30 January 2019

NSW Department of Planning and Environment
PO Box 39
Sydney NSW 2001

Dear Sir/ Madam

Submission on the Waterloo Metro Quarter Over Station Development – Reference SSD 18_9393

Conybeare Morrison (CM+) has reviewed the exhibited Waterloo Metro Quarter Over Station Development (OSD) documents in preparation of this submission. The opportunity to provide comments during the current notification period and ahead of formal determination is appreciated. The relevant documents reviewed are:

- Appendix B - Survey Plan by RPS Australia East dated 09/08/2017 issue D
- Appendix C – Building Envelope Drawings by Turner and Turf dated 05/11/2018 Revision 4
- Appendix D – Architectural Drawings by Turner and Turf dated 05/11/2018 Revision 2
- Appendix E – Indicative Concept Proposal Amenity Summary
- Appendix F – SEPP 65 Design Verification and Better Placed Assessment
- Appendix G – Urban Design and Public Domain Report by Turner and Turf dated 08/11/2018
- Appendix H – Solar Access Report by Turner and Turf dated 13/08/2018 Revision 2
- Appendix M – Visual Impact Assessment by John O'Grady dated 11/11/2018 Version 7
- Appendix Q – Heritage Impact Assessment by Urbis dated 12/11/2018 Version 07

The site is well connected to the surrounding area by Botany Road and Redfern Railway Station. Alexandria Park, Redfern Park and Australian Technology Park are within walking distance of the site. The site's connectivity will be further strengthened by the coming Sydney Metro City and Southwest. The construction of the future Waterloo Metro Station will bring a once in a generation opportunity for redeveloping the site and its surrounding areas.

To inform this submission, we have also reviewed the District Plans by Greater Sydney Commission, LEP, DCP controls, council policies applicable to the site, State Environmental Planning Policy No. 65 (SEPP 65) and the Apartment Design Guide (ADG). We have analysed the subject site within the strategic and surrounding context. The submission has also considered successful urban design projects in Sydney that the proposal can reference to.

This submission is prepared from urban design viewpoint considering the proposal's response to the context, built form and scale, site's permeability and overall amenity. The key urban design principles used when assessing the proposal are:

- **Placemaking** – Looks at how to create an identity and series of places for the new community that can distinguish it from other developments and can serve the future Metro Station. A good outcome will have some public area that can be easily understood as the heart of the community and can connect Waterloo Metro Quarter, the future Metro Station and the surrounding neighbourhood.
- **Response to the context** – Looks at general approach to integrate the new development with the surrounding context. This can take the form of looking at site edges, how the new development reaches out to

the surroundings, especially the lower scale areas or how it could be experienced from outside the site. A good design outcome will be a scheme that links to surroundings and respond to the larger context.

- **Build form and massing** – Looks at general built form and its appropriateness to the spaces created and relationship to the scale of context. A good outcome will provide variety in height, built form and a hierarchy between parts of the projects.
- **Articulation** – Looks at built form and architectural treatment of the buildings. A good outcome is one that provides a variety of approaches across differing buildings, articulation to break up large walls, built forms and supports the overall hierarchy of buildings and spaces.
- **Separation** – Looks at separation distances between the built forms. A good outcome is one that provides adequate separation distances to ensure visual privacy and improve solar access.
- **Permeability** – Looks at pedestrian and vehicular movement on the site and how the pedestrian movements around, through and within the site are improved. A good outcome is a clear defined pedestrian and vehicular circulation network that improves the site's permeability and minimise the conflict between pedestrian and vehicles.
- **Address points** – Looks at the legibility of residential address points and how they are related to the public street and place. A good outcome will be that building access points can be numbered and located easily from a street, which in turn will provide passive surveillance to the streets.
- **Public and communal open spaces** – Looks at the quality of outdoor recreational places for residents and the general public and their relationships to the buildings on the site. A good outcome is to maximise the solar access to the open spaces, provide high amenity recreational uses and contribute to the overall permeability of the site.
- **Safety and amenity** – Looks at the performance of the proposed buildings against the relevant principles and guidelines outlined in SEPP 65 and the ADG to make sure high amenity can be achieved for both residential and non-residential uses. A good outcome is the one that delivers high performance places for residents, visitors as well as metro commuters to gather, use, enjoy and live in.

1.0 Overall support

We acknowledge UrbanGrowth NSW Development Corporation's (UrbanGrowth) vision to deliver a new urban village for Waterloo. We concur with the urban design principles nominated, including:

- Promote housing diversity, affordability and amenity
- Create sense of community and provide a safe and culture rich neighbourhood
- Provide high quality public spaces and a sustainable urban environment
- Promote connectivity and prioritise walking and cycling
- Provide new and improved services, facilities and amenities to support a diverse community

We share the same view that a higher density development should be introduced to Waterloo Metro Quarter OSD considering its strategic location. The proposed height is considered reasonable compared with other existing/ approved developments near a station within Sydney metropolitan area. The proposed uplift of the site will fulfil the best practise Transport Oriented Developments (TOD) by providing a well-connected and vibrant mixed use development over the future Waterloo Metro Station.

We also support the proposal's objective to improve pedestrian environment by updating and widening the surrounding footpaths. The proposal's attempt to improve the site's permeability by providing through site links will also provide a good urban design outcome.

2.0 Urban Design Comments

The proposal generally presents a strong design thinking; however, there are some issues in relation to urban design identified during our review. Summarised below are our commentary against the key urban design principles:

Response to the context

We support the proposed podium height along Botany Road which aligns with the predominant street wall height and the heritage item on site (Figure 1). This will establish a consistent streetscape along Botany Road. Issues of concern regarding the Podium North articulations are raised during our review. We note that a service entry and a single storey pedestrian link are proposed on the street level along Botany Road; however, no further articulations are provided on the levels above according to the architectural drawings. The podium should articulate more considering it is over 100m in length measured from Raglan Street façade to the proposed pedestrian link (Figure 2). A well-articulated podium form will provide a human-scale environment and will provide a more sympathetic approach to the surrounding Heritage Conservation Areas (HCA).

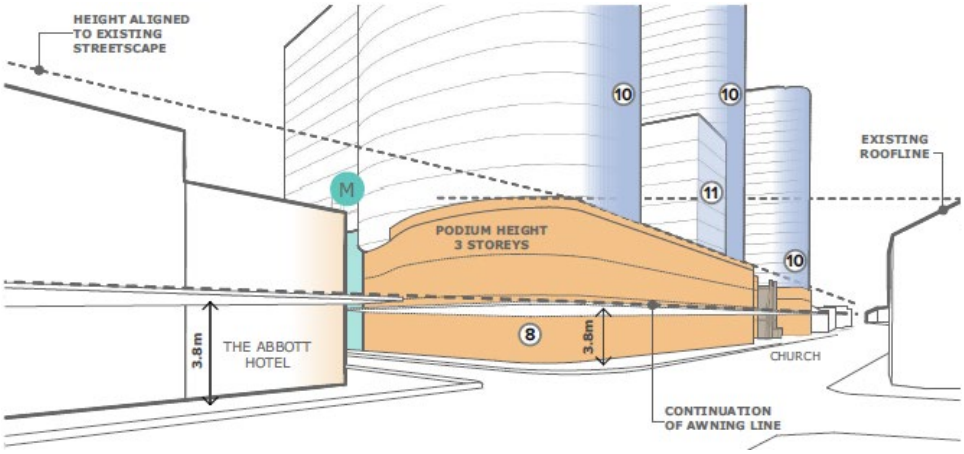


Fig 1: Street wall alignment (Courtesy of Turner and Turf)

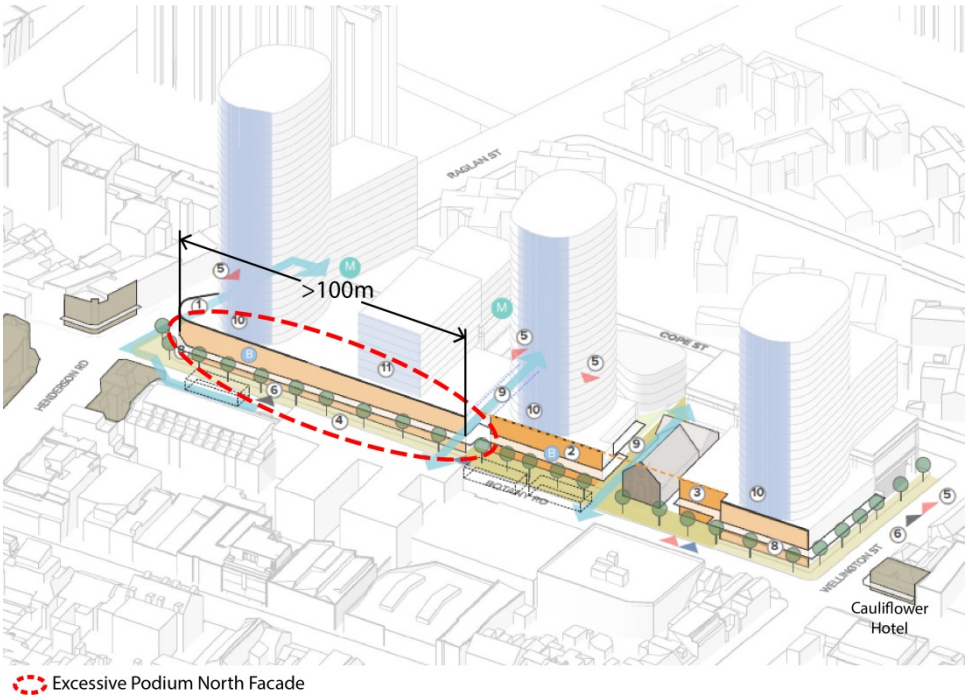


Fig 2: Podium North articulation (Adapted from Turner and Turf)

Built form articulation on Podium South facing Wellington Street should also be considered to reflect the fine grain pattern and the heritage listed item – Cauliflower Hotel on the other side of the street (Figure 3 and 4).

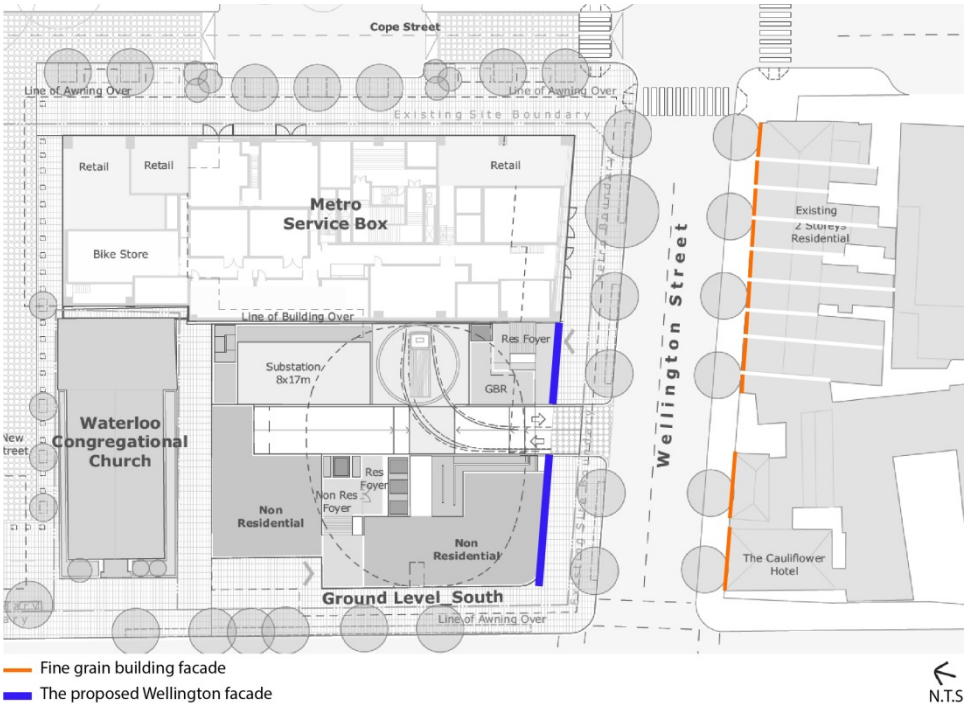


Fig 3: Wellington Street street pattern (Adapted from Turner and Turf)

Fig 4: Wellington Street terraces (left) and heritage item – The Cauliflower Hotel (right)

Build form, massing and articulation

The three-tower approach is generally acceptable. The idea of stepping down the building height from the future metro station towards the south of the site is supported. This will provide a built from transition to the lower scale areas and reduce the shadow impacts to Alexandria Park.

Three towers are proposed within the site with similar shape and same orientation. The height differences among the three towers are minimal, which creates a rather repetitive build form and a monotonous skyline (Figure 5). This will provide a less interesting urban environment and will contribute to the proposal's overall bulk and scale. An alternative design approach should be considered, which may include orienting the middle tower north-south, transforming some of the tower height from Building F to Building A, and providing different façade articulations among the three towers. This will break down the proposal into smaller scaled development parcels with differing character.

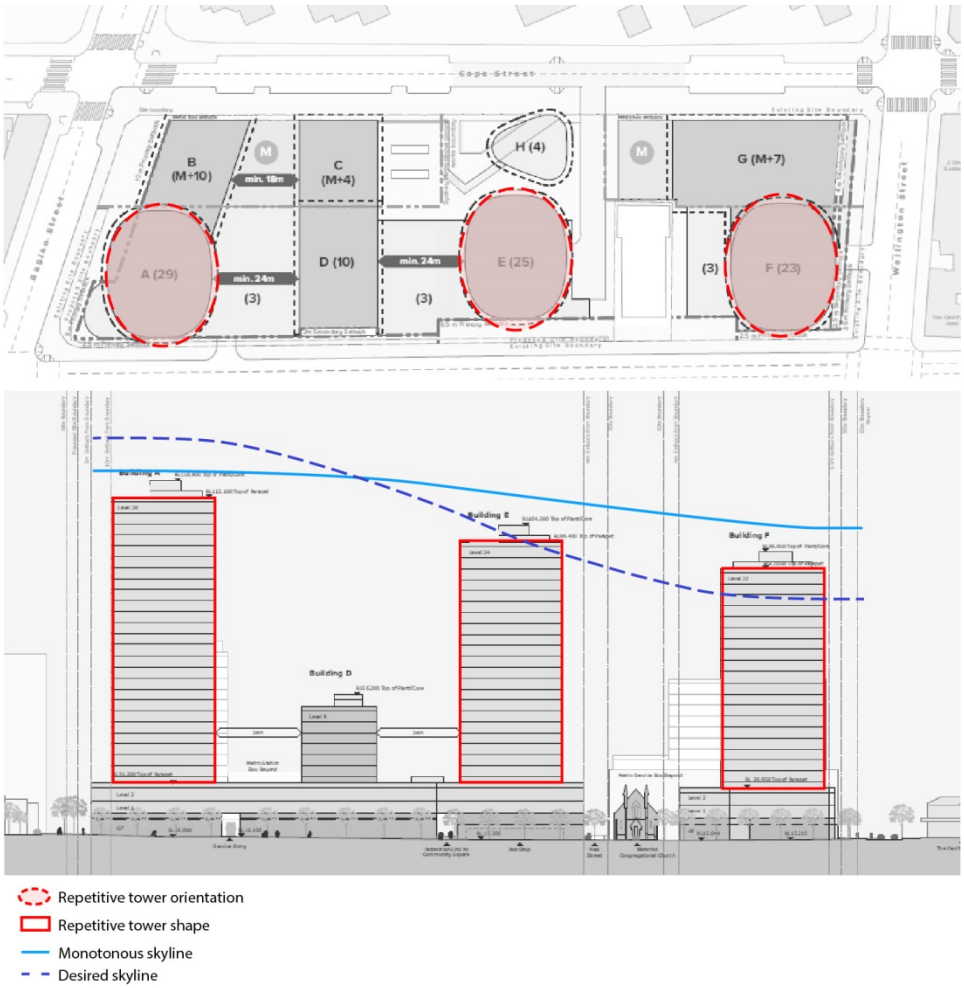


Fig 5: The proposed towers and skyline (Adapted from Turner and Turf)

The proposed Raglan Street elevation appears to be bulky and out of context. An approximately 15st built form (Building B together with the Metro Box) is proposed without any secondary setbacks. A setback for the built form above the Metro Box will emphasise the established 3-4 storey street wall height and will provide a more human-scale streetscape along Raglan Street (Figure 6). Further articulation should also be introduced between the tower forms and the build forms connected to them to distinguish the towers more and reduce the overall bulk (Figure 7).

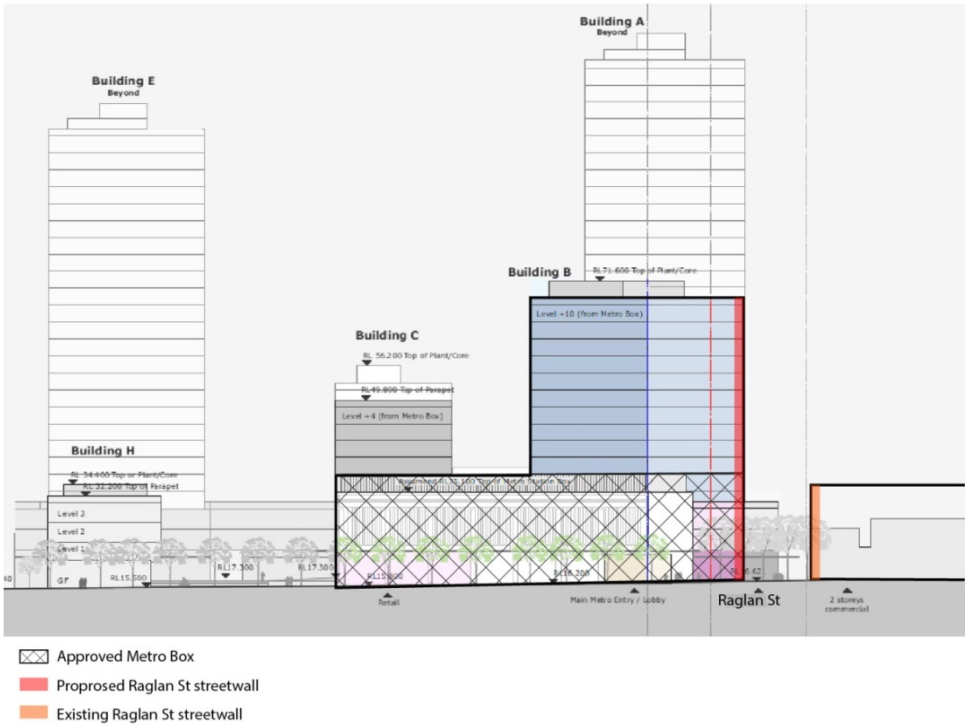


Fig 6: The proposal's response to Raglan Street streetscape (Adapted from Turner and Turf)

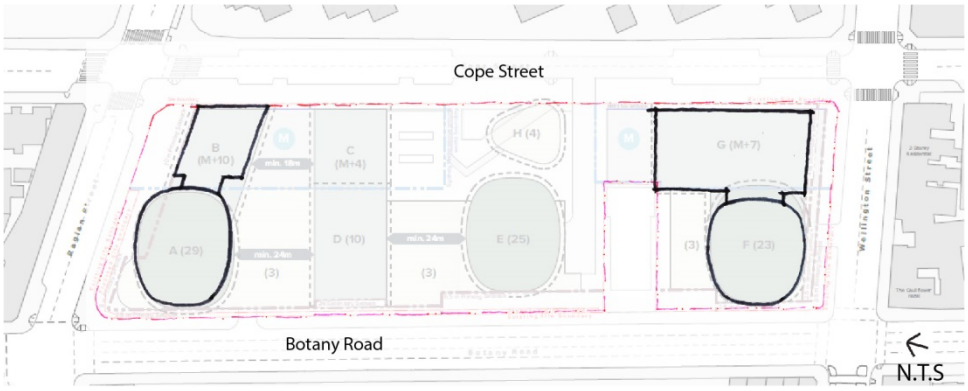


Fig 7: Potential articulation between towers and the built forms above Metro Boxes (Adapted from Turner and Turf)

Separation

The proposal generally has adequate separation distances between the buildings which comply with the ADG requirements.

Permeability and address points

The site is a super block with more than 200m in length (north-south) and approximate 65m in width (east-west). Improving the site's permeability will provide an easy access to the future metro station and the community building proposed. The idea of providing a shared way towards the middle of the site and a pedestrian link within Podium North is supported.

We note that the proposed pedestrian link is in an arcade form with a height of only one storey. Considering the overall scale of Podium North (more than 150m in total and up to 3 storeys), the proposed one storey pedestrian link is not legible as a public way from the street level. It is our opinion that an open to sky pedestrian link should be provided to break down the podium form and provide a legible and inviting pedestrian link linking Botany Road to the future Community Square, metro station and beyond. The open to sky

pedestrian link will also provide clear residential addresses for the proposed Building C, D and F, which currently are recessed back from the street. The connectivity of the Podium North on upper levels can be achieved by providing well-designed light weight pedestrian bridges.

The St. Margarets development (Bourke Street, Surry Hills) and the Republic Apartments (Palmer Street, Darlinghurst) provide good examples of successful through site links which improve the permeability of the super blocks. The super blocks are divided into smaller development parcels by the well-defined pedestrian links and shared paths (Figure 8). Precedent images are provided below (Figure 9).

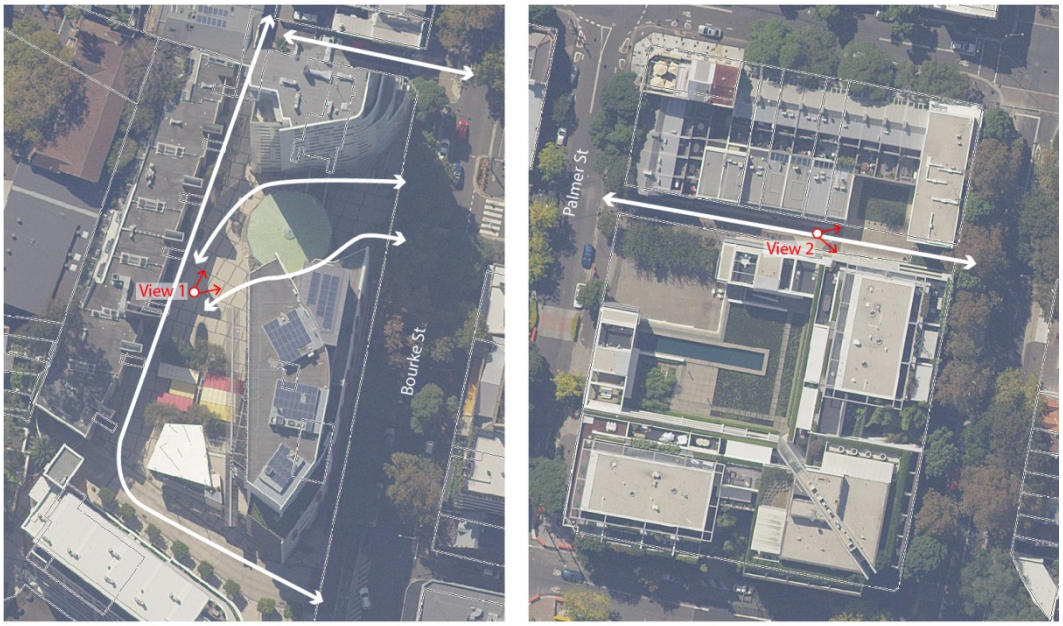


Fig 8: St. Margarets development (left) and the Republic Apartments (right) showing open to sky links (Source: Six Maps)

View 1 View 2

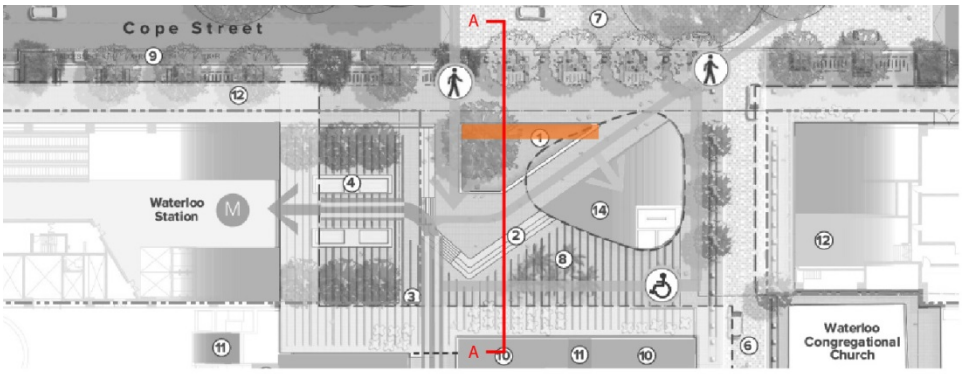
Fig 9: St. Margarets development (left) and the Republic Apartments (right)

Public and communal open spaces

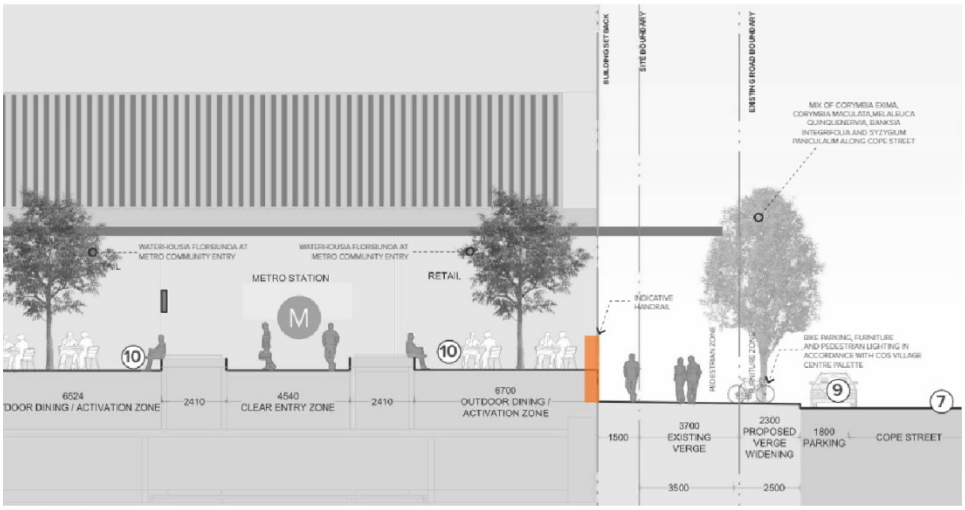
We concur with the approach of providing public accessible open spaces along Raglan Street and Cope Street. This will provide the community and the future metro users with spaces of gathering.

Principally, overshadowing to the future public open spaces by the proposed developments should be minimised to fulfil the design principles outlined in SEPP 65 and ADG. The future Community Square along Cope Street will be heavily overshadowed during the lunch hours (12 noon to 2pm) in mid-winter, according to the shadow diagrams. We understand that the site will transform into a denser urban environment over time, it will be difficult to avoid overshadowing issues. However, it is our opinion that the solar access to the future Community Square should be improved, which can be achieved via a more skilful design (i.e. reduce the height of Building B and C, providing a more articulated built form on top of the metro box etc.).

The proposed Community Square's amenity and useability is further affected by the undercroft area under Building H and Building E's columns onto the footpath. We note that an elevated lawn is provided along Cope Street within the future Community Square. The raised lawn will limit the pedestrian access to the public domain and will create a retaining wall facing the Cope Street footpath (Figure 10). The design should minimise the impacts on the pedestrian movements by removing the obstacles and providing a clear circulation. The St. Margarets development in Surry Hills sets a good example where clear and accessible pedestrian circulations and open spaces are provided with good level of solar access (Figure 8 and 9).



Community Square Plan



Section A-A

Section cut

Elevated lawn limiting pedestrain access and creating a retaining wall facing the Cope St footpath

Fig 10: Cope Street interface (Adapted from Turner and Turf)

The idea of providing setbacks to the heritage item – Waterloo Congregational Church is supported. The proposal provides a good response to the heritage item by providing height and street frontage alignments. It is our concern that the public open space created by the setback from the Podium South to the church will form a left over space, as it lacks ground floor activation and creates a dead end at its eastern end (Figure 11). This space can be improved by providing retail shops with outdoor sitting areas or dedicate the area to the church to form its gathering space.

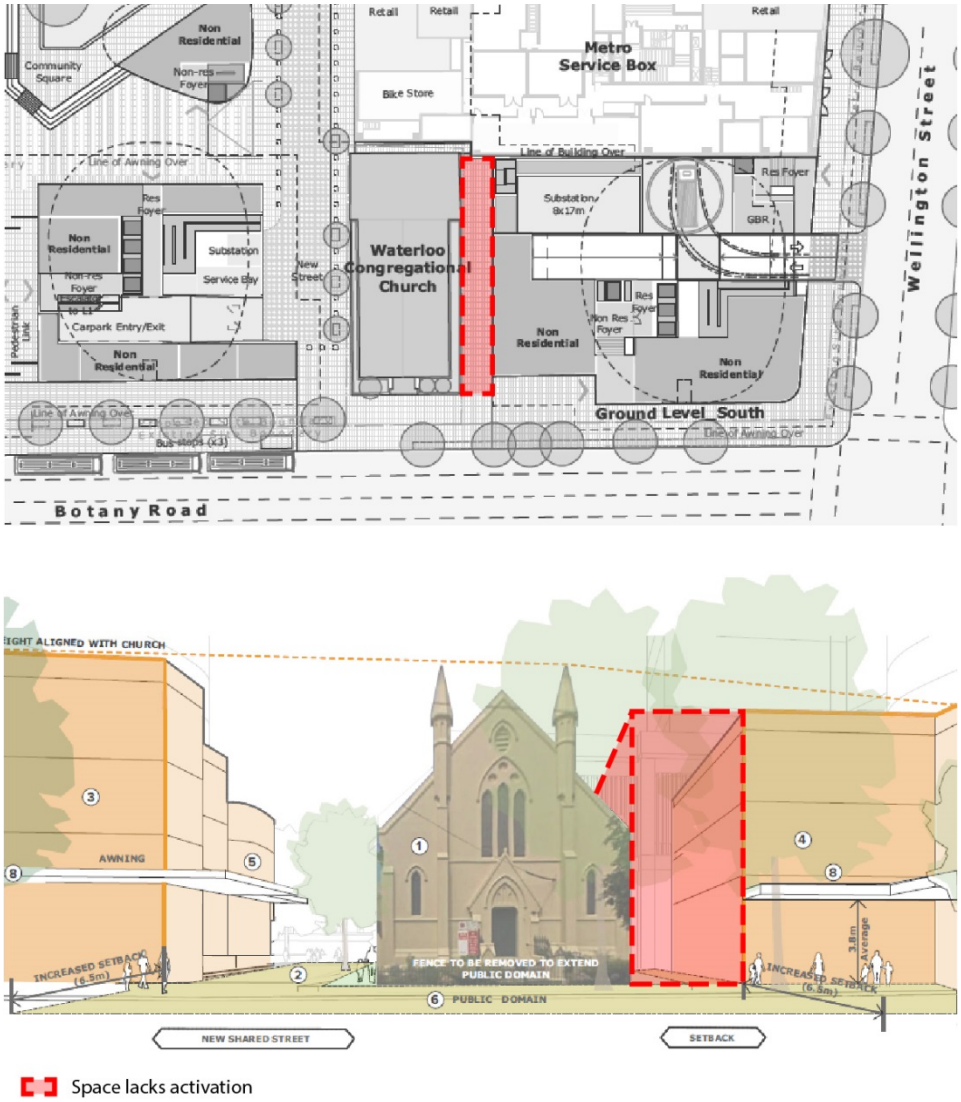


Fig 11: The setback to the church creating a left over space (Adapted from Turner and Turf)

We support the idea of having communal open spaces on podium and rooftop which brings good solar access, sustainable urban environment and complies with the ADG objectives. The proposed deep soil area is acceptable, considering the site is within an urban environment.

Safety

SEPP 65 and the ADG have a strong emphasis on the safety and security. The proposal generally provides a good level of safety for the public and future tenants. However, there are opportunities to improve safety within the proposal.

The residential lift lobby for Building A and B on Basement Level 1 is recessed from the main circulation and have an irregular shape, which will cause wayfinding issues for the future residents. It is not clear whether the proposed commercial parking spaces are separated from the residential parking. Separated parking for commercial and residential uses is required to promote safety and comply with the ADG 4S. This can be achieved via providing boom gates between commercial and residential parking.

The proposed commercial lobby and residential lobby for Building A are not separated. The combined lobby will cause safety issues for the future residents and does not comply with the ADG 3G and 4S Objectives. The same issue exists on Building F. The proposed residential lobby for Building D is not clearly identified as it is recessed deeply into the built form and disturbed by the proposed entry to the Bike Hub. A clearer entry defining the future public domain is desired.

Amenity

The site is constrained by the noise from both Botany Road and aircrafts. The proposal tries to mitigate the noise impacts by orienting the towers away from Botany Road, which is supported in principle. However, solar access to the proposed units is also crucial for residential amenity. We note that solar compliance diagrams are provided, which indicate that the proposal can meet the ADG requirements. It is our opinion that sun eye diagrams should also be provided for further assessment as it is difficult to determine whether the south facing units can receive more than 2 hours solar access in mid-winter based on the information provided.

We note that only one lift is proposed for Building G servicing 9 to 11 units per level, whereas the ADG suggests that the maximum number of apartments off a circulation core on a single level is 8. The number of the units off a lift core should be limited to make sure the amenity of the common circulation areas. A total number of 61 units is proposed sharing a single lift within Building B, whereas the ADG requires that the maximum number of apartments sharing a single lift is 40 for buildings of 10 storeys and over.

The residential amenity is also determined by the apartment layouts. An efficient layout which maximises the usable floor space is desired. There are some units within Building G (2-bedroom apartments near the lift core) appear to have irregular shape with multiple corners (Figure 12). The abovementioned units should be reconfigured to have a more efficient layout.

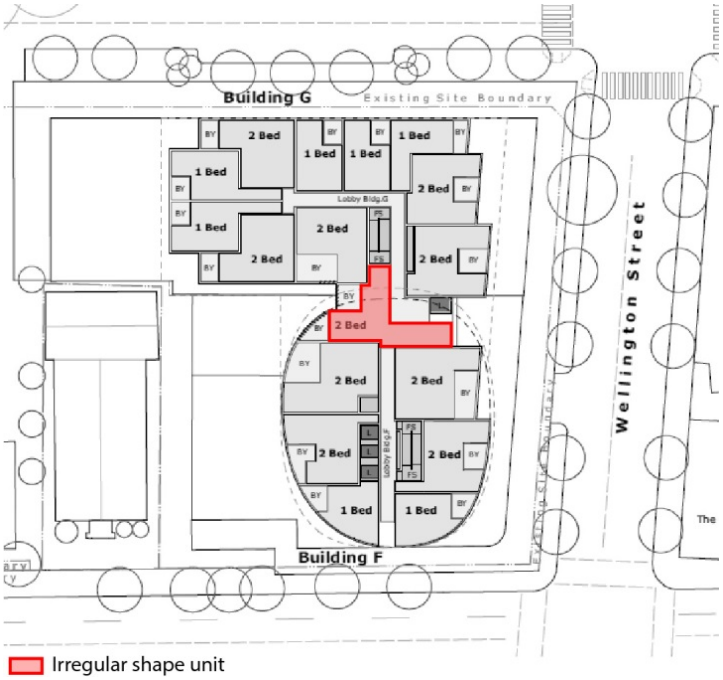


Fig 12: Unit layout should be redesigned (Adapted from Turner and Turf)

Conclusion

Overall, the proposal demonstrates a high level of design thinking and will be the catalyst for redeveloping the site and its surrounding area. The Urban Design Principles and the Objectives nominated in this proposal are supported. Based on the commentary above, we recommend that the proposal to:

- Break down scale to create finer grained development blocks, provide better integration with surroundings, mitigate the increased density and improve access to the future Waterloo Metro Station.

Thank you again for the opportunity to provide comment on this State Significant Development. We trust this submission is of assistance finalising the design for Waterloo Metro Quarter Over Station Development.

Should you wish to discuss this submission, please do not hesitate contacting the undersigned on (02) 8244 8888.

Yours sincerely
Conybeare Morrison International Pty Ltd

Richard Nugent
Design Director

P:\2018\18131 Waterloo Metro Quarter & Over-Station Development\6.2 REPORTS\Working Text\190110_Draft Submission.Docx | WW / ww | 30 January 2019