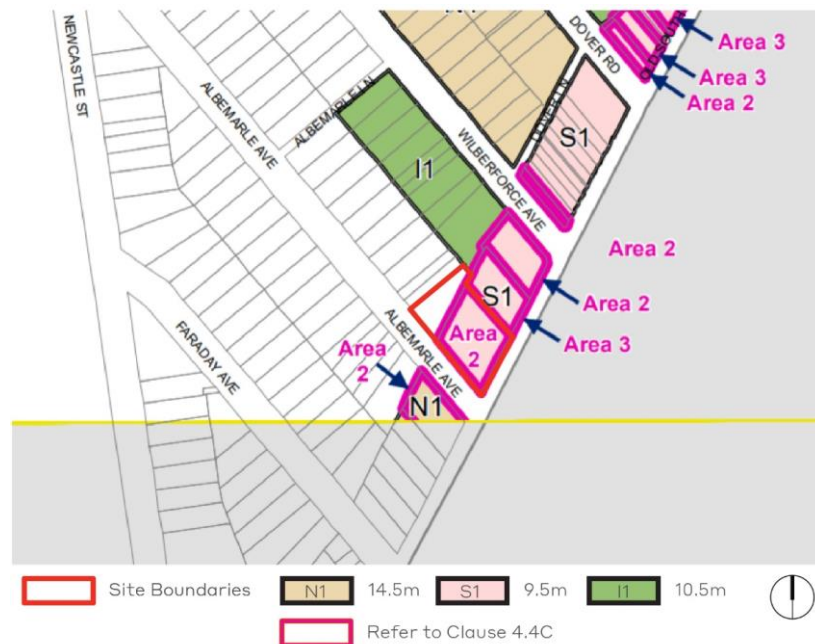


Figure 17 Maximum Floor Space Ratio Map Extract

Source: WLEP 2014

Clause 4.4B Exceptions to Floor Space Ratio (Areas 2 and 3 – selected Zone B1 and Zone MU1 Centres)

The service station portion of the site is identified as being located in “Area 2”, meaning that under subclause (3)(a) the FSR of the site may be increased to 2:1 if the consent authority is satisfied that the development will be compatible with the desired future character of the centre in terms of bulk and scale. Under subclause (3)(b) the site also adjoins land within ‘Area 3’

	however the adjacent site has been recently redeveloped and has existing direct vehicular access to a road.
Clause 4.4E Exceptions to floor space ratio—dwelling houses, dual occupancies and semi-detached dwellings in Zones R2 and R3	The 30 Albemarle Avenue site has maximum FSR of 0.5:1 as it is a site with a total area over 400sqm.
Clause 5.10 Heritage Conservation	The site is not of any heritage significance, nor is it within a heritage conservation area.
Clause 6.3 Flood Planning	The site is identified as being located in a flood planning area, meaning that any future development must be compatible with the flood hazard of the land, and must not significantly adversely affect the environment or flood behaviour.

3.4.2 Woollahra Development Control Plan 2015

The WDCP 2015 provides additional detailed design guidance which builds upon the provisions of the WLEP 2014. The site is located on land within the Rose Bay South Mixed Use Centre and the Rose Bay Residential Precinct which are subject to precinct specific DCP provisions. Part of the site is also listed as a Key Corner Site. Refer to **Figure 16** and **Figure 17**.



Figure 18 Site location within the Rose Bay South Mixed Use Centre

Source: WDCP 2015

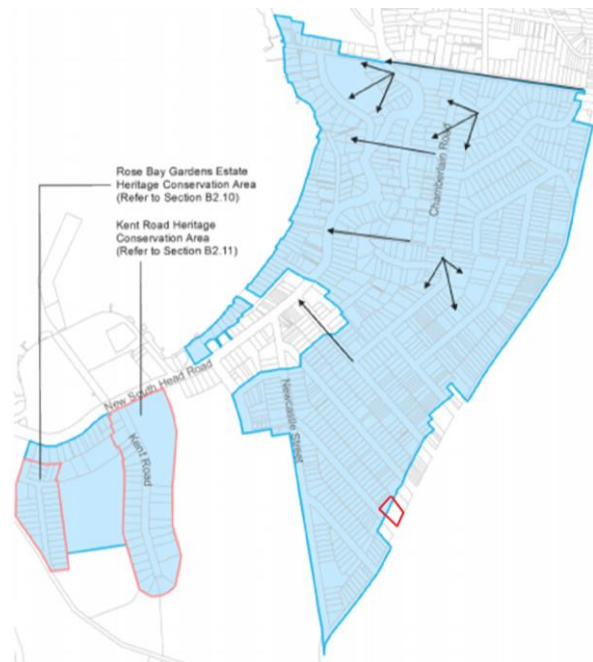


Figure 19 Part of the site is located within the Rose Bay Residential Precinct

Source: WDCP 2015

Rose Bay South Mixed Use Centre

Part of the site (488-492 Old South Head Road) is located within the Rose Bay Mixed Use Centre. The Woollahra DCP envisages the Centre provide a good mix of cafes, restaurants and personal services to address the local community's needs. It also seeks to facilitate an upgrade to the existing building stock with well-designed contemporary buildings in the form of four story mixed-use developments containing residential or office space and ground floor retail.

The WDCP 2015 highlights and encourages redevelopment to define and reinforce corner sites, which includes the subject site. The WDCP 2015 does notes that the Centre is not to detract from the amenity of the adjoining Rose Bay Residential Centre.

Relevant controls applicable to the Rose Bay South Mixed Use Centre under the WDCP 2015 are identified in **Table 2**.

Table 2 Woollahra DCP 2015 – Rose Bay South Mixed Use Centre Controls

Objective	Local Controls
Rose Bay South Mixed Use Centre	
O1: To provide uses that are consistent with the desired future character of the centre.	C1: The ground level contains active uses, preferably retail, business and personal services that address the needs of the local community. C2: Offices and residential uses are generally located above street level.
O2: To achieve a consistent built form and presentation to the street.	C3: Development is a maximum four storeys. C4: For street wall and parapet line, development provides three storeys built to the street alignment, with a continuous and consistent parapet line above. C5: Development on the fourth level is setback at least 3m from the street boundary. C6: For the street awning, development includes a continuous, solid, suspended awning over the public footpath of Old South Head Road and along the secondary frontage of corner sites.
O4: To support the evolution of building styles through the introduction of well-designed contemporary buildings. O5: To encourage good building design and limit building bulk.	C8: Building articulation at the street alignment is in the form of recessed balconies or loggia only. Elsewhere it may be in the form of verandas, balconies, loggia or wall offsets. C9: At the street alignment, the depth of the recessed balconies and loggia is between 2.4m to 3m.
O6: To define and reinforce corner sites.	C10: Development on corner sites provides four storeys built to the street alignment with a continuous and consistent parapet line above.
O8: To encourage continuous active retail street frontages	C11: Development does not include vehicular access from Old South Head Road.
O9: To provide for the amenity of occupants	C12: The building depth for storeys above the ground floor level is generally not more than 12m. C13: At least 10% of the site is provided as deep soil landscaped area.

Rose Bay Residential Precinct

The rear of the site (30 Albemarle Avenue) is located within the Rose Bay Residential Precinct. The WDCP 2015 envisages the area to be redeveloped for medium density residential uses such as residential flat buildings, manor houses, multi dwelling housing, terraces and attached dwellings. The WDCP 2015 identifies the opportunity for redevelopment along Old South Head Road, with a view to providing a greater intensity of development adjacent to the classified road.

The WDCP 2015 envisages future development respect and enhance the existing elements of the neighbourhood character that contribute to the precinct including:

- a) the rich mixture of residential architectural styles and forms, including dwelling houses and residential flat buildings.
- b) the pattern of rectilinear residential streets within the valley basin, and curvilinear streets in the steeper areas.
- c) dwelling houses set within highly visible gardens.
- d) the visual relief within streetscapes provided by the separation of buildings, the articulation of facades and building forms.
- e) the tree canopy formed by both street and private yard plantings.
- f) sandstone garden walls at the street.

- *g) the relationship of residential development to the open spaces (including Lyne Park and the Royal Sydney Golf Club) and the harbour.*
- *h) the iconic and harbour views available from the streets and other public spaces, including view corridors between buildings.*

The WDCP 2015 also includes the following desired future character objectives for the Rose Bay Residential Precinct:

- *O1 To respect and enhance the streetscape character and key elements of the precinct.*
- *O2 To encourage development at a scale which relates to the function and role of the streets they address, i.e. larger scale development on the major streets (Old South Head Road and New South Head Road adjacent to the commercial centre) and a range of housing types on the minor streets.*
- *O3 To provide for an evolution of building stock from dwelling houses to medium density development in the R3 zoned areas.*
- *O4 To maintain the evolution of residential building styles through the introduction of well designed contemporary buildings incorporating modulation and a varied palette of materials.*
- *O5 To reinforce a consistent building scale within streets.*
- *O6 To design and site buildings to respond to the topography and minimise cut and fill. O7 To protect important iconic and harbour views from the public spaces of the precinct. O8 To reinforce the landscape setting and maintain the existing tree canopy.*

Rose Bay South (Waverley Council)

Old South Head Road provides a boundary between Woollahra and Waverley LGA's, the Waverley vision for the area also needs to be taken into consideration. The controls are similar to those present within Woollahra's DCP with a mixed use area with similar building heights in place.

The Waverley DCP 2012 identifies the area as Rose Bay South small village, it also outlines four desired future character objectives:

- a) To ensure an integrated approach and consistent treatment to the conservation of buildings of historic character.*
- b) To maintain and improve the continuity of awnings over the footpath.*
- c) To maintain Old South Head Road as the primary streetscape in the village with side streets as secondary frontages.*
- d) Maintain a good distinction between the mixed use sections of Old South Head Rd and residential side streets.*

4.0 Strategic Context

4.1 Strategic Planning Themes

This chapter demonstrates how the vision and intended outcomes for the site, enabled by the Planning Proposal, are consistent with a range of strategic planning objectives established by both Council and the NSW State Government. Specifically, the Planning Proposal supports key strategic planning moves relating to the following themes:



In line with the strategic framework, the Planning Proposal presents the opportunity to:

- Increase the access to the products needed for people's everyday life that is not present in a smaller format 'convenience style' supermarket or grocer and increase in housing in the Rose Bay South local centre to strengthen the centre's businesses as the residents utilise the services the centre offers.
- Deliver housing in an accessible and well-serviced location, notably within walking distance of public transport services, open space, employment opportunities and a diverse range of retail offerings.
- Incorporate the principles of sustainability throughout the lifecycle of the project including through the provision of deep soil and additional tree canopy, compliance with the relevant BASIX Energy scores and NABERS Energy ratings and management ongoing retail operations in accordance with the Woolworths Sustainability Plan 2025.
- Fulfil the role of a local hub by locating daily goods and services within walking distance of existing and future residents, workers and visitors, and contribute to the vitality of the area through the activation of the ground plane with retail uses.
- Facilitate the delivery of development that will support the 30-minute city concept by providing high quality retail offerings as well as job opportunities within close proximity to housing.

Further discussion is provided in the sections below.

Evolving Local Centres

Council identifies a range of mixed-use centres within the Woollahra LGA and surrounding areas. This includes the larger hubs of Bondi Junction and Double Bay within the west and the three finer grain town centres within Rose Bay in the east, together with other smaller neighbourhood villages.

In particular, the three centres within Rose Bay cater to the South Head peninsular, serving such suburbs as Rose Bay, North Bondi, Vaucluse, Dover Heights and Watsons Bay. The Rose Bay local centres combine to provide a wide variety of services that cater to residents, employees and visitors. The overarching objective of the Rose Bay local centres is to integrate different uses such as retail, commercial and residential in accessible locations to maximise the public transport patronage on key routes, as well as encourage walking and cycling. The three centres continue to build upon the previously local shopping villages within these locations to evolve into contemporary, functional local centres that meet local needs.

More specifically, the site sits within the Rose Bay South local centre which has a vision to not only integrate different uses but upgrade or replace the existing building stock with well-designed contemporary buildings (WDCP 2015). Another important aspect of local centres over time is to achieve great placemaking outcomes, which require a diverse, self-sufficient and active centre to provide the needs of the community (Woollahra LSPS 2020).

This sentiment is echoed in the objectives and priorities of the Greater Sydney Region Plan (Objectives 7, 8 and 12) and the Eastern City District Plan (Priority E6) under the themes of 'a city for people' and 'a city of great places'. Great places are characterised by a mix of land uses and activities, that exhibit urban design excellence, enhance social connection, a sense of community and overall wellbeing (Region Plan 2018; District Plan 2018). There is a strong correlation between health benefits and walkability to fresh food (supermarkets and grocers), public open space, local living destinations, as well as fine-grain street networks, public transport, and dwelling density (Australian National Liveability Study, University of Melbourne 2016). The COVID-19 pandemic has made delivery of great and vibrant places with a focus on local needs, even more important.

The Planning Proposal aims to deliver on the above strategic vision by facilitating an active mixed-use local hub within the Rose Bay South centre. It proposes an opportunity to elevate the centre's retail offerings with a medium-sized Woolworths supermarket to act as an anchor to the southern section of the shopping strip. The benefit of the proposal is that it will enable the Rose Bay South local centre to better serve the local residential population who currently rely on the larger format retail offerings found in Bondi Junction and Double Bay, often requiring an additional or longer car trip to serve their day-to-day needs.

Furthermore, other uses within the Rose Bay South local centre will benefit from the rejuvenation and activation, by attracting a higher number of local patrons to the centre who would have otherwise travelled outside the local area, increasing local spend and boosting the centre's economic prosperity. In line with the relevant strategic plans, the Planning Proposal presents the opportunity to:

- Deliver a high-quality mixed-use development with an appropriate balance of uses in line with the role and function of a local hub, which will complement and support the Rose Bay South Centre.
- Deliver great placemaking outcomes through the co-location of housing and a medium-sized urban supermarket, in line with contemporary consumer trends, which will complement the existing offerings in the Rose Bay South Centre and will meet the needs of the community.
- Deliver high quality new housing in a desirable and accessible location.
- Provide placemaking opportunities through exemplar site planning and design excellence.
- Embrace sustainability in the design and operation of future development in a forward thinking and visionary manner.

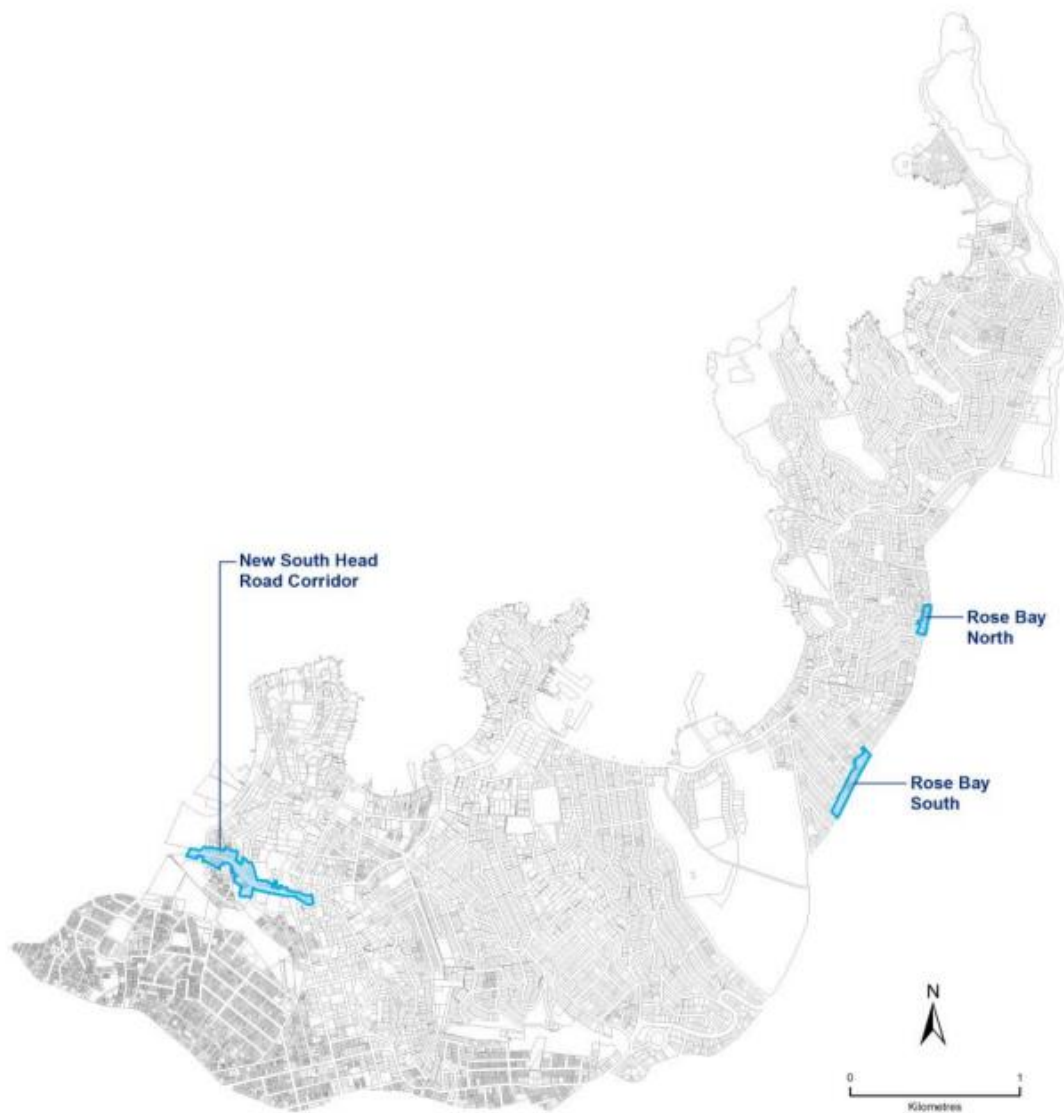


Figure 20 Woollahra Mixed Use Locations

Source: WDCP 2015

Liveability

The concept of liveability is well established in contemporary planning dialogue and is used to refer to the aspects of a place that leads to a high quality of life and wellbeing. As defined in the Region Plan 2018; Eastern City District Plan 2018 and Woollahra LSPS 2020, these aspects, comprising both physical and social dimensions, include:

- A diversity of uses and users, with place based planning.
- The co-location of goods and services, to service the communities daily needs.
- The provision of diverse housing.
- Inclusive and accessible public spaces.
- Walkable neighbourhoods with links for walking and cycling.

The Region Plan 2018 recognises that liveability not only contributes to productivity and sustainability but is also an important influence on individual wellbeing and community cohesion. Improving liveability is about creating and renewing great places, neighbourhoods and centres with improved access to local goods and services (Region Plan 2018; Eastern City District Plan 2018).

The Planning Proposal presents the opportunity to deliver an active mixed-use hub, underpinned by liveability attributes at its core. In line with the strategic outcomes identified in the Region Plan (Objectives 7 & 10), the Eastern City District Plan (Priorities E4, E5 & E6) and the Woollahra LSPS 2020 (Priorities 1, 2 & 6), the Planning Proposal will:

- Facilitate the provision of day to day goods and services, including fresh food and personal items, through the provision of retail floor space.
- Generate local employment opportunities.
- Deliver housing, in an accessible and well-serviced location. Notably, the Region Plan acknowledges increasing residential development within walking distance of centres with a supermarket, is a desirable liveability outcome.
- Provide high-quality publicly accessible spaces and shared communal areas to foster community connection.
- Improve the accessibility and connectivity of the public domain, to promote walking and cycling.
- Incorporate sustainable design and building initiatives.

Sustainability

The concept of sustainability is composed of three pillars: social, economic and environmental. Social and economic sustainability are strongly linked to the concepts of liveability and productivity discussed above. Council is committed to minimising the impacts of development and land use on the environment (Woollahra 2032 Plan).

Council targets net zero greenhouse gases by 2030, maintain or reduce the 2018/19 levels of water consumption per annum and decrease the 2018/19 carbon emissions offset per annum (Woollahra 2032 Plan). These targets support and strengthen the strategic outcomes under the Region Plan 2018 (Objectives 30, 33 & 34), the Eastern City District Plan (Priorities E17, E18, E19 & E20) and the NSW Government's Premier's Priorities for a Better Environment (Greener Public Spaces and Greening our City).

In support of the targets and outcomes established under the strategic plans, redevelopment of a former service station, no longer in demand in the area presents the opportunity to:

- Capitalise on the inclusion of 30 Albemarle Avenue to create a 9 metre side building setback allowing for deep soil planting to create a greenhouse absorbing tree canopy on the site.
- Incorporate environmentally sustainable design principles in the design of the built form and public domain, including promoting natural ventilation, and using light-coloured, reflective or 'cool' materials.
- Incorporate onsite and off-site renewable energy generation where feasible, noting that any future development scheme will be subject to BASIX Energy scores and NABERS Energy ratings.
- Implement sustainable urban water management approaches where feasible, including a recycled wastewater system and water-sensitive urban design (WSUD) (subject to detailed design).
- Promote re-use and recycling during construction and operation.
- Incorporate healthy built environment principles, including protection from air and noise pollution.
- Promote sustainable transport choices, including public transport, walking or cycling.
- Manage ongoing operations in line with the goals established in the Woolworths Sustainability Plan 2025.

Connectivity and Convenience

The objective of a 'well-connected city', as outlined within the Region Plan 2018 (Objective 14) and the Eastern City District Plan (Priority E10), is underpinned by the concept of the 30-minute city, where housing and employment are located with convenient access to efficient transport connections and safe and convenient walking and cycling routes. Council's LSPS outlines a local commitment to providing integrated land uses and transport to create healthy, sustainable, connected community which support the 30-minute city concept (Priority 1).

The Region Plan 2018 and the Eastern City District Plan 2018 note that walkable neighbourhoods are designed, built and managed to encourage people of all ages and abilities to walk or cycle. Walkable neighbourhoods support the vitality of local village centres and active street life, which enhances community connections, safety, and the success of local businesses, and improves social and economic participation (Region Plan 2018). Enhancing walkability is important for:

- Promoting active healthy lifestyles, supporting social interaction and community life, reducing the need for long commutes, and providing convenient access to daily goods and services.

- Reducing the time people spend travelling and increasing people's access to jobs and services.
- Increasing the proportion of trips by public transport, walking or cycling to reduce emissions (Eastern City District Plan 2018).
- Placemaking which supports and maintains the local character of neighbourhoods and villages (Woollahra LSPS 2020, Priority 6).

The Planning Proposal seeks to deliver an active mixed-use local hub that is well-connected and accessible. Specifically, the Planning Proposal will:

- Facilitate the delivery of additional supermarket / grocery floorspace with convenient access to public transport (bus services along Old South Head Road).
- Fulfil the role of a local hub by locating daily goods and services within walking distance of existing and future residents, workers and visitors.
- Establish a streetscape that will update the existing mixed-use centre's character.
- Contribute to the vitality of the area through the activation of the ground plane with an increase in retail uses.

Employment and Productivity

The Region Plan (Objective 14) and the Eastern City District Plan (Priority E10) as well as the Woollahra LSPS (Priority 1) support the concept of a 30-minute city, where residents have greater access to jobs, shops and services, within 30-minutes of their homes. Development of the site presents the opportunity to deliver a mixed-use local hub, that supports a 30-minute city. It will also support Council's employment target (+2% per annum) and help lower retail vacancy rates.

Achieving optimum placemaking outcomes and supporting a diverse range of employment opportunities is crucial to a productive and active centre. Council envisages their centres to be flexible and exhibit longevity to evolve and adapt over time to changing needs (Woollahra LSPS 2020 Priority 7, 8 and 9).

Specifically, the Planning Proposal will:

- Revitalise the current vacant service station and residential dwelling into a new high quality mixed-use scheme for the Rose Bay South centre on a key corner site.
- Provide local employment opportunities for residents in a strategic local centre consistent with the outcomes in the Woollahra LSPS (Priority 7 and 8) as well as the Eastern City District Plan (Priority E11 and E12).
- Enhance the Rose Bay South centre with the inclusion of a medium-sized urban supermarket which will support long-term success of the mixed-use centre.
- Increase the residential population through the provision of housing which will benefit local business.
- Facilitate the delivery of development that will support the 30-minute city concept by providing high quality retail offerings as well as job opportunities within close proximity to housing.

Diverse Housing

As Woollahra's population steadily continues to grow, diverse housing will have a key role in supplying the growth and particularly in supporting an ageing population with smaller dwelling options. The Region Plan (Objective 10), Eastern City District Plan (Priority E5) and Woollahra LSPS 2020 (Priority 4) recognise the importance of diverse housing supply in suitable locations, such as centres. It is integral that the future housing supply is located in suitable locations, such as that included in the proposal, to maintain residential amenity of the surrounding community and to ensure housing is accessible to transport and services to create sustainable living.

4.2 Metropolitan, District and Local Planning Strategies

4.2.1 Greater Sydney Region Plan 2018

To manage growth and change across Sydney, the Greater Sydney Commission released the Greater Sydney Regional Plan (the Region Plan) and the Eastern City District Plan (the District Plan) in 2018.

The Region Plan guides integrated land use planning and infrastructure delivery over the next 20 years, with longer term vision extending 40 years. The Plan seeks to reposition Sydney as a metropolis of three cities and encourage land use planning and infrastructure integration to deliver a 30-minute city. Objectives in the Regional Plan include creating diverse jobs and developing infrastructure and services that align with forecast growth.

4.2.2 Eastern City District Plan

The District Plan contains the planning priorities and actions for implementing the Region Plan at a district level. The purpose of the District Plan is to support councils in planning for growth and to align the relevant LSPS with place-based outcomes. The strategic intent of the District Plan is to provide for services, shops, cultural infrastructure, education and transport within close reach of residents. The District Plan acknowledges that the area is evolving and that infrastructure and services need to adapt to meet people’s changing needs.

The District Plan also highlights the objective to foster healthy, creative, culturally rich and socially connected communities which are provided with housing supply in close access to jobs, services and public transport. Creating and renewing great places and local centres for these communities are also a key driver of change within the District Plan. We note that Rose Bay, and in particularly surrounding suburbs of Bellevue Hill, Vaucluse and Dover Heights, are largely car dependent and that walkability and access to local services can be a challenge.

The District Plan identifies Rose Bay and Rose Bay North as local centres, it also concludes that the Eastern City will require 1.8million sqm of additional retail floorspace over the next 20 years. Specifically, the District Plan recognises the importance of the growth of supermarket-based centres in the context of new trends with emerging technologies in the retail sector. Rose Bay South, together with other local centres all have a role to play in delivering these requirements. Woolworths is looking to offer a medium-sized urban supermarket as an appropriate fit to the Rose Bay South ‘emerging key’ local centre, providing a product range of local essentials in closer proximity to residents, with the integration of emerging trends such as ‘direct to boot’, to fulfil the needs of the community.

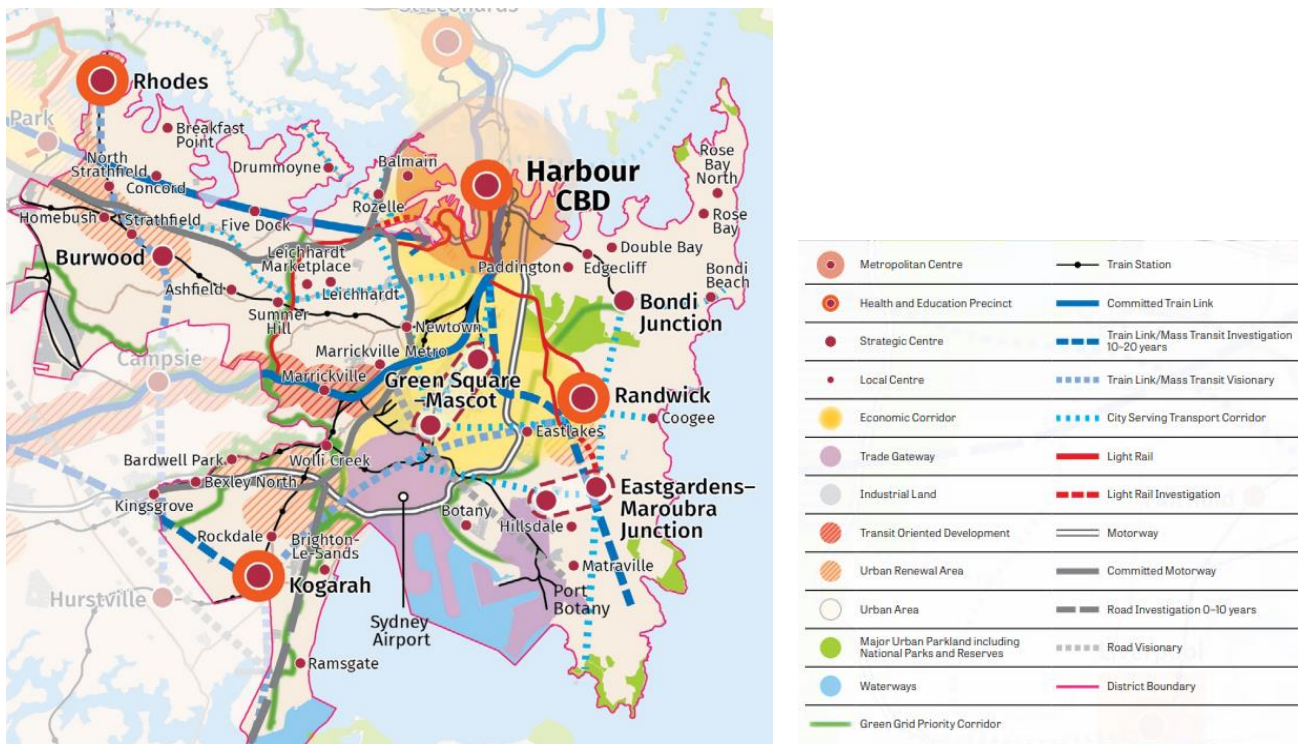


Figure 21 Eastern City District Structure Plan

Source: Greater Sydney Commission

4.2.3 Woollahra Local Strategic Planning Statement 2020

Under changes made to the EP&A Act, all Councils were required to prepare a Local Strategic Planning Statement (LSPS) to give effect to the Region and District Plan. The LSPS sets out a 20-year vision and planning priorities for the LGA that intend to manage future land uses across the area and implement the community's values and visions. The LSPS will inform changes to Councils' LEP, and other planning policies.

The Woollahra LSPS outlines an estimated population of 59,850 in 2036 from 57,800 in 2016. The vision for Woollahra is an integrated area ensuring people of all ages have access to local places with strong transport connections. As well as access to a range of employment opportunities with the local Woollahra centres to be hubs for jobs, shopping, dining, entertainment, and community activities. The vision for Woollahra includes the support and enabling of placemaking to create safe, liveable, sustainable, and economically productive areas.

This is outlined through the four themes of the LSPS, Infrastructure & Collaboration, Liveability, Productivity and Sustainability. The Rose Bay South centre which the proposal site is located within, has a role to be play in achieving the objectives of these themes. Woollahra Council does not outline the retail demand and needs of the community specifically, thus the research presented in **Section 2.0** outlines the need and growing demand for an expanded supermarket offering within Rose Bay South. The proposal will also contribute to meeting the vision for the following priorities of the Woollahra LSPS 2020:

- The importance of access to services with lesser dependence on private vehicles for everyday needs (Priority 1).
- Infrastructure and services within local centres and integrated transport network provide safe, attractive and accessible community hubs (Priority 2).
- Housing is designed to fit the character of the area and be located in well planned places that have access to services (Priority 4).
- Shopping precincts in key villages provide a cosmopolitan experience with cafes, restaurants, public art and other social and cultural events, activities, services and opportunities (Priority 6).
- A strong focus on centres is a key part of Council's approach to promoting access to jobs, businesses, and services in a 30-minute city (Priority 7).
- Placemaking and a strong focus on our villages are central to Council's approach to promoting productivity and a prosperous local economy (Priority 8).
- We thrive and lead in the digital era by future-proofing new infrastructure and ensuring that development is designed for flexibility and adaptability (Priority 9).
- Development and infrastructure is strategically managed and designed for resilience (Priority 14).

The development of a mixed-use building comprising of a medium-sized urban supermarket and housing above, will enhance the Rose Bay South local centre which will further add to the realisation of the vision outlined in the LSPS. The development will further increase the access to the products needed for people's everyday life that is not present in a smaller format 'convenience style supermarket or grocer. Further, an increase in housing in the Rose Bay South local centre will further strengthen the centre's businesses as the residents utilise the services the centre offers.

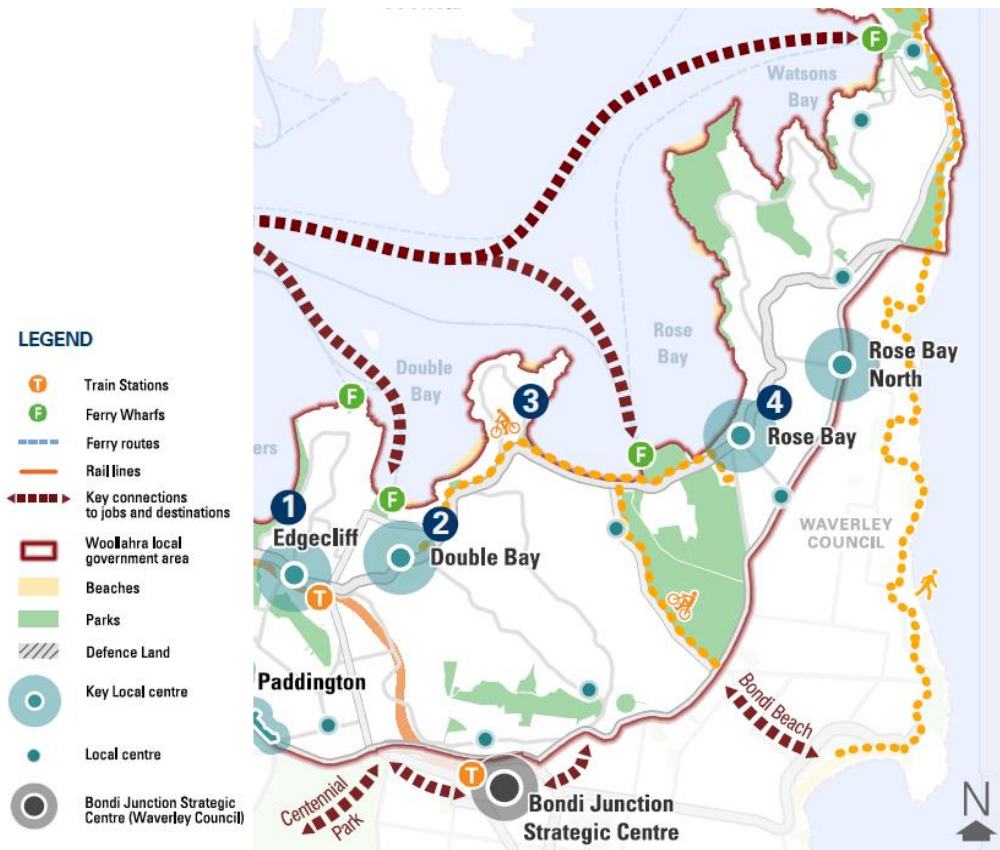


Figure 22 Woollahra LSPS Structure Plan extract

Source: Woollahra Council

Importantly, the LSPS highlights Rose Bay and Rose Bay North as 'key' local centres, refer to **Figure 20**. This is translated to the District Plan as just local centres, thereby excluding Rose Bay South. It is understood that at the time of crafting the centre hierarchy, Rose Bay South did not contain any significant retail 'anchors' to elevate its status of a local centre in the District Plan or a 'key' local centre in the LSPS. However, in the intervening period, the establishment of Harris Farm fresh produce and Bunnings home improvement retailers have changed the dynamic in favour of an 'emerging key' local centre for Rose Bay South – this will only be strengthened by the proposal for a medium-sized Woolworths supermarket. The three key local centres of Rose Bay functioning as a collective trio, will provide a diverse and unique offering to surrounding residents enhancing choice and convenience.

Understanding the complex relationship between changing demographics, evolving retail ecosystem dynamics, the strategic planning policy context and a detailed consideration of the nature of the site and the surrounding urban landscape has culminated in site and strategic merit for the Planning Proposal, which will be demonstrated in later sections of this report. These key considerations have influenced the composition of the Planning Proposal components and in particular the accompanying indicative reference scheme.

Part B – Delivering a Response

5.0 Engagement

5.1 Objectives

The purpose of engagement on the Woolworths' redevelopment proposal was to:

- Seek feedback from immediate neighbours and key stakeholders to understand local views and potential concerns.
- Provide clear, timely and accessible information, as well as opportunities for key stakeholders and the community to provide feedback during the early planning phases.

5.2 Approach

Woolworths' approach to community engagement was to develop and deliver a consultation program that constructively engaged with key stakeholders, including immediate neighbours, and the wider Rose Bay community, to ensure the project team understood local issues and feedback was considered during the development of the Planning Proposal.

Stage 1: Understanding site-specific issues for near neighbours and wider Rose Bay community

- Initial and follow up briefings with immediate residents adjacent to the site to understand site-specific concerns and questions.
- Letterbox drop to broader Rose Bay community to ensure awareness about Woolworths' initial proposal, provide project 1800 number and email address for enquiries as well as an invitation to an online Community Workshop.
- Online Community Workshops over several weeks sought feedback from the Rose Bay community on Woolworths' guiding principles, vision, and key considerations for the site.

Stage 2: Providing project information and a direct line of communication

- Follow up briefings with immediate residents and key stakeholders to talk through how initial feedback has shaped the current draft proposal and advise on next project stages and exhibition windows.
- Establishment of a dedicated project website, to provide the community with an avenue to ask questions, review the consultation to date, and contact the project team.

Stage 3: Assessment and Public Exhibition

- Additional engagement as required, including updating near neighbours to ensure awareness of the opportunity to provide comments during the initial pre-Gateway determination assessment and formal public exhibition period.

5.3 Engagement Activities

- **Letterbox Drop:** A letterbox drop to over 2,600 neighbouring businesses and residents on 2 September 2021.
- **Online Survey:** As part of Stage 1 consultation activities, an online survey was promoted to local residents, businesses, and the wider Rose Bay community inviting feedback on initial design considerations, guiding principles, and areas for consideration. The survey was open between 2 September and 24 September 2021 and a total of 155 responses were received during this time.
- **Community Workshops:** two online Community Workshops were held with immediate residents and the broader Rose Bay Community on Thursday 16th September and Thursday 30th September from 7:00pm – 8:30pm. A total of 25 community members participated in the first session and 30 in the second session.
- **Project Email and Phone:** A project email address (community@ethosurban.com) and telephone number 1800 870 549 were included on communications to provide a direct line to the Project Team to ask questions and provide feedback. Throughout the first stage of consultation, approximately 45 separate enquiries were received.
- **Project Website:** Prior to the public exhibition of the Planning Proposal, Woolworths launched a website, to outline how the feedback received was considered in the concept refinement.

5.4 Key Findings

The following feedback was received during the pre-lodgement engagement process that was undertaken with the local community.

5.4.1 Traffic and Access Arrangements

- Potential impacts to local road network and traffic flow.
- Ensuring that there was sufficient parking to cater for demands.
- Peak vehicle movements and safety of pedestrians and vehicles.
- Coordination of online order pick-ups and store deliveries.
- Encouraging walk-in customers.

5.4.2 Proposed Rezoning of 30 Albemarle Avenue

- Concerns with regard to the proposed interface between the building and neighbours and the potential precedent of rezoning a residential property, leading to encroachment into a low density area.
- Questions raised around proposed setbacks between proposed development and adjacent residents on Albemarle Ave – overshadowing and bulk.
- Requests for additional landscaping on the ground plane between site and neighbouring residents.

5.4.3 Mixed-Use Precinct and Addition of Apartments

- Concerns that area, local roads, and services are not equipped for additional apartments.
- Concerns over proposed height and impact on the character of the local centre.

5.4.4 Consultation

- Ensure that the needs, opinions, and requirements of those who live and work around the proposed site are considered.
- Ongoing consultation with immediate neighbours and ability to demonstrate how feedback has been considered and addressed.

5.4.5 Design Considerations

- The proposed design needs to consider the local flood zone.
- Ensure design considers accessibility and mobility issues for future customers.
- Ensure solar access, privacy and view lines are maintained for neighbours on Albemarle Ave.
- Ensure lighting, noise, and other potential impacts to those around the site are minimised.
- Open space and landscaping at ground level for community to provide relief from the built up density on Old South Head.
- Need to ensure proposed design sympathetically integrates into the Rose Bay Village local character.
- Development presents an opportunity to improve (not just reflect) the village environment.
- Design of the development needs to be inspiring, world class and contemporary focusing on benchmark sustainability credentials.
- Incorporate sustainable building and design practices, solar panels, rooftop gardens, reduce reliance on air conditioning for cooling/heating.
- Have a quality architectural design to reflect the local character and ensure a high-quality streetscape / ground plane.

5.4.6 Proposed Store Operations and Offering

- Mixed responses to the proposed scale of the Woolworths with some feedback suggesting a Metro is an appropriate size for the site, while others noted a full line supermarket is required.

- Further information requested around economic need and analysis for full line supermarket and proposed two-level offering. Including information around anticipated foot and vehicle traffic.
- The area is well-serviced already by existing smaller scale and full line supermarkets, and other smaller food grocery stores.
- Questions and concerns centred around impact to existing Rose Bay Village retail network.
- Questions raised around proposed product offering, including diversity of product range, the provision of organic and bulk foods with a focus on reducing plastic.
- Diversity of choice and a high quality product range beyond everyday needs.

5.5 Continued Future Engagement

Woolworths recognises the importance of enabling community feedback and input into any future Woolworths scheme. As outlined in this report, the feedback received during the pre-Planning Proposal consultation provided the project team with a better understanding of the local context and the concerns from neighbouring residents and businesses. As such, this early consultation has allowed for the project team to respond to this feedback and refine the design and elements of the store's future operations.

Woolworths has continued to meet and engage with key local neighbours and wider community whilst the project remains under assessment. A project website was launched shortly after Planning Proposal lodgement to provide neighbouring residents and the wider community a platform to contact the project team, review the consultation process to date, and be added to a database for future consultation activities.

Woolworths is committed to engaging with stakeholders in the future and will continue to meet with stakeholders and the community informed during the next phases of the project including in relation to the amendments sought in this April 2023 update and during the statutory public exhibition process. This will include but not be limited to in person or online follow-up briefings with neighbours and key stakeholders.

5.6 Council Pre-Lodgement Consultation

In formulating and refining the scheme to realise a medium-sized supermarket within a future mixed-use development, consultation with Council has a paramount component of the design process. Several iterations of conceptual design and the proposed planning controls have been provided to Council staff – both pre lodgement and during assessment. There has been an ongoing process to discuss the proposal and to receive feedback to assist in shaping the proposal.

Key activities which have occurred in terms of consultation with Council include:

- 9 September 2021 – Initial consultation submission report and urban design concept provided to Council.
- 20 October 2021 – Initial meeting and discussion with Council staff
- 12 November 2021 – Written feedback provided by Council staff.
- 30 November 2021 – Revised design and further information submitted to Council.
- 15 December 2021 – Further written feedback provided by Council staff.
- 24 January 2022 – Additional submission made in relation to proposed planning controls.
- 1 February 2022 – Further meeting and feedback from Council staff in relation to planning control drafting.
- 15 – 17 June 2022 – Providing further information to Council's Economic Consultant regarding economic queries.
- 27 June – 19 October 2022 – Providing further information to Council's Traffic Engineer regarding traffic queries.
- 12 October 2022 – Meeting with Council officers to discuss traffic issues.
- 2 March 2023 – Meeting with Council officers to discuss planning controls, urban design, traffic and documentation
- 5 April 2023 – Finalisation of amended Planning Proposal pack including revised controls and reference scheme.

Further details of the design progression of the concept scheme are provided at **Section 6.1.1** of this report. In this section, the original scheme is reconsidered in consideration of Council's design and planning related feedback.

6.0 Indicative Development Concept

The concept vision for the site and its future redevelopment is centred on creating a new-generation and exemplar mixed-use development, which incorporates a medium-sized supermarket. A revised indicative reference scheme has been prepared by PBD Architects, as part of the Urban Design Report (**Appendix B**) to devise a conceptual development which validates the proposed amendments to the planning controls applicable to the site. The revised indicative reference scheme is in direct response to consultation and feedback during the assessment process.

6.1 Overview

The proposed indicative redevelopment at 488-492 Old South Head Road and 30 Albemarle Avenue involves the demolition of existing structures on the site and the construction of a four (4) storey mixed use building. The revised concept vision for the site (post-Woollahra LPP) and its future redevelopment, includes the thoughtful integration of a contemporary medium-sized supermarket and is planned to comprise the following key attributes:

- A total Gross Floor Area (GFA) of 4,145m² comprising:
 - 2,168m² of supermarket floorspace located within the Ground Floor and part of the Level 1 area.
 - 1,978m² of residential floorspace, comprising a total of 14 apartments provided in 1, 2 and 3 bedroom dwelling configurations located at Levels 1 to 3.
- A 3 level basement comprising up to 70 supermarket parking spaces, 19 residential vehicles spaces, 3 residential visitor parking spaces (including a car wash bay), as well as motorcycle and bicycle spaces.
- A ground level building separation and buffer zone adjacent the western boundary of 30 Albemarle Avenue which includes the provision of a minimum of 9m wide to provide visual and acoustic buffer to the adjoining residential precinct; minimum zone of 8m width comprising deep soil canopy tree and screening planting; and the ability, subject to detailed design in collaboration with Council to incorporate elements such as community seating, e-bike charging, a water feature and public art within this zone.
- Upper level building separation from the outer face / façade of the proposed building to the western boundary of 30 Albemarle Avenue, together with planter boxes, screening and visual privacy measures achieving a minimum separation of 9m to Level 1, 12m to Level 2 and 13.5m to Level 3.

Importantly, the vision is to establish an anchor in the southern section of the Rose Bay South local centre through the development of an urban supermarket that is thoughtfully designed to give customers a great experience. Woolworths' aim is to fulfill identified demand for an appropriately sized local supermarket by providing convenient shopping for the surrounding population and by achieving additional amenity and high quality design outcome for Rose Bay South.

The supermarket component is conceptualised as offering essentials, 'grab & go' food options, as well as fruit and vegetables, bakery and fresh sushi on the Ground Floor with more traditional aisles and larger shop items on Level 1. Woolworths also intend to introduce new and innovative pick-up concepts such as convenient 'direct to boot' within the site, which is made possible through retail floorspace and the resultant 'throughput' of a sufficient size and viability.



Figure 23 Indicative Reference Scheme as viewed from Albemarle Avenue

Source: PBD Architects

6.1.1 Design Modifications Following Submission

In response to consultation (refer to **Section 1.2**) the applicant has engaged in detailed discussions with the project team to address and respond to Council's concerns. The indicative reference scheme has been modified and resubmitted for further consideration by Council. The key changes include:

- The lift and stair access to the roof level has been removed and substantial rooftop plant and equipment have been relocated to the rear of the Ground Floor. This will ensure that the conceptual building sits below the 14.5m maximum height of building control, subject to more detailed design at the DA stage.
- The reduction in the number of apartments at Level 3 has resulted in an increased setback to the northern boundary, Old South Head Road and Albemarle Avenue. The reconfiguration of Level 3, including the rationalisation of balcony size/layout, has resulted in an indicative building with a reduced dominance on the street frontage alignment and upper level character along the western side of Old South Head Road.
- Adjustment to facade alignment at Level 2 balcony setbacks has resulted in a reduced massing appearance and is more visually recessive when viewed from Old South Head Road and Albemarle Avenue.
- The general replanning of apartments has allowed natural light into the residential corridor at Level 2 and Level 3.
- Relocation of the side facing balcony at Level 2 to provide a primary northern and southern outlook for future apartments at this level and replacement of the previous 3m wide balcony with a non-trafficable green planter box.
- Reduction in floorspace at Level 3 through the 1.5m increase in the building separation zone to the west and the incorporation of a 1.5m wide, non-trafficable green planter box.

Table 3 below provides a numeric comparison between the original and revised/current development scheme.

Table 3 Comparison Between the Original and Revised Development Scheme

Component	Original Scheme	Revised Scheme (Apr 2023)	Revised Scheme (Jul 2023)
Site Area	2,257m ²	2,257m ²	2,257m ²
Gross Floor Area	4,514m ²	4,173m ²	4,145m ²
Floor Space Ratio	2:1	1.85:1	1.84:1
Floor Space Breakdown	<ul style="list-style-type: none"> • 2,278m² Supermarket GFA • 2,236m² Residential GFA 	<ul style="list-style-type: none"> • 2,168m² Supermarket GFA • 2,001m² Residential GFA 	<ul style="list-style-type: none"> • 2,168m² Supermarket GFA • 1,978m² Residential GFA
Maximum Height	<ul style="list-style-type: none"> • RL 30.30 (rooftop plant) • RL 26.65 (Level 4) 	<ul style="list-style-type: none"> • RL 27.30 (rooftop plant) • RL 26.65 (Level 4) 	<ul style="list-style-type: none"> • RL 27.30 (rooftop plant) • RL 26.65 (Level 4)
Storeys	4 storeys	4 storeys	4 storeys
Apartment Mix	<ul style="list-style-type: none"> • 1 bedroom: 1 apartment • 2 bedroom: 7 apartments • 3 bedroom: 9 apartments • Total: 17 apartments 	<ul style="list-style-type: none"> • 1 bedroom: 1 apartment • 2 bedroom: 3 apartments • 3 bedroom: 10 apartments • Total: 14 apartments 	<ul style="list-style-type: none"> • 1 bedroom: 1 apartment • 2 bedroom: 3 apartments • 3 bedroom: 10 apartments • Total: 14 apartments
Car Parking	<ul style="list-style-type: none"> • Retail: 70 Car Spaces • Residential: 23 Car Spaces • Total: 93 	<ul style="list-style-type: none"> • Retail: 70 Car Spaces • Residential: 22 Car Spaces • Total: 92 	<ul style="list-style-type: none"> • Retail: 70 Car Spaces • Residential: 22 Car Spaces • Total: 92
Loading / servicing	Supermarket – 1 MRV	Supermarket – 1 MRV	Supermarket – 1 MRV

A visual comparison of the original and revised indicative reference scheme is shown in **Figure 22** below. Further detail is provided in the Urban Design Report at **Appendix A**.

6.2 Built Form and Massing

PBD Architects have considered the built form and massing carefully within a revised and refined conceptual design scheme taking into account the site, surrounding locality, site specific attributes and the desired future character of the Rose Bay South local centre. Refer to the Urban Design Report provided at **Appendix A** and **Section 6.7** of this report, which addresses the key design evolution of the concept generation phase.

The refined scheme presented with this Planning Proposal features a contemporary design that is suitable for the Rose Bay South local centre with strong vertical and horizontal elements as well as curved edges and arches in the facades which contribute to the high street presence and amenity along Old South Head Road. The revised scheme better relates to surrounding character and notable existing and contemporary architecturally designed buildings in the locality.

The stepped back massing along Albemarle Avenue allows for a 9m building separation zone at Ground and Level 1, increasing to 12m to the primary facade of Levels 2 and further increasing to 13.5m at Level 3, to result in creating a suitable transition to the neighbouring residential area. This has been formulated in response to the Woollahra LPP recommendation. Further, opportunities for deep soil planting have been prioritised within the ground level separation zone, including public access to seating and bicycle parking within the front portion of the 9m zone.

The indicative development establishes a built form that leverages the corner location to result in a major focal point for the locality. To achieve this, the concept features the main entry to Woolworths' supermarket on the corner of Old South Head Road and Albemarle Avenue, together with a unique awning and façade treatment. These elements combine with streetscape activation through well-defined access points, aligned with integrated outdoor seating zones and planter boxes along the supermarket frontage, as indicated at **Figure 23**.

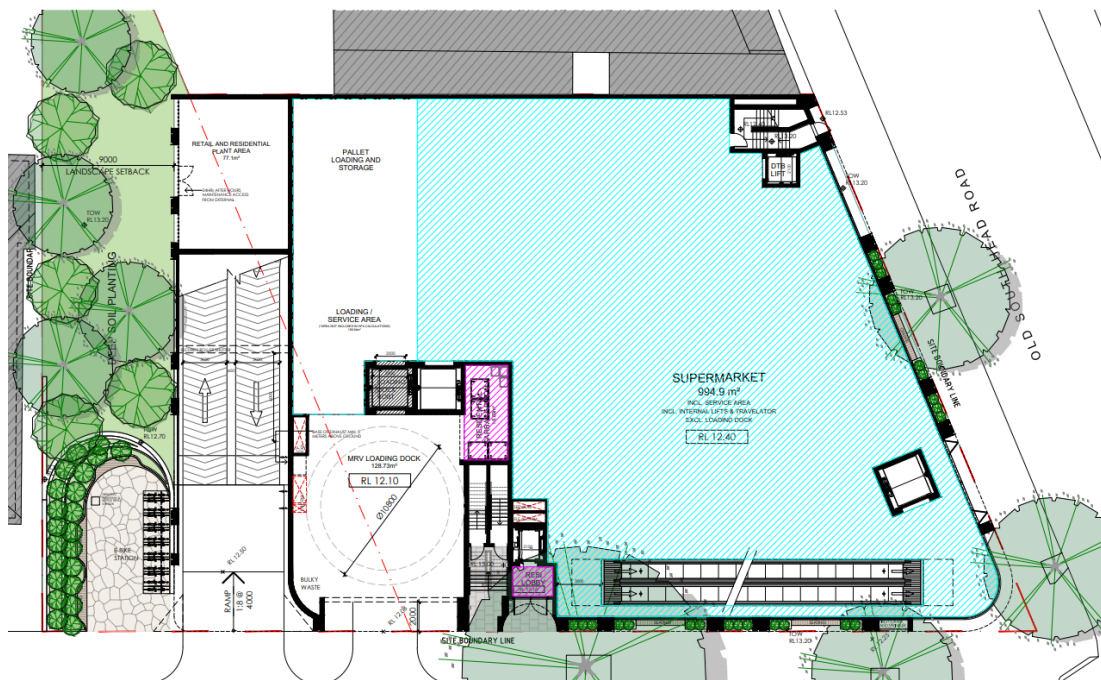


Figure 24 Ground Floor Plan Extract

Source: PBD Architects

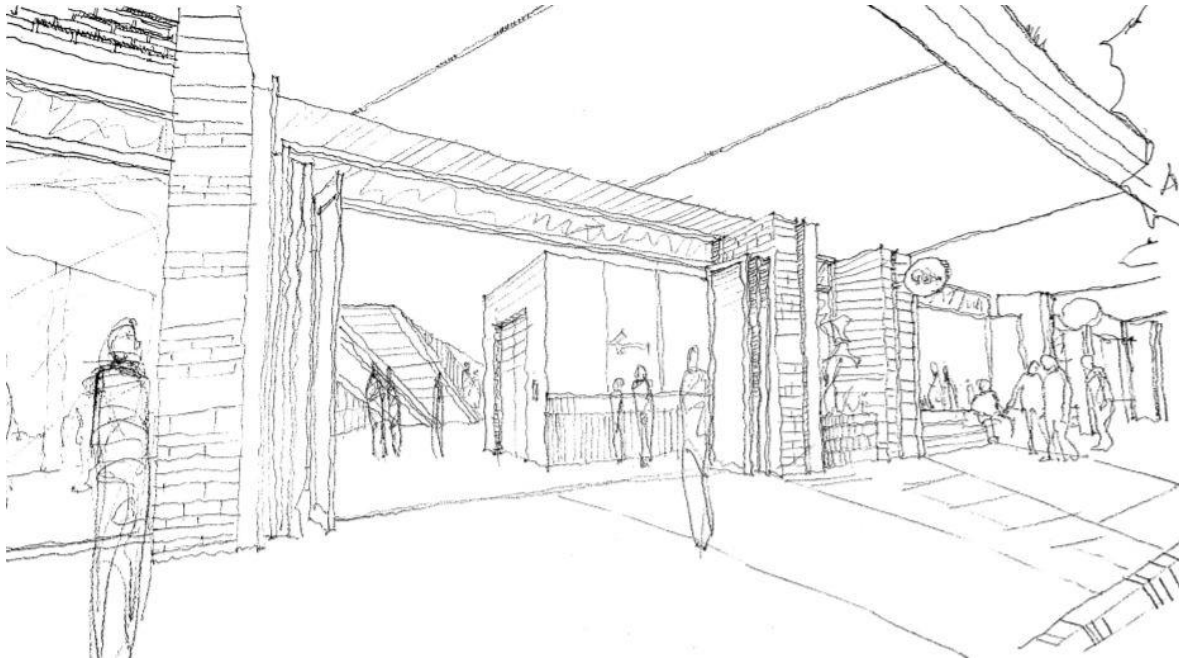


Figure 25 Hand Sketch of Retail Interaction

Source: PBD Architects

6.3 Retail and Streetscape

The intent for the site is to establish a highly permeable and integrated ground floor plane which contributes to the proposed development becoming a key anchoring element of the Rose Bay South local centre.

PBD Architects have ensured that the ground plane is reflective of a local centre rather than a large shopping precinct with the supermarket strongly connected to the streetscape through activation zones to leverage upon the local character of the area. The primary supermarket entrance point is located at the key corner location of Old South Head Road and Albemarle Avenue, with additional activation points to be located along Old South Head Road subject to detailed design at the DA stage.

The presence of a supermarket offering a larger range of products will boost the area to increase the activity of the Rose Bay South Centre and act as an anchor to bring life to the centre. The southern end of the centre more specifically lacks a major presence when compared to the recent introduction of the Harris Farm and Bunnings retailers located within the northern section of the centre.

6.4 Vehicle Access and Servicing

The concept design has been created with the thought of vehicle movements at front of mind to minimise the impacts of the development upon the immediate area. The entrance to the site's basement is via Albemarle Avenue rather than Old South Head Road to minimise the impact on the high street and pedestrian traffic compared to the present outcome of kerb crossovers in a pedestrian oriented main shopping strip.

Along Albemarle Avenue the main vehicle entrance to the basement levels is located towards the rear of the building away from the intersection, while pedestrian traffic from the supermarket will be separated from the neighbouring residential area with the main entrance being at the site's corner frontage. Woolworths' 'Direct to Boot' initiative is incorporated into Basement Level 1 with five (5) short-term grocery pick-up spaces allocated. This process includes the customer placing their order online and booking a time slot for pick-up with team members delivering directly to the customer's car.

The loading dock is also proposed to be located on Albemarle Avenue (refer **Figure 25**), the loading dock will enable delivery of stock for the proposed supermarket and collection of waste from both uses within the development. The loading dock features a turntable, which removes the need for vehicles to reverse into the loading dock which will create less disruption to Albemarle Avenue and adjacent footpath. The loading dock can accommodate an 8.8m Medium Rigid Vehicle (MRV).

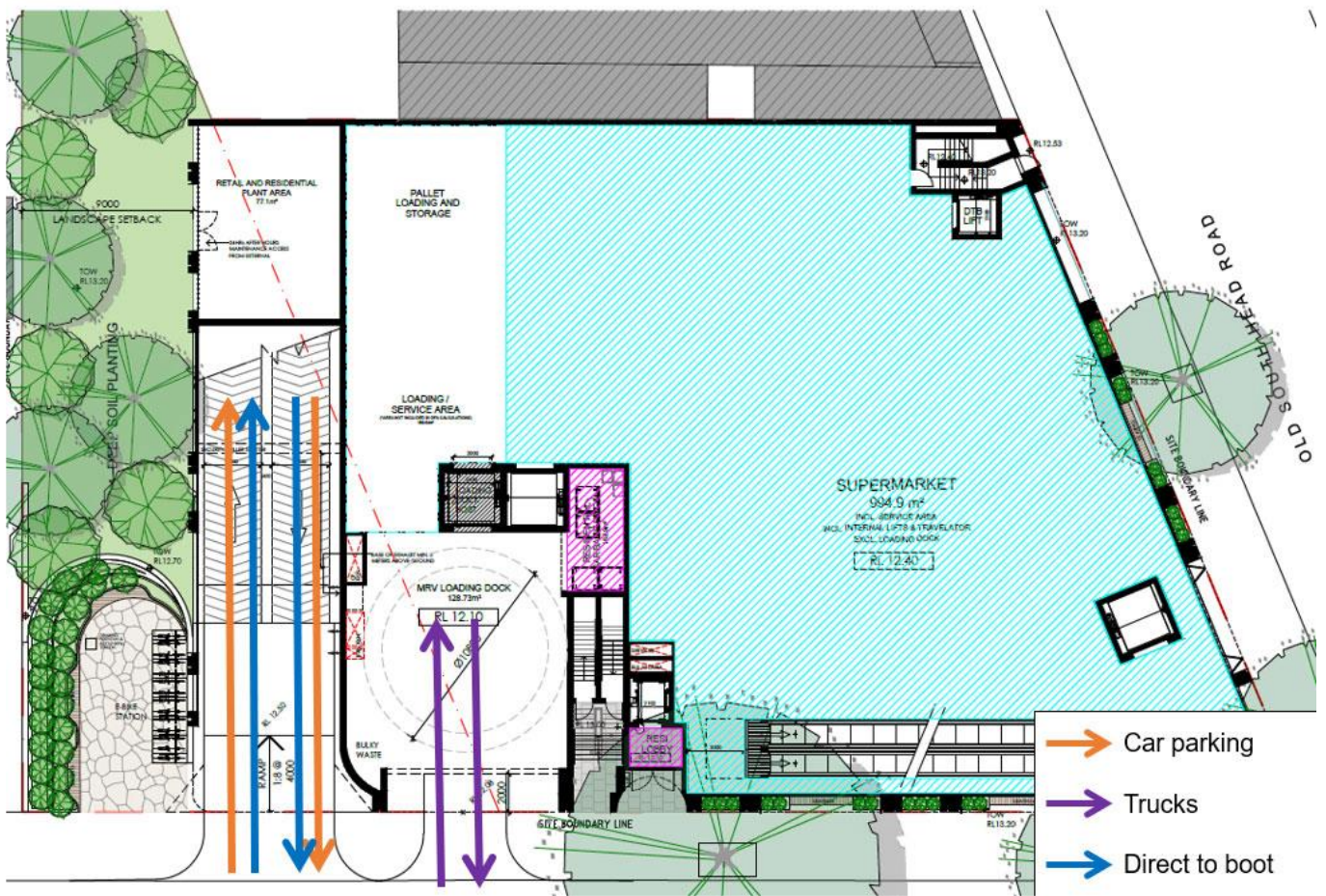


Figure 26 Proposed Vehicle Access

Source: JMT Consulting

6.5 Residential Apartments

The conceptual design features a total of 14 apartments split across 3 levels. Two apartments feature on Level 1 which are separated from the supermarket in the north-west corner of the building. Level 2 features eight apartments, as well as communal open space for residents. Level 3 features four apartments larger-sized apartments.

The communal open space area on Level 2 provides residents with 165m² of space to the north corner of the development area away from Old South Head Road and Albemarle Avenue and with direct northern facing solar access.

The balconies of the concept proposal include planter boxes that allow for cascading greening of the facades. All apartments have been configured to take into account key Apartment Design Guide amenity considerations at the Planning Proposal stage of design, such as internal and external sizes, solar access, cross ventilation and other amenity consideration as further assessed and detailed at **Section 8.5**.

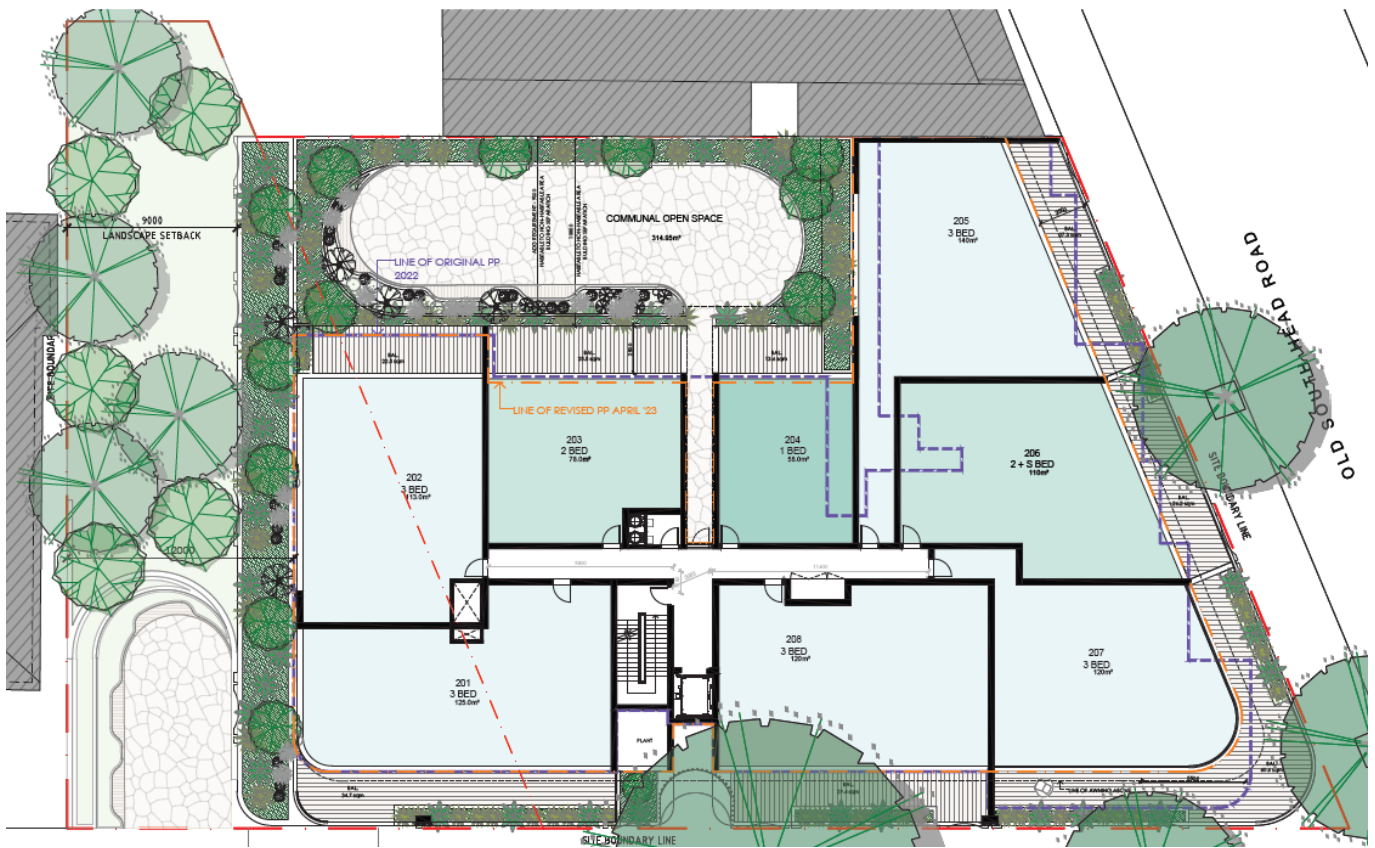


Figure 27 Level 2 Plan

Source: PBD Architects

6.6 Landscape Concept

A Landscape Concept Report has been prepared by Ground Ink and is provided at **Appendix E**. Key place principles for the scheme have been established to guide the design of the landscaping to integrate with the urban design moves, the principles comprise:

- Street Frontages & Terrace Planting
- Green Buffer
- Public Plaza
- Communal Garden

Future development on the site will require the removal of four (4) trees, of which is further assessed at **Section 8.10**. The landscaping illustrated at **Appendix E** expands across the site's ground plane, communal open space areas and private balconies. Significant landscaping is proposed along the site's western setback and on the proposed building balconies / facades to appropriately screen future development on site from the adjoining residential dwellings and to appropriately transition the development into the leafy surroundings.

Key elements of the original design have been retained and enhanced within the revised architectural response, such as the green building separation zone with canopy trees, an open air landscaped communal terrace and planter boxes with cascading planting. The Proponent remains committed to a more detailed progression of the landscaping concept to at the DA stage.

7.0 The Planning Proposal

This Planning Proposal seeks to amend the WLEP 2014 to facilitate the redevelopment of the site. The proposed planning controls have been revised to respond to feedback during the assessment process to enable the realisation of a mixed-use development consistent with the revised indicative reference scheme described in **Section 6.0**. The controls sought will realise a medium-sized supermarket, in to order to anchor and support the diversity and prosperity of the Rose Bay South local centre.

This Planning Proposal has been prepared in accordance with Section 3.33 of the EP&A Act and 'A Guide to Preparing Planning Proposals', which requires the following matters to be addressed:

- Part 1 – A statement of the objectives and intended outcomes of the proposed instrument.
- Part 2 – An explanation of the provisions that are to be included in the proposed instrument.
- Part 3 – The justification for those objectives, outcomes and the process for their implementation.
- Part 4 – Maps, where relevant, to identify the intent of the planning proposal and the area to which it applies.
- Part 5 – Details of the community consultation that is to be undertaken on the planning proposal.
- Part 6 – A project timeline outlining the key steps and timeframes of implementing the changes.

The following section outlines the objectives and intended outcomes and provides an explanation of provisions in order to achieve those outcomes. The justification and evaluation of impacts is set out in **Sections 8.0** and **Section 9.0** of this report.

7.1 Overview of Proposed Amendments

The broad intent of the Planning Proposal is to achieve a mixed-use development outcome including a supermarket of a suitable size to match locally identified retail demand with supporting residential land uses, which facilitates a suitable urban form to support the strengthening of the Rose Bay South local centre.

As an overview, the Planning Proposal at 488-492 Old South Head Road and 30 Albemarle Avenue, Rose Bay seeks the following amendments to the WLEP 2014:

- Insert a new Schedule 1 Additional Permitted Use provision applicable to 30 Albemarle Avenue if the consent authority is satisfied that the development is for either 'retail premises' or 'shop top housing' (or both) and the DA is made in conjunction with the development of 488-492 Old South Head Road.
- Insert a new Part 6 Additional Local Provision setting out:
 - a maximum GFA of 3,720m² on 488-492 Old South Head Road and 480m² on 30 Albemarle Avenue.
 - a maximum height of building of 14.5m on 30 Albemarle Avenue.
 - the implementation of a ground level, publicly accessible, open space zone adjacent the western boundary of 30 Albemarle Avenue providing for a 9m wide building separation zone, an 8m wide deep soil zone;
 - the implementation of a staggered minimum separation zone adjacent the western boundary of 30 Albemarle Avenue, with a minimum setback to the building of 9m at the first and second floors and 12m at the third floor, together with additional setbacks to habitable rooms and balconies of 12m at the second floor and 13.5m at the third floor;
 - a requirement prior to development consent, a site-specific development control plan with urban character statement is to be implemented.
- No changes are sought to the site's underlying land zoning and floor space ratio controls and these amendments are not required to achieve the indicative reference scheme.

Amendments to the WDCP 2015 are also proposed to support the Planning Proposal and accompanying indicative reference scheme. In addition to an urban character statement, site specific additions will address key design and development outcomes, including building bulk, scale and massing, activation and access, landscaping, residential amenity and sustainability.

7.2 Objectives and Intended Outcomes

The primary objective of the Planning Proposal is to establish appropriate planning provisions to address demonstrated retail demand and economic assessment to support the need for additional supermarket floorspace within the Rose Bay South local centre. The intent is to facilitate the future renewal and revitalisation of the site to create a vibrant mixed-use anchor for the southern section of the local centre that meets the evolving needs of the local population.

As discussed in the earlier sections of this report, there is a current undersupply of supermarket floorspace. This coupled with forecasted growth will place further pressure on local retail facilities to service the catchment. Further, the existing strain on the local road network will only worsen as Rose Bay residents' resort to driving out of the primary catchment area to service their shopping needs. Indeed, an underperforming and ill-equipped retail network in an inner city location will inevitably result in significant amenity and lifestyle impacts on local residents, and is directly counter to the Council and State Government's aspiration of achieving walkable, liveable and sustainable communities.

Drawing on the vision for the site, the Planning Proposal aims to support the delivery of local population serving retail services, housing, jobs and community-oriented space. In doing so, the Planning Proposal seeks to provide an appropriate balance of uses that integrate with the existing Rose Bay South local centre, whilst supporting the key directions and actions of the Greater Sydney Region Plan and the Eastern City District Plan.

The objectives and intended outcomes of this Planning Proposal include:

- **Local neighbourhood development:** Deliver a local retail hub that meets the day-to-day goods and services needs of the local population of Rose Bay and Dover Heights.
- **Community:** Foster a sense of community and places for residents and visitors to meet through outdoor seating as well as open air communal open space for residents which will build social capital.
- **Streetscape:** Establish streetscapes which contribute greenery and external seating to the centre.
- **Built form:** Deliver high quality architectural built form that is well aligned with the character and density of surrounding built form, comprising four (4) storeys.
- **Activation:** Fulfil the role of a local centre by facilitating the activation of the precinct by providing essential services and retail amenities at ground level, contributing to the vitality of the Old South Head Road spine.
- **Job Creation:** Achieve an adequate supply of employment floorspace consistent with the role and function of a local centre, providing access to day-to-day goods and services.
- **Sustainability:** Deliver a sustainable built form that aligns with the goals established in the Woolworths Sustainability Plan 2025.

7.3 Explanation of Provisions and Mapping

7.3.1 Schedule 1 Additional Permitted Uses

The baseline land use permissibility through the underlying MUI Mixed Use and R2 Low Density zoning continues to be applicable to each individual site under Part 2 of the WLEP 2014.

However, this Planning Proposal seeks introduction of a Schedule 1 Additional Permitted Use provision to facilitate the objectives and intended outcomes of the indicative reference scheme which requires land use definition of 'retail premises' and 'shop top housing' across both allotments within the site boundary. Proposed drafting of this provision is as follows:

Schedule 1 Additional permitted uses

17 Use of certain land at 30 Albemarle Avenue, Rose Bay

- 1) *This clause applies to land at 30 Albemarle Avenue, Rose Bay, being Lot 30, Section B in DP4567.*
- 2) *Development for the purpose of a retail premises is permitted with development consent, but only as part of shop top housing.*
- 3) *Development consent must not be granted for the uses specified in subclause (2) unless the land at Lot 30, Section B in DP4567 is developed in conjunction with land at 488-492 Old South Head Road, Rose Bay, being Lot 1 in DP 1009799.*

7.3.2 Part 6 Additional Local Provision

The revised Planning Proposal seeks to introduce a Part 6 Additional Local Provision to address the publicly accessible open space and deep soil landscape separation zone to the north-western side setback and matters of building massing, design and local urban character. This clause has been added following further consultation with Council during the assessment of the Planning Proposal.

The additional local provisions sought will only apply if both 488-492 Old South Head Road and 30 Albemarle Avenue are developed as a single site. Despite the baseline FSR provisions under Clause 4.4, which will remain in force, this additional local provision will apply an overall maximum GFA of 4,200m², together with individual maximums of 3,720m² for 488-492 Old South Head Road and 480m² for 30 Albemarle Avenue.

A provision is also sought to be implemented which requires the implementation of a separation zone adjacent the western boundary of 30 Albemarle Avenue, when measured perpendicular to the north-western side boundary. This will ensure the provision of a 9m wide building separation zone, an 8m wide deep soil zone and a street fronting publicly accessible open space area. Additional provisions seek to introduce a minimum separation zone adjacent the open space to habitable rooms and balconies of the future building ranging from 9m to 13.5m

A further provision requires a site-specific development control plan with corresponding urban character statement to be implemented prior to development consent being granted.

The proposed site-specific provision is detailed below, as it is intended to be drafted in the WLEP 2014.

Part 6 additional local provision

6.9 Development of land at 488-492 Old South Head Rd and 30 Albemarle Avenue, Rose Bay

- 1) *The objectives of this clause are:*
 - a) *to enable a mixed-use development comprising commercial and residential uses to be delivered on the subject land;*
 - b) *to prevent a mixed use development outcome on the subject land that is inconsistent with the requirements set out in this clause;*
 - c) *to ensure the redevelopment of the subject land will not have a detrimental adverse impact on the amenity and character of the surrounding area;*
 - d) *to ensure the redevelopment outcome incorporates a deep soil separation zone; and*
 - e) *to ensure built form is appropriately setback from the north-western side boundary.*
- 2) *This clause applies to Lot 1 in DP 1009799 at 488-492 Old South Head Road and Lot 30, Section B in DP4567 at 30 Albemarle Avenue, Rose Bay.*
- 3) *Development consent must not be granted under this clause unless the development comprises both identified allotments as the total site area.*
- 4) *Despite clause 4.3, the maximum height of a building on Lot 30, Section B in DP4567 at 30 Albemarle Avenue, Rose Bay must not exceed 14.5m*
- 5) *Despite clauses 4.4, 4.4B and 4.4E, the development must not exceed a maximum gross floor area of 4,200m² across the site, comprising:*
 - a) *a maximum gross floor area of 480m² on Lot 30, Section B in DP 4567; and*
 - b) *a maximum gross floor area of 3,720m² on Lot 1 in DP 1009799.*
- 6) *Development consent must not be granted unless a building setback is provided within the site for the full length of Lot 30 Section B in DP4567 providing for—*
 - a) *a minimum setback width of 9m at the ground level as measured from the north-western side boundary to the building, including the following –*
 - vi. *A substantial, unencumbered deep soil landscaped area within this zone with a minimum width of 8m,*
 - vii. *A publicly accessible area fronting Albemarle Avenue,*
 - b) *a minimum setback to the building of 9m, as measured from the north-western side boundary at the first floor level,*

- c) *a minimum setback to the building of 9m, as measured from the north-western side boundary at the second floor level, with a minimum setback of 12m to habitable rooms and balconies,*
 - d) *a minimum setback to the building of 12m, as measured from the north-western side boundary at the third floor level, with a minimum setback of 13.5m to habitable rooms and balconies,*
- 7) *Development consent must not be granted for development on land to which this clause applies unless a development control plan has been prepared for the land that provides for the following—*
- a) *urban character statement,*
 - b) *building envelope and built form controls, including the following –*
 - i. *bulk and massing,*
 - ii. *building setbacks,*
 - iii. *height of building in storeys,*
 - iv. *façade articulation,*
 - v. *privacy and overlooking,*
 - c) *land use provisions, including minimum residential yield,*
 - d) *vehicular access and servicing arrangements,*
 - e) *landscaping and deep soil,*
 - f) *open space zone, including publicly accessible areas,*
 - g) *flood management,*
 - h) *management of environmental impacts, including overshadowing and visual and acoustic privacy,*
 - i) *ecologically sustainable development,*

7.3.3 Supporting Precedent

As a result of further consultation with Council during assessment, it has been resolved to strengthen the proposed planning controls through the addition of a Part 6 Additional Local Provisions – which addresses building massing, separation, deep soil, development controls and urban statement provisions. The use of Part 6 is a commonplace approach in applying standard instrument provisions and is not dissimilar to other examples of local provisions within the WLEP 2014.

The retention of the Schedule 1 Additional Permitted Use is required for the addition of ‘retail premises’ and ‘shop top housing’ to 30 Albemarle Avenue. This is a typical approach in WLEP 2014. In responding to feedback on the submitted controls, the relocation of the building massing / GFA provisions from Schedule 1 to Part 6 is agreed as more aligned to common practice in the WLEP 2014 and changes have been made to the proposal accordingly.

The proposed additions post LPP to the planning controls, clarify the specific minimum setbacks to the building and additional minimum setbacks required to habitable rooms and balconies. The terminology used in this drafting is consistent with that used within the Apartment Design Guide which is applicable to the site and future development applications.

7.4 Urban Character Statement and Site-Specific DCP

To provide greater certainty of the built form and design outcomes presented in the indicative reference scheme, a draft site specific DCP is proposed to accompany the Planning Proposal and is provided at **Appendix C**. In response to further consultation with Council this section has been enhanced through the introduction of an urban character statement. This has been prepared in line with the revised indicative reference scheme for the site and has been attuned to the specific character of the site which is a delicate transition between a low density residential neighbourhood and a local centre.

The vision for the site is to deliver a high quality mixed-use development that responds to the needs of the Rose Bay community and delivers a high quality architectural outcome that complements and enhances the quality of the built form within Rose Bay South mixed use centre.

This will be achieved by ensuring that new development:

- *Delivers a high quality architectural design that is well aligned with the desired character and density of the Rose Bay South local centre.*
- *Achieves an appropriate interface with adjacent residential uses through careful transition, articulation and modulation.*
- *Provides an appropriate mix of uses across that reinforce the centre's mixed-use character.*
- *Enhances the vibrancy and vitality of the Rose Bay south mixed-use centre by delivering a new local medium-sized supermarket that meets the day-to-day goods and services needs of the local community.*
- *Is designed to deliver a high-quality active frontage to Old South Head Road and positively contribute to the streetscape at Albemarle Avenue.*
- *Incorporates a planting and a deep soil zone to soften its interface with the adjacent residential uses on Albemarle Street.*
- *Fosters a sense of community and place through the provision of a publicly accessible and landscaped deep soil zone together with an enhanced public domain.*
- *Promotes environmentally sustainable design (ESD) principles such as conserving energy, facilitating natural ventilation and lighting, limiting the depth of buildings and providing favourable orientation.*
- *Employs strategies to reduce embodied carbon in its construction and ongoing operation.*

In addition to the above, the draft DCP contains site-specific provisions relating to key principles listed below, which will be embellished and finalised, prior to public exhibition in conjunction with input from Council. Importantly, the DCP sets out parameters to ensure a future built form on the site exhibits design excellence. All matters will be required to be addressed at the detailed development application stage.

- Urban structure
- Built form
- Land use
- Ground plane and activation
- Vehicular access and servicing
- Landscaping and deep soil
- Open space zone, including publicly accessible area
- Residential amenity
- Flood management
- Ecologically Sustainable Development
- Privacy and overlooking

8.0 Site Specific Technical Assessment

This chapter provides an overview of the key planning and technical assessment issues relating to the Planning Proposal. This assessment collectively addresses matters which justify the proposal's site specific merits.

8.1 Urban Design and Built Form

PBD Architects have prepared a revised Urban Design Report, including the amended indicative reference scheme, provided at **Appendix B**. This has been prepared with a detailed understanding of the site's surrounding planning context, together with physical, technical, and topographical parameters. The indicative reference scheme has also been amended to reflect Council feedback as detailed in **Section 6.1.1**.

The conceptual design of the updated scheme will provide a four-storey mixed use development that creates a built form and massing appropriate for the Rose Bay South local centre, while maximising the utility of a prominent site. The contemporary structure with defined vertical and horizontal elements, together with façade arches and curved edges significantly increases the suitability of the indicative scheme to the local centre setting and draws clues from the surrounding locality. Masonry elements are also in keeping with key notable surrounding existing buildings.

The scale of the development is generally keeping within the envisioned future character of the Rose Bay South local centre as established in the WDCP 2015, and as illustrated in **Figure 28**. The four storey development, built form, bulk and street alignment and continuous awnings are in line with the desired future character of the centre and offer an appropriate integration with the surrounding environment.



Figure 28 Proposed Built Form and Surrounding Local Centre Context

Source: PBD Architects



Figure 29 Indicative Visualisation of the Revised Reference Scheme

Source: PBD Architects

The scheme also proposes an open ground plane with strong integration between the supermarket and public domain through large entrances and windows. These elements ensure strong visual connections to Old South Head Road with entrances along the frontage, responding to the objectives for the Rose Bay South local centre built form as set out in the WDCP 2015.

A dedicated separate residential entrance is provided along Albemarle Avenue to give this secondary frontage a more mixed-use residential presence, while planting along the residential balconies helps to articulate and soften the façade and breathes life into the four storey development (refer **Figure 30**).

Overall, the design for the building has been carefully considered with a focus on delivering an outcome that will both complement and enhance the character and quality of building stock in the local area. When compared to the original scheme (as discussed in **Section 6.1.1**) the indicative reference scheme will improve amenity for surrounding residential development and minimise the bulk and scale of the proposed built form.



Figure 30 Indicative visualisation of the Revised Reference Scheme

Source: PBD Architects

8.2 Economics

The Economic Impact Assessment, prepared by Ethos Urban (**Appendix A**), underpins the genesis of this Planning Proposal. The report builds on previous analysis and research undertaken between 2020 to 2022.

The background analysis undertaken within **Section 2.0** provides a summary of a more comprehensive retail demand assessment which highlights a substantial undersupply of supermarket floorspace within the local area to support the day-to-day needs of the population.

8.2.1 Demand Considerations

Residential Apartments

Projections outlined in **Section 2.4.1** indicate that the TTA will increase by some +540 persons over the period to 2036. Reflecting the average household size in the TTA of 2.6, this additional population would require some 207 new dwellings.

Retail Floorspace

With regard to the additional retail floorspace planned to be provided at the subject site, it is understood that this will form a supermarket of 2,168m². Typically, one full-line supermarket is supportable for every 8,000-10,000 residents across Australia. This represents a typical provision of around 0.35m² of supermarket floorspace per person. Within the defined TTA estimate 31,890 residents, some 11,160m² of supermarket floorspace could currently be supportable within the Rose Bay TTA.

The supermarket provision in the TTA is estimated at only 124m² per 1,000 persons this is less than half the typical provision found in metropolitan Sydney, of 260m² per 1,000 persons. Even assuming the specialised fresh produce traders of Harris Farm and Parisi's are included, this would still only represent a provision of 187m² per 1,000 persons.

Given that no larger supermarkets are currently provided, TTA residents rely heavily on stores located outside of the Rose Bay area, including at major full-line stores more than 3km away including at Double Bay, Bondi Junction and Edgecliff. This is supported by a review of mobile location data which indicates that based on a sample of customers over the last three years, almost 20% of customers to Woolworths Double Bay reside in suburbs within the defined Rose Bay TTA. An analysis of Quantum customer transactional data further highlights this large level of escaped expenditure, with over half of all Rose Bay TTA residents (51.4%) currently leaving the local area for their food and grocery shopping needs. The implications of these shopping patterns is that a high level of supermarket expenditure is currently escaping from the Rose Bay TTA, resulting in increased traffic congestion, and amenity impacts for local residents due to increased congestion and a lack of range and price competition.

Online Shopping

The prevalence and growing popularity of online shopping for food and groceries has been increasing in recent years. This is evident from a review of Woolworths sales reports which show that ecommerce sales increased from \$1.1 billion in FY18 to \$3.5 billion in FY21 (from 3% of total food sales to 7.9% of total food sales). The impact of COVID-19 on shopping patterns has further increased this shift, with online food and grocery sales at Woolworths increasing almost 75% in the last 12 months (FY20 to FY21) from around \$2 billion to now account for \$3.5 billion a year. This is primarily due to safety considerations along with increased convenience which also plays a central role in this transition.

While physical stores will remain a critical component of the retail network, it is increasingly important for modern supermarkets to cater to a broader range of shopping patterns and behaviours, including online shopping. For the proposed Rose Bay development, this store will deliver a supermarket offer but also support dedicated 'Direct to Boot' food and grocery services and layout that cater to the evolving needs of local residents.

8.2.2 Economic Impact Assessment

An assessment has been undertaken of the economic impacts associated with the construction and operational phases of the proposed Rose Bay development. The assessment has been undertaken through an analysis of the local market demand, competitive environment and market trends.

While the existing smaller supermarkets currently provided within the TTA serve as effective top-up and convenience based supermarkets for the local resident population, they do not provide a broader range of products and choice offered at a larger supermarket. While the proposed Rose Bay South store will not provide a full-line supermarket, it is planned to deliver an expanded range of products compared to existing stores (including providing 14,000 – 16,000 SKU compared to the average existing smaller supermarkets in the TTA of 6,000 – 10,000 SKU). As larger supermarkets are a critical component of a strong retail network, Rose Bay residents are frequently travelling beyond the local area to access larger supermarkets including at Bondi Junction and Double Bay – more than 3km from the subject site (6km round-trip).

Reflecting the existing competition as well as the size and growth in retail expenditure across the TTA, any impact from the proposed Woolworths Rose Bay development would be limited, as outlined below:

- Based on the indicative concept, projected sales would be in the order of \$10,000-\$15,000 per m², representing a likely sales range of around \$25-\$30 million (based on an original trading assumption by 2023/24).
- Total retail expenditure across the TTA is projected to increase by +\$109 million over the period from 2021 to 2036, this includes +\$13 million in food, liquor and grocery expenditure – representing strong expected growth.
- Projected food and grocery (F&G) sales for the proposed store would represent only a small proportion of total F&G sales in the TTA, accounting for around 10-15% of TTA F&G sales in 2023/24 (based on the original assumed trading timeframe).
- Total sales for supermarkets (including large fresh produce anchor tenants for the purposes of this analysis) within the defined Rose Bay TTA are currently estimated at around \$65 million, with an estimate of around \$55 million of resident supermarket expenditure is currently directed to stores outside of the TTA. The proposed development would help to retain a proportion of this \$55 million in escape expenditure, by providing residents with a new supermarket offer in close proximity to their homes.
- Business generated from local workers and students within an easy walking distance would further add to demand and potential for the redevelopment, as well as benefit existing operators.

An analysis of the anticipated distribution of impacts from the proposed development concept suggests:

- The proposed development is projected to record sales of around \$25-\$30 million in 2023/24 (based on the original assumed trading timeframe).
- The majority of projected sales (at an estimated \$18-\$22 million) would be derived from retained food and grocery expenditure that is currently being directed to supermarkets beyond the TTA.
- Impacts on the local supermarkets and large fresh produce traders within the immediate Rose Bay TTA (including Coles Local, Woolworths Metro, IGA, Harris Farm and Parisi's) is estimated to total some \$3-\$4 million, representing an impact of around 5% on combined sales for these stores in 2023/24 (based on the original assumed trading timeframe).

Each of these stores currently perform well, serving the local community, and would be well placed to absorb any short term impact. Further these stores will benefit from future growth in retail expenditure in the longer term. As outlined in the audit of shopfronts, there is limited direct food competitors across existing shopfronts in the main retail precincts. In fact, the area stands to benefit from the provision of a new retail anchor tenant at an underutilised site. As such, the proposed Woolworths Rose Bay development would not impact on the viability or continued operation of any existing or proposed facility with the local area.

The substantial level of current escaped expenditure from the Rose Bay TTA highlights the under provision of supermarket facilities in the area currently. The proposed Rose Bay store will be the largest supermarket offer in the catchment, around 50% larger than any existing store, however will still be only half the size of major full-line supermarkets such as Woolworths Double Bay.

The proposed development will serve a unique role in the retail network, providing a next generation store that caters to new and emerging food and grocery trends and shopping patterns, including online and 'direct to boot' services. Overall, the Rose Bay community stands to benefit from the proposed development that will deliver improved amenity and a new retail offer within the Rose Bay South precinct. The project will support a more holistic retail network aligned to objectives for walkability and a 'best in class' retail environment in close proximity to residents' homes. The project would support continued growth and a successful, evolving Rose Bay South precinct that will benefit the local community in the future.

8.2.3 Economic Benefits

Based on the originally submitted scheme (March 2022), the key economic benefits of the proposed development include the following:

- Generation of an estimated approx 153 full-time equivalent (FTE) jobs (direct & indirect) to be generated through the construction phase.
- Generation of an estimated approx 75 FTE ongoing jobs once the supermarket is operational, creating approximately \$4.3 million pa (2020 dollars) of net economic uplift.
- The proposed development's is estimated to house approximately 44 residents, with an estimated increase of \$860,000 in retail expenditure on local retail per year.

The proposed Woolworths Rose Bay South local centre development will result in a significant increase in ongoing activation of the centre, including after hours and on the weekends. The development of a larger supermarket will result in a significant increase of people attracted to the locality rather than the further afield larger centres. The proposed supermarket will act as the hub or anchor of the centre resulting in a trickle-down effect with the local speciality retail (i.e. Bakery, Butcher, Cafes) seeing an increase in business.

8.3 Transport and Traffic

A Traffic and Transport Study has been prepared by JMT Consulting and is included at **Appendix D**. The study provides an analysis of existing transport conditions, including the surrounding road network, site access and parking and public transport provisions. The study also provides an assessment of the proposed access, parking and servicing/loading arrangements, proposed parking rates, additional traffic movements resulting from the Planning Proposal and impacts to the adjacent roads, together with public transport, walking and cycling measures.

8.3.1 Existing Transport Conditions

This area of the Eastern Suburbs is serviced by the state roads of New South Head Road and Old South Head Road as indicated within **Figure 31**. Under the previous Caltex service station, the site had one driveway connected to Old South Head Road and two connected to Albemarle Avenue. During 2019, the service station was operational, and data collected indicated that the site would generate 1,000-1,200 vehicles per day.



Figure 31 Surrounding Road Network

Source: JMT Consulting

The site is accessible from a number of nearby bus stops located along Old South Head Road. The closest bus stops are at the corner of Wilberforce Avenue and Old South Head Road (approximately 75m) and at the corner of Onslow Street and Old South Head Road (approximately 125m). Bus services connect the site to the Bondi Junction Strategic Centre which provides access to train services. The Rose Bay ferry wharf is approximately 1.4km (15 minute walk) from the site, where direct services to Circular Quay can be obtained.

The pedestrian environment in the vicinity of the site is strong, with good quality footpaths provided along all streets including signalised pedestrian crossings at the Old South Head Road and Albemarle Avenue intersection which the site is located on. The intersection has strong pedestrian protection with right turning vehicles from Albemarle Avenue held back (via a right turn arrow) to allow people to safely cross the road. The section of Old South Head Road in the vicinity of the site is part of the Waverley and Woollahra Bicycle Network. It connects local centres, open spaces and residential areas throughout the LGA.

8.3.2 Vehicle Access and Parking

Access Points

The proposal would necessitate vehicle access to the on-site car parking area through a ramp from Albemarle Avenue, which leads to supermarket, 'Direct to Boot' and residential parking. Service vehicles accessing the loading dock would be separated from the general vehicles and enter the site via Albemarle Avenue with a right in, left out arrangement to limit movement on Albemarle Avenue. This has been determined and recommended to ensure safe egress and separation from Old South Head Road and pedestrian activity from the entrances to the supermarket and residential apartments.

Supermarket Car Parking

The reference scheme proposes 70 parking spaces (inclusive of 5 for 'direct to boot' customers) for the use of the Woolworths supermarket which is higher than the minimum of 53 required under the WDCP 2015. Providing an

appropriate level of on-site car parking to meet customer needs will reduce demand for parking on surrounding streets and encourages customers to park in the basement. The final car parking requirements and provision for the site will be confirmed at the Development Application (DA) stage of the project.

There are further benefits to providing on-site basement parking for visitors for the following reasons:

1. Convenience of loading their shopping into their car via travelator.
2. Reduces demand for parking on surrounding streets.
3. Supports emerging trends such as EV charging bays and potential spaces for expansion for E-stores and Customer Fulfilment Centres.

Residential Car Parking

For an indicative total of 14 apartments (with a unit mix as detailed in **Appendix B**) within the proposal accommodates for 19 residential spaces, 3 visitor spaces and 1 residential loading bay. The concept parking plan is in line the maximum allowable outlined in the WDCP 2015. The proposed residential parking provision is therefore satisfactory in this regard.

Loading Dock

The proposal includes a loading dock to facilitate delivery of stock for Woolworths and waste removal, with the loading dock large enough to facilitate a Medium Rigid Vehicle (MRV) such as a large Woolworths delivery truck or Council garbage truck. The proposal also includes a residential service space suitable for utes and vans to be utilised for servicing of residential apartments. The loading dock has been designed in accordance with the requirements outlined in the relevant Australian Standard (AS2890.2, 2018). The final design of the loading dock will be carried out at the Development Application stage of the project.

At the request of TfNSW additional swept path analysis was carried out to confirm that an MRV can safely turn into and out of Albemarle Avenue from Old South Head Road.

8.3.3 Traffic Impact Assessment

Traffic Generation

Under the previous Caltex service station there would be 80-90 vehicles per hour entering the site during peak hours (160 – 180 two way movements). Trip generation rates for future traffic has been derived from comparable surrounding and regional developments as follows:

- **Residential** – Per unit: AM peak hour 0.15 vehicle trips, PM peak hour: 0.19 vehicle trips, Saturday peak hour: 0.22 vehicle trips;
- **Supermarket** – Per space: AM peak hour 1.6 vehicle movements, PM peak hour 2.3 vehicle movements, Saturday peak hour 2.5 vehicle movements.

The total number of traffic movements is forecasted to be 87 two way movements during the AM peak, 124 two way movements during the PM peak and 135 two way movements during the Saturday peak. Compared to the previous service station this represents a reduction in two way movements of 26 in the AM peak, 20 in the PM peak and 29 in the Saturday peak.

The traffic assessment for the proposal has considered 25% passing trade as per *Guide to Traffic Generating Developments*. The forecast arrival and departure directions for visitors to the supermarket, based on the trade catchment for the centre, have been determined to spread the traffic load and minimise the impact on the surrounding road network.

Modelling of Intersection Performance

Traffic modelling has been undertaken to consider the future operation of the Old South Head Road / Albemarle Avenue intersection following the development of the site.

Initial modelling conducted indicated that the right turn movement from Old South Head Road (north) into Albemarle Avenue for the existing situation results in capacity constraints for southbound traffic on Old South Head Road. This issue is increased following the proposed site development given the increased right turn demand to allow vehicles to

enter the basement car park located on Albemarle Avenue. More detailed modelling was subsequently undertaken using SIDRA and video calibrated modelling. It is also noted a 0.15% per annum conservative traffic growth assumption has been applied to the future year modelling.

As a solution to this existing and future issue a revised intersection concept has been developed and is shown in **Figure 32**. This would retain existing kerbside parking controls and intersection phasing and allow the creation of a dedicated right turn bay into Albemarle Avenue. A traffic model of the intersection indicates that, subject to the minor reconfiguration of the northern approach of the intersection, the traffic lights would operate at an acceptable level of service following the development of the site.



Figure 32 Potential mitigation measure at the Old South Head Road intersection

Source: JMT Consulting

8.3.4 Summary

Key findings of the transport assessment are as follows:

- Vehicle access to the site for all vehicles would be provided on Albemarle Avenue, with no access to be obtained from Old South Head Road. The removal of vehicle access points from Old South Head Road provides for a significant improvement to the road and pedestrian environment around the site compared to previous operating conditions for the Caltex service station.
- Service vehicle access to an on-site loading dock is to be provided via a separate access point on Albemarle Avenue to segregate cars in the basement and trucks using the loading dock, providing a strong safety outcome.
- Car parking and bicycle parking on the site for all uses will be generally delivered in accordance with the parking rates outlined in the WDCP 2015, with the final number of spaces to be determined at the Development Application stage of the project.
- Traffic modelling undertaken indicates that the proposal is not anticipated to result in unacceptable traffic impacts on the surrounding road network subject to the implementation of appropriate mitigation measures. Discussions with Transport for NSW have informed the Planning Proposal which have indicated that a traffic solution can be developed to achieve a suitable level of access to the site.

8.4 Social Strategy and Infrastructure

A Social Assessment and Strategy has been prepared by Ethos Urban and is included at **Appendix A**. The assessment provides a social policy context, a review of existing social infrastructure and an assessment of social issues and trends relevant to the proposal. Community priorities and opportunities for the site and the project are also identified along with an assessment of the Planning Proposal and the establishment of social strategy directions for the future redevelopment.

8.4.1 Local Social Infrastructure Context

The assessment covers both the immediate locality, which is expected to experience social impacts associated with the temporary construction activities and some of the future operational impacts, as well as the broader study area as defined as the TTA in **Section 2.4** and any further areas that may experience the resulting benefits from the operational phase of the project. Based on the social baseline analysis undertaken, the key communities to experience social impacts and/or benefits of the project can be grouped as follows:

- Local residents and landowners
- Local businesses and workers
- Broader local community, including local schools
- Visitors to the area
- Users of Old South Head Road
- Temporary construction workers in the area.

8.4.2 Social Assessment across Key Factors

This section will provide an assessment of the social context relevant to the Planning Proposal and accompanying indicative reference scheme, including matters such as increased availability of retail, employment, housing diversity, access to social infrastructure and civic domain improvements.

- Way of life: how people live, get around, work, play and interact with one another each day
 - Increased convenience for shoppers, residents and visitors to Rose Bay associated with delivery of a new supermarket adjacent to a key transport artery and close to the homes of a large number of local residents (with 23,340 persons living within the MTA), in an area with limited access to supermarket offering.
 - A concentration of shopping, public space and other services in an area encourages people to be more socially active, enhancing the liveability and viability of place.
 - The proposed 'Direct to Boot' click-and-collect type offering would further enhance convenience for local shoppers that prefer online ordering, to accommodate their busy lifestyle
- Access to and use of infrastructure, services and facilities
 - The location of the site will enable local residents to access fresh produce, within a short walking distance from their homes. This will help achieve the Greater Sydney Commission's goal of a 30-minute city, reducing travel times and increasing opportunities for time with family and friends.
 - There are also likely benefits associated with delivery of housing in a location well-connected to retail, training and employment opportunities, schools, public transport and open space. The accessibility of these facilities for residents of this site will support residents' wellbeing and quality of life.
 - Delivery of a supermarket closer to homes may in fact reduce the need to travel longer distances to existing larger supermarkets further away, resulting in social benefits.
- Community: composition, cohesion, character, how it functions, resilience, people's sense of place
 - Many positive benefits are associated with delivering the retail offering at the Site. As identified in the strategic policy and social research review, shopping streets can double as social meeting spaces for communities, and well-designed spaces can attract a higher volume of visitors and support community cohesion.
 - Potential improvements to community cohesion associated with contribution of the proposed development towards revitalising the shopping strip for the local community and supporting social interaction by encouraging pedestrian amenity and accessibility to the site.

- There will be positive impacts to community connections and cohesion associated with the activated ground level uses. In particular, the provision of a publicly accessible landscaped building separation zone, which will enable community to meet and talk and embraces active transport.
- Culture: shared beliefs, customs, values and stories, and connections to land, places, buildings
 - Negative changes to 'connection to place' associated with the proposed development are however unlikely, or would be minimal, as the site is currently vacant/underutilised and secured by hoardings offering no amenity, and was previously functioning as a petrol station.
 - The proposed development seeks to align with and enhance the local neighbourhood character through considerate and high-quality design, and would replace a dilapidated vacant site, and would as such enhance the amenity of the area.
- Health and wellbeing: including physical, mental, social and spiritual, and especially for vulnerable people; access to open space and effects on public health
 - The proposed development will deliver a medium-sized supermarket appropriate to the local area. Increased need for walk-up convenience will be supported by a modern retail facility and thereby contribute to the wellbeing of the community.
 - Wellbeing benefits associated with improved activation and enhanced amenity of the Rose Bay South shopping strip along the Old South Head Road, which may increase perceptions of safety and opportunities to connect with other members of the community.
- Surroundings: access to and use of natural and built environment, including ecosystem services, public safety and security, as well as aesthetic value and amenity
 - The proposed development will replace a dilapidated vacant site and significantly enhance the aesthetic value and amenity of the area by improving the views from Old South Head Road and other vantage points. Active frontages will enliven and improve the streetscape along Old South Head Road and Albemarle Avenue and surrounds
 - The proposed development is well placed to deliver on those community aspirations for 'quality places and spaces', 'retaining village atmosphere' by enhancing the local neighbourhood with the proposed attractive, high-quality architecturally designed development that carefully considers and blends in with the local Rose Bay neighbourhood character.
- Livelihoods: people's capacity to sustain themselves, whether they experience personal breach or disadvantage, and the distributive equity of impacts and benefits
 - Potential positive impacts associated with increased employment opportunities associated with the operation of the Woolworths store proposed to be delivered on this site, estimated to be support 68 FTE jobs (based on the original submission), close to public transport infrastructure and in walking distance from the MTA homes.
 - The proposed development will support increased patronage for local businesses, including at night, based on the increased activation (additional residents, workers and visitors) in the area. This can improve viability of businesses in the Old South Head Road shopping strip, associated with concentration of employment uses and activation at this site, and have flow on impacts for the broader Woollahra and Waverley areas.

8.5 Residential Amenity

Under *State Environmental Planning Policy No. 65 – Design Quality of Residential Apartment Development* (SEPP 65), a statutory framework is established which provides reference to the Apartment Design Guide (ADG) which ensures residential apartments are designed to be capable of achieving an appropriate standard of design quality and amenity. These considerations are detailed at the DA phase, however conceptual consideration of key provisions such as communal landscape areas, building separation, building widths, solar access and natural cross ventilation has been undertaken, refer to the revised Urban Design Report provided at **Appendix B**. Future development will be undertaken in accordance with SEPP 65 and the accompanying ADG.

The concept design has been prepared to respond to SEPP 65 and the ADG. It seeks to maximise residential amenity with the inclusion of an open-air communal space with good solar access during the day and afternoon as well as outdoor dining facilities and planting of vegetation. The residence's balconies provide private space for residents to access ventilation and sunlight during the day with planter boxes to elevate the amenity and outlook of the apartments.

Cross ventilation has been assessed carefully. From the total 14 apartments, 9 or 64% are cross ventilated, meeting the design criteria of the ADG. Likewise, solar access is a key driver for the composition of the built form arrangement. The proposal achieves 11 out of 14 apartments (77%) achieving a minimum 2 hours solar access in mid-winter, exceeding the design criteria of the ADG.

In terms of overshadowing of neighbouring properties, impacts are expected to be minimal and have been further reduced by the revised scheme. **Figure 33** highlights the greatest extent of overshadowing effects in the morning and afternoon of the winter solstice. Overshadowing to 35 Albemarle Avenue is limited to just before 10am and the residential flat building to the east of the site, 493-495 Old South Head Road is first impacted after 2pm in mid-winter. Further detailed analysis will be undertaken at the DA stage, however the initial modelling results indicate the future development will have an acceptable overshadowing impact and is in keeping with the achievement of the desired future character of the centre.



Figure 33 Winter Solstice Overshadowing Analysis between 9am and 3pm

Source: PBD Architects

8.6 Flooding

A Flood Impact Assessment has been prepared by Northrop Consulting Engineers and is provided at **Appendix F**. Its purpose is to identify existing flood constraints for the site and highlight the challenges associated with balancing appropriate flood protection levels with the requirement to activate the streetscape for a site that is identified as a ‘key corner’ location in the WDCP 2015.

The strategy used in the indicative concept consists of a solution whereby the proposed Finished Floor Level (FFL) for the ground floor supermarket is to be placed below the 1% AEP design storm event. The main entryway is to be protected with a self-rising flood barrier and additional entrances to the residential area and basements are protected by flood gates up to the PMF. An extract of the concept showing the location of the flood barriers is indicated below at **Figure 34** with a blue outline.

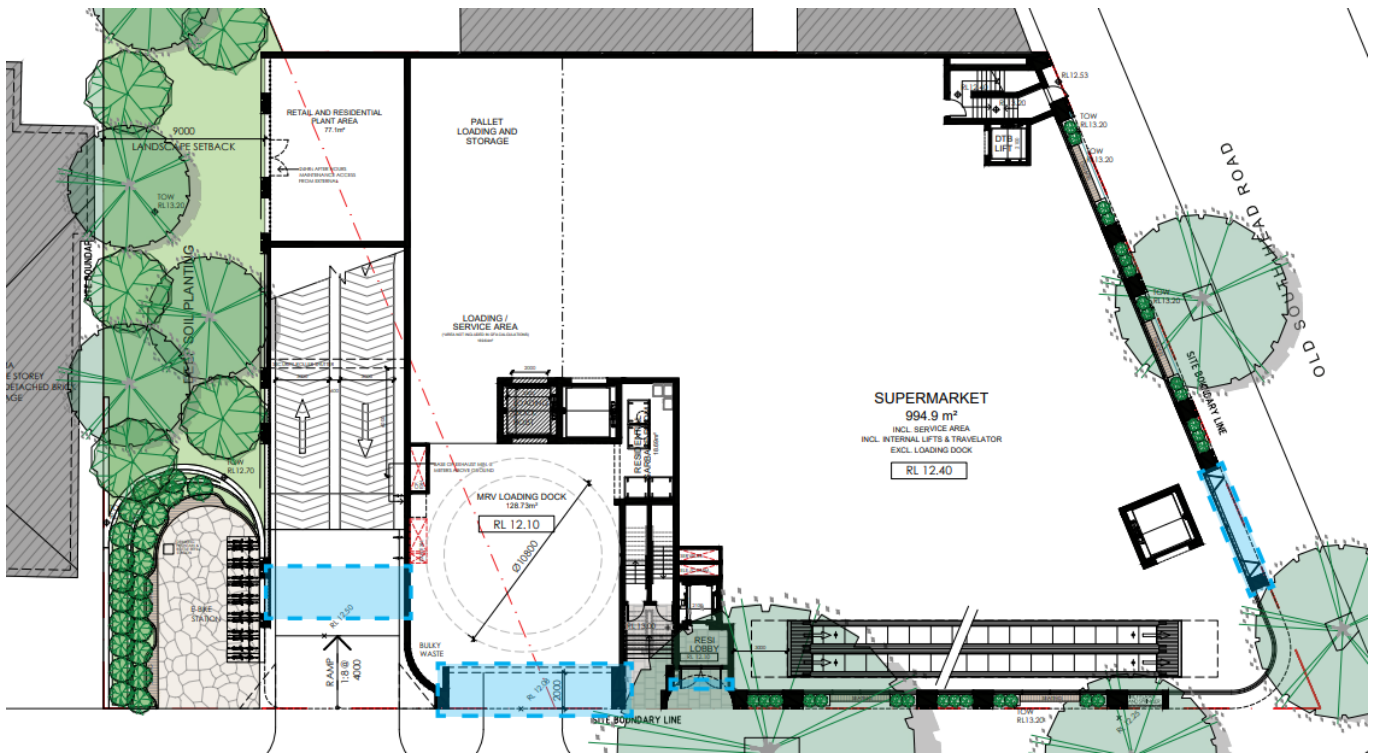


Figure 34 Proposed Flood Barrier Concept for Ground Floor

Source: PBD Architects

The WDCP 2015 suggests a minimum FFL of the 1% AEP + 500mm may be applicable for the ground floor supermarket. This corresponds to a level of approximately 13.5m AHD – which works out to be 1.2m above the existing surface levels in the adjacent road verge. Similarly, the proposed loading dock, being non-habitable, would be required to have an FFL of the 1% AEP + 300mm. This corresponds to a level of approximately 0.8m above the existing surface levels in the adjacent road verge.

A response from Council’s Flood Engineer to a previous pre-lodgement report suggests placement below the 1% AEP may be acceptable provided appropriate flood mitigation measures are integrated into the design – which is recommended to balance flood protection with streetscape activation and amenity. The WDCP 2015 also suggests lower FFLs may be acceptable for commercial and mixed-use developments on their merits. Given feedback from Council’s Flood Engineer and the controls within the WDCP 2015, a flood strategy has been prepared for the proposal that seeks to maximise the opportunity for street activation, with floodgates to be integrated into the design and to be used for flood protection. It is noted that with the current strategy, there is a risk of frequent activation of the flood gates as the proposed FFLs are below the 1 year event (i.e. once a year) flood level.

Further consultation with Council planners and engineers is required to balance appropriate flood protection against an appropriate degree of local centre activation and design outcomes. As an alternative, exceptions to the LEP height of buildings provisions may also be required to realise an elevated floor level which reduces the frequency of floodgate activation. However, this is a detailed design matter inherent to the assessment of a future DA and does not reflect directly on the strategic benefits of the proposal for expanded supermarket floorspace in this location.

8.7 Acoustics

An Acoustic Impact Assessment has been undertaken by Acoustic Logic and is provided at **Appendix J**. The report assesses potential noise impacts associated with traffic noise intrusion from Old South Head Road, loading dock operations and conceptual mechanical plant.

The following noise management and mitigation measures are recommended:

- Loading Dock – Truck engines to be turned off during loading/unloading activities and the underside of the ceiling in the loading dock to incorporate an adsorptive lining.
- Carpark – A solid wall adjacent to the basement ramp extending to the south-western most vertical column and to the underside of the Level 1 slab.

- Communal open space – No music, closed access between 10pm and 7am and a 2.8m high barrier along the northern boundary interface with 494-496 Old South Head Road.
- Mechanical plant – satisfactory acoustic levels will be determined during DA to CC stages with duct lining, acoustic silencers and enclosures.

8.8 Waste Management

A Waste Management Plan has been prepared by Salt3 (**Appendix K**) to outline waste generation and disposal throughout demolition, construction and operation of the proposed concept development.

Estimated waste generated from demolition and construction as well as the split between recycling and landfill with the assessment prepared to achieve a minimum of 80% of waste recycled.

Based on the original and proportionately larger scheme, the weekly waste generated from the proposed residential apartments is expected to be 1,860L of garbage, 1,860L of recycling and 650L of organics. Residents will use a dual-chute system, with waste collected in bin room located on the ground floor and all waste will be collected once per week by a private contractor.

The weekly waste generated from the originally proposed supermarket is expected to be 10,470L of garbage, 22,521L of Cardboard, 5,089L of organics and 2,865L of soft plastics. Commercial Waste would be stored on-site in the commercial bin room located on the ground floor with the waste stored separately to residential waste. The waste would be collected by a private contractor with garbage collected 3 times per week, organics twice per week, cardboard and soft plastics once per week.

The revised indicative reference scheme includes comparable waste room and loading dock provisions to the proportionally larger, originally submitted reference scheme. Accordingly, reliance of the original waste calculations are considered to be conservative for the revised reference scheme which has a reduced scale and are therefore considered acceptable.

8.9 Remediation and Geotechnical

The remediation of the existing service station at 488-492 Old South Head Road was approved on 8 September 2020 by Woollahra Council (D/502/2019). The development consent approved the demolition of the service station and Category 2 remediation works, including the removal of fuel canopy, fuel infrastructure, hardstand, signage, and convenience store. The previous petrol station contained four underground fuel storage tanks as well as lead contaminated soil to be removed and replaced with clean fill.

The implementation of a Remediation Action Plan with D/502/2019 has outlined an appropriate method to remediate the site. The assessment also included a baseline geotechnical report providing an understanding of the underlying subsurface conditions within the general locality surrounding the site. The work, once implemented, will render the site suitable for redevelopment from the present former service station use to the supermarket and residential apartments envisioned. This is capable of being implemented at the DA stage involving the future redevelopment of the site.

8.10 Vegetation

An Arboricultural Impact Assessment has been prepared by Naturally Trees and is included under **Appendix I**. The assessment indicates that there are eight (8) trees that may be affected by development with four (4) considered to be of importance that provide good amenity and value to the proposed development and should be retained. The other four (4) trees are considered to be of low significance and are to be removed.

The four (4) trees categorised as important could be potentially adversely affected through disturbance of the tree protection zone (TPZ) with proposed development to impact 10% of their TPZ. The successful retention of trees will depend on precautions when working in TPZ's and on effective tree protection measures such as adequate tree protection fencing outlining the TPZ, protection of the trunk, branches and ground. The summary of assessment concludes that if the measures of tree protection outlined are followed the development proposal will have a low to moderate impact on the contribution of trees to local amenity and character, which is offset by a significant amount of new tree plantings, including canopy trees within a generous deep soil zone.

8.11 Ecologically Sustainable Development

The proponent is targeting to redevelop the site in accordance with the following sustainability ambitions:

- Responsible strategies – construction and finishes, waste.
- Resilient strategies – climate change resilience, operations resilience, community resilience, heat resilience.
- Healthy strategies – clean air, light quality, acoustic comfort, amenity and connection to nature.
- Positive strategies – upfront carbon emissions, energy use and source, water use.

For individual components of the development, the following targets are intended subject to detailed design:

- Supermarket:
 - 5-star Green Star Interiors v1.3 rating (fit out).
 - Other opportunities such as in-store recycling, recycled PVC materials.
 - Provision of Electric Vehicle charging stations.
- Residential:
 - BASIX Water target: Pass score (4) +5, i.e. Water score 45 for residential.
 - BASIX Energy target: Pass score (35) +5, i.e. Energy score 40 for residential.

The ESD strategies presented in this report are proposed to be further developed and validated through the design and delivery of the new development.

9.0 Justification for the Planning Proposal

9.1 Section A – The Need for a Planning Proposal

Q1. Is the Planning Proposal a result of an endorsed local strategic planning statement, strategic study or report?

Yes. This Planning Proposal has resulted from specialist research and economic investigations and is intended to address the priorities and actions highlighted within several strategic studies and reports.

Key Strategic Planning Considerations

The primary intent and purpose of the Planning Proposal is to achieve a mixed-use development outcome which includes a medium-sized supermarket, supporting retail/commercial and residential land uses together in a suitable urban form to support and strengthen the prosperity of the Rose Bay South local centre.

Due to their size and influence on urban outcomes, supermarkets require careful and thorough consideration from a strategic planning and justification sense for their appropriate integration into a local area. These considerations are considered under the following headings as contributory discussions in determining the strategic and site-specific merit of this Planning Proposal.

Key Consideration 1 – Understanding the local underlying demand for supermarket floorspace

In order to appropriately consider the planning for a supermarket on the site, it is necessary to undertake a full review and analysis of the present retail ecosystem to inform strategy in planning for the future. The first consideration in updating the approach to retail planning for the Rose Bay TTA will be to establish what is considered to be the appropriate quantum of retail floorspace that is needed to service local community needs. Data suggests that approximately 20% of customers to Woolworths Double Bay are residents of suburbs within the defined Rose Bay TTA, which suggests a high level of escape expenditure (leakage). In addition, data has found over half of all Rose Bay TTA residents (51.4%) currently leave the local area for their food and grocery shopping needs. What this translates to is that a significant proportion of residents in the suburbs that make up the Rose Bay TTA travel outside of their local catchment to do their supermarket shopping, highlighting the substantial under provision of supermarkets in the area. This is only expected to increase as the population grows.

Based on population forecasts and typical benchmarks, in an inner urban area a full-line supermarket is supportable for every 8,000-10,000 persons. This represents a typical provision of 0.35m² of supermarket floorspace per person. Within the defined TTA, the original assessment estimated 31,890 residents and while there are smaller supermarkets provided, no medium size or full-line supermarkets are situated within the catchment. Based on the typical average and the size of the population, some 11,160m² of supermarket floorspace could currently be supportable within the Rose Bay TTA, based on the originally submitted assessment. However, analysis has found the current supermarket provision in the TTA is less than half the typical provision found in metropolitan Sydney. Even when assuming the specialised fresh produce traders of Harris Farm and Parisi's, there is a significant identified under provision.

Having established the desired quantum of floorspace and/or supermarkets, the second consideration would be to identify, map and define an overarching desired retail network for the area from a retail economics perspective. The purpose of defining the retail network would be to enable the Council to guide, direct and control the location and spatial arrangement of new retail facilities. This would ensure they are strategically positioned in existing or emerging local / key local centres located in areas to service current and future identified demand.

Council's LSPS identifies the need to plan for integrated land use and transport for a healthy, sustainable, connected community and a 30-minute city. The current supply of supermarket provision does not support this priority as the supply encourages significant travel beyond the Rose Bay TTA. The Proposal will strengthen Rose Bay South centre by acting as a retail destination for the local community, driving visitation to the area, to the benefit of surrounding businesses. It will provide an alternate service to what is currently available, providing services that better align to the existing and future needs of the community, including 'direct to boot' and pick-up services that respond to contemporary consumer supermarket requirements. Demand for such services have increased the COVID-19 pandemic where reduced contact, and a focus on convenience has been highlighted.

Key Consideration 2 – Supporting Rose Bay South’s emergence as a ‘key’ local centre

Council’s LSPS has identified both Rose Bay and Rose Bay North as ‘key local centres’ while Rose Bay South is recognised as a ‘local centre’. It is understood the Rose Bay centre comprises a variety of supermarkets which include a Woolworths Metro and IGA as well as Parisis (fresh food operator), each occupying an area of around 1,250m² or less. They cater to the convenience needs of the immediate local population, providing a narrower selection of products than in the kind of supermarket proposed on the site as part of the Planning Proposal. Rose Bay North is a much smaller centre comprising a Coles Local supermarket which provides approximately 1,500m² of floor space and focuses on convenience-based products, targeting time poor professionals in the area who seek a healthy food and grocery offer.

Since the preparation and endorsement of the LSPS, a number of major national retail tenants have located to Rose Bay South including Bunnings and Harris Farm as well as food catering operators such as Oporto and Dominos, strengthening the local centre’s retail offerings. The proposed supermarket floor space will further contribute to the existing offerings and as such, it is suggested Council re-evaluate the identification of Rose Bay South as a local centre and rather an emerging ‘key’ local centre. The Proposal presents an opportunity to reframe Council’s strategic vision for the Rose Bay centres to be considered as a network of three (3) centres that support and complement each other in their functions and role in serving the local community. It will allow for the Rose Bay South to co-exist with Rose Bay and Rose Bay North given these centres exhibit unique retail offerings and possess a different local character. Expanding retail opportunities will provide residents of the Rose Bay TTA with choice and will help support the current undersupply of supermarket floor space.

Rather than impacting existing retail offerings, this Planning Proposal seeks to complement the existing nearby supermarket floor space found at Rose Bay and Rose Bay North by providing an alternative offering, which residents would typically travel more than 3km larger retail centres to experience. A distance which would be further extended for residents located further north of the Peninsula, some of whom would travel up to 8km from their homes (16km round trip).

Q2. Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

Yes. This Planning Proposal is the best means of achieving the objectives and intended outcomes identified for the local area. To achieve the realisation of a medium-sized supermarket optimised to serve demonstrable local demand, the development standards under the WLEP 2014 are required to be amended to facilitate the comprehensive renewal of the site in a manner that will achieve the objectives and intended outcomes of key strategic planning policy documents.

In preparing this Planning Proposal, three options were considered to facilitate the intended outcomes. These are listed and discussed below:

- Option 1: Submit a Planning Proposal to amend the WLEP 2014.
- Option 2: Do nothing.
- Option 3: Redevelop the site under the existing planning controls.

Option 1 – Submit a Planning Proposal to Amend the WLEP 2014

Option 1 involves submitting a Planning Proposal to facilitate redevelopment of the site in accordance with the provisions presented in this report and the accompanying indicative concept. This is the preferred option as it is considered to facilitate the most appropriate outcome for the site and surrounding area in terms of meeting identified social and economic needs, improving the role of the local centre and delivering a design outcome that most effectively responds to and integrates with the surrounding area.

Option 2 – Do Nothing

The site will remain as an existing disused service station premises and ageing single dwelling house, which are both no longer fit for purpose. Over time the site will be at odds within the surrounding character which is evolving into a mixed-use local centre with a fine grain retail and commercial ground floor with apartments above. Doing nothing is not considered an appropriate outcome for the site.

Option 3 – Redevelop the Site under the Existing Planning Controls

Redeveloping the site under existing planning controls will provide additional housing and supermarket floor space but will not serve to meet the specific need identified within the local area, which is a provision of a medium-sized supermarket to counter an identified undersupply in the local area. Redevelopment of the site under current controls will be a missed opportunity to better serve local needs and public benefits delivered under Option 1.

9.2 Relationship with the Strategic Planning Framework

Q3. Will the Planning Proposal give effect to the objectives and actions of the applicable regional, or district plan or strategy (including any exhibited draft plans or strategies)?

Strategic Merit Test

A Guide to Preparing Planning Proposals sets out that in order to answer this question, a planning proposal needs to justify that it meets the Strategic Merit Test. The consistency of this planning proposal with the mandated assessment criteria is set out below.

a) Does the proposal have strategic merit?

This section demonstrates how the Planning Proposal is consistent with, and gives effect to, the relevant strategic plans, and policies, therefore demonstrating strategic merit. The Planning Proposal is generally consistent with the following documents as discussed within this chapter.

- Greater Sydney Region Plan – A Metropolis of Three Cities 2018.
- Eastern City District Plan 2018.
- Woollahra Local Strategic Planning Statement 2020.
- Woollahra Community Strategic Plan – Woollahra 2030 (2018).
- Housing 2041 – NSW Housing Strategy 2021.
- Better Placed – Government Architect of NSW 2019.

b) Does the proposal have site-specific merit?

The proposal has been subject to a broader environmental assessment which has underpinned site specific considerations. In particular, the Planning Proposal has been determined to demonstrate site-specific merit because:

- Existing utility infrastructure and services on the site will be capable of supporting the future redevelopment of the site, subject to detailed design.
- Traffic modelling undertaken indicates that the proposal is not anticipated to result in unacceptable traffic impacts on the surrounding road network, subject to mitigation measures. The proposal would provide benefits to the broader road network by providing for a medium-sized supermarket in an area currently underserved by retail – removing the need for residents of Rose Bay and northern suburbs of the peninsular to travel past the site to drive to other nearby regional shopping centres to undertake their weekly shopping trips.
- The proposal is designed to accommodate a variety of sustainability features and deliver beyond its required targets for sustainability, energy efficiency and water and waste management.
- The revised indicative reference scheme exhibits a high quality urban design outcome which leverages upon the site's surroundings to provide superior accessibility, activation and vibrancy outcomes. Residential amenity of surrounding dwellings has been appropriately considered and addressed and public amenity is enhanced through generous building separation, greened facades, carefully considered balcony orientation and publicly accessible deep soil open space.
- Environmental and technical matters such as flooding, acoustics, contamination and waste matters have been appropriately considered and addressed.

9.2.1 Greater Sydney Regional Plan

The Greater Sydney Region Plan was released in March 2018 by the GSC. This Plan supersedes the former Sydney Metropolitan Plan, A Plan for Growing Sydney, to provide the overarching strategy for growing and shaping the Greater Sydney region. The Plan takes a longer term view of changes in policy, trends, directions, and actions that will inform development until 2056.

The Plan seeks to reposition Sydney as a metropolis of three cities and encourage land use planning and infrastructure integration to deliver a 30-minute city, enhancing liveability, productivity and sustainability. This will also be supported through greater infrastructure provision and collaboration throughout the region. The proposal's consistency with the relevant strategic directions and objectives of the Region Plan is outlined in **Table 4**.

Table 4 Consistency with the Greater Sydney Region Plan Directions and Objectives

Directions and Objectives	Comment
Direction 1 – A city supported by infrastructure	
Objective 2: Infrastructure aligns with forecast growth	The site is well positioned with access to a number of local bus routes, active transport links and key roads.
Objective 3: Infrastructure adapts to meet future needs	Examples of future proofing the site infrastructure provision include the commitment of:
Objective 4: Infrastructure use is optimised.	<ul style="list-style-type: none"> • Commitment by Woolworths to install electric charging within the retail parking area. • Provision of new 'Direct to Boot' and digital order delivery systems. • Flexible basement arrangements to be able to accommodate the requirements of autonomous vehicles in the future. • Ability for smart parking technology and demand management.
Direction 3 – A city for people	
Objective 7: Communities are healthy, resilient and socially connected	The site benefits from a number of services located within the Rose Bay South and neighbouring Rose Bay and Rose Bay North local centres and is within close proximity to significant open space and recreational offerings. The proposed public domain frontage along the street boundaries will provide social gathering opportunities for residents and shoppers.
Direction 4 – Housing the city	
Objective 10: Greater housing supply	The site is strategically positioned to accommodate residential uses, increasing the supply within a local centre and public transport infrastructure. Redevelopment of the site presents the opportunity to deliver and increase housing diversity within the town centre, with the indicative scheme providing a range of apartment sizes and typologies. There is a need to ensure housing supply and choice with greater diversity in housing products to meet the growing needs of the community and future population.
Objective 11: Housing is more diverse and affordable	
Direction 5 – A city of great places	
Objective 12: Great places that bring people together	By increasing residential uses and providing supporting retail of a sufficient density, this will enable the site to perform the role as the anchor within the Rose Bay South centre. The provision of public seating along the street frontages will provide opportunities for people to gather and meet, contributing to the activation of the local centre.
Direction 6 – Productivity	
Objective 14: A Metropolis of Three Cities – integrated land use and transport creates walkable and 30-minute	The site's location within an established local centre is an ideal location for mixed use development. The provision of a supermarket will improve local amenity and convenience. The location of the supermarket to serve the needs of the local and surrounding area will provide an option for locals which does not require travel to

	centres outside of the immediate catchment, ultimately contributing to reduce private car trip duration/distance.
Objective 15: The Eastern, GOP and Western Economic Corridors are better connected and more competitive	The establishment of retail uses on the site will serve to support improved economic outputs of the Eastern Economic Corridor.
Direction 7 – Jobs and skills for the city	
Objective 22: Investment and business activity in centres	The proposal will provide for increased employment opportunities within a contemporary high-quality retail working environment. It is estimated 75 full time equivalent jobs would be generated through the new supermarket. The retail uses will complement existing services within the local centre. Residents will continue to benefit from Bondi Junction, Double Bay and Edgecliff centres that serve a larger regional scale purpose with supporting a variety of uses including employment office spaces, residential and community services.
Objective 24: Economic sectors are targeted for success	
Direction 9 – An efficient city	
Objective 33: A low-carbon city contributes to net-zero emissions by 2050 and mitigates climate change	The future built form presents the opportunity to incorporate sustainable design initiatives and work towards mitigating climate change by 2050. The indicative reference scheme provides a range of Green Star targets of the fit-out of the supermarket.
Objective 34: Energy and water flows are captured, used and re-used	In addition, high BASIX water and energy targets together with high NABERS ratings targets have been implemented, which exceed standards. Woolworths intend to provide a range of measures aimed at ESD, which are to be further resolved as part of the future detailed design and DA process.
Objective 35: More waste is re-used and recycled to support the development of a circular economy	
Direction 10 – A resilient city	
Objective 36: People and places adapt to climate change and future shocks and stresses	<p>The COVID-19 pandemic has seen a significant focus placed on the location of supermarkets and the ability for them to sufficiently and effectively serve a defined catchment. Supermarkets, particularly in a larger format, have demonstrated ability to serve the needs of people and are an essential part of the retail ecosystem. The accommodation of a supermarket on the site, resolves an identified need and will facilitate a more resilient city with access to essential groceries.</p> <p>The direct to boot model is in response to a sustained increase in online shopping that is seen amongst the existing supermarket network, particularly in metropolitan areas and the COVID-19 restrictions which have further highlighted the importance of online shopping to provide a reduced risk environment for customers.</p> <p>Further, in accordance with consultation with Council engineers, the Planning Proposal and indicative reference design has also been designed to accommodate suitable flood mitigation measures.</p>

9.2.2 Eastern City District Plan

The Eastern City District Plan (2018) is a statutory consideration under the Strategic Planning provisions of Part 3 Division 3.1 of the EP&A Act. Section 3.8 of the EP&A Act requires that a planning proposal authority give effect to the relevant district strategic plan for the local government area (in this case the Eastern City District Plan). The Eastern City District Plan underpins the Greater Sydney Region Plan and sets the 20-year vision for the District through 22 'Planning Priorities' that are linked to the Region Plan. An extract of the Structure Plan is provided at **Figure 35**.

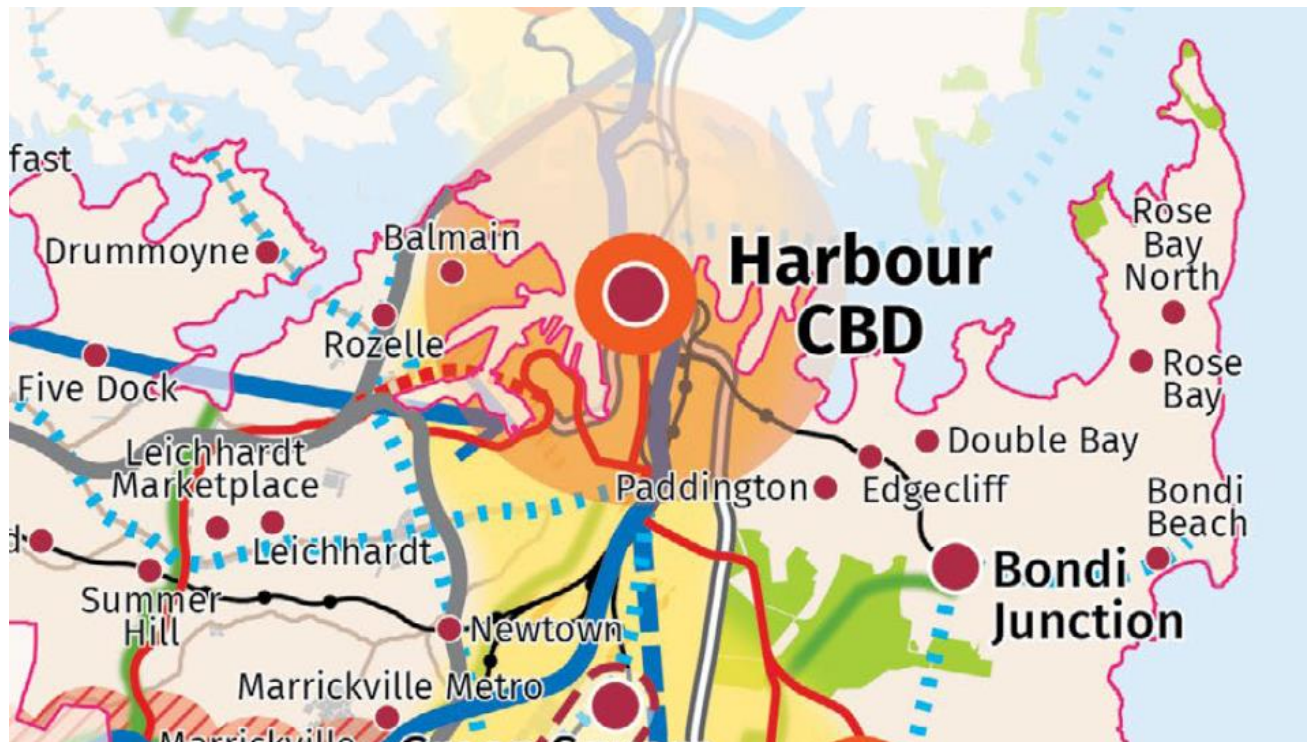


Figure 35 Eastern City District Plan Structure Plan Extract

Source: Greater Sydney Commission

Table 5 Consistency with the Eastern City District Plan directions and objectives

Directions and Objectives	Comment
Direction 1 – A city supported by infrastructure	
Priority E1 – Planning for a city supported by infrastructure	<p>The future built form will deliver local population serving retail to meet the everyday needs of the community.</p> <p>The site has good access to a number of nearby open space and recreation facilities enhancing community wellbeing and striving to achieve healthy communities. The site contributes to the alignment of infrastructure with growth by providing future land uses along a core bus corridor (Old South Head Road).</p>
Direction 3 – A city for people	
Priority E4 – Fostering healthy, creative, culturally rich and socially connected communities	<p>The future built form will provide a supermarket that will cater to the local daily needs of the community at a walkable distance to accommodate future demand. It will not undermine the importance of nearby strategic centres such as Bondi Junction, Double Bay and Edgecliff. The proposed development will respond to the identified needs of the local population and reduce existing retail pressures that surrounding supermarkets are experiencing.</p>

	The site benefits from reasonable proximity to the Bondi Junction Strategic Centre which provides major recreational and higher order community facilities for the benefit of a regional catchment within the broader area.
Direction 4 – Housing the city	
Priority E5 – Providing housing supply, choice and affordability with access to jobs, services and public transport	The site is strategically positioned to accommodate residential uses, increasing supply within a local centre and public transport infrastructure. Redevelopment of the site to increase housing supply presents the opportunity to improve housing diversity and affordability in the locality in the form of various apartment sizes. There is a need to ensure greater diversity in housing products to meet the growing needs of single person households, older persons and down-sizers.
Direction 6 – A well connected city	
Priority E10 – Delivering integrated land use and transport planning and a 30 minute city	The future built form will accommodate the daily and week to week needs of the community, without the need for car-based trips to other centres. Further, the site is strategically positioned in close proximity to the Bondi Junction, Double Bay and Edgecliff strategic centres which comprises well-established health and education, local services and a concentration of jobs.
Direction 7 – Jobs and skills for the city	
Priority E11 – Growing investment, business opportunities and jobs in strategic centres	The proposal facilitates Woolworths to invest in the site for the benefit of the wider community in terms of employment and multiplier effects, which are presented as part of the site's Economic Impact Assessment. A projected total of 75 ongoing retail jobs will be created on the site.
Direction 9 – An efficient city	
Priority E19 – Reducing carbon emissions and managing energy, water and waste efficiency	The future built form presents an opportunity to deliver an innovative sustainable building with high water, energy and waste efficiencies that will reduce emissions over time and work towards mitigating climate change. The future development will also support transport demand initiatives with improving walkability and cycling opportunity to achieve the NSW Government's goal of net zero emissions by 2050.

9.2.3 NSW Housing Strategy 2041

The NSW Housing Strategy was released in March 2021 and sets a 20-year vision: *NSW will have housing that supports security, comfort, independence and choice for all people at all stages of their lives.* The strategy focuses on housing in the right locations, housing that suits diverse needs and housing that feels like home. The strategy is guided by the four pillars of supply, diversity, affordability and resilience. The Planning Proposal will contribute to achieving this vision through the provision of new housing in a range of sizes. The indicative reference scheme incorporates a mix of 1, 2 and 3 bedroom apartments. The mix of residential product that will be provided as part of any future development will ensure that it is inclusionary and that it meets a wide variety of occupants needs.

Q4. Is the planning proposal consistent with a council LSPS that has been endorsed by the Planning Secretary or GSC, or another endorsed local strategy or strategic plan?

The following local strategic planning documents are relevant to the Planning Proposal.

9.2.4 Woollahra Local Strategic Planning Statement

The Planning Proposal aims to give effect to several planning priorities and actions within the Woollahra Local Strategic Planning Statement (LSPS). Council's LSPS was endorsed by Council on 31 March 2020 and represents Council's 20-year vision and strategy for the LGA's future direction on infrastructure, liveability, productivity and sustainability.

Table 6 Consistency with Woollahra Local Strategic Planning Statement

Planning Priority	Consistency/Comment
Infrastructure	
Priority 1: Planning for integrated land use and transport for a healthy, sustainable, connected community and a 30-minute city.	The site is strategically placed in the Rose Bay South mixed use local centre to take advantage of the existing accessibility to transport and services. The proposal will result in the delivery of a future Woolworths supermarket that will stock a wider range of products, and in doing so improve the ability of the Rose Bay South local centre to respond to Priority 1.
Priority 2: Planning for a community supported by infrastructure that fosters health, creativity, cultural activities and social connections	The proposal will result in the future delivery of a Woolworths supermarket that improves the building stock and flexibility of the Rose Bay South local centre. A local supermarket will foster community connection through reducing locals travelling to larger centres in turn for a local site. Increasing the likelihood of interacting with recognisable locals strengthening social connections of the Rose Bay South local centre.
Liveability	
Priority 4: Sustaining diverse housing choices in planned locations that enhance our lifestyles and fit in with our local character and scenic landscapes.	The concept design includes 14 new apartments for the Rose Bay South local centre increasing the diverse housing choice in the neighbourhood. Living in Rose Bay can be more achievable through different housing types that offer good accessibility to high quality services.
Priority 6: Placemaking supports and maintains the local character of our neighbourhoods and villages whilst creating great places for people.	The project will create a focal point and hub of the Rose Bay South local centre leveraging its strengths. The concept features a strong connection to Old South Head Road with the entrances featuring alongside integrated seating along the footpath. The proposal looks to maximise the location of the site on the corner to create focal landmark in the area, where people come to do both their weekly and daily grocery needs.
Productivity	
Priority 7 - Supporting access to a range of employment opportunities and partnerships	The proposed development of a new Woolworths supermarket will have a positive impact on the productivity of the local Rose Bay South Centre. The operation of the supermarket is estimated to support 75 full-time equivalent (FTE) jobs in a local central location. As well as direct and indirect jobs through the construction of the proposed development. This will help contribute to the goal of a circular economy within the Rose Bay South precinct creating local jobs and reducing the loss expenditure to the larger centres of Bondi Junction and Double Bay.
Priority 8 - Collaborating to achieve great placemaking outcomes in our local centres which are hubs for jobs, shopping, dining, entertainment and community activities.	The establishment of a local supermarket that has the required goods for locals to complete a weekly shop will re-invigorate the Rose Bay South Centre. The supermarket will increase the patronage within the centre which will have a trickle-down effect on the local business. Resulting in a boost the local centre to strength its future and validation as an important community asset.
Priority 9 - Supporting and enabling innovation whilst enhancing capacity to adapt and thrive in a rapidly changing digital environment.	The proposal will enable a future Woolworths supermarket that will feature the latest innovations such as 'direct-to-boot' offering to customer to give them the flexibility to shop the way they want. Woolworths is proven to be the supermarket leader in innovation and will continue to utilise its data stream to deliver new offerings to customers.
Sustainability	
Priority 14 - Planning for resilience so we adapt and thrive despite urban and	The concept development has carefully considered the urban and natural shock it may face. Flood planning has occurred with precautionary measures put in place. The updated design scheme has looked to

natural hazards, stressors and shocks, including climate change.	maximise vegetation in the development to reduce the effects of the urban heat.
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9.2.5 Woollahra Community Strategic Plan

Woollahra's Community Strategic Plan, 'Woollahra 2030' highlights the values and priorities of the local community, gauged through a broad range of community engagement opportunities. Key themes include community wellbeing, quality places and spaces, a healthy environment, local prosperity, and community leadership and participation. Relevant to highlight in the context of this statement is the Plan's vision statement which stipulates Council's commitment to offering 'urban villages with a good range of shops, services and facilities' supported by a priority to enhance and revitalise shopping areas to achieve 'local prosperity'. The Proposal's consistency with the goals of the Plan is provided in **Table 7**.

Table 7 Consistency with Woollahra 2030 goals

Heading	Response
Goal 4: Well planned neighbourhoods	
Development: Protecting our environment from high rise and inappropriate oversized development while balancing the pressure for new housing and jobs.	Redevelopment of the site in line with the parameters set by this Planning Proposal will ensure a high quality built form that embraces the local urban character and village atmosphere while offering significant local amenity, complementing the local centres existing uses.
Sustainability: Encouraging and supporting sustainable development.	The proposal's holistic sustainability strategy addresses proposed targets for the supermarket fitout (5 Green Star), commercial / community building (5 Green Star) and residential (BASIX 5 points above standard).
Meet housing demand: Responding to the housing targets set by the State Government.	The Proposal seeks to deliver residential uses as identified within the MU1 zoning and R2 zoning, contributing to Council's overall expected housing supply within the LGA.
Housing choice: Providing a diverse range of housing choices to meet the variety of household types, income and lifestyles.	Redevelopment of the site presents the opportunity to deliver and increase housing diversity within the town centre, accommodating a range of incomes and lifestyles.
Protection of urban character: Maintaining our mostly low rise, mixed urban form, vibrant villages, architecture and heritage. Balancing the protection of the leafy character of the area with achieving development demand.	The Proposal encourages a form that is compatible with the existing urban character of the surrounding area and that will contribute to the village feel of the local centre. It will allow for future development that addresses demand while also protecting the leafy character of the area through significant landscaping across the site.
Goal 5: Liveable places	
Maintaining, renewing and upgrading ageing infrastructure especially roads, footpaths, stormwater drainage and seawalls while responding to State Government targets for increased housing and associated increases in population density.	The Planning Proposal will facilitate future development on the site, which will renew the ageing footpaths adjacent to the site.
Responding to the housing targets set by the State Government.	The proposal seeks to deliver residential uses as identified within the MU1 zoning and R2 zoning, contributing to Council's overall expected housing supply within the LGA.

Preserving and improving access to natural areas. Protecting street trees, streetscapes and canopies in an urban environment with development pressures.	The proposal presents an opportunity to significantly improve the existing Old South Head Road and Albemarle Avenue streetscapes.
Managing the impacts of local flooding.	The proposal will appropriately manage flooding impacts through flood mitigation measures as per the advice provided at Appendix F .

Q5. Is the planning proposal consistent with any other applicable state and regional studies or strategies?

The following applicable state and regional studies or strategies are relevant to the planning proposal.

The Government of NSW has established seven distinct objectives to define the key design considerations. Achievement of these objectives from this early stage of the project, through to the detailed design and construction stage will ensure the development will be healthy, responsive, integrated, equitable, and resilient. **Table 8** demonstrates how the proposal is consistent with the objectives of the policy.

Table 8 Consistency with the Objectives of GANSW's Better Placed

Objective	Response
Objective 1: Better fit	Of its Place: The commitment to design excellence will deliver the highest standard of built outcomes for the site.
	Local / Contextual: The Planning Proposal will facilitate a built outcome that responds to the evolving character of the local centre and will complement its existing built form.
Objective 2: Better performance	Sustainable: The proposal's holistic sustainability strategy addresses proposed targets for the supermarket fitout (5 Green Star), commercial / community building (5 Green Star) and residential (BASIX 5 points above standard).
	Durable and adaptable: Technical investigations have been carried out to develop an appropriate flooding strategy that responds to major rainfall events.
Objective 3: Better for community	Inclusive / Diverse: The Planning Proposal offers local employment opportunities and will provide an integrated development that blends essential services with residential living. It will encourage residents to embrace local offerings without needing to travel significant distances for specific retail offerings.
Objective 4: Better for people	Safe: Pedestrians, cyclists and vehicle entries have all been accommodated within the public realm with safety and amenity in mind.
	Comfortable: The public domain furniture along the street interfaces will encourage people to meet and places to sit.
	Liveable: The Proposal seeks to support local resident's patterns of living and will facilitate a high-quality, well-designed building with a high level of amenity for future residents.
Objective 5: Better working	Functional: Access points are well defined and convenient.
	Efficient / Functional: The development is efficient in its arrangement and seeks a high energy efficient and environmental performance to be resolved through the detailed DA.
Objective 6: Better value	Creating Value: The provision of a new supermarket is located in a local centre which is to serve the needs of local residents.
	Adding Value: Ensures well-located infill development providing access to jobs, infrastructure and transport.
Objective 7: Better look and feel	Engaging and Inviting: The Proposal presents an opportunity to provide a building which exhibits design excellence and will comprise high quality materiality.

Q6. Is the Planning Proposal consistent with applicable State Environmental Planning Policies?

The State Environmental Planning Policies directly applicable to the Planning Proposal (from 1 March 2022) are identified in **Table 9** below.

Table 9 Consistency with applicable SEPPs

Policy	Comment
State Environmental Planning Policy (Resilience and Hazards) 2021	Future DAs will be assessed under the Resilience and Hazards SEPP, which will include full details of required remediation works to enable the redevelopment of the site.
State Environmental Planning Policy No.65 – Design Quality of Residential Apartment Development	The proposal's residential component has been designed to meet the requirements of SEPP 65 and the accompanying ADG. High level consideration of key principles has been undertaken such as apartment size, layout, typology, solar access, natural cross ventilation, communal open space and the like, which is suitable for this stage of the planning process.
State Environmental Planning Policy (Building Sustainability Index: BASIX) 2004	From 1 October 2023, the Sustainable Buildings SEPP will commence and supersede the BASIX SEPP. It will introduce new BASIX standards that are consistent and complementary to those in the National Construction Code 2022.
State Environmental Planning Policy (Sustainable Buildings) 2022	The indicative reference scheme provides the intent for a high BASIX water and energy target, which will exceed minimum standards. A range of measures aimed at ESD, are to be further resolved as part of the future detailed design and DA process.
State Environmental Planning Policy (Industry and Employment) 2021	Where any signage is proposed, future DAs will be assessed under the Industry and Employment SEPP.
State Environmental Planning Policy (Exempt and Complying Development Code) 2008	The Codes SEPP does not apply to the Planning Proposal, however, it may apply to the future development of the site.
State Environmental Planning Policy (Transport and Infrastructure) 2021	Under Chapter 2, Part 2.3, of the Transport and Infrastructure SEPP, the future DA under the proposed planning controls will be considered traffic generating development requiring referral to TfNSW.

Q7. Is the Planning Proposal consistent with applicable Section 9.1 Ministerial Directions?

Ministerial Directions under Section 9.1 of the EP&A Act require Councils to address a range of matters when seeking to rezone land. A summary assessment of the Planning Proposal against the Directions issued by the Minister under Section 9.1 of the EP&A Act is provided in **Table 10** below.

Table 10 Assessment of Section 9.1 Directions

Ministerial Direction	Consistent			Comment
	Yes	No	N/A	
1. Planning Systems				
1.1 Implementation of the Minister's Planning Principles			-	Not applicable

1.2 Implementation of Regional Plans	✓			The Planning Proposal is consistent with the Greater Sydney Region Plan as discussed at Section 9.2.1.
1.3 Development of Aboriginal Land Council land			-	Not applicable
1.4 Approval of Referral Requirements	✓			This direction aims to ensure that LEP provisions encourage the efficient and appropriate assessment of development. The relevant requirements of this direction have been considered in the preparation of this Planning Proposal.
1.5 Site Specific Provisions	✓			A particular development scenario is envisaged for the site. The proposed provisions will allow for the envisaged development to be carried out on the site. The included indicative development proposal is for explanatory purposes only.
1. Planning Systems – Place-based				
1.6 Parramatta Road Corridor Urban Transformation Strategy			-	Not applicable
1.7 Implementation of the North West Priority Growth Area Interim Land Use and Infrastructure Implementation Plan			-	Not applicable
1.8 Implementation of Greater Parramatta Priority Growth Area Interim Land Use and Infrastructure Implementation Plan			-	Not applicable
1.9 Implementation of Wilton Priority Growth Area Interim Land Use and Infrastructure Implementation			-	Not applicable
1.10 Implementation of Glenfield to Macarthur Urban Renewal Corridor			-	Not applicable
1.11 Implementation of the Western Sydney Aerotropolis Plan			-	Not applicable
1.12 Implementation of Bayside West Precincts 2036 Plan			-	Not applicable
1.13 Implementation of Planning Principles for the Cooks Cove Precinct			-	Not applicable
1.14 Implementation of St Leonards and Crows Nest 2036 Plan			-	Not applicable
1.15 Implementation of Greater Macarthur 2040			-	Not applicable
1.16 Implementation of the Pyrmont Peninsula Place Strategy			-	Not applicable
1.17 North West Rail Link Corridor Strategy			-	Not applicable
3. Biodiversity and Conservation				
3.1 Conservation zones			-	Not applicable

3.2 Heritage Conservation			-	Not applicable
3.3 Sydney Drink Water Catchments			-	Not applicable
3.4 Application of C2 and C3 Zones and Environmental Overlays in Far North Cost LEPs			-	Not applicable
3.5 Recreation Vehicle Areas			-	Not applicable
4. Resilience and Hazards				
4.1 Flooding	✓			The Planning Proposal has been undertaken in accordance with a Flood Assessment which has determined suitable minimum floor levels and mitigation measures based upon the catchment flood study. Refer Section 8.6 .
4.2 Coastal Management			-	Not applicable
4.3 Planning for Bushfire Protection			-	Not applicable
4.4 Remediation of Contaminated Land			-	Not applicable for Planning Proposal. Detailed site investigation and remediation strategy resolved as per DA502/2019 development consent.
4.5 Acid Sulfate Soils	✓			The site is mapped as being Class 5. Testing will be undertaken at the development application stage.
4.6 Mine Subsidence and Unstable Land			-	Not applicable
5. Transport and Infrastructure				
5.1 Integrating Land Use and Transport	✓			The Planning Proposal is consistent with the guidelines identified within this Direction in that it will: <ul style="list-style-type: none"> • Create additional employment and housing to anchor the site as the gateway into the Rose Bay South centre, in close proximity to existing public transport. • Provide sufficient supermarket floorspace to reduce the need for residents to travel outside of the local area for shopping needs. • Implement high quality urban design through considered planning and design.
5.2 Reserving Land for Public Purposes			-	Not applicable
5.3 Development Near Regulated Airports and Defence Airfields			-	Not applicable
5.4 Shooting Ranges			-	Not applicable
6. Housing				
6.1 Residential Zones	✓			The Planning Proposal seeks for an additional permitted use related to a portion of 30 Albemarle Avenue to allow for shop top housing on the site which is currently prohibited in the R2 zoning. The additional use is considered justifiable as large element of 30 Albemarle Avenue will be utilised for landscaping to

				provide a sufficient separation distance from the neighbouring residential dwelling.
6.2 Caravan Parks and Manufactured Home Estates			-	Not applicable
7. Industry and Employment				
7.1 Business and Industrial Zones	✓			Proposal is consistent within current MU1 Mixed Use zoning (488-492 Old South Head Road) which is to be retained.
7.2 Reduction in non-hosted short-term rental accommodation period			-	Not applicable
7.3 Commercial and Retail Development along the Pacific Highway, North Coast			-	Not applicable
8. Resources and Energy				
8.1 Mining, Petroleum Production and Extractive Industries			-	Not applicable
9. Primary Production				
9.1 Rural Zones			-	Not applicable
9.2 Rural Lands			-	Not applicable
9.3 Oyster Aquaculture			-	Not applicable
9.4 Farmland of State and Regional Significance on NSW Far North Coast			-	Not applicable

9.3 Environmental, Social and Economic Impacts

Q8. Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

No. The specialist studies that accompany this Planning Proposal have not identified any impact on critical habitat or threatened species, populations or ecological communities or their habitats, given the site's urban location. Mature vegetation within the site is not listed as critical habitat or threatened.

Q9. Are there any other likely environmental effects as a result of the Planning Proposal and how are they proposed to be managed?

A detailed assessment of the environmental effects as a result of the Planning Proposal is identified in **Section 8.0** of this report. Relevant management and mitigation measures are identified where appropriate and, on this basis, no unacceptable impacts are likely to result from the Planning Proposal or future development on the site, subject to detailed consideration at the appropriate step in the planning process.

Q10. Has the planning proposal adequately addressed any social and economic effects?

Yes. The economic and social impacts arising from the Planning Proposal have been fully identified and addressed by specialised reports which are assessed at **Sections 8.2** and **8.4**, respectively. The Planning Proposal will contribute to a number of positive social and economic effects which are detailed in the sections above.

9.4 State and Commonwealth Interests

Q11. Is there adequate public infrastructure for the Planning Proposal?

Utility Services Infrastructure

It is understood that there is sufficient capacity in existing and planned utility services to support additional development in the precinct. This is reflective of the general underlying planning controls for the MUI zoned Rose Bay South local centre. Further investigation of utilities infrastructure capacity will be undertaken as part of the detailed site investigations to inform future development activity, which will include location of an existing sewer main within the site and provision of an electrical substation to serve the requirements of the site.

Transport Infrastructure

Being located on Old South Head Road bus corridor, the site is within a highly accessible area. The Transport Assessment at **Appendix C** illustrates a significant 30-minute public transport catchment (see **Figure 36**), a key objective of the GSRP. As shown in **Figure 36** a number of key employment centres across Sydney can be reached within 30 minutes using public transport including Central, Redfern, Sydney CBD, Randwick Health and Education Precinct and Bondi Junction.

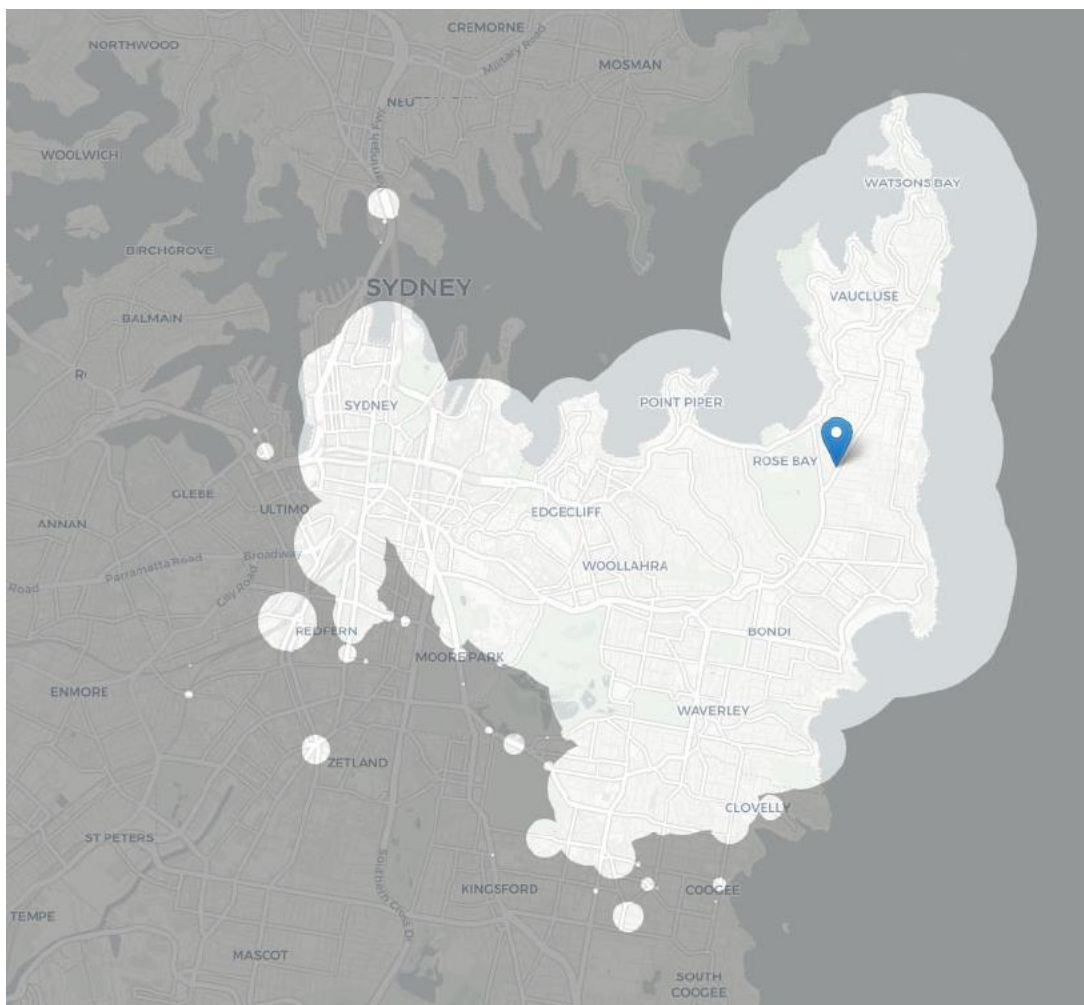


Figure 36 30 minute public transport catchment from site

Source: Mapnificent (included in Transport Assessment)

Social Infrastructure and Contributions

A full social assessment is undertaken at **Section 8.4** which details accessibility and availability of public open space, recreation and social infrastructure to support the development. It is expected that any further development of the site

will provide both Section 7.11 contributions and baseline affordable housing contributions in accordance with Council's current policies.

Q12. What are the views of state and federal public authorities and government agencies consulted in order to inform the Gateway determination?

Fabcot Pty Ltd and the project team have consulted extensively with Woollahra Council primarily in formulating and refining this Planning Proposal. Further details of engagement activities undertaken and as detailed in **Section 5.0**.

Further consultation with State and Commonwealth public authorities is expected to continue. The Gateway Determination will identify the public authorities to be consulted as part of the Planning Proposal process and any views expressed will be included in this Planning Proposal following consultation.

10.0 Project Timeline

An indicative timeline for the Planning Proposal through the assessment and public exhibition phases through to gazettal of the amended planning controls for the site is provided below.

Table 11 Indicative project timeline

Milestone	Timing
Submission of amendments to the Planning Proposal	April 2023
Assessment of Planning Proposal by Council	April 2023 – May 2023
Report to LPP on the assessment of the PP	June 2023
Report to Council on the assessment of the PP	July 2023
Referral to Minister for review of Gateway determination	August 2023
Date of issue of the Gateway determination	November 2023
Commencement and completion dates for public exhibition period	November 2023 – January 2024
Commencement and completion dates for agency notification	November 2023 – January 2024
Consideration of submissions and response submission	March 2024
Consideration of planning proposal post exhibition and associated report to Council	April 2024
Submission to the Department to finalise the LEP	May 2024
Notification of instrument	June 2024

Following the gazettal of amended planning controls for the site, further key milestones include the detailed development application and consent, tender, construction and opening – which are expected to take three and a half years (including some overlapping processes), to a projected opening circa 2027.

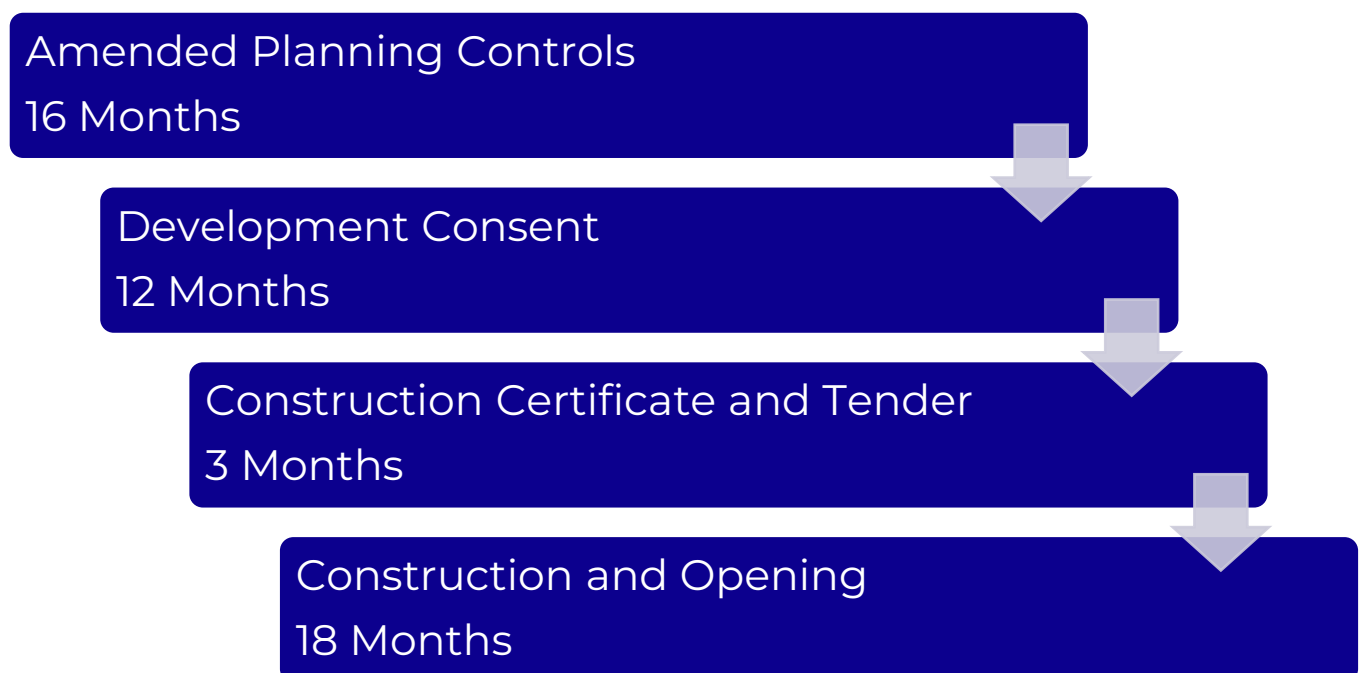


Figure 37 Expected Development Timeline Post Rezoning

Source: Ethos Urban

11.0 Conclusion

This Planning Proposal has been prepared by Ethos Urban on behalf of Fabcot Pty Ltd (Woolworths Property Group). It requests amendments to the WLEP 2014 relating to 488-492 Old South Head Road and 30 Albemarle Avenue, Rose Bay.

The broad intent of the Planning Proposal is to achieve a mixed-use redevelopment outcome, including a medium scale Woolworths supermarket, together with supporting residential land use in a suitable urban form. The purpose of the development will serve an identified undersupply of supermarket floorspace in the area, whilst anchoring the intent for Rose Bay South as a 'key' local centre in the strategic planning framework.

This Planning Proposal seeks Council's support for a site-specific amendment to the WLEP 2014 for the following:

- Insert a new Schedule 1 Additional Permitted Use provision applicable to 30 Albemarle Avenue if the consent authority is satisfied that the development is for either 'retail premises' or 'shop top housing' (or both) and the DA is made in conjunction with the development of 488-492 Old South Head Road.
- Insert a new Part 6 Additional Local Provision setting out:
 - a maximum GFA of 3,720m² on 488-492 Old South Head Road and 480m² on 30 Albemarle Avenue.
 - a maximum height of building of 14.5m on 30 Albemarle Avenue.
 - the implementation of a ground level, publicly accessible, open space zone adjacent the western boundary of 30 Albemarle Avenue providing for a 9m wide building separation zone and an 8m wide deep soil zone;
 - the implementation of a staggered minimum separation zone adjacent the western boundary of 30 Albemarle Avenue, with a minimum setback to the building of 9m at the first and second floors and 12m at the third floor, together with additional setbacks to habitable rooms and balconies of 12m at the second floor and 13.5m at the third floor;
 - a requirement prior to development consent, a site-specific development control plan with provisions addressing the publicly accessible separation zone and an urban character statement is to be implemented.
- No changes are sought to the site's underlying land zoning and floor space ratio controls and these amendments are not required to achieve the indicative reference scheme.

Amendments to the WDCP 2015 are also proposed to support the Planning Proposal and proposed redevelopment. These amendments will address key design and development outcomes, including bulk and scale, design excellence, activation and access, landscaping, residential amenity, rooftop plant and sustainability.

Revisions to the indicative reference scheme result in a conceptual development of some 4,173m² of GFA, comprising a 2,168m² of supermarket GFA extending and enhancing the Old South Head Road shopping strip and 2,001sqm of residential floorspace, comprising 14 dwellings. Basement parking is accommodated for a total of 93 cars, together with a ground level deep soil separation zone, providing a green transition to the low scale Rose Bay residential area beyond.

The Economic Impact Assessment undertaken by Ethos Urban estimates that supermarket provision in the defined trade area is estimated at only 124m² per 1,000 persons, which is less than half the typical Sydney metropolitan provision. As no larger supermarkets are currently provided in the area, residents rely heavily on stores located outside of the Rose Bay area, including at major full-line stores more than 3km away including at Double Bay, Bondi Junction and Edgecliff – which is supported by a review of mobile location data over the last three years.

An analysis of customer transactional data further highlights this large level of escaped expenditure, with over half of all Rose Bay residents currently leaving the local area for their food and grocery shopping needs. The implications of these shopping patterns are amenity impacts for local residents due to increased traffic congestion, longer journey times and a lack of locally available stock range and price competition.

This Planning Proposal responds to the above and is justified for the following reasons:

- The proposal is by and large consistent with the strategic planning framework and identifies and underpins the emergence of Rose Bay South as a 'key' local centre, joining Rose Bay and Rose Bay North as a trio of local centres that have varying character, experience and offerings, and which together serve the needs of the surrounding area.

- The Rose Bay South local centre will become anchored by the site's proposed medium-sized supermarket provision in supporting the immediate urban catchment and complements other retailers within the centre.
- The future built form and land uses will cater to the local daily needs of the community by enhancing walking and cycling opportunities with suitable infrastructure and activation to enhance the attractiveness of Old South Road as an urban high street.
- The site is well positioned with access to well-connected cycling and pedestrian infrastructure, major roads, bus services and ferry services linking to other key transport hubs.
- The indicative concept scheme for the site, together with site specific planning LEP and DCP controls will deliver a building separation zone adjacent the western boundary providing for a 9m wide building separation zone, an 8m wide deep soil zone with canopy tree planning and a street fronting publicly accessible paved area. In doing so it will provide a high quality and appropriate interface between the centre and the adjacent residential properties within Albemarle Avenue.
- The refined scheme presented with this Planning Proposal features a contemporary design that is suitable for the Rose Bay South local centre with strong vertical and horizontal elements as well as curved edges and arches in the facades which contribute to the high street presence and amenity along Old South Head Road. The revised scheme better relates to surrounding character and notable existing and contemporary architecturally designed buildings in the locality.
- The future built form, which has been revised in conjunction with consultation undertaken, will demonstrate high quality design to enhance the enjoyment of homes and public places through generous planted terraces and facades. This will contribute to enhancing people's health and wellbeing. The concept proposal is designed to accommodate a variety of sustainability features and deliver beyond its required targets for sustainability, energy efficiency and water and waste management.
- The indicative scheme provides a range of apartment sizes with high amenity, which will create a level of activation which will support the success of the local centre.
- The proposal is consistent with the objects of the Environmental Planning and Assessment Act 1979, in that it promotes the orderly and economic use and development of land.
- The proposal is consistent with the applicable SEPPs and Ministerial Directions.
- Traffic modelling undertaken indicates that the proposal is not anticipated to result in unacceptable traffic impacts on the surrounding road network subject to mitigation measures identified. The proposal would provide benefits to the broader road network by providing for a medium sized supermarket in an area that has a long-standing undersupply – negating the need for residents of Rose Bay and surrounding suburbs to have to drive to other local and strategic centre shopping centres to undertake their weekly shopping trips.
- The proposal will deliver significant economic benefits to the locality, including an estimated 153 FTE jobs (direct and indirect) are expected to be generated during the construction stage and an estimated 75 FTE ongoing jobs on an ongoing basis once the development is complete and fully occupied. These additional ongoing jobs would stimulate additional economic activity, estimated at \$5.3 million in Value Added each year.

Woolworths' concept for the site is focused on delivering a new-generation mixed-use exemplar development that will help revitalise the local centre, improve the quality of building stock, and result in positive flow on effects to other local businesses and the local community more broadly. The proposal will significantly improve the quality and availability of convenience shopping for the local community while enhancing the liveability of the surrounding area.

Accordingly, considering the proposal, the overall strategic nature of the site and the justification provided in addressing planning issues, the Planning Proposal is considered to have sufficient strategic merit to support a medium sized supermarket in the Rose Bay South emerging 'key' local centre context. This Planning Proposal also demonstrates that the proposed land uses and density sought can be appropriately accommodated on the site in an attractive urban form that improves the site's contribution to neighbourhood amenity and greening, contributes to positive social and economic outcomes and enhances vibrancy and vitality of the local centre, whilst minimising amenity impacts of surrounding residential receivers. On this basis the Planning Proposal is also considered to demonstrate site specific merit.

For these reasons, we have no hesitation in recommending this Planning Proposal for Gateway Determination.