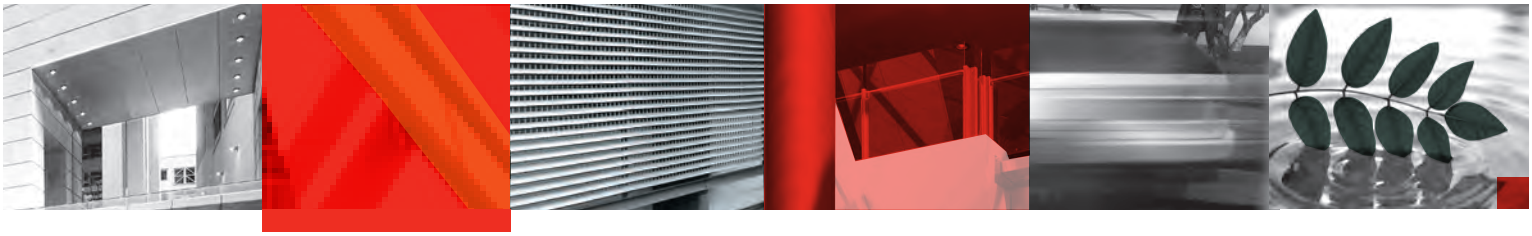
CityOne Concept Plan

Preferred Project Report



George, Carrington and Margaret Streets

Upgrade of Eastern Accessways to Wynyard Station and Commercial and Retail Development

Submitted to Department of Planning
On Behalf of Thakral Holdings Limited

March 2011 ▪ 10453

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JBA Urban Planning Consultants Pty Ltd operates under a Quality Management System. This report has been prepared and reviewed in accordance with that system. If the report is not signed below, it is a preliminary draft.

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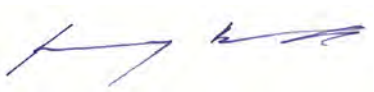
Signature  Date 18/03/11

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1.0 Introduction

An Environmental Assessment Report (EAR) for a Concept Plan for the upgrade of the Eastern Access ways to Wynyard Station and Commercial and Retail Development was publicly exhibited for a period of four weeks between 19 January 2011 and 18 February 2011.

The exhibited Concept Plan sought approval for:

- the building envelopes (above and below ground) for the commercial buildings, concourse area, basement car park;
- concept design and performance specification for the Wynyard station unpaid concourse east of the eastern alignment of Carrington Street;
- public domain concept design east of the eastern alignment of Carrington Street;
- design criteria to guide the future detailed design stages of the development east of Carrington Street;
- a Floor Space Area (FSA) of 85,000m^2; including up to 9,700 m^2 FSA for retail uses;
- land uses (refer to Section 7.6) consistent with the City Centre zone;
- Ecologically Sustainable Development strategy for the project;
- pedestrian and vehicle access arrangements; and
- 177 car parking spaces to service the tenants of the new commercial building.

Submissions

In total 37 submissions were received in response to the public exhibition of the Concept Plan. Submissions were received from Transport NSW, NSW Heritage Office, Sydney Water, City of Sydney Council, industry associations and the general public.

The source of submissions is summarised as:

- 4 submissions from authorities and agencies;
- 5 submissions from surrounding landowners; and
- 28 submissions from the general public

The majority of submissions supported the proposed development.

The following key issues were identified with the proposal:

- Lack of clear public benefit of the proposed development.
- Wynyard Station interface, pedestrian access and circulation issues.
- Relationship of the proposed design with Wynyard Lane interface.
- Potential impacts to Wynyard Park including future works to Wynyard Park and overshadowing.
- The built form of the proposed commercial tower and in particular the Carrington Street frontage.
- Overshadowing of Martin Place.
- Amount of proposed car parking.

In addition to the public and agency submissions the Department of Planning (the Department) also raised several issues. The Department's primary issues regarding the proposal were:

- a need for further detail regarding the scope, function and likely delivery of the public benefits associated with the proposal;
- the interface between the proposal and areas west of Carrington Street in terms of pedestrian access and circulation, services and floor levels; and
- building and urban design issues regarding the podium and tower.

In addition to these primary issues, the Department of Planning also requested the proponent address the following matters:

- Public Benefit;
- Wynyard Lane;
- Staging and Interface Issues;
- Pedestrian Access and Circulation;
- Building Envelope and Setback;
- Urban Design;
- Car Parking and Servicing;
- Overshadowing;
- Floor Area Analysis;
- Construction Management and Staging; and
- Additional strategic plans and draft planning instruments (that have been released since submission of the proposal) to be addressed.

The proponent Thakral Holdings Limited (Thakral), and its specialist consultant team have reviewed and considered the Department's comments and the public submissions and, in accordance with clause 75H(6) of the *Environmental Planning and Assessment Act 1979* (EP&A Act), has responded to the issues raised. This Preferred Project Report (PPR) sets out the proponent's response to the issues raised, details the final project including a number of revisions to the Concept Plan and a revised Statement of Commitments for which development approval is now sought.

Sections 2 and 3 of the PPR detail these amendments and Section 4 sets out a revised Statement of Commitments relating to the Preferred Project. This report should also be read in conjunction with the EAR dated January 2011 and forms part of the Concept Plan.

The Department requested that the reports submitted as part of the exhibited EAR be reviewed and revised in light of any revisions made in resolution of the above issues. Accordingly, Thakral have undertaken a review of the Consultant reports and where relevant updated them to accurately reflect the proposed Preferred Project Concept Plan. Except where otherwise stated in this report, the Preferred Project does not alter the assessments and recommendations of the technical assessments.

2.0 Key Issues and Proponent's Response

The following section provides a detailed response to the key issues raised in public submissions and by the Department of Planning following a detailed review of the submissions. **Appendix A** provides a response to all the issues raised during the public exhibition period.

2.1 Public Benefit

Issue

The Department of Planning, Transport NSW and City of Sydney Council have sought clarification of and additional detail on the scope and delivery of public benefits of the proposal.

2.1.1 Proponent's Response

The CityOne project has a unique ability to contribute to an upgrade of Wynyard Station, particularly access to the Station from George Street and Carrington Street. The project is aiming to deliver a significant benefit to the public, particularly in relation to the eastern access ways to the Station. The public benefits of the project include future physical works to be undertaken by Thakral east of Carrington Street as part of the redevelopment of this part of the site, and also a contribution towards wider Station upgrades, which will be undertaken by Transport NSW on land generally to the west of Carrington Street.

Transport NSW is currently preparing a Master Plan for upgrades to the Wynyard Station precinct. These upgrades will in part be based on modelling of pedestrian demand to 2060. Whilst detailed pedestrian modelling is yet to be finalised, one of the provisional performance specification requirements of Transport NSW is to provide a combined 20m total width of pedestrian exits from the station to the east (i.e. to George Street). Preliminary design indicates that the project can support such a requirement whilst providing other significant improvements such as vertical transportation and DDA compliant access. The upgrade of the eastern access ways by the Concept Plan east of Carrington Street are therefore one fundamental component of Transport NSWs wider Wynyard Station Precinct Masterplan.

The public benefits of the proposed improvements to the eastern access ways from George Street and Carrington Street include:

- A new station entry on the eastern side of Carrington Street.
- Significant aesthetic and functional improvements to the Wynyard Station entrances and access ways from both George Street and Carrington Street (eastern side).
- Increased pedestrian capacity from George and Carrington Streets to the main Wynyard Station concourse and ticketing areas by providing new escalators, lifts and stairs.
- Removal of conflicting pedestrian movements between George and Carrington Streets and the main Wynyard Station concourse.
- Improved east-west pedestrian flows between George and Carrington Streets, including more direct connections to the station and new way finding signage.
- Improved through site connections between George Street, Carrington Street, Wynyard Lane and Wynyard Park.
- Reorganisation of existing retail spaces which will assist future upgrades to the concourse, ticketing areas and platforms.

- The upgrades to the eastern access ways will provide improved connection to the ticketing area.
- Enhanced facilities for people with disabilities, with more direct access to the station concourse and bus interchange on Carrington Street.
- Improved quality of materials and finishes to floors, walls and ceilings, and quality retail facilities linking the station to George Street and Carrington Streets.
- Improved acoustic environment, air quality and temperature.
- Improved public domain surrounding the site including George Street and Carrington Street (east side) station entrances and activation of Wynyard Lane.
- Improved pedestrian journey times and improved pedestrian Level of Service for the eastern access ways.

Specifically the Concept Plan proposal includes the following upgrades to the eastern access ways that will be undertaken by Thakral as part of the development of the eastern portion of the site. Each of the works identified below relates directly to improvement of the public spaces of the Wynyard Station Precinct. There is no specific benefit arising from these works to the commercial development proposed by Thakral. A complying commercial redevelopment proposal that did not propose the delivery of a public benefit would retain the existing Wynyard Station access ways and not include any of the following items set out in **Table 1**.

The detailed design of the development east of Carrington Street is to provide a provisional minimum total combined pedestrian exit to the east via George Street and the Hunter Connection of 20 metres.

Table 1 – Proposed Public Benefits – Schedule of Works

	Item	Public Benefit
1	New escalator access from the main concourse to the Hunter Connection	Currently stairs only serve the Hunter connection from the concourse
2	A new 13 metre (4 storey) high station entrance to George Street	Existing station entrance to George Street is restricted in height and does not provide a suitable entry point for a major CBD station. A provisional minimum total combined pedestrian exit to the east via George Street and the Hunter Connection of 20 metres will be provided.
3	A new 8 metre high station entry will be established on the eastern side of Carrington Street	Currently there is no direct station entry from the eastern side of Carrington Street. Pedestrians are required to take an alternative route via George Street or western side of Carrington Street.
4	A new, clearly legible through-site link from George Street to Carrington Street will be established	The new through site link will provide a visual connection from George Street to Carrington Street providing improved east west connection for transport interchange uses and pedestrians passing through the precinct to and from George St to York Street.

	Item	Public Benefit
5	New access ways from George Street	New access ways will replace the existing ramps which do not meet requirement for access by persons with a disability with multiple entry points to the station concourse via 4 x escalators and new stairs. A provisional minimum total combined pedestrian exit to the east via George Street and the Hunter Connection of 20 metres will be provided.
6	New lift passenger access from George Street	A new passenger lift located directly off George Street will provide compliant access for people with a disability to the station concourse. No compliant access from George Street is currently provided.
7	Enhanced pedestrian capacity of new George Street station entrance from	The CityOne design enables a 20m minimum combined width to be maintained though the Thakral development to the station concourse. Adjusted lease terms will provide the State with security of tenure over these new access ways.
8	Unimpeded pedestrian flows	New access ways will provide a clear access from George Street to meet passenger growth demands to 2060 as well as providing DDA compliant access not currently provided.
9	Improved way-finding	New clearly identifiable station entrances from Carrington and George Streets, served by multiple sets of escalators and rationalisation of existing retail spaces will create an efficient means of entry to the station.
10	Revitalisation of Wynyard Lane	The Preferred Project seeks to close Wynyard Lane, thereby creating a pedestrian friendly connection from George Street to Carrington Streets and also assists in increasing pedestrian capacity to the main station concourse.
11	New Signage	Clear and legible signage to be provided to both George and Carrington Streets commensurate with a major CBD railway interchange.

The public benefits are illustrated in the **Figure 1** (included at **Appendix C**).

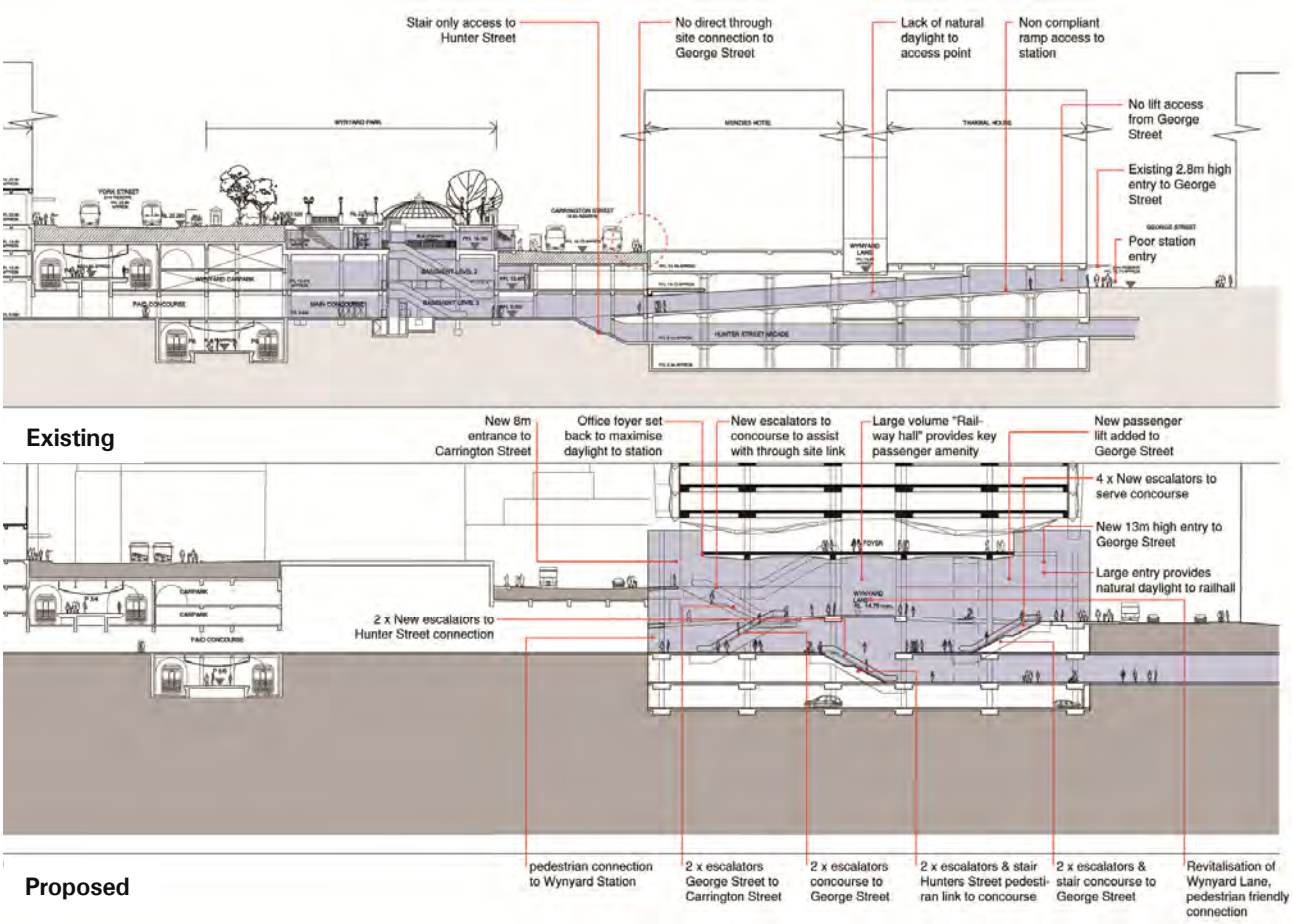

Figure 1 – Proposed Public benefits

Public Benefit Offer

Thakral is in the process of finalising its commercial offer to Transport NSW which is currently under evaluation in accordance with the *Working with Government Guidelines*. The general terms of the offer are outlined in a letter to the Department of Planning which is included at **Appendix C**.

An analysis of the economic benefits of the new connection between George Street and Carrington Street has been quantified using the methodology developed and followed by RailCorp in appraising capital projects as follows:

Element	Economic Benefit
Wynyard Access and Crowding benefits	$28,187,000
Amenity improvement benefit	$19,686,000
Generated fare revenue	$9,869,000
Avoided externalities from diverted road trips	$766,000
Avoided congestion from diverted road trips	$1,334,000
Total Economic Benefits	**$59,843,000**

The public infrastructure directly associated with the construction cost of the public eastern access way connections and associated transit hall between George Street and Carrington Street have also been costed by WT Partnership. The total cost of the public infrastructure component to be undertaken as part of the development is **$20 million**.

Thakral and Transport NSW are finalising their commercial arrangements with respect to the delivery of the public benefits and it is envisaged that Thakral will enter into a Project Delivery Agreement (PDA) with Transport NSW (RailCorp). The PDA will contain such matters as the commercial terms, design process, staging of works, project commencement preconditions and construction requirements.

Given the sensitivites of the station environment and the level of interaction required with RailCorp, the PDA is currently the most appropriate commercial agreement for this project. A Voluntary Planning Agreement is not considered to be the best delivery method for this project.

2.2 Station Interface, Pedestrian Access and Circulation

Issue

The Department has sought further information addressing design compatibility and staging issues at the station interface between the east and west sides of Carrington Street. The Department also sought further information on the key design aspects including floor levels, services and continuity of pedestrian and service access.

Transport NSW also noted that the performance specifications for the eastern acess ways are provisional and detailed pedestrian demand modeling is to be undertaken. Transport NSW also sought further information on how users of the commercial building would access the Wynyard Station Concourse.

2.2.1 Proponent's Response

Station Interface

The EAR presents a concept design for the concourse east of Carrington Street. No concept design has been proposed for the concourse west of Carrington Street at this stage. The eastern concourse design is indicative only, and will be subject to detailed design resolution as part of the subsequent Project Application(s).

The concept design has however been specifically designed to work with the existing floor levels within Wynyard Station. The section in **Figure 2** below illustrates the interface with Carrington Street to both the upper and lower concourse levels.

The area shaded red in **Figure 2** below shows the two level connections to the station upper and lower concourse levels. The lower concourse levels connect directly into the main Station concourse. These new connections are to be configured to match the levels of the existing upper and lower levels of the concourse. This will be confirmed in the detailed design to be submitted with the Project Application.

The design for the eastern access ways allows for pedestrian connections to be made regardless of the final design for the concourse and Station upgrades being developed by Transport NSW. At the upper concourse level (George Street) there is currently a solid wall at rear of the existing Coles supermarket. New connections to the concourse can be provided if the supermarket is relocated or removed in the future. If a solid wall is retained a design solution for the use of this space can be achieved.

Figure 2 – Connections and interface with Wynyard Station concourse level

Thakral is committed to further ongoing consultation with Transport NSW in relation to resolution of the detailed design of the eastern concourse, and to ensuring that the eastern concourse design will allow for full and seamless integration with the future Wynyard Station concourse designs west of Carrington Street. The commitment towards consultation and agreement with Transport NSW in relation to the detailed design resolution of the eastern concourse is reflected in revised final Statement of Commitments.

Performance Specifications for the Eastern Access ways

The EAR included the following performance specifications for the future eastern access ways between George Street and Wynyard Station unpaid concourse:

- 20 metre minimum total width of exit to George Street; and
- Unimpeded pedestrian flows between the concourse and the street.

Thakral acknowledges and agrees with Transport NSW that the detailed design of the provisional 20 metres eastern exit width requirement should be subject to further detailed pedestrian modelling as part of the detailed design stage of the development to confirm that this provisional requirement is the appropriate requirement to ensure the necessary exit widths to meet pedestrian demand to 2060.

Further modelling is also required to test the performance of proposed access ways and vertical transport (escalators, stairs, lifts etc) as part of the resolution of the detailed design of the eastern concourse. Accordingly, Thakral is committed to including pedestrian demand modelling and designing the eastern access way in accordance with Transport NSW functional specification requirements as part of the design resolution of the future detailed Project Application. These requirements are reflected in the revised final Statement of Commitments.

The Concept Plan design currently illustrates a provisional minimum unimpeded width of exit to the east towards George St of 20 metres that is measured throughout the various levels of the exits to the Street. The specific details of satisfying this requirement are dealt with in detail under section 4 of the updated Halcrow report contained in **Appendix D**.

Thakral also acknowledges and agrees with Transport NSW that the above provisional minimum unimpeded width of exit to George Street should be via the most convenient route from the concourse to street level, and must not be impeded by obstructions to pedestrian movement such as the pedestrian crossing of Wynyard Lane this is incorporated into the revised Statement of Commitments. Design amendments to Wynyard Lane are discussed in Section 2.3.

2.3 Wynyard Lane

Issue

City of Sydney Council raised concerns regarding the indicative design of the Concourse level, which crossed Wynyard Lane, resulting in vehicle movements passing through the Concourse.

Transport NSW also raised concerns regarding the design of the Wynyard Lane crossing, particularly the impact to pedestrian flows from vehicles using the Lane. Transport NSW considered that the proposed design was not satisfactory and did not meet Transport NSW's functional specifications for station's eastern access ways.

2.3.1 Proponent's Response

The exhibited Concept Plan was prepared on the assumption that Council would require the lane to remain open to vehicle traffic. In light of Council and Transport NSW's comments, Thakral has examined various options for the full integration of Wynyard Lane into the concept design, and also for managing the potential pedestrian / vehicle conflict within Wynyard Lane.

Thakral agrees with Council's recommendation to close Wynyard Lane to through traffic for all but emergency vehicle access. Thakral also agrees with the Council's recommendation that a Working Party be formed to resolve the final configuration for traffic in and around Wynyard Lane, however, proposes that this should appropriately occur prior to the lodgement of the detailed Project Application at which time the detailed design of the eastern access ways and concourse, and of the car park and commercial tower will be resolved.

Thakral's preferred solution for Wynyard Lane (referred to as Option 1 below) is that the Lane be closed to vehicle traffic at the northern and southern ends of the development site. The remaining northern and southern parts of Wynyard Lane will be made two way (see **Figure 3**). All cars entering the site (both the existing Wynyard Station Public Car Park, and CityOne) would enter via Wynyard Lane, and exit via the old tram tunnels into Cumberland Street.

This is the preferred solution as it will remove any obstruction to pedestrian flows from the eastern access ways into the Station and enable unimpeded east-west pedestrian access across the lane. An assessment of the traffic implications of the road closure is included in the supplementary traffic report prepared by Halcrow included at **Appendix D**. The report demonstrates that the preferred option may result in a potential decrease in traffic during morning peak hour and a have neutral effect during the evening peak.

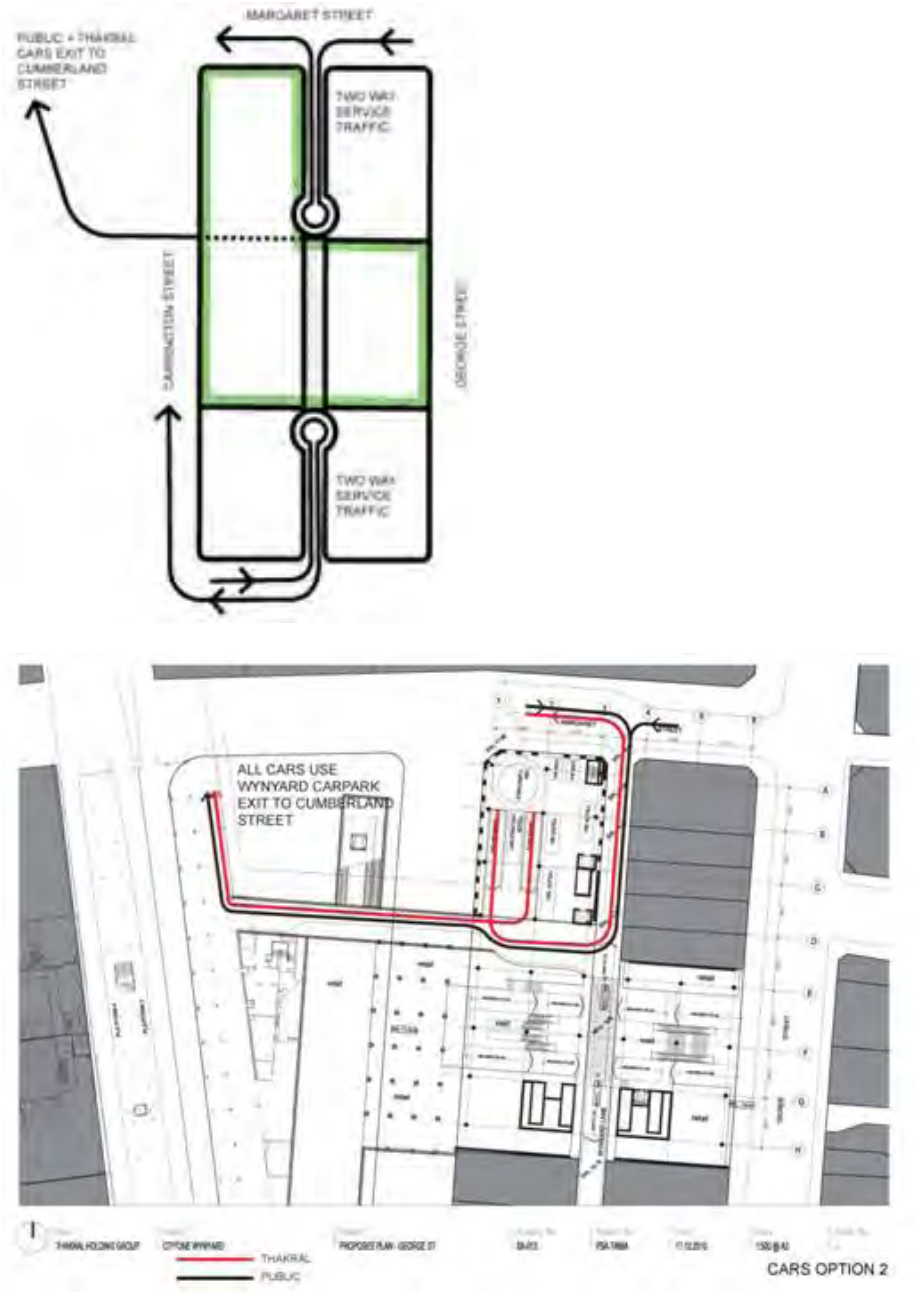

Figure 3 – Thakral's Preferred Option (Option 1)

Under Option 1 cars (and service vehicles) currently parking in the CityOne building would access the car park from the northern end of Wynyard Lane. Cars would exit the site into Cumberland Street, via the old tram tunnels. These tram tunnels are leased by Thakral from RailCorp. Service vehicles would exit the site from the northern end of Wynyard Lane as illustrated in **Figure 4**.

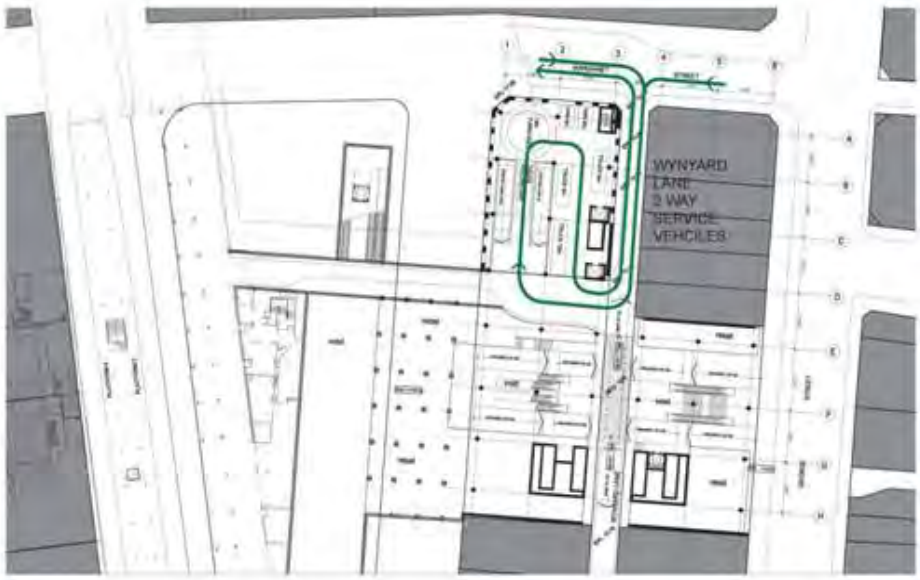

Figure 4 – Proposed service vehicles access arrangements

Thakral acknowledge that in the longer term the tram tunnel may be used for rail infrastructure purposes and therefore may not be available to the development in the future.

An alternative solution has therefore be considered (Option 2). Option 2 (see **Figure 5**), involves the cars parking in the CityOne building entering and exiting via Wynyard Lane to the north. Cars parking in the Wynyard Station Public Car Park would enter via the northern end of Wynyard lane and continue to use the Cumberland Street exit.

However, should Transport NSW close the tram tunnel access in the longer term, precluding the exit of cars to Cumberland Street, Option 2 would need to be exercised as the vehicular access arrangement for the development.

Although less preferred, the assessment of traffic implications included at **Appendix D** demonstrates that an arrangement whereby all vehicles excited Wynyard Lane to Margaret Street is satisfactory.

It is noted under the Preferred Concept Plan proposal, there is to be no net increase in existing on-site parking numbers.

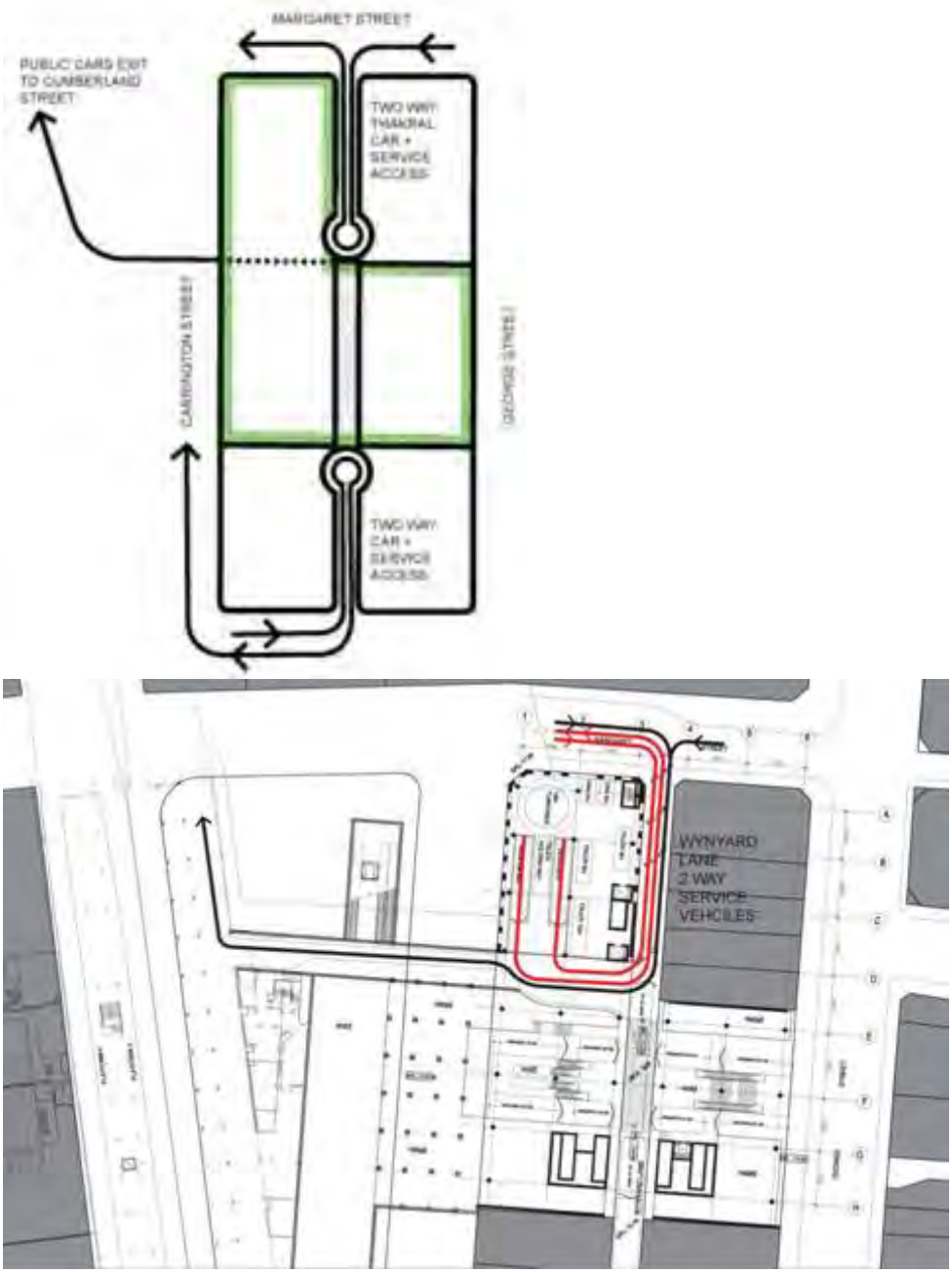

Figure 5 – Wynyard Lane design solution Option 2

It is noted that other aspects of the Concept Plan are design is flexible enough to allow for Wynyard Lane to be closed, but is not contingent upon this happening. If necessary the exhibited Concept Plan design for Wynyard Lane could be implemented and the pedestrian / traffic conflict can be dealt with by traffic control measures (i.e. Traffic lights) on Wynyard Lane, as would occur on any public street.

Access for Adjoining Buildings

As illustrated in **Figure 6** below there are several buildings which front Carrington and George Streets that rely on Wynyard Lane for access to loading zones and basement car parks.

To maintain access to adjoining buildings it is proposed that the northern and southern sections of Wynyard Lane will operate as a two-way cul-de-sac and that no stopping restrictions will need to apply to allow vehicles to pass.

Given the number of buildings serviced from the southern part of Wynyard Lane a number of measures are proposed to assist traffic. These include:

- providing a turning bay adjacent to the closure to allow vehicles to turn around at the end of the lane;
- installation of signage advising Wynyard Lane is a no through route and is for building access only; and
- adjustments to the parking arrangements at the intersection of Wynyard Street and Wynyard Lane to allow vehicles to pass each other at the bend where the two roads join.

Figure 6 – Vehicular access of Wynyard Lane

2.4 Wynyard Park

Issue

Several submissions including the submission from the City of Sydney Council raised concerns about the proposal's impact on Wynyard Park including:

- additional overshadowing to Wynyard Park;
- impact of works, including new station entrances on Wynyard Park;
- impacts to users of the Park.

2.4.1 Proponent's Response

The Concept Plan identifies a zone within which public domain improvements may occur within Wynyard Park. This zone includes the existing station entrances and station dome area.

The future design of any public domain improvements or Station entrances within Wynyard Park will be determined by RailCorp and Transport NSW, in consultation with the Council, during the detailed design phase of the Wynyard Precinct Master Plan process being undertaken by Transport NSW. Transport NSW has established several principles for the Wynyard Precinct Master Plan. In relation to Wynyard Park an identified principle is *"Repairing, Enhancing and re-connecting Wynyard Park back to the CBD."*

Works to Wynyard Park will be the subject of future approvals, sought as relevant by Transport NSW, and is a matter for determination by Transport NSW.

Design Principles

To guide the future design of the Station and its interface with Wynyard Park the Concept Plan proposes to incorporate the following design principles for Wynyard Park/Wynyard Station interface:

- Improve the amenity of the Park by removing the dome structure and minimising any above ground intrusions into the Park.
- Provide a clearly legible east west pedestrian connection between York and Carrington Streets to improve access to Wynyard Station.
- Enhance the quality of the public domain, improve the amenity for park uses and minimise the extent of hard landscaped areas.
- Incorporate sustainability and water sensitive urban design measures and water elements where appropriate
- Provide clear north-south and east-west views and visual connections through the Park.
- Provide opportunities for light and natural ventilation into Wynyard Station to improve the amenity of commuters.
- Ensure that the public domain is designed with regard to the heritage values of the Park.
- Use materials and public domain treatments sympathetic to the heritage status of the Park.
- Minimise the impacts of any new station entrance(s) on existing trees and vegetation.
- Provide way finding and directional signage.
- Ensure that the public domain is designed with regard crime prevention through environmental design.

The above design principles have been incorporated in the revised Statement of Commitments to ensure that they are applied in the subsequent design stages of works west of Carrington Street.

Overshadowing

Further analysis of the overshadowing impacts to Wynyard Park has been undertaken by Whelan Insites, including an assessment of shadow impact if a 6m building setback is provided on Carrington Street.

The extent of overshadowing to Wynyard Park is influenced by the orientation of the building relative to the position and angle of sun. The orientation of Carrington Street is north- south. Therefore any shadow impacts are limited to the morning period.

Detailed shadow images of Wynyard Park have been prepared by Whelans Insites and are included at **Appendix E**. The shadow images detail:

- The extent of existing shadows cast on Wynyard Park at hourly intervals for 22 March, 22 June and 22 December.
- The extent of shadows cast on Wynyard Park from the building envelope as submitted in the EAR at hourly intervals for 22 March, 22 June and 22 December.
- The extent of shadows cast on Wynyard Park from a theoretical building envelope with a 6m setback along Carrington at hourly intervals for 22 March, 22 June and 22 December.

Due to the orientation of the building the potential shadow impacts to the Park are limited to the morning periods. The extent of shadowing on the Park is also directly affected by the existing building surrounding the site to the east, north and west. In particular existing buildings to the north and north east of the park have a significant impact on the overshadowing of the park.

The shadow analysis shows that with the proposed Concept Plan envelope, there is no variation to the extent of shadows to Wynyard Park at sunrise for any time of year.

During the early morning period to 9.00am there is no impact during mid winter as the park is already overshadowed. During the equinox periods there is negligible impact, with some minor additional overshadowing of the tree tops. During summer some additional shadow is cast during the early morning period, but this is mostly occurs on the hard paved area between the Wynyard Park Dome and York Street.

During the mid morning period (9.00am-12.00pm) during mid winter there is negligible additional overshadowing as the majority of the park is already in shadow, particularly up to 11.00am. During summer some minor additional shadow is cast during the mid morning period, occurring on the hard paved area around the Wynyard Park Dome and to the grassed area to the south of the Dome. From 11.00am the shadow has mostly moved of the park and is on Carrington Street.

The building envelope does not cause any overshadowing of Wynyard Park during the key 12.00pm -2.00pm lunchtime period at any time of the year as required in the LEP.

Due to the orientation of the building an envelope that incorporated a theoretical 6m setback (over RL 62m) on Carrington Street delivers negligible change to the extent of shadows cast by the building envelope on the Park during the morning period due to the angle of the sun. The main change to the shadow as a result of a 6m setback occurs when the sun has moved around to the north, by which time the shadow has already moved off the Park.

Similarly the amended envelope which includes a 6m setback to Shell House at RL 63.6m and 3.5m setback between RL56m and RL 63.6m will have negligible change to the shadows cast on Wynyard Park due to the north-south and east-west orientation of the building.

2.5 Built Form

Issue

The submission from City of Sydney Council raised issues regarding the height, bulk, and scale of the building envelope. In particular the submission sought to have the envelope incorporate setbacks on Carrington Street to reduce visual bulk, provide more appropriate scale of the development, and to improve sunlight access to Wynyard Park and environmental amenity.

Council proposed a minimum 6m setback above RL 62 on Carrington Street, with a weighted average setback of 8m. Council also recommended removal of the Commercial tower upper foyer in Carrington Street to create a high open space transit hall.

The Department of Planning also requested further consideration be given to the proposed height and bulk of the building envelope, in particular its presentation to Carrington Street and Wynyard Park. The Department also sought that an amended scheme reinforce the existing street wall height in Carrington Street and provide an appropriate setback for the proposed tower above the podium.

Further, Council also sought clarification about the extent of overshadowing on Martin Place and the GPO steps and façade.

2.5.1 Proponent's Response

Urban Design

In response to issues raised about the bulk of the building envelope, Hassell has undertaken a design review of the envelope. The design review has had regard to the issues raised by City of Sydney Council, the relationship to the adjoining heritage items and the intent of the Sydney DCP controls.

As a result of the design review undertaken by Hassell the following amendments to the building envelope are proposed:

- a 6m setback from Shell House (southern alignment) to the northern face of the tower structure between Carrington Street and Wynyard Lane; and
- a 3.5m setback at the Carrington Street frontage between RL56 (37m) and RL63.6 (45m).

These proposed changes are discussed in detail below.

Carrington Street Frontage

Central Sydney DCP 1996 sets out a range of objectives in relation street frontage heights and front building setbacks. The DCP considers that buildings over 45 metres high built at the street alignment can result in:

- overshadowed streets,
- reduced daylight to pedestrians and lower levels of other buildings,
- unpleasant wind conditions,
- pedestrians overwhelmed by the height of buildings,
- poor growing conditions for street trees.

In particular the DCP considers that by setting back higher parts of buildings from the street frontage, it is possible to achieve comfortable street environments that:

- allow reasonable levels of daylight to streets,
- lessen wind problems at street level.

In addition the Sydney LEP contains the following objectives in relation to the Wynyard Park Special Area

> *(b) to protect and extend mid-winter lunchtime sun access to Wynyard Park and Lang Park,*
>
> *(c) to retain the sense of urban enclosure provided to Wynyard Park by requiring new buildings to be built to the street alignment, and by requiring street frontage heights and setbacks above them to be compatible with the prevailing form and scale of existing buildings surrounding Wynyard Park,*

For Carrington Street the DCP proposes a street wall height of 45m, with a setback across the entire depth of the site.

In consideration of the key objectives of the DCP and Special Areas precinct, a design review has been undertaken that considers a range of design solutions for the Carrington Street frontage in the context of its streetscape character.

Upper level tower setbacks are typically required in the CBD as a means of providing sunlight and amenity, particularly along streets such as Pitt Street or George Street where there is a prevailing form of tower buildings on both sides of the street, which can create a narrow or 'tunnel' streetscape environment.

Carrington Street is effectively a single sided street due to the location of Wynyard Park on the opposite side of the street and the distance of buildings on the western side York Street. Carrington Street is also a relatively short street, with buildings on Margaret Street to the north and Wynyard Street to the south terminating views and vistas. The streetscape character of Carrington Street is therefore generally open in nature with significant exposure to the skyline.

An analysis of the existing built form along the eastern side of Carrington Street shows that apart from Shell House, none of the other existing properties along Carrington Street comply with the RL 62m setback request from Council (an absolute minimum of 6 metres and an average of 8 metres). The portions of the existing buildings at the southern end of Carrington Street which breach the Council's setback provisions are shown in red in **Figure 5** below. There is in fact no consistency in street wall height on the eastern side of Carrington Street as suggested by the Council.

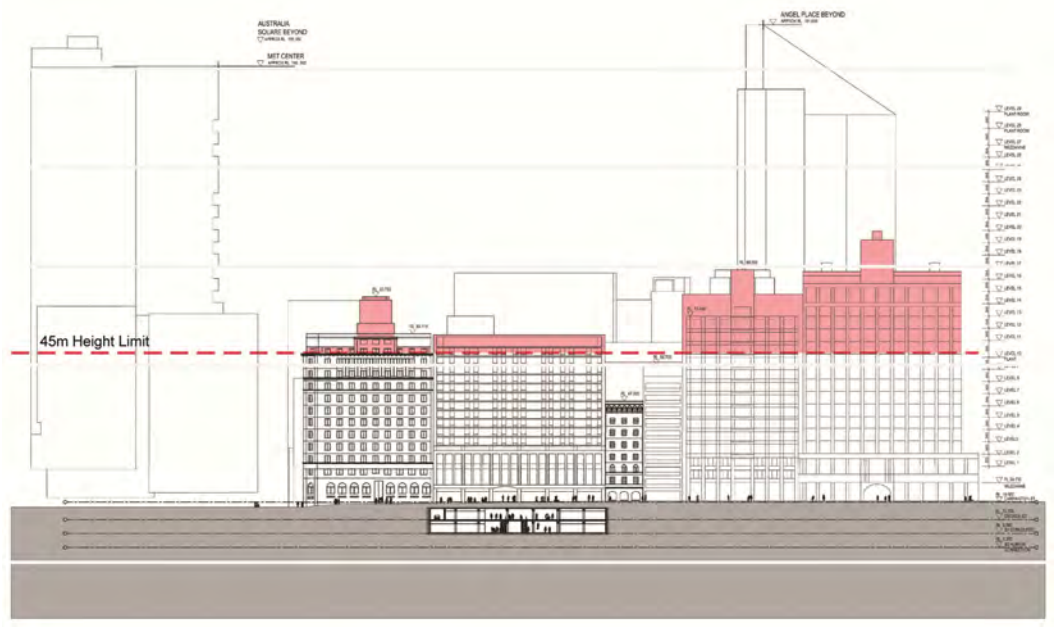

Figure 7 – Carrington Street – street wall heights

It is important to note that the street wall heights along Carrington Street are unlikely to significantly change in the foreseeable future given the development constraints on properties along Carrington Street. In 2006 JBA undertook an analysis of the development potential of sites along Carrington and the Wynyard Precinct (which was submitted to the Department of Planning at that time). This analysis showed that development potential of surrounding sites is very limited due to the restrictions of current planning controls (eg height and floorspace), heritage status of buildings, size of sites, ownership patterns and strata subdivision. In particular none of the surrounding buildings provide direct access into Wynyard Station nor can deliver the public benefits that the CityOne development provides.

With respect to the development potential and future opportunities for other major developments within the precinct, the development potential analysis concluded:

- Within the precinct there are few sites, if any, that can offer the major public benefits that can be delivered by CityOne.
- Land ownership is highly fragmented in the precinct and therefore, it is highly unlikely in the short to medium term that other large developments of the magnitude of CityOne will be proposed.
- The precinct and the broader City Centre zone, has a high concentration of heritage items. Pursuant to the existing heritage provision in SLEP 2005 (which encourage the conservation of Schedule 1 listed heritage building through the heritage floorspace system), it highly unlikely that these sites will be developed to any great extent.
- There were only four contiguous land holdings in the precinct and the likelihood of these sites being redeveloped in the short to medium term is unlikely due heritage and planning control constrains.

It is highly unlikely that there will be any viable future developments occurring along Carrington Street which are able to comply with the Councils desired setback provision, which for Carrington requires a building setback across the whole of the block between Carrington Street and Wynyard Lane. This effectively reduces the future height limit of any building to 45 metres.

Given the heights of buildings at the southern end of Carrington Street already exceed the 55m height limit under the LEP, there is little incentive to redevelop these sites.

The need to retain and acknowledge Shell House and its contribution to the urban design of a "street wall" along Carrington Street and to Wynyard Park is recognised. Hassell has considered several design solutions that will reinforce the existing street wall of Carrington Street and result in an acceptable heritage solution for the adjoining buildings. To this end it is important that Shell House is not dominated by the adjacent tower form.

Several envelope options have been considered by Hassell and these include:

- A building envelope with no setbacks on Carrington Street (as detailed in the exhibited EAR).
- An envelope for the tower not setback from Shell House.
- A tower envelope setback 6m from the southern boundary of Shell House to better respect the heritage of Shell House.
- An envelope for the tower setback 3.5m at RL 56m for 8m or two storeys in height.
- No 6m setback to Shell House, but a 3m setback to Carrington Street.
- A setback provision of a 3.5m setback to the tower for two storeys from the Carrington Street frontage to respond to the loggia of Shell House and a 6m setback to Shell House.

Further heritage advice was also sought in relation to Carrington Street setbacks, including other design solutions that will reinforce the existing street wall.

It is considered that the visual character of the 'street wall' is best achieved by the inclusion of a 3.5 meter setback over two storeys in the Carrington street facade between 37m and 45m. This setback would be designed to acknowledge upper level fenestration or logia on Shell House and highlight the clock tower.

Beyond the upper RL the Tower facade would be designed as a transparent minimal façade on the street alignment. At the upper levels the tower is beyond the normal cone of vision from pedestrians as they move along Carrington Street.

Figures 8-15 illustrate the setback options, that have been examined by Hassell, based on a review of the Council's recommendations and a physical modelling review of the development from the actual streetscape.

Figures 8 and **9** show a 6 metre wide setback for the tower above Shell House parapet level at approximately RL63 with the northern face of the tower in line with Shell House. **Figures 10** and **11** show a 3 metre wide setback for the tower above Shell House parapet level at approximately RL63 with the northern face of the tower in line with Shell House.

These images show there is little difference between a 3m and 6m setback. It is also considered that visually the desired 'street wall' character is not successfully achieved.

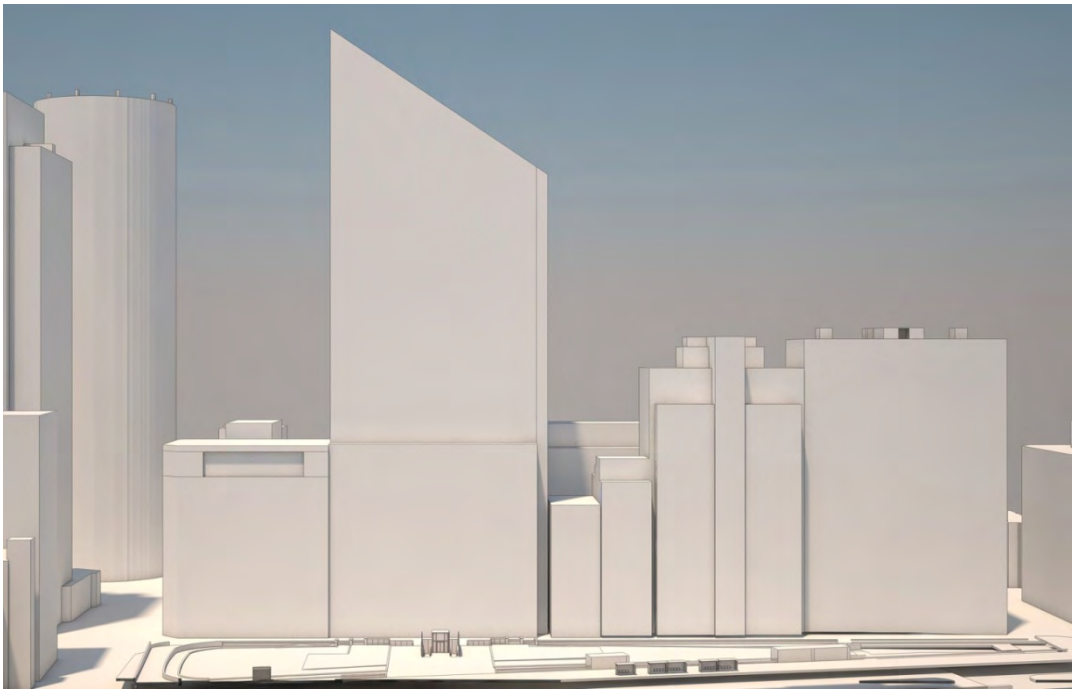

Figure 8 – View showing the tower for full width of the site with a 6 m setback to the tower

Figure 9 – View of a 6m setback and the tower being the full width of the site abutting Shell house

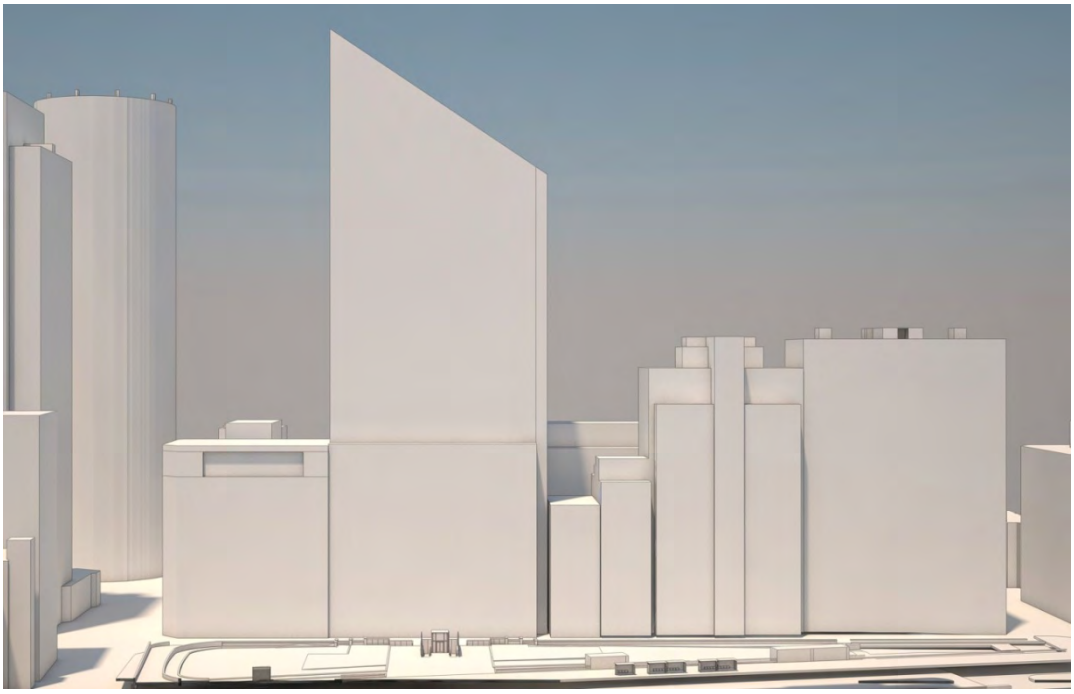

Figure 10 – View showing the tower for full width of the site with a 3.5 m setback to the tower

Figure 11 – View of a 3m setback and the tower being the full width of the site abutting Shell house

Figures 12 and **13** show a 3.5m setback at a higher level, starting at the parapet level of Shell House approximately RL63. This design option provides a partial setback of 3.5m from Carrington Street over two storeys responding to parapet level of Shell House. The tower envelope is also vertically setback 6m for the southern boundary of Shell House.

Whilst a visual connection to Shell House is achieved, this is at the parapet level and results in the making the tower element appear shorter and less slender.

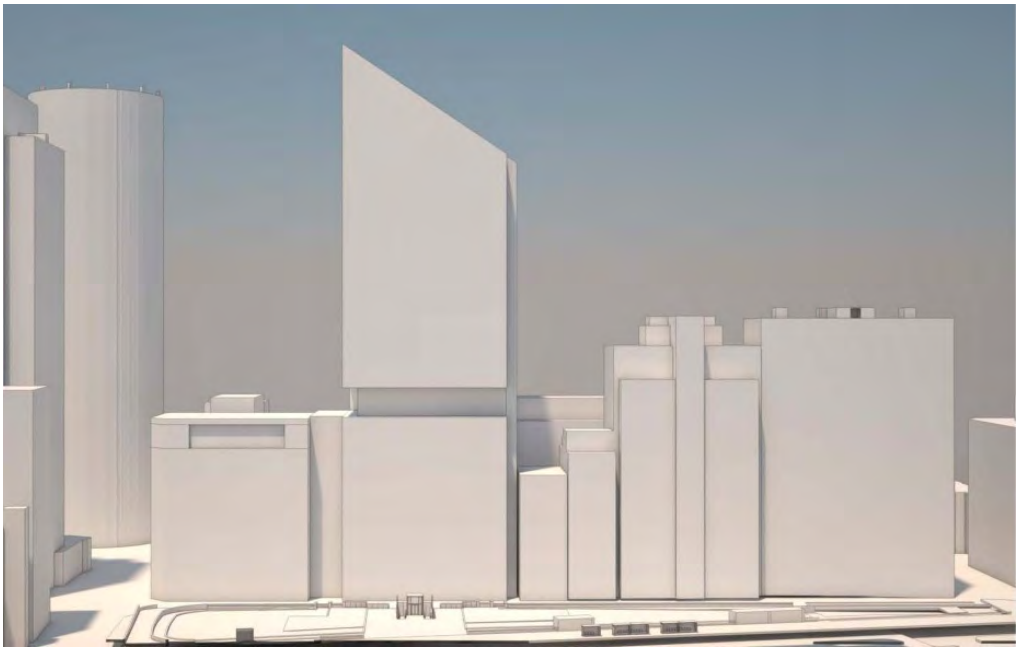

Figure 12 – Upper level setback of 3.5m between RL 63.6 (45m) and RL76.6m (55m) responding to parapet level of Shell House

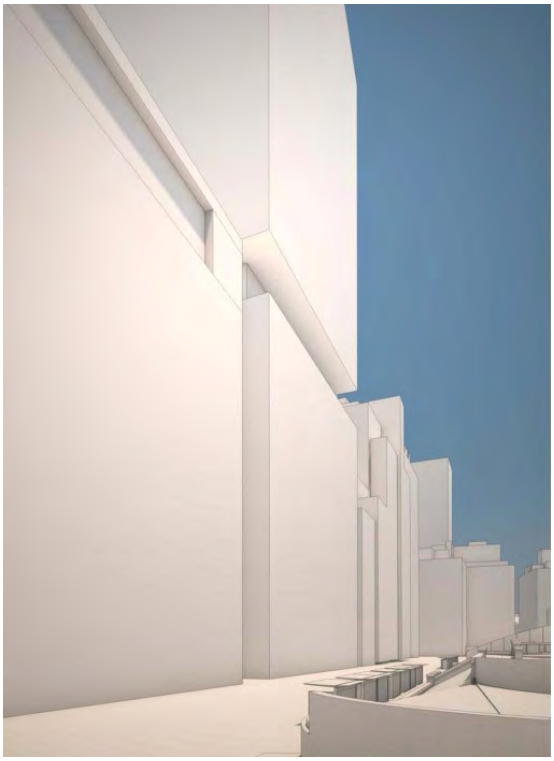

Figure 13 – 3.5m setback on Carrington Street between RL 63.6 (45m) and RL76.6m (55m) responding to parapet level of Shell House

Thakral's preferred option for the envelope, proposed in the amended envelope drawings at **Appendix B**, is illustrated in **Figures 14** and **15**. This option includes a 3.5m setback matching the loggia on Shell House with the lowest level of the setback being approximately RL56 and the highest level matching the parapet of Shell House at approximately RL63. The tower envelope is also vertically setback 6m for the southern boundary of Shell House.

The preferred envelope design is considered to provide a design solution that reinforces the existing street wall of Carrington Street and provides an appropriate response to the heritage significance of Shell House. The heritage significance of Shell House and its influence on the visual character of the street has been a key element in determining the proposed street wall definition and upper level tower setback on Carrington Street that is now proposed.

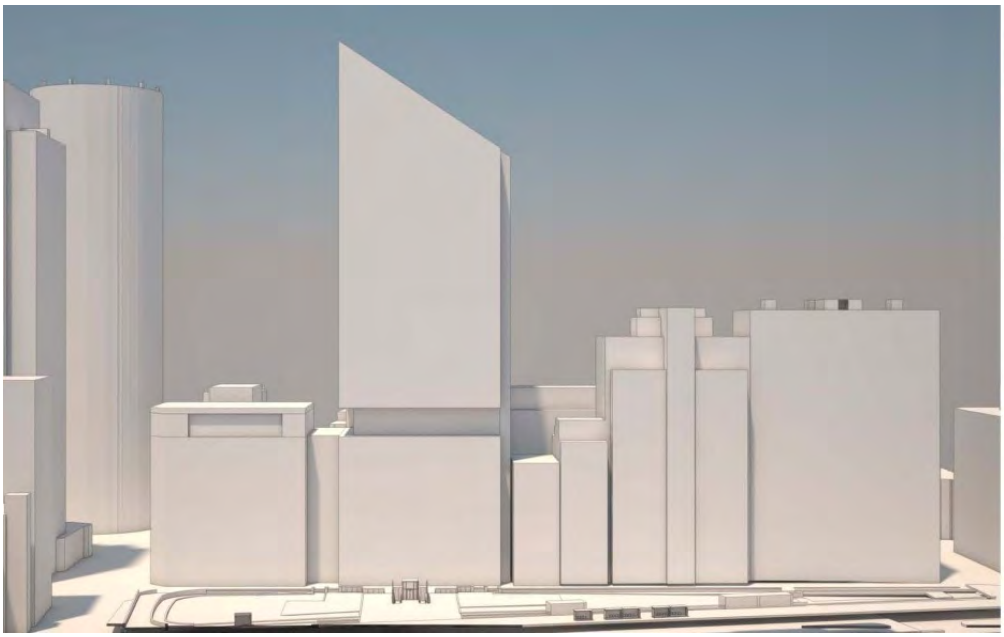

Figure 14 – Upper level 3.5m setback on Carrington Street between RL 56 (37m) and RL63.6m (45m) responding to Loggia level of Shell House

View from North end of Carrington Street

View from South end Carrington Street

Figure 15 – 3.5m setback on Carrington Street between RL 56 (37m) and RL63.6m (45m) responding to Loggia level of Shell House

Given the streetscape character of Carrington Street, which provides a sense of openness it is considered that an upper level tower setback for the site will not provide any significant benefit in terms of sunlight access or amenity. An upper level setback does also not respond to any urban form of adjoining buildings or those buildings opposite, which are on the western side of York Street.

In relation to potential wind impacts, the wind report submitted with the EAR addresses the potential impacts of a flat building face on Carrington Street and noted that due to the topography and presence of existing buildings to the west, the City One building will be relatively well shielded.

A 3.5m setback over two storeys can further reduce any potential risk of downdraft from the tower and resultant loss of amenity due to wind on Carrington Street. The upper level street wall setback will deflect any downdraft wind effect away from the street level.

Thakral acknowledges and agrees with the Council that detailed wind tunnel testing is required, however it is considered appropriate that this detailed wind tunnel testing be undertaken on the detailed design of the proposed building. This matter is reflected in the Statement of Commitments.

Facade Design

Thakral acknowledges and agrees with the Council that the design solution for the street wall element of the project should be required to differentiate the facade treatment from the tower elements.

It is noted that whilst masonry elements can be accommodated, there is a need to ensure an appropriate degree of transparency to the transit hall on both George and Carrington Streets to provide for light and visual permeability to the Station. In addition advice from the heritage consultant has considered that it is not necessary or appropriate to introduce a masonry character to the new street wall element and such an approach could potentially reduce the prominence of the masonry facade of Shell House in streetscape.

Appendix G sets out design criteria for the commercial building. The future detailed design of the building will need to satisfy and demonstrate how the design criteria have been met. A range of architectural treatments to the facade will be developed for a Design Panel to test. The facade treatments and materials will be detailed in the future Project Application for the building.

Figures 16 – 18 show a variety of street wall heights and setbacks and the Thakral's preferred solution.

Figure 16 – A full site width street wall at RL35 m with 8m setback to the tower

Figure 17 – A full site width street wall at the Shell house cornice line (45m) with an 8m setback to the tower

Figure 18 – The preferred street wall with a 3.5 m setback over two storeys at RL35m to maximise the visual relationship of the tower soffit with the Shell House loggia.

Carrington Street Foyer

There is currently no direct access from the eastern side of Carrington Street to the station concourse. On the eastern side of Carrington Street a major station entry point will be constructed which will provide direct access down to the station concourse level via new stairs and escalators connecting to the George Street concourse. A new lift will also be provided from Carrington Street down to the Hunter Connection level to provide for access for persons with a disability.

Access to the commercial offices from the station will be via the new stairs and escalators connecting to the Carrington Street level. The commercial building's primary address and main entry will be from Carrington Street, adjoining the transit hall.

The Concept Design has entry heights for the Transit Hall of 13 metres (3 - 4 storeys) at the George Street frontage and 8 metres (2–3 storeys) at the Carrington Street frontage. The entry heights are illustrated in **Figure 19**. The transit hall between George Street and Carrington Streets has been designed as a generous space fitting for a world class transit facility. The design provides for a clear, spacious and direct link between George Street and Wynyard Park.

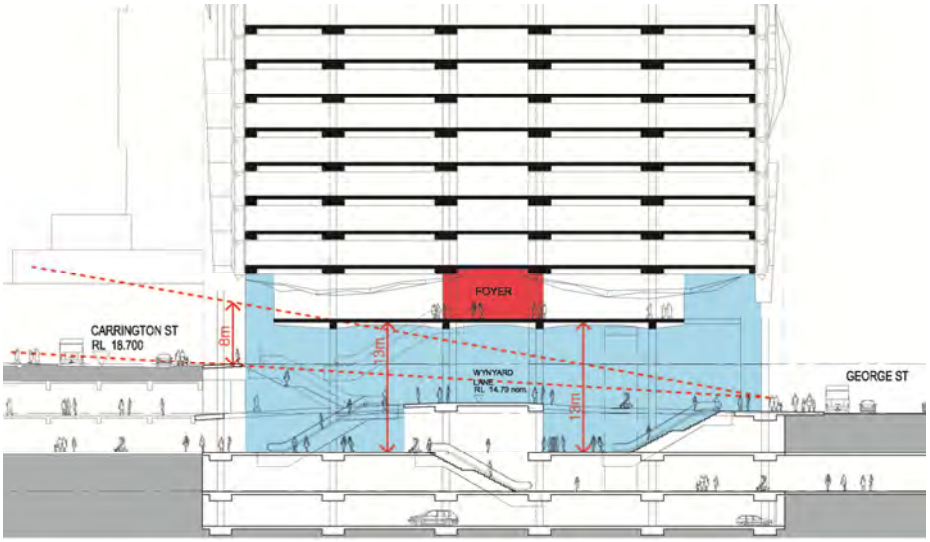

Figure 19 – Entry heights on Carrington Streets and George Street

For illustrative purposes **Figure 20** shows the current George Street entry portals overlaid on the Carrington Street frontage. **Figure 21** shows the current concept for the Carrington Street entry. **Figures 22-24** illustrate the transit hall and commercial office entry.

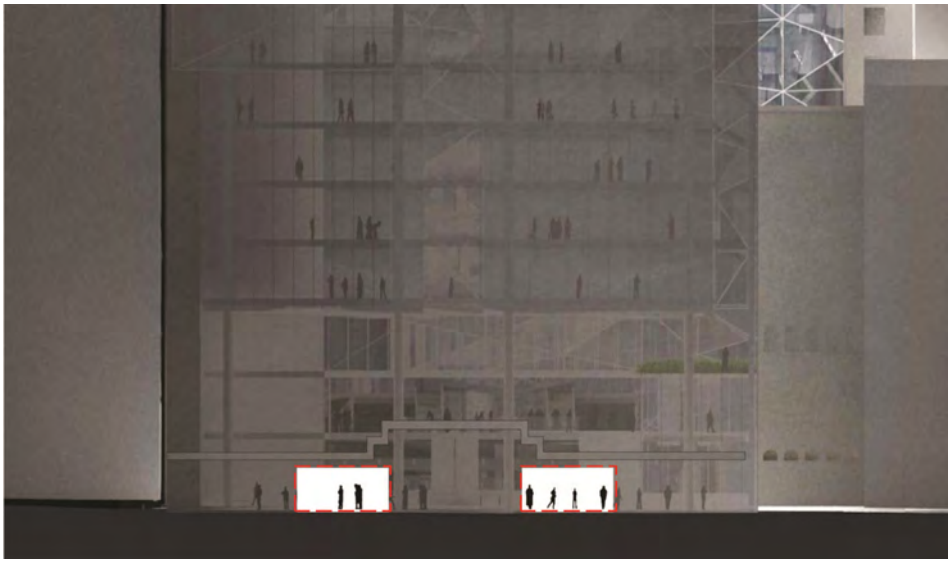

Figure 20 – Current George Street entry portals overlaid on Carrington Street frontage.

Figure 21 – Proposed Carrington Street entry.

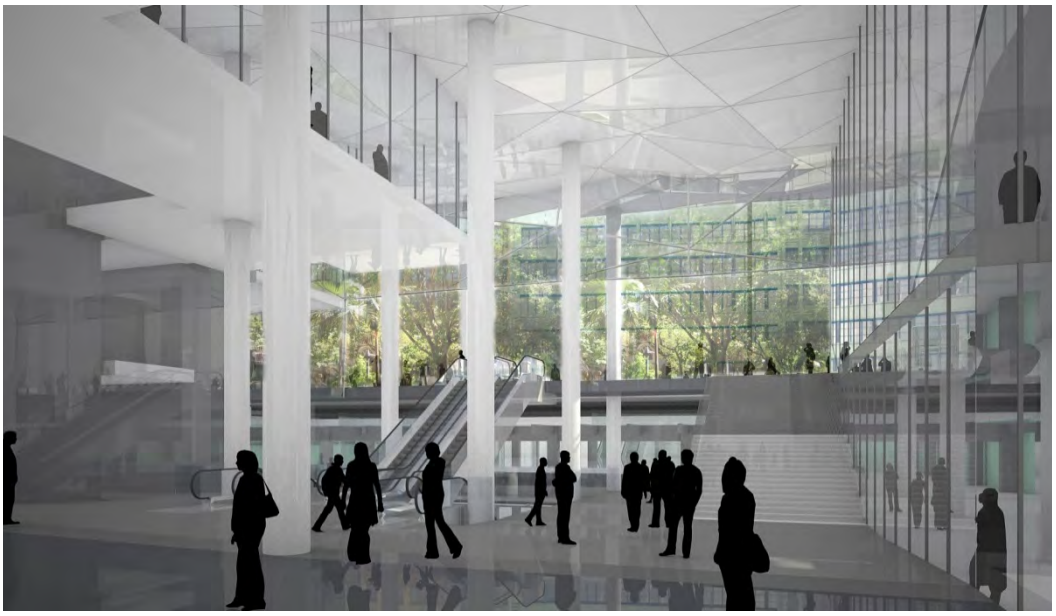

Figure 22 – View looking towards Wynyard Park within the transit hall

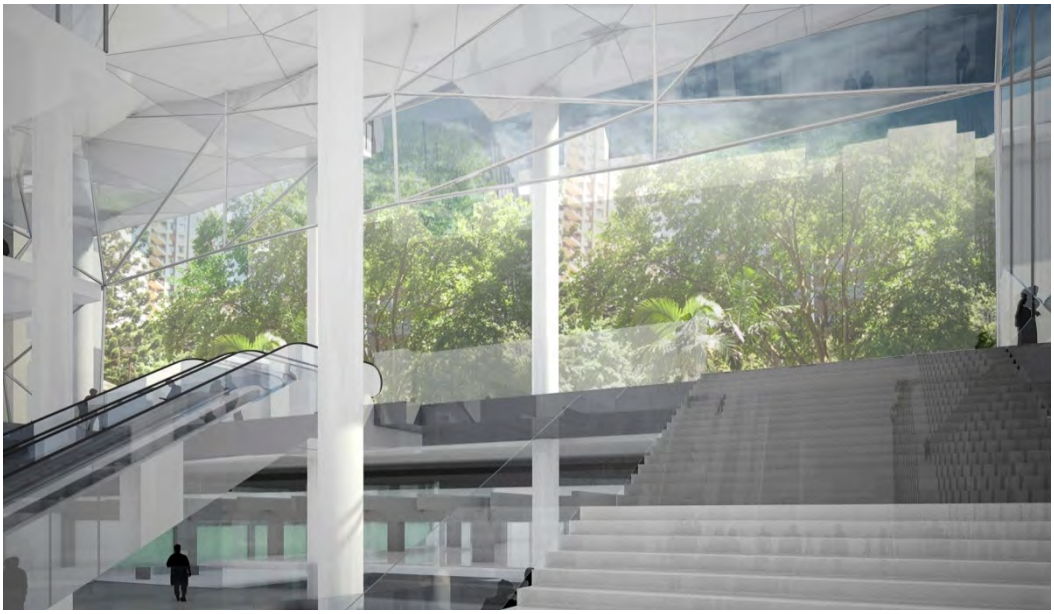

Figure 23 – View from within the transit hall looking up through the 8m high opening to Carrington Street and Wynyard Park

Figure 24 – View of commercial office lower lobby entry from Carrington Street, located in the setback between Shell House and the transit hall.

Figure 25 – Concept design showing the view from Carrington Street through the Transit Hall towards George Street, with the 13m high ceilings for the majority of the space

Figure 26 – Existing Concept design showing view from George Street through the transit hall to Carrington Street.

The 8m high Carrington entry defines the limit of the view corridor. The view corridor has been designed to progressively open the view to Wynyard Park, as pedestrians move east to west through the site.

The transit hall has voids spaces which are 13m high to the underside of the Commercial foyer above. Irrespective of the proposed commercial foyer space, the volume of the proposed transit hall space, and its configuration does provide a significant public benefit and represents a significant amenity improvement for Wynyard Station. The suggestion that there is no public benefit at all that can be associated with the provision of the transit hall due to the existence of the proposed commercial foyer space is not agreed with and deletion of the commercial foyer space is not proposed.

An alternative scheme that did not propose a public benefit component would comprise a simple 20 metre wide ground level entry to the Station from George Street. Under such an alternative 'no public benefit scheme' access to the commercial lobby and foyer would be provided at ground level. Similarly no new station entry would be proved from Carrington Street.

The recommendation of Council to remove the upper commercial foyer will impact on the design quality of the transit hall space and for functional circulation reasons cannot be achieved in its entirety. This space is required to provide connectivity to the commercial core. Furthermore, this space is desirable from a visual interest and activation point of view.

Hassell has however reviewed and considered three potential options for reducing and reconfiguring the foyer space to further increase the void space within the transit hall and to further open pedestrian view corridors through the site.

The three options involve shortening the foyer space at both its eastern and western ends, shifting the space to the north or shifting the space to the south, all potential options to further increase the expanse of unimpeded void space to the concourse.

The first option (see **Figures 27** and **28**) considered reduces the length of the Commercial foyer in order to increase the size of the apparent view corridor at the Carrington street end, when looking west.

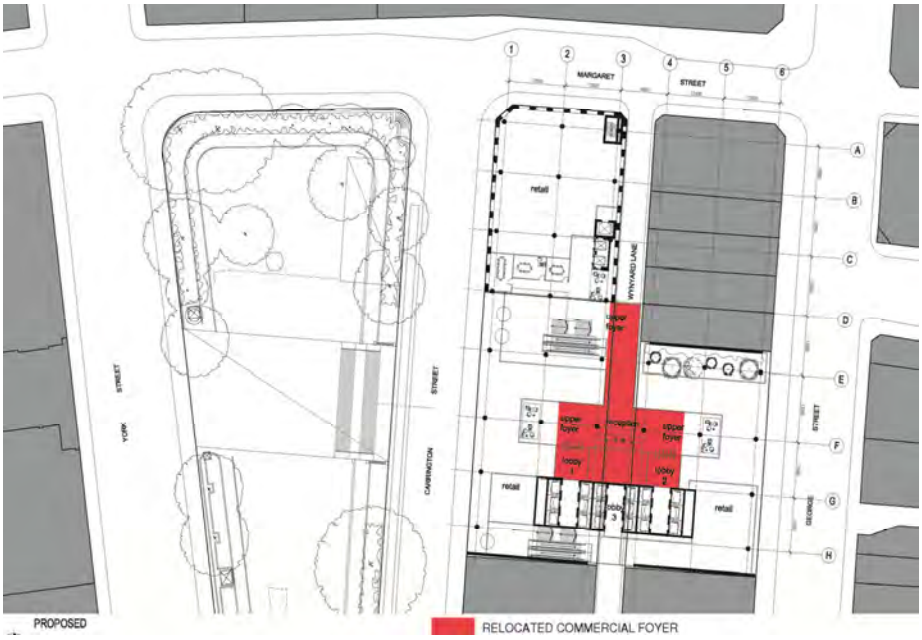

Figure 27 – Reduced size of commercial foyer

Figure 28 – Reduced size of commercial foyer

The second option (see **Figure 29**) is to relocate the commercial foyer one bay to the south or to increase the clear volume of the transit hall over one central column bay. This will have the effect of increasing the clear volume of space in the transit hall. The width of the connecting bridge from the foyer to the lift core could be reduced and the intent of increasing the view corridor achieved.

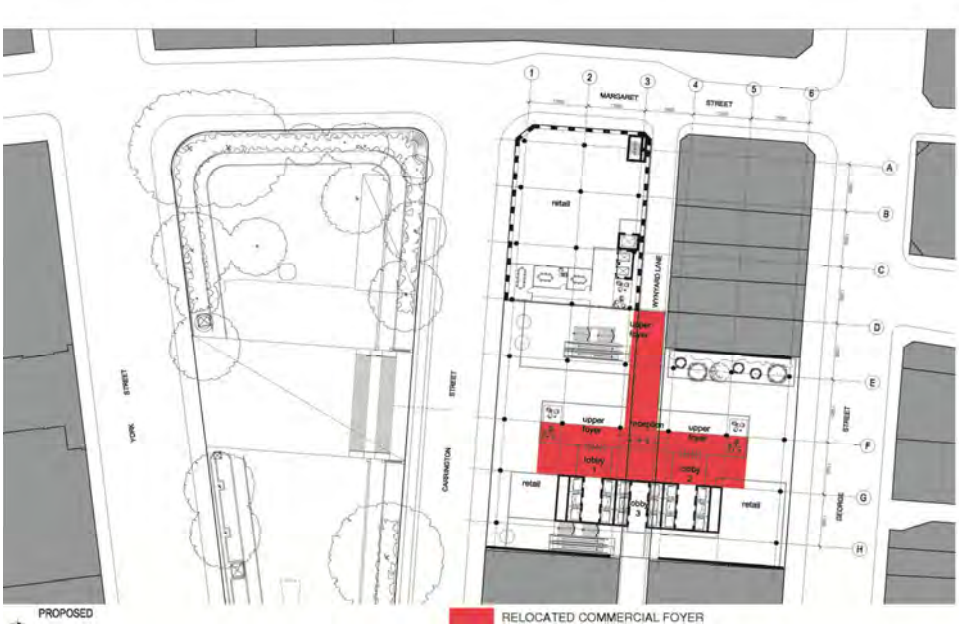

Figure 29 – Relocated commercial foyer to the south

The third option (see **Figure 30**) is to relocate the commercial foyer to the north of the transit hall in order to maximise the clear height over the main escalator and stair connections to the concourse level. This would also improve the Carrington Street view corridor. The width of the connecting bridges from the foyer to the high rise and low rise lift lobbies could be reduced to assist in achieving the intent of increasing the view corridor.

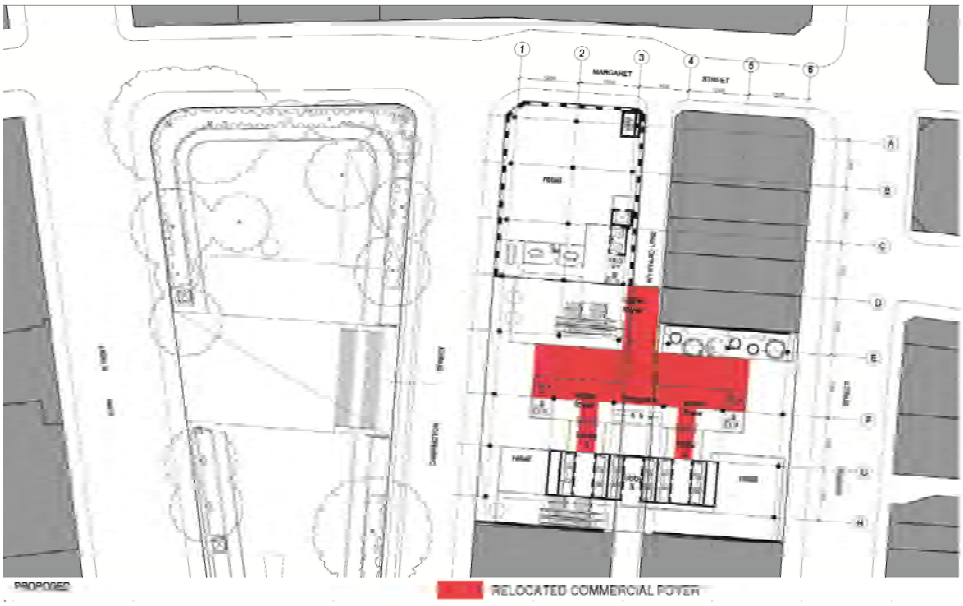

Figure 30 – Relocated commercial foyer to the north

As the above shows there are alternative options to reduce the size of the commercial foyer from that included in the indicative design submitted with the EAR. However, it is necessary to maintain the commercial foyer space access from Carrington Street up to the foyer over the Wynyard Lane.

Given that the detailed design of the commercial foyer space needs to be resolved at the same time as the detailed design of the remainder of the tower layout, including, particularly, the core, it is proposed that the detailed design and final configuration of the space be resolved at the Project Application stage.

Appendix G sets out design criteria for the commercial building. The future detailed design of the building will need to satisfy and demonstrate how the design criteria have been met. The design criteria require that high void spaces at the Carrington (8 metre minimum) and George Street (13 metre minimum) station entries are to be provided to maximise visual connections, sunlight and natural ventilation to the lower concourse levels of the station.

Overshadowing of GPO building façade and steps

In relation to the overshadowing of the GPO building façade and steps, detailed information was provided in the EAR. A fundamental premise of the design of the building envelope has been that no additional overshadowing of the GPO sandstone facade or steps is to occur.

The EAR provided shadow diagrams which show that no additional overshadowing occurs on the GPO facade or steps. The only additional overshadowing that occurs is to a small triangular portion of the footpath on the western edge of Martin Place. Council acknowledged it is submission that the extent of this overshadowing is limited to a 30 minute period between 12.45pm and 1.15pm. Council's submission also acknowledged that the shadow cast by the envelope does not reach the façade of the GPO at 12.30pm on the shortest day of the year, but queried if any shadow is cast after 1.00pm.

The shadow diagrams provided with EAR illustrate the additional shadows cast by the CityOne building at 15 minute intervals during the winter solstice. The diagrams show that no additional overshadowing occurs of the GPO building or steps at any time.

An explanation of the methodology used by Whelans Insites in determining the extent of overshadowing is included at **Appendix E.** This advice confirms that there is no additional overshadowing of the GPO steps or sandstone façade as a result of the proposed development based on the building envelopes proposed. It also confirms the shadow diagrams submitted with the EAR clearly outline the minimal extent of overshadowing that affects the narrow silver of the Martin Place footpath only.

The revised Statement of Commitments include a commitment to prepare shadow diagrams to verify the impacts of the tower at the detailed design stage.

Floor Space Area

Table 2 below provides a breakdown of the floorspace area. The breakdown includes the FSA located east of Carrington Street (Thakral FSA) as well as the FSA located west of Carrington Street.

Table 2 – Floor Space Area

Project Element	FSA (m^2)	Thakral Only FSA (m^2)
Tower	60,752	60,752
Shell House	7,958	7,958
Retail - tower	6,590	6,590
Retail - Shell house	1,670	1,670
Retail - RailCorp	2,325	-
Public Circulation	6,001	-
Total	**85,296**	**76,970**

The PPR seeks approval for a total FSA of 85,300m^2 across the Concept Plan site area, including 76,970m^2 of FSA for the development east of Carrington Street.

2.6 Car Parking

Issue

Submissions from Transport NSW and City of Sydney Council both recommended car parking be reduced from the proposed 177 spaces. Transport NSW and the Department of Planning also sought clarification on where the car parking spaces are located as the drawings submitted with the EAR only showed 44 spaces across two levels of parking.

Transport NSW recommended that the maximum amount of tenant parking should be reduced to 81 car parking spaces, a reduction on 96 spaces. The City of Sydney also recommended a reduction in car parking to 80 spaces.

The proposed servicing and loading areas were considered to be inadequate, and a request was made that the Concept Plan should consider the servicing needs of the entire site, rather than the area to the east of Carrington Street only. Further, the figures, rationale and arguments provided in the Halcrow Traffic and Parking report were requested to be more carefully considered noting the proposed 85,000m^2 FSA, the requirements of the Sydney City DCP and the changes to traffic conditions on Wynyard Lane and surrounding intersections.

2.6.1 Proponent's Response

Parking Provision

In response to Council and Transport NSW's submission regarding the provision of car parking on the site, Thakral proposes to decommission 177 of the existing public car spaces from with the Wynyard Lane Public Car Park to tenant parking.

This proposal is consistent with Council's response which supported "no net increase" in parking for the site and Wynyard Lane Public Car Park over the existing supply.

Whilst the Preferred Project does not reduce the number of spaces proposed for the Commercial building, the Preferred Project response represents an outcome of no additional car spaces. As detailed in the Traffic Report Response to Authority Submissions (see **Appendix D**) this approach has been adopted for the following reasons.

At present there are 335 parking spaces in the Wynyard Public Car Park. This car park is leased to Thakral on a long term lease, however the lease allows the State Government to take back the car park with two years notice.

A high grade office building requires a minimum amount of operational parking for the use of tenants. The provision of commercial car spaces to support the development is integral in attracting high-profile tenants to the building, which are necessary in order to provide the generous public benefit proposed and deliver a building of the proposed architectural quality.

The proposed approach to parking provision ensures that:

- the commercial requirements of the proposed office building are met;
- there will be no net increase in parking provision or traffic generation for the combined CityOne development and Wynyard Lane Public Car Park; and
- the Wynyard Public Car Park can accommodate bicycles in the part of the car park that would no longer be used for car parking.

As requested the location of all proposed car parking spaces are shown on the Architectural Drawings at **Appendix B**. A summary of the proposed car parking is located in **Table 3** below.

Table 3 – Summary of Proposed Car Parking

Level	Spaces
Ground Level (Wynyard Lane)	9 truck bays including 2 holding bays
B1 (Concourse Level)	8 car spaces and 15 courier spaces
B2 (Hunter Connection)	23 car spaces
B3	100 car spaces
B3a	29 car spaces
B4	17 car spaces
TOTAL	**177 car spaces** **9 truck** **15 courier spaces**

Bicycle Parking

The Central Sydney DCP requires that the bicycle parking equivalent to that which can be contained in one parking space be provided for every 100 car parking spaces that are provided. Thus for the 177 parking spaces proposed, the equivalent at 1.8 parking spaces should be provided for bicycle parking. This would be equivalent to about 11 bicycle spaces.

This provision is considered somewhat low. An alternative method of calculation would be to provide about one bicycle space for every 100 persons that would work in the building. It is anticipated that some 3,500 persons might work in the building. To cater for these plus for some increased bicycle usage in the future, it is proposed to provide 50 bicycle spaces on the site. These would be accommodated in the part of the existing Wynyard car park with access off Wynyard Lane. Showers change facilities and lockers will also be provided.

Service Vehicle Parking

As indicated in the exhibited Transport Report, it is proposed to provide service vehicle parking at an appropriate rate for the development. In total 24 loading/service bays are proposed, including 9 truck backs and 15 courier / van spaces. The Traffic Report considers that the proposed service vehicle parking will be sufficient.

2.7 Planning Policies and Instruments

The Department of Planning requested that the PPR address the Metropolitan Plan for Sydney 2036 and Draft Sydney Local Environmental Plan 2011 (that were released following submission of the proposal).

Metropolitan Plan for Sydney 2036

The CityOne Project and concept designs for development east of Carrington Street have been developed in the context of the city's future growth as envisaged in the Sydney Metropolitan Plan. The Plan seeks to reinforce the city's global city role and set an employment target of additional 96,000 jobs by 2036.

These growth pressures have been major drivers in the need to deliver a world class public transport interchange at Wynyard Station. The proposed Concept Plan will contribute to the achievement of a number of Objectives within the Transport For a Connected City section of the plan which include increasing access and connectivity in centres and improving the passenger experience of public transport.

The proposed CityOne Project will also support the Government's Plan for Sydney by increasing the supply of high quality office and retail space in the CBD.

Draft Sydney Local Environmental Plan 2011

At the time the Concept Plan was lodged the draft Sydney Local Environmental Plan 2010 (Draft LEP 2010) had been made publically available but had not been placed on public exhibition and was therefore not a matter for consideration. Notwithstanding this, the exhibited EAR considered the key components of the draft LEP 2010 including the zoning, FSR and height provisions (see Section 6.3.6 of the EAR).

The Draft LEP 2011 was placed on public exhibition on 27 January 2011 and will come off exhibition on the 4 April 2011. There were no changes between draft LEP 2010 and draft LEP 2011 in relation to the City One site. As a result the assessment in Section 6.3.6 the exhibited EAR stands.

3.0 Preferred Project

In accordance with its commitment to address the concerns of the Department of Planning, City of Sydney Council, Transport NSW, surrounding landowners and the general public, Thakral has modified its proposal.

3.1 Description of Development Proposal

The amended Concept Plan is seeking approval for:

- the building envelopes (above and below ground) for the commercial buildings, concourse area, basement car park (as shown in the Concept Plan drawings at **Appendix B**);
- concept design and performance specification for the Wynyard station unpaid concourse east of the eastern alignment of Carrington Street;
- design criteria to guide the future detailed design stages of the development east of Carrington Street (as set out in **Appendix G**);
- design principles for future upgrades to Wynyard Park, the commercial tower and transit hall (as set out in Section 2.4.1 of this PPR);
- a Floor Space Area (FSA) of 85,300m^2;
- land uses (refer to Section 7.6) consistent with the City Centre zone;
- Ecologically Sustainable Development strategy for the project;
- pedestrian and vehicle access arrangements; and
- 177 car parking spaces to service the tenants of the new commercial building (reallocated from the existing Wynyard Public Car Park, maintaining a total of 335 car spaces for the site as per existing conditions).

The Preferred Project also proposes the closure of Wynyard Lane at the north and south ends. The lane closure proposal comprises off site works that will require a separate approval of the Council.

3.2 Key Changes

Thakral has considered the submissions and proposes the following changes to the scheme to reduce the potential impact of the proposal, provide additional information and include additional planning principles to guide future development.

The following changes to the CityOne Concept Plan, as discussed in Section 2 are:

- Amendment to the building envelope to provide a 6m setback from Shell House between Carrington Street and Wynyard Lane and a 3.5m setback at the Carrington Street frontage between RL 56 (37m) and RL 63.6 (45m).
- Additional information on public benefits including a proposal to enter into a PDA.
- Proposed closure of Wynyard Lane at the northern and southern ends of the site and operation of each end of Wynyard Lane as a two-way cul-de-sac.
- Inclusion of planning principles to guide the future design of the Wynyard Park/Wynyard Station interface and the commercial tower and transit hall.

4.0 Final Statement of Commitments

In accordance with Part 3A of the *Environmental Planning and Assessment Act 1979*, the following are the commitments made by Thakral to manage and minimise potential impacts arising from the proposal. These commitments replace the draft commitments included with the EAR.

Subject	Commitment	Timing
1. Public Benefit	a. Thakral will construct a new through site link between George Street and Carrington Street and associated public infrastructure works to an equivalent value of $20,000,000 as identified in the letter to the Department of Planning included at **Appendix C** of the PPR prepared by JBA dated March 2011. b. Thakral will enter into a Project Delivery Agreement with Rail Corp, relating to the delivery of public infrastructure works on land generally west of Carrington Street.	To be demonstrated with the relevant Project Application. To be demonstrated prior to the lodgement of the first Project Application for physical works on land generally east of Carrington Street.
2. Design – Concourse areas	a. The detailed design of the development east of Carrington Street is to provide a provisional minimum total combined pedestrian exit to the east via George Street and the Hunter Connection of 20 metres (including the 4 metre width of the Hunter Connection) and unimpeded flow to the street. The detailed design of the eastern exit is to demonstrate that the unimpeded combined exit width to the east is via the most convenient route from the concourse to street level, and must not be impeded by obstructions to pedestrian movement.	To be demonstrated with any relevant Project Application relating to works east of Carrington Street.
	b. Thakral will undertake further detailed pedestrian demand modelling to confirm that the 20 metre provisional total combined width of pedestrian exit to George Street (including the 4 metre width of the Hunter Connection) is the appropriate requirement to ensure the necessary exit widths to meet pedestrian demand to 2060, and to test the performance of proposed access ways and vertical transport (escalators, stairs, lifts etc) as part of the resolution of the detailed design of the eastern concourse. Thakral commits to ensuring that the design of the eastern access way accords with Transport NSW functional specification requirements.	To be demonstrated with any relevant Project Application relating to works east of Carrington Street
	c. Thakral will undertake further ongoing consultation and agreement with Transport NSW in relation to resolution of the detailed design of the eastern concourse, and will ensure that the eastern concourse design will allow for full and seamless integration with the future Wynyard Station concourse designs west of Carrington Street.	To be demonstrated with any relevant Project Application relating to works east of Carrington Street

Subject	Commitment	Timing
	d. The future Project Application(s) relating to the detailed design of the eastern access ways will include detailed information on proposed materials, fixtures and finishes. Proposed materials, surfaces, lighting etc to be used in the public station accessways will be coordinated with Transport NSW and where necessary, the City of Sydney Council, to ensure that the Wynyard Precinct reads as a totality. e. The future Project Application for the development of CityOne Wynyard will be required to demonstrate the manner in which the detailed design satisfies the design criteria included at Appendix G of the PPR.	To be demonstrated with any relevant Project Application relating to works east of Carrington Street
	f. The detailed design of the development is to accommodate the existing pedestrian connections to the Hunter Connection and the Met Centre as shown on the Concept Plan Drawings prepared by Hassell. This requirement relates to the final location of the connections. During the demolition and construction stages of the project, these connections may be temporarily closed or altered in accordance with any Demolition or Construction Management Plan prepared in relation to items 11 and 12 of this Statement of Commitments. If any temporary closure (or partial closure) of the Hunter Connection or Met Centre connection is necessary, the period of temporary closure will be minimised as much is practicably possible.	To be demonstrated with any relevant Project Application relating to works east of Carrington Street
	g. A consistent quality in design is to be achieved for retail premises outside the paid area of Wynyard Station. The detailed design of the location and configuration of retail premises is to be resolved as part of any project application relating to the detailed design of the non-paid concourse areas.	To be demonstrated with any Project Application relating to the design of the new station concourse (unpaid areas)
	h. A signage strategy will be prepared for the development to the satisfaction of Transport NSW and consistent with Transport NSW's Interchange Guidelines.	To be submitted with any Project Application for the concourse.
3. Design – Commercial building	a. The detailed design of the commercial building lobby is to further consider the impact of the floor space in relation to both the volume of the transit hall space and the spatial experience as pedestrians move through the space between George and Carrington Street. Options for reducing and reconfiguring the foyer floor space are to be fully explored in accordance with the principles identified in the PPR prepared by JBA dated March 2011 as part of the resolution of the design of the commercial tower. The final detailed proposal submitted for the commercial foyer space is to demonstrate that the floor space does not detract from the sense of grandeur of the space, and does not obstruct sightlines for pedestrians moving through the space to the street.	To be demonstrated with any relevant Project Application relating to works east of Carrington Street

Subject	Commitment	Timing
	b. The detailed design of the building elevation on Carrington Street is to test a range of architectural treatments for the facade, in particular a range of fenestration options between RL 56 and RL 63m. The detailed design of the building facade is to clearly differentiate the facade treatment of the podium and tower elements. The facade treatments and materials will be detailed in the Project Application for the building.	To be demonstrated with any relevant Project Application relating to works east of Carrington Street
	c. A further Accessibility Strategy is to be prepared outlining the measures that will be adopted in the detailed design to ensure that at completion, the development provides adequate access for people with disabilities in accordance with the Concept Access Review prepared by Morris Goding Accessibility Consulting. Accessibility during demolition and construction works is to be separately addressed in the Demolition and Construction Management Plans required at items 11 and 12 of this Statement of Commitments.	To be demonstrated with any relevant Project Application relating to works east of Carrington Street
	d. The future Project Application for the development of CityOne Wynyard will be required to demonstrate the manner in which the detailed design satisfies the design criteria included at Appendix G of the PPR.	
4. Design – Public domain	a. The detailed design of any public domain works proposed to either Carrington Street, or to Wynyard Park, will be subject to further consultation with public transport authorities and City of Sydney Council. Future Project Application(s) will demonstrate, where applicable, appropriate pedestrian / bus user integration with the existing Carrington Street bus interchange.	To be demonstrated with any relevant Project Application relating to works within the Carrington Street road reservation or Wynyard Park
	b. The detailed design of the public domain east of Carrington Street is to be generally in accordance with the Public Domain Plan prepared by Hassell included at **Appendix B**.	To be demonstrated with any relevant Project Application
	c. A detailed public domain plan illustrating all works proposed to be carried out is to be submitted with each relevant application.	To be demonstrated with any relevant Project Application
	d. The detailed public domain plan(s) are to be prepared in consultation with City of Sydney Council to ensure that there is an appropriate level of integration in terms of design and standard of finishes between the development and other public domain spaces immediately adjoining the site that are the responsibility of the Council.	To be demonstrated with any relevant Project Application

Subject	Commitment	Timing
	e. The design of any proposed future station entrances within Wynyard Park is to be undertaken in accordance with the following design principles : ▪ Improve the amenity of the Park be removing the dome structure and minimising any above ground intrusions into the Park. ▪ Provide a clearly legible east west pedestrian connection between York and Carrington Streets to improve access to Wynyard Station. ▪ Enhance the quality of the public domain, improve the amenity for park uses and minimise the extent of hard landscaped areas. ▪ Design the public domain for passive uses. ▪ Incorporate sustainability and water sensitive urban design measures and water elements where appropriate ▪ Provide clear north-south and east-west views and visual connections through the Park. ▪ Provide opportunities for light and natural ventilation into Wynyard Station to improve the amenity of commuters. ▪ Ensure that the public domain is designed with regard to the heritage values of the park. ▪ Use materials and public domain treatments sympathetic to the heritage status of the Park. ▪ Minimise the impacts of any new station entrance(s) on existing trees and vegetation. ▪ Provide way finding and directional signage. ▪ Ensure that the public domain is designed with regard crime prevention through environmental design.	To be demonstrated with any relevant Project Application relating to works within Wynyard Park
5. Heritage – new built form	a. The design of the new building will maintain the clear distinction between the new building form and the adjacent heritage items through articulation and where appropriate lightness and transparency where it adjoins the more solid masonry forms of the adjacent heritage items.	To be demonstrated / submitted with any Project Application relating to the detailed design of the new commercial tower / extension and refurbishment of Shell House
	b. Further heritage assessment will be undertaken to support the detailed design of the future built form, including materials and finishes and facade design.	To be demonstrated with any relevant Project Application

Subject	Commitment	Timing
	c. Further detailed studies on heritage items within Wynyard Station will be undertaken to assist in the design of these aspects and will need to indentify original (1932) structure and finishes.	To be demonstrated with any relevant Project Application
6. Heritage – Former Shell House	a. The roof top addition will be designed to be distinguished as an addition to assist in the interpretation and evolution of the building form.	To be demonstrated / submitted with any Project Application relating to Shell House
	b. The roof addition will appear as a light framed structure.	To be demonstrated / submitted with any Project Application relating to Shell House
	c. Further research will be undertaken into the conservation of the glazed terra cotta facing material of the west, north and part east facades and the clock tower.	To be demonstrated / submitted with any Project Application relating to Shell House
	d. The detailed design will address deterioration of some internal structural elements of the Clock Tower: e.g. spalling concrete.	To be demonstrated / submitted with any Project Application relating to Shell House
	e. Archival recording will be undertaken of the former Shell House in accordance with the guidelines published by the Heritage Branch of the NSW Department of Planning.	Archival record will be carried out prior to commencement of internal demolition and construction, during the construction process and on completion.
	f. Heritage interpretation of the history of the site will be incorporated into the detailed design.	To be demonstrated / submitted with any Project Application relating to Shell House
7. Wynyard Lane	a. Thakral will seek a separate approval from the City of Sydney Council for the closure of Wynyard Lane at both the northern and southern ends of the development site to remove all conflict between vehicles and pedestrians (other than emergency vehicle access) and allow unimpeded pedestrian flow in an east west direction across Wynyard Land, generally in accordance with the concept illustrated Option 1 of the PPR prepared by JBA dated March 2011.	To be demonstrated with any relevant Project Application relating to works east of Carrington Street
	b. The detailed design of any public domain works proposed in relation to the closure of Wynyard Lane will be subject to further ongoing consultation with Transport NSW and City of Sydney Council and will be documented in the detailed project application relating to construction of the eastern concourse.	To be demonstrated with any relevant Project Application relating to works east of Carrington Street

Subject	Commitment	Timing
8. RailCorp Infrastructure and Services	a. The future Project Application(s) will include a detailed assessment of any potential impacts to RailCorp infrastructure and mitigation and management measures, including relocation of infrastructure and services (if required). As part of the preparation of the detailed assessment and mitigation and management measures, Thakral will consult with RailCorp.	To be demonstrated with any relevant Project Application relating to works east of Carrington Street
9. Crime and Public Safety	a. Thakral will be responsible for the operational management of the Thakral owned and leased areas of the non-paid concourse of Wynyard Station.	To be demonstrated as part of any relevant Project Application
	b. All elements of the future development east of Carrington Street are to be designed in accordance with the principles of Crime Prevention Through Environmental Design	To be demonstrated as part of any relevant Project Application
	c. A Crime and Public Safety Management Plan for the non-paid concourse areas owned and leased by Thakral is to be developed in consultation with RailCorp and is to provide details with respect to operational management by trained staff and security personnel, regular patrolling of the Thakral leased areas, and installation of CCTV to provide a higher level of security and safety for the area.	To be demonstrated as part of any relevant Project Application
10. Infrastructure and utility services	a. A detailed survey of existing utility services impacting on the site is to be undertaken. The survey is to identify the type, extent and location of existing utility services including power, gas, water, sewer, stormwater and communications.	To be submitted with the first Project Application
	b. The detailed design of the proposed development is to identify the required capacity and intended location of new infrastructure services required by the development. Identification of site utility services requirements is to occur in consultation with all relevant authorities, including but not limited to Energy Australia, RailCorp and Telstra.	To be submitted with any relevant Project Application
	c. Further investigation of the existing Railcorp substations beneath Wynyard Park (Upper concourse level 2) and on Basement Level 1, and their connecting high voltage cables is to be undertaken if (at the next stage of design development) it is determined that major works are likely to occur in these areas.	Details to be submitted with any Project Application proposing the carrying out of works beneath Wynyard Park that impacts this infrastructure
11. Water management	a. Stormwater drainage from roof and terrace areas is to be sized to cater for a 1:100 year ARI storm frequency event and connected to a rainwater re-use tank.	To be submitted with any relevant Project Application

Subject	Commitment	Timing
	b. The potential for reuse of rainwater using a suitable filtration method for water closet and flushing and landscape irrigation is to be explored during the detailed design stage.	To be submitted with any relevant Project Application
	c. The City of Sydney Council is to be consulted during the preparation of the Stormwater Management Plan.	To be submitted with any relevant Project Application
12. Traffic, Parking and Servicing	a. A detailed Traffic and Parking Report will be submitted with the future Project Application in the Wynyard Park precinct, including along George Street and Carrington Street.	To be demonstrated with any relevant Project Application for works east of Carrington Street
	b. The Traffic and Parking Report will address impacts on traffic flows, road closures, provision of taxi ranks, bicycle parking travel demand management, CBD Light rail extension and impacts on proposed metro corridor.	To be demonstrated with any relevant Project Application for works east of Carrington Street
	c. 177 existing car spaces within the Wynyard Lane Public Car Park will be decommissioned and no longer available for use as public car parking spaces. The 177 existing public car parking spaces will be for commercial office tenant use.	To be demonstrated with any relevant Project Application for works east of Carrington Street
	d. Vehicular egress from the car park to Cumberland Street will only be available until such time as Transport NSW terminates Thakral's existing lease over the former tram tunnels. At this time, vehicles will exit the development onto Margaret Street	Proponent, ongoing
	e. Off street bicycle parking and shower facilities are to be provided within the development in accordance with City of Sydney DCP 1996.	To be demonstrated with any relevant Project Application for works east of Carrington Street
	f. All onsite parking areas are to conform to the requirements of AS2890.1:2004.	To be demonstrated with any relevant Project Application for works east of Carrington Street
	g. All service / delivery areas are to conform to the requirements of AS2890.1:2002 subject to driveways complying with City of Sydney DCP 1996.	To be demonstrated with any relevant Project Application for works east of Carrington Street

Subject	Commitment	Timing
13. Geotech	a. A detailed geotechnical investigation is to be carried out to inform the detailed design of the proposed development. b. A monitoring regime will be required for continuous monitoring of movements during excavation. Regular inspection of adjacent buildings will be required during excavation to identify any minor structural damage to be repaired as required. Arrangements for ongoing approval and monitoring of rail infrastructure will be agreed with RailCorp. c. All geotechnical investigations and subsequent specification and programming of shoring and excavation will be carried out in co-operation with RailCorp, State Transit, RTA and Sydney City Council.	Detailed investigations to be staged in accordance with the staging of demolition and bulk excavation works and prior to the commencement of construction works for the relevant stage
14. Noise, Vibration & Electrolysis	a. Building facade treatment is to ensure compliance with internal noise levels recommended in Australian Standard AS2107. b. Mechanical services equipment must not, either singularly or in total, emit noise levels which exceed the noise limits in DECC's Industrial Noise Policy and / or the City of Sydney Council DCP. c. All demolition and construction work on site will comply with the noise level and operating time schedule in the City of Sydney 'Code of Practice – Construction Hours/Noise 1992'. Details of the specific noise control measures to be adopted to ensure compliance with the Code of Practice are to be provided with the Construction Management Plan referred to at Item 13. d. The detailed design of the development is to take into consideration electrolysis from rail operations.	To be demonstrated / submitted with any relevant Project Application
15. Demolition	a. A Demolition Management Plan is to be prepared detailing the proposed staging and methodology of demolition works and demonstrating the manner in which the safe operation of the station and its accesses will be maintained. b. The Demolition Management Plan is to identify plans of any temporary or permanent shoring, underpinning and / or retaining walls around the site. c. The proposed demolition methods and sequencing are to be reviewed by RailCorp, State Transit, and RTA prior to demolition commencing. d. Future Project Application(s) will demonstrate an appropriate demolition and construction management methodology to ensure appropriate impacts on existing bus operations and pedestrian safety and amenity.	To be submitted with any Project Application that includes demolition To be included in the Demolition Management Plan To be demonstrated with the relevant Project Application To be demonstrated with the relevant Project Application

Subject	Commitment	Timing
16. Construction	a. A Construction Management Plan is to be submitted as part of any future development on the site. The Construction Management Plan is to be prepared taking into consideration the likely timing of construction of Barangaroo, particularly in relation to potential cumulative traffic impacts. In this regard consultation is to be undertaken with the Barangaroo Development Authority and City of Sydney Council.	To be submitted with any relevant Project Application
	b. The Construction Management Plan will be prepared in consultation with Transport NSW and City of Sydney Council and will include details: ▪ in relation to scheduling and staging of demolition and construction works; ▪ on how compliant access between George Street and Wynyard Station will be maintained; ▪ on the pedestrian access arrangements during construction works including the appropriate staging, methodology and management requirements to ensure that access to relevant adjoining development is maintained during construction; and ▪ noise and dust management measures.	To be submitted with any relevant Project Application
	c. The Construction Management Plan will take into account Wynyard Park's use as an evacuation point for the tenants of 60 Margaret Street.	To be submitted with any relevant Project Application
	d. A detailed Construction Traffic Management Plan will be submitted as part of any future development on the site.	To be submitted with any relevant Project Application
17. ESD	a. The detailed design of the commercial office component of the development is to achieve a minimum 5 Green Star rating.	To be demonstrated / submitted with any Project Application relating to the design of the commercial tower
	b. The potential for delivery of a central plant for the office component of the development is to be considered at the detailed design stage.	
	c. The detailed design of the development is to review the sustainability targets for commercial office buildings and retail centres with the aim of maximising sustainability and future flexibility whilst reducing energy use and carbon/ CO_2 emissions.	
	d. The detailed design of the non-commercial office components of the development is to implement the guiding principles of Green Star to the greatest extent reasonably practical.	To be demonstrated with any Project Application relating to the design of the station concourse

Subject	Commitment	Timing
18. Wind	a. A detailed wind tunnel model will be prepared demonstrating that the detailed design of the development will maintain wind flows in adjacent streets, Wynyard Park and Station entries at an acceptable criterion for walking comfort. The study will demonstrate that Council's DCP standards relating to wind will be met.	To be submitted with any Project Application relating to the commercial tower
19. Fire & Life Safety	a. A comprehensive and detailed Fire & Life Safety Report is to be prepared for the unpaid concourse and retail area and tower building east of Carrington Street demonstrating that at completion, the detailed design of the proposed development will comply with current industry standards as specified by the Building Code of Australia. The comprehensive Fire and Life Safety report will provide further analysis of fire and life safety issues, consider the relevant requirements of emergence egress / access within the wider Wynyard Station precinct, and address an integrated fire and life safety system as relevant. The detailed Fire & Life Safety Report is to demonstrate specific measures for implementation of the preliminary: ▪ * Emergency Egress Strategy; ▪ * Smoke Hazard Management Strategy; and ▪ * Fire Resistance Strategy	To be submitted with any Project Application relating to the design of the station concourse east of Carrington Street
20. Structure	a. The structural design of the development is to comply with the most current version of the following Codes of Practices: * AS1170.0/2002 Structural design actions; * AS1170.1/2002 Permanent imposed & other actions * AS1170.2/2002 Wind actions * AS1170.4/2007 Earthquake loads * AS3600/2001 Concrete structures * AS 4100/1998 Steel structures * AS3700/2001 Masonry structures * AS4678/2002 Earth retaining structures b. The condition of existing structures to be kept is to be inspected to establish the extent to which items require repair, replacement or modification. c. The fire resistance levels of all structural elements shall comply with the relevant requirements of the BCA code or the requirements of a suitably qualified Fire Engineering Consultant where this supersedes the BCA.	To be demonstrated with any relevant Project Application

Subject	Commitment	Timing
	d. A structural engineering report will be prepared to consider any potential impact of demolition or construction activities on the Metcentre.	
21. Dilapidation survey	a. A dilapidation inspection of all properties and infrastructure services adjoining the development on land east of Carrington Street will be carried out to establish the extent of any existing damage and enable any deterioration during construction to be readily identified. b. A copy of the dilapidation inspection is to be provided to the Director General of the Department of Planning	To be submitted to the Director General of the Department of Planning prior to the commencement of any demolition works
22. Hazardous Materials Survey	a. A Hazardous Materials Survey is to be prepared for existing building structures.	To be submitted with any Project Application proposing demolition works
23. Contamination	a. If impacted fill is identified during excavation, a plan and procedures should be prepared to manage the assessment and disposal of any surplus material.	During construction.
24. Overshadowing	a. Future Project Application(s) will verify that the overshadowing impacts of the detailed design of the future building are within the shadow impacts assessed as part of the Concept Plan and that there is absolutely no overshadowing of the heritage listed GPO facade or steps in Martin Place.	To be submitted with the Project Application relating to the commercial tower.
25. Archaeology	a. Further detail with respect to the potential archaeological impacts of the proposed works and identification of any recommended mitigation measures will be included in the future Project Application(s) that will identify the extent of excavation / subsurface works.	To be submitted with any relevant Project Application.
26. Further Assessment	a. Future Project Application(s) will be accompanied by the following relevant studies: ▪ Heritage Impact Statement; ▪ Construction Management Plan; ▪ Acoustic Assessment; ▪ Electrolysis Impact Assessment; ▪ Dilapidation Survey; ▪ Geotechnical Assessment; and ▪ Structural Engineering Assessment.	To be submitted with any relevant Project Application.