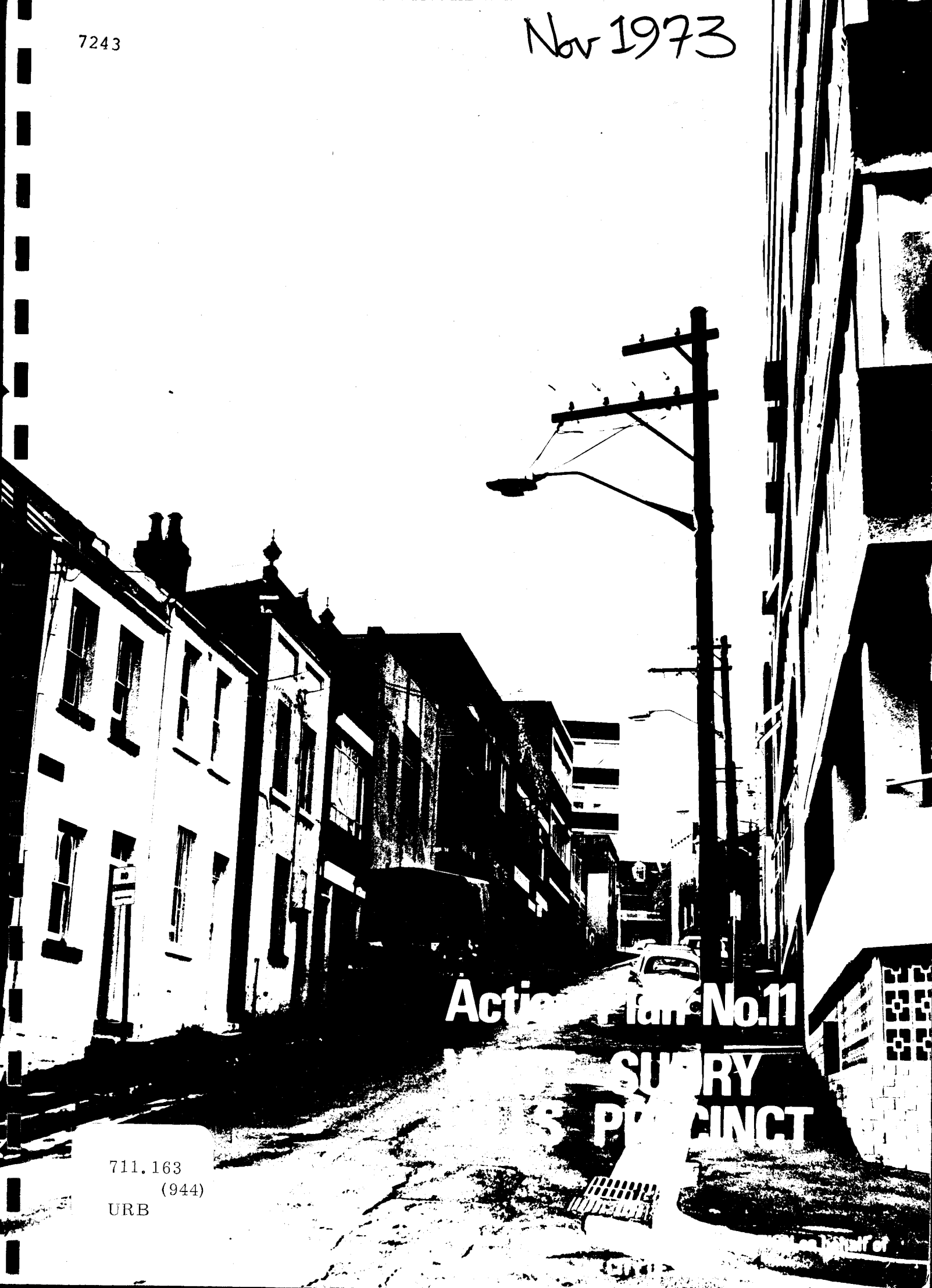


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Nov 1973



Action Plan No.11

SURRY
& PRINCETON

711.163
(944)
URB

on behalf of

FINAL.
REPORT

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ACTION PLAN NO. 11

WEST SURRY HILLS
PRECINCT C.1

RECOMMENDATIONS

Prepared By

URBAN SYSTEMS CORPORATION PTY LTD

On Behalf Of

THE COUNCIL OF THE CITY OF SYDNEY

November 9, 1973

Adopted by Council _____



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1. INTRODUCTION



1. INTRODUCTION

1.1 The Physical Environment

West Surry Hills provides the place for the growth of a wide variety of uses and activities from residential to industrial. These result from both historic accident and current economic pressures. The north/east sector of the Precinct still retains many of the terraces completed in the late 1800's. This is the cradle of Surry Hills. Many of these are in a state of disrepair while others are being restored for residential or commercial use. Planning for the Precinct must take care not to eliminate these buildings unnecessarily. (Map 1).

Much of the terrace accommodation has been eliminated with the growing demand for commercial/factory space. Competition for space has been strongest at the access points within the Precinct and large warehouse/factory and commercial activities have concentrated around Central Railway Station and along Elizabeth Street (Map 2). Hotels are dotted throughout the area, and the nucleus of a more urbane licensed restaurant strip is developing along Elizabeth Street. Community and welfare facilities appear to be haphazardly scattered and inadequately linked to surrounding areas, eg. Kindergarten in Riley Street (Map 3).

The terrace houses built in the 1800's were typically one and two storey structures. The intrusion of industry into the Precinct saw the construction of buildings exceeding four storeys. The 1960's saw the beginning of Sydney's office boom and the deflection of some space to West Surry Hills. The high-rise buildings have tended to concentrate along the Elizabeth Street axis and around Central Railway. However, the broad stroke zoning applied in the City Planning Scheme has resulted in the commencement of buildings exceeding eight storeys in predominantly low-scale residential areas.

The age and condition of a building are largely interdependent. Generally, the older the building the poorer the condition. Hence, since the terraces are the oldest structures, they are usually in the poorest condition and conversely applies to the factory/office buildings. Private enterprise has during recent years become aware of economic advantages from rehabilitation rather than redevelopment. Individuals or groups of terraces are given the full cosmetic treatment and sold or rented at a handsome profit.

KEY:

 Terrace Houses

 Home units, Flats

 Hotels, Motels, Hostels



Map 1

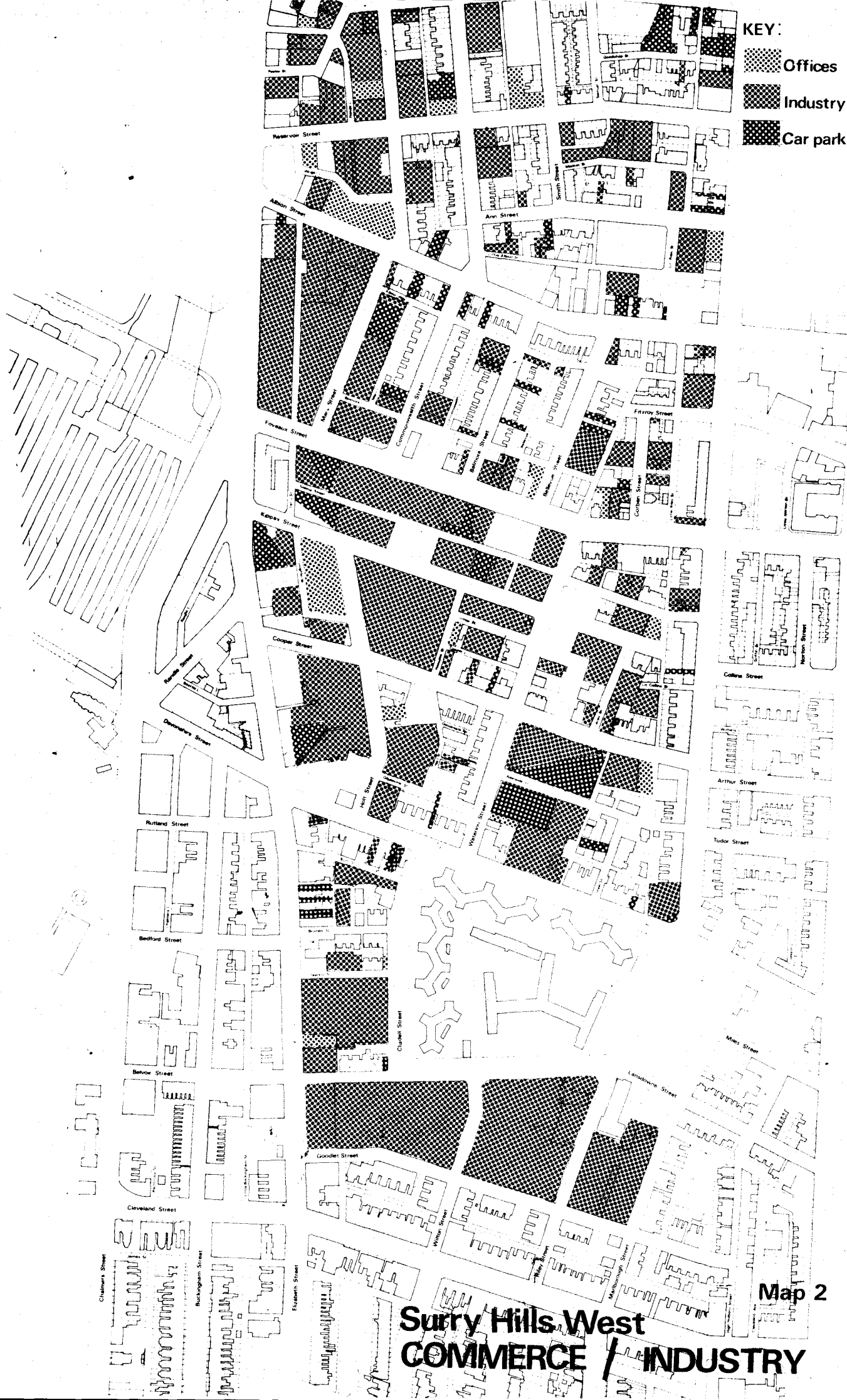
Surry Hills West RESIDENTIAL USES

KEY:

Offices

Industry

Car park



Surry Hills West
COMMERCE / INDUSTRY

Map 2



The National Trust conducted a survey of buildings throughout the Precinct and recommended that buildings on the western side of Riley Street were worthy of preservation. Since then the National Trust in association with the consultants for the Preservation Action, have carried out more detailed investigations and have suggested a more extensive preservation programme which retains most of the significant groups of terraces.

Interest in the area is reflected in the growing number of site amalgamations. The resultant consolidation pattern indicates that the problem of site amalgamation has in many instances been overcome. This provides an excellent opportunity for either comprehensive redevelopment or rehabilitation. Builders and developers show growing interest in rehabilitating complete blocks of terraces and developing them as "Windsor" type estates. This would provide relatively cheap compact accommodation for both young and old.

While there has been a substantial amount of residential rehabilitation, redevelopment has involved itself solely in the provision of industrial/commercial space. This trend is ensured by the statutory 4(b) zoning which refuses permission for the erection of any form of residential dwelling.

The volume of development applications for new development has been increasing rapidly since 1964. These applications are scattered throughout the area. There has been a substantially higher proportion of warehouse/factory establishments constructed since 1964. Recent development applications indicated that demand has been deflected to mixed office/shop development and office development. Developers are clearly more concerned with providing office than warehouse/factory accommodation.

1.2 The Resident Environment

Surry Hills is a home and refuge for a wide section of the Australian community - the migrant, the student, the homeless man, the working class man and the pensioner. There are a total of approximately 3,764 residents in Surry Hills West. The population has exhibited a steady decline from over 6,000 in 1954 to nearly half by 1971.

The population structure of the area differs markedly from the State average, with only 31% under 24, as opposed to 45% for the State.



As well as an ageing population, there is an extremely high migrant population. In fact, the Australian-born population totals 44% as opposed to a State average of 83%.

These two characteristics typify the central areas of large metropolitan areas throughout the world. Originally attempts were made to try and normalize the population structure. Today it is realized that these areas serve a useful function and to try and inject normality into their structure would be to merely create abnormality elsewhere. This does not imply that ghettos should be created where all immediate contact with other age groups and family types is eliminated. Improvements should be oriented to the special nature of the Precinct and expressly designed with an eye to the particular needs of its people.

The residents are intimately tied to the functions of the City. When compared with the State average (57%), a lower proportion of the Surry Hills population (42%), gained secondary and tertiary education.

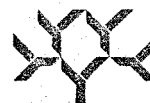
The majority of the workforce is engaged in manufacturing. This figure of 38% is significantly higher than the State average of 29%. The resident population is intimately tied to the functions of the City. It is estimated from the Journey to Work Survey that approximately 70% of the resident workforce were employed within the City of Sydney, Redfern, Ultimo and Chippendale.

Accommodation

West Surry Hills is characterised, like other inner-City areas, by high residential densities varying from 93 p.p.a. to 33 p.p.a. with an average density of 49 p.p.a. These high densities can be attributed to the compact nature of the terrace and the small site size.

There are only a few flats within the Precinct (11%), as opposed to the high proportion of houses (73%). It is interesting to note that an extremely high proportion of this residential component (41%) is rented accommodation.

The process of growth and change has eliminated much of the terrace accommodation in West Surry Hills. Today the north-east quadrant of the Precinct north of Foveaux Street and along Riley Street between Albion and Devonshire Streets is all that remains.



1.3 Objectives of the Action Plan

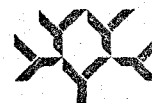
Interpret and seek to implement, as effectively as possible, the Action Priorities of the 1971 City of Sydney Strategic Plan as they apply to this Precinct, in particular, Action Priorities 2C, 2D, 2E, 3A, 3B, 4B, 6B, 7C, 8E, 9A, 9C, 9D, 9E, 9F, 11C, 11E, 12E, 13E, 15E.

The aim of the Action Plan for West Surry Hills is to attempt to sort out the conflicts between residents and office/industrial activities. In short, to attempt to direct the size and use of buildings in particular areas, each area still containing a reasonable amount of mixed uses, but uses related in scale and activity.

The north-eastern part of the Precinct still has many of the terrace houses of the late 1800's. This area should be maintained as the stable residential part of the Precinct.



2. RECOMMENDATION A



2. RECOMMENDATION A










2.1 Prepare a Scheme to vary the Gazetted City of Sydney Planning Scheme

Recommendation A is an interpretation of the following Action Priorities of the 1971 City of Sydney Strategic Plan in relation to the West Surry Hills Precinct C1 :-

- 2E Ensure that each plan for action and every control code recognises the mixture of problems and potentialities of each part of the City, so that each Precinct fulfills a special role in the life of the City as a whole.
- 9A Protect existing residential areas from inappropriate intrusion by non-residential uses, and seek opportunities to increase residential zonings and uses throughout the City.
- 9B Encourage citizen participation in planning for local improvements, and prepare action plans for residential Precincts with the participation of residents.
- 9C Prepare and adopt Codes to control the density and character of residential development in each Precinct.
- 9D Exercise development control powers to encourage the preservation of selected groups of terrace houses in Paddington, Surry Hills, and East Sydney; and encourage mixed residential and commercial development in specified localities including Woolloomooloo, Kings Cross and Oxford Street Precincts.
- 9E Examine alternative ways of assisting and encouraging the provision of retirement villages.
- 13E Investigate practical measures to strengthen the unique character of the following historic areas: and the terrace house residential clusters of Paddington and Surry Hills.

2.2 Goal Identification

Unless the existing houses in the Industrial Precinct are protected by zoning or preservation controls, it is likely that housing in the West Surry Hills area will gradually be replaced by factories and offices. It is necessary that the north-eastern part of the Precinct be rezoned to Residential. The new residential zone will prohibit residential buildings from

- Residential Redevelopment (2e) 
- Residential Redevelopment (2b1) 
- Residential Redevelopment (2b3) 
- Residential Preservation (2g) 
- Business General (3a) 
- Light Industry (4b) 
- Special Uses (5a) 
- Proposed Open Space 
- Existing Open Space 



being changed to a different use. A preservation zoning should be enforced in areas where terrace houses are worthy of preservation.

Commercial redevelopment should be limited to the north-western part of the area, close to Elizabeth Street and Central Railway. Within these boundaries, higher density or higher rise commercial development would be permitted.

Representations from the S.P.A. regarding the extent and character of rezonings in the area have been carefully considered in the formulation of these recommendations.

In the area south of Foveaux Street, the existing Light Industrial 4(b) zone should be maintained, so that light industrial developments can be encouraged.

2.3 Recommendations

- (i) Rezone to Residential the areas indicated on Map 4, using the following residential zoning categories :
 - Residential 2(g) - Preservation of Terrace Houses
 - Residential 2(b1) - Town House redevelopment
 - Residential 2(b3) - Medium density redevelopment
- (ii) Rezone to Business General 3(a) the area bounded by Elizabeth, Mary and Foveaux Streets.
- (iii) Maintain the Light Industrial 4(b) zone in the area south of Foveaux Street to Devonshire Street.
- (iv) Rezone to Residential 2(e) redevelopment that area bounded by Elizabeth, Devonshire, Clisdell, Belvoir, Marlborough and Goodlet Streets to allow for greater flexibility of redevelopment in this section of the precinct.
- (v) That Commercial Premises be a prohibited Volumn V use in that part of clause 23 of the Planning Scheme Ordinance which concerns the Light Industrial 4(b) zone.

In view of the fragmented nature of the proposed 2(g) zones, it may be preferable to suspend the whole area from the provisions of the City of Sydney Planning Scheme under S. 342Y of the Local Government Act and draft an appropriate Interim Development Order to cover the situation until such time as preservation legislation is available and pending prescription of a varying scheme.



A detailed investigation could be carried out to ascertain whether time would be saved in using the machinery provided by S. 342Y of the LGA to bring the areas under interim development control as an intermediate step in the preparation of a varying scheme.

2.4 Requirements of Zones under the Varying Scheme

The 2(g) Zone (Clause 57 of Planning Scheme Ordinance)

- (a) The responsible authority shall not consent to the erection of a building unless, in the opinion of the responsible authority, the building is generally in conformity with the external architecture of the buildings in the vicinity thereof.
- (b) A building shall not be demolished except with the consent of the responsible authority.
- (c) The responsible authority may consent to the use of a building for any of the following purposes: antique shop, corner grocer shop, art gallery, book shop, craftsmen studio, refreshment room other than a theatre restaurant; but only where the purpose does not involve the alteration of the external design or external architecture of the building on which the use is to be carried out.
- (d) An existing dwelling house may be extended or altered with the consent of the responsible authority, but only in cases where the extension or alteration does not effect a change in the external design or external architecture of the dwelling house.

The 2(b1) Redevelopment Zone

- (a) Buildings to contain no more than two residential floors.
- (b) Buildings to contain one floor of car parking, sufficient for the residential units within the building.
- (c) The shape of the building's bulk to conform to the town house style of development.

2.5 Town House Definition

Town House means a dwelling in a residential building, where such building contains two or more similar dwellings, and where such dwellings are separated by party walls. Each dwelling so provided shall occupy a separate allotment of land, and each allotment of land may be in separate ownership.



2.6 Uses Permitted within the Zones of the Varying Scheme or I. D. O.

Table 1 (Extracted from Clause 23 of Planning Scheme Ordinance)

Column I	Column II	Column III	Column IV	Column V
Zone and colour or indication on scheme map	Purposes for which buildings or works may be erected or carried out or used <i>without</i> the consent of the responsible authority	Purposes for which buildings or works may be erected or carried out or used subject to such conditions as may be imposed by the responsible authority pursuant to clause 37 (1) (a)	Purposes for which buildings or works may be erected or carried out or used <i>only</i> with the consent of the responsible authority	Purposes for which buildings or works may not be erected or carried out or used
2(b) Residential "B". Light scarlet with dark scarlet edging and lettered 2 (b).	Dwelling-houses, other than semi-detached and terrace buildings.	.....	Any purpose other than that permitted by Column II or prohibited by Column V.	Bulk stores; caravan parks; car repair stations; clubs; commercial premises; gas holders; generating works; hotels; industries other than home industries; institutions; junk yards; liquid fuel depots; mines; motor showrooms; places of assembly; refreshment rooms; roadside stalls; sawmills; service stations; shops; stock and sale yards; transport terminals; warehouses.
2(g) Residential "G" (Redevelopment). Light scarlet with dark scarlet edging and lettered 2 (g).	.....	.....	Drainage; dwelling-houses; educational establishments; open space; places of public worship; public buildings; roads; utility installations other than gas holders or generating works.	Any purpose other than those permitted by Column IV.
3. Business. (a) Business General. Light blue.	.....	Shops not exceeding 10,000 square feet floor space and commercial premises not exceeding 15,000 square feet floor space referred to in Schedule 1.	Any purpose other than those permitted by Column III or prohibited by Column V.	Caravan parks; dwelling-houses other than those used in conjunction with shops or commercial premises; gas holders; generating works; industries referred to in Schedule 4; institutions; junk yards; liquid fuel depots; mines; road transport terminals.
4(b) Industrial Light. Purple with dark scarlet edging and lettered 4 (b).	.....	Industries other than those referred to in Schedule 4.	Any purpose other than those permitted by Column III or prohibited by Column V.	Caravan parks; dwelling-houses other than those used in conjunction with industry and situated on land on which such industry is conducted; educational establishments; hospitals; industries referred to in Schedule 4; institutions; liquid fuel depots; mines; motels; residential buildings; roadside stalls; shops other than those referred to in Schedule 3.
5. Special Uses. (a) Special Uses "A". Yellow.	.....	The particular purpose indicated by scarlet lettering on the scheme map.	Any purpose ordinarily incidental or subsidiary to the purpose referred to in Column III; car parking stations; drainage; roads;	Any purpose other than those permitted by Column III or Column IV.
6. Open Space. (a) Recreation (Existing). Dark green.	.....	Any purpose authorised by Division 2 or 3 of Part XIII of the Act.	Car parking stations; drainage; roads; utility installations other than gas holders or generating works.	Any purpose other than those permitted by Column III or Column IV.



2.7 Residential Development Control Code

Table 2 Showing Permissible Dwelling Unit Densities and Required Landscaped Open Space

Area Designation	Minimum Permissible Site Area Per Dwelling Unit in Square Metres	REQUIRED LANDSCAPED OPEN SPACE	
		Minimum Useable Private Landscaped Open Space as a % of Total Site Area	Minimum Total Useable Landscaped Open Space (including Private Useable Landscaped Open Space) as a % of Total Site Area
2(b1)	1 BR 100	20%	40%
	2 BR 120		
	3 BR 150		
2(b3)	1 BR 60	Nil	55%
	2 BR 80		
	3 BR 100		
2(g)	1 BR 100	20%	40%
	2 BR 120		
	3 BR 150		

(See also limitations in a 2(g) area imposed by Clause 57 of the Planning Scheme Ordinance)

3(b) (Residential Building Only: See Note "A")	1 BR 25	Nil	Nil
	2 BR 35		
	3 BR 45		

3(d) (Residential Building Only: See Note "A")	Not restricted under this Code	Nil	Nil
--	--------------------------------	-----	-----

NOTE "A"

In zones 2(c), 2(d), 2(e), 3(a), 3(b) and 3(d) where non-residential development is also carried out, total development must not exceed that permitted by the Development Control and Floor Space Ratio Code. In such situations,



setbacks and landscaped open space requirements as set out in the Code, will not apply and each case will be considered individually, according to the circumstances.

2.8 Application of the Residential Development Control Code to the West Surry Hills Precinct

Table 3 Average Terrace House Site = 166 square metres

Area Designation	Minimum Permissible Site Area per Dwelling Unit in square metres	2 Terrace 332 square metres (No. of Dwelling Units per site)	4 Terrace 664 square metres	6 Terrace 996 square metres	8 Terrace 1328 square metres
2(b1)	1 BR 100	3 1-Br	6 1-Br	9 1-Br	13 1-Br
	2 BR 120	2 2-Br	5 2-Br	8 2-Br	11 2-Br
	3 BR 150	2 3-Br	4 3-Br	6 3-Br	8 3-Br
2(b3)	1 BR 60	5 1-Br	11 1-Br	16 1-Br	22 1-Br
	2 BR 80	4 2-Br	8 2-Br	12 2-Br	16 2-Br
	3 BR 100	3 3-Br	6 3-Br	9 3-Br	13 3-Br

2.9 Maximum Number of Dwelling Units per Hectare and Maximum Population Density per Hectare and per Acre for each Area Designation

Table 4 1 hectare = 10,000 square metres 1 hectare = 2.469 acres

Area Designation	Minimum Permissible Site Area per Dwelling Unit in square metres	Maximum number of Dwelling Units per hectare	Maximum probable number of persons per D.U. (. High Estimates)	Maximum probable Population Density per hectare per acre
2(b1)	1 BR 100	100	1.5	150
	2 BR 120	83	2.5	207
	3 BR 150	67	3.5	234
2(b3)	1 BR 60	166	1.5	249
	2 BR 80	125	2.5	312
	3 BR 100	100	3.5	350



The 2(b1) zone would allow the most satisfactory density of residential redevelopment on sites adjacent to areas containing terrace houses.

The 2(b3) zone would encourage medium density residential development on specific sites.



3. RECOMMENDATION B



3. RECOMMENDATION B

3.1 Revision of the Floor Space Ratio Code

Recommendation B is an interpretation of the following Action Priority of the 1971 City of Sydney Strategic Plan in relation to the West Surry Hills Precinct C1 :-

- 3B Prepare and adopt a Floor Space Ratio and Development Control Code for each Precinct, generally reducing the base ratio, but granting bonus ratios in return for action by developers to :
- . provide a diversity of uses most appropriate for each Precinct
 - . construct and, if required, maintain, free of cost to Council, specified public facilities or amenities to approved standards of location and design
 - . contribute financially to Council funds for the provision of specified public facilities or amenities

3.2 Recommendations

In conjunction with the Varying Scheme shown on Map 4, the following amendments should be made to the Floor Space Ratio Code for this Precinct :-

	<u>Floor Space Ratio</u>
Terrace House Preservation 2(g)	1:1
BASIC FSR and PURPOSES for which it may be used :	For purposes approved under Zoning, Basic FSR shall be 1.0, but up to 1.15 may be allowed where minor additions to terrace houses are involved.
Town House Redevelopment 2(b1)	1:1
Medium Density Residential Redevelopment 2(b3)	1.5:1
Industry 4(b)	2:1 to 5:1 (maximum)
Mixed Commercial/Retail 3(a)	2:1 to 5:1 (maximum)
Special Uses 5(a)	2:1 to 5:1 (maximum)

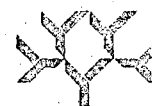
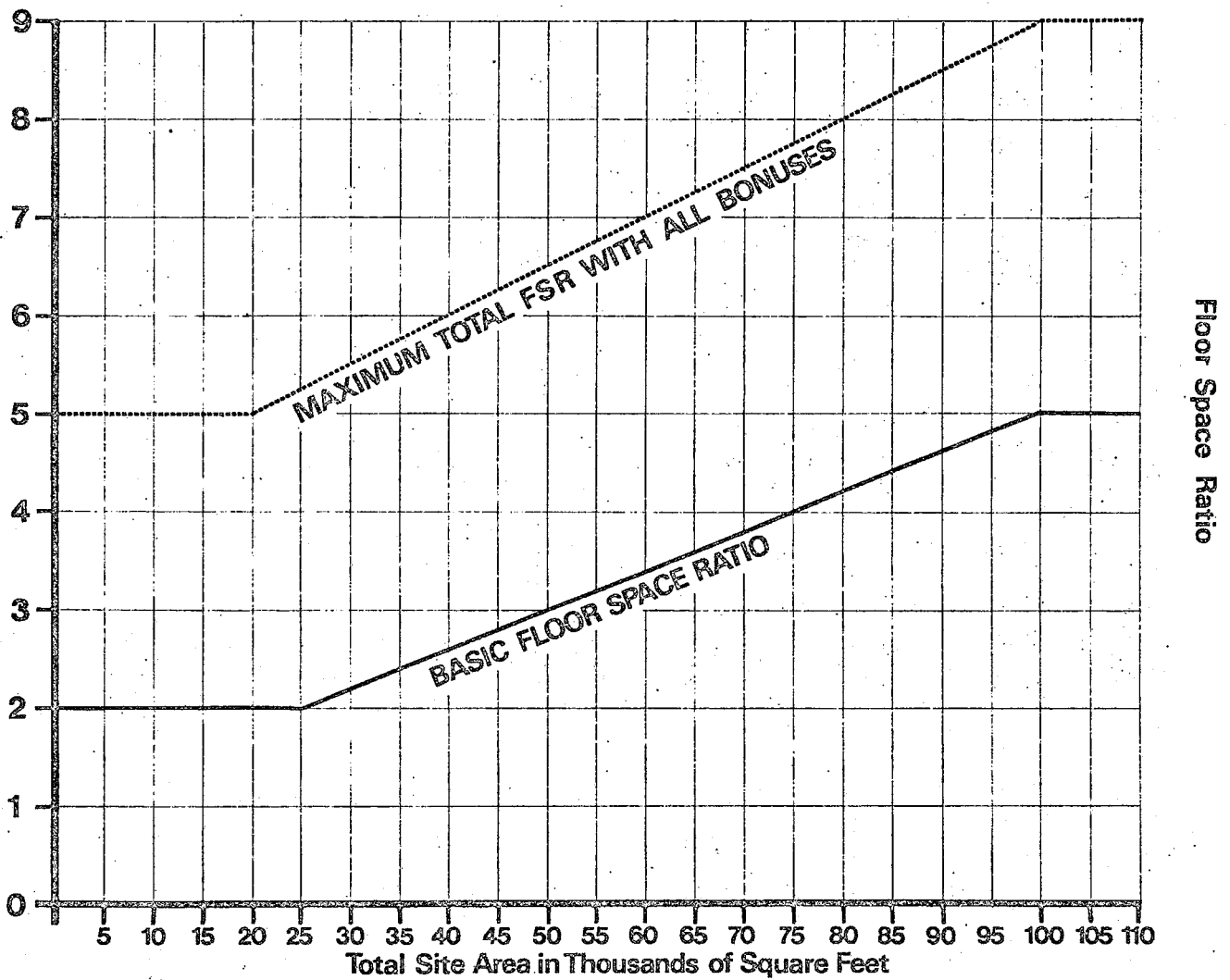


Table 5 Floor Space Ratios and Uses

Precinct : C1 West Surry Hills

Zoning : Special Uses 5(a)
Business General 3(a)
Light Industrial 4(b)

BASIC FSR and PURPOSES for which it may be used :	No more than 60 percent of Basic FSR shall be used for Commercial Premises Class I: Basic FSR shall be 2.0 for sites up to 25,000 sq. ft. in area, rising as defined on the attached graph to 5.0 for sites of 100,000 sq. ft or more.	
BONUS ELEMENTS (see detailed definitions)	BONUS FLOOR SPACE WHICH MAY BE AWARDED	MAXIMUM BONUSES
1. The use of Basic Floor Space for specified uses :	2 sq. ft Bonus FS per sq. ft in excess of 40 percent of Basic FSR, for Club, Place of Assembly, Place of Public Worship, Refreshment Room, Schedule 3 Shops, Tavern, Theatre Restaurant, or Hotel uses.	3.0
2. Required or Approved Through Site Link Plaza or Terrace	5 sq. ft Bonus FS per sq. ft 2 sq. ft Bonus FS per sq. ft	
3. Required or Approved Underpass (off-site) Overpass (off-site) Escalators (on or off-site)	30 sq. ft Bonus FS per sq. ft 15 sq. ft Bonus FS per sq. ft 15,000 sq. ft Bonus FS per single run up/down pair	No limit
4. Required or Approved Public Amenity	15 sq. ft Bonus FS per sq. ft	No limit
5. Contribution to Parking Stations Fund	1,200 sq. ft Bonus FS per unit of financial contribution set by Council	2.0
6. Preservation of Historic Place or Structure	Bonus FS may be added by approved purchase or transfer from a preserved place or structure on Council's Register	2.0
PURPOSES FOR WHICH BONUS FLOOR SPACE MAY BE USED	Any purposes approved under Zoning	
MAXIMUM TOTAL FSR	For sites up to 20,000 sq. ft in area, 5.0; rising as defined on the attached graph to 9.0 for sites of 100,000 sq. ft or more.	



PRECINCT
C1 West Surry Hills (Light Industrial 4b, Special Uses 5a
and Business General 3a)



4.

RECOMMENDATION C



4. RECOMMENDATION C

4.1 Traffic Movement

Recommendation C is an interpretation of the following Action Priority in the 1971 City of Sydney Strategic Plan in relation to the West Surry Hills Precinct C1 :-

6B Prepare and seek the cooperation of the relevant authorities in implementing a plan for the management of through traffic within the City on a network of major streets, to route heavy traffic volumes as far as practicable around the edges of Precincts, particularly in the period pending the completion of by-pass expressways.

4.2 Goal Identification

The major heavy traffic that passes through the area is the east-west movement along Albion and Foveaux Streets. Most of this traffic is not related to the activities of West Surry Hills but rather traffic cutting through the area to the Brickfield Hill Precinct of the Central Business District. Both Albion and Foveaux Streets should preferably serve local traffic only. They could be returned to two-way traffic, thus becoming less inviting to through traffic. The Department of Main Roads' proposal to widen Cleveland Street will help immensely to relieve the narrow streets of Surry Hills from east-west traffic movement. The major traffic route would then be Cleveland and Elizabeth Streets; in short, around West Surry Hills rather than through it.

4.3 Recommendations

- (i) Return Albion Street and Foveaux Street to two-way traffic between Elizabeth Street and Bourke Street.
- (ii) Encourage the Department of Main Roads' proposal to widen Cleveland Street (as shown on the City of Sydney Planning Scheme).



5. RECOMMENDATION D



5. RECOMMENDATION D

5.1 Car Parking

Recommendation D is an interpretation of the following Action Priority of the 1971 City of Sydney Strategic Plan in relation to West Surry Hills Precinct C1 :-

- 7E Review kerbside parking throughout the City and investigate possibilities of reducing kerbside parking in commercial streets to make better provision for buses and taxis, and to widen foot-paths.

5.2 Goal Identification

To limit the use of residential streets by commuter car parkers, a 2 hour parking limit could be introduced. The residents could be supplied with permits to allow them day-long parking in their street.

5.3 Recommendations

- (i) Enforce a 2 hour parking limit in residential streets -
Commonwealth Street
Belmore Street
Bellevue Street
Corben Street
Albion Street
Reservoir Street between Mary Street and Rily Street
Ann Street
Smith Street
- (ii) Issue parking permits to residents to allow them day-long parking in their street.



6. RECOMMENDATION E



6. RECOMMENDATION E

6.1 Open Space and Pedestrian Network

Recommendation E is an interpretation of the following Action Priorities of the 1971 City of Sydney Strategic Plan in relation to the West Surry Hills Precinct C1 :-

- 8E Incorporate walkways in action plans for residential and other Precincts, so as ultimately to achieve a City-wide pedestrian system
- 15E Incorporate mini-parks and playgrounds in action plans for residential Precincts; and require landscaped open space in residential redevelopments

6.2 Goal Identification

(i) Tree Planting Programme

The tree planting programme for Surry Hills West has been directed mainly towards those streets where there is most housing.

(ii) Footpath Widenings

The footpaths at some street intersections could be widened. The end parts of Commonwealth Street, Belmore Street and Bellevue Street could have wider footpaths. Four or five car parking spaces would disappear in each street.

(iii) Road Closure

The end of Cooper Street, adjacent to the Baby Health Centre, could be closed to vehicular traffic. The creation of a small open space here could provide extra playing facilities which could be utilised by the Centre.

6.3 Recommendations

- (i) Carry out a tree planting programme under the guidance of diagram 1.
- (ii) Carry out footpath widenings in the end parts of Commonwealth, Belmore and Bellevue Streets, as illustrated in diagram 2.



- (iii) Close the end of Cooper Street, adjacent to the Baby Health Centre, provide playing facilities which could be used by the Centre.

Note In the long term, with the completion of the widening of Cleveland Street by the Department of Main Roads, there will be opportunities to carry out further road closures in this Precinct. Suggested long term road closures are :-

1. The area of Samuel Street between Goodchap and Campbell Streets ;
2. The area of Fitzroy Street between Riley and Little Riley Streets ;
3. The area of Gladstone Street between Hart and Waterloo Streets.

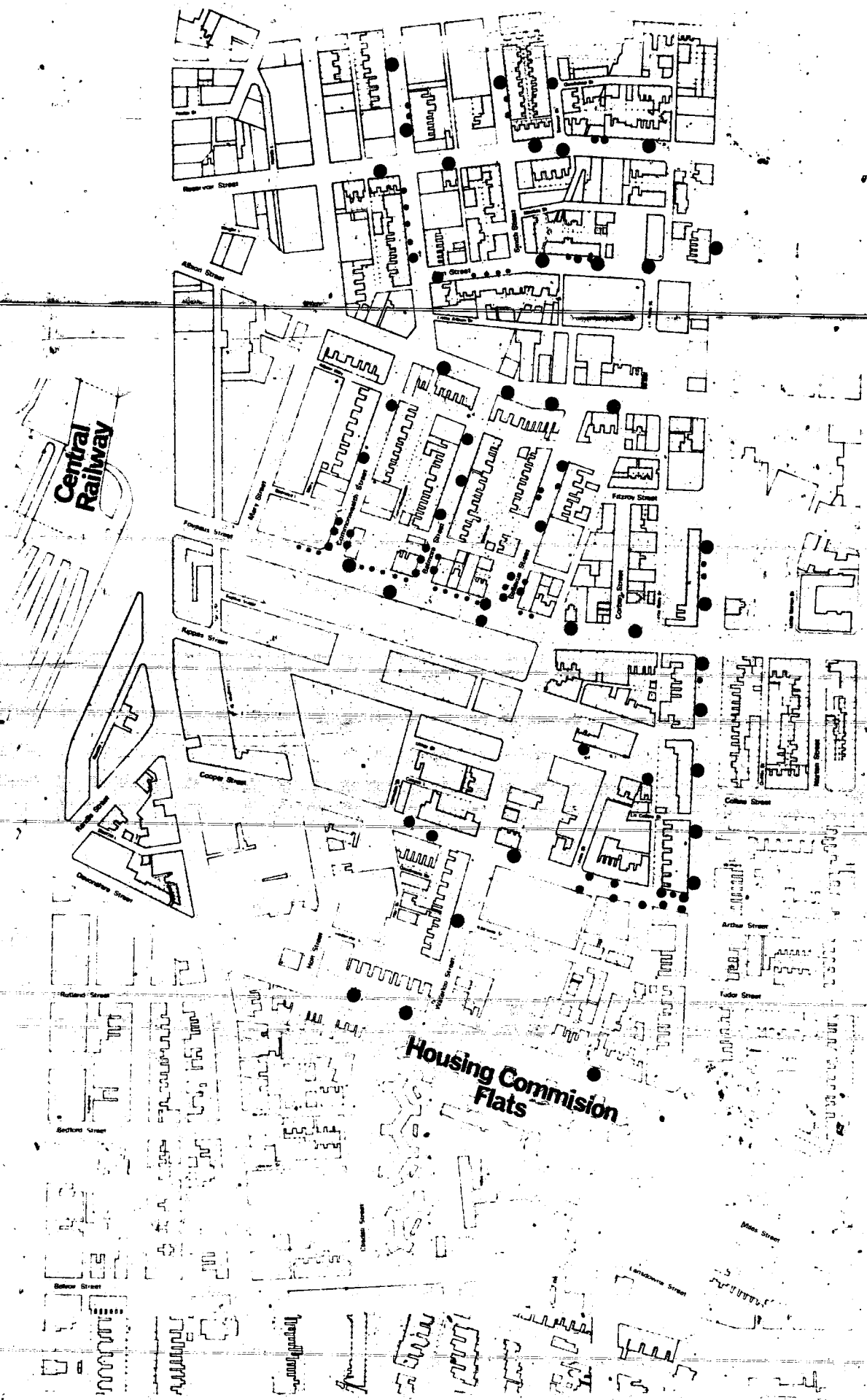


Diagram 1
Tree Planting Programme
Additional Trees •

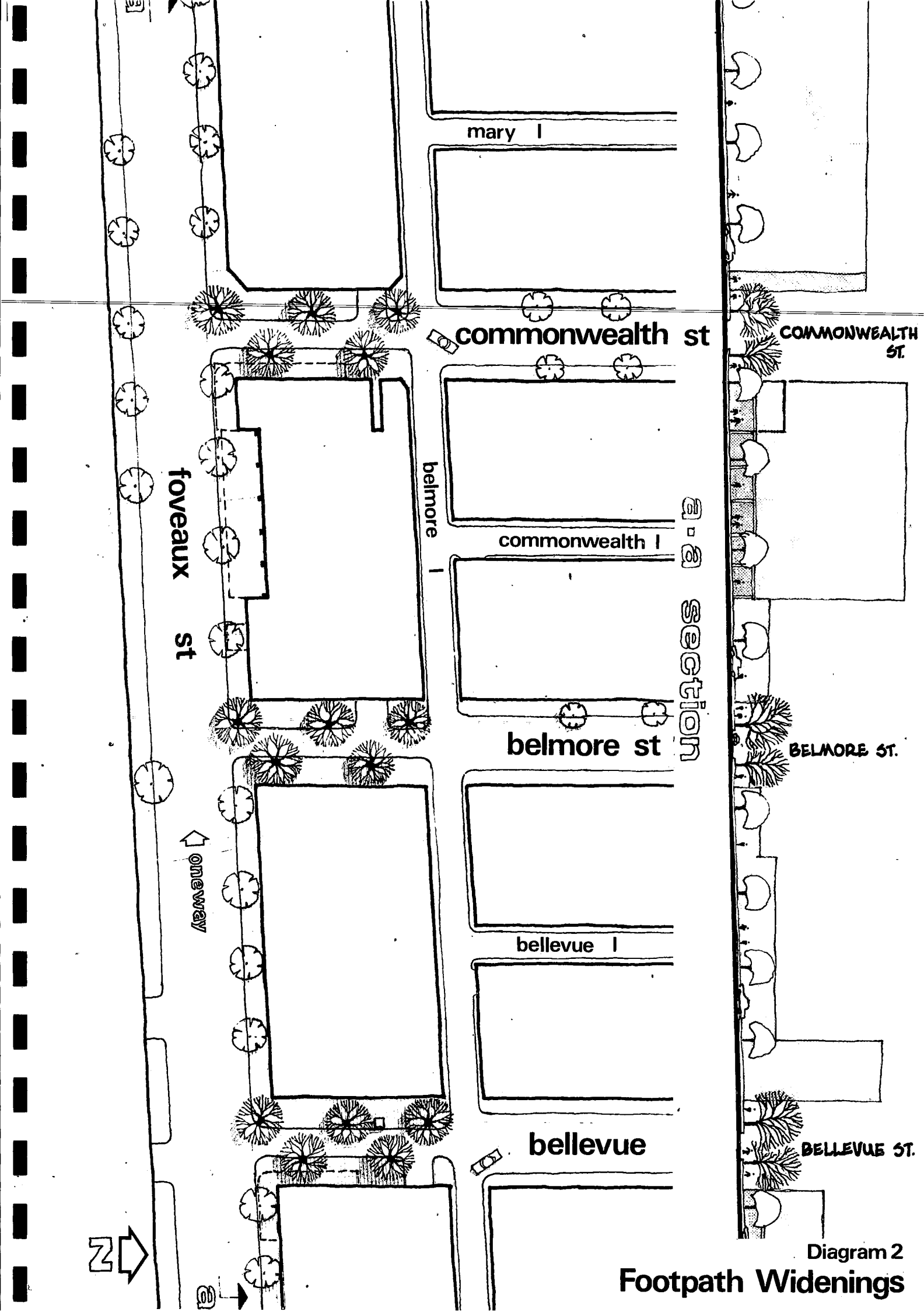
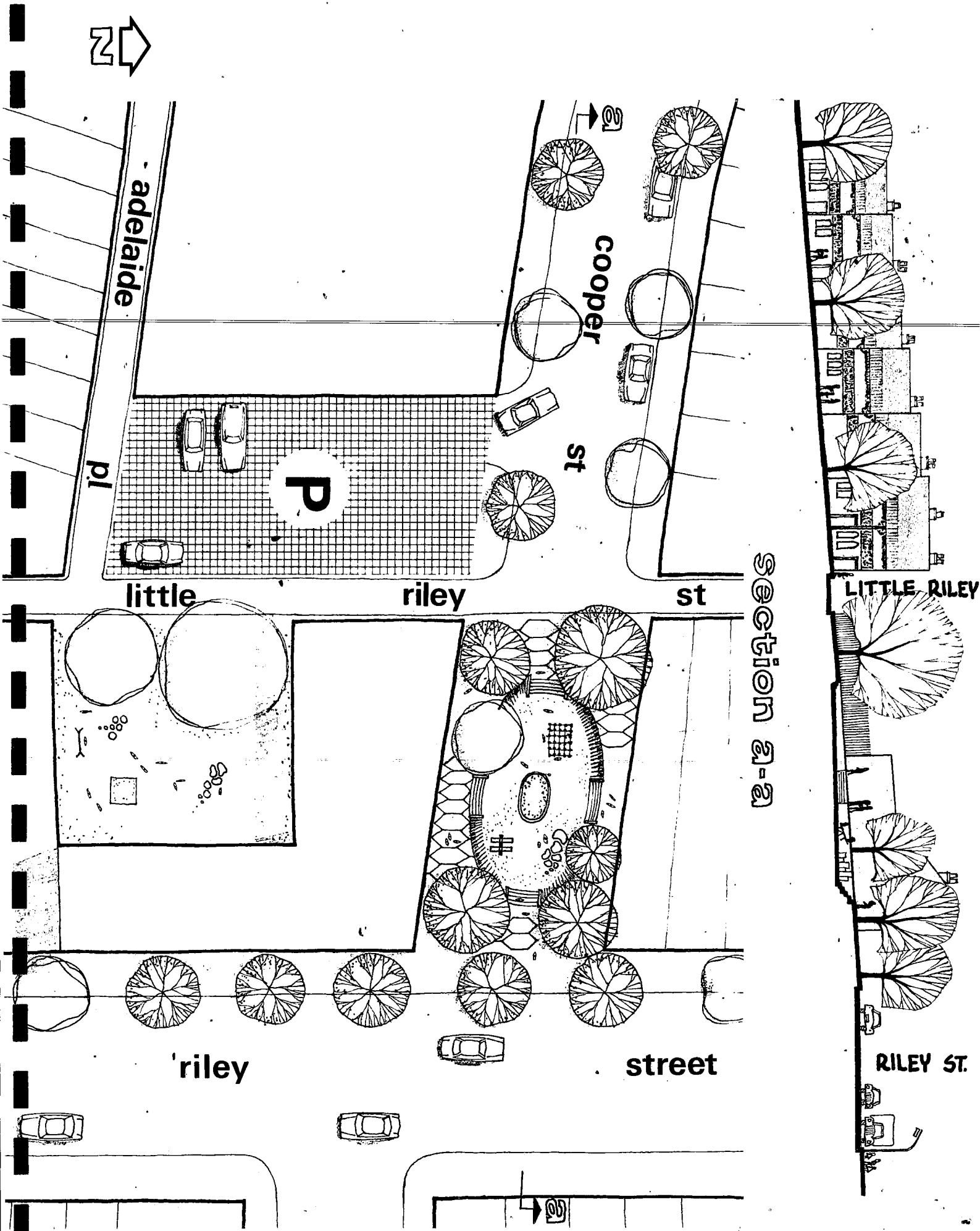


Diagram 2
Footpath Widenings



Section 2-2

Diagram 3
Road Closure
Cooper St



7. RECOMMENDATION F



7. RECOMMENDATION F

7.1 Community Facilities

Recommendation F is an interpretation of the following Action Priority of the 1971 City of Sydney Strategic Plan in relation to the West Surry Hills Precinct C1 :-

- 11C Encourage the clustering of facilities such as a community hall, a senior citizens' activity centre, a youth club, branch library, child minding, domiciliary and other services, close to shops and public transport in residential Precincts.

7.2 Goal Identification

The welfare organisations of the area can be viewed as one of the following -

1. "Hand outs"
2. Selective charity
3. Rehabilitation oriented
4. Punishment oriented

Unfortunately, the services provided by these are mostly very inadequate, at subsistence level only, with minimal real consideration for the humaneness, the validity of the person being helped. Many services disguised as helping services, in fact only serve to perpetuate the deprived condition of the client.

The aim of planning in social welfare should be to coordinate the thinking of various Government organisations, voluntary agencies, private enterprise, churches, academic interests, etc. At present, each interest plans on a comparatively short term basis with its own goals in view and lacking a coherent plan of action. Coordination would not threaten the freedom of various parties but rather give more sense of direction and a greater opportunity to make a specific contribution to the community.

The provision of pensioner housing within the precinct generally is also to be encouraged; this is already receiving close consideration by Council.

7.3 Recommendation

Council appoint an information officer or social worker and/or a committee of executives of existing welfare bodies to guide and coordinate welfare work in this district and provide a means of communication between existing agencies. Council should also continue to seek increases in the provision of pensioner housing within the precinct.



8. SUMMARY STATEMENT OF
RECOMMENDATIONS



8. SUMMARY STATEMENT OF RECOMMENDATIONS

It is recommended that Council adopt this Action Plan as a formal expression of its intentions concerning the future development of the West Surry Hills Precinct C1 as described in the 1971 City of Sydney Strategic Plan.

8.1 Prepare a varying scheme to :-

- (i) protect existing residential uses by rezoning light industrial 4(b) land to residential 2(g) and 2(b) ;
- (ii) limit office and retail redevelopment close to Elizabeth Street and Central Railway ;
- (iii) maintain the light industrial 4(b) zone south of Foveaux Street to allow for the continued location of service industries in this Precinct.
(Section 2 page 5)

8.2 Revise the Floor Space Ratio Code to reinforce the aims of the new zonings of the Varying Scheme. (Section 3 page 12)

8.3 Reduce through traffic in this Precinct by returning Albion and Foveaux Streets to two-way traffic between Elizabeth and Bourke Streets. (Section 4 page 15)

8.4 Improve kerbside car parking for residents by enforcing a 2 hour parking limit in residential streets and distributing residents with parking permits. (Section 5 page 16)

8.5 Improve the open space and pedestrian network in this Precinct by :-

- (i) carrying out a tree planting programme ;
- (ii) widening footpaths in the end parts of Commonwealth, Belmore and Bellevue Streets ;
- (iii) carrying out a road closure in Cooper Street, adjacent to the Baby Health Centre.
(Section 6 page 17)

8.6 Appoint an officer or committee to examine and coordinate the work of social welfare facilities in this Precinct. (Section 7 page 19)



9. STAGING OF RECOMMENDATIONS



9. STAGING OF RECOMMENDATIONS

Recommendations in order of priority

Recommendation A

Varying Scheme Preparation

Recommendation B

Revision of Floor Space Ratio Code

Recommendation C

Reorganisation of Albion and Foveaux Streets

Recommendation D

- (i) Parking - 2 hour limitation, parking signs
- (ii) Distribution of Resident Parking Permits

Recommendation E

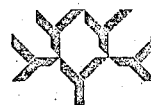
- (i) Tree planting programme - 100 trees at approximately \$100 each
- (ii) Footpath Widenings - Commonwealth Street
Belmore Street
Bellevue Street
- (iii) Road Closure -- Cooper Street

Recommendation F

Community Facilities

The recommendations are listed above in order of importance. The preparations of the varying scheme should go ahead first, with the other recommendations following in the suggested order.

In conclusion, it is recommended that the Action Plan should be reviewed every 5 years after adoption. Allowance must be made for the changes in public attitude likely to arise, concerning such issues as preservation and the intensity of redevelopment in inner city areas.



APPENDIX I - PROJECT TEAM



The Chairman of Council's City Development Committee, Alderman Andrew Briger, acted as Liaison Officer between Council and the Consultants and the Chief Planning Officer (Michael Llewellyn-Smith) served as coordinator.

Project Team

Project Director (Stages III and IV)	Peter Lindwall BTP(NSW) MRAPI
Project Director (Stages I and II)	Sonja Lyneham BA(Syd) MTCP(Syd)
Project Control Group :	George Clarke (Chairman) Donald Gazzard Ian Arnold

Staff :

Ken McDonald	B. Arch(Syd)
Diane Morrison	BA(Melb) Dip. TCP(Melb)
Peter Casey	BE(NSW) M. Eng. Sc. (Traffic)(NSW) Dip. T&CP(Syd) MIE Aust. AMTIE
Brian Watters	BSc. (B'ham) M. Eng. Sc. (NSW)
W.A.C. Dale	BA(Melb) BE(Syd) Dip. TRP(Melb) FIE Aust. MRAPI
Susan Cromarty	BEc. (Syd)

Departments

Sydney City Council's Engineer's Department
Sydney City Council's Department of Parks and Gardens



APPENDIX II - RESOLUTIONS OF COUNCIL



Council's Resolution of the meeting held on March 27, 1972 authorising and commissioning Council's Action Plan Programme for 1972 stated :-

"That arising from consideration of a minute dated 14th March, 1972, by the Chairman of the City Development Committee (Alderman Andrew Briger) as amended, in respect of Action Plan No. 15 and as recommended by the City Development Committee, it be resolved that the Action Plan Programme for the year 1972 be approved and -

- (i) That the various Consultants as set out in the minute by the Chairman of the City Development Committee (Alderman Andrew Briger) be engaged directly by the Council for a fixed fee under new separate agreements to prepare the Action Plans as set out in the Schedule accompanying such minute and that each nominated project director personally liaise with the Chief Planning Officer ;
- (ii) That the agreements provide that the Consultants may, at their own expense, engage sub-consultants for specialist tasks subject to the approval of the Chairman of the City Development Committee (Alderman Andrew Briger) ;
- (iii) That the agreement provide that the maximum amounts shall cover consultations on Development Applications in the Action Plan areas ;
- (iv) That the Common Seal of Council be affixed if required to any relevant documents. "

Similarly, Council's Resolution of the meeting held on February 26, 1973 authorising and commissioning Council's Action Plan Programme for 1973 stated :-

"That arising from consideration of a minute dated 21st February, 1973, by the Chairman of the City Development Committee (Alderman Andrew Briger) it be resolved that the Action Plan Programme for the year 1973, as detailed in the schedule accompanying such minute, be approved. "



APPENDIX III - WEST SURRY HILLS PRECINCT
DEMOGRAPHIC ANALYSIS AND
DWELLING ANALYSIS

SURRY HILLS C.1 PRECINCTDEMOGRAPHIC ANALYSIS 1966, 19711. Population

1966	5,190
1971	3,505

Sharp decline

2. % Population in Workforce

1966	49.8	
1971	51.0	NSW 41%

Steady, slightly above State average

3. Birthplace(i) % Population Foreign Born

1966	37.3	
1971	44.8	NSW Average 19.4%

Increase. Note high proportion compared with State average

(ii) % foreign Born from English-Speaking Countries

1966	22.9	
1971	17.9	NSW 44.5%

Very low compared with State average. Increases in proportion of foreign born from non English-speaking countries.

4. Marital Status (% total population over 15 years)

	<u>1966</u>	<u>NSW</u>
Never married	44.6	18.0
Married	35.7	46.2
Separated, divorced, widowed	19.7	8.2

High proportion of "never married" and "separated, divorced and widowed". May be need for community facilities for these groups.



25.

5.	<u>Religion (%)</u>	1966	1971	NSW
	Catholic	31.7	31.9	28.7
	C. of E.	24.1	18.7	35.6
	Presbyterian	3.2	2.8	
	No religion	2.2	13.9	5.5
	No reply	16.9	11.5	5.8

Note high proportion "no religion" and "no reply". Increase in former partly due to changing attitudes regards "compulsory religion".

6.	<u>Educational Attainment (% population over 14 years)</u>	1971	NSW
	University and Other Tertiary	1.3	8.3
	Trade and Technical	5.9	23.1
	Other and Not Qualified	92.8	68.6

Very low proportions of population with formal qualifications

7.	<u>Occupational Status (% workforce)</u>	1971	NSW
	Employer	2.5	4.8
	Self-employed	2.9	6.3
	Employee	94.6	88.4

High proportion "employee".

8.	<u>Occupation (% workforce)</u>	1966	1971	NSW
	Professional and related	3.0	5.3	10.2
	Clerical, Admin & Govt.	18.2	15.1	31.3
	Craftsmen, Prodn. Process	51.8	39.7	32.7
	Sport and Recreation	19.8	19.1	7.5

Increase in "professional and related", though still below State average. Decline "craftsmen, production and process workers". "Sport and recreation" steady and well above average.



26.

9. Industry (% workforce)

	<u>1966</u>	<u>1971</u>
Commerce	2.2	4.4
Manufacturing	34.5	26.6
Amusements and Service	13.9	13.5

Doubling of percentage of population employed in commerce, decline in manufacturing. Amusements and service steady.

10. Usual Residence (% population)

	<u>1971</u>	<u>NSW</u>
Same dwelling	81.4	94.5
Elsewhere NSW	7.3	2.7
Elsewhere (incl. o'seas)	2.3	0.9
Not Stated	9.0	1.9

High proportion population with usual residence elsewhere in NSW. Part of "not stated" group probably belong to "same dwelling".

11. 1966 Residence

	<u>1971</u>	<u>NSW</u>
Same dwelling	39.8	48.0
Same Stat. Div. - urban	23.9	19.9
- rural	0.3	2.2
Same State - urban	2.6	4.7
- rural	1.0	1.1
Other State - urban	4.2	2.3
- rural	0.5	0.3
Other, not stated	27.7	21.5

High degree of movement from within Sydney Statistical Division. "Other and Not stated" group includes population who were overseas in 1966.

SURRY HILLS C.1 PRECINCTDWELLINGS ANALYSIS 1966, 19711. Class of Dwelling (% total occupied private dwellings)

	<u>1966</u>	<u>1971</u>	<u>NSW</u>
Separate houses	42.8	71.6	74.1
Self-contained flats	46.3	8.7	16.6
Non self-contained flats	10.9	19.7	2.0
Other			7.3

Very high proportions of non self-contained flats and terrace houses.

2. Persons per occupied private dwelling

1966	3.5
1971	3.6

3. Nature of Occupancy

	<u>1966</u>	<u>1971</u>
(i) <u>% Houses</u>		
Privately owned	51.9	40.3
Non-Govt. tenant	45.1	46.1
Govt. tenant	3.0	13.6
(ii) <u>% Flats</u>		
Privately owned	15.7	9.3
Non-Govt. tenant	77.8	74.4
Govt. tenant	6.5	16.3

Accurate comparison of years not possible because of change in groupings.

4. Number of Inmates (% occupied private dwellings)

	<u>1971</u>
One inmate per dwelling	32.3
Two inmates per dwelling	24.3
Three and more inmates	43.4



28.

5. Number of Rooms

	<u>1971</u>	<u>NSW</u>
(i) <u>% Houses</u>		
Less than 2 rooms	7.0	1.3
3-4 rooms	36.0	20.2
5 and more rooms	57.0	78.5
(ii) <u>% Flats</u>		
Less than 2 rooms	24.4	19.2
3-4 rooms	46.5	64.5
5 and more rooms	29.1	16.3

Still high proportion of larger houses and flats in precinct.



APPENDIX IV - PUBLIC PARTICIPATION PROGRAMME

PUBLIC PARTICIPATION PROGRAMME August/September, 1972The Mail-out Questionnaire SurveyQuestionnaire Distribution and Response
in Surry Hills Precinct C.1 and C.3

1. Number of questionnaires distributed in

(a) Surry Hills C.1 Precinct

Resident	2073
Commercial	975

(b) Surry Hills C.3 Precinct

Resident	3923
Commercial	746

Total number of resident questionnaires distributed in
Surry Hills = 5996.

Total number of commercial questionnaires distributed
in Surry Hills = 1721.

2. Response

(a) Surry Hills C.1 Precinct

Resident	136
Commercial	130

(b) Surry Hills C.3 Precinct

Resident	272
Commercial	40

3. Effectiveness

(a) Resident Questionnaire

Each completed resident questionnaire represents
one occupied dwelling in Surry Hills.

Number of occupied dwellings in C.1 and C.3
precincts = 3436

Number of returned questionnaires = 408

Response as percentage of population = 12%

(b) Commercial Questionnaire

It is virtually impossible to assess the response
rate from the Commercial Questionnaire as there
is no available data, e.g. Census material that
covers the required area. However, from a study
of the land use map carried out in both precincts,
it is estimated that the response from commercial
premises in Surry Hills is between 15% and 20%.



4. Analysis of the Resident Questionnaire

Analysis of the response to the Resident Questionnaire established an outline of the goals, needs and problems of the resident community of Surry Hills.

Listed below are the major points that came out of the mail-out questionnaire survey. The number of people agreeing on certain issues are noted.

* More trees in the area, in streets, in parks	56
* Improved shopping centre	42
* Reroute through traffic	35
* More parks	33
* More playgrounds	28
* Maintain low rents to retain mix of population	27
* Pollution control on factories	27
* Some parts retained as residential area	26
* Pollution control on traffic	26
* Improved street lighting	24
* Small streets for pedestrian use	22
* Community facilities for the aged	18
* Community facilities for children	13
* Some high rise residential redevelopment	11
* Improvement to schools and child minding centres	10
* Flats with low rents for pensioners	8
* Wider footpaths	6
* Factories restricted to one area	5

5. Analysis of the Commercial Questionnaire

Analysis of the response to the Commercial Questionnaire revealed that over 76% of the firms surveyed in the area intended to remain in their present locations. This is indicative of the level of success which Surry Hills achieves in meeting the needs of private enterprise in the area. The survey showed that West Surry Hills accommodates the two large service industries, printing and clothing. With the exception of a few key establishments, a large proportion of the firms in the area are small and interdependent. Hence, West Surry Hills acts as an incubator for a wide range of service industries.

Resident Questionnaire

SH1

This questionnaire is private, confidential and voluntary.

1 Name: _____

2 Address: _____

3 Dwelling Type: (Please tick appropriate box)

House	Flat	Share House or Flat	Boarding House	Other
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

4 Number of residents in dwelling: _____

5 List all members of household and relationship to head of house:

Relationship to Head of House *	Age (Years)	Sex (M or F)	Birthplace	Occupation
a Head				
b				
c				
d				
e				
f				

* i.e. wife, son, daughter, etc.

6 How long have you lived in this dwelling? _____

7 How long have you lived in Surry Hills? _____

8 Do you intend moving in the next year or two? (Please tick appropriate box) Yes ☐ No ☐

9 If 'yes', why do you intend moving? _____

10 What suburb did you live in before? _____

11 In what suburb does head of household work? _____

12 In what suburb do other household members work?

a _____ b _____ c _____

d _____ e _____ f _____

13 In what suburb(s) do you shop? (Please tick appropriate box)

Suburb	More than once a week	Once a week	Less than once a week

14 Do you own or rent this dwelling? (Please tick appropriate box) Own ☐ Rent ☐

15 If renting, please tick rent bracket per week:

\$0-\$9	\$10-\$19	\$20-\$29	\$30-\$39	\$40-\$49	\$50-\$70	\$70 +
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

16 If owner, when did you purchase dwelling and how much did you pay? (Please tick appropriate box)

Year	Less than \$4999	\$5000-\$9999	\$10000-\$14999	\$15000-\$24999	Over \$25000
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

17 Why did you choose to live in Surry Hills? _____

18 What do you dislike most in Surry Hills? _____

19 What do you like most in Surry Hills? _____

20 What do you think Surry Hills needs most? _____

21 Further Comment: _____

This questionnaire is private, confidential and voluntary.

GENERAL STATISTICS

- 1 Name: _____
- 2 Address: _____
Access streets or lanes: _____
- 3 Please specify your establishment's main activities:
a _____ b _____
c _____ d _____
- 4 Indicate the total numbers employed in these activities:

	a	b	c	d
Male	_____	_____	_____	_____
Female	_____	_____	_____	_____
Total	_____	_____	_____	_____
- 5 Indicate the total numbers engaged in:

Management and professional staff _____	Skilled labour _____
Office staff _____	Unskilled labour _____
- 6 Indicate the place of residence by suburbs of:

Management and professional staff — _____
Office staff — _____
Skilled labour — _____
Unskilled labour — _____
- 7 What numbers of your employees travel to work by?

Bus _____	Rail _____
Car _____	Walk _____
Other _____	
- 8 How many off-street employee parking spaces are presently available for your use? _____

HISTORY OF THE FIRM

- 9 Date of Establishment: _____ 10 Date when site leased/acquired: _____
- 11 Your premises were: *(Please tick appropriate box)*
built for your firm ☐ bought from another party ☐ leased/rented from another party ☒
- 12 State the location hv suburb of other branches, plants or offices: _____

SITE CHARACTERISTICS

- 13 a Owner-occupied premises b Rented or leased premises

(i) site size _____ sq. ft.	total floor space _____ sq. ft.
(ii) total floor space _____ sq. ft.	OR
(iii) number of floors _____	
- 14 a Can you expand on your present site? *(Please tick appropriate box)* Yes ☐ No ☐
b If 'yes', by how much? _____ sq. ft.
- 15 How much space do you require for expansion in the next five years? _____ sq. ft.
- 16 What effect have Town Planning Controls had on the selection and/or expansion of your present site?

- 17 What do you see as the emerging role of Surry Hills in relation to the City as a whole? _____

LOCATIONAL REQUIREMENTS

- 18 If your Company were selecting a new plant site, which of the following considerations would be of importance to you? *(Please number by order of importance)*

Reasonable cost of property or rates or rent _____	Availability of labour supply _____
Proximity to associated activities _____	Proximity to rail and public transport facilities _____
Nearness to customers _____	Adequate off-street parking _____
Nearness to supplies _____	Other reasons, such as _____
- 19 Which would you determine to be the most efficient location to operate in? Suburb: _____
- 20 Why did you choose to locate in Surry Hills? _____

- 21 Do you intend to move from your existing location in the next five years? Yes ☐ No ☐
(Please tick appropriate box)



SURRY HILLS ACTION PLAN EXHIBITION

The purpose of the Exhibition, held in Doherty Hall, Collins Street, Surry Hills, and the distribution of an 8 page newspaper via the South Sydney advertiser, was to convey to residents and interest groups a summary of the data and proposals and invite their further submission of opinions as to the significance of the information as summarised for action planning and development control.

Estimated number of people that attended the Exhibition - approximately 1,000 people.

Of this number, 102 people filled in questionnaire forms. This means that 10% of people visiting the Exhibition filled in forms.

In addition to completed questionnaire forms, we have received 8 written submissions. 4 of these contained general comments on the Action Plan. The other 4 referred to specific issues. These are -

1. A petition signed by 116 residents, requesting consideration of a road closure in Arthur Street (USC will include a recommendation on this in the final review report).
2. A submission requesting the revamping of the Library and Doherty Hall in Collins Street as a more effective community centre.
3. Astor Glass Works objection to the Parkham Street road closure.
4. Newspapers Limited objection to Kippax Street Parking Station.

Preliminary analysis of the forms have revealed the following results -

<u>Proposal</u>	<u>% of People in Favour of Proposal</u>
<u>West Surry Hills</u>	
1. Tree planting programme	94%
2. Limiting heavy through traffic	77%
3. Parking stickers	81%
4. Footpath widenings	
a) Commonwealth Street	63%
b) Belmore Street	72%
c) Bellevue Street	71%



<u>Proposal</u>	<u>% of People in Favour of Proposal</u>
<u>West Surry Hills (Cont'd)</u>	
5. Road closure - Cooper Street	73%
6. Parking station - Kippax Street	69%
7. Housing	
a) Rezoning of 4(b) Industrial to residential	66%
b) Preservation	79%
c) Public housing	68%
8. Office Development near Central Railway	81%
9. Industry	
a) continued existence of small industries	59%
b) mixed office/industrial	69%
c) terrace house industries	78%
10. Footbridge across Elizabeth Street	84%

WHAT DO YOU WANT FOR SURRY HILLS?

SURRY HILLS WEST PRECINCT

What are your comments on the following ideas and proposals?

1. A tree planting programme.....
2. Limiting heavy through traffic.....
3. A two hour parking limit in the residential areas with parking permits
for residents.....
4. Footpath widenings
 - (a) in Commonwealth Street.....
 - (b) in Belmore Street.....
 - (c) in Bellevue Street
5. Road closure in Cooper Street.....
6. Additional car parks for workers, with recreational space on top in
Kippax Street.....
7. Housing
 - (a) the rezoning of the eastern side of Surry Hills West from
Industrial to Residential.....
 - (b) the preservation of groups of terrace houses in this area.....
 - (c) some publicly owned terrace houses for low income groups
in this area.....
8. New office development limited to the area near Elizabeth Street
and Central Railway.....
9. Industry
 - (a) encourage small industries within the area.....
 - (b) mixed office and industrial developments with height limits
between Foveaux and Devonshire Streets.....
 - (c) the use of some terrace houses for small industries and offices.....
10. A pedestrian footbridge from the area to Central Railway.....
11. Any further comments, criticisms and ideas?.....

Are you a resident?

Do you have a business interest in the area?

In what street do you live?

Are you a property owner?



MEETING: PLANNING FOR PEOPLE CAMPAIGN

DOHERTY HALL SURRY HILLS AUGUST 14, 1973, 8 pm

Meeting Chairman: Mr. Lindsay Churchland.

THERE ARE TWO PROPOSITIONS THAT THE PLANNING
FOR PEOPLE CAMPAIGN SUGGEST THAT WE DISCUSS
TONIGHT AFTER THE SPEAKERS + MR PETER LINDWALL,
TOWN PLANNER

ALD LEN DEVINE

ALD ANDREW BRIGER

MR TONY HADFIELD, BLF

1. That this meeting of residents calls on the BLF to place a Green Ban on all development in Surry Hills which does not accord in principle with the Sydney City Council's Action Plan for the three precincts.
(The arguments for this, pointing out the lack of power the Council has to enforce this Plan will be presented during the meeting).
2. That a Planning Committee be established for Surry Hills, made up of two residents from each of the three precincts, two aldermen, the area planner, a representative of the BLF, and a representative of the Institute of Developers, to coordinate the Green Ban.

REMEMBER, THIS IS YOUR MEETING + WE ARE ALL RESIDENTS
AND WE HAVE THE RIGHT TO DETERMINE OUR OWN FUTURE.

Planning for People Campaign, P.O. Box 74 Surry Hills
Andrew Jakubowicz 6992939
Enid Cook 314844
Lindsay Churchland 315521

Urban Systems Corporation

ActionPlan No. 11 West Surry
Hills Precinct.

711. 163 (944)URF

Urban Systems Corporation

ActionPlan No. 11 West Surry
Hills Precinct.

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