


Memorandum/instruction

Job **7078 - City of Sydney Strategic Plan**
re **DEVELOPMENT CONTROLS**

to **JONES, LANG, WOOTTON** from
Attn : **J. Robinson / F. Charnock /** **George Clarke**
M. Burrells

copies to **File 7078/W304 W310.** date **22.3.71**


Roger Fortescue has just hit me with the attached criticisms of our development control proposals.

He refers to effects they might have on the market.

Are any of his criticisms or recommendations valid?



Memorandum/instruction

Job	City of Sydney Strategic Plan - 7078 - Plot Ratios		
re	Definition of Floor Area to be used for Measurement		
to	W. Gately D. Gazzard J. Doran F. Hansen J. Robinson	R. Powys P. Graham P. Keys D. Chesterman M. Burrells	from George Clarke.
copies to	File 7078/	date	31.3.71

Andrew Briger comments on the definition we agreed at our meeting on 26.3.71 :

Exclude public toilets (privately maintained)
at or near ground floor - plus or minus 20 feet
from a street level - from floor space
measured for Floor Space Ratio purposes.

Please note, too, an amendment to the final definition agreed at the meeting and set out in minutes dated March 26 :

"It was generally agreed that floor area for the purposes of determining FSR should be the area contained within the inner face of the external walls of the building at a height of 4'6" above the floor level less the area of lift shafts."

The underlined words are an addition.



Please send in your
comments and
suggestions immediately
so we may settle
the matter as soon as
possible
L.C.

Memorandum/instruction

Job

re Notes from Meeting with Erwin Graf - 16.2.71

to

from

G. CLARKE

S. LYNEHAM

copies to

File 7078

date

March 17, 1971

1. Stocks and Holdings have amalgamated a number of sites throughout the City. Anthony Horder's amalgamation, according to Erwin, is the largest City of Sydney amalgamation - 170,000 sq. ft. *Whole street block is 205,000 sq. ft.*

Other sites include one in Woolloomooloo near Sid Londish, one in ~~Oxford~~ Street area (MCA) and another in Hunter/Bridge Street area. *Liverpool*

2. Erwin believes that:
 - (i) bonuses for site amalgamation should be high;
 - (ii) small sites less than 5,000 sq. ft. should have lower base FSR than large sites;
 - (iii) small sites should be penalised;
 - (iv) large positive inducements should be made to encourage developers to amalgamate sites, otherwise they will not develop in Sydney and will instead go to Melbourne, etc.

3. { Feasible to develop areas for mixed use if land \$40/sq. ft., while for office space can afford \$70/sq. ft. (22½% discount for mixed development).

This applies to the Winn's site in Oxford St

2/...

March 17, 1971

4. Bigger bonuses for larger retail stores (junior department stores approximately 40,000 sq. ft. - in one store, covenant so that these will not subdivide). Erwin already has a tenant lined up for the Anthony Horderns site (70,000 sq. ft. junior department store).

Erwin Graf feels that no bonus is needed for small shops, while a bigger bonus is needed for larger department type stores which are lower rent payers. He also strongly believes that retailing is a feasible proposition only on three floors.

5. Keith Campbell of Hookers has office space figures that were presented to Gorton, ~~Berry~~ & Richards. During 1969/70, 6.1 million sq. ft. gross office space was commenced in Sydney and North Sydney. However, the demand in these two areas is 1.7 million p.a. As a result many of the large developments will be postponed over the next 3/4 years because of the surplus supply. The meeting at which these figures were presented was attended by Levy, Graf, Baker, Lewis and Strasser. *

L. Bury +
Sir Richard
Randall

6. Higher densities should be encouraged in residential areas. PR 5 : 1 outside the Central Spine. However, E. Graf believes that in order to encourage residential development within the Central Spine, the relationship between office and residential is 1 : 4?
7. Office development should be discouraged from the industrial zones according to E. Graf.
8. Same base and maximum level should be set for the entire County Centre zone. E. Graf concerned not with the bonus system, but rather the maximum level to which he can develop any site.

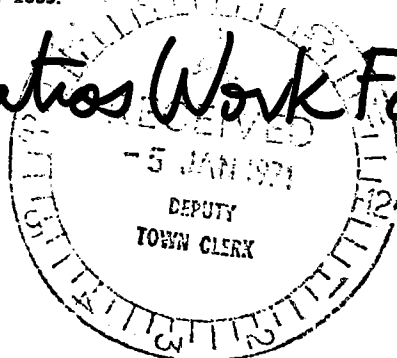
GC has talked to Campbell's Secretary & we hope to get these figures from Mr Campbell or his assistant Mr Glover. *

Cross Ref for Plot Ratios Work File
W304

WJG/SO

31st December, 1970

Town Clerk,
Town Hall,
SYDNEY, 2000.



Dear Sir,

Re: Council's Strategic Plan for the City of Sydney.
Reference Letter 4/11/70 from Alderman Andrew Briger.

Thank you for the opportunity given to this Association to contribute its views to assist the Council in the preparation of its Strategic Plan.

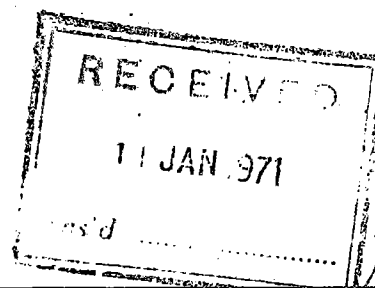
You will appreciate that the members of this Association are closely associated with the construction industry and, because of the seasonal close down, we shall not have been able to complete our submission before Monday, January 11th, 1971. However, we are, as an Association, firmly of the view that there should be an involvement of all sections with interests in the city, in an objective study and we look forward to there being established machinery for a dynamic and constructive interplay between those responsible for planning and members of this Association, all of whom are concerned in the financial implementation of planning proposals. What we are seeking is that there would be meaningful interchange between the planners and the planned for.

This Association has already given close and earnest consideration to a number of matters included in the Brief of the Consultants to the City Council. The Association's views on certain of these matters were set out in the letter of 23rd April, 1970 to the Right Honourable The Lord Mayor of Sydney, and the attachments to that letter.

The Association believes that the form of the centre of Sydney will evolve in response to pressures of social and economic growth. The topography of the City of Sydney and its relatively small geographic size together with natural features such as the harbour and environmental features such as the parks, will influence the form of growth, and the commercial importance

*MB
get from
Gately.*

GC	<i>B</i>
DC	
WD	
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<i>file</i>	G.3



of the City of Sydney within the international
provide a compounding effect upon the
growth of the city
own population growth.

As a matter of normal business activity, the private sector will endeavour to provide office space to meet a market demand in the area where it is most desired by the people seeking it. The trend towards major suburban shopping centres and the complete lack of convenient inner city parking facilities has completely inhibited the growth of shopper traffic in the central city area. However, there has been very little falling off in the numbers of shoppers requiring pedestrian movement in the city, undertaking comparative shopping for special goods as distinct from daily needs shopping. It is regarded as completely typical for central city shopping to cater for specialised comparative shopping requiring a good deal of pedestrian movement between stores, but our Association does not believe that this necessarily involves additional congestion if off street pedestrian traffic flow is planned for and indeed stimulated.

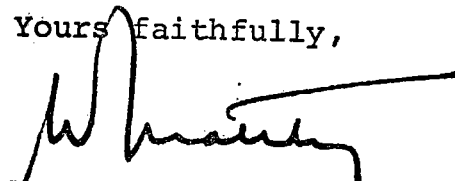
The Association sees nothing to cavil at in the major objectives stated. We should like to be better informed on what is envisaged by "environmental quality" and "acceptable environmental standards". Perhaps this could be enlarged upon during the discussions which we hope will ensue before the Strategic Plan is finally determined.

One matter upon which the Association has a firm view is that there should be only one Authority to whom one should need to refer for Development and Planning Approvals; there are far too many bodies already which operate in an ad hoc fashion and involve tremendous frustrations, waste of time and considerable expense. Perhaps some solution to this vexatious problem might emerge from Items 5 and 12 of the Consultants Brief.


The Association has given considerable thought to the question of an appropriate site ratio for the City, in addition to the representations it has made for a wider consideration of city problems. Without at this point in time giving consideration to specific numbers, we would recommend strongly that the ratio refer to net areas rather than gross areas. The net area is the area which will be used by office workers and determines the population that will be accommodated in the city. We consider it more logical to use this area when considering the effect of congestion. A gross floor area calculation penalises a tall building as against a squat building due to the greater percentage of floor space taken up by services in the taller building. A squat building covering the whole of its site rather than a taller building covering part of the site will finish up with a larger usable floor area, and there will thus be economic pressure towards the more stereotyped building, because it yields a greater percentage of net leasable space. Another

aspect, affecting the amenity of the occupant, the loss of leasable floor space occasioned by corridors, wider lift lobbies, more spacious toilet facilities and rest rooms, has an economic pressure towards reducing these amenities to a minimum. Under the present system, any space given over to these facilities is not available for the earning of lease income. In a net floor ratio, these aspects of design are freed of economic pressure in relation to annual and continuing return. With reference to the external facade, the pressure to obtain the maximum area within the boundaries of the owned land militate against the provision of external expression, which could well add to the interest and variety of the city scope. Some of our members have advised that, having instructed their consultants to attempt to produce a building of greater interest and architectural merit, and having been prepared to spend some additional capital to achieve this objective, have found in carrying out final calculations, that the long term loss of net leasable area has such an effect on the economic return, as to force them, regretfully, to abandon this worthy desire. In addition to the views set out in this letter and in the letter of 23rd April, 1970 and attachments sent to the Right Honourable The Lord Mayor, the Association has the matter of the Strategic Plan under further study and will furnish further views to Council as soon as possible.

Yours faithfully,



W. J. Gately
President - New South Wales Division.

Xerox for W.D. Scott
MSJ. 

MB - file &

write to, or ring Gately
& get from him copies of
letter & attachments of
April 23.

THE PADDINGTON SOCIETY



Box 99 Post Office, Paddington, New South Wales 2021

Progress Report No. 4 by the Paddington Society to the Local Planning Scheme Committee of Woollahra Municipal Council on the preparation of a plan to preserve Paddington as an area of special architectural and historical interest.

5.30 p.m. Tuesday, 8th December, 1969.

1. This Report is to be read as a continuation of Progress Report No. 1 dated 25th June, 1969, Progress Report No. 2 dated 19th August, 1969, and Progress Report No. 3 dated 11th November, 1969.
2. With this Report are the following drawings embodying suggestions for the area to the east and west of the Oxford Street Neighbourhood Business Redevelopment Zone.
 - * Dwg. 1 Amended - Preservation Area 40 chains to 1"
 - * Dwg. 2 Amended - Final Plan of Redevelopment Zones 40' to 1"
 - * Dwg. 5 - Suggested Control Section (Building Envelope) for Residential Redevelopment Zone.
3. As stated in the last Report we think that special consideration must be given to the blocks fronting Oxford Street (and at present occupied by shops) to the east and west of the Neighbourhood Business Redevelopment Zone. Special consideration is necessary if change is to be encouraged in these areas with consequent change leading to the redevelopment of the Business Zone.

At present these blocks are all zoned Residential 2G or Preservation Area. We are of the opinion however that these shops are not worthy of preservation particularly if this would prevent the revitalisation and redevelopment of the shopping area in a more concentrated form as shown and described at Meeting No. 3.

W 304

Therefore some form of residential redevelopment of these areas would seem appropriate with a plot ratio bonus to encourage this redevelopment to happen. We do not think redevelopment of these areas is likely under the present regulations and plot ratio in the existing buildings are already probably slightly in excess of this ratio.

4. We therefore propose a special residential redevelopment zone within the Preservation Area which would have a maximum plot ratio of 2:1 for sites in excess of 10,000 sq.ft. in area.
5. The overall form of the buildings which replace the existing shops is regarded of great importance. We have therefore drawn a building envelope section to fit the sort of development which it is thought would be most desirable. New buildings would not have to conform exactly to the control envelope but would have to fit within it and this would give considerable room to the designer but still achieve the most desirable form.
6. The building envelope suggested aims to satisfy the following conditions:
 - a. Keep the heights of new buildings fronting the northern side of Oxford Street fairly uniform and approximately the same as the tallest buildings there at present;
 - b. keep this new facade close to the street and more or less continuous for the full length (compare our previous recommendations about the Paddington townscape character);
 - c. break down this height at the rear of these blocks to a height similar to that of the existing terrace houses which they would adjoin.

The extent of this Redevelopment Zone is shown on Dwg. 1 Amended. We propose that new buildings would contain a mixture of flats and town houses of various sizes. 100% site coverage would be allowed provided balcony or roof terrace bays made up for the loss of open space at ground level (see Dwg. 5).

7. We have also given consideration to the other two shopping areas in Paddington, Fiveways and the shops near the junction of Goodhope Street and Oxford Street.



BUILDING OWNERS AND MANAGERS ASSOCIATION OF AUSTRALIA LIMITED
N.S.W. DIVISION

50 Nicholson Street, St. Leonards. Telephones: 439-2627 — 439-2701 — 439-2620.

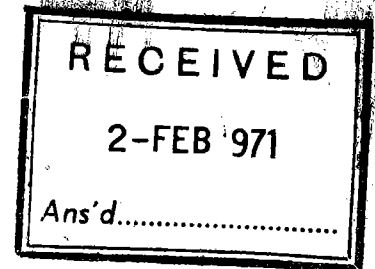
Postal Address: Box 458, Post Office, Crows Nest, 2065.

file ~~Plot Ratios~~
~~Plot Ratios~~

file Plot Ratios
Work file

27th January, 1971.

Urban Systems Corporation Pty. Ltd.,
2nd Floor,
M.L.C. Building,
Victoria Cross,
NORTH SYDNEY, 2060.



Dear Sirs,

I reply to your letter 7078/G5 dated 14th January, 1971 and with this letter send copy of my letter of 23rd April, 1970 to the Lord Mayor and copies of the papers sent with that letter.

In this office we hold several files of letters concerning the matters which your Company is investigating for the Council of the City of Sydney, and therefore I suggest that one of your senior staff pay a visit to me so that I can give to him copies of papers as selected by him.

Please telephone me in the afternoon at 439-2620.

Yours faithfully,

(G.L. Moline)
EXECUTIVE DIRECTOR

GC	
PC	
SL	&
file	G.3

Encls.

C.C. W.J.G.

23rd April, 1970.

Dr. E.H. McDermott,
The Right Honorable the Lord Mayor of Sydney,
Council Chambers,
Town Hall,
George Street,
SYDNEY, 2000.

My Dear Lord Mayor,

Central Business District of Sydney

As Executive Director of the Building Owners and Managers Association I write at the direction of my Executive on behalf of all members. We request that the formulation of revised policies in regard to floor space ratios and index numbers be deferred until the problems have been studied in more depth by experienced professional and other people including some members of my Association.

To this letter I attach copies of a brief summary of the meeting held on Tuesday, 14th April, 1970 at which you and some other Aldermen attended to hear the views of some owners and architects. I also attach copies of some papers and letters prepared previously in the hope that your Council will not decide these matters without further investigation.

I propose to send copies of this letter and the attachments to the daily press and the building industry press - but will not do this if you advise not to do so.

Yours sincerely,



G.L. MOLINE
EXECUTIVE DIRECTOR

Attach.

23rd April, 1970

Dr. E.H. McDermott,
The Right Honorable the Lord Mayor of Sydney

Attachments are as follows:-

1. 12 copies of the President's letter of the 16th May, 1969 to the Acting Minister for Local Government
2. 12 copies of the Interim Report to the State Executive by the Technical Committee on the 8th July, 1969
3. 12 copies of letters (two) from Mr. Powys to Mr. Morton of 14th July, 1969
4. 12 copies of memorandum of the 15th July, 1969 on the recommended definition of nett area
5. 12 copies of "Floor Space Ratio for control of size of buildings in the City of Sydney".

COPY

BUILDING OWNERS AND MANAGERS ASSOCIATION OF AUSTRALIA

16th May, 1969.

The Acting Minister for Local Government,
Local Government Department,
State Office Block,
Phillip Street,
SYDNEY. 2000

Dear Sir,

Proposed Ordinance - City Site Ratio

Further to the opportunity you so kindly afforded us to obtain details of the proposed amendment to Clause 45 of the City of Sydney Planning Scheme Ordinance relating to Floor Space Ratio, this Association has under study those details of the Minister's decision supplied to us by letter of 18th April, 1969.

A copy of the preliminary report of the Technical Committee is enclosed.

The study is incomplete because of the relatively short time that details of the proposal have been available to us, and we should be grateful if you will consider this submission as an interim report.

Its salient points are:-

- * There is no constructive statement indicating the type of environment sought for the Central Business District.
- * Restrictive statutory planning measures, drastically reducing the City Site Ratio from a basic 10:1 to 6:1 will not create a better City.
- * Realistic opportunities for site aggregation to 60,000 square feet are difficult for the private sector to achieve.

- continued -

Att DC SL

true or false?
true if bonus system does, not operate in association with this base working objectives. d.

Solution:

Give graded increment as in Perth codes rather than jump at 60,000 sq ft.

- * The most likely product of the proposals would be an unattractive imbalance, with large new office buildings tending to be elevated and interspersed with buildings of more conventional design. *sounds good!*
- * There will be an upwards pressure on rental levels and a downwards pressure on land values. *inevitable*
- * The City of Sydney will be made less attractive than Melbourne to major office users and business firms. *good true.*
- * There will be economic pressure to renovate existing buildings rather than redevelop new ones with consequent detriment to the City's appearance. *preservation!*

The report suggests constructive action as follows:-

1. There should be an objective study towards the preparation of a Master Plan for the City; all Sections with interests in the City should be invited to participate. *in future Action Plans*
2. Consideration might well be given to a public enquiry on the existent and future needs of the City, such as the Royal Commission in 1909, some of whose recommendations your Government is now implementing. *Public Enquiries are normally chaotic.*
3. There should be only one authority to deal with the matter of Site Ratios. The whole of the machinery measures for dealing with Development and Building Applications badly need rationalising and streamlining. *Agree wholly!*

Our study is continuing and, in the meantime, we would be ready to attend on the Minister if it is felt that fruitful discussion could ensue, after study of this interim report, towards the primary objective, a better City of Sydney.

Yours faithfully,

R. O. POWYS,

President.

(Copy to
The Premier and Minister for Public Works.)

8th July, 1969.

INTERIM REPORT TO THE STATE EXECUTIVE
BY THE TECHNICAL COMMITTEE

PROPOSED ORDINANCE - CITY FLOOR SPACE
RATIO

BROAD PLANNING CONSIDERATIONS:

We still do not have a "design brief" or "performance specification" which sets out the objectives sought to be achieved by those who drafted the Ordinance. From press statements by the Minister and the Chief Planner, we have concluded that a major matter concerning the planners is existing and possible future congestion, both of pedestrians and motor vehicles within the Central Business District.

Statement of objectives

The primary objective of the proposed reduction in Site Ratio must be to reduce the numbers of people present in an area because of the limitation of floor space on which they could be accommodated for whatever purpose the building has been erected. However, the requirements for central city planning are so sophisticated and complex that the crude use of plot ratio over the whole area without any complementary grappling with specific problems appears to us to be a clumsy method not in the best interests of the city as a whole. It was not originally part of our mandate to consider the metropolis as a whole, apart from the central city area which is subject to the proposed reduction in Site Ratio. However, to grapple with the realities of the Central Business District, it is necessary to look at the total picture.

TRAFFIC PROBLEMS:

The Buchanan Report emphasised that, whilst pedestrians are important to the life of a city, motor cars are not. Most of the traffic planning evident in the City of Sydney is directed towards facilitating the flow of motor traffic at the expense of pedestrian traffic. Rectification of the problem of motor traffic can only fall within the public sector of planning. Members of this Committee have seen in other parts of the world that facilitating the ingress of motor vehicles to the city has not solved the traffic problem, only made it worse. Los Angeles is a shining example of what not to do! Large progressive cities in other parts of the world have now turned their attention to improvement of the public transportation system. A strong inclination towards rapid transit underground systems, such as in San Francisco, Montreal, London, Rotterdam, Munich and many other European cities, is world wide.

Whilst this is a matter which only the Government can plan for and take constructive action, an investigation should be made into a transfer system between bus and rail at periphery stations of Sydney's underground system. If this is impossible because of inter-departmental jealousies, then a transfer system for buses might be undertaken to reduce the number of buses travelling partly loaded within the crowded city streets, both within and outside of peak hours.

Proposed Ordinance - City Floor Space Ratio

TRAFFIC PROBLEMS: (Cont.)

We would be happy to make constructive suggestions to appropriate officers of the Transport Department as to what is effectively and efficiently done in other parts of the world - separation of pedestrian and vehicular traffic.

Long range plans should now be embarked upon for the separation of vehicles and pedestrian movement. Strong encouragement could be given by way of incentives in Site Ratios, City Rates and Land Tax - and Income Tax if the Commonwealth can be brought to the party! - to encourage the provision of pedestrian through-links, in areas of greatest concentration, for use at peak times of pedestrian movement, away from the existing streets and traffic.

In addition, the central city area is affected by the fact that the metropolis of Sydney contains an important maritime port and that railway goods handling facilities are close to the central city area, thus intermingling, with the central city traffic, goods and warehousing activities. Because of changes in material handling facilities and techniques and because of the incidence of rating and taxing arising out of the U.C.V. concept, there has been some reduction in warehousing activities and movement to peripheral locations where goods handling goes on at a single level. Without an intensive subjective study, all we can offer is the comment that daily observation indicates that any reduction in traffic on this head has not shown any marked improvement in relation to the traffic problem.

The trend towards major suburban shopping centres and the complete lack of convenient inner-city parking facilities has completely inhibited the growth of shopper traffic in the central city area. Conversely, there has been very little falling off in the numbers of shoppers requiring pedestrian movement in the city to undertake comparative shopping for special goods, as distinct from daily-needs shopping. It would be completely typical for the central city shopping to cater for specialised and luxury goods involving the comparative shopping activity. Comparative shopping postulates a good deal of pedestrian movement between stores to enable this activity to be carried out.

The through movement of vehicles in the retail precinct has been given a higher priority than the requirement for shoppers to circulate in that particular area, and in our first report we referred to the great number of obstructions that had been placed by various public authorities within the space available for pedestrian circulation.

Within areas given over primarily to office usage - where the greatest detrimental effect on property values would occur from a massive reduction in Site Ratio - there is an intermingling of through vehicular traffic, service vehicular traffic and pedestrian traffic. Because of a requirement for the provision of car parking space on individual building sites, there has been a facilitation and encouragement of the use of individual motor vehicles for use by top executives for the journey to work. Many of these vehicles are not otherwise used during the day. In these areas the bulk of pedestrian and vehicular movement occurs in the streets at the morning and afternoon peaks, otherwise there is maximum pedestrian movement in the streets at lunchtime, but this is not as concentrated as the morning and evening peaks because the direction of travel is not concentrated but diverse at the luncheon period.

Proposed Ordinance - City Floor Space Ratio

CONCLUSION ON THE EFFECT OF SITE RATIO PROPOSALS
ON TRAFFIC PROBLEMS:

The consensus of our opinion is that the problem thought to be solved by the reduction of Site Ratio is that of existing congestion, and the problem sought to be averted is that of anticipated future and increasing congestion. We do not believe the solution of so complex a problem is to be found in the crude solution proposed.

In our opinion, the interests of our members and those of the State, city and nation are co-incident, in that we wish to see preserved in the central area of the City of Sydney a vigorous economic entity capable of planned and orderly growth. We have offered to co-operate and await eagerly some indication from the responsible authorities that they will reciprocate by inviting us to participate appropriately in a thoughtful, responsible and forward-looking plan.

CONSTRUCTIVE SUGGESTIONS:

In our view the problem has to be tackled broadly and imaginatively within the following four broad headings, narrowing down to sub-headings:

1. Growth of the Work Force. ✓
2. Transportation to and from the central city area. ✓
3. Movement of goods, passengers, pedestrians within the central city area. ✓
4. Identifiable geographic areas of the city devoted to particular usage. ✓

1. Growth of the Work Force.

Authoritative study has already been done on this particular matter. The white collar work force is growing at approximately twice the rate of the work force generally, and experience both here and overseas indicates that in the affluent society this growth will tend to increase rather than decrease, despite the introduction of electronic data processing and other aids which, at first sight, might be expected to effect a reduction in the white collar work force. Experience has shown in the United States that, during the first burst of enthusiasm for E.D.P. machines, there was a slight flattening in the growth rate of white collar workers, but the white collar industry adapted itself to these new tools quickly, extended the range and diversity of its activities and grew at an even steeper rate than before. As a corollary of this greater use of machinery for performing routine tasks, there has been an upgrading in the status of the people concerned with this equipment, bringing in its train the natural human desire for more prestigious accommodation; the net result of the various influences at work has been the emergence of the need for a greater area per worker than was evident previously. Studies in this field have set the growth from a pre-war average of approximately 60 sq.ft. per office worker to the present norm in the order of 160 sq.ft. per office worker.

The conclusion can be drawn that the white collar worker force will grow and will require an increasingly large area of office space for its accommodation.

Proposed Ordinance - City Floor Space Ratio

CONSTRUCTIVE SUGGESTIONS: (Cont.)

1. Growth of the Work Force. (Cont.)

As a matter of normal business, the private sector will endeavour to provide this space to meet a market demand, in the area where it is most desired by the people seeking it.

2. Transportation.

Some excellent work has been done on the "Journey to Work", but this needs a further study in relation to the central city area. The underground railway system is the major factor in providing a transportation facility, but there are other trends emerging in relation to development in the peripheral dormitory areas of the city which could well emerge as providing a major loading on the road system.

In our view there is a 'crying' need for an authoritative comprehensive study of the public and private sectors engaged in the transportation of people to and from the central city area.

If it is the intention, whether avowed or not, of those seeking to impose this unrealistic Site Ratio to force suburban office development, then within the total study of the city there should be forward plans prepared indicating what is necessary to cope with the journey to work to whatever areas are designated.

3. Movement through and within the Central City Area.

This problem is related to three principal heads:

- (a) Goods.
- (b) Passengers.
- (c) Pedestrians.

(a) Goods.

We have referred earlier to the importance of goods handling on the edge of the central city area and to the importance of Sydney as a maritime terminal port, with all the ancillary distribution network concentrated within this relatively confined area. It has been our observation that there is little, if any, correlation between the decisions of the Maritime Services Board on the important matters with which they are concerned and the not less important matters of planning an amenity which are the concern of the Councils administering Harbour shore municipalities and, indeed, of the State Planning Authority itself.

It is our considered opinion that there is requirement for a study in depth of this particular aspect of handling of those goods not necessarily for the central city area.

Another important matter contributing to the city congestion is the goods handling within the central city area itself of goods destined for the retail precinct and for the office and such warehousing and manufacturing precincts as are still within the central city area. In many places throughout the world, goods handling takes place outside of the times normally given over to shopping and office activities. There are many examples which can be quoted and which would probably be known to the official Planners, in any event. A

Proposed Ordinance - City Floor Space Ratio

CONSTRUCTIVE SUGGESTIONS: (Cont.)

3. Movement through and within the Central City Area. (Cont.)

(a) Goods. (Cont.)

process of education and regulation in this direction would do a great deal towards alleviating the congestion problem of the roads, with the consequential effect on pedestrian movement. Such a study, and the decision on regulation, can only be undertaken by the Public sector.

(b) Passenger Movement.

In our opinion there are two phases to this question of passenger movement within the central city area. These are:

- (1) The journey to and from work.
- (2) Moving around the city on ordinary business, shopping and the like.

(1)

A major passenger handling facility for the journey to and from work is the suburban rail system, and a great number of arriving and departing passengers reach the stations as pedestrians rather than passengers. However, there is a sufficient number of people requiring transportation within the central city area, either as a transfer to or from the trains, or as a passenger in a bus which has a terminal destination within the city proper, to indicate the necessity for a study in depth on this head alone.

We believe that an analytical study of the passengers carried through certain sections of the bus routes which traverse the city, allied with an effective transfer system, would enable a great deal more efficient use to be made of a lesser number of buses with consequential reduction in the road space occupied by these most useful vehicles.

(2)

A somewhat separate consideration attaches to passenger movement within the city, either of people arriving by bus from outer suburbs and travelling to a destination in the city, shopping or for business consultation of one sort or another. An effective transfer system at the periphery of the central city area should enable a great reduction in the number of buses traversing the central city, mostly empty for a great deal of the day. We do not believe that it is beyond the wit and imagination of those concerned with the city transportation system to devise an effective system, if they are given the task of doing so. If it was decided to adopt a transfer system, it could well be practicable to look at the design of those buses whose sole purpose would be to operate within the central city area, where the grades, turning circles and inclinations of the road surfaces could be pin-pointed with exactitude and vehicles produced, we would suggest, with a much lower passenger platform and more ready accessibility - and much better passenger comfort on those hot, panting days when the city traffic sometimes grinds to a standstill!

(c) Pedestrian Movement.

The problems related to pedestrian movement are different in the office areas from those in the retail precinct. Such problems as presently exist relate principally to the area between Martin Place

Proposed Ordinance - City Floor Space Ratio

CONSTRUCTIVE SUGGESTIONS: (Cont.)

3. Movement through and within the Central City Area. (Cont.)

(c) Pedestrian Movement. (Cont.)

and the Quay, and occur only twice a day, at the morning peak flow from the dormitory suburbs to the central city area, and the afternoon peak ebb from the central city area outwards to the dormitory suburbs.

Ideally there should be a complete separation of pedestrian and motor vehicular traffic, but, realistically, we have directed our thoughts towards what is achievable rather than what is desirable. It would be achievable to obtain, within a measurable period, a complete re-alignment of footpath widths at ground level and to double footpath widths with a head clearance of, say, not less than nine feet.

In our earlier report we have already referred to the fact that in our opinion the ordinance as presently proposed would give rise to some buildings setting back and some remaining on their present property alignment. This gap-toothed effect would not provide an effective clear way for pedestrian flow, and would do nothing to solve the realities of what problem does exist. Accordingly we believe that the sensible and practical thing to do is to determine the street lines by re-alignment to cater for the necessities of pedestrian flow and this is something which, provided a realistic ordinance is introduced, property owners may well, in the majority, be prepared to accept.

4. Geographic Considerations.

By world standards, Sydney has a very small area in its central city, from Central Railway to the Quay and from Hyde Park to the Docks at Darling Harbour. Considerations and decisions which may be correct in other cities with geographically unlimited city centre areas would not be right for Sydney.

The city centre is divided into three fairly readily identifiable segments, the centre one being the retail precinct which generally has as its northern and southern boundaries King Street and Park Street respectively. North of Martin Place to the Quay is the "desired" office precinct which also contains Government sectors. South of Park Street, the only worthwhile office developments are semi-Government authorities.

The problems of peak pedestrian flows at specific times of the day are not as intrusive in respect of the retail precinct as they are in respect of the office precinct. In the retail area, as well as consideration of the possibility of a blanket re-alignment to double footpath widths, consideration might also be given to the very strong encouragement of internal pedestrian facilities being made available within the blocks bounded by the existing streets. The activity of comparative shopping need not necessarily be pursued in the existing street pattern, but could well be pursued off the street pattern and within the curtilages of existing holdings, provided that access was given from one set of premises to the next. Commercial enterprise has already taken some steps in this direction and the proposed Centre Point Development will have an effect of alleviating some of the congestion at one of the worst spots of congestion in the city, the corner of Pitt and Market Streets. It should be remembered

Proposed Ordinance - City Floor Space Ratio

CONSTRUCTIVE SUGGESTIONS: (Cont.)

4. Geographic Considerations. (Cont.)

that one of the main reasons for congestion in this location is a wedge of stationary pedestrians waiting for buses at one of the busiest retail corners of the city.

At the northern end of the city, main congestion problems arise in the vicinity of Wynyard Station and particularly in Hunter Street. The once projected underground pedestrian tunnel from Australia Square to Wynyard concourse would provide major relief in this regard.

Pedestrian through-links need to be available from, say, 8 a.m. to 6 p.m. Mondays to Fridays, except Public Holidays, and from 8 a.m. to 12.30 p.m. on Saturdays and need not, for practical purposes, be available outside of these hours.

Major buildings already exist in the area with their facades already taken up to the existing footpath boundary alignment, and it may well be necessary to consider extensive notice being given of the requirement to re-align.

It is in the southern end of the city where a forward-looking plan, boldly implemented, now would be capable of realistic achievement during the inevitable future re-development of this presently relatively depressed area of the city.

In respect of improvement in pedestrian movement, there could be two areas of attack:

- (1) Setting back at the existing footpath alignment; (whether by colonnading or by cantilevering or by setting back of the whole of the facade, is a matter upon which the Committee are not yet in unanimous agreement).
- (2) Providing through-links through the actual buildings themselves.
(These would have the effect of taking pedestrians right off the existing street pattern and passing them through the buildings. In some locations it may even be considered desirable to pass pedestrians above the street level, even at relatively high levels of the buildings. These internal circulatory facilities need only be available within the hours stated above).

OBSERVATIONS ON SITE RATIO CONSIDERATIONS:

1. The Ordinance as presently proposed would not make any effective contribution to the alleviation of any existing pedestrian congestion, nor the prevention of any future pedestrian congestion, because it would give rise to piecemeal setting back and leave bottlenecks created by the existing footpath widths.

2. There is a penalty for high-rise buildings related to the area of leasable floors occupied by lifts, and this penalty would be especially imposed by taking the Site Ratio in relation to the gross area of

Proposed Ordinance - City Floor Space Ratio

OBSERVATIONS ON SITE RATIO CONSIDERATIONS: (Cont.)

buildings, thereby further inhibiting building owners from setting back and creating more space at ground level. As high buildings provide more area at the street level, there is a strong argument for relating whatever Site Ratio is finally decided upon to the net and not to the gross area of the building.

3. The Committee are aware of the problem of vehicle congestion, and, as set out above, consider it a matter which should be attacked by the Public Authorities in the broadest and most comprehensive way.

4. The Committee believe that effective action could be taken to make pedestrian movement easier throughout the whole city by re-aligning to cater for pedestrians, even if such re-alignment was related to a limited height only.

5. The Committee believe that the Site Ratio should have a relationship to the net usable area and, if this definition was accepted, would direct itself to a close definition of the meaning of 'net usable area'. Very broadly the Committee would exclude lift-shafts, fire stairs, lift lobbies, circulation passages, toilets and other spaces not actually used for the conduct of business. ? quest.

6. As a compromise suggestion for the reduction of the existing Site Ratios, the Committee put forward a suggestion that there would be graduated bonuses for size of site, scaled from 10,000 sq.ft. up to 40,000 sq.ft., with special consideration being given to any site proposal in excess of 40,000 sq.ft.

The scale suggested is as follows:

Up to 10,000 sq.ft. permissible building "X" times usable area to once the site area, with graduated scale for sizes up to a maximum of "X" to one at 40,000 sq.ft. site area.

Note. We envisage that these site ratios would be in relation to the original site area, that the set back at footpath level would be made available free to the city and be preserved by covenant on the site, so that the benefit of Site Ratio would still attach to any further re-building in decades to come. Outside of the compulsory set-back we envisage that there would be further bonuses attaching to the provision of space made available for open Plazas and useful pedestrian circulation through-links or other areas, at the rate of, say, four times usable floor area to once the area made available.

OTHER RECOMMENDATIONS:

7. The number to be substituted for "X" could well be different for different areas of the city. The determination of the actual site ratios could only realistically be made AFTER completion of the recommended studies.

8. In general terms the Committee were in accord with the proposals for mixed development, but suggest that in the interests of clarity it should be defined that only those parts of mixed buildings designed (and eventually built) for overnight or longer human habitation should be considered to be residential.

Proposed Ordinance - City Floor Space Ratio

OTHER RECOMMENDATIONS: (Cont.)

9. For the reasons put forward in the first submission and in the general interests of orderly development, the Committee considers that development approvals should be given a life of five to seven years.

10. During the period of 'life' of an existent development approval, an owner should be able to aggregate adjacent lands and have a consolidated development application considered under the same terms of reference as existed at the time of granting of the current development approval.

11. Amendments to existent development approvals sought as a refinement of a current development approval should also be considered within the terms of the original approval.

12. Car parking and plant room spaces as approved should be excluded from measurement area, as well as walls, columns and the like.

For the purpose of comparison, annexed is a copy of the density controls set out in the Melbourne Planning Scheme for the Central Business Area and dated 1st October, 1964.

13. The Committee have not yet completed study in depth of the residential zonings proposed, but in broad terms we would recommend that, in order to provide greater incentive for the re-development of old residential areas, the floor space ratio for the following districts should be four to one:

- (1) The whole of the residential areas of the Potts Point, Kings Cross and Darlinghurst.
- (2) Any other areas where sites can be assembled of such magnitude as to enable neighbourhood re-development, because they are in ruins or can be consolidated into one ownership.

W.J. Gately,
CONVENOR.

8th July, 1969.

EXTRACT FROM MELBOURNE PLANNING SCHEME
OF 1st OCTOBER, 1964

DENSITY CONTROL.

With a view to eventually achieving a better distribution of development throughout the Planning Area and to prevent undue concentrations of development, it has been provided that, except as set out below, the plot ratio of any new or enlarged building shall not exceed the following values:-

Commercial A Zone	-	Industrial buildings	2
		Other buildings	10
Commercial B Zone	-	All buildings	10
Commercial C Zone	-	All buildings	12
Retail Zone	-	All buildings	8

Plot ratio is defined as the ratio of the total floor area of the building, excluding floor area used for services, parking and certain other purposes but including all external walls and all internal walls and partitions, to the total area of the land on which the building is erected.

It is also provided that where immediately before the Scheme comes into force, there existed on any land, buildings which had a plot ratio exceeding that otherwise permitted in the zone, such buildings may be replaced by buildings with a plot ratio not exceeding the value at that date.

Also, in the circumstances set out in the following table, the plot ratio may be increased by an amount calculated by dividing the area of set back or arcade by the total area of the land and multiplying by the appropriate numerical factor set out in the table. That is, if -

- A = area of the land
a = area of set back or arcade
N = numerical factor

then the plot ratio may be increased by $\frac{a}{A} \times N$

<u>Circumstances</u>	<u>Numerical Factor</u>
(I) Where no land is reserved in the planning scheme for the purpose but at the request of the Council a building is set back at surface level from an alignment to permit the widening of a street lane or passageway and right of carriageway is given to the public over the land then made available.	8
(II) Where a building is set back from the street alignment a distance of not less than 20 feet and the land between the street alignment and the face of the building is developed and maintained as a concourse for the pedestrian public.	8
(III) Where an arcade or passageway having a clear unobstructed width of not less than 18 feet and available to the pedestrian public during daylight hours except on Saturday afternoons, Sundays and Public Holidays is provided to the approval of the Council.	4

ANNEXURE (Cont.)

<u>Circumstances</u>	<u>Numerical Factor</u>
(1V) Where as set out in the Planning Scheme or as requested by the Council the ground floor of the building is set back a distance of 10 feet or more from the street alignment to form a colonnaded footpath for the pedestrian public.	3

RETAIL ZONE. Special Condition.

To prevent undue discontinuity of shopping frontage which can adversely affect business, it is provided that, in the Retail Zone where land in the same ownership has a frontage of more than 16 feet, no portion of the ground floor frontage exceeding 16 feet or 50% of the frontage whichever is the lesser shall be used for any purpose other than that of a shop. Unless otherwise permitted by the Council, the minimum width of any shop shall be 10 feet and the minimum depth 20 feet.

14th July, 1969

The Honourable P.H. Morton, M.L.A.,
Minister for Local Government,
State Office Block,
SYDNEY. 2000

Dear Sir,

Proposed Ordinance - City Site Ratio

Further to my letter of 16th May, 1969 to the Acting Minister for Local Government, this Association has continued its study and a further progress report of its Technical Committee will be sent to you shortly.

The more developed consideration of the Committee has confirmed the salient points and constructive suggestions made to you on 16th May. These following additional matters are submitted:

Salient points:

- ★ There is need for study in depth of the growth of the white collar work force in relation to space needs and location within the metropolitan area generally and the Central Business District in particular.
- ★ There is need for studies in depth related to:
 - Goods handling generally, including ship, rail and road, affecting the Central Business District.
 - Passenger transportation to and from the Central Business District, and consideration of a transfer system.
 - Passenger movement within the Central Business District.
 - Vehicular movement through the Central Business District

- continued -

- . Pedestrian movement, at peak hours and throughout the day.
- . Correlation of all of the above.
- * A clear definition of "Mixed" development is suggested.
- * Orderly development requires:
 - . A longer period of life for Development Approvals, suggested five to seven years.
 - . Provision for aggregation to and refinement of existent Development Approvals.
- * Site Ratio needs to be related to net leasable area to achieve best results.
- * Bonuses for size of site should be graduated from 10,000 sq.ft. to 40,000 sq.ft., with special consideration to sites above 40,000 sq.ft.
- * Special bonuses should attach to the provisions of useful pedestrian facilities in areas of great congestion.
- * There should be some provision for compensation to property owners adversely affected by change in Site Ratio.
- * Further study is needed of residential zonings, tentatively 4:1 is suggested for Potts Point, Kings Cross and Darlinghurst. This might be extended to other areas where site aggregation may be achievable, sufficient to enable a change of depressed environment.

The report emphasises the urgent need for constructive action, some of which was previously recommended to the Acting Minister:

1. The involvement of all Sections with interest in the City, in an objective study towards the preparation of a Master Plan.

- continued -

The Honourable P.H. Morton, M.L.A.

14th July, 1969.

2. The simplification of machinery measures so that only one body's decision is necessary in respect of a Development Application and one in respect of a Building Application.
3. The taking of a realistic decision on the matter of Site Ratio.
4. The expeditious completion of plans for Woolloomooloo and the Quay.
5. The fixing of the term life of Development Approvals at, say, seven years.

As our study is progressively completed, we shall make further submissions to you in the sincere hope that you will accede to our No. 1 recommendation above.

Yours faithfully,

(Sgd)

(R.C. Powys)
PRESIDENT

CCPY.

14th July, 1969.

The Honourable P.H. Morton, M.L.A.,
Minister for Local Government,
State Office Block,
SYDNEY, 2000.

Dear Sir,

Proposed Ordinance - City Site Ratio

Following our discussion this morning, the Association would like to urge consideration of the following matters in relation to the City Site Ratio. We should like to put these proposals forward on the assumption that a promulgation of new regulations based on a 6:1 index is inevitable but without prejudice to the case we believe we have made for a wider consideration of city problems.

1. We would recommend strongly that the ratio refer to net areas rather than gross areas. The net area is the usable area and this determines the population that is accommodated in the city, and it is more logical to use this area when considering the effect of congestion.

A gross floor area calculation penalizes a tall building as against a squat building, due to the greater percentage of floor space taken up by services in the taller building. Use of gross ratios will result in squat buildings covering the whole of their sites as against taller buildings covering part even of their sites which is to be preferred.

2. We would also recommend a reduction from 60,000 sq.ft. to 40,000 sq.ft. in the area of site required to obtain maximum site ratio. We would also recommend that there be a graduated scale so that a 10,000 sq.ft. site would rate a 6:1 ratio with graduated increases in the ratio as the site area increases.
3. In our previous submission we proposed that the life of development approvals should be extended and we would like to repeat this recommendation. It is impracticable to put together major developments within short periods and a short time limit on the large number of applications approved in the last few months would cause developers and managers to throw impossible burdens on the building industry.

While we believe that the proposed Ordinance is not in the city's best interests, we suggest that the abovementioned amendments would reduce its disadvantages.

Yours faithfully,

(Sgd)

(R.C. Powys)
PRESIDENT

MEMORANDUM

TO J. BOMA

13th July, 1969

Mr. H.O. Pevys,
President,
Building Owners & Managers
Association,
C/- Australian Mutual Provident
Society,
A.M.P. Building, -
SYDNEY COVE.

RECOMMENDED DEFINITION OF NET AREA

SITE RATIO

For the purpose of Site Ratio calculations, floor space shall be the net area of the building usable for commercial, retail or residential activities.

Generally, the floor space measured would exclude lift wells, stair wells, service ducts, vents, fire corridors, machinery and plant rooms, toilets, washrooms and associated air locks intended for general use, (i.e. as distinct from individual bathrooms and toilets provided in a residential or part residential building), areas set aside for parking of vehicles and for the loading and unloading of goods delivery vehicles together with access thereto, areas set aside and available to the public, and not only to the users of the building, as planes, as useful pedestrian ways or as useful pedestrian through-links during at least the hours of 8 a.m. to 6 p.m. Monday to Friday and 8 a.m. to 12.30 p.m. Saturdays, Public Holidays excepted, areas set aside for the use of any public authority or supply authority such as the Sydney County Council or the Gas Company and any access thereto, areas set aside and obviously adapted for use by a resident caretaker or building supervisor and a resident plant operator, and would exclude the thickness of walls separating all the above from the usable floor area.

Measurements shall be taken from the internal face of external walls or windows to the internal face of the core structure or fire corridor. No deductions shall be made for columns and projections necessary to the building, nor for perimeter induction units.

.....
(SGN) W. J. CATLEY



BUILDING OWNERS AND MANAGERS ASSOCIATION OF AUSTRALIA LIMITED

N.S.W. DIVISION

50 Nicholson Street, St. Leonards. Telephone: 439-2627, 439-2701.

Postal Address: Box 458, Post Office, Crows Nest, 2065.

FLOOR SPACE RATIO
FOR CONTROL OF SIZE OF BUILDINGS IN
THE CITY OF SYDNEY

1. On Tuesday, 14th April, 1970 a meeting was held with representatives of the Council of the City of Sydney, of Building Owners and Managers Association of Australia Limited and of New South Wales Chapter of the Royal Australian Institute of Architects to discuss proposals for not changing the existing policies in regard to floor space ratio control of future designs for buildings, particularly those in the central business district of the city.
2. More than fifty people were present at the meeting to hear addresses by Mr. R.O. Powys and Mr. W.J. Gately of B.O.M.A. and by Professor R.M. Johnson of the R.A.I.A. Other representatives of building owners and architects expressed the views of these bodies.
3. The Floor Space Ratio means that a figure ("index number") should be adopted for all sites in the city area and that such figure be the multiplier of the number of square feet of site (land) area to determine the number of square feet of useable building floor area that could be built.
4. For some completed buildings the index number had been fifteen and in a few cases more. Some few years ago the Height of Building Advisory Committee and the State Planning Authority decided that the maximum index number be twelve, providing some defined bonuses were offered by the building owner. These bonuses could be the setting back of the building from the street or boundary building lines to provide arcades or throughways, or the provision of open spaces or increased space for movement of pedestrians at street level, or the provision of car parking spaces and adequate areas for the loading and unloading of commercial vehicles.
5. The basic index number proposed for most new buildings is six compared with the present index number of ten for a site with only one street frontage, or at most up to twelve for a site with more than one street frontage and planning areas in order to obtain bonuses as described in 4.
6. An important consideration in these matters is that the Council of the City of Melbourne (and some other Capital Cities in other States) offer more attractive bonuses or incentives in floor space ratio and index numbers than do the proposals for the City of Sydney. The inevitable result could well be that companies investing in city buildings, particularly head office buildings, will leave Sydney for other capital cities, where the restrictions on floor space area are not so stringent.
7. All the people who spoke at the meeting urged that action to revise the current policies of various authorities such as the Department of Local Government, the State Planning Authority and the Council

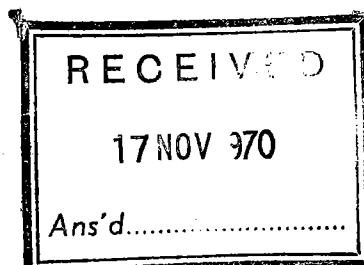
of the City of Sydney, be deferred until much more detailed studies have been made by experienced architects, town planners, engineers and others, and particularly by the group that employs everyone in the building industry - namely the building owner.

8. This paper has been prepared by the Building Owners and Managers Association of Australia Limited - N.S.W. Division.

File: 7078/W.304.

Melbourne City Council

Plot Ratio Control.



As directed by the Committee, following are the details of the controls on plot ratios as contained in the Council's (Central Area) Planning Scheme 1964.

In the Scheme, "Plot Ratio" is defined as meaning the ratio of the floor area of a building to the area of the land within which the building is or is to be erected.

"Floor Area" means the sum of the area of all floors of a building or where more than one building is situate on any land of all buildings including the floor of any basement, messanine or attic, and the horizontal section of all walls at floor level including the portion of any party wall comprised in the building, but excluding any part of such building used for housing mechanical equipment provided for the better enjoyment of the building or set aside as a loading dock or provided for the parking of vehicles.

The attached plan shows the maximum permissible plot ratios that have been adopted by Council for the Central Area. (Some small areas of different zoning within a block have not been shown for the purpose of clarity).

Subject to sub-clause (2) hereof in the circumstances set out in Column 1 of the Table, the maximum permissible plot ratio can be increased by the amount obtained by the application of the following formula, that is to say -

Where A = Area of site,
 a = Area of setback arcade passageway or
 flat, and
 N = Applicable Numerical Factor obtained
 from Column 2 of the Table

Then $\frac{a}{A} \times N$ = Permissible increase of plot ratio.

19.11.70

INCREASE IN PLOT RATIO

2.

Column 1

Column 2

Circumstances

Applicable
Numerical
Factor

- (i) Where a building for the whole of its face is set back from the alignment of a street or lane in compliance with a requirement by the Council for widening pursuant to Clause 22 of the Ordinance. 8
- (ii) Where the face of a building is so set back from the alignment of the street on which such building fronts that no part of such building is less than a distance of 20 feet from such alignment and the land between the street alignment and the face of the building is developed and maintained as a concourse for the pedestrian public. 8
- (iii) Where the face of a building situate on land having an abuttal on each of two intersecting streets is at or near the intersection of such streets so set back as to provide a concourse for the pedestrian public of such an area as would in the opinion of the responsible authority justify the application of the factor set forth in Column 2 of this Item. 8
- (iv) Where an arcade or passageway having a clear unobstructed width of not less than 18 feet and being so constructed that the entrance thereto from any street shall be at street level is provided and maintained as a concourse for the pedestrian public during daylight hours except on Saturday afternoons, Sundays and Public Holidays and the Council is of the opinion that the provision of such arcade or passageway is in the public interest. 4

Melb
City
Council

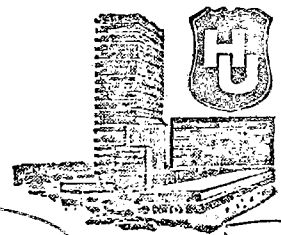
Column 1	Column 2
Circumstances	Applicable Numerical Factor
(v) Where as set out in the Planning Scheme or as requested by the Council the ground floor of the building is set back a distance of 10 feet or more from the street alignment to form a footpath (whether colonnaded or not) for the pedestrian public.	6
(vi) Where a building is constructed on land having in respect of each of two intersecting streets the width of which is not less than 33 feet the alignment of the street as its boundary and no part of such building is constructed within 30 feet of any boundary not constituted by the alignment of a street and the land between any such last mentioned boundary and the building is maintained as a passageway for the pedestrian public to the satisfaction of the Council.	8
(vii) Where a building comprises or contains two or more flats and the Council is of the opinion that the increase is warranted.	Such numerical factor not exceeding 0.5 as may be determined by the responsible authority.

Except where the circumstances are those set out in Item (vii) of the Table, the plot ratio shall not be so increased that it shall exceed the maximum permissible plot ratio by more than 25 per centum thereof.

HOME UNITS PTY. LIMITED

HOME UNIT BUILDERS
REAL ESTATE DEVELOPERS

O'CONNELL HOUSE, 15 BENT ST., SYDNEY, N.S.W. 2000
TELEPHONE 221-1244



MB: file B751171

W.304

8th January, 1971.

WD
DC
SL
PC
BY

The Town Clerk,
Town Hall,
Sydney. N.S.W. 2000.

re Plot Ratio bonuses for
residential - see p.3.

Dear Sir,

Council's Strategic Plan for the City of Sydney

In reply to your letter of 4th November, 1970, the views expressed below largely stem from this Company's deep long-term involvement in the provision of high-density living accommodation, as well as from the profound convictions of the writer in matters pertaining to City redevelopment, especially where the residential factor is concerned.

For many years there had been an ever-strengthening assumption that the urban environment was an unsuitable one for people to live in, an idea intensified by the myth that the only suitable accommodation for a typical Australian family was a fully detached house standing in its own garden or potato patch. That this idea is mythical is now surely borne out by recent figures which demonstrate, at least in New South Wales, the enormous proportion which home units and flats now occupy of the total number of dwellings produced annually.

On its advent, your Council announced its intention of formulating measures which would "bring people back into the city". That this has not yet begun to happen to any appreciable extent would seem to owe itself largely to the fact that where zoning regulations permit any use other than residential, such use will in almost every instance offer the developer a greater profit incentive than will the use of the site for purely residential purposes. In fact, the situation has now arisen where sites which once seemed logically suited even for hotel or motel use, generally regarded as a more valuable use than purely residential, become more valuable even in fringe areas for use as commercial investment projects once their price has passed a certain point.

At first glance it would seem that the logical answer is to zone a greater variety of areas for residential use. Indeed, in the light of the curious conviction

...../2.

The Town Clerk.

8th January, 1971.

on the part of many planners and local authorities in New South Wales that commercial and residential development should always be entirely separate, this conclusion would not be a surprising one. It is difficult to see how this fixation developed historically other than as an extension of the outmoded homestead idea described above, where residential enclave is seen as enjoying a special status because of its total divorcement from any kind of commercial or retail development, notwithstanding the loss in convenience which goes hand in hand with this kind of separation.

Of course, the above-described phenomenon is as illogical and undesirable and as simply untrue as the myth from which it derives. This has been proved in this Company's operation in places as far apart as Lane Cove and Burwood where the fastest selling home unit projects it has ever constructed have been those placed virtually in the middle of the shopping centres.

Where mixed retail, commercial and residential development is to occur in the heart of a city, there are various systems by which this can be achieved so as to provide the proper level of separation in terms of suitability to and acceptability by the various users of the individual projects. One of the best examples in recent years has been the John Hancock Centre in Chicago where access to each of the various functions in the building is separated from access to each of the others; thus the residential half of the building can be reached only from a vestibule which services no other part of the complex. This principle applies not only to the lower retail and commercial areas but even to the restaurant and tavern on the 95th and 96th floors. Another example is the United Nations Plaza in New York where access to the lower commercial floors and the upper residential floors is respectively gained from separate streets. ?

This type of project has not been attempted on a major scale in Sydney for many years. Those which have been carried out have failed dismally in terms of the above-described environmental factors. This Company at present has under construction at Bellevue Hill a small building of only eight storeys which precisely achieves this object by placing retail shops on one street frontage and a prestigious entrance to the residential project on another. This project could well serve as a model at least for suburban councils in demonstrating how to bring people to live where the action is. It is pointed to here only in order to demonstrate that if such development is possible within the limitations encountered in suburban development, it should present few problems within the City area.

The Town Clerk.

8th January, 1971.

Granted that such projects are possible within the city proper, especially on a basis of block development where separate access can be gained by virtue of two, three or even four street frontages, aided by careful planning on the part of the developers and architects concerned, how then can incentive be provided to persuade the developer to utilize part of his valuable site ratio for purely residential purposes? The answer, we believe, lies in a basically simple idea; that of granting site ratio bonuses for the addition of a residential factor. For instance, a site with a commercial ratio of 10:1 could be granted a 12:1 ratio provided one-third of the total floor space was devoted to residential use. The developer is then given a viable choice between "bringing people back into the city" or of continuing to help transform Sydney into the nightly deserted commercial jungle which it has already become, and which present trends and policies show little sign of alleviating.

The argument that the offer of extra site density places greater weight of usage on the site concerned simply does not hold water. This is because the major residential use occurs at times outside the major commercial uses, and especially where the bonus system reduces commercial use while increasing residential use, the addition of careful planning ensures a more satisfactory building to all concerned than would otherwise be the case.

One argument often advanced against living in the city is that Sydney does not offer recreational facilities comparable with those of other major cities around the world. This is the classic story of the dog chasing its tail. Until people do move back into the city, there will be no incentive for entrepreneurs to provide facilities such as one finds in Rome, Paris, New York or London; and indeed such facilities would in turn not be able to be provided until the State Government realised that the second half of the twentieth century is here to stay until the beginning of the twenty-first, and was prepared to legislate in respect of the provision and licensing of entertainment facilities accordingly.

It is our view, therefore, that any strategic plan for Sydney should write off most of the area bounded more or less by Macquarie Street, Elizabeth Street, Park Street, Clarence Street and Circular Quay as a irrecoverable commercial desert, but should adopt such measures, many no doubt more stringent than the simple proposal outlined above, as would ensure that the same blight does not descend on those vast areas of the city as yet to be developed.

Yours faithfully,
HOME UNITS PTY. LTD.


S. King,
Director.

ADR DC ✓

Work file 7078/W304
Plot Ratios
- Residential

MEMO : URBSEARCH etc.

attention Mr. G. Clarke.

19.8.70.

Re balconies in Central Sydney flats.

Under Schedule 7 the whole area of a balcony is included in the Total Floor Area of a flat.

This practice which is not followed by many other Councils, discourages the provision of balconies by developers.

In view of the importance of private outdoor space (balcony) to the liveability of flats I suggest that the City Council be advised to change this practice and institute conditions which would positively encourage the provision of balconies. Further, since the most usual practice of counting only half of the balcony area does not always achieve the provision of large balconies, I suggest that the area of balcony considered in the Total Floor Area be equal to $1/3$ or even $1/4$ of the actual area of balcony.

Such apparent generosity can be explained on at least two grounds: -

1. Sydney's climate is conducive to outdoor living, and outdoor eating, entertaining, sunbaking etc., are some of the socio-culturally sanctioned activities from which most flat dwellers are debarred at present.
2. the specially dense conditions which are characteristic of the central city and the street bustle which attract many of the 'urbanites', do inflict the lack of privacy particularly outdoors, and a balcony constitutes a compensation.

Zula Nittim.

ADVISORY TECHNICAL COMMITTEE ON MEDIUM DENSITY HOUSINGSUGGESTED WORK PROGRAMME1. Terms of Reference

Definition of medium density housing for the purposes of the committee.
suggested definition:

caravans +
house boats
trailer homes.

"All forms of housing other than detached dwellings
and conventional flats and including existing housing
such as terrace housing"

semi detached

duplex
triplex
villa
maisonette

2. Objectives

To advise the Authority on:-

"mixed dev."

- the proper role of medium density housing in the
~~Sydney Region;~~ *State of NSW.*
- the obstacles, if any, that inhibit the development
of medium density housing;
- ways of overcoming such obstacles and of controlling
the development of medium density housing.

3. Review of Existing Situation

- The forms in which medium density housing exists in
Sydney *and other areas.*
- Locations to which medium density housing tends to go
and why.
- Regulations affecting medium density housing.
- The demand for medium density housing. *+ the factors which
may influence
change in the*
- Attitudes to medium density housing by -

current
+ likely
future

- general public,
- councils,
- developers.

character of demand,

4. Possibilities

- The appropriate role of medium density housing in the
Sydney Region -

- in the inner areas,
- in the intermediate areas,
- in the outer areas

Ex
planning
schemes

- Examples of ~~good~~ developments, *detail plans, + codes
practices*

- in Sydney,
- in other Australian cities,
- overseas.

5. The Problems

- Problems of attitudes,
- Problems of regulations, *method*
- Problems of finance, *economics*
- other.*

pop density
per site acre.

pop density
per n'hood acre

visual density
density of bricks + mortar

6. Recommendations

S Y D N E Y,

1963

Dear Sir,

I refer again to the Division's letter of 26/10/62 in which it was stated that the Division considered that the redevelopment of the centre of the City of Sydney required the preparation of comprehensive block plans rather than piecemeal development proposals.

I am aware of the great opportunities which exist for redevelopment in Sydney and in this regard the Division may know that earlier this year I suspended the provisions of the County of Cumberland Planning Scheme under section 342Y of the Local Government Act, 1919, in respect of the land bounded generally by Bridge Street, George Street, Circular Quay and Macquarie Street, which area is particularly ripe for redevelopment. I also directed the Sydney City Council to refer to me for determination all interim development applications involving land in the area.

However, the primary responsibility for the planning of the City of Sydney rests with the City Council. Although the Council has already prepared a scheme for the City of Sydney under Part XIIA of the Local Government Act, 1919, that scheme is primarily concerned with land use and what, in my view, is needed in respect of the Sydney Cove area, is a scheme largely concerned with civic architecture, although questions of finance, land utilisation and acquisition, consolidation of allotments and the redesign of roads must necessarily also be involved.

I have emphasised to the Sydney City Council the need for any plan for the Sydney Cove area to conform with the redevelopment of the City generally. The Council's attention was also invited to the fact that other parts of the City were also ready for redevelopment and I referred particularly to proposals for the redevelopment of the St. Andrews Cathedral site and the proposal involving the Queen Victoria building in which the Lord Mayor had a particular interest. I stated that it seemed to me that a plan for the inner City which would integrate the development which is now taking place in a piecemeal manner with the redevelopment schemes mentioned and the other areas which are ripe for redevelopment is a matter of great importance and I commended to the Council for its consideration the suggestion that it might engage an eminent Architect/Town Planner to assist in the preparation of a redevelopment scheme.

The Division will appreciate that redevelopment proposals are necessarily involved, particularly where land is held in multi-ownership and I will appreciate any suggestions it may have for the practical implementation of such schemes.

Yours faithfully,

(SG)

Minister for Local Government.

Dr. I. Boileau,
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Sydney Division,
Box 45 P.O.,
King Street,
S Y D N E Y.

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