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(online submission)

13 September 2020

Pyrmont Place Strategy - Submission by One Darling Harbour

One Darling Harbour appreciates the opportunity to make submissions on the Draft Pyrmont Peninsula Place Strategy (July 2020).

The development of a strategy to guide the future development and uses of the precinct is well overdue and we wholeheartedly support the need for the Strategy.

One Darling Harbour is the principal residential apartment building in Darling Harbour. The majority of our 800 -1,000 residents are long term residents with a deep interest in and commitment to ensuring the long term liveability of the area.

1. Need for the Strategy and for the Strategy to be more specific

The Darling Harbour area (including Cockle Bay Wharf and Darling Park) has recently been the subject of a substantial number of large scale developments both in construction, approved and completed. Due to the lack of a planning framework for the area the development proposals do not form a cohesive and integrated whole. These developments have added and will add huge volumes of new (and presumably competing) hotel, commercial and retail spaces.

From the community's perspective approval of these developments has been ad hoc and without regard to the likely future need for the particular development, the impact of the proposals on significant cultural heritage and scenic values and the cumulative impacts of the proposals.

One Darling Harbour welcomes the development of the Strategy.

Given the number of significant development proposals in the precinct currently foreshadowed and under assessment it is critical that the Strategy provides specific and robust guidance to frame future development now. The development of detailed controls in masterplans prepared after all major development has occurred or been approved will be of limited utility. There is the opportunity in the Strategy to provide more detailed guidance on future uses. This would frame future master planning and ensure that it is not perceived by developers as blank canvas.

One Darling Harbours notes the “frequently asked questions” document suggests that detailed sub precinct master plans are under development, will be informed by the final Place Strategy and are intended to be placed on exhibition later this year.

2. The Strategy and any sub-precinct masterplans must recognise the public significance of Sydney Harbour

The waters of Sydney Harbour frame and give meaning to the Pyrmont Precinct. The importance of the Harbour as a public asset of national and heritage significance is recognised in Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005. Clause 2 of the SREP provides:

- a) Sydney Harbour is to be recognised as a public resource, owned by the public, to be protected for the public good,*
- b) the public good has precedence over the private good whenever and whatever change is proposed for Sydney Harbour or its foreshores,*
- c) protection of the natural assets of Sydney Harbour has precedence over all other interests.*

Accordingly, the primary purpose of any development framework for the area must be to enhance public use and recreation and showcase the scenic and cultural features of the area.

One Darling Harbour supports the objectives of the Strategy to provide within Darling Harbour/Tumbalong Park a vibrant precinct for the public to enjoy. This necessary focus on public amenity requires ensuring generous open spaces, preserving and enhancing solar access and tiering building heights to the water’s edge.

3. Urban Design Submissions

We have engaged GMU Urban Design & Architecture to assist us in reviewing the Draft Strategy to ensure that the views of long term residents of the area are properly taken into account in the urban design analysis and future vision. A copy of their submission is **attached**. GMU identify the following:

- i. Factual misunderstanding of existing building uses and the character of the area particularly with reference to the description of the One Darling Harbour site.
- ii. A need to review the priorities set out for Tumbalong Park Precinct and the opportunities and special considerations identified for this Harbourside Key Site that take into consideration the existing residential developments.
- iii. Support for the overall vision and objective of promoting Tumbalong Park (and the western Cockle Bay foreshore) as a tourist and visitor destination underpinned by planning controls promoting public amenity, solar access and a transition of building heights stepping down to water edge.
- iv. A need for further guidance on the appropriate built form strategy and building uses for the Tumbalong Park sub precinct to achieve the desired future character whilst embracing its existing urban setting.

- v. A need for coherent integration between the transport strategy and the place strategy.
- vi. A need for more specified guiding principles for identified Key Sites to ensure a harmonious outcome is achieved in respect to the existing context and desired future character.

4. Traffic and Infrastructure

One Darling Harbour remains concerned that existing road, pedestrian pathways, public transport and parking infrastructure is unable to accommodate existing residents, visitors and tourists at times when the area is hosting major events.

We look forward to being provided with an opportunity to provide further input into the planning framework (including any sub-precinct master plans) for the Pyrmont Precinct.

Yours faithfully

<div style="border-top: 3px double black; margin-bottom: 5px;"></div> D A R L I N G <div style="font-size: 48pt; font-weight: bold; margin: 0;">ONE</div> <div style="border-top: 3px double black; margin-top: 5px;"></div> H A R B O U R	Tristan Ramsay Facilities Manager SP49259 50 Murray Street Sydney NSW 2000 P: 02 9211 4448 F: 02 9211 5553
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Attachment: GMU Submission on Draft Pyrmont Peninsula Place Strategy dated 11 September 2020

Submission on Draft Pyrmont Peninsula Place Strategy – July 2020



FOR 50 MURRAY STREET, PYRMONT (ONE DARLING HARBOUR)

11 September 2020

GMU Ref: 20096

Issue	Date	Status	Prepared by	Checked by
A	09 / 09 / 2020	Draft submission	DR	LZ
B	11 / 09 / 2020	Final submission	DR	LZ

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Introduction

GM Urban Design and Architecture (GMU) have been engaged to prepare a submission on the *Draft Pyrmont Peninsula Place Strategy (July 2020)* on behalf of One Darling Harbour (No. 50 Murray Street, Pyrmont). It is the principal residential apartment building in Darling Harbour, located to the immediate west of Harbourside, Darling Harbour. One Darling Harbour comprises 210 units with approx. 850 residents.



Figure 1. One Darling Harbour

GMU recognise and applaud the significant effort of the Department of Planning, Industry and Environment in the preparation of the *Draft Pyrmont Peninsula Place Strategy* (henceforth the Draft Strategy) in the aim of transforming the Pyrmont Peninsula to be a vibrant and cultural entertainment destination and job hub of the future that is well connected with active transport options and a great local place people called home. The Draft Strategy sets out a 20-year Vision and key planning framework to guide and facilitate the future development of the area. It will be the guiding document for the development of new planning controls for key sites identified in the Draft Strategy.

We generally support the *Draft Strategy's* Vision to create a bustling, world-class precinct that will encompass creative, innovative and cultural industries and economy and an enlivened local village that cherishes its existing layers of history and natural assets. We also support the 5 big moves identified within the strategy that will assist in realising the Vision for the Peninsula.

While reviewing the Draft Strategy and associated technical studies, we have formed a number of key observations regarding potential issues/concerns that may require Department's further consideration to ensure the achievement of a coherent and desired future growth of the Peninsula, including:

- Factual misunderstanding of existing building uses and character of the area
- Further development of the Precinct Priorities to achieve a coherent Vision and development outcome
- Need for coherent integration between the transport strategy and the future use scenarios
- Need for more specified guiding principles for identified Key Sites to ensure a harmonious outcome achieved in response to the existing context and desired future character

These issues will be discussed further in the later parts of this submission.

GMU is uniquely placed to provide an urban design response in the preparation of this submission. We have extensive knowledge and understanding of the context as we have been involved in numerous projects within the area and the precinct. Additionally, we have assisted One Darling Harbour previously in providing a response to the draft proposal on the redevelopment of Harbourside Shopping Centre.

Documents reviewed

In preparing this submission, GMU have reviewed the following documents included in the *Draft Strategy* package:

- *Draft Pyrmont Peninsula Place Strategy (PPPS) dated July 2020*
- *Technical documents including:*
 - *Place Based Transport Strategy Part A dated July 2020*
 - *Place Based Transport Strategy Part B dated July 2020*
 - *Urban Design Project Analysis Part A dated July 2020*
 - *Urban Design Project Analysis Part B dated July 2020*
 - *Urban Design Project Analysis Part C dated July 2020*
 - *Urban Design Project Analysis Part D dated July 2020*
 - *Urban Design Strategic Framework Part A dated July 2020*
 - *Urban Design Strategic Framework Part B dated July 2020*

Review of Draft Pyrmont Peninsula Place Strategy and Key Observations

Factual misunderstanding of existing building uses and character of the area

The *Urban Design Project Analysis* undertaken by Hassell presents a comprehensive study of the existing and strategic level context, which forms an evidence-based planning framework for the future of the Peninsula. However, upon detailed review of the analysis and its mapping diagrams (see Figure 2), GMU have identified certain inaccuracies, especially in relation to the subject site – One Darling Harbour.

The analysis identifies the subject site as a Commercial High Density building. However, it is a high-rise residential building including 210 apartments and approx. 850 residents. It has a residential density of more than 800 people per hectare with the majority of the units having their main outlook to Cockle Bay and the Sydney CBD.

We are concerned that the place-based approach and place priorities developed for Tumbalong Park sub-precinct, where the subject is, may not capture and respond to the true local context and the character of the area. The land between Murray Street and Cockle Bay appears to be a pure commercial precinct, which is not correct. Any future development within this sub-precinct, especially to the east of the subject site should be carefully considered to ensure that the existing high-quality amenity enjoyed by the existing residents is to be preserved.

We recommend that the Department review the priorities set out for Tumbalong Park precinct and the opportunities and special considerations identified for Harbourside Key Site while taking into consideration of the existing residential developments within the area.

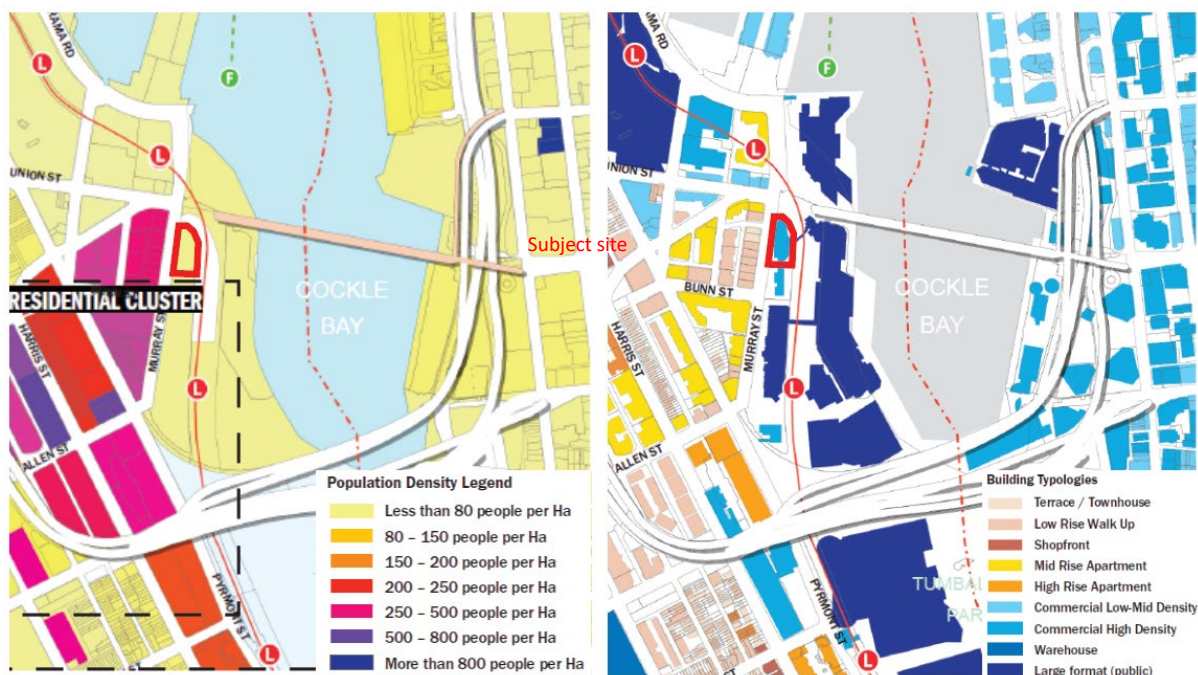


Figure 2. Map showing residential population by block (left) and building typologies map (right)

Further development of the Precinct Priorities to achieve a coherent Vision and development outcome

The Vision for the future of the Peninsula is to create 'an innovative, creative and cultural precinct an engine room of the Eastern Harbour CBD'. The 5 big moves identified in the strategy include:

- *A world-class harbour foreshore walk*
- *A vibrant 24-hour cultural and entertainment destination*
- *Connect to Metro*
- *Low-carbon, high-performance precinct*
- *More, better and activated public space*

The *Draft Strategy* develops a structure plan showing a strong focus on public domain improvements and placemaking for the Peninsula. The key focus points include:

- *A diverse, connected, restorative public domain*
- *An integrated movement network*
- *Ridgetop village character and community*
- *Significant renewal sites at parks and harbour edge*

The *Draft Strategy* states that the Peninsula is a collection of many places and has identified 7 sub-precincts on the existing and future desires potential and character of the area. According to the strategy the subject site lied within the Tumbalong Park sub-precinct. Tumbalong Park has been identified as 'A place of attraction and interaction'. In the next 20 years, the tourist Tumbalong Park will be one of the fundamental parts of Darkling Harbour integrated with innovators, businesses and entrepreneurs. A few of the opportunities identified include; the addition of new spaces that would support tourist, cultural, creative and innovative businesses that integrate with the character of the area, activated back-of-house areas along the streets, better view lines to and from the water and opportunities to support the innovation corridor.

GMU agrees in general with the above Vision and opportunities outlined for the sub-precinct. In order to maintain and promote Tumbalong Park sub-precinct as a main tourist and visitor destination, GMU recommends that the strategy may consider providing further guidance on what type of commercial/retail uses and size of the spaces are encouraged within the area. Otherwise, there might be a concern that without detailed guidance, the introduction of larger floor-plate commercial and office related spaces may detract from the existing and desired future character of the precinct area.

The Urban Design Strategic Framework prepared by Hassell provides a comprehensive understanding of the opportunities for the Peninsula, setting up the base tone for the overarching planning framework outlined in the Draft Strategy.

It has developed a high-level indicative height strategy intending to protect and reinforce the scale and character of the Peninsula. A stepping form has been suggested from the topographic high points to the harbour edge to the northern end of the Peninsula. Additionally, solar access planes have been developed to ensure a good level of solar access to parks, main streets and plazas are protected.

It is our opinion that the transition of building heights needs to be applied to not only the northern end but to the west of Cockle Bay as well. Lower building heights could be provided along the water edge to maintain the view lines to and from the Harbour, a good level of solar access to the foreshore promenade and desired future open spaces/parks as well as maintain high-quality amenities to the existing residential development along Murray Street including the existing views to the waterfront and the city skyline.

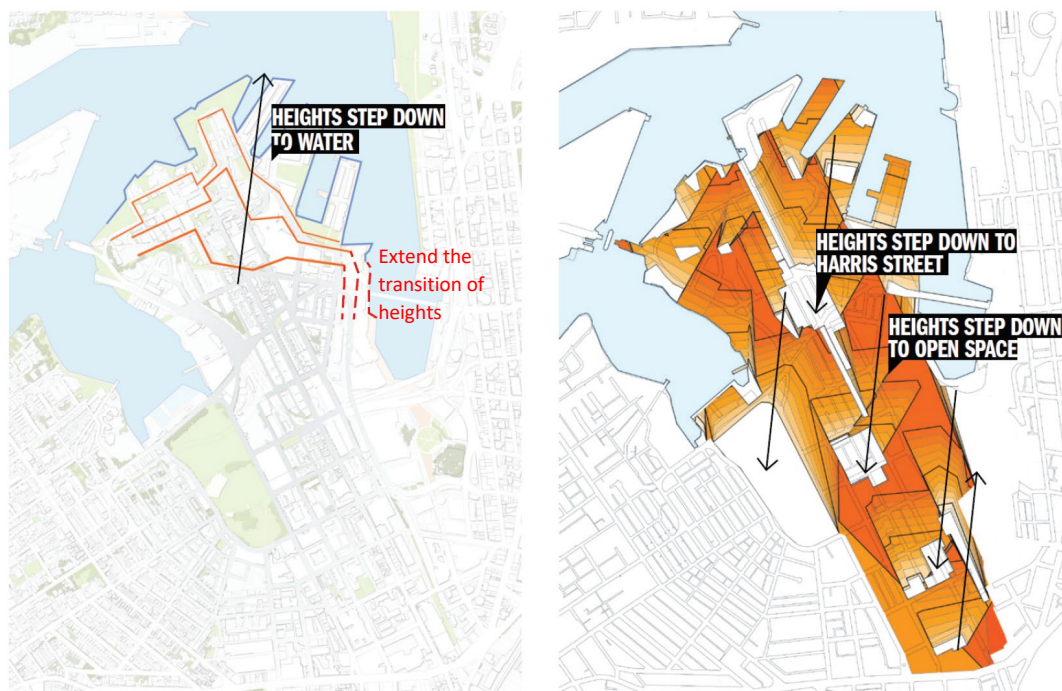


Figure 3. GMU's recommended Peninsula character height strategy (left) aligning with the Peninsula amenity based height strategy (right)

Need for coherent integration between the transport strategy and the future use scenarios

We understand that one of the priorities for Tumbalong Park precinct is to “provide limited residential development without compromising the sub-precinct’s tourism, entertainment and commercial functions and include affordable housing in any residential development”.

However, we discovered that the Transport Strategy prepared by VIAE Consulting which was developed based on the following forecasted population density scenario (see Figure 4 & 5), assumes that there will be no residential density increase in the Harbourside Travel Zone. Any additional residential type development may create an unexpected level of impact on the local road network, which already faces issues relating to traffic.

It is GMU's opinion that the opportunity for residential development within the Harbourside Travel Zone should be further limited to avoid any additional traffic impact on the existing local road network. This would ensure a liveable and enjoyable environment for the existing and anticipated future residents within the area. Alternatively, an updated traffic strategy or detailed traffic study should be conducted to demonstrate the additional level of traffic impact if any future residential development is going to be considered within the precinct area.

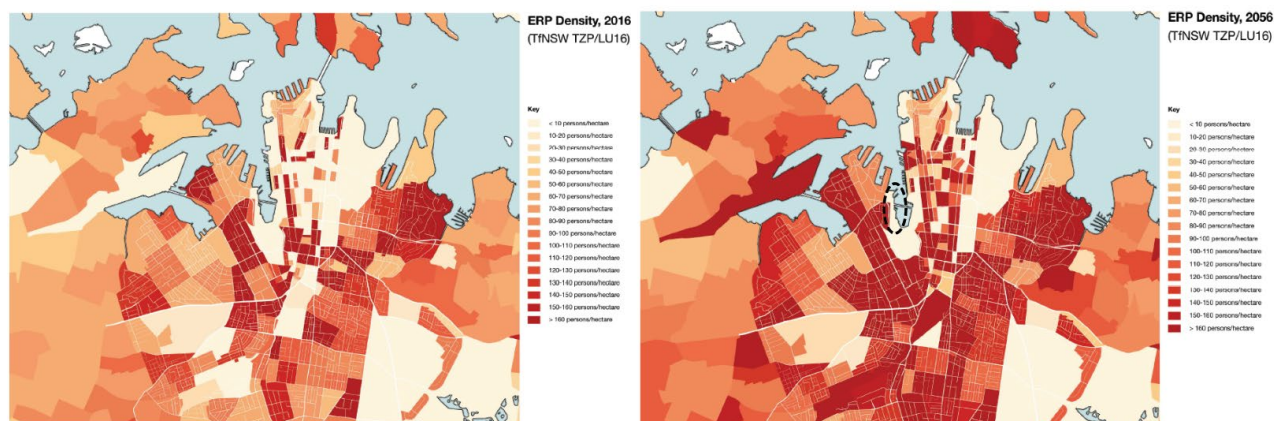


Figure 4. Existing population density map (left) forecasted (2056) population density map (left)

ID	Travel zone	2016	2036	2056
78	Star City, Pyrmont Bay Ferry Wharf	-	-	-
88	Darling Harbour, Novotel, Grand Mercure, Ibis	471	631	811
89	Harbourside, Darling Harbour	-	-	-
151	Pyrmont, Darling Island	2,504	3,153	3,358
152	John St Square MLR	3,667	4,075	5,472
153	Fish Markets MLR	1,454	2,369	4,269
154	Hardwood St	1,451	1,654	1,669
155	Experiment St	938	952	979
156	Wentworth Park MLR	4,157	5,552	5,720
	Pyrmont sub-total	14,641	18,385	22,279
108	Exhibition Centre, Darling Harbour	-	-	-
125	Entertainment Centre	-	2,648	3,410
157	Powerhouse Museum Ultimo	3,637	4,420	4,593
159	UTS, Ultimo West	1,588	3,424	3,616
160	ABC Ultimo Centre	380	2,631	2,663
	Ultimo sub-total	5,604	13,124	14,689
	Total	20,245	31,509	36,969

Figure 4. Residential forecasts by travel zone

A need for more specified guiding principles for identified Key Sites to ensure a harmonious outcome achieved with respect to the existing context and desired future character

The Draft Strategy has identified a number of Key Sites, including Harbourside, which is located to the immediate east of the subject site. As per the previous discussion and an understanding of the opportunities and special considerations for the Harbourside key site, we consider that an expansion of key priorities and design principles should be further considered to ensure a harmonious development outcome. And the proposed Vision for the precinct should respect the existing context whilst embracing the future character.

The following are a number of suggested principles that would assist in creating a more coherent development outcome in response to the existing and future context:

- Maintain and enhance the view sharing principles to and from the Harbour
- Provide transitional and lower building heights to the harbour edge, minimising the potential impact on existing residential developments in the vicinity
- Achieve high-quality amenities to the promenade and open spaces along the harbour edge as well as to the surrounding residential developments
- Enhance and maintain the visual quality and the openness of the Harbour

Conclusions and Recommendations

GMU generally agrees and supports the *Draft Strategy's* overarching Vision and planning directions. However, it is recommended that the *Draft Strategy* revisits its outlined opportunities and priorities and develops a more contextually responsive framework. Especially for the Tumbalong Park sub-precinct, based on a more detailed understanding of the existing context, which is a mixed-use precinct including residential, commercial/retail and entertainment/tourism uses.

We recommend the Department to consider the following when finalising the *Draft Place Strategy*:

- Review the priorities set out for Tumbalong Park precinct and the opportunities and special considerations identified for Harbourside Key Site that take into consideration the existing residential developments
- Provide further guidance on the appropriate built form strategy and building uses for the Tumbalong Park sub precinct to achieve the desired future character whilst embracing its existing urban setting
- Align the *Place Strategy* with the supporting Transport Strategy
- Provide further detailed guiding principles for Key Site development, ensuring a harmonious design outcome achieved in response to the existing context