



STATE SIGNIFICANT PRECINCTS

Western Gateway Block C Rezoning Finalisation Report

Central State Significant Precinct

September 2021



NSW Department of Planning, Industry and Environment acknowledges the Traditional Custodians of the land, the **Gadigal** People of the **Eora Nation**, and pays respect to all Elders past, present and future.

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Contents

Executive Summary	1
Introduction	2
Background	2
State Significant Precincts	2
Tech Central	2
Central State Significant Precinct	4
Western Gateway rezoning Stage 1	4
Context	6
Central Station	6
The Western Gateway Sub-Precinct	6
Site Surrounds	7
Development Applications	8
Planning and Policy Context	8
State Planning Policies	9
Local Plans and Policies	11
Other relevant policies	12
Central State Significant Precinct	13
Precinct Nomination	13
Collaborative Working Arrangement	13
Design Review Panel	13
Project Review Panel	14
Exhibited Proposal	15
Western Gateway Block C Rezoning Proposal	15
Block C - Western Gateway Design Guide	15
Amended Proposal	17
Consultation	18
Exhibition	18
Submissions Summary	18
Consideration – Western Gateway Block C Proposal	20
Connecting with Country	20
Built form and heritage context	21
Physical and structural impacts	25
Building separation	27
Wind	28
View and visual impacts	30
Movement, access and public spaces	31
Sustainability	33

Conclusion 34

Attachments

- A. Summary of Submissions - Central SSP – Western Gateway Block C
- B. Consistency with Eastern City District Plan

Executive Summary

This report provides an assessment of a rezoning proposal seeking to amend the planning controls relating to Block C in the Western Gateway sub-precinct, part of the Central State Significant Precinct (Central SSP) announced in July 2019.

The proposal seeks to amend the planning controls applicable to Block C in the *Sydney Local Environmental Plan 2012* to facilitate development at the site. Key amendments include:

- where development is for a non-residential land use, alternate controls apply:
 - a maximum building height of RL 211.9m (approximately 42 storeys)
 - a total maximum gross floor area (GFA) of 43,000 sqm, with a maximum of 41,000 sqm in the Adina hotel footprint
- remove eligibility for additional height or floor space up to 10% of the maximum if a design competition process is held (clauses 6.21(5)-(7) of the Sydney LEP 2012)
- further setback controls in the LEP to define the permissible built form envelope
- provide further controls for Block C in the Western Gateway Design Guide (WGDG)

The proposal retains the B8 Metropolitan zoning applying to the site.

The Central SSP has been established to create a new planning framework to facilitate redevelopment of the station and surrounding area. In August 2020, the Minister for Planning and Public Spaces approved amendments to the planning controls in the Sydney LEP relating to Block A and Block B of the Western Gateway sub-precinct.

The Block C proposal was exhibited between 16 December 2020 and 29 January 2021 and a total of 24 submissions were received. A Response to Submissions (RtS) has been submitted by TfNSW which responds to the issues raised in public submissions, the Project Review Panel (PRP) and Department during the assessment process. The RtS includes amendments to the proposal, including an updated WGDG, a Publicly Accessible Space Strategy and further responses to heritage, structural, transport and wind issues.

The Department has worked closely with the City of Sydney Council (CoS) and Greater Sydney Commission (GSC) during the assessment process and has collaborated on resolving issues at key milestones. The collaborative process has been governed by an agreement with the CoS and GSC, including a Design Review Panel (DRP) and PRP to assist in the assessment of the proposal.

To address relevant issues raised during the assessment process, the Department recommends elevating certain key building envelope controls from the WGDG to the proposed SEPP. This is recommended to ensure appropriate built form and heritage outcomes for Block C will be delivered. The Department also recommends further amendments to the WGDG to guide bulk, scale, and ensure a more sensitive response to the heritage significance of the site that also protects amenity and public domain.

The Department's assessment has considered the key issues, including connecting with Country, built form, heritage, physical and structural impacts, building separation, wind impacts, view and visual impacts, movement, access and public space and sustainability. It is considered the issues raised have been adequately addressed for rezoning purposes, subject to the adoption of further amendments to the LEP and WGDG outlined in this report.

The Department recommends the rezoning of Block C be supported to enable the benefits of the Western Gateway to be realised and deliver new opportunities for place-making and public domain improvements. The rezoning includes strong controls and design guidance which will ensure that issues are appropriately addressed through subsequent stages of the planning process.

Introduction

This report provides an assessment of the rezoning proposal for Block C of the Western Gateway sub-precinct of the Central State Significant Precinct (SSP), comprising the Adina Apartment Hotel and adjacent Henry Deane Plaza.

The rezoning proposal seeks to amend the planning controls that apply to Block C, including:

- where development is for a non-residential land use, alternate controls apply:
 - a maximum building height of RL 211.9m (approximately 42 storeys)
 - a total maximum gross floor area (GFA) of 43,000 sqm,
- remove eligibility for additional height or floor space up to 10% of the maximum if a design competition process is held (clauses 6.21(5)-(7) of the Sydney LEP 2012);
- Provide further controls to limit any future development above the fPPb as follows:
 - the maximum GFA of the new building above the fPPb and the existing fPPb must not exceed 41,000 sqm GFA;
 - the maximum size of a floor in the building above the fPPb must not exceed a gross building area of 1,300sqm;
 - the new building must have a setback of at least 5m from the north-east and south-west corners of the fPPb;
 - the new building must have a 12m setback to the Block A building (east); and
 - the new building envelope extension into Henry Deane Plaza (south) must not exceed 16m.
- provide further controls for Block C in the Western Gateway Design Guide (WGDG).

There are no changes to the land use zone (B8 Metropolitan zoning) applying to the site.

The proposal has been submitted by Transport for NSW on behalf of TOGA Group, the long-term Crown leaseholder of the Adina Apartment Hotel and Henry Deane Plaza.

Background

State Significant Precincts

State Significant Precincts (SSPs) are areas with state or regional planning significance because of their social, economic or environmental characteristics. The urban renewal process for SSPs involves the nomination of an area for investigation, followed by a SSP rezoning proposal to the Department.

The Department is responsible for undertaking a comprehensive assessment of the rezoning proposal to determine the appropriateness, carefully consider environmental and social factors, and identify the infrastructure needs of the future population.

The Department undertakes this assessment, considering feedback from the public and other stakeholders, in collaboration with local government and relevant State agencies and makes a recommendation to the Minister for determination.

Tech Central

Tech Central is the NSW Government's commitment to creating the biggest technology hub of its kind in Australia. Located between Central Station, Royal Prince Alfred Hospital and the Waterloo Metro Station, Tech Central aims to capitalise on the existing rich heritage, culture, activity, innovation and technology, education and health institutions of the surrounding suburbs and the

excellent transport links provided by Central and Redfern Station transport interchanges (**Figure 1**).

In August 2018, the NSW Government established the Sydney Tech taskforce Panel (the Panel) comprising representatives from various industry, health, education, government agencies and key community members. The Panel released the 'Sydney Innovation and Technology Precinct Panel Report (in December 2018) with a vision for Tech Central to be "a place where world-class universities, ambitious start-ups, high-tech giants and the community collaborate to solve problems, socialise and spark ideas that change our world. The Precinct will be underpinned by high quality physical and digital infrastructure."

The Panel Report identifies the goals for Tech Central including the creation of 250,000 square metres of net lettable floor space for technology companies, including affordable workspace for start-ups and early stage companies, 25,000 new jobs, increase education opportunities focused on Science, Technology, Education and Mathematics (STEM) and life sciences and increase technology exports.

In February 2019, the NSW Government endorsed the findings and recommendations of the Panel Report and identified actions and recommendations for realising the vision for a globally competitive innovation and technology precinct. A Place Strategy was also released, prepared by the Greater Sydney Commission, and identifies shared objectives for Tech Central and sets out priorities and actions to realise the vision.

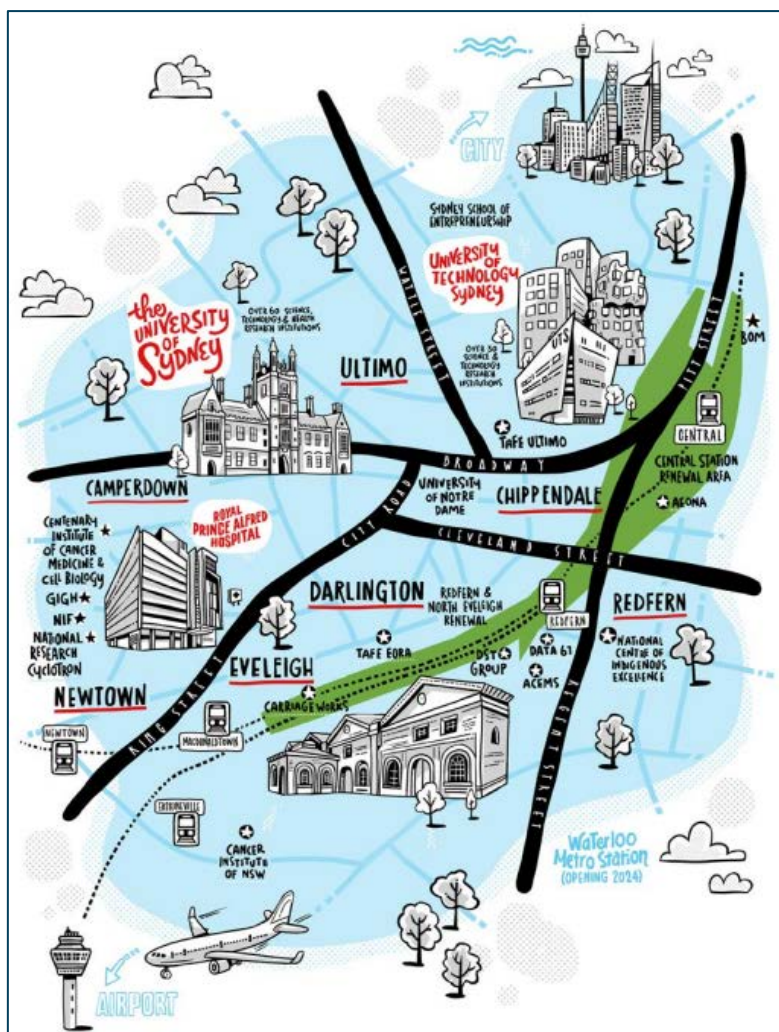


Figure 1: Tech Central study area (Source: www.global.nsw.gov.au/precincts/tech-central)

Central State Significant Precinct

In July 2019, the Minister for Planning and Public Spaces announced the investigation of Central as a SSP (**Figure 2**). The SSP process allows for planning investigations into the future redevelopment of Central Station and surrounding area to commence. A sub-precinct was identified within the proposed Central SSP for early consideration and rezoning, known as the Western Gateway and includes the Central YHA (Block A), the Henry Deane office block (Block B) and the Adina Hotel (Block C).



Figure 2: Central Precinct SSP (light blue) and Western Gateway Sub-precinct (Blocks A, B and C)

Western Gateway rezoning Stage 1

In August 2020, the Minister for Planning and Public Spaces approved amendments to Sydney LEP 2012, relating to Blocks A and B, known as the Western Gateway Rezoning Stage 1 (**Figure 3**). The gazetted amendments include:

- rezoning the sub-precinct to B8 Metropolitan Centre;
- 232,000 sqm of floor space (for non-residential purposes) with 77,000 sqm in Block A and 155,00sqm in Block B;

- increase the height of buildings to RL 200.2m (Block A) and RL 205.8m (Block B);
- requirements to ensure high-quality design; and
- strict overshadowing controls.

The Western Gateway Design Guide (applicable to Blocks A and B) submitted during the response to submissions process was finalised and approved by the Secretary on 15 July 2021.

As part of the first stage of planning for Central SSP, TfNSW prepared a draft Central Precinct Strategic Framework (draft Strategic Framework), based around sub-precincts, to set the vision for the site, identify priorities and key planning considerations, and establish a commitment to design excellence to guide planning for the Central Precinct.

The Strategic Framework was endorsed by the Planning Secretary on 12 August 2021 and provides the community with a framework for how Central Precinct will develop in the future, guide more detailed sub-precinct rezoning investigations and a framework to consider development applications.

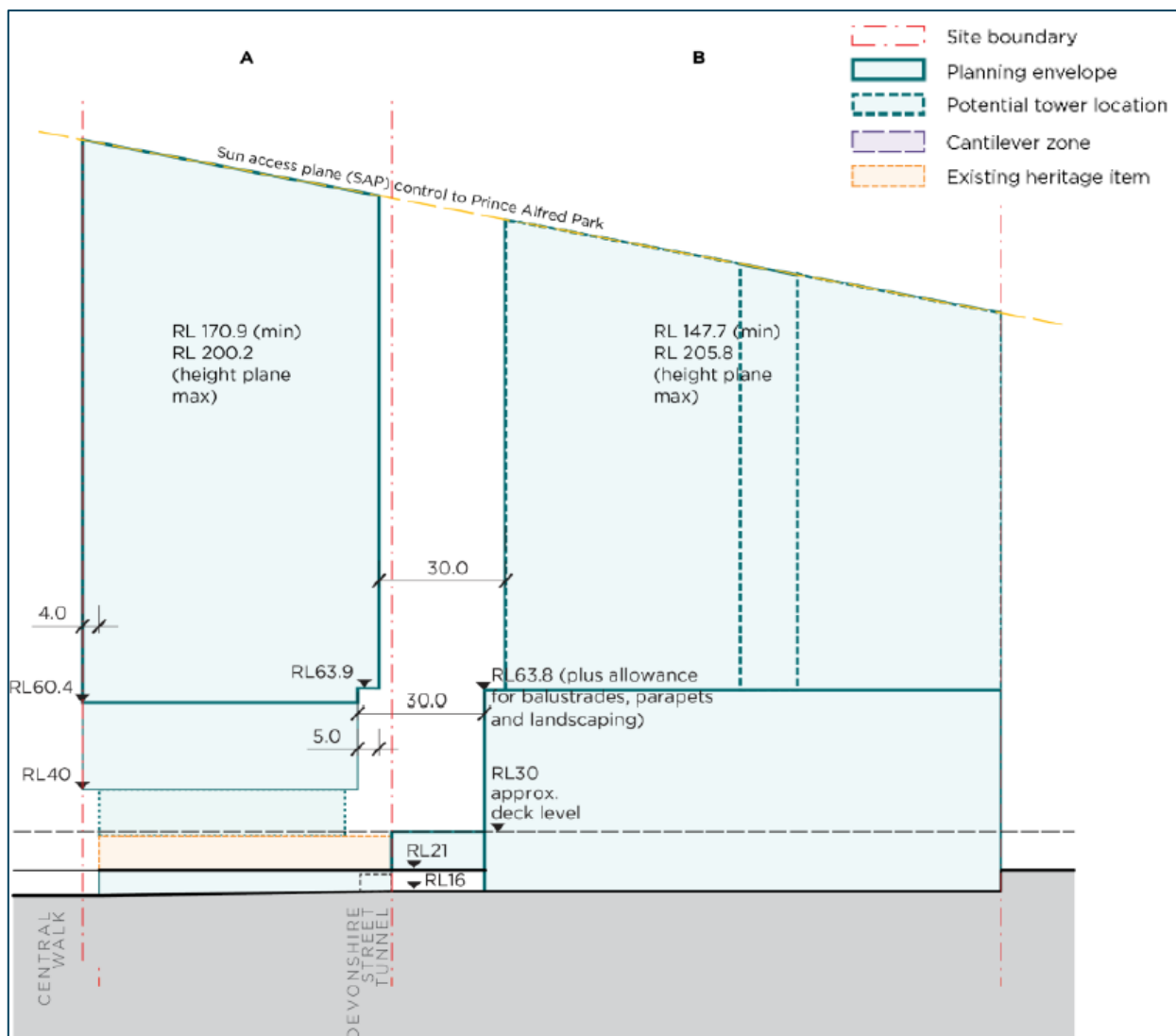


Figure 3: Building envelopes for Blocks A and B (north south section) (Source: WGDG)

Context

Central Station

Central Station is a public landmark, a State heritage listed building and the largest transport interchange in NSW.

Central Station is located within the Central SSP, which has an area of 24 hectares and is bound by Pitt Street and Regent Street to the west, Cleveland Street to the south, Eddy Avenue, Hay Street and Goulburn Street to the north, and Elizabeth Street and Chalmers Street to the east (**Figure 2**).

TfNSW is the Applicant for the Central SSP (as landowner and operator of the precinct) and is responsible for leading the planning investigations.

The Western Gateway Sub-Precinct

The first sub-precinct for renewal within the Central SSP is known as the Western Gateway Sub-precinct. The sub-precinct is located on the western edge of Central Station, bound by Lee Street and Railway Square to the west, Devonshire Street Tunnel and Central Station to the east, Ambulance Avenue to the north and the Lee Street Bus layover to the south (**Figure 4**). The sub-precinct contains the following:

- the Railway Square YHA / Atlassian site (Block A);
- the Henry Deane office block/ Frasers/ DEXUS site (Block B); and
- the Adina Apartment Hotel building and the Henry Deane Plaza (Block C).

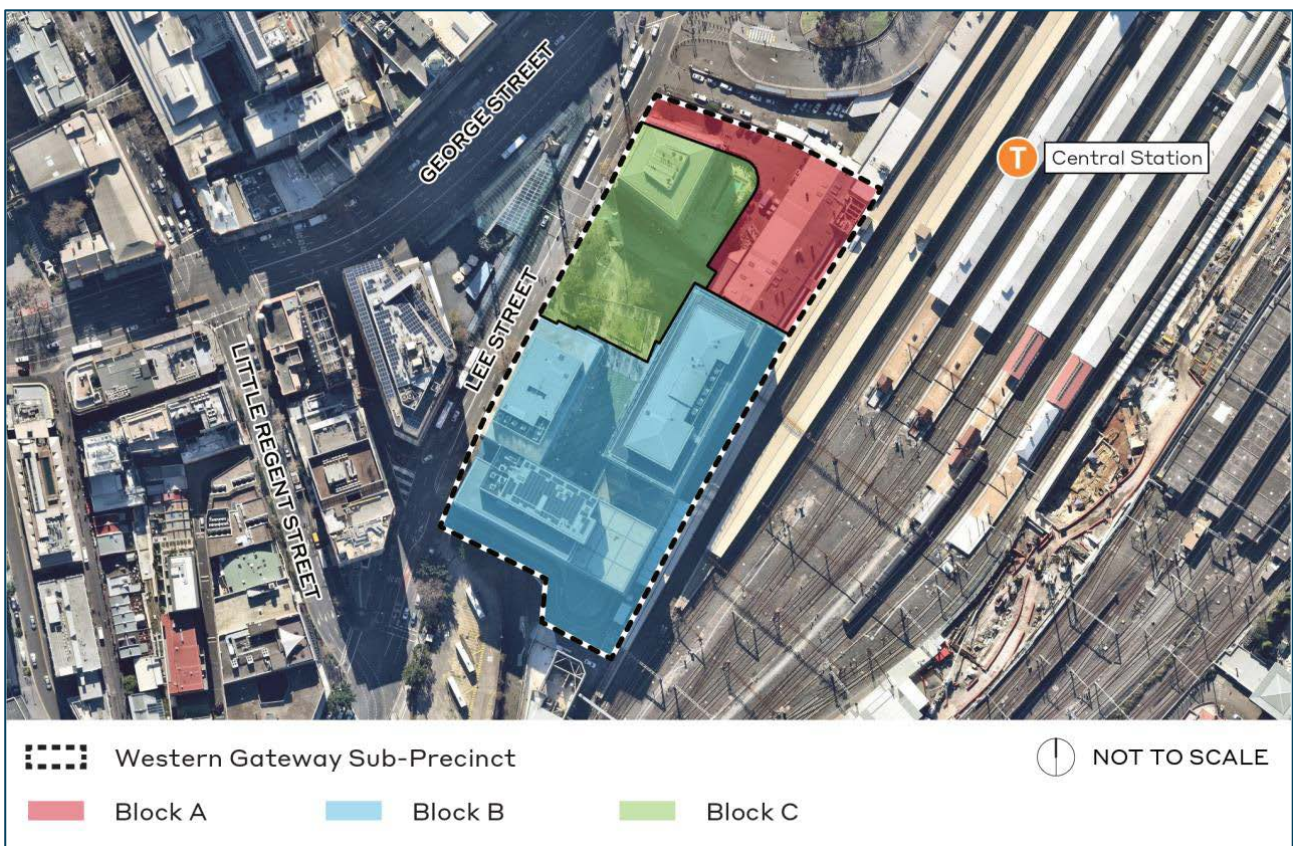


Figure 4: Aerial photograph of the Western Gateway sub precinct

Blocks A and B

Block A is currently used as the Railway Square YHA Backpackers Accommodation and contains the former Inwards Parcels Shed which previously operated in association with the former Parcels Post Office (now the Adina Hotel) and is listed on the State heritage register under the 'Central Railway Station and Sydney Terminal Group'.

Block B (Henry Deane office block) comprises three commercial buildings of 8 storeys with basement car parking. The buildings are leased to State and Federal Government agencies and have direct access to Central Railway Station via the Devonshire Street Pedestrian Tunnel.

Block C

Block C is located at the north western corner of the Western Gateway sub-precinct, on the corner of Lee Street and the northern vehicle access to the precinct (**Figure 2**). Block C has an area of approximately 5,450 sqm and includes the:

- Adina Apartment Hotel building, an 8 storey building which was formerly the Parcels Post Office and is listed on the State heritage register (Lot 30 DP 880518); and
- Henry Deane Plaza, which contains 22 food, beverage, convenience retail and commercial service tenancies, and a public space used as a pedestrian thoroughfare to the Devonshire Street Tunnel, to/ from Central Station (Lot 13 DP 1062447).

The site is included within the Central Railway Station State heritage listing, Sydney Terminal and Central Railway Stations group and is listed as an item of local significance under Sydney LEP. The site is also in proximity to a number of State and local heritage items.

Site Surrounds

Block C is located on the western side of Central Station. To the north of the site is the Central Station Western forecourt currently used as a carpark and state rail bus stabling yard. To the south is a series of buildings referred to as Henry Deane Place. Opposite the site to the west is Railway Square bus interchange (on the corner of Lee and George Streets) (**Figure 5**).

Vehicle access to the site is via Lee Street, with the Lee Street frontage the width of the access handle.

A variety of commercial and retail uses are located within walking distance of Block C in Haymarket, Chinatown, Central Park and Surry Hills (**Figure 5**).

Block C is close to several educational institutions including Ultimo TAFE on the western side of Railway Square, the University of Technology, Sydney (UTS) located further west, as well as the University of Sydney and University of Notre Dame, Broadway.

Public open space nearby includes Belmore Park and Prince Alfred Park, which is located south of the site on the opposite side of the railway corridor. Surrounding Prince Alfred Park are several high density residential areas, including Surry Hills and Redfern.



Figure 5: Aerial photograph of the Western Gateway sub precinct site and surrounds (including Central SSP and the Western Gateway Sub-precinct)

Development Applications

A State Significant Development (SSD 10405) application for Block A in the Western Gateway (the YHA and former inward Parcels Shed) for a commercial tower for Atlassian's new global headquarters, a hotel and the adaptive re-use of the former inward Parcels shed was exhibited from 16 December 2020 to 3 February 2021. The proposal is under assessment by DPIE.

A development application for Block B (Henry Deane block) for two commercial towers (35 and 37 storeys) for office and retail uses was exhibited between 22 March to 20 April 2021. The application is under assessment by COS.

Planning and Policy Context

The SSP process aims to establish an appropriate planning framework for the site. To do this, the proposal must demonstrate how it responds to the broader strategic planning framework and the local policy context of the area.

The applicable planning and policy documents relevant to the site are identified below.

State Planning Policies

Greater Sydney Region Plan: A Metropolis of Three Cities

The Greater Sydney Commission (GSC) has prepared the Greater Sydney Region Plan to provide a vision for a metropolis of three cities, the Eastern Harbour City, the Western Parkland City and the Central River City, to rebalance growth and deliver its benefits more equally and equitably to residents across Greater Sydney.

The Plan aims to integrate land use, transport links and infrastructure across the three cities, with more people having access within 30 minutes to jobs, schools, hospitals and services.

Block C in the Western Gateway is located within the Eastern Economic Corridor and the proposal supports the following objectives in the Region Plan:

- developed in collaboration with local and state government and the community (Objective 1);
- public domain upgrades will create great places that bring people together (Objective 12);
- State and local environmental heritage is identified, conserved and enhanced (Objective 13);
- contributes to making the Harbour CBD stronger and more competitive (Objective 18);
- sustainability targets and goals to contribute to a low-carbon city and address climate change (Objective 33); and
- energy and water flows are captured, used and re-used (Objective 34).

Eastern City District Plan

The GSC has also prepared District Plans to implement the Region Plan through local planning and influence state agency decisions. District plans connect local planning with the longer-term metropolitan planning for Greater Sydney.

The site is located within the Eastern City District area and is identified in the Harbour CBD and the Innovation Corridor (**Figure 6**). The vision for the Eastern City District is for a more innovative and globally competitive district, to improve lifestyle and environmental assets.

The proposal supports the following priorities in the Eastern City District Plan:

- fostering healthy, creative, culturally rich and socially connected communities (Planning Priority E4);
- creating and renewing great places and local centres, and respecting the District's heritage (Planning Priority E6);
- delivering integrated land use and transport planning and a 30-minute city (Planning Priority E10);
- delivering high quality open space (Planning Priority E18); and
- reducing carbon emissions and managing energy, water and waste efficiently (Planning Priority E19).

The NSW Government's commitment to Tech Central builds upon the Eastern District Plan which identifies an Innovation Corridor on the City's western edge and the Central to Eveleigh corridor as a key location for renewal. The Central to Eveleigh area has many preconditions necessary for the emergence of a globally leading precinct including strong market drivers, competitive advantages in lifestyle and branding, excellent public transport connections and a thriving enterprise culture.

A detailed consideration of the proposal against the Eastern City District Plan is provided at **Attachment B**.

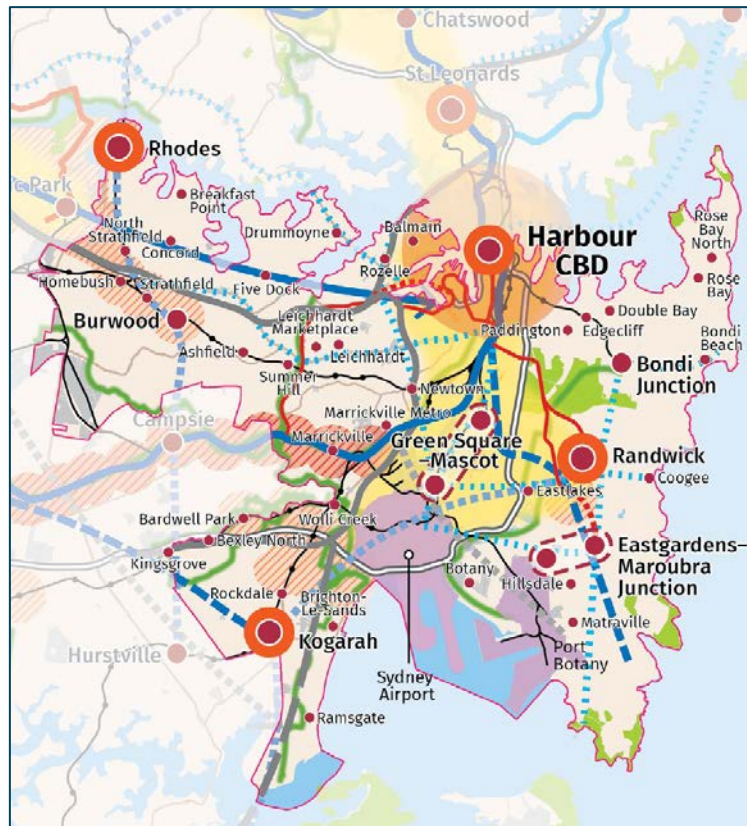


Figure 6: Structure Plan for the Eastern Harbour City Greater Sydney Region Plan (Greater Sydney Commission 2018)

Future Transport Strategy 2056

The Future Transport Strategy, prepared by TfNSW sets out a transport vision, directions and outcomes framework for NSW to guide transport investment and policy over a 40 year period. The aim is to achieve greater transport capacity, improved accessibility to housing, jobs and services and continued innovation, address challenges and support the State's economy and social performance. The Strategy also focuses on the role of transport in delivering movement and place outcomes that support the character of the places and communities for the future.

The rezoning proposal supports the following priorities in the Future Transport Strategy 2056:

- customer focused – where possible and appropriate, new technology is harnessed to provide an integrated end-to-end journey experience for workers, residents and visitors and future transport forms are integrated into the Central precinct;
- successful places – master planning will need to ensure that walking or cycling is the most convenient option for short trips around the precinct, supported by a safe road environment and footpaths. The development of the Central precinct will need to balance convenient access with enhancing the attractiveness of place; and
- a strong economy – the Central precinct should focus on connecting people to jobs, goods and services in our cities and regions through fast and convenient interchanging between transport modes and readily available transport options.

NSW State Infrastructure Strategy 2018-2038

The NSW State Infrastructure Strategy 2018–2038 sets out the NSW Government's infrastructure vision for the state over the next 20 years, across all sectors. It is underpinned by, the Greater Sydney Region Plan, Future Transport Strategy 2056 and the Regional Development Framework.

The strategy looks beyond the current projects and identifies policies and strategies needed to provide infrastructure that meets the needs of a growing population and economy.

The proposal responds to the strategic directions identified in the Strategy through:

- improving the integration of land and infrastructure planning;
- optimising the management performance and use of the State's assets;
- supporting the delivery of infrastructure which is resilient to natural hazards and human-related hazards; and
- supporting state-wide connectivity and creating opportunities to embrace the benefits of technology.

Infrastructure to support the proposal will be determined through the planning process for the wider Central SSP, including consideration of a contribution framework and mechanism to deliver infrastructure for the sub-precinct. The Department will continue to work with the CoS, agencies and infrastructure providers to finalise the framework.

Camperdown-Ultimo Place Strategy

The Camperdown-Ultimo Place Strategy, prepared by the Greater Sydney Commission, establishes a vision and narrative for the Camperdown–Ultimo Collaboration Area, sets priorities and identifies actions to deliver upon the vision for the collaboration area.

The rezoning proposal will support the following key actions set out in the Camperdown-Ultimo Place Strategy:

- renew Central Station, integrate the transport interchange and improve pedestrian and cycling connectivity (Action 5);
- identify transport solutions to optimise connectivity (Action 9);
- activate night time precincts and ground floor area and promote meeting places and cultural assets (Action 17);
- provide spaces to encourage student connections, networking and innovation and increase commercial outcomes (Action 24);
- deliver affordable space in developments for tech start-ups, innovation, creative industries, cultural and community uses (Action 28);
- improve energy, waste and water efficiency, and improve health outcomes (Action 31); and
- investigate precinct solutions for energy, water and waste management (Action 33).

Local Plans and Policies

The local plans and policies that apply to the subject site are listed below.

Local Strategic Planning Statement

The CoS Local Strategic Planning Statement (LSPS), City Plan 2036, sets out the land use planning context and 20-year vision for a green, global and connected city.

The LSPS identifies job growth targets and recognises Central Station's role as the primary mass transport interchange in Greater Sydney including support for additional metro stations and any future highspeed rail station. It also identifies a third square, to connect the western edge of Central Station to the city and create new public open space.

The LSPS identifies actions for the CoS to work with the NSW Government on State Significant precincts such as the Central Station Precinct and ensure delivery of appropriate commercial, business, office and retail floor space.

The proposal is consistent with the LSPS as it will provide additional commercial floor space to contribute to the delivery of new jobs and strengthens the role of the Central Station Precinct as a connector to the CBD.

Sydney Local Environmental Plan 2012 (SLEP)

The SLEP applies to the Western Gateway sub-precinct and Block C. Block C is zoned B8 Metropolitan Centre under the SLEP (as amended through the Stage 1 rezoning of the Western Gateway).

The rezoning of Block C proposes changes to the building height and floor space controls that currently apply. Development is also proposed to be subject to Design Guidelines, rather than a site-specific Development Control Plan.

All other relevant planning controls in the Sydney LEP 2012 will continue to apply and will be addressed through future development applications (DAs) for the site.

Sustainable Sydney 2030

Sustainable Sydney 2030 is the overarching community strategic plan for the CoS and sets a vision for a green, global and connected city by 2030. It sets outcomes to achieve and 10 targets to measure progress.

The proposal supports the creation of a global and competitive city, by providing commercial office space in a well-connected location integrated with public transport and supports new open public space. Future DAs will be required to address the plan.

Draft Central Sydney Planning Strategy (CSPS)

The Draft CSPS is a 20-year strategy which outlines how Central Sydney will grow and includes aims, objectives and actions to promote and expand Central Sydney's role as the State and nation's economic, cultural and social engine.

The site is located within Central Sydney and is consistent with the CSPS as it proposes increased height and floor space in an area identified for high density and contributes to additional employment floor space. The proposal is consistent with the outcomes of the CSPS as it provides public open space, improved connections, is consistent with the sun access plane and respects significant heritage items.

In March 2020, the Department issued a Gateway Determination for the planning proposal, and the exhibition finished on 10 July 2020. In December 2020 COS resolved to refer the matter to the Minister for finalisation and it is currently under assessment with the Department, at the finalisation stage. Any future development applications will need to address the updated LEP, once the CSPS proposal has been finalised.

Other relevant policies

Other relevant policies that will need to be considered in the development and assessment of a future DA for the site include:

- Sydney Green Grid (NSW Government Architect)
- Greener Places (NSW Government Architect)
- Better Placed (NSW Government Architect)
- Evaluating Good Design (NSW Government Architect).

Central State Significant Precinct

Precinct Nomination

In late 2018, TfNSW requested Central Station and surrounding lands be nominated as an SSP in order to commence the process of preparing a new planning framework to facilitate renewal of the precinct.

In June 2019, the Minister for Planning and Public Spaces agreed to investigate Central Station as an SSP (**Figure 2**) with the Western Gateway as a sub-precinct. The Western Gateway sub-precinct has been accelerated ahead of the study for the broader Central Station area to align with the delivery of the innovation and technology precinct.

Collaborative Working Arrangement

A collaborative agreement between the Department, City of Sydney Council (COS) and the Greater Sydney Commission (GSC) has been developed to assess the proposal. The agreement includes the following:

- establish a partnership and foster a collaborative working arrangement between the parties;
- ensure COS is an equal partner in shaping planning and urban design outcomes;
- ensure the GSC contribute to the ongoing strategic planning and delivery of the Eastern City District Plan; and
- ensure the requirements of key stakeholders are adequately addressed through the planning process.

The Department has worked closely with COS and the GSC throughout the assessment of the proposal and at key milestones including the test of adequacy, preparing for exhibition, review of submissions and the final assessment. The agreement also identified the creation of a Design Review Panel (DRP) and Project Review Panel (PRP) to assist in assessing the proposal. The recommendations of the DRP and PRP are discussed below.

Design Review Panel

The DRP was established to provide design expertise and feedback to the Proponent to assist in developing plans for the Block C and Central SSP. The DRP aims to achieve the highest standards of architectural design and place-making.

The DRP includes representatives from the NSW Government Architect's Office (GANSW), the COS and members of the NSW State Design Review Panel.

The DRP made the following key observations and recommendations:

- the investigations into built form suggest that a carefully modelled and skilfully executed addition to the former Parcels Post building (fPPb) could enhance its connection and relationship to the Western Gateway tower cluster provided it has a significant setback from the fPPb to enable a 'heritage ensemble' of buildings and has sufficient elevation separation from the fPPb;
- a slender envelope is recommended which may extend to the solar access plane, provided the following are met:
 - A floorplate of 1,300 sqm GBA or less;
 - The total GFA of the tower envelope and fPPb is not to exceed 41,000 sqm;
 - Void areas should not be deducted from GFA calculations;
 - A chamfered setback that aligns with a diagonal line from the north east corner to the south west corner of the fPPb;

- Minimum 12m setback from the Atlassian envelope;
 - Any tower floorplate extension into Henry Deane Plaza should not exceed 16m and should be as far as possible not enclosed;
 - The maximum built area floor plate should be set back 5-10m from the north east and south west corners of the fPPb;
 - A clear vertical separation of 12.6m is maintained between the restored fPPb roof and any tower envelope. Any vertical separation should have minimal structural encroachment into this space, and be set back as far as possible from the facades to preserve the integrity of the restored roof; and
 - The principle support for the tower is to the south of the fPPb with secondary support to the east.
- a public realm strategy should be prepared to coincide with the land rezoning. The plans should ensure a quality public private interface and activation of the public realm; and
 - wind mitigation measures through building envelope and surrounding public realm design should be a key criterion of design and competition briefs for future development, with no encroachment into setbacks. Spaces between the envelope and surrounding buildings should be open to the sky.

Project Review Panel

The PRP includes executive level staff from CoS, GANSW, GSC and the Department and provides advice and recommendations at key stages of the rezoning process.

The PRP met in November 2020 to provide advice prior to public exhibition of the proposal and again in May 2021 to review the Proponent's draft RtS and provide advice prior to commencement of the assessment process.

The key recommendations relating to the RtS include:

- the Proponent undertake further engagement to ensure Connecting with Country is addressed;
- the Proponent amend the WGDG to ensure the proposed planning envelope is consistent with the advice of the DRP;
- the Proponent consider further analysis in relation to the building floorplate and alternative structural approaches;
- a precinct-wide Conservation Management Plan (CMP) should be adopted with an initial focus on the Western Gateway;
- the Proponent undertake further, meaningful, workshop-style, consultation with the NSW Heritage Council;
- the Publicly Accessible Space Strategy should include additional information and further justification for the proposed pedestrian network; and
- the Proponent should carefully consider potential wind impacts resulting from the proposal.

The advice and recommendations of the DRP and PRP are discussed in detail in the **Consideration** section of this report.

Exhibited Proposal

Western Gateway Block C Rezoning Proposal

A State Environment Planning Policy (SEPP) is proposed to amend Sydney Local Environmental Plan 2012 (Sydney LEP 2012).

The proposed controls facilitate the development of Block C for a mixed use development and align with the development of the Western Gateway sub-precinct into a new destination at the southern end of the Sydney CBD.

The proposed amendments deliver on the Government's commitment to establish a globally competitive innovation and technology precinct at Central Station (Tech Central).

The following key amendments are proposed to the planning controls:

- building height and gross floor area controls (despite Clauses 4.3 and 4.4 of the Sydney LEP 2012), comprising:
 - a maximum building height of RL 211.9m (approximately 42 storeys) (increased from 9 m to 35 m)
 - a maximum gross floor area (GFA) of 43,000 sqm (from an FSR of 3:1)
- remove eligibility for additional height or floor space up to 10% of the maximum if a design competition process is held (clauses 6.21(5)-(7) of the Sydney LEP 2012).

As part of the rezoning of the Western Gateway sub-precinct Stage 1 (Blocks A and B) in August 2020 controls were added to Sydney LEP 2012 that apply to Block C including:

- B8 Metropolitan zoning;
- the additional building height and gross floor area controls only apply where the development is for a non-residential land use;
- a provision enabling the Western Gateway Design Guide and removing the need for a Development Control Plan under Clause 7.20 of Sydney LEP 2012; and
- overshadowing controls to apply to future development within the sub-precinct to ensure nearby parks, in particular Prince Alfred Park, will continue to be protected from overshadowing at specified times (in this case, from 10pm – 2pm).

Infrastructure to support the proposal will be determined through the planning process for the wider Central SSP. The Department will continue to work with CoS, agencies and infrastructure providers to enable the framework to be finalised.

Block C - Western Gateway Design Guide

The Western Gateway Design Guide (WGDG) was approved by the Secretary on 15 July 2021 and provides built form and urban design provisions to guide development on Blocks A and B.

The proposal includes an amended version of the WGDG with specific guidelines for Block C. This provides a suite of built form and urban design provisions to ensure future development of Block C achieves a high quality built form and public domain and improves the amenity of the sub-precinct and its surrounds.

Future DAs for Block C will be required to address the WGDG under Clause 6.53(4) of the Sydney LEP 2012.

The key changes proposed to the WGDG for Block C are summarised below:

- building massing and envelope controls for Block C and updated figures, including a single tower requirement, maximum GFA for the tower and floorplate, a chamfered setback and setbacks between Block A and C and requirement for an innovative structural solution;
- heritage controls for Block C, including a vertical separation zone above the roof of the former Parcels Post building and a site specific Conservation Management Plan; and
- updated definition for public realm.

Amended Proposal

Following public exhibition, TfNSW was asked to consider the issues raised in submissions and provide a response.

TfNSW's Response to Submissions (RtS) includes further information and justification as well as amendments to the WGDG and the Publicly Accessible Space Strategy, including the following:

- commitment to engage with CoS Aboriginal and Torres Strait Advisory Group, GANSW and Heritage NSW prior to DA lodgment;
- the WGDG updated to include:
 - Flexibility in the planning envelope to enable design excellence outcomes;
 - A maximum GFA of 41,000 sqm in the tower envelope and fPPb;
 - Amendments as recommended by Heritage NSW;
 - Requirement that any vertical addition must demonstrate an innovative structural solution and minimise encroachment into the vertical separation zone;
 - Reconstruction of original double pitch roof;
 - The use of materials or other measures to ensure the original facades of the former Parcels Post building can be interpreted, and the southern envelope be as far as possible not enclosed; and
 - Require a precinct wide CMP, with initial focus on the Western Gateway;
- a Publicly Accessible Space Strategy (PASS) which provides a framework for the renewal of the public domain in the Western Gateway sub-precinct has been prepared in consultation with the Proponents from Blocks A, B and C. It sets out public domain directions and design principles and establishes a hierarchy of movement and places within the sub-precinct. The PASS will guide the future design of the public domain within the Western gateway and provides high level design direction on key publicly accessible spaces, including Henry Deane Plaza, the Pavilion, the link zones (upper and lower) and the Market Place. It will ensure the sub-precinct is supported by high quality, activated public domain.

Consultation

Exhibition

The Western Gateway Block C Rezoning Proposal was publicly exhibited between 16 December 2020 and 29 January 2021. The exhibition was advertised on the Department's website.

During the exhibition period, a total of 24 submissions were received.

A high-level overview of the key issues identified during the exhibition is provided below. Further detail on the submissions is provided in the Submissions Summary Report on the Department's website.

Submissions Summary

Of the 24 submissions received:

- 16 were received from the community;
- 5 were received from organisations; and
- 3 were received from Government Agencies including the City of Sydney.

Of the 24 submissions received, 16 objected to the proposal, two are in support and six are neutral (**Attachment B**).

A review of the community submissions identified the following key issues raised across the submissions:

- concern the proposed development does not appropriately respond to the heritage significance of the former Parcels Post building and Central Station;
- concern that the density and height proposed is not appropriate for the location and may result in negative visual and amenity impacts;
- the proposal should better reflect the needs of post-pandemic Sydney, with regards to the extent of proposed GFA and the design of any future building, considering the significant impact of the COVID19 pandemic on Sydney and the economy; and
- appropriate public space, open space, pedestrian connections and greening should support the proposal.

Non-government Organisations

Five submissions were received from non-government organisations. The key issues raised in these submissions are similar to the issues raised in the community submissions, however the following organisation-specific matters were also raised, as summarised below:

- governance arrangements for the future of the precinct;
- land use mix;
- connectivity within, through and around the broader precinct with surrounding areas and broader Sydney;
- transport access for all forms of movement;
- activation of the precinct during day and night;
- aboriginal culture needs to be responded to;
- built form; and
- heritage preservation.

Government Agencies

Three submissions were received from government agencies. The key issues raised in these submissions are summarised below and a response is provided in the Consideration section of this report:

- the City of Sydney submission raised a number of issues relating to the WGDG, heritage, designing with Country, open space, pedestrian movement, microclimate, Ecological Sustainable Development (ESD) and transport;
- Heritage NSW (as delegate for the Heritage Council) raised a number of concerns and recommendations including large scale towers will result in adverse visual impacts, impacts on setting and character of the former Parcels Post building, ongoing consultation with Heritage NSW, increased tower setbacks, a high quality design will lessen impact on heritage values and retain views east west to the Marcus Clarke building; and
- the NSW Environment Protection Authority advised they had no comments.

Consideration – Western Gateway Block C Proposal

The Department has considered the issues raised in submissions during the exhibition of the proposal, the comments of the PRP, DRP and the Proponent's response. The following key issues have been identified and are considered in this report:

- connecting with Country;
- built form and heritage context;
- physical and structural impacts;
- building separation and setbacks;
- wind impacts;
- View and visual impacts;
- Movement, access and public spaces; and
- Sustainability.

Connecting with Country

Issue

CoS recommend the Proponent be required to engage in significant and meaningful consultation with their Aboriginal and Torres Strait Islander Advisory Group (ATSIAG) and the Government Architect's Aboriginal Liaison Officer.

Heritage NSW recommend amendments to the WGDG to require Aboriginal and non-Aboriginal historical and cultural values of place are embedded in a Heritage Interpretation Strategy and reference the Government Architects NSW (GANSW) Connecting with Country framework.

Advice of the PRP

The PRP noted the draft RtS commits to consider the GANSW Draft Connecting with Country Framework as part of the competitive design competition process for Block C.

The PRP recommend engagement with CoS's ATSIAG and the GANSW, prior to approval of a DA or Competitive Design Brief. They also recommend the RtS demonstrates a principles and commitments framework will be put in place to address Connecting with Country considerations.

Proponent response

The Proponent commits to engagement with CoS's ATSIAG and the GANSW prior to lodging a DA for Block C and has included this requirement in the final WGDG.

The Proponent notes the Draft Design Competition Brief, to be endorsed by GANSW prior to commencement of a design competition, outlines strategies in response to the Connecting with Country Framework.

The Proponent has updated the WGDG to include Heritage NSW's recommendation.

Consideration

The Department supports the recommendation for further engagement with CoS's ATSIAG and the GANSW and the inclusion of this requirement in the WGDG. The Department considers the timing of this engagement prior to DA lodgement appropriate as it can inform the detailed design.

The inclusion of the Connecting with Country Framework in the draft Design Competition brief will require competitors to consider opportunities for onsite interpretation, outline consideration of Connecting with Country strategies and principles and encourage Indigenous Architects or advisors within the design team. The Department supports considering Connecting with Country in

the Design Competition brief and has provided this advice to the GANSW in its role as final approver of the Design Competition Brief.

The Department is satisfied the WGDG contains suitable requirements to ensure appropriate engagement will inform a future DA and the principles of the Connecting with Country framework are addressed.

Recommendation

- The Department's assessment concludes the WGDG contains suitable requirements to address Connecting with Country and no amendments are recommended.

Built form and heritage context

Issue

Submissions received during public exhibition raised concerns regarding the scale and density of the proposal in relation to the sensitive heritage context of the site.

The CoS note the proposal should be consistent with the DRP's recommendation for a 41,000sqm gross floor area (GFA) limit to the tower envelope, which includes voids. As the standard LEP definition of GFA excludes voids, the CoS recommend the LEP be further amended to control the size of the tower envelope above the fPPb.

Heritage NSW provided comments post-exhibition and recommended changes to the WGDG to better respond to the heritage values of the site and Central Railway Station. The NSW Heritage Council provided comments on the RtS and raised concerns about cumulative impacts, need for development to respond sympathetically to the existing character of the place, visual impacts between core heritage items, physical impacts and the need for ongoing consultation with the NSW Heritage Council and Heritage NSW.

Advice of the PRP

The PRP noted the significant work of the Design Review Panel (DRP) in establishing metrics for the site and consider these key metrics should be included in the planning framework to ensure bulk and scale does not negatively impact the heritage context of the site.

The PRP recommend amendments to the WGDG to:

- require flexibility within the 1,300 sqm gross building area (GBA) floorplate to allow the design excellence process to achieve suitable outcomes;
- limit the tower and former Parcels Post building (fPPb) gross floor area (GFA) to 41,000 sqm; and
- include the amendments recommended by Heritage NSW.

The PRP note the heritage significance of the fPPb relates to its relationship with the entire Central Railway Station State Heritage Register listing and recommend:

- a Central Precinct Conservation Management Plan (CMP), with an initial focus on the Western Gateway in the short term, and that will be updated to include the rest of the Central Precinct; and
- further meaningful engagement with the NSW Heritage Council.

Proponent response

The Proponent provided supplementary heritage and design advice which includes further justification relating to the issues raised during public exhibition. The proposal includes updated plans describing the extent of the future building floorplate and demonstrating there is sufficient flexibility within the envelope to allow for further refinement through the design competition process.

The Proponent has amended the WGDG to include the key metrics in accordance with the advice provided by the PRP and Heritage NSW.

Consideration

The Department has carefully considered the advice of the PRP, comments from CoS, NSW Heritage Council, Heritage NSW and the Proponent's response.

The fPPb is a State heritage listed building and a significant element of the Central Railway Station landscape with strong visual and historic connections to Central Station. As such it is critical to ensure key heritage values inform development of the site.

The DRPs were convened due to the sensitive heritage context of Block C. The Department considers the metrics established by the DRPs to inform the Block C planning controls (refer **DRP section earlier**) and reinforced by the PRP, provide a suitable planning envelope to guide and respond to the heritage context. The controls will enable a tall and slender building that complements the development of the Western Gateway (Blocks A and B).

To ensure the controls are clearly defined and applied to future development, the Department recommends elevating these key metrics from the WGDG to the Sydney LEP. This approach reinforces the importance of the DRPs' advice, which is appropriate given the unique characteristics of the site and the significance of the heritage building.

This approach does not preclude flexibility in the design excellence process, instead setting clear controls to guide an appropriate built form through the design excellence and DA phase.

Therefore, the Department recommends in addition to the introduction of GFA and building height controls for the site in Sydney LEP, the statutory controls for the site also include the following provisions:

- maximum GFA in tower envelope and fPPb of 41,000sqm;
- tower floorplate GBA must not exceed 1,300sqm;
- 5m setback from north-east and south-west corners of fPPb;
- 12m setback to the east (Atlassian development); and
- maximum 16m extension south into Henry Deane Plaza.

The Department has also considered the recommendation from the DRPs to include voids in the calculation of GFA. The standard definition of GFA excludes void spaces and the Department considers GFA for the site should be calculated in accordance with this definition. The implication of this definitional situation is that a building envelope could be approved which is larger than contemplated by the DRPs and its advice. The Department understands the intent of the DRPs recommendation is to ensure a tall and slender building is provided. As such, the Department is satisfied the key metrics recommended by the DRPs to be established in the LEP, supplemented with the WGDG, will achieve this.

The WGDG contains heritage objectives and design guidance for development in the Western Gateway sub-precinct, with specific controls for Blocks A and B. The Proponent has proposed additional controls for Block C to facilitate sensitive development that minimises heritage impacts.

Heritage NSW recommend amendments to the WGDG heritage controls to better respond to the significant heritage values of the site and Central Railway Station, which the Proponent has partially adopted, including the following objectives and design guidance:

- embedding Aboriginal and non-Aboriginal historical and cultural values of place, through a heritage interpretation strategy;
- reference the GANSW Connecting with Country framework;
- development is to demonstrate an understanding of and respond to visual, physical and spatial character of the place;

- prioritise retention of significant heritage items, features, spaces and fabric and sensitive adaptive re-use;
- requirements for a Statement of Heritage Impact, and;
- architectural detailing requirements.

The Department supports the above being included in the WGDG, as recommended by Heritage NSW, as these objectives and design guidance will facilitate development sensitive to the heritage significance of the site and place.

However, the Proponent has not adopted all comments from Heritage NSW, and additional recommendations were provided by the NSW Heritage Council when they reviewed the RtS. The Department has considered the recommendations of Heritage NSW and the subsequent comments from the Heritage Council as outlined in **Table 1**.

Table 1: Consideration of Heritage NSW/ Council recommendations

Heritage NSW/ Council recommendations	Proponent response	DPIE recommendation
<ul style="list-style-type: none"> • New development within this area should respond sympathetically to the existing visual, spatial and physical character of the place. • Any reference to an emerging new character that relies on the rezoning of Blocks A and B diminishes the significance of the existing cultural landscape. 	<p>The Proponent has not included references to the 'existing' visual, spatial and physical character of place as they consider the 'existing' character of the precinct is changing significantly as a result of the Central SSP rezoning and broader CBD. They contend it is not appropriate to require assessment against the existing character in a changing and dynamic context.</p>	<p>The Department has considered these comments and notes the WGDG requires:</p> <ul style="list-style-type: none"> • development to respond sympathetically to the character of the place (which includes the existing and changing character); • a sensitive response to the heritage significance of the site; and • new massing to be informed by design and heritage advice. <p>The Department acknowledges the concerns from heritage NSW/ NSW Heritage Council and considers the WGDG includes appropriate controls to ensure the character of the place is a key criterion for any development on Block C to address.</p>
<p>New heritage objective (e):</p> <ul style="list-style-type: none"> • Development should respect as much as practicable the context, character and setting of heritage items, including connections with surrounding items, views and vistas. 	<p>The Proponent has not included objective (e) as they are concerned it places significant weight on the existing character of place, which is changing.</p>	<p>The Department notes the Proponent's response but considers future development should consider the context and character of heritage items and recommends the addition of the following objective:</p> <p>(e) Development should sensitively respond to, as much as practicable, the context, character and setting of heritage items, including connections with surrounding items, views, and vistas.</p>
<p>DPIE further explore reducing height, bulk and scale with greater setbacks to reduce the impacts of the proposed tower on the heritage values of the 'hero' building.</p>	<p>The Proponent has provided justification for the proposed built form controls as outlined in this report.</p>	<p>As outlined above, the Department considers the key built form metrics recommended by the DRP provide a suitable planning envelope to guide and respond to the heritage context. These controls will enable a tall and slender building that complements the development of the Western Gateway and the heritage context.</p> <p>A Design Competition process in accordance with the GANSW requirements is required for Block C to ensure development demonstrates design excellence, within the built form controls proposed as part of this rezoning.</p>
<p>The planning controls should seek to minimise visual and direct building fabric impacts and introduce other measures as heritage offsets.</p>	<p>The Proponent has included controls to minimise visual and direct impacts.</p>	<p>The Department is satisfied the WGDG responds to the recommendation from the NSW Heritage Council.</p> <p>The WGDG includes controls that require development to minimise adverse impacts to</p>

		heritage fabric as well as an innovative structural response, the use of materials to enhance interpretation of original facades, consideration of significant views and vistas and a heritage interpretation strategy.
The planning controls should include detailed design excellence criteria and site specific development controls including a maximum height, FSR, maximum floorplate area, minimum setbacks to Block A, and minimum setbacks to the primary heritage facades of the existing building.	NA – RtS comment	The Department considers the recommended LEP controls and WGDG respond to the recommendations of the Heritage Council. The WGDG includes the requirement for a design excellence process and a competitive design process. The Department notes the Design Competition process for Block C has recently commenced. As outlined above, the Department recommends the maximum height, GFA, floorplate area and setback controls be elevated to the LEP to reinforce these key metrics, which is appropriate given the unique character of the site.
The planning controls should include provisions that any proposed development demonstrate the preservation of existing visual connections between the core heritage buildings or, if this cannot be achieved, the proposed development must demonstrate sophisticated heritage interpretation measures.	NA – RtS comment	The Department considers visual connections between core heritage buildings an important consideration for future development and recommends a new control in the WGDG: <ul style="list-style-type: none"> Development must demonstrate how existing visual connections between the core heritage buildings (former Parcels Post building, former Inwards Parcel Shed and broader Central Railway site) are preserved, or if this cannot be achieved, demonstrate heritage interpretation measures.
Include a clause requiring the proponent to consult with the Heritage Council and Heritage NSW in relation to any internal interventions to the heritage fabric, voids and original spaces of the SHR Listed Former Post Office building to retain as far as possible original layouts and celebration of heritage interiors.	The Proponent has included a control that requires the Applicant to engage with the NSW Heritage Council, prior to lodging a DA.	The Department supports ongoing consultation with the Heritage Council for this site and the control in the WGDG requires this to occur prior to lodging a DA. In addition, the Department recommends a new control to address the Heritage Council's comments about internal fabric and consultation, as follows: <ul style="list-style-type: none"> Development is to retain as far as possible original layouts and celebrate heritage interiors of the fPPb. The Applicant is to consult with the NSW Heritage Council and Heritage NSW in relation to any internal intervention to heritage fabric, voids and spaces.
TfNSW and DPIE continue to consult with the Heritage Council and Heritage NSW during the development of the appropriate planning controls and at the development application and approval stages.	The Proponent supports this and has included a control in the WGDG.	As above, the Department supports ongoing consultation with Heritage Council for this site.

As outlined in **Table 1**, the Department recommends additional controls be included in the WGDG to respond to the recommendations from the NSW Heritage Council and Heritage NSW to ensure development sensitively responds to the context, character and setting of heritage items. The Department considers the controls strike an appropriate balance between protecting the heritage significance of the site and Central Railway Station while also facilitating development of Block C.

Other aspects of the WGDG that recognise the heritage significance of Block C include the requirement for a conservation management plan to be submitted with any future DA. The Proponent is also required to commit to increasing public access around the building in accordance with the Publicly Accessible Space Strategy to enable further appreciation of the fPPb. Historic elements of the building are also to be reinstated, including reconstruction of the original double pitch roof form.

As outlined in **Table 1**, the NSW Heritage Council and Heritage NSW have stressed the importance that they be involved in the development application and approval stages for this site. A control in the WGDG requires further engagement with Heritage NSW/ Heritage Council and the Department also notes development of the site will include a Design Competition and the State Significant Development (SSD) process. Heritage NSW will be involved in both processes and consulted during the SSD process as the site contains a State heritage item.

While it is acknowledged that the character of the area is evolving to deliver the Government's vision for Tech Central, the Department is satisfied the heritage provisions underpinning this proposal will appropriately manage and celebrate heritage values.

Recommendation

- The Department's assessment has concluded that new planning controls are supported subject to the inclusion of additional LEP controls (described above) that reinforce the advice of the DRP and ensure future designs respond to the unique heritage characteristics of the site.
- In addition to the Proponent's amendments to the WGDG, the Department recommends additional guidance to ensure development sensitively responds to, as far as practicable, the context, character and setting of heritage items, including connections with surrounding items, views and vistas. The WGDG (as amended) is as an appropriate response to the issues raised in submissions and will ensure preparation of a CMP, Heritage Interpretation Strategy, and further consultation with Heritage NSW.

Physical and structural impacts

Issue

Submissions received during public exhibition raised concerns regarding the potential for physical and structural impacts to the former Parcels Post building (fPPb).

The CoS submission recommends a cantilevered approach be adopted to ensure separation between the fPPb and a new building and should avoid core for the tower through the fPPb.

Advice of the PRP

The PRP noted the need for a more innovative structural response to preserve the heritage value of the fPPb, increase separation and clarity between the fPPb and any new structure.

The PRP recommended that:

- the RtS provide further evidence of alternative approaches or options investigated to minimise structural impacts on the fPPb;
- the RtS appropriately reference the reconstruction of the original roof (double pitch); and
- the WGDG reference the need for an innovative structural response and ensure no core elements are in or through the fPPb.

Proponent response

The Proponent provided further structural analysis detailing potential approaches to minimise structural impacts on the fPPb, including a full cantilevered option. The analysis concludes that some structural elements, including core, may be required within the fPPb to meet contemporary

building code standards, however an innovative structural solution can be developed to reduce structural impacts on the fPPb.

The Proponent considers a consolidated core option located on the eastern side of the fPPb will achieve the least heritage impacts as it will enhance visibility of the southern façade.

The Proponent has made changes to the WGDG to specify the need for an innovative structural response and to minimise structural intervention to the fPPb. The Proponent has also clarified the fPPb original double pitch roof is to be reconstructed.

Consideration

The Department has considered the Proponent's further structural analysis and understands a full cantilever solution that has no structure through the fPPb would be very difficult to achieve due to the constraints of the site and lack of space to balance the proposed mass. The Proponent has however demonstrated there is scope for structural solutions that can minimise impacts to the fPPb and has updated the WGDG to require an innovative structural solution that minimises structural intrusion on significant elements of the fPPb, as recommended by the PRP.

The PRP also recommended no core be located through the fPPb, which was not adopted by the Proponent in its RTS. The Proponent's structural analysis has considered two core location options, core located outside the fPPb or impacting the eastern façade. The reference scheme locates the core on the eastern façade (as it has less heritage significance as it has been modified) and removes the core south of the fPPb, potentially improving visibility of the southern façade and limiting structure in Henry Deane Plaza.

Following further consultation between the Department and the Proponent, the Proponent provided further information outlining a new clause for the WGDG that 'no core is to extend through and above the floorplate of the fPPb'. The Department supports the addition of this clause as it aligns with the recommendation of the PRP.

The Department considers the location of structure will be determined by the extent of the planning envelope, impacts to heritage fabric, visual impacts and amenity of the public domain, all of which are required to be addressed as per the WGDG controls.

It is also noted the fPPb building (without a new tower) requires structural intervention to ensure it complies with current building codes relating to seismic loads, so regardless of the external massing solution that is chosen, some additional structural intervention is required inside the fPPb. To guide any internal structural changes, the Department recommends engagement with Heritage NSW and a control in the WGDG that original layouts and interiors be as far as possible retained.

The Department considers it is appropriate for the design competition and DA process to establish the ultimate location of building structure, within the boundaries set out in the LEP and WGDG controls. The Department notes the Design Competition Brief includes the requirement that no core is located through and above the floorplate of the fPPb and an innovative structural solution.

The Department recommends strengthening the WGDG controls to ensure innovative solutions are achieved and to provide guidance in relation to core location. The WGDG controls (as amended) will require:

- an innovative structural solution;
- no core to extend through and above the floor plate of the fPPb;
- an analysis of alternative structural design strategies considered to exclude or minimise structure/ core from the fPPb;
- as far as possible retain original layouts and celebrate heritage interiors of the fPPb; and
- consultation with Heritage NSW.

Recommendation

- The Department's assessment has concluded the new planning controls are supported subject to strengthened WGDG controls (as described above).

Building separation

Issue

Submissions received during public exhibition raised concerns regarding potential for inadequate building separation between the fPPb and future development.

Heritage NSW noted the need for greater setbacks than the adopted 5-10m minimum setbacks on the northern and western facades of the fPPb.

Advice of the PRP

The PRP recommended the RtS includes further analysis into minimising encroachment into the vertical separation zone between the restored fPPb roof and any new development and greater setbacks from the north-east and south-west corners of the fPPb in accordance with the Heritage NSW submission.

The PRP recommended the WGDG be updated to ensure there is a vertical separation zone of 12.6m between the reconstructed fPPb roof and any new development, no lift cores and minimal structure within the vertical separation zone and any encroachment into this zone be minimised through clearly defined metrics.

Proponent response

The Proponent has provided further detail showing how structure can be minimised within the vertical separation zone and fPPb (refer discussion in **Physical and Structural impacts**). The Proponent has also updated the WGDG to include controls requiring a vertical separation zone of a minimum of 12.6m above the fPPb and that encroachment into the zone be minimised.

Additional consideration of setbacks has also been provided in response to the PRP and Heritage NSW, with the Proponent justifying the proposed 5m setback. This has been included as a control in the WGDG.

Consideration

The building setbacks have been established in consultation with the DRP to preserve the relationship of the fPPb to its surrounds and to expose significant parts of the building. This includes a vertical separation zone between the fPPb and any new development above, a chamfered setback from the north-east corner to the south-west corner of the fPPb, 5m setbacks from the northern and western facades of the fPPb and a 12m setback to Block A.

The Proponent's amendments to the WGDG generally satisfy the recommendations of the PRP as the requirement for a vertical separation zone has been included. The Proponent's proposed controls include a minimum vertical separation of 12.6m and requires any building structure in this zone to be minimised and setback from the northern and western façade lines to preserve the integrity of the fPPb roof. This is in addition to the controls requiring an innovative structural solution (refer discussion in **Physical and Structural impacts**).

As already discussed, the Department considers it appropriate for the design competition and DA process to establish the location of structure and the WGDG includes a control that no core is to extend through and above the fPPb. The Department is satisfied this control will appropriately guide future development to ensure vertical separation is provided between the fPPb and any new building.

The Proponent's setback analysis has considered a 5m and 10m setback from the northern and western facades of the fPPb. The analysis shows the 5m setback with diagonal chamfer provides

an increased setback from the significant northern corner of the fPPb, compared to a uniform 10m setback. Further, a 10m setback impacts flexibility in the floorplate, which was a key recommendation of the DRP and is essential for the design excellence process to achieve suitable outcomes. The Department notes the WGDG requires a minimum 5m setback, however greater setbacks can be provided, which will be determined through the design competition and DA process. The setback control coupled with controls to interpret heritage façades and retain views provides an appropriate suite of controls to guide design. The Department considers the minimum 5m setback provides sufficient guidance and flexibility for the detailed design process to determine the final setback dimensions.

As already discussed, (refer **Built form and heritage context**), the Department recommends the DRP key planning envelope controls are elevated to the LEP given the unique characteristics of the site and the significance of the heritage building. This includes the 5m setback, a 12m setback to the east and a maximum 16m extension south into Henry Deane Plaza.

Recommendation

- The Department's assessment has concluded the building separation and setback controls are supported, however recommends they are elevated to the LEP. The proposed setbacks are consistent with the advice of the DRP and the controls will appropriately guide detailed design.

Wind

Issue

A submission received during public exhibition raised concerns about potential wind impacts from the proposal.

The CoS raised concerns about impacts to the future new square at Central Station, that the proposal does not establish criteria for wind comfort and recommended wind comfort standards in the WGDG. CoS also consider wind mitigation through the building envelope is not achievable and will have to be addressed through canopies.

The Dexus Frasers Consortium (Block B Proponent) considers further wind modelling should be undertaken for Block C that is consistent with modelling for Blocks A and B, to ensure the wind comfort criteria established for Blocks A and B is not compromised.

The DRP advised that wind mitigation measures through building envelope and public realm design should be a key criterion of design and competition briefs for future development, with no encroachment into setbacks.

Advice of the PRP

The PRP note wind issues are significant and the proposal reduces the comfort criteria at two locations from 'walking' to 'uncomfortable'.

The PRP recommended the WGDG be finalised and submitted with the RtS and the wind comfort criteria be consistent with the PRP's previous advice for walking, standing and sitting at key locations. The PRP also recommend wind issues to the north and south of the proposed envelope should be addressed by the Block C Proponent (noting that wind issues between Block A and B will require a coordinated Proponent response).

Proponent response

As part of its RtS, the Proponent has provided an updated Wind Comfort Assessment, which responds to the wind comfort criteria in the WGDG. The Wind Comfort Assessment includes modelling using the current development proposals for Block A and B to understand the wind conditions with future development at Block C. The Proponent contends the wind comfort and

safety criteria can generally be achieved, subject to the detailed design for Block C and further refinement of Block A and B designs, including the pavilion between Blocks A and B.

Consideration

The WGDG includes a wind comfort criteria map for the sub-precinct that was finalised through the rezoning process for Blocks A and B and in consultation with key stakeholders. The WGDG ensures that future development will not result in uncomfortable or unsafe wind conditions in the public domain around Block C and the Western Gateway sub-precinct.

The wind modelling prepared by the Proponent indicates:

- the two areas of concern identified by the PRP (where the comfort criteria reduced from 'walking' to 'uncomfortable') now satisfy the walking criteria and the WGDG comfort criteria;
- north of Block C, wind conditions are generally unchanged or improve. One location in the future square improves from standing to sitting and two locations improve to satisfy the safety criteria;
- south of Block C, four locations in the south east corner of the Block C site increase from standing to walking, however continue to satisfy the WGDG comfort criteria and two locations exceed the safety criteria; and
- standing comfort criteria is achieved on both sides of George and Pitt Streets and is unchanged on Lee Street and Railway Square by the Block C proposal.

The Department notes that north of the site the wind comfort and safety criteria in the WGDG can be met. To the south, while some locations around the south-east corner of Block C become windier, these locations will be consistent with the comfort criteria for walking as identified in the WGDG.

However, the modelling indicates two locations south of the site exceed the wind safety criteria. This increase in wind conditions is due to the gap between Blocks A and B and the Block C tower. This is a significant concern to the Department as it may impact the delivery of a comfortable and safe public domain.

The Proponent advises design development for Block C including horizontal articulation (such as recesses or protrusions), façade elements or floor plate variations can be used to mitigate this wind flow. The design of the pavilion structure in the gap between Block A and B (part of the Block B DA) is also critical to provide safe wind conditions in these two locations.

The Department is satisfied the Proponent has demonstrated wind impacts can be mitigated through design development of the Block C tower and the design development underway for Blocks A and B and the proposed pavilion structure. The Department considers the design competition and DA process provides suitable opportunity to further refine the building form and mitigate any wind impacts and will be informed by the requirements in the WGDG. As recommended by the DRP, the design competition is an opportunity to seek innovative responses to the local conditions of the site and the DA will ultimately determine the appropriateness of the detailed design and its local impacts.

To ensure the advice of the DRP is incorporated into the detailed design, the Department recommends the WGDG include a requirement that any wind mitigation measures be integrated into the tower envelope and should not encroach into prescribed setbacks. Subject to this addition, the Department considers the WGDG provides appropriate guidance to inform future DAs.

Recommendation

- The Department's assessment has concluded the new planning controls are supported subject to the inclusion of a new control in the WGDG to ensure wind mitigation measures are integrated into the tower envelope and do not encroach into prescribed setbacks.

- No other amendments to the WGDG are considered necessary and the proposal will be further refined through the Design Competition and DA process to demonstrate compliance with wind criteria in the WGDG.

View and visual impacts

Issue

Submissions received during public exhibition raised concerns about view and visual impacts of the future development, including that the potential tower form would be detrimental to views from surrounding locations.

Heritage NSW note the proposal extends into Henry Deane Plaza and raise concerns this will impact the prominence of Marcus Clarke Tower when viewed from the east-west connection across Central Precinct. They also note the 5-10 metre setback from the north and west facades will impact the buildings landmark qualities when viewed from Lee Street and recommend the proposed setbacks be increased to preserve views to the building.

Advice of the PRP

The PRP noted the potential for the proposal to result in view and visual impacts on the eastern and southern facades of the former Parcels Post building (fPPb). They note the advice of the DRP that the tower floor plate extension into Henry Deane Plaza should not exceed 16m and it is preferred the space not required for the tower core should not be enclosed as far as possible. The PRP recommend the WGDG be amended to:

- promote the use of materials or other measures such as transparent materials and void space spaces at lower levels, adjacent to the eastern and southern façade, to ensure the original facades can be interpreted; and
- include measures to ensure the southern extension of the envelope be as far as possible not enclosed.

Proponent response

The Proponent advises it has addressed view impacts associated with the proposal through recessed setbacks and the vertical separation zone. Key views have been considered in the Visual Impact Assessment and additional imagery provided in the RtS Urban Design Report to illustrate how the massing preserves the primacy of the building at the key intersection of Lee St, Railway Square and Broadway, as well as further opportunities to increase views to the southern façade.

The Proponent contends the proposal is consistent with the context of the proposed development at Blocks A and B and future over-station development (OSD) at Central Station.

In response to the PRP, the Proponent has updated the WGDG to include the use of materials or other measures to ensure a significant portion of the southern facade can be interpreted and any enclosure adjacent to the original southern façade is limited as much as possible.

Consideration

The proposed tower envelope setbacks have been developed to preserve the heritage prominence of the fPPb, views from George and Quay Streets and the diagonal tower setback preserves views to the Central Station Clock Tower from Broadway (refer **Building Separation**). The combination of setbacks and the floor plate constraint will produce a slender tower form which will appear to sit above and behind the fPPb.

The Proponent has amended the WGDG to require the use of materials or voids to increase interpretation on the southern façade however has not required this for the eastern façade as recommended by the DRP and PRP. The Proponent contends interpretation of the eastern façade is not required as it has been highly modified, and no original fabric is discernible except at the northern and southern ends of the façade.

The Department acknowledges original fabric on the eastern façade has been altered, however some original fabric remains which can be interpreted. The Department considers the WGDG should require interpretation of the eastern façade and recommends the WGDG control be updated to also apply to the eastern façade. This will allow for the extent of interpretation of the eastern facade to be determined through the design competition and DA process.

The Department also recommends requiring interpretation of the whole façade, as recommended by the PRP and not just a significant portion as suggested by the Proponent, as the extent of appropriate façade interpretation should be determined through the DA process.

In response to concerns from Heritage NSW the Department also considers it is appropriate to include additional guidance in the WGDG to preserve or interpret the connections between core buildings in the Central Railway area (in particular, the fPPb and the former Inwards Parcel Shed).

In response to the DRP and PRP recommendation that the southern extension of the envelope be as far as possible not enclosed, the Proponent has suggested any enclosure adjacent to the original southern façade is limited as much as possible. The Department recommends updating the wording in the WGDG to be consistent with the wording of the PRP and DRP.

Ensuring the southern extension is as far as possible not enclosed will also enable views from the future OSD east-west connection to the Marcus Clarke building. The Department notes development is to enable future views to the Marcus Clarke building (an objective in section 3.1.7 Views and vistas of the WGDG) and this view is identified as significant in Figure 9 of the WGDG.

Subject to the above recommendations the Department considers the view and visual impacts from the proposal can be appropriately guided by the controls in the WGDG through the Design Competition and DA stages.

Recommendation

- The Department's assessment has concluded that the new planning controls are supported subject to the following amendments to the WGDG:
 - update Section 3.2.1 (9) to require the tower floor plate extension into Henry Deane Plaza is as far as possible not enclosed;
 - on the eastern and southern façades, require the use of materials or other measures (ie transparent materials or voids) to allow interpretation of the original facades from the public domain; and
 - require that development demonstrate how former visual connections between the core buildings in the Central Railway Site are preserved, or if this cannot be achieved, demonstrate heritage interpretation measures.

Movement, access and public spaces

Issue

Submissions received during the public exhibition raised concerns regarding the need to prioritise pedestrians, ground level connections and provide general pedestrian improvements.

The CoS noted the need for pedestrian modelling, recommend prioritising ground level, open to sky connections, removal of references to the north south link connecting the Western Gateway to the grand concourse at RL21 and that they be further involved in open space planning.

The CoS also provided comments about transport and traffic impacts, recommend zero commuter car parking and details on loading, servicing, waste and taxi arrangements.

The University of Technology Sydney recommend the proposal include further public benefit, including expansion of the Lee Street Tunnel and extension of the Goods Line to Mortuary Station, for a continuous public domain link.

Advice of the PRP

The PRP recommend the Proponent's Publicly Accessible Space Strategy be updated with additional diagrams and sketches to illustrate how key parts of the precinct will operate and look in the future and to clarify access arrangements and accessibility. The PRP recommend any vertical circulation requiring lifts be embedded into the adjacent built form.

The PRP also recommend the RtS be updated to demonstrate appropriate justification of the proposed pedestrian network, including any modelling or assumptions used to inform the proposal.

Proponent response

The Proponent has prepared a Publicly Accessible Space Strategy which establishes a framework for the renewal of public domain in the Western Gateway Sub-precinct as part of the broader changes expected in the Central Precinct. The strategy includes key principles which are intended to prioritise people, celebrate heritage and create a vibrant, green and intuitive precinct.

The Proponent has advised pedestrian modelling will be undertaken for the broader Central SSP and has undertaken preliminary assessment to understand pedestrian movements and capacity around Block C and the Western Gateway.

The Proponent has provided a further detailed assessment of vehicle numbers in a Supplementary Transport Assessment and advises the Sydney LEP parking rates are proposed to apply, which is consistent with parking rates that apply to Blocks A and B.

Consideration

The Department considers the Publicly Accessible Space Strategy provides a suitable framework to guide more detailed planning for Block C and the Western Gateway. The Publicly Accessible Space Strategy provides an appropriate, multi-level solution to Henry Deane Plaza and identifies four key circulation routes and publicly accessible spaces, including:

- Devonshire Street link, a key east-west connection to Lee Street (future over-station development (OSD) level);
- a north-south pedestrian link from the original country trains terminal to (potential) future Central Square, Henry Deane Plaza and south to Lee Street;
- Central Walk western extension, that will run parallel to the existing Devonshire Street Tunnel and connect the suburban, country and metro rail systems to the east and west of the Central Precinct; and
- Devonshire Street Tunnel and other below ground connections including Lee Street Tunnel and potential future Goods Line extension.

In addition, the WGDG requires all development applications be accompanied by an open space strategy for the publicly accessible managed spaces. However, the WGDG does not reference the Publicly Accessible Space Strategy. As such the Department recommends the WGDG be updated to require that publicly accessible open space be provided in accordance with the Publicly Accessible Space Strategy. This will ensure a consistent approach to public domain renewal and coordination between the development sites.

The PRP and the CoS commented on pedestrian modelling and the Proponent has provided further information on the data used, assumptions and criteria to inform their assessment that the north south link is a key thoroughfare and can operate with a satisfactory level of service. The Department is satisfied TfNSW will undertake further pedestrian modelling to support the renewal of the Central Precinct and Block C, noting the WGDG requires future DAs to include a movement plan.

Opportunities for broader pedestrian connections and upgrades (such as connections through the Goods Line and Mortuary Station) will be considered through planning for the broader Central Precinct.

The WGDG includes provisions relating to vehicular access and parking, including the location of vehicular access and service entry points and the inclusion of a traffic management plan, servicing and basement strategy and basement requirements with any future DAs. The Department is satisfied the rezoning of Block C will not have unreasonable adverse impacts on the local traffic network.

The Department considers the Proponent has adequately responded to the advice of the PRP and the WGDG, subject to the above recommendation, provides appropriate guidance for future DAs.

Recommendation

- The Department's assessment has concluded that the new planning controls are supported subject to the following amendments to the WGDG:
 - require the publicly accessible open space is provided in accordance with the Publicly Accessible Space Strategy, to ensure a consistent approach to public domain renewal and coordination between the development sites.

Sustainability

Issue

A submission received during public exhibition raised concern the construction will result in significant amount of building materials and energy being used.

The CoS raised concerns about lack of an integrated, precinct based approach to ESD measures and recommends specific sustainability rating targets and benchmarks to the proposal.

Advice of the PRP

The PRP recommend its previous advice be addressed in the WGDG and the WGDG be finalised and submitted with the RtS.

Proponent response

The Proponent advises future development at Block C will be subject to the sustainability targets outlined in the WGDG, which also apply to Block A and B, providing an integrated precinct based sustainability approach.

Consideration

The WGDG includes a planning framework for sustainability which requires future development to incorporate best practice sustainability and environmental performance measures and initiatives. This includes:

- sustainability targets that apply to Block C, as well as Block A and B;
- buildings designed to achieve net zero emissions;
- minimizing solar gain and improvements to passive sustainability performance; and
- green roofs and walls.

The sustainability targets in the WGDG are also consistent with the objectives in the Eastern City District Plan and the Department is satisfied the WGDG provides appropriate guidance for future development in Block C.

Recommendation

- The Department's assessment concludes the WGDG contains appropriate sustainability targets and no further changes are recommended.

Conclusion

The Western Gateway Sub-precinct is the first stage of the NSW's Government's commitment to Tech Central. It will play a critical role in Sydney's future economy and the delivery of new jobs.

The Department recommends the rezoning of Block C be supported to enable the benefits of the Western Gateway to be realised and deliver new opportunities for place-making and public domain improvements. The rezoning includes strong controls and design guidance which will ensure that issues are appropriately addressed through the planning process.

Key issues raised during public exhibition of the proposal include built form, wind impacts, heritage impacts, public domain, movement and sustainability. These issues have been appropriately considered and addressed in this report. The recommended further refinements to the LEP and WGDG will enable appropriate built form, public domain, heritage and sustainability outcomes to be realised for Block C and the Western Gateway sub-precinct.

The amendments to the WGDG relating to Block C will be integrated into the endorsed WGDG, which will inform future development on Block C.

The Department has undertaken a detailed assessment of the rezoning proposal and is satisfied the issues raised have been adequately addressed for rezoning purposes.

Attachment A – Summary of Submissions

- Available on the Department's website at:
<https://www.planningportal.nsw.gov.au/draft-central-western-gateway>

Attachment B – Consistency with the Eastern City District Plan

Table 1 – Consistency with Eastern City District Plan Planning Priorities

Action	Consistency
Planning Priority E1 – Planning for a city supported by infrastructure	The Block C rezoning leverages the Western Gateway Sub-precinct to provide new employment opportunities in a highly accessible and high amenity location.
Planning Priority E2 – Working through collaboration	Transport for NSW has prepared a State Significant Precinct rezoning proposal for Block C of the Western Gateway Sub-precinct. The Department of Planning, Industry and Environment, as well as other government agencies including City of Sydney Council, the Greater Sydney Commission and the Government Architect NSW, have provided guidance on the proposal through the Project Review Panel. The proposal supports the delivery of Tech Central, which is a collaborative effort by the NSW Government to establish a new tech and innovation precinct in Sydney.
Planning Priority E3 – Providing services and social infrastructure to meet peoples changing needs	Block C as part of the Western Gateway Sub-precinct will deliver opportunities for new public spaces and facilities to provide a place for the community and workers to interact and engage with their surroundings.
Planning Priority E4 – Fostering healthy, creative, culturally rich and socially connected communities	Block C will deliver opportunities for facilities and public spaces, while supporting a diversity of employment uses that accommodate the needs of the wider population and Sydney's growing economy. The public domain opportunities include new plazas and pedestrian connections to encourage walking, cycling and community interaction.
Planning Priority E5 – Providing housing supply, choice and affordability with access to jobs, services and public transport	The rezoning will increase proximity of new jobs in the Sydney CBD in a highly accessible location to houses, services and public transport.
Planning Priority E6 – Creating and renewing great places and local centres, and respecting the District's heritage	<p>The assessment of the rezoning has considered heritage impacts to the former Parcels Post building and the wider Station Precinct and consulted with Heritage NSW. The Design Guide has been amended to include the recommendations from Heritage NSW and will ensure future development adequately considers the sensitive heritage context of the site and surrounds.</p> <p>The rezoning of Block C would not result in any adverse impacts to heritage items and further detailed analysis will be undertaken to support future development applications.</p>
Planning Priority E7 – Growing a stronger and more competitive Harbour CBD	Block C will contribute to the international competitiveness of the Harbour CBD by providing additional non-residential

	<p>floorspace, delivering new jobs and services in close proximity to the public transport network. The proposal supports the delivery of Tech Central and the Innovation Corridor identified in the District Plan.</p>
<p>Planning Priority E8 – Growing and investing in health and education precincts and the Innovation Corridor</p>	<p>Block C, as part of the Western Gateway Sub-precinct will increase supply of commercial, retail and hotel uses, offering smaller scale spaces for innovative businesses and community activities to establish and grow as part of the NSW Government commitment to Tech Central.</p>
<p>Planning Priority E9 – Growing international trade gateways</p>	<p>Not applicable.</p>
<p>Planning Priority E10 – Delivering integrated land use and transport planning and a 30-minute city</p>	<p>The rezoning of Block C provides opportunities for additional jobs, in a central location that is well connected to existing public transport to bring people closer to their jobs, homes and the services they need.</p>
<p>Planning Priority E11 – Growing investment, business opportunities and jobs in strategic centres.</p>	<p>Block C will deliver 43,000 sqm of non-residential floorspace, encouraging investment, business opportunities and new jobs in close proximity to the public transport network. The Western Gateway sub-precinct will be the epicentre of Tech Central which is expected to deliver significant jobs and investment in Sydney from Central Station to Camperdown and Alexandria.</p>
<p>Planning Priority E12 - Retaining and managing industrial and urban services land</p>	<p>Changes to the land zone is proposed as part of the Block C rezoning. The B8 Metropolitan zone applies across the Western Gateway Sub-precinct.</p>
<p>Planning Priority E13 - Supporting growth of targeted industry sectors</p>	<p>Block C and the Western Gateway Sub-precinct will increase supply of commercial, retail and hotel uses which will enhance the amenity, vibrancy and safety of the centre whilst also promoting tourist visitation to the area. Block C supports Tech Central which targets specific industry groups that relate to technology and innovation.</p>
<p>Planning Priority E14 - Protecting and improving the health and enjoyment of Sydney Harbour and the District's waterways</p>	<p>Further analysis and water cycle management strategies will be prepared as part of the future development applications and planning processes for the site which will consider a range of measures to ensure the health of Sydney Harbour and the District's waterways are protected.</p>
<p>Planning Priority E15 - Protecting and enhancing bushland and biodiversity</p>	<p>No native vegetation communities are identified on the site.</p>
<p>Planning Priority E16 - Protecting and enhancing scenic and cultural landscapes</p>	<p>Block C will continue the evolution of character at Central Precinct while respecting its past. While the proposal for a new commercial tower will result in changes to the scenic and cultural landscape of Central Precinct, these changes will reflect the positive progression to a more connected, accessible and vibrant CBD.</p>

<p>Planning Priority E17 - Increasing urban tree canopy cover and delivering Green Grid connections</p>	<p>Future development will develop a landscape strategy that includes new tree planting to increase the urban tree canopy and contribute to Sydney's Green Grid.</p>
<p>Planning Priority E18 - Delivering high quality open space</p>	<p>The rezoning proposal includes opportunities for new public domain and pedestrian connections. The proposal will connect closely with proposals on Blocks A and B and future public domain and open space will be provided as part of the broader redevelopment of Central Precinct.</p>
<p>Planning Priority E19 - Reducing carbon emissions and managing energy, water and waste efficiently</p>	<p>The planning, design and construction of Block C and the Western Gateway Sub-precinct will be informed by a series of Ecologically Sustainable Development principles to achieve best practice sustainability outcomes.</p>
<p>Planning Priority E20 - Adapting to the impacts of urban and natural hazards and climate change</p>	<p>Future development on the site will be required address the potential social, environmental and economic effects of climate change on future communities.</p>