

Urban Planning Committee

Agenda: *Urban Planning Committee*

Date: *Monday 24 November 2014*

Time: *6.00pm*

Outline of Meeting Protocol & Procedure:

- The Chairperson will call the Meeting to order and ask the Committee/Staff to present apologies or late correspondence.
- The Chairperson will commence the Order of Business as shown in the Index to the Agenda.
- At the beginning of each item the Chairperson will ask whether a member(s) of the public wish to address the Committee.
- If person(s) wish to address the Committee, they are allowed four (4) minutes in which to do so. Please direct comments to the issues at hand.
- If there are persons representing both sides of a matter (eg applicant/objector), the person(s) against the recommendation speak first.
- At the conclusion of the allotted four (4) minutes, the speaker resumes his/her seat and takes no further part in the debate unless specifically called to do so by the Chairperson.
- If there is more than one (1) person wishing to address the Committee from the same side of the debate, the Chairperson will request that where possible a spokesperson be nominated to represent the parties.
- The Chairperson has the discretion whether to continue to accept speakers from the floor.
- After considering any submissions the Committee will debate the matter (if necessary), and arrive at a recommendation (R items which proceed to Full Council) or a resolution (D items for which the Committee has delegated authority).

Recommendation only to the Full Council:

- Such matters as are specified in Section 377 of the Local Government Act and within the ambit of the Committee considerations.
- Broad strategic matters, such as:-
 - Town Planning Objectives; and
 - major planning initiatives.
- Matters not within the specified functions of the Committee.
- Matters requiring supplementary votes to Budget.
- Urban Design Plans and Guidelines.
- Planning Proposals and Local Environment Plans.
- Residential and Commercial Development Control Plans.
- Rezoning applications.
- Heritage Conservation Controls.
- Commercial Centres Beautification Plans of Management.
- Matters requiring the expenditure of moneys and in respect of which no Council vote has been made.
- Matters reserved by individual Councillors in accordance with any Council policy on "safeguards" and substantive changes.

Delegated Authority:

- To require such investigations, reports or actions as considered necessary in respect of matters contained within the Business Agendas (and as may be limited by specific Council resolutions).
- Confirmation of the Minutes of its Meetings.
- Any other matter falling within the responsibility of the Urban Planning Committee and not restricted by the Local Government Act or required to be a Recommendation to Full Council as listed above.
- Statutory reviews of Council's Delivery Program and Operational Plan.

Committee Membership:

7 Councillors

Quorum:

The quorum for a committee meeting is 4 Councillors.

WOOLLAHRA MUNICIPAL COUNCIL

Notice of Meeting

20 November 2014

To: Her Worship the Mayor, Councillor Toni Zeltzer ex-officio
Councillors Katherine O'Regan (Chair)
Ted Bennett
Anthony Boskovitz
Luise Elsing
James Keulemans
Deborah Thomas (Deputy Chair)
Jeff Zulman

Dear Councillors

Urban Planning Committee Meeting – 24 November 2014

In accordance with the provisions of the Local Government Act 1993, I request your attendance at a Meeting of the Council's **Urban Planning Committee** to be held in the **Thornton Room (Committee Room), 536 New South Head Road, Double Bay, on Monday 24 November 2014 at 6.00pm.**

Gary James
General Manager

Additional Information Relating to Committee Matters

Site Inspection

Other Matters

Meeting Agenda

Item	Subject	Pages
1	Leave of Absence and Apologies	
2	Late Correspondence Note Council resolution of 27 June 2011 to read late correspondence in conjunction with the relevant Agenda Item	
3	Declarations of Interest	

Items to be Decided by this Committee using its Delegated Authority

D1	Confirmation of Minutes of Meeting held on 10 November 2014	1
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Items to be Submitted to the Council for Decision with Recommendations from this Committee

R1	Planning Proposal for 83 & 83A Yarranabee Road, Darling Point – 1064.G Plan Prop 8 *Note Annexure 1 Distributed Under Separate Cover	2
R2	The Double Bay Place Plan – 1262.G	39

Item No: D1 Delegated to Committee
Subject: **Confirmation of Minutes of Meeting held on 10 November 2014**
Author: Craig Bennett, Manager – Governance & Council Support
File No: See Council Minutes
Reason for Report: The Minutes of the Meeting of Monday 10 November 2014 were previously circulated. In accordance with the guidelines for Committees' operations it is now necessary that those Minutes be formally taken as read and confirmed.

Recommendation:

That the Minutes of the Urban Planning Committee Meeting of 10 November 2014 be taken as read and confirmed.

Craig Bennett
Manager – Governance & Councillor Support

Item No: R1 Recommendation to Council
Subject: **Planning Proposal for 83 and 83A Yarranabee Road, Darling Point**
Author: Brendan Metcalfe - Strategic Planner
File No: 1064.G Plan Prop 8
Reason for Report: To report on the planning proposal prepared by City Plan Strategy and Development and Tzannes Associates for 83 and 83A Yarranabee Road. To obtain Council's approval to prepare an amended planning proposal and forward it to the Department of Planning and Environment for a gateway determination.

Recommendation:

- A. That the planning proposal prepared by City Plan Strategy and Development and Tzannes Associates for 83 and 83A Yarranabee Road, Darling Point, as contained in Annexure 1 of the report to the Urban Planning Committee meeting of 24 November 2014 be forwarded to the Minister for Planning requesting a gateway determination so that it can be placed on public exhibition subject to the building heights being expressed as height above ground level (existing) in metres rather than reduced levels.
- B. That the planning proposal controls are:
- floor space ratio of 1.2:1 over both lots
 - maximum building height of 15.2m and a second height of 5.7m over 83 Yarranabee Road
 - maximum building height of part 10.5m and part 15.2m over 83A Yarranabee Road
 - foreshore building line of 18m for residential flat building development.
- C. That when requesting a gateway determination for the planning proposal at point A above, the Council seek delegation of the plan-making steps under section 59 of the *Environmental Planning and Assessment Act 1979*.
- D. That the applicant meets all costs associated with the preparation and completion of the planning proposal as set out in the Council's fees and charges.

1. Summary

In September 2014 a planning proposal (**Annexure 1**) was submitted to Council by City Plan Strategy and Development and Tzannes Associates to facilitate a 2-5 storey residential development on 83 and 83A Yarranabee Road, Darling Point (Lots 12 and 11 in DP 598514).

The planning proposal seeks to change three development standards applying to the properties by:

- increasing the maximum height controls
- increasing the maximum floor space ratio (FSR) for residential flat buildings
- reducing the foreshore building line for residential flat buildings.

Overall, we support this planning proposal for the purpose of obtaining a gateway determination from the Minister for Planning and Environment (DPE). However, we recommend amending the way maximum building heights are applied. Instead of using a complex arrangement of reduced

levels (RLs) in Australian Height Datum across the site as submitted by the applicant, we recommend using heights in metres above existing ground level. This is consistent with both Council's standard practice and the preferred approach of the DPE.

The purpose of this report is to obtain Council's approval of the amended planning proposal prior to referring it to the DPE for a gateway determination. The determination will enable the planning proposal to be placed on public exhibition.

2. Background

In November 2012 a development application (DA 485/2012) was lodged for the demolition of the two adjacent dwelling houses on the site and construction of a five level RFB. The development containing six dwellings was proposed with a maximum height of 17.6m from existing ground level and an FSR of 1.79:1. The development was set back 13m from the mean high water mark thereby breaching the 30m foreshore building line. The DA was refused by delegated authority on 25 June 2013.

The applicant appealed this decision with the NSW Land and Environment Court (LEC). The appeal is cited as *Yarranabee Developments Pty Limited v Woollahra Council [2014] NSWLEC 1007*. The issues of the case included whether the non-compliance with Council's planning controls in terms of site frontage width, foreshore building line, side boundary setback, bulk, height and scale of the development were appropriate; whether the landscaping proposal was adequate to compensate for the trees to be removed from the site; and whether the development was contrary to the terms of a covenant that applies to the land. The appeal was dismissed by the LEC on 14 January 2014.

The owner has subsequently commissioned a planning proposal for the site. The matters raised in the LEC case have been considered during the preparation of the proposed controls and associated building envelope.

3. The site

The site is located at the north of Darling Point as shown below in Figure 1: Local area map.



Figure 1: Local area map

The site comprises two adjoining properties at 83 and 83A Yarranabee Road. The property at 83A Yarranabee Road is a battle-axe lot accessed by a right-of-way over 83 Yarranabee Road which is generally rectangular. The combined area of the site is 1453.6m².

A three storey dwelling house with a double garage at the street frontage is located on 83 Yarranabee Road. The dwelling is separated by its rear garden and a swimming pool from the house on 83A Yarranabee Road as shown in Figure 2: Site aerial.



Figure 2: Site aerial

The property at 83A Yarranabee Road contains a two storey dwelling house which is set back from the foreshore by a minimum of 12m. A swimming pool is located in the garden area between the dwelling and the foreshore. A garage for three cars is located on the roof of the dwelling house and accessed via a raised driveway along the eastern boundary over the right-of-way.

The property at 83A Yarranabee Road is relatively flat, but No. 83 falls significantly from the south to the north by approximately 12.5m.

Vegetation on the site includes two large tree canopies in the south-eastern corner that currently rise above the existing buildings and are highly visible from Yarranabee Road and the properties further to the south. In addition, there is a mature palm in the north-east corner of the site among other dense vegetation that is visible from the harbour.

The site is within a residential area zoned R3 Medium Density Residential in Draft WLEP 2014. However, the form of development varies significantly. Development fronting the harbour ranges from a single storey waterfront house three lots to the west, to seven and ten storey RFBs to the immediate east, and a three to five storey RFB to the immediate west. Other forms of multi-unit housing are located to the south of the site, ranging from single storey dwelling houses to townhouse developments and high density RFBs.

4. The applicant’s planning proposal

In summary, the objective of the planning proposal is to increase the height and FSR controls and reduce the foreshore building line setback for RFB development applying to the site.

4.1 Proposed controls

The planning proposal submitted by the applicant provides options for the amendment of Woollahra Local Environmental Plan 1995 (WLEP 1995) and Draft Woollahra Local Environmental Plan 2014 (Draft WLEP 2014).

Our review focuses on the proposal to amend the Draft WLEP 2014 planning controls because Draft WLEP 2014 is likely to have been approved by the DPE by the time any planning proposal for 83 and 83A Yarranabee Road is exhibited and approved.

A summary of the controls under Draft WLEP 2014 and the applicant’s proposal is shown below:	FSR	Height	Foreshore building line for RFB development
Draft WLEP 2014	0.9:1	10.5m	30m
Planning proposal to amend Draft WLEP 2014	1.2:1	Various reduced levels as shown below in Figure 3	18m

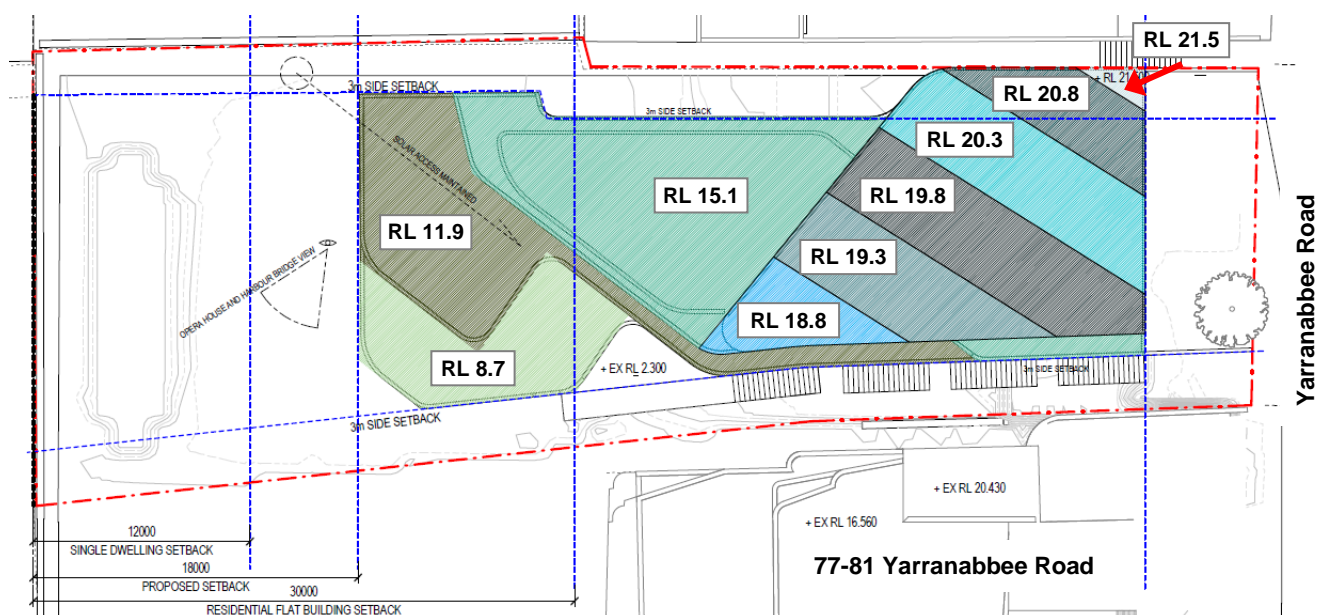


Figure 3: Proposed building heights

4.2 The proposed building envelope

The applicant's planning proposal was submitted to amend the planning controls for the site. The amending controls establish a building envelope for an RFB development on the site to increase density. The building envelope responds to the key matters raised during the LEC case being:

- view impact from private properties
- impact on solar access to adjoining properties
- non-compliance with foreshore building line
- building bulk
- non-compliance with FSR and height controls
- contextual fit.

The indicative envelope provided by the applicant in the planning proposal aims to maintain or improve existing neighbouring views across the site to the harbour, Sydney CBD and Sydney Harbour Bridge by setting development back a minimum of 18m from the foreshore. The planning proposal diagrams show that the proposed building envelope would improve views from levels 1-4 of 77-81 Yarranabee Road and levels 1-6 at the rear of 85 Yarranabee Road based on a comparison to a development complying with the current height and foreshore building line controls.

The applicant's drawings also demonstrate that the envelope would improve existing solar access to levels 1-3 of 71-81 Yarranabee Road and levels 1-4 at the rear of 85 Yarranabee Road.

The envelope proposed by the applicant is shown below in Figures 4 and 5.

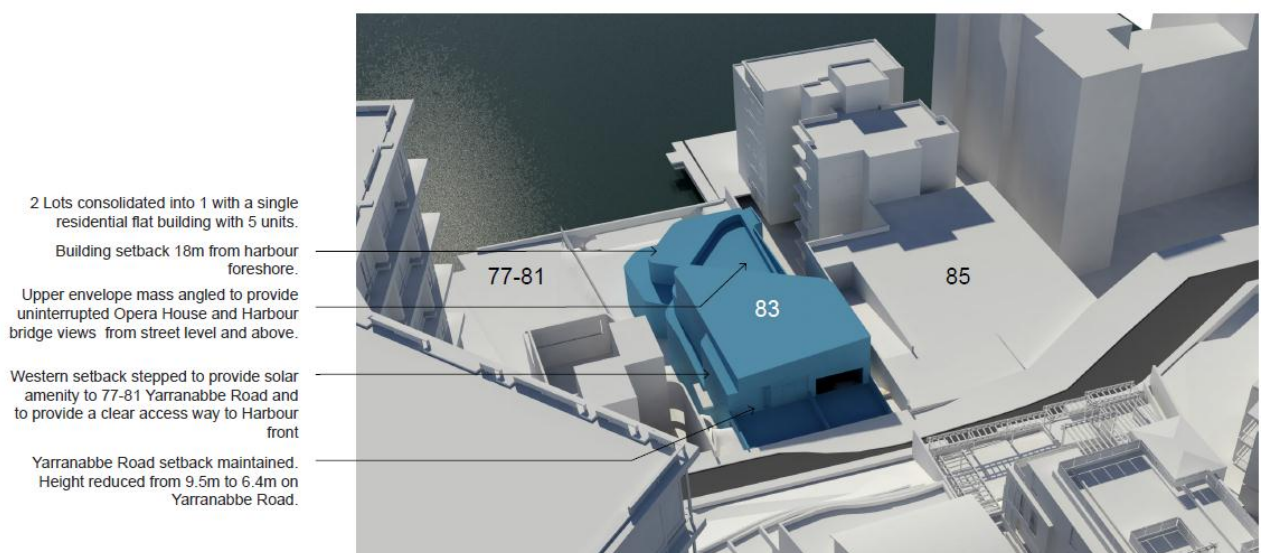


Figure 4: The applicant's proposed envelope as viewed from the south-west

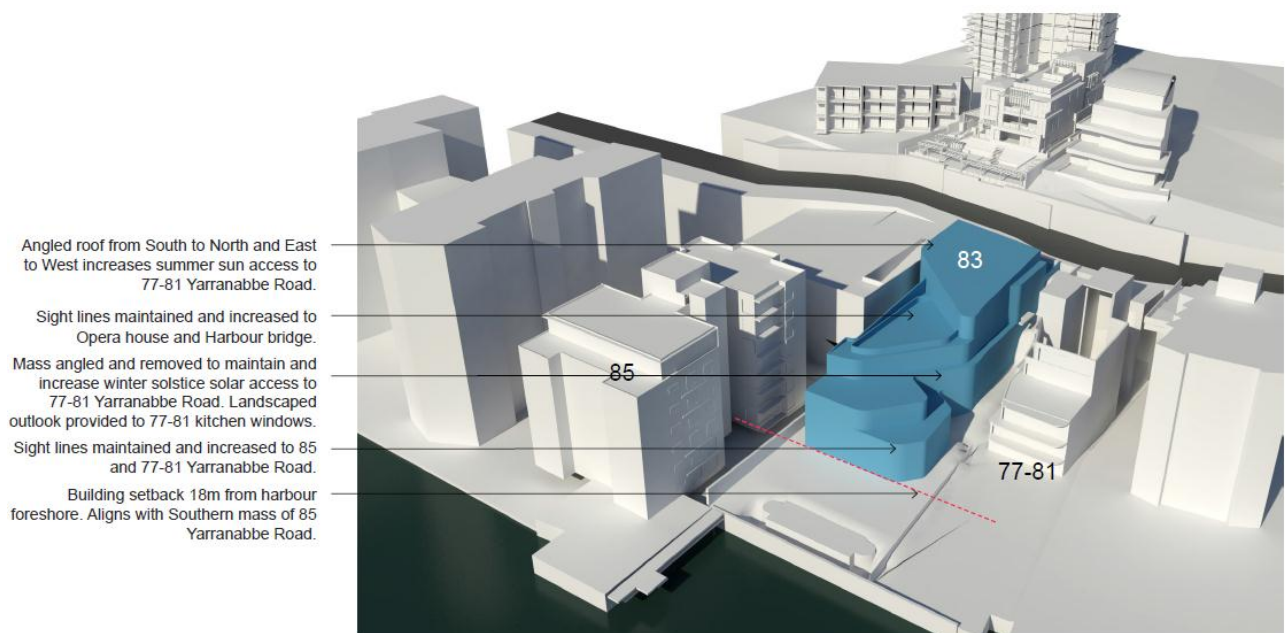


Figure 5: The applicant's proposed envelope as viewed from the north-west

5. Review of the planning proposal

Section 55 of the Act sets out what information a planning proposal is to include when submitted for a gateway determination. The DPE has prepared the document titled *A guide to preparing planning proposals* (the guidelines) dated October 2012.

We have reviewed the planning proposal in accordance with section 55 of the Act and the guidelines (see **Annexure 2: Planning proposal review**). The review identifies where:

- amendments are to be made to the planning proposal, and
- additional information is to be included in the planning proposal.

5.1 Strategic merit

We identify that the planning proposal has strategic merit and provide in principle support. The proposal will facilitate increased residential density in a location that is within walking distance of bus and ferry services that link to the nearby centres of Edgecliff and Double Bay and other centres further afield.

Based on the applicant's indicative building envelope drawings, view analysis and shadow modelling, the proposed planning controls are appropriate in the location.

This opinion is not intended to represent a view or position regarding the merits of a future development application for the site.

5.2 Amendments to proposed height controls

For the purpose of exhibition an increase to the maximum building height for the site is supported, but not in the format suggested by the applicant.

The applicant's proposal is to apply RLs across the site at various locations. We do not support the highly prescriptive mapping of RLs as proposed because:

- The use of RLs at various locations over a lot is inconsistent with Council's approach to mapping height in Draft WLEP 2014.
- The number of different RLs on the site is overly complex.
- The scale of the Draft WLEP 2014 Height of Building Map makes identifying the precise location of each RL impossible.
- Describing the exact location of each RL on the site with a textual description in a clause in Draft WLEP 2014 is not preferred, nor typical of Standard Instrument local environmental plans.
- The DPE has recently advised Council that the application of RLs in Draft WLEP 2014 is not supported for two sites on New South Head Road, Double Bay. Therefore, they are unlikely to support the use of RLs for this site.

Usually, Council sets a maximum building height in metres above existing ground level. A second height limit may also be applied to restrict development at the highest part of the site. The second height limit facilitates view sharing and provides a consistent streetscape.

These standard approaches for setting height limits should be applied to the planning proposal.

Using these approaches, we propose the following maximum building height controls for the site:

- A maximum building height of 15.2m and a second height of 5.7m over 83 Yarranabee Road.
- A maximum building height of part 10.5m and part 15.2m over 83A Yarranabee Road.

These controls are illustrated below in Figure 6.

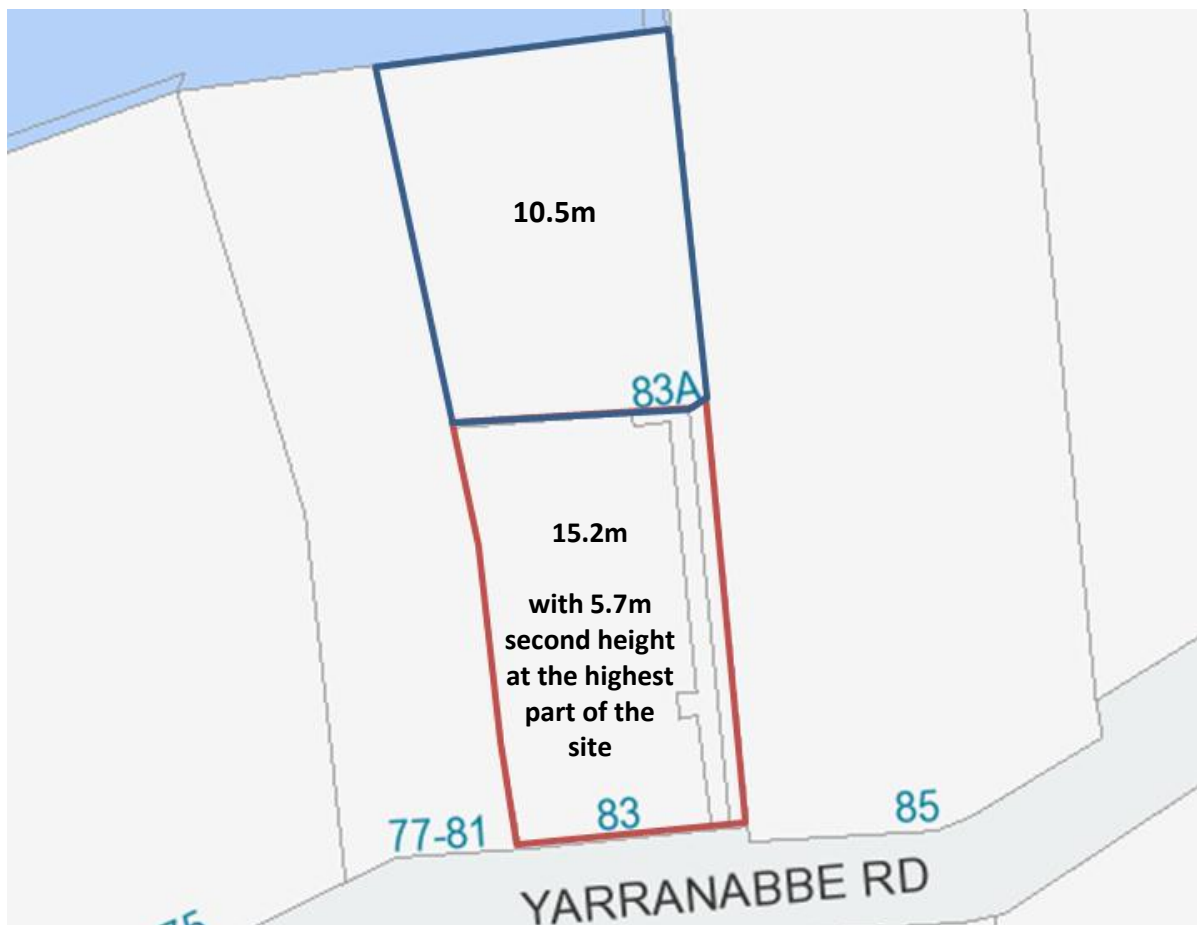


Figure 6: Proposed maximum building heights

Explanation of the proposed provisions

On 83 Yarranabee Road, the 15.2m maximum building height is equivalent to the maximum RL of the applicant's indicative proposal.

The 5.7m second height from the highest part of the site is the equivalent to the maximum RL of the applicant's indicative proposal as viewed from Yarranabee Road. An indicative cross section of the height controls is shown below in Figure 7.

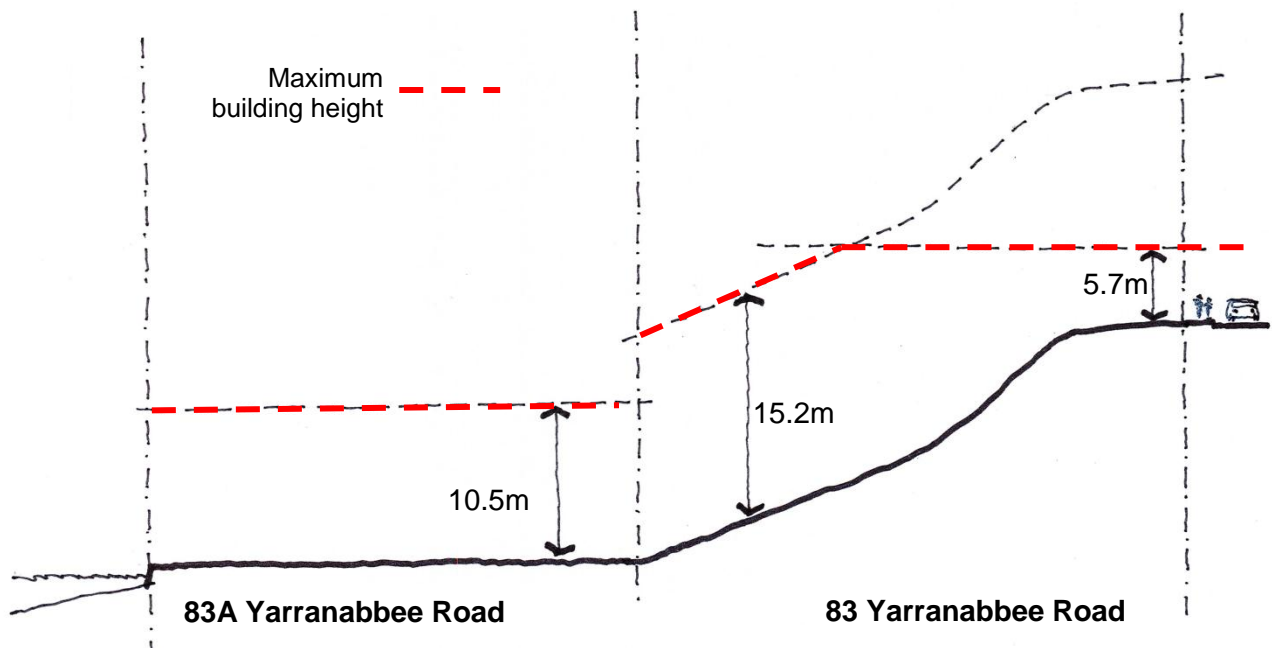


Figure 7: Indicative cross section of controls

On 83A Yarranabee Road, the 10.5m maximum building height reflects the majority of the applicant's indicative proposal except a small portion proposed as RL 15.1 in the south-east corner. As the exact location of the area proposed with an RL of 15.1m cannot be accurately identified using Council's usual mapping techniques it has been excluded from the property.

This is a practical approach to addressing the maximum building heights on 83A Yarranabee Road given the limitations of the Standard Instrument.

5.3 Additional information to be submitted

Section 55(2) of the Act outlines the components a planning proposal must contain. The planning proposal submitted by City Plan Strategy and Development and Tzannes Associates has generally been prepared in accordance with the Act. However, Council will need to prepare the:

- relevant maps which identify the proposed planning controls for the site, and
- indicative project timeline.

6. Options for proceeding

Option 1: Forward the planning proposal, subject to amendments to height and various other matters identified in Annexure 2 to the DPE requesting a gateway for determination. This is our preferred approach.

Council will forward the planning proposal to the DPE requesting a gateway determination under section 58(2) of the Act. The Minister, or delegate, will then issue a gateway determination specifying whether the planning proposal is to proceed and, if so, in what circumstances. The gateway determination will confirm the information and consultation required before the planning proposal can be publicly exhibited.

Under section 59 of the Act, if a planning proposal is of local significance only Council can seek the delegation of the plan-making steps. This planning proposal is considered to have local significance only, and we would seek the delegation of the plan-making steps. This delegation will be to the position of General Manager, and sub-delegated to the position of Director Planning and Development, provided in Council's resolution of 29 November 2012. Delegation of a planning proposal removes duplication and streamlines the plan-making process.

Option 2: Notify the applicant that the planning proposal is not supported.

In the event that Council does not support the planning proposal or does not indicate its support within 90 days, the applicant can ask the DPE for a pre-gateway review. Under this review mechanism, the Joint Regional Planning Panel (JRPP) will undertake an independent review of the planning proposal. This is not our recommended approach for this planning proposal.

7. Identification of income

When a planning proposal is not initiated by Council, under section 11 of the *Environmental Planning and Assessment Regulation 2000* we can request payment of all costs and expenses incurred in relation to the planning proposal. The Delivery Program 2013-2017 and Operation Plan 2014/15 sets out the fees and charges for preparing a planning proposal. We recommend that the applicant is responsible for all costs associated with the planning proposal as required by the adopted fees and charges.

8. Conclusion

In principle this planning proposal has merit and, subject to amendments, we recommend that Council forwards the planning proposal for 83 and 83A Yarranabee Road, Darling Point, to the Minister for Planning requesting a gateway determination so that it can be placed on public exhibition for a minimum of 28 days for comment.

As this matter is of local significance only, we recommend seeking delegation of the plan-making steps under section 59 of the Act.

If the gateway determination recommends that the planning proposal proceeds, it should be exhibited in accordance with the Act and any conditions imposed by the gateway determination. Submissions to the exhibition will be reported to the Urban Planning Committee for Council's further consideration.

Brendan Metcalfe
Strategic Planner

Jacquelyne Della Bosca
Team Leader Strategic Planning

Chris Bluett
Manager Strategic Planning

Allan Coker
Director Planning and Development

Annexures:

1. Planning proposal for 83 and 83A Yarranabee Road, Darling Point as submitted by City Plan Strategy and Development and Tzannes and Associates.
2. Planning proposal review.

Item No: R2 Recommendation to Council
Subject: **The Double Bay Place Plan**
Author: Allan Coker – Director Planning and Development
File No: 1262.G
Reason for Report: To present the minutes of the last Double Bay working party meeting held on 13 November 2014 and to present and explain the draft Double Bay Place Plan for adoption.

Recommendations:

- A. THAT Council note the minutes of the Double Working Party meeting held on 13 November 2014.
- B. THAT Council adopt the draft Double Bay Place Plan, noting that actions will be considered for inclusion in the Delivery Program and Operational Plan on an annual basis in accordance with Council's annual budget process.
- C. THAT Council thank all the members of the Double Bay Working Party for their positive contributions to the preparation of the Double Bay Place Plan, in particular Prof. Ed Blakely who's advice and guidance has been invaluable during the process.

1. Introduction

At its meeting held on 11 November 2013 Council resolved:

1. *Council resolve to prepare a strategic action plan setting out further strategies and actions for the continuing revitalisation of Double Bay.*
2. *Council establish a working party comprising selected Councillors and key stakeholders, membership to be determined by the Mayor and reporting to the Urban Planning Committee, to oversee the preparation and implementation of the strategic action plan.*
3. *The strategic action plan include a process for further testing and implementing the planning strategies for Double Bay arising from the Delivering a Sustainable Future City Program.*
4. *Council participate in the Future Cities Collaborative at a cost of no more than \$25,000 for 1 year, subject to it being able to negotiate an appropriate mix of services which will guide and assist Council in preparing and implementing the strategic action plan for Double Bay and for other similar precincts.*
5. *Council thank the US Studies Centre and in particular Professor Ed Blakely and his team for their initiative in setting up the Delivering a Sustainable Future City Program and sharing their expertise and knowledge with all participants.*

2. Establishment of the Double Bay Working Party

In accordance with the above resolution the Mayor, in April 2014, appointed the following persons to the Double Bay Working Party.

Councillors:	Cr Toni Zeltzer (Mayor/Chair) Cr Deborah Thomas Cr James Keulemans Cr Katherine O'Regan
Business:	Mr Greg Solomon (Double Bay Chamber of Commerce) Ms Alison McKenzie (Bay Street Residents Association) Ms Christine McDiven
Property Owners:	Mr Lesli Berger Mr Byron Rose
Residents:	Ms Alexandra Joel (Double Bay Residents Association) Ms Alison McKenzie (Bay Street Precinct Group) Ms Christine McDiven
Strategic Advice:	Professor Ed Blakely, University of Sydney

The Mayor subsequently requested that Ms Gabrielle Upton MP and Crs Elsing and Marano also be invited to participate.

2. Meetings of the Double Bay Working Party

Since its establishment the working party has met five (5) times to progress the preparation of a Strategic Action Plan for Double Bay, as envisaged by item 1 of the resolution of 11 November 2013. The process has evolved since May from a visioning exercise to the tabling of a completed draft Place Plan at the working party meeting held on 13 November 2014. A brief outline of each working party meeting follows:

3.1 1st meeting held on 20 May 2014

At the inaugural meeting of the working party staff explained the terms of reference and operational arrangements, including the applicability of Council's Code of Conduct. The terms of reference are attached as **Annexure 1**. Following those formalities Professor Blakely facilitated a discussion about the future vision for Double Bay.

Allan Coker also presented the strategies which were developed through the US Studies Centre and the *Delivering a Sustainable Future City Program*.

The minutes of this meeting were reported to the Urban Planning Committee on 22 September 2014.

3.2 2nd meeting held on 17 July 2014

At this meeting Professor Blakely led a discussion on the need for a distinctive identity or branding. David Faulks, from Generation Alliance, presented the work undertaken in response to a brief from the Double Bay Chamber of Commerce on developing a new brand for Double Bay. The working party concluded that the vision statement needed to be refined and that it needed to move forward with the preparation of strategic principles for the Double Bay plan.

The minutes of this meeting were reported to the Urban Planning Committee on 22 September 2014.

3.3 3rd meeting held on 26 August 2014

David Faulks from Generation Alliance provided an overview of the further work which had been undertaken to develop the brand strategy for Double Bay. Working from key words used to describe the personality, values and essence of Double Bay he presented the following narrative or place story:

“Generations of people identify with Double Bay. It is an inviting and sophisticated community that draws on its European heritage to create business and service blended with high-end shopping and signature culinary and cultural experiences in a naturally beautiful environment.”

The proposed narrative and branding was well received by members of the working party.

Professor Blakely explained that we should now draw on the brand strategy work, particularly the proposed place story for Double Bay. He explained that this work should inform the development of themes and strategies. Professor Blakely suggested that the working party should move to developing the strategic action plan. He suggested that a template document be set up and sent around to working party members so that each member can contribute to the preparation of strategies and actions.

The minutes of this meeting were reported to the Urban Planning Committee on 22 September 2014.

3.4 4th meeting held on 24 September 2014

Prior to the working party meeting members were provided with a template worksheet to enable appropriate strategies and projects to be arranged under five (5) themes.

The themes were:

- 1. Place Governance** (how the place is holistically managed)
- 2. People** (all the things we need for people to do and experience)
- 3. Planning for Place** (planning for and about improving the built environment)
- 4. Identity and Image** (building on the Double Bay brand)
- 5. Business Operations** (improving business capacity).

The themes were developed having regard to:

- The concept of place making being an holistic process that draws together all actions and strategies for a place into one document
- The branding strategy which has been presented to the Double Bay Working Party and subsequent discussions and responses to the draft branding proposal
- Some themes which were developed at the working party meeting on 26 August 2014, and
- The need to ensure that the template will accommodate the strategies that arose from the Delivering a Sustainable Future City Program.

Members were requested to provide at least three (3) strategies/projects.

A very wide range of responses was received and consolidated into a document which was tabled at the working party. Prof. Blakely suggested that the focus be on *Theme 2, People* and *Theme 3, Planning and Place* (as it then was). He noted that *Theme 1, Place Governance* and *Theme 4, Identity/Image* were largely about process. It was also noted that *Theme 5, Business Operations* was largely a matter for the relevant business representative organisation.

The working party divided into two groups. One group focussed on Theme 2 and one group focussed on Theme 3. Each group was asked to identify the three most important projects which could be commenced now. This approach was supported by the working party since there was a strong view that Council should proceed without delay in commencing the work which needs to be done and get some results on the ground as soon as possible. The two groups reported back on their priorities. Priorities were then listed in a worksheet.

The minutes of this meeting were reported to the Urban Planning Committee on 7 October 2014.

3.5 5th meeting held on 13 November 2014

At this meeting, held at the InterContinental Hotel, Allan Coker reported on the progress which had been made since the last meeting of 24 September 2014. He spoke to a report which was presented to the Urban Planning Committee on 7 October 2014. A copy of that report is attached as **Annexure 2**. In the report the priority projects were divided into two categories; those which do not require additional funding now and those that do require additional funding. He explained the Council decision of 27 October 2014 which, in summary, was:

1. That the projects which could be progressed without the need for additional funding be progressed.
2. That, as part of the Kiaora Lane project, we consider the exclusion of traffic in Kiaora Lane other than for servicing.
3. A further report be presented to the Corporate and Working Committee on the costs and benefits of the projects which require additional funding.
4. That the gateway entry from Double Bay wharf be considered following advice from Roads and Maritime Services on their plans for the upgrade of the wharf.

He advised that the ‘quick win’ projects referred to in point 1 had been referred to the relevant Directors for action and that the projects referred to in point 3, which require additional funding, will be considered in a report to the Corporate and Works Committee in December.

The second and main item on the agenda was the draft Double Bay Place Plan which was presented by Allan Coker. The presentation covered the following:

- How the plan had been developed from the Double Bay vision, place story and placemaking principles
- Additional content which needed to be added, including its purpose, how it was prepared, the land to which it applies, how it works as well as some background information about Double Bay
- Its arrangement under five (5) themes

- The structure of the plan with high level aspirational strategies, specific priorities over the life of the plan and specific actions identifying the year in which those actions will be undertaken
- How it identified clear responsibilities for Council and the Chamber of Commerce or other bodies
- An explanation of how we will set up a Council placemaking team with a senior manager for responsibility for delivering those actions where the Manager Placemaking was identified as the responsible person.
- How the plan will relate to Council's Delivery Program and Operational Plan (DPOP).

Following the presentation Prof. Ed Blakely facilitated broad discussion and feedback on the draft plan.

Comments and feedback by the working party are recorded in the meeting minutes which are attached as **annexure 3**.

4. The Draft Double Bay Place Plan

4.1 Place management

The draft Double Bay Place Plan introduces a new management approach to this important commercial centre. The new approach is based on the principles of place management which focuses on the creation of vital public destinations. The approach is a much broader one than the traditional functional approach based on specific disciplines such as planning, urban design, social and cultural development.

The draft Double Bay Place Plan therefore draws together all strategies and actions across all divisions of the Council and puts them into one place. It does not just focus on urban design and planning. While good urban design is important and sets the physical form of a place it is the canvas for a bigger picture. What makes a place truly successful is the interaction of activities, events, festivals, arts and cultural programs which attract people. This 'soft infrastructure' does not happen by accident. It requires the development and implementation of strategies which focus on these social, community and cultural components. According to the Project for Public Spaces (PPS)¹ it is only when public spaces are managed that they can work. Its research indicates that management, including maintenance, programming, outreach, etc. accounts for 80% - 90% of the success of a space and that spaces need to be designed in a way that support management, not the other way around. The draft Double Bay Place plan has been prepared with these principles in mind.

4.2 Creating the Vision and Place Story

The initiative for this project arose from Council's concerns about a loss of foot traffic, poor trading conditions and a strong desire to see Double Bay reach its potential as Woollahra's premier shopping and community precinct. The resolution setting up the working party arose from my report to the Urban Planning Committee on 28 October 2013 on the *Delivering a Sustainable Future City Program*, including the Mayor's forum and US study tour. Since this time considerable work has taken place to address similar concerns in Oxford Street Paddington and there has been a

¹ The Project for Public Places is a non-profit planning, design and educational organisation dedicated to helping people create and sustain public spaces that build stronger communities. It is based in New York.

sustained commitment to deliver a plan for Double Bay since the inaugural meeting of the working party in May 2014.

The process, with the assistance of Prof. Ed Blakely, started with a visioning exercise to establish a new vision and place story. This work coincided with the commissioning of expert branding consultants Generation Alliance by the Chamber of Commerce to produce a new destination brand for Double Bay. It therefore made sense to bring together these initiatives to ensure that the branding exercise fulfilled the needs of both the Chamber and provided the foundation for an aspirational vision for the future of Double Bay.

An aspirational vision is essential to provide the foundation for the plan; it establishes a launching pad for success.² An aspirational vision can be communicated to others, it inspires the community and guides subsequent strategies that everyone can sign up to and work towards. In this case the vision is a combination of three statements; our vision, our essence and the Double Bay Place story.

The vision statement is:

“Double Bay is Sydney’s stylish bayside village.”

Our essence is:

“stylish, intimate, refreshing.”

The words used to describe our essence are taken from a wider group of adjectives which describe the personality and values of Double Bay.

The vision, essence and place story are succinct statements which set the overarching expectations of the outcomes which are expected. They are unique statements built on the celebration of Double Bay’s Distinct Notable Attributes (DNA) derived from an understanding of six strands being:

- Community
- Business
- Lifestyle
- Environment/natural assets/streetscape
- Culture and
- Destination/visitation.³

The Double Bay vision, essence and place story seeks to differentiate Double Bay’s retail, lifestyle and community offerings, while enhancing the already powerful connections, associations and reputation that exists.

The place story is aspirational in the sense that it seeks to elevate the reach and potential of Double Bay as a place which will be highly attractive to residents and visitors alike.

The place story is:

“Generations of Sydney’s people identify with Double Bay. It is an inviting and sophisticated community that draws on its European heritage to create business and service vitality blended

² Planning Institute of Australia Urban Design Unit Manual.

³ Double Bay + *Guidelines 2014* by Generation Alliance

with high-end shopping and signature culinary and cultural experiences in a naturally beautiful environment.”

4.3 Constructing the Place Plan

At the third meeting of the working party held on 26 August 2014 members of the working party provided generally favourable and supporting responses to the vision and place story. From this work a number of themes were developed to provide a framework around which we could build a place plan to support the vision and place story. The working party then focussed on developing the content for the place plan.

On 12 September 2014 a working document was circulated to the working party. This document started with the place story and then provided spaces for strategies and projects under the five (5) themes. The responses generated by this process were reviewed and refined and largely informed the content for the draft Double Bay Place Plan as well as the ‘quick wins’ presented to the Urban Planning Committee on 7 October 2014.

Following the working party on 24 September 2014, a draft place plan was developed informed by:

- The strategies from the Delivering a Sustainable Future City Program
- Strategies and projects identified through the working party
- The Roadmap Report prepared by Village Well for Oxford Street Paddington
- Previous business plans of the Double Bay Partnership (now the Chamber of Commerce)
- The Double Bay Branding Guidelines prepared by Generation Alliance
- Various placemaking publications
- Consultation with Professor Ed Blakely and with David Faulks from Generation Alliance
- Council’s Community Strategic Plan, Delivery Program and Operational Plan
- Learnings derived from the Future Cities Collaborative, including the visit by placemaking specialist Ethan Kent from the Project for Public Spaces.

The draft Double Bay Place Plan has been structured and presented in a format which is similar to Council’s Delivery Program and Operational Plan and follows a similar logic in the arrangement of strategies, priorities and actions:

- Strategies are high level aspirational statements which apply over the 4 year life of the plan
- Priorities are more specific aspirational objectives which also apply over the life of the plan
- Actions are specific projects which have a start and end date.

The comments provided by working party members on 13 November 2014 have been incorporated in the draft Double Bay Place Plan, attached as **Annexure 4**.

4.4 What does the Place Plan do?

The draft Place Plan sets out an ambitious series of strategies, priorities and actions aimed at achieving the new vision and place story for Double Bay. This is the draft plan prepared in response to Council’s resolution of 13 November 2013 to rejuvenate Double Bay. As stated it adopts a placemaking approach and therefore includes all actions relating to both hard and soft infrastructure, i.e. it deals with both the physical, environmental and social environments of Double Bay. Key actions under each theme include:

Theme 1 - Governance

- Creating a new senior position within Council responsible for leading and co-ordinating a multi-disciplinary team and who acts as a cross divisional agent to co-ordinate Council's placemaking activities, including the delivery of projects within the plan for which the Manager Placemaking is responsible
- Reviewing the role and capacity of the Double Bay Chamber of Commerce (in a collaborative manner) to ensure that Double Bay is effectively managed and to take responsibility for those actions within the plan which are identified as being the responsibility of the Chamber
- Reviewing funding arrangements with the Chamber.

Theme 2 - People

- Conducting regular destinational events and festivals
- Establishing an arts and cultural program
- Activating streets with footway dining and attractive, vibrant displays
- Ensuring that Double Bay will be a place with many things to do

Theme 3 – Planning and Centre Beautification

- Encouraging more housing opportunities for people to live and work in Double Bay
- Developing a late night trading policy
- Improving the attractiveness and physical appeal of Double Bay, including its gateways and laneways
- Improving the quality and presentation of buildings
- Improving the appearance and amenity of New South Head Road
- Creating a distinctive after dark ambiance with a distinctive lighting scheme
- Providing decorations during the festive season
- Developing distinctive wayfinding
- Increasing the focus on sustainable development outcomes
- Completing the expressions of interest process for a cinema on the Cross Street car park.

Theme 4 – Identity, Reputation and Communication

- Ensuring that the new Double Bay brand is brought to life through a targeted and consistent approach by the community's stakeholders and influencers.
- Ensuring that marketing and advertising is consistent with the Double Bay brand and place story
- Ensuring that businesses operate in a manner which is consistent with the Double Bay brand and place story
- Keeping businesses and the community informed of activities.

Theme 5 - Business Operations

- Developing a program to build and improve businesses in Double Bay including improvements to visual merchandising and shop front presentation
- Increasing tourist visits to Double Bay

- Developing business excellence awards
- Attracting new high quality businesses
- Developing new business welcome kits
- Providing information to assist businesses plan and adapt to changes in demographic, retail and business trends.

The draft plan also identifies who is responsible for each action and, subject to budget constraints, the year in which that action will be carried out. Generally, responsibilities are allocated as follows:

Council

- All actions under the governance theme since these are issues between Council and the Chamber of Commerce.
- All actions under theme 3 relating to planning, urban design, the public domain and centre beautification
- Responsibilities for the arts and cultural program from the new Double Bay library.

Double Bay Chamber of Commerce

- Events and festivals
- Most actions under the theme 4, Identity, Reputation and Communication
- All actions under theme 5, Business Operations.

4.5 Implications for Council and the Chamber of Commerce

The draft plan has significant implications for both Council and the Chamber. This is because both organisations will need to carefully consider their capacity to deliver. In Council's case this will be addressed by the establishment of a new placemaking team headed by a senior manager. The establishment of this new position and the placemaking team is fundamental to establishing Council as a placemaking organisation since traditional functional structures can impede the creation of successful places.⁴ Placemaking must be embedded internally to deliver the outcomes which are envisaged in the draft Double Bay Place Plan.

There are also recurrent and capital financial implications. This is because the draft plan includes projects involving expenditure on services as well as public improvement works. The Council's ability to fund some of the priority projects identified at the working party meeting on 24 September 2014 will be canvassed in a report to the Corporate and Works Committee in December. Projects which involve additional expenditure will need to be considered on merit with other competing programs in the context of Council's annual budget. This is further explained in section 4.6.

Council's resolution of 15 September 2014, in response to the 2014/15 funding submission by the Double Bay Chamber of Commerce, resolved to review the role and funding of the Chamber. This resolution will bring about a need to fundamentally reconsider the role of the Chamber and the manner in which it is funded. However, if the draft Double Bay Place Plan is to be successfully delivered, there must be an effective local community development organisation to take the lead and responsibilities for the actions in the plan allocated to the Chamber. This may mean that the Chamber itself will need to be reinvented and rebranded. Its future role will need to be more

⁴ Refocusing Governance to Support Public Places, the Project for Public Places, New York

focussed on operating as the brand manager, providing integrated marketing, organising events and organising programs to build business capacity. The current Chair of the Chamber of Commerce, Mr Greg Solomon has indicated his willingness to work with Council to achieve this transformation.

4.6 How will the place plan relate to Council's Delivery Program and Operational Plan?

Council's Delivery Program and Operational Plan (DPOP) sets out the things that we value and want to see in our community in the future. It describes how Council will work with our community to achieve community goals. To do this it sets out our vision, strategies, priorities and actions which will be undertaken over the life of the plan. It is a statement of commitment to the community from the elected Council. The document also incorporates Council's Operational Plan which describes the actions Council will undertake each year with the budget for that year. The Draft Double Bay Plan touches on and is relevant to every theme and goal in the DPOP.⁵ It is particularly relevant to the theme: Local Prosperity and strategy 9.1 to "encourage vibrant and vital local suburbs, villages and neighbourhoods that support a healthy economy."

There must therefore be a mechanism to translate relevant actions from the Double Bay Place Plan into the Operational Plan. This process will enable relevant actions for each year to be prioritised, funded and actioned in an orderly manner. It will also facilitate regular review and reporting on progress. It is therefore proposed that at the next quarterly review of the DPOP actions which will be undertaken in 2014/15 will be added. It is also proposed that actions for delivery in 2015/16 and subsequent years will be considered for inclusion in the DPOP for those years, subject to budget constraints.

5. Conclusion

Following Council's participation in the *Delivering a Sustainable Future City Program*, including the Mayors' Forum and US Study Tour it resolved to set up a working party to oversee the preparation of a strategic action plan for Double Bay. That action plan was to include a process for further testing and implementing the planning strategies for Double Bay arising from the program.

Since the establishment of the working party in April there have been regular meetings of the working party and it has been involved in a sustained effort to produce the Strategic Action Plan referred to in the Council's resolution of 11 November 2013. Throughout this process the members of the working party have participated in an enthusiastic and positive manner both to developing the vision and place story and by providing substantial content. This report has outlined the process of consultation through the working party to produce what we have now called the Draft Double Bay Place Plan.

If the Double Bay Place Plan is adopted it will have significant implications for both the Council and the Chamber of Commerce. This is because both organisations will need to adapt to and embed the concept of placemaking within their internal structures and operational arrangements. A multi-disciplined internal placemaking team will be established within Council headed by a senior Manager to work across all divisions of Council. This team will be responsible for delivering the strategies, priorities and actions which have been assigned to the Manager Placemaking. The role,

⁵ The five themes of the DPOP are: community well-being, quality places and spaces, a healthy environment, local prosperity and community leadership and participation.

function and funding for the Chamber will also need to be reviewed having regard to its capacity to operate as the agent for brand management, marketing, events co-ordination and business development.

The Draft Double Bay Place Plan contains a comprehensive series of strategies, priorities and actions which are aimed at making Double Bay a great place. The plan is not about maintaining the status quo or about the act of building or fixing Double Bay up. It introduces a new and holistic placemaking approach to the management, future planning and development of our premier shopping and commercial precinct. Under five (5) themes it sets out an ambitious program of activities focussed on achieving our vision of Double Bay as Sydney's stylish bayside village.

The draft Double Bay Place Plan is commended to Council for adoption.

"Make no little plans; they have no magic to stir men's blood and probably will themselves not be realised. Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will not die."

Attributed to Daniel H Burnham (American architect and urban planner 1846 - 1912)

Allan Coker
Director Planning and Development

Annexures:

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| Annexure 1 | Terms of Reference of the Double Bay Working Party |
| Annexure 2 | Report to the Urban Planning Committee on 7 October 2014. |
| Annexure 3 | Minutes of the Double Bay Working Party held on 13 November 2014 |
| Annexure 4 | Draft Double Bay Place Plan |

Political Donations – matters to be considered by Councillors at Meetings

