

# File History of FSR

B

## HISTORY OF PLOT RATIO POLICY

1964

### 1. Minister's Exhibition Scheme (gross)

3(e) = 10:1 with bonuses 12:1  
W Kent SA = 5:1 with bonuses 8:1

Bonus if provision is made for

- (i) pedestrian movement by arcades at ground level.
- (ii) pedestrian access through site from street to street.
- (iii) through or about buildings as part of comprehensive development.
- (iv) open space of adequate dimensions (plaza).

### 2. Recommendation from Commissioner (net)

3(e) 6:1 with bonuses 12:1

- (i) Pedestrian through link - bonus 6:1
- (ii) Pedestrian open space (plaza; peripheral open space)  
- bonus 5:1
- (iii) Pedestrian covered circulation area - 2:1
- (iv) Colonnade - bonus 1:1

- that Sth Park SA bonus 2:1 mixed residential or commercial we must not exceed 50% total floor space and not exceed 12:1.
- that no difference in FSR within County Centre.
- no bonus for land with frontage less than 50'.
- responsible authority power to fix maximum site coverage.
- that FSR be calculated on Net area.

### 3. SPA reported to the Minister on representations made:

County Centre 3(e)

- (i) Base Ratio 6:1
- (ii) Bonus of 4 times the area of space made available by the developer for unrestricted public use.
- (iii) Bonus of 2 times the site area for sites not less than 60,000 square feet.
- (iv) Bonus of 2 times the site area for inclusion of mixed/residential/ commercial development.

Maximum PR 12:1.

### 4. Council interim recommendation.

3(e)

Base PR 10:1 with bonuses for pedestrian facilities; maximum PR 12:1. (gross)

RE-EXHIBITION - FLOOR SPACE RATIO PROVISIONS -  
PROPOSED CITY OF SYDNEY PLANNING SCHEME ORDINANCE

At the public inquiry into objections lodged in respect of the City of Sydney Planning Scheme, a number of representations were made to the Commissioner concerning the provisions of Clause 45 of the draft Scheme Ordinance relating to the control of floor space ratios. As a result of these representations, alternative proposals have been suggested.

The Minister has decided that before determining these objections, these new proposals should be placed on exhibition to afford interested persons an opportunity to make further representations in the matter.

In view of the policy adopted by the Height of Buildings Advisory Committee concerning the maximum floor space ratio for new high-rise buildings, a brief summary of the amendment to Clause 45 of the City of Sydney draft Ordinance (currently on re-exhibition), recommended to the Minister for Local Government by the Commissioner, is as follows:-

1. Within the County Centre - Zone No. 3(e):

- (a) The floor space index be fixed at 6:1, with bonuses to 12:1 based on the following formulae:-

(i) Pedestrian "through link" - Bonus 6:1

comprising space below a building providing useful and effective through circulation linking two or more streets, the maximum width allowable as "through link" to be 20 feet. Such "through link" must be at a distance of at least 80 feet from any parallel street.

To qualify for this bonus the through link must not be less than 10 feet in width and any width in excess of 20 feet shall be deemed not to qualify for the bonus.

(ii) Pedestrian Open Space ("plaza space" or "peripheral space") - Bonus range up to 5:1

comprising space on the building site not covered by any building, permanently open to public access and essentially at street level or within a few steps of same.

To qualify for the bonus the spaces must be arranged in such a way that useful and attractive areas are created for pedestrians. Bonuses for these spaces would be permitted by the responsible authority, having regard to general design, accessibility and openness to the public.

In order to qualify for the maximum bonus, the minimum average dimension of the space must be not less than 50 feet.

Completely internal narrow spaces serving only as lightwells would not qualify for bonus.

(iii) Pedestrian covered circulation area - Bonus 2:1

Comprises space covered by building but permanently open for public access and essentially at street level or within a few easily accessible steps of same.

(iv) Colonnade - Bonus 1:1

Comprises space covered by building at the first floor level, left open to the public at street level or approximately at street level as "street widening".

- (b) That, with respect to that part of the City south of Park Street, a bonus of 2:1 be granted in respect of a building containing mixed residential and commercial uses, provided that the commercial uses do not exceed 50% of the total floor space, but that the floor space in any such building shall, in no circumstances, exceed 12:1
  - (c) That there be no difference in floor space ratio with regard to any part of the County Centre.
  - (d) That the Council, with the concurrence of the Authority, be given power to exceed the 12:1 ratio in respect of whole block development.
  - (e) That no bonuses be available in respect of land with a frontage of 50 feet or less.
  - (f) That the Ordinance be amended to give to the responsible authority a power to fix maximum site coverages and distances from adjacent buildings, either at ground level or at any subsequent level.
  - (g) That the floor space be calculated on the net area of the building, excluding lifts, stairwells, lightwells, ducts, vents, machinery rooms and basements used for the parking of vehicles.
2. Within High-density Residential Zones No. 2(b) - A maximum floor space ratio of 2:1
- (a) That the provisions of the Local Government Act, including Schedule 7, to the extent of which they are inconsistent with the provisions of the Ordinance or of any approval given thereunder, be suspended.
  - (b) That the floor space be calculated on the net area of the building, excluding lifts, stairwells, lightwells, ducts, vents, machinery rooms and basements used for the parking of vehicles.
3. Within High-density Residential and Commercial Zone No. 2(c) (i.e. Kings Cross Area) - a maximum floor space ratio of 4:1
- (a) That the provisions of the Local Government Act, including Schedule 7, to the extent of which they are inconsistent with the provisions of the Ordinance or of any approval given thereunder, be suspended.
  - (b) That the floor space be calculated on the net area of the building, excluding lifts, stairwells, lightwells, ducts, vents, machinery rooms and basements used for the parking of vehicles.

(In addition to the foregoing, there are certain restrictions in this area relating to height above standard datum. The maximum height varies in proportion, by and large, with the contours of this area.)

4. Within a High-density Residential Redevelopment Zone No. 2(d)  
(i.e. Part of Glebe, near Eveleigh Railway Yards - Alexandria/  
Erskineville) A Maximum floor space ratio of 2:1
  - (a) That the provisions of the Local Government Act, including Schedule 7, to the extent of which they are inconsistent with the provisions of the Ordinance or of any approval given thereunder, be suspended.
  - (b) That the floor space be calculated on the net area of the building, excluding lifts, stairwells, lightwells, ducts, vents, machinery rooms and basements used for the parking of vehicles.
5. Within New High-density Residential Zone No. 2(e) - Redevelopment  
in which Commercial and Residential uses are permitted (i.e. Edge-  
cliff, Church of England Glebe, plus some privately-owned land west  
of the Glebe) - A maximum floor space ratio of 4:1
  - (a) That the provisions of the Local Government Act, including Schedule 7, to the extent of which they are inconsistent with the provisions of the Ordinance or of any approval given thereunder, be suspended.
  - (b) That the floor space be calculated on the net area of the building, excluding lifts, stairwells, lightwells, ducts, vents, machinery rooms and basements used for the parking of vehicles.
6. Within General Business Zone No. 3(a) (i.e. mainly centred around  
Newtown Railway Station, Redfern Railway Station, Rushcutters Bay  
Bowl, Taylors Square, East of Prince Alfred Park and Grace Bros.,  
Broadway - A maximum floor space ratio of 2:1
  - (a) Provided that, where a building in this zone is used partly for residential and partly for business or commercial purposes and where not more than half of the total floor space area is to be used for business or commercial purposes, a bonus ratio of an additional 2:1 may be permitted.
  - (b) That the provisions of the Local Government Act, including Schedule 7, to the extent of which they are inconsistent with the provisions of the Ordinance or of any approval given thereunder be suspended.
  - (c) That the floor space be calculated on the net area of the building, excluding lifts, stairwells, lightwells, ducts, vents, machinery rooms and basements used for the parking of vehicles.
7. Within Neighbourhood Business Zone 3(c) and Neighbourhood Business  
Zone 3(d) (Redevelopment)
  - (a) A maximum floor space ratio of  $\frac{1}{2}$ :1, with a bonus of an additional 2:1 being permitted at the discretion of the responsible authority where a building is to be used partly for residential and partly for business or commercial purposes and where not more than half of the total floor space area is to be used for business or commercial purposes.
  - (b) That the provisions of the Local Government Act, including Schedule 7, to the extent of which they are inconsistent with the provisions of the Ordinance or of any approval given thereunder, be suspended.

- (c) That the floor space be calculated on the net area of the building, excluding lifts, stairwells, lightwells, ducts, vents, machinery rooms and basements used for the parking of vehicles.

(The precise detailed maps of the foregoing proposals are on view in the foyer of the Authority's main entrance on the 4th floor.)

For the purpose of comparison, the attention of members is also drawn to the attached second report prepared by the Height of Buildings Committee of the Royal Australian Institute of Architects, New South Wales Chapter.

This report was received by the Height of Buildings Advisory Committee at its meeting on 3rd May, 1967, when the Committee decided to defer making any comment until the Minister for Local Government determined the objections to the City of Sydney Planning Scheme.

Arising out of this re-exhibition, the Committee's attention is specifically referred to the proposal for the calculation of the floor space, viz.:

That the floor space be calculated on the net area of the building, excluding lifts, stairwells, lightwells, ducts, vents, machinery rooms and basements used for the parking of vehicles.

In presently determining the floor space ratio of an application under the provisions of the Height of Buildings Act, lifts, stairwells, ducts, and vents are included for the purpose of calculating the total usable area.

The Committee may care to discuss these matters at this stage, and submit to the Minister its reasoned comments on the proposals.

In relation to Zone 2(c) (Kings Cross) the Minister has determined the objections to restrictions in height above standard datum.

The relevant permissible maximum heights are illustrated on maps numbered 28 and 29 on display in the foyer of the Planning Authority.

It is possible that a proposal for the erection of a high-rise building on a consolidated block in the Kings Cross Area (a practice favoured by the Committee as a worthwhile contribution towards the improvement and planning of an area) may conform to the floor space ratio permitted but exceed the maximum permissible height above standard datum.

Whilst this is not open to the Committee for representation as the Minister has determined the relevant portion of the draft Scheme Ordinance, the matter is submitted for the information of members of the Height of Buildings Advisory Committee.

S. Israel

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EXTRACT FROM THE EXHIBITED DRAFT CITY OF SYDNEY  
PLANNING SCHEME ORDINANCE.

(ii) it shall be sufficient defence to prove that the tree or trees ringbarked, cut down, topped, lopped, removed, injured or wilfully destroyed, was or were dying or dead or had become dangerous.

(7) The powers conferred upon the responsible authority by this clause shall not extend to any trees within a State Forest or land reserved from sale as a Timber or Forest Reserve under the Forestry Act, 1916-1951.

PART VII

Special Provisions.

Height of Buildings Restriction Map. 44. (1) This clause shall apply only to the land shown by distinctive colourings on the Height of Buildings Restriction Map.

(2) Notwithstanding any other provision of this Ordinance a building shall not be erected on any land shown on such map to a height above standard datum greater than that shown thereon in relation to such land.

Floor space of buildings. 45. (1) This clause shall apply only to Zone No. 2(b), 2(c), 2(d), 3(a), 3(b), 3(c), 3(d) or 3(e).

(2) The ratio of the total floor area space of any building to the area of the site on which the building is or is proposed to be erected (hereinafter called "the floor space ratio") shall be as follows:-

- (a) within that part of Zone No. 3(e) not included in Schedule 9 — not greater than 10:1;
- (b) within that part of Zone No. 3(e) described in Schedule 9 — not greater than 5:1:

Provided that where in the opinion of the responsible authority satisfactory provision is made for any one or more of the following matters -

- (i) the movement of pedestrians by way of an arcade or arcades at ground floor level adjoining the footpath;
- (ii) pedestrian access through the site at one or more levels by way of an arcade or arcades to provide a throughway for pedestrians from one street to another or from a street to a pedestrian plaza;
- (iii) pedestrian movement through or about the building as part of a scheme for the comprehensive development of a City block or a section of the City;
- (iv) open space of adequate dimensions to be used as a plaza or place open to the sky and available to the public and appropriately architecturally treated;

/it ...

it may permit an increase in the floor space ratio to not greater than 12:1 in respect of any building on land referred to in paragraph (a) of this subclause and to not greater than 8:1 in respect of any building on land referred to in paragraph (b) of this subclause;

- (c) within Zone No. 3(a) or 3(b) not greater than 2:1:

Provided that where a building in any such Zone is to be used partly for residential and partly for business or commercial purposes and where not more than half of the total floor space area is to be used for business or commercial purposes the responsible authority may permit an increase in the floor space ratio to not greater than 3:1 in respect of a building on land within Zone No. 3(a) and to not greater than 4:1 in respect of a building on land within Zone No. 3(b);

- (d) within Zone No. 3(c) or 3(d) not greater than  $\frac{1}{2}$ :1;

Provided that where a building in any such Zone is to be used partly for residential and partly for business or commercial purposes and where not more than half of the total floor space area is to be used for business or commercial purposes the responsible authority may permit an increase in the floor space ratio to not greater than  $2\frac{1}{2}$ :1;

- (e) within Zone No. 2(b), 2(c) or 2(d) not greater than 2:1 in respect of residential flat buildings or private hotels.

(3) Notwithstanding anything hereinbefore contained in this clause the floor space ratio in respect of land within Zone No. 2(c) having a frontage to Macleay Street shall be not greater than 4:1.

- (4) For the purposes of this clause:-

- (a) "basement" means a storey or portion of a storey, below ground level, the ceiling of which is not less than 5 feet above the adjoining ground;
- (b) "floor space area" includes all wall thicknesses, ducts, vents, corridors, staircases and lifts but does not include the area of any basement or space permanently set aside within the building for the parking of vehicles;
- (c) "site" means the actual area of the allotment upon which the building is or is proposed to be erected.

(5) Notwithstanding anything hereinbefore contained the height of any building in Zone No. 3(e) shall be not greater than that permitted by Clause 46.

Height of  
Buildings.

46. (1) This clause shall apply to all land within Zone No. 3(e).

(2) The permissible height of a building shall not exceed twice the width of the road to which the building has frontage, provided that -

- (a) if the building is set back at least 15-ft. from the alignment, from a height exceeding 40-ft. above kerb level, the permissible height as determined above may be increased by twice the amount of such set-back;
- (b) if the building is set back for its full height at least 15-ft. from the alignment from a height not exceeding 40-ft. above kerb level, the permissible height as determined above may be increased by three times the amount of such set-back;
- (c) if the building is set back for its full height above kerb level at least 15-ft. from the alignment, so as to form an open public plaza, the permissible height as determined above may be increased by four times the amount of such set-back.

(3) If the building is set back from one or both of the side boundaries above a height not exceeding 40-ft. above kerb level, the permissible height as determined above may be increased by 2-ft. for each 1% set-back, expressed as a percentage of the allotment width. Such set-back shall be a minimum of 15-ft. or 30% of the allotment width, whichever be the greater.

(4) Increase in the permissible height in accordance with (1) and (2) above may be used cumulatively.

(5) Where the building is restricted in area above a height not exceeding 40-ft. above kerb level to form a tower, such that -

- (a) the gross floor area of any tower floor does not exceed 25% of the allotment area;
- (b) the front wall of the tower is set back from the alignment not less than 25% of the width of the allotment; and
- (c) the width of the tower parallel to the road frontage does not exceed 70% of that frontage or 120-ft. whichever be the lesser,

the permissible height of the building shall not exceed five times the distance between the front wall of the tower and the opposite alignment.

(6) Where the allotment has frontages to more than one public way the following shall apply:-

- (a) Where the frontages are approximately parallel, the height shall be determined -
  - (i) from the wider road, where the allotment has a depth of less than 80-ft;

/((ii) ...



(ii) from each road back to the centre of the allotment, where the allotment has a depth of more than 80-ft;

(b) Where the frontages are approximately at right angles the height shall be determined from the wider road to a depth of 100-ft. from that road, and thereafter from the other road;

(c) Where the building has a frontage to one road only, such road being less than 40-ft. in width, the width of the road shall be taken as 40-ft;

(d) Where the building has frontages to more than one road, any road less than 40-ft. in width shall be considered to be not a road.

(7) Where a building complies with the requirements set out in subclause (2) of this clause but does not comply with all the requirements of subclauses (3), (4), (5) and (6) of this clause the responsible authority may approve the application if it is satisfied that the general intention of such subclauses regarding the provision of light and air is maintained.

Change of use.

47. Notwithstanding the provisions of Part VI of this Ordinance the use of a dwelling-house or residential building within Zone No. 3(a), 3(b), 4(a), 4(b), 4(c), 4(d), 4(e) or 4(f) shall not be changed to another use without the prior consent of the responsible authority.

Liquid fuel depots.

48. The responsible authority shall not grant consent to the establishment or enlargement of a liquid fuel depot having an aboveground storage capacity of 100,000 gallons or more of inflammable liquid except with the concurrence of the Minister for Local Government and the Department of Mines, and where the establishment or enlargement of the depot will involve, either directly or indirectly, the use (other than an existing use) of land below high water mark, with the concurrence also of the Maritime Services Board of New South Wales.

Industries in business or local industrial zones.

49. Subject to the provisions of Part IV of this Ordinance, a building shall not be erected or used and land shall not be used in Zone No. 3(a), ~~3(b)~~ or ~~3(c)~~ <sup>3(d)</sup> ~~4(e)~~ for the purpose of an industry where -

(a) the total floor space of the building or ~~part of the building~~ or the total area of the land used

/ or ...

REPORT TO HEIGHT OF BUILDINGS  
ADVISORY COMMITTEE

B

RE-EXHIBITION -- FLOOR SPACE RATIO PROVISIONS --  
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(a) The floor space index be fixed at 6:1, with bonuses to 12:1 based on the following formulae:-

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comprising space below a building providing useful and effective through circulation linking two or more streets, the maximum width allowable as "through link" to be 20 feet. Such "through link" must be at a distance of at least 80 feet from any parallel street.

To qualify for this bonus the through link must not be less than 10 feet in width and any width in excess of 20 feet shall be deemed not to qualify for the bonus.

(ii) Pedestrian Open Space ("plaza space" or "peripheral space") - Bonus range up to 5:1

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To qualify for the bonus the spaces must be arranged in such a way that useful and attractive areas are created for pedestrians. Bonuses for these spaces would be permitted by the responsible authority, having regard to general design, accessibility and openness to the public.

In order to qualify for the maximum bonus, the minimum average dimension of the space must be not less than 50 feet.

Completely internal narrow spaces serving only as lightwells would not qualify for bonus.

(iii) Pedestrian covered circulation area - Bonus 2:1

Comprises space covered by building but permanently open for public access and essentially at street level or within a few easily accessible steps of same.

(iv) Colonnade - Bonus 1:1

Comprises space covered by building at the first floor level, left open to the public at street level or approximately at street level as "street widening".

- (b) That, with respect to that part of the City south of Park Street, a bonus of 2:1 be granted in respect of a building containing mixed residential and commercial uses, provided that the commercial uses do not exceed 50% of the total floor space, but that the floor space in any such building shall, in no circumstances, exceed 12:1
  - (c) That there be no difference in floor space ratio with regard to any part of the County Centre.
  - (d) That the Council, with the concurrence of the Authority, be given power to exceed the 12:1 ratio in respect of whole block development.
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  - (f) That the Ordinance be amended to give to the responsible authority a power to fix maximum site coverages and distances from adjacent buildings, either at ground level or at any subsequent level.
  - (g) That the floor space be calculated on the net area of the building, excluding lifts, stairwells, lightwells, ducts, vents, machinery rooms and basements used for the parking of vehicles.
2. Within High-density Residential Zones No. 2(b) - A maximum floor space ratio of 2:1
- (a) That the provisions of the Local Government Act, including Schedule 7, to the extent of which they are inconsistent with the provisions of the Ordinance or of any approval given thereunder, be suspended.
  - (b) That the floor space be calculated on the net area of the building, excluding lifts, stairwells, lightwells, ducts, vents, machinery rooms and basements used for the parking of vehicles.
3. Within High-density Residential and Commercial Zone No. 2(c) (i.e. Kings Cross Area) - a maximum floor space ratio of 4:1
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(i.e. Part of Glebe, near Eveleigh Railway Yards - Alexandria/  
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Bowl, Taylors Square, East of Prince Alfred Park and Grace Bros.,  
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  - (a) Provided that, where a building in this zone is used partly for residential and partly for business or commercial purposes and where not more than half of the total floor space area is to be used for business or commercial purposes, a bonus ratio of an additional 2:1 may be permitted.
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7. Within Neighbourhood Business Zone 3(c) and Neighbourhood Business  
Zone 3(d) (Redevelopment)
  - (a) A maximum floor space ratio of  $\frac{1}{2}$ :1, with a bonus of an additional 2:1 being permitted at the discretion of the responsible authority where a building is to be used partly for residential and partly for business or commercial purposes and where not more than half of the total floor space area is to be used for business or commercial purposes.
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