

# Urban Planning Committee

**Agenda:** *Urban Planning Committee*

**Date:** *Monday 28 October 2013*

**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

24 October 2013

To: Her Worship the Mayor, Councillor Toni Zeltzer ex-officio  
Councillors Katherine O'Regan (Chair)  
Ted Bennett  
Anthony Boskovitz  
Luise Elsing (Deputy Chair)  
Elena Kirillova  
Greg Levenston  
Matthew Robertson

Dear Councillors

### **Urban Planning Committee Meeting – 28 October 2013**

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 **Miller Room (Councillors Room), 536 New South Head Road, Double Bay, on Monday 28 October 2013 at 6.00pm.**

Gary James  
General Manager

# **Additional Information Relating to Committee Matters**

**Site Inspection**

**Other Matters**

## Meeting Agenda

<b>Item</b>	<b>Subject</b>	<b>Pages</b>
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 9 September 2013	1
----	---	---

### **Items to be Submitted to the Council for Decision with Recommendations from this Committee**

R1	Minutes of the Oxford Street Working Party Meeting – 23 October 2013 – 349.G	2
R2	Rose Bay Promenade & Its Setting – 900.G	40
R3	Delivering a Sustainable Future City Program – Report on Mayors' Forum & USA Study Tour – 1055.G	122

**Item No:** D1 Delegated to Committee  
**Subject:** **Confirmation of Minutes of Meeting held on 9 September 2013**  
**Author:** Les Windle, Manager – Governance  
**File No:** See Council Minutes  
**Reason for Report:** The Minutes of the Meeting of Monday 9 September 2013 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 9 September 2013 be taken as read and confirmed.

Les Windle  
Manager - Governance

**Item No:** R1 Recommendation to Council  
**Subject:** Minutes of the Oxford Street Working Party meeting 23 October 2013  
**Author:** P Kauter, Executive Planner and Allan Coker, Director of Planning and Development  
**File No:** 349.G  
**Reason for Report:** To submit the minutes of the Oxford Street Working Party meeting held on 23/10/13 and to consider its recommendation to engage Village Well to prepare an Oxford Street revitalisation strategy.

**Recommendation:**

1. That the minutes of the Oxford Street Working Party meeting of 23/10/13, as contained in Annexure A to this report, be received and noted.
2. That Council resolve to appoint Village Well to undertake a place making planning program for the revitalisation of Oxford Street in accordance with their proposal of 10/10/2013 and attached as annexure C to this report.
3. That if the Urban Planning Committee supports recommendation 2 above its recommendation be referred to the Council Meeting on 28/10/13 as a matter of urgency so that the planning program for the revitalisation of Oxford Street can commence this year.

---

**Report:**

The Oxford Street Working Party's Terms of Reference provide:

***DELEGATED AUTHORITY***

*The Working Party is an advisory committee only and has no delegated authority. The Working Party will report to the Urban Planning Committee as required.*

***MEETING PROCEDURES***

4. *Minutes of all meetings shall be made accessible to the public.*

***DUTIES***

***STAFF***

3. *The responsible staff member shall submit all minutes of the Working Party meetings to the Urban Planning Committee for appropriate action.*

In accordance with the Working Party's Terms of Reference the minutes of the meeting held on 23/10/13 are annexed for the Committee to receive and note, see **Annexure A**. The minutes will be accessible to the public through our web site under the Urban Planning Committee's agenda.

In relation to Item 5, General Business, the Committee will note that the Working Party considered a report on a proposal by Village Well, a Melbourne based place-making consultancy to undertake a planning program for the revitalisation of Oxford Street. See **Annexure B**. The minutes from the Working Party's meeting show that it supports the Village Well proposal.

As the Working Party is an advisory committee, without delegated authority, the Committee also needs to consider whether or not it also supports the Village Well proposal and to recommend to Council accordingly so that there is a formal decision as to whether Council will proceed with the Village Well proposal.

Village Well's proposal is summarised in the annexed report (**Annexure B**). It was developed over several months in consultation with Professor Ed Blakeley from the United States Study Centre, University of Sydney and with Mr Gilbert Rochecouste who is the founder and Managing Director of Village Well. It proposes that Village Well will lead a place making process that will provide rich insights into Oxford Street, engage key stakeholders and generate solutions that will improve retail performance and benefit the whole Oxford Street community. It is a five (5) stage proposal centred on consultation, engagement and visioning with stakeholders and will result in a comprehensive plan containing a range of placemaking recommendations. It is anticipated that the final report will be similar in format to the Retail Action Plan recently published by the City of Sydney. This plan contains structured sets of actions including what we will do, how we will do it, who will do it, and when we will do it.

Since the preparation of the report to the working party (**Annexure B**) Village Well has provided a project plan on the basis that the revitalisation of Oxford Street is urgent and that the process needs to start as soon as possible and before Christmas. This plan provides a timeframe as follows:

### **Stage 1- Understanding the Place**

- 29/10/13 - Project commencement with desktop research and place audit
- 5-8/11/13 - Preparation of detailed place audit presentation
- 8/11/13 - Presentation of concise place study to Council

### **Stage 2 – Engaging Stakeholders**

- 7-8/11/13 - Preparation of engagement survey
- 11-22/11/13 - Community survey and feedback
- 18/11/13 - Visioning workshop with strategic stakeholders
- 18/11/13 - Visioning workshop with traders
- 19/11/13 - Visioning workshop with property owners
- 21/11/13 - Workshop summary sent to stakeholders

### **Stage 3 – Articulating the Vision**

- 22-28/11/13 - Evaluate feedback and prepare new draft vision
- 28/11/13 - Draft vision and placemaking principles completed
- 2/12/13 - Council staff response to draft vision and placemaking principles

### **Stage 4 – Development of Placemaking Recommendations**

- 4/12/13 - Action workshop with Strategic Stakeholder group to discuss draft vision
- 5-11/12/13 - Placemaking recommendations for Oxford Street prepared
- 11/12/13 - Draft placemaking recommendations and 'quick wins' presented to Council
- 13/12/13 - Council staff response to placemaking recommendation and 'quick wins'.



## Stage 5 – Testing Recommendations

16-17/12/13	-	Preparation of presentation for placemaking recommendations
18/12/13	-	Workshops with traders and property owners to test placemaking recommendations
18/12/13	-	Commencement of on-line engagement (by Council)
31/1/14	-	Completion of on-line engagement
2/2/14	-	Summary of community engagement outcomes by staff to Village Well
3-7/2/13	-	Review engagement feedback and prepare final recommendations
7-2-13	-	Final report to Council

### Conclusion:

The minutes of the Working Party meeting held on 29/5/13, as set-out in Annexure A, should be received and noted by the Committee.

It is also recommended that Council resolve to appoint Village Well to undertake a place making planning program for the revitalisation of Oxford Street in accordance with their proposal of 10/10/2013 and attached as annexure C to this report.

It is recommended that Village Well be appointed to undertake this work because:

- A considered and carefully planned program is required
- Village Well has established a solid working relationship with the Paddington Business Partnership
- Mr Gilbert Rochecouste, the founder and Managing Director of Village Well, is recognised both nationally and internationally as a leading placemaker
- The firm Village Well has an impressive and successful record in place making
- Village Well are experts in developing strategies to revitalise business precincts
- Staff have been working with Village Well and with Professor Ed Blakely for several months to finalise a program which is crafted to the needs of Oxford Street
- The quoted price is fair and reasonable for such an ambitious program.

In order to commence implementation of the program in a timely manner it is recommended that this item be treated as a matter of urgency and the Committee's recommendation be referred to the Council Meeting on 28/10/13 for decision.

P Kauter  
Executive Planner

A Coker  
Director – Planning & Development

### Annexure:

- A. Minutes of the Oxford Street Working Party held on 23/10/13
- B. Report to the Oxford Street Working Party on the proposal by Village Well for the revitalisation of Oxford Street
- C. Oxford Street Revitalisation Proposal by Village Well

**Item No:** R2 Recommendation to Council  
**Subject:** **Rose Bay Promenade and its Setting**  
**Author:** Amelia Parkins, Strategic Heritage Officer  
**File No:** 900.G  
**Reason for Report:** To respond to a decision and suggestions by the State Heritage Register Committee.  
To obtain Council's decision for amendments to the State Heritage Register Nomination Form for Rose Bay Promenade and Seawall prior to resubmission to the Heritage Branch.

**Recommendation:**

That the amended heritage inventory sheet for the item known as the Rose Bay Promenade and its Setting, provided at annexure 5 of the report to the Urban Planning Committee meeting on 28 October 2013, be endorsed for the purpose of an amended nomination to the Heritage Division of the Office of Environment and Heritage.

---

**1. Background**

**1.1 Notice of motion**

On 22 October 2012 Council adopted the notice of motion:

*That Council pursue and expedite the process of seeking to have the Rose Bay Sea Wall, Balustrade and Promenade listed as a State Significant item of the NSW State Heritage Register. This process shall be initiated by the production of a report on the heritage significance of the structure and whether it meets the criteria for state heritage listing.*

On 11 March 2013 the Urban Planning Committee considered a report on the heritage significance of the Rose Bay Seawall and Promenade (**annexure 1**). The report included a draft heritage inventory sheet for the seawall, balustrade and promenade.

The report concluded that the Rose Bay Seawall and Promenade have state significance as a large 20<sup>th</sup> century civic improvement scheme designed by prominent architect and engineer Herbert E Ross.

On 25 March 2013 the Council resolved:

- A. That the heritage assessment and draft heritage inventory sheet for the Rose Bay seawall and promenade be received and noted.
- B. That a state nomination be prepared and submitted to the Heritage Branch of the Office of Environment and Heritage to list the Rose Bay seawall, balustrade and promenade, including its trees, stairs, parking bays and lights as a heritage item on the State Heritage Register.
- C. That the inventory sheet be adopted by Council and used to assist with development applications associated with the item, subject to amendments which reference the significance of the trees, stairs, parking bays and the relationship of the promenade with Sydney Harbour, including local and distant views to Sydney Harbour which are enjoyed from the promenade.
- D. That a heritage assessment of the refreshment pier be carried out at a later date.

The decision was rescinded on 8 April 2013 and the following resolution was made:

- A. That the heritage assessment and draft heritage inventory sheet for the Rose Bay seawall and promenade be received and noted.
- B. That a state nomination be prepared and submitted to the Heritage Branch of the Office of the Environment and Heritage to list the Rose Bay seawall, curtilage, balustrade and promenade, its trees, stairs, parking bays, lights and including local and distant views which are enjoyed from the promenade, as a heritage item in the State Heritage Register.
- C. That the inventory sheet be amended to include reference to significant trees, stairs, parking bays and the relationship of the promenade to Sydney Harbour including local and distant views, which are enjoyed from the promenade and that this amended inventory sheet be adopted by Council.
- D. That a heritage assessment of the refreshment pier be carried out at a later date.

## 1.2 Status of the nomination

On 15 April 2013 we submitted a nomination to the NSW Heritage Branch for listing of the Rose Bay Promenade on the State Heritage Register. The nomination included the amendments referred to in part C of the Council's decision on 8 April 2013.

The name of the nomination and its extent (curtilage) are both described as:

Rose Bay Promenade, including the seawall, balustrade, four sets of stairs, parking bays, lamp standards, avenue of Hill's Figs, and the curtilage including local and distant views from the promenade.<sup>1</sup>

The curtilage map for the nominated area covered the extent of the built features and the trees (on the northern side of New South Head Road), but did not define the amount of water or the extent of local or distant views. These latter elements were not articulated in the Council's decision to the degree necessary for display on a curtilage map. In the absence of a precise visual catchment description, it was not possible to map the views. Furthermore, field work shows that the amount of water visible from the promenade varies from different viewing points, as does the extent of foreshore land within local and distant contexts.

A summary of events following submission of the nomination is provided below.

<b>Date</b>	<b>Event</b>
15 April 2013	Discussion with Heritage Branch regarding nomination process.
1 May 2013	State Heritage Register Committee considers nomination.
20 June 2013	Letter dated 12 June 2013 received from Manager Listings Team, Heritage Branch, advising of SHR Committee's decision ( <b>annexure 2</b> ). The decision and advice from the Committee was in part: <ul style="list-style-type: none"><li>▪ The Rose Bay seawall and promenade, including the parking bays, roadway and avenue of figs is a good example of a large early 20<sup>th</sup> century civic improvement scheme designed for the recreation of pedestrians and motorists.</li><li>▪ The nominated curtilage does not include the waters of Rose Bay and therefore the listing would not legally protect views over the water.</li><li>▪ Consideration could be given to including Lyne Park and the waters of the western part of Rose Bay which may have been used for flying boats.</li></ul>

---

<sup>1</sup> The name of the proposed item has varied in reports. The collective name of Rose Bay Promenade was used for the nomination. The footpath adjoining the balustrade was included in the item's description.

Date	Event
9 July 2013	<ul style="list-style-type: none"><li>▪ An expanded curtilage taking in the whole civic improvement scheme, Lyne Park and part of Rose Bay waters may be of state significance as an example of a transport hub for cars, trams and sea planes as well as an example of an early 20<sup>th</sup> century civic improvement scheme for recreation, pedestrians and motorists.</li><li>▪ The nomination was not accepted because it did not include the whole of the original design scheme</li><li>▪ Council should consider an extended curtilage using one of the Committee's options.</li></ul> Submission to Heritage Branch responding to SHR Committee's decision together with discussion on options.
16 July 2013	Discussion with Heritage Branch regarding SHR Committee's options for expanding the curtilage, in particular the inclusion of Lyne Park and former sea plane operations. Heritage Branch suggested we consider the SHR listings for Bondi Beach and Braidwood as examples where views were used to establish curtilages.
16 September 2013	Letter dated 11 September 2013 received from Manager Listing Team, Heritage Branch, responding to our submission and discussions ( <b>annexure 3</b> ). The Heritage Branch: <ul style="list-style-type: none"><li>▪ acknowledged the need for further research to enable the inclusion of Lyne Park and the former sea plane operation within the nomination, particularly in regard to the area of water used by the facility</li><li>▪ noted that Council may provide further information on the potential heritage significance of the water views and articulate their state significance in a revised nomination; and</li><li>▪ encouraged Council to consider extending the curtilage beyond the proposed nomination to take in the whole road carriageway and the trees, footpath and parking bays on the southern side of New South Head Road.</li></ul>
17 September 2013	Site inspection carried out by Strategic Heritage Officer and representative from Heritage Branch.

## 2. Options for an amended nomination

The Heritage Branch has suggested three options for amending the nomination, two of which cover the Council's intention to include views from the promenade.

1. Expanding the curtilage to include the entire road carriageway together with the fig trees and the parking bays on the southern side of New South Head Road.
2. Expanding the curtilage to include the waters of Rose Bay in order for local views over those waters to be protected.
3. Expanding the curtilage to include the distant views of part of the open water of Sydney Harbour, Shark Island, Neilson Park, Strickland House and part of Manly.

The critical point to note in both cases, but more so for the second option, is that "heritage protection through the *Heritage Act [1977]* for an item on the State Heritage Register is limited to the item as defined by its heritage curtilage."<sup>2</sup>

Whilst not stated explicitly in the comments provided by the SHR Committee and the Heritage Branch, it would appear the intention for option 1, is to expand the item's description and its statement of significance as well as its curtilage (the setting). We say this because both letters from the Heritage Branch clearly mention the importance of the whole civic improvement works, rather than just the works on the northern side of New South Head Road.

---

<sup>2</sup> Manager Listings Team Heritage Branch, 11 September 2013, letter to Woollahra Council.

Therefore, in regard to Option 1, we consider expanding the nomination to include the road carriageway together with the fig trees and parking bays on the southern side of New South Head Road a reasonable amendment. The footpath on the southern side should also be listed. It is effectively part of the road reservation, as is the footpath/promenade on the northern side. The total land-based package then presents a balanced set of elements which forms part of the original civic works scheme.

The curtilage for this expanded area can be easily defined and produced on our GIS mapping system. The eastern boundary of the land-based curtilage would correspond with the eastern extremity of the balustrade. We consider the western boundary can be extended to include part of Rose Bay Park as part of the setting which provides historical evidence of the original landform of the bay and a rare natural edge to the harbour.

In regard to Options 2 and 3, the Heritage Branch has noted that the state significance of the views needs to be established in the nomination. To assist Council with its investigations the following precedents were suggested to inform an extended curtilage:

### **Braidwood and its setting**

In this listing an extended curtilage was used to protect significant historic views to and from the town. Distinct views and vistas along major roads and at entry points to the town form part of its significance and are protected by creating a curtilage that encompasses surrounding farm land as well as the town itself.

### **Bondi Beach**

This listing appears to only relate to the beach and not the water. Therefore it has not been considered in our further investigations.

Instead of Bondi Beach we have identified a further precedent in the listing for Elizabeth Farm at Parramatta:

### **Elizabeth Farm**

The extended curtilage for Elizabeth Farm, Parramatta, was based on the concept of a four-dimensional cultural landscape comprising four areas of heritage value that were overlaid to create the curtilage boundary.

The Heritage Branch also suggested that Lyne Park could be included in the extended curtilage, which “may potentially be of State significance as an early and interesting example of a transport hub for cars, trams and sea planes.”<sup>3</sup>

### **Lyne Park**

It was suggested that the waters of the western part of Rose Bay may be included in an expanded curtilage through their historical association with the former sea plane base at Lyne Park which was considered to be Sydney’s first international flight operation.

Following a site visit with a representative of the Heritage Branch this option has been dismissed for the following reasons:

1. It may be possible to provide a listing based on more than one theme (civic improvements and transport). However, a listing can be confusing where both themes apply to a curtilage but for particular physical elements of the item only one theme applies.

---

<sup>3</sup> Manager Listings Team Heritage Branch, 12 June 2013, letter to Woollahra Council

2. Whilst the waters of Rose Bay are a common element to the current nomination for Rose Bay Promenade and the flying boats enterprise, the enterprise has no relationship to the civic undertaking of the seawall and promenade. It would be more appropriate and meaningful to have a separate listing for the former sea plane operation. An overlay of the water element curtilages for each item might occur, but each would be associated with the significance of the respective items.

### **3. Extended curtilage study**

In response to comments provided by the State Heritage Register Committee and the Heritage Branch we conducted a detailed visual assessment and curtilage study (**annexure 4**) with the aim of identifying a new curtilage for the heritage item.

#### **3.1 Scope and Methodology**

This methodology incorporates a visual assessment (visual character, static and dynamic view assessments and identification of the visual catchment area) and a curtilage study which involves a revised statement of significance and investigation of potential curtilage options.

The vantage points identified in the Visual Assessment have been limited to within the Woollahra Local Government Area. Views to the promenade from the harbour is beyond the scope of this study. Site inspections conducted to examine the Rose Bay Promenade were limited to Rose Bay Park to the west, the northern footpath of the Promenade and Lyne Park to the east.

These studies have been carried out in accordance with the principles and definitions as set out in the guidelines to the Australia ICOMOS Charter for The Conservation of Places of Cultural Significance 'The Burra Charter', the NSW Heritage Office publication 'Assessing Heritage Significance' and the NSW Heritage Office publication 'Heritage Curtilages'. The methodology used in the preparation of the visual assessment is consistent with the process for 'How to Undertake a Visual Impact Assessment for Marinas' described in the Sydney Harbour Foreshores and Waterways Area Development Control Plan for Sydney Regional Environment Plan (Sydney Harbour Catchment) 2005.

Curtilage studies for Braidwood and its Setting and for Elizabeth Farm at Parramatta have been used as precedents.

#### **3.2 Options for an extended curtilage**

Three options for an extended curtilage were considered as part of the visual assessment and curtilage study:

**Option 1** defines the immediate setting of the Rose Bay Promenade. This is an extended curtilage that includes Rose Bay Park to the west, the seawall, balustrade, four sets of stairs, parking bays, lamp standards, avenue of Hill's Figs and the southern portion of New South Head Road comprising the road and footpath. The northern boundary is created by offsetting the curve of the seawall 10m into the harbour and extends to the entrance of Lyne Park in the east.

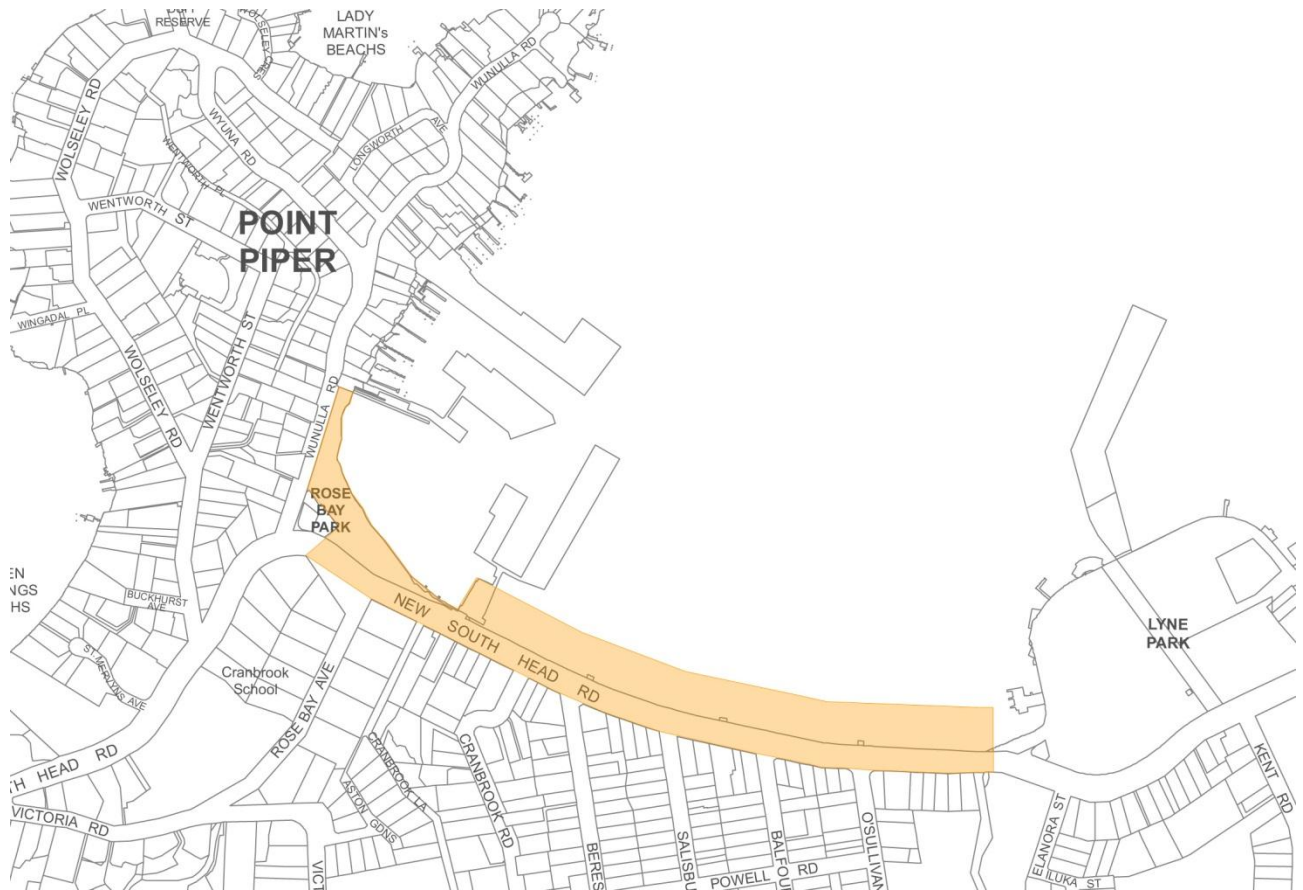


Figure 1. Curtilage Option 1

**Option 2** is an extended curtilage for the Rose Bay Promenade that incorporates the foreground waters of Rose Bay. The curtilage proposed for Option 2 follows the foreshore from Woollahra Point, including Rose Bay Park, the seawall, balustrade, four sets of stairs, parking bays, lamp standards, avenue of Hill's Figs and the southern portion of New South Head Road comprising the road and footpath as well as the foreshore of the western side of Lyne Park. The line across the harbour is drawn from the tip of Woollahra Point across to the southern side of Catalina's Restaurant.

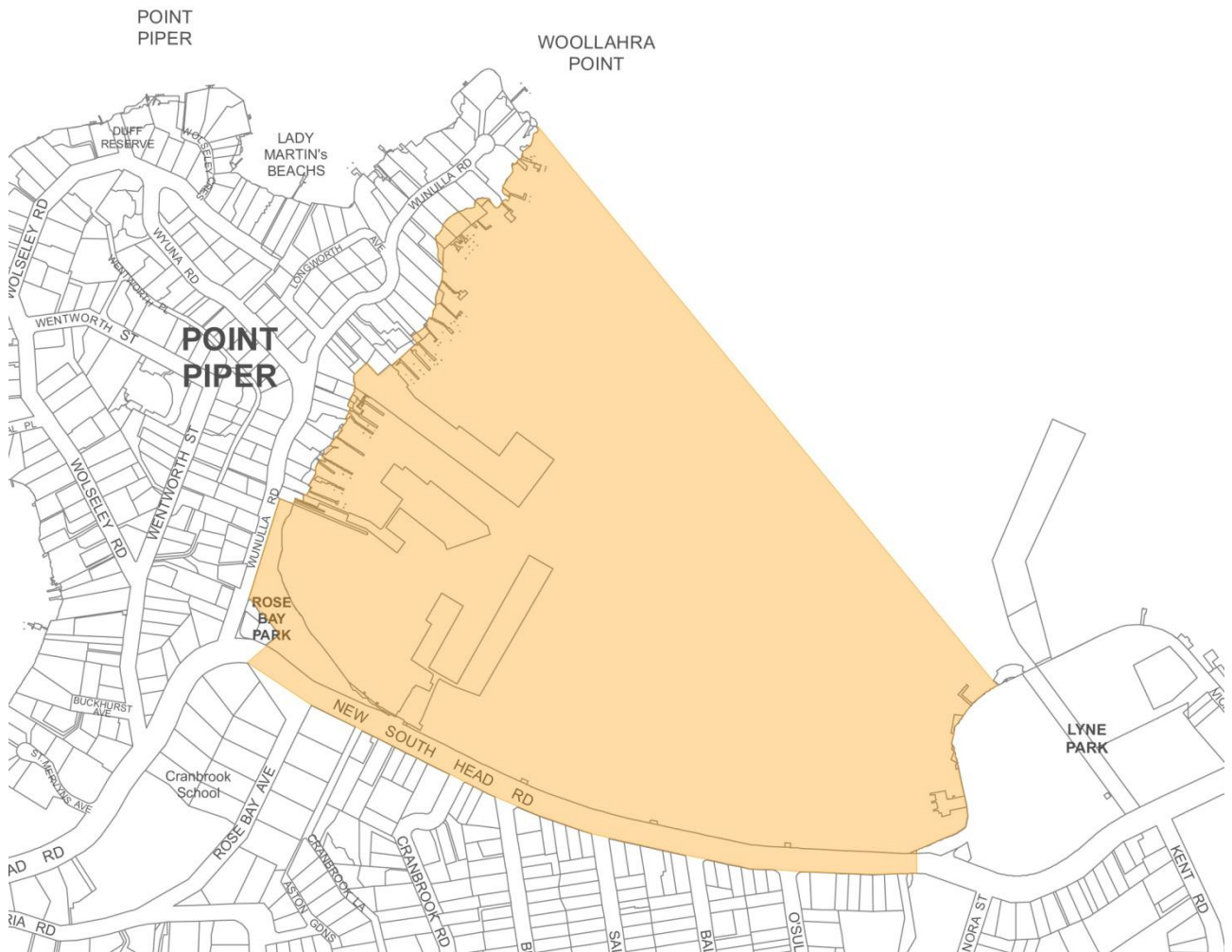


Figure 2. Curtilage Option 2



**Option 3** is an extended curtilage for the Rose Bay Promenade that incorporates the foreground and middle ground waters of Rose Bay. This option includes the area described for Options 1 and 2 but extends to the northern boundary from the headland at Neilson Park across to Point Piper and follows the foreshores of Rose Bay.

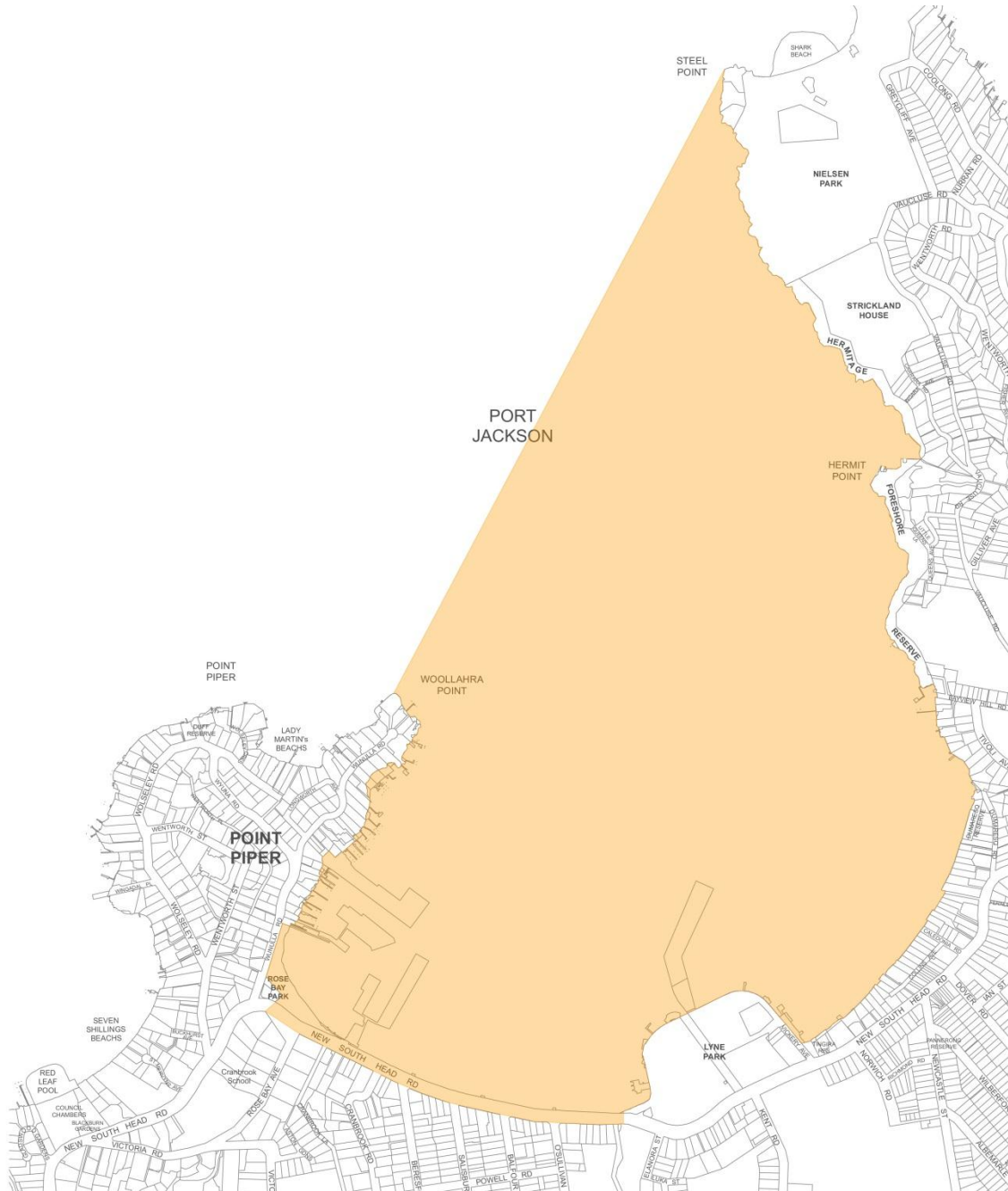


Figure 3. Recommended extended curtilage Option 3.

### **3.3 Recommended curtilage**

Option 3 is the preferred curtilage option (Figure 3).

This recommended curtilage includes the Rose Bay Promenade (seawall, balustrade, four sets of stairs, parking bays, light standards, avenue of Hill's Weeping Figs and the southern portion of New South Head Road comprising the road and footpath) and extends to the entrance to Lyne Park in the east and includes Rose Bay Park to the west. The northern boundary includes the waters of Rose Bay from the headland at Neilson Park across the bay to Woollahra Point.

The body of water included in the preferred curtilage (Option 3) has been identified for historic, aesthetic and social heritage values.

#### **Historic**

The balustrade and footpath/promenade were designed specifically to enhance enjoyment of Rose Bay and the harbour for motorists and pedestrians alike. Historically, expansive views across the water from the land were unobstructed. Components of the civic works were designed to optimise this view over the waters of Rose Bay. The concrete balustrade is intentionally low to allow motorists a view over it as they travel along New South Head Road or from the parking bays that form part of the scheme.

#### **Aesthetic**

Components of the Rose Bay Promenade have aesthetic significance as landmark streetscape elements which complement the natural beauty of Rose Bay. The unique integrated design provides pedestrians and motorists alike with an opportunity to experience and enjoy sweeping views of the waters of Rose Bay and beyond. The interface between the water and the foreshore zone and the experience of this was fundamental to the original scheme.

#### **Social**

The Rose Bay Promenade provides a rare opportunity for the public to experience Rose Bay and the harbour. Socially, the experience of the waters of Rose Bay from the Rose Bay Promenade is integral to its significance. This relationship between the large body of water and the Rose Bay Promenade has landmark qualities that is important to the community's sense of place and is highly esteemed by the community and visitors.

### **3.4 Implications**

Any major works proposed to items listed on the State Heritage Register require approval from the Heritage Council to ensure that the heritage significance of the item will not be adversely affected. The preferred extended curtilage shown in Option 3 incorporates existing structures and uses that are not associated with the Rose Bay Promenade that would require approvals for any new work.

There are numerous water-based structures that are located within the proposed curtilage. Many of these also have a land-based component. They include:

- Royal Motor Yacht Club of NSW Ltd: moorings, jetties and sheds
- Point Piper Anchorage: moorings, jetties and sheds
- Rose Bay Marina Pty Ltd: office, restaurant, moorings, jetties and sheds
- Rose Bay Ferry Wharf
- Catalina Rose Bay
- Sydney Harbour Sea Planes
- Cranbrook School rowing facilities
- Various private jetties

The *Heritage Act 1977* allows the Minister for the Environment, on the recommendation of the Heritage Council, to grant exemptions for certain activities which would otherwise require approval under the NSW Heritage Act. Standard exemptions or site specific exemptions are the two types of exemptions that can apply to items listed on the State Heritage Register.

Standard exemptions apply to all heritage items on the State Heritage Register and would apply to any structure located within the proposed curtilage, such as those listed above. Typical exemptions include maintenance and cleaning, minor repairs, painting, alterations to non-significant fabric and change of use.

The critical point to note regarding exemptions under the Heritage Act is that consent/ approvals are still required under any other act that applies to the site, such as the Environmental Planning and Assessment Act.

#### **4. Inventory sheet**

A draft heritage inventory sheet was previously prepared by the Council's Strategic Heritage Officer. The heritage assessment within the inventory sheet follows the guidelines set out in the NSW Heritage Council *Heritage Manual* and the NSW Heritage Office publication *Assessing Heritage Significance (2001)*. Previous work done by the National Trust and by Rod Howard Heritage Conservation has been used in the preparation of the draft heritage inventory sheet.

The draft heritage inventory sheet (**annexure 5**) and State Heritage Register Nomination Form have been revised to reflect the expanded curtilage and the setting of the promenade.

#### **5. Conclusion**

The Rose Bay Promenade and its Setting have been identified as having heritage significance at a state level for historic, historical association, aesthetic and social heritage values. The body of water shown in Option 3 (Figure 3) reflects historic, aesthetic and social criteria but does not satisfy inclusion guidelines for historical association.

The State Heritage Register nomination has been amended to include an extended curtilage that incorporates the extent of the beautification and road widening scheme (to the southern boundary of New South Head Road that includes the avenue of figs), Rose Bay Park and a body of water that has been identified as integral to the significance of the item.

It would be appropriate to submit an amended nomination to the Heritage Division of the Office of Environment and Heritage for inclusion of the item on the State Heritage Register.

Amelia Parkins  
Strategic Heritage Officer

Chris Bluett  
Manager Strategic Planning

#### **Annexures:**

- |            |   |
|------------|---|
| Annexure 1 | Report to Urban Planning Committee 11 March 2013                  |
| Annexure 2 | Letter from Heritage Branch dated 12 June 2013.                   |
| Annexure 3 | Letter from Heritage Branch dated 11 September 2013               |
| Annexure 4 | Rose Bay Promenade and its Setting Curtilage Study                |
| Annexure 5 | Amended draft Rose Bay Promenade amended heritage inventory sheet |

**Item No:** R3 Recommendation to Council  
**Subject:** **Delivering a Sustainable Future City Program – Report On Mayors’ Forum and USA Study Tour**  
**Author:** Director Planning and Development, Allan Coker  
**File No:** 1055.G  
**Reason for Report:** To report on the Mayors’ Forum and United States study tour undertaken April - June 2013 within the *Delivering a Sustainable Future City Program*.

**Recommendations:**

1. Council resolve to prepare a strategic action plan setting out strategies and actions for the 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, 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.

---

**1.0 Background**

I reported to the Urban Planning Committee on 25/3/13 on two programs which have the capacity to contribute significant expertise and funding to review our planning controls for Double Bay. A copy of this report is attached as **annexure 1**. These programs are:

**Stage 1:** *Delivering a Sustainable Future City Program* conducted through the United States Study Centre at the University of Sydney, and

**Stage 2:** The Planning Reform Fund

On 25/3/13, Council resolved:

- A. *That Council participate in the Delivering a Sustainable Future City program conducted by the United States Study Centre and Sydney University subject to the cost of participation by the Chair of the Double Bay Chamber of Commerce being sourced from Council’s existing allocation to the Chamber of Commerce and subject to the total additional costs to Council not exceeding \$10,000.*
- B. *That Council note that the Mayor has appointed the Deputy Mayor, Cr O’Regan, to participate in and lead the Woollahra delegation for the Delivering a Sustainable Future City program.*
- C. *That following the US study tour the Director of Planning and the Deputy Mayor present their learning experiences to Council.*

- D. *That following completion of stage 4 of the Delivering a Sustainable Future City program a report be presented to Council with recommendations on how Council may further assist to reactivate Double Bay as a vibrant and successful business and cultural precinct and how the learning experiences from the program may be applied to Rose Bay and other commercial centres within Woollahra.*
- E. *That if Council's submission for funding under the Planning Reform Fund is successful the General Manager be authorised to accept the funding offer and to enter into a Memorandum of Understanding between Council and the Department of Planning as required by the funding guidelines."*

This report responds to parts C and D of the above resolution.

## **2. Delivering a Sustainable Future City Program**

The *Delivering a Sustainable Future City Program* is a program run through the United States Study Centre at the University of Sydney with the support of the NSW Government. It is a program for city leaders to explore, discover and test innovative way to address the challenges they face in creating vibrant and sustainable urban precincts. The program comprised four stages:

### ***Stage 1 – Project Selection***

Projects are submitted, reviewed and selected to participate in the program. The six councils which participated and their respective projects are:

- Woollahra Municipal Council – Rejuvenating Double Bay
- Waverley Municipal Council – Revitalising Bondi Junction
- Botany Bay City Council – Wilson/Pemberton Street Urban Renewal Precinct and Banksmeadow Neighbourhood Centre rejuvenation
- Parramatta City Council – Planning for the future of Parramatta's CBD,
- Liverpool City Council – A masterplan for Liverpool's city centre
- Blacktown City Council – Planning for Blacktown's city centre

### ***Stage 2 – Mayor's forum in Sydney 4-6 April 2013***

This forum was led by experts in urban design and sustainable development from Australia and the United States. During three days workshops focused on the issues that each community brought for discussion and strategy formulation. Participants contributed to all projects thus generating ideas from within and outside of their precincts.

### ***Stage 3 – USA Study Tour 9-16 June 2013***

Representatives from each council participated in a 7 day study tour of the West Coast of the United States to examine outstanding examples of community sustainability and liveability transformations.

### ***Stage 4 – Project Review and evaluation***

Following the study tour, there was a review and evaluation of projects for implementation. This occurred at a luncheon held at NSW Trade and Investment on 26/9/13. At the luncheon each participant council provided an overview of their outcomes from the program and progress to date.

### **3. The Mayors' Forum**

#### **3.1 The Program**

The Mayors' forum was held at the US Studies Centre from 4-6 April. It was led by experts in urban design and sustainable development from both Australia and the United States. The forum brought together leading thinkers to develop innovative solutions for re-designing precincts so that they are great places to live and work, and so they can be made to be more sustainable in terms of their energy and water use. The Deputy Mayor, Cr Katherine O'Regan, the Director of Planning, Allan Coker and the Chair of the Double Bay Chamber of Commerce, Mr Greg Solomon, represented Woollahra at the forum.

The program for the Mayor's forum was:

#### ***Wednesday 3/4/13***

A welcome reception followed by a public talk, "*Reinventing Fire – A New Energy Future*" by Robert Hutchinson, Managing Director, Rocky Mountains Institute.

#### ***Thursday 4/4/13***

The program for day 1 of the forum comprised:

1. Presentations by:
  - Professor Ed Blakely, Project Director
  - Mr Robert Hutchinson, Managing Director, Rocky Mountains Institute
  - Associate Professor Rod Simpson
  - Mr Bruce Taper, Director of Kinesis.
2. An introduction and presentation of each project by the leader of each council team
3. Workshops to develop potential solutions for each project/precinct, and
4. Dinner round table and address by Mr Sean O'Toole, CEO Urban Growth NSW.

#### ***Friday 5/4/13***

1. Site tours (Green Square and South Paddington)
2. Roundtable lunch and presentations by:
  - Ms Siobhan Toohill, Head of Sustainability and Community, Westpac
  - Ms Rebecca Lehman, Transportation Planner, GTA Consultants
  - Mr Steward Lawler, Land Economist
  - Mr David Borger, Western Sydney Director of the Sydney Business Chamber
  - A former Warringah Shire Council Councillor.
3. Workshops to develop and refine the ideas from the day 1 workshops.

#### ***Saturday 6/4/13***

1. Presentations from each team on proposed strategies
2. Lunch, plenary session and wrap up.

### **3.2 *Introducing Double Bay (Mayors' Forum)***

In our presentation to the Mayor's Forum we provided information on its location, its area, its relationship to the CBD and Bondi Junction as well as some data on population, jobs and tenancy mix. We also identified a number of key sites which we think are crucial to its future. These included Kiaora Lands, the Cosmopolitan Centre, the Cross Street Car Park and the former Stamford Plaza Hotel.

We identified six (6) issues/questions which we wanted addressed:

1. How can we increase foot traffic and business transactions?
2. How can we develop the Double Bay brand and improve street appearance?
3. How can we reduce the number of vacant shops?
4. How can we maximise the benefits of the Kiaora Lands development?
5. Do we need to upscale the centre (to attract new high quality development)?
6. Should we work to establish a cinema complex?

We completed our presentation with the following statement:

***"We want a Double Bay which is vibrant and attractive and which offers a unique living, working and shopping experience."***

The *PowerPoint* presentation we used to introduce our project is attached as **annexure 2**.

### **3.3 *Key Strategies for Double Bay***

During two intensive workshops we developed, with the assistance of the forum's experts, a strategy for Double Bay which has the potential to deliver a more vibrant, successful and sustainable future. The strategy is based on a number of distinct elements:

#### ***Gateway***

This element is about giving Double Bay a much stronger sense of entry and departure by both road and by water. It involves redevelopment of corner sites at its gateway entrances on New South Head Road with new high quality corner buildings and public domain. It also involves improving the sense of arrival and departure from the ferry wharf at the northern end of Bay Street. This could be achieved by a distinctive ferry terminal and/or by public art installation at or near the wharf or along Bay Street.

#### ***An Arts and Culture Precinct***

This element is about building and expanding on what makes Double Bay distinctive. While it is known for its high end fashion and personal services and likes to portray a quality brand there is a strong view that Double Bay has the capacity to also build a strong reputation as a precinct which has much to offer in terms of arts and culture. This view is influenced by the fact that the hotel at 33 Cross Street will re-open as a premium brand hotel, that Council is developing a new state of the art library as part of the Kiaora Lands development, of the potential capacity for the Cross Street car park to accommodate a cinema complex and that there are already a number of art related businesses in the centre. The arts and cultural theme is also one that needs to be supported by an active food and beverage culture and night time economy.

### ***Street Activation***

Several locations were identified where an active alfresco dining culture should be encouraged. These include the mid sections of Cross Street, in front of and opposite the hotel and at the corner of Transvaal Ave and Cross Street. In the latter case some relatively minor design changes to the footway may be needed. In Knox Street an active precinct should be encouraged supporting the Cosmo café and DeeBees. Other laneway opportunities should be explored including the northern side of Kiaora Lane to complement a completed Kiaora Lands development.

### ***Connectivity and Movement***

This element is about maintaining and improving the centre as a place for people to move around on foot. This involves maintaining and improving the centre's intricate network of small lanes and pedestrian connections. As redevelopment occurs it will be necessary to ensure that these connections are maintained, improved and activated.

### ***Increase residential population***

This is about increasing the residential population within the commercial core of the centre to add life and vitality to the centre and provide for increased housing opportunities in an area which is serviced by a wide variety of retail, commercial and recreational opportunities. The experience of all experts at the forum was that successful centres rely on mixed use, i.e. retail, commercial and residential and that a larger captive residential population will result in additional foot traffic, more business transactions and a more lively and vibrant centre.

Three (3) potential development scenarios were modelled based on the concept of accommodating an additional 1,000 people within the centre. These scenarios were based on 200m<sup>2</sup>, 100m<sup>2</sup> and 50m<sup>2</sup> dwellings.

The following table illustrates the number of dwellings, additional floor space requirements and built form implications of each scenario.

<b>Dwg size (m<sup>2</sup>)</b>	<b>Add. Pop.</b>	<b>No. Dwgs.</b>	<b>Floor area (m<sup>2</sup>)</b>	<b>Addit. storeys</b>	<b>Persons/dwelling</b>
200	1,000	389	77,821	2.79	2.57
100	1,000	500	50,000	1.8	2
50	1,000	833	41,667	1.11	1.2

It is evident from the above that a strategy which is based on 50m<sup>2</sup> dwellings has the least built form impacts and can probably be achieved without having to significantly change existing height and envelope controls. The 50m<sup>2</sup> scenario is also more likely to attract a younger demographic. This model is based on providing car share rather than private off-street parking and will require changes to Council's parking requirements.

Further economic modelling and testing will be required to confirm the market feasibility of this scenario.



### *Focus on Sustainability*

The sustainability outcomes of the above scenarios were modelled using a Kinesis sustainability modelling tool. The energy (greenhouse gas emissions), water, transport and household operating costs of the 50m<sup>2</sup> scenario were calculated and compared to a model based on business as usual. In each case the figures compare consumption or cost with the metropolitan average. The following table provides a summary of the results:

Dwg size (m <sup>2</sup> )	Energy Tonnes CO2/year	Water (ML/year)	Transport (veh. Kms. Travelled/day)	Operating Costs
Business as usual	<10%	<52%	>19%	>44%
50m <sup>2</sup>	<22%	<56%	<51%	<66%

This initial modelling indicates that a model based on 50m<sup>2</sup> apartments will result in superior outcomes from a sustainability perspective compared to a business as usual scenario. In summary, it results in 10% less energy use, 5% less water use, 70% less car use (based on a 20% take up of car share) and a savings of \$18,000 in operating costs per household. An important element of this model is that it is not based on a private vehicle transport. It is based on the concept of small apartments located in a village which provides a wide range of retail, commercial and personal services where people can walk for shopping and leisure and which is relatively well serviced by public transport. This model anticipates that private transport needs will be largely accommodated by providing for car share.

### *Kiaora Lands*

The Council's investment in the Kiaora Lands development was seen as an extremely positive project for Double Bay. To gain the greatest benefit from this project Council needs to ensure that the new library supports the arts and culture concept by providing a wide range of programs and activities commensurate with a 21<sup>st</sup> century library. There was also a strong view that the council should take a strong hands-on approach to work with the property owners on the north side of Kiaora Lane to reconfigure these properties with active frontages to the new lane. This is an approach which will require changes to the Double Bay DCP. This is because the current envelopes for Kiaora Lane do not envisage that the laneway will be reconfigured as a shared zone serving a major new retail development. The activation of the northern frontages to Kiaora Lane is now a high priority since construction of the Kiaora Lands scheme has commenced.

### *A new cinema for Double Bay*

The forum did not specifically examine the merit of a new cinema complex in Double Bay but expert opinion strongly supported the concept. This is because cinemas have the potential to attract large numbers of people and generally have positive flow on economic impacts to the precincts in which they are located. A cinema complex is likely to strongly support the arts and culture concept and drive a more vibrant night time economy.

The *PowerPoint* presentation we made on the final day of the forum is attached as **annexure 3**.

A presentation panel illustrating the above strategies and presented at the luncheon on 26/9/13 is attached as **annexure 4**.

#### 4. The US Study Tour

Stage 3 of the *Delivering a Sustainable Future City Program* involved a study tour to the United States where we met with city leaders and examined outstanding examples of sustainability and liveability transformations. The study tour took place from Sunday 9/6/13 to Saturday 15/6/13. The Deputy Mayor, Director of Planning and the former chair of the Double Bay Chamber of Commerce, Mr Lesli Berger attended the study tour.

##### 4.1 Tour Itinerary

The study tour visited three regions in the USA, these being Los Angeles in the State of California, Portland in the State of Oregon, and Denver, Boulder and Fort Collins in the State of Colorado. The following table provides an outline of the tour itinerary:

Date/City	Location	Activity
<b>Sunday 9/6/13 Los Angeles</b>	Downtown	Walking tour of revitalised downtown LA
	Arts District	Tour examining changing land use and revitalisation
	Union Station	Tour examining role of station as major transport hub
	Pasadena Mission Meridan Village	Tour of award winning new urbanist village
	Del Mar Station Old Pasadena	Transit Oriented Development and revitalisation of old town Pasadena
<b>Monday 10/6/13 Los Angeles</b>	LA Historic Park and Metabolic Studio	Presentation on history and design development of a new city park and visit to a studio of creative spaces
	Vista Hermosa Park	Visit to a new urban park at the western gateway to Downtown LA
	Sun Valley	Examination of a sustainable catchment management project in an area subject to chronic flooding
	Santa Monica	Visit to Natural Resource Defence Council Building
	Santa Monica	Visit to 3 <sup>rd</sup> Street Promenade, a vibrant city mall
	Santa Monica	Presentation on Sustainability Program
	Santa Monica	Visit to urban runoff water recycling facility
	Beverly Hills	Visit to the up market Rodeo Drive shopping precinct
<b>Tuesday 11/6/13 Portland</b>	Downtown	Self-guided walking tour
	Pearl District and Oregon Health and Science University	Guided walking tour of former industrial area now transformed into a vibrant mixed use precinct
	Portland Cultural Centre	Presentation by former Mayor Sam Adams
	Portland	Group dinner with city officials
<b>Wednesday 12/6/13 Portland/Hillsboro</b>	Hillsboro City Council	Presentation on Hillsboro City Plan
	Orenco Station	Walking tour and presentation on new urbanist mixed use neighbourhood
<b>Thursday 13/6/13 Denver</b>	Downtown	Walking tour of revitalised downtown
	Union Station Project	Presentation on integrated Denver Union Station Project
	Downtown	Colorado National Bank adaptive re-use project
	Downtown	Presentations by Denver Downtown Partnership
<b>Friday 14/6/13 Boulder and Fort Collins</b>	Boulder mall and downtown	Walking tour of revitalised downtown Boulder
	Boulder Dushanbe Tea House	Visit and presentations on Boulder Sister City project
	Boulder Centre for ReSource Conservation	Visit to facility which recycles household goods
	Boulder County Recycling Centre	Visit to facility which recycles glass, plastics and paper
	CHaRM Centre Boulder	Visit to facility which recycles hard to recycle materials
	Fort Collins	Presentation on Fort Collins's planning and sustainability strategies

	Colorado State University Engines and Energy Laboratory, Fort Collins	Tour of an innovative laboratory which is developing technology to reduce emissions and improve diesel engine performance.
<b>Saturday 15/6/13 Denver</b>	Denver	Team de-brief and summaries

**Annexure 5** contains more detailed descriptions and summaries of each day of the US study tour.

#### **4.2 Learning experiences**

Part C of Council's resolution of 25/3/13 requires that we present to Council our learning experiences from the study tour. Since the tour covered a wide range of issues learning experiences are grouped under the following headings:

- Downtown revitalisations
- Successful malls
- Transit orientated development
- New Urban Parks
- Recycling
- Water Management
- Green buildings
- Planning for Sustainability

##### **4.2.1 Downtown Revitalisations**

US cities have historically been modelled on private transport, roads and freeways to move people around. This resulted in large areas of many cities being allocated to the needs of the private motor car, with large parking areas and massive freeway construction. Large out of town malls, surrounded by large car parks also provided a new convenient shopping model. However, this planning model resulted in downtown areas which were abandoned at night, which lacked street life, which became blighted by graffiti and which had high crime rates. Downtowns became places to avoid rather than places to be.

However, over the past decades many cities in the US have worked hard to reverse these trends. Our visits to Los Angeles, Portland, Denver, Boulder and Fort Collins showcased examples where downtowns had been revitalised and where they were now places to be rather than places to avoid. These transformations did not occur by chance. They were the result of deliberate policies and were driven by strong political leadership. There were a number of common themes which were evident in these transformations:

- Cities developed a new vision and planned and allocated resources to make it happen
- The visioning, planning and implementation were driven by strong political leadership
- Cities invested in public infrastructure such as city transit, urban parks, cultural, sporting and administrative facilities
- Urban spaces were transformed as places for people and for social interaction
- Planning policies encouraged mixed land use and captive residential populations to create mixed living and working environments
- Business organisations supported by city governments provided integrated management, marketing and maintenance of downtown precincts (the Business Improvement District model)

- Programs were introduced to provide a rich variety of entertainment, social and cultural activities
- Cities engaged in partnerships with the private sector to achieve the redevelopment of important sites which had the capacity to deliver desired outcomes, such as new public domain space, new residential accommodation and active street frontages
- Parking strategies were introduced to make parking more convenient but not free.

#### ***4.2.2 Successful Malls***

A number of cities closed key streets to traffic and established pedestrian malls in their downtown precincts. The study tour visited Santa Monica 3<sup>rd</sup> Street Promenade, Rodeo Drive Beverley Hills, Denver 16<sup>th</sup> Street Mall and Boulder Mall. Each of these examples is immaculate in every detail. They have well maintained shop fronts, high quality window and merchandise displays, high quality public domain including paving, street lights, seats and landscaping. Each of these examples is also managed through a Business Improvement District (BID) which is responsible for integrated management, marketing and maintenance. The success of these malls is also dependant on the provision of a rolling program of street entertainment, busking or themed festivals to establish a point of difference and ensure that there is a vibrant social and cultural life within each mall.

#### ***4.2.3 Transit Orientated Development***

The study tour visited several transit orientated developments on the light rail gold line to Pasadena Los Angeles. These included the low density Mission Meridian Village at South Pasadena and a high density residential development at Del Mar station. Details of these projects are contained in the Day 1 Tour Summary.

The key lesson drawn from these examples is that public investment in transit will generate significant private sector development and economic growth along transit routes. In both cases development closely followed the establishment of the light rail line and was seen as a key attractor to future occupiers since the light rail provided convenient access to the city centre. It was also interesting to note that residential apartments in transit oriented developments achieved a 20%-30% better value retention during the GFC than other apartment projects without transit.

#### ***4.2.4 New Urban Parks***

The study tour visited two new urban parks in Los Angeles; the new Los Angeles Grand Park and Vista Hermosa Park. Details are contained in the Day 1 and Day 2 summaries. While the character of these parks is quite different they both played an important role in bringing nature into the city, providing for urban reforestation and bio-diversity and providing space for recreational, social and environmental purposes.

In both cases the design of these parks was undertaken with considerable community consultation. Following construction a wide range of community programs including events, festivals and even overnight camping (in Vista Hermosa) are conducted and draw many people to the parks.

New urban parks were shown to have an important role in providing for traditional recreational activities but also to increase community appreciation of nature which surrounds the city.

#### ***4.2.5 Recycling Projects***

The study tour visited an urban water recycling facility in Santa Monica and three recycling centres in Boulder. Details of the Santa Monica Urban Runoff Recycling Facility are contained in the Day 2 Summary. Details of the Boulder recycling facilities are found in the Day 6 summary.

The Santa Monica facility demonstrated that cities generate large volumes of polluted water during dry periods from activities such as watering gardens, hoses and car washing, etc. The facility collected and treated this water so that it did not discharge into Santa Monica Bay. The facility played an important role in keeping the bay clean and attractive. From the information which was provided it was difficult to discern the cost effectiveness of the facility and whether or not facilities of this kind should have a wider application. It did, however, demonstrate how public art could be incorporated into the design and how the facility is being used to raise public awareness of the implications of discharging water and pollutants into the stormwater system.

The Boulder Centre for Resource Conservation is a recycling centre for building materials and household goods. It also provided comprehensive advice services about recycling and reuse to those involved in building demolition. This centre demonstrated how household goods can be recycled on a commercial basis and how such a facility can also fulfil an important social function by providing meaningful employment to young people who have been involved in crime.

The Boulder County Recycling Centre prepares over 45,000 tons of materials such as paper, glass, aluminium and plastics for shipment to recycling mills each year. As a centre which accepts single stream recyclable materials it appeared that much of its activities were directed to separating materials into various streams prior to dispatch. Management of the facility indicated that it was very hard to encourage recycling when the alternative was so cheap; \$20 per ton to dispose of waste to landfill. This compares with prices between \$200 to \$300 per ton in Sydney. Having regard to these substantial differences in the cost of landfill disposal it is likely that Sydney is achieving much higher recycling rates than Boulder.<sup>4</sup> Nevertheless this centre demonstrated a commendable approach to recycling particularly with its excellent public education program, and static displays.

The City of Boulder Hard to Recycle Centre collects materials and goods which have been traditionally very hard to recycle. These include, electronics, plastic bags, styrofoam, printer cartridges, cables, wires, bubble wrap, books and manuals, mobile phones, shoes, cooking oils, small scrap metals, fire extinguishers, bike tyres, tubes, bicycles and durable plastics. This facility has an ambitious program to move the City of Boulder to a global model for waste reduction and recycling zero waste system. In 2010 the city recycled and composted 46% of its waste and has as an aim to increase this to 85% by 2017.

Our visits to these centres demonstrated that it is now possible to recycle most materials but that recycling rates will depend on a number of factors including the cost and convenience of the service compared to the cost of traditional disposal, community attitudes as well as the development of new technologies and options for the recycling of difficult to recycle products.

---

<sup>4</sup> Woollahra Council in 2012 achieved 51% waste diversion from landfill. Our target is to increase this to 66% by 2014.

#### ***4.2.6 Water Management***

The tour visited the LA Sun Valley Water Management Project in Los Angeles. Details of this project are contained in the Day 2 notes. This project demonstrated how a neighbourhood, subject to chronic flooding, could be retrofitted to mitigate flooding without piping flood waters further downstream. In this case a complete 'green street' approach was adopted using sustainable methods such as street infiltration, open bottom catch basins, bio-swales, rain barrels, permeable pavers and climate appropriate landscapes to dissipate flood water and replenish ground water supplies. This project was conducted as a research project and will determine the ongoing feasibility of decentralised infiltration and groundwater recharge compared to traditional engineering solutions. Figures provided indicated that the cost of this project was \$200m and the benefits were \$300m. However, it was unclear how these costs and benefits were calculated. Until this research is completed and published it will not be possible to determine the relative cost benefit of this project.

#### ***4.2.7 Green Buildings***

The tour visited the building occupied by the Santa Monica Natural Resource Defence Council as an example of exemplary sustainable building design. Details are contained in the Day 2 notes. The sustainable features of this building include an interior layout making use of natural light and ventilation, its use of more sustainable materials such as hardiplank, water recycling, solar PV power generation and native landscaping. It was difficult to compare this building with similar examples in Australia or even with our own building at Redleaf which incorporates similar sustainable design features and innovations.

#### ***4.2.8 Planning for Sustainability***

The tour visited a number of cities which had integrated sustainability as a core element of their future vision and planning. These included Santa Monica (day 2 notes), Portland (day 3 notes) and Hillsboro (day 4 notes).

While there were differences in the sustainability plans of these cities there were common themes. The plans for all of these cities included goals and actions relating to:

- Prosperity and economic development
- Community/neighbourhood health and safety
- Protection of the environment
- Decreasing the consumption of non-renewable resources

To varying degrees sustainability plans also included goals and actions relating to:

- Transportation (maximising mobility while reducing car traffic)
- Encouraging mixed land use in downtown precincts
- Developing parks and gardens as integrated systems which bring nature into the city
- Community education and participation (engaging people in community affairs)
- Human Dignity (adequate housing, health care, education and employment)
- Arts and culture (integrating arts and culture into planning)

Sustainability plans were seen as the central document which informed decisions about planning and resource allocation. They applied across all city areas and departments, they all contained clear goals and actions and they all determined a default position for business as usual.

The *Woollahra Sustainability Action Plan* was adopted by Council on 9 September 2013. It is our first plan and focusses on five (5) priority areas.

1. Energy and Emissions
2. Water
3. Biodiversity
4. Waste
5. Transport

The plan was informed by a number of documents and studies, including:

- Carbon Reduction Strategy and Action Plan 2010-2015
- Climate Change Risk Assessment – Adaptation Report
- Water Savings Action Plan
- Energy Savings Action Plan
- Energy Performance Contract Report
- Sustainable Procurement Action Plan
- Biodiversity Action Plan (draft)
- Sustainable Fleet Action Plan
- Woollahra Bike Strategy 2009
- Woollahra Events Policy.

The *Woollahra Sustainability Action Plan* is the culmination of a lot of work which has been carried out over several years. The plan contains environmental targets for all of the priority areas referred to above. Future annual reporting will be against these targets so that the Council will be able to determine how it is progressing and the extent to which it is achieving sustainability goals. It is intended that the Sustainability Action Plan will inform the Council's annual and four yearly strategic planning process, i.e. the development and review of Woollahra 2025, our Resourcing Strategy, our Annual Report, our community engagement and our four (4) year Delivery Program and one (1) year Operational Plan. Page 9 of the plan correlates the actions in the Sustainability Action Plan with those in Woollahra 2025. Woollahra 2025, in turn, informs the preparation of our Delivery Program and Operational Plan. This approach is consistent with best practice.

Actions are currently underway to give the *Woollahra Sustainability Action Plan* a much greater focus on our website, to better inform staff about the way it guides Council in conducting its business and of its relevance to every work area.

## **5. Lessons for Woollahra – Five (5) Key Insights**

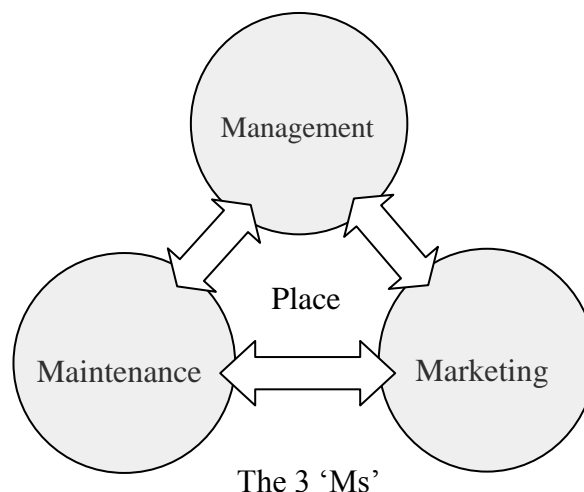
There are five key insights which must be considered in any strategy to bring about changes in the character and functioning of our towns and cities. These are:

1. Governance
2. Finance
3. Community Engagement
4. Strategy and Planning
5. Urban Renewal

## 5.1 Governance

Governance is about how an organisation conducts its business and of the processes it adopts in relation to leadership and decision making. Governance structures need to be designed so that they are appropriate to the powers and resources of an organisation and of the kind of business or services it provides. Common across all US examples of downtown revitalisations were governance structures which supported integrated **Management**, **Marketing** and **Maintenance**; the three Ms. In all the cities we visited governance of downtown precincts was undertaken by Business Improvement Districts (BIDs) with the support of city governments. These organisations are typically funded from a variety of sources, including sponsorships and contributions, festivals and events, contracts for cleaning and maintenance, mandatory membership fees/taxes and earned revenue.<sup>5</sup> City governments therefore do not have a direct hands-on role in the day to day management of business precincts. These arrangements reflect different legislation, rating and taxation arrangements from those which exist in Australia but the lesson remains the same; successful precincts require integrated Management, Marketing and Maintenance.

As indicated in the report to the Corporate and Works Committee on 6/8/13, these three principles are interrelated, and each should have an equal weight in terms of influencing a successful model for a retail centre. It is the retail centre or place which is at the core of the model.



**Management:** A group responsible for running the centre management function and for developing a strategic business plan setting out priorities and actions for the centre

**Marketing:** This is about 'branding' the centre and includes advertising, promotions, events, and attracting high quality retailers. It is also about encouraging landowners and retailers to take pride and ownership of the centre, to ensure that buildings are well presented and that shop fronts and window displays are of a high quality.

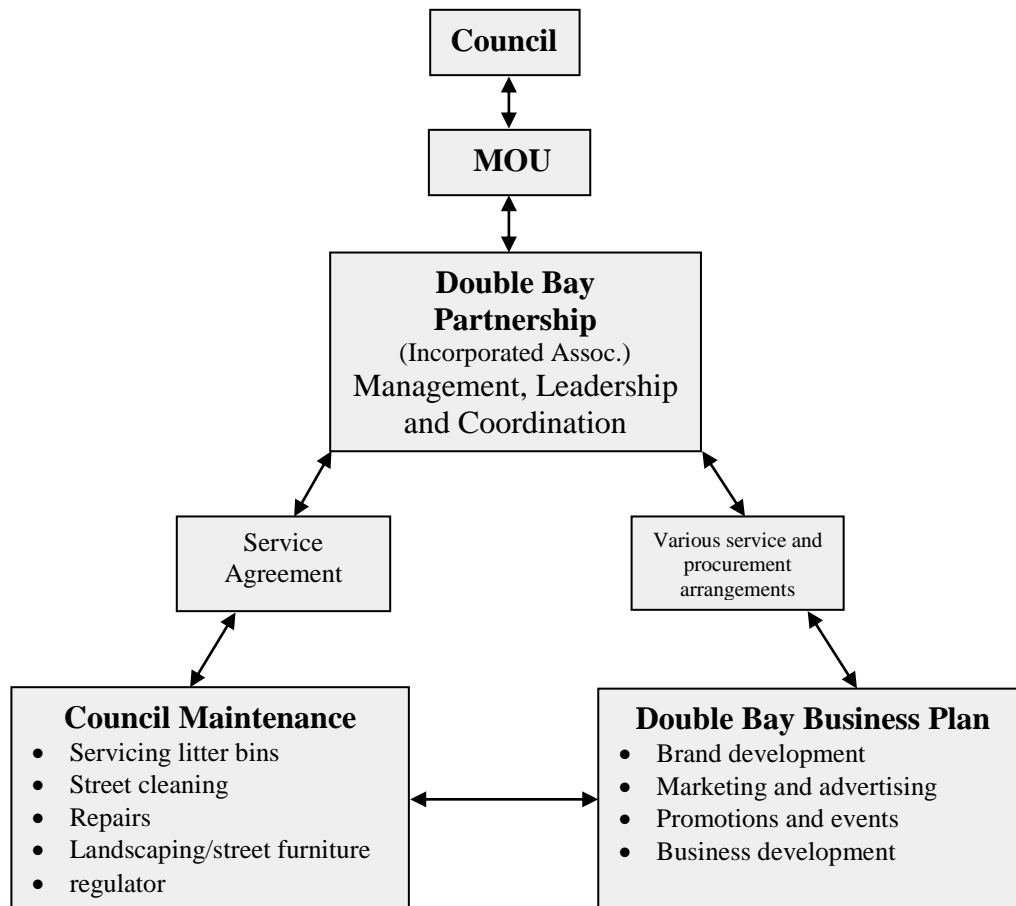
**Maintenance:** This is not limited to cleaning but also to other essential services such as prompt responses to repairs, light bulb replacement and small scale construction work. The streets and public spaces within business centres must be kept clean and attractive so that visitors will be left with a positive impression.

<sup>5</sup> The Downtown Denver Partnership had a budget in 2012 of \$9.3m.



Business precinct management requires a co-ordinated and pro-active program for the management and operation of retail centres. Successful precinct management is dependent on joint partnerships between the public and private sectors and brings together a wide range of business, community and public authority interests to work collaboratively to achieve common objectives. Precinct management is also based on the concept of place making. It is the mechanism which brings together integrated management, marketing and maintenance.

The management model adopted for Double Bay was built on this concept, as illustrated in the following diagram:



The governance model for the Double Bay Partnership therefore contains the essential elements required for successful centre management. However, the capacity of the organisation was limited due to the original funding model which required the organisation to spend much of its time on fund raising. The funding model was changed in 2011 but the capacity of the organisation is limited having regard to the fact that it operates with a part time events co-ordinator who works only three days per week supported by a volunteer Board. The organisation operates largely on the goodwill of the volunteers who give their time freely. It contracts services which are required to conduct its programs but has no professional staff with expertise in precinct management to guide the preparation of its business plans and the delivery of its services. The operation of the Partnership is currently supported by the Director of Planning with some assistance from the Executive Planner.

The original model envisaged that the organisation would focus attention on the following four (4) key focus areas:

<b>Focus Area 1 Management, Leadership and Co-ordination</b>	<b>Focus Area 2. Brand Development, Marketing and Advertising</b>	<b>Focus Area 3. Promotions and Events</b>	<b>Focus Area 4. Attract, Retain and Improve Business</b>
Aim:  Growing the capacity of the organisation to provide effective leadership through robust planning, the delivery of valued programs and effective communication	Aim:  Raise the profile of Double Bay as a premier retail destination	Aim:  Undertake promotions and events that attract people to Double Bay	Aim:  To strengthen the capacity of Double Bay businesses.

There is a fifth focus area, Centre Beautification, to foster improved amenity within the physical environment, but this is Council's responsibility.

However, the current organisation, now operating as the Double Bay Chamber of Commerce, has directed its resources primarily to focus area 3 rather than to a broadly based centre management program with a program of activities across its four key focus areas. This reflects the priorities of the existing board and of the limited resources it has. Ideally, a centre like Double Bay should have an equal focus on its brand development and on attracting, retaining and improving business.

While the current structural arrangements of the Partnership remain sound there is a strong case to examine ways of increasing the capacity of the Partnership to run a more broadly based program across all key focus areas. This could be achieved in a number of ways, including:

- Increasing Council's financial contribution to enable the organisation to employ or contract professional staff to prepare its business plan and to undertake a broader range of activities
- Increasing or redirecting Council resources to improve its capacity to provide in kind support services to the Partnership
- Establishing a working party to guide implementation of the planning strategies which have emerged from our participation in the *Delivering a Sustainable Future City program*.

These options will need to be considered as part of Council's overall budgeting and resource allocation process. This is because it may be necessary to achieve savings elsewhere if it wants to direct additional financial and/or staff resources to the revitalisation of business precincts.

Implementation of stage 2 of the Double Bay Program is based on funding for which we have applied under the Planning Reform Fund Round 8. Our Planning Reform Funding application sought \$125,000 to implement the recommendations arising from the Mayor's Forum and US Studies tour. Regrettably, we are still awaiting an announcement from the Department of Planning and Infrastructure on the outcome of applications made under round 8 of this program. Nevertheless, we remain optimistic that our application will be successful.

Irrespective of the outcome of our application under the Planning Reform Fund there will be a need to translate the ideas from the Mayors' forum into a strategic action plan and that process should be driven and guided by a working party comprising of Councillors and stakeholders, including Professor Ed Blakely. It is likely that the strategic action plan will need to include provision for:

- Economic and feasibility modelling of the proposed 50m<sup>2</sup> apartment model
- Consultation with land owners in relation to potential upgrading and redevelopment opportunities

- A more broadly based program covering all focus areas in the Double Bay Partnership business plan
- A new urban design plan for Kiaora Lane, to encourage new shopfronts to the lane
- Potential changes to WLEP 1995 or WLEP 2013 if FSR and/or height changes are required
- Revision and update of the Double Bay DCP, including a new three dimensional control model to regulate built form.

The establishment of a working party will bring in additional expert resources and provide a more robust decision making process and governance structure to guide and lead the preparation of a comprehensive planning strategy for Double Bay. This strategy will be focussed on achieving the potential outcomes arising from our participation in the *Delivering a Sustainable Future City Program*. See recommendation 2.

## 5.2 Finance

All US examples of substantial precinct transformations were dependant to varying degrees on Council/City investment in public infrastructure. This included infrastructure which is provided in Australia by State governments such as public transport, police and public hospitals. But infrastructure also includes facilities which, in the Australian context, are provided by local government. This includes investment in public parks, public spaces, bikeways, footpaths, public art as well as arts and community facilities. All of these are important in making business precincts appealing as places to conduct business, as places to live and work and as places to visit.

It is very pleasing to note that Woollahra has been making this kind of investment in Double Bay. Over recent years it has:

- Maintained the public domain to a high standard
- Renewed footpaths with high quality granite pavers
- Replaced electricity poles in New South Head Road with new smart poles
- Introduced a banner program to New South Head Road
- Provided improved levels of maintenance through a Business Centre team.

However, the most important financial commitment is to the Kiaora Lands development, a new shopping complex of 19,000m<sup>2</sup> containing a new supermarket, grocer, liquor store, commercial office space, specialty shops, a new public plaza and new 21<sup>st</sup> century library. This investment will have positive flow on effects to businesses in Double Bay for years to come.

US examples also demonstrated how public benefits can be achieved by private sector investment where cities had a clear vision of the kind of development they wanted and of the kind of public benefits. For example, in Portland's Pearl District, the city took a leadership role in buying up brownfields land, cleaning it up and then packaging the land for sale but subject to strict agreements about the provision of public infrastructure. In this case public access and dedication of land along the riverfront as well as connections to the street car network were required and were achieved. This is similar to the approach being taken by Urban Growth NSW and the re-development of the Green Square precinct.

There is limited potential for Council to acquire and package land for sale in Double Bay but future planning controls may be written in a manner which offers developers incentives for providing the public outcomes we want. For example, it may be possible to provide bonus floor space if buildings are designed in a particular manner or if high quality public spaces are provided. The US model also suggests that Council could be much more proactive in working directly with landowners to achieve outcomes which are mutually beneficial, such as the redevelopment of corner sites with high quality 'bookend' type buildings. This will involve working closely with landowners to better understand the feasibility of redevelopment and crafting controls which will result in outcomes which are economically viable and which will result in new high quality development consistent with our planning objectives.

The financing of not for profit business organisations is also important. The US taxation and legislative context is different so the financing of Business Improvement Districts (BIDs) is very different to the way we finance like organisations in Australia. BIDs operate in a much more independent manner with power to apply mandatory membership fees. They also have contracts with city governments for the provision of cleaning and maintenance services. However, these not for profit organisations are also very good in raising their own income. The following is the breakup of income from the Denver Downtown Partnership.

<b>Denver Downtown Partnership Income 2012</b>	<b>Amount (\$k)</b>	<b>% total income</b>
Sponsorships and Contributions	\$1.9m	20%
In-kind sponsorships	\$500k	5%
Festivals and Events	\$3.1m	33%
Contracts (cleaning and maintenance)	\$2m	22%
Membership Fees	\$1m	11%
Earned revenue	\$300k	3%
Interest	\$25k	3%
Other	\$25k	3%
Total	\$9.3m	100%

It will be noted from the above that the majority of its revenue is self-generated through festivals and events, sponsorships and other revenue. This includes major corporate sponsors such as Denver International Airport, Anadarka Petroleum and the beer company, Molson Coors. Only 11% of revenue, or \$1m per annum, is generated by membership fees.

The above revenue streams relate to an organisation which is responsible for the downtown area of 120 blocks within the largest city in the State of Colorado. The scale of this organisation is not comparable to the Double Bay Partnership and it is unlikely that the Partnership could achieve a similar apportionment of income from voluntary means. Nevertheless, it suggests that the Double Bay Partnership should also focus on developing a program of activities which has the capacity to generate revenue and which will enable it to operate with less financial dependence on Council.

### ***5.3 Community Engagement***

US cities demonstrated a strong commitment to community engagement in developing their strategic vision, in developing their sustainability plans and in developing their revitalisation strategies for downtown precincts. Engagement occurred at both regional and local levels. At a regional level Mayors met regularly to discuss issues of interest and worked collaboratively together where there were mutual areas of interest, e.g. in attracting federal funding for regional projects.

At the local level community engagement has been embedded as something which is essential to bring the community on the journey and to ensure that plans and projects meet community aspirations. We also saw how community engagement can extend beyond the planning and construction phases of projects as an on-going process to engage the community in the ongoing use and enjoyment of new facilities. An excellent example was Vista Hermosa Park in Los Angeles. Not only was the community engaged in making decisions about the design of the park, about how much should be used for active and passive uses there has also been an ongoing engagement with a rich variety of educational and recreational programs. These programs have been very successful in increasing visitation and raising community awareness of the nature in the Santa Monica mountains which surround the city.

Other lessons in community engagement are:

- There is a need to engage at the visioning stage because the community will not come on the journey if they don't support the vision
- Engagement can provide a mechanism to provide feedback on progress
- It is important to engage with people who have an historical connection with the place
- It is important to engage with relevant not for profit organisations which will have an interest in the outcome
- Communications should be across multiple channels
- Sister City programs have the potential to foster new relationships and programs between peoples of different cultures.

#### **5.4 Strategy and Planning**

All of the US cities which had revitalised their downtown precincts did so by developing strategies and plans to transform their vision into reality. These plans were long term. They set out strategies and actions, including responsibilities and timeframes. The lesson learned is that if we want to revitalise our business precincts we need a strategic action plan to do it. The plan needs to set out our vision, supported by strategies and actions and we need to bring the community on the journey with us.

While we have our LEP and the 2002 Double Bay DCP these are the statutory documents which guide and control future development. They are important components of a plan but do not deal with the wide range of issues which will need to be addressed. The recently released *Retail Action Plan, Draft July 2013* published by the City of Sydney provides a good model for Double Bay. The City Plan is focussed on creating great experiences, building the capacity and resilience of main streets and retail precincts, removing barriers to business growth and engaging with retailers. The plan then sets out in a tabulated format, what we will do, how we will do it, who are the partners we need to make it happen and when we will do it. The plan also includes performance measures and baseline data to track progress.<sup>6</sup>

---

<sup>6</sup> The City of Sydney *Retail Action Plan* can be accessed at:  
[http://www.cityofsydney.nsw.gov.au/\\_\\_data/assets/pdf\\_file/0019/150175/Draft-Retail-Action-Plan.pdf](http://www.cityofsydney.nsw.gov.au/__data/assets/pdf_file/0019/150175/Draft-Retail-Action-Plan.pdf)

Section 3 of this report provides a potential blueprint for the revitalisation of Double Bay. However, before we can proceed to implementation there will be a need to test some of the underlying economic assumptions about the viability of the 50m<sup>2</sup> apartment model, including consultation with land owners. Arising from this process there may be a need to review FSR and height controls within our planning instruments. These and other actions which arose from the Mayors' forum will need to be included in a strategic action plan. This plan can then be used to inform the preparation of our Delivery Program and Operational Plan so that appropriate resources can be allocated to make it happen.

It is also apparent that in the US some cities are moving away from highly legalistic plans to plans which articulate their vision in simple plain English language supplemented by diagrams and graphics. This is the model which has been adopted by the City of Denver and it is called 'form' zoning. This approach will be difficult to achieve in NSW because of the existence of the mandated standard instrument LEP. However, the same restrictions do not apply to DCPs. For this reason future DCPs should express what we want in simple language using diagrams and graphics to illustrate the outcomes we want.

Recommendations 1-3 of this report relate to the preparation of a strategic action plan for the revitalisation of Double Bay. This plan will need to include goals and actions relating to:

- Testing and implementing the strategies arising from the Mayors' forum
- developing Double Bay as more than a retail centre, i.e. as a place for socialisation, recreation, entertainment and enjoyment
- Increasing tourist visitation
- Increasing the capacity of the Chamber of Commerce
- Improving the quality of the retail offer
- Improving the ambience of the public domain
- Streamlining approvals for footway dining and changes of use
- Improving way-finding and parking convenience
- Obtaining baseline data to track progress.

## 5.5 *Urban Renewal*

*“Shared and public spaces are vital ingredients of town centres and high streets. These spaces are what knit a place together, and are often under-used, becoming simple thoroughfares. Creative thinking is needed so **these spaces can become the focal point for the social interaction** that is the epitome of the high street experience – an area that is enjoyed by all members of the local community.”*

*“Town centres and high streets have buildings and roads, but the spaces in-between are what hold them together as a place – the open spaces, streets, squares, green spaces and the network of pavements and pedestrian thoroughfares that knit them together. All too often, these spaces are used as no more than that – thoroughfares – and we start to forget that they can be so much more.”<sup>7</sup>*

---

<sup>7</sup> Foreword to *Re-imagining Urban Spaces to Help Revitalise our High Streets*, report by Department of Communities and Local Government, UK, July 2012

It was evident from the US examples that successful revitalisations also depend on creating places that are attractive and appealing and which provide opportunities for social interaction. In all cases city governments have invested in the quality of the public domain, in quality pavements, in attractive street lighting, quality street furniture, attractive signage, in public art and in public areas and parks where people can mingle and enjoy. It was also apparent that the civic pride engendered by quality public space translated to very high levels of presentation and maintenance of the private domain, i.e. building facades, shopfronts, awnings and window displays. In high end precincts such as Rodeo Drive, Beverley Hills, 3<sup>rd</sup> Street Promenade Santa Monica, Downtown Portland, Denver 16<sup>th</sup> Street Mall and Boulder Mall it was difficult to find a single shop with peeling paint, with ugly advertising, with deteriorated or dirty awnings or poor window displays. Unfortunately, this is not the case in Double Bay.

This suggests that we should work with the Chamber of Commerce and building owners to improve the quality of those properties which do not make a positive contribution to the precinct. Much of this work has been done with an audit conducted by Council staff, including precinct and individual property recommendations but this work requires review and further consultation with land owners. Discussion has commenced with the Chamber on how this work could be completed and used to work with land owners and businesses to improve the presentation of businesses.

## 6. The Future Cites Collaborative

The Future Cities Collaborative is an initiative in partnership with the University of Sydney to promote sustainable urban development by supporting city leaders with leadership and management tools to assist them with ideas and information and to develop skills and knowledge in building sustainable cities. It is particularly relevant for those councils which participated in the *Delivering a Sustainable Future City Program* and the US Studies Tour because it provides a mechanism for Professor Ed Blakely and the expert team from the university to provide ongoing strategic advice and assistance in advancing the outcomes from the program into results on the ground. The program is for a period of three years. Cities are able to subscribe for different sets of services applicable to their needs. The standard set of services, in summary, is as follows:

Future Cities Collaborative Subscription Model		
Level 1	<ul style="list-style-type: none"> <li>• Collaborative Forum and Exchange</li> <li>• Web resources</li> <li>• Eligibility for City Leader workshops</li> </ul>	As agreed
Level 2	<ul style="list-style-type: none"> <li>• Eligibility for international study tours</li> <li>• City exchanges/internships</li> <li>• Visiting expert advice</li> </ul>	\$25,000p.a.
Level 3	<ul style="list-style-type: none"> <li>• Strategic Workshops</li> <li>• Formal Advisory Service</li> </ul>	\$15,000p.a.

The Future Cities Collaborative proposal is attached as **annexure 6**.

There are likely to be significant benefits to Council by participating in the Future Cities Collaborative particularly if we can come to an arrangement to have Professor Blakely and the expert university panel available to us to provide adhoc guidance and strategic advice in moving our Double Bay project to the next stage and to implementation. However, the standard service sets for levels 1 and 2 include services that we are unlikely to need. For this reason it is recommended that we negotiate an arrangement with Professor Blakely for a mix of services which better suit our needs such as:

- Collaborative exchanges (level 1)
- City Leader workshops (level 1)
- Advisory services (level 3)

This arrangement will bring additional expert resources and high level strategic advice to assist us in refining the vision and plan and then making it happen.

*“Once the vision and plan has been prepared the focus needs to shift from making plans to making plans happen”<sup>8</sup>*

## 7. Conclusion

The *Delivering a Sustainable Future City Program* has provided a wide range of learning experiences about planning and sustainability. It has demonstrated that if cities have a vision, political leadership and the will it is possible to achieve substantial changes to the way our cities function and increase their attractiveness as places to live, work and recreate. It was evident from the study tour that there a common themes and strategies fundamental to achieving more sustainable, attractive and safe cities where people want to live and work. These common themes are set out in section 4.2.1 of this report.

The program also provided valuable insights into what makes malls successful, how public investment in local transit can stimulate private sector investment in transit oriented development, how new parks can play important recreational, social as well as ecological roles, that it is now possible to recycle most products and that local flooding can be addressed through more sustainable methods such as water infiltration. Importantly, sustainability has now shifted to become the central policy platform for some US cities. This is because sustainability plans now guide day to day business as usual and are central to city government planning and resource allocation decisions. A similar approach has been adopted at Woollahra with the preparation and adoption of the *Woollahra Sustainability Action Plan*.

The program has also provided us with a potential strategy for the revitalisation of Double Bay. The key planning elements of that strategy are set out in section 3 of this report and **annexure 5**. The strategy has the potential to facilitate the redevelopment of key sites, to capture a new younger resident population, to increase business transactions within the centre and to provide for a more sustainable lifestyle for new residents. However, the proposed approach is dependent on Council substantially reducing its car parking requirements for small apartments and replacing mandatory minimum parking requirements with new requirements for car share. This is a substantial departure from previous planning policy in relation to car parking for new residential development.

We think that this model is one that can be achieved without the need to substantially change building height controls but further economic modelling is required to test the viability of the model before it can be recommended for adoption. We anticipate that this process will be funded under the Planning Reform Fund. Once the model has been tested and we have a more accurate understanding of the nature of the planning control changes required we will report back to Council. At that time it will probably be necessary for the Council to proceed with changes to our LEP and to the Double Bay DCP.

---

<sup>8</sup> Closing remarks by Prof. Ed Blakely in Denver USA, 15 June 2013.



To ensure that the necessary governance arrangements are in place to guide and drive these changes it is recommended that a working party be established to oversee the preparation of a strategic action plan for Double Bay. This plan will need to set out what we will do, how we will do it, who we will do it with and when we will do it. The working party will need to include some Councillors, Professor Ed Blakely (subject to agreement on the Future Cities Collaborative) as well as key resident and business stakeholders. It is anticipated that the strategic action plan will provide a logical way forward with a new and pro-active planning program and strategy for the revitalisation of Double Bay as a vibrant and successful business and community precinct.

*“Precincts which thrive are those that are attractive and exciting places for people to live and work, that offer a rich variety of services and/or a distinctive brand and offer a vibrant social and cultural environment.”<sup>9</sup>*

Allan Coker  
Director Planning and Development

---

**Annexures:**

1. Report, *Double Bay – Review of Planning Controls* submitted to the Urban Planning Committee on 25/3/13
2. Summary of presentations to the Mayor’s Forum
3. *PowerPoint* presentation, *Introducing Double Bay*
4. *PowerPoint* presentation, *Rejuvenating Double Bay*
5. Presentation panel illustrating suggested Double Bay Strategies
6. US Study Tour Day Summaries
7. The Future Cities Collaborative

---

<sup>9</sup> Report on *Transforming Suburban Business Districts*, Urban Land Institute, Washington DC.

**Political Donations – matters to be considered by Councillors at Meetings**

