



Economic Impact Statement

960A Bourke Street

Submitted to Housing Delivery Authority
on behalf of Mirvac Green Square Pty Ltd

Prepared by Colliers Urban Planning

12 December 2025 | 2240198



'Gura Bulga'

Liz Belanjee Cameron

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



'Dagura Buumarri'

Liz Belanjee Cameron

'Dagura Buumarri' – translates to Cold Brown Country. Representing Victoria.



'Gadalung Djarri'

Liz Belanjee Cameron

'Gadalung Djarri' – translates to Hot Red Country. Representing Queensland.

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

We pay our respects to their Elders past and present.

In supporting the Uluru Statement from the Heart, we walk with Aboriginal and Torres Strait Islander people in a movement of the Australian people for a better future.

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Executive Summary

Background

This Economic Statement (Report) has been prepared by Colliers on behalf of Mirvac Green Square Pty Ltd (Proponent) and is submitted to the Housing Delivery Authority (HDA) on behalf on the Proponent.

The proposed development within the Green Square Town Centre overall comprises two State Significant Developments (SSD) at 960A Bourke Street (SSD-83899206) as well as 6 Geddes Avenue and 411 Botany Road (SSD- 84322496) in the suburb of Zetland and within the Sydney Local Government Area (LGA). The proposed development is planned to comprise residential and retail uses, and will form Stages 3, 4 and 5 of the Green Square Town Centre.

Due to the nature of the staging and two SSD applications, this Report considers market dynamics of relevance to both applications (SSD-4322496 and SSD-83899206), however, reviews the subject site, proposed development and resulting economic benefits separately.

As such, the purpose of this Report is to consider the economic context for Stage 3 of the Green Square Town Centre, identified as 960A Bourke Street (the Subject Site) and SSD-83899206. The Report reviews the relative market drivers and likely economic impacts of the proposed development at the Subject Site.

A review of the Subject Site and its surrounding context demonstrates that the proposed uses are highly appropriate with regard to the existing and future context of Zetland. The proposal also aligns with strategic government objectives to accommodate an increase in diversified housing supply and population serving employment in suitable locations. The size of the Subject Site, and its location, represents a unique opportunity to achieve a number of strategic objectives whilst delivering a range of benefits to the local community within this part of Sydney.

The Proposed Development seeks to deliver a new mixed used development which integrates residential uses with an active ground floor plane including retail facilities. The State Significant Development was recommended to proceed by the HDA with concurrent rezoning. Detailed development consent is being sought for the construction of three (3) mixed use residential buildings comprising 511 dwellings (including affordable housing). Non-residential floorspace, including ground floor shopfronts of 1,884m² is also planned.

The Proposed Development would activate centrally located sites that are positioned close to transport, jobs and services. The Proposed Development will deliver much needed housing supply to the market at a time where addressing the housing affordability crisis through additional dwelling supply is a key objective across all levels of government, including across the Sydney LGA. The Proposed Development represents a significant opportunity to deliver a vibrant, connected and design-led development that will support diversified housing opportunities. The Proposed Development will leverage the high-amenity precinct including access to employment centres, education, health and retail uses in the vicinity as well as excellent transport connections.

Ultimately, large, underutilised sites in strategic areas (such as the Subject Site), are increasingly limited. These sites should be prioritised to deliver much needed housing supply through delivering high density mixed-use residential developments.

This Report considers the market need for the Proposed Development, reviewing the opportunity and suitability of the uses proposed.

The site location is outside the main commercial office centres of Sydney, a disadvantage for the site given a key motivator for modern office tenants is for seeking clustering benefits through co-location with other businesses. Accordingly, any commercial office use at the Subject Site will be considered more isolated compared to other key sites within larger established commercial office centres across Sydney. This is supported through a review of the commercial office market context which indicates:

- Across major markets in Sydney, there is around 1.49 million square metres of vacant commercial office floorspace. This includes 13.7% of vacant floorspace in Sydney CBD, well above the historic levels for major markets across Greater Sydney, which are typically around 6-7% on average over the last 20 years. The vacancy data demonstrates that the commercial office market in Sydney overall is underperforming, even within major markets.

- There is a significant amount of development activity underway or planned in markets such as the Sydney CBD which indicates over 463,140m² of additional floorspace (planned, approved, or under construction).
- The Subject Site is not suitable for commercial office floorspace of any significant scale, primarily due to the fact that commercial office uses would be limited to population serving functions rather than supporting a larger employment offer.
- The location of Green Square Town Centre, close to Sydney CBD and key fringe commercial markets at Redfern and South Eveleigh, means that the outlook for commercial office uses at the site is adversely impacted by the proximity of these centres. Most businesses seeking to establish within Sydney will consider Sydney CBD and these fringe markets, while businesses with linkages to the airport currently locate in Mascot or near Sydney Airport.
- With regard to the above, a significant provision of new commercial office floorspace at the Subject Site will be at a competitive disadvantage, attributed to the non-core commercial location and subdued market conditions across Sydney highlighted through low levels of demand, high vacancy rates and a large pipeline of commercial office supply.
- A review of implied demand and known supply in the Green Square market suggests a significant oversupply across the region to 2041.

A review of the market potential for residential uses at the Subject Site outlines a substantial market need, highlighted through the following:

- New South Wales has experienced consistent, ongoing undersupply of new dwellings, emphasising that the delivery of housing has been unable to keep up with demand. The Productivity Commission anticipate that this undersupply will increase to -100,000 dwellings by 2038.
- Undersupply of housing is increasing the cost of living for households and forcing some households to either downsize or locate further away from key centres in more affordable locations, with impacts on access to their place of work, retail, community, social facilities and transport infrastructure.
- The delivery of new housing supply is recognised as an important objective in addressing the housing crisis at all levels of government, and the Proposed Development presents a significant opportunity to deliver new housing supply in a well located precinct within a timely manner. Importantly, the project has the potential to contribute to the 5-year housing target in Sydney LGA of +18,900 new completed dwellings by 2029, in-line with the timeframe outlined by the Federal Government National Housing Accord.
- A review of the resident demographic profile for Sydney LGA indicates a community who would align strongly with the planned residential component as part of the Proposed Development, including access to well-located apartments in vibrant precincts.
- A review of residential demand and supply conditions shows there is a strong market need for additional housing within this part of Sydney, with the known pipeline of residential developments only able to satisfy just over half 60.5% of implied dwelling demand required over the period to 2041. This is the equivalent to the future supply pipeline only satisfying up to 10 years of implied dwelling demand. As such the need to identify and secure additional residential development opportunities in order to support existing and future residents is evident.
- The Proposed Development will align with the need for additional residential dwellings in a well-located and high amenity locations which will support housing supply and population growth in Sydney LGA over the long term.

In an environment where the commercial office market is highly challenged, and where existing and future commercial office space is already identified in more suitable locations, the proposal represents a logical mix of uses that will better align with market need and deliver an improved economic and community outcome for the area. Key points to note regarding the market context and suitability of the uses proposed at the Subject Site include:

- The delivery of new housing supply is recognised as being critical to address the housing affordability crisis by all levels of government. The Proposed Development, comprising at least 511 residential dwellings, represents a significant opportunity to deliver new housing supply that will align with the National Housing Accord target set for Sydney LGA of +18,900 new completed dwellings by 2029. Importantly, this area of Sydney will support an increase in residential supply, particularly noting the low vacancy rates, strong population growth objectives and housing affordability constraints.
- A provision of shopfront floorspace is also planned at the Subject Site which would be ancillary in nature to the residential uses, yet would activate the ground floor plane and supporting the overall vibrancy and amenity across Green Square Town Centre and the Subject Site.

A review of the market potential for retail uses at the Subject Site outlines the following:

- The entire Green Square Town Centre currently provides around 5,500m² of retail floorspace and almost 10,000m² of retail and non-retail shopfronts. An inspection in November 2025 outlined that of the 61 shopfronts, around 16 were currently vacant, representing around 26% of the total and highlighting the challenging nature for existing retail facilities.
- Importantly, a review of the Mirvac controlled retail components within the Green Square Town Centre, which total around 15 shopfronts (including Woolworths and BWS), indicates that there is only one (1) current vacancy, equating to a rate of around 2.2%. This demonstrates Mirvac's active management and leasing focus in-line with objectives to provide a vibrant and connected Green Square Town Centre that serves the day to day needs of the local community.
- A review of retail floorspace demand overall indicates the need for around 14,000m² of additional retail floorspace to serve the retail needs of the local area over the period to 2041. A review of known future supply indicates that there is almost 30,000m² in the pipeline, suggesting an oversupply of over 15,500m² by 2041. This includes new projects providing additional facilities across key retail categories including full-line supermarkets.
- Despite the limited market demand, the remaining stages of development within the Green Square Town Centre (Stages 3, 4 and 5) seeks to provide around 4,850m² of future shopfront floorspace to ensure an active and vibrant ground floor plane (including 1,884m² as part of the Proposed Development). This provision will align with objectives for the Green Square Town Centre to serve the needs of the community as well delivering an active destination at what is designated at the strategic centre for this part of Sydney. These objectives are outlined by the City of Sydney as well as through retail studies such as the Green Square & Southern Areas Retail Review (August 2022).
- At the time of preparation in August 2022, the Green Square & Southern Areas Retail Review estimated an undersupply of retail floorspace of 2,279m² within Green Square by 2041. As such, the combined future stages of Green Square Town Centre (including Stages 3, 4 and 5), providing 4,850m², would far exceed this previous estimate of retail undersupply.
- The City of Sydney also supported an 'Expanded Retail Area' to allow for additional supply of retail uses in the future that complement and enhance the retail offer within the Green Square Town Centre precinct. Planning controls outline a desired function for the area as follows: *A full range of retail uses is encouraged in the expanded retail area including full-line supermarkets, department stores, discount supermarkets, cinemas, markets, specialty shops, fashion, comparison shopping, homewares and fresh food.*
- In this context, there is limited need for any further retail floorspace within Green Square Town Centre. Existing vacancies, combined with future significant projects, plus an additional 4,850m² of shopfront floorspace within future Green Square Town Centre stages itself, will all be able to absorb any existing or future demand in the area. Furthermore, the Extended Retail Area allows for additional development to meet future market needs if required.
- The provision of floorspace planned as part of the Proposed Development reflects the potential for an active ground floor plane focused on retail and population serving facilities that will add to amenity and activation of the Town Centre.

Should a larger provision of non-residential floorspace be enforced, the impact would likely detract from the objectives and aspirations for Green Square Town Centre, including long-term underutilisation of key sites or buildings which will impact on the level of vibrancy, activation and amenity. This may take the form of long-term structural vacancy, or impact on development viability altogether, resulting in a continuation of vacant sites in the Town Centre.

On the other hand, should additional residential dwellings be provided as proposed, these uses will continue to ensure uses that are aligned with market requirements and community needs as well as supporting Government objectives from stimulating housing supply, through to supporting active and vibrant communities.

A review of the likely economic impacts associated with the Proposed Development known as Stage 3 of the Green Square Town Centre, at 960A Bourke Street and SSD-83899206, indicate that the proposal will not impact on the viability or ongoing operation of any existing or planned centre or project in the market. Rather, the Proposed Development will result in a substantial net economic and community benefit as summarised:

- **Generate significant economic activity during the construction phase.** Based on the construction costs of around \$340 million, the construction phase is expected to support total employment of up to 450 direct job-years, and a direct value add to the economy of \$74.0 million.
- **Support additional resident and worker population.** The provision of 511 dwellings could support approximately 1,022 residents upon completion.

- **Increase retail expenditure in the local area.** Assuming 1,022 residents are supported at the Subject Site, and annual per capital retail expenditure of \$20,000 in the Primary Study Area, once complete and fully occupied, the new resident population could generate retail expenditure of \$20.4 million per annum.
- **Support an increase in ongoing operational jobs at the Subject Site,** estimated at 60 direct FTE ongoing jobs in population serving industries. These jobs will support an estimated \$6.5 million in direct value added to the economy each year. When multipliers are considered, the Proposed Development will support total ongoing employment of 80 FTE jobs (direct and indirect), and a total value added to the economy of \$10.0 million per annum.
- **Contribute to the increased vibrancy and activation** within the Green Square Town Centre both during the day and night, as well as on weekends, through the resident and worker population present and active at the Subject Site.
- **Increase the supply of housing in the local area,** by providing improved housing choice and diversity in the community and supporting improved housing affordability overall through increased supply. The 511 dwellings will support around 2.7% of Sydney LGA's 2029 Housing Target set under the National Housing Accord.
- **Catalyst for additional investment** within Zetland and the broader local area through the continued development of Green Square Town Centre.
- **Improve housing affordability by increasing the availability of supply in the local market,** and by supporting the high share of households in rental and mortgage stress, particularly low and moderate income households through the provision of affordable housing dwellings as part of the Proposed Development.

1.0 Introduction

This Economic Impact Statement (Report) has been prepared by Colliers on behalf of Mirvac Green Square Pty Ltd (Proponent) and is submitted to the Housing Delivery Authority (HDA) on behalf on the Proponent.

The proposed development within the Green Square Town Centre overall comprises two State Significant Developments (SSD) at 960A Bourke Street (SSD-83899206) as well as 6 Geddes Avenue and 411 Botany Road (SSD- 84322496) in the suburb of Zetland and within the Sydney Local Government Area (LGA). The proposed development is planned to comprise residential and retail uses, and will form Stages 3, 4 and 5 of the Green Square Town Centre.

Due to the nature of the staging and two SSD applications, this Report considers market dynamics of relevance to both applications (SSD-4322496 and SSD-83899206), however, reviews the subject site, proposed development and resulting economic benefits separately.

As such, this Report considers the economic context for Stage 3 of the Green Square Town Centre, identified as 960A Bourke Street (the Subject Site) and SSD-83899206.

This Section of the Report provides information on the purpose of the report, Subject Site Context, Proposed Development, data sources as well as assumptions used in the Report. The Report adopts industry best practice including review of official and industry data sources as required.

1.1 Purpose of Report

This Economic Impact Statement is submitted to the Department of Planning, Housing and Infrastructure (DPHI) on behalf of the Applicant, Mirvac Green Square Pty Ltd (Mircvac) in support of the project comprising residential accommodation and retail uses at 960A Bourke Street, Zetland (Subject Site).

The purpose of this Report is to review the relative market drivers and likely economic impacts of the Proposed Development of the Subject Site. This includes consideration for commercial office, residential and retail uses.

1.2 Subject Site

The Subject Site address is 960A Bourke Street, Zetland, within the strategically planned Green Square Town Centre and broader Sydney Local Government Area (LGA). The Subject Site is close to Green Square Station.

The Subject Site is well positioned in a high profile and easily accessible location, ideal for residential and retail uses. These uses would benefit from easy access to existing public transport links, and proximity to many of Sydney's employment centres including Sydney CBD, North Sydney, Sydney Airport as well as a range of fringe centres including Redfern and South Eveleigh.

Figure 1 shows the Subject Site (960A Bourke Street as part of Stage 3) and the surrounding local context.

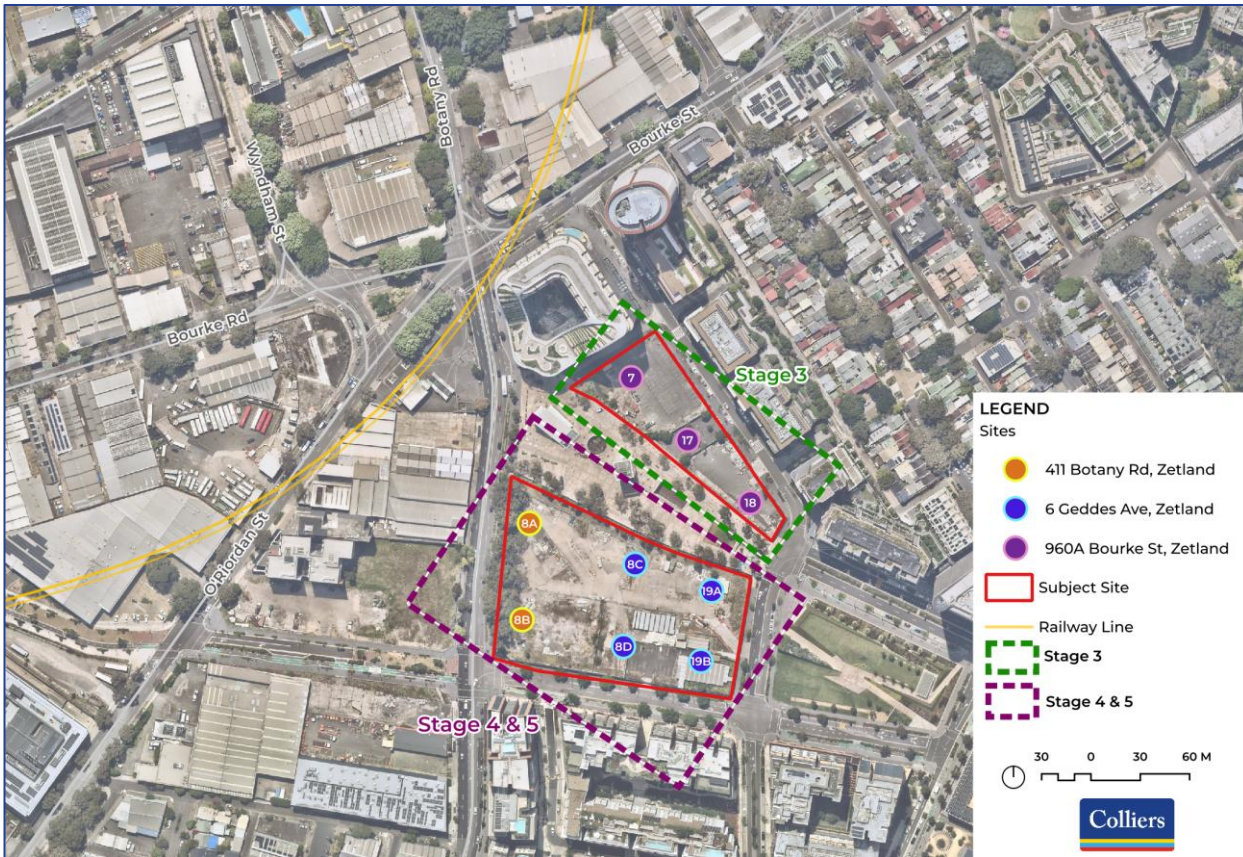


Figure 1 Aerial view of the Subject Site (960A Bourke Street)

Source: QGIS, Colliers

1.3 Study Area

A Study Area has been defined for the purposes of this assessment to include a **Primary Study Area** comprising Statistical Area 1 (SA1) boundaries that broadly aligns to the Green Square and City South Village (as defined by the City of Sydney). This boundary has been used to review the demographic profile and sector trends.

This area has evolved rapidly in recent years as it has gentrified, and is projected to continue to accommodate a large proportion of population growth in the City of Sydney in the coming years.

A **Secondary Study Area** is defined as the City of Sydney Local Government Area (LGA) boundary which has been used to review residential market trends.

Green Square Town Centre (GSTC), the designated strategic centre for the local area and directly adjacent to Green Square Railway Station. GSTC forms part of the Green Square and City South Village, and is a key consideration for retail facilities within this part of Sydney.

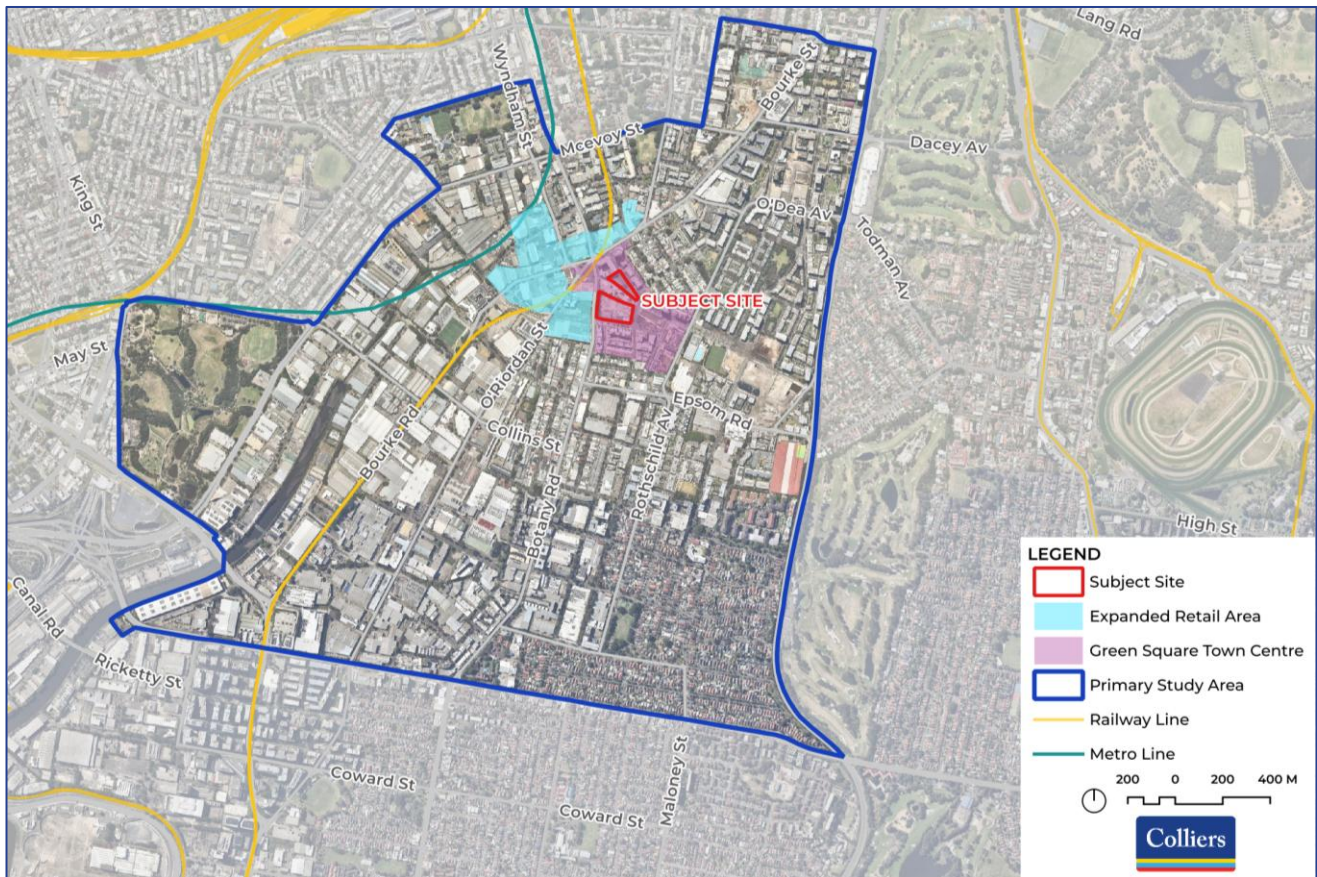


Figure 2 Study Area

1.4 Surrounding Context

The Subject Site is strategically positioned along Botany Road, a major arterial road corridor through the region. The Subject Site is located approximately 5km south of Sydney CBD and 5km north of Sydney Kingsford Smith Airport. Surrounding the site are a range of uses including extensive employment area (forming part of the defined Southern Employments Lands Area), a diverse retail offer as well as a range of high density residential housing.

In recent years, South Sydney (including Green Square Town Centre) has undergone significant uplift and renewal and is one of the largest renewal projects in Australia, encompassing the areas of Green Square, Zetland, Alexandria, Rosebery, and Waterloo. The area has transitioned from being a largely industrial employment area, to a precinct recording some of the highest residential dwelling densities in Sydney. The result has been a shift in the types of businesses and land uses required in the area, particularly a greater amount of population serving businesses such as retailers, food outlets, supermarkets and restaurants.

In this context, the Subject Site is one of the few remaining underdeveloped sites within Green Square Town Centre which demonstrates the strategic importance of the site.

1.5 Proposed Development

The Proposed Development seeks to deliver residential dwellings along with ground floor retail uses across Sites 7, 17 and 18 at the Subject Site, identified as shown in **Table 1**. The Proposed Development will include three residential Built to Rent (BTR) buildings totalling some 511 dwellings, with a provision of floorspace for retail and associated amenities.

Table 1 Proposed Development – Stage 3 (960A Bourke Street, Zetland)

Stage 3				
Category	BTR (Site 7)	BTR (Site 17)	BTR (Site 18)	Total
Residential				
Studio	52	55	40	147
1 Bedroom	79	55	43	177
2 Bedroom	54	63	37	154
3 Bedroom	23	4	6	33
Dwellings	208	177	126	511
Gross Floor Area (GFA)	16,428.6m²	12,331.1m²	8,456.4m²	37,216.1m²
Retail				
Gross Floor Area (GFA)	1,152.6m²	527.0m²	204.7m²	1,884.3m²
Amenities				
Communal Indoor Space		1,346m ²		1,346m²
External Communal Space		1,081m ²		1,081m²

Source: FK Australia, Plus Studio, Mirvac

1.6 Sources

The following sources have been referenced in this document:

- ABS Census of Population and Housing 2021
- ABS Census of Population and Housing 2016
- ABS, ERP 2024
- Transport for NSW Travel Zone Projections 2024
- Property Council of Australia Office Market Report – July 2025
- Cordell Connect
- Pricerfinder
- Forecast.ID
- Department of Planning, Housing and Infrastructure Population Projections 2022
- Department of Planning, Housing and Infrastructure Population Projections 2024
- Department of Planning, Housing and Infrastructure Employment lands Development Monitor 2024
- Commbank IQ via Gapmaps
- NSW Communities and Justice Housing Cost and Affordability Census
- FACS Rental Data June 2025 (DCJ Statistics)
- Green Square & Southern Areas Retail Review (August 2022)

1.7 Assumptions

The following assumptions have been used in this analysis:

- The key findings of the background studies and technical reports are accurate.
- Socio-economic data for each study area accurately reflects the community demographic profile.
- ABS estimated resident population figures provides an accurate estimate of historic population.

- Transport for NSW and Forecast.ID population projections provide an accurate outlook for future population growth for each of the study areas.
- Cordell Connect provides an accurate representation of the development pipeline.

2.0 Market Context – Commercial and Residential

This Section provides a review of the market context for commercial office and residential uses with are relevant to the Proposed Development.

2.1 Commercial Office Market

This sub-section provides an overview of the commercial office market and potential for commercial office uses at the Subject Site.

A high-level review of the broader Sydney commercial office market is presented to assess the overall competitive context for commercial office uses at the Subject Site. This will assist in understanding the relative impact of the project to accommodate residential uses.

The Sydney CBD forms the major commercial office destination in the metropolitan area, providing over 5.4 million square metres of commercial office floorspace and serves a critical role in Australia’s national economy. The role of the metropolitan office markets across Greater Sydney also serves an important local and regional function that complement the higher-order role of the Sydney CBD.

The provision of commercial office floorspace across major markets include:

- Sydney CBD – 5,367,514
- Macquarie Park – 945,349m²
- Parramatta – 940,758m²
- North Sydney – 912,690m²
- Crow’s Nest/St Leonards – 354,804m^{2f}
- Chatswood – 267,004m²

(Sourced from the PCA Office Market Report, July 2025)

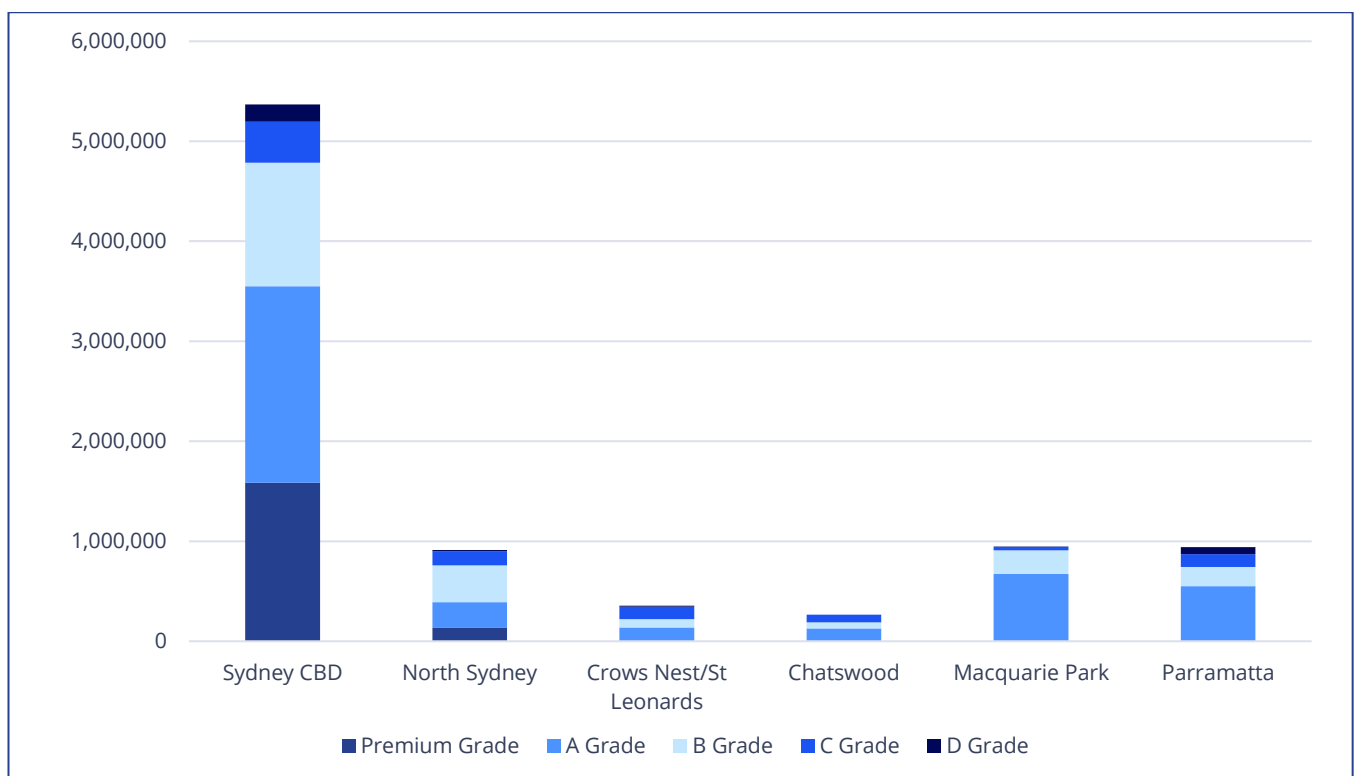


Figure 3 Commercial Office Floor Space – Sydney Markets, July 2025

Source: PCA Office Market Report, July 2025

The floorspace data above shows that Sydney CBD is the largest commercial office market, supporting around 5.4 million square metres of commercial office stock as of July 2025 (PCA). At this size, Sydney CBD is a significant anchor for office floorspace and a cluster of activity much greater than that of other metropolitan markets.

Of significance, outer commercial markets also show high rates of existing vacancy, often attributed to having to compete to attract tenants who may choose to locate in more desirable locations with improved access and able to attract a greater pool of talent such as the Sydney CBD or North Sydney.

Across metropolitan markets in Greater Sydney, there is around 1.49 million square metres of vacant commercial office floorspace, with all major office markets experiencing vacancy rates exceed 20%, with the exception of Sydney CBD which has a vacancy rate of 13.7% (see **Figure 4**).

Vacancy rates are well above the historic levels for major markets across Greater Sydney, which is typically closer to 6-7% on average over the 20 years to January 2020. The vacancy data demonstrates that the commercial office market in Greater Sydney overall is currently underperforming, particularly within other metropolitan centre markets. The performance compared to pre-COVID levels is also outlined to highlight the decline in commercial office conditions in recent years.

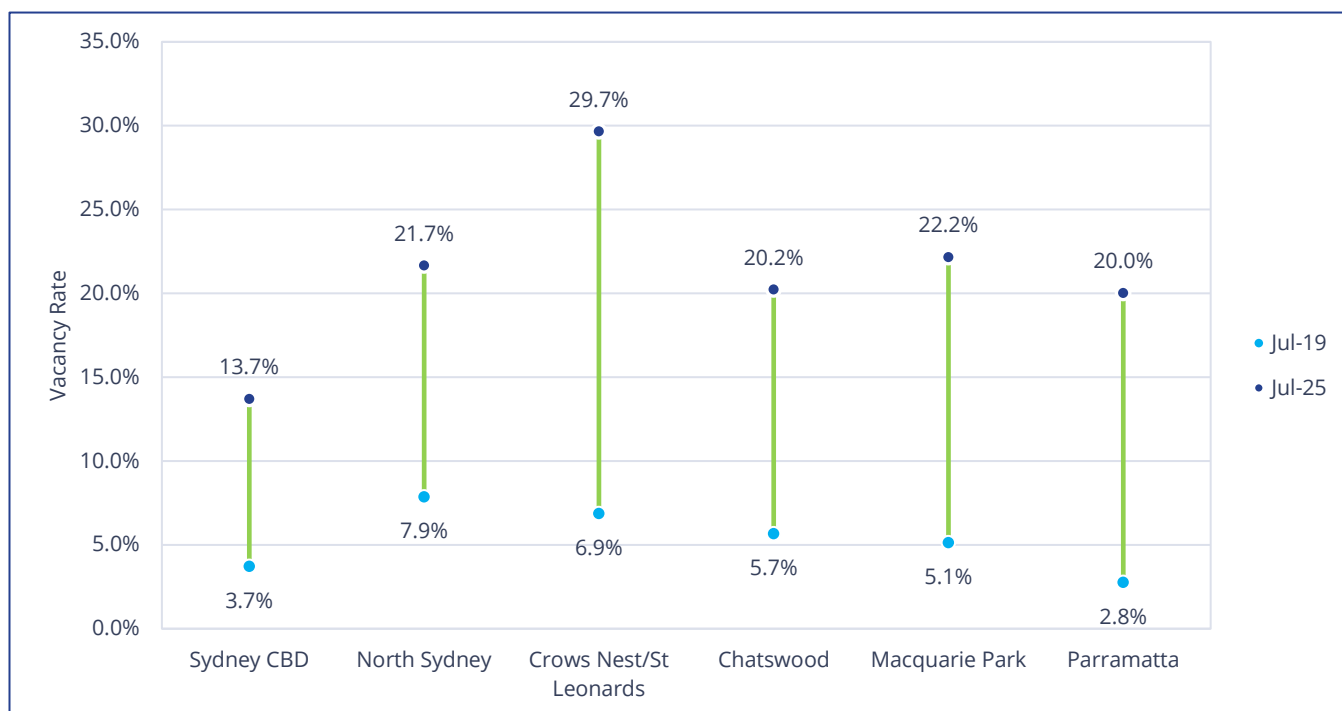


Figure 4 Total Vacancy (total vacancy %) – Major Sydney Markets

Source: PCA Office Market Report, July 2025

The amount of new supply planned in the metropolitan office markets has also been steadily increasing, further adding to high vacancy rates across the market. Currently, there is significant amount of development activity underway or planned in markets such as the Sydney CBD (463,140m²) North Sydney (126,450m²) and Parramatta (around 84,360m²), with the CBD also planned to accommodate significantly more. *This information is based on the July 2025 PCA Office Market Report (Sydney CBD) and publicly available information.*

In addition to these metropolitan markets, a range of office tenants also seek out spaces in city fringe locations such as Redfern, Pyrmont and Surry Hills. More recently, major development and investment in key areas such as South Eveleigh and Sydney Olympic Park have emphasised the appeal of these types of locations, particularly with companies focused around technology, innovation and creative industries.

As a result, there is over 8.79 million square metres of commercial office floorspace provided at key metropolitan centres throughout Sydney, including over **1.49 million square metres of vacant floorspace, and a further 758,109 square metres of additional future supply** that has also been identified (PCA July 2025). In each instance, these markets will remain more centrally located, in established and high amenity precincts, as compared to Green Square.

As such, the commercial office market overall is considered highly competitive for new developments, with challenging conditions likely to remain as a result of subdued market demand and the level of new development activity that will continue to occur in the metropolitan and city fringe markets.

The location of Green Square Town Centre, close to Sydney CBD and key fringe markets at Redfern and South Eveleigh, means that the outlook for commercial office outlook is adversely impacted by the 'gravity' of these centres. Most businesses seeking to establish within Sydney will likely consider Sydney CBD and the fringe markets, while businesses with linkages to the airport may locate in Mascot or near Sydney Airport.

In this context, the outlook for commercial office development within Green Square Town Centre remains highly competitive, with this unlikely to change in the foreseeable future given existing vacancy and planned supply at established centres.

2.1.1 Commercial Office Floorspace Need

A review of the level of projected growth of workers likely to be accommodated in commercial offices within the Primary Study Area indicates that between 2025 and 2041 commercial office workers are expected to increase by +2,150 workers.

Assuming the industry average of 16.2m² of commercial floorspace per capita (City of Sydney Employment and Floorspace Survey), there is implied floorspace demand for some 34,830m² of commercial office floorspace within the Primary Study Area by 2041 (see **Table 2**). Based on a review of the Cordell Connect database there are a number of commercial office developments planned within the Primary Study Area, with an estimated 70,000m² of new commercial office spaces to be delivered within the Primary Study Area. Taking the above estimated supply and implied demand figures into account, there is an anticipated oversupply of commercial office floorspace in the order of -35,170m².

This analysis provides an illustrative example of likely market outlook for commercial office development within the Primary Study Area applying industry averages and estimated floorspace for known commercial office developments. This example highlights that without securing prospective commercial office tenants pre-development, any provision of commercial office floorspace will likely be underutilised with high levels of vacancy. Commercial office operators will need to actively incentivise prospective tenants and commercial office workers to ensure viable levels of commercial office activity.

Overall, there is limited need for commercial office development within Green Square. Subdued market conditions with the commercial office market overall are likely to continue to remain in the short to medium term, and combined with an extensive supply pipeline - the opportunity for a commercial office component of scale at the Subject Site is limited.

Table 2 Supportable Commercial Office Floorspace by 2041, Primary Study Area

Metric	Primary Study Area
Commercial Office Workers	+2,150
Workspace Ratio	16.2m ² per commercial office worker
Implied Floorspace Demand	34,830m²
Future Supply	70,000m ²
Implied over/under supply	+35,170m² (Oversupply)
Market Outlook	Double the level of implied demand over the period to 2041

Source: Industry benchmarks and averages; Colliers

Notes: Figures rounded. Future supply for Primary Study Area from Cordell and Sydney LGA from PCA Sydney CBD known Future Supply as at July 2025.

Workspace ratio based on City of Sydney. There will be additional commercial projects across the LGA that have not been included in the above and could indicate sufficient pipeline

2.1.2 Commercial Office Market Opportunity

The commercial office market overall is considered highly competitive for new developments, with challenging market conditions likely to remain as a result of subdued demand and the high level of new development activity that is already planned or underway across major metropolitan and city fringe markets.

As such, any significant provision of new commercial office floorspace at the Subject Site will be at a competitive disadvantage, attributed to the non-core commercial location and subdued market conditions across Sydney which is demonstrated through low levels of demand (net absorption), high vacancy rates and a large pipeline of commercial office supply through the city.

Ultimately, the Subject Site is not suitable for commercial office floorspace at any significant scale beyond ancillary commercial office uses which would be primarily suited to population serving commercial office uses.

The Subject Site is a strategic and well-located site, and represents one of the few remaining undeveloped sites within Green Square Town Centre. The site should be developed in order to support the population serving role and function of the Green Square Town Centre, while also providing a location for residents to live who will have access to work across Sydney's key employment centres and precincts including Sydney CBD, and Sydney Airport.

Should the opportunity for the Subject Site be limited to commercial office development, it is likely that the site will remain underutilised and undeveloped, detracting from the vibrancy and amenity of the Green Square Town Centre.

2.2 Residential Market

This sub-section provides an overview of the residential market and potential for residential uses at the Subject Site.

2.2.1 Residential Market Commentary

New South Wales has experienced consistent, ongoing undersupply of new dwellings, emphasising that the delivery of housing has been unable to keep up with demand. The Productivity Commission anticipate that this undersupply will increase to -100,000 dwellings by 2038.

Undersupply of housing is increasing the cost of living for households and forcing some households to either downsize or locate further away from key centres in more affordable locations, with impacts on access to their place of work, retail, community, social facilities and transport infrastructure.

The delivery of new housing supply is recognised as an important objective in addressing the housing crisis at all levels of government, and the project has the potential to contribute to the 5-year housing target in the Sydney LGA of +18,900 new completed dwellings by 2029, in line with the timeframe outlined by the Federal Government National Housing Accord.

Across Greater Sydney, housing affordability and the delivery of housing supply remains a significant social, economic and political challenge. These housing market challenges are evident within Sydney LGA as well in the suburbs of Zetland, Waterloo, Rosebery, Beaconsfield and Alexandria which are experiencing house price growth, low vacancy, and decreasing affordability. Key findings include:

- Low residential vacancy rate between 1.4% and 2.3% across the Primary Study Area for all dwellings.
- Rental costs have increased substantially in recent years, with the median weekly rent for units ranging between \$849 and \$1,099 with weekly rent for houses ranging between \$1,129 to \$1,267 across the Primary Study Area. This highlights the growing rental market in Sydney underpinned by the region's proximity to jobs, amenities and transport. This growth has largely occurred in recent years, as shown below in Figure 5.

A review of residential market trends highlights the critical need for additional housing supply to address tight residential market conditions and housing affordability challenges. In addition, a greater proportion of additional dwellings should cater towards renters, which are comprising a greater share of housing tenure.

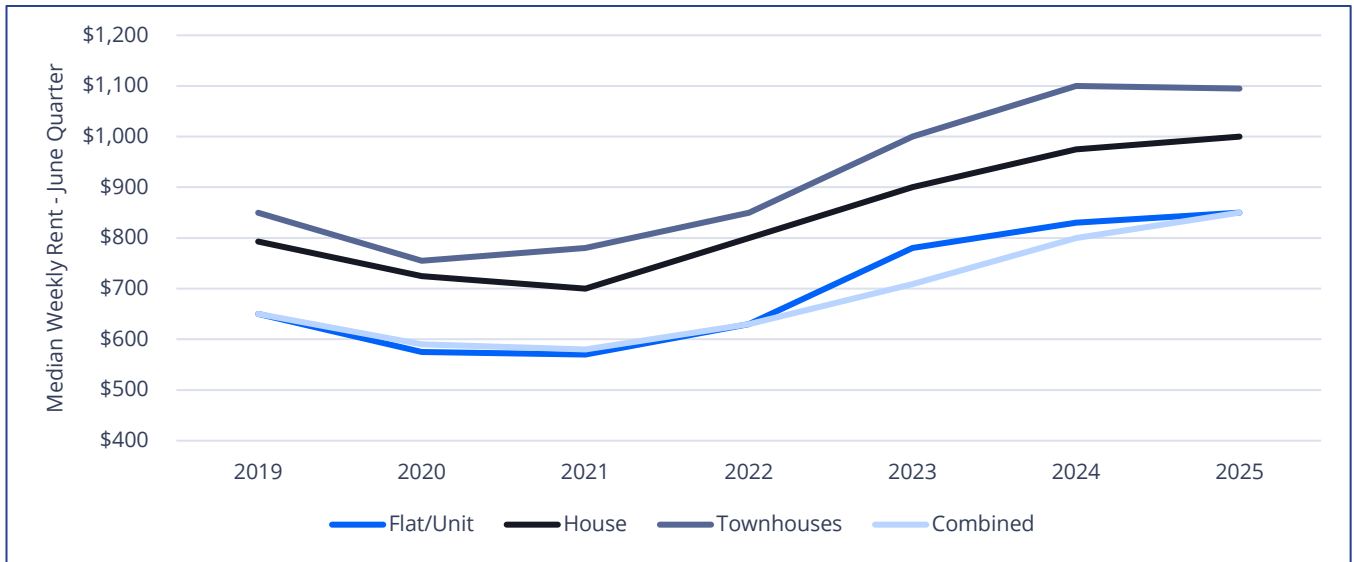


Figure 5 Rental Price Growth – Sydney LGA, 2019 to 2025 June Quarter

Source: FACS, Colliers

Table 3 Rental Data, 2025

Postcodes	Region	Current Vacancy Rate	Vacancies	Weekly House Rent	Weekly Unit Rent	Weekly Combined Rent
2015	Alexandria, Beaconsfield	1.4%	46	\$1,267	\$849	\$971
2018	Rosebery	2.3%	122	\$1,259	\$986	\$1,040
2017	Waterloo, Zetland	2.3%	292	\$1,129	\$1,099	\$1,102

Source: SQM Research October 2025, Colliers

- Dwelling prices have increased by over +60.3% for houses and 11.0% for units in the past 10 years in the Sydney LGA. As of September 2025, the median price for a house is \$2.33 million in Zetland and \$2.21 million across the combined suburbs. Unit prices have remained relatively stable in Zetland since 2015, and the median unit price is \$960,000 as of September 2025, however, the median price has been more volatile across the combined suburbs and is \$1.03 million as of September 2025 (see **Figure 6** and **Figure 7**).
- Price trends in Sydney show that units and apartments can offer a much more affordable housing option as compared to houses, particularly for families, downsizers, and students.

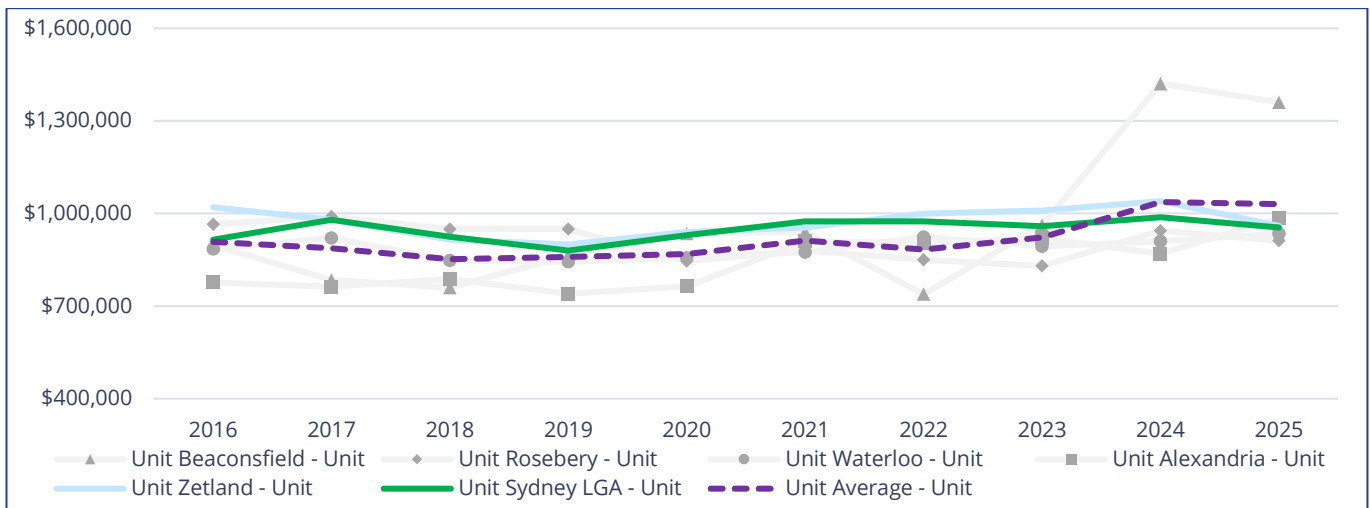


Figure 6 Median Sale Price for Units, 2016 to 2025

Source: Pricefinder October 2015 to September 2025, Colliers

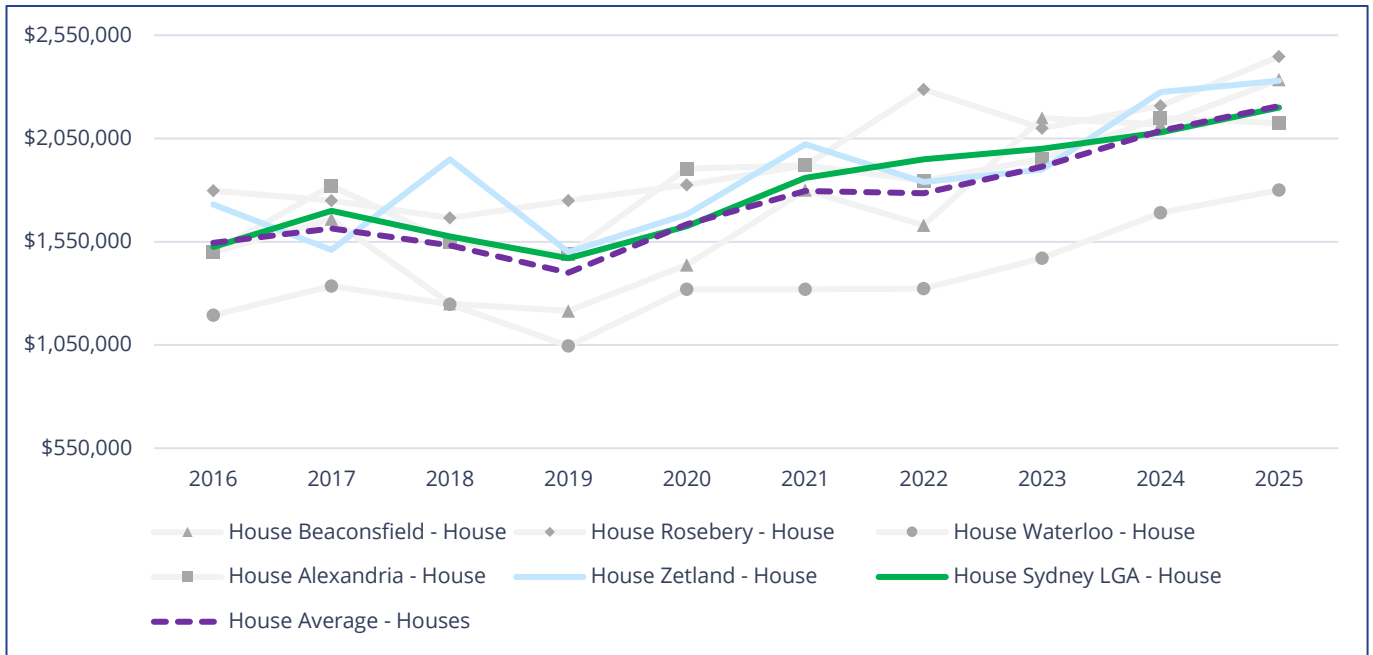


Figure 7 Median Sale Price for Houses, 2016 to 2025

Source: Pricerfinder October 2015 to September 2025, Colliers

Housing affordability is a significant challenge with Sydney LGA having higher rates of households in mortgage stress at 20.8% in 2021 Census, compared to 5.1% at the 2016 Census. Similarly rental stress in the LGA has also increased from 27.5% in 2016 Census to 33.0% in that 2021 Census.

Declining housing affordability is also evident across the suburbs when examining changes between the 2016 and 2021 Census results as shown below in Table 4. Notably, housing stress has increased at a much higher rate than rental stress between the 2016 and 2021 period. Particularly in Waterloo and Zetland where housing stress more than tripled during the time period.

- *Housing stress is defined as more than 30% of household income spent on mortgage repayments or rental payments.*
- In the current economic climate, rising inflation and interest rates have added further pressure on household finances. Reflecting the decline in economic conditions in the past 2-3 years, it is likely that figures summarised from the 2021 Census considerably understate the housing affordability challenge for households in the Sydney LGA.
- The ability to provide increased housing supply and additional dwellings, including affordable housing in proximity to amenities and transport, will help to provide more desirable and diverse housing options for the local community.

Table 4 Rental and mortgage stress, 2016 and 2021

Suburb	2016 Rental Stress	2021 Rental Stress	2016 Housing Stress	2021 Housing Stress
Alexandria	16.2%	25.2%	6.7%	16.2%
Beaconsfield	17.3%	24.1%	10.1%	15.4%
Rosebery	18.9%	31.7%	8.1%	22.9%
Waterloo	29.4%	29.6%	5.6%	21.5%
Zetland	31.8%	37.7%	9.8%	29.7%
Sydney LGA	27.5%	33.0%	5.1%	20.8%

Source: ABS Census

2.2.2 Demographic Profile

The below presents a high-level overview of the key demographic characteristics in the Primary Study Area and Sydney LGA and is based on the ABS Census of Population and Housing 2021 results. These characteristics are benchmarked against Greater Sydney, with key findings including:

- **A high median household income** in the Primary Study Area of \$120,440, higher than both the City of Sydney LGA (\$114,250) and Greater Sydney (\$108,750).
- **A low median age** of 31.2 years, younger than both the City of Sydney LGA (33.3 years) and Greater Sydney (37.3 years) median.
- **A significantly higher share of rented dwellings** at 64.5% of all dwellings rented in the primary area and 65% the City of Sydney LGA. This is significantly higher than the 36.1% of rented dwellings across Greater Sydney overall.
- **A differing household composition** to Greater Sydney. The share of family households is much lower (55.5%), with a higher proportion of lone person (31.4%) and group (13.2%) households.
- **A culturally diverse community**, noting the 57.9% of overseas born residents (compared to 38.9% in Greater Sydney).
- **Dwelling types largely comprising flats, units and apartments**, accounting for 89.4% of dwelling stock, compared to 30.7% across Greater Sydney.
- **A high proportion of tertiary students**. Of total residents attending education, a higher proportion are attending university at 53.0%, this compares to 21.4% in Greater Sydney.

The resident profile of the Primary Study Area is characterised by a young, culturally diverse and affluent community. Residents are more likely to live in rented apartments, include young singles, families, and lone person households as compared to the Sydney average. There is also a higher share of residents attending university or other tertiary education.

In this context, the local population would associate strongly with the proposed range of uses including residential and population serving retail and non-retail uses under the Proposed Development. The demographic profile highlights the opportunity for high density residential development at the Subject Site, particular to accommodate younger age cohorts, smaller households and renters. While the high share of local residents working in professional occupations would align with the Subject Site’s connectivity to Sydney’s major employment centres and precincts including Sydney CBD.

Table 5 Resident Demographic Profile

Category	Primary Study Area	City of Sydney (Secondary Study Area)	Greater Sydney
Income			
Median individual income (annual)	\$70,320	\$64,700	\$45,930
Median household income (annual)	\$120,440	\$114,250	\$108,750
Age Structure			
0-4 years	5.1%	3.5%	6.0%
5-19 years	5.9%	6.5%	18.1%
20-34 years	51.4%	42.4%	22.1%
35-64 years	33.0%	37.9%	38.7%
65-84 years	4.3%	8.7%	13.2%
85 years and over	0.4%	1.0%	2.0%
Median Age (years)	31.2	33.3	37.3
Country of Birth			
Australia	42.1%	48.5%	61.1%
Other Major English Speaking Countries	14.5%	12.9%	7.1%
Other Overseas Born	43.4%	38.6%	31.8%
Household Composition			
<i>Couple family with no children</i>	35.6%	30.2%	24.5%
<i>Couple family with children</i>	13.9%	11.1%	36.1%
One parent family	4.4%	4.7%	11.0%
Other families	1.5%	1.4%	1.1%
Family households - Total	55.5%	47.4%	72.6%
Lone person household	31.4%	41.1%	23.3%
Group household	13.2%	11.6%	4.1%
Dwelling Structure (Occupied Private Dwellings)			
Separate house	4.7%	2.1%	56.1%
Semi-detached, row or terrace house, townhouse etc.	5.7%	18.4%	12.8%
Flat, unit or apartment	89.4%	78.9%	30.7%
Other dwelling	0.1%	0.6%	0.4%
<i>Occupancy rate</i>	86.7%	83.9%	91.8%
Average household size	2.0	1.9	2.7
Tenure Type (Occupied Private Dwellings)			
Owned outright	10.1%	14.3%	28.3%
Owned with a mortgage	24.3%	19.4%	34.0%
Rented	64.5%	65.0%	36.1%
Other tenure type	1.1%	1.3%	1.6%
Attending Education (% of those attending)			
Pre-school	5.8%	4.4%	8.0%
Infants/Primary	11.6%	11.6%	31.4%
Secondary	5.8%	8.0%	24.9%
Technical or Further Educational Institution	14.2%	16.9%	10.2%
University or other Tertiary Institution	53.0%	46.7%	21.4%
Other type of educational institution	9.5%	12.5%	4.2%
<i>% of total population attending education</i>	22.8%	23.2%	25.8%

Source: Australian Bureau of Statistics (ABS) 2021 Census of Population and Housing

Note: interpretation of small area data from the 2021 ABS Census should consider potential outcomes from the COVID-19 pandemic

2.2.3 Residential Dwelling Need

A review of population projections prepared by the NSW Government show that the Sydney LGAs population is forecast to increase by +48,800 residents over the period to 2041. This reflects a 2025 population estimate of 241,090, and total population of 289,900 residents by 2041. *Projections have been prepared with reference to the TfNSW 2024 projections, Forecast.id City of Sydney Projections (prepared December 2024) and rebased to the latest ABS Estimated Resident Population for 2024 (released in 2025).*

Applying the average household size to the projected population as presented in **Table 6**, the result is an implied need for an additional +37,460 dwellings between 2025 and 2041 across the Sydney LGA.

A review of proposed future developments in the Sydney LGA show that there is currently around 22,650 dwellings (including rooms) planned, approved or under construction. This includes across major projects such as LAHC Waterloo renewal project (6,000 dwellings), Sydney Fish market site (1,200 dwellings) and Ashmore Street Mixed use development (1,082 dwellings).

With consideration to the above, future residential development in the Sydney LGA is only likely to satisfy around 60.5% of the implied dwelling demand required over the period to 2041, with the result being an undersupply of approximately 14,810 dwellings remaining to be delivered by 2041 in order to meet planned future growth.

As such the need to identify and secure additional residential development opportunities in order to support existing and future residents is evident.

In this context, the proposed dwellings at the Subject Site would help satisfy almost 3.5% of the required future dwellings, and will contribute to much needed housing supply within one of Sydney's most central and accessible locations, close to transport, employment centres and a location that provides high levels of amenity.

The below is an illustrative example taking into account implied dwelling demand and residential projects currently within the development pipeline which have estimated yields. Projects in early stages without detailed yields, schemes or completion dates have been excluded.

Table 6 Implied Demand for Housing (Sydney LGA), 2025 to 2041

Implied Dwelling Requirements	2025	2041	2025 to 2041
Population	241,090	289,900	+48,800
Average Household Size	1.77	1.73	-0.04
Occupancy rate	83.9%	83.8%	-0.2%
Implied Dwelling Demand	162,208	199,660	+37,460
Known Supply (dwellings)	-	+22,650	+22,650
			60.5% of implied demand satisfied or 10 years of demand
Market Gap for Dwellings			-14,810 (Undersupply)

Source: NSW CPA 2024 Projections, ABS ERP 2024, TfNSW 2024, forecast.id; Cordell Connect

Note: Includes projects planned, approved or under construction. Official projections have been rebased to the latest ABS Estimated Resident Population (ERP) for 2024. Figures have been rounded. Average household size assumptions have been based on the NSW CPA 2022 Projections (noting the latest 2024 projections do not include average household size forecasts)

2.2.4 Opportunity for Alternative Housing Typologies

The Subject Site has the capacity and market opportunity to support several alternate housing typologies beyond traditional build to sell dwelling types. It is understood that build to rent and affordable housing typologies are being sought as part of the SSDA for the Subject Site. A summary of the opportunities for these products is outlined.

2.2.4.1 Affordable Housing

It is understood that the Subject Site will include a provision of affordable housing. As previously highlighted, housing affordability is a major socio-economic issue across Greater Sydney, including within the Sydney LGA. The delivery of more purpose-built affordable housing that can accommodate lower income segments of the market is important in addressing this issue.

The Sydney LGA is generally considered to be unaffordable for very low and low and moderate income segments of the community, noting the following;

- A high proportion of these households are experiencing rental and purchase stress, where more than 30% of their income is required to service their housing costs (mortgage or rent).
- Housing affordability is typically worse for the moderate income segments of the community as compared to Greater Sydney overall.
- There is a lower percentage of affordable rental stock in the Sydney LGA compared to Greater Sydney.

- The need for affordable rental stock is justified by the extremely limited provision of dwelling stock at lower price points across the LGA that may be suitable for lower income segments of the community.

With regard to the above, there is demonstrated need for additional affordable housing options in the Sydney LGA that can cater to lower income and disadvantaged segments of the community. Importantly, the Subject Site has the ability to provide affordable housing in a prominent location that is close to employment and transport in a central and well-connected part of Sydney.

Table 7 Affordable Costs and Affordability – Sydney LGA (April 2025 Release)

Affordable Housing Indicator	Sydney LGA	Greater Sydney
Total Number of Affordable Dwellings	879	17,568
<i>Affordable rental stock (2024)</i>		
	% affordable dwelling available for rent	
Low income	13.0%	20.0%
Moderate income	52.0%	66.0%
<i>Rental Stress (2021)</i>		
	% in rental stress	
Low income	92.1%	77.9%
Moderate income	51.4%	29.1%
<i>Affordable purchase stock (2023)</i>		
	% of affordable dwellings available for purchase	
Low income	3%	3%
Moderate income	5%	7%
<i>Home Purchase Stress (2021)</i>		
	% live in purchase stress	
Low income	68.5%	54.5%
Moderate income	44.2%	23.7%

Source: Local Government Housing Kit 2025, NSW Department of Communities and Justice (updated April 2025)

*'Low income' category includes those classified within both the low and very low income categories

2.2.4.2 Built to Rent

The BTR model focuses on providing dedicated rental housing that is held in a single ownership structure and professionally managed and operated to serve long term renters, with a direct benefit of security of tenure. While a relatively new concept to the Australian market, the BTR concept (or multi-family) is increasingly popular in international markets including the US and UK, accounting for a significant proportion of overall residential apartments.

The BTR model differs to key worker accommodation, in that it offers premium rental accommodation rather than affordable rental housing. BTR is a highly beneficial housing model for the growing demographic that prefer to rent rather than own a property, or for simply those who cannot yet afford to own a home but desire long term housing rental security and higher quality amenity. Other key benefits of the BTR model include:

- According to data from the ABS 2021 Census, 64.5% of dwelling in the Primary Study Area were rented, compared to 36.1% of all dwellings in the Greater Sydney area.
- Increasing housing supply and diversity in an attractive, well-located area, such as the Subject Site (Zetland) is aligned to the BTR model which provides a new asset class and investment opportunity for a wider range of private and institutional investors to facilitate the delivery of private dwellings. This additional supply allows for new rental stock that can appeal to a diverse population. This is particularly important for a young population, downsizers, students or low to medium income households that would otherwise have to either pay more to live in an area like Zetland or move to a location further away with a greater supply of (and more affordable) rental properties. This model is well suited to the demographic profile of the Primary Study Area, including a young, educated and skilled working population who are more likely to live in rental accommodation as a result of housing affordability constraints. In the context of Green Square Town Centre, such occupiers could include students, professionals, young couples, singles, and downsizers.
- The BTR model supports additional levels of employment compared to a traditional Build to Sell (BTS) model. This is attributed to the focus on long term rental units and additional facilities and operation management that supports a larger ongoing employment base compared to a BTS property.

- Provision of facilities and amenities that are typically of a higher quality than comparable BTS products. The BTR model typically operates with on-site management that ensures a quality physical environment that adds to the appeal of the local community. A single owner also means it is easier to carry out maintenance workers and upgrades than under a BTS strata owned residential model.
- Increased security of tenure and peace of mind through longer lease agreements and single ownership (both for renters and the owner of the property) – supporting additional and continued capital investment, in turn supporting the local economy as well as adding to longer term cultural and social ties across the local community.
- Incentivises investment in initiatives with longer term benefits such as environmental, community and sustainability initiatives. A BTR model with a single, longer-term owner encourages investment in areas that will attract tenants for the longer term and also enables a long-term view of asset performance, cashflow and costings.
- Product is aligned to the local community requirements: BTR projects typically accommodate additional shared and communal facilities, this not only facilitates additional community interaction and a sense of belonging for residents, but the larger communal and shared spaces also enable the ability to provide smaller private areas. As a result, BTR developments can provide more efficient use of space, accommodating greater number of smaller private dwellings by taking advantage of shared spaces that include the delivery of facilities such as gym, co-working spaces, lounge facilities etc.
- Suitability located within a high amenity area: A BTR product at this site would be situated within an area located in proximity to the CBD centre and educational institutions that supports a mix of uses within a well-connected location. The Subject Site benefits from its proximity to transport networks (including bus and rail) as well as a large surrounding workforce, key infrastructure, and town centre.

A BTR product at the site is an attractive housing option for residents and workers, including young professionals that may wish to be located close to their place of work or require short term rental options prior to purchasing a property, or are seeking a secure tenure through a long-term leasing option.

BTR housing at the site would complement the young working resident population in Zetland and support a range of housing options that caters for a diversity of population profiles and incomes.

2.2.5 Residential Market Opportunity

The Proposed Development aligns with the need to provide additional residential dwellings in high amenity, central and accessible locations proximate to a range of services and jobs. The proposal has the ability to provide increased housing supply and dwelling diversity in a central and high amenity location that will support housing supply and population growth in the Sydney LGA over the long term.

There is a demonstrated market need for additional housing to be delivered within this part of Sydney, with the pipeline of known residential developments only satisfying a portion (60.5%) of implied dwelling demand likely to be required over the period to 2041. The Proposed Development aligns with the need to provide additional residential dwellings in high amenity, central and accessible locations proximate to a range of services and jobs.

Importantly, the Subject Site and Proposed Development aligns with key success factors observed for a residential development (including alternative housing typologies) through the following:

- Alignment with strategic policy drivers to increase housing supply in suitable, well-connected locations.
- Delivering housing close to public transport and infrastructure, including key rail, metro and bus services.
- Proximity to retail and services, including Green Square Town Centre.
- Proximity to community infrastructure and amenities in Sydney CBD.
- Access to a high proportion of renters.
- Residential vacancy is low, and housing and rental costs are escalating.
- Demographic alignment for an alternative housing typology, including an increasingly young, affluent population comprising a high proportion of couples without children, lone person and group households.
- There is a need for more affordable housing options for low and moderate income households.

3.0 Market Context – Retail

This Section provides a review of the market context for retail uses which are planned as part of the Proposed Development.

3.1 Retail Market Commentary

3.1.1 Green Square Town Centre

A provision of retail uses is planned to be provided at the Subject Site as part of the Proposed Development in order to enhance the level of amenity and vibrancy for existing and future residents, customers and visitors to the Green Square Town Centre.

Since 2008 Green Square Town Centre has been identified as the strategic centre for the southern part of the City of Sydney, however, over time development activity has evolved in order to respond to market demand including the growing residential population and the changing needs of the consumer.

While Green Square Town Centre currently provides an estimated 5,500m² of retail floorspace, other centres and precincts have also developed over time to meet the needs of the growing community. This has resulted in significant retail developments in the precinct, including a range of mixed use projects with a comprehensive retail offer such as East Village (Zetland) and Danks Street Plaza (Waterloo). Additional mixed use projects are also planned in the immediate precinct in the coming years including opposite Green Square Town Centre at Emerald City, and to the north at Waterloo. Each of these centres is anchored, or planned to be anchored, by a major full-line supermarket and provide a provision of speciality stores to serve the existing and future population.

An inspection in November 2025 outlined that the entire Green Square Town Centre currently comprises around 5,500m² of retail floorspace, and almost 10,000m² of both retail and non-retail shopfronts across 61 tenancies. The centre includes a Woolworths Metro supermarket anchor tenant, with a strong provision of food catering tenancies (almost a third of tenancies and over 25% of floorspace). A diverse range of retail and support non-retail facilities are provided to support the existing residential and worker population.

This existing provision of facilities aligns with the objectives of the Town Centre to serve the day to day needs of the local community and deliver an active, vibrant and connected centre.

On inspection around 16 of the 61 shopfronts across the entire Green Square Town Centre were currently vacant, representing around 26% of the total shopfronts, or around 18% of total floorspace. This vacancy rate highlights the challenging nature of the retail market in Green Square and suggests a more considered approach to future retail requirements that align to market need as well as objectives for the Town Centre.

It should be noted that the vacancy statistics referenced above applies to the entire Green Square Town Centre. A review of Mirvac controlled retail components within the Green Square Town Centre (Stages 1 and 2) indicate a total of approximately 15 shopfronts (including Woolworths and BWS). There is currently only one (1) vacancy across the Mirvac controlled retail provision, equating to a vacancy rate of only 2.2%. This demonstrates Mirvac's active management and leasing focus in-line with objectives to provide a vibrant and connected Green Square Town Centre that serves the day to day needs of the local community.

Table 8 Green Square Town Centre – Shopfront Composition

Category	Number	(%)	Floorspace	(%)
Majors (i.e Supermarket)	1	1.6%	1,958	19.7%
FLG	3	4.9%	437	4.4%
Food Catering	21	34.4%	2,516	25.3%
Apparel	0	0.0%	0	0.0%
Leisure	0	0.0%	0	0.0%
General	2	3.3%	169	1.7%
Household Goods	1	1.6%	173	1.7%
Retail Services	6	9.8%	330	3.3%
Non-retail – Health/medical	2	3.3%	570	5.7%
Non-retail – Education	1	1.6%	200	2.0%
Non-retail – Services	3	4.9%	240	2.4%
Non-retail – Community / Entertainment	4	6.6%	1,420	14.3%
Non-retail – Other	1	1.6%	140	1.4%
Vacant	16	26.2%	1,775	17.9%
Total	61	100.0%	9,928	100.0%

Source: Colliers Urban Planning, Mirvac

*Based on November 2025 site inspection

3.1.2 Green Square & Southern Areas Retail Review (August 2022)

Recent retail studies including the Green Square & Southern Areas Retail Review (August 2022), and the City of Sydney, have acknowledged the evolution of South Sydney and Green Square over time with the Review seeking to *review previous retail studies and determine if planning controls need to change*.

Key land-use planning recommendations outlined in the Review include:

- *Recommendation One: Investigate options to remove the retail tenancy cap for sites immediately adjacent to the Green Square Town Centre.*
- *Recommendation Two: Investigate options to amend the planning controls for the Waterloo retail cluster to facilitate the delivery of a supermarket of no more than 3,000 square metres floorspace.*
- *Recommendation Three: Review and update of the Sydney DCP 2012 to identify all retail centres within the Green Square and Southern Areas.*
- *Recommendation Four: Maintain the 1,000 square metre retail floorspace cap outside of identified and proposed retail centres.*
- *Recommendation Five: Conduct a Retail Review for the Green Square and Southern Areas every five years to account for any emerging or currently unforeseen trends and impacts.*
- *Recommendation Six: Support the ongoing approach to managing specialised retail premises in areas in which residential development is not permitted.*

It should be noted that the Review highlights implications for Green Square including:

- *Planning for additional retail floorspace at Green Square and Southern Areas should account for **potential downward pressure on demand for physical retailing premises caused by both long-term trends and the pandemic**. Centre planning should recognise the competition that traditional bricks and mortar retailers face from online and out of centre retailing, and the features of traditional high street that provide a compelling offer for shoppers in the face of this competition. **Careful curation of retail floorspace may be necessary to promote lively centres in future**. Planning for retail floorspace at Green Square should also look for ways to embrace new formats of trip-generating non-residential activity*
- *Green Square and Southern Areas contain a large stock of aged, large format spaces. **These provide relatively affordable and physically flexible places for new types of businesses to locate and develop**. As such, their continual reuse is a key contributor to the area's economic resilience and capability to accommodate new retail formats. **Often these retail types***

are located outside of identified retail centres and within Enterprise Corridor of Business Park zones, meaning that there are limitations for these retail types to convert to higher order uses (such as residential). This zoning arrangement should be maintained to protect these retail types.

The Green Square & Southern Areas Retail Review (August 2022) outlines the following for Green Square Town Centre:

- *Supermarket floorspace gap of -795m² in 2031, increasing to -1,427m² by 2041. (p64)*
- *Under-provision in 2041 is expected at the retail centres of Waterloo (-5,528sqm), Green Square (2,279sqm)... (p63)*
- *The accessibility mapping indicates that areas with residential population most inaccessible to supermarkets are pockets of Waterloo, Redfern, Rosebery North and South Rosebery. (p48) [excludes Green Square]*
- *The Green Square Town Centre is expected to experience the highest percentage of growth of retail supply within the study area. (p66)*
- *Green Square remains in its development phase and is aspiring to become a place for dense and diverse urban activities once completed. **The gap in retail provision is low, meaning that the planned quantum of retail floorspace is likely sufficient to serve the needs of the future population.***

*However, if retail gaps across the entire study area are redistributed in accordance with the vision of creating Green Square as the 'focal point' of south Sydney, capacity constraints begin to emerge. This underscores a broader **strategic rationale to expand the boundaries of the designated Green Square Town retail cluster** which will be explored later in this report (p73)*

[our emphasis]

The City of Sydney subsequently proceeded to amend the Sydney Development Control Plan (DCP) 2012 in order to reflect an 'Expanded Retail Area' in the Hierarchy of Centres, City South. The objectives include:

- *facilitate capacity for large format retail floor space immediately adjacent to Green Square Town Centre (Town Centre) to meet projected demand to 2041*
- *support the Town Centre as the primary retail, commercial and community centre in the City south area;*
- *manage traffic generation resulting from large format retail; and*
- *activate the public domain in the expanded retail area.*

The DCP states the desired function and character of the 'Expanded Retail Area' is :

A full range of retail uses is encouraged in the expanded retail area including full-line supermarkets, department stores, discount supermarkets, cinemas, markets, specialty shops, fashion, comparison shopping, homewares and fresh food.

The expansion immediate west of the Green Square Town Centre has the effect of diversifying current and future retail requirements in order to allow for a greater provision and diversity of uses for the benefit of the Green Square community. It should also be noted that the City of Sydney specifically states that retail development in the Expanded Retail Area is to complement, not compete, with facilities in the Green Square Town Centre.

The Green Square & Southern Areas Retail Review also notes:

In 2041, the greatest under-provision of retail floorspace is forecasted to be in hospitality and services, supermarkets and other food retail, while an over-provision of retail floorspace is expected in other retail types. (p66).

The planned future retail provision at the Proposed Development of 1,884.3m² (which forms parts of the total further 4,850m² across Stages 3, 4 and 5) will align with the SGS Review requirements of providing hospital and services as well as other food retail facilities, and will exceed the identified 2,279m² under-provision by 2041.

The need to accommodate additional supermarket floorspace is limited noting the provision of an existing Woolworths Metro in the Town Centre currently, two (2) major full-line supermarkets opening within 1km of the centre (including Emerald City west of the Subject Site) and the provision for additional supermarkets within the Expanded Retail Area.

Further, all major supermarket operators are represented or planned in the immediate precinct. This includes an existing Woolworths Metro store in the Town Centre currently; a full-line Coles planned at Emerald City opposite the Subject Site; and a planned full-line Woolworths supermarket immediately north of the Expanded Retail Area (within 1km of the Subject Site). Analysis of estimated supermarket need from the SGS Review also only noted demand for 1,427m² by 2041, this is significantly smaller than a typical major full-line supermarket of 3,500m² or larger. Any supermarket need will be met by the range of existing and future supermarkets planned and underway within the local area.

It is considered likely that retail demand figures will be updated following the recommended 5-yearly review of the Green Square & Southern Areas Retail Review which would be due around August 2027.

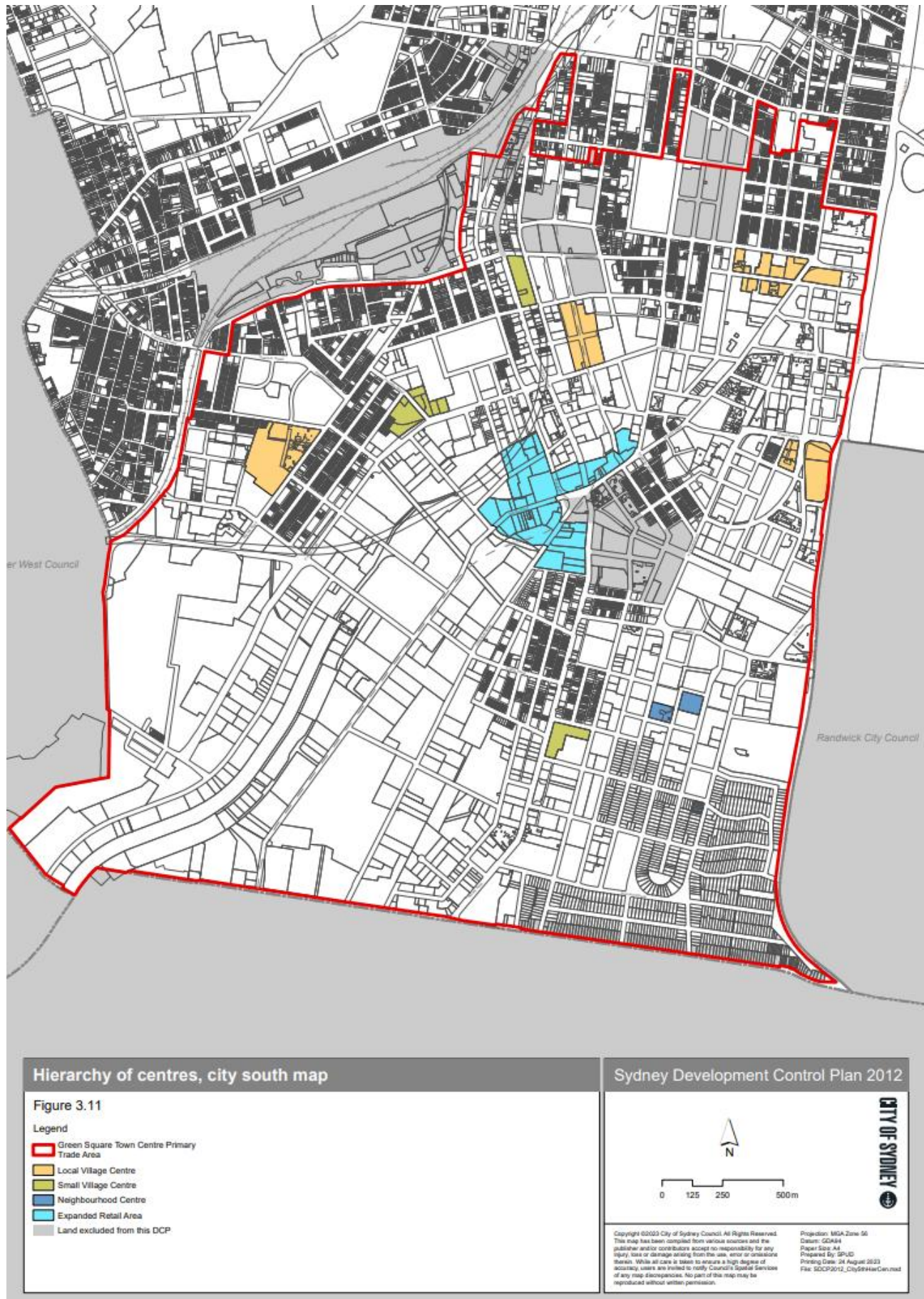


Figure 8 Sydney Development Control Plan 2012, Hierarchy of centres, city south map

3.2 Retail Floorspace Need

As the number of residents continues to increase, so too will the need for additional retail uses to serve the growing population. A review of population growth across the Green Square Primary Study Area suggests that over the period to 2041, the number of residents will increase by 14,180 persons.

Assuming the industry average of 2.3m² of retail floorspace per capita, and a likely market share of retail demand to facilities within the Green Square Primary Study Area of around 40% of all resident retail expenditure (equivalent to around 1m² per person), there is an implied need for an additional +14,108m² of retail floorspace in the Green Square Primary Study Area over the period to 2041.

It should be noted that a market share of around 40% of all retail expenditure (or around 1m² per capita) has been assumed to represent a holistic provision of convenience based and day-to-day population serving retail need being served in the local area. This aligns with objectives for the Green Square Town Centre to provide the primary community destination for the surrounding community as the designated strategic centre.

Retail floorspace demand is typically allocated across a broad retail hierarchy, often including:

- *Capital City Centre / CBD – accounting for 5% – 10% of retail demand.*
- *Regional Centres – often regional or large sub-regional centres and accounting for 20% – 25% of retail demand.*
- *District Activity Centres – typically sub-regional centres and accounting for 15% – 20% of retail demand.*
- *Local and Neighbourhood centres - generally accounting for around 20% – 25% of retail demand.*
- *Large format retail (bulky goods centres) - typically accounting for around 25% – 30% of the total retail demand.*

As a result, an assumption of 40% is considered appropriate to reflect the primacy of the Green Square Town Centre designation within the retail hierarchy and the provision of local and neighbourhood type centres across the Primary Study Area. This also acknowledges the proximity of a range of larger retail centres in the broader region beyond the defined trade area, as well as the Expanded Retail Area which is able to satisfy a proportion of additional requirements including large format needs.

A review of known future supply indicates that there is around 25,000m² of retail floorspace planned or underway in the Green Square Primary Study Area, this includes major projects such as:

- [Emerald City](#) – immediately west of the Green Square Town Centre and within the defined Expanded Retail Area. The centre is planned to total some 7,318m² of retail floorspace, including a full-line Coles supermarket and 20 specialty shops.
- [923-935 Bourke Street, Waterloo](#) – immediately north of the defined Expanded Retail Area, and is planned to include 4,870m² of retail floorspace including a full-line Woolworths supermarket and specialty shops.

These major projects will help to respond to the requirement for additional supermarket floorspace that has been identified within the 2022 SGS Review.

In addition to the planned 25,000m² of retail floorspace in the Primary Study Area, the Proposed Development at Green Square Town Centre also plans to include additional shopfront floorspace of 1,884.3m², forming part of a combined total of around 4,850m² of GFA across the ground floor of the future buildings planned across remaining stages of the Green Square Town Centre (across Stages 3, 4 and 5).

As a result, based on a review of market supply and demand there is limited need for any additional retail floorspace, with an implied oversupply of around 15,670m² estimated over the period to 2041 (when allowing for the additional 4,850m²). In addition, existing vacancies equate to a provision of around 1,800m² across the 16 shopfronts further emphasising the availability of retail space.

Table 9 Supportable Retail Floorspace, 2025 to 2041

Metric	Primary Study Area (2025 to 2041)
Growth 2025-2041 (resident population)	14,180
Retail Provision (m ² per person)	1.0
Implied Floorspace Demand (m²)	14,180
Known Future Supply (m ²)	25,000
Future Green Square Town Centre - Stages 3, 4 and 5 (m ²)	4,850
Implied over/under supply (m²)	+ 15,670 (Oversupply)

Source: Cordell Connect, Colliers

Note: Figures Rounded

3.3 Non-Retail Floorspace

In addition to retail facilities, an estimate of non-retail floorspace can also be considered based on population growth and employment projections.

Typically, in retail centres, the provision of non-retail shopfronts or services would equate to a provision that is around 10%-20% of total retail floorspace. Based on a review of existing shopfronts in Green Square Town Centre, the provision of non-retail facilities equates to a provision that represents almost 50% of retail floorspace.

As such, with an estimated 4,850m² of shopfront floorspace still to be delivered in the Green Square Town Centre and with an estimated oversupply of retail floorspace in the Study Area, it is possible that the allocation of future shopfront uses could following a similar trend; suggesting around 1,600m² of this future allocation could be focused on non-retail facilities.

The required demand for non-retail floorspace at the Subject Site is likely to be limited reflecting the availability of existing space in the Town Centre currently along with estimated levels of oversupply across commercial office and retail uses. This would suggest that there are ample opportunities for non-retail operators to locate in either existing or future underutilised commercial office or shopfront floorspace across the precinct.

3.4 Retail Market Opportunity

When allowing for known future supply, it is clear that there is limited market need for additional retail uses in the Green Square Primary Study Area, with an oversupply of retail floorspace projected over the period to 2041.

Existing vacancies, combined with future significant projects, plus an additional 4,850m² of shopfront floorspace within the remaining stages of the Green Square Town Centre (including the Proposed Development itself), will all be able to absorb any existing or future demand in the area. In this context, there is limited need for any further retail floorspace within Green Square Town Centre.

Facilities located across the region more broadly will serve different catchment areas, and as such, it is more difficult to quantify the over/under supply in the coming years. However, known supply is expected to meet implied demand requirements across the Green Square Town Centre and the immediate precinct, including meeting the need for supermarket floorspace. Furthermore, the Extended Retail Area allows for additional development to meet future market needs if required.

The provision of floorspace planned as part of the Proposed Development reflects the potential for an active ground floor plane focused on retail and population serving facilities that will add to amenity and activation of the Town Centre.

Should a larger provision of retail floorspace be enforced, the impact would likely detract from the objectives and aspirations for Green Square Town Centre, including long-term underutilisation of key sites or buildings which will impact on the level of vibrancy, activation and amenity. This may take the form of long-term structural vacancy, or impact on development viability altogether, resulting in a continuation of vacant sites in the Town Centre.

On the other hand, should additional residential dwellings be provided as proposed, these uses will continue to ensure uses that are aligned with market requirements and community needs as well as supporting Government objectives from stimulating housing supply, through to supporting active and vibrant communities.

4.0 Economic Impacts

This Section provides an assessment of the economic impacts (including benefits) likely to occur as a result of the Proposed Development known as Stage 3 of the Green Square Town Centre, at 960A Bourke Street (SSD-83899206).

Impacts are considered with regard to the local and regional area and through the construction and operational phases of the project. An estimate of the jobs likely to be created during the construction and operation phase of the Proposed Development is provided.

4.1 Methodology

In order to address the potential economic impacts (including benefits) likely to result from the project, this economic impact assessment considers:

- Overall economic impacts of the project;
- Construction and ongoing employment generation (direct and multiplier);
- Increased Value-Added Output;
- Additional retail expenditure generated by the project; and
- Improved benefits to the surrounding community.

4.2 Economic Impacts from Proposed Uses

This sub-section examines the potential economic impacts associated with the Proposed Development at the Subject Site which is planned to include residential and population serving uses.

4.2.1 Residential

Based on the current plan, the proposal will deliver 511 residential dwellings as outlined in **Section 1**. The Proposed Development could therefore accommodate a net increase of approximately +1,022 residents.

This Report outlines that within Sydney LGA there is projected to be an additional +48,800 residents by 2041. By accommodating a net increase of +1,022 residents at the Subject Site, this level of additional resident population would account for 2.1% of total projected residential growth in the LGA over the period to 2041 in a suitable and well located site.

As outlined in **Section 2.2.3**, there is an estimated market gap of 14,810 dwellings by 2041, taking into account projected supply of 22,650 dwellings and implied demand of +37,460 dwellings based on population growth. As a result, an estimated 60.5% of implied dwelling demand is likely to be satisfied by known supply. This highlights the requirement for additional housing within Sydney LGA. Considering significant levels of housing undersupply across Greater Sydney, this estimated gap is likely conservative.

The development of 511 dwellings as part of the Proposed Development would equate to 3.5% of the estimated market gap by 2041, providing a material increase in housing supply while also allowing for the continuation of other known and future developments. It is also important to note that the proposed residential component of the project will provide alternative housing to that typically provided across the region, reinforcing the complementary, rather than competitive nature of the Proposed Development. Accordingly, the proposed 511 dwellings will not impact on the ongoing viability or continued operation of any residential use.

Importantly, the proposed 511 residential dwellings will help provide much needed housing diversity and supply. The provision of affordable housing will also ensure that alternative accommodation models are available across a range of price points within Sydney LGA more broadly, supporting a range of occupiers.

4.2.2 Retail Uses

The Proposed Development includes a provision of some 1,884.3m² of shopfront floorspace across the ground floor of the planned buildings. These facilities are designed to serve future onsite residents and visitors as well as local residents, workers and businesses, enhancing overall levels of amenity at the Subject Site and within the surrounding area.

As each use will account for a small proportion of overall floorspace, any impact from these facilities on surrounding businesses or development will be minimal and will not impact on ongoing operation or viability of any existing or proposed facility.

The proposed retail floorspace provision is planned to improve the amenity of the site and service the immediate on-site population supported through the residential components of the project.

4.3 Economic Benefits

This sub-section highlights the economic benefits of the Proposed Development at the Subject Site.

4.3.1 Employment Activity

Economic impacts associated with the Proposed Development have been prepared with input-output modelling undertaken with reference and compliance to best-practice guidelines.

4.3.1.1 Input-Output modelling

Input-output tables are a 'map' of the economy that track the flow of products, services, and payments through the many industries, households, government organisations and foreign transactions that make up the Australian economy.

Every industry requires inputs from many other industries, plus the inputs of workers and machinery and equipment to produce output. Input-output modelling uses averages derived from the ABS Input Output Tables to estimate the impact on all industries when one industry expands its production. The modelling used in this report is based on the 2020/21 ABS National Accounts release.

As with all economic models, input-output models include a number of limitations which include the following inherent assumptions: unlimited supplies of all resources including labour and capital, prices remaining constant, technology is fixed in all industries, and import shares are fixed.

Having regard for these limitations, the modelling used for the purposes of this assessment applies the Simple Multiplier effect measure. The Simple Multiplier effects measure estimates the expansion of other industries required to support the initial (direct) increase in the original industry; and does not include the additional impacts of extra wages and employment income being spent across the economy (spill-over effects).

Use of the Simple Multiplier effect measure is in-line with best practice industry standards and reflects a conservative position. Results from the modelling should be interpreted as indicative of the potential impact the project will have on the Australian economy.

The modelling provides estimates of the following economic benefits as a result of the project:

- Construction Employment - direct construction job-years supported by construction of the development and indirect job-years supported across all other industries over the construction period.
- 'Job-years' is defined as the number of full-time equivalent (FTE) jobs supported over the construction period. i.e. if construction is over 10 years, 100 job-years is equivalent to 10 FTE jobs per year. Only applies to construction employment.
- Ongoing Employment - direct and indirect FTE jobs supported by the ongoing operation of the project annually.
- Value Added - direct and indirect value added generated during the construction and operational phase of the project.
- Value Added is defined as the wages, salaries and supplements plus gross operating surplus (income earned by businesses) required in producing the extra output (construction investment and operating output/turnover). This represents the standard measure of economic contribution, that is, the increase in economic activity as measured by gross domestic product (GDP).

Estimates of the economic benefits of the Proposed Development will be realised across the national economy, given the scale and diversity of the New South Wales economy, a large proportion of these benefits will be realised in the local and regional area. The benefits have been prepared for:

- Construction Phase: Economic activity during the construction phase of the project which will be spread across the construction program.
- Operational Phase: Ongoing economic activity once the project is completed.

4.3.1.2 Construction Phase

It is estimated the direct capital investment required to realise the Proposed Development will be in the order of \$340 million. This estimate is based on information provided by Mirvac.

Based on a construction cost of \$340 million, the construction phase is expected to directly support employment of 450 job-years and deliver a direct value-add to the economy of \$74.0 million.

When the multipliers are taken into account, total state-wide economy effects over the construction program are forecast to be: employment of 1,940 job-years and a total value-add to the economy of \$279.8 million.

Table 10 Construction phase economic benefits (\$2023/24)

	Construction Phase (spread over construction period)		
	Direct	Indirect	Total
Employment (job-years)	450	1,490	1,940
Value Added (\$M)	\$74.0	\$205.9	\$279.8

Source: Colliers analysis utilising data from ABS, National Accounts 2020/21; ABS, Consumer Price Index

*job-years: Number of FTE jobs supported over the construction period. i.e. if construction is over 10 years, 100 job-years is equivalent to 10 FTE jobs per year.

Note: Figures rounded

4.3.1.3 Operation Phase

Economic impacts associated with the operation of the Subject Site once complete and fully occupied, have been based on supportable employment estimates for the various uses incorporated within the proposed scheme. These estimates have been prepared with reference to relevant industry benchmarks including the NSW Common Planning Assumptions 2023, Colliers research and include the following:

- Residential (Build to Rent) – 1 FTE job per 50 build to rent units.
- Retail – 1 FTE job per 30.2m² of retail floorspace.

Assumptions have been made regarding Gross Floor Area (GFA) to Gross Lettable Area (GLA) conversions used for the purposes of estimated ongoing employment. Across the retail area, this assessment assumes a GFA to GLA ratio of 80%, consistent with typical industry averages.

The operational phase for the entire Proposed Development is expected to deliver the following (direct) benefits: FTE employment of 60 direct ongoing jobs, and a direct value-add to the economy of \$6.5 million per annum (see **Table 11**). When the multipliers are taken into account, total ongoing economy-wide effects are estimated at: FTE employment of 80 jobs supported and a total value-add to the economy of \$10.0 million per annum.

Table 11 Estimated Ongoing Employment

	Operational Phase (annual)		
	Direct	Indirect	Total
Employment (FTE)	60	20	80
Value Added (\$M)	\$6.5	\$3.5	\$10.0

Source: Colliers analysis utilising data from ABS, National Accounts 2020/21; ABS, Consumer Price Index

Note: Figures rounded

4.3.2 Expenditure Activity

Once complete and fully occupied, the development will accommodate additional residents on site. This resident population would support an increase in retail expenditure that will be directed to on-site facilities as well as to local businesses.

The Proposed Development is planned to deliver around 511 dwellings upon completion. Assuming an average household size of 2.0 persons, the development of the Subject Site could support an estimated 1,022 residents at full occupancy.

A review of retail expenditure per capita by residents within City of Sydney shows that residents spend in the order of \$20,000 each year on average (2024/25 dollars). Accordingly, with 1,022 residents at the Subject Site, a total of \$20.4 million in additional retail expenditure could be generated each year (see **Table 12**). This would include spending on a range of items including food, liquor and groceries, food catering, non-food items and services. This additional retail expenditure will support existing and proposed retail facilities both at the Subject Site and within the surrounding area.

Table 12 Retail expenditure from on-site residents (Primary Study Area)

Measure	Value
Estimated number of new on-site residents	1,022
Per capita retail expenditure per annum (\$)	\$20,000
Increase in retail expenditure per annum (\$)	\$20.4 million

Source: Commbank IQ, Colliers

Note: Figures rounded

4.3.3 Other benefits

The Proposed Development at the Subject Site will deliver a range of economic benefits to the local community and region overall. In particular, the proposal will deliver a mix of uses that will support the continued growth and evolution of Green Square Town Centre and respond to the ongoing needs of the community. A summary of further benefits associated with the project include:

- The proposed mix of uses will continue to support the evolution of Green Square Town Centre as a key population serving centre with a range of mix of uses that can cater to a range of customer segments including residents, workers and visitors.
- Providing increased employment opportunities and flow-on economic activity both during construction and on an ongoing basis once operational.
- Delivering a contemporary mixed-use development that will transform one of the few remaining underutilised sites within Green Square Town Centre into a high quality project that is well suited to modern resident requirements and supports a live, work and play environment.
- The proposed 511 residential dwellings will respond to the need for more affordable and diverse housing options within Green Square and the City of Sydney more broadly. Residential accommodation at the Subject Site will enable residents to live within a high amenity precinct that is well connected to transport with easy access to many of Sydney's major economic and employment centres and precincts including Sydney CBD and Sydney Airport.
- Support the National Housing Accord targets by contributing dwellings that equate to 2.7% of City of Sydney's housing target of +18,900 additional dwellings by 2029.
- Supporting local business opportunities through increased activity associated with increased visitation from additional future residents at the Subject Site. These customers will support additional activity and retail expenditure throughout the local area, enhancing local employment and business opportunities during weekdays and after-hours and on weekends.
- Contribute to the increased and continued activation of Green Square Town Centre both during the day and night, as well as on weekends through the 1,022 residents who will be present and active at the Subject Site.
- Support the aspiration for 20-minute communities by providing residential uses alongside public transport and complementary population serving uses and facilities within a strategic and easily accessible location.
- Support housing affordability by increasing the availability of supply in the local market, and by providing affordable dwellings benefitting the share of households in rental and mortgage stress, particularly for low and moderate income households.
- Support the objectives of State and Local Government which seek to provide the following:
 - Reinforce Green Square as a strategic centre with a population serving and community focus.
 - Provide for a diversity of housing types and sizes to meet community needs into the future.

- Support the growth of the economy within Green Square Town Centre and the City of Sydney with a focus on enhancing activity within the Green Square.

Taking the above into account, the Proposed Development will support continued growth of the precinct through the delivery of an integrated mixed-use project that will serve the needs of existing and future customers while aligning with the objectives for the Green Square Town Centre. The Proposed Development will result in a net gain for the local and regional community through the realisation of a range of economic and community benefits.



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