

Section 75W Modification Application Environmental Assessment Report



Central Park, Broadway

Modification to Approved Concept Plan MP06_0171 (Mod 11)

Submitted to Department of Planning and Environment On Behalf of Frasers Broadway Pty Ltd

December 2014 • 14022

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1.0 Introduction

This Environmental Assessment Report (EAR) is submitted to the Department of Planning and Environment in support of an amendment to Concept Plan Approval MP06_0171 pursuant to Section 75W of the *Environmental Planning and Assessment Act 1979* (EP&A Act). MP06_0171 is a Concept Plan Approval which provides for the development of a mixed use precinct on the Central Park (formerly Carlton United Brewery) site.

The proposed modification seeks an amendment to the Gross Floor Area (GFA) allocation between development blocks on the Central Park site and amendment of the Block 11 envelope including:

- building height;
- massing;
- vehicle access points;
- gross floor area; and
- public domain (including vehicle drop off bay).

The proposed modification seeks to reflect the concurrent State Significant Development (SSD) Applications to Block 11.

This report has been prepared by JBA on behalf of Frasers Broadway Pty Ltd. It describes the site, its environs and provides an assessment of the proposal in the context of the approved Concept Plan.

The report is based on the Concept Plan Drawings prepared by Foster + Partners (see **Appendix A**) and other supporting technical information appended to the report (see Table of Contents).

1.1 Central Park Concept Plan

MP 06_0171, as modified in February 2009, is a Concept Plan approval applying to the Central Park site which permits the construction of a mixed use precinct comprising:

- 11 development blocks;
- A maximum Gross Floor Area (GFA) of 255,500m² of which a minimum of 30% must be commercial floor space;
- Combined basement car parks, providing car parking for Blocks 1, 4 and 8 and Blocks 2, 5, 9 and the Kensington Precinct;
- A new public park;
- Tri-generation and re-cycle water treatment plants;
- Retention of heritage items;
- Public domain works; and
- Contributions.

Recent Amendments to Concept Plan

It is noted that a separate application (MP 06_0171 MOD 9) has been recently approved which sought to amend GFA across the site as well as alterations to the Block 8 building envelope and other minor vehicle entry and public domain modifications.

A separate and concurrent Concept Plan Modification (Mod 10) has also been submitted for amendments to GFA and alterations to the Block 1 + 4N envelopes.

For clarity, it is noted that this application has been assessed on the basis of information contained with Concept Plan Mod 9.

1.2 Consultation

In preparation of the concurrent Block 11, and this modification, consultation was undertaken with relevant local, State or Commonwealth Government authorities, service providers, community groups including the Chippendale Residents Interest Group (CRIG), affected landowners and particularly City of Sydney Council.

A meeting was held with City of Sydney Council staff on 4 June 2014 to walk through the proposed scheme of Block 11 (of which many of the proposed amendments are reflected in this modification).

A number of other meetings were carried out with technical staff of City of Sydney Council. These have included (but are not limited to)

- Val Debono (Waste Coordinator) 17 July 2014;
- Col Warne (Traffic);
- Phil Dunne (Public Domain) 18 August 2014;
- Joseph Gomes (Area Traffic Engineer) 18 August 2014; and
- Elizabeth Sandoval and Irene Fakas (Childcare) 22 April 2014.

The feedback obtained during the above meetings have been considered in the development of the design of both Block 11 and the subject Concept Plan amendment.

Community

The community was provided an opportunity to listen to the Block 11 briefing and ask questions at a Community Open Day on 31 May 2014. A number of issues were raised, both as a group following the presentation and one-on-one with project team members outside of the presentation times. The issues generally fell into the categories of mass and design, construction traffic and parking, amenity, and consultation process.

Further opportunity for comment was provided through free form submissions and community feedback form.

1.3 Design Excellence

The concurrent Block 11 SSD (as proposed concept Plan envelope) was the subject of a design excellence competition, undertaken in accordance with the approved Concept Plan (as modified) for the Central Park site. FJMT produced the preferred proposal which was selected from a total of six competition entries from three alternate studios. The preferred proposal was endorsed by City of Sydney Council and the Department of Planning and Environment.

1.3.1 Background

In accordance with the approved Concept Plan (MP06_0171) as modified for the former Carlton United Breweries and then Frasers Broadway site, now known as Central Park, the proponent was required to run a design excellence competition for Block 11.

The approved Concept Plan (MP06 0171) as modified required:

Schedule 4 – Modified Statement of Commitments

Item 5 (in part) – For these blocks three (3) Australian architectural firms will be appointed to each prepare a scheme in accordance with a design brief prepared by the Land Owner. The Land Owner will review the schemes presented and will select the most suitable to be developed as a Project Application for the site.

Subsequently, a Project Application (now SSDA) would be prepared and submitted for approval and the submission would include a report outlining the competition process and submissions.

1.3.2 Competition

Frasers Broadway Pty Ltd held a Design Excellence Competition between 3 Architects. Submissions were reviewed and judged by an expert panel composed of Lucy Turnbull, Chris Johnson and Guy Pahor. All Architects were requested to submit a Design which honoured the constraints of the Modified Concept Plan (MCP) as well as an Alternative Design Proposal (ADP). The ADP was intended to identify and develop opportunities of the site if a "blank canvas" design approach was taken. The ADP developed by FJMT won the Design Competition and is the subject of an SSDA.

Alternate Design Proposal

The design criteria forming the basis of the ADP is presented in the SSD 6376 including the Annexure on the Design Competition. In considering the site, the design intent of the ADP was to increase the amount of open space by reducing the building footprint and taking advantage of existing shadows. Advice received from the wind consultant highlighted the need to increase the gap between the existing Block 5C (18 Park Lane – The Mark). The other design consideration was to reduce the number of physical slots yet articulate the building design to break-up the visual impact of a street wall.

Building Height

The Proposed scheme maximises the benefits and approach to development on this important and strategic site. The building form is a layered curvilinear profile responsive to the varying street and existing building alignments. This sinuous built form defines and opens the opportunity for a new and significant north facing green public space whilst maximising the extent of the secondary green space on Wellington Street.

The new open space and curvilinear built form combine to create a memorable eastern gateway into the Central Park precinct addressing Kensington Street and resolving the new and existing street alignments. The curvilinear form of the proposal creates an invitation to the Central Park precinct that provides a groundplane and public domain that gently unfolds in an experience of discovery and expectation.

Not withstanding the distinctive curvilinear forms at the eastern gateway, the western section of the proposal maintains a linear geometry and alignment to complement the neighbouring Block 5a (Park Lane) design and defining the important Chippendale Green of Central Park. The form and massing of the proposed scheme is proportionately scaled with the Brewery Yard Buildings and Residential developments surrounding Chippendale Green.

The western end upper levels (Levels 8-9) of the Proposed Scheme sympathetically steps back from both the Chippendale Green and Wellington Street to minimise the impact of the building bulk, whilst maintaining a sympathetic articulation to complement the large scale adjoining developments. The layering and setbacks provide a sensitive scaling of the building to the new Central Park, Wellington Street and adjacent developments allowing an additional floor to be created at the western end overlooking Central Park, with an additional floor at the eastern end overlooking the new north facing park without any significant downstream environmental impacts. The added height does not create any additional shadow on the Wellington Street properties or the terraces to the west along O'Connor Street.

The building has increased in height at the eastern end by 1 level, thus creating a better gateway effect along both Regent Street and O'Connor. The design has created the additional height largely within the shadow of Block 5C.

These adjustments to the MCP envelope cause no significant additional overshadowing but actually allow an increase in solar access to the new public open spaces. Importantly the views, natural light, sun access and amenity of the development are all considerably improved, as is the quality and quantity of public space.

Shared Way

The MCP nominated vehicle access from O'Connor Street although subsequent modifications resulted in it being shifted west to avoid the traffic clash with the main east basement entry/exit. The selected ADP showed the vehicle entry / exit off the one way Wellington Street, which the Design Team identified as being difficult to resolve successfully without immediate and detrimental impacts on Wellington Street residents, parking and traffic flows.

The Design Team noted that the Wellington Street vehicle access would compromise the amenity of the Wellington Street landscape space by introducing another area of interaction between cars and pedestrians.

The ADP offers a shared access way to the basement parking entered from O'Connor Street. This strategy minimises the interaction between pedestrians and cars such that both can clearly identify and safely move through and across the low speed vehicle path.

Vehicle movements are controlled by secure access boom gates and 10kph speed signs. It is intended that the shared way zone would be designated by a modest change in the tone of the paving to differentiate the path from the wider public domain. The drive-way configuration, boom gate threshold, number of vehicle movements, vehicle speed and the complexity of pedestrian desire lines, across, along and through the shared way, would make a marked crossing, lane markings or a stronger contrast entirely redundant.

2.0 Description of Proposed Modification

This chapter of the report provides a detailed description of the proposed development. Concept Plan Drawings prepared by Foster + Partners are included at **Appendix A**.

The proposed modification seeks an amendment to the Gross Floor Area (GFA) allocation between development blocks on the Central Park site and amendment of the Block 11 envelope including:

- building height;
- massing;
- vehicle access points;
- gross floor area; and
- public domain (including vehicle drop off bay).

The above modifications are described in detail in the Design Amendments Report prepared by Foster + Partners at **Appendix B**, and the following sections of this EAR.

2.1 Concurrent Applications

The modifications are primarily required to facilitate the concurrent SSD proposals for Block 11.

2.2 Modification to Building Envelopes

A Design Amendments Statement has been prepared by Foster + Partners to accompany this modification (**Appendix B**) which describes in detail the relevant modifications to building envelopes on the Central Park site. A summary of the proposed modifications is provided below.

The modification involves modification to the massing of Block 11 primarily to reflect the concurrent Block 11 envelope.

The proposal consolidates the three disparate building forms of the current concept plan (as shown in **Figure 2**) into a single unified and cohesive form, whilst still maintain connectivity and permeability through the site at the ground plane. In addition the proposal:

- significantly expands the publicly accessible landscaped parks on both Wellington and O'Connor Streets by approximately 170% (1940sqm versus 3330sqm) when compared to the existing concept plan.
- optimise solar access into Wellington Street as a result of shifting the western portion of the envelope as far north as possible and stepping the setbacks of the upper floors.
- Use of location and shape to optimise solar access into the O'Connor Street park, whilst minimising overshadowing
- Expansion of the extent of publicly accessible landscape whilst also integrating a new through site link to connect O'Connor and Wellington St pedestrian desire lines.
- Relocation of vehicle access to O'Connor Street only, removing the vehicle access from Wellington Street at the southern end of the site.

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Figure 1 below identified the proposed massing variations shown in colour, with red identifying the existing Concept Plan and white indicating the proposed envelope.



Figure 1 – Proposed envelope modifications (red = current concept plan, white = proposed envelope) Source: Foster + Partners



Figure 2 – Block 11 Concept Plan massing (left, proposed – right, existing) Source: Foster + Partners

2.3 GFA Reallocation between Development Blocks

This application proposes a redistribution of the approved GFA across the Central Park site. No change is proposed to the overall GFA approved on the site, being $255,500m^2$ of the approved Concept Plan. **Table 1** below identifies the GFA reallocation between blocks.

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	MOD 10			PROPOSAL - MOD 11			
	Non Residential	Maximum Residential	Total GFA	Non Residential	Maximum Residential	Total GFA	Variance
Block 1 + 4 (inc BY)							
Block 1 (Split)	1,287	23,699	24,986	1,098	23,711	24,809	177
Block 4N(Split)	22,155	3,552	25,707	22,155	3,552	25,707	
Block 4S	831	21,427	22,258	832	21,427	22,259	-1
Block 4b(BY)	3,898		3,898	3,898		3,898	-
Block 2	19,235	48,391	67,626	19,235	48,391	67,626	-
Block 3	5,000	6,043	11,043	5,000	6,043	11,043	-
Block 5	1,432	26,884	28,316	1,432	26,884	28,316	
Block 6	2,000		2,000	2,000		2,000	
Block 7	1,000		1,000	1,000		1,000	
Block 8	120	14,674	14,794	135	14,744	14,879	85
Block 9 (5C)		26,598	26,598		26,598	26,598	
Block 10	303	1,541	1,844	303	1,541	1,844	
Block 11	1,267	24,163	25,430	1,413	24,108	25,521	-91
TOTAL	58,528	196,972	255,500	58,501	196,999	255,500	0

Table 1 - Existing and Proposed GFA

2.4 Public Domain and Parking

2.4.1 Public Domain

The proposed modification seeks to refine the public domain plan to accurately reflect the concurrent SSD application for Block 11. The modification seeks to amend the footprint of the existing building, and more importantly the distribution of public open space and public domain. As shown below in **Figure 3** and **4**, the proposed modification provides a significant increase in public domain area, largely arising from a reduced building footprint.

This area represents a 170% increase in landscaped open space as proposed under the current Concept Plan. The reallocation of the public open space will be provided in two distinct areas being O'Connor Street Park (2,160m²) and Wellington Street Park (1,170m²).

Furthermore, as shown in **Figure 4**, the proposed modification provide an area of publicly accessible space at the centre of the site (ground floor) which will allows pedestrian access through the site, consistent with present desire lines.

2.4.2 Parking

The proposed modification also seeks to amend the on-street parking layout on both O'Connor and Kensington Streets (shown as blue in Figures## and ##. The proposed amendments seek to redistribute the on-street spaces to allow for a revised vehicle entry point to the Block 11 Site (as shown below in Figure ##), and to provide space for vehicle drop off/pick up that will service the proposed Childcare Centre and retail tenancies of Block 11 (included as part of the concurrent SSD). The existing and proposed layout of on-street car parking can be seen in **Figure 3** and **4**.

Importantly, the proposal does not seek to alter the overall number of on-street parking space, but rather involves redistribution, reflective of the concurrent proposal and uses.



Source: Foster + Partners



Figure 4 – Block 11 – Public Domain Plan – Proposed (Mod 11) Source: Foster + Partners

2.5 Vehicle Access Arrangements

The proposal seeks to relocate the location of the vehicle access point on O'Connor Street. As shown below in **Figure 5** and **6**, the point of entry is proposed to move to the east of the current location, to align with the proposed building design of Block 11 submitted concurrently (SSD).

Importantly, the modification seeks to remove vehicle access onto Wellington Street, and removes the opportunity for vehicles to move through the site from north to south. Therefore greatly reducing the traffic movements along Wellington Street, and minimising traffic impacts on those residents.

The revision to the ground floor plane and vehicle access are discussed and supported by the Concept Plan architects, Foster and Partners (**Appendix B**).



Figure 6 – Block 11 - Traffic Access and Parking Plan – Proposed (Mod 11) Source: Foster + Partners

2.6 Modifications to Conditions of Consent

The above changes necessitate the following modification to the conditions of consent. Deletions are shown in **bold strike through** and insertions are shown in **bold italics**.

Schedule 2, Condition A4

A4 Development in accordance with Plans and Documentation ...

2(i) Section 75W EAR prepared by JBA dated January 2014; and The plans prepared by Foster + Partners provided at Appendix A.

Except as Modified by

(i) Section 75W EAR prepared by JBA dated November 2014 (as amended)

Schedule 3, Condition A1 Amend Modification A1 of Schedule 3 by the deletion of the struck out words and the insertion of the revised GFA table

3.0 Environmental Assessment

This section of the report assesses and responds to the environmental impacts of the proposed Modification Application.

3.1 Compliance with Relevant Environmental Planning Instruments

As the proposed modification does not amend the total GFA approved on the site or the number of parking spaces approved on the site, the proposal does not alter the approved developments compliance with the following relevant Environmental Planning Instruments:

- Sydney Local Environmental Plan 2005; and
- Sydney Development Control Plan 2012.

The above is consistent with the *Metropolitan Plan for Sydney 2036* which seeks to deliver `770,000 additional homes with a range of housing types, sizes and affordability levels for a growing and ageing population'.

3.2 Frasers Broadway Concept Plan

The compliance of the proposed modifications with the Concept Plan (assumed MP 06 0171 Mod 9) is outlined below.

3.2.1 Total GFA

As the proposal does not seek an increase in the maximum GFA permitted on the site, but rather the redistribution of floor space across the various blocks in response to approved developments (and conditions of approval), site constraints, and concurrent application (Block 11).

The proposed modification remains consistent with condition A1 contained in Schedule 3 of the Concept Plan approval in that a maximum of $255,500m^2$ GFA will be constructed on the site.

The proposed modifications will primarily allow for delivery of the proposed SSD development of Block 11. The redistribution of gross floor area across the blocks also reflects minor modifications made to Blocks 4S, Block 8, Block 1 + 4N and subsequently Block 11 as part of further design development.

3.2.2 Building Envelope

The modifications to the Block 11 envelope are as a result of detailed design involved with the concurrent Block11 SSD application submitted to the DPE. The intention of the amendment is to ensure consistency between these two applications in terms of the building envelope (as well as permissible GFA).

The proposed form was developed through a process of analysis of the fundamental components of the Concept Plan being building height, massing and setbacks, with a view to improving, expanding and where possible, optimising the relationship and hence environmental impact of these components. The key driver for the proposed form, and the subject modification, is to provide a more significant public domain gesture, significantly increasing publically accessible areas on the site.

The proposal developed from integrating a layered curvilinear profile response to the varying street and existing building alignments which exist along the boundaries of the site, rather than the traditional rectilinear response within the current concept plan

Through the use of setbacks, a built form that aligns with the height and scale of adjacent buildings has been established. This is demonstrated in a reflection of the two storey scale of the existing Caste Connell Hotel and the mid-scale of Wellington Street (adjoining building to the south).

Whilst the proposed modification to the building envelope removes two 'slots' that current exist within the current concept plan, increased separation is provided to the building on Wellington Street by shifting the building mass north, particularly at the western end of the site. As discussed below in **Section 3.3**, the removal of the 'slots' will result in minor overshadowing for a short period of the day in midwinter.

Overall, the changes to the building envelope when compared to the current concept plan provide a well-considered response to the existing and proposed amenity of residents, whilst providing a significant contribution to the areas of public open space.

3.2.3 Vehicles Access

The proposed amendments seek to revise the existing vehicle entry arrangement to Block 11, as discussed in **Section 2.5** above. The proposed amendments are consistent with the intent of the original Concept Plan, and are proposed in response to the concurrent Block 11 SSD application.

The removal of vehicle access to Wellington Street provides a significant amenity benefit to residential and non-residential land uses on Wellington Street, minimising vehicle noise and frequency of vehicle movements.

3.2.4 Landscaping and Public Domain

The modification to the public domain and landscaping as shown on the concept plan are in response to amendments of the Block 11 building envelope.

The proposed modifications provide a significant improvement in the public domain and landscape offering on the site. The proposal will provide 170% of the current concept plan landscaping area to the northern open space (from 1,270m² to 2,160m²) and 175% of the concept plan for the southern open space (from $670m^2$ to 1,170m²).

These amendments are considered to be a considerable improvement to the public amenity and streetscape of the southern portion of the Central Park site.

3.2.5 Statement of Commitments

The proposed modification does not generate any non-compliance with, nor need for amendment of, the Concept Plan Statement of Commitments.

3.3 Solar Access and Overshadowing

As demonstrated on the overshadowing plans provided within the revised Concept Plan drawing set (**Appendix A**), the proposed amendments to the concept plan are

The building envelope of Block11 is in keeping with the principles of the current concept plan and maintains net overshadowing with marginal variations. The variations are limited to shadows cast on roofs, roads, rear elevations and in the case of building frontages, are limited to incremental time frame increases. Shadow analysis and impacts are described below.

The heights and alignments of the envelope have been carefully considered to provide improvements to the amenity of the proposed public domain and adjacent building amenity by enhancing solar access into the public space, whilst seeking to minimise any additional overshadowing impacts to adjacent building, particularly those located south of the site.

The proposed scheme has opened the southern edge of the site to greater solar access so much so that the Wellington St edge of the site will achieve 21.2% more solar access than the Modified Concept Plan envelope.

3.3.1 Impact to Wellington Street

Shadow diagrams of the proposed Block 11 envelope are provided in **Figure 7** and **8** (selected) and **Appendix A** illustrate the effects of the proposed modification on the residential dwelling and non-residential uses south of site on Wellington Street.



Figure 7 – Overshadowing Plan – 12pm on June 21 (Mod 9 envelope shown outlined in red) *Source: Foster + Partners*



Figure 8 – Overshadowing Plan – 1pm on June 21 (Mod 9 envelope shown outlined in red) Source: Foster + Partners

Diagrams have also been prepared by FJMT as part of the Block11 SSD which provide a comparison between the overshadowing impact from the current concept plan and proposed envelope (noting the variations to the existing concept

plan). The proposed variations between the existing and proposed building envelopes are outlined below.

- The building mass has been shifted north, further away from Wellington Street
- Given the removal of the 'slots' which exist in the current concept plan envelop, overshadowing will occur at midday in mid-winter for a short period of time.
- Whilst the building height has been increased, due to the separation distance and angle of the sun, increased levels of solar access are achieved to Wellington Street.
- Due to the orientation of the site and Wellington Street buildings, there is no change to the shadow impact between the existing concept plan and proposal.
- Minor additional overshadowing will occur in the early morning (9am in midwinter) to the rooftops of Wellington and Queen Street buildings (this is shown above in Figure 7 and 8).

3.4 Traffic

The proposed amendments, including the relocation of vehicle access points, and the changes to on-street parking, are not considered to create any traffic impacts.

As noted above, there is no change to the number of on-street parking spaces to be delivered. Furthermore, the proposal removes vehicle access to and from Wellington Street, minimising traffic impacts to adjoining residents.

3.5 Public Benefit of Modification

The proposed modifications will allow for the following public benefits to be delivered on the Central Park site:

- Providing for the delivery of high quality residential/mixed uses within the Central Park site consistent with the approved envelope;
- Improved consistency with the objectives of the *Metropolitan Plan for Sydney* 2036 of delivering residential/mixed use development within existing centres which have good access to public transport;
- Delivery of a more considered distribution of floor space within the western precinct of the site with no material impacts to neighbouring properties;
- Significantly increase publicly accessible areas within Central Park, and improve pedestrian connectivity and permeability.
- Compliance with the objectives of the Environmental Planning and Assessment Act in that the proposal makes efficient and economic use of the land.

In light of the above public benefits of the modification, and in the absence of any adverse environmental impacts, the proposed modification to Concept Plan approval MP07 0161 (MOD 11) is recommended for approval.

4.0 Conclusion

The Environmental Assessment Report (EAR) has been prepared to consider the environmental, social and economic impacts of the proposed amendments to the MP 06_0171 (MOD 11) including the following:

- reallocation of GFA across the site, particularly to Block 11; and
- modification of the Block 11 building envelope.

The proposed amendments will have regard to the biophysical, economic and social considerations, including the principles of ecologically sustainable development.

The amendments to the Concept Plan are proposed in response to determined and concurrently proposed applications to ensure a viable development outcome is realised on the Central Park site.

Given the merits described above it is requested that the application be approved.