

HIGHEST AND BEST USE ANALYSIS QUEEN VICTORIA BUILDING

PREPARED FOR

CITY OF SYDNEY

AUGUST 2019

QUEEN VICTORIA BUILDING

SITE DESCRIPTION

The QVB is located at 429-481 George Street, Sydney and is legally described as Lot 1 DP 811077.

The site is located on the western side of George Street and comprises the entire city block bound by Market Street to the north, DrUITT Street to the south and York Street to the west. The site has frontages to George Street of 158.7m, Market Street of 22.96m, York Street of 180m and DrUITT Street of 34m.

The site is located roughly in the centre of the city precinct of government, church, commercial and retail buildings. It is linked by underground tunnels to Town Hall Railway

Station and the nearby Myer department store. The internal pedestrian routes, particularly the ground and underground links, form primary pedestrian routes in the city, contributing to the building's important public character.

The subject building encompasses the entire block, and is identified as a heritage item of state significance in the Sydney LEP 2012.

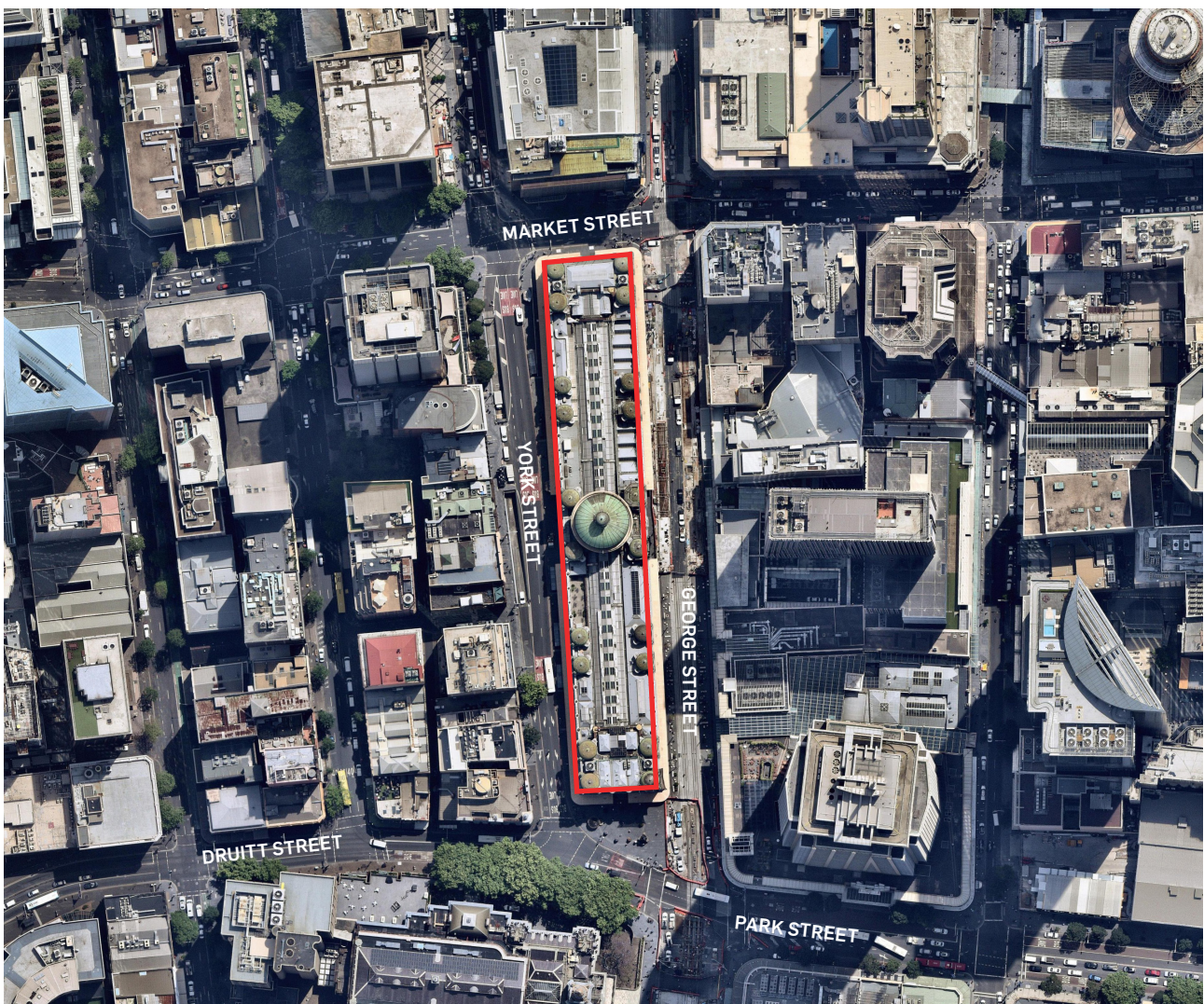


Figure 1 Aerial photograph of site

DEFINITION OF SITE AREA AND GFA

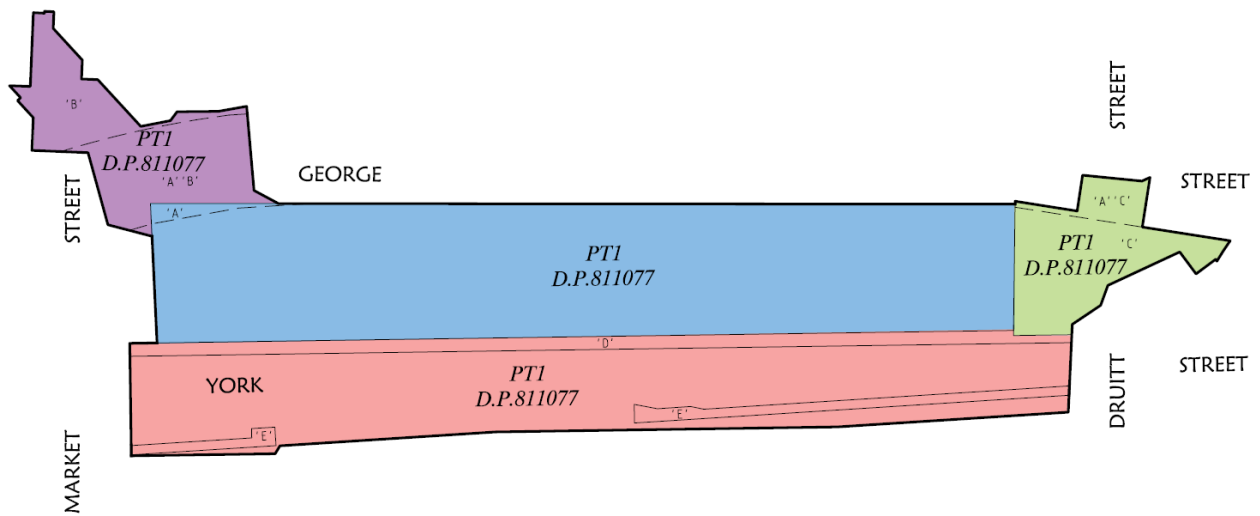






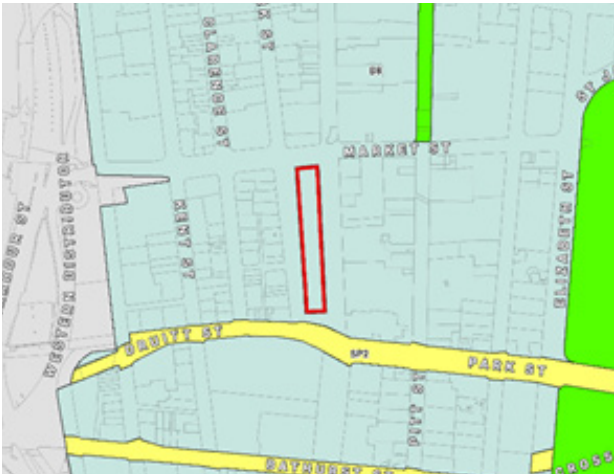
Figure 2 Site area breakdown of QVB

	NAME	SITE AREA (sqm)	GFA (sqm)
	Queen Victoria Building	5,309.7	17,614
	Underground Link to Myer	1,076	438.8
	Underground Link to The Galleries	806	373
	Underground York Street Car Park	4,223	62.2
	Total	11,414.7	18,488

For the purposes of calculating the HFS award, the site area adopted for the Queen Victoria Building (QVB) is the rectangular cadastre boundary identified on the SLEP 2012 Heritage Map. This includes the area highlighted in 'blue' in Figure 2 above, and excludes the underground car park on York Street (highlighted in red) as well as the two underground connections to Myer and The Galleries (highlighted in purple and green respectively).

Consequently, the 'site area' for this report is 5,309.7 sqm.

PLANNING CONTROLS



Zoning

The site is zoned B8 Metropolitan Centre.



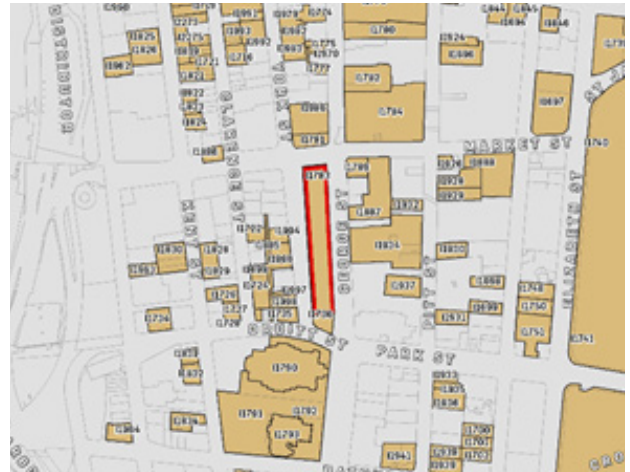
HOB

Despite any other provision of this Plan, the maximum height of a building on land shown as Area 1 or Area 2 on the height of buildings plan is the height of the building on the land as at the commencement of this Plan. The surveyed RL to the spire of the QVB is RL80.45.



FSR

The permissible FSR of the site is 8:1.



Heritage

The site is listed on the State Heritage Register (SHR) and is shown as a heritage item in the SLEP2012 Heritage Map.

KEY FINDINGS:

- The site is constrained for development by an existing heritage building located on the site, as well as four road frontages.

HERITAGE SIGNIFICANCE

The Queen Victoria Building extends to the entire city block, fronting Druiitt Street, York Street, Market Street and George Street, and is an outstanding example of the grand retail buildings from the Victorian-Federation era in Australia.

Dating from 1898 by 19th century American architect Henry Hobson Richardson, the QVB represents Australia's largest and grandest Victorian arcade, as well as the largest, most monumental and most intact of the market buildings of Sydney City. The QVB is a superb and possibly the largest and finest example of Federation Romanesque style in Australia. Both the building exteriors and interiors are remarkable and outstanding for their quality, workmanship, materials, richness, imagery and style.

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

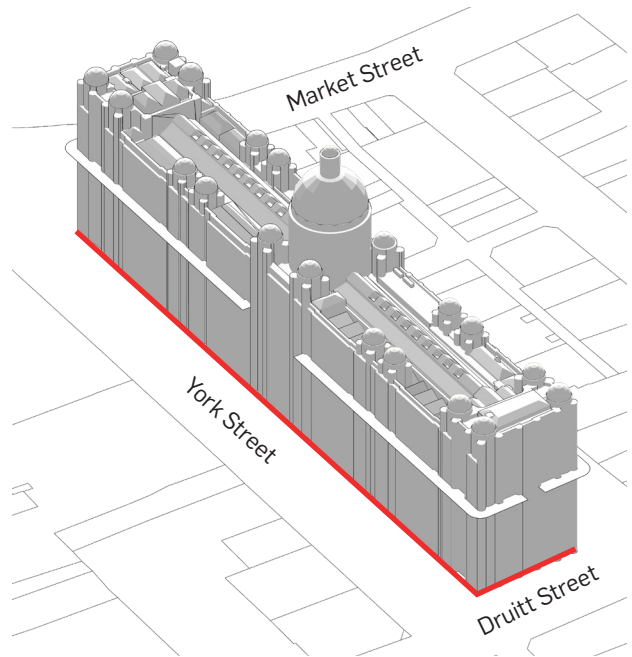


Figure 5 3d massing of existing Queen Victoria Building

EXISTING GFA

Site Area	5,309.7
TOTAL GFA (excludes the underground car park on York Street as well as the two underground connections to Myer and the Galleries)	17,614 sqm
TOTAL FSR	3.2:1



Figure 3 George Street elevation



Figure 4 Corner of George and Market Street

ELIGIBLE GFA

SLEP 2012 PLANNING CONTROLS

		CONTROL
LEP CONTROLS	ZONING	B8 Metropolitan Centre
	HOB (LEP)	The maximum height of building is limited to the existing height of the building on the site.
	FSR	Base - 8:1
		Accommodation Floor Space* - <ul style="list-style-type: none"> • 4.5:1 - office premises, business premises or retail premises • 6:1 - residential accommodation, serviced apartments, hotel or motel accommodation, community facilities or centre-based child care facilities
HERITAGE	The site is identified as heritage item 'Queen Victoria Building' in both the State Heritage Register and the SLEP 2012	

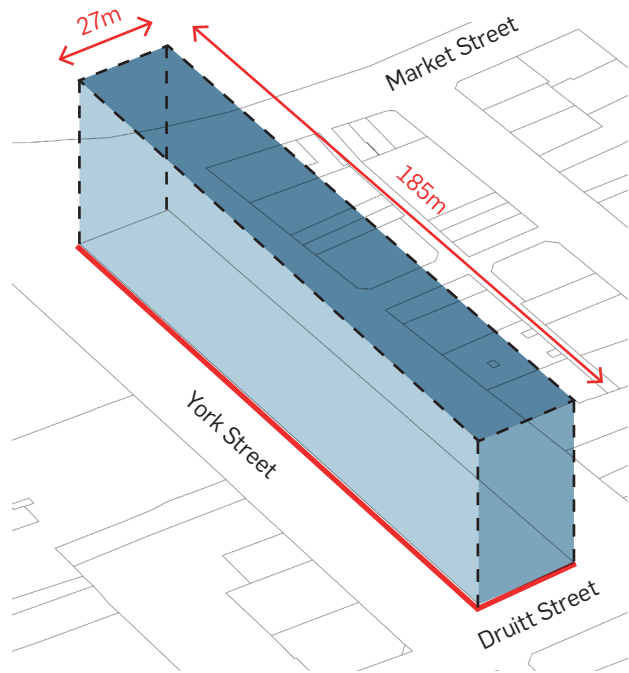


Figure 6 Development potential under SLEP2012

The site is zoned B8 Metropolitan Centre, which is the primary zoning for Sydney CBD. The site's height limit is limited to the existing height of the building on the site (RL 80.45), and a base FSR of 8:1.

Under the SLEP2012 the site is eligible to achieve 42,478 sqm total of GFA.

*In accordance with advice from the City of Sydney, for the purposes of this analysis consideration has not been given to the potential for the site to be eligible for bonus FSR. The base FSR is therefore the maximum available on the site.

ELIGIBLE GFA UNDER SLEP 2012

Site Area	5,309.7 sqm
Base FSR	8:1
Accommodation FSR	N/A
TOTAL FSR	8:1
TOTAL ELIGIBLE GFA	42,478 sqm

REALISED GFA

DEVELOPMENT POTENTIAL

As the HOB of building restriction prevents alterations to the QVB that would increase its height, additional GFA could only be created within the existing building space or within the basement.

The total achievable additional GFA under LEP controls is 0 sqm.

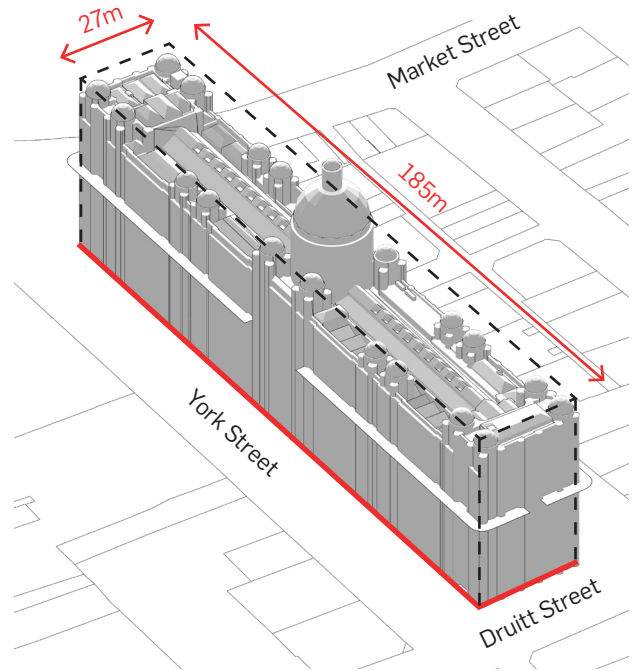


Figure 7 Development potential

HERITAGE FLOORSPACE

The SLEP 2012 is the principal environmental planning instrument applying to the site and provides the relevant controls for the award of heritage floor space (HFS). Clause 6.10(2) 'Creation of heritage floor space' of the SLEP 2012 outlines the provisions that must be met for Council to award heritage floor space in respect of a heritage item.

The QVB is listed as Heritage Item I1783 ("Queen Victoria Building" including interiors) in Schedule 5 of the SLEP 2012 and is also located in the B8 Metropolitan Centre Zone. Conservation works have been carried out on the building and have been completed in accordance with a conservation management plan approved for the building by the consent authority. The QVB therefore satisfies the requirements of the relevant planning instruments and policies, and is eligible to be awarded HFS.

Site Area:

For the purposes of calculating the HFS award, the site area adopted for the Queen Victoria Building (QVB) is the rectangular cadastre boundary identified on the SLEP 2012 Heritage Map. This excludes the car park extension and through-site connection to the Galleries Victoria.

The site area applied for is consistent with the assessment of significance within the Conservation Management Plan, and with the site's listing on the NSW State Heritage register. The approach to determining the applicable site area was also made in consultation with the City of Sydney's Urban Design and Heritage Manager, Tony Smith.

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

This formula applies to	rateable buildings in private ownership and Government buildings.
The formula is:	HFSH = 0.5AS x FSRH
	HFSH is the maximum amount of Heritage Floor Space which may be awarded in sqm
Where:	AS is the site area in sqm occupied by the heritage building
	FSRH is the maximum FSR for the site of the heritage building as shown on the LEP FSR map

CALCULATION OF HERITAGE FLOOR SPACE

Site Area	5,309.7 sqm
Floor Space Ratio	8:1
CALCULATION OF HFS	21.238.8 sqm

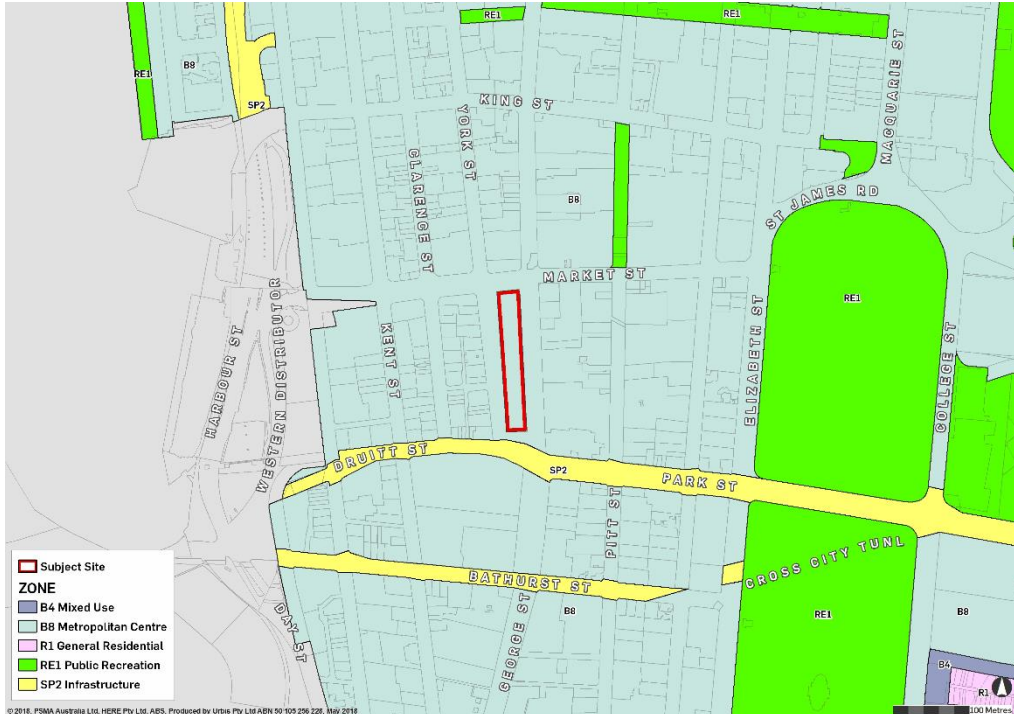
CONCLUSION

This highest and best use analysis has assessed the potential for the QVB site to accommodate additional floor space.

While there is technically additional floor space available to the site, the realisation of this additional GFA is effectively constrained by the planning controls and heritage considerations applicable to the site. The resulting potential building envelope and volume is considered not feasible from a built form and economic perspective. The development potential of the site is considered to be nil. The award of HFS for the QVB site is recommended to the City of Sydney as the optimum development outcome for the site.

APPENDIX A
DETAILED PLANNING
CONTROLS -
QUEEN VICTORIA
BUILDING

3.1.2. Statutory Planning Framework

State Planning Framework	
<p>Sydney Local Environmental Plan 2012 (SLEP 2012)</p> <p>The SLEP 2012 is the principal environmental planning instrument applying to the site.</p>	
Land Use Zone	The land is within Zone B8 Metropolitan Centre (refer to Figure 2).
	<p>Figure 8 – Extract from zoning map</p>  <p>Legend:</p> <ul style="list-style-type: none"> Subject Site (Red outline) ZONE B4 Mixed Use (Blue) B8 Metropolitan Centre (Light Blue) R1 General Residential (Pink) RE1 Public Recreation (Green) SP2 Infrastructure (Yellow) <p>© 2016, PSMA Australia Ltd. HERE Pty Ltd. ABS. Produced by Urbs Pty Ltd AEN 50 105 256 228, 14/4/2016</p>
Zone Objectives	<p>The objectives of Zone B8 Metropolitan Centre are as follows:</p> <ul style="list-style-type: none"> • To recognise and provide for the pre-eminent role of business, office, retail, entertainment and tourist premises in Australia’s participation in the global economy. • To provide opportunities for an intensity of land uses commensurate with Sydney’s global status. • To permit a diversity of compatible land uses characteristic of Sydney’s global status and that serve the workforce, visitors and wider community. • To encourage the use of alternatives to private motor vehicles, such as public transport, walking or cycling. • To promote uses with active street frontages on main streets and on streets in which buildings are used primarily (at street level) for the purposes of retail premises. <p>The consent authority must have regard to the objectives for development in a zone when determining a development application in respect of land within the zone.</p>
Permissible uses	<u>Permitted without consent</u>

	<p>Nil</p> <p><u>Permitted with consent</u></p> <p>Centre-based child care facilities; Commercial premises; Community facilities; Educational establishments; Entertainment facilities; Function centres; Information and education facilities; Passenger transport facilities; Recreation facilities (indoor); Registered clubs; Respite day care centres; Restricted premises; Roads; Tourist and visitor accommodation; Any other development not specified in item 2 or 4</p>
<p>Prohibited uses</p>	<p><u>Prohibited</u></p> <p>Nil</p>
<p>Clause 4.3 Height of building</p>	<p>(2A) Despite any other provision of this Plan, the maximum height of a building on land shown as Area 1 or Area 2 on the height of buildings plan is the height of the building on the land as at the commencement of this Plan.</p> <p>Comment: The QVB is identified as Area 1 on the HOB map, therefore the maximum building height is limited to the existing height of the building on the site. The height of the spire of the QVB is RL80.45m and this is the maximum height permitted on the land. External alterations to add floors or additional height to the QVB are therefore not permitted.</p>
	<p>Figure 9 – Extract from height of building map</p>
<p>Clause 4.4 Floor space ratio</p>	<p>The permissible FSR is 8:1</p>

Figure 10 – Extract from FSR map



**Clause 6.3
Additional Floor
Space in Central
Sydney**

A building on land in Central Sydney may be eligible for additional floor space that exceeds the maximum permitted shown for the land on the floor space map.

- (a) any accommodation floor space,
- (b) any amount determined by the consent authority under clause 6.21 (7) (b),
- (c) any car parking reduction floor space, end of journey floor space, entertainment and club floor space, lanes development floor space or opportunity site floor space.

**Clause 6.4
Accommodation
floor space**

The site is within Area 2 on the floor space ratio map. A building that is in an area, and is used for certain purposes is eligible for an amount of additional floor space equivalent to that which may be achieved by applying to the building the floor space ratio specified in the relevant paragraph:

- (c) Area 2, office premises, business premises or retail premises—4.5:1,
- (d) Area 2, residential accommodation, serviced apartments, hotel or motel accommodation, community facilities or centre-based child care facilities—6:1,

The amount of additional floor space that can be achieved is reduced proportionally if only part of the building is used for that purpose.

- (3) More than one amount under subclause (1) may apply in respect of a building that is used for more than one purpose.

Comment: The site is potentially eligible for an additional 4.5:1 floor space if used for office, business or retail premises, and potentially eligible for an additional 6:1 floor space if used for accommodation purposes.

Therefore the theoretical maximum FSR = 8:1 (base) + (proportion of building used for office/retail purposes x 4.5) + (proportion of building used for accommodation purposes x 6).

On advice from the City of Sydney, we understand that the potential eligibility of the site for FSR 'bonuses' should not be used to determine the development potential of the site. Therefore, an FSR of 8:1 has been taken to be the maximum available on the site.

As the HOB of building restriction prevents alterations to the QVB that would increase its height, additional GFA could only be created within the existing building space or within the basement. This could for example, be achieved by additional internal partitioning of the existing floors or via the introduction of an additional mezzanine floor to the building.

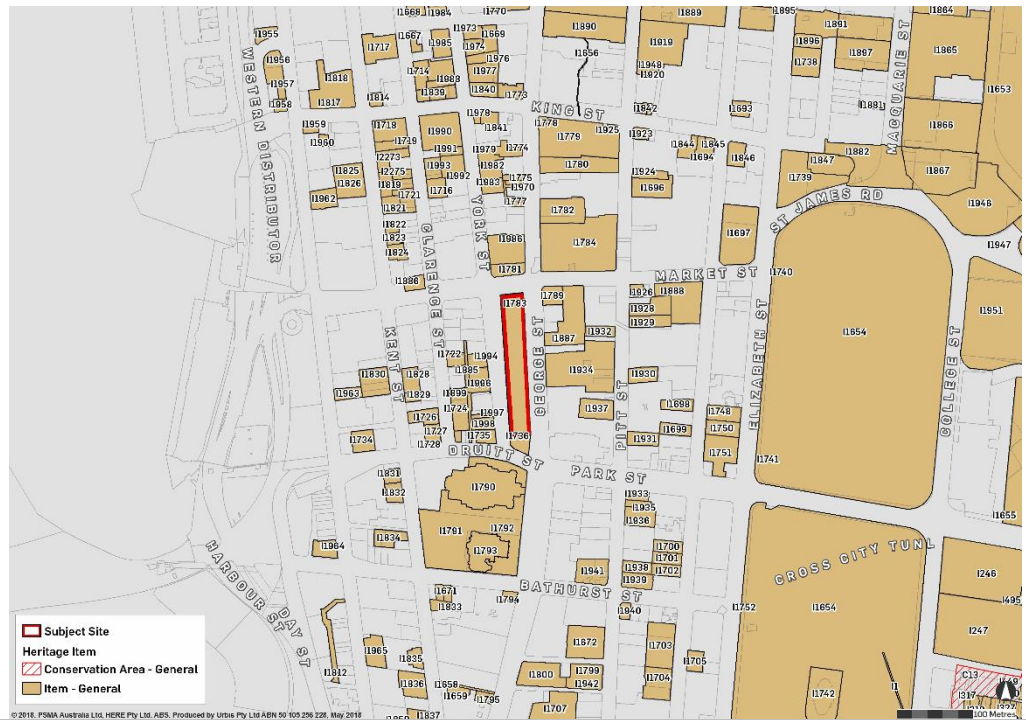
Heritage

The site is listed on the State Heritage Register (SHR) and is listed in Schedule 5 Environmental Heritage of SLEP 2012 Heritage Map. **Table 1** details the statutory heritage listings for the site.

Table 2 –Statutory heritage listings

Statutory listing	Name of item	Significance
State Heritage Register (SHR) under the <i>Heritage Act 1977</i> (items of state significance)	Queen Victoria Building 429-481 George Street, Sydney Listing No: 01814 – Gazette Date: 05 Mar 2010	State
SLEP 2012 - Schedule 5 Environmental Heritage, Part 1	Queen Victoria Building including interior, 429–481 George Street, Sydney Lot 1 DP 811077 Item number 1783*	State
	Bicentennial Plaza including monuments, DrUITT Street Item number 1736	Local

Figure 11 – Extract from SLEP 2012 heritage map



Development Control Plan

**Sydney
Development
Control Plan
2012**

Sydney Development Control Plan 2012 (SDCP) applies to the site.
As the height of buildings controls acts to prevent rooftop additions to the building, these controls have not been considered further.

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