3.1 Description of the project

The proposal relates to a staged development application and seeks to establish key development parameters for the renewal and re-imagining of Harbourside.

The concept proposal establishes the vision and planning and development framework which will be the basis for the consent authority to assess future detailed development proposals. The Harbourside site is to be developed for a mix of uses, including retail, food and beverage, residential and open space uses.

The Concept Proposal is described through an envelope, with an illustrative proposal describing the design intent for a building within this envelope.

The Concept Proposal seeks approval for the following key components and development parameters:

- Demolition of existing site improvements, including the Harbourside Shopping Centre, pedestrian bridge links across Darling Drive, obsolete monorail infrastructure, and associated tree removal.
- A network of open space areas and links generally as shown within the Public Domain Concept
- Proposal, to facilitate re-integration of the site into the wider urban context;
- Building envelopes;
- Land uses across the site
- A maximum total Gross Floor Area (GFA) across the Harbourside site of 87,000m² comprising approximately 52,000m² GFA of retail uses in a podium and 35,000m² GFA of residential development in a tower.
- Basement parking, including public parking;
- Car parking rates to be utilised in subsequent detailed (Stage 2) Development Applications
- Urban Design and Public Realm Guidelines to guide future development and the public domain; and
- Strategies for utilities and services provision, drainage and flooding, and ecological sustainable development.

A more detailed and comprehensive description of the proposal is contained in the Environmental Impact Statement (EIS) prepared by JBA.



Figure 3.1.1 Illustrative proposal in its context

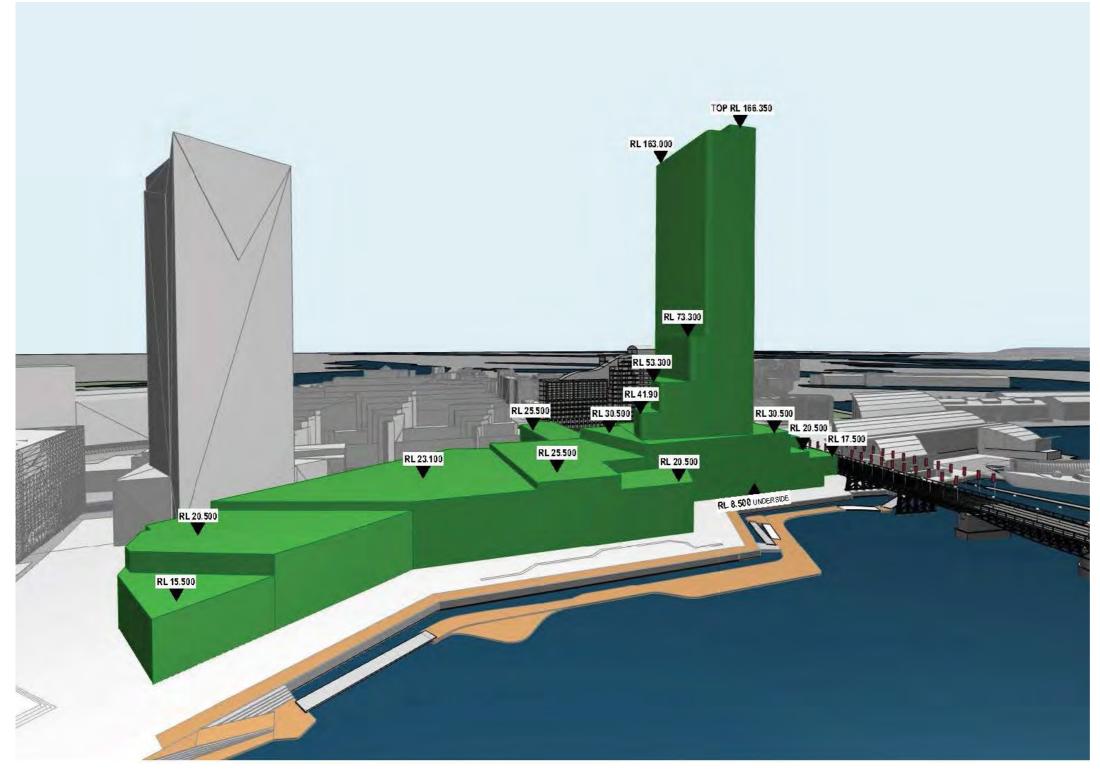


Figure 3.1.2 Proposed envelope - perspective view (FJMT). The envelope describes the primary subject of the current application, which future detailed designs will fit inside. This image shows clearly how the podium has been sculpted to relate to adjacent podia, respond to key views and create a visually interesting form.

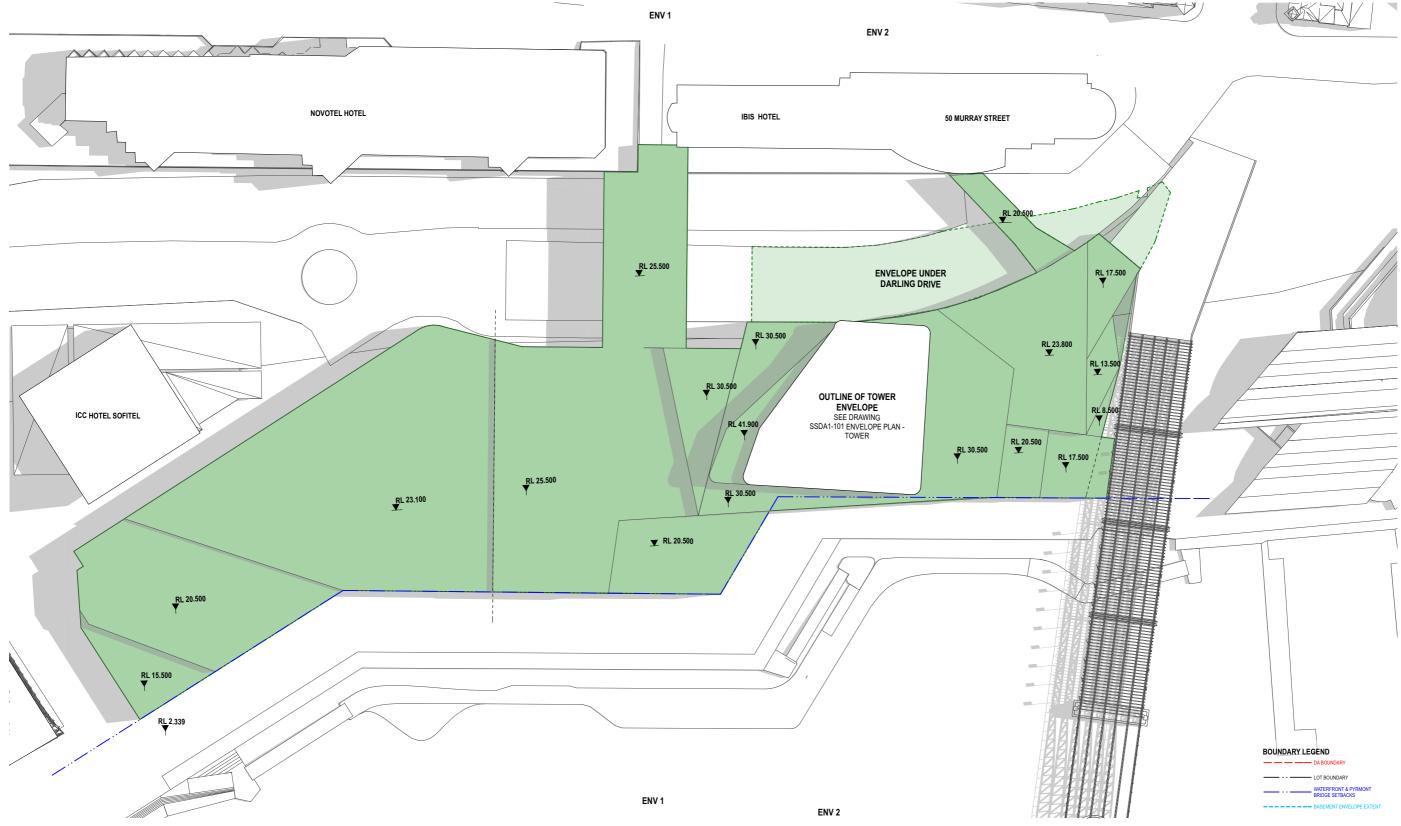


Figure 3.1.3 Proposed envelope - plan view (FJMT)



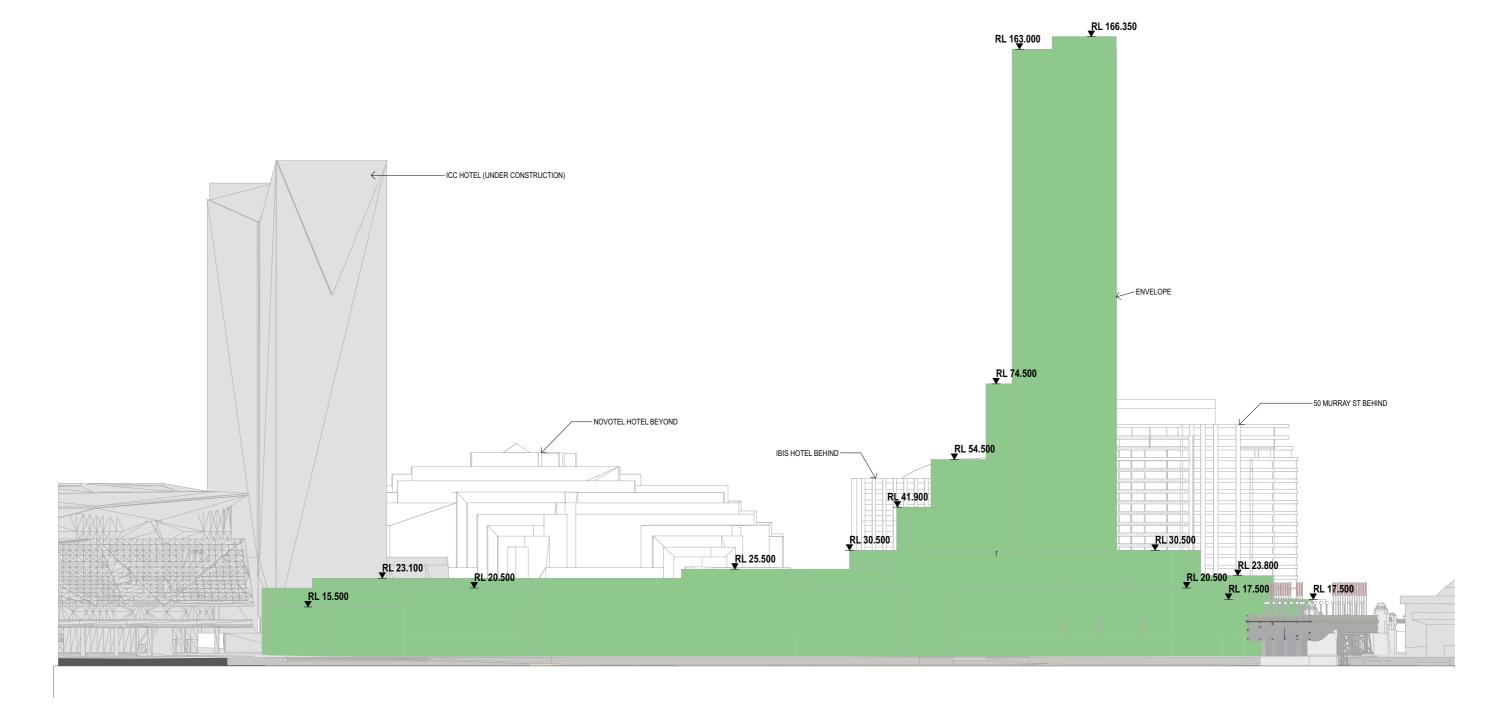


Figure 3.1.4 Proposed envelope - elevation (FJMT).

4 Assessment of the proposal

Land uses 4.1

The proposal comprises 3-5 levels of retail and food and beverage space in the podium, a residential tower containing 35,000sgm GFA of residential and open space.

4.1.1 Retail

The proposal will create a "new and expanded retail shopping destination, incorporating quality retail, dining and entertainment offerings targeted at the inner-city resident and visitor markets" (Deloitte, 2016). These uses will replace similar, but dilapidated and more down-market, uses currently on the site. The total floor space to be allocated to these retail uses is approximately 26,000m² in Gross Lettable Area, approximately 16% more than the current building allocation. Whilst the current facility is outdated and under-performing, there is general agreement that retail and food and beverage uses are appropriate in this location in Darling Harbour and that this type of use should continue to be present on the site. An important advantage of this use type is that it will maximise activation of the waterfront promenade, both during the daytime and evening. It will also continue to play a role in drawing visitors to the west side of Darling Harbour and is expected to support and complement the new ICC Sydney, which is immediately to the south of the subject site and includes a new convention centre, 5-star hotel and entertainment theatre. Summarising the benefits to current and future residents in the vicinity, the project's economic consultants cite the improved food and beverage outlets, high-end retail focusing on major international labels and a mini-major supermarket chain, and note that the project will be the only significant retail offer within Darling Harbour whilst still in close proximity to the Sydney CBD.

4.1.2 Office and residential

Commercial and residential uses have been investigated for the proposed tower. Both uses are permitted under the deemed SEPP "Darling Harbour Development Plan No. 1". Consistent with projected property market trends, the parameters of the options which have been assessed are:

- Commercial (office) tower
- typical floor plate = 1,500m² average NLA
- total GFA = 45.000m²
- height = 155m RL approx
- Residential tower
- typical floor plate $= 1,100m^2$
- total GFA = 35.000m²
- height = 166m RL approx

The commercial target would be grade A office space and the typical floor plate is sized accordingly.

In broad urban design terms and in this particular location, Architectus believes residential floor space offers a number of advantages over commercial space:

- 24-hour activation of the project and its context at nights and on weekends a commercial tower would be mostly vacant, contributing nothing to the life of the waterfront and other nearby elements of the public realm, particularly at night when safety and security become acute concerns. The presence of a significant residential population on the site will also support the retail and food and beverage businesses in the podium.
- Reduced view and shadow impacts consistent with both the greater need for light and natural air in apartments and the demand for large office floor plates, a residential tower will be significantly more slender (and potentially elegant) than a commercial tower. Correctly located and oriented, with its narrow ends facing Darling Harbour and the neighbours to the west of the subject site, the narrower profile of a residential tower will cause less visual impact from the eastern side of Darling Harbour, less view loss for neighbours to the west and less overshadowing than the office tower option. Detailed analyses of

these factors is provide in sections 4.8 and 4.9 below.

appropriate future development.

4.1.3 Sydney City Council

It is understood that the City of Sydney has expressed a preference for a substantial commercial component in the project, however no publicly available documents have been found which formalise this position. The most relevant publication appears to be "Economic Development Strategy -- Sydney's economy: global city, local action" (December 2013). This report includes a diagram captioned "City of Sydney, Floor Space and Employment Survey 2012", which is reproduced here at Figure 4.1.1. The diagram shows how the four significant and strategic industry clusters identified in the report were geographically distributed across the City in 2012. The nearest cluster to Darling Harbour is the Ultimo-Pyrmont component of the "Digital Industries hub that extends from Ultimo-Pyrmont through Eveleigh (Australian Technology Park) and Green Square" (p.16). The southern extent of this component is Miller and Union Streets. The subject site is to the south and east of these streets, confirming that significant commercial activity has not to date been characteristic of the site's immediate context.

Chapter 11, "Action Plans", of the "Economic Development Strategy" identifies a number of precincts within the City which are targeted for increased commercial activity. "... areas for particular focus include:

- Central Sydney; the heart of Global Sydney;
- Green Square; the creation of a new town centre; and
- Oxford Street, Chippendale and Redfern; established areas experiencing change." (p. 40)
- It goes on to list a variety of "local village economies:
- CBD and Harbour: including the areas of Sydney City, Millers Point, Dawes Point, The Rocks, Walsh Bay and Barangaroo;
- south Sydney CBD;

- More consistency with existing and expected land use patterns on the western side of Darling Harbour - the context of the subject site currently comprises predominantly residential and hotel uses, with commercial activities limited to relatively small buildings generally not exceeding about 8 storeys in height (Figure 4.1.1). Future land uses, as prescribed in Sydney LEP2012 comprise primarily residential and mixed use zones, the latter being neutral on the question of

- Chinatown & CBD South: including Haymarket, Chinatown and parts of

- Crown & Baptist Streets: consisting of Surry Hills, East Redfern and Moore Park;
- Glebe Point Road: taking in Glebe, Forest Lodge and parts of Ultimo, Annandale and Camperdown;
- Green Square and City South: covering Zetland, Rosebery, Beaconsfield, and parts of Waterloo, Alexandria and St Peters;
- Harris Street: consisting of Pyrmont, Broadway and parts of Ultimo;
- King Street: comprising Newtown, Erskineville, parts of Camperdown and Alexandria:
- Macleay Street & Woolloomooloo: encompassing Potts Point, Kings Cross, Elizabeth Bay, Rushcutters Bay and Woolloomooloo;
- Oxford Street: taking in East Sydney, Darlinghurst, Paddington and Centennial Park;
- Redfern Street: encompassing Chippendale, Darlington, Eveleigh, Golden Grove, West Redfern and parts of Waterloo and Alexandria." (p.47)
- It also identifies three major village urban renewal projects:
- Green Square
- Chinatown
- Oxford Street Precinct. (p.48)

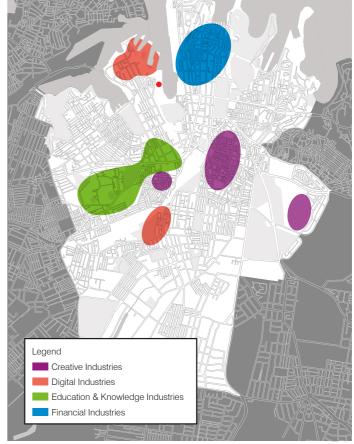
There is no specific mention of Darling Harbour in the City's "Economic Development Strategy (2013)". Based on this document, the City is not targeting Darling Harbour for significant new commercial activity and any preference for an office tower on the subject site is not supported by what appears to be the City's primary economic policy statement.

4.1.4 Deloitte

The project's economic consultants state that "the project delivers a range of additional housing capacity... developed according to world-class design and construction principles, in an area of high demand and life style opportunities" (Deloitte, 2016).

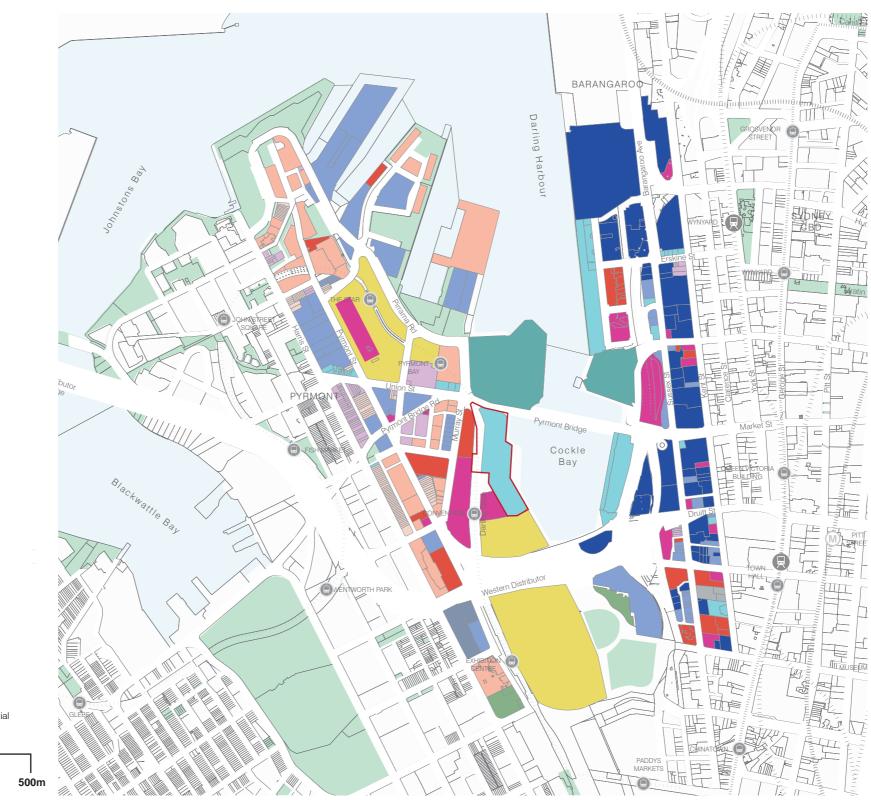
4.1.5 Conclusion

Based on the above, in particular the urban design implications of a large tower floorplate office tower compared to a slender residential tower, Architectus considers that the proposal of a slender residential tower with retail in a podium at lower levels is the most appropriate response to the site and its context.



Sydney, Floor Space and Employment Survey 2012) Subject site

Figure 4.1.1 Industry clusters in the City of Sydney LGA (Source: City of





0 40 100 200



4.2 Building typology

4.2.1 Typology Strategy

The proposal adopts a podium and tower typology. This form of building is considered appropriate, given the intended uses and site configuration.

The stepped 3 to 5 storey podium replaces the existing shopping complex on the site with the same building type. Its horizontal disposition complements the linear nature of the waterfront promenade it defines at this location in Darling Harbour.

The tower form is ideal for the residential component of the proposal. With the suitably sized and proportioned floor plate proposed, it minimises impacts on the public realm and neighbours and will provide outstanding views and high levels of internal amenity for its future occupants.

From a strategic urban design perspective, the location of widely spaced tall towers along the western edge of Darling Harbour extends the urban design principle established in eastern Darling Harbour and the ICC hotel tower south of the subject site.

4.2.2 Conclusion

Considering that the podium and tower typology is appropriate for the uses proposed and provides the best fit with the context, Architectus is satisfied that the overall building form is the best outcome for the project.

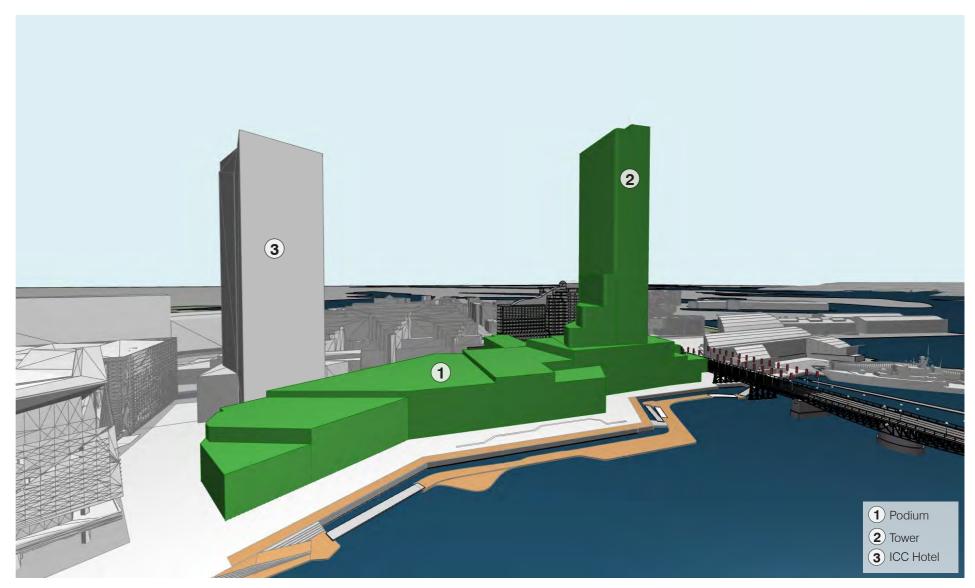


Figure 4.2.1 Building typology

Massing 4.3

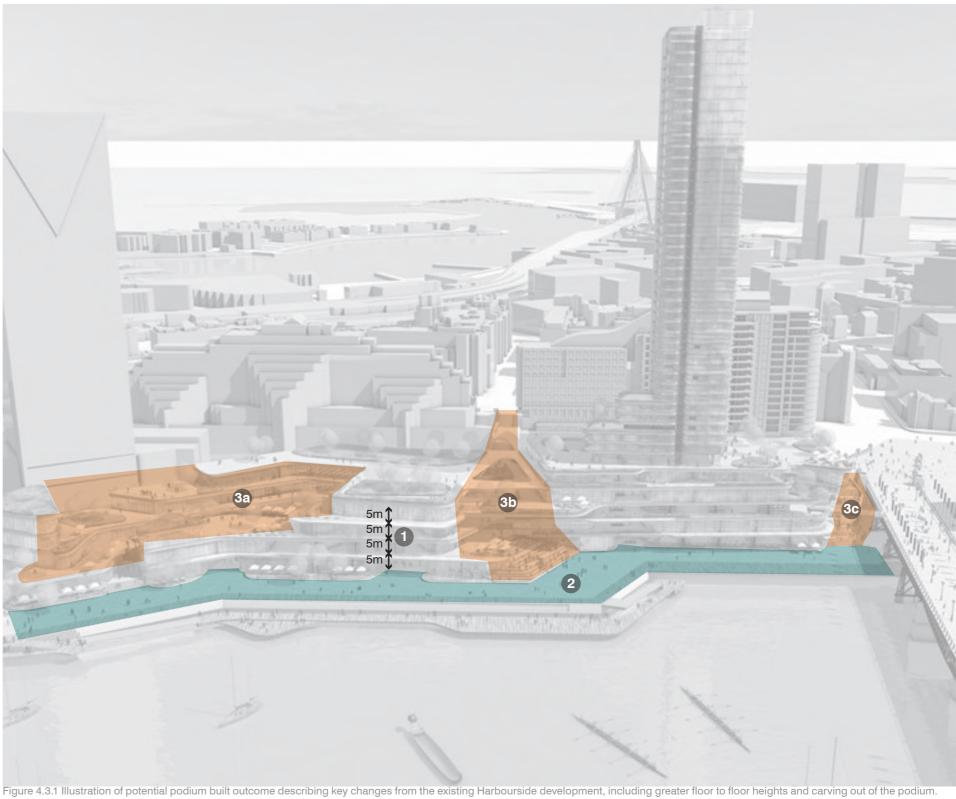
4.3.1 Podium

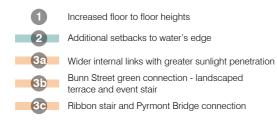
The podium is the larger of the two primary massing elements. The proposed podium SSDA envelope is shown in Figure 4.2.1. It has a maximum height of five storeys (25m) and is heavily articulated to manage its scale and minimise impacts on the neighbours to the west and south.

At the north end of the site, the podium steps down with the intention of avoiding an excessive building bulk in proximity to Pyrmont Bridge (refer also to Section 4.5). This north end has greater separation from Pyrmont Bridge than the existing building to open up the views of Pyrmont Bridge from nearby and to give Pyrmont Bridge increased curtilage space.

Immediately to the south of the tower, the podium steps down one storey along the northern edge of the Bunn Street view corridor and this height is maintained across the central portion of the podium. At the south end of the site, the podium steps down twice to present a reduced building bulk to the important pedestrian connection between the waterfront and the light rail stop beyond Darling Drive.

The illustrative architectural design (Figure 4.3.2), demonstrates the intention to "erode" the podium, so that it steps down towards the waterfront. By carving into the podium envelope, its perceived scale is reduced and opportunities are taken to open up interior spaces to landscaped terraces looking east over Darling Harbour.





4.3.2 Tower

One of the important urban design advantages of adopting a residential tower, as opposed to an office tower, is the significantly smaller floor plate. To maximize views and achieve good levels of internal amenity for the future residents of the tower, the floor plate needs to be rectangular in shape. It is logical to orient the tower across the site so that its long sides face north and south and its short sides face east and west. This orientation minimises impacts on the views to Darling Harbour and the city beyond which the developments to the west currently enjoy.

Various options for the location of the tower on the site, including the possibility of two residential towers, have been considered by Architectus. It should be noted that:

- Placing the tower at the southern end of the site is precluded by the presence of major below-grade utilities. The tower would also be too close to the new ICC hotel.
- All options maintain the Bunn Street view corridor and pedestrian access, a key urban design opportunity of the proposal.

Option 1 (Figure 4.3.2) locates a single tower at the northern end of the site. At a distance of 25m from Pyrmont Bridge, this option is considered to provide insufficient separation from the bridge, a heritage item of major significance. It also positions the tower directly in front of the existing apartment building at 50 Murray Street. Impacts on views from this building are considered particularly important, given that it is the only residential building whose views are expected to be compromised.

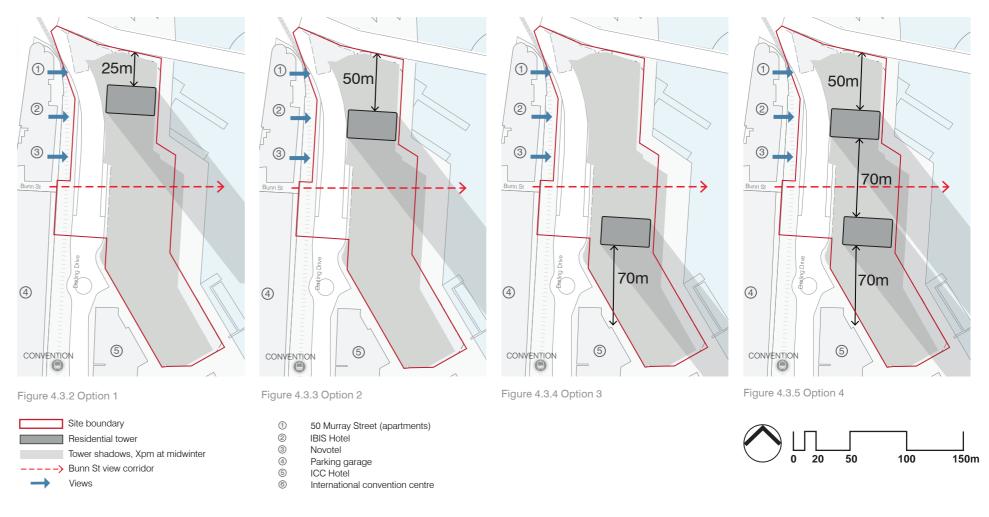
Option 2 (Figure 4.3.3) places a single tower to the north of the Bunn Street view corridor and 50m from Pyrmont Bridge. The tower is now directly in front of part of the two existing hotels, rather than 50 Murray Street.

Option 3 (Figure 4.3.4) has a single tower to the south of the Bunn Street view corridor and 70m from the new ICC Hotel. Whilst this solution effectively avoids view impacts on the Murray Street properties, the proximity of the tower to the ICC Hotel is not desirable – in views from Darling Harbour to the west, the two towers appear very close, resulting in a greater impact on the Pyrmont skyline than occurs when the tower is located towards the northern part of the site. There is also potential additional overshadowing of Tumbalong Park.

Option 4 (Figure 4.3.5) divides the proposed residential floor space into

two towers approximately half the height of the single building. This strategy does not eliminate view impacts on the Murray Street buildings, because the towers are still taller than those structures. It would also result in more overshadowing in the immediate vicinity, notably the waterfront promenade on early winter afternoons. With the possibility of a new tower at the Star City Casino and others in the Bays Precinct, it is considered that taller individual towers spaced well apart are preferable to multiple towers of lesser height in closer proximity to each other.

4.3.3 Tower



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When all relevant factors are evaluated and appropriately weighted, the rigorous analysis of tower placement options summarized above demonstrates that Option 2 (single tower, 50m from Pyrmont Bridge and north of Bunn Street) offers the most appropriate tower location.

4.4 Heights

Proposed heights for the project are shown in Figure 4.4.1.

4.4.1 Podium

The podium varies in height 9Figures 4.4.2 to 4.4.5). It is 3 storeys at the southern end of the site, 4 storeys in the centre and 5 storeys closer to the northern end, stepping down near Pyrmont Bridge. The height of the podium above the waterfront promenade is thus 15m at the south end, 20m in the centre and 25m at the north end. Behind the waterfront edge, the podium steps up again to 30m.

The proposed podium is generally taller than the existing building, despite including only a small increase in the floor area of retail compared to the existing building. This is due to the following reasons:

- The 5.0m floor-to-floor height provided is considerably greater than the floor-to-floor heights of the existing building. This is considered current best practice to meet market expectations, allowing for maximum flexibility in the expected types of tenancies and their design.
- The new podium is more "porous" than the existing, with openings at various levels to create multi-floor volumes and allow views between levels and more generous circulation spaces.
- The new podium has courtyard areas open to the sky to provide a better indoor/outdoor experience for people.
- The podium steps back from the waterfront at various locations and levels, to create a more varied building mass and avoid an overly dominant presence along the promenade.
- The podium provides height transition and relationship to its neighbours (see also figures 4.4.2 to 4.4 - diagrammatic sections which show the relationship of the podium to its immediate neighbours).
- The podium has been carefully designed to maximise view sharing for neighbours (further described in the following sections of this document).

More detailed analyses of the view and shadow impacts of the podium are provided in Sections 4.8 and 4.9 below.

4.4.2 Conclusion

Given the amount of floor space required for retail, food and beverage and entertainment uses and the "porous" approach to massing described above, Architectus considers that the varying heights of the podium ensure a humanised scale along the waterfront promenade and an appropriate and sensitive response to the project's immediate context.

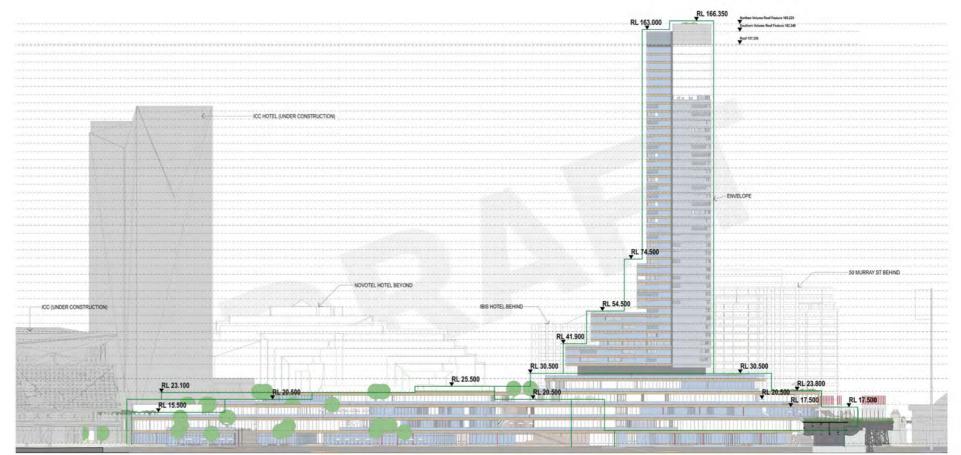


Figure 4.4.1 Illustrative proposal - eastern elevation

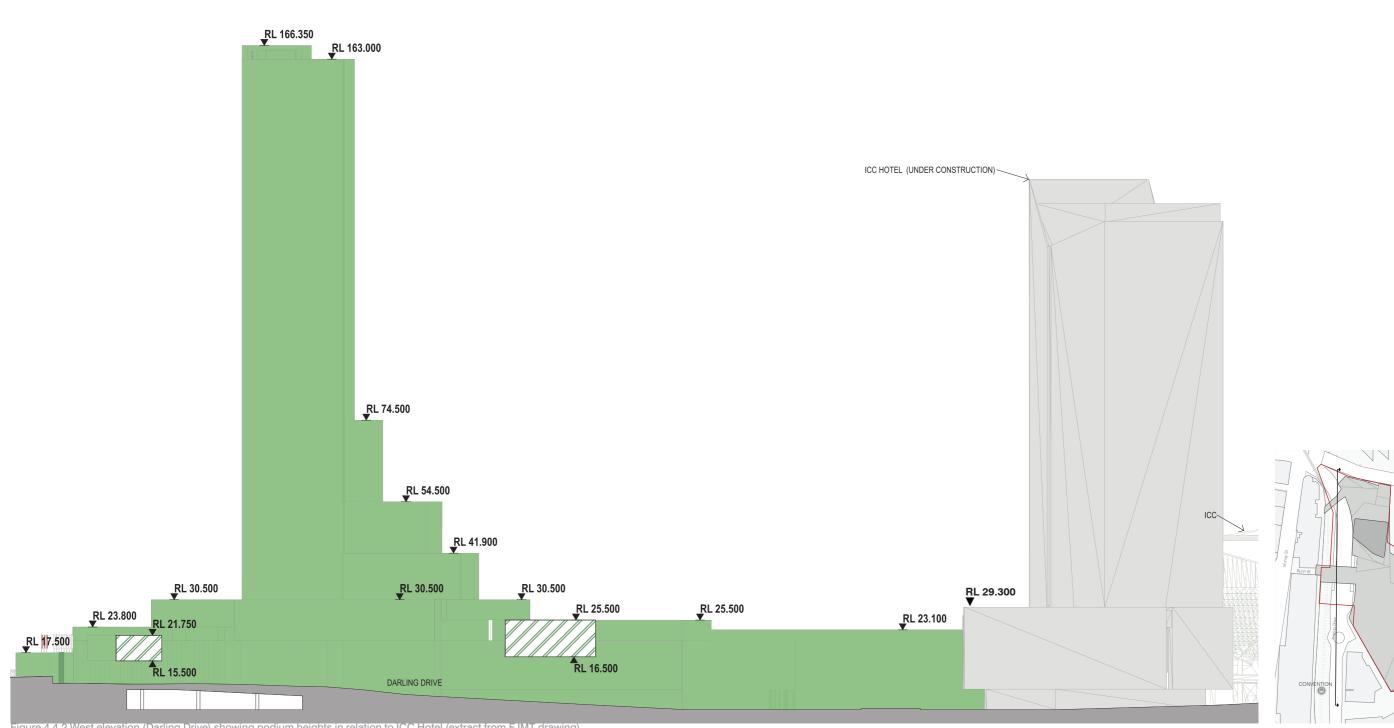


Figure 4.4.2 West elevation (Darling Drive) showing podium heights in relation to ICC Hotel (extract from FJMT drawing)

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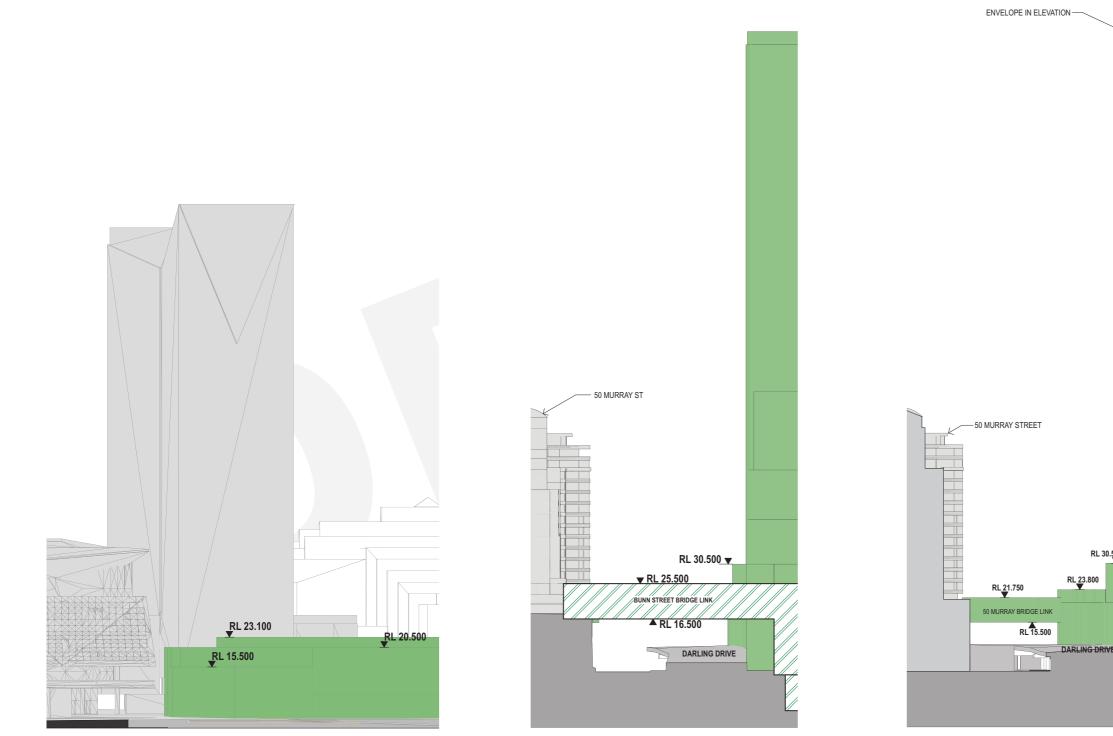
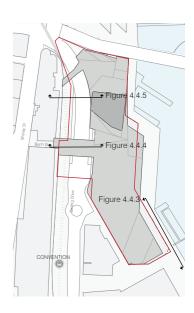


Figure 4.4.3 Section through site and adjacent ICC Convention Centre (facing south east)

Figure 4.4.4 Section through site and adjacent Novotel site (facing north)

Figure 4.4.5 Section through site and 50 Murray St (facing north)

RL 30.500



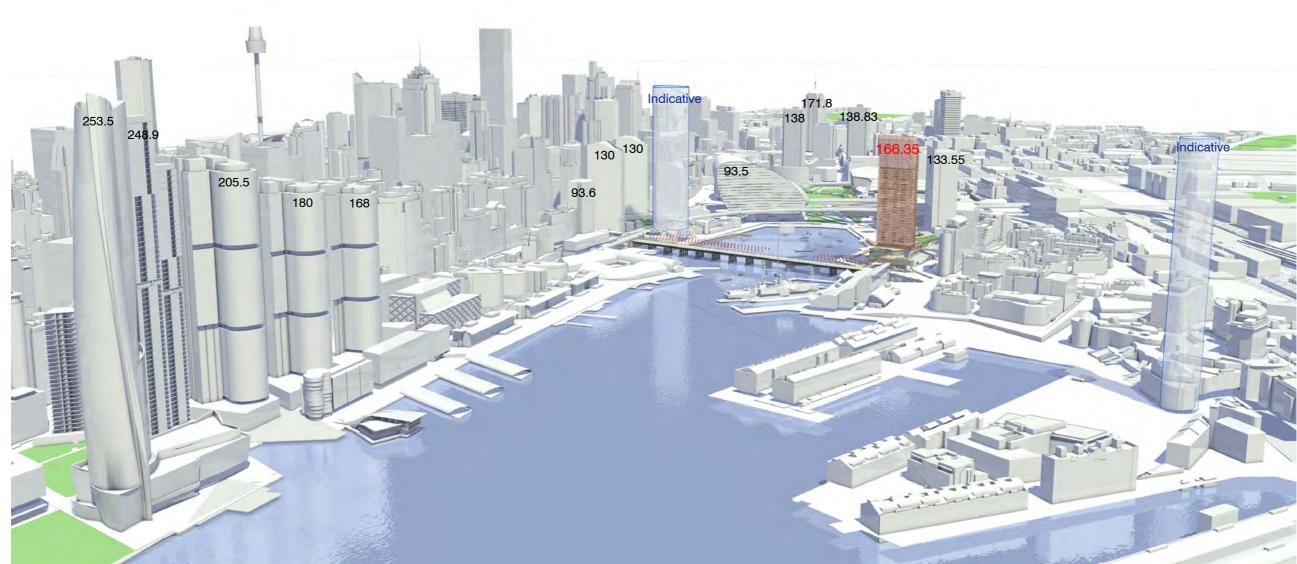


Figure 4.4.6 Current and proposed major developments in the broader context

4.4.2 Tower

Assessment

The residential tower envelope has a proposed height of RL166.35m. Its relationship to the buildings which surround and define Darling Harbour is shown in Figure 4.4.6. The proposed height is comparable to existing towers on the east side of Darling Harbour, less than the proposed tower at Cockle Bay Wharf, less than the heights of the southern Barangaroo towers and almost 100m less than the proposed Barangaroo casino. The ICC hotel, which adjoins the subject, will have a height of RL 133.5m, 29m less than the proposal when built. Heights being considered for the mooted tower at the Star Casino are 215m (as described in the request for SEARs for Modification 13 to MP08-0098), approximately 53m greater than the Harbourside proposal. Further proposals around Darling Harbour include the Ribbon (IMAX site) at RL93.5 and a commercial tower at 241-249 Wheat Rd (Illustrations lodged with request for SEARs shows approximately RL190m).

It is inevitable that tall towers will become a feature of the skyline when viewing the subject site and its context from the eastern side of Darling Harbour. The Convention Centre hotel is under construction at the time of writing and proposals for a new hotel and residential tower at the Star Casino are under consideration. Further to the west, it is also expected that more tall towers will form part of the redevelopment of the Bays Precinct, which encompasses 5.5km of harbour frontage, including the Sydney Fish Market and White Bay Power Station.

At present there is a clear distinction between the appearance of Darling Harbour as seen from its west side (looking east towards Central Sydney) and from its east side (looking west towards Pyrmont). This distinction can be maintained if an appropriate policy for the location, type and design of tall buildings on the western side of Darling Harbour is pursued. A small number of tall towers, spaced well apart, would result in urban form and a skyline markedly different to those of the CBD, particularly if the towers are slender apartment/hotel buildings, rather than bulkier office towers. This is one of the key reasons for the tall single residential tower put forward for Harbourside.

On a site where two or three towers could physically be accommodated, the single tower solution proposed for Harbourside is intended to be consistent with the strategy outlined above.

The public nature and importance to visitors of Darling Harbour mean that views of the proposed development from the east side of Darling Harbour are most important. The visual presence of the proposed Harbourside

tower in these views is minimised by making it rectangular in plan and orienting it so that its short sides face east and west. In this context, an office building of similar floor area would present as much wider and therefore bulkier, even if it were of a lesser height.

Conclusion

Architectus considers that the height of the tower is acceptable given its current, and more importantly future, context. An important factor leading to this conclusion is the slenderness of the tower, particularly as seen across Darling Harbour. Further consideration of the potential impacts of the tower in terms of solar access and views is provided in the following sections of this document.

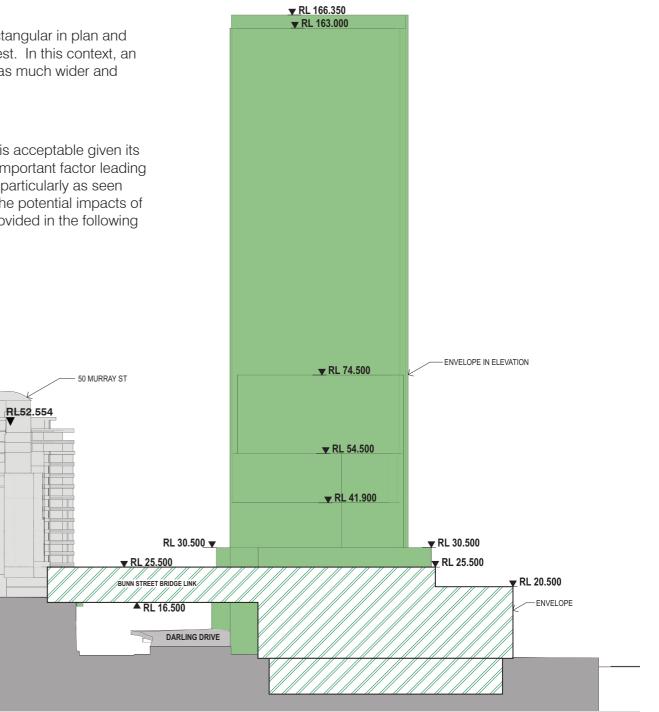


Figure 4.4.7 Section showing Bunn St connection (extract from FJMT drawing)

4.5 Setbacks/building separations

4.5.1 Waterfront setbacks

Assessment

The waterfront promenade around Darling Harbour is an important part of the city's public realm and the project seeks to preserve the portion in front of the subject site and enhance its functionality and amenity. Figure 4.5.1 shows the setbacks proposed. Along the southern and central portions, the podium setback is 20m. This setback comprises a 15m public promenade and 5m for landscaping and outdoor activated tenant space. The northern portion has a building setback of 14m, with an 11m public promenade and 3m for landscaping and outdoor tenant space.

The promenade is somewhat narrower along its northern section because:

- The width of the site available for building is almost half the width in the central and southern portions
- There are no entries to the retail podium along this length, and with direct access to the podium from Pyrmont Bridge above, the number of pedestrians using this section of the promenade is expected to be significantly less than the number using the sections to the south
- The more intimate scale achieved is appropriate, given the presence of the western abutment of Pyrmont Bridge.

Current promenade widths are shown in Figure 4.5.2. Whilst a more generous public realm is provided in the central section of the promenade, the widths at each end are much less. The southern section has a building setback of 10.8m and the public promenade is 7.5m wide. The northern section has a building setback of 11.2m and the public promenade is 8.5m wide.

At the southern end, the proposal offers substantially greater setbacks and promenade widths than currently exist. Of particular importance is the more generous promenade – 15m wide versus 7.5m existing. At the northern end, the proposal provides a greater building setback (14m versus 11.2m existing) and although the public promenade is slightly narrower, the rationale described above makes this difference acceptable. Whilst the current situation has a wider promenade at the centre of the site, this is largely a technical difference, because the proposal includes a generous set of 'event stairs', which is within the site but will in practice appear and function as part of the public realm. It is considered that this feature offers greater utility for the public than greater promenade width. It is instructive to also compare the project's waterfront setbacks with those elsewhere around Darling Harbour (Figure 4.5.3). Greater building setbacks occur in front of the ICC (30m) and IMAX Theatre (25m), but the promenade in front of the latter has the Western Distributor above, which compromises its amenity. Cockle Bay wharf has building setbacks of approximately 11m (clear setback) and 15m (to building). In front of the Aquarium and Zoo, the setbacks are 9m (clear setback) and 12m (to building). Building setbacks along King Street wharf are 17m (to building). At Barangaroo south, the building setback is approximately 17m (to building at ground floor level - with the upper floors set back a further 4-5m). Note these dimensions exclude the intermittent boardwalk.

In summary, the building setbacks proposed along the central and southern sections of the subject site, at 20m, exceed those elsewhere, with the exception of Barangaroo South, where the building setback is similar. Perhaps more importantly, the width of the public promenade proposed in front of the southern and central portions of the subject site, at 15m, matches or exceeds that elsewhere around Darling Harbour, with the exception of the space in front of the ICC (30m). The short length of public promenade in front of the northern portion of the subject site, which is 11m wide and expected to be more lightly used, is exceeded in width only by the promenade at Barangaroo and ICC.

Conclusion

Architectus considers that the proposal achieves a good outcome in providing considerably increased widths and areas for the public realm along the waterfront.

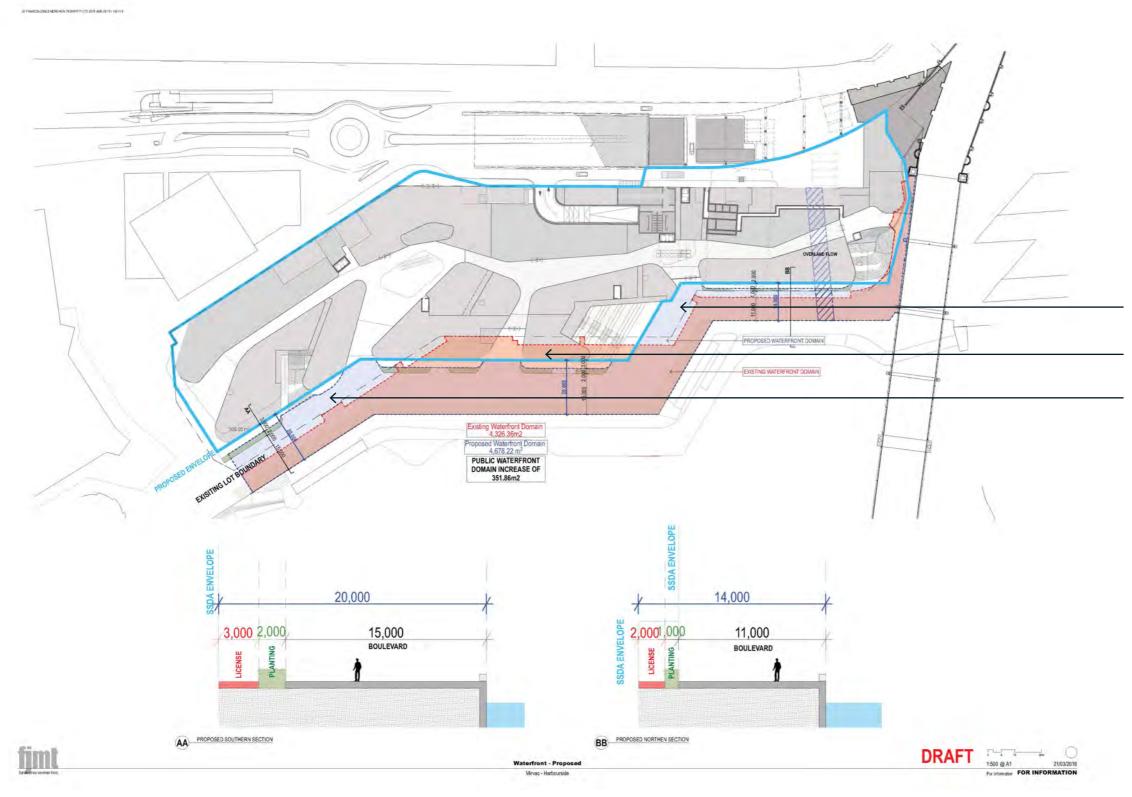


Figure 4.5.1 Waterfront setbacks proposed (FJMT - with key areas of increase and decrease annotated by Architectus)

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Increase

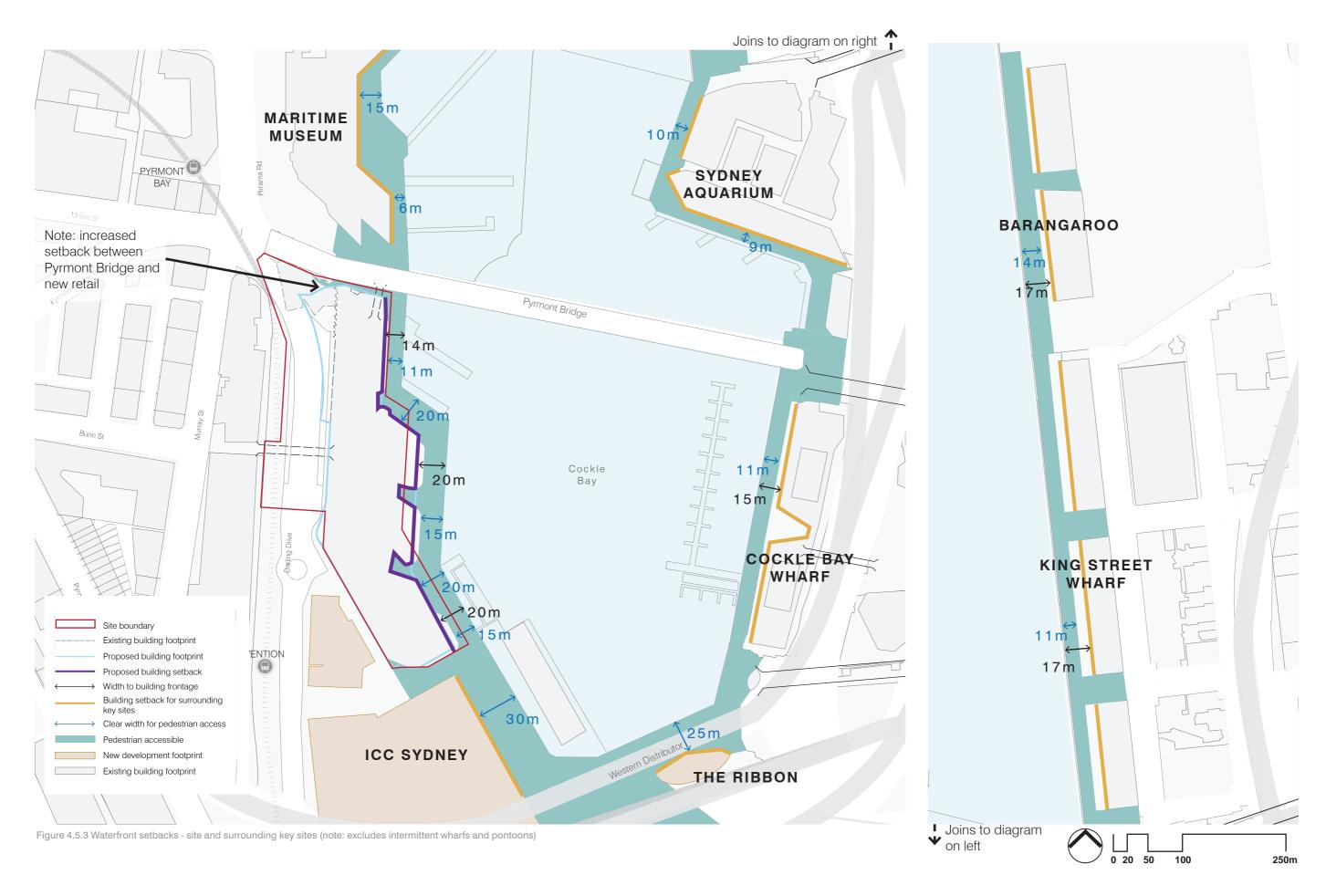
Decrease

- Increase



Figure 4.5.2 Waterfront setbacks existing (FJMT)





4.5.2 Relationship to Pyrmont Bridge

Assessment

Pyrmont Bridge is a heritage-listed item and the relationship of the proposal to the bridge is an important consideration. Currently, the northern edge of the stairs which ascend from the waterfront promenade to a mid-level below the bridge approach aligns with the southern extent of the bridge deck and the existing building has variable setbacks from it, ranging from a minimum of 4.780m to approximately 9.0m (Figure 4.5.4).

The proposal has a minimum setback for the podium building of 10.0m and a minimum setback for the upper stairs in the illustrative design of 2.1m (Figure 4.5.6). The tower is 50m from the bridge. Figures 4.5.6 and 4.5.7 provide a comparison between the existing situation and the proposed, as seen from the waterfront. The increased separation from the bridge of the new building is evident. However, from this viewpoint the upper portion of the new ascending stair obscures somewhat more of the bridge pylon (noting that the cut-out in the outer stair wall reveals more of the base of the pylon).

Conclusion

Architectus considers the proposal's relationship to Pyrmont Bridge to be appropriate.

For the future detailed design of this project, Architectus recommends that the detail of the relationship between the new building and stair and the bridge pylon and approach structure, as shown in the current indicative design, be further studied to ensure a high quality heritage outcome for Pyrmont Bridge.



Figure 4.5.4 Pyrmont Bridge setbacks existing

Figure 4.5.5 Pyrmont Bridge setbacks proposed



Figure 4.5.6 Pyrmont Bridge interface to Harbourside (existing)

Figure 4.5.7 Pyrmont Bridge interface to Harbourside proposed (indicative design)



4.5.3 Tower separation from adjacent buildings

Assessment

Separation distances between the proposed residential tower and the nearest existing buildings are shown in Figure 4.5.8. The preferred location of the tower results in it being 166.5m from the new ICC hotel. This very generous separation ensures that the two towers appear completely separate and independent of each other, consistent with the strategy of well-spaced towers on the west side of Darling Harbour described earlier in this chapter.

The proposed tower is 76m from the low-rise National Maritime Museum. In addition to this also being very substantial, Pyrmont Bridge plays an important role in visually separating the two.

The key separation distances from the buildings on the west side of Darling Drive are:

- 42.2m between the proposed tower and 50 Murray Street
- 45.8m between the tower and the Ibis Hotel
- 95.2m between the tower and the Novotel Hotel

Even the smaller of these distances are again more than adequate to ensure good urban form and privacy between residential buildings. They significantly exceed the minimum separation distance of 24m for tall buildings in the SEPP65 Apartment Design Guide.

Conclusion

The proposal is notable for the generous building separation distances it provides between the proposed tower and adjacent surrounding buildings.

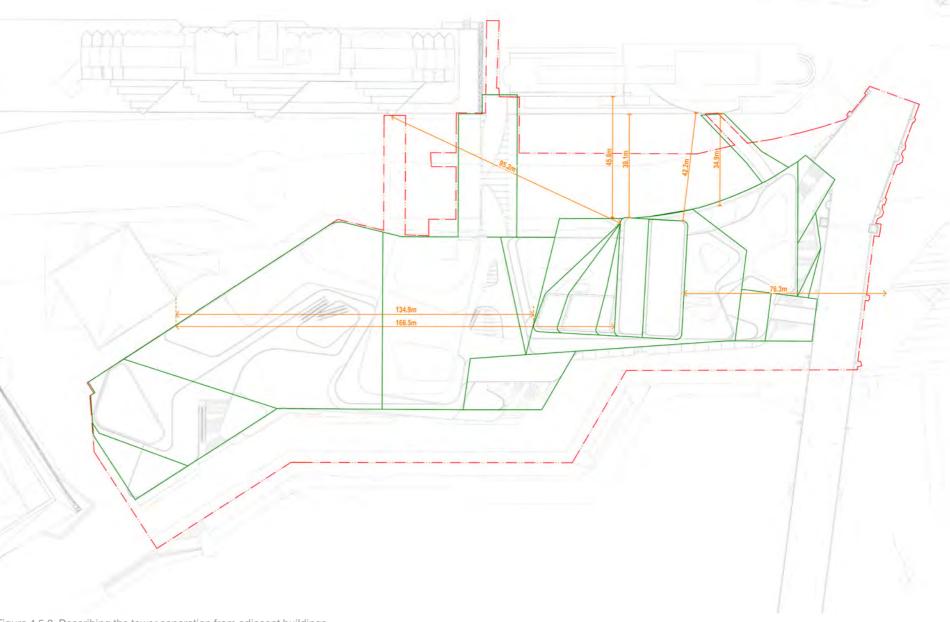


Figure 4.5.8 Describing the tower separation from adjacent buildings