



CENTRAL STATE SIGNIFICANT PRECINCT – WESTERN GATEWAY
BLOCK C

Submissions Summary

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Overview

Executive Summary

This report provides an overview of the issues identified during the public exhibition of the Western Gateway block C proposal with the key issues raised including the following:

- Concern the proposed development does not appropriately respond to the **heritage significance** of the former Parcels Post Office building and Central Station;
- Concern that the **density and height** proposed is not appropriate for the location and may result in negative visual and amenity impacts;
- The proposal should **better reflect the needs of post-pandemic Sydney**, considering the significant impact of the COVID19 pandemic on Sydney and the economy;
- Appropriate **public space, open space, pedestrian connections and** greening should support the proposal;
- Appropriate **wind conditions** and microclimate must be achieved; and
- **Designing with Country** should be incorporated into the proposal.

The applicant, Transport for NSW (TfNSW), will need to consider issues raised in submissions and prepare a report responding to the issues. Following receipt of the applicant's response to submissions and updated proposal (if applicable) the Department will work with the City of Sydney and the Greater Sydney Commission to finalise an assessment of the proposal.

The Department will then prepare a recommendation to the Minister for Planning and Public Spaces to decide whether to approve the new planning framework. The Minister's decision will be made public on the Department's website.

Purpose

This report summarises the key issues that were raised in submissions received during the public exhibition of TfNSW's proposal for new planning controls to apply to the Western Gateway Sub-precinct – Block C within Central State Significant Precinct.

Planning for Central Station

In July 2019, the Minister for Planning and Public Spaces announced the investigation of Central Precinct as a State Significant Precinct (SSP). SSPs are areas which are deemed to have planning significance to the State of NSW because of their social, economic or environmental characteristics. The SSP process allows for planning investigations for the future redevelopment of the station and surrounding area to commence. TfNSW is the applicant for the SSP and is responsible for leading the planning investigations.

The nominated Central SSP area is 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 **Figure 1**.



Figure 1. Central SSP (outlined in blue) - Western Gateway Sub-precinct (shaded red, green and blue)

The Western Gateway Sub-Precinct

The Western Gateway sub-precinct is located on the western edge of Central Station, bounded by Lee Street and Railway Square to its west, Devonshire Street Tunnel and Central Station to its east, Ambulance Avenue to its north and the Lee Street Bus Layover to its south. **Figure 2.** identifies the Western Gateway sub-precinct within the Central SSP area.

The sub-precinct is defined by the following sites:

- The Railway Square YHA site (referred to as Block A)
- The Henry Deane office block (referred to as Block B)
- The Adina Apartment Hotel building and the Henry Deane Plaza (referred to as Block C).

Block C 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).

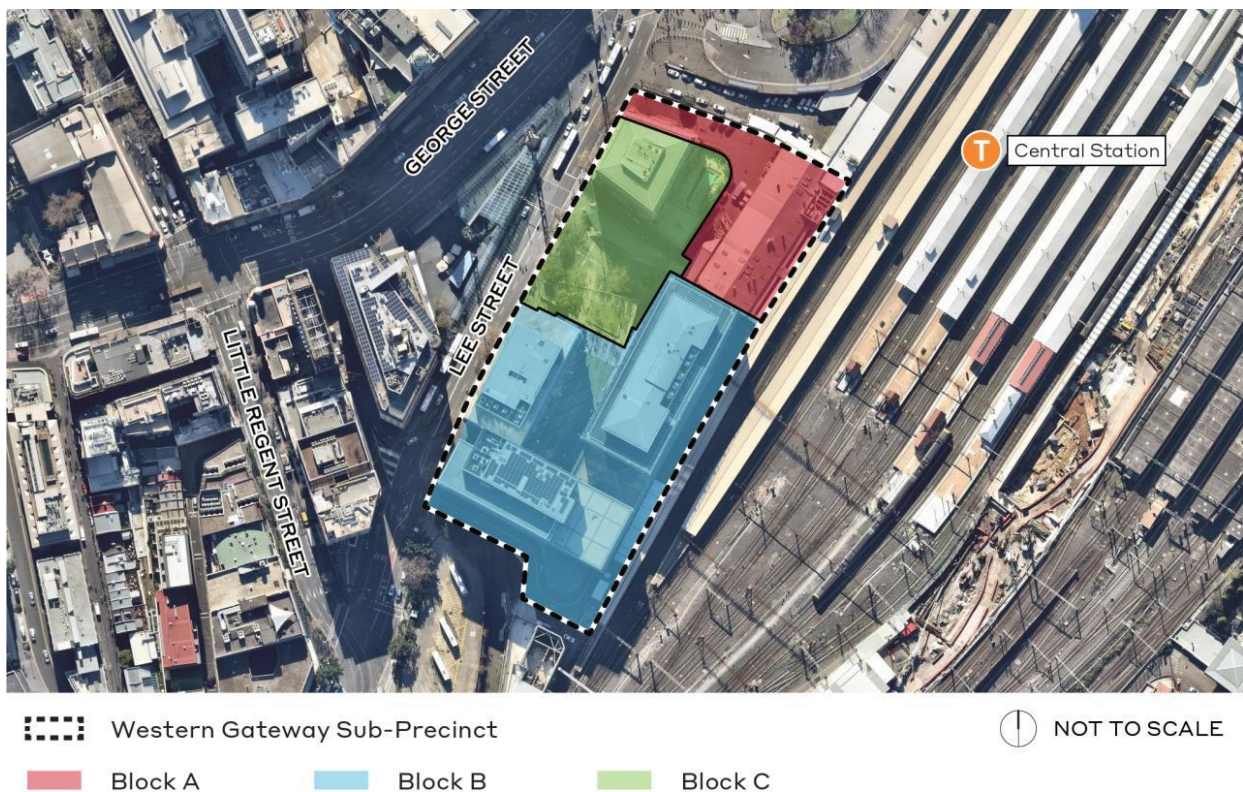


Figure 2. Aerial photograph of the Western Gateway sub precinct

As part of the first stage of planning for Central SSP, TfNSW prepared a draft Central Precinct Strategic Framework (draft Strategic Framework), based around sub-precincts, to set the vision for the Precinct, identify priorities and key planning considerations, and establish a commitment to design excellence to guide planning for the Central Precinct. Alongside the draft Strategic Framework, TfNSW also prepared a rezoning proposal for the first sub-precinct for renewal within the Central SSP, known as the Western Gateway Sub-precinct. The rezoning proposal sought

amendments to the planning controls relating to Block A and Block B of the Western Gateway sub precinct under the Sydney LEP 2012, including:

- rezoning part of the sub-precinct to B8 Metropolitan Centre;
- introducing a site-specific provision for the sub-precinct that will:
 - allow an additional 232,000 sqm of floor space providing the building is for non-residential purposes;
 - introduce new requirements to ensure high-quality design;
 - include stricter control of overshadowing; and
 - increase the height of building controls to enable the additional floor space.

In August 2020, the Minister for Planning and Public Spaces approved the proposed amendments to the Sydney LEP 2012. Whilst the LEP amendments were gazetted for Blocks A and B of the Western Gateway sub-precinct, the draft Western Gateway Design Guide (V3) and draft Strategic Framework, submitted during the response to submissions process, have yet to be adopted and are still in the process of being finalised.

Block C was not included in the initial Western Gateway rezoning process. Consequently, this proposal seeks to amend the planning controls applicable to Block C in order to provide a holistic planning framework for each block within the Western Gateway sub-precinct. The proposal will ensure the impacts associated with each proposed building are assessed against the future desired criteria and built form for the precinct. Furthermore, any revision made to the draft Western Gateway Design Guide (V3) and draft Strategic Framework as part of the finalisation process for Western Gateway Rezoning Proposal 'Stage 1' will be considered by the Block C rezoning proposal at the response to the submissions stage.

State Significant Precinct Process

The renewal of Central Precinct is being considered through the State Significant Precincts (SSP) process which is outlined in **Figure 3**.

Under the SSP process, the Department is responsible for the consideration and assessment of TfNSW's rezoning proposal. At the request of the Minister for Planning and Public Spaces, the Department is working in close collaboration with the City of Sydney and Greater Sydney Commission.

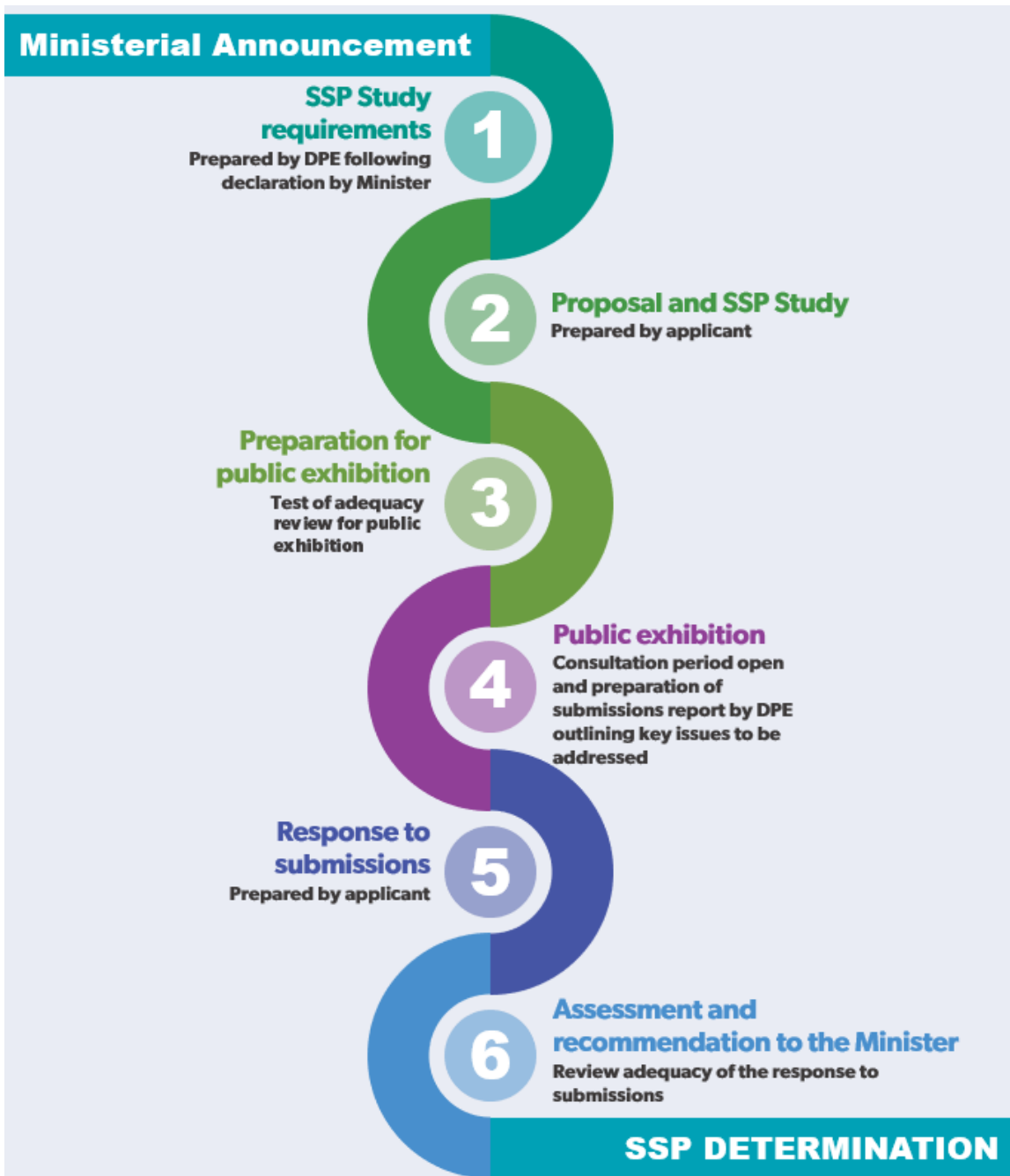


Figure 3. State Significant Precinct Process Diagram. Source: DPIE

Proposal

Amendments to Site Specific Provision – Western Gateway Sub-precinct (Block C)

The current site-specific provisions for the Western Gateway sub-precinct under the Sydney LEP 2012 (Clause 6.53) are proposed to be amended to set out controls that apply to Block C. It is proposed to include the following in the site-specific provision:

- Alternate building height and gross floor area controls for Block C (despite Clauses 4.3 and 4.4 of the Sydney LEP 2012), where development is for the purposes of non-residential

land use only. These provisions are proposed to ensure the objectives for an innovation and technology based sub-precinct are achieved, in accordance with the Draft Strategic Vision prepared for Central SSP.

- The maximum building heights proposed to be included for Block C is RL 211.9 metres.
- The maximum floor space provisions proposed to be included for Block C is 43,000 square metres.
- Clause 6.21(5)–(7) of the Sydney LEP 2012 will not apply to Block C, removing its eligibility to an additional amount of height or floor space of up to 10% of the maximum permissible that is the result of a competitive design process (Note: The Western Gateway Design will require a competitive design process to be undertaken for Block C in accordance with the applicable guidelines of the Government Architect NSW or the City of Sydney Competitive Design Policy).

Western Gateway Design Guide

The proposal includes an amended version of the Western Gateway Design Guide which includes guidelines to inform and guide future development for Block C as part of the Western Gateway sub-precinct. The amended Design Guide, set out a suite of built form and urban design provisions to ensure that new development in the sub-precinct achieves high quality outcomes for built form, public domain and heritage and seeks to improve the amenity of the sub-precinct and its surrounds.

The consideration of the Design Guide is required under Clause 6.53(4) of the Sydney LEP 2012 so that any future development on Block C will need to demonstrate consistency with the guidelines which, as drafted, address matters such as:

- Open space and public domain
- Building massing and envelopes
- Design quality and character (including requirement for a competitive design process for future buildings)
- Active frontages
- Heritage
- Views and vistas
- Pedestrian and cycle network
- Vehicular access and parking
- Solar access, wind and stormwater management
- Sustainability
- Public Art.

Exhibition

The Department publicly exhibited the Draft Central Western Gateway Block C rezoning proposal for a period of 6 weeks between 16 December 2020 and 29 January 2021.

The exhibition was publicly notified on the Department website.

The exhibition package consisted of the following documents:

- Explanation of Intended Effects (EIE)
- Western Gateway (Block C) – SEPP Report
- Western Gateway (Block C) – Appendix A Western Gateway Design Guide
- Supporting Documents
 - Annex 1 – Urban Design Report=
 - Annex 2 – Site Survey Plan

- Annex 3 – Visual Assessment Report
- Annex 4 – Heritage Impact Statement
- Annex 5 – Aboriginal Due Diligence Report
- Annex 6 – Economic Report
- Annex 7 – Aeronautical Impact Assessment
- Annex 8 – Transport Assessment
- Annex 9 – Geotechnical Assessment Desktop Study
- Annex 10 – Preliminary Contamination Investigation
- Annex 11 – Services Infrastructure Report
- Annex 12 – Pedestrian Wind Report
- Annex 13 – ESD Statement
- Annex 14 – Structural Viability Report
- Annex 15 – Planning Justification Report.

Feedback Overview

A total of 24 submissions were received from the community, organisations and Government Agencies including the City of Sydney. 16 of the submissions were received from community members, five were from organisations and three were from Government Agencies including the City of Sydney.

Of the 24 submissions received, 16 do not support the proposal in its current form, 2 support the proposal and 6 are neutral. The submissions mostly did not support the proposal in its current form.

A review of the community submissions identified the following key issues:

- Concern the proposed development does not appropriately respond to the **heritage significance** of the former Parcels Post Office building and Central Station;
- Concern that the **density and height** proposed is not appropriate for the location and may result in negative visual and amenity impacts;
- The proposal should **better reflect the needs of post-pandemic Sydney**, with regards to the extent of proposed GFA and the design of any future building, considering the significant impact of the COVID19 pandemic on Sydney and the economy; and
- Appropriate **public space, open space, pedestrian connections and** greening should support the proposal.

The City of Sydney submission raised a number of issues relating to heritage, designing with Country, open space, pedestrian movement, microclimate, Ecological Sustainable Development (ESD) and transport.

The NSW Environment Protection Authority and Heritage NSW (as delegate for the Heritage Council) made submissions with the Heritage NSW submission raising a number of concerns and recommendations regarding heritage impacts.

The National Trust, Action for Public Transport NSW, Frasers Property and Dexus Funds Management Limited and the University of Technology Sydney also made comments and recommendations on the proposed rezoning.

Key Feedback - Community

Key Community Feedback

Heritage

- The proposal may result in significant impacts on the former Parcels Post Office and former Inwards Parcels Shed which are listed on the State heritage register under the 'Central Railway Station and Sydney Terminal Group'.
- The proposal is inconsistent with the Central Station Conservation Management Plan.
- The heritage significance and setting of the former Parcels Post Office building will not be enhanced by the introduction of a tower above it.
- A heritage master plan should be in place to ensure heritage setting and values are protected.
- The proposal should not enable structural impacts on the former Parcels Post Office building such as the introduction of lift cores.

Height, scale and density

- The proposed height is excessive and the cumulative impacts of Block C along with Blocks A and B will result in an overly dense tower cluster.
- The scale and height of buildings in the Western Gateway Sub-precinct should be set by the existing building forms such as the Marcus Clark building and former Parcels Post Office building.
- Any future buildings should be designed and configured to suit the post-COVID19 pandemic situation and allow appropriate space for social distancing.
- The setback between the proposed building envelope and the Block A (Atlassian) building envelope is inadequate.

Land Use

- The proposal should consider if more office, retail and hotel space is necessary considering how the COVID19 pandemic has changed the way we work, including working from home and greater use of technology.

Connectivity and Accessibility

- The proposal should include pedestrian connectivity with the entire precinct at surface and subterranean levels.
- The proposal should support better connections between Chippendale, Prince Alfred Park, Central Station and Surry Hills such as new tunnels and pedestrian and cycle ways linking Lee Street to Chalmers and Elizabeth Streets.
- The proposal is an opportunity to expedite the coverage of the train tracks between Central and Redfern to create public and community space, green space and commercial space.
- The proposal should provide adequate pedestrian amenity, widened footpaths, green canopy and traffic reducing mechanisms to respond to the proposed increase in density.

Views and visual impacts

- The view and visual impacts do not consider appropriate views and that the proposal will result in negative impacts on existing views and vistas, particularly from streets and public spaces.
- The cumulative visual impacts of the proposal with Block A and B will be significant.
- The proposal will remove key views to significant heritage items.
- The development of the Western Gateway Sub-precinct will dwarf any future development over the rail line.

Open Space and Public Domain

- The proposal should include more street trees, green canopy, roof gardens, rain guards, greening and amenity improvements.
- The proposal should connect existing public spaces and the community.

Overshadowing

- The proposal should ensure that Prince Alfred Park is not overshadowed by the development.

Wind impacts

- Concern that the proposed development would contribute to a wind-tunnel effect created by the height of buildings.

Design

- The proposed planning controls may result in development with poor design outcomes which do not appropriately address the existing heritage buildings.

City of Sydney Submission

The City of Sydney's submission raises what it considers to be significant concerns with the proposed rezoning. The submission identifies key issues including heritage, designing with Country, open space, pedestrian movement, microclimate, Ecological Sustainable Development (ESD) and transport.

Summary of key issues and recommendations

Redevelopment of the former Parcels Post building

The City does not regard the State Heritage listed former Parcels Post building site as a suitable development site for a tower due to its heritage status and its proximity to future critical open space. If the proposal is to proceed, the design approach must cantilever high above and separated from the existing building without infill or support structures passing through the heritage building.

Western Gateway Design Guide

The submission recommends that the Western Gateway Design Guide be finalised and that it should incorporate the feedback provided from previously exhibited versions of the document.

Heritage

The City raises concern regarding the extent of consultation with the NSW Heritage Council, the lack of an independent Conservation Management Plan (CMP), the impact on State Heritage items within and adjacent to the Western Gateway Sub-precinct and the impact on the former Parcels Post building. The submission notes the following recommendations:

- The proponent should engage in ongoing, meaningful consultation workshop process with the NSW Heritage Council and to update the proposal so that it maintains the heritage values of the former Parcels Post building.
- One of the two independently written conservation management plans (one by the Government Architect's Office and the other by TZG for TfNSW) should be adopted.
- The proposal should ensure the zone between the former Parcels Post building and the base of any future tower is predominantly clear of structure to provide an appropriate curtilage to the heritage building.
- The proposal should be modified to avoid intrusions that impact and result in loss of significant façade.

Designing with Country

The City raises concern around the lack of evidence of significant and meaningful consultation with the City's Aboriginal and Torres Strait Islander Advisory Group and the Government Architect's Aboriginal Liaison Officer. The submission recommends:

- The proponent engage in ongoing, meaningful consultation workshop process with the City's Aboriginal and Torres Strait Islander Advisory Group and the Government Architect's Aboriginal Liaison Officer.

Open Space

The City raises concern that there is not a coordinated urban design strategy for the whole precinct and that this may compromise the delivery of the City's vision for a major new public square adjacent to the Block C site. The submission recommends:

- The proponent engage in ongoing, meaningful consultation between the City of Sydney and State Government to develop an open space strategy for the precinct.
- The Western Gateway Design Guide should be updated to replace references to "public realm" with "open space".
- All references to assumptions on land outside the Western Gateway Sub-precinct should be removed as these elements will be considered in the next stage of planning for the remainder of Central SSP.

Pedestrian movement

The City raises concern that the pedestrian modelling used to inform the proposal is not part of the exhibited material. The City raises concerns with the nature of proposed connections and challenges the assumptions made about pedestrian movement in the Sub-precinct and surrounds. The submission recommends:

- The pedestrian modelling used to inform the planning for the Western Gateway Sub-precinct should be made public.
- The proposal should prioritise pedestrian connections at ground level with open to sky connections priorities over underground and above ground connections.
- All references to the north-south link connecting the Western Gateway Sub-precinct to the Grand Concourse at RL 21 should be removed.

Microclimate

The City considers the proposal may result in unacceptable microclimatic impacts on the adjacent future square. The Western Gateway Design Guide should establish wind comfort criteria in accordance with its previous advice. The submission recommends:

- Specific wind comfort standards should be adopted within the Western Gateway Sub-precinct and adjacent land.
- Wind tunnel testing should be undertaken on the proposed envelope instead of the reference design.

ESD

The City raises concern regarding the lack of an integrated, precinct-based approach to ESD for the Western Gateway Sub-precinct and recommends specific rating targets and benchmarks to be applied to the proposal.

Transport

The City raises concern with the transport approach, in particular regarding the lack of vehicle numbers. The submission does not support the proposed maximum LEP carparking rates in this location due to the high level of public transport and recommends zero commuter car parking. The submission recommends the proposal should consider further pedestrianisation strategies and

should align with the city of Sydney's long-term vision for the area and should comply with relevant parts of City of Sydney Development Control Plan.

Submissions from NSW Government Agencies

Heritage NSW (Delegate of the Heritage Council of NSW)

Key Issues: Heritage impacts on listed Heritage items and view/visual impacts.

Summary:

Heritage NSW notes that the proposal is within and adjacent to the State Heritage Register listed Sydney Terminal Rail and Central Railway Stations Group, recognised as being of exceptional heritage significance. The submission notes that the former Parcels Post Office is a key element within the Central Railway Station landscape for its strong connections to Central Station concourse and clock tower, the adjacent Inwards Parcel Shed, as well as the broader Central Railway Station context. The submission notes:

- Large scale towers will result in adverse visual impacts to the Central Railway Station site in relation to the predominant scale, density and grain of the built form.
- The proposal will impact on the setting, character and landmark qualities of the former Parcels Post Office building.
- Ongoing consultation and input from Heritage NSW should be undertaken through the DA and competitive design process.
- Concern relating to the cumulative impact on heritage items, however these impacts may be lessened through high-quality design and focus on significant heritage values.
- Concern that the extent of proposed gross floor area makes it difficult to respond positively to the existing form and scale of the former Parcels Post Office.
- The proposed tower envelope has potential to diminish the identified landmark qualities of the former Parcels Post Office and the tower setbacks of 5-10m should be substantially increased behind the northern and western facades to preserve the integrity of views to the building.
- Detailed consideration should be given to the form of any approved building in respect of the heritage setting including retention of visual and historic connections between the historic building and Central Railway Station.
- Penetration and disruption of spaces and the former Parcels Post Office should be minimised.
- Further visual studies should be undertaken to ensure the retention of views to the central tower of the significant Marcus Clark building when viewed from the future east/west connection.

Environment Protection Authority

Key Issues: No key issues.

Summary:

- The submission notes the proposal does not require an environment protection licence under the *Protection of the Environment Operations Act 1997*.
- The EPA has no comments and no follow-up consultation is required.

Submissions from Organisations

University of Technology Sydney (UTS)

Issues: pedestrian connectivity and public benefits

Summary:

UTS considers that the potential development of Block C should be accompanied by significant public benefits that allow for improvement to pedestrian connectivity and capacity. In particular, the submission notes that:

- Block C should not be rezoned without commitment to augment the Lee Street Tunnel as a critical pedestrian connection.
- Improvements should be made to the unsatisfactory termination of the Goods Line through its extension to Mortuary Station.

The National Trust

Issues: Heritage impacts, view and visual impacts, inconsistency with the Central Precinct Draft Strategic Vision and Western Gateway Sub-precinct Draft Design Guide.

Summary:

The National Trust considers that the proposal would have a severe negative heritage impact on the former Parcels Post Office Building and objects to the building of a tower over or above the building. The submission notes that:

- The proposal is inconsistent with the significance of the former Parcels Post Office Building which was specifically designed in response to its location and to be seen “in the round”.
- The proposed tower does not allow for a positive physical curtilage or maintaining the building’s existing provenance.
- The view and visual analysis is inadequate.
- The proposal is inconsistent with the expressed vision set out in the Central Precinct Draft Strategic Vision.
- The proposal is inconsistent with the Western Gateway Sub-precinct Draft Design Guide which indicates the need to appropriately respond to items of heritage significance and ensure items are maintained and celebrated wherever possible.

Frasers Property Australia and Dexu Funds Management Limited

Issues: building massing on the southern face of the Adina Hotel, technical clarifications, wind, traffic, transport and parking.

Summary:

The Frasers Property Australia and Dexu Funds Management consortium (the Consortium) supports the redevelopment of the Adina Hotel, however the submission identifies key areas that require further resolution. The submission notes that:

- Any building massing on the southern face of the Adina Hotel landing in Henry Deane Plaza should be limited lightweight structures only and the Western Gateway Design Guide should be updated accordingly.

- Technical clarifications are required to clarify the extent of lease holdings and the RLs applying to the proposal.
- Wind modelling was based on the reference scheme for Block B and should be updated to ensure that wind conditions applying to public domain, Block A and Block B are not compromised.
- Complete traffic assessment is required, noting that proposed servicing arrangements are subject to the proponent reaching commercial agreement with the Consortium.

Jamie Parker MP

Issues: Heritage Significance.

Summary:

The submission raises concern that the proposal does not represent “designing in context” and is inconsistent with the Central Station Conservation Management Plan. The submission notes that:

- the proposal will remove the original elevated approaches to the station and significant colonial architecture.
- lead to further detrimental impacts.
- Have negative impacts on views, landscape and sense of space within the Precinct.

Action for Public Transport (N.S.W) Inc

Issues: Heritage Significance.

Summary:

Action for Public Transport (N.S.W) Inc consider that it would be a mistake to allow further development in the Western Gateway Sub-precinct until there is appropriate rail and pedestrian capacity to handle additional users. The submission notes that:

- The proposal should not proceed until Sydney Metro, Central Walk and pedestrian improvements to resolve capacity issues are in place.
- Assumptions regarding COVID19 should be clarified.

Next Steps

The applicant, TfNSW will need to consider issues raised in submissions and prepare a report responding to the issues. Based on the submissions received, the applicant will need to consider undertaking additional analysis and whether the proposal should be amended to address concerns.

Following receipt of the applicant's response to submissions report and updated proposal (if applicable) the Department will work with the City of Sydney and the Greater Sydney Commission to formally assess the proposal. The Department will then prepare a recommendation regarding Western Gateway Block C for consideration by the Minister for Planning and Public Spaces.

Community members who have registered for updates on the Department's Central Precinct webpage will be kept up-to-date by email communications.

Appendix A - Glossary

State Significant Precincts	<p>State Significant Precincts are areas with state or regional planning significance because of their social, economic or environmental characteristics. They are typically large sites owned by the state government that are of state or regional importance for:</p> <ul style="list-style-type: none"> • achieving government policy objectives, particularly those relating to increasing delivery of housing and jobs • environmental or natural resource conservation • heritage or historical significance.
State Environmental Planning Policies (SEPPs)	<p>SEPPs are the mechanism by which the State Government rezones and amends planning controls for urban renewal sites, controls development through development standards, protects the environment and ecosystems and controls certain other activities.</p> <p>In most cases, a SEPP made for a State Significant Precinct will amend the relevant local environmental plan. i.e. the Sydney LEP.</p>
Central Precinct	<p>Central precinct was announced for investigation as a SSP by the Minister for Planning and Public Spaces in July 2019. The Central Precinct is an area of 24 hectares including the lands in and around the Central Station transport interchange, bounded by Pitt Street to the West, Elizabeth and Chalmers Street to the east, Cleveland Street to the south and Eddy Avenue to the north. Central Precinct is proposed to be a new destination for local, regional and global community and will foster new jobs and support the establishment of a technology and innovation precinct within Sydney CBD.</p>
Western Gateway sub-precinct.	<p>The Western Gateway sub-precinct is as the first sub precinct for renewal within the broader Central Precinct SSP. The Western Gateway sub-precinct comprises the Sydney Railway Square YHA site (referred to as Block A), the commercial office block at Lee Street, Haymarket (Henry Deane office block) (referred to as Block B) and the Adina Apartment Hotel and the Henry Deane Plaza (referred to as Block C). A draft SEPP seeks to amend the SLEP 2012 planning controls as they relate to the Western Gateway to facilitate the future redevelopment of the area as the first stage of the renewal program for the broader Central Precinct.</p>
Block C	<p>Block C 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 can also be described as the land including Adina Hotel building (Lot 30 DP 880518) and Henry Deane Plaza (Lot 13 DP 1062447).</p>

Central Precinct Draft Strategic Vision	The Draft Strategic Vision document sets out the vision for the development of the Central precinct, identifies priorities and key planning considerations including land use and key connections and establishes sub-precincts within the Central SSP. This document will be formalised as a Strategic Framework which will inform the future planning investigation of the SSP Study.
Department of Planning, Industry and Environment (DPIE)	The NSW Department of Planning, Industry and Environment which includes the functions of assessment and determination of major projects, including State Significant Precincts. DPIE are the assessor of the Central Precinct
Transport for NSW (TfNSW)	The landowner and applicant for the Central Precinct and Western Gateway sub-precinct. TfNSW are seeking amendments to the planning controls to support development and renewal of these precincts and are responsible for leading the planning investigations.