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Summary to accompany
CHIEF PLANNER'S REPORT NO. 51/72

of 29th June, 1972.

DIFFERENCES BETWEEN THE SYDNEY CITY COUNCIL AND THE AUTHORITY.

1. Leaders of the City Council have been making public statements critical of the Authority, and referring to major conflicts with the latter on development matters.
2. The differences are primarily about approach to office development distribution and densities. The Authority is concerned to achieve consistency with:-
 - (a) The City Strategic Plan.
 - (b) The Sydney Region Outline Plan.
 - (c) The City Planning Scheme.
 - (d) Avoiding aggravation to current metropolitan traffic and transportation problems, or prejudice to the eventual recommendations of the Sydney Area Transportation Study.
3. The differences mainly arise in Woolloomooloo (where the transportation authorities advise an office workforce "ceiling" of about 35,000, but the City Council has so far been not inclined to recognise a limitation of this kind); and in the Industrial zones of the City (where the Council wishes to approve extensive office buildings for about 30,000 workers contrary to their own Strategic Plan objectives and without regard to Outline Plan and Transportation objectives.
4. There is also a conflict on the method of calculating floor space for density purposes because the City Council has decided to adopt a method different from that hitherto used in the City and elsewhere, and still used by Height of Buildings Advisory Committee. This causes delays on cases which require decision by both bodies.
5. The Authority only administers the Height of Buildings Advisory Committee and does not participate in its decision making. The Authority is also reflecting the advice of the County of Cumberland Passenger Transport Advisory Committee, of which the Authority is a member, both with respect to Woolloomooloo and with respect to avoiding aggravating the transportation problems at a time when a major metropolitan transportation study is in progress.
6. Submitted for information, and discussion on appropriate action.
7. Chief Planner's Reports Nos. 9/72 and 48/72, which have been deferred from earlier meetings of the Authority, are now resubmitted, partly as background to this report and partly for decision on recommendation outstanding.

Files: 1/1 D 1478
1/1 D 2108
181 J 5/2/1/1
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J. P. F. KACIREK
CHIEF PLANNER

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CHIEF PLANNER'S REPORT NO. 51/72of 29th June, 1972.DIFFERENCES BETWEEN THE SYDNEY CITY COUNCIL
AND THE AUTHORITY.THE PURPOSE OF THIS REPORT

1. Leaders of the City Council have, in recent times, made public statements, reported in the "press", which are increasingly critical of the Authority, and imply major conflict between the two bodies on development decisions. This report summarises the nature of the differences; and is submitted, at the Chairman's request, for information and such action as the Authority may consider appropriate.

THE BROAD NATURE OF THE DIFFERENCES

2. The differences primarily revolve around the question of office development, and the apparent readiness of the City Council to grant development approvals for offices in a pattern which appears likely to aggravate the transportation problems of the Inner City, and in conflict with the objectives of the Strategic Plan which the Council caused to be prepared to attempt to improve the effectiveness of the metropolitan centre.

3. For the most part, the areas of conflict have been occurring in Woolloomooloo, and in the industrial and other zones in the southern parts of the city. Paragraph 9 explains the problems in the Woolloomooloo area. Paragraphs 10, 11 and 12 deal with the problems in the zones outside the County Centre zone in the prescribed planning scheme.

4. Whilst the City Council has levelled its public criticisms at the Authority; in reality, the Authority's role in this matter is more in its relation to:-

(a) The Height of Buildings Advisory Committee.

(b) The State Transportation and Traffic Authorities.

X
The former is an independent body advising the Minister. The Authority merely provides the necessary administrative services and does not participate in the decision making.

X
5. With regard to 4(b), the Authority is represented on the County of Cumberland Passenger Transport Advisory Committee. The Committee is responsible for metropolitan traffic and transportation planning; and for the conduct of the Sydney Area Transportation Study which aims to provide the Government with a basis for a programme of transportation development which will solve current congestion problems and bring about a balanced transportation system for the expanding urban region of Sydney.

6. The greatest problem is the congestion caused by massive commuter movements to the large concentration of work places in the Inner City. Office jobs dominate Central City employment (about 60%). The Committee is concerned that current problems should not be made much greater by widespread office development commitments inadequately related to public transport before the Transportation Study has demonstrated what the consequences will be to movement to and from the Inner City.

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SYDNEY REGION OUTLINE PLAN OBJECTIVES

7. To date, the Authority has not based any of its decisions in the City area directly on the need to divert office development to dispersed centres in the Region; nor on the desirability or otherwise of bringing general density levels down even below those standards recommended by the Authority to the Minister on the City Planning Scheme. It is, however, important to recognise that the principle of dispersed office centres is a fundamental recommendation in the Outline Plan; as is the need to avoid over-building in the Central City to the detriment of effective and economical transportation and traffic circulation, and also to the detriment of achieving a high standard of environment for the centre of metropolitan Sydney as a world city. These are regional planning objectives which any more detailed planning and development inside the centre should acknowledge.

*It has never
quantified the
workforce of each
dispersed center*

8. The Authority has, for many years, tried to encourage public acceptance of much lower building densities than hitherto practised; and it is fairly evident from physical results now that it will be extremely difficult to achieve good environment if the general average of densities exceeds 5:1 (probably the present average over the whole centre).

*Now
Rockefeller
Center is
excellent!*

WOOLLOOMOOLOO AREA

9. The City Council has resolved to adopt the Woolloomooloo Redevelopment Plan - prepared for the former City Council by the Authority's staff - as a general guide for development control:-

X

(a) With respect to the major redevelopment scheme of 11 acres by Mr. Londish, the Authority and the City Council are broadly in agreement in the decisions so far given.

(b) Victoria Point Project (Chief Planner's Report No. 117/71): The differences with respect to this project are that the City Council wishes to give approval to:-

(i) Inclusion of 190,000 square feet of offices in this primarily residential project, whereas the Redevelopment Plan recommended Residential 2(b) zoning in which offices would be prohibited. (It is necessary to set an overall limit on the extent of offices in Woolloomooloo because of the commuter movement problems.) The main reason is that, in exchange, the developer is understood to be ready to provide a public parking station free of cost to the City Council.

(ii) The Council wished to give a higher density than the 7:1 (approx.), which would be applicable under the Woolloomooloo Redevelopment Plan - presumably on the grounds that the free provision of a parking station to the City Council warranted a special bonus.

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- X
- (iii) The Height of Buildings Advisory Committee and the Authority have doubts about the very high buildings (470 feet above Victoria Street level) as seen from the Harbour, especially since the opposite side of Victoria Street is subject to height limitations, under the prescribed City of Sydney Planning Scheme, of a maximum R.L. 200 feet above mean high water mark (or approximately 100 feet above Victoria Street level).

To date, neither the Authority nor the Height of Buildings Advisory Committee has felt that an exception to the Study is warranted.

- (c) South Side of William Street: The Woolloomooloo Redevelopment Plan envisaged creating an imposing boulevard in William Street. The present City Council is a strong advocate of this objective and they have had a plan prepared for it. In order to help achieve the objective with minimum cost to the ratepayers, the Council supports two major redevelopment projects in the Residential 2(b) zone on the south side of William Street. The schemes would apparently provide for dedication of the land needed to widen William Street but they include substantial office development equivalent, in total, to space for approx. 7,500 office workers. The zoning in the planning scheme would have to be changed to permit this. One scheme is by the Church of England Property Trust. The other is by Home Units Pty. Ltd. The latter is close to the new Kings Cross Railway Station.

The Authority has indicated to the City Council that it is not prepared to concur with either of these schemes, having regard in particular to the necessity to limit the office workforce in the area to a maximum level of about 35,000 because of transportation problems as at present foreseen. It would be difficult to refute the charge by Mr. Londish that he is being unfairly treated in the County Centre north of Woolloomooloo by having an office floor space limit imposed on his scheme at a lower level than he would like, if further areas south of William Street were rezoned to Commercial to permit substantial office development.

The problem includes the element of acting fairly and consistently within the limits advised by the Transportation authorities.

OFFICES IN INDUSTRIAL ZONES

X 1 per 100

10. The City Council wishes to approve a large number of office projects in the Industrial zones of the city, totalling about 5 million square feet, and enough to accommodate about 30,000 workers. The Authority has refused to concur and, as a matter of policy, has resolved that offices in Industrial zones should be confined to offices ancillary to the primary use of the zone.

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11. Whilst offices are not actually prohibited by the planning scheme, they are not within the spirit of the zoning intentions of providing zones for industrial use.
12. A widespread scatter of offices on this scale unrelated to public transport:-
- (a) Is inconsistent with the Council's own adopted objectives in the Strategic Plan to concentrate offices mainly within the County Centre "spine" between Central Railway and Circular Quay so as to support improvement of public transport; and also to achieve improved environment there, by steering development growth into the southern end of the County Centre.
 - (b) Will aggravate, instead of improve, the present traffic and transportation congestion problems; and this at a time when the Sydney Area Transportation Study has yet to assess the nature of metropolitan transportation problems and needs; and
 - (c) Widespread encouragement of offices, without limit in other zones as well as in the County Centre, can only serve to reduce the prospects of steering offices to dispersed centres in the outer areas of the Region.

METHODS OF CALCULATING DENSITIES

13. Chief Planner's Report No. 48/72 (attached) outlined a conflict between the City Council and the Authority and Height of Buildings Advisory Committee on the method of calculating floor space for density control purposes. The Authority, and Height of Buildings Advisory Committee, have long used "gross" measurement to include thickness of walls. This is established practice used throughout the State. The City Council - on the advice of the Strategic Plan consultants - wants to use net measurement - i.e. excluding wall thicknesses and lift wells.

14. The important issue is simplicity and consistency. So long as the Height of Buildings Advisory Committee is unwilling to change its present method of measurement, the City Council should be required to conform to it. There is no reason why the City area should be treated differently from other areas. The current "gross" method of measurement is also simpler. No real evidence has been advanced to show that current methods of measurement have inhibited good building practice.

15. Any conflicts and delays on particular cases for this reason have been more due to the fact that the City Council has adopted a new method of measurement knowing that the Height of Buildings Advisory Committee will still be using a different method when high buildings (most office buildings tend now to be over 80 feet high) come before it for decision.

Chief Planner's Report No. 51/72

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16. This report is submitted for information and further consideration by the Authority as to appropriate action and, in particular, I RECOMMEND:-

- (a) That the Authority reaffirm the general approach it has taken as a matter of policy and which is reflected in the particular decisions up to this point about which the City Council is not satisfied.
- (b) That the Authority offer a general discussion with the City Council and full Authority in an endeavour to clarify the nature of the differences between the two bodies.
- (c) I also recommend that the Authority reach a decision on the recommendations in Chief Planner's Report No. 48/72 in order that the area of uncertainty be reduced.

J.P.F. Kacirek
J.P.F. KACIREK
CHIEF PLANNER

Files: 1/1 D 1278
1/1 D 3108
181 J 5/2/1/1
K9/3 Pt. 2
181 J 5/1/7
K9/7

Supplement to
CHIEF PLANNER'S REPORT NO. 48/72

of 23rd May, 1972.

CITY OF SYDNEY STRATEGIC PLAN - DENSITY
CONTROL - FLOOR SPACE RATIOS

*Why is this
supplement necessary? If
Kacush had done his homework
this should
be in his
report 48/72*

1. The Authority considered the attached Chief Planner's Report No. 48/72 at its meeting on May 26th, 1972. Alderman Port commented upon the recommendations in the Report and, as a consequence, the Authority deferred a decision and asked for a further report on the matters raised by Alderman Port.

2. Chief Planner's Report No. 48/72 is now brought back to the Authority for determination with additional comment on the matters raised by Alderman Port.

3. The Authority was asked to reach a policy decision concerning three matters:-

- (a) The method of calculating floor space ratio.
- (b) The question of applying density control to international hotels.
- (c) The question of applying floor space bonuses for parking stations.

INTERNATIONAL HOTELS

4. The Authority's original advice to the Minister was that density standards should not be applied to international hotels (i.e. hotels which have to provide a wide range of public rooms and services as distinct from motels which are primarily sleeping places with minimal public rooms). The number of such hotels likely to be built is limited; their economics and operating requirements are rather special; and it is better to deal with them on performance standards, i.e. the appropriateness of the development itself in relation to the site and surrounding lands.

5. The Authority was recommended to adhere to its original policy advice to the Minister. Alderman Port did not raise any question about this matter.

METHOD OF CALCULATION OF DENSITY

6. Before the Authority considered Report No. 48/72, the Chief Planner requested deletion of paragraph 11(e), i.e. lift wells and fire stairs as exclusions.

7. Alderman Port questioned the use of gross floor space measurement and said that the City Consultants had recommended measuring net floor space, i.e. excluding the thickness of walls and also excluding lift wells. He suggested there were two basic reasons in favour of adopting net floor space measurements and excluding lift wells in the calculation. He suggested that gross floor space measurement discouraged the developer from adopting designs for external walls which would allow projections to shade windows in the summer. He also suggested that if lift wells had to be included in permissible floor space calculations, then developers would economise by putting in fewer lifts than they otherwise would have thought desirable.

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8. Both these arguments were advanced to the Authority by the Royal Australian Institute of Architects and the Building Owners' and Managers' Association at the time of the original negotiations requested by the Minister on density standards. Neither body was able to advance any real evidence that the external design of the many office buildings, which have been erected in recent years, or the provision of lifts, had in fact been constrained or less than adequate as a result of these limitations.

9. The adoption of gross measurement not only has the advantage of simplicity and can be established before the detailed designs of the building are formulated, but it is the method long adopted not only by the Authority in all areas in which it is concerned, but also by the Height of Buildings Advisory Committee. Whilst the Authority did suggest to the Minister at an earlier date that, as a compromise, the method of calculation could exclude lift wells and fire stairs (but this might require amendment to the actual standards of floor space ratio adopted), the Height of Buildings Advisory Committee does not allow this exclusion and there is no reason to suppose that they will do so.

10. In the interests of clarity and simplicity for developers and public alike, it seems desirable to have consistency in the techniques of measuring density. Therefore, the Chief Planner's recommendation in Report No. 48/72 was that the method of calculation be on a gross floor space basis, i.e. the overall measurement including the thickness of all walls, including external walls, and that lift wells and fire stairs be not allowed as an exclusion. As indicated above, no real evidence has been forthcoming from any authoritative body to demonstrate that these factors have inhibited good building practice so far.

FLOOR SPACE BONUSES FOR PARKING STATIONS

11. Alderman Port elaborated on the parking policy, as advocated in the Strategic Plan, which includes offering a floor space bonus of 400 square feet per unit of financial contribution per car space.

This happens in suburban centers
12. In any large commercial area where there are problems of traffic and transport congestion, it is sound policy to limit the permissible quantity of private off-street parking in buildings and to expect developers and building owners to contribute financially to the cost of suitably placed public car parks. This helps to reduce the quantity of vehicular circulation in the local streets and enables the overall quantity of parking to be related to general transportation and highway policy. To offer floor space bonuses as an inducement to further such policies seems likely to reduce their effectiveness. The additional floor space offered simply adds an additional traffic potential. It is worth noting that the standard adopted by the City Council for many years for off-street private parking was one car space to every 1,500 square feet, and this presumably reflected their assessment of demand.

So what?

13. No new factors have been indicated by Alderman Port which lead me to change my recommendation in paragraph 16(c) of Report No. 48/72.

CHIEF PLANNER'S REPORT NO. 48/72of 23rd May, 1972CITY OF SYDNEY STRATEGIC PLAN - DENSITY
CONTROL (FLOOR SPACE RATIOS)THE PURPOSE OF THIS REPORT

1. To bring before the Authority three questions of principle concerning density control as it affects the City of Sydney, so that decisions can be taken and communicated to the City Council. Two questions concerning the method of calculation of floor space and concerning international hotels have already been the subject of policy decisions by the Authority in the past and advice to the Minister. The third question of whether it is appropriate to offer floor space bonuses for the provision of public parking areas by developers has not so far been considered by the Authority.

2. Chief Planner's Report No. 9/72 of January 17th, 1972, provided the Authority with a general description of the City Strategic Plan and drew attention to those issues which were important to the Authority from a metropolitan point of view. The Authority discussed the Report and established a small sub-committee of the Chairman, Deputy Chairman and Director, Professor Shaw and Mr. Trott to submit recommendations to the Authority in regard to the points brought out in the discussion on the Chief Planner's Report and to provide a basis for subsequent discussion with representatives of the Council of the City of Sydney. There was a meeting with representatives of the City Council but no clear conclusions were reached since the discussion was primarily directed to the list of development applications which were contained in the Addendum to the Chief Planner's Report.

3. Chairman's Report No. 27/72 of April 10th, 1972, made certain representations to the Authority on how to deal with 18 development applications for commercial office buildings which had been referred to the Authority by the City Council and which had been the subject of recommendations in the Addendum to the Chief Planner's Report No. 9/72. The Authority resolved that:-

- (a) As a general policy it was not prepared to concur in the erection of office buildings in Industrial zones.
- (b) It would raise no objection to the carrying out of such development where the Sydney City Council had given an unconditional approval prior to the date of prescription of the Sydney Planning Scheme (i.e. July 16th, 1971) when the concurrence of the Authority was not required to be obtained.
- (c) A further report be submitted regarding the remaining matters raised in the Chairman's Report No. 27/72.

4. The remaining recommendations in Chairman's Report No. 27/72 not decided by the Authority were:-

- (a) The Authority was recommended to concur in applications for office use in Industrial zones within the City of Sydney Planning Scheme area where the office use is ancillary to the industrial use and does not exceed 25% of the total floor space in the building.

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- (b) The Authority was recommended to limit floor space ratio generally in Light Industrial zones to 2:1.

5. With respect to 4(a) above, the principle of agreeing to ancillary office use to the primary use of a zone is desirable, and the Authority is RECOMMENDED to adopt this approach as a policy.

6. With regard to 4(b) above, building density control is a very inexact rule so far as industrial development is concerned, because there is a wide variation in the relationship between industrial floor space and the workforce and traffic it may generate. Other than a limited category of industries such as printing and clothing manufacture, industrial development seldom takes place at high floor space ratios. (In outer areas probably no more than ½:1.) For the time being, if a density limit has to be established as policy, then a floor space ratio of 2:1, as recommended in the Chairman's Report No. 27/72, should be adequate for most cases. The Authority is, therefore, RECOMMENDED to adopt this standard as a matter of interim policy.

7. The City Council's Consultants' recommendations on density standards are complicated and the general levels of density obtainable will need to be considered carefully in relation to traffic and transport capabilities and, as indicated in Chief Planner's Report No. 9/72, will need to be reconsidered when the Sydney Area Transportation Study recommendations are available. In the meantime, there are certain aspects of density policy which should be determined firmly now so that the City Council may be aware of the Authority's attitude and of that of the Height of Buildings Advisory Committee. They are:-

- (a) Method of measuring floor space for density calculation.
- (b) Density standards for international hotels.
- (c) Floor space bonuses for parking areas.

METHOD OF CALCULATION OF DENSITY

8. The Authority's advice to the Minister for Local Government on the City of Sydney Planning Scheme was that floor space should be gross floor space, i.e. the overall measurement including the thickness of all walls, including external walls. This practice has long been adopted by the Height of Buildings Advisory Committee and also by the Authority in dealing with buildings both within the City of Sydney and elsewhere.

9. The City Council's Consultants' recommended that the floor space measured should be net floor space, i.e. excluding the thickness of external walls. This results in a usable floor space about 10% or more higher than that calculated on a gross floor space basis.

10. It is undesirable that there should be differences in method of calculation as between one part of the State and another. Consistency is necessary for clarity to the developer. There is no good reason to depart from the "gross floor space basis" in calculating density. The Authority is, therefore, RECOMMENDED to adhere to its existing policy of measurement on a gross floor space basis, i.e. including the thickness of external walls.

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11. Appropriate exclusions from any calculations which were recommended to the Minister for Local Government by the Authority in the original negotiations on the City of Sydney Planning Scheme were:-

- (a) Car parking space required by the responsible authorities including internal access thereto.
- (b) Any space for loading and unloading of goods vehicles.
- (c) Machinery and plant rooms and any storage space related to them.
- (d) Any space made available for unrestricted public use.
- (e) Lift wells and fire stairs.

These deductions generally conform with the recommendations of the City Council's Consultants, although at present the Height of Buildings Advisory Committee does not exclude lift wells and fire stairs. The Authority is RECOMMENDED to confirm the exclusion of (a) to (e) listed above for the purpose of calculating floor space ratio and to invite the Height of Buildings Advisory Committee to consider allowing lift wells and fire stairs as an exclusion.

INTERNATIONAL HOTELS

12. The Authority's advice to the Minister was that international hotels have special operating requirements and rather narrow economic limits. Therefore, it was inappropriate to apply normal density standards applicable to other uses to international hotels. They should be excluded from any density standards and examined on performance standards alone (i.e. the appropriateness of the development itself in relation to the site and surrounding lands).

13. The City Council's Consultants have built in floor space bonuses for international hotels into their general standards. As a result, there is a very complex arrangement of varying base ratios depending on whether they do or do not include hotels and also additional bonuses for the development of hotels. This makes density standards much more difficult to understand and to operate.

14. The Authority is RECOMMENDED to adhere to its original policy advice to the Minister, namely to exclude international hotels from any floor space ratio calculations. *No - max 2:1 in any zone*

FLOOR SPACE BONUSES FOR PARKING STATIONS

15. The City Council's Consultants recommended offering floor space bonuses in lieu of financial contributions to the Council for the provision of parking spaces in public car parks. They recommended a bonus of 400 square feet per unit of financial contribution per car space, with a maximum bonus of 2:1. Parking policy - including both the financing and the distribution as between public and private parking - is essentially a metropolitan transport planning issue. Parking control in the main City Centre is one of the most important

*Only in Tank
Stream Precinct*

*If this is so are all Councils expected to await SATS
before making ANY decision at all*

of 23rd May, 1972.

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He may consider it but it is only HIS opinion not necessarily right

weapons by which a balance can be struck between the capacity of the public transport system, the main road system and the internal street system to efficiently handle movement. I consider it wrong, in principle, to offer floor space bonuses for parking stations where developers happen to be willing to do so. If private finance is to be obtained for public parking stations, with a restriction on private off-street parking, then the Council should consider levying a special rate or obtain some other powers. I would not recommend bonuses being offered for parking space provided.

RECOMMENDATION

16. The Authority is RECOMMENDED to confirm the following policy decisions on floor space ratio control, both within the City of Sydney and elsewhere:-

(a) Method of Calculating Floor Space Ratio

That the method of measurement of floor space be gross floor space (i.e. including the thickness of walls); and that exclusions from any calculations be as set out in paragraph 11 of this Report.

This recommendation involves confirming advice already given by the Authority to the Minister on the City of Sydney Planning Scheme.

(b) International Hotels

The Authority is recommended to adhere to its original policy advice to the Minister, namely to exclude international hotels from any floor space ratio calculations and to deal with them instead on the basis of performance standards.

(c) Floor Space Bonuses for Parking Stations

The Authority is recommended to decide, as a matter of policy, that floor space bonuses should not be offered for parking space made available by developers.

J.P.F. KACIREK
CHIEF PLANNER

Addendum to
CHIEF PLANNER'S REPORT NO. 9/72

of 17th January, 1972.

CITY OF SYDNEY STRATEGIC PLAN

INTRODUCTION

The Council of the City of Sydney has forwarded development applications to the Authority for concurrence as required under Clause 35 of the Prescribed Scheme and, at the request of the Authority, has proposed a method of dealing with the applications.

2. The results of dealing with the applications in accordance with this method, as well as the affect of the Council's adopted floor space ratio code, is discussed and evaluated in accordance with the principles stated in the Strategic Plan and having regard to the intentions of the Planning Scheme.

COMMENT

3. With regard to the problem expressed in the Chief Planner's Report No. 9/72 at paragraph 25, the Authority is presently in receipt of a number of applications in 4(b) industrial zones with the City of Sydney requiring concurrence under clause 35 of the City of Sydney Planning Scheme. The applications occur in three major locations:

- (1) Rushcutters Bay (3 applications - 1,379,000 sq.ft.)
- (2) Pyrmont/Ultimo (5 applications - 1,655,000 sq.ft.)
- (3) Surry Hills (11 applications - 1,890,503 sq.ft.)

and densities of 8:1 and above are generally requested mostly for commercial office space.

4. Representatives of the Council at a meeting with Authority representatives in December, agreed to ban commercial office space in industrial areas, unless it was incidental, to the industrial use of the land. The Council, however, has now proposed the following course of action.

5. In dealing with the applications under the City of Sydney Planning Scheme, the City Council suggest -

- (a) that applications received by the Council before 20th July, 1971, being dealt with on the basis of the policy at the date of submission, (applications approved by the Council as the responsible authority, allowed densities in the range of 8:1 to 10:1 for commercial office use);
- (b) applications received after the date of adoption of the new codes (20.12.71) being dealt with on the basis outlined in such codes; and

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- (c) applications received between the dates referred to in the foregoing paragraphs (a) and (b) being dealt with on the pre-20.7.71 basis subject to it being clearly demonstrated that approval on this basis would not prejudice the aims and implementation of the new codes nor the general principles outlined in the City of Sydney Strategic Plan.

Proposals are also made in respect of the new car parking code.

6. The practical effect of dealing with applications by this method is to allow 16 of the 18 applications or approximately 5 million square feet of commercial office space, with a potential office workforce of 30,000 tertiary workers in locations poorly situated for service by public transport and outside the central city area now being considered by the Sydney Area Transportation Study. Any approvals along the lines suggested by the Council would be contrary to the Strategic Plan which suggests the following roles for the respective light industrial zones.

West Surry Hills Precinct C.1

"... A place for labour intensive light industrial and business services which requires a central and highly accessible location at low rent, such as the printing, publishing and garment industries which support the major commercial and residential activities of the City." One of the problems is stated as being "attempts to develop office buildings at the expense of essential service uses."

Pymont District D.1, D.2, D.3

Generally the Strategic Plan suggests a retention of industry in the northern area with residential and mixed residential/commercial as the potential for the central or ridge D.2 precinct.

The B.7 Darlinghurst Precinct

This precinct includes the Rushcutters Bay light industrial zone and the potential of this area is suggested as being for residential rezoning to permit mixed development of motels, apartments and some commercial services.

Brewery Precinct A.10

The role is explained as a light industrial area accessible for goods movement by rail and road, providing services and facilities supporting the other land uses in the City. The plan says that commercial office redevelopment should be discouraged at this stage.

7. Notwithstanding these strategies explained in the Plan, the floor space ratio code recently resolved by the Council, if implemented, is likely to produce a result contrary to the Plan.

of 17th January, 1972.

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8. For instance, densities up to approximately 10:1 are proposed in the Surry Hills industrial zone of which a maximum of only 2.2:1 need be for any use other than commercial office space. If such commercial densities are allowed, the aims of the Strategic Plan and the Authority to allow light industrial uses in these areas will be endangered.

9. In assessing suitable densities for these industrial zones, such that industrial and service uses will not be under pressure to relocate to the disadvantage of the service infrastructure of the City, it is suggested that much lower densities are needed. Densities of 2:1 for the Pyrmont and Rushcutters Bay areas and 3:1 for the Surry Hills area, are considered suitable if ancillary commercial office use is restricted to 25% of the total allowable density.

10. It is recommended that these densities be adopted for implementation until studies or action plans, as suggested in the Strategic Plan, investigate the problems more thoroughly and evidence is produced to effectively control and guide the principles to be adopted in providing light industrial zones for the essential servicing of the central area. Also, until the Sydney Area Transportation Study has been completed, and its conclusions assessed.

11. Therefore, it is RECOMMENDED that the Authority advise the City Council that in dealing with applications presently with the Authority for concurrence in accordance with clause 35 of the City of Sydney Planning Scheme, the Authority notes the method proposed by the Council in dealing with the applications, but does not agree and is therefore not prepared to concur in the subject development applications. The fact that development applications were received (but not determined) prior to publication of the Strategic Plan, is not an adequate reason for approving the applications.

12. It is further RECOMMENDED that the Authority advise the Council, it is of the opinion that to achieve the aims of the Strategic Plan and to conform to the intentions of the statutory plan, the densities for the light industrial 4(b) zones should be administered in the following manner until confirmed by action plans to be prepared for the various areas, and that the Authority proposes to deal with the applications as set out below:-

1. Rushcutters Bay area

(a) maximum density 2:1 of which only 25% may be used for commercial office space ancillary to the basic industrial or service use.

(b) commercial office space to be excluded unless in accordance with above;

2. Pyrmont area

(a) maximum density 2:1 of which only 25% may be used for commercial office space ancillary to the basic industrial or service use.

(b) commercial office space to be excluded unless in accordance with above;

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3. Surry Hills area

- (a) maximum density of 3:1 of which only 25% may be used for commercial office space ancillary to the industrial or service use;
- (b) commercial office space to be excluded unless in accordance with above.

4. Ultimo/Broadway area

- (a) maximum density 2:1 of which only 25% may be used for commercial office space ancillary to the basic industrial or service use;
- (b) commercial office space to be excluded unless in accordance with above.

SUMMARY

13. This addendum investigates in some detail, the problems raised in paragraph 25 of the Chief Planner's Report No. 9/72 of 17th January, 1972 and recommends a course of action for the Authority to take in dealing with these and future applications referred to the Authority in the 4(b) Industrial zones of the City of Sydney.

14. The attention of the Authority is drawn to the possible repercussions of high density commercial office space locating generally in areas not intended for that use and unable to be adequately serviced. It is calculated that some 5 million square feet of office space is involved in the development applications presently under consideration which would result in an estimated workforce of 30,000. It is pointed out that not only is this possibility foreseen in the Strategic Plan Report, but that the Council's consultants recommended that commercial office space should not be allowed to occur in the light industrial 4(b) zones (but did not adhere to this recommendation in their Density Code).

15. Therefore, the method proposed by the Council for dealing with the present applications is not considered adequate and the approval of most of this 5 million square feet of office space is suggested as being unacceptable taking into account the Council's Strategic Plan and the intentions of the zoning.

16. The proposed floor space ratio code is also criticised in that for the Surry Hills precinct, densities of up to 9.9:1 are possible, of which 7.7:1 can be achieved as commercial office space. It is recommended that floor space ratios should be much lower than this and that densities up to a maximum of 3:1, with only 25% of the floor space possible for ancillary office use. In other 4(b) Industrial areas it is recommended that the Authority agree to densities of 2:1 with 25% of ancillary office space possible.

J.P.F. KACIREK
CHIEF PLANNER

CHAIRMAN'S MINUTE re
CHIEF PLANNER'S REPORT NO. 9/72

of 17th January, 1972.

SYDNEY STRATEGIC PLAN OF CITY OF
SYDNEY AND FLOOR SPACE AND PARKING
CODES ARISING THEREFROM.

The attached report of the Chief Planner is being submitted to members so that he can have an opportunity to explain his report and also give an opportunity to members to have a preliminary discussion. Subject to the agreement of the members, I propose that the report will be considered in more detail at the next meeting.

2. The proposals under the Sydney Strategic Plan have been given some preliminary consideration by the County of Cumberland Transport Advisory Committee, but until further work is done on the transportation study it would seem that the implication of accommodating a workforce between 340/400,000 people in the county centre cannot be adequately assessed until the Sydney Area Transportation Study is much further advanced.

3. At present the indications are that the transportation facilities needed to service such a workforce in the County Centre could be excessive when compared with the needs of providing facilities for the rest of the workforce in the Sydney Region which could be to the order of two million by the end of the century. This workforce will need major transport facilities.

4. It is expected that the transportation pattern will be designed to augment the general principles set out in the Sydney Region Outline Plan except where investigations indicate modification may be needed on transportation grounds. However, on present indication it seems that the general principles set out in the Sydney Region Outline Plan scheme will be valid.

*It indicated
500,000 in Sydney*

5. On the matter of parking CUMTAC dealt with the proposals contained in the proposed parking policy for the City of Sydney recently and will recommend to the Authority that -

*We have placed
a maximum of 150
except at international
hotels.*

- (a) that the maximum number of vehicles per site acre (i.e. varying between nil and 150 according to location) should be exceeded only in respect of public parking stations, applications for which are required by existing legislation to be referred by Council to the Parking Advisory Committee for report and recommendation, having regard to the circumstances in particular cases and the parking, traffic and transport requirements of the City as a whole;

- (b) that the parking provision in respect of the Woolloomooloo area be assessed on the basis of 50 spaces per site acre, pending a special traffic and parking study of the area which should be arranged by Council.

Further, it is considered that Council should be asked to take steps to ensure that the operation of parking stations can be controlled so as to provide for short term parkers and to prohibit the entry or exit of vehicles during specified times.

6. When making this determination mention was made by Mr. Berry that the Parking Advisory Committee for the City of Sydney has received applications for permission to establish public parking stations in buildings for which the parking spaces had been approved to serve tenants only. CUMTAC's view is that in these cases parking provisions had been in excess of the tenants' demand or capacity to pay and, consequently, in order to receive a return on the extensive parking facilities the owners had sought to rent the spare capacity in these stations for public parking purposes. CUMTAC takes the view that this should be prevented in the future and, therefore, parking provision for private parking should be such as to only serve the needs of the tenants.

*Generally our
code won't allow
even this to happen*

7. The proposed density of public parking proposed to be provided, particularly in the western sector of the City, is not likely to be supported by CUMTAC or the Sydney Region Transportation Study. However, CUMTAC has not yet determined its view on this question but believes that this should be determined as part of a regional policy on parking. Consequently, it does not consider that the amount of public parking should be determined until the Sydney Area Transportation Study is well advanced or even completed.

See Gollenberg

CHAIRMAN.

CHIEF PLANNER'S REPORT NO.9/72

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CITY OF SYDNEY STRATEGIC PLAN

INTRODUCTION

1. The Strategic Plan for the City of Sydney is a very well produced publication which sets out, in a comprehensive and integrated manner, an assessment of the problems and needs of the heart of metropolitan Sydney; recommends principles and strategy as a basis for the future development of the city; and a range of actions to implement the objectives of the Plan. The merit of the Report is not so much that it introduces new ideas and objectives (many of these have been a matter of public debate over the years), but in the comprehensive and integrated way in which they are brought together and related to a strategy for achievement.

2. The purpose of this report is to outline the essential features of the Strategic Plan, and to identify those matters which are of special interest to the Authority in its responsibilities for the planning of the Sydney Region as a whole. The report also provides a basis for the Authority to advise the Minister of its views.

Regional Implications

3. The matters which are of special concern at the regional level are:-

- (a) The Basic Assumptions - in particular the workforce assumptions.
- (b) Any conflicts between the strategy proposed for the Inner City, and that for the metropolitan area as a whole (namely Sydney Region Outline Plan).
- (c) Processes for implementing the strategy - in particular density control policy and parking policy. (The first concerns the workforce generation and the pressures on the metropolitan movement systems; the second is the key measure in correlating road traffic generation with the capacity of the highway system.)

4. The balance of this report is divided into:-

- Part I - The Strategy of the Plan
- Part II - Density Policy
- Part III - Movement Policies
- Part IV - Summary.

PART I - THE STRATEGY OF THE PLAN

5. The strategy generally is a statement of policies for implementation by Council to achieve specifically identified objectives. The report, presented to Council in July 1971, sets out in structure-form three levels of action:-

- (a) Objectives.
- (b) Policies.
- (c) Action priorities.

C O N F I D E N T I A L

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6. There are four main objectives and these are grouped under the headings of Management, Accessibility, Diversity and Environment. Each objective has four policies aimed at achieving the objective and the policies are divided into from four to seven action priorities.

7. The basic philosophy behind the strategy could be stated as environmental improvement and development rationalisation via development incentive and growth. Other assumptions are made by the Council's Consultants, Urban Systems Pty. Ltd. in reaching their conclusions and are reflected in their advice to Council on the implementation of their proposed objectives.

8. Basic planning principles adopted include the division of the study area into precincts or environmental areas; the assessment of each area's qualities and deficiencies; and recommendations as to the attitude Council should adopt in dealing with each area.

9. Certain action plans, the need for which was seen arising out of the overall study, have either been completed, are in the process of completion, or are recommended for investigation.

10. From the Authority's point of view, assumptions made by the Consultants have regional significance. These assumptions relate generally to population projections and resultant workforce/space forecasts. In terms of development strategy, the plan proposes to concentrate commercial activity in the central spine area between Circular Quay and Central Railway with only ancillary commercial activity in other areas and zones.

Assumptions

11. The basic assumptions which underlie the strategy are as follows:-

- "(a) The city will remain the dominant metropolitan centre though its relative contribution to total metropolitan growth will continue to decline.
- (b) The city's decline in residential population can be arrested by conservation of much existing housing, by requirements and incentives for new residential development, and by creating new areas in the city for housing.
- (c) The workforce in the Central Business District could increase from its present estimated level of about 240,000 at a rate which would result in employment there of 360,000 to 400,000 people by the end of the century. (This estimate excludes adjacent areas like Woolloomooloo/Kings Cross, Pyrmont, Surry Hills, etc. which - if included - would imply planning for a workforce in Central Sydney of nearer half a million.)
- (d) The management, research, planning and design skills necessary to implement the plan will be available and used.
- (e) Future allocations of resources will permit radical improvements in public transportation systems to, around, and within the city.

*Yes if SPA
Woolloomooloo Plan
adopted*

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- (f) Funds required for other public facilities and services necessary for the orderly growth of the city will be available and provided from both the public and private sectors of the economy."

Was it even stated specifically in concrete terms.

12. Assumption (a) is a desirable objective. Assumption (c) is potentially in conflict with the Sydney Region Outline Plan which calls for a controlled dispersal of metropolitan office development (which accounts for approaching two-thirds of central area employment) in order to relieve congestion and enable the Central Business District to fulfil its growing national and world functions as a tourist and trade centre, with a substantial (and very necessary) improvement in environment. Thus, development policies aimed at encouraging a workforce capacity of between 60-100% greater than now are difficult to reconcile with an objective of improved environment and less congestion. The Sydney Area Transportation Study will test the consequences of workforce levels for a wider central area (i.e. including Woolloomooloo, etc.) of 380,000 and 500,000+. The Study will thus test the viability of Assumption (e).

When were these stated or implied.

13. The Consultants indicate that current trends, based on evidence from the 1966 Census and other indicators, would only result in a workforce level of about 300,000 - i.e. more in accord with the aims of the Sydney Region Outline Plan. However, these trends must be treated with caution since they may be partly due to the rapid growth of North Sydney, and to the continuing decline of non-office workforce (which cannot continue indefinitely).

14. However, a consequence of adopting density standards based on the much higher workforce is that office demand may continue to be absorbed in the already congested parts of the city, and not assist regeneration in the less congested parts which need renewal.

15. Therefore, both the density standards and strategy should be reviewed when the Transportation Study report is received by the State Government.

Physical Strategy

16. The Physical Structure of the Plan involves dividing the City of Sydney into a number of precincts. Several form the "Spine", which is the Central Business District proper, stretching from Circular Quay to Central station. In this "spine" is proposed the optimum concentration of offices (and therefore workforce - i.e. up to 360/400,000) with emphasis on improved public transport for internal movement (rail rather than bus or car). The Oxford Street area is also proposed for intensive commercial development. The remaining precincts (Pyrmont, Sydney University, Redfern, Kings Cross, and Woolloomooloo) are seen as secondary areas for industrial and residential use.

Woolloomooloo is recommended to be primarily residential - in effect, to abandon the Woolloomooloo Redevelopment Plan earlier adopted by the City Council. The City Council has, however, decided to adhere to that Plan, recognising that to abandon what has been the first comprehensive urban renewal plan in the State, to which many developers have committed themselves in good faith, would undermine public confidence in planning generally.

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Note: Densities are adjusted to conform to present methods of measuring floor space.

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PART II - DENSITY CONTROL

17. The Council has adopted a series of density standards (floor space ratios) set out in a document called "Development Control and Floor Space Ratio Code". The standards vary from precinct to precinct and are the main means by which the Consultants hope to influence the pattern of land uses to achieve the main purpose of each precinct, and to induce developers (by varying bonuses) to provide extra space for public movement and amenities at no direct cost to the Council.

18. Appendix I to this report compares the density standards with those previously recommended to the Minister and the City Council by the Authority.

19. The principal feature is the reduction of the basic ratio in the County Centre from the present 10:1 to about 6:1 in line with the Authority's own advice to the Minister. In some areas, the base ratio varies with the increasing size of site.

20. A complex range of bonuses is offered in addition to the base ratio, and vary from precinct to precinct. The bonuses for space given up for public purposes are in general less attractive to a developer than those suggested by the Authority. They do include two new kinds of bonus - one for inclusion of shops or theatres in development, and the other a "transferable" bonus to encourage retention of historic buildings.

21. The latter is an idea which deserves strong support. The former has doubtful merit since retail trade depends on location and shopping demand, and not on the provision of space (which may remain empty). It would be better to discourage office development in areas which are primarily for retail trade since it is high density office use which - through its effect on rating, and on incentive for redevelopment - has been a major factor in the disappearance of department stores and other purely retail use in recent years.

22. The proposed workforce of 360/400,000 in the "Central Spine" of the Central Business District could probably be accommodated at an average density of 7:1 with relatively little use of bonuses.

23. Thus the overall density standards may still be too high even for a workforce of 360/400,000; whilst they would clearly be incompatible with a workforce target of about 280/300,000 in the Central Spine and 50/80,000 in Woolloomooloo and other adjacent precincts, such as is implicit in the Sydney Region Outline Plan.

24. It must be recognised, however, that action to drastically reduce densities probably cannot proceed too far ahead of public acceptance by landowners and developers.

Industrial Zones

25. The code recognises the need to discourage office space in industrial zones. It would, however, be better to take the more direct step of amending the prescribed planning scheme ordinance to prohibit offices other than offices ancillary to the primary use of the zone. Otherwise this will be a significant loophole in the Strategic Plan which aims

*This is an option
On a larger site
the bonus floor
space can be
obtained for plazas
or terraces instead
of other uses.*

*Recommending
to Action Planning*

The anticipated workforce appears to be greater than desirable on regional grounds, and seems larger than present trends would indicate as likely of being achieved.

To provide transport facilities for this workforce could well cost more than can be justified having regard to transport needs of the whole Sydney Region.

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to concentrate office employment in the Central Spine. In recent months, there has been a large number of speculative office development applications in industrial zones (where the land is, of course, cheaper than in the main Central Business District).

A1 - Tank Stream Precinct

26. Densities of nearly 14:1 (gross) would be possible on large sites here. Since the area is already overbuilt and congested, the aim of improving environmental quality is unlikely to be achieved by increasing densities still further. The Plan does not propose height limitations for the Circular Quay section of this precinct in line with earlier Ministerial determinations and the more recent redevelopment plan, yet this has been set out in Policy 14, Urban Design, Strategic Plan.

General Business Zones

27. There are three such zones in the city - at Broadway (Grace Bros.), at Flinders Street (near Moore Park) and by Prince Alfred Park. Except for the northern end of the latter, most of these areas are well away from rail transport, and it is desirable that a build-up of office employment in these zones should be avoided. The Strategic Plan permits densities of 2.2:1 (Broadway), and 9.9:1 (Flinders Street and Prince Alfred Park) (which is far too high).

Environmental Control and Height of Buildings

28. Whilst the general aim of the strategic plan is to improve the environmental quality of the city, no recommendations have been made regarding the environmental protection of those important townscape features and open spaces (parks) identified in the Report. Criteria such as height limitations on adjacent or nearby development should be considered by Council as a form of development control.

29. There is also no general guidance on a policy for the location of high buildings, although this is a matter of great impact on the city environment. Further action on this aspect should be considered by the City Council, e.g. in all cases involving environmental considerations such as Circular Quay, high buildings and other areas, height limits should override density standards.

PART III - MOVEMENT POLICIES

TRANSPORTATION

30. Rail. The Strategic Plan urges further study of bus/rail interchanges outside the city (already a State policy being acted upon); extension of the East Hills line, via Casula, to Campbelltown, to relieve the Strathfield "bottleneck" (already put to the County of Cumberland Passenger Transport Advisory Committee) and expanding Wynyard and Town Hall stations.

31. All these matters are already catered for so far as investigation is concerned.

32. Bus and Ferry Services. The Plan does not deal with these aspects to any great extent other than inside the Central Business District where a number of suggestions are made for improving operations, and also for a feasibility study of new techniques of moving large numbers of people within the city itself (electric transit vehicles, travelators, etc.).

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33. These suggestions are also the concern of the County of Cumberland Passenger Transport Advisory Committee as well as the Authority

PARKING POLICY

The Consultants' Strategy

34. The Consultants' strategy is towards developing a parking code that is more restrictive than the one that has been followed by the Council in recent years. In short, it provides for a decrease in the number of parking spaces provided on site and an increase in the amount of fringe parking around the perimeter of the city.

35. The Consultants have assumed that the present 13/14% of the people entering the city during peak hours in private cars will continue. It is argued that the removal of parked cars from city streets, the development of the expressway system and the rerouting of through traffic that now passes through the city, will enable the city street system to handle the additional traffic which the increased activity will generate. It is not, however, clear that the Consultants have made a technical assessment of street capacity on certain desirable standards of movement.

The Consultants' Parking Control Code

36. The Consultants have divided the City of Sydney up into a number of precincts and have recommended a parking code for each.

37. The object of the code "..... is to ensure that within the city proper, provision will be made for the parking of vehicles and for the loading and unloading of delivery vehicles, and that such provision will be designed to accord with street capacities, traffic flows, the demand for parking and the needs of pedestrians".

38. So far as the Central Business District itself is concerned, the code provides for the provision of up to 2,000 off-street spaces for short term parking strategically located to serve particular precincts within the Central Business District.

39. The code also provides that developers be required to contribute towards the cost of provision by the Council of a system of car parking stations so planned and located integrally with the arterial road system to serve the Central Business District as a whole.

40. The code stipulates the minimum number of spaces which should be provided by a developer on site - the maximum being left to the Council's determination.

in respect of other than office buildings

41. The code then sets out how parking will be provided in the Central Business District. This is broadly:-

- (a) A developer shall provide parking at the rate of one space per 2,500 square feet of gross floor area of the building.
- (b) Part of the parking requirement must be provided on site and a contribution made to the Council for the balance to be provided in the Council controlled parking stations.

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- (c) The amount of on site parking varies from one precinct to another and is of the order of 50 spaces per site acre at the northern end of the city rising to 150 spaces to the acre at the southern end.

42. Outside the Central Business District the code is more generous and tends to provide off-street parking in line with the traffic generating capability of particular land uses.

The Fundamentals of Parking Policy in the Central Business District

43. There are two fundamental issues involved in the development of a parking policy for the Central Business District:-

- (a) That there be sufficient off-street parking to meet the operational needs of the city, i.e. that the needs of loading, unloading and essential parking be met in full.
- (b) That the total amount of parking provided should not exceed what the streets can take, i.e. essential plus non-essential parking should not exceed the capacity of the street system to handle the traffic generated, including the capacity of the main approach road network.

44. Thus the fundamental role of parking policy is to balance the amount of parking provided with the capacity of the city streets and the major arterial roads leading into the city.

45. In order to calculate the amount of parking that should be provided in the city, it is necessary to establish:-

- what are the essential parking needs. *This is a definition*
- what is the capacity of the street system.

46. The former could be determined by a sample survey of buildings in the city. The latter would be more difficult to define but could be related to the level of traffic service, e.g. its average speed. Given certain assumptions, it is possible to assess the consequences of traffic movement on bus services, pedestrian movement, etc., so it should be possible to establish a level of traffic that could be regarded as acceptable for operational purposes. Having established this volume and the parking requirements of essential traffic, the margin available for non-essential parking can be calculated. This particular exercise has not been carried out by the Consultants. It is, however, important to the resulting quality of environment in the city street system.

Relationship of Parking Policy to Planning Goals

47. Having regard to the major objectives of the Strategic Plan, namely a pleasing environment coupled with an increase of perhaps 50% in the workforce, it follows that there will have to be a reduction in the amount of non-essential traffic coming into the city and greater emphasis placed on improved public transport. To achieve a better environment, less traffic and lower densities are desirable than those

*Not by anyone else.
Essential is a definitional problem*

Why?

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existing at the northern end of the city. This implies greater restrictions on parking and improvements to public transport services. The Consultants' report does not really come to grips with this inter-relationship.

Parking Policy in the Metropolitan Context

48. The Consultants recommend the establishment of large scale parking facilities on the fringe of the Central Business District with direct access to the Western Distributor. The Working Party set up by the County of Cumberland Passenger Transport Advisory Committee to study the Consultant's report considered that these facilities would be better located at suburban railway stations and ferry wharves. The city parking problem cannot be divorced from metropolitan parking policy. Such a policy should be closely integrated with public transport with a view to co-ordinating all forms of transportation so that each is designed to perform the task to which it is best suited. Decisions on central city parking policy as such cannot be taken in isolation - they must have regard for the wider transportation issues. These are, of course, currently the subject of intensive investigation by the Sydney Area Transportation Study, and the level of parking to be determined for Central Sydney should emerge from the conclusions of the Regional Transportation Study.

Both are needed.

What is it? Has it been explicitly stated.

So? and what happens in the meantime?

This (a conservative approach) has already been adopted.

49. Pending completion of the Transportation Study, a conservative approach to off-street private parking should be adopted, and the concept of requiring developers to contribute to perimeter parking stations should be held in abeyance.

PART IV - SUMMARY

50. The points of significance which emerge from the Strategic Plan and warrant special consideration and comment by the Authority are:-

(a) *rise* The City Strategic Plan is a very well produced publication which brings together, for the first time, a great diversity of ideas of all kinds relevant to the improvement of the city as a place for people, and relates these ideas in an integrated way to a general strategy for achievement. The City Council is to be congratulated for its initiative. *0*

(b) Matters of regional concern are:-

(i) Basic Assumptions - especially the workforce assumption of 360,000 or more in the main Central Business District - which implies a workforce of nearer half a million for Inner Sydney as a whole. To this extent, the Strategy is in conflict with the Sydney Region Outline Plan, which envisages planned office dispersal (accounts for over 60% of the Central Business District workforce).

May not if space standards are increased.

(ii) Density Strategy - which will tend to encourage development to bring about the higher workforce level.

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(iii) Parking Policy - which assumes a substantial increase in the level of car-commuting to Central Sydney - although it does go some way to reduce the current standards of off street private parking permissible (and thus the pressures on the internal street system).

(c) Basic Philosophy is:- "environmental improvement by positive incentives for growth and redevelopment, under careful controls."

Basic Objectives are:- Management - Accessibility - Diversity - Environment.

(d) Physical Strategy. Division of city into "precincts" with concentration of office development mainly in the Central "Spine" from Circular Quay to Central Station (to encourage optimum use of rail transport) - with major public parking stations on the western perimeter (related to the Western Distributor).

- Development of a network of pedestrian ways.

(e) Woolloomooloo. This area is proposed for mainly residential use - and is in conflict with the adopted Woolloomooloo Redevelopment Plan. The City Council has decided to adhere generally to the latter.

(f) Density Controls (Floor Space Ratios)

(i) The submitted code has already been adopted by the City Council.

(ii) The code is much more complex than that recommended to the Minister by the Authority.

(iii) It comprises base ratios plus bonuses to encourage public facilities. Both base ratios and bonuses vary from precinct to precinct, and for different site sizes.

(iv) Broadly the base ratio is reduced from the present 10:1 to nearer the level recommended by the Authority (6:1). Even so, the densities in the northern part of the city are still likely to be too high to ensure substantial environmental improvement.

(v) It is doubtful if a bonus for inclusion of retail space will work effectively - it would have been better to discourage office use in retail areas.

(vi) Transportable bonuses to encourage retention of buildings of architectural or historic importance deserves support but has to be treated with caution pending further information and investigation.

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- (vii) Density standards are applied to hotels - whereas the Authority recommended that "International" hotels be tested by performance standards rather than be density controls.
- (viii) There is a danger of speculative office development pressures in industrial zones. Rather than applying density controls (as the Strategic Plan does), it would be more effective to prohibit office development other than offices ancillary to industrial use.
- (ix) There is as yet no guidance in the Plan on high buildings policy nor about height limitations to protect the setting of places of architectural or other public importance for conservation. Such a policy is necessary.
- (x) Densities of up to 9.9:1 are possible in General Business Zones by Prince Alfred Park and Flinders Street. These densities will facilitate too much office development away from easy walk to railway stations and to the detriment of the objective to concentrate office growth in the Central Spine.

(g) Movement Policies

- (i) The Report gives support to a number of concepts outside the city, which are already under examination by the Transportation Authorities (bus/rail interchanges, etc.).
- (ii) The Report contains detailed suggestions for traffic and bus movements inside the city street system. These are matters for the responsible State authorities. They advocate feasibility studies into new techniques of moving people inside the Central Area (e.g. electric rail transit, travelators, etc.).

(h) Parking Policy

- (i) The Strategy is to restrict private off-street parking inside the city centre (but probably not enough); and to build extensive public parking stations on the western perimeter (with financial contributions levied from developers). The Technical Committee of the County of Cumberland Passenger Transport Advisory Committee has recommended such parking stations to be at transport interchange points outside the city.

*These are needed
as well?*

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- ii) There is not enough evidence to show whether the Consultants have made a realistic assessment of the capacity of the street system (to which the quantity of building and parking should be related).
- (iii) The objectives of parking policy should be to:
- ensure that essential operational needs are met (apparently no assessment made by the Consultants)
 - the parking policy to ensure a balance between traffic generation, and the likely capacity of the internal street system, and the main road system serving the Central Business District (not clear if capacity of street system has been effectively assessed).
- (iv) Metropolitan city centre parking policy is a necessary part of metropolitan transportation policy and should emerge from decisions taken after the Transportation Study. Meantime, the City Council should adopt a conservative approach to off-street parking, and the extent of perimeter parking should also await those decisions.

It has..

J.P.F. KACIREK
CHIEF PLANNER.

File No. K 9/7

C O N F I D E N T I A L

APPENDIX 1 TO CHIEF PLANNER'S REPORT NO. 9/72

FLOOR SPACE RATIO CODE - CITY OF SYDNEY

State Planning Authority	Strategic Plan	Remarks
<p>Method of calculation of floor space ratio</p> <p><u>Gross floor space</u> as measured over the external dimensions of the building (i.e. including all external and internal wall thicknesses) and at all levels including basements.</p> <p><u>Excluding</u></p> <ul style="list-style-type: none">- any car parking space in the building required by the responsible public authorities to be provided including internal access thereto.- any space for loading and unloading goods vehicles.- machinery and plant rooms and any storage space related to them.- any space made available for unrestricted public use. <p><u>Divided</u> by the net area of the site (i.e. not including any part of an existing public right-of-way).</p>	<p>"Total floor area" means the sum of the gross horizontal areas of each and every floor of a building contained within the inner faces of the outer walls measured 4'6" above the floor, including the space occupied by internal walls, staircases, lobbies, corridors, and toilets but <u>excluding</u> the horizontal cross sectional area of lift shafts and vertical riser ducts measured between the wall faces internal to the lift shaft or duct and excluding any space permanently set aside within the building for the parking, unloading or loading of vehicles, including ramps or other means of access thereto, or for the accommodation of mechanical or electrical plant or equipment servicing the building.</p> <p><u>Divided</u> by the total area of a lot within its title boundaries, or alternatively, the total area of two or more contiguous lots amalgamated for the purpose of comprehensive planning and development within the terms of an Application for Development Consent to be issued by the Council.</p>	<p>Council method of calculation increases by approximately 10% or 11% the gross bulk or the floor space proposed to be permitted by the Authority.</p>

C O N F I D E N T I A L

APPENDIX 1 TO CHIEF PLANNER'S REPORT NO.9/72

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S.P.A. Basic Ratios and Bonuses	S.P.A. Densities	Strategic Plan Densities	
1 County Centre (Generally the central spine area as defined in the strategic plan)	A base ratio of 6:1 with bonuses to permit maximum of 12:1 which may be exceeded with the concurrence of the Minister.	<u>A1 AND A2 PRECINCTS</u>	
(a) Bonuses	Four times the aggregate space made available for unrestricted public access and use acceptable to the responsible authority (not to apply to site having a frontage of less than 50 feet and a site area of less than 5,000 sq. ft.).	Base ratios and bonuses vary according to precinct but generally are similar in the A1 and A2 precincts with the A2 precinct requiring 50% of the density to be for uses other than commercial office space.	
(b) Block Redevelop- ment	Twice the area of whole site where site is 60,000 sq. ft. or more in area, such a bonus to apply to the County Centre zone 3(c) and the Residential 2(c) zone at Kings Cross.	A variable base ratio defined by a graph for sites less than 15,000 sq. ft. rising to a base of 5.5:1 (5.8:1 S.P.A.) in the A1 and A2 precincts. For projects incorporating 200 bedrooms and 400 bed- rooms the base ratios rise to 6.5:1 (6.8:1 S.P.A.) and 7.5:1 (7.8:1 S.P.A.) respectively.	
		1. Bonus for the use of floor space for the following specific uses are 2 sq. ft of floor space per sq. ft. of Club, Place of Assembly, Worship, Refreshment Room, Shop, Tavern, Theatre Restaurant, Hotel, Motel or residential (maximum bonus 3:1 or 6.3:1 S.P.A.)).	
		2. 5 sq. ft. of floor space per sq. ft. of through site link (maximum 3:1 or 3.3:1 S.P.A.)).	
		2 sq. ft. of floor space per sq. ft. of plaza/terrace (maximum 3:1 or 3.3:1 S.P.A.)).	

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S.P.A. Basic Ratios
and Bonuses

S.P.A. Densities

Strategic Plan Densities

(c) Air Space
Develop-
ment

General bonus in (a) above to apply where air space development over or under a public street for the purpose of public movement or amenity public spaces is provided (e.g. four times public space provided).

(d) Mixed
Uses

2:1 be granted in respect of a building containing mixed residential and commercial uses provided the latter does not exceed 50% of total floor space but in any such building the floor space shall in no circumstances exceed 12:1

International
Hotels

Treated on merits.

Comprehensive
Redevelopment

Maximum floor space according to development control plans.

3. 10 sq. ft. of bonus floor space per sq. ft. of off site underpass.

5 sq. ft. of bonus floor space per sq. ft. of off site overpass.

5,000 sq. ft. of bonus floor space per single run pair of escalators.

4. 5 sq. ft. per bonus floor space per sq. ft. of approved public amenity.

5. 400 sq. ft. bonus floor space per unit of financial contribution per car space (maximum 2:1 or (2.2:1 S.P.A.)).

6. Bonus floor space by approved purchase or transfer from a building nominated for preservation (maximum 2:1 or (2.2:1 S.P.A.)).

Maximum floor space ratio for A1 and A2 precincts = 12.5:1 (13.8:1 S.P.A.)).

A4 PRECINCT
(Downtown Area)

A base ratio of 6:1 (6.6:1 S.P.A.) for sites more than 15,000 sq. ft. or 7:1 (7.7:1 S.P.A.) if 200 bedrooms are included and 8:1 (8.8:1 S.P.A.) if 400 bedrooms are included.

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S.P.A. Basic Ratios
and Bonuses

S.P.A. Densities

Strategic Plan Densities

Base ratios for the
A4 precinct are higher
than A1 and A2 and the
bonuses and maximum densities
are higher.

Bonuses items 1 and 2 same as A1 and
A2 precincts.

Bonuses items 3, 4 and 5 are twice
A1 and A2 precincts and bonus 6 is
similar.