



**Planning &
Infrastructure**

MAJOR PROJECT ASSESSMENT

Concept Plan for the City One Development at Wynyard Station

Proposed by Thakral Holdings Limited

MP 09_0076



Director-General's
Environmental Assessment Report
Section 75I of the
Environmental Planning and Assessment Act 1979

January 2012

ABBREVIATIONS

CIV	Capital Investment Value
Council	City of Sydney Council
Department	Department of Planning & Infrastructure
DGRs	Director-General's Requirements
Director-General	Director-General of the Department of Planning & Infrastructure
TfNSW	Transport for NSW
EA	Environmental Assessment
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EP&A Regulation	Environmental Planning and Assessment Regulation 2000
EPI	Environmental Planning Instrument
MD SEPP	State Environmental Planning Policy (Major Development) 2005
Minister	Minister for Planning and Infrastructure
PAC	Planning Assessment Commission
Part 3A	Part 3A of the <i>Environmental Planning and Assessment Act 1979</i>
PEA	Preliminary Environmental Assessment
PFM	Planning Focus Meeting
PPR	Preferred Project Report
Proponent	Thakral Holdings Limited
RtS	Response to Submissions
SLEP 2005	Sydney Local Environmental Plan 2005

Cover Photograph: Montage of western side of the proposed building (extracted from the EA)

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EXECUTIVE SUMMARY

The Proponent, Thakral Holdings Limited proposes a Concept Plan for:

- the upgrade of the eastern access ways to Wynyard Station including retail areas and concourse layout across 5 levels;
- a new 29 storey commercial building envelope above the retail and concourse levels on the land between Carrington Street and George Street;
- 177 associated tenant parking spaces; and
- works to former Shell House including an additional level above and refurbishments for the purpose of commercial and retail use.

The site is located between George and York Street within the northern part of Sydney's CBD. The site partly comprises Wynyard Station and Wynyard Concourse which experiences in excess of 100,000 passenger movements each day.

The proposal has a CIV of \$416 million. The proposal is a major project under Part 3A of the EP&A Act under Clause 23 of Schedule 1 of State Environmental Planning Policy (Major Development) 2005. Therefore the Minister for Planning is the approval authority.

The Department exhibited the proposal between 19 January 2011 to 18 February 2011 and received submissions from 4 public agencies and 33 public submissions. A total of 8 public submissions object to the proposal, 25 public submissions were supportive of the proposal with 64% being supportive of an increased height for the tower form. Comments provided by key agencies (the City of Sydney and Transport for NSW) raised concerns in relation to the public benefits associated with the proposal; pedestrian access and circulation issues; the existing operation of Wynyard Station; car parking; construction management and building design issues.

The Department considers that the proposal is appropriate within the context of the Sydney CBD. The main design issue arising from the proposal is the relationship of the proposed commercial tower to Carrington Street and overshadowing to Martin Place and the GPO Building. The building envelope is considered appropriate subject to increased upper level setbacks on the western façade, noting there is opportunity for further detailed assessment of this issue as part of a recommended design competition at a future application stage.

The proposal is of a nature and scale that will significantly reshape and enhance the use of the eastern side of the Wynyard Station complex and immediately surrounding area. This includes the partial closure of Wynyard Lane and resolution of future traffic management. Also, careful staging and construction management is required to ensure that the operational integrity of Wynyard Station and reasonable levels of circulation and access can be maintained through the construction process. This is most appropriately resolved as part of any future applications.

The proposal represents an opportunity to significantly improve the Wynyard Station precinct and contributes toward the city's future growth. It will increase access and connectivity in the Sydney CBD and improve the passenger experience of public transport envisaged by *The Metropolitan Plan for Sydney 2036*, by facilitating the delivery of major upgrade works to Wynyard Station and associated transport interchange which are central to the function of the Sydney CBD. In particular, the proposal will improve connectivity between Wynyard Station and the surrounding public domain, will upgrade the eastern concourse areas to meet the spatial requirements to accommodate increased pedestrian capacity forecasts and contribute toward the future upgrade of other station facilities. As part of its assessment the Department commissioned an independent review of the public benefit appraisal which has been carried out by Gillespie Economics. This report has informed the Department's assessment of the application.

The proposal will increase the supply of high quality office and retail space in the CBD and will facilitate job growth within the City of Sydney, thereby reinforcing Sydney's global city role and contributing toward employment targets for 2036. The proposal is recommended for approval subject to modifications and future assessment requirements.

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1. BACKGROUND

1.1 Site Description and Location

The CityOne development site is located between George and York Street, Sydney. The site is located within the core commercial office precinct in the northern part of Sydney's CBD (**Figure 1**). The site includes the Wynyard Station entries and concourse which experience in excess of 100,000 pedestrian movements each day. Since its opening in 1932, it has been one of the main commuter distribution points in the city with the provision of train and bus interchanges.

The site has a total area of 11,124m² and comprises the Menzies Hotel, (including Shell House), Thakral House, Wynyard Station, part of Wynyard Park, stratum lots above and below Wynyard Lane, and stratum lots below Wynyard Park, Carrington Street and York Street that together form the Wynyard concourse. The site experiences several changes in ground level, increasing over 8 metres in height from George Street in the east to York Street in the west.



Figure 1 - Site Location in Sydney CBD context (site is shown in red).

1.2 Existing site features

The site can be categorised by the following key elements (**Figures 2 and 3**):

- **Thakral House** is a 13 floor commercial office building with retail space on the basement, ground and first floor levels. Easements providing access to Wynyard Station run through both retail levels.

- **Menzies Hotel** is a 14 storey hotel building. It provides no direct public access to Wynyard Station or retail levels that pass beneath the building.
- **Shell House** is an existing 11 storey commercial office building converted to hotel rooms as an extension of the Menzies Hotel. The building is a listed heritage item in the Sydney LEP 2005.
- **Wynyard Station** including the eastern concourse and public entry points. Wynyard Station is partly located beneath York Street and the northern end of Wynyard Park. The concourse extends eastwards under Carrington Street with pedestrian ramps beneath the Menzies Hotel, Wynyard Lane and Thakral House connecting to George Street.
- **Wynyard Park** is located between York and Carrington Streets and provides pedestrian access to the Wynyard Concourse and Wynyard Station. It is predominantly landscaped with a number of mature trees, walkways and items of street furniture. The main structure within the park is Wynyard Dome which accommodates pedestrian access into Wynyard Concourse and Wynyard Station below. The Park is listed as a heritage item in the Sydney LEP 2005.
- **Wynyard Car Park** is located beneath the Menzies Hotel and Wynyard Park. Access to the car park is provided off Wynyard Lane, via a driveway beneath Menzies Hotel to parking in the disused tramway platforms 1 and 2 and their associated tunnels. Cars leave via a doorway at the south end of Cumberland Street in The Rocks.



The Site

Figure 2 - Site location and existing features shown outlined in red.

- **Wynyard Lane** runs between Thakral House and the Menzies Hotel. It is a one way south bound service lane spanning between Margaret Street and Wynyard Street. It provides service access to buildings backing onto the laneway including the Wynyard Concourse retail complex and Wynyard Station Car Park. The stratum lots above and below the road level form part of the subject site, while the laneway itself does not form part of the subject site.
- **Stratum Lots.** The site incorporates stratum lots under Carrington Street, York Street and Wynyard Park. The lots comprise the concourse areas of Wynyard Station and pedestrian links.

1.3 Site Ownership and Control

RailCorp and Wynyard Centre Pty Ltd own the majority of the allotments of land comprising the development site. The remainder of the site extends above or beneath public roads, footpaths and parks that are controlled by Council.

The site has a footprint of 11,124m². The definition of 'site area' within the Sydney LEP 2005 however excludes Wynyard Park (as this area is identified as Parks and Community Place zone in which certain aspect of the wider mixed use development is not permitted) that reduces the defined site area to 8,828m² (**Figure 3**).

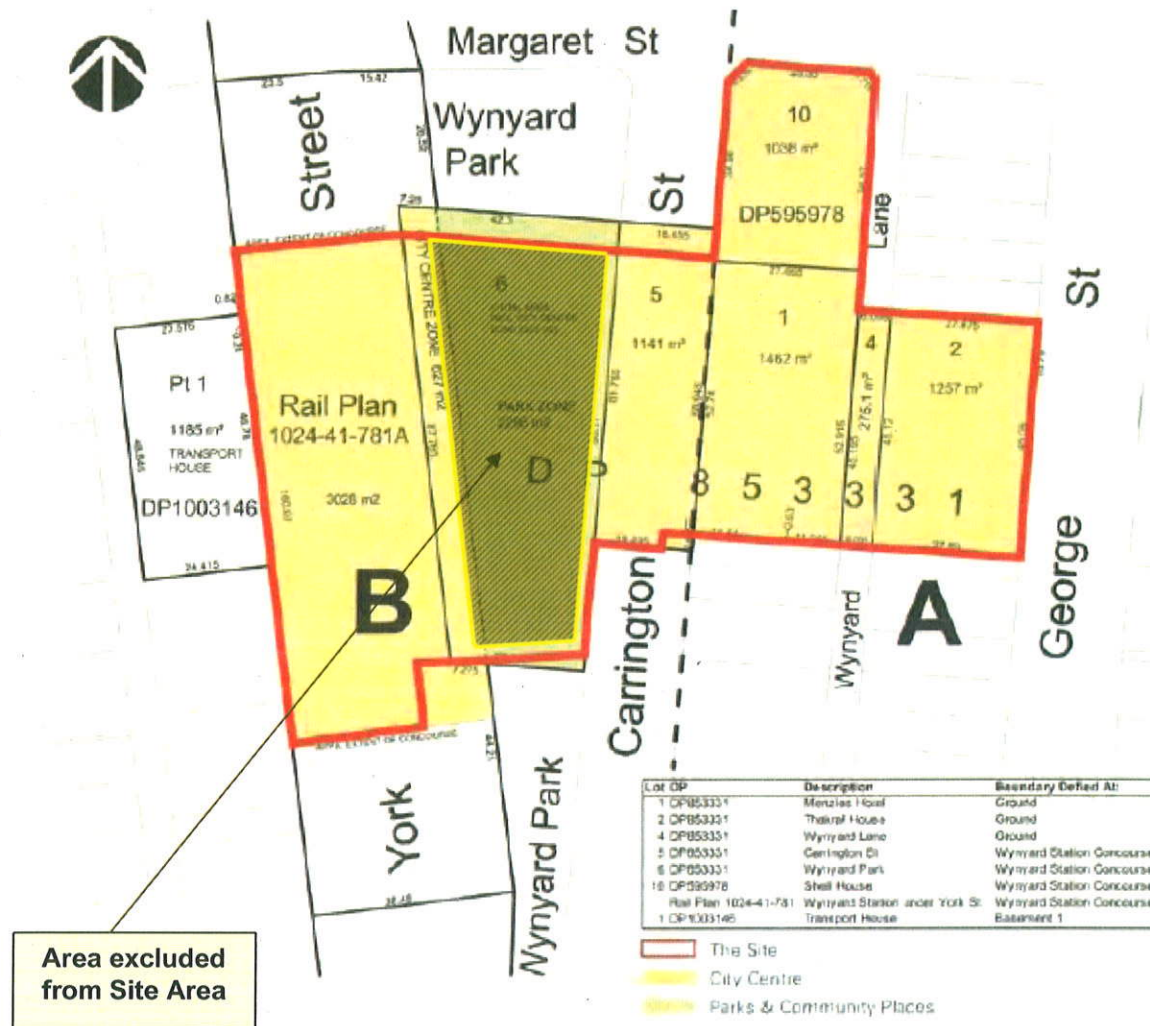


Figure 3: Allotment plan and areas not included within site area

1.4 Surrounding Development

The site is located within the core commercial office precinct of Sydney's CBD. The site is generally bounded by Margaret Street to the north, Barrack Street to the south, York Street to the west and George Street to the east. Development within the vicinity of the site presents a mixed CBD streetscape with buildings of various uses, ages, heights, architectural styles and lot configurations. Photos are provided in **Appendix G**.

To the east and south of the site, the character of the built form along George Street in the vicinity of the site comprises a diverse mix of street frontages. The subdivision pattern is regular, however allotment sizes vary. Along the section of George Street in the vicinity of Thakral House there is a wide range of building heights, forms and materials.

Carrington Street is central to the site (**Figure 3**), running north south between Margaret Street and Barrack Street, and provides a lower rise collection of buildings facing Wynyard Park when compared to the wider CBD context. These buildings along the eastern side of the street however have varied heights, architectural styles and finishes.

Development to the west of the site facing Wynyard Park along York Street's western frontage is also varied in height and architectural styles however presents a continuous street wall to Wynyard Park.

Margaret Street to the north of the site accommodates a range of built forms with greatly varying heights. Directly opposite the Shell House building on the north side of the street is the Met Centre building which visually dominates this section of the streetscape.

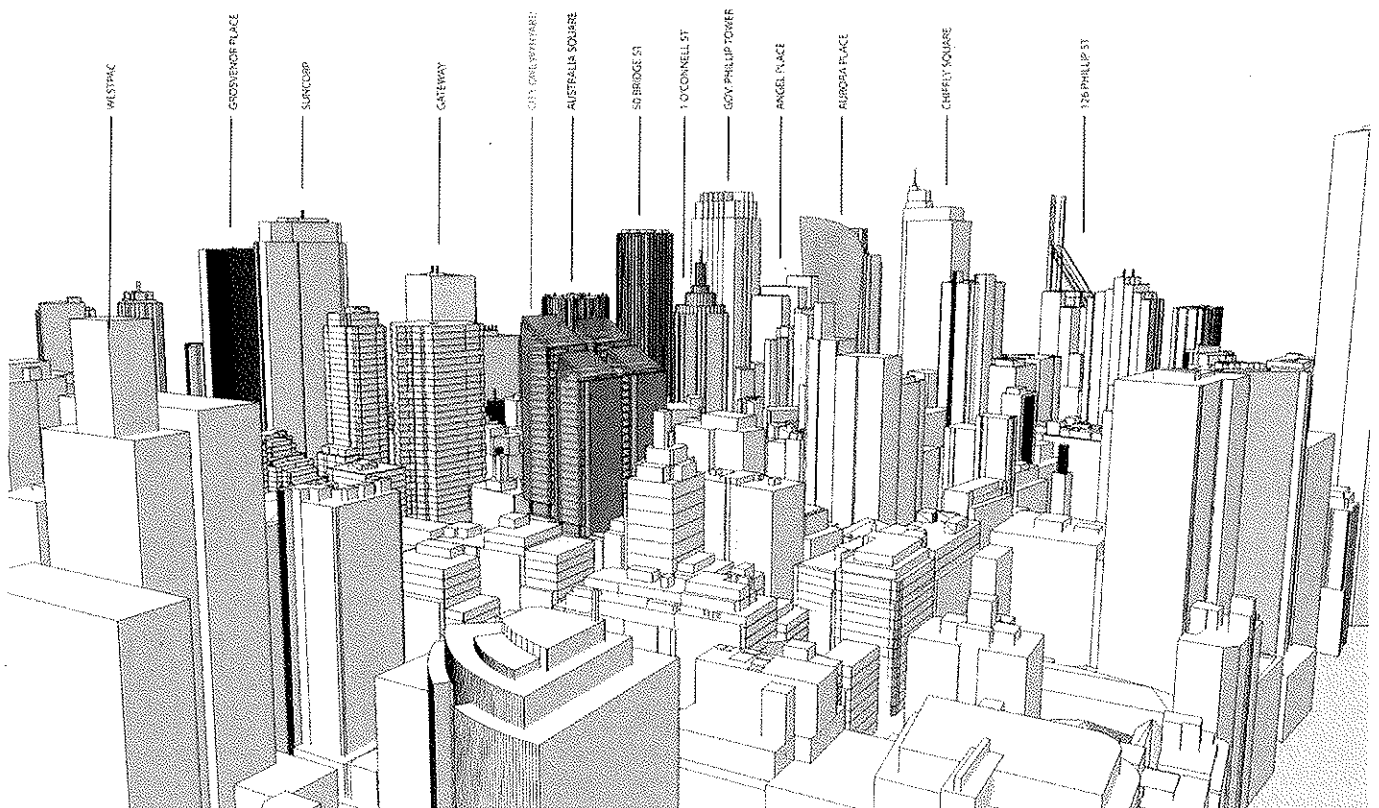


Figure 4. Perspective view of the proposed building in the city skyline context looking north-west

1.5 Surrounding Heritage Items

Two heritage listed items are located within the site, Shell House and Wynyard Park (Wynyard Park is listed as an Archaeological/ Townscape/ Landscape item). The following heritage listed items are located in the vicinity of the site (this includes 5 state heritage items as noted):

1. Lisgar House (30-32 Carrington Street);
2. Scots Church and Assembly Hall (corner of Margaret and York Street);
3. Railway House/Transport House (19-31 York Street) state heritage item;
4. Former Beneficial House (285 George Street);
5. Former Skinners Family Hotel (corner of George and Hunter Streets);
6. Westpac Bank (341 George Street);
7. Former National Australia Bank (343 George Street) state heritage item;
8. Former Societe Generale Building (348 – 352 George Street) state heritage item;
9. Former United Permanent Building (354 - 360 George Street);
10. Wynyard Station Railway Tunnels and Wynyard Park (Wynyard Station – listed on the State Rail Authority Register);

11. Westpac Bank (319 - 321 George Street) state heritage item;
12. Former AWA Building (45 - 47 York Street) state heritage item;
13. 63 York Street; and
14. Australia Square (264 - 278 George Street).

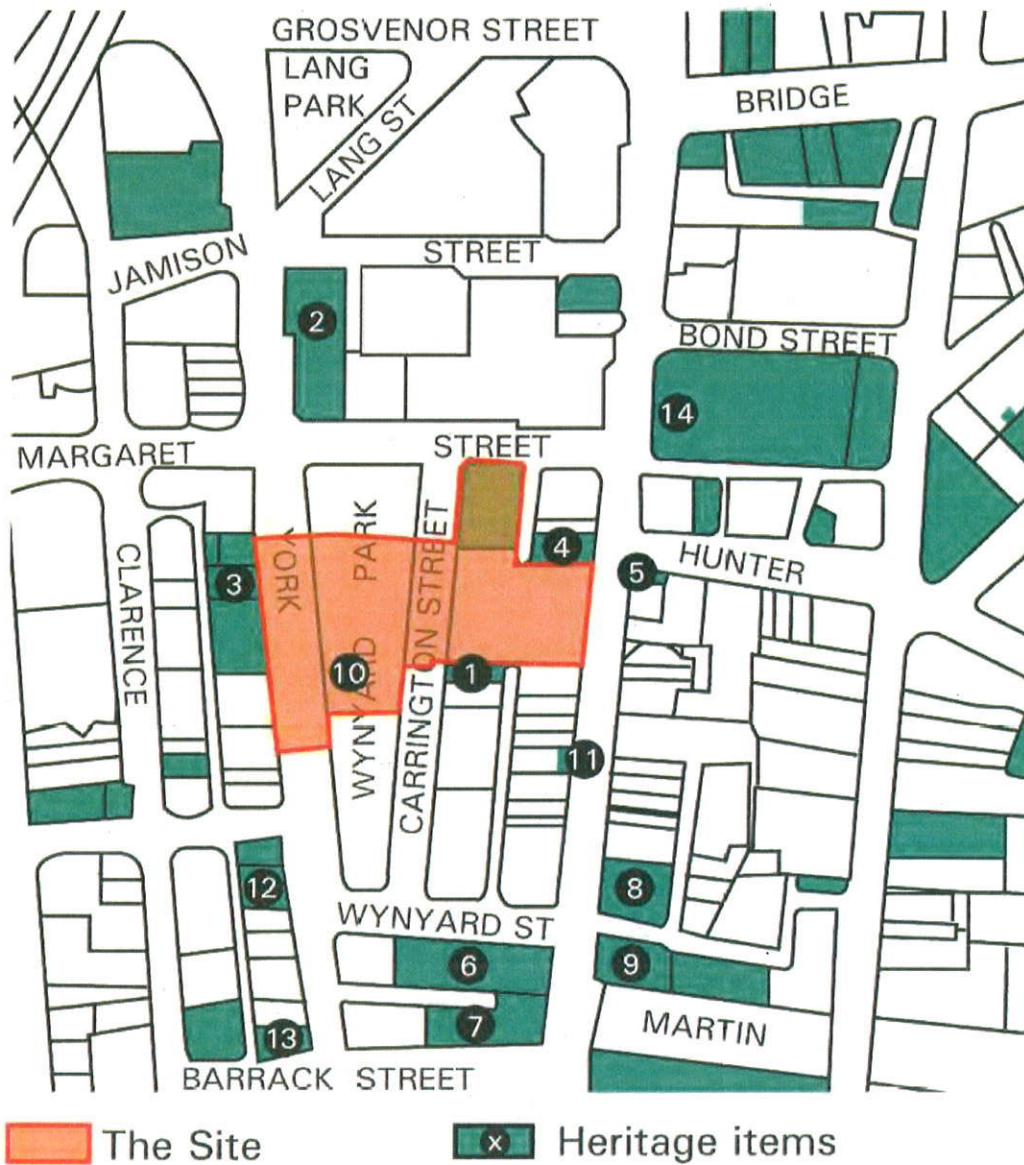


Figure 5. Showing the location of surrounding heritage items as numbered in the list above.

2. PROPOSED PROJECT

2.1. Project Description (as exhibited)

The proposal as exhibited in the Environmental Assessment (EA) sought Concept Plan approval for:

- the upgrade of the eastern access ways to Wynyard Station including retail areas and concourse across 5 levels;
- a new 29 storey commercial building envelope above the retail and concourse levels on the land between Carrington Street and George Street;
- 177 associated tenant parking spaces; and
- works to the former Shell House including an additional level above and refurbishments for the purpose of commercial and retail use.

2.2 Preferred Project Report

The Proponent submitted a PPR in response to various agency and public submissions. The PPR provided the following additional information and makes the following key changes and information items:

- Amendment to the building envelope to provide a 6 metre setback from Shell House between Carrington Street and Wynyard Lane and a 3.5 metre setback at the Carrington Street frontage between RL56 (37 metres) and RL63.6 (45 metres);
- Additional information on public benefits including a proposal to enter into a Project Delivery Agreement (with Transport for NSW);
- 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, the commercial tower and transit hall; and
- Clarification of the proposed floor areas across the site.

The development as proposed within the PPR is detailed in **Table 1**.

Table 1: Key Project Components

Aspect	Description
Concept Plan	<p>Aspects for which concept approval is sought:</p> <ul style="list-style-type: none"> • building envelopes (above and below ground) for the commercial buildings, concourse area and basement car park; • 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; • design principles for future upgrades to Wynyard Park, the commercial tower and transit hall; • floor space area (FSA) of 85,300m²; • land use to be consistent with the city centre zone; • ecologically sustainable development strategy for the project; • pedestrian and vehicular access arrangements; and • 177 tenant car parking spaces for the commercial building (relocated from the existing Wynyard car park).
Employment:	<ul style="list-style-type: none"> • Construction: approximately 15,392 full time equivalent jobs. • Operational: approximately 4500 full time equivalent jobs.
CIV	\$416 million

Approval is sought for concept designs for the eastern concourse area and associated station access ways between the eastern edge of Carrington Street through to George Street. Designs for the portion of the site to the west of Carrington Street to York Street, including the paid and unpaid concourse areas and Wynyard Park will be further developed by Transport for NSW (**Figure 7**) as part of future applications, and in accordance with the Wynyard Masterplan currently being prepared.

Overall, the Concept Plan will facilitate the future design and carrying out of:

- Major work to Wynyard Station including:
 - redevelopment of the concourse layout, railway station entries and circulation thoroughfares (from George Street to York Street);
 - upgraded disabled access; and
 - capital contribution by the Proponent toward upgraded station facilities.
- Demolition of:
 - Thakral House;
 - 14-28 Carrington Street (part of the Menzies Hotel);
 - the internal structure of Shell House; and
 - the existing concourse/ramps between the Station, George Street, part of the Hunter Connection and links to Wynyard Park.
- Works to Shell House including conservation works to the façade and an additional level above.
- Five retail levels linking George Street, Carrington Street and Wynyard Station.
- A new 29 level office tower on the land between Carrington Street and George Street.
- Tenant parking.
- Public domain improvements.

On 24 November 2011, the Proponent submitted further information to the Department including:

- plans showing revised concourse layout with additional escalators and a truck turning area within the site for the southern end of Wynyard Lane;
- revised consultant reports clarifying pedestrian circulation spaces; and
- a public benefit offer document providing an estimate of the public benefits provided by the proposal that could be reflected in a Voluntary Planning Agreement to be finalised prior to or with a future application.