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CITY OF SYDNEY STRATEGIC PLAN

FIRST PROGRESS REPORT

November, 1970



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CITY OF SYDNEY STRATEGIC PLAN

FIRST PROGRESS REPORT

November 20, 1970

Prepared by

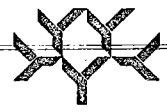
URBAN SYSTEMS CORPORATION PTY LTD

in association with

McConnel, Smith and Johnson

and

W.D. Scott and Company Pty Ltd



## FOREWORD

In August, 1970, the Sydney City Council commissioned the Urban Systems Corporation Pty Limited, in association with McConnell, Smith and Johnson and W.D. Scott and Co Pty Ltd, to prepare a Strategic Plan for the City of Sydney. The terms of the BRIEF TO CONSULTANTS are set out in Appendix A of this Report.

This is the FIRST PROGRESS REPORT to be submitted to Council by the Consultants in accordance with an Agreement dated August 10, 1970, between the Council and the Urban Systems Corporation.

The Report reflects the detailed work covered in the first two months of the nine months' study. It tends to focus upon the roles, problems and deficiencies of the Central Business District. Later reports will deal more directly with investigations being undertaken in relation to other precincts and areas.

Action to date has necessarily been confined to surveys and analysis and to identifying the most critical problems and deficiencies in the City structure. Later reports will suggest solutions to the problems.

This Report is submitted as satisfying Items 1, 2 and 4, and Parts of 3, 6, 7 and 8 in the Brief to Consultants.



# CITY OF SYDNEY STRATEGIC PLAN

## First Progress Report

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### CONTENTS

### Page No.

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#### FOREWORD

1.	APPROACH TO STRATEGY	1 - 2
2.	STRATEGIC FACTS AND IMPLICATIONS	
2.0	Roles of the City of Sydney	3 - 5
2.1	The People	6 - 9
2.2	Economic Activity and Land Use	10 - 19
2.3	Community Facilities	20 - 24
2.4	Transport	25 - 33
2.5	Management System	34
3.	FIRST DRAFT IDENTIFICATION OF THE MOST CRITICAL PROBLEMS AND DEFICIENCIES IN THE CITY STRUCTURE	35 - 42
4.	RECOMMENDED OBJECTIVES FOR SYDNEY'S STRATEGY	43 - 45
5.	PUBLIC PARTICIPATION PROGRAM	46
6.	CONTINUING INVESTIGATIONS CURRENTLY IN PROGRESS	47 - 48

#### MAPS

Map 1 :	Central Business District	8
Map 2 :	Office Core as defined by Whipple	11
Map 3 :	City Retail Census Zones	13
Map 4 :	Broad Changes in Land Use 1954 - 1970	17
Map 5 :	Existing City Structure	18
Map 6 :	City Development Constraints	19
Map 7 :	City Parking Zones	32

#### APPENDIX A

Brief to Consultants	49 - 50
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## 1. APPROACH TO STRATEGY

### 1.1 PURPOSE OF THIS REPORT

This report is to inform Council of progress made to date in the preparation of the strategic plan. It identifies the most critical problems and deficiencies in the City structure and recommends the major objectives which Sydney's Strategic Plan should seek to achieve.

### 1.2 PAST PLANNING

During the 182 years of its existence, the City has developed with little overall planning guidance. Problems of growth and change have been dealt with as they arose, according to the pressing needs of the moment and without much thought to the future. Full advantage has not been taken of the opportunities that offered. Imaginative and positive control of development is essential if the City is to cope with today's pressures for change and renewal.

### 1.3 STATUTORY PLANNING

- 1.3.1 The County of Cumberland Planning Scheme was applied to the City in 1951. It provided elementary development procedures for control, while the City of Sydney Planning Scheme, now about to be prescribed, was in the course of preparation.
- 1.3.2 The City of Sydney Scheme, like the Cumberland Scheme, shows the inner City broadly zoned "County Centre". More detailed controls are essential to manage development in this part of the City.
- 1.3.3 A statutory plan, prepared in accordance with the Local Government Act, does not of itself adequately meet a situation of intense activity and rapid change. It deals inadequately with the inter-relation of transport and land use and with economic and social trends.

### 1.4 STRATEGIC PLANNING

- 1.4.1 Any town plan is a model of an intended future situation relating to economic and social activities, their location within a geographic area and the structures, installations and landscape, which provide the physical environment.
- 1.4.2 A strategic plan provides a set of principles, policies, priorities, programs and procedures designed to achieve the intended future situation. Its emphasis is on the dynamics of change and renewal, the relationship between land uses, the inter-relationship of land uses and transport and the management of demand.



2.

The test for inclusion in the plan is whether the particular policy is likely to have an important bearing on the City structure or on the general pattern of change and renewal. The City of Sydney Strategic Plan will aim to deal with realities and set realistic achievable goals rather than ideal but unattainable objectives.



## 2/ STRATEGIC FACTS AND IMPLICATIONS

### 2.0 ROLES OF THE CITY OF SYDNEY

#### 2.0.1 A Communications Centre

The City of Sydney is the heart of a great metropolis, a central place for the Region, the State and the Nation. It is the most important interchange between road, rail and sea transportation systems in Australia. The industrial complexes of Wollongong and Newcastle further strengthen this growing focus on Sydney's significance in relation to the South West Pacific Area.

#### 2.0.2 An Administrative, Financial and Commercial Centre

The City is undergoing a boom in the development of tertiary activities and it will continue to increase its dominance as a prestigious area for office activities, both government and private, as tertiary activities become proportionately greater in relation to other forms of employment. At the same time a trend to decentralise office accommodation to places outside the City of Sydney, e. g. North Sydney, Chatswood and Parramatta must be recognised.

#### 2.0.3 An Educational Centre

The existence of the University of Sydney, of teaching hospitals, the development of the NSW Institute of Technology and other educational complexes are indicative of the continuing and growing importance of the City as a major regional centre for tertiary education.

#### 2.0.4 A Retail Trading Centre

Retailing has tended to concentrate and consolidate within the City. The development of a many centred metropolitan form during the last decade has resulted in growing competition between the City and suburban centres. However, the City remains the dominant retailing centre of the metropolis, and will progressively concentrate in space-intensive specialty goods for comparison shopping.

#### 2.0.5 An Entertainment Centre

Downtown and Kings Cross are regional centres for theatres, cinemas, nightclubs, restaurants and other entertainment facilities. There has been a decrease in the diversity of entertainment activities in the downtown area but the City can continue to be a magnet attracting entertainment seekers as national productivity and individual affluence increase.



#### 2.0.6 Cultural and Recreation Centre

The growth of individual leisure time and increased affluence will expand the City's role as a regional centre for organised cultural and sporting activities. Continuing pressures will be exerted on the City to provide facilities like the Opera House to cater for the increasingly sophisticated needs of Australians. Passive recreation areas, such as the Domain and Botanical Gardens, enhanced by their unique setting in a magnificent harbour, ensure that the City will always play a major role for this kind of leisure activity.

#### 2.0.7 A Tourist Centre

The City is the major entry point for foreign visitors to Australia. World travel is becoming increasingly easier and cheaper and the City must capitalise on its international tourist potential and satisfy the needs of visitors just as foreign cities cater to travelling Australians.

The City has always been a national mecca for Australian visitors and its role as a convention centre will expand in direct relation to its growing importance as a financial and commercial centre.

#### 2.0.8 Industrial and Warehousing Role

Industrial activity will diminish in the City as space intensive industries move to the fringes and the hinterland. The City will continue to play an important role for warehousing and wholesale distribution, at least in the short term, because of the close relationship between this kind of activity, port facilities and the central business district.

#### 2.0.9 Residential Role

The range of work opportunities and leisure time opportunities, its unique harbour setting and its vitality as an activity centre offer significant opportunity for bringing residents back to the City. The City could develop as an important metropolitan centre for medium to high density housing provided that special efforts are made to attract and serve the kind of residents who would choose this style of living.





- 2.0.10 By maintaining and restoring the environmental quality of the City; by improving accessibility into and within the City; by maintaining and stimulating economic growth and investment, consistent with environmental standards; by encouraging diversity of activity and function offered within the "twenty-four hour" City, the prosperity and attractiveness of the City of Sydney can be ensured for following generations.



## 2. STRATEGIC FACTS AND IMPLICATIONS

### 2.1 THE PEOPLE

#### 2.1.1 Resident Population

During the post war period, there has been a marked decline in the number of persons living in the City <sup>1</sup> from 100,372 in 1947 to 68,600 (est) in 1969. Present trends show a decrease of approximately 800 persons per annum. Population decline has not been uniform over the whole area of the City. The most significant falls have occurred in the Central Business District <sup>2</sup>, East Sydney, Darlington and Surry Hills. If this trend continues, the City population will have fallen to approximately 60,000 by 1980. This is a contributing factor to the loss of diversity and the increased use of the City solely as a place of work.

The age structure of the City population differs markedly from the metropolitan or state average. The most significant variation occurs in the 0 - 14 age groups with City containing a far lower proportion of persons within this age group (18%) than the State average (28%).

The migrant population constitutes a significant proportion of the City population and by far outweighs the state average. Australian-born residents constitute 68% of the City population, while the State average is 83%. The greater part of the City migrant population is made up of European persons, rather than British or Irish migrants.

Manufacturing emerges as the largest single employer of City resident population. The percentage of City residents employed in manufacturing (32%) is higher than the State average (29%). The proportion of persons employed in amusement, hotel and other such activity is far higher in the City (13%) than in the State (6%). The City residents are also closely tied to the operations of the City with over 70% of the resident population working within the City of Sydney and South Sydney.

#### 2.1.2 Workforce

The CBD forms the growth component of the City workforce. The area outside the CBD has exhibited a marked decline in employment. Consequently, the City workforce has remained relatively static with only a slight 0.1% increase per annum:

- 
1. City refers to the Municipality of the City of Sydney as at 1970.
  2. Central Business District : As defined in the State Planning Authority 'Journey to Work Survey', see Map No. 1



## Workforce Growth Rates

Area	Total Numbers Employed		Average Growth Rate per annum
	1961	1966	
CBD	217,090	224,834	0.7%
Area within City outside CBD	93,590	87,137	- 1.4%
Total City Area (estimated)	310,680	311,971	0.1%

Between 1961 and 1966 the percentage of the workforce located within the Inner CBD <sup>3</sup> increased from 73% to 78%. In 1961 the Inner CBD workforce represented about 17% of the metropolitan workforce and in 1966 had slightly fallen to 16%. The total CBD workforce as a percentage of the metropolitan workforce has fallen from 23% to 20%. These figures indicate a proportionally greater fall in the Outer CBD, and a smaller fall in the Inner CBD, in the ability of the CBD to maintain a level of employment increase equal to that of the metropolitan area.

The metropolitan population in 1966 was approximately 2.7 million with 43.8% in the workforce. This workforce component is divided into the following activity groups:

	Tertiary <sup>4</sup>	Secondary	Total
1961	61.89%	38.11%	953,625
1966	62.67%	37.33%	1,113,316

The dominance of tertiary activity in the CBD in comparison with the metropolitan average is indicated in the following table:

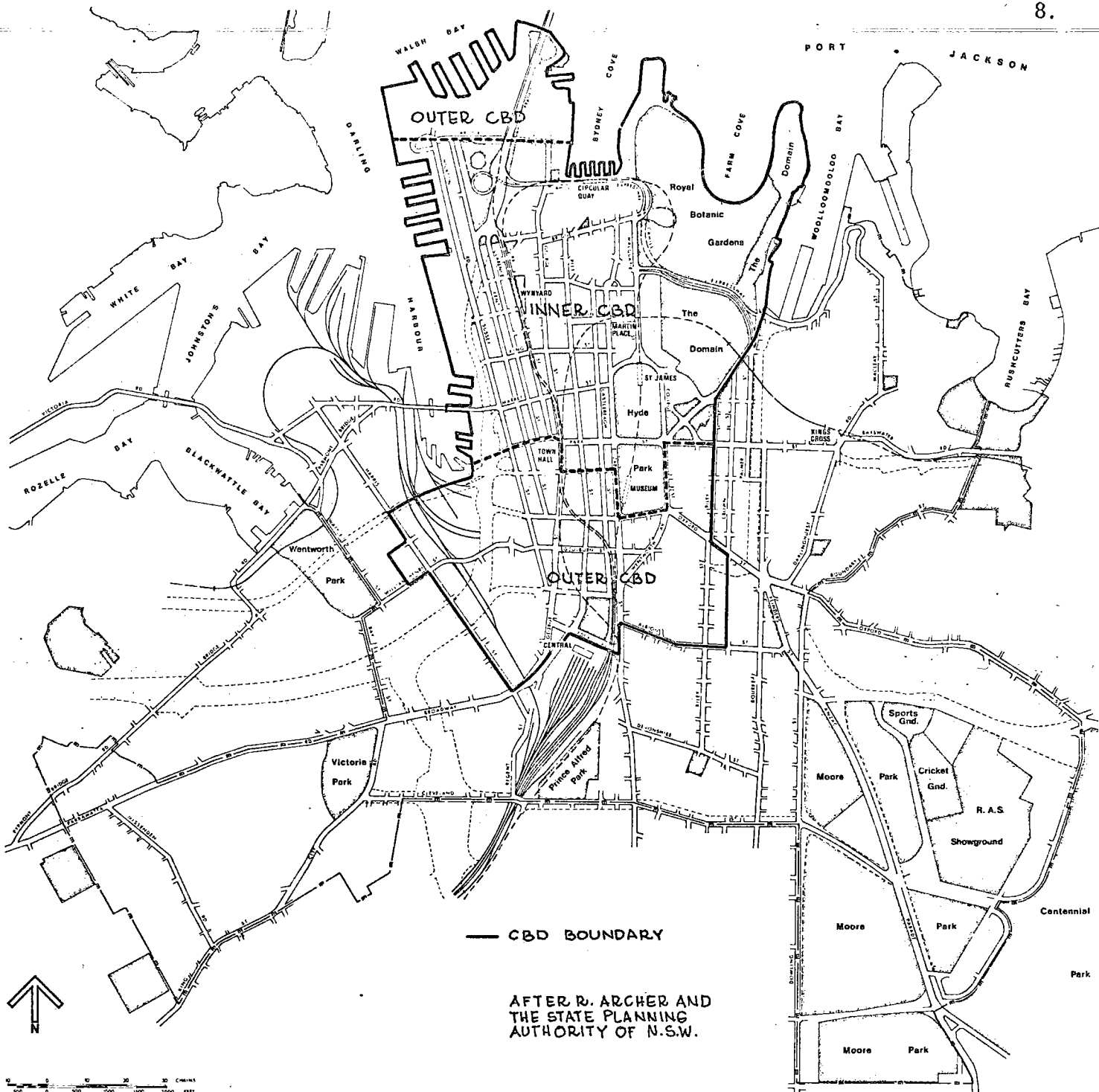
CBD Workforce Structure (inner and outer zones)

	Tertiary	Secondary	Total
1961	84.28%	15.72%	217,090
1966	86.66%	13.34%	224,834

Outside the CBD, the City workforce structure exhibits a decline in both sectors.

3. Inner and Outer CBD as defined by R. Archer (see map no. 1)

4. Tertiary activity is defined as: transport and storage, communications, finance and property, commerce, public authority and professional, hotels, amusements etc., electricity, water, gas, building and construction and other services



# THE CENTRAL BUSINESS DISTRICT



The economic activity of the CBD is given over to labour intensive service activity in the form of public and business administration and the business, professional and consumer service industries. The main difference between the Inner and Outer CBD activities is that, in the latter, the emphasis is on goods handling and a high proportion of blue-collar workers.

The rate of growth of the metropolitan workforce (3.1% pa) has exceeded the growth of workforce within the City (0.1% pa) and the CBD (0.7% pa). As a result, the CBD's contribution to the total metropolitan labour market has declined from 22.8% to 20.2% over the period 1961 to 1966.

If the CBD workforce continues to increase at the present rate of growth of 0.7% per annum, a total workforce of approximately 282,000 can be expected by the year 2000.

If it is assumed that tertiary workforce will continue to gain importance and that the CBD will increase at the rate of growth exhibited by the tertiary component (1.3% pa), then the workforce will reach approximately 345,000 by the year 2000.

The SPA report for the Sydney Region states that : "If the population of the Sydney Region doubles over the next thirty years, if the Central Business District retains the current proportion of the regional workforce (about 21%), and if the current trend for concentration continues unchecked, then employment at the centre may rise to a level of nearly half a million".

This appears to be an overstatement.

The growth of the CBD employment, no matter whether the postulated figures are achieved before or after the year 2000, clearly indicates that piecemeal redevelopment and unsystematic planning can no longer meet the operational requirements of the CBD.



## 2.2 ECONOMIC ACTIVITY AND LAND USE

### 2.2.1 Property Values

The pattern of demand for real estate within the City is reflected in the distribution of transactions and the price offered for the sales. The area fetching the highest prices per square foot is located in the office core around Martin Place and Circular Quay. The area west of George Street has been characterised by increasing speculation and rising land prices. Similar situations have characterised the Kings Cross/Woolloomooloo area. The real estate market has focussed its interest on the CBD and Kings Cross / Woolloomooloo area. The remaining areas in the City have not attracted the same level of speculation in real estate.

### 2.2.2 Office

Office space is confined generally to the north of King Street, bounded by Macquarie Street to the east and York Street to the west <sup>1</sup>. This core has seen the majority of post war development and it contains the highest intensity of use within the CBD.

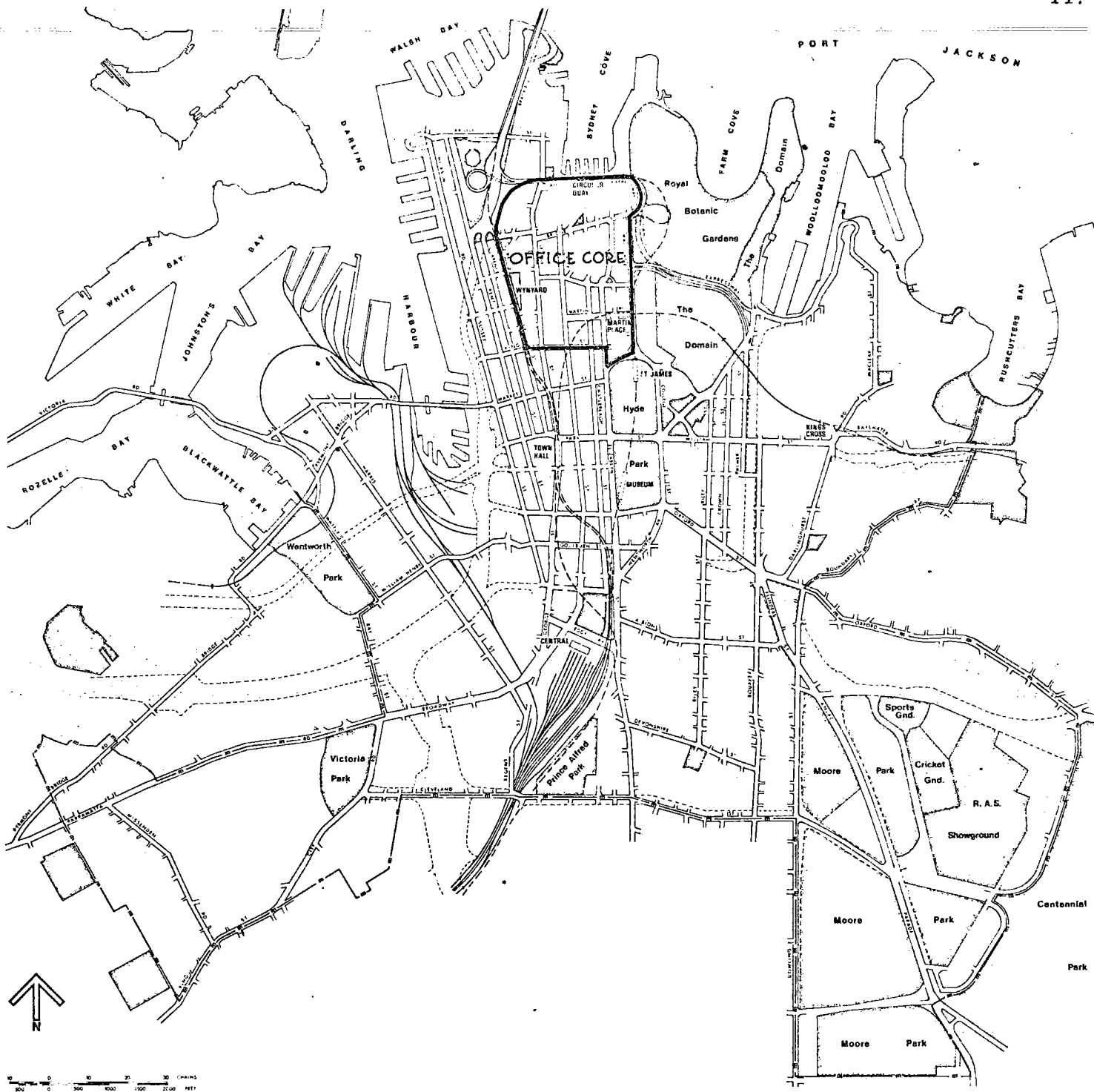
The office sector may be divided into a number of submarkets which are characterised by price differentials depending on the locational requirements of the individual firms. Part of the office sector is inextricably tied to the CBD - either for face to face contact with its customers, tradition, prestige or other miscellaneous reasons. Prestige offices which include those associated with the finance industry, occupy high price office space within the CBD, legal and medical chambers seek to locate close to one another and tend to occupy slightly lower rental accommodation. Business and professional services, such as architects and engineers, unable to afford high rental prestigious premises, are forced to locate in lower rental areas and less prestigious buildings, often outside the City altogether.

Since about 1962, the percentage space built outside the core has tended to increase.

The amount of office space completed in the core and non-core areas 1954 - 1970 (sq. ft) is :

	Core	Non-Core
	7604078	2842185
Area (%)	72.8	27.2
No. of buildings (%)	64.5	35.5

1. See Map No. 2



OFFICE CORE AS DEFINED BY WHIPPLE 1966



This would seem to have implications for the evolving structure of the central area and reflects the growing shortage of development sites in the core itself, the increased difficulty of movement into the City and increased land prices within the City.

Total space completed has shown a strong upward trend since 1954. A number of factors have tended to condition the demand for office space within the CBD. These are, basically :

- (i) backlog of demand
- (ii) replacement demand
- (iii) increasing space standards
- (iv) socio-psychological factors
- (v) economic growth.

Office growth has exhibited a strong upward trend. If it is assumed that the 1956-1970, 1963-1970 trends in office space will continue, then it can be estimated that an additional 20 million to 26 million net square feet of office space will be completed by the year 2000.

### 2.2.3 Retail

City retailing has been characterised by a process of consolidation and concentration. The Inner Retail Zone 1000 (see Map No. 3) accounts for the largest volume of retail turnover (47%) within the City. While retail turnover has remained relatively static in the Inner Retail Zone 1000 and the Outermost Zone 1002, the Intermediate or Fringe Zone has undergone a considerable decline.

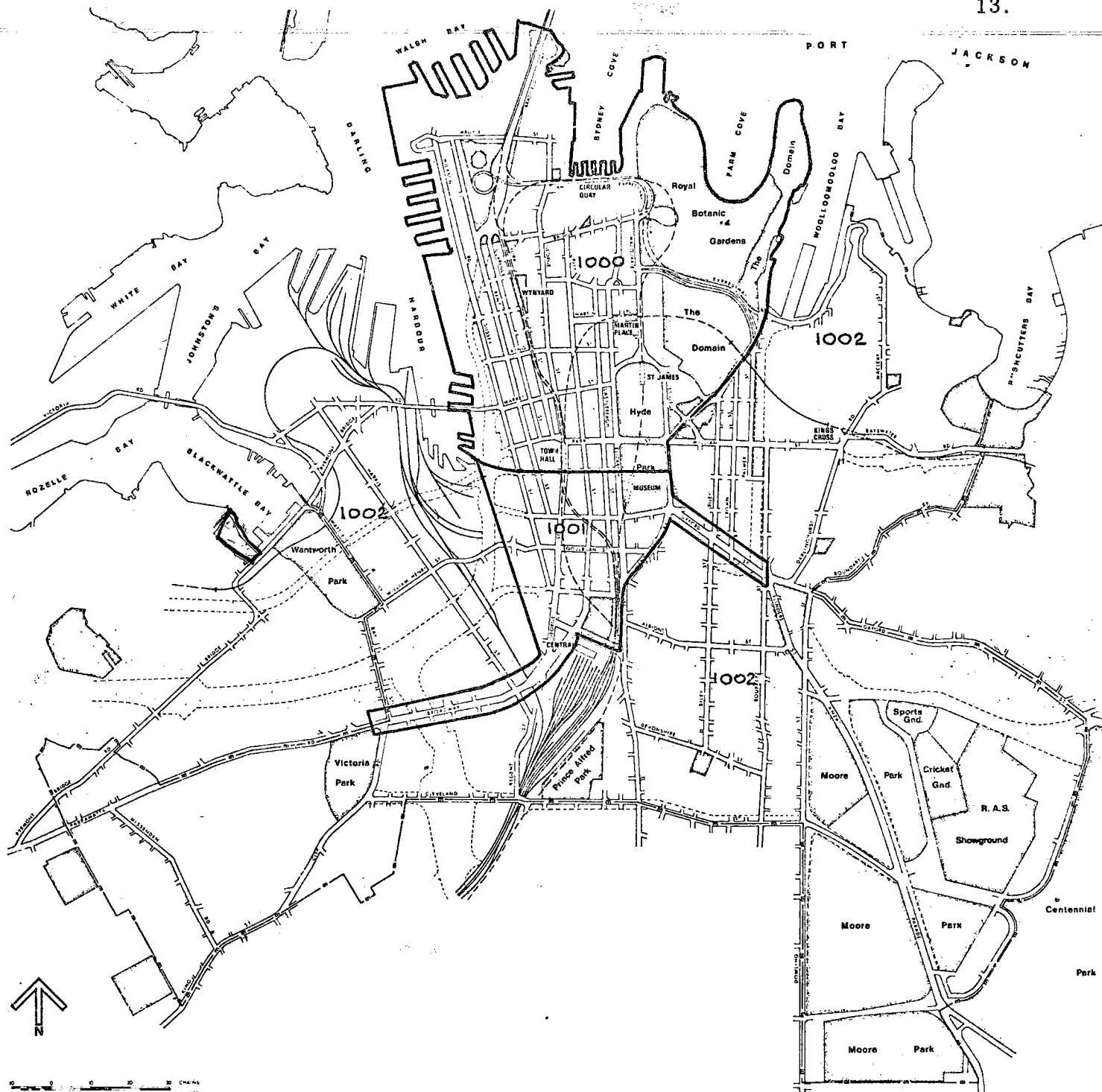
Food, wine, clothing, footwear, chemist and bookselling commodity groups constitute the growth components of City retailing. Larger unit space activities, which have traditionally occupied the fringe of lower price areas of the City, have declined.

*upto date?*  
Retailing within the CBD is undergoing significant changes as the metropolitan area expands. The growth of suburban retailing has increased faster than City<sup>2</sup> or CBD retail sales. However, the latest 1962 estimates indicate that the City constitutes 30% of total metropolitan sales and is thus the major retailing centre within the metropolitan area. There have been no completely new buildings for larger city retailers in the last 30 years. Recently firms such as Anthony Hordens, Angus and Robertson and McDowells

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2. Boundary of City of Sydney as at 1962, since retail statistics not available for boundary as at August 1, 1968.





## CITY RETAIL ZONES

(After Commonwealth Retail Census)



have been acquired for later redevelopment. The City's share of retail trade in the State of NSW is estimated in retail circles to be 15%, or 4% lower than in 1962 (19.3%).

The cost of operating a City store is much higher than a suburban store - at least 40% greater. Apart from occupancy costs, which are the most significant, other items, such as delivery, goods handling and wages are also increased.

The investment in a City store is often many times that of an equivalent area in the suburbs. However, while it is true that the productivity per square foot is higher, it is not proportionally so.

Increasing land values of City store sites and potential capitalisation on these encourages redevelopment to higher income earning uses.

One of the major problems of City trading is the lunch hour peak associated with office workers shopping in their time off.

Increasing car ownership and the growth of suburban population has led established retailers to shift to new, modern, efficient, convenient and easily accessible stores outside the City. The declining resident population within the City has further constricted the operation of City stores. The role of City retailing has, as a result, shifted in emphasis from that serving a metropolitan and local population, to that of serving the needs of the City daytime workforce. This is also reflected in the changing structure of the range of retail facilities in the City.

The shopping public can be significantly affected by psychological conditions. Fares, parking, crowds, heat, inconvenience, declining accessibility, become major issues in the mind of the shopper. Unfortunately, the City is loaded with psychological disabilities in attracting shoppers.

Unlike many major cities of the world, Sydney shops have not significantly benefited from a large tourist trade. Next year it is anticipated that 125,000 tourists can be expected in Sydney, while Rome will have 8,000,000, and London 5,000,000.

The retail magnet of the City is largely concentrated to an area bordered by Elizabeth Street on the east and George Street on the east and George Street on the west, while King and Park Streets form the north and south boundaries. Large retailers are an important ingredient in the commercial mix of any city. The future of City retailing is dependent on positive steps being taken to curb the danger of extinction of large city stores.



#### 2.2.4 Tourism

The number of short term visitors to Australia has increased from 148,000 in 1964 to 276,000 in 1969 (excluding cruise passengers and R & R personnel). The Australian Tourist Commission estimates that this will grow to 705,000 by 1975 - an annual average rate of increase of 16.9% compared with 13.3% per annum for the years 1964-69. Almost all these visitors spend some time in the City of Sydney - the average visitors stay being two days.

The number of visitors to Sydney from within Australia is also growing rapidly. No statistics are available but the best estimates available indicate that the number of visitor-days is increasing by 8% per annum. Many of these visitors will also seek temporary accommodation within the City of Sydney.

The total number of beds provided in the inner City and Kings Cross Area at present (in major establishments of good quality) is estimated at 8,000. About 23% of the occupied beds are required for overseas visitors at present, compared with 17% in similar establishments in Melbourne.

##### Projected Need for Good Quality Accommodation - Sydney

	<u>Overseas Visitors</u>	<u>Australian Visitors</u>	<u>Total</u>
1970	1,840	6,160	8,000
1971	2,150	6,650	8,800
1972	2,520	7,180	9,700
1973	2,940	7,760	10,700
1974	3,440	8,390	11,830
1975	4,030	9,050	13,080

This very high rate of expected growth has encouraged the very large number of development applications for hotel and motel projects. Many of these projects will not come to fruition, but reasonably firm plans exist already for projects which will provide an additional 5,000 beds over the next five years. An additional 680 beds are required to replace those that will be lost through demolition of existing buildings.

*why?*  
Beyond 1975 the rate of growth will decline but long term needs of at least 1,000 additional beds per annum can reasonably be projected.

#### 2.2.5 Warehousing and Industry

Wholesaling and manufacturing comprise the greater proportion of the area extending from the City Markets bounded by part of George Street and the whole of York Street to the east, and Darling Harbour

to the west. The Journey to Work Surveys indicate both these activities have fallen between 1961 and 1966:

	<u>Manufacturing</u>		<u>Wholesale</u>	
	CBD	Remainder of City*	CBD	Remainder
1961	33,190	39,520	23,200	7,240
1966	29,123	35,134	22,731	5,459

Factory statistics for the 1962 definition of the City are a further indication of this decline in industry.

The growing competition for space in the CBD has forced many of the firms within the CBD, which rely on low overheads and thus cheap rental accommodation, to relocate outside the CBD. Locational requirements of firms engaged in wholesaling and manufacturing permits their classification into the following groups:

- (i) those establishments which depend on the CBD for their principal markets
- (ii) those centred on the highest point of accessibility to serve metropolitan or state functions
- (iii) those associated with port activities
- (iv) those needing personal contact with clients

Growing pressures and competition for space within the CBD have resulted in a decline in manufacturing and wholesaling, they have also resulted in changes within the industry where head offices locate in the CBD and the production function moves to a suburban and lower cost location. However, soft good wholesaling relying on "the buyers circuit" and small scale agglomerative industries such as job printing are inextricably tied to the central area for their viability.

#### 2.2.6 Broad Changes in Land Use

Sydney has changed over the last decade from a single centred metropolitan area to a multi-centred metropolitan system. This has brought about particular changes in the internal structure of the central city area. Map No. 4 indicates the broad changes in land use.

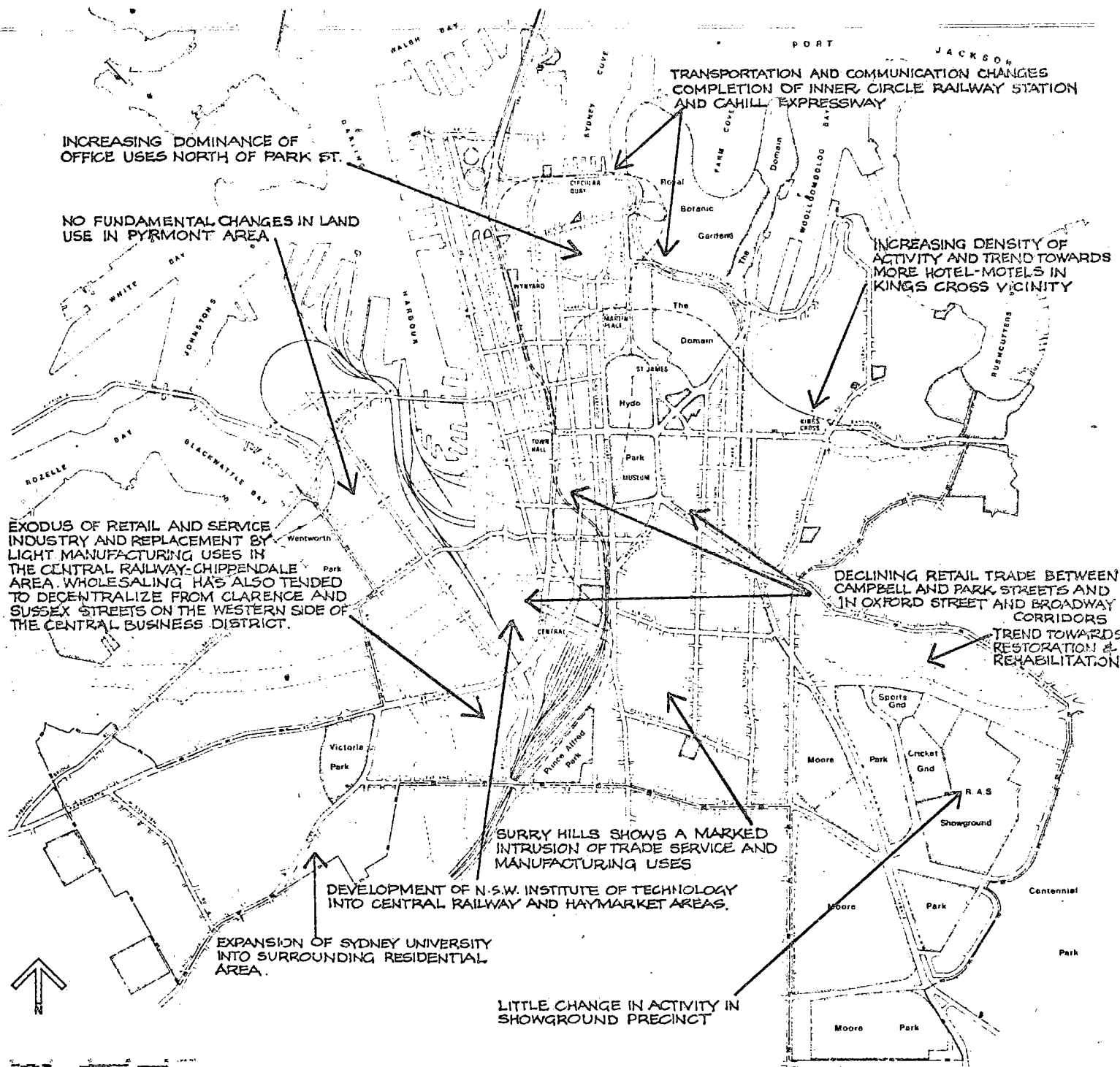
As a result of analysis of land use patterns and changes, a number of environmental areas or precincts can be defined (Map No. 5).

#### 2.2.7 Physical Constraints

It is essential that while dealing with an ever-changing system, a number of constraints or relatively fixed factors must be accepted. These constraints are outlined on Map No. 6.

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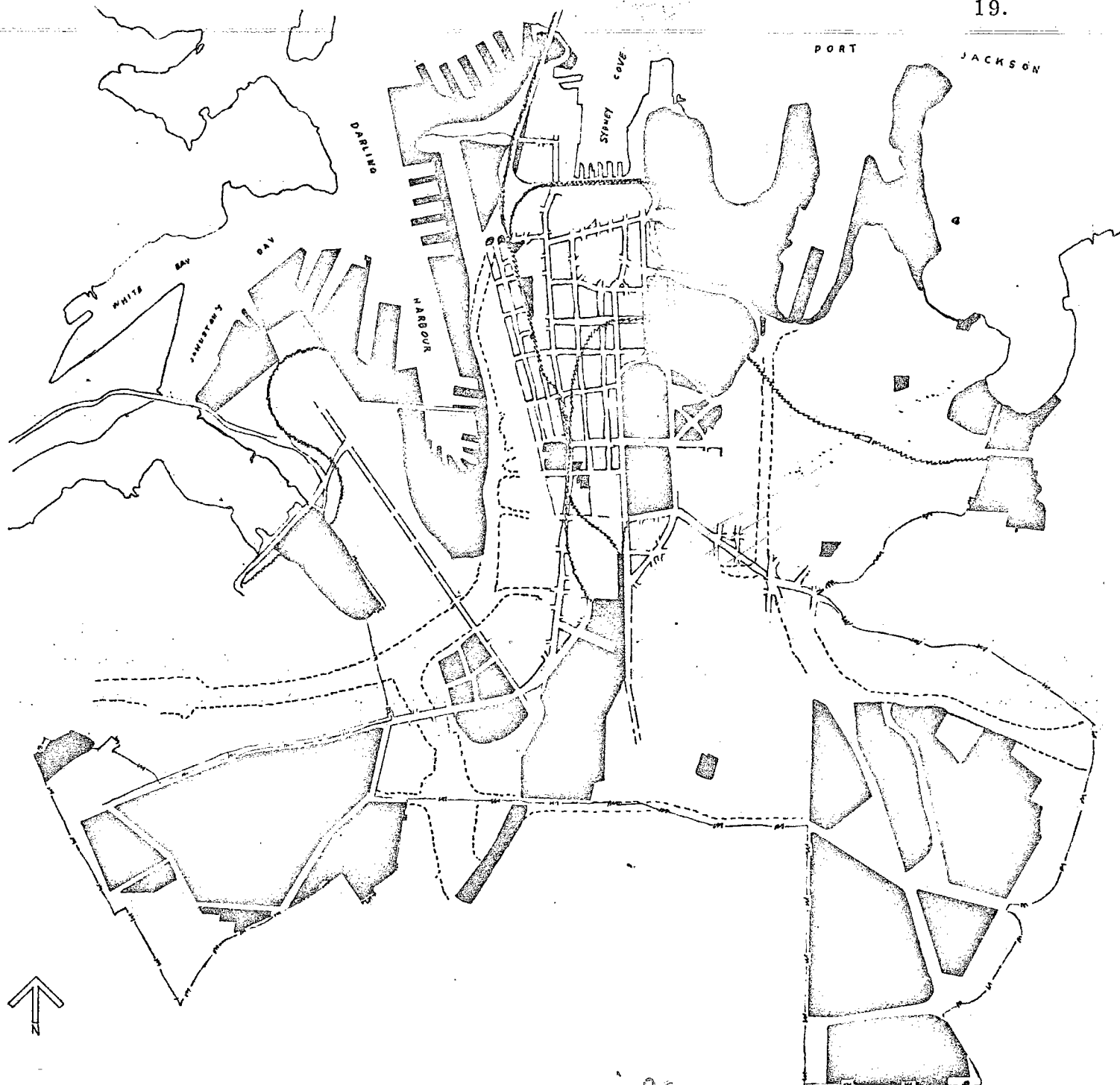
\* As previous footnote.



# BROAD CHANGES IN LAND USE 1954-1970

Map 4





*Physical*

## CITY OF SYDNEY DEVELOPMENT CONSTRAINTS

HARBOUR FORESHORE LINE

SYDNEY HARBOUR BRIDGE CROSSING AND BASIC  
ROUTE PATTERN OF PROPOSED EXPRESSWAY SYSTEM

THE BASIC PATTERN OF EXISTING STREET AND  
UNDERGROUND UTILITIES

THE LOCATION OF EXISTING AND PROJECTED  
RAILWAYS

THE BASIC PATTERN OF OPEN SPACE

CERTAIN MAJOR BUILDINGS AND INSTITUTIONS .EC.  
PARLIAMENT, TOWN HALL, G.P.O., SYDNEY UNIVERSITY,  
R.P.A.H.

SUBSTANTIAL BUILDINGS COMPLETED SINCE 1950  
AND DEVELOPMENT CONSENTS FOR BUILDINGS  
NOT YET COMPLETED

PATTERN OF LAND OWNERSHIP, AND EXISTING AND  
COMMITTED PROJECTS OF STATE AND COMMONWEALTH  
BODIES

Map 6



## 2.3

COMMUNITY FACILITIES

Within the boundaries of the City there is a great concentration of facilities which are located here to serve the country, the State and the metropolitan region, as well as city population.

These facilities are provided by Commonwealth, State and Local Government agencies, as well as by private organisations and community groups. An inventory of these facilities has been prepared and submitted to Council for checking, and it is obvious from this unenumeration that there is an apparent abundance of facilities in the City of Sydney.

However, many of these do not cater to the immediate needs of the resident population, a group which is distinctly different in character from the metropolitan or state average (See Section 2.1 on The People).

Moreover, certain facilities are functionally and locationally obsolescent in relation to the community they serve. A major problem is the multiplicity of agencies offering the same or similar kinds of service yet with limited coordination between them. It is important in examining deficiencies and opportunities in the structure and provision of community facilities that existing and projected community needs are assessed in the light of changing circumstances.

The special social problems which emerge from the unusual mix of people are common to other metropolitan centres and tend to be associated with depressed dwellings and poor residential neighbourhoods. The problems and deficiencies of the existing community facilities system to cope with the problems of drug addiction, delinquency, alcoholism, prostitution, ill-health, poverty and loneliness, of homeless men and elderly persons, require continuing attention.

## 2.3.1

## ADMINISTRATIVE

Plans are now being drawn to provide additional office accommodation at the Town Hall. However, there is a need to review the long term administrative requirements of City Government in the light of the strategic plan findings. The future management of Sydney may demand greatly expanded administrative facilities. Although these could be decentralised to district centres at, say, Kings Cross, Surry Hills, Pyrmont, etc., an important Civic Centre will continue to exist in the central precinct around the Town Hall.





State and Commonwealth public service employment is rapidly increasing, and government office development is proliferating.

### 2.3.2 HEALTH

The City is a major medical centre for the State and Metropolitan area. Health facilities for the residents, workers and visitors are provided through clinics and large hospitals. However, proximity to these centralised facilities has not guaranteed a high level of medical service because the size and function of these hospitals has tended to isolate them from the local community. There is a trend, therefore, toward decentralisation of medical facilities to bring their services closer to the people and to coordinate social, health and welfare services for the more comprehensive treatment of social problems.

Sydney Hospital will probably be relocated if the needs of State Parliament are to be met on its present site. Retention of a specialised casualty unit somewhere in the central area would then be required to provide an adequate facility for the future needs of visitors, workers and inhabitants of the City. The City Medical department which now provides services to City Council staff could play a positive role in the coordination of more decentralised medical facilities throughout the City.

The inventory of public lavatories provided and maintained by the Council can be examined for physical and locational obsolescence, since many of these facilities are no longer well located. Council can encourage the future provision of these facilities in private developments throughout the City.

The function of garbage and waste disposal from the City, increasing with the creation of high density units and larger buildings and limited to finite disposal areas near to the City, will be taken over in the future by a special State Authority.

Stray dogs in the City are taken to King George's Dogs Home at Moore Park which is operated by the RSPCA. However, when the Society's lease expires in the near future, it will be faced with finding new premises in or near the City.

### 2.3.3 EDUCATION

The City Council owns a day nursery and six kindergartens, only one of which is staffed by Council. Another four, though not owned, are subsidised by Council. In recognition of the specialised nature of this operation, the policy of the Council



is to turn over the running and maintenance of these facilities to the Kindergarten Union and Day Nursery, and to subsidise these facilities only.

For Secondary Education facilities, the Department of Education policy is to withdraw from the inner City area as population there declines, activities change and land values rise around existing school sites. Some City schools, such as Fort Street Girls High School, are likely to remain because tradition ties the institution to its site. If balanced population is to be encouraged to live in the City, existing schools will need assistance to maintain and improve their facilities.

The New South Wales Institute of Technology is expanding into a large area in the vicinity of the City markets. This will provide a major stimulus for growth in the Railway precinct. There is a trend in University education to decentralise the diversified under-graduate functions into Junior Colleges and consolidate specialised graduate functions on the core University site.

#### 2.3.4 WELFARE

Welfare facilities and programs owned and operated by the Council were initiated in the mid-fifties in answer to the needs of derelict and homeless men and housebound elderly people. These facilities now provide meeting places for a fairly small segment of the resident population and have become institutionalised as senior citizens clubs, rather than centres responsible for the welfare needs of the whole community. The "Meals on Wheels" program, one of the most successful Council activities, has expanded its scope and community role by becoming less selective in its admittance requirements. The trend in England and in Melbourne, towards a decentralised network of citizen aid bureaux located in activity centres, could become the basis for modifying the City's welfare program.

#### 2.3.5 RECREATION

Although the City is endowed with extensive open spaces, these are not well distributed where they are most needed. There are 189.6 acres in the Botanical Gardens, Hyde Park and the Domain, yet only 20.7 acres in the built-up part of the CBD. The open spaces often suffer when improvements are made to roadways and City services; park area has been lost or degraded by the addition of underground services and road improvements. Adequate funds do not appear to be available for the purchase of additional open space in areas of intense development, so that the public depends upon private development



providing small-scale plazas for lunch time and recreational activity.

The administration of City parkland is shared by public agencies with different policies on park use. The trend in other cities is towards the comprehensive management of all open space resources under a single government agency.

The Sydney Showground-Cricket Ground and Sports Area is one of the most intensively used recreational facilities in the metropolitan region. A restructuring of this area may enable the City to contend for consideration as a site for the Olympic Games.

The loss of the Rushcutters Bay Stadium appears to create an immediate need for a similar, enclosed facility in a new location, well served by public transport.

There could be a need in the City for an outdoor amphitheatre or music bowl for concerts and lunchtime shows. Suitable sites exist, in the Botanical Gardens, utilizing the natural contours of the valley, or on the western side of the Domain.

#### 2.3.6 CULTURAL

Except for the building of the Opera House, the trend is to add to existing State provided cultural facilities (e.g. Art Gallery, Museum), rather than to develop on new sites in other parts of the City. This continues the eccentric location of major facilities in or near parkland areas remote from centres of activity.

The City Library, one of the few "downtown" cultural facilities, has expressed interest in locating branches closer to areas of intense use - at Wynyard Concourse, and in The Rocks area, for example. The main branch which will eventually require re-housing, could become a major structuring element in the redevelopment of the Town Hall civic precinct.

The City continues its support of the Sydney Symphony Orchestra and provides assistance to theatres.

#### 2.3.7 ENTERTAINMENT

The entertainment area, once focussed around Central Railway Square, has moved north in the direction of the Town Hall. Kings Cross has developed more intensively as a tourist and entertainment centre of restaurants, nightclubs and hotels, and



this role may be shared by proposals for the redevelopment of the Rocks area.

Downtown theatres, clubs and corner pubs are being replaced by commercial offices, causing these activities to move elsewhere in the City. Street-level corner pubs are being replaced by taverns on basement or first-floor levels. Cinemas in the City are tending to cater for more specialised audiences, and hence there is a trend towards smaller auditoria.

#### 2.3.8 PUBLIC UTILITIES

The physical form and location of public utility structures and services are important. Advice as to the plans and needs of the public utility authorities has been sought from:-

Metropolitan Water Sewerage and Drainage Board

Postmaster General's Department

Australian Gaslight Company

Sydney County Council

Electricity Commission of New South Wales

Board of Fire Commissioners

Strategy will be determined in the light of advice received.



## 2.4 TRANSPORT

### 2.4.1. Road Traffic - Auto

In 1968, approximately 583,000 vehicles of all types entered or left the city on a typical day. This is an overall increase of 27 percent since 1960; the greatest sector increase being 44 percent in the northern sector served by the Sydney Harbour Bridge and Glebe Island Bridge. This high intensity of traffic entering or leaving the city is sustained in the CBD with over 400,000 vehicles per day crossing the cordon line of the CBD.

However, there has been some decrease in the overall rate of growth of traffic entering the city since 1965. Between 1960 and 1965 the annual rate of increase was 3.4 percent per annum. However, this had dropped to 2.8. percent between 1965 and 1968 and is indicative of the state of congestion now being experienced on the main roads feeding the city. Particularly significant is the levelling off in traffic from the Eastern Suburbs where the growth in the northern corridor between Moore Park Road and New South Head Road since 1965 has been less than 1 percent per annum. This is probably a reflection of the static population and the already high motor vehicle ownership in that area. By contrast, the traffic growth from the areas north of the Harbour has maintained a fairly steady rate despite the spreading of the peak-hour saturation of the Sydney Harbour Bridge.

During the morning peak hour about 21,000 vehicles enter the CBD of these, about 12,500 vehicles (60 percent) are CBD orientated and transport about 19,500 commuters (13 percent of the commuter workforce). The balance of the traffic, 8,500 vehicles, is through traffic.

The Harbour Bridge has the highest proportion of through traffic; the total traffic being about evenly divided between through traffic and that having origins or destinations in the CBD. It is interesting to note that, if the size of the workforce in the CBD doubles and additional harbour crossings are provided upstream of the Harbour Bridge, the entire capacity of the existing Harbour Bridge could in the future be absorbed by traffic having origins or destinations in the CBD and the eastern and south-eastern suburbs.



#### 2.4.2 Road Traffic - Bus

Buses transport about 28 percent of the commuter work-force into the CBD during the morning peak hour. In 1966 this amounted to about 42,000 persons, with 50 percent of these coming from the eastern suburbs and over 20 percent from the northern suburbs across the Harbour Bridge.

Bus operations within the CBD, serving the eastern, western and southern suburbs are fairly evenly spread over all the north-south streets between Macquarie and George Streets with eastern suburbs buses accounting for about two-thirds of the total number of buses on these streets.

The high proportion of city buses now serving the eastern suburbs indicates the potential for a substantial drop in the number of buses in the CBD, following construction of the Eastern Suburbs Railway and the diversion of city bound buses to bus/rail interchange stations at Edgecliff, Bondi Junction and other railway stations as they come into service during the period 1973 - 1978. As this happens there is wide scope for a complete review and rationalisation of the residual bus services within the CBD at that time.

#### 2.4.3 Rail

The CBD is well served by an underground railway system linked to the metropolitan electric rail system, which basically consists of eight lines radiating to the north, west and south. There are no rail lines serving the eastern suburbs and the Manly Warringah peninsula.

Within the CBD the eight suburban lines converge into two services; one being a direct link from Central via Town Hall and Wynyard to the Sydney Harbour Bridge and North Sydney, and the other a loop from Central via Town Hall, Wynyard, Circular Quay, St. James and Museum back to Central. These services carry about 80,000 persons into the CBD during the morning peak hour between 8 and 9 am.

The intensity of passenger traffic at each of the six stations serving the CBD varies greatly in terms of location and time, with some of the most significant points to be noted from analysis of existing data being:-



- (i) The importance of Wynyard, which carries about 40 percent of all CBD peak hour commuters, as a rail access point to the CBD.
- (ii) The higher peaking during the evening compared with the morning, particularly in the 15 minutes between 5.00 and 5.15 pm. when the traffic reaches a peak on all stations except Central.
- (iii) The relatively even distribution over the peak hour at Central and the relatively higher peaking characteristics at Circular Quay than elsewhere on the City Circle.
- (iv) The low utilization of the stations on the east side of the CBD.

Looking to the future, it appears that growth of rail commuter traffic from the various sectors of the Metropolitan Area will not be evenly spread. Traffic on the already heavily trafficked western line, serving the rapidly growing north-western, western and south-western suburbs is likely to grow more quickly than on the other lines. As this line services only Town Hall and Wynyard stations on the underground railway system, the already congested conditions there are likely to intensify unless more capacity and flexibility is built into the system to provide better utilization of other stations in the underground system.

The existing rail system provides fairly good access to most parts of the CBD. One section which is not within close proximity to any railway station is the Haymarket area. With present level of development in this area, the lack of convenient rail access for commuters is not critical. However, in planning for the future, it is evident that the office usage in the southern end of the CBD and around the Haymarket will intensify, particularly following the relocation of the City Markets. Therefore, it would be most desirable that allowance be made in the design of the Eastern Suburbs Railway for future provision of an intermediate railway station between the Town Hall and Chalmers Street. This latter station, being located on the eastern extremity of Central Station is poorly located in respect of access to the Haymarket and the immediately adjacent areas. A rail access point under Campbell Street would overcome this problem as this section of the CBD develops.



In addition a railway station under Campbell Street would be bounded by the Goulburn Street and Jay Street connections between the Eastern and Western Distributors. Integration of this railway station with a car parking station and possibly a bus terminal would provide an excellent opportunity for integrating road and rail transport in the southern end of the CBD. Consequently, the feasibility of a railway station under Campbell Street should be thoroughly investigated to allow for the future efficient operation of the transport system within the CBD.

Another railway station warranting investigation is to determine whether a station at Woolloomooloo is required in addition to that at Kings Cross on the Eastern Suburbs Railway. Following review of the potential catchment areas of both stations, it appears that a station at Woolloomooloo could be justified provided that the area in the immediate vicinity is fully redeveloped to the maximum plot ratios allowed in the Development Control Proposals by the State Planning Authority. However, the economic feasibility of the station could be established only after a detailed study, based on operating economics of the railway and the extent of adjacent areas that would benefit from the additional railway station.

#### 2.4.4 Water Traffic - Ferry

Until recent years, the trend in ferry patronage has been downwards, but indications are that this trend is being reversed. In 1966, ferries carried 6,000 people into the CBD during peak hour from 8 to 9 a.m. with 40 percent of these being from Manly. Other popular services are from Rose Bay, Mosman, Neutral Bay and McMahon's Point. With recent improvements in the technology of water borne craft, there appears to be considerable scope for increasing the use of ferries within Port Jackson.

#### 2.4.5 Pedestrians

Relatively limited data is available related to movement and amenity of pedestrians within the CBD and elsewhere within the City. However, one measure is the frequency and distribution of pedestrian accidents. Analysis of this indicates that two of the most dangerous areas for pedestrians within the CBD were the intersections of George Street and Martin Place, and Elizabeth Street and Wentworth Avenue. Other locations outside the CBD with bad pedestrian injury records during 1968 and 1969 include Taylor Square and Kings Cross (Darlinghurst and Bayswater Roads).





The overall accident record for the CBD indicates that facilities for moving the large number of pedestrians within the CBD are generally not of a high standard. Footpath widths in the retail core are insufficient for the lunchtime shopping crowds, provision for pedestrians at signalised intersections is minimal and little thought has so far been given to providing for pedestrians at entrances to the underground railway stations. Grade separated crossings for pedestrians are infrequent, although recent events indicate that the present standard of pedestrian facilities will be improved considerably by the recent Council policy of encouraging colonnades in new developments, the provision of some grade separations by private developers, and also by the provision of shopping arcades in some new developments. However, there is still scope for significant further improvements, particularly in the vicinity of the underground railway stations and within the shopping core where pedestrian activity is probably at its most intense sustained level.

#### 2.4.6 Parking

In mid-1970, there were 23,270 parking spaces available to serve the CBD. These included 6,376 kerbside spaces and 16,894 off-street spaces. In addition, a further 9,122 spaces have been proposed in current buildings under construction, building application approvals and development application approvals. Table No. 1 shows the distribution of existing off-street parking spaces in eight zones (identified on Map No. 5) selected by the Sydney City Council for a parking inventory taken in mid-1970, in the CBD and relates these to the estimated number of people employed in each of these eight zones in 1966.

Off-street parking within the core of the CBD is not available for short term business, commercial or shopping usage, as most of the available parking spaces are generally taken by commuters parking there all day. However, there does not appear to be any real shortage of off-street parking for commuters when the parking spaces on the fringe areas are taken into account.

The competition between various road users - buses, taxis, delivery vehicles, construction vehicles and short term parkers - for kerbside parking spaces is likely to intensify as the CBD continues to grow. Consequently, the trend towards increased restriction on kerbside usage is likely to continue and will call for a complete evaluation of the requirements for long term and short term parking within the CBD and the surrounding areas. If the CBD workforce doubles by the year 2000 and the same proportion of workers as now commute by car, then a further 23,000 car parking spaces will be required to accommodate



these additional cars. However, the City Council has already accepted proposals for a further 9,000 spaces and there are an additional 2,000 proposed. Consequently, half of the next 30 years' requirements is already virtually committed. This emphasises the need for careful review of the overall problem before committing any more spaces for long term parking. It appears that provision for short term parking is of higher priority.

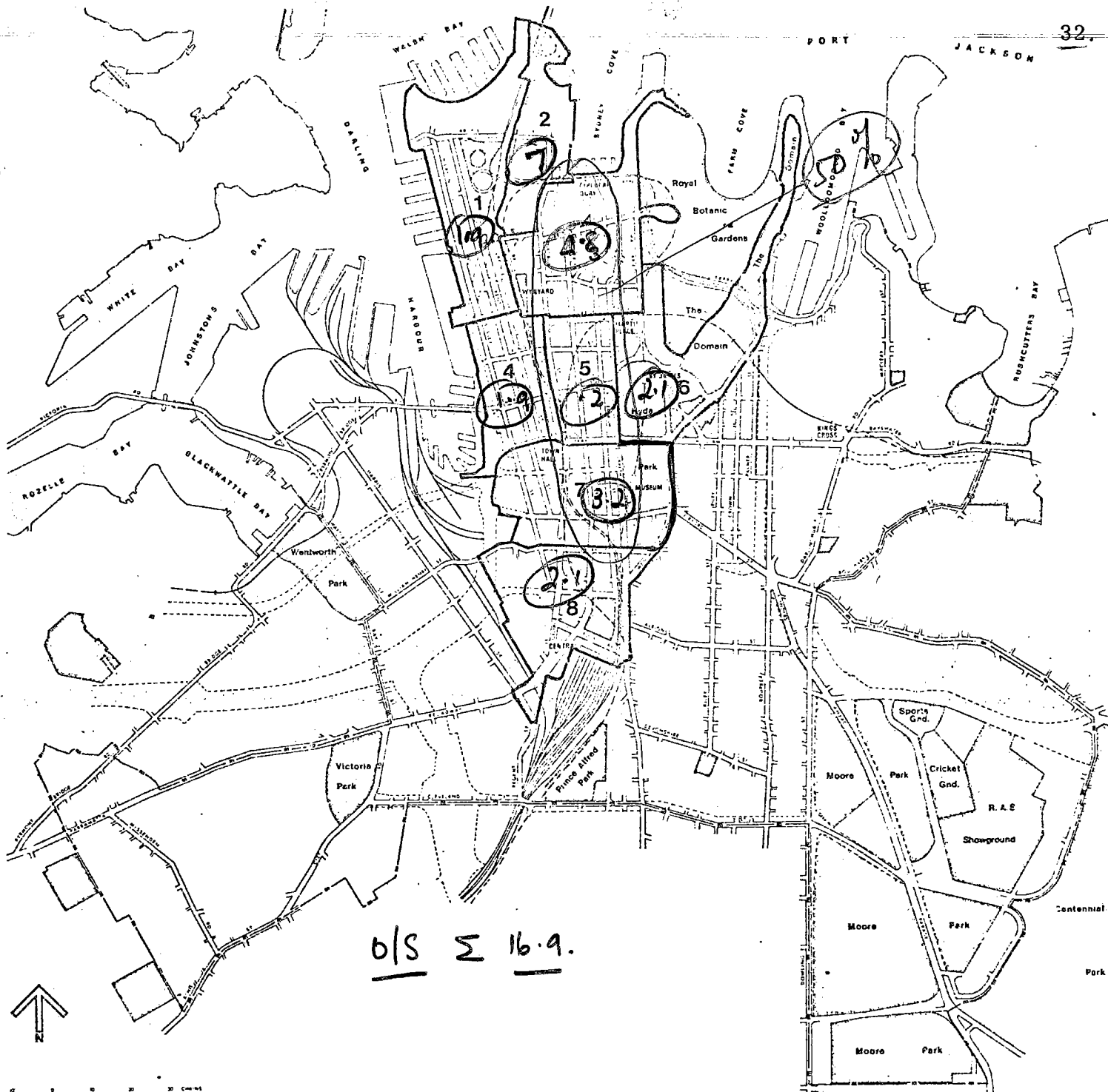


TABLE NO. 1

Distribution of Off-Street Parking in CBD

Zone	Loading Dock Spaces	Car Parking Spaces			Work Force	Workers per Car Parking Space
		Licensed	Un- Licensed	Total		
1.	146	983	947	1930	10000	5
2.	240	275	444	719	3500	5
3.	56	2392	2406	4798	88000	18
4.	208	630	1246	1876	29000	15
5.	102	80	148	228	34000	150
6.	9	1650	406	2056	10000	5
7.	232	1687	1523	3210	29000	9
8.	100	1564	513	2077	10000	5
Total	1093	9261	7633	16894	213500*	13

\* This varies slightly from workforce estimates elsewhere in this submission due to variations in boundaries.



## CITY OF SYDNEY — PARKING ZONES

MAP 7

<u>Zone 3</u>	347 ke 56 oe	433 kt $\frac{76}{509}$	120 ke $\frac{46}{166}$	$O_t + O_c = 4798$ $= 2392(O_c)$ $+ 2406(O_{ue})$
<u>Zone 5</u>	231 ke 102 oe.	35 kt $\frac{11}{46}$	$\frac{0}{11}$	$O_t + O_c = 228$ $= 80(O_c) + 148(O_{ue})$
<u>Zone 7</u>	432 ke 232 oe.	268 kt $\frac{131}{399}$	154 ke $\frac{135}{289}$	$O_t + O_c = 3210$ $= 1687(O_c)$ $+ 1523(O_{ue})$



#### 2.4.7 Goods Movement

As well as the kerbside parking spaces allocated for short to medium term parking of private vehicles, there is provision for loading and unloading 2,960 goods and delivery vehicles in the CBD. Off-street loading docks account for 1093 of these, with the balance, 1867, being kerbside spaces designated as "loading zones".

These spaces are insufficient for the operation of delivery vehicles during business hours, even in areas where high priority is given in the form of "loading zones" for delivery vehicles. One of the problems is the size and lack of manoeuvrability of these vehicles which contributes significantly to traffic congestion during parking manoeuvres.

A review of requirements for delivery vehicles and the movement of goods will be necessary to determine the most satisfactory means of future provision for this activity.

*port traffic*



## 2.5 MANAGEMENT SYSTEM

### 2.5.1 The System

As the City becomes more complex its management must necessarily become more sophisticated. Many public bodies over which the Council has no direct jurisdiction have control or influence over parts of the City's systems. Some of these bodies are in effect veto groups or have the capacity effectively to interfere with any strategy that may be decided upon by the Council.

The processes involved in carrying out functions which are fundamentally Council activities, e. g. the giving of development consent and the issue of building permits are complex and time-consuming mainly because of the need to consult other authorities or committees which can exert pressures to shape a Council decision.

### 2.5.2 Implications

The effectiveness of the Council's control of the City and the extent to which it will be able to implement any strategic plan will depend on a simplification of the present complex system of administration and better collaboration between the various bodies dealing with elements of the City and the Council.

Similarly, it may be necessary to simplify and streamline the present complex and time consuming procedures involved in the approval of development applications and the issue of building permits.



3. IDENTIFICATION OF THE MOST CRITICAL PROBLEMS AND DEFICIENCIES IN THE CITY STRUCTURE - FIRST DRAFT

3.1 DEFICIENCY

Lack of a comprehensive strategic plan for redevelopment of the City of Sydney, based on the realities of land economics and the capacity of the State and Local Government to provide improvements to the transport system.

Resultant Problem

Subsequent Effect

The timing, scale and location of urban redevelopment has not been predictable.

Public investment programs have not been aimed at encouraging and directing redevelopment to run in selected locations which (i) can be serviced by transport and (ii) have possibilities of a good environment.

Need for a comprehensive code for the control of Plot Ratio not comprehended by policy makers and by business interests.

Diversity of activities in commercial areas reduced. Problems of environmental quality arise. The local street systems become overloaded. Pedestrian-vehicular conflict arises.

Residential environment and social fabric rapidly deteriorate in areas zoned for higher value purposes.

Residential areas in transition prone to social problems, including drug addiction, delinquency and crime.

Loss of buildings of historical and architectural interest.

City loses its visual diversity of form, texture and scale of buildings - which is attractive to citizens and visitors.

Haphazard, uncoordinated small scale, short term ventures.

Results in deterioration of the physical environment.

Lack of long term policy fails to identify areas capable of comprehensively planned redevelopment as opposed to those requiring remedial attention and preservation.

Tends to make suitable long-term change and regeneration quite impossible.

Pressures occur to continually change or modify zoning regulations. Properties in transition areas deteriorate.



## 3.2

Deficiency

Public investment in the infrastructure of environment and transport lags behind investment in private building.

Resultant Problem

Accessibility and convenience of the City is declining, compared with suburban centres.

Travelling conditions in public transport remain static or deteriorate whilst living and working conditions improve. Disparity is becoming more pronounced.

Public facilities such as open space are not provided in advance of intensive redevelopment.

Private redevelopment projects are not integrated with any ongoing public program for the development of a streetscape, the widening of footpaths, the provision of carparks, the development of pedestrian ways, the improvement of the local street system, and a tree planting system.

Subsequent Effect

Businesses in the City suffer as trade and commerce move to suburban centres.

City workers will seek employment in other locations.

Very high costs will have to be borne by the City eventually, or else these areas will become the residential and commercial slums of the future.

The environment created by redevelopment is worse than existed previously. The City cannot meet the rising expectations of the population.

## 3.3

Deficiency

Lack of a clear strategy for providing adequate parking for the City.

Resultant Problem

Current policy does not encourage the development of major commuter car parks with both good road access and good pedestrian links to employment centres.

Subsequent Effect

Commuter vehicles and heavy pedestrian flows are in conflict throughout the City. Parking has been provided at considerable cost in office building basements.



Resultant ProblemSubsequent Effect

No special provision has been made for the business or shopper visitor to the City.

Visitors are not able to find parking spaces and considerable congestion is caused by cruising vehicles looking for parking spaces.

Off-street loading bays have been insufficiently provided.

Manoeuvring of delivery vehicles causes congestion.

Taxis are denied kerbside space because of the demands of other traffic.

People try to bring private cars into the City when they cannot rely on taxi service.

3.4

Deficiency

Opportunities for diversity of activity within the City lost because economics of redevelopment within framework of existing regulations favour small lot, single use redevelopment to high plot ratios.

Resultant ProblemSubsequent Effect

Trend towards office functions at the expense of established uses such as theatres, hotels, retail stores.

City becoming less convenient to live in, work and visit.

Loss of older buildings and functions that are structurally and economically sound.

Loss of variety that lends character to the urban environment and colour to its activities.

Residential within the City tending to be replaced by service and light industries, or by high rent or motel type accommodation.

Tends to produce a social mix of very high and very low income groups, with visitor accommodation replacing residents.

Council may eventually have to resolve this imbalance by buying more land, trading off land or encouraging development around under-utilized areas of open space.



### 3.5 Deficiency

Failure of City to fully take advantage of unique topography and harbourside setting.

#### Resultant Problem

Isolation of City from harbour frontage by wharves, planned expressways, railway facilities and privately owned land.

Continued building out of views, sunlight and other amenities.

#### Subsequent Effect

Loss of utilization of harbour foreshores for immediate public use and benefit.

Reduction of existing public and private amenity.

### 3.6 Deficiency

No overall plan to develop improved pedestrian facilities.

#### Resultant Problem

Extreme congestion on footpaths and loss of amenity in retail area, around railway stations and at bus stops.

Interference with the turning movements of vehicles reducing capacity of street system to handle motor vehicles.

Delays to buses.

#### Subsequent Effect

Loss of trade to the suburbs.

High accident rates, particularly at intersections.

Congestion and delays to both pedestrians and motor traffic.

Increase in bus commuter travelling time tending to discourage employment and other activities within the CBD, or else to encourage more attempts to use private cars within the City.

### 3.7 Deficiency

Mode of bus operation in the City.

#### Resultant Problem

Buses terminate within the CBD and back track, rather than follow a through routing system.

#### Subsequent Effect

Passengers may be required to change buses in order to reach destination.

Resultant Problem

Bus routings through the City result in turning movements at some congested intersections.

Bus stops are provided with the most rudimentary weather protection and general facilities.

Subsequent Effect

The average operating speeds of buses within the CBD are very low.

Loss of patronage of public transport, increased attempts to use private cars.

### 3.8 Deficiency

Lack of flexibility of the rail system serving the City.

Resultant Problem

There is an unbalanced usage of individual railway stations within the City circle resulting in some being severely overcrowded during the commuter peak.

Extensive re-routing of trains to provide major relief on the heavily trafficked northern and western lines will not be possible due to current track limitations.

Long term plans for additional capacity are only now being formulated.

Subsequent Effect

People may be discouraged from seeking work opportunities in the CBD compared with decentralised locations.

The ultimate development of some areas of the CBD may have to be limited unless the capacity and flexibility of the rail system can be improved.

Transport capacity is a major determinant in planning. At this time only broad estimates can be made of future possible projects and the impact they might have on city development.

### 3.9 Deficiency

A lack of a well defined system of through and local streets with adequate capacity to carry out their respective roles.

Resultant Problem

Through traffic has to use the local surface street system, as the expressway system has not been constructed.

Subsequent Effect

Heavy vehicular movement is encouraged in residential streets, and in streets with many pedestrians crossing them.

Resultant ProblemSubsequent Effect

One-way road systems have been introduced, in order to gain road capacity by simplifying turning movements at intersections.

One-way street operation increases the distance of vehicular trips, and this increases the costs of delivery vehicles and taxis.

Traffic movement in business hours (as well as during the "rush-hour") is severely congested.

Transport costs to and within the City are a cost burden to business, and encourage the flight of business to the suburbs.

Without a framework of streets with adequate capacity for both through and local traffic, no authority has formulated a coherent parking policy that realistically matches the demand for parking spaces, the capacity of the street system, and the need for minimising vehicular-pedestrian conflict at intersections.

None of the objectives has been met, leading to reductions in accessibility and environmental quality and increases in cost.

### 3.10 Deficiency

Lack of traffic planning to handle east-west traffic.

Resultant ProblemSubsequent Effect

Planned connections between the Western Distributor and the surface streets will not provide a definite hierarchy of east-west streets in the future.

Traffic from the Western Distributor and other east-west traffic will continue to filter indiscriminately through the east-west street system instead of being directed to a limited number of streets specially selected and upgraded for that purpose.

The short block lengths in the east-west direction introduce difficulties in providing adequate capacity, particularly at intersections with heavy pedestrian movement.

Unless east-west traffic flow is directed to certain streets in which some measure of vehicular pedestrian grade separation can be achieved, the road system will reach saturation due to the delays caused by pedestrians to vehicle turning movements and the lack of reservoir space for those delayed vehicles in the east-west system.



### 3.11 Deficiency

Community facilities provided by the Council are often badly located, of poor design quality, and offer limited range of activities.

#### Resultant Problem

Facilities little utilized, because of apparently arbitrary placement.

Facilities do not tend to reinforce the local shopping centre and natural meeting place of the community.

Centres tend to become private clubs, provided at public expense, for a very small number of residents.

#### Subsequent Effect

Many residents denied real opportunities to use centres.

Centres do not act as community centres, bringing together people in one area.

Community centres fail to reach those people in real need - the lonely - and play little role in serving those people with real social problems.

### 3.12 Deficiency

No long range plan for significant Council works.

#### Resultant Problem

Works undertaken by City Council related to particular problems or pressures and not designed to fit into overall strategy.

#### Subsequent Effect

Available revenue tends to be expended on titivation of the existing rather than on the new.

### 3.13 Deficiency

Complex development approval system.

#### Resultant Problem

No single authority exercises a guiding or integral role in the setting of policies for development.

#### Subsequent Effect

Development of ad hoc bodies without publicly debated policies, and not responsible to any section of the community.

Resultant Problem

No real guidelines can be established as several conflicting attitudes may be struck - developers tend to follow safe, unimaginative approaches.

No positive methods are available in the present framework to encourage development to occur in a particular way.

Subsequent Effect

Confusion and delays in the development process, adding substantially to development costs.



#### 4. RECOMMENDED OBJECTIVES FOR SYDNEY'S STRATEGY

4.1 The Strategic Plan attempts to direct the development of the City towards improving the quality of life for the people who use the City. Development should be directed by the following major objectives:-

1. Improve accessibility into and within the City.
2. Maintain and restore the environmental quality of the City.
3. Encourage diversity of activity and function so as to achieve life in the City 24 hours every day.
4. Maintain and stimulate economic growth and investment, consistent with achievable levels of accessibility, acceptable environmental standards and the widest possible diversity of activities.

These objectives are inter-related and development under any one objective should be consistent with the other three.

##### Improving the quality of life for the people who use the City.

Much is implied by the phrase 'quality of life' - freedom to choose from a range of jobs, homes, essential services and leisure time opportunities, the ability to carry on every day activities in pleasant and stimulating physical settings, the ability to move in around and out of the City in a convenient, comfortable and safe manner, freedom to communicate, to mix or to be alone. Every individual has ideas on how to improve the quality of his life but some needs are common to all and the Strategic Plan addresses itself to the common needs of the residents, workers and visitors who use the City of Sydney.

##### Some general objectives are necessary

The City is a very complex organisation and thousands of unco-ordinated decisions daily affect its growth and change. No one body could ever control all these decisions but general agreement on a set of objectives and strategies for the development of the City can help direct all efforts and decisions towards creating the kind of City that will improve the quality of life for the people who use it.



The following major objectives and strategies are recommended.

4.2 IMPROVE ACCESSIBILITY INTO AND WITHIN THE CITY

Accessibility is the key to a vital and developing metropolitan centre. In order for Sydney to continue to grow in size and importance or to compete effectively with centres outside the City it must be possible to move people and goods into and within the City in safety, comfort and convenience. The movement systems which converge on the City centre create a transportation interchange of great capacity. Components of the movement system; the trains, buses ferries, trucks, cars and walkers can develop their potential if a co-ordinated hierarchy of specialised facilities for movement is created. In this way it will be possible to meet the special requirements of through traffic and local traffic, buses and trucks, cars and pedestrians, commuters and short term business and shopper visitors. Accessibility into and within the City determines the functional ability of the City to sustain itself. However, it is interdependent with the goal of improving the physical environment.

Strategies are required to guide decision making over the years so as to maximise the use of rail and ferry systems, rationalise traffic usage and parking in the existing street system, improve pedestrian circulation and amenities in central areas, spread the intensity of peak hour travel, and rationalise bus movement.

4.3 MAINTAIN AND RESTORE THE ENVIRONMENTAL QUALITY OF THE CITY

The physical setting for peoples' activities - the City's streets, buildings, plazas, parks, harbour and foreshores, its hills, trees and gardens make up an environment that should support and enhance the things people do, whether a pleasant route on the journey to work, a visually interesting street for shopping or simply a place to sit in the sun at lunchtime. Sydney has a natural setting of interconnected harbour waterways that is unique in the world - its harbour and foreshores remain magnificent despite mans encroachment. But away from the Harbour, Sydney is like any other City and must develop the potential of its man-made environment to the utmost.





Strategies are required to guide decision-making over the years so as to produce a more legible and meaningful City structure to sharpen the identity and diversity of district centres, to improve the appearance and comfort of major streets and paths to these centres, to develop a more integrated and diverse open space system, to maximise significant views, the skyline and visual and physical accessibility to the Harbour and foreshores, to protect and enhance areas, places and buildings that are the City's heritage and which are an integral part of the identity of Sydney.

#### 4.4 ENCOURAGE DIVERSITY OF ACTIVITY AND FUNCTION OFFERED WITHIN THE 24 HOUR CITY

A city is a place where many people gather to do many different things - this is the reason why cities began and the reason why cities continue to attract people. One should be able to choose from a range of life styles, jobs, dwellings, entertainment, recreation and cultural opportunities. Strategies are required to maintain and stimulate this diversity so that the central metropolitan area will continue to be a dominant and attractive hub.

Strategies are required to guide decision-making over the years so as to strengthen the major desirable roles of the City as a more diversified office core; a special kind of retail centre; a medium to high density residential area; an exciting entertainment and tourist centre; a more integrated "Town and Gown" educational centre; a regional cultural and recreational centre.

#### 4.5 STIMULATE ECONOMIC GROWTH AND INVESTMENT CONSISTENT WITH ACHIEVABLE LEVELS OF ACCESSIBILITY, ACCEPTABLE ENVIRONMENTAL STANDARDS AND THE WIDEST POSSIBLE DIVERSITY OF ACTIVITIES

The City must grow and change, it can never be static and it will never be a finished product.

Strategies are required to stimulate economic growth and investment and to control it so that growth is consistent with accessibility, environmental standards and diversity of activity.

Strategies are required to guide decision-making over the years so as to set clear and positive performance standards for developers; to manage the demand for space in the City; to relate total building volume with the capacity of the movement system; to balance public investment in infrastructure with private investment in buildings; and to ease the transition of areas of changing usage.



5. PUBLIC PARTICIPATION PROGRAM

In order to obtain 'user' requirements, it is proposed to consult representatives of Authorities, interest groups and community organisations, whose views concerning alternative strategies will be of value.

Approximately 300 letters have been despatched to government bodies, professional institutes, representative community organisations and institutions, seeking information as to the views, policies, plans and needs of these organisations and the interests they represent.

The response to these letters has been encouraging. Close and continuing liaison has been established with a number of government authorities whose powers or functions impinge most significantly on the development of the City.



## 6. CONTINUING INVESTIGATIONS CURRENTLY IN PROGRESS

6.1 Part 3 of this Report identifies the most critical problems and deficiencies in the City structure. Part 4 states the overall objectives to which strategy should be directed, and indicates some principles and policies that ought to be adopted to solve problems and achieve objectives. Further principles and policies will be suggested as preparation of the strategic plan proceeds.

6.2 From studies made to date, it becomes evident that, if the objectives laid down are to be achieved, a program of planning, based on the policies and principles set out in Part 4 should be formulated.

6.3 Arising from the work completed to date, and summarised in this First Progress Report, matters currently the subject of investigation are listed below:

### 6.3.1 Parking Policy and Codes

- (a) Within buildings
- (b) On the fringe of the CBD
- (c) Elsewhere in the City

### 6.3.2 Vehicular Circulation Systems

- (a) Functional classification of streets
- (b) Specific plans for selected streets

### 6.3.3 Transportation Feasibility Studies

- (a) Bus-rail interchanges
- (b) Auto-rail interchanges
- (c) Additional railway stations
- (d) Organisation of surface street public transport
- (e) Expansion of ferry services
- (f) Tourist coach terminals
- (g) Heliport/VTOL/STOL facilities

### 6.3.4 Precinct and Area Plans

- (a) Planning of car parks off the Western Distributor
- (b) Detailed planning of Wynyard Pedestrian Precinct
- (c) Planning for car parks on the eastern side of the CBD



- (d) Detail Planning of Mid-Town Pedestrian Precinct
- (e) Detailed Development Planning for the Up-Town Precinct
- (f) Development Planning for the Oxford Street Precinct
- (g) Planning for the Rehabilitation of the Surry Hills Precinct
- (h) Detailed Development Planning for Kings Cross
- (i) Planning for William Street South-Side and East Sydney Precinct
- (j) Railway Square District Development Planning
- (k) Pyrmont Ridge and Peninsula Redevelopment Planning

6.3.5 Development Control Codes, particularly regarding policies on the control of building volumes.

6.3.6 Management

- (a) Simplification of procedures for development consents and building permits
- (b) Establishment of data bank facilities
- (c) Formulation of capital works programs
- (d) Reorganisation of City of Sydney planning organisation

6.4 It is considered the most urgent and critical matters calling for action by Council are:-

- (a) The adoption of revised policies and codes concerning car parking within buildings
- (b) Planning for off-street parking on the western fringe of the CBD because proposed developments could seriously compromise good planning
- (c) Planning for pedestrian circulation in the vicinity of Wynyard Railway Station because proposed developments could make action at a later stage very costly, if not impossible
- (d) Planning for off-street parking on the eastern fringe of the CBD, incorporating review and amplification of the Woolloomooloo Detail Plan
- (e) Planning for pedestrian circulation in the mid-town precinct, linking Town Hall and St James' Stations to the Wynyard Precinct.

6.5 Council's planning consultants and Officers are proceeding with further investigations of all items listed in this Section of this First Progress Report.



APPENDIX A  
TO FIRST PROGRESS REPORT

CITY OF SYDNEY STRATEGIC PLAN

BRIEF TO CONSULTANTS

1. To make a practical assessment of existing land use pattern, condition of buildings, past development trends and general property values;
2. To review available data regarding present and projected future business trends and population numbers and socio-economic characteristics;
3. To inventory the types and distribution of community facilities, evaluate suggestions by representative community groups for needed facilities and prepare a catalogue of additions and improvements;
4. To assess the relative importance of public transportation and goods movement in various parts of the City;
5. To suggest the methods and machinery by which Council will seek co-operation of other statutory bodies and Ministries dealing with elements upon which Council has no direct jurisdiction but which vitally affect the function of the City and implementation of Strategic and Action plans;
6. To pinpoint the areas of the City with the most critical development problems and identify the most serious deficiencies in the overall functional elements of the City;
7. To define the parameters for Action planning in the areas with critical development problems and where deficiencies exist in the overall functional elements of the City;



8. To incorporate a programme of priorities in action planning to deal with the City's problems and deficiencies;
9. To set out a statement of policies and objectives which would serve as a brief for action planning activities and provide a basis for assessing, in association with the physical layout plan, development applications under the Council's statutory planning powers;
10. To provide the basis for a budget for the action planning programme and specifications for the first studies;
11. To suggest an outline programme of citizen participation, aimed at obtaining the full support of public opinion, to make recommendations on methods of awakening public awareness of the contribution which citizens can make to the planning process; and
12. To suggest the structure of a City Planning Department having broad responsibilities for planning processes, inter departmental co-ordination within and outside the Council and community liaison. To define these functions and make recommendations regarding any changes in the existing staff network which may be necessary to fulfil them.