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60 MARTIN PLACE_ PLANNING JUSTIFICATION APPENDIX A URBAN DESIGN ANALYSIS REPORT

Prepared for Investa & Gwynvill Group
07 July 2014



Proposed maximum allowable envelope for
60 Martin Place



60 Martin Place

Figure 1_Proposed Built Form Maximum Envelope_copyright Airview online

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040713	FINAL DRAFT	JH	MP
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“On one of the most significant and civic corners of the city we have a rare opportunity to create a building of design excellence that has the potential to revitalise the eastern end of Martin Place and enhance the historic character of Macquarie Street.”



Figure 1_ Illustrative view from Macquarie Street, looking North



Executive Summary

This Urban Design Report has been prepared for the joint owners of 60 Martin Place, Investa and Gwynvill Group, in support of a formal request to the City of Sydney for an amendment to the Sydney LEP 2012 (SLEP) and Sydney DCP 2012 (DCP).

The proposed amendment seeks to facilitate the redevelopment of one of the most significant and civic corners of the city with a premium commercial building and active podium that has the potential to revitalise the eastern end of Martin Place and enhance the historic character of Macquarie Street.

The existing building does not meet current standards required for a premium commercial building and it is not able to attract tenants appropriate for such a prominent site. The site’s potential is not fully realised. A commercial use is considered appropriate for this site.

The existing floor plate, structure and configuration discount refurbishment as a commercially viable option.

The current LEP and DCP controls were introduced later than the existing building and would effectively half the height of a redeveloped tower. A compliant scheme would result in a sub-standard built form and additional overshadowing to the public space during control times¹. The consequence is a greatly diminished urban outcome and amenity.

Consultation with regard to 60 Martin Place has occurred with the City of Sydney Council over the last 2 years. It has been advised that a redevelopment may be considered that provides no additional overshadowing on the Martin Place ground plane nor on the building facades on its southern edge during the specified control times of April 14th 12pm - 2pm.

An amendment to the planning controls in relation to 60 Martin Place will effectively unlock the potential for this site and ultimately improve and reaffirm the legacy of Martin Place as the commercial and civic heart of Sydney. It provides the opportunity to bring about a truly civic building that enhances the unique heritage setting of Macquarie Street.

There is momentum for change and improvement and the Martin Place owners group is unified by a resolution to bring this about. The impending vacancy of the whole premises by Westpac provides a significant opportunity to reinstate a building of design quality and sustainable credentials worthy of The City’s vision for the next 50 to 100 years.

This new development will enable:

Commercial Growth

1.1 The revitalisation and growth of the Martin Place precinct as the financial and commercial heart of Sydney, reinforcing its Global status and competitiveness, and attracting investment.

1.2 The creation of a culturally renewed Martin Place with greater diversity and depth that will attract new business and lead the resurgence of the Martin Place economy, creating a focus for local business as well as a destination of global renown.

1.3 A strengthened partnership of Martin Place owners and The City of Sydney.

1.4 The design of a new and innovative landmark building which offers premium grade commercial floor space built to the highest ESD standards and attracting global business.

Sustainability

2.1 A low carbon building exemplifying best practice and contributing to Sydney as a leading city in environmental innovation.

2.2 Excellence in environmentally sustainable design responding to energy use, water efficiency and waste management.

Transport

3.1 A clearer and improved pedestrian link to Martin Place Station.

3.2 A reduction in the number of car park entries [from 2 to 1].

Pedestrians and Cyclists

4.1 A greatly improved and activated edge to a potentially transformed public space, adding to the vitality and liveliness of Martin place and the liveable green network of Sydney.

4.2 A greatly improved provision for cyclists supporting riding/ walking to work and lunchtime activities.

An engaging city centre

5.1 The strengthening of an arrival or destination point at the Eastern end of Martin Place, reinforcing its role as the civic and financial centre of Sydney.

5.2 A greater diversity of active edges on Martin Place that will bring life to the street throughout the day and night with a variety of programme. The development hopes to achieve an 80% active front over multiple levels.

5.3 The extension of this active edge throughout the podium creating a destination and support for the business community culminating in 1690 sqm of podium terrace low enough to be visibly connected to Martin Place.

5.4 A development that provides no additional overshadowing to the ground plane of Martin Place and the elevation of the Reserve Bank during the significant times of the year*.

Vibrant Local Economy

6.1 The provision of 1070m2 of retail attracting smaller businesses into the city centre and creating a vibrant, accessible place to meet, shop, eat and interact throughout the day and night.

6.2 Approximately 38,000 m² of total net lettable area that will attract new business and lead the resurgence of the Martin Place economy

A Cultural and Creative City

7.1 Support for cultural activity by enhancing and defining a truly civic space that may encourage a variety of creative and temporary programmes complimenting the other opportunities along Martin Place.

7.2 A development that enhances and responds sensitively to the rich heritage setting, opening up views to St Stephens and creating spaces that reflect the civic scale and significance of Macquarie Street.

7.3 The opportunity to provide a new multipurpose venue accessed directly off Martin place, accommodating a diverse range of events and providing a focal point for the community.

1 April 14th 12noon - 2pm as defined by the City of Sydney

01 Introduction

- Background
- Site
- History
- The Existing Building
- Recent Process

01 Introduction

2

Background

This Urban Design Report is provided as supporting documentation for a Planning Justification Report prepared by JBA Urban Planning Consultants. It should be read in conjunction with this and it’s appendices.

These include;

- A_ Urban Design Report
- B_Shadow Impact Analysis
- C_ Structural Report
- D_ Heritage Impact Report
- E_ Consistency with Strategic Directions
- F_ Transport, Traffic and Pedestrian
- G_ View Impact Analysis
- H_ Assessment against Section 117 Directions
- I_ Environmental Wind Analysis Report

- Hassell
- Hassell
- Enstruct
- Graham Brooks and Associates
- JBA
- Brown Consulting
- Hassell
- JBA
- ARUP

This report seeks to:

- outline the urban design and planning context,
- summarise the key urban design and built form strategies that may guide any future development,
- describe clearly the proposed maximum envelope for which approval is sought,
- outline the impacts of this envelope in terms of key views and overshadowing,

This report makes reference to and compares a number of possible envelopes and massing options for the site. These are explained in detail on page 83 of this document. It is useful to clarify what is meant by each below.

- **Existing building** - the outside edge of the existing tower and podium
- **LEP compliant maximum envelope** - the outside edge of a maximum envelope that would comply with current LEP constraints, specifically with regard the maximum height, setbacks and sun access plane.
- **DCP compliant maximum envelope** - similar to the LEP but with additional setbacks required to the street wall of the special character zones.
- **Solar access maximum envelope** - the outside edge of a maximum envelope that would meet the requirements specified by the CoS in terms of additional overshadowing during specified control times.
- **Proposed built form maximum envelope** - the above solar access maximum envelope modified for urban design reasons with regards setbacks and heights and compliant with City of Sydney advice. It is for this envelope that approval is to be considered. It does not describe a proposed architectural massing as such. There are a number of different massing solutions that may sit within this maximum envelope.

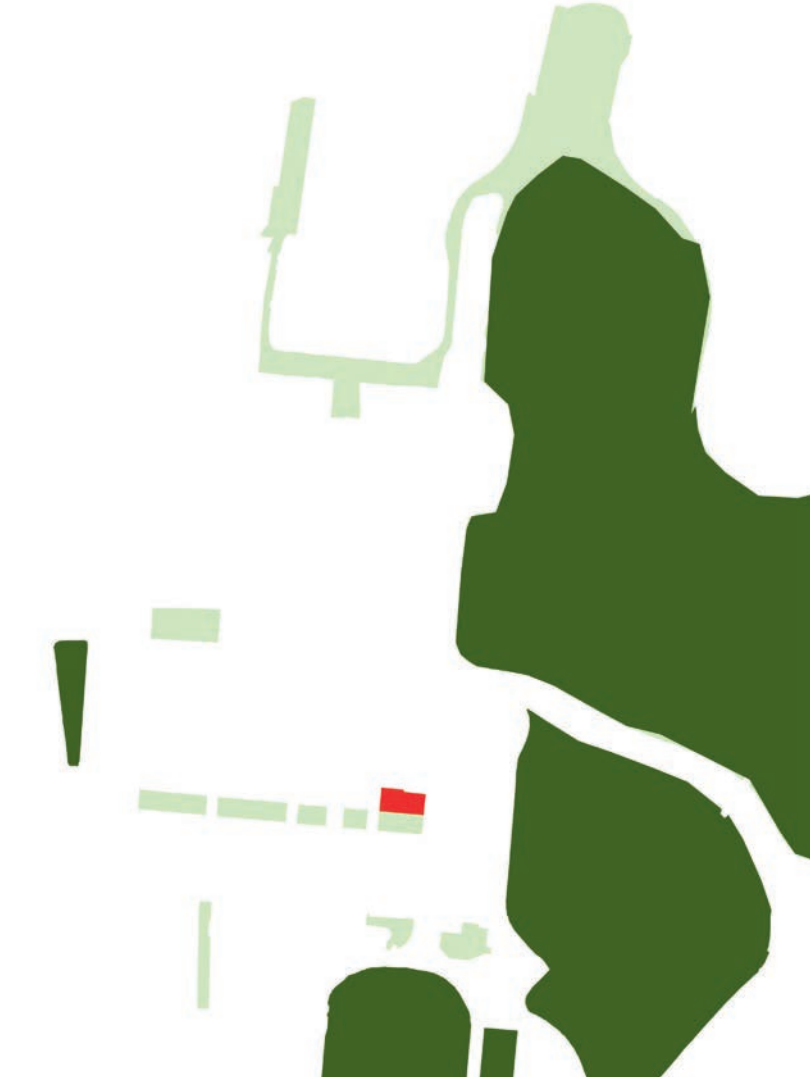


Figure 1_ City Context Location Plan



Figure 2_ Aerial - Location Plan

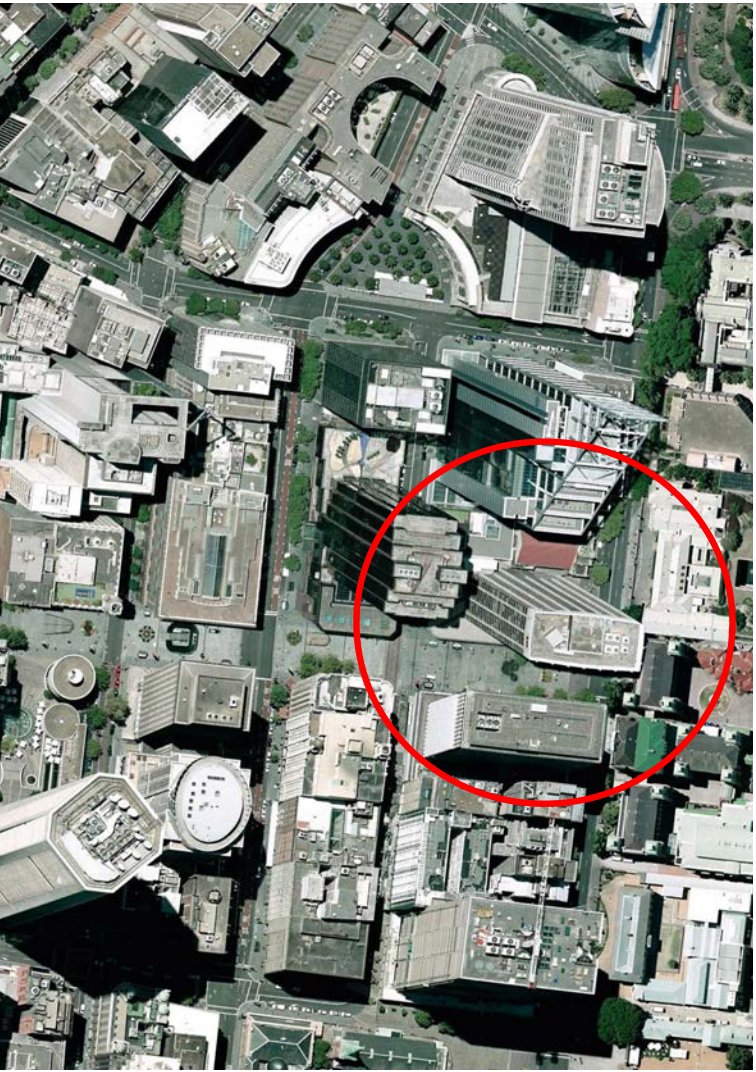


Figure 3_ Aerial

01 Introduction

Site

The proposed amendment seeks to facilitate the redevelopment of no.58 - 60 Martin Place and a portion of No 187 Macquarie Street, for the rest of this report referred to as 60 Martin Place.

60 Martin Place is located on the North West intersections of Macquarie Street, Martin Place and Phillip Street. It is bounded on the fourth side by St Stephens Uniting Church and the annex of 126 Phillip Street tenanted by Deutsche Bank. On the southern edge below ground it is bounded by Martin Place Railway Station concourse and tunnels.

It is one of the most important and civic corners of the city. Macquarie Street has since its origin contained many of the public and government institutions of Sydney and following it's completion in 1935 Martin Place has grown to become the recognised ceremonial and business heart of the city.

The site includes 2561 sqm within the boundary of 60 Martin Place plus a 5.5m cantilever over St Stephens Church boundary providing an additional 155 sqm. There exists a 4 metre fall between Macquarie Street and Phillip Street. This change in level is accommodated in Martin Place with a relatively flat upper section, curved steps that drop 1.5 metres and a steeper sloping lower section at approximately 1:20 gradient. A colonnade and escalators are provided within the site boundary taking pedestrians from the lower level to an upper ground floor terrace set back from the main public space. Carpark entries are situated on the northern corner of both Macquarie Street and Phillip Street.

The existing building consists of a 113/117 metre tower completed in 1964 with 28 levels of accommodation, 2 basement levels and a 16-20 metre high podium added in 1998. Both were designed by Peddle Thorp and Walker and renovations were carried out to the Podium in 2004.

There is an existing station entry within the boundary of the site. The station was completed in 1979 and is listed as a local heritage item.

St Stephens Uniting Church was built in 1935 relocated from Phillip Street during the extension of Martin Place to Macquarie Street. It is listed as a heritage item on the State Heritage Register.

126 Phillip Street, Deutsche Bank, is an award winning premium grade commercial tower designed by Foster and Partners with Hassell.

60 Martin Place faces the Reserve Bank of Australia, NSW Parliament House and Sydney Hospital, all listed as heritage items. The precinct provides one of the richest heritage settings in Sydney.

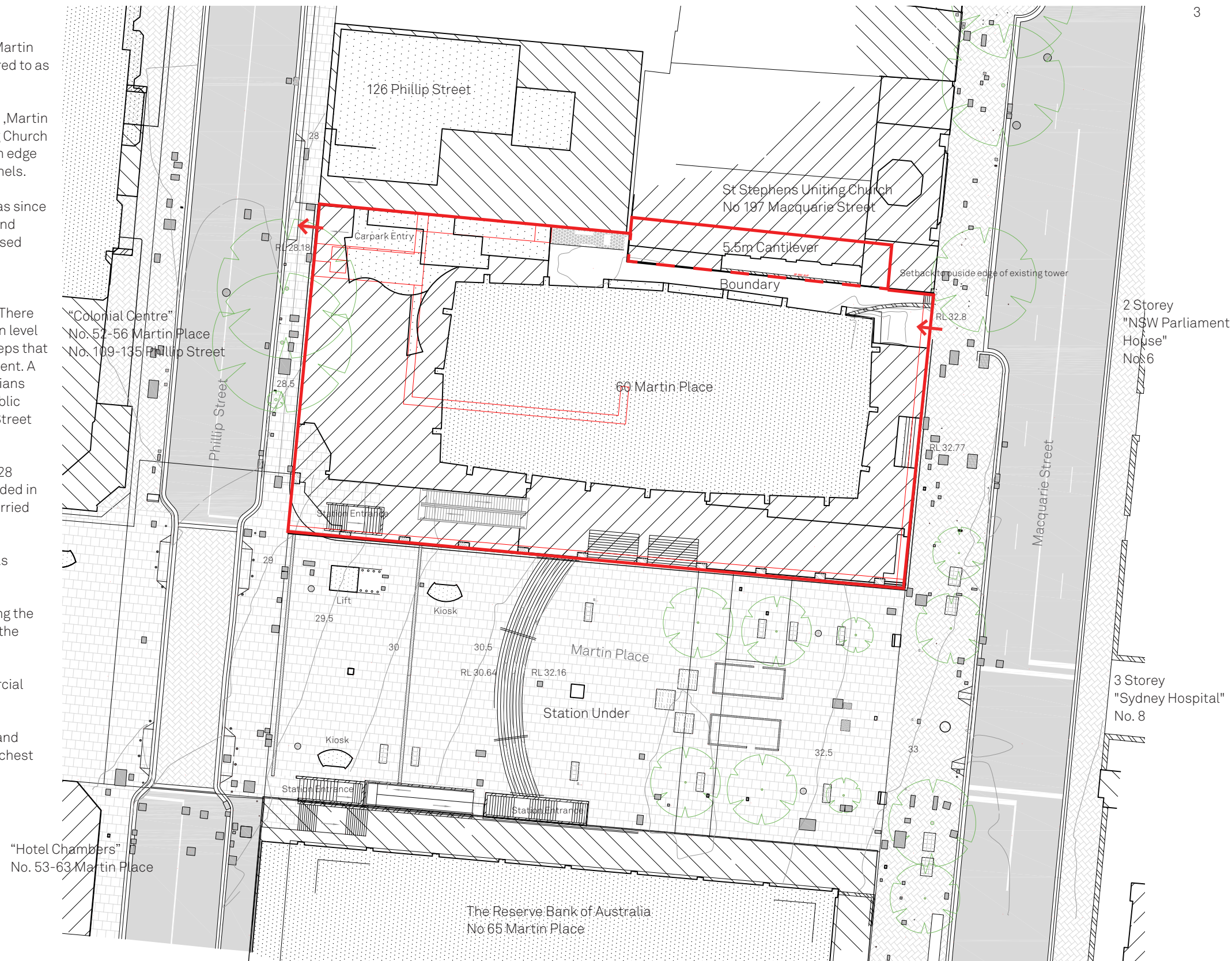


Figure 1_ Site Plan_ 1:500 @A3

01 Introduction

4 History



Figure 1_ Federation Celebrations on Macquarie Street



Figure 2_ Macquarie Street, looking North_ State Library

_1870

Macquarie street was formed in 1810 quickly becoming ‘the most important civic avenue in Sydney’. Public buildings were built on the eastern side and large residences on the west. A fine grain of balconies characterised the eastern street wall orientated towards The Domain.



Figure 3_ Original Post Office on George Street



Figure 4_ First section of GPO _The Design of Sydney, P Webber

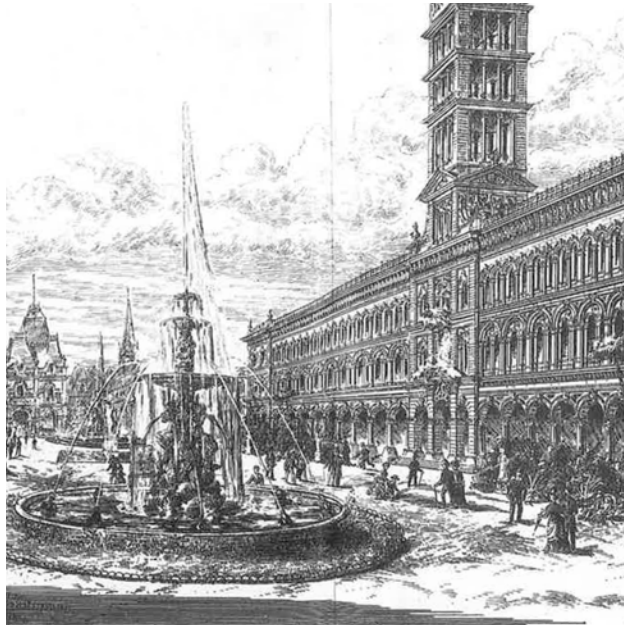


Figure 5_ ‘Piazza in the Italian Style’ Illustrated Sydney News 1888 _The Design of Sydney, P Webber

1863

The original post office building on the eastern side of George St was replaced in 1863 and relocated to the nearby corner of George St and St Martins Lane. In 1877 the second half of the post office was completed extending it to Pitt St. In 1889 the adjacent St Martins lane was widened to 100 feet with the ambition of creating a square for Sydney, a ‘piazza in the Italian Style’.



Figure 6_ St Stephens Uniting Church_ Phillip Street_ <http://www.ssms.org.au/>

1875-1935

St Stephens Church was located on Phillip Street from 1875 until 1935.

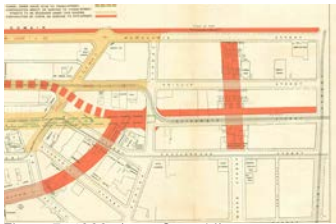


Figure 7_ 1909 plans_ State Library



Figure 8_ Martin Place before extension to Macquarie_ State Library NSW



Figure 9_ Martin Place_ State Library NSW

1890 - 1921

As a result of a fire in Moore Street in 1890, the opportunity was taken to extend the 100 ft wide street as far as Pitt Street. Moore Street was later renamed as a continuation of Martin Place.

The Royal Commission of 1909 looked at various plans to improve the city. The extension of Martin Place to Macquarie Street was considered and to ‘be treated as a public square with statues and fountains.’

01 Introduction

History

The illustrations and captions below summarise the history of the site.

For more detail refer to The Heritage Impact Report, Appendix D. Much of the information has been taken from “The Design of Sydney” edited by Peter Webber. It provides an excellent summary of the development of Martin Place over the last 100 years.



Figure 10_ Martin Place before extension to Macquarie_ State Library NSW



Figure 13_ RBA CMP

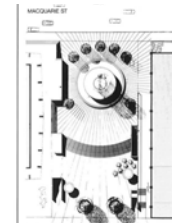


Figure 14_ Plan for Martin Place
The Design of Sydney, P Webber



Figure 16_ Martin Place



Figure 11_ Martin Place_ State Library NSW



Figure 12_ St Stephens Uniting Church_ State Library NSW



Figure 15_ 1996 Sydney DCP

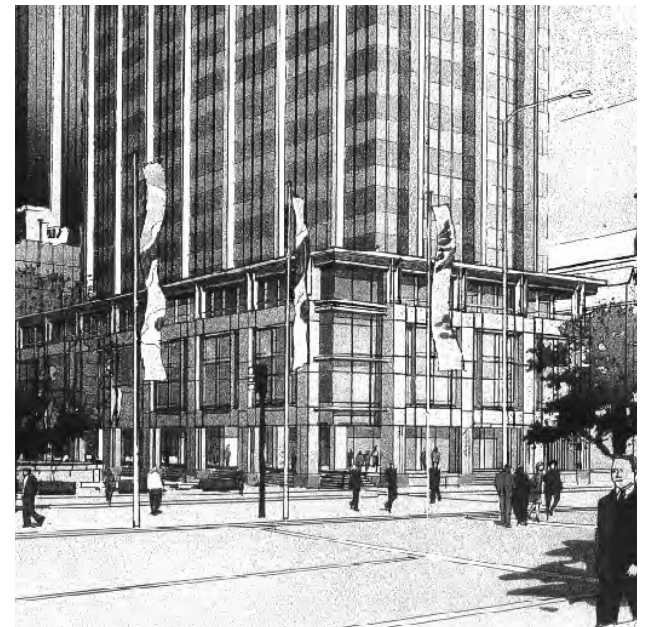


Figure 17_ 1996 Sydney DCP

1932 – 1935

In 1933 Professor Leslie Wilkinson won the Martin Place extension competition with a narrower connection to Macquarie Street.

The formation of this last section was delayed due to mounting pressure from many for a truly civic square at the top end of Martin Place.

A decision was eventually deferred on the formation of a square and the 100ft street extended to Macquarie St in 1935.

1935

St Stephens Church was relocated from Phillip St to its current location as part of the process of extending Martin Place.

1960's

In 1968 the then Bank of NSW was built as a tower. It had no podium but a raised flat terrace approximately level with Macquarie Street, similar in ground plane treatment to the RBA opposite.

1969-1977

Martin Place was pedestrianised between 1969 – 1977 and the century long call for an Italianate Square finally realised'. The station was opened in 1979 .

The existing podium was added by Peddle Thorp Architects in 1998. It was designed to enhance the street scape and improve pedestrian amenity. Careful consideration was given to its relationship with St Stephens, The RBA and Sydney Hospital.

The podium was renovated in 2004.

01 Introduction

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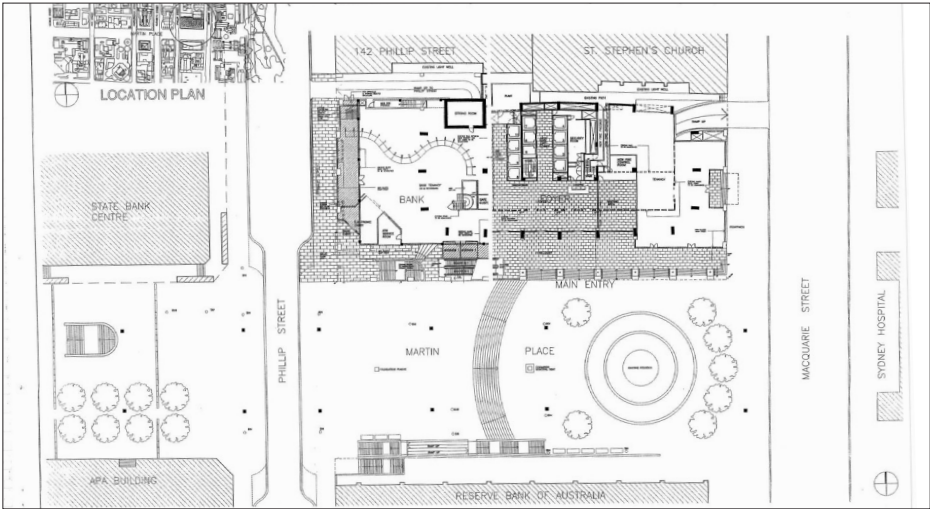


Figure 1_ Existing Site Plan

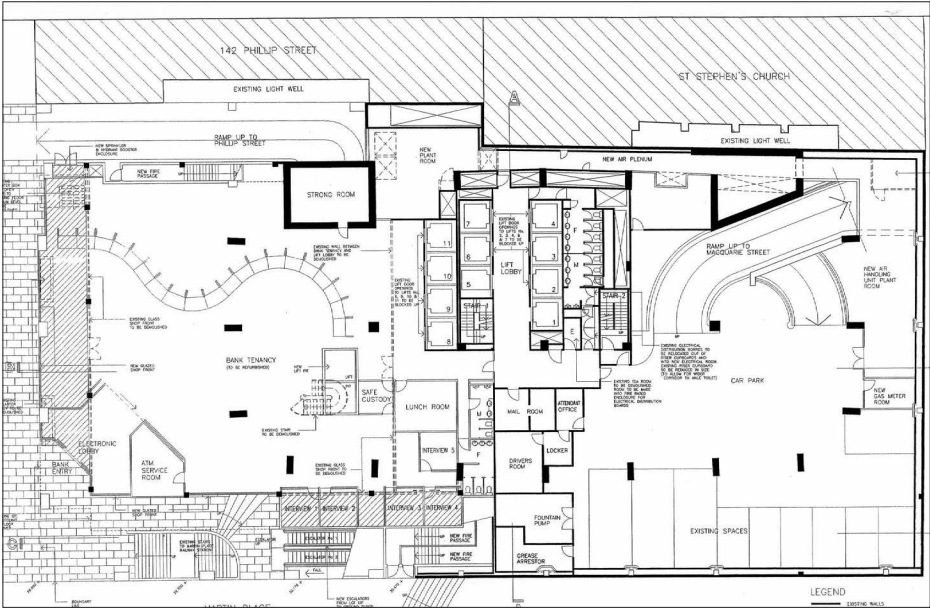


Figure 2_ Existing Lower Ground Floor Plan

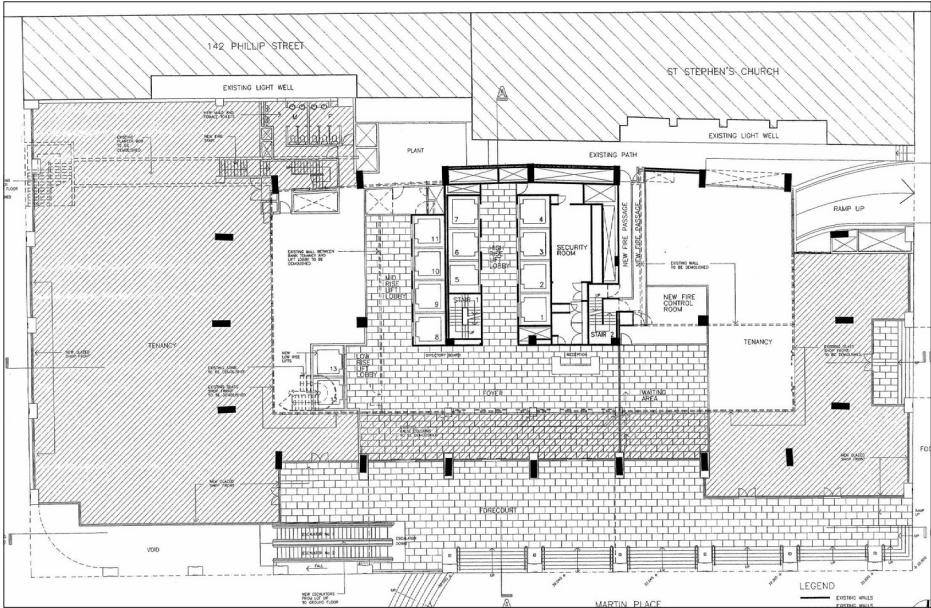


Figure 3_ Existing Ground Floor Plan

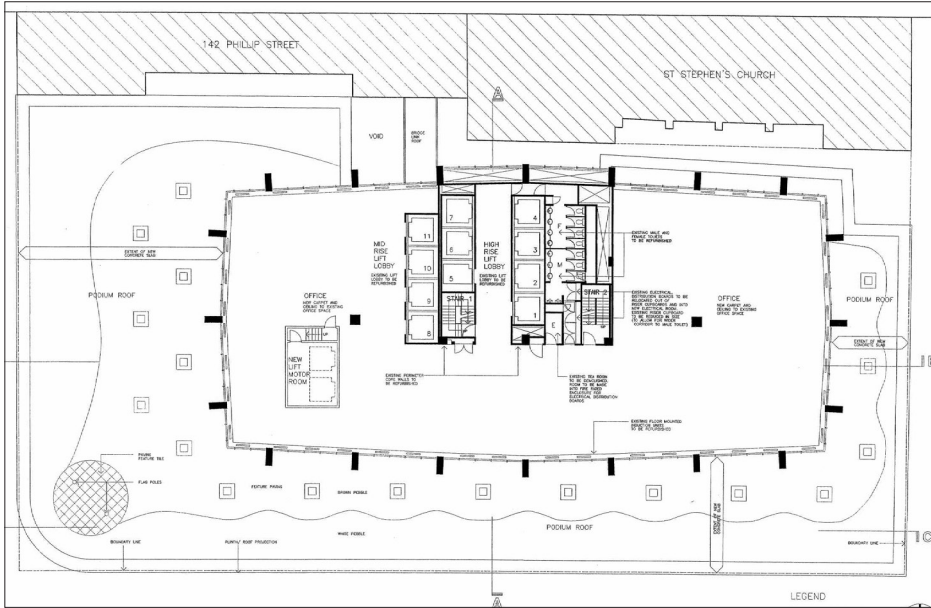


Figure 4_ Existing Level 4 Plan

01 Introduction

The Existing Building

The drawings below and opposite describe the existing building as it is today.

The location plan clearly describes the rationale behind the curved stairs on Martin Place and their relationship with the original fountain. The idea of a square terminating Martin Place can be read in this configuration.

The lower ground floor plan at Phillip Street level contains a retail bank tenancy fronting Phillip Street and a half a floor of car park behind it on the Macquarie Street edge.

The commercial foyer and lift lobby front Martin Place located centrally on the elevation and approximately opposite the entrance to the RBA. As per the original design the primary address is raised above the Martin Place ground plane with a level terrace accessed via stairs. This provides a level of formality to the entry sequence but cuts it off from the public space itself.

Retail tenancies front the Macquarie Street address and the corner to Martin Place.

The podium elevations below clearly describe the purposeful relationship with the Sydney Eye Hospital and RBA and the shared structural rhythm with the tower.

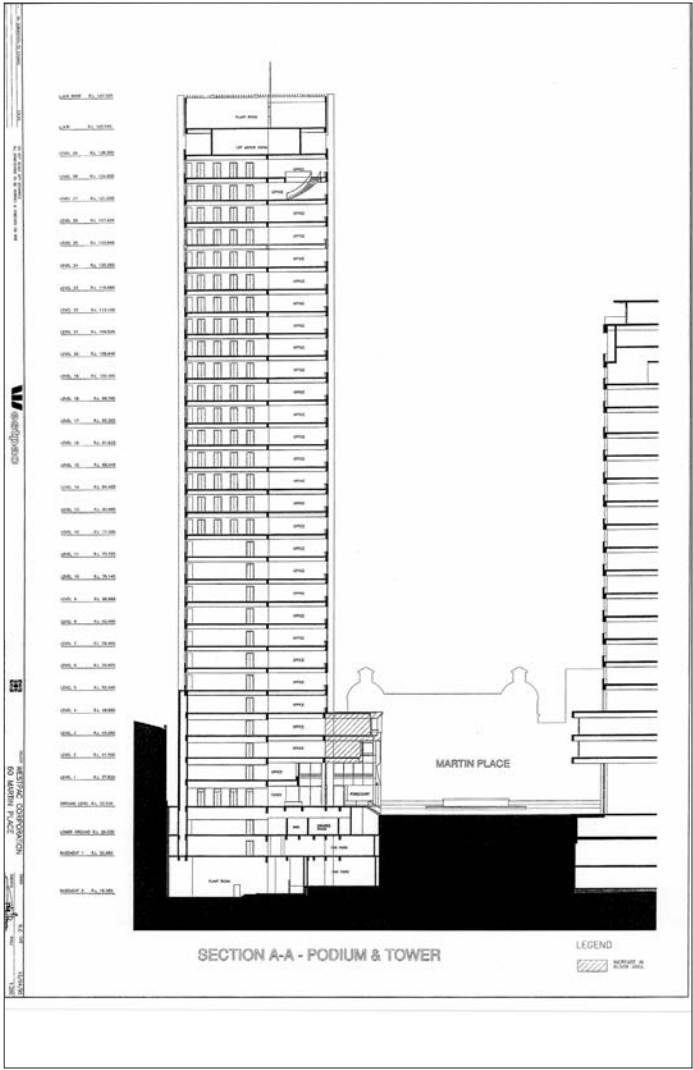


Figure 5_ Existing Section through Podium and Tower



Figure 6_ Existing East Elevation

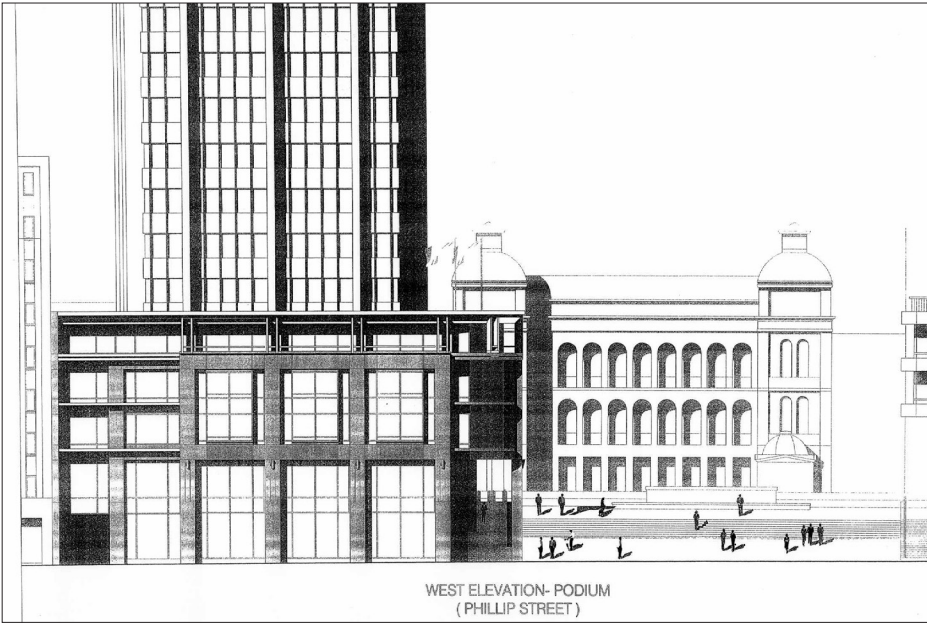


Figure 7_ Existing West Elevation

01 Introduction

8 The existing building

The photos opposite describe 60 Martin Place as it is today.

In relation to current urban design thinking the existing building can primarily be criticised for the lack of street level activity it provides. This can be said for many of the buildings along Martin Place and this issue has been of debate throughout its development. The ground plane of 60 Martin Place adds little in the way of interest and vitality to the pedestrian experience. This is partly due to it's primary function as a foyer to a commercial bank built of it's time but more fundamentally the building is disconnected from the public space by the manner in which it addresses the level change and it's interface to Martin Place with colonnade and terrace. The colonnade is deep and generous but largely uninhabitable, given mostly to circulation and bounded by blank walls. The raised terrace provides another disconnected face to Martin Place itself, this lack of connectivity reinforced by escalators, steps and handrails.

There is little doubt that the addition of the podium in 1998 improved the original pedestrian experience but today the overall impression is negative in terms of its of impact on the public domain.

Photo 01 shows the Phillip Street car park entrance alongside the 126 Phillip Street car park entrance.

Photo 02 illustrates the slenderness of the tower facing Macquarie Street and highlights it's apparent disconnectedness with the podium.

Photo 03 illustrates the considered response of the existing podium to the RBA podium and St Stephens Uniting Church.

Photo 04 illustrates perhaps the most unsatisfactory element to the existing composition, the curved junction to the corner of Martin Place and Phillip Street. The two facades are articulated and expressed separately but they are brought together with the only curve in the building. Redevelopment provides an opportunity to redress this configuration.

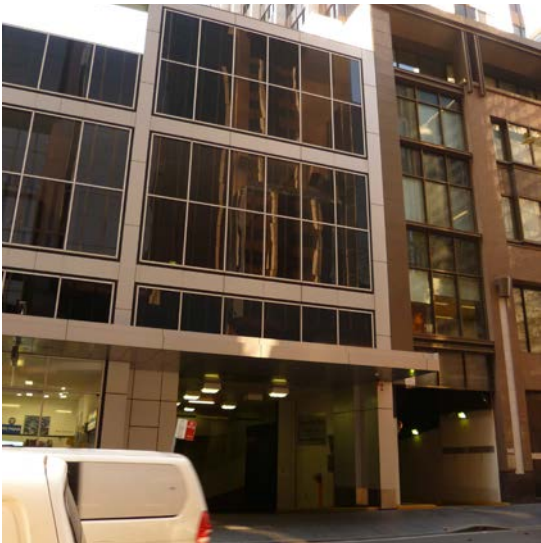
Photo 05 demonstrates the uniform line set up by existing podium heights that frame the sky at this end of Martin Place. The asymmetry of The Eye Hospital is also apparent.

Photo 06 illustrates the manner in which the corner of Martin Place and Macquarie Street is set back to articulate the individual facades.

Photo 07 illustrates the slenderness and satisfactory proportion of the existing Macquarie Street tower facade highly visible from The Domain.

Photo 08 shows the station entrance partly hidden by the colonnade and the impoverished pedestrian experience with blank walls and lack of activity.

Photo 09 illustrates the upper car park entrance which adds little to the setting of St Stephens.



01_



02_



03_



04_



05_



06_



07_



08_



09_

01 Introduction

Recent Process

A number of options for redevelopment of the existing site have been explored over the last few years.

Refurbishment was initially looked at but discounted for a variety of reasons. The limitations of the existing floor plate size, core configuration, structure and floor to floor height mean that conversion to a premium grade commercial building , demanded of such a prominent site, is impossible.

The option to redevelop within current planning controls is highly constrained and would effectively half the height of the existing tower. This does not provide a commercially viable solution and results in a poor urban outcome with increased overshadowing to Martin Place during control times.

Over the last 2 years and in consultation with the council staff and Professor Peter Webber many options for possible redevelopment have been explored. This process has been useful in clarifying the primary issues related to the site and has resulted in general consensus on the key principles that should guide any future development.

Initial investigations came to the conclusion that the existing podium and height were well considered, sensitive to the surrounding context and should be maintained even though they are not strictly compliant with current street wall height guidelines.

It was also apparent that this upper section of Martin Place displayed characteristics of a square, defined on three edges by a uniform height, relatively flat, habitable and terminating Martin Place.

It was agreed by all parties that maximising the sun in Martin Place during winter months should be of prime concern and early studies were dominated by the requirement to achieve this. Various strategies were examined that increased solar access even though many were at odds with other urban design principles. A scheme with a form of inverted podium was presented to the Design Advisory Panel in October 2012. This proposal cut back the tower on the Macquarie Street corner to allow additional sun into the space. It attempted to reinforce the corner with a podium edge and sunny courtyard behind.

The following correspondence from the CoS confirmed council’s willingness to consider a submission that sought amendment of the planning controls provided that any proposal should result in at worst a neutral impact to current sun levels on Martin Place and the buildings defining its southern edge. It noted that the podium height should be maintained and the inverted podium be abandoned in favour of a stronger street alignment.

When examined closely the guidelines put forward by the DAP did not permit any form of redevelopment on the site as any extension to the existing envelope will increase overshadowing at some time of the year. At this point various strategies were investigated with benefits sought that might offset some loss of sun. A commercial building with a small hotel on top was considered. This greatly increased the existing height.

The project was given renewed focus with additional guidance provided by CoS limiting the neutral sun impact to the control times of 12 noon to 2pm on April 14th. This effectively allowed development within the sun shadow at these times. The advice also constrained any future redevelopment to the height of the existing building.

In the last 6 months the inclusion of floor space from the adjacent St Stephens Church has meant that additional GFA has become available. In recent discussions with CoS the constraint with regard the existing height of the tower has been relaxed. This and a proposed high level cantilver towards St Stephens has provided the neccessary additional area to ensure that the project is commercially viable.

This guidance forms the basis of the proposed built form maximum envelope outlined in this document and for which approval is sought. It provides on balance a scheme that is acceptable to all parties. It should be noted however that the sun access requirements remain to some degree at odds with other urban design considerations. The advice effectively limits any movement of the tower and any additional height. An ideal urban design response that fulfils the vision for the site for the next 100 years may differ from this . Likewise the envelope of any proposed podium is limited by the exact shape of existing, even on the curved Martin Place and Phillip Street corner which is a less than ideal solution.

The argument for redevelopment of this prominent site in Sydney is convincing and we have a rare opportunity to bring about real improvement to the precinct. Through the ensuing design process and redevelopment we hope together to ensure that the potential for this site is fully realised bringing considerable benefit to all.

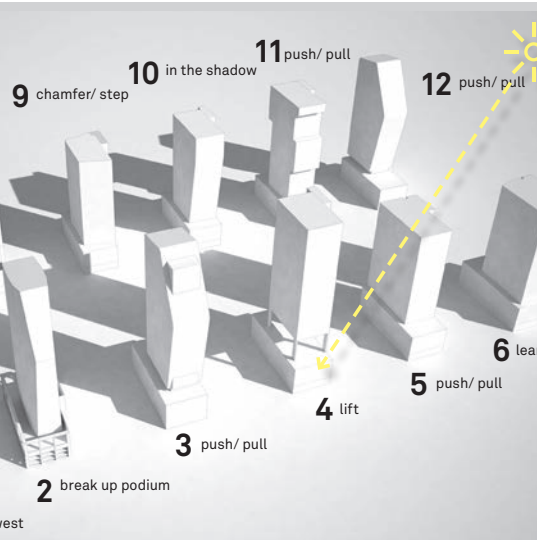


Figure 1_ Illustrative massing from DAP presentation

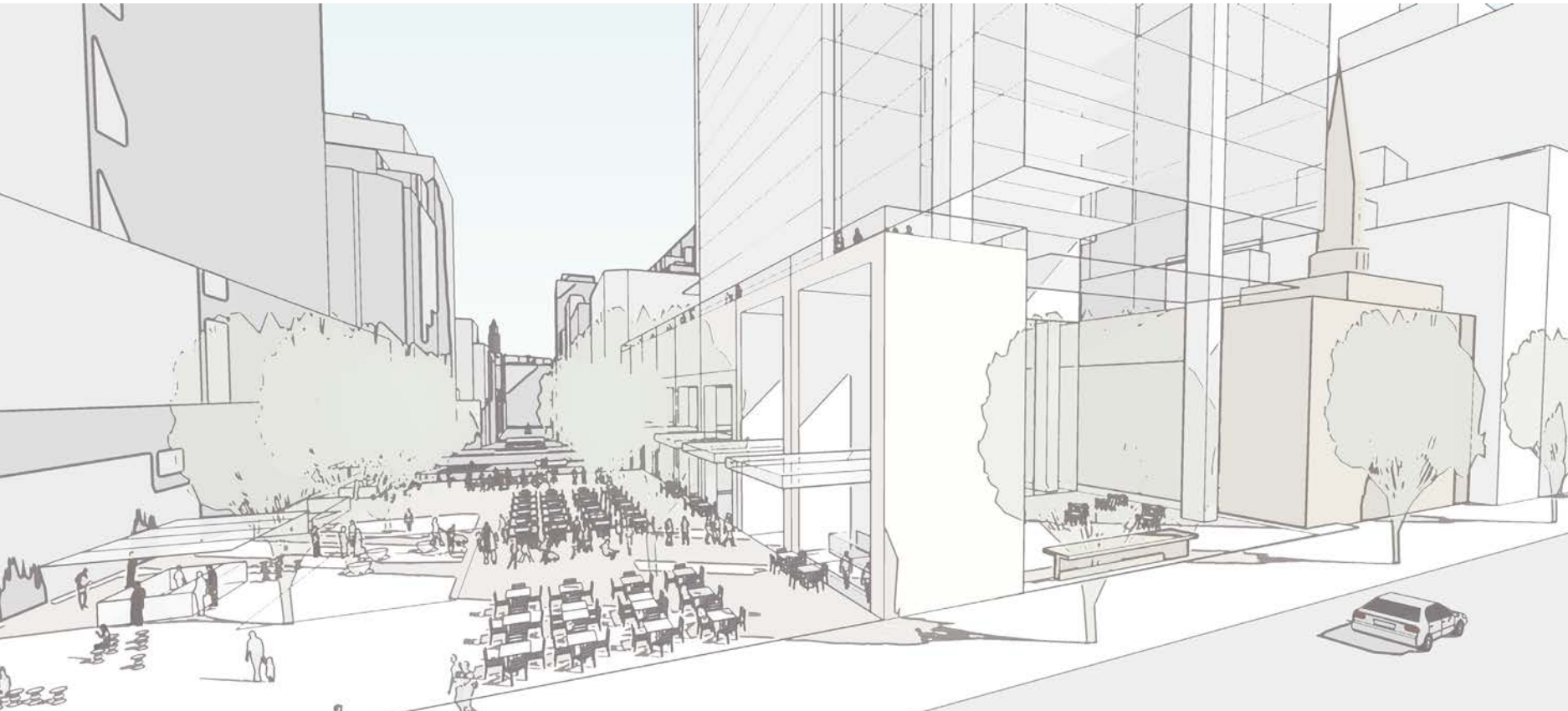


Figure 2_ Illustrative perspective from DAP presentation

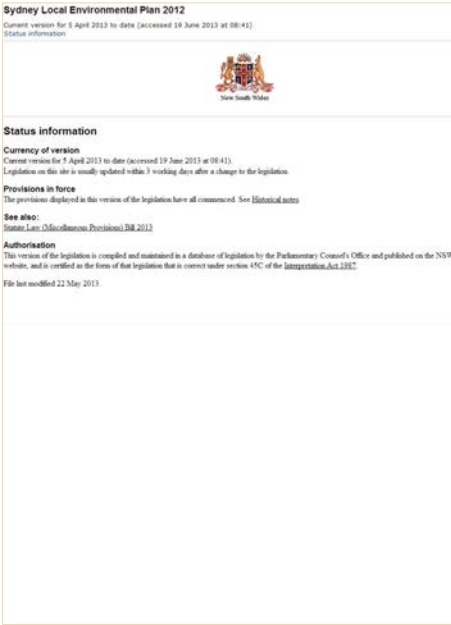
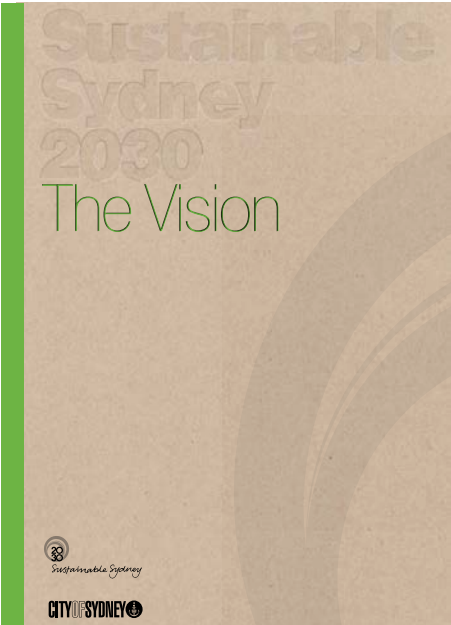
02_____Context

- Planning Context
- Sydney 2030
- LEP
- DCP
- City Guidelines
- 1993 Masterplan

02_____Context

12

Planning Context



Sydney 2030

Sydney 2030 is an extensive report outlining a comprehensive vision for Sydney's short term future. The report was generated in 2007-2008 with multiple inputs ranging from community forums to expert consultants such as Jan Gehl.

LEP

The *Sydney Local Environmental Plan 2012* applies to most of the City's local area and is made up of a written instrument and maps.

Sydney DCP

The *Sydney Development Control Plan 2012* is a supporting document to the Sydney Local Environmental Plan 2012 and provide more detailed provisions to guide development.

The Fine Grain

This report reviews the role of Sydney's city centre in the context for the wider city and proposes that the city centre needs to attract a wider range of users across different times of the day and weeks in order to activate the lanes and small spaces.

OPEN Sydney

Open Sydney was a report generated by the City of Sydney under the Sydney 2030 scheme. It highlights the development and support of Sydney's night time economy as a high priority. The vision states that Sydney at night will be; connected, diverse, inviting and responsive.