

Application for Variation to the Sydney Cove Redevelopment Authority Scheme

75-85 Harrington Street, The Rock

January 2016

urbis

URBIS STAFF RESPONSIBLE FOR THIS REPORT WERE:

Associate Director	Andrew Harvey
Director	Tim Blythe
Job Code	SA5563
Report Number	SA5563 Variation to SCRA Report

© Urbis Pty Ltd
ABN 50 105 256 228

All Rights Reserved. No material may be reproduced without prior permission.

You must read the important disclaimer appearing within the body of this report.

URBIS
Australia Asia Middle East
urbis.com.au

TABLE OF CONTENTS

1 Introduction i

1.1 Background..... i

1.2 Proposed Development i

1.3 Proposed Variations to SCRA Scheme i

1.4 Statutory Context..... ii

1.5 Subject Site..... ii

2 Applicable Building Site Control Drawingsiii

3 Variation to Sydney Cove Redevelopment Authority Schemeiv

3.1 description of the proposed SCRA variation iv

3.2 Reasons for the variation..... v

3.3 Clause 9(2) Assessment vi

4 Summary and Conclusionviii

Disclaimer11

Appendix A SCRA Amendment Drawing

FIGURES:

Figure 1 – Aerial Photo and Locality Plan ii

Figure 2 – Sydney Cove Redevelopment Authority – Building Site control Drawing XXXV-A..... iii

Figure 3 – existing and proposed building envelope iv

No table of figures entries found.

PICTURES:

Picture 1 – Building site plan iii

Picture 2 – Building envelope iii

No table of figures entries found.

TABLES:

No table of figures entries found.

No table of figures entries found.

1 Introduction

1.1 BACKGROUND

This Report has been prepared by Urbis on behalf of Golden Age and Hanna The Rocks Pty Ltd to accompany an Environmental Impact Statement that seeks approval for the redevelopment of 75-85 Harrington Street, The Rocks.

On the 22nd May 2015, the Secretary's Environmental Assessment Requirements were issued for this project under Schedule 2 of the Environmental Planning and Assessment Regulation 2000 and Section 78A(8A) of the *Environmental Planning and Assessment Act 1979*.

The Site is located within Site XXV under the provisions of the *Sydney Cove Redevelopment Authority Scheme* (SCRAS). Under the SCRA Scheme, the relevant Building Site Control Drawing for the site is Drawing XXXV. The current and applicable version is Drawing XXXV-A endorsed by the Minister on 23 September 2007. The principal implications of this Building Site Control Drawing include the location, height and size of buildings envisaged for the site.

This report seeks to formally vary the Sydney Cove Redevelopment Authority (SCRA) Scheme to facilitate the proposed works.

1.2 PROPOSED DEVELOPMENT

The proposed works involve:

- Demolition of the existing built form at 85 Harrington Street, The Rocks (known as Harrington Court)
- Excavation of the site to provide for 3 levels of basement car parking to accommodate 95 car parking spaces.
- Construction of a new mixed use building comprising of residential, commercial and retail land uses.
- Retention of the existing c1875-1880s Bakers Terraces (four merged terraces) and their conversion into basement/ lower ground level dining / café and upper level residential units
- Vehicular ingress and egress off Harrington Street (this is consolidated from two existing vehicular crossovers to one)
- Landscaping and public domain improvements.

1.3 PROPOSED VARIATIONS TO SCRA SCHEME

The proposal involves works that extend beyond the approved building envelope for the site. As the proposed works do not comply with the SCRA Scheme Building Site Control Drawing, the Regulations require a formal variation to the plan prior to the approval of an application.

The current provisions of the SCRAS limit the maximum height of buildings on the site to RL 41.0 with a lower building height of RL 35.0 (corresponding to the northern portion of the site adjacent to the Baker's Terraces). The proposed building has been designed to have the following top RLs:

- Top height of commercial building and plant screen on Block 1: RL49.97
- Top height of the lift overrun on Block 2: RL37.3

1.4 STATUTORY CONTEXT

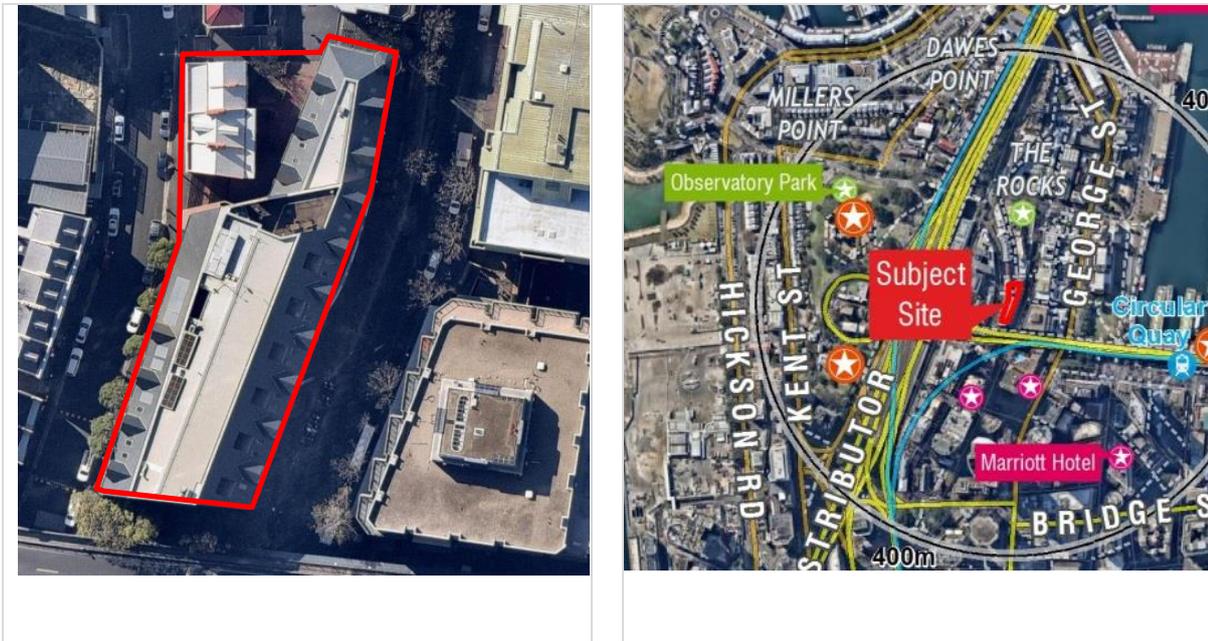
This application is made under Clause 4 of the Environmental Planning and Assessment (Sydney Cove) Savings and Transitional Regulation 1999. It is submitted concurrently with the Environmental Assessment which seeks consent from the Minister for Planning under Part 4 of the *Environmental Planning and Assessment Act 1979*.

Clause 9(2) of the Sydney Cove Savings and Transitional Regulations sets out the matters for consideration for any draft variation to the SCRA Scheme. An assessment of the proposed variation against Clause 9(2) has been undertaken as part of this report.

1.5 SUBJECT SITE

The subject site is located at 75-85 Harrington Street, The Rocks, as illustrated in the aerial photo and locality plan at **Figure 1**. The subject site is legally described as Lot 1 DP 777033, and is under ownership of Sydney Harbour Foreshore Authority.

FIGURE 1 – AERIAL PHOTO AND LOCALITY PLAN

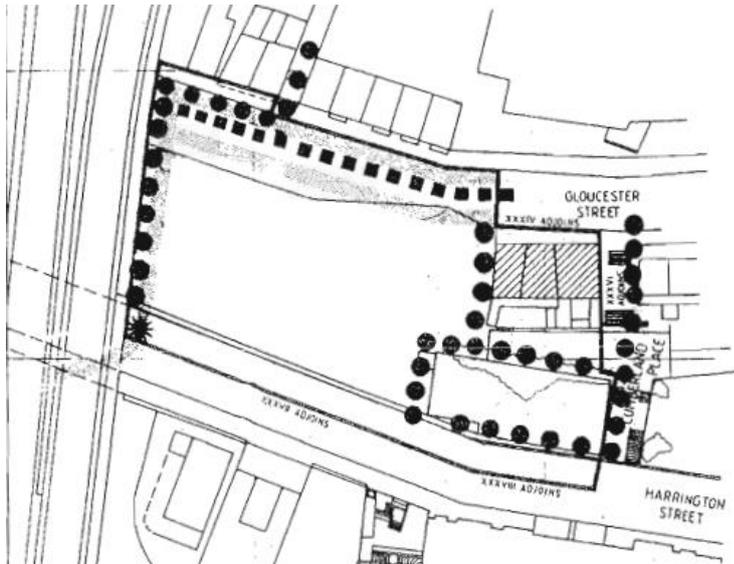


2 Applicable Building Site Control Drawings

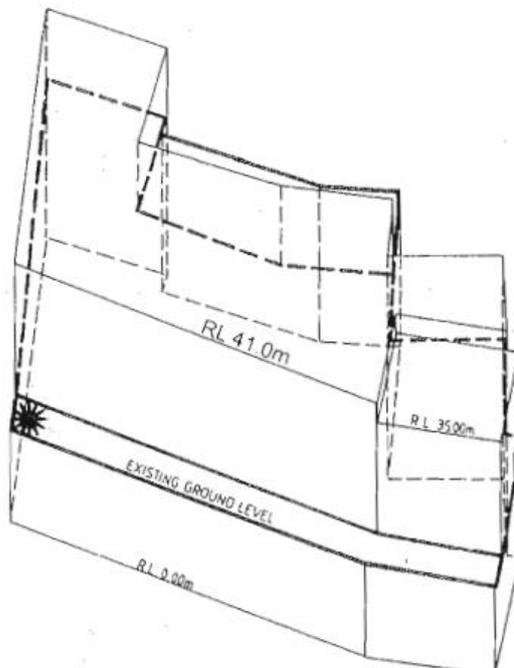
The Site is located within Site XXXV under the provisions of the *Sydney Cove Redevelopment Authority Scheme* (SCRAS). The relevant Building Site Control Drawing for the site is Drawing XXXV. The current and applicable version is Drawing XXXV-A endorsed by the Minister on 23 September 2007. This drawing is provided below at **Figure 2**.

The maximum height allowable under this scheme is RL 41.0 with a lower building height of RL 35.0 (corresponding to the northern portion of the site adjacent to the Baker's Terraces). Under the SCRA Scheme Historic Buildings, including the Bakers Terraces, are not allocated building envelopes.

FIGURE 2 – SYDNEY COVE REDEVELOPMENT AUTHORITY – BUILDING SITE CONTROL DRAWING XXXV-A



PICTURE 1 – BUILDING SITE PLAN



PICTURE 2 – BUILDING ENVELOPE

3 Variation to Sydney Cove Redevelopment Authority Scheme

This application is made under Part 2 of Environmental Planning and Assessment (Sydney Cove) Savings and Transitional Regulation 1999. A variation is sought to the approved scheme to enable the Minister to grant development consent to the SSD application. This section of the report includes:

- A description of the way in which the proposed development does not comply with the relevant provisions contained within SCRA Scheme.
- Reasons for the variation to the current provisions of the SCRA Scheme.
- Assessment of the matters listed in Clause 9(2) of the Regulation.

3.1 DESCRIPTION OF THE PROPOSED SCRA VARIATION

The relevant Building Site Control Drawing for the site is Drawing XXXV. The current and applicable version is Drawing XXXV-A endorsed by the Minister on 23 September 2007. This drawing is provided below.

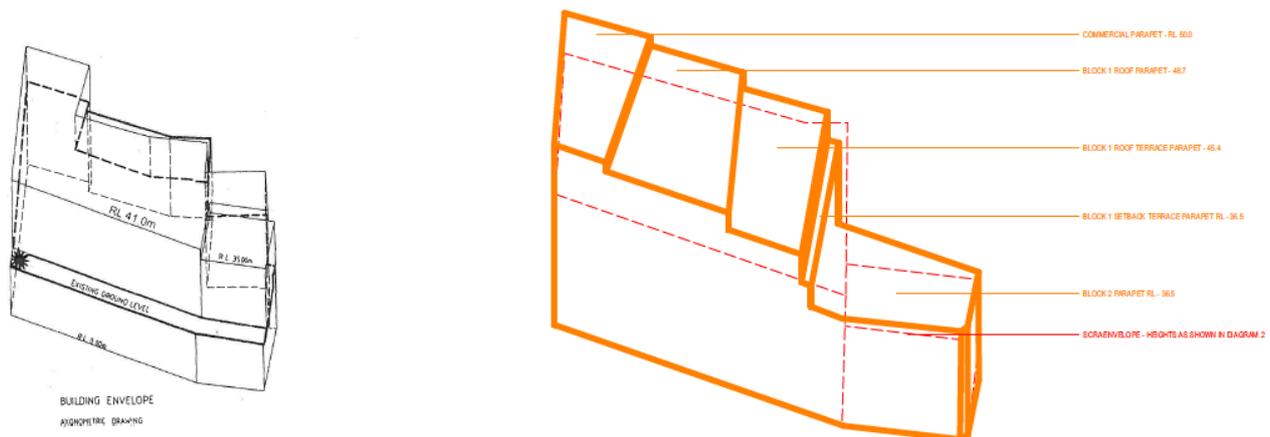
The current provisions of the SCRAS limit the maximum height of buildings on the site to RL 41.0 with a lower building height of RL 35.0 (corresponding to the northern portion of the site adjacent to the Baker's Terraces). The Baker's terraces fronting Gloucester Street are noted as being Historic Buildings. Under the SCRA Scheme Historic Buildings are not provided with building envelopes.

The proposed building has been designed to have the following top RLs:

- Top height of commercial building and plant screen on Block 1: RL49.97
- Top height of the lift overrun on Block 2: RL37.3

A draft axonometric drawing has been prepared to replace the existing drawing, including updated RLs that reflect the proposed development outlined in detail within the EIS. A reduced sized copy of the replacement drawing is provided as **Figure 3**. An A4 size copy is provided as **Appendix A**.

FIGURE 3 – EXISTING AND PROPOSED BUILDING ENVELOPE



AXONOMETRIC SCRA Building Envelope

4 AXONOMETRIC Revised Envelope & SCRA Overlay

The variations assist in delivering the following benefits:

- Elevation to enhance the views of the harbour for residents/workers

- Contributes to the public domain by the activation of space through formal and informal public gathering spaces.
- Relates to, and is consistent with the surrounding context.
- Respects the heritage significance of the Bakers Terraces through the appropriate siting and separation, height, scale, design and materials selection of the proposed buildings
- Avoids detrimental visual impacts or view loss

Additional detail regarding the design rationale for the proposed development is provided in the Design Statement prepared by FJMT and submitted with the EIS. Justification for the proposed variation to the SCRA Scheme is provided in the following section of this report.

3.2 REASONS FOR THE VARIATION

The proposed reasons for the variation to the SCRA are as follows:

- The existing built form on the site relates very poorly to the surrounding context, is limited in commercial functionality, has limited pedestrian connectivity and offers limited street activation.
- The applicant is seeking to redevelop the existing commercial building on the site to provide a new mixed use development, together with the adaptive re-use and revitalisation of the Bakers Terraces heritage item on the site.
- Following a competitive design process to ‘reimagine’ the site’s lost opportunities, Francis-Jones Morehen Thorp (FJMT) were unanimously declared the winner of the competition on the basis that their design created the best opportunities for a large through-site link, high pedestrian connectivity to the surrounding Rocks precinct, high retail activation along Harrington Street, a very well resolved and articulated built form and the potential for a range of public benefits.
- To deliver a range of public benefits of the new scheme, an increase in building height has been proposed on the southern portion of the site, which transitions from the taller scale of buildings on the southern side of the Cahill Expressway, down to the more pedestrian scale adjacent to the Bakers Terraces.
- While a building height variation is sought, the design by FJMT has sought to break down the very large east and west elevations by providing a very articulated form which is a substantial improvement to the existing commercial building on the site. The total proposed floor space on the site is only marginally greater than the existing built form, albeit arranged in a more logical manner.
- The proposed massing of the built form has been the subject of over 12 months of ongoing work and discussions with various stakeholders on the project. In assessing the reasonableness of additional building height, the applicant has liaised closely with Sydney Harbour Foreshore Authority (SHFA) and other key government agencies in accordance with the Secretary’s Environmental Assessment Requirements (SEARs) that were issued by the NSW Department of Planning and Environment (DPE) on 22 May 2015.
- In particular, FJMT have presented to SHFAs independent Design Review Panel (DRPs) on two occasions, with the recent feedback commending the design, pedestrian linkages, use of materials and “attention to the context” of the proposal.
- The SHFA Design Review Panel have commended the proposal’s response to the surrounding context, and the independent Visual Impact Assessment confirms the design “blends seamlessly with the streetscape” and is a “good contextual fit” with the surrounding context.

Overall, it is considered that the variation to the SCRA Scheme will facilitate the delivery of an appropriate infill building in a manner which respects its context and minimises its potential impacts on the amenity of the locality.

3.3 CLAUSE 9(2) ASSESSMENT

Clause 9 of the Environmental Planning and Assessment (Sydney Cove) Savings and Transitional Regulation 1999 provides an overview of the key statutory considerations the Minister must consider in determining to grant a variation to SCRA.

The proposed variation to the approved scheme has been assessed in accordance with the provisions of Clause 9(2) as outlined below:

(a)(i) Will not permit development that will adversely affect development on adjoining land

As required by the SEARs, the proposed development (and the variation of the SCRA) has had to examine a range of potential impacts on the surrounding properties. The proposed building will not result in any adverse impacts on the adjoining development as outlined in detail within the EIS and as summarised below:

- **Streetscape and visual impacts:** The proposal has been designed to provide a high design quality and response to the surrounding properties.
- **Views and vistas:** The proposal been designed to enhance the existing sightlines to the harbour and avoid any detrimental view impacts. As discussed above, the SHFA Design Review Panel have commended the proposal's response to the surrounding context, and the independent Visual Impact Assessment confirms the design "blends seamlessly with the streetscape" and is a "good contextual fit" with the surrounding context.
- **Solar access:** The proposal has been sited and designed to minimise its potential impacts, including with regard to solar access and overshadowing. The proposal does not give rise to any unreasonable shadow impacts on the surrounding properties.
- **Visual and acoustic privacy:** The proposal will avoid potential detrimental impacts on privacy and overlooking by the careful apartment design, and the selection of materials and finishes. The Design Statement lodged with the EIS provides a detailed description of this.

Overall, the proposed variation to the SCRA Scheme will facilitate the construction of a building that is appropriate for the site and its context. The elevation of the building above the ground plane will improve the physical and visual connectivity to the harbour and enhance the public domain.

(a)(ii) heritage significance of buildings, structures or sites in the locality

In response to the heritage items on the site and in the surrounding context a Statement of Heritage Impact Statement has been prepared by Urbis to accompany the proposed development. In addition, amendments to the Bakers Terraces Conservation Management Plan are proposed and will need to be endorsed by the NSW Heritage Council prior to determination of the development application.

Overall, it is considered that the proposed variation from the SCRA Scheme will not result in any significant adverse effects on the heritage significance of the area or the individual items of heritage significance.

(a)(iii) quality of the public domain in the locality

The proposed variation to the building height control in the SCRA Scheme will result in a number of public benefits, including a significant improvement in the quality of the public domain in the immediate locality.

(b) impact on the natural or built environment and social or economic impact in the locality

The detailed assessment has been provided within the EIS to demonstrated that the potential impacts of the proposed development on the natural or built environment are either acceptable or can be satisfactorily managed or avoided through the adoption of the recommended mitigation measures, such as the careful selection of building materials and finishes.

It is considered that the proposal will have a positive social impact arising from the public benefits associated with the improvements to the public domain, including improved sightlines and pedestrian connectivity to the harbour foreshore. Overall, it is considered that the proposed variation to the approved scheme will result in a superior outcome compared to an alternative scheme that could be achieved in accordance with the existing controls.

(c) *general planning and design principles for the Sydney Cove Redevelopment Area*

The planning and design principles for the Sydney Cove Redevelopment Area have been addressed through a comprehensive assessment of the matters for consideration listed within the *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005* (REP). Each of the relevant controls has been assessed in detail within the EIS and as summarised below:

- **Biodiversity, ecology and environment protection:** The proposed development is of a very high quality with a range of notable sustainability initiatives as demonstrated in the ESD report. The redevelopment of the site provides a unique opportunity for a much more sustainable built form with enhanced landscaping, green space, water sensitive urban design and 'greener' technology compared to the current built form on the site.
- **Public access to, and use of, foreshores and waterways:** The proposal will maintain and increase public access to and from the foreshore, including improvements to the existing connections from Gloucester Street.
- **Foreshore and waterways scenic quality:** The scale, form, design and siting of the proposed development has been based on a comprehensive analysis of the site and its context. The proposal will make a much more positive contribution to the streetscape and setting of The Rocks compared the existing built form on the site.
- **Maintenance, protection and enhancement of views:** As demonstrated in the Visual Impact Assessment, the proposal does not disrupt or minimise any iconic views within The Rocks precinct, and more broadly the visual impacts of the proposal are reasonable.

Overall, it is considered that the proposal satisfactorily address each of the relevant provisions contained within the deemed SEPP and accordingly, the proposed development is consistent with the general planning and design principles for the Sydney Cove Redevelopment.

4 Summary and Conclusion

This report has been prepared in support of a proposed amendment to the SCRA Scheme and in conjunction with a SSD application for the development of 75-85 Harrington Street, The Rocks.

The proposed variation is considered reasonable and will result in a positive outcome for the site. It will result in a number of public benefits, which are described in the EIS relating to this request.

Accordingly, it is recommended the Secretary prepare a draft variation to the SCRA Scheme in accordance with the information provided within this report (including the amended Building Site Control Drawing) and the relevant provisions of the Environmental Planning and Assessment (Sydney Cove) Savings and Transitional Regulation 1999.

Disclaimer

This report is dated November 2015 and incorporates information and events up to that date only and excludes any information arising, or event occurring, after that date which may affect the validity of Urbis Pty Ltd's (**Urbis**) opinion in this report. Urbis prepared this report on the instructions, and for the benefit only, of Golden Age and Hanna The Rock Pty Limited (**Instructing Party**) for the purpose of Variation to SCRA Scheme (**Purpose**) and not for any other purpose or use. To the extent permitted by applicable law, Urbis expressly disclaims all liability, whether direct or indirect, to the Instructing Party which relies or purports to rely on this report for any purpose other than the Purpose, and to any other person which relies or purports to rely on this report for any purpose whatsoever (including the Purpose).

In preparing this report, Urbis was required to make judgements which may be affected by unforeseen future events, the likelihood and effects of which are not capable of precise assessment.

All surveys, forecasts, projections and recommendations contained in or associated with this report are made in good faith and on the basis of information supplied to Urbis at the date of this report, and upon which Urbis relied. Achievement of the projections and budgets set out in this report will depend, among other things, on the actions of others over which Urbis has no control.

In preparing this report, Urbis may rely on or refer to documents in a language other than English, which Urbis may arrange to be translated. Urbis is not responsible for the accuracy or completeness of such translations and disclaims any liability for any statement or opinion made in this report being inaccurate or incomplete arising from such translations.

Whilst Urbis has made all reasonable inquiries it believes necessary in preparing this report, it is not responsible for determining the completeness or accuracy of information provided to it. Urbis (including its officers and personnel) is not liable for any errors or omissions, including in information provided by the Instructing Party or another person or upon which Urbis relies, provided that such errors or omissions are not made by Urbis recklessly or in bad faith.

This report has been prepared with due care and diligence by Urbis and the statements and opinions given by Urbis in this report are given in good faith and in the reasonable belief that they are correct and not misleading, subject to the limitations above.

Appendix A

SCRA Amendment Drawing



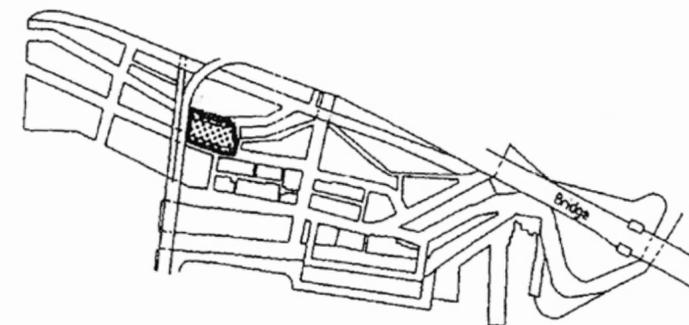
GENERAL NOTES
 ALL DIMENSIONS AND EXISTING CONDITIONS SHALL BE CHECKED AND VERIFIED BY THE CONTRACTOR BEFORE PROCEEDING WITH THE WORK
 ○ ALL LEVELS RELATIVE TO 'AUSTRALIAN HEIGHT DATUM'
 ○ DO NOT SCALE DRAWINGS. USE FIGURED DIMENSIONS ONLY

LEGEND

1 BED
2 BED 2 BATH
3 BED
TOWNHOUSE
LOBBY
COMMERCIAL
LIVE/ WORK
RETAIL

- Adaptable Apartment
- Cross Ventilation Path
- Solar Compliant Apartment
- Solar Compliant Balcony

- AL1 Powdercoated Aluminium Panel 1
- AL2 Powdercoated Aluminium Panel 2
- ALP Aluminium Composite Panel
- BAL1 Glazed Balustrade 1
- BAL2 Glazed Balustrade 2
- BAL3 Aluminium Plate Balustrade
- BYRK1 Bicycle Rack
- GL1 Aluminium Framed Retail Glazing
- GL2 Performance Glazed Aluminium Framed Sliding Door
- GL3 Glazing With White Interlay & Integrated Venetians
- LV1 Sandstone Louvre
- PAV1 Paving 1
- PC1 Precast Concrete 1
- SC1 Perforated Screen
- SC2 Integrated Screen
- SC3 Louvred Screen
- SS1 Sandstone 1
- SS2 Sandstone 2
- TC1 Terracotta Cladding 1
- TC2 Terracotta Cladding 2
- TC3 Terracotta Cladding 3
- TIM Timber Composite Panel



This drawing refers to the land shaded

LEGEND

- SITE BOUNDARY
- EASEMENT
- HISTORIC BUILDINGS
- PEDESTRIAN ROUTE
- VEHICLE ROUTE
- PERMITTED USES
- COMMERCIAL
- RESIDENTIAL
- SPECIAL
- PUBLIC LIFT TO MAXIMUM OF SCRA RL 34.0
- PROPOSED NEW PEDESTRIAN LINK

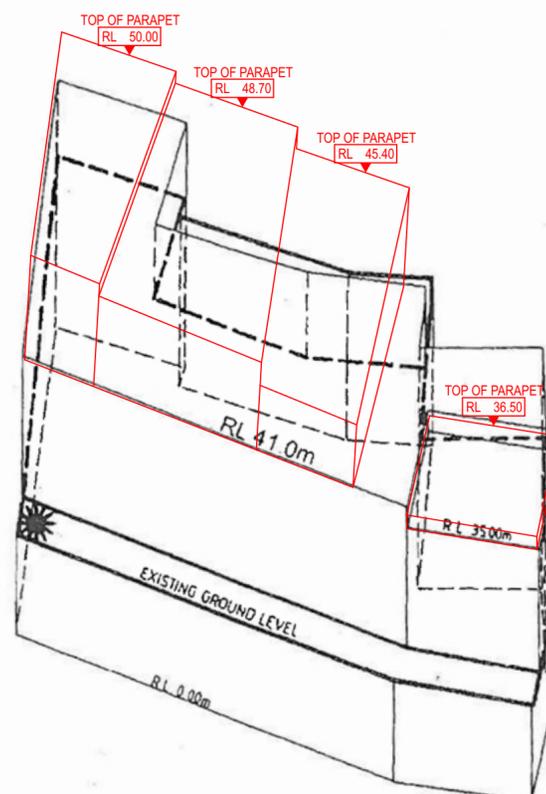
I, _____ the Minister for Planning being the minister responsible for administering the Environmental Planning and Assessment Act (Sydney Cove) Savings and Transitional Regulations 1999 hereby pursuant to clause 9 of the Regulation approve the variation to the approved scheme evidenced by this control drawing

Date

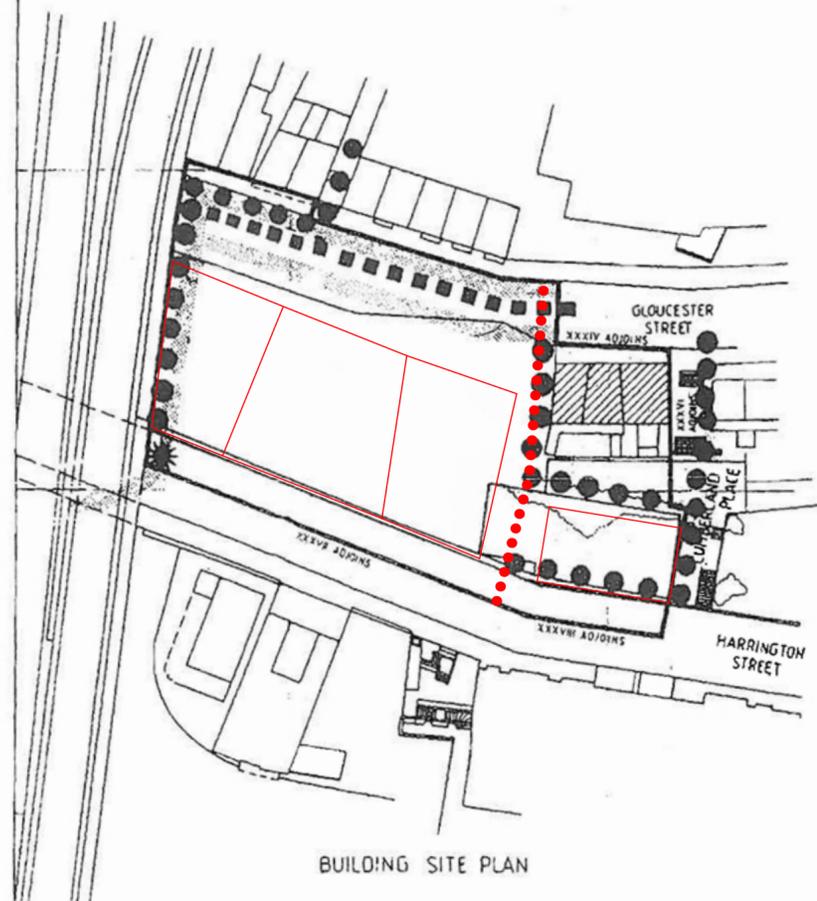
The general controls as shown on the drawing are subject to refinement of detail in relation to dimensions, easements, useages, open spaces and means of circulation and the sites shall be subject to such further conditions in relation to architectural details, financial considerations, staging and timing and system of approvals as the Authority may deem necessary and make known prior to the sites being offered for development.

BUILDING SITE CONTROL DRAWING XXXV-A
 30 METRES
 SYDNEY HARBOUR FORESHORE AUTHORITY

Issued by: _____ AUGUST 2007



BUILDING ENVELOPE
 AXONOMETRIC DRAWING



BUILDING SITE PLAN

03	25/02/2016	Issue for DA	CHS
02	1/02/2016	Issue for DA	CHS
01	12/01/2016	For Coordination	CHS

REVISION	DATE	DESCRIPTION	BY
----------	------	-------------	----



francis-jones morehen thorp

SYDNEY
 Level 5, 70 King Street
 Sydney NSW 2000 Australia
 T +61 2 9251 7077
 F +61 2 9251 7072
 E fjmt@fjmt.com.au
 W www.fjmt.com.au

NOMINATED ARCHITECT: RICHARD FRANCIS-JONES (REG NO 5301)

PROJECT

**85 Harrington Street
 The Rocks
 GOLDEN AGE & HANNAS THE ROCKS**

TITLE
**Diagrams
 SCRA Envelope Comparison**

SCALE	PROJECT CODE
DATE 12/01/2016	GA85H
SHEET NO. DA-5110	REVISION 03

For Information

Sydney

Tower 2, Level 23, Darling Park
201 Sussex Street Sydney, NSW 2000
t +02 8233 9900
f +02 8233 9966

Melbourne

Level 12, 120 Collins Street
Melbourne, VIC 3000
t +03 8663 4888
f +03 8663 4999

Brisbane

Level 7, 123 Albert Street
Brisbane, QLD 4000
t +07 3007 3800
f +07 3007 3811

Perth

Level 1, 55 St Georges Terrace
Perth, WA 6000
t +08 9346 0500
f +08 9221 1779

Australia • Asia • Middle East
w urbis.com.au e info@urbis.com.au