

IRF23/2707

Plan finalisation report – PP-2022-867

Sydney Metro West Hunter Street Station Sites

November 2023



NSW Department of Planning and Environment | dpie.nsw.gov.au

Published by NSW Department of Planning and Environment

dpie.nsw.gov.au

Title: Plan finalisation report - PP-2022-867

Subtitle: Sydney Metro West Hunter Street Station Sites

© State of New South Wales through Department of Planning and Environment 2023 You may copy, distribute, display, download and otherwise freely deal with this publication for any purpose, provided that you attribute the Department of Planning and Environment as the owner. However, you must obtain permission if you wish to charge others for access to the publication (other than at cost); include the publication in advertising or a product for sale; modify the publication; or republish the publication on a website. You may freely link to the publication on a departmental website.

Disclaimer: The information contained in this publication is based on knowledge and understanding at the time of writing [December 23] and may not be accurate, current or complete. The State of New South Wales (including the NSW Department of Planning and Environment), the author and the publisher take no responsibility, and will accept no liability, for the accuracy, currency, reliability or correctness of any information included in the document (including material provided by third parties). Readers should make their own inquiries and rely on their own advice when making decisions related to material contained in this publication.

Acknowledgment of Country

The Department of Planning and Environment acknowledges the Traditional Owners and Custodians of the land on which we live and work and pays respect to Elders past, present and future.

Contents

1	Introdu	ction	2
	1.1 Ove	erview	2
	1.1.1	Name of draft LEP	2
	1.1.2	Site description	2
	1.1.3	Purpose of plan	4
	1.1.4	Other planning approvals	7
	1.1.5	State electorate and local member	8
2	Gatewa	y determination and alterations	8
3	Public	exhibition and post-exhibition changes	8
	3.1 Sub	omissions during exhibition	8
	3.1.1	Submissions supporting the proposal	8
	3.1.2	Submissions objecting to and/or raising issues about the proposal	9
	3.2 Adv	vice from agencies	10
	3.3 Pos	st-exhibition changes	16
4	Departr	nent's assessment	17
	4.1 Det	ailed assessment	18
	4.1.1	Section 9.1 Ministerial Directions	18
	4.1.2	Residential amenity	18
	4.1.3	Heritage	19
	4.1.4	Built form	19
	4.1.5	Hunter Connection	19
	4.1.6	Design Guide	20
5	Post-as	sessment consultation	24
6	Recom	mendation	25
	۸ 44 م مام مه	ata.	25

1 Introduction

1.1 Overview

1.1.1 Name of draft LEP

Sydney Local Environmental Plan 2012 (Amendment No. 93).

1.1.2 Site description

Table 1 Site description

Site Description	The planning proposal (Attachment A) applies to the following land in Sydney:
	Western site:
	- 5010 De Mestre Place
	- 296 George Street
	- 298-302 George Street
	- 304-308 George Street
	- De Mestre Place, 310 George Street
	- 312 George Street
	- 314-318 George Street
	- 5 Hunter Street
	- 7, 8 and 10-13 Hunter Street
	- 9 Hunter Street.
	Eastern site:
	- 44-48 Hunter Street
	- 50-58 Hunter Street
	- 20-26 O'Connell Street
	- 28-34 O'Connell Street.
Proposal Type	Site Specific
Proposal Category	Standard
Council / LGA	City of Sydney

The proposal comprises two sites, known as the Western site and Eastern site.

Western Site

The Western site comprises a total site area of approximately 3,736m² and is bound by Hunter Street to the north and George Street to the west (**Figure 1**). The site includes frontages of 58m to Hunter Street and 67m to George Street. The existing development on the site include:

- o an 11 storey commercial building known as Leda House
- o a 20 storey commercial building
- o an underground retail precinct known as the Hunter Connection
- o a 6 storey commercial office building
- o a 3 storey commercial and retail building

- o De Mestre Place
- o a 3 storey State heritage listed building known as the former Skinner Family Hotel (I1766).

Additionally, the state heritage listed Tank Stream Tunnel (I1656) is located below the eastern boundary of the site.

Eastern Site

The Eastern site comprises a total site area of approximately 3,694m² and fronts O'Connell Street to the north-west, Hunter Street to the south-west and Bligh Street and Johnston Square to the south-east (**Figure 1**). The site has frontages of 63m to O'Connell Street, 73m to Hunter Street and 42m to Bligh Street.

While much of the site is currently vacant as it is occupied by the Sydney Metro construction site, three existing developments remain at the site:

- o 28 O'Connell Street, Sydney a 19 storey commercial building.
- 48 Hunter Street, Sydney a 13 storey commercial building.
- o 37 Bligh Street, Sydney a 14 storey commercial building with ground floor retail.

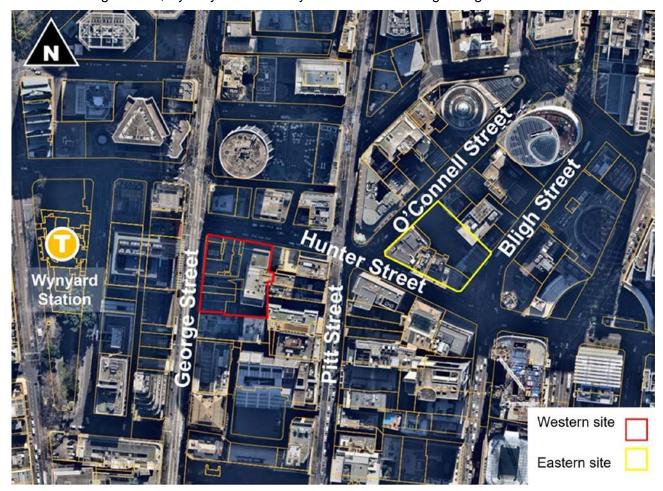


Figure 1 Subject site (Source: Nearmap)

1.1.3 Purpose of plan

The planning proposal seeks to amend the Sydney Local Environmental Plan (LEP) 2012 to facilitate additional development over the future Sydney Metro West Hunter Street Station sites (**Figure 2**). Specifically, the planning proposal seeks to implement the following amendments:

- Increase the maximum permitted building height as follows:
 - o Eastern site RL 269.1m
 - Western site RL 220m
- Increase the maximum permitted floor space ratio as follows:
 - Eastern site 22.8:1 (above ground level)
 - Western site 18.8:1 (above ground level)
- Ensure that other types of additional floor space incentives available under the Sydney LEP 2012 are no longer applicable.
- Ensure development consent is not granted unless the consent authority is satisfied the development:
 - o does not exceed the maximum building height;
 - o includes end of journey facilities;
 - o will not be used for residential accommodation or serviced apartments; and
 - o has taken the Design Guide into consideration.
- Include provisions to ensure the application of heritage floor space to each site.
- Restrict car parking to a maximum of 70 spaces across both sites.
- Remove the asterisk from the former Skinner Family Hotel heritage listing as it is no longer eligible under the heritage floor space scheme.
- Remove competitive design process requirements from applying to the sites
- Include a provision to ensure Clause 4.6 Variations to Development Standards in Sydney LEP does not apply to the sites.

Table 2 below outlines the current and proposed controls for the LEP.

Note that the additional building height and floor space in this planning proposal will be restricted to commercial/ employment generating floor space only and residential and serviced apartment uses are excluded from the uplift.

The planning proposal does not seek to change the current zoning (SP5), which also permits a wide range of uses including retail, commercial and residential uses. Any future redevelopment of the site for residential or serviced apartments uses is limited to the existing building height and floor space controls under clauses 4.3 and 4.4 of Sydney LEP.

Table 2 Current and proposed controls

Control	Current	Proposed
Zone	SP5 Metropolitan Centre	SP5 Metropolitan Centre (no change)
Maximum height of the building	Eastern Site 235m Western Site part 235m, part subject to Sun Access Plane	Eastern site RL 269.1m Western site RL 220m
Floor space ratio (FSR)	Base FSR of 8:1	A site-specific clause within Part 6 Division 5 of the LEP to facilitate a maximum total FSRs of:

Control	Current	Proposed
	 Eligible for: 4.5:1 bonus for business, retail, and office premises 6:1 for hotel, motel, community and childcare facility uses 10% bonus for demonstration of design excellence Partially eligible for 50% bonus for sites located in identified tower cluster area. 	 22.8:1 for the Eastern site; and 18.8:1 for the Western site. This site-specific clause only applies to built-form development above ground level. There is no change to the current FSR controls applying to the sites and any future development of the site for residential or serviced apartments is limited to the existing FSR control in clause 4.4 of Sydney LEP.
End of Journey Facilities	Eligible for bonus FSR of 0.3:1 if end of journey facilities are provided at the site.	Introduce a site-specific provision that requires the consent authority to be satisfied end of journey facilities are provided.
Prohibition of Residential Uses	Residential uses are permitted.	A site-specific clause will be introduced that precludes residential accommodation or serviced apartments on the sites if the additional FSR and building height is used.
Maximum Car Parking Provision	N/A	Introduce a site-specific clause which restricts parking to a maximum of 70 spaces across the two sites.
Design Excellence	Existing Design Excellence provisions apply under clause 6.21D and 6.21E of the LEP which require a competitive design process to be undertaken in return for bonus height and/or floor space.	Insert a site-specific clause that precludes the design excellence requirements under the LEP from applying to the sites.
		The site-specific provision will however require consideration of the Design Guide accompanying the proposal at the DA stage, which includes design excellence guidance. Note: no FSR or building height bonuses are applicable for achieving design excellence.
Heritage	Former Skinner Family Hotel is identified as being eligible for use under the Heritage Floor Space Scheme.	Remove the asterisk next to the Former Skinner Family Hotel, as it is no longer eligible for the Heritage Floor Space Scheme.
		The proposal also includes a site-specific provision to ensure the application of heritage floor space (FSR 2.25:1) as part of any future development on each site.
Exceptions to development standards	N/A	Insert a subclause to Clause 4.6 Exceptions to Development Standards to exclude its application to the site-specific provisions.

Design Guide

A draft Hunter Street Station Over Station Development Design Guide (Design Guide) (**Attachment DG**) has been prepared and was exhibited with the planning proposal. The Design Guide sets out the objectives and intended outcomes for the planning proposal. The planning controls in the Design Guide help describe an acceptable building form for the future over station development towers to help manage impacts on public domain amenity and to adjoining development.

The Design Guide will be referenced in a site-specific provision in Sydney LEP and will be a matter for consideration as part of the assessment of future State Significant Development Applications (SSDAs) for over station development at the Hunter Street Metro Station sites.

Public benefit offer

The proponent, Sydney Metro, proposes to provide public benefits by entering into a voluntary planning agreement (VPA) with Council for a commitment to pay the 3 per cent developer contribution plan payment prior to the first construction certificate stage and commitments towards the delivery of environmental sustainability initiatives.

As the proposal covers two sites, a voluntary planning agreement for each site was exhibited concurrently with the planning proposal.

Council has confirmed the planning agreements for the sites have been executed and registered on the title for each site.



Figure 2: Photomontage of the future development on Eastern and Western Metro sites

1.1.4 Other planning approvals

Critical State Significant Infrastructure

The sites form part of the Sydney Metro West project approved under a staged Critical State Significant Infrastructure (CSSI) application. The Sydney Metro West project comprises three separate stages:

- Stage 1 Westmead to The Bays and Sydney CBD concept approval for the Sydney Metro West project, including station excavation and tunnelling between Westmead and the Bays
- Stage 2 The Bays to Sydney CBD major civil construction work, including station excavation and tunnelling between The Bays and Sydney CBD, and
- Stage 3 Rail infrastructure, stations, precincts and operations between Westmead and Sydney CBD – tunnel fit-out, construction of stations, precincts and ancillary facilities, as well as operation and maintenance of the Sydney Metro West line. The Hunter Street station is included in this approval.

The planning proposal scope is limited to the over station development, which will be located above the station entries to the future Hunter Street Metro Station (**Figure 3**).

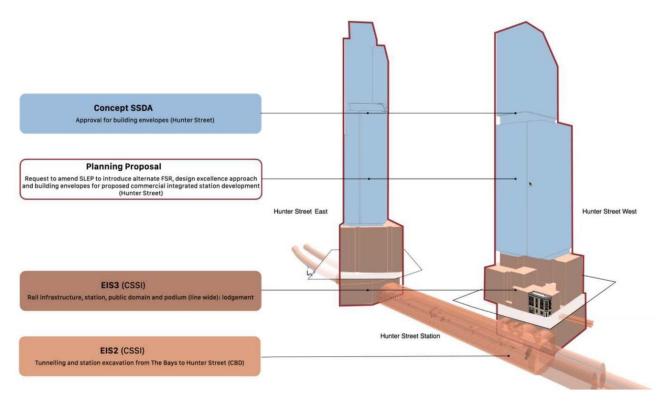


Figure 3: The planning pathways for the Hunter Street Station sites (Source: Council's planning proposal report, September 2022)

State Significant Development

Two State significant development (SSD) concept applications for the Hunter Street Station east and west sites were submitted to the Department and exhibited concurrently with the subject planning proposal.

The concept SSD applications seek approval for building envelopes for two new buildings over the new station entries and consider the new planning controls proposed in the planning proposal.

The SSD applications are currently under assessment by the Department.

1.1.5 State electorate and local member

The site falls within the Sydney state electorate and Alex Greenwich MP is the State Member.

The site falls within the Sydney federal electorate and Tanya Plibersek MP is the Federal Member.

To the team's knowledge, neither MP has made any written representations regarding the proposal.

There are no donations or gifts to disclose, and a political donation disclosure is not required.

There have been no meetings or communications with registered lobbyists with respect to this proposal.

2 Gateway determination and alterations

The Gateway determination issued on 28 October 2022 (Attachment B) determined that the proposal should proceed subject to conditions. Council has met all the Gateway determination conditions.

In accordance with the Gateway determination the proposal is due to be finalised on or before 25 October 2023.

3 Public exhibition and post-exhibition changes

In accordance with the Gateway determination, the proposal was publicly exhibited by Council from 5 December 2022 to 30 January 2023.

A total of 35 submissions were received in relation to the planning proposal, three of which were in support of the proposal and 18 raised concerns.

The planning proposal was exhibited concurrently with two state significant development (SSD) applications for the concept approval of the over-station developments above the Eastern and Western site. These SSD applications are currently under consideration by the Department.

31 submissions were received by the Department relating to the SSD applications and were forwarded to Council for consideration. Some of the submissions received by the Department raised issues that were not raised by the submissions received by Council. These submissions have also been reviewed and considered by Council.

3.1 Submissions during exhibition

3.1.1 Submissions supporting the proposal

Three public submissions were received that support the proposal. Submissions in support of the proposal noted the importance of developing well-designed, large towers and the opportunities for new commercial, retail connections to public transport.

3.1.2 Submissions objecting to and/or raising issues about the proposal

The remaining submissions raised concern or were neutral about the proposal. The issues raised are summarised in **Table 3**.

Table 3: Summary of public submissions providing comments on the proposal

Submission	Council/ Department response
Update car share vehicle provision to a minimum, not a maximum	The draft Design Guide requires a minimum of 1 car share scheme parking space be provided per 25 on-site parking spaces. The Department considers this response is adequate.
Reinstatement of existing pedestrian connections. • 16 submissions received from landowners of 109 Pitt Street (adjoining the Western Site) • Concerns raised that future development won't reinstate the previous pedestrian link to the Hunter Connection retail arcade.	Hunter Connection comprised retail tenancies, a food court and an underground link between Wynyard Station, Hunter Street and Pitt Street through the 109 Pitt Street building. The Hunter Connection building was acquired by Sydney Metro and forms part of the future Hunter Street Station Western Site. The Design Guide recommends a connection is maintained into the 109 Pitt Street site and the concept SSD indicative design includes through-site links, demonstrating the subject site can incorporate pedestrian connections as detailed in the Design Guide. The Department considers this response is adequate as the Concept SSD applications show through site links that connect to 109 Pitt Street. This matter is considered further in Section 4 below.
 A large tower in such close proximity to a residential property will reduce amenity significantly to the occupants. A suggested setback from the northern boundary could easily be achieved of 15 to 25 metres 	The building on the Eastern Site has been appropriately sited to minimise any significant adverse amenity impacts to adjoining properties. A minimum 5.4 metre setback is provided from the northern boundary closest to the subject residential apartment, which is considered acceptable as views from the residential apartment and daylight access will not be detrimentally impacted. While most of the northern elevation of the future Eastern tower is likely to be a blank façade with building core and lifts, the Design Guide has been updated to require privacy screening and plant equipment be located away from these locations or include acoustic treatment. The Department considers this response is adequate. This matter is considered further in Section 4 below.
Building height, design and appearance and impacts to daylight	The two subject sites are located within a designated tower cluster in Central Sydney per Council's CBD Strategy. The planning proposal for additional building height and floor space demonstrates the building envelopes will result in equivalent or improved pedestrian amenity, including daylight conditions. The proposed building heights on both sites are situated within the various sun access and no additional overshadowing planes and protect the public spaces of Martin Place, Hyde Park and the Royal Botanic Gardens and Domain. The Department considers this response is adequate.

Submission	Council/ Department response
Heritage	The proposed planning envelopes on each of the subject sites have been designed to be sensitive and responsive of its heritage context. Council notes the Design Guide includes provisions detailing heritage interpretation opportunities within the publicly accessible sections of the building, incorporated in public art and reflecting the history and previous uses on the site.
	The Department considers this response is adequate and considers the planning envelopes have been designed to be sensitive and responsive of the heritage context, with street wall heights that match adjoining heritage items.
Pedestrian network impacts	Council advises that the planning envelope and associated provisions in the Design Guide envisage more publicly accessible open space and new pedestrian connections across the two sites, which will help improve the permeability of Central Sydney for pedestrians.
	The Department considers this response is adequate and notes the Design Guide contains guidance relating to public domain and publicly accessible space.

3.2 Advice from agencies

In accordance with the Gateway determination, Council was required to consult with the following agencies and organisations:

- Heritage NSW
- Sydney Airport
- Transport for NSW
- Sydney Water
- Department of Infrastructure, Transport, Regional Development and Communication.
- Sydney Metro
- Civil Aviation Safety Authority (CASA).

Submissions were received from all agencies except CASA. In addition, a submission was received from the Royal Botanical Gardens/ The Domain. No objections were raised. Council's response to the advice from organisations and government agencies and the Department's response is summarised in Table 4 below.

Table 4 Advice from public authorities

Agency	Advice raised	Council response & Department's consideration
Heritage NSW	Noted the site's proximity to historic buildings and the need to consider heritage impacts. Noted the need for a sensitive design response, modulated podium heights that respond to adjacent heritage and the development of specialised Design Guide.	Noted. The Design Guide includes provisions to ensure future development has a sympathetic relationship with heritage character. This includes detailing the street wall alignment and podium heights to align with adjoining heritage buildings.

Agency	Advice raised	Council response & Department's consideration
	Consider requiring a Heritage Interpretation Plan to reflect the characteristics of each site, as part of the detailed design development.	The Design Guide include detailed heritage provisions requiring development to be responsive to and protect the significance of surrounding heritage buildings (including the use of materials, modulation and articulation to reinforce the character and continuity of the streetscape as well as requiring sensitive integration of the Skinner Family Hotel building, ensuring minimal impact and encouraging interpretative overlays). The Department considers this response adequate.
Sydney Airport	No objection is raised. The proposed changes would allow for a building with a maximum height above the Obstacle Limitation Surface (OLS) for Sydney Airport and anything penetrating the protected airspace would be subject to assessment and approval under Federal legislation.	Noted. Future development applications will be subject to concurrence from Sydney Airport as the proposed works penetrating the OLS. This is consistent with clause 7.16 of the LEP and under the Airports Act 1996. The Department considers this response adequate.
Transport for NSW (TfNSW)	The extensive consultation between City of Sydney and the proponent is acknowledged, TfNSW is confident any issues can be resolved prior to finalisation.	Noted. Following publishing of the amendments to the Sydney LEP 2012, future development will be subject to a competitive design and development application process for which the City of Sydney will provide guidance and comment. The Department considers this response adequate.
Sydney Water	Noted further information is required to ascertain the potable and wastewater requirements of future development, including growth data, timeframes and Section 73 requirements.	Noted. Further information is expected to be available at the development application stage. The Department considers this response adequate.
Department of Infrastructure, Transport Regional Development, Communication and the Arts	The proposed height intrudes into Sydney Airport's Obstacle Limitation Surface (OLS) and requires approval from an authorized delegate, Sydney Airport. Early engagement with the airport is strongly encouraged.	Noted. Future development applications will be subject to concurrence from Sydney Airport as the proposed works penetrating the OLS. This is consistent with clause 7.16 of the LEP and the Airports Act 1996.

Agency	Advice raised	Council response & Department's consideration
Sydney Metro	Due to Sydney Metro being the proponent no comments were made.	Noted. Council consulted with Sydney Metro in accordance with the Gateway Determination.
		The Department received a letter from Sydney Metro providing comments on the Design Guide, after the planning proposal had been endorsed by Council and submitted to the Department. Refer to Table 5 for more detail.
Royal Botanical Gardens and the Domain	A lack of sunlight can have detrimental effects on the health and appearance of the Gardens. Reduce thermal glare and reflectivity towards the Gardens and surrounding open space. Consultation with the Macquarie Street East Public Domain group is recommended to manage vehicle access (construction and service vehicles).	The proposed maximum building height is consistent with the relevant sun access and no additional overshadowing planes, which protect sun access to Martin Place, Hyde Park and the Royal Botanical Gardens and the Domain. These development standards cannot be varied, further protecting the sun access planes. The Design Guide provide for external sun shading devices to protect internal and external spaces from extreme solar glare. Future detailed development applications will be subject to consultation with public agencies and stakeholders. The Department considers this response is adequate.

The Department considers Council has adequately addressed the matters raised in submissions from agencies and organisations.

Sydney Metro Design Guide comments

A letter from Sydney Metro (Attachment E) was received by the Department following endorsement of the planning proposal by Council and lodgement with the Department for finalisation.

Sydney Metro's letter provides detailed comments on the proposed Design Guide. Council has also provided the Department with comments on Sydney Metro's letter (Attachment F). The Department, Sydney Metro and Council met several times to discuss the content of the Design Guide.

The Department's consideration of Sydney Metro's letter and Council's response on the Design Guide is provided in Table 5.

Table 5 Sydney Metro comments on the Design Guide, Council's response and Department's consideration

Sydney Metro issue	Sydney Metro comments	Council response & Department's consideration
Public domain and publicly accessible spaces	 Note that public domain elements (i.e., street frontages, through-site links and awnings) will be delivered in accordance with the CSSI approval, and as such including design guidance for these elements in the Design Guide will have no effect. Sydney Metro acknowledges that Council's intent is to provide guidance in case any of these works are delivered through the Over Station Development (OSD). Suggest adding a note clarifying the objectives and guidance in this section only apply if the elements are included in an SSD application: "Note: It is expected that public domain and publicly accessible spaces are to be delivered in accordance with the CSSI approval; however, the following objectives and guidance applies if public domain and publicly accessible spaces are included in any future State Significant Development Application." 	Council considers the wording excludes works to the public domain, which are to be delivered in accordance with the City North Public Domain Plan adopted by Council, and suggests the following wording: "Note: It is expected that the public domain will be delivered in accordance with the adopted City North Public Domain Plan, and the public accessible spaces within the subject sites will be delivered in accordance with the CSSI approval; however, the following objectives and guidance apply to the publicly accessible spaces within the subject sites in accordance with the any future over station development application." The Department supports adding a note to clarify that public domain and publicly accessible spaces guidance in the Design Guide is only appliable if they are included in an SSD application. The Department has considered the proposed changes further in Section 4.1.6 of this report.
Public domain and publicly accessible spaces	Suggest the below wording for objective 7: "7. Supports any future pedestrianisation of the west end of pedestrian-oriented design at the west end of Hunter Street by minimising and mitigating potential conflicts between pedestrians and parking for private vehicles on the Western site by not providing parking for private vehicles on the western site that may cause petential conflicts with pedestrians."	Council notes the suggested wording is based on amendments they proposed; however, they recommended the objective include 'by not providing private vehicle parking'. i.e. "7. Supports any future pedestrianorientated design at the west end of Hunter Street by not providing private vehicle parking on the Western site." The Department has considered the proposed changes to Objective 7 and considers the wording suggested by Sydney Metro is appropriate. Further detail is provided in Section 4.1.6 of this report
Public domain and publicly accessible spaces	Add wording 'as part of a SSDA' to Guidance 3, 5, 6 and 7, relating to street frontages, awnings and through site links, to make it clear the guidance only relate to public domain elements that are part of an SSD.	Council has no objection to the suggested wording. The Department supports the proposed changes and recommends updating the Design Guide accordingly.

Sydney Metro issue	Sydney Metro comments	Council response & Department's consideration
	Update Figure 3 to identify the awning location as indicative.	
Tower massing, setbacks and envelopes	Add wording 'as part of a SSDA' to guidance 1, 5 and 6, to make it clear the guidance only applies to an SSD.	Council has raised no objection to the suggested wording. The Department supports the changes and recommends the Design Guide is updated.
Heritage	 Update Guidance 5, to only apply to the west site, as it relates to the Tank Stream, which is in the vicinity of the Western site only. Suggest changes to guidance 6 as below: 6. A work method statement shall be prepared, which outlines the careful management of any works directly affecting or in the vicinity of the Tank Stream, this must include a heritage induction for all contractors and trades working on construction for the duration of the project." Delete Guidance 7 requiring a CMP for the Former Skinner Family Hotel as the CMP has been completed. Suggest changes to Guidance 9, as follows: 9. Any new insertions to service the former Skinner Family Hotel (such as lifts, fire egress, building services and plant equipment) shall be informed by the conservation management plan. Such insertions and additions must be detailed by an appropriately qualified heritage architect and located in areas of minimal significance to as to result in minimal heritage impact. As part of a SSDA, new insertions would be considered in consultation with a suitably qualified and experienced heritage architect." 	 Council has no objections to the suggested changes to Guidance 5 and 6. Council does not support deleting Guidance 7 and recommends retaining the wording. It notes the CMP can be provided as part of the SSD application. For Guidance 9, Council recommends retaining the existing guidance and adding the words, as part of the SSD application. The Department has considered Sydney Metro's comments and Council's response and: supports the changes proposed by Sydney Metro for Guidance 5 and 6. recommends retaining Guidance 7, as the completed Conservation Management Plan (CMP) can be provided as part of the SSD application for the Western site. supports the changes suggested by Council for Guidance 9.
Public Art	Suggest adding a note advising that is it expected the public art for the station precinct (including through site links) will be delivered in accordance with the CSSI approval and the objectives and guidance will only	Council has raised no objection to the suggested note. The Department supports the changes and recommends the Design Guide is updated.

Sydney Metro issue	Sydney Metro comments	Council response & Department's consideration
	apply if public art is included in an SSD application.	
Vehicle access	 Suggest adding a note that it is expected vehicle access will be delivered in accordance with the CSSI approval and the objectives and guidance only apply if vehicle access is included in an SSD application. Update objective 2 as follows: Minimise conflict with pedestrians by consolidating site access for vehicles servicing the station and over station development where possible Suggest changes to guidance 1 as follows: Due to the sites' location with high accessibility by public transport services and strong connections to the walking and cycling network, on site car parking provision for the Western site should consider any future pedestrianisation of the west end of pedestrian-oriented design at the west end of Hunter Street by minimising and mitigating potential conflicts between pedestrians and parking for private vehicles on the Western site by not providing parking for private vehicles on the western site that may cause potential conflicts with pedestrians. Update Guidance 2 to remove the numeric standards proposed for servicing and loading space. Update Guidance 3 as follows: Provide vehicle servicing areas to meet the needs of the over station development and station. Update Guidance 7, to align car share space provision with the Sydney DCP, which is 1 per 30 spaces, not 25 spaces. 	Council notes the changes proposed by Sydney Metro were discussed with Council and they generally have no objections, except for suggested changes in relation to Guidance 1 and 2. • "Guidance 1: Council support 'pedestrian orientated design' and recommend the following wording: 1. Due to the sites' location with high accessibility by public transport services and strong connections to the walking and cycling network, on site car parking provision for the western site should consider any future pedestrian orientated design at the west end of Hunter Street by not providing private vehicle parking on the Western site to minimise potential conflicts with pedestrians. • Guidance 2: Council advise that the servicing figures in the Design Guide are consistent with the Sydney DCP 2012, are based on the total GFA for a commercial tower and do not include service intensive uses such as retail. Council recommends the numbers should be kept as a minimum. They could support the suggested wording so long as sufficient minimum service vehicle numbers are included." The Department has considered Sydney Metro's comments and Council's response and supports Sydney Metro's comments for Guidance 1 and 2. A detailed response is provided in Section 4.1.6 of this report.
Water and Flood management	Suggest adding a note that it is expected water and flood management will be delivered in accordance with the CSSI approval and the objectives and guidance only apply if water and flood management is included in an SSD application.	Council has raised no objection to this change. The Department supports the addition of the note to this section of the Design Guide.

Sydney Metro issue	Sydney Metro comments	Council response & Department's consideration
Environmentally Sustainable Design (ESD)	Update guidance 9, as follows: 9. To deliver sustainability outcomes, minimal private vehicle car parking on the Eastern site and zero car parking spaces on the western site is strongly encouraged.	Council supports the proposed change to the wording of guidance 9. The Department supports the change and recommends the Design Guide is updated.
Design excellence	The Design Guide was prepared prior to endorsement of the Sydney Metro West Design Excellence Strategy by the Government Architect NSW (GANSW). As such they recommend updates to the Design Guide to align it with the endorsed Sydney Metro West Design Excellence Strategy, in relation to the CSSI conditions of consent, Design Review Panel (DRP) and Design Excellence and Evaluation Panel (DEEP).	Council has provided comments on suggested changes to Process 2, 6 and 7, relating to the DEEP and DRP membership and Design Integrity Report requirements. Sydney Metro has advised it does not object to Council's comments on process 2 (the DEPP will include a City of Sydney member) and the Department recommends the Design Guide is updated to reflect this. The Department has considered the comments from Sydney Metro and Council's response on Process 6 and 7 and supports the suggested changes from Sydney Metro as they align with the intent of Council's changes. This is discussed further in Section 4.1.6 of this report.

3.3 Post-exhibition changes

Following the community consultation process, Council resolved to endorse the planning proposal with minor amendments. The post exhibition minor amendments include changes to the draft Design Guide to:

- ensure facades near residential apartments include privacy screening to all windows to prevent overlooking and to ensure best measures are undertaken to locate plant equipment away from these locations and/or provide acoustic treatment.
- fix the incorrect NABERS listing of 6.5 to the correct 5.5 Star NABERS Energy Commitment Agreement, which is consistent with net zero energy requirements.

It is recommended that this amendment be endorsed without requiring further exhibition as it is a reasonable response to comments provided by the public authorities and issues raised in public submissions and does not change the intent of the planning proposal as exhibited.

4 Department's assessment

The proposal has been subject to detailed review and assessment through the Department's Gateway determination (**Attachment B**) and subsequent planning proposal processes. It has also been subject to a high level of public consultation and engagement.

The following reassesses the proposal against relevant Section 9.1 Directions, SEPPs, Regional and District Plans and Council's Local Strategic Planning Statement. It also reassesses any potential key impacts associated with the proposal (as amended).

As outlined in the Gateway determination report (**Attachment C**), the planning proposal submitted to the Department for finalisation:

- gives effect to the regional and district plans relating to the site.
- is consistent with the Council's Local Strategic Planning Statement.
- has demonstrated that the proposal is consistent with all relevant Section 9.1 Directions
- is consistent with all relevant SEPPs.

The following tables identify whether the proposal is consistent with the assessment undertaken at the Gateway determination stage. Where the updated planning proposal is inconsistent with this assessment, requires further analysis or requires reconsideration of any unresolved matters these are addressed in **Section 4.1**.

Table 6 Summary of strategic assessment

	Consistent with	Gateway determination report Assessment
Regional Plan	⊠ Yes	☐ No, refer to section 4.1
District Plan	⊠ Yes	☐ No, refer to section 4.1
Local Strategic Planning Statement	⊠ Yes	☐ No, refer to section 4.1
Local Planning Panel (LPP) recommendation	⊠ Yes	☐ No, refer to section 4.1
Section 9.1 Ministerial Directions	⊠ Yes	☐ No, refer to section 4.1
State Environmental Planning Policies (SEPPs)	⊠ Yes	☐ No, refer to section 4.1

Table 7 Summary of site-specific assessment

Site-specific assessment	Consistent with Gateway determination report Assessment		
Social and economic impacts	⊠ Yes	☐ No, refer to section 4.1	
Environmental impacts	⊠ Yes	☐ No, refer to section 4.1	
Infrastructure	⊠ Yes	☐ No, refer to section 4.1	

4.1 Detailed assessment

The following section provides details of the Department's assessment of key matters and any recommended revisions to the planning proposal to make it suitable. This assessment should be read in conjunction with the assessment undertaken as part of the Department's original Gateway determination.

4.1.1 Section 9.1 Ministerial Directions

Consistency with the following Section 9.1 Directions has been resolved since Gateway:

- 5.3 Development Near Regulated Airports and Defence Airfields
- 7.1 Business and Industrial Zones

5.3 Development near regulated airports and defence airfields

The Gateway assessment noted the planning proposal's consistency with this direction was unresolved as the PPA is required to consult with the operator of the airport to prepare appropriate controls to ensure development is not incompatible with the airport's operation.

The conditions of the Gateway determination required the PPA to consult with the Civil Aviation Safety Authority (CASA) and Sydney Airport during the public exhibition period. Council consulted with Sydney Airport Corporation, Airservices Australia and the CASA. No objection was raised from the relevant public authorities as outlined in **Section 3.2**.

Future development applications will be subject to concurrence from Sydney Airport as the proposed building heights penetrate the Obstacle Limitation Surface.

The Department is satisfied the planning proposal is consistent with the Direction.

7.1 Business and industrial zones

The Gateway assessment noted that although the planning proposal is consistent with the Direction, it should be updated to address the Direction adequately. The planning proposal was updated prior to public exhibition.

The Department is satisfied the planning proposal remains consistent with the Direction as it retains the sites existing SP5 Metropolitan Centre zoning and increases the potential permissible floor space for employment uses.

4.1.2 Residential amenity

Public submissions noted possible impacts to residential properties adjoining the Eastern site.

Council considers that the building on the Eastern site has been appropriately sited to minimise any significant adverse amenity impacts. In particular, the street wall height aligns with that of the adjoining heritage building to the north and includes a minimum 5.4 metre setback from the northern boundary closest to the residential apartment. Council considers that this setback is acceptable as views and daylight access will not be detrimentally impacted.

The Design Guide has been updated by Council to require that any facades to nearby residential apartments include privacy screening and plant equipment to be located away from these locations or include acoustic treatment.

The Department considers that the concerns regarding residential amenity have been appropriately addressed by Council and that the post-exhibition amendments to the Design Guide will ensure that residential amenity is appropriately considered in future design and application phases.

4.1.3 Heritage

Public submissions note potential heritage impacts resulting from future development, in particular the loss of the Hunter Connection and impacts to surrounding heritage buildings.

The Design Guide includes provisions detailing heritage interpretation opportunities within publicly accessible sections of the building and ensuring that future development will respect surrounding heritage.

Council notes that the planning envelopes have been designed to be responsive to heritage context including street wall heights designed to match adjoining heritage items and ensuring height and bulk is appropriately set back to provide an appropriate setting.

The Department considers that the issues raised in submissions have been appropriately considered in the planning envelopes, that the Design Guide includes appropriate guidance to ensure that heritage interpretation occurs, and that development will respect surrounding heritage items.

4.1.4 Built form

Built form was raised as an issue including height and appearance as well as potential impacts to overshadowing, views, and sky view.

Council notes that the sites are located within a designated tower cluster in Central Sydney and are consistent with the Central Sydney planning framework which identifies these locations for growth and change without overshadowing parks.

The planning proposal is consistent with the requirements of the Central Sydney planning framework and address the relevant urban design considerations. In particular, the envelopes include sufficient setbacks to allow acceptable daylight conditions and sky view and protect important views along Hunter Street. Proposed heights are within the applicable sun access and no additional overshadowing planes which protect surrounding public space.

The Department considers that the proposal is consistent with the Central Sydney planning framework and that issues relating to built form have been appropriately addressed.

4.1.5 Hunter Connection

Public submissions noted the loss of the Hunter Connection as a key pedestrian connection in the CBD.

Council notes that the Design Guide includes objectives to "improve permeability, pedestrian movement and connectivity with the provision of generous retail activated through-site links" and provisions that detail the location of future through-site links including maintaining a connection into the adjoining 109 Pitt Street site (the Pitt Street portion of the former Hunter Connection).

The Department considers that the issues raised have been appropriately addressed and notes that future connections will be resolved through the detailed design and development application stages in accordance with the Design Guide.

4.1.6 Design Guide

The Design Guide was developed by Council in consultation with Sydney Metro and exhibited with the planning proposal. Minor amendments were made by Council to the Design Guide after exhibition, as outlined in **Section 3.3**.

As noted in this report, Sydney Metro provided comments to the Department on the Design Guide submitted by Council for finalisation (refer to **Table 5**). Council also provided the Department with further comments on the Design Guide changes suggested by Sydney Metro.

In addition, the Department, Sydney Metro and Council met several times to discuss the content of the Design Guide.

The Department has considered the comments from Sydney Metro and Council and, in finalising and endorsing the Design Guide, has made further amendments to ensure the objectives and intended outcomes are appropriate for future over station development, as outlined below.

4.1.6.1 Relationship between CSSI approval and over station development

Sydney Metro's submission sought to clarify the scope of works to be delivered under the CSSI approval and the over station development. Sydney Metro notes that the Design Guide includes guidance on design elements to be delivered through the CSSI approval and already covered by the Sydney Metro West Station and Precinct Design Guidelines (June 2022). This includes public domain and publicly accessible spaces, public art, vehicle access and water and flood management.

While the design elements described above are covered by the CSSI approval, it is possible that they may form part of a future detailed SSDA application for over station development. Council recommends that guidance be retained in the Design Guide in the event this occurs.

It is proposed to include a note in the Design Guide to clarify that certain design elements are expected to be delivered through the CSSI approval, and the Design Guide only applies if the design element is part of an SSD application.

The Department has considered this approach and believes it is a reasonable response as it will ensure the Design Guide provides clarity for the future assessment processes. The Design Guide will acknowledge separate approval pathways for the station precinct (CSSI) and the over station development (that will be subject to a SSDA process or processes) and will ensure that over station development integrates with the station precinct to deliver high quality design outcomes.

4.1.6.2 Public domain and publicly accessible space – Design Guide

City North Public Domain Plan

Although Sydney Metro and Council agree to add a note to a number of sections in the Design Guide, Council has suggested different wording for the 'public domain and publicly accessible space' section to ensure development is guided by the Council's City North Public Domain Plan, which has been adopted by Council. Different wording for the proposed note in the Guide was proposed by Sydney Metro and Council, as shown below (**Table 8**).

Table 8: Sydney Metro and Council suggested wording for the Public domain and publicly accessible space section 'note'.

"Note: It is expected that public domain and publicly accessible spaces are to be delivered in accordance with the CSSI approval; however, the following objectives and guidance applies if public domain and guidance applies if public domain and "Note: It is expected that the public domain will be delivered in accordance with the adopted City North Public Domain Plan, and the public accessible spaces within the subject sites will be delivered in accordance with the CSSI. The following objectives and guidance

Sydney Metro suggested wording	Council suggested wording	
publicly accessible spaces are included in any future State Significant Development Application."	apply to the publicly accessible spaces within the subject sites in accordance with the over station development."	

The Department notes the Council's City North Public Domain Plan outlines ideas for improving City streets and open spaces and is intended to guide future development. For Hunter Street, the plan provides a response to the additional demands on the public domain created by the proposed Metro West station by seeking to maximise the amount and quality of pedestrian space. This includes creating a pedestrian priority space by closing Hunter Street to through traffic between Pitt and George Street (but allowing restricted servicing/ loading access), which is adjacent to the subject Western site.

The objectives and guidance in the 'Public domain and publicly accessible space' section are considered to generally align with the City North Public Domain Plan, including the delivery of high quality spaces, active street frontages, improving permeability and pedestrian movements and supports the future pedestrian orientated design at the west end of Hunter Street. The Plan also provides ideas to implement public domain improvements, so until detail design is undertaken appropriate outcomes to achieve the intent of the Plan can be considered at the DA stages of the future over station development.

In the event that public domain and publicly accessible space elements are delivered through the SSD, the Design Guide will work with the City North Public Domain Plan to guide detailed design. The Department recommends the wording remain as suggested by Sydney Metro, however, a second note should be added that references the City North Public Domain Plan.

Objective 7 – Hunter Street west pedestrian-oriented design

Objective 7 in the 'Public domain and publicly accessible space section' of the Design Guide seeks to support the future pedestrianisation of the west end of Hunter Street, by not providing private vehicle parking for the Western site.

Sydney Metro recommended alternative wording to achieve the outcomes of the City North Public Domain Plan regarding pedestrian priority, while retaining flexibility for the provision of private vehicle car parking in line with the draft LEP and proposed concept SSD (under assessment). Council suggests alternative wording and retaining the guidance to not provide private parking for the Western site. Refer to **Table 9**.

Table 9: Sydney Metro and Council suggested wording for Public domain objective 7.

Sydney Metro suggested wording	Council suggested wording
"7. Supports any future pedestrian-oriented design at the west end of Hunter Street by minimising and mitigating potential conflicts between pedestrians and parking for private vehicles on the Western site."	"7. Supports any future pedestrian-orientated design at the west end of Hunter Street by not providing private vehicle parking on the Western site."

As noted above, the City North Public Domain Plan outlines ideas for improving City streets and open spaces and recommends creating a pedestrian priority space by closing Hunter Street to through traffic between Pitt and George Street, adjacent to the Western site; although this would still allow restricted servicing/ loading access. The Design Guide is consistent with these aims and identifies the location for permitted service vehicle access to the Western site from Hunter Street.

The LEP amendment limits car parking to 70 car spaces across both sites and given the aims for Hunter Street west under the City North Public Domain Plan, Council is seeking through the Design Guide to limit private vehicle parking further on the western site.

The Department considers the key issue is ensuring any potential conflicts between pedestrians and vehicles and that this is addressed, given the aims of the City North Public Domain Plan to create a pedestrian priority space. The specific number of car parking spaces that is appropriate for each site is a matter that can be dealt with at the DA stage. The LEP limit of 70 car spaces and the Design Guide controls will ensure future development delivers good design that reduces conflicts between pedestrian and vehicle movements.

As such the Department recommends the objective be updated to the following:

"Supports any future pedestrian-orientated design at the west end of Hunter Street by minimising and mitigating potential conflicts between vehicles and pedestrians".

4.1.6.3 Vehicle access

Guidance 1 – Hunter Street west pedestrian-oriented design

Guidance 1 in the Vehicle access section of the Design Guide relates to on-site car parking provision, any future pedestrian orientated design at the west end of Hunter Street and not providing private vehicle parking on the Western site to minimise conflicts with pedestrians.

Sydney Metro recommended alternative wording to remove reference to not providing private parking and remove ambiguity regarding 'potential conflicts' with pedestrians. Council partly supported the proposed addition of 'pedestrian orientated design' but did not support removal of the reference to not providing private vehicle parking. Refer **Table 10**.

Table 10: Sydney Metro and Council suggested wording for Vehicle Access Guidance 1 (changes in bold)

Sydney Metro suggested wording

"Due to the sites' location with high accessibility by public transport services and strong connections to the walking and cycling network, on site car parking provision for the Western site should consider any future pedestrian-oriented design at the west end of Hunter Street by minimising and mitigating potential conflicts between pedestrians and parking for private vehicles on the Western site."

Council suggested wording

"Due to the sites' location with high accessibility by public transport services and strong connections to the walking and cycling network, on site car parking provision for the Western site should consider any future pedestrian orientated design at the west end of Hunter Street by not providing private vehicle parking on the Western site to minimise potential conflicts with pedestrians."

As discussed above for the 'Public domain Objective 7' in the Design Guide, the Department recommends wording that requires future design minimises and mitigates potential conflicts between vehicles and pedestrians.

The Department considers guidance 1 should be updated to align with this objective and recommends the following wording, "Access to private vehicle parking for the western site should consider any future pedestrian orientated design at the west end of Hunter Street by minimising and mitigating potential conflicts between pedestrians and private vehicles, and potentially limit private vehicle parking".

This is similar to the wording suggested by Sydney Metro and will ensure that as part of future detailed DAs, development will be required to demonstrate vehicle access that minimises and mitigates potential conflicts between vehicles and pedestrians. The Department considers it is not necessary to refer to 'not providing private vehicle parking' in the guidance as the LEP 70 car space limit across both sites and the Design Guide controls and objectives provides appropriate limitations and guidance to ensure vehicle access for the western site is addressed appropriately in future DAs.

Guidance 2 - Servicing vehicle numbers

Guidance 2 in the Vehicle Access section of the Design Guide sets out numeric controls relating to providing sufficient space for servicing, loading and waste collection.

Sydney Metro recommend removing the numeric controls as these will be determined at the detailed design stage and can be tailored to the specific requirements of the development. Council recommends retaining the numeric controls, and advises they are consistent with the Sydney DCP 2012.

The recommended wording from Sydney Metro and Council is provided in **Table 11**.

Table 11: Sydney Metro and Council suggested wording for Vehicle Access Guidance 2

"Sufficient space is to be provided for onsite servicing, loading and waste collection before space is allocated for private vehicle car parking, ensuring all servicing and loading occurs on-site and does not rely on kerbside collection." "Sufficient space is to be provided for on-site servicing, loading and waste collection before space is allocated for private vehicle car parking, ensuring all servicing and loading occurs on-site and does not rely on kerbside collection." "Sufficient space is to be provided for on-site servicing, loading and waste collection before space is allocated for private vehicle car parking, ensuring all servicing and loading occurs on-site and does not rely on kerbside collection, specifically: a. 20 servicing and loading spaces for the Eastern site, and b. 18 servicing and loading spaces for the Western site."

The Department has considered the comments from Sydney Metro and Council and supports the deletion of the numeric controls in the Design Guide, as these will be considered as part of the detailed SSD applications.

The SEARS for the future SSD application will set out requirements for loading and servicing based on the detailed design. It is appropriate to set specific numbers at the detailed stage, given the future details are not known at this stage. Further, the Design Guide will require sufficient space be provided on site for servicing, loading and waste.

4.1.6.4 Design excellence

Sydney Metro's design excellence requirements are guided by the Design Excellence (DEX) Strategy and the Stage 3 CSSI conditions of approval. The Design Excellence section of the Design Guide complements the Sydney Metro West Design Excellence Strategy (DEX Strategy), which includes Hunter Street, and was endorsed by the Government Architect NSW (GANSW) on 19 August 2022.

Sydney Metro recommend changes to the Design Guide to align it with the approved DEX Strategy. This is outlined in **Table 12**, with Council's response.

Table 12: Sydney Metro and Council suggested wording for Design Excellence section.

Sydney Metro suggested wording	Council suggested wording
Process 6. Following the procurement phase, a DRP will be established. The DRP is to include a member nominated by the City of Sydney. The constitution of the DRP, including panel size and membership and terms of reference is to be determined in consultation with Government Architect NSW.	 Council suggests: At the end of guidance 5 after GANSW add 'and the City of Sydney'.
Process 7 . Prior to the lodgement of any detailed design of OSD for the land, the applicant must prepare a Design Integrity Report <i>that is by the DRP</i> , that demonstrates how the advice of the DRP and the DEEP has been incorporated into the proposed development	Ouncil suggests updating as follows:

Sydney Metro suggested wording	Council suggested wording
and that this has been accepted by the DRP and that	and the DEEP has been incorporated into
design excellence can be achieved on the site.	the proposed development and that this has been accepted by the DRP and DEEP and that design excellence can be achieved on the site.

The Department has considered the above comments from Sydney Metro and Council and reviewed the DEX Strategy endorsed by GANSW. The Department recommends the following:

- Process 6: Council recommended the constitution of the DRP be determined in consultation with GANSW and the Council. The Department reviewed the DEX Strategy and consulted further with Sydney Metro, who suggested adding the words 'The DRP is to include a member nominated by the City of Sydney'. The Department understands the intent of the Council's comment was to allow the Council to nominate a member of the DRP. As such the Department recommends the wording be updated as suggested by Sydney Metro.
- Process 7: The Council recommended the Design Integrity report must be accepted by the DRP
 and DEEP. Sydney Metro advise the DRP are the relevant body to consider the Design Integrity
 report as the DEEP converts to a DRP post contract award. As such the Department considers
 the wording suggested by Sydney Metro is appropriate and will ensure line of sight from the DRP
 advice into the proposed development.

4.1.6.5 Department's conclusion

The Department has reviewed the detailed comments from Sydney Metro and the response from Council on the Design Guide and considers the changes as outlined above will ensure the Design Guide provides the desired design and place outcomes for the Hunter Street Station over station development. The objectives and design guidance will help to achieve design quality outcomes and improve the public domain and publicly accessible spaces, amenity, movement, and connections between the station precinct and over station development.

The Department recommends the Hunter Street Over Station Development Design Guide is approved to guide future development.

5 Post-assessment consultation

The Department consulted with the following stakeholders after the assessment.

Table 13 Consultation following the Department's assessment

Stakeholder	Consultation	The Department is satisfied with the draft LEP
Council	Council was consulted on the terms of the draft instrument under clause 3.36(1) of the Environmental Planning and Assessment Act 1979 (Attachment D).	
	Council confirmed on 22/09/2023 that it approved the draft and that the plan should be made (Attachment D).	
Parliamentary Counsel Opinion	On 30/11/2023, Parliamentary Counsel provided the final Opinion that the draft LEP could legally be made. This Opinion is provided at Attachment PC .	☑ Yes☐ No, see below for details

6 Recommendation

It is recommended that the Minister's delegate as the local plan-making authority determine to make the draft LEP under clause 3.36(2)(a) of the Act because:

- The draft LEP has strategic merit being consistent with the Eastern City District Plan.
- It is consistent with the Gateway Determination.
- The issues raised during consultation have been addressed, and there are no outstanding objections from government agencies.
- The post exhibition revisions to the supporting Design Guide clarify expectations for design outcomes and roles and responsibilities for further detailed design and approval processes.
- It is consistent with the Central Sydney Planning Strategy and will contribute to the vision and aims of the Strategy by providing new business and employment floor space, a building capable of demonstrating design excellence, improved public domain, protects environmental heritage and will deliver an energy efficient building.

Aaron Nangle

Manager, City of Sydney and Eastern District

Katie Joyner

Director, City of Sydney and Eastern District

Assessment officer

Emily Dickson

Senior Planner, City of Sydney and Eastern District

Attachments

Attachment	Document
A	Planning Proposal
В	Gateway determination
С	Gateway determination report

Attachment	Document
D	Clause 3.36(1) consultation with Council
Е	Sydney Metro comments on the draft Design Guide
F	Council response to Sydney Metro Design Guide comments
PC	Parliamentary Counsel's opinion
DG	Hunter Street Station Over Station Development Design Guide
Council	Letter to Council advising of decision
Metro	Letter to Sydney Metro advising of decision