

## Attachment A

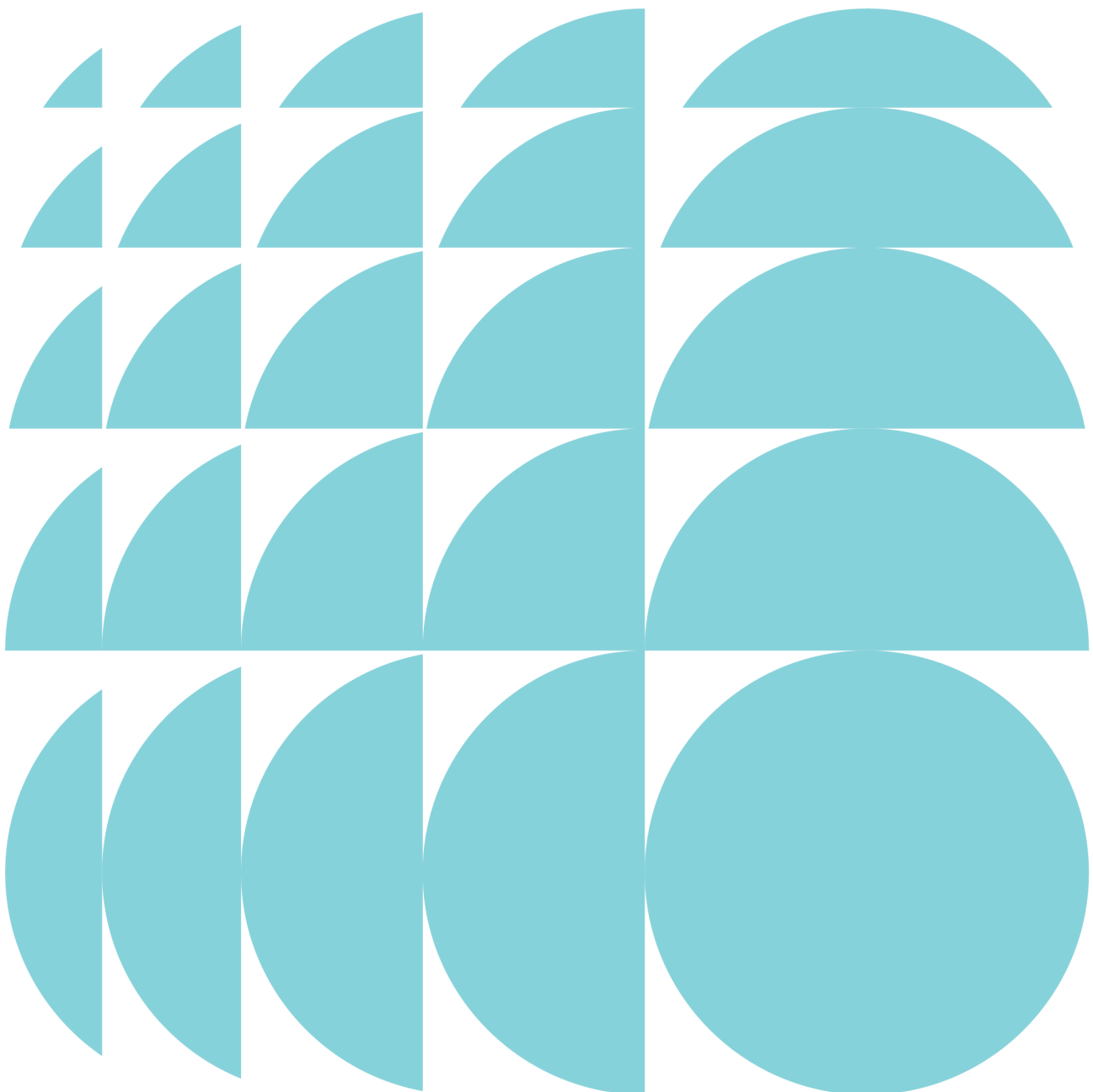
### Amended Planning Proposal in Support of a Pre-Gateway Rezoning Review

War Memorial Hospital - 125 Birrell Street,  
Waverley

Amendments to the Waverley Local  
Environmental Plan 2012

Submitted to Department of Planning and  
Environment On behalf of Uniting

6 May 2019 | 15623



Gordon Kirkby	Director	gkirkby@ethosurban.com	9956 6962
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This document has been prepared by:

This document has been reviewed by:



*Anthony*

ARCANGELO ANTONIAZZI

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GORDON KIRKBY

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Ethos Urban Pty Ltd  
ABN 13 615 087 931.  
[www.ethosurban.com](http://www.ethosurban.com)  
173 Sussex Street, Sydney  
NSW 2000 t 61 2 9956 6952

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## 1.0 Executive Summary

### Purpose of this Report

This amended planning proposal report is submitted to the Department of Planning and Environment (DPE) in support of a Pre-Gateway rezoning review for the planning proposal submitted to Waverley Council (Council) for the War Memorial Hospital at 125 Birrell Street, Waverley (the site).

The planning proposal was originally submitted to Council by Ethos Urban (formerly JBA) on 4 July 2017 on behalf of the applicant, Uniting. The planning proposal is yet to be endorsed by Council. Accordingly, the rezoning review is requested on the fact that Council has failed to indicate its support 90 days after the planning proposal was lodged.

This amended planning proposal report consolidates all the amendments that have been made to the original iteration of the planning proposal since lodgement with Council on 4 July 2017 and clearly articulates the amendments now proposed to the *Waverley Local Environmental Plan 2012* (WLEP 2012).

The amendments which are now proposed under this amended planning proposal differ from the amendments proposed under the first iteration of the planning proposal. This is the result of the ongoing assessment with Council staff, and an attempt to resolve the issues raised by Council staff.

This amended planning proposal has been prepared in accordance with Section 3.3 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) and *A Guide to Preparing Planning Proposals* prepared by the DPE.

### Vision for the Site

The vision for this project is to develop a holistic community hub where people can access a range of contemporary housing, accommodation and support services across a spectrum ranging from early learning and seniors housing to contemporary healthcare. This includes the provision of key worker and affordable housing. The site is also intended to be opened up to the community rather than gated, and replace current services to meet community need.

This project is high priority and is of organisational significance for Uniting. Uniting is in a fortunate position to be self-funded. It has a sustainable ten-year plan. Waverley is part of this ten-year plan and a budget is already in place to ensure the vision for the site is realised and the services are provided to the Waverley LGA.

The existing services and accommodation on the site is ready for renewal and the accommodation in its current state, does not meet universal living standards. An example is where current aged care residents are mainly living in four-bed rooms with shared bathrooms which are not in line with the contemporary aged care service model Uniting would like to provide.

### Summary of Proposed Amendments to the WLEP 2012

The following amendments are proposed under this planning proposal (as amended).

- Retention of the lots along Birrell Street within the planning proposal boundary;
- Retention of the existing SP2 Health Service Facility (SP2) zone and relocation of the existing quantum of R3 Medium Density Residential (R3) zoned land across the site to facilitate a more workable development outcome;
- Provision of a flexible zone boundary clause which would act to mitigate any issues of permissibility which may arise from dual zoning across a single site, and provide a degree of flexibility in the case appropriate and logical built form outcome can be achieved with minor encroachment across zones;
- An FSR across the site of 1.5:1;
- Heights across the site ranging from 15m, 17m, 21m and 28m;
- A Schedule 1 amendment to enable the following additional permitted uses across the site:

- Seniors housing (in the SP2 zone);
- Community facilities (in the SP2 zone);
- Centre-based child care facility (in the SP2 zone);
- Retail premises (capped at 450m<sup>2</sup>) (in the R3 and SP2 zone);
- Business premises (capped at 5,390m<sup>2</sup>) (in the R3 and SP2 zone);
- Hotel or motel accommodation (capped at 127 beds) (in the R3 and SP2 zone);
- Serviced apartments (in the R3 and SP2 zone provided it can be demonstrated they are ancillary to and associated with the health services facility); and
- Function centre (in the R3 and SP2 zone provided it can be demonstrated they are ancillary to and associated with the health services facility).

The amended planning proposal is as per final submission issued to Council on 5 November 2018.

### Summary of Strategic and Site-Specific Merit

This amended planning proposal provides a revised merit assessment of the proposed amendments (refer to **Section 7.1**). The merit assessment of the original amendments lodged with the planning proposal (on 4 July 2017) was prepared as part of the original planning proposal documentation.

The amended planning proposal demonstrates strategic merit because:

- It gives effect to several identified directions and planning priorities within the Eastern City District Plan, and will support the role of Bondi Junction as a Strategic Centre (refer to **Section 7.3.1**);
- It is consistent with the Waverley Economic Development Strategy 2015, which while not endorsed by the Department, provides strategic direction for future development in Waverley (refer to **Section 7.3.2**);
- It responds to the predicted increase in the aged population of Waverley by enabling the staged expansion of the existing aged care, seniors housing and hospital facilities. This will help to meet the identified strategic need for additional aged care services and social infrastructure in Waverley;
- It will enable a variety of land uses, which will support the renewal of the site as an integrated health and aged care precinct, while ensuring that ancillary services are easily accessible for residents, visitors and workers; and
- It will create areas of new public domain that will expand the amount of open space available within the Waverley LGA, improve permeability, and create new human-scale areas with opportunities for sensitively integrated land uses.

The amended planning proposal demonstrates site-specific merit because:

- It is accompanied by an environmental assessment and specialist consultant input which demonstrates that the planning proposal:
  - provides a sensitive, design-focused response to the site's key environmental values and hazards, including minimising adverse environmental impacts with respect to heritage, vegetation, contamination, traffic overshadowing, bulk and scale (refer to **Section 7.4**); and
  - has considered services and infrastructure to meet the demand arising from the planning proposal, including the impact of the future development on the surrounding road network (refer to **Section 7.4.2**) and the capacity of existing civil infrastructure (refer to **Section 5.8**).
- It does not change the current zoning on the site and seeks to redistribute an existing zone (R3) on the site which is similar to the zoning in the immediate vicinity of the site.
- It supports land uses and future development that has regard to existing, approved, and likely future uses of the surrounding area by:
  - enabling future development that provides an appropriate relationship with existing and future residential uses in the surrounding R3 zone, with heights and density transitioned downwards towards the boundaries of the site; and

- capitalising on the opportunity provided by the size and scale of the site and its strategic positioning, to deliver an integrated health and aged care precinct, to service the existing and likely future residential development in the surrounding area.
- It will improve access to new high-quality open space and new pedestrian friendly connections that will strengthen the relationship between the site and surrounding area, including nearby educational and cultural facilities.
- It will enhance the appreciation and celebration of heritage and significant heritage features, including the Waverley War Memorial Hospital and Vickery Building, by opening up the site to the community and providing building envelopes separated by landscaped areas that improve viewing opportunities.



## 2.0 Introduction

This report has been prepared by Ethos Urban on behalf of Uniting to accompany an amended planning proposal to amend the *Waverley Local Environmental Plan 2012* (WLEP 2012). The proposed amendments to the WLEP 2012 aim to facilitate the staged redevelopment of the existing aged care, seniors housing, hospital facilities and ancillary uses operated by Uniting Waverley.

Uniting has engaged a highly qualified team of specialist consultants who have undertaken a detailed master planning exercise for the site. Careful and detailed analysis and modelling has allowed for an understanding of the opportunities and constraints of the site in order to guide future development. The masterplan has been informed by detailed assessment of the heritage significance of the site and the opportunities this offers. The master plan also investigates new buildings and new uses to be introduced on the site to enhance the community service offering and the quality of care provided by Uniting.

This planning proposal has been guided by the masterplan and seeks to facilitate the delivery of the built form and range of uses at Uniting Waverley. The planning proposal seeks to amend the land use zone, maximum building height and the maximum floor space ratio that apply to the site. The planning proposal also seeks the introduction of additional permitted uses and site-specific, flexible zone boundary provision under Schedule 1 of the WLEP 2012.

The proposal aims to celebrate the heritage items on the site and maximise access for the local community. Development controls proposed will facilitate a built form which supports the historical hospital and provides contemporary supported accommodation options and ancillary services.

### 2.1 Purpose of the Report

The purpose of the amended Planning Report is to:

- Consolidate all the amendments that have been made to the original iteration of the planning proposal lodged with Council on 4 July 2017; and
- Clearly articulate the amendments now proposed following ongoing assessment with Council staff.

The purpose of the amended Planning Report is also to document and integrate the environmental analysis undertaken in support of the amended planning proposal and summarise the proposed approach to development. Specifically, this planning report has been prepared in accordance with Section 3.33 of the EP&A Act, and 'A Guide to Preparing Planning Proposals' prepared by the DPE, which requires the following matters to be addressed.

- objectives and intended outcomes of the amendment to the LEP;
- explanation of provisions;
- justification;
- relationship to strategic planning frameworks;
- environmental, social and economic impact;
- State and Commonwealth interests; and
- community consultation.

### 2.2 Project Management Team

Development of the planning proposal, detailed investigations and environmental assessment has been undertaken by a team of specialist consultants, listed in **Table 1** below.

**Table 1 - Project team**

Discipline	Consultant
Proponent / Landowner	Uniting
Master Plan / Architecture	COX
Planning	Ethos Urban (formerly JBA Urban Planning Consultants)

Discipline	Consultant
Heritage	Hector Abrahams and Associates
Landscape Architect	Taylor Brammer Landscape Architects
Traffic	Traffix Traffic and Transport Planners
View analysis certification	Richard Lamb & Associates
Community Consultation	KJA Communication Consultants
Geotechnical Utilities Engineering	Wood and Grieve Engineers
Contamination	JBS Environmental
Quantity Surveyor	Wilde and Wollard

## 3.0 Background

### 3.1 Community Consultation

As part of the planning proposal process, Uniting have independently engaged with relevant stakeholders and will continue to do so as the project advances through planning stages and later development stages. This section provides an overview of extensive community engagement activities undertaken on behalf of Uniting.

The methods of communication, and results gained from the community engagement strategy are detailed in the Community and Engagement Report prepared by KJA and provided at **Appendix F**.

Consultation undertaken overall, revealed positive support for the masterplan and redevelopment. Positive sentiment was targeted particularly towards the improvement and expansion of critical and beneficial services, contemporary development which is sympathetic to existing cultural heritage and the opening of the site for the community. The strong support received reiterates an immediate desire for the services identified in the masterplan from existing residents and the local community.

Activities and tools undertaken as part of the community engagement strategy are listed below. Responses gained from the various activities are elaborated further.

- Key stakeholder briefings;
- Direct engagement with residents and property owners from adjoining sites;
- Community letterbox drop;
- Community drop-in information session;
- Community information line and email address; and
- Print media in the form of A5 flyers and A0 project panels.

#### 3.1.1 Key Stakeholder Briefings

Correspondence was sent to key stakeholders in the vicinity of the site including residents, users, neighbours and community and interest groups. An invitation was sent to each of these groups to receive a detailed briefing on the master plan proposed by Uniting.

Key areas of interest and questions uncovered during the briefings included:

- The proposed size and look of the site, and alterations to existing community facilities and services;
- Impacts of construction on residents and facility access;
- Site access and parking;
- The size, location and access arrangements associated with new facilities;
- Retention of the existing feel and character of the site; and
- Construction timeframes.

A detailed list of community groups and stakeholders contacted is provided in the Community and Engagement Report prepared by KJA (refer to **Appendix F**).

#### 3.1.2 Community Drop-In Information Session

A letterbox drop was undertaken to notify approximately 5,750 neighbours, businesses and the broader community of the proposal. The drop included an invitation to a community drop-in information session to enable members of the community to provide verbal feedback and engage with the project team. The majority of attendees were supportive of the masterplan proposed by Uniting. The drop-in information session identified the following key themes:

## Heritage and Open Space

The community appeared positive towards the landscaping works and heritage sensitive design proposed. Specific support was provided on:

- The new pedestrian entrance from Bronte Road, creating a vista to the Vickery Building;
- An overall design which celebrates the existing heritage of the site and seeks to reinforce the sense and feel, through deliberate design, of the original estate; and
- The improved pedestrian access and community accessibility provided to the site.

## Traffic and Parking

The community was generally supportive of the traffic and parking arrangements associated with the masterplan. Notwithstanding, discussion sought to:

- Propose a more appropriate parking regime other than all-day car parking; and
- Highlight the current site access issues associated with the one-way vehicular access along Church Street.

## Services and Facilities

Participants were generally supportive of the variety of services and facilities proposed. Participants were particularly supportive of:

- The built form layout and distribution of services across the site;
- The hydrotherapy pool;
- The medical centre and onsite village shops;
- Pedestrian flows and community access to green spaces;
- The early learning centre;
- The Men's Shed; and
- Improved community access to gardens.

Recommendations of additional facilities were provided by participants. Transitional arrangements for existing residents and their ability to secure residency in the new accommodation proposed was identified as a concern.

## Building Envelopes and Location

Participants were generally supportive of the building parameters proposed and the rationale for their size and location.

### 3.1.3 Community Information Line

A total of 10 phone calls were received. While the majority of calls involved operational issues not directly related to the master plan and or the redevelopment of the site, three main areas of interest were identified:

- Future plans associated with the onsite tennis court;
- A request for further hardcopy information regarding the master plan i.e. copy of the plans; and
- General support for the community engagement undertaken by Uniting.

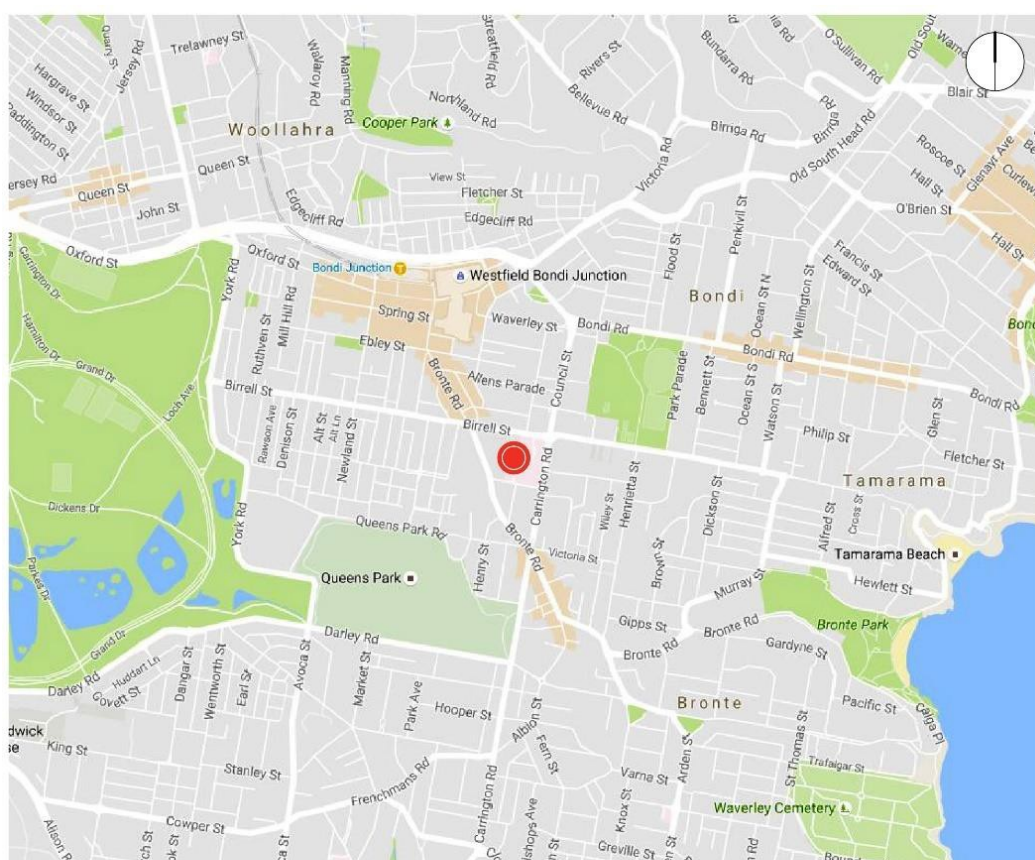
## 4.0 The Site

### 4.1 Site Description and Context

#### 4.1.1 Waverley Context

The site is located in the Waverley Local Government Area (LGA) in Sydney's eastern suburbs. The site is located between the District Centre of Bondi Junction and residential areas of Bondi, Bronte and Centennial Park. The locational context of the site is presented in **Figure 1**.

The Waverley LGA has an existing population of approximately 72,699<sup>1</sup> with 16.5% of the population aged 65 and over. According to the draft Central District Plan, this is expected to increase by 5,100 people by 2036. More than 65% of this growth will occur in the 65+ age group. This demonstrates the growing demand for aged care services within the LGA.



Legend



The Site

**Figure 1 - Site context map**

Source: Google maps and Ethos Urban

#### 4.1.2 Site Description

Uniting Waverley occupies the block bounded by Bronte Road, Carrington Road, Birrell Street and Church Street as shown in **Figure 2**. The site has an approximate area of 3.494 hectares and has varying topography. The highest point of the site is the eastern portion adjacent Carrington Street, decreasing in elevation towards Bronte Road. The site is made up of several separate land parcels as summarised in **Table 2** below. For further details, see the Survey Plan at **Appendix A**.

<sup>1</sup> Based on Estimated Residential Population for 2015 provided by Profile.id





 Site Boundaries



**Figure 2 - Site plan**

Source: Ethos Urban

**Table 2 - Summary of property details**

Lot	DP	Area (m <sup>2</sup> )
1	172133	7,947.00
1	567694	10,303.00
1	948186	515
2	1061588	627
3	667555	755
2	1061548	1,434.00
1	1061548	930
7	948185	514
B	317831	110
3	593710	14
4	593710	5,280.00
A	317831	469
1	212655	313
1	166786	357
1	1115706	361
1	630460	505
2	630460	377
1	167332	472
1	1098550	360
2	1098550	15
3	1098550	5
2	212655	325

Lot	DP	Area (m <sup>2</sup> )
2	515904	283
1	1115332	467

## 4.2 Site History and Heritage

The Waverley War Memorial Hospital is partly the result of the philanthropic beneficence of the Edina estate, made by the descendants of Ebenezer Vickery (1827-1906) who was a successful and influential Sydney merchant during the second half of the 19<sup>th</sup> Century.

The mansion at the heart of the estate was constructed in 1884 and other buildings on the estate were completed by 1888 including stables, coach house and gate house. The estate featured a formal garden as well as areas of thick planting to create a backdrop for the estate, as shown in **Figure 3**. The layout of the estate is presented in **Figure 4**. The Edina estate was later subdivided between family members, but the bulk of the estate remained intact as shown in **Figure 5**.

In 1919, Ellen Jane Vickery offered part of the estate to the Methodist Church for the use as a hospital. The Church opened the War Memorial Hospital in February 1921 with 92 beds provided and nurses accommodation located on the site. Since opening, the operation of the hospital was overseen by a board which included representatives of the Vickery family.

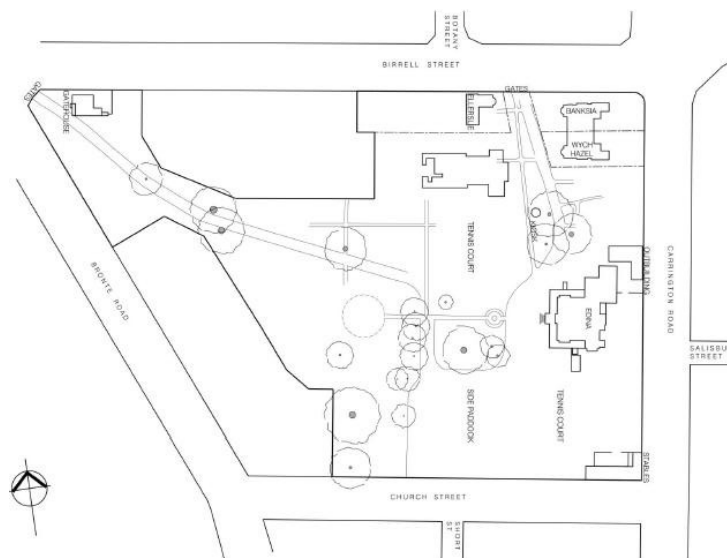
In 1969 the War Memorial Hospital became part of the NSW public hospital system. Over the second half of the 20<sup>th</sup> Century, the hospital underwent a number of changes in service provisions and buildings associated with these functions. In 1988 and 1991, additional land was purchased for the for aged self-care complex. Aged care has remained the hospital's primary service into the 21<sup>st</sup> Century. A layout plan showing the hospital features to present is displayed in **Figure 5**.

A Heritage Conservation Management Plan was prepared for the site in 2005 by John Oultram and Susan O'Neill. An updated Heritage Conservation Management Plan (CMP) has been prepared for the site in 2016 by Hector Abrahams and Associates (see **Appendix E**). This document will guide future use and conservation of the site.



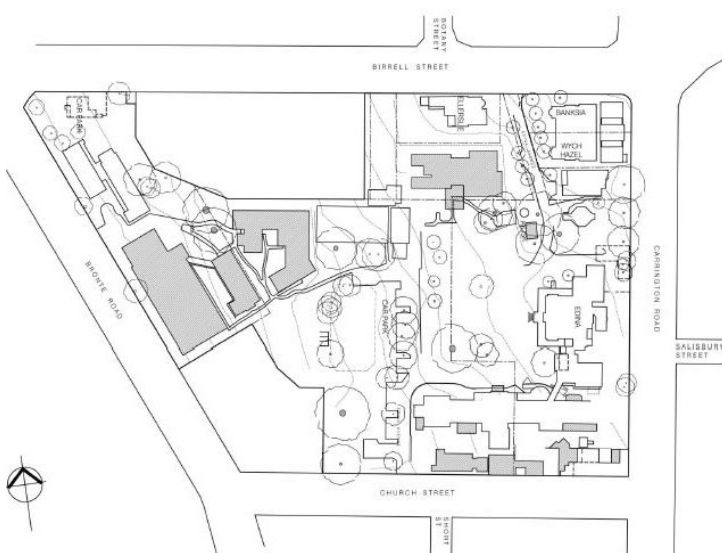
**Figure 3 - Edina estate and gardens circa 1894**

Source: Vickery Album SLNSW



**Figure 4 - Layout and features of the Edina estate**

Source: Hector Abrahams and Associates



**Figure 5 - Current hospital layout plan and features**

Source: Hector Abrahams and Associates

### 4.3 Existing Development and Uses

The site is currently occupied by approximately 22 buildings associated with the War Memorial Hospital, as well as the Uniting Edina Waverley aged care facility, independent living units and a number of detached dwellings. Existing development on the site as well as the established heritage garden is shown in **Figure 6** to **Figure 11**.





**Figure 6 - Winston O'Reilly building, part of the War Memorial Hospital**

*Source: Ethos Urban*



**Figure 7 - Cadi Cottage, part of the War Memorial Hospital**

*Source: Ethos Urban*



**Figure 8 - Vickery Building, part of the War Memorial Hospital**

*Source: Ethos Urban*



**Figure 9 - Morgan Building, part of the War Memorial Hospital**

*Source: Ethos Urban*



**Figure 10 - Garden associated with the War Memorial Hospital and onsite services**

*Source: Ethos Urban*



**Figure 11 - Edina Aged Care facility on Bronte Road (two storey building at right)**

*Source: Ethos Urban*



## 4.4 Site Interface

### Birrell Street

The War Memorial Hospital, formally referred to as the L.E King Building, is a dominant feature on the Birrell Street streetscape and sits adjacent the main access point to the site. The building is perpendicular to Birrell Street and has a distinctive architectural style creating a separation to the predominant semi-detached, 1-2 storey residential typology on the southern side of Birrell Street. Opposite to the north, Birrell Street has a range of 3-4 storey residential flat buildings interspersed with smaller scale residential development. The site interface with Birrell Street is presented in **Figure 12** to **Figure 14**.



**Figure 12 - Existing War Memorial Hospital located on Birrell Street**

Source: Ethos Urban



**Figure 13 - Ranging scale of residential development on northern side of Birrell Street**

Source: Ethos Urban



**Figure 14 - Semi-detached residential form on southern side of Birrell Street**

Source: Ethos Urban

## Bronte Road

The Edina Aged Care facility fronts Bronte Road, where the dominant built form is residential development increasing in scale towards Bondi Junction. Buildings are generally set back from the street with landscaping providing separation to the roadway. On the opposite side of the street are a number of residential flat buildings to a height of five storeys. The Waverley Police Station and Courthouse is also located opposite the site on Bronte Road.

The existing Bronte Road streetscape is shown in **Figure 15** to **Figure 16**.



**Figure 15 - Edina Aged Care fronting Bronte Road looking north**

Source: Ethos Urban



**Figure 16 - Residential flat buildings opposite the site on Bronte Road**

Source: Ethos Urban

## Church Street

The War Memorial Hospital's southern boundary immediately adjoins Church Street (refer to **Figure 17**). Church Street is one way westbound to traffic and provides primary access to the sites carpark. The site has a reduced street interface with Church Street as it adjoins demountables and the rear servicing end of the site's buildings. Opposite the site is an entrance to St Clare's College (**Figure 18**) as well as a number of one and two storey residential dwellings with considerable heritage value (**Figure 19**).



**Figure 17 - War Memorial Hospital viewed from Church Street**

Source: Ethos Urban



**Figure 18 - St Clare's College Church Street frontage**

Source: Ethos Urban



**Figure 19 - Church Street streetscape**

Source: Ethos Urban

## Carrington Road

The War Memorial Hospital buildings are located on the Carrington Road street frontage, generally orientated away from the road looking inward and providing landscape setbacks. There are a number of vehicle access points and car parking areas provided on this frontage. Opposite the site, residential development varies in architectural style but is generally limited to 1-2 storeys in height. Opposite the site on Carrington Road is an entrance to Waverley College, with maximum heights ranging from 5 to 6 storeys. The Carrington Road streetscape is presented in **Figure 20 to Figure 22**.





**Figure 20 - War Memorial Hospital buildings on Carrington Road frontage**

*Source: Ethos Urban*



**Figure 21 - Existing residential development and entry to Waverley College on Carrington Road**

*Source: Ethos Urban*



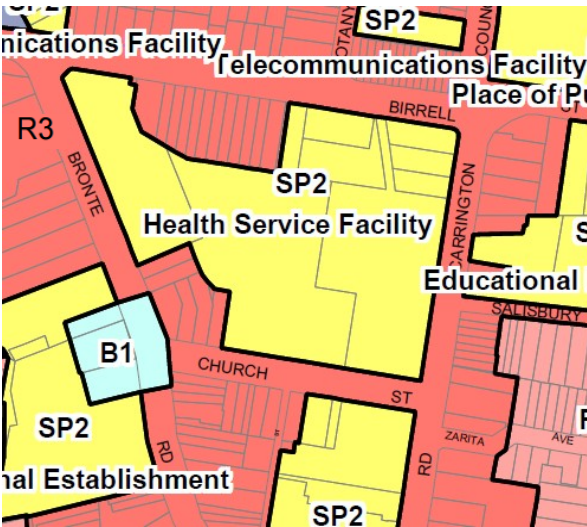
**Figure 22 - Residential development opposite the site on Carrington Road**

*Source: Ethos Urban*

## 4.5 Current Planning Controls

The primary environmental planning instrument applying to the site is the WLEP 2012. The key statutory controls are described in **Table 3**. As demonstrated below, multiple land use zones and built form controls apply to the site.

**Table 3 - Summary of existing planning controls**

Planning Control	Provisions	
Land Use Zone		
Zone Objectives	<p>SP2 Infrastructure – Health Services Facility</p> <ul style="list-style-type: none"> <li>To provide for infrastructure and related uses.</li> <li>To prevent development that is not compatible with or that may detract from the provision of infrastructure.</li> </ul>	<p>R3 Medium Density Residential</p> <ul style="list-style-type: none"> <li>To provide for the housing needs of the community within a medium density residential environment.</li> <li>To provide a variety of housing types within a medium density residential environment.</li> <li>To enable other land uses that provide facilities or services to meet the day to day needs of residents.</li> </ul>
Development permissible without consent	Nil	Home occupations
Development permissible with consent	Roads; The purpose Health Services Facility, including any development that is ordinarily incidental or ancillary to development for that purpose	Attached dwellings; Bed and breakfast accommodation; Boarding houses; Building identification signs; Business identification signs; <b>Child care centres; Community facilities;</b> Group homes; Home industries; Kiosks; Markets; Multi dwelling housing; <b>Neighbourhood shops;</b> Places of public worship; Respite day care centres; Roads; <b>Seniors housing;</b> Any other development not expressly specified as permissible without consent or prohibited
Prohibited development	Any development not specified as permissible with consent or permissible without consent.	Agriculture; Air transport facilities; Airstrips; Amusement centres; Animal boarding or training establishments; Biosolids treatment facilities; Boat building and repair facilities; Boat launching ramps; Boat sheds; Camping grounds; Car parks; Caravan parks; Cemeteries; Charter and tourism boating facilities; <b>Commercial premises;</b> Correctional centres; Crematoria; Depots; Eco-tourist facilities; Electricity generating works; <b>Entertainment facilities;</b> Extractive industries; Farm buildings; Forestry; Freight transport facilities; <b>Function centres;</b> Heavy industrial storage establishments; Helipads; Highway service centres; Home occupations (sex services); Industrial retail outlets; Industrial training facilities; Industries; Jetties; Marinas; Mooring pens; Moorings; Mortuaries; Open cut mining; Passenger transport facilities; Public administration buildings; Recreation facilities (major); Recreation facilities (outdoor); Registered clubs; Research stations; Restricted premises; Rural industries; Rural workers' dwellings; Service stations; Sewage treatment plants; Sex services premises; Shop top housing; Signage; Storage premises; Tourist and visitor accommodation; Transport depots; Truck depots; Vehicle body repair workshops; Vehicle repair stations; Veterinary hospitals; Warehouse or distribution centres; Waste or resource management facilities; Water recreation structures;

Planning Control	Provisions
	Water recycling facilities; Water supply systems; Wharf or boating facilities; Wholesale supplies
Height of Buildings	<p>Maximum height applicable to the site:</p> <ul style="list-style-type: none"> <li>9.5m (J2); and</li> <li>12.5m (M).</li> </ul> 
Floor Space Ratio	<p>Floor space ratio applicable to the site:</p> <ul style="list-style-type: none"> <li>0.6:1 (F); and</li> <li>0.9:1 (L).</li> </ul> 

## 4.6 Site Access and Transport

### Vehicle Access

A Traffic Impact Assessment, provided at **Appendix G**, has been prepared by Traffix and details the existing traffic and road conditions associated with the site.

Overall, the report identifies that the site is surrounded by an array of arterial and local roads. Carrington and Bronte Road are classified arterial and sub-arterial roads respectively while Birrell Street and Church Street are classified collector and local roads.



For the purposes of the assessment of traffic impacts of this development, surveys were undertaken of the most critical intersections immediately adjacent to the site. The results of these surveys were analysed using the SIDRA computer program to determine their performance characteristics under existing traffic conditions. The SIDRA model produces a range of outputs, the most useful of which are the Degree of Saturation (DOS) and Average Vehicle Delay per vehicle (AVD). The AVD is in turn related to a level of service (LOS) criteria.

It can be seen from the analysis within the Traffic Impact Assessment that the intersection of Bronte Road / Birrell Street exceeds capacity in both the AM and PM peak providing a level of service 'F' under the current operational conditions. The intersection of Carrington Road / Bronte Road is also close to capacity recording a level of service of E in the AM peak whilst Carrington Road and Birrell Street recorded a level of service of D and C in the AM and PM peak respectively.

A comparison between the existing 'base case' and the 'proposed' traffic scenarios is further detailed within **Section 5.6** of this report.

The existing site traffic generation predominantly relates to the existing hospital, consulting rooms and aged care uses on site. Surveys of the existing site accesses on Birrell Street and Church Street have been undertaken in the weekday AM and PM peak periods to give an understanding of the traffic generation patterns of the existing uses. The surveys show the following traffic generation recorded in the peak hour:

- 42 vehicles/hour (34 in, 8 out) in the morning peak hour; and
- 38 vehicles/hour (2 in, 66 out) out in the evening peak hour.

With an existing GFA of approximately 15,000m<sup>2</sup> the current hospital and aged care facilities display the following existing traffic generation rates during weekday peak periods:

- 0.28 vehicles per 100m<sup>2</sup> in the morning peak hour; and
- 0.25 vehicles per 100m<sup>2</sup> in the evening peak hour.

These rates have given guidance when assessing the expected increased generation from the increased FSR of the planning proposal master plan.

Overall, Uniting Waverley is a low generator of traffic during peak and school periods. Any potential developments to Uniting Waverley would generate minimal impacts on the surrounding road network and be supportable on planning traffic grounds. Refer to **Section 5.6**.

### Public Transport Services

The site is well serviced by rail and bus routes which run within the immediate locality. Multiple bus service stops are located along the Bronte Road and Birrell Street frontages which provide frequent access to Bondi Junction and surrounding suburbs. The Bondi Junction Railway Station is located 800m north of the site and provides rail access across the Sydney metropolitan region (see **Figure 23**).

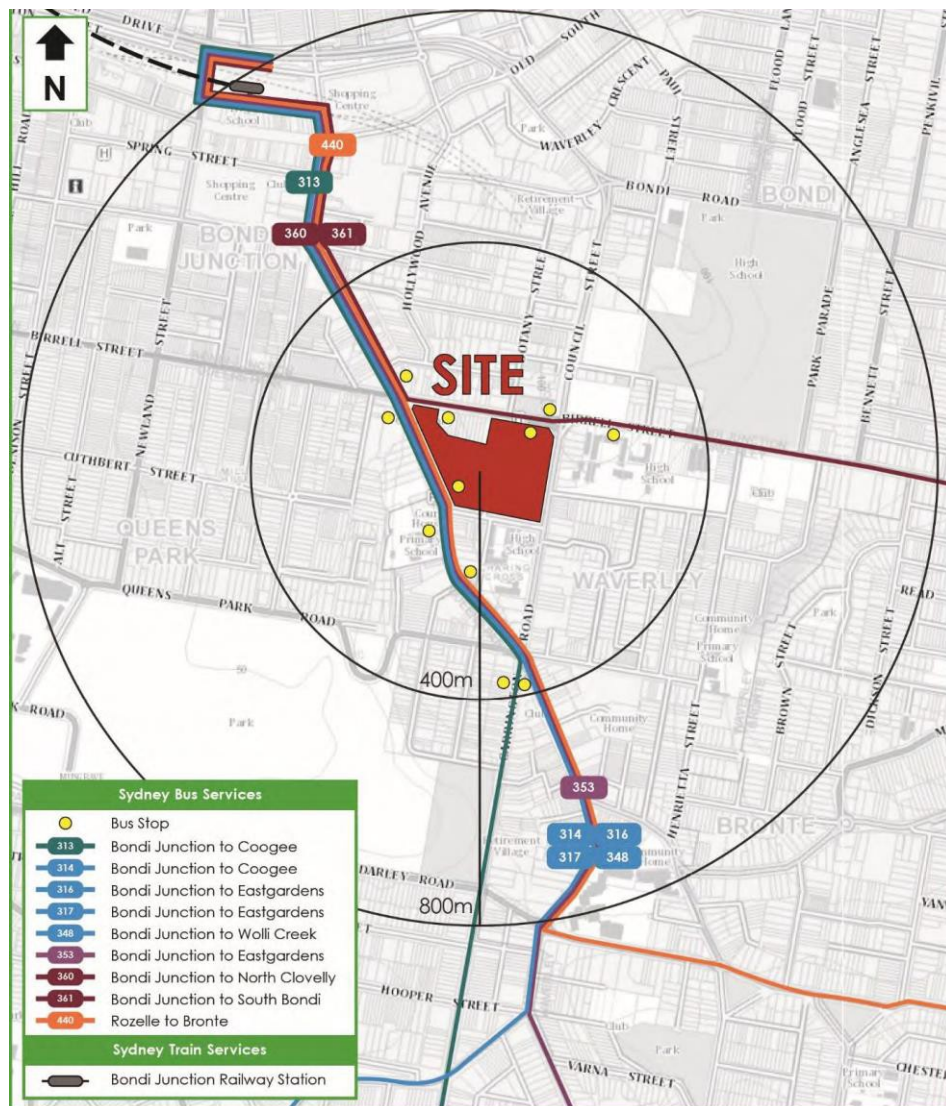


Figure 23 - Public Transport surrounding the site

Source: Traffic

## 4.7 Opportunities and Constraints

### Opportunities

- The site comprises a large area with road access on all sides;
- The site is located within an area that already accommodates a range of uses, including residential, education and retail;
- Demographic analysis shows potential demand for an expansion of the facilities already available on the site;
- The heritage elements present an opportunity to open up the site and create a new understanding and appreciation of these buildings and the site history;
- Significant landscaping offers separation between the site and surrounding residential land uses; and
- A number of bus routes service the site and it is located within approximately 800 metres of Bondi Junction centre and train station.

### Constraints

- The existing planning controls are restrictive in permissible land uses and limited built form;

- The site accommodates a number of heritage items including heritage landscape which will constrain appropriate locations for future development;
- The site is adjacent to a number of sensitive uses, predominantly residential and education; and
- Traffic volume around the site is already high during certain peak periods for school pick-up and drop-off.

## 5.0 Uniting Waverley Masterplan

### 5.1 Overview of Proposal

Cox Richardson Architecture has been engaged by Uniting to develop a master plan for the Uniting Waverley project to explore opportunities for the site. The masterplan submitted with this planning proposal (see **Appendix B**) is the result of detailed site investigations, input from heritage and landscaping specialists, and internal stakeholder discussions.

The masterplan sets out a vision for the Uniting Waverley project, with a focus on restoring an allied health centre with strong community links. The village-style community is designed to allow residents to live close to the facilities and services they need, while also providing employment opportunities and services for the surrounding community. The masterplan is based on maintaining and complementing the existing heritage buildings on the site. This is achieved by providing a number of open space and garden areas as well as pedestrian connections to ensure Uniting Waverley maintains a people-friendly environment (see **Figure 24**).

The masterplan articulates a staged redevelopment of the site, to expand the health and aged care services provided, and to realise the community orientated vision of opening the site and increasing its connection with the local community. The proposal incorporates the provision of residential aged care accommodation, independent living units (including seniors and affordable housing), hospital and health facilities, community and ancillary facilities and commercial uses (including childcare). Land uses are distributed throughout the site according to needs for amenity, accessibility and privacy as well as to be sensitive to existing uses at the site and the surrounding area.



**Figure 24** - Indicative render (viewed from Bronte Road)

Source: Cox



## 5.2 Urban Design Principles

The primary intention of the masterplan is to incorporate urban design principles which support healthy activity and wellbeing. The main urban design considerations are to:

- Design for health and wellbeing by providing an environment that supports being active and outdoors as well as incorporating development opportunities for specialist health facilities;
- Creating an environment appropriate for rehabilitation and restoration by ensuring that the built form is sympathetic to the needs of residents and providing ample open space;
- Providing areas and facilities that will encourage engagement with the wider community; and
- Ensuring that the needs of residents, recognised through community consultation, are accounted for in the distribution of accommodation, services and contemporary facilities throughout the site.

## 5.3 Land Uses

The proposal incorporates a combination of residential aged care, health, community and commercial land uses. It is intended that the commercial uses will be distributed with primary and allied health facilities and leasing arrangements to enable a broader range of commercial tenancies to operate within the site. This will ensure current and proposed primary land uses are supported with ancillary services, commensurate of a holistic health precinct.

Residential uses will include aged care and independent living. New community uses will be introduced such as an early learning centre, while existing uses such as the Men's Shed and Seniors gym will be relocated to new buildings across the site.

Land uses are distributed throughout the site to ensure that complementary uses are co-located as shown in **Figure 25**. For example, the hospital and health precinct, common community area and the residential aged care building are clustered together to ensure that services are easily accessible for residents, visitors and staff.

All land uses are located to ensure that they are sympathetic to the existing heritage buildings as well the surrounding residential area. The commercial uses, incorporating the primary health precinct, are located adjacent to the existing police station, court house and primary school to encourage further activation of this area and to minimise impacts on the surrounding residential area.

Sensitive uses, such as the independent living units, short-term and respite accommodation, and the hospital are located adjacent to residential areas to ensure that the existing land use pattern is maintained.



**Figure 25 - Illustrative masterplan**

Source: Cox

## 5.4 Open Space and Public Domain

### Preservation of Heritage Gardens

The Landscape Master Plan (refer to **Appendix D**) prioritises the existing heritage gardens within the site which form an important part of the character of the site. To achieve this, the master plan connects the landscaping elements and ensures that there is an appropriate interface between the proposed development and the existing landscaping. This is achieved through the retention of three significant trees and assortment of medium to small shrubs. Grass has been retained as the ground cover to provide the site a sense of continuity from the central green heritage garden. The general arrangement of the proposed landscaping master plan is illustrated at **Figure 26**.



**Figure 26 - Landscape masterplan**

Source: Taylor Brammer

### Pedestrian Connections

Enhanced pedestrian connections will be provided throughout the development to ensure that the site, as redeveloped, will be accessible and foster a pedestrian friendly environment. A number of pedestrian connections are provided in the eastern portion of the site to ensure that the hospital and medical facilities are adequately connected. Further to this, pedestrian connections in the eastern portion of the site are surrounded with landscaping to provide a passive recreational space as well as connections to Bronte Road and Birrell Street. A dedicated restricted vehicle access road is also proposed from the Vickery building to adjoin the Church Street access. The pedestrian connections are presented in **Figure 27**.



**Figure 27 - Pedestrian connections**

Source: Cox

## 5.5 Built Form

The masterplan identifies general building locations and controls for the staged redevelopment of the site. The design is comprised of a campus style configuration of buildings, each with differing land uses, separated by landscaped areas and open space. The built form has been ultimately informed by the heritage aspects of the site, the heritage gardens and new pedestrian opportunities, and the topography of the site.

The built form addresses the street frontage and improves the contribution of Uniting Waverley to the existing streetscape, especially in relation to Bronte Road and Church Street. The transitional relationship of the site to existing development was a key consideration in the built form set out in the masterplan.

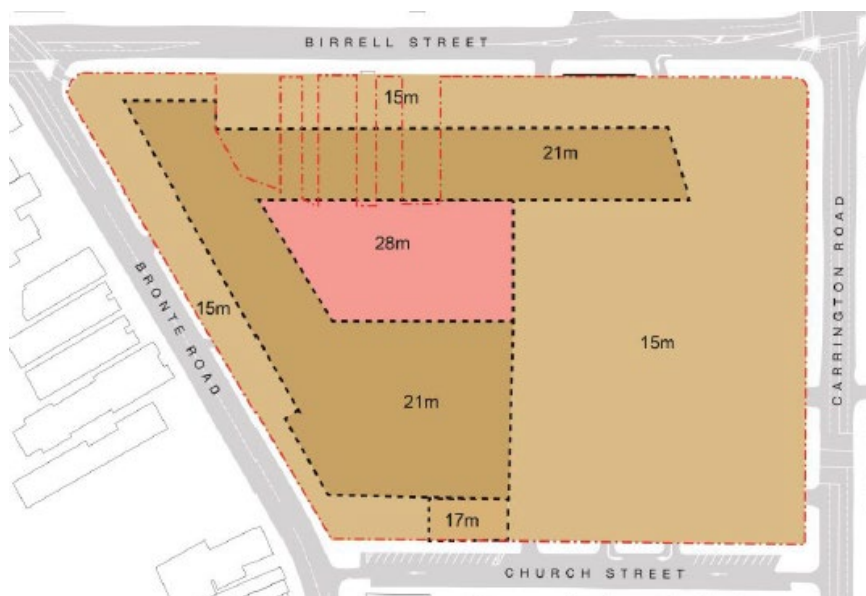
The masterplan sets out an envelope and range of building heights between one and eight storeys (refer to **Figure 28**). The envelope maintains a height typology which is highly considerate of key landscaped areas, pedestrian thoroughfares and heritage buildings. Specifically:

- Footprints with a maximum permissible height of 28 metres have been concentrated centrally within the site, heavily setback from any street frontages. This ensures a reduction of perceived bulk and scale from the streetscape;
- Buildings along Bronte Road are provided lower maximum building heights, ensuring minimal street encroachment;
- Heights have been developed to a bulk and scale consistent with existing and adjoining development. For example, the five-storey building proposed under the master plan along Birrell Street, is commensurate of the existing residential flat buildings opposite;
- The distribution of building heights have been considered against existing heritage buildings, ensuring their solar access and key lines of site are not disrupted;
- Recessed upper levels along street frontages ensures buildings will not encroach on the existing streetscape. Recessed upper levels provide articulated design elements which reduce the perceived massing of buildings;
- Building separation distances satisfy the relevant provisions of the NSW Apartment Design Guidelines (ADG) to ensure acoustic and visual privacy within the site and to neighbouring development; and



- Zero setbacks proposed along Church Street are consistent with Victorian building form, commonly suppressed to the street frontage. Building separation distances, in accordance with the ADG, will reduce bulk and facilitate pedestrian access.

An aerial render of the proposed built form is provided in **Figure 29**.



**Figure 28 - Proposed height envelopes**

Source: Cox



**Figure 29 - Built form under the masterplan**

Source: Cox

The built form is also commensurate of the site's natural topography and gradual fall from Carrington to Bronte Road (refer to **Figure 30**). This ensures the buildings of the tallest nature will have a lowered ground level, reducing the height between buildings with a higher ground level and lower maximum height. Overall, a more gradual skyline is achieved, reducing any potential issues of amenity associated with views and vistas, shadowing, bulk and scale.

The built form and land uses envisaged by the masterplan will require a separate development application to be lodged with Council. The future development applications will specify the detailed building design and land uses and will be expected to be generally consistent with the layouts shown in the masterplan.





Figure 30 - Bronte and Carrington Road cross-section

Source: Cox

## 5.6 Access and Transport

### Internal Road Network

A dedicated dual pedestrian and restricted vehicle access road with a width of 3m is proposed to join the Vickery Building to the site's hospital. The road will connect to the Church and Carrington Street accesses.

### External Road Network

A detailed Traffic Impact Assessment has been completed by Traffix and is attached at **Appendix G**. Overall, the site is well located with respects to Carrington and Bronte Road which are classified as arterial and sub-arterial roads capable of distributing traffic away from the site. A detailed assessment of the existing road traffic is provided in **Appendix G**.

### Public Transport

The site is well serviced by public transport. Multiple bus routes are located along Bronte Road which enable access to Bondi Junction, Eastgardens, Coogee and Clovelly. The Bondi Junction Interchange is located approximately 800m north of the site and adjoins the Bondi Junction Railway Station, thus connecting the site to the Sydney CBD and wider metropolitan area.

## 5.7 Project Staging

The staged delivery of Uniting Waverley will ensure the residential care facility, hospital and existing ancillary services maintain full operation during the redevelopment. Although no specific staging milestones are in place, it is expected the RAC Building will be initially developed to ensure ongoing residential capacity. Individual components of the master plan are sought to be delivered concurrently with both their necessary infrastructure upgrades, and adjoining open spaces.

## 5.8 Infrastructure

An Infrastructure Services Report has been prepared by Wood and Grieve Engineers and is submitted at **Appendix H**. The report confirms that the existing infrastructure is capable of servicing the future redevelopment of the Uniting Waverley project, consistent with the master plan scheme described above with augmentation to services as required. Further consultation with Sydney Water, Ausgrid and telecommunications providers will be conducted as the project advances.

## 6.0 Planning Proposal

This Planning Proposal has been prepared in accordance with Section 55 of the *Environmental Planning & Assessment Act, 1979* (EP&A Act), and 'A Guide to Preparing Planning Proposals' prepared by the former Department of Planning and Infrastructure, which requires the following matters to be addressed:

- Objectives and intended outcomes of the amendment to the LEP;
- Explanation of provisions;
- Justification;
- Relationship to strategic planning frameworks;
- Environmental, social and economic impact;
- State and Commonwealth interests; and
- Community consultation.

The following Section outlines the objectives and intended outcomes, and provides an explanation of provisions in order to achieve those outcomes, including relevant mapping. The justification and evaluation of impacts is set out in Section 6 of this report.

### 6.1 Objectives and Intended Outcomes

The objective of this planning proposal is to facilitate the ordered and efficient delivery of the masterplan for the Uniting Waverley project as described in **Section 5.0**. The existing combination of SP2 Infrastructure and R3 Medium Density Residential zoning of the site present ambiguity as to the permissibility of elements of the master plan and is not representative of Uniting's vision, current and or future needs for the site.

This planning proposal aims to provide clarity as to the permissibility of future land uses as well as demonstrate upfront, the intention to redevelop the site over the next 10 years. This planning proposal seeks to amend the land use zoning applicable to the site, and amend the maximum height of buildings and floor space ratio controls that apply to the site in order to facilitate the built form identified in the masterplan.

This planning proposal also seeks an amendment to Schedule 1 of the WLEP 2012 to provide the site with additional permitted uses, to support the aged care residential, health and allied services proposed under the masterplan.

Amendments to the WLEP 2012 will provide the local community with assurances around the intended outcomes for the site in terms of land uses and scale of built form.

The proposed amendments to the WLEP 2012 will enable future development applications to be lodged with and assessed by Council, as the project proceeds.

### 6.2 Explanation of Provisions

The outcome above will be achieved through amendments to the Maps associated with the WLEP 2012. An inclusion to the written instrument is proposed for the insertion of an additional permitted use under Schedule 1 of the WLEP 2012 and the site-specific zone boundary provision.

#### 6.2.1 Zoning

This planning proposal seeks to retain the existing zones across the site and redistribute the existing portion of R3 zoned land into a single, consolidated portion (refer to **Figure 31**).

#### 6.2.2 Height of Buildings

This planning proposal seeks to apply buildings heights of 15 metres, 17 metres, 21 metres and 28 metres across the site. The proposed heights are shown in **Figure 32** below.

### 6.2.3 Floor Space Ratio

This Planning Proposal seeks to apply a floor space ratio of 1.5:1 across the entirety of the site. The proposed FSR is shown **Figure 33** below.

### 6.2.4 Additional Permitted Uses

This Planning Proposal seeks the inclusion of a written amendment to Schedule 1 of the WLEP 2012, to grant the site additional permitted uses.

These uses are proposed to apply to the relevant zone within the site, and the relevant cap identified with the relevant additional use proposed.

The uses proposed under Schedule 1 include:

- Seniors housing (in the SP2 zone);
- Community facilities (in the SP2 zone);
- Centre-based child care facility (in the SP2 zone);
- Retail premises (capped at 450m<sup>2</sup>) (in the R3 and SP2 zone);
- Business premises (capped at 5,390m<sup>2</sup>) (in the R3 and SP2 zone);
- Hotel or motel accommodation (capped at 127 beds) (in the R3 and SP2 zone);
- Serviced apartments (in the R3 and SP2 zone provided it can be demonstrated they are ancillary to and associated with the health services facility); and
- Function centre (in the R3 and SP2 zone provided it can be demonstrated they are ancillary to and associated with the health services facility).

### 6.2.5 Site-Specific Zone Boundary

A site-specific zone boundary is also proposed to support the proposed zoning option for the site. The objective of the site-specific zone boundary provision is to:

- Mitigate any issues of permissibility which may arise from split zoning across the site; and
- Provide a degree of flexibility in the case a more appropriate and logical built form outcome can be achieved with minor encroachment into the surrounding SP2 zone.

The level of encroachment available under the site-specific provision would be restricted by a physical distance in metres. This will ensure development which is permissible in the R3 zone cannot take advantage of, and significantly extend into the SP2 zone.

Indicative drafting of such a provision is provided for explanatory purposes below:

#### **Development across zone boundaries**

*(1) This clause applies to so much of any land that is within the relevant distance of a zone boundary between two zones on land identified as the War Memorial Hospital bound by Birrell Street, Bronte Road, Church Street and Carrington Road. The relevant distance is 20m.*

*(2) The objective of this clause is to provide flexibility where the investigation of a site and its surroundings reveals that a use allowed on the other side of a zone boundary would enable a more logical and appropriate development of the site and be compatible with the planning objectives and land uses for the adjoining zone.*

*(3) Despite the provisions of this Plan relating to the purposes for which development may be carried out, development consent may be granted to development of land to which this clause applies for any purpose that may be carried out in the adjoining zone, but only if the consent authority is satisfied that:*

(a) the development is not inconsistent with the objectives for development in both zones,  
And

(b) the carrying out of the development is desirable due to compatible land use planning,  
infrastructure capacity and other planning principles relating to the efficient and timely  
development of land.

(4) This clause does not permit additional gross floor area for residential flat buildings  
greater than that permitted in the R3 zoned land under this plan.

(5) This clause does not prescribe a development standard that may be varied under this Plan.

## 6.2.6 Mapping

This Planning Proposal includes the amendment of three maps of the WLEP 2012 being the Land Use Map, Height of Buildings Map and the Floor Space Ratio Map. Proposed mapping is submitted at **Appendix C**.

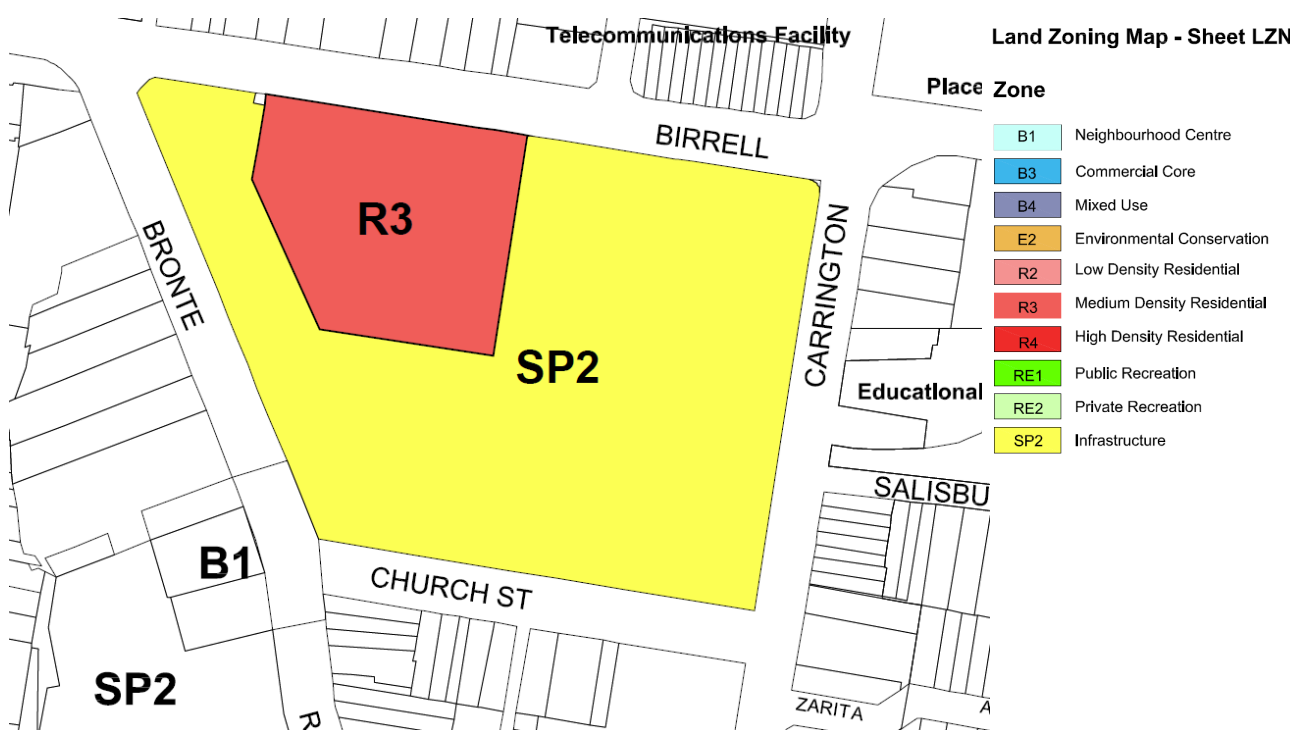


Figure 31 - Proposed land zoning map

Source: Cox

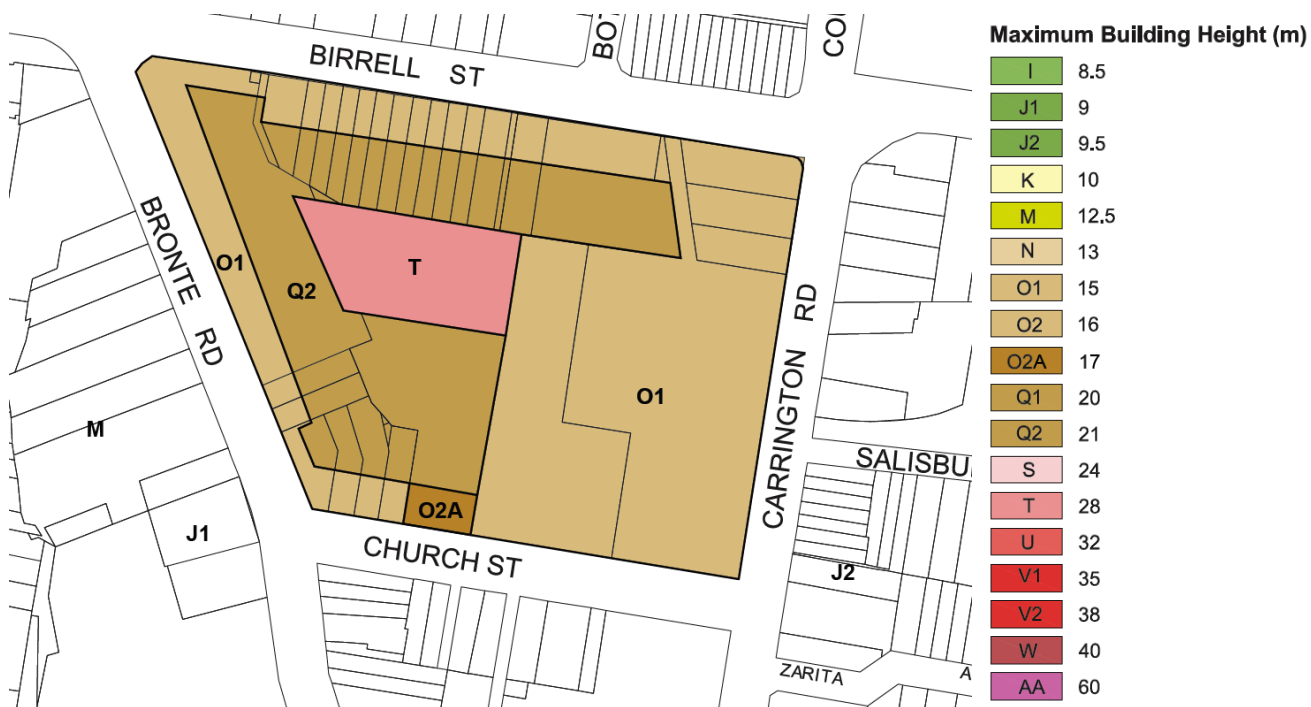


Figure 32 - Proposed Height of Buildings map

Source: Cox

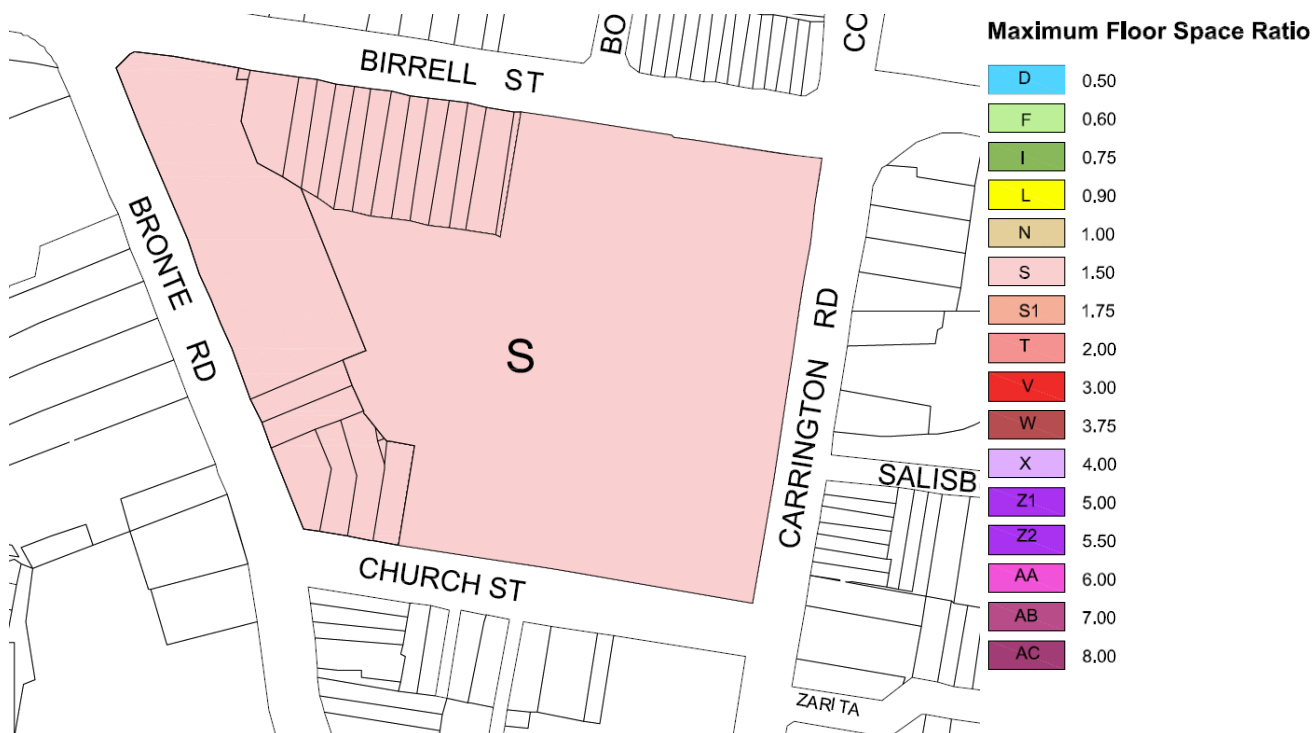


Figure 33 - Proposed floor space ratio map

Source: Cox

## 7.0 Strategic Justification

### 7.1 Summary of Strategic and Site-Specific Merit Assessment

This section provides a summary of the revised merit assessment undertaken for the amended planning proposal. The merit assessment undertaken for the first iteration of the planning proposal was submitted in 4 July 2017.

Due to the time of the first merit assessment and change in proposed amendments, a revised assessment is considered appropriate.

The amended planning proposal demonstrates strategic merit because:

- It gives effect to several identified directions and planning priorities within the Eastern City District Plan, and will support the role of Bondi Junction as a Strategic Centre (refer to **Section 7.3.1**);
- It is consistent with the Waverley Economic Development Strategy 2015, which while not endorsed by the Department, provides strategic direction for future development in Waverley (refer to **Section 7.3.2**);
- It responds to the predicted increase in the aged population of Waverley by enabling the staged expansion of the existing aged care, seniors housing and hospital facilities. This will help to meet the identified strategic need for additional aged care services and social infrastructure in Waverley;
- It will enable a variety of land uses, which will support the renewal of the site as an integrated health and aged care precinct, while ensuring that ancillary services are easily accessible for residents, visitors and workers; and
- It will create areas of new public domain that will expand the amount of open space available within the Waverley LGA, improve permeability, and create new human-scale areas with opportunities for sensitively integrated land uses.

The amended planning proposal demonstrates site-specific merit because:

- It is accompanied by an environmental assessment and specialist consultant input which demonstrates that the planning proposal:
  - provides a sensitive, design-focused response to the site's key environmental values and hazards, including minimising adverse environmental impacts with respect to heritage, vegetation, contamination, traffic overshadowing, bulk and scale (refer to **Section 7.4**); and
  - has considered services and infrastructure to meet the demand arising from the planning proposal, including the impact of the future development on the surrounding road network (refer to **Section 7.4.2**) and the capacity of existing civil infrastructure (refer to **Section 5.8**).
- It does not change the current zoning on the site and seeks to redistribute an existing zone (R3) on the site which is similar to the zoning in the immediate vicinity of the site.
- It supports land uses and future development that has regard to existing, approved, and likely future uses of the surrounding area by:
  - enabling future development that provides an appropriate relationship with existing and future residential uses in the surrounding R3 zone, with heights and density transitioned downwards towards the boundaries of the site; and
  - capitalising on the opportunity provided by the size and scale of the site and its strategic positioning, to deliver an integrated health and aged care precinct, to service the existing and likely future residential development in the surrounding area.
- It will improve access to new high-quality open space and new pedestrian friendly connections that will strengthen the relationship between the site and surrounding area, including nearby educational and cultural facilities.
- It will enhance the appreciation of significant heritage features, including the Waverley War Memorial Hospital and Vickery Building, by opening up the site to the community and providing building envelopes separated by landscaped areas that improve viewing opportunities.

## 7.2 The Need for a Planning Proposal

### 7.2.1 Q1 – Is the Planning Proposal a result of any strategic study or report?

A detailed strategic study was conducted by Cox to inform the Uniting Waverley masterplan. This study considered the opportunities and constraints of the site, including existing on-site and off-site conditions. This study also considered a number of aged care requirements and development scenarios to understand the relationship between potential future built form and the impacts on heritage characteristics and amenity of surrounding properties.

The proposed outcome of the master plan is the evolution of this strategic study and is considered the most appropriate to facilitate a revised built form which improves the allied health services available within Waverley and in close proximity to Bondi Junction, while being sympathetic to the site's existing heritage.

### 7.2.2 Q2 – Is the Planning Proposal the best means of achieving the intended outcome?

In preparing this planning proposal, four options were considered to improve facilities for the existing residential aged care facilities and hospital on the site. These are the four options listed below:

- Option 1: Do Nothing.
- Option 2: Varying height limits.
- Option 3: Multiple land use zones.
- Option 4: Schedule 1 Amendment.

#### Option 1: Do Nothing

Under a 'do nothing' scenario, Uniting would continue to operate the site. Whilst the current facility provides quality care, buildings will not be able to meet community expectations into the future for contemporary care accommodation and built environments. Doing nothing does not enable Uniting to implement the most contemporary care and accommodation options achievable for the site. Further, the opportunity to recognise the heritage characteristics of the site and create community links through the site would not be realised.

This option is not reflective of Uniting's philosophy or their vision for the site into the future.

#### Option 2: Varying Height Limits

This Planning Proposal seeks to apply heights of 15, 17, 21 and 28 metres across the site. An alternative option considered was to apply a greater range of height limits over the site from 12.5 to 28 metres. It was deemed that the location of buildings with the greatest height were suitable given their deliberate positioning on the site, not adjoining any street frontages and locked around other buildings

#### Option 3: Multiple Land Use Zones

Multiple land use zones were not initially proposed as they were considered to delineate areas of permissible and non-permissible land uses. It is considered more restrictive and results in a 'piecemeal' zoning option for the site. Further, its reduces the ability to relocate services across the site. Notwithstanding, the retention of multiple zones across the site is now proposed, in light of the recommendation and preferred option of Council staff.

#### Option 4: Schedule 1 Amendment

A Schedule 1 Amendment is sought under this planning proposal. This option is deemed to be the most appropriate for the site given it seeks to operate a variety ancillary uses, not permissible within existing zoning on the site.

The uses are proposed to be secondary to support the key health service facilities and residential aged care uses proposed as part of the planning proposal and to provide opportunities for ancillary retail and business uses for existing buildings on site.

A variety of land uses proposed are commensurate of the scale of the site and its objectives to strengthen itself as an integrated health and aged care precinct. The amendment seeks additional land uses which are capable of



supporting the above-mentioned objectives on a long-term basis, ensuring no future amendments to the WLEP 2012 would be required.

### 7.3 Consistency with the Strategic Planning Framework

#### 7.3.1 Q3 – Is the Planning Proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?

Yes.

#### A Plan for Growing Sydney

A Plan for Growing Sydney (the 'metropolitan plan') is the current strategic plan for the Sydney metropolitan area and has been the guiding document for development and growth since its publication in 2014.

The metropolitan plan places a strong emphasis on fostering a competitive economy, accelerating housing supply and achieving efficient use of existing urban areas that are located close to infrastructure and services, as well as fostering healthy built environments and a sustainable and resilient natural environment. The planning proposal is broadly consistent with all goals identified in the metropolitan plan and the way that it contributes to specific directions in the plan is outlined in **Table 4** below.

**Table 4 - Planning proposal's consistency with directions of A Plan for Growing Sydney**

Direction	Consistency
1.7 Grow strategic centres – providing more jobs closer to home	This direction focuses on the productivity benefits of strategic centres, where businesses and services are clustered together and can provide employment for those who live locally. Bondi Junction is identified as one strategic centre where agglomeration is to be encouraged. It is considered that the planning proposal will contribute to the achievement of this direction by providing an agglomeration of health service facilities in addition to the existing health service facilities on the site and other commercial uses in the Bondi Junction centre. The provision of increased health services facilities will provide more employment opportunities for allied health workers and contribute to the ongoing viability of Bondi Junction as a strategic centre.
1.10 Plan for education and health services to meet Sydney's growing needs	Expanding health services to meet the needs of expected population growth is identified as essential to maintaining Sydney's competitiveness and standard of living into the future. Planning for expansion of health facilities includes both hospitals and community health facilities and is underpinned by an understanding of how lifestyles, the built environment and socio-economic factors will influence future health needs. The planning proposal is considered to directly contribute to this direction as it seeks to provide additional health facilities, both in terms of services and accommodation. Further to this, the planning proposal deliberately incorporates design principles that seek to influence lifestyles and the built environment to improve health outcomes.
2.3 Improve housing choice to suit different needs and lifestyles	This direction focuses on the need to adapt the city's housing stock as the population changes, with a particular focus on the ageing population. It is noted that people prefer to remain in their communities as they age and that 'universal housing' that allows people to stay in their home as they age is becoming increasingly commonplace. This planning proposal is consistent with this direction as it seeks to provide additional residential housing stock designed specifically for the elderly who either seek to remain in their home as they age or require care. The proposal is also capable of increasing affordable housing stock.
3.3 Create healthy built environments	This direction acknowledges the important role that the built environment plays in supporting physical activity, social interaction and equitable access to health food as well facilitating social cohesion and community connectivity. This direction seeks to implement healthy built environment principles to achieve these benefits. The planning proposal is underpinned by a commitment to implementing healthy built environment principles to encourage an active lifestyle for residents as well as to foster social connectivity with the wider community.
3.4 Promote Sydney's heritage, arts and culture	This direction identifies the important role that heritage buildings play in community life and providing a connection to the past and sense of identity. The planning proposal is consistent with this direction as it seeks to protect the heritage value of the Waverley War Memorial Hospital, Vickery Building and gardens as well as provide enhanced connections to these heritage items for the community. The indicative masterplan seeks to use deliberate design elements to reinstate the original character of the estate, increasing the site's overall sense of identity and connection to the past.

The rezoning of the subject site is important to promote the orderly and economic use and development of land, consistent with the objects of the EP&A Act and it is not considered that the proposal will prevent the achievement of goals outlined in the metropolitan plan.



## Central Subregion Priorities

In accordance with A Plan for Growing Sydney the Department of Planning and Environment has released priorities for the Central Subregion (which includes the Waverley LGA) prior to the release of the Central Subregional Plan. These priorities focus on:

- Fostering a competitive economy;
- Accelerating housing supply, choice and building great places to live; and
- Protecting the natural environment and promoting its sustainability and resilience.

As the planning proposal is consistent with *A Plan for Growing Sydney*, as demonstrated above, it is considered that the planning proposal will also contribute to the achievement of these priorities.

## Greater Sydney Region Plan

The site is located in the Waverley LGA, within the Eastern Harbour City. It co-locates a range of allied health services, residential accommodation, and ancillary services to make it easier for people to access a more holistic and integrated health and aged care system.

As such, this amended planning proposal is consistent with the following directions and objectives:

- Direction 1 - A City Supported by Infrastructure.
  - *Objective 2 – Infrastructure aligns with forecast growth – growth infrastructure compact; and*
  - *Objective 3 – infrastructure adapts to meet future needs.*
- Direction 3 – A City for People.
  - Objective 6 – Services and infrastructure meet communities' changing needs; and
  - Objective 7 – Communities are healthy, resilient and socially connected.
- Direction 4 – Housing the city.
  - *Objective 10 – Greater housing supply; and*
  - *Objective 11 – Housing is more diverse and affordable.*
- Direction 5 – A city of great places.
  - *Objective 13 – Environmental heritage is identified, conserved and enhanced.*
- Direction 7 – Jobs and skills for the city.
  - *Objective 22 – Investment and business activity in centres.*
- Direction 8 – A city in its landscape.
  - *Objective 31 – Public open space is accessible, protected and enhanced.*

## Eastern City District Plan

The amended planning proposal will give effect to the following directions and priorities within the Eastern City District Plan.

- It will provide infrastructure to support the Eastern City (Direction 1) by:
  - Providing infrastructure which aligns with the forecast need for local age care facilities and housing diversity (Planning Priority E1).
- It will help celebrate diversity and put people at the heart of planning (Direction 3) by:
  - Contributing to the provision of services and infrastructure by providing a range of seniors housing and aged care to support the expected increase (from 13 to 18 percent) of the population aged over 65 (Planning Priority E3).
  - Contributing to the provision of services and infrastructure by integrating and co-locating health services, making it easier for people to access a more comprehensive health system (Planning Priority E6).

- Recognising the need for significant open space and public domain areas, and uses which encourage community engagement, contributing to a more healthy, resilient and more socially connected Eastern City (Planning Priority E4).
- It will help give people housing choices (Direction 4) by:
  - Providing housing to support the 5-year (46,550) and 20-year (157,500) housing targets for the Eastern City (Planning Priority E5); and
  - Supporting the diversity of greater housing in the form of residential aged care accommodation, independent living units, including seniors and affordable housing (Planning Priority E5).
- It will support places designed for people (Direction 5) by:
  - Deliberately retaining open spaces and proposing uses which bring people together into the site (Planning Priority E6); and
  - Respecting and preserving the existing heritage on the site (Planning Priority E6).
- It will support conditions for a stronger economy (Direction 7) by:
  - Supporting investment and business activity close to and around Bondi Junction (Planning Priority E11).
- Valuing green spaces and landscape (Direction 8) by retaining landscaping and green spaces across the site (Planning Priority E18).

The site is strategically located near Bondi Junction, classified as a 'Strategic Centre' under the Eastern City District Plan. Bondi Junction provides a high concentration of retail, transport and health services adjacent to employment lands and is expected to increase its role as a key employment destination with an additional 3,200-6,700 workers on the next 20 years. The plan specifies the following key actions for Bondi Junction:

- protect capacity for job targets and a diverse mix of uses to strengthen and reinforce the economic role of the centre.
- consider potential options for future public transport connections to the south east of the District to accommodate forecast population and employment growth, and better connect the District.
- expand the centre's function and type of land uses, and knowledge-intensive jobs.
- improve access from the centre of Bondi Junction to nearby open space and recreation facilities such as Queens Park, Centennial Park, Moore Park and Bondi Beach.
- recognise the centre's health attributes to support the Randwick health and education precinct and mechanisms for increasing floor space for health uses, including a health-focused business incubator.
- investigate opportunities to improve and diversify night-time economy offerings.
- promote place making initiatives to improve the quality of public spaces.

The planning proposal will adhere to the strategic outcomes associated with Bondi Junction by contributing to the connection of health services to the District Centre. It will contribute to the use of primary medical uses and ancillary and complementary health uses, aged care residential accommodation with increased access and enhanced amenity in the form of heritage conservation and landscaping. This range of uses, provides a supportive health centre which complements the existing health precincts of the Sydney and South Eastern Health Districts, therefore achieving one of the plans liveability priorities.

### **7.3.2 Q4 – Is the planning proposal consistent with a Council's local strategy or other local strategic plan?**

#### **The Waverley Economic Development Strategy 2015**

The Waverley Economic Development Strategy 2015 provides strategic direction to guide local economic development and ensure economic priorities throughout the local government area are achieved. The plan details four key priorities to support long-term economic development and nine methods to achieve these priorities. These priorities include:

- Renew – facilitated through destination marketing, place management and destination development;

- Innovate – facilitated through improving diversity and competitiveness;
- Collaborate – facilitated through government and industry partnerships; and
- Enable – facilitated through reducing barriers and improving business support.

The planning proposal promotes a campus style arrangement spaced by strong pedestrian links and a potential built form commensurate of existing heritage elements. This deliberate design, along with the variety of ancillary, commercial and community land uses proposed, will renew the site as a vibrant economic and social destination. The planning proposal will enable innovative growth through the increase of local jobs within Waverley and the improvement of co-working opportunities via the clustering of services. The indicative masterplan provides one potential framework for this growth, ensuring growth continues to adhere to the local and strategic direction of the area.

The site is strategically positioned in close proximity to Bondi Junction in which has been classified by the State Government as a strategic commercial centre linked to 'Sydney's Global Economic Corridor'. This corridor, which consists of service based jobs operating in health, finance, insurance, tourism and education is expected to promote growth within Bondi Junction in furthering its role as Waverley's strategic centre. The planning proposal will facilitate the renewal of:

- Waverley employment – employment is concentrated in three key destination, one of which being Bondi Junction.
- Five industries account for 50% of jobs, one of which being healthcare. Overall, Waverley holds a higher concentration of health care and social assistance jobs than greater Sydney.

The planning proposal will provide a concentration of health and allied services in close proximity to Bondi Junction, therefore contributing to serviced based employment growth adjacent a strategic commercial centre identified within 'Sydney's Economic Corridor'.

### 7.3.3 Q5 – Is the planning proposal consistent with applicable State Environmental Planning Policies?

Yes.

An assessment of the planning proposal against relevant State Environmental Planning Policies (SEPPs) is set out in **Table 5** below.

**Table 5 - Consistency with State Environmental Planning Policies**

SEPP	Consistency			Comment
	Yes	No	N/A	
SEPP No. 1 Development Standards			✓	SEPP 1 does not apply to Waverley Council
SEPP (State and Regional Development) 2011			✓	Not relevant to proposed LEP amendment
SEPP (Affordable Rental Housing)			✓	Not relevant to proposed LEP amendment
SEPP (Exempt and Complying Development Codes)			✓	Not relevant to proposed LEP amendment. May apply to future development on the site.
SEPP No. 64 Advertising and Signage			✓	Not relevant to proposed LEP amendment.
SEPP No. 65 Design Quality of Residential Apartment Development	✓			Nothing within this amendment will prevent a future development application's ability to comply with SEPP 65.
SEPP No. 55 Remediation of Land	✓			The LEP amendment will facilitate development that includes site remediation. Future development application will consider the relevant provisions of SEPP 55
SREP (Sydney Harbour Catchment) 2005	✓			The site falls within the Sydney Harbour Catchment. This Planning Proposal is not inconsistent with the planning principles of the Sydney Harbour Catchment.

SEPP	Consistency			Comment
				These principles will be considered in further detail at the DA stage, where relevant.

### 7.3.4 Q6 – Is the Planning Proposal consistent with applicable Ministerial Directions (s. 9.1 directions)?

Yes.

An assessment of the planning proposal against applicable Section 9.1 Directions is set out in **Table 6** below.

**Table 6 - Consistency with Section 9.1 Directions**

Section 9.1 Direction	Consistency			Comment
	Yes	No	N/A	
1. Employment and Resources				
1.1 Business and Industrial Zones			✓	This direction applies to land within an existing or proposed business or industrial zone, and therefore does not apply to this Planning Proposal.
1.2 Rural Zones			✓	Not Applicable
1.3 Mining, Petroleum Production and Extractive Industries			✓	Not Applicable.
1.4 Oyster Aquaculture			✓	Not Applicable
1.5 Rural Lands			✓	Not Applicable
2 Environment and Heritage				
2.1 Environmental Protection Zones	✓			The site adjoins land zoned W2 Environmental Protection under the Sydney Harbour REP. Nothing within this proposal will have a negative impact on the protection of these lands.
2.2 Coastal Protection			✓	Not Applicable
2.3 Heritage Conservation	✓			Refer to <b>Appendix E</b> and <b>Appendix I</b> .
2.4 Recreational Vehicle Area			✓	Not Applicable
3. Housing, Infrastructure and Urban Development				
3.1 Residential Zones	✓			Part of the site is within a residential zone. The planning proposal is consistent with this Direction as: <ul style="list-style-type: none"><li>It will enable the use of the site as residential as to meet existing and future needs.</li><li>It will facilitate forms of residential development in an area of high demand and increase housing choice in the immediate area.</li><li>The site is well located to existing infrastructure.</li></ul>
3.2 Caravan Parks and Manufactured Home Estates			✓	Not Applicable
3.3 Home Occupations			✓	Not Applicable
3.4 Integrating Land Use and Transport	✓			This Direction applies due to this planning proposal relating to a residential zone. The Direction states that a planning proposal must be consistent with the aims, objectives and principles of: <i>A) Improving Transport Choice – Guidelines for planning and development (DUAP 2001), and</i> <i>B) The Right Place for Business and Services – Planning Policy (DUAP 2001).</i>  The planning proposal is broadly consistent with the aims, objectives and principles of the above documents in that it will provide residential accommodation in an area well serviced by public transport. The area has a significant number of local jobs as well as being closely connected to the strategic centre of Bondi Junction.
3.5 Development Near Licensed Aerodromes			✓	Not Applicable
3.6 Shooting Ranges			✓	Not Applicable
4. Hazard and Risk				

Section 9.1 Direction	Consistency			Comment
4.1 Acid Sulphate Soil	✓			Waverley LEP contains acid sulphate soils provisions and this proposal does not seek to amend them. Acid sulphate soils investigations and analysis will accordingly be undertaken as part of any future development of the land in accordance with the requirements of the Waverley LEP.
4.2 Mine Subsidence and Unstable Land			✓	Not Applicable
4.3 Flood Prone Land			✓	Not Applicable
4.4 Planning for Bushfire Protection			✓	Not Applicable
<b>5. Regional Planning</b>			✓	
<b>6. Local Plan Making</b>				
6.1 Approval and Referral Requirements	✓			This planning proposal is consistent with this Direction in that it does not introduce any provisions that require any additional concurrence, consultation or referral.
6.2 Reserving Land for Public Purposes	✓			This planning proposal is consistent with this Direction in that it does not create, alter or reduce existing zonings or reservations of land for public purposes.
6.3 Site Specific Provision	✓			The LEP amendment is supported by an indicative masterplan which can provide a long-term framework to guide the future development of the site.
<b>7. Metropolitan Planning</b>				
7.1 Implementation of A Plan for Growing Sydney	✓			The planning proposal is consistent with the Metropolitan Plan, as discussed above.

## 7.4 Environmental, Social and Economic Impacts

### 7.4.1 Q7 – 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?

The planning proposal will not affect critical habit, endangered species, populations or ecological communities within and surrounding Waverley. The indicative masterplan seeks to reinforce the buildings and existing landscape and provide improved open space for the community.

### 7.4.2 Q8 – Are there any other likely environmental effects as a result of the Planning Proposal and how are they proposed to be managed?

#### Heritage

A Heritage Impact Assessment Report has been prepared by Hector Abrahams Architects and is located at **Appendix I**. The assessment report details the current heritage items located on site and makes an evaluation of their state and local significance. Through a site investigation and heritage analysis, the report has informed the planning principles which underpin the master plan.

All heritage items, with the exception of landscaping, located on site are not listed on the State Heritage Register nor are they located within a heritage conservation area. All heritage items, although located throughout the site, can be generally classified into three different groups:

- War Memorial Hospital – landscape;
- War Memorial Hospital, late Victoria Buildings and former stables; and
- Federation style detached residences.

Certain buildings and elements of the site are listed under the National Trust Register. Such elements include:

- Two sets of gates located on Birrell and Carrington Streets which form part of the War Memorial Hospital Group;
- The group of buildings which form the War Memorial Hospital Group located on the corner of Birrell and Carrington Street;



- Banksia and Wytchazel located on Birrell Street; and
- Edina and Stables on Birrell Street.

The heritage sites are commensurate of a planned estate and are therefore significant in providing a holistic heritage landscape, rather than an assortment of buildings. This principle is the primary finding of the Heritage Impact Report and forms the basis of the heritage viewpoints, conclusions and recommendations detailed by Hector Abrahams.

Subsequently, elements of the indicative masterplan which either enhance the heritage significance or negatively impact the heritage significance of the site as assessed by Hector Abrahams, are detailed below:

Aspects of the masterplan which enhance the site's heritage significance:

- Retention of all fabric, spaces and uses ranked Exceptional and High in the Conservation Management Plan (CMP);
- The new Bronte Road entry, axial path landscaping, framing and terminating on the central space of the estate, and its focus on the Vickery Building; and
- Construction of landscaped trees, path system.

Aspects of the indicative masterplan which may negatively impact on the site's heritage significance:

- Construction of large new forms in lower part of the estate, and to the west and south of Ellerslie;
- Removal of two Moreton Bay Figs; and
- Street Trees to Birrell Street, Carrington Street and Church Street.

Notwithstanding, the indicative masterplan provides a design which both corresponds and respects the sites heritage, and does not impose significant adverse heritage impacts. Combined with the CMP, the proposal has important positive impacts on the significance of this site.

## Traffic

A Traffic Impact Assessment (TIA) has been prepared by Traffix and is located within **Appendix G**. The report details the potential traffic and parking implications associated with the planning proposal.

The site is not subject to any current traffic and parking constraints and is bounded by a road network capable of moving and distributing local traffic to the wider road network.

Parking requirements for the proposed development have been assessed against Waverley Council's DCP 2015, State Environment Planning Policy (Housing for Seniors or People with a Disability) 2004 and State Environmental Planning Policy 65 (Design Quality of Residential Apartment Development). Overall, a minimum of 89 car parking spaces are required to achieve the parking requirements for the site. The concept proposal provides a total of 363 car parking spaces thus determining parking required for the site can be provided. The provision of one car parking space for an ambulance is to be provided within the design.

In terms of generated traffic, the concept proposal following full redevelopment, is expected to generate a net addition of 157 vehicles per hour during the AM peak period and 134 vehicles per hour during the PM peak period.

Overall, the planning proposal is conducive to the parking requirements of the site and is not proposed to generate substantial adverse parking or traffic impacts on the surrounding locality. The conclusions made by the TIA are supported by the following points:

- The site provides no obvious traffic or parking constraints which would inhibit compliance with all relevant Council and SEPP parking controls;
- The site is well situated in regard to public transport and arterial and sub-arterial roads which facilitates strong accessibility with the wider Sydney; and
- Aged care facilities remain low traffic generators during commuter and peak periods.

## Contamination

A Phase 1 Environmental Site Assessment has been completed by JBS Environmental (**Appendix J**) to review and update a previous Due Diligence / Phase 1 Environmental Site assessment prepared by JBS for the site.

The original Due Diligence Assessment considered the following relevant thresholds:

- Residential with restricted soil access (also referred to as HIL-D) which is typically used for apartment blocks where the residents have no access to soil;
- Open space (referred to as HIL-E) used to assess parks and areas where people go only occasionally but still have access to the soil; and
- Commercial (referred to as HIL-F) used to assess facilities where people will spend limited time (such as work hours) and therefore have limited exposure to contaminants.

Potential sources of contamination were identified as:

- Fill material observed across the site;
- Buildings and former buildings in the northern and western portion of the site;
- Paint and petrol storage shed in the eastern portion of the site;
- Grease trap in the south eastern portion of the site;
- Former incinerator in the north western portion of the site; and
- Garden shed and garden material storage area.

This assessment identified that some sample locations revealed lead, PAHs and benzo(a)pyrene risks. Elevated concentrations of lead and PAHs appear to be associated with ash and slag in fill material, and were identified across the majority of the site. The assessment noted that the variability of lead and PAHs was high. The potential for contamination to migrate via surface water runoff and ground water was deemed to be low.

The assessment concluded that where soil impact poses a risk, it must be remediated or managed. In this case remediation would predominantly involve removal and offsite disposal of contaminated soil and replacement by clean material. The volume of impacted soil at the site and disposal costs is likely to make this option not viable. Management involves limiting people's exposure to the soil. It can include placing a barrier such as capping material in grassed areas or pavement. A legally enforceable Environmental Management Plan (EMP) must be implemented at the site to document maintenance of the barrier and procedures to be followed if the barrier is broken. A notation is placed on the land title.

It is therefore considered that the site can be made suitable for the proposed uses under the master plan. Future development of the site, consistent with the planning proposal, will be required to be assessed against the provisions of SEPP 55 and where relevant, Stage 2 Detailed Investigations will be undertaken.

## Arboriculture

An Arborist Assessment Report has been completed by Taylor Brammer Landscape Architects and is attached at **Appendix K**. The report provides an assessment of contents produced under the original Arborist Report prepared for the site by Hugh Taylor and Julia Sullivan and dated 22 November 2005. Although the site has experienced some minor changes in relation to tree removal and deterioration, the report concludes that the findings within the original Arborist Report remain relevant to the current arboricultural conditions associated with the site.

More specifically, the removal of trees since 2005 are consistent with the recommendations under the original Arborist Report. These trees were in a phase of deterioration since their planting in the 1970s. No trees which contribute to the heritage values associated with the site are proposed to be removed with the exception of a Cottonwood Tree, labelled as tree number T132 under the Key Tree Layout Plan provided in **Appendix K** and the Kurrajong Tree labelled T61. Both species are deemed to be in a state of decline and are thus recommended for removal prior to the site's redevelopment.

### 7.4.3 Q9 – Has the planning proposal adequately addressed and social and economic impacts?

#### Social Effects

The planning proposal will facilitate the redevelopment of the site, thus delivering a number of positive social outcomes including:

- A concentration of allied health and aged care land uses which facilitates ease of accessibility for residents and the community;
- Aged care and allied health services in a location which is expected to increase in residents 65 years and over;
- The provision of extensive open space and landscaping, open to public access, which facilitates community interaction with the site; and
- Development which maintains and celebrates the site's heritage significance.

#### Ageing in Place

Waverley will continue to experience population growth for residents 65 and over. This will continue to put pressure on aged care services. This planning proposal will facilitate the staged redevelopment of Uniting Waverley to provide additional aged care services within the Waverley LGA. The first stage of the proposed redevelopment is expected to be a residential aged care building providing approximately 114 places. The uses proposed will strengthen the diversity and continuum of care available to existing residents, and ensure they remain in their accommodation of choice for as long as possible.

Further, planning proposal will enable a greater mix of land uses to be provided on site to better service the resident and visitor population. The provision of ancillary uses will enable residents to access services without the need to travel off site, increasing the quality of life for the people living on site. The provision of health-related services such as medical consulting rooms, x-ray services and pharmacies will increase the facilities accessible to residents.

#### Integration with the Local Community

This planning proposal will facilitate the staged redevelopment of Uniting Waverley which will enable the site to be better integrated with the local community. The indicative masterplan preserves the significant open space within the site and provides new, pedestrian friendly connections to enable the surrounding community to enter the site and access the gardens.

Uniting is currently investigating opportunities to conduct heritage site tours which will be open to the public to encourage an understanding of the site's history. This also unlocks opportunities for shared resources and interaction between Uniting's facility and surrounding schools.

#### Potential Impact on Existing Retail Centres

The proposed development will result in positive economic and social flow-on effects for the local area. The proposal includes a small amount of retail floor space to meet the immediate needs of future residents (cafes, hairdresser, etc) and is not of a scale to impact the existing retail centres of Bondi Junction and Charing Cross.

### 7.4.4 Q10 – Is there adequate public infrastructure for the planning proposal?

Yes. Refer to Civil Services and Stormwater Report at **Appendix H**.

### 7.4.5 Q11 – What are the views of State or Commonwealth public authorities consulted in accordance with the Gateway determination?

The views of State and Commonwealth public authorities will be known once consultation has occurred in accordance with the Gateway determination of the planning proposal.

## 8.0 Conclusion

This amended planning proposal report is submitted to the Department of Planning and Environment in support of a Pre-Gateway rezoning review for the planning proposal submitted to Waverley Council for the War Memorial Hospital at 125 Birrell Street, Waverley.

The planning proposal was originally submitted to Waverley Council on 4 July 2017. The planning proposal is yet to be endorsed by Council. Accordingly, the rezoning review is requested on the fact that Council has failed to indicate its support 90 days after the planning proposal was lodged.

This amended planning proposal report consolidates all the amendments that have been made to the original iteration of the planning proposal since lodgement with Council on 4 July 2017 and clearly articulates the amendments now proposed to the *Waverley Local Environmental Plan 2012* following ongoing assessment and consultation with Waverley Council staff.

This amended planning proposal has been prepared in accordance with the relevant provisions of *the Environmental Planning & Assessment Act 1979*, the regulations, applicable Local Planning Directions and the guidelines for the preparation of LEP amendments.

This planning proposal is justified for the following reasons:

- It is consistent with the objectives of the EP&A Act, in that it promotes the orderly and economic use and development of land;
- It is consistent with the strategic planning framework for the site;
- The indicative masterplan which the planning proposal can facilitate:
  - will achieve a high level of amenity in relation to the land uses proposed;
  - will ensure the structure and principles which underpin the built form are considerate of the site's key attributes, specifically related to existing heritage buildings and landscaping; and
  - will not contribute to any significant adverse environmental impacts.
- The proposal is consistent with the applicable SEPPs and Ministerial Directions.