

# **BLOCK C WESTERN GATEWAY SUB-PRECINCT PLANNING JUSTIFICATION REPORT**

27 NOVEMBER 2020  
P0009310  
FINAL  
PREPARED FOR TOGA GROUP

**URBIS**

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# INTRODUCTION

This report has been prepared by Urbis Pty Ltd (**Urbis**) on behalf of the TOGA Group (**TOGA**), the long-term Crown leaseholder of the Adina Apartment Hotel and adjacent Henry Deane Plaza (**the site**) within the Western Gateway sub-precinct of the Central Station State Significant Precinct (**Central Precinct**).

This report is submitted to the Department of Planning, Industry, and Environment (**DPIE**) to inform the preparation of a planning framework and future 'stage 2' rezoning process for the Western Gateway sub-precinct, as it relates to the site. This report has been prepared to support a Western Gateway Block C Draft SEPP Report, Explanation of Intended Effects, Draft Design Guide, and Public Realm Strategy prepared on behalf of Transport for NSW (**TfNSW**).

For the purpose of this report, the site is referred to as '**Block C**' of the Western Gateway sub-precinct.

## 1.1. THE SITE

The site is located at the north western corner of the Western Gateway sub-precinct on the corner of Lee Street and the existing northern vehicular access to the precinct. Block C is generally described as the land including the Adina Apartment Hotel building and Henry Deane Plaza and is legally defined as comprising:

- Lot 30 in Deposited Plan 880518 (Adina Apartment Hotel)
- Lot 13 in Deposited Plan 1062447 (Henry Deane Plaza)

The land that comprises Block C under TOGA's control (either wholly or limited in either height or depth) is illustrated at **Figure 1** and comprises a total area of approximately 5,450sqm.

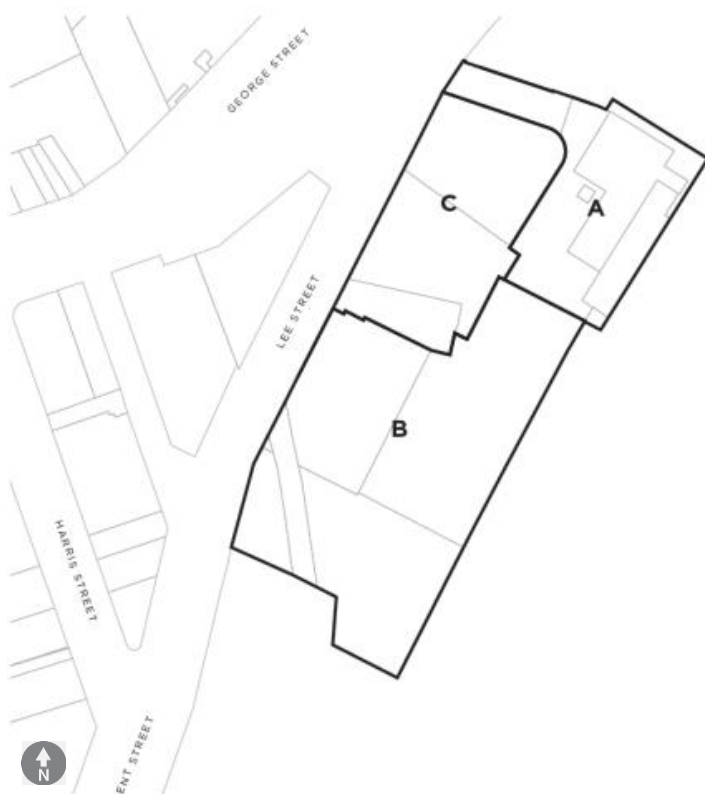
**Figure 1** – Site Aerial



Source: FJMT

As portions of the allotments identified above are positioned beneath a lot sought to be redeveloped by Atlassian as part of the comprehensive redevelopment of Block A within the Western Gateway sub-precinct, it is noted that hereafter the site area comprising Block C is limited to the more regular allotment boundaries identified within **Figure 2** below.

**Figure 2 – Western Gateway sub-precinct development blocks**



Source: Western Gateway Sub-precinct, Version 3, June 2020

As with Block A and Block B, it is proposed that the floor space area for Block C will be determined based on an analysis of the blocks potential to accommodate additional floor space. The site includes the pedestrian through-site link from Lee Street to the Devonshire Street Tunnel connecting through to the Central Station.

## 1.2. PROJECT OVERVIEW

TOGA is proposing to redevelop their land holdings in the Western Gateway sub-precinct, immediately adjoining Central Station, creating a mixed-use development including a world-class hotel, commercial office tower and high-quality retail floorspace.

The restoration of the heritage-listed hotel building, the former Parcels Post building, on the site and the delivery of new commercial and hotel floorspace and public domain improvements across the Central Precinct will collectively deliver the Government's vision for an iconic technology precinct and transport gateway. New diverse public spaces will connect the city and improved pedestrian connectivity will provide efficient modal changes aligned with NSW transport objectives.

The specific proposal for the site, submitted for inclusion within the 'stage 2' rezoning application for the Western Gateway sub-precinct, is as follows:

- Retention of the B8 Metropolitan Centre zoning of the site which enables the delivery of commercial premises, retail premises, business premises, and hotel and motel accommodation on the site.
- Provision of new development standards applying to Block C to enable:
  - Demolition of contemporary additions to the existing Adina Apartment Hotel building.
  - Conservation works and additions to the existing Adina Apartment Hotel building to provide an appropriate address, support facilities and services to the overall hotel, retail and commercial uses in the new development.
  - Construction of a hotel and commercial office building above and adjacent to the Adina Apartment Hotel building.
  - The proposed development will be limited by a maximum building height of RL 211.9, defined by the Prince Alfred Park sun access plane.

- The proposed maximum gross floor area (**GFA**) on the site includes 41,000sqm GFA within the Adina Apartment Hotel building footprint and tower form above and immediately adjacent to the current building, with additional floor space below the upper ground level of the site to activate the revised Henry Deane Plaza and pedestrian links to a maximum total 43,000sqm GFA across Block C.
- Delivery of a revitalised public realm across the site that is coordinated with adjacent development, including a new north-south thoroughfare adjacent to Block A (the Atlassian site), an improved public plaza linking Railway Square (Lee Street) and connecting to Block B (the DEXUS/Frasers site).
- Working with TfNSW and the owners of Block A and Block B to establish a planning framework to guide the future development of the site and surrounds to ensure an integrated public realm, heritage interpretation strategy, and development outcome is achieved across the Western Gateway sub-precinct.

## 1.3. PROJECT OBJECTIVES

Objectives for the proposal include:

- Support the delivery of the first phase of the Sydney Innovation and Technology Precinct, through the delivery of a critical mass of employment floor space suitable for tenants focused on innovation technology.
- Deliver north-south and east-west pedestrian linkages to accommodate for increased patronage and use of the forthcoming upgraded Central Station.
- Augment the existing pedestrian infrastructure to allow the seamless transport of population through the Southern CBD.
- Support the NSW economy through the delivery of a world class hotel, in connection with the delivery of significant commercial office floor space (including tech and innovation floor space) in the Central Precinct.
- Support an activated precinct both during the day and night to improve amenity, safety, and the night-time economy of the Central Precinct.
- Provide an attractive and logical interface and backdrop to the City of Sydney's proposed Third Square.
- Deliver an improved public realm surrounding the site, and more legible and usable publicly accessible open space on and adjacent to the site and activated frontage to the future Sydney Third Square north of the site.
- Adaptive reuse of a historic building at a key public intersection and celebration of its importance as a marker in the precinct.

## 1.4. STRATEGIC NEED

Sydney is recognised as a global city, with Central Sydney being its economic powerhouse. The Western Gateway sub-precinct represents a unique city shaping opportunity to kick-start the renewal of the southern end of the Sydney CBD and enable the rethinking of the western interface of Central Station as more than a 'point of transit' but as a 'place' and 'destination' within Central Sydney.

Community and stakeholder engagement has confirmed the appetite for renewal of the Central Precinct, with customers, residents, businesses and visitors expressing a desire for the Central Precinct to become a vibrant city hub with a unique identity and transport and mobility at its core.

Block C is the key to unlocking the future development potential of the Western Gateway sub-precinct at Central Station. In addition to being visually prominent at the entry of the precinct, the site controlled by TOGA provides critical pedestrian access between Railway Square and Central Station via the Devonshire Street Tunnel.

The land controlled by TOGA contributes significantly to the improved public domain and public benefits associated with the redevelopment of the Western Gateway sub-precinct, including revised Henry Deane Plaza publicly accessible space, and upper ground level, street level, and lower ground level pedestrian connections. Following the redevelopment of the site, the project will facilitate the delivery of an additional



north-south pedestrian link through the precinct, a link that is currently not available, and a new western connection to the Over State Development (**OSD**) at Railway Square in the east-west Devonshire Street axis.

The project also delivers approximately 230 hotel rooms. This total quantum of floor space provides significantly greater capacity than the existing Adina Hotel, and offers short term accommodation to support the Tech Central. This use also offers potential supporting services such as conference rooms and accommodation in close proximity to the office floor space, that will support the operation and attractiveness of tenancies within the precinct. This use also delivers upon diversity within the precinct, providing activation outside of typical business hours.

The proposed development of Block C will contribute to achieving the strategic goals of the Central Station Precinct, by providing approximately 28,000sqm of additional commercial floorspace to meet the needs of the 'smart technology' sectors, generating approximately 2,274 additional jobs. The proposal also delivers significant public domain upgrades including the potential provision of additional pedestrian links and will support Sydney's tourist and entertainment economy by providing a world class hotel in a highly accessible location to attract international and domestic visitors.

## 1.5. STRUCTURE OF REPORT

This planning report provides a comprehensive description and strategic justification for the proposal within the following sections of the report as listed below:

- **Section 2:** provides a background on the committed Central Station capital works improvements, the declaration of the Central Precinct as a Nominated State Significant Precinct, and the gazettal of new planning controls for the Western Gateway sub-precinct.
- **Section 3:** identification of this strategically important site at the main entrance to Central Station and its role within the Western Gateway sub-precinct and surrounding locality.
- **Section 4:** detailed description of the proposal including land-use activities within the existing and new buildings and substantial public domain upgrades.
- **Section 5:** description of the preliminary consultation undertaken to date to inform the proposal and project objectives.
- **Section 6:** description of the State and regional planning policies which actively encourage and support the proposed development and the State and local controls relevant to the site and the proposal.
- **Section 7:** strategic justification for the proposal to inform the TfNSW request for the NSW DPIE to amend the planning controls that apply to Block C within the Western Gateway sub-precinct, including the State and regional environmental significance of the project and the substantial benefits associated with the proposal.
- **Section 8:** summary of the proposed site-specific planning controls and processes to inform the detailed design of future development on the site.
- **Section 9:** summary of key findings and recommendations to advance the proposal as part of the 'stage 2' Western Gateway sub-precinct rezoning application.

The report is supported by an Urban Design Study prepared by FJMT (**Appendix A**) and should be read in conjunction with the supporting technical documents provided at **Appendix B – Appendix N**.

# BACKGROUND

## 2.1. SYDNEY METRO

The New South Wales Government is currently implementing *Sydney's Rail Future*, a long-term plan to increase the capacity of Sydney's heavy rail network through investment in new services and upgrading existing infrastructure, whilst modernising Sydney's rail network to meet the growing needs of customers.

Sydney Metro is Australia's biggest public transport project. The first stage of the project, Sydney Metro Northwest opened in June 2019. The Sydney Metro City & Southwest is currently under construction and will comprise a 15.5 kilometre metro line connecting Chatswood to Bankstown. It will include new stations in Sydney's CBD, including a new metro connection at Central Station. A new metro platform is currently being constructed at Central Station below Platforms 13, 14 and 15 along with a new underground concourse (Central Walk) which will improve connections with other transport modes. The indicative date for completion of the Sydney Metro City & Southwest project is 2024.

## 2.2. TECH CENTRAL

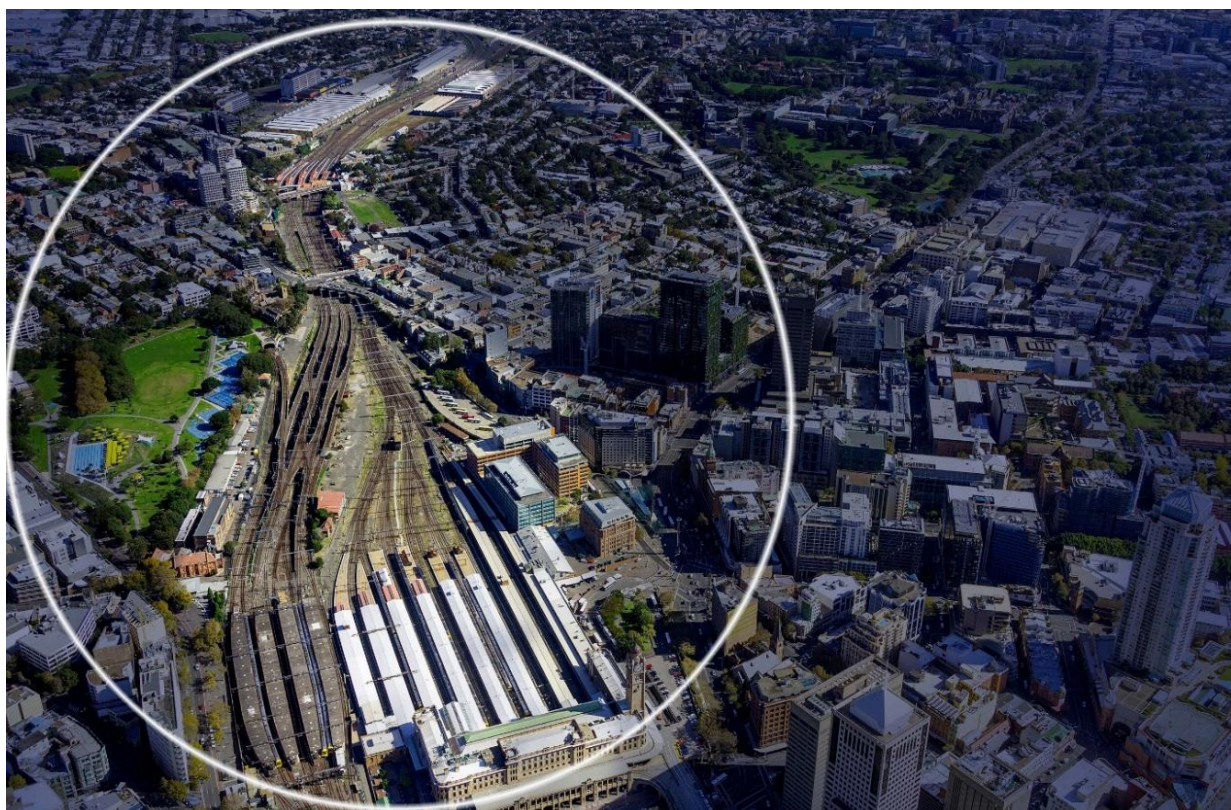
In August 2018, NSW Government announced its commitment to deliver on its vision for the creation and activation of Tech Central, formerly known as the Sydney Innovation and Technology Precinct. The vision for Tech Central, developed in collaboration with technology, industry, health, and education leaders, is to create a globally competitive innovation and entrepreneur hub in the Central to Eveleigh corridor. Tech Central will build upon innovation precincts located within Greater Sydney and regional NSW and create a network of growth and opportunity.

Tech Central will capitalise on the established economic assets in health, education, research, high-tech, business, innovation, and creative industries. These include University of Sydney, University of Technology Sydney, Royal Prince Alfred Hospital, over 100 research institutes and centres of excellence, Australian Technology Park, and CSIRO's Data61. Tech Central will be supported by high quality physical and digital infrastructure and metropolitan transport connectivity.

Tech Central is located south of the Sydney CBD (including Central Station) and surrounded by the suburbs of Redfern, Ultimo, Haymarket, Camperdown, Chippendale, Darlington, Surry Hills, and Eveleigh. These suburbs are identified as places of great heritage, vibrancy, culture and activity, supported by excellent transport to the Greater Sydney area, regional NSW, and with connectivity to international markets. Tech Central is generally identified in **Figure 3**.

Tech Central will leverage the connectivity of Central Station to regional and suburban train services, light rail, bus networks, and Sydney Airport. Central Station is recognised as the heart of the precinct and the gateway to Greater Sydney. Redevelopment and renewal of Central Station and the surrounding area, including the major interchange with the new Sydney Metro and an expanded Sydney Light Rail network, will create a new destination for Sydney and deliver a revitalised gateway for the local, metropolitan and global community.

**Figure 3 – Tech Central Location Image**



Source: NSW Department of Premier and Cabinet

## 2.3. STATE SIGNIFICANT PRECINCT

On 12 July 2019 the NSW DPIE announced that the Minister for Planning and Public Spaces had declared the Central Station Precinct (**Central Precinct**) as a Nominated State Significant Precinct. The Central Precinct meets the relevant criteria for the declaration of a Nominated State Significant Precinct as it:

- Is a large area of land owned by the NSW Government and leased to a small number of private parties;
- Is of State or regional importance by having the capability to achieve Government policy objectives, particularly those relating to increasing delivery of housing and jobs; and
- Comprises items and areas of State or regional importance for heritage or historical significance.

The nominated Central Station Precinct is located at the southern end of the commercial core in the Harbour CBD. It extends to an area of approximately 24 hectares bounded by Pitt Street and Regent Street to the west, Cleveland Street to the south, Eddy Avenue, Hay Street and Goulburn Street to the north, and Elizabeth Street and Chalmers Street to the east (refer to **Figure 4**). The Precinct includes:

- Central Station and surrounding NSW Government owned land along the rail corridor;
- Goulburn Street car park; and
- A precinct along the Lee Street edge of the Precinct, known as the Western Gateway (within which the subject site is located).

TfNSW is developing a vision for the growth and development of the Central Precinct SSP and has prepared a draft Strategic Framework to guide future planning of the area. The vision for the Central Precinct is:

*Central Precinct will be a vibrant and exciting place that unites a world-class transport interchange with innovative and diverse businesses and high-quality public spaces. It will embrace design, sustainability and connectivity, celebrate its unique built form and social and cultural heritage and become a centre for the jobs of the future and economic growth.*



To support the vision the Central Precinct will provide:

- A renewed Central Station and improved transport interchange.
- New and enhanced public and community spaces.
- New pedestrian connections across the rail line.
- New space for the jobs of the future in innovation and technology.
- New dining, shopping and entertainment.

The draft Strategic Framework addresses key matters including vision, priorities, public space, strategic connections, and design excellence and identify sub-precincts for future detailed planning. The draft Strategic Framework has been informed by community consultation undertaken by TfNSW in 2016, 2018, and 2019. It is noted that the draft Strategic Framework has yet to be adopted and is still in the process of being finalised following the conclusion of its initial assessment in August 2020.

**Figure 4 – Central Precinct SSP Area**



Source: NSW DPIE

As part of this draft Strategic Framework, TfNSW requested that a sub-precinct within the Central Station SSP be considered for priority planning. The ‘Western Gateway’ sub-precinct includes the Atlassian site (Block A), Frasers/DEXUS site (Block B), and the Adina Apartment Hotel site (Block C) (as illustrated at **Figure 2**).

The key development standards for Block A and B as stipulated in clause 6.53 of the SLEP are summarised in **Table 1**. The proposed building envelopes for Block A and Block B are illustrated in **Figure 5**.

Specifics	Block A	Block B
GFA	77,000sqm	155,000sqm
Maximum height in metres	RL 200.2m	RL 205.8
Envisaged land uses	Commercial, retail, hotel	Commercial, retail

**Figure 5 – Approved Building Envelopes for Block A and Block B – North-South Section**

Source: Western Gateway Rezoning Proposal

The Planning Proposal was also supported by a Draft Design Guide for the Western Gateway sub-precinct. The first version of the Draft Design Guide (V1) was publicly exhibited in 2019. The Draft Design Guide was revised as part of the response to submissions package in June 2020 (V3) and it provides design guidance for future development in the precinct, including defining:

- Desired future character;
- Open Space and the public domain;
- Building massing and building envelopes;
- Design quality and character guidelines;
- Environmental impact criteria for active frontages, wind, solar access, and views and vistas;
- Guidelines around heritage and public art;
- Criteria for accessibility, mobility, vehicular access and pedestrian and cycle networks; and
- Targets for sustainability.

As outlined in **Section 8** of this report, it is proposed that the Draft Design Guide is amended with the concurrent stage 2 rezoning process for Block C to provide a holistic planning framework for each site within the sub-precinct, and to ensure the impacts associated with each proposed building are assessed against the future desired criteria and built form for the precinct. This will involve the preparation of master draft versions of the Western Gateway Design Guide and a Western Gateway Public Realm Strategy that will holistically reflect the proposals for Block A, B and C.



# SITE ANALYSIS

## 3.1. LOCALITY CONTEXT

The Western Gateway sub-precinct is an area of approximately 1.65ha and is located immediately west of Central Station within Haymarket on the southern fringe of the Sydney CBD. Locality photographs showing the surrounding built form and localities is provided in **Figure 6** below. Immediately north of Central Station is Belmore Park, to the west is Haymarket (including the University of Technology, Sydney and Chinatown), to the south is Prince Alfred Park and to the east is Surry Hills.

Central Station is a public landmark, heritage building, and the largest transport interchange in NSW. With regional and suburban train services, connections to light rail, bus networks and to Sydney Airport, the area around Central Station is one of the most-connected destinations in Australia. Future public transport additions to Central Station including the new Sydney Metro currently under construction as described in **Section 2**.

There are currently seven station entry / exit points around Central Station. These provide pedestrian access and thoroughfares to the Central Station Grand Concourse, North Concourse, South Concourse and Eastern Suburbs Concourse, and from there to the platforms which extend in a north-south alignment.

**Figure 6** – Locality Context Images



Picture 1 – Looking north towards Sydney CBD (L) and Eastern Suburbs (R)





Picture 2 – Looking south towards Redfern/Waterloo (L) and Chippendale/Ultimo (R)

Source: TOGA Group, 2019

Major retail, dining, tourist, and entertainment uses are within close walking distance of Central Station, throughout Haymarket, Chinatown, Central Park, and Surry Hills. These include the International Convention Centre (ICC) Sydney, Chinatown, Darling Harbour, Central Park Mall, and Broadway Shopping Centre. Nearby tertiary educational establishments include:

- University of Sydney;
- University of Technology Sydney;
- TAFE NSW Ultimo; and
- University of Notre Dame, Broadway.

## 3.2. SITE DESCRIPTION

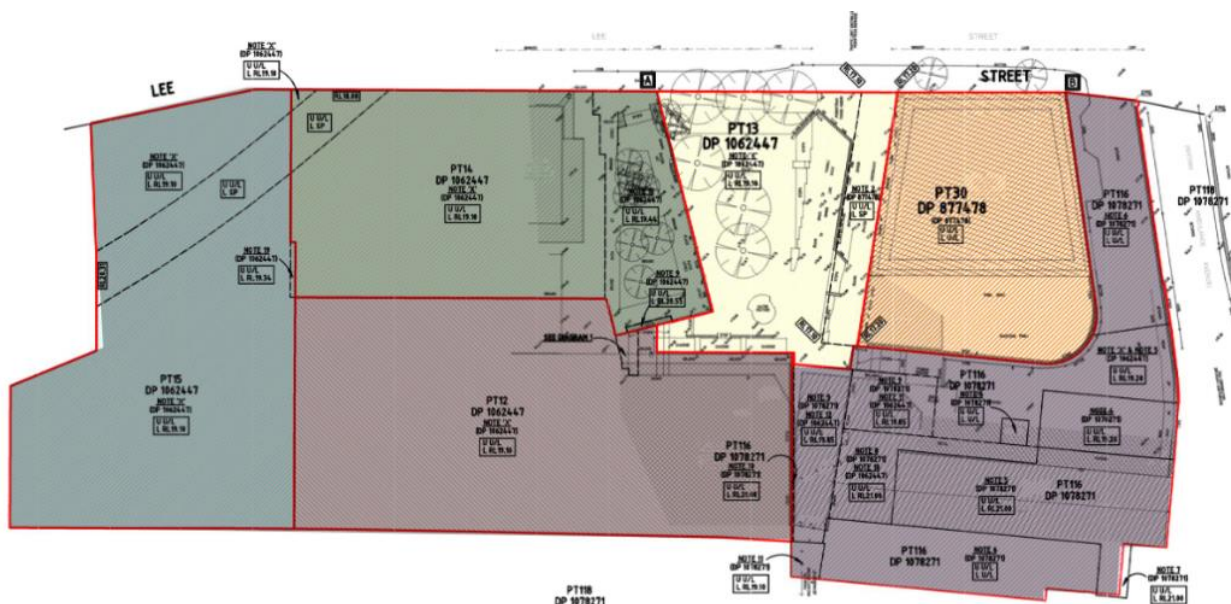
The Western Gateway sub-precinct comprises a series of lot parcels held by various parties on long-term Crown leases. Block C includes the area of two long-term leases within the Western Gateway sub-precinct, which are outlined in red in **Figure 7** and described as follows:

- Lot 30 in Deposited Plan 880518 (Adina Apartment Hotel)
- Lot 13 in Deposited Plan 1062447 (Henry Deane Plaza)

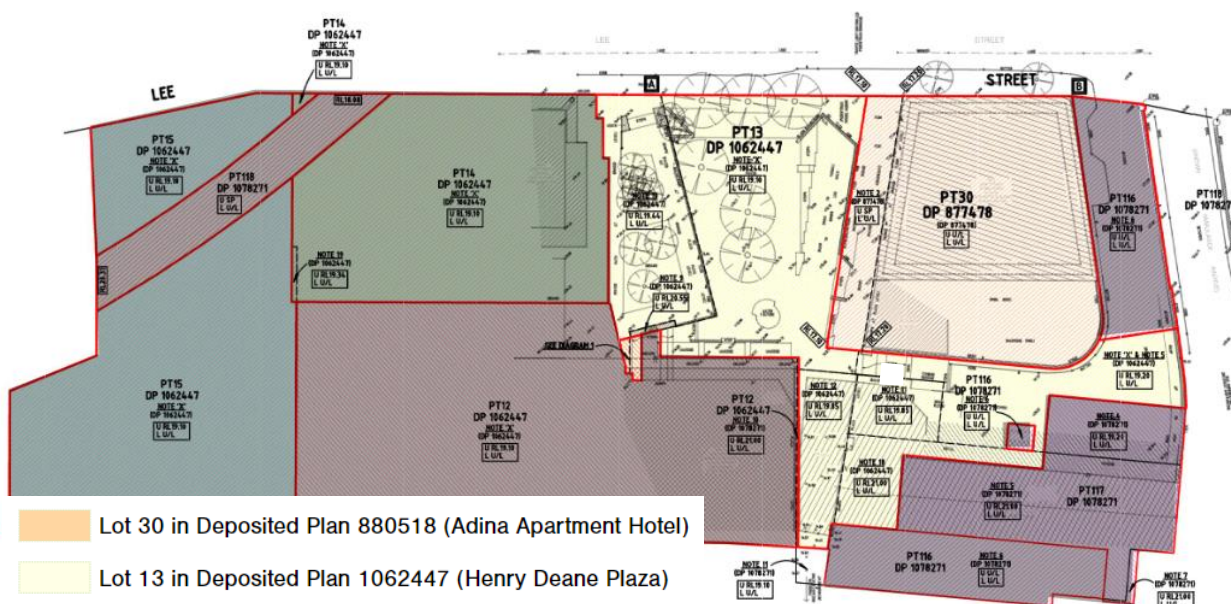
Parts of the lots comprising Block C are limited in either height or depth. The general 'above-ground stratum' as shown in **Figure 7** includes the Adina Apartment Hotel building and Henry Deane Plaza. The below-ground stratum includes the Adina Apartment Hotel building plus additional areas below the YHA building and associated car park and vehicle access driveway and below part of the Frasers/DEXUS land along its northern boundary.



Figure 7 – Lease Arrangements



Picture 3 – Above Ground Stratum (Generally above RL 19.1)



Picture 4 – Below Ground Stratum (below RL 19.1)

Source: Norton Survey Partners and FJMT

### 3.2.1. Existing Development

The site currently comprises the following existing development:

- **Lot 30 in Deposited Plan 880518 (Adina Apartment Hotel):** the north-western lot within the Western Gateway sub-precinct accommodates a heritage-listed building which was originally developed as the Parcels Post Office. The building has been adaptively re-used and is currently occupied by the Adina Apartment Hotel Sydney Central. The eight-storey building provides 98 short-stay visitor apartments and studio rooms with ancillary facilities including a swimming pool and outdoor seating at the rear of the site.
- **Lot 13 in Deposited Plan 1062447 (Henry Deane Plaza):** the central lot within the Western Gateway sub-precinct adjoins Lot 30 to the south. It accommodates 22 specialty food and beverage, convenience retail and commercial service tenancies. The lot also includes publicly accessible space which is used for pop-up events and a pedestrian thoroughfare from Central Station via the Devonshire Street Tunnel.

Images of the existing development on the site are provided in **Figure 8**.



**Figure 8 – Existing development on the site**



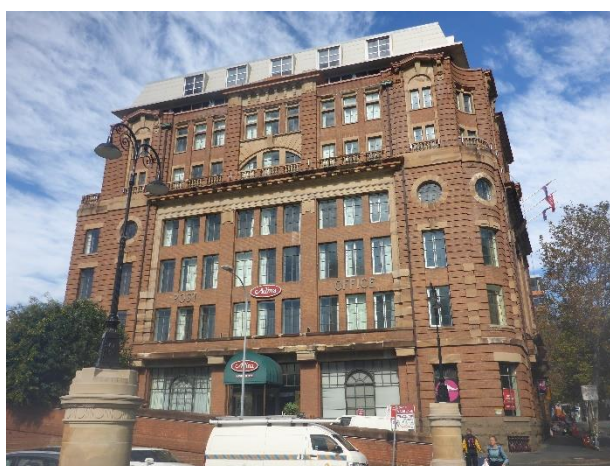
Picture 5 – North and west elevations as viewed from Railway Square

Source: Urbis, 2019



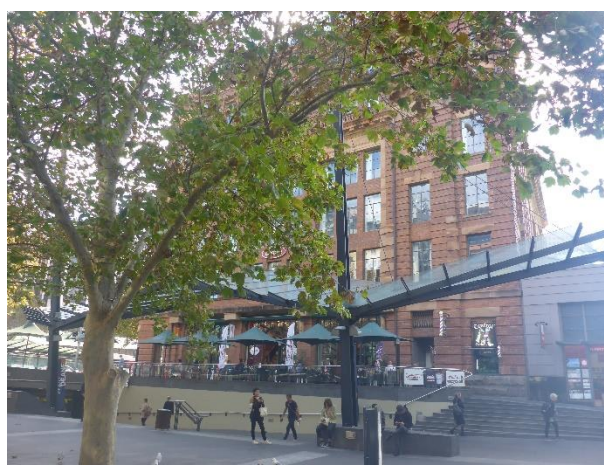
Picture 6 – East elevation as viewed from the YHA Railway Square

Source: Urbis, 2019



Picture 7 – North elevation of subject building as viewed from Ambulance Avenue

Source: Urbis, 2019



Picture 8 – Henry Deane Plaza, and South elevation as viewed from Henry Deane Plaza

Source: Urbis, 2019

Henry Deane Plaza, named after Henry Deane, a prominent engineer for the NSW railways and Engineer in Chief from 1891-1906 and during the development of the first phase of the Station, was historically the site of the Western Yard (former Parcels precinct). That part of the yard immediately south of the Devonshire Street Tunnel and the subject Parcels Post building, now occupied by the Henry Deane Plaza, contained for most of the twentieth century a number of structures including the West Carriage Shed, support offices, demountable workshops, and a store.

These buildings and features were demolished for the construction of Henry Deane Plaza which was constructed between 1998 and 2000. At the entrance to Devonshire Street Tunnel is a large public sculpture and a glazed structure covers the walkway leading into Railway Square. This area forms part of the busy pedestrian connection from Central Station to Railway Square and on to George and Pitt Streets, and pedestrian subways.

### 3.2.2. Surrounding Development (Existing)

The site is generally surrounded by buildings previously associated with railway functions and commercial office buildings designed to leverage their location from Central Station. The development surrounding the site is as follows.

- The site is located immediately to the south of the Central Station Western Forecourt currently used as a car park and state rail bus stabling yard. The site is south west of the western entrance of the main terminus building and the Central Station clocktower.

- The site is immediately east of Railway Square, the main intersection between George, Pitt and Lee Streets and Broadway. Further to the east of the site is the Marcus Clark Building currently used by NSW TAFE.
- The site is located immediately to the west of Devonshire Street pedestrian tunnel and YHA Railway Square (former Inland Parcels Shed) a single storey brick and galvanised iron shed converted into a two-storey hostel. The YHA Railway Square site adjoins 'Platform Zero' of Central Station.
- The site is immediately north of a series of buildings referred to as the 'Henry Deane Place', including an 8-storey commercial office building currently leased to Corrective Services NSW, an 8-storey commercial office building at 18 Lee Street immediately adjacent to rail tracks, and the 9-storey commercial office building known as The Gateway Building.

### 3.3. ACCESS ARRANGEMENTS

#### 3.3.1. Pedestrian Access

The Henry Deane Plaza is the central lot within the Western Gateway sub-precinct. The Plaza provides a publicly accessible area and a pedestrian thoroughfare to Central Station via the Devonshire Street Tunnel. The existing primary pedestrian entrance to the Adina Apartment Hotel building is via the western Lee Street façade.

The Devonshire Street tunnel provides an unimpeded pedestrian link underneath the railway lines at Central Station, connecting the Ibero-American Plaza (on Chalmers Street) and the Henry Deane Plaza (on Lee Street). The western point of the tunnel converges within a covered public space containing a number of retail tenancies and take-away food outlets within Henry Deane Plaza, south of the Adina Apartment Hotel.

Since its inception, the tunnel interior has been constantly modified. The pedestrian link was extended in the 1970s. Currently the pedestrian link continues below Railway Square, terminating on the western side of George Street where the thoroughfare connects with the Goods Line. The Goods Line is an elevated park and pathway connecting Railway Square in the south to Darling Harbour in the north.

#### 3.3.2. Vehicular Access and Parking

Existing vehicle access to the site is provided via Ambulance Avenue and a Right of Way (ROW) over part of the Youth Hostel Association (YHA) access to the east. Ambulance Avenue provides an at-grade access to basement parking for the hotel and is also used for Sydney Trains staff parking.

The ROW transitions up from Lee Street to sit above the basement parking and facilitates access to a set-down/ pick-up area and small parking area for the hotel and YHA.

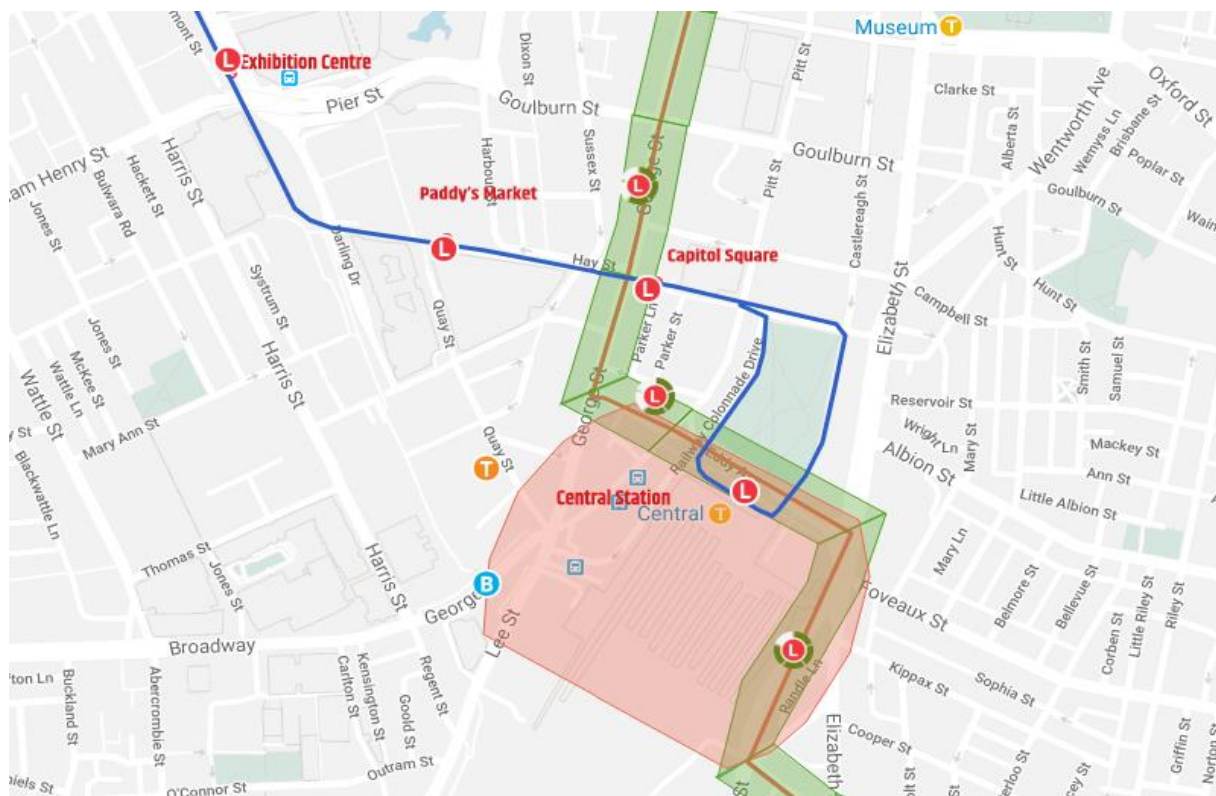
#### 3.3.3. Transport Connections

The site is strategically located at the main western entrance to Central Station. The site is located immediately at the western entrance of the Devonshire Street Tunnel and immediately to the east of the Railway Square (Lee Street) bus interchange. Accordingly, it benefits from excellent access to public transport services as shown in the map extract at **Figure 9** and described below:

- Direct pedestrian access to Central Railway Station, including existing country and heavy rail services and future Sydney Metro services.
- Close walking distance to existing light rail services along Hay Street, George Street and Eddy Avenue.
- Interstate, regional and metropolitan bus and coach services are also available via bus stops to the east, north and west of the railway station.

In addition, Central Station and the surrounding area provides bicycle paths and bicycle parking spaces, numerous pedestrian footpaths, taxi ranks, and kiss-and-ride areas.

**Figure 9 – Public Transport Accessibility**



Source: Sydney Light Rail, April 2019

## 3.4. ENVIRONMENTAL FEATURES

### 3.4.1. Heritage

The site is listed as an item of local significance under Schedule 5 of the SLEP 'Former Parcels Post Office including retaining wall, early lamp post and building interior', Item 855.

The former Parcels Post building was designed in 1910 and opened in 1913. It was constructed in response to the need for expansion of the parcels facility at the GPO which was overcrowded. As the majority of parcels at that time were sent by rail, it was determined to lease the subject site, which was ideally situated, for the construction of a specific purpose built parcels post office, being located adjacent to the new (1906) Central Terminus on 'a portion of Railway land, fronting George Street and bounded on the south by Devonshire Street subway...'

The Parcels Post worked in conjunction with the inward and outward parcels platforms in the western yard precinct (which includes the former inland parcels platform, now the YHA), with parcels being brought to and from the trains, via a network of underground passages. The scale of the Parcel Post building is indicative of the importance of shipping parcels by rail in the early 20<sup>th</sup> century and the subject site documents the historical association of the site with Central station and railway postal services.

The site is also included within the Central Railway Station State heritage listing, Sydney Terminal and Central Railway Stations Group, SHR 01255. The site is not however listed independently on the State Heritage Register. There is an array of built forms that constitute Central Station, however the Main Terminal Building (particularly the western frontage) and associated clocktower constitute key components in the visual setting of the Parcel Post building.

The Main Terminal Building and clocktower are landmarks within the locality on account of their elevated position, grand sandstone form and prominence. The Main Terminal Building is the central core of the site listed in 1999 on the State Heritage Register, under Sydney Terminal and Central Railway Stations Group. Central Station is the site of the first Sydney Terminal and is the starting point from which the NSW rail network grew. The site has continually been in use as a railway since 1855 and its development has been undertaken in phases reflecting the continuous and ongoing use of the station. The construction of the Parcel Post building in proximity to Central Station reflects the historic importance of rail in the delivery of



parcels. Further detail on the heritage significance of the site and surrounding properties is included within the Heritage Impact Statement at **Appendix D**.

The site is located in proximity to a number of heritage items as outlined below.

**Table 2 – Surrounding heritage items**

Item Name	Address	Significance	Item No.
Central Railway Station group including buildings, station yard, viaducts and building interiors	-	State	I824*
Former warehouse “Canada House” including interior	822 George Street	Local	I181
Former Bank of NSW including interior	824–826 George Street	Local	I182
Railway Square road overbridge	George Street	State	I180
Marcus Clark Building, Sydney Technical College (Building W) including interior	827–837 George Street	Local	I850*
Former commercial building “Orchard’s Chambers” including interior	793–795 George Street	Local	I847*
Commercial building group including interiors	767–791 George Street	Local	I844*
Former Lottery Office including interior	814 George Street	Local	I848*
Commercial building (851–855 George Street) including interior	732 Harris Street	Local	I2038

### 3.4.2. Flooding

The site is located within the Darling Harbour stormwater catchment. Council modelling indicates that the site is affected by flood waters. As such detailed design on the site must address flood planning levels and include stormwater management that likely requires on-site detention.

### 3.4.3. Vegetation

The site is generally devoid of vegetation. There are a number of tree plantings in Henry Deane Plaza.

## 3.5. OPPORTUNITIES AND CONSTRAINTS

The proposal for Block C is influenced by a range of site opportunities and constraints. These have been considered in the site analysis and are detailed as follows.

### 3.5.1. Key Opportunities

A summary of the key attributes and opportunities presented by the site is as follows:

- Opportunity to be a visible catalyst in the transformation and renewal of the Western Gateway sub-precinct.
- Highly suitable location to support development density given its proximity to public transport options, access to established services, and surrounding complementary land uses.
- Excellent strategic location within the southern fringe of the Sydney CBD to deliver new commercial office floor space.
- Leverage and maximise recent government support and commitment to Tech Central (Central Station is identified as the key gateway to the precinct).
- Significant area of land holdings within a strategic location. Walking distance to major retail, commercial, dining, tourist, and entertainment precincts.
- Proximity to established economic assets in health, medical, education, research, high-tech, business, innovation, and creative industries (including the University of Sydney, University of Technology Sydney, Royal Prince Alfred Hospital, research institutions, Australian Technology Park, and Data61).
- Immediate connectivity to Central Station and existing and future mass transit (including regional and suburban train services, light rail network, bus and coach services, and Sydney Metro).
- Significant opportunity to enhance the site via the conservation of the former Parcels Post building façades which are in poor condition, reinstatement of the significant open plan interiors and through enhanced publication access and activation, as well as heritage interpretation.
- Minimal environmental constraints including vegetation, ecological species, and aeronautical height controls.
- Re-imagine Henry Deane Plaza (currently on privately owned land) as a convergence point for pedestrians and a high-quality urban environment.
- Provide an elegant solution to revise ground plane and public domain levels between the adjacent Lee Street, Block A and Block B proposals.
- Delivering public realm improvements that can connect surrounding precincts with any future OSD (above the rail yards) at Central Station.

### 3.5.2. Key Constraints

A summary of constraints presented by the subject site is as follows:

- Constrained vehicle movements and access points and capacity of surrounding road network.
- Structural constraints associated with the position of the existing heritage item on the site.
- Sensitively treating the interface of any new development within the precinct with heritage items and the heritage curtilage of Central Station.
- Complex topography with above-ground and below-ground stratum considerations and major underground services crossing the site.

As outlined within **Section 6**, each of the key constraints of the site can be overcome to achieve the significant opportunities and benefits of redeveloping Block C within the overall parameters of the Western Gateway sub-precinct.

# THE PROPOSAL

## 4.1. OVERVIEW

TOGA is proposing to redevelop their land holdings in the Western Gateway sub-precinct, immediately adjoining Central Station, for a mixed-use development including a world-class hotel, technology hub and high-quality retail floorspace.

The restoration of the heritage-listed hotel building on the site, delivery of new commercial floorspace and public realm improvements will contribute to the realisation of the Government's vision for an iconic technology precinct and transport gateway. New diverse public spaces will connect the city and improved pedestrian connectivity will provide efficient modal changes aligned with TfNSW objectives.

The specific proposal for the site, submitted for inclusion within the rezoning application for the Western Gateway sub-precinct, is as follows:

- Retention of the B8 Metropolitan Centre zoning of the site which enables the delivery of commercial premises, retail premises, business premises, and hotel and motel accommodation on the site.
- Provision of new development standards applying to Block C to enable:
  - Demolition of contemporary additions to the existing Adina Apartment Hotel building.
  - Conservation works and additions to the existing Adina Apartment Hotel building and continued use of the building for retail premises, and hotel and motel accommodation.
  - Construction of a hotel and commercial office building above and adjacent to the Adina Apartment Hotel building.
  - The proposed development will be limited by a maximum building height of RL 211.9, defined by the Prince Alfred Park sun access plane.
  - The proposed maximum gross floor area (GFA) on the site includes 41,000sqm GFA within the Adina Apartment Hotel building footprint and tower form above and immediately adjacent to the current building, with additional floor space below the upper ground level of the site to activate the revised Henry Deane Plaza and pedestrian links to a maximum total 43,000sqm GFA across Block C.
  - Delivery of a revitalised public realm across the site that is coordinated with adjacent development, including a new north-south thoroughfare adjacent to Block A (the Atlassian site), and an improved public plaza linking Railway Square (Lee Street), and Block B (the DEXUS/Frasers site).
- Establishment of a planning framework to guide the future development of the site and surrounds to ensure an integrated public realm, heritage interpretation strategy, and development outcome is achieved across the Western Gateway sub-precinct.

## 4.2. OBJECTIVES AND INTENDED OUTCOMES

As articulated by TfNSW the vision for the Central Precinct is to '**create a new gateway to Sydney**'. Specifically, the vision for the Central Precinct create a vibrant and exciting place that unites a world-class transport interchange with innovative and diverse businesses and high-quality public spaces. It will embrace design, sustainability and connectivity, celebrate its unique built form and social and cultural heritage and become a centre for the jobs of the future and economic growth.

Specific objectives for the proposal on Block C include:

- Create a vibrant and exciting place that unites a world-class transport interchange with innovative businesses and public spaces.
- Connect the City at its boundaries, celebrate its heritage and become a centre for jobs of the future and economic growth.
- Support the delivery of the first phase of Tech Central.

- Deliver north-south and east-west pedestrian linkages to accommodate for increased patronage and use of the forthcoming upgraded Central Station. Augment the existing pedestrian infrastructure to allow the seamless transport of population through the Southern CBD.
- Support the economy through the delivery of a world class hotel, in connection with the delivery of significant commercial floor space (including tech and innovation floor space) in the Central Precinct.
- Deliver a revitalised public domain surrounding the site with activated edges to Henry Deane Plaza and activated frontage to a future Third Square north of the site.
- Adaptive reuse of a historic building at a key public intersection and celebration of its form through improvements to the visibility of its primary building entries.

### 4.3. HERITAGE CONSERVATION

The proposal includes the partial restoration and adaptive reuse of the existing Adina Apartment Hotel building on the site. The proposal provides significant opportunities to enhance the heritage qualities of the existing building (former Parcels Post building) within the context of a broader precinct renewal.

Whilst the previous conversion for the Adina (then Medina) Hotel provided an important adaptive reuse for a derelict building, it has also resulted in internal fit-out which obscures significant heritage interiors and has resulted in insensitive alterations to the building.

The proposed redevelopment of the site facilitated by this proposal presents an opportunity for renewal of the interiors in a more sympathetic manner, which strips the hotel fit out and reinterprets significant fabric and spaces. The proposal also provides an opportunity for more public access and activation of spaces within the subject building and associated public domain, as well as interpretation of the significant fabric, spaces and use of the heritage item as well as its historical association and physical connections to Central Station.

As stated within the Heritage Impact Statement included at **Appendix D**, the construction of a new tower form on the site can be accommodated notwithstanding the retention of the existing building on the site, subject to the satisfaction of design conditions and recommendations as discussed in **Section 7.3.1**.

### 4.4. HOTEL AND COMMERCIAL OFFICE TOWER

A significant component of the proposal is to facilitate the development of a new hotel and commercial office tower on the site, generally above the existing Adina Apartment Hotel building. The location of the hotel and commercial office tower has been driven by significant research and analysis by TOGA along with feedback from the State Design Review Panel, and technical advice as described through this report.

The proposed tower envelope represents the boundaries for the competitive design process, as it allows for the creation of a project with a tower, inclusive of the former Parcels Post building to a maximum of 41,000sqm GFA. The architectural form will not occupy the full volume of the envelope thus providing an opportunity for designers to explore a diversity of responses. Additional retail space under the new Henry Deane Plaza outside the proposed tower envelope brings the maximum GFA for Block C to 43,000sqm.

The detailed design of the tower would be the subject of a competitive design process and would be further refined to respond to recommendations of the heritage consultant (refer **Appendix D**) and through detailed architectural design and articulation. For the purposes of environmental impact assessment, an indicative scheme has been developed that responds to several proposed planning controls for the site. Details of the indicative scheme are outlined below.

- **Maximum tower height**
  - A maximum building height of RL 211.9, defined by the Prince Alfred Park sun access plane
  - Approximately 42 storeys
- **Approximate land use breakdown within the tower**
  - 28,000sqm commercial office
  - 12,000sqm hotel – approximately 230 rooms
  - 1,000sqm retail



- 2,000sqm (GFA) retail floorspace to activate ground and lower ground levels of Henry Deane Plaza
- **Tower floor plates**
  - Maximum 1,300sqm GBA tower floor plate
- **Tower Setbacks**
  - 5-10m minimum setback from the average of the substantive northern façade face, excluding projections and cornices of the former Parcels Post building
  - 5-10m minimum setback from the average of the substantive western façade face, excluding projections and cornices of the former Parcels Post building
  - Chamfered setback from the diagonal of the north east and south west corners of the former Parcels Post building
  - A maximum 16m floor plate extension south of the southern former Parcels Post building footprint
  - Minimum 12m separation from the Atlassian building envelope
- **Floor to floor heights (approx.)**
  - 3.4m for hotel levels
  - 4.2m for commercial office levels
  - Min. 3.71m floor to floor heights within the Former Parcels Post building (existing)

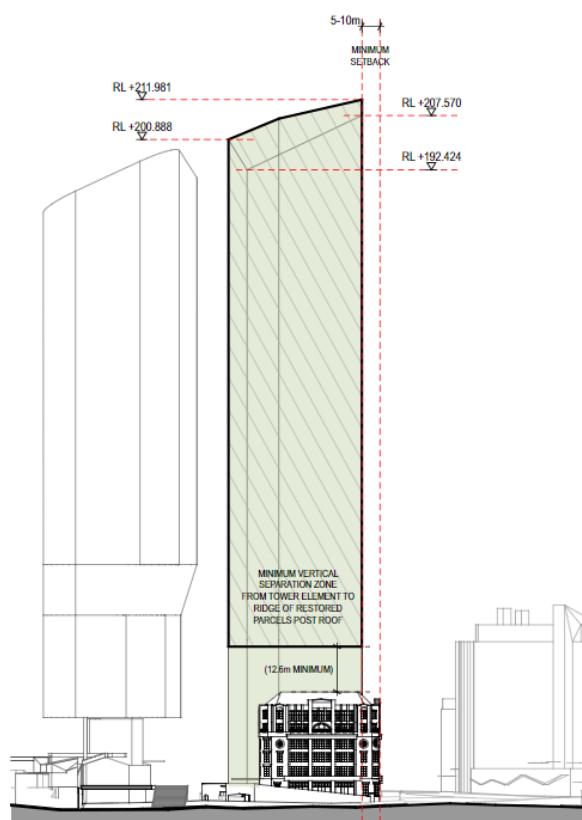
The proposed reference design and potential building envelope addressing the key draft planning controls, is subject to further detailed design as part of a competitive design process and detailed development application, is illustrated in **Figure 10** below.

**Figure 10** – Proposed tower envelope and reference scheme for Block C



Picture 9 – Reference design as viewed from George Street from North West

Source: FJMT



Picture 10 – North elevation building envelope

Source: FJMT

It is noted that the reference scheme prepared by FJMT included at **Appendix A** does not utilise the full extent of the maximum building envelope height. As outlined in **Section 5.1.4**, the proposed maximum GFA will not maximise the full extent of the building envelope to ensure that suitable flexibility is afforded to the future competitive design process, completed in accordance with the Draft Design Guide.

As illustrated at **Figure 11**, the proposed tower is generally located above the former Parcels Post building footprint with potential building elements hitting the ground primarily to the south of the existing building to a maximum extent of 16m to the south of the existing building footprint. Secondary building elements may be supported to the east of the existing building footprint to the extent permitted within the building envelope.

In accordance with the recommendations of the Central Precinct Design Review Panel, wind engineer, and the heritage advisors, it is recommended that three primary planning controls inform the future tower floorplate above the former Parcels Post building:

- A chamfered setback from the north eastern corner to the south western corner of the former Parcels Post building to enhance the prominence of the heritage item as viewed from the north west.
- A tower floorplate is limited to a maximum 1,300sqm GBA to ensure a slender tower form is achieved.
- A 5-10m minimum setback is to be achieved from the northern and western facades (as measured from the average substantive façade face of the former Parcels Post building), again to ensure that the prominence of the former Parcel Post building is maintained.

These three recommended planning controls are illustrated below and will inform the Competitive Design Brief for a future competitive design process for the site.

**Figure 11** – Proposed building envelope (site plan)



Further recommendations from the Central Precinct Design Review Panel, including setback requirements and requirements for a minimum 12.6m vertical separation (excluding lift cores and structural zones) between the topmost point of the reinstated roof form of the former Parcels Post building and the tower above are outlined within the proposed amendments to the Draft Design Guide at Section 8. This Draft Design Guide and the detailed site-specific provisions contained within will guide the future detailed design of the proposed development.

## 4.5. PUBLIC REALM

### 4.5.1. Overview of proposed public realm

The proposal includes the delivery of a significant area of new publicly accessible open space at street level, lower ground level, and at Henry Deane Plaza as illustrated within the reference scheme at **Appendix A**.

The area of the new public realm anticipated to be delivered within the Western Gateway sub-precinct on land controlled by TOGA includes:

- The lower ground level north-south pedestrian link adjacent to the Atlassian development (Block A) to be designed at approximately RL 16 is predominantly within the TOGA controlled stratum;
- The anticipated east-west pedestrian link including the Henry Deane Plaza between RL 16 and RL 17.6 is entirely within the TOGA controlled stratum; and
- As such a significant portion of the upper ground level Henry Deane Plaza designed between RL 17 and RL 21 falls within the TOGA controlled stratum.

Other public realm benefits of the proposal include:

- The proposal facilitates the delivery of a new publicly accessible areas within the former Parcels Post building currently not available, including additional access at ground level and a proposed accessible area to overlook the future 'Third Square' currently being planned by the City of Sydney; and
- The proposal facilitates the improvement of the ground level interface with the surrounding public realm as described in Section 4.3 through improved ground level retail tenancies and façade improvements.

### 4.5.2. Character of the proposed public realm

The detailed design of the proposed new public realm will be the subject of co-ordination with adjoining landowners in response to a series of design principles established within the planning process. Design principles informing the proposed public realm include delivering an efficient pedestrian network, a considered response to heritage context, provision of improved accessible spaces for all, and landscaping across the precinct, and providing legible entrances to buildings and Central Station.

TfNSW has commissioned an independent urban designer to review the integrated Western-Gateway sub-precinct site to achieve an optimised outcome against a series of public realm principles. These principles as relevant to Block C, are as follows:

- Prioritise people
- A vibrant precinct
- Intuitive movement
- A green precinct
- Celebrate heritage

The proposed redevelopment of Block C will focus on the primary function of the space to act as a pedestrian thoroughfare access to commercial office space within the Western Gateway sub-precinct, and future connections to OSD at Central Station. An expanded public realm at RL 21 extending from the Western Forecourt at the future Sydney Third Square, around the north west corner of Block C and to Lee Street will also provide a more level public realm around the site.

The specific design of the public realm will be guided by the Public Realm Strategy for the Western Gateway sub-precinct prepared by TfNSW and the sub-precinct leaseholders. The Public Domain Strategy submitted with the 'Stage 1' Rezoning Proposal has yet to be adopted and is currently undergoing a separate finalisation process. It is envisaged that this Public Domain Strategy will evolve into a Public Realm Strategy for the sub-precinct, including Block C.

As such, any revision made to the Public Domain Strategy arising from the finalisation process for 'Stage 1' is intended to be captured as part of the response to submissions process for the Block C 'Stage 2' Rezoning Proposal. It will be at this stage where a master draft version of the Western Gateway Public Realm Strategy holistically reflecting the proposals for Block A, B and C will be submitted to support the Block C Rezoning Proposal.

# CONSULTATION

## 5.1. GOVERNMENT AGENCIES

Prior to the submission of this planning justification report, the landowner has consulted with various government agencies to seek preliminary feedback on the proposed design. The details of the early consultation is described in the following sections.

### 5.1.1. Transport for NSW

As the proponent of the rezoning application TfNSW has been a key stakeholder in the preparation of this report and the accompanying documents. This report is submitted now formally to DPIE to inform the preparation of a planning framework and rezoning application for the Western Gateway sub-precinct, as it relates to the site, having been reviewed and supported by TfNSW

### 5.1.2. NSW Department of Planning, Industry and Environment

Meetings have been held with members of the Eastern Harbour City team within the NSW Department of Planning, Industry and Environment (DPIE) through the development of the proposal.

It is understood that this report will be submitted by TfNSW to the NSW DPIE for a review process prior to the rezoning application being released for public exhibition.

### 5.1.3. Central Precinct Design Review Panel

The Central Precinct Design Review Panel (DRP) was convened to provide independent and specialist design advice to the NSW DPIE to inform their advice to TfNSW regarding the future planning framework and possible future development of the Western Gateway sub-precinct. The DRP comprises six panel members including the Acting NSW Government Architect (Chair of the DRP), a representative from the City of Sydney, and four independent design experts.

Alongside preliminary schemes for each of the sub-precincts within the Western Gateway, the scheme was presented to the DRP on between July 2019 and December 2019 for preliminary feedback at least five (5) times.

Further consultation occurred with the DRP throughout 2020 following the exhibition of the draft controls for the Western Gateway sub-precinct and the 'stage 1' rezoning application for Block A and Block B. The latest feedback from the DRP presentation on the 01 July 2020 and 25 September 2020 is outlined in **Table 5** below.

**Table 3** – Response to feedback from the DRP

DRP Comment	Proponent Response
<b>Heritage</b>	
The Panel notes the significance of the State Heritage listed Parcels Post building, its position as a strong element in its urban context and expresses concern that the disparity of scale resulting from adjacent tower developments may diminish its civic presence.	<p>The city scale of the proposed tower is commensurate with the scale of the proposed buildings adjacent to the site on Block A and Block B, in addition to potential built form to the north west of the site within the future tower cluster identified in the Central Sydney Planning Strategy. The DRP has noted that should the Parcels Post building be retained as is, there is a risk that the disparity of scale between the existing building and surrounding development would adversely impact the civic presence of the building.</p> <p>In addition to providing a city scale form on the site, commensurate with future local character, the proposal also seeks to enhance and provide conservation works</p>

DRP Comment	Proponent Response
	<p>to the former Parcels Post building to enhance its street level presence. Further additional public access to the ground floor of the building will be facilitated by the proposal. These works and opportunities for further development are outlined within a Conservation Management Strategy prepared by Urbis for the former Parcels Post building, included at <b>Appendix D</b>.</p>
<p>The investigations into optimal built form that have been provided suggest that a carefully modelled and skilfully executed addition to the Adina building could enhance its connection and relationship to the Western Gateway tower cluster on the basis that the future form:</p> <ul style="list-style-type: none"> <li>• has a significant setback from the Parcels Post to enable the 'heritage ensemble' of buildings at the George, Pitt, Quay St and Broadway intersections, including Marcus Clarke, to read with distinction, with the new towers forming a backdrop</li> <li>• has sufficient elevation separation from the Parcels Post.</li> </ul>	<p>Throughout 2019 and 2020 investigations into potential modulation of the proposed building massing was undertaken to determine the optimal built form on the site that would enhance the presence of the former Parcels Post building, provide an appropriate relationship with the Western Gateway tower cluster, and enhance connections through the sub-precinct.</p> <p>The proposed planning controls facilitate the development of a building which provides a significant setback of a minimum 5-10m from the northern and western facades, and 8m setback from the southern side of the southern façade of the former Parcels Post building. Further, a minimum 12.6m vertical separation (excluding required lift cores and structural zones) between the reinstated roof form of the former Parcels Post building and a new tower addition has been incorporated within the site-specific provisions of the Draft Design Guide.</p> <p>These setbacks have been designed to enhance and emphasise the presence of the building within the precinct and provide visual and physical separation between the new built form from the original fabric of the former Parcels Post building.</p> <p>As illustrated in the design report, the proposed new tower at Block C will be read as a backdrop to the former Parcels Post building, providing a more suitable relationship between the Block C development and the remaining Western Gateway tower cluster.</p>
<p>The investigations have confirmed that a direct extrusion of the Parcels Post building form is an unacceptable solution and is not supported.</p>	<p>Noted. The proposed building envelope includes a minimum 5-10m setback from the northern and western average substantive facades of the former Parcels Post building. A direct extrusion of building form above the former Parcels Post building is not proposed.</p>
<b>Building height and envelope</b>	
<p>The chamfered envelope has the most potential to balance the scale and envelope transitions required, with least compromise to the integrity of</p>	<p>A setback control defined by a diagonal from the north eastern corner and south western corner of the former Parcels Post building is proposed. This proposal</p>

DRP Comment	Proponent Response
<p>the original Parcels Post building. This option also has some benefits from a broader civic perspective, particularly when seen from the north and north west where the offset floor plate 'frees up' the building's corners and preserves the civic prominence of the north western corner.</p>	<p>preserves the prominence of the Parcels Post building whilst also mitigating potential environmental impacts such as wind conditions in the precinct.</p>
<p>Partial extension of this envelope into Henry Deane Plaza on the south appears to have manageable civic and amenity impacts.</p>	<p>Noted. The proposed extension into Henry Deane Plaza as illustrated in the indicative reference scheme has been assessed to have manageable impacts that will be detailed within a future development application.</p>
<p>As a contrast to the larger floor plates proposed for other Western Gateway towers, a slender envelope is recommended. To achieve this its height could extend to the solar access plane, provided that the following parameters are met:</p> <ul style="list-style-type: none"> <li>- The floor plate is comparatively small so as to produce a slender tower as a contrast to the Atlassian and DEXUS/Fraser proposals, i.e. floor area of 1,200sqm GBA or less. This was later amended to 1,300sqm GBA or less.</li> <li>- The total GFA is not to exceed 41,000sqm</li> <li>- The chamfered setback is maximised – with a maximum 50% tower coverage over the Adina footprint. This suggestion was later amended to require a chamfer control as defined by the diagonal from the north eastern corner to the south western corner of the former Parcels Post building.</li> <li>- The principle support for the new tower is to the south of the former Parcels Post with secondary support to the east.</li> <li>- A clear vertical separation is maintained between the restored Parcel Post roof and the bulk of the tower envelope – at least 3 stories. Based on the commercial floor heights being proposed, this should be a minimum of 12.6m.</li> <li>- 12m setback from the Atlassian envelope, for the full height of both buildings. No extension of the core or other built form into this setback is supported.</li> <li>- The tower floor plate extension into Henry Deane Plaza should not exceed 16m. While</li> </ul>	<p>The proposal adopts the recommended parameters however noting:</p> <ul style="list-style-type: none"> <li>- A maximum 1,300sqm GBA tower floor plate is proposed in accordance with the recommendation of the DRP dated 30 September 2020.</li> <li>- A maximum 41,000sqm is proposed within the tower form and the former Parcels Post building in accordance with the DRP recommendation. It is noted that the maximum GFA proposed for Block C is 43,000sqm to capture below ground and lower ground level retail tenancies within Henry Deane Plaza designed to activate pedestrian thoroughfares. The additional approximate 2,000sqm retail GFA is intended to provide a positive public realm and pedestrian environment and does not impact the slenderness of the tower. As such the maximum GFA proposed is considered consistent with the DRP recommendation.</li> <li>- Chamfering and setback controls for the proposed tower from the northern and western facades of the former Parcel Post building are proposed to be included within the site-specific controls in the draft Design Guide in accordance with the DRP recommendations.</li> <li>- As evidenced through the building envelope, the principal support for the new tower is positioned to the south of the former Parcels Post building, however with a minimum 8m wide clearance area for pedestrian movement and visual separation to the southern façade of the former Parcels Post building. Secondary structural support for the new tower is to the east of the former Parcels Post building as permitted within the proposed building envelope.</li> </ul>



DRP Comment	Proponent Response
<p>half this depth will be required for the tower core, it is preferred that the remaining space not be enclosed.</p>	<ul style="list-style-type: none"> <li>- A minimum 12.6m vertical separation between the reinstated Parcel Post roof form and the new tower envelope (excluding lift core and structural zones) has been adopted into the site-specific planning controls in the Draft Design Guide in accordance with the DRP recommendation.</li> <li>- A minimum 12m setback from the Atlassian envelope has been adopted into the site-specific planning controls.</li> <li>- A maximum floor plate extension into Henry Deane Plaza of 16m has been adopted into the site-specific planning controls. It is noted that this 16m zone can feasibly accommodate the required width of a pedestrian connection to the underpass to Railway Square and a lift core zone to service the proposed tower on the site.</li> <li>- While the ultimate design of this floor plate extension will be the subject of a competitive design process, this zone facilitates the delivery of a commercially viable floor plate, whilst also maintaining pedestrian connections to Railway Square under Lee Street.</li> </ul>
Public Domain	
<p>A number of public domain concerns are still to be resolved. We note and welcome TfNSW announcement that a coordinated precinct wide public realm strategy is being prepared and will be published to coincide with the land rezoning.</p> <p>Public domain planning should involve collaboration with the City of Sydney. In this context, we recommend that ground plane controls be developed in coordination with this strategy to ensure a quality public private interface and activation of the public realm.</p>	<p>As noted to the DRP, the Public Domain Strategy submitted with the 'Stage 1' Rezoning Proposal is currently undergoing a separate finalisation process to provide a coordinated precinct wide 'Public Realm Strategy'</p> <p>We note that the Public Realm Strategy will be required to be developed further to inform the detailed design of the public realm to be coordinated by TfNSW with the landowners of the three blocks within the sub-precinct.</p>
Microclimate	
<p>The results of the integrated CFD analysis presented for the proposed envelope indicated that comfort conditions on the ground plane at Lee Street and Henry Deane Plaza are expected to range from 'strolling to slightly above walking criteria', however they also indicated that there are public safety concerns due to wind flow and speed to the north-east, west and south. Of particular concern are dangerous wind conditions</p>	<p>Refer to the wind assessment provided by RWDI included at <b>Appendix L</b> and as outlined in Section 7.3.3 of this report. The wind assessment demonstrates there are benefits from the inclusion of a tower form on Block C in relation to wind conditions in the sub-precinct, and that modulation of the detailed design within the proposed building envelope can result in appropriate wind conditions throughout the sub-precinct.</p>

DRP Comment	Proponent Response
<p>caused by the overall precinct development to the south.</p> <p>The study notes that inclusion of adequate façade articulation in the detailed design and future urban landscape in Lee Street will be required to create safe conditions and acceptable comfort levels for the desired uses, including outdoor seating/stationary pursuits.</p> <p>It is recommended that wind mitigation measures through building envelope and surrounding public realm design be a key criterion of design and competition briefs for future development, with no encroachment into setbacks. All space between the identified envelope and those of surrounding buildings is to be open to the sky.</p>	<p>It is noted that the inclusion of wind mitigation measures within the building design for a new tower on the site will be a key criterion of design and competition briefs for future development on Block C.</p>

As highlighted throughout this section the proposal has been amended over the course of 2019 and 2020 in response to the design comments received. In summary, the proposed maximum building envelope for a tower above the existing Adina Apartment Hotel building is supportable from a design perspective as outlined throughout **Section 7** of this report and as described within the Urban Design Report at **Appendix A**.

It is noted that the comments received from the DRP focus wholly on design related matters. As demonstrated throughout this report, the proposal is supported not only on architectural and heritage grounds, but the proposal also provides:

- A logical urban design response which acknowledges the pivotal place of the TOGA landholding at a critical intersection and entrance to the Western Gateway sub-precinct;
- Significant economic and social benefits to the local and wider community;
- The efficient use of the land to maximise economic and public benefits of the proposal that align with local and State strategic plans relevant for the site while mitigating unacceptable environmental impacts; and
- Delivery of appropriate staging of development of the Western Gateway sub-precinct, notably recognising the critical role Block C has in unlocking the development potential of the wider precinct through the redevelopment of key areas of public realm and amendments to easements currently controlled by TOGA.

## 5.2. COMMUNITY CONSULTATION

Community consultation will occur during the exhibition of the proposed rezoning application, in addition to throughout future states of the development, including during the preparation and assessment of the detailed Development Application (**DA**) for the redevelopment of the site.



# PLANNING CONTEXT

## 6.1. STRATEGIC PLANNING POLICIES

### 6.1.1. NSW Government Strategies

The Western Gateway sub-precinct is strategically located within the Eastern City District, the Eastern Economic Corridor and southern fringe of the Sydney Central Business District. The following table identifies the strategic policies relevant to the site and describes the contribution the proposed redevelopment will make with delivering the State and regional environmental planning outcomes.

**Table 4 – State and Regional Planning Policies**

Policy	Key Objectives/Outcomes	Consistency
<i>NSW Government Premier's Priorities</i>	<ul style="list-style-type: none"> <li>▪ Creating jobs by supporting businesses, ensuring a skilled workforce and supporting regional development</li> <li>▪ Key metropolitan, regional and local infrastructure to be delivered on time and on budget</li> <li>▪ Greener Public Spaces</li> <li>▪ Greening our city</li> </ul>	<p>The Western Gateway sub-precinct and the TOGA land is planned to accommodate employment-generating development and growth of the precinct as a world-class technology hub.</p> <p>The proposal facilitates the delivery of the revitalised precinct, including the improved pedestrian connections and public domain improvements, in line with delivery of new transport infrastructure associated with the Sydney Metro.</p> <p>As part of the Western Gateway sub-precinct development, TOGA sees an opportunity to increase the urban tree canopy through the re-imagined Henry Deane Plaza. The greening of this significant public space would be undertaken in conjunction with other stakeholders in the precinct.</p>
<i>Greater Sydney Region Plan: A Metropolis of Three Cities – Connecting People</i>	<ul style="list-style-type: none"> <li>▪ Economic activity to be facilitated in Eastern Economic Corridor through initiatives including Redfern to Eveleigh, including government land in and around the rail corridor from Central to Erskineville Stations</li> <li>▪ Deliver ongoing office supply within Harbour CBD by maximising vertical development opportunities and outward extensions, including southward along the Redfern to Eveleigh corridor</li> <li>▪ Sydney Metro will deliver 31 new and refurbished stations and unlock significant opportunities for urban renewal and connectivity</li> <li>▪ Transport interchanges can act as a catalyst for urban</li> </ul>	<p>The proposed redevelopment of the TOGA landholding as a world-class hotel, commercial offices and convenience retail is entirely aligned with the Government vision expressed within the Region Plan.</p> <p>The proposal will deliver additional economic activity and commercial office space within a highly accessible location contributing to the achievement of a '30 Minute City' and leveraging the significant investment made by the NSW government in additional public transport infrastructure.</p> <p>The associated public domain upgrade works will make a major improvement to the existing pedestrian movements and connections, increasing capacity and improving amenity to enhance the experience for visitors, workers and residents who linger or pass through the Western Gateway sub-precinct.</p>

Policy	Key Objectives/Outcomes	Consistency
<p>growth and development of centres</p> <p><i>Our Greater Sydney 2056: Eastern City District Plan – Connecting Communities</i></p>	<ul style="list-style-type: none"> <li>Central to Eveleigh Urban Transformation Strategy to be realised through linked but separate projects</li> <li>Sydney CBD planning controls need to support commercial development otherwise there will be insufficient floor space to achieve job targets</li> <li>Central Station forms part of the Innovation Corridor extending from The Bays Precinct, Pyrmont-Ultimo, the western edge of the Sydney CBD, University of Sydney and Australia Technology Park</li> </ul>	<p>The TOGA proposal will revitalise the Western Gateway sub-precinct, providing high-quality short-stay accommodation and commercial office floor space, aligned with the Government's vision for the Eastern Harbour City, the Innovation Corridor and Eastern Economic Corridor.</p> <p>The proposal contributes to the achievement of job targets for the Eastern City district. The delivery of new jobs in the Central Precinct aligns with the key priorities including strengthening international competitiveness.</p> <p>The planned redevelopment will complement other proposals within the immediate locality, including the Atlassian technology hub and Frasers/DEXUS mixed-use development with new pedestrian connections and complementary land uses.</p>
<p><i>Collaboration Area: Camperdown-Ultimo Place Strategy</i></p>	<ul style="list-style-type: none"> <li>Vision for Camperdown–Ultimo is a place that is globally recognised for its economic and social contribution, built environment, public transport and walking/cycling connectivity</li> <li>Central Station Precinct will play a significant role in integrating and connecting the Collaboration Area, including renewal of surrounding lands to improve pedestrian and cycling connectivity and integration with the transport interchange</li> <li>Consideration will also be given to reallocating road space to improve pedestrian safety and amenity along Broadway and Parramatta Road between Central Station and key land uses on the Ultimo axis</li> <li>Smart technology, innovation and local and global connectivity will be driven by new jobs and industries, research,</li> </ul>	<p>The Place Strategy seeks to implement the high-level objectives and actions identified within the Region and District Plans through collaboration between the various stakeholders, including government, business and community.</p> <p>The TOGA land holdings present a significant opportunity to deliver public transport and pedestrian connections identified within the Place Strategy. The reconfiguration of the existing public domain and through-site links from Central Station to Broadway provide a major public benefit to the Haymarket activity node and the Ultimo axis.</p> <p>The proposed hotel, commercial and retail uses will complement the planned development and economic growth within the locality and deliver a world-class employment hub that generates smart jobs and benefits from excellent global and local connectivity.</p>

Policy	Key Objectives/Outcomes	Consistency
<i>Central to Eveleigh Urban Transformation Strategy</i>	<p>discovery/innovation and social interactions</p> <ul style="list-style-type: none"> <li>▪ Vision for Central Station to be world-class transport hub – a place where people meet and linger – with changes to include new Sydney Metro platform, and activation of Grand Concourse with more usable public spaces</li> <li>▪ Masterplans will inform rezoning and State Significant Development applications with precinct-specific DCPs to set detailed planning and design guidelines</li> </ul>	<p>The TOGA proposal is entirely aligned with the Government vision for Central Station. The built form and public domain upgrades will provide an iconic development and transport gateway with land use activities and experiences that encourage people to utilise the space as a place to visit, work and stay.</p> <p>TOGA is proposing to deliver a masterplan that will present a holistic solution, considering the opportunities and constraints imposed by the adjoining station works and transport upgrades and taking into consideration proposals by Atlassian and Frasers/DEXUS on the adjoining land.</p> <p>The proposal will deliver significant public benefits including additional public open space and a greatly improved pedestrian experience, with additional capacity and more efficient aboveground and below ground connections.</p>
<i>Future Transport 2056</i>	<ul style="list-style-type: none"> <li>▪ Transport services and infrastructure are delivered, operated and maintained in a way that is affordable for customers and the community</li> <li>▪ Fast and convenient interchanges with maximum five minute walk between services</li> </ul>	<p>The TOGA proposal will deliver substantial public benefits through the delivery of improvements to the existing public domain, increasing the capacity of pedestrian thoroughfares across the precinct to accommodate growth in passenger numbers and expanding the existing public open spaces to deliver improved amenity and commuter experience.</p>
<i>Greater Sydney Services and Infrastructure Plan</i>	<ul style="list-style-type: none"> <li>▪ Central Station will have a greater role in transport network as light rail and metro services connect with existing heavy rail and bus services</li> <li>▪ Government focus on improving interchange experience and better integrating station with surrounding land use activities</li> <li>▪ Further development ideas to be considered, focussing on quality urban design, new retail and other commercial services, respecting heritage and making Central ‘a great</li> </ul>	<p>The TOGA proposal is entirely aligned and consistent with the Government policy to redevelop the surrounding lands.</p> <p>The proposed building envelope, including a chamfered form and setbacks, are designed to enhance the presence of the former Parcels Post building and respect the State heritage curtilage of the site. The proposed building envelope is however commensurate with the scale of built form proposed on the adjoining sites and will contribute to the mix of uses, and intensity of development required for this transformational place anchoring the southern CBD.</p> <p>The proposed public domain upgrades will provide a world-class transport gateway, presenting a positive experience for visitors, workers and</p>

Policy	Key Objectives/Outcomes	Consistency
	place at heart of the southern Harbour CBD'	residents when arriving or departing from Central Station.
<i>NSW Government Architect – Better Placed</i>	<ul style="list-style-type: none"> <li>▪ Better Placed guides best practice design processes through a series of objectives.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Better fit – the proposal is 'of its place' through adapting and integrating heritage fabric as a key component of the development. Further the proposed building envelope provides a transition in scale from providing setbacks to the former Parcels Post building to supporting the city scale towers at the Western Gateway tower cluster.</li> <li>▪ Better performance – the proposal commits to achieving high sustainability for tourist accommodation and commercial office development.</li> <li>▪ Better for community – the proposal connects communities through improved thoroughfares throughout the precinct and to Central Station, delivering an inclusive space by providing multiple public domain levels with fewer steps and gradients, and providing a diverse precinct that includes not only commercial office but retail, public spaces (such as the viewing platform), and tourist accommodation including conference and meeting facilities.</li> <li>▪ Better for people – the proposal improves the safety and comfort of pedestrian spaces within and surrounding the site.</li> <li>▪ Better working – the proposal delivers functional north-south and east-west pedestrian links that are efficient and fit for purpose.</li> <li>▪ Better value – the proposal creates value for Government and the community.</li> <li>▪ Better look and feel – the proposal delivers a more engaging, inviting and attractive western entrance to Central Station and the southern boundary of the proposed new public square north of the site.</li> </ul>
<i>NSW Government Architect – Design Guide for Heritage</i>	This recently released document offers a resource for good design in heritage places.	<p>One of the key objectives of contemporary conservation practice is to retain as much of the significant original fabric as possible, however, this does not preclude change. Rather contemporary conservation intends to guide appropriate management of change, informed by an understanding of significance and with consideration for the necessary ongoing use of the place.</p> <p>The TOGA proposal celebrates the heritage and history of the site and has the ability to conserve and maintain highly significant fabric and remove intrusive additions. It is noted that the existing roof</p>

Policy	Key Objectives/Outcomes	Consistency
		of the Adina Apartment Hotel building on site has been identified as neutral and does not contribute to the heritage significance of the site. As such, development at the site can be undertaken in a way considered sympathetic to the heritage character of the place including the provision of vertical separation to the original item, and by siting any proposed new tower or vertical extension of the building with consideration of the heritage significance of the site and structural intervention/solutions.
<i>NSW Government Architect – Aligning Movement and Place</i>	This document seeks consideration of place when developing transport systems, through collaborative working between the community, and movement and place practitioners, to ensure that transport systems better support our places.	The TOGA proposal integrates the efficient movement of people to and from Central Station and surrounding transport hubs, and the amenity and quality of places by enabling the upgrade and expansion of Henry Deane Plaza as an attractive and sustainable space.

### 6.1.2. City of Sydney Strategies

The following table identifies the local strategic policies relevant to the site and describes the contribution the proposed redevelopment will make with delivering local planning outcomes.

**Table 5 – Local Strategic Planning Policies**

Policy	Key Objectives/Outcomes	Consistency
<i>Sustainable Sydney 2030</i>	<ul style="list-style-type: none"> <li>▪ Sustainable Sydney 2030 was adopted by the City of Sydney in 2008 and expresses the community's vision and the City's commitment to the sustainable development of the LGA to 2030.</li> <li>▪ The Strategy is guided by ten directions that aim to achieve a "lively, engaging city centre" through the "sustainable development, renewal and design" of development.</li> <li>▪ These ten directions are supported by a number of objectives and actions to achieve the vision for the LGA.</li> <li>▪ The City of Sydney is currently reviewing the Sustainable Sydney 2030 plan, to be superseded by a strategic framework document guiding development to 2050.</li> </ul>	<ul style="list-style-type: none"> <li>▪ The proposal is consistent with a number of actions including:</li> <li>▪ The proposal supports the city economy through support of the Innovation Precinct and delivery of substantial commercial office floor space in a constrained CBD environment.</li> <li>▪ The proposal supports the city in enhancing its global position and attractiveness as a destination for people, business and investment.</li> <li>▪ The proposal supports Sydney to be positioned locally, nationally and internationally as a destination for business, investment, and tourism through delivery of a new hotel and in support of the Innovation Precinct.</li> <li>▪ Providing retail and hospitality opportunities on the site in support of the commercial office activity in the CBD.</li> </ul>

Policy	Key Objectives/Outcomes	Consistency
<i>Draft Central Sydney Planning Strategy</i>	<ul style="list-style-type: none"> <li>▪ 'Future Zone of High Density' in southern CBD indicates potential uplifts through design-led iterative process</li> <li>▪ Central Station Precinct to improve public space connections</li> <li>▪ Increase pedestrian priority with access over railway lands from Lee Street to Chalmers Street</li> <li>▪ Prince Alfred Park sun protection to apply all year between 10:00am to 2:00pm</li> <li>▪ Maintain views to Central Station Clock Tower</li> <li>▪ Railway Square/Central Station Special Character Area</li> </ul>	<p>The proposed redevelopment of the TOGA lands is consistent with the draft Strategy, including the potential for built form uplifts through a design-led process. The proposal includes increased height and floor space for a 100% commercial office and hotel tower in line with the objectives of the draft Strategy. The site is within a future zone of high density, and the proposal maximises this opportunity and contributes to the new employment floor space target outlined within the draft Strategy.</p> <p>The proposal will involve a competitive design process to achieve design excellence on the site, and will commit to delivering sustainability outcomes above those required under the existing planning controls as outlined at <b>Appendix M</b>.</p> <p>The built form within the indicative concept design has been designed to respond to the key priorities and desired outcomes identified within the draft Strategy, including improved public space connections, sun protection to Prince Alfred Park between 10:00am and 2:00pm throughout the year, protection of views to the Central Station Clock and consistency with the desired future character for Railway Square and Central Station.</p> <p>It is noted that Henry Deane Plaza is not identified within the draft Strategy as an area of public open space, but rather as an area of increased pedestrian priority (Structure Plan, page 232).</p>
<i>City Plan 2026 (LSPS)</i>	<ul style="list-style-type: none"> <li>▪ An additional 200,000 new jobs are required by 2036</li> <li>▪ Ensuring new development delivers floor space to accommodate these extra workers is crucial to securing the economic growth of Greater Sydney, NSW and Australia.</li> <li>▪ Two of the key moves within the LSPS are to strengthen Central Sydney's economic role, and to build an internationally competitive knowledge-intensive business clusters in the Innovation Corridor.</li> </ul>	<p>The proposal contributes to the achievement of the new employment targets outlined within the LSPS. Specifically, the LSPS identifies an ambitious new jobs target of 200,000. Of this jobs target, approximately 150,000 new jobs can be accommodated within the existing capacity including jobs delivered through the Central Sydney Planning Strategy. As such, the delivery of additional jobs through projects such as the Western Gateway sub-precinct will be critical in delivering upon the objectives of the LSPS.</p>



Policy	Key Objectives/Outcomes	Consistency
		The proposal also contributes to the City's key moves to not only strengthen Central Sydney's economic role by delivering significant employment floor space within Central Sydney not currently available under the existing planning controls, but also to contribute to the delivery of an internationally competitive knowledge-intensive business cluster in the Innovation Corridor. This key move is supported by the proposal through its contribution to the first stage of Tech Central.
<i>Visitor Accommodation Action Plan (Hotels and Serviced Apartments) (2015)</i>	The health of Sydney's visitor economy is important to the NSW and the Australian tourism industry. The Action Plan states that the City of Sydney should provide a positive environment for investment by removing barriers and having a positive policy approach to accommodation development rather than through incentives or supply targets.	The proposal will make a significant contribution to the visitor accommodation market around Central Sydney and the future Tech Central.

## 6.2. CONSISTENCY WITH SECTION 9.1 MINISTERIAL DIRECTIONS

The proposal is consistent with the applicable Ministerial Directions as described below.

**Table 6** – Consistency with the Section 9.1 Ministerial Direction

No.	Direction	Objectives	Consistency	Comment
<b>1</b>	<b>Employment and Resources</b>			
1.1	Business and Industrial Zones	(a) encourage employment growth in suitable locations, (b) protect employment land in business and industrial zones, and (c) support the viability of identified centres.	YES	The proposal gives effect to this direction as it retains areas and locations of existing business zones. The proposal increases the total potential floor space area for employment uses and related services. The proposed new precinct for high density employment is in accordance with the direction of the draft CSPA and the LSPA and is proposed in support by TfNSW.
1.2	Rural Zones – N/A			
1.3	Mining, Petroleum Production and Extractive Industries – N/A			
1.4	Oyster Aquaculture – N/A			
1.5	Rural Lands – N/A			
<b>2</b>	<b>Environment and Heritage</b>			

No.	Direction	Objectives	Consistency	Comment
2.1	Environment Protection Zones – N/A			
2.2	Coastal Protection – N/A			
2.3	Heritage Conservation	Conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance.	YES	The proposal gives effect to this direction as it includes provisions to facilitate the conservation of a heritage item as per the terms of the Conservation Management Strategy ( <b>Appendix D</b> ).
2.4	Recreation Vehicle Areas – N/A			
2.5	Application of E2 and E3 Zones and Environmental Overlays in Far North Coast LEPs – N/A			
<b>3</b>	<b>Housing, Infrastructure and Urban Development</b>			
3.1	Residential Zones – N/A			
3.2	Caravan Parks and Manufactured Home Estates – N/A			
3.3	Home Occupations – N/A			
3.4	Integrating Land Use and Transport	Improving access to housing, jobs and services by walking, cycling and public transport. Supporting the efficient and viable operation of public transport services.	YES	The proposal gives effect to this direction as it provides additional employment within close proximity of public transport, enhances the amenity of access to Central Station and reduces reliance on private car ownership.
3.5	Development Near Licensed Aerodromes	To ensure that their operation is not compromised by development that constitutes an obstruction, hazard or potential hazard to aircraft flying in the vicinity.	YES	The proposal gives effect to this direction as the proposed building height will not adversely impact aircraft operation or protected airspaces as outlined at <b>Appendix G</b> .
3.6	Shooting Ranges – N/A			
<b>4</b>	<b>Hazard and Risk</b>			
4.1	Acid Sulfate Soils	The objective of this direction is to avoid significant adverse environmental impacts from the use of land that has a probability of containing acid sulfate soils.	YES	The site is affected by Class 5 Acid Sulfate Soils. The proposal is not inconsistent with this direction as management of Class 5 Acid Sulfate soils is readily possible within a development application.
4.2	Mine Subsidence and Unstable Land – N/A			
4.3	Flood Prone Land	To ensure that development of flood prone land is consistent with the NSW Government's Flood Prone Land Policy and the principles of the Floodplain Development Manual 2005	YES	The site is affected by localised flooding as stated at <b>Appendix K</b> . The proposal is not inconsistent with this direction as flood planning levels are to be incorporated within the development



No.	Direction	Objectives	Consistency	Comment
				application as per the requirements of the existing planning controls.
4.4	Planning for Bushfire Protection – N/A			
5	Regional Planning			
5.1	Implementation of Regional Strategies – N/A			
5.2	Sydney Drinking Water Catchment – N/A			
5.3	Farmland of State and Regional Significance on the NSW Far North Coast – N/A			
5.4	Commercial and Retail Development along the Pacific Highway, North Coast – N/A			
5.5-5.7 (Revoked)				
5.8	Second Sydney Airport: Badgerys Creek – N/A			
5.9	North West Rail Link Corridor Strategy – N/A			
5.10	Implementation of Regional Plans – N/A			
5.11	Development of Aboriginal Land Council land – N/A			
6	Local Plan Making			
6.1	Approval and Referral Requirements	Ensure that LEP provisions encourage the efficient and appropriate assessment of development.	YES	The proposal is not inconsistent with this direction as it follows a standard planning pathway under existing legislation.
6.2	Reserving Land for Public Purposes	To facilitate the provision of public services and facilities by reserving land for public purposes	YES	The proposal does not seek to create new zonings or reservations of land for public purposes without the approval of the relevant public authority and the Secretary of the DPIE.
6.3	Site Specific Provisions	Discourage unnecessarily restrictive site-specific planning controls.	YES	The proposal is consistent with this direction as it relates only to land use, and key principal building controls, and does not seek to contain or refer to drawings that show details of the development proposal.
7	Metropolitan Planning			
7.1	Implementation of A Plan for Growing Sydney	The objective of this direction is to give legal effect to the planning principles; directions; and priorities for subregions, strategic centres and transport gateways contained in A Plan for Growing Sydney.	YES	The proposal gives effect to this direction as outlined within <b>Section 6.1.1</b> .
7.2	Implementation of Greater Macarthur Land Release Investigation – N/A			

No.	Direction	Objectives	Consistency	Comment
7.3	Parramatta Road Corridor Urban Transformation Strategy – N/A			
7.4	Implementation of North West Priority Growth Area Land Use and Infrastructure Implementation Plan – N/A			

## 6.3. STATUTORY PLANNING FRAMEWORK

It is anticipated that future development facilitated by the rezoning application on the site would be development classified as State Significant Development (**SSD**) in accordance with the State Environmental Planning Policies that apply to the site and the proposed land use activities as outlined in the table below.

The table also identifies the current local planning controls which apply to the site, including the built form controls which are considered incompatible with the strategic policy objectives for the precinct. Further discussion regarding the alignment of the strategic and statutory planning matters is provided within **Section 0** of the report.

**Table 7 – Statutory Planning Controls**

Instrument	Key Objectives/Controls	Compliance
<i>State Environmental Planning Policy (State and Regional Development) 2011</i>	<p>Clause 13(2)(b), Schedule 1 of the SRD SEPP declares development for tourist related development (but not including any commercial premises whether separate or ancillary to the tourist related component) that has a capital investment value of more than \$10 million and is located in an environmentally sensitive area of State significance or a sensitive coastal location as SSD.</p> <p>The Minister for Planning is the consent authority for SSD made by or on behalf of a public authority, or for development where no more than 50 unique objections have made on the development application, and/or the relevant council has not objected to the application.</p>	<p>While the existing building on the site (former Parcels Post building) is identified as a local heritage item, the site sits within the State heritage listed 'Sydney Terminal and Central Railway Stations Group'.</p> <p>As the proposed hotel component of the development will exceed a capital investment value of more than \$100 million, (or \$10 million in an environmentally sensitive area of State significance) the future development on the site will be submitted for approval as a SSD development application.</p>
<i>State Environmental Planning Policy (Infrastructure) 2007</i>	<ul style="list-style-type: none"> <li>Facilitates the effective delivery and protection of infrastructure, including electricity transmission and distribution, railways and rail infrastructure facilities and development adjacent to classified roads</li> <li>Requires assessment of the potential impact of development of land immediately adjacent to a rail corridor and classified road</li> </ul>	<p>The TOGA land can be developed without resulting in any negative impacts on the safety or ongoing operations within the rail corridor. The proposed land use activities will encourage the increased use of public transport. The proposed hotel, commercial offices and retail can be designed to avoid noise and air quality impacts in accordance with the SEPP requirements.</p> <p>As future development on the site will affect an existing electricity substation,</p>

Instrument	Key Objectives/Controls	Compliance
<i>State Environmental Planning Policy No 55—Remediation of Land</i>	SEPP 55 provides a State-wide approach to the remediation of contaminated land, and primarily promotes the remediation of contaminated land for the purpose of reducing the risk of harm to human health.	<p>the future detailed SSD DA will be referred to Ausgrid for comment.</p> <p>A Preliminary Site Investigation (PSI) has been prepared to inform the preparation of this proposal (<b>Appendix J</b>). The PSI identified a moderate risk of contamination on the site due to historic uses proposed on the site.</p> <p>Subject to the completion of a pre-demolition hazardous building material survey, and intrusive soil and groundwater investigation, it is considered that the site can be made suitable for the proposed development. Remediation works required to support the proposed development would be outlined within a future development application.</p>
State Heritage Register	<ul style="list-style-type: none"> <li>▪ The 'Sydney Terminal and Central Railway Stations Group' is listed under the State Heritage Register</li> </ul>	<p>A Conservation Management Strategy is included within the Heritage Impact Statement (<b>HIS</b>) at <b>Appendix D</b> which considers the proposed development of the indicative concept design and provides recommendations and mechanisms to ensure the future works are underpinned by a detailed understanding of the heritage values of the place.</p> <p>The HIS was prepared to support the proposal of a tower form above the existing building and assesses the potential impacts arising from the proposed development considering both the State and local heritage listings (refer below), the CMS and other relevant heritage requirements.</p>
<i>Sydney Local Environmental Plan 2012</i>	<ul style="list-style-type: none"> <li>▪ Zoned B8 Metropolitan Centre and any development that is not exempt or prohibited is permitted</li> <li>▪ Maximum building height of 35 metres over Lot 30 with no control applying to the balance of the site (Lot 13) and maximum floor space ratio of 3:1. Potential for 10% bonus to height or FSR by competitive design process</li> </ul>	<p>The proposal complies with the land use objectives and permitted uses for the B8 zone.</p> <p>However, the indicative built form exceeds both the maximum height and FSR provisions. Each of these controls will need to be updated as part of this proposal to enable the NSW government objectives to be achieved as outlined in</p>

Instrument	Key Objectives/Controls	Compliance
	<ul style="list-style-type: none"> <li>▪ The site is identified within Central Sydney but as the site does not benefit from accommodation floor space bonuses, is not required to purchase heritage floor space other than on design excellence floor space (if achieved).</li> <li>▪ Adina hotel building is listed as item of local heritage significance (1855): <i>Former Parcels Post Office including retaining wall, early lamp post and building interior</i></li> <li>▪ Maximum car spaces for office/business/retail with <math>&gt;3.5:1</math> FSR <math>(G \times A) / (50 \times T)</math> where M = car spaces, G = office/business/retail GFA, A = site area and T = total GFA)</li> <li>▪ Development consent must not be granted to development on land unless the consent authority is satisfied that the development is compatible with the flood hazard of the land.</li> <li>▪ Clause 6.53 of the SLEP applies only to the Western Gateway Sub-Precinct including the site. In accordance with this clause it is noted: <ul style="list-style-type: none"> <li>– No additional shadows on Prince Alfred Park from 10:00am-2:00pm, all year round</li> <li>– A Concept DA or a site-specific DCP is not required to be prepared for the site.</li> <li>– The proposal includes amendments to the Draft Design Guidelines as outlined in Section 8.</li> <li>– It is proposed that an equivalent clause is added to apply to Block C which will permit development on the site of up to RL 211.9 and with a maximum GFA of 43,000sqm.</li> <li>– No residential accommodation is proposed within Block C.</li> </ul> </li> </ul>	<p>the strategic land use and transport planning policies.</p> <p>The proposed maximum height control does not breach the Prince Alfred Park sun access plane as amended by clause 6.53 of the SLEP.</p> <p>Development within the Western Gateway sub-precinct are not proposed to be subject to a site specific DCP (or Concept development applications). Rather, the detailed design of each development will be subject to consistency with the Draft Design Guide as outlined in Section 8.</p> <p>All other local planning provisions can be addressed within the future development application, including protection of the heritage significance of the former Parcels Post building, maximum car parking provisions, and flood planning requirements.</p>
Sydney Development Control Plan 2012	<ul style="list-style-type: none"> <li>▪ Setback additions to heritage items a min. 10m from the street wall height</li> <li>▪ Existing underground pedestrian link to be extended further north</li> <li>▪ On-site car parking restricted based on public transport access, with car share, bike parking and associated facilities to be provided on-site</li> </ul>	<p>As per clause 11 of the SRD SEPP, development control plans do not apply to SSD.</p> <p>The proposed redevelopment of the site however responds to each of the detailed design guidelines within the DCP, including the special character</p>

Instrument	Key Objectives/Controls	Compliance
	<ul style="list-style-type: none"> <li>▪ City Living Area with base hours and extended hours for High Impact and Low Impact Premises</li> <li>▪ Detailed guidelines apply to specific development typologies including built form, setbacks, design, etc</li> </ul>	<p>provisions, improved pedestrian connections, streetscape activation and increased use of public transport, cycling and walking as a means of transport.</p> <p>The proposed tower envelope does not provide a min. 10m setback from the street wall established by the former Parcels Post building, proposing instead a proposed vertical separation between the upper level addition and the heritage building façade, and a minimum 5-10m setback from the northern and western facades of the former Parcels Post building as per the recommendations of the DRP and to achieve a viable commercial floorplate.</p>

# STRATEGIC JUSTIFICATION OF PROPOSAL

## 7.1. STRATEGIC MERIT

The development proposed by TOGA is aligned and consistent with each of the above policies as outlined in detail within **Sections 5 and 6**. The proposal can demonstrate strategic merit as summarised below.

- The proposal unlocks significant opportunity for urban renewal and connectivity on a strategically important site adjacent to the new Sydney Metro and Sydney Light Rail to achieve the '30 Minute City' concept
- The proposal delivers significant investment of approximately \$500 million in the Eastern Economic Corridor, Central to Eveleigh Urban Transformation Corridor and Western Gateway sub-precinct.
- The proposal includes the construction of a world-class hotel in a highly accessible location within walking distance of tourist and entertainment precincts and airport rail link services to attract international and domestic visitors further supporting the role of Central Sydney as a cultural hub.
- Delivery of approximately 28,000sqm of additional commercial floorspace to meet the needs of the 'smart technology' sector and generating approximately 2,800 additional jobs within the southern part of the Harbour CBD and contributing to the draft LSPS target of 200,000 additional jobs in the LGA by 2036.
- Increasing pedestrian capacity, priority and amenity aligned with NSW government investment in public transport and forecast increases in commuter movements in accordance with Transport for NSW 2056 projections and the Place Strategy for the Camperdown-Ultimo Collaboration Area.
- Providing significant public domain upgrades to improve the attractiveness of the place, including provision for the potential future closure of local road(s) to improve pedestrian links and safety.

The State and regional environmental planning outcomes identified within the strategic land use and transport policies will only be realised if the current built form controls are varied or uplifted to enable an SSD development application for the proposed development to be determined.

## 7.2. SITE-SPECIFIC MERIT

The proposal comprises site-specific merit for inclusion within the Western Gateway sub-precinct as outlined in the following sections.

### 7.2.1. Completing the Western Gateway Sub-Precinct

The site is the key to completing the future development potential of the Western Gateway sub-precinct at Central Station. In addition to being visually prominent at the entry of the precinct, the site controlled by TOGA provides critical pedestrian access between Railway Square and Central Station via the Devonshire Street Tunnel and Henry Deane Plaza.

Furthermore, the proposal has site specific merit through the opportunities created through its delivery as outlined below:

- Following the redevelopment of the site, the project can facilitate the delivery of an additional north-south pedestrian link through the precinct, currently not available. This link will connect into the proposed extension of the Central Walk once completed to readily connect the Sydney Metro platforms at Central Station to the Western Gateway sub-precinct.
- The proposal can be delivered contemporaneously with the Atlassian development, a significant additional technology-focused office space (circa 77,000sqm), ensuring the NSW Government and Atlassian's desired initial critical mass for the Technology Precinct is realised in the shortest possible timeframe.
- The proposal enhances the public domain to the north of Block B and the surrounding public realm, including the interface with the future third public square (Third Square) planned by the City of Sydney.
- Improve access through the east-west pedestrian link to Central Station and augment access to Lee Street and associated tunnel.



- The proposal can deliver conference and meeting offerings and additional forms of short stay accommodation solutions to support the Technology Precinct.
- The proposal will deliver a world class tourist and visitor accommodation offering including approximately 230 hotel rooms to the Southern CBD market.

### 7.2.2. Public benefits

The TOGA proposal seeks to leverage the NSW government investment in transport infrastructure by delivering complementary and supplementary public domain upgrade works that will make a major contribution to improved amenity within the Central Station Precinct. The proposed benefits include:

- Iconic and city-shaping built form that delivers a world-class transport gateway experience for international and domestic tourists visiting the Harbour CBD.
- Delivery of improved publicly accessible open space to increase pedestrian capacity and accommodate the substantial forecast increase in commuters and other public transport users moving through the Western Gateway sub-precinct to the southern part of the CBD and surrounding areas.
- Delivery of a future integrated basement with Block B to consolidate multiple vehicular access points throughout the Western Gateway sub-precinct and provide greater pedestrian connection and activation along the northern frontage of the former Parcels Post building and interface with Sydney's future Third Square.
- Increased public access through the heritage listed former Parcels Post building at ground level, as conserved and adapted in accordance with the principles of the CMS.
- Additional east-west and north-south pedestrian connections within the Western Gateway sub-precinct, including covered walkways, quality retail offering and landscaping to encourage people to dwell, as well as move through the precinct.

The TOGA proposal provides a unique opportunity to collaborate with Government and deliver an iconic city-shaping development aligned with the delivery of major public transport infrastructure. As demonstrated within the Economic Impact Statement included at **Appendix F**, the proposal also delivers a significant financial return for the Government in terms of quantifiable public benefits.

### 7.2.3. Environmental values

The site is not restricted by significant environmental constraints on the site. The proposed development can therefore be facilitated without adverse environmental impacts. While the site is subject to heritage constraints and considerations, as outlined within the CMS and HIS annexed to this report, a proposed tower on the site can overcome these constraints and rather enhance the site via the conservation of the former Parcels Post building façades which are in poor condition, reinstatement of the significant open plan interiors and through enhanced public access and activation.

### 7.2.4. Land-use compatibility

The proposed land uses, being commercial office premises, retail premises, business premises, and hotel and motel accommodation are compatible land uses with the existing and future desired character of the area and permitted within the B8 Metropolitan Centre zone. The introduction of commercial office on the site is compatible with the proposal to create a technology precinct within the Western Gateway sub-precinct and provides critical mass for the first stage of the Tech Central.

### 7.2.5. Services and infrastructure

As outlined within the Services Infrastructure Statement include at **Appendix K**, existing services surrounding the site can either support the proposed development or can be readily augmented to support the proposal.

The proposal does rely upon the coordination of adjacent landowners to deliver an integrated basement to accommodate car parking, service parking spaces, and basement services for the proposal. A coordinated basement car park has been designed within the reference scheme as the 'ultimate' scenario when all Blocks within the Western Gateway sub-precinct are redeveloped. Notwithstanding however the basement

design can be readily augmented to be accessed via the northern ROW in the event that Block C is redeveloped prior to the completion of adjacent development on either Block A or Block B.

## 7.3. LIKELY ENVIRONMENTAL EFFECTS

### 7.3.1. Heritage

As outlined within **Section 6.3**, the site is located within the 'Sydney Terminal and Central Railway Stations Group' which listed on the State Heritage Register. Further, the existing building located on the site, being the former Parcels Post building is identified as a local heritage item.

It is proposed to refurbish the Adina Apartment Hotel building to restore its original features and celebrate its significance to the 'Sydney Terminal and Central Railway Stations Group'. A Heritage Impact Statement (HIS) (**Appendix D**) is attached to this report which support the appropriateness of a vertical addition to the existing building and associated changes to supporting structures such as a heritage wall on the northern portion of the site, and the proposed amendment to the local planning controls to facilitate this outcome, subject to recommendations for the detailed design of the future development.

Recommendations for the future design of the proposal on heritage grounds include:

- The future development proposal should be developed in consultation with relevant stakeholders including Heritage NSW.
- The future development proposal should be subject to a design excellence competition and must work within the proposed maximum envelope.
- Future detailed design must be subject to heritage and other specialist advice and incorporate sensitive design to mitigate visual impacts and to ensure that any development does not dominate the heritage item. This will include further refinement of a proposed tower within the proposed envelope guided by heritage and specialist advice, however, notably should include consideration of:
  - the interface with the southern and eastern facades for new cores;
  - vertical separation to the tower;
  - refining massing and consideration of overall bulk and scale as well as setbacks;
  - consideration of materiality and façade treatments to the tower; and
  - treatment of tower cores and lobbies adjacent to the heritage item (to the south and east) to have regard for the symmetry of the principal western façade, to ensure the original form and facades remain able to be interpreted and to minimise intervention, particularly to the intact southern façade.
- Future proposals should have regard for the CMS (Urbis 20209), the heritage significance of the site and component elements as identified therein and relevant CMS policy. Modifications to the building are subject to heritage advice and the preparation of a formal HIS.
- An appropriate structural solution is a critical aspect of future design proposals. Whilst intervention and demolition is anticipated, future proposals should seek to allow for reinforcement and reinterpretation of, rather than wholesale demolition of the structural grid, allowing for reinterpretation of the original character and spatial qualities of the building. The advice of a structural engineer with experience in dealing with heritage sites, should be sought.
- Future detailed design should incorporate essential conservation works to be undertaken in accordance with specialist heritage advice.
- Any future redevelopment of the site should increase public access to the former Parcels Post building, particularly to the former public facing ground floor.
- A view analysis should accompany any detailed development application. Any future development should not disrupt significant identified views, notably the visual connection between the site and Central Station, in particular the landmark clocktower, as well as having regard for Railway Square and ensemble of proximate heritage items.
- Future redevelopment would allow for renewal of the interior in a more sympathetic manner and allow for the original design intent of the interior to be interpreted. Where significant works or redevelopment of

the site is proposed, there is a considerable opportunity to retrieve or restore identified significant fabric and spaces. Proposed new works to the interiors should seek to reinstate the open spatial characteristics of the building and enhance visibility to the grid pattern of the internal columns through the removal of contemporary fit out which obscures these elements. Any future proposal should seek to reinterpret known original finishes, (in a contemporary form) as well as reinstating and interpreting significant spaces and volumes.

- Any future adaptive reuse of the building must have regard for significant original fabric and the original character of the place and should be compatible with its conservation and heritage significance.
- There is an opportunity to reconstruct lost or missing elements where possible, such as reinstating the original western façade entry and roof form. Future proposals should seek to reconstruct or reinterpret lost or missing fabric, in accordance with documentation. Any identified intrusive should be removed and made good.
- Where possible, any additions to the eastern and southern façades should minimise intervention to original fabric. Any additions or redevelopment should allow the building to be read in the round as an independent structure and should allow the original form to be interpreted.
- A Heritage Interpretation Strategy should be submitted with the future DA for site. The Heritage Interpretation Strategy will detail how the heritage values of the place will be communicated to the public. This will include identifying themes and narratives for interpretation including Aboriginal and historic/ European themes, as well as identifying potential locations, media and content for interpretation. The Interpretation Strategy must be informed by, complement and build upon (but not duplicate) any precinct-wide strategy or initiatives. It is understood that TfNSW will lead a coordinated approach to interpretation in the Western Gateway sub-precinct, with ongoing consultation and input from Heritage NSW and the respective proponents of Blocks A, B, and C.
- Future proposals and/ or redevelopment should have regard to the setting of the heritage item, notably the rear yard (eastern portion of site) and provide for the interpretation of the yard and connections to the adjacent inward parcels area.

The CMS and HIS provide further guidance on conservation principles and design guidance to ensure future works to and management of the heritage item is appropriate to the integrity of the existing building on the site and the heritage context of the locality. These recommendations are to be incorporated into the proposed planning framework in the following ways:

- Preparation of a separate Conservation Management Plan (CMP) to be submitted with the future detailed SSD DA for the development of Block C. The CMP and any future development of the site should be informed by the CMS.
- The future detailed SSD should be informed by heritage and other specialist advice and stakeholder consultation as set out in the HIS.
- Informing the Draft Design Guide for the Western Gateway sub-precinct to inform future development on the site.
- Informing matters for consideration within a competitive design process to be undertaken for future substantial development on the site.
- Managing construction and completion of the proposed works on site.
- Informing conditions of the ongoing operation of the development.

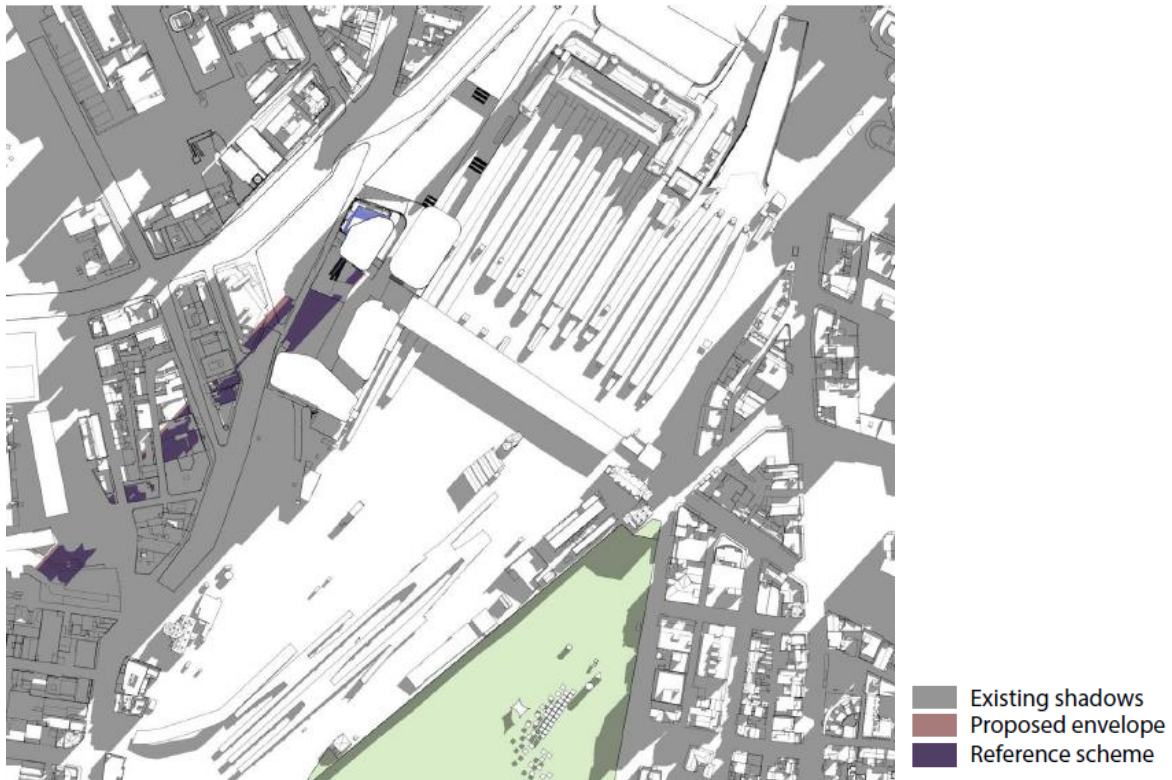
As such, the likely impacts to the heritage significance of the site and surrounding locality can be appropriately managed through the subsequent planning process and through the detailed design of the development.

### 7.3.2. Shadow and Daylight

Shadow diagrams illustrating additional shadows cast by the proposal are provided at **Appendix A**. Additional shadow cast by the proposed development at 21 June are illustrated at **Figure 12**. As illustrated below additional shadow will be cast as a result of the proposed development, however the majority of shadow cast from after 9:00am falls on areas already experiencing overshadowing as a result of existing or future development.

The following shadow diagrams include shadow cast by the reference schemes currently provided for Block A and Block B, to provide a realistic view of additional shadow cast as a result of the proposal, separate to the broader Western Gateway sub-precinct.

**Figure 12** – Shadow diagrams at 21 June (Source: FJMT)



Picture 11 – Shadow cast 9:00am, 21 June



Picture 12 – Shadow cast 12:00pm, 21 June



Picture 13 – Shadow cast 3:00pm, 21 June

It is noted in achieving an appropriate scale of development and increased density in this important city-edge location, it may not be possible to meet the recommended solar access requirements for residential development. Further detailed consideration of any overshadowing impacts of residential development built within this city-edge location would be required as part of a future development application for the site.

### 7.3.3. Wind Assessment

A wind assessment (**Appendix M**) has been prepared by RWDI to inform the proposed building envelopes and future planning controls. The wind assessment includes recommended wind criteria in accordance with the Central Sydney Planning Strategy 2016-2036 to be achieved for future development within the Western Gateway sub-precinct.

Through an assessment using a boundary-layer wind tunnel test, combined with historic meteorological wind records, it is noted that the existing conditions of the Western Gateway sub-precinct (including the winning competition massing for Block A and the reference design massing for Block B) generally satisfy standing and walking conditions. There are only two locations within the Western Gateway sub-precinct and Western Forecourt of Central Station that currently experience a wind condition that passes the relevant sitting criteria.

However a number of locations (17) currently exceed the safety limit criteria including areas along Lee Street, within the Western Forecourt of Central Station, the north-south link, and the future Devonshire stairway and pedestrian bridge *prior* to the inclusion of the proposed development massing.

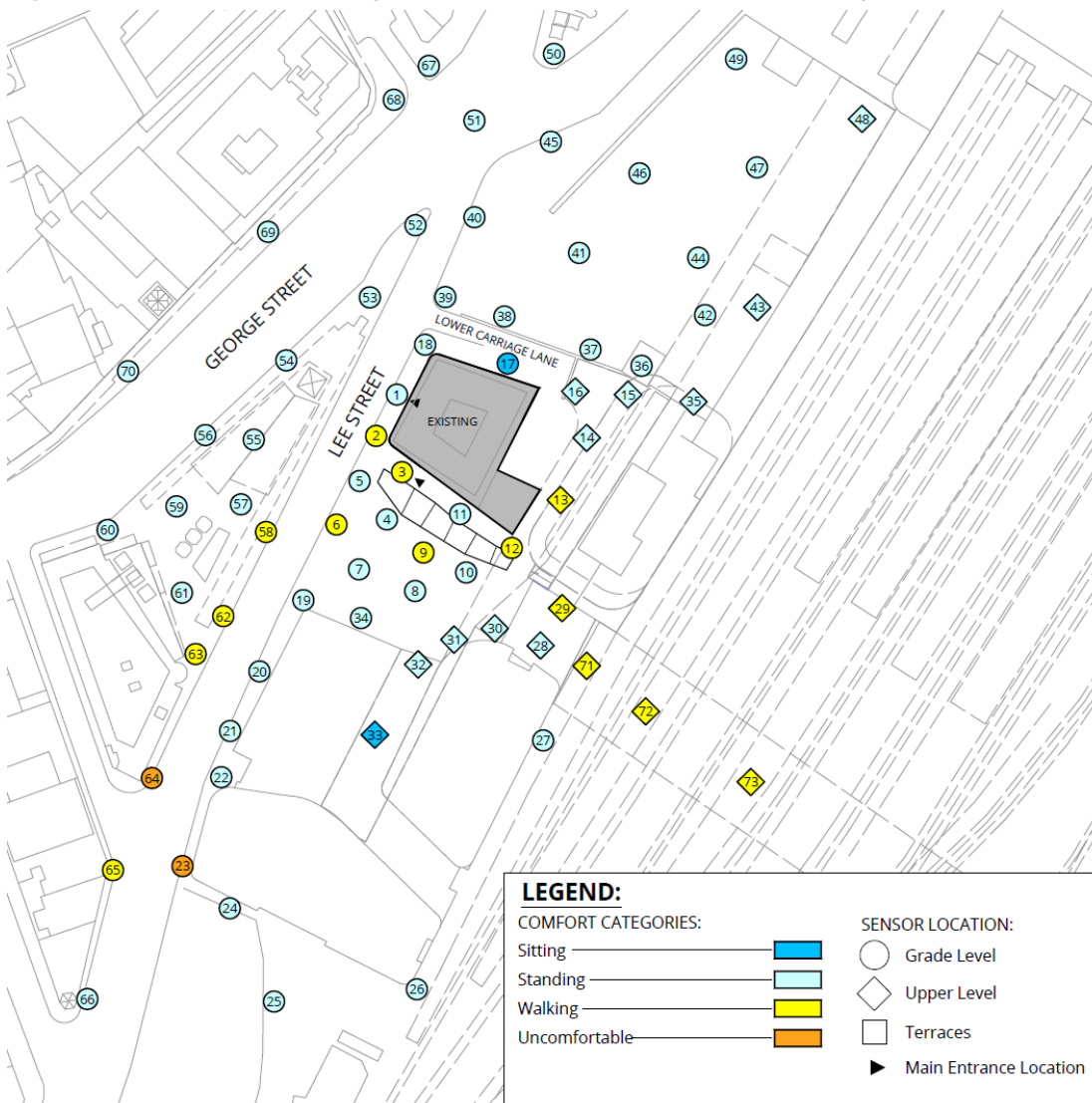
When including the proposed development massing however, in many instances the wind environment is improved across the sub-precinct and the adjacent Western Forecourt area. Specifically, it is noted that when including the proposed development massing on Block C:

- The number of locations which exceed the safety limit criteria are reduced (down to 14), resulting in an improved wind environment in these locations.
- There is a net improvement to the wind conditions for nine locations within the sub-precinct with the inclusion of the proposal on Block C. The inclusion of the development was found to mitigate the following locations:
  - All locations within the Western Forecourt area;

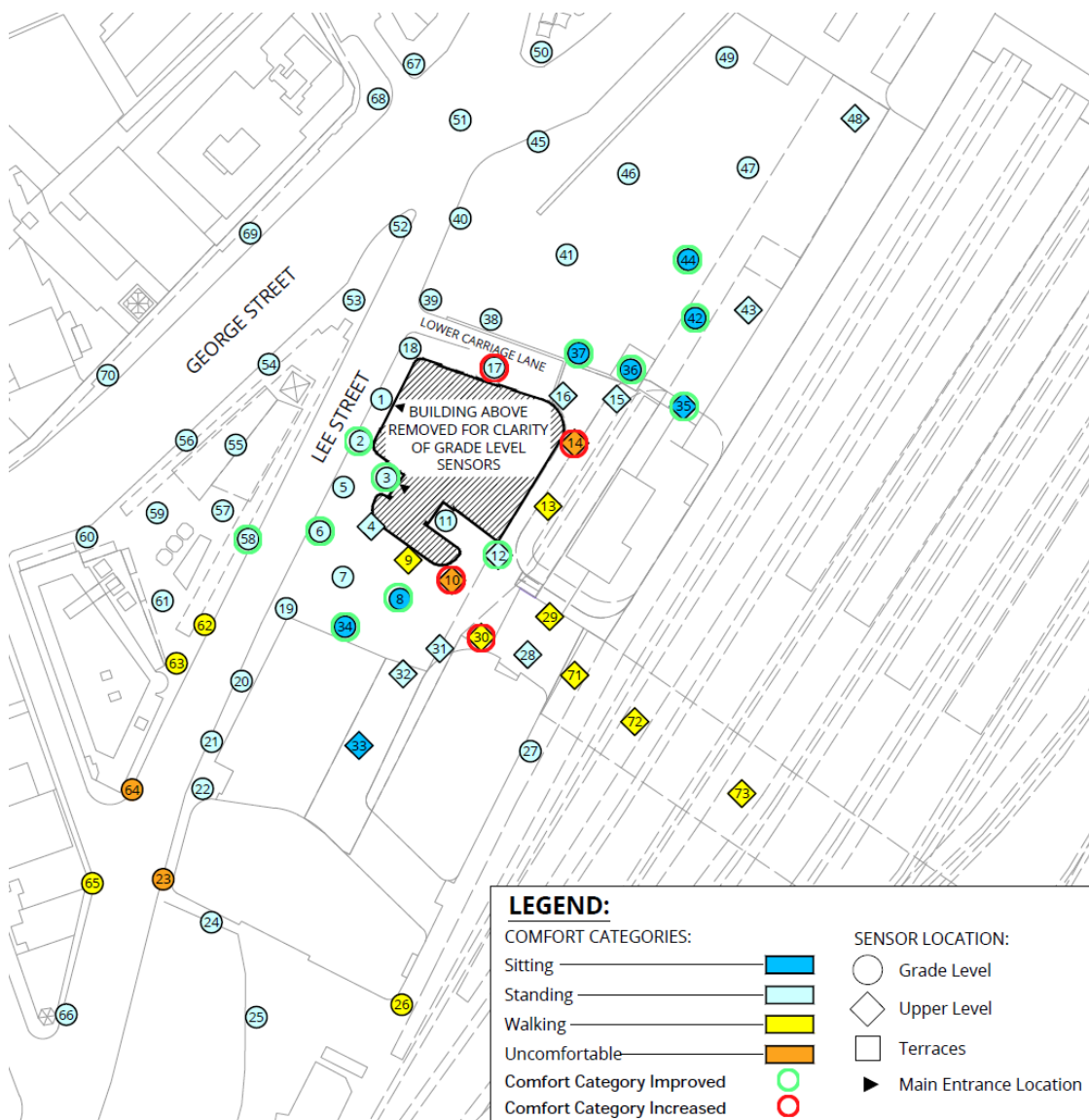


- The western corner of the heritage hotel; and
- Two locations within the north-south link.
- Remaining locations were noted to not be affected by the subject development as they were governed by the existing conditions.
- An additional four locations within the Western Forecourt of Central Station (the general location of the Sydney's future Third Square) are noted to change from achieving a standing criterion to a sitting criterion, demonstrating an improved wind environment in these locations.
- An additional two locations within Henry Deane Plaza, and five locations to the north of the site in the location of the future Third Square are noted to change from achieving a standing criterion to a sitting criterion, demonstrating an improved wind environment in these locations.

**Figure 13** – Comparison of existing wind conditions and wind conditions including proposed development



Picture 14 Existing wind conditions (including Block A and Block B massing)



Picture 15 Wind conditions following inclusion of proposed development massing

Source: RWDI

When including the proposed development massing it is noted that five locations which previously met the safety limited will have a reduced amenity as a result of the proposal. Two of these locations are within the north-south link, two immediately to the south of the proposed building envelope, and one at the upper level OSD link. These exceedances are largely resulting from southern winds being funnelled between Block A and Block B and then interacting with the proposed massing.

To mitigate this impact, it is recommended that:

- The inclusion of horizontal articulation in the Block C built form at the lower levels along the eastern aspect of the development should be considered and is expected to assist in mitigating this noted downwash effect. It is further noted that Block B in the publicly exhibited Environmental Wind Assessment report dated 10 October 2019 (ARUP) may include a temporary roof structure over the Devonshire stairs (leading to the OSD) which if implemented could resolve the wind conditions in this area
- Final resolution of mitigation measures associated with the detailed design of development on Block B may resolve the wind conditions in this area. Notwithstanding, the inclusion of horizontal articulation in the built form at the lower levels along the eastern aspect of the Block C development should be considered and is expected to assist in mitigating this noted downwash effect.
- It is recommended that façade elements be included along the eastern and southern aspects of the Block C massing along the north-south link to capture downwashed winds between the Block A and

Block B massing. It will be important that these elements be developed with an understanding of the mitigation measure required for the Devonshire Street Stairway noted above to ensure a holistic solution.

It is noted that through the finalisation of the Draft Design Guide for the Western Gateway sub-precinct updated locational criteria and mapping for wind impacts in the sub-precinct will be incorporated as part of the Response to Submissions package once further resolution on the future development of Blocks A and B are known.

However, Block C is a separate parallel process that needs to be assessed on its own merits. As demonstrated through this section and the technical report at **Appendix M**, the cumulative technical assessment demonstrates the impacts that the proposed building envelope on Block C will have on the area when introduced to the Western Gateway sub-precinct alongside Blocks A and B. In conclusion the presence of the development was noted to generally improve wind conditions of the precinct with additional areas noted to now satisfy the walking criteria when the proposed built form is included within the model. Wind conditions within the Western Forecourt at Central Station notably improve with the inclusion of the proposed development. Generally, conditions will still satisfy the standing or walking criteria throughout the precinct following development of the proposal as outlined in the **Figure 13** comparison between the existing condition and the surrounding context including the proposed massing.

Compliance with the relevant wind criteria is to be demonstrated within the future detailed SSD DA for the site, however from the wind tunnel assessment completed to date to support the stage 2 rezoning proposal it is noted that following the adoption of mitigation measures, a safe and comfortable ground plane can be delivered and enable the desired activation and amenity.

### 7.3.4. Traffic Impact

The anticipated traffic generation, parking, servicing and access required by the proposed scale of development on the site can be readily accommodated on the site and through the redevelopment of surrounding properties within the Western Gateway sub-precinct.

Due to the restrictions around the existing building on the site, the existing vehicular access to the site is proposed to be amended and vehicular access to the site will ultimately be via a shared access point and driveway from Block B, as described within the Transport Assessment at **Appendix I**. The proposed shared access way is addressed within the technical documentation submitted with the Block B application; however it is noted that:

- The proposal incorporates separate basement car parking and loading dock access via a shared vehicle link.
- The loading dock would allow for up to five service vehicles with all entering and existing the site in a forward direction.
- Set-down/pick-up facilities for the hotel are proposed surrounding the site, including on Lee Street.
- The proposed basement dimensions can accommodate up to 100 car parking spaces, which based on the current land use mix is slightly greater than the City of Sydney maximum provisions included within the relevant planning controls. As such, the basement can accommodate the required car parking provision in accordance with the planning controls, subject to detailed provision in a subsequent DA.

The trip generation associated with the proposed development includes a potential 1,140 person trips in any weekday peak including:

- 936 trips by public transport
- 114 trips by active means
- 57 trips by car (as driver)
- 28 trips by car passenger (private, taxi, rideshare)

Based on the above trip generation, the proposed development is not expected to materially affect the function or safety of the surrounding road network. With significant expansion of rail service anticipated through the delivery of the Sydney Metro (refer **Section 2.1**), the anticipated use of train, light rail and buses services by the future population of the proposed development is not expected to result in noticeable impacts to the public transport system. Pedestrian movements across the precinct will be accommodated through the

increased delivery of public domain and pedestrian connections through the site, as outlined within the preliminary Public Realm Strategy (refer **Section 4.5.2**).

As stated above and in the Transport Assessment at **Appendix I**, the anticipated traffic generation, parking, servicing and access requirements of the proposal can be readily accommodated on the site and through the redevelopment of surrounding properties within the Western Gateway sub-precinct.

### 7.3.5. Views and Visual Impact

The Central Sydney Planning Strategy prepared by the City of Sydney identifies a number of significant views surrounding the site. Images of the building reference scheme proposed for Block C, in addition to the proposed reference schemes across the remainder of the Western Gateway sub-precinct are included within **Appendix C** and duplicated in at **Figure 14**.

As a result of the proposed Western Gateway sub-precinct development, and for future OSD development at Central Station, the views and character of Railway Square and the locality are intended to change. Change in the character of the locality is also expected within the relevant strategic plans which anticipates significant increases in built form in the locality to accommodate a technology and innovation hub.

The additional built form will include views of the Atlassian and DEXUS/Frasers developments which represents a significant increase in density. As illustrated at **Figure 14**, the proposed building on Block C will be read within the context of these surrounding buildings. Notably the additional massing proposed on Block C is minor compared to Blocks A and B when viewed from Broadway, George Street, and Devonshire Street. From the future public square north of the site, the proposed tower provides a consistent backdrop with the height of the proposed Atlassian tower. Importantly it is noted that the proposed tower provides an appropriate southern interface to the future plaza and does not result in a form that is incongruous with the adjacent Atlassian tower.

From a heritage context perspective, the addition of a tower form at Block C will not detract further from the significance of views to surrounding heritage items nor the reading of the existing Adina Apartment Hotel site. This is managed where the proposed tower envelope and massing is to be designed to create a visual curtilage to the existing heritage item by retaining vertical separation and considering façade treatment and setbacks for the interface zone, such that the tower core is visually recessive and allows the original building form to be read. From a close scale pedestrian view, the subject heritage item will remain the prominent element in views.

Notably when viewed from Lee Street and Railway Square the slim tower form on Block C is spatially separated from existing buildings and approved tower envelopes that are clustered within the sub-precinct so that it does not dominate view towards Central Station or the Clock Tower. The proposed building envelope for Block C does not block views to or between heritage items, does not block access to scenic features or resources beyond the site and will predominantly block areas of open sky from Lee Street or Railway Square.

**Figure 14** – Proposed Reference Scheme Massing Images (Source: Virtual Ideas and Urbis)



Picture 16 – Proposal viewed from Broadway UTS



Picture 17 – Proposal viewed from Pitt Street / Belmore Park

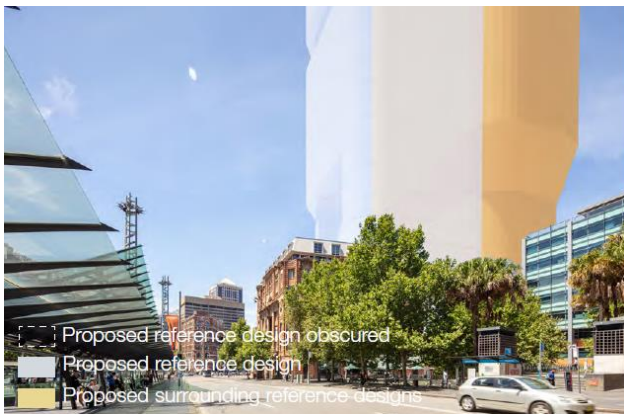




Picture 18 – Proposal viewed from Central Station Concourse



Picture 19 – Proposal viewed from George Street



Picture 20 – Proposal viewed from Lee Street



Picture 21 – Proposal viewed from Railway Square

### 7.3.6. Acoustic and Vibration

The proposal includes hotel and visitor accommodation, commercial office and retail land uses. The most sensitive land use proposed on the site, being hotel and visitor accommodation is an existing land use on the site.

As such, it is considered that acoustic and vibration impacts resulting from adjacent infrastructure including Central Station can be mitigated throughout the detailed SSD DA. Furthermore, two commercial office buildings are proposed in closer proximity to Central Station than the proposal on Block C. As such proposed development on Block C for the purposes of retail and commercial office premises is unlikely to be restricted by acoustic and vibration impacts.

### 7.3.7. Geotechnical and Contamination Assessment

A Geotechnical Assessment has been prepared for the site which is included at **Appendix I**. A Phase 1 Preliminary Site Investigation (**PSI**) has been prepared for the site which is included at **Appendix J**. Due to the proximity of the site to Central Station and historic and likely future uses on the site, the site is considered to pose a moderate risk of contamination, to be confirmed through detailed assessment and testing.

As part of a future development application for the site, the PSI recommends:

- A pre-demolition hazardous building material survey is conducted prior to the demolition of existing structures.
- An intrusive soil and ground water investigation should be conducted to assess the potential for contamination at the site.

The site has a low probability of acid sulfate soils as per the findings of the PSI. Planning for low probability acid sulfate soils can be undertaken through a typical development application process.



### 7.3.8. Ecologically Sustainable Development

The proposal commits to best practice ESD Targets as outlined within **Appendix M**, including though not limited to:

- 5.5-star NABERS Energy rating for commercial uses with a Commitment Agreement,
- 4.5-star NABERS Energy rating for hotel uses with a Commitment Agreement,
- 4-star NABERS Water rating for commercial uses,
- 4-star NABERS Water rating for hotel uses,
- Silver core and shell WELL rating (or equivalent industry standard) for commercial uses,
- Target a 6-star Green Star Design and As-Built rating (version 1.2) but achieve a minimum 5-star Green Star Design and As Built rating (version 1.2),
- Bicycle storage and end of trip facilities to be provided in line with Green Star requirements at a minimum,
- Encourage vehicle charging bays provided with electric vehicle charging infrastructure,
- Encourage principles of biophilipia in design, such as incorporating green walls and roofs,
- Explore opportunities to use low carbon materials,
- Reduce peak outflows and meet all regional stormwater quality objectives.

It is understood that the wider Western Gateway sub-precinct may collectively contribute to the achievement of sustainability targets and goals. This however will be the subject of future coordination as part of the preparation of detailed SSD development application for the precinct, guided by the terms of the Draft Design Guidelines (June 2020).

### 7.3.9. Economic and Social Impacts

The TOGA proposal will deliver significant economic benefits to the region and the State based on its substantial financial investment, long-term employment generation and catalytic effect to realise the economic objectives for the Western Gateway sub-precinct. Specifically, the proposal includes a significant amount of employment generating floor space, up to 43,000sqm, within a new innovation hub in the southern CBD.

The Economic Impact Statement prepared by Urbis and included at **Appendix G**, demonstrates that there is a net economic benefit for Government, using the recommended cost-benefit analysis methodology, as a result of the proposal.

It is anticipated the proposed land use activities will generate approximately 2,274 direct and indirect ongoing employment opportunities, including approximately 143 jobs associated with the hotel, 1,270 jobs associated with the commercial offices and 180 jobs associated with the retail floor space.

The proposal has an estimated direct investment value of \$428 million and will result in a major investment within the Western Gateway sub-precinct, with anticipated flow-on effects for the southern part of the Sydney CBD and the Central to Eveleigh urban renewal corridor. Other non-financial benefits of the proposal include:

- Increased capacity for commuters using the western entrance/exit of Central Station.
- Uplift associated with improved aesthetics through public art and thoughtful design of the proposed development, contributing not an increase in total number of visitors to the Western Gateway sub-precinct.
- Catalytic impact to the wider Central Station area, transforming it to a place people value and want to visit, work and stay.
- Supporting the development of a technology epicentre within the Central-Eveleigh corridor which will facilitate a start-up ecosystem and act as an enabler for further technological innovation and growth.

- Uplift in the economy through visitations by international guests to events and functions held on the site and in the precinct.

As demonstrated within the Economic Impact Statement included at **Appendix F**, the proposal also delivers a significant financial return for the Government in terms of quantifiable public benefits including:

- A net benefit of \$166.2 million (all values are in 2019 dollars) and a Benefit Cost Ratio (**BCR**) of 1.4 over a 30 year horizon.
- Net benefits of \$513.1m and \$30.0m and BCRs of 2.1 and 1.1, when a lower and upper bound social discount rate of 3% and 10%, respectively is applied.

Impacts of COVID 19 may continue to affect the development when it commences operations from 2026. Given the uncertainty of the medium-term impact of COVID 19 on economic conditions in Australia and Sydney in particular, there is currently no evidence with which to adjust the calculation of the economic impact of Block C. Notwithstanding, it is noted that retail space aligned with key transport nodes will give the sub-precinct an advantage over other retail locations which may buffer against potential medium trend declines in CBD retail activity. Further, while working from home has become more prominent during 2020, the integrated place based offering of the sub-precinct has the potential to mitigate any decline in demand by facilitating the integration of retail, hospitality and other offerings within proximity to a transport hub.

Further, significant construction projects have the potential to play a vital role in Australia's recovery from the current economic downturn, and the proposed TOGA development expected to support 663 jobs across NSW during the peak construction years of 2022 and 2023.

### 7.3.10. Sub-Precinct Analysis

Each of the technical assessment reports attached to this planning justification report considers the likely environmental impacts of the proposed new development controls on Block C individually and also within the context of the comprehensive redevelopment of the Western Gateway sub-precinct including Blocks A and B. In summary, an analysis of the likely impacts of the proposal within the context of the sub-precinct includes:

- Noting that the setting and character of the western gateway sub-precinct and the broader area is changing, the proposed rezoning and tower envelope is not considered to have a significant further impact on the legibility of the setting, the heritage item or its contribution to Railway Square and the proximate items as the proposed envelope preserves the independent and robust character of the building. As outlined through the recommendations of the HIS and CMS at **Appendix D**, a comprehensive CMP for the sub-precinct will be separately prepared on behalf of TfNSW. However, as outlined within the HIS at **Appendix D**, the proposed new controls for Block C have been assessed against the altered heritage context and deemed to be acceptable for the broader sub-precinct.
- Aboriginal Heritage Objects: Due Diligence reports have been prepared for all three Blocks within the Western Gateway sub-precinct. These reports collectively determine that the likelihood of finding objects of significance at the sub-precinct are low-medium. As a result of these findings it is anticipated that future SSD DA submitted for the sites will be accompanied by an Aboriginal Cultural Heritage Assessment Report (ACHAR).
- Shadow impacts of the proposal have been assessed in the context of the redevelopment of the Western Gateway sub-precinct, demonstrating that cumulative impacts of the development of each Block is appropriate to surrounding lands, mostly notably over the rail lines at Central Station and Prince Alfred Park.
- It is noted that through the finalisation of the Draft Design Guide for the Western Gateway sub-precinct locational wind level criteria in the sub-precinct will be incorporated as part of the Response to Submissions package. This wind criteria at a sub-precinct level will need to be demonstrated as part of the future DA for the site. At this rezoning stage of the project however, the cumulative assessment demonstrates the impacts of the proposed building envelope on Block C will be appropriate or can be effectively mitigated when introduced to the Western Gateway sub-precinct alongside Blocks A and B. In conclusion the presence of the development on Block C was noted to generally improve wind conditions in the sub-precinct with additional areas noted to now satisfy the walking criteria when the proposed built form is included within the model. Wind conditions within the Western Forecourt at Central Station notably improve with the inclusion of the proposed development on Block C.

- Traffic impacts of the comprehensive redevelopment of the sub-precinct have been assessed, and the combined sub-precinct could generate about 410 to 420 vehicle trips during any weekday peak hour. This includes about 140 trips that enter or exit the combined site basements and about 270 trips being set-down or picked-up, or parking off-site. These will also not all constitute new trips given existing development in the precinct. Overall, the modest increase in vehicle trips associated with all three Blocks within the sub-precinct (and other trips associated with the consolidated distribution centre within a consolidated basement) is not expected to present a significant impact to traffic in the local area nor the operation of the key surrounding intersections post development.
- Visual and view impacts of the proposal have been assessed against the context of the comprehensive redevelopment of the Western Gateway sub-precinct at **Appendix C**. As a result of the rezoning of the sub-precinct and future redevelopment of broader Central Precinct OSD, the views and character of Railway Square and the locality are intended to change. From the future Third Square it is noted that the proposed tower on Block C provides an appropriate southern interface to the future plaza and does not result in a form that is incongruous with the adjacent Atlassian tower on Block A.
- Sustainability requirements for the sub-precinct have been set within the Draft Design Guidelines (June 2020) and the proponent for Block C has committed to achieving these requirements, as have the proponents for the other development Blocks.
- Economic impacts associated with the comprehensive redevelopment of the sub-precinct, including where the concurrent development of adjacent Blocks can deliver a cumulative economic benefit to the innovation corridor and Tech Precinct are outlined at **Appendix F**. These benefits are anticipated to be delivered through the sub-precinct notwithstanding the COVID-19 economic crisis, and will aid in the State recovery through the investment of new commercial and visitor accommodation in a central location within the global CBD of Sydney.

# PROPOSED SITE-SPECIFIC PLANNING CONTROLS

## 8.1. DESIGN GUIDELINES

It is proposed that the Draft Design Guide for the Western Gateway Sub-Precinct is amended with the concurrent stage 2 rezoning process for Block C to provide a holistic planning framework for each development block. Changes required to be made to the Draft Design Guide to provide an accurate reflection of the design intent and development potential of Block C are summarised as follows:

- Part 1 – Preliminary: No changes required
- Part 2 – Purpose: Minor change required to the definition of the Public Domain as shown below

### ~~Public Domain~~ Realm

*Public Domain Realm includes all land that is set aside for unrestricted public access, and used primarily for pedestrian movement, leisure, recreation and amenity purposes. The public domain realm within the Western Gateway is identified as the yellow shaded area in Figure 2.*

- Part 3 – Guidelines: Changes required to introduce controls for Block C as outlined below:

### 3.1.2 – Building massing and envelope:

*(b) Development is to maximise the quality of pedestrian connections between Blocks A, ~~and B and C~~, having regard to the purpose, function and amenity of the connection and its role in the context of the Western Gateway sub-precinct as a public space or pedestrian movement corridor.*

*(e) Any building structure within the vertical separation zone above the former Parcels Post Office building is to be minimised and sufficiently set back from the northern and western façade line to ensure the preservation and integrity of the restored roof.*

Figures 3, 4, 5, 6 and 7 to be updated to include the proposed building envelope and building setbacks as nominated in Clause 11 for Block C.

Add in an additional clause (11) to introduce built form controls for Block C as follows:

***Built form on Block C is to be in accordance with Figures 3, 4, 6 and 7 relating to building separation and setback distances and:***

- a. is to comprise a single tower form with a maximum floorplate gross building area of 1,300 sqm,***
- b. must be designed to ensure that any tower form above the former Parcels Post Building is not located north of a chamfered setback that aligns with a diagonal from the north-east corner to the south-west corner of the heritage building,***
- c. must be designed to ensure that the tower is setback a minimum 5m from the north-east and south west corners of the former Parcels Post building (parallel to the northern and western facades respectively).***
- d. must have a minimum separation of 16m from the Block A planning envelope and minimum 12m separation between western façade of the Block A building and the eastern façade of the Block C building,***
- e. must have floor plate protrusion that is no greater than 16m from the southern façade face of the former Parcels Post Office and allow for a ground level and lower ground level pedestrian connection of no less than 8m between the southern structural core and the southern façade of the former Parcels Post building,***
- f. the vertical separation zone between the underside of the tower and topmost point of the reinstated pitched roof to the Parcels Post Office Building must:***
  - have a minimum vertical separation of 12.6m,***
  - be setback from the western and northern tower façades, in order to minimise structural encroachment***

*note: where controls reference the need to setback from façade of the former Parcels Post building, the setback should be calculated from the average of the substantive façade face of the former Parcels Post Office, excluding projections and cornices.*

#### **Section 3.1.4 – Active Frontages**

*(1) A minimum of 75% of building frontages to the public domain should be activated through the inclusion of retail, commercial lobbies or other active uses. For the purpose of this guideline public domain means the area shaded in yellow shown in Figure 2 Public domain Realm and pedestrian connections, as well as Lee Street and the Western Forecourt.*

#### **Section 3.1.6 – Solar access**

*(a) To maintain a high level of daylight access to Henry Deane Plaza and other affected public domain areas during the period of the day when they are most used by the workforce, visitors and the wider community.*

#### **Section 3.1.7 – Views and vistas**

##### **Objectives**

*(a) Development should preserve key views to the Central Railway Station Clock tower and encourage views to the Marcus Clarke Tower from the future over station development. and enable future views from the future east-west over station pedestrian connection to the Marcus Clarke Tower.*

##### **– Design guidance**

*(3) The separation between Block A and Block B is to be open to the sky where possible to ensure that view lines from the over station pedestrian connection through to the tower of the Marcus Clarke are not interrupted.*

#### **Section 3.2.1 – Heritage**

Add in additional clause (8) for building controls that apply to Block C as follows:

##### **– Development on Block C is to include:**

- a. Include a minimum 12.6m vertical separation zone (excluding lift cores and structural zones) between the topmost point of original roof form of the former Parcels Post building and the lowest point of the underside of the tower above as shown in Figure 7: Separation Distances and Setbacks.**
- b. Treatment of tower cores and lobbies adjacent to the heritage item are to have regard for the symmetry of the principal western façade, to ensure the original form and facades remain able to be interpreted and to minimise intervention to the primary northern, western and southern facades.**
- c. Vertical circulation to access the upper floor plates above the former Parcels Post building is to be positioned to the south or east of the planning envelope, unless an alternative arrangement that minimises adverse impacts to significant heritage fabric can be demonstrated to the satisfaction of the consent authority.**
- d. Future development is to address the recommendations of a site specific Conservation Management Plan (CMP), the preparation of which needs to be informed by Heritage NSW.**
- e. Future development is to increase ground level public access to the existing former Parcel Post building.**

## **8.2. DESIGN EXCELLENCE STRATEGY**

Prior to the lodgement of a DA for the proposed development, a competitive design process will be required as per the recommendation from the heritage report and as per the feedback from DPIE. This requirement will be referenced with the relevant planning controls, as per the terms of clause 6.21 of SLEP. It is noted that clause 3.1.3 within the Draft Design Guide for the Western Gateway sub-precinct includes guidance for the preparation of a design excellence process for new buildings within the sub-precinct (including Block C).



A competitive design process will occur prior to the preparation and lodgement of a detailed SSD DA to the NSW DPIE for the construction of the proposed development.

# SUMMARY AND RECOMMENDATIONS

This report has been prepared by Urbis on behalf of TOGA, the long-term Crown leaseholder of the site known as Block C within the Western Gateway sub-precinct of the Central Precinct. This report is submitted to DPIE to inform the preparation of a planning framework and future rezoning application for the Western Gateway sub-precinct, as it relates to the site.

This report has been prepared to outline the State and regional significance of the proposal to the revitalisation of the Western Gateway sub-precinct and deliver the key objectives and desired outcomes expressed within the Greater Sydney Region Plan, Eastern City District Plan and the Place Making Strategy for the Camperdown-Ultimo Collaboration Area.

This report provides strategic and site-specific justification for the inclusion of the site within the Western Gateway sub-precinct proposal, and for the amendment of the existing planning controls that apply to the site.

TOGA is presenting an opportunity to the NSW Government to coordinate a successful urban outcome, that will underpin the first phase of the Tech Central as well as provide the necessary pedestrian infrastructure to address the significant people movements that an upgraded Central Station will deliver.

The proposal is consistent with the relevant district plan within the Greater Sydney Region, previous corridor/precinct plans applying to the site, and the Central Sydney Planning Strategy.

The proposal responds to changes in circumstances, including the significant investment in new transport infrastructure by the NSW Government, and an economic driver to ensure commercial investment is captured within Sydney CBD.

It is therefore recommended that DPIE propose amendments to the existing planning controls relevant to Block C within the Western Gateway sub-precinct to achieve the intended outcomes of the proposed development as articulated within the site-specific controls outlined within this report.

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# APPENDIX A      URBAN DESIGN REPORT

# APPENDIX B      SURVEY PLAN



# APPENDIX C      VISUAL IMPACT ASSESSMENT

APPENDIX D

HERITAGE IMPACT STATEMENT

# **APPENDIX E      ABORIGINAL HERITAGE OBJECTS: DUE DILIGENCE**

APPENDIX F

ECONOMIC IMPACT ASSESSMENT

**APPENDIX G      AERONAUTICAL STUDY**



# APPENDIX H      TRAFFIC IMPACT ASSESSMENT

# APPENDIX I      GEOTECHNICAL INFORMATION

# **APPENDIX J      PRELIMINARY CONTAMINATION ASSESSMENT**

APPENDIX K

SERVICES INFRASTRUCTURE STATEMENT

# APPENDIX L      PEDESTRIAN WIND IMPACT ASSESSMENT



# APPENDIX M      ESD STRATEGY

# APPENDIX N      STRUCTURAL VIABILITY REPORT

