



City of **Perth**

Agenda

Design Advisory Committee Meeting

29 October 2020

Notice of Meeting

A Design Advisory Committee Meeting of the City of Perth will be held on Thursday, 29 October 2020 in the Committee Room 1, Level 9, 27 St Georges Terrace, Perth commencing at 3pm.

Michelle Reynolds

Chief Executive Officer

22 October 2020

Design Advisory Committee

Established: 17 February 2004

Members:	Deputy:
David Karotkin	Peter Hobbs
Warren Kerr	
Chris Melsom	Ben De Marchi
Andrew Howe	
Stuart Pullyblank	Tony Blackwell
Geoff Warn (State Government Architect)	Melinda Payne (State Government Architect)
Jayson Miragliotta (City of Perth. General Manager, Planning & Economic Development)	Craig Smith (City of Perth, City Architect)

Quorum: Four

Terms Expire: 16 October 2021

Review: Every two years

Role:

The Design Advisory Committee has been appointed by the Council in accordance with the requirements of clause 66A of the Supplemental Provisions to the Deemed Provisions (refer Schedule A of the City Planning Scheme No. 2, as gazetted on 24 February 2017).

The Design Advisory Committee is required to provide independent technical advice and recommendations to the Council in respect to applications requesting Bonus Plot Ratio and design issues on these and other applications referred to it for consideration.

Referral of Applications to the Design Advisory Committee

The following applications will be referred to the Committee:

1. Applications for development that are seeking bonus plot ratio under clause 28 of City Planning Scheme No. 2.
2. Applications for major developments within the city, including Form 1 Development Assessment Panel applications.
3. Applications for other developments where the advice of the Design Advisory Committee is considered by the Manager Development Approvals to be of assistance in the assessment of the application.
4. Any application referred to the Committee by the Council's Planning Committee or by the Council at a Council meeting.

Bonus Plot Ratio

The Committee will be guided by the Council's Bonus Plot Ratio Policy adopted pursuant to Clause 4 of the Deemed Provisions. This Policy defines the following considerations in assessing applications for bonus plot ratio:

- The awarding of bonus plot ratio presents an opportunity for the City to encourage development that will assist in realising specific aims and objectives for the future development of the city, having particular regard to the City of Perth Urban Design Framework.
- Plot ratio is a measure of development intensity and is an incentive based mechanism that permits the City to award additional plot ratio, or floor area, to be developed on a site in return for the provision of identified benefits.

Bonus plot ratio will not be awarded “as of right”. Bonus plot ratio is an award that must be earned and applicants will be required to demonstrate that the proposed bonus facility, amenity or use will deliver an identifiable strategic need or benefit and that the proposed development will be of an appropriate bulk and scale and a standard of architectural and design quality appropriate within Perth as a capital city.

The policy identifies the following list of categories eligible for bonus plot ratio:

- Public spaces. Maximum 20% bonus;
- Pedestrian links. Maximum 20% bonus;
- Conservation of heritage places. Maximum 20% bonus;
- Provision of specific facilities on private land. Maximum 20% bonus;
- Residential Use: Maximum 20% bonus; and
- Special Residential use: Maximum 40% bonus (20% for special residential use or 40% for high quality hotel use).

Where a bonus is sought for a facility or amenity falling within the Public Facilities and the Heritage categories under clause 28(2) of City Planning Scheme No. 2 and/ or a variation of plot ratio under clause 12 of the Deemed Provisions, or for a minor bonus at street level under clause 28(6) (ii) of City Planning Scheme No. 2, the Design Advisory Committee will be requested to provide advice on the extent of bonus plot ratio which is warranted.

In the case of bonus plot ratio for a residential or special residential development the extent of bonus plot ratio will not be assessed, although for those hotel developments seeking the maximum 40% bonus plot ratio the advice of the Design Advisory Committee will be sought on whether the hotel development meets the criteria of a high-quality hotel as identified in the Bonus Plot Ratio Policy.

Reference should be made to the Bonus Plot Ratio Policy for full details of how applications for bonus plot ratio will be assessed.

Design Advisory Matters

The Committee will also consider applications put before it for advice on design elements. In making any recommendation on these applications, the Committee will have due regard to the provisions of the City Planning Scheme No. 2, the Deemed Provisions and any Planning Policy adopted under the Scheme.

Register of Decisions of the Design Advisory Committee

In order to ensure that bonus plot ratio is awarded consistently, effectively and equitably and that design advice is similarly provided on a consistent basis, the Committee will establish a register recording the following information:

- Details of the development and facility seeking bonus plot ratio;
- Details of the development and major design issues to be addressed;
- The Committee's recommendation of the proposal; and
- The Council's decision in regard to each application.

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1. Declaration of Opening

2. Acknowledgement of Country

Acknowledgement of Country

I respectfully acknowledge the Traditional Owners of the land on which we meet, the Whadjuk (Whad-juk) Nyoongar people of Western Australia, and pay my respects to Elders past and present. It is a privilege to be standing on Whadjuk Nyoongar country.

3. Apologies and Members on Leave of Absence

4. Confirmation of Minutes

Design Advisory Committee – 14 May 2020

5. Correspondence

6. Disclosures of Interests

7. Reports

7.1 141 (Lot 11) – 141 St Georges Terrace, Perth – Proposed 13-level office development including the refurbishment of the existing public plaza and undercover pedestrian walkway

Responsible Officer	Jasmine Hancock, Senior Statutory Planner, Development Approvals
Voting Requirement	Not applicable – Advice only
Attachments/Presentations	Attachment 7.1A – Location Plan Attachment 7.1B – Perspectives An FTP Link is provided to Committee members with the Development Plans A verbal presentation will be given to the Design Advisory Committee regarding this application.

Purpose

To seek the Design Advisory Committee’s advice on this development application.

Recommendation

1. That the Design Advisory Committee CONSIDERS the design of the proposed 13-level office development and the refurbishment of the existing public plaza and undercover pedestrian walkway at 141 (Lot 11) St Georges Terrace, Perth and provides advice on:
 - 1.1 the general design and aesthetic quality of the development, including the proposed external materials and finishes of the building and roof, the proposed roof sign, and how the building relates to the adjacent buildings within the Special Control Area;
 - 1.2 the proposed variation to the street building height along Mounts Bay Road;
 - 1.3 the design and quality of the proposed hard and soft landscaping works proposed to the public plaza area and the upgrade of the pedestrian walkway along Mounts Bay Road;
 - 1.4 the pedestrian connection from the bus station and the pedestrian bridge through the property to Brookfield Place and St Georges Terrace and its impact on pedestrian movement through the site; and
 - 1.5 the location of the building side-core and its impact on the walkway alongside the eastern side of the building.
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Background

The subject site is located at Westralia Square on Mounts Bay Road, directly opposite the Elizabeth Quay bus station. The 5,193m² site contains an existing commercial building with 18 levels of office space and an adjacent landscaped public plaza with five levels of car parking beneath. A steel framed polycarbonate clad barrel vault covers most of the plaza area and the upper level pedestrian walkway where the new building and refurbished plaza and pedestrian walkway is proposed.

The existing pedestrian walkway forms part of an important linkage across the street block from the corner of William Street and The Esplanade via 'The Quadrant' building through to 'Brookfield Place', the 'Alluvion' and 'Quayside on Mill' to the corner of Mill Street and Mounts Bay Road. The site contains one of three pedestrian bridges across to the southern side of Mounts Bay Road to the Elizabeth Quay bus station. The site also provides pedestrian access through to the Brookfield Place public plaza to the north and to St Georges Terrace.

An application for a five-level commercial development on the site incorporating four levels of offices and the refurbishment of the public plaza and undercover pedestrian walkway was considered by the DAC at its meeting held on 8 August 2019. The application was subsequently withdrawn.

Landowner	Perpetual Corporate Trust Limited
Applicant	Element Advisory
Zoning	(MRS Zone) Central City Area (City Planning Scheme Precinct) St Georges Precinct 6 (City Planning Scheme Use Area) City Centre
Approximate Cost	\$40 million

Details

1. The application seeks approval to demolish the exiting public plaza and walkway canopy structures at Westralia Square and to construct a 13-level office development. Refurbishment works to the public plaza area include the installation of new paving and modular planters with integrated seating.

2. Details of the proposed development are as follows:

Basement and lower Ground Levels	Minor modifications are proposed to the existing lower ground and basement car parking levels. This will involve changes to the car parking layout and design, mainly to accommodate the enlarging and strengthening of the existing structural columns, the installation of new structural walls, new lift pits and a new bin storage area. The overall quantum of car parking bays will remain unchanged.
Mounts Bay Road Upper Pedestrian Walkway Level	The existing upper level pedestrian walkway along Mounts Bay Road will be upgraded with new balustrading and screening to provide weather protection
Ground Floor (Plaza Level)	This level contains a part open and part undercover plaza area, the main entrance lobby into the building and an undercover pedestrian walkway.
Levels 1-11	Each level contains 725m ² of office floorspace. The associated male and female toilet facilities and lift core are contained within the eastern portion of each floor.
Level 12	This level contains an enclosed mechanical plant room.

3. The applicant advises that the architectural language of the development aligns with the existing buildings within the Special Control Area in terms of its built form, massing, lobby design, façade treatment and material selection. The new building is intended to act as a bookend for the Westralia site. The applicant has stated that the design will provide for visual permeability through the site with a glazed lobby connecting the building and public plaza to the north with the developments on the southern side of Mounts Bay Road. The selection of materials, colours and finishes takes reference from the adjacent buildings, including the colour of the glazing and the use of express column cladding. The proposed stone floor finish to the public plaza will be a continuation of the material palette of the existing Brookfield public plaza to the north, so that the site reads as one continuous public open space within the Special Control Area. A flat metal roof is proposed with the plant being screened with a similar metal roof.

Compliance with Planning Scheme

Land Use

4. The subject site is located in the City Centre Use Area of the St Georges Precinct 6 of City Planning Scheme No. 2 (CPS2). The St Georges Precinct will continue to function as the State's principal centre for business, finance, commerce and administration. Whilst offices will form the major activity, the Precinct will also accommodate a range of commercial and educational uses. An 'Office' use is a preferred ('P') use within the St Georges Precinct.

Development Requirements

5. Buildings located within the St Georges Precinct must to be of a high standard of design and presentation, in keeping with the prestigious character of the Precinct. Building designs should contribute to an interesting and comfortable pedestrian environment, minimising strong wind conditions, glare and sun reflection in the street and providing for pedestrian shelter. North-south pedestrian links across the Precinct are to be maintained, improved and added to where appropriate.
6. In relation to the applicable development standards, the site forms part of Special Control Area 6.0, incorporating 141 St Georges Terrace (Lot 11), 125-137 St Georges Terrace (Lot 13) and 18 Mounts Bay Road (Lot 12). This includes the shared allocation of car parking across the site and plot ratio across the Special Control Area including a total maximum plot ratio floor area of 143,000 square metres.
7. Details of the proposed development are as follows:
8. The proposal's compliance with the CPS2 development requirements is summarised below:

Development Standard	Proposed	Permitted/Required
Maximum Plot Ratio:	Existing Lot 11 building (26,617m ²), public fee-paying car park and stores (1,518m ²) with new building (8,026m ²) up to a total of 44,472m ²	Maximum of 143,000m ² across the Special Control Area.
Building Height:	61.3 metres street building height with a nil setback on Mounts Bay Road. Overall height of 49 metres from St Georges Terrace level	Maximum street building height of 21 metres with a 5 metre setback up to a height of 65 metres and a 10 metre setback above this with no prescribed maximum building height.
Setbacks: Setbacks <u>Side – East</u> Lower Building Level Upper Building Level <u>Side – West</u> Lower Building Level	4 metres – 5 metres 4 metres – 5 metres 8.8 metres (to existing Westralia Square building)	Nil (no openings) 3 metres (with openings) 3 metres Nil (no openings) 3 metres (with openings)

Development Standard	Proposed	Permitted/Required
Upper Building Level	8.8 metres (to existing Westralia Square building)	3 metres
<u>Side/Rear – North</u>		
Lower Building Level	4.4 metres	Nil (no openings) 3 metres (with openings)
Upper Building Level	4.4 metres	3 metres

State Planning Policy 7.0 – Design of the Built Environment

9. State Planning Policy 7.0 – Design of the Built Environment addresses design quality and built form outcomes seeking to deliver the broad economic, environmental, social and cultural benefits that derive from good design outcomes. It sets out the objectives, measures, principles and processes which apply to the design and assessment of built environment proposals through the planning system.

10. The applicant has provided their response to the design principles of the policy, which is summarised below:

Design Principle	Comments
<p>1. Context and Character</p> <p>Good design responds to and enhances the distinctive characteristics of a local area, contributing to a sense of place.</p>	<p>The proposed development represents the seamless integration of a new building into the surrounding built context, resulting in a coordinated plan for pedestrian access to and from each surrounding building and a highly activated open space with hard and soft landscaping elements between a diverse range of complimentary land uses.</p> <p>Owing to the key pedestrian attractors in the vicinity, the site occupies a pivotal position in the context of Perth’s pedestrian network.</p> <p>The proposed predominant use of the development for office accommodation is complimentary to the existing precinct uses and contributes to the active ground level retail and food and beverage precinct. The development will contribute to the activation of the central plaza and replaces the existing barrel vault, which no longer serves a purpose within the co-ordinated masterplan.</p>

Design Principle	Comments
<p>2. Landscape Quality</p> <p>Good design recognises that together landscape and buildings operate as an integrated and sustainable system, within a broader ecological context.</p>	<p>A key element of this proposal is the enhancement of the combined public plaza between all major buildings in the locality. This plaza will also form the major point of access from St Georges Terrace level to the proposed new office building.</p> <p>The proposed new office building will provide a visual South ‘boundary’ to the existing Brookfield Place public plaza, allowing the space to become the intended enveloped plaza space.</p> <p>The integrated public plaza forms a key part of this proposal. The design is homogenous between the developments, suited to its function as a highly visible and accessible public place surrounded by quality food and beverage outlets on adjacent lots.</p> <p>It is proposed that the hard and soft landscaping on the neighbouring Brookfield Place Tower Two site be redeveloped under a separate Development Application, in the future, as part of activation strategy of the existing plaza and proposed connection of the proposed new public plaza to the underside of the new building, to create a unified open plaza space.</p> <p>The current use of the existing B1 level covered walkway allows continuation of existing pedestrians under cover transition along the south boundary of the site, elevated off the street level and separated from vehicular traffic of Mounts Bay Road.</p> <p>It is proposed that the existing bluestone stone floor finish from Brookfield Place be continued throughout the public areas of the subject site (plaza and the existing Basement Level 1 pedestrian walkway) to create a seamless transition between the sites forming the Special Control Area 6 (SCA 6). The intention is for the precinct to be interpreted as a continuous precinct of pedestrian connections with a central publicly accessible plaza open space.</p> <p>Further to the continuation of the aesthetic upgrades from Brookfield Place over the entire subject site, soft landscaping is proposed in the form of modular planters. These will measure approximately 1.8m x 1.8m and have integrated seating. The arrangement of these planters is variable and flexible and provide the opportunity for the space to maintain the options of flexible uses and activation opportunities.</p>

Design Principle	Comments
	<p>The proposed modules of planting also allow for opportunity to create smaller, more intimate and human scale enveloped spaces that may be used as outdoor breakout area of the office buildings over and being under cover, allows for such use to be maintained in all weather conditions. The soft landscaping selection of planting forming a district canopy and under storey with a visually permeable portion maintaining passive surveillance of the space.</p> <p>The design provides a balance of transition hub and external amenity, functionality and weather protection while encouraging social inclusion, connection of the multiple sites that make up SCA 6, and equitable access</p> <p>The modular design ensures effective use and flexibility as well as establishment of the landscaping early and ease of long term management and maintenance.</p>
<p>3. Built Form and Scale</p> <p>Good design ensures that the massing and height of development is appropriate to its setting and successfully negotiates between existing built form and the intended future character of the local area.</p>	<p>The proposed new building is located on top of the existing five level public and tenant car park that collectively forms the elevated Brookfield Place plaza open space. The ground floor level lobby maintains the current condition of direct pedestrian entry from the plaza space which was established by the existing Westralia Square office building and reinforced with the later addition of the later developments being Brookfield Place Tower One (BHP) and Brookfield Place Tower Two (Deloitte). The proposed new building will serve to envelop the plaza space and likewise provides public access to the building from the existing plaza level. Proposed building finalises the definition of Brookfield Place plaza open space by enclosing the space on the south elevation.</p> <p>The proposed nil setback from Mounts Bay road allows this building to finalise the streetscape and maintains streetscape frontage to Mounts Bay road established by the existing buildings of the precinct. The scale of the building allows the streetscape to be read as continuous but being only 11 storeys high it allows the adjacent property owners and tenants to maintain existing high rise sight lines from adjacent office buildings to the Swan River.</p> <p>The refurbishment of the existing plaza canopies and addition of new complimentary canopies allow for unencumbered under cover transition of pedestrians through the space in all weather conditions and maintains all existing pedestrian walkways and easements allowing transition between Brookfield Place and adjacent sites.</p>

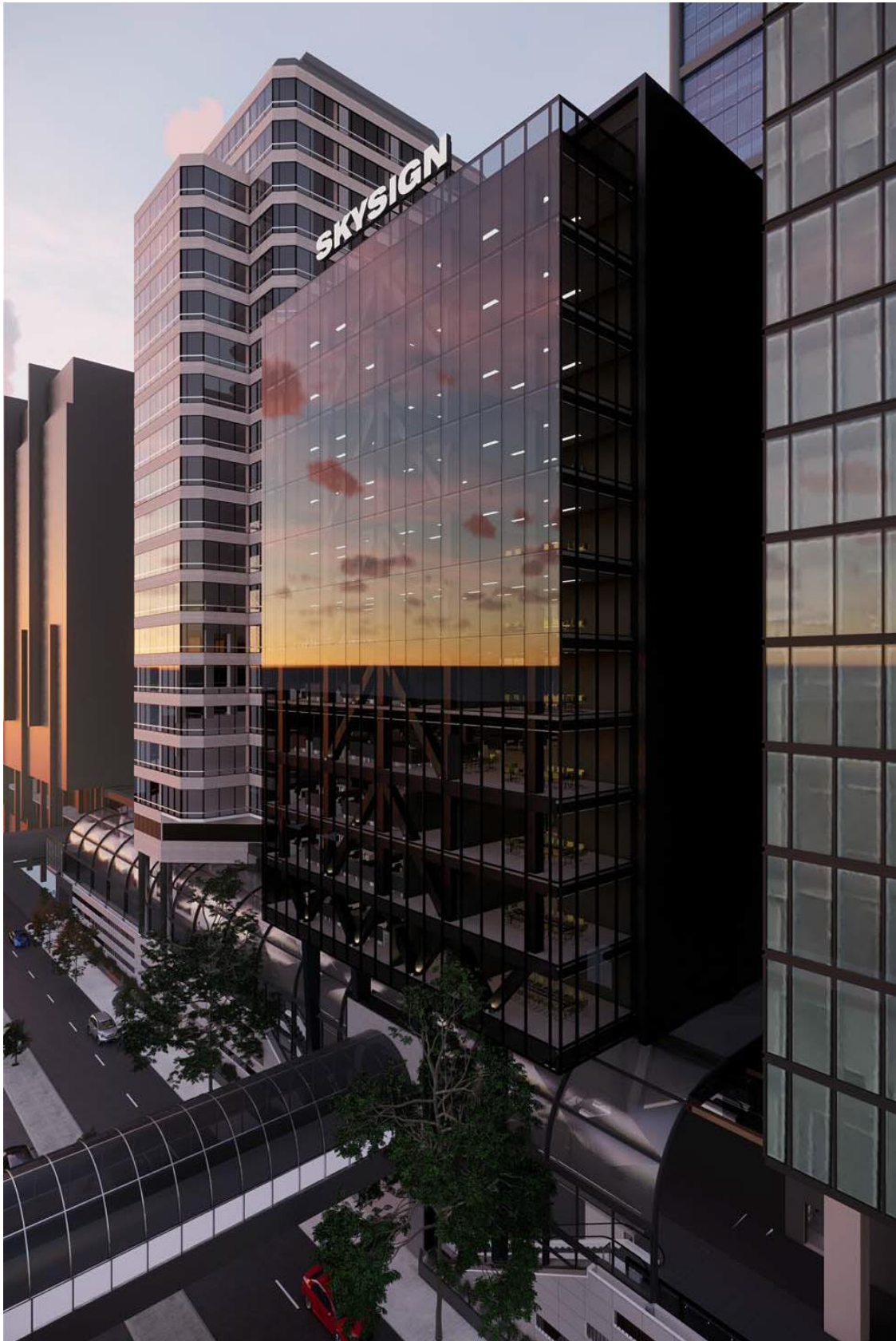
Design Principle	Comments
	<p>The roof is a continuation of the building as it is viewed from above by adjacent buildings. The roof ‘elevation’ is a continuation of the east façade over the roof allowing concealment of plant and services and maintaining a roof clear of any services. the roof is treated as the extension of the building’s east elevation.</p> <p>Retention and renewal of the existing curved covered walkway along the Basement Level 1 south elevation will assist with the perceived scale of the building as viewed from the street boundary, where internal height is provided to users of the walkway, but the “edge” disappears when perceived from the Mounts Bay Road footpath level.</p>
<p>4. Functionality and Build Quality</p> <p>Good design meets the needs of users efficiently and effectively, balancing functional requirements to perform well and deliver optimum benefit over the full life-cycle.</p>	<p>The proposal comprises a premium grade (Property Council of Australia) offering, in-line with contemporary Perth standards of office space quality. The scale of the building allows the opportunity for a single tenant to gain building branding rights.</p> <p>High quality finishes will be provided throughout, that will be experienced by pedestrians via the stone floor finish upgrade to the existing plaza, and upgrades of the covered walkways, resulting in a unified architectural language across the precinct.</p>
<p>5. Sustainability</p> <p>Good design optimises the sustainability of the built environment, delivering positive environmental, social and economic outcomes</p>	<p>Renew, Reuse and Recycle are at the forefront in this project as is demonstrated throughout the design with such examples as the reuse of the existing parking levels and structure, reuse and enhancement of the existing building, and associated covered walkways, reuse and upgrade of existing services provisions with the connection of the existing building services to the existing building where there is capacity and opportunity to do so rather than duplication of services.</p> <p>The proposed development will be targeting a combined building classification of 5 star GreenStar and 5 star NABERS ratings.</p> <p>Via the orientation and location of the proposed new building and retention of the covered Basement Level 1 pedestrian walkway, the proposal provides a screen to the prevailing south-west winds that currently affect the public plaza at Brookfield Place. Wind modelling demonstrates that the proposed building improves the wind conditions and perceived comfort surrounding Brookfield Place, facilitating additional opportunity to make use of the public plaza.</p>

Design Principle	Comments
<p>6. Amenity</p> <p>Good design provides successful places that offer a variety of uses and activities while optimising internal and external amenity for occupants, visitors and neighbours, providing environments that are comfortable, productive and healthy</p>	<p>The proposal represents the completion of the precinct as envisaged by the SCA 6 provisions, and through the improvements to the ground plane and public realm, will offer a significantly improved amenity experience for the public.</p>
<p>7. Legibility</p> <p>Good design results in buildings and places that are legible, with clear connections and easily identifiable elements to help people find their way around</p>	<p>The proposal will maintain the existing pedestrian access routes to and through the site, and introduce a new building with a lobby that has good visual connections along key sightlines and approaches across the public plaza.</p>
<p>8. Safety</p> <p>Good design optimises safety and security, minimising the risk of personal harm and supporting safe behaviour and use.</p>	<p>The proposal seeks to enhance the safe passage of pedestrians within the space by the removal of a large planter that separates Brookfield Plaza from Lot 11. The existing covered open space is separated by the large planter and screen forming a visual barrier between Brookfield Place and the subject site, and the level below which comprises the elevated pedestrian walkway and the public pedestrian connection bridges across Mounts Bay Road. The proposed development, including associated ambience upgrade works on the plaza, aims to connect Brookfield Plaza with the above noted public open space areas. It is proposed that GDI and Brookfield jointly review further opportunities to redesign the planter currently separating the spaces (located on Lot 201) to further aid in the connection of spaces, visual permeability and connection of the public spaces making up the Special Control Area.</p> <p>The proposed clear and open plaza aims to promote safety and security by maximising opportunities for passive surveillance of public open areas and providing clearly defined, well-lit, secure access points that are easily maintained and appropriate to the purpose of the development and Special Control Area.</p>

Design Principle	Comments
	<p>Further to the above, the proposed development will provide a more open feel to the public covered areas, with improved levels of illumination to make the spaces feel more inviting, open and secure. The upgrades are proposed for the existing canopy areas adjacent to the existing Westralia Square building to the north and south-west corners of the site, and the existing vault structure covered walkway along the south boundary, parallel to Mounts Bay Road.</p> <p>Access to the proposed new building is via the lift from the Plaza level lobby. The lift access provided between the Plaza level and the car park levels will be via a separate shuttle lift. This strategy limits public access from the car park to Plaza level, only preventing direct public access from car park to the tenancy levels. The facility management team will have access to a shared goods/personnel lift to provide access direct connection between car park level B1 and tenancy levels.</p> <p>The existing lift in the south-west corner of the site is retained, providing universal access to the public between the plaza level and the car park levels below. General public access between Mounts Bay Road, the elevated pedestrian walkway (parallel to Mounts Bay Road), and the plaza level is via the use of the existing open, visible escalators and open stairs, promoting passive surveillance of the site.</p> <p>Pedestrian and vehicle separation is maintained throughout the site through retention of the car parking levels and plaza level lobby entry to the proposed new building from Brookfield Place, which is a pedestrian only space. Pedestrians are also separated from vehicles by the retention of the existing elevated pedestrian walkway and existing bridge links across Mounts Bay Road. These public elevated walkways serve to provide pedestrian-only connections between St Georges Terrace, Elizabeth Quay, Perth Exhibition and Convention Centre, Perth Bus port (major CBD public transport node) and the existing Brookfield Place.</p>

Design Principle	Comments
<p>9. Community</p> <p>Good design responds to local community needs as well as the wider social context, providing environments that support a diverse range of people and facilitate social interaction.</p>	<p>The proposal comprises a contemporary office building located within the office core of the Perth city centre, and the retention and enhancement of the extensive pedestrian network across the site and the wider precinct. The proposed development as a whole supports the diverse range of people who frequent the city centre.</p>
<p>10. Aesthetics</p> <p>Good design is the product of a skilled, judicious design process that results in attractive and inviting buildings and places that engage the senses.</p>	<p>The architectural language of the proposed design is aligned with that of the existing adjacent buildings on the SCA 6, being Brookfield Place Tower One (Lot 201), Brookfield Place Tower Two (Lot 200) and Brookfield Plaza. The influence of these buildings has been incorporated in the building form, massing, lobby design, treatment of the façade and selection of materials proposed.</p> <p>To enable retention of the basement, the structural solution of placing a new building onto the grid of the existing basement level structure has resulted in a unique expression of the structure in the architectural design. The angled and sloping columns visible at the plaza level boldly express the structural solution in the public space. Diagonal structural elements are located immediately behind the glass façade on each tenancy level.</p> <p>The core location of the proposed office is intended to bookend the relationship between the proposed new building and the existing Westralia Square building, while enabling visual permeability through the glazed lobby placed between plaza and Mounts Bay Road, enabling a visual connection to developments across Mounts Bay Road to Brookfield Place.</p> <p>Being viewed from above, the roof has been treated as a continuation of the east façade, providing concealment of building services, and the presentation of the roof plane that is clean and simple with no visual encumbrances.</p>

Design Principle	Comments
	<p>The selection of the materials is influenced by the colours and materials palette of the aforementioned buildings. This includes expressed column cladding, selection of glass colour and the stone floor finish being a continuation of the material palette of Brookfield Plaza over the Lot 11 public space, so that the site reads as one continuous public open space over the combined SCA 6; it is further softened with the modular landscaping pods proposed and referenced in the Landscape Design Statement.</p>



DA-2020/5227; 141 (LOT 11) ST GEORGES TERRACE, PERTH



DA-2020/5227; 141 (LOT 11) ST GEORGES TERRACE, PERTH



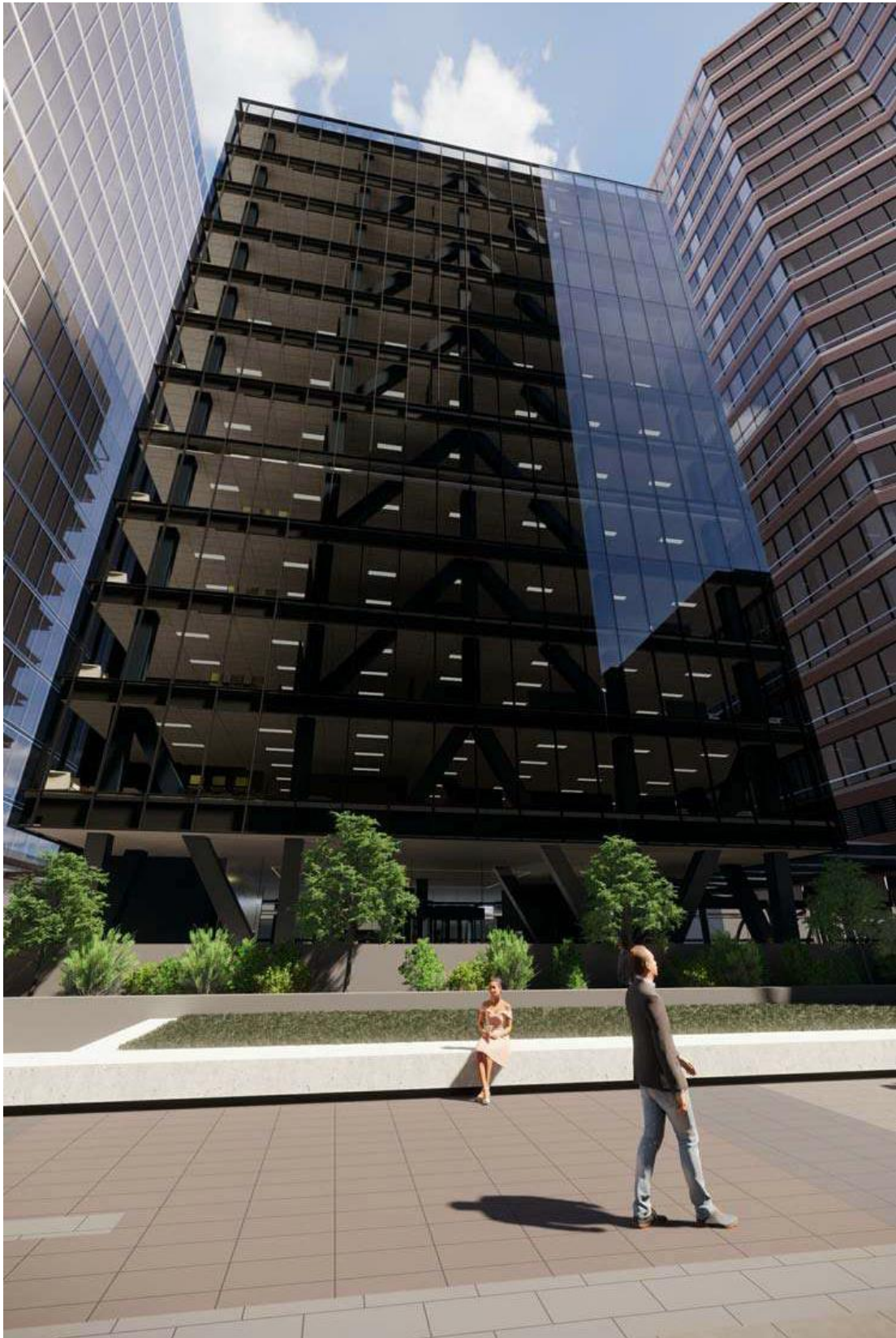
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DA-2020/5227; 141 (LOT 11) ST GEORGES TERRACE, PERTH

8. Motions of which Previous Notice has been Given

9. General Business

10. Items for Consideration at a Future Meeting

11. Closure