

YMCI Carter Street

Submission to the SOP Master Plan 2030

Prepared for: YMCI
Date: 15 November 2016



1.0 Introduction

1.1 Introduction and purpose

Purpose of this report

Architectus has been engaged by the landowners of 18 hectares of the Carter Street Precinct (the subject site) to provide a submission on the Sydney Olympic Park (SOP) Master Plan 2030 (2016 Review).

The combined site area the subject site is over 18,000sqm and is located 800m from the Olympic Park Train Station. Our review of the SOP Master Plan 2030 highlights several areas of inconsistency and lack of integration between the SOP Master Plan 2030 and the LEP and DCP planning controls for the Carter Street Precinct. A coordinated approach to the Sydney Olympic Park Precinct and the Carter Street Precinct would support orderly development of the site and ensure coordination and delivery of appropriate public domain, built form and transport opportunities.

The Carter Street Precinct is strategically located and is an exciting opportunity to revitalise the area with a comprehensive and well master planned mixed use precinct. The recent rezoning of Carter Street is to facilitate a vibrant mixed use precinct, including residential apartments, a new school, open space, a local retail centre and significant employment uses.

The detailed submission presents our analysis and recommendations for proposed changes to the SOP Master Plan 2030.

Report objectives

The objectives for this report are to:

- Identify key issues where development potential and the future role of the Carter Street Precinct is compromised by proposals in the SOP Master Plan 2030;
- Recommend changes to the SOP Master Plan 2030 that address the issues identified to ensure orderly and coordinated delivery of development that successfully integrates the Sydney Olympic Park Precinct and the Carter Street Precinct.

The site

The subject site, owned by YMCI, is a significant landholding in the Carter Street Precinct and in close proximity to Sydney Olympic Park. The subject site is approximately 18 hectares in area and is strategically located with:

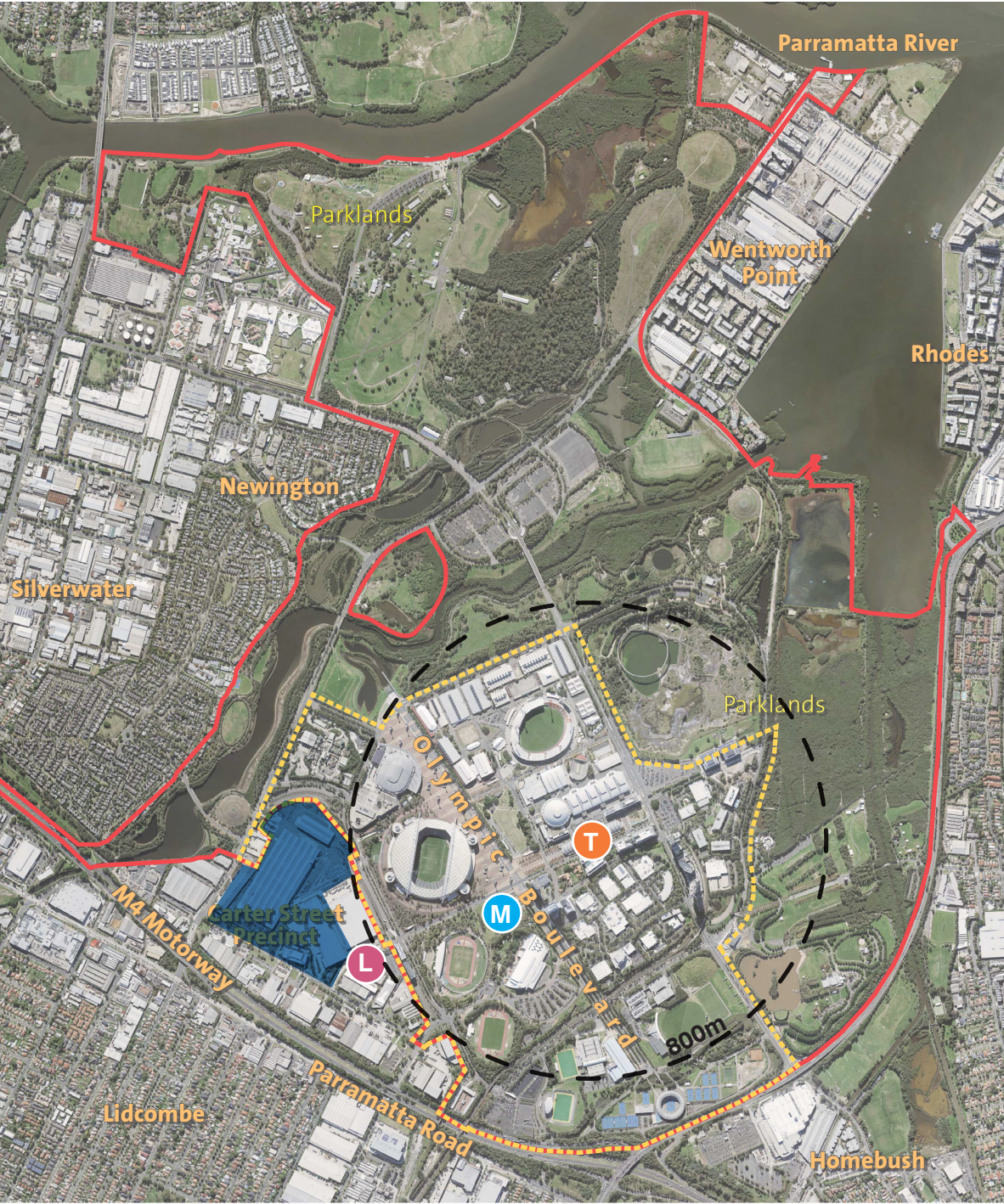
- Sydney Olympic Park to the east, notably the Stadia Precinct and the Olympic Park Train Station approximately within 800m of the site.
- Wentworth Point, the Hill Road corridor and Newington Armory and Blaxland Riverside Park on the banks of Parramatta River to the north. Over 600 hectares of regional public open space within Sydney Olympic Parklands is literally at the doorstep of the subject site.
- The M4 motorway to the south which is currently undergoing widening as part of the WestConnex project
- The residential suburb of Newington and Haslams Creek and open space to the west
- The proposed Parramatta Light Rail route is planned to connect to Sydney Olympic Park and provide a connection to Strathfield Train Station. There is a possibility of influencing the final route to provide a connection to Carter Street which would be of enormous benefit.

Overall coordination of SOP Master Plan 2030 and Carter Street LEP / DCP 2016

The objects of the *Environmental Planning and Assessment Act 1979 (EP&A Act)* include 'the promotion and coordination of the orderly and economic use and development of land' (Section 5, Clause a(ii)), and 'to promote the sharing of the responsibility for environmental planning between the different levels of government in the State' (Section 5, Clause b).

The coordination of the planning for the Carter Street Precinct and Sydney Olympic Park Precinct is required to promote the orderly use and development of land, including the alignment and logical hierarchy of streets and connections, and the management of adjoining land uses such as the planned school and open space. In order to achieve the objectives of the EP&A Act, the State Government must share in the responsibility of orderly planning between SEPPs and LEPs.

Development principles in the Carter Street Development Control Plan 2016 are 'to develop as an integral part of the broader Sydney Olympic Park Strategic Centre'. The functional relationship between the two precincts must be acknowledged in planning for both precincts.



Key

Sydney Olympic Park

Sydney Olympic Park Town Centre

- Existing train station
- Potential metro station
- Potential light rail stop
- Subject site

(image source: adapted from SOP Master Plan 2030)

The Carter Street Precinct is strategically located and is an exciting opportunity to revitalise the area with a comprehensive and well master planned mixed use precinct.

The recent rezoning of Carter Street is to facilitate development of a vibrant mixed use precinct, including residential apartments, a new school, open space, local retail, and significant employment uses.



Images source: Carter Street DCP 2016

2.0 Issues and recommendations

2.1 Entry and arrival experience on Hill Road

The Traffic and Transport Strategy (2016 Review), outlines how the additional traffic impacts resulting from the proposed land uses in the SOP Master Plan 2030 will be managed through the implementation of key regional and local road upgrades.

The SOP Master Plan 2030 includes the widening of Hill Road between the M4 Motorway and Old Hill Link Road to improve access to Sydney Olympic Park and surrounding precincts. These upgrades also include a new eastbound on-ramp from Hill Road to the M4 and westbound off-ramp from the M4 Motorway to Hill Road.

Existing character of Hill Road

The existing road corridor of Hill Road has two distinct characters:

- Hill Road north of Old Hill Link has generous landscape buffers and is consistent with the rest of the Olympic Parkland street character for this type of road that is primarily serving traffic conveyance.
- South of Old Hill Link, Hill Road is presently flanked with industrial development with very little setbacks and no landscape buffers within the road reservation. The visual quality of the corridor in this location is very poor and appears jarring when compared to other main roads serving Sydney Olympic Park.

Presently heavy vehicles from the M4 and Parramatta Road accessing employment lands on the south side of Carter Street can do so with a right-hand turning movement into Carter Street from Hill Road. The Carter Street Precinct rezoning envisaged this right-hand turn would continue to operate and heavy vehicles would not move through local residential streets.

Current average daily traffic on Hill Road is around 36,567 combined vehicles in both directions. The Traffic and Transport Strategy (Review 2016) prepared by Parsons Brinkerhoff, projected an increase of 45-55% to 2021 during peak hours, which included all surrounding development. This will take the ADT well above the 40,000 vehicle threshold.

Future planned changes to Hill Road

The projected increase of residential GFA from 500,000 m2 to 850,000 m2 and intensification of entertainment and residential uses in SOP will add additional traffic to the limited roads in and out of the precinct. There are only four vehicular access points from the Sydney Olympic Park Precinct to the M4, two of which go through Carter Street. The Carter Street Precinct is affected by a significant amount of through traffic and of particular concern the Hill Road corridor and increased traffic that will directed through the local road network to access employment uses on Carter Street.

As part of the SOP Master Plan 2030 and ANZ stadium capacity upgrade there is a major upgrade proposed for the intersection with Hill Road and along approximately 400m of the Hill Road corridor to facilitate increased traffic flow into and out of Sydney Olympic Park and the broader Olympic peninsula.

This includes a grade-separated flyover for westbound vehicles entering the SOP peninsula that is over 9m above existing ground level at the intersection of Hill Road and Carter Street. This will severely compromise the residential amenity of zoned residential land immediately to the east of the off-ramp within the Carter Street Precinct.

There are four significant impacts of this road widening and grade separated off-ramp on the planned residential community at Carter Street:

1. The west-bound grade separated off-ramp from the M4 to Hill Road will impose a severe visual impact for a frontage of approximately 400m of planned residential development.
2. Significant acoustic impacts from additional traffic movements including heavy vehicles. This triggers the Infrastructure SEPP that requires internal noise levels to be satisfactorily met for residential development. To reduce internal noise levels to acceptable levels residential apartments will be required to provide fixed acoustic louvre panels and/or provide only single-aspect apartments facing east. This will result in a blank façade for all residential buildings facing Hill Road.
3. The inability to transfer lost residential GFA elsewhere on the Carter Street site will result in very bulky, poorly articulated built form as the developer will be forced to economise on development costs that is severely compromised by noise and visual impacts. In order to address noise and visual impacts of the road widening and grade separated off ramp, the likely design response will be above ground parking for the first 4 storeys.
4. Should residential development proceed on the remaining available zoned residential with the above constraints, this will result in a very poor entry and arrival experience for Sydney Olympic Parklands, not in keeping with a State Significant Development and completely inconsistent with the SOP Master Plan 2030 and Carter Street DCP 2016

The best urban design outcome would be to extend the boulevard character of Hill Road into the Carter Street Precinct and provide an impressive entry and arrival experience with generous landscaping and clear views to the Stadium. This approach would also help to reduce

traffic and noise impacts on future residential development and create a memorable gateway boulevard that reinforces the iconic significance of Sydney Olympic Park.

Similarly, residential development proposed in the SOP Master Plan 2030 at the proposed new intersection of Hill Road and the extension of John Ian Wing Parade will be impacted by the widening of Hill Road. These sites are located too close to the busy intersection and will not be suitable for residential development.

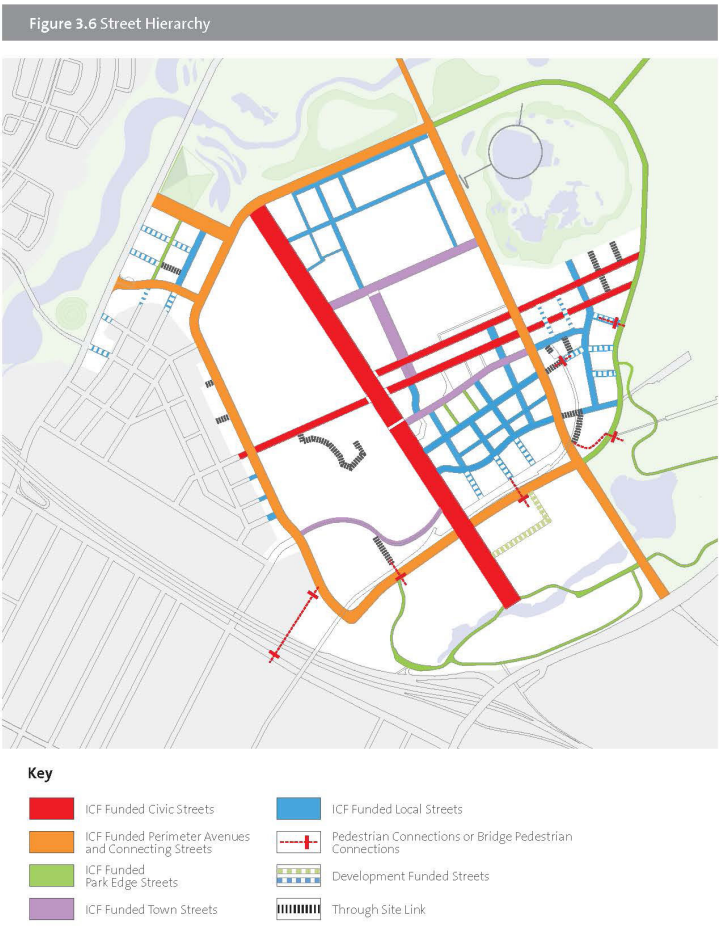
The proposed extension of John Ian Wing Parade into the Carter Street Precinct provides an opportunity for regional cycle links to the broader Sydney Olympic Park Precinct via the new intersection. Investigation of a potential regional cycle link along John Ian Wing Parade should be undertaken.

The future function of the John Ian Wing Parade as the main access point from the M4 Motorway into the Carter Street Precinct will not support on-street car parking. The SOP Master Plan 2030 should be updated to remove the proposed on-street car parking shown at the intersection of Hill Road and John Ian Wing Parade.

Recommendations

1. Undertake an assessment of the potential impacts resulting from the Hill Road widening and access ramps on the planned future residential development along the Hill Road corridor.
2. Change the proposed zoning of land at the new intersection of John Ian Wing Parade and Hill Road, from residential to open space to integrate with open space in the Carter Street Precinct, accommodate the Hill Road widening and to provide sufficient landscape buffer to reinforce the Perimeter Avenue Character.
3. Remove the proposed on-street car parking identified in Figure 3.10 'Parking Plan' at the intersection of the Hill Road and John Ian Wing Parade intersection.
4. Update Figure 3.6 'Street Hierarchy' in the SOP Master Plan 2030 to reflect the function of Hill Road as a 'Perimeter Avenue and Connecting Street'.
5. Extend a cycleway connection servicing Carter Street to John Ian Wing Parade, connecting to the Louise Sauvage Pathway and broader Olympic Parklands.

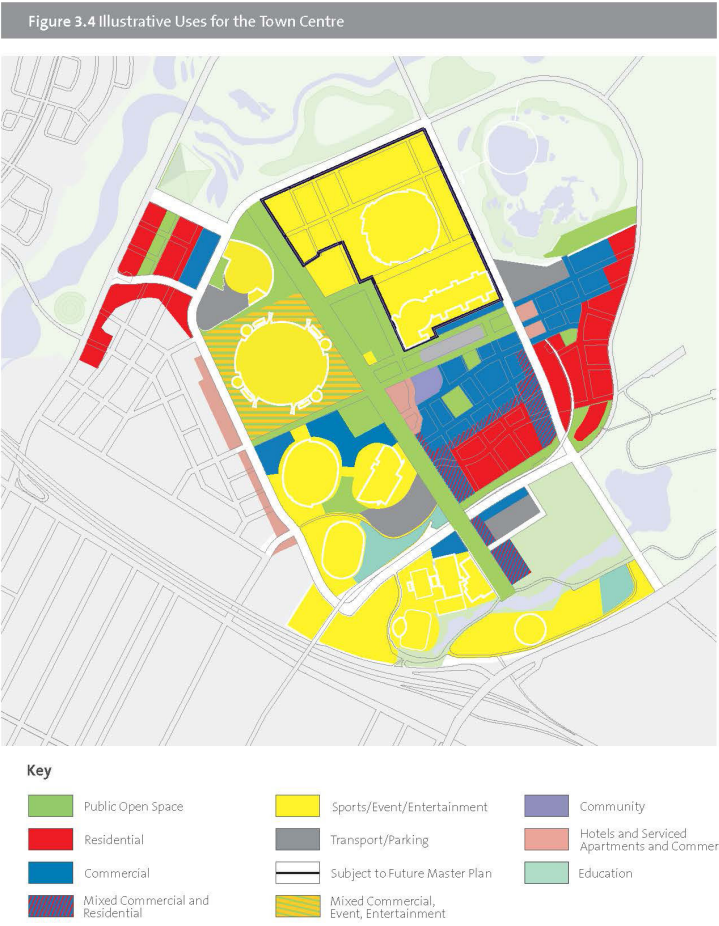
3.0 Planning Principles



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The street hierarchy plan should consider how the Carter Street Precinct integrates with the SOP Master Plan 2030. In particular, Hill Road should be designated as a Perimeter Avenue keeping in character with the streets that ‘frame’ Sydney Olympic Park and function principally for traffic conveyance.

3.0 Planning Principles



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The sliver of residential development between the Carter Street Precinct and along the frontage of Hill Road should be designated as open space and traffic functions should be coordinated with the Carter Street Precinct.

3.0 Planning Principles



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Hill Road will become a major entry road for Sydney Olympic Park via the westbound off-ramp from Westconnex. It is a very important entry and arrival experience for Sydney Olympic Park and views to iconic structures such as ANZ stadium should be considered.

2.2 Local street network

The future vision for Sydney Olympic Park is to create an active and energised Town Centre that is accessible to residents, visitors and workers that will seamlessly integrate with its surrounding communities through a network of public transport, streets, pedestrian and cycleway.

However, the SOP Master Plan 2030 does not identify new local road connections on the Coach Parking site, as shown in the Carter Street DCP 2016.

These new roads are a critical element in delivering an integrated street network that will assist in the delivery of a fine grain street pattern, which in a dense urban environment provides the best urban design and connectivity outcome.

Wayfinding and sense of place within large centres such as Sydney Olympic Park is increasingly important as densities increase, not only to ensure integration with surrounding communities, but to reinforce key view corridors provided by local street connections to the Stadium.

Given the iconic nature of the Stadium, local road connections that end in a view of the Stadium are very important to provide a legible street network and provide important visual connections within Sydney Olympic Park and to surrounding communities.

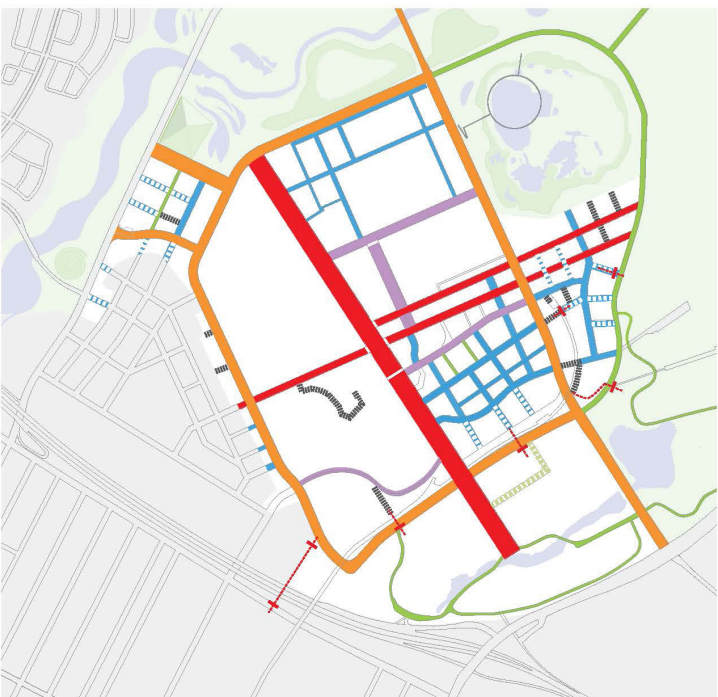
Additionally, local road connections are not just for conveyance of traffic, but also perform important servicing functions such as access to buildings and basement car parking and providing opportunities for on street parking.

Recommendations

1. Revise the SOP Master Plan 2030 to ensure the road layout is consistent with the Carter Street DCP 2016.
2. Upgrade the proposed 'through site links' on the Coach Parking site to local road connections, consistent with the Carter Street DCP 2016.

3.0 Planning Principles

Figure 3.6 Street Hierarchy



Key	
— ICF Funded Civic Streets	— ICF Funded Local Streets
— ICF Funded Perimeter Avenues and Connecting Streets	- - - Pedestrian Connections or Bridge Pedestrian Connections
— ICF Funded Park Edge Streets	- - - Development Funded Streets
— ICF Funded Town Streets	- - - Through Site Link

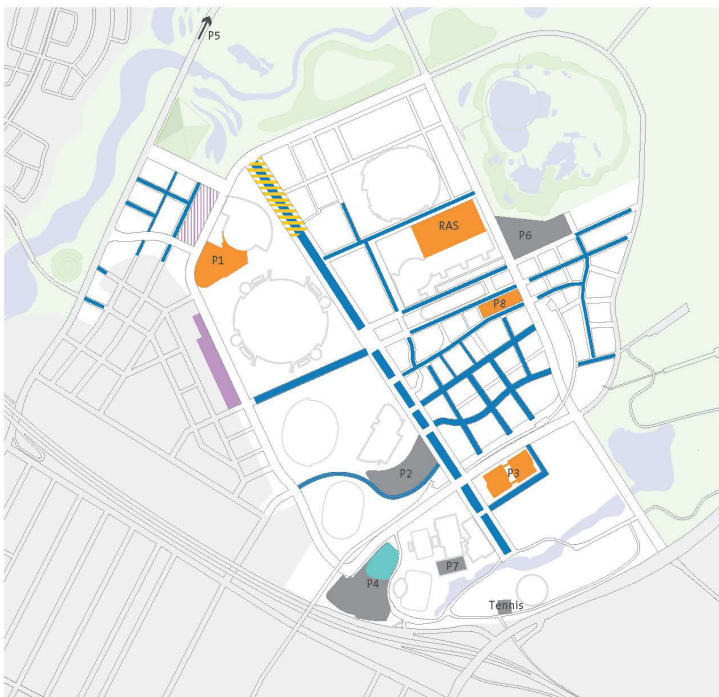
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Local street connections from the Carter Street Precinct to Edwin Flak Avenue should be reinstated. Coordinate local street network with the Carter Street Precinct DCP 2016. This will facilitate the range of functions local streets provide and will be important visual connections to iconic structures such as the ANZ Stadium.

3.0 Planning Principles

Figure 3.10 Parking Plan



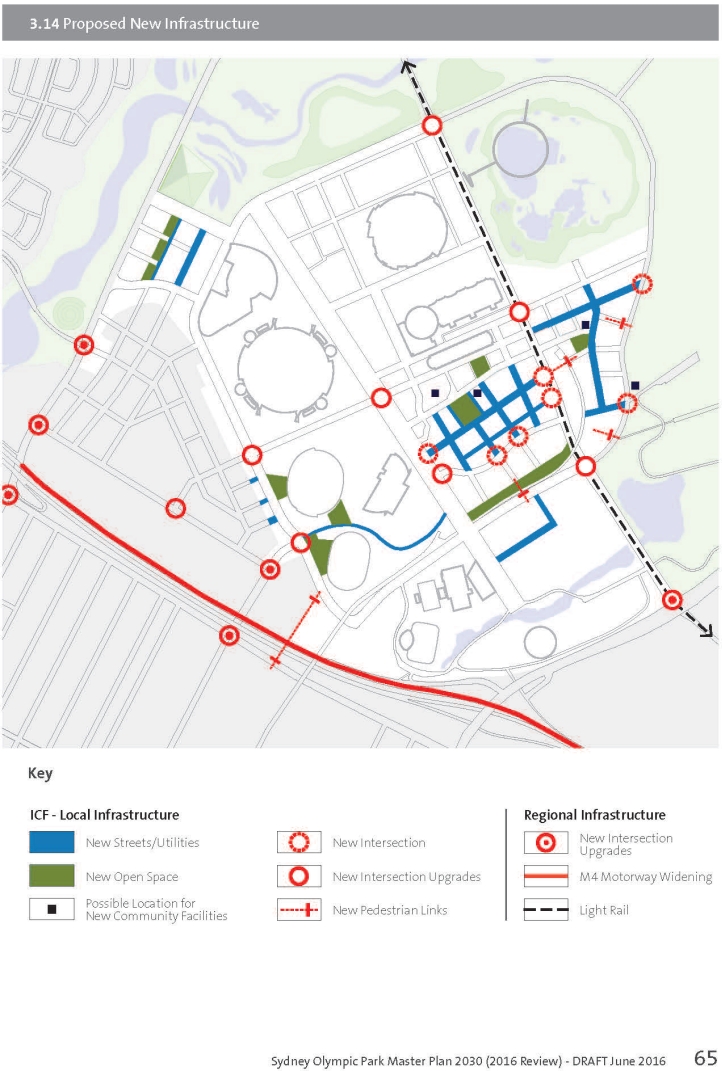
Key	
— On Grade Off Street Car Parking	— Proposed Short Term Coach Parking
— Structured Car Parking	- - - On Street Bus Terminals (Event Mode Only)
— Structured underground Coach Parking (Minimum 100)	- - - Proposed Coach Parking
— On Street Parking	
P5 Public Carpark Number	

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Proposed on street parking for the roads entering the Carter Street Precinct from Hill Road should be removed.

3.0 Planning Principles



The intersection upgrade plan should consider how this is coordinated with the westbound off ramp from the Westconnex. It is understood that right-hand turning movements northbound on Hill Road into Carter Street will no longer be possible and heavy vehicles will be forced to use local streets within the Carter Street Precinct (refer to the 'Green Link' road in the Carter Street DCP 2016).

The Carter Street DCP 2016 shows future local street connections to Edwin Flack Avenue and designates Hill Road as a primary street. This needs to be coordinated with the proposed traffic functions that service Sydney Olympic Park.

2.3 Conflicting land uses adjoining Carter Street

Location of School in Carter Street Precinct

The SOP Master Plan 2030 does not accurately reflect the location of the zoned school site in the adjacent Carter Street Precinct. The school site is zoned SP2 'School' under the Auburn LEP 2010 and is identified in the incorrect location in Figure 11 of the Department's and SOPA's *Summary of Proposed Planning Changes Report*.

The SOP Master Plan 2030 identifies possible sites for a community facility and childcare centre that are co-located with the wrongly identified school site. The community facility and childcare centre sites should be updated to be located close to the school site in the adjoining Carter Street Precinct.

The SOP Master Plan 2030 also identifies a new road connection through the Carter Street school site which is not consistent with the road layout in the Carter Street DCP 2016.

Recommendations

1. Ensure the location of the Carter Street school site in the SOP Master Plan 2030 is consistent with the land zoned SP2 'School' under the Auburn LEP 2010.
2. Revise the possible sites for a co-located community facility and childcare centre near the Carter Street school site.
3. Remove the proposed road connection through the Carter Street school site, consistent with the Carter Street DCP 2016.

Proposed hotel and serviced apartment development on Edwin Flack Avenue

The narrow strip of land currently used for Coach Parking on Edwin Flack Avenue is proposed for hotels and serviced apartment development under the SOP Master Plan 2030. The site is proposed as a 'tower zone', with buildings heights of 149m (45 storeys).

This site directly adjoins land zoned for a future primary school in the Carter Street Precinct and raises potential visual and privacy concerns given the proposal for hotels and serviced apartments, up to 45 storeys, adjacent to the school site.

The proposed land uses and building heights may impact on the adjoining school site and more suitable land uses should be considered. The land is also zoned B4 Mixed Use zone which allows a range of uses, including residential flat buildings. The proposed increased height and density controls will allow residential towers in this location, which is not appropriate for a range of reasons, including potential impacts on adjoining land uses, impacts on iconic landmarks and significant noise constraints.

Furthermore, the proposed road alignment in the Carter Street DCP 2016 isolates a small portion of the Coach Parking site, adjacent to the school site. This isolated pocket is opposite an important link in the Stadia Precinct and is an important visual termination and would be more appropriately zoned for open space. This is consistent with the provision of small pocket parks near to key corner locations, at the end of important through site link vistas and to also mark key public institutions that service the whole precinct. An open space zoning could also provide an address point and pedestrian access to the school site from Edwin Flack Avenue.

Recommendations

1. Review the proposed land uses and building heights for the Coach Parking site to consider any potential privacy or visual impacts on the adjoining Carter Street school site.
2. Amend the proposed zoning for the isolated pocket of land on the Coach Parking site to a zone that is complimentary to the future school uses, such as RE1 Open Space.

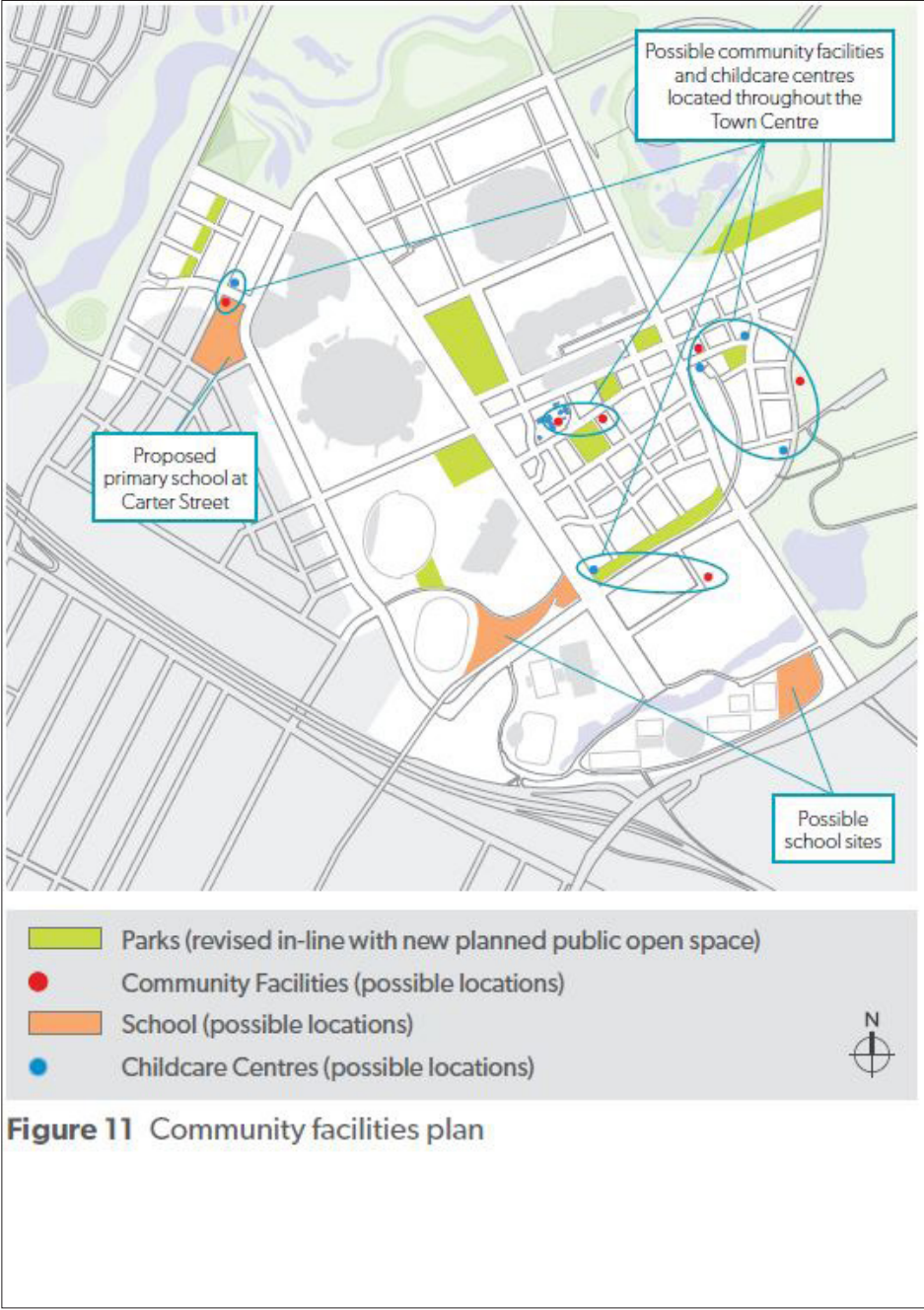
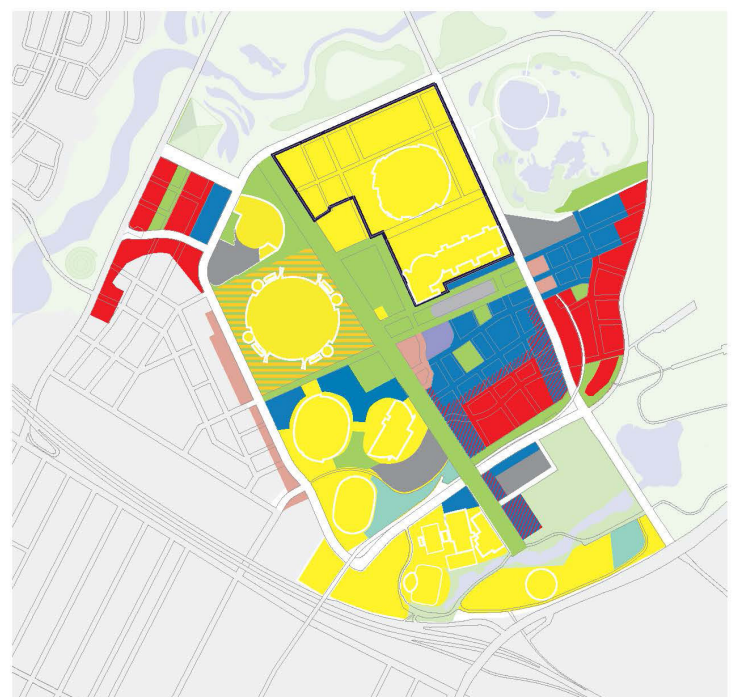


Figure 11 Community facilities plan

The community facilities plan should show the zoned school site within the Carter Street Precinct. The above plan incorrectly shows the school site in the wrong location.

3.0 Planning Principles

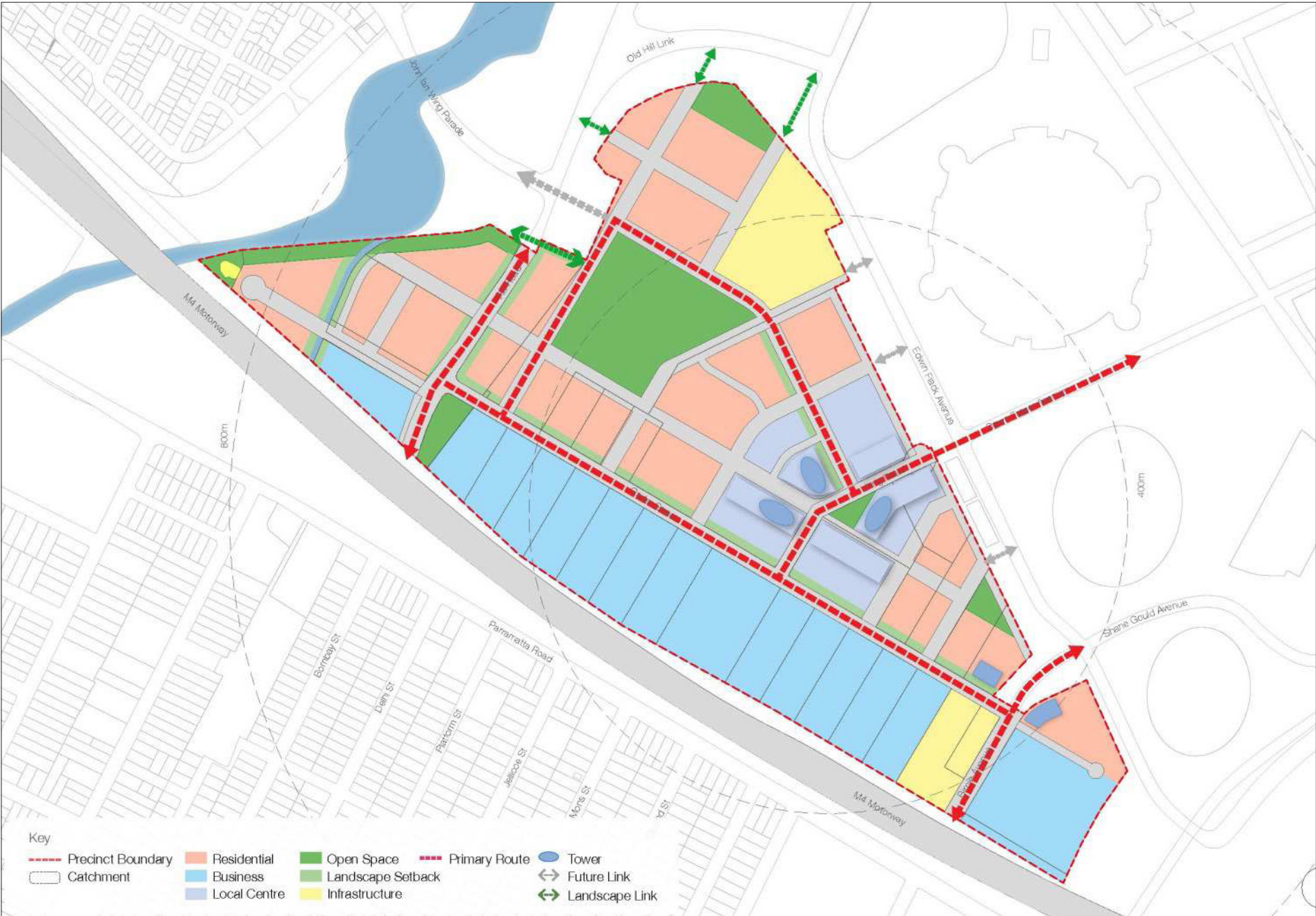
Figure 3.4 Illustrative Uses for the Town Centre



Key

Public Open Space	Sports/Event/Entertainment	Community
Residential	Transport/Parking	Hotels and Serviced Apartments and Commercial
Commercial	Subject to Future Master Plan	Education
Mixed Commercial and Residential	Mixed Commercial, Event, Entertainment	

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The Carter Street DCP 2016 shows future local street connections to Edwin Flack Avenue and the zoned school site that conflicts with the proposed high density serviced apartment zone on Edwin Flack Avenue with no separation.

2.4 Building Heights

Overall building height strategy

We support the proposed building heights in the SOP Master Plan 2030 as they ensure an efficient use of land, maximise development potential within the priority growth area and will maximise the benefits of large infrastructure investment by the Government.

However, there is now a lack of a coordinated building height strategy between the SOP Master Plan 2030 and adjoining precincts in the broader Olympic peninsula. The SOP Master Plan 2030 proposes three main spines of towers, roughly North-South along the major roads – Olympic Boulevard, Australia Avenue and Edwin Flack Avenue. Immediately adjoining the Carter Street precinct on Edwin Flack Avenue a maximum building height of 149m is proposed.

The increased building heights in the SOP Master Plan 2030 are intended to enhance the Town Centre’s distinctive skyline, promote smaller floorplates and create more slender tower forms. In contrast, the existing maximum height limit of 22 storeys in the Carter Street precinct is not consistent with this approach and is likely to result in a poor urban design outcome with large floorplate and short, bulky towers. We believe the proposed heights in the SOP Master Plan 2030 should form the basis of a coordinated and consistent building heights strategy across the broader growth area.

We note that during finalisation of precinct planning for Carter Street an urban design review was undertaken by SJB who recommended a cluster of towers ranging from 20-30 storeys to mark the Uhrig Road local centre and recommended taller buildings be positioned at the south-eastern corner of the site to earmark the entry point off Birnie Avenue, adjacent to the M4 Motorway. However, maximum building heights were reduced to 72m (22 storeys) to ensure Sydney Olympic Park

sites remained the dominant built form elements of the wider Olympic peninsula.

Considering the proposed building height increases in the SOP Master Plan 2030, there should be a review of the proposed built form strategy for the broader Olympic peninsula to ensure a consistent and coordinated approach throughout the growth area.

We also consider the proposed ‘tower zone’ on Edwin Flack Avenue to be inconsistent with the proposed Stadia Precinct controls, which aim to ensure that maximum building heights complement the existing Stadium building and preserve significant views to the Stadium. A review of the proposed building heights on the Coach Parking site is required to address interface issues with the Carter Street Precinct and consider any potential impacts on views to the Stadium.

Recommendations

1. Implement a consistent built form strategy across the broader growth area in response to the proposed building heights in SOP Master Plan 2030. Identify any recommended changes, including potential changes in adjoining precincts, to be considered in future amendments by the Department or Council.
2. Review the proposed building heights on the Coach Parking site to mitigate any interface issues and ensure an integrated built form between Sydney Olympic Park and adjoining land uses in the Carter Street Precinct.

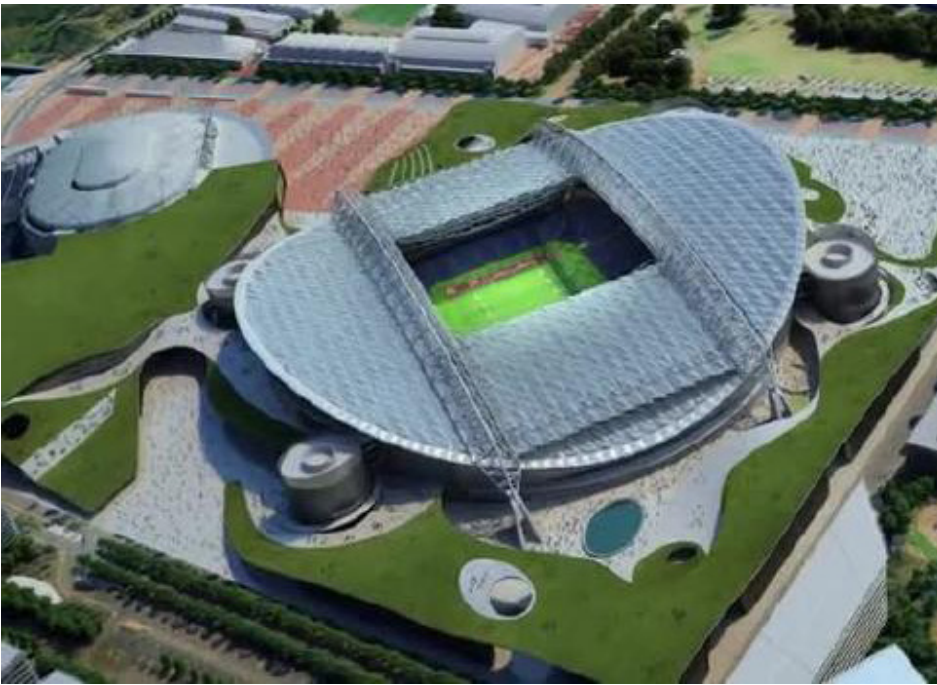
Built form proposed around the stadium plaza area

The revised Master Plan proposes infill development around the Stadium and within the plaza. Given the iconic nature of the Stadium and its significance as a landmark for the area, we do not support the proposal to allow infill buildings or structures around the edge of the stadium, but instead recommend leaving the stadium clearly visible from the surrounding public domain.

The proposed built form controls around the stadium allow structures up to 8 storeys in height and are not supported. The plaza and public domain around the stadium and along Olympic Boulevard is critical for pedestrian movement and amenity, and ensures views to the stadium along Olympic Boulevard are preserved.

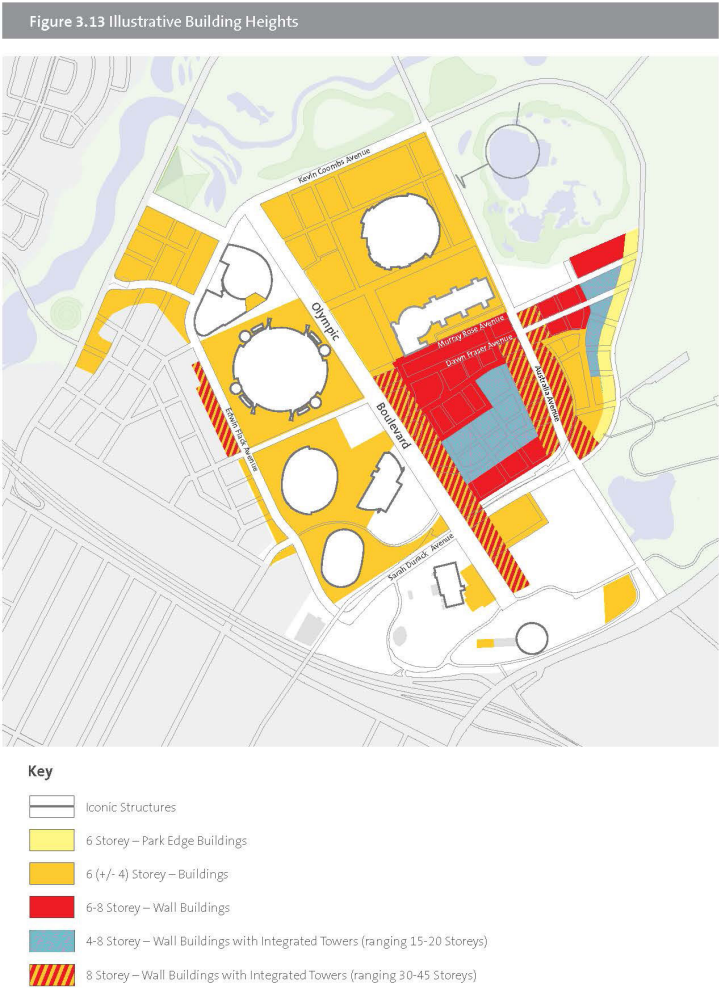
Recommendations

1. Amend the proposed planning controls to prohibit infill development around the stadium.
2. Develop a public domain strategy to support the SOP Master Plan 2030 and to establish a clear framework to enhance public spaces in Sydney Olympic Park.



The proposed infill development around the ANZ stadium is not supported. (image source: BVN Architects)

3.0 Planning Principles



The building heights strategy should be coordinated with the Carter Street Precinct. It is understood the heights for the Carter Street LEP and DCP were restricted to remain consistent with the proposed heights of SOP. With the revised heights an overall strategy for building heights should be considered including how tall buildings should be arranged and located within the Carter Street Precinct.

3.0 Planning Principles



The ANZ stadium is an important iconic building and legacy of the Olympic Games in Sydney. Infill development around the stadium is not supported as it does not reflect the heritage principles in the SOP Master Plan 2030, which recognise the role of the Olympic Boulevard and Plaza as one of the main organising elements in urban core.

3.0 Planning Principles



Public spaces around the Stadium are critical for pedestrian movement and amenity and ensure views to the Stadium are preserved. Infill development around the stadium is not supported as it is contrary to the public domain strategy of clear open plaza space around the stadium.

2.5 Noise

The acoustic assessment for the SOP Master Plan 2030, identified large areas of Sydney Olympic Park and the adjoining Carter Street Precinct that are impacted by noise. The acoustic suitability modelling identifies areas with significant noise constraints where residential development should be prohibited.

The SOP Master Plan 2030 proposes hotel and serviced apartments, up to 149m in height, on Edwin Flack Avenue adjacent to the stadium. This site is significantly affected by noise and the acoustic suitability assessment determined that residential uses, including hotels and serviced apartments, over 50m in height should be prohibited.

We understand the intention of increasing building heights along Edwin Flack Avenue is to create a noise buffer for development in Carter Street, however, given the significant noise constraints in this location, the suitability of the proposed land uses should be reviewed.

We also note that Figure 4.8 in the SOP Master Plan 2030 does not accurately reflect the extent of noise impacts across the site. The acoustic suitability modelling for residential development over 50m in height must be included to ensure the acoustic suitability modelling is accurately represented in the SOP Master Plan 2030.

As part of the \$350M ANZ stadium upgrade a retractable roof is proposed that could have significant implications on the ability of the stadium to mitigate noise impacts on the surrounding zoned residential areas.

Recommendations

1. Review the suitability of the proposed land uses and building heights along Edwin Flack Avenue, consistent with the recommendations of the acoustic assessment and requirements of Section 4.6.15 'Noise Controls'.
2. Update the controls in Section 4.6.15 to include the acoustic suitability modelling for residential development over 50m in height.
3. Consider how the proposed retractable roof structure will assist in noise mitigation for noisy events.



The ANZ stadium upgrade includes a proposal for a retractable roof that could assist in noise mitigation and should be considered as part of the noise management on zoned residential areas within the Carter Street Precinct.

4.0 General Controls and Guidelines

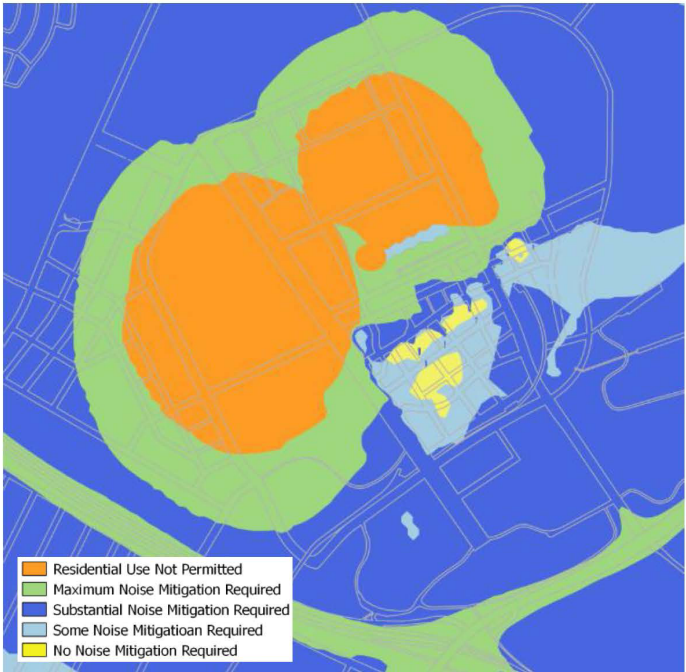


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Figure 4-3 Acoustic suitability for residential development, over 50m building height



4.1 In-principle acoustic facade design

The acoustic design of a building facade – particularly where full-width and / or full-height glazing is preferred – is dictated by the acoustic performance of its glazing.

The design of any acoustically-rated facade can only be confirmed at the detailed design stage once building parameters, such as building orientation, glazing dimensions, room furnishings and decisions on including additional acoustic building elements, such as soffit absorption, blade wall or baffles are known. The in-principle facade treatments below are based on generic design details of habitable rooms located on exposed facades. The identification of such generic treatments is for the purpose of establishing the feasibility of siting residential buildings in the chosen locations. Each proposed development should be subject to a detailed acoustic assessment to be submitted with the development application.

WILKINSON MURRAY

The SOP Master Plan 2030 incorrectly shows the noise impact map for 'buildings over 25m' when in fact it is buildings in the range of 25-50m. For buildings over 50m the impact is much greater as shown in the supporting noise management guidelines. This has a large impact on the zoned residential areas within the Carter Street Precinct and needs to be properly coordinated and considered.

