



STRATEGIC DIRECTION 9 

SUSTAINABLE DEVELOPMENT RENEWAL AND DESIGN

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Well designed housing a boost to liveability

CITY CONTEXT

Good urban design contributes to the liveability of the City and plays a major role in maintaining and improving Sydney's status relative to other cities

Cities attract people and investment through the range of employment, social, cultural, recreational, business and educational opportunities they offer, which all can contribute to overall quality of life. Global cities are even more attractive because of the depth of available economic and cultural opportunities. Sydney is particularly well positioned and enjoys a unique advantage—its central area is highly attractive and liveable.

The City is renowned for clear blue skies. It sits on beautiful Sydney Harbour, with world class parklands and has surrounding natural assets such as the beaches and bays along with heritage buildings and cultural and entertainment facilities that are popular with visitors and residents. If the City is to continue to attract and retain global talent, and compete for tourists and visitors, the quality of architecture, urban design and major renewal sites all have a significant role.

Urban design is about spatial planning—the spaces between buildings—and understanding what needs to be controlled and what can be allowed or encouraged to happen. The best urban design provides a long-term vision for the physical form of the City that allows for the small incremental changes to contribute to the ultimate realisation of the long-term vision. The reason that it is important to identify linkages, street networks or future parks and boulevards now is that it may well take the next 20 years or more to achieve.

While most of the City that will exist in 2030 is here now, some parts of the City will undergo significant change and renewal

Most roads, parks and probably the majority of the buildings in the City may be improved or renovated but will remain largely as they are over the next 20 years and beyond. However, change is constant. The physical history of the City is one of continuing intensification, displacement and expansion. Examples of this process are the graveyards, abattoirs, rifle ranges, gaols and industrial activities which have been continually relocated to the edge of the City. Current planning needs to anticipate the major changes in the structure of the City and the distribution and intensity of activities.



City of Sydney

Harbourside parklands

Renewal sites provide the opportunity to greatly improve the social, economic and environmental performance of the City and Sydney Region

Parts of the City are likely to undergo significant renewal over the timeframe of 2030 Vision. These areas will host up to 70 per cent of new dwellings and up to 50 per cent of new jobs, and include Barangaroo, Frasers Broadway (former CUB site), Green Square, Redfern-Waterloo, Ashmore Precinct and around Central Station and the Alexandra Canal. Additional locations may be identified in future to cater for longer term growth and investment opportunities. The comprehensive changes in these areas, including infrastructure, roads, built form and landscape, compared to the incremental change that will occur elsewhere, provides an opportunity to greatly improve the social, economic and environmental performance of these areas, and positively influence the way development occurs generally in the City.

Significant action is required to meet the stringent and ambitious environmental targets that the City of Sydney has set. Renewal sites will be required to implement innovative ideas in pursuit of these targets, as they will need to 'compensate' for existing areas, where inertia and slow redevelopment provides fewer opportunities for an improved environmental performance.



Redevelopment on Sydney harbourside

WHAT THE COMMUNITY SAID

Throughout the consultation undertaken for Sustainable Sydney 2030, people from local communities and business placed emphasis on the need for authenticity, diversity and sustainability in the design of existing and renewal areas.

People want a City...



City of Sydney

WHY ACTION IS NEEDED

Challenges facing the City:

- 1 Responding to Sydney’s changing economic geography
- 2 Ensuring renewal areas become extensions of the City
- 3 Presenting a coherent City-wide vision to guide individual projects
- 4 Monitoring of development controls and approvals
- 5 Managing risks and ensuring the City is adaptable
- 6 Recognising the role of the streets, parks and squares
- 7 Increasing the opportunities presented by renewal sites
- 8 Promoting a ‘fine grain’ subdivision and ownership pattern
- 9 Aspiring to design excellence across the City

The City is continually changing and intensifying, and up to 70 per cent of new dwellings and 50 per cent of jobs to 2030 will be in consolidated renewal areas. It is important that new and existing areas have a longer term capacity and potential for change to cater for future unforeseen risks and changes. Additionally, the renewal of large areas presents significant potential to introduce new sustainable infrastructure.

The reasons why action is needed to promote sustainable development, renewal and design include the following:

1. Responding to Sydney’s changing economic geography.

Changes in transport technology, the globalisation of manufacturing and the relocation of ‘gateway’ infrastructure, ports and airports have had significant impacts on cities around the world. In Sydney, the relocation of most port activities to Port Botany, the shift from rail to road for the transport of most goods and the relocation of manufacturing and distribution hubs to areas west of the City have opened up opportunities for urban renewal similar to the renewal of port and inner city areas in much of the developed world.

The State Government’s subregional strategy for Sydney City considers the structure of the City until 2031. Building upon this, Sustainable Sydney 2030 seeks to recognise major shifts in the economic geography in the Sydney Region and provide a coherent structure to guide development.

The challenge for current strategic planning is to better anticipate major changes in the economic structure of the City and understand the future distribution and intensity of different activities. This is important in order to avoid repeating the detrimental impacts that major infrastructure can have, and has had, on the liveability of parts of the City.

2. Ensuring renewal areas become extensions of the City integrated with the existing urban fabric.

There is a danger that planning for individual renewal areas is done in isolation, where the result can be an ‘island’ of development and lost opportunities for integration with the existing urban fabric.

Often these developments have been ‘monolithic’ with a single developer determining the final design of extensive areas.

Even where there has been subdivision into development ‘super-lots’, only larger development firms are able to participate.

New models of concept planning and delivery are required to allow for a more organic and ‘fine grained’ development approach—which means providing for small scale and diverse spaces, with a variety of owners, at street level. Basic development rules need to be established, particularly focused on integrating street networks, permeability and the public domain with the surrounding area, and not just a focus on the final built form of particular lots.

3. Presenting a coherent city-wide vision to guide individual projects.

The greatest single impediment to achieving a coherent vision for the physical layout and urban design of the City is the fragmentation of control and planning functions across the different levels of government and different agencies. This fragmentation makes strategic planning difficult if not impossible, makes place making difficult and means individual projects and buildings have little guidance on how they could improve the public domain or contribute to their context as much as they could.

The redevelopment of entire areas have been conceived as ‘projects’ often with a narrow set of objectives not concerned with the integration of the area with the rest of the City.

An alternative approach would be to establish a coherent city-wide vision, that would provide an understanding of the role of particular locations, and how their redevelopment could contribute to the long-term vision. With this approach, planning for the whole place, rather than relying on the design quality of the individual project or building is the ideal.



New residential development in Darling Park

4. Ensuring development controls and approvals are not adding unnecessarily to the cost of renewal and development.

Planning controls (LEPs and DCPs) and regular reviews are needed so developments continue to meet the community's broader interests. Over time, provisions and controls become less relevant, as technology, expectations, development approaches and uses change. Delays caused by out-of-date, unwieldy controls can add to 'supply side' costs. These are not in the community's interest – they add to the base cost of development, through to sale prices and a barrier to market entry for new and innovative developers whose financiers may be risk averse.

The existing planning and development control system can frustrate both communities confronting new development and the development industry alike. While system-wide change depends on State Government action, at City level the opportunity exists to review long established planning 'norms', to install a system over time which meets local community aspirations in the public domain and good design, while maximising clarity and simplicity for both large and particularly small development proponents.

The City of Sydney is preparing a new *City Plan* which will address these issues. Recently the City has worked with residents in local areas to analyse the character and urban design quality of these places. This work provides a sound base for further detailed reviews and refinements to planning controls.

5. Managing risks and ensuring the City is adaptable.

There is a degree of uncertainty when planning for the future and considering the factors which, over the long-term, will shape the urban environment. It is necessary to manage risk and ensure that options for change, renewal, re-use, redevelopment or intensification are not precluded.

An example of a high-level factor is increasing fuel prices. In the past, transport has played a key role in shaping Sydney's urban form. It has evolved as a result of changes in technology

driving modes of transport from pedestrian (including horse and bullock) to trains, trams and buses to the private motor vehicle and increased air travel that we see today. The dominance of the car has been made possible in Australia, as it is in North America, by the relatively inexpensive supply of fuel.

However, the big issue for Sydney is 'future-proofing' it against the effects of climate change, and significant increases in energy and fuel costs that can be expected to result from our need to reduce greenhouse gas emissions on the one hand, and reduced supply and greater demand for oil on the other. It is likely that the current metropolitan approach of intensification around transit nodes will be recognised as being even more significant as the impact of the increased cost of fuel and energy is fully appreciated.

Adaptability within the City should be provided by planning for longer term development potential with such prospects in mind, while reviewing and changing planning controls in stages.

6. Recognising the role of the streets, parks and squares in public life.

The public generally thinks of the public domain as being the collection of parks, gardens and squares that are spread throughout the City. However, it is the framework of streets and footpaths that are by far the most important element and the greatest in area (open space constitutes approximately 14 per cent, and the streets 16 per cent of the total area of the City). Liveable streets with shops and places to sit in the sun or shade are by far the most extensive parts of the public domain.

For the public domain to work well it needs to be continuous and linked and good for pedestrians. While the City has a significant amount of existing open space, there are opportunities to further maximise the useability and accessibility of these spaces. Given that residents are prepared to trade-off private amenity for the benefits of living close to the City Centre, it is necessary to rethink the extent and role of the public domain.



Wentworth Park

7. Increasing the opportunities presented by renewal sites to achieve City-wide environmental targets.

To a large extent, the major renewal sites in the City are already known. They are Redfern-Waterloo, the Australian Technology Park, Green Square, Barangaroo, Frasers Broadway, and Ashmore Precinct. Other areas in the City or adjacent to it that may be considered for redevelopment include Darling Harbour, Sydney Airport, and Botany industrial areas (to higher intensity industrial/logistics). There are also areas that might be suitable for development beyond the time horizon of the current Vision or will require more difficult trade-offs. These areas may have compelling strategic locations (e.g. air rights above Central Station railyards) or the potential for high amenity (e.g. with proximity to Sydney Park and the Alexandra Canal).

Renewal areas within the City play an important role for the geography of the Sydney Region as a whole. The concentration of dwellings close to the City Centre reduces demand for land on Sydney's fringe, as well as reducing reliance on transport infrastructure.

Further, significant action is required to meet stringent environmental targets set by the City of Sydney. Opportunities arise in renewal areas to achieve and exceed environmental targets, in order to compensate for existing areas. Where there are large areas of renewal, economies of scale for 'green infrastructure', such as Green Transformers and water recycling facilities, may be achieved.

8. Promoting a 'fine grain' subdivision and ownership pattern that supports mixed use, diversity and a strong identity.

The scale of the projects and buildings in renewal areas can make it very difficult to achieve the fine grain detail that people want at ground level. People, residents, workers and visitors respond to 'authenticity' in urban environments. Authenticity can not be manufactured or consciously designed, it can only be allowed for and encouraged.

Authenticity depends on there being many 'authors' of development. A fine and small scale pattern of subdivision is important because it allows for change over time, influenced by many peoples' actions. This is the richness in cities that can never be emulated by overwrought design: because it is actually about governance at the most 'grassroots', detailed level, not design excellence. Fine grain patterns of ownership are not just about aesthetics. They are also about the local economy and social and business networks.

The complexity and richness of relationships that emerge between businesses on a main street like Glebe Point Road or Oxford and King Streets has little to do with a cleverly managed retail offering but everything to do with a subdivision and ownership and leasing pattern that allows many businesses to 'have a go'. The role of urban design is to recognise that the fine grain is important in promoting mixed-use and diversity, and contributes to the identity of a place.

9. Aspiring to design excellence across the City.

In planning for the future, efficient, equitable and effective processes, rules and frameworks, backed by a culture of design excellence, need to be instilled in the City. The City needs to generally allow for the extraordinary, while defining particular locations where excellence is required.



Barangaroo site

TOWARDS SUSTAINABLE DEVELOPMENT, RENEWAL AND DESIGN

The City has already experienced high growth rates, but is still low density compared to many global cities. When planning for the future of the City, it is necessary to take a long-term view, to anticipate and plan for long-term change after 2030, and to allow for the density required to accommodate the anticipated future growth.

Integration is essential. We need to plan for integrated places, particularly integrating renewal areas into the surrounding urban areas and neighbourhoods, by extending the pattern of the existing City—building types, urban forms and street and subdivision patterns.

Furthermore, Sustainable Sydney 2030 seeks to take a broad view of sustainability: not just the physical environment, but also the economic, social and cultural environment. Renewal presents major opportunities to shape the future of the City and implement infrastructure that makes a contribution to the sustainability of the City.

To achieve sustainable development, renewal and design across the City, Sustainable Sydney 2030 has the following objectives:

9.1	Ensure renewal areas make major contributions to the sustainability of the City
9.2	Define and improve the City's streets, squares, parks and open space, and enhance their role for pedestrians and in public life
9.3	Plan for a beautiful City and promote design excellence
9.4	Continually improve development controls and approvals processes to minimise compliance and supply-side development costs
9.5	Ensure renewal areas make major contributions to the sustainability of the City
9.6	Plan for the longer term structure of the City

WHAT THE CITY OF SYDNEY IS ALREADY DOING

City Plan

The City of Sydney is aiming to integrate planning controls across the City into a single plan. This will provide greater consistency and certainty as well as meet the State Government's planning reform agenda.

The comprehensive review, consolidation and plan preparation process for the *City Plan* was initiated in mid 2005. The initiative aims to address four key Council or NSW Department of Planning (DoP) issues and requirements:

- the importance of efficient and streamlined administration of the City of Sydney's planning functions;
- the importance of reflecting the identity of City of Sydney as a single entity following the boundary adjustments and amalgamations in 2003 and 2004;
- the requirement for City of Sydney LEP to conform to the Standard Instrument (Local Environmental Plan) Order 2006, and to consolidate DCPs as they apply to individual parcels of land by March 2011; and
- the necessity to address State planning reform initiatives (changes to exempt and complying development) and amendments to State Environmental Planning Instruments (EPI) applying to areas such as Barangaroo, Ultimo-Pyrmont and Walsh Bay within the City of Sydney LGA.

The *City Plan* is a major undertaking that includes consolidating three Local Environmental Plans (LEPs) and approximately 60 Development Control Plans (DCPs) and policies that have been adopted as a result of amalgamation, or are City-wide DCPs adopted by Council since amalgamation. There are also various State level Environmental Planning Instruments, applying to areas within the LGA.

Each set of existing provisions takes a different philosophical approach to planning (for example, prescriptive vs. performance based), and the outcomes sought vary.

Local Environmental Plan Review

The main LEP changes addressed as part of this review relate to the following key policy issues:

- the Central Sydney Area (primarily floor space ratios associated with commercial and residential development);
- land use and transport (car parking);
- built form (character, floor space ratios and height);
- land use/zonings;
- heritage conservation; and
- the Southern Industrial Area.

Other issues may arise as a result of the Department of Planning's *Sydney City Subregional Strategy*.

Development Control Plan (DCP) Review

As part of the *City Plan*, a draft Sydney DCP is being prepared that provides consistent development controls across the Sydney Local Government Area. This will meet the requirement that Councils also prepare a single DCP for their area.

The single DCP will be an amalgamation (and review) of the existing DCPs that currently apply within the City. At the commencement of the review there were 62 DCPs and development-related policies requiring review and consolidation. Provisions contained in more recently produced stand-alone DCPs, during the *City Plan* preparation process, are being incorporated into the draft Sydney DCP.

Urban Design Studies

The suite of urban design studies being carried out across the City also inform the controls within the proposed DCP. The purpose of these studies is to identify existing built form character and desired future character for the study areas and recommend, where necessary, revisions to planning controls.

Five urban design studies have been completed for the areas of Chinatown, City East, Surry Hills, Glebe and Forest Lodge, Green Square and Waterloo and Redfern. A further four studies will be completed for the following areas:

- Chippendale, Camperdown, Darlington, West Redfern and North Newtown;
- Erskineville, Alexandria (West) and Newtown (South);
- Paddington, Centennial Park and Moore Park; and
- Western fringe of the CBD.

The final result of the *City Plan* process will be a single set of planning controls for the LGA within the current statutory and strategic planning context.



Stonebridge in 1996

CASE STUDY

Urban renewal and generation Stonebridge, UK

Stonebridge Housing Action Trust in the Borough of Brent London, was set up in 1994 as one of six Housing Action Trust (HATs) to regenerate some of the most disadvantaged local authority estates in England.

Its aim was to both physically transform the estate comprising 1,775 dwellings that was designed and built in the 1960's and to provide innovative responses and programs for the social and economic deprivation faced by local residents. A total of 1,145 homes were completed by the end of 2007, with further sites cleared for development of a further 1,000. The open spaces within the 1970s development are being replaced in the form of usable 'London Square' type amenities, as opposed to wasteland, and commercial, business, and community facilities grouped to form a heart to the area, and allow the foot fall from activities to have spin-off benefits to adjoining land uses.

The project involved:

- a combination of physical rebuilding and social regeneration;
- the integration of a mix of uses;
- an extended time period with a dedicated group of staff focused solely on the project, located on-site, which allowed for a comprehensive engagement with the local community;
- commitment to high quality design; and
- the involvement of a wide range of architects.

The physical renewal of the estate was accompanied by wide ranging economic and social development programs, directed and coordinated by the HAT staff, which included child care facilities, community facilities, radio project, employment programs, new health facilities and programs, new school complexes together with after-school and related programs.

'A key success factor of the Stonebridge regeneration program being the active engagement with the community, and the recognition, and investment to address the linked issues of housing, health, employment and educational attainment.'

Andrew McNulty, Chief Officer, Stonebridge Action Trust

The pattern of buildings in 1996 showing tower block surrounded by large area of open space that provided little amenity.

The pattern of buildings in 2004 showing the reinstated street pattern and fine grain building pattern



An example of the commitment to high quality architectural 'landmark' design in Stonebridge



A typical street view of the renewed estate showing a mix of housing and street definition.

'A few years' back, Stonebridge's Housing Action Trust realised that just as design was part of the problem, it could also be part of the solution. Residents were asked to work with architects and urban planners to design a better layout for their estate, and a team was set-up to look at things like improved street lighting... Stonebridge's experience shows us that bad design doesn't just build housing estates or buildings that are ugly to look at. It can also decimate communities, depress people's spirits, create a vicious cycle of people degrading their environment, and in the process, degrading themselves.'

Tessa Jowell, Minister for Culture, Media and Sport.

The key design aspects that contributed to the success of Stonebridge are:

- Reinstatement of a fine grained street network and reintegrating the development with the surrounding street grid;
- A mix of housing types;
- The involvement of many architects and landscape designers;
- No single dominating developments: the largest single building was a block of 60 units and the largest single development contract was 313 homes;
- Involvement of the community in the design process;
- Long-term vision, as opposed to site-by-site feasibility over a period of 13 years that allowed adjustments to design and approach;
- Land mark building strategy to establish quality and street presence;
- A focus on design quality as a means of attracting investment and building civic pride;
- Effecting a wide uplift in land values through investment, and capturing 'the ripple effect';
- Design competitions for all scales of development to capture and encourage young/emerging talent; and
- Designing community facilities, based upon lifetime benefit, costs and revenue streams—ensuring long-term viability.



CASE STUDY

Java Island Amsterdam

Many urban renewal projects have taken place on the former dockland area of Kadijk, Java and KNSM islands. Java Island is situated in the middle of IJ harbour. The old port area is now a modern residential neighbourhood. The island is connected to the mainland via a bridge only, which accommodates pedestrians, cyclists and vehicles.

Sjoerd Soeters wanted a fresh urban design for Java Island, while also fitting in with Amsterdam tradition. The canal district is designed around the principles of differentiation and unity, where every building is more or less the same but at the same time different from the next one. This has created and maintained a unified street façade. The interface between buildings and public domain has been carefully considered.

Java Island is very narrow, with dwellings on the island designed to look like contemporary Amsterdam canal houses. Many of the residential buildings on the island where designed by 19 young and promising architects, with the only similarities the buildings share is that they are 4.5 metres wide and four to five storeys in height. The design of buildings allows for the layout to incorporate inner courts and public gardens.

On the northern side of the island there is a road for local traffic, while the southern side of the island possesses a shopping promenade with expensive owner-occupied houses. The island is dissected by a cycle path with gardens located on both sides. All land on the island is being utilised, with housing yields very high.

www.amsterdamdocklands.com
www.holland.com

Objectives & Actions

OBJECTIVE
9.1 Ensure renewal areas make major contributions to the sustainability of the City.

CITY NOW
✕ **Renewal projects are typically untested for broader sustainability and community impacts.**

The large renewal projects should have an obligation to ensure that they provide broad community and environmental benefits given the high proportion of public land and significant planning resources that are usually associated with them.

Simply considering these projects as real estate developments is unlikely to achieve the ambitious City wide targets for the reduction of greenhouse emissions, and minimisation of waste and water use.

The renewal areas need to also make a significant contribution to City-wide transport and affordable housing targets.

In effect the renewal areas need to 'do more' because of the inertia and difficulty in retrofitting the existing building stock. The current planning approach to renewal shows evidence of good practice but appears to fall well short of current world's 'best practice' that will be needs to meet the aggressive but appropriate targets adopted by the City.

Collective approaches to potential benefits not realised.

Development in renewal areas should not be treated in the same way as a single development. Because these are typically large developments the costs of applying new sustainable technologies can be spread across multiple development units, reducing the cost per unit to achieve targets. The development scale offers an advantage that should be realised.

CITY IN 2030
➡ **The City's renewal areas are sustainability exemplars.**

Renewal and redevelopment areas at Barangaroo, Darling Harbour, Redfern Waterloo, Australian Technology Park, the former Carlton and United Breweries site, Green Square and future areas will contain new residential and business communities, with sustainability principles as their foundation. Excellence in design, and best practice environmental techniques are employed. Affordable housing creates balanced and inclusive communities. Development in these areas feels like a natural extension of the City, and is integrated into surrounding areas.

Renewal areas meet aggressive sustainability targets.

Renewal and redevelopment areas make a significant contribution to achieving City-wide targets for reduced greenhouse emissions, water use and waste generation. They will include sustainable infrastructure that enables them to 'put back' into the energy and water networks. The renewal areas will also be structured to minimise car use and include affordable housing, which again contributes to the achievement of ambitious City-wide targets.

Collective solutions to achieve sustainability aims are utilised in renewal areas.

Sustainable infrastructure and services, transport and affordable housing solutions take advantage of the density and scale of development in the renewal areas. Best practice approaches are utilised and adopted elsewhere.



Redfern-Waterloo

The Redfern-Waterloo area is located to the south of the Sydney CBD. A number of Government owned sites in this area are underutilised and traffic and neglect have blighted certain precincts. The existing high value development at the Australian Technology Park (ATP), Redfern Station and proximity to the CBD and strategic assets such as nearby universities and RPA Hospital, suggest that there is inherent untapped value in the area.

The potential for renewal and redevelopment is significant and there are already many activities under development. The Redfern-Waterloo Authority prepared a Built Environment Plan which forms part of the broader *Redfern-Waterloo Plan* (August, 2006). The broader plans include a substantial upgrade to Redfern Station, facilitating a research and innovation zone from the ATP to the University of Sydney and the University of Technology. The Plan is intended to encourage economic growth and the creation of up to 18,000 jobs. Some of the known future activities in this area are:

- The Department of Defence new offices.
- Channel Seven and Pacific Magazines are relocating to ATP, with some 2000 permanent jobs and the likelihood of related industries also developing.
- Performance Space theatre has relocated from Cleveland Street to CarriageWorks Centre for Contemporary Performance at the Eveleigh Rail Yards. This venue will become a major cultural and arts venue and a focus of Sydney Festival events.
- A new pedestrian and cycle connection at the south-west end of the site across the rail corridor will join the ATP and North Eveleigh (by end 2008)
- Plans for Redfern Station upgrade are under development, including an additional pedestrian and cycle link at the southern end of the station.



Frasers Broadway (former CUB site)

The Frasers Broadway site is located in Chippendale, south west of Central Station. The site is about a 900m walk to both Central and Redfern railway stations.

The site is a significant opportunity for large scale, high quality urban renewal on one the most important 'gateways' to the City Centre. In 2006, the Minister for Planning took over planning approval of the site under *Part 3A* of the *Environmental Planning and Assessment Act*. In late October, 2006, a Concept Plan was released. The Concept Plan for the 5.8 hectare site includes up to 245,250 square metres gross floor area for mixed-use development, catering for approximately 4,800 workers and some 2,800 residents in 1,690 apartments. Concept approval, by the Minister for Planning, occurred in February 2007.



Barangaroo (East Darling Harbour)

The Barangaroo site, formerly known as East Darling Harbour, is a 22-hectare land parcel (owned by the State Government) to the west of the City Centre.

The *Barangaroo Concept Plan* was released in late October, 2006. The current planning for the site is for a maximum of 388,300 square metres gross floor area, with half of the site as public parkland. The focus for development will be at the southern and eastern edges of the site. Under current planning the site is anticipated to have up to 1,600 residents in 750 dwellings and 16,000 workers over the next 10 to 15 years.

The Barangaroo development presents a significant opportunity to create premium quality development adjacent to the CBD, to position Sydney—and Australia—for the next wave of global economic development. In this way, Barangaroo has a role in reinforcing and extending Sydney's global and national economic status. It should be a focus for globally competitive industries and activities. A key challenge is connecting the development successfully with the existing City Centre and ensuring a lively and active waterfront area.



Green Square

The Green Square Urban Renewal area contains approximately 280 hectares of land in Sydney's oldest industrial area, located between the Sydney Central Business District, the Kingsford Smith Airport and Port Botany. Its heart will be the new Green Square Town Centre positioned at the Green Square Station on the Airport Link Railway.

The renewal area includes the suburbs of Beaconsfield and Zetland, and parts of Alexandria, Waterloo and Rosebery. It contains a number of large key sites owned by government and the private sector, as well as a rich and diverse stock of significant buildings. It has a rich history and is socially, culturally, economically and physically diverse.

The *Green Square Strategy* for the redevelopment of this area is based on building upon and reinforcing key defining elements of the area, such as the stormwater channels, the existing traditional neighbourhoods and the existing industrial character. The strategy proposes a transit oriented, ecologically sustainable community, based on a mixed-use urban environment with a balance of residential and employment generating activities. Under current estimates Green Square will achieve by the year 2031 a total residential population of 28,000 and a working population of 22,000. This redevelopment strategy evolved from the Green Square Structural Masterplan (1998), which formed the basis for the development of planning controls for Green Square.

ACTION 9.1.1 **Set sustainability targets for individual renewal areas.**

Specific targets should be set in each renewal area for sustainable transport, affordable and moderate income housing and environmental performance related to the overall targets for the City and in relation to the surrounding social and economic contexts of the renewal sites.

Transport targets would cover desirable mode share and car usage aims.

The affordable housing targets would cover the desirable mix of 'low cost to market' and affordable housing (ultimately managed by 'not-for-profit' agencies) and social housing if relevant.

Environmental performance measures include:

- Storm water quality and flows;
- Potable water consumption;
- Mitigation of heat island effect;
- Life cycle, green house effect;
- Waste and recycling;
- Car ownership and car parking;
- Support for alternative transport; and
- Public transport provision.

The targets should be integrated into the overall Environmental Management Plan of Council.

ACTION 9.1.2 **Undertake broad economic analyses of urban renewal in order to prioritise sustainability.**

Any assessment of the sustainability of development needs to consider all costs, both private and public. The challenge will be to redirect as much investment as possible towards sustainability goals. In order to do this an overall understanding of total costs, both capital and operational, costs to the public, developer and occupier over the life cycle of the building and development is needed.

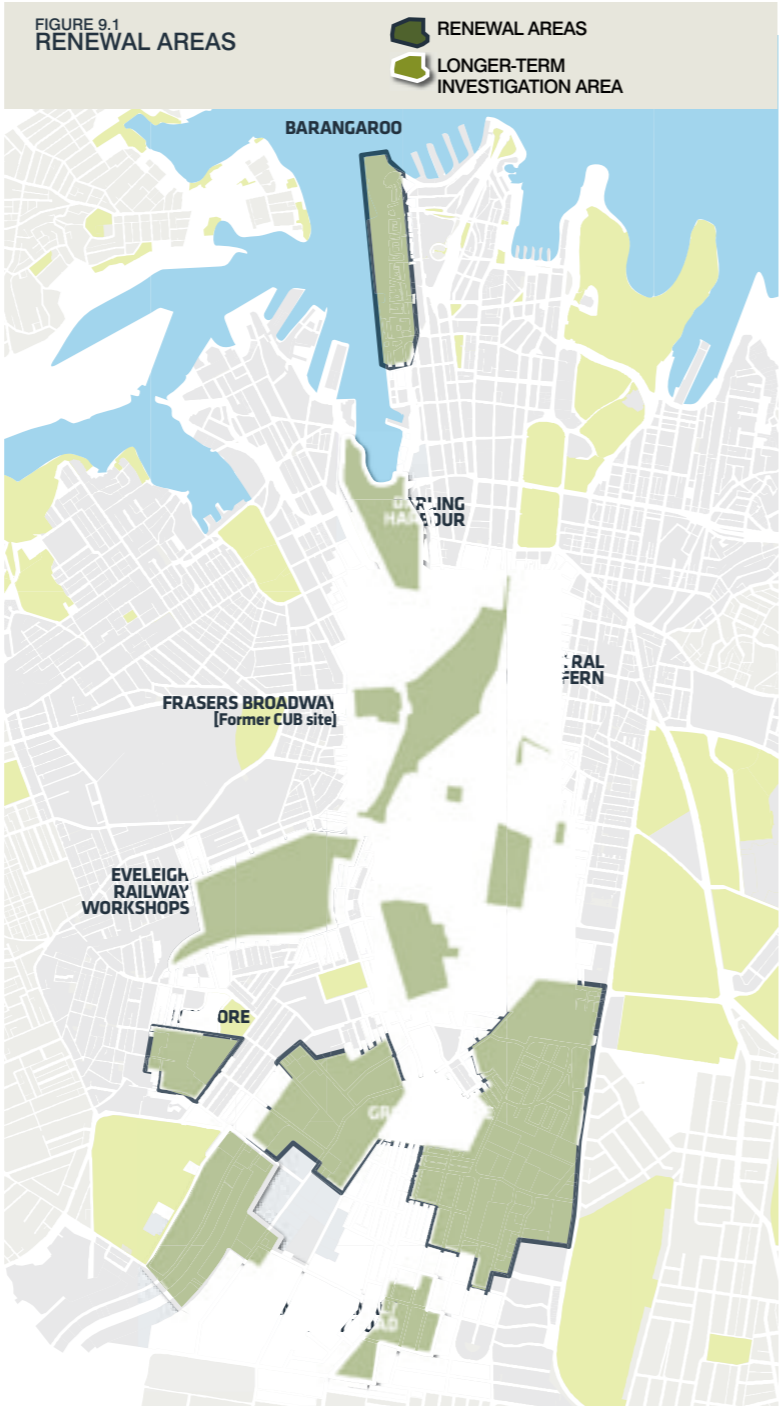
Economic analysis is required to identify the relative benefits to society of different development approaches. NSW Treasury currently requires this sort of analysis for large greenfield developments, and the same techniques should be used to assess urban renewal proposals and projects.

This approach could be expanded to all development in renewal areas, in order to stimulate innovation and prioritise environmental, social and sustainable transport outcomes. An analysis of various options would identify where savings might be made and redirected.

Included in these analyses should be a questioning of current planning requirements. As part of the existing design excellence program, variations to current planning requirements can be considered if design and public benefits can be demonstrated.

For example, the cost of particular planning requirements, such as the requirement for underground car parking, remain major cost components and should be open to question if satisfactory alternatives can be provided.

It should be recognised that planning policies have economic and financial impacts and, by being requirements, prioritise some outcomes over others. Sustainability outcomes need to be prioritised. Car parking needs to be thought of as a private choice, not as a public requirement.



ACTION 9.1.3 **Require key sites such as Barangaroo, Frasers Broadway, Ashmore and Green Square to demonstrate step changes in environmental performance, housing affordability, sustainable transport and reduction in car ownership.**

The City will foster partnerships with the private sector and other government agencies to achieve sustainability and affordability targets.

OBJECTIVE 9.2

Define and improve the City's streets, squares, parks and open space, and enhance their role for pedestrians and in public life

CITY NOW

Additional open space provision is highly constrained.

The total area of the City of Sydney Local Government Area is 2,615 hectares. Of this, approximately 520 hectares is roads, and 377 hectares or 14.3 per cent of the City's total land area is open space. The City owns or manages approximately 187 hectares of public open space. An additional 190 hectares is managed by other authorities including parts of Darling Harbour, the Royal Botanic Gardens and the Domain (63.4ha), and some significant areas of institutional open space including the University of Sydney (14.7ha).

These areas are linked in many instances to extensive open space immediately outside the City boundaries, including the extensive open spaces of Centennial Parklands, private and public golf courses and the mill ponds.

Although significant additional development is anticipated, given the high cost of land it is unlikely that the amount of open space will increase substantially. The challenge is to improve the quality and useability of existing open space and to link spaces to each other.

The City's streets are not sufficiently acknowledged as public space assets.

Most of the public life of the City occurs in its streets—in the walk between favourite shops, at the outdoor café or bar, in street festivals, in waiting for public transport, on a weekend bike ride. The tendency is to think of 'public space' as the City's parks and gardens only. A broader appreciation of the public domain is required, with streets, seen as the most extensive and most important component and deserving of more considered planning.

Large areas of open space separated from surrounding residential communities.

The useability of and enjoyment from parks and public spaces depends as much if not more on the land uses that surround and enliven them, their accessibility and the key facilities within them, than the quality or size of the open space itself. It is important to recognise that the major open spaces of Sydney are largely as a result of happenstance rather than forward planning.

Often, as a result, these large spaces are separated from surrounding communities by busy roads (for example Prince Alfred, Victoria and Wentworth Parks) and are not linked to the more active and higher density areas. Some of the densest parts of the City—for example, Haymarket and Potts Point—have only small areas of open space nearby.

There is a danger that planning for large renewal areas like Barangaroo and Darling Harbour could continue these problems of insufficiently activated or integrated open space, and open space separated from communities. At Barangaroo 11 hectares of land earmarked for parkland is remote from potential users in the City Centre, while the public areas of Darling Harbour in the south are occupied by single purpose buildings that do not relate to or enliven Tumbalong Park.

Other parkland areas (for example, Wentworth Park and Harold Park) have had large portions excised from public access by leasehold to other institutional uses.



Open space linked to residential

CITY IN 2030



A comprehensive, continuous and legible network of pedestrian-friendly, traffic calmed streets linking parks, squares and public buildings is provided.

The street and lanes network will be comprehensive and fine grained, and integrated with the parks, squares and open space. Parks will be provided at a wide range of scales—from small pocket parks with play equipment to large regional parks; from intimate north-facing shaded squares of a 100 square metres or so scattered though the City, enlivened by a café or restaurant to the major civic places at Central, Town Hall and Circular Quay.

The network will relate to the network of Villages and Activity Hubs, and help to intensify and knit together the surrounding areas' complexity and multiple uses.

New and more intense development is supported by high quality, additional open space where possible.

Land use planning will ensure that higher density residential development can take advantage of the park network.

New parks will be encouraged and directly accessible to areas with growing populations. The few new parks that are created will be directly accessible to areas of the greatest concentrations of residential growth.

Institutional or 'private' open space is available for 'dual use'.

To supplement the limited supply of accessible open space, cooperative dual-use arrangements for institutional open space or that associated with private strata developments are negotiated. This will open up the existing enclaves for the public and ensure new developments address and benefit the public domain.

ACTION 9.2.1

Prepare a comprehensive Public Domain Plan to define the long-term street and lane network, location of squares and public places and open space system, initially focussing on renewal areas.

With constant churn and change in the City it is important that a comprehensive and long-term plan for the City's street and lane network—location of small squares and public places and open space system—be prepared. Such a plan would make a strong statement about the value the City of Sydney places on a high quality public domain. And, importantly, guards against creeping change through new development which might alienate, internalise or incrementally privatise what should be public space.

The City of Sydney should prepare a comprehensive and detailed Public Domain Plan that would show:

- a comprehensive fine grained street and indicative lane network (including future road reservations);
- accessibility for people with impaired or restricted mobility;
- road and footpath widths;
- street planting;
- street furniture;
- location and dimensions of large squares and public open space;
- a network of smaller public spaces;
- building set backs; and
- services (including proposed environmental infrastructure reticulation).

Specific principles or directions which would inform the plan include the following:

- Street blocks in residential and mixed-use areas should be a maximum of 150m and generally 100m or less. An indicative network of lanes should also be defined.
- Parks will not be used to isolate different uses from each other, or be isolated from the people and activities that use them by impassable roads or simply by being remote. Parks will be green oases within the City and include surrounding active sports and recreational facilities, cafes and venues to draw people to them.
- Squares and significant open space should be defined in relation to Villages and Activity Hubs. A network of smaller public spaces should also be defined and these should be located to supplement and enhance existing concentrations of activity, including shops, significant transit stops, and civic buildings.
- The creation of forecourts for even major private buildings will be discouraged unless already identified as part of the plan.

An extension to this approach is proposed in the Strategic Direction 5: Lively, Engaging City Centre chapter.

The 'actual' implementation of the network will take decades, but it is important to establish the plan, with defined setbacks and preferred building alignments, to ensure that new buildings do not impede its realisation.

The first stage of the plan should focus on the renewal areas. This will involve working with other agencies such as the Redfern-Waterloo Authority and Sydney Harbour Foreshore Authority to ensure the principles are reflected in the new development.

ACTION 9.2.2 **Develop agreements for dual use of institutional and other open space, such as schools and universities.**

Parts of the City and immediately adjoining areas have extensive areas of open space in private or institutional ownership that provide visual amenity, and in some cases limited access. This includes areas in Sydney University, the Australian Technology Park, golf courses and schools.

Given the difficulty in increasing the amount of open space in the City, the City of Sydney should approach owners of these areas to work collaboratively to improve access and integrate these areas into the overall pedestrian, cycle and open space network. Different levels of agreement and dual use could be negotiated, from simply defining and allowing through routes, to active dual use of the spaces, and possibly to shared maintenance of facilities such as play equipment and play areas in schools.

ACTION 9.2.3 **Undertake strategic land purchase or require dedication of land to implement Public Domain Plan.**

The City of Sydney needs a strategic approach to ensure that key sites or road reserves identified in the Public Domain Plan will be secured as the City population grows.

A purchase and procurement plan is required. This would include:

- **a requirement that developers dedicate new roads and lanes** as part of a comprehensive fine grain network (such as dedication of open space and new roads along the Alexandra Canal and its tributaries).
- **negotiating for the dedication of mid-block open space areas** in renewal areas and larger apartment developments as public domain (to create more widely useable open space which would otherwise be internalised as part of a strata subdivided development).
- **acquisition of sites in strategic locations** as they are put on the market (this would apply particularly prior to rezoning where the sites are intended to include public facilities, sustainable infrastructure or affordable housing).

A section 94 plan would also provide partial funding from new development towards the network.

Refer to Project 9—Green Square sustainability exemplar

ACTION 9.2.4 **Investigate ways to increase community engagement in improving local streets and lanes such as 'Beautiful Lanes, Green Streets' program.**

Streets and lanes which are loved and nurtured by their neighbours have a special feel. The City of Sydney should develop a 'Beautiful Lanes, Green Streets' program to encourage community and neighbourhoods to embrace and care for their streets and lanes.

Competitions for community-based street and lane beautification, small grants for street parties, the provision of free plants and 'adopt a lane' initiatives should be investigated.

ACTION 9.2.5 **Investigate further strategies to activate the public domain.**

Great cities have active and well used public spaces where people congregate, walk or play. Increasing the liveliness and activity of public spaces also increases security and discourages vandalism.

Some of the City's streets, waterfronts and small public squares could be more actively used if adjacent to or including outdoor cafes or food outlets. These spaces attract more frequent use than those without such activities.

Incentives could include the City of Sydney committing to accompanying improvements to the public domain such as varying setback requirements, widening of footpaths to facilitate the display and/or sale of goods outside shops, and outdoor seating associated with restaurants (and similar premises) at concessional rates. A series of planned concessions or leases for coffee stalls or kiosks could be instituted.

ACTION 9.2.6 **Create generous channel-side open space and parkland links to Green Square along water canals.**

Alexandra Canal should be recognised as a human artefact (not a natural water course) and the construction of weirs and other water control devices should be allowed to improve the amenity of the upper reaches.

Alexandra Canal has the potential to be a major water body and significantly improve the amenity of the 1000m at the head of the channel that is not adversely affected by aircraft noise. Previous master planning has been constrained by State policies that have considered the channel to be a natural watercourse.

Polluted mud flats cannot be disturbed. The construction of a mid-level weir or collapsible barrage should be investigated in order to allow a constant water level to be maintained that would cover the mud flats, allow storm events to flow unimpeded and not disturb the sediments.

OBJECTIVE

9.3

Plan for a beautiful City and promote design excellence

CITY NOW



Beauty and design excellence encouraged by reference to simple rules related to scale and built form.

An unquestioned claim throughout the consultation process was that Sydney is a 'beautiful city'. Sydney's natural setting and geography provide for the iconic images of harbour, skyline and City edge against water that most people think of when they think of Sydney's beauty. This is a resilient beauty, difficult to destroy by even incremental poor quality development. Nevertheless careless and reckless development has created some 'ugly' parts of the City, and these provide a stark contrast to the 'beautiful' parts.

At ground level, where most people experience the City, there are significant impacts from poor development. On a noisy busy road, intimidated by speeding traffic, engulfed by swirling diesel fumes it is difficult to appreciate the finer points of the visual composition of the façade across the street or the play of dappled sunlight on the footpath.

Design excellence of individual developments will not necessarily result in a coherent and attractive whole.

Promoting 'design excellence' of individual projects needs to be done with caution because over-emphasising the individual design can undermine the coherence of the whole. Not every project can, or should be, a 'masterpiece' and there needs to be exceptional and compelling reasons for individual designs to break the rules. It is not enough to rely on the design excellence provisions that are part of the Local Environment Plan. More attention is required on the framing elements, in particular the streets and the public domain, and how the City is experienced at ground level, to promote more universal 'design excellence'.

Unfortunately, some projects currently being planned or recently completed do not recognise the importance of allowing for the processes of change in the City, or the importance of diversity, changeability, adaptability, or of the primacy that should be given to the individuals experience at ground level.

Insufficient consideration of desirable built form and street edge conditions and an over-reliance on floor space ratio controls.

The basic means of development control in the NSW planning system is the floor space ratio. Elsewhere in Australia and overseas, particularly in city centres, more attention is paid to defining how the building should 'behave' or 'perform' in relation to the public domain. This is done by defining:

- clear height, setback and form controls to set the overall bulk of the building;
- 'rules' for the street edge condition; and
- landscape and activation by front doors and business entries, where car park entries should be located.

Where FSRs are the principal driver of development scale, the development proponent is not necessarily challenged to satisfy form and bulk issues. Furthermore, with FSR controls the tendency is then to 'push the envelope' to expand the allowable FSR rather than satisfy bulk and scale aims on a performance basis.

CITY IN 2030



Beauty and design excellence are encouraged by reference to simple rules related to scale and built form—there is a move toward 'block planning' controls derived from an analysis of how buildings should relate to the adjacent public domain.

Defining the height, set-back, scale and built form allows the rules to be simple and clearly defined. The rules should be required to make good design easy and bad design difficult and set out the non-negotiable minimum performance expected from buildings and development.

Design excellence and strategic objectives are met through public investment.

Public buildings should strive for innovation and excellence in sustainability and design. They should also demonstrate and deliver against the strategic objectives set out in documents such as *The Sustainable Sydney 2030 Vision*, *Metropolitan Strategy* and the *State Plan*.

Block Planning and Performance-based Assessment

Block Planning is the process of translating high-level strategic plans and comprehensive public domain plans to the more detailed level of the individual street block. This is to set out what is expected in terms of built form, land uses and contribution to the public domain—or ‘form, function and interaction’ respectively.

The objective of working at this more detailed level is to enable interested parties to resolve planning issues and to agree appropriate parameters for any future development or redevelopment of the block and surrounding area.

Typically, a block will be analysed with regard to built form, heritage, landscape quality, circulation patterns and access. Key guidance for the planning would come from the long-term strategic planning for the area (that might include the introduction of a finer street pattern and definition of preferred land uses). Guidance would also come from the comprehensive Public Domain Plan.

Building envelopes define the limits for building footprints and heights. Access points and linkages may be detailed and other planning aspects including setbacks and new roads.

The advantage of block planning is that the full range of planning issues may be resolved comprehensively and in a consultative process, which should reduce the level of disputes as development proceeds. A high level of certainty is introduced into the development approvals system without the straightjacket of rigid controls. Ultimately, this makes floor space ratio (FSR) controls less relevant, given that they bear little relationship to urban design factors or characteristics of built form suited to different uses. For example, the depth of residential buildings should generally not exceed 18 metres, while up to 25 metres or more may be possible for commercial office space and in excess of 35 metres may be required for some retail uses such as supermarkets for efficient planning. None of these complexities are addressed by FSR controls.

The development potential of a site may still be expressed as an FSR for individual parcels of land, but these would simply be an expression of the results of the block planning.

Once the built form, land uses and way the buildings are expected to relate to the public domain is resolved the development controls can be expressed in two ways:

Compliant Proposals

For each ‘element’ of development (eg, height, setbacks, car parking, etc), a set of objective measures are formulated (e.g. maximum height is 9.0 metres). Any development that complies is deemed to be approved with respect to this element. This introduces certainty into the system. However, assessment of the application is limited to the elements of the proposal that do not comply, and assessment is against the overall performance criteria and objectives that the controls are intended to achieve.

Non Compliant Elements of Proposals

Any non-compliance elements of a proposal will be assessed by considering how the proposal still meets the performance criteria and underlying objectives (e.g. must not overshadow public open space between 11 am and 2.30 pm at the equinox). This introduces flexibility into the system and encourages innovation, but at the same time requires that the innovation still achieves the overall objectives for the Block and site.

ACTION 9.3.1

Prepare Public Domain Interface Guidelines to define desired street edge conditions.

Comprehensive, detailed and specific *Public Domain Interface Guidelines* for buildings and development should be prepared to ensure the amenity of pedestrians and to contribute to the quality of the public domain. In high activity areas such as the City Centre, buildings should be built to the street alignment, though performance criteria to allow for changes could also be suggested. In other areas existing building alignments and setbacks should be maintained and large expanses of blank wall should be avoided.

In the 1970s incentives were given to individual developments to create colonnaded open space areas in the City Centre. This resulted in a variety of street frontages, wind swept, empty forecourts and colonnades. Incentives are now given for building owners to ‘fill’ colonnaded spaces.

However, these principles are insufficient to ensure the quality of the public domain in some locations. There cannot and should not be a single set of generic ‘rules’ for how buildings relate to the street due to the complexity and variation in conditions across the City. Every street in the existing and future network requires individual consideration.

The guidelines should address the following issues that will be more or less important:

- floor levels of the internal floors adjoining the street to allow for adaptability and conversion between residential and commercial uses;
- adaptability and flexibility of the ground level spaces;
- location and design of car parking;
- location and frequency of kerb cuts for vehicle cross-overs;
- landscaping of setbacks if any;
- amount of active frontage;
- maximum dimensions for blank walls;
- amount of glazed frontage;
- location and frequency of residential and commercial entries;
- location and restrictions of service access;
- privacy;
- pedestrian amenity and weather protection; and
- materials of the building at ground level.

Much of the initial thinking for this work has commenced, and needs to be consolidated. There are significant parts of the City, particularly in the renewal areas, that do not have adequate controls on how buildings should address the street.

ACTION 9.3.2

Move towards ‘block planning’, including simple building envelope controls over heights, setbacks and bulk.

Efficient and effective planning controls need to make the ‘good’ easy and the bad difficult.

During consultation for Sustainable Sydney 2030, there was broad agreement that while quality of design should be encouraged, perhaps the most effective way for this to happen was to actually ‘loosen–up’ the planning controls to allow excellence and variety to occur.

What constitutes good development can be defined in the first instance by clear place– specific controls for acceptable uses, how the development should relate to the public domain, and how its built form should relate to its neighbours.

These controls can be set conservatively to achieve broad community acceptance. To exceed these basic controls the developer is then challenged to innovate in order to improve to performance of the design.

This allows the developer to optimise the design in a variety of ways to achieve a required result.

With block by block planning to define the height, set back and building envelopes to respond to the particular context of the development, FSR controls become less important.

Other ‘non– negotiables’ can be included, for example, avoidance of overshadowing parks and major public places, and adequate sound proofing. Further work should be undertaken to identify how block planning controls could be implemented.

Further work should be undertaken to identify how block planning controls could be implemented in future, consistent with State Government planning frameworks.

The principle of the second man

Any really great work has within it seminal forces capable of influencing subsequent development around it, and often in ways unconceived of by its creator... The principle of the second man: it is the second man who determines whether the creation will be carried forward or destroyed.

Edmund Bacon, The Design of Cities, 1966

ACTION 9.3.3

Develop performance based criteria to supplement building envelope controls.

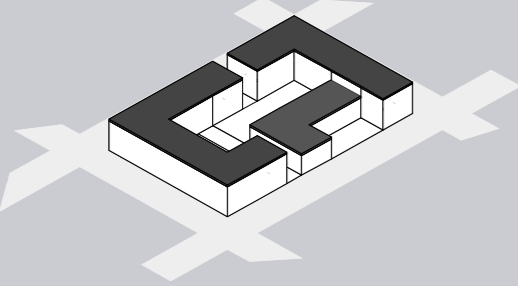
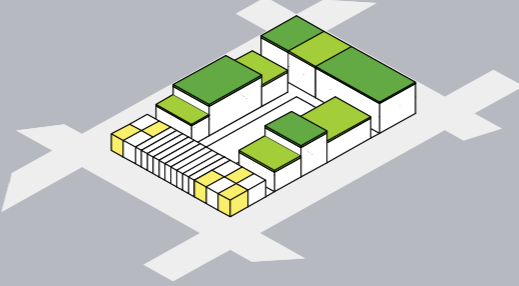
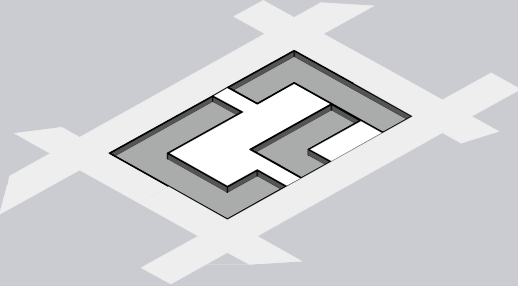
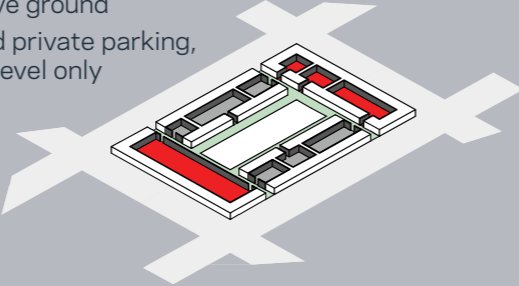
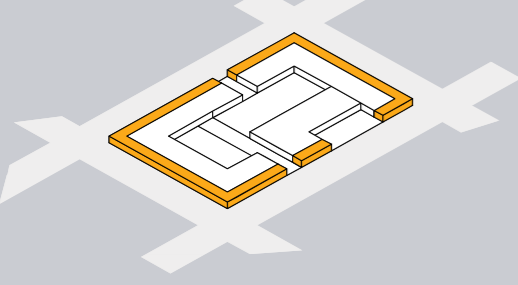
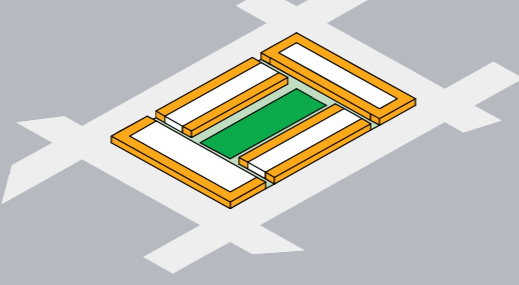
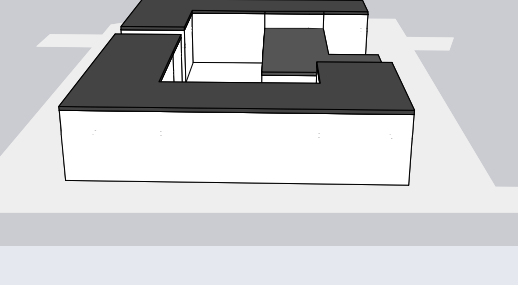
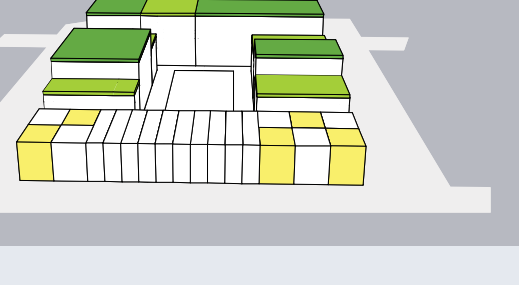
A set of block by block performance-based assessment criteria for development proponents wanting to innovate beyond the ‘building envelope’ and block planning controls should be prepared.

The Public Domain Interface Guidelines (see previous page) would inform the performance criteria. There is an array of other existing work including the series of design studies that will also be useful.

The City has an extraordinary diversity of built form and street and subdivision patterns. In many areas this physical variety is matched and derived from a similarly mixed range of land uses and activities close to each other. This diversity should be continued in renewal area at a fine grain scale. For large developments, aspirations that might inform performance based controls would include:

- A fine grained sub-division pattern allowing multiple ownership;
- Considering how subsequent intensification and change might occur (see above: The principle of the second hand);
- Multiple land uses or providing for a mix of occupiers of different scales;
- Provisions to involve a number of designers in larger projects; and
- Leaving open opportunities for easy modification in response to market shifts, for example, ground-floor being adaptable to retail, commercial, home office or residential uses.

New Approaches to Major Renewal Sites

CURRENT PRACTICE	DESIRABLE PRACTICE
<p>STREET PATTERN</p> <p>Large street blocks with centre sub-division</p> <p>Large continuous building form</p> <p>Little sub-division potential</p>	<p>Fine grain lanes makes access to entries and carparking easier and allow smaller subdivisions with mixed use housing</p>
	
<p>CAR PARKING</p> <p>Below ground level private parking</p> <p>Restricted adaptability</p> <p>Not cost effective</p>	<p>Car share and grouped parking</p> <ul style="list-style-type: none">—adaptable—less costly—green wall—above ground <p>Limited private parking, single level only</p>
	
<p>PUBLIC DOMAIN</p> <p>No public domain within the block</p> <p>Limited active frontage only to surrounding main streets</p>	<p>Increased active frontage to internal block as well as surrounding streets</p> <p>Increased public domain</p>
	
<p>ADAPTABILITY</p>	
	



Potential heritage building site

ACTION 9.3.4 Continue to protect the heritage values of objects, buildings, places and landscapes.

The City of Sydney recognises the importance and contribution that its many beautiful buildings, public places and landscapes make to the enjoyment and perception of the City. The City has put in place a range of controls and mechanisms to ensure that their heritage values are preserved.

In addition the City has identified and described the characteristics of a number of ‘Special Areas’ that have distinctive characteristics that should be recognised and preserved.

The City of Sydney will continue to provide support for individuals and groups whose activities and initiatives aim to improve the quality of the City’s heritage and built environment, and develop plans and policies for the appropriate management of heritage and archaeology within the City.

The City of Sydney will also maintain a heritage database that comprises inventories for heritage items, conservation areas, heritage streetscapes and archaeological sites.

The City of Sydney will investigate how these policies and controls can be integrated into the block planning approach to planning outlined on previous pages to improve clarity, simplicity and certainty.

At the same time, the City of Sydney recognises that the City is continually evolving and that contemporary and innovative design can provide sympathetic responses to heritage that could not be anticipated by necessarily conservative controls. The City of Sydney will therefore will encourage early discussion about development and design proposals in relation to heritage.

ACTION 9.3.5 Encourage the reuse and adaptation of heritage and other existing buildings.

Many buildings (heritage protected or otherwise) have intrinsic worth, either in the structure or design of the building itself, or in its contribution to the surrounding area. Creative interventions and alterations to buildings ‘in situ’ should be encouraged. The City constantly evolves and this should be facilitated and embraced while allowing for the history of a place or building to be glimpsed or remembered. Re-using buildings also delivers environmental benefits as the embodied energy is retained.

There are few architectural designs that do not benefit by being juxtaposed with other built elements. The City, unlike other parts of the Metropolitan area, is not made-up of isolated objects set in paddocks. Retaining traces of past use and activity, while allowing for reuse and adaptation, also adds to the perception of ‘authenticity’—in this case the activity of previous ‘authors’.

A pro-active approach can be taken in relation to heritage buildings where these are subject to development applications. Proponents of Development Applications relating to non-heritage buildings should also be encouraged to adaptively re-use. For empty or other landmark buildings the City of Sydney could pro-actively aim to work with owners, tenants and emerging design practices to give another life to buildings.

ACTION 9.3.6 **Work to establish competitive design processes for all public buildings.**

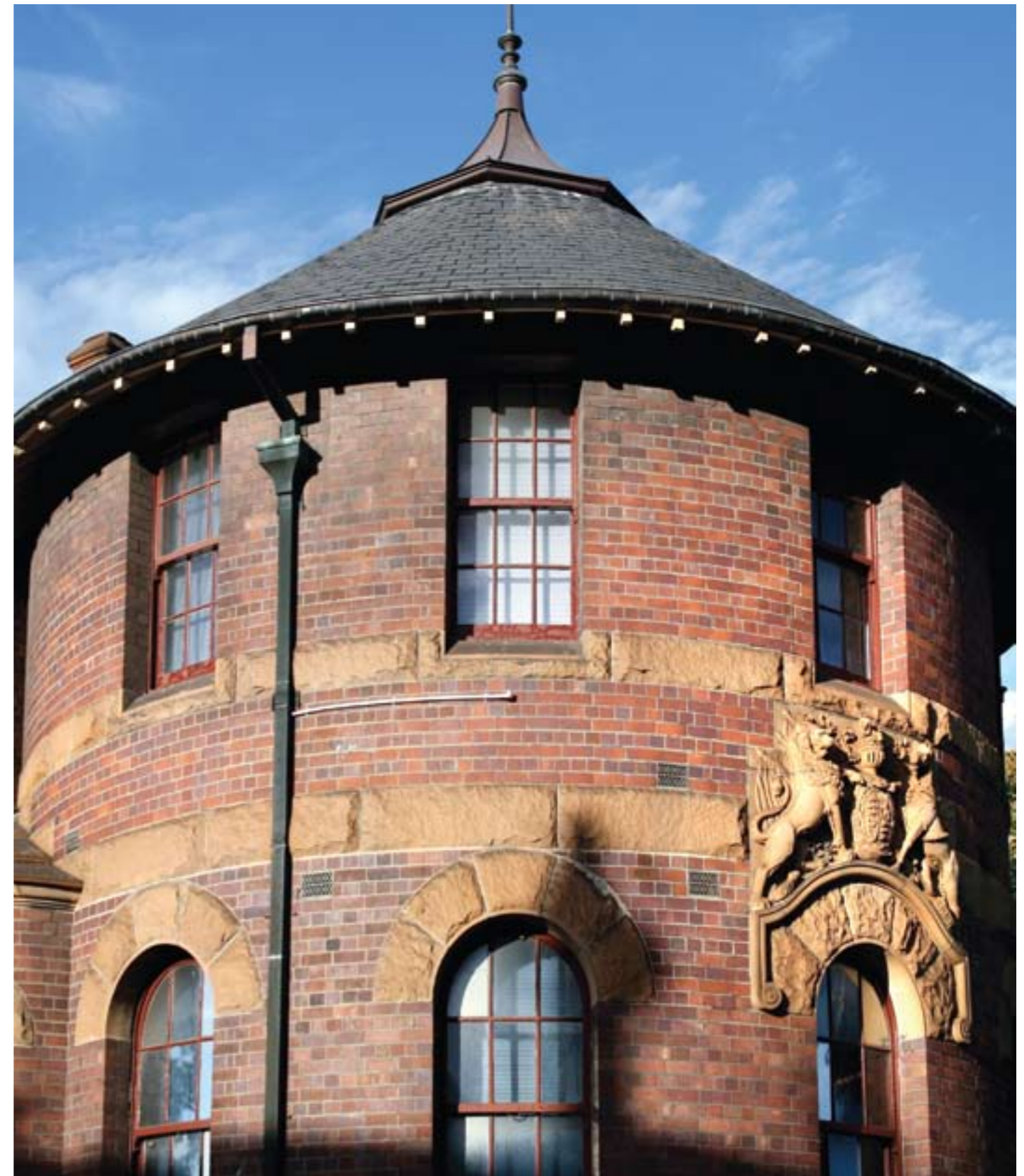
All public buildings and major works in the public domain, commissioned by the City, State and Federal Governments in the City of Sydney local government area could be the subject of an adequately resourced competitive design process, including design competitions. The aims of this action are manifold—promoting design, providing opportunities for emerging practices, engaging the community in discussions about broader urban design issues as well as the specifics of a proposal in addition to finding the best design response.

The results of the competitions should be publicly exhibited and presented in a public forum by the designers and jury in order to generate interest in the quality of design in the City. Competition entrants should be required to show how their buildings can address both design and strategic objectives included in such documents as the *Metropolitan Strategy* or *Sustainable Sydney 2030*.

The City of Sydney would need to work closely with other governments and agencies to implement this approach.

ACTION 9.3.7 **Ensure the design of major infrastructure contributes to the public domain.**

Major infrastructure investments need also to be seen as critical interventions in the public domain. They should meet public expectations with regard to design, should contribute to the quality of the public domain just as any building is expected to, and provide opportunities for other activities to be part of the project. Circular Quay Railway Station and the vaults beneath the approaches to the Harbour Bridge are good examples of large infrastructure integrated into the street, with spaces created and available for use. Darling Drive and the Western Distributor do not display these integrated attributes.



Heritage site in Glebe

Continually improve development controls and approvals processes to minimise compliance and supply side costs



Better strategies for street parking

CITY NOW
Development controls may impact on the cost and diversity of development.



The City of Sydney has a good record in addressing what are often complex development approvals. Nevertheless, to the extent that there are cost imposts, uncertainties and time delays from unclear or unwieldy development controls, or delays in the development approval process the cost of development may increase. This can be reflected in higher end prices. It also narrows prospects for new market entrants who might have a lower risk tolerance than established developers.

Car parking increases the cost of development.

Car parking is a particular concern on the development cost side, with underground spaces at \$45,000 each (or more) to produce. Controls which link approval for a dwelling unit to the provision of car parking, automatically add to the bottom line cost of production.

CITY IN 2030
Developments in the City are carried out as cost effectively as possible.



Development controls provide certainty and flexibility through a block planning approach. Building envelope and land use controls, and heritage and environmental performance requirements, are established following detailed urban design and local area consultation and analysis. Flexibility is provided by a clear expression of performance criteria for the controls.

Development approvals are dealt with expeditiously utilising the latest available technology.

Housing will range from compact apartments without car parking through to luxury accommodation. Where it is provided, a high proportion of car parking is in dedicated structures distributed across the City.

ACTION
9.4.1
Regularly review streamline development controls.

The adjustments to development controls outlined under Objective 9.2 above will both encourage innovation by development proponents, within clear development criteria supplemented by performance controls, while also minimising compliance 'costs'.

Controls will be continuously monitored to ensure they meet both community expectations regarding development forms while meeting the legitimate aims of proponents to minimise the costs of development.

ACTION
9.4.2
Regularly review the development approval process for applicants.

The development approvals process will be continuously reviewed to minimise the requirements to obtain approvals commensurate with achieving planning objectives (i.e. maximise complying and exempt development) and to ensure timelines are as short as is practicable. In the future, adoption of block planning and performance based controls will make it clear as to information requirements to be submitted with applications.

'On-line' techniques of sharing information and tracking approvals through the system will be utilised.

ACTION
9.4.3
Review car parking requirements to reduce development costs and improve affordability with an initial focus on Green Square.

Car parking provision in residential developments will be optional for consumers and will be encouraged in purpose-built structures that are adaptable to other uses over time. The decision to purchase a dwelling should be separated from the decision to purchase a car space. Many people choose to live in the City without a car because it is easy to do so when compared to elsewhere in the metropolitan area. Requiring on-site car parking provision is therefore an imposed cost. For this reason, car spaces should be provided at a very low rate, be on a separate title and marketed separately from the dwelling where they are in the same development. Car parking will be more efficiently provided in dedicated structures distributed throughout the City that will also provide facilities for alternative modes such as car share and bicycle facilities.

Car pooling/car sharing and bicycle storage facilities should be required in all developments.

Ensure new development is integrated with the diversity and ‘grain’ of the surrounding City’



Green streetscapes are encouraged

CITY
NOW

New large scale development typically not integrated into surrounding City areas.

The City has an extraordinary diversity of built form and street and subdivision patterns. In many areas this physical variety is matched and derived from a similarly mixed range of land uses and activities close to each other. This diversity, in a relatively small area, is largely what distinguishes the City of Sydney from other parts of Sydney and reflects an earlier (and arguably) more sustainable era of living.

Current development and property investment practices often encourage the amalgamation of sites and single land uses either to package-up projects that are attractive to institutional investors or as a result of planning requirements such as requiring on site car parking even on small sites.

For example, the ‘business park’ model is attractive to property investors. However, while it may be an effective means of attracting investment to some parts of the metropolitan area, it is highly questionable whether it is an appropriate or necessary format in any part of the City of Sydney for a number of reasons. Extensive single use enclaves are not active for much of the time, business areas are quiet after hours, and they have little relation to adjacent areas. This is because by being isolated they tend to provide their own recreational, dining, convenience retail facilities that are shut on weekends and at night and not welcoming for the general public when they are open. Local businesses do not benefit.

CITY
IN
2030

New development is integrated and connected into the surrounding City or neighbourhood.

The surrounding, existing subdivision, street pattern and building types and forms are reflected in large new developments. Single- use enclaves are restricted to activities that need to be isolated due to their unacceptable adverse impacts on surrounding areas.

The ‘grittiness’ and authenticity of the City is extended into new development and renewal areas by providing for multiple owners and investors.

New development allows for a variety of activities—large and small—and provides for ownership patterns that allow for evolution and churn and change. Large developments under single ownership are avoided in the renewal and redevelopment process, allowing many ‘authors’—designers, architects, builders, business investors—to influence the evolution of the City.

ACTION
9.5.1 Establish Development Integration Principles as Guidelines.

‘Development integration’ principles should inform the block planning and design of new development, including that in the major renewal areas. These principles could also be reflected in performance criteria. The comprehensive Public Domain Plan discussed earlier will also provide a framework within which new development would sit. Key principles include:

- Single use enclaves will be restricted to activities that need to be isolated due to their unacceptable adverse impacts on surrounding areas;
- The existing subdivision grain and street network pattern should be extended into new development areas or precincts;
- The flexibility and evolving nature of the surrounding City should be repeated, by using good patterns that already exist;
- Open space and plaza areas should be integrated with the street network and part of the wider public domain;
- Development should allow for the involvement of ‘many authors’—architects, designers, businesses investors;
- Development should allow for diversity and evolution over time and allow for a variety of economic activities and spaces (small as well as large floorplate users); and
- Street edges should be activated, with the number of address points and front doors opening to the street maximised.

These could be illustrated with best practice examples.

ACTION
9.5.2 Review development controls against Development Integration Principles and Guidelines.

The City of Sydney’s development controls should reflect the development integration principles outlined above (they should also be reflected in any proposed block planning system).

Some controls are not delivering against these principles. The mixed use controls in the southern mixed employment area have produced some poor developments. In other areas ‘coarse grain’ development is still encouraged, for example, the provision of incentives for site amalgamation or on-site car parking. In particular locations this might be appropriate but a more context-specific approach is required.

ACTION
9.5.3 Review current planning for renewal areas against the Development Integration Principles.

The Development Integration Principles should form a reference for discussions with the Sydney Harbour Foreshore Authority, Redfern-Waterloo Authority, Landcom and property owners in the renewal areas on new models of concept planning and delivery. This is to allow for a more organic and fine grained development approach with scope for a range of architects, designers, investors and entrepreneurs to influence outcomes.

Basic development rules need to be established, particularly focused on integrating and extending the public street networks, improving permeability and the public domain, with less of a focus on the final built form on particular lots. Delivery then needs to provide for many ‘authors’—architects, designers, investors and entrepreneurs.

Surrounding areas also contain public assets such as road reserves, railway stations and public housing areas. Combining these assets with those in the renewal areas as part of integrated broader area planning provides the opportunity for more effective transport, affordable housing and public benefit outcomes.

Appropriately structured, integrated development projects offer the prospect of partnering with the private sector to enhance social wellbeing, and building social capacity and relative equality.

ACTION
9.5.4 Review models of delivery for major renewal areas.

The existing models of urban renewal project delivery tend to favour larger development companies, with the result that development designs are usually driven by short-term market imperatives. This might produce an optimal financial return but may not return the greatest benefits to the community.

There is a need to explore alternative models of delivery with the renewal authorities and property developers. Concept planning and delivery should allow for a more organic and fine grained development approach, consistent with the Development Integration Principles, with scope for a range of architects, designers, investors and entrepreneurs to influence outcomes.

The pattern of ownership of the land is one of the fundamental factors that influences the way the City evolves and adapts. An option in renewal areas is to provide for a single development manager and staged development offerings to provide opportunities for smaller developers and builders to get involved.

Plan for the longer term structure of the City



Alexandra Canal Concept

CITY
NOW



Planning for future growth and change needs a longer term outlook.

The City will, of course, continue to develop after 2030 so there is the need to anticipate and plan for the longer term, notwithstanding the difficulties of anticipating future trends.

The City is undergoing continual change. Much of this is incremental change on a site by site basis where the surrounding context is well defined and will change slowly. However, as the economic geography of the Sydney metropolitan region as a whole changes, whole areas of the City of Sydney may be transformed within a relatively short time. Most of the areas likely to change have been, and will continue to be in the southern parts of the City. However, there are some areas in the north, including east Darling Harbour-Barangaroo, that will change as port activities close down.

Possible longer term trends and new imperatives around sustainability and liveability need to be taken into account in the planning for these areas.

Planning for a longer term outlook also allows City of Sydney to readjust targets if growth occurs at a different rate than anticipated.

CITY
IN
2030



Current planning decisions do not preclude longer terms options.

Planning controls have been developed to protect the prospects for anticipated and long term desirable distribution and range of different activities. Plans are reviewed to ensure that growth assumptions remain relevant and development trends and patterns are monitored to ensure that development controls are appropriately flexible and responsive.

Alexandra Canal

Alexandra Canal should be recognised as a human artefact (not a natural water course) and the construction of weirs and other water control devices should be allowed to improve the amenity of the upper reaches.

Alexandra Canal has the potential to be a major water body and significantly improve the amenity of the 1000m at the head of the channel that is not adversely affected by aircraft noise. Previous master planning

has been constrained by State policies that have considered the channel to be a natural water course.

Polluted mud flats cannot be disturbed. The construction of a mid-level weir or collapsible barrage should be investigated in order to allow a constant water level to be maintained that would cover the mud flats, allow storm events to flow unimpeded and not disturb the sediments.

ACTION
9.6.1 Identify and plan for longer term renewal areas in a city wide, integrated way to maximise social and economic benefits.

Areas with strategic advantages including access to major open space and recreation facilities, transport and employment should be identified. In these areas development controls should be reviewed to ensure that short-term development will not compromise the long-term potential. In these areas a comprehensive and fine grained street and lane network should be defined, including strata subdivision and built form, and setbacks should be subject to performance criteria related to the future potential.

Initially, investigation should be undertaken for areas on both sides of the Alexandra Canal, and areas east and south of Green Square.

ACTION
9.6.2 Investigate railways, including above Central Station where the potential for entertainment, exhibition and convention facilities would benefit from co-location with Central Station.

There are 24 hectares of air space above rail land between Central and Erskineville Stations and 10 hectares above the suburban and country platforms and approaches at Central itself. Cities around the world are reclaiming these wasted, alienating areas as development economics make the land value greater than the construction cost of building over the rail. Federation Square in Melbourne and the Forum at St Leonards are good examples. At Central—given its unique level of transport accessibility—functions such as major entertainment, convention and exhibition facilities could be considered and planned for in the medium-to-long-term.

The development of airspace above Central Rail Station is linked to proposed Sustainable Sydney 2030 projects including Darling Harbour, undergrounding of the Western Distributor, resolution of the southern access to the City, and making Harris Street and Wattle Streets liveable.

These opportunities should be explored in partnership with the State Government.

ACTION
9.6.3 Identify development opportunities in airspace above roads, rail and other infrastructure in Darling Harbour in conjunction with long-term planning for Barangaroo.

There is approximately 11 hectares of air space above roads, rail and the monorail stabling areas in Darling Harbour. There is the potential for significant development in this area in conjunction with the longer term changes to the Western Distributor (ongrade and cover), rationalisation of the main road routes to the south, relocation of the Entertainment Centre, convention centre and exhibition centres and the creation of a major new park to provide better amenity for the increase in workers and residents in this part of the City in the long-term.

These opportunities should be explored in partnership with the Sydney Harbour Foreshore Authority and the State Government.

ACTION
9.6.4 Identify renewal and regeneration opportunities in and around Department of Housing areas.

There are over 9,000 Housing NSW dwellings in the City. Much of the built stock will need to be replaced or upgraded by the year 2030. The renewal and regeneration of the Housing NSW estates needs to be integrated with and be part of the renewal of the surrounding areas. These opportunities should be explored in partnership with the Housing NSW.

ACTION
9.6.5 Work with the Redfern-Waterloo Authority (RWA) to support social regeneration and initiatives and a physical renewal of Redfern and Waterloo, including exploring the potential for a new train station at Bourke Street.

The capital City of Sydney has prepared local action plans for areas adjoining RWA. The City will work with the RWA to integrate these plans with the RWA plans for Redfern and Waterloo.

➔ CONNECTING GREEN SQUARE

Sustainable development and renewal

LOCATION

Green Square, Zetland

VISION

Connecting Green Square aims to ensure environmental improvements in renewal areas and also improve the environmental performance of the City as a whole. The Green Square Town Centre is strengthened with supporting residential and business activities and improved public transport connections. A long-term structure for the southern part of the City is proposed to preserve future development potential, ensure the City can continue to adapt and evolve over time and establish open space corridors from Alexandra Canal and Sydney Park through Green Square Town Centre to Moore Park.

BENEFITS TO THE CITY

- Improved environmental performance of the City.
- Preserved long-term future development potential of the City.
- Support for public transport.
- Increased walking and cycling and associated health benefits.
- More jobs closer to home.
- Reduced noise and improved pedestrian and visual amenity along main streets.
- More affordable housing with innovative approaches to car parking provision
- Adaptability and resilience in urban and built form.
- A feeling of authenticity with a diversity of activities, authors, housing, buildings and landscapes.

IMPLEMENTATION

- Partnership between City of Sydney, Landcom, development industry and local communities.

AIMS

- Strengthen Green Square Town Centre by increased connections to the City and surrounding activities.
- Ensure renewal areas improve the overall environmental performance of the City and are integrated into the surrounding fabric.
- Enable the City to adapt to change and evolve over time.

IDEAS

- Limit the intrusion of retailing and pure office activities in core and strategic industrial lands and protect sufficient sites for light industrial and urban services.
- Consolidate residential mixed use areas stretching from Roseberry to Woolloomooloo.
- Improve public transport connections to the City Centre and connect the Inner West with the Eastern Suburbs. Promote walking and cycling by ensuring a permeable street network.
- Provide car parking at rates that support public transport, walking and cycling, minimises local car traffic and can be adapted to other uses over time.
- Accommodate mixed-use development, employment change and intensification of existing mixed employment area to the west of Green Square Town Centre.
- Ensure the pattern of streets and sub-divisions have the capacity to adapt to different uses over time and provide for diverse and inter-mixed activities. The area around Green Square Town Centre has the potential for vibrancy and diversity similar to that in Surry Hills, further enhanced by a linked network of open space.
- Over the short-to-medium-term, retain the lands around Alexandra Canal for strategic employment uses. Investigate the long-term potential for mixed-use development with residential in the upper reaches of the Canal and along the western edge of Sydney Park. A new centre would support the increased residential development, including a comprehensive and fine grained street and lane network.
- Extend the Green Network and provide open space and recreation corridors along Alexandra Canal to Green Square Town Centre and Moore Park. Revitalise the canal and make it a beautiful place to walk, cycle and live.



The area around Green Square has the potential to have the vibrancy and diversity of Surry Hills. It has the potential to have a linked network of open spaces that Surry Hills does not have.

Centennial Park

Redfern

Green Square Town Centre

Take advantage of existing open spaces Perry Park and Sydney Park

Open space and liveable streets along tributaries

Long-term links to and from Roseberry

Long-term potential for new hub near Sydney Park

Increase public domain