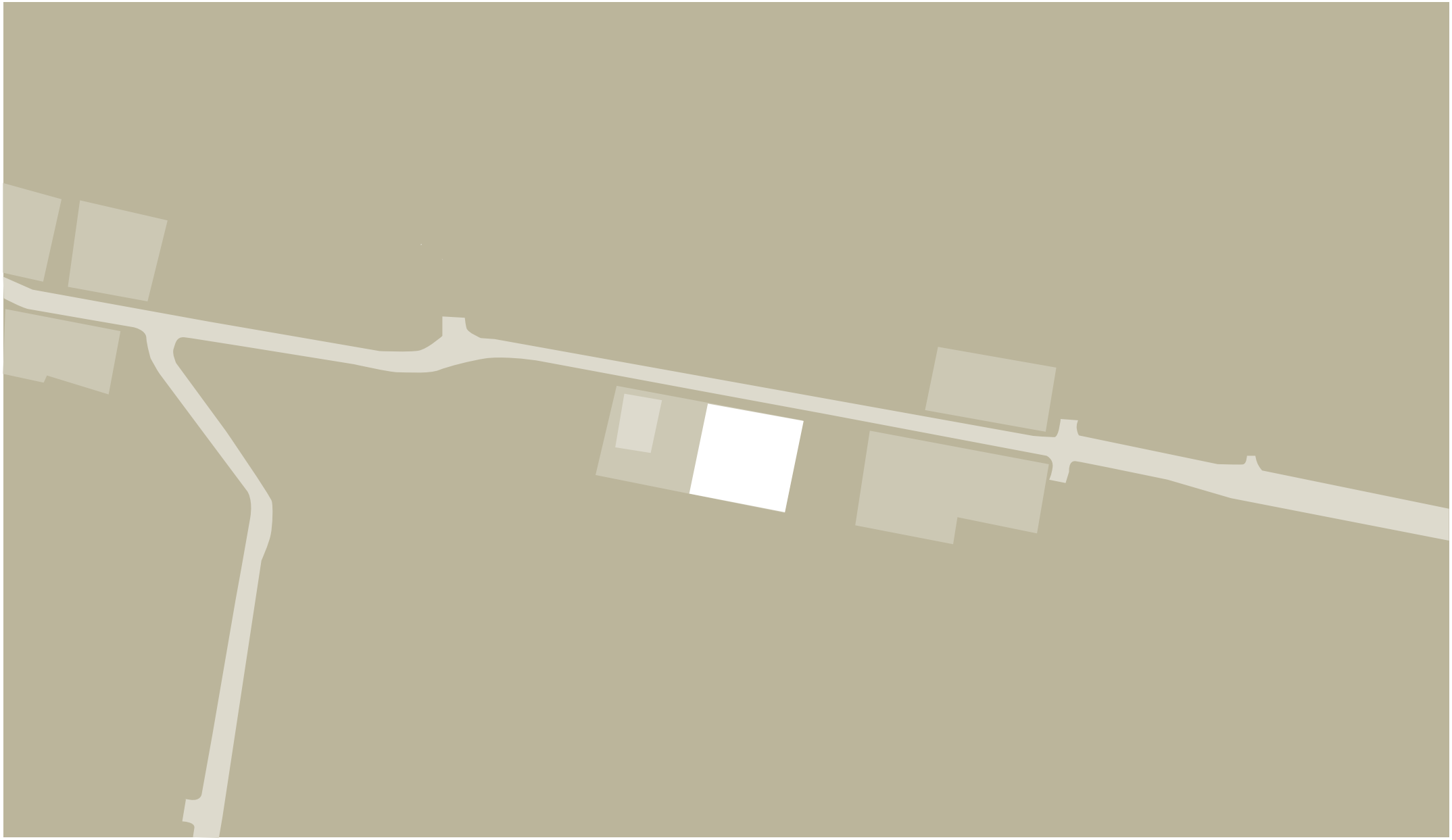

URBAN DESIGN REPORT FOR PLANNING PROPOSAL

BRONTE RSL

MAY 2013

GMU

Prepared by : GM URBAN DESIGN & ARCHITECTURE PTY LTD
Studio 201, 8 Clarke street
Crows Nest , NSW 2065

Email: gmorrish@gmu.com.au
Tel: (02) 9460 6088
Fax: (02) 9460 6099
Web: www.gmu.com.au

Prepared For: Winston Langley Burlington

Date: 2013

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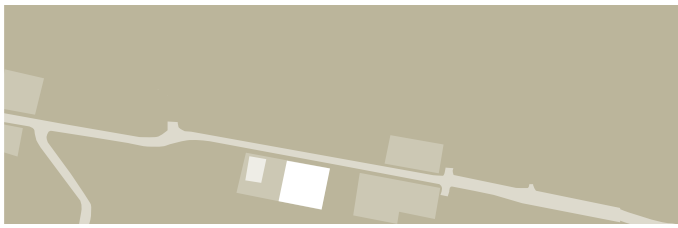

1 INTRODUCTION AND BRIEF

GMU

1.1 Introduction

GM Urban Design & Architecture (GMU) has been engaged by Winston Langley Burlington (WLB) to undertake an Urban Design study for the Bronte RSL site located at 113 Macpherson Street, Bronte.

This study and report have been prepared as part of a Planning Proposal submission for the exhibited Council Planning Proposal in relation to this site to amend the Waverley Local Environmental Plan (PP_2013_WAVER_001_00) and the proposed Amendment to the Waverley Development Control Plan.

The purpose of this report is to provide an independent urban design analysis and development envelope and controls for the development of this site.

The analysis presented within this report considers a number of factors that influence the outcomes for this site. This includes the existing local centre, the immediate context as well as the characteristics of site itself. Based on the study, principles are proposed for the broader context, in addition to the subject site, for Council to consider to ensure a holistic outcome for the Macpherson Street / St Thomas Street Precinct. The study also considers the existing and proposed draft controls, including their aims and objectives. This analysis leads to the conclusions illustrated in the issues and opportunities diagrams.

The recommendations presented within this report include a suggested masterplan envelope and recommended controls for the site. These controls have been developed from the conclusions reached in the analysis.

The proposed masterplan envelope within this report has then been discussed in relation to the current draft Planning Proposal and Amendment to the Waverley Development Control Plan. Key urban design issues are discussed and recommended amendments to the current Planning Proposal are proposed for consideration by Council and the Department of Planning and Infrastructure.

2 Site location and current development

2.1 Site location

The site is located on the southern side of Macpherson Street. Together with Bronte Road, Macpherson Street forms a lopped connection between the major north/south roads (Carrington Road and Arden Street) and the residential and coastal areas to the east (including Bronte Beach and Waverley Cemetery). Both Macpherson Street and Bronte Road include small to moderately sized neighbourhood centres which originally developed around the locations of former tram stops. The site is located within one of these neighbourhood centres.

The site's total area is approximately 2231sqm. It is regular in shape, bounded by:

- Macpherson Street to the north;
- Chesterfield Lane to the south;
- A high rise residential development - The Ocean View apartments, to the west;
- Detached low-rise residential dwellings to the east: and
- Mixed use retail uses further to the east.

The topography of the site drops sharply from Macpherson Street (approx. 67.22-67.33m AHD) to Chesterfield Lane (approx. 60.90-61.78 AHD). This equates roughly to a 2 storey drop in level due to the current excavation for the club's car parking area.

Currently there are no well defined public pedestrian connections provided through any adjacent sites along Macpherson Street between it and the rear laneway.

The site (outlined red) within the wider context - including neighbourhood centres (blue)

The site (outlined red) within its local context

2.2 Current development

GMU understands that the existing building on the site dates from the 1970s. It is two (2) storeys in height facing Macpherson Street. The enclosed volume of the building sits on columns above Chesterfield Lane, allowing for parking, servicing and other uses underneath the building. This allows clear views from Chesterfield Lane through the site at this level.

The westernmost portion of the site to the laneway is open car parking. Along Macpherson Street there is a single-storey brick wall to this area past which presents as a significant drop to the parking areas which are level with Chesterfield Lane.

The building currently presents a tall 3 storey scale to the laneway with car parking and loading areas. This is a poor outcome that does not contribute to the amenity or ambiance of the laneway.

Whilst the use is very important for the local area and residents, the existing RSL building is not a contributory building to the centre or the streets around it.

The Macpherson Street frontage of the site and the existing building

The existing building facing Chesterfield Lane

The western portion of the site (taken from Macpherson Street)

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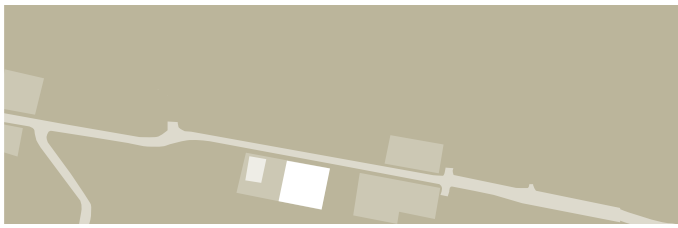


3.1 Movement network

VEHICULAR, PEDESTRIAN AND CYCLE NETWORKS

The primary roads within the local area run approximately north-south. They provide connection north to Bondi Junction and the CBD; and south to Randwick and further coastal areas. These include Carrington Road and Arden Street/Bronte Road.

Macpherson Street, on which the site is located, together with Bronte Road forms a 'loop' connecting the primary roads to the west with coastal areas to the east (including Bronte Beach and Bronte Park).

A number of 'connecting streets' are present within the local area, whilst other streets provide little connectivity for vehicles or pedestrians. Smaller pedestrian links are present throughout the area, often either as narrow gaps between buildings (such as the pedestrian link to the north of the site) or where roads have been 'blocked'.

Near to the site there is little north-south connectivity provided between St Thomas Street and Arden Street/Evans Street. Yanko Road to the north of the site provides little pedestrian connectivity. There is no direct connection to Gardyne Street. Pedestrian connectivity between Macpherson Street and Chesterfield Parade is hindered by:

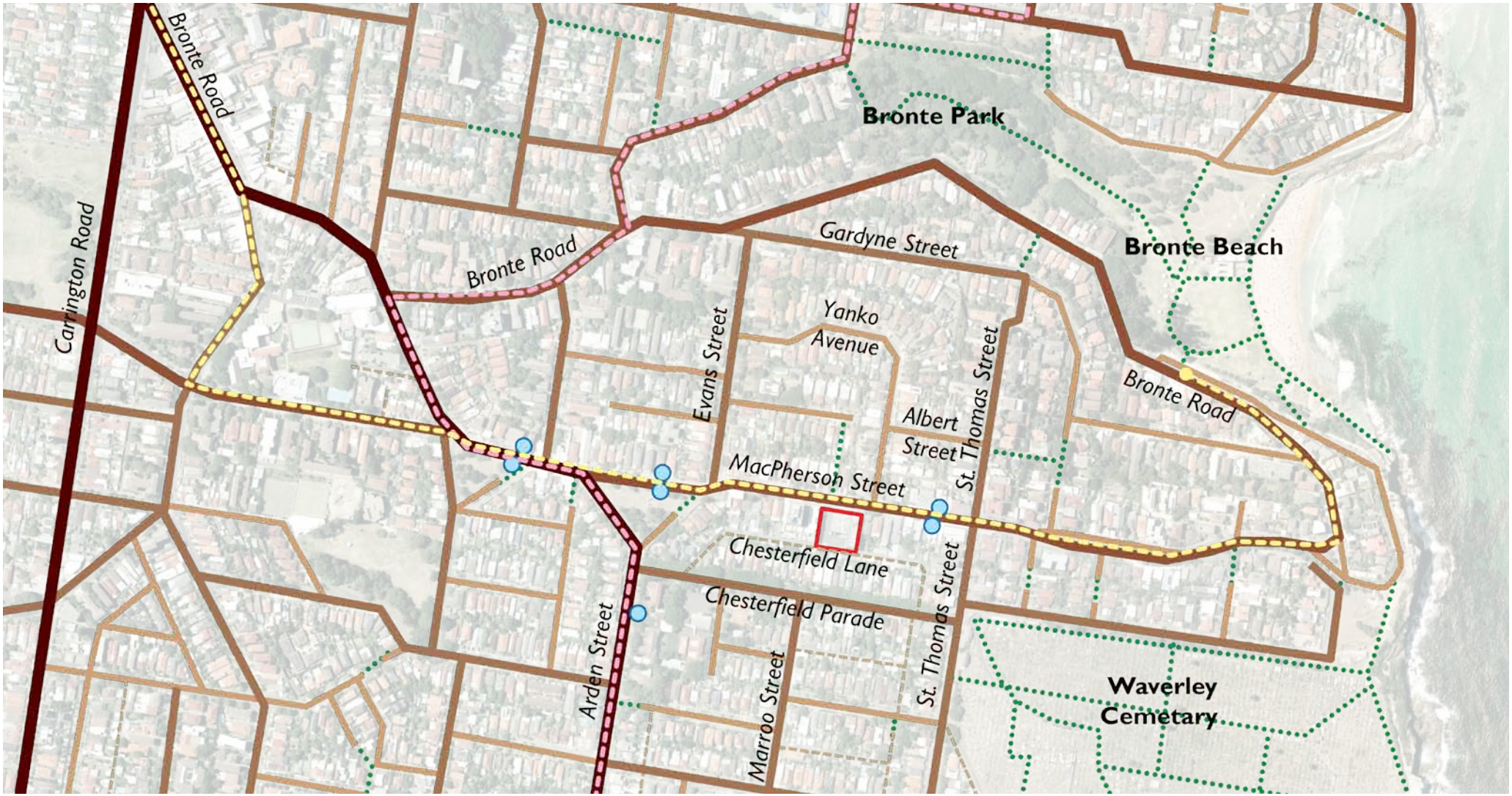
- a lack of connectivity between Macpherson Street and Chesterfield Lane;
- the 'rear lane' quality of Chesterfield Lane itself (primarily used for vehicular servicing and car parking); and
- poor connectivity between Chesterfield Lane and Chesterfield Parade (connections are only provided to the east and west of Chesterfield Parade and there is no connection which continues Marroo Street).

Part of the character of the area is created by the narrow laneways within the local area, including Chesterfield Lane immediately to the south of the site.

PUBLIC TRANSPORT

The site is well connected to public transport via bus services. The 378 bus runs past the site, stopping at the corner of Macpherson Street and St Thomas Street. It connects Bronte Beach to the east with Bondi Junction and Oxford Street and the Sydney CBD to the west. The 360 bus also runs nearby in a north-south direction along Arden Street connecting Clovelly and Bondi Junction. A taxi rank is located immediately in front of the site.

MOVEMENT NETWORK



3.2 Topography and distant views

The site is located on the southern edge of a topographical spur, which extends eastwards between the valleys leading to Bronte Beach (north) and Clovelly/Beach / Gordons Bay (south). Due to its location on this spur, development exceeding the height of neighbouring buildings and tree line on the ridge will potentially be visible from locations across valleys to the north and south. The site's location on the southern edge of this spur means that its prominence will generally be greater from the south than from the north.

The diagram adjacent shows the topography around the site and includes the locations of photographs shown on the following pages. These photographs have generally been taken from locations within the wider context where visibility of the site will be at its greatest. The adjacent 'Ocean View' apartment building is indicated and provides a guide as to the location of the site given its prominence in the views.

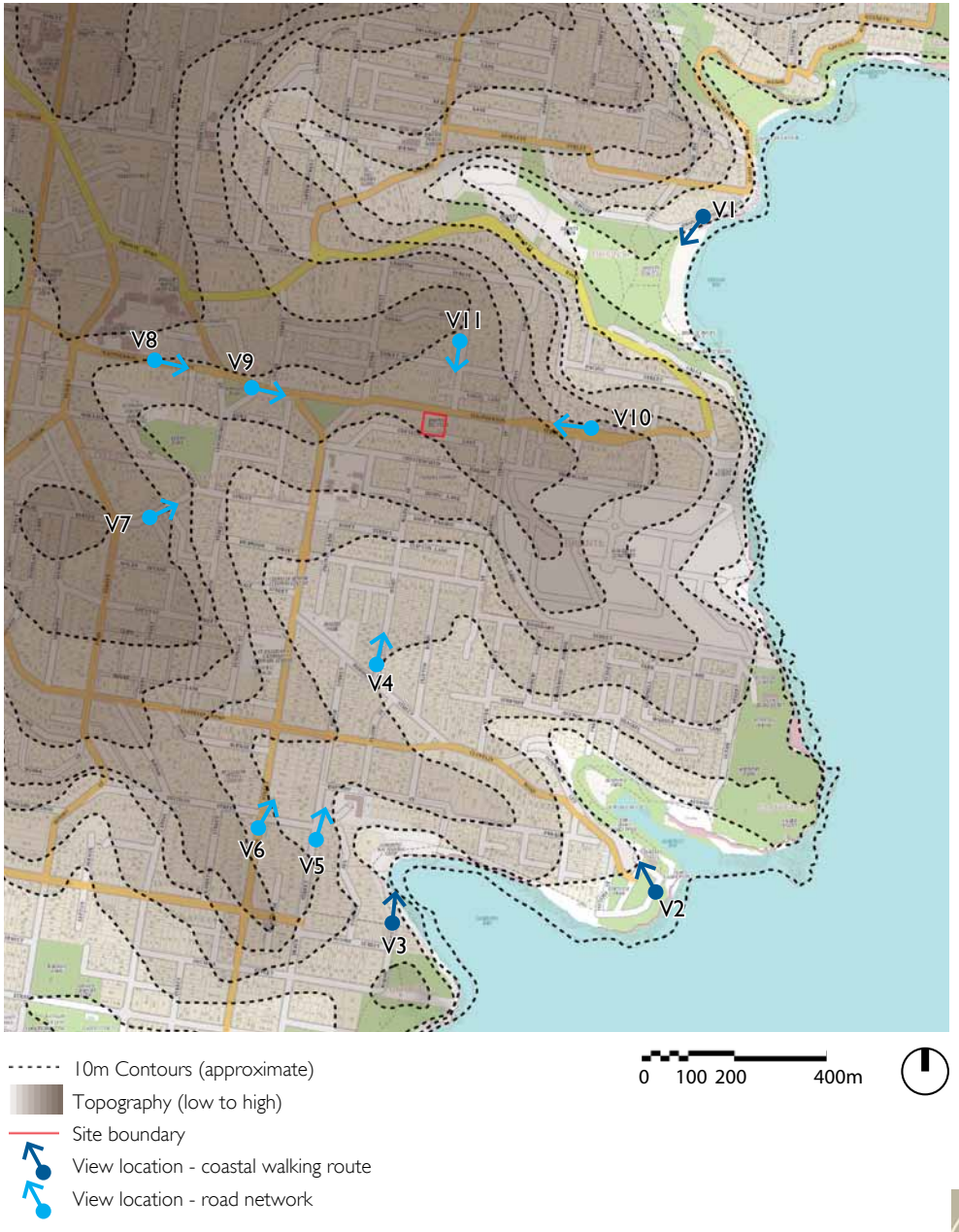
Generally, the 'Ocean View' building is most prominent from the south and west. Views of the upper storeys of this building (the fourth storey above Macpherson Street and above) are available from the local street network (including Douglas St, Winchester St, Beach St and Arden St.). The Ocean View is also visible in short glimpses from locations along the coastal walking route (including the car park adjacent to Clovelly Beach and the entrance to Gordon's Bay from Major Street). It appears as a stand alone element within the vista without any form of transition to the adjacent development.

The site also sits within the visual catchment of many of the streets to the south, particularly Winchester Road/Marroo Street. It will form part of a grouping with the adjacent building and the development within the centre over time.

From Macpherson Street, the site will have a reduced visibility from the east due to the steep slope of the topography. From the west of Macpherson Street, views of the site are likely to be significantly obscured by the 'Ocean View' building. This building is clearly visible from east of Leichhardt Street however is generally obscured further west by vegetation and other building forms.

From the north, visibility of the site is limited. On Yanko Avenue, existing trees largely obscure the existing Ocean View building and visibility of the site is expected to be similar.

TOPOGRAPHY AND VIEWS



View from Bronte Beach (Bronte Marine Drive)

View from parking area adjacent to Clovelly Beach

View from entrance to Gordons Bay (Major Street)

View from Winchester Road

View from Beach Street

View from Arden Street

View from Douglas Street

View from east of Macpherson Street

View from west of Macpherson Street

View from Yanko Avenue

View from west of Macpherson Street

From some locations along Bronte Marine Drive (part of the coastal walking route near Bronte Beach), the top of the Ocean View building is partially visible. The Ocean View building is not a focal point of the existing broad views from this location.

3.3 Taller buildings within the wider context

Buildings of a height greater than four-storeys are not prevalent within the immediate context of the site other than the Ocean View Apartments. However many exist within the wider area. Within an approximately 800m radius of the site (10 minutes walk) such developments include:

- The Ocean View Apartments adjacent to the site at 107 Macpherson Street – 10 storeys facing Macpherson Street, 13 storeys facing Chesterfield Lane;
- Apartments at 337-341 Bronte Road – 8 storeys;
- Apartments at 2-14 Pacific Street (overlooking Bronte Beach) – 6 storeys;
- Apartments at 47 Murray Street (overlooking Bronte Park and Beach) – 9 storeys;
- Apartments at 72-96 Henrietta Street – 8 storeys; and
- Apartments at 205 Birrell Street – 8 storeys.

The majority of the taller buildings listed above are within areas with a maximum building height according to the 2012 LEP of less than 10 metres. They are generally of a postwar construction and of poor architectural character. Many exist as dominant elements with little sense of transition in scale by adjacent development. The lack of transition emphasises their visual dominance and prominence in the streetscapes and locality.

TALLER BUILDINGS IN THE WIDER CONTEXT

2-14 Pacific Street (Google Street View)

337-341 Bronte Road (Google Street View)

47 Murray Street (Google Street View)

3.4 The Macpherson Street and St Thomas Street centre

The site forms part of the Macpherson Street and St Thomas Street Centre . This Centre is visible within the streetscape as a loosely-grouped arrangement of non-residential and residential-apartment uses along Macpherson Street.

The centre includes a number of different elements:

- retail shopfronts along Macpherson Street close to St Thomas Street;
- the community oriented uses within the existing RSL building; and
- a mix of residential uses in building forms ranging from high to low intensity development.

The site is of particular importance as part of the centre as a community use within the Centre. Currently it is not linked into the core of the centre and appears somewhat incongruous with the residential uses between it and the retail component of the centre acting as a 'missing tooth' in the centre and streetscape.

As a result the centre is not strongly defined due to:

- the significant 'gap' at its centre where three residential buildings are located between the retail uses (to the east) and the RSL (to the west);
- the different extent of retail and mixed use developments on either side of Macpherson Street within the current centre;
- the lot pattern which results in low-scale residential lots with frontage to Yanko Avenue interjecting into the local centre disrupting the potential for a double sided main street form for the centre;
- the unintended visual 'focal point' of the Centre created by the significant scale difference of the Ocean View tower which tends to create a sense of 'end' to the centre despite its residential use; and
- the disconnection of the RSL which is a community use and should be linked with and part of the centre.

THE MACPHERSON STREET AND ST THOMAS STREET CENTRE - CONCEPTUAL PLAN

- Primary axis - Macpherson Street
- Secondary axis - St Thomas Street
- Retail uses (with shop-top housing)
- Community use - Bronte RSL
- High-density residential - Ocean View Apartments
- Residential - medium density typologies
- Residential - lower-density typologies
- Other uses
- 2-3 storey consistent street frontage with active uses
- Focal point - 10/13 storey tower
- Site boundary

0 25 50 100m

3.5 STREETSCAPE

MACPHERSON STREET AND NEIGHBOURING STREETS

Macpherson Street is a connector road that varies in its alignment and character from a residential street to a local centre street. The street curves prior to arrival at the local centre and changes alignment at the small pocket park at the corner of Baglin Street. The alignment of the road is straight from that point through the local centre until it curves again further to the west. The landscape character is not consistent within the street with pockets of street trees and plantings particularly just east of the Ocean View apartments on both sides of the street. The footpaths tend to be narrow verges with narrow concrete paths and grass adjacent to the carriageway. Both sides of the street benefit from on street parking with a single lane in either direction for traffic movement. The development scale along the street include buildings of varying character as set out below.

Building Heights

The local character includes a significant variation in building heights, with buildings between one and four storeys (above street level) present in close proximity. Within this varied character, there are some areas where greater consistency is provided within the streetscape, including:

- residential areas distant from the Centre which generally provide one or two-storey heights; and
- the eastern-part of the centre (near the corner of St Thomas Street) where many buildings have a similar streetfront heights of 2-3 storeys.

Several four-storey buildings are present close to the site, including on Macpherson Street and St Thomas Street. Many of these buildings are residential flat buildings located near to the Centre and commercial areas.

The Ocean View apartments building, adjacent to the site, is an exception to the local character due to its tower (10 storeys in height facing Macpherson Street, 13 storeys facing Chesterfield Lane), which is set behind a three-storey podium.

Building frontages and street setbacks

The local context of the site includes terraced, semi-detached and detached properties. It also includes buildings aligned with the streetfront and those set back from the street. There are a number of contrasting building frontage and street setback approaches which development of the site could respond to.

The existing building on site and the Ocean View apartments building adjacent are unique in providing a single building facades of a significant length (greater than 30m) other than the more recent development on the northern side of the street further to the east. As such both 'break' the grain of the area and from that viewpoint have a dialogue with each other. This is reinforced by the similar setback from the street provided by both of these buildings.

To the immediate east and west of the site along both sides of Macpherson Street, buildings are generally detached or semi-detached with landscaped front gardens and garages within the set back from the street. This creates a reasonably consistent pattern of frontages to the opposite side of the street but where it occurs between the RSL and the retail buildings of the centre it creates an inappropriate sense of separation for the RSL.

Within the eastern portion of the Centre, and also in a smaller area to the west (77-79 Macpherson Street) buildings generally abut and are aligned with the street or with minor gaps which is consistent with their retail uses.

The Ocean View apartments is an exception to the local character of building frontages and street setbacks. This is due to its visual bulk and continuous facade length. It also provides a vehicular entrance/exit ramp to Macpherson Street which is unique within the local streetscape.

Building quality and contribution to streetscape

The local context includes many high quality examples of late nineteenth and early 20th century houses and shopfronts, however there are also many postwar buildings of varying quality. Many of the existing taller buildings within the local context are post-war residential apartments and create a poor response to the street and area.

Adjacent to the site the context is varied and does not contribute to the sense of place for the centre.

FIGURE GROUND

EXISTING BUILDING FRONTAGE HEIGHTS NEAR THE SITE

EXISTING CONTRIBUTION TO STREETSCAPE NEAR THE SITE

Positive contribution to streetscape
Neutral contribution to streetscape
Negative contribution to streetscape

Site boundary

Waverley Heritage: Item - General
Waverley Heritage: Conservation Area - General
Waverley Heritage: Conservation Area - Landscape

0 25 50 100m

Panoramic view from site to north at a height of 18.7m above street level

Panoramic view of the Macpherson Street streetscape showing the range of building types, heights and frontages to the east of the site, including detached buildings of varied heights set back from the street (centre); and generally continuous building frontages with no street setback and a generally regular height (left).

The Ocean View apartments building - Macpherson Street frontage

CHESTERFIELD LANE

Chesterfield Lane is a laneway of mixed character. It is defined by the rear boundaries of properties to the north which face Macpherson Street and properties to the south which face Chesterfield Parade. Macpherson Street includes commercial as well as residential uses set approximately two-storeys above Chesterfield Lane, where Chesterfield Parade includes residential uses only which are level with Chesterfield Parade. These differences have led to different approaches to the use and treatment of the Lane on either side of the street.

Chesterfield Lane is generally used only by residents and visitors to the car parks of the uses on Macpherson Street. It does not provide any pedestrian through-connections to Macpherson Street.

The laneway has a 'U' shaped form which creates issues of visibility into the central portion of the lane from the surrounding street network. As such it is potentially a safety risk for pedestrians out of business hours.

A number of the retail lots with frontage to the Lane offer an unattractive service based character to the lane with open boundaries, closed fences (typical of many buildings to the north of the Lane), or single-storey garages of varying quality (typical on both sides of the Lane).

Other frontages to the lane provide 'mews' style buildings with habitable rooms over garages. This development form offers some overlooking and passive surveillance to the Lane which is positive. These buildings are generally more prevalent on the southern side of the Lane. These frontages show the potential in future to improve its character such that it is less dominated by service vehicles and car parking to a more public, pedestrian-friendly place. However the number of retail developments with service based frontages on the lane suggest this will be a long term outcome and may not be achievable as the fine grain of lots to Macpherson Street will be unable to gain vehicle access from that street.

The Ocean View building is unique in providing three-storey residential frontages facing the Lane with other residential areas above. This approach has pros and cons as it has assisted with passive surveillance and activation of the laneway but the proximity of the balconies and lower scale development on the other side of the lane has created the potential for overlooking for lots to the south of the Lane. At least one property has built a second-storey screen above single-storey garages, presumably to restrict views from the Ocean View apartments.

The laneway lacks any significant landscape. It is dominated by the electricity poles along its southern side. Ideally to improve its connectivity the laneway should be linked to Macpherson Street at its eastern or western extent to avoid areas of concealment down the laneway. However this is unlikely to be achievable to the east due to the existing centre.

The difference in topography between Macpherson Street and Chesterfield Lane particularly in the centre of the lane and at its western end mean that it would not be possible to achieve a vehicular link due to the steep slope gradients.

Panoramic view from site to south from existing balcony, showing overlooking of existing buildings across Chesterfield Lane.

Chesterfield Lane streetscape - view towards site from west, including Ocean View apartments

Chesterfield Lane streetscape - view towards site from east

3.6 Boundary conditions to neighbours

WESTERN BOUNDARY - OCEAN VIEW APARTMENTS

The Ocean View apartments provides a complex boundary condition for the site.

Facing the boundary of the site, set back approximately 3m is a three-storey building form where existing apartments within the Ocean View building overlook the site and rely on part of the site for the purpose of amenity. This includes balconies (Level 1) and terrace areas (Ground Level).

The Ocean View apartments presents a two-storey street wall with a third storey set back to Macpherson Street. This building form is setback approximately 3.25m from the street front.

The Ocean View apartments presents a three-storey street wall to Chesterfield Lane. The ground floor includes garages and entrances with storeys above this including residential uses with balconies facing the Lane.

EASTERN BOUNDARY CONDITION - 119 MACPHERSON STREET AND ADJACENT BUILDINGS

The site is bound to the east by low-scale (1-2 storey) detached buildings. The existing 119 Macpherson Street is approximately 1m from the boundary of the site. It includes windows which directly face the site boundary. The existing RSL building provides a blank wall built to this boundary.

Relationship between site (left) and Ocean View building to west (right) along Macpherson St. Including existing apartments overlooking site.

Relationship between site (right) and 119 Macpherson St. to east (left) along Macpherson St.

Relationship between site (left) and Ocean View building to west (right) along Chesterfield Lane Including existing apartments overlooking site. (above)

Relationship between site (left) and 119 Macpherson St. to east (right) along Chesterfield Lane

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4 Review of controls

4.1 Draft Subregional Strategy

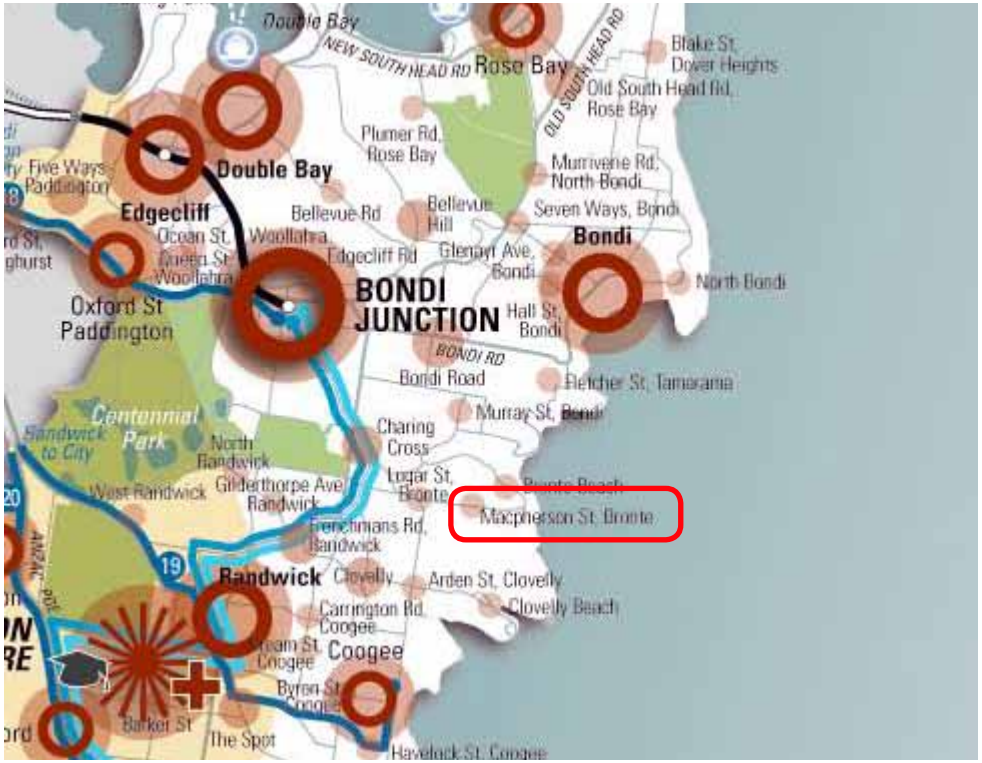
To appreciate the role of the centre and the site within the centre it is necessary to consider the broad outcomes for the area as well as the more detailed characteristics of the site.

The site is located within the Neighbourhood Centre at Macpherson Street, Bronte as identified within the Draft Subregional Strategy for the East Subregion.

This document states that "it is proposed that the majority of future dwelling growth be located in centres, ranging from Neighbourhoods to Major Centres, with good public transport".

The strategy suggests for "Councils to provide in their LEPs, zoned capacity for a significant majority of new dwellings to be located in strategic and local centres".

Based on this strategy it is appropriate for residential density to be concentrated within the Macpherson Street, Bronte Neighbourhood Centre. This will also assist in the viability of the existing uses.



'Macpherson Street, Bronte' identified as a "neighbourhood centre" within the draft Subregional Strategy for the East Subregion

4.2 WAVERLEY LEP 2012

The Waverley LEP 2012 indicates that the site is zoned for:

- B1 Neighbourhood Centre uses.

The LEP also contains height and FSR controls -

- a maximum building height of 13m (the tallest within the local area); and
- a maximum floor space ratio (FSR) of 1.00:1.

The site is not subject to a minimum lot size.

Some heritage items are located near to the site, including three single-storey houses across Macpherson Street (facing Yanko Avenue).

The objectives of the B1 Neighbourhood Centre zone are stated as follows:

- *To provide a range of small-scale retail, business and community uses that serve the needs of people who live or work in the surrounding neighbourhood.*
- *To ensure that non-residential uses do not result in adverse impacts on the amenity of existing and future residential premises.*
- *To strengthen the viability of Waverley's existing business centres as places of vitality for investment, employment and cultural activity.*

The objectives of the height of building controls are stated as follows:

(a) to establish limits on the overall height of development to preserve the environmental amenity of neighbouring properties,

(b) to increase development capacity within the Bondi Junction Centre to accommodate future retail and commercial floor space growth,

(c) to accommodate taller buildings on land in Zone B3 Commercial Core of the Bondi Junction Centre and provide an appropriate transition in building heights surrounding that land,

(d) to ensure that buildings are compatible with the height, bulk and scale of the existing character of the locality and positively complement and contribute to the physical definition of the street network and public space.

The objectives of floor space ratio controls are stated as follows:

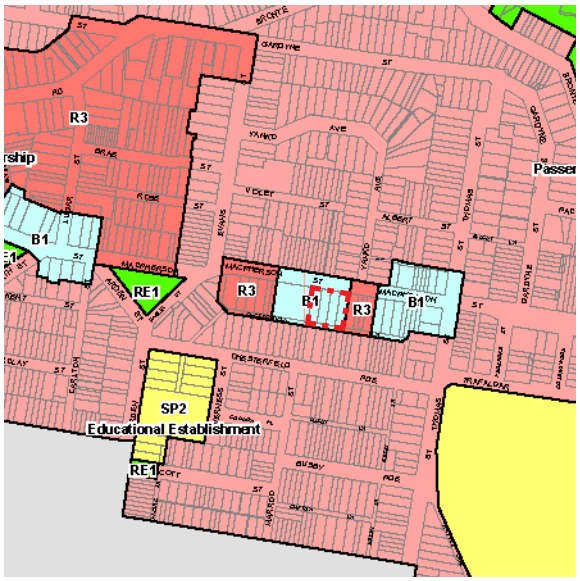
(a) to ensure sufficient floor space can be accommodated within the Bondi Junction Centre to meet foreseeable future needs,

(b) to provide an appropriate correlation between maximum building heights and density controls,

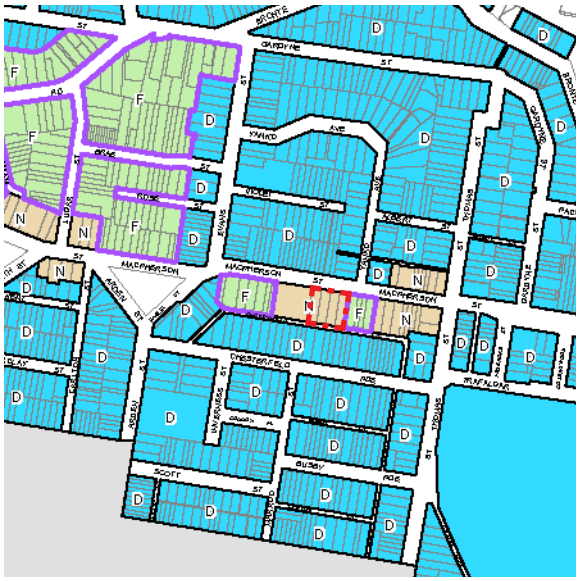
(c) to ensure that buildings are compatible with the bulk, scale, streetscape and existing character of the locality,

(d) to establish limitations on the overall scale of development to preserve the environmental amenity of neighbouring properties and minimise the adverse impacts on the amenity of the locality.

The current height for the site however will do little to reduce the visual dominance of the Ocean View apartments adjacent to it and will not allow for any meaningful mixed use density if retail uses are provided to the ground floor. With a club use included as well this would only deliver some 2 floors of residential uses which seems a lost opportunity on such a site.

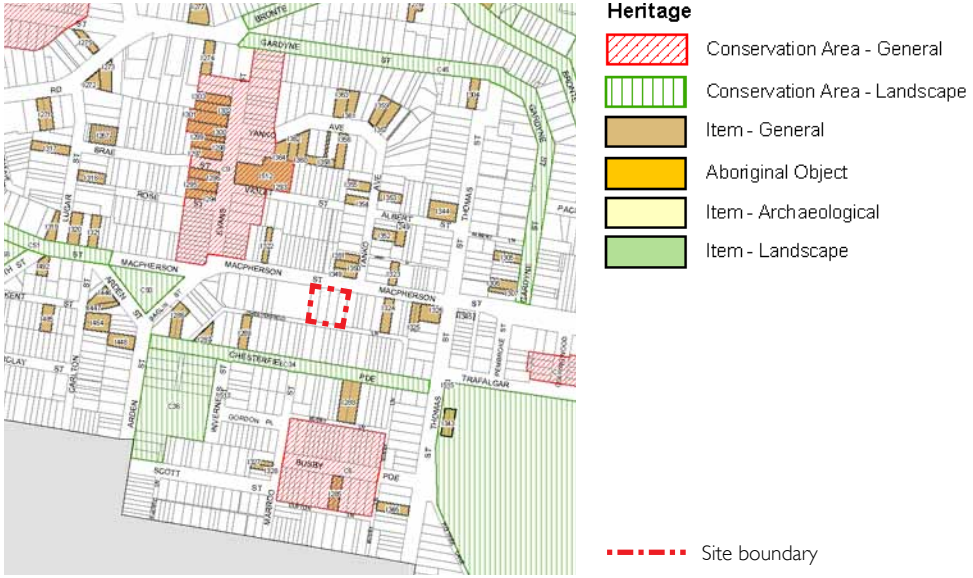


Extract from the Waverley LEP 2012 Zoning Map



Extract from the Waverley LEP 2012 Floor Space Ratio Map

Extract from the Waverley LEP 2012 Maximum Building Height Map



Extract from the Waverley LEP 2012 Heritage Map

4.3 Waverley DCP 2012

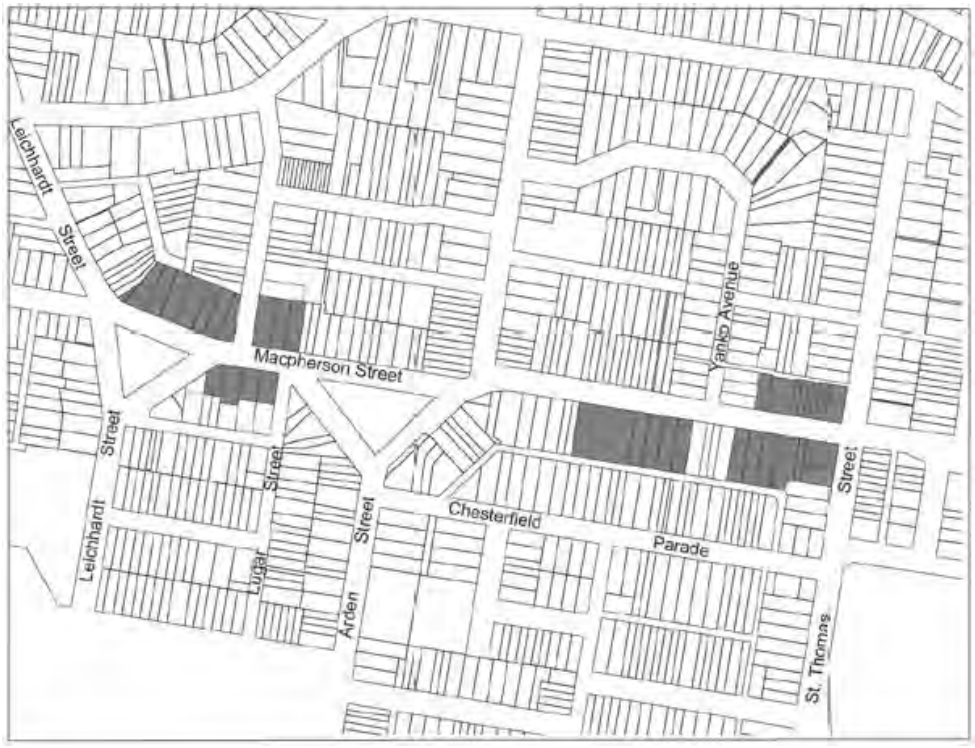
The DCP 2012 sets out generic guidance for "Local Villages Centres" which includes the Macpherson Street Neighbourhood Centre.

The description of the Macpherson Street Neighbourhood Centre provides guidance with regard to the intended character and role of this centre. Key statements within this include the following:

- The intended role of the neighbourhood centre is to "provide for the daily needs of the local community";
- The area is "characterised by three(3) storey, mixed use masonry buildings of diverse styles... Characteristic buildings have ground floor shops under continuous awnings, residential upper storeys..."; and
- "Intrusive buildings... include multi-storey residential and large non-residential buildings".
- The DCP references the site in particular, stating within its 'desired future character objectives', that "the Bronte RSL is an important community building and considered to be a key site in the centre".

These outcomes suggest that Council see the RSL as an opportunity site. It can assist in revitalising the centre and also moderating the scale of the intrusive building adjacent to it.

The DCP also provides a series of generic controls for the Local Village Centres. These include "examples of typical built form envelopes". The most relevant diagrams relating to the site have been reproduced adjacent. This guidance notes that "In some instances the design solutions may not be appropriate for the particular site or situation and Council may require an alternative design solution".



The Macpherson Street Neighbourhood Centre as defined in the Waverley DCP 2012

These diagrams show in particular:

- an 18m maximum building depth, above the ground level;
- a 0m setback to the street at ground level;
- Four-storey buildings facing both the primary street and public laneway;
- A three storey frontage with the fourth-storey set back facing the 'primary street'; and
- a relationship to the rear laneway which is defined by a 7800mm maximum street wall height, behind which all development is set back to be under a 45 degree angle extending from this height.

The DCP also provides general guidance and requirements. Some of the key controls and objectives provided within the general guidance which may be of particular importance to the urban design of this site include the following:

- The existing pattern of horizontal and vertical elements within the streetscape is to be analysed and used in defining the streetscape frontage of a proposal site.
- Strong activation of the streetscape is encouraged.
- Vehicular access is encouraged to be located on side streets or rear lanes rather than the primary street frontage.
- Entries are to be well defined at the ground floor address.

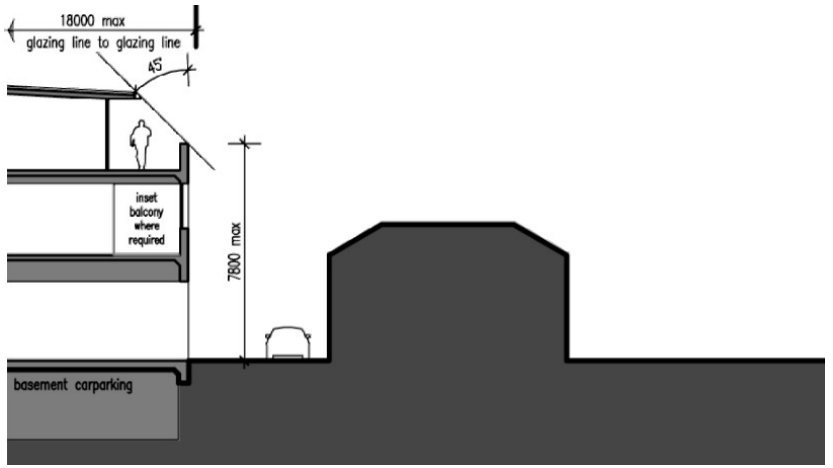


Diagram from DCP 'examples of typical built form envelopes' showing "Building depth and other controls at the rear boundary over laneway"

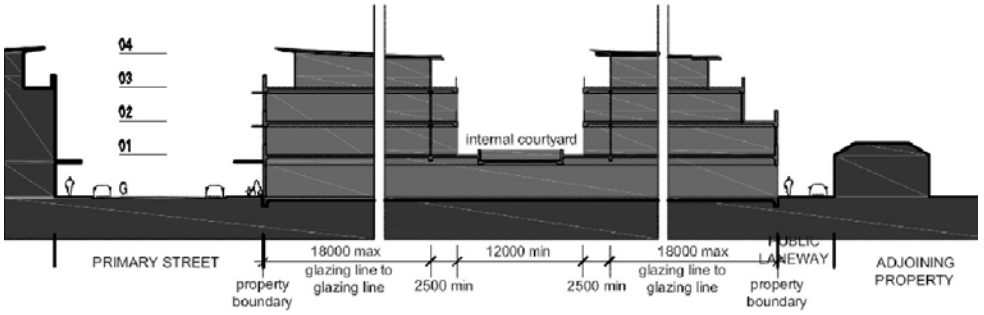


Diagram from DCP 'examples of typical built form envelopes' showing "Typical building section – dual street frontage"

4.4 Bronte Commercial Centres Policy (2004)

The Bronte Commercial Centres Policy was prepared in 2004 by Hill Thalis and Jane Irwin for Waverley Council. Its findings have been incorporated into the present Waverley DCP. It is not currently an adopted policy document.

Generally, the adopted DCP reflects the majority of key findings within this document, with some modification. One key recommendation that has not been adopted by the DCP was the suggestion of a new one-way lane linking Macpherson Street and Chesterfield Lane to be incorporated in either the Bronte RSL site or the Ocean View apartments site.

It is assumed that this decision was based on the difficulty of making this workable given the topography at the location. As such there is no requirement for any connection in the controls.

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5 The current planning proposal and amendment to DCP

5.1 Overview of planning proposal and amendment to DCP

THE PLANNING PROPOSAL AND AMENDMENT TO DCP

A Planning Proposal (PP_2013_WAVER_001_00) by Council to amend the Waverley Local Environmental Plan (LEP) 2012 and an amendment to the Waverley Development Control Plan (DCP) 2012 are currently on exhibition.

The Planning Proposal intends to:

- *Rezone 107 Macpherson Street, Bronte from B1 Neighbourhood Centre to R3 Medium Density Residential in order to better reflect the residential use of the site;*

- *Establish a cap of 400m2 on the size of retail premises in the Macpherson and St Thomas Streets Neighbourhood Centre in order to give greater weight to the objectives of the zone and provide greater certainty to the property owners, developers and the community;*

- *Allow "Registered Club (Bronte Returned Services Club only)" as an additional permissible use on the site of 113 Macpherson Street.*

The amendment to the DCP intends to:

- *Establish solar access controls for development on sites backing onto lanes located within village centres;*

- *Establish detailed site specific controls for 113 Macpherson Street, Bronte (Bronte RSL site).The controls cover built form, public domain, active street frontages, loading facilities, driveway and car parking access, non-residential parking rates and bike parking*

The key urban design recommendations leading to this Planning Proposal and amendment to the DCP have come from a report prepared for Waverley Council by Olsson and Associates Architects Pty. Ltd entitled 'Urban Design Analysis of Bronte's Macpherson Street and St Thomas Street Neighbourhood Centre'.

OLSSON AND ASSOCIATES REPORT

This report provides an analysis of the existing context and controls for the area, and recommends building envelopes and development controls for the Bronte RSL site.

The key recommendations of the Olsson and Associates Report are stated as follows:

- *The objectives of the B1 Neighbourhood Centre zone in Waverley LEP 2012 regarding commercial premises provide guidance for the size of shops and businesses permissible in the study area. For sites zoned B1 Neighbourhood Centre, land uses such as Neighbourhood Shops, Retail Premises and Business premises are permitted uses.The LEP objectives for the Neighbourhood Centre include providing a range of small scale retail, business and community uses.While Neighbourhood Shops in the LEP are limited to a maximum area of 80sqm, it does not however limit the area of Business Premises or Retail Premises. It is recommended that the permissible land uses for the sites zoned B1 be reviewed to ensure that the objectives in the Waverley LEP 2012 are achieved.*

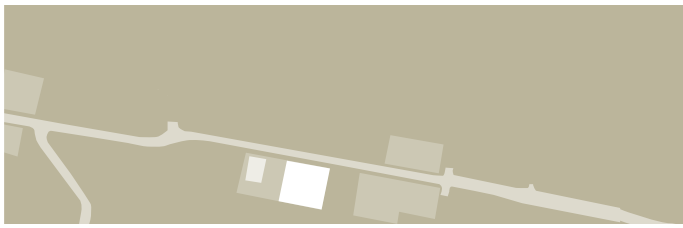
- *The Waverley LEP 2012 Height of Building control for the Bronte RSL Club site of 13m and the Floor Space Ratio control of 1:1 are appropriate*

- *The Waverley DCP 2012 height controls of 4 storeys are appropriate*

- *The Waverley DCP 2012 height control is expressed as a cross section with a 45 degree angle to create upper floor set backs from Chesterfield Lane. It is recommended that the angle be reduced to 32 degrees, the sun angle at noon in mid-winter, to minimise overshadowing of properties to the south of Chesterfield Lane.*

- *The Waverley DCP 2012 cross-section control does not describe setbacks from side boundaries. This report recommends setbacks at upper building levels from side boundaries to retain amenity to residential buildings on both sides of the site boundaries.*

- *The urban design principle is to have continuous small scale shopfronts on Macpherson Street and to gain vehicular access from Chesterfield Lane. It is recommended that the DCP restrict vehicular crossings on Macpherson Street..*



6 Opportunities and constraints

GMU

6.1 Macpherson Street and St Thomas Street Centre

OPPORTUNITIES FOR THE CENTRE AS A WHOLE

The Planning Proposal put forward by Council does not appear to consider the future of the centre holistically. There are opportunities for an improved outcome on the RSL site beyond adherence to the current controls for both the RSL site and the sites between it and the rest of the centre to the east. These opportunities are explored below:

- Redefine the centre as a cohesive whole rather than as a series of disparate uses and building forms. This can be achieved by linking the community use and retail uses to form a 'true core' of active frontages and uses within the Centre and consolidating the peripheral medium-density uses.
- Contribute to the wider community through increasing its provision of housing as mixed use developments including the RSL site.
- Develop a cohesive frontage to Macpherson Street for the length of the centre in terms of alignments and setbacks.
- Provide heights and uses which provide a sense of arrival into and out of the centre. Achieve a more gradual transition to the lower scale forms within the centre whilst still achieving appropriate density of uses.
- Utilise development on the RSL site to mitigate the Ocean View building (10 storeys from Macpherson Street and 13 from Chesterfield Lane) and reduce its visual dominance. Provide a taller form that does define the edge of the Centre alleviating the current visual emphasis created by the adjacent tower whilst still being reasonably in scale with the proposed 4 storey height for much of the rest of the centre.
- Respond positively in terms of scale and design to built form within distant views of the Centre.
- Improve the streetscape character of Macpherson Street through the addition of street trees.
- Reinforce the role of the Centre by encouraging a greater mix of community based and non-residential uses.

CONSTRAINTS

The constraints for the Macpherson Street and St Thomas Street Centre include the following:

- Complexity in handling the transitional relationship to nearby low-scale residential uses, particularly to the north of Macpherson Street.
- The existing focal point building, the Ocean View apartments is distant from the core retail uses and is not a high-quality focal point for the Centre.
- The existing Centre is currently disparate and discontented, particularly through the provision of residential uses between the RSL site and retail uses.
- Development within the Centre will need to consider the amenity of neighbours, particularly with regard to potential overshadowing.

OPPORTUNITIES AND CONSTRAINTS - MACPHERSON STREET AND ST THOMAS STREET CENTRE

- Primary axis - Macpherson Street
- Secondary axis - St Thomas Street
- Core of Centre
- Peripheral areas of Centre
- Existing retail uses
- Existing commercial uses
- Existing high-density residential uses
- Existing medium-density residential uses
- Existing low-density residential uses
- Existing community use (child care centre)
- Opportunities for new retail uses
- Opportunities for increased density residential use (medium-density)
- Existing 2-3 storey streetfront
- Opportunities to extend existing 2-3 storey streetfront
- Potential future maximum storey heights (approximate)
- Taller built form element - setback above street wall
- Taller built form element - setback from street
- Site boundary

0 25 50 100m

6.2 Bronte RSL site

CONSTRAINTS

The constraints for the site include the following:

Zoning

- The current zoning, FSR and height for the site and DCP controls do not really encourage an increase in residential density for the centre or encourage revitalisation of key sites.

Views

- The Ocean View building contains many apartments, particularly within the tower element, which currently enjoy important views across the site. These include views to the Pacific Ocean.
- The existing residential building to the east of the site (119 Macpherson Street) has windows looking onto the site. The existing building on site presents a blank wall to this boundary.
- Any development of the site should ensure that there is no overlooking between the site and existing properties to the west, east or south (across Chesterfield Lane).

Overshadowing

- Due to the steep topography of the site development has the potential to increase the existing shadow to the south in particular. Overshadowing impacts from any development proposal should be carefully minimised and mitigated. The appropriate envelope for the site will need to ensure reasonable solar access to nearby properties.

Noise

- Macpherson Street generates some vehicle based noise. The residential uses on the laneway will be sensitive to any noise created by loading and servicing uses to Macpherson Street if access if via the laneway.

Vehicular access

- The site is constrained it its options for servicing and vehicle access. Chesterfield Lane provides an opportunity for some service and parking access, however this will reduce the amenity of the existing dwellings on the lane and use of this narrow lane for trucks would not be ideal.
- Access via Macpherson Street is an option however this is also constrained by the grade across the site and the need to access basement levels for parking for any redevelopment.

Pedestrian access

- There is currently little pedestrian connectivity between Macpherson Street and Chesterfield Lane. The topography of the land constrains any meaningful connections between these streets at this location.
- Chesterfield Lane itself is unattractive in many locations and lacks continuous passive surveillance.

OPPORTUNITIES

The opportunities for the site include the following:

Use

- Utilise the site's potential as the largest development site within the area.
- Retain the existing community use on site.
- Provide new retail uses to reinforce the role of the centre and support the needs of the local community.
- Provide new housing opportunities within the Centre close to public transport.

Form, scale and local character

- Provide a building form which reflects its 'key' role within the Centre.
- Provide a scale transition from the taller form of the adjacent building to the lower scale of other built form in the street.
- Provide a street frontage to Macpherson Street which responds to the local streetscape grain - rhythm, street wall height and character.
- Provide a street frontage to Chesterfield Lane that provides passive surveillance but without compromising the privacy of the southern properties i.e. the rear gardens and windows of properties across Chesterfield Lane.
- Provide a high quality benchmark for development in the area by promoting high quality architecture and sustainable design.

Public realm and Landscape

- Provide a building alignment for the frontage to Macpherson Street that will achieve a continuous street frontage for the centre over time.
- Allow for additional landscaping and 'greening' of Macpherson Street, through considering street trees between parking spaces within the street given the narrowness of the existing verge.
- Improve the streetscape quality and amenity of Chesterfield Lane.

Activation and overlooking

- Provide an active retail street frontage to Macpherson Street;
- Provide a clear sense of address for any redevelopment to Macpherson Street;
- Provide passive surveillance and potentially some form of address for apartments to Chesterfield Lane through providing 'mews style' development, similar to that already in the laneway.

Views

- Capture district views of the coastline and Ocean to the north, east and south where possible for future residents in any development.
- Respond to distant views of the site, considering the relationship of any built form to the Ocean View building.
- Mitigate any view impacts for existing residents in adjacent developments.

Vehicle access

- Minimise vehicle disruption to the laneway and investigate opportunities for a vehicle access from Macpherson Street.

KEY OPPORTUNITIES AND CONSTRAINTS PLAN

Macpherson Street frontage to relate to existing rhythm and heights along this street

Chesterfield Lane frontage to relate to existing rhythm and heights along this street

Opportunity for taller building form set back from Macpherson Street (indicative)

Existing windows facing site from 119 Macpherson Street - site presently provides blank wall to boundary reducing amenity (no views and reduced light).

Existing windows from Ocean View podium - currently overlook the site and rely on it for amenity

Existing high-level views from Ocean View apartments tower across site

Existing windows on Chesterfield Parade properties most likely to be affected by proposal (indicative)

Existing gardens within Chesterfield Parade properties most likely to be affected by proposal.

Potential locations for new pedestrian connection from Macpherson Street to Chesterfield Lane (location indicative) - subject to intended future character of Chesterfield Lane

Potential for high-level views from site

Preferred location for vehicular access (Chesterfield Lane)

Site boundary

0 5 10 25 50m

7 SUGGESTED MASTERPLAN AND DESIGN OBJECTIVES FOR THE SITE

GMU

7.1 Design objectives

The design objectives for the site are as follows:

- Retain the existing community use, and provide further uses which contribute towards the sites role as a "key" site in the neighbourhood centre.
- Provide additional housing within the Waverley area which is accessible to public transport and the neighbourhood centre.
- Provide a built form which marks the key role of this site within the centre and achieves a sense of transition from adjacent development
- Improve the public domain around the site, including greening the streetscape where possible.
- Retain positive amenity for neighbouring buildings including those to the south across Chesterfield Lane, the existing units in the Ocean View apartments to the west, and the existing detached residential buildings to the east of the site.
- Ensure that development is of a high quality design which contributes to existing views and vistas to the site and to the streetscape.
- Minimise the negative impact of vehicles, including parking and servicing on the pedestrian experience of the centre.
- Achieve high quality architecture and urban design outcomes.

7.2 Suggested Masterplan

An illustrative plan and section of the suggested masterplan are shown overleaf. In the developing this masterplan consideration has been given to:

- The existing controls including the Waverley LEP and DCP and draft Subregional Strategy (summarised in Chapter 4 of this document);
- The current Planning Proposal and amendment to the DCP;
- SEPP65 and the Residential Flat Design Code;
- GMU's own urban design analysis of the site (summarised in Chapters 3 and 5 of this document); and
- Best practice urban design approaches.

The following is a list of key urban design principles for the masterplan.

Floor space ratio

- The site is capable of accommodating greater development than the current LEP envisages (1.00:1). GMU calculate that the suggested masterplan can accommodate an FSR in the order of 2.25:1 and create appropriate outcomes for the site and centre.

Macpherson Street frontage

- The relationship of development to Macpherson Street should include a street wall which relates to the frontage heights of existing buildings to the west and east in particular the heritage items within the eastern portion of the Centre. Accounting for the taller storey heights for retail and community uses this would allow for a two (2) storey frontage to the street.
- The Macpherson Street frontage should provide a clear rhythm in the shop frontages and facade treatment which relates to the established rhythm of existing building frontages on Macpherson Street.
- Development should activate the Macpherson Street streetscape.

Taller building form

- Set back behind the podium and street-wall, the site is able to accommodate a taller built form element to achieve a scale transition and reduce the visual dominance of the adjacent tower.

- The maximum height should be 6 storeys from Macpherson Street (including ground level). The maximum height and building form for the remainder of the site should be determined through testing of overshadowing impacts to ensure that existing properties (including those to the south across Chesterfield Lane) will not be significantly affected by development. A stepped form is not ideal or characteristic and therefore the majority of massing for the site should be located towards Macpherson Street and not the laneway.
- The top storey of development should incorporate significant setbacks so as to appear as a 'pop-up' rather than a full-storey.

Relationship to Chesterfield Lane

- Residential or retail frontages should provide passive surveillance of the Chesterfield Lane. These uses may sleeve any car parking or servicing areas which are provided behind in the basement areas. This would be compliant with the DCP's intended relationship to the laneways.
- Areas greater than two-storeys above Chesterfield Lane should be designed to not overlook neighbouring properties (including windows and private open spaces).
- Building setbacks and the relationship to the Lane at upper levels should ensure that any amenity impacts on nearby buildings are not significant.
- The current DCP control which restricts development above a 45 degree line from 7.8m above this boundary is seen as a reasonable guideline for development although ideally the majority of the massing should be to the north of the site.

Relationship to west (including 'Ocean View' apartments)

- Development should be set back a minimum of 12m from the windows of the 'Ocean View' apartments to the west, consistent with the Residential Flat Design Code. This area should be attractively landscaped and provide positive outlooks for both developments. It may be possible to also incorporate the vehicle entry for the development at this location if it is appropriately covered and screened.
- Development should provide appropriate buffering to the existing apartments within the Ocean View building, ensuring that their amenity is retained.

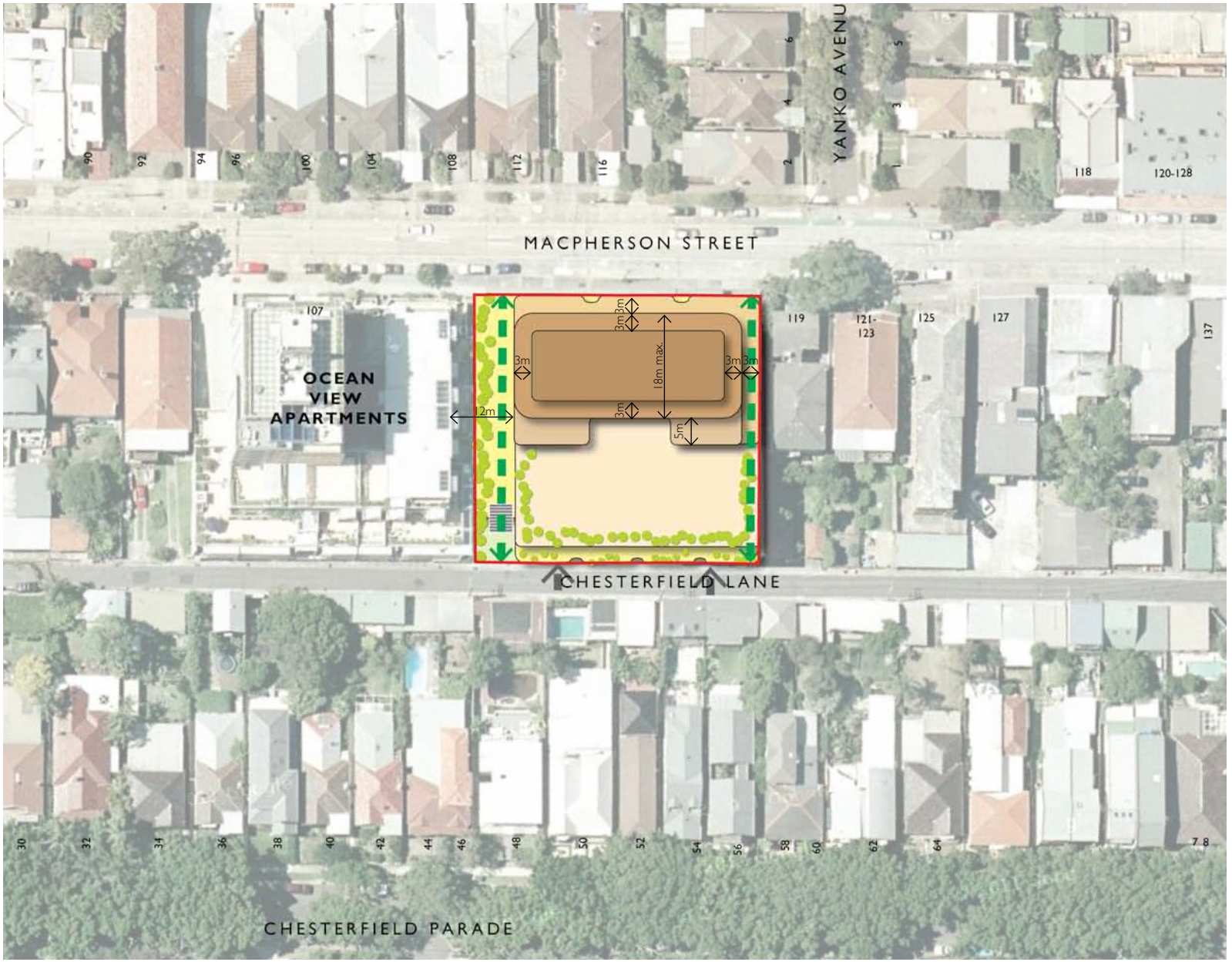
Parking and servicing

- Parking and servicing should be designed to ensure that they do not provide negative streetscape elements to Macpherson Street or Chesterfield Lane.

Relationship to east

- Development to podium height may be built to-boundary, reflecting the existing situation and anticipating the potential for properties to the east to provide a link between this site and the eastern portion of the Centre.
- Above podium height, development should be set back a minimum of 3m from the boundary,

SUGGESTED MASTERPLAN (ILLUSTRATIVE ONLY)



Level with Macpherson Street (approx. 2 storeys from Chesterfield Lane)

1 storey from Macpherson St.

2 storeys from Macpherson St.

3 storeys from Macpherson St.

5 storeys from Macpherson St.

Top storey - set back 3m from those below

Planter box buffering

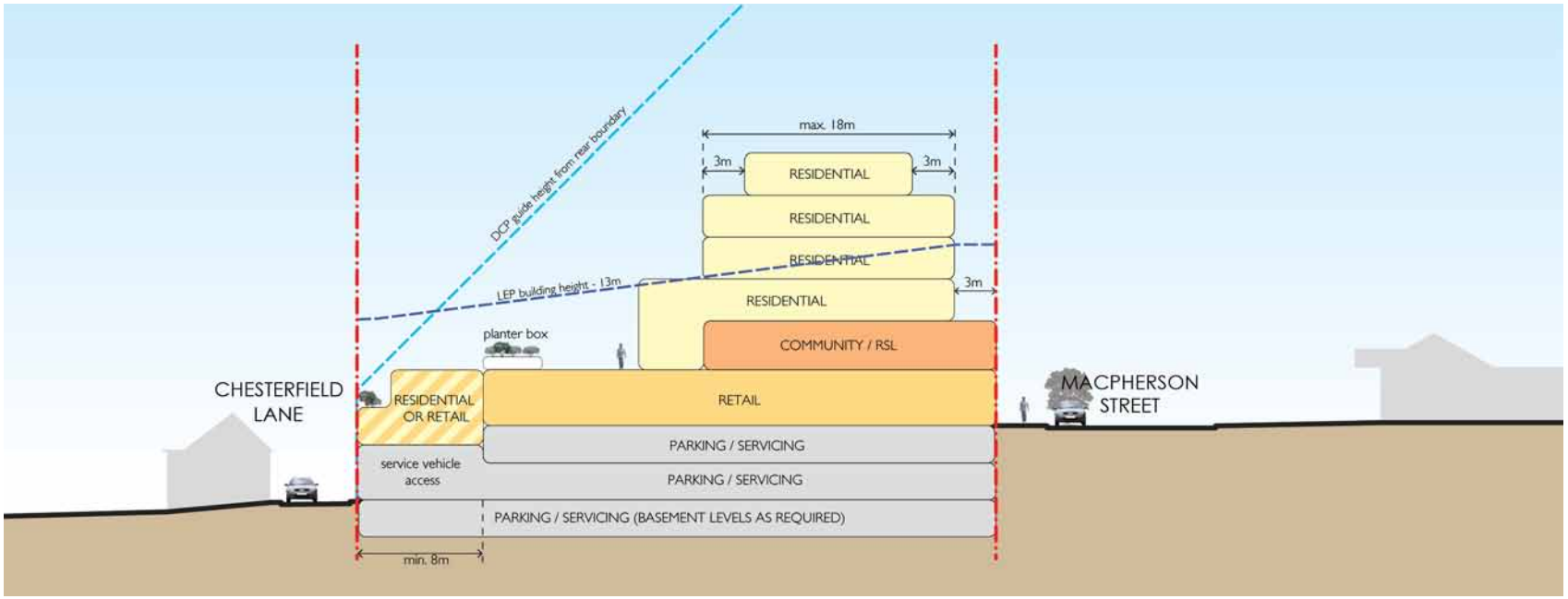
Preferred vehicular entry locations (Chesterfield Lane)

Potential locations for future pedestrian link through site subject to future intended character of Chesterfield Lane

Change of level within pedestrian link (location indicative)

0 5 10 25 50m

SUGGESTED MASTERPLAN SECTION (ILLUSTRATIVE ONLY)



0 1 5 10 20m

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8 Recommended controls

GMU

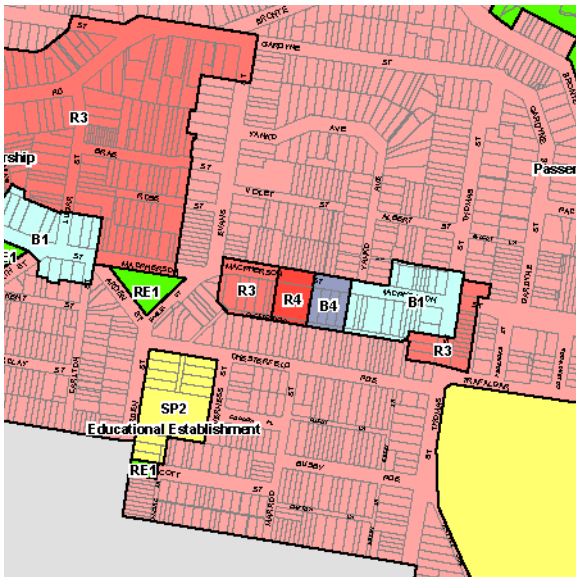
8.1 Macpherson Street and St. thomas Street Centre

The controls proposed for the Macpherson Street and St. Thomas Street Centre are shown on the diagrams opposite.

These include the following:

- A zoning and height for the Ocean View Apartment site which reflects the existing use - R4 high-density residential, maximum building height 28m.
- A change of zoning for the Bronte RSL site to B4 mixed-use to reflect its continued use as a community club in addition to its potential to provide retail and residential uses.
- A change of zoning and height for the areas which presently divide the B1 Neighbourhood Centre uses, allowing these to redevelop to 'link' the two parts of the Centre.
- An approach to maximum building heights, where the Bronte RSL site is permitted to create a scale transition to the west.
- Encouraging the areas to the east of the Centre to consolidate into a medium density edge to the Centre rather than the existing scenario where some medium-density uses exist within a low-density, low-height zone close to the Centre.

A proposed Floor Space Ratio plan has not been provided for the Centre as sites have not been tested for Floor Space Ratio other than the Bronte RSL site. This is discussed in the next subsection of this document.



Zone

B1	Neighbourhood Centre
B4	Mixed Use
R2	Low Density Residential
R3	Medium Density Residential
R4	High Density Residential
RE1	Public Recreation
SP2	Infrastructure

Proposed Zoning Map

Maximum Building Height (m)

I	8.5
J1	9
J2	9.5
N	13
Q	20
T	28

Proposed Maximum Building Height Map

8.2 Bronte RSL site

GMU recommend the following controls for the site.

LEP controls

- A maximum Floor Space Ratio of 2.25.1.
- A maximum building height of 20m (6 storeys within the DCP).

DCP controls

- Development should be in accordance with the development control envelope illustrated in the diagram opposite.
- The proposal should provide a street wall ('podium') facing Macpherson Street of a maximum of two storeys with a maximum height of 9m.
- Any taller form is to be setback a minimum of 3m from the frontage of the building.
- This setback should remain clear of balconies.
- The building form above the 'podium' level should be designed to be seen 'in the round' and should provide a positive visual contribution to all distant views.
- The maximum built form relationship to the Chesterfield Lane boundary should be set by a line extending at 45 degrees from a point 7.8m above ground level along this boundary.
- Both the Macpherson Street and Chesterfield Lane frontages should be articulated to relate to the established pattern of building frontages and lot divisions along these streets.
- Adequate setbacks should be provided to retain amenity, minimise overshadowing and provide view sharing to existing residences, including those within the 'Ocean View' apartments.
- Passive surveillance is to be provided by the development to Chesterfield Lane. Development above this should not directly overlook rear gardens across Chesterfield Lane.
- Active ground floor uses should be provided at footpath level to Macpherson Street.
- Vehicular access should be provided from Chesterfield Lane where possible other than any servicing requirements which should be from Macpherson Street.
- Proposals should demonstrate that any negative effects caused by vehicular access to the site have been minimised. This includes effects on the streetscape, continuity of the Centre and the amenity of neighbours.
- The design of the development is to mitigate bulk and relate to the fine grain lot pattern of the centre in its architectural expression and articulation.

PROPOSED MAXIMUM BUILDING ENVELOPE

X Storey heights from Macpherson Street

X Storey heights from Chesterfield Lane

Xm Distances

Preferred vehicular access - Chesterfield Lane

Site boundary

0 5 10 25 50m

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9 Consideration of planning proposal and amendment to DCP

9.1 Discussion of key issues

Following GMU's analysis, masterplan and recommended controls presented in this document, a discussion is presented below of the key urban design issues raised through the Olsson and Associates report, Planning Proposal and DCP amendment as to the future of the Macpherson Street and St Thomas Street Centre and the Bronte RSL site.

VISION FOR THE CENTRE

The scope of the Olsson and Associates report does not include consideration of a comprehensive vision for the future of the Macpherson Street and St. Thomas Street Centre. This document is instead largely focussed on the Bronte RSL site as it relates to the existing controls which apply to neighbouring sites.

This lack of visioning has been transferred to the Planning Proposal and DCP amendment, which rely on the Olsson and Associates report.

GMU are concerned in particular that the opportunity for the Centre to deliver housing growth, as advocated by the draft Subregional Strategy, has been ignored by this document, the current Planning Proposal and Amendment to the DCP.

GMU believe that consideration should be given to design solutions for the Centre which allow its future enhancement and consolidation whilst also allowing for greater development than that envisaged by the current LEP and DCP.

HEIGHT AND DENSITY CONTROLS

The Olsson and Associates report states that the current height of building controls (a maximum 13m as stated in the LEP and four storey typical height indicated in the DCP), as well as the FSR control (1.00:1 as stated in the LEP) are appropriate. Where justification is provided for these recommendations, it is generally against that of existing buildings within the Centre and against the existing streetscape.

GMU believe that additional floor space and height may be able to be provided 'set back' from a street wall which would allow an uplift in capacity for the Bronte RSL site and neighbouring sites without detracting significantly from the streetscape. If development is proposed of a strong character, this will help to mitigate the visual impact of the present Ocean View tower and tie this high-density residential use into the Centre, as well as allowing for the Centre to deliver housing growth as advocated by the draft Subregional Strategy.

CROSS-SECTION FROM CHESTERFIELD LANE

The Amendment to the DCP reflects the Olsson and Associates report in recommending a maximum building height line set by an angle of 32 degrees from a height of 7.8m above the site's boundary with Chesterfield Lane. The Amendment to the DCP goes further in proposing this relationship for all Local Village Centres.

This is a significant change from the 45 degree angle from the 7.8m height mark indicated by the current DCP. This recommendation does not appear to have been based on any detailed testing of overshadowing. It is justified by statements which include that it "means that at anytime of the year, it will be the 7.8m height of the lowest two floors that create any shadow", which appears factually flawed (as the sun angle may be below 32 degrees at times other than noon).

GMU believe that the existing control (45 degrees) may be useful for a 'typical' situation. GMU believe, however, that a 32 degree angle would be an excessively onerous imposition, particularly where development may satisfy the intent of SEPP65 and the Residential Flat Design Code and not excessively overshadow neighbours however not comply with this control.

GMU are also concerned that a 32 degree angle would promote the development of unattractive 'ziggurat'-shaped proposals.

VEHICULAR ACCESS AND SERVICING

The DCP amendment proposes a number of controls regarding vehicular access for the site, including location and sizes of vehicular access for particular uses.

GMU are concerned that many of these controls do not appear to be recommendations from either the Olsson and Associates report or the separate 'Traffic and Parking Peer Review' report by GTA Consultants.

GMU believe that generally vehicular access from Chesterfield Lane would be less disruptive to the Centre than access via Macpherson Street, however recognise that a comprehensive design of the site may be necessary in order to fully understand how the potential negative impacts of vehicular entries can be minimised.

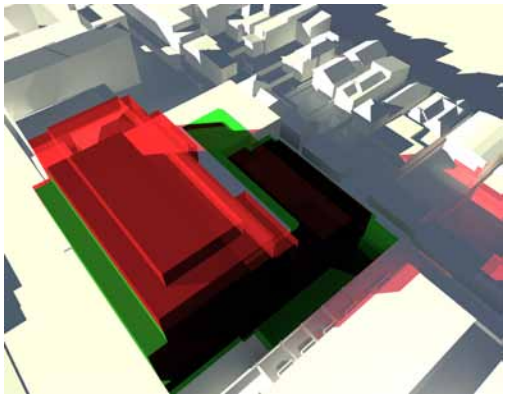
9.2 Comparison of overshadowing impacts

The page opposite shows a comparison of the overshadowing impacts at midwinter between the building envelope proposed by GMU and the building envelope proposed within the Olsson and Associates report (which is also reflected in the current proposed DCP amendment).

This comparison shows the overshadowing impacts from the proposed envelopes only. The overshadowing impacts from a final built form will vary from this.

The overshadowing impacts to neighbouring properties which would be created by the two different envelopes are broadly similar. A design which is compliant with the GMU proposed building envelope will not necessarily create an overshadowing impact to neighbouring properties which is significantly greater than a design which is compliant with the Olsson and Associates proposed envelope.

COMPARISON OF OVERSHADOWING IMPACTS



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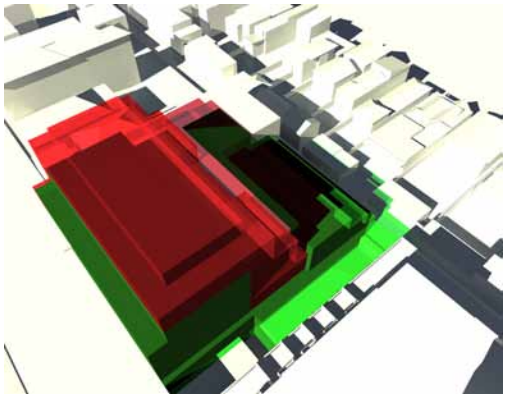

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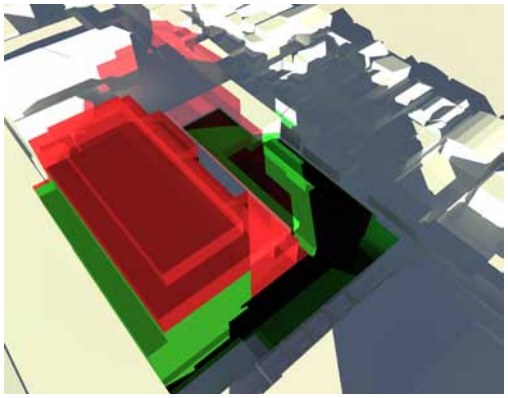

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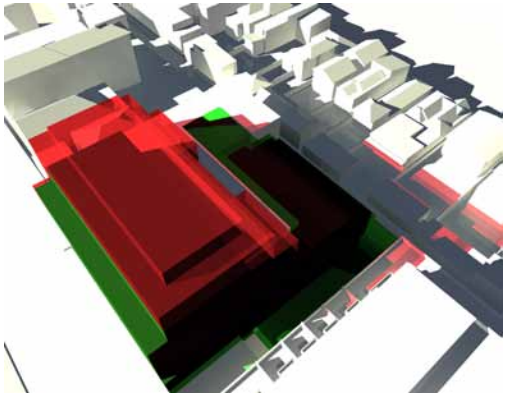

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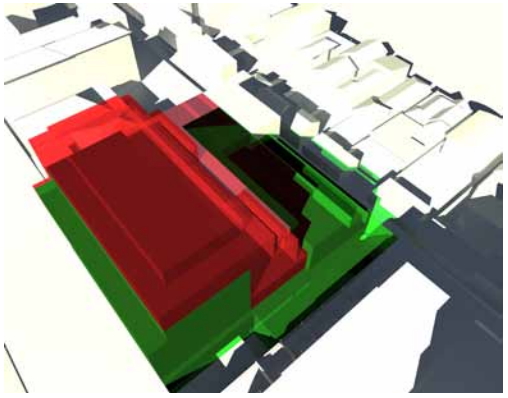

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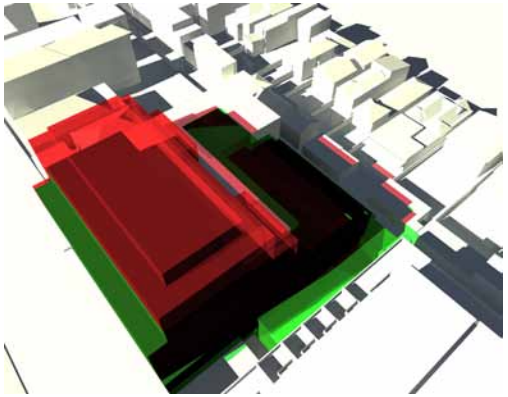
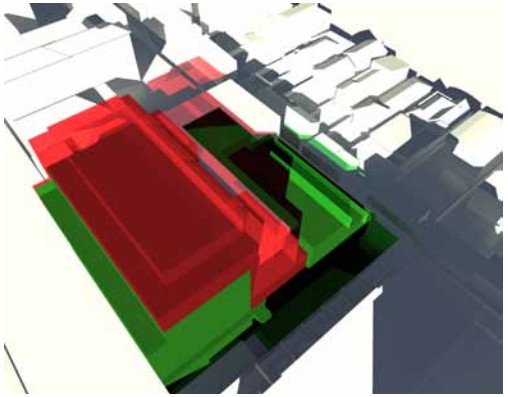


11 am



2pm

GMU proposed building envelope and overshadowing

Olsson and Associates proposed building envelope and overshadowing - also shown within the proposed DCP amendment

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10 Recommendations

The proposed masterplan for the Bronte RSL site offers distinct advantages for the local community, taking advantage of the site's potential as the largest development site in the local area in developing site-specific controls. Advantages within the proposed masterplan include:

- Retaining the existing community use which has an important role within the Centre.
- Providing new retail uses which could support the local area.
- Providing housing within the local area which is accessible to public transport and a local centre.
- Improving the character of the site and contribute to the vitality of the Centre.
- Achieving a sense of transition from the adjoining development and mitigating its dominance in the streetscape.
- Providing a street frontage which activates the Centre.

We consider that the proposed masterplan will provide strong outcomes for the site, the Macpherson Street Neighbourhood Centre and the local community. We consider that an architectural solution within this master plan can deliver a high quality and distinctive development that will achieve design excellence and enhance the sense of place within the local area.

We therefore recommend that consideration is given to the masterplan contained in this document, and to adopting the controls proposed for the site and Centre.