

Figure 15: East west plan of the concourse level of the site illustrating the proposed pedestrian linkage between the existing ticketed areas in Wynyard Station (to the left) and George Street to the east (to the right). The design for the concourse area and transit hall is confined to the eastern extent of the site between Carrington and George Streets (the right portion of the section).

The Proponent has illustrated the width of the exit toward George Street that is measured throughout the various levels of concourse to the street. This demonstrates that the widths of the pedestrian concourse comply with this provisional requirement when considering the combined width of walkway, stairs and escalators and their various pedestrian capacities (**Figure 15**).

The Proponent has also committed to undertake further pedestrian modelling as part of the detailed design stage, to confirm that the necessary exit widths are provided to meet pedestrian demand to 2060. Should some additional width be required to accommodate the pedestrian traffic this may be provided at the expense of some retail floor that surrounds the concourse.

The Department considers that the Proponent's response is adequate in addressing the issue of pedestrian access and circulation to 2060 at a concept level. The increased width will improve the pedestrian access and circulation around Wynyard Station which forms a key public benefit (as discussed in Section 5.1) of the proposal. Notwithstanding, it is recommended that detailed pedestrian modelling to 2060 forecast requirements be undertaken as part of any future application for the eastern station concourse.

The Scale of the Transit Hall

The Concept Plan, as exhibited provides an upper level foyer that provides access to the commercial lobby from the street level. This is designed as a mezzanine level suspended above the pedestrian concourse in the space between George and Carrington Streets (**Figures 16 & 17**).

The Department has advised the Proponent that consideration should be given to the removal of the upper commercial foyer above the transit hall to provide an appropriately scaled and visually unobstructed space between Carrington and George Street. Council also advised that the upper commercial foyer should be removed to ensure the space provides a generous unobstructed transit volume.



Figure 16: Artist's impression of the proposed transit hall as viewed from the northern side of the Carrington Street entry point looking through to George Street. The upper level commercial foyer is designed as a mezzanine level above the pedestrian concourse. Wynyard Lane is shown in grey running across the concourse level of the transit hall.



Figure 17: Artist's impression of the proposed transit hall as viewed from the northern side of the George Street entry point looking through to Carrington Street access point at the upper level (looking back in the opposite direction to Figure 16). The upper level commercial foyer can be seen as a mezzanine level above the pedestrian concourse. Wynyard Lane runs across the concourse beyond the lower level escalators on the left.

The Proponent has addressed this issue firstly by noting that the proposed pedestrian concourse/transit hall has void spaces of up to 13 metres high to the underside of the upper level foyer space. This volume of the proposed transit hall space and its configuration does provide a significant public benefit and represents a considerable amenity improvement for Wynyard Station. The PPR further states that the recommendation to remove the upper level commercial foyer cannot be achieved in its entirety as this space is required to provide connectivity to the commercial core and also is desirable from a visual interest and activation point of view.

The Proponent has however, considered three potential options for reconfiguring the foyer to further increase the void space within the transit hall and to open the view corridors through the site. These options involve centralising the foyer by shortening the space at its eastern and western ends and shifting the space to the north or to the south. The Proponent has sought that this detailed design be resolved as part of any future application and has provided a design control for the transit hall design in the CityOne Concept Plan Design Criteria to guide future design.

The Department considers that the Concept Plan presents an important opportunity to optimise this design outcome, providing a clearly identifiable station address, east-west sightlines through the precinct and improved pedestrian circulation and movement. It is accepted that in the context of the current design, that the upper level foyer may be necessary to provide access between the street level entry in the north to the commercial lift lobby on the southern side of the site and that it may also have a positive visual relationship with the transit hall area.

However, the Department considers that this detailed design would be more appropriately resolved as part of any future application. It is recommended that future applications for this aspect of the proposal be subject to a design competition in accordance with the provisions of the SLEP 2005 that makes specific provision for the resolution of the upper level foyer space.

5.5. Treatment of Wynyard Lane

Wynyard Lane itself does not form part of the subject site however the exhibited Concept Plan included a section of the pedestrian concourse crossing Wynyard Lane, meaning that pedestrians and vehicles would need to share access across the lane.

The Department, Council and Transport for NSW each raised concern over the proposed treatment of Wynyard Lane as a shared zone through the station concourse, given the heavy pedestrian flows and potential pedestrian / vehicular conflicts. Council further recommended that Wynyard Lane should only be a pedestrian link as it passes through the concourse and also that a working party be formed to resolve the final configuration for the issues associated with Wynyard Lane prior to the approval of any Concept Plan.

The PPR addresses this concern by providing two possible design options, each of which involves the closure of Wynyard Lane to through-traffic for all but emergency vehicles (**Figure 18**). These options are as follows:

- Option 1 (Proponent's preferred option) Closure of Wynyard Lane to vehicle traffic at the northern and southern end of the site. The remaining northern and southern parts of Wynyard Lane will be made two-way traffic. All cars entering the site (accessing the Wynyard car park and CityOne) would enter via Wynyard Lane and exit via the old tram tunnels currently forming part of the Wynyard Station car Park into Cumberland Street. Service vehicles would exit the site via the northern section of Wynyard Lane.
- Option 2: Same as Option 1 above however cars parking in the CityOne building would enter and exit via Wynyard Lane to the north. Cars parking in the Wynyard Station car park would enter via the northern end of Wynyard Lane and use the Cumberland Street exit, which is consistent with the current arrangement.

Halcrow have prepared a supplementary report which further addresses the implications of the proposed road closure including the need to maintain access to adjoining buildings along Wynyard

Lane. The following measures have been analysed to accommodate the change in traffic conditions and maintain service access to properties backing onto Wynyard Lane:

- Providing cul-de-sac turning bays adjacent to the sections of closed road to allow vehicles to turn around;
- Relocation of an on-street loading zone at the northern end of Wynyard Lane;
- Installation of no through route signage; and
- Adjustments to on-street parking conditions and restrictions to ensure sufficient road width is maintained for two-way traffic.

In its submission to the PPR the Council considers that insufficient detail has been provided to resolve technical issues such as swept paths, intersection performance, turning areas and carriage width to allow two way traffic.

The Department considers that both options outlined above will remove the pedestrian / vehicular conflicts through the concourse and provide a more appropriate pedestrian environment. Also the supplementary traffic report prepared by Halcrow concludes that this may be done without significant adverse effects to the local road system. Transport for NSW however prefer a scenario in which vehicles using the tenant car parking do not exit via the former tram tunnels as this land is leased from the State and may be used for another purpose in the future. Option 2 as described above will address this concern as cars will exit via Wynyard Lane.

It remains however that the pedestrian cross route and the changes to traffic conditions resulting from the closure will need to be resolved via the preparation of a Traffic Management Plan and be subject to the decision making processes of the Sydney Local Area Traffic Committee.

Option 1 (left) provides for tenant cars to exit via tram tunnels to Cumberland Street.
Option 2 (right) provides for tenant cars to exist via Wynyard Lane.

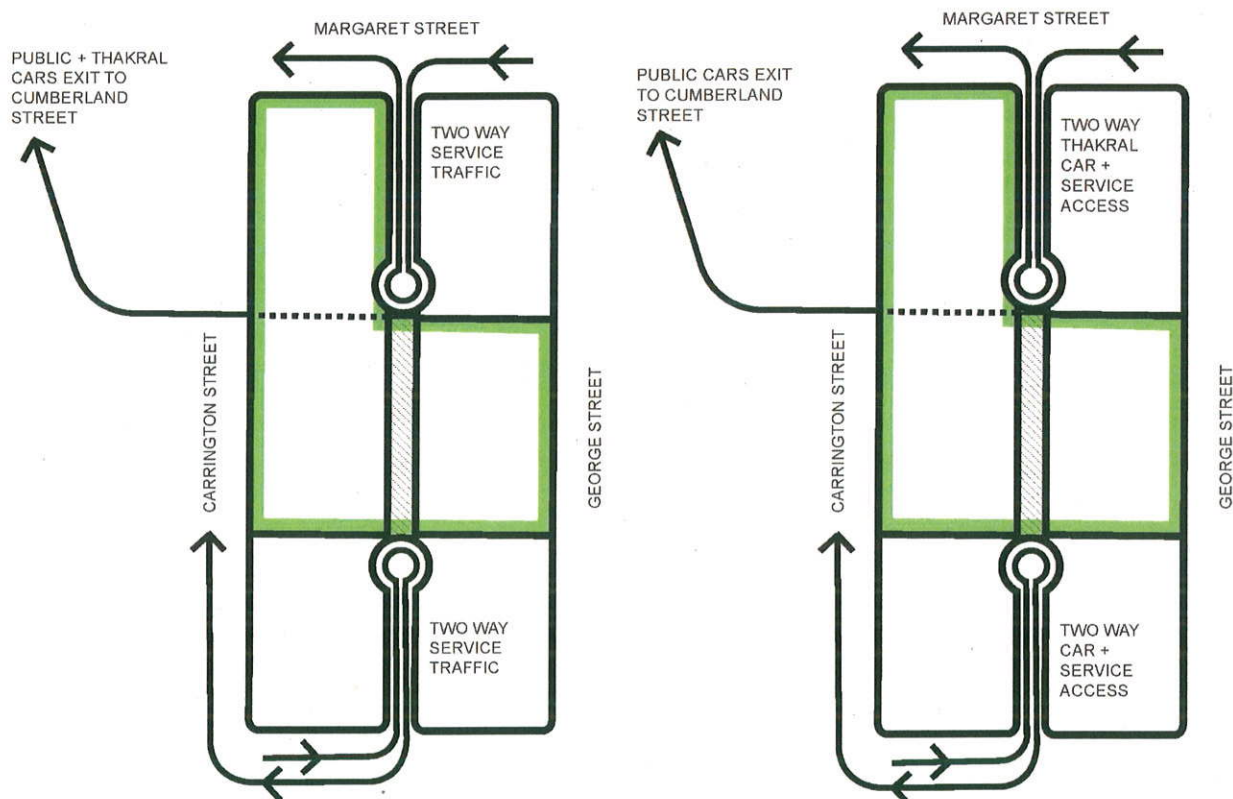


Figure 18: The two traffic management options for the closure of Wynyard Lane as provided in the PPR. Option 1 is on the left and Option 2 is on the right.

The Proponent has identified that the technical issues associated with the proposed lane as outlined above can be addressed and have provided further details showing space for turning areas for trucks (8.8 metre MRVs). Council's recommendation to have this matter fully agreed prior to determination of the Concept Plan is not considered necessary as it has been demonstrated to an adequate level of certainty that the proposed changes can be achieved. It is recommended that the final design details for this matter be resolved as part of any future application for the project stage involving the construction of the pedestrian concourse across Wynyard Lane.

5.6. Parking

Tenant Car Parking

As exhibited, the Concept Plan proposed 177 car parking spaces across 4 levels of basement car parking in the area east of Carrington Street to serve the tenants of the commercial tower. This figure has been calculated as the maximum allowable number of spaces as a function of the overall site area in accordance with the provisions of the SLEP 2005.

Transport for NSW and Council have both raised concern with the proposed car parking provision and consider a reduction to 81 spaces is a more appropriate figure (calculated as the maximum number of spaces for the 4,032m² portion of the site occupied by the proposed tower) to allow the creation of a genuinely transit-oriented development. The following points are made in support of a reduction in car parking provision:

- the site is among the most highly accessible locations in Sydney, serviced by 6 rail lines and over 100 bus routes;
- the 2010 NSW State Plan includes targets for 80% of journeys to the CBD by public transport during the peak;
- the Metropolitan Plan for Sydney 2036 and the Integrating Land Use and Transport – Guidelines for Planning and Development support reduced car parking in accessible locations; and
- road congestion in this area currently affects the reliability of public transport services at peak times and additional traffic into Carrington and Margaret Streets is considered to be undesirable.

In addition, Council has recommended that there be no net increase in the number of parking spaces provided on the site for either the commercial car park or the tenant parking.

The Department has advised the Proponent that the proposed 177 tenant parking spaces is considered to be excessive given the site's excellent connectivity to public transport, the existing traffic congestion within the locality and the fact that this tenant parking is only intended to serve a portion of the site.

In response to the concerns raised, the Proponent proposes to decommission 177 of the existing public car spaces from within the Wynyard car park and retain the proposed 177 tenant parking spaces for the commercial building. The Proponent seeks to retain this number of tenant spaces to serve the commercial building as it considers it is integral in attracting high-profile tenants to the building.

The Department acknowledges that this would have no net increase in parking and may overcome the concerns relating to traffic generation from the site in the shorter term. In the longer term however the tenure of the Wynyard car park is uncertain. The car park is currently leased from the State Government. The lease may be broken by the State and Transport for NSW has advised that they do not support the continued use of the land for car parking "as it does not represent the highest and best use of this asset". In the event that this car parking use is extinguished, the only parking remaining on the site would be the proposed tenant car parking, which would become the primary traffic generator from the use of the site in the longer term. Further, the Department

considers that the public/commercial car parking and tenant car parking are distinctly separate uses as reflected in the Sydney LEP 2005 and should not be measured interchangeably.

The Department supports reduced car parking rates in areas well-served by public transport. The Department agrees with Transport for NSW and Council that the site is among the most highly accessible and well connected locations to public transport in Sydney. In view of this point and the strategic objectives to reduce trips by private vehicles to the CBD, it is considered that the car parking provision should be reduced and the recommended figure of 81 spaces be provided for commercial tenants.

Bicycle Parking and End of Trip Facilities

In its supplementary report submitted with the PPR, Halcrow has recommended that 1 bicycle space for every 100 persons working in the building should be provided equating to a figure of 50 bicycle spaces. This is significantly above the Central Sydney DCP requirement of approximately 11 bicycle spaces for the commercial tower. In addition end of trip facilities are also recommended. Halcrow has recommended that this area be provided where the existing Wynyard car park is currently located.

The Department supports the provision of the bicycle parking and the associated end of trip facilities. However it is considered that the proposed location in the existing Wynyard car park on the western side of Carrington Street is not appropriate. This facility is to be provided in association with the use of the commercial tower and as such should be directly accessible to the tower on the eastern side of Carrington Street. It is recommended that this be resolved as part of any future application for works east of Carrington Street.

5.7. Construction Management

There is currently a high pedestrian circulation through and around the site in association with Wynyard Station and the CBD generally. The Concept Plan and any resultant development is of a nature and scale that requires careful staging and construction management to ensure that reasonable levels of pedestrian and vehicular circulation and access can be maintained through the construction process. A number of submissions from the public and Transport for NSW have raised concerns in this regard.

The EA provided a Preliminary Construction Management Statement prepared by Robert Bird Group and a Concept Construction Methodology Report prepared by Brookfield Multiplex. These reports identify the physical constraints of the site and set out indicative construction staging (as described in Section 2.3) that seeks to respond to the identified physical constraints of the site.

In response to the concerns raised the PPR provided a revised Construction Management Statement prepared by Robert Bird Group. It further identifies the following key physical constraints of the site that may affect the access and operation of Wynyard Station:

- RailCorp goods lift and access;
- Hunter Arcade pedestrian access;
- George Street pedestrian subway; and
- the northern and southern George Street pedestrian concourses.

The report identified a construction management strategy to manage these constraints and concludes that *"clear and unimpeded access will be maintained by Thakral around and through the CityOne Wynyard construction site at all times throughout the proposed construction period"*.

The Department considers that this adequately addresses the issue at the concept stage. Future project applications will provide further opportunity to examine construction management more carefully on a stage by stage basis. Accordingly, construction management requirements are recommended as future assessment requirements.

5.8. Other Issues

Station Interface

The EA 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.

Transport for NSW has commented that at this interface point, the Proponent would need to ensure that:

- the development is integrated with future Wynyard Station concourse designs and that the operational integrity of Wynyard Station and associated transport related infrastructure and utility services would need to be addressed; and
- goods access would need to be maintained between street level and the concourse both during and post construction.

The Department also sought further information addressing design compatibility at the interface between the east and west of Carrington Street and considers that the key interface compatibility aspects are:

- floor levels;
- utility services; and
- continuity of services access.

These points are each discussed below:

Floor levels

The proposed concourse levels connect directly into the existing main station concourse (**Figure 19**). These new connections match the levels of the existing upper and lower levels of the concourse. The Proponent acknowledges that the design at this interface point remains indicative only and will be subject to detailed design resolution as part of any future application for these works, and is reflected in the Proponent's revised Statement of Commitments.

The Department considers this response to be adequate as it demonstrates that the Concept Plan is capable of being compatible with the existing station concourse west of Carrington Street and will allow for pedestrian connections to be made regardless of any final design for the concourse and station upgrades west of Carrington Street.

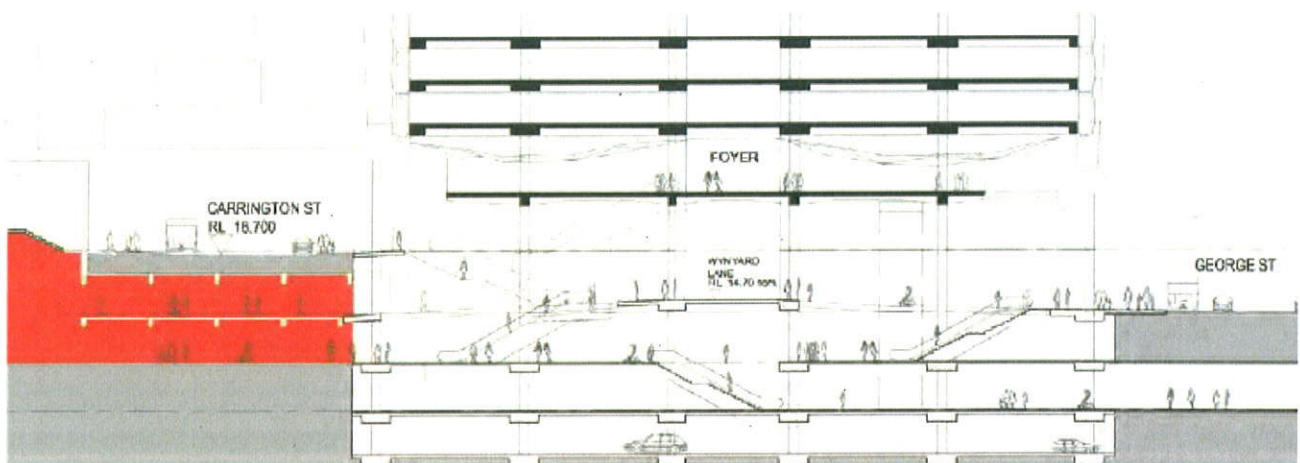


Figure 19: Section through the site showing the compatibility at the interface point of the proposed concourse levels east of Carrington Street with the existing Wynyard Station concourse levels to the west of Carrington Street (on the left shown in red).

Utility Services

The Proponent has provided a revised Utility Services Report prepared by Norman Disney Young. This report provides information on the location of the various utility services that may be affected by the proposed Concept Plan and outlines a site strategy for the retention and replacement of existing site infrastructure that is to be developed in detail with relevant stakeholders at the detailed design stage. Further, the Proponent has committed to further consultation with RailCorp in relation to the protection of RailCorp infrastructure and services.

The Department considers that this response is adequate at the concept stage. Any future application would however need to identify in detail the organisation of utility services in the area surrounding the station interface point to ensure that the operational integrity of these systems will not be affected as a result of the proposal. A future assessment requirement is accordingly recommended.

Continuity of services access

The proposed loading and service area is located to the west of Wynyard Lane in a similar position to the existing goods lift and is provided with goods lifts throughout various levels. Further to this:

- The revised Traffic Parking and Pedestrian Report prepared by Halcrow submitted with the PPR identifies that the proposed servicing and loading areas have taken into account the retail floor space provided on RailCorp land (i.e. west of Carrington Street); and
- The Construction Management Statement prepared by Brookfield Multiplex submitted with the EA states that a new goods lift will with access off Wynyard Lane will be constructed.

The Department considers that at the concept stage the Proponent has demonstrated that the location and design of the proposed loading dock is capable of providing goods and services access to the various tenancies west of Carrington Street. It is however appropriate that this be resolved in greater detail as part of any future application for this stage of the development. A future assessment requirement is recommended accordingly.

Continuity of access for services and pedestrians during construction is discussed in detail in Section 5.7 above.

6. RECOMMENDATION

The Department has assessed the merits of the proposal taking into consideration the issues raised in public submissions and is satisfied that the impacts have been addressed in the PPR, the revised Statement of Commitments and recommended future assessment requirements and modifications. It is considered that the impacts can be suitably mitigated and/or managed to ensure a satisfactory level of environmental performance, pursuant to Section 75J of the Act.

The Department has determined that the proposed development is appropriate and fits within the context of the Sydney CBD. The main design issue arising from the proposal is the presentation of the western façade side of the proposed building envelope to Carrington Street and Wynyard Park. Subject to a minimum 3 metre setback above a street wall / podium level, the proposed building envelope is considered appropriate in urban design terms noting that there is opportunity for the rigorous assessment of this issue as part of a recommended design competition and future project stage application.

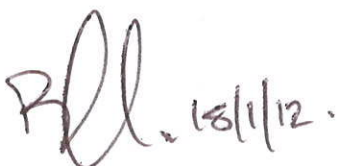
The proposal is of a nature and scale that will significantly reshape and enhance the use of the eastern side of the Wynyard Station complex and the immediately surrounding area. This includes the closure of Wynyard Lane and resolution of future traffic management. Also careful staging and construction management is required to ensure that the operational integrity of Wynyard Station and reasonable levels of pedestrian and vehicular circulation and access can be maintained through the construction process. The Department considers that the proposal is capable of successfully achieving these outcomes, however this is most appropriately resolved as part of any future applications for the relevant stage of the proposal. Appropriate future assessment requirements are accordingly recommended.

The Department considers that the proposal is in the public interest as it will contribute toward the city's future growth, will increase access and connectivity in the CBD and will improve 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 provides the opportunity to deliver strategic public benefits in the form of major upgrade works to the eastern entries of the Wynyard Station and transport interchange which is central to the functionality of the Sydney CBD. Further, the proposal is compatible with the existing and future functionality requirements of the Wynyard Station complex using pedestrian capacity forecasts to 2060 and has been endorsed by Transport for NSW subject to a number of future assessment requirements which are also recommended to be adopted.

The proposal is therefore recommended for approval subject to modifications and future assessment requirements.

In this regard, it is recommended that the Planning Assessment Commission:

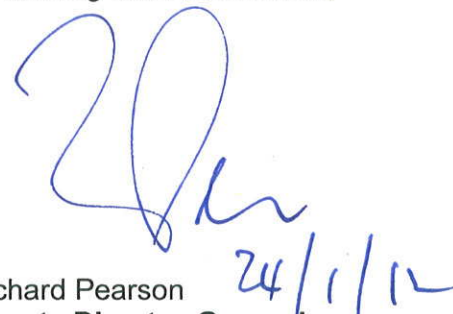
- (a) **consider** the recommendations of this report;
- (b) **approve** the Concept Plan, under Section 75J of the *Environmental Planning and Assessment Act 1979*; and,
- (c) **sign** the attached Instrument of Approval (**Appendix I**).



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