

ATTACHMENT D

**PLANNING PROPOSAL – SYDNEY LOCAL
ENVIRONMENTAL PLAN 2012 – AMP
CIRCULAR QUAY PROJECT**

Planning Proposal

AMP Circular Quay
Precinct

City of Sydney, June 2013



PLANNING PROPOSAL – AMP CIRCULAR QUAY PRECINCT

INTRODUCTION

In December 2012 AMP Capital Office & Industrial Pty Limited (AMP) submitted a planning justification report to the City of Sydney requesting that the City of Sydney prepares site-specific amendments to *Sydney Local Environmental Plan 2012* (SLEP2012) to enable significant redevelopment of the AMP Circular Quay Precinct (the precinct). The owner of land within the precinct is AMP, with the exception of the land comprising of the Gallipoli Club, which is owned by the Gallipoli Memorial Club Ltd.

A number of site constraints (i.e. existing sun access and height controls) limit the realisation of permissible floor space on the western part of the Precinct (the Young and Loftus Street block). As a result little development activity has occurred in the precinct over the last few decades, and a number existing buildings are due for replacement or upgrading to contemporary design requirements and environmental standards.

The precinct presents a unique opportunity for a major city-making and regeneration project which can: act as a catalyst for the renewal of Circular Quay; reinforce the City of Sydney's global status via the 'recycling' of an existing commercial tower; release 'latent' commercial floor space, provide for improved sunlight access to Macquarie Place, and the create a vibrant fine grain and mixed use late trading precinct focussed on Loftus Lane.

In order to enable this vision for the precinct, it is necessary to amend SLEP2012 because the precinct vision relies on transferring floor space potential from a constrained city block to an adjacent city block across a road. Currently SLEP2012 does not include a mechanism for floor space to be transferred in this manner within the precinct.

To create this mechanism, the following are the key changes to SLEP2012 proposed in this Planning Proposal:

- a) each land parcel within the precinct to be taken as the 'site area' for the purposes of calculating permissible floor space;
- b) floor space awarded by way of competitive design process for sites within the Young and Loftus Street block will be used for development within the 50 Bridge Street site; and
- c) an exception to the sun access plane provisions governing height across the 50 Bridge Street site;
- d) an amendment to the the dictionary to enable proposed changes to the City of Sydney Competitive design Policy relating specifically to the precinct
- e) an amendment to the Laneways Development Floor Space controls so that the clause may apply to the new buildings in the Young and Loftus Block.

This Planning Proposal has been prepared in accordance with section 55 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) and the relevant Department of Planning Guidelines including 'A Guide to Preparing Local Environmental Plans' and 'A Guide to Preparing Planning Proposals'.

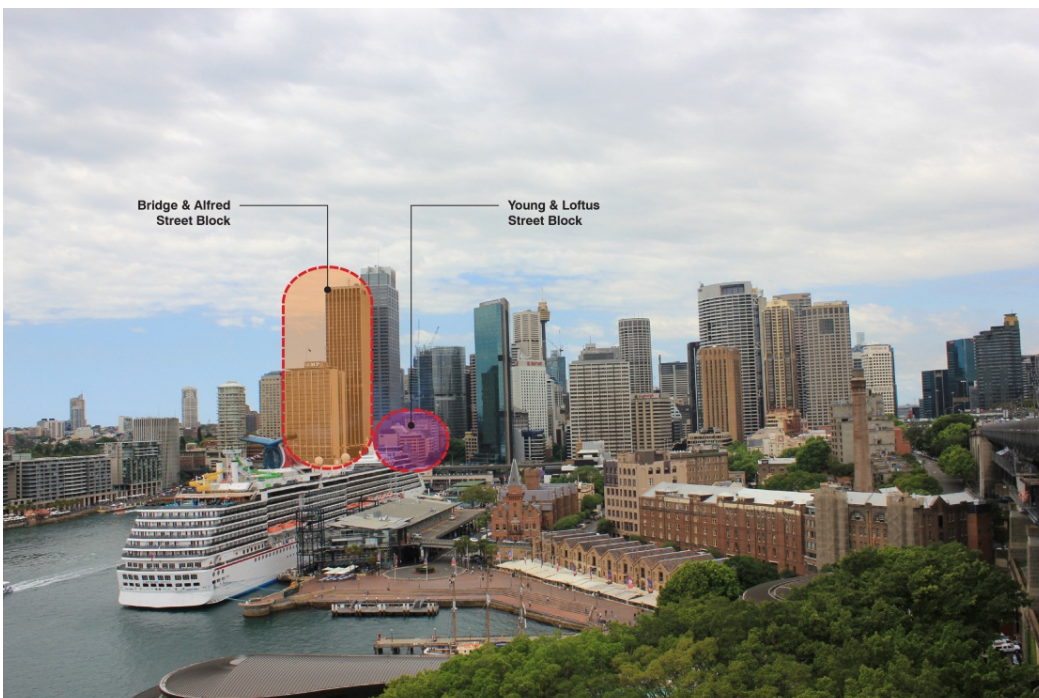
SITE IDENTIFICATION

The precinct comprises of two street blocks - being the 'Bridge & Alfred Street' block and the 'Young and Loftus Street' block. The diagrams below show the boundaries of the precinct within the context of Circular Quay the Sydney Opera House and the Sydney Harbour Bridge - and highlight the two blocks within the precinct. It is noted that laneways and roads within the precinct are to be excluded from the site area.

Diagram A – Aerial View of Precinct



Diagram B - View Of Precinct from Sydney Harbour Bridge



EXISTING PLANNING CONTROLS

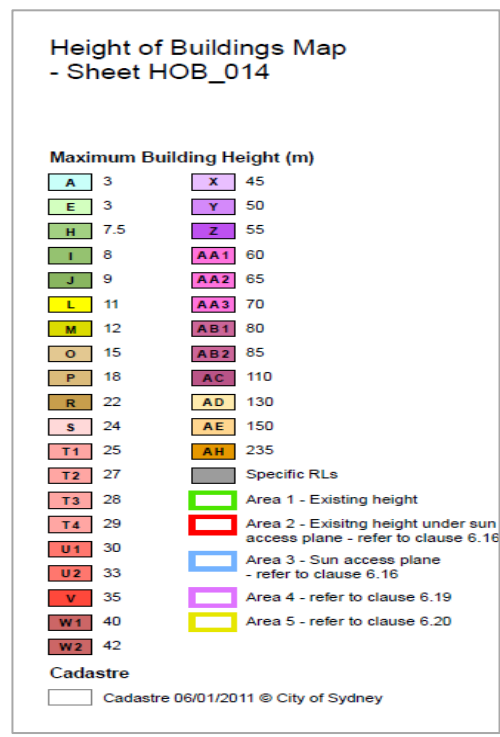
The table and Map Extracts A-F below summarise the key planning controls in SLEP2012 that affect development within the Precinct.

| Control | Relevant Provision | Comment |
|-------------------------|------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Zoning | B8 Metropolitan Centre Refer to Map Extract A | Permits a broad range of uses including commercial, residential, educational, hotels, bars and restaurants. |
| Building Height | Refer to Map Extract B | A complex array of height controls affect the height of development including the two sun access planes. |
| Floor Space Ratio (FSR) | 12.5:1 (8:1 FSR + 4.5:1 FSR for accommodation floor space) Refer to Map Extract C | SLEP2012 Clause 6.4 <i>Accommodation floor space</i> allows an additional amount of FSR subject to design excellence and the purchase of heritage floor space. Pursuant to Clause 6.21(7), council may grant an additional 10% of floor area if a competitive design process has been undertaken and design excellence is demonstrated. In total, an FSR of 13.75 is potentially achievable across the Precinct. A separate Planning Proposal will be prepared to clarify the interpretation and intent of the clause whereby 10 per cent design excellence is applicable to the total permissible floorspace. |
| Sun Access Protection | Refer to Map Extract D | The Bridge and Alfred Street block is affected by the Royal Botanic Gardens Sun Access Plane. The Young and Loftus Street Block is affected by the Macquarie Place Sun Access Plane. No additional overshadowing to Macquarie Place and First Government House Place |
| Heritage | Refer to Map Extract E | The Precinct contains three heritage items. In addition there are numerous heritage items in the immediate vicinity of the Precinct. |
| Special Character Area | Refer to Map Extract F | Sites facing Loftus Lane and Bridge Street are part of the Bridge Street, Macquarie Place and Bulletin Place Special Character Area. The northern part of the Bridge and Alfred Street Block is part of the Circular Quay Special Character Area. |

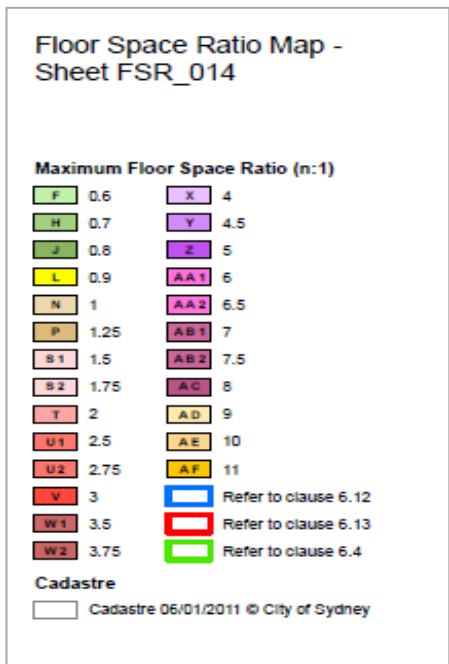
Map Extract A – Land Zoning



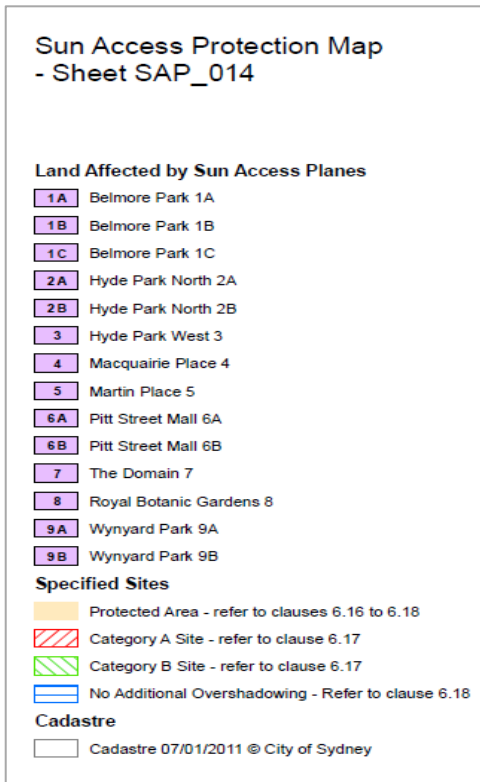
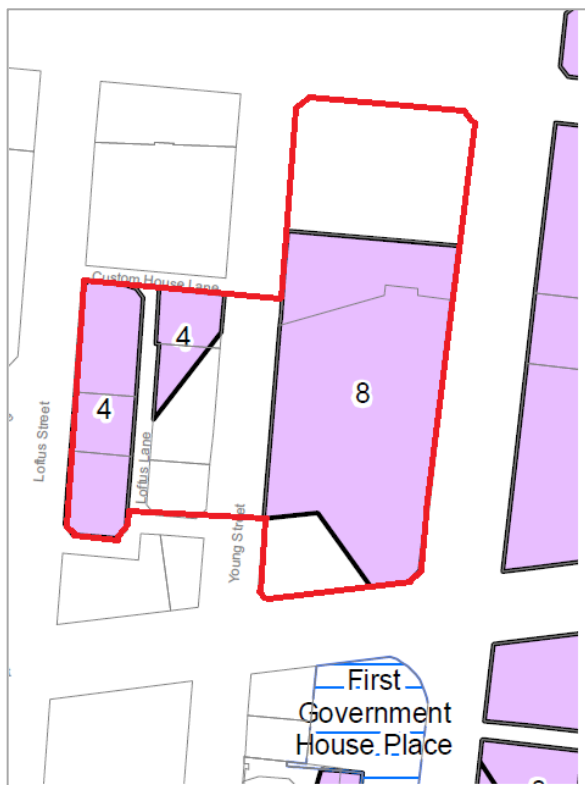
Map Extract B – Maximum Building Heights



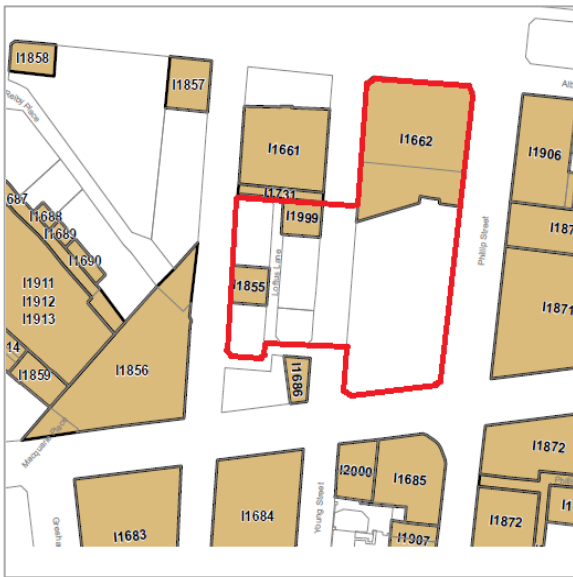
Map Extract C- Floor Space Ratio



Map Extract D - Sun access protection





Map Extract E – Heritage




Heritage Map - Sheet HER_014

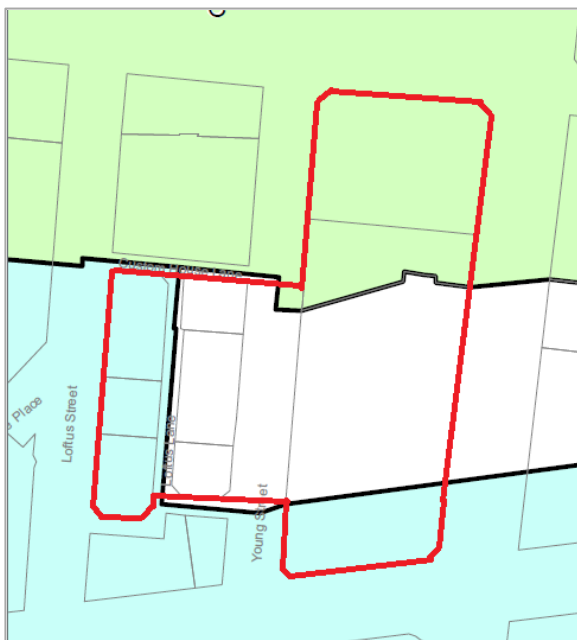
Heritage

-  Conservation Area - General
-  Item - General

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













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Map Extract F – Special Character Area



Special Character Areas Map
Retail Premises Map
- Sheet CL2_014


Special Character Areas

-  A Bridge St/Macquarie Pl/Bulletin Pl
-  B Chifley Square
-  C Circular Quay
-  D College Street/Hyde Park
-  E Farrer Place
-  F Haymarket/Chinatown
-  G Macquarie Street
-  H Martin Place
-  I Pitt Street Mall
-  J Railway Square/Central Station
-  K Rosebery
-  L Sydney Square/Town Hall & St Andrews
-  M Wynyard Park/Lang Park
-  N York St/Clarence St/Kent St

Retail Premises

-  Restricted Retail Development - refer to clause 7.23

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PART 1 – OBJECTIVES & INTENDED OUTCOMES

Objectives

- To revitalise the two city blocks which comprise the AMP Circular Quay Precinct (the Precinct);
- To refine the Young & Loftus Street block as a diverse, fine grain, smaller scale mixed use development project within an active laneway precinct, comprising of low to mid-rise buildings;
- To transform the Bridge and Alfred Street block to an exemplar global commercial address that will reinforce Sydney's profile as a global city;
- To ensure that new development responds sympathetically to heritage items within the Precinct;
- To provide a mechanism for the consolidation of floor space within the Precinct; and
- To enable following public benefits:
 - improved solar access and reduced overshadowing to Macquarie Place and Loftus Lane;
 - active lanes, arcades and through-site links;
 - conservation of heritage items; and
 - maintenance of an important view corridor into the City.

Intended Outcomes

- The Young and Loftus Street block will be characterised by a diversity of uses, scale and form. This block will support a range of uses including residential, retail, commercial, hotel, serviced apartments, educational, bars and restaurants, and include late night economic activity;
- The redevelopment of the Bridge and Alfred Street Block, by way of a commercial extension of the existing 50 Bridge Street tower, will result in a contemporary Global commercial tower built to best practice sustainability standards;
- A reduction in the overall built form within the Young and Loftus Street block will increase sunlight access to Macquarie Place in winter and improve the relationship with heritage items within the block and with Customs House to the north;
- The retention, conservation and ongoing management of existing heritage items located within the Precinct;
- The retention of Loftus Lane, which is to be pedestrianized and activated;
- The retention of existing commercial towers at 33 Alfred Street and 50 Bridge Street;
- The removal of out-dated 1980s commercial buildings within the Young and Loftus Street block; and
- Land use conflicts between residential development and late night economic activity will be minimised through an appropriate land use mix and building design; and
- Minimising the impact of vehicle movements by reducing vehicle access points within the Precinct.

PART 2 – EXPLANATION OF PROVISIONS

The proposed amendments to *Sydney Local Environmental Plan 2012* (SLEP2012) will facilitate a precinct wide Master Plan Concept prepared for AMP Capital Office & Industrial Pty Limited (AMP) by Hassell Architects. Following extensive consultation with AMP regarding the Master Plan Concept it is the City of Sydney's view that it is an appropriate response to the overall precinct, the surrounding context and the heritage items within the Precinct.

The proposed amendment to SLEP2012 (i.e. a new clause 6.20A) will provide an 'alternative' planning control regime for the Precinct, where demonstrable public benefits will result from consolidating floor space area across the defined precinct.

The proposed amendment will allow floor space area that may be permissible under SLEP2012 within the Young and Loftus Street block to be used for development on the Bridge and Alfred Street block. This approach will be 'opt-in or opt-out'. That is, floor space area may be 'transferred' from one block to the other in order to achieve the intended outcomes; otherwise existing provisions in SLEP2012 continue to apply.

There is an existing precedent in SLEP2012 of 'alternative' site-specific provisions predicated on the provision of public benefits. Clause 6.20 – *Alternative building heights* in SLEP2012 allows for additional building height within the 'APDG' block in central Sydney, but only if development on the site clearly provides for certain precinct wide design and public domain objectives.

The following amendments to SLEP2012 are sought to facilitate the objectives and intended outcomes outlined in Part 1 of this Planning Proposal:

- a new clause to allow each lot within the Precinct to be taken as the 'site area' for the purposes of calculating floor space;
- a new clause to allow the bonus floor space generated by way of a competitive design process that relates to a different area within the Precinct, to be utilised on the 50 Bridge Street site;
- a new clause to permit an exception to the sun access plane provisions governing height across the 50 Bridge Street parcel of land;
- an amendment to the dictionary to enable an amendment to the City of Sydney Competitive design Policy which allows for a variation to an architectural design competition if the alternative controls are taken up; and
- an amendment to the Laneways Development Floor Space controls so that it can apply to the new buildings in the Young and Loftus Block.

Each of the abovementioned amendments is discussed in more detail below.

Precinct wide site area calculation

Clause 4.5(3)(b) of SLEP2012 provides that in the determination of site area, where more than one site is proposed to be developed, only land which has a common boundary with other land can be added together to form a site. The Precinct is unable to meet this requirement because it is bisected by Young Street and no development is proposed to be undertaken on, over or under Young Street. A site-specific clause is therefore necessary to allow for the floor space area potential of the Young and Loftus Street block to be transferred to the Bridge and Alfred Street block.

The overall achievable development density, when taken over the combined blocks within the Precinct is not proposed to change from that permissible under SLEP2012 controls (as shown in **Figure 1**). However, changes are required to the SLEP2012 to enable the density to be calculated over the whole of Precinct, notwithstanding that roads separate a number of the lots.

Accordingly, it is proposed to include the following clause in SLEP2012 (or of similar effect):

Notwithstanding clause 4.5(3)(b), for the purpose of calculation of the floor space ratio of development proposed on land to which this clause applies, **site area** is taken to be the area of all lots on which the development is proposed to be carried out.

FIGURE 1 – SLEP2012 FSR MAP EXTRACT: AREA TO WHICH PROPOSED SITE AREA CALCULATION APPLIES



Additional floor space to be transferred as achieved by a competitive design process

Clause 6.21(7) of SLEP2012 allows the consent authority to award an additional amount of floor space up to a maximum of 10% where the design of a development is the result of a competitive design process.

In the specific circumstances of the Precinct, it is proposed that if a competitive design processes are undertaken for development within the Young and Loftus Street block, and the Council is satisfied that the design exhibits design excellence, the additional 10% floor space capable of being awarded under Clause 6.21(7) can be transferred to (i.e. used for development on) the Bridge and Alfred Street block.

Therefore it is proposed that an additional clause be included in the SLEP2012 recognising that at such time when an amount of additional floor space is awarded by reason of a competitive design process undertaken on the Young and Loftus Street block (in accordance with the provisions of clause 6.21 – Design Excellence in SLEP2012), the bonus can be utilised on the Bridge and Alfred Street block.

Amendment to allow an exception to the Royal Botanic Gardens sun access plane

The other amendment required to SLEP2012 to achieve the built form and urban design outcomes of the Master Plan Concept is to allow a projection through the Royal Botanic Gardens sun access plane resulting from an extension to the existing 50 Bridge Street Tower.

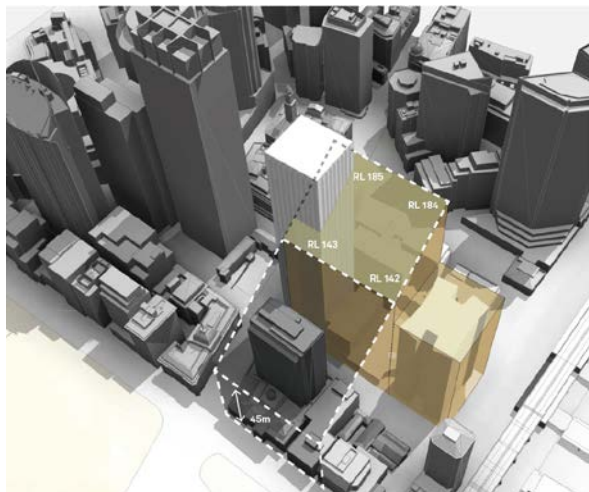
The height of development on the 50 Bridge Street land parcel is effectively set by way of the Royal Botanic Gardens sun access plane in SLEP2012, which controls overshadowing on the Royal Botanic Gardens. The intent of the sun access plane control is to maximise sun access to the Royal Botanic Gardens in the midwinter lunchtime period where overshadowing will have the most impact on the enjoyment of public spaces. The sun access plane control in SLEP2012 defines the plane at 2pm on 21 June.

The sun access plane control is best illustrated in the diagram shown in **Picture 1** in **Figure 2** below.

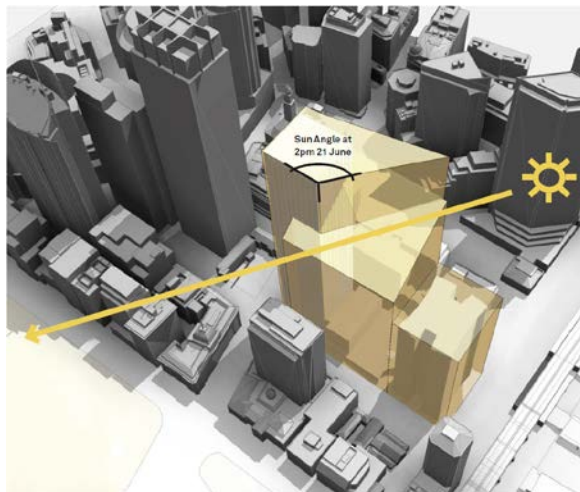
Owing to the existing tower at 50 Bridge Street (which already projects through the Royal Botanic gardens sun access plane) there is already a shadow cast at 2pm on 21 June on the Royal Botanic Gardens from the tower. Therefore, as illustrated in **Picture 2** in **Figure 2** below, it is possible to add additional built form to the existing tower in such a manner without creating any additional shadow at the control time of 2pm on 21 June.

Accordingly, while the proposed built form exceeds the sun access plane, it does not result in material additional overshadowing of the Royal Botanic Gardens at the control time, with the shadow falling within an existing shadow by reason of the current 50 Bridge Street tower building.

FIGURE 2 – BRIDGE AND ALFRED STREET BLOCK: SUN ACCESS PLANE ANALYSIS. (SOURCE: HASSELL, 2012)



PICTURE 1: REPRESENTATION OF SUN ACCESS PLANE CONTROL FOR THE ROYAL BOTANIC GARDENS IN SLEP2012.



PICTURE 2: IDENTIFIED AREA OF SUN ACCESS PLANE ENCROACHMENT WITHOUT CREATING ADDITIONAL SHADOW AT THE CONTROL TIME OF 2PM 21 JUNE.

To facilitate this additional building envelope projecting through the sun access plane, it is proposed to include a subclause within 6.20A to permit such encroachment - with wording as follows (or of similar effect):

“Despite Clause 6.17 - Sun Access Planes, the height of a building on Lot 2 DP 1073376 (50 Bridge Street, Sydney) may project higher than the Royal Botanic Gardens 8 Sun Access Plane if the shadow cast by the building at 2pm on 21 June does not exceed the shadow cast onto the Royal Botanic Gardens by the existing external envelope of the building on 50 Bridge Street, Sydney at 2pm on 21 June.”

Lanes Development Floor Space

It is proposed to amend clause 6.8 Lanes development floor space of SLEP2012 to encourage new fine grain tenancies fronting Loftus Lane in the Young and Loftus Block.

Currently, the clause allows additional floor space for existing buildings that provide small laneway premises. Each of these premises must be limited to 100 square metres, have a suitable active use and direct access to the lane and not any other building. The additional floor space allowed is equal to the floor space of the laneway premises.

The clause currently would not apply to the redevelopment of the Young and Loftus Street Block as it applies only to alterations and additions to existings buidlings.

To encourage lanes development in the Young and Loftus Block clause 6.8 is to be amended to expand the operation of the clause so that it may apply to a new building in the Young and Loftus Block. To facilitate this it is proposed to include a subclause within 6.20A with wording as follows (or of similar effect):

“In addition to the operation of clause 6.8 with respect to alterations and additions to buildings which adjoin a lane, if a development comprising a new building on land in the Young and Loftus Street

Block contains relevant premises used for lanes development purposes, the building is eligible for an amount of additional floor space (lanes development floor space) equal to that increase.”

Site specific competitive design process

Clause 6.21(7) of SLEP2012 allows the consent authority to award an additional amount of floor space up to a maximum of 10% where the design of a development is the result of a competitive design process.

Clause 6.21(9) defines a competitive design process with reference to the two types of processes contained in the *City of Sydney Competitive Design Policy*. The Policy is defined in the dictionary by the date of its adoption.

An alternative competitive design process has been proposed by AMP to accommodate an integrated design excellence outcome across the precinct and for the individual buildings. The proposed alternative process is inconsistent with that set out in the Policy. Consequently the City's capacity to award additional floor space is restricted.

It is therefore proposed to amend the *City of Sydney Competitive Design Policy* to allow for variation to the architectural design competition process in respect to development that is subject to the alternative planning controls for the precinct. The amendment to the Policy will allow for a two phase architectural design competition comprising of an international design competition for the whole precinct, followed by an expressions of interest process for individual developments within the Young and Loftus Street block. The proposed amendments to the *City of Sydney Competitive Design Policy* are shown in red at **Appendix P**.

This approach outlined above will provide the opportunity for additional floor space to be awarded.

In order to activate the changes to the *City of Sydney Competitive Design Policy* it is proposed to amend the definition of the 'City of Sydney Competitive Design Policy' in the Dictionary by changing the date of adoption.

Development Control Plan Provisions

Site specific draft development control plan (draft DCP) provisions have been prepared to provide further guidance to the proposed amendments to SLEP2012. The draft DCP will be publicly exhibited with the Planning Proposal. The draft DCP includes supporting site specific principles and planning provisions that will enable the achievement of the Master Plan Concept.

The draft DCP is included at **Appendix M** and covers the following key design considerations:

- Design principles;
- Lanes, arcades and through-site links;
- Public spaces;
- Vehicle circulation;
- Active frontages;
- Awnings;
- Built form envelopes;
- Land use mix; and
- Heritage.

PART 3 – JUSTIFICATION

SECTION A – NEED FOR THE PLANNING PROPOSAL

Q1. Is the planning proposal a result of any strategic study or report?

The planning proposal is a result of a detailed precinct study undertaken by Hassell Architects on behalf of AMP. The *AMP Circular Quay Precinct Master Plan Urban Design Report* prepared by Hassell is included as **Appendix A** to this Planning Proposal.

Hassell's analysis follows previous concepts for a major redevelopment of the Young & Loftus Street block, but which did not progress owing to the inability to unlock the site potential without significant environmental impacts such as increased shadowing of major public spaces and impacts upon Loftus Lane and the existing heritage items on site.

The Hassell report provides a thorough and sound basis upon which to progress the Planning Proposal. The report establishes a strategy as to how unrealised floor space on the Young and Loftus Street site can be 'unlocked' with minimal adverse environmental impacts, and demonstrable public benefits such as improved sunlight access to Macquarie Place, activation of the Precinct, and sensitive development adjoining heritage items.

A number of technical studies have also been undertaken by AMP to support the Planning Proposal. The key findings of these studies are described and discussed in detail in **SECTION C** of this Planning Proposal.

The individual studies submitted by AMP appear as the following appendices to this Planning Proposal:

- Appendix A: AMP Circular Quay Precinct Master Plan Urban Design Report (Hassell)
- Appendix B: Shadow and Sun Access Reports (Hassell)
- Appendix C: View Analysis Reports (Hassell)
- Appendix D: State Environmental Planning Policy 65 (SEPP 65) Statement (Hassell)
- Appendix E: Conservation Management Plans for 33 Alfred Street (AMP Building), 5-7 Young Street (Former Hinchcliff Wool Store) and 12-14 Loftus Street (the Gallipoli Club) (Urbis Heritage)
- Appendix F: Heritage Impact Statement AMP Circular Quay Precinct (Urbis Heritage)
- Appendix G: Floor Space Area (FSA) Preliminary Assessment (Urbis)
- Appendix H: Multidisciplinary Engineering Services, Planning Justification Report (ARUP)
- Appendix I: Wind Impact Assessment (Cermak Peterka Petersen)
- Appendix J: Assessment of Aboriginal and Historical Archaeological Potential (Artefact Heritage)
- Appendix K: AMP Precinct Transport Assessment (ARUP)
- Appendix L: Preliminary BCA Statement (Advance Building Approvals)
- Appendix O: Acid Sulfate Soils - Memorandum (ARUP)

Q2. Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

Without an amendment to the planning controls in SLEP2012, the proposed Master Plan Concept cannot be realised despite it having significant merit. Also, it is unlikely that the significant public benefits can be delivered in the absence of a whole of precinct planning approach as is embodied by the Master Plan Concept.

SLEP2012 effectively prohibits the Master Plan Concept because of how 'site area' is calculated and also because of the limit that the Royal Botanic Gardens sun access plane places on building height on 50 Bridge Street. Unless these controls are amended to accommodate the Master Plan Concept building envelopes, renewal of the Precinct will continue to be constrained.

The amendments sought by this planning proposal are limited to enabling the outcomes sought by the Master Plan Concept. The Planning Proposal does not seek an increase in the floor space ratio (FSR) control in SLEP2012 for the Precinct, therefore maintaining an 'FSR neutral' measurement across the Precinct.

Furthermore, the proposed built form and scale will not result in any additional overshadowing during prescribed control periods in SLEP2012.

SECTION B – RELATIONSHIP TO STRATEGIC PLANNING FRAMEWORK

Q3. Is the planning proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?

The Planning Proposal is consistent with the aims, objectives and provisions of the *Metropolitan Plan for Sydney 2036* which was released in December 2010 and supersedes the *Sydney Metropolitan Strategy 2005*. It is also consistent with the aims, objectives and provisions of draft *Sydney City Subregional Strategy*.

It is also consistent with the priorities for the Central Subregion identified in the recently released *draft Metropolitan Strategy for Sydney* in that it will:

- *enhance the role of the subregion as Sydney's global economic driver, including strengthening connections within the Global Sydney and Global Economic Corridor city shapers;*
- *recognise the importance of Sydney Harbour as an icon of Sydney that will continue to drive investment in and around the subregion;*
- *provide capacity for employment growth; and*
- *protect the CBD as Sydney's most significant concentration of global economic activities, including international business and financial head offices and legal companies.*

The proposed amendments to SLEP2012 will directly facilitate these priorities by 'unlocking' commercial office supply through the transfer of floor space from a constrained site to the adjacent block whereby it can physically support a higher density of development. At the same time it will strengthen the Precinct as a global corporate address.

Q4. Is the planning proposal consistent with Council's local strategy or other local strategic plan?

Sustainable Sydney 2030 (SS2030) outlines the City's vision for a 'green', 'global' and 'connected' City of Sydney and sets targets, objectives and actions to achieve that vision.

In summary the Planning Proposal is consistent with the broad SS2030 vision in that:

The concept is '**green**'. It will bring an existing building (50 Bridge Street) in line with contemporary ESD requirements. It will also provide the opportunity for best practice precinct-wide ESD strategies as part of the next phase of development.

The concept is '**global**'. It will make an important contribution to the economic role of Sydney by providing premium office accommodation at Circular Quay, the gateway to Sydney.

The concept is '**connected**'. The site is pivotal in terms of its central location adjacent to Circular Quay. The proposal will also facilitate significant improvements to the ground plane with improved pedestrian access, connectivity and amenity within and around the Precinct.

A detailed summary/assessment of the key directions of SS2030 is provided at **Appendix N**.

Q5. Is the planning proposal consistent with applicable State Environmental Planning Policies?

Table 2 below summarises the Planning Proposal's consistency with State Environmental Planning Policies (SEPPs) plus relevant deemed SEPPs. An assessment of the Planning Proposal against the key relevant SEPPs follows the table.

TABLE 2: CONSISTENCY WITH STATE ENVIRONMENTAL PLANNING POLICIES (SEPPS) AND APPLICABLE DEEMED SEPPS

| NO. | SEPP | CONSISTENCY OF PLANNING PROPOSAL |
|-----|--------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------|
| 1 | Development Standards | Not applicable |
| 4 | Development Without Consent and Miscellaneous Exempt and Complying Development | <p>Consistent</p> <p>The Planning Proposal does not contain provisions that contradict or would hinder application of this SEPP.</p> |
| 6 | Number of Storeys in a Building | <p>Consistent</p> <p>The Planning Proposal does not contain provisions that contradict or would hinder application of this SEPP.</p> |
| 14 | Coastal Wetlands | Not applicable |
| 15 | Rural Landsharing Communities | Not applicable |
| 19 | Bushland in Urban Areas | Not applicable |
| 21 | Caravan Parks | Not applicable |
| 22 | Shops and Commercial Premises | <p>Consistent</p> <p>The Planning Proposal does not contain provisions that contradict or would hinder application of this SEPP.</p> |
| 26 | Littoral Rainforests | Not applicable |
| 29 | Western Sydney Recreation Area | Not applicable |
| 30 | Intensive Agriculture | Not applicable |
| 32 | Urban Consolidation (Redevelopment of Urban Land) | <p>Consistent</p> <p>The Planning Proposal does not contain provisions that contradict or would hinder application of this SEPP.</p> |
| 33 | Hazardous and Offensive Development | Not applicable |
| 36 | Manufactured Home Estates | Not applicable |
| 39 | Spit Island Bird Habitat | Not applicable |
| 44 | Koala Habitat Protection | Not applicable |
| 47 | Moore Park Showground | Not applicable |
| 50 | Canal Estate Development | Not applicable |
| 52 | Farm Dams and other works in Land and Water Management Plan Areas | Not applicable |
| 53 | Transitional Provisions | Not applicable |

| NO. SEPP | CONSISTENCY OF PLANNING PROPOSAL |
|--------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------|
| 55 Remediation of Land | Consistent (refer to discussion following this table) |
| 59 Central Western Sydney Regional Open Space and Residential | Not applicable |
| 60 Exempt and Complying Development | <p>Consistent</p> <p>The Planning Proposal does not contain provisions that contradict or would hinder application of this SEPP.</p> |
| 62 Sustainable Aquaculture | Not applicable |
| 64 Advertising and Signage | <p>Consistent</p> <p>The Planning Proposal does not contain provisions that contradict or would hinder application of this SEPP.</p> |
| 65 Design Quality of Residential Flat Development | Consistent (see discussion following this table) |
| 70 Affordable Housing (Revised Schemes) | <p>Consistent</p> <p>The Proposal does not affect the schemes outlined in the SEPP, or propose any new schemes.</p> |
| 71 Coastal Protection | Not applicable |
| SEPP (Building Sustainability Index: BASIX) 2004 | <p>Consistent.</p> <p>The Planning Proposal does not contain provisions that contradict or would hinder application of this SEPP.</p> |
| SEPP (Housing for Seniors or People with a Disability) 2004 | <p>Consistent.</p> <p>The Planning Proposal does not contain provisions that contradict or would hinder application of this SEPP.</p> |
| SEPP (Major Development) 2005 | <p>Consistent</p> <p>The Planning Proposal does not contain provisions that contradict or would hinder application of this SEPP.</p> |
| SEPP (Sydney Region Growth Centres) 2006 | Not applicable |
| SEPP (Infrastructure) 2007 | Consistent (see discussion following this table) |
| SEPP (Kosciuszko National Park-Alpine Resorts) 2007 | Not applicable |
| SEPP (Mining, Petroleum Production and Extractive Industries) 2007 | Not applicable |
| SEPP (Temporary Structures) 2007 | <p>Consistent</p> <p>The Planning Proposal does not contain provisions that contradict or would hinder</p> |

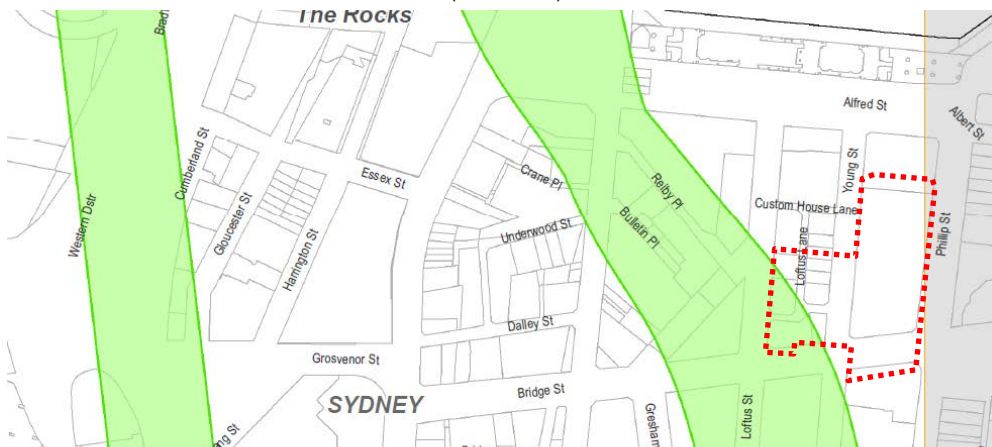
| NO. SEPP | CONSISTENCY OF PLANNING PROPOSAL |
|---------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------|
| | application of this SEPP. |
| SEPP (Exempt and Complying Development Codes) 2008 | <p>Consistent</p> <p>The Planning Proposal does not contain provisions that contradict or would hinder application of this SEPP.</p> |
| SEPP (Rural Lands) 2008 | Not applicable |
| SEPP (Western Sydney Parklands) 2009 | Not applicable |
| SEPP (Affordable Rental Housing) 2009 | Not applicable |
| State Environmental Planning Policy (Western Sydney Employment Area) 2009 | Not applicable |
| State Environmental Planning Policy (Kurnell Peninsula) 1989 | Not applicable |
| State Environmental Planning Policy (Penrith Lakes Scheme) 1989 | Not applicable |
| State Environmental Planning Policy (Urban Renewal) 2010 | Not applicable |
| State Environmental Planning Policy (SEPP 53 Transitional Provisions) 2011 | Not applicable |
| State Environmental Planning Policy (State and Regional Development) 2011 | Not applicable |
| State Environmental Planning Policy (Sydney Drinking Water Catchment) 2011 | Not applicable |
| <p>Applicable Regional Environmental Plans (Deemed SEPPs)</p> | |
| <p><i>Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005 (SREP Sydney Harbour Catchment) is relevant to this Planning Proposal.</i></p> | <p>Consistent (see discussion following this table)</p> |

Detailed discussion of key applicable SEPPs

State Environmental Planning Policy (Infrastructure) 2007

A small portion of the precinct (south-west corner), as illustrated in **Figure 2** below, is identified as being part of an *Interim Rail Corridor* pursuant to *Clause 88* of SEPP (Infrastructure) 2007.

FIGURE 2 – SEPP INFRASTRUCTURE 2007 (EXTRACT): INTERIM RAIL CORRIDOR CBD RAIL LINK & CBD METRO.



(Source: Extract from Map 6 – SEPP Infrastructure 2007)

The purpose of the provision is to provide for future rail corridors, noting that there is no committed transport project at this time or in the medium term.

The site is affected by the area marked “Zoned B”, which applies to development where it involves the penetration of ground to a depth of at least 2m below ground level (existing), or has a capital investment value of more than \$200,000 and involves the erection of a structure that is 10 or more metres high or an increase in the height of a structure so that it is more than 10m.

ARUP have state Section 2.1.5 *Future Metro Tunnel* of the *Multi-disciplinary Engineering Services Report* in **Appendix H** to this Planning Proposal that it is unlikely that the proposed redevelopment will impose any significant engineering challenge to the development of the future rail corridor. Notwithstanding this however, concurrence from Rail Corp will be required for future development applications that impact on this interim rail corridor.

State Environmental Planning Policy 55 – Remediation of Land

When carrying out planning functions under the *Environmental Planning & Assessment Act 1979* (including undertaking LEP amendments), SEPP 55 requires that a planning authority must consider the potential that a previous land use has contamination of the site as well as the potential to health or the environment from that contamination.

A Phase 1 Contamination Assessment of the Precinct has been undertaken by ARUP in order to address the provisions of the SEPP and is included in **Appendix H** to this Planning Proposal.

The Phase 1 Contamination Assessment identifies some areas of potential environmental concern, specifically associated with previous fuel storage and refuelling activities associated with diesel storage tanks. Accordingly, ARUP recommend that prior to any redevelopment of the AMP Precinct, there will be a requirement to undertake sampling and testing across the site. AMP will undertake a Detailed Environmental Site Assessment (DESA) in accordance with the NSW EPA Contaminated Sites guidelines, certifying that the site is suitable (or will be suitable, after remediation) for the proposed use prior to lodgement of a Stage 1 development application.

It is noted that the results of the site historical search indicate that no land use listed on Appendix 1 Schedule of Potentially Contaminating Activities of the *Sydney Contaminated Land DCP 2004* are likely to have been undertaken on the Precinct.

State Environmental Planning Policy 65 – Design Quality of Residential Flat Development

State Environmental Planning Policy 65 – Design Quality of Residential Flat Buildings requires a development that includes residential flat buildings, to consider the economic, environmental, cultural and social benefits of the design. The intent is to achieve design quality across all residential flat buildings across the State.

In response to SEPP 65, Hassell have prepared a SEPP 65 Statement on behalf of AMP. The Statement relates to the following sites within the Young and Loftus Street block which have been nominated as being capable of accommodating residential uses:

- 2-10 Loftus Street;
- 20 Loftus Street; and
- 9-17 Young Street.

The SEPP 65 Statement acknowledges that the incorporation of potential residential uses within the Young and Loftus Street block will adhere with the 10 design principles as stated under *Part 2 Design quality principles* of SEPP 65.

Hassell’s assessment of the Master Plan Concept against the SEPP 65 principles is included at **Appendix D**.

SREP – Sydney Harbour Catchment

Under *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005* (SREP Sydney Harbour Catchment), the Precinct, whilst located within the *Sydney Harbour Catchment Boundary*, is not located within the *Foreshores and Waterways Area Boundary*.

The future redevelopment of the Precinct will take place in accordance with the key planning principles applicable to land within the Sydney Harbour Catchment, as stated under Clause 13 *Sydney Harbour Catchment* of the SREP.

Q6. Is the planning proposal consistent with applicable Ministerial Directions (s117 directions)?

An assessment of the Planning Proposal has been undertaken in respect to the relevant s117 directions as follows:

TABLE 3 – SUMMARY OF RELEVANT SECTION 117 DIRECTIONS

| DIRECTION | | COMMENTS | CONSISTENCY |
|--------------------------------------|---------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------|
| 1. Employment & Resources | 1.1 Business & Industrial Zones | The Planning Proposal will protect employment land within an existing business area and will not reduce but increase the total potential floor space area for employment uses and related activities. | Y |
| 2. Environment & Heritage | 2.3 Heritage Conservation | <p>The objective of this direction is to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance.</p> <p>An intended outcome of the Planning Proposal is to enable development that responds sympathetically to the heritage characteristics of the Precinct.</p> <p>The Planning Proposal does not contain provisions that contradict or would hinder application of this direction.</p> | Y |

| DIRECTION | | COMMENTS | CONSISTENCY |
|-----------------------------------------------------------|-------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 3. Housing, Infrastructure & Urban Development | 3.4 Integrating Land Use & Transport | The site is optimally located in terms of access to existing public transport - with major rail, bus and ferry services within close walking distance, as well as the future light rail. | Y |
| | 3.5 Development near Licensed Aerodromes | <p>The Planning Proposal proposes an exception to the Royal Botanic Gardens sun access plane to allow an encroachment of a building through the sun access plane. This would also encroach the Obstacle Limitation Surface (OLS) and therefore the Planning Proposal is regarded to be in the vicinity of a license aerodrome. Therefore this Section 117 direction applies.</p> <p>Clause 4(d) of this Section 117 direction requires that a council must obtain permission from the Department of the Commonwealth, or their delegate prior to undertaking community consultation in satisfaction of section 57 of the EP&A Act.</p> <p>An inconsistency with this term of the Section 117 direction can be justified in accordance with Clause 7(d) of the Section 117 direction. The provisions of the Planning Proposal that are inconsistent are considered to be of minor significance.</p> <p>This is because current height controls in SLEP2012 and existing tower development in Central Sydney (several of which are in close proximity to the Precinct) already significantly encroach the OLS. Therefore the OLS is already largely encroached in this area and the draft LEP height controls are likely to have a minor cumulative impact to the OLS.</p> | An inconsistency with this direction is justified in accordance with Clause 7(d) of the Section 117 direction because the provisions of the Planning Proposal that are inconsistent are considered to be of minor significance. |
| 4. Hazard and Risk | 4.1 Acid Sulfate Soils | <p>The site is located within a Class 2 Acid Sulfate Soils (ASS) zone and is therefore on land with high risk of ASS.</p> <p>Any potential impact from ASS is likely to be manageable with the implementation of an ASS management plan. ASS is a potential construction related issue only and when managed appropriately would not impact upon the operation of the Precinct.</p> | Y |
| 5. Regional Planning | 5.1 Implementation of Regional Strategies | The Planning Proposal is consistent with key strategic directions including the Metropolitan Strategy, the draft Sydney Subregional Strategy and the recently released draft Metropolitan Strategy for Sydney, primarily in that it will support the | Y |

| DIRECTION | | COMMENTS | CONSISTENCY |
|---------------------------------|---------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------|
| | | <p>development of Central Sydney as a Global City.</p> <p>The Planning Proposal is consistent with the aims, objectives and provisions of the Metropolitan Strategy (as supported by the draft Sydney Subregional Strategy) in that it will:</p> <ul style="list-style-type: none"> reinforce the global competitiveness of Sydney through the provision of high quality office accommodation; contribute to ensuring adequate capacity for office developments to meet future demand; and improve the quality of the built environment | |
| 6. Local Plan Making | 6.1 Approval and Referral Requirements | The Planning Proposal does not include concurrence, consultation or referral provisions or identify any developments as designated development. | Y |
| | 6.2 Reserving Land for Public Purposes | The Planning Proposal does not contain any land reserved for a public purpose, and no requests have been made by a Minister or public authority to reserve such land | Y |
| | 6.3 Site Specific Provisions | The proposal does not introduce unnecessarily restrictive site specific control. The Planning Proposal in fact introduces provisions that will provide greater flexibility in order to achieve better development outcomes. | Y |
| 7. Metropolitan Planning | 7.1 Implementation of Metropolitan Strategy | The Planning Proposal is consistent with the aims, objectives and provisions of the Metropolitan Strategy and draft Metropolitan Strategy for Sydney for the reasons outlined in 5.1 in this table. | Y |

SECTION C – ENVIRONMENTAL, SOCIAL AND ECONOMIC IMPACT

Q7. Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

The subject site is located in an existing business precinct in a built up area of Central Sydney. The Planning Proposal does not apply to land that has been identified as containing critical habitat or threatened species, populations or ecological communities, or their habitats.

Q8. Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

Overview of Environmental Impacts

It is unlikely that the proposed amendments to SLEP2012 will result in development creating any environmental effects that cannot already be controlled.

As it is envisaged that future development will be contemporary commercial/mixed use, existing policies, regulations and standards are already in place to ensure environmental impacts are mitigated during the construction phase and eventual use of the development.

Further to this, the Planning Proposal will enable development that will have negligible impact on solar access to key public spaces such as the Macquarie Place and First Government House Place. Although there will be some additional overshadowing to the Royal Botanic Gardens outside of the SLEP2012 control time of 2pm on 21 June, a reduction in development density on the Young and Loftus Street block will provide a substantial improvement in sunlight access to Macquarie Place. This is because the proposed building envelopes in the Master Plan Concept for the Young & Loftus Street block will be below that permitted under the existing controls in SLEP2012, promoting a built form that is sensitive to the site and its surrounding context

Therefore, rather than negative environmental effects, the Planning Proposal presents an opportunity for the development of a scheme that can enhance the existing urban amenity within and around the subject site.

The key environmental considerations arising from the Planning Proposal are discussed in further detail below:

Wind Impacts

Managing the wind environment in and around the site is critical to creating a pedestrian friendly and high amenity environment. Cermak Peterka Petersen Pty. Ltd (CPP) has undertaken a Preliminary Wind Impact Assessment in respect to the proposed AMP Circular Quay Precinct development. The assessment is at **Appendix I**.

Due to the location and orientation of the proposed changes to the Precinct, the proposed development is not expected to significantly change the existing wind environment around the site. The pedestrian level wind conditions around the site are expected to remain suitable for use as a public access way with public locations around the building expected to meet the 'Lawson' and the SDCP 2012 16 m/s walking criteria.

While the preliminary analysis indicates that wind conditions will not be significantly altered by the proposed development, it is proposed that detailed wind tunnel modelling be undertaken at the Stage1 DA process. This will involve modelling of the existing conditions as well as the proposed development.

AMP capital is also undertaking further localised monitoring of the current wind environment in order to gather as much baseline data as possible prior to progressing the design of the project. It is expected that this wind monitoring will be finalised prior to the public exhibition of the Planning Proposal.

Sun Light Access

The protection of sunlight access to defined public spaces within Central Sydney is a crucial and well established planning outcome engrained in current and previous local environmental plans for the City. SLEP2012 includes provisions that aim to protect sun access during specified times of greatest potential usage (i.e. primarily during lunchtime hours) for the following important public spaces that are in close proximity to the Precinct:

- The Royal Botanic Gardens;
- Macquarie Place; and
- First Government House Place.

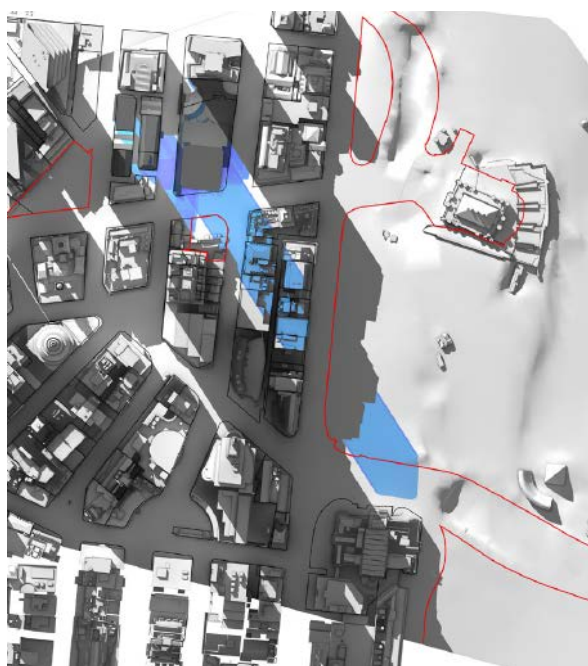
The ability to develop the Precinct, particularly the Young and Loftus Street block, to its full floor space potential is currently constrained by provisions in SLEP2012 that effectively place limits on building height to protect sun access to the above public places. The Master Plan Concept is founded on the principle that by moving the floor space (and resulting built form) to a less sensitive location, that sunlight access to important public places will be protected, while at the same time releasing unrealised floor space. Moreover, the current Master Plan Concept introduces the potential to improve sunlight access, particularly Macquarie Place. A detailed shadowing and sun access analysis has been undertaken by Hassell and is included at **Appendix C**.

A discussion of the key sun light access impacts to the three protected public places near the Precinct is provided below.

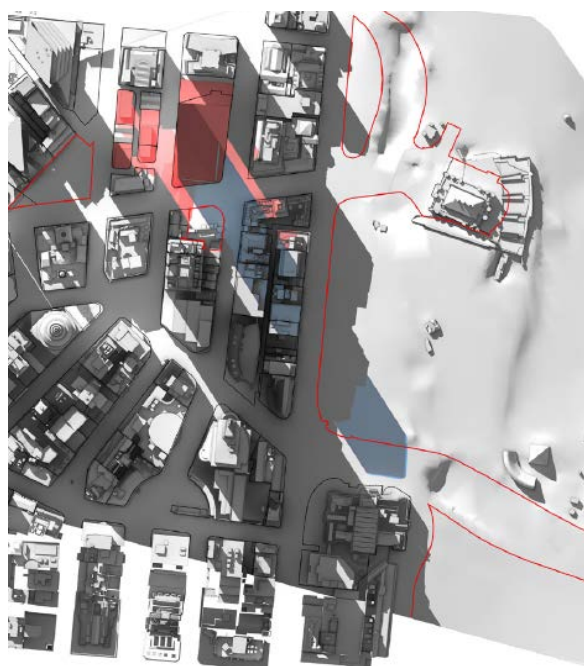
Royal Botanic Gardens

As discussed earlier in this Planning Proposal, the sun access plane control for the Royal Botanic Gardens in SLEP2012 protects sun access at 2pm at the winter solstice (21 June). Owing to the form and scale of the existing tower at 50 Bridge Street, there is already a shadow cast at 2pm on 21 June into the Royal Botanic Gardens. Therefore as illustrated through the below shadow analysis in **Figure 3**, it can be seen that it is possible to add additional built form to the existing tower in such a manner without creating any additional shadow at the control time.

FIGURE 3 – OVERSHADOWING TO ROYAL BOTANIC GARDENS AT CONTROL TIME OF 2PM 21 JUNE. (SOURCE: HASSELL, 2012)



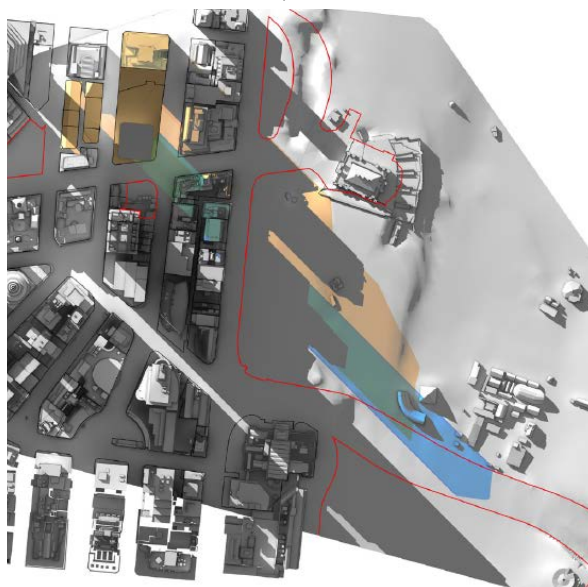
EXISTING SHADOWS CAST AT THE CONTROL TIME (BLUE BEING SHADOW OF 50 BRIDGE STREET TOWER)



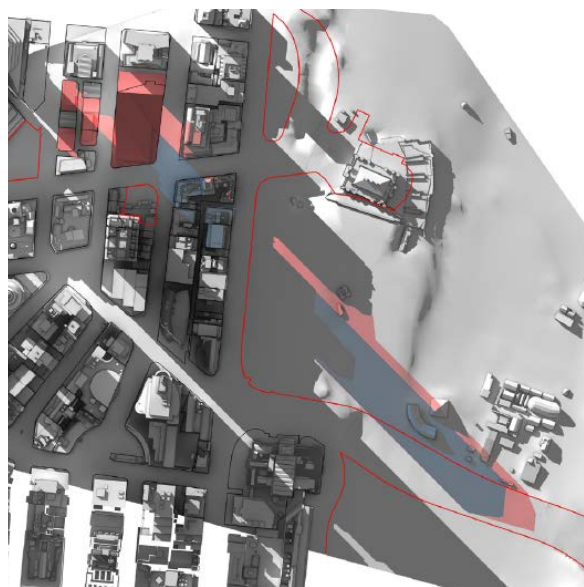
PROPOSED SHADOW WITH EXTENSION TO BRIDGE STREET TOWER (IN RED). NO ADDITIONAL SHADOW CAST AT CONTROL TIME

In addition, the below illustrations indicate shadow impacts at 3:00pm on 21 June, which of note is outside of the control time period.

FIGURE 4 – OVERSHADOWING TO ROYAL BOTANIC GARDENS OUTSIDE OF THE CONTROL TIME AT 3PM 21 JUNE. (SOURCE: HASSELL, 2012)



MODELLING OF SHADOWS CAST BY EXISTING BUILDINGS AND SLEP2012 COMPLIANT ENVELOPES AT 3PM 21 JUNE.



MODELLING OF SHADOWS CAST BY PROPOSED MASTER PLAN CONCEPT ('RED') AT 3PM 21 JUNE.

While a tower extension would cast additional shadow at 3pm during the winter solstice, the modelling indicates that the extent of this impact is minor when compared to a shadow that may be cast by a building envelope that complies with existing controls in SLEP2012 that determine building height.

It is noted that there will be some minor overshadowing to the Royal Botanic Gardens on dates before and after the 21 June for short periods before 2pm. The period of additional overshadowing is smallest in mid-winter, and at its greatest duration the period of overshadowing is approximately 15 mins. This additional overshadowing is acceptable as it is largely compensated by an increase in sun access to Macquarie Place resulting from a reduction in the built form within the Young and Loftus Street block, as discussed below. Further to this, the other benefits that will arise from the realisation of the Master Plan Concept provide further basis to allow an exception to the sun access plane control. In the specific circumstances of this case, an exception to the sun access plane control is justified.

Macquarie Place

The reduction in the scale of the 2-10 Loftus Street building form will provide an increase in morning sunlight access to Macquarie Place in mid-winter, as indicated through the images provided in **Figure 5** below.

FIGURE 5 – LOWERED BUILDING FORM FOR 2-10 LOFTUS STREET (SOURCE: HASSELL, 2012)



EXISTING VIEW TOWARDS YOUNG AND LOFTUS BLOCK FROM MACQUARIE PLACE.

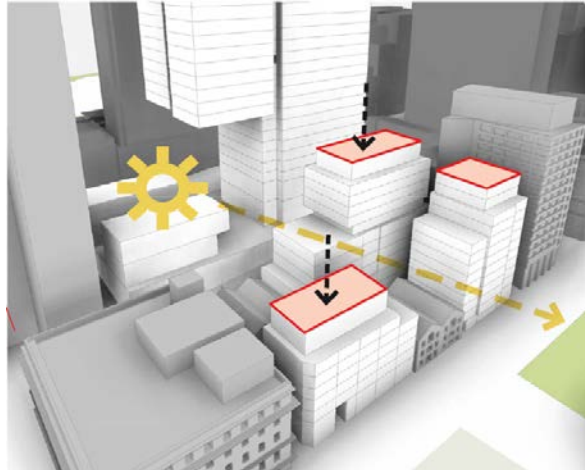
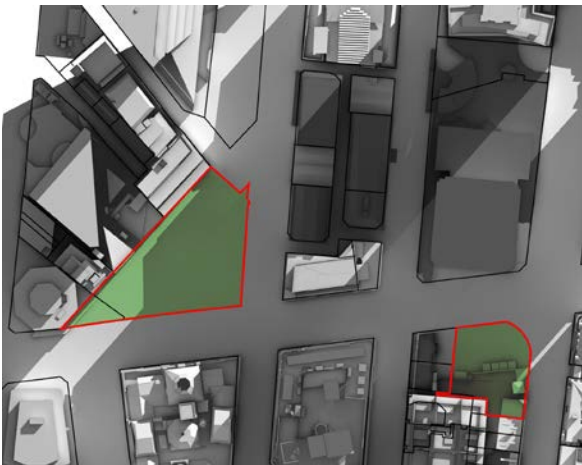
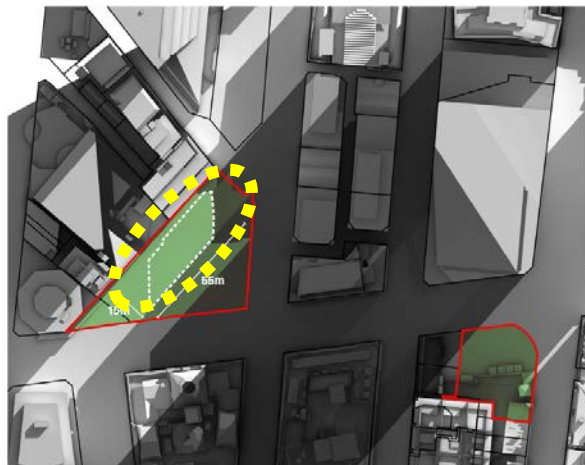


ILLUSTRATION FROM MASTER PLAN CONCEPT SHOWING A LOWERED BUILDING FORM TO 2-10 LOFTUS STREET



EXISTING SHADOW IMPACTS OVER MACQUARIE PLACE AT 9:00AM IN MID WINTER.



PROPOSED SHADOW OVER MACQUARIE PLACE AT 9:00AM IN MID WINTER. IMPROVED SUNLIGHT AREAS CIRCLED 'YELLOW'.



EXISTING SHADOW IMPACTS OVER MACQUARIE PLACE AT 10:00AM IN MID WINTER (CONTROL TIME).



PROPOSED SHADOW OVER MACQUARIE PLACE AT 10:00AM IN MID WINTER (CONTROL TIME). IMPROVED SUNLIGHT AREAS CIRCLED 'YELLOW'.

As illustrated through the above shadow analysis diagrams for Macquarie Place, the built form and massing envisaged by the Concept Master Plan across the Young and Loftus Street block will improve the existing levels of sun access to the key public space area by way of providing:

- 420m² of additional sun access to Macquarie Place at 10am in mid-winter (control time); and
- 680m² of additional sun access to Macquarie Place at 9am in mid-winter.

First Government House Place

The Master Plan Concept for the Precinct will prevent additional overshadowing across First Government House Place (FGHP) at the control time (which is 12pm to 2pm, between 14 April and 31 August) by limiting the scale of development on the Young & Loftus block and ensuring that the shadow from the extension to the Bridge Street building sits within the shadow of the existing tower.

The proposed Master Plan Concept will achieve compliance with Clause 6.19(1) of the SLEP 2012 by not allowing any additional overshadowing between the prescribed hours as defined by Clause 6.19(2):

A development causes additional overshadowing if the total overshadowing of the relevant location during the specified times is greater after the development is carried out than the overshadowing of that location during the specified times caused by buildings existing as at 1 January 2010.

The building envelope would cast a very small additional amount of shadow on the eastern edge of FGHP for up to a period of four minutes (from 12:00pm to 12.04pm on 21 June at worst case). This would however be compensated by a reduced amount of existing shadow as a result of a reduction in the scale of the existing building at 15-17 Young Street. Overall, the proposed scheme is therefore seen to continue to achieve compliance with Clause 6.19(1) of the SLEP in that the total amount of overshadowing over that existing is not increased.

This is further explained by **Figure 6** and **Figure 7** below:

FIGURE 6 – FIRST GOVERNMENT HOUSE PLACE: SHADOW ANALYSIS – WORST CASE – 21 JUNE @12.00PM. (SOURCE: HASSELL, 2012)

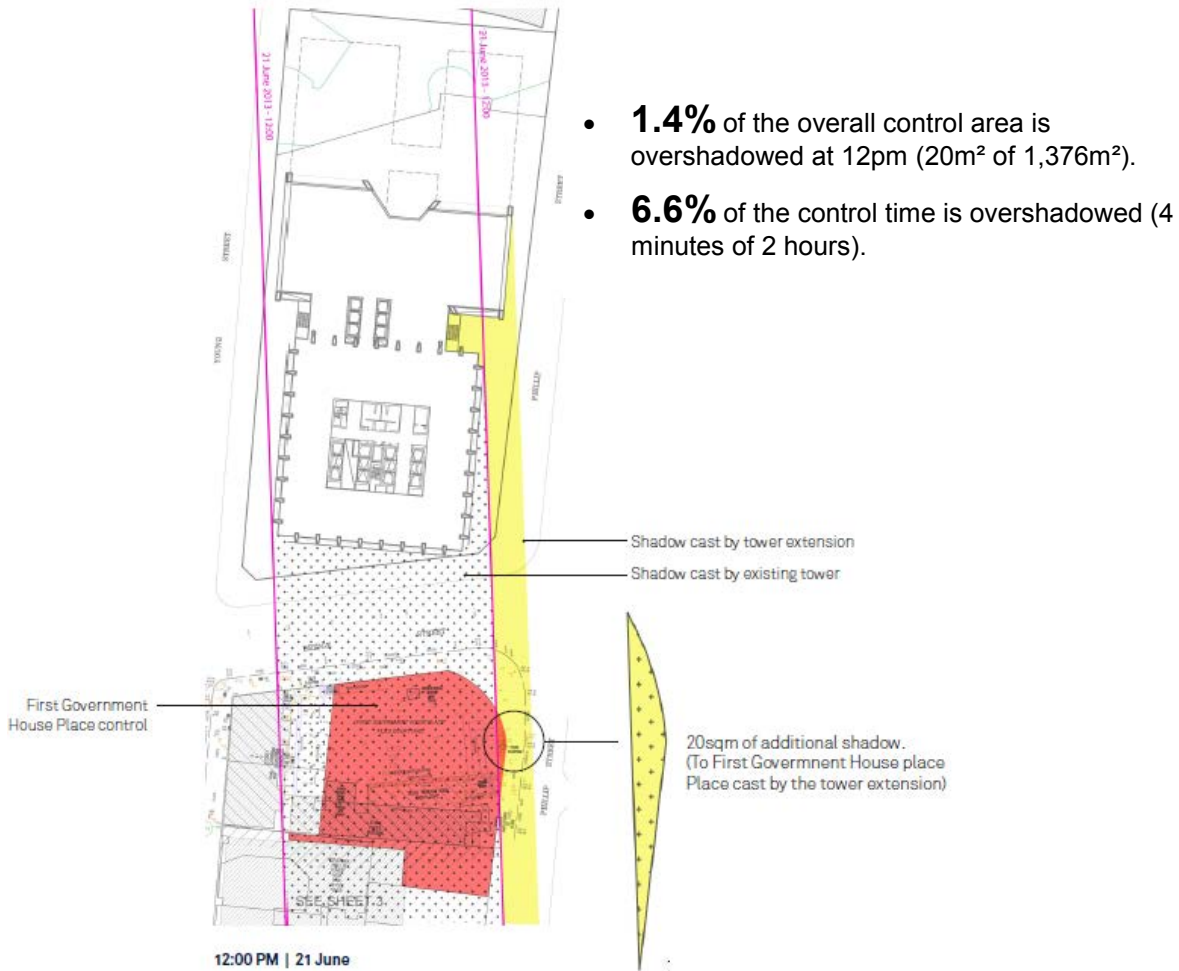


Figure 6 above illustrates that the proposed tower extension casts a very minor shadow impact on the eastern edge of FGHP until 12.04pm, at which time there is no additional shadow cast.

FIGURE 7 – SHADOW ANALYSIS AT 2PM 21 JUNE INDICATING REDUCED SHADOWING CREATED BY A REDUCTION IN SCALE OF THE EXISTING BUILDING AT 15-17 YOUNG STREET. (SOURCE: HASSELL, 2012)



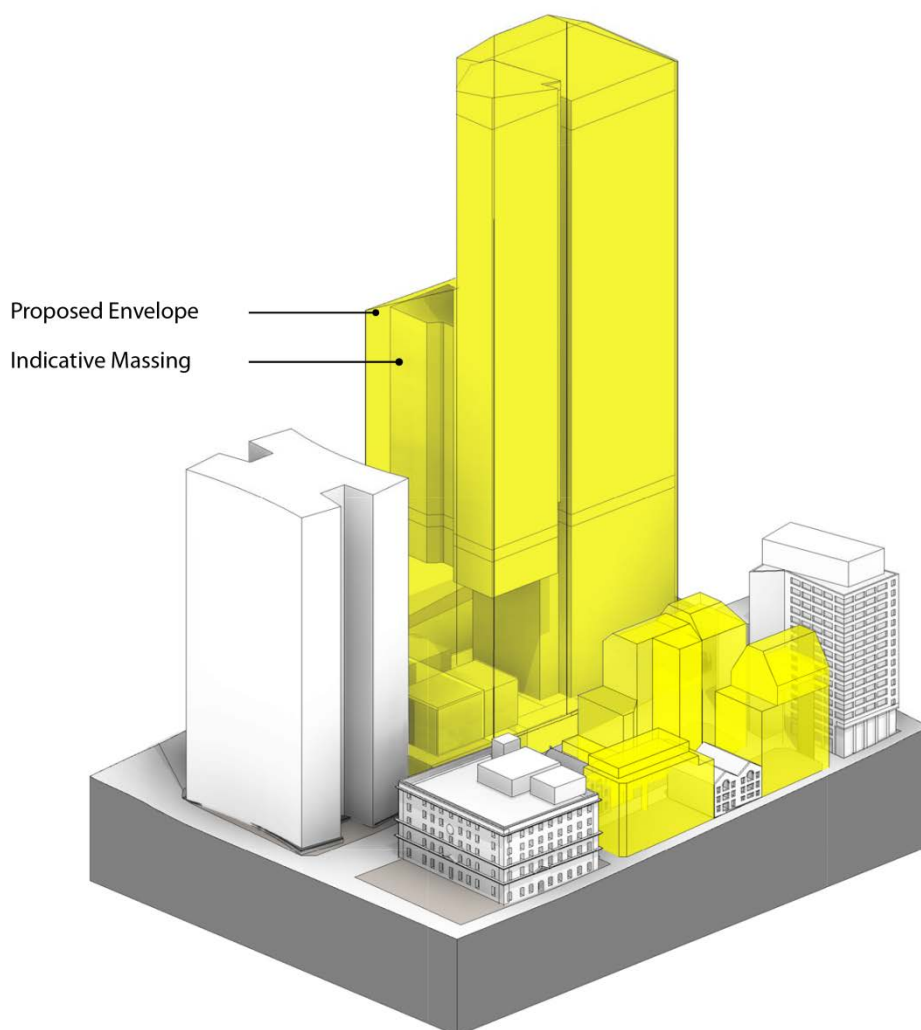
Notwithstanding the above, in net terms (as defined by the SLEP2012), the proposed Master Plan Concept will not cause additional overshadowing of FGHP and therefore deemed to be consistent with the SLEP2012 requirements.

Visual Analysis

View analysis reports have been prepared by Hassell (**refer to Appendix C**) in order to assess any potential visual impact of the Master Plan Concept from key public locations around the city and from neighbouring properties.

The view analysis has been based on the proposed built form *envelope* and the *indicative* massing contained within the envelope as illustrated in **Figure 8** below. Hassell’s view analysis incorporates the built form envelopes for the 50 Bridge Street tower extension and the Young and Loftus Street buildings, however the future built form massing will be subject to a competitive design process and refined during the detailed development application phase.

FIGURE 8 – AMP CIRCULAR QUAY PRECINCT: PROPOSED BUILT FORM ENVELOPE (SHOWN TRANSPARENT) AND INDICATIVE MASSING (SHOWN SOLID). (SOURCE: HASSELL, 2013)



Key Public Views

The Visual Analysis considered the views from the following key public locations and vantage points around the City as referenced in **Figure 9** below. They include:

- Mrs Macquarie’s Chair (A)
- Olympic Drive Kirribilli (B)
- Sydney Harbour Bridge (C)
- Observatory Hill (D)
- Opera House Steps (E)
- Overseas Passenger Terminal (F)
- Corner of George and Bridge Streets (G)

FIGURE 9 – AMP CIRCULAR QUAY PRECINCT: PUBLIC VIEWS LOCATION MAP. (SOURCE: HASSELL, 2013)



The above locations are selected for the purposes of undertaking a visual analysis, given the prominence of unobstructed view corridors towards the Precinct from these locations.

The following locations are highlighted due to their contextual significance in relation to the AMP Circular Quay Precinct and key surrounding landmarks.

Olympic Drive Kirribilli (B)

As illustrated through **Figures 10** and **11** below, the proposed building envelope for the 50 Bridge Street tower extension is consistent with the built form scale and character of the CBD skyline.

FIGURE 10 – VIEW FROM OLYMPIC DRIVE KIRRIBILLI: EXISTING VIEW (SOURCE: HASSELL, 2013)



FIGURE 11 – VIEW FROM OLYMPIC DRIVE KIRRIBILLI: PROPOSED VIEW (SOURCE: HASSELL, 2013)



Sydney Harbour Bridge (C)

The scale of the Master Plan Concept for the Precinct, when viewed from the Sydney Harbour Bridge (looking east), as illustrated in **Figures 12 and 13**, appears to present a minor impact on the views toward CBD skyline.

FIGURE 12 – VIEW FROM SYDNEY HARBOUR BRIDGE: EXISTING VIEW (SOURCE: HASSELL, 2013)



FIGURE 13 – VIEW FROM SYDNEY HARBOUR BRIDGE: PROPOSED VIEW (SOURCE: HASSELL, 2013)



Opera House Steps (E)

When viewed from the Opera House steps, as illustrated in **Figures 14 and 15**, the proposed building envelope for 50 Bridge Street generally sits within the form of the existing AMP Centre tower. The addition to the bulk does not adversely impact on any significant views of the CBD skyline.

FIGURE 14 – VIEW FROM OPERA HOUSE STEPS: EXISTING VIEW (SOURCE: HASSELL, 2013)



FIGURE 15 – VIEW FROM OPERA HOUSE STEPS: PROPOSED VIEW (SOURCE: HASSELL, 2013)



Overseas Passenger Terminal (F)

The proposed building envelope and indicative massing, when viewed from the Overseas Passenger Terminal, appears to have minor impact on the existing views towards the CBD skyline as illustrated in **Figures 16** and **17** below.

FIGURE 16 – VIEW FROM OVERSEAS PASSANGER TERMINAL: EXISTING VIEW (SOURCE HASSELL, 2013)



FIGURE 17 – VIEW FROM OVERSEAS PASSANGER TERMINAL: PROPOSED VIEW (SOURCE HASSELL, 2013)



Corner of George and Bridge Streets (looking east) (G)

This view (**Figure 18**) illustrates the underlying variance between the proposed building envelope and the indicative massing relating to the Bridge and Alfred Street block.

FIGURE18 – CORNER OF GEORGE AND BRIDGE STREETS (L-R) EXISTING AND PROPOSED. (SOURCE: HASSELL, 2013)



Following the above assessment, the Visual Analysis Report prepared by Hassell concludes that:

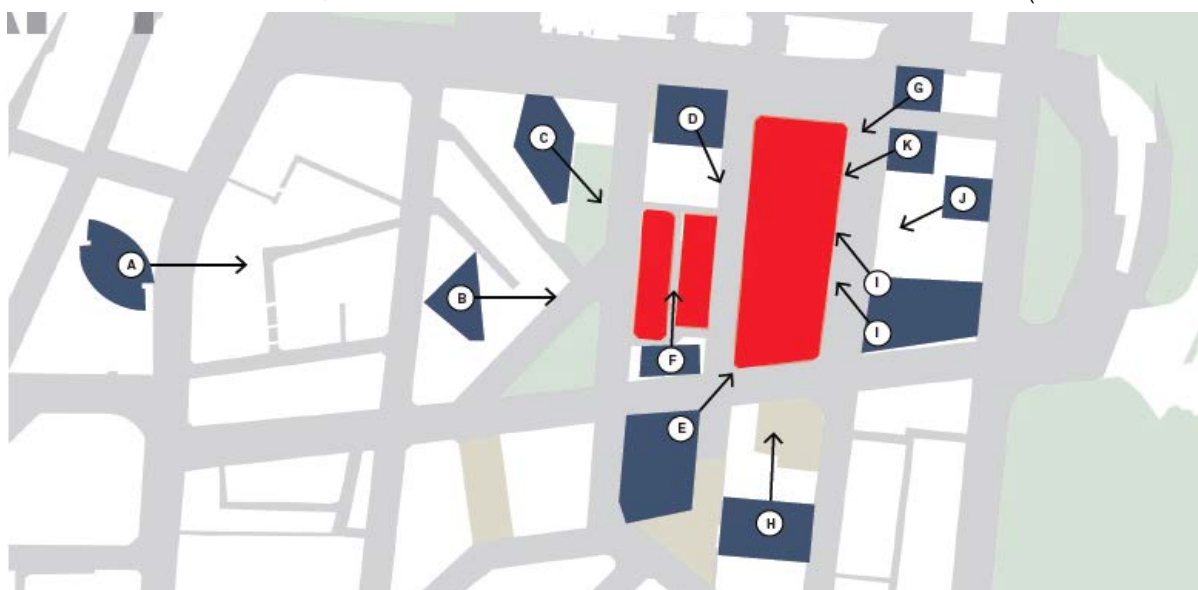
- the proposed building envelopes and massing have negligible visual impact on key public views;
- the Bridge Street tower extension compliments views of the CBD skyline and emphasises the eastern ridge of taller buildings along the Macquarie Street and Phillip Street edge; and
- the lower Young and Loftus Street block massing emphasises views through the Loftus Street 'valley' and reveals views of the valley floor and the historic sandstone building along Bridge Street.

Key Private Views

In addition to the above visual assessment of the proposed built form envelope and indicative massing on key public views around the City, Hassell’s Visual Analysis Report considers the impact of views from the following neighbouring property locations, as referenced in **Figure 19** below:

- Grosvenor Place (A)
- Sydney Harbour Marriott Hotel (B)
- Gateway (C)
- Customs House Forecourt (D)
- Department of Education Building (E)
- Bridgeport Apartments (F)
- Quay Apartments (G)
- Governor Phillip Tower (H)
- Intercontinental Hotel (I)
- Sir Stamford at Circular Quay House (J)
- Police of Justice Museum(K)

FIGURE 19 – AMP CIRCULAR QUAY PRECINCT: NEIGHBOURING PROPERTY VIEW LOCATION MAP. (SOURCE: HASSELL, 2013)

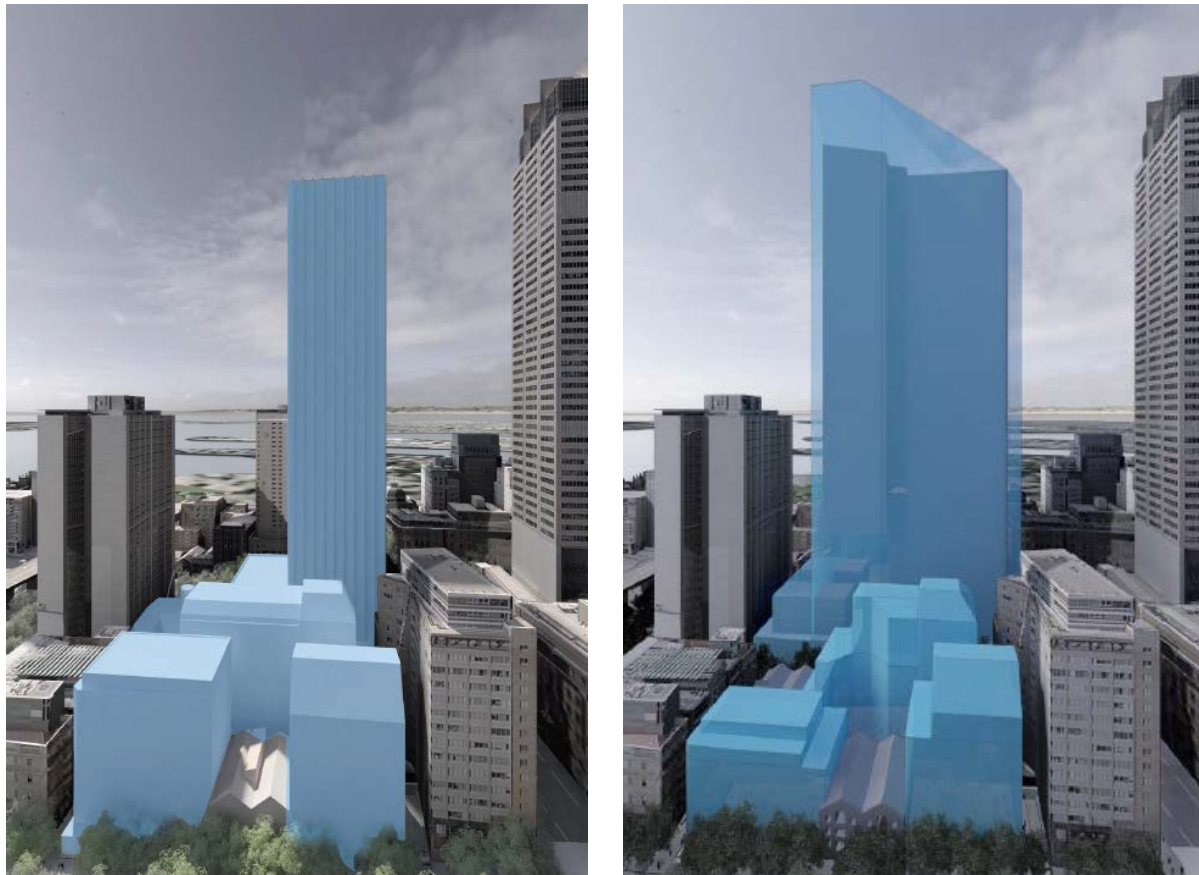


A summary of the key visual impact findings from the Sydney Harbour Marriott Hotel, Bridgeport Apartments, Governor Phillip Tower and the Intercontinental Hotel are highlighted given their vicinity to the Precinct.

Sydney Harbour Marriott Hotel (B)

As shown in **Figure 20** below, the view looking east towards the Precinct, from the Sydney Harbour Marriott Hotel, shows some harbour view loss.

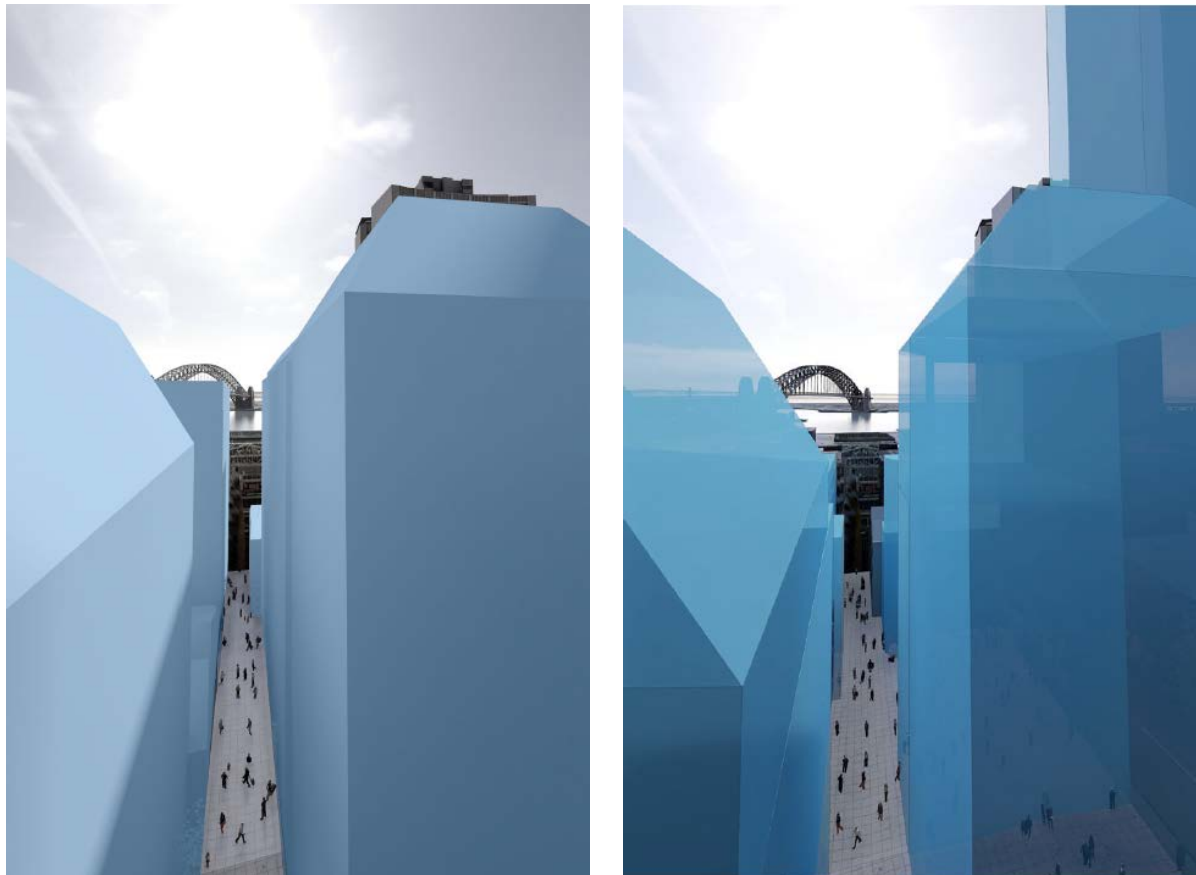
FIGURE 20 – VIEW FROM SYDNEY HARBOUR MARRIOTT HOTEL (L-R): EXISTING AND PROPOSED (SOURCE: HASSELL, 2013)



Bridgeport Apartments (F)

Looking north along Loftus Lane, as illustrated through **Figure 21** below, the proposed redevelopment of the Young and Loftus Street block will preserve views from the Bridgeport Apartments to the harbour.

FIGURE 21 – VIEW FROM BRIDGEPORT APARTMENTS (L-R): EXISTING AND PROPOSED. (SOURCE: HASSELL, 2013)

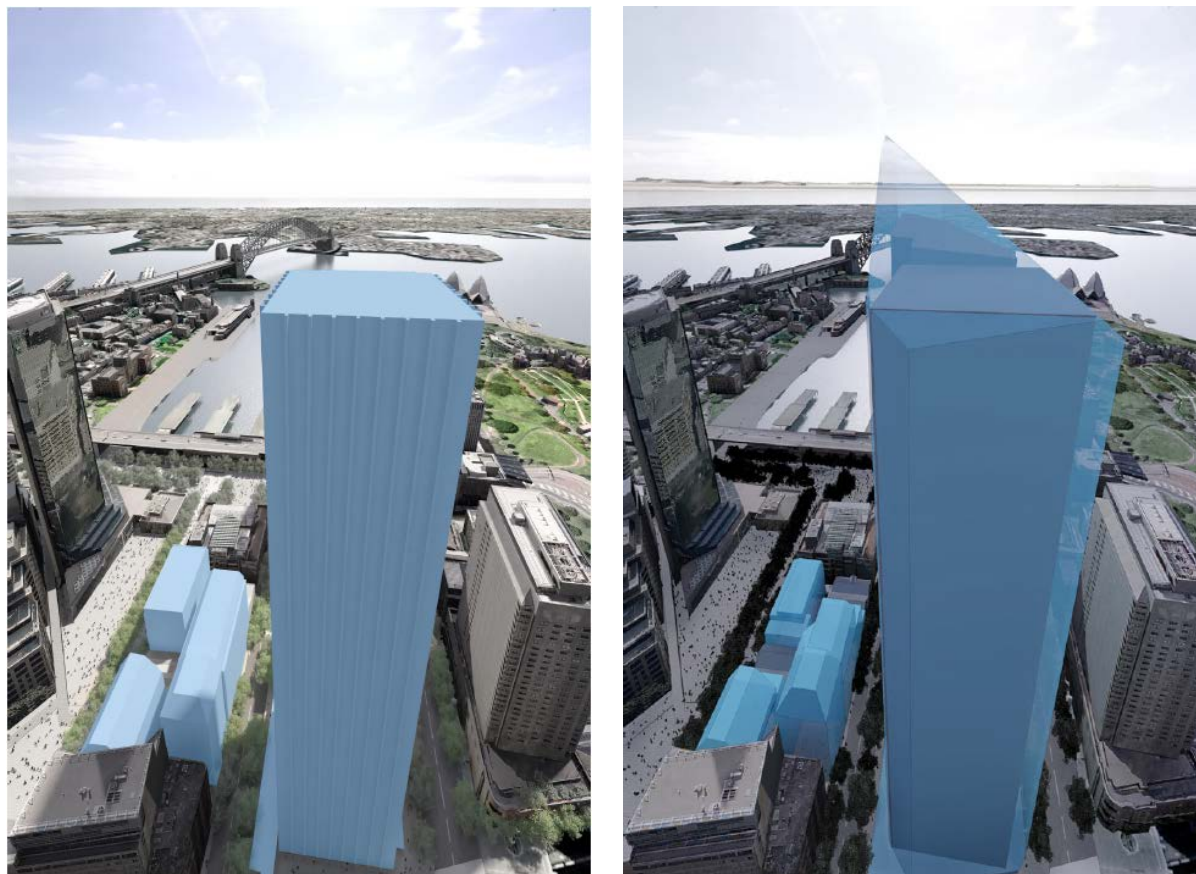


Governor Phillip Tower (H)

There will be view loss of the Sydney Harbour Bridge, although this may be moderated through the massing of the tower extension. It is noted that the final massing and articulation of the tower extension will be subject to an international design competition at the detailed development application phase.

Notwithstanding the above, views of the the Sydney Opera House and the greater harbour will be generally maintained as illustrated in **Figure 22** below.

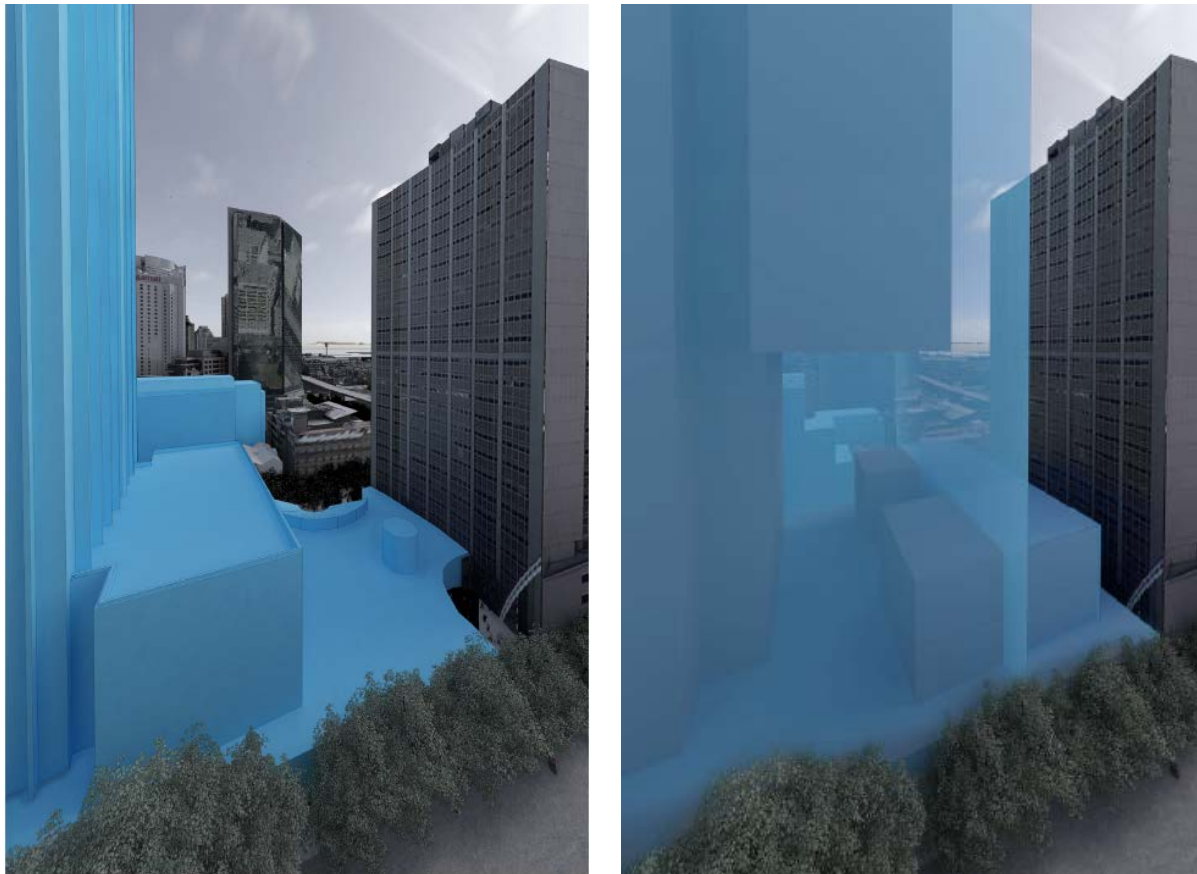
FIGURE 22 – VIEW FROM GOVERNOR PHILLIP TOWER (L-R): EXISTING AND PROPOSED. (SOURCE: HASSELL, 2013)



InterContinental Sydney (I)

Figure 23 shows that the views from the InterContinental Sydney, looking west, will be impeded at higher levels. Views looking west from the ‘lower levels’ will be less impeded if the tower extension to 50 Bridge Street is cantilevered. Landmark views from the InterContinental Hotel towards the Sydney Harbour Bridge will not be affected.

FIGURE 23 – VIEW FROM INTERCONTINENTAL SYDNEY (L-R): EXISTING AND PROPOSED. (SOURCE: HASSELL, 2013)



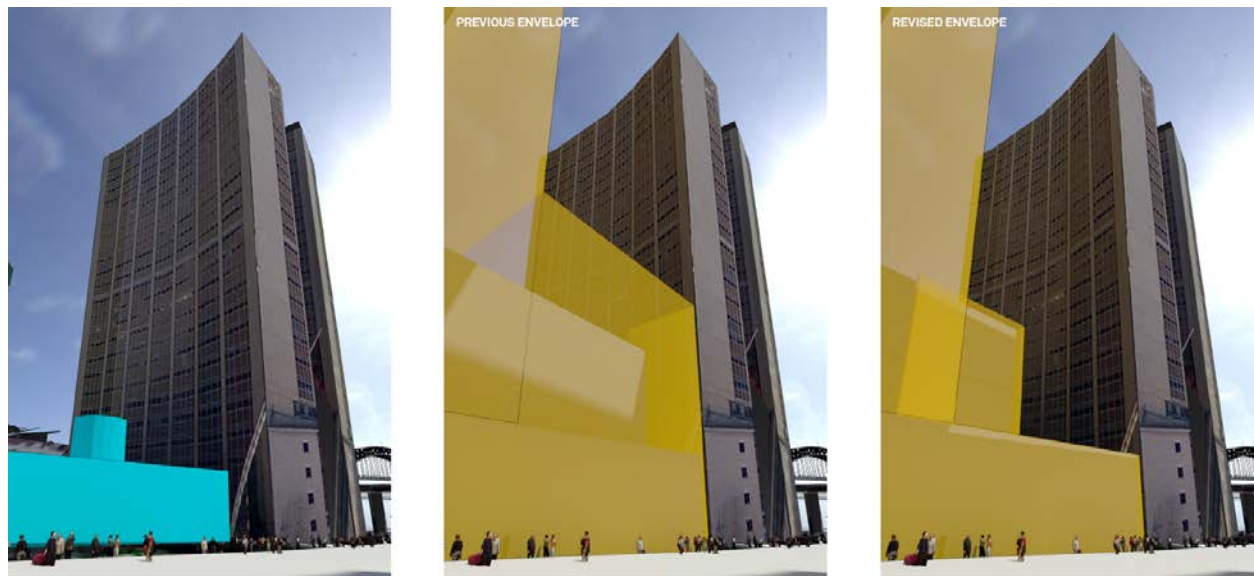
Following the above assessment of views from neighbouring properties, the Visual Analysis Report prepared by Hassell concludes that:

- The proposed building envelopes and massing have negligible impact to views from neighbouring properties, and
- The iconic views of Sydney Harbour, the Opera House and the Sydney Harbour Bridge are generally maintained from neighbouring properties.

Street Level Views

AMP has undertaken an analysis of street level view impacts to the 33 Alfred Street building curtilage. This analysis also forms part of **Appendix C** to this Planning Proposal. The extract of the analysis in Figure 24 below shows that there will be some view loss resulting from the proposed Bridge and Alfred Street building envelope (i.e. the envelope shown in the picture on the right hand side). However, the impacts may be mitigated by revised massing resulting from a competitive design process and further refinement during the detailed development application phase. It is noted that the middle picture in **Figure 24** shows an earlier envelope proposed by AMP, which was subsequently revised by AMP to minimise impacts.

FIGURE 24 – VIEW FROM PHILIP STREET (L-M-R): EXISTING, EARLIER AND PROPOSED. (SOURCE: HASSELL, 2013)



Acoustic Privacy

A preliminary Noise Impact Assessment of the proposed Master Plan Concept has been undertaken by ARUP and is included in **Appendix H**.

The Noise Impact Assessment concludes by noting that given the background noise levels are likely to be met for residential buildings, whereby the criterion is more stringent than for commercial buildings, the *impact of environmental noise to the development is likely to be insignificant* (ARUP, 2012).

BCA Assessment

A preliminary BCA assessment has been undertaken and concludes:

- The proposed development concepts are capable of achieving compliance with the BCA.
- The proposed extension to 50 Bridge Street will create a unified building thereby requiring some upgrade works to be undertaken.

Refer to **Appendix L** for the preliminary BCA statement.

Q9. Has the planning proposal adequately addressed any social and economic effects?

The Planning Proposal will provide an opportunity for the redevelopment of an important precinct within the CBD in a commercially viable and environmentally sustainable manner. The key positive economic effects being that the Planning Proposal will enable the rejuvenation of a tired precinct which will enable the recycling of an existing building and generate significant employment opportunities, thus reinforcing the Precinct as a global address and destination.

The key social benefit that will result from the Planning Proposal is that it will both facilitate the redevelopment of the Precinct, while also preserving and celebrating its heritage - primarily through the retention, conservation and ongoing management of heritage items located within the Precinct.

The social implications of the Planning Proposal are addressed under the areas of heritage and public domain as follows.

Heritage and Archaeology

The Master Plan Concept has been informed by three key heritage components. They include;

- an aboriginal and historical archaeological assessment of the Precinct;
- Conservation Management Plans prepared for 33 Alfred Street, Hinchcliff House and the Gallipoli Club; and
- a Heritage Impact Statement (HIS) which assesses the potential impacts of the proposed redevelopment on the surrounding area.

Below is a summary of the key findings and recommendations of the above Heritage investigations.

Aboriginal and Historical Archaeology

Artefact Heritage has undertaken an assessment of the aboriginal and historical archaeological potential of the subject site. This report is included as **Appendix J** and shown in **Figure 25**.

Key findings of the assessment are:

- Following European settlement the subject site was part of the First Government House gardens until c1845.
- From c1850, it was extensively developed with commercial/warehouse buildings. From c1960, most of the site has been subject to major disturbance through the construction of multi-storey buildings with basements.
- There is no potential for either Aboriginal or historical archaeological resources across the majority of the subject site, due to major subsurface disturbance during the latter half of the 20th century. However, a portion of the site is assessed to be of moderate archaeological potential, including the sites of Hinchcliff House and the Gallipoli Club, and the land occupied by Loftus Lane and Customs House Lane.
- Hinchcliff House and the Gallipoli Club are extant 19th century buildings which could potentially preserve earlier deep subsurface features such as wells or privies beneath them. The adjacent laneways have existed on their current alignments since.
- It is possible that original soil deposits could exist below the current bitumen surfaces of the lanes, and these could potentially include rare evidence for former Aboriginal occupation in the Sydney CBD, and the First Government House gardens. Evidence related to First Government House may be of national heritage significance. Evidence for 19th century activities or earlier pavements may also exist beneath the lanes.

Artefact recommend that if future development is proposed within areas that have been assessed to be of moderate archaeological potential, it is recommended that an Aboriginal Archaeological Impact Assessment and a Historical Archaeological Impact Assessment and Research Design are prepared for the affected area(s). These would provide recommendations to investigate and manage the potential archaeological resource, including whether archaeological monitoring or test excavation would be appropriate.

In this case, only a section of Loftus Lane (south of the Bennelong SWC) is proposed to be excavated for basement car parking and access, with Hinchcliff House, the Gallipoli Club sites as well as Customs House Place all remaining intact.

AMP propose to undertake additional investigations prior to the lodgement of a Stage 1 development application.

FIGURE 25 – ASSESSMENT OF ARCHAEOLOGICAL POTENTIAL. (SOURCE: ARTEFACT HERITAGE, 2012).



Conservation and Management of the Heritage Items within the Precinct

The following draft Conservation Management Plans (CMPs) have been prepared by Urbis (Heritage) for the existing heritage items located within the Precinct:

- Urbis 2012, *Draft Conservation Management Plan, AMP Building / 33 Alfred Street, Circular Quay, Sydney*;
- Urbis 2012, *Draft Conservation Management Plan, The Former Hinchcliff Wool Store, 5-7 Young Street, Sydney, Sydney*; and
- Urbis 2012, *Draft Conservation Management Plan, Gallipoli Club, 12-14 Loftus Street, Sydney, Sydney*.

Each of the above draft CMPs has been prepared to manage the heritage significance of the existing heritage items located within the Precinct. The purpose of the CMP(s) is to guide the conservation and management of the heritage item in perpetuity and to assist property owners in the management and maintenance and new works to the site. The draft CMP’s provide an analysis of why the site is significant, policies on how to retain its heritage significance, and conservation strategies to ensure its long term viability. Each draft CMP is to be reviewed and updated in 10 years. A copy of the *draft* CMPs is provided at **Appendix E**.

On the whole, the draft CMPs submitted are comprehensive and establish a suitable management framework. It is noted however, that each CMP has been submitted in draft form and are subject to further review by the City of Sydney prior to the lodgement of a stage 1 development application.

Heritage Impact Statement

Urbis Heritage has prepared a Heritage Impact Statement (HIS) which explains the site's capability to realise the proposed future redevelopment of the AMP Circular Quay Precinct in relation to heritage impacts. This report is included at **Appendix F**.

The submitted HIS highlights the following in relation to the Master Plan Concept for the Precinct:

- the proposed Master Plan Concept appropriately responds to the heritage significance within and around the Precinct;
- the proposed concept Master Plan retains the existing heritage items and enhances their setting through considered redevelopment of the precinct massing and activation of streetscapes and laneways;
- the proposed demolition of the 1980's style commercial buildings of secondary quality in the Young and Loftus Street block, and the proposed redevelopment with a reduced scale and density, will improve the setting of the lower scaled heritage items (Gallipoli Club and Hinchcliff) as well as important items in the vicinity such as Customs House;
- the proposed activation of Loftus Lane and other streetscape improvements and connectivity throughout the Precinct will enhance the setting, access to and interpretation of the heritage items;
- the heritage listed AMP building (33 Alfred Street) will retain its landmark status in views from Circular Quay, and the proposed extension of 50 Bridge Street will form part of the back-drop of extant multi-storeyed commercial development;
- in conjunction with the concept plan, AMP Capital has committed to the upgrade of the heritage buildings in accordance with Draft Conservation Management Plans; and
- the proposed Master Plan Concept has satisfactorily addressed the potential for the redevelopment of the AMP Circular Quay Precinct to impact on surrounding heritage listed sites.
- Detailed Heritage Impact Statements will be prepared to support each subsequent development application at the latter stage in the development process.

Section D – State and Commonwealth Interests

Q10. Is there adequate public infrastructure for the planning proposal?

A number of preliminary technical studies have been prepared to inform the suitability of the site for future development in accordance with the Master Plan Concept. These preliminary studies are included as appendices to this planning proposal and are briefly summarised as follows.

Transport and access

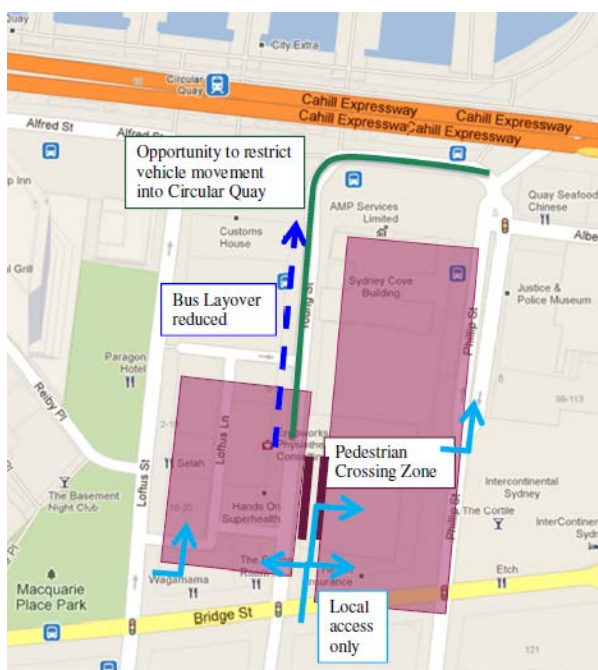
ARUP has undertaken an assessment of the transport implications of the Master Plan Concept. This report is included as **Appendix K**. The report provides a preliminary assessment of site access and parking rates, as well as public transport, walking and cycling opportunities.

A key opportunity of the Master Plan Concept is to minimise the impact of vehicle movements on the public domain. To facilitate this, a preferred access strategy (refer **Figure 26**) has been developed by AMP for the Precinct that:

- consolidates the number of vehicle access locations by while maintaining existing bus and pedestrian movement through the precinct by:
 - a single point of entry to the Young and Loftus Street block, which removes three existing vehicle entrance points off Loftus Lane; and

- establishing a basement connection between the 50 Bridge Street basement and 33 Alfred Street, allowing cars to enter at the south end of Young Street and leave via Phillip Street.
- potentially restricts the vehicle movements around the northern leg of Young and Alfred Street to buses and taxis, strengthening its pedestrian use.
- improves the pedestrian and visual connection between the two street blocks by relocating some of the existing bus layovers on Young Street; and
- rationalising the loading facilities which are currently unsatisfactory, requiring trucks to reverse into the loading bay from the street.

FIGURE 26 – AMP CIRCULAR QUAY PRECINCT: PRELIMINARY ACCESS STRATEGY. (SOURCE: ARUP, 2012)



This Planning Proposal does not propose amendments to the parking rates in SLEP2012. Consideration of appropriate parking rates for the Precinct will occur at development application stage. The rates should be in line with Council requirements and should take into consideration the proximity of the Precinct to public transport and existing car parking within the Precinct.

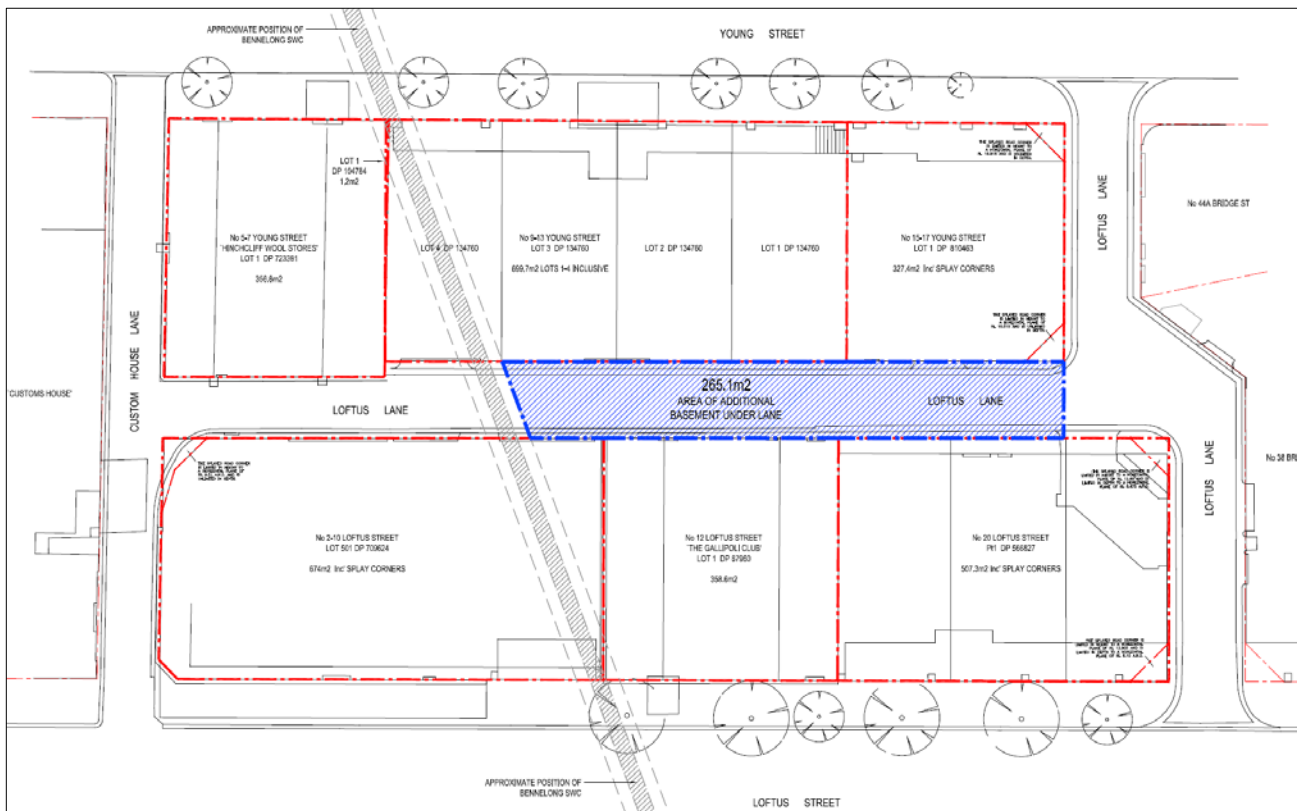
Subject to further analysis to be conducted prior to the submission of a development application for the Precinct, the traffic impacts arising from the proposed redevelopment are acceptable and can be appropriately managed.

Sub Terrain Stratum of Loftus Lane

In order to fully realise the Master Plan Concept AMP is seeking consent from Council for a 99 year lease for a sub stratum under Loftus Lane which will provide for a shared basement car park within the Young and Loftus Street block.

The extent of the area to be acquired is illustrated (marked blue) in **Figure 27** below.

FIGURE 27 – YOUNG AND LOFTUS STREET BLOCK: STRATUM ACQUISITION OF LOFTUS LANE (SOURCE: URBIS, 2012)



The ability to acquire access to the sub-terrain of Loftus Lane forms an important element in the Master Plan vision for the site. Acquisition of the land will enable:

- an underground connection between the various properties within the Young & Loftus Block, allowing for
- a shared basement car parking arrangement, maximising efficiency of design in what is a very constrained environment;
- the constraints created by two existing heritage buildings and the Bennelong sewer which bisects the site, to be dealt with so as to achieve an efficient basement design layout;
- the opportunity to reduce the number of vehicle access locations within the Precinct to a single point of access. This approach would allow the removal of three existing vehicle access points off Loftus Lane; and
- the opportunity to close the north-south leg of Loftus Lane to vehicle access allowing for pedestrian use only.

Geotechnical Considerations

A preliminary geotechnical investigation of the precinct has been undertaken by ARUP and forms part of **Appendix H**. The primary consideration from a geotechnical perspective relates to the excavation of the Young and Loftus Street Block - having regard to the retention of the two heritage items (Hinchcliff House and the Gallipoli Club) as well as the Bennelong Sewer that bisects the site.

The preliminary report does not identify any geotechnical constraint that would prevent development in accordance with the Master Plan Concept subject to further design and engineering detail.

Contamination

A Phase 1 Assessment has been undertaken by ARUP consultants for AMP, and is included in **Appendix H**. ARUP recommend that prior to any redevelopment of the AMP Precinct, there will be a need to undertake future sampling and testing across the site. AMP will also need to prepare a Detailed Environmental Site

Assessment (DESA) to accompany a stage 1 development application. The DESA will need to certify that the site is, or will be, suitable for the proposed use. The results of the site historical search indicate no land use listed on Appendix 1 Schedule of Potentially Contaminating Activities of the *Sydney Contaminated Land DCP 2004* are likely to have been undertaken within the AMP Precinct.

Acid Sulfate Soils (ASS)

While the site exists on land with high risk of ASS, the Planning Proposal does not require an intensification of land use on the site and any potential impact from ASS is likely to be manageable with the implementation of an ASS management plan if required. ASS is a potential construction related issue only and when managed appropriately would not impact upon the operation of the Precinct. AMP Capital have provided the City with a memorandum prepared by ARUP pertaining to the status of Acid Sulfate Soils across the Precinct. This memorandum is at **Appendix O**.

Utilities

ARUP has undertaken a preliminary review of existing services available to the Precinct. This report forms part of **Appendix H**. The report confirms that the services available in terms of electricity, communications, water services and gas supply and identifies the need for possible augmentation.

Q11. What are the views of state and Commonwealth public authorities consulted in accordance with the Gateway determination?

The Gateway determination will advise the full list of public authorities that will need to be consulted with as part of the Planning Proposal process. It is requested that public authority consultation be undertaken concurrently with community consultation.

It is proposed that the following authorities be consulted regarding the Proposal:

- Office of Environment and Heritage;
- Transport for NSW;
- Royal Botanic Gardens and Domain Trust;
- NSW Department of Planning and Infrastructure;
- Sydney Harbour Foreshore Authority;
- Infrastructure New South Wales;
- Sydney Airport Corporation Limited; and
- Sydney Water.

PART 4 – MAPPING

Site identification, zoning and details of key development standards are provided in the introduction to this Planning Proposal.

The Planning Proposal does not require any changes to, or new, maps in SLEP2012, as the site area is preferred to be defined by the legal description of the land parcels that comprise the Precinct. This is described in **Table 4** below.

TABLE 4 – LAND PARCELS COMPRISING THE SITE AREA OF THE PRECINCT

| SITE ADDRESS | LEGAL DESCRIPTION |
|--------------|-------------------|
|--------------|-------------------|

| SITE ADDRESS | LEGAL DESCRIPTION |
|--------------------|-------------------------------|
| 50 Bridge Street | Lot 2 DP1073376 |
| 33 Alfred Street | Lot 1 DP1073376 |
| 5-7 Young Street | Lot 1 DP104784, Pt 1 DP723381 |
| 9-13 Young Street | Lot 1,2,3,4 DP1374760 |
| 15-17 Young Street | Lot 1 DP810463 |
| 2-10 Loftus Street | Lot 501 DP709624 |
| 12 Loftus Street | Lot 1 DP87960 |
| 20 Loftus Street | Lot 1 DP134861 |

PART 5 – COMMUNITY CONSULTATION

Public consultation will take place in accordance with the Gateway determination made by the Minister for Planning, in accordance with Sections 56 and 57 of the EP&A Act.

It is proposed that, at a minimum, this involves the notification of the public exhibition of the Planning Proposal:

- on the City of Sydney website;
- in newspapers that circulate widely in the City of Sydney local government area; and
- in writing to the owners; the adjoining and nearby landowners; relevant community groups; and the surrounding community in the immediate vicinity of the site

It is requested that the Planning Proposal be publicly exhibited for a period of 28 days to coincide with the exhibition of an accompanying draft DCP amendment and draft voluntary Planning Agreement.

PART 6 – PROJECT TIMELINE

| MILESTONE | TIMEFRAME AND/OR DATE |
|-------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------|
| Anticipated Commencement Date | Date of Gateway determination |
| Anticipated timeframe for the completion of required technical information | Not applicable. Technical analyses have already been commissioned by AMP to support the Planning Proposal. |
| Timeframe for government agency consultation (pre and post exhibition as required by Gateway determination) | As specified in Gateway determination. Anticipated timeframe is 21 days and to run concurrently with public exhibition period. |
| Commencement and completion dates for public exhibition period | Dates are dependent on date of Gateway determination. Anticipated timeframe for public exhibition is 28 days |

| | |
|--------------------------------------------------------------------------|------------------------------|
| Dates for public hearing (if required) | Not applicable at this stage |
| Timeframe for consideration of submissions | 11 weeks |
| Timeframe for consideration of a proposal post exhibition | 6 weeks |
| Date of submission to the Department to finalise the LEP | December 2013 |
| Anticipated date the Council will make the plan if delegated | February 2014 |
| Anticipated date Council will forward to the department for notification | Not applicable |

APPENDICES

- Appendix A: AMP Circular Quay Precinct Master Plan Urban Design Report (Hassell)**
- Appendix B: Shadow and Sun Access Report & Addendum (Hassell)**
- Appendix C: View Analysis Reports (Hassell)**
- Appendix D: State Environmental Planning Policy 65 (SEPP 65) Statement (Hassell)**
- Appendix E: Draft Conservation Management Plans for 33 Alfred Street (AMP Building), 5-7 Young Street (Former Hinchcliff Wool Store) and 12-14 Loftus Street (the Gallipoli Club) (Urbis Heritage)**
- Appendix F: Heritage Impact Statement AMP Circular Quay Precinct (Urbis Heritage)**
- Appendix G: Floor Space Area (FSA) Preliminary Assessment (Urbis)**
- Appendix H: Multidisciplinary Engineering Services, Planning Justification Report (ARUP)**
- Appendix I: Wind Impact Assessment (Cermak Peterka Petersen)**
- Appendix J: Assessment of Aboriginal and Historical Archaeological Potential (Artefact Heritage)**
- Appendix K: AMP Precinct Transport Assessment (ARUP)**
- Appendix L: Preliminary BCA Statement (Advance Building Approvals)**
- Appendix M: *draft Sydney Development Control Plan 2013 – AMP Circular Quay Precinct***
- Appendix N: Compliance with *Sustainable Sydney 2030* (SS2030)**
- Appendix O: Acid Sulfate Soils - Memorandum from ARUP**
- Appendix P: City of Sydney Competitive Design Policy - Draft Amendment**

APPENDICES

Note: Due to their size, the appendices to Attachment D have not been reprinted in the Agenda Paper.

Currently the sixteen appendices to Attachment D (ie, Appendices A to P) are available for public view on the City's website at:

<http://www.cityofsydney.nsw.gov.au/development/planning-controls/draft-plans-and-current-studies/amp-circular-quay-precinct>