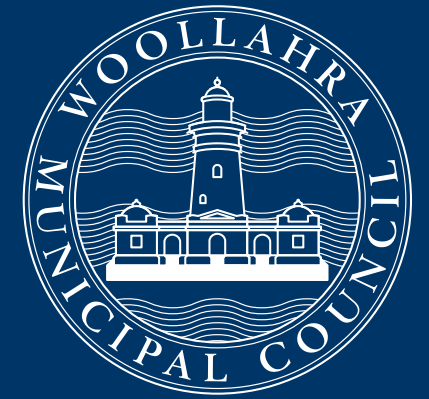


# CROSS STREET PRECINCT DOUBLE BAY

PLANNING AND URBAN DESIGN STRATEGY



Draft  
November 2021



### **Acknowledgement of Country**

Woollahra Council acknowledges the Gadigal and Birrabirragal people who are the traditional custodians of this land and pay respects to Elders past, present and emerging.





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# Executive summary

The *Cross Street Precinct Planning and Urban Design Strategy* (the Strategy) has been prepared to provide a comprehensive and detailed review of the existing planning controls, and to provide a clear and coordinated approach to the future built form of the Cross Street Precinct (the Precinct). The framework for reviewing the planning controls was established by recommendations originally contained in the Double Bay Centre Economic Feasibility Study 2015.

Informed by the latest versions of other relevant Council strategies and studies, this Strategy has been prepared using a fine-grained, urban design analysis including 3D modeling. It seeks to maintain and enhance the existing unique character of the Precinct as a vibrant and connected place in the heart of Double Bay, whilst creating opportunities to address future community needs including:

- The provision of additional housing choices to increase live / work opportunities
- Opportunities to replace older building stock with new buildings demonstrating design excellence
- Our continued commitment to placemaking and improving the public domain
- Sustainable living
- Opportunities for more people to live in and visit the Precinct and surrounding Double Bay Centre (the Centre), contributing to its ongoing vitality and vibrancy
- Supporting local jobs and businesses.

Significantly, the Strategy reaffirms Council's commitment to maintaining the existing planning controls and vision for the future of the surrounding Double Bay Centre area as a stylish bayside village.

The Strategy provides recommendations for the following elements in the Precinct:

- Maximum building height and street wall height
- Built form envelope controls including building depth, unit mix, setbacks and separation distances
- Land use mix
- Amalgamation pattern
- Active frontages
- Public domain improvements.

If supported, the recommendations of this Strategy will inform future amendments to the *Woollahra Local Environmental Plan 2014* (Woollahra LEP 2014) and *Woollahra Development Control Plan 2015* (Woollahra DCP 2015). The proposed changes to the planning controls will make the Precinct a better place to live, work and visit.

In summary, the Strategy recommends the following:

- Increase maximum building heights up to six storeys. Combined with detailed building envelopes, setbacks and transitions, the proposed controls will maintain the Precinct's human scale and result in an integrated streetscape presentation along Cross Street
- Facilitate two to four-storey street wall heights with upper storey setbacks. This will provide opportunities for private open spaces and/or communal open spaces, urban greening, and avoid excessive bulk and scale
- Provide the capacity for smaller, and more compact dwellings
- Increase non-residential floor space to enhance the Precinct's economic function and increase employment opportunities
- Encourage mixed-use development and active frontages throughout the Precinct to increase passive surveillance and foster a night-time economy
- Encourage through-site links, open space and shared laneways to increase pedestrian permeability
- Maintain and improve solar access by moderating building heights and setbacks
- Encourage more flexible and efficient floorplates for a range of non-residential and retail uses through the introduction of a site amalgamation pattern
- Encourage shared driveways and loading areas in the Precinct to reduce the prominence of service functions and increase frontage activation and interest
- Reduce car parking rates for studio and one-bedroom apartments to encourage active transport and a modal shift
- Increase the potential to improve community liveability outcomes delivered through the Woollahra Voluntary Planning Agreement Policy.

This Strategy outlines the summary of our analysis and background studies, opportunities and constraints for the future development of the Precinct, urban design principles, and urban design and planning recommendations.





# CHAPTER 1 **INTRODUCTION**

(Our journey, study area and methodology)



# 1.1 Introduction

This Strategy provides a strong and cohesive planning and urban design framework to guide the future of the Cross Street Precinct as a vibrant and connected place in the heart of Double Bay. It sets out our recommendations to ensure that future redevelopment contributes to achieving the vision for the Precinct and the surrounding Double Bay Centre.

Double Bay is one of Woollahra's key local centres. It plays a significant role in providing employment and residential opportunities to support the needs of our growing community. In 2013, the 'Future Cities Program' recommended a review of the planning controls for the Double Bay Centre to ensure it continues to evolve in a way that meets community needs, now and into the future.

Since that time, we have undertaken three dimensional built form modeling and public domain studies to inform this Strategy. The original scope of the Strategy encompassed the entire Double Bay Centre. On 26 April 2021, Council considered the draft Strategy and resolved that the current planning controls for the majority of the Centre be reaffirmed and that the Strategy be revised to focus on the southern side of Cross Street between Knox Lane and Bay Street.

Consistent with Council's resolution, this Strategy has been revised to recommend changes to planning controls in the Cross Street Precinct only. The vision and planning controls for the rest of the Double Bay Centre will remain as they currently are.

To prepare this Strategy, we have reviewed current planning controls including the Woollahra LEP 2014 and the Woollahra DCP 2015.

This document is also consistent with relevant Council policies and strategies, including:

- Woollahra Local Strategic Planning Statement 2020
- Woollahra 2030 (Community Strategic Plan 2018)
- Double Bay Place Plan 2014 & 2019
- Double Bay Centre Public Domain Strategy 2016
- Double Bay Centre Public Domain Lighting Strategy 2016.

Double Bay Centre is our premier shopping and community precinct with a distinctive harbour setting. The Cross Street Precinct is positioned toward the northern edge of the Double Bay Centre. It provides a range of community facilities including high-end retail, cafes and outdoor dining. The existing built form character of the Precinct contains a variety of architectural styles ranging from medium to high density with consistently active frontages and arcades linking to Knox Lane.

Cross Street is going through a built form transition. A number of individual sites on the street's southern side have recently been developed and now present a coarser grain built form than the existing adjoining buildings. This uncoordinated approach has resulted in a disjointed street character. It is also inconsistent with best practice urban design and planning to create a cohesive and coordinated approach to achieve the desired future character of the Precinct and the surrounding Double Bay Centre.

The purpose of this Strategy is to ensure that this transition occurs in a planned and coordinated way. This Strategy seeks to create opportunities but also balances the different and sometimes competing needs of all the users of the Precinct.

This document is structured around five main parts:

- Chapter 1 - Introduction and Methodology
- Chapter 2 - Strategic context analysis
- Chapter 3 - Background study and local context analysis
- Chapter 4 - Vision and urban design principles
- Chapter 5 - Urban design and planning strategies.

This Strategy is based on best practice urban design and planning principles. A summary of these principles are to:

- Maintain and enhance the village character of the Precinct
- Reinforce a fine-grain and human-scale streetscape
- Maintain and enhance the employment/business character of the Precinct
- Achieve design excellence
- Enhance active frontages
- Provide solar access to the private and public open spaces
- Enhance urban greening
- Enhance pedestrian permeability.

Having a clear set of urban design principles will ensure a coordinated and balanced approach for the future of the Cross Street Precinct.



# 1.2 Our journey

This Strategy is part of Council's ongoing work to facilitate enhancements to the Double Bay Centre through placemaking, public domain improvements and up-to-date planning controls. This process began in 2013 in collaboration with the 'Future Cities Program'. The initial program involved four stages:

- 1- Precinct selection.
- 2- A Mayor's forum, involving presentations, site tours and a series of intensive workshops assisted by local and international experts.
- 3- A US study tour which focused on innovative sustainability and liveability transformations.
- 4- Evaluation and implementation.

The Mayor's Forum recommended eight strategies to deliver a more vibrant, successful and sustainable future for Double Bay, including:

- 1- Gateways – to create a sense of arrival/identity for people arriving at the Centre from both road and water.
- 2- Arts and culture – to develop a distinctive brand and offer a stimulating program of arts and cultural activities.
- 3- Street activation – to promote an alfresco dining culture and more street life.
- 4- Connectivity and movement – to maintain and enhance the Centre's intricate network of small streets and lanes.
- 5- Residential population – to increase the residential population and attract a younger demographic by encouraging the development of small apartments.
- 6- Sustainability – to increase long term sustainability of the Centre by encouraging the development of small apartments.
- 7- Kiaora Lands development – to provide a better local shopping experience, upgrade the public domain and provide a new library with a range of new business, social and cultural programs.
- 8- A new cinema complex– it was agreed that a cinema complex will attract large numbers of people and have positive flow on economic impacts.

In October 2013, following presentation of a detailed report to Council's Urban Planning Committee on the outcomes of the Future Cities Program, Council resolved to prepare a new strategic plan for Double Bay that:

- Takes a placemaking approach.
- Supports and achieves our vision and place story.
- Contains all strategies and actions for Double Bay in one place.
- Is to be developed through a working party of Double Bay stakeholders.
- Includes the strategies arising from the Future Cities Program.
- Includes clear responsibilities and timeframes.

In December 2014, Council adopted the Double Bay Place Plan which was developed in collaboration with the Double Bay Working Party. The plan envisages Double Bay Centre as:

- A great place to live, work and play.
- A vibrant harbourside village.
- A place that provides more affordable housing for young people.
- A place with high quality buildings and public domain.

One of the core priorities of the Place Plan is increasing housing opportunities for young people. Accordingly, an economic study was commissioned to understand the particular development conditions affecting the potential to increase housing in the Centre. The findings of the economic study are discussed in Chapter 3 of this report.

Having considered the economic study prepared by Hill PDA, in September 2015 Council resolved to review the planning controls in the Centre based on the policy options recommended by Hill PDA.

Since that time, staff have been working on a fine-grain review of building envelopes in the Centre, focusing on the strategies recommended by the Mayor's Forum. This report focuses on Strategies 3, 4, 5, 6.

In April 2021, Council considered the review of the Double Bay planning controls, including the Draft Double Bay Centre Planning and Urban Design Strategy. Council resolved to reaffirm its commitment to existing planning controls for the Double Bay Centre and revise the strategy to focus on the southern side of Cross Street, between Knox Lane and Bay Street. This area is referred to as the Cross Street Precinct in this Strategy.

A recent decision of the NSW Land and Environment Court (LEC) relating to 28-34 Cross Street found that the desired future character of the street was defined by recently developed adjoining properties, rather than Council's planning controls. In light of this finding and consistent with Council's resolution, the intent of the revised strategy for the Cross Street Precinct is to:

- Reinforce the desired future character of the Double Bay Centre as Sydney's stylish bayside village
- Provide a clear vision for the entire Cross Street Precinct, including sites that have recently been redeveloped and those which have not
- Maintain or enhance view sharing opportunities for existing developments on the south side of Cross Street.

Figure 1 on the next page shows the work and collaboration that has gone into this project.

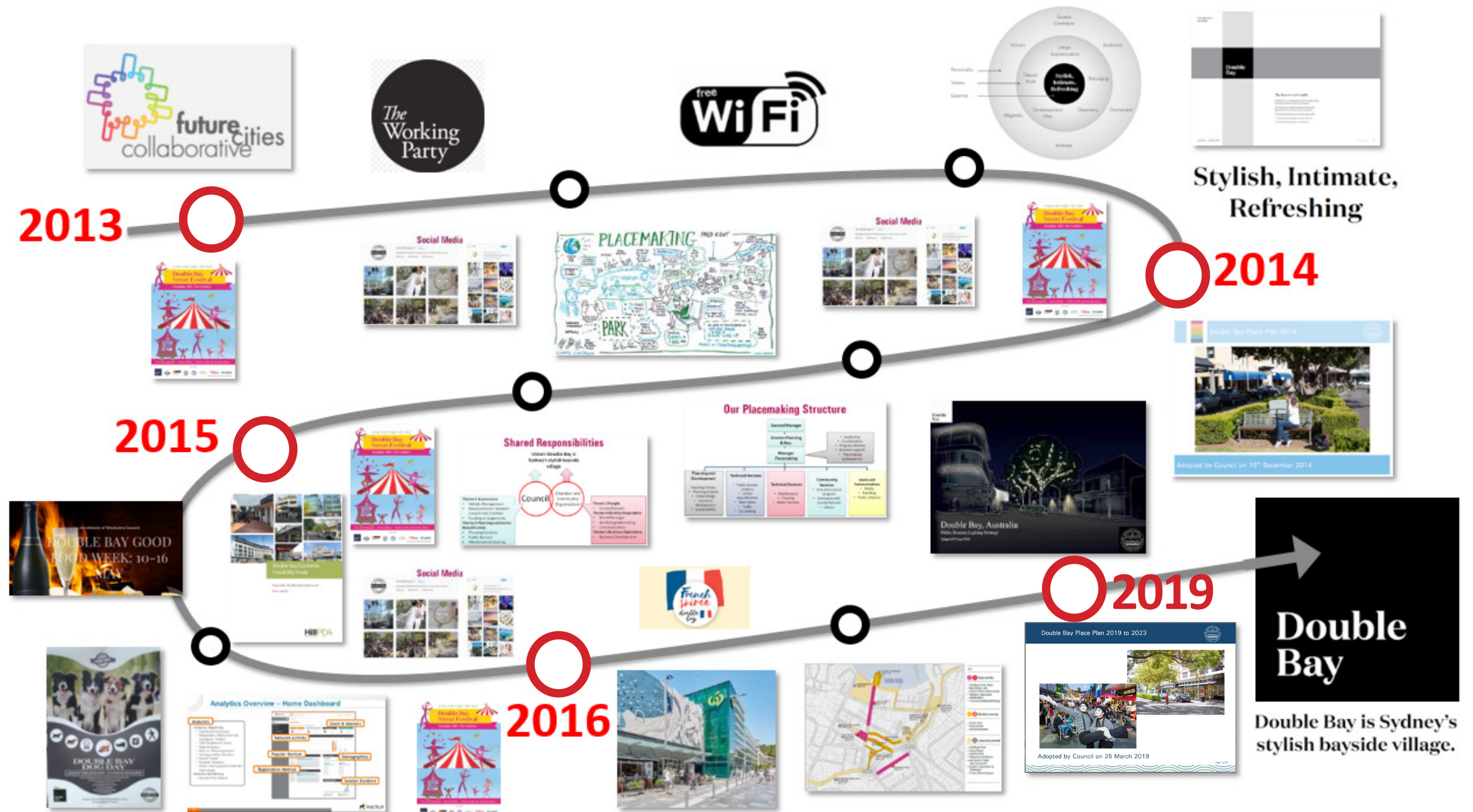


Figure 1. Our journey



# 1.3 Study area

The Cross Street Precinct is located toward the northern end of the Double Bay local centre. The study area is defined as the southern side of Cross Street, bounded by Knox Lane to the east and Bay Street to the west. The public domain of Knox Lane is also included within the study area boundary. See Figure 2.





The Precinct enjoys a privileged position near the southern edge of Sydney Harbour in Sydney’s Eastern Suburbs<sup>1</sup>. It is located within a 10-15 minute walking catchment of the Edgecliff Railway Station, approximately 300 metres from the Double Bay Ferry Wharf, and less than 4 kilometres from the Sydney CBD.

The Precinct plays an important role in supporting the community life and local economy of the surrounding Centre. It provides a range of local businesses, dining opportunities and residential accommodation that are enjoyed by the local community and visitors alike. The study area is surrounded by residential uses located in tree-lined streets.

New South Head Road and Bay Street provide the primary access points to the Precinct. While there are no public transport services linking directly to the Precinct, the surrounding Centre is well connected by frequent services including bus routes such as 323, 324, 325, 326, 327, 328, trains at Edgecliff Station and ferries from Double Bay Wharf. These transport services provide access to the nearby strategic centres and several destinations such as the Sydney CBD, Kings Cross and Bondi Junction.



Figure 2. The study area (Six maps 2019)

-  CROSS STREET PRECINCT
-  DOUBLE BAY LOCAL CENTRE
-  RAILWAY STATION
-  DESTINATIONS AND ATTRACTIONS

<sup>1</sup> Double Bay Place Plan 2019 - 2023



## 1.4 Methodology

We have undertaken an extensive fine-grain urban design and planning analysis to identify the physical and built form characteristics of the Cross Street Precinct and its development potential. Our study includes:

- An urban design analysis of the existing built form and streetscape character, movement and access network as well as the Precinct's relationship to the surrounding Double Bay Centre
- Analysing the main opportunities and constraints for the potential future development of the Precinct
- Providing a vision statement, urban design principles and built form strategies to respond to the development pressure in the Precinct
- Commissioning a comprehensive transport study of the Double Bay Centre.

Our analysis also included a review of the key existing strategic planning framework being:

- A Metropolis of Three Cities by Greater Sydney Commission (GSC) 2018
- The Eastern City District Plan by Greater Sydney Commission (GSC) 2018
- State Environmental Planning Policy No 65 (Design Quality of Residential Flat Development)
- Woollahra Local Strategic Planning Statement 2020
- Woollahra Local Environmental Plan 2014
- Woollahra Development Control Plan 2015
- Double Bay Place Plan 2014 & 2019
- Woollahra 2030 (Community Strategic Plan)
- Woollahra Social and Cultural Plan 2018-2030
- Footway Dining Policy 2019
- Footway Dining Guidelines 2019
- Night Time Economy Policy 2019.

This Strategy has been informed by:

- Double Bay Centre Public Domain Strategy 2016, prepared by ASPECT Studios
- Double Bay Centre Public Domain Lighting Strategy 2016, prepared by Arup
- Double Bay Centre Feasibility Assessment 2015 & 2018, prepared by Hill PDA
- Double Bay Transport Study 2021, prepared by SCT
- Double Bay Centre Urban Design Strategy 2002, prepared by Hill Thalís Architecture and Urban Projects
- Double Bay Centre Pedestrianisation Study 2020
- Double Bay Centre Hydrogeological Study (Draft) 2020
- Draft Double Bay Centre Commercial Waste Management Study 2020.

This report discusses the summary of our analysis and the key urban design and planning strategies. The strategies presented in this report respond to the role of the Precinct within its broader strategic context as well as the aims and objectives of local plans and policies.





CHAPTER 2

# STRATEGIC CONTEXT

(Review and analysis of State Strategies and Council Policies)

## 2.1 A Metropolis of Three Cities 2018

'A Metropolis of Three Cities' is the regional strategic plan for all of Greater Sydney. The Plan emphasises the important role of local centres which provide day-to-day goods and services close to where people live. The Plan recommends increasing residential development within walking distance of centres with services and community facilities.

One of the Plan's main goals is to achieve a '30-minute' city where people can live and work within a '30-minute' distance of the metropolitan or strategic centres using public transport. According to the Plan, the 30-minute city aspiration will guide decision making on locations for new jobs and housing and the prioritisation of transport, health, schools and social infrastructure investments.

The Cross Street Precinct is located less than a '30-minute' distance to strategic centres and major job hubs including Sydney CBD and Bondi Junction ( via public transport) and Randwick Health and Education Precinct (via private vehicle) (See Figure 3). Frequent public transport Train, Ferry and Bus services connect the Centre to surrounding Strategic Centres and Sydney CBD.

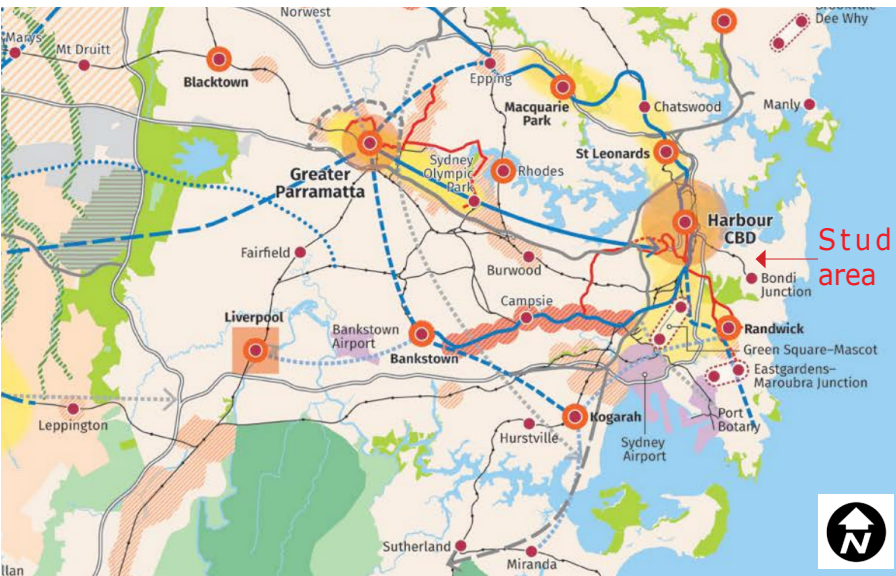


Figure 3. The metropolis of Three Cities, 2018. P. 15



## 2.2 Eastern City District Plan 2018

Five District Plans set out a vision to implement 'A Metropolis of Three Cities'. The Eastern City District Plan applies to the Precinct.

The Plan identifies Double Bay as a local centre in close proximity to Edgecliff (Local Centre) and Bondi Junction (Strategic Centre) as shown in Figure 4. The Plan has also identified Double Bay Centre for potential housing, retail and commercial growth opportunities within 400m walking catchment focusing on its public transport nodes.

*Planning Priority E6: Creating and renewing great places and local centres, and respecting the District's heritage* (Eastern City District Plan, P 46).

Principles for local centres- *Councils will need to consider which centres:*

- will be appropriate to accommodate additional housing as part of their housing strategy
- will need to grow to provide for the required goods and services of the community
- may also need to grow to deliver other roles for the community, such as recreation, cultural, arts and community hubs.

(Eastern City District Plan, P 49).

Double Bay's main strategic strengths in terms of its context are:

- Location - in close proximity to several major centres and regional job hubs, including City of Sydney, Randwick Health and Education Precinct, Edgecliff Local Centre, as well as major recreational facilities including The Royal Sydney Golf Club, Bondi Beach, Moore Park and Centennial Park.
- Access to a regional transport corridor (railway, bus and ferry).
- Location on New South Head Road which is the main spine connecting the Centre to its surroundings.
- Proximity to the harbour foreshore area (to the north of the study area) and a number of surrounding parks such as The Royal Sydney Golf Club and Cooper Park which are connected to the Greater Sydney Green Grid<sup>1</sup>.

Double Bay is primely positioned in the Eastern City District to facilitate a highly liveable centre with increased and sustainable housing, jobs and services. This provides an opportunity for the Centre to contribute to the future growth of the District by creating additional housing and infrastructure such as services and accommodation.

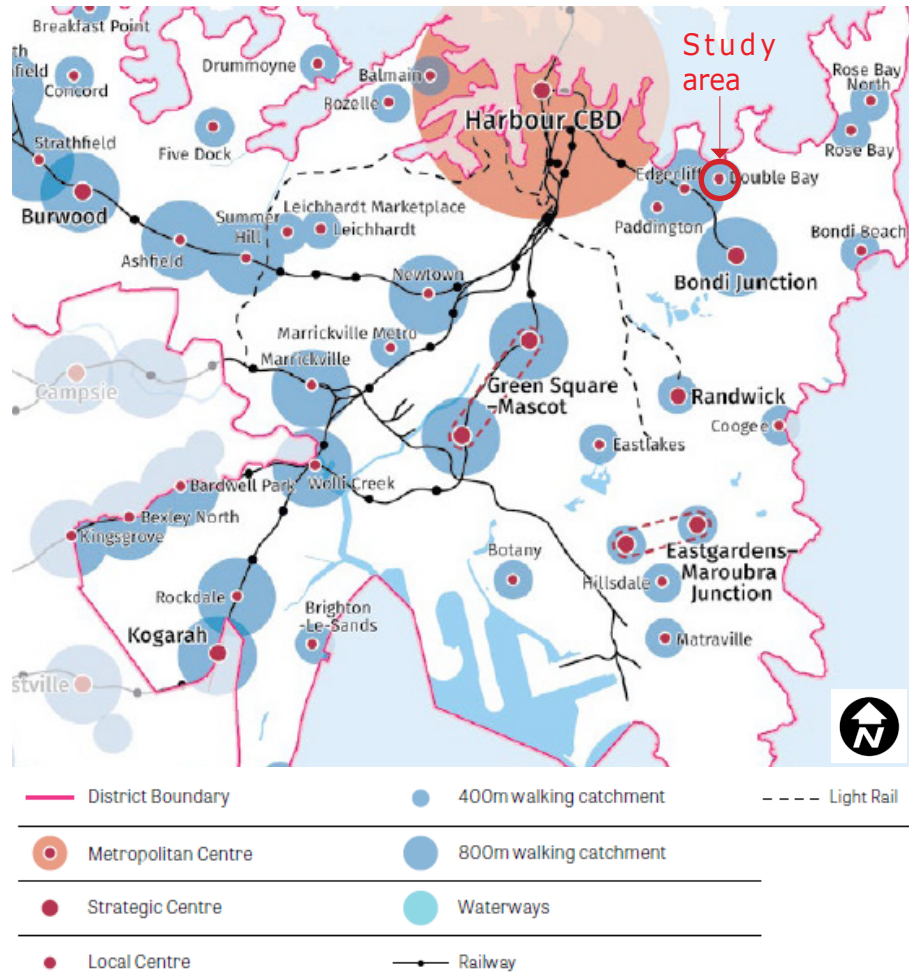


Figure 4. Double Bay as a local centre (Eastern City District Plan, 2018. P. 50)

<sup>1</sup>The Eastern City District Plan identifies that the Greater Sydney Green Grid will provide a regional network of high quality green spaces that supports walking, cycling and community access to open spaces with urban tree canopy lining streets and neighbourhoods.



## 2.3 Woollahra 2030 (CSP)

Woollahra 2030 is Council’s community strategic plan which presents a long term vision for Woollahra based on an inclusive community engagement process and informs Council’s strategies, plans and policies. It outlines our community’s aspirations for the future.

The vision in the Woollahra CSP is that:

- *Woollahra will continue be a great place to live, work and visit where places and spaces are safe, clean and well-maintained.*
- *Our community will offer a unique mix of urban villages with a good range of shops, services and facilities.*
- *We will make the most of the natural beauty, leafy streetscapes, open spaces, views and proximity to the water and the city.*
- *We will be a harmonious, engaged and connected community that looks out for each other* (Woollahra CSP, P 6).

The Woollahra CSP is set out under five main themes:

- Community wellbeing
- Quality places and spaces
- A healthy environment
- Local prosperity
- Community leadership and participation (Woollahra CSP, P 13).

This Strategy is consistent with the following strategies of Woollahra CSP:

- *Strategy 10.2 - Plan for the future for Woollahra.*
- *Strategy 1.3 - Provide places and spaces for people to connect and interact.*
- *Strategy 4.3 - Protect our heritage, including significant architecture and the natural environment.*
- *Strategy 4.1 - Encourage and ensure high quality planning and urban design outcomes.*
- *Strategy 4.4 - Encourage diversity in housing choice to suit a changing population.*
- *Strategy 5.1 - Enhance local community, cultural and recreation facilities to become more attractive, integrated, and accessible.*
- *Strategy 9.3 - Maintain a high quality public domain to support and promote local business.*

## 2.4 Woollahra Local Strategic Planning Statement (LSPS) 2020

The Woollahra LSPS sets out a 20-year vision and planning priorities for the future of Woollahra LGA, including how we will:

- *Manage future growth, new technology and changing community needs.*
- *Conserve our heritage, villages, local character and environment.*
- *Ensure resilience and sustainability despite challenges such as climate change.*
- *Identify areas for further detailed strategic planning*
- *Link our plans to the implementation of the NSW Government’s strategic plans (WLSPS, P 4).*

Placemaking and a strong focus on our villages are central to Council’s approach to promoting productivity and a prosperous local economy (WLSPS, P 50).

The Woollahra LSPS encourages a diverse range of housing choices in well-planned locations that are the right fit for our area and have easy access to public transport, jobs, and community services. This will help to enhance the vibrancy and attractiveness of our villages and destinations whilst protecting our distinctive village character through fine-grain human scale design.

One of the actions (43) is to support the implementation of the Place Plans for centres including Double Bay Centre. This is to ensure that our villages adapt and thrive in response to change and remain a prosperous part of our local economy and community life.

*Planning Priority 6 (Action 37) is to undertake community consultation on the Double Bay Centre Planning and Urban Design Study (2020) which includes provisions to promote fine-grain, human-scale, place driven outcomes that prioritise people, local character and place, solar access and design excellence* (WLSPS, P 91).

The Woollahra LSPS also emphasises a number of actions in the Double Bay Centre including potential redevelopment of Cross Street Car park (Action 13, short term) and improving Jamberoo Creek's health and ecosystem (Action 50, medium to long term).

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# CHAPTER 3

# LOCAL CONTEXT

(Background studies and analysis of the local context)

### 3.1 Current Planning Controls – Woollahra Local Environmental Plan 2014

#### LAND USE ZONE

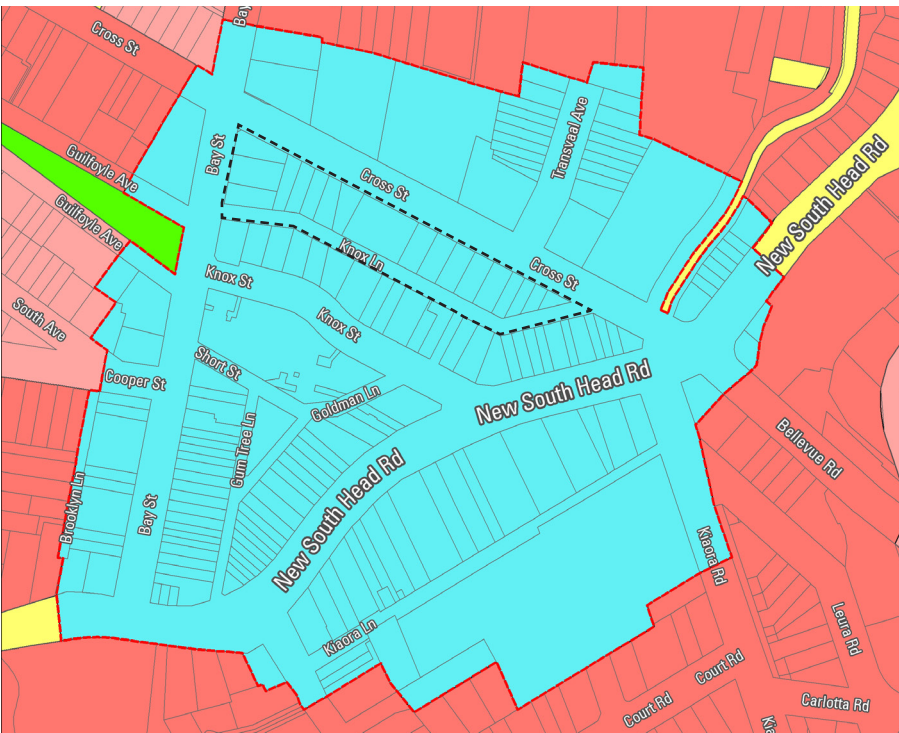


Figure 5. Land Use Zone

<b>B1</b> Neighbourhood Centre	<b>R2</b> Low Density Residential	<b>Double Bay Centre</b>
<b>B2</b> Local Centre	<b>R3</b> Medium Density Residential	<b>Cross Street Precinct</b>
<b>B4</b> Mixed Use	<b>RE1</b> Public Recreation	
<b>E1</b> National Parks and Nature Reserves	<b>RE2</b> Private Recreation	
<b>E2</b> Environmental Conservation	<b>SP2</b> Infrastructure	
	<b>SP3</b> Tourist	

The Precinct is zoned B2 Local Centre. The objectives of this zone are to:

- Provide a range of retail, business, entertainment and community uses that serve the needs of people who live in, work in and visit the local area.
- Encourage employment opportunities in accessible locations.
- Maximise public transport patronage and encourage walking and cycling.
- Attract new business and commercial opportunities.
- Provide active ground floor uses to create vibrant centres.
- Provide for development of a scale and type that is compatible with the amenity of the surrounding residential area.
- Ensure that development is of a height and scale that achieves the desired future character of the neighbourhood.

#### HEIGHT OF BUILDINGS

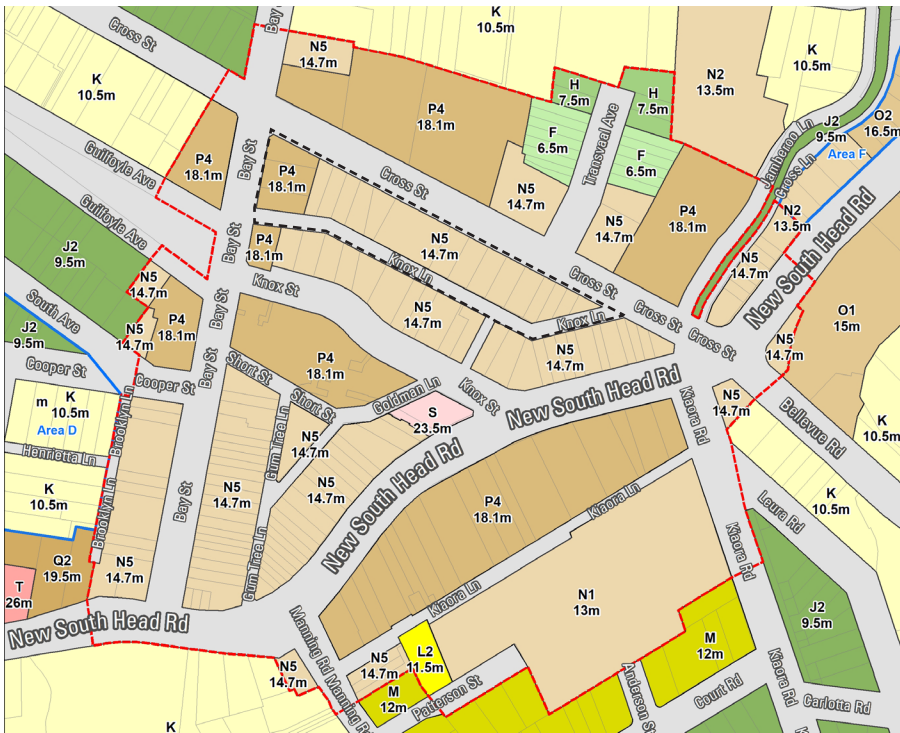


Figure 6. Height of Buildings Map

<b>C</b> 5	<b>J2</b> 9.5	<b>N4</b> 14.5	<b>Q1</b> 19	<b>Double Bay Centre</b>
<b>E</b> 6	<b>K</b> 10.5	<b>N5</b> 14.7	<b>Q2</b> 19.5	<b>Cross Street Precinct</b>
<b>F</b> 6.5	<b>L1</b> 11	<b>O1</b> 15	<b>Q3</b> 20.5	
<b>G</b> 7	<b>L2</b> 11.5	<b>O2</b> 16.5	<b>R1</b> 21.5	
<b>H</b> 7.5	<b>M</b> 12	<b>P1</b> 17.2	<b>R2</b> 22.5	
<b>I1</b> 8	<b>N1</b> 13	<b>P2</b> 17.5	<b>S</b> 23.5	
<b>J2</b> 8.2	<b>N2</b> 13.5	<b>P3</b> 18	<b>T</b> 26	
<b>J1</b> 9	<b>N3</b> 14.1	<b>P4</b> 18.1	<b>U</b> 34	

Most sites in the Cross Street Precinct have a Height of Buildings standard of 14.7m. There are some sites at the western edge of the Precinct with a greater applicable maximum height standard of 18.1m which supports mixed use development of up to 6 storeys.

The maximum Height of Buildings standard in the Centre ranges from 6.5m in the Transvaal Heritage Conservation Area up to 23.5m at the intersection of New South Head Road and Knox Street. The majority of sites have a Height of Buildings standard of 14.7m which supports mixed use development of up to four storeys.

#### FLOOR SPACE RATIO (FSR)

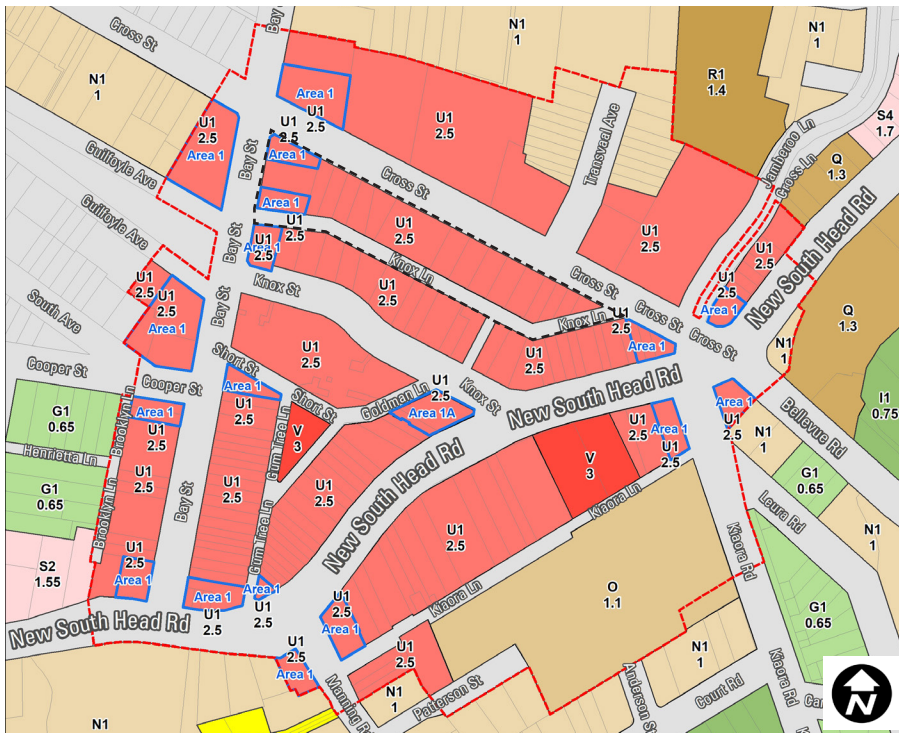


Figure 7. Floor Space Ratio Map

<b>A1</b> 0.21	<b>F1</b> 0.6	<b>N1</b> 1	<b>S2</b> 1.55	<b>Double Bay Centre</b>
<b>A2</b> 0.37	<b>F2</b> 0.63	<b>N2</b> 1.04	<b>S3</b> 1.68	<b>Cross Street Precinct</b>
<b>B1</b> 0.4	<b>G1</b> 0.65	<b>O</b> 1.1	<b>S4</b> 1.7	
<b>B2</b> 0.43	<b>G2</b> 0.68	<b>P</b> 1.25	<b>T</b> 2	
<b>C</b> 0.46	<b>H</b> 0.73	<b>Q</b> 1.3	<b>U1</b> 2.5	
<b>D1</b> 0.5	<b>I1</b> 0.75	<b>R1</b> 1.4	<b>U2</b> 2.9	
<b>D2</b> 0.52	<b>I2</b> 0.77	<b>R2</b> 1.42	<b>V</b> 3	
<b>D3</b> 0.53	<b>L</b> 0.9	<b>S1</b> 1.5	<b>X</b> 4	
<b>F1</b> 0.6		<b>S2</b> 1.55		

The Cross Street Precinct has a consistent FSR of 2.5:1.

A number of prominent corner sites along New South Head Road and Bay Street have a greater FSR up to 3- 4.5:1. Two of these sites are positioned within the Cross Street Precinct. The purpose of this additional FSR is to encourage the development of prominent corner buildings, subject to achieving 'compatibility with the desired future character of the area in terms of building bulk and scale'.



HERITAGE

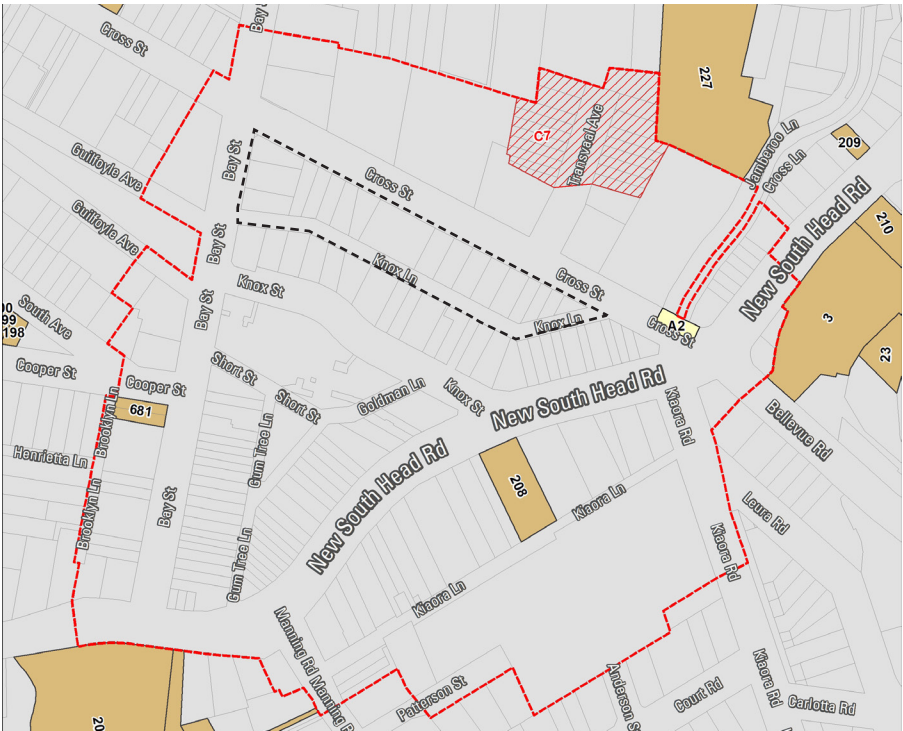


Figure 8. Heritage Map

- |                             |                       |                       |
|-----------------------------|-----------------------|-----------------------|
| Conservation Area - General | Item - Archaeological | Double Bay Centre     |
| Item - Street Name Inlays   |                       | Cross Street Precinct |

The objectives of Clause 5.10 of Woollahra LEP are:

- (a) to conserve the environmental heritage of Woollahra,
- (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,
- (c) to conserve archaeological sites,
- (d) to conserve Aboriginal objects and Aboriginal places of heritage significance

There are two local heritage items, one state heritage item (archaeological site) and one heritage conservation area that are identified in the Woollahra LEP 2014 near the Precinct. These are:

- Local item 681 - Gaden House including interiors
- Local item 208 - The Golden Sheaf Hotel and interiors
- State item A2 - Double Bay Compressed Air Ejector Station
- Transvaal Avenue Heritage Conservation Area.

FLOOD PLANNING

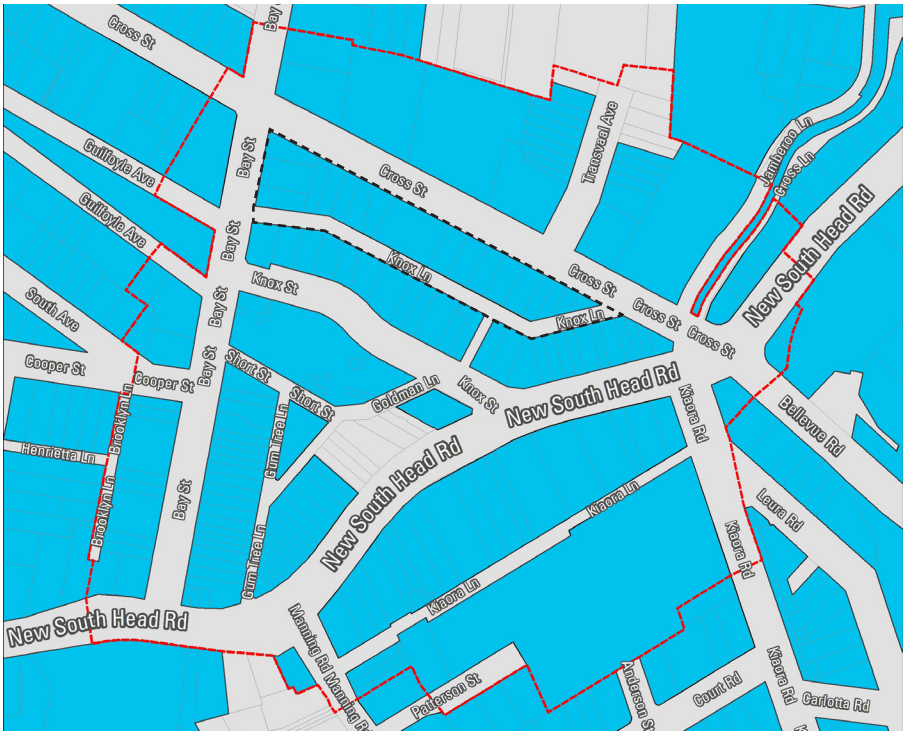


Figure 9. Flood Planning Map

- |                     |                       |
|---------------------|-----------------------|
| Flood Planning Area | Double Bay Centre     |
|                     | Cross Street Precinct |

Most of the Centre and the entire Cross Street Precinct is identified as Flood Planning Area. This affectation should be taken into account as part of any site future development.

It is noted that Council has recently undertaken a comprehensive hydrogeological and geotechnical study. At the time of preparing this Strategy, Council staff have progressed with a planning proposal to amend the Woollahra LEP 2014 and amendments to the Woollahra DCP 2015 to strengthen the existing objectives and controls to minimise the impacts of groundwater drawdown as a consequence of underground structures. It is not anticipated that the recommendations of this Strategy will be impacted by the proposed amendments.

ACID SULFATE SOILS

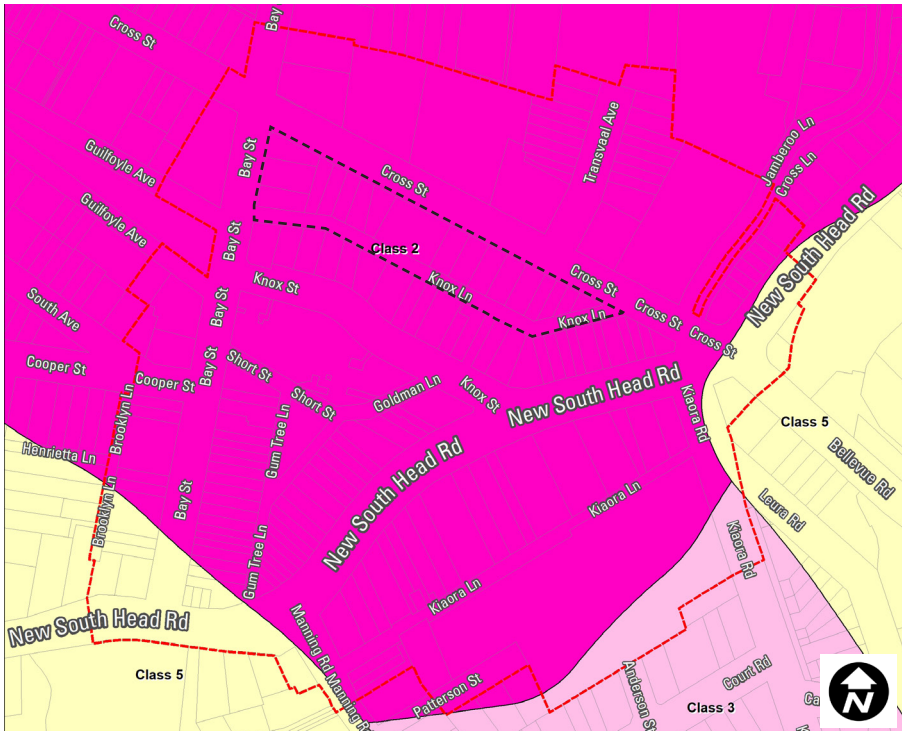


Figure 10. Acid Sulfate Soils Map

- |         |                       |
|---------|-----------------------|
| Class 1 | Double Bay Centre     |
| Class 2 | Cross Street Precinct |
| Class 3 |                       |
| Class 4 |                       |
| Class 5 |                       |

The Precinct identified as Class 2 which requires development consent for:

- work below the natural ground surface
- works by which the watertable is likely to be lowered

The Centre also includes sites in Class 5. These sites require development consent for 'works within 500 metres of adjacent Class 1, 2, 3 or 4 land that is below 5 metres Australian Height Datum and by which the watertable is likely to be lowered below 1 metre Australian Height Datum on adjacent Class 1, 2, 3 or 4 land'.



## 3.2 Current planning controls – Woollahra Development Control Plan 2015

Woollahra DCP 2015 establishes the detailed planning and design guidelines for development across the municipality. Chapter D5 of Woollahra DCP 2015 sets out detailed built form controls for the Centre and the Precinct.

Applicants seeking to redevelop or alter sites in the Centre or the Precinct must carefully consider the context of their proposal and identify the Built Form Envelopes, Control Drawings and Development Controls in this chapter.

The DCP's key built form objectives for the Cross Street Precinct are to:

- (O1) *Retain and enhance through block connections which allow pedestrians to move freely within the Double Bay Centre.*
- (O2) *To develop the particular qualities of different parts of the Double Bay Centre.*
- (O3) *Encourage a diverse mix of uses in the Double Bay Centre and maintain retail uses at ground level.*
- (O4) *Conserve and enhance the visual and environmental amenity of all buildings and places of heritage significance in the Double Bay Centre.*
- (O5) *Enhance the way development contributes to a sense of place.*
- (O6) *Ensure a high standard of architectural and landscape design in any new developments within the Double Bay Centre.*
- (O7) *To preserve and enhance the diversity of uses in the Double Bay Centre.*
- (O8) *Ensure that new development is compatible with the existing built form, and streetscape and village character.*
- (O9) *To encourage view sharing and individual privacy.*
- (O10) *To ensure new development is designed to be compatible with the heritage significance of listed heritage items.*

'Our vision for Double Bay is as a vibrant centre that offers a unique living, working and shopping experience within a pedestrian friendly and attractive built environment' (Woollahra DCP 2015, D5.3.2).

The Woollahra DCP 2015 sets out a number of strategies for the Centre in Section D5.3.2. The Precinct is located in the heart of the Double Bay Centre, and as such the strategies outlined in the Woollahra DCP 2015 are highly relevant to the evolving character of the Precinct. A summary of the strategies that are most relevant to this Strategy are listed below:

*Ensure that the Centre maintains its commercial viability and competitive position within the Sydney retail market.* This is to:

- Foster the existing mix of uses of the Centre.
- Encouraging active retail frontage to laneways.
- Enhance the image of Double Bay as a premier boutique and designer fashion store destination.

*Develop the particular qualities of different parts of the Centre.* This is to:

- Retain and enhance the sunlit block of arcades between Knox Street and Cross Street.
- Reinforce the Bay Street promenade and vista to the harbour foreshore.
- Reinforce the urban space at the end of Guilfoyle Park, using built form controls.

*Retain and enhance pedestrian access and amenity in and around the Centre.* This is to promote:

- An intimate scale, active retail frontage and pedestrian amenity of the lanes and little streets in the Centre.
- Pedestrian environment through building setbacks, continuous awnings and permeable blocks.

*Improve Double Bay's built form to provide appropriate definition to the public domain.* This encourages:

- A coherent street scale and a variety of building types.
- New developments compatible with the existing built, streetscape and village character.
- Presence of corner buildings addressing the public domain, recognising their importance in the Centre in terms of street vistas, urban scale and identity.
- Vehicle access from rear lanes, while retaining active use and addressing to those lanes.
- 'Small shop' urban character.

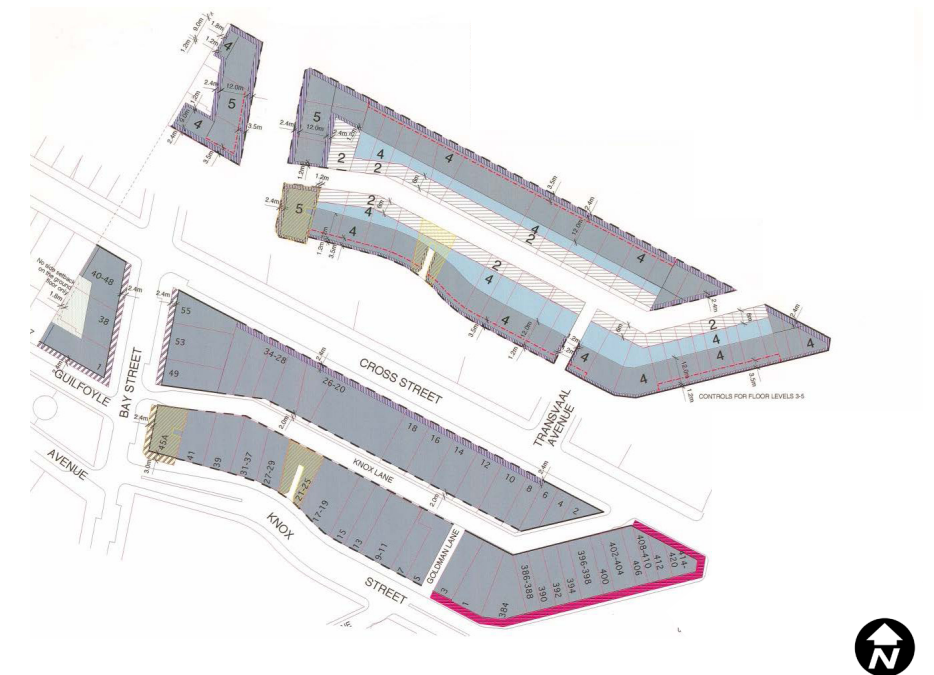


Figure 11. WDCP 2015, D5.5.8 Control drawing 4

*Improve parking in the Centre.* This aims to:

- Improve parking and traffic conditions in the centre.
- To improve traffic and parking management in the centre and minimise vehicular/pedestrian conflicts.

The Woollahra DCP 2015 sets out the following strategies to achieve the desired future character of Cross Street in Section D5.4.7:

- Unify the street on the north side by building to the street boundary.
- Retain street level connections to Knox Lane.
- Allow 4 storeys on 50% of each site frontage to Knox Lane.
- Encourage arcades and courtyards on the south side that cater for outdoor eating and informal gathering.
- Strengthen built form on corner sites.

The relationship between Cross Street and Knox Lane is an important feature of the Cross Street Precinct. The Woollahra DCP 2015 identifies that the desired future character for lanes throughout the Centre should:

- Facilitate the service role of lanes, while encouraging increased active retail frontage.
- Improve pedestrian amenity by providing adequate footpaths, limiting the width and numbers of vehicle crossovers, setting buildings back on one side and preserving natural daylight to the lanes.
- Enhance the spatial definition of lanes with ground and first floor building lines and buildings up to two storeys in height. (Section D5.4.8).

Additionally, the Woollahra DCP 2015 sets out the following strategies to achieve the desired future character of Knox Lane in D5.4.9:

- Retain and enhance the varied spatial definition of Knox Lane.
- Retain and enhance the honeycomb of arcades and courtyards which connect Knox Street to Cross Street.
- Encourage visual and physical connections between Knox Street and Cross Street using:
  - arcaded and/or outdoor connections;
  - north oriented courtyards; and
  - arcade and courtyard creating buildings.

Figure 11 shows an example of a control drawing for the Cross Street Precinct taken from Page 42 in Part D5.5.8. This guides the buildings setbacks, separation distances, articulation and building depth.

The control drawings show building envelopes for every site in the Cross Street Precinct. The envelopes generally establish:

- *Four storey street wall heights along the southern side of Cross Street.*
- *Two storey street wall heights along Knox Lane.*
- *Reduced building depths above the first floor to achieve high amenity development flexible for residential or commercial uses (WDCP D5.5.1).*

Figure 12 shows the 3D view of building envelopes looking east along Cross Street taken from Page 50 in Part D5.5.12.

Based on the existing Woollahra DCP 2015 provisions, Chapters 4 and 5 of this Strategy discuss our urban design principles and built form strategies to guide the future of the Precinct. These principles and strategies will inform potential future amendments to the Woollahra DCP 2015.

Subject to this Strategy being endorsed by Council, the detailed planning and design guidelines of the Woollahra DCP 2015 will be updated consistent with this Strategy.

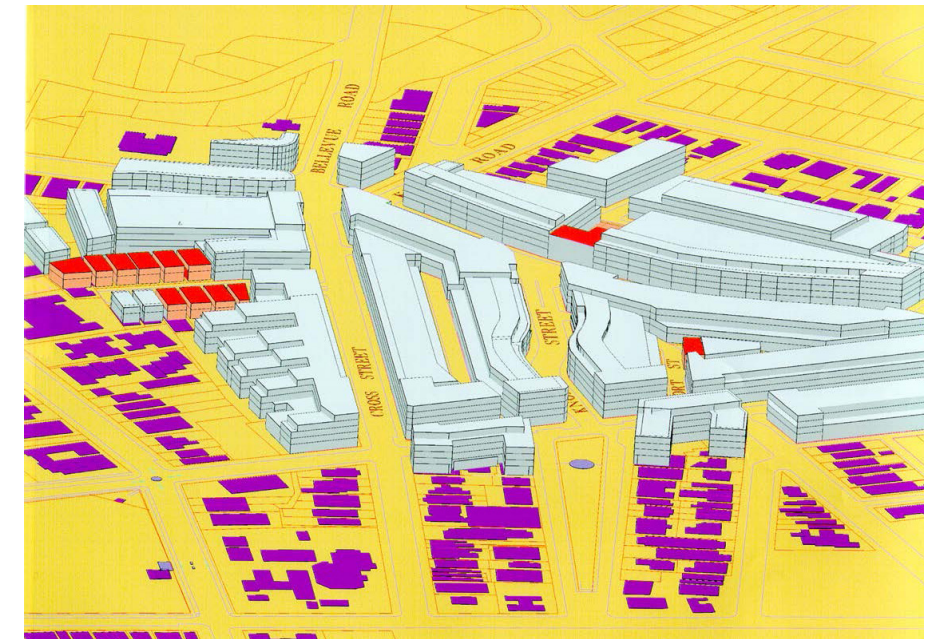


Figure 12. WDCP 2015. D5.5.12 View 2: 3D view of building envelopes



### 3.3 Double Bay Place Plan 2019–2023

The Place Plan sets out strategies and actions to achieve the vision and place story for the Centre. It sets out a placemaking approach to the management, future planning and development of Double Bay to ensure that the vision and place story are achieved.

**Vision: ‘Double Bay is Sydney’s stylish bayside village’**  
(Double Bay Place Plan, P 7).

The strategies, priorities and actions of the Place Plan have been arranged under five broad themes:

- 1. *Place Governance* – to ensure that the Centre is holistically managed as an important regional asset.
- 2. *People* – which aims to attract people to Double Bay as a place where there are many things to do, a place of arts and culture, a place with regular promotions, events and festivals, a place with vibrant street life.
- 3. *Planning and Place* – to ensure that the planning controls align with the vision and place story, and that there are strategies in place to improve and enhance the amenity and quality of the built environment.
- 4. *Identity and Image* – to ensure The Double Bay ‘brand’ supports our vision and place story.
- 5. *Business Operations* – which aims to assist businesses to support the vision and place story and to ensure that service and product standards are of the highest quality.

The Place Plan sets a number of strategies, priorities and actions to achieve each theme. Theme 3 is the most relevant to this Strategy, and emphasises the importance of increasing housing opportunities for people to live in Double Bay.

**Priority 3.2.1: Create a more diverse housing mix in Double Bay to make housing more affordable for young people and to increase the resident population of the village**  
(The Place Plan, P 23).

### 3.4 Double Bay Economic Feasibility Study 2015 and 2018

In 2015, Hill PDA was appointed to investigate the challenges and barriers to the future redevelopment in the Centre from an economic perspective. The study was considered necessary to provide a better understanding of why limited development had taken place in the Centre in recent years.

The study identified:

- Significant demand for housing in the Centre due to its distinctive waterfront location and proximity to the Sydney CBD.
- Living in the Centre is attractive to a younger demographic, however this is not attainable based on the current offerings and market values.

The main conclusion of this study was that redevelopment under the current planning controls, in most cases, was not economically viable. The economic constraints were:

- *The high underlying land values in the Centre.*
- *The high investment value of sites (that is the return achieved by the existing businesses and uses on the sites).*
- *The need to amalgamate sites to achieve a development site of a reasonable scale* (Hill PDA, P 11).

The key recommendation from this study was that whilst the Centre has become increasingly attractive for investment, most sites require an FSR of between 3:1 and 3.5:1 to facilitate development. The report qualified that an appropriate FSR in this range will require the consideration of the built form impacts associated with building bulk, scale and heights. The report did not comment on built form impacts. The report recognised that the economic viability of new development was only one of a number of planning and urban design considerations.

Additionally, the report recommended five other options to support appropriate future development:

- A reduction in mandatory car parking rates for studio and one bedroom apartments.
- A minimum requirement for provision of studio and/or one bedroom apartments to attract a younger demographic of ‘city makers’ and support overall vitality of the Centre.
- A maximum unit size for all (or the majority) of 1 bedroom and 2 bedroom apartments (no more than 10% in size above SEPP 65<sup>1</sup> minimums) with the aim of providing more affordable prices.

- A bonus FSR as an incentive for development proposals to include additional smaller units.
- A range of compact apartments sized below the SEPP 65 guidelines of 50sqm for 1 bedroom apartments e.g. 40sqm to facilitating additional residents and more affordable prices.

In early 2018, staff expressed concerns with the proposed land use mix in recent development applications (DAs) in Double Bay. These recent DAs incorporated retail elements on the ground floor and residential dwellings above. However, no office or business floor space was proposed. The long term benefits of providing office and business floor space are:

- Future proofing/flexible land use opportunities
- Protection of employment opportunities
- Daytime foot traffic to support businesses such as retail uses
- Encourage live/work opportunities
- Maintain and enhance day time vitality and vibrancy
- High-quality businesses and activities that attract people to the centre
- Products and services for the needs of residents

To maintain and enhance the non-residential character of the Centre, it was recommended to retain two levels of non-residential floor space. However, this requirement may impact the viability of new development in the Centre resulting in higher residential FSRs to offset the commercial value. To test this viability, in May 2018 Hill PDA were commissioned to provide an economic feasibility test.

Hill PDA's report recommends that Council consider a review of the FSR controls in the Double Bay Centre. Consistent with the Hill PDA study from 2015, the most appropriate FSR or FSRs would be dependent on urban design testing and other environmental considerations.

Council will undertake further testing to determine the appropriate FSR controls for the Cross Street Precinct once the built form elements have been subject to initial community engagement. The intent of this testing will be to determine an FSR or FSRs to support the economic viability of development that appropriately balances non-residential and residential uses in the Precinct.

<sup>1</sup>State Environmental Planning Policy No 65

### 3.5 Double Bay Public Domain Strategy 2016

The Double Bay Public Domain Strategy (Double Bay PDS) studies the main public domain strengths and opportunities of the Centre. It provides an overarching strategy and detailed designs to improve and activate the public domain in the Centre by creating a people orientated environment which is comfortable, safe, attractive and active.

The Double Bay PDS sets out key moves for the Centre to:

- Maintain and emphasise outdoor activities and street life.
- Upgrade the streetscapes, laneways, lighting and public spaces.
- Enhance outdoor urban life and experiences.
- Promote active frontages and activate laneways and key public open spaces.
- Improve access to the Centre and its surrounding area ( Double Bay PDS, P 6).

The Double Bay PDS has identified nine precincts in and around Double Bay for the purposes of dealing with specific issues and recommending improvements. See Figure 13.

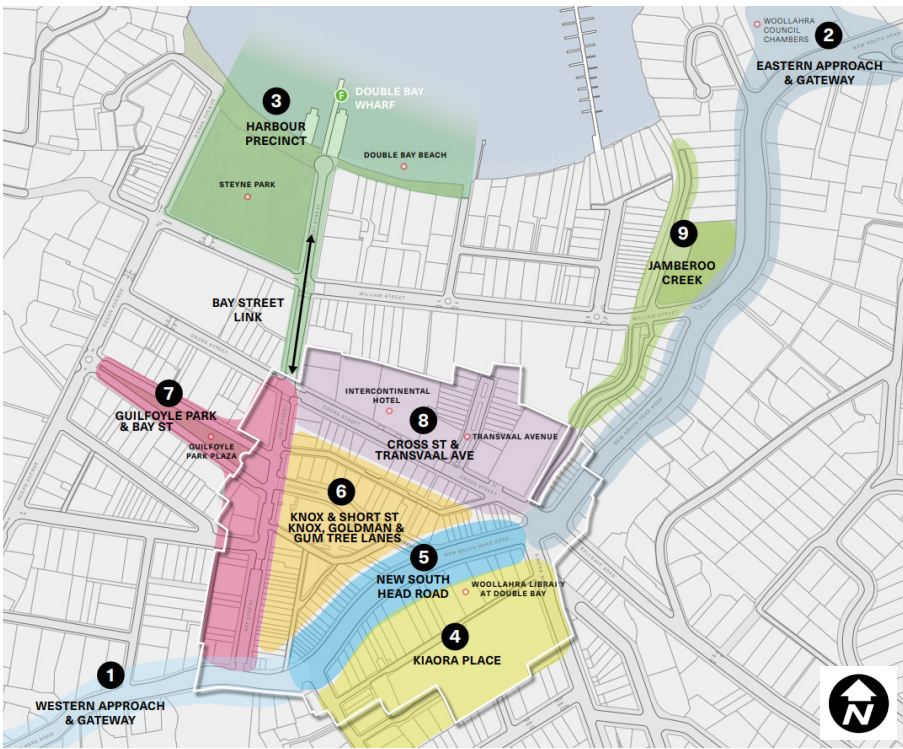


Figure 13. Double Bay Precinct (Double Bay PDS, 2016. P 3)

The main opportunities that relate to the Cross Street Precinct are to:

- Strengthen retail activities to improve the public domain.
- Upgrade the existing public domain and create new spaces.
- Encourage new outdoor activities.
- Provide a new retail and hospitality focus in the laneways and smaller streets
- Enhance legibility and wayfinding in the Centre.

The Double Bay PDS identified the road and laneway hierarchy, including pedestrian and cycling routes, as shown in Figure 14. It also establishes a number of urban projects with more detailed recommendations at gateway areas, lanes and public open spaces. These projects include:

- Upgrade Knox Lane to the same standard and detail as Kiaora Place
- Upgrade the existing Guilfoyle Plaza
- Create a new public square and urban park at the intersection of Cross Street and Jamberoo Lane
- Upgrade Goldman Lane public domain to allow new retail and hospitality to open to the street

In crafting our proposed built form strategies, we have taken into account the role and hierarchy of the public domain elements identified by the Double Bay PDS. For example, setbacks and street wall heights have been crafted differently to reflect the role of laneways versus streets. The recommendations of the Double Bay PDS, including the role and hierarchy of the streets in the Centre, should be considered by applicants as they progress their development applications.

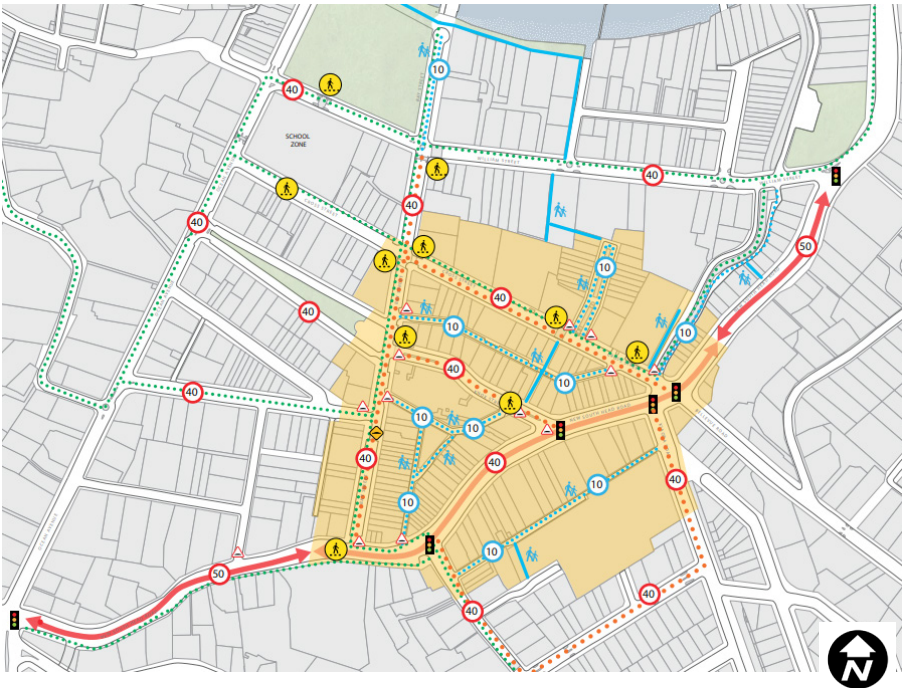
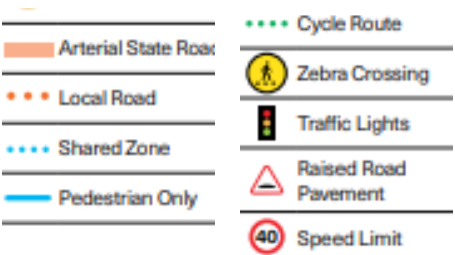


Figure 14. Proposed road and laneway hierarchy (Double Bay PDS, 2016. P 22)





### 3.6 Double Bay Centre Public Domain Lighting Strategy 2016

The Double Bay Centre Public Domain Lighting Strategy (Double Bay PDLS) 2016 was developed to facilitate a distinctive and elegant night-time experience whilst also complementing the natural beauty of the area. It provides a set of lighting recommendations and guidelines to create a cohesive night-time experience, enhance the visitor experience and support creativity in the economy.

The themes of future lighting projects in the Centre have been introduced with two types of overlays, as shown in Figures 15 and 16. The functional overlay provides recommendations regarding compliance with relevant design codes and street hierarchy<sup>1</sup>. The creative overlay identifies opportunities to illuminate key elements. These elements are corner buildings and gateways, furniture, trees and public art. In addition, the Double Bay PDLS recommended pilot projects for locations such as Knox Street, Kiaora Lane and Short Street.

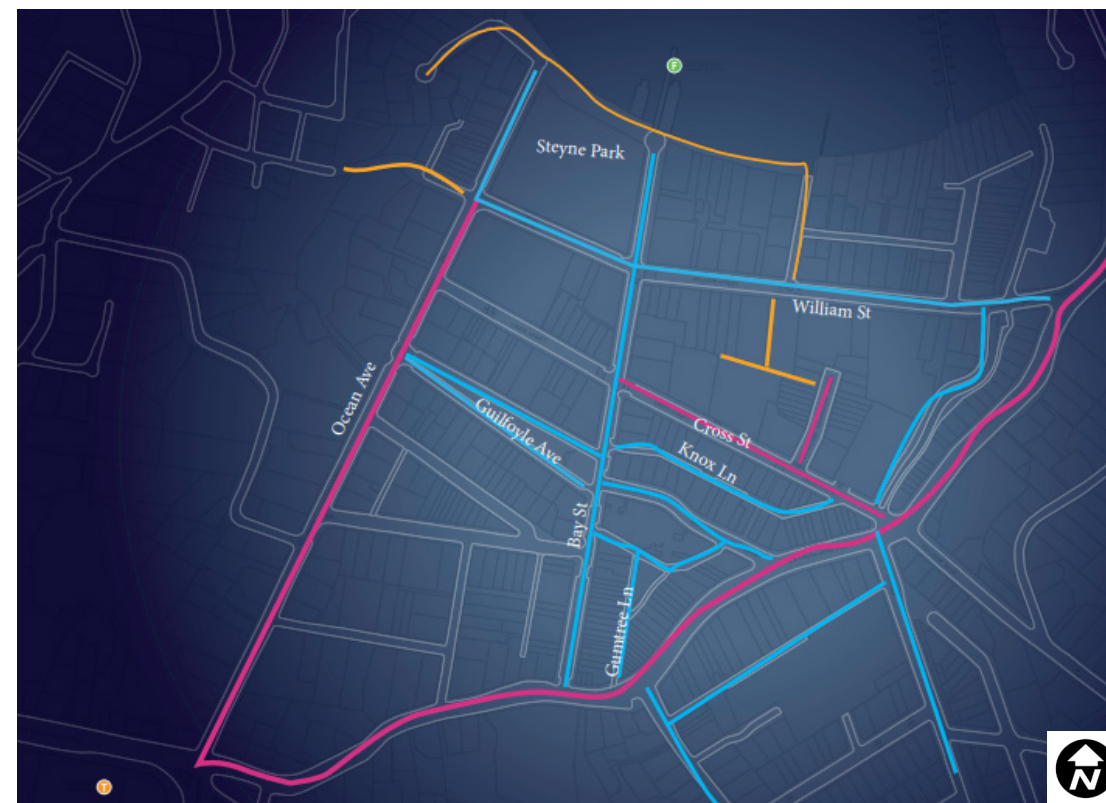
*Note: The implementation of Double Bay PDLS is subject to funding.*

This process has been informed by and developed to support the Double Bay Place Plan 2014 and is consistent with the principles of placemaking in order to maximise Double Bay's distinctive brand' (Double Bay PDLS, P 5)

The objectives and design principles of the Double Bay PDLS are to:

- Develop distinctive gateways from land and water.
- Build on the bay's natural beauty.
- Connect Guilfoyle Ave to the Centre.
- Activate streets with footpath dining and attractive, vibrant displays.
- Creating a distinctive and elegant after dark ambiance in the public domain of Double Bay.
- Provide vertical lighting to heritage and notable buildings.
- Create nodes along axis street by accenting trees and furniture (Double Bay PDLS, P 7 and 8).

<sup>1</sup>The Double Bay PDLS identities its own hierarchy of the street which varies slightly from Double Bay PDS.



- PRIMARY ROUTES
- SECONDARY ROUTES
- TERTIARY ROUTES

Figure 15. Functional overlay - hierarchy of roads and streets (Double Bay PDLS, 2016. P 9)

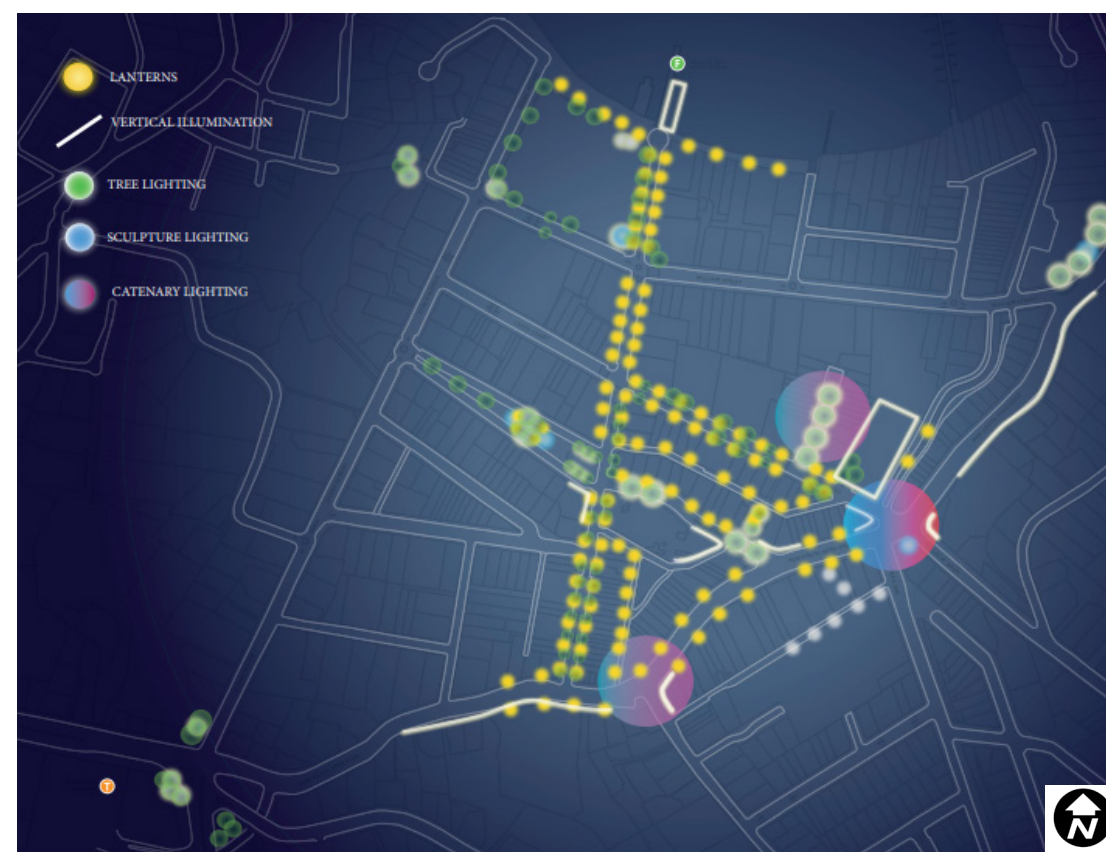


Figure 16. Creative overlay plan (Double Bay PDLS, 2016. P 12)

### 3.7 Double Bay Centre Commercial Waste Management Study 2020

Talis Consultants were engaged to provide a Commercial Waste Management Study (Double Bay CWS) to inform this Strategy with best practice examples/principles for transforming the laneways in the Centre into attractive, activated places.

The key objectives of the Double Bay CWS are to provide recommendations/ solutions to:

- Improve the attractiveness and physical appeal of the Centre.
- Minimise the impact of commercial waste such as noise, odour, amenity and the congestion associated with the management and location of business waste.
- Provide quality cleansing, maintenance and waste services.
- Maintain and improve Double Bay’s pedestrian network of roads, footways and laneways and reduce the impact of waste management on these networks.

The Draft Double Bay CWS provides the following recommendations:

- A Sustainable Events Policy guided by the Waste Education Program.
- Review of the essential information on businesses within the Centre laneways to enable adequate waste planning.
- Review of the planning documents and Pre DA Service to emphasise/ implement smart city technologies.
- Emphasise on liaison with Council's waste staff and waste management experts in the planning process.
- Improve waste diversion from landfill by targeting recycling, particularly food organics.
- Develop trial recycling spokes in tandem with business recycling collection within a selected laneway/s.
- Install a trial recycling hub and smart general waste hub in the vicinity of a selected laneway/s.
- Consider the addition of Wheel-Out services to Council’s traditional waste collection service.

This Strategy provides redevelopment opportunities for existing sites in the Precinct. Therefore, there is an opportunity to incorporate the recommendations of the CWS towards creating a cleaner, smarter, more sustainable and attractive public domain.

Following the endorsement of this Strategy, potential amendments to the Woollahra's planning provisions will seek to facilitate and strengthen the consideration of waste management at the initial planning stages. This includes recommendations for internal waste management areas, potential locations for recycling hubs and smart waste strategies.

### 3.8 Double Bay Centre Hydrogeological Study 2020

GHD Consultants were engaged to carry out a Geotechnical and Hydrogeological Study of Double Bay to identify the potential impacts of the groundwater lowering as a result of future developments in the Double Bay area, including the Double Bay Centre.

The study was deemed necessary due to concerns regarding the lowering of the groundwater as a consequence of recent development applications. The study includes extensive technical analysis in:

- Identification of the groundwater study area and its groundwater setting
- Assessment of the potential cumulative impact of future developments on long-term groundwater change
- Assessment of the risk of damage to adjacent buildings from short-term construction dewatering.

Following GHD's technical analysis and recommendations, to strengthen the existing objectives and controls and to minimise the impacts of groundwater drawdown as a consequence of underground structures, Council staff have progressed with:

- A planning proposal to amend Woollahra LEP 2014 Clauses 1.2 Aims of Plan and 6.2 Earthworks. On 25 October 2021, Council resolved to forward the planning proposal to the Department of Planning, Industry and Environment requesting a gateway determination to allow public exhibition.
- An amendment to the Woollahra DCP 2015 Chapters D5 Double Bay Centre and E2 Stormwater and Flood Risk Management. On 25 October 2021, Council resolved to approve the DCP amendments.

It is not anticipated that the recommendations of this Strategy will be impacted by the proposed amendments to Council's planning controls.

### 3.9 Double Bay Centre Pedestrianisation Study 2020

SCT Consultants were engaged to provide guidance to Council on options to expand on Double Bay’s vibrant local centre and create highly activated, safe and exciting pedestrian streets. The intent behind the study is to increase the attractiveness and activity levels in the Centre, so that businesses attract more customers and customers travel by more sustainable modes of transport. This study seeks to provide guidance to Council on options to create highly activated, safe and exciting pedestrian streets in the Centre.

At the time of preparing this Strategy, the study has identified three alternative street network arrangements based on an extensive traffic analysis. The alternative arrangements aim to reduce the existing vehicle speeds and traffic volume and allocate more spaces for pedestrian activities in the Centre. The main recommendations of the preferred option are shown in Figure 17. These are:

- Pedestrianising Knox Street (between Bay Street and Goldman Lane) and Transvaal Avenue (east)
- Shared zones along lanes with high pedestrian activity such as Knox Lane and Transvaal Avenue (west).

The above recommendations enhance the pedestrian connectivity across the Centre and transform the existing servicing laneways into more lively places. The potential implications of this draft study have been incorporated in to our formulation of the built form strategy in these areas.

*Note: The Double Bay Centre Pedestrianisation Study was endorsed by Council on 29 September 2020.*



Figure 17. Preferred Pedestrianisation Option (Double Bay Centre Pedestrianisation Study, 2020. P 22)



## 3.10 Existing built form and streetscape

### Double Bay Centre

Double Bay has a variety of buildings with different architectural qualities and styles. The height of buildings are mostly between two to six storeys. They have varied forms, scale and facade materials with no particular period dominating. Heritage items and character buildings create an attractive and distinctive streetscape along Transvaal Avenue, Bay and Knox Streets. Figure 18 illustrates some of the varieties of heights, scales and architectural styles in the Centre.

The existing streetscape consists of a combination of older fine-grain developments and more recent development with larger footprints.

### Cross Street Precinct

Cross Street is one of Sydney's premier shopping precincts. It has a mature tree lined character and a varied street wall height of one to six storeys. (See Figures 19 & 20).

Consistent with the surrounding Centre, the Cross Street Precinct is not defined by a particular architectural style or period.

The streetscape character is dominated by horizontal built form elements. New development at No 16-26 Cross Street creates a four storey street wall on the street's southern edge. The contrast in the scale of new development compared to the existing buildings presents a disjointed streetscape character.

Many of the buildings have large windows at the ground floor level, providing generally consistent activation along the south side of the street.

There are a number of pedestrian connections and arcades that bisect the block between Cross Street and Knox Lane. These connections are a mix of covered pedestrian arcades and open air through-site links.



Figure 18. **Variety of height, scale and architectural style:** 01) Four storey building at the intersection of Knox and Bay Streets. 02) Six storey InterContinental Hotel on Cross Street. 03) Character buildings on Bay Street.



Figure 19. **Cross Street Precinct streetscape:** 04) The landscaped character of the street. 05) One to two storey street wall height with activated frontage. 06) Varied architectural styles on the south side of Cross Street.



Figure 20. 07) Recent larger scale developments with two to six storey street wall height and horizontal facade rhythm. 08) Large ground floor windows. 09) Arcade connections to Knox Ln. (Images on this page from Google Maps, 2019 & 2020).



Knox Lane

Laneways play a primary role of providing servicing and vehicle access to existing development in the Double Bay Centre. Some laneways, including Knox Lane have some buildings with active frontages. See Figure 21 (18).

Due to the narrow width and a lower street wall height (mainly up to two storeys), the laneways present a more enclosed environment for pedestrians. Figure 21 (19) shows a building with four storey street wall height facing Knox Lane. This results in an overbearing sense of enclosure which is not recommended.

Other constraints of laneways include:

- blank walls
- unattractive facades
- garage doors
- minimal urban greening
- on street waste bins
- narrow pedestrian pathways.
- on street parking

The Kiaora Lane redevelopment is a recent example which has transformed a lane to an activated and people orientated place through a shared way with limited vehicle access time during certain times of the day.

This Strategy aims for Knox Lane to provide a more pedestrian oriented environment with a balance of servicing and retail frontages. Consistent with the Double Bay Public Domain Strategy and Place Plan, this Strategy aims to enhance the existing character of Knox Lane to create more active and attractive places.



Figure 21. Laneways 18) Knox Lane with partially activated frontage. 19) Knox Lane with four storey street wall height. (Images 19 & 20 from Google Maps, 2019).

Colonnades

Woollahra DCP 2015 D5.6.4. establishes objectives and controls for the street frontage elements of built form such as awnings, colonnades, arcades, walkways, courtyards and outdoor eating areas. The controls encourage colonnading in the area surrounding Guilfoyle Park as shown in Figure 22.

The existing colonnade controls are inconsistently applied. The existing colonnades have not been successful in creating a consistent streetscape. Based on urban design best practice, the use of colonnades is not supported, as they result in:

- Obscured active frontages.
- Visually and physically separated ground floor activities from pedestrian activity.
- Reduced capacity for ground floor non-residential floor space.
- Segregation of footpaths.

Consequently there are very limited Australian examples which have controls relating to colonnades. For example, the City of Sydney DCP 2012. Section 3.2.5 Objective (a) discourages the provision of the colonnades, except in exceptional circumstances where (2a) they are continuous for an entire street block. Additionally, provision (1) highlights that colonnades are generally not permitted as they obscure views of retail frontages and separate street frontage activity from the street.



Figure 22. Location of the colonnades

Another example is the City of Adelaide Design Manual which discourages colonnades on new developments as they set activity and life back from the footpath and passing pedestrian activity, and create unsafe public areas with concealed spaces and disrupted sight lines. See Figure 23.

The implications of extending colonnades across the whole footpath requires the upper level buildings to move forward beyond the site boundary. This changes the spacial character and the proportion of the street and has the effect of privatising the public domain.

To enhance buildings' relationships with the public domain and improve the civic importance of Guilfoyle Plaza, this Strategy recommends a alternative solution. A better urban design solution is to integrate awnings or verandahs into the front elevation. These will protect the pedestrian pathways in adverse weather conditions and maximise the active frontages.

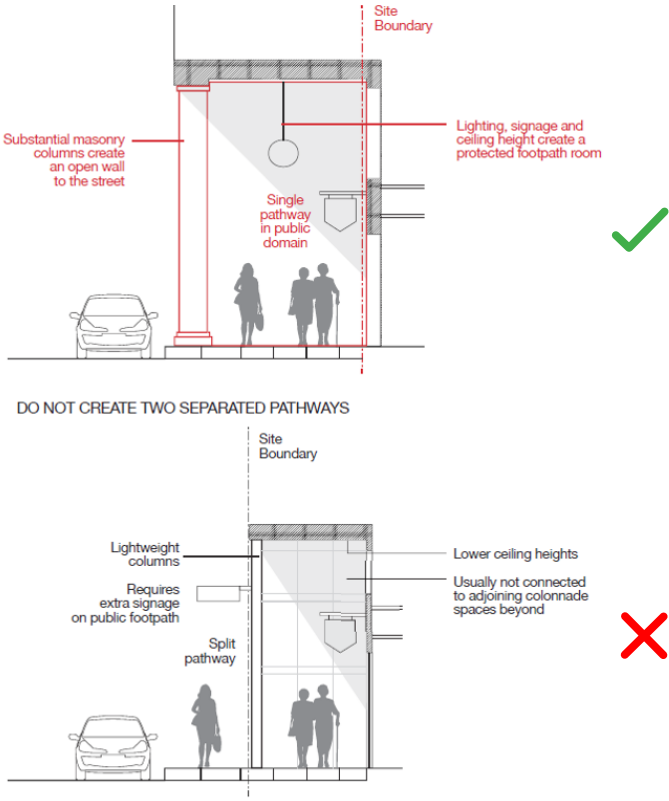


Figure 23. The preferred implementation of colonnades (City of Adelaide, 2014)



# 3.11 Building uses

The Cross Street Precinct contains a mix of retail, commercial, service and residential uses.

The image and character of the Precinct is defined by small scale specialty retailing. Ground floor retail and food and beverage uses are concentrated along the south side of Cross Street. Outdoor dining is becoming an increasingly common feature that is contributing to the sense of vibrancy along the street. See Figures 24 to 27.

More recent development, concentrated between 16 to 26 Cross Street, has consisted of shop-top housing with limited area for retail uses on the ground floor and no office or business floor space. See Figure 26.

There are numerous long term benefits of providing non-residential floorspace in the Cross Street Precinct and wider Centre, such as providing local employment opportunities and enhancing day time vitality and viability.

Council's policies, including the Woollahra LSPS 2020, are consistent in this approach by retaining and reinforcing the mixed uses nature of the Centre, whilst supporting an increase of residential floorspace to further enhance its vitality and economic viability.

Woollahra LSPS- Action 41

Introduce planning controls into the *Woollahra Local Environmental Plan 2014* and *Woollahra Development Control Plan 2015* to protect and enhance floor space for commercial, retail, business, health and community uses in centres, particularly in Double Bay and Edgecliff.



Figure 24. Existing fine-grain retail uses on Cross Street (Woollahra Council, 2021)



Figure 25. Outdoor dining along Cross Street (Jiwon Kim, 2021)



Figure 26. Recent constructed shop top housing with retail uses on the ground floor level (Woollahra Council, 2021)



Figure 27. An activated section of Knox Lane, creating a meeting place for our community at an arcade intersection (Woollahra Council, 2021)



### 3. 12 Existing movement network and accessibility

In developing the Centre, an extensive urban design analysis of the local movement and public transport networks was undertaken. This included mapping out the Centre’s accessibility and the level of connectivity to the surrounding area.

The Centre is well-served by a network of public transport modes (bus, ferry and train, with Edgecliff Station in a 10-15 minute walking catchment), along with vehicle and active transport modes including pedestrian and cycling pathways as shown in Figure 28.

Figures 29 and 30 show the existing pedestrian links, laneways, arcades and cycling pathways. These fine-grained, human scale links and connections significantly enhance the permeability and walkability of the Centre.

They help to give the Centre its village character with higher amenity and convenience for residents and workers alike.

The role of the existing laneways are primarily to service the existing commercial and residential uses including loading/unloading and waste collection with high levels of on street parking.

These arrangements conflict with easy pedestrian movement and reduce the attractiveness of the laneways for pedestrians and as places to linger. Recent upgrades at Kiaora Lane have showcased how a laneway can maintain its service function and also be transformed into an active, human scale and pedestrian-oriented space.



Figure 28. Existing public transport and active transport links (Double Bay PDS, 2016. p. 19)

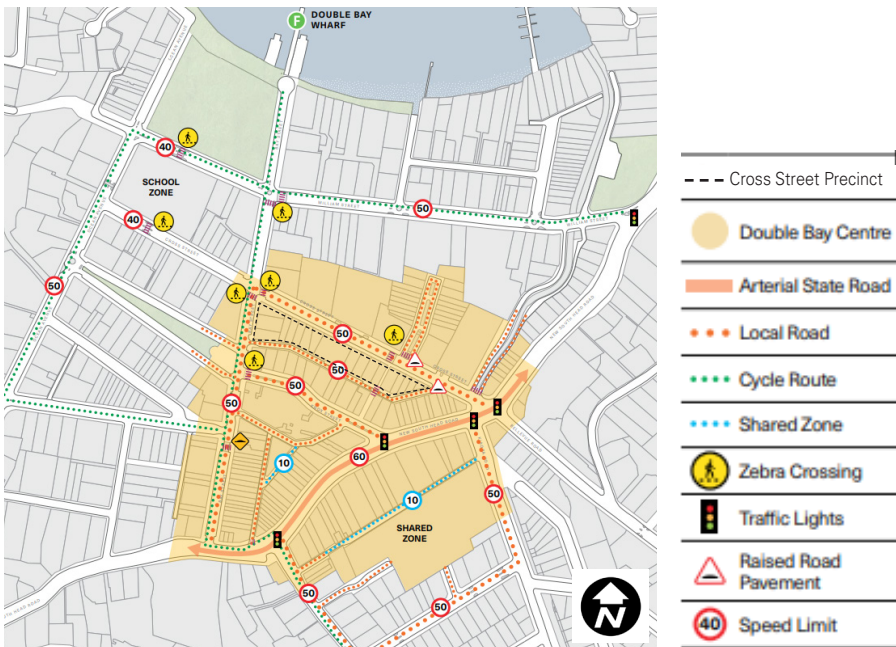


Figure 29. Existing road and laneway hierarchy (Double Bay PDS, 2016. p. 21)

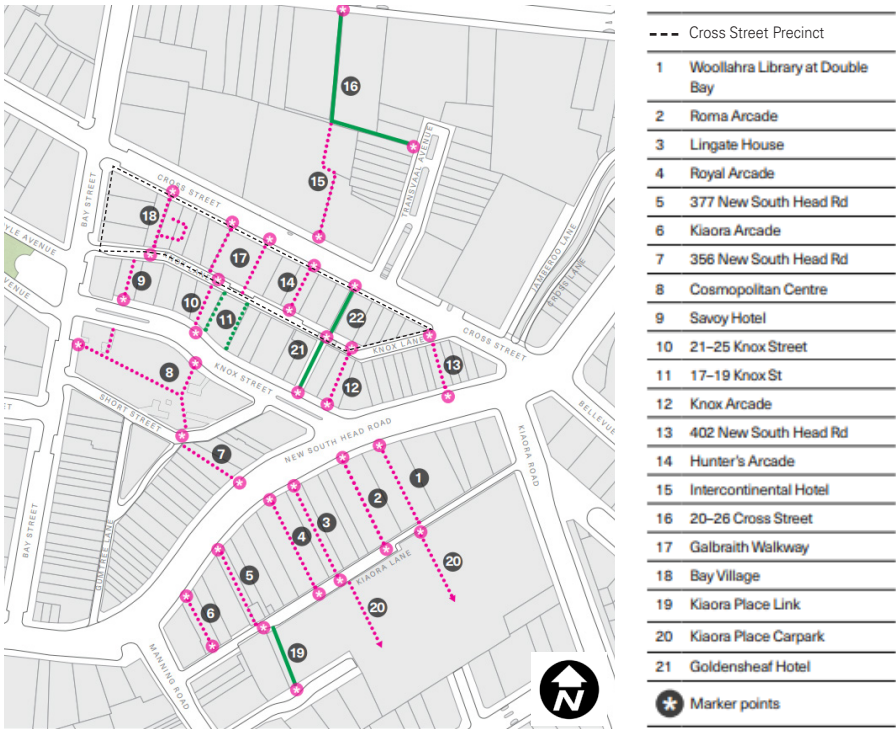


Figure 30. Pedestrian lanes and arcades (Double Bay PDS, 2016. P. 43)



### 3.13 Topography

The Centre is located at a valley floor and has a gentle downward slope to the north. The Centre is located at a lower level than the surrounding context to the east, west and south. This forms a natural amphitheatre with surrounding residential areas looking over and down on to the Centre and to the harbour.

The Cross Street Precinct has a flat topography. See Figure 31. Future development should provide a responsive built form that reflects and reinforces the natural land form whilst sharing views of the harbour and district views.

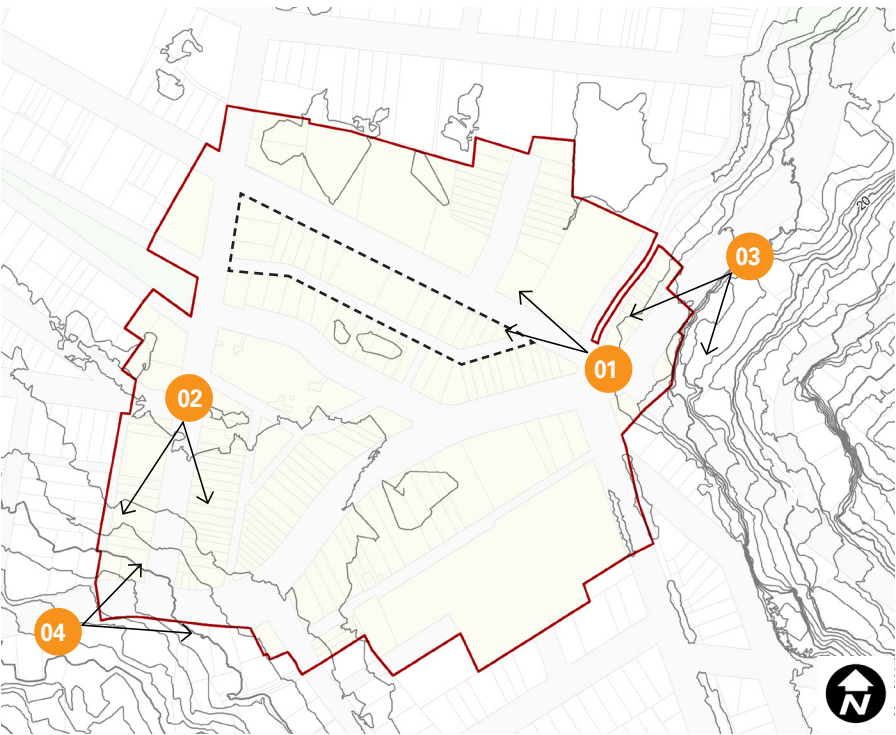


Figure 31. Topography

--- CROSS STREET PRECINCT  
— DOUBLE BAY CENTRE



(Images from Google Maps, 2019)

### 3.14 Destinations and facilities

The Centre surrounding the Cross Street Precinct has a wide range of offerings which draws people to the Centre including recreational facilities, open spaces, retail and dining precincts, education and community services. Places such as Kiaora Lane, the Cosmopolitan Cafe, Transvaal Avenue dining area and Guilfoyle Market play an important role in our community's collective memory. See Figure 32.

Figure 32 illustrates local destinations including Steyne Park, Murray Rose Pool, Kiaora Place and the library. They are easily accessible via New South Head Road and Bay Street (within a 400- 800m walking catchment).

Good connectivity and access to open spaces and foreshore areas provide opportunities for active and passive recreational activities and support walking and cycling. This combination makes Double Bay a highly desirable and liveable place.

1. Double Bay Wharf
2. Edgecliff Station
3. Edgecliff Centre
4. Ascham School
5. Cranbrook School (St Marks Preschool)
6. Double Bay Public School
7. The Prep School
8. Woollahra Preschool
9. Cranbrook School
10. Eastern Suburbs Artistic School
11. Trumper Oval and Park
12. Yarranabbe Park
13. Double Bay Beach
14. Murray Rose Pool and Blackburn Gardens
15. Foster Park
16. Cosmopolitan Centre
17. Intercontinental Hotel
18. Cross St Car Park
19. Kiaora Place
20. Library
21. Post office and Synagogue
22. Guilfoyle Park
23. Double Bay Creek
24. Steyne Park

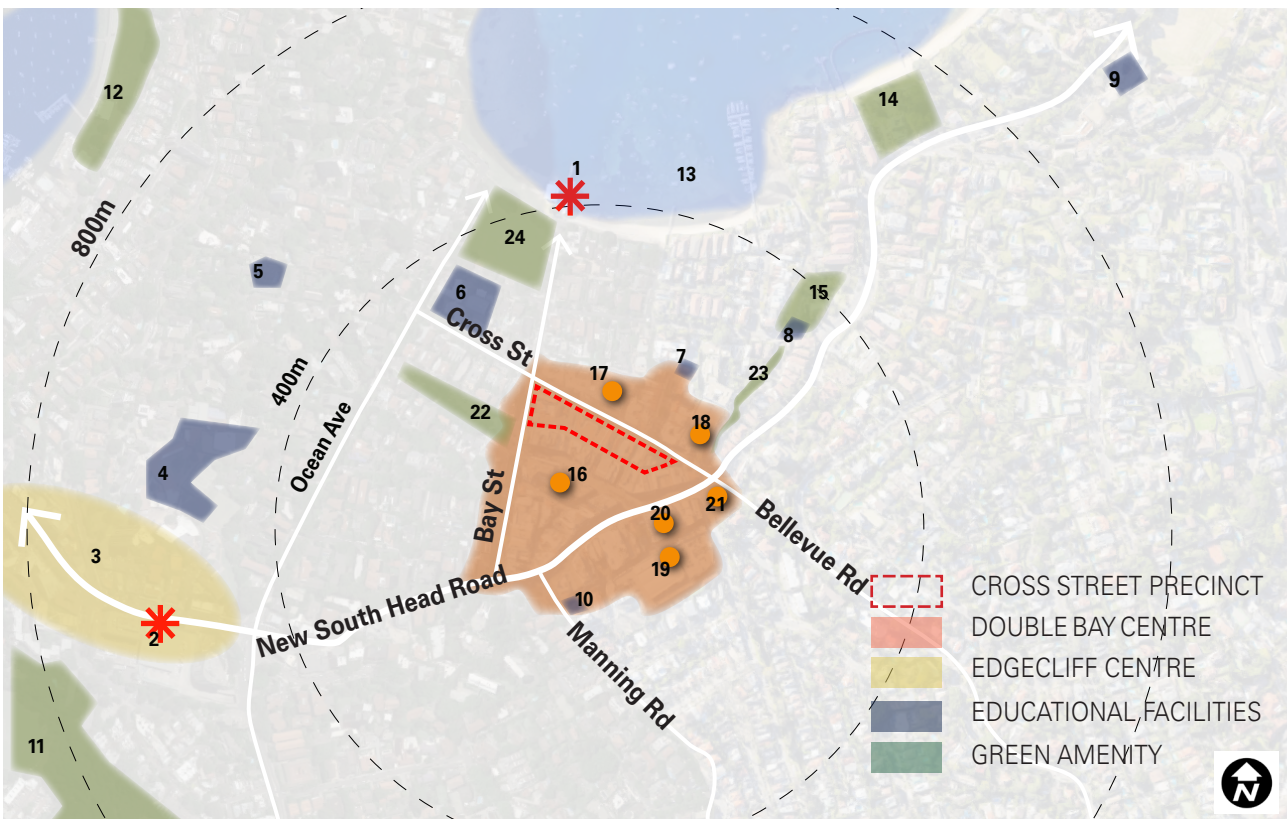


Figure 32. Local facilities and destinations (Six maps 2019)



### 3.15 Recent development applications (DA)

The built form character and the density of the Centre and Cross Street Precinct is evolving. Eleven of the thirteen recently approved DAs are five or six storeys in height. However, the applicable controls for the majority of these sites are a maximum building height of 14.7m, equating to four storeys, and FSR of 2.5:1 (see Figure 34).

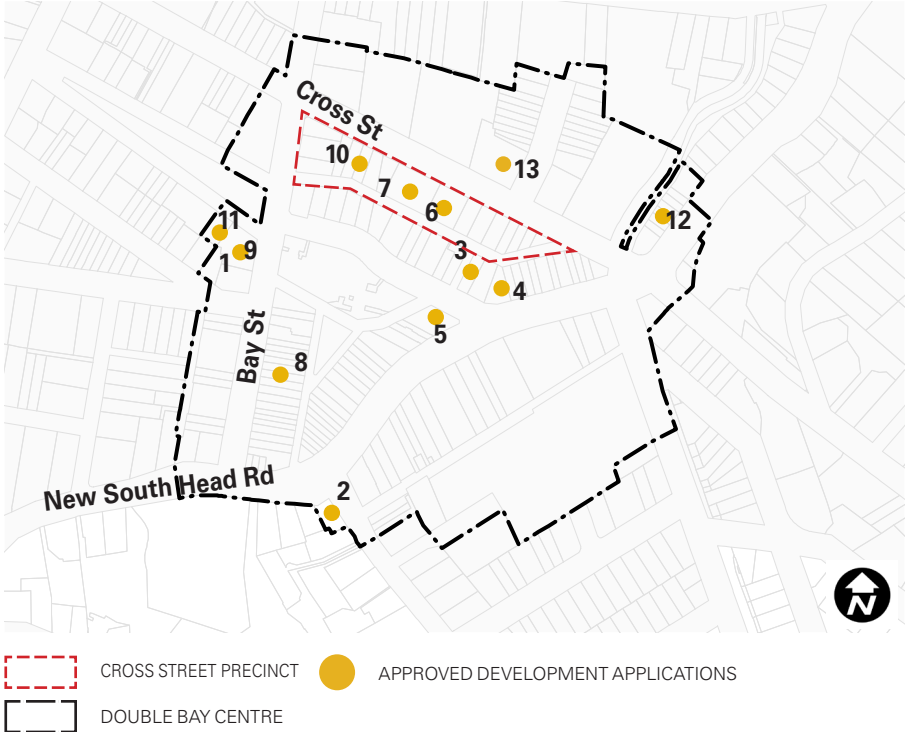
Recent developments along the south side of Cross Street that exceed the applicable controls have resulted in a fragmented streetscape character. This Strategy provides a clear vision to integrate the scale of existing buildings with the new developments to achieve a cohesive built form. It encourages future development to take place in a coordinated way that responds to the evolving character of the Precinct.



Figure 33. Approved development applications at 16-18 Cross Street (L) and 20-26 Cross Street (R)

Number	Address	Proposed height in storeys	Applicable height control (m)	Proposed floor space ratio (FSR)	Applicable FSR control	Status
1	30-36 Bay Street & 2 Guilfoyle Ave	6	18.1 14.7	3:1	2.5:1*	Approved in 2019
2	357-359 New South Head Road	5	14.7	2.75:1	2.5:1*	Approved in 2018
3	3 Knox Street	4	14.7	2.6:1	2.5:1	Approved in 2018 Under construction
4	384 New South Head Road	6	14.7	2.5:1	2.5:1	Approved in 2018
5	374-382 New South Head Road	6	23.5	4.4:1	2.5:1*	Approved in 2017
6	16-18 Cross Street	6	14.7	3.31:1	2.5:1	Under construction (S4.55 approved in 2019)
7	20-26 Cross Street	6	14.7	3.5:1	2.5:1	Under construction (S4.55 approved in 2020)
8	21-27 Bay Street	5	14.7	2.49:1	2.5:1	Approved in 2020
9	30-36 Bay Street	6	18.1	3.33:1	2.5:1*	Approved in 2020 Under construction
10	28-34 Cross Street	6	14.7	3.53:1	2.5:1	Approved in 2020 Under construction
11	2 Guilfoyle Avenue	4	14.7	3.45:1	2.5:1	Approved in 2020
12	434-436 New South Head Road	5	14.7	3.02:1	2.5:1	Approved in 2017
13	19-27 Cross Street	6	14.7	3.49:1	2.5:1	Approved in 2021

Figure 34. Approved DAs since 2017, as at 10 November 2021. It is noted that, at the time of preparing this report, there are a number of DAs within the Precinct that are with the NSW Land and Environment Court (LEC). DAs that are with the LEC are not indicated in Figure 34.  
\* Woollahra LEP 2014 Cl. 4.4.A: Sites can achieve a higher FSR if the consent authority is satisfied that the development will be compatible with the desired future character of the zone in terms of building bulk and scale.





# 3. 16 Exclusions & Constraints

This section discusses the constraints that may affect potential redevelopment in the Precinct. In particular, matters relating to the built form and public domain.

## Site specific exclusions

Recently developed sites have already achieved their maximum development potential. This includes the sites between 16-26 Cross Street. These sites are not expected to be redeveloped in the short to medium term.

Having excluded the recently developed sites shown in Figure 35, we have reviewed the remaining parcels in the study area to identify their development potential.

## Built form constraints

Built form constraints affect the development potential and thus the economic viability of a site's redevelopment. The main constraints in the Precinct are:

- Recent development at 16-26 Cross Street with a three to four storey street wall height and recently approved development at 18-34 Cross Street with a four storey street wall height along narrow Knox Lane, resulting in an inappropriate sense of enclosure
- Overshadowing and privacy impacts on neighbouring sites
- Existing fine-grain sites with fragmented ownership which limits/compromises their redevelopment potential
- The cost of constructing basement parking.

## Public domain and movement network constraints

A comprehensive analysis of the existing public domain and movement network was provided in the Double Bay Public Domain Strategy 2016. This Strategy responds to the main public domain constraints which need to be addressed through appropriate built form solutions. The main constraints are:

- Built form overshadowing impacts on the public domain in Knox Lane
- Servicing role and deactivated frontage of Knox Lane
- On-street parking and waste-management facilities in Knox Lane
- Minimal visual connection between the ground floor level retail activities and the public domain in adjacent sites with colonnades
- Limited street trees and green cover particularly in Knox Lane
- The intimate scale and narrow width of Knox Lane.



Figure 35. Constraints

- CROSS STREET PRECINCT
- DOUBLE BAY LOCAL CENTRE
- DEVELOPED SITES 16-26 CROSS STREET
- DEVELOPMENT APPROVED 28-34 CROSS STREET
- CHARACTER BUILDING IN WDCP 2015
- ON STREET WASTE
- SERVICING FUNCTION
- EXISTING FACADES WITH COLONNADES

### 3.17 Opportunities

Any opportunities for redevelopment in the precinct must balance the sometimes competing needs of the residents, workers and visitors. Redevelopment should be at the right scale, in the right locations.

Based on our analysis, appropriate redevelopment in the Cross Street Precinct provides the opportunity to:

- Contribute to achieving the goal of the '30-minute' city.
- Regenerate older building stock and rejuvenate the Precinct.
- Promote more sustainable living close to work.
- Protect and enhance the local economy and employment capacity.
- Protect and enhance the village character.
- Reinforce human-scale development.
- Maintain appropriate solar access to adjacent buildings and the public domain.
- Facilitate residential accommodation with high levels of internal amenity.
- Facilitate a mix of units to meet a range of community needs.
- Maximise active frontages.
- Deliver urban greening.
- Enhance pedestrian permeability.

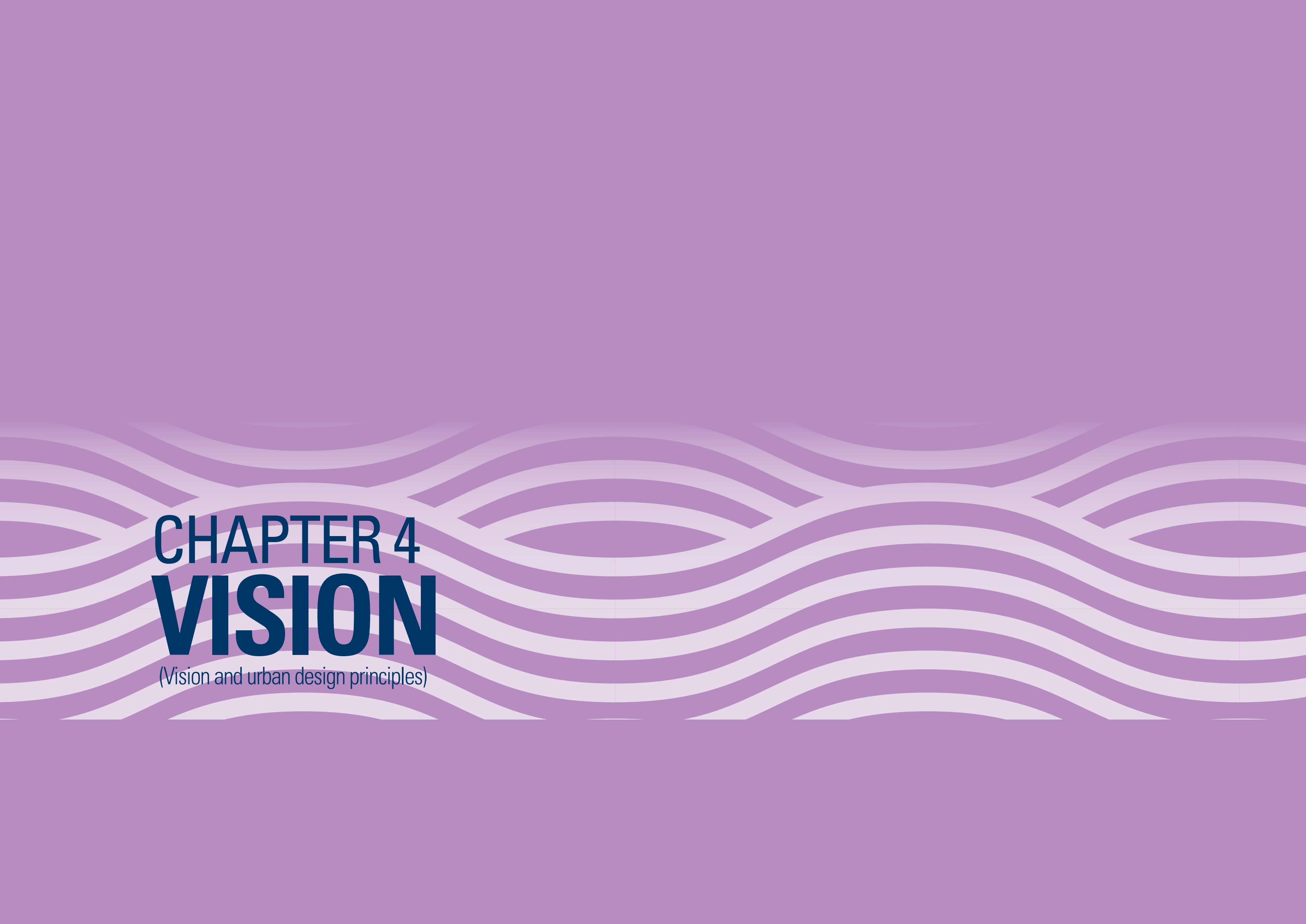
As discussed earlier, we are recommending excluding certain sites which are constrained. The sites remaining are termed 'review sites'. This Strategy investigates and identifies the future development potential of these review sites. Figure 36 illustrates the review sites and also illustrates some of the key public domain opportunities.



Figure 36. Opportunities



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# CHAPTER 4 **VISION**

(Vision and urban design principles)



# 4.1 Vision

In developing the urban design vision for the Cross Street Precinct, we have taken into account local plans and policies including Woollahra LSPS 2020, Woollahra 2030, Double Bay Place Plan and Public Domain Strategy. The vision is also consistent with the aims and objectives of Woollahra LEP 2014 and Woollahra DCP 2015.

The vision for the Cross Street Precinct responds to its position in the heart of the Double Bay Centre. It is important that the vision for the Precinct supports the achievement of the overarching vision for Double Bay as Sydney's stylish bayside village.

Council remains committed to the existing planning controls for the Double Bay Centre, excluding the area defined in this Strategy as the Cross Street Precinct.

The particular qualities of different parts of the Double Bay Centre are to be developed in accordance with the objectives and strategies outlined in the Woollahra LEP 2014 and Woollahra DCP 2015. Reaffirming Council's commitment to the existing planning controls will encourage development that contributes to the achievement of the desired future character of the Double Bay Centre.

The commitment to existing planning controls for the majority of the Double Bay Centre is consistent with Council's resolution of 26 April 2021.

**Double Bay** is a stylish bayside village on Sydney's southern harbour. It is characterised by architectural excellence, heritage, a vibrant public domain and a highly liveable lifestyle.

It has a range of local businesses and employment opportunities, housing choices, facilities and services that meet the needs of our community.

The village is well-connected to surrounding areas by walking and cycling and is accessed by frequent public transport services. The high accessibility of the village makes it an attractive location for businesses and provides a strong economic base.

The built form demonstrates the village character with high quality contemporary architecture that responds to its unique places, heritage and contributory items. It promotes human scale interfaces and environmentally sustainable outcomes.

The village's interconnected leafy streets and parks contribute to enhancing its foreshore character. Residents, workers and visitors enjoy the village's sunny civic spaces, parks and plazas, outdoor cafe lifestyle, culture and art by moving through the permeable network of pathways and public open spaces.

Due to its liveability, Double Bay is one of the most attractive destinations in the Eastern suburbs to live, work and enjoy. The mix of uses at the heart of the local community reinforces its village character.

**Cross Street Precinct** is a vibrant and connected place in the heart of Double Bay.

It provides unparalleled lifestyle and economic opportunities in an accessible location, making it an attractive place for people to live, work and visit.

The Cross Street Precinct is characterised by architectural excellence, a fine-grained village atmosphere and a commitment to sustainability. A human scale and diverse mix of uses ensure its enduring value to the community.

## Cross Street Precinct is:

### A vibrant place with:

- Fine-grain and human-scale built form
- Design excellence
- Lively arcades and an active public domain
- Sensitive responses to view sharing
- Attractive live / work opportunities
- A sustainable and resilient built and natural environment
- Well defined corner sites
- Enhanced urban greening incorporated into the streetscape and building structure including landscaping, green roofs and walls.



### Permeable and well-connected:

- To major centres and other destinations such as the Sydney CBD, Kings Cross and Bondi Junction
- To the surrounding residential neighbourhood and Centre
- By active transport that provide easy access to foreshore areas, green open space and other local destinations
- By its fine network of through site links and pedestrian oriented streetscape.



### A community village with:

- A sustainable mix of residents, visitors and local workers
- A range of places for outdoor dining and social connection
- An activated street character
- Diverse employment and economic opportunities
- Stylish high-end shopping and boutique retail experiences
- An inclusive and accessible public domain.





# 4.2 Urban Village Character

To achieve our vision for the Cross Street Precinct as a vibrant and connected community village, we have investigated the main characteristics of an ‘urban village’ in academic and best practice urban design resources.

## Six characteristics to define an urban village - London School of Economics and Political Science (LSE)

An independent report by LSE introduced the concept of ‘urban village’ by:

- a mixture of uses and dwelling types
- a range of employment, leisure and community facilities
- appropriate infrastructure and services
- high standards of urban design
- access to public open space and green spaces
- access to public transport.

The report has identified six main characteristics for new London Villages. The main characteristics are demonstrated in Figure 37.

London School of Economics and Political Science (LSE), 2016. New London Villages, P 13) Available at <http://www.lse.ac.uk/business-and-consultancy/consulting/assets/documents/New-London-Villages-Final-Report.pdf>

1	<b>Small and intimate</b> <ul style="list-style-type: none"><li>• <i>The area can comfortably be covered on foot.</i></li><li>• <i>The scale of the buildings and spaces is suitable and comfortable.</i></li><li>• <i>The residential density can sustain a range of key services.</i></li></ul>
2	<b>Unique (spacial identity, traditions and collective memory)</b> <ul style="list-style-type: none"><li>• <i>The area has defined boundaries and an identifiable centre.</i></li><li>• <i>The area has its own atmosphere and sense of place.</i></li><li>• <i>There are community landmarks.</i></li><li>• <i>There are regular community events and festivals.</i></li><li>• <i>Residents create collective memory.</i></li></ul>
3	<b>Designed for social interaction</b> <ul style="list-style-type: none"><li>• <i>There is ample public and green space, which is used in many ways.</i></li><li>• <i>Facilities are provided for community events and everyday activities.</i></li><li>• <i>The central hub generates social interaction, and there is a network of walkable routes.</i></li></ul>
4	<b>Locally driven and locally responsive</b> <ul style="list-style-type: none"><li>• <i>Residents are involved in managing the life of the village.</i></li><li>• <i>There is a long-term vision that residents support.</i></li><li>• <i>Leaders represent the community and reflect its concerns.</i></li></ul>
5	<b>Functional</b> <ul style="list-style-type: none"><li>• <i>The community is well served by both public and private transport.</i></li><li>• <i>Core services are available locally.</i></li><li>• <i>There is a mix of uses.</i></li></ul>
6	<b>A mixed community</b> <ul style="list-style-type: none"><li>• <i>There is a mix of ages, backgrounds, incomes and housing tenures.</i></li><li>• <i>Residents know and trust each other.</i></li><li>• <i>There are long-term residents who provide continuity.</i></li></ul>

Figure 37. Six characteristics for new London Villages

## Characteristics of urban villages - Curtin University

Another key academic resource prepared by Professor Jeffrey R. Kenworthy<sup>1</sup> (Curtin University) has further informed our definition of an ‘urban village’. Professor Kenworthy identifies that an ‘urban village’ includes:

- *High density land uses within walking and cycling distance.*
- *Mixed land use with offices, shops, businesses and community facilities on main spines or in nodes, surrounded by residential development.*
- *A heavy rail or light rail station near the core.*
- *Considerable landscaping, including gardens on top of buildings and on balconies and attractive gardens in the public spaces.*
- *Extensive provision for children, such as playgrounds.*
- *Recreational opportunities and community facilities.*
- *Pedestrian and cycle links with car parks placed underground and traffic calming on peripheral roads.*
- *Public spaces with strong design features.*
- *A high degree of self-sufficiency for the community for local needs, but with good rail and bus links to the wider city for employment.*

(Melbourne School of Design. [Online] Available at: <https://msd.unimelb.edu.au/> [Accessed September 2019]).

<sup>1</sup>Kenworthy (2000) Techniques of Urban Sustainability

Both definitions refer to the various built form and public domain aspects of an 'urban village' such as scale, public transport, open spaces and land use character. One of the key elements of LSE's definition which we have translated into our strategy is:

**A 'suitable and comfortable' built form scale.**

What built form scale is appropriate to achieve a village?

To answer this question, we have further studied best practice urban design.

Figures 38 to 41 demonstrate built form aspects that are crucial in creating and enhancing human scale development and a comfortable sense of place for people.

The following principles are fundamental to our built form strategies for the Cross Street Precinct:

- Connection between building and street - Jan Gehl identifies that the connection between a building and the street is possible from the lowest five floors. Above this height, buildings lose contact with the public domain and the life that is happening in the street.
- Active frontages - Facades with fine-grain shop fronts and doorways, enhance the pedestrians' experience. Approximately 10-20 doorways per 100m are recommended by Jan Gehl<sup>1</sup>.

- Built form articulation - As opposed to horizontal articulation, facades with vertical articulation provide a more pleasant walking experience for pedestrians.
- A sense of enclosure - A suitable sense of enclosure (height-to-width ratio) is<sup>4</sup>:
  - 1:1- 1:1.5 for minor streets.
  - 1:1.5- 1:3 for typical streets.
  - 1:4- 1:6 for squares.

*"When buildings physically define public spaces particularly through proportions between height and width in an area to create places that are comfortable to pedestrians."*  
(Haile, C. 2012. A Myth of Urban Design)

**Connection between the building and street**

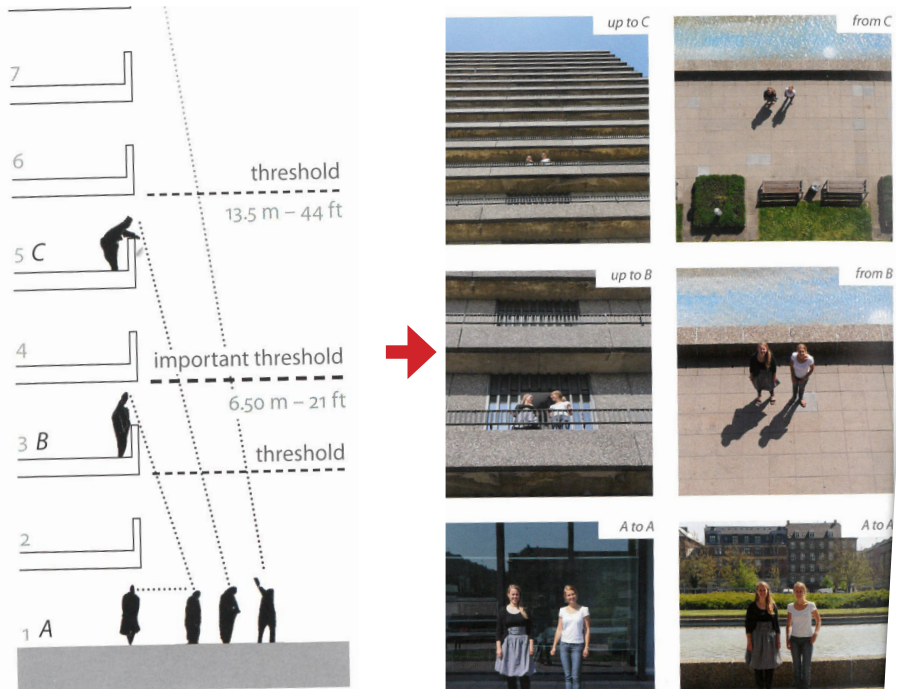


Figure 38. Connection between building and street (Gehl, J., 2010. In: *Cities for People*. p. 41)

**Active frontages**



Figure 39. Active frontage<sup>2</sup>

<sup>1</sup>(Gehl, J., 2010. In: *Cities for People*. p. 241)

**Built form articulation**



Figure 40. An example of vertical built form articulation<sup>3</sup>

<sup>3</sup>Image source: <https://thecityateyelevel.com>

**A sense of enclosure**

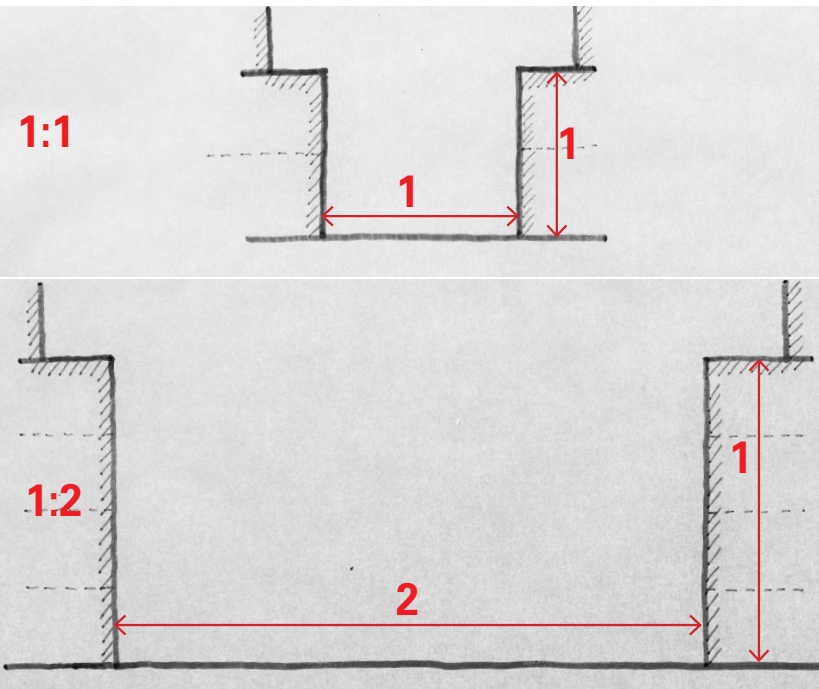


Figure 41. Sense of enclosure

<sup>4</sup>(Haile, C. 2012. A Myth of Urban Design: The 'Sense of Enclosure' Theory. Available at: <http://www.chrisaile.com/2012/01/a-myth-of-urbandesign-the-sense-of-enclosure-theory/>)



# 4.3 Urban Design Principles

The following urban design principles provide a framework for the future development of the Precinct. These principles focus on the opportunities of the Precinct and tie this Strategy's vision to the urban design and planning recommendations in Chapter 5 of this report.

Figure 42 illustrates some of these principles in 2-dimensional diagram.

## Built form

- Encourage appropriate higher density development on review sites, whilst maintaining and enhancing the village character of the Precinct.
- Maintain and enhance floor space for non-residential uses that contribute to the local economy, create employment opportunities and provide for community needs.
- Deliver design excellence.
- Provide appropriate transitions to lower density sites through design solutions such as height and scale variations, building articulation, and landscaping.

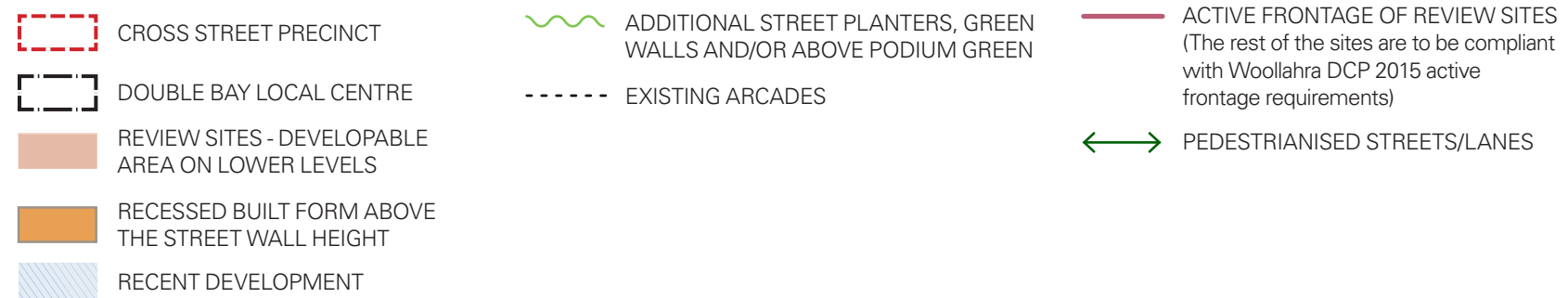
## Public domain

- Reinforce the vibrancy of the Precinct through consistent active frontages.
- Reinforce a human-scale public domain through lower street wall heights, vertical design elements and fine-grain active frontages.
- Minimising the dominance of servicing functions in Knox Lane through shared access to parking and internal loading and servicing areas.
- Provide additional plantings/street trees, green roofs, and/or above podium landscape (where possible) to enhance the urban greening character of the Precinct.
- Provide adequate levels of solar access to residential habitable areas and outdoor public spaces.

# Urban Design Principles



Figure 42. Urban design principles





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# CHAPTER 5

# STRATEGIES

(Planning and urban design strategies)



## 5.1 Building height

This section discusses the built form elements that deliver our vision. Our strategy responds to the key urban village elements which are:

- Building height
- Street wall height
- Built form
- Land use
- Amalgamation pattern
- Active frontages
- Public domain improvements
- Parking requirements and active transport.

This Strategy is the result of three dimensional built form modelling and public domain studies. We have undertaken a fine-grain review of each site to understand and achieve its development potential.

This Strategy recommends a maximum height of six storeys combined with a lower street wall height where the site adjoins the public domain. Figure 43 shows the maximum height for the review sites.

The maximum heights can only be achieved if the development achieves design excellence. The recommend height also aims to:

- Encourage the regeneration of older building stock
- Provide opportunities to enhance the non-residential floor space ratio in the Precinct
- Provide consistency with the desired future character of the Precinct
- Respond to the evolving character of the Precinct
- Encourage the development of an integrated and unified street frontage.

### Height in meters

The minimum floor to ceiling height is crafted based on the recommendations of the Apartment Design Guide<sup>1</sup> (ADG)- 4C):

- 4m for the ground floor level
- 3.3m for the first floor (Level 1)
- 2.7m for the residential habitable area above Level 1
- 1m for roof features

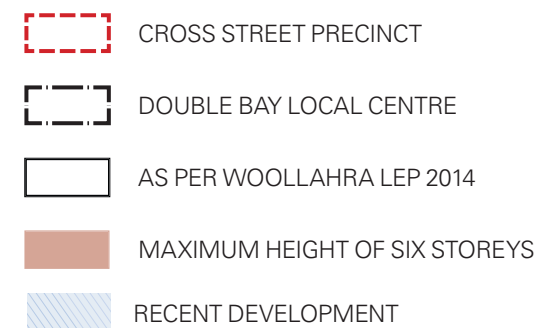
The maximum height for new developments up to six storeys is 21.5m. This includes roof features. It should be noted that the proposed height excludes any freeboard requirements.

The appropriate FSR for each site will be further investigated once the built form elements have been subject to initial community engagement.

<sup>1</sup>The ADG provides design criteria and general guidance about how development proposals can achieve the nine design quality principles identified in SEPP 65 (State Environmental Planning Policy No 65 - Design Quality of Residential Apartment Development).



Figure 43. Height strategy



# 5.2 Street Wall Height

Where the built form adjoins the public domain, this Strategy recommends a lower street wall height. A lower street wall height will have the effect of:

- Reducing the sense of enclosure, particularly along Knox Lane
- Maintaining and enhancing the Precinct's human scale and village atmosphere
- Providing solar access to the public domain
- Enhancing opportunities for view sharing
- Providing consistency with the desired future character of the Precinct and Centre.

## Cross Street

- A street wall height of four storeys is recommended for the southern frontage of Cross Street
- This street wall height provides an enclosure ratio of approximately 1:1.5 to 1:2.5.

## Knox Lane

- A street wall height of two storeys is recommended for Knox Lane
- This street wall height provides an enclosure ratio of approximately 1:1 to 1:2.

The set back built form on the upper levels mitigates the perceived bulk and scale from the streets, allows for sufficient solar access to the streets and provides opportunities in the setbacks for outdoor amenity areas for future residents<sup>1</sup>.

Figure 44 shows the required street wall height in the Precinct. Figures 45 to 47 provide some examples of the proposed street wall heights.

<sup>1</sup>The overshadowing impacts of the suggested heights has been tested using Council's three-dimensional modeling software. This testing informed the built form bulk and scale, setbacks and separation distances.



Figure 44. Street wall height

<span style="border: 2px dashed red; padding: 2px;"> </span>	CROSS STREET PRECINCT	<span style="border: 1px solid black; padding: 2px;"> </span>	AS PER WOOLLAHRA DCP 2015
<span style="border: 2px dashed black; padding: 2px;"> </span>	DOUBLE BAY LOCAL CENTRE	<span style="border-bottom: 2px solid yellow; width: 20px; display: inline-block;"></span>	TWO STOREY STREET WALL HEIGHT FOR REVIEW SITES
<span style="background-color: #c08080; width: 20px; height: 10px; display: inline-block;"></span>	REVIEW SITES	<span style="border-bottom: 2px solid brown; width: 20px; display: inline-block;"></span>	FOUR STOREY STREET WALL HEIGHT FOR REVIEW SITES
<span style="background-color: #add8e6; width: 20px; height: 10px; display: inline-block;"></span>	RECENT DEVELOPMENT		



Figure 45. View 1: Four-storey street wall height on Cross Street and two-storey street wall height on Goldman Lane

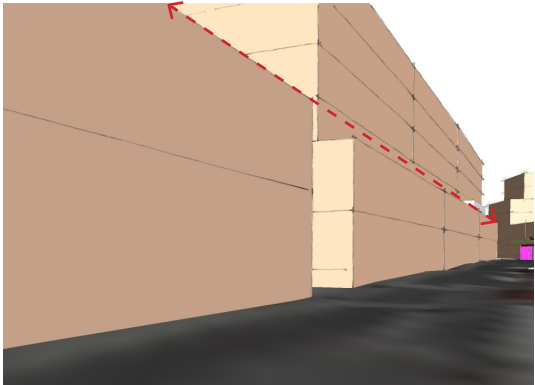


Figure 46. View 2: Two-storey street wall height on Knox Lane

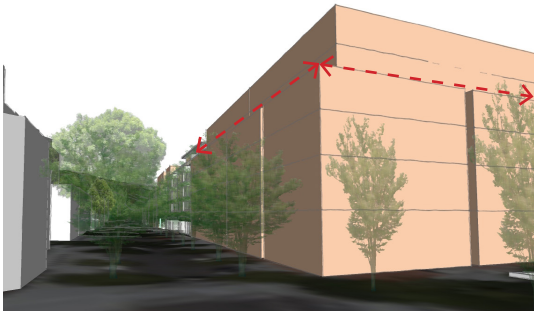


Figure 47. View 3: Four-storey street wall height on Cross Street and Bay Street corner



# 5.3 Built Form

## Building envelope

To understand the potential implications of six storey buildings, we have undertaken a fine-grained building envelope study. The study modelled each site and varied the potential built form based on the site size, orientation, location and its relationship with the public domain.

The proposed building envelope<sup>1</sup> for each of the review sites was crafted taking into account the following elements:

- Setbacks and separation distances.
- Building depth.
- Street wall height.
- Secondary setbacks above the street wall height.
- Built form configuration.
- Contribution to the public domain improvements.

Figures 48 to 50 are the snapshots of our fine-grained built form study of the review sites.



Figure 48. Indicative building envelope for review sites

REVIEW SITES



Figure 49. Indicative building envelope - View 1: Cross Street looking towards Bay Street



Figure 50. Indicative building envelope - View 2: Knox Lane looking towards Bay Street

<sup>1</sup>The indicative building envelope includes balconies.

Setbacks and separation distances

- This Strategy recommends that:
- Review sites along Cross Street provide zero ground floor level setbacks. This is to create a consistent streetscape and define the street edge
  - Review sites along Knox Lane provide ground floor level setbacks. This is to expand the public domain at street level and improve pedestrian amenity.

In crafting built forms, we also recommend secondary setbacks above the street wall. A minimum 3.5m secondary setback will:

- Mitigate the perception of the proposed bulk and scale from the street
- Avoid a stepped built form
- Address overshadowing impacts
- Provide a human scale streetscape
- Provide an appropriate transition to the adjoining lower density developments.

The appropriate secondary setbacks are dependent on the depth of the block and the overshadowing impacts on the public domain. Figure 51 shows a snapshot of our detailed built form study which satisfies all of the above criteria.

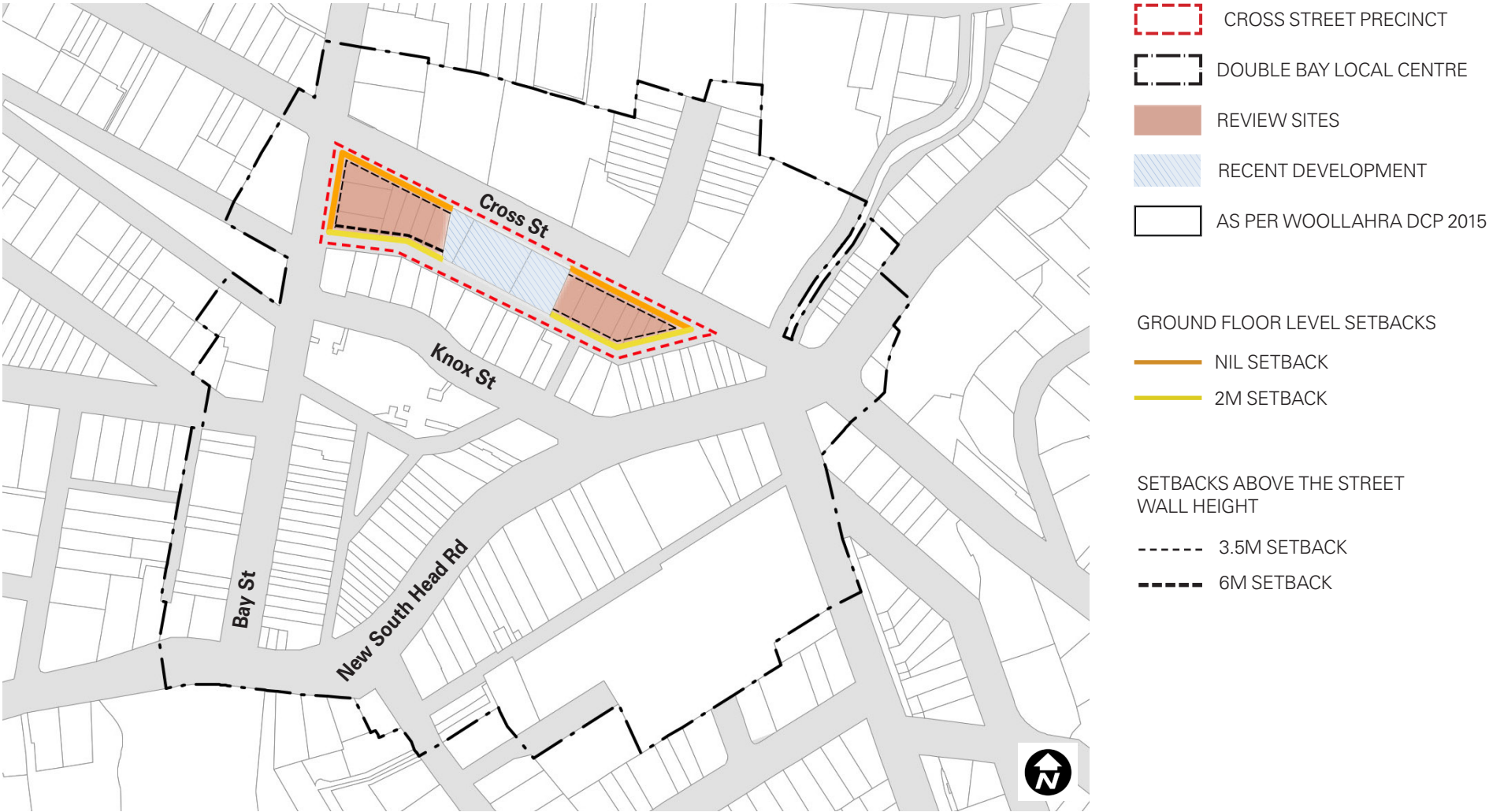


Figure 51. Street front setbacks

Figures 51 and 52 show the recommended ground floor level and secondary setbacks for the review sites.

Residential development must be consistent with the principles of SEPP 65. Of particular relevance to this Strategy is the minimum separation distances and building depth requirements. This ensures a high level of internal amenity, and has the added benefit of avoiding excessive bulk and scale. The maximum building depth for the residential components is 18m (glass to glass).

The secondary setback areas above the street wall provides opportunities for private open spaces and/or communal open spaces. A combination of setbacks and open spaces enhances the amenity and landscape character of the development and contributes to the public domain and streetscape character.

The detailed built form recommendations of this Strategy, if adopted, will be implemented in a future amendment to the Woollahra DCP 2015 D5.



## Residential unit mix

Consistent with the Double Bay Economic Feasibility Study 2015, this Strategy recommends providing a mix of smaller to larger accommodations. By providing a mix of units we aim to attract a wider range of social groups, particularly young professionals. Consistent with the Feasibility Study (P 13), future development in the Precinct is to provide:

- *A minimum requirement for studio and/or one bedroom apartments* – a minimum requirement for a development mix i.e. 30- 40% of all dwellings to be provided as studio or one bedroom apartments within the Precinct.
- *Maximum unit size* – all (or the majority) of 1 bedroom and 2 bedroom apartments are no more than 10% in size above SEPP 65 minimums i.e. 50sqm + 10% and 70sqm + 10% respectively. The intention is that they will be presented to the market within a more affordable price bracket suited to younger residents.
- *Compact Apartments* – provision of apartments sized below the SEPP 65 guidelines of 50sqm for 1 bedroom apartments e.g. 40sqm. This results in additional residents within a given development and a more affordable price point.

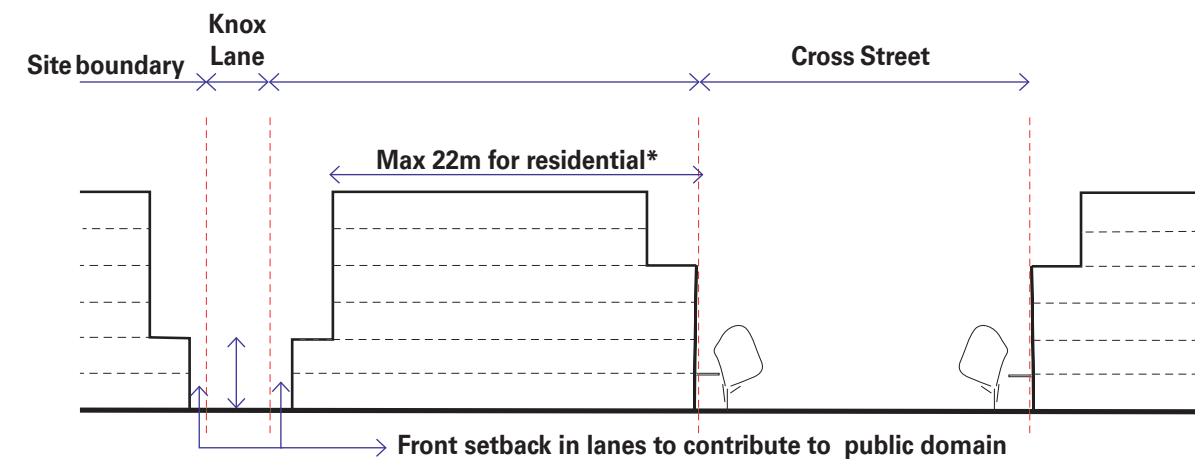


Figure 52. Setbacks, street wall height and separation distances<sup>1</sup> (indicative only)

<sup>1</sup>The indicative building envelope includes balconies.



**Built form and streetscape character**

To assist with translating this Strategy into built form outcomes, we have provided a series of indicative photomontages. The following images illustrate examples of detailed built form/streetscape elements that could be developed if this Strategy is implemented.

The key streetscape elements of Cross Street as shown in Figures 53 and 54 are:

- Four-storey street wall height on the Cross Street frontage
- Recessed built form above the street wall heights
- Built form articulation to achieve fine-grain development especially on lower levels
- Urban greening with active retail frontages on the ground floor level
- Continuous awning for weather protection.



Figure 53. View 1 - Artist's impression of Cross Street streetscape (SJB, 2021)

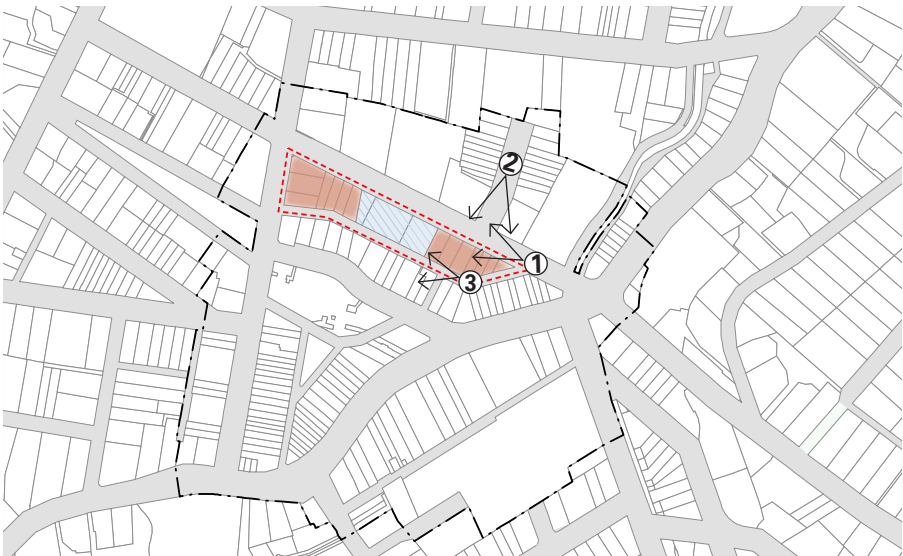


Figure 54. View 2 - Artist's impression of Cross Street and Goldman Lane streetscape (SJB, 2021)



### Built form and streetscape character (continued)

The key streetscape elements of Knox Lane as shown in Figure 55 are:

- Two-storey streetwall height to reduce the sense of enclosure
- Recessed built form above the street wall
- Built form articulation to enhance the fine-grain character of the lane
- Ground floor level setbacks to expand the public domain and improve pedestrian amenity
- Architectural definition to increase the legibility of arcade connections through to Cross Street and Knox Street
- Enhanced urban greening along the lane
- Protecting views down Goldman Lane from Knox Lane to Transvaal Avenue.



Figure 55. View 3 - Artist's impression of Knox Lane streetscape (SJB, 2021)

# 5.4 Land use

To maintain and enhance the success of the Cross Street Precinct, it is important to have a balance of business, retail and residential uses that can serve the needs of people who live, work and visit the area.

The importance of protecting floor space for non-residential uses is recognised in the Council's strategic framework, including the Woollahra LSPS 2020:

*Action 41. Introduce planning controls into the Woollahra Local Environmental Plan 2014 and Woollahra Development Control Plan 2015 to protect and enhance floor space for commercial, retail, business, health and community uses in centres, particularly in Double Bay and Edgecliff.*

It is also consistent with the broader strategic approach identified in the regional and district plans prepared by the NSW Government.

... housing should not compromise a centre's primary role to provide goods and services, and the opportunity for the centre's employment function to grow and change over time.

(GSC, 2018. Eastern City District Plan, Principles for local centres. P 49)

A balanced mix of land uses will help to achieve our vision for the Cross Street Precinct as a vibrant and connected community village in Double Bay, our premier shopping and community centre.

In terms of land use, the main characteristics of future development must at a minimum include:

- Retail uses on the ground floor level
- Non-residential developments on the first floor (Level 1 )
- Residential developments on upper levels.

# 5.5 Amalgamation pattern

The purpose of the suggested amalgamation pattern is to ensure the creation of more efficient floor plates for future development.

The suggested amalgamation pattern as shown in Figure 56 aims to:

- Combine 3-4 lots (dependent on their size) with an average minimum street frontage of approximately 20-30m
- Provide a more flexible floor plate for a range of non-residential uses
- Provide functional retail floor spaces on the ground floor level
- Provide an efficient parking layout
- Provide an efficient residential floor plate on the upper levels
- Minimise the number of vehicle and service entrances
- Facilitate internal loading and waste management areas
- Avoid site isolation
- Achieve a balanced built form scale consistent with recent developments
- Minimise the need for ancillary uses on the ground floor level
- Maximise active frontages.

Site amalgamation does not imply blanket uplift on each individual amalgamated site. The built form design including rhythm, bulk and scale should reflect the existing fine-grain/humane scale urban context.



Figure 56. Amalgamation pattern

- REVIEW SITES
- RECENT DEVELOPMENT



## 5.6 Active frontages

Buildings facing the public domain must provide active frontages on the ground floor level (See Figure 57).

Development is encouraged to:

- Maximise facade transparency on the ground and first level (where relevant) to enhance the visual connection with the public domain.
- Provide vertical articulation (particularly on the lower levels) to reinforce a fine-grain facade whilst adding visual interest.
- Minimise blank walls.
- Avoid recessing the built form on the ground floor level for the purpose of a colonnade.

This Strategy recommends two types of active frontages, as shown in Figure 57:

- Primary active frontages- Buildings in these locations maximise their retail/non-residential frontages on the ground and the first levels. Providing vehicle entry is only allowed if the building does not have access to the laneways.
- Secondary active frontages- Buildings are required to have an appropriate mix of vehicle entrances and retail/non-residential uses on the ground and first levels.



Figure 57. Active frontages



Figure 58. Examples of existing active frontages in the Precinct

# 5.7 Public domain improvements

This Strategy makes a number of recommendations with regards to:

- Pedestrian links and arcades
- Urban parks and civic spaces
- Shared laneways.

## Pedestrian links and arcades

The existing pedestrianised lanes, arcades and through-site links are positive urban elements and crucial part of Double Bay's urban character. They increase permeability by breaking up long street frontages between the main streets and laneways. This Strategy maintains the existing arcades and links in the Precinct.

The network of pedestrianised lanes and arcades aims to link the existing and potential future network of parks and plazas with other community facilities and destinations.

## Shared laneways

Consistent with the Double Bay Centre Pedestrianisation Study, this Strategy recommends that Knox Lane provide shared access for pedestrians, vehicles and cyclists. The built form recommendations under this Strategy provide an opportunity for upgrading the role of Knox Lane to a more pedestrian oriented space.

Transforming Knox Lane into a shared space will enable greater accessibility to key destinations via active transport, such as to Guilfoyle Park to the west. It will support the existing network of arcades and the proposed pedestrianised and shared spaces along Knox Street and Transvaal Avenue respectively.

The establishment of shared laneways and streets provide a stronger sense of connection and enhanced user experience of the public domain. Prioritising the pedestrian experience is central to creating a vibrant, inclusive and liveable place that achieves the desired future character of the Cross Street Precinct and the Double Bay Centre.

Figure 59 shows the recommendations to enhance the public domain character in the Precinct.



Figure 59. Public domain improvements



## 5.8 Parking requirements and active transport

### Parking requirements

The Double Bay Transport Study 2021, prepared by SCT Consulting, provides an extensive analysis of the existing network and the future capacity within the Cross Street Precinct and wider Double Bay Centre. The report finds that the Precinct and the Centre's existing public transport, active transport infrastructure, and road network are capable of accommodating the scale of the potential development uplift recommended by this Strategy.

To cater for the anticipated increased level of trip generation and further enhance outcomes in the Precinct, the Transport Study recommends the following strategies:

- Providing additional Go Get (car share) parking spaces
- Evaluating existing parking controls
- Monitoring public transport
- Advocating for additional ferry services
- Introducing travel demand management programs within Double Bay
- Expanding the current residential parking permit scheme
- Encouraging a modal shift from driving in private vehicles to walking and cycling to key destinations like Double Bay Centre and Double Bay Public School.

In addition to the above recommendations, the Double Bay Economic Feasibility Study 2015 recommends a reduction in the required car parking for studio and one bedroom apartments. This is to incentivise the provision of smaller dwellings at lower prices on sites with car parking constraints by reducing the cost of construction.

With regards to the location of public parking including on-street and/or off-street parking, this Strategy is consistent with the Double Bay Public Domain Strategy, Double Bay Transport Study and Woollahra DCP 2015.

### Active transport

The Double Bay Transport Study 2021 encourages a modal shift from private vehicles to active transport, in particular walking and cycling in the Precinct and the Centre. This approach aims to mitigate the potential adverse impacts of vehicle traffic generated by future development.

The Transport Study recommends a modal shift towards walking and cycling through:

- Introducing programs such as walking groups and walk to school
- Reviewing speed limits within the Centre to improve pedestrian safety and security
- Providing street trees along key walking routes, where there are fewer trees, to give pedestrians weather protection
- Delivering active transport projects in line with the Woollahra Active Transport Plan 2021.

In addition to the above recommendations, the Transport Study also requires active transport infrastructure to enhance the pedestrian and cyclists' safety. These are:

- To refresh and improve signage and linemarking at intersections of local roads
- To provide a dedicated bike parking facility at Guilfoyle Park
- To improve pedestrian amenity along key walking routes.
- To enhance pedestrian crossing infrastructure along key walking routes.

Figures 60 and 61 show the above active transport infrastructure.

This study, together with the ongoing Double Bay Centre Pedestrianisation Study, will help to enhance walking and cycling connectivity into and out of the Precinct and the Centre.

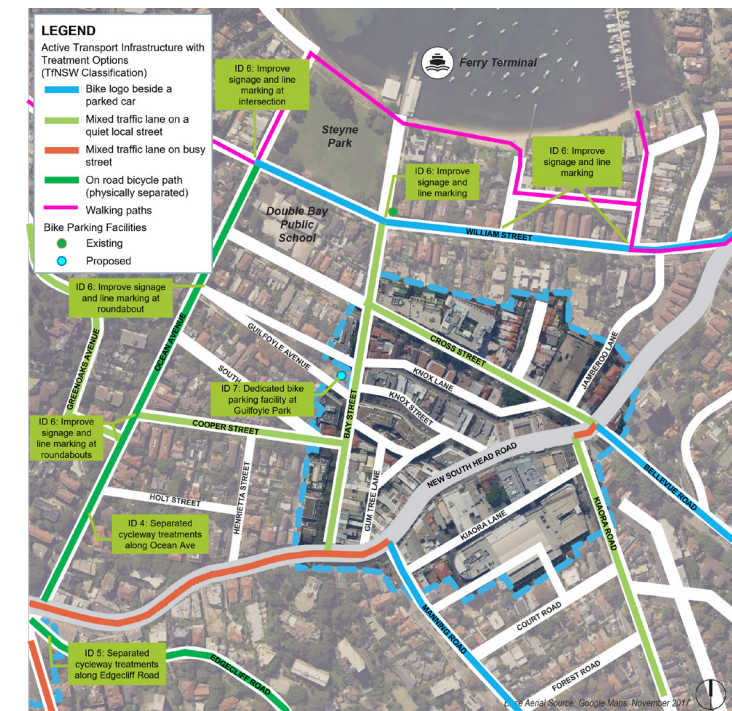


Figure 60. Cycling infrastructure (Double Bay Transport Study, 2021)



Figure 61. Walking infrastructure (Double Bay Transport Study, 2021)

The background is a solid teal color. In the lower half, there is a pattern of white, stylized wavy lines that resemble ripples on water. These lines are arranged in a series of overlapping, horizontal, undulating bands.

# **APPENDICES**



# Glossary

For the purpose of the Double Bay Centre Planning and Urban Design Strategy the following definitions are used:

TERM	MEANING
Active frontage	Building frontage should add life and vitality to the public domain through: <ul style="list-style-type: none"><li>• Frequent doors and windows with few blank walls, particularly at street level.</li><li>• Narrow frontage with vertical rhythm to the streetscape.</li><li>• Articulation of facades.</li><li>• Lively internal uses visible from the outside, or spilling onto the street.</li></ul>
Active transport	Types of transport that include walking, cycling, and scootering which promote increased sustainability, health and wellbeing, and active lifestyles.
Amenity	The elements of an area, public domain or building that provide facilities and services that are valued by users and enhance their comfort and quality of their life. An amenity can be either tangible, such as open space, seating, a swimming pool or gym; or intangible, such as pleasant views, air quality, or proximity to a local school or supermarket.
Blank wall	A wall which has few or no windows or doors, and has no decoration or visual interest.
Building envelope	A building envelope is a three dimensional volume that defines the outermost part of a site that the building can occupy. For the purpose of this report, the building envelope shows the indicative bulk and scale of a building and demonstrates the building footprint, height configuration, setbacks and separation distances. Any part of a building including, articulation, roof form and balcony, is to be within a building envelope.

TERM	MEANING
Communal open space	An area within a private site providing for informal recreation activities for common use by building occupants. It is different from private open space.
Fine-grain	For the purpose of this report, fine-grain development, facade or streetscape is (or represented) as small and narrow as is practical, encourages a diversity of forms, uses and tenures and allows a rich variety of buildings to emerge.
Floor space ratio (FSR)	The floor space ratio of buildings on a site is the ratio of the gross floor area of all buildings within the site to the site area.
Urban greening	The concept is about strategically increasing the quality and quantity of all vegetation and open green space on all land types in an urban setting
Human scaled development	The size, texture, articulation, and physical relationships of buildings, places and spaces that match the size and proportions of human sight and speed. It refers to the apparent or perceived size, not the actual size.
Legibility	Legibility refers to the ease with which the spatial structure of a place can be understood and navigated as a whole. The legibility of a place is improved by a street or pedestrian network that provides travellers with a sense of orientation and relative location and by physical elements that serve as reference points.
Passive surveillance (eyes on the street)	Passive surveillance (also termed natural surveillance) refers to an environment where people can see and be seen through casual observation. Observers may include other users of an area, passers-by or people in nearby properties.
Permeability (physical)	The extent to which the urban structure permits, or restricts, movement of people or vehicles through an area, and the capacity of the area network to carry people or vehicles. In this Strategy the focus is on pedestrian permeability. Smaller blocks and through-site links enhance pedestrian permeability. In some cases continuous line of sight, view corridor or a vista contributes to maintain and enhance ‘visual’ permeability. This is a positive characteristic of an urban form which enhances legibility and wayfinding.

TERM	MEANING
<b>Perceived bulk and scale</b>	The volume of the building bulk and scale that is viewed/visible from public domain and recognised by pedestrian.
<b>Public domain</b>	Public domain/space includes the totality of spaces used freely on a day-to-day basis by the general public, such as streets, plazas, parks and public infrastructure. This Strategy focuses on outdoor spaces within an urban environment that the public have common access to, including lanes, streets, squares and parks.
<b>Sense of enclosure</b>	Where the building frontage height, street width and street tree canopy creates a feeling of a contained space within the street. For appropriate sense of enclosure for pedestrian, please see Section 4.2 this report.
<b>Secondary setbacks</b>	A recess of the taller elements of the building above the street wall height to ensure appropriate built form presence on the street edge from a pedestrian point of view.
<b>Scale transition</b>	Gradual change of the bulk, scale or height of a building to provide connection between two districts or centres with different density.
<b>Shared (street)</b>	A shared street is often referred to as a “pedestrian-priority street.” It is an integrated space used to better balance the needs of pedestrians, cyclists, and low-speed motor vehicles.

TERM	MEANING
<b>Street wall height</b>	The street wall height is measured at the vertical distance between the footpath or natural surface level at the centre of the site frontage and the highest point of the building at the street edge, with the exception of architectural features and building services.
<b>(Urban design) framework</b>	An urban design framework (UDF) is a detailed planning and design document otherwise known as a strategic plan that sets a long term integrated design vision to guide the future use and development of an area.
<b>Walkable catchment</b>	<p>The area within a specified walking distance of a destination, service or amenity. Often a 400m walking distance is defined as walkable, being about a five minute walk for most people. More important destinations, such as train stations or major centres, may serve a wider walkable catchment.</p> <p>According to the Eastern City District Plan 2018 (P 50), '<i>actual walking catchments of 5-10 minutes (400-800m) will depend on local connections and conditions and should be determined using a place-based approach within which housing, retail and commercial growth opportunities need to be balanced and planned for by councils</i>'.</p>



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XX Month 20XX