

MINUTES

DESIGN ADVISORY COMMITTEE

22 JANUARY 2015

APPROVED FOR RELEASE



ROBERT MIANICH
ACTING CHIEF EXECUTIVE OFFICER



CITY of PERTH

MINUTES

DESIGN ADVISORY COMMITTEE

22 JANUARY 2015

**THESE MINUTES ARE HEREBY CERTIFIED AS
CONFIRMED**

**PRESIDING MEMBER'S
SIGNATURE**

DATE: 19 FEB 2015

DESIGN ADVISORY COMMITTEE

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Minutes of the meeting of the City of Perth **Design Advisory Committee** held in Committee Room 1, Ninth Floor, Council House, 27 St Georges Terrace, Perth on **Thursday, 22 January 2015**.

MEMBERS IN ATTENDANCE

Peter Ciemitis - Presiding Member
Malcolm Mackay
Geoff Warn
Martin Mileham
Warren Kerr
Andy Sharp
David Karotkin

OFFICERS

Ms Smith - Manager Approval Services
Mr Smith - City Architect
Mr Gericke - Statutory Town Planning Coordinator
Mr Fotev - 3D Model Coordinator
Ms Lees - Senior Planning Officer
Ms Jeans - Planning Officer
Ms Best - Governance Administration Officer

GUESTS AND DEPUTATIONS

Alan Stewart - Rowe Group
Michael Hardman - Hassell Studio
David Roberts - BGC (Aust) Pty Ltd
David Caddy - TPG Town Planning, Urban Design and Heritage
Dan Lees - TPG Town Planning, Urban Design and Heritage
James Christou - Christou Design Group
Matteo Bellingeri - Christou Design Group
Michael Clark - Mirvac

DA1/15 DECLARATION OF OPENING

4.05pm The Presiding Member declared the meeting open.

DA2/15 APOLOGIES AND MEMBERS ON LEAVE OF ABSENCE

Nil

DA3/15 CONFIRMATION OF MINUTES

Moved by M Warn , seconded by Mr Mileham

That the minutes of the meeting of the Design Advisory Committee held on 4 December 2014 be confirmed as a true and correct record.

The motion was put and carried

The votes were recorded as follows:

For: Mr Ciemitis, Mr Karotkin, Mr Kerr, Mr Mackay, Mr Mileham, Mr Sharp and Mr Warn

Against: Nil

DA4/15 CORRESPONDENCE

Nil

DA5/15 DISCLOSURE OF MEMBERS' INTERESTS

Member Officer /	Minute No.	Item Title.	Nature / Extent of Interest
Peter Ciemitis (TRIM 9939/15)	DA8/15	222-224 Pier Street, Perth – Mixed-Use Development	Impartiality Interest – Nature: The Owner, Mirvac Capital, is a subsidiary of Mirvac for who Robertsday is contracted to undertake Planning in Karratha, These contracts are not presently active. Extent: Nil \$

PRESENTATION: **Agenda Item 1, DA7/15** – 480 (Lots 23 And 350) Hay Street and 15-17 (Lot 500) Murray Street, Perth – Proposed Mixed-Use Development Comprising a 26 Storey Hotel Building, a 26 Storey Office Building, Conservation and Adaptation of a Heritage Building, Retention of a Heritage Building and Basement Carparking including Short Term Public Car Park.

4.08pm The Senior Planning Officer commenced the presentation. The Senior Planning Officer and City Architect provided an overview of the development application.

4.26pm The presentation concluded.

DEPUTATION: **Agenda Item 1, DA7/15** – 480 (Lots 23 And 350) Hay Street and 15-17 (Lot 500) Murray Street, Perth – Proposed Mixed-Use Development Comprising a 26 Storey Hotel Building, a 26 Storey Office Building, Conservation and Adaptation of a Heritage Building, Retention of a Heritage Building and Basement Carparking including Short Term Public Car Park.

The Presiding Member approved a deputation from Mr Stewart from Rowe Group (TRIM reference 11336/15).

4.28pm Mr Stewart commenced the deputation and provided an overview of the changes to the development application since it was presented at the last meeting on 4 December 2014. Mr Hardman then provided an overview of the new proposal and the architectural structure. Mr Stewart and Mr Hardman then answered questions from the Design Advisory Committee.

4.52pm The deputation concluded.

PRESENTATION: **Agenda Item 2, DA6/15** – 77 (Lot 50) St Georges Terrace, Perth – Additions to and Refurbishment of Existing Building, Upgrade to Existing Plaza Pedestrian Link and new Pedestrian Link to Sherwood Court – Bonus Plot Ratio.

4.55pm The Planning Officer commenced the presentation. The Planning and City Architect provided an overview of the development application.

5.00pm The presentation concluded.

DEPUTATION: **Agenda Item 2, DA6/15** – 77 (Lot 50) St Georges Terrace, Perth – Additions to and Refurbishment of Existing Building, Upgrade to Existing Plaza Pedestrian Link and new Pedestrian Link to Sherwood Court – Bonus Plot Ratio.

The Presiding Member approved a deputation from Mr Caddy from TPG Town Planning, Urban Design and Heritage (TRIM reference 10751/15).

5.03pm Mr Caddy commenced the deputation. Mr Christou then provided an overview of the proposed development application and the architectural structure. Mr Christou and Mr Clark then answered questions from the Design Advisory Committee.

5.28pm The deputation concluded.

5.28pm Mr Mackay departed the meeting.

5.32pm Mr Mackay returned to the meeting.

SITE HISTORY:

The site is 4,057m² in size and currently occupied by Allendale Square, a 31 level office building. The site has frontage to St Georges Terrace and Sherwood Court and has vehicle access via Sherwood Court.

The original approval for the current development of the site was issued in 1973. The City's records indicate the approval incorporated 17.6% bonus plot ratio for provision of the public plaza and the overall amenity of the building. The total plot ratio area approved as part of this development was 23,883m², equating to a plot ratio of 5.88:1.

The allowable plot ratio on the site at the time of the development was 5.0 : 1.0. Amendment 25 to the City's City Planning Scheme No 2 increased the plot ratio on the subject site to 6.0 : 1.0. Since the original development, three refurbishments and numerous internal fitouts have been undertaken on the site with the site now being calculated to have a plot ratio floor area of 24,608.1m², representing a plot ratio of 6.06:1. This has likely occurred through the change in definition of 'floor area of a building' in CPS2, considered to contribute to plot ratio since the development approval in 1973.

DETAILS:

The proposed works include:

- the reconfiguration of parking bays (retaining the approved 100 bays) to accommodate the additional lift, loading zone, bin storage and escalator pit;
- the reconfiguration of arcade tenancy area and common area seating, re-arrangement of shop fronts and additional retail tenancies;
- two new external two storey commercial tenancies to the plaza level extending to the street frontage constructed in glass;
- a new glass canopy extending to the street frontages and relocation of the escalator to the arcade level; and
- new paving, seating, lighting and soft landscaping to the plaza area.

COMPLIANCE WITH PLANNING SCHEME:

Land Use

The site is located within the City Centre use area of St Georges Precinct (P6) of the City Planning Scheme No. 2. The St Georges Precinct will continue to function as the State's principal centre for business, finance, commerce and administration. While offices will form the major activity, the Precinct will also accommodate a range of commercial and educational uses, including banks, travel agencies, educational establishments, art galleries and convenient facilities for the work force, such as restaurants, lunch bars, kiosks and local shops, particularly at street or pedestrian level, to create more diversity and interest.

Restaurants fall within the 'Dining' use group of the City Planning Scheme No. 2, which is a preferred ('P') use whilst shops fall within the 'Retail (General)' use group which is a contemplated ('C') use. It is considered that the proposed development satisfies the Statement of Intent for the St Georges Precinct and would contribute to the convenient facilities available to the workforce and pedestrians in the immediate locality.

Development Requirements

The City Planning Scheme No. 2 Statement of Intent envisages the continuation of large scale development in this Precinct reflecting its high profile, its image as a group of landmark buildings and the predominance of the Precinct as the State's business heart. Building designs will contribute to an interesting and comfortable pedestrian environment, minimising strong wind conditions, glare and sun reflection in the street.

The proposal's compliance with the City Planning Scheme No. 2 development requirements is summarised below:

Development Standard	Proposed	Required
Maximum Plot Ratio:	6.48:1 (26,299m²)	6.0:1 (24,342m ²) (Maximum)
Building height:		
St Georges Tce (Northern Elevation)	11 metres to new canopy with no change to existing overall building height	21 metre street building height
Sherwood Court (Eastern Elevation)	14 metre to new canopy with no change to existing overall building height	
Setbacks		
Front (St Georges Tce)	Nil (to Plaza tenancies and canopy)	Nil (Permitted)
Side (Eastern Elevation)	Nil	Nil (Permitted)

COMMENTS:

Bonus Plot Ratio:

The proposed development has 26,299m² of plot ratio floor area which exceeds the maximum plot ratio for the site by 1,957m², representing 8% bonus plot ratio.

Under City Planning Scheme No. 2, developments proposing additional plot ratio above that specified on the Plot Ratio Plan must incorporate one or more of the eligible bonus plot ratio categories identified within Clause 28 of City Planning Scheme No. 2 and detailed within the Bonus Plot Ratio Policy. A maximum bonus of 50% is applicable to this site and can be made up of:-

- Public Facilities and Heritage: Maximum 20% bonus (includes public spaces, pedestrian links, conservation of heritage places and provision of specific facilities on private land).
- Residential Use: Maximum 20% bonus.
- Special Residential Use: Maximum 40% bonus (20% for a special residential use or 40% for high a quality hotel use).

The applicant is seeking a total of 8% bonus plot ratio (1,957m² bonus plot ratio area) for the upgrade of the public plaza and existing pedestrian link and for providing a new pedestrian link to Sherwood Court in accordance with clause 28 of the CPS2 and the City's Bonus Plot Ratio Policy 4.6.1.

Bonus Plot Ratio for Public Facilities

Bonus plot ratio of up to 20% may be awarded for development which includes one or more public facilities or amenities where it is located within the area indicated as eligible on the Public Facilities and Heritage Bonus Plot Ratio Plans contained within CPS2. The development must also meet the applicable Essential Criteria and adequately addresses the applicable Performance Requirements identified in the Bonus Plot Ratio Policy.

The applicant has provided the following information to demonstrate that the proposed public plaza will meet the applicable Essential Criteria and Performance Requirements and are worthy of a total of 8% bonus plot ratio.

"Public Spaces

Essential Criteria

The space must be strategically located where there is an identified or anticipated public need for such a facility.

The location and nature of facilities provided has been previously assessed as warranting a plot ratio bonus as part of the original approval. The existing pedestrian facilities play an important role in facilitating pedestrian movement within the City,

particularly in terms of the north-south connection between St Georges Terrace and The Esplanade The proposed works will enhance existing facilities and contribute further to the legibility of the pedestrian environment;

The space must be freely available and accessible to the public for the majority of the year.

The pedestrian facilities and public space (plaza) are available for the use and enjoyment of the public.

The space must be of an outstanding design quality and attractive and inviting to the public.

The proposal will enhance and made functional throughout the year by the proposed transparent canopy, which will provide protection from inclement weather. Through the use of the canopy and the plaza objective of the landscape design is to create an inviting forecourt space which improves the relationship between the high rise office building and the surrounding public realm.

Pedestrian Facilities

Essential Criteria

The facility must be strategically located where there is an identified or anticipated public need for such a facility.

The location and nature of facilities provided has been previously assessed as warranting a plot ratio bonus as part of the original approval. The existing pedestrian facilities play an important role in facilitating pedestrian movement within the City, particularly in terms of the north-south connection between St Georges Terrace and The Esplanade The proposed works will enhance existing facilities and contribute further to the legibility of the pedestrian environment;

The facility must improve the level of connectivity within the city without having an adverse impact upon the existing street network by unnecessarily duplicating preferred routes.

The proposal will improve the level of connectivity within the city and will not have any adverse impact upon the existing street network or result in any duplication of preferred routes;

The facility must be freely available for public use for the majority of the year.

The pedestrian facilities and public space (plaza) are available for the use and enjoyment of the public, and are being enhanced and made functional throughout the year by the proposed transparent canopy, which will provide protection from inclement weather.

The facility must be easily and universally accessible and safe, convenient and comfortable to use.

The proposal will contribute to improved accessibility through the site and result in improvements to the pedestrian environment in terms of the safety, convenience and enjoyment of pedestrian facilities and public spaces.”

The applicant has also has stated the plaza upgrade addresses the following performance criteria of the policy:

- *“incorporate increased ground level activity, providing opportunities for increased passive surveillance;*
- *Provide additional seating and weather protection, as well as landscaping upgrades, which will enhance public enjoyment of the site;*
- *Increase the quality and permeability of the pedestrian environment, including the north south connection between St Georges Terrace and The Esplanade;*
- *Provide for universal access and contribute to a safe and enjoyable pedestrian experience; and*
- *Contribute to the ongoing maintenance of pedestrian facilities to ensure a high standard of environmental design.”*

Section 4.1 of the policy states that *“Public facilities or conservation of heritage places previously granted bonus plot ratio will not be retrospectively awarded bonus plot ratio. Bonus plot ratio may only be granted where these are upgraded or enhanced and the upgrade or enhancement meets the relevant essential criteria and performance requirements and is considered to be worthy of a bonus.”* Given this, the policy does not unequivocally state if a property was previously granted a bonus for a public facility if it can be awarded a bonus for upgrading of that same facility. Nevertheless, in this instance the base plot ratio of the site has since been increased from 5.0:1.0 to 6.0:1.0.

To enable a detailed assessment of the proposed upgrade of the space the applicant is required to submit the following information in support of the application:

- *Coloured perspectives or photomontages of the facility during the night from a pedestrian view point.*
- *A wind impact assessment of the proposed facility prepared by a suitably qualified consultant. The report is to identify and analyse the effects of wind conditions on pedestrians within the facility and on adjoining land and document measures to reduce impacts.*
- *A landscape plan identifying the location, design, dimensions, levels, materials and colour of all soft and hard landscaping areas, ramps, seating and other furniture.*
- *An access statement undertaken by a suitably qualified consultant, demonstrating the proposal's consideration of universal access principles and the obligations of the Disability Discrimination Act 1992.*
- *A lighting plan undertaken by a suitably qualified consultant.*
- *A Safer Design Site Assessment (in accordance with the City of Perth Safer Design Guidelines).*
- *A management plan demonstrating how the facility is to be operated and maintained, and detailing and warranting its hours of operation. This management plan should also address safety and security.*

At this stage the above information has not been provided for assessment, however the applicant has advised that information addressing the above will be presented to DAC.

Pedestrian Walkways

Policy 4.9 of the CPS2 sets out the standards to be applied in regard to the minimum width of arcades and pedestrian walkways to facilitate the efficient flow of pedestrian movement throughout the City. The policy states that the minimum width for arcades and pedestrian walkways forming the secondary or minor parts of the pedestrian network shall be 4 metres where there are shops on both sides of the walkway.

The proposed walkways through the arcade levels will be 4 metres in width, however it is proposed that alfresco seating will be accommodated within this which will occupy 2 metres of this space leaving only 2 metres of pedestrian movement area. Whilst alfresco dining will bring more activity to the area, it should not be at the detriment of pedestrian movement especially given that the link through to Sherwood Court has been identified as a pedestrian link in the bonus plot ratio request.

Glass Finishes

The proposed glass canopy will be constructed of 16mm thick toughened and laminated glass, supported at each corner via stainless steel cast spiders and is suspended from the cable net via droppers located at intersection points of the cable net. The interlayer film of these laminated glass panels will consist of a design that, according to the applicant, will enhance the appearance of the glass canopy whilst also providing a mottled effect that will camouflage potential bird droppings on the glass surface and reduce solar heat. In addition to this, the applicant has advised that a self-cleaning coating can be applied to the glass which would assist in cleaning the glass when it rains.

The applicant has proposed a routine cleaning and maintenance schedule. To clean the glass closest to the boundaries where there are no adjacent buildings, a boom or cherry picker would need to be used along with high pressure cleaners. At the areas closer to the tower, the Building Maintenance Unit could be used to clean the glass again with high pressure cleaners. Between the canopy will angle downwards at the junction of the canopy and the tower which will allow the maintenance unit access and also act as a gutter system.

Conclusion

The Design Advisory Committee is requested to comment on the following aspects of the development:

1. the awarding of 8% bonus plot ratio for the proposed provision of public facilities (Public Plaza and Pedestrian Link refurbishment and additions) having regard to the essential criteria and performance requirements identified under the Bonus Plot Ratio Policy;

2. the proposed widths of the pedestrian walkways within the arcade level;
3. the solar and maintenance issue relevant to the glazed enclosures and canopies; and
4. the general design and aesthetic quality of the development.

Moved by Mr Kerr, seconded by Mr Sharp

That the Design Advisory Committee, having considered the awarding of bonus plot ratio and the design for the proposed additions to and refurbishment of the plaza and arcade levels of Allendale Square including a new pedestrian link to Sherwood Court, at 77 (Lot 50) St Georges Terrace, Perth:

1. ***supports the awarding of 4% bonus plot ratio for the refurbishment and additions to the pedestrian links and commends how the refurbished arcade level addresses Sherwood Court and improves activation and the pedestrian links through the site;***
2. ***does not support the awarding of bonus plot ratio for the refurbishment of the public plaza as it is considered that the design of the plaza level is still unresolved and is not a well-articulated response to the strong, clear form of the existing tower. It is uncertain as to how the plaza area will be enhanced, noting the missed opportunity to improve the plaza in front of the Chappell and the need to pursue the enclosure of the existing plaza opening. Sufficient justification has not been made for the additional floor space and particularly for the design and form of the eastern tenancy; and***
3. ***considers that the design requires more clarity about the design and extent of the glazed canopy and how the plaza level structures are going to be constructed and fitted out to accommodate services and functional areas for the intended food and beverage tenancies.***

The motion was put and carried

The votes were recorded as follows:

For: Mr Ciemitis, Mr Karotkin, Mr Kerr, Mr Mackay, Mr Mileham, Mr Sharp and Mr Warn

Against: Nil

AGENDA ITEM 2 77 (Lot 50) St Georges Terrace, Perth – Additions to and Refurbishment of Existing Building, Upgrade to Existing Plaza Pedestrian Link and new Pedestrian Link to Sherwood Court – Bonus Plot Ratio

In accordance with the Design Advisory Committees previous agreement to change the order of business, the above noted agenda item 2 originally listed in the agenda at this point, was dealt with at DA6/15.

DA7/15 480 (LOTS 23 AND 350) HAY STREET AND 15-17 (LOT 500) MURRAY STREET, PERTH – PROPOSED MIXED-USE DEVELOPMENT COMPRISING A 26 STOREY HOTEL BUILDING, A 26 STOREY OFFICE BUILDING, CONSERVATION AND ADAPTATION OF A HERITAGE BUILDING, RETENTION OF A HERITAGE BUILDING AND BASEMENT CARPARKING INCLUDING SHORT TERM PUBLIC CAR PARK

BACKGROUND:

SUBURB/LOCATION: 480 (Lots 23 and 350) Hay Street and 15-17 (Lot 500) Murray Street, Perth

FILE REFERENCE: 2014/5255

REPORTING OFFICER: Kathy Lees, Senior Planning Officer

RESPONSIBLE DIRECTOR: Martin Mileham, Director City Planning and Development.

DATE: 15 January 2015

MAP / SCHEDULE: Schedule 1 – Applicants response to DAC advice
Schedule 2 – Map for 480 (Lots 23 and 350) Hay Street and 15-17 (Lot 500) Murray Street, Perth.
Schedule 3 – Coloured perspectives for 480 (Lots 23 and 350) Hay Street and 15-17 (Lot 500) Murray Street, Perth

LANDOWNER: Fire and Emergency Services Ministerial Body/Minister for Health

APPLICANT: Rowe Group

ZONING: (MRS Zone) Central City Area
(City Planning Scheme Precinct) Victoria (P4)
(City Planning Scheme Use Area) City Centre

APPROXIMATE COST: \$200 million

The subject site has an area of 8,352m², with frontages of 71.8 metres to Hay Street, 102.9 metres to Irwin Street and 75.5 metres to Murray Street.

The Hibernian Hall and the former No. 1 Fire Station (former) are located on the northern portion of the site fronting Murray Street. Both of these buildings are listed on the State Register of Heritage Places. The Perth Central Fire Station and the former FESA headquarters are located on the southern portion of the site and are currently being demolished.

The original application was considered by the Design Advisory Committee (DAC) at its meeting held on 10 December 2014, when it was resolved that the Committee:

- “1. *notes that the proposed hotel complies with the design criteria for the awarding of 36% bonus plot ratio for a high quality hotel as identified under the Bonus Plot Ratio Policy;*
2. *considers that the proposed public space is worthy of some bonus plot ratio and, while noting the proposal incorporates the conservation of the heritage ‘Hibernian Hall’ considers that the new hotel ballroom is a highly unsympathetic approach to both the heritage building and the Murray Street streetscape. The architecture does not engage with the heritage building and detracts from the appreciation of the place and from its conservation and, therefore, does not satisfy the performance requirements for the awarding of bonus plot ratio;*
3. *considers that aspects of the overall design need further development and detail but that the proposed development could be supported if the following matters are appropriately addressed:*
 - 3.1 *reduce the impact of the proposed hotel building (ballroom) on the integrity and appreciation of the heritage listed Hibernian Hall, having regard to improving its engagement with the heritage building and the street;*
 - 3.2 *improve the extent to which the curtilage of the adjacent heritage fire station can be incorporated into the landscape plan for the whole development;*
 - 3.3 *the impact on Hay Street as a consequence of the extent of non-compliance under the Building Heights and Setbacks Policy, particularly in regard to the upper building level setback standards and the maximum width of the office building, has not been adequately justified. The design needs to be reviewed to break the scale of the office building and to ensure the setbacks reflect the scale of Hay Street;*
 - 3.4 *substantially reduce the extent of the vehicle entries from Hay Street to minimise the impact on the pedestrian environment;*
 - 3.5 *revise the design of the buildings fronting Irwin Street so that they are more visually permeable and incorporate awnings or canopies for pedestrian shelter to create a more interactive streetscape;*

3.6 provide a more sophisticated architectural response to express the differentiation of uses across the site."

DETAILS:

The application proposes a mixed use development comprising:

- a 26 storey hotel building adjacent to the eastern side boundary;
- a 26 storey office building fronting Hay Street;
- a two to three storey building fronting Irwin Street accommodating restaurants and bars;
- conservation and adaptation works to the Hibernian Hall fronting Murray Street to enable its use as the hotel's signature hotel;
- retention of the No. 1 Fire Station (former) and its continued use as headquarters for the WA Fire and Rescue Service, a museum and education centre;
- a central landscaped public plaza; and
- two levels of basement parking and a lower ground level accommodating a loading dock, waste management and valet parking all accessed via Hay Street. A total of 206 tenant car bays, 6 disabled car bays and 66 short term public fee paying car bays are proposed.

The hotel is to be a 'Westin' brand hotel with 362 guest rooms. It is to provide a range of facilities within the podium levels of the building, including seven function rooms with a combined area of 500m², an 800m² ballroom, an executive business centre, an executive club lounge, a day spa, a gymnasium, a swimming pool and bars. In order to accommodate the ballroom the podium level is intended to extend over the Hibernian Hall.

The Hibernian Hall is to be conserved and adapted for use as the hotel's signature restaurant with seating for 125 guests. It is to be integrated into the design of the hotel with access gained via Murray Street and internally from the hotel lobby.

A porte cochere for the hotel is to be provided along the eastern boundary of the site with access from both Hay and Murray Streets. The main access to the hotel lobby will be via the porte cochere, with access also possible via Murray Street or from the public plaza.

The office building is to provide 36,145m² of office floor area. The lobby to the office building will be centrally located within the Hay Street frontage.

The building fronting Irwin Street is to range between two and three storeys and accommodate food and beverage uses with storage and cellar spaces below at lower ground level.

The central landscaped plaza will comprise an area of approximately 900m². It will be bound to the east by the hotel, incorporating a terrace for alfresco dining, and to the west by the food and beverage building with alfresco dining and a roof top bar

overlooking the space. It will also be integrated with the curtilage of the No. 1 Fire Station building to the north. It will be accessible by the public at all times via Hay, Murray and Irwin Streets.

Vehicular access to the basement levels of the building are to be gained via a five metre wide crossover at the Hay Street frontage. The application also originally proposed an eight metre wide crossover for the porte cochere at the Hay Street frontage with the driveways separated by a seven metre wide landscaped bay. This aspect of the development has now been amended as detailed later in the report. A six metre wide crossover to the porte cochere will also be provided off Murray Street.

The applicant has provided amended plans and a written response to the DAC's previous advice which forms Schedule 1 to this report and is summarised as follows.

3.1 Reduce the impact of the proposed hotel building (ballroom) on the integrity and appreciation of the heritage listed Hibernian Hall, having regard to improving its engagement with the heritage building and the street.'

Given that HCWA has advised of its conditional support for the development, no further design modifications are proposed. However it is proposed that the ballroom design will be further refined during the design-development phase of the project leading up to lodgement of a Building Permit. This will include consideration of the ballroom fire exit stair and support columns.

In light of the DAC advice, bonus plot ratio is no longer sought for the conservation and adaptation of the Hibernian Hall. Instead 11% bonus plot ratio is sought for the proposed public open space. It is noted that DAC indicated that the space is '*worthy of some bonus plot ratio*'. It is considered to be a significant space worthy of 11% bonus plot ratio because of its size, design quality, the contribution it makes to the setting of the No. 1 Fire Station and its role as a destination/draw card within this area of the city.

Subsequent to the applicant's written response, further amended plans have been submitted which set back the ballroom fire exit stair 2.5 metres behind the line of the ballroom façade, and 7.6 metres behind the line of the Hibernian Hall facade.

The amended plans also provide additional floor area adjacent to the Hay Street frontage, increasing the total bonus plot ratio being sought to 48% and the bonus plot ratio for the public open space to 12%. The applicant has indicated that if the DAC considers the conservation and adaptation of the Hibernian Hall worthy of some bonus this would also be acceptable, reducing the bonus for the public open space.

3.2 Improve the extent to which the curtilage of the adjacent heritage fire station can be incorporated into the landscape plan for the whole development.'

While the former No 1 Fire Station and its curtilage are part of the subject site, they will be located on a separate lot and under the ownership of the Department of Fire and Emergency Services (DFES). DFES has requested the curtilage of the former Fire Station be retained as a trafficable space for service/emergency vehicle access, occasional bus parking and for display of original fire appliances during DFES Heritage Week.

Accordingly the area will be paved in a material suitable for occasional vehicle use while also conducive to a high quality public pedestrian environment and which ties in with the finished treatments in the adjoining public space.

Further discussions are proposed to be held with DFES during the design-development phase which may potentially allow for the introduction of other elements into the curtilage of the former Fire Station, such as seating, lighting and soft planting.

- 3.3 *The impact on Hay Street as a consequence of the extent of non-compliance under the Building Heights and Setbacks Policy, particularly in regard to the upper building level setback standards and the maximum width of the office building, has not been adequately justified. The design needs to be reviewed to break the scale of the office building and to ensure the setbacks reflect the scale of Hay Street.*

With the exception of a minor 0.5 metre variation of the hotels upper floors to the eastern boundary, the variations all relate to the office building fronting Hay and Irwin Streets.

While justification was previously provided, additional information is now submitted as follows:

- The shadow analysis has been updated to compare the proposed design with a hypothetical compliant building envelope with a similar amount of floor area. This analysis indicates that the overshadowing impact of the variations is negligible. This is because the shadow cast by the upper levels of both the proposed and hypothetical building envelopes falls south of Hay Street. As the compliant building envelope is taller, its shadow falls south of St Georges Terrace at 10.00am on 22 August, while the shadow of the proposed building does not extend south of St Georges Terrace at this time.
- In relation to streetscape, it is noted that the character of the more central section of Hay Street between Pier and Milligan Streets is quite different to the area east of Pier Street where the subject site is located. This is reflected in CPS2 with the application of the 45 degree building angled height plane in the central section and not in the area east of Pier Street, and tends to suggest that taller buildings will be contemplated in that area.

- The office building is set back three metres from Hay Street (rather than the required five metres increasing to 10 metres above 65 metres in height). This assists with reducing wind impacts on the pedestrian environment.
- Whilst two compliant building envelopes might produce additional view of the sky when viewed by a pedestrian, the additional building height required to achieve a similar floor area would also block out views of the sky and result in greater shadowing.
- The eastern one metre side setback variation of the office building above 65 metres in height is minor with no noticeable impact on Hay Street or the City of Perth car park to the east.
- The vertical recess added to the façade of the office building assists to break up the perceived mass of the building and provides visual relief to the glazed façade.
- The lower building levels fronting Hay Street contrast with the glazed tower above and create a human-scaled pedestrian environment at ground level and a strong expression of a podium-tower style of architecture.
- While the height of the podium exceeds the required 14 metre street building height, it allows for strong visual and physical connections through the site from Hay Street, in order to create a distinctive and welcoming entrance to the central public open space and the hotel.
- These connections are also achieved by setting back the glazed building line of the office building from Hay Street to create additional pedestrian space. Bringing the glazing line out to the street boundary would enclose the pedestrian link through to the hotel and create an undesirable tunnel effect.
- With the exception of the vehicle crossovers, the development achieves a continuous building edge to all street frontage where possible. Very few services are positioned on the street edge and where active edges are not provided, this is to create high quality pedestrian connections into the public space within the site. The development is considered to achieve the CPS2 street setback principle of maximising opportunities for interaction between the public and private realm.
- The office building setback variation to Irwin Street affects only 30% of the frontage to that street. The remaining 70% of the Irwin Street frontage and approximately 85% of the Murray Street frontage is set aside for low rise buildings, pedestrian connections/public space and retention of heritage buildings. This allows for pedestrians to gain uninterrupted views of the

sky from all of these areas. The design also ensures high levels of sunlight access into Irwin Street and the public open space.

- In contrast if the office building were required to comply with all relevant height and setback requirements it would require a total redesign of the site with adverse impacts. A re-arranged compliant design would produce a much greater footprint across the site, with diminished views and outlooks across the site from surrounding streets and a lesser quality public realm.

3.4 Substantially reduce the extent of the vehicle entries from Hay Street to minimise the impact on the pedestrian environment.

The design of the vehicle driveways at Hay Street has been modified in an attempt to enhance the pedestrian experience whilst maintaining a strong presence for the Westin Hotel from this entry point.

The eastern most drive-way leading from the porte cochere is now proposed to turn westward within the site so that the majority of vehicles will use the western crossover, with only large coaches/buses using the eastern crossover. A small tenancy for a food and beverage operator is to be provided between the driveways with a street alignment to match the setback of the glazing line to the main office lobby. A further tenancy is to be located above this linking back to the porte cochere and the office floor above is to be extended east. This will enable the Hay Street podium levels to read as one element for the width of the building.

The pedestrian footpath running along the eastern boundary of the site is maintained as this is seen as an important north south link through the site.

The applicant has indicated that the option to delete the eastern crossover from the port cochere to Hay Street (and to create an enhanced pedestrian area) could be considered if a dedicated coach bay for passenger set down / pick up was provided within the Murray Street road reserve adjacent to the Hibernian Hall.

3.5 Revise the design of the buildings fronting Irwin Street so that they are more visually permeable and incorporate awnings or canopies for pedestrian shelter to create a more interactive streetscape.

The applicant has provided additional detailing demonstrating the provision of awnings, visually permeable glazing and open areas to the façade along Irwin Street.

3.6 Provide a more sophisticated architectural response to express the differentiation of uses across the site.

The different uses and building elements across the site are differentiated primarily through the use of contrasting materials and façade treatments. Vertical stone fins are used to distinguish the podium from the towers above and to establish a uniform treatment at pedestrian level that ties the development together, while referencing the nearby heritage buildings. For the upper levels contrasting glazing distinguishes the two tower buildings. The palette of materials will be further developed in the design-development phase.

COMPLIANCE WITH PLANNING SCHEME:

Land Use

The subject site is located within the City Centre Use Area of the Victoria Precinct (P4) under City Planning Scheme No. 2 (CPS2). The intent of the precinct is to continue to accommodate the city’s major medical facilities centred on Royal Perth Hospital as well as education, community services and some commercial uses. Residential (particularly west of Victoria Square) and visitor accommodation will also be encouraged throughout the precinct.

Within the Victoria Precinct a range of uses are permitted under CPS2. A hotel (‘Special Residential’) is a preferred (‘P’) use, except at pedestrian level where it is prohibited (‘X’) unless it provides pedestrian interest and activity as is proposed. Offices, restaurants (‘Dining’) and small bars or taverns (‘Entertainment’) are contemplated (‘C’) uses

Development Requirements

The proposal has been assessed against the City Planning Scheme requirements and the proposal’s compliance with the following development standards is summarised below:

Development Standard	Proposed	Required / Permitted
Maximum Plot Ratio:	7.4:1.0 (61,810m²) inclusive of Bonus Plot Ratio of 48% (19,500m²) on the basis of: a 36% Bonus for special residential development (high quality hotel), and 12% Bonus for Public Facilities (public space and potentially conservation and re-adaptation of the Hibernian Hall).	5.0:1.0 (41,760m ²) Maximum Bonus Plot Ratio of 50% consisting of a combination of any of the following: Special Residential Development (20% and 40% for high quality hotel maximum) Residential Development (20% maximum) Public Facility (20% maximum).

Development Standard	Proposed	Required / Permitted
Street Building Height:		
Hay Street	24m (office building)	14m
Irwin Street	6.5 – 9m (food and beverage building) 116m (office building)	14m
Murray Street	Existing heritage buildings with no infill buildings to street frontage.	14m
Maximum Building Height:	119.9m	No prescribed height limit
Setbacks:		
Hay Street (south) -Lower Building Levels	2 – 7.5m 1m - Canopy	Nil required
-Upper Building Levels Up to 65m height	Nil – 6m	5m (minimum)
-Upper Building Levels Above 65m height	3m	10m (minimum)
Irwin Street (west) -Lower Building Levels	Nil (food and beverage building) 4 - 5m (office building)	Nil required
-Upper Building Levels Up to 65m height	0.5 – 6m (office building)	5m (minimum)
Upper Building Levels Above 65m height	0.5-1m (office building)	10m (minimum)
Murray Street (north) -Lower Building Levels	Nil to existing heritage buildings with no infill buildings to street frontage.	Nil required

Development Standard	Proposed	Required / Permitted
-Upper Building Levels Up to and above 65m height	5m plus	5m (minimum)
Eastern Side -Lower Building Levels	9m, 4.5m to canopy	Office - Nil permitted or 3m (minimum) where openings Hotel - Nil permitted or 4m (minimum) where openings
	11.5m, Nil to portion 2nd storey and stairwell, 1m to columns.	Office - 3m (minimum) where openings
-Upper Building Levels Up to 65m height	5 – 8m	Hotel – 4m (minimum)where openings
	Nil - 8m	Office - 6m (minimum) where openings
-Upper Building Levels Above 65m height	5m	Hotel – 8m (minimum) where openings
	8m	
Car Parking: Tenant Parking	- 206 bays	- 125 bays (maximum)
Public Parking	- 66 short term bays, access of Hay St	- short term bays only, access to be at northern portion of site
Bicycle Parking:	300 bays	Office - 80 bays (minimum) Hotel –120 bays (minimum)
Motorcycle Parking	24 bays	6 bays (minimum)
End of Trip Facilities	25 showers 300 lockers	10 showers (minimum) 300 lockers (minimum)

Bonus Plot Ratio

The site is eligible for 50% maximum bonus plot ratio which may be comprised of:

- Public Facilities and Heritage: Maximum 20% bonus (includes public spaces, pedestrian links, conservation of heritage places and provision of specific facilities on private land).
- Residential Use: Maximum 20% bonus.
- Special Residential Use: Maximum 40% bonus (20% for a special residential use or 40% for high a quality hotel use).

The applicant is seeking a total of 48% bonus plot ratio, comprised of 36% bonus plot ratio for a high quality hotel and 12% bonus plot ratio for the public space and potentially conservation of the Hibernian Hall. This is based on the application complying with the requirements specified under clause 28 of the CPS2 and the City's Bonus Plot Ratio Policy 4.6.1.

Bonus Plot Ratio for Special Residential Use – High Quality Hotel

Development which incorporates a high quality hotel may be awarded bonus plot ratio of up to 40% where it is located within the area indicated as eligible on the Special Residential Bonus Plot Ratio Plan contained within CPS2. Under the City's Bonus Plot Ratio Policy 4.6.1 to be eligible for 40% bonus plot ratio, high quality fully serviced hotel accommodation must be provided which delivers identified essential facilities and amenities and at least four additional facilities and amenities.

The applicant previously provided information in order to demonstrate that the proposed hotel will meet the criteria for a high quality hotel identified under the Bonus Plot Ratio Policy and is worthy of 36% bonus plot ratio. This information was considered by the DAC at its meeting on 10 December 2014, the DAC resolving at that time *“that the proposed hotel complies with the design criteria for the awarding of 36% bonus plot ratio for a high quality hotel as identified under the Bonus Plot Ratio Policy.”*

Bonus Plot Ratio for Public Facilities and Heritage

Bonus plot ratio of up to 20% may be awarded for development which includes one or more public facilities or amenities where it is located within the area indicated as eligible on the Public Facilities and Heritage Bonus Plot Ratio Plans contained within CPS2 and where it meets the applicable Essential Criteria and adequately addresses the applicable Performance Requirements identified in the Bonus Plot Ratio Policy.

The applicant originally sought bonus plot ratio for both the public open space and the conservation and adaptation of the Hibernian Hall. As indicated however, in view of the DAC's advice on the proposed approach to the Hibernian Hall, bonus plot ratio is no longer sought for the conservation and adaptation of the Hibernian Hall. Instead 12% bonus plot ratio is now sought for the proposed public open space. The

applicant has noted, however, that this is variable should the DAC consider the conservation and adaptation of the Hibernian Hall worthy of some bonus.

The applicant has noted that the DAC indicated that the public space is 'worthy of some bonus plot ratio'. The applicant considers it to be a significant space worthy of the requested bonus plot ratio because of its size, design quality, the contribution it makes to the setting of the No. 1 Fire Station and its role as a destination/draw card within this area of the city.

The following information was originally provided by the applicant, and is still relevant, to address the Essential Criteria and Performance Requirements applicable to the proposed public plaza and the conservation and adaptation of the Hibernian Hall.

Public Plaza

- **Essential Criteria**

The Public Space must be strategically located where there is an identified or anticipated public need for such a place: The site is situated in an area with high levels of pedestrian traffic, with limited existing public spaces that function as destinations.

The space must be accessible to the public for the majority of the year: The proposed Public Plaza will be accessible to the public (without charge) throughout the year. The space will be open to the public on a 24-hour basis consistent with the operating times of the Hotel.

The space must be of outstanding design quality, attractive and inviting to the public: The space has been designed by the projects landscape architect, in collaboration with the Project Architect and Place Match, to ensure the space is of the highest quality, and designed in accordance with its intended purposes.

- **Performance Requirements**

The Public Space must be located where there is an identified or anticipated public need for such a place: The site is situated in an area with high levels of pedestrian traffic, with limited existing spaces that function as destinations. Strong pedestrian movement north-south between Murray and Hay Streets presently occurs through the adjacent car park, and the Public Plaza will provide a much more attractive and appropriate setting for pedestrians moving through the area.

The space must have sufficient area and regular dimensions to produce a comfortable and useable facility: The Public Plaza is approximately 1,180 square metres in area and rectangular in shape, measuring 49 metres by 24 metres. In addition, the Pedestrian Plaza at the southern end of the Public Plaza is approximately 400 square metres in area, while the space around the FEHC, and

west of Hibernian Hall, will provide a further 650 square metres of landscaped public realm.

The space must be well defined with building continuity, and active edges to maximise surveillance and interest: The western edge of the space is flanked by a two-level retail pod containing food and beverage tenancies, including roof-top terrace and alfresco dining. The Westin 'Haven' bar / terrace will define the eastern edge of the space. Facilities in the Hotel's podium, including the Function Centre and Executive Lounge, will overlook the Public Plaza. At the southern end of the space will be two small cafes. Active edges and casual surveillance are achieved.

The space should have a distinctive identify and character: The Public Plaza is intended to function as a semi-formal garden commensurate with its position at the entry to a 5-Star 'Westin' hotel. The formal arrangement of paths and lawns will be countered by informal seating, alfresco dining, public art, and opportunities for events. The surrounds of the FEHC will continue to be available for displays and events during DFES' Heritage Week.

Access to sunlight: The Public Plaza will benefit from high levels of sunlight access during day, between 10am and 2pm, due to the presence of low-rise heritage buildings to the north.

Weather protection: Awnings will be provided to the east side of the retail pod to provide weather protection to alfresco dining areas along the edge of the Public Plaza. The Wind Impact Statement demonstrates the development will not create adverse wind conditions within the Public Plaza.

Landscaping and seating: The Public Plaza is designed with raised lawn areas and planter beds, with seating incorporated into the edges of the raised planter areas. The height of the Lower Basement Level below allows for deep planters to be constructed to promote growth of mature trees.

Public art: Public art opportunities have been identified at the northern end of the Public Plaza, where it connects to the rear of the FEHC. The Site's former use as a fire station, and presence of the FEHC to the north, present opportunities for themed public art within and around the Public Plaza.

Land use: A wide range of uses are proposed adjacent to the Public Plaza, including office, hotel, dining, entertainment, and the cultural. The range of uses on the Site will generate activity throughout the day and evening, seven days a week.

Alfresco dining: A small amount of alfresco dining along the western edge of the Public Plaza will generate activity and interest without restricting public access to the Public Plaza.

Lighting: Lighting will be provided to all public areas within the site, including the Public Plaza, to create a safe and inviting space at night. A Lighting Strategy will be prepared.

Hibernian Hall

- **Essential Criteria**

The Place must be listed in the CPS2 Register of Heritage Places:

The development must protect and conserve the significance and integrity of the Place: The Heritage Impact Statement ("HIS") supports the Application, including the proposed adaptation works to Hibernian Hall. A Conservation Management Plan ("CMP") will be prepared and all fabric identified in the CMP with Considerable Significance will be retained.

- **Performance Requirements**

Protection and conservation of the Place to be in accordance with CPS2 Policy 4.11 - Heritage and a Conservation Plan: The HIS supports the Application, including the extent of adaptation works. The HIS demonstrates all of the relevant items Listed in Section 6 of Policy 4.11 are satisfied, including the extent of demolition, conservation and adaptation, new structures, and incorporation of new technologies. The development must retain as much significant heritage fabric as possible (ie. not just the facade of a Place)

The Place must be retained in an appropriate setting that highlights and facilitates appreciation of the Place: All fabric identified in the CMP as having Considerable Significance will be retained. The HIS supports the Application, including the extent of adaptation works. The setting of the Hibernian Hall will be retained and enhanced through the creation of pedestrian areas to its west and east. The floating podium element above the Hibernian Hall will have a contemporary design and be physically separated from Hibernian Hall to protect its setting and, by way of architectural contrast, to emphasis the heritage fabric of the place. The Hibernian Hall will be adapted for use as a publically-accessible restaurant that will retain the internal open 'hall' environment.

Where the original use of the Place is of significance, the use should ideally be retained: The previous use of the place as Perth Chest Clinic replaced the original purpose of the building. The Hibernian Hall will be adapted for use as a restaurant, to allow for on-going access by the public.

Interpretation strategies should be provided on the site to enhance the public's appreciation of the cultural heritage significance of the Place: An Interpretation Plan will be prepared by the project's Heritage Architect and the Interpretation Plan will be implemented at the time of occupation of the building.'

CONCLUSION:

The Design Advisory Committee is requested to comment on the following aspects of the development:

1. reconfirming compliance with the design criteria for a high quality hotel for the awarding of 36% bonus plot ratio identified under the Bonus Plot Ratio Policy;
2. the awarding of 12% bonus plot ratio for the proposed public space (and potentially for the conservation and readaptation of the Hibernian Hall) having regard to the essential criteria and performance requirements identified under the Bonus Plot Ratio Policy;
3. the proposed variations to the street building height and nil street setbacks standards (lower building levels) of City Planning Scheme No. 2 and the Building Heights and Setbacks Policy and the impact on the required low scale and continuous built edge along the various street frontages;
4. the non-compliance of the office and hotel buildings with the upper building level setback standards and the office building with the maximum building width of 50 metres under the Building Heights and Setbacks Policy, the resulting bulk and scale of these buildings and the likely impact on amenity within buildings and the public realm and on the city skyline;
5. the modified design of the vehicle entries along the Hay Street frontage and the impact on the pedestrian environment;
6. the modified design of the buildings fronting Irwin Street and the creation of an interactive streetscape;
7. the impact of the proposed hotel building on the integrity of the heritage listed Hibernian Hall, having regard to its positioning, scale and massing and the modified design of the hotel fire escape; and
8. general design quality and finishes of the development.

6.04pm Mr Kerr departed the meeting.

6.07pm Mr Kerr returned to the meeting.

6.35pm Mr Mileham departed the meeting.

6.39pm Mr Mileham returned to the meeting .

Moved by Mr Kerr, seconded by Mr Warn

That the Design Advisory Committee, having considered the awarding of bonus plot ratio and the revised design of the proposed mixed-use development including a 26 storey hotel building, a 26 storey office building, conservation and adaptation of the State registered Hibernian Hall, retention of the No. 1 Fire Station (former) and basement car parking including a short term public car park at 480 (Lots 23 and 350) Hay Street and 15-17 (Lot 500) Murray Street, Perth:

- 1. notes that the applicant's response to the Committee's previous advice did not meet the Committee's expectations and considers that the overall proposal has flawed outcomes in architectural terms;*
- 2. reiterates its support for the awarding of 36% bonus plot ratio for the proposed high quality hotel;*
- 3. does not consider that the open space is worthy of 12% bonus plot ratio until there is better resolution of the access, shelter and functionality of the space as a public facility;*
- 4. acknowledges the support for the proposal by the Heritage Council of WA, however remains of the opinion that the positioning, form and design of the hotel ballroom is not an adequate architectural or heritage solution. The disposition and treatment of the ballroom will have a negative impact on the appreciation of the Hibernian Hall and on the Murray Street streetscape;*
- 5. advises that the Committee would support the awarding of 12% bonus plot ratio for the conservation and adaptation of the Hibernian Hall if the ballroom is either relocated (for example, over the open space) or a significantly different and spectacular design approach is taken to this element; and*
- 6. accepts the revised design for the vehicle entries from Hay Street but encourages further review of the design of the tenancy positioned between the driveways in terms of its materials and depth, making it more of a destination within the front façade.*

The motion was put and carried

The votes were recorded as follows:

For: Mr Ciemitis, Mr Karotkin, Mr Kerr, Mr Mackay, Mr Mileham, Mr Sharp and Mr Warn

Against: Nil

DA8/15 MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN

Nil

DA9/15 GENERAL BUSINESS

Responses to General Business from a Previous Meeting

Nil

New General Business

1. Major State Governments Development Projects

The Design Advisory Committee noted that many major State Government development projects result in flawed architectural outcomes and missed design opportunities and that a strategy is required to address the State Government's procurement processes which do not separate the financial and design components of a project.

The Design Advisory Committee agreed that it would be beneficial for the City Administration to consider preparing a report recommending that the Council work with the State Government Architect to collectively advocate improvement processes with Government development projects to deliver better results consistent with the State Governments "Better Places and Spaces Policy" and the City's proposed Design Excellence Framework.

2. Design Advisory Committee Meeting - 29 January 2015

In the interests of time efficiency and considering the large number of reports proposed to be considered at the next Design Advisory Committee meeting to be held on Thursday, 29 January 2015, the Director Planning and Development requested that the Committee consider the specific questions as contained in the seven reports and provide comments or proposed conditions and return these in

writing to the City of Perth prior to the meeting. These comments would be collated and tabled at the meeting

Director Planning and Development advised that both the City Architect and Manager Approval Services will be available to discuss each item prior to the meeting.

3. City of Perth Act Submission

The Director Planning and Development suggested that the members of the Design Advisory Committee view the City of Perth's position paper on Local Government Reform as there is an important planning and development component within the submission. This submission can be located on the City of Perth's website.

DA10/15 ITEMS FOR CONSIDERATION AT A FUTURE MEETING

Outstanding Items:

- Development of Bio-Phylic Policy for the City. (raised at meeting 27/03/14, updated 29/05/14, updated by City Architect 13/11/14).

The City Architect advised that the City's Sustainable City Development department is currently dealing with this policy.

- Options for process improvement to the City of Perth Design Advisory Committee – (raised 29/05/14, updated 31/07/14) Report required. (Update 23/10/14 report for process improvement still pending).

The City Architect advised that more work has been done on the process improvement by Approvals, who are currently working on Manual for engineering works so there is a set standard.

- Design Excellence Framework (raised at meeting 11/09/14, updated by City Architect 23/10/14) Report to go to Council.
- Burswood / Vincent Structure Plan (raised at meeting on 11/09/14, updated by City Architect 23/10/14).

DA11/15 CLOSE OF MEETING

7.03pm The Presiding Member declared the meeting closed.

**SCHEDULES
FOR THE MINUTES OF THE
DESIGN ADVISORY
COMMITTEE MEETING
HELD ON
22 JANUARY 2015**


ROWEGROUP

Job Ref: 7850
16 December 2014

Chief Executive Officer
City of Perth
GPO Box C120
PERTH WA 6839

Attention: Ms Kathy Lees – Senior Planning Officer

Dear Ms Lees

**Response to Design Advisory Committee and Other Issues
(City of Perth Reference DA-2014/5346)**

**Lot 23 (No.23-25) and Lot 500 (No.15-17) Murray Street and Lot 350
(No.480) Hay Street, Perth (former 'FESA' site)**

We refer to the above-described Development Application ('Application') for a proposed mixed-use development at Lot 23 (No.23-25) and Lot 500 (No.15-17) Murray Street and Lot 350 (No.480) Hay Street, Perth ('site').

We hereby submit Amended Drawings and Additional Information in response to issues raised by the Design Advisory Committee ('DAC') at its meeting of 4th December 2014. We also provide further comments in response to your emails of 10th, 12th and 15th December 2014.

We take this opportunity to submit a complete set of Amended Drawings and Perspectives, as presented to (and circulated to members of) the DAC at its meeting of 4th December 2014. The Amended Drawings that were presented to the DAC are, in essence, identical to those submitted to the City of Perth on 19th November 2014, with the exception of the following corrections that were made to the drawing set presented to the DAC:

- Removal of building encroachment at corner of Hay and Irwin Streets;
- Removal of vertical fins to west and north elevations of Hibernian Hall;
- Depiction of the vertical recess to the Office tower Hay Street frontage.

Please note that, in response to DAC Item 3.4, the following pages within the enclosed set of Amended Drawings have also now been modified:

- Sheet No.DA000 Revision C (Site Plan);
- Sheet No.DA102 Revision B (Plan – Lower Ground Level);
- Sheet No.DA103 Revision B (Plan – Upper Ground Level);
- Sheet No.DA104 Revision B (Plan - Mezzanine Level); and
- Sheet No.DA203 Revision C (South Elevation).

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The following attachments form part of this submission:

- Attachment 1 – Amended Drawings;
- Attachment 2 – Amended Perspectives;
- Attachment 3 – Copy of Presentation to DAC 4th December 2014;
- Attachment 4 – Response to DAC Recommendations.

The following elaborates on our response to the DAC and other related issues in your emails of 10th, 12th and 15th December 2014.

Response to Design Advisory Committee

Item 3.1

Reduce the impact of the proposed hotel building (ballroom) on the integrity and appreciation of the heritage listed Hibernian Hall, having regard to improving its engagement with the heritage building and the street.

The proposed development has been considered by the Development Committee of the Heritage Council of Western Australia ('HCWA') A submission was made to the State Heritage Office on 17th November 2014, in response to issues identified by the Development Committee at its meeting of 28th October. At its meeting of 25th November 2014, the Development Committee resolved as follows:

The revised proposal represents a more sympathetic response than the original scheme, and could be supported subject to the following items being submitted to the Executive Director prior to the application for building permit:

- a. *Heritage Agreement is finalised;*
- b. *Schedule of conservation works to the Hibernian Hall;*
- c. *Interpretation Plan with implementation timeframes;*
- d. *Materials and colour schedule;*
- e. *Exterior lighting and signage strategy.*

Please note the amended submission considered by the HCWA's Development Committee also addresses many of the items outlined in the submission from the National Trust of WA (dated 14 November 2014).

Given the conditional support of the HCWA, we do not propose any further design modifications (at this juncture) in response to Item 3.1 of the DAC recommendation.

However, we do propose to further refine the ballroom design during the design-development phase of the project, leading up to lodgement of a Building Permit, in order to respond to items (a) to (e) of the HCWA's Development Committee recommendation. This will include consideration of the ballroom fire exit stair and support columns. As noted in the attached response to Item 3.1, the Project Architect is "currently exploring further refinement of the Ballroom in particular the structural columns and fire stair which will be treated in a darker finish to visually separate them from the Ballroom above." We understand these items were specifically mentioned by the DAC, and also note the National Trust commented on the fire stair.

In light of the DAC advice, we hereby confirm that we do not seek Bonus Plot Ratio for the conservation and adaptation of Hibernian Hall. Instead, we now seek 11% Bonus Plot Ratio for the proposed public facilities within the site, in the form of the new public park. We note the DAC resolved that the public open space is “*worthy of some bonus plot ratio*”. In our opinion, it is a significant space worthy of a Plot Ratio Bonus of 11%, not simply because of its size, but because of the design quality, the contribution it makes to the setting of the No.1 Fire Station, and its role as a destination / draw card within this part of the city.

Item 3.2

Improve the extent to which the curtilage of the adjacent heritage fire station can be incorporated into the landscape plan for the whole development

Whilst the site of the Fire Education and Heritage Centre (‘FEHC’) and its curtilage forms part of the subject site, it will be located on a separate lot under the ownership of the Department of Fire and Emergency Services (‘DFES’). DFES has requested the curtilage of the FEHC be retained as a trafficable space for service / emergency vehicle access, occasional bus parking (visiting school groups for example), and for display of original fire appliances during the DFES Heritage Week. Retractable bollards will be installed at each entry point to prevent unauthorised vehicle access. The enclosed response to Item 3.2 depicts the turn path of some of the larger vehicles that may occasionally need to access this area.

Accordingly, the area will be paved in a material suitable for occasional vehicle use. However, the area will be finished with a paving material that is conducive to a high quality public pedestrian environment, and which ties in with the finished treatments to the proposed abutting public spaces. This is shown in the enclosed response to Item 3.2, which includes an extract from the Landscape Concept Plan to depict the paving treatment to the curtilage of the FEHC.

It is proposed to hold further discussions with DFES during the design-development phase, to further integrate this space into the overall landscape theme of the project, and this may potentially allow for the introduction of other elements into the realm of the FEHC, such as seating, lighting and soft planting.

Item 3.3

The impact on Hay Street as a consequence of the extent of non-compliance under the Building Heights and Setbacks Policy, particularly in regard to the upper building level setback standards and the maximum width of the office building, has not been adequately justified. The design needs to be reviewed to break the scale of the office building and to ensure the setbacks reflect the scale of Hay Street.

Our submission of 19 November 2014 contained detailed justification in support of the proposed variations to the Building Heights and Setbacks Policy of the City Planning Scheme (‘CPS’). Those variations can be divided into four distinct components:

- Street Building Height (Lower Building Levels);
- Street Setback (Lower Building Levels);
- Street Setback (Upper Building Levels); and
- Side and Rear Setbacks (Upper Building Levels).

With the exception of a minor variation of 0.5 metres to the east boundary of the Hotel's uppermost floors (Level 15 upward), the above variations all relate to the Office building fronting Hay Street and Irwin Street.

In addition to the justification set out at Pages 8 to 14 of our submission of 19 November 2014, we provide the following additional information in response to Item 3.3 (to be read in conjunction with Attachment 4).

The Shadow Analysis has been updated to compare the proposed design with a hypothetical building envelope, whereby the upper levels are contained within two towers with a setback of 6 metres between each tower to a height of 65 metres, and 12 metres between each tower for the portions above 65 metres. The compliant building envelope is setback 5 metres from Irwin Street to a height of 65 metres and 10 metres for the portion above 65 metres. To achieve a similar amount of floor area, the compliant building envelope is taller in its overall height (the CPS does not specify an overall height limit).

It is evident from this analysis that the impact of the upper building levels on Hay Street, with respect to overshadowing, is negligible. This is because the shadow cast by the upper building levels does not fall upon Hay Street, but upon the area further to the south, including a portion of St Georges Terrace. Interestingly, the shadow from two compliant (but taller) towers extends onto the footpath on the south side of St Georges Terrace (near Government House) at 10am 22 August, whereas the shadow from the proposed design does not extend to the southern side of St Georges Terrace at this time. The Shadow Analysis provides further justification for the proposed Office building setbacks.

The enclosed response to Item 3.3 contains commentary on the existing streetscape character. It is evident the character in this area is quite different to the section of Hay Street in the core of the City between Pier Street and Milligan Street. This is an important distinction to make, and is reflected in the Maximum Building Heights Plan of the CPS. As evident from the extract below, land on the north side of Hay Street, between Pier Street and Milligan Street, is subject to an overall height limit defined by a 45° angled height plane, in order to allow for high levels of sunlight penetration into the key east-west pedestrian spines of the City (Murray Street and James Street mall also being subject to the 45° angled height plane).



Extract from City Planning Scheme Maximum Building Heights Plan

In contrast, the area west of Milligan Street and, importantly, east of Pier Street including the subject site, is not subject to the 45° angled height plane. Presumably, this reflects the lesser importance placed upon these sections of Hay Street in comparison to the core of the City, between Pier Street and Milligan Street. This is not to suggest that the impact of the development on Hay Street can be ignored, but it does tend to suggest that taller buildings within the areas west and east of the core of the City are contemplated.

With this background, it is considered the design of the Office is acceptable, for the following reasons:

- The Office tower is provided with a 3 metre setback to Hay Street (whereas a setback of 5 metres is required to a height of 65 metres and 10 metres above 65 meters in height). The setback assists with reducing wind impacts on the pedestrian environment, as explained in the Wind Impact Statement previously lodged;
- As demonstrated by the Shadow Analysis, the setback variation to the upper building levels does not affect the level of sunlight access into Hay Street. Whilst the Building Heights and Setbacks Policy states that greater setbacks may be required for buildings that exceed 50 metres in width, it is evident from the Shadow Analysis that a taller, compliant building form would potentially have a greater impact as a result of the shadow that falls upon St Georges Terrace, with no noticeable difference with respect to the shadow on Hay Street;
- Whilst two *compliant* building envelopes might produce some additional views of the sky when viewed by a pedestrian from further away (i.e. St Georges Terrace), or if standing directly opposite the site on the south side of Hay Street, the additional overall building height that would be required to achieve a similar floor area would also block out views of the sky and result in a less desirable outcome due to the extended shadow as described above.
- The east (side) setback variation for the Office tower is limited to the uppermost portion above 65 metres only (required setback 6 metres; proposed setback 5 metres). This is considered to be a minor variation that has little, if any, noticeable impact on Hay Street, and which does not affect the amenity of any abutting properties (City of Perth car park site to the east).
- The vertical recess added to the facade of the Office tower assists with breaking up the perceived mass of the building and provides visual relief to the glazed facade. As explained by the Project Architect in the attached response to Item 3.3:

The introduction of the vertical rebate to the revised facade effectively breaks the previously perceived mass and scale of the Office building from Hay Street.

- The lower building levels fronting Hay Street contrast with the glazed tower above, thereby creating a human-scaled pedestrian environment at ground level and a strong expression of a podium-tower style of architecture. The finishes to the podium are intended to *tie in* the entire development and provide a consistent palette of finishes at the pedestrian level;

- The height of the podium, whilst higher than the height contemplated by the Building Heights and Setbacks Policy, allows for strong visual and physical connections through the site from Hay Street, to create a distinctive and welcoming entry into the public park and Hotel grounds. As explained by the Project Architect in the attached response to Item 3.3:

The top of the podium component is lifted above the 14m compliant height to respond to the natural ground level moving north and ensure good visual connectivity into the upper level public space providing an activated ground plane at street level.

- These strong connections are also achieved by setting back the glazing line to the office lobby and retail tenancy, in order to enhance sight lines and create additional pedestrian space in front of the building (noting that the footpath in this locality is not very wide). In contrast, bringing the glazing line out to the edge of the lot boundary would enclose the pedestrian link through to the Hotel and create a undesirable tunnel effect, thereby reducing the quality of the public realm in this area.
- With the exception of the vehicle driveways (refer below), the development achieves a continuous building edge to all street frontages, wherever possible. Very few services are positioned on the street edge (if any), and where active edges are not provided, it is for the purpose of achieving high quality pedestrian connections into the public spaces within the site boundary. At ground level, despite the proposed setback variations, the development is considered to achieve the Street Setback Principle of maximising opportunities for interaction between the private and public realm.

Overall, when the site is considered in its totality, the proposed building height and setback variations will not have any adverse impact on the amenity of the area, but in contrast, will allow the development to significantly enhance the pedestrian environment and public realm in this part of the City.

In this regard, we reiterate the following:

- The setback variation to Irwin Street affects only 30% of the site's Irwin Street frontage. The remaining 70% of the Irwin Street frontage, and approximately 85% of the Murray Street frontage, is set aside for the low-rise retail podium building, pedestrian connections / public space, and retention of existing heritage-listed buildings;
- This arrangement allows for pedestrians to gain uninterrupted views of the sky from all these aforementioned streets. A pedestrian standing near the corner of Hay and Irwin Streets would be able to look north-east over the retail podium building to obtain views of the sky. The generous setbacks from Murray Street also allow for an attractive street outlook and open up views of the sky when looking over the site from Murray Street. The design also ensures high levels of sunlight access into Irwin Street and the proposed public open space within the site;
- In contrast to the above, if the Office tower were required to comply with all relevant height and setback requirements, it would require a total re-design of the site. The Office tower would be pushed northward, which in turn would require the Hotel to be redesigned and relocated into the central third of the site where the public space is currently proposed. This would result in a high rise tower element running east-west across the central third of the site and facing Irwin Street. The impact of

this arrangement of buildings, whilst compliant, would have a significant adverse impact on the locality, and on the quality of the internal office areas. Views of the sky would be significantly reduced, especially from Irwin Street. The Hotel tower would also reduce views of the sky from Murray Street, and adversely affect the setting of the No.1 Fire Station, as the Hotel would run west-east across the width of the site. The open space within the site would also need to be removed;

- Whilst the envelopes of the current Hotel and Office towers occupy just 40% of the entire site area, a re-arranged compliant design would produce a much greater building footprint across the site, with diminished views and outlooks across the site from surrounding streets, and a lesser quality public realm in this part of the City.

Item 3.4

Substantially reduce the extent of the vehicle entries from Hay Street to minimise the impact on the pedestrian environment.

The design of the vehicle driveways at Hay Street has been modified in an attempt to enhance the pedestrian experience of Hay Street, whilst maintaining a strong presence for the Westin hotel from this entry point.

The eastern most driveway leading from the Hotel port cochere is now proposed to turn westward to connect with the main car park entry / exit driveway, meaning the majority of vehicles will access the site via one single crossover from Hay Street. This arrangement is considered to be acceptable for the majority of vehicle types, except large coaches / buses. To accommodate those larger vehicles, it is proposed to retain a left out only crossover to Hay Street near the south-east corner of the site. This crossover will be treated with paving and flush kerbing to reduce its impact on pedestrians, and in recognition of the likely low level of usage.

To further enhance Hay Street, it is proposed to provide a small retail tenancy between the main driveway and the left-out only bus driveway. This tenancy has a size of approximately 50 square metres and would be suitable for a small, independent food and beverage operator. Alternatively, the tenancy could be occupied by Westin and used as a welcome point for pedestrians arriving at the Hotel from this point. The tenancy is provided with a nil setback to Hay Street. The revised design maintains the pedestrian footpath running along the site's eastern boundary, which is considered to be an important link through the site between Hay and Murray Streets. In the event of the City's car park site being redeveloped, the opportunity is there for this pedestrian link to form part of a wider north-south pedestrian street.

Item 3.5

Revise the design of the buildings fronting Irwin Street so that they are more visually permeable and incorporate awnings or canopies for pedestrian shelter to create a more interactive streetscape.

The enclosed response to the DAC demonstrates the provision of awnings, visually permeable glazing, and open areas to the facade along Irwin Street.

Item 3.6

Provide a more sophisticated architectural response to express the differentiation of uses across the site.

The different uses and building elements across the site are differentiated primarily through the use of contrasting materials and facade treatments. For example, vertical stone fins are used to distinguish the podium from the towers above, and to establish a uniform treatment at pedestrian level that ties the development together, and which references the nearby heritage buildings. For the upper levels, contrasting glazing is used to distinguish the Office from the Hotel tower. It is proposed to further develop the palette of materials and finishes during the design-development phase.

Other Considerations

The above information provides a considered response to the recommendation of the DAC, and also addresses other issues outlined in your emails of 10th, 12th and 15th December 2014.

Traffic Issues

With respect to the traffic related comments in your email of 10th December 2014, the Development Application report contains details relating to the provision of bike parking and end-of-trip facilities, and we have previously provided information in support of the proposed on site tenant car parking.

We note the City's traffic modeller has also requested further details relating to the Traffic Impact Statement prepared for the development. We consider this information can be obtained by way of a condition of approval (bearing in mind the late stage at which this request has been made).

National Trust of WA Comments

As noted above, the amended drawings that were presented to the HCWA Development Committee meeting of 25th November 2014 were prepared in response to issues raised by the Development Committee at its earlier meetings of September and October, and after the National Trust lodged its submission (which was based on the original design). It is considered the majority of issues raised by the National Trust have been addressed in the amended submission that received conditional support at the HCWA Development Committee meeting of 25th November 2014.

We trust the enclosed Amended Drawings and response to the DAC is to your satisfaction. Should you require any further information in relation to this matter, please contact Alan Stewart on 9221 1991.

Yours faithfully,



Alan Stewart

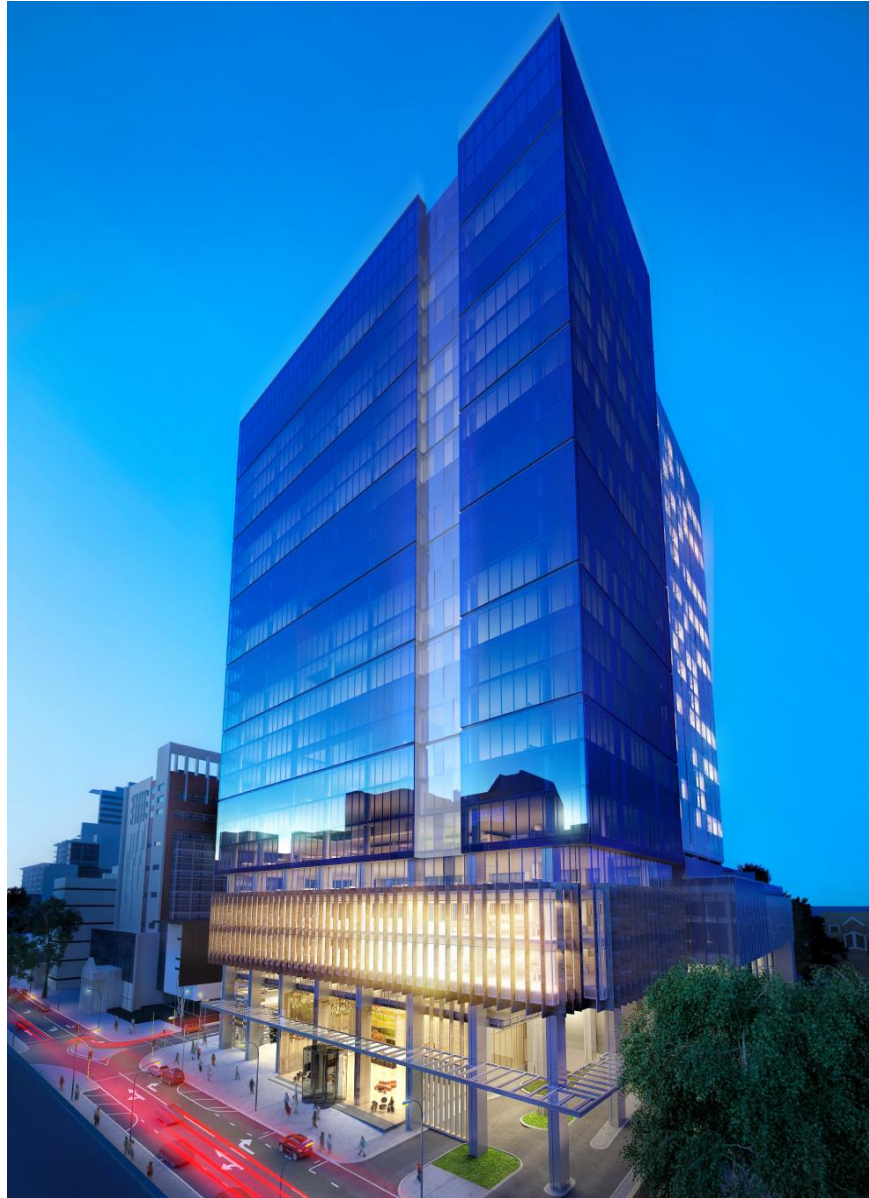
Rowe Group, Perth Office



2014/5525: 480 HAY STREET AND 15-17 MURRAY STREET, PERTH



2014/5525: 480 HAY STREET AND 15-17 MURRAY STREET, PERTH



2014/5525: 480 HAY STREET AND 15-17 MURRAY STREET, PERTH
(Note- modified crossover not depicted)



2014/5525: 480 HAY STREET AND 15-17 MURRAY STREET, PERTH



2014/5525: 480 HAY STREET AND 15-17 MURRAY STREET, PERTH
(Note- modified fire escape not depicted)



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(Note- modified fire escape not depicted)



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2014/5525: 480 HAY STREET AND 15-17 MURRAY STREET, PERTH



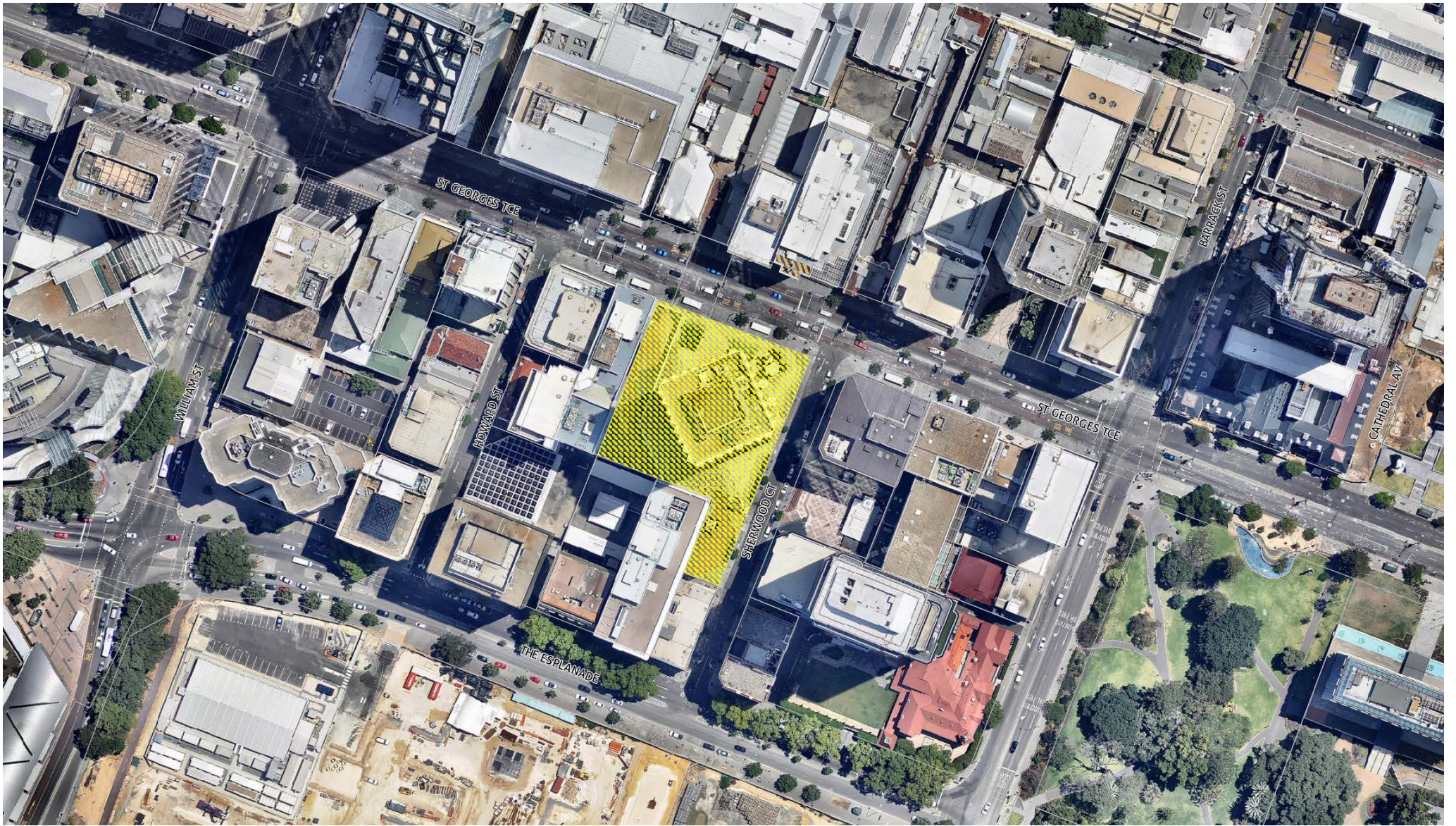
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2014/5525: 480 HAY STREET AND 15-17 MURRAY STREET, PERTH



2014/5525: 480 HAY STREET AND 15-17 MURRAY STREET, PERTH
(Note- modified crossover not depicted)



14/5555; 77 (LOT 50) ST GEORGES TERRACE, PERTH



14/5555; 77 (LOT 50) ST GEORGES TERRACE, PERTH (PERSPECTIVE 1)



14/5555; 77 (LOT 50) ST GEORGES TERRACE, PERTH (PERSPECTIVE 2)



14/5555; 77 (LOT 50) ST GEORGES TERRACE, PERTH (PERSPECTIVE 3)