

WHAT DO YOU WANT FOR SURRY HILLS?

As you can see, we haven't yet come up with a final plan but rather some ideas and suggestions on the possible direction of future development in Surry Hills.

The proposals are based largely on the results of a questionnaire survey carried out last year. The survey's aim was to reach every resident and business interest in the area and thus ascertain the problems.

Attempting to contact everyone was difficult — possibly some people were missed.

Now, however, we would like your comments on the work and ideas presented in this supplement. These further comments will continue to guide our planning.

SURRY HILLS RESIDENTIAL PRECINCT

What are your comments on the following ideas and proposals?

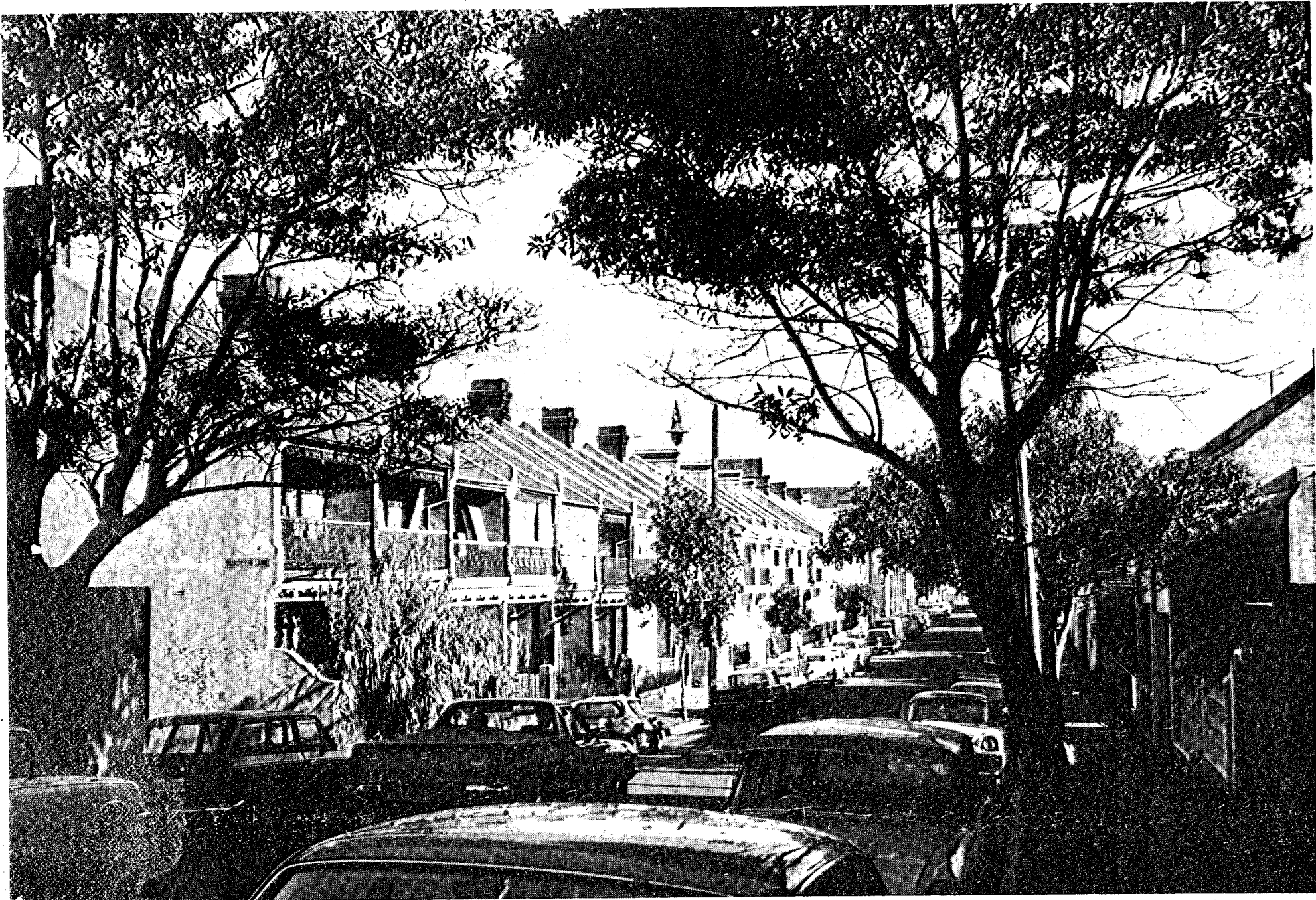
1. A tree planting programme
 2. Limiting heavy through traffic
 3. A two hour parking limit throughout the area with parking permits for residents
 4. Footpath widenings
 - (a) in Kendall Street
 - (b) in Chapman Street
 - (c) in Nickson Street
 5. Road closures
 - (a) in Parkham Street
 - (b) in Riley Street
 6. Housing
 - (a) the preservation of groups of terrace houses
 - (b) some publicly owned terrace houses for low income groups
 - (c) new low rise town house development
 7. Industry
 - (a) less large industries
 - (b) retain smaller industries
 8. The continued existence of corner shops, hotels, clubs
 9. A new compact shopping complex near the corner of Crown and Cleveland Streets
- Any further comments, criticisms and ideas?
- Are you a Resident?
- In what street do you live?
- Do you have a business interest in the area?
- Are you a property owner?

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
- 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?

DO YOU CARE FOR SURRY HILLS ?



The Surry Hills West Precinct and the Surry Hills Residential Precinct Action Plans.

The 1971 City of Sydney Strategic Plan established broad Objectives and major Policies for the future of the City as a whole and for Surry Hills in particular. These objectives and policies are now being explored and applied in detail to Surry Hills. This is being done by detailed planning for action in each Precinct. Local people are helping to make the Action Plans. Each local Action Plan will help the Sydney City Council to control and guide change in each part of Surry Hills. Each local Action Plan will be part of the revised 1974 overall Strategy Plan for the City as a whole.

There are two Precincts in Surry Hills. The Surry Hills Residential Village Precinct is between Dowling, Riley, Cleveland and Fitzroy Streets. The Surry Hills West Precinct is between Riley, Cleveland, Elizabeth and Campbell Streets.

In the following supplement you will find a brief summary of work on both Action Plans for Surry Hills. There are some ideas and suggestions for improving the area. The Council and its Planners, Urban Systems Corporation would like to know what you think of them.

Public participation in Action Planning

The people who live and work in Surry Hills need and de-

mand many things from the area. To find out just what these needs and demands are, a public participation programme has been put under way. Last year questionnaires were prepared and distributed to over 10,000 residents and ratepayers. The results of this survey have been analysed and have been used as a guideline for the Action Plans.

This report on the state of progress of the Action Plans is a further invitation for you, the residents, to participate in the planning.

On the last page of this supplement there is a form you can fill in, to comment on the ideas and opportunities presented in the remainder of this supplement. Your comments will continue to guide our planning

and

An exhibition of work done to date on the Action Plans is to be set up in Anthony Doherty Hall, at the corner of Collins and Norton Streets, Surry Hills. The exhibition commences Wednesday, June 13, and will be open for four weeks until Friday, July 6, 1973. At the exhibition you can talk to planners about the Action Plan. Planners will be in attendance from 6pm to 9pm Monday to Friday.

You can complete this Questionnaire and leave it in the ballot box provided at the exhibition. The exhibition will be open from June 13 to July 6, 1973, 12 noon to 9 p.m. Monday to Saturday and will be in the Anthony Doherty Hall at the corner of Collins and Norton Streets, Surry Hills. Or you can mail it to Council of the City of Sydney Town Hall, George Street, Sydney.

This supplement on the Surry Hills Action Plans is published and distributed for the Council of the City of Sydney by the "South Sydney Advertiser".

June 13, 1973

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SUPPLEMENT — SOUTH SYDNEY ADVERTISER

SURRY HILLS RESIDENTIAL PRECINCT

Introduction

Surry Hills is a miniature representation of all the problems and opportunities of inner city residential living. A mixture of renovated terrace houses, high rise flats and touches of slums here and there, with a population of Australian, Greek, Lebanese, Italian, Yugoslav, Maltese, Portuguese and half a dozen other nationalities.

The aim of the Action Plan for the Surry Hills Residential Precinct is to prepare a detailed plan which will attempt to improve the area by relieving through traffic, provide more usable parks and playing areas and ease the car parking problem. The residents of the area are a combination of people on low incomes, migrants, young terrace house restorers, and flat dwellers. It is this mix of people that helps to give the area its character. The plan will aim to maintain and expand the existing residential population and the terrace house environment, as well as allowing for some new low rise housing.

What's happening in the area now

The two most noticeable trends in the area are the restoration of terrace houses and the development of walk up flats. These two trends represent the major pressures from developers that will influence the future of the Residential Precinct. Both these trends are ignoring a large demand at present in Surry Hills, that is, low rent housing, which is needed near the City.

Without an Action Plan and without the proper controls, these trends could destroy the qualities that exist in the area today.

What are the problems in the area

From the public participation survey directed at the residents, together with statistical information and our own physical surveys of the area, the following problems have been noted:—

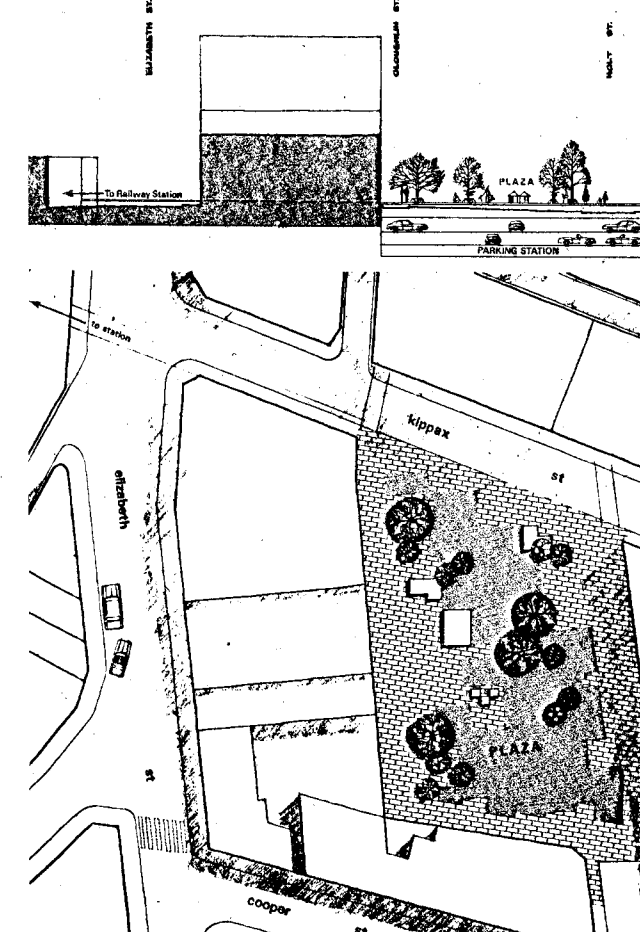
- through traffic to and from the city, along Bourke and Crown Streets, cuts the area and destroys residential amenity
- the new residential flat buildings are out of character with the terrace houses
- some large factories cause noise and pollution and generate a large amount of traffic
- city workers from outer suburbs park their cars in Surry Hills and cause a parking problem for the residents of the area
- the shopping centre along Crown and Cleveland Streets has inadequate shopping facilities
- there is a lack of community facilities for the aged and the poor
- there aren't enough parks, playing areas or trees in the area
- redevelopment and restoration are causing many people on low incomes to leave the area
- refuse in streets spoil the environment and cause a health hazard
- pedestrian movement within the area is frustrated by heavy traffic

What are the opportunities for improving the area

- the removal of through traffic from Bourke and Crown Streets would offer opportunities for a residential environment without the continuous conflict between people and cars. Bourke and Crown Streets should be used for local traffic
- the encouragement of two storey town house developments instead of three and four storey flats would be more in character with the terrace houses
- the replacement of industries using large sites with parks, community facilities or housing for the low income groups
- the introduction of resident parking permits to keep out people who use the area as a car park
- a new compact neighbourhood shopping centre near the corner of Crown and Cleveland Streets
- more community facilities for the aged and the poor
- small streets closed to traffic and made available for pedestrian use with the creation of small parks
- some government owned terrace houses to provide accommodation for low income groups
- the introduction of a pedestrian network to connect shops, schools and parks
- the continued renovation of terrace houses which brings out the historical and architectural character of the area



SURRY HILLS WEST PRECINCT OPPORTUNITIES FOR ACTION



6. PARKING FOR WORKERS

There's a private parking lot at the corner of Kippax & Holt Streets. The site slopes. It could be excavated and two levels of parking provided. The roof of the parking structure could serve as a landscaped recreational space for workers.

7. HOUSING

Unless the existing houses in the Industrial Precinct are protected by zoning or preservation controls, it is likely that housing in the Surry Hills West area will gradually be replaced by factories or offices. However, the north-eastern part of the Precinct (see adjacent map) could be rezoned to Residential. This new residential zone could stop the residential buildings from being changed to a different use. A preservation zoning could be enforced in areas where terrace houses were worthy of preservation. Federal or State Government assistance could be sought to attempt to provide low rent accommodation (either terrace houses or low rise residential redevelopments) to prevent the unnecessary disturbances of existing residents.

8. OFFICES

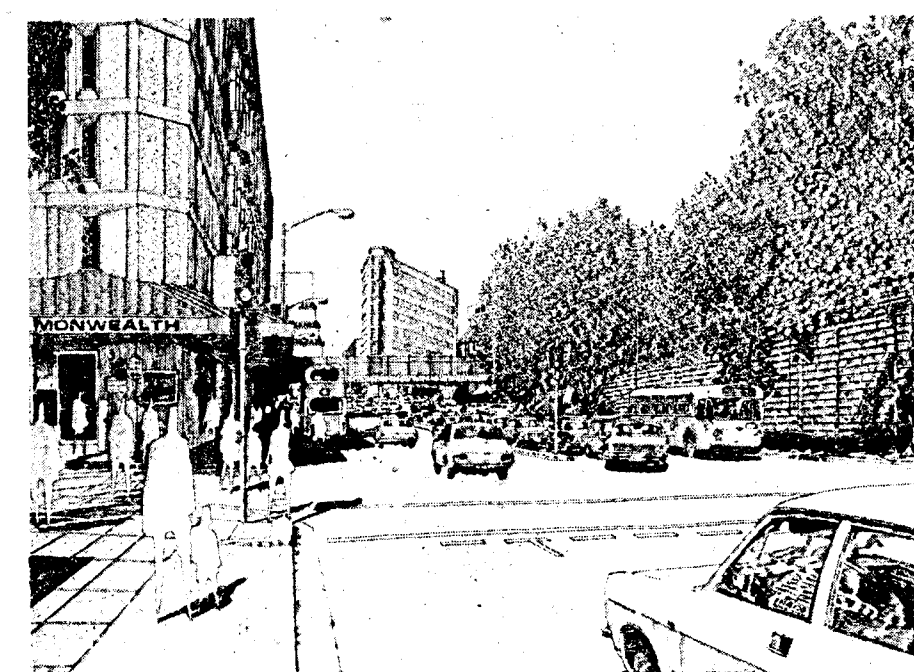
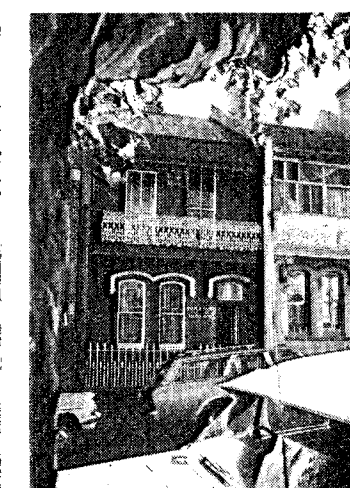
High rise commercial redevelopment could be limited to the north-western part of the area, close to Elizabeth Street and Central Railway. The map shows the possible boundaries within which higher density or higher rise commercial development might be permitted.

9. INDUSTRY

In the area between Foveaux Street and Devonshire Street, it is envisaged that mixed office and industrial developments could be allowed. These developments could be subject to a control on the height of buildings. Developers could be encouraged to provide low rent space for small service industries which need to stay close to the city.

In the southern end of the Precinct, near the Housing Commission Flats, developers could be encouraged to provide some residential accommodation in new commercial developments.

To date, throughout the area, many offices and small industries occupy restored terrace houses. This process could be encouraged, provided that terrace houses in any new residential zone are not converted to industrial or commercial use.



10. FOOTBRIDGE ACROSS ELIZABETH STREET

In last year's questionnaire survey, many residents complained that access into Central Railway was poor.

The importance of Elizabeth Street as a traffic route seems likely to increase in the future. It may be desirable in the long term, to provide a pedestrian footbridge over Elizabeth Street. This could provide good access for residents and workers of Surry Hills West into Central Railway.

SURRY HILLS WEST PRECINCT OPPORTUNITIES FOR ACTION

This and the next page describe and illustrate ideas and proposals related directly to the Surry Hills West area. Your comments on these are invited.

1. TREE PLANTING PROGRAMME

The tree planting programme for Surry Hills West has been directed mainly towards those streets where there is most housing, as shown in the diagram.

2. LIMITING THROUGH TRAFFIC

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.

3. RESIDENTS CAR PARKING

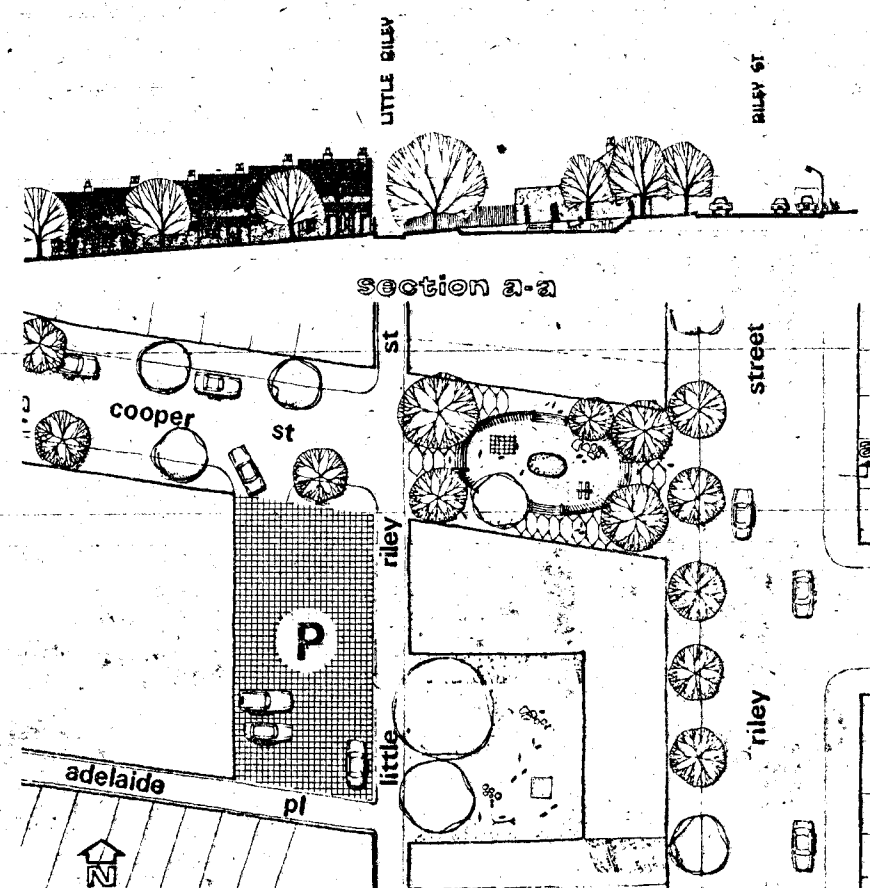
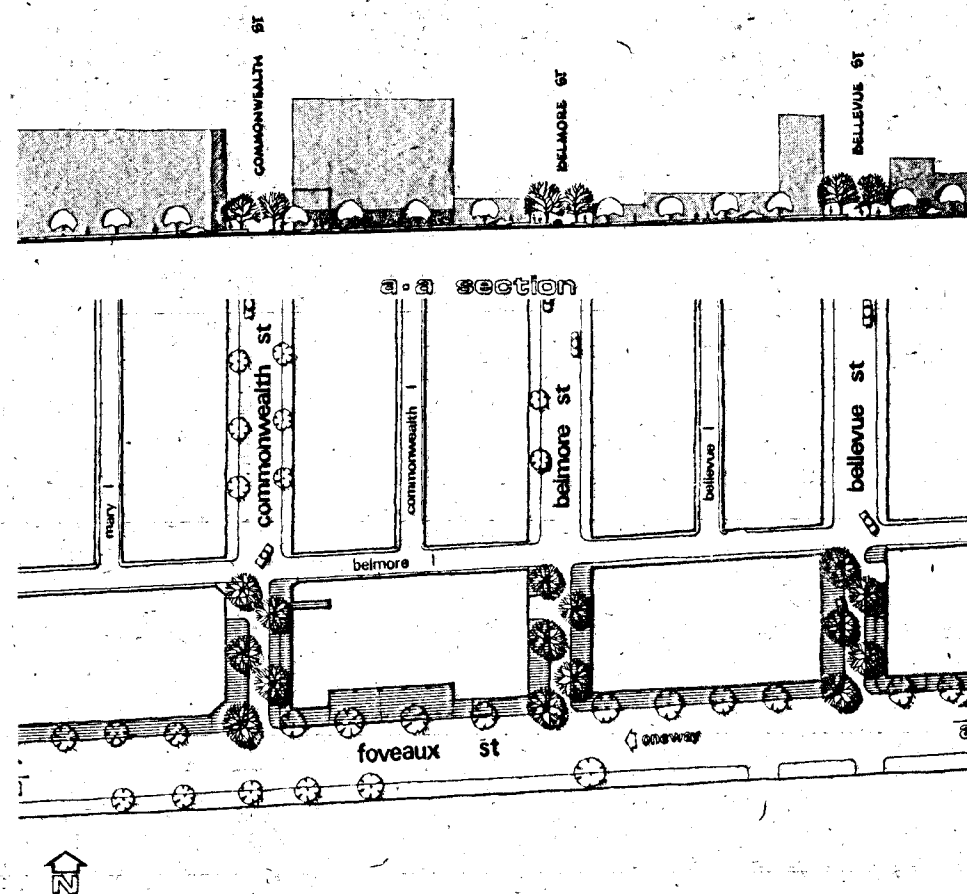
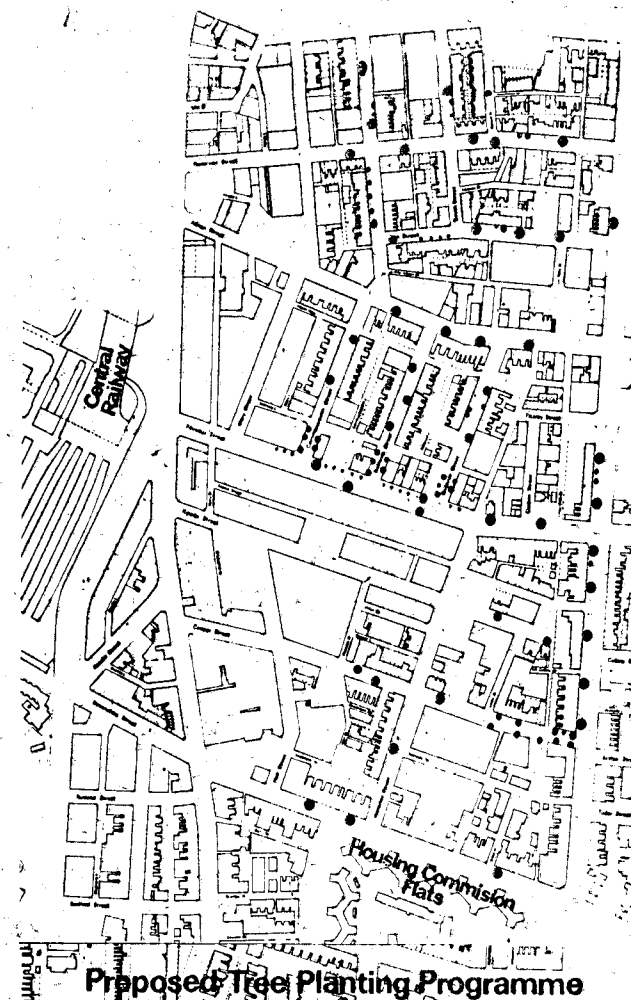
To limit the use of residential streets by commuter car parkers, a 2 hour parking limit could be introduced. The residents could be supplied with permits to allow them day-long parking in their street.

4. FOOTPATH WIDENINGS

The footpaths at some street intersections could be widened. As shown in the sketches, 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.

5. 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.



SURRY HILLS RESIDENTIAL PRECINCT OPPORTUNITIES FOR ACTION

This and the next page illustrate suggestions and ideas that have evolved from work so far on the Action Plan. Some are in the form of sketch proposals. If you like any of these, and tell the Council so, some of them could be put into action within the next 12 months.

You are invited to give your opinion on the following ideas and opportunities for action:—

1. TREE PLANTING PROGRAMME

In the responses to last year's questionnaire survey, the most repeated demand from residents was for more trees in the area. The map opposite shows how this demand could be satisfied. Some streets already are tree-lined. This proposed tree planting programme concentrates on those streets most in need. These include Crown Street, Marshall Street, Collins Street, Tudor Street, Parkham Street, Mort Street and Ridge Street.

2. LIMITING HEAVY NORTH-SOUTH THROUGH TRAFFIC

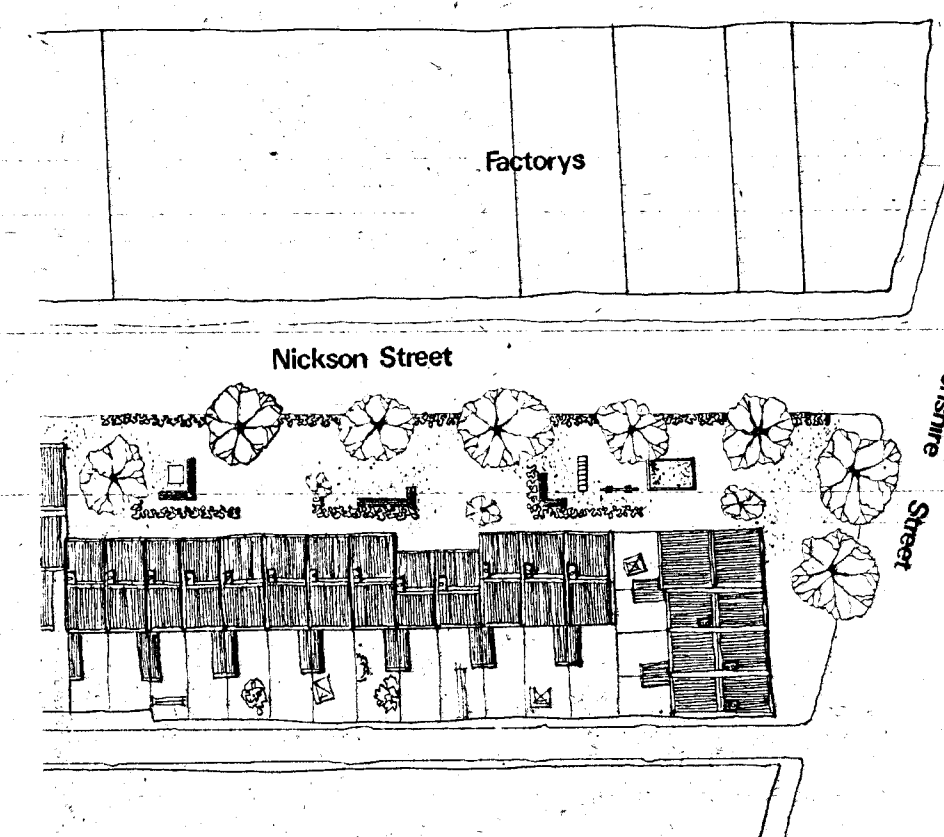
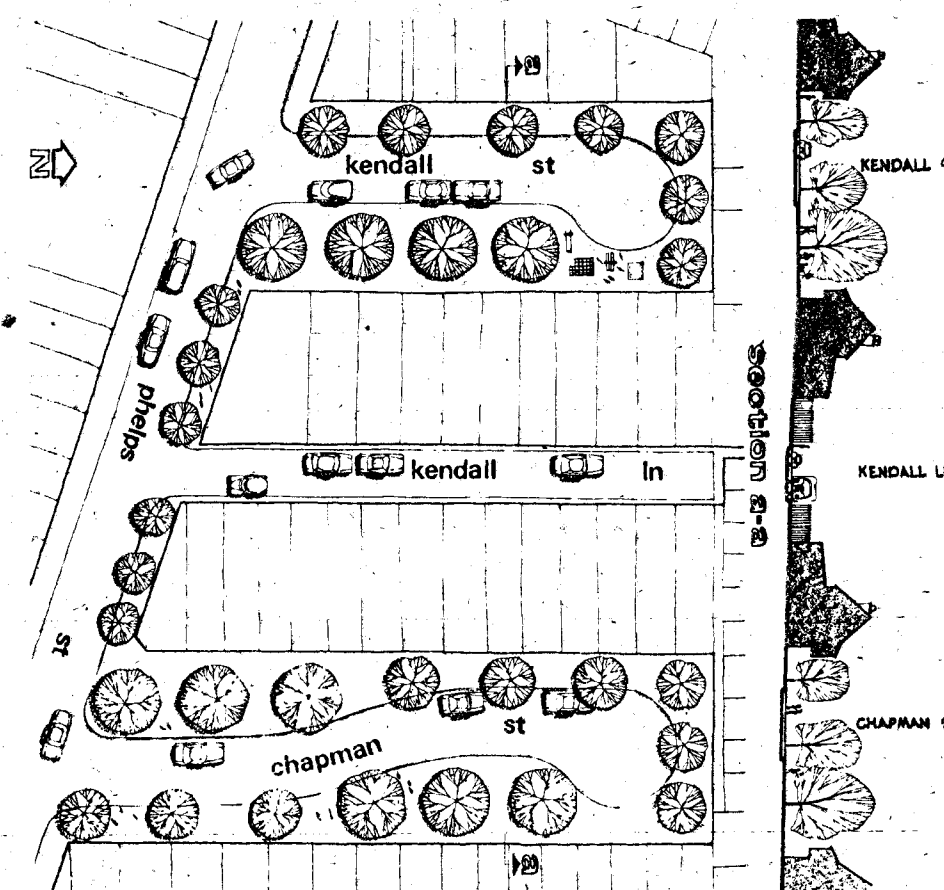
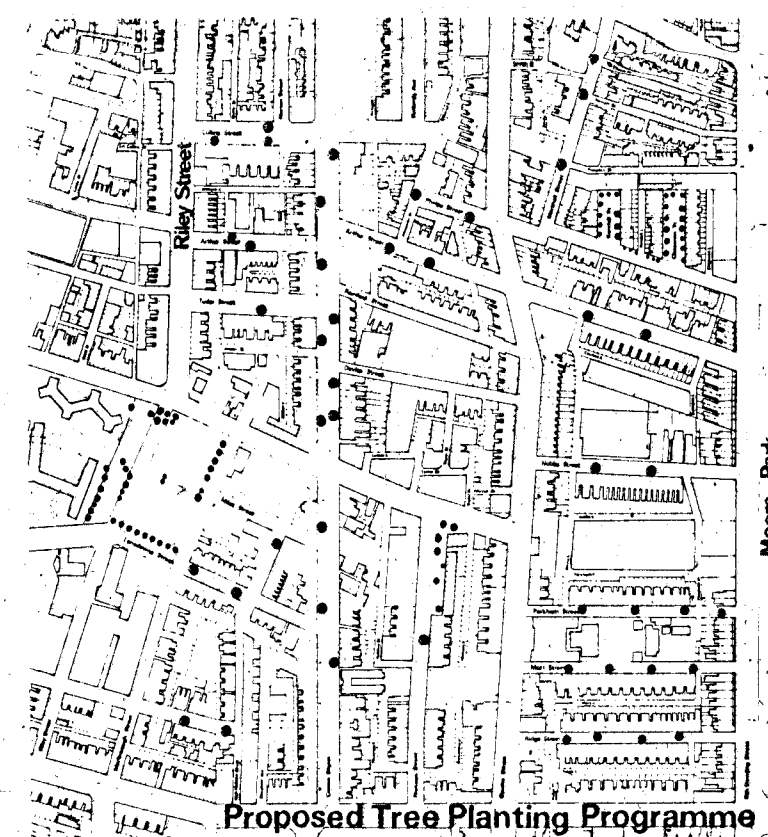
To limit the amount of north-south traffic passing through the area, both Crown and Bourke Streets could be returned to two-way traffic between Fitzroy and Cleveland Streets. Fitzroy Street could be widened in accordance with the gazetted Statutory Planning Scheme. This, combined with adjusted time phasing of traffic lights at the corners of Fitzroy and Bourke Streets, and Fitzroy and Crown Streets, would force through traffic to use Fitzroy Street, South Dowling Street and Cleveland Street. This would leave Crown and Bourke Streets to handle local traffic within the Precinct.

3. PARKING

It's hard to find a parking space in Surry Hills in business hours on weekdays. Large numbers of city workers from out of town park their cars in the area and continue into the city by bus. All day commuter parking, by people who don't work in Surry Hills, could be stopped by introducing a 2 hour parking limit. The residents of Surry Hills could be provided with parking permits, which they could affix to the windscreens of their cars allowing them unlimited free parking close to their homes.

4. FOOTPATH WIDENINGS

Footpaths can be widened in a number of streets. This would give more open space and playing area with little effect on traffic movement. Two examples are shown here. One shows widenings of the footpaths in both Kendall and Chapman Streets. In Chapman Street, the footpath widening could provide facilities for children in a small landscaped playground. In Kendall Street, a landscaped mini-park could be established. Another footpath widening could be a small extension to Council's Reserve in Nickson Street. The sketch shows how the reserve could be made more useable by providing additional playing facilities as well as seats. A four foot high hedge between the seats, playing area and the existing houses would increase privacy for the residents.

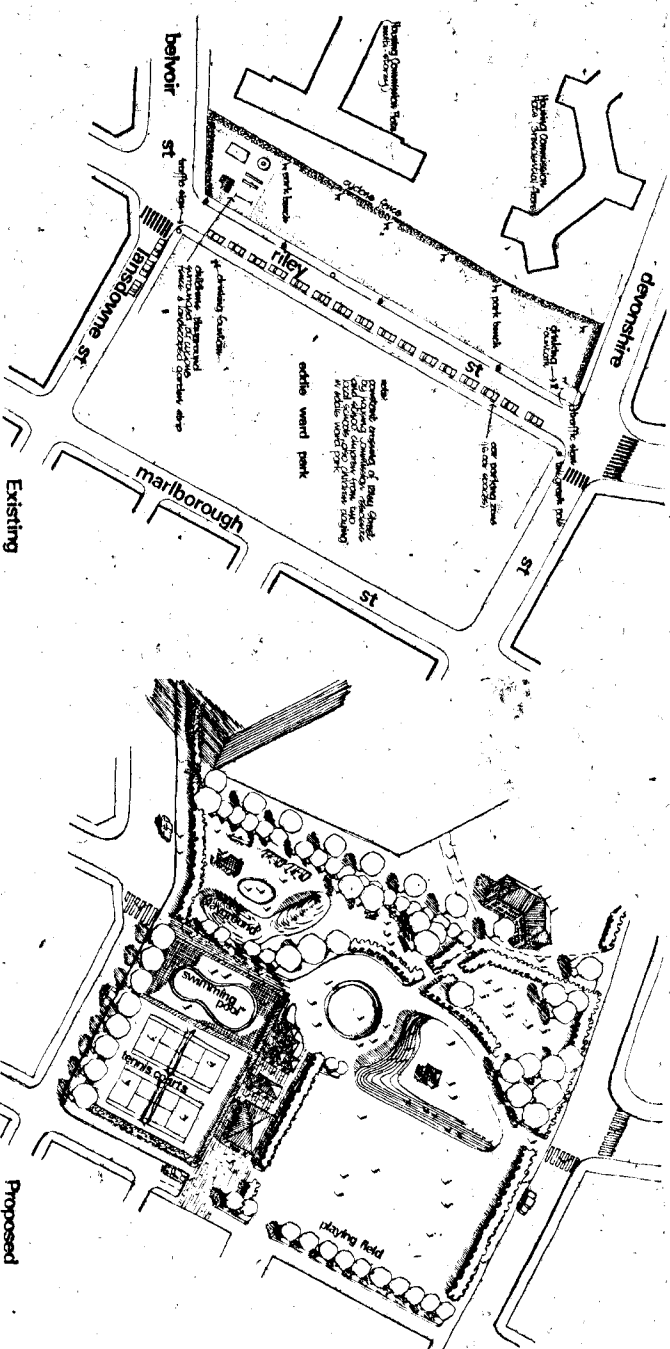
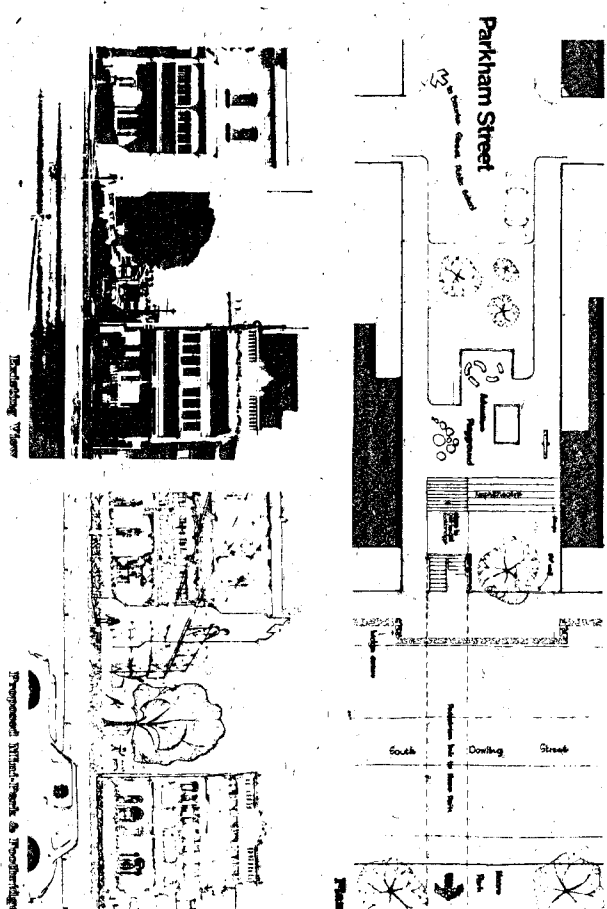


SURRY HILLS RESIDENTIAL PRECINCT OPPORTUNITIES FOR ACTION

There are opportunities to close the ends of roads and create small parks. This can be done where a street doesn't need to carry through traffic.

Council has already resolved to give a high priority to the closure of Parkham Street in the short block adjacent to South Dowling Street, to provide an adventure playground within a landscaped park as well as space for an overhead foot bridge to Moore Park. Parkham Street runs alongside Bourke Street Public School which is short of playing space and recreation facilities.

An opportunity exists to extend the existing treeless Eddie Ward Park by closing Riley Street between Devonshire Street and Landsdowne Street. In this way, Eddie Ward Park would be enlarged and linked to the Housing Commission Flats. The park at the moment is not greatly used. Council's Consultants believe that Eddie Ward Park should be completely redesigned and landscaped, and should provide such facilities as a swimming pool, tennis courts, and adventure playground and lots of trees. It would then be a more useful and active area for Surry Hills as a whole.



HOUSING

If the character of Surry Hills is to be retained in the future, more precise controls for the preservation of terrace houses are needed. This Action Plan indicates that a preservation zoning could be introduced in areas that contain terrace houses worthy of preservation. It has been suggested that there should be some publicly owned terrace houses to provide accommodation for people on low incomes who need to live close to the city.

Land that isn't zoned or purchased for preservation would be available for residential redevelopment. This includes land at present occupied by large industries. However, any redevelopment must be carefully controlled. The aim is to encourage town house development of 2 storeys in height.

This Action Plan will attempt to locate potential sites for a number of small retirement village or pensioner housing projects. Many suitable sites for such projects are presently occupied by non-conforming industrial and commercial uses.

7. INDUSTRIES

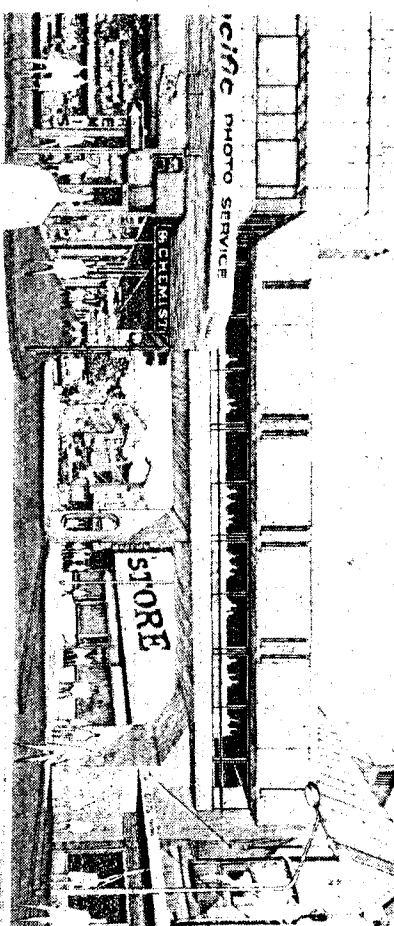
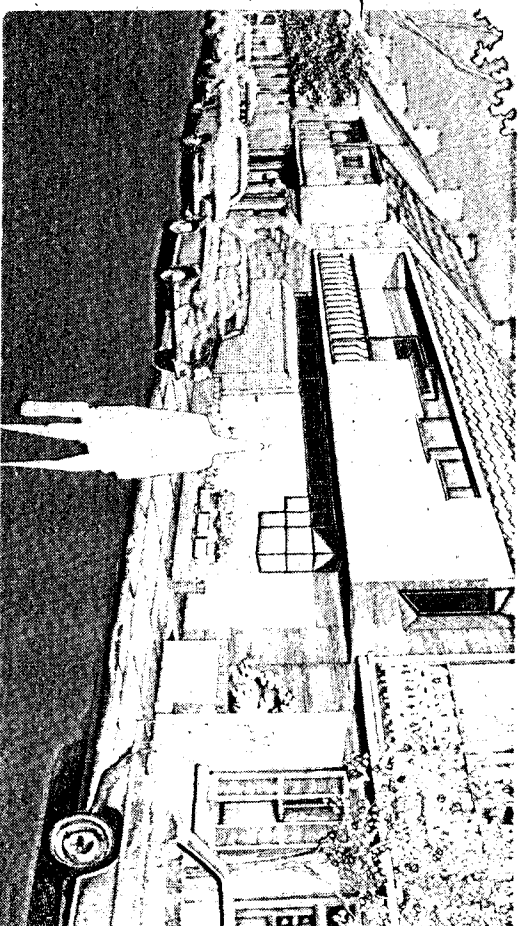
Historically, industries have been a part of the Surry Hills scene for a long time. Some of the larger industries cause noise and pollution in residential streets. If substantial encouragement is given to residential redevelopment of industrial sites, many industries may relocate. The smaller industries that don't cause noise or pollution, or attract much traffic, could be allowed to stay, on the grounds that they offer employment to locals.

8. CORNER SHOPS

Future zoning for the Surry Hills residential Precinct should allow for the continued existence of corner shops, hotels and clubs that occur at various intersections throughout the area, e.g. the corner of Collins and Crown Streets and the corner of Phelps and Bourke Streets.

9. SHOPPING CENTRE

The long gazetted widening of Cleveland Street by the Department of Main Roads will eliminate a number of the shops that serve the area. Last year's questionnaire survey showed that residents wanted more and better local shopping facilities. The area near the corner of Crown and Cleveland Streets could be rezoned to encourage a compact shopping complex to be developed. The shopping complex could be developed on both sides of Cleveland Street and might even be linked with a pedestrian footbridge as shown in the sketch opposite.



SURRY HILLS WEST PRECINCT

Introduction

West Surry Hills provides the place for the growth of a wide variety of uses and activities from residential to industrial. The aim of the Action Plan for West Surry Hills is to try 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. Many of these houses are in a state of disrepair while others are being restored for residential and commercial use. Surry Hills West is also the home and refuge for a wide section of the Australian community — the migrant, the working class man, the pensioner, the homeless man and the student. Planning for this Precinct must take care not to disturb these residents unnecessarily.

In the remainder of the Precinct there has been a growing demand for commercial and factory space. Competition for space has been strongest near Central Railway and along Elizabeth Street.

The terrace houses built in the 1800's were mostly one and two storeys. When industry moved into the area, the development of buildings four storeys high took place. The 1960's saw the overspilling of the office boom from the central City, and some buildings eight storeys high were built in Surry Hills.

Industrial and Commercial Activities

All industrial and commercial businesses in West Surry Hills were sent questionnaires to enable the plan for the future to be based on fact. In the returns from the surveys, over 76% of the firms stated that they intended to remain in their present location. This shows the level of success which Surry Hills achieves in meeting the needs of private enterprise in the area.

West Surry Hills accommodates two large service industries — printing and clothing. Both are tied to the City.

With the exception of a few big firms, a large number of firms are small and dependent on one another for efficient production. Hence, West Surry Hills acts as a breeding ground for a wide range of industries in their early stages of development.

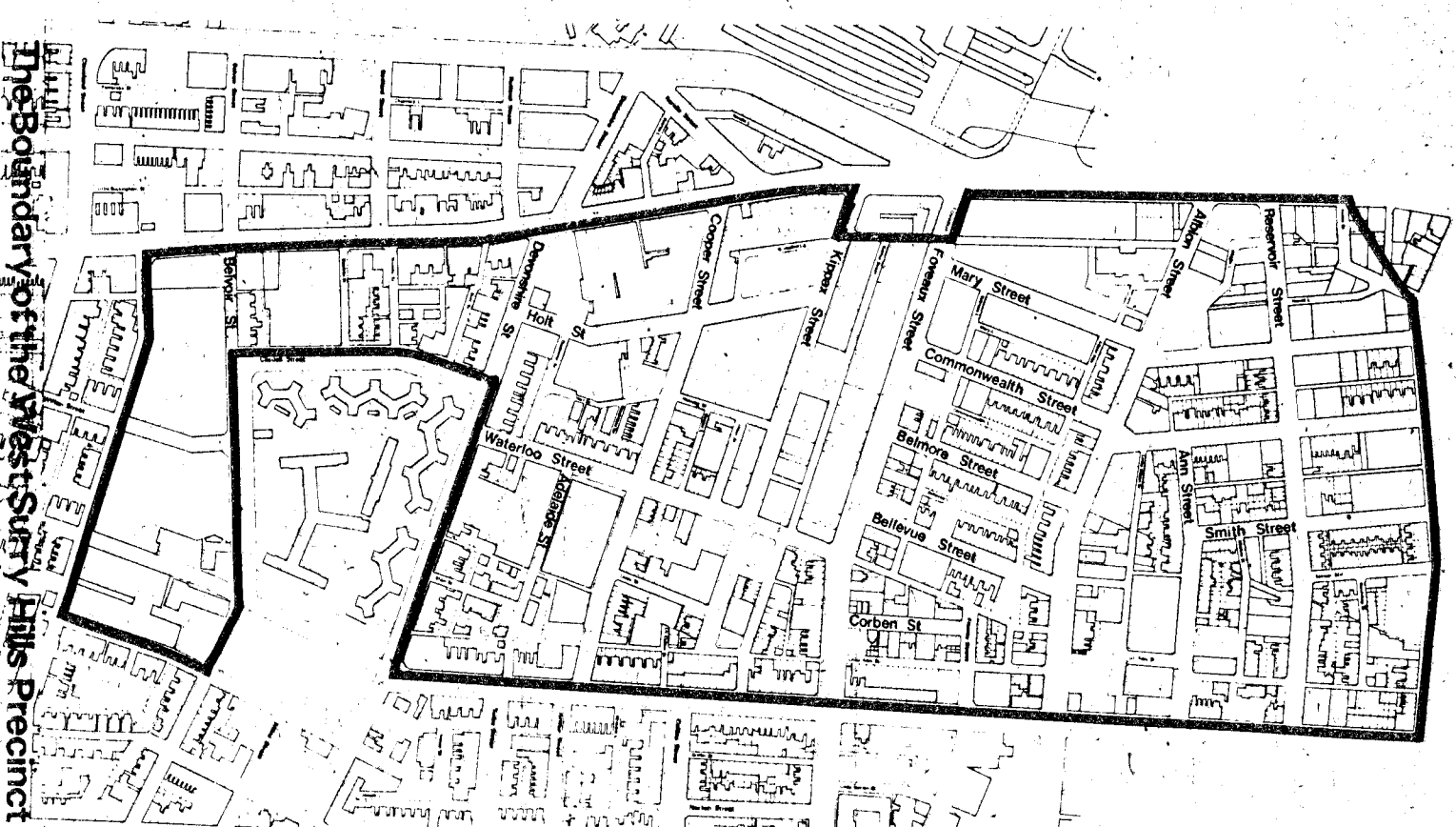
What are the problems in the area

From the public participation surveys that was directed at the residents and business interests together with statistical information and physical surveys of the area, the following problems have been noted:—

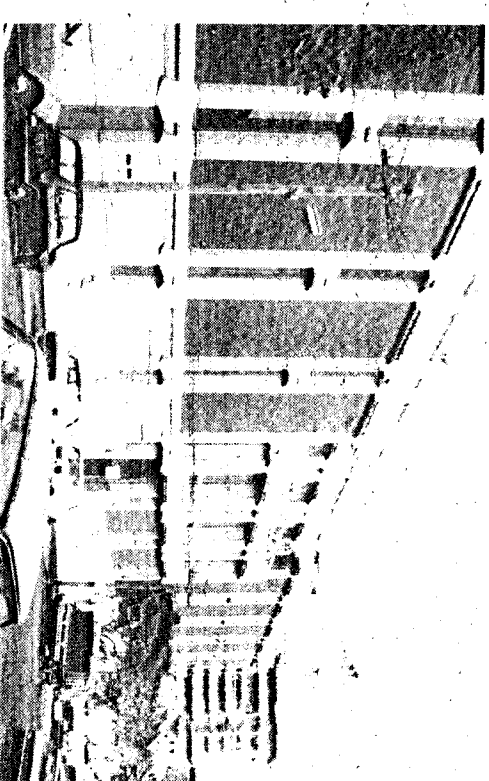
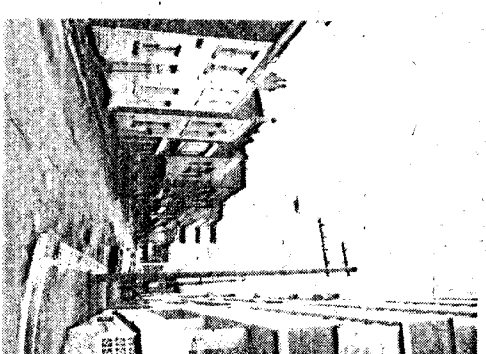
- the inappropriate mixture of uses: high rise offices alongside low rise residential and industrial uses
- the lack of trees, small parks and playgrounds throughout the area
- the displacement of low cost housing
- the displacement of low rent industrial space
- the state of disrepair of buildings throughout the area
- the conflict between moving vehicles, parked cars and pedestrians
- inadequate off street parking and loading facilities
- poor pedestrian connection from the area to Central Railway
- strong east west through traffic movement causes traffic congestion within the area

What are the opportunities for improving the area

- consolidate commercial and industrial development around Central Railway
- expand the residential role of West Surry Hills by rezoning the north eastern part of the Precinct to residential
- some government owned terrace housing to provide accommodation for low income groups
- create additional parks by closing parts of back lanes and creating culs de sac from through streets
- create a pedestrian network which links the major parks with shops, schools and houses within the area
- improve off street parking facilities for workers in industries within the area
- the introduction of residents parking permits
- encourage developers to provide residential accommodation within commercial developments
- ease east west through traffic movement by road widenings on the edge of the Precinct and street closures and footpath widenings within the Precinct



The Boundary of the West Surry Hills Precinct



Corrected Manuscript February 6, 1973

THE 1973-74 REVIEW AND REVISION OF THE
1971 CITY OF SYDNEY STRATEGIC PLAN

An Address given at the Council of the City of Sydney Action Planning Forum Wednesday, November 22, 1972, in the State Office Block Theatre, by Mr George Clarke, a Principal of Clarke Gizzard Planners and Urban Systems Corporation; and Director, City of Sydney Strategic Plan.

MR GEORGE CLARKE :

The Sydney City Council has today given a practical demonstration of the City Planning process in action. That is not a platitude. A wide range of conflicting interests is represented here today in this auditorium. Some of the very real conflicts between these interest groups have begun to appear in the discussion this afternoon.

This Forum today, and in fact, the whole of the Sydney City Council's activities in the city planning field over the last three years, have demonstrated a few things I have learnt over fifteen years in practice. First, city planning is community planning. Planning for and with a community of persons, groups and institutions, is not the straightforward or simple technological or architectonic activity some people think it is. Community planning is in fact a social learning process. One can equally well reverse those terms and say that social planning is a community learning process. The planning process involves the exposing of conflicts of values, and conflicts of interest, and the seeking of consensus on some creative synthesis of a plurality of values and interests. Here today we have representatives of the high activist, very radical, extremely critical, Planning for People Campaign for Surry Hills, and here today we also have Mr Robbins, who is a real estate developer owning properties in Surry Hills, who is also very radical in his criticisms of the delays and frustrations caused by the administration of development control.

One key purpose of a process of this kind is to expose openly these sorts of conflicts, to examine them, to seek to define them, to narrow them down to their essences, and, if possible, to reconcile those of them that prove to be unnecessary conflicts.

Those irreconcilable conflicts which cannot be reconciled through processes in which we merely employed professional planners, consultant or staff, maintain, or attempt to maintain, the thin veneer of civilised behaviour that enables society to change in an orderly fashion, those conflicts which cannot be resolved in processes of discussion, thought and consideration, ultimately go into the political arena where they are decided on the basis of political power.

We professionals here today have perhaps not always tried to exacerbate the conflicts, but have tried to keep what might be called the community planning "primary school" in some kind of order. In August, 1972, the City of Sydney and its citizens completed the second year of an ongoing city planning process, which may be said to have begun with the formal commissioning of work on the first City of Sydney Strategic Plan on August 10, 1970. We professionals, together with the entire Sydney community, are now in what we might call the third year of the City of Sydney primary planning school. Some are fast learners, and to those fast learners here today, we apologise for the perhaps simplified way in which some of the problems have been presented. But some are slow learners, and those we have to look after.

The City Council's new planning process is, to the best of the abilities of Council and its consultants, and within the limits of Council power, systematic, open, cooperative, responsibly independent, and continuous. It's systematic as Alderman Briger said this morning because, in brief, it proceeds from the general to the particular. Council's 1971 Strategic Plan for the City of Sydney determined a flexible, long range strategy (comprising four Objectives, sixteen Policies and 83 Priorities for Action) on the basis of which Council decides its tactics for a particular year and determines the action it will take month by month.

Council's planning processes are open. Today's Forum is one demonstration of that. It provides the maximum possible exposure of planning problems, opportunities and controversies to the media so that public opinion can play a more knowledgeable and effective role in both the shaping and implementation of planning objectives than public opinion has ever been allowed or able to do in the past. Public opinion in the 62 years between the publication of the Report of the 1909 Royal Commission on Sydney, and the publication of the 1971 City of Sydney Strategic Plan, had no opportunity to be knowledgeable, because there was simply no coherent documentation of facts, trends, problems and opportunities in Sydney's central city development.

Council's attitude in planning is cooperative inasmuch as it seeks assistance, guidelines and advice from regional and state authorities. At the same time it is responsibly independent in that it seeks to regain for Council the respect and the support of the public and of other authorities by gradually strengthening Council's own capacities and skills for effective City management and so gradually to reassume responsibilities for City government which have been over the past few decades taken over by ad-hoc bodies and State authorities.

Most important of all, Council's planning processes are continuous in that Council will regularly review and as necessary revise and amend its Objectives, Policies and Priorities, together with its Development Control Codes and Regulations in the light of the feedback of new information, and the reactions of public opinion and other authorities.

Thus, effective management of a complex urban system like the City of Sydney is itself a complex and systematic process. Some balk at the complexity of it, but the process can only be generated by repeated cycles of information, investigation, decision and action, followed by the feed-back of new information regarding the effects of action taken.

The first step in the cycle is the collation and analysis of the kinds of information and the types of investigations summarised in the research and technical sections of the 200 page book of the 1971 City Strategic Plan.

The second step in the work cycle is to establish the City's objectives, policies and priorities for action. This part of the process is what we call 'strategic planning'. The 1971 Strategic Plan for the City of Sydney comprises four closely integrated Objectives, sixteen interrelated Policies, and eighty-three interlocked Priorities for Action.

The third step in the work cycle is the making of decisions and the taking of action to manage, guide and direct development in accord with the adopted objectives, policies and priorities. This part of the process we here call 'action planning' or 'planning in action'.

The fourth step in the work cycle must be to assess the experience gained by planning in action over several years. New information and experience can only be gained through action. On the basis of this new information, the management cycle begins again. Thus, the 1971 City of Sydney Strategic Plan is to be reviewed, and, if necessary, refined and revised as a whole during 1973 and 74.

A contemporary city planner, William Alonso, has summarised today's needs for this approach to planning as follows :-

'... What is needed is continuing planning, which produces every year a plan for the new few years (e. g. action planning), and every few years a plan for the next two or three decades (strategic planning), so that the next steps and the distant goals are known at all times'.

Thus, City planning and management must be understood as a continuing process, because City growth and change is a continuing process. It must regrettably be complex, because the City's people, and their values, problems and needs, are complex. It must be systematic, because the City is a system: action or inertia concerning one physical, social or economic element in the City affects all of the other elements of the urban system.

Thus our steps for the next month or the next year, like converting Martin Place, or streetscape improvements, or building a retirement village in Surry Hills, are parts of a process which is governed by our long term strategy. Similarly, our long term strategy must be reviewed and revised in the light of the results of our short term actions. Now this is an accepted procedure in people's planning of their personal lives, an accepted procedure in the planning of corporate organisations. There is no logical reason why it should not be the accepted procedure for governments at all levels.

Council has resolved to comprehensively review and revise, for publication by mid 1974, the 1971 City of Sydney Strategic Plan. The desirability for this review and revision was foreseen and recommended on page 70 of the 1971 Plan and I refer you to that for a detailed explanation. The 1974 Review, as we see it at the moment, will be conducted in the light of such new factors and subsequent events as the greatly heightened awareness, appreciation and knowledge of urban problems and opportunities not only among the general public but also amongst State government instrumentalities, in the creation of which the 1971 City Strategic Plan has itself been, as was intended, a significant generating force and catalyst. The 1971 City of Sydney Strategic Plan was basically an educational document because the Council cannot move an inch, no elected body of men can move an inch, without the support and sympathetic understanding of public opinion; and they can't move in the right direction until the reason why they should move in that direction is thoroughly explained and understood by their electorate.

That is the answer to those who say the 1971 City of Sydney Strategic Plan was subtle or vague, too general or open-ended.

The second factor is the long term implications of the emerging data and the results of SATS - Sydney Area Transportation Study - to which the 1971 City Strategic Plan was itself an input and which can now in turn receive inputs from SATS.

The third factor is the current oversupply of office space, and the consequent likely amendment or postponement for some years of office projects not yet commenced, which appears already to have affected many proposals, particularly schemes for the Rocks and Woolloomooloo.

The Sydney Cove Redevelopment Authority's plan, which was formally approved by the Cabinet and announced as approved by the Minister for Local Government on February 3, 1971, specified that the Rocks would attract 32,000 workers to a precinct of the City of Sydney which has practically no existing workforce of any sizeable significance. Also in February 1971, State Planning Authority officers confidently predicted that Woolloomooloo would attract a workforce of 80,000 or more people, 15,000 of whom were to be Commonwealth public servants. Also at that time, we had State Government approved plans for the development of the tertiary education complex in Ultimo, to take 60,000 students and in the vicinity of 3 or 4,000 academic staff. We also had State Cabinet blessing on the concept of a major World Trade Centre at Pyrmont, which was never actually costed nor never postulated in any specific detail.

Those government approved projects were enough in themselves to take the workforce of the Sydney CBD to more than 400,000 people. At that time, it was not possible for Council and its consultants to disregard such decisions, approved plans, and statements by other senior authorities. In fact, the Council's consultants did question the magnitude and some of the effects of the above proposals and in the table on page 83 of the 1971 Strategic Plan invited attention to their potential effects within the County Centre Zone and in Action Priority 2 particularly came down strongly against the already approved plans for Woolloomooloo. Action Priority 12F of the 1971 City of Sydney Strategic Plan, adopted by the Council by formal resolution, called for a complete reappraisal of the State Government's approved concept of putting 60,000 students in Ultimo. There's absolutely no doubt about that, there's no doubt about what the Strategic Plan says, and there's no doubt about the Council's attitude to the wisdom of concentrating tertiary education for the whole metropolitan area in that one little Precinct of the City of Sydney. The reappraisal of that concept is the major purpose and objective of the Ultimo Action Plan.

Other factors which will influence the 1974 review include new data, now available to Council's consultants from surveys only recently completed, which indicate that the City office workforce may have actually fallen slightly between 1969 and 1972 and indicate that

Council's lower projected CBD workforce growth rates of between 0.7% and 1.3% per annum are likely to apply at least for the next 8 years. New data is also becoming available from Council's action planning programme and other private and governmental sources, including the 1971 Commonwealth demographic and dwelling Census and the 1969 Commonwealth Economic Census. Other vital factors will be inputs to be requested from the SPA of research data and regional policy guidelines relevant to the City's role in the region, in precise terms and specific detail, rather than the rather generalised statements that were able to be made available to Council during the preparation of the 1971 City Strategic Plan.

Another factor of course will be the possible significance of recent new initiatives of State and National governments regarding public transport, and selective decentralisation to new centres such as Albury-Wodonga, Bathurst-Orange and perhaps elsewhere.

Experience gained in the application of the 1971 Floor Space Ratio and Parking Policies and Codes, and the implications for these policies and codes of the rising standard of floor space used per worker, the growth rate of which some observers put as high as 2.0% per annum, will also be taken into account in the 1974 City of Sydney Strategic Plan.

With the advantages of feed-back from all the specific sources I have so far mentioned and probably others, Council will be able to make the 1974 Strategic Plan a significant advance on the 1971 Mark 1 Model, which was prepared under great difficulties in less than one year.

In reviewing some of those difficulties, it is useful to recall the context of decision making by other authorities within which Council was striving to work during the first half of 1971.

During 1968-70, the SPA had sought but failed to achieve governmental, professional, public or Council acceptance of a simple FSR formula proposed for the whole of the County Centre Zone, of relatively easy-to-earn FSR Bonuses which would allow a Maximum FSR of 12 on a Basic FSR of 6. However, the SPA's 1969 Woolloomooloo Plan, which was able to give untrammelled expression to the SPA's central city planning concepts and techniques, had been accepted by the outgoing City Commissioners. This Plan had been subsequently supported by the newly elected City Council, which determined to assist the SPA in its implementation. Council believed, as a matter of basic principle, that the planning efforts of other authorities should be supported, and that every effort should be made to maintain public confidence in this initial "action plan".

The Council accepted the impending gazettal of the City of Sydney Statutory Planning Scheme, which had been finalised by the SPA under the direction of the Minister, without any significant participation by the new Council. The pre-printed Scheme Map zoned 540 acres as "County Centre", within which virtually any use was to be permissible. The final Draft Ordinance had been amended to permit office buildings in the additional areas zoned "Light Industrial".

As I have already stressed, on February 3, 1971, the Minister for Local Government announced the Government's adoption and approval of the Sydney Cove Redevelopment Authority's Plan for the Rocks area, which provided for an addition to the CBD workforce of 32,000. In February, 1971, SPA officers predicted a workforce in the order of 80,000 or more for Woolloomooloo. This estimate was confirmed by the calculations set out in the Table on page 83 of the 1971 CSP, which showed that with an average overall FSR of 8 to 10, as permitted under the SPA Plan, Woolloomooloo could contain a workforce of 80,000 to 100,000.

Also in February, 1971, SATS advised the Council and its Consultants that SATS had adopted CBD workforce estimates of a low of 380,000 and a high of 530,000 for the year 2000, as alternative "dispersed" and "centralised" regional employment distribution projections.

Thus, the new Council, in preparing its 1971 City Strategic Plan, was confronted by a number of "faits accomplis" :-

- a) The to-be-gazetted County Centre Zone was larger than the CBD;
- b) The final draft Ordinance permitted office buildings in Light Industrial Zones;
- c) The SPA had failed to achieve acceptance of a single FSR formula for the County Centre as a whole, which set a Basic FSR of 6 with relatively simple Bonuses giving a Maximum FSR of 12;
- d) The SPA Plan for Woolloomooloo permitted a "Maximum" FSR of 10, with provision for this being exceeded in "special locations and circumstances". The future Woolloomooloo workforce was consistently projected by independent calculations to be in the order of 80,000;

- e) The Rocks Scheme, with a projected workforce of 32,000, had been approved;
- f) Government plans had been approved in principle for a Tertiary Education Complex in Ultimo projected to cater for up to 60,000 students, and Cabinet had announced support for a major World Trade Centre at Pyrmont;
- g) Even if the then estimated CBD workforce of 230,000 to 240,000 within the then existing CBD were assumed to remain stagnant, the additional workforce planned for two sub-areas alone - the Rocks and Woolloomooloo - would bring the future total to 340,000 or 360,000 to which would need to be added other increases likely to result from other decisions concerning, e. g. Light Industrial Zones, the development of the Ultimo Education Complex and a possible future World Trade Centre.

In the light of the situation described above, the 1971 City Strategic Plan assumed and warned that there was a contingent possibility that the CBD workforce could, not would, grow to the order of 360,000 to 400,000 by the year 2000, and that in view of this possibility, the City Council and the public should recognise the need for strong planning measures within the City such as were proposed in the other parts of the Strategic Plan. This assumed that the proportion of the Region's workforce in the CBD would continue to fall - from 34% in 1947 and 21% in 1966, to about 15% by the year 2000.

The Council's estimate of workforce contingencies published in the 1971 CSP were, in fact, conservative, in view of the possible effects of the decisions and actions of other authorities. In view of those decisions and actions, BOMA urged Council's Consultants to plan for a future CBD workforce of 600,000. At the time the 1971 CSP was published in July, 1971, the figure of 360,000 was the lowest estimate of possible future City CBD-type workforce that had ever been made by any authority or consultant.

The 1971 CSP called for a strongly rail oriented linear Central Business District (See Action Priority 2B on pp 82 to 84), concentrated along the traditional and firmly established north-south spine, with extensive pedestrianisation in the core and parking on the fringe. It was envisaged that this linear spine would extend from Circular Quay to Central Railway, and that it would possibly continue along the Railway to Redfern Station. This spine CBD is readily accessible to and from railway stations serving all rail lines radiating from the City.

This concept is consistent with the SPA's 1968 Sydney Region Outline Plan principle of "linear extension along communications corridors with high intensity activities, such as commercial and industrial centres, and universities, located on the rail system where possible". It was on this basis that Council's Consultants recommended against extensive office development to the east in the Woolloomooloo basin which is cut off from the CBD by the Domain, and which will have rail access from one line only. However, since large-scale office development then seemed certain in that basin, the 1971 CSP warned in a bold-typeface note on page 49, that "Any significant growth of offices within the City, but outside the Central Spine Business District, will be at the expense of the CBD". In other words, future City CBD-type workforce would not grow beyond the estimated maximum contingency. Eventually, it would either be concentrated within the lineal Central Spine, in accordance with the recommended strategy, or else dispersed or scattered at a lower average density over a much wider area of the City - including the rest of the 540 acre Statutory "County Centre" Zone and the Industrial Zones.

In our work for the 1974 City Strategic Plan, we will be reviewing not only these but all the other policies of the 1971 Plan in order to test their validity, and if they are in any way found wanting, we will have no hesitation in revising them.

Many of the Action Priorities of the 1971 City Strategic Plan have already been wholly or significantly implemented by the Council acting alone.

The implementation of others, particularly those under Policy 5 on Public Transport, are now beginning to be implemented by the National and State Governments. The State Government has established the NSW Public Transport Commission, the purposes and functions of which have been defined by the Government and by the new Commissioners in the same terms as the Strategic Plan's Policy No. 5 and Action Priority 5B under that Policy.

Action Priority 4D of the 1971 City Strategic Plan, which dealt with the need for longer term capital investment budgeting in the public sector, called upon the Commonwealth Government to recognise that there is a major need for increased investment in city transportation facilities. It is heartening that this appears now to be well recognised in Commonwealth circles.

There are, nevertheless, a number of Action Priorities of the 1971 Plan which have not yet been implemented, although a start has been made on some of them. One such example is provision of retirement villages within the City. The Council has recently acquired a site for elderly people's housing in Surry Hills, and is proceeding with the planning and design of the project.

Much can still be done to prosecute the Policies and Action Priorities under the third and fourth Objectives of the Plan - those of "DIVERSITY" and "ENVIRONMENT". Policies under the Diversity Objective deal with Residential Life (Policy 9), Retailing and Tourism (Policy 10), Community Services (Policy 11), and Leisure and Learning (Policy 12). Policies under the Environment Objective deal with Preservation (Policy 13), Urban Design (Policy 14), Open Space (Policy 15) and Pollution Control (Policy 16).

I believe that with every month that passes, pursuit of the "Diversity" and "Environment" Objectives is assuming greater importance and is proceeding more vigorously. This is evidenced by much of the Council's recent work, and particularly by the Action Plans presented here today.

It may be expected that the 1974 Strategic Plan, and the new Action Priorities it will set, will reflect this emphasis on the quality and diversity of living and being in the City of Sydney.
