

NORTH SYDNEY COUNCIL REPORTS

NSLPP MEETING HELD ON 03/04/24

	Attachments: 1. <u>NSLPP Report and Resolution dated 06/12/23</u> 2. Applicant response to Planning Panel Resolution 3. Façade Colours & Specifications 4. Amended Architectural Plans
ADDRESS/WARD:	201 Miller Street, North Sydney (CBD)
APPLICATION NO:	DA 145/23
PROPOSAL:	Replacement of existing window shrouds and repairs and maintenance of the façade of a 23-storey commercial building and heritage-listed item
PLANS REF:	Refer to Condition A1 in the Condition Set at the end of the report
OWNER:	The Trust Company (Australia) Limited
APPLICANT:	Urbis Pty Ltd
AUTHOR:	Report of Rachel Wu, Assessment Officer
DATE OF REPORT:	14 March 2024
DATE LODGED:	23 May 2023
DATE AMENDED:	27 February 2024
RECOMMENDATION :	Approval, subject to conditions

EXECUTIVE SUMMARY

This development application seeks consent for the replacement of existing window shrouds and repairs and maintenance of the façade of a 23-storey commercial building. The development application was referred to the North Sydney Local Planning Panel on 6 December 2024 for determination as a sensitive development involving the partial demolition of a local heritage item (I0904) in accordance with Minister's Direction.

The Panel's decision was to defer the determination to allow the Applicant to submit amended plans and changes to the information 'to ensure the heritage value in terms of the distinctive original exterior form and construction is respected'.

The heritage item is described in the State Heritage Inventory as "a highly integrated office tower in the Late Twentieth Century International style of considerable quality and distinctive detailing designed and built by prominent construction firm Sabemo Pty Ltd, contributing much to the urban streetscape of this high-rise area. It was notable when first completed in 1972-1973 for its unusual and prominent, orange-coloured fibreglass exterior and finish." The building has since been substantially modified in 1989 in the Post-modern style to a muted green and later grey finish, with interior works and a new Pavilion building, but retains the distinctive original exterior form and construction.

The Panel decision (6/12/2024) requires amended plans to incorporate the following changes:

"Amended Architectural Plans:

- a. Proposed window shroud design to be a modular structure fabrication to be installed as modular façade units for each window shroud.
- b. A revised colour scheme, including glazing colour, that is more complementary of the heritage significance of the building is to be achieved. The selected colour is to be distinctive and better reflect the design quality and expression of the original building façade. Stark white is not supported.
- c. Consideration of the removal of the portico to the main forecourt and reinstatement of the original supporting column profiles evident in photographs of 1972 from Stanton Heritage Centre, Local History Collection (n.d.)."

In response to the Panel Decision, the Applicant proposes 'silver' shrouds with a 'bronze' (champagne) tint glass colour for each window shroud. Each window shroud retains a modular structure fabrication as per the original proposal. In terms of Point (c) above, the Applicant has stated that those works will be further considered in a separate future Development Application.

The Applicant advised in the original documentation that the proposed replacement of the window shrouds and changes to the façade are necessary in order to address issues associated with water ingress, "galvanic corrosion" and aging of the existing fibreglass shrouds. The application is also made to address to improve compliance with current standards under the Building Code of Australia.

The original proposal has attracted nil (0) submissions, and the amended plans do not require renotification as per Council's Community Participation Plan.

The Applicant has provided an amended schedule of materials and colours and physical sample of the tinted glass, and façade colours and specifications in response to the Panel resolution. The application is considered to have adequately addressed the Panel resolution. The application is referred back to the Panel for determination and is recommended for **approval**, subject to conditions that include the replacement of the existing dummy panels on the northern elevation with the newly proposed window shroud with tinted glass modules to retain consistency across all facades, except where aluminium louvres are proposed.

LOCATION MAP



DESCRIPTION OF PROPOSAL

The development application seeks consent for the replacement of existing window shrouds and repairs and maintenance of the façade of a 23-storey commercial building and heritage-listed item located at 201 Miller Street, North Sydney.

Window Shroud

- The existing number of fibreglass shrouds/façade panels on the building is 748 panels. This is proposed to be replaced with a total of 660 solid aluminium shroud panels with white powder coat finish, representing a reduction of 88 panels from the northern elevation.
- The proposed window shroud depth is increased by 150mm from the existing 385mm to 535mm. The façade is proposed to be weatherproofed with new concealed water proofing.
- Install new sub-frames to support aluminium components.
- Composed of several joints to be assembled on-site after fabrication. Casette joints to be a maximum width of 10mm as required.

Glazing

- High performance insulated glass units with low-e coating
- The proposed glass reflectivity for the total of 660 transparent, grey-tinted insulated glazing unit with low e-coating held within the proposed new window shrouds demonstrates improvement from the existing 20% reflectivity to 16% reflectivity, supported by the Applicant's Structural Engineering report on *Façade Replacement Design Statement Reflectivity* prepared by TTW P/L statement dated 10 November 2022.

Concrete Exoskeleton

• The existing concrete exoskeleton of the building beneath the window shrouds and the proposed vacant wall area on the northern elevation is to be painted grey.

The Applicant stated in the submitted Design Verification Statement prepared by Sissons Architects, dated May 2023 that the proposed solid aluminium cladding is the best selection for noncomputability, durability, strength, availability, weight and compatibility with the proposed aluminium sub-framing and glazing framing.

The previous plans submitted for the 6 December 2023 North Sydney Local Planning Panel (NSLPP) were supported for the window shroud design to be a modular structure fabrication. However, a revised colour scheme including glazing colour that is distinctive and complementary to the heritage significance of the building; as well as consideration of the removal of the portico to the main forecourt and reinstatement of the original supporting column profiles were requested from the Applicant within three months from the date of the Panel decision.

The Applicant has submitted an amended colour scheme below:

- Window Shrouds: Aluminium finish and colour as powder coat silver
- Glazed unit to windows: Bronze tint glass
- External painted finish and colour: Grey as per original plans
- Louvres: Aluminium as per original plans

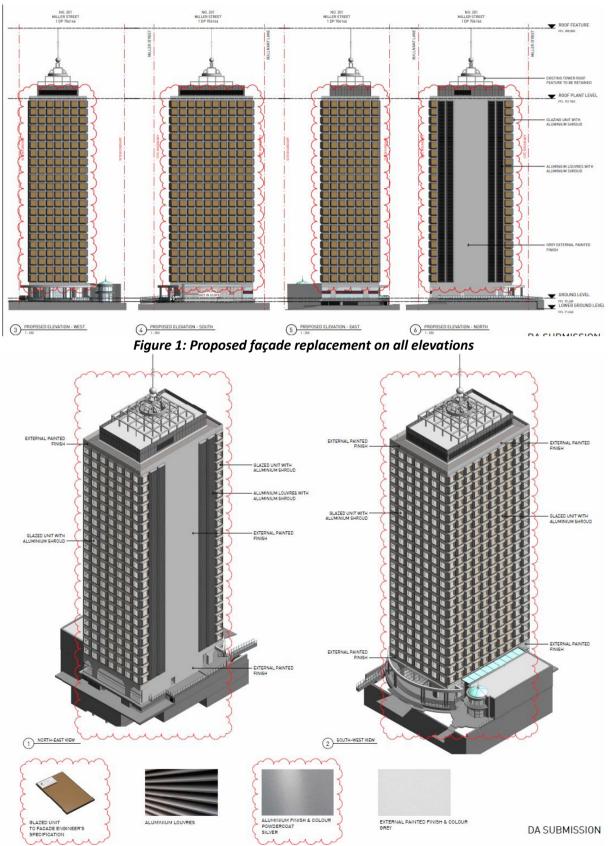


Figure 2: Proposed Northeast and south west views with material board

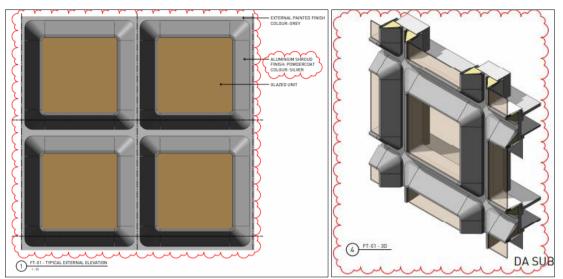


Figure 3 & 4: 2D and 3D view of the window shroud colour and structure



Figure 4a: Proposed façade colours & specifications

STATUTORY CONTROLS

North Sydney Local Environmental Plan 2013 (NSLEP 2013)

- Zoning E2 Commercial Centre
- Item of Heritage Yes ('Commercial Building' 10904)
- In Vicinity of Item of Heritage Yes (Monte St Angelo Group at No.1 7 Miller Street: I0894 I0897; 'Rag and Famish Hotel' at 199 Miller Street: I0901)
- Conservation Area No
- Height of Buildings Max. RL 160
- Additional Local Provisions North Sydney Centre, Miller Street Setback Special Area

Environmental Planning & Assessment Act 1979 (as amended) SEPP (Transport and Infrastructure) 2021 SREP (Sydney Harbour Catchment) 2005 SEPP (Resilience and Hazards) 2021 Local Development

POLICY CONTROLS

North Sydney Development Control Plan 2013 (NSDCP 2013) North Sydney Local Infrastructure Contributions Plan 2020

DESCRIPTION OF LOCALITY

The subject site is legally described as Lot 1 DP 706146, and is known as 201 Miller Street, North Sydney with an area of 1634.7m² and a primary frontage to Miller Street of approximately 41m.

The subject site includes a 23-storey Late Twentieth Century International Style commercial office tower built in 1972, and an adjoining two-storey office building in the south-western corner of the site known as 'The Pavilion' built in 1989 in the Post-modern style. The main office tower was originally known as 'Ibis House' built and designed by building and construction firm Sabemo Pty Ltd, which was headquartered nearby at 221 Miller Street (built 1960), with an innovative design including orange fiberglass window frames. The building has since been substantially modified in 1989 in the Post-modern style to a muted green and later grey finish, with interior works and a new Pavilion building, but retains the distinctive original exterior form and construction.

Records in the State Heritage Register for the local heritage item details the original intentions of Sabemo's Managing Director for the choice of fibreglass as a construction material to significantly reduce the weight of the building and allow for greater areas of pillar-free office space.

The site has a primary frontage with a significant landscaped setback on the eastern side of Miller Street (SP2 Classified Road) and a secondary frontage to Bullivant Lane. The lower ground levels include parking and other building facilities, with vehicle access via Bullivant Lane. Eastwards across Bullivant Lane is the three level Ward Street Car Park, owned by Council and managed by a private operator. North of the site is a mix of commercial and residential buildings, including serviced apartments and a 'build-to-rent' block of units. The immediate area is primarily characterised by commercial and retail activity consisting of multi-storey commercial buildings with ground floor retail and light commercial uses.

The site is highly accessible from both the forthcoming Metro line and existing Sydney Trains services, the latter available from North Sydney Station, about 550m to the south. Bus services also run along Miller Street to the City and Chatswood, amongst other destinations. Bus stops are on either side of the site's street-block, between McLaren Street and Berry Street.

The building is in the immediate vicinity of the following two heritage items:

- <u>Rag & Famish Hotel</u> No. 199 Miller Street [I0901] which is directly south, adjacent to the site. It is significant for being a very good example of a two storey Hotel in the Federation Free Classical style set on a prominent corner location. Important local hotel with antecedents to the mid-nineteenth century. Associated by tradition with prominent local pioneer and founder of the hotel, Charles Bullivant. Interesting example of its style. The last surviving traditional hotel in the commercial centre. Important and prominent streetscape item.
- <u>The Monte Sant Angelo Group</u> No. 128 Miller Street [I0894] located opposite the subject site on the western side of Miller Street.

As per Councils' heritage records, it is significant as follows: In the centre of the College grounds is the original building 'Ma-Sa-Lou' 1855 home of Hon. Francis Lord, MLC (son of wealthy emancipist Simeon Lord). Francis named it after his daughters Mary, Sarah and Louisa. In 1873, the Sisters of Mercy started a school in a nearby cottage on the corner of West and Carlow Streets. Outgrowing this, 'Ma-Sa-Lou' was purchased in 1978 and the girls college opened in 1879. The interior and exterior are of significance, the building contribution to the overall group of heritage buildings that surround the lawn and statue of St Joseph.

The subject site is located within the North Sydney Council Ward Street Precinct Masterplan within the area known as Site B (Stage 2 finalised and endorsed 24 June 2019).

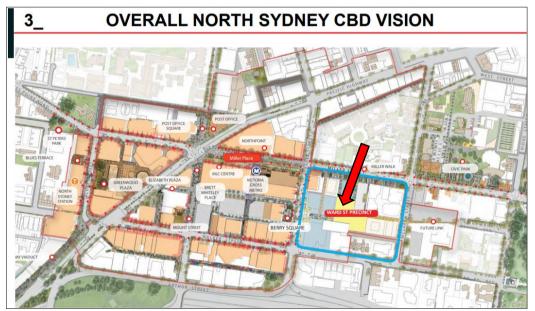


Figure 4a(i): Subject site (red arrow) located within the Ward Street Masterplan (June 2019)

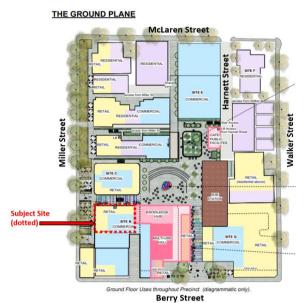


Figure 4b: Endorsed Knowledge Hub and Cultural Hub within the Ward Street Precinct Stage 2 Finalised Masterplan (June 2019) to be located in the podium of amalgamated Site B



Figure 5 (Left): Subject site zoned E2 Commercial Centre within NSLEP 2013 Figure 6 (Right): Subject site (hatched red) identified as local heritage item 10904 'Commercial Building' in NSLEP 2013



Figure 7a (left): Existing façade to Miller Street streetscape; Figure 7b (right): NW view of existing building



Figure 7c (left): SW view of existing building; Figure 7d (right): Northern elevation of building with 4 columns of existing vertical louvres



Figure 7e (left): Vacant landscaping on northern boundary Figure 7f (right): Slot view of SE corner from Bullivant Lane/Berry Street

CHECKING OF PLANS

This application has been checked to ensure that the changes being sought are the only changes included in the submitted plans.

RELEVANT HISTORY

Pre DA meeting held on 22nd June 2022 for the refurbishment of the existing building that needs repair due to damage principally caused by weather including corrosion over the 50-year life of the building and fire safety concerns and risks. The Pre DA also proposes a six or seven storey addition of office space (4,400m² GFA) to the top of the building and replacement of an annex, built in the 1980s on the building's southern side with one that is five storeys high, contain 615m² GFA , and connected to the main building via a breezeway, whereas the existing pavilion has no direct access to the main building. The proposed height increases from RL155m to RL180m.

Planning and heritage comments from the PreDA specifically relevant to this development application include:

- Recommendation to submit a 3D model of the building with the interpretation of the new façade
- The alternative replication concept constructed using hydroform aluminium detail may have the negative impact of segmented framing around the glazing but may be the best option. (To be confirmed by the applicant)*.
- The reinstatement of an orange façade is supported.
- The re-use of the gold tinted glazing would be a positive heritage outcome, however, if this is not possible, a similar visual outcome would be supported.
- The landscape setting should retain and/or plant new trees suited to the building's restoration and also be complimentary to the architectural style of the building.
- A Heritage Impact Statement will be required.

* To assist public understanding of the proposal, a development application is encouraged to include information describing the options considered and supporting the option (to be) selected.

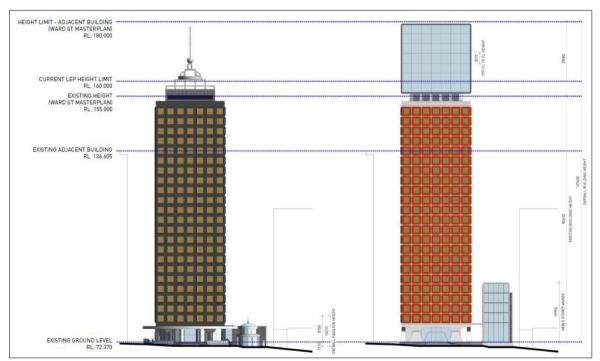
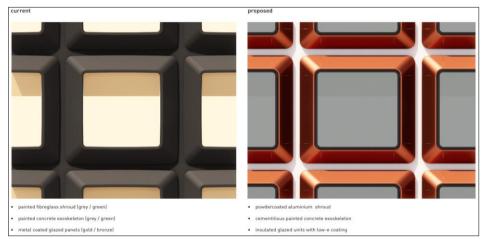


Figure 7g: Existing building in diagram on left, and PreDA proposed building on right.

A further meeting conducted online was held on 5 September 2022 with Council's Conservation Planner and Executive Planner. The meeting notes are provided below:

- The design changes include proposed aluminium shroud to match form of existing design and painted orange.
- Minor seams for the shrouds will be 2-3 mm which is unlikely to be visible from the street.
- New facade interpretation with North Elevation to respond to original fluted form.
- New North Elevation considered a good outcome by Council's Conservation Planner
- New lantern addition considered acceptable in principle by Council's Conservation Planner subject to detailing.
- New side addition should preferably be set at or behind the existing front building line.
- Orange colour to be advised by Applicant. Architect suggested during the meeting that they may not be able to match the 'Fantastic Plastic' orange but it can be bright with metallic flecks.
- Architect stated that it may not be possible for the glazing to be gold as it is a film from Belgium that corrodes and has a shorter life span than using other films such as grey. Gold colour also affects the interior colour.
- Council's Conservation Planner deemed the new form of the shroud with shadow line acceptable. The glazing is not protruding beyond the shroud.
- Council's Executive Assessment Officer recommended that the building facade works could form a separate Development Application.



• Council's Executive Assessment Officer requested a new model to be sent in.

Figure 7h: Existing building (left) and amended design (September 2022) on right

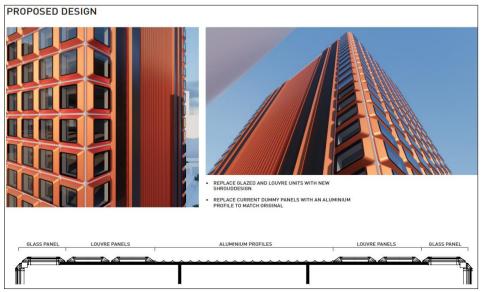


Figure 7i: Proposed amended design (September 2022)

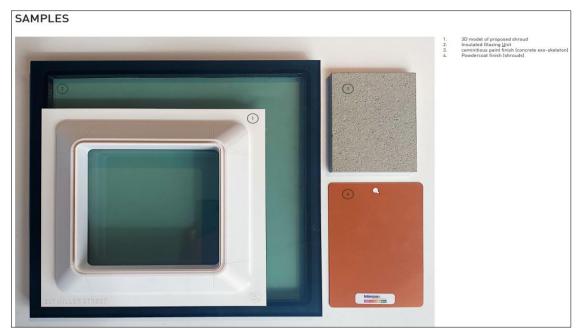


Figure 7j: Proposed samples for amended design (September 2022)

Previous applications

Development Application 145/23 (subject application) granted deferred determination by the North Sydney Local Planning Panel on 6 December 2023. The decision is as follows:

'Panel Determination

The Panel members have undertaken a site inspection prior to the meeting and notes there are no written submissions. The Council Officer's Report and recommendation is also noted.

The Panel's decision is to defer the determination of the application for the reasons below:

The Panel notes the North Sydney LEP 2001 amendment 9 gazetted 28/02/2003 and LEP 2013 gazetted 02/08/2013 is based on the NSW Heritage Inventory Statement listing and describes the building as being significant for the following reason:

"An example of a highly integrated office tower in the Late Twentieth Century International style of considerable quality and distinctive detailing designed and built by prominent construction firm Sabemo Pty Ltd, contributing much to the urban streetscape of this high rise area. It was notable when first completed in 1972-73 for its unusual and prominent orange coloured fibreglass exterior and finish. Although substantially modified in 1989 in the Post modern style, which included interiors, a new Pavilion building, and the change of the orange exterior to more muted green and later grey colours, the building retains its distinctive original exterior form and construction". Having regard to the above reason for the State Heritage listing, the Panel considers that it is unreasonable to require that the colour scheme for the building should be orange to match the original building colour given that the building has already undergone colour changes as noted in the listing above. At the same time, the proposed colour scheme is not supported for this heritage item.

The Panel considers that the Applicant's preferred scheme for replacement of the window shrouds in a modular, assembled system could be supported.

At the same time, however, the Panel also considered that the materiality of the heritage item, whilst substantially changed in earlier refurbishments, remained an important feature which should be reflected in an amended scheme of materials.

The Panel therefore considers the application requires further refinement to ensure its heritage value of "it's distinctive original exterior form and construction" is respected.

The Panel has decided that the matter be deferred for amended plans to be submitted to include the following changes:

Amended Architectural Plans:

- a. Proposed window shroud design to be a modular structure fabrication to be installed as modular façade units for each window shroud.
- b. A revised colour scheme, including glazing colour, that is more complementary of the heritage significance of the building is to be achieved. The selected colour is to be distinctive and better reflect the design quality and expression of the original building façade. Stark white is not supported.
- c. Consideration of the removal of the portico to the main forecourt and reinstatement of the original supporting column profiles evident in photographs of 1972 from Stanton Heritage Centre, Local History Collection (n.d.).

The deferral of this matter is to allow the Applicant to submit amended plans and changes information.

The amended plans are required to be submitted within 3 months from the date of this deferral and for a supplementary report to be prepared by Council Officers and submitted to the Panel in a timely manner. In the absence of amended plans and documentation, the Panel will move to determine the matter on the basis of information at hand.

Council requests that an amended development application be prepared which addresses the decision of the Planning Panel.'

Development Application 265/22 approved by the North Sydney Local Planning Panel on 1 February 2023 for alterations and additions to the ground floor lobby and partial change of use to the ground floor to include a café and associated works to a heritage listed office building.

Development Application 121/21 approved on **11 May 2021** for the fit-out of ground-floor level tenancy.

Development Application 75/20 approved on **24 April 2020** for internal fit-out works on the Ground Level.

Development Application 163/20 refused by the North Sydney Local Planning Panel on 7 October 2020 for the removal of existing McAfee sign and installation of four (4) building identification signs.

Development Application 392/14 approved on 15 December 2014 for new café use and fitout at entry level lobby of existing commercial tower.

Development Application 383/09 approved under delegated authority for the replacement of existing rooftop signage on each elevation and awning sign facing Miller Street. Details of the work approved are as follows:

- 2 x illuminated roof top building identification signs (northern and southern elevations) with the dimensions 3m x 12.405m;
- 2 x illuminated roof top building identification signs (eastern and western elevations) with the dimensions 3m x 12.402m
- 1 x awning sign with the dimensions 0.39m x 1.579m and is non-illuminated.
- All of the proposed signage is to state "McAfee" and include the corporate logo.

The reasons for approval are as follows:

"The proposed erection of signage at 201 Miller Street, North Sydney is supported, pursuant to the imposition of conditions. Whilst the number of signs is not in strict accordance with Section 16 of NSDCP 2002, the number of signs and their dimensions are generally replicating existing roof top signage on the building. Consequently, this proposed signage has been assessed as having no greater amenity or environmental impact than previously approved signage on this building, and as such, variation can be supported in this instance."

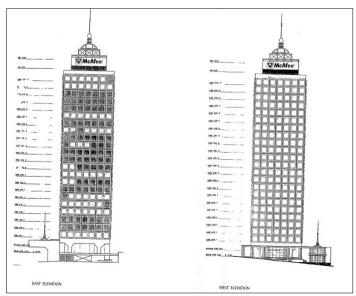


Figure 8: Approved McAfee signage on West (Front) elevation and East (rear) elevation



Figure 9: Approved Non-illuminated Acrylic Cutout Letters fixed to Portico in DA383/09

Development Application 383/09/2 approved on 17 June 2010 for modification of original consent DA383/09 with changes to awning sign facing Miller Street. The modification sought to modify the approved portico/awning sign on the Miller Street frontage of the building, by increasing its dimensions to 2.94m x 1.0m and affixing the new lettering to an acrylic panel rather than directly to portico structure. No change is proposed to the wording or logo. No modifications were proposed to the roof signages as part of this application.

The reasons for approval are detailed below:

"The proposed modifications are considered to have no greater impact than the original approval, and thus no objection is raised to the proposal. Condition A1 is recommended for modification to reflect the amended scheme. All other conditions remain valid and shall remain on the consent."

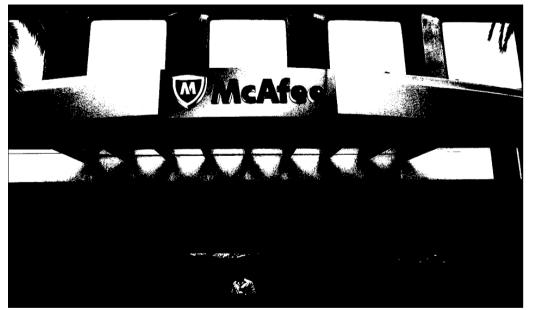


Figure 9a: Approved Non-illuminated Acrylic Cutout Letters fixed to Portico in DA383/09/02

Development Application 417/18 approved on **08 February 2019** for minor alterations to the ground floor lobby and expansion of the end of trip facilities.

Development Application 392/14 approved on **15 December 2014** for new café use and fit out at entry lobby of an existing commercial tower.

Development Application 1321/88 approved on **24 May 1989** for ground floor and general internal refurbishments of the main office tower and the construction of a 2-level Pavilion building in the south-western corner of the site over the existing carpark roof.

Building Application 753/88 approved on **15 November 1988** for building works and modification of the distinction orange façade to green colour, new portico entrance and pavilion building.

Building Application 24/70 approved on **29 May 1970** for the construction of a multi-storey commercial building (22 storeys, 3 parking floors and 2 plant equipment floors).

Current Application

Date	Action	
23/5/2023	Lodged with Council.	
1/6/2023	Application referred to previous Assessment Officer.	
8/6/2023	Comments received from Council's Landscape Development Officer.	
9/6/2023	Referral comments received from Council's Building Surveyor.	
	The application was notified as per Council's Community Participation Plan.	
	The notification period ended on 23 June 2023. No submissions were received	
	during this period.	
3/7/2023	Comments received from Council's Sustainability Project Officer.	
18/7/2023	Comments received from Council's Development Engineer.	
8/8/2023	The original plans with the white colour scheme were referred to the North Sydney Design Excellence Panel who raised concerns that <i>"the proposed</i> changes to the façade will result in a substantially muted version of the current building that diminishes its presentation and heritage character. The white aesthetic, expressed joints and reduced angularity of the forms result in a building that will be understated and blending in with other commercial buildings within the CBD". The DEP raised recommendations to the Applicant below:	
	 Alteration of the current Ground Floor components including the Portico and awning to closely reinstate the original design intent. The Ground Floor changes should run concurrent with façade changes. Retention of the signature orange colour Stronger and sharper interpretation of the window shrouds for greater shading and visual depth. The original building was considered an innovative, unique landmark in North Sydney CBD and should not 'blend in' Further 3D visual testing should be submitted to demonstrate and map the heat loads of the building and to understand urban shading 	

	 ESD report to demonstrate heat loads and benefits to architectural shading (glazing setback within shrouds) particularly on the western elevation Visible joints to shrouds to be minimised for a unitary modular system One of the old shroud panels to be retained and displayed in the building foyer to provide heritage interpretation and aid learning around the technology of the time, which can be completed in conjunction with an overall heritage interpretation strategy Reflectivity Study required Further justification that window shrouds need to be replaced including an assessment of a proposal that involves retention and maintenance of the existing heritage fabric versus removal of the fabric
	The DEP did not support the proposed development and recommended an amended proposal to be prepared addressing all the matters raised. The Applicant did not submit any additional information or amended plans following the DEP meeting that address the concerns and recommendations raised.
8/9/2023	Letter to Applicant providing the DEP minutes. Informed Applicant that the matters and recommendations raised in DEP must be considered and addressed in a revised scheme and additional information; and heritage comments from Council's Conservation Planner.
5/10/2023	Comments received from Council's Conservation Planner.
9/10/2023	Heritage Concern Letter and Appendix incorporating comments from Council's Conservation Planner sent to Applicant for a response addressing the heritage concerns and matters raised by DEP.
10/10/2023	Applicant requested an online meeting with Council to discuss way forward.
1/11/2023	Applicant response that the meeting with Council is necessary prior to preparation of amended plans to save cost and time.
2/11/2023	Informed Applicant that Council would facilitate a discussion, however requested that a draft agenda be provided to Council. No response received.
24/11/2023	Letter to Applicant to confirm that in absence of a formal response to Council's correspondence on 8 th September and 9 th October 2023 requesting changes to the scope of works, that the matter would be reported to the LPP for determination.
6/12/2023	Application referred and decision made by the North Sydney Local Planning Panel.
14/12/2023	Local Planning Panel Decision letter provided to the Applicant on the Planning Portal. Applicant informed that amended plans are required to be submitted within 3 months from the date of this deferral.
2/2/2024	Follow up on progress with Applicant who states that La Salle will submit a response prior to 28/02/2024.
27/2/2024	Applicant submitted amended plans to Assessment Officer by email.
13/3/2024	Applicant requested to provide sample of a window shroud structure and tinted glass including the proposed colour scheme and specifications such as the Pantone colour. The pantone colour of the proposed grey wall is to be provided too.

	provided too.	
18/3/2024	B/3/2024 Followed up with Applicant to check regarding timeframe of the request fo	
	specifications and window structure and tinted glass sample. Applicant	
	informed that they will get back to Council today.	
19/3/2024	Applicant submitted facade colours & specifications schedule.	

INTERNAL REFERRALS

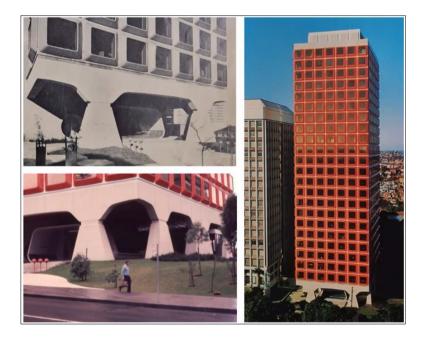
HERITAGE

The previous referral comments from Council's Conservation Planner are provided below:

"1. Heritage Status and Significance

201 Miller Street is identified as a scheduled heritage item (No. 10904) in NSLEP 2013. The inventory sheet for the site under the NSW State Heritage Inventory Database is inaccessible. However, Councils' records provide the following statement of heritage significance for the multi storey office tower:

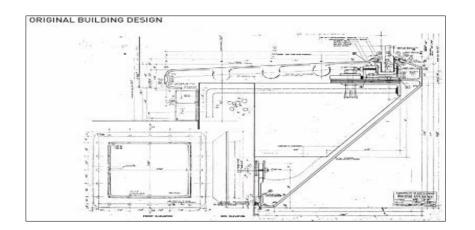
An example of a highly integrated office tower in the Twentieth Century International Style of considerable quality and distinctive detailing, contributing much to the urban streetscape of this high-rise area.



An office block of considerable quality and distinctive details, contributing much to the urban streetscape of this high-rise area. It was controversial when first opened for its unusual and prominent colour and finish.'

The statement of significance as assessed in the accompanying HIS for the subject DA, (prepared by URBIS dated 5 May 2023) is provided as follows:

An example of a highly integrated office tower in the Late Twentieth Century International Style of considerable quality and distinctive detailing designed and built by prominent construction firm Sabemo Pty Ltd, contributing much to the urban streetscape of this high-rise area. It was notable when first completed in 1972-1973 for its unusual and prominent, orange-coloured fibreglass exterior and finish. Although substantially modified in 1989 in the Post-modern style, which included interiors, a new Pavilion building, and the change of the orange exterior to more muted green and later grey colours, the building retains its distinctive original exterior form and construction.



2. Heritage Assessment and Recommendations

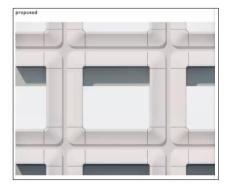
An assessment of the proposed major refurbishment of the façade of the building at 201 Miller Street, has been undertaken with reference to the relevant provisions under NSDCP 2013 Part B:s13 Heritage and Conservation, set out below to ensure the development meets the objectives of NSLEP 2013 Clause 5.10 (1)(a) and (b) Heritage conservation.

s13.1.1 Guiding Statement (e)(g)

The existing International style building represents an important milestone in terms of its building construction and design. Also, the cultural values and landmark qualities ascribed to the buildings original form as an 'unusual,' visually distinctive and prominent building still stand. It is

noted that the now more than 50-year-old building shows evidence of corrosion and other long-term maintenance matters including fire safety concerns and risks that require attention. The rectification of building failures such as combustible fiberglass cladding, corrosion of the steel window frames, stress fractures in window panels etc. are supported and a necessary intervention for the ongoing viability of the building. However, the treatment of the external appearance of the building with the proposed new window profiles + visible seams is a significant material departure from the building distinctive external form and that will be compounded by the proposed 'white' façade taking the building in a different direction from its original, bold expression whereby significantly reducing the heritage significance of the heritage item.

With reference to the Post-modern changes to the building in 1979, their most significant impact relates to the loss of the modular/tunnel gallery form of the foyer, wholly roofed garden, x12 circular lens shaped light diffusers and the orange acrylic sheet panels matching the once orange exterior of the building and therefore, the building's associated visual curtilage (see image of the existing foyer entry and the original gallery foyer below). The proposal creates a unique opportunity that has the potential



to reinvigorate the historic landmark qualities of the building's original distinctive and bold, orange façade and for which it is still remembered.



s13.4.5 Development in the vicinity of heritage items P6/ s13.5.1 Heritage items - Protecting heritage significance O1/P4 The new window profiles are not a reconstruction as per the Burra Charter definition. Whilst they can be identified as new, the proposed window profiles are significantly different to their earlier known state, evidence of which is adequately documented and accessible. Also, reintroducing the orange colour is a significant component for the work as is the opportunity to consider the reinterpretation of the foyer to reflect its original concept that could also be reflected in any future design of a new pavilion building to replace the existing pavilion (ref s13.1.1 above).



The proposed treatment of the façade with new window profiles + visible seams will significantly reduce the identified heritage characteristic qualities of the heritage item (see s13.1.1 above). The proposal will also undermine the building's original landmark qualities and contribution to the streetscape and heritage context juxtaposed with the nearby heritage items that express their own, distinct historical eras as part of North Sydney's' rich historic environment. A proposal that redirects changes to realign with the original design concept of the building as an 'unusual', visually distinctive and prominent building within the streetscape is recommended. It is also recommended that a revision be sought that is guided by the original colour and visual vibrancy of the original building, including consideration of reinterpreting the original foyer, lighting and covered garden concept. As such, the proposal is not supported on heritage grounds.

3. Conclusion and Recommendations

With reference to the above, the assessment of the proposed changes to the façade at 201 Miller Street is contrary to the following relevant provision of NSDCP 2013 Part B and therefore, does not not satisfy the objectives of North Sydney LEP 2013 Clause 5.10 (1) (a), (b):

- s13.1.1 Guiding Statement (e), (g)
- s13.4.5 Development in the vicinity of heritage items P2/P5
- s13.5.1 Heritage items Protecting heritage significance O1/O2/O3/P1/P6
- s13.9.4 Materials and colours O1/ P13

The proposal is not supported on heritage grounds.

Notwithstanding the above, it is recommended that a conservation management plan is prepared for the ongoing management of the heritage item and to inform any future changes that are likely to arise."

Planning comment: Council's Conservation Planner recommended a design that reflected an 'unusual', visually distinctive and prominent building within the streetscape. Subject to Panel's previous resolution, the amended scheme includes an amended material and colour schedule which more appropriately responds to heritage significance of the building, but does not seek to reinstate the 'orange' façade colour sought by Council's Conservation Planner.

Despite this, the amended proposal is considered to be an appropriate response to the key design features of the building, with appropriate emphasis given to the form of the window portal shrouds and incorporation of bronze/champagne coloured glazing. Conditions are recommended to ensure the selected colour specification is of a high standard. The amended proposal is considered to be a satisfactory response to the heritage significance of the building.

ENGINEERING

The application has been referred to Council's Development Engineers Team who recommended conditions if the development application is approved.

TRAFFIC/ENGINEER

The development application has been referred to Council's Traffic Engineer who provided the following comments:

'Further to our discussion with respect to the DA for 201 Miller Street, North Sydney and the condition referring the Construction Traffic Management Plan to Traffic Committee. In August we agreed to no longer refer Construction Traffic Management Plans (CTMP) to Traffic Committee and instead use the wording below:

"A Construction Traffic Management Plan must be prepared by a suitably qualified and experienced traffic consultant and submitted to and approved by the relevant North Sydney Council Traffic Engineer." Traffic Committee is an external committee to Council to advise Council on the implementation of traffic related infrastructure and regulations. It has no decision-making powers and as such it is inappropriate to refer Construction Traffic Management Plans to Traffic Committee under the NSW Guidelines for the Regulation of Traffic. It also creates additional bureaucracy and time delays for the approval of the CTMP.'

On 21st December, further comments were received from Council's Traffic and Transport Engineer which were informed to the Applicant post December decision:

"Here are some comments on their CTMP attached in the DA as there are no traffic components in DA to assess. I will review their CTMP again when their DA gets approved, and they have paid the CTMP review fee.

- 1. Justification for a 19m Articulated Vehicle for regular delivery. We only allow for a vehicle larger than 12.5m heavy rigid vehicle is for one off occasion and not regular deliveries.
- 2. Works Zone size will depend on the size of the truck.
- 3. There are time restrictions at the location where they're requesting the works zone. Since, it is a state road, they will need to get approval from TfNSW and the works zone time that they could have would be 10am-3pm Mon-Fri and 8am-1pm Sat.
- 4. Anything in regard to out of hours work, stand plant permit, road/footpath closure have to be submitted through our permit system for our permit officer to assess.
- 5. TGS for pedestrian management on Miller Street for crane installation or removal – pedestrian redirection signage should be closer to the intersection of Berry Street and McLaren Street so that pedestrians don't walk up to the site then realize that they cannot walk through.

These are just few comments I can make with this CTMP, but I will assess it properly again when they send it through after the DA is approved with consent of conditions."

Planning comment: The above recommended condition is included in the conditions of consent.

LANDSCAPING

The application has been referred to Council's Landscape Development Officer who provided the following comments:

"A large number of trees and associated landscaping within the front setback, and a number of street trees shall require protection. The Eucalypt mentioned in Development Review Panel notes is on the adjoining property and will not be impacted.

No mention has been made of any requirement for crane access via Miller Street, and any associated pruning requirements – in the absence of any such information, this assessment assumes that none is required, and so no pruning shall be permitted. Confirmation that no such pruning for access should be obtained from applicant prior to approval of DA. A project arborist has been conditioned largely to ensure design and construction of scaffolding/hoarding and tree protection is optimised to minimise impact to trees and reduce need for any pruning.

An empty planter bed along the northern boundary of the subject site contains only dead stumps of past trees. It would be recommended that this bed be planted out with suitable screening plants (eg Bambusa textilis var 'Gracilis') post works (recommendation only – not conditioned below, though inclusion via condition would be supported by LDO should planner see fit)."

Planning comment: Appropriate conditions are recommended by Council's Landscape Development Officer if the development application is approved.

SUBMISSIONS

Original proposal

No submissions were received during the 14 day notification period with adjoining sites and the Stanton/CBD Precinct.

Amended proposal

The amended proposal is not required to be notified as per s3.6 of the North Sydney Community Participation Plan.

CONSIDERATION

The relevant matters for consideration under Section 4.15 of the *Environmental Planning and Assessment Act* 1979 (as amended), are assessed under the following headings:

SEPP (Resilience and Hazards) 2021

The provisions of SEPP (Resilience and Hazards) require Council to consider the likelihood that the site has previously been contaminated and to address the methods necessary to remediate the site. The subject site has only previously been used for commercial office purposes and as such is unlikely to contain any contamination as the proposed works are to the building facade; therefore, the requirements of the above SEPP have been satisfactorily addressed.

SEPP (Transport & Infrastructure) 2021

The subject site has a frontage to a classified road that is Miller Street. Clause 2.119 *Development* with frontage to classified road states:

- '(2) The consent authority must not grant consent to development on land that has a frontage to a classified road unless it is satisfied that—
 - (a) where practicable and safe, vehicular access to the land is provided by a road other than the classified road, and
 - (b) the safety, efficiency and ongoing operation of the classified road will not be adversely affected by the development as a result of—
 - (i) the design of the vehicular access to the land, or

- (ii) the emission of smoke or dust from the development, or
- (iii) the nature, volume or frequency of vehicles using the classified road to gain access to the land, and
- (c) the development is of a type that is not sensitive to traffic noise or vehicle emissions, or is appropriately located and designed, or includes measures, to ameliorate potential traffic noise or vehicle emissions within the site of the development arising from the adjacent classified road.'

The Construction Management Plan prepared by Buildcorp and submitted by the Applicant stated that site access and deliveries will be via a work zone on Miller Street. A work zone will be required on Miller Street for a 19-metre articulated truck. A crane located on site will load/unload from the truck parked at the work zone. Council's Development Engineer recommended conditions if the development application receives approval.

NORTH SYDNEY LOCAL ENVIRONMENT PLAN (NSLEP 2013)

1. Aims of Plan

The development application has been assessed against the aims of the *North Sydney Local Environmental Plan 2013 (NSLEP 2013)* and is considered to be satisfactory with respect to the following relevant aims of the Plan.

2. Permissibility

The proposal can be defined as alterations and additions to a commercial premise and are permissible in the E2 Commercial Centre zone.

3. Objectives of the zone

The objectives for an **E2 Commercial Centre** zone are stated below:

- *"To strengthen the role of the commercial centre as the centre of business, retail, community and cultural activity.*
- To encourage investment in commercial development that generates employment opportunities and economic growth.
- To encourage development that has a high level of accessibility and **amenity**, **particularly for pedestrians**.
- To enable residential development only if it is consistent with the Council's strategic planning for residential development in the area.
- To ensure that new development provides diverse and active street frontages to attract pedestrian traffic and to contribute to vibrant, diverse and functional streets and public spaces.
- To minimise the adverse effects of development on residents and occupiers of existing and new development."

Emphasis added*

The amended proposal is considered satisfactory through a more contemporary façade design that maintains the distinctiveness of the heritage item. A condition is recommended for the proposed grey paint on the northern elevation to be replaced with dummy panels matching the proposed window shrouds to retain consistency across all facades.

COMPLIANCE TABLE			
Site Area - 1634.7m ²	Proposed	Control	Complies
Clause 4.3 – Heights of Building	RL151.960	160m (RL)	Yes
	Existing Roof		
	Plant Level:		
	RL151.96		
	Existing Roof		
	Feature:		
	RL180.00		

Part 4 – Principal Development Standards

3. Height of Building (Cl4.3)

The proposed alterations and additions to a commercial building complies with the HOB control RL160 with a maximum proposed height of RL151.96.

4. Heritage Conservation (Cl5.10)

The subject site is listed as a Heritage Item (I10904) pursuant to Schedule 5 of the North Sydney Local Environmental Plan 2013 so the following planning objectives apply to the site:

- '(a) to conserve the environmental heritage of North Sydney,
- (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,
- (c) to conserve archaeological sites,
- (d) to conserve Aboriginal objects and Aboriginal places of heritage significance.
- (4) **Effect of proposed development on heritage significance** The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).

Subject to the recommended conditions of consent, the proposal is considered satisfactory.

Part 6 – Additional Local Provisions

5. Division 1 North Sydney Centre

Objectives of Division (Cl. 6.1 NSLEP 2013)

The following objectives apply to the subject site:

- (a) to maintain the status of the North Sydney Centre as a major commercial centre,
- (b) to maximise commercial floor space capacity and employment growth within the constraints of the environmental context of the North Sydney Centre,
- (c),(d) (Repealed)

- (e) to encourage the provision of high-grade commercial space with a floor plate, where appropriate, of at least 1,000 square metres,
- (f) (Repealed)
- (g) to prevent any net increase in overshadowing during winter months of any land in Zone RE1 Public Recreation (other than Brett Whiteley Plaza) or any land identified as "Special Area" on the North Sydney Centre Map,
- (h) to ensure that any land within a residential zone is afforded a reasonable amount of solar access,
- (i) to maintain areas of open space on private land and promote the preservation of existing setbacks and landscaped areas, and to protect the amenity of those areas.

Emphasis added*

The amended proposal is considered satisfactory in preserving the status of the North Sydney Centre as a major commercial centre.

6. Building Heights and Massing

The proposal does not extend beyond the existing building footprint or height plane, does not adversely impact RE1 Public Recreation land in the North Sydney Centre and does not create additional overshadowing to R2, R3 and R4 residential land and thereby satisfactory in this regard.

7. Miller Street Setback

Division 2 – General Provisions

Part 6, Division 1 North Sydney Centre, Clause 6.4 Miller Street Setback details the objectives listed below:

- "(1) The objective of this clause is to maintain the established setback and landscaped setting on the eastern side of Miller Street between McLaren Street and Mount Street.
- (2) Development consent must not be granted for the erection of a building on land identified as "Miller Street Setback" on the <u>North Sydney Centre Map</u> unless—
 - (a) the building height will be less than 1.5 metres, and
 - (b) the part of the building that will be on that land is used only for access to the building or landscaping purposes."

The subject site is located within the North Sydney Centre, and includes the Miller Street Setback which traverses the front landscaped area of the site. The proposed works would not involve or impact upon the Miller Street setback.

NORTH SYDNEY DEVELOPMENT CONTROL PLAN 2013

The proposal has been assessment under Part B Section 2 Commercial & Mixed Use development within NSDCP 2013.

The *General Objectives of Commercial Development (S2.1.1)* are described below:

- "O1 can meet the aims and residential and employment population targets as outlined in the State Government's Metropolitan Strategy and Inner North Subregional Strategy,
- O2 can meet the aims and dwelling targets of Council's Residential Development Strategy,
- O3 is consistent with the principles contained within the Integrated Land Use and Transport Policy;
- O4 provide various grades and sizes of commercial floorspace to accommodate a mix of business, service, high tech industry, retail and recreational uses,
- O5 are designed to contribute positively to their surroundings and particularly to diversity, vitality, social engagement and 'a sense of place',
- 06 provide active street frontages both during the day and night,
- O7 contribute to maximising public transport usage, walking and cycling,
- O8 provide an acceptable level of amenity to residents living within and adjoining centres,
- *O9 are designed to mitigate against the extreme impacts of the sun, wind and rain,*
- 010 provide adequate natural light to buildings, public places and streets,
- O11 incorporate innovative sustainable design to reduce energy and water consumption and meets or exceeds sustainability requirements,
- 012 minimise the acoustic impacts on residents from non-residential activities,
- 013 maximise opportunities for the sharing of views,
- O14 creates safe and high-quality urban environments through careful design of buildings and use of materials, and a well-designed and maintained public domain,
- O15 encourages the provision of adaptable office development which meets the requirements of new office technology and caters for variations in office layout and use,
- O16 soften the highly urbanised landscape by introducing water and greenery,
- O17 minimise stormwater runoff, maintain and improve stormwater quality and encourage recycling where possible, and
- O18 contribute to attractive and well-designed public open spaces to service increased population of the area."

Emphasis added*

The amended proposal maintains the distinctiveness of the heritage item that contributes to the development history of the North Sydney Centre alongside numerous other heritage items.

Part B Section 13 Heritage and Conservation

The amended proposal with the revised colour scheme is considered to achieve the general objectives of this section of the NSDCP 2013 through a colour scheme and design that maintains the distinctive qualities of the heritage item.

Relevant Planning Area Central Business District – Part C of NSDCP 2013

Section 2 – North Sydney Planning Area

Section 2.1 – Central Business District

The Area Character Statement discusses the desired future character of the North Sydney CBD with the vision of Miller Street as the civic heart of North Sydney. The ACS further states that the heritage items are to be protected and promote the rich development history and elicit visual interest in the physical fabric that supports the role of North Sydney CBD as a major commercial centre. The subject site is in close proximity to Victoria Cross Metro Station and the ACS describes pedestrians prioritised throughout the CBD via interconnected pedestrian routes which include the subject building and its northern setback providing the link between Miller Street and the Ward Street Precinct.

The amended proposal is considered to retain visual interest in the physical fabric of the heritage item and promote the rich development history in a contemporary context.

LOCAL INFRASTRUCTURE CONTRIBUTIONS PLAN

The development application, if approved by the North Sydney Local Planning Panel, will be subject to payment of contributions assessed against the North Sydney Local Infrastructure Contribution Plan 2020 towards the provision of local infrastructure.

The contributions payable has been calculated in accordance with Council's Contributions Plan as follows:

Applicable Contribution Type		
S7.12 contribution detail	Development cost:	\$ 18,191,600.00
(payment amount subject to indexing at time of payment)	Contribution:	\$ 18,191,600.00 x 0.01 = \$181,916.00

Conditions requiring the payment of contributions at the appropriate time are included in attached conditions of consent if the development application is determined for approval.

ALL LIKELY IMPACTS OF THE DEVELOPMENT

All likely impacts of the proposed development have been considered within the context of this report.

ENVIRONMENTAL APPRAISAL		CONSIDERED
1.	Statutory Controls	YES
2.	Policy Controls	YES
3.	Design in relation to existing building and natural environment	YES
4.	Landscaping/Open Space Provision	YES
5.	Traffic generation and Carparking provision	YES
6.	Loading and Servicing facilities	YES

7.	Physical relationship to and impact upon adjoining development (Views, privacy, overshadowing, etc.)	YES
8.	Site Management Issues	YES
9.	All relevant S4.15 considerations of Environmental Planning and Assessment (Amendment) Act 1979	YES

SUBMITTERS CONCERNS

The original application was notified to adjoining properties and the Stanton/CBD Precinct. Council received nil (0) submissions during the notification period. Renotification is not required under s3.6 of the North Sydney Community Participation Plan.

PUBLIC INTEREST

The proposal is not considered to be in the public interest for the reasons stated throughout this report.

SUITABILITY OF THE SITE

The proposal would be located in a E2 Commercial Centre where alterations and additions to a commercial premise are a permissible form of development.

HOW WERE THE COMMUNITY VIEWS TAKEN INTO CONSIDERATION?

The original design was notified to adjoining properties and the Stanton/Central Business District for 14 days where nil (0) submissions were received. No renotification of the amended plans is required under s3.6 of the North Sydney Community Participation Plan.

CONCLUSION

The matters for consideration as outlined in section 4.15(1) of the Act have been assessed and the amended proposal is considered to maintain the heritage significance of the building, status of the North Sydney Central Business District as a major commercial centre and the desired future character of the area.

The original application was recommended to the Panel on 6 December 2023 and the decision of the Panel was a deferred determination with conditional support of the application on the basis that the Applicant prepare, and lodge amended plans and additional information incorporating the following changes:

- a. Proposed window shroud design to be a modular structure fabrication to be installed as modular façade units for each window shroud.
- b. A revised colour scheme, including glazing colour, that is more complementary of the heritage significance of the building is to be achieved. The selected colour is to be distinctive and better reflect the design quality and expression of the original building façade. Stark white is not supported.
- c. Consideration of the removal of the portico to the main forecourt and reinstatement of the original supporting column profiles evident in photographs of 1972 from Stanton Heritage Centre, Local History Collection (n.d.).

The Applicant has provided amended plans that address point (a) and (b). The Applicant has stated that point (c) will be considered in separate future application. The proposal is considered satisfactory subject to recommended conditions including the replacement of the existing dummy panels on northern elevation proposed for removal with the new window shroud/tinted glass modules.

RECOMMENDATION

PURSUANT TO SECTION 4.16 OF ENVIRONMENTAL PLANNING AND ASSESSMENT ACT 1979 (AS AMENDED)

THAT the North Sydney Local Planning Panel, exercising the functions of Council as the consent authority, resolve to approve the Development Application No.145/23 regarding alterations and additions to a commercial premise subject to the attached Standard Conditions and following site specific conditions:-

External Finishes and Materials

A4. External finishes and materials must be in accordance with the submitted schedule dated received by Council on 19 March 2024, unless otherwise modified by Council in writing. Substitution of materials must not be undertaken, except where otherwise approved in writing by Council.

Window Shroud:

Interpon Powdercoat: Anodic Slate Grey YY218A

Grey Paint (Exterior Wall):

Dulux: S13A4 Mole Grey

Tinted Glass:

ASG Glass: 6mm Champagne 40-1 – On Clear + 12mm Argon + 6mm Clear Visible Light Transmission (VLT): 37% U-Value: 1.42 Solar Heat Gain Coefficient (SHGC): 0.23 External Reflectivity (ER): 10%

(Reason: To ensure that the form of the development undertaken is in accordance with the determination of Council, Public Information)

Statement of Significance and Ongoing Heritage Conservation Strategy

- A5. That the statement of significance relating to the subject heritage item be updated and that an overall heritage strategy for the site be devised incorporating the historical findings and works carried out to date to assist in the ongoing management of the site as well as establish an agreed set of exemptions to support its ongoing conservation.
 - (Reason: To ensure the ongoing protection and management of the heritage significance of the site)

Screening Plants

- A6. The empty planter bed containing dead stumps of past trees along the northern boundary of the subject site is to be planted with Bambusa textilis var 'Gracilis' (45L).
 - (Reason: To provide appropriate landscaping to enhance the aesthetics of the heritage building)

Replacement of Existing Dummy Panels on the Northern Elevation

A7. The proposed removal of the dummy panels on the northern elevation is to be replaced with the newly proposed window shroud and tinted glass modules to retain consistency across all facades, except where aluminium louvres are proposed.

⁽Reason: To protect the heritage significance of the local heritage item)

RACHEL WU	DAVID HOY
ASSESSMENT OFFICER	TEAM LEADER (ASSESSMENTS)
Dated: 19/3/2024	Dated: 19/3/2024

STEPHEN BEATTIE MANAGER DEVELOPMENT SERVICES Dated: 19/3/2024