Proposed mixed hotel, residential & retail development 33 Cross Street, Double Bay

February 2008

Prepared for **Ashington**



Major Project Application MP 08_0100 Environmental Assessment

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Contents

Sta	temen	t of Validity	6
Exe	cutive	summary	7
1	1.1 1.2 1.3 1.4 1.5 1.6 1.7 1.8 1.9 1.10 1.11	·	9 9 10 12 13 17 18 21 21 21 22 22
2	Site a 2.1 2.2 2.3 2.4 2.5 2.6 2.7 2.8 2.9	and contextual analysis Site Description Existing hotel and retail arcade Legal description and easements Development consent history Land use zoning Local context Traffic, access and parking Heritage conservation Constraints and Opportunities	26 26 27 30 32 33 34 35 37
3	Strat 3.1 3.2	egic justification and consideration of alternatives Strategic justification Alternatives to the proposal	40 40 45
4	The I 4.1 4.2 4.3 4.4 4.5 4.6 4.7 4.8 4.9 4.10 4.11 4.12 4.13 4.14 4.15 4.16	Landscape design Pedestrian access Stormwater management	52 52 52 53 55 55 68 70 72 73 74 74 75 81 81 81 82
5	Regu 5.1 5.2 5.3 5.4	Metropolitan planning context State legislation Local Environmental Planning Instruments Development Control Plans	83 83 84 107 109

Quality Assurance
Reviewed by
Stewart Verity Director Urban Design and Planning Architectus Sydney Pty Ltd
Date This document is for discussion purposes only unless signed.

6			117
	6.1	, 3	117
	6.2		123
	6.3	•	126
	6.4 6.5		134 135
	6.6	,	140
	6.7	·	144
	6.8		144
	6.9		146
	6.10	Drainage and flooding	148
	6.11		149
			151
		5	151
	6.14	Economic and retail impact	151
7			154
	7.1	• • • • • • • • • • • • • • • • • • • •	154
	7.2 7.3		154
	7.3 7.4	· · · · · · · · · · · · · · · · · · ·	154 154
	7.5		155
	7.6		155
	7.7		157
	7.8	•	157
	7.9	Wind and Solar Light Reflectivity	158
8	Conc	elusion	159
Fig	ures		
Fia	ıre 1. C	Oblique aerial view of Double Bay Town Centre looking Wes	t 11
_		Birds eye aerial view of the subject site	11
_		· · · · · · · · · · · · · · · · · · ·	
_		Comparison of height of existing and proposed development	
•		Oouble Bay DCP 2002 Envelope Control	24
_		Double Bay DCP 2002 Envelope Control (2D Image)	24
Figu	ıre 6. E	Existing Survey Plan	26
Figu	ıre 7. ∖	iew from Cross Street of the existing Stamford Plaza hotel	27
Figu	ıre 8. \	/iew from Cross Street of the Stamford Plaza Hotel and 45 Cross Street.	27
Figu	ıre 9. E	Existing internal retail tenancies at the Stamford Plaza Hotel	27
_		Existing vehicle access via 45 Cross Street	28
•		Main entry to the hotel via Cross Street	28
_		View of the rear boundary setback to the properties situated Galbraith Walkway	d on 28
Fiai	ıra 13	Existing loading dock accessed via Cross Street	28
_		View of the rear boundary setback, looking to the north wes	_
		corner of the site	28
•		View from Transvaal Avenue to the east	29
Figu	ıre 16.	View of Galbraith Walkway towards the rear of the Stamford Plaza Hotel, as viewed from William Street.	d 29
Fia	ıre 17	Aerial view of the site looking west	29

Figure 18. Site Survey Plan indicating Rights of Way through the site	30
Figure 19. Zoning map	33
Figure 20. New South Head Road	34
Figure 21. View of Galbraith Walkway	34
Figure 22. View from Transvaal Avenue	34
Figure 23. View of Cross Street	34
Figure 24. Bay Street	34
Figure 25. Heritage Map	37
Figure 26. Transvaal Avenue streetscape	38
Figure 27. Local open space within the vicinity of Double Bay	38
Figure 28. East Subregional Strategy centres hierarchy	41
Figure 29. Aerial photograph of Double Bay Town Centre	42
Figure 30. 3D Artist's impression of proposed development	43
Figure 31. Large sites within Double Bay town centre	44
Figure 32. 3D massing models of initial concept options	46
Figure 33. Clause 6/Preliminary Environmental Assessment proposal	47
Figure 34. Urban Design Review Panel options analysis	49
Figure 35. Clause 6/Preliminary Environmental Assessment proposal	51
Figure 36. 3D massing model of the proposed development	51
Figure 37. Figure ground image of Double Bay Town Centre	57
Figure 38. Ground floor plan	60
Figure 39. Artist's impression of the proposed piazza space	61
Figure 40. Cross Street streetscape	63
Figure 41. Graphic artist's impression of the Cross Street frontage	63
Figure 42. 3D elevation	64
Figure 43. Existing trees on Cross Street	65
Figure 44. Existing trees on Cross Street frontage to be retained	65
Figure 45. Activation of new publicly accessible open space	66
Figure 46. Relationship to surrounding properties	67
Figure 47. Cross section of the proposal indicating the different uses	68
Figure 48. Section illustrating varying building height of proposal	72
Figure 49. Materials and finishes board	73
Figure 50. East elevation	73
Figure 51. View of the contemporary development in Double Bay	74
Figure 52. Elevated view of New South Head Road development	74
Figure 53. 3D Artist's impression of piazza open space	77
Figure 54. Ground floor landscape plan	78
Figure 55. 3D Artist's impression of the Level 5 roof terrace	79
Figure 56. Level 5 roof terraces	79
Figure 57. Landscape terrace Level 4	80
Figure 58. Map of viewing zones.	119
Figure 59. Site as viewed from Transvaal Avenue	121
Figure 60. Existing view from Transvaal Avenue	122
Figure 61. Proposed view from Transvaal Avenue	122
Figure 62. Comparison of existing and proposed building height t	125
Figure 63. Shadow diagram June 21 (wind winter) 9am	127

Figure	64. Shadow diagram September 21 (equinox) 9am 65Shadow diagram June 21 (mid winter) 12pm 66 Shadow diagram September 21 (equinox) 12pm 67 Shadow diagram June 21 (mid winter) 1pm 68. Shadow diagram September 21 (equinox) 1pm 69. Shadow diagram June 21 (mid winter) 2pm 70. Shadow diagram September 21 (equinox) 2pm 71. Shadow diagram June 21 (mid winter) 3pm 72. Shadow diagram September 21 (equinox) 3pm 73. Site plan 74. Artist's impression of piazza and pedestrian link to North 75. North-South through site connection	127 128 128 129 130 131 131 134 135 138
Table	es	
Table 2 Table 3 Table 3 Table 4 Table 5 Table 6 Table 6 Table 6 Table 6 Table 6 Table 7 Table 7 Table 7	1. Director General's Requirements 2. Consultation with government agencies 3. Architectural drawings 4. Numerical overview 5. Existing Gross Floor Area 6. Proposed Gross Floor Area 7. Parking requirements and provision 8. Landscape Architectural drawings 9. Stormwater Concept Plans 10. SEPP 65 Assessment 11. NSW RFDC 2002 12. DBDCP 2002 Summary table of compliance 13. Parking requirements and provision 14. Section 94 Contribution Rates	13 21 53 55 71 75 75 81 87 91 109 141 150
Appe	endices	
Volu	me 1	
Α	Architectural Drawings prepared by Architectus	
В	Landscape plans and design report prepared by McGregor + Partners	
С	Visual Impact Assessment prepared by Architectus	
Volu	me 2	
D	ESD Report prepared by Advanced Environmental	
E	Wind Impact Assessment prepared by Windtech	
F	Traffic and Parking assessment report prepared by Halcrow M	/WT

G	Acoustic assessment prepared by Acoustic Logic
н	Draft Construction Management Plan prepared by Architectus
ı	Stormwater Concept Plans and report prepared by TTW
J	Services and Utilities report prepared by Lincoln Scott
K	Political Donations and Gifts Disclosure Statement signed by Ashington
L	Consultation Strategy prepared by Urban Concepts
M	Site Survey and Easements Plan prepared by Project Surveyors
N	Erosion and Sediment Control Plan prepared by TTW
0	Accessibility Assessment prepared by Morris Goding
Р	Capital Investment Value prepared by Davis Langdon
Q	Director General's Requirements issued by the Department of Planning
R	Waste Management Plan prepared by JD Macdonald
S	Surveyors Calculation of Gross Floor Area by Project Surveyors
Т	Woollahra Council Development Consent (88/176)
U	Presentation to Department of Planning prepared by Architectus
V	Letter from the Department of Planning dated 10 August 2008
W	Retail advice prepared by BC Associates
X	Residential Storage Calculations prepared by Architectus
Υ	BCA Assessment Report prepared by Davis Langdon
Z	Design Verification Statement prepared by Architectus
AA	Light Reflectivity Study prepared by Windtech
вв	Economic Retail Impact Assessment prepared by Hill PDA
СС	Hotel report prepared by JLL Hotels
DD	Advice on existing easements prepared by Mallesons Stephen Jacques

The application form, physical model and materials and finishes sample board is submitted under a separate cover.

Statement of Validity

Submission of Environmental Assessment

Prepared under Part 3A of the *Environmental Planning and Assessment Act*, 1979.

Environmental Assessment prepared by:

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Address:

Architectus Sydney Pty Ltd L3/341 George Street Sydney NSW 2000

In respect of:

Major Project Application MP 08_0100 Proposed mixed hotel, residential and retail development. 33 Cross Street Double Bay

Certification:

I certify that we have prepared the contents of this Project Application Environmental Assessment. To the best of my knowledge, the information contained in this report is neither false nor misleading.

(Signature and date)

Murray Donaldson, Associate and Urban Planner, Architectus

Executive summary

This document is the Environmental Assessment to accompany the proposed Major Project Application MP 08-0110 which seeks approval for a mixed use development including a new hotel, hotel residences and retail uses at 33 Cross Street, Double Bay. It is submitted by Architectus on behalf of the Proponent, Ashington, under Part 3A of the *Environmental Planning and Assessment Act 1979*.

Major Project Application MP 08_0100 seeks the Minister for Planning's consent for the following:

- Demolition of the existing hotel and associated retail arcade, down to ground level including the ground floor slab;
- Retention and reconfiguration of the two basement levels for 107 parking spaces, comprising 74 residential and 33 hotel car spaces, residential storage space, bicycle parking, hotel back of house space and plant equipment.
- Erection of a part 3, four (4), five (5) storey podium to a five (5) storey tower the north east corner of the site and two part fourteen (14) storey towers to the south east and south west corners of the site fronting Cross Street.
- A luxury five star boutique hotel, comprising sixty six (66) hotel rooms, situated within the three-five storey podium;
- Retail uses at the ground floor level of 1,375m². This is envisaged to include a mix of high quality specialty retail, food and café/restaurant tenancies.
- A hotel bar/restaurant situated at level 4.
- A pool situated on level 4 for use by hotel guests, residents and their visitors.
- A total of 39 x hotel residences to be situated in the podium and in two towers, comprising 8 x 1 bedroom, 12 x bedroom and 19 x 3 bedroom apartments;
- A publicly accessible piazza with through site links from Cross Street (South) through to the Georges Centre at 45 Cross Street (West), Transvaal Avenue (East) and Galbraith Walkway (North).

Future applications for the proposed redevelopment include:

- Strata and stratum subdivision with easements for public access;
- Hotel fit-out; and
- Retail tenancy fit-outs.

The development will make a positive contribution to Double Bay town centre by providing the following:

- Opening up the site to provide a central piazza space with through site links that will enhance the pedestrian experience along Cross Street and through the site.
- Retail frontage to Cross Street with deletion of two vehicle cross overs.
- Retention of the existing amount of floor space of 5.32:1 on-site
 to ensure a hotel is sustainable and is supported by adequate retail
 uses and a mix of apartments in an integrated way

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- Providing a better distribution of floor space and a finer grain development that opens up the existing enclosed monolithic building.
- Promoting positive economic benefits for the Double Bay Commercial Town Centre through employment generation and positive flow on effects for local businesses.

Architectus has developed and tested a wide range of development options for the site in order to redistribute the existing amount of floor area on the site into different forms and have investigated how each option meets best practice urban design and planning principles.

Following the NSW Department of Planning urban design review panel process and recommendations provided from the Department of Planning the proponent has continued to develop and investigate a number of designs for the site. The design options that were explored are discussed in detail in **Section 3** of this report.

The design has kept the majority of the floor space of the development within the three to five storey podium level, with only 30% of the floor space being within the two tower elements, comprising three (3) storeys to fourteen (14) storeys in height.

The proposal is considered to be a landmark development for Double Bay, portraying the best urban design outcome for the site and integrating hotel and hotel residences with retail.

Community Consultation to date has included a community forums in April 2008 and meetings in January 2009. There has been considerable community interest in the project and where possible concerns have been incorporated in to the Environmental Assessment.

1 Introduction

1.1 Preliminary

This Environmental Assessment has been prepared by Architectus on behalf of Ashington, the Proponents for Major Project (MP 08-0100).

The report has been prepared in accordance with the Director Generals Requirements (DGRs) issued by the Department of Planning on 28 August 2008.

This section of the report provides a description of the site and a legal description, outlines a background to the project application, identifies the key environmental, social and economic benefits, provides the DGRs and identifies where in the Environmental Assessment report responses are provided, identifies the key relevant statutory requirements and policies and the implications of key development controls for the site, describes the consultant team, describes the consultation undertaken and outlines the structure of the report.

1.2 Structure of this report

The report comprises the following eight (8) sections:

Section 1 - Introduction

This section of the Environmental Assessment report provides a description of the site and a legal description, outlines a background to the Project Application, identifies the key environmental, social and economic benefits, provides the DGRs and identifies where in the Environmental Assessment Report responses are provided, provides the consultant team, describes the consultation undertaken and outlines the structure of the report.

Section 2 - Site and Contextual Analysis

Section 2 proposes a site and contextual analysis in terms of land use zoning and the existing hotel development, provides a planning history of the site, traffic, access and parking, heritage conservation, land form and topography, built form, open space and vegetation as well as local context.

Section 3 – The Proposal

Section 3 provides a description of the proposed development including a numerical overview, the relevant architectural, landscape architecture and stormwater concept plans, use, gross floor area, height, car parking, waste management and building services and fire safety.

Section 4 – Strategic justification and consideration of alternatives

Section 4 provides a strategic justification of the proposal as well as a consideration of alternatives to the project.

Section 5 - Regulatory Context

Section 5 outlines the applicable statutory planning instruments and policies of relevance to the project consistency with the relevant policies and provides justifications for any non-compliance.

Section 6 - Environmental Assessment

Section 6 provides an Environmental Assessment of the proposal against the key issues identified in the Director Generals Requirements.

Section 7 - Draft Statement of Commitments

Section 7 outlines the Draft Statement of Commitments which will be adopted by the proponent in the construction and operational phases of the development to mitigate and manage impacts.

Section 8 - Conclusion

Section 8 concludes the report with a brief summary of the key findings of the Environmental Assessment.

1.3 The site and location

The site is located at 33 Cross Street, Double Bay at the midpoint between Bay Street and New South Head Road near the corner of Transvaal Avenue. (Refer to the aerial photographs at **Figures 1 and 2**).

The subject site has an area of 3,675sqm and is currently operating as the Stamford Plaza Hotel Double Bay. The Stamford Plaza Hotel is scheduled to cease its operations in March 2009.

The site is owned by Ashington and an application form from the landowner to lodge this application was provided with the Clause 6 request.

The site is located approximately 4kms from Sydney's CBD within Woollahra Local Government Area (LGA). Surrounding land uses include a mix of retail and commercial, with Bondi Junction (Major Shopping Centre) located approximately 2km to the south of the site.



Figure 1. Oblique aerial view of Double Bay Town Centre looking West Double Bay Town Centre is located approximately 4km east of central Sydney. Source: Skycam.



Subject Site

Figure 2. Birds eye aerial view of the subject site

The subject site is located in the centre of this view. The Stamford Plaza Hotel accommodates the whole of the site with a narrow setback to the northern boundary which currently provides pedestrian access to Transvaal Avenue to the East. Source: Skycam

1.4 Key environmental, social and economic benefits

The proposal will result in a high quality development which will generate significant positive environmental, social and economic benefits for the Double Bay Town Centre.

The key environmental, social and economic benefits are summarised as follows:

Social

- The proposed development will contribute to direct job generation
- It is estimated that the development will generate:
 - 162 operational jobs;
 - 103 out of the 162 operational jobs will be tourism related.
- Mixed use development integrating a high end boutique 5 star hotel with luxury hotel residences and retail tenancies at ground floor level, will add much needed vibrancy and vitality to Double Bay and can act as a catalyst for the re-generation of the Town Centre.
- The development provides a mix of units, comprising 1, 2 and 3 bedroom units. This will cater for a range of tenants and affordability which is appropriate for this town centre location.

Environmental

- Public domain improvements including the creation of a new public piazza and high quality open air through site linkages in five directions, with two (2) direct pedestrian connections from Cross Street to the Public Piazza and streetscape improvements to the Cross Street frontage. The five (5) separate access points will improve permeability of the development to its surroundings and will improve overall pedestrian amenity, which the site currently lacks.
- Currently, there is limited landscaping provided on-site. The development will provide 800m² of central piazza including planting for a large canopy tree.
- The proposal incorporates an high quality design response to the landmark nature of the site.
- Appropriate design response to town centre context.

Economic

- Retention of the hotel use of the site which will retain the tourism function of the site.
- 1,375sqm of retail floorspace will be provided on the ground floor of the development. It is expected that by obtaining high end retailers in combination with other compatible uses, that Double Bay will once again be recognised as a place to obtain goods of the highest quality and therefore draw in high end retail shoppers.
- A development of this nature will not only have flow on economic benefits to other business in Double Bay (cafes, restaurants, fashion stores, travel agents and other retailers) but also act as stimulus for additional development.
- The proposal aims to deliver sustainable building outcomes in terms of energy efficiency including mechanisms such as external shading devices, rainwater harvesting, water efficient fittings and appliances, energy efficient appliances and solar hot water photovoltaic panels.

1.5 Director General's Requirements (DGRs)

Following the initial request to the Minister for the Director Generals Requirements (DGRs) for the preparation of an environmental assessment, correspondence from the Executive Director Strategic Sites and Urban Renewal of the Department of Planning has been received, with the attached DGRs under Section 75F(3) of the Environmental Planning and Assessment Act 1979.

The DGRs are addressed within this report and included in full at **Appendix Q**. The table below provides a summary of Director General Requirements and outlines where in the body of the report, or specialist consultant's reports the DGRs are addressed.

Table 1. Director General's Requirements

Dir	ector General's Requirement	Comment	
Response to Draft Director General's requirements Environmental Assessment (EA)		This report has been prepared in accordance with the Director Generals Requirements and is structured accordingly.	
1. 2.	Executive summary Project description		
3. 4. 5.	 a. Site analysis b. Strategic justification and consideration of alternatives c. Site suitability d. Likely environmental impacts e. Project justification: environmental impacts, mitigation measures, site suitability, public interest f. Summary of response to Key Issues Consideration of all policies: State and Commonwealth Government Technical and policy guidelines, State polices and applicable planning instruments. Any variations to be justified. Draft Statement of Commitments: public benefits, environmental management, heritage management, mitigation and monitoring measures and responsibilities. Conclusion: justification (as for 2e) 	Section 5 of this report addresses compliance with all the relevant State and Local Government applicable planning policy.	
6. <u>Tas</u>	Signed statement from EA author certifying that the information is neither false nor misleading. Sks/Appendices to the EA in response to key issues		
A.	Relevant EPIs policies and Guidelines to be addressed	The relevant Environmental Planning Instruments, policies and guidelines are addressed in Section 5 of this report.	
B. •	Architectural, Building and Urban Design Impacts Visual impact of project in context of adjoining development, impact on adjacent heritage conservation area of heritage items, its setting and building mass viewed from public areas.	A Visual Impact Assessment of the development has been prepared by Architectus and has been provided at Appendix C. Section 2.8 of this report assesses the proposed development in context to the Transvaal Conservation Area.	
C. •	Built Form Department raises concern with height of building on north east corner and western edge. Address the appropriateness of proposed height, bulk and scale in context of surrounding development and mitigate potential impacts relating to: loss	Height has been considered in detail in Section 4 and Section 6 of this report. Photomontages and 3D models have also been prepared and submitted as part of this application detailing the proposed development in context to surrounding	

Director General's Requirement	Comment
of sunlight, privacy and views at neighboring properties.	development.
The EA shall include the following documents: Comparable height study to demonstrate how the relates to the height of the existing development so	proposed height urrounding the Sections and elevations detail the existing building height, the proposed building height and adjoining properties height.
site; View analysis to and from the site from key vantag Options for building massing.	Section 3 considers the appropriateness of the development in the options analysis. A detailed view analysis has been prepared by Architectus, depicting the building from seventeen different view spots in the local immediate region. The views analysis is contained in the Visual Impact Assessment prepared by Architectus is provided at Appendix C.
D. Environmental and Residential Amenity (proposed developments) Solar access, Acoustic privacy Visual privacy, View loss Wind impacts Crime prevention	An ESD report prepared by Advanced Environmental report is provided at Appendix D, matters relating to Environmental and Residential Amenity are specifically addressed in Section 6.3. A Pedestrian Wind Environment Study has been prepared by Windtech and is provided at Appendix E
 Public Domain Interface of proposed development and public domain Relationship to and impact upon existing public domain Linkages within and between other public domain spaces ir rights, openness to the sky, legibility and 'safer by design is 	
Transport and Accessibility (Construction and Operation Demonstrate sufficient on-site car parking for the proportion.)	Study has been prepared by Halcrow and
 regard to local planning controls and the RTA guideline Transport & Accessibility Impact Study in accordance v 	with RTAS Guide Matters relating to Transport and
to Traffic Generating Developments considering the fol traffic generation,	lowing: Accessibility are addressed in Sections 4 and Section 6 of this report.
 any required road/intersection upgrades (includi New South Head Road, Cross St & Ocean Aver William St), 	
 Access, 	
 Loading dock(s), 	
Car parking arrangements,	
 measures to promote public transport usage pedestrian and bicycle linkages 	
G. Noise and Lighting Impacts	An acoustic assessment has been
Design, construction and operation and maintenance so the unacceptable level of noise impacts (including traffic noise) the locality.	on amenity in
the locality. Note: Lighting is not specifically mentioned in the DGR.	Noise impacts are addressed in Section 6.7 of this report.
H. Construction Impacts	A Draft Construction Management Plan
Address measures to ameliorate potential impacts arising fi	has been prepared by Architectus and is
	Construction impacts are addressed in

Dir	ector General's Requirement	Comment
		Section 6.8 of this report.
I. •	Ecological Sustainable Development (ESD) Incorporation of ESD principles into the design construction and on-going operation phases; and	An ESD report has been prepared by Advanced Environmental and is provided at Appendix D .
•	Assessment of new hotel against industry best standard sustainability initiatives (i.e. DECC's NABERS Energy and Water Rating of Hotels).	The report addresses ESD opportunities, initiatives which demonstrate compliance with NatHERS and BASIX requirements for the residential component (BCA class 2) and approach to BCA Section J for the hotel and retail components (BCA class 3 and class 6).
J.	Drainage/Flooding	A Stormwater Concept Plan prepared by
•	Address drainage/flooding issues associated with development/site including: Stormwater, potential effects of climate change, Sea level rise and an increase in rainfall intensity,	TTW is provided at Appendix I . A letter has been provided by TTW and is provided at Appendix I , which addresses stormwater management, potential effects of climate change and effects on the overall water table.
•	Drainage infrastructure; and incorporation of Water Sensitive Urban Design measures	Drainage and Flooding is addressed in Section 6.10 of this report.
K.	Contributions EA to address provision of public benefits, services and infrastructure having regard to Section 94/94A Contribution Plan and details of any Voluntary Planning Agreement.	Section 94/94A contributions are addressed in Section 6.11 of this report.
L. •	Utilities Assessment of the existing capacity and requirements of the development for utilities including staging of infrastructure works.	A utilities assessment has been prepared by Lincolne Scott and is provided at Appendix J
M. •	Staging (if relevant) Details of staging the development (if proposed)	No staging of the development is proposed.
N. •	Consultation Undertake an appropriate level of consultation in accordance with the Department's Major Project Community Consultation Guidelines October 2007	Consultation has been undertaken in accordance with the Departments Major Project Community Consultation Guidelines and a report of our consultation prepared by Urban Concepts is provided at Appendix L
Pla	ins and documents of the development	
1.	Existing site survey plan	Provided at Appendix M
2.	Site Analysis plan	Provided at Appendix A
3.	Locality/context plan	Provided at Appendix A
4.	Environmental Assessment	As contained in this report.
Add	ressing the key issues in the DGRs (as above)	
5.	Architectural drawings	Provided at Appendix A

Director General's Requirement		Comment
Dem	Visual aids – Photomontages and or model nonstrate visual impacts of the proposal having regard to: siting and design, and scale relationships, appropriate use of materials.	Photomontages are provided at Appendix A and a 3D Model is submitted under a separate cover.
7. \$	Shadow diagrams	Provided at Appendix A
Sho	wing solar access to the site and adjacent properties	
8. (Other Plans	Provided at Appendix A
Α.	Stormwater Concept Plan	Provided at Appendix I
•	Concept for stormwater management from the site to Council drainage system and include detailed site survey. Where on-site detention is required, the type and location must be shown and integrated into the proposed landscape design. Site discharge calculations Details of overland flow paths	
В.	Erosion and Sediment Control Plan	Provided at Appendix N
•	Plan showing location of any erosion and sediment control measures.	
C.	Visual analysis	Provided at Appendix A
	Artist's impression or photomontages of development in the context of surrounding development including from the harbour.	
D.	Colour elevations	Provided at Appendix A
E.	Landscape Concept Plan	Provided at Appendix B
	Plan or drawing showing basic detail of planting design and plant species to be used and surface treatments.	
Any	additional documents to address key issues	
A. 7	Fraffic Impact Assessment	Provided at Appendix F
В. \	/isual Impact Assessment	Provided at Appendix C
C. E	ESD report	Provided at Appendix D
D. <i>A</i>	Acoustic Impact Assessment	Provided at Appendix G
E. \	Wind impact assessment	Provided at Appendix E
F. F	Preliminary Site Assessment	Provided at Appendix A
G. A	Accessibility assessment	Provided at Appendix O
Н. [Draft Construction Management Plan	Provided at Appendix H
l. (Consultation Strategy	Provided at Appendix L

1.6 Project team

The following consultants were engaged to provide input into the preparation of this Environmental Assessment:

Table 1 Consultant Team

Table 1 Consultant Team Discipline	Consultant
Architecture	Architectus
Urban Design and Planning	Architectus
Landscape Architecture	McGregor + Partners
Landscape Architecture	WicGregor + Farmers
Community consultation	Urban Concepts
Retail and economic impact	Hill PDA
assessment	
Hotel consultant	Jones Lang LaSalle Hotels
Retail consultants	BC Consulting
Surveying	Project Surveyors
Acoustics	Acoustic Logic
Acoustics	Acoustic Logic
Transport, traffic and access	Halcrow MWT
Ecologically Sustainable Development	Advanced Environmental
Structural engineering	Taylor Thomson Whitting
Structural engineering	Taylor Thomson writing
Civil and hydraulic engineering	Taylor Thomson Whitting
Services engineer	Lincolne Scott
Wind analysis	WindTech
Solar light reflectivity analysis	WindTech
Accessibility	Morris Goding
Accessibility	Morns Goding
Construction management	Architectus
Waste management	JD Macdonald
Quantity Surveyor	Davis Langdon
BCA Consultant	Davis Langdon

1.7 Consultation undertaken

This section of the report describes the consultation that has been undertaken by the consultant project team during the preparation of this Environmental Assessment. Consultation has been carried out with government agencies and the community as require by the Director General of the Department of Planning (DGRs). The DGRs issued for the Project Application Environmental Assessment establish the community consultation requirements for the Part 3A project as they require the Proponent to:

"Undertake an appropriate and justified level of consultation in accordance with the Departments Major Project Community Consultation Guidelines October 2007".

Urban Concepts, social planning and consultation specialists have prepared the Consultation Plan for the project in accordance with the Department of Planning's guidelines for consultation "Guidelines for Major Project Community Consultation, October 2007".

The Department's Consultation Guidelines contain provisions relating to the assessment of the proponents consultation to determine whether it has been "adequate and appropriate". The Guidelines contain the following provisions:

- The nature of the proposal and the extent of its likely environmental, social and economic impacts,
- The level of consultation required in the DGRs
- Consultation that occurred prior to making an application to the Minister for approval of a major project or concept plan.
- Whether the nature of the development will require on-going consultation once the project is constructed and has commenced operation. Where consultation is appropriate during the operational stages, the Minister may require long-term community engagement as a condition of approval.

Furthermore the Consultation Guidelines state that the amount of consultation included in the environmental assessment may be considered adequate if it demonstrates that:

- Those individuals and organisations likely to have an interest in the proposal had enough opportunity to express their views. The community of interest can be broadly categorised into three groups:
 - a) Those directly impacted by the project;
 - b) Individuals and groups likely to have an interest in the local or regional implications of the project; and
 - c) Organisations with a State and national interest.

The Consultation Plan at **Appendix L** outlines a strategy and calendar for the staging of community information events during the Environmental Assessment process to facilitate stakeholder understanding about the proposed development.

The consultation activities which have been undertaken by the Proponent to date with government agencies and the community as well as proposing additional consultation activities that are outlined in the Consultation Plan, include the following:

- Meetings with Woollahra Municipal Council in late 2007 and early 2008 to present initial concepts for the site.
- Communication strategies with stakeholders included:
 - A free call 1800 number;
 - A project email address;
 - A project website;
 - Media releases and newspaper advertisements;
 - Stakeholder briefing paper;
 - Community information newsletter;
 - Community information day held on 12th April 2008;
 - Community information day feedback questionnaire;
 - Community forums held in January 2009;
 - Community forums feedback questionnaire; and
 - Key stakeholder briefing sessions from Nov. 2008 to Jan. 2009.

A summary of phase 1 consultation initiatives that have been completed for this project in accordance with the consultation strategy is provided at Section 1.5 of the community consultation report including the timing of these initiatives and the level of participation recorded by Urban Concepts, provided with the Environmental Assessment under a separate cover.

Community Forums

Urban Concepts on behalf of Ashington, advertised, organised and held community forum's at the Stamford Plaza Hotel from the 17 January to 22 January 2009 with members of the public. A total of twelve (12) community forums at various times on those days to maximise convenience and participation. A total of 223 participants attended the community forum sessions.

A detailed record of the community forum sessions is provided in the appendices of the community consultation report. The record has been provided to those people who attended the forums for their comments prior to being finalised.

Key issues raised during Phase 1 of community consultation

Key issues raised in relation to the proposed development as presented during Phase 1 of the community consultation, that were recorded in the Community Consultation Report include the following:

- Height of the development;
- Visual impact from the public and private domain;
- Change to the village character of Double Bay;
- Suitability of tall buildings in Double Bay town centre;
- Precedent and potential for future buildings in the Double Bay town centre to exceed Council's development controls;
- Minister's declaration as a Part 3A Major Project;
- Ownership and management of the publicly accessible piazza;
- Overshadowing impacts on the Double Bay Town Centre including

Cross Street, Knox Lane and Transvaal Avenue;

- The quality of the retail development is important;
- Loss of Views
- Shortfall in car parking for retail uses;
- Architectural expression and the use of glazing as a external material;
- Wind impacts on pedestrians;
- Economic development is needed to revitalise Double Bay;
- Impact on trees in the Cross Street frontage;
- Impact of retailers in Double Bay town centre;
- Reduction in the size of the hotel from 144 rooms to 66 rooms;
- Demolition and construction impacts on adjoining properties, construction vehicle traffic and length of construction period;
- Safety and security of the piazza space and through site links;
- Impacts on ground water and acid sulphate soils;
- The piazza space should be accessible and transparent to attract visitors;
- The hotel needs to be 4-5 stars to create a destination. The Eastern Suburbs is underserved by this hotel market;
- Overlooking and loss of privacy, acoustic impacts and increased light spill on residential properties to the north;
- Overlooking and noise from podium roof/restaurant and apartments to residential properties to the west; and
- The open through site connection to Galbraith Walkway and potential for increased pedestrian use.

The issues identified above are not in order of significance and represent a summary of the key issues identified in community consultation conducted to date. Responses to these issues are provided throughout this report with the focus of responses provided in the Environmental Assessment at **Section 6**.

A detailed response to the individual comments received during the community information day in April 2008 are provided in the record of comments in the Consultation Strategy report at **Appendix L** and the community forums in January 2009 in the Community Consultation Report under a separate cover.

It must be stressed that the Community Consultation was undertaken in accordance with the Department of Planning's "Major Project Community Consultation Guidelines October 2007".

Therefore, the consultation undertaken by the Proponent has adequately addressed the Director General's Requirements for Consultation. That said, consultation activities will continue in addition to the statutory exhibition period. Further details of planning consultation activities post-lodgment the Environmental Assessment are provided in the Consultation Strategy at Appendix L.

Under Part 3A the EP&A Act 1979 the proposed development will be exhibited and notified for a period of at least 30 days. During this period those who wish to make a submission are to do so to the Department of Planning. Following the exhibition period the Proponent is required under Part 3A to respond to all submissions. At that time the Proponent will review all submissions received and response to each and every submission and the issues raised in writing to the Department of Planning.

Government agencies and service providers

Table 2 provides a summary of the consultation undertaken by specialist consultants in the project team with government agencies and service providers.

Table 2. Consultation with government agencies

Agency	Consultant	Outcome
Sydney Water	Lincolne Scott	Refer to Appendix J for Lincolne Scott consultation and communication with Sydney Water.
Energy Australia	Lincolne Scott	Refer to Appendix J for Lincolne Scott consultation and communication with Sydney Water.
Telstra	Lincolne Scott	Refer to Appendix J for Lincolne Scott consultation and communication with Telstra.

1.8 Capital Investment Value

The Capital Investment Value (CIV) of the proposed development is \$146,873,000. This CIV is calculated using the definition from Clause 3(2)(a) of State Environmental Planning Policy (SEPP) (Major Projects) 2005 as follows:

"the capital investment value of development includes all costs necessary to establish and operate the development, including the design and construction of buildings, structures, associated infrastructure and fixed or mobile plant and equipment (but excluding GST, as defined by a New Tax System (Goods and Services Tax) Act 1999 of the Commonwealth, and land costs)".

Refer to the CIV estimate by Davis Langdon at Appendix P.

1.9 Consent authority

The Minister for Planning is the consent authority for the proposed development on the 28 August 2008. The Director General as a delegate of the Minister for Planning confirmed that under Clause 6 of the Environmental Planning and Assessment Act 1979 was a project to which Part 3A applied. Refer to **Appendix Q**.

1.10 Disclosure of political donations

Ashington have provided a statement of disclosure of political donations, which is attached at **Appendix K.**

1.11 Statutory requirements and policies

The following statutory requirements and policies that are relevant to the subject site and the proposed development.

NSW Legislation

Environmental Planning and Assessment Act 1979 (EP&A Act 1979)

Metropolitan Planning Policies

- Sydney Metropolitan Strategy "City of Cities"
- Draft East Subregional Strategy

State Environmental Planning Policies

- State Environmental Planning Policy No.55: Remediation of Land (SEPP 55)
- State Environmental Planning Policy No. 65: Design Quality of Residential Flat Development
- State Environmental Planning Policy (Major Projects) 2005

Local Environmental Plans

Woollahra Local Environmental Plan 1995 (WLEP 1995)

Development Controls Plans

Double Bay Centre Development Control Plan 2002

A detailed assessment of the proposed development against the relevant statutory requirements and policies is provided at **Section 5** of this report.

1.12 Implications of key development controls

This section of the report provides a summary of the implications of the key development controls relevant to the site and the proposed development from the list of statutory requirements provided above. The key development controls addressed are:

- Building height
- Floor space ratio (FSR)

These controls are addressed with further detail in the Double Bay Development Control Plan 2002 with detailed architectural inspired development controls providing a strict building envelope for each site within Double Bay. This development control approach is considered overly rigid and does not allow for alternative solutions to deliver desirable urban design outcomes.

The implications of these controls for development on the site are:

Building height

The proposed development exceeds the maximum height limit as stipulated in Figures 8 and 9 of the Double Bay Centre DCP, which illustrate that the maximum height limit for the site is between 7.5 metres and 16.5 metres. (2 to 5 storeys)

The maximum proposed height of the development is fifteen (15) storeys, 52.44 metres (RL 55.650) at the tallest tower elements; however the majority of the developments floor area (70%) is situated within the three

to five storey podium of the development.

Figure 3 provides a comparison of the existing building to the proposed building.

The existing hotel also exceeds the DCP height limit with a maximum height to the top of the lift overrun of 29.77 metres.

The proposed height of the building is discussed in detail in **Section 6** of the report.

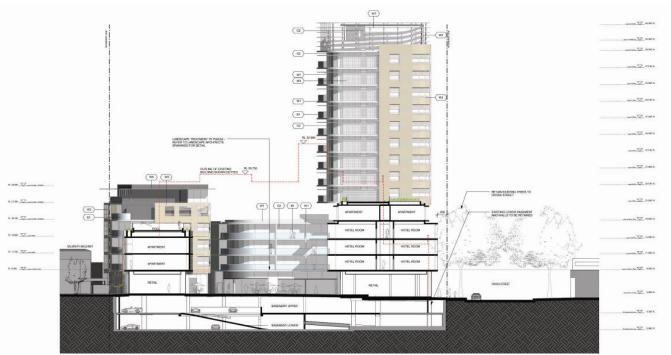


Figure 3. Comparison of height of existing and proposed developments 70% of the development is located in the podium of the building. The five storey tower in the north eastern corner of the site is lower in overall height than the existing building. The red dashed line is the outline of the existing building.

Floor Space Ratio (FSR)

The proposed development exceeds the maximum Floor Space Ratio (FSR) for the site which is stipulated in the Woollahra LEP 1995 as 2.5:1. The existing building currently exceeds the maximum permissible FSR with an FSR of 5.32:1 (19,545m2)

The development proposes to retain the existing amount of floor space on the site (19,545m2) and redistribute it to be able to provide an open central piazza space, with open through site linkages. To be able to achieve this, some taller elements are incorporated into the design.

A detailed discussion on FSR is provided in **Section 4.7** including the floor space ratio calculations per level.



Figure 4. Double Bay DCP 2002 Envelope Control Source: Double Bay DCP 2002 (5.7 Control Drawing 3)



Figure 5. Double Bay DCP 2002 Envelope Control (2D Image) Source: Double Bay DCP (5.12 View 1)

Conclusion

The current development controls for Double Bay were introduced in 2002 some 12 years after the construction of the existing building. The controls did not recognise the pre-existing height and FSR of the development. In essence there is an inconsistency between the controls and the existing environment. The development controls substantially reduced the development potential of the site and this is contrary to the orderly economic use and development of the site, which is a fundamental objective of the Environmental Planning and Assessment Act 1979 (EP&A Act 1979).

The implications of the building height and FSR controls are that the redevelopment and substantial improvements to the site planning and development on the site offered by the proposed development can occur.

The alternative for the Proponent is the retention of the existing building and its conversion from hotel to residential apartments combined with the existing retail use at ground level.

The existing hotel with its large floor space area, the site area and the footprint and bulk and mass of the building as well as its prominent location are indicators of the landmark nature of the site. The use of the site as a 5 star hotel also contributes to the landmark nature of the site and the existing hotel development.

In order to deliver a better urban design outcome for this landmark site and for Double Bay, the existing floor space needs to be retained on the site and redistributed in accordance with sound urban design and site planning principles.

In summary the key urban design and planning principles are:

- Retention of the hotel use of the site;
- Additional open space and enhancement of through site links for Double Bay town centre.
- Reconfiguration of existing floor space for a better scale relationship to the north, sitting taller elements to the south east and south west corners of the site.
- Separation of the tower elements to maintain sunlight access to Cross Street, Knox Lane and the Double Bay Town Centre.

A further detailed description of the urban design and planning principles established for the site is provided in Section 4. This urban design assessment approach recognises the landmark nature of the site and the unique characteristics of the site and inconsistency of the controls with the existing building.

This Environmental Assessment aims to assess the proposal against best practice established urban design principles based on the premise that better urban design outcomes should and can be achieved on the site utilising the existing amount of floor space. Importantly, the Environmental Assessment has regard to the impacts of the proposed development with the objective of demonstrating that the benefits to the community and to the Double Bay Town Centre outweigh the impacts.

2 Site and contextual analysis

This section of the report provides an analysis of the site, and the local context of the development. An analysis of the site is described in terms of land use zoning, the existing hotel development, traffic, access and parking, vegetation, topography and heritage conservation and the immediate surrounds.

2.1 Site Description

The site is legally described as Lot 1 in DP 793525 and is known as 33 Cross Street, Double Bay. A survey plan prepared by Project Surveyors is provided at Figure 6. The site survey is reproduced at A3 size at **Appendix M**.

The site is irregular in shape and has an area of 3674m² the site has a frontage to Cross Street of 52.26m, an eastern boundary of 59.55m, a western boundary which is irregular and set in three portions of 30.39m, set in 9.755m and the longest length of 39.845m and a northern boundary of 63.19m.

The south east corner of the site fronting Cross Street is the lowest point of the site at RL 3.14 AHD. The highest ground level point on the site is in the north west corner at RL 3.99 AHD.

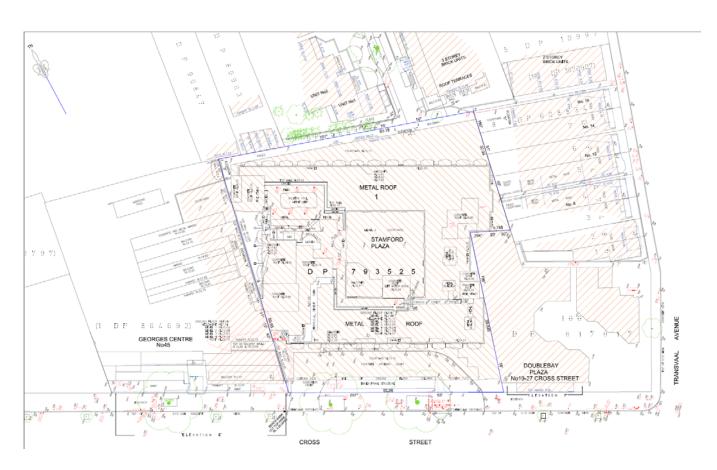


Figure 6. Existing Survey Plan

The above survey plan is provided at **Appendix M** and shows the relative land levels and relative heights of the existing building and adjoining buildings.



Figure 7. View from Cross Street of the existing Stamford Plaza hotel

The upper level hotel suites in levels 2,3,4 and 5 are setback behind a two level podium element fronting Cross Street. The blank wall presentation to the east detracts from the Cross Street and Transvaal Avenue.



Figure 8. View from Cross Street of the Stamford Plaza Hotel and 45 Cross Street. The proposed design will extend and provide a consistent retail frontage to Cross Street, with new pedestrian links via Cross Street to the new piazza space.



Figure 9. Existing internal retail tenancies at the Stamford Plaza Hotel

The retail tenancies on the site are internalised within an arcade with no street presence. The arcade connects with entries to surrounding areas to the west to the Georges Centre to the north and east.

2.2 Existing hotel and retail arcade

The existing hotel known as the Stamford Plaza Hotel fully occupies the subject site with the exception of a narrow setback to the northern boundary. The original building was designed by Leffler Simes Architects Pty Ltd and was built in 1990. Architectural drawings of the proposed development were attached to the Clause 6 Request/Preliminary Environmental Assessment.

The hotel comprises 144 suites, 11 conference and event rooms, a ballroom, restaurant, gymnasium and roof top swimming pool. The site also comprises a retail arcade on the ground floor and a two level basement car park with 173 car spaces for hotel guests and the general public. Access to the car park levels is provided from the adjoining site to the west known as 45 Cross Street.

The existing building has a gross floor area of 19,545sqm, giving it a floor space ratio (FSR) of 5.32:1 (calculated in accordance with the WLEP 1995 definition of gross floor area). A survey of the existing Floor Space Area, in accordance with the WLEP 1995 definition of Gross Floor Area is provided at **Appendix S**.

The general roof height of the building is 22.12m above the Cross Street frontage (RL 25.33 AHD). The existing hotel has 6 storeys however the height f the proposal to the general roof line equates to between 7 and 8 standard residential storeys (3m per storey). Above the roof height are concrete structures, air-conditioning services, plant rooms and pool of various heights. These structures are generally located on the western part of the site and equate to additional storey in height. Refer to site survey at Figure 6 and aerial photo at Figure 17. Therefore the height of the existing hotel equates to between 7 and 9. The existing building has a maximum height of 29.77m above the Cross Street frontage (RL 32.98 AHD) which is measured to the top of the lift motor room close to the centre of the site in the courtyard. This maximum height equates to almost 10 standard residential storeys.

The building mass and uniformity is inconsistent with the urban structure and character of the Double Bay town centre and is considered to detract from the Double Bay area and is not worthy of conservation. The building structure has a problematic layout in terms of its connections with the surrounding Town Centre, which is characterised by a fine urban grain of interconnected laneways for pedestrians that create intimate spaces for retail activities and socialising.

The internalised shopping arcade has no street presence with the desired external shopping experience that gives Double Bay its alternative feel to Bondi Junction, which is currently more popular as a place for shopping, dining and entertainment. It is clear that the existing hotel has experienced a low level of occupancy which has been a continuing trend since the change from the 5 star Ritz Carlton to the 4 Star Stamford Plaza.



Figure 10. Existing vehicle access via 45 Cross Street Currently vehicle access is via the adjoining 45 Cross Street Double Bay. The existing hotel includes a publicly accessible car park.



Figure 11. Main entry to the hotel via Cross Street



Figure 12. View of the rear boundary setback to the properties situated on Galbraith Walkway

The proposal will result in an increased ground floor setback to the north boundary, with the podium situated above.



Figure 13. Existing loading dock accessed via Cross Street

The hotel loading dock is accessed via Cross Street. The existing porte cochure is also accessible from Cross Street with ingress and separate egress points. The existing loading dock presents poorly to Cross Street. Cross Street is one the primary shopping streets in Double Bay and the poor presentation of the loading dock detracts from the streetscape. It is good urban design practice to improve the streetscape appearance of the site by providing a retail frontage and hotel entry in this location of the site.



Figure 14. View of the rear boundary setback, looking to the north west corner of the site

The existing rear boundary walkway is un-inviting and enclosed and has poor passive surveillance, particularly at the end of the walkway (north west corner) where the building wraps around. The proposal will result in public activation of this space during the daytime.



Figure 15. View from Transvaal Avenue to the east
The building presents as a 6 storey (equivalent of 7-8) residential
stories to the east. This monolithic form presents as a bulky and
massive backdrop to the Conservation Area.



Figure 16. View of Galbraith Walkway towards the rear of the Stamford Plaza Hotel, as viewed from William Street.

The proposed development will provide an open through site link from the proposed piazza to Galbraith Walkway. There is an existing door, which provides pedestrian access through the site.



Figure 17. Aerial view of the site looking west

The existing hotel building is a monolithic form with poor presentation of blank podium walls to surrounding properties. The podium contain ground floor internal retail arcade and first floor and mezzanine function and conference facilities and hotel provided back of house. The upper levels 2-6 contain hotel rooms and on the roof is a swimming pool for hotel guests.

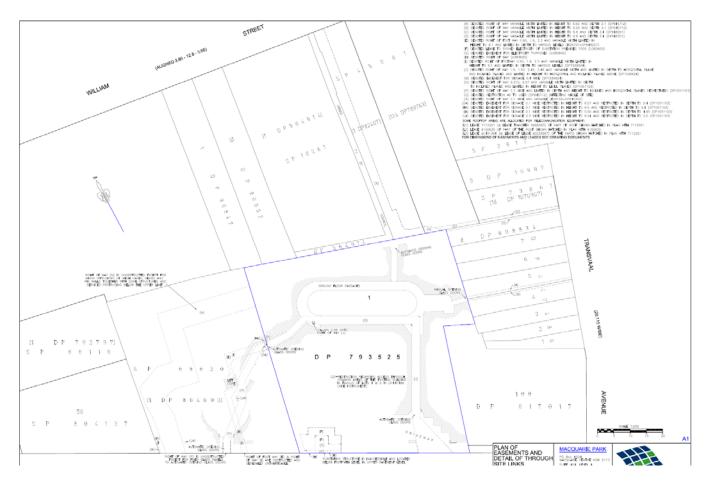


Figure 18. Site Survey Plan indicating Rights of Way through the site
The above site survey plan, details the through site rights of ways and easements. This plan
is provided at **Appendix M** in A3 format.

2.3 Legal description and easements

Lot and DP number

The registered property description of the site is Lot 1 in DP 793525.

Existing easements

Figure 18, illustrates the existing easements. This section describes the existing easements that affect the subject site, which is a summary of advice from Mallesons Lawyers. Advice from Mallesons Lawyers at **Appendix DD** suggests that there are no material impediments for the existing easements for the redevelopment. There are a number of easements that affect the site.

Easement numbered 1.2 being the area marked X on DP 645300

This easement grants a right of way (both on foot and with vehicles) between the northern boundary of the Ashington site and William Street. The easement terms contained in the transfer do not provide for the easements to be moved nor extinguished if the subject site is redeveloped or destroyed. The proposed development does not seek any change to this easement.

Pedestrian right of way numbered 1.3 and 1.4 being the areas marked A and B in DP 645712.

The easements granted are a right of way on foot (excluding service deliveries) over the easement area. The easement runs from Transvaal Avenue to the door currently located on the eastern side of the building near the lifts that service the car park. The easement is physically located between Transvaal Avenue and the Subject site.

The rights granted under these easements are stated to apply "during the life of the building presently erected on Lot 1, DP 793525".

The proposed development seeks the continued existence of this access way.

Easements numbered 1.5 and 1.6 being the areas marked X and Y in DP 648351

The easements link Transvaal Avenue to the north east corner of subject site. The easements are not limited to the "life of the current building" as is the case for easements 1.3 and 1.4 above.

This easement benefits the subject site. The easement comprises a right of way on foot over the property adjoining the western boundary of the subject site.

Easement numbered 1.8

This easement burdens part of subject site. The easement provides pedestrian access from the property adjoining the western boundary (The Gorges Centre) of the site through the existing retail arcade and provides for an exit onto Cross Street.

There is an easement for vehicular access for the subterranean car park which traverses this adjoining owner's property. It is proposed to continue this accessway in the development.

Easement numbered 1.9 being the area marked B in DP 1036624

This easement benefits the subject site and grants a right of way on foot over the property adjoining the western boundary of the site (45 Cross Street).

Easement numbered 1.11, being the area marked X in DP 1051103

This easement provides a right of way on foot and with vehicles benefiting the subject site. Relevantly this easement provides vehicular access to the subterranean car park.

Easement numbered 1.12 being the area marked "Z" in DP 1051103

This easement benefits the subject site and grants Ashington a right of way on foot and with vehicles over part of the property that adjoins the western boundary of the subject site (45 Cross Street).

Signage easements

There are a number of signage easements the effect the subject site.

Proposed Open space and potential public easements

It is noted that the proposed development features significant open space areas which will be publicly accessible. The proposed subdivision plans will require amendments to the existing easements that effect the site and new easements allowing public access to areas of the site which are currently not accessible.

New easements and restrictions on these areas protecting these areas as public spaces will need to be registered on the title of the land. Ashington commit to preparing a separate project application for strata and stratum subdivision including all necessary easements to facilitate public access arrangements that have been agreed to by the consent authority in the determination of this Major Project Application MP 08_0100. The final subdivision plans are to be registered with the Lands Titles Office prior to the occupation of the site.

2.4 Development consent history

On the 30 November 1988, development consent (88/176) was granted for the hotel containing 144 rooms, two levels of retail, restaurant and tavern and creation of a basement car park for 120 cars. A copy of the consent is provided at **Appendix T.**

It is noted that the applicant provided an objection under State Environmental Planning Policy No.1 to the floor space ratio and minimum site area provisions contained in Local Environmental Plan No.25.

Local Environmental Plan No.25 stated that the under Clause 10(1) of the LEP the basic floor space ratio for the 3(d1) zone was 1.5:1. However, under Clause 10(2) the building may exceed this FSR provided it does not exceed 2.5:1 and certain public benefits are provided.

The SEPP 1 objection stated that the FSR for the site was 3.67:1 under the FSR definition of the LEP 25. The proposed development was eligible for a floor space bonus, given that the proposal provided public benefits such as cross site linkages, arcades and setbacks. The development still exceeded the FSR control, however the development was approved by Woollahra Council, therefore they considered that the FSR was acceptable for the site.

It is also noted that the height of the building at 29.77 metres exceeded the Double Bay DCP control of 15 metres, even with the DCP bonus of 5 metres for the hotel/motel inclusion. Woollahra Council considered that the height of the development was acceptable.

The proposal included a basement car park for 120 spaces. The Council did not accept that this level of parking provision was enough and required (as per condition 2 of the consent):

"The provision of 223 car parking spaces on-site and further, stack parking by a valet service being provided if required."

It is considered that a modification to this scheme would have been lodged to include provision for the existing lower basement level to increase the level of parking to 173 spaces, the amount of parking which exists today.

Furthermore, Condition 40 of the consent stated that:

"That in lieu of the provision of 50 car parking spaces on site, the Council accept a monetary contribution, such being paid at the applicable rate at the time of payment (presently \$10,500 per space) and in any event the contribution being paid prior to the release of approved building plans".

In accordance with the above condition it is understood that contribution has been accounted for and that the 50 car parking spaces have been provided for in the Double Bay Town Centre. Therefore a credit for the provision of retail parking spaces on site has been applied to the proposed development.

2.5 Land use zoning

The site is Zoned 3(a) Business General in accordance with the Woollahra LEP 1995 (WLEP1995). The proposed mix of uses is permissible in the zone which "is a broad commercial zone allowing a diversity of commercial and retail uses".

Residential flat development is permissible with consent in the 3(a) zone provided it is within a "mixed development".



Figure 19. Zoning map

Source: Woollahra Local Environmental Plan 1995 Zoning Map.



Figure 20. New South Head Road



Figure 21. View of Galbraith Walkway



Figure 22. View from Transvaal Avenue



Figure 23. View of Cross Street



Figure 24. Bay Street

2.6 Local context

The site is situated within the Local Government Area (LGA) of Woollahra and within Double Bay Town Centre. Bondi Junction is the closest Major Centre to the site and is located approximately 2km to the south of the site.

The built form and streetscape in Double Bay town centre is a mix of retail, commercial and residential that is generally below six (6) storeys in height. A number of dwellings are two (2) storeys in height and possess retail uses on the ground level with residential or commercial accommodation on the upper levels.

A mix of detached and attached dwellings and residential apartment dwellings surround the town centre. Taller buildings surround the town centre in Darling Point, Potts Point and Bellevue Hill. There is an 18 storey building on the south eastern edge of the town centre fronting New South Head Road (Figure 20).

Immediate Surrounds

This section of the report describes the immediate surrounding area in terms of orientation and proximity to the subject site.

To the north

The adjoining properties to the north of the site between the hotel and Sydney Harbour are low rise residential dwellings.

To the north of the site lies Galbraith Walkway, this links through to William Street (**Figure 21**). Developments in this area are residential, two/three storey, terraced and individual dwellings. Further to the North lies Double Bay Wharf and Steyne Park to the North West.

To the east

Transvaal Avenue lies to the east of the site. This area is made up of small terraced buildings, comprising both retail shops, cafes, restaurants and commercial offices.

The existing building presents a large solid blank façade wall to the Transvaal Ave Conservation Area. The building detracts from the significance of the Conservation Area and the streetscape (**Figure 22**).

To the south

The site has its main frontage to Cross Street, which is characterised by retail, cafes and restaurants and commercial offices. Street trees line both sides of the street (**Figure 23**).

To the west

Adjoining the site to the west is a mixed use residential and retail development at 45 Cross Street (Georges Centre). Further to the west is Bay Street, which comprises residential, with some commercial and retail buildings (**Figure 24**).

2.7 Traffic, access and parking

Halcrow MWT Transport and Traffic Consultants have undertaken an assessment of the traffic, transport and parking aspects of the existing and proposed developments. Refer to **Appendix F.**

Transportation

Sydney Buses operates a number of high frequency bus services along New South Head Road, near the site into the CBD.

The nearest train station is located at Edgecliff, approximately 1km to the south west of the site, which has services to the CBD and connections to other lines.

Sydney Ferries operates a ferry service between Circular Quay and Watson Bay.

Vehicle access

Existing vehicular access to the basement car parking area is via a right of way driveway through the adjacent Georges Centre to the west of the site at 45 Cross Street, Double Bay.

Local road network

The local road network that serves the site comprises:

- New South Head Road:
- William Street;
- Ocean Avenue:
- Cross Street; and
- Bay Street.

New South Head Road is the principal east-west arterial road through the Double Bay area. It is configured as a six-lane divided road with morning and evening peak period clearway restrictions in place in the westbound and eastbound directions respectively. It is a declared State Road under the control and maintenance of the RTA. New South Head Road has a posted speed limit of 60km/hr. Intersections along New South Head Road are generally provided as signalised intersections with some turn bans at selected intersections to improve the efficiency of traffic flows along New South Head Road.

William Street and Ocean Avenue are regional roads with the Council responsible for their maintenance. These roads generally have one traffic lane plus one parking lane in each direction with a posted speed limit of 50km/hr. They function as collector roads.

Cross Street and Bay Street are local two-way roads providing access to properties along them. Cross Street connects with New South Head Road at its eastern end and Ocean Avenue at the western end. Bay Street connects with New South Head Road at the southern end at a priority controlled intersection permitting only left-in and left-out movements from/to New South Head Road. At the northern end, Bay Street intersects with William Street under the control of a four-way roundabout. These roads generally have on-street parking on both sides (Cross Street has metered parking) with a posted speed limit of 50km/hr.

Pedestrian access and Cycle Network

Double Bay Town Centre is characterised by its intricate network of pedestrian walkways. The site currently has an existing internalised through site pedestrian link connecting Cross Street to Transvaal Avenue to the east and William Street to the north. Outside normal business hours and on Sundays, the access ways are locked by the hotel for security reasons.

Commuter bicycle routes in the Double Bay area consist of the east-west route that travels along New South Head Road between Watson Bay and the City, and the north south route along Cross Street and Bellevue Road providing access to Bellevue Hill.

Bicycle Paths along these routes are generally within the traffic lane, cyclists do not have dedicated bicycle lanes.

Parking

The existing development provides two levels of basement car parking, comprising 173 spaces. The development also has an existing porte cochere to Cross Street which acts as a drop off zone for patrons of the hotel.

The existing parking layout pre-dates the current version of the Australian Standard for parking; furthermore the existing column layout does not lend itself to an efficient parking layout.

Parking surveys were undertaken by Halcrow MWT Transport and Traffic Consultant of the Stamford Plaza Hotel car park, as well as the Cross Street public car park. The parking surveys were conducted over three separate days (Friday 5, Saturday 6 and Thursday 11 December 2008). The surveys were conducted from 12:00pm to 12:00am for Friday and Saturday, and for Thursday it was from 4:00pm to 10:00pm.

The survey revealed that at the Stamford Plaza car park the peak usage was from 1:00pm to 2:00pm on a weekday while on Saturday it was 8:00pm to 9:00pm. The car park utilisation peaked at about 80 per cent of the capacity during weekday while on Saturday it was about 60 per cent.

Similarly for the Cross Street car park the peak usage was from 12:00pm to 1:00pm for both the weekday and Saturday. The Cross Street car park has similar utilisation ratio as the Stamford Plaza car park i.e. about 80 per cent on weekday and about 50 per cent on Saturday. The results are generally consistent with those in the Woollahra Traffic and Transport Study prepared by GHD in February 2000 for Woollahra Council.

An assessment of the proposed development in terms of traffic and parking is provided at **Section 6** of this report to specifically address the key issues outlined in the Director General's Requirements.

2.8 Heritage conservation

The site is not a heritage item or situated within a conservation area, however adjoins the Transvaal Conservation Area, to the east of the site. Error! Reference source not found. provides a map showing the location of the adjoining Transvaal Avenue Heritage Conservation Area.



Figure 25. Heritage Map

This site is not identified as a heritage item, nor does it adjoin an item of heritage significance. The site adjoins the Transvaal Heritage Conservation Area, outlined in blue, to the east of the site. Sites shaded yellow are identified as items of heritage significance under the Woollahra Local Environmental Plan (Source: Woollahra Local Environmental Plan 1995).



Figure 26. Transvaal Avenue streetscape

The Transvaal Heritage Conservation Area was developed in the early 1900s with eight pairs of Federation style semi-detached cottages (see **Figure 26**).

Appendix 1 of the Double Bay DCP provides specific controls in relation to the Transvaal Conservation Area. The bulk of the development is situated to the southern and western portions of the site, with the towers orientated to Cross Street.

The existing building has a large bulky blank wall façade fronting the Transvaal Conservation Area, which is considered to be imposing on the character and significance of the conservation area. The proposed design integrates different façade treatments, thereby breaking up the façade of the development. The proposal will improve the setting of the conservation area as the height of the proposed development immediately adjacent is lower than the height of the existing building. Refer to Visual Impact Assessment at **Appendix C** for existing and proposed views of the site from Transvaal Avenue.

Landscape and Topography

The site is located in a landscape basin. Ridgelines surround the Double Bay centre to the south, east and west. The low-lying location of the site with surrounding steep terrain make the view shed relatively small and contained. The visual impact assessment at **Appendix C** provides a detailed description of the topography and landscape of the surrounding area.

Surrounding open space and vegetation

Figure 27 provides a location map with open space areas noted. Steyne Park to the north west of the site is a large playing field managed by Woollahra Council which is used for weekend sports including cricket. Foster park is located on New South Head Road and is to the east of the subject site.

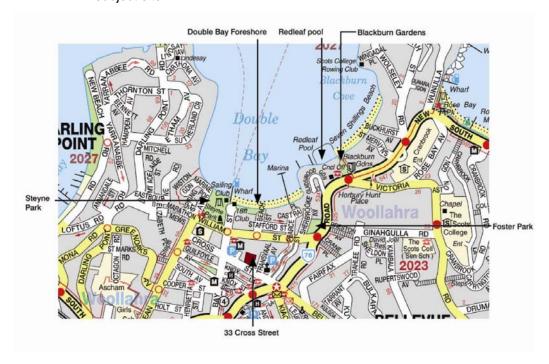


Figure 27. Local open space within the vicinity of Double Bay

The site is surrounded by high quality open space particularly on the foreshore and at Steyne Park to the north east of the subject site.

2.9 Constraints and Opportunities

Constraints and opportunities identified in the site analysis plan prepared by Architectus for the site and the proposed development are summarised below:

Constraints

- The poor aesthetic appearance of the existing building, which is out of character and detracts from the surrounding streetscapes.
- The below 5 star standard of outdated fit-out.
- The poor relationship of the existing building to the Transvaal Avenue Conservation Area.
- The internalised retail arcade detracts from the open and interconnected retail shopping experience that characterises Double Bay.
- Ground Water and acid sulphate soils are present below the site.
- Porte Couture interrupts retail frontage to Cross Street.
- Poor interface to the north, east and west with time limitations on the through site public access to Galbraith Walkway.

Opportunities

- Enhance pedestrian connections between Cross Street and Galbraith Walkway and between the Georges Centre and Transvaal Avenue.
- To improve the aesthetic appearance of development on the site.
- To provide additional publicly accessible open space on the site.
- To activate Cross Street with high quality retail uses.
- To increase the retail frontage to the public domain.
- To retain a high quality hotel on the site.
- Maintain and improve the amenity of residential properties to the north through inclusion of appropriate uses, hours of operation and built form setbacks.
- Balance the impacts of the development on the amenity of adjoining properties with best practice urban design principles in terms of public access through the site.
- Retain existing trees in the Cross Street frontage which softens the appearance of the development in the streetscape and provides shade and weather protection.
- The retention of the lower basement floor slab will minimise potential impacts on ground water and acid sulphate soils.

3 Strategic justification and consideration of alternatives

3.1 Strategic justification

This section of the report provides a strategic justification for the proposed development, as requested in the Director General's Environmental Assessment Requirements in terms of:

- Tourism and identity
- Landmark nature of the site
- · Compact city and centres policy
- Regional access
- Exemplary mixed use town centre development

These issues are discussed in detail below:

Tourism and identity

The proposal retains the hotel use of the site which is important for maintaining tourism accommodation in the Double Bay Town Centre, in this highly desirable tourist destination close to Sydney Harbour. The alternative option for Ashington is the refurbishment of the existing hotel for residential apartments which would result in the loss of the hotel use of the site.

Businesses in Double Bay directly benefit from the operation of a hotel as a result of the flow on effects of tourism expenditure related to shopping, entertainment, food and drink.

The proposed development is estimated by Hill PDA to generate \$2.7 million of tourism related expenditure for the town centre per annum in addition to \$0.6 million household related expenditure per annum. The proposal will generate an estimated \$3.3 million of expenditure to the Town Centre. Comparing the proposal with the current situation of a hotel closing in March 2009, there will be a net positive impact for retailers and other business within the town centre.

From a wider regional perspective there will also be a positive effect for the subregional tourist market as a result of the proposed development and the flow on effects of the tourism industry. Hill PDA estimate that the direct contribution could be in the order of \$12 million per annum with additional economic multiplier effects.

Compact City and centres policy

The NSW Government released the Sydney Metropolitan Strategy, known as the City of Cities Strategy in 2006. The City of Cities Strategy, as is title suggests recognises that Sydney comprises not one city but is made up of multiple cities, town centres and villages in a hierarchy and describes the functions that each centre performs.

The Metropolitan Strategy focuses on enhancing the quality of the city's centres by achieving the best mix of jobs, dwellings, recreation, tourism and other complementary services in existing urban centres. The objectives of the centres based policy is intended to increase the use of public transport, maximise the use of existing infrastructure and assist with providing access to jobs.

Hill PDA, retail and economic consultants and authors of a recent study of Double Bay Town Centre for Woollahra Council identify a retail context for the subject site and surrounding area which describes the role of urban centres in the east sub-region of Sydney.

The primary centre in Sydney's eastern subregion is Bondi Junction. Rose Bay, Bondi Beach, Edgecliff and Double Bay town centres with Bondi Beach performing a major tourism function. Whilst North Rose Bay, Rose Bay South and Watson's Bay and Vaucluse represent a third tier being village centres. **Figure 28** provides a map from the East Subregional Strategy showing the centres hierarchy. The hierarchy of centres provides a context and strategic planning framework within which to focus new development.

The proposed redevelopment of Stamford Plaza Hotel is consistent with the strategic planning principles established by the NSW Government for town centres by locating mixed use development including new dwellings with a range of other complementary town centre uses including retail and a hotel which is much needed in Double Bay. The viability of retail uses is critical to the success of mixed use town centres. Retail uses mixed with other uses makes urban centres vibrant and interesting places which contribute the regional economy in a positive way.

The scale of the proposed development is appropriate for a town centre location and function of the town centre in the hierarchy of centres in Eastern Sydney, with taller buildings up to 15 storeys. The small floorplate tower forms are smaller/lower scale that in the major centre at Bondi Junction.

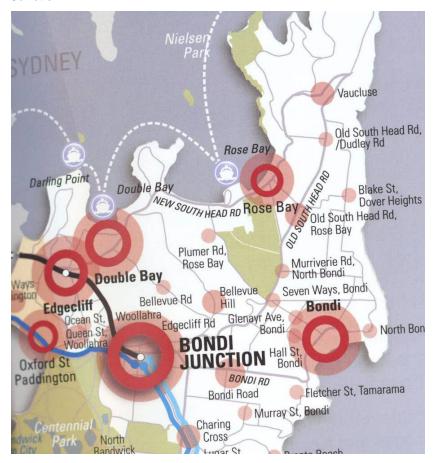


Figure 28. East Subregional Strategy centres hierarchyDouble Bay is a Town Centre within the hierarchy of East subregion centres.

Regional access

Double Bay Town Centre is highly accessible by bus, rail network (Edgecliff Station) and ferry. Therefore making it a highly accessible place.

Sydney Buses operates a number of high frequency bus services along New South Head Road, within easy walking distance into central Sydney.

The nearest train station is located at Edgecliff, approximately 1km to the south west of the site, which has services to central Sydney and interconnections at Town Hall to other lines. The train line is shown in black in **Figure 28**.

Sydney Ferries operates a ferry service between Circular Quay and Watson Bay with a stop at Double Bay, which is within 250m of the subject site.

The subject site is highly accessible to Central Sydney and therefore is suitable for consideration for higher density development.



Figure 29. Aerial photograph of Double Bay Town Centre
The site is located 4km from Central Sydney and is highly accessible with bus, train and ferry services providing frequent services.



Figure 30. 3D Artist's impression of proposed development

This development will create a landmark development for Double Bay Town Centre. The scale of the development at 4-5 storeys on the northern side of the site provides a transition in the scale of development on the site to the residential properties to the north. Residential properties to the north are 2-3 storeys in height. The taller elements provide a visual marker for the Double Bay Town Centre location. The smaller floor plate towers and height of the towers and distinctly different to those in Bondi Junction which are much taller and bulkier tower forms, Characteristic of the major centre within the centres hierarchy of Eastern Sydney.

Landmark nature of the site

Double Bay is a strategic centre in the Eastern sub-region of Sydney. It is different to other centers such as Bondi Junction and the scale of development reflects these different functions. The site is located on the northern edge of the Double Bay Town Centre.

The redevelopment of the subject site presents a peculiar situation where the development controls introduced by Woollahra after the construction of the hotel do not recognize the existence of the hotel. The controls expect a developer to demolish the existing building and build something that has less than half the floor space of the existing building. Council's development controls for the site with a height limit of between 7.5m and 16.5m and floor space ratio, less than that of the existing building mean that the only orderly and economic use and development of the land is limited to the refurbishment of the existing building. This presents the landowner with overly restrictive and rigid parameters for redevelopment and effectively restricts any significant improvements.

The site is very large at 3,647sqm, and is the largest privately owned site in Double Bay in single ownership. There are other large sites, however they are either owned by Council, or are in multiple ownership with strata titling arrangements, which makes redevelopment difficult. **Figure 31**. Shows the location of other large sites in the Double Bay Town Centre.

These sites are described as follows:

- 1. **Cross Street car park**: The Cross Street Car park is a Council owned car park. The car park contains a small amount of floor space being the childcare centre fronting Cross Street.
- 2. **45 Cross Street**: Residential apartments and ground level retail and commercial uses with strata title arrangements.
- 3. **Sir Stamford Cosmopolitan Hotel**: Currently being redeveloped for residential apartments and ground level retail uses under lease hold arrangements with Woollahra Council.
- 4. Kiaora Lands: The Kiaora Lane surface car park and Woolworths site on the southern side of New South Head Road is potentially a substantial landholding. The car park is owned by Woollahra Council. Any development of this site would need to have regard to the site specific development controls.

Another factor that gives the site its landmark nature is floor space ratio. Whilst it is possible, albeit difficult to amalgamate small sites to create larger development parcels are unlikely to have the excess floor space that exists on the subject site.

Concern has been raised during Phase 1 of the community consultation activities that the development of the height and scale proposed will be an undesirable precedent for other sites in the town centre. Each site is unique and the subject site has some peculiarities in the existing approved hotel in terms of its site area and floor space that is different to a site which currently complies with Council's planning controls and is seeking redevelopment. As has been explained

Given the size of the site, the existing floor space ratio and the site's location has landmark qualities. The circumstances the site are somewhat of an anomaly and therefore the development proposal must be dealt with accordingly and not to lock up the potential of the

site within the existing envelope in order to deliver an exemplary town centre development.

Recognition of the landmark nature of the site means there is a responsibility to deliver a development of landmark quality, which is visually recognizable and also which delivers other town centre objectives such as additional open space and open through site connections, as contributions to the network of publicly accessible pedestrian ways throughout Double Bay. Architectus have developed urban design and planning objectives and principles that have guided the design of the proposed development and these are described in **Section 4** of this report.



Figure 31. Large sites within Double Bay town centre

- 5. Cross Street car park
- 6. 45 Cross Street
- 7. Sir Stamford Cosmopolitan Hotel
- 8. Kaiora Site
- 9. The subject site at 33 Cross Street

Exemplary mixed use town centre development

Improving the design and quality of the urban environment through better architectural and urban design is also a key principle of the City of Cities Metropolitan Strategy and also the State Government policies documents, for urban design and residential amenity including:

- State Environmental Planning Policy No. 65: Design Quality of Residential Flat Development;
- Residential Pattern Book (2001) for residential flat design; and
- NSW Residential Flat Design Code 2002 (NSW RFDC 2002).

The urban design and architectural design of the proposal is required to achieve the strategic design objectives expressed in the abovementioned urban design policies documents.

The proposal provides an exemplary example of an integrated mixed use town centre development, consistent with the objectives of government's policy documents. Careful attention has been given the unique landmark circumstances of the site and the development as well as to the amenity of nearby residential properties and to the character of the town centre.

A further detailed description of how the proposal is consistent with exemplary town centre development objectives and principles is provided in **Section 4** of this Environmental Assessment.

3.2 Alternatives to the proposal

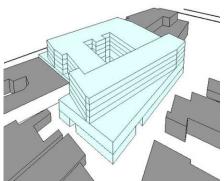
The DGRs include the consideration of alternatives to the proposal being presented. The Proponent and Architectus Architects, Urban Designers and Planners have undertaken extensive analysis of over 25 options for the development of the site in order to respond to site planning issues and to accommodate issues raised in consultation with the NSW Department of Planning, Woollahra Council and the community. Initially 6 options were investigated and presented to Woollahra Council and the Department of Planning. **Appendix U** provides a copy of the presentation given to both authorities at separate times during the preparation of this development proposal.

Initial options analysis

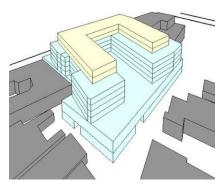
Following is a range of options which were considered during the initial conceptual design stage are described below with 3D massing models for comparative purposes and are leased on the premise tat the existing floor space at 5.32:1 is retained.

Ashington have consistently indicated that the alternative to the proposal is the residential refurbishment of the existing hotel. This option will result in the loss of the hotel use of the site which is important in this highly desirable location and the retention of the internalised retail arcade. This option would retain the existing form and massing of the hotel building which currently detracts from the Double Bay Town Centre and would not deliver the best practice urban design and planning outcomes provided in the this project application design.

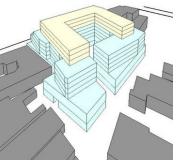
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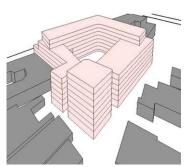
Initial concept option 1
Refurbishment of the existing building for residential apartments (no additional levels and without a courtyard) (6 levels). No Hotel



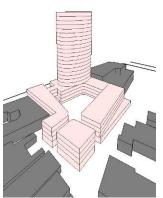
Initial concept option 2
Refurbishment of the existing building for residential apartments (2 additional levels and without a courtyard (8 levels). No Hotel



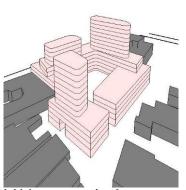
Initial concept option 3
Refurbishment of the existing building for residential apartments (2 additional levels and with a courtyard (9 levels). No Hotel



Initial concept option 4
New development with hotel, retail and residential uses (6-8 levels)



Initial concept option 5 New development with hotel, retail and residential uses in a single building element over a podium with a courtyard (4-24 levels)



Initial concept option 6
New development with hotel, retail and residential uses in three buildings over a podium with a courtyard (4-14 levels)

Figure 32. 3D massing models of initial concept options

Six broad options were investigated in the initial phase of investigations. The options range from the refurbishment of the existing hotel for residential apartments within the existing building envelope to options including central ground level open space surrounded by taller building elements.

The Proponent's analysis of the options in **Figure 32** identified a preferred option comprising a hotel and retail uses in the podium and three (3) taller elements comprising hotel residences of 10, 12 and 14 storeys. This option was considered the preferred option at that time as it achieved the highest ranking in terms of the following urban design and planning criteria:

- Retention of existing FSR: All options considered involve the retention of the existing floor space.
- **Urban Grain**: Responding to the finer urban grain character of the Double Bay Town Centre.
- **Public ground plane**: Providing additional open space at ground level which is publicly accessible.
- Activation: Increasing the active uses at ground level in the Cross Street frontage and in the new piazza space
- Local economic boost: Providing an economic boost to Double Bay with the inclusion of a hotel and retail uses in an improved configuration.
- Height/building bulk: The preferred option redistributed the existing floor space into three separate taller elements at the

- edges of the site surrounding the piazza.
- **Visual Impact**: Consideration was given to the visual impact of the proposal from Sydney Harbour.
- **Overshadowing**: The overshadowing impacts where considered in terms of impacts on public and private domain

Appendix U provides the full presentation of the six options investigated during the initial analysis phase including the analysis undertaken by Architectus to rate the 6 options and select a preferred option.

Clause 6 Request/Preliminary Environmental Assessment

The preferred option at the time of lodging the Clause 6 request / Preliminary Environmental Assessment, which requested the Minister for Planning's opinion as to whether the project was one to which Part 3A of the Environmental Planning and Assessment Act 1979 applies was an evolution of Option 6 from the initial options analysis and included a 4-5 storey podium and 3 taller building elements of 10, 12 and 14 storeys, as illustrated in **Figure 33**.

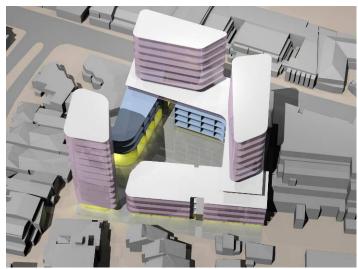


Figure 33. Clause 6/Preliminary Environmental Assessment proposal

Minister for Planning's Part 3A Declaration

The Department of Planning wrote to Architectus on 10 July 2008, the Proponent's Architects, Urban Designers and Planners advising that:

"On 30 June 2007, the Director General, as delegate of the Minister for Planning, formed the opinion that your proposal is a Major Project and that Part 3A of the Act applies".

Of relevance to the development of this Project Application was the comment from the Department of Planning in their 10 July 2008 letter that:

"The Department has concern regarding the proposed height of the development particularly the hotel residences on the north east corner of the site. This will need to be addressed in your environmental assessment".

The Project Application design has responded to the concerns of the Department of Planning about the height of the development with a reduction in the height of the tower element in the north eastern corner of

the site from 10 storeys to 5 storeys which is below the height of the existing building. The taller elements on the site are proposed to be located close to the Cross Street (southern) frontage of the site. This approach to building form and massing provides an appropriate height adjacent the Transvaal Avenue Heritage Conservation Area and to the 2-3 storey residential development to the North.

Refer to letter from Department of Planning at Appendix V.

Urban Design Review Panel

Following the Minister's declaration that the project is a project to which Part 3A of the Environmental Planning and Assessment 1979 applies, the Department of Planning established an urban design review panel to make recommendations on the form and scale of development as well as general site planning and urban design issues. The urban design review panel was made up of an independent urban design expert, an urban designer from the Department of Planning and a Senior Urban Design Planner representing Woollahra Council.

The Proponent met with the Urban Design Review Panel on two (2) occasions. For these meetings the Panel requested the proponent to investigate additional options having regard to the following issues:

- Reduction in the size and changes to the configuration of the piazza;
- Relationship to the adjacent Transvaal Avenue Heritage Conservation Area;
- Podium height and interface with immediately adjoining properties; and
- Sunlight access and overshadowing of public domain areas within the Double Bay Town Centre.



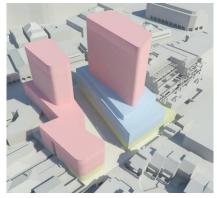
Urban Design Review Panel Option 1

A 3 storey podium with open air through site links in two directions and a single taller element of 15 storeys.



Urban Design Review Panel Option 2

A 4 storey podium with a single wide through site link and 3 taller elements of 9, 10 and 12 storeys.



Urban Design Review Panel Option 3

A 4-5 storey podium with a single wide through site link and two taller elements of 11 and 14 storeys



Urban Design Review Panel Option 4

A 4-5 storey podium with a single wide through site link and a single taller building element of 23 storeys

Figure 34. Urban Design Review Panel options analysis

A range of additional options were considered during the urban design review process, at the request of the urban design review panel. A selection of these options is provided at **Figure 34**. The presentations to the urban design review panel given a detailed assessment of each option against sound urban design principles as well an assessment of the overshadowing impacts on the Double Bay town centre. Copies of the two (2) presentations given to the Panel by the Proponent were provided to the Department of Planning for their record.

The options illustrated in **Figure 34** are based on the premise that the development controls for building height and FSR that apply to the site are inconsistent with the existing building and therefore the retention of the existing floor space on the site may be retained provided there is a better urban design outcome. An explanation of the existing development controls and how they apply to the site is provided in **Section 1**.

The options provide different configurations of open space and built form described as follows:

- Urban Design Review Panel option 1: East-West and North-South through site pedestrian links of 12 metres in width with ground level retail, 3-4 storey podiums to North and East; single large floor plate tower south western corner of the site with hotel residences.
 - **Comment:** This option of wide thoroughfares breaks the site into quadrants and results in a large monolithic tower form of excessive bulk.
- Urban Design Review Panel option 2: North-South through site pedestrian links of 12 metres in width with ground level retail, hotel on the western side of the site with three tower forms with hotel residences;

Comment: The division of the site into two by the wide thoroughfare creates a cavernous space with taller building elements imposing onto this space. The wide pedestrian thoroughfare also reduces the hotel and retail frontage to Cross Street. The through site link would be a new retail pedestrian laneway but was considered too wide when compared with other laneways in Double Bay town centre and for this location too wide to connect to the Galbraith Walkway which is a residential laneway.

- **Urban Design Review Panel option 3**: North-South through site pedestrian links of 12 metres in width with ground level retail, with two tower forms with hotel residences above 4-5 storey podium;
 - **Comment:** The site of the taller elements close to the Cross Street frontage is desirable to provide an appropriate transition in height with a podium lower than the height of the existing building. The north eastern tower is reduced in height to 5 storeys to below the height to the existing building improving the scale relationship to the adjoining Transvaal Avenue Heritage Conservation Area. The through site link has a cavernous quality and is not a suitable width of link relative to the northern residential.
- Urban Design Review Panel option 4: North-South through site pedestrian links of 12 metres in width with ground level retail, 4 storey podium to the east and 4-5 storey podium to the west and single small floor plate tower in the South Western corner of the site.

Comment: The single small floor plate tower sited away from the adjoining residential properties to the north. This results in a thin shadow cast across the Double Bay town centre. Properties and the

public domain would be in shadow for a relatively short period of the day due to the narrow width of the tower form.

The height of the podium is lower then the existing building providing an appropriate transition to adjoining properties included the Transvaal Avenue Heritage Conservation Area

The findings of the Urban Design Review Panel, which concluded in November 2008, included:

- Preference for opening up the building form to create a piazza as a destination rather than thoroughfare;
- Retail activation of street frontages in preference to internalised shopping arcades;
- Pedestrian spaces that are vehicle free;
- That floor space should be accommodated in slender building forms above podiums to facilitate solar access into the town centre and Cross Street and minimise view impacts and were opposed to bulkier forms; and
- Podium levels should complement the scale of adjacent development at each site boundary.

Major Project Application MP 08 0100: Environmental Assessment

Following the urban design panel review process, the Proponent has continued to investigate other options to achieve the best urban design outcome for the site that addressed concerns raised by the urban design review panel, The Department of Planning, Woollahra Council and the Community. Figure 36 illustrates a 3D massing model of the proposed development for ease of comparison with the options previously illustrated in this section of the report. Figure 35 illustrates a 3D massing model of the Clause 6/Preliminary Environmental Assessment for direct comparison as to how the proposal has evolved following consultation with the Department of Planning, the urban design review panel, Woollahra Council and the community

The project application as presented in this Environmental Assessment has addressed the comments of the Urban Design Review Panel in the following ways:

- Reduction in the height of the north eastern tower from 10 storeys to 5 storeys; to below the height of the existing building
- Reduction in the length of the western tower;
- Increasing the separation distance between the two tower forms to improve solar access to the southern side of Cross Street
- Reduction in the height of the northern podium element from 5 storeys to 3 storeys plus a pool;
- Reduction in the size of the piazza space with an increase in the floorspace in the podium levels; and
- Introduction of a second through site link connection to Cross Street.

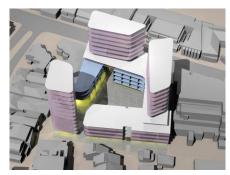


Figure 35. Clause 6/Preliminary Environmental Assessment proposal



Figure 36. 3D massing model of the proposed development
A 3-5 storey podium surrounding a piazza and 2 taller elements sited towards Cross Street with heights of 14 storeys above street level.