

Urban Design Analysis of Bronte's Macpherson Street & St Thomas Street Neighbourhood Centre for Waverley Council



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1 Introduction

Executive Summary

The Macpherson Street and St Thomas Street Centre was identified in the Waverley Development Control Plan 2012 as a Neighbourhood Centre. The centre provides shops and services to the local community.

The objective of this Urban Design Analysis report has been to consider the urban design issues in the Macpherson Street and St Thomas Street Neighbourhood Centre, focussing upon the Bronte RSL Club site to examine the appropriateness of the current controls for the site and to make any recommendations regarding revisions and or refinements to the controls.

As part of this urban design process, consultation with the community was undertaken by Waverley Council. This consultation included a public meeting at Bronte RSL Club organised by Council regarding the planning of the Neighbourhood Centre and the existing planning controls. Council also undertook consultation and received submissions through a variety of media throughout the process.

This Urban Design Analysis identifies the existing character of the area and recommends building envelopes for the Bronte RSL Club site that reinforce the character of this Neighbourhood Centre.

The key recommendations of this report are that:

- 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, 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.

While this process was occurring Council had several meetings with the developer of the Bronte RSL, Winston Langley Burlington. At those meetings they described their proposal which contained a retail food store, several smaller shops, a new Bronte RSL Club area and residential apartments. The proposal seeks to vary the building height control by 8m, from the existing 13m LEP height control to 21m. The proposal also seeks to approximately double the allowable floor space ratio of 1:1.

Introduction

The study area is focussed on the Macpherson Street shops, and includes the B1 Neighbourhood Centre zoned sites such as the Bronte RSL Club. The study area has considerable local, community and resident interest. It provides local shops to the residents of the area. The Bronte RSL Club is a key site in the area, due to its role as an important community facility that has transformed in recent years. The site has the potential for re-development for a range of uses, including the retention of the RSL club.

This report presents an analysis of the study area and the current planning controls for the study area. Planning principles and objectives for the study area are identified. Due to the Bronte RSL Club being a key site, this report focuses on the current planning controls, illustrated in 3 dimensional building envelopes. Recommendations are made regarding the appropriateness of the current planning controls for the Bronte RSL Club site, and recommended amendments to the controls. This Urban Design Analysis report is complemented by a traffic report by GTA Consultants.

The Process

Waverley Council issued a brief and background documents to us on 5th October 2012. Olsson & Associates Architects (OAA) were engaged by the Council on 9th October 2012. OAA prepared a powerpoint presentation for the Council run community workshop held at Bronte RSL on 24th October 2012. Russell Olsson made the powerpoint presentation to an audience of 300-350 people. Russell assisted in recording residents' views on butcher's paper sheets at the discussion session following the presentation.

Russell Olsson also attended the developers' information session on 1st November 2012 held at the Bronte RSL, as an observer only. Waverley Council displayed 3 panels giving feedback from the previous community workshop, feedback from council's online survey and an explanation of the process.

Waverley Council posted Olsson Associate's powerpoint presentation from 24th October on Council's website on 10th November 2012. The contents of the powerpoint presentation were amended to reflect the fact that during the period between the community workshop and posting the powerpoint presentation on the website, the draft Waverley LEP 2012 was gazetted (26th October 2012) and this gazettal also brought into effect the Waverley DCP 2012. New planning controls superceded the previous planning controls. The final draft of this Urban Design Analysis Report was submitted to Council on 29th November 2012.

2 Urban Analysis

The Study Area extends from Virgil Lane in the north to Chesterfield Parade in the south and from east of St Thomas Street to west of the Ocean View apartments.



Figure 1 - Study Area

2.1 Topography

The topography of the area shows a relatively steep slope from north to south across the Study Area. Some properties on the southern side of Macpherson Street (including the Bronte RSL Site) have a fall of approximately 2 storeys from Macpherson Street to Chesterfield Lane. Macpherson Street is located on the ridge line leading to the sea. It is similar to other main streets in the vicinity (i.e. Bronte Road, Clovelly Road, Coogee Bay Road etc).

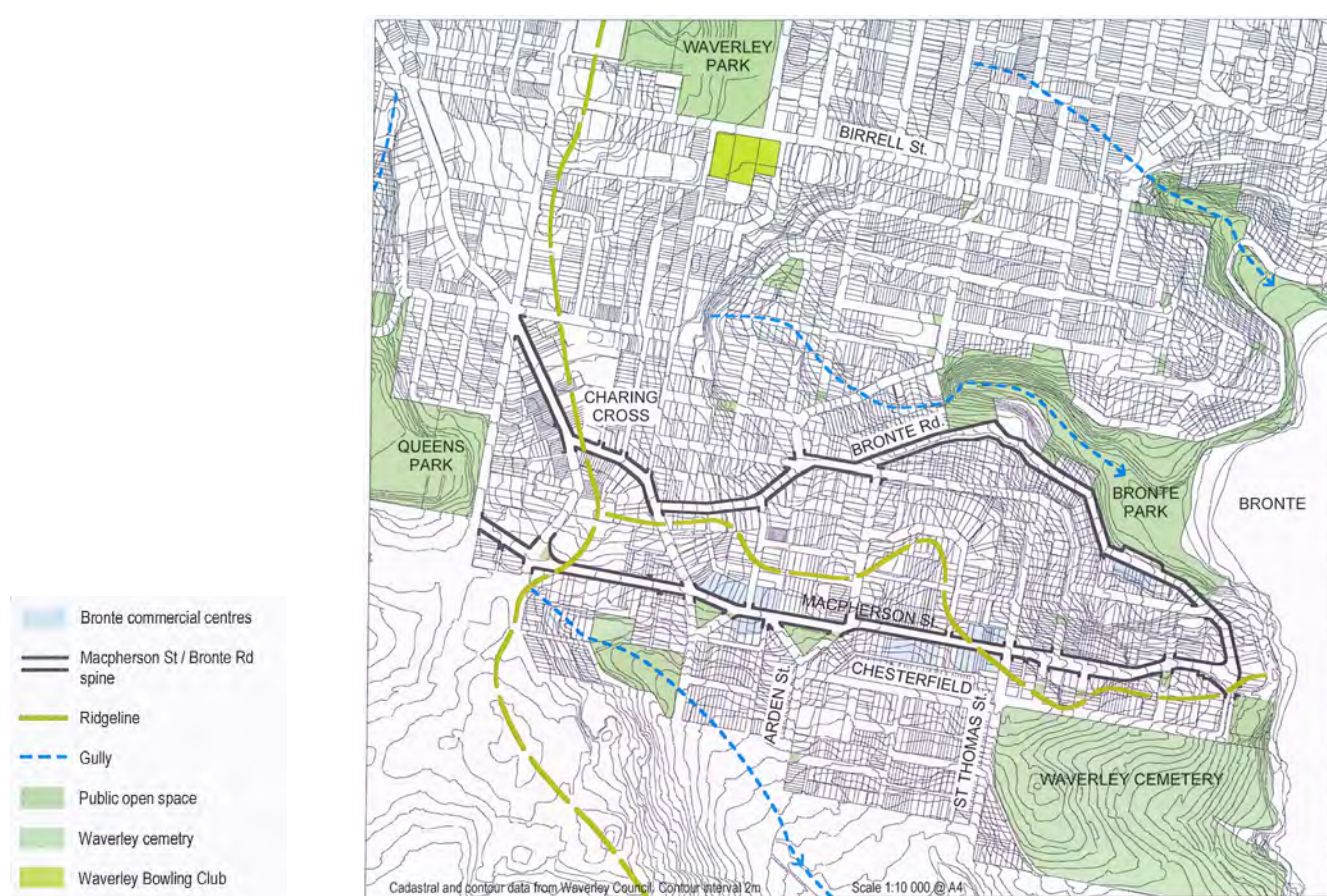


Figure 2 - Topography

Source: Bronte Commercial Centres Draft DCP (Hill Thalys + Jane Irwin for Waverley Council)

2.2 Street Hierarchy

Macpherson Street is the main street where originally the trams ran and today accommodates one bus service. Shops have developed along Macpherson Street (traditionally at each tram stop). The rear lanes such as Chesterfield and Virgil Lane are used for vehicular access to parking, truck access for loading and delivery to the Bronte RSL Club Site.

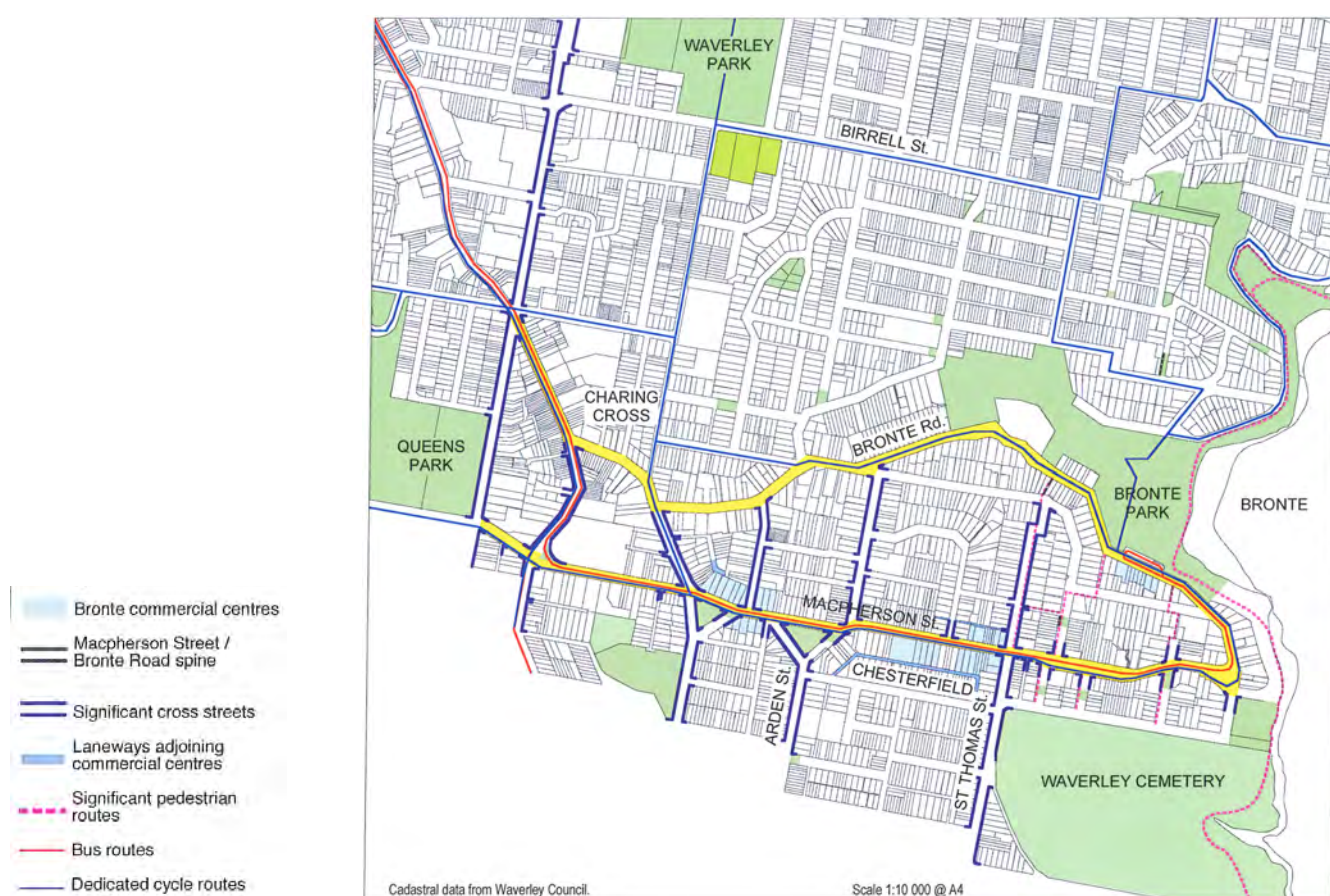


Figure 3 - Street Hierarchy

Source: Bronte Commercial Centres Draft DCP (Hill Thalys + Jane Irwin for Waverley Council)

2.3 Local Facilities

The local shops and services along Macpherson Street are located in clusters, with a 200m walking distance shown on the plan below. The clusters of shops have developed to align with tram stops.

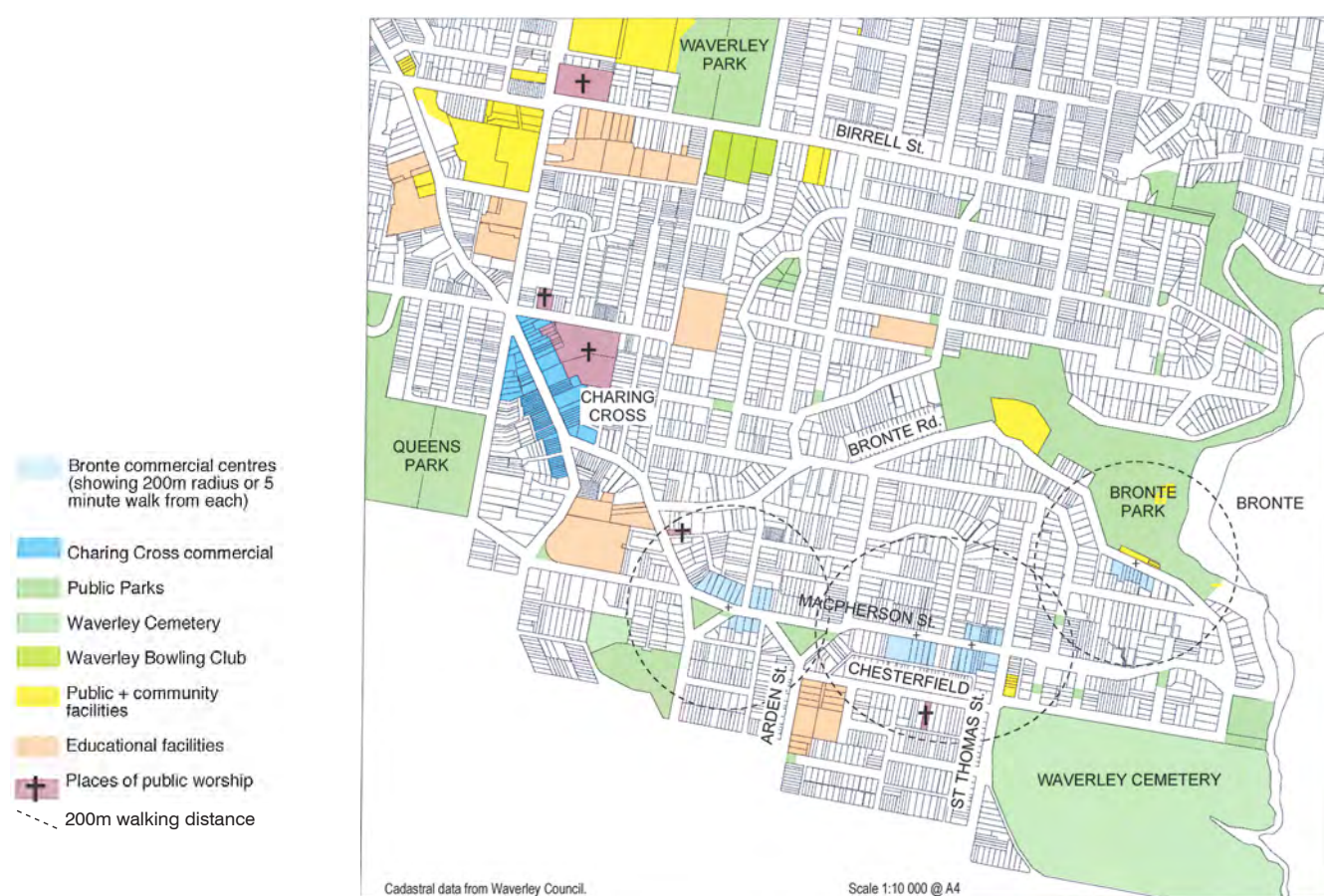


Figure 4 - Local Facilities

Source: Bronte Commercial Centres Draft DCP (Hill Thalys + Jane Irwin for Waverley Council)

2.4 Land Uses and Movement

The existing local shops in Macpherson Street are small scale as much food shopping by locals is done in Bondi Junction and Randwick. The Macpherson Street local centre serves a narrow range of shopping needs such as a newsagent, take-away shops, cafes, convenience store, pharmacy store, medical centre and the like.

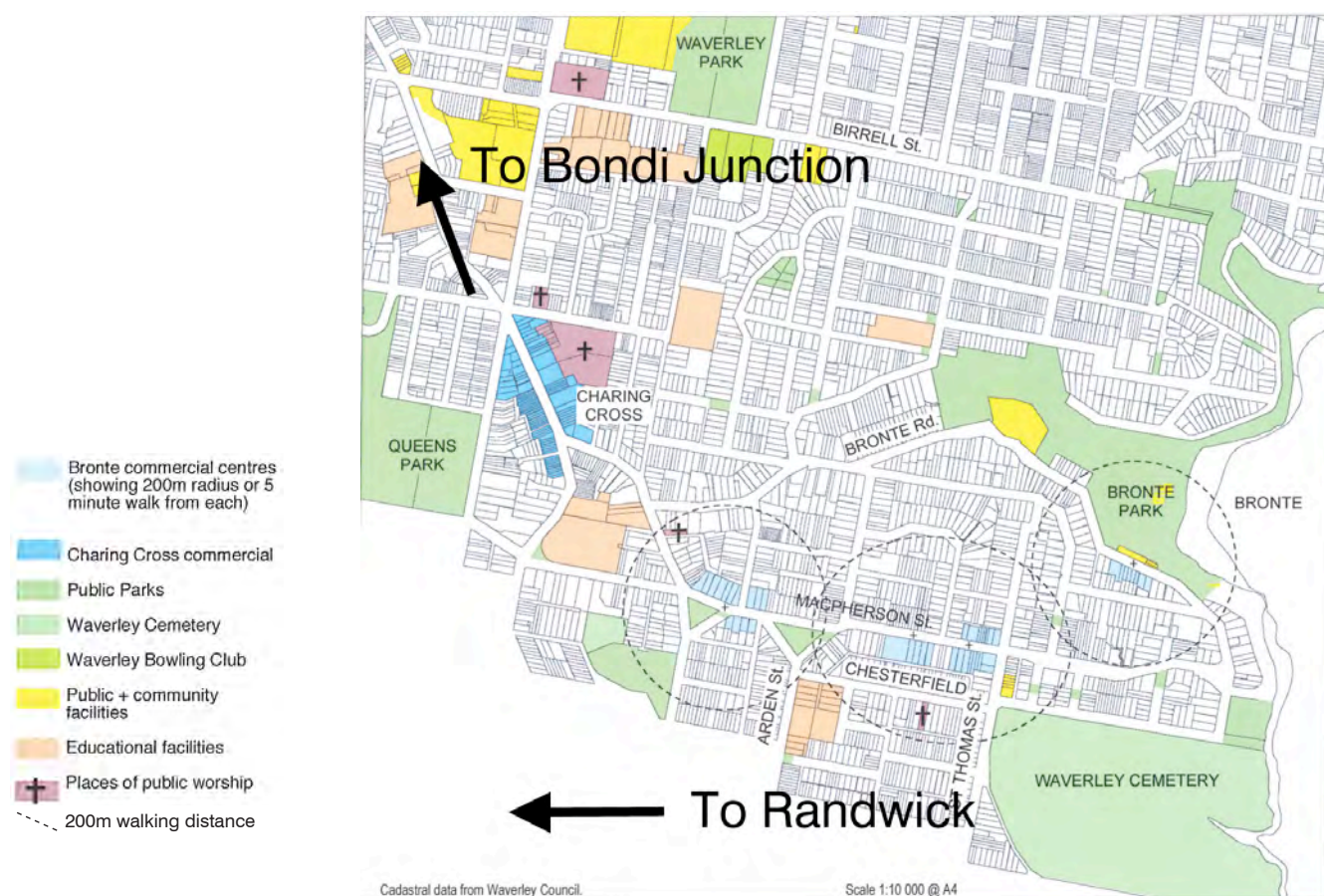


Figure 5 - Land Uses and Movement

Source: Bronte Commercial Centres Draft DCP (Hill Thalys + Jane Irwin for Waverley Council)

2.5 Existing Land Use

Apart from the Bronte RSL, the existing commercial uses are located close to the intersection of Macpherson Street and St Thomas Street.



Figure 6 - Existing Land Use

2.6 Permeability

The existing lanes, Chesterfield and Virgil Lanes provide car access and service access to the properties. This reduces the impact of car parking and driveways on major streets and parades.

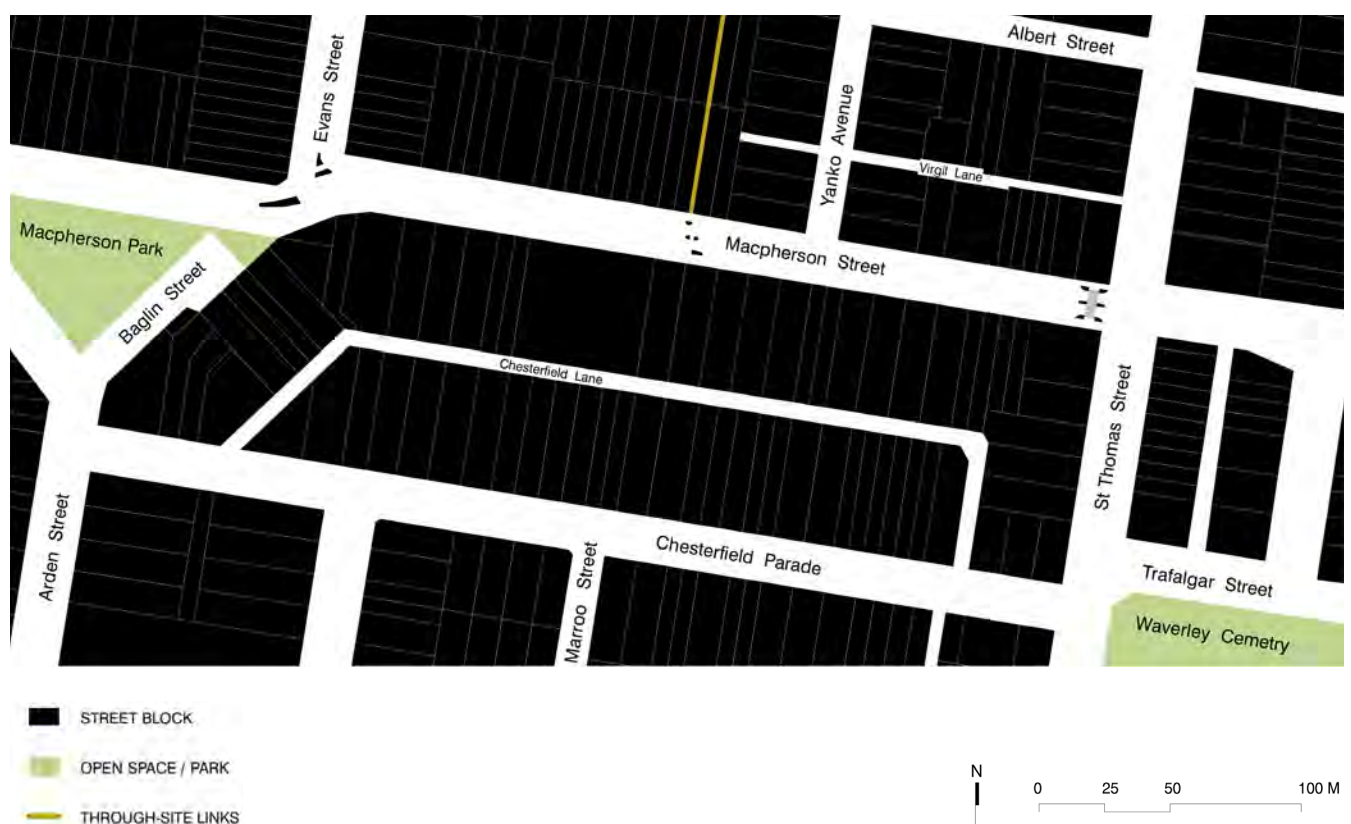


Figure 7 - Permeability

2.7 Figure Ground

The figure ground drawing shows the relative size of existing building footprints in the area. It is apparent from this drawing that Bronte RSL Club building has an existing floorplate that is substantially larger than the existing shops and small scale residential buildings in the centre.



Figure 8 - Figure Ground

2.8 Heritage

The heritage items and conservation areas contained in the Waverley Council's planning documents are reproduced in the below figure.



Figure 9 - Heritage

2.9 Existing Building Heights

The existing building heights are predominantly 1, 2 and 3 storeys, with the exception of the Ocean View apartments, which has a building height of up to 11 storeys (when measured from Chesterfield Lane).



Figure 10 - Existing Building Heights (storeys)

2.10 Existing Floor Space Ratios

This figure shows the approximate floor space ratios of the existing developments on the existing sites. The existing building areas and the site areas were measured to make these calculations. An existing floor space ratio of approximately 1:1 is on a number of shops and the Bronte RSL Site.

Floor space ratio (FSR) is the amount of floor space in a building, as a ratio of the site area. A 1:1 floor space ratio means that the total floor space in a building is equal to the site area. A building may have more than one level. For example, a 2 storey building with FSR of 1:1 covers 50% of the site. See the exact definition of FSR and floor area in the Department of Planning Local Environmental Plan Template.



Figure 11 - Existing Floor Space Ratio

3 Current State and Local Environmental Planning Controls for the Study Area

3.1 SEPP 65 Residential Flat Design Code

The State Environmental Planning Policy 65 (SEPP 65) Residential Flat Design Code (RFDC) planning controls apply to the residential development in the Study Area. SEPP 65 contains 10 Design Quality Principles which provide the means of evaluating the merit of proposed design solutions.

The principles are:

1. Context;
2. Scale;
3. Built Form;
4. Density;
5. Resource, Energy and Water Efficiency;
6. Landscape;
7. Amenity;
8. Safety and Security;
9. Social Dimensions; and
10. Aesthetics

Some of the key recommendations from the RFDC include:

- A building separation of 12 metres between 4 storey building;
- Solar access to the balconies / living rooms of more than 70% of the apartments for more than 2 hours between 9am and 3pm in mid-winter;
- A maximum of 10% single aspect south facing apartments;
- Cross-ventilation to more than 60% of apartments; and
- A maximum residential building depth of 18m

3.2 Waverley Local Environmental Plan 2012

Zoning

The zoning in the centre is Low Density Residential, Medium Density Residential and Neighbourhood Centre. The Bronte RSL Site is in Neighbourhood Centre Zone.

R2	Low Density Residential
R3	Medium Density Residential
B1	Neighbourhood Centre
SP2	Infrastructure

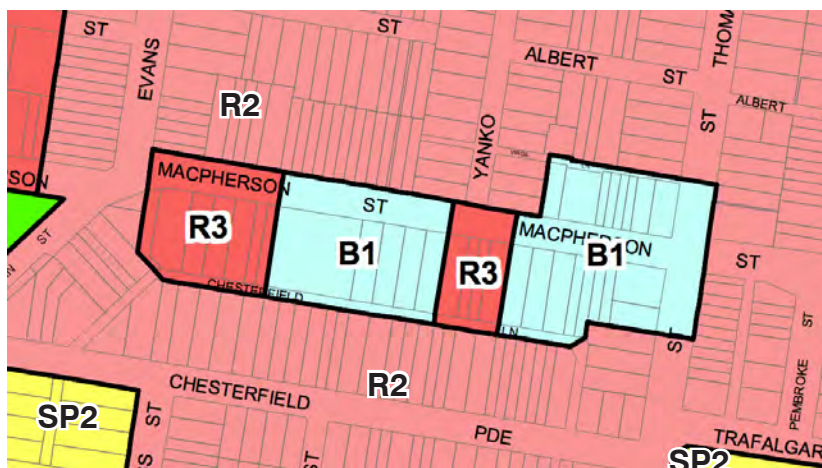


Figure 14 - Waverley Local Environmental Plan 2012 - Zoning

FSR

The maximum allowable floor space ratio in the centre ranges from 0.5 to 1:1. The FSR for the commercial sites (including the Bronte RSL Site) is 1:1.

D	0.50
F	0.60
N	1.00

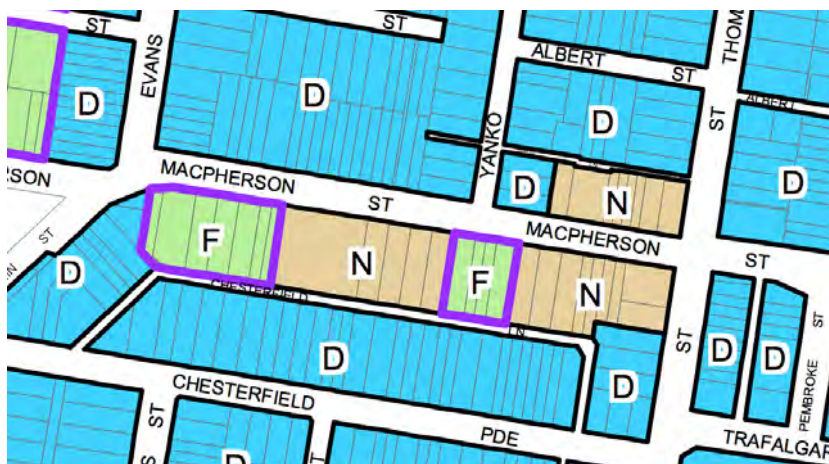


Figure 12 - Waverley Local Environmental Plan 2012 - Floor Space Ratio

Height of Buildings (m)

The maximum allowable Height of Buildings ranges from 8.5m to 13m. The 13m height limit is located on the Bronte RSL Site and the adjoining Ocean View apartments site.

I	8.5
J1	9
J2	9.5
N	13



Figure 13 - Waverley Local Environmental Plan 2012 - Height of Buildings (m)

Affordable Housing

Clause 4.4B of Waverley LEP 2012 allows for incentives to provide affordable rental housing. An additional 15% floor space ratio is permitted provided that the conditions set out in the LEP are met.

3.3 Discussion of the development controls regarding the size of Retail Premises in the Study Area

The objectives of the B1 Neighbourhood Centre zone in Waverley LEP 2012 regarding the Commercial Premises in the study area provide guidance for the size of shops and business permissible in the area. For sites zoned B1 Neighbourhood Centre, Neighbourhood Shops, Retail Premises and Business Premises are permitted uses.

The LEP states that the Consent Authority must have regards to the objectives for development in a zone when determining a development application. The objectives are:

- To provide a range of small scale retail, business and community uses that serve the needs of the people that 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 uses;
- To strengthen the viability of Waverley's existing business centres as places of vitality for investment, employment and cultural activity

While the LEP limits the size of the specific term Neighbourhood Shop, it does not however limit the area of Business Premises and Retail Premises.

The appropriate size of a Business Premises or Retail Premises is to be decided by the Consent Authority following an assessment of the proposal. The objective is to provide small scale retail. The question for the Consent Authority is, what constitutes "small scale retail" in a Neighbourhood Centre.

The Bronte - Macpherson Street centre is "classified" as a Neighbourhood Centre in the Waverley DCP 2012. This is based on the Centres Hierarchy in the Metropolitan Strategy by the Department of Planning. The Metropolitan Strategy defines a Neighbourhood Centre as having "one or a small cluster of shops and services. The centre contains between 150 and 900 dwellings". A Neighbourhood Centre does not include a supermarket, which is part of the larger "Village" classification in the Metropolitan Strategy.

The objective of the Waverley LEP 2012 is to provide a range of small scale retail, business and community uses. This is a Neighbourhood Centre, which typically does not contain a supermarket. A supermarket could be considered to be out of scale for this Neighbourhood Centre.

4 Current DCP Controls for the Bronte RSL Site

4.1 Waverley DCP 2012 - Local Village Centres

The building heights in the centre range from 8.5m to 13m. Apart from the Ocean View apartments, the only site to have a 13m height limit is the Bronte RSL Site. Waverley DCP 2012 has the figure below as the development controls for a site with a 13m height limit. The cross-section shows a primary street (Macpherson Street and a public laneway (Chesterfield Lane) with ground floor retail/commercial. The DCP states that retail ground floor use is to be on the primary street. It also states that residential ground floor use is permitted on the public laneway where all other requirements of the local centre are met.

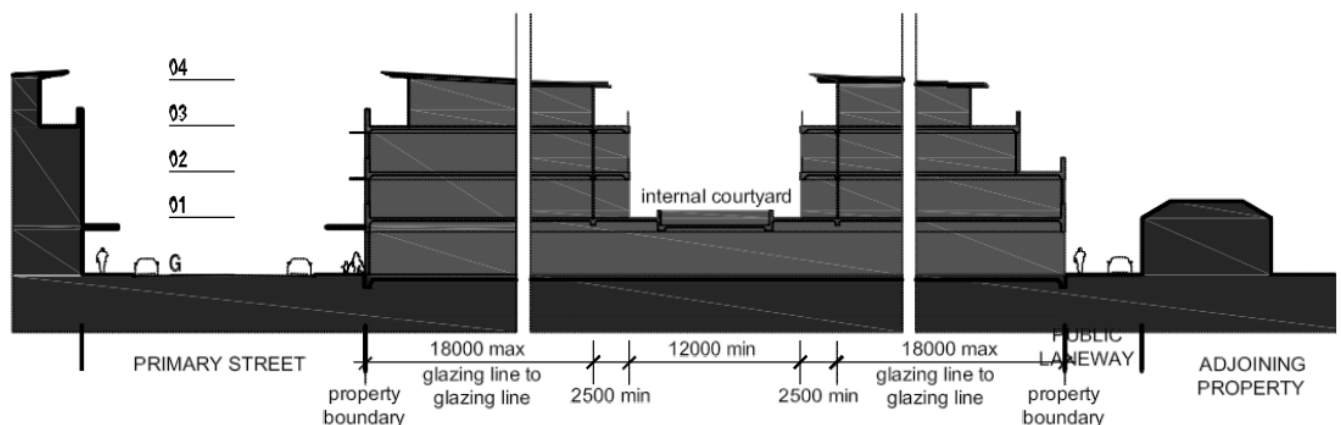


Figure 15 - Waverley Development Control Plan 2012 - Local Villages Centres - Cross-section

4.2 Waverley DCP 2012 13M high Cross-section adapted to the Bronte RSL Club Site

The drawing above is a generic cross-section and does not account for the 2 storey cross-fall from Macpherson Street to Chesterfield Lane. This is shown on the drawing below, where the generic cross-section is applied to the Bronte RSL Site.

The top floor (Level 4) is to be setback from Macpherson Street. The bottom 2 floors on Chesterfield Lane are to be a minimum height of 7.8m (control in DCP generic sections). The setback of levels 3 and 4 from Chesterfield Lane is to be at an angle of 45 degrees (control in DCP generic sections).

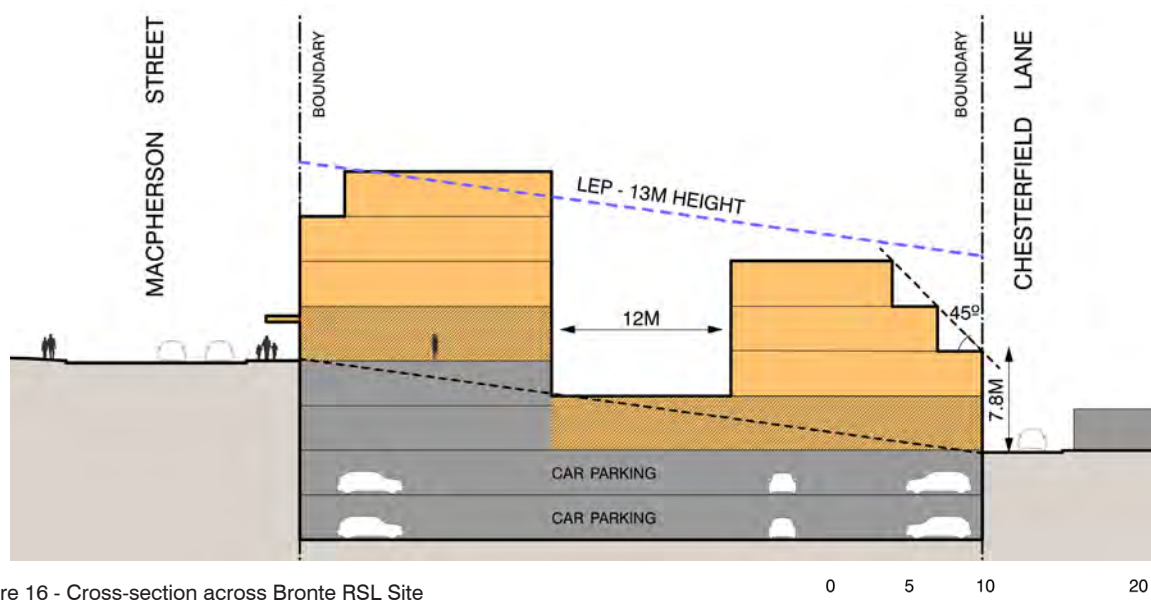


Figure 16 - Cross-section across Bronte RSL Site

4.3 LEP & DCP Controls for Bronte RSL Club Site

Waverley Local Environmental Plan 2012	Zoning	B1 Neighbourhood Centre
	FSR	1:1
	Height of Buildings	13m
Waverley Development Control Plan 2012	Street Frontage Setback	0m setback from both - primary and secondary streets
	Max. Residential Building Depth	18m max. residential building depth
	Min. Building Separation	12m min. internal separation between buildings
	Transport	Properties which have 2 street frontages are only permitted to have one vehicular crossing to the secondary frontage (e.g. the lane)
	Basement Parking	To be located fully below ground level
	Max. Building Length	24m *
	Building Separation	12m between habitable rooms and balconies up to 4 storeys
	Landscaping	30% landscaped area and 15% deep soil **

* The B1 Neighbourhood Centre zone permits shop-top housing. It is desirable that shops in Neighbourhood Centres are continuous frontages. These frontages may be longer than 24m on large sites. It is recommended in this Urban Design Analysis that the lengths of shop-top housing in this Neighbourhood Centre be considered in the existing built form context.

** Existing B1 Neighbourhood Centre zoned sites typically do not have 15% deep soil and 30% landscaped area due to the urban character of these building types. The amount of deep soil and landscaped area on the B1 Neighbourhood Centre sites should be considered within this built form context.

4.4 Visualisations of Building Heights from Macpherson Street



Figure 17 - Street View 1 taken from Macpherson Street showing overlay of LEP height limits



Figure 18 - Street View 2 taken from Macpherson Street showing overlay of LEP height limits

4.5 Visualisations of Building Heights from Chesterfield Lane



Figure 19 - View from Chesterfield Lane looking east showing overlay of DCP height limit



Figure 20 - View from Chesterfield Lane looking west showing overlay of DCP height limit

5 Opportunities & Constraints

5.1 Opportunities

Create a sustainable local centre	<p>Create a walkable centre with a greater range of neighbourhood retail options</p> <p>Extend existing pattern of fine grain shops along Macpherson street</p> <p>Relate to Waverley Council's hierarchy of retail centres</p>
Bronte RSL Site	<p>To upgrade the Bronte RSL club premises & facilities</p>
Topography	<p>Locate useable floor area below the level of Macpherson Street in existing excavated area</p>
Residential	<p>To provide housing choice with a range of dwelling types</p> <p>Proposed residential development will also support local shops</p>
Public domain	<p>To enhance the public domain of Bronte's Macpherson Street and St Thomas Street neighbourhood centre</p>

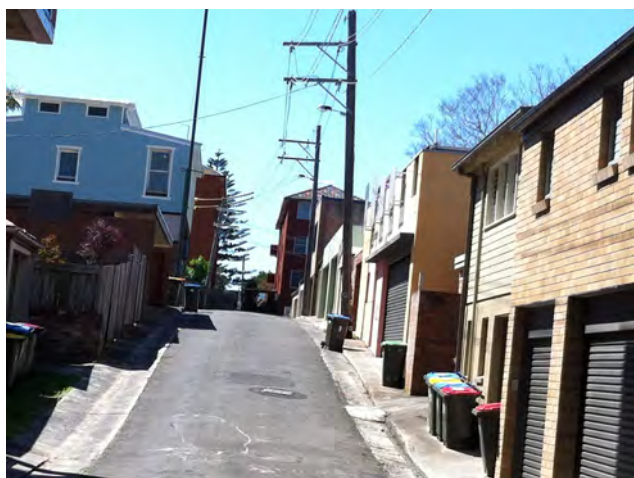


Figure 21 - Chesterfield Lane



Figure 22 - Macpherson Street

5.2 Constraints

Vehicle Access	Future vehicle access from Chesterfield Lane is dependent upon truck turning geometry and potential traffic volumes
Amenity issues of Bronte RSL Site	<p>Existing building to the west of the site has windows and private open space facing the site which must be taken into account in any future development</p> <p>The Bronte RSL site slopes towards the south which could lead to the overshadowing of the properties located to the south & loss of amenity for those residents</p> <p>The sloping Bronte RSL site will require the resolution of potential overlooking of the sites to the south by any future development of the Bronte RSL site</p>
Landscape Heritage	The landscape heritage of Chesterfield Parade will require protection from potential traffic volumes and truck turning movements



Figure 23 - Marrickville



Figure 24 - Macpherson Street Bronte

6 Urban Design Principles

The Urban Design Principles for the centre and future development within the centre are as follows:

1. The centre should be maintained as a neighbourhood centre, as a walkable centre to serve local needs;
2. Enhance the shopping strip with continuous, narrow, street level shopfronts aligned to Macpherson Street;
3. Enhance the public domain with upgraded paving, lighting, street trees and the like to Macpherson Street;
4. Enhance the public domain with upgraded footpaths, kerbs and the like to Chesterfield Lane;
5. Protect the landscape heritage value and existing trees in Chesterfield Parade;
6. Encourage new developments that will improve the streetscape, built form and character of Macpherson Street;
7. Maintain solar access to the properties on the southern side of Chesterfield Lane;
8. Protect properties on the southern side of Chesterfield Lane from overlooking from future development in Macpherson Street;
9. Apply built form controls such as building height, building setbacks, sun access and SEPP 65 Residential Flat Design Code recommendations; and
10. Maintain acceptable volumes of traffic on Chesterfield Lane and Macpherson Street at different times of the day and year, through traffic volume analysis



Figure 25 - Macpherson Street Bronte.
Existing 3 storey infill building



Figure 26 - Young Street Neutral Bay. Example of street tree planting, parking bays and new street lighting in a main street



Figure 27 - Double Bay. Example of new paving and awnings in 3-4 storey main street

7 Recommended Development Controls & Building Envelopes & for Bronte's Macpherson Street and Thomas Street centre (which includes Bronte RSL Site)

This Urban Design Analysis has examined the development controls in Waverley LEP 2012 and Waverley DCP 2012.

7.1 Recommendations regarding Waverley LEP 2012 Controls

The Waverley LEP 2012 objectives of the B1 Neighbourhood Centre zone provide guidance for the size of shops and businesses in the study area. Neighbourhood Shops, Retail Premises and Business Premises are permitted uses on the site zoned B1 Neighbourhood Centre. 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 80 sqm, 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 in the Study Area be reviewed to ensure that the objectives in the Waverley LEP 2012 are achieved.

7.2 Recommendations regarding Waverley DCP 2012

This Urban Design Analysis has examined the development controls for the Study Area in Waverley DCP 2012 and agrees that the development controls in the DCP are appropriate except that:

- The DCP cross-section control (Figure 15) has an angle of 45° for the stepped floors on the rear lane. We recommend that this angle be 32° to match the angle of the mid-winter sun at noon, to minimise overshadowing of the properties on the southern side of Chesterfield Lane;
- The DCP cross-section does not describe setbacks from side boundaries. On the Bronte RSL site there is a need for setbacks from side boundaries at upper building levels, and these are not in the DCP. The setbacks recommended by this report are illustrated below.
- 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.

Unless mentioned below, the existing DCP controls should be retained and are considered appropriate for the neighbourhood centre

7.3 Recommended 3D Building Envelope

This building envelope drawing shows the overall building height of 4 storeys for the Bronte RSL Site. It is recommended that any future development be a maximum of 4 storeys on this site. The envelope also shows a setback from the street alignment on the top floor / level 4 (Figure 29).

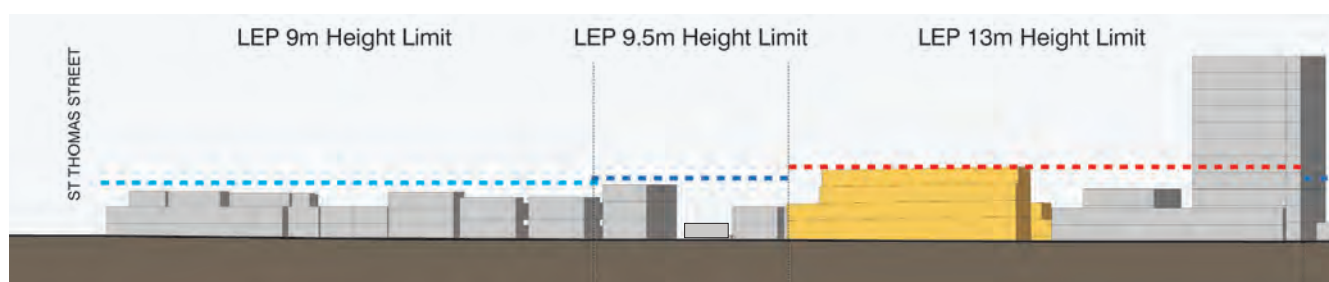


Figure 28 - Recommended Macpherson Street Elevation for Bronte RSL Site

The envelope also shows the Level 1 (ground floor) and Level 2 built to the eastern boundary, with the level 3 and level 4 setback 6m from the eastern boundary. This is done to maintain continuity of the building alignment and active ground floor along the eastern street frontage. The level 3 and level 4 are set back to maintain amenity for the adjoining relationship between buildings near the eastern boundary of the site.

The building envelope is setback 6m from the western boundary on upper levels (Figure 28). This is to maintain reasonable amenity and outlook for the existing windows in the Ocean View apartments, which are approximately 5m from the western boundary of the Bronte RSL Site.



Figure 29 - Recommended 3D Building Envelope - View from Macpherson Street looking west

7.4 Chesterfield Lane Built Form Recommendations

Our recommendations for the built form controls adjoining Chesterfield Lane vary from the built form controls in Waverley DCP 2012 (Figure 30). To illustrate the difference between our recommendations and the DCP controls, we compared the existing DCP control in cross-section with our recommended cross-section. These envelopes show Level 3 and 4 stepping back at an angle of 45 degrees from the 7.8m height of Level 1 (Ground Level) and 2 built on the property boundary, as shown in Figure 30.

Our recommended building envelopes adjacent to Chesterfield Lane show Level 1 (Ground) and 2 built to the alignment of the lane, to a maximum height of 7.8m. Level 3 and 4 floors step back at an angle of 32 degrees from the horizontal. The outcome is that Level 3 and 4 have less impact on the properties on the southern side of the lane in terms of overshadowing and potential overlooking, and are less visually overbearing (Figure 31).

The reasons for this recommendation are as follows:

- The properties to the south should be protected from excessive overshadowing. The 32 degree angle is the mid-winter angle of the sun at noon. This means that at anytime of the year, it will be the 7.8m height of lowest two floors that create any shadow.
- Level 3 and 4 of the Bronte RSL Site have the potential for overlooking properties to the south. This is reduced with the larger setbacks.
- Level 3 and 4 are visually less overbearing when viewed from the properties to the south, and from Chesterfield Lane.

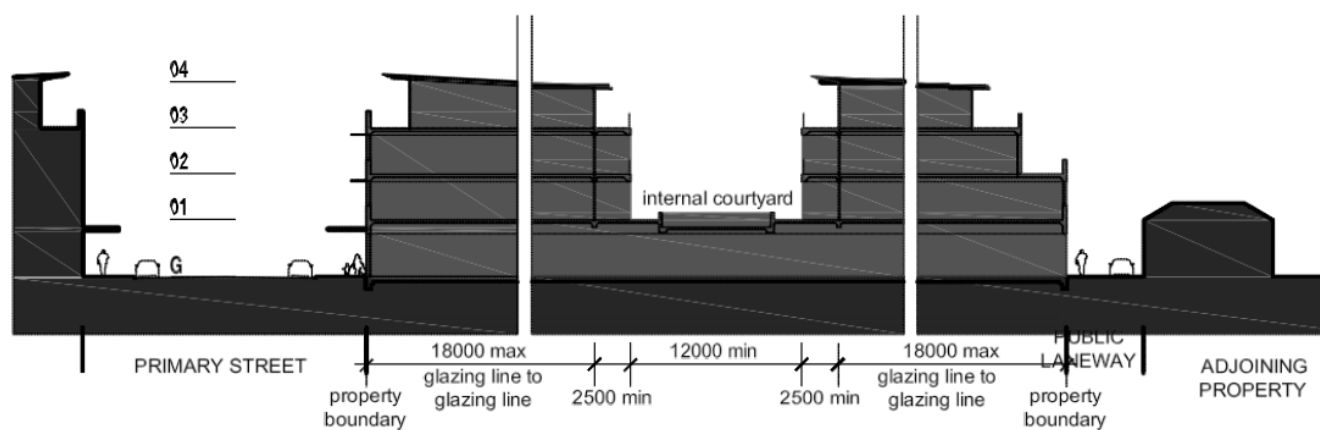


Figure 30 - Waverley Development Control Plan 2012 - Local Villages Centres - Cross-section

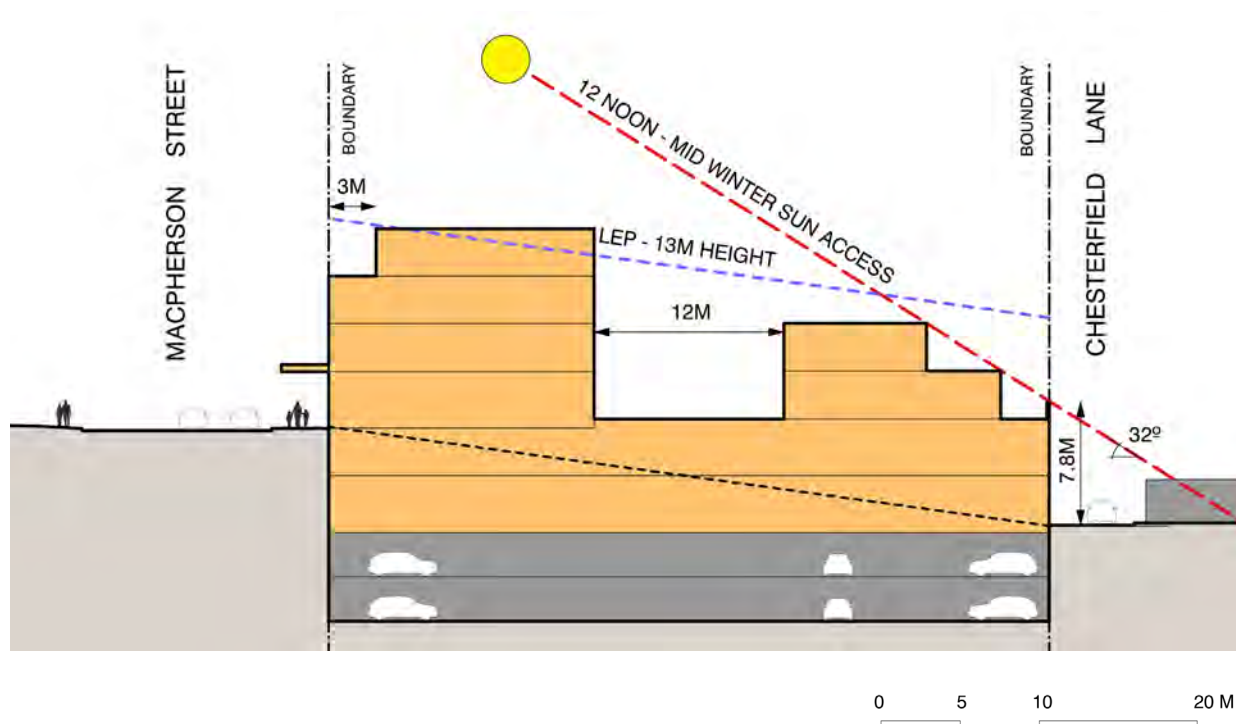


Figure 31 - Recommended Cross-section



Figure 32 - Recommended DCP controls showing the upper floors set back at an angle of 32°
(view from Chesterfield Lane looking west)

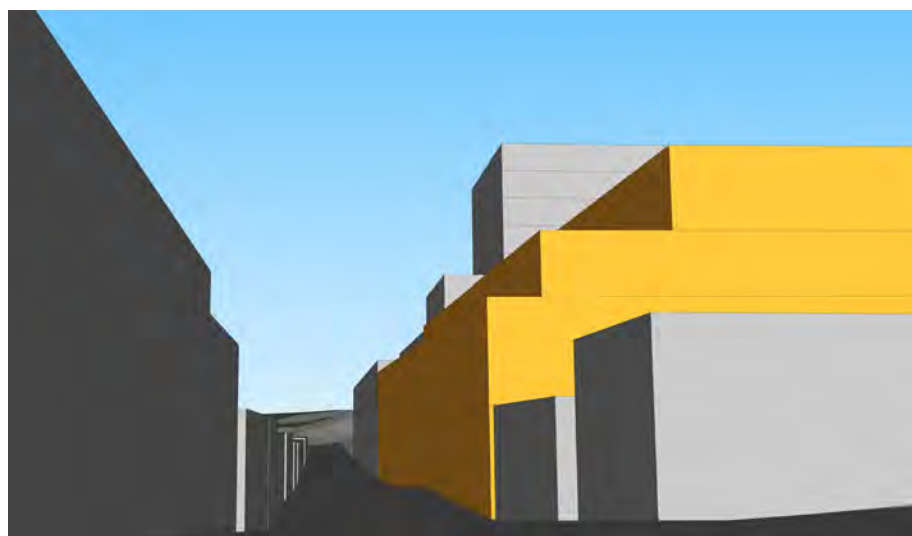


Figure 33 - Recommended DCP controls showing the upper floors set back at an angle of 32°
(view from Chesterfield Lane looking west)



Figure 34 - Plan of recommended building envelope - upper floors

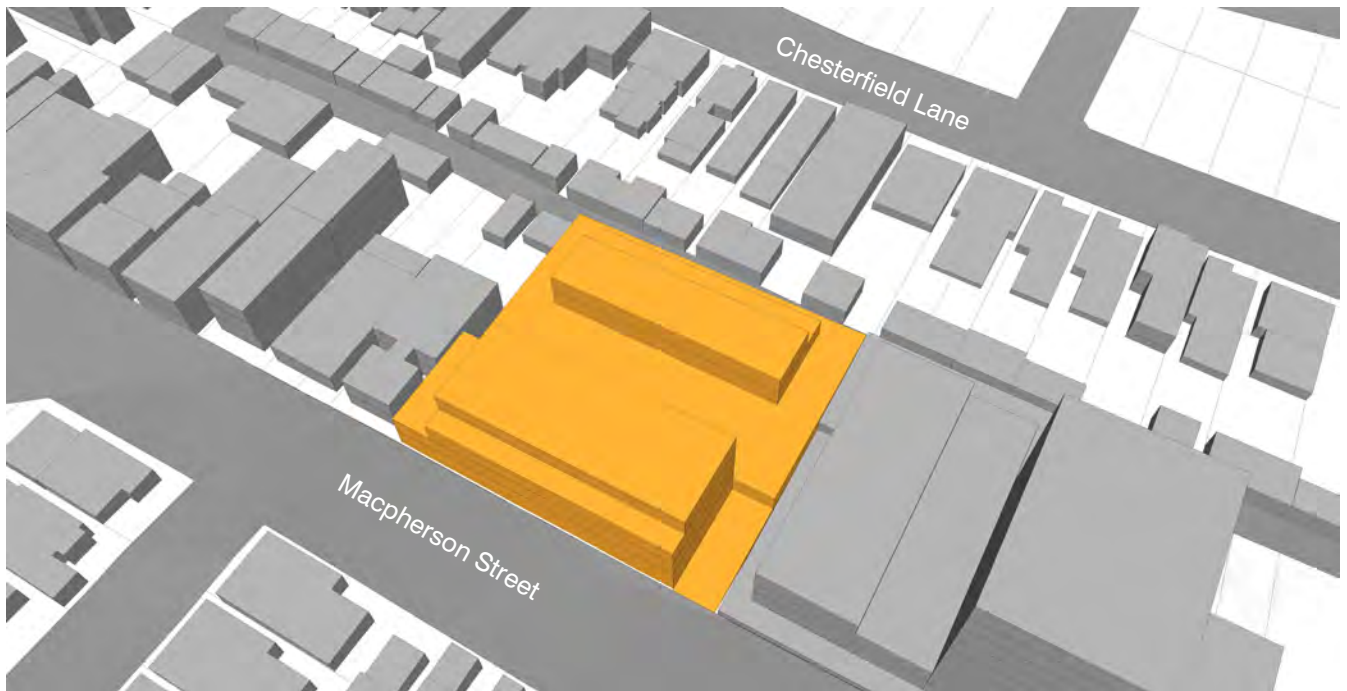


Figure 35 - Recommended building envelope - View from the northwest



Figure 36 - Recommended building envelope - View from the southeast



Figure 37 - Recommended building envelope - View from the southwest

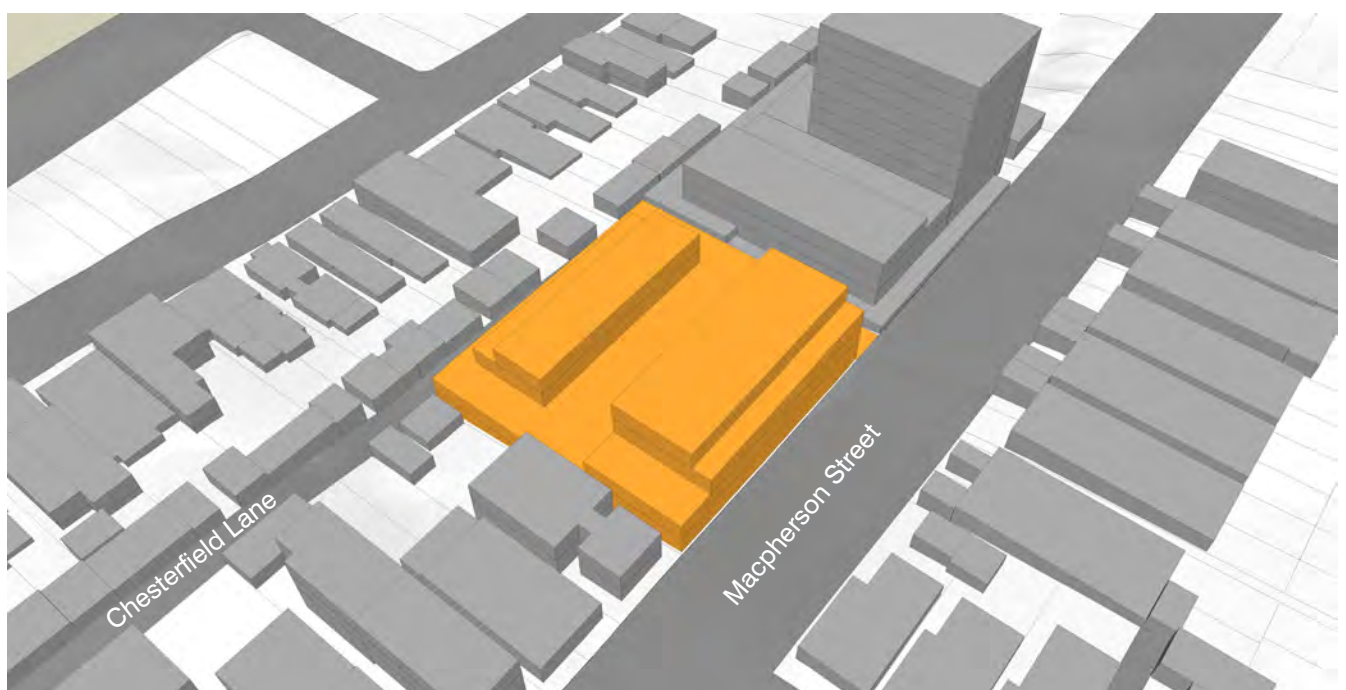


Figure 38 - Recommended building envelope - View from the northeast

APPENDIX

Powerpoint Slides from Community Workshop held at Bronte RSL on 24th October 2012

Note:

Waverley Council posted Olsson Associate's powerpoint presentation from 24th October on Council's website on 10th November 2012. The contents of the powerpoint presentation were amended to reflect the fact that during the period between the community workshop and posting the powerpoint presentation on the website, the draft Waverley LEP 2012 was gazetted (26th October 2012) and this gazettal also brought into effect the Waverley DCP 2012.