



# Proposed Variation to Sydney Cove Redevelopment Authority Scheme

Campbell's Stores, The Rocks

October 2015

**URBIS STAFF RESPONSIBLE FOR THIS REPORT WERE:**

|                   |                                |
|-------------------|--------------------------------|
| Director          | Jennifer Cooper                |
| Senior Consultant | Samantha Wilson                |
| Job Code          | SA5710                         |
| Report Number     | SA5710 SCRAS Amendment - Final |

© 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

|          |                                                                      |           |
|----------|----------------------------------------------------------------------|-----------|
| <b>1</b> | <b>Introduction.....</b>                                             | <b>2</b>  |
| 1.1      | Background.....                                                      | 2         |
| 1.2      | Site Description.....                                                | 2         |
| 1.3      | Proposed Development .....                                           | 3         |
| <b>2</b> | <b>Variation to Sydney Cove Redevelopment Authority Scheme .....</b> | <b>4</b>  |
| 2.1      | Proposed Variation to Approved Scheme .....                          | 4         |
| 2.2      | Justification for Variation .....                                    | 6         |
| 2.3      | Clause 9(2) Assessment .....                                         | 7         |
| <b>3</b> | <b>Summary and Conclusion .....</b>                                  | <b>11</b> |
|          | <b>Disclaimer .....</b>                                              | <b>12</b> |

## Appendix A Proposed Amendment to Building Envelope Axonometric Drawing

### FIGURES:

|                 |                                                                                                                         |          |
|-----------------|-------------------------------------------------------------------------------------------------------------------------|----------|
| <b>Figure 1</b> | <b>– Location Map (Source: <a href="http://www.google.com.au/Maps">www.google.com.au/Maps</a>, 23 March 2015) .....</b> | <b>2</b> |
| <b>Figure 2</b> | <b>– Hickson Road Level 1 Plan (Source: JPW, 2015).....</b>                                                             | <b>3</b> |
| <b>Figure 3</b> | <b>– Proposed Bay 12 Structure (Source: JPW, 2015).....</b>                                                             | <b>4</b> |
| <b>Figure 4</b> | <b>– Existing and Proposed Levels (Source: JPW, 2015) .....</b>                                                         | <b>5</b> |
| <b>Figure 5</b> | <b>– Proposed Amended Building Envelope Axonometric Drawing (Source: JPW, 2015).....</b>                                | <b>6</b> |
| <b>Figure 6</b> | <b>– Physical and Visual Connectivity (Source: JPW, 2015).....</b>                                                      | <b>8</b> |
| <b>Figure 7</b> | <b>–Potential Views and Vistas from Public Domain (Source: JPW, 2015).....</b>                                          | <b>9</b> |

# 1 Introduction

## 1.1 BACKGROUND

This report is submitted to the *New South Wales Department of Planning and Environment* in support of a proposed amendment to *Sydney Cove Redevelopment Authority Scheme* (SCRA Scheme) and in conjunction with a State Significant Development (SSD) 7056 for the remediation, renewal and adaptive re-use of Campbell's Stores, The Rocks.

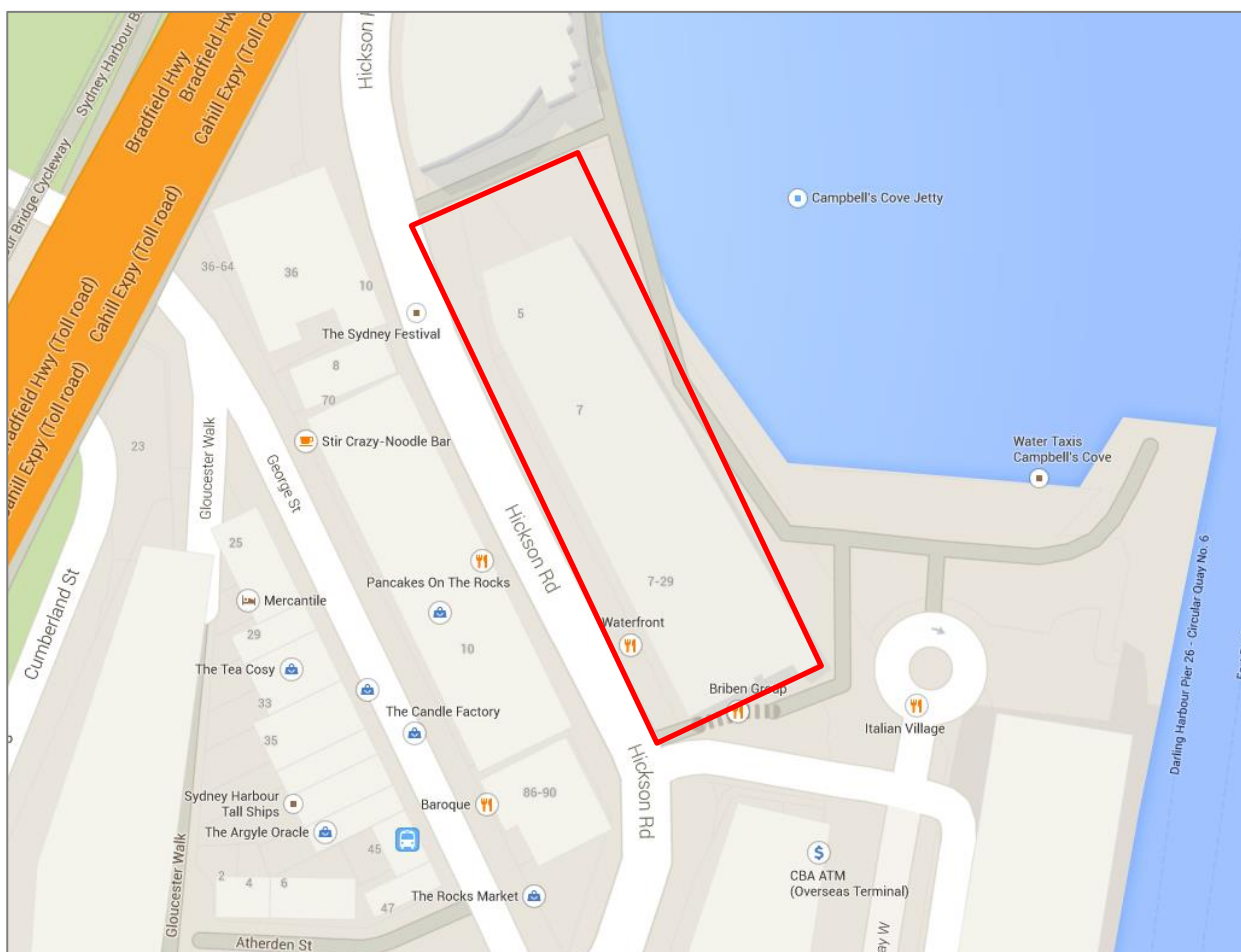
The development proposal seeks to amend the SCRA Scheme to facilitate the construction of a new building known as 'Bay 12' between the Campbell's Stores and the Park Hyatt buildings. In particular, the amendment seeks to update the axonometric drawing for Site XXVII to enable consideration of an alternative design proposal that varies from the maximum Relative Levels (RLs) currently provided within the relevant controls.

This report should be reviewed in conjunction with the *Environmental Impact Statement* (EIS) prepared by Urbis on behalf of *Tallawoladah Pty Ltd* (the proponent) and in association with the SSD application. The EIS provides a comprehensive description of the site, the proposed works and an assessment of the proposal in accordance with the *Secretary's Environmental Assessment Requirements* (SEARs) issued for the project.

## 1.2 SITE DESCRIPTION

The street address for the Campbell's Stores is 7-27 Circular Quay West, The Rocks. The general location of the property is shown in **Figure 1** below. A detailed description of the site and the key features of the existing development are provided within the EIS

**FIGURE 1 – LOCATION MAP** (SOURCE: WWW.GOOGLE.COM.AU/MAPS, 23 MARCH 2015)



The legal description of the land included within the SSD application is provided below. A site survey plan is provided with the EIS.

- Lots 3-5, 8-9 and 12 in Deposited Plan 264534
- Lot 6 in Deposited Plan 804776
- Lot 4-5 and 7 in Deposited Plan 800881
- Lot 12 in Deposited Plan 788130
- Lots 1-2 in Deposited Plan 1172586
- Lot 11 in Deposited Plan 1172592

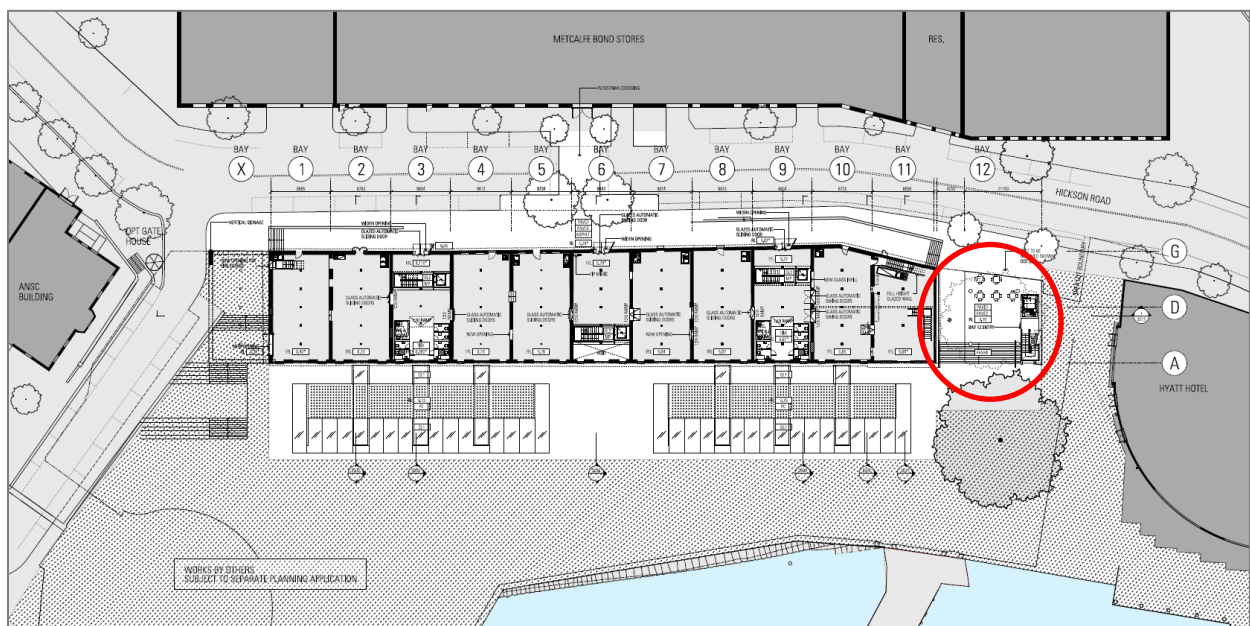
The proposed 'Bay 12' structure is located to the north of the Campbell's Stores building, adjacent to the Park Hyatt hotel building (and as shown circled in red in **Figure 2**).

### 1.3 PROPOSED DEVELOPMENT

The SSD application seeks approval for the remediation, restoration and adaptive re-use of the Campbell's Stores. Part of the proposed works includes the demolition of the existing structure to the north of the sandstone building and its replacement with a contemporary building, referred to as 'Bay 12'.

The EIS prepared in association with the SSD application provides a comprehensive description of the development proposal. The Bay 12 structure is described further within the following section of this report, having specific regard to the proposed variation to the SCRA Scheme.

**FIGURE 2 – HICKSON ROAD LEVEL 1 PLAN (SOURCE: JPW, 2015)**



## 2 Variation to Sydney Cove Redevelopment Authority Scheme

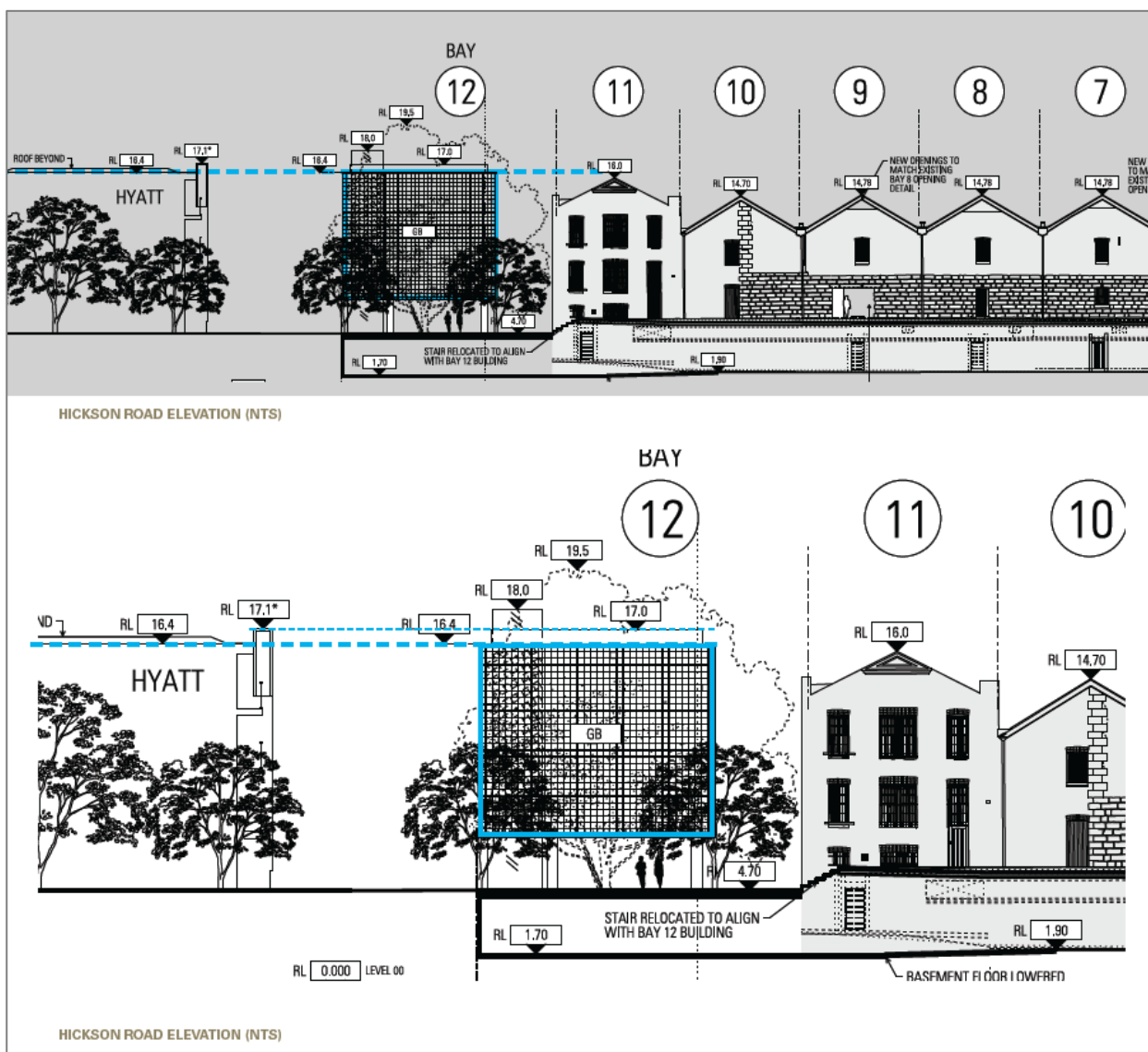
This application is made under Part 2 of Environmental Planning and Assessment (Sydney Cove) Savings and Transitional Regulation 1999. A variation is sought to the approved scheme to enable the Minister to grant development consent to the SSD application. This section of the report includes:

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

### 2.1 PROPOSED VARIATION TO APPROVED SCHEME

The Bay 12 structure comprises a stand-alone building located to the north of the Campbell's Stores building. It has been designed as an urban infill building which is a clearly contemporary addition, however, the proposed scale and massing of the building has been designed to complement the existing buildings and the streetscape.

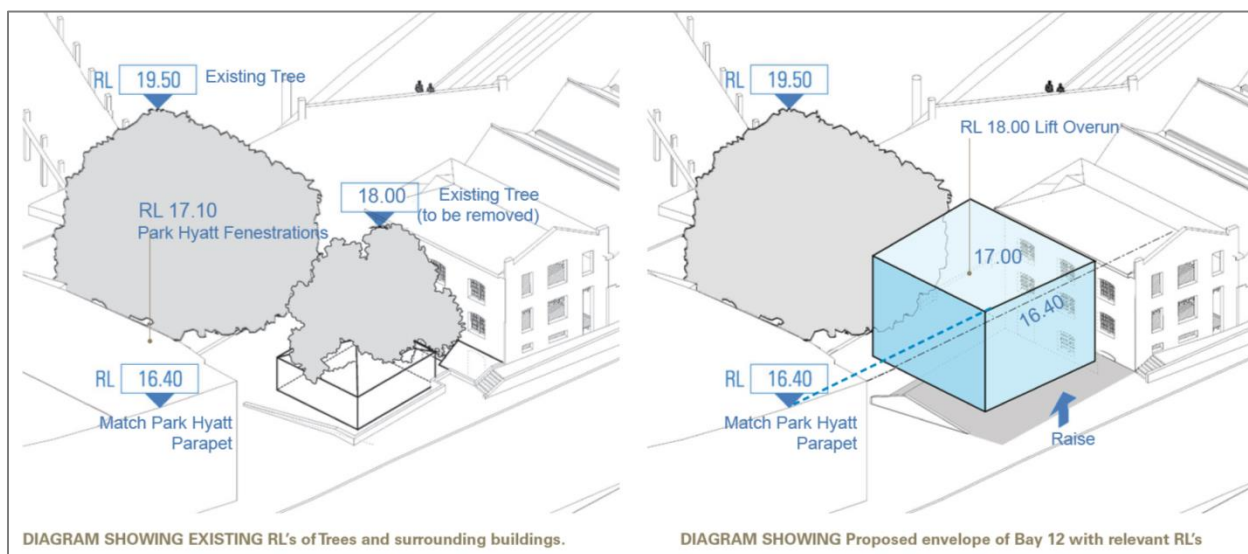
FIGURE 3 – PROPOSED BAY 12 STRUCTURE (SOURCE: JPW, 2015)



The new Bay 12 structure seeks to provide an alternate design envisaged in the SCRA Scheme by delivering a building which:

- Is elevated above the ground to enhance the views of the harbour for pedestrians walking along Hickson Road and through the site to the foreshore promenade and contributes to the public domain by the activation of space through formal and informal public gathering spaces.
- Relates to, and is consistent with, the height of the existing buildings to the north (Park Hyatt) and the south (Campbell's Stores), to provide an appropriate addition to the existing streetscape.
- Respects the heritage significance of the existing Campbell's Stores building through the appropriate siting, height, scale, design and materials selection of the proposed building, including its physical and separation from the existing building and its contemporary appearance.
- Avoids detrimental visual impacts or view loss on the Sydney Opera House to the east and the residential buildings to the west by designing the building to fit within the canopy of the existing significant fig tree.

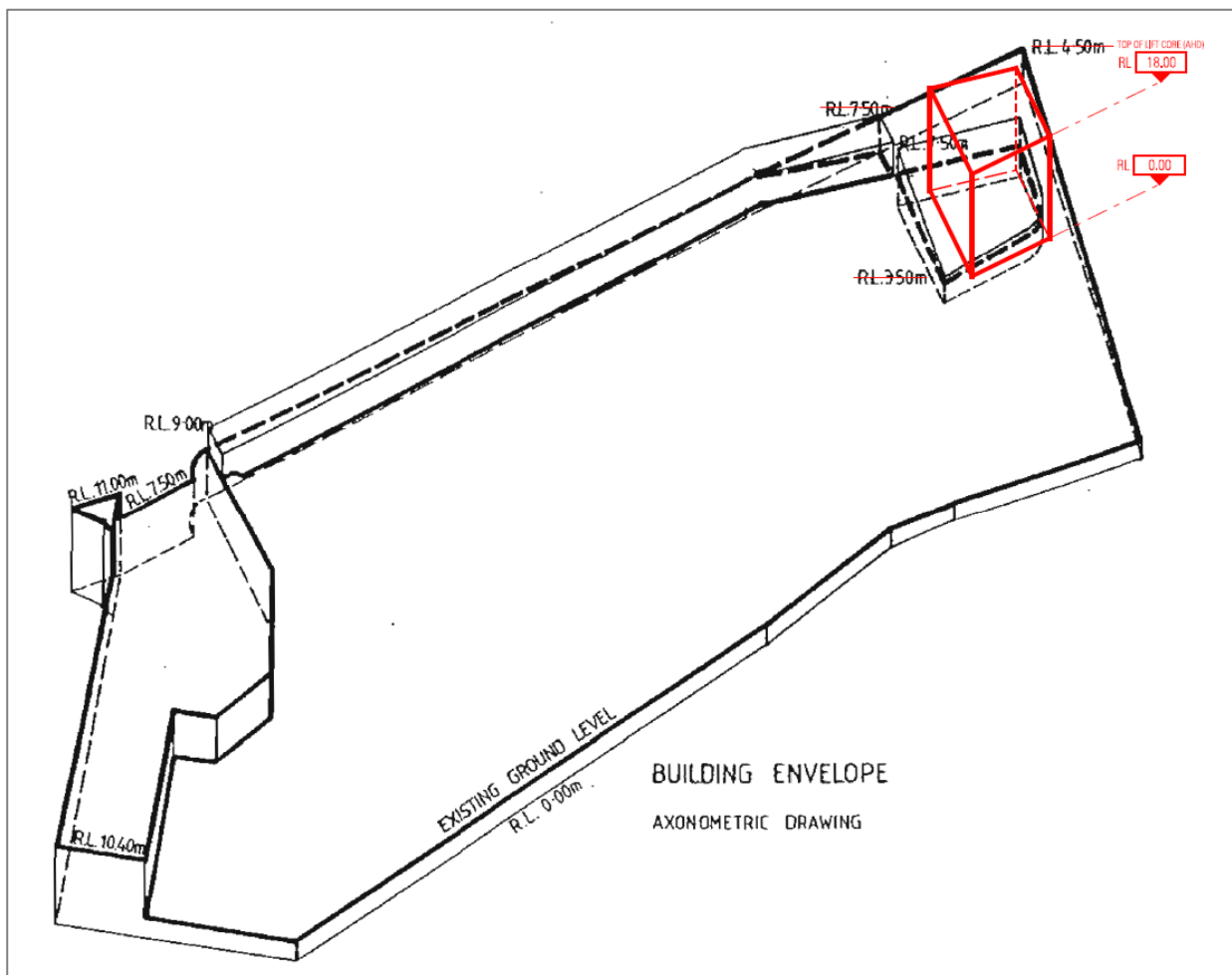
**FIGURE 4 – EXISTING AND PROPOSED LEVELS (SOURCE: JPW, 2015)**



The proposed building exceeds the maximum RLs shown in the existing building envelope axonometric drawing provided within the SCRA Scheme. The current provisions of the SCRA Scheme limit the maximum height of the proposed additions to RL7.50m. The proposed Bay 12 structure has been designed to have a maximum height of RL18.0m, measured to the top of the lift core. The majority of the building would sit below this level, generally aligned to the Park Hyatt building at RL17.0m.

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 5**. An A4 size copy is provided as **Appendix A**.

FIGURE 5 – PROPOSED AMENDED BUILDING ENVELOPE AXONOMETRIC DRAWING (SOURCE: JPW, 2015)



Additional detail regarding the design rationale for the proposed Bay 12 structure is provided in the Design Statement prepared by JPW and submitted with the EIS. Justification for the proposed variation to the SCRA Scheme is provided in the following section of this report.

## 2.2 JUSTIFICATION FOR VARIATION

There are clear and compelling reasons for the proposed variation to the SCRA Scheme as outlined below:

- The proposed elevation of the Bay 12 structure above the existing ground level will open up views of the harbour and the foreshore for pedestrians along Hickson Road, as well as providing a new pedestrian link to the harbour at ground level, enhancing the amenity of the public domain and improving the connectivity of the foreshore promenade with Hickson Road.
- The proposed design, including the elevation of the building, provides an excellent opportunity for the activation of the ground plane and the surrounding public domain. Formalised spaces, such as a café or coffee cart with associated tables and seating, will provide for permanent and structured use of the area below Bay 12, while the proposed steps will provide informal spaces for the public to use and enjoy the views of the harbour.
- The proposed separation between the Campbell's Stores building and the Bay 12 structure will provide clear sightlines to the sandstone building and improved pedestrian connectivity between Hickson Road and the foreshore promenade, while minimising the potential impacts on the heritage significance of the existing building.

- The Bay 12 structure will facilitate the replacement of a dated and intrusive structure located to the north of the Campbell's Stores building with a well-considered modern building that respects its historic context and has been designed to complement the existing streetscape and avoid detrimental off-site amenity impacts.
- The siting and design of the proposed building has allowed for the retention of the existing significant fig tree located within the north eastern corner of the development site. It is understood from the arboreal assessment that this historic tree could potentially live for another 100 years and the proposed building has been designed with regard to its existing and likely future canopy.
- The proposed variation to the SCRA Scheme enables the delivery of a building which will enhance existing significant views by providing views of the harbour and avoid potentially detrimental view impacts by locating building within the spread of the existing significant fig tree. Both the elevation of the building and its overall height will sit generally within the canopy of the tree, screening the building from the east and avoiding view loss impacts from the west.

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.

## 2.3 CLAUSE 9(2) ASSESSMENT

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

### *(a)(i) development on adjoining land*

The variation to the approved scheme is proposed to facilitate the construction of the Bay 12 structure to the north of the Campbell's Stores building. 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 Bay 12 structure has been designed as an urban infill building with a clearly contemporary design that also respects the existing streetscape and the heritage buildings. The maximum height of the building has been aligned to the Park Hyatt building to the north and the Campbell's Stores building to the south. The scale and proportions of the building have been designed to complement the existing store bays. The proposed public domain works, including street tree planting, will provide for a consistent landscape treatment along Hickson Road.
- **Views and vistas:** the Bay 12 structure has been designed to enhance the existing sightlines to the harbour and avoid any detrimental view impacts. The elevation of the building will provide sightlines from Hickson Road to the harbour foreshore. The maximum height of the building is below the height of the significant fig tree to avoid impacts on the existing views from the residential apartments on Hickson Road. The siting and design of the building within the spread of the fig tree means that the tree will screen the views of the building from the east, including from the Sydney Opera House.
- **Solar access:** the proposed Bay 12 structure has been sited and designed to minimise its potential impacts, including with regard to solar access and overshadowing. The building has been designed to sit within the canopy of the existing fig tree and as such, it is unlikely that the proposed building will result in any significant additional overshadowing impacts for the residential properties to the west of the building or the public domain.
- **Visual and acoustic privacy:** the proposal will avoid potential detrimental impacts on privacy and overlooking by the careful selection of materials and finishes. The Design Statement lodged with the EIS provides a detailed description of the proposed glass block façade, including the consideration given to the visual and acoustic privacy of the Park Hyatt hotel and residential apartment building.

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.

The potential detrimental impacts have been mitigated or avoided through the siting and design of the building to sit within the canopy of the significant fig tree and the careful selection of quality building materials and finishes as outlined in detail within the EIS and the associated Design Statement prepared by JPW.

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

The Campbell's Stores are a listed heritage item. The site is also located within The Rocks Conservation Area and the Sydney Opera House World Heritage Listing Buffer Zone and within close proximity of a number of listed heritage items, including the ASN Co building and the Metcalfe Bond Stores.

Graham Brooks & Associates was engaged to undertake a comprehensive assessment of the potential impacts of the proposed development on the heritage significance of the Campbell's Stores and the other heritage significant items listed above. The comments made with specific reference to the Bay 12 structure are positive, noting the potential benefits arising from the removal of the existing glazed pavilion and the elevation of the new structure above the ground plane. The report also acknowledges that the proposed building will largely be screened from the west by the existing significant fig tree.

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.

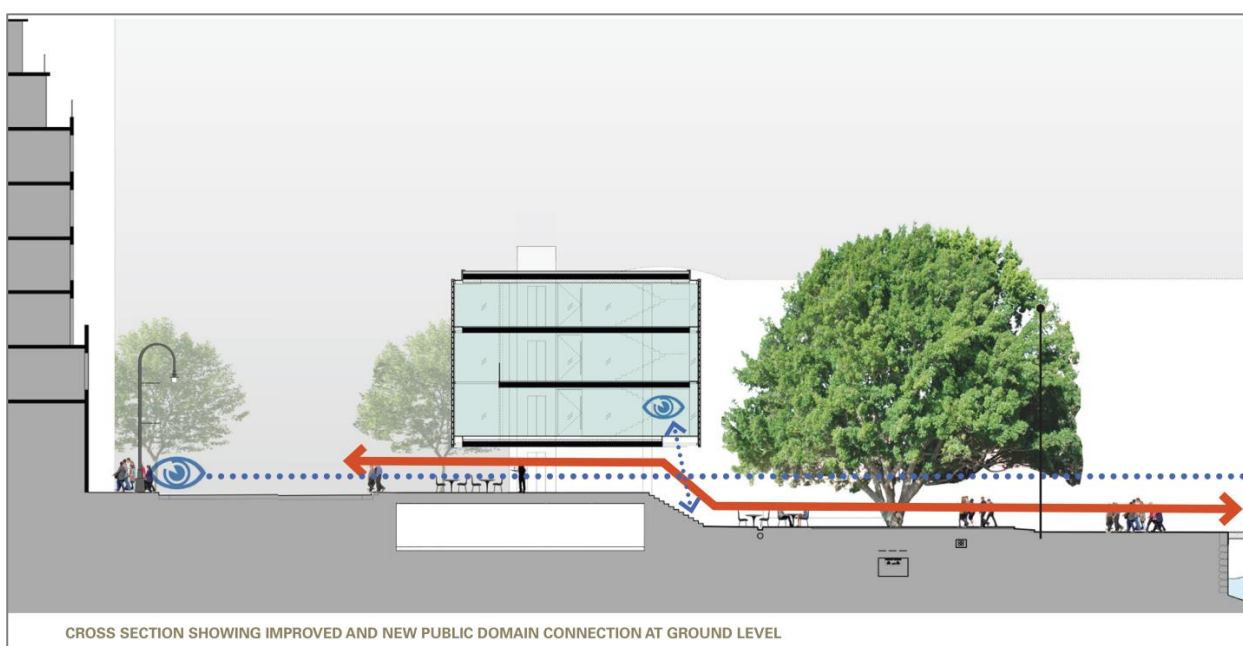
*(a)(iii) quality of the public domain in the locality*

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.

The proposed siting and design of the building will improve the existing views and vistas for pedestrians on Hickson Road. The elevation of the proposed building above the ground level will allow for views from the footpath to the waterfront promenade, harbour foreshore and the Sydney Opera House. Further, it provides for the activation of the existing access way from Hickson Road to the harbour foreshore, including both formal and informal spaces immediately below and adjacent to the proposed building.

The area below the building has been designed to accommodate a casual dining space (e.g. café or coffee cart), while the terrace steps provide casual seating opportunities with views of Sydney Harbour. The area below the existing significant fig tree will include lawns for passive recreation, as well as formalised seating to service the café/coffee cart.

**FIGURE 6 – PHYSICAL AND VISUAL CONNECTIVITY (SOURCE: JPW, 2015)**



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

The detailed assessment provided within this report and within the EIS has 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. Further, it is likely that the proposal will have a positive economic impact, including both direct and indirect impacts associated with the revitalisation of the Campbell's Stores and Campbell's Cove precinct.

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.

**FIGURE 7** –POTENTIAL VIEWS AND VISTAS FROM PUBLIC DOMAIN (SOURCE: JPW, 2015)



(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 variation to the SCRA Scheme will allow for the siting and design of the proposed Bay 12 structure in a manner which will enable the retention and protection of the existing significant fig tree adjacent to the foreshore promenade.
- **Public access to, and use of, foreshores and waterways:** the proposed elevation of the Bay 12 structure above the ground plane will improve public access to the foreshore promenade by improved physical and visual connectivity from Hickson Road.
- **Foreshore and waterways scenic quality:** the proposed building has been designed having detailed and specific consideration to its context, including the existing site features, potential impacts on the adjoining land and the likely future character of the locality. The proposed building will be screened by the existing fig tree, maintaining the existing visual qualities of the harbour.
- **Maintenance, protection and enhancement of views:** the proposal will enhance the existing views to the harbour through the demolition of the existing building and its replacement with an elevated structure. The maximum height of the building will be set below the height of the fig tree, minimising any potential adverse impacts on views and vistas to and from the harbour and the Sydney Opera House.
- **Heritage:** the heritage impact assessment lodged with the EIS provides a comprehensive assessment of the Bay 12 structure, including the potential benefits associated with the demolition of the existing structure and the siting and design of the proposed building.

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.

### 3 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 remediation, renewal and adaptive re-use of Campbell's Stores, The Rocks.

The proposed variation to the SCRA Scheme will facilitate the assessment and determination of the proposed development. In particular, it will enable the consideration of the Bay 12 structure to be located to the north of the existing Campbell's Stores building, which is proposed to be elevated above the ground plane and above the maximum height control envisaged within the SCRA Scheme.

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, including improved physical and visual connectivity with the harbour and an enhanced public domain. Further, the potential impacts of the proposal have been mitigated or avoided through the careful siting and design of the proposed building and through the selection of appropriate building materials and finishes.

Accordingly, it is recommended that 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 October 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 Tallawoladah Pty Limited (**Instructing Party**) for the purpose of SCRA Scheme Amendment (**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.

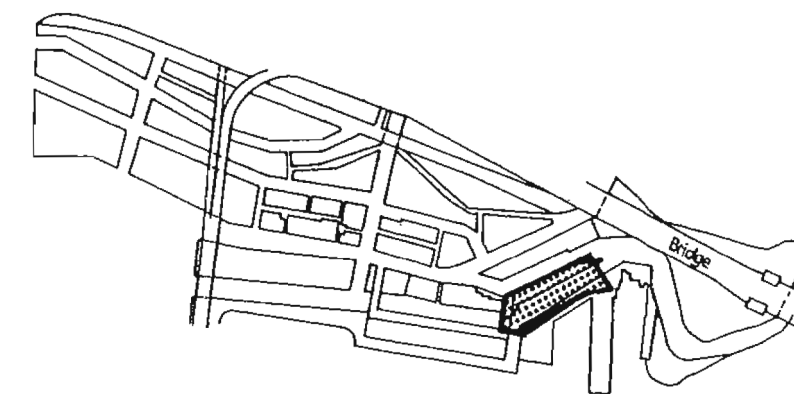
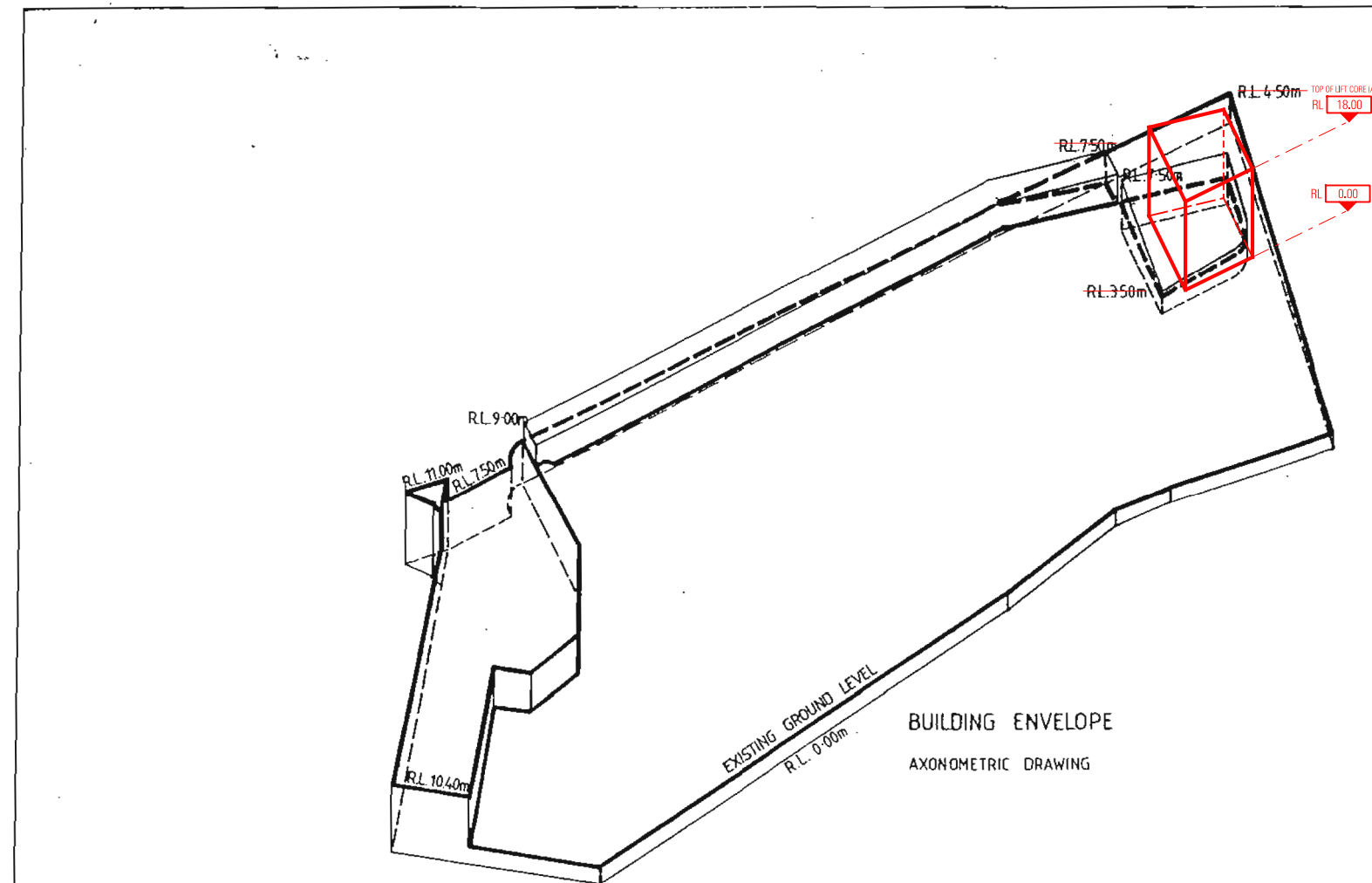
In preparing this report, Urbis may rely on or refer to documents in a language other than English, which Urbis may arrange to be translated. Urbis is not responsible for the accuracy or completeness of such translations and disclaims any liability for any statement or opinion made in this report being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

## Proposed Amendment to Building Envelope Axonometric Drawing



This drawing refers to the land shaded

### LEGEND

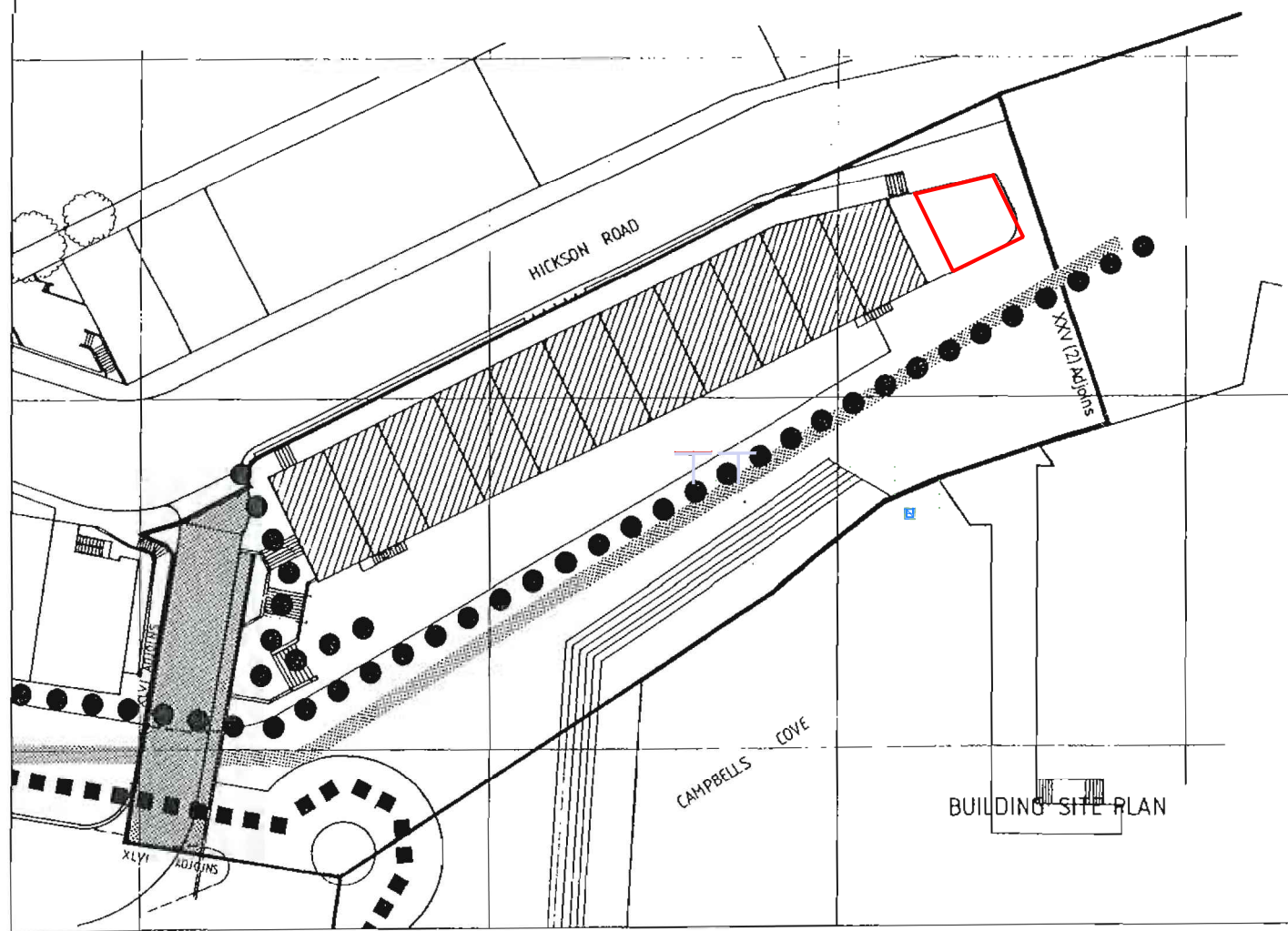
- SITE BOUNDARY
- EASEMENT
- HISTORIC BUILDINGS
- PEDESTRIAN ROUTE
- VEHICLE ROUTE

### PERMITTED USES

- COMMERCIAL
- SPECIAL

### SPECIAL NOTE:

THE ONLY ELEMENTS THAT MAY BE PERMITTED TO PROJECT ABOVE THIS DEVELOPMENT WOULD INCLUDE KIOSKS, OUTDOOR EATING AREAS, SUN PROTECTION AND SUPPORTING STRUCTURES, AND THE LIKE.



I, R. J. Carr Minister for Planning and Environment being the minister responsible for administering the Sydney Cove Redevelopment Authority Act 1968 hereby, pursuant to Section 17 of that Act, approve the variation to the approved scheme evidenced by this control drawing.

Date: March 1987

The general controls as shown on this 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.



**Sydney Cove Redevelopment Authority**

BUILDING SITE CONTROL DRAWING XXVII(2)

30 METRES

This drawing forms part of the scheme which, subject to the approval of the Minister, will be the approved scheme under Part IV of the Sydney Cove Redevelopment Authority Act 1968.

Prepared by Sydney Cove Redevelopment Authority March 1987

**Sydney**

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

**Brisbane**

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

**Melbourne**

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

**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](http://urbis.com.au) **e** [info@urbis.com.au](mailto:info@urbis.com.au)