

Attachment A4

Urban Design Report - Part 1

51 Riley Street

Urban Design Report

Prepared for
Rose Group

Issued
May 2024

Level 2, 490 Crown Street
Surry Hills NSW 2010
Australia

T 61 2 9380 9911
E architects@sjb.com.au
W sjb.com.au



SJB acknowledge the Traditional Custodians of the land on which we live, practice, and visit, and pay our respects to Elders past, present, and emerging. We recognise the continuous engagement and caring of the lands, waters, and skies by First Nations peoples for time immemorial.

We support the Uluru Statement from the Heart and accept its invitation to walk with Aboriginal and Torres Strait Islander people in a movement of the Australian people toward a better future.

Note: this report incorporates information and events up to the issued date only. The Consultant, SJB Architects NSW (hereafter SJB), prepared this report on the instructions, and for the benefit only, of the Client for the purpose of the project named on the cover of this report, and not for any other purpose or use. This report has been prepared with appropriate due care, and the assumptions and recommendations contained within are made in good faith, and on the basis of information supplied to SJB at the date of this report. No responsibility is accepted by SJB or any of its employees for any errors in data which is either supplied by the Client, a third party to SJB, or which SJB is required to estimate, provided that this will not absolve SJB from liability arising from an opinion expressed recklessly or in bad faith. This document cannot be copied or reproduced in whole or part for any purpose without the prior written consent of SJB.

Issued	Date
Draft issue	02.09.2022
Final issue	06.10.2022
Minor amendments	12.10.2022
Updated massing	18.03.2024
Final	25.03.2024
Final Amended	22.05.2024



Certified Management Systems
 ISO 9001:2015 Quality Management System
 ISO 45001:2018 Occupational Health & Safety Management System
 ISO 14001:2015 Environmental Management System

Version: 03
 Prepared by: JG, LC, LV
 Checked by: FL, JK

Gadigal Country
 Level 2, 490 Crown Street
 Surry Hills NSW 2010

T 61 2 9380 9911
 E architects@sjb.com.au
 W sjb.com.au

SJB Architecture (NSW) Pty Ltd
 ABN 20 310 373 425
 ACN 081 094 724

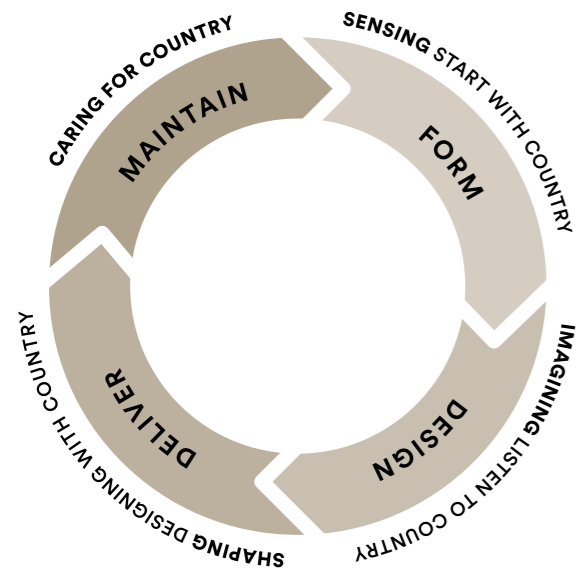
Nominated Architects
 Adam Haddow 7188
 John Pradel 7004

Acknowledging Country

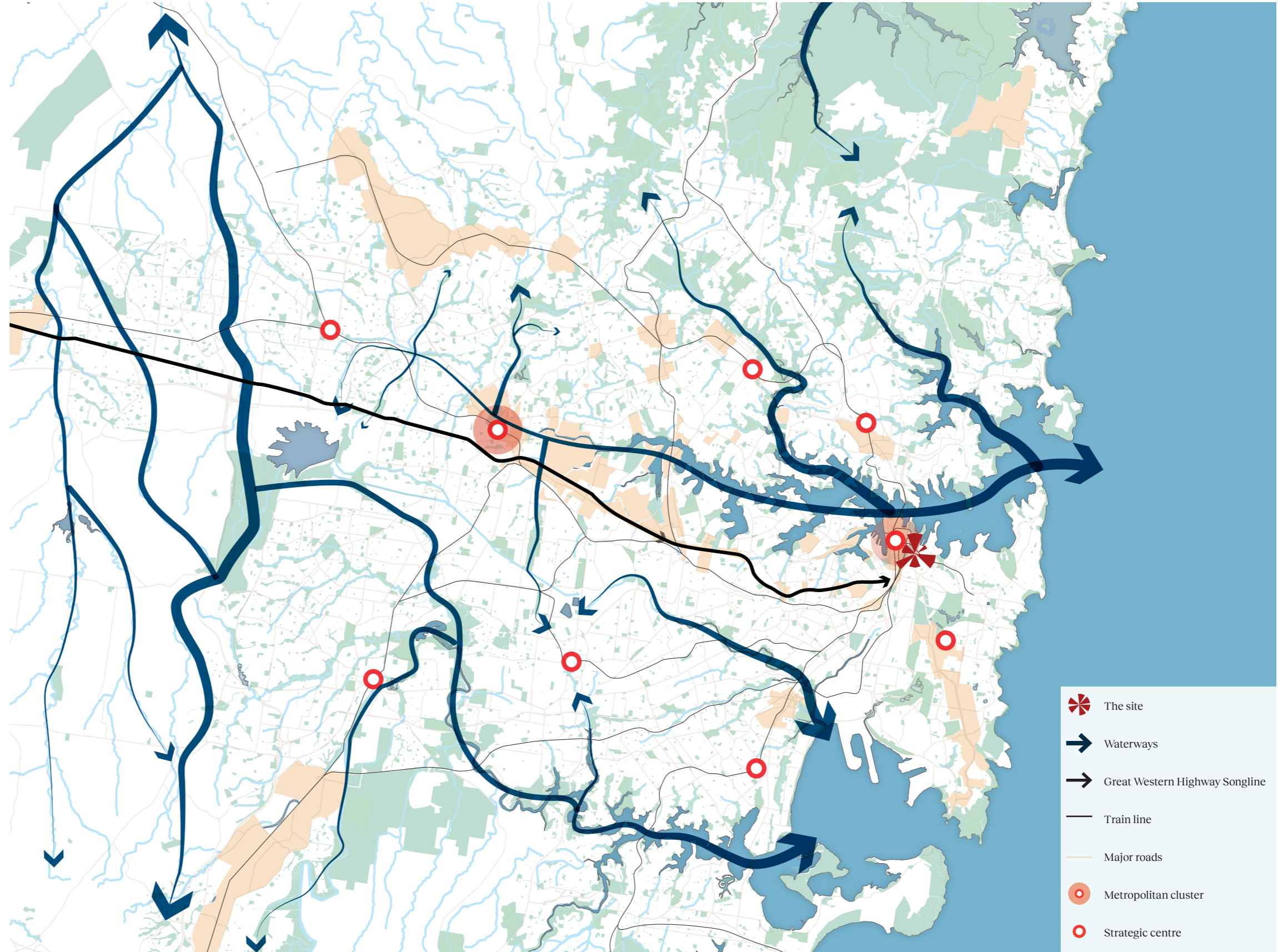
Woolloomooloo is located on Gadigal Country. Country can inform the design of spaces through understanding and responding to the tangible and intangible aspects of Country.

Designing with Country is a NSW Government Architect (GANSW) program that asks built environment professionals to work together with First Peoples to respect and protect sensitive sites of Country and to strengthen culture. Professionals working in the built environment need to have their own relationship with Country in order to respond to it in a respectful manner, and to ensure Country is cared for long into the future. GANSW's Connecting with Country Framework provides guidance on how First Peoples' knowledges can be used in the design and planning of places. The framework stresses that "good design" in Australia be informed by Aboriginal ways of understanding Country through connections to Country and co-design practices. It recommends project life cycles be considered through four steps: Sensing, Imagining, Shaping and Caring for Country.

While the scope and program of this project does not provide appropriate time to collaborate with Traditional Custodians, future stages should seek to engage with First Peoples and embed their knowledge of Country in the project.



Project lifecycles through an Indigenous perspective, GANSW Draft Connecting with Country framework, p.27



Contents

Acknowledging Country	3	Topography and flooding	28
01 Executive summary	6	Character analysis	29
Executive summary	7	Streetscape conditions	31
The site	8	Constraints	33
Opportunities and constraints	9	Opportunities	34
Design principles	10	04 Vision and principles	35
Design development	11	Vision	36
Proposed planning envelope	12	Design principles	37
Reference scheme	13	05 Design development	38
02 Introduction	14	Design response	39
Project parameters	15	Proposed planning envelope	49
Case for change	16	Context sections	51
Policy review	17	Sections	53
City of Sydney Local Environment Plan 2012	18	06 Reference scheme	54
City of Sydney Development Control Plan 2012	19	Overview	55
City Fringe	20	Building form	56
03 Site context and analysis	21	Colour and details	57
Urban context	22	Materiality and textural exploration	58
Connecting to Country	23	Interiors	59
Historical development	24	Capturing views	59
Riley Street today	26	Plan - Basement 01	60
Movement and access	27	Plan - Ground Floor	61
Height and built form	27	Plan - Level 01	62
Land use and amenity	28		

Plan - Level 02	63	Proposed amendments to the LEP Height of Buildings Map	96
Plan - Level 03	64	Proposed amendments to the LEP Floor Space Ratio Map	97
Plan - Level 04	65		
Plan - Level 05	66	09 Appendices	98
Plan - Roof	67	Appendix 1 - Options testing	99
Section A	68		
Section B	69		
Section B	70		
Elevation East	71		
Elevation West	72		
Elevation North	73		
Elevation South	74		
Views	75		
GFA Plans	79		
Concept landscape plans	80		
07 Assessment	82		
Design principle alignment	83		
Alignment with Better Placed principles	84		
Shadow diagrams	85		
Sensitivities - View impact	91		
08 Recommendations	94		
Conclusion	95		

Executive summary

Executive summary

This urban design report has been prepared by SJB on behalf of Rose Group in support of the Planning Proposal seeking amendments to the current LEP and DCP controls. Outlined in this report is the design rationale that underpins the built form and street character.

The subject site is currently occupied by a 2 storey commercial office building. The site is located in the Woolloomooloo Heritage Conservation Area, but the building is not heritage listed and is noted as 'detracting' in the Building Contributions map in the DCP.

A specialist consultant team has been brought together by Rose Group to provide technical expertise for the design solution and specialist reports supporting the Planning Proposal that includes: architecture and urban design by SJB, town planning by FPD Planning, heritage advice by NBRIS, traffic, flooding and archaeology.

The appropriate information to support the planning proposal is contained in this report, and includes the following:

- An introduction to the site, its context and the strategic drivers in the local area
- A thorough understanding of the local context and analysis of the design implications, summarised in an opportunities and constraints diagram
- Key design principles that will inform the future character, quality of the proposed development and underpin the building design
- A reference scheme that demonstrates what a building may look like under the proposed new controls.



Artists impression of the reference scheme from Riley Street

The site

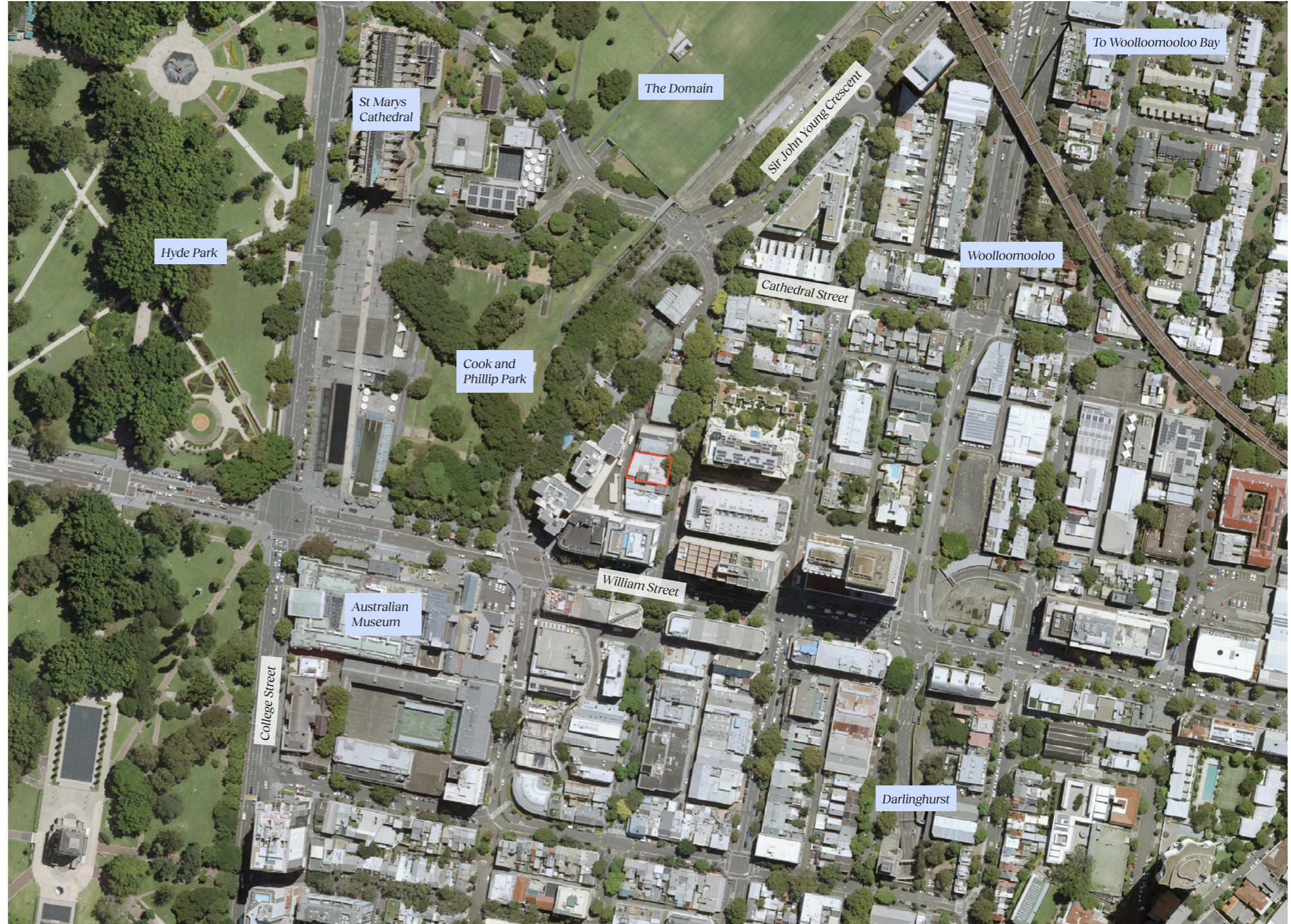
The site is located on the western edge of Woolloomooloo. It has a dual frontage with the primary address on Riley Street and current servicing and car access from Busby Lane. There is a fall in topography along Riley Street to the north, as it falls towards Woolloomooloo Bay.

The site is located in a block of five properties that have a fine grain quality of mixed architectural styles and land uses. This ranges from a typical Victorian terrace shop-top, a three storey 1904 warehouse which has been converted into commercial suites and a five storey mixed use building with basement parking.

To the south and west of the site are high rise residential and commercial towers addressing William Street which utilise Busby Lane for servicing and basement access.

To the east of the site is the City Ford building, which is currently a mixed use development and to the north-east is a large residential development.

The area is rich with heritage fabric and items. The site is located in the Woolloomooloo Heritage Conservation Area and there are two heritage items which bookend the site's block.



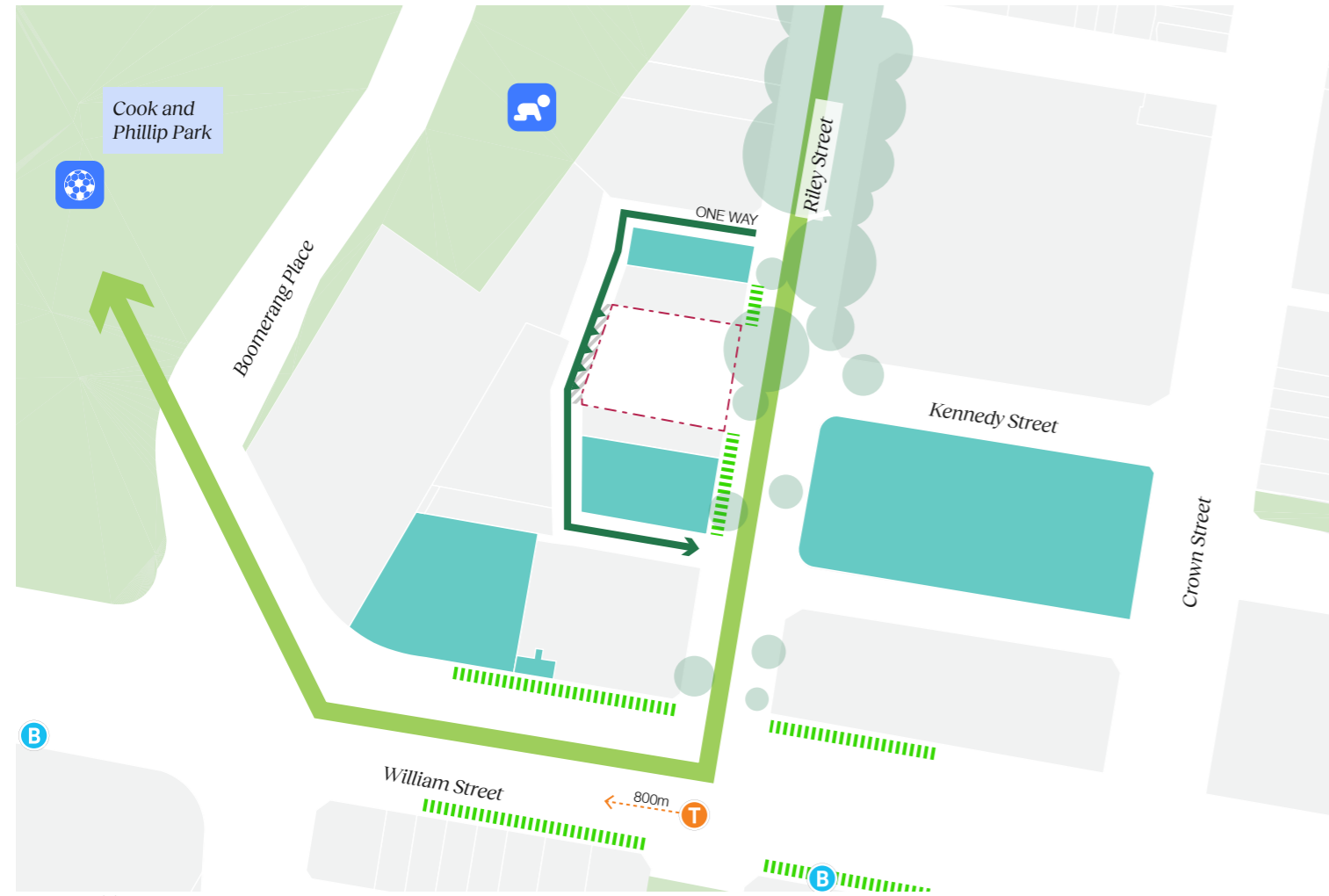
Key

— Site

Site context map

51 Riley Street

Opportunities and constraints



Opportunities

The site is located in a complex, mixed use and fine grain part of Woolloomooloo. It is located in the Woolloomooloo Conservation Area and is surrounded by multiple heritage items including two on its block. The site is well-served by amenity and public transport, with active frontage on either side of the site. Potential impact of development on neighbouring properties requires a sensitive approach. A range of opportunities and constraints have been outlined in the diagrams above.

These have informed the development of design principles, proposed planning envelope and the reference scheme included in this report.

Refer to Chapter 3 for more detailed analysis.

Key

- Heritage
- Active Frontage
- Tree Canopy
- Laneway Activation
- Access
- B Bus Stop
- T Train Station



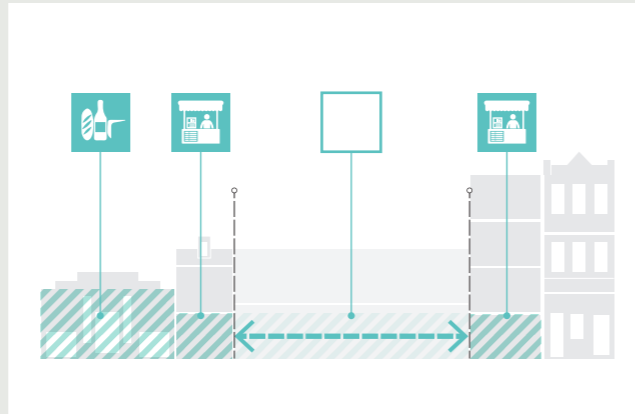
Constraints

Key

- 2 Storey
- 3 Storey
- 6 Storey
- 12 Storey
- >15 Storey
- Noise
- Busy Main Road
- Overshadowing
- Inactive Frontage
- Sensitive views
- Rear Laneway

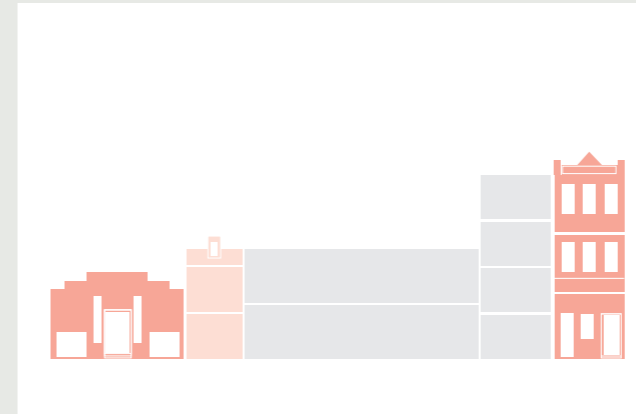
Design principles

The complexity of the site is addressed through the application of six design principles. These principles are informed by social, environmental and economic considerations and support opportunities for a place-based response.



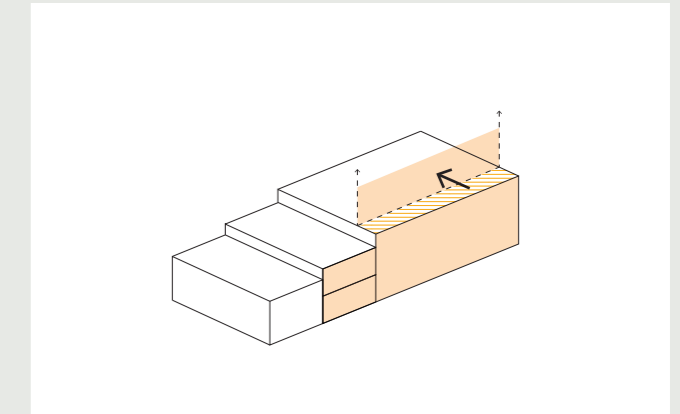
Link active frontage

This site sits amongst a row of fine grain restaurants and shop fronts. The site presents an opportunity to provide a link by extending the active frontage on Riley Street.



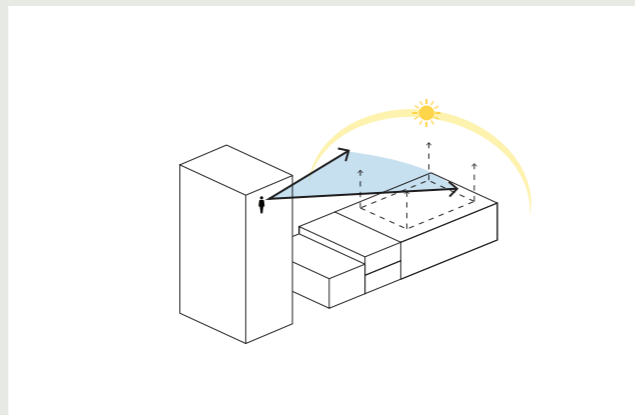
Respect heritage

The block is bookended by heritage items which show the diversity in heritage of the area. It is important to celebrate the unique identity of the area.



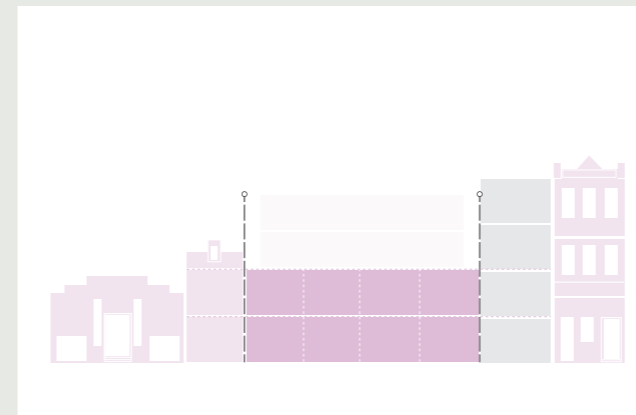
Transition height

The street wall of the block increases as it moves north, creating opportunity for the site to plug in as a continuation of that transition. Careful consideration of setbacks is critical to reduce bulk and scale.



Minimise impact to neighbours

Residential development to the south may be impacted by new development on the site. Minimising this impact to both views and solar must be prioritised to ensure good outcomes for all.



Positive contribution

The current building on the site is considered detracting by the City of Sydney, amongst a block of otherwise contributing or neutral items. This presents an opportunity to create a positive contribution to the city through a sensitive redevelopment.

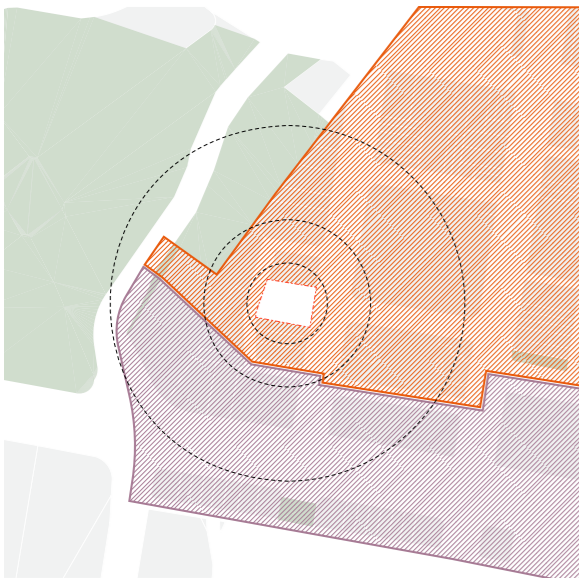


Sense of place

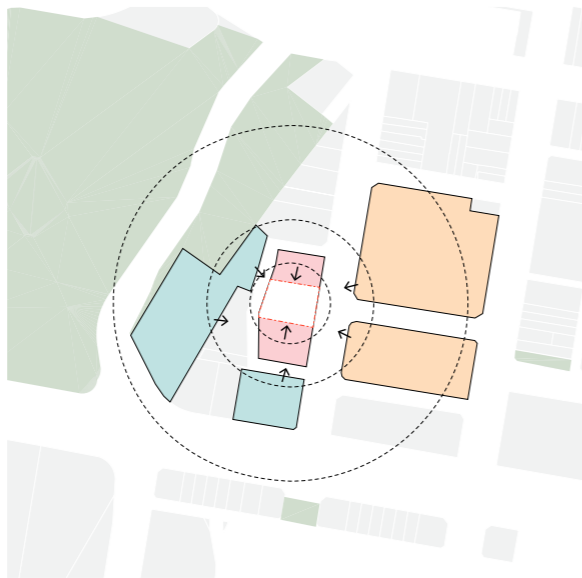
Redevelopment of the site creates an opportunity to contribute to the sense of place that exists on Riley Street, this could include the mixture of activities, events, people on the street and energy that creates an successful urban street.

Design development

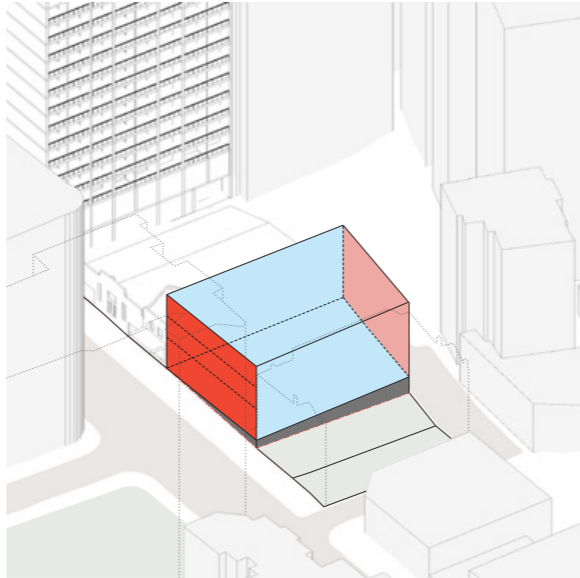
The proposed planning envelope outlined within this report is the result of a place-based response to the site and its context. It embeds consideration of interfaces, street walls, transition, land use and solar impact. Refer to Chapter 5 for more detailed analysis.



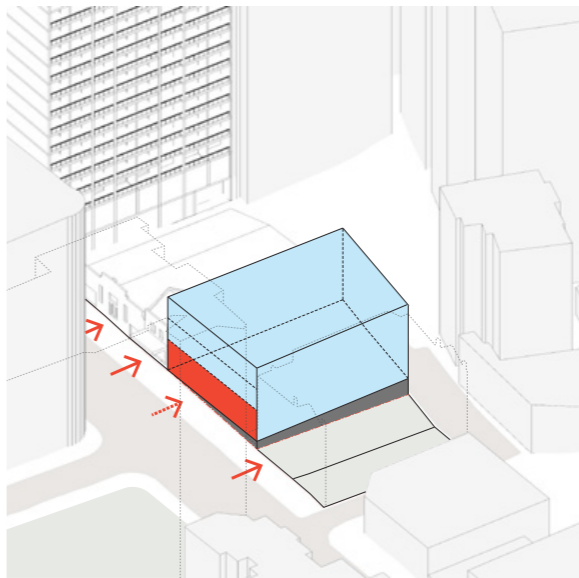
Character



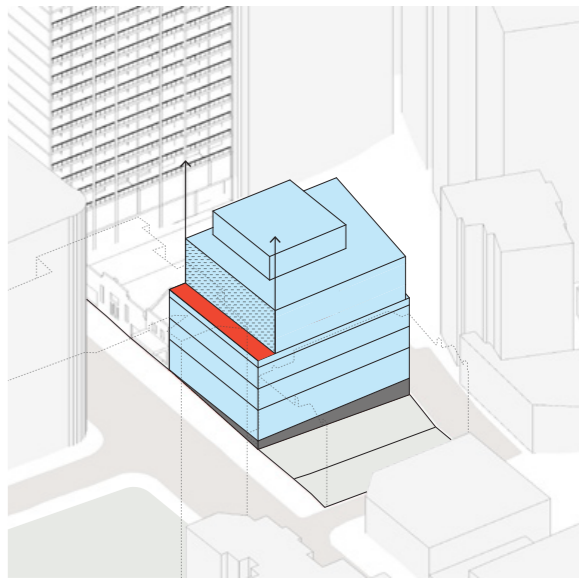
Relationships



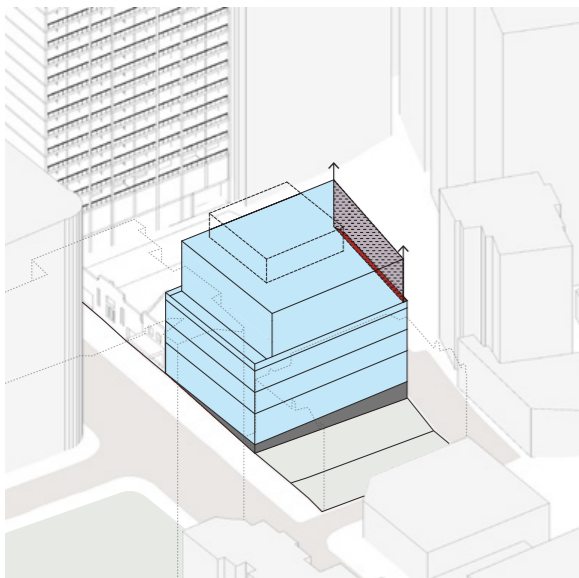
Street walls



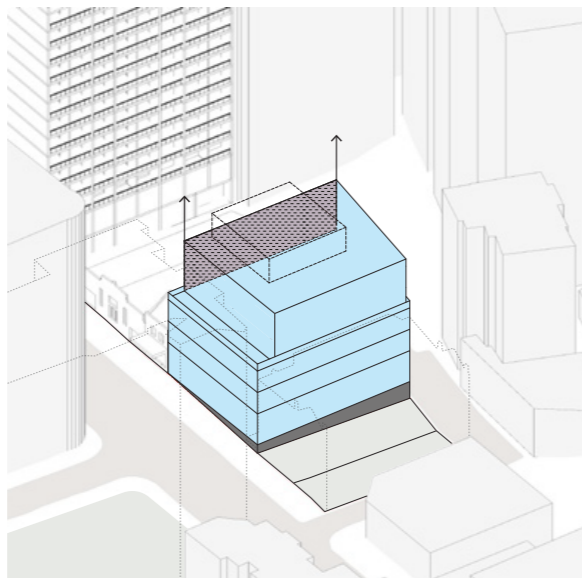
Ground floor activation



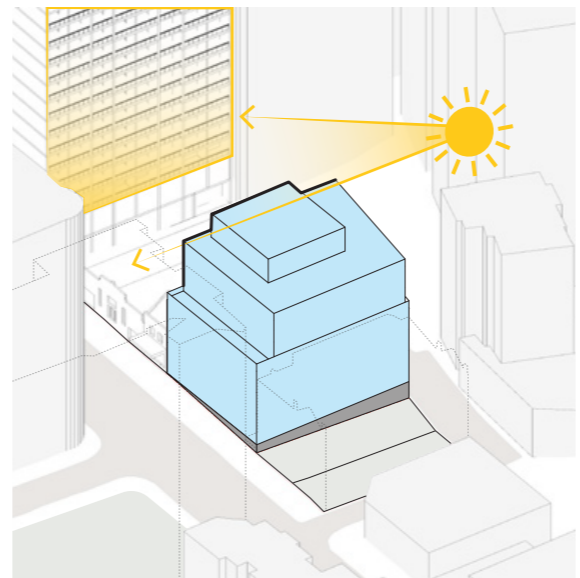
Riley Street setback



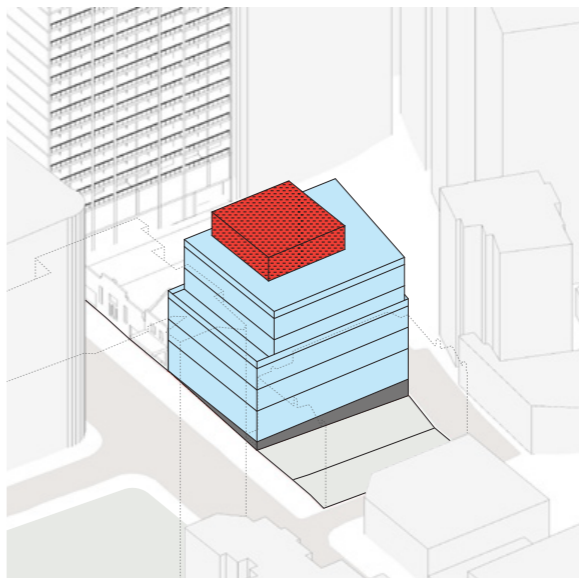
Busby Lane setback



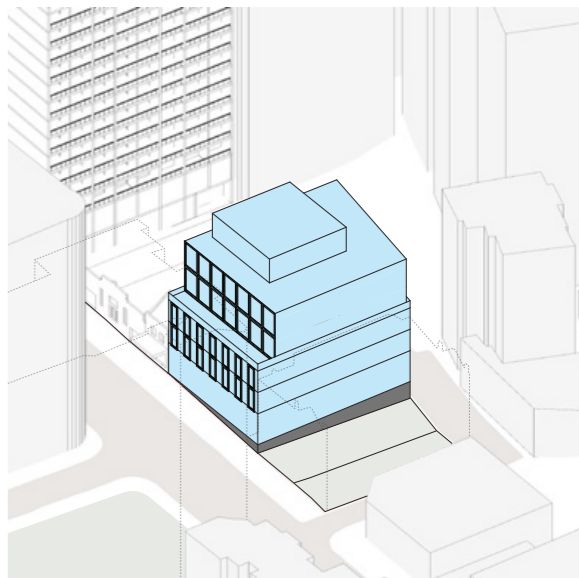
Southern elevation



Solar amenity



Rooftop flexibility

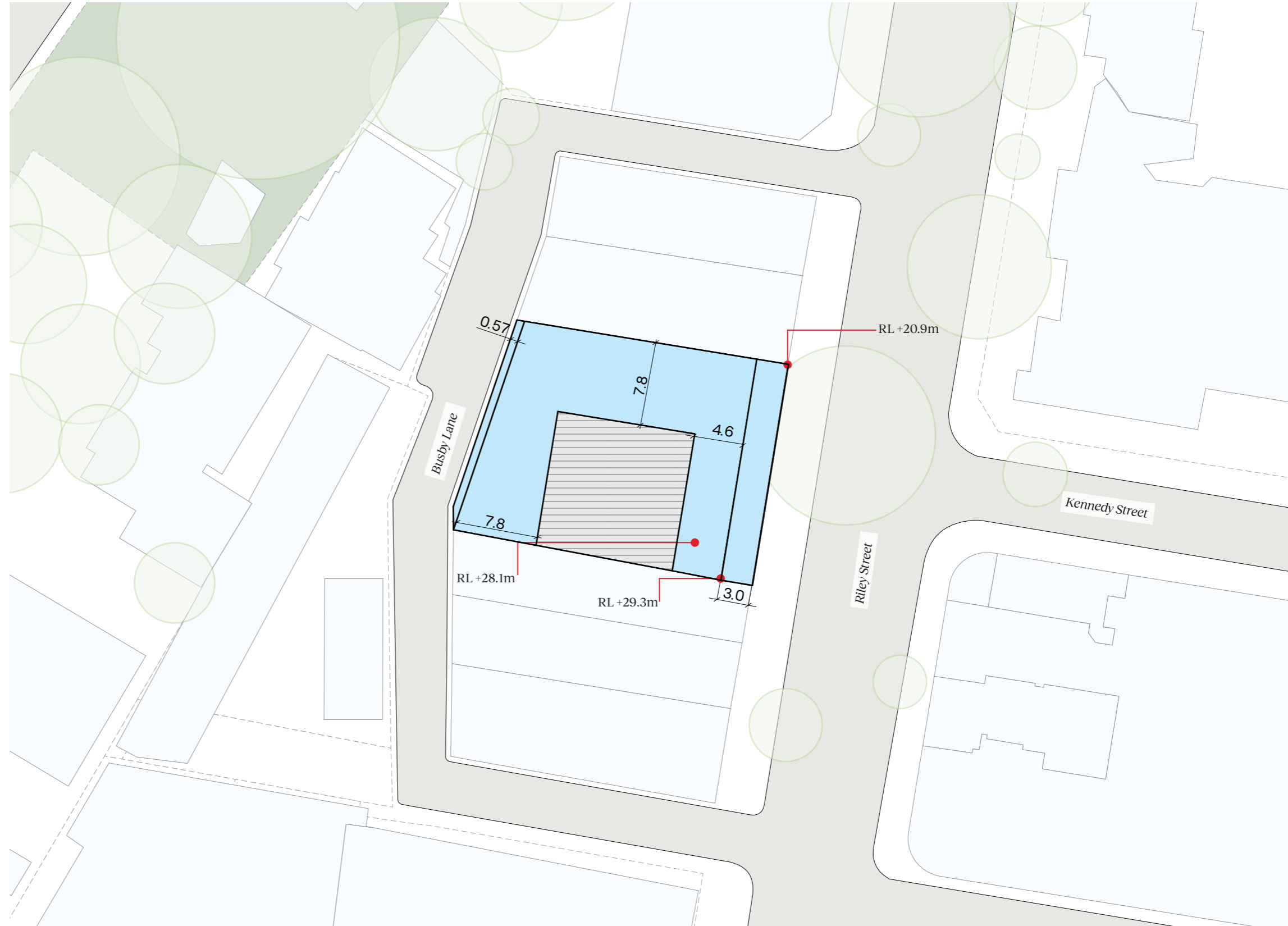
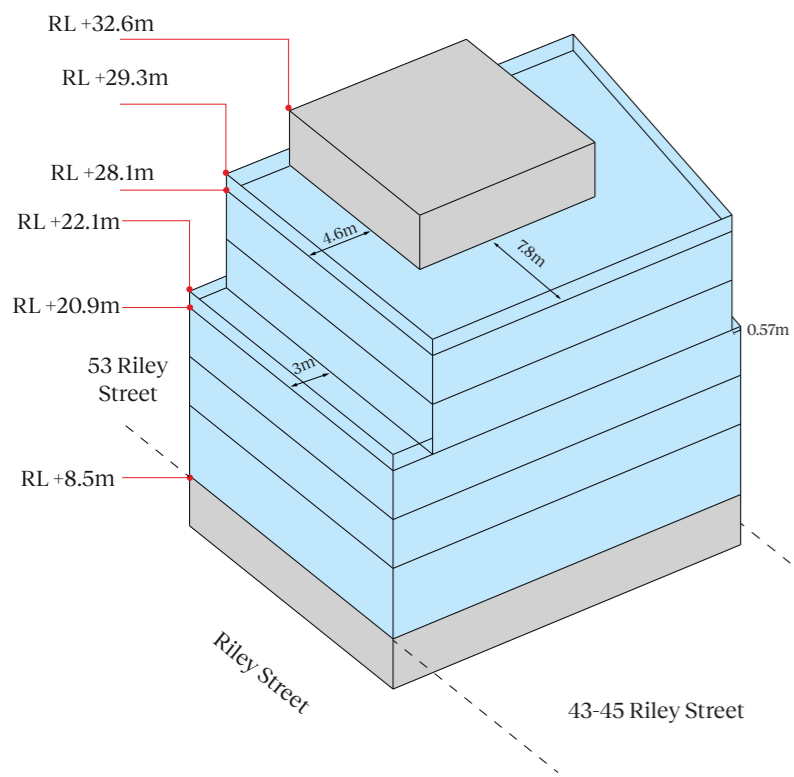


Openings

Proposed planning envelope

The potential planning envelope produced as a result of a place-based design response to the site, is shown to the right. This demonstrates the preferred built form controls for the site including minimum upper level setbacks, street wall heights and building height. It is assumed that multiple built form options could be delivered within this envelope.

While this addresses a number of considerations, a future detailed building design and DA process will provide opportunities for a more specific approach.



Reference scheme

A reference scheme has been included within this report to illustrate a potential design response within the proposed planning envelope. This reference design incorporates an approach to building articulation and materiality which takes into consideration the surrounding context, the project vision and design principles outlined within this document. This reference design only demonstrates one potential approach to the site.

Future planning controls applied to the site through amendments to the LEP and a site-specific DCP will provide opportunities to lock-in the extents and key considerations to be incorporated as part of a future design process. Future Development Applications will be the subject of a design excellence process under the existing requirements of the LEP.



Artists impression looking southwards toward William Street

Introduction

Project parameters

Following preliminary advice from the City of Sydney and our site analysis we have identified the following key opportunities which have shaped the Planning Proposal.

Strategic areas identified for jobs growth



Changes to planning controls should be considered in accordance with the priorities and actions of the City Plan 2036 and other strategic documents.

Heritage




Changes to the planning controls should be consistent with the heritage objectives and values of the Woolloomooloo Conservation Area (C71).

Residential privacy and other impacts



Careful consideration is required to ensure privacy, solar access and other impacts are minimised for surrounding residential development.

Revitalise Riley St



Stitch together the fine-grain shopfronts that provide active frontages to Riley Street and contribute to the sense of place.

Sustainability

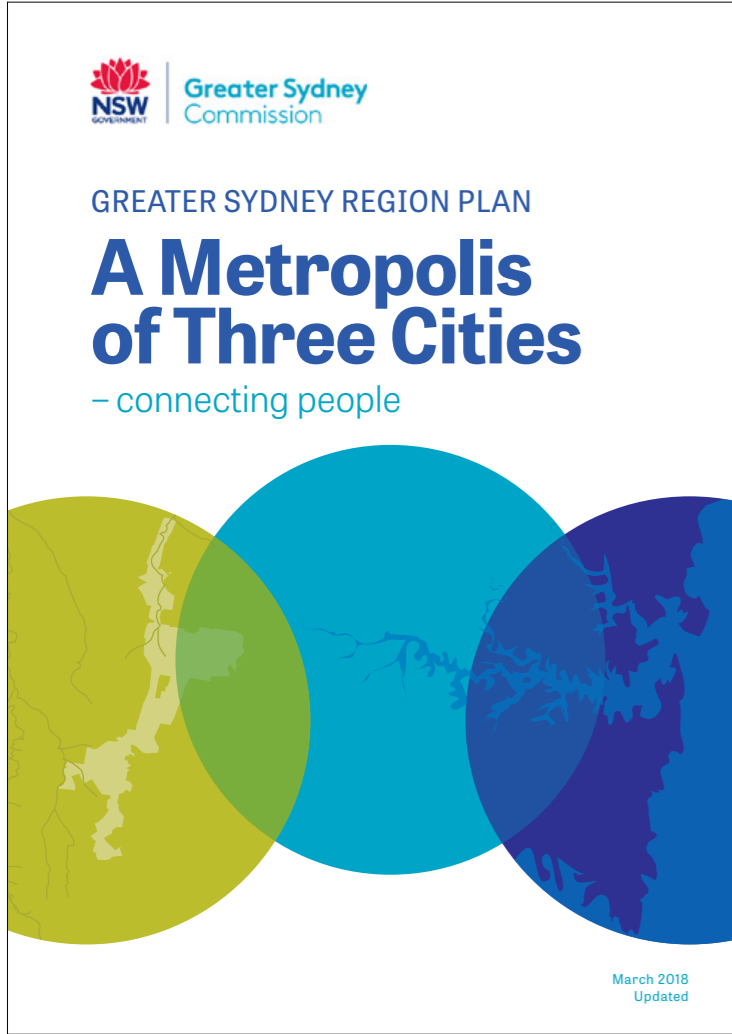


The client's aspiration for a sustainable development aligns with the City's sustainability policy including Sustainable Sydney 2030.

Case for change

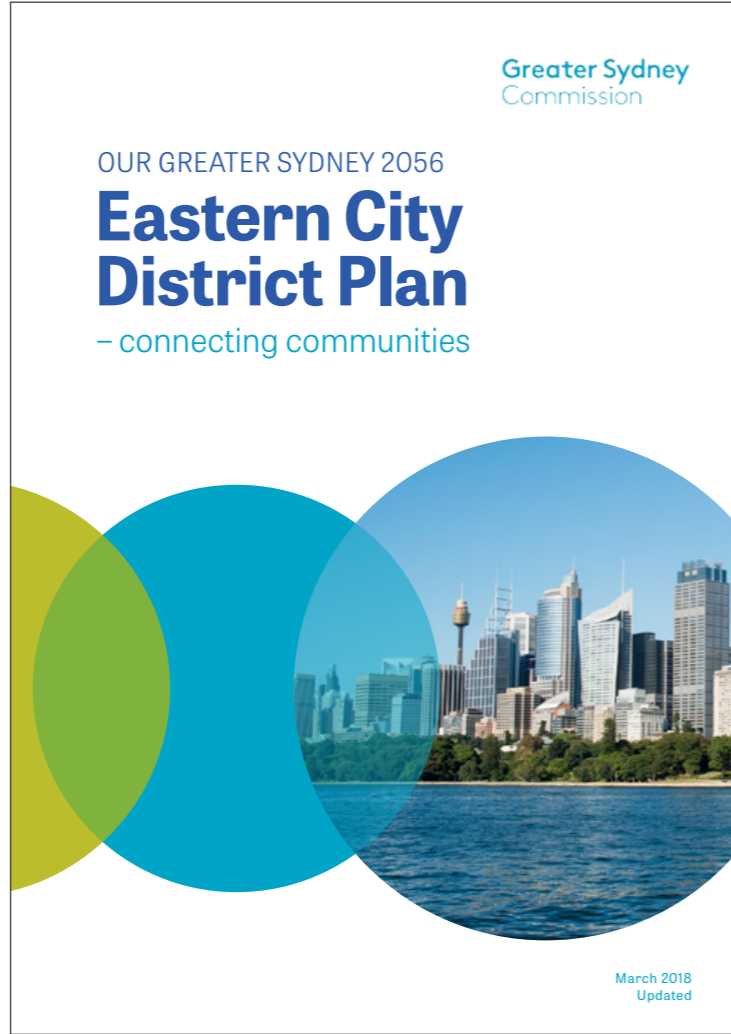
1. The City Plan 2036 identifies the City Fringe as an important strategic area for developing innovative and diverse business clusters. A key action of that is to 'Deliver diverse, suitable and well-designed spaces and places to support City Fringe's contribution to the city's and the District's economic diversity, affordability and resilience with a focus on knowledge-intensive sectors.'
2. As part of the City's Vision for 2030-2050, one of the ten Strategic Directions is 'Design excellence and sustainable development'. High quality design outcomes for new development aligns with the City's vision and reflect the City's aspirations as a global competitor.
3. In a post-Covid world, smaller floor plates with high amenity and sustainability credentials attract a greater range of tenants. This provides diversity in the commercial market and creates flexibility for offices transitioning back into the City Fringe.
4. The site is currently located within the Woolloomooloo Conservation Area and a number of local heritage items are located nearby. The site is identified as detracting from the heritage values of the conservation area. The City of Sydney is also progressing a Planning Proposal which seeks to remove the site and surrounding context from the Heritage Conservation Area. Notwithstanding, there is an opportunity to make a positive contribution through redevelopment of the site that is sensitive to the heritage character of Woolloomooloo.
5. Riley Street has a highly mixed character with some small shop fronts, office buildings and fine grain terraces. There are also stretches with blank high fences and empty lots which detract from the vibrancy of the street. Redevelopment will be able to stitch together a block which already has existing activation embedded in it.
6. Redevelopment of the site must be sensitive to the environmental impacts that change will place on neighbouring properties. This is particularly crucial for surrounding residential. Solar impacts and key views towards Woolloomooloo Bay and the city skyline will be minimised.





Greater Sydney Region Plan

- The plan aims for three cities within Greater Sydney which allow for most residents to have access to employment, education, health facilities and services within 30 minutes of their home.
- The aim of the Eastern Harbour City is to build on its recognised economic strength and address liveability and sustainability.
- Objective 18, 'Harbour CBD is stronger and more competitive' includes Sydney East and mentions the high demand for premium-grade office space within the area.



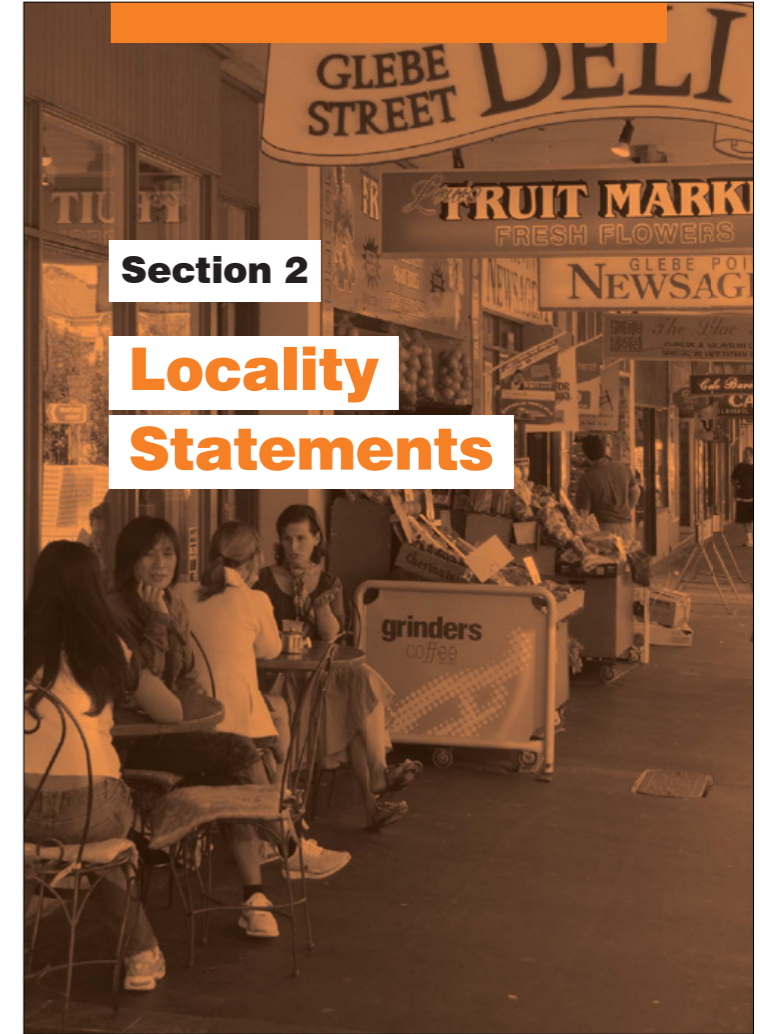
Eastern City District Plan

- The City Plan expands on the Region Plan with Planning Priority E7 'Growing a stronger and more competitive Harbour CBD'. The Plan highlights the challenges of providing sufficient commercial office space in the CBD and the need for planning controls to support commercial developments.
- Another relevant planning priority is E19 'Reducing carbon emissions and managing energy, water and waste efficiently' as part of the direction to be an efficient city.



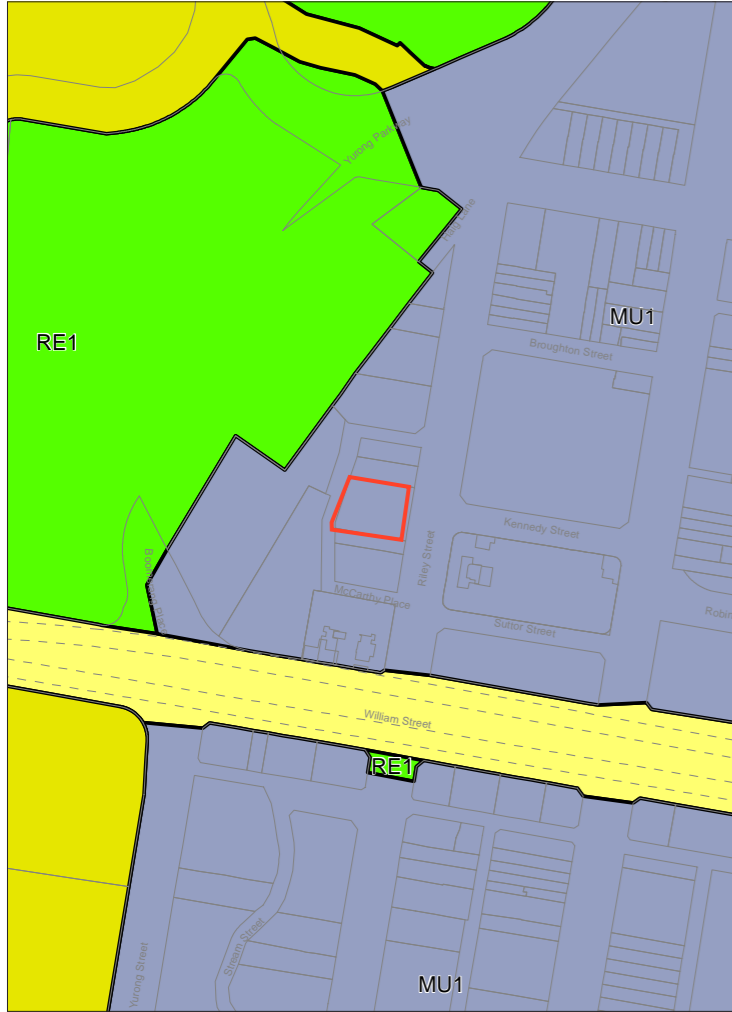
City of Sydney Local Strategic Planning Statement

- The LSPS sets out the 20 year vision for land use planning in the city and the planning priorities and actions needed to achieve the vision.
- The site is located on the 'City Fringe' within the Macleay Street and Woolloomooloo village.
- Planning priority P2 'Developing innovative and diverse business clusters in City Fringe' is relevant to this proposal.
- Planning priority S2, 'Creating better buildings and places to reduce emissions and waste and use water efficiently' is also a priority of this proposal.



City of Sydney DCP Locality Statements

- The City of Sydney Locality Statements outline the supporting principles for development within all areas of the city. The site is located in Cathedral Street area.
- Relevant principles include:
 - Development is to respond to and complement heritage items and contributory buildings.
 - Encourage a 3 storey street wall along Riley Street to define the streetscape and provide a transition to taller development along William Street.
 - Encourage the development of the neighbourhood as a small business, gallery and cafe precinct.



LEP Land Zoning

- The site is located in a MU1 Mixed Use which includes most of Woollahooloo and East Sydney.
- RE1 land includes both the Domain and Cook and Phillip Park.
- William Street is a classified road.

Key

- B4 Mixed Use
- RE1 Recreation
- SP2 Infrastructure
- B8 Metropolitan Centre



LEP Height of Buildings

- The site is currently zoned for a height of 12m.
- The site immediately north is zoned for 18m and the site across the street is zoned 22m.
- Surrounding the site is a mixture of height zones with a capacity for height in central and south Riley Street than north Riley Street

Key

- M - 12m
- O - 15m
- P - 18m
- R - 22m
- T1 - 23m
- W1 - 40m
- Y - 50m
- AB1 - 80m

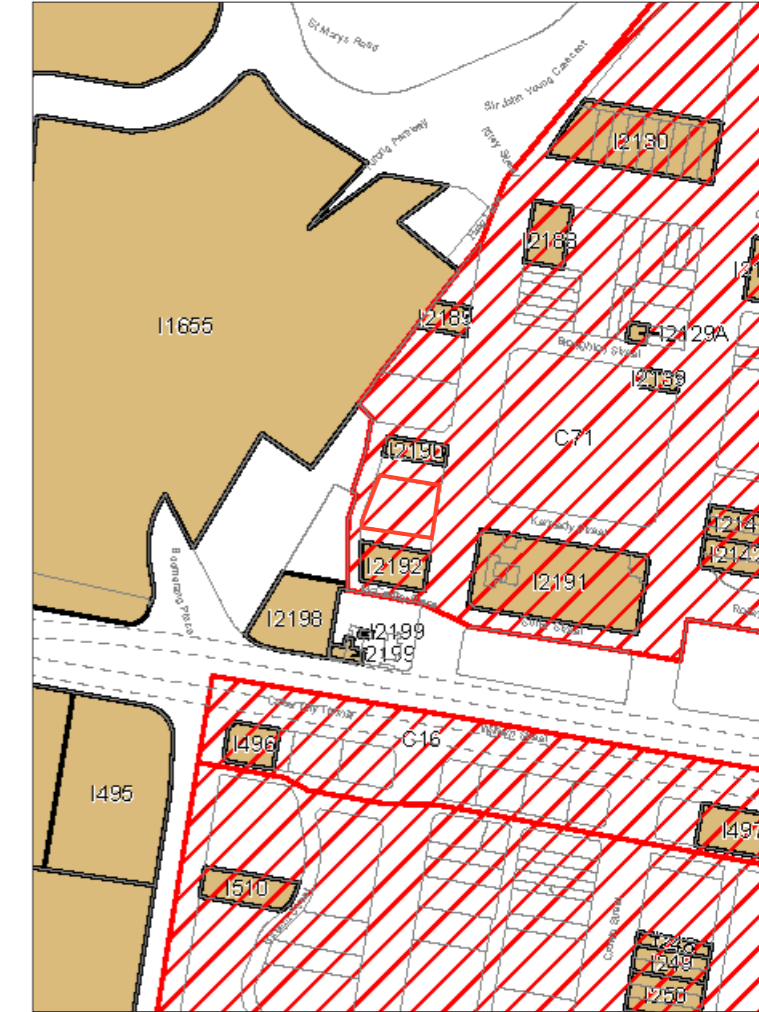


LEP Floor Space Ratio

- The site is currently zoned for an FSR of 2:1.
- The site immediately to the north is zoned for 3:1.
- Surrounding FSR zoning is mixed between 2:1, 3:1, 4:1 and up to 5:1.

Key

- T - 2:1
- U1 - 2.5:1
- V1 - 3:1
- X - 4:1
- Z - 5:1



LEP Heritage

- Heritage item north of the site is a surviving intact Federation Freestyle warehouse. It was known as both Brandt Bros and Julip House.
- Heritage item south of the site is Lessey's Garage and is an example of an inter-war Art Deco garage.
- The site is located in the Woollahooloo local conservation area.
- The City of Sydney is advancing a proposal to remove the site from the Heritage Conservation Area

Key

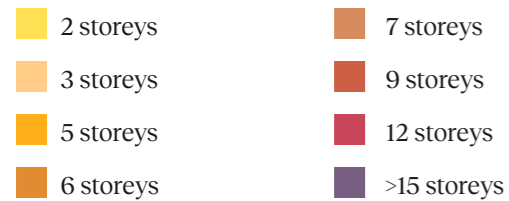
- Heritage item
- Conservation area



DCP Height in Storeys

- The site is currently nominated as 3 storeys as is the majority of the block.
- Heights increase towards William Street with sites 12 storeys and above.
- The eastern side of Riley Street contains taller buildings with a mixture of 3, 6 and over 15 storey sites.

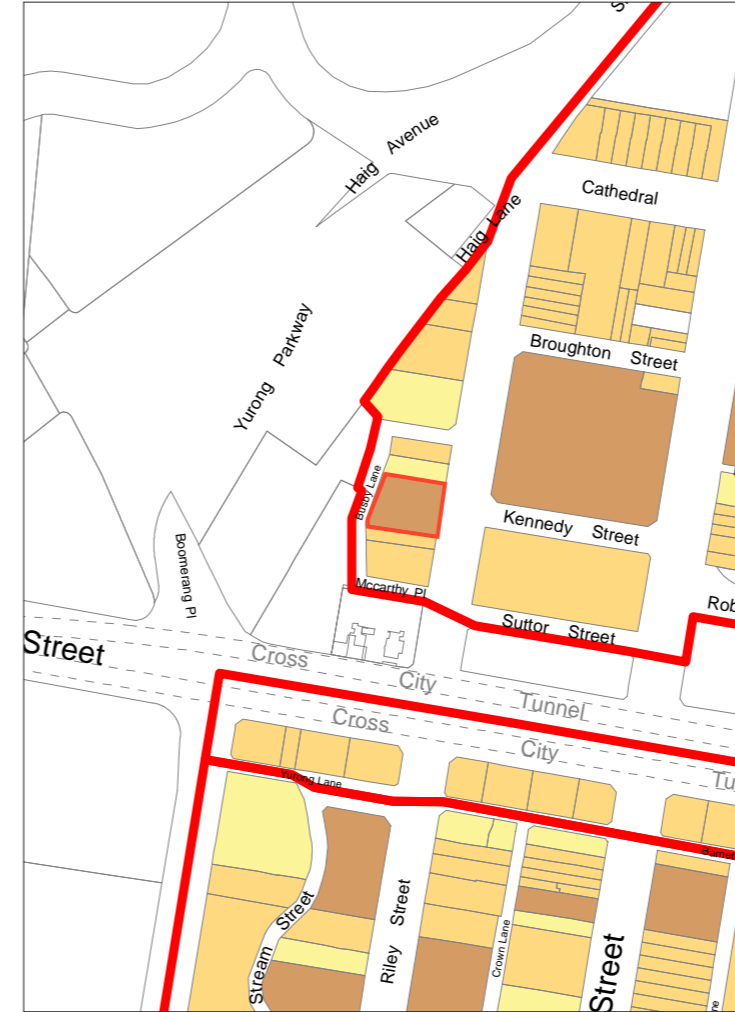
Key



DCP Building Street Frontage Height in Storeys

- The street frontage along Riley Street boundary is nominated as 3 storeys, which is continuous north of the site.
- Busby Lane has a 2 storey street wall frontage.

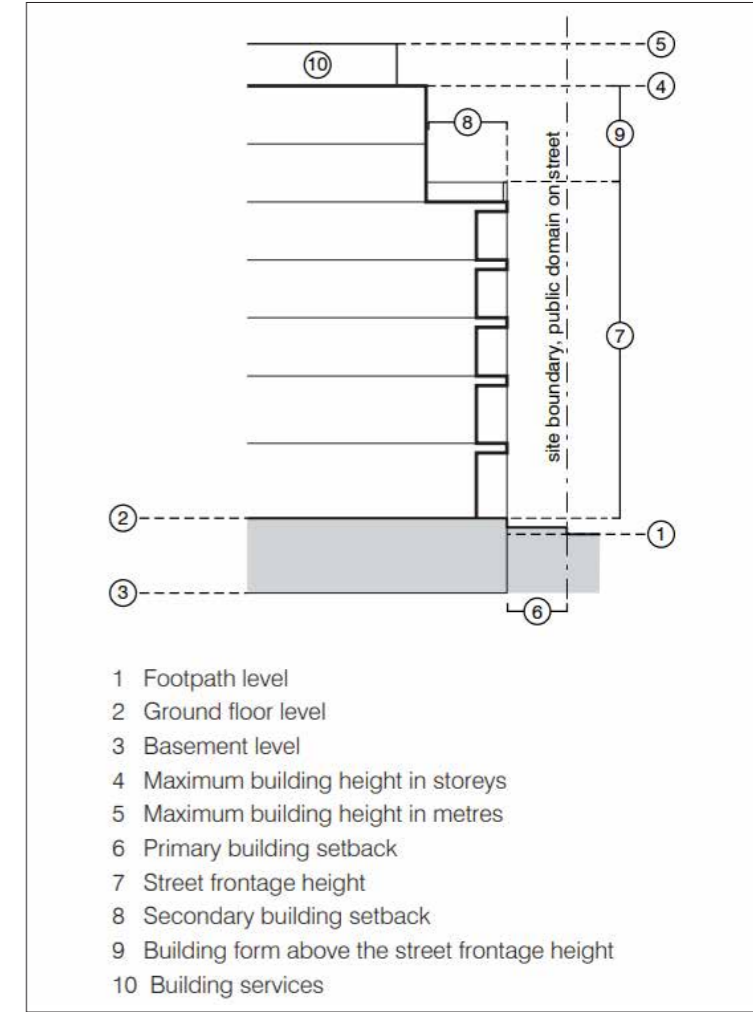
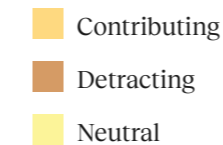
Key



DCP Building Contributions

- The site is nominated as a detracting building within a block that is otherwise neutral or contributing.
- The eastern side of Riley Street has a large development which is detracting as well as many contributing buildings.

Key



Section 4.2 Development Types

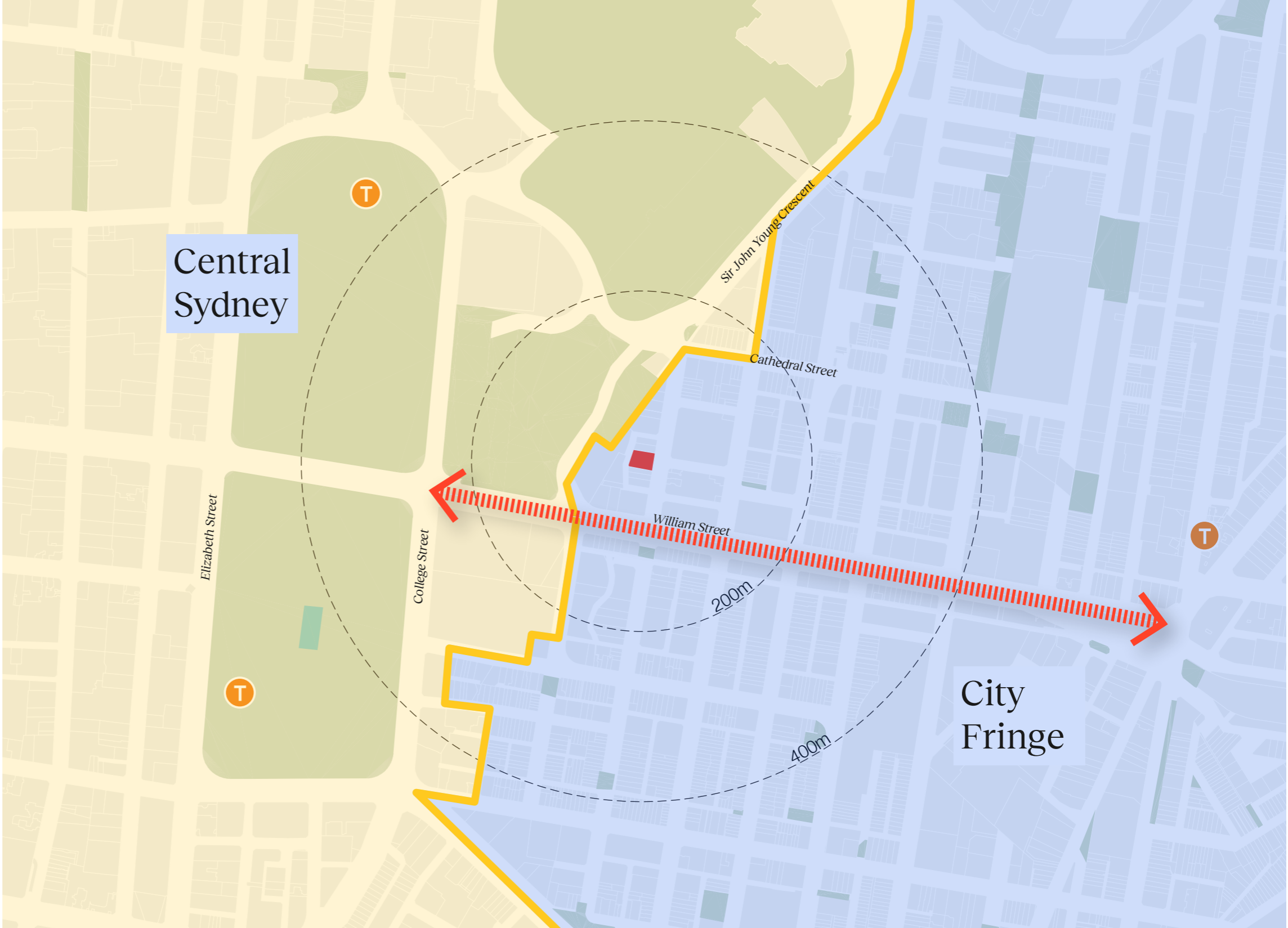
- 4.2.1.2 Buildings with a commercial or retail use are to have a minimum floor to floor height of 4.5m on the ground floor and 3.6m on the first commercial floor and any commercial floor above.
- 4.2.3.1 New development must not create any additional overshadowing onto a neighbouring dwelling where that dwelling currently receives less than 2 hours direct sunlight to habitable rooms and 50% of the private open space between 9am and 3pm on 21 June.

City Fringe

The City of Sydney City Plan 2036 identifies an area called the City Fringe. This area wraps around Central Sydney and includes suburbs such as Woolloomooloo, Surry Hills, Chippendale and Pyrmont. It plays a critical part in Council’s vision for Sydney, particularly in productivity.

Planning priority P2 states, ‘Developing innovative and diverse business clusters in City Fringe’. The Plan also recognises that the City Fringe accommodates approximately 127,000 workers and over 7,500 businesses largely driven by knowledge-intensive industries. By 2036, there will be an additional 200,000 people working in the City of Sydney and additional floor space will be a priority.

William Street plays an important role in connecting the eastern City Fringe with Central Sydney. The adjacency of the site to William Street and the public transport and amenities it offers creates a unique proposition for additional commercial floor space in this part of Sydney.



Key

■ Site

City Fringe map

51 Riley Street

Scale
1:5000@A3



3

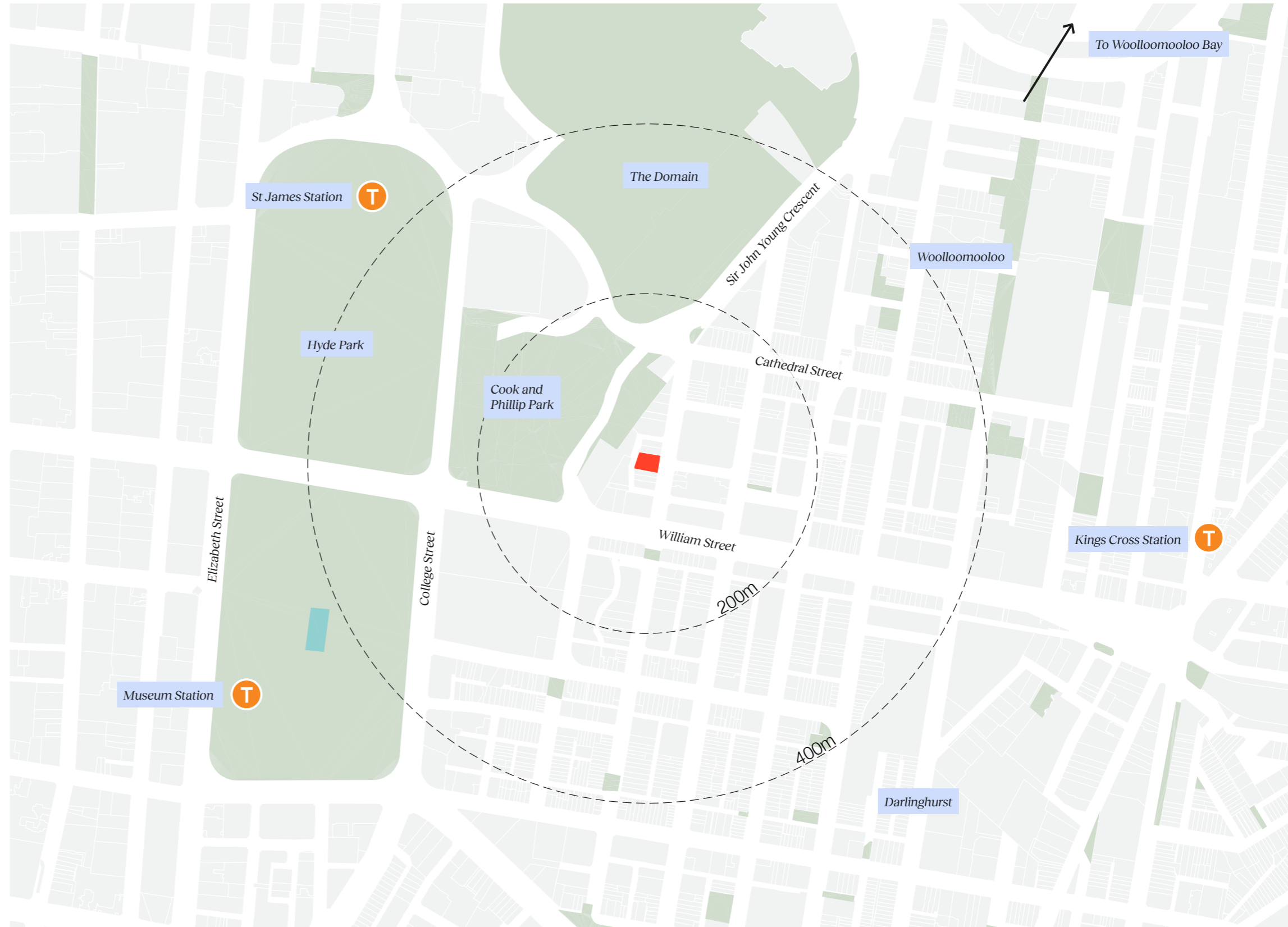
Site context and analysis

Urban context

The site is located on the western edge of Woolloomooloo, approximately 800 metres east of the Sydney CBD. The suburb of Woolloomooloo is located in a valley that sits behind Woolloomooloo Bay, one of a series of bays which define the southern side of Sydney Harbour.

The Domain parklands define the eastern edge and the suburban neighbours of Darlinghurst and Potts Point sit to the south and east with William Street providing a key connection between the CBD and eastern suburbs.

Woolloomooloo is one of the oldest terrace neighbourhoods of Sydney and is characterised by low rise, fine grain streets of terraces punctuated by refurbished warehouses, 20th century and contemporary apartment blocks, and large infrastructure including the eastern suburbs rail viaduct and the eastern distributor.



Key

■ Site

Urban context map

51 Riley Street

Scale
1:5000@A3



Connecting to Country

Reading Country

Woolloomooloo has been a place of Aboriginal significance for the Gadigal People of the Eora Nation for thousands of years. Today the place sits within the Sydney Metropolitan Aboriginal Land Council although the boundary with the La Perouse Land Council defines the eastern edge of Woolloomooloo. Colonial records of Indigenous practices sourced from the City of Sydney Barani website help to explain how the site was once used and inhabited.

Woolloomooloo is the name given to the Yurong Creek valley located immediately east of Sydney Town and the Domain, which later became Sydney's first suburb. In 1793, when Commissary General John Palmer was granted 100 acres at Woolloomooloo, extending from Woolloomooloo Bay to Oxford Street, he also acknowledged this by naming his house Woollamoola after its Aboriginal name (also recorded as Waalamool, Walla-mool and Wallamoula). This later resulted in the suburb and bay being named Woolloomooloo.

Woolloomooloo holds importance to the Gadigal people as a traditional hunting ground and sedentary residential space. Aboriginal people frequented the estate to camp, fish, hunt and conduct ceremony.

1. The place where John Palmer built on is thought to have been a significant Aboriginal ceremony ground. The area was used as a place for indigenous people to come together, interact and celebrate culture. The space fostered inherent connections to the bay and nature. Cultivating a strong sense of identity and place for the Gadigal people.

2. Woolloomooloo was the scene of Aboriginal ceremonies until at least the 1830s, with the land between Woollamoola House and the bay being a favourite camping ground for Aboriginal people accessing the resources of the bay, with 200 to 300 First Nations people camping out about the bay during ceremonies.

3. The Woolloomooloo Bay traditionally provided essential resources for Indigenous people. It became a centre for livelihood and recreation, that was an integral aspect of Indigenous community.

4. The creekline runs through our site on Riley Street and correlates to the formation of today's Busby Lane.

5. Fig Tree Baths, a natural sheltered swimming and bathing place on the North side of the bay, adjacent to the Domain was a place that is believed to be used by the local Gadigal people for centuries as a place of leisure and relaxation. Also believed to be shared with the early settlers.



Source: Paul Irish, Sydney Barani, City of Sydney

Reading Country diagram

Historical development

Early settlement - 19th Century

Woolloomooloo is the name given to the valley immediately to the east of the original settlement of Sydney Town. As visible in the map, the settlement was supplied fresh water by Yurong Creek which drained into Woolloomooloo Bay. This creek line is visible in the map (1.) and forms today's Busby Lane at the rear of the site.

In 1793, the colony's commissary-general, John Palmer, was granted a large parcel of land that extended from Woolloomooloo to what is now called East Sydney and Darlinghurst. He constructed Woollamoola house as his residence close to the shoreline (2.) In 1822, Palmer sold the land to Edward Riley who created a large estate from Woolloomooloo to Surry Hills.

The lower part of the estate was subdivided in the 1840s as indicated in the map. This established the road layout which is still in place today with most street names remaining unchanged.

Source: Shirley Fitzgerald, Dictionary of Sydney

Key

— Site



Riley Estate: Woolloomooloo, Darlinghurst and Surry Hills, 1844 (Source: City of Sydney Archives)

20th Century

Between 1911 and 1915, the Sydney Harbour Trust constructed the finger wharf at Woolloomooloo. At a similar time, Garden Island was handed over to the newly formed Australian navy. The character of the waterfront changed to an industrial and naval use which created economic activity in this working-class area.

Woolloomooloo was punctuated with larger industrial warehouses supporting the foreshore which is evident in the aerial image from 1949. Many of the fine grain terraces from the late 19th century and the original street grid from 1844 are largely in tact.

By the middle of the century, there were many motor vehicle showrooms and mechanics supporting the new automobile industry. This is evident in the heritage buildings surrounding the site today including the Ford Building and Riley St Garage.

Plans to redevelop Woolloomooloo in 1967 by the State Planning Authority as a high-rise extension of the CBD were thwarted by resident action groups working alongside the Builders Labourers Federation to place 'green bans' on developments.

At the end of 1972 the campaign to 'Save the 'Loo' became an election campaign promise of the Whitlam government but much of the suburb was already in significant population decline. In 1975 an agreement was reached by the three tiers of government to provide medium-density public housing. Over the next two decades, abandoned terrace housing was restored and infill development was constructed.

Source: Shirley Fitzgerald, Dictionary of Sydney

Key

— Site



Aerial Photographic Survey, 1949 (Source: City of Sydney Archives)