



DOUBLE BAY PLANNING AND URBAN DESIGN STRATEGY

Endorsed by Council on 27 November 2023



Acknowledgement of Country

Woollahra Council acknowledges that we are on the land of the Gadigal and Birrabirragal people, the Traditional Custodians of the land. We pay respects to Elders past, present and emerging.

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Executive summary

The Double Bay Planning and Urban Design Strategy (the Strategy) provides a comprehensive and detailed review of the existing planning controls and establishes a clear and coordinated approach to future development within the Double Bay Centre (the Centre). Council acknowledges the need to guide planning and development in the Double Bay Centre to realise the needs and aspirations of current and future residents, businesses, and visitors. Supported by community feedback and additional technical studies, the Strategy will refine the future direction of the Centre as Sydney's stylish bayside village and potential amendments to Council's planning controls.

The catalyst for reviewing the Centre's controls was established by recommendations contained in the Double Bay Centre Economic Feasibility Study 2015.

The Strategy has been informed by Council's other strategic plans and studies and detailed urban design analysis, including 3D modelling. It seeks to maintain and enhance the Centre's existing unique character as Sydney's stylish bayside village, whilst creating opportunities to address the evolving needs of the community, including:

- Providing additional housing choice
- Facilitating the replacement of older buildings with new well-designed developments with improved amenity
- Continuing our commitment to placemaking and improving the public domain
- Promoting sustainable living
- Creating more opportunities for people to live in and visit the Centre, contributing to its ongoing vitality and vibrancy
- Supporting local jobs and businesses.

The Strategy provides recommendations for the following elements:

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

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

In summary, the Strategy recommends the following:

- Adopt a range of building heights from four to six storeys on certain sites. Combined with detailed building envelopes, setbacks and transitions, the proposed controls will maintain the Centre's human scale and its character as Sydney's stylish bayside village.
- Facilitate two to five-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.
- Maintain non-residential floor space to enhance the Centre's economic function and increase employment opportunities.
- Encourage mixed-use development and active frontages throughout the Centre to maintain and enhance an active and vibrant centre.
- Encourage and increase through-site links, open space and shared laneways to increase pedestrian permeability.
- Maintain and improve solar access in key spaces 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 Centre which will reduce space required for servicing and increase frontage activation.
- Network modifications to improve traffic efficiency through the Centre.
- Reduce car parking rates for studio and one-bedroom apartments to encourage active transport and a modal shift.

This document outlines our approach to master planning of the Centre, including reviewing Council strategies and plans, analysis of existing built form and recent approvals, consideration of opportunities and constraints for development, and implementing best practice urban design and planning principles to guide for future built form, land uses and public domain enhancements within the Centre.



1. INTRODUCTION

DRIVERS OF CHANGE

1.1 Introduction

This Strategy provides a strong and cohesive planning and urban design framework to guide the future of the Double Bay Local Centre (the Centre) as Woollahra's unique local centre¹. It sets out recommendations to ensure that future redevelopment contributes to achieving the vision for the Centre.

This Strategy is the result of extensive three dimensional built form modelling and public domain studies. The studies were initiated in 2013 following the 'Future Cities Program' which recommended a review of the planning controls for the Centre.

To prepare this document, 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:

- Woollahra Local Strategic Planning Statement 2020
- Community Strategic Plan; Woollahra 2032
- Woollahra Local Housing Strategy 2021
- Double Bay Place Plan 2014 & 2019
- Double Bay Centre Public Domain Strategy 2016
- Double Bay Centre Public Domain Lighting Strategy 2016
- Double Bay Centre Pedestrianisation Study 2020
- Draft Woollahra Municipal Recreation Strategy 2023
- Draft Woollahra Active Transport Plan 2022
- Draft Woollahra Integrated Transport Strategy 2021
- Draft Cross Street Precinct Planning and Urban Design Strategy 2021

A summary of the relevant Council policies, strategies and studies is provided within the accompanying Double Bay Planning and Urban Design Strategy Background Report.

Double Bay is our premier shopping and community precinct with a distinctive harbour setting. It provides a wide range of community services and facilities including high-end retail, cafes / outdoor dining, memorable places and gathering areas. The existing built form character of the Centre contains a variety of architectural styles ranging from low to high density with active frontages along the main streets and arcades, and servicing lanes at the rear.

The Centre is going through a built form transition. There have also been a number of developments approved that exceed the height and density limits contained in Council's current planning controls.

This results in a fragmented and uncoordinated approach to planning. It is also inconsistent with best practice urban design and planning to create a cohesive and coordinated approach to the Centre's growth.

The purpose of this strategy is to facilitate development that 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 this Centre.

This document is structured around five main parts:

- Chapter 1 - Introduction
- Chapter 2 - Double Bay at a glance
- Chapter 3 - Vision
- Chapter 4 - 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 Centre.
- Reinforce a fine-grain and human-scale streetscape.
- Maintain and enhance the employment/business character of the Centre.
- Achieve design excellence.
- Enhance active frontages.
- Provide a variety of distinctive public open spaces.
- Maintain and enhance heritage buildings and conservation areas.
- Provide transitions to lower density sites.
- Provide solar access to the private and public open spaces.
- Enhance urban greening.
- Enhance pedestrian permeability.

Having a clear set of urban design principles assists to ensure a coordinated and balanced approach for the future of the Centre. The recommendations of this Strategy will inform future amendments to the Woollahra LEP 2014 and Woollahra DCP 2015.

Double Bay is Sydney's stylish bayside village.

Double Bay Place Plan, 2019

¹ Woollahra DCP 2015. D5, P1

1.2 Our journey

This Strategy is part of Council's ongoing work to facilitate enhancements to the Centre through placemaking, public domain improvement and up to date planning controls. Previous strategies relating to the Double Bay Centre included:

- Double Bay Urban Design Study 1999
- Double Bay Place Plan 2014 (and 2015)
- Kiaora Lands Redevelopment
- Double Bay Centre Public Domain Strategy 2016

The 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 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 1, 3, 4, 5, 6.

In April 2021, Council considered the review of the Double Bay planning controls and resolved to reaffirm its commitment to the existing planning controls for the majority of the Double Bay Centre and prepare a strategy that focused on the southern side of Cross Street, between Knox Lane and Bay Street (the Cross Street Precinct).

In late 2021, Council exhibited the *Cross Street Precinct Planning and Urban Design Strategy* and accompanying documents to provide an opportunity for the community to have their say.

In February 2022, Council resolved to publicly exhibit the documents which form the *Review of the Double Bay Planning Controls* that were originally reported to Council in April 2021. These documents include the:

- *Draft Double Bay Centre Planning and Urban Design Strategy* (draft Strategy)
- *Double Bay Transport Study*
- *Draft Double Bay Community Impact Statement*

The *Review of the Double Bay Planning Controls* was exhibited from 16 March to 27 May 2022. The submissions received from the community on both the Cross Street Precinct strategy and the Draft Double Bay Centre Strategy (draft Strategy) were considered as part of the finalisation of this Strategy. A summary of the submissions received is discussed in Section 1.4.

On 27 November 2023, Council resolved to endorse the updated *Double Bay Centre Planning and Urban Design Strategy* and requested staff to prepare a planning proposal to enact the Strategy subject to the following changes:

- *Increase the proposed height to the review sites on the north side of Knox Street to five storeys, being 18.4m whilst facilitating a 9m setback from Knox Street above the street wall and retaining the 3.5m setback above the street wall to Knox Lane with a corresponding FSR of 3.2:1.*
- *Reduce the proposed heights to the review sites on both sides of New South Head Road and Patterson Street to accommodate a five storeys mixed use, shop-top housing, residential and/or commercial development, being 19m with a 3.5m setback from New South Head Road above the street wall and a corresponding FSR of 3.5:1.*
- *Remove any reference to the timed right hand turn restrictions into Kiaora Road.*

This Strategy has been updated to reflect these changes.

1.3 Study area

Double Bay is Woollahra's unique local business centre which enjoys a privileged position near the southern edge of Sydney Harbour in Sydney's Eastern Suburbs¹. It is located on New South Head Road which is the main arterial spine connecting the Sydney CBD to the eastern suburbs. The Centre is located within a 10-15 minute walking catchment of Edgecliff Railway Station, approximately 500m from the Double Bay Ferry Wharf, and is less than 4 kilometres from the Sydney CBD.

The Centre plays an important role in community life and the local economy. It provides a range of community services, local businesses, dining opportunities and recreational facilities for residents and surrounding neighbourhoods. This also makes the Centre a popular destination for visitors.

Figure 1 shows the boundary of the Centre. The Centre is mainly defined by the streets of New South Head Road to the south, Cross Street to the north-east and Bay Street to the west. Bay Street provides access to the Double Bay Ferry Wharf and beach.

The Centre is primarily accessed from New South Head Road. It is serviced by frequent public transport 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 surrounding strategic centres and several destinations such as Sydney CBD, Kings Cross and Bondi Junction.

The Centre is surrounded by residential uses located in tree-lined streets.



Figure 1. The study area (Six maps 2019)

- Study area
- Railway station
- Destinations and attractions

¹ Double Bay Place Plan 2019 - 2023

1.4 What we heard

The draft Strategy was exhibited alongside the draft Double Bay Community Impact Statement and the Double Bay Transport Study 2020 from 16 March to 27 May 2022. Of the 215 submissions received, 190 objected, 19 provided comments and six supported the Strategy.

Of the submissions in objection, the most common issue raised was to the increase in the maximum building height (71% of all submissions objected to the height increase), followed by objections to the loss of the village character, atmosphere and charm (65%) and impacts to amenity, including view impacts, overshadowing and wind tunnels resulting from future development of the Double Bay Centre (42%). Issues relating to transport and connectivity included concerns with traffic congestion (38%) and parking (36%).

A total of six submissions received were in support of the Strategy. Four of the six submissions were received from members of the public with the remaining two submissions from landowners. The submissions specifically supported the proposed height amendment, noting:

- The need for change, uplift, and increased density to ensure a vibrant community that is both economically viable and set in an attractive public domain.
- The general increase to height and specified setback provisions will ensure consistency with the recently approved developments in Double Bay through the NSW LEC.

Response to community feedback

The draft Strategy was amended in response to the community feedback received, with additional studies and information considered by Council. The amendments included:

- Inclusion of additional review sites following urban design testing. Some previously identified review sites were removed to align with recent planning approvals that are under construction.
- Building heights and street wall heights have been refined across the Centre, resulting in a range of building heights of 4-6 storeys.
- A floor space ratio (FSR) map has been prepared which establishes a maximum FSR for sites, ranging from 3:1 to 4:1, taking into account the Centre's fine-grained character, building heights, and setbacks.
- Setbacks to street wall and upper levels have been further refined in response to submissions received and following urban design testing.
- The amalgamation pattern and active frontages maps have been updated to reflect the recommended changes mentioned above.

The changes aim to maintain and enhance the unique character of the Double Bay Centre while addressing the future needs of the community.

Submissions overview

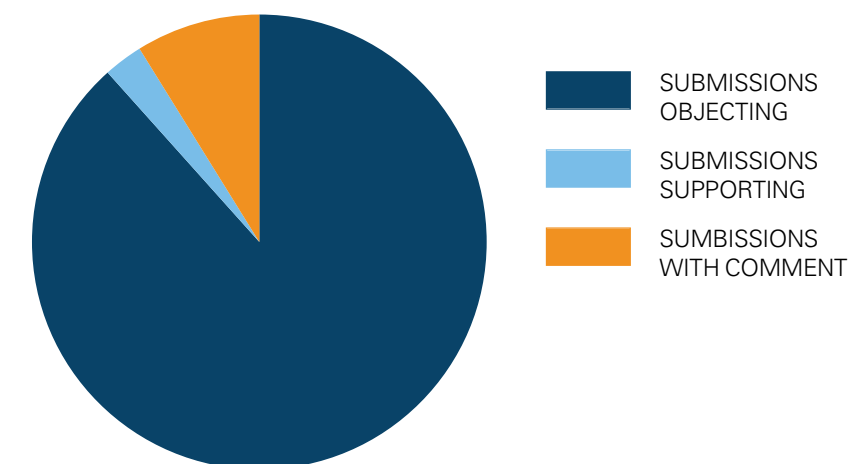


Figure 2. Submissions overview

Key submission themes

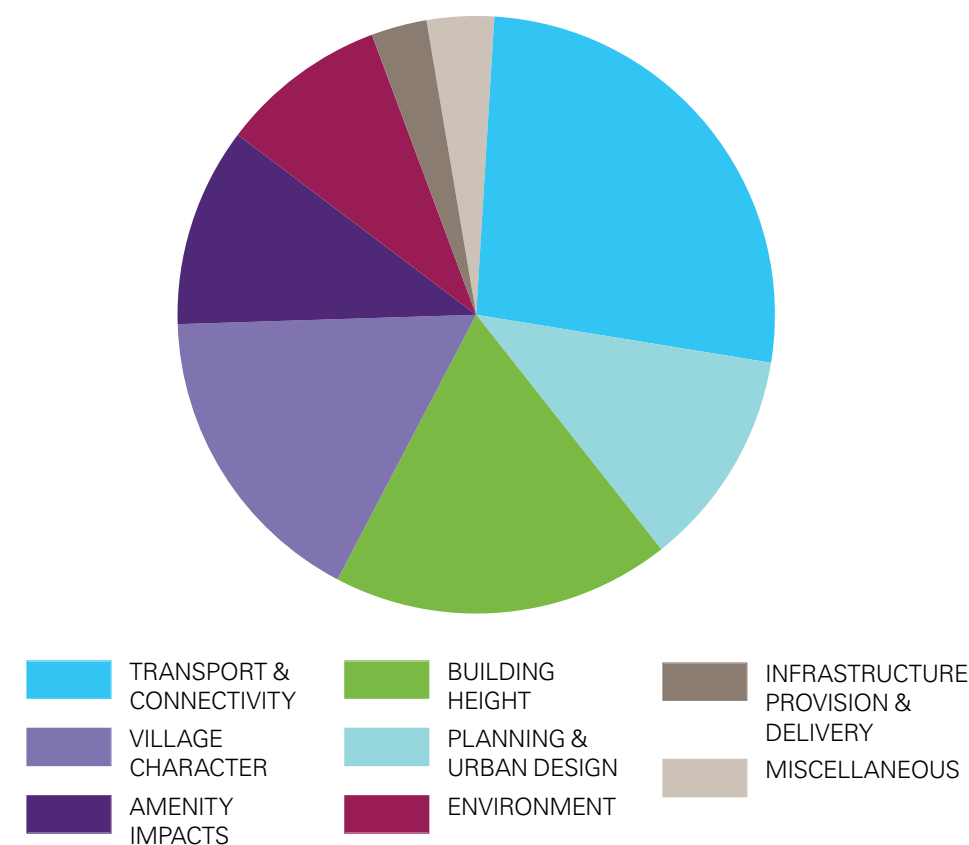


Figure 3. Key submission themes raised



2. DOUBLE BAY AT A GLANCE

2.1 Existing built form and streetscape

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 create an attractive and distinctive streetscape along Transvaal Avenue, Bay and Knox Streets. Figure 4 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.

The following section summarises the key characteristics of the primary streets and lanes in the Centre. Images used in this section represent a point-in-time and were taken between 2018 and 2021.

New South Head Road

New South Head Road is the arterial transport spine that runs through the Centre.

Where New South Head Road forms the entrance to the Centre, the natural topography and the distinctive geometry of the street creates a highly visible built form. These locations are natural gateway sites of the Centre. Figure 5 (6) shows the eastern arrival point to the Centre.

The street has a varied architectural style and street wall height, as shown in Figure 5 (4) and (5). The existing buildings are mainly commercial developments. They all define a consistent street edge and active frontages. In addition to Woollahra Library, the recent development at No 385-387 New South Head Road creates a four storey street wall height on the southern side of the road.

Architectural variety

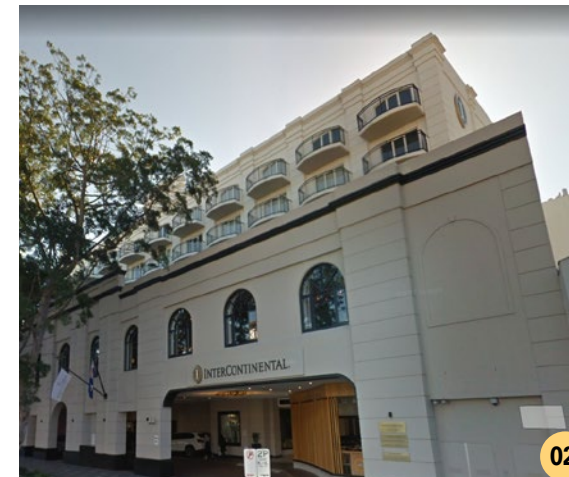
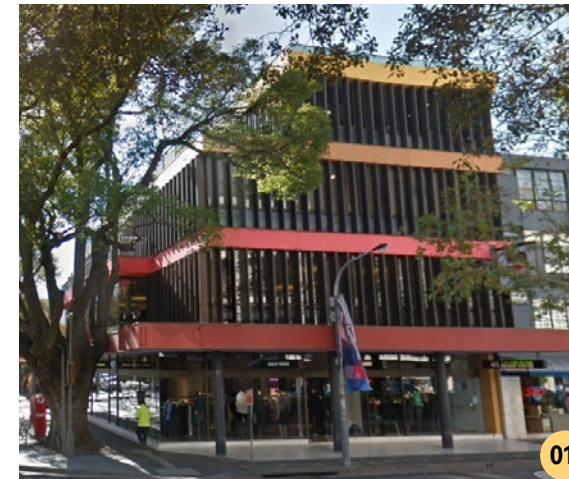


Figure 4. Variety of height, scale and architectural style
01) Four storey building at the intersection of Knox and Bay Streets. 02) Six storey intercontinental Hotel on Cross Street. 03) Character buildings on Bay Street. (Images from Google Maps, 2019 - 2021).

New South Head Road



Figure 5. The existing character of New South Head Road
04) The new library with three to four storey street wall height. 05) The combination of the original fine-grain context with the new developments. 06) Eastern arrival point to the centre. (Images from Google Maps, 2019 - 2021).

Cross Street



Figure 6. Cross Street streetscape
07) The landscaped character of the street. 08) Ground level colonnade reducing street activation. 09) Recent larger scale developments with two to six storey street wall height and horizontal facade rhythm (Images from Google Maps, 2019 - 2021).

Knox Street



Figure 7. Knox Street streetscape
10) The dominant character of Cosmopolitan Building. 11) Fine-grain streetscape on the northern side. 12) Building with high level of architectural character with through site link to Cross Street (Images from Google Maps, 2019 - 2021).

Bay Street



Figure 8. Bay Street streetscape
13) The landscaped character of the street.
14) Recent development in larger amalgamated site. 15) Fine-grain built form pattern contributes to the streetscape character (Images from Google Maps, 2019 - 2021).

Cross Street

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 three storeys. (See Figure 6 (7)). The streetscape character is dominated by horizontal built form elements. New development at No 16-26 Cross Street create a four storey street wall on the street's southern edge as shown in Figure 6 (9).

There are a number of buildings which integrate a colonnade at the ground level. This has the effect of distancing the active retail frontage from the street, therefore diluting the streets activation.

Knox Street

Knox Street has a range of one to four storey street wall heights. Compared to the fine-grain streetscape on the northern side, the Cosmopolitan Building to the south dominates the streetscape with strong curved and horizontal articulation (See Figure 7). On both sides of the street, the buildings provide continuous active frontages at the ground level. Commercial uses occupy upper levels in the majority of the buildings.

The Cosmopolitan Cafe and outdoor dining area plays an important role in the Centre's alfresco dining experience.

There are a number of through-site links on the northern side of the street which provide pedestrian connections to Knox Lane and beyond.

Bay Street

Bay Street has evolved as one of the Centre's most popular precincts. By day the street contains a thriving cafe culture, and in the afternoon this evolves into an active night time precinct. The street has a number of well established canopy trees which significantly contribute to the green character of the Centre.

The southern side of Bay Street between Short Street and New South Head Road retains most of its fine-grain character and early subdivision pattern. These smaller sites contribute towards a unique built form character, including several well-maintained two storey terraces used for commercial purposes. The existing streetscape has a two to four storey street wall height, as shown in Figure 8.

Transvaal Avenue

The eastern side of Transvaal Avenue, shown in Figure 9 (16), is a Heritage Conservation Area. The single storey residential buildings have evolved to a Bohemian-style retail strip with high levels of street activation.

The outdoor dining area occupying the central road reservation is shown in Figure 9 (17), is one of the very unique urban settings in Double Bay.

The laneways

The laneways in the Centre have a primary role of servicing and vehicle access to the existing development. Some laneways have buildings with active frontages, most notably Goldman Lane, Short Street, Knox Lane (partially) and Kiaora Lane. See Figure 10 (18) and (19).

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 10 (21) 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 the laneways include:

- blank walls
- garage doors
- on street waste bins
- on street parking
- unattractive facades
- minimum urban greening
- narrow pedestrian pathways (Figure 10 (20) & (21)).

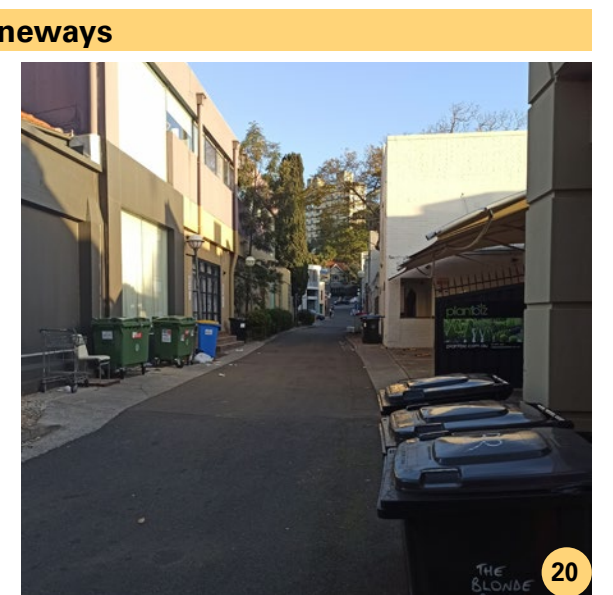
The Kiaora Lane redevelopment is a recent example which has transformed a lane to an activated and people orientated place through a shared way with limited vehicle access time during certain times of the day. See Figure 10 (18).



Figure 9. Transvaal Avenue and lanes
16) Heritage buildings in Transvaal Avenue Heritage Conservation Area. 17) Outdoor dining in the street (Double Bay PDS., 2016., P 5 & 103).



Figure 10. The lanes
18) Kiaora Lane Activation. 19) Knox Lane with partially activated frontage. 20) Gumtree Lane with a service function. 21) Knox Lane with four storey street wall height (Images 19 & 20 from Google Maps, 2019 - 2021).

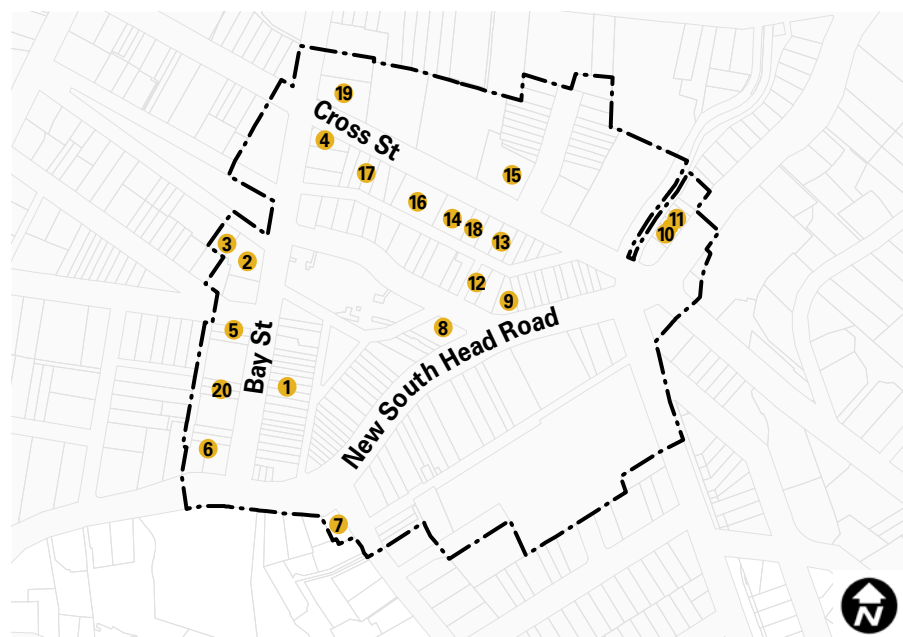


2.2 Recent development applications and planning proposals

The built form character and the density of the Centre is evolving. As at December 2023, there were 21 sites with recently approved development applications that are five or six storeys in height. However, the applicable current 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 11).

The Centre has also been the subject of numerous planning proposal enquiries in recent times. The planning proposal for 374-382 New South Head Road has been finalised and amendments have been incorporated into the Woollahra LEP 2014. This site now has a maximum height control of 23.5m.

These recent developments have resulted in a fragmented and uncoordinated approach to planning. Without a robust and proactive planning and urban design strategy in place, Council and the community are limited in their ability to prevent the continuation of this type of ad hoc development. This Strategy recognises the evolving nature of the Centre, and provides a comprehensive and clear vision for the future.



DOUBLE BAY CENTRE APPROVED DEVELOPMENT APPLICATIONS

Number	Address	Proposed height in storeys	Applicable height control (m)	Proposed floor space ratio (FSR)	Applicable FSR control	Status
1	21-27 Bay Street	5	14.7	3.25:1	2.5:1	Approved in 2021
2	30-36 Bay Street	6	18.1	3.33:1	2.5:1*	Construction complete
3	2 Guilfoyle Ave	4	14.7	3.45:1	2.5:1	Construction complete
4	55 Bay Street	6	18.1	3.87:1	2.5:1*	Approved in 2023
5	2A Cooper Street	5	14.7	2.99:1	2.5:1*	Under construction
6	294-298 New South Head Road & 2-10 Bay Street	5	14.7	2.77:1	2.5:1*	Under construction
7	357-359 New South Head Road	5	14.7	2.95:1	2.5:1*	Under construction
8	374-382 New South Head Road	6	23.5	4.4:1	2.5:1*	Construction complete
9	384 New South Head Road	4	14.7	2.49:1	2.5:1	Approved in 2021
10	426-432 New South Head Road	4-5	14.7	2.97:1	2.5:1	Approved in 2021
11	434-436 New South Head Road	5	14.7	3.02:1	2.5:1	Approved in 2017
12	3 Knox Street	4	14.7	2.6:1	2.5:1	Under construction
13	10 Cross Street	6	14.7	3.07:1	2.5:1	Approved in 2022
14	16-18 Cross Street	6	14.7	3.31:1	2.5:1	Construction complete
15	19-27 Cross Street	6	14.7	3.49:1	2.5:1	Under construction
16	20-26 Cross Street	6	14.7	3.5:1	2.5:1	Construction complete
17	28-34 Cross Street	6	14.7	3.53:1	2.5:1	Under construction
18	14 Cross Street	5	14.7	2.7:1	2.5:1	Approved in 2022
19	53 Cross Street	6	18.1	3.9:1	2.5:1*	Approved in 2022
20	14 Bay Street	5	14.7	2.38:1	2.5:1	Approved in 2022
21	17 Bay Street	4	14.7	2.48:1	2.5:1	Approved in 2023

Figure 11. Approved DAs since 2017, as at December 2023. 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 on the map to the left.

* Woollahra LEP 2014 Cl. 4.4.A: Corner 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.

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2.3 Exclusions & Constraints

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

Site specific exclusions

There are some sites with less redevelopment potential for one or more of the following reasons:

- Recently developed sites have already achieved their maximum development potential. These sites are not expected to be redeveloped in the short to medium term.
- Sites that have recently obtained development consent and where demolition/construction works have commenced.
- Sites that must facilitate built form transitions to:
 - The lower density developments of the surrounding.
 - Heritage items and heritage conservation areas.
- Buildings located in a heritage conservation area, heritage items and potential heritage items should be retained.

Built form constraints

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

- The deep blocks along New South Head Road, which require carefully crafted built form arrangements on the upper levels to meet SEPP 65 requirements.
- Existing lower density buildings on the Centre edges require sensitive built form transitions.
- 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.

Heritage constraints

On 27 March 2023 Council resolved to endorse the planning proposal to list the following four sites as local heritage items under Schedule 5 of the Woollahra LEP:

- 45A Bay Street, Double Bay (former InShoppe building).
- 475-479 New South Head Road, Double Bay (Cooper's Corner).
- 28 Bay Street, Double Bay (Royal Oak Hotel).
- 21-25 Knox Street, Double Bay (Shopping building and arcade).

On 25 July 2023, Council received a Gateway determination for the planning proposal from the Department of Planning and Environment to proceed to public exhibition and the planning proposal was on public exhibition from 16 August to 15 September 2023.

Having considered the issues raised in the submissions, on 15 November 2023 Council resolved to finalise the planning proposal and make the LEP under section 3.36(2) of the *Environmental Planning and Assessment Act 1979*. At the time of finalising this Strategy, the draft heritage items had not been gazetted.

Council also resolved to endorse the nomination of 24 Bay Street (Gaden House) for the State Heritage Register.

Separately, Council resolved that staff investigate a heritage conservation area along Bay Street (south). Accordingly, a heritage review was commissioned and completed in June 2023. The review noted several positive characteristics of the remaining character buildings along Bay Street (south) that contributed to the heritage significance and historical character of the area. However, the review found that recent approvals along the street substantially detract from the historic and aesthetic significance of Bay Street (south) and that listing the area as a heritage conversation is not appropriate.

Subsequently, the EPC considered a report on character buildings in the Woollahra Local Government Area. As a consequence, Council resolved on 11 September 2023 to remove the controls relating to character buildings from Chapter D5 Double Bay Centre, as part of a future amendment to the Woollahra DCP 2015.

Public domain and movement network constraints

A comprehensive analysis of the existing public domain and movement network has been 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 public domain and movement network constraints are:
- Recent development with a four storey street wall height along narrow streets and laneways has resulted in inappropriate pedestrian enclosure.
 - Built form overshadowing impacts on the public domain with high level of pedestrian traffic.
 - Servicing role of the laneways.
 - Deactivated frontages on narrow streets and lanes.
 - On-street parking and waste-management facilities in laneways.
 - Minimal visual connection between the ground level retail activities and the public domain in areas with colonnades.
 - Existing through site links which constrains the development potential of the small lots.
 - Limited street trees and green cover in Knox Street and laneways.



Figure 12. Constraints

2.4 Opportunities

Any opportunities for redevelopment in the Centre 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 Centre provides the opportunity to:

- Contribute to achieving the goal of the ‘30-minute’ city.
- Regenerate older building stock and rejuvenate the Centre.
- 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.

The Centre is a rapidly evolving area. A number of the review sites have recently been approved for redevelopment, however despite being approved construction has not yet commenced, therefore there is still potential for the built form outcome on these sites to be modified. It is important that those sites are considered as part of this holistic Strategy.

Figure 13 illustrates the review sites and also illustrates some of the key public domain opportunities.

Note: Consistent with other Council documents, this Strategy has identified the Cross Street Car park site as an opportunity site. However, the future of this site is subject to a separate Council process and has not been incorporated into this strategy.



Figure 13. Opportunities



3. VISION

3.1 Vision

In developing the urban design vision for the Centre, we have taken into account local plans and policies including Woollahra LSPS, 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. A wide variety of key strategies and documents were reviewed and considered in preparing this Strategy. These are outlined in the supporting Background Report.

Planning Priority 6

Placemaking supports and maintains the local character of our neighbourhoods and villages whilst creating great places for people.

Short term Strategies and Actions

37. Undertake community consultation on the Double Bay Centre Planning and Urban Design Study (due 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. (Woollahra LSPS 2020. P. 41).



Double Bay is:

A stylish 'bayside village' with:

- Fine-grain and human-scale built form
- High quality and active public domain
- Sunny places
- Live/work opportunities
- Opportunities for social interaction
- Safe and friendly places
- A sense of belonging.



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
- By active transport that provide easy access to foreshore areas, green open space and other local destinations
- By its fine network of laneways, through site links and pedestrian oriented streets.



Double Bay PDS, 2016. P 19

Vibrant community hub with:

- A sustainable mix of residents, visitors and local workers
- A range of places for outdoor dining and social interaction
- Its stylish high-end shopping and boutique offerings
- Its hubs such as Kiaora Lane, Knox Street and Transvaal Avenue
- Great civic spaces for community activities, events, festivals, markets, arts and cultural programs.



Rich with heritage and architecture that:

- Provides a blend of European heritage and contemporary architecture
- Demonstrates design excellence
- Uses sustainable natural materials
- Creates an active and human-scale streetscape
- Responds to the views and topography
- Sensitively addresses its heritage values.



Green and resilient with:

- An integrated network of green streets, lanes and pathways
- A range of green open spaces including Steyne and Guilfoyle Parks
- Urban greening incorporated into the building structure including landscaping, green roofs and green walls.



Source: www.gettyimages





3.2 Desired future character

Our approach to planning for the Double Bay Centre comes from a deep understanding of the area's history, character, and the community's current and future aspirations. Council considered a wide variety of key strategies and documents in preparing this Strategy and this is outlined in the supporting Background Report.

This Strategy was crafted to provide a comprehensive review of the existing planning controls and offer a clear and coordinated vision for the Centre's future built form. Our objective in preparing the Strategy was to maintain and enhance Double Bay Centre's distinct identity as Sydney's stylish bayside village while addressing future community needs, including housing diversity, innovative building designs, and sustainability.

Our approach is firmly grounded in community engagement, capturing the insights and aspirations of Double Bay Centre's residents and workers. We exhibited the draft Strategy in 2022 and the draft Cross Street Precinct Planning and Urban Design Strategy in 2021. We've carefully considered all feedback received during the community consultation process and have used this to inform this final Strategy as detailed in chapter 1.4 (What we heard).

In response to community feedback we developed a more precinct based approach to planning for the Double Bay Centre (refer to Figure 14), with the aim of recognising and enhancing the important and unique character of each street within the Centre.

The desired future character of each precinct within the Double Bay Centre is discussed below.

Cross Street

Cross Street's status as a premiere shopping district will be maintained and enhanced through the retention of established trees and high-end retail establishments. Cross Street is an important transition to the Transvaal Avenue heritage conservation area, with an array of boutique offerings, cafes and restaurants.

The prevailing horizontal architectural style will be maintained with continuous awnings along the street, a consistent six storey building height and three storey street wall height. The built form and greening along Cross Street provide for a cohesive and pleasant urban environment.

Bay Street

The tree-lined southern end of Bay Street creates a pleasant setting for outdoor dining. The recommended lot amalgamation pattern will enable fine-grained, active frontages. This, coupled with slow traffic speeds and established street trees, fosters a highly pedestrianised environment.

Future development will be to a maximum of five storeys to maintain the existing character of the street, ensure adequate solar access and views towards the bay. Street wall heights of three storeys for Bay Street, with four storeys towards the intersection with New South Head Road, will provide a consistent streetscape.

Knox Street (North)

Knox Street's key streetscape influences, such as the landscaped median strip running down the centre of the street, wide pedestrian footpaths, overhead awnings and street furniture will continue to be important features of the street. Fine grained developments with active shop frontages will respect and enhance the heritage located along the street. A three storey street wall height, with setbacks to the maximum five storey building height above, will promote development of a more intimate and human scale. The built form will provide for improved solar access to the street, further enhancing the pedestrian experience.

New South Head Road

Serving as an important transportation route through Double Bay and its neighbouring areas, the generous block depths and wide road reserve of New South Head Road make it suitable for additional density. The proposed maximum building height of five storeys with a four storey street wall height aims to foster high-quality commercial development. Retail premises on the ground floor provides for an active and vibrant streetscape.

New South Head Road (East)

New South Head Road east serves as a gateway to the commercial zone from the residential apartment buildings to the east. A maximum five storey building height with three storey street wall height maintains the existing character of this part of the street and provides for a sympathetic transition to the residential developments adjoining the Centre.

The Australia Post office site, at the intersection of New South Head Road, Bellevue Road, and Cross Street, is a prominent site within the Double Bay Centre. A maximum four storey building height with three storey street wall along all frontages facilitates a considered transition from the commercial zone to the residential developments to the southeast.

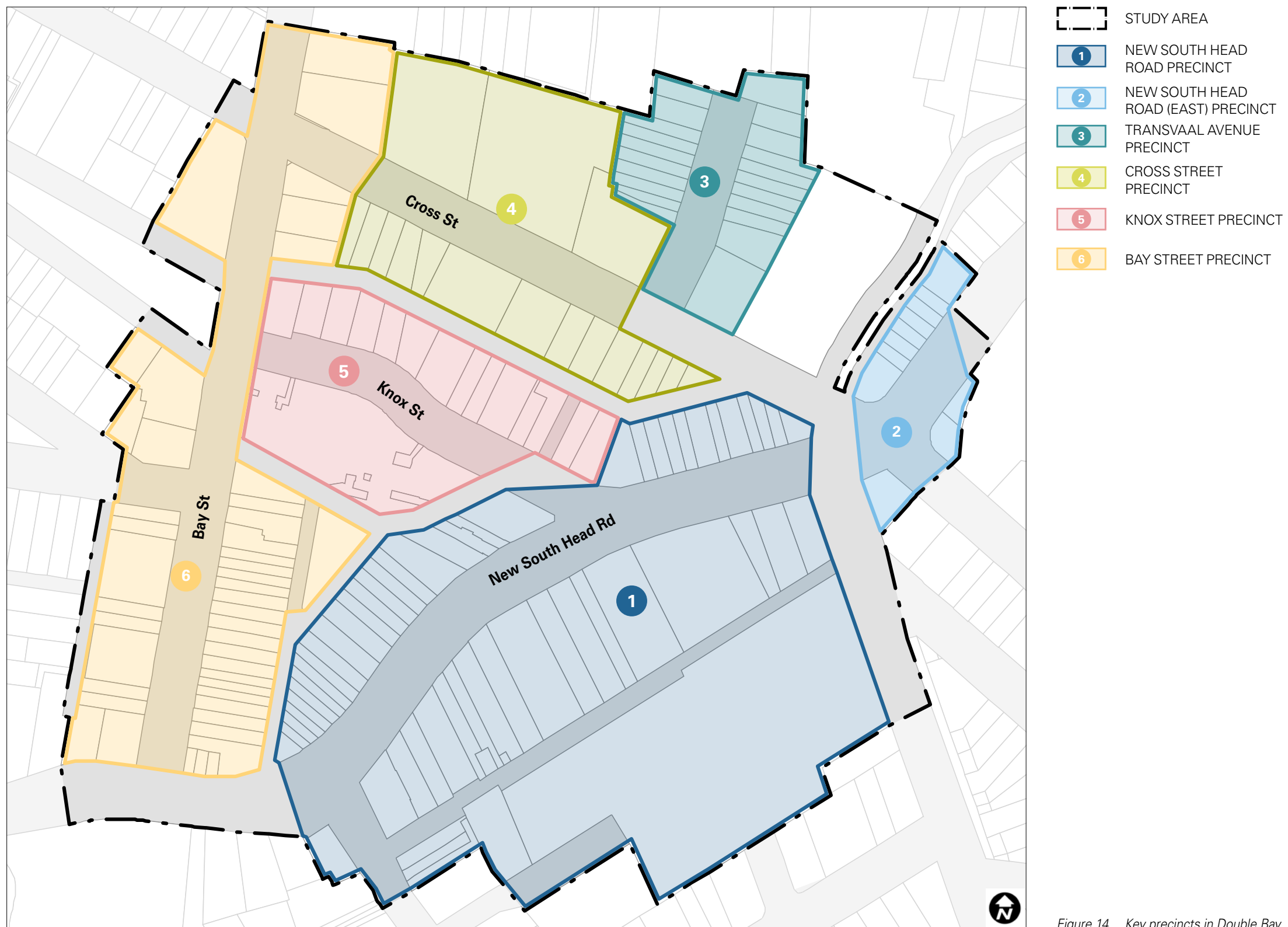


Figure 14. Key precincts in Double Bay

3.3 Urban Design Principles

The following urban design principles provide a comprehensive framework for the future development of the Centre. These principles focus on the opportunities of the Centre and ties this Strategy's vision to the urban design and planning recommendations in the Chapter 4 of this report.

A detailed analysis of best practice urban design principles and case studies can be found in Chapter 5 of the accompanying Double Bay Planning and Urban Design Strategy Background Report.



Built form

- Encourage appropriate higher density development on review sites, whilst maintaining and enhancing the village character of the Centre.
- 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.
- Mark arrival points to the Centre through design excellence on gateway sites.
- 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 Centre through consistent active frontages.
- Reinforce a human-scale public domain through lower street wall heights, vertical design elements and fine-grain active frontages on streets and lanes.
- Minimising the dominance of servicing functions in lanes and narrow streets 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 Centre.
- Enhance the green character of the green gateway locations.
- Provide adequate levels of solar access to residential habitable areas and outdoor public spaces.



Access and movement

- Provide additional through site links to further enhance pedestrian permeability.
[The proposed pedestrian arcades/through site links shown in Figure 17 identifies those locations where new through site links could be accommodated. They will achieve the optimum permeability in the Centre.]
- Reinforce the opportunities for active transport.

It should be recognised that whilst this Strategy applies to the whole Centre, Chapter 4 of this Strategy only applies to the review sites identified in Section 2.4.

The next page illustrates some of this principles in two-dimensional diagram.

Urban Design Principles



Figure 15. Urban design principles

- | | | | | |
|---|-----------------------|---|---|---|
| STUDY AREA | DRAFT HERITAGE ITEMS | ADDITIONAL STREET PLANTERS, GREEN WALLS AND/OR ABOVE PODIUM GREEN | MINIMUM OF 3 HOURS SOLAR ON WINTER SOLSTICE FOR KEY PUBLIC DOMAIN AREAS:
1- CAFE CULTURE
2- ENTRANCE TO KIAORA LANE
3- OUTDOOR DINING- PEOPLE'S COLLECTIVE MEMORY
4- PLAZA/MARKET | PRIMARY ACTIVE FRONTAGE(S) OF REVIEW SITES - THE REST OF THE SITES ARE TO BE COMPLIANT WITH WOOLLAHRA DCP 2015 ACTIVE FRONTAGE REQUIREMENTS |
| REVIEW SITES - DEVELOPABLE AREA ON LOWER LEVELS | GREEN GATEWAYS | EXISTING ARCADES | | PEDESTRIANISED STREETS/LANES |
| RECESSED BUILT FORM ABOVE THE STREET WALL HEIGHT | BUILT FORM TRANSITION | FUTURE ARCADES/ THROUGH SITE LINKS | | |
| REVIEW SITE - SUBJECT TO A SEPARATE COUNCIL PROJECT | GATEWAY SITES | | | |



4. STRATEGIES

This section discusses the built form elements that will deliver upon the vision for Double Bay. Our strategy responds to the key urban village elements which are:

- Building height
- Floor Space Ratio
- Street wall height
- Built form (including setbacks)
- Land use
- Amalgamation pattern
- Active frontages
- Public domain improvements
- Parking requirements and active transport.

This Strategy is the result of extensive three dimensional built form modelling and public domain studies. We have undertaken a fine-grain review of each site to understand its development potential. The strategy seeks to support the development of each site in accordance with the desired character of the area and to ensure that it is able to meet its maximum development potential.



4.1 Building height

This Strategy recommends building heights ranging from four to six storeys combined with a lower street wall height where the site adjoins the public domain. Figure 16 shows the maximum height for the review sites. The recommended height also:

- Encourages the regeneration of older building stock.
- Provides opportunity to enhance the non-residential floor space ratio in the Centre.
- Provides consistency with the desired future character of the Centre.
- Responds to the evolving character of the Centre.

Height in meters

The minimum floor to floor height is based on the floor to ceiling height recommendations of the Apartment Design Guide¹ (ADG)- 4C):

- 4.4m at the ground level
- 3.7m at Level 1
- 3.1m for residential habitable areas above Level 1
- 1m for roof features

Where flexibility and adaptability in land use is sought, the floor to floor height for levels 1 and 2 could be increased to 3.7m to accommodate for possible changes of use in the future as market forces dictate. This approach is recommended for development along New South Head Road where residential uses could be impacted by noise and large lot depths, and encouraging commercial uses would be more advantageous.

The below list of building heights in metres for the range of building heights in storeys is based on the above floor to floor heights and the existing height of buildings levels in the Woollahra LEP:

- 4 storeys – 15.9m
- 5 storeys – 18.4m (and 19m along New South Head Road)
- 6 storeys – 21.5m

The above recommended building heights in metres allow for a mix of commercial and residential uses to be provided for each development.

It is noted that commercial uses require an increased floor to ceiling building height to ensure adequate solar access and amenity. Development consisting of commercial uses on all levels will be unable to achieve the maximum number of storeys permitted within the building height.

A precinct analysis of recommended building heights is provided below.

Cross Street

The proposed maximum building height of six storeys for Cross Street is consistent with the emerging character of the street and supports the development of high end retail, commercial and residential developments. An exception to this is at the corner of Cross Street and Bay Street (53 Cross Street) where a maximum building height of five storeys is recommended to align with the building height along Bay Street and support the transition to the four storey building height of the property to the north (61-63 Bay Street) as established under the Woollahra LEP.

Bay Street

A maximum building height of five storeys for Bay Street seeks to balance the remaining properties with the approved developments along the southern end of the street and provide a cohesive and coordinated approach to development. The five storey building height facilitates development that is sympathetic to the streetscape and ensures adequate solar access and views towards the bay.

Knox Street (North)

Knox Street (north) has a recommended maximum building height of five storeys. The five storey building height supported by large setbacks would enable new development that responds to the existing character of the street and supports Council's proposal to list 21-25 Knox Street as a local heritage item under Schedule 5 of the Woollahra LEP. The height also ensures adequate solar access to the street, enhancing the pedestrian experience.

New South Head Road

A maximum building height of five storeys for New South Head Road is recommended to enable new development that is appropriate to the scale of the street. The maximum building height has been tested to ensure that there will be adequate solar access and pedestrian amenity on New South Head Road and at Kiaora Lane. Shadow diagrams are included in Appendix B of this Strategy.

Woollahra Library

Woollahra Library is an important and prominent building along New South Head Road. Solar access modelling indicates that solar access to the facade of Woollahra Library will be maintained as surrounding

properties are redeveloped in accordance with this Strategy. It is recommended that the Woollahra DCP 2015 be updated to include additional design consideration for properties adjoining the library. Such design considerations could include that building height, scale and materials of new developments respond to the built form and character of the library, to ensure amenity is maintained and visual impacts are minimised.

New South Head Road (East)

469-473 New South Head Road (Australia Post Office)

The Australia Post site is a visually prominent arrival point to the Centre with opportunities to enhance its appearance with distinctive architectural design elements and facade. The site is also constrained by the size of the lot and the need for a sensitive transition to the existing two storey built form at the rear. Given these constraints a maximum building height of four storeys is proposed to provide an improved relationship between the developments on the adjacent corners of the five-way intersection, which range in height from three storeys to a potential future five storeys and a transition to the sites to the south and residential uses to the south east.

422-446 New South Head Road

A maximum building height of five storeys for 422-446 New South Head Road will enable an increase in development that also provides a sympathetic transition from the commercial zone to the adjacent residential development outside of the Centre. The five storey building height is also consistent with the existing character of the neighbouring residences with a frontage to Cross Lane.

¹The 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 16. Height strategy

4.2 Street Wall Height

Where the built form adjoins the public domain, this Strategy recommends a lower street wall height. A lower street wall height improves solar access at the street level and reduces the sense of enclosure, thus maintaining the human scale and village character of the streets.

A combination of two, three and four storey street walls have been recommended for the review sites (refer to Figure 20). The recommended street wall heights seek to achieve a sense of enclosure to the street and ensure that development provides a comfortable sense of place for all users. Further information on this built form aspect can be found in Chapter 5 of the accompanying Background Report.

Figures 17 to 19 provides some examples of the proposed street wall heights. The set back built form on the upper levels mitigates the perceived bulk and scale from the streets, allowing for sufficient solar access to the streets for outdoor amenity areas for future residents¹.

This Strategy also identifies gateway sites which are located at visually prominent arrival points to the Centre. They provide opportunities to mark the main entrances and enhance the Centre's legibility through distinctive architectural design elements and facade design.

A precinct analysis of recommended street wall heights is provided below.

Cross Street

A street wall height of four storeys will complement the existing architectural character of the street and provide a cohesive and coordinated approach to development.

Goldman Lane Arcade

A two storey street wall along Goldman Lane Arcade combined with upper level setbacks (refer to Figure 28) seek to protect solar amenity to the arcade while ensuring the familiar shopping atmosphere is retained.

Bay Street

The proposed street wall height of three storeys seeks to balance the existing and future desired character of the street. A street wall height of four storeys is provided at the corner of Bay Street and New South Head Road to provide a suitable transition to the commercial area to the south.

A three storey street wall height has been recommended for the site at the corner of Bay Street and Cross Street (53 Cross Street), which balances out the recommendations under the Strategy for the properties with a frontage to Cross Street and the existing and approved developments along Bay Street.

For the site at the corner of Bay Street and Knox Lane, a four storey street wall to Bay Street and a three storey street wall height to Knox Lane is proposed to balance future development with 45a Bay Street, which has a varied street wall height of two to four storeys.

Knox Street (North)

A consistent three storey street wall height is provided along the Knox Street and Knox Lane frontages and to the western side of Goldman Lane. This would improve the relationship between the surrounding approved and existing developments and any future buildings along Knox Street. The proposed building and street wall heights would provide a sense of enclosure, whilst allowing improved solar access to the Knox Street streetscape and properties along the southern side of the street.

New South Head Road

A street wall height of four storeys is consistent with developed sites along New South Head Road such as the Woollahra Library and at the corner of New South Head Road and Knox Street. A continued four storey street wall height along New South Head Road will provide a suitable sense of enclosure that is compatible with the width and function of the road.

New South Head Road (East)

A three storey street wall height is proposed at the north-eastern entry to the Centre facing New South Head Road and the pedestrian laneway to the north-east consistent with the current building on the site. A five storey street wall is proposed to the rear facing Cross Lane, which is consistent with the neighbouring residences.

Similarly, a three storey street wall is recommended for the site at 469-473 New South Head Road to provide a transition to the Masonic Centre to the south and residential uses to the south and south-east, with current maximum building heights of 10.5m under the Woollahra LEP.



Figure 17. View 1: Four-storey street wall height on New South Head Road

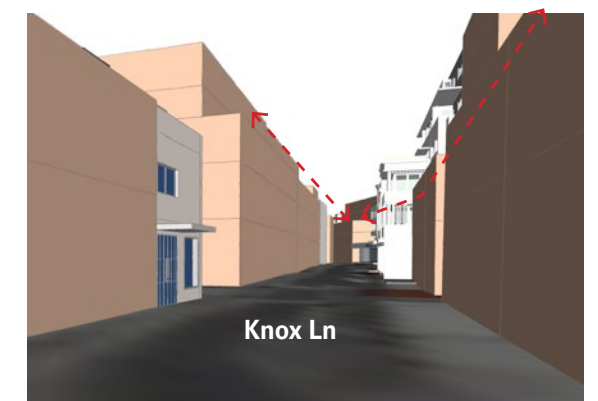


Figure 18. View 2: Three and two-storey street wall height on Knox Lane



Figure 19. View 3: New South Head Road looking east

¹The 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.

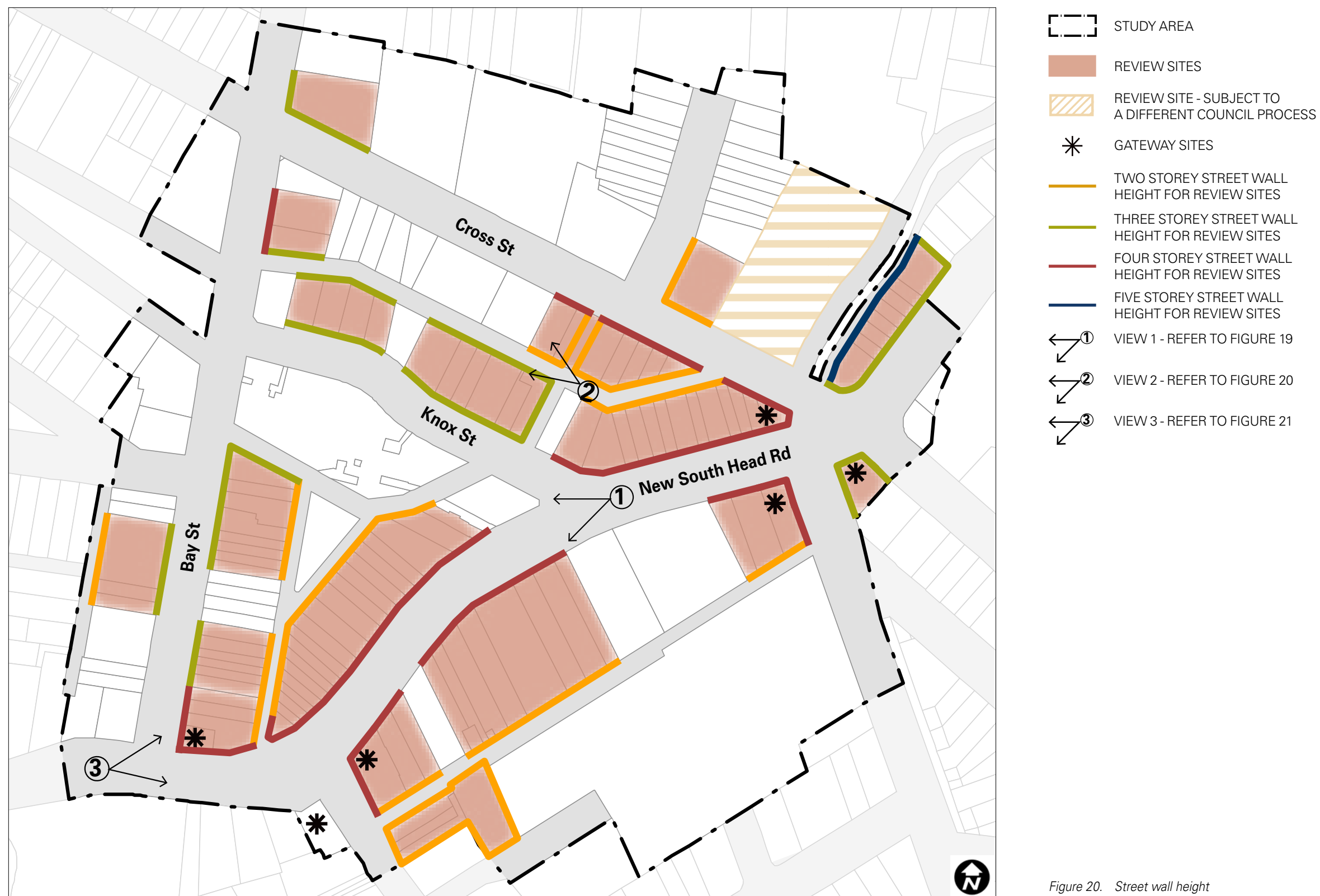


Figure 20. Street wall height

4.3 Floor Space Ratio

Currently, most of the Centre has a floor space ratio (FSR) of 2.5:1 under the Woollahra LEP. A number of prominent corner sites along New South Head Road and Bay Street have a greater FSR up to 3- 4.5:1. The purpose of the 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 bulk and scale'*.

The proposed FSR has been informed by extensive three- dimensional modelling that takes into account the Centre's fine-grained character, building heights, and setbacks. Further consideration of recently approved developments that have contributed to establishing an appropriate FSR which ranges from 3:1 to 3.5:1. The recommended maximum FSR is consistent with the recommended building heights in order to achieve an appropriate scale of built form that is consistent with the desired future character of the Centre.

Figure 21 shows the recommended maximum FSR for each review site.

Cross Street

In keeping with the recent development and emerging character on Cross Street, a maximum FSR of 3.5:1 is provided.

Bay Street

A maximum FSR of 3:1 is provided to support future development. Approved development applications in this precinct have been reviewed and the proposed maximum FSR of 3:1 is in line with nearby developments that are currently under construction.

The maximum FSR for review sites to the north of Bay Street at the corner of Bay Street and Cross Street and at Bay Street and Knox Lane is 3.5:1. The proposed FSR will enable development that is consistent with the desired future character at these locations.

Knox Street (North)

A maximum FSR of 3.2:1 is recommended to enable development that responds to the fine grain character of the street, the recommended maximum building height and street wall height.

New South Head Road

The maximum FSR of 3.5:1 for sites along New South Head Road supports development to achieve its maximum development potential encompassing the maximum building height and street wall height. The increased FSR will enable better urban design and architectural outcomes while supporting an increase to commercial floor space in Double Bay.

New South Head Road (East)

The maximum FSR of 3:1 at these transitional sites seek to support the maximum development potential of the site while ensuring a sympathetic transition to the surrounding residential areas.

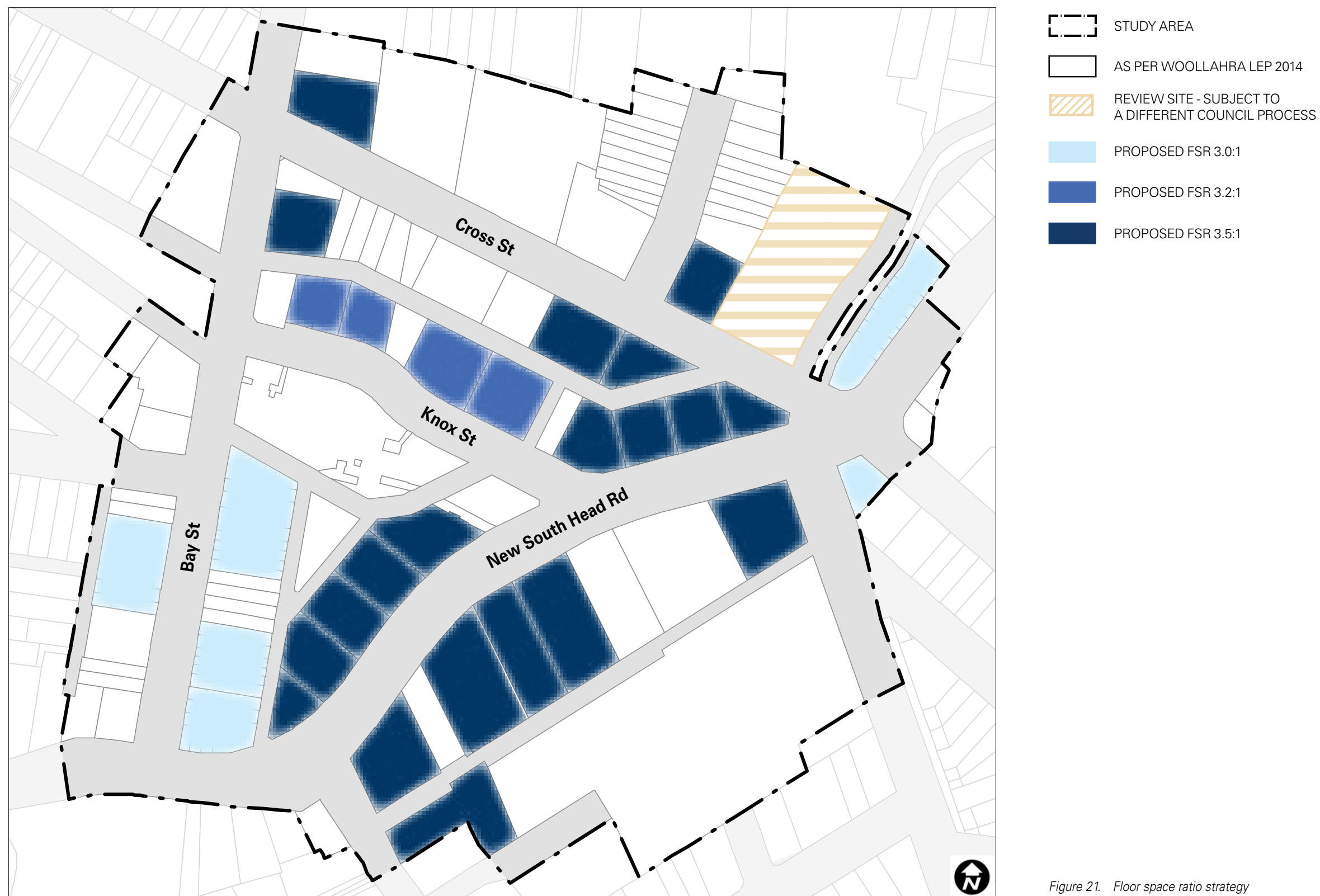


Figure 21. Floor space ratio strategy

4.4 Built Form

Building envelope

To understand the potential implications of four to 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.

This Strategy aims for all laneways in the Centre to create 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 the lanes to create more active and attractive places.

The proposed building envelope¹ 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 22-24 are snapshots of the fine-grained built form study of the review sites.



Figure 22. Indicative building envelope - View 1: Knox Street looking towards Bay Street



Figure 23. Indicative building envelope - View 2: Cross Street looking towards Bay Street

¹The indicative building envelope includes balconies.



- REVIEW SITES
- REVIEW SITE - SUBJECT TO A DIFFERENT COUNCIL PROCESS
- ① VIEW 1 - REFER TO FIGURE 24
- ② VIEW 2 - REFER TO FIGURE 25



Figure 24. Indicative building envelope for review sites

Setbacks and separation distances

To reflect the hierarchy of the streets and laneways, the Strategy recommends that:

- Review sites along the main streets of New South Head Road, Cross, Bay and Knox Streets provide zero ground level setbacks. This is to create a consistent streetscape and define the street edge.
- Review sites along the laneways being Kiaora, Knox, Goldman and Gum Tree Lanes, include ground level setbacks of between 0.7m to 3m. This will expand the public domain at street level and improve pedestrian amenity.

In crafting built forms the Strategy recommends 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 stepping built form (ziggurat form)
- address overshadowing and wind effects
- 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. For example, on Knox Street, the recommended secondary setback above the street wall height is 9m. This is to maintain the solar access to the public domain and the Cosmopolitan Centre.

This Strategy recommends a five storey building height and a three storey street wall height along the northern side of Knox Street between Bay Street and Goldman Lane with the upper storeys generously set back to preserve solar access and create a human scale street environment.

Figure 26 shows the recommended ground 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 provide opportunities for private open spaces and/or communal open spaces. A combination of setbacks and open spaces will assist to enhance the amenity and landscape character of the Centre and contribute to the public domain and streetscape character.

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

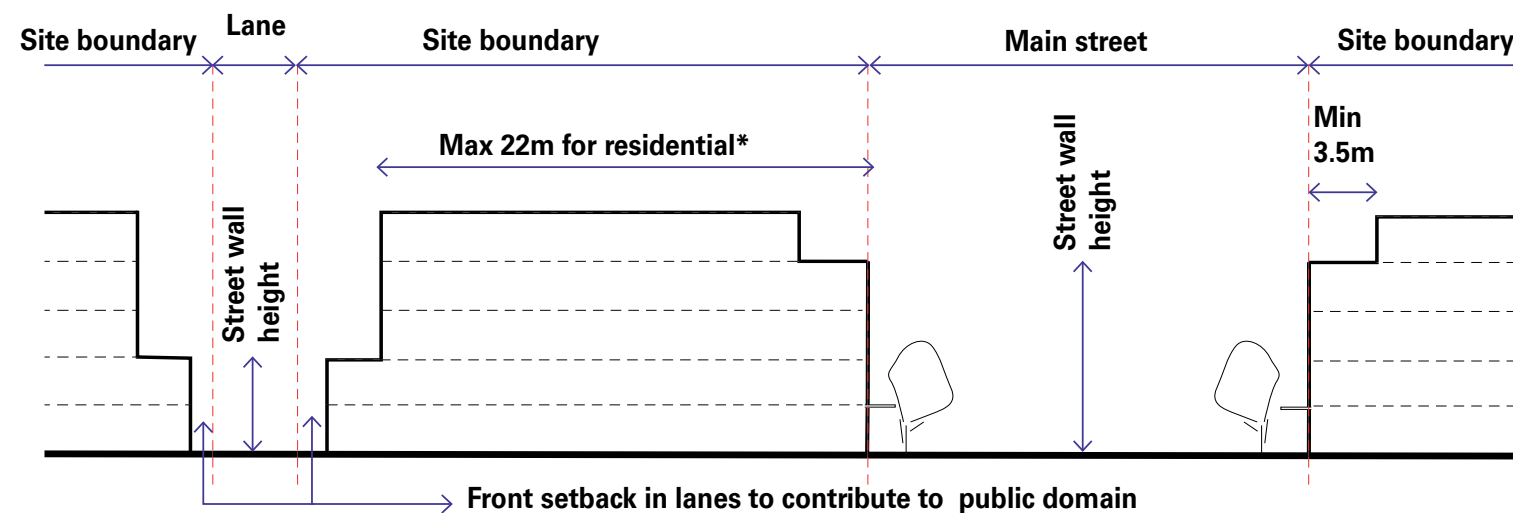


Figure 25. Setbacks, street wall height and separation distances¹ (indicative only)



Built form transition

The built form should transition at the Centre's edges to the lower scale residential uses of the surrounding area. To facilitate this transition, this Strategy recommends greater setbacks and separation distances at critical interfaces combined with high-amenity landscaped buffers and a lower street wall height (See Figure 27).

Sites within close proximity to heritage items or heritage conservation areas must provide sensitive transitions in height and scale to respond to their significance.

Sites within close proximity to Woollahra Library must also demonstrate a considered design transition that does not detract from the significance of the Library as a landmark and destination within Double Bay.

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 Centre 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 Centre.
- *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 for younger professionals.

Built form and streetscape character

To assist with translating this Strategy into built form outcomes, we have provided a series of photomontages. The following images illustrate examples of detailed built form/streetscape elements that could be developed if this Strategy is implemented. These photomontages identify the existing built form and streetscape at the time of preparing this Strategy. They represent a point in time and do not illustrate recent development approvals which may change between approval and final construction stages. The photomontages illustrate the holistic approach to the Double Bay Centre recommended in this Strategy.

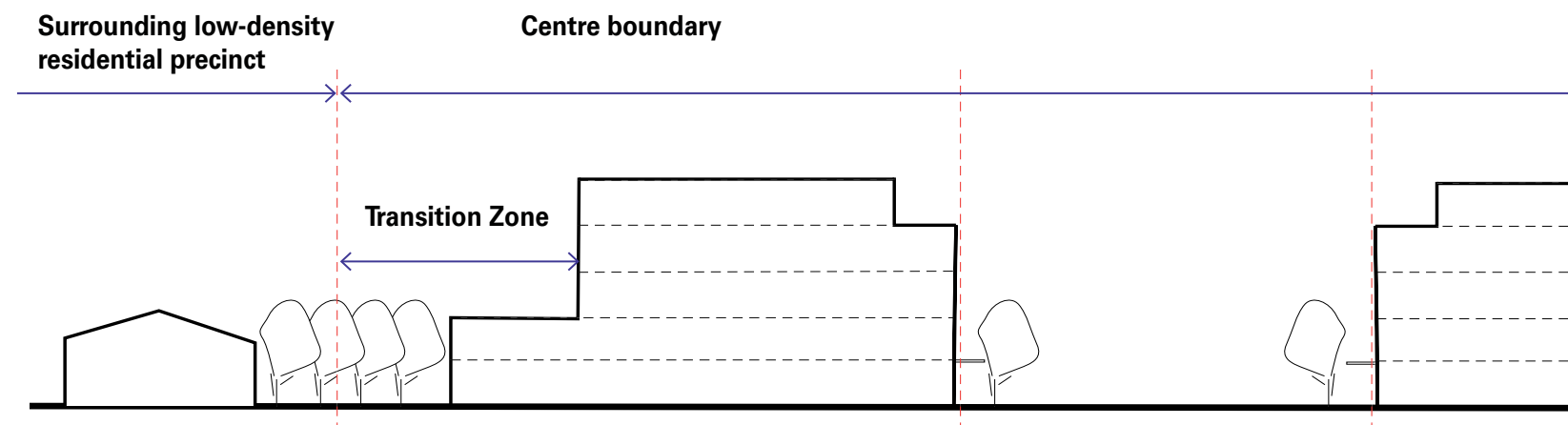


Figure 27. Scale transition (indicative only)

¹The indicative building envelope includes balconies.

Cross Street Streetscape

The key streetscape elements of Cross Street as shown in Figure 28, are:

- Four-storey street wall height on the southern side of the street.
- 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 level.
- Continuous awning for weather protection.

Transvaal Avenue Streetscape

The key streetscape elements of Transvaal Avenue at the intersection with Cross Street as shown in Figure 29, are:

- Two-storey street wall height.
- Recessed built form above the street wall.
- Built form articulation to enhance the fine-grain character of the street.
- Built form transition to Transvaal Avenue Heritage Conservation Area.
- Ground level setbacks of the site at 19-27 Cross Street to maintain the sight line from Goldman Lane to Transvaal Avenue Heritage Conservation Area.



Figure 28. View 1 - Artist's impression of Cross Street Streetscape.



Figure 29. View 2 - Artist's impression of Transvaal Avenue Streetscape.



Knox Street Streetscape

The key streetscape elements of Knox Street, as shown in Figure 30, are:

- Three-storey street wall height on the northern side of the Street.
- Significant secondary setbacks of 9m above the street wall height.
- Rooftop landscape above podium to enhance the street's green character
- Fine-grain facade with active retail frontages on the ground level.

Bay Street Streetscape

The key streetscape elements of Bay Street, as shown in Figure 31, are:

- Treed and leafy streetscape.
- Three-storey street wall height.
- Balanced and coordinated approach to development.
- Fine-grain facade with active retail frontages on the ground level.



Figure 30. View 1 - Artist's impression of Knox Street Streetscape.



Figure 31. View 2 - Artist's impression of Bay Street Streetscape.



4.5 Land use

To maintain and enhance the success of the Centre, it is important to have a balance of business, retail, community and residential uses that can serve the needs of people who live, work and play in the Centre. The importance of protecting floor space for non-residential uses is recognised in the Council's strategic framework including 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.

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

This will help to achieve our vision for Double Bay as Sydney's stylish bayside village and Woollahra's premier shopping and community precinct.

The main characteristics of future development must at a minimum include:

- Retail uses on the ground level
- Non-residential development on Level 1
- Residential development on upper levels

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

Council's policies, including Woollahra LSPS, 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.

... 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.

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

4.6 Amalgamation pattern

The purpose of the suggested amalgamation pattern is to ensure the creation of more efficient, functional and flexible floor plates for future retail and commercial development.

The suggested amalgamation pattern as shown in Figure 32 aims to:

- Combine 2-5 lots (dependent on their size) with an average minimum street frontage of approximately 20-30m
- Provide more flexible floor plate for a range of non-residential uses
- Provide functional retail floor spaces on the ground level.
- Provide 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 the recent developments
- Minimise the need for ancillary uses on the ground level

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/human scale urban context.



Figure 32. Amalgamation pattern

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4.7 Active frontages

Buildings facing the public domain must provide active frontages on the ground level (See Figure 33).

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 level.

This Strategy recommends two types of active frontages, as shown in Figure 34:

- Primary active retail frontages for main streets including New South Head Road, Cross Street, Knox Street and Bay Street. Buildings in these locations maximise their retail/non-residential frontages on the ground and the first levels. Vehicle entries along active frontages are only allowed if the building does not have access to the laneways.
- Secondary active retail frontages for laneways including Kiaora Lane, Brooklyn Lane, Gum Tree Lane, Goldman Lane and Knox Lane. Buildings are required to have an appropriate mix of vehicle entrances and retail/non-residential uses on the ground and first levels.



Figure 33. Examples of active frontages in the Centre



Figure 34. Active frontages

4.8 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 a crucial part of Double Bay urban character. They increase permeability by breaking up long street frontages between the main streets and laneways.

This Strategy identifies a number of sites which must provide additional through site pedestrian links as part of future redevelopment. The purpose of these new links are to:

- Integrate with the existing pedestrian network
- Provide connections to the key destinations
- Maximise pedestrian permeability by breaking the long frontages. Based on best practice urban design, block length of 80-90m provides optimum permeability for pedestrian¹. This has been considered in recommending through site links.

Whilst rationalising the number of the new arcades, the overall number is less than the existing. However, the difference does not adversely affect the overall permeability.

Additionally, pedestrianising the western part of Kiaora Lane will be investigated with Council's traffic team. This is to extend the pedestrian activity to the western end of the lane. This complements the recommendation of the Double Bay Pedestrianisation Study.

Urban parks and civic spaces

There are a range of existing places, facilities and community services in and around the Centre which are well used and loved. These are Guilfoyle, Steyne and Foster Parks and the beach.

Double Bay Public Domain Strategy recommends a new urban park and plaza in Jamberoo Lane and a new plaza on Guilfoyle Park.

To further activate the public domain and promote street life, two new urban plazas are recommended:

- Corner of Transvaal Avenue and Cross Street to enhance the role of Transvaal Avenue as a European cafe street and outdoor dining area. It also enhances the visual connection between Goldman Lane and Transvaal Avenue. In 2021, a development application was approved for 19-27 Cross Street which includes a plaza on the corner of Cross Street and Transvaal Avenue in its plans.
- Kiaora Lane as part of the redevelopment of the site at No. 11 Patterson Street. The purpose of this plaza is to strengthen the role of Kiaora Lane and extend pedestrian activity to the western end of the lane.

The network of parks and plazas provides a wide range of outdoor dining spaces and opportunities for cultural activities, markets, street life and art events consistent with Double Bay Place Plan 2019. The network of pedestrianised lanes and arcades aims to further link these places with other community facilities and destinations.

Shared laneways

Consistent with the Double Bay Centre Pedestrianisation Study, this Strategy recommends that the laneways in the Centre provide shared access for pedestrians, vehicles and cyclists.

The built form recommendations under this Strategy provide an opportunity for upgrading the role of the existing lanes to a more pedestrian oriented spaces. This includes Knox Lane, Transvaal Avenue (western side), Gum Tree and Goldman Lanes and Short Street.

Figure 35 shows the recommendations to enhance the public domain character in the Centre.

¹ Bently, et al. (1985), Responsive Environments. P 17

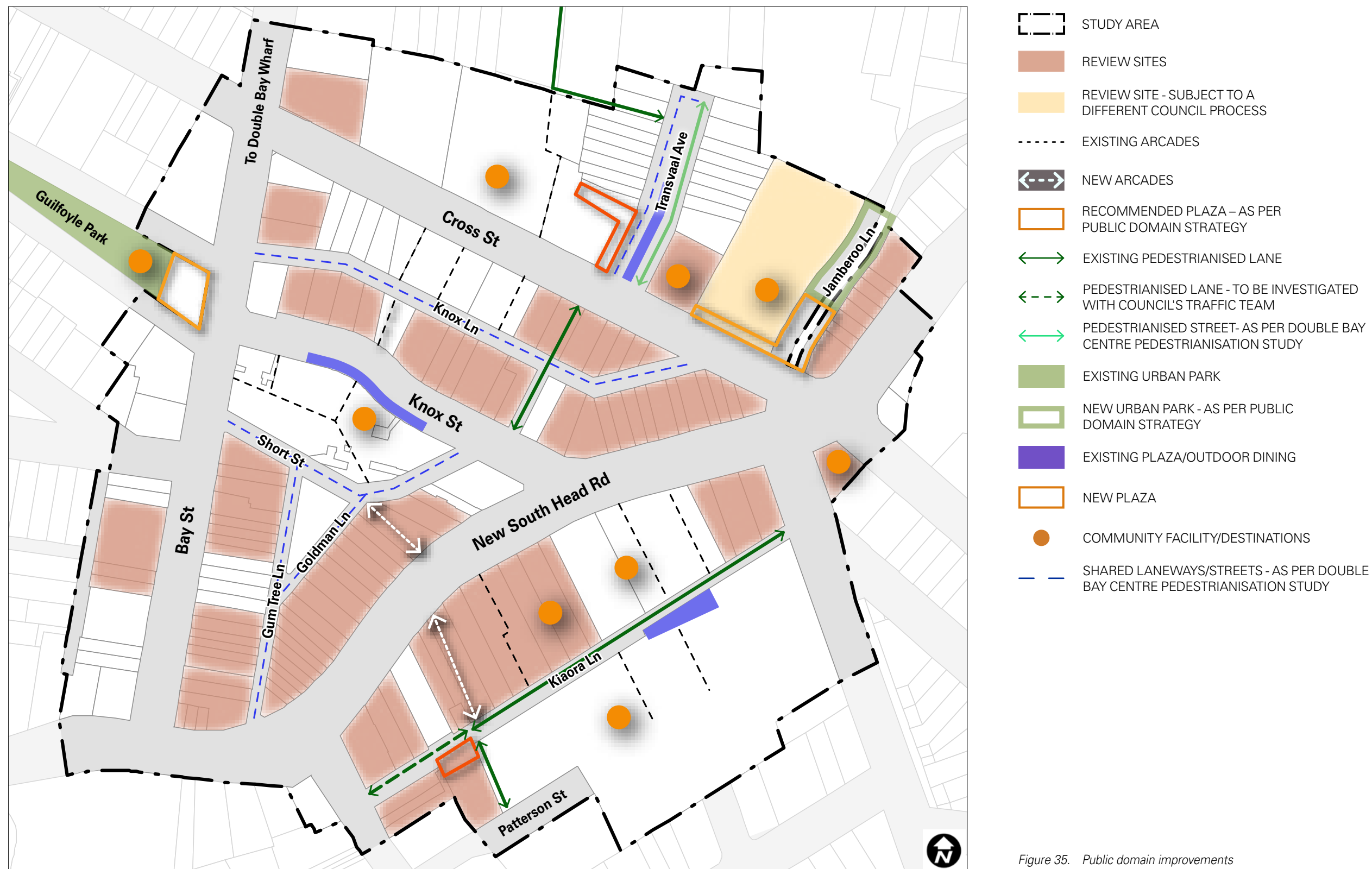


Figure 35. Public domain improvements

4.9 Parking requirements and active transport

Recommended traffic and transport strategies

SCT Consulting undertook a detailed transport study, which included an extensive analysis of the existing network and the future capacity within the Centre. They identified a number of solutions to ensure that the Centre's existing public transport, active transport infrastructure and road network will be capable of accommodating the scale of the potential uplift recommended by this Strategy.

SCT Consulting recommended several network modifications to improve traffic flow and efficiency through the Centre (Figure 36). These include:

- Implement a timing ban for the right turn movement from New South Head Road to Kiaora Road;
- Formalise line marking on Knox Street;
- Investigate opportunities to improve pedestrian and cycling safety, amenity and crossing opportunities along key routes that have been identified within the *Draft Woollahra Active Transport Plan 2022* (Active Transport Plan).

Notwithstanding the above, on 27 November 2023, Council resolved not to progress with the timed right hand turn restrictions into Kiaora Road.

To mitigate the potential impact and cater for the anticipated increased level of trip generation, SCT Consulting also suggest the following solutions:

- Provide additional car share spaces on street and within new developments and car parks;
- Evaluate existing parking controls within the Woollahra DCP 2015 as well as considering pricing mechanisms to encourage modal shift;
- Monitor public transport patronage to determine the needs of residents and evaluate the success of public transport improvements;
- Introduce a Travel Demand Management Program for businesses within the Centre;
- Consider expanding the current residential parking permit scheme beyond existing limits; and
- Introducing programs like walking groups promoted by the Heart Foundation and walk to school programs to help encourage a modal shift from private vehicles to walking and cycling.

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

Active transport

The delivery of the projects identified within the Active Transport Plan are also integral to facilitating the successful implementation of the Strategy. Specific projects relevant to the Centre include:

- Walking improvements to Double Bay Ferry Wharf
- Bay Street Pedestrian Plaza upgrade
- Double Bay Foreshore and Darling Point Link
- Cycleway on Ocean Avenue /William Street (Edgecliff to Double Bay)
- Cycle link to Double Bay Ferry Wharf
- Cycleway on New South Head Road (Edgecliff to Double Bay)
- Cycle links within Double Bay centre (Cross Street / Bay Street)



Figure 36. Recommended network modifications (SCT Consulting 2023)



APPENDICES

APPENDIX A: Glossary

Active frontage

Building frontage should add life and vitality to the public domain through:

- Frequent doors and windows with few blank walls, particularly at street level.
- Narrow frontage with vertical rhythm to the streetscape.
- Articulation of facades.
- Lively internal uses visible from the outside, or spilling onto the street.

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, 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

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.

Gateway site

A site with an opportunity for a signature building or landscape to mark an entrance or arrival to an area

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.

Perceived bulk and scale

The volume of the building bulk and scale that is viewed/visible from public domain and recognised by pedestrian.

(physical) Permeability

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.

Public domain

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.

Scale transition

Gradual change of the bulk, scale or height of a building to provide connection between two districts or centres with different density.

Secondary setbacks

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.

Sense of enclosure

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.

Street wall height

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.

(Urban design) framework

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.

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

Walkable catchment

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.

According to the Eastern City District Plan 2018 (P 50), '*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*'.

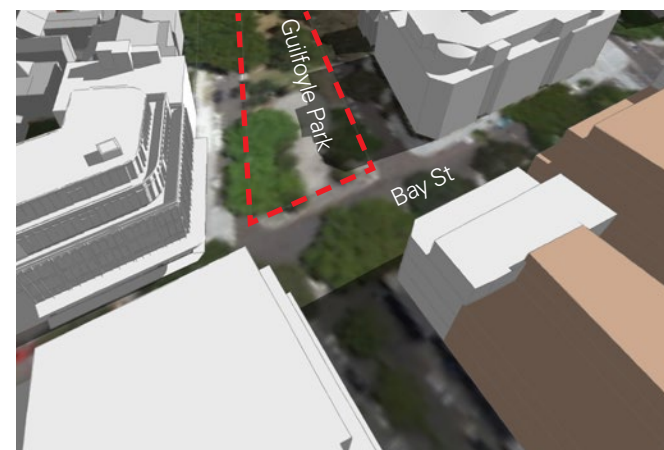
APPENDIX B: Solar access analysis

As part of our building envelope study, we have analysed the potential overshadowing impacts of the review sites on the Centre's key public spaces including:

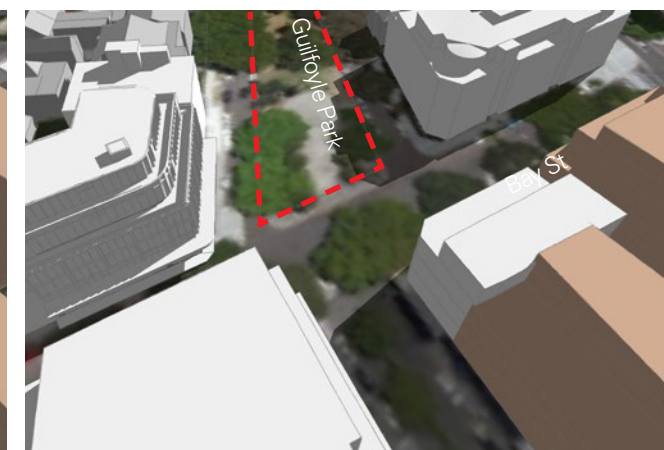
- The Cosmopolitan Cafe- outdoor dining area
- Transvaal Avenue- outdoor dining area
- The Guilfoyle Park and plaza
- Entrance to Woollahra Library

Our recommended building envelopes ensure that our key public spaces receive a minimum of 3 hours solar access during a day. The proposed street wall height, building depth, setbacks and separation distances are designed to facilitate sufficient solar access to the public domain.

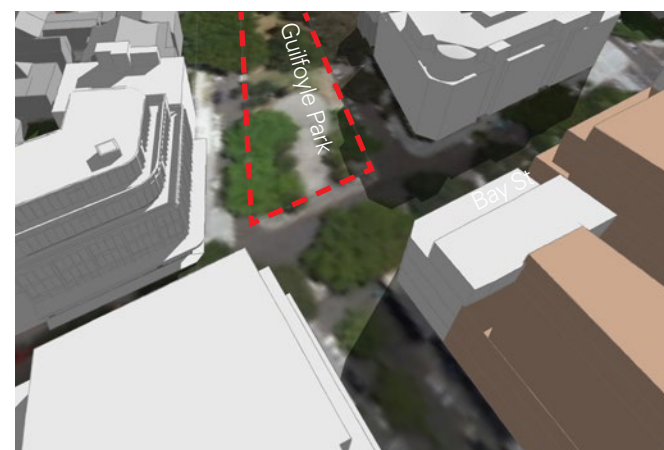
Guilfoyle Park



1 - Guilfoyle Park - 11am 21 June



2 - Guilfoyle Park - 12pm 21 June

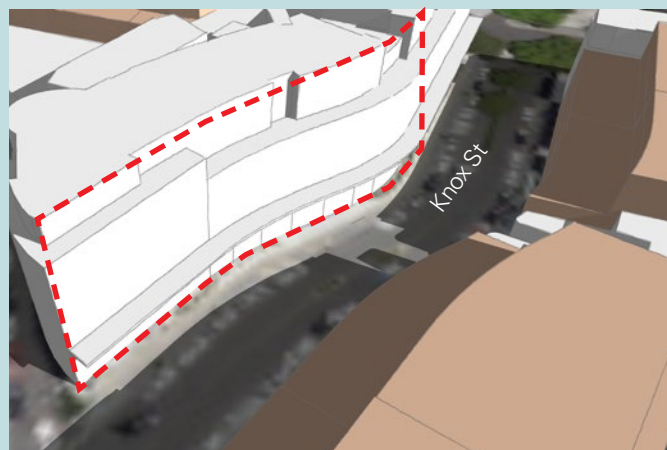


3 - Guilfoyle Park - 1pm 21 June

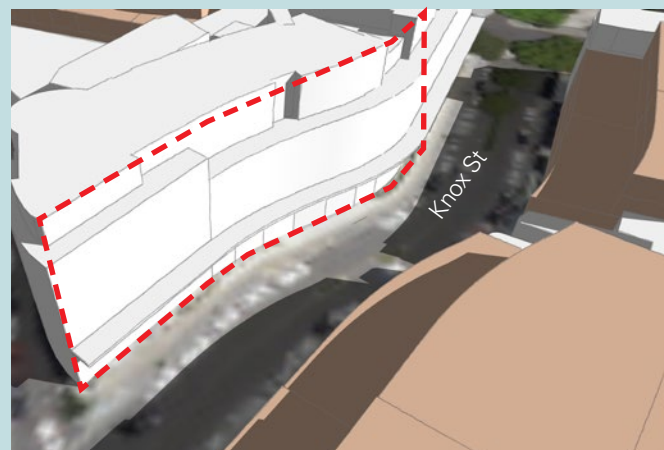


4 - Guilfoyle Park - 2pm 21 June

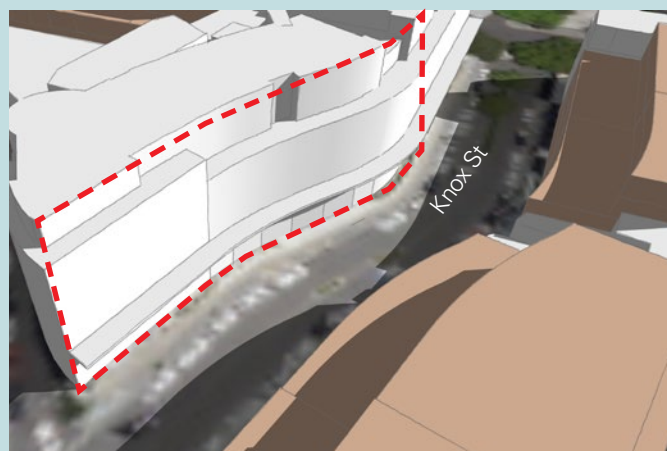
Cosmopolitan Cafe



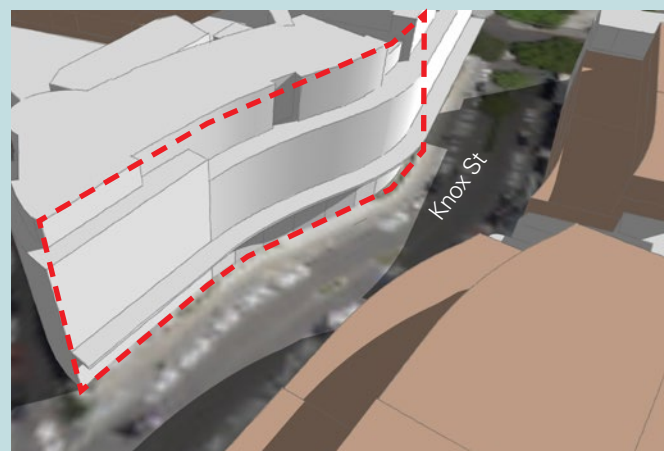
5 - Cosmopolitan Cafe - 11am 21 June



6 - Cosmopolitan Cafe- 12pm 21 June



7 - Cosmopolitan Cafe - 1pm 21 June

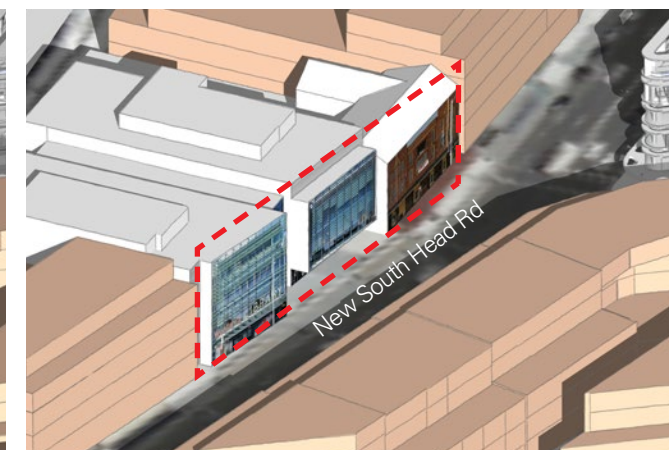


8 - Cosmopolitan Cafe - 2pm 21 June

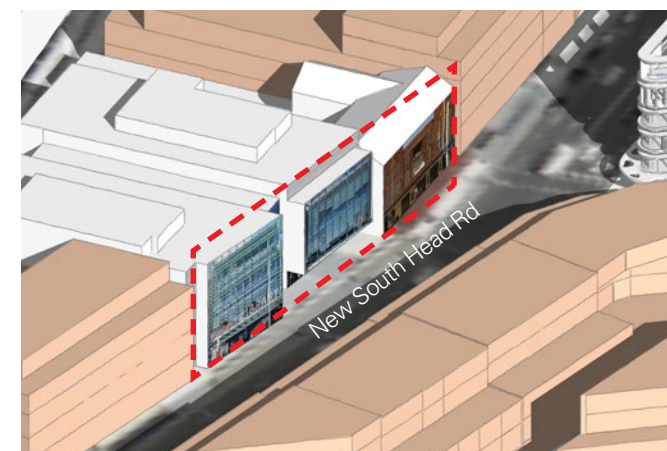
Woollahra Library



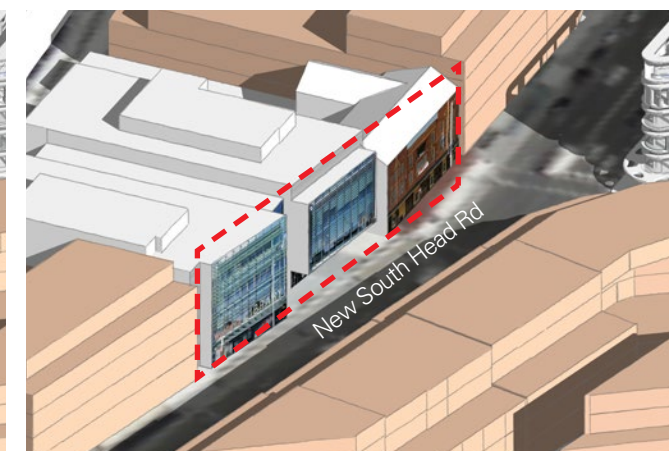
9 - Library - 9am 21 June



10 - Library - 10am 21 June



11 - Library - 11am 21 June



12 - Library - 12pm 21 June

Kiaora Lane - 5 Storeys on New South Head Road



13 - Kiaora Lane (New South Head Road 5 Storeys) - 9am 21 June



14 - Kiaora Lane (New South Head Road 5 Storeys) - 11am 21 June

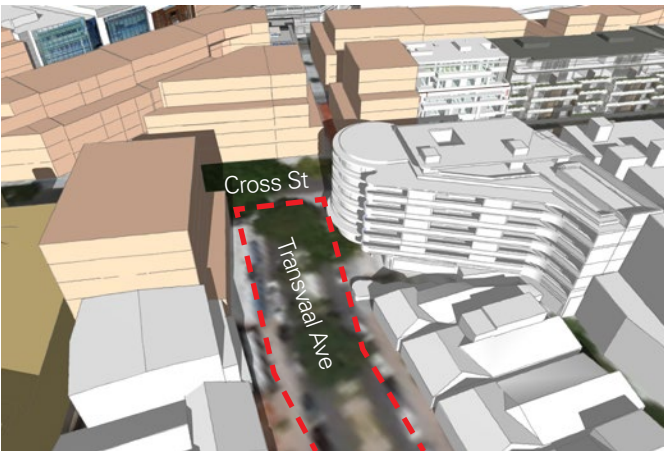


15 - Kiaora Lane (New South Head Road 5 Storeys) - 1pm 21 June

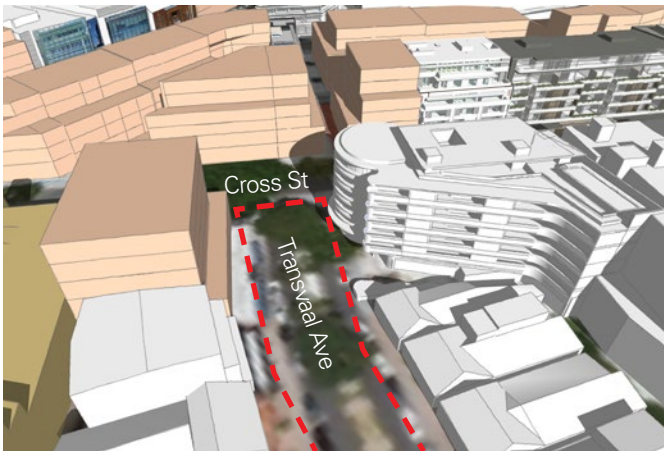


16 - Kiaora Lane (New South Head Road 5 Storeys) - 3pm 21 June

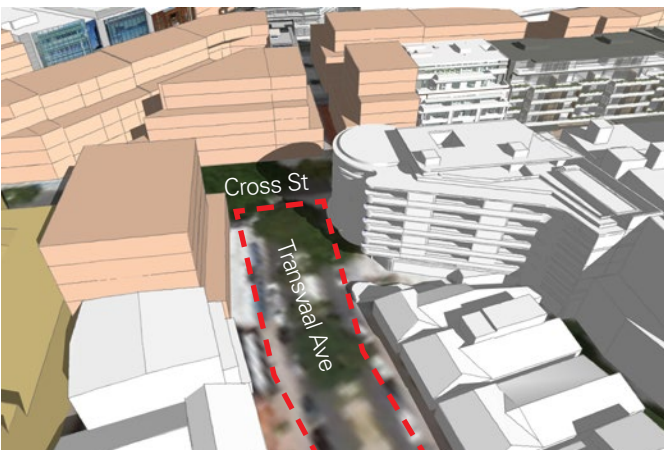
Transvaal Avenue



13 - Transvaal Avenue - 10am 21 June



14 - Transvaal Avenue - 11am 21 June



15 - Transvaal Avenue - 12pm 21 June



16 - Transvaal Avenue - 1pm 21 June

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27 November 2023