



ASSESSMENT REPORT

One Carrington Street (Formerly Known as 'City One') SSD 5824 MOD 4

1. INTRODUCTION

This report is an assessment of an application seeking to modify the State Significant Development (SSD) approval for a transport interchange, commercial and retail development at One Carrington Street, Sydney.

The application has been lodged by Sovereign Wynyard Centre Pty Ltd (the applicant) pursuant to section 96 (1A) of the *Environmental Planning and Assessment Act 1979* (EP&A Act). It seeks approval for internal changes to the layout of the development and external alterations to both the commercial tower and Shell House.

2. SUBJECT SITE

The One Carrington Street Concept Approval site is located between George and York Streets and is situated within the core commercial precinct in the northern part of Sydney's CBD. The site is located within the City of Sydney local government area (LGA).

The site has a total area of 9,248m² and comprises the Menzies Hotel, Shell House, Thakral House, Wynyard Station, part of Wynyard Park and the Wynyard concourse (comprising stratum lots above and below Wynyard Lane, stratum lots below Wynyard Park, Carrington Street and York Street).

The site is divided into two stages for the purposes of future development applications (refer to **Figure 1**), comprising:

- **Stage 1:** land east of Carrington Street; and
- **Stage 2:** land west of, underneath and including Carrington Street.

This modification application relates solely to the approved SSD application (SSD 5824) for Stage 1 of the One Carrington Street Concept Approval and is therefore confined to the land between Carrington and George Streets (**Figure 1**). The Stage 1 site has an area of 4,452m² and is 'L' shaped. It is bound by, and has frontages to, George Street to the east, Carrington Street to the west and Margaret Street to the north.

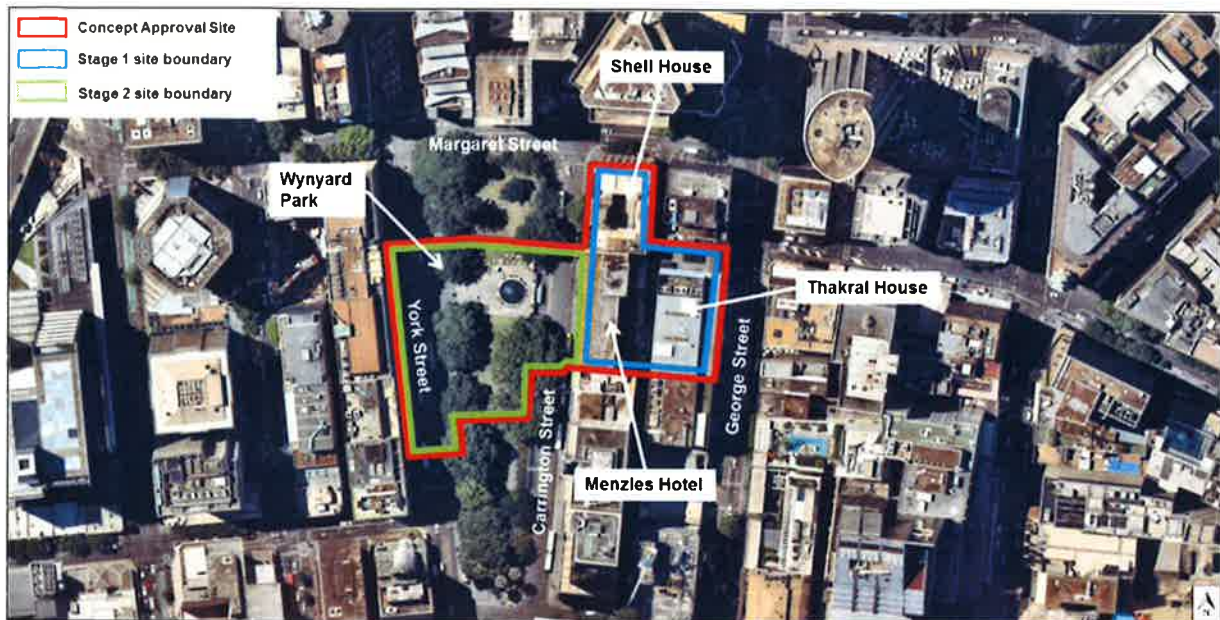


Figure 1: The Concept Approval Site (Base source: Nearmap)

To the north and east of the site is 283 George Street, a nine storey commercial building. To the south is 309-320 George Street, a 13 storey commercial building and 30-32 Carrington Street (Lisgar House), a local heritage item. The broader surrounding area is comprised of buildings of various uses, ages, heights, architectural styles and lot configurations providing for a mixed CBD streetscape.

3. RELEVANT PLANNING HISTORY

3.1 Relevant Planning Approvals

On 3 April 2012, the Planning Assessment Commission (the Commission) approved the concept plan (MP09_0076) subject to modifications and terms (Concept Approval). The Concept Approval comprises the following:

- upgrade of the eastern accessways into Wynyard Station, including retail areas and concourse layout;
- indicative building envelope to a maximum height of RL 159.7 AHD on land between Carrington Street and George Street;
- use of the site for a mixed use development, including offices, shops, food and drink premises, health/medical centre, public amenities, transport facilities and car parking;
- development of the former Shell House, including refurbishments for commercial and retail use; and
- a Voluntary Planning Agreement (VPA) for the provision of a transit hall, through site link and associated public infrastructure works to a value of \$20 million and a payment of \$18.5 million towards works within the Wynyard Station Precinct.

The Concept Approval has been modified on two occasions.

On 25 September 2015, the Acting Executive Director, Infrastructure and Industry Assessments, approved SSD 5824 for the redevelopment of Stage 1 of the One Carrington Street site (SSD Approval), comprising:

- demolition of The Menzies Hotel, 301 George Street and eastern access ways to Wynyard Station, development above Wynyard Lane and partial demolition of Shell House and 285-287 George Street;
- upgrade of the eastern access ways to Wynyard Station, including provision of a new transit hall, through site link, retail areas and concourse layout;

- construction and use of a 27 storey commercial building between Carrington Street and George Street;
- construction of a retail / commercial loading dock and two basement levels comprising 89 tenant car spaces and end of trip facilities;
- refurbishment of 285-287 George Street and Shell House for commercial and retail uses;
- signage zones; and
- public domain upgrades surrounding the site.

The Stage 1 application has been modified on three previous occasions (refer to **Table 1**).

Table 1 – Modifications to approved Stage 1 application SSD 5824

Mod No.	Description of Modification	Approved
MOD 1	Amend setbacks and external finishes, internal and external alterations, widening of the through-site pedestrian link, provision of additional retail units, additional excavation at basement level, amendment of vehicular access arrangements, basement ramps, car parking layout and loading dock configurations, deletion of the third level basement and reduction in the number of car parking spaces.	11 August 2016
MOD 2	Stratum subdivision.	30 November 2016
MOD 5	Administrative changes.	28 October 2016
MOD 3	Increase the extent of demolition works within Shell House.	23 February 2017

4. PROPOSED MODIFICATION

On 28 September 2016, the applicant lodged a modification application (SSD 5824 MOD 4) for internal and external changes to the development, including:

Table 2 – Summary of proposed modifications

Commercial Tower component:
• creation of a double height terrace at level 1 above George Street and Carrington Street; • enhancements to the commercial lobby area including re-alignment of the Carrington Street facade line; • introduction of an additional mega column to the Carrington Street elevation; • continuation of the Transit Hall soffit materials to the George Street and Carrington Street level 1 balconies;
Shell House component:
• changes to the floor levels of Shell House to enable enhanced integration with the One Carrington building; • amendment of the location and operation of the lift core within Shell House; • reconfiguration of plant and substations in Shell House; • an increase on one car parking space (from 82 to 83) below Shell House; and • modification of external entrance / access to Shell House.

The modification is requested to facilitate detailed design refinements following the SSD Approval (and subsequent modifications) and feedback from future tenants.

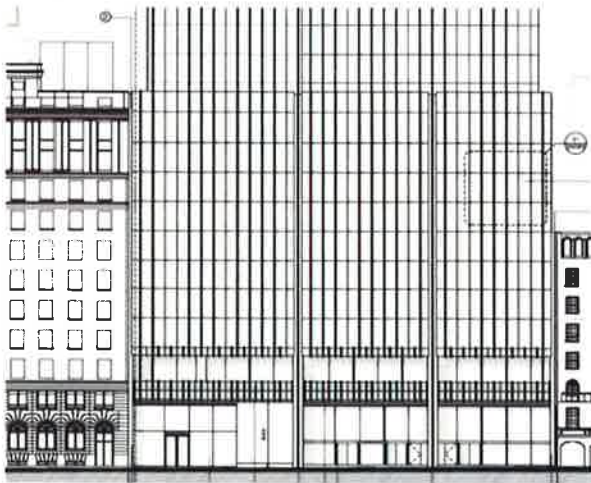
The proposed modifications are illustrated in **Figures 2 to 5**.



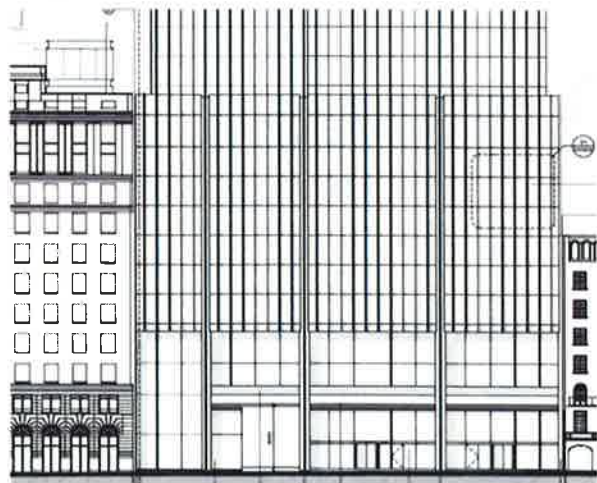
Carrington Street - approved



Carrington Street - proposed



Extract from DA2102 approved east podium elevation



Extract from DA2102 proposed east podium elevation

Figure 2: Amendments to the George and Carrington Street elevations of the commercial tower component of the development (Source: Modification application)

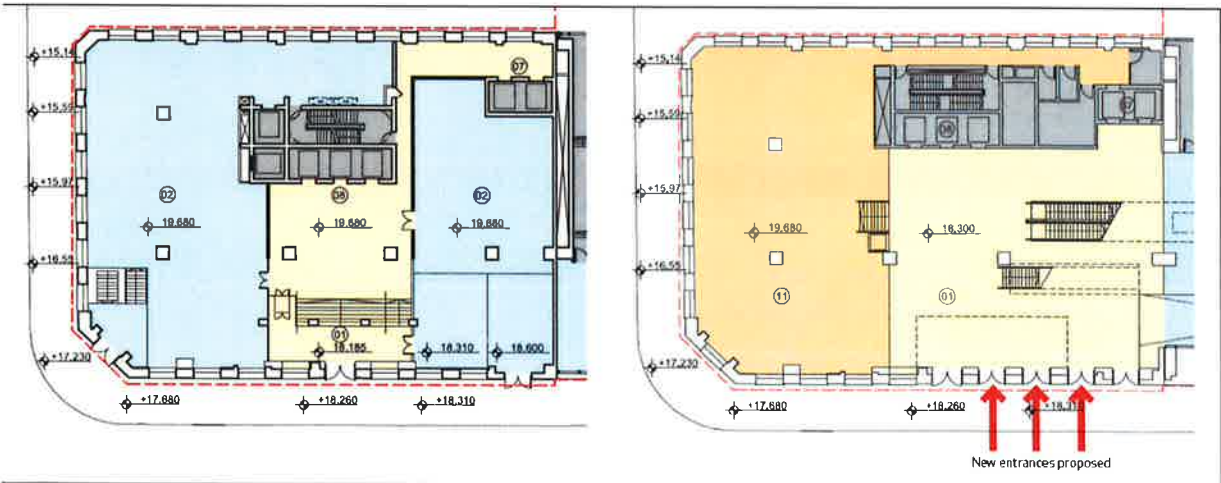
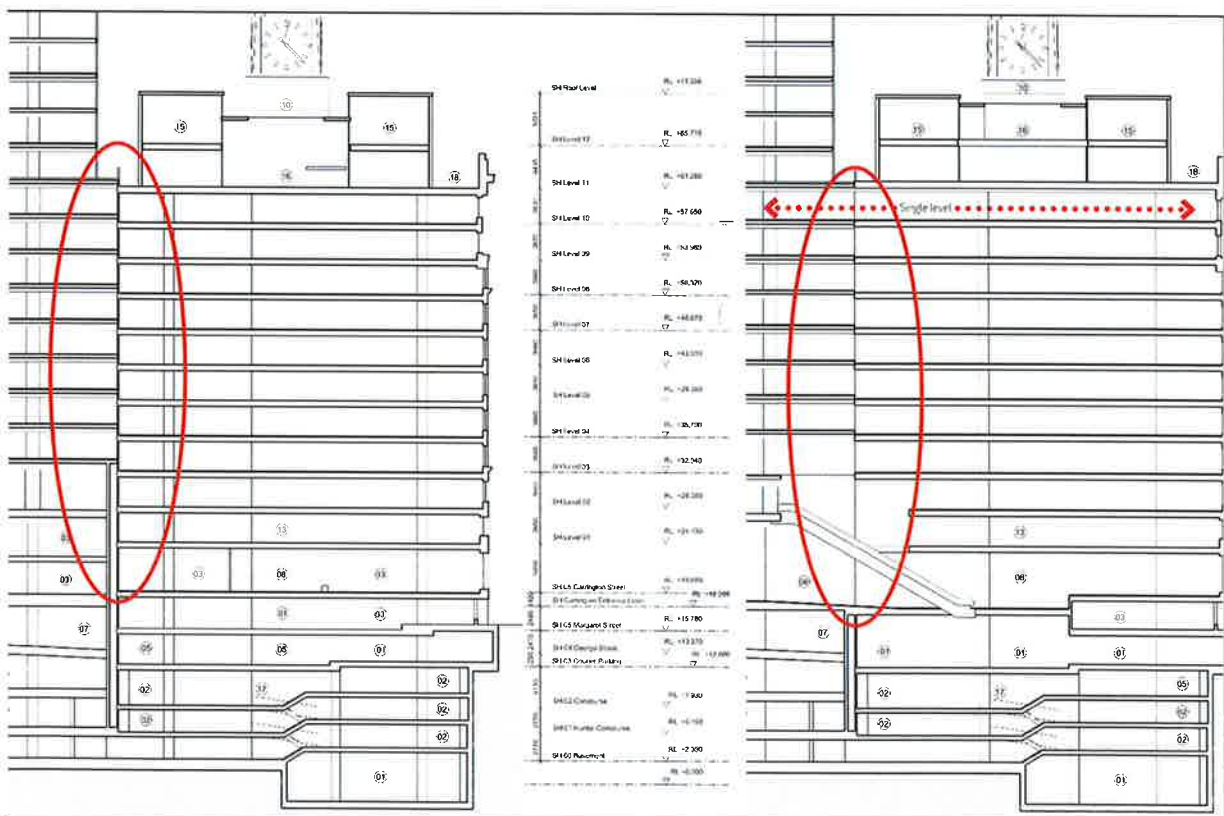


Figure 3: Amendments to Shell House, approved (left) and proposed (right) ground level layouts (Source: Applicant's Response to Submissions)



Figure 4: Proposed amendments to Shell House ground level elevation (Source: Applicant's Response to Submissions)



5. STATUTORY CONSIDERATION

5.1 Modification of approval

Section 96(1A) of the EP&A Act requires the consent authority to be satisfied that the following matters are addressed in respect of all applications that seek modification approvals:

Table 3 – Section 96(1A) matters for consideration

Section 96(1A) matters for consideration	Comment
That the proposed modification is of minimal environmental impact	Section 7 of this report provides an assessment of the impacts associated with the proposal. The Department is satisfied that the proposed modifications will have minimal environmental impacts and that heritage impacts can be appropriately mitigated / managed.
That the development to which the consent as modified relates is substantially the same development as the development for which the consent was originally granted and before that consent as originally granted was modified (if at all).	The proposed modifications would alter discreet elements of the development and make minor variations to the overall design. The proposal does not result in additional amenity impacts on the surrounding area. The amendments to Shell House will be sympathetic to the historic character of the building and will not adversely impact on its historic importance or setting. On this basis, the proposal would result in development that is substantially the same as the originally approved development
The application has been notified in accordance with the regulations	The modification application has been notified in accordance with the regulations. Details of the notification are provided in Section 6 of this report.
Any submission made concerning the proposed modification has been considered.	The Department received submissions from NSW the Heritage Council, City of Sydney Council, Transport for NSW and Environment Protection Authority. The issues raised in submissions are summarised in Section 6 and have been considered in Section 7 of this report.

5.2 Environmental Planning Instruments

The following EPIs are relevant to the application:

- *State Environmental Planning Policy (State & Regional Development) 2011;*
- *State Environmental Planning Policy (Infrastructure) 2007;*
- *State Environmental Planning Policy No. 55- Remediation of Land; and*
- *Sydney Local Environmental Plan 2012.*

The Department undertook a comprehensive assessment of the redevelopment against the above mentioned EPIs in its original assessment. The Department has considered the above EPIs and is satisfied that the modification is generally consistent with the EPIs.

5.3 Approval Authority

The Minister for Planning is the approval authority for the application. However, the Director Modification Assessments, may determine the application under delegation as:

- the relevant local council has not made an objection; and
- a political disclosure statement has not been made; and
- there are no public submissions in the nature of objections.

6. CONSULTATION

6.1 Consultation

The application was notified in accordance with the *Environmental Planning & Assessment Regulation 2000*. The Department made the modification application publicly available on its website, consulted with City of Sydney Council (Council) and sent letters to adjoining

owners/occupiers. Due to the minor nature of the proposed modification, the application was not exhibited by any other means.

Council originally objected to the proposed removal of the three steel framed windows within Shell House to create new door openings, as these elements are highly visible and are key elements of the original Spain and Cosh design of Shell House.

Council also provided the following comments:

- the proposed raised floors should minimise negative impacts on the perception of the internal space, views out to the tree canopy and ensure that daylight penetrates into the interior as much as possible. In addition, further analysis of proposed changes to window heads is required;
- the ground floor (single volume) lobby space should maintain the legibility of Shell House and proposed escalators should be designed to ensure that they do not erode Shell House's distinctive character;
- Council would support further efforts to enhance the visual prominence of the clock tower;
- further detail is required of the converted water tank/planter and green roofs;
- all trachyte should be carefully salvaged, and if not used should be stored at the Council's stonework yard; and
- the creation of a new doorway on the splay at the corner of Carrington/Margaret Streets is supported.

NSW Heritage Council raised no objection to the proposal stating that none of the properties are on the State Heritage Register. However, the Heritage Council provided the following initial comments:

- adverse impacts should be mitigated through conservation of significant original fabric and the replacement of windows with doors should be carefully undertaken and consider the style/material of the original windows;
- external and internal alterations to Shell House are limited to the ground floor and will not impact on heritage items or places identified of state heritage significance; and
- the overall works will not impact on significant views to and from state heritage items or impact on the Aboriginal and historical archaeological potential of the site.

Transport for NSW raised no objection to the proposal and stated that the applicant continues to work with Roads and Maritime Services on the public domain works for Wynyard Lane.

Environment Protection Authority raised no objection to the proposal.

There were no public submissions received on the proposal.

6.2 Response to Submissions (RtS)

Following the notification of the modification application the Department placed copies of all submissions received on its website and requested that the applicant provide a response to the issues raised in the submissions.

On 23 November 2016, the applicant provided a RtS, which was subsequently updated on 20 February 2017 (**Appendix B**). The RtS (as amended) contains further information and clarification of the key issues raised by the government authorities and Council's initial objection to the proposal. The RtS also recommends the imposition of a new condition (below) to ensure that the historic fabric of Shell House is appropriately safeguarded:

The following additional information relating to the Shell House is to be submitted to and approved by Council prior to the issue of the relevant Construction Certificate:

- (a) the ground floor layout plan including the proposed entrance treatment, proposed levels changes and interface with Carrington Street.
- (b) the detailed fitout design of the Shell House lobby space, including interface with the new tower to the south.
- (c) the detailed design of the works to the openings at ground level on Carrington Street.

Council considered the RtS and confirmed that it no longer objects to the proposal. Council now supports the modification application, subject to the imposition of the suggested condition.

NSW Heritage Council considered the RtS and confirmed that the additional information satisfactorily addressed its comments.

7. ASSESSMENT

The Department has assessed the key issues associated with the proposal in **Table 4** below.

7.1 Key issues

Table 4: Assessment of key Issues

Issue	Consideration	Recommendation
<i>Consistency of SSD modification with the Concept Approval</i>	- The Concept Approval includes requirements for the site relating to: maximum gross floor area and building heights, minimum building setbacks, car parking and design excellence. - The Department has assessed the proposal against the relevant requirements of the Concept Approval and considers the proposed modifications do not result in any inconsistencies with the Concept Approval. - The internal and external amendments to the buildings are acceptable and the proposal remains consistent with the development contemplated under the approved Concept Plan.	No additional conditions or amendments necessary.
<i>Amendments to Shell House</i>	- The application proposes amendments to Shell House including the relocation of the stair/lift core, adjustment of floor levels (and associated changes to substation and plant room), creation of a void area to provide internal escalators and relocation and creation of street level entrances together with associated changes to windows and doors. The proposed amendments are shown at Figure 3 to 5. - The applicant states: - the proposed relocated stair/lift core and inclusion of an internal escalator improves layout efficiencies and the functionality of the building and lobby; - the realigned floor levels provide for seamless connection between Shell House and the Commercial Tower levels; and - the relocated and new entrances significantly improve access to the building and the works will be sympathetic to the overall design and historic importance of the building. - Council has confirmed it supports the proposed modification subject to a condition requiring further details to be approved by the Department relating to the Shell House ground floor level layout, fit-out of the lobby and design of windows/doors to ensure the heritage values are appropriately safeguarded in the detailed design.	The Department recommends a new condition requiring additional information relating to the Shell House ground floor level layout, fit-out of the lobby and design of windows/doors.

<i>Issue</i>	<i>Consideration</i>	<i>Recommendation</i>
	- The Department considers the proposed alterations to Shell House will have a positive impact on the overall functionality and usability of the building for commercial/office purposes. - The Department is also satisfied that the proposed changes will not adversely impact the building's heritage values. Heritage impacts associated with the removal of the three steel framed windows would be mitigated by several factors, including the retention of the window on the corner of Margaret and Carrington Streets and the retention of the remaining 11 windows in a continuous line. The Department also concurs that the reinstatement of the original main entry on Carrington Street and removal of the aluminium retail entrance door and canopy from the façade will have a positive impact on the building's heritage values. - Finally, it is noted that the Heritage Council has raised no concerns over heritage impacts, and Council's initial heritage concerns have now been addressed. - In this regard, the Department agrees the condition requested by Council requiring confirmation of details relating to changes to the fabric of the building will ensure that the historic value of Shell House is appropriately safeguarded. In addition, the Department is satisfied that the wording of the condition is acceptable subject to some minor administrative changes.	
<i>Trachyte salvage</i>	- The proposed works to Shell House may result in the removal of trachyte (being rare building materials dating from 1930s). - Council recommended that all trachyte should be carefully salvaged, and if not reused, it should be stored at the Council's Stonework Yard. - The applicant has agreed to the above approach. - The Department supports the retention of trachyte as proposed and therefore recommends a condition requiring its salvage.	The Department recommends a new condition requiring the salvage of trachyte.
<i>Amendments to the commercial tower</i>	- The application proposes amendments to the commercial tower including the creation of double height terraces fronting George and Carrington Streets, introduction of an additional column to Carrington Street elevation, realignment of the Carrington Street façade and amendment of the materials to the George and Carrington Streets balconies. The proposed amendments are shown at Figure 2. - The applicant states the amendments are acceptable as: - the inclusion of double height terraces/balconies improve the street presence of the building; - the inclusion of the mega-column allows for an increase in the height of the atrium; - the overall design/appearance of the Carrington Street tower lobby façade has been improved; and - materials within the through site link and balconies would be better unified. - Council has not raised any objection to the proposed amendments to the commercial tower. - The Department considers the proposed amendments are generally minor in nature and would improve the overall design of the project and its relationship to Carrington	No additional conditions or amendments necessary.

<i>Issue</i>	<i>Consideration</i>	<i>Recommendation</i>
	Street. The Department also notes the proposed changes would not result in any adverse amenity impacts. The Department therefore supports the proposed modifications.	
<i>Car parking</i>	• The proposal includes an increase of 1 car parking space beneath Shell House (from 82 to 83 spaces). • The Department notes that the Concept Approval allows for a maximum of 89 car parking spaces. In addition, the SSD Approval originally allowed for a total of 89 car parking spaces before being reduced to 82 as part of the first modification to the development (SSD 5824 MOD 1). • The Department considers the increase in car parking by one space is minor in nature and remains less than what was originally anticipated for the site.	The Department recommends that condition B9 be amended to take account of the increase in car parking.

8. CONCLUSION

The Department has assessed the modification application and supporting information in accordance with the relevant requirements of the EP&A Act. The Department's assessment concludes that the proposed modification is appropriate on the basis that:

- the proposal is substantially the same as the original approval;
- the amendments to Shell House will have a positive impact on the functionality and usability of the building. In addition, the historic significance of Shell House will be safeguarded subject to the recommended conditions;
- the removal of any trachyte, unable to be reused in the building, is required to be salvaged;
- the amendments to the commercial tower are minor in nature and generally have a positive impact on the appearance of the building; and
- the proposed increase of one car parking space is minor in nature and the overall provision of 83 car parking space is less than what was originally envisaged for the site.

Consequently, it is recommended that the modification be approved subject to the recommended conditions.

9. RECOMMENDATION

It is recommended that the Director Modification Assessments, as delegate of the Minister for Planning:

- considers** the findings and recommendations of this report;
- approves** the modifications under delegated authority, subject to conditions; and
- signs** the attached Instrument of Modification for SSD 5824 MOD 4.

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 31/3/17
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APPENDIX A: NOTICE OF MODIFICATION

The Notice of Modification can be found on the Department of Planning and Environment's website as follows:

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=7986

APPENDIX B: SUPPORTING INFORMATION

The following supporting documents and supporting information to this assessment report can be found on the Department of Planning and Environment's website as follows:

1. Modification request

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=7986

2. Submissions

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=7986

3. Response to Submissions

http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=7986