

24 February 2017

Our Ref: 2017/093556

WANDA ONE SYDNEY PTY LTD
C/- Urbis Pty Ltd
Darling Park - Tower 2
Level 23 201 Sussex St
SYDNEY NSW 2000

Attention: Ashleigh Ryan
Email: Aryan@urbis.com.au

**DEVELOPMENT APPLICATION FOR 1 ALFRED STREET, SYDNEY NSW 2000
DA NUMBER D/2016/1529**

Dear Ashleigh,

I refer to your development application for a mixed use hotel development at the above address. We have undertaken a preliminary assessment of your application and have identified a number of concerns that are raised below for your consideration. These concerns will require amendments to the application in order to be resolved, and the submission of additional supporting documentation.

These comments should be read in conjunction with the City's letter dated 8 February 2017 regarding public domain, and the **draft** Design Advisory Panel Advice Sheet provided as an attachment. The City will forward the final Advice Sheet as soon as it becomes available.

Gross Floor Area

A number of areas in the basement and an area on Level 5 Plant that should be counted as Gross Floor Area (GFA) are excluded on the GFA drawings. These include:

Basement Level 6:

- Residential lift lobby area; and
- Small area located to the east of the storage area immediately to the south of the vehicular ramp.

Basement Level 5:

- Residential lift lobby area; and
- Two small areas located to the north and south of the hotel lift pits immediately to the south of the vehicular ramp.

Basement Level 4:

- Residential lift lobby area; and
- Two small areas located to the west and east of the residential storage area immediately to the south of the vehicular ramp.

Basement Level 3:

- Residential lift lobby area;
- Hotel lift lobby area and access corridor; and
- End of Journey facilities.

Basement Level 2:

- Residential lift lobby area;
- Small area located adjacent to drop-off providing access to residential lobby, residential storage and chiller room; and
- Club lifts lobby area; and
- Back of house lifts lobby area and access corridor.

Basement Level 1:

- Residential lift lobby area;
- Small area located between the Tower A prep kitchen and the retail A and B waste recycle room; and
- Back of house lifts lobby area and access corridor.

Level 5 Plant:

- Access corridor between the northern and southern fire stair.

As per Condition 7 'Floor Space Ratio' of the Stage 1 development consent (D/2015/1049/A) a maximum FSR of 13.05:1 is already approved, regardless of the mix of land uses now proposed. Accordingly, subject to the 10% design excellence bonus being awarded in full, the maximum FSR permissible on the site is 14.355:1. The site area is 4,040m² and therefore the City calculates that the maximum GFA achievable on the site is 57,994.2m².

According to the currently proposed modification to development consent D/2015/883/C, the proposed GFA in Tower A is currently 38,600m². The GFA for Tower B, exclusive of the omissions identified above, is currently proposed as 18,783m². Accordingly, there is a remaining available balance of 611.2m². The City therefore anticipates that the inclusion of the areas identified above is unlikely to result in the proposed GFA exceeding the maximum available to the site. Notwithstanding this, exceedances above the maximum FSR will not be supported.

Notes:

1. End of Journey floor space provided for in Clause 6.6 is not available, as the proposed building is hotel and visitor accommodation, which is not within the hierarchy of uses which can be defined as 'commercial premises' under the Sydney LEP 2012.

Ecologically Sustainable Development

The Cumulative Environmental performance of Tower A and Tower B is a significant concern.

The amended BASIX Certificate submitted with the proposed modification to Tower A (D/2015/883/C) certifies that Tower A achieves an energy target of 20, despite car parking not forming part of the development. The City would typically expect a residential building to achieve an energy rating far in excess of the minimum standard where no basement car parking is provided, thereby eliminating the requirement for energy intensive ventilation and lighting. This is particularly true for Tower A, given that the development incorporates co-generation and photo voltaic panels.

Adding to this concern, the submitted ESD report identifies that the proposed hotel building is designed to achieve an 'equivalent' performance of a 5 star Green Star development. The City considers this to be a minimum commitment given the nature of this building, a future landmark premium hotel situated on Circular Quay. It is noted that a number of new developments in the City, such as Crown Casino, are achieving 6 star green star ratings.

When considering if the environmental performance of Tower A may be improved, the City's sustainability team have reviewed the BASIX Certificate submitted for Tower A, and have concluded that if the basement car park was included on the certificate, the building would have to be substantially redesigned in order to meet minimum BASIX requirements. This would likely involve a substantial reduction in the size of the apartments.

Given the commercial constraints of Tower A, which will be marketed as a luxury development with oversized apartments, it is therefore incumbent on the hotel development to improve the overall ESD performance of the site. City staff recommend therefore recommend that the design of the hotel be further refined to achieve a certified environmental performance of 6 Star Green Star or the equivalent GBCA, LEED, or Earthcheck rating. This is considered to be a reasonable compromise, which will ultimately benefit the operator of the hotel through increased efficiencies and reduced running costs.

Flood Gates

Automated flood gates will not be supported without the necessary insurances and legal agreements indemnifying the City against any losses that may arise in the event of a system failure. The applicant is requested to provide the necessary documentation. The insurances and indemnity will need to be reviewed and agreed upon by the Director of City Planning, Transport and Development, and Director of City Operations prior to determination of the application.

Access Parking and Transport

Porte Cochère

The current design of the port cochère is likely to result in significant conflicts between pedestrians, cyclists and vehicles. In order to remedy this, the following is recommended:

- The design of the port cochère should be further refined to minimise the width of vehicle crossovers and minimise obstructions within the shared zone (e.g bollards and the like).
- Further information should be provided to clarify how vehicle access to the porte cochère (including limousines, coaches, buses, mini-buses, taxis, and private vehicles) is proposed to occur, and how this will be managed. Strategies should be developed with the aim of minimising vehicular movements into the site and minimising vehicle dwell times within the vehicle crossovers (footpath and cycleway).
- Pedestrian modelling/analysis is to be provided examining pedestrian amenity adjacent to the site including, but not limited to, vehicle crossovers on Pitt Street.

If a satisfactory outcome cannot be achieved, it may be necessary to consider relocating the porte cochère functions to the basement in order to reduce the potential conflicts to an acceptable level.

General Vehicular Access

- Swept-path analysis is to be submitted to demonstrate that the largest vehicle types anticipated to require access to the site are able to do so via the relevant driveway.
- Levels of the driveway and porte cochère should be clearly marked on the plans, and as extensively as possible.

Coach Pick-up and Drop-off

Larger coaches will not be able to access the porte cochère or basement car park. Further information should be provided to establish how larger coaches are to be managed, in order to comply with the future parking restrictions in proximity to the site and to minimise impacts to the surrounding road network.

Bicycle Facilities

Bicycle facilities must be included on the plans in greater detail. More specifically it is recommended that:

- Residential bicycle parking comprises class 2 facilities, which are to be located in a centralised location and provided at the uppermost basement level.
- Retail staff bicycle parking must be class 2 and located in a consolidated area within the ground level on the uppermost basement level, for easy access and identification. Retail staff parking is to be in a separate location to the residential parking area.
- Hotel staff bicycle parking must be class 2 located in a consolidated area and in a separate location to the residential parking area. A location on basement level 3 may be considered acceptable as it is acknowledged hotel staff facilities are concentrated on this level.
- Retail and residential visitor bicycle parking must be class 3 and provided at an accessible at-grade location. It is recommended that resident and retail visitor parking is provided in separate locations.
- Hotel visitor bicycle parking spaces may be class 2 or class 3 and should be provided within the uppermost levels of the basement area.

Green Travel Plan

A Green Travel Plan is required to demonstrate that the site will encourage modal shift towards sustainable transport options such as walking cycling and public transport. It is recommended that a draft Green Travel Plan is prepared that includes, but is not limited to, the following:

- Mode share targets which promote sustainable travel behaviour.
- Means of minimising travel demand by private car.
- Means of maximising the share of travel by other modes including public transport, cycling, walking, carpooling or car share.

Notes:

1. Queuing of drop-off/pick-up activity on Pitt Street at the entrance to the porte cochère is not supported.
2. Additional on-street bus/coach set down is not supported.
3. It is recommended that the applicant confirm with TfNSW that they are satisfied with the proposed northern crossover location. It may be necessary to consider other options for vehicular access should TfNSW elect to terminate the Pitt Street carriageway further south than the application currently anticipates, e.g. at the intersection of Pitt Street and Reiby Place.
4. City Taskforce and TfNSW are currently examining kerb side use for the whole precinct, including work to establish the optimum locations for bus stops, lay overs, and a major super taxi rank within the Circular Quay precinct. The ground level design will be required to meet City Taskforce and TfNSW requirements (in addition to Council requirements). It is likely that Pitt Street will be one-way southbound, Pitt Street will be closed off north of the intersection with Reiby Place, and Reiby Place will accommodate heavy vehicles in a westerly direction.
5. The City notes Wanda's lack of support for shared basement access with the proposed future development at 180 George Street. The City prefers shared basement access to be provided, and will only be able to consider support for separate basement access if the above matters are adequately addressed.

Signage

Building Signage

Signage is to be minimised. The City supports discreet signage at the top of the building, and wall signage adjacent to the lobby entry. All other signage is not supported by City staff, including the above awning sign. We note there is a strong tradition of luxury hotels in Sydney adopting a 'less is more' approach to signage. We strongly encourage the applicant to adopt that approach for this development.

With regards to the alternatives for the top of building sign presented to City staff post lodgement, the City and the Design Advisory Panel support the smaller sign, not the Wanda preferred sign.

Wayfinding Signage

Two options for wayfinding signage have been submitted for the consideration of City staff post lodgement, including wayfinding signage within the publicly accessible through site link.

The City does not consider this signage to be necessary, and is concerned that it will contribute to physical and visual clutter in the locality.

It is considered that for pedestrians standing within the through site link, the most effective wayfinding signage would be a single discreet sign on each building labelling, for example, 'Wanda Residence Tower' and 'Wanda Vista Hotel'. We are of the opinion that is unnecessary for 'Vista Walk' to be signed. However, if this was to be pursued, this need comprise no more than a finger sign fixed to one of the buildings.

Retail signage

It is recommended that a signage strategy is provided for the ground floor retail tenancies.

Materials

The materials palette has been carefully reviewed by City staff, and discussed with the Design Advisory Panel. The following issues are raised for your consideration.

Sandstone

The selection of the sandstone is to be further discussed with City staff. The following information should inform the selection process:

- The City and the Design Advisory Panel do not support the use of Piles Creek Sandstone, and recommends the use of Sydney Sandstone.
- The City recommends that the proposed materials are amended, so that sandstone is used for all stone surfaces within the podium and ground level. An alternative material is only acceptable on the tower facade above the 'podium element'.
- No tested Glass Fibre Reinforced Concrete (GFRC) sample has been provided to the City to demonstrate the appropriateness of this material. The use of GFRC as a sandstone alternative is not supported, as it can have a flat appearance, and is often devoid of colour variations and textural qualities typical of natural stones. Moreover, porosity is a problem on a tower, which will become an increasing issue as the tower ages. It is noted that ceramic was discussed as an alternative during the design competition phase. In our experience ceramic tile buildings tend to have many issues with fixings and porosity. A light coloured granite selected to match Sydney Sandstone may be the most suitable option, and it is recommended that the design team explore this option further.
- The use of additional sandstone adjacent to lobby entry is supported, however consideration should also be given to placing this behind the glass line to maintain a contiguous open appearance of the lobby entry.
- Additional use of sandstone within the lobby interior, which is highly visible from the public domain, is strongly encouraged. It is recommended that the design is amended to

incorporate sandstone along the entire length of the lobby rear wall, and to the column cladding.

- The use of sandstone, or an alternative, on the soffit of the canopy is not supported. The design should be amended to ensure the canopy is as lightweight as possible.

Glazing

Concern is raised with the 'blue' appearance of the glazing. It is noted that the selection panel raised concern that the green appearance of the competition winning scheme gave the building an overtly commercial appearance. City staff are concerned that the blue appearance of the glazing results in a similar outcome.

It is recommended that the glazing is amended to reduce the depth of colour to achieve a clearer appearance on the facade. However, acknowledging that clear glazing is unlikely to be feasible, a light grey tint is considered more suitable for this proposal and is strongly encouraged.

It should also be noted that although the materials sample board indicates the proposed glazing has a spectral reflectivity of 20%, the sample provided appears to be highly reflective. This is a concern given the building's north facing location adjacent to the Cahill Expressway and Circular Quay ferry terminal. Accordingly, the application must be supported by an amended reflectivity statement demonstrating that the amended materials will achieve a spectral reflectivity lower than 20%. If additional reductions below 20% can be achieved, this is strongly encouraged. As much detail as possible regarding the glazing specifications should be provided with the amended application. The environmental performance of the facade should be a key consideration when selecting an alternative product.

An amended materials sample board should be submitted with the amended application.

Rooftop bar noise

The rooftop bar on level 24 (37 patrons) and level 25 (35 patrons) is expected to comply with noise requirements, however this is based on no background or amplified music. If music is proposed for this area an acoustic report should be submitted. Without this information, the terrace is likely to be subject to a condition of consent prohibiting the use of speakers and outdoor music in this area.

Miscellaneous Design Issues

Ballroom

The City and the Design Advisory Panel is concerned that the pre-function space for the ballroom may not be suitable for the intended use and recommends that the design of this component is given further consideration. We also note that fire egress from the ballroom is potentially deficient, and will require widening of escape routes. This is likely to have an impact on the lower levels, and therefore requires further consideration prior to determination of the application.

Food and drink premises

The plans submitted for the food premises and bar are not satisfactory. The City would prefer all food and beverage areas within the premises to be subject to a single development consent, however the current level of detail provided on the plans would necessitate a condition of consent requiring a separate DA for the fit-out of each food premises proposed within the site.

It is recommended that the plans be updated to provide sufficient detail to facilitate approval of these areas as part of this application.

Ground Level Retail

This City acknowledges Wanda's desire to provide retail tenancies which can be adapted to different types of retail, which would involve amending the design of the ground floor to provide bi-fold or tri-fold doors.

The City does not support moving away from the design competition winning scheme as this diminish the appearance and presentation of the ground floor retail tenancies, which currently

incorporate sandstone elements. The sandstone provides warmth at the ground level, and assists in anchoring the tower in this location.

Lobby Interior

The City views the lobby, inclusive of its glass facade, recommended water feature, and internal materials and finishes as an extension of the public domain, requiring particularly careful treatment to achieve design excellence.

The Design Advisory Panel strongly encouraged that the Kengo Kuma be responsible for the design of the lobby interior. A statement providing confirmation of this should be provided.

Canopy

The proposal to raise the canopy height to the height of the canopy to 7m is supported in principle.

Window Openings

The proposed window openings to the hotel rooms are considered to be too small to achieve adequate ventilation for hotel rooms due to the size of window proposed. It is recommended that the windows be made larger to provide increased ventilation and increased animation on the façade. Louvres may be considered to overcome potential safety concerns.

More broadly, it is considered that bar and restaurant facilities within the podium and roof level could be 'opened up' to the elements, to further break up the enclosed appearance of the facade and provide additional amenity to the occupants within.

Water Feature

The Design Advisory Panel noted that the water feature has been significantly reduced when compared to the competition winning scheme. It is recommended that the design be amended to incorporate additional water, particularly within the lobby interior. Furthermore, water within the interior of the building should have a physical and visual connection with the external water feature.

Any redesign should carefully balance reinstating additional water with the City's desire to reduce pedestrian conflicts within the port cochère.

Trees

The application involves the removal of two street trees in order to provide vehicular access to the site. This is supportable, however two replacement street trees should be provided in an alternative location. The plans should be amended to provide two additional street trees in a suitable location that comply with the street tree masterplan.

Landscaping on podium terraces

The City does not object to the proposed reduction in the extent of landscaping on the podium terraces that has arisen as a result of maintenance constraints. The City would not support a reduction in the quantum of green landscaped 'pixels' on the façade.

Cobbles in Rugby Place

The City acknowledges Wanda's request to consider cobbled paving in Rugby Place. Half of Rugby Place will be delivered by Lend lease as part of the LLCQ development, which has just been the subject of a competitive design process. Accordingly, the City is not yet in a position to endorse the use of a particular material in this location. It should be noted that any paving materials proposed must be in accordance with the City's public domain palette, and that there are options within the palette that are consistent with the desired appearance.

Public Domain Lighting

Public domain lighting requirements for the development are outlined below. It is recommended that the application be updated as necessary.

Rugby Place

- The applicant should provide City of Sydney standard building façade mounted lighting scheme. Lighting levels must comply to AS1158.3.1 Category P6.

Under Awning Lighting

- The applicant should provide under awning lighting in accordance with the City of Sydney Awnings Policy. Lighting levels must comply to AS1158.3.1 Category P6.

Through-Site Links and Plazas

- Lighting in through-site pedestrian access ways and plaza areas must comply with the requirements of AS1158.3.1 Category P6.

Notes:

1. Building and landscape lighting will not be approved as part of this application, and should form part of a separate future application.
2. For any further advice on public domain lighting requirements, please contact Dayasena Nammuni, Senior Engineer – Lighting, at dnammuni@cityofsydney.nsw.gov.au, or 029265 9768.

Storage Access on Level 2

A storage area is shown on the basement Level 2 plan, however no access is shown on the drawings. The plans should be amended to correct this error.

Roof Access

It is unclear how access to the roof is achieved. The plans should be amended to provide clarification.

Public Art

If it is the intention that artwork will be handed back to the City, City staff will need to be closely involved in all aspects of the development of the artworks, including the brief, to ensure that the works meet the City's requirements and are of a standard fit for incorporation into the City's Art collection.

Adequate time to consult the City and the Public Art Advisory Panel throughout the process is critical to the development of the artworks to a standard that the City will accept. The City would be pleased to collaborate with Wanda and UAP to ensure this process is efficient and productive. However, the timeframes set out in the Public Art Strategy do not provide sufficient opportunities for City staff to provide well considered feedback. Accordingly, it is recommended that these timeframes be amended.

In assessing the cultural context for the development, the Public Art Strategy omitted the following organisations, which should be included given their proximity to the site:

- Bangarra;
- Sydney Dance Company;
- Australian Theatre for Young People; and
- Biennale of Sydney.

The cultural context of this development is very rich and provides a unique opportunity to connect with the cultural organisations in the precinct, in particular those who are engaged in contemporary public art, and to collaborate with them to inform and deliver the public art for this new precinct in

the City. It is strongly recommended that Wanda and UAP make the most of this opportunity by engaging with these stakeholders.

The section of the Strategy that details the specific opportunities is very detailed and very specific in terms of what types of responses could be made. It is recommended that the brief to artists be opened up to allow for more creative responses while noting any necessary constraints.

In addressing the specific opportunities the following is noted in response:

Central public open space between Tower A and Tower B forecourts which connects to the through site link:

- This area is located in very close proximity to the heritage listed Tank Stream Fountain in Herald Square. This existing artwork should be considered carefully and it is not recommended to locate an additional artwork in close proximity to it.
- The brief for the artwork should not require the artists to solve functional issues of amenity such as wind mitigation and or shading. This is a design issue and should be addressed through a design resolution if necessary. The installation of an independent structure such as a canopy is not supported in this location given the proximity to the harbour and the existing artwork.

Through Site Link:

- Given the configuration of the through site link, it is recommended that artists are given the opportunity to address this space through suspended works. Should wind be an issue in this space it is recommended that these constraints be presented to artists in the brief.
- It is recommended that the brief to artists be opened up to address the potential of this space. It should not be limited to fulfilling functional requirements such as providing seating, or to addressing the opportunity through sculptural responses only (noting that many of the precedent images provided in the Strategy reinforce a particular type of response). The requirement of the artwork to promote play may also result in a limited response to the brief. It is recommended that the opportunities be opened up to allow a wider response.

Tower B Hotel Lobby/Foyer with potential to extend into the Porte Cochere

- It is recommended that any artwork contemplated in this location be consider the public/private nature of a lobby space. The brief to artists should reinforce this requirement.

In terms of the procurement process, the city supports the competitive process proposed. Notwithstanding this, the program for procurement is constrained and is not supported as it does not allow for a real and iterative response to the site and brief in collaboration and consultation with the architects and landscape architects for the site. Nor does it allow for any consultation or collaboration artists may wish to explore in this cultural context. Given the scale, context and importance of this precinct, the creative process needs to be supported through a program that allows adequate time for development to ensure the artists, many of whom are international, are allowed the time to respond to the site in a meaningful way. The program as currently proposed will also make ongoing stakeholder consultation challenging.

In terms of the benchmark artists proposed, while these are artists of calibre, it is noted that there are a limited number of artists referenced with experience of the spatial qualities of the through site link. This opportunity lends itself to a significant and unique response. While it is acknowledged that staging may be a constraint, the City recommends that this opportunity, where the developer controls the built form on both sides of the space, be opened up to artists in a manner befitting the scale and location of this prominent international development and the aspirations of the Public Art Strategy. While a number of the artists cited as benchmarks work with suspended works, it is recommended that artists that address public space and have experience in working to address spatial qualities of a site be considered e.g. in a similar manner to the way Jonathan Jones has approached his project barrangal dyara (skin and bones), an example image cited in the strategy. This type of spatial approach to the site would be in keeping with the ambition of the development on this important site.

It is noted that the budget that was provided to the Public Art Advisory Panel for the artwork opportunity that responds to the standard condition of consent is \$880-\$1m. This budget is not commensurate with the scale and nature of the development in this location and is not supported. It is recommended that this budget be augmented to ensure that the nature of the opportunity for this artwork can meet the ambition of the vision for the development as a whole. A figure of 1% of the development cost is considered reasonable.

Waste Management

The proposed waste management plan (WMP) is not supported for the following reasons:

Waste generation rate

The waste generation rate for the restaurant and café in Tower A has been incorrectly calculated.

As there is no specific rate for cafés the restaurant rate of 660L/100m² should be applied to the cafés, and bar and KTV areas. This will increase the total amount of waste generated each week and in turn will require a minimum of 13 x 1100L garbage bins.

Waste and recycling collection

Given there is a high number of individual businesses within the building it is the City's preference to have one service provider collecting the waste and recycling. This will reduce the number of bins required for the site, and reduce traffic movement within the building and on the public roads. This approach does not appear to have been adopted given the proposed waste generation rates. This should be clarified in the WMP.

Consideration should be given for the use of cardboard balers/compactors and glass crushers for any commercial development with a high generation of cardboard and glass recyclable wastes. Space for a glass crusher must be allocated on the plans.

General

Doorways to bin collection areas and any goods lifts must fit the size of bins proposed for use in the WMP. Dimensions of standard bins available for use are:

- 1,100 litres – 1240mm long x 1070mm wide
- 660 litres – 1260mm long x 780mm wide
- 240 litres – 730mm long x 550mm wide

Registered Quantity Surveyor's Detailed Cost Report

The City requires the applicant to submit the City of Sydney Registered Quantity Surveyor's Detailed Cost Report form to facilitate the calculation of Section 61 contributions. Please submit this document at the earliest opportunity.

We recommend that you amend your application to address the above concerns within 28 days from the date of this letter. If you cannot amend your application within this timeframe, it is important that you contact us in writing specifically requesting additional time.

If an amended application has not been received by 25 March 2017, or you have not contacted us, we will assume that the application will not be amended and that we should complete the assessment.

Should you require any further information, the Council officer dealing with this application is **Christopher Ashworth**, available on ph. 02 9246 7757, or by email at cashworth@cityofsydney.nsw.gov.au. Please contact this officer if further information is required.

Yours faithfully,

A handwritten signature in black ink, appearing to be 'C. Corradi', with a stylized flourish at the end.

CHRISTOPHER CORRADI
Area Planning Manager