

# **Attachment F**

**Planning Report  
Queen Victoria Building**

# **PLANNING REPORT**

## **THE QUEEN VICTORIA BUILDING 429-481 GEORGE STREET, SYDNEY**

6 AUGUST 2019  
SH1371  
FINAL  
PREPARED FOR CITY OF SYDNEY

**URBIS**

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# EXECUTIVE SUMMARY

This Planning Report supports an application seeking endorsement of the Conservation Management Plan – The Queen Victoria Building (QVB) and the Award of Heritage Floor Space (HFS) by the City of Sydney to the QVB at 429-481 George Street, Sydney.

The subject site is listed on the State Heritage Register and is also listed in Schedule 5 of the *Sydney Local Environment Plan 2012* (SLEP 2012) as an item of State heritage significance. The significance of the site has been assessed in the CMP, which states that the QVB is an outstanding example of the grand retail buildings from the Victorian-Federation era in Australia, which has no known equal in Australia in its architectural style, scale, level of detailing and craftsmanship.

In accordance with the relevant controls outlined in the SLEP 2012 and *Sydney Development Control Plan 2012*, the application seeks an HFS award of 21,238.80sqm for the QVB site.

The application also details the total gross floor area (GFA) and height of the conserved heritage building on the site to enable the placing of a restrictive covenant on the Certificate of Title to limit future development in accordance with Council's HFS planning controls. The GFA of the heritage buildings has been calculated in consultation with Council staff.

The Heritage GFA of the QVB, as conserved, is 17,614sqm. The height of the spire of the QVB, as conserved, is RL80.45m, corresponding to existing ground levels.

Approval of this application and the award of HFS to the QVB will contribute to the supply of HFS needed by new development in Central Sydney. It will also provide the City of Sydney with a new opportunity to access additional funding to continue its core conservation and heritage interpretation works, which are in the public interest.

# 1. INTRODUCTION

## 1.1. OVERVIEW

This Planning Report has been prepared on behalf of the City of Sydney in conjunction with the Conservation Management Plan – The Queen Victoria Building (CMP), also prepared by Urbis Pty Ltd (refer **Appendix A**), for the Queen Victoria Building (QVB) at 455 George Street, Sydney (subject site). These documents support an application seeking:

- Approval of the CMP dated August 2019; and
- Award of heritage floor space (HFS) for the QVB based on the conservation works that have taken place over the last 30 years.

In accordance with Clause 6.10(2) 'Creation of heritage floor space' of the *Sydney Local Environmental Plan 2012* (SLEP 2012), Council may award heritage floor space in respect of a person if the following provisions are met:

- (a) the person is the owner or the nominee of the owner of a building that is a heritage item shown marked "\*" in Schedule 5 (a heritage building), and*
- (b) the heritage building is on land in Zone B8 Metropolitan Centre, and*
- (c) conservation works have been carried out on the heritage building and have been completed in accordance with a heritage conservation management plan approved for the building by the consent authority, and*
- (d) a covenant is registered that prevents development that increases the total gross floor area of all buildings on the site on which the heritage building is located or that increases the height of the heritage building, and*
- (e) an amount of heritage floor space has not been recorded in the previous 25 years (under this clause or under a similar scheme in force before the commencement of this Plan) in respect of the heritage building, and*
- (f) no other building has utilised floor space that was available to it only because, at the time the floor space was utilised, the building was on a site that included the heritage building or that included part of the site occupied by the heritage building.*

The QVB is listed as Heritage Item I1783\* (Queen Victoria Building including interiors) in Schedule 5 of the SLEP 2012 and is also located in the B8 Metropolitan Centre Zone. Whilst the relevant planning instruments and policies, including the SLEP 2012, are addressed in more detail in **Section 4**, the QVB satisfies the requirements and is eligible to be awarded HSF.

## 1.2. REPORT STRUCTURE

The details of the application are set out in this Planning Report:

- **Section 1** sets out the purpose of the report.
- **Section 2** provides an overview of the site, including the location, existing development and overview of previous development consents.
- **Section 3** summarises the conservation practice at the QVB, including a summary of the Conservation Management Plan, conservation works completed, and ongoing conservation, maintenance and interpretation works.
- **Section 4** summarises the statutory planning context applying to the application.
- **Section 5** details the HSF award being sought.
- **Section 6** includes an assessment of the application.



### 1.3. DA DOCUMENTATION

This Planning Report forms part of a suite of documents that are submitted in support of the DA and which have been prepared by a range of technical specialist consultants. This report should be read in conjunction with the documentation listed in **Table 1**.

Table 1 – DA Documentation

<b>Report</b>	<b>Consultant</b>	<b>Appendix</b>
Conservation Management Plan	Urbis	<b>Appendix A</b>
Survey Plan	Craig & Rhodes	<b>Appendix B</b>
Heritage Asset Interpretation Plan	Urbis	<b>Appendix C</b>
Gross Floor Area Plans	Craig & Rhodes	<b>Appendix D</b>
Certification of Conservation Works	Urbis	<b>Appendix E</b>
Certificate of Currency	Marsh and McLennan	<b>Appendix F</b>
Conditions Assessment	Mott Macdonald	<b>Appendix G</b>

## 2. SUBJECT SITE

### 2.1. SUBJECT SITE

The QVB is located at 429-481 George Street, Sydney and is legally described as Lot 1 DP 811077. The site is located on the western side of George Street and comprises the entire city block bound by Market Street to the north, Druiit Street to the south and York Street to the west (refer **Figure 1**). The site is irregular in shape and has frontages to George Street of 158.7m, Market Street of 22.96m, York Street of 176m and Druiit Street of 30m, refer to Survey Plan at **Appendix B**. The total site area is 1.14ha.

Figure 1 – Site Plan



Source: Urbis

### 2.2. EXISTING DEVELOPMENT

The building occupies the boundaries of the entire site area. An underground car park was built during the major work in the 1980s and occupies an area under York Street, roughly in line with the boundary of York, Market and Druiit Streets. The building is linked by underground tunnels to Town Hall Railway Station and the nearby Myer Department store. The internal pedestrian routes, particularly the ground and underground links, form primary pedestrian routes in the city, contributing to the building's important public character.

A detailed description of the development at the site is provided at Section 3 of the CMP (refer **Appendix A**).

The QVB in its current form comprises a combination of various modified internal spaces and commercial activities within an elaborate historic external envelope. At the basement level, is a pedestrian link from Town Hall Station in the south to the Myers Department Store in the north. This through link provides a variety of shops for the passing trade.

The ground, first and second floors contain the major spaces with large distinctive internal voids flanked by galleries that are naturally lit through the overhead glazed roof. The QVB was planned as a stand-alone building, which was intended to complement a precinct of important civic and public buildings such as the



Town Hall and Saint Andrews Cathedral. The elaborate and extensively decorated façade treatment of the QVB, unusual for an arcade building in Sydney, has contributed to its status as an esteemed Sydney retailing icon. The imagery of the copper domes, sandstone facade, heavy massing, elaborate decoration, arrays of shopfronts and its location in the centre of the city, contributes to the landmark status of the QVB.

Figure 2 – The Queen Victoria Building as viewed from corner of George and Market Streets



Source: Urbis 2018

Figure 3 – Internal view of the major spaces and voids within the QVB



Source: Urbis, 2018

## 2.3. PREVIOUS DEVELOPMENT CONSENTS

A review of the City of Sydney’s records has identified the following significant development consents listed in Urbis understands that no awards of HFS have been awarded to the site to date.

Table 2.

Urbis understands that no awards of HFS have been awarded to the site to date.

Table 2 – Summary of Development Consents and Construction Certificates

Application No.	Date	Description	Status
D/82/0572	5 February 1985	Restoration of the Queen Victoria Building, car park under York Street, tunnels under Druiitt and George Streets.	Approved
D/2006/1067	20 December 2006	New escalator scheme within the Queen Victoria Building including the removal of four (4) existing escalators connecting Levels 1 and 2, located at each end of the building (northern and southern) and replacement with four (4) new 'scissor' (up and down) escalators. The proposed site also includes installation of two (2) new up escalators connecting the Ground Floor to Level 1 at each end of the building.	Approved

<b>Application No.</b>	<b>Date</b>	<b>Description</b>	<b>Status</b>
D/2006/1068	11 December 2006	Internal refurbishment works to the Queen Victoria Building including upgrades to services, lifts, toilets, stairs, cabling; security gates and grilles, shopping arcade, shopfronts, lighting, carpet, colour scheme, signage, balustrades, upper windows and skylights.	Approved
D/2013/896	9 August 2013	Refurbishment and upgrade to the amenities on the lower ground, level 1 and level 2 and refurbishment to the lift lobbies at the car park levels,	Approved
D/2015/315	21 August 2015	Integrated development to NSW Heritage Office for the installation of new lifts within the existing lift shafts at the northern and southern ends of the Queen Victoria Building.	Approved



## 3. CONSERVATION MANAGEMENT PLAN

### 3.1. OVERVIEW AND STRUCTURE

A CMP for the QVB has been prepared by Urbis and is provided at **Appendix A**. The purpose of the CMP is to guide the conservation and management of the significant elements of the site. It is also intended to assist the property owners to manage maintenance and new works to the site. The CMP includes a careful analysis of the site in terms of heritage significance and context, and based on the analysis, conservation policies appropriate to the subject site are provided.

The CMP has been prepared in accordance with the *NSW Heritage Manual* (1996), the *Australia ICOMOS Burra Charter* (2013) and *The Conservation Plan* by James Semple Kerr (2000).

The CMP is submitted for the approval of Council as part of this application for an award of HFS.

### 3.2. STATEMENT OF SIGNIFICANCE

The following Statement of Significance has been sourced from the NSW State Heritage Register listing for the site. As part of the preparation of the CMP dated August 2019, Urbis has reviewed the statement and concurs.

*The Queen Victoria Building is an outstanding example of the grand retail buildings from the Victorian-Federation era in Australia, which has no known equal in Australia in its architectural style, scale, level of detailing and craftsmanship. Saved from demolition in the 1980s, and restored to its original glory, the Queen Victoria Building is an iconic heritage building of Sydney and Australia.*

*Dating from 1898, the Queen Victoria Building represents Australia's largest and grandest Victorian arcade, as well as the largest, most monumental and most intact of the market buildings of Sydney City. The site of the Queen Victoria Building has continued to operate as a market facility for over 190 years, which is a significant historical continuum.*

*The Queen Victoria Building is a superb example of the Federation Romanesque style, also known as the American Romanesque style and a continuation of the Victorian Romanesque style. It represents possibly the largest and finest example of the American Romanesque style to be constructed in Australia, demonstrating the influence of the prominent 19th Century American architect, Henry Hobson Richardson, in Australia during this period. The building expresses an ambitious use of building technology, excellent craftsmanship and decorative detailing. Both the building exteriors and interiors are remarkable and outstanding for their quality, workmanship, materials, richness, imagery and style. The Queen Victoria Building also represents an important building in the professional work of the prominent City Architect, George McRae (later, the NSW Government architect) and has an outstanding ability to reflect through its aesthetics and scale, the planning strategies of the City Architect for Sydney during the late 19th Century.*

*The Queen Victoria Building represents an important shift in heritage consciousness in Sydney during the 1980s because of the public outcry that brought about its conservation and, in particular, the historical restoration approach taken for its refurbishment. It also reflects, through its building development concessions, the importance of heritage conservation in more recent government strategies. At the time of its restoration by the 1980s, few original internal features remained such as some column capitals, trachyte stairs and some tessellated tiles surfaces. The present interiors of the building demonstrate an interpretive reconstruction from the 1980s intended to recreate the imagery of a grand Federation Romanesque style arcade with considerable concessions made to ensure the place was commercially viable as an ongoing retail shopping centre.*

*The Queen Victoria Building is a major landmark of Sydney, occupying a full city block, allowing it to be viewed in the round, and forming a major pedestrian link of Sydney City, both at ground level and underground. It makes a significant contribution to the streetscape of the four main streets of the City centre that encircle the building. The building also forms one of the precinct of three key Victorian buildings exemplifying ecclesiastical, government and commercial architecture in Sydney, together with St Andrews Cathedral and Sydney Town Hall. The Queen Victoria Building and these Victorian buildings have a strong presence as the centre of Sydney City.*

### 3.3. CONSERVATION WORKS COMPLETED

Section 3.3 of the CMP highlights the following conservation works undertaken at the site, which form the basis for the award of HFS:

*Tenders for the restoration of the QVB building were called in 1979. After a protracted period of negotiations and discussions, a team comprising the architects Stephenson & Turner and Rice & Daubney, engineers Meinhardt and Partners, Kuttner Collins & Partners for administration, were appointed. Financial backing was provided by IPOH Garden Berhad.*

*The QVB reopened in 1986, and the works had taken almost four years to complete. This included a new underground carpark, linking tunnels and an interpretively reconstructed interior. As almost nothing of the original interior fabric was left intact, the work largely involved reconstructing strategic details and atmosphere. The interiors were painted in a scheme which incorporated typical Federation colours that were particularly popular in the 1980s. The place was also fitted out with numerous fixtures that sought to augment the associations of Queen Victoria with the building originally named after her.*

*By 2006, after successfully trading for twenty years, comprehensive plans were being prepared to conserve the exterior and refurbish the interior of the building to ensure the place was commercially viable as an ongoing retail complex. The major upgrade of the building's interiors was overseen by the architectural firm Ancher Mortlock and Woolley, with esteemed architect Ken Woolley consulting. The interior colour schemes and carpets were designed by award winning interior designers George Freedman and Ralph Rembel of interior design firm Freedman Rembel. Heritage consulting services were provided by Graham Brooks and Associates. Key aspects of the restoration work included:*

- Contemporary frameless glass shopfronts that replaced the nostalgic timber splayed shopfronts dating from the 1980s refurbishment.*
- New contemporary interior signage including illuminated tenancy signage that replaced the nostalgic signage introduced in the 1980s refurbishment.*
- A new internal colour scheme that differentiated different levels and zones of the building. The new colour scheme, while clearly contemporary, was inspired by the strong colours of the late nineteenth century.*
- BCA compliant glass and metal balustrades. These elements were designed to be clip-on reversible elements that allowed the balustrades, reconstructed in the 1980s, to continue to read as the primary balustrade design element.*
- A new suspended vertical escalator system, connecting ground level with levels 1 and 2, in both the north and south galleries*

*Concurrent with the wide-ranging internal refreshment of the place, the building's exterior sandstone facades also underwent an extensive programme of extensive conservation works. The façade conservation works were carried out by Stone Mason & Artist Pty Ltd and were supervised by Hari Gohil from Shreeji Consultant Pty Ltd.*

Photographs of the 2006 restoration works undertaken are provided in **Figure 4**.

Figure 4 – Views of the Queen Victoria Building, c. 2009



Picture 1 – The northern gallery with updated colour scheme

Source: *Graham Brooks and Associates, 2009*



Picture 2 – The southern gallery with updated colour scheme

Source: *Graham Brooks and Associates, 2009*



Picture 3 – View of the central area on ground floor

Source: *Graham Brooks and Associates, 2009*



Picture 4 – View of the northern gallery and one of two sets of suspended escalators

Source: *Graham Brooks and Associates, 2009*

### 3.4. ONGOING CONSERVATION AND MAINTENANCE

The QVB has consistently been maintained to a high standard on account of the ongoing occupancy and changes in tenancies. The works undertaken in recent years includes:

- Bathroom works by Pike Withers (2014) to remnant finishes and fittings including cast iron cubicle supports, slate and porcelain urinals, and original tessellated tiles. Non-original fittings and finishes were with high quality replacements.
- Refurbishment of back of house lift waiting rooms (2014) by Pike Withers.
- North and south elevators were upgraded to designs by Conrad Gargett Ancher Mortlock Woolley (2017-2018).
- Repair work to the southern domes, ongoing; and



- Continual replacement of shop tenancy fit outs.

A conditions assessment of the QVB has been prepared by Mott Macdonald (refer **Appendix G**). This assessment found that at the time of inspection, the building was overall in very good condition with some minor cracking, water ingress, and corroded steel connections. The retail areas, where inspection was possible, were well maintained. Regular maintenance and scheduled conservation works are required to be implemented to conserve its heritage significance and identified significant fabric. A Cyclical Maintenance Plan has been provided in Section 9 of the CMP.

### **3.5. HERITAGE INTERPRETATION**

The interpretation of a building generally reinforces its imagery, identity and place within the city. The Conservation and continuing use of the QVB should include some interpretation of its role in the development of the city, its markets and of retail and commercial services in the Sydney CBD area.

The building should have an interpretive program in place which should reinforce the importance of the site, the building and its place within the city. Archival material should be retained and conserved as a collection, preferably within the QVB. This collection should be made accessible to both staff and the general public. Early photographs could be displayed in selected areas of the building and displays of early drawings should also be considered.

A Heritage Asset Interpretation Plan has been prepared and is provided at **Appendix C**

## 4. STATUTORY PLANNING FRAMEWORK

### 4.1. HERITAGE ACT 1977

The *NSW Heritage Act 1977* (Heritage Act) is administered by the NSW Office of Environment and Heritage. The purpose of the Heritage Act is to ensure cultural heritage in NSW is adequately identified and conserved. Items of significance to the State of NSW are listed on the NSW State Heritage Register (SHR) under the Act. The QVB is listed as a heritage item of State significance on the SHR (Listing No. 01814, gazette date 5 March 2010), refer **Figure 5**.

#### *Minimum Standards of Maintenance and Repair*

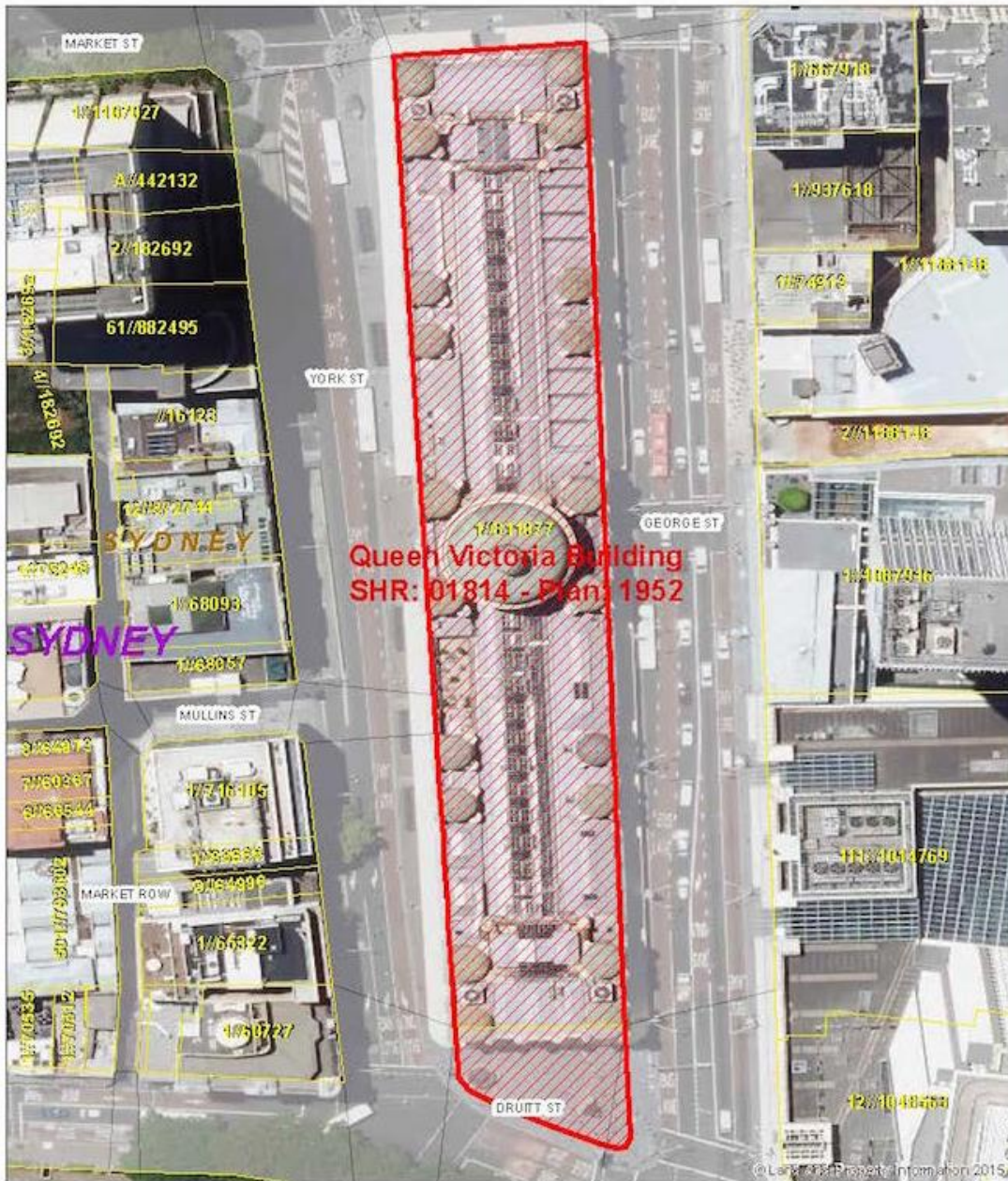
Under section 118 of the Heritage Act, the agency has the power to impose minimum standards with respect to the maintenance and repair of buildings, works and relics that are listed on the State Heritage Register (SHR) or within a precinct that is listed on that Register. The minimum standards include:

- Yearly Inspections by a suitably qualified person;
- Provision of Weather Protection;
- Fire Protection (and additional fire protection for unoccupied buildings);
- Security (and additional security for unoccupied buildings);
- Essential maintenance and repair; and
- The preparation of a Conservation Management Plan.

An endorsed CMP can impose additional standards of maintenance and repair.

Figure 5 - SHR Curtilage for the QVB is shown hatched in red

Heritage Council of New South Wales



State Heritage Register - SHR:01814 - Plan: 1952

Queen Victoria Building

429-481 George Street Sydney

Gazettal Date: 5/03/2010

0 10 20 30 40 Meters

Scale: 1:1,000 @A4  
Datum/Projection: GCS GDA 1994



- SHR Curtilage
- Land Parcels
- Railways
- Roads
- LGAs
- Suburbs

Source: SHR Inventory Sheet for the QVB, SHR 01814

## 4.2. SYDNEY LOCAL ENVIRONMENTAL PLAN 2012

The SLEP 2012 is the principal environmental planning instrument applying to the site and provides the relevant controls for the award of HFS.

Clause 6.10(2) 'Creation of heritage floor space' of the SLEP 2012 outlines the provisions that must be met for Council to award heritage floor space in respect of a heritage item. A response to each of the provisions is provided below.

**(a) the person is the owner or the nominee of the owner of a building that is a heritage item shown marked "\*" in Schedule 5 (a heritage building),**

The site is shown as a heritage item in the SLEP 2012 Heritage Map (refer **Figure 6**) and listed in Schedule 5 Environmental Heritage. Clause 6.10(2)(a) requires that the heritage building that is the subject of the award is shown "\*" in Schedule 5.

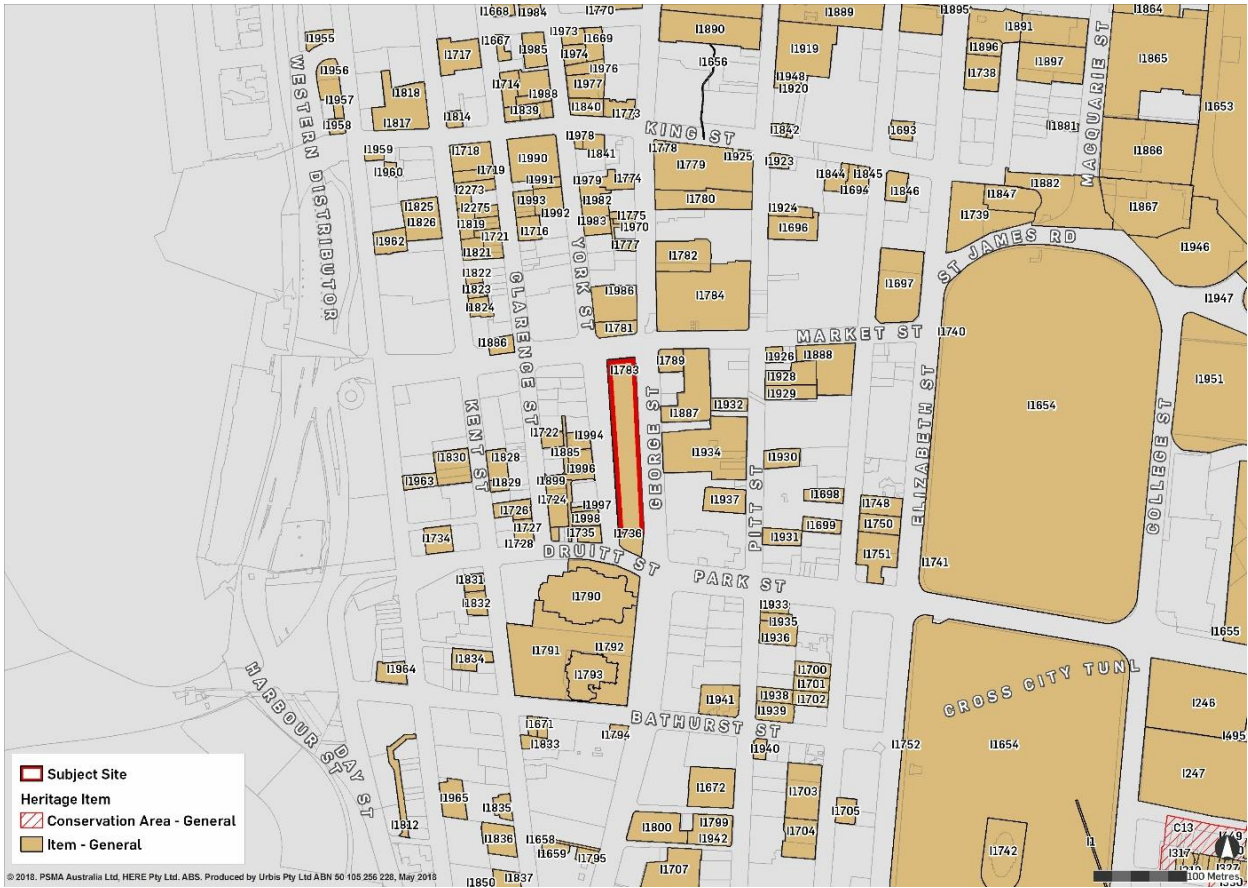
**Table 3** details the entry for the site in Schedule 5 of the SLEP 2012, which is an item marked with "\*". We note that Bicentennial Plaza, adjacent to the QVB, is not marked with "\*" and is therefore not eligible for the award of heritage floor space.

Table 3 – SLEP 2012 Schedule 5 Heritage Listing

Locality	Item Name	Address	Property Description	Significance	Item No.
Sydney	Queen Victoria Building including interior	429-481 George Street, Sydney	Lot 1, DP 811077	State	11783*
	Bicentennial Plaza including monuments	Druitt Street	Lot 1, DP 811077	Local	11736



Figure 6 – SLEP 2012 Heritage Map

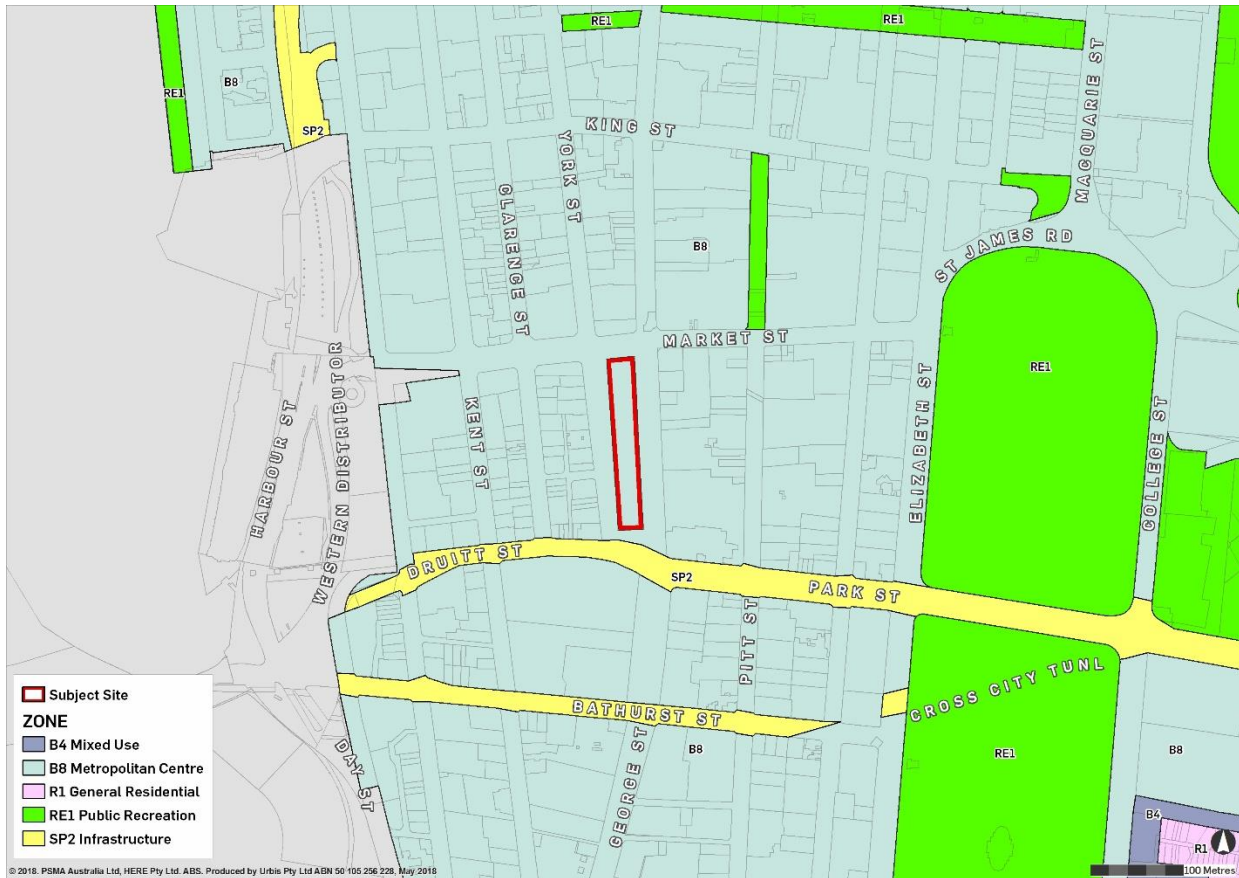


Source: SLEP 2012 and Urbis

**(b) the heritage building is on land in Zone B8 Metropolitan Centre,**

As illustrated in Figure 7, the site is located in the B8 Metropolitan Centre Zone under the SLEP 2012.

Figure 7 – SLEP 2012 Zoning Map



Source: SLEP 2012 and Urbis

**(c) conservation works have been carried out on the heritage building and have been completed in accordance with a heritage conservation management plan approved for the building by the consent authority,**

A CMP is submitted with this application for endorsement (refer **Appendix A**) and outlines the conservation works that have been completed. Certification of the conservation works completed has been provided by Urbis (refer **Appendix E**).

**(d) a covenant is registered that prevents development that increases the total gross floor area of all buildings on the site on which the heritage building is located or that increases the height of the heritage building,**

A restrictive covenant will be registered on the title for the land that will limit any future redevelopment of the site to the total GFA and height of the conserved heritage building. It is anticipated that Council as the consent authority will place a condition on any approval requiring such a covenant to be in place prior to the registration of the award of HFS.

**(e) an amount of heritage floor space has not been recorded in the previous 25 years (under this clause or under a similar scheme in force before the commencement of this Plan) in respect of the heritage building,**

Urbis understands that no awards of HFS have been awarded to the site to date.

**(f) no other building has utilised floor space that was available to it only because, at the time the floor space was utilised, the building was on a site that included the heritage building or that included part of the site occupied by the heritage building.**

There are no records to suggest that HFS has been recorded in relation to the site.

### 4.2.1. Other LEP Provisions

As the proposal relates only to an award of HFS no other relevant LEP matters have been identified.

## 4.3. DEVELOPMENT CONTROL PLAN 2012

Section 5.1.9 of the *Sydney Development Control Plan 2012* (SDCP 2012) relates to the ‘Award and allocation of heritage floor space’. The award and allocation procedures include (amongst others):

*“the ability for the owner of a heritage building, subject to meeting certain criteria, to be awarded development potential known as Heritage Floor Space after completing conservation works to that building;”*

The award of HFS is restricted to buildings that are listed in their entirety as heritage items in Schedule 5 of the Sydney LEP 2012.

Compliance with the relevant provisions at Section 5.1.9 of the SDCP 2012 is addressed in **Table 4**.

Table 4 – SDCP 2012 Compliance Table

Provisions	Response	Compliance
<p><b>5.1.9.1 Eligibility</b></p> <p><i>(1) To be eligible for an award of HFS, a heritage building is to be:</i></p> <p><i>(a) located in the Central Sydney area;</i></p> <p><i>(b) subject to conservation works in accordance with an approved Conservation Management Plan; and</i></p> <p><i>(c) not subject to works that would increase the external envelope and floor space of the building, other than a minor increase to facilitate the adaptive re-use of the heritage building.</i></p>	<p>The site meets the eligibility criteria as follows:</p> <ul style="list-style-type: none"> <li>The subject site is located in the Central Sydney area.</li> <li>Concurrent approval of the CMP is sought as part of this application. The award of HFS is on the basis of the conservation works completed at the site as outlined in the CMP.</li> <li>The QVB has not been subject to previous works which increased the external envelope and floor space of the building.</li> </ul>	Yes
<p><b>5.1.9.2 Pre-requisites</b></p> <p><i>(1) Prior to registration of the HFS, the applicant must complete the conservation works in accordance with the Conservation Management Plan and enter into legal agreements and grant covenants on the land which:</i></p> <p><i>(a) limit any future redevelopment of the site to the total gross floor area and height of the conserved heritage building; and</i></p> <p><i>(b) ensure the ongoing conservation of the building by regular maintenance, including the provision of adequate insurance and a maintenance fund.</i></p>	<p>The site meets the pre-requisites as follows:</p> <ul style="list-style-type: none"> <li>The award of HFS is on the basis of the conservation works completed at the site as outlined in the CMP.</li> <li>A restrictive covenant will be registered on the title by way of a condition of consent.</li> <li>The covenant will limit any future redevelopment of the site to the total GFA and height of the conserved heritage building.</li> <li>Section 9 of the CMP outlines a Cyclical Maintenance Plan for the site.</li> <li>The City of Sydney has confirmed that the necessary insurance is in place- refer certificate of currency at <b>Appendix F</b>.</li> </ul>	Yes

Provisions	Response	Compliance
<p>(2) A Conservation Management Plan for the heritage item is to be approved by the consent authority and is to generally include:</p> <p>(a) works to conserve the existing significant fabric of the building;</p> <p>(b) removal of elements that detract from the significance of the building;</p> <p>(c) the schedule of maintenance works;</p> <p>(d) reinstatement of original fabric based on documentary evidence where appropriate; and</p> <p>(e) other works compatible with significance of the building.</p>	<ul style="list-style-type: none"> <li>• Concurrent approval of the CMP is sought as part of this application. The section of the CMP where each prerequisite is addressed is identified as follows: <ul style="list-style-type: none"> <li>- The CMP outlines obligations arising from heritage significance in Section 7.2 and sets down policies for the appropriate treatment of significant fabric in Section 8.</li> <li>- Policy 11 in Section 8.5 stipulates that elements identified as intrusive significance should be considered for removal or alteration. Signage that does not conform to the QVB typology has been identified to be intrusive to its significance. This policy may also be relevant to any future investigation/research which indicates that significant original fabric may exist behind contemporary fabric.</li> <li>- Ongoing maintenance should be undertaken in accordance with the Cyclical Maintenance Plan in Section 9 of the CMP.</li> <li>- Policy 17 in Section 8.6 provides for the reconstruction of previously removed original or significant fabric based on documentary evidence. Substantial reconstruction works were undertaken in the 1980s, which recreated the internal volumes and spaces of the building, as well as creating new links with transport and other major retail buildings.</li> <li>- The CMP sets down policies for the appropriate treatment of significant fabric in Section 8. Section 6.2 addresses compliance with building regulations to ensure that solutions are compatible with the significant fabric.</li> </ul> </li> </ul>	Yes
<p>5.1.9.1 Calculating HFS to be awarded</p> <p>(1) The maximum amount of HFS, measured in sqm that may be awarded to</p>	<p><b>Section 5</b> includes the calculations of HFS to be awarded. This application seeks the award of HFS in the order of 21,238.8sqm.</p>	N/A



Provisions	Response	Compliance
<i>a heritage building is to be calculated using Formula 1 – rateable buildings in private ownership and Government buildings.</i>		
<p data-bbox="165 398 507 465"><i>5.1.9.7 HFS procedures and administration</i></p> <p data-bbox="165 497 654 636"><i>(1) An application for an award of HFS is to include a Conservation Management Plan for conservation works and ongoing maintenance of the building.</i></p>	<p data-bbox="676 398 1209 537">A CMP is submitted with this application for endorsement (refer <b>Appendix A</b>). A Cyclical Maintenance Plan has been provided in Section 9 of the CMP.</p>	<p data-bbox="1246 398 1297 425">Yes</p>
<p data-bbox="165 667 651 734"><i>(4) HFS may only be allocated and used once in a development.</i></p>	<p data-bbox="676 667 753 694">Noted</p>	<p data-bbox="1246 667 1297 694">N/A</p>

## 5. AWARD SOUGHT

The proposal is limited to a request for the award of HFS for the conservation works completed to the QVB.

As discussed in **Section 4**, the QVB satisfies the requirements of the relevant planning instruments and policies, and is eligible to be awarded HSF.

Section 5.1.9.1 of the SDCP 2012 outlines the formula for calculating the amount of HSF that can be awarded to Government buildings:

<b>Formula 1 applies to</b>	rateable buildings in private ownership and Government buildings.
<b>The formula is</b>	$HFSH = 0.5AS \times FSRH$
<b>Where</b>	<p>HFSH is the maximum amount of Heritage Floor Space which may be awarded in sqm;</p> <p>AS is the site area in sqm occupied by the heritage building; and</p> <p>FSRH is the maximum FSR for the site of the heritage building as shown on the LEP FSR Map.</p>

Source: SDCP 2012

### 5.1. CALCULATION OF HERITAGE FLOOR SPACE

A survey plans of the QVB has been prepared by Craig and Rhodes and is included at **Appendix B**.

The relevant criteria to calculate HFS is summarised in **Table 5**.

Table 5 – Relevant Criteria for Calculation of HFS

Criteria	Site
Site area	11,400sqm
Site area adopted for purposes of HFS calculation*	5,309.7sqm
Floor space ratio (pursuant to SLEP 2012)	FSR: 8:1
Calculation of HSF	$0.5 \times 5,309.7 \times 8 = 21,238.80\text{sqm}$

\* Site Area is defined in accordance with the following definition from the SLEP 2012:

*site area means the area of any land on which development is or is to be carried out. The land may include the whole or part of one lot, or more than one lot if they are contiguous to each other but does not include the area of any land on which development is not permitted to be carried out under this Plan.*

For the purposes of calculating the HFS award, the site area adopted for the QVB is the rectangular cadastre boundary identified on the SLEP 2012 Heritage Map. This excludes the car park extension on York Street as well as the two underground connections to Myer and the Galleries Victoria. It also excludes Bicentennial Plaza. The site area applied for is consistent with the assessment of significance within the CMP. The approach to determining the applicable site area was also made in consultation with the City of Sydney's Urban Design and Heritage Manager, Tony Smith.

In summary, the application seeks the award of 21,238.80sqm of HFS for the QVB site.

### 5.1.1. Reductions to the Maximum Award of HFS

Section 5.1.9.3(2) provides for the consent authority to reduce the maximum amount of HFS that may be awarded by an amount equivalent to:

- (a) any existing additions or alterations to the heritage building which the consent authority does not consider feasible to be demolished or altered even though those alterations and additions are:
  - (i) of little or no significance to the heritage significance of the building; or
  - (ii) intrusive to the building;
- (b) any proposed addition which increases the gross floor area of the existing heritage building; and
- (c) any areas where elements of heritage significance are proposed to be demolished, in order to facilitate the adaptive re-use of the heritage building

## 5.2. HERITAGE GROSS FLOOR AREA

Clause 5.1.9.2(1)(a) of the SDCP 2014 requires the limiting of future development of the site to the total GFA and height of the conserved heritage building.

In accordance with the SLEP 2012, GFA is defined as:

**gross floor area** means the sum of the floor area of each floor of a building measured from the internal face of external walls, or from the internal face of walls separating the building from any other building, measured at a height of 1.4 metres above the floor, and includes:

- (a) the area of a mezzanine, and
  - (b) habitable rooms in a basement or an attic, and
  - (c) any shop, auditorium, cinema, and the like, in a basement or attic,
- but excludes:
- (d) any area for common vertical circulation, such as lifts and stairs, and
  - (e) any basement:
    - (i) storage, and
    - (ii) vehicular access, loading areas, garbage and services, and
    - (f) plant rooms, lift towers and other areas used exclusively for mechanical services or ducting, and
    - (g) car parking to meet any requirements of the consent authority (including access to that car parking), and
    - (h) any space used for the loading or unloading of goods (including access to it), and
    - (i) terraces and balconies with outer walls less than 1.4 metres high, and
    - (j) voids above a floor at the level of a storey or storey above.

The GFA of the QVB is detailed in **Table 6** and illustrated in the GFA Plans at **Appendix D**.

The calculated GFA for lower ground 1 and lower ground 2 excludes the areas of GFA located in the car park extension on York Street as well as the two underground connections to Myer and the Galleries Victoria beyond the QVB building footprint.

Table 6 – Heritage Gross Floor Area Calculations

<b>Level</b>	<b>GFA Area</b>
Lower Ground 2	1,896sqm (excluding areas in the underground walkway and areas outside the building footprint)
Lower Ground 1	1,913sqm (excluding areas in the underground walkway)
Ground Floor	4,341sqm
First Floor	3,689sqm
Second Floor	3,650sqm
Third Floor	1,732sqm
Fourth Floor	393sqm
<b>Total</b>	<b>17,614sqm</b>

The height of the spire of the QVB is RL80.45m corresponding to the existing ground level.

The GFA and height outlined in this section will be reflected in the wording of the proposed covenant that will be required by way of a condition of consent.

## **6. ASSESSMENT**

### **6.1. STATUTORY POLICY AND COMPLIANCE**

The following assessment has been structured in accordance with Section 4.15(1)(a) of the *Environmental Planning & Assessment Act 1979 (EP&A Act)*.

The proposal has been assessed under the relevant provisions of the SLEP 2012 and is considered to be consistent with the requirements relating to the award of HFS. The proposal does not raise any issues in relation to the other SLEP 2012 provisions. No draft environmental planning instruments have been identified in relation to the site or the proposal.

The proposal has been assessed under the relevant provisions of the SDCP 2012 and is consistent with the provisions relating to the award of HFS. The proposal does not raise any issues in relation to the other SDCP provisions.

No planning agreements relevant to the proposal have been identified.

### **6.2. LIKELY IMPACTS OF THE DEVELOPMENT**

Not applicable. The proposal does not involve any physical works that will result in impacts to the natural and built environmental, and social and economic impacts in the locality.

### **6.3. SUITABILITY OF THE SITE FOR DEVELOPMENT**

As outlined in **Section 4**, the QVB is consistent with the requirements relating to the award of HFS under the SLEP 2012 and SDCP 2012 and is therefore eligible to be awarded HFS.

### **6.4. THE PUBLIC INTEREST**

The proposal is in accordance with the requirements relating to the award of HFS and will provide for the ongoing conservation of the building for the benefit of the public while at the same time contributing to the provision of HFS for allocation to new development in Central Sydney in accordance with Council's policy.

## 7. CONCLUSION

This SEE supports an application seeking endorsement of the CMP and the award of HFS by the City of Sydney to the QVB at 455 George Street, Sydney.

The proposal has been assessed against the requirements of SLEP 2012 and SDCP 2012.

The assessment has concluded that the proposal is:

- Eligible under the requirements for an award of HFS;
- Consistent with the relevant provisions of all applicable environmental planning instruments relating to the award of HFS;
- Suitable for the site, and fully consistent with Council's HSF policies, with no significant impacts arising out of the proposal; and
- In the public interest.

Approval of this application and the award of HFS to the QVB will contribute to the supply of HFS needed by new development in Central Sydney. It will also provide the City of Sydney with a new opportunity to access additional funding to continue its core conservation and heritage interpretation works, which are in the public interest.

Accordingly, it is recommended that Council approve the application.



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**APPENDIX A**

**CONSERVATION MANAGEMENT PLAN**

# APPENDIX B

# SURVEY PLANS

# APPENDIX C

# HERITAGE ASSET INTERPRETATION PLAN

# APPENDIX D

# GROSS FLOOR AREA PLANS

**APPENDIX E**

**CERTIFICATION OF CONSERVATION  
WORKS**

# APPENDIX F

# CERTIFICATE OF CURRENCY

# APPENDIX G

# CONDITIONS ASSESSMENT





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