



THE COUNCIL OF THE CITY OF SYDNEY

33
Mr. G. Clarke,
Urban Systems Corporation Pty. Ltd.,
2nd Floor,
M.L.C. Building,
Victoria Cross,
NORTH SYDNEY. 2060.

4504
TOWN HALL, SYDNEY, N.S.W.

5th September, 1972.

REFERENCE: DTCJ:VS

Dear Mr. Clarke,

Attached is a copy of a letter of 30th August, 1972, from the Institute of Real Estate Development concerning the Institute's review of the Strategic Plan.

A copy of the Institute's review is also attached.

Alderman Andrew Briger, Chairman, City Development Committee, has asked that the review be referred to you for your comments.

Yours faithfully,

A handwritten signature in cursive script, appearing to read 'J. H. Luscombe'.

J.H. LUSCOMBE,
Town Clerk.

Attach:

file COSSP 7078 Participation
~~on~~ Comments on FSR Code

8.9.72

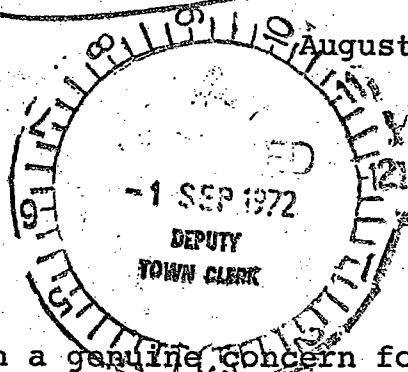
INSTITUTE OF REAL ESTATE DEVELOPMENT

175-183 Castlereagh Street, Sydney
Telephone: 61-2267

Address all correspondence to Secretary
Box 5071, G.P.O., SYDNEY 2001

August 30, 1972.

The Town Clerk
Sydney City Council
Townhall
SYDNEY 2000



Dear Sir,

This Institute in a genuine concern for the type and standard of development in Sydney, has considered, in depth the Sydney Strategic Plan produced for the City Council.

Indeed whilst we applaud the effort being made by our city authorities to deal with the great need for; and the effect of development in this area; we feel there is room for comment and some criticism.

Rather than simply direct such criticism to your council, I have enclosed a copy of this Institute's review on this plan. The conclusion in this review attempts to point to the inadequacies of the plan.

I request that you in turn will consider and accept this comment on its merit.

Yours faithfully

A handwritten signature in dark ink, appearing to read 'Beverley Kemp'.

Beverley Kemp
Registrar

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REVIEW

o f

CITY OF SYDNEY STRATEGIC PLAN

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C O N T E N T S

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1. Purpose of Review
2. Introduction to Plan
3. The Plan in a Nutshell
4. Floor Space Radio Code (F.S.R.)
5. Parking Code
6. Conclusion

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This review was undertaken with the narrow objective of assisting the developers through basic understanding of the simple elements therein to deal with the various propositions offered by way of city sites from time to time and assess these propositions in the light of the Strategic Plan governing future development.

We believe that the Plan as it is today will be reviewed and checked over the years, and so cannot be looked upon as a statement or set of rules setting out guidelines for future development, but understanding of the Plan gives the general idea of basic principles upon which the city will develop and also will assist generally in the selection, purchase and development of sites with optimum future potential.

2. INTRODUCTION TO THE PLAN

The Council of the City of Sydney (based on its present boundaries) has called in a firm of consultants, namely Urban Systems Corporation Pty. Limited in association with McConnell Smith & Johnson and W. D. Scott & Co. Pty. Limited to provide an over-all strategic and definitive statement to become the basis of future action to develop the City of Sydney according to well conceived plans with due regard to future growth. The main objective of Council was to set out a guideline of orderly development of the city to the year 2000. Some of the main concerns were floor space ratios; parking space; separation of vehicular and pedestrian traffic; preservation of historical buildings; sufficient provision for recreational facilities; pollution control and ensuring an increase in permanent residents within the confines of the city of Sydney. For the purpose of this plan the city was divided into a number of precincts and essentially the area of the various precincts is to be developed according to the guidelines in the Plan.

THE FOUR OBJECTIVES : MANAGEMENT
 ACCESSIBILITY
 DIVERSITY
 ENVIRONMENT

Obj. 1 - Management :

To foster economic growth by firm guidelines and direction to manage the city as a system of environmental areas through -

- * policy of administration to provide leadership in policymaking for development
- * policy of setting out city structure according to environmental areas connected with network of transport facilities and open spaces
- * policy of incentives and contributions to provide incentives for the many diverse types of development to ensure growth of predetermined environmental areas
- * policy of finance, seeking long range capital projections and programmes.

Obj. 2 - Accessibility :

To improve access to and ease of movement through the city by modernisation of public transport to create an integrated system by the policy of roads bypassing the city, creation of peripheral parking and policy of co-ordinated pedestrian traffic flow.

Obj. 3 - Diversity :

To conserve and increase the diversity of community activities throughout the city by policy of -

- * increasing retailing and tourism
- * increasing community services
- * increasing facilities for leisure and learning.

- * To conserve, enhance and improve the physical environment of the city.
- * To preserve places or structures of historic or Architectural significance.
- * To maintain urban design for improved appearance of the city and create harmony with its unique typography and character.
- * To foster open spaces through extended network of boulevards, plazas, promenades, playgrounds, etc.
- * Policy of pollution control to reduce noise, pollution of air and water.

The above objectives were based on the needs and demands of the community living and working in the city, and to ensure the continued and efficient growth of the city to cater for ever increasing population, both in a commercial and residential sense.

The Plan must obviously take into consideration a complex set of forecasts and predictions of population and business trends governing the pattern of growth and the rapidity of growth of the city. Such forecasts are extremely difficult as there are a large number of unpredictable factors which are the basis of such projections.

It is interesting to note that during the period of 1850 to 1890 the population of Sydney grew from less than 60,000 to over 400,000. During this period were built the tightly packed terrace houses of Paddington, Balmain, Glebe, Woolloomooloo, Surry Hills, etc.

Towards 1900 and 1914 this population doubled and the million mark was reached. During this period in 1909 a Royal Commission was called to attempt the first formal planning of Sydney and its Suburbs.

While in this brief summary we cannot deal with the findings of the Royal Commission in 1909, it is interesting to note the tremendous changes influencing the pattern and rate of growth not envisaged at that time such as the advent of the motor car and its effect on public transport then planned for up to 60 years ahead. Also the demand for the type of housing then assumed; since totally changed.

The number of motor vehicles registered in N.S.W. in 1909 was 4,000 approximately, while in 1970 the number stood at almost two million.

During the last 20 years, the whole structure and pattern of activities of the city has fundamentally changed with a significant shift in balance of function from a monocentric metropolis to a highly specialised activity centred mainly around national and international commerce, with a decreasing importance or significance as being centre of activities of the local and regional population.

The most significant aspect of the Strategic Plan is the Floor Space Ratio Code (F.S.R.) as adopted by resolution of Council in December 1971.

The F.S.R. and the Parking Policy, Parking Control Code, which was Gazetted in July 1971, was firmly adopted in December 1971 and these recommendations have far reaching effect on any future development in the areas concerned.

Basis of this Code :

To implement the objectives, policies and action priorities of the Plan, basically derived from the following policies and action priorities :-

- * Firm guidelines for city development based on efficient administration, research and planning, and provision of various maps, such as the City of Sydney Planning Scheme Ordinance Map, Footpath Widening Map, Pedestrian Network Diagram,

Precinct Map, Preservation Register and Map, and detailed Development Control and Action Plans, Height Restriction Map, Parking Policy and Control Code.

All these are to be revised from time to time and be available.

- * Concentrated and effective exercise of City Government functions currently handled by various bodies.
- * Guide for future planning schemes of the city as a total environmental area integrated by efficient network of transport facilities and open spaces.
- * Careful definition of development control and planning and promulgation of same to assist developers, Governmental bodies, etc.
- * Concentrated commercial life in form of highest possible density in the central spine district.
- * Provide incentives for diverse types of profitable development and ensure provision of maximal public facilities.
- * Ensure maximum space about buildings.
- * Aesthetic appearance and character to suit the overall environmental object for the various Precincts.
- * Through F.S.R. and Development Control Code (D.C.C.) for each Precinct, by reducing the base ratio but alternatively granting bonus ratios, to obtain a diversity of uses most appropriate in the Precinct.
- * Obtain specified public facilities.
- * Obtain financial contributions to achieve objectives.

Accessibility :

A vital issue to ensure ease of movement within the City.

Parking :

Ensure that a network of parking stations will be created on the fringes of the city in order to regulate and eventually completely eliminate use of private transport inside the commercial precincts.

Provide transportation system from peripheral parking facilities by means of Mini-buses, moving footways, etc.

Pedestrians :

Ensure an integrated city-wide pedestrian flow synchronised with transport interchanges.

Diversity :

Ensure development of rapid increase in the city's resident population by protecting existing residential areas through more attractive facilities and preservation of commercial developments in these areas.

Retailing & Tourism :

Maintain and revitalise retailing, entertainment, tourist attractions and convention facilities within the city.

Environment :

Through adequate bonus incentives, protect and preserve places of historic or architectural significance.

The Plan necessitated the careful division of the city into 33 Precincts, based on a careful analysis of the most suitable type of developments to ensure optimum overall results of a growing and efficiently functioning city.

On the attached Schedule is a List of the City Precincts.

4. FLOOR SPACE RATIO CODE (F.S.R.)

Principal Elements of the Code :

The basic F.S.R. is specified for each particular Precinct, and this in turn regulates and governs the type, density and volume of development within the respective precincts.

Bonus floor space is offered as incentive to include certain elements required by the basic Plan. Maximum F.S.R. is fixed for development in each Precinct. This cannot be exceeded notwithstanding combination of bonus elements.

Definition of Bonus Elements :

Bonus No. 1 --

Provision in development of facilities, activities or services e.g. Public Hall, Theatre, Cinema, Eating House, Concert Hall, Church or in some desirable precinct, a unit of residential development.

Through site links, plazas and terraces, to create city-wide pedestrian network, comprising on-site footpath widenings and through site pedestrian links with off-site pedestrian subways, bridges and provision of escalators servicing public pedestrian facilities.

Bonus No. 3 --

Underpasses, overpasses, and escalators. To assist further with pedestrian movement.

Bonus No. 4 --

Required or approved public amenity such as public toilets, women's amenity centre, child minding centre, libraries, public telephones, etc.

Bonus No. 5 --

Financial contributions to Council "Parking Stations Fund".

In order to limit commuter car parking under individual commercial office buildings, it is proposed to develop a major system of public car parking systems on the edges of commercial Precincts; thus development inside these congested commercial areas should contribute towards the cost of this system of parking stations.

Bonus No. 6 --

Preservation of historic places or structures.

The Scheme calls for preservation of all buildings of historic or architectural significance. Thus by transfer or sale of development potential to another site accompanied by transfer of title to the historic place or structure to an approved body or authority guaranteeing its preservation, Council will allow transfer of floor space by way of bonus varying according to Precinct.

Elective pedestrian circulation improvements.

Comprising elements of the pedestrian network which cannot be referred to directly or identified with specified sites; Council may in due course publish schedules listing elective pedestrian circulation improvements and will indicate the bonus floor space which may be awarded for their provision.

Schedules of Permissible Floor Space Ratios and Use By Precincts

In the case of the 13 Precincts listed below, Council will determine permissible floor space ratios as and when necessary, and according to the Scheme submitted.

For the remaining Precincts of the City, the permissible floor ratios are set out on the attached Schedules.

- A3 Civic Precinct
- A6 Macquarie Precinct
- A5 Western Parking and Business Precinct
- A7 Rocks Precinct
- A8 The Ultimo Precinct
- A9 Part of the Railway Precinct, being that land zoned "Special Uses"
- B2 The William Street (South side) Precinct.
- B4 The Woolloomooloo Precinct
- B8 The Taylor Square Precinct
- B9 The Rushcutters Bay Precinct
- C5 Moore Park, comprising Open Space
- C6 The Showground Precinct
- E2 The University - R.P.A.H. Precinct.

5. PARKING POLICY & CONTROL CODE FOR NEW DEVELOPMENT:

The projections of this policy reveal that:

1. Overall demand slightly reduces over the next 30 years - amount on site will increase by some 50%.
2. Kerbside space is phased out over the 30 years to some 300 spaces, allowing for economic use of road system and relieving congestion.
3. Off street parking is gradually increased by some 7000 spaces

over 30 years and includes provision of 2,000 spaces for short term visitors for business and shopping purposes (compensates for loss of kerbside parking?).

4. However, substantial decline in off street parking in fringe areas owing to demolition of existing buildings, expressway encroachment, etc.
5. Projections require perimeter parking in the order of 16,000 spaces.
6. Short term projection of some 3,500 parking spaces to be provided by 1975, mainly in perimeter parking stations.

Our present road system is presently operating to capacity in peak hour, and whilst the capacity of inner areas can be expanded with improved traffic management and diversion of through traffic, the scope for increase is not very great.

Our present Central Business District workforce is some 230,000 and has approx. 29,800 spaces (this covers visitor, commuter, kerb and offstreet parking). It is estimated that by the year 2000 there will be a workforce of some 360,000 which will call for a parking capacity of some 45,500 spaces.

The present average density of offstreet parking is about 60 spaces per acre of site area. It is estimated that an overall average of 75 spaces per acre of site area could be allowed in each new development.

The figure of 75 spaces per acre of site area will vary between the three main areas:

Tank Stream	50 spaces
Midtown	50 spaces
Brickfield Hill	100 spaces

The Code calls for all residential flat buildings, hotels, motels, and service stations, to have all necessary parking provided on site.

The provision of 3,500 parking spaces in perimeter parking stations can be maintained provided adequate provision is required of developers for both on site parking within their

projects and for their contribution to total requirement. This requires a total parking provision by developers of about 6,000 spaces over the next 10 years, and a further 10,000 spaces over the following 20 years.

The Code calls for one third to two thirds of parking for new development to be on site, and the remainder on perimeter (as provided above) or elsewhere.

The present policy of 1 space per 1,500 sq. ft. of gross floor area would lead to over saturation within a few years. To fully cover the needs of the area, a proposed basis of one space for every 2,000 to 2,500 sq. ft. of gross floor area should satisfy the needs of commuters, and perimeter parking stations to cover the one third balance not covered in developments would be subject to levies upon developers to contribute towards their provision. It is considered that an appropriate levy within the city would be \$2,500 to \$3,000 per space. This would then leave Council to cover the needs of short term parkers and any short fall in commuter needs.

We would here point out that the "Gross (or Total) Floor Area" upon which assessment is made is defined as

including: internal walls, staircases, lobbies, corridors and toilets,

but excludes: lift shafts, vertical service ducts, any parking or loading area or ramp, area for accommodation of mechanical or electrical plant or equipment servicing the building.

To briefly summarise, this Parking Policy, and Control Code will call for developers to provide parking at the rate of -

- (a) One space per 2,500 sq. ft. of gross floor area in the inner city area;
- (b) One space per 2,000 sq. ft. of gross floor area in the Woolloomooloo, Surry Hills and Kings Cross area;
- (c) One space per 1,500 sq. ft. of gross floor area for east of Taylor Square area;

- (d) One space per 2,500 sq. ft. of gross floor area for the strip of land west of Sussex Street (which has been set aside for providing the bulk of car parking requirements that cannot be accommodated in the inner city area); and
- (e) Parking for the areas comprising Civic Precinct, Macquarie Precinct, Ultimo, Moore Park, Showground, R.P.A.H. and University would be dealt with by special investigation in each case, as with the Tank Stream and Rocks Area to be dealt with in accordance with the Sydney Cove Redevelopment Authority Scheme.

6. CONCLUSION:

It is fair to say that the Plan is a summary and admirable refinement of a number of previous Plans.

the proposals are fairly conventional, and include a great number of definitions and approaches identical or common with the earlier Plans, or similar to proposals in other Cities where such planning was undertaken, such as in the U.S.A.

The Plan is essentially limited and confined to the present street pattern in order to avoid major and long term capital commitments through resumptions, etc.

Perhaps the greatest failing of the Plan is that it limits itself (for Political reasons) to the perimeter of the present City of Sydney when, in fact, we believe that to assure optimum growth the existing boundaries should be redefined more in line as they were prior to the dissection of the boundaries of the Greater City of Sydney. The size, geography, typography and character of the City of Sydney as defined at present will not allow efficient long term planning to assure the very principles the Plan is endeavouring to achieve, i.e. a balanced growth of commercial as well as residential areas. It appears that the plan will provide more of a face lift than a major departure from existing developmental trends with an added emphasis of financial support to flow from any new developments to the expense of developers.

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The basic essence of the Scheme, from our point of view, is:

- (a) A drastic reduction of floor space index from 10 to 12, to an average of 6 or less with a complex set of bonuses offered in certain circumstances.
- (b) Elimination and drastic reduction in value of small holdings.
- (c) Definite bias towards development of very large sites and through offering bonuses for amalgamation of sites thereby ensure that maximum development can only be achieved through very large projects.

From our point of view this favours the very few major developers, Institutions and Governmental bodies, reducing the chances of medium size companies to undertake in future a development in the city on a profitable basis.

- (d) The bonus system briefly outlined in our summary of the scheme is only of use in cases of major development. The whole scheme has a depressing effect on value of real estate, and it over estimates the earning power of city real estate. There is an obvious disregard by the planners of reasonable economic values to ensure sufficient incentives for developers to produce the type of projects required over the years if the Scheme remains as it is.

- (e) The whole concept is based on periodic revision; therefore the Scheme does not offer any state of permanency or stability and it is no more than an attempt of voluminous definitions and guidelines at their best.

- (f) **!!** The Plan calls for an unacceptable burden to be carried by the private sector; specifically developers to finance the majority of necessary services, making developments even more unviable economically. Furthermore, it is unlikely that the private sector will be able to provide, even if the Scheme succeeds, such magnitude of funds over the years.

- (g) The new F.S.R, suggested financial contributions, general bonus system, and other important determinants represented in the Scheme assume past real estate prices and rental incomes. It seems to be overlooked that this reflects boom years, and forecasts cannot be founded on the results of the past years. This trend is now certainly changing, and it was not so apparent during formulation of the Plan.