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1974 CITY OF SYDNEY STRATEGIC PLAN

PAPERS TABLED AT THE FIFTH MEETING OF THE 1973/74
REVIEW COMMITTEE, held in the Town Hall on Wednesday,
February 13, 1974.

URBAN SYSTEMS CORPORATION PTY LIMITED

1974 CITY OF SYDNEY STRATEGIC PLAN

PAPERS TABLED AT THE FIFTH MEETING OF THE 1973/74
REVIEW COMMITTEE, held in the Town Hall on Wednesday,
February 13, 1974.

- a 1. Draft for the Chairman, Alderman Andrew Briger
- b 2. Alternative Future Employment Bases for the City of
Sydney to the year 1985, incorporating Statement of
Assumptions and Data Sources - Revised and Supplemented
- c 3. Implications of Possible Alternative Futures for the City
- d 4. ^{Development} Emerging Patterns in the City and their Implications for
the Review ⁽¹⁹⁶⁶⁻¹⁹⁷³⁾
- e 5. Residential Life in the City of Sydney
- f 6. Inner City Movement Systems
- g 7. ^{Summary} Revisions to Parking Control Code
- h 8. Completely revised Parking Control Code.

13.2.74

Draft for the Chairman, Alderman Andrew Briger

Policy 1 - Administration and Policy 4 - Finance, of the Strategic Plan are vital and basic to all the rest of the Plan. They will set policies and priorities for action in Council's intra-governmental relations with other authorities, and particularly, in matters of the entire internal administration of the Council, involving the co-ordination of the work of all Departments in the work of pursuing the Council's overall policies and priorities.

It is therefore desirable that the retiring Town Clerk, the Town Clerk-elect, the Deputy Town Clerk and each Head of Department should actively participate in drawing up the statements of Policies and of Priorities for Action for Council's 1974 Strategic Plan. It is to be expected that Council will adopt, as it did in 1971, the 1974 Plan as a formal expression of Council's policies and priorities, to be adhered to by all Departments.

It is therefore proposed that the (Lord Mayor) (this Committee) (the Chairman of this Committee) request Mr. Leon Carter to arrange for the organisation of this participation and that the Town Clerk, Deputy Town Clerk Joss, and each Head of Department be formally requested to give their personal attention and co-operation to the drawing up of a draft re-statement of Policies 1 and 4 and re-definition of the Priorities for Action thereunder.

REVISED AND SUPPLEMENTED AT 12.2.74

THE 1974 CITY OF SYDNEY STRATEGIC PLAN

ALTERNATIVE FUTURE EMPLOYMENT BASES FOR THE CITY OF SYDNEY TO THE YEAR 1985, INCORPORATING STATEMENT OF ASSUMPTIONS AND DATA SOURCES

Report to the Fifth Meeting of the 1973/74 Review
Committee, Town Hall, February 13th, 1974

As part of the 1973/74 Review and Revision of the 1971 City of Sydney Strategic Plan, the Consultants have been requested to formulate three possible 'alternative futures' for the City based upon different transportation and land use considerations. In formulating these possible futures, the Consultants have adopted a particular philosophy and methodology. The steps in the analysis have been previously conveyed to the Committee (Third Meeting, November 14, 1973).

The metropolitan area is a complex organism with many different parts in some way affecting, and dependent on, other parts. The metropolitan area is dynamic, in a state of constant change being affected by action and reaction. It is stimulated and controlled from both within its own borders and also from outside. The City of Sydney forms one part, one nucleus, of this complex organism. It is not possible to understand, and particularly to forecast or predict what might happen to this one part, without attempting to obtain some understanding of the way in which the whole is stimulated and controlled. The City of Sydney does not function independently of its metropolitan area - it is not an island. It plays a particular role and provides services essential to the functioning of the metropolitan region, the State and the nation. The functions it performs change with the changing needs and demands of its sphere of influence. Policy makers at the federal, state - at every

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level - are making decisions which will affect the growth and character of the City. Consequently, in any analysis of the future potential growth and character of the City an understanding of the wider issues is required.

It is not the aim of this report to discuss in detail all the wider policy issues at a national and state level which could possibly affect the growth and functioning of the City. However, let us illustrate the point by saying that policies related to national population goals in both number and in distribution affect possible population projections or forecasts for the Sydney metropolitan area. Those population levels will then affect the rate of growth of the workforce in total, they will affect and restrain or provide opportunity for the growth of the market. They will, therefore, affect both supply and demand for a whole range of goods and services. These in turn then provide broad parameters, or constraints, within which the growth of the metropolitan area and, within that, the City of Sydney will be effected.

The general policy in determining these three futures for the City has been to work from the general (or metropolitan) trend to the particular (or City) trend. We have also recognised that each of the functions of the City, within the City and between the various parts of the City and its metropolitan area, are interdependent and that restrictions and controls in one area of the City may provide opportunities for development or restrict development in some other part - that economic activities are closely linked, each one depending to some extent on the services provided by another. The economic life in a sophisticated metropolitan area is finely attuned to this development of specialisations and dependencies and, in postulating the three possible futures for the City, we have carefully tried to understand and allow for these inter-dependencies of activities and functions.

The following discussion of the method which we have pursued should illustrate the way in which this philosophy has been carried through.

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Because of its singular importance to planning for the City, we have placed special emphasis on the key role of office employment within the City of Sydney. Office employment is the largest employing economic activity and is the major economic investment within the City boundaries. The nature and futures for most other economic activities within the City are either closely linked to, or dependent upon, the growth of the office workforce. Consequently it is on the future for office employment growth that we have placed greatest emphasis.

Assumptions Relating to Population and Workforce in the Sydney Region

In considering the future office employment potential of the City we have started our research and analysis at the national scale. The following steps have been undertaken:-

We have examined population projections for Australia to beyond 1985 because the total population of the nation is a first parameter affecting development.

This population generates demands for services and has a finite capacity within fairly narrow margins for supplying productive capacity. For example, within fairly narrow constraints the proportion of the population that is likely to be in the workforce will be approximately 42%.

The proportion of that workforce that is likely to be employed in white collar occupations has been changing slowly over time and although not absolutely predictable is still only likely to vary within fairly narrow parameters.

The distribution of this workforce between government and private enterprise has also varied within only narrow margins and there are statistics from the censuses which provide us with guidelines.

Similar information is also available on a metropolitan scale and from this information we are able to obtain upper, lower

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and preferred estimates of the likely white collar workforce within the Sydney metropolitan area at a given point in time. Our analysis for forecasting, however, has been generally based on the year 1985.

- (i) In examining these matters, we have assumed that population trends in local government areas in the Sydney region will generally follow the projections prepared by the State Planning Authority in May, 1971. They have been reviewed in the light of the 1971 Census.
- (ii) We have also assumed that workforce participation rates within the Sydney Region and office oriented workforce proportions for 1985 will generally follow 1961-1966 linear trends, but with some slight modifications.

Within the general capacity of the population to supply a white collar workforce within the metropolitan area we have then sought to determine what proportion of that white collar workforce within the metropolitan area will work in office buildings. Studies conducted for the report purchased by Council, "The Sydney Metropolitan Office Space Market, 1972-1980", indicated that there appeared to be a predictable relationship between the number of white collar workers employed in a local area, for example Blacktown, and the number of craft or related jobs in that area.

As the distribution of manufacturing employment in the metropolitan area can be determined from published statistics it is possible to forecast the number of white collar jobs that will be provided in a certain area in factories, retailing establishments, hospitals, education establishments and related local office functions. The remaining white collar workers resident in that area then forms the potential white collar workforce that could be expected to be available for employment in office buildings of a central office function type.

Some of these central office function jobs are provided in the central business district, elsewhere within the City of Sydney,

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in North Sydney and in other regional or district commercial centres but by this mechanism we are able to determine within fairly narrow limits the reservoir or pool of labour that will be available for work in offices somewhere within the metropolitan area.

(iii) Estimating equations for the total number of non-central function office jobs available in factories, schools, hospitals and local businesses in each local government area (number of office workers resident in each local government area in 1966 and number of craft jobs available in local government area, regressed on the number of office jobs in each local government area excluding those with substantial central function office employment) can be modified to estimate 1985 totals by assuming that:-

1. non-central office jobs will grow at the same rate as total office jobs;
2. the ratio of craft jobs to all office jobs will decline along 1961-69 linear trends.

(iv) The increase between 1971 and 1985 in 'surplus' office workforce (the difference between total office workforce resident in an area and 'non-central function' office workforce), is an estimation of the number of additional office workers in an area who could be employed in 'central function' office jobs.

In considering the three possible futures and linking them to potential transportation proposals we have examined the geographical distribution of the availability of central function office workers. It is interesting to note that the availability of, or reservoir, or pool of this workforce is unevenly distributed in various parts of the metropolitan area with such areas as the inner western suburbs showing a declining ability to supply workforce, whereas other areas (e.g. Baulkham Hills and Sutherland) will provide a great potential pool of labour. So, we have examined the residential location of the office oriented workforce, the non-central function office jobs that are available and, therefore, the available surplus office workers for the years 1961, 1966, 1971 and 1985.

Although government services have generally or traditionally been concentrated in the central area, there are very strong pressures for the encouragement of their dispersal in selected locations within the metropolitan area. There are also, of course, pressures for their dispersal to system cities and to regional growth centres outside the metropolitan area but this has been considered earlier within the wider metropolitan context. However, in examining the potential locations of this workforce, we have investigated the location of the supply of space and we have been able to quantify the amount of space available in each significant location throughout the metropolitan area.

- (v) Therefore, working from a 1971 S.A.T.S. base total, central function office workforce can be determined through utilising projected supply/demand for office space in any area within the Sydney region and prescribed space standards and vacancy factors.

Assumptions Relating to the City of Sydney

Following the metropolitan region analysis, examination of the City of Sydney has been undertaken and particular assumptions have been made upon which the statistical analysis rests:-

- (i) Analysis of office workforce in the City of Sydney has been based on:-
 - (a) Figures relating to total office workforce (excluding clergy, teachers, etc.) within the City of Sydney in 1971, its composition and distribution, are based on S.A.T.S. in-home interview survey results.
 - (b) All non-central office function jobs within the City of Sydney are located outside the CBD.
 - (c) All office workers travelling to the City of Sydney from the Central Coast, Blue Mountains and South Coast are central-type office workers and the proportion of these workers working in the CBD in 1971 is the same as for 1966 for

which a distribution is available from journey to work statistics (S.A.T.S. does not embrace these areas).

(ii) Analysis of non-office workforce in the City of Sydney has been based on:-

- (a) Total non-office workforce, its composition and distribution in 1971, is based on the S.A.T.S. in-home interview survey results.
- (b) Non-office workforce composition and distribution in 1985 are determined as follows -

Craftsmen

- Employment in the City of Sydney will continue to decrease at an average rate of approximately 1,000 per annum.
- The workplace distribution of craft workers in 1985 between the CBD and remainder of the City of Sydney will be the same as for 1971.
- The residential distribution will be the same as for 1971.

Retail workers

An examination of statistics available from The Censuses of Retail Establishments, statistics available from individual surveys conducted by the Consultants for particular developments in various parts of the metropolitan area, and related data have indicated that the relative importance of the City as a shopping place for residents of the metropolitan area is declining. This is not to say that retail sales within the CBD will not continue to increase but that the relative importance is declining. Many of the specialty and department store functions that twenty years ago were supplied only by the City of Sydney are now provided in most suburban areas. Consequently, we believe that although the City will remain an important place for shopping by residents in surrounding local government areas such as Marrickville, Leichhardt and Woollahra, the

proportion of sales that it will attract from suburban areas will continue to decline. Given this lower rate of market penetration and the stabilisation or decline in the populations in the near Sydney area, we believe that future retail growth within the City centre will be primarily dependent upon growth of the office workforce. Elsewhere, it will substantially depend upon the growth of employment and other activities within those areas. Studies conducted in detailed interview surveys with over 800 city workers which examined in depth their retail habits and expenditure habits indicated that each average worker in the City generates about \$860 of retail sales per annum within the City. That is, for every additional 1,000 workers in the CBD there will be no less than \$860,000 per annum additional retail sales available to City stores and service establishments. Therefore, in examining the demands for the retail sector we have proceeded on the basis of forecasting the workforce, applying this expenditure estimate to determine sales potential and then applying turnover statistics per square foot of retail space to suggest likely floor space demands resulting from increases in the workforce.

. An additional retail worker will be required for each \$60,000 annual expenditure generated from increasing office workforce and one less worker for each \$120,000 reduction in expenditure from decreasing craft workforce in the CBD. Average annual retail expenditure in 1972 by each office worker was \$860 (Plant Location International survey) and we estimate that this could be approximately \$430 per annum for each craft worker.

Decrease in retail sales, and thus retail workforce, in proportion to the loss of residential population plus half the expected decrease in retail workforce less half the increase in office workforce in the remainder of the City of Sydney.

Clergy and Teachers

It is assumed that they will decline in number in proportion to population decrease in the remainder of the City of Sydney but will remain a constant number in the CBD.

Other Workers including Nurses, Artists and Entertainers

It is assumed that they will remain a constant number throughout the City of Sydney.

Assumptions Relation to Office Supply and Employment Standards

As indicated to Council at another time there is an oversupply of office space within the central city but this is a market trend in a number of other parts of the metropolitan area also. However, given the massive investment in new office buildings, we have assumed that:-

- (i) For financial and other reasons the equal of all new buildings that have commenced construction within the central business district will be occupied by 1985. This suggests that large parts of a number of the older buildings in obsolete or outmoded condition will be vacated and that most vacancy will in fact occur in those buildings.
- (ii) Few buildings in addition to the projects already commenced will be marketed before 1985 although we have taken into consideration in this analysis any known firm proposals that appear to have a strong likelihood of completion within the forecast period.

Therefore, this assumption about supply and its occupation provides us with a very important parameter for our forecasts of the future.

A great deal of the City's future is already committed. The decisions that have been made during the last two, three, four or five years, very much set the parameters, or the

limits of growth, for the following decade. The decisions that are made during the first half of this decade will affect and limit the growth during the first half of the next decade. Therefore, despite changes in policies, despite decisions to develop public works and despite policy decisions to disperse office activities, a great deal of the future is already in fact decided and committed.

The assumptions which have been used in relation to space standards per employee have been derived from the office space field survey conducted in 1971 by Plant Location International and the employment statistics produced by S.A.T.S. for that year. Because of the possible under-estimation of total office workforce of 5% by S.A.T.S., the existing space standards derived are likely to over-estimate actual space per worker by 5%.

The office space supply and obsolescence data for the CBD are set out in TABLE 6. The estimations of employment standards are set out in the particular assumptions relating to the three alternatives.

Assumptions Relating to the Residential Location of the City of Sydney Workforce.

Assumptions utilized in projecting the residential location of City of Sydney central type office workforce are outlined in the section dealing with particular assumptions relating to the three alternate futures.

It is assumed that the residential distribution of non central office workers and clergy, teachers, artists etc. in 1985 will be similar to the distribution of City of Sydney white collar workers in 1971.

Non office workers in the City of Sydney are assumed to be distributed in 1985 in the same way as they were in 1971.

Particular Assumptions Relating to the Three Alternative Futures.

Maximum Dispersion 1985

- Office buildings already committed will be completed and tenanted by 1985 (5% casual vacancy).
- Further additions to the office space stock for completion prior to 1985 will not be permitted.
- All obsolete buildings will be vacated (even if not demolished).
- Average office space per worker in 1985 will be 180 sq.ft. (net) in the City of Sydney, except for the retail sector where it will be 150 sq.ft.
- Other Metropolitan area office space centres will proportionally increase their 1971 penetration rates of total central office workforce in each sector.
- The City of Sydney will accommodate the balance of central type office workforce from each sector until the projected office space in these centres is occupied.

Preferred Distribution 1985

- Office Buildings already committed will be completed and tenanted by 1985 (5% casual vacancy).
- Limited further additions to the office stock prior to 1985 will be permitted.
- Additions to the stock will be limited to 3,375 sq.ft. net in the CBD (180 sq.ft./office worker; 5% casual vacancy; provision for demolition of space based on 4 sq.ft. lost for each 10ft. provided, based on estimates relating to buildings currently under construction in the CBD).
- Additions to the stock will be limited to 816,500 sq.ft. (net) in the remainder of the City of Sydney (180 sq.ft./office worker; 5% casual vacancy; no provision for demolition).
- All obsolete buildings will be vacated (even if not demolished).
- Average office space per worker in 1985 will be 180 sq.ft. (net) in the City of Sydney, except for the retail sector where it will be 150 sq.ft.
- The City of Sydney will maintain its 1971 penetration rate of total central office workforce in each sector.

Maximum Concentration 1985

✓ Buildings already committed in the City of Sydney will be completed and tenanted by 1985 (5% casual vacancy).

✓ Further additions to the office stock prior to 1985 will be permitted.

✓ Further development of office space in North Sydney, Parramatta, Chatswood and other suburban centres will be discouraged.

✓ Committed projects in office areas outside the City of Sydney will be completed and tenanted (5% casual vacancy) except office space in North Sydney which will be 50% unoccupied since rental differentials between the City and North Sydney will be very significantly decreased, and access continue to be poor. The balance of the available central-type workforce will be accommodated in the City of Sydney.

✓ Distribution of central-type office workers between the CBD and Remainder of the City of Sydney will be the same as for the preferred alternative.

✓ All obsolete buildings will be vacated (even if not demolished).

✓ Average office space per worker in 1985 will be 180 sq.ft. (net) in the City of Sydney, except for the retail sector where it will be 150 sq.ft.

• Other Metropolitan area office space centres will proportionally increase their 1971 penetration rates of total central^{-type} office workforce in each sector until the committed office space in these centres is occupied. The City of Sydney will accommodate all of the balance of the total central function type office workforce..

Explanation of Variation of Preferred Alternative Workforce
Projections from ~~S.A.T.S.~~ Projections *by the Sydney Area Transportation Study.*

for It should be noted that the S.A.T.S. workforce projections to the year 2000 are anticipated to be substantially achieved, on the basis of the consultant's estimates, by the year 1985. *By way of explanation* *of* the apparent discrepancy *the following points should be made:-*

- all state this sentence, except change for to of*
- *National* ~~the~~ federal and state policies *is* of ~~urban~~ *new* dispersal and ~~regional~~ city development *and programs* *regional deconcentration* should be operative and affecting traditional development trends by 1985.
 - There are likely to be net shifts in the character of the CBD workforce by that time suggesting a higher executive and lower clerical proportion of the CBD workforce, possibly consuming space at lower densities.
 - ~~the~~ Topographic and other physical capacity constraints are likely to become increasingly important and reduce potential numerical workforce growth.

These type of influences are expected to stabilize the number of workers in the CBD at or about the projected level suggested by S.A.T.S. in the year 2000. This should not be taken to infer however that new office space will not be constructed after 1985 - further development being required to accommodate new technologies, changing standards and replacement of obsolescent space.

Explanation of the discrepancy between the 1971 S.A.T.S. workforce figures and those used in these analyses are found in differences in CBD-CSA boundaries and differences between S.A.T.S. figures and Comstat figures for 1971.

SYDNEY CBD AND CITY OF SYDNEY, 1985 WORKFORCE PROJECTIONS, MAXIMUM DISPERSION ASSUMPTION

Occupation	CBD	1971 Balance of C.of S	C.of S.	CBD	1985 Balance of C.of S	C.of S.	CBD	1971-1985 Balance of C.of S	C.of S.
Central function office	139,220	30,640	169,860	162,760	37,640	200,400	23,540	7,000	30,540
Non-central office	-	4,600	4,600	-	3,170	3,170	-	-1,430	-1,430
Teachers, clergy, etc.	4,280	9,020	13,300	4,280	7,510	11,790	-	-1,510	-1,510
Craftsmen	22,810	36,430	59,240	17,330	27,690	45,020	-5,480	-8,740	-14,220
Retail	29,610	15,140	44,750	29,910	13,510	43,420	300	-1,630	-1,330
Other	10,180	11,020	21,200	10,180	11,020	21,200	-	-	-
Total	206,100	106,850	312,950	224,460	100,540	325,000	18,360	-6,310	12,050

SYDNEY CBD AND CITY OF SYDNEY, 1985 WORKFORCE PROJECTIONS, MAXIMUM DISPERSION ASSUMPTION

Occupation	CBD	1971 Balance of C.of S	C.of S.	CBD	1985 Balance of C.of S	C.of S.	CBD	1971-1985 Balance of C.of S	C.of S.
Central function office	139,220	30,640	169,860	162,760	37,640	200,400	23,540	7,000	30,540
Non-central office	-	4,600	4,600	-	3,170	3,170	-	-1,430	-1,430
Teachers, clergy, etc.	4,280	9,020	13,300	4,280	7,510	11,790	-	-1,510	-1,510
Craftsmen	22,810	36,430	59,240	17,330	27,690	45,020	-5,480	-8,740	-14,220
Retail	29,610	15,140	44,750	29,910	13,510	43,420	300	-1,630	-1,330
Other	10,180	11,020	21,200	10,180	11,020	21,200	-	-	-
Total	206,100	106,850	312,950	224,460	100,540	325,000	18,360	-6,310	12,050

SYDNEY CBD AND CITY OF SYDNEY, 1985 WORKFORCE PROJECTIONS, PREFERRED DISTRIBUTION

Occupation	1971			1985			1971-1985		
	CBD	Remainder	C.of S.	CBD	Remainder	C.of S.	CBD	Remainder	C.of S.
Central function office	139,220	30,640	169,860	174,920	40,420	215,340	35,700	9,780	45,480
Non-central office function	-	4,600	4,600	-	3,170	3,170	-	-1,430	-1,430
Teachers, clergy etc.	4,280	9,020	13,300	4,280	7,510	11,790	-	-1,510	-1,510
Craftsmen	22,810	36,430	59,240	17,330	27,690	45,020	-5,480	-8,740	-14,220
Retail	29,610	15,140	44,750	30,020	13,630	43,650	410	-1,510	-1,100
Other	10,180	11,020	21,200	10,180	11,020	21,200	-	-	-
Total	206,100	106,850	312,950	236,730	103,440	340,170	30,630	-3,410	27,220

SYDNEY C.B.D. AND CITY OF SYDNEY, 1985 WORKFORCE PROJECTIONS, MAXIMUM CONCENTRATION ASSUMPTION

Occupation	CBD	1971 Remainder of C.of S	City of Sydney	CBD	1985 Remainder of C.of S	City of Sydney	CBD	1971-1985 Remainder of C.of S	City of Sydney
Central function office	139,220	30,640	169,860	186,070	43,080	229,150	46,850	12,440	59,290
Non-central function office	-	4,600	4,600	-	3,170	3,170	-	-1,430	-1,430
Teachers, clergy, etc.	4,280	9,020	13,300	4,280	7,510	11,790	-	-1,510	-1,510
Craftsmen	22,810	36,430	59,240	17,330	27,690	45,020	-5,480	-8,740	-14,220
Retail	29,610	15,140	44,750	30,280	13,740	44,020	670	-1,400	-730
Other	10,180	11,020	21,200	10,180	11,020	21,200	-	-	-
TOTAL	206,100	106,850	312,950	248,140	106,210	354,350	42,040	-640	41,400

TABLE : CITY OF SYDNEY, PROJECTED RESIDENCE OF WORKFORCE 1985 : MAXIMUM DISPERSION ASSUMPTION

Residence	O c c u p a t i o n							
	Central Function Office		Teacher, Clergy, etc. Non Central		Non Office		Total	
	No.	%	No.	%	No.	%	No.	%
North East	19,028	9.5	1,541	10.3	5,372	4.9	25,941	8.0
North	37,952	19.0	2,633	17.6	7,236	6.6	47,821	14.7
North West	4,847	2.4	194	1.3	658	0.6	5,699	1.8
West	30,135	15.0	1,646	11.0	13,376	12.2	45,157	13.9
South West	3,525	1.8	75	0.5	329	0.3	3,929	1.2
South	16,930	8.4	748	5.0	3,947	3.6	21,625	6.7
East	32,137	16.0	2,513	16.8	18,529	16.9	53,179	16.4
Inner	8,477	4.2	1,466	9.8	28,287	25.8	38,230	11.8
Inner South Western	11,273	5.6	1,227	8.2	11,293	10.3	23,793	7.3
Inner Western	7,751	3.9	883	5.9	8,552	7.8	17,186	5.3
Inner Southern	12,330	6.2	1,107	7.4	7,675	7.0	21,112	6.5
Inner North Western	10,823	5.4	927	6.2	4,386	4.0	16,136	4.9
Central Coast	1,970	1.0					1,970	0.5
Blue Mountains	2,331	1.2					2,331	0.7
South Coast	881	0.4					881	0.3
TOTAL	200,400	100.0	14,960	100.0	109,640	100.0	325,000	100.0

TABLE : CITY OF SYDNEY, PROJECTED RESIDENCE OF WORKFORCE 1985 : PREFERRED DISTRIBUTION

Residence	Central Function Office		O c c u p a t i o n				Non Office		Total	
			Teacher, Clergy, etc.,							
	No.	%	No.	%	No.	%	No.	%	No.	%
North East	20,432	9.5	1,541	10.3	5,390	4.9	27,363	8.0		
North	40,758	18.9	2,633	17.6	7,300	6.6	50,691	15.0		
North West	5,207	2.4	194	1.3	628	0.6	6,029	1.8		
West	32,400	15.0	1,646	11.0	13,362	12.2	47,408	13.9		
South West	3,789	1.8	75	0.5	300	0.3	4,164	1.2		
South	18,214	8.5	748	5.0	3,993	3.6	22,955	6.7		
East	34,508	16.0	2,513	16.8	18,599	16.9	55,620	16.4		
Inner	9,114	4.2	1,466	9.8	28,304	25.8	38,884	11.4		
Inner South Western	12,117	5.6	1,227	8.2	11,328	10.3	24,672	7.3		
Inner Western	8,331	3.9	883	5.9	8,540	7.8	17,754	5.2		
Inner Southern	13,266	6.2	1,107	7.4	7,699	7.0	22,072	6.5		
Inner North Western	11,635	5.4	927	6.2	4,427	4.0	16,989	5.0		
Central Coast	2,120	1.0					2,120	0.6		
Blue Mountains	2,508	1.2					2,508	1.2		
South Coast	941	0.4					941	0.3		
TOTAL	215,340	100.0	14,960	100.0	109,870	100.0	340,170	100.0		

TABLE : CITY OF SYDNEY, PROJECTED RESIDENCE OF WORKFORCE 1985 : MAXIMUM CONCENTRATION ASSUMPTION

Residence	Central Function Office		Teacher, Clergy, etc. Non Central		Non Office		Total	
	No.	%	No.	%	No.	%	No.	%
North East	21,998	9.6	1,541	10.3	5,401	4.9	28,940	8.2
North	43,820	19.1	2,633	17.6	7,276	6.6	53,729	15.2
North West	6,992	3.1	194	1.3	661	0.6	7,847	2.2
West	36,948	16.1	1,646	11.0	13,449	12.2	52,043	14.7
South West	3,965	1.7	75	0.5	331	0.3	4,371	1.2
South	18,375	8.0	748	5.0	3,969	3.6	23,092	6.5
East	34,986	15.2	2,513	16.8	18,631	16.9	56,130	15.8
Inner	9,325	4.1	1,466	9.8	28,441	25.8	39,233	11.1
Inner South Western	12,319	5.4	1,227	8.2	11,355	10.3	24,901	7.0
Inner Western	8,546	3.7	883	5.9	8,599	7.8	18,028	5.1
Inner Southern	13,466	6.0	1,107	7.4	7,717	7.0	22,290	6.3
Inner North Western	12,448	5.4	927	6.2	4,409	4.0	17,784	5.0
Central Coast	2,334	1.0					2,334	0.7
Blue Mountains	2,665	1.2					2,665	0.8
South Coast	963	0.4					963	0.2
TOTAL	229,150	100.0	14,960	100.0	110,240	100.0	354,350	100.0

REVIEW AND REVISION OF 1971 CITY OF SYDNEY STRATEGIC PLAN
IMPLICATIONS OF POSSIBLE ALTERNATIVE FUTURES FOR THE CITY

Report to the Fifth Meeting of the 1973/74 City of Sydney
Strategic Plan Review Committee, Town Hall, February 13th,
1974

At the Fourth Meeting of the Committee a report was tabled which summarised the results of an investigation and analysis to formulate three possible 'alternative futures' for the City based upon different transportation and land use considerations.

The alternative futures have been based, therefore, on a number of assumptions which have been derived from an examination of past trends, the current situation and taking into account potentials and limitations, a forecast of likely change. These assumptions clearly underlie this assessment of implications.

The most important implications of these three alternative futures are:-

1. The workforce projections prepared by SATS for the year 2000 are likely to be substantially realised by 1985. This would suggest that the Council should discuss this implication with SATS in order that works planning, staging and timing can be reassessed if necessary.
2. The extreme ranges in policy - leading to maximum metropolitan office space dispersion and maximum concentration - should have a relatively small effect on the City's workforce size, the difference being only 29,000 workers (9%).
3. These extreme policies only significantly affect C.B.D. workforce (a 14% difference - 23,000 workers)

but the maximum concentration alternative suggests a radical reduction in the scale of development in areas outside the City, extremely high vacancy rates in buildings in North Sydney and a failure of the governments' attempts at office deconcentration and decentralisation.

4. By 1985, the most likely number of workers in the C.B.D. will be approximately 240,000 - substantially less than that postulated for the 1971 Plan.
5. Due mainly to existing development activity and commitment, even extreme ranges of policy are unlikely to radically affect the future of the C.B.D.
6. The alternatives do not suggest major changes in the distribution of the origin of the City's workforce. The largest changes would be expected to relate to the northern and western residential origin sectors, but the difference between alternatives is only 6,000 workers from each area.
7. The assumptions upon which the 'alternative futures' are based include a continuing decline in the City's total population. This assumption is critical because for all non central office employment, one third of retail employment, community services employment, manufacturing and other employment growth are strongly dependent on population growth. If employment is to stabilise or increase in these areas, a vigorous policy of encouragement to residential development will be required to stabilise or increase population.
8. Workforce growth in the C.B.D. is likely to be relatively slow. In the remainder of the City there is likely to be an overall reduction in the workforce. This reduction is not expected to occur in office employment - mainly on the fringes of the C.B.D. - but is expected to be greatest in manufacturing, wholesaling and service industries which would almost

offset the office employment gains. The effect of this assumed trend can be reduced by actions which would help to preserve the important components of industrial life in the City.

10. The 'alternative futures' suggest a reduced rate of real estate investment and construction activity, particularly in non-residential development. This relieving of development pressure should provide Council with a "breathing space" in which to carefully reconsider and implement planning objectives or goals for the City. Many of the logical objectives relating to residential rehabilitation and renewal, and so on, are already being pursued in Council's action planning programme.

1974 CITY OF SYDNEY PLANNING STRATEGY

EMERGING PATTERNS IN THE CITY AND THEIR IMPLICATIONS FOR THE REVIEW

Report to the Fifth Meeting of the 1973/74 Review Committee,
Town Hall, February 13, 1974

Since the Strategic Plan for the City of Sydney was drawn up in 1971, many changes have occurred within the City's composition and structure reflecting the changing role of the City in relation to the Metropolitan Region. Some of these have been taken into account in the drawing up of Action Plans for the City's precincts; such plans, however, are of necessity mainly concerned with their immediate area. It is the job of the Review to assess the changes within the City as a whole and to relate them to the objectives and strategies adopted in the Strategic Plan.

Analysis of Development Trends

The first stage of the analysis involved the examination of recent, current and pending development activity, and of land value sales data on a precinct-grouping basis for the City over the 1971/73 period (inclusive). The results of the analysis are summarised in Tables 1 and 2 and Figures 1 and 2. The following points are worth highlighting -

1. Dominance of the CBD

By far the greatest amount of development over the period 1971/73 occurred within the CBD. (Precincts A1-A6). Of the 141 building projects completed over this time span, 53 (38%) were located within this area (Table 1), and these accounted for almost 75% of the total value of completions.

2. Non CBD Developments

Despite this CBD dominance, the total pattern reveals a gradual spread of development out from the CBD, particularly along major arteries to the east and south-east of the CBD. In terms of building numbers completed and under construction, Surry Hills West (C1 - 29), Oxford Street/William Street (B1-B3 - 12) and Woolloomooloo (B4 - 8) were most affected by the spread. The construction activity in these areas only accounts for 9% of the total value of completions over the 1971/73 period, but there have been steep rises in land values in the affected segments of these zones in recent years. In addition, the eastern fringe precincts Potts Point/Elizabeth Bay (B6) and Centennial Park (C5-C7) have also seen a significant number of projects, and together account for 5% of the total value of completions.

3. Offices

Analysis of the development types demonstrates the overall dominance of office activities. They compose 38% of the building numbers completed over the period, and 75% of building value. 55% of buildings under construction in 1974 were offices. However, a number of multi-storey CBD type offices have been completed and/or were under construction in the Oxford Street area, along William Street and in the Foveaux Street zone in Surry Hills West. A large number of proposals for similar developments have received approval in these areas over the period, and are thus in the development 'pipe-line'.

These developments reflect the growing importance of the City as a centre of finance and administration. But the ex-CBD development is indicative of the general tendency of high intensity office development to creep out along major access routes to the CBD and around the Central Station area, in response to the broad-brush 'County Centre' zoning of the 1971 City of Sydney Planning Scheme. In conjunction with the large number of office developments approved but not yet commenced, in these zones, this tendency could be contrary to the spirit of Action Priority 2B, which seeks to 'concentrate the highest density of commercial life in the CBD spine district', if carried too far. Already, significant increases in office workforce in these fringe areas are occurring.

This concentration policy cannot be successfully implemented unless a stricter control is exercised over non-CBD office developments. As indicated in recent Action Plan recommendations, and in previous Strategy Review papers, consent should not be granted to large scale office developments outside the CBD without due consideration of their impact upon the existing scale and character of development in these areas; consideration should also be given to the inflationary effect such developments have upon land values in the fringe Precincts; this places increasing pressure upon non-office and residential premises in these areas and hence reduces the potential of such zones for CBD support uses and residential purposes. Revised plot-ratio codes in non-CBD areas should give Council sufficient discretionary power over such developments.

4. Implications of CBD Developments

Within the CBD, the scale of recent and current office development needs no emphasis. Some 45 office blocks, averaging 15 floors in height, contributing over 5 million gross square feet of new office space and valued at \$118m were completed over the 1971/73 period; a further 44 (including some mixed developments) were under construction in early 1974. The scale of likely future developments within the area has been analysed in detail elsewhere (paper presented to fourth Review Meeting).

Analysis of the spatial distribution of these projects shows that there has been a continuing tendency for the centre of gravity of these constructions to shift southwards within the CBD over the period. There are currently some 21 blocks under construction in the area to the south of King Street, whereas only 12 were completed in this zone over the 1971/73 period. This is indicative of the spread of redevelopment away from the original focus around Circular Quay; it shows mounting redevelopment pressures in the southern portions of the CBD, and in particular, within the Midtown Retail Hub.

Retailing is already declining within the CBD: reference to the results of the 1969 Economic Census which have become available since the Strategic Plan was published, indicate that the CBD is losing sales in both relative and absolute terms (Figure 2). In 1957, the CBD's share of Sydney Metropolitan retail sales was 18%; by 1969, this had fallen to 11% - this was also representative of an 8% decline in constant dollar terms. Data from recent surveys (carried out by Plant Location International) suggests that up to one half of the inner city area's sales are generated by the office workforce. Although the office workforce is rising steadily, and this will assist trade in the CBD, sales volumes are likely to decrease further in the years ahead as suburban centres capture an increasing portion of the expanding Metropolitan market, although the CBD will continue to be important for specialist goods trade. Rising land values attendant upon planned and current redevelopment pressures in the Midtown Hub, will only serve to increase pressure on CBD retail establishments, and further erode their competitive position. This is clearly detrimental to the achievement of the 'revitalising' of retailing in the Midtown Precinct sought under Action Priority 10A of the Strategic Plan. Provision of retail space on lower floors of office developments in the area can offset such trends, but unless the scale of development is also reduced, pressure on existing retail facilities will mount as redevelopment proceeds.

This confirms the need - first noted in the paper presented to the Review Meeting of 11.12.73 - for protective action to reduce the incentive for office development in this zone, and to increase that for mixed developments with a strong retail and entertainment component.

It is also worth pointing out that continued intensive office redevelopment within the CBD is only adding to the City's already acute traffic, public transport and pedestrian congestion problems. Although indications are that the present over-supply of office space will discourage further redevelopment for a time span, development already committed will ensure a continued growth in office workforce and hence in the time spread of peak-hour congestion. In addition

the operating costs and difficulty of inter-firm contacts are likely to increase as general congestion within the City rises as a result of more intensive development. Similarly, it can be argued that the amenity value of the CBD is progressively lowered as high-rise developments continue to take toll of the sunlight and quality of the environment.

A case could be argued for the introduction of a system of levies, requiring developments, particularly office developments, to bear a greater proportion of such external costs (as is already done for parking facilities). Such levies could replace existing Land Taxes. Although rates imposed on new developments cover the cost of improved local services within the City provided by Council, current contributions to State Land Tax - which go into consolidated revenue funds - are not directly related to, or available to meet, the real costs arising from developments. Such costs include -

- i) Provision of extra facilities to overcome congestion and to improve the capacity of the transport system;
- ii) the reduced amenity within the City, or of improvements such as streetscaping, construction of malls and footpath widening, that become increasingly necessary as use of the area grows;
- iii) costs associated with the increased pedestrianisation of the core, which would demand the closing of some existing parking space under existing buildings, the rearrangement of delivery services, and the possible introduction of "people mover" systems on inner core streets such as Pitt and Castlereagh.

Such a system of levies would be more equitable than the current Land Tax system, in that it would bear heaviest on those developments giving rise to high external costs, and would help protect existing non-office activities by reducing their tax burden. It is recommended that the investigation of ways and means of rearranging Land Taxes for these purposes be made a Priority for Action in the 1974 Plan.

5. Wholesaling and Manufacturing

The City's role as a centre of manufacturing and wholesaling is continuing to decline and change. The 32 buildings of these types completed over the 1971/73 span, account for 22% of the total completions, although only 7% of value. The bulk of these have been centred in Precincts to the south and west of the CBD - in particular Surry Hills West (a total of 19 units), Railway-Brewery (8), Pyrmont (5) and Ultimo (2). These areas are generally already mixed-use zones, although some residential premises have been displaced in Surry Hills West, and in particular, in Newtown (see paper on Residential Life). But such areas clearly provide conditions and sites suitable to the development of this type of commercial activity. Inspection of D.A. records shows that the majority of wholesaling and manufacturing building has been for "CBD support" uses such as clothing factories, printing works and warehousing.

These developments, however, have not been sufficient to arrest the general decline of the manufacturing and wholesaling sector within the City - the number of establishments and employees both show a steady continuing decline up to 1971 (the latest year for which statistics are available), as plants continue to relocate to suburban areas where more appropriate locational conditions are found.

Thus, there is sufficient space available in the southern and western Precincts for the further development of CBD-support activities. In view of the restricted space available within the city for the expansion of residential premises and the desire to halt the decline in the City's residential population, it is recommended that CBD-support functions be confined to the south and west of the CBD in Surry Hills West, Railway-Brewery, Ultimo and Pyrmont precincts. Within these areas, development should be in accord with Action Plan recommendations. Such development would not be unduly detrimental to the expansion of the City's residential function; as it leaves considerable zones to the east and south of the CBD, and within the CBD itself, where conservation and redevelopment for residential purposes would be feasible.

6. Education & Institutions

The City is continuing to play an important role as an institutional and educational centre, with expansion of University and Technical education and hospital facilities occurring since 1971 in western and eastern Precincts respectively. This is in accordance with the stated objectives of the Strategic Plan, but care should be exercised to ensure that such development does not encroach unduly upon existing residential zones. These institutional facilities should be encouraged to consolidate development within the City. It is essential, however, that a new site be found for the "Technological" Museum of Arts and Sciences.

7. Residential, Tourism and Entertainment

Buildings for residential purposes comprise one-third of the total numbers completed over the 1971/73 period (Table 1); although only accounting for 5% of the total building value. Of these, seven were hotels and 28 permanent residential structures (flats and home units). Hotel construction was centred in the King's Cross, Potts Point and Oxford Street precincts associated with the tourist-oriented activities within this area; the flats and units were almost all constructed on the eastern fringes of the City in Centennial Park and Elizabeth Bay/Potts Point. The implications such structures have for the City's population are spelt out in the paper on Residential Life. As far as development trends are concerned, it is clear that such private residential structures are only viable in locations which command views or where commercial activities are not competing for sites.

Recent proposals for mixed developments containing residential premises have been made within the CBD and Woolloomooloo - even if these go ahead, however, they are unlikely to substantially alter the composition of these areas and are likely to cater to a very restricted high income market, unless government intervenes.

With regard to hotel development, recent surveys suggest that in view of rising visitor and tourist numbers, a shortage of tourist-oriented accommodation within the City is likely to develop unless further major developments occur.* The discouraging effect high land values in the CBD have on hotel construction was noted in CoSSP, and as a result, floor-space ratio bonuses for hotel space have been introduced into precincts A1, A2 and A4 (and elsewhere within the City) in the Development Control Code to help fulfil Action Priority 10B. However, hotel development within the City has not burgeoned as a result, and in the CBD rising land values and the continued attractiveness of investment in offices appears to have offset any advantage the bonuses may have given hotels. In this regard, the A.T.C./A.N.T.A. submission to the Federal Government urging the introduction of tax-deductible depreciation and investment allowances as a stimulant to hotel construction deserves Council support, for its adoption would restore the attractiveness of FSR bonuses. This would boost the construction, not only of high-priced international tourist hotels, but more importantly of those providing cheaper accommodation. There is clearly a need for both.

On the entertainment front, few developments taking advantage of the FSR bonuses for such facilities have occurred as envisaged in Action Priority 10B. Even with the Opera House, and the new Her Majesty's, a mixed office/theatre development currently underway in the Tank Stream Precinct, the cinema complex in southern George Street and the proposed new Nimrod Theatre, the provision of theatres and cinemas needs continued encouragement. The reduction of permissible FSR's in the Midtown Hub could assist in the provision of such facilities in this area as part of retail redevelopment projects. Increases in the bonuses available for cinema and theatre construction would also be of assistance. Elsewhere, existing entertainment and cultural facilities should be protected and enhanced if possible so that the City's vitality is further increased.

CONCLUSION

Recent developments within the City confirm its dominance as a centre of the economy of Metropolitan Sydney, and changes in its composition reflect its changing role within the metropolis. Certain activities - offices in particular - are becoming more important; others - manufacturing, wholesaling and retailing - less so.

* See: Australian Tourist Commission and Australian National Travel Association 'Specific Incentives for the Tourist Industry'. Report prepared by Peat, Marwick, Mitchell & Co., 1973.

Processes of land use succession are operative within many areas, with activities of high revenue earning capacity replacing those of lower capacity. Although much of this development is in accord with the policies adopted under the 1971 Strategic Plan, and in the best interests of the City, the trends of intensive redevelopment within the CBD and the spread of high-intensity office development beyond its bounds threaten to erode the vitality of the City unless they are more strictly controlled and guided. Many activities vital to the continued social and economic health of the City are faced with displacement and must be protected. There is also a need to investigate further ways of encouraging the provision of tourist and entertainment facilities within the City and of ensuring more equitable distribution of the external costs of redevelopment. These needs underwrite the necessity of a restructuring of City zoning and floor-space ratio codes. The possible future policies with regard to residences are spelt out in the paper on Residential Life. With regard to non-residential structures, the following recommendations are made -

1. Stricter development controls should be exercised on the expansion of office and institutional activities in non-CBD locations, and upon office development in the Midtown Hub. FSR's should be revised downwards in both these areas.
2. City support activities should be confined to zones to the west and south of the CBD which recent developments prove to be attractive to them, where they are readily accessible to the CBD, where decentralising activity should leave ample space and where they will not be prejudicial to residential development.
3. Council should investigate the feasibility of replacing State Land Tax and adopting a system of development levies tied to the true costs of providing necessary transport and environmental improvements.
4. Moves to assist the provision of tourist facilities through tax incentives should be supported.
5. Mixed developments should be encouraged, particularly where they lead to the broadening of the range of entertainment facilities within the City. Extra FSR bonuses for such developments should be considered.

Ways of implementing such recommendations are currently being elaborated and further investigated and will be spelt out in more detail in the 1974 Strategic Plan. It is believed that they will help in the restructuring of the City along more balanced and viable lines.

TABLE 1

CITY OF SYDNEY - BUILDINGS COMPLETED 1971/73 (INCLUSIVE) AND
IN PROGRESS JANUARY, 1974, BY PRECINCT GROUP

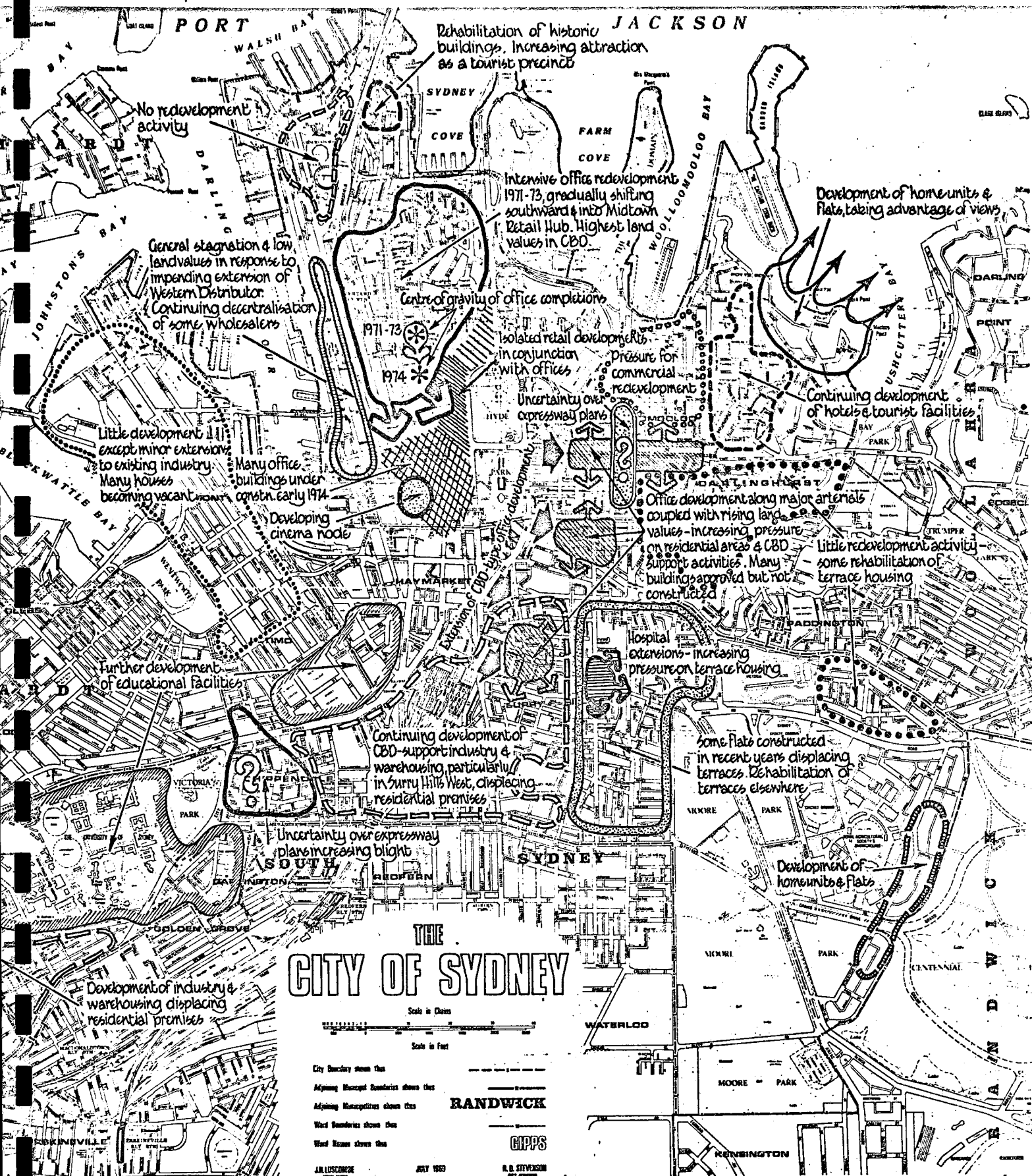
Precinct		Residential		Shops	Offices	Wholesale Manufactur- ing	Public Facilit- ies	Total
		Hotels	Perman- ent					
A1-A6	Completed	-	-	4	45	-	4	53
	In Progress	-	-	8	44	-	5	57
A8	Completed	-	-	-	-	2	-	2
	In Progress	-	-	-	-	-	-	0
A9-A10	Completed	1	-	-	-	5	-	6
	In Progress	-	-	-	-	3	-	3
B1-B3	Completed	-	1	-	-	1	-	2
	In Progress	2	2	2	4	-	-	10
B4	Completed	1	-	-	3	1	1	6
	In Progress	-	1	-	-	-	1	2
B5	Completed	2	-	1	-	-	1	4
	In Progress	1	-	2	1	-	-	4
B6	Completed	1	8	-	-	-	1	10
	In Progress	1	2	-	-	-	-	3
B7-B9	Completed	1	-	-	-	-	1	2
	In Progress	-	-	-	-	1	-	1
C1	Completed	-	-	-	5	12	-	17
	In Progress	-	-	-	4	7	1	12
C2-C3	Completed	-	1	-	-	1	4	6
	In Progress	1	-	-	-	-	1	2
C4	Completed	-	1	-	-	-	1	2
	In Progress	-	-	-	-	-	-	0
C5-C7	Completed	-	15	-	-	-	3	18
	In Progress	-	3	-	-	-	-	3
D1-D3	Completed	-	-	-	-	5	-	5
	In Progress	-	-	-	-	-	2	2
E1	Completed	-	-	-	-	-	1	1
	In Progress	-	-	-	-	-	-	0
E3-E4	Completed	1	2	-	-	5	-	8
	In Progress	1	1	-	-	1	-	3
TOTAL	Completed	7	28	5	53	32	17	142
	In Progress	6	9	12	53	12	10	102

TABLE 2

BUILDING COMPLETIONS 1971-73: VALUE AND TYPE BY PRECINCT* (\$million)

Precinct	Residential		Shops	Offices	Wholesale Manufactur- ing	Public Facilit- ies	Total	
	Hotels	Perman- ent					Value	%
A1-A6	-	-	0.5	117.9	-	4.3	112.7	74.2
A8	-	-	-	-	1.8	-	1.8	1.1
A9-A10	0.3	-	-	-	0.4	-	0.7	0.4
B1-B3	-	0.1	-	-	1.7	-	1.8	1.1
B4	-	-	-	4.2	0.8	0.03	5.0	3.0
B5	3.5	-	1.5	-	-	0.4	5.4	3.3
B6	0.8	2.4	-	-	-	0.7	3.9	2.4
B7-B9	1.5	-	-	-	-	4.1	5.6	3.4
C1	-	-	-	2.6	5.0	-	7.6	4.6
C2-C3	-	0.5	-	-	0.02	0.4	0.9	0.5
C4	-	0.04	-	-	-	0.1	0.1	0.0
C5-C7	-	3.8	-	-	-	1.5	5.3	3.2
D1-D3	-	-	-	-	1.3	-	1.3	0.8
E1	-	-	-	-	-	1.3	1.3	2.0
E3-E4	1.6	0.1	-	-	0.3	-	2.0	1.2
TOTAL	\$m	7.7	6.9	2.0	124.7	11.3	12.8	165.4 100.0
	%	4.7	4.2	1.2	75.4	6.8	7.7	100.0* -

* Totals may not add to 100 due to rounding.



Compiled from analysis of buildings completed and development applications submitted to Council

URBAN SYSTEMS CORPORATION - FEB. 1974

DEVELOPMENT ACTIVITIES AND PRESSURES 1971-1974

FIG.1

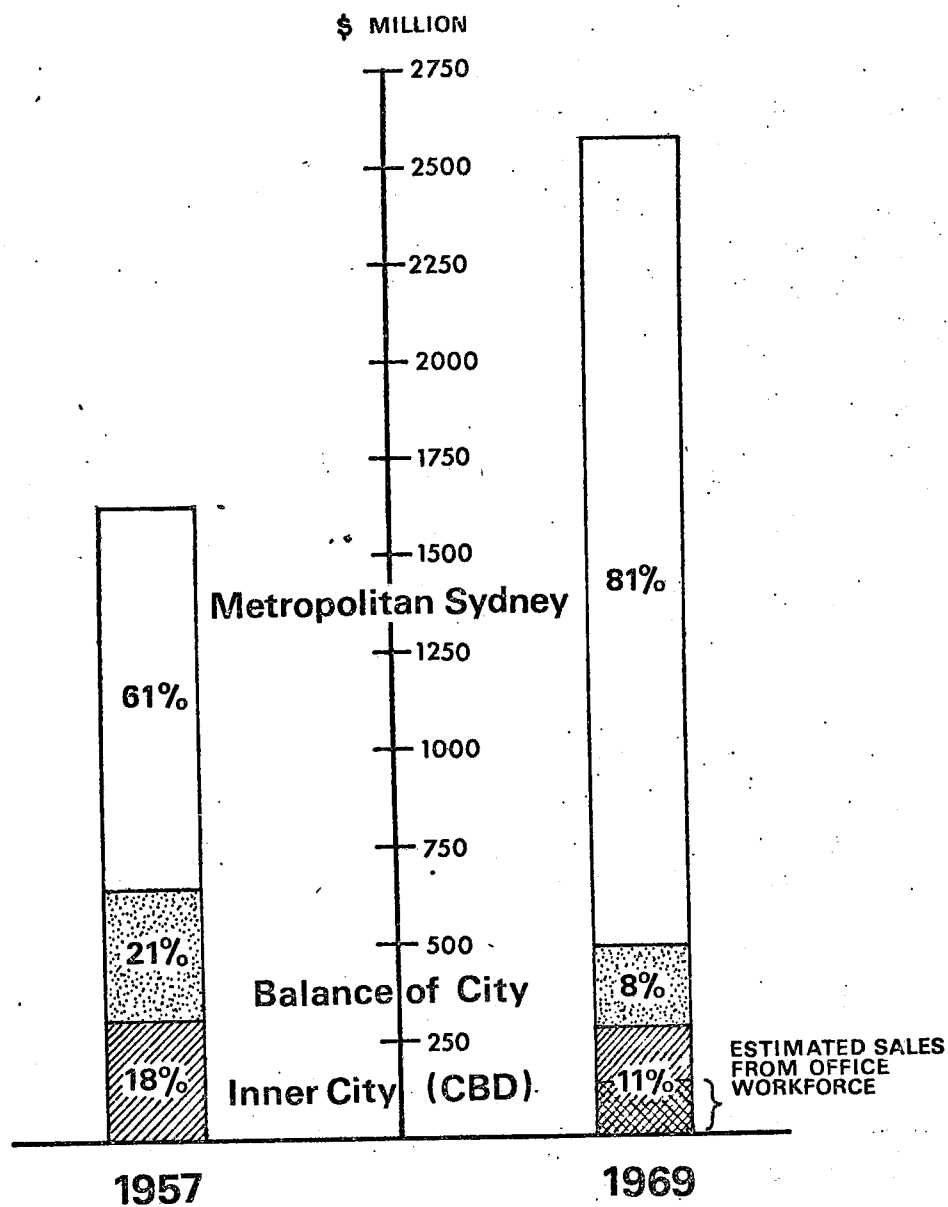


FIG. 2
Retail Sales Trends

Urban Systems Corporation - Feb. '74

RESIDENTIAL LIFE IN THE CITY OF SYDNEY

Paper to be presented to the Fifth Meeting of the
1973/74 Review Committee, Town Hall,
February 13, 1974

The 1971 City of Sydney Strategic Plan was finalised in the first half of 1971, before the Census was taken on June 30. For the 1974 review, it is possible to take into account such limited amounts of data as have become available from this Census. This paper outlines some implications arising from analysis of this data in relation to the CoSSP and subsequent Action Plans. Relevant extracts from the CoSSP are included as an Appendix of this report.

1. THE PEOPLE

Between 1966 and 1971, there was a continued and more rapid decline in the number of people living in the City (see Figure 1). The resident population was 62,500 in 1971, having declined by 1,700 to 1,800 per annum between 1966 and 1971, as compared with an annual decline of approximately 1,200 over the 1961/1966 period. The most significant decreases have occurred in Surry Hills West Precinct, the Railway Precinct, the Brewery Precinct, Woolloomooloo Precinct, Kings Cross Precinct and Newtown Precinct (see Figure 2). If this trend continues, as indicated by the S.P.A.*, the population will fall to approximately 43,000 by 1985. Our analysis, however, suggests the population could stabilise at around 50,000 by 1980 if the present dwelling stock is maintained, as is generally foreshadowed in the Action Plans.

The major causes of the decline are -

- i) the continued redevelopment of residential land for commercial uses in Surry Hills, Newtown and Kings Cross; and for public works, such as the Kings Cross Road Tunnel and the Eastern Suburbs Railway;
- ii) the continued decline in the occupancy rate associated with renovation of older style houses by smaller family groups of higher income and the construction of home units for higher income, smaller family units;
- iii) increasing numbers of unoccupied dwellings in areas subject to uncertainty concerning redevelopment proposals.

Despite the population decline, the total dwelling stock within the City has not fallen markedly since 1947 fluctuating around 22-25,000. This has resulted in a fall in the dwelling occupancy rate from 4.4 in 1947 to 2.9 in 1966, and 2.75 in 1971. Such changes result from the increasing proportion of flats and home units, and the conversion of terrace housing by incoming high and medium income small families in place of lower income larger families and multiple occupancy of dwellings. The rate of increase in the number of self contained flats declined from around 450 per year between 1961 and 1966, to 200 between 1966 and 1971. The 10,000 self contained flats within the City in 1971 formed 44% of the total occupied dwelling stock.

* Technical Bulletin 4. Population Projections for New South Wales 1971-2000
State Planning Authority of New South Wales, November, 1973.

The age structure of the City's population did not change significantly between 1966 and 1971, continuing to show a larger proportion of old people, a lack of children and a higher proportion of single males than the State average. This structure gives rise to particular accommodation needs in terms of retirement villages, hostels and smaller dwelling units.

Such needs are underlined by the fact that of the City's total population of 62,500 in 1971, 23,300 (37%) were located in boarding houses, hostels, hotels, etc. Our estimate suggests that some 15-18,000 of these reside in boarding houses and hostels.

The City's role as a reception centre and home for Migrants appears to be increasing, as the proportion of non-Australian born residents rose from 32% in 1966 to 38% in 1971, as against the State average of 17%.

Manufacturing continues as the largest single employer of City residents, employing 18.4% of the City population. This, however, was considerably lower than in 1966 when the figure was 32%, and the proportion of City population employed in manufacturing is now below the State average (29%). This reflects the changing socio-economic structure of the population, and the increasing tendency for 'white-collar' workers to live in the City.

2. POLICY 9 - AN ASSESSMENT OF PROGRESS

"Arrest and reverse the decline in the City's resident population".

Action Priority 9A

"Protect existing residential areas from inappropriate intrusion by non-residential uses, and seek opportunities to increase residential zonings and uses throughout the City".

(a) Existing Residential Areas

The status and future of many of those areas of the City which were proposed to be zoned residential under the Draft Statutory Planning Scheme have been clarified as a result of Action Plan policies and development trends -

* The Potts Point - Elizabeth Bay Precinct (B6)

The Action Plan for this area indicates a desire to protect residential areas from commercial pressures. Construction of flats in this area has been proceeding rapidly in recent years, yet the population decline continues. This may be seen as a result of the changing characteristics of the population in this area.

* The Darlinghurst Precinct (B7)

The Action Plan for this precinct recommends residential as the primary use of the area. It is recommended that expansion of St. Vincent's Hospital be limited allowing a continuation of existing residential uses and that residential redevelopment be encouraged in selected areas. Indications are that density and absolute numbers of people may be increased in some areas of redevelopment, but the characteristics of the population are likely to change as the lower income groups at present in the area are forced to relocate.

* The Surry Hills Residential Village Precinct (C3)

It is recommended in the Action Plan that redevelopment must be of a building height, bulk and character compatible with the existing terrace houses. It is thought that population in the area is unlikely to increase significantly as a result. Older style terrace properties are to be retained within a Residential Preservation 2(g) zone. However, property values and the demand for dwellings are such that occupancy rates will be lowered in these areas as renovation proceeds.

* South Paddington Precinct (C4)

The Action Plan for this area has been completed and preservation of the terrace house environment recommended. As in Surry Hills, occupancy rates are likely to be lowered as financial pressures force the lower income residents and larger families to relocate.

* Moore Park & Centennial Park Residential Precinct (C7)

The comprehensive Action Plan for this area will commence in early 1974. Construction of flats and home units has been rapid in recent years. A continuation of high density development would increase the population. However, Council is currently considering interim residential density controls for this area which would stop further high density development and inhibit further population increase.

The Lang Road and Southern Centennial Park Area are expected to remain as Residential 2A Zones, without the prospect of population increase.

* The Chippendale Precinct (E1)

There has been no Action Plan commenced for this area but housing renovation has been occurring slowly. Assuming this pattern continues, population will continue to decline as in other areas of similar character.

* The Newtown Precinct (E3)

The Action Plan for Newtown has been completed and a preservation of the terrace house environment and redevelopment in character with same recommended. Population decrease is likely to continue.

* **Summary of Implications**

It is obvious that mere protection of existing residential areas will not arrest the continuing decline in the City's population. In fact, the desire to protect and renovate existing terraces and introduce only low rise residential redevelopment will result in lower occupancy rates and the narrowing of diversity in the socio-economic structure. The proposed nature of new high rise developments which may increase the population numbers will further emphasise this trend in the population structure.

(b) **Rezoning Proposals Foreshadowed in 1971 CoSSP**

In some areas, consideration has been given to rezoning from industrial and/or commercial to residential. These include -

* **The Rocks Precinct (A7) - East Rocks/SCRA Area**

This area is outside the control of the Sydney City Council. This is one area where considerable residential development could occur, north of the Cahill Expressway, leading to an increase of some few thousand in City population.

* **The Rocks Precinct (A7) - West Rocks (north of High Street)**

1971 CoSSP recommended rezoning from County Centre to Residential. There has been no action to date, but the detailed Action Plan has been commissioned for 1974.

* **The Woolloomooloo Precinct (B4)**

Pressure for large scale commercial redevelopment in Woolloomooloo is continuing but has been held in abeyance due to "green bans". The City Council has commenced data collection for the Action Plan but no recommendations have been made to date. It has been indicated that the residential uses will be emphasised more strongly as recommended by the 1971 CoSSP. This means that there may be some possibility of population increase in the area, but this will only be substantial if large scale projects are initiated.

* **Surry Hills Residential Village Precinct (C3)**

The proposed Varying Scheme or Interim Development Order recommends no industrial zoning within this precinct and designates all existing industrial land for residential redevelopment. Rezoning of properties fronting Riley Street, south of Foveaux Street from industrial to residential, as recommended by the 1971 CoSSP, has already been implemented by means of a Varying Scheme. These measures will help reduce population decline in this area, although decreasing occupancy rates within existing housing are likely unless more positive intervention occurs.

The City Council is preparing plans for a scheme in Surry Hills for an Aged Persons Retirement Village.

* The Darlinghurst Precinct (B7)

The redevelopment of the Rushcutters Bay industrial area as a low rise mixed area incorporating industrial, showroom and shop and residential uses, has been recommended. This offers some scope for population increase in the area, but this will probably not be sufficient to outweigh declines elsewhere within the precinct.

* The Pyrmont Ridge Precinct (D1-D3)

The Action Plan recommends no increase in residential zoning in this area because of difficulty of access, disruption of the traditional role and conflict with the industrial character of the area. Therefore, it can be assumed that population decline will continue in this area.

* The Camperdown Precinct (E4)

Work has not yet commenced on this Action Plan. However, indications are that the possibilities of rezoning parts for the area from industrial to residential will be investigated in detail. This could result in some population increase but the area involved is small and it is unlikely that high density redevelopment will be recommended.

* Surry Hills West (C1)

Retention of the existing terrace houses environment generally to the north and east of the Precinct has been recommended with the redevelopment of some industrial properties proposed where they intrude in a predominantly residential environment. This may help reduce the rate of population decline but population increase will not occur as the occupancy ratio declines.

* Summary of Implications

Such action as is proposed in these plans will help in the achievement of Policy 2. However, the areas involved are only small, and if occupancy rates continue to decline in existing residential areas, as seems likely, the redevelopment envisaged may only marginally offset the resulting population decline. Other action is clearly necessary if the implementation of Policy 9 is to be a reality.

3. CONCLUSIONS AND RECOMMENDATIONS

1. The aim to protect and conserve the existing residential environment as recommended in the 1971 CoSSP, has been accepted in all relevant Action Plans to date. This will lead to the improvement of the character and quality of environment in these specific areas, and prevent further encroachment

of commercial activity into these zones. However, in itself, it is unlikely to achieve the aim of Policy 9: "Arrest and reverse the decline in the City's resident population". More importantly, it will fail to achieve the Third Objective of CoSSP "Diversity" in terms of social mix of the resident population.

The popularity of inner city living is growing amongst certain sections of the community, in particular, small families of high and medium income. But as these people move in to areas of older housing throughout the City, there has naturally been an associated increase in land values and the price of housing. As a result, the older residents in larger, low income families, that typify these areas, are gradually being displaced as renovation proceeds. Moreover, the economic pressure on hostels and boarding houses that cater for the large number of single men and women is increased. Unless this private redevelopment activity is supplemented by government sponsored projects which could provide low and medium cost housing, the displaced people will be forced to relocate away from the City at considerable cost and hardship, and the population of the City will continue to decline. Analysis suggests that if all present housing stock is conserved, the population decline would eventually stabilise at a total of around 50,000 (assuming an average occupancy ratio of 2.5 persons per dwelling). However, the population would include few low income residents. Council has accepted that it should 'investigate ways to help ... City residents displaced by redevelopment', under Action Priority 9F of the Strategic Plan. This could be construed to imply that the Council has accepted some share of responsibility to try to ensure current trends do not continue to force low income residents away from the City.

Rezoning of existing and zoned commercial and industrial land to residential purposes offers some scope for population increase within selected areas of the City. However, the restricted nature of such zones and the desire to avoid extensive tracts of high rise housing, means these actions are only likely to marginally offset population declines elsewhere. Furthermore, such developments are likely to cater predominantly to the higher income section of the community.

Clearly, therefore, the decline in the City's population cannot be "arrested and reversed", and diversity in the social structure cannot be achieved unless further action is initiated.

Such action could be of two types -

- (a) Provision of subsidies to low income tenants of older housing areas to enable them to compete more effectively for space in the face of rising values and rents. This could be coupled with provision of 'improvement grants' to low income owner-occupiers in these areas to enable restoration of housing to a higher standard. The encouragement of subsidised "rental cooperatives" seems worthy of consideration.

- (b) Initiation of large scale government housing redevelopment projects including provision of hostel type accommodation for single people. There are a number of areas within the City where such development could occur without prejudicing the nature of the existing residential environment or the City's commercial role and its city support functions. These include parts of Woolloomooloo, Pyrmont, Ultimo, Flinders Street and the western Central Business District. Estimates suggest that some 500 to 600 housing units per year would be required over a 10 year span to offset current trends of population decline and provide sufficient accommodation for persons displaced through redevelopment and rehabilitation elsewhere within the City. This involves a doubling of the current rate of housing completions within the City, and would clearly necessitate the provision of considerable funds and of sites - from all levels of government - to the project.

It is recommended that Council should seriously investigate ways and means of providing and obtaining these funds. Otherwise, the opportunity to significantly arrest the City's population decline will be lost, and lower income sections of the population will be increasingly forced to seek accommodation elsewhere. This can only have an adverse affect upon the people concerned, and upon the City's social and economic structure.

- (c) Initiation of large scale private enterprise housing in high density structures within the Central Business District - other areas currently zoned County Centre. This could be encouraged to some extent by amendments to the FSR Codes for these Precincts, and by mandatory requirements by Council that new development in certain areas must contain a, say, 50% or more residential component related to total floor space. However, the erection of a few more residential towers similar to Park Regis will not by itself, arrest and reverse the decline in the City's population.

APPENDIX

Relevant extracts from the 1971 CoSSP to the Paper on Residential Life in the City of Sydney to be presented to the Fifth Meeting of the 1973/74 Review Committee, on February 13, 1974

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" B.4 THE WOOLLOOMOOLOO PRECINCT

Potential: For the future economic well being of the City as a whole, the valley of the 'Loo, excluding the Boulevard frontages of the William Street Precinct, should be re-established as much as possible in predominantly residential uses. Hotels, shops, restaurants, entertainment and office uses will line William Street. Offices and institutional uses may predominate between the Domain and the Eastern Distributor.

North of Bland Street, the wharves can be redeveloped as Sydney's gateway for passenger and cruise liners. This should stimulate further hotel, entertainment and tourist development. "

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The following re-zonings from Commercial/Industrial to Residential were recommended :-

" * The Rocks Precinct (A7)

The east Rocks, north of Argyle Street. The west Rocks, between Kent Street and Hickson Road, north and east of High Street.

* The Woolloomooloo Precinct (B4)

The problems posed by the future of the Loo are discussed under Action Priorities 2B and 2E. The Strategic Plan endorses the SPA proposal that the strip north of 110 Brougham and 195 Victoria Streets be rezoned residential, and also recommends that the basic principle, recommended by the SPA, if a substantial residential content for the Loo be given real substance, either by rezoning for mixed residential-commercial (as the 2c Zone for Kings Cross) or by other control regulations which limit the proportion of Floor Space Ratio which may be used for offices.

* The Surry Hills Residential Village Precinct (C3)

It is recommended that the properties fronting Riley Street south of Foveaux be rezoned residential, to protect the character of the area from further industrial intrusion.

* The Darlinghurst Precinct (B7)

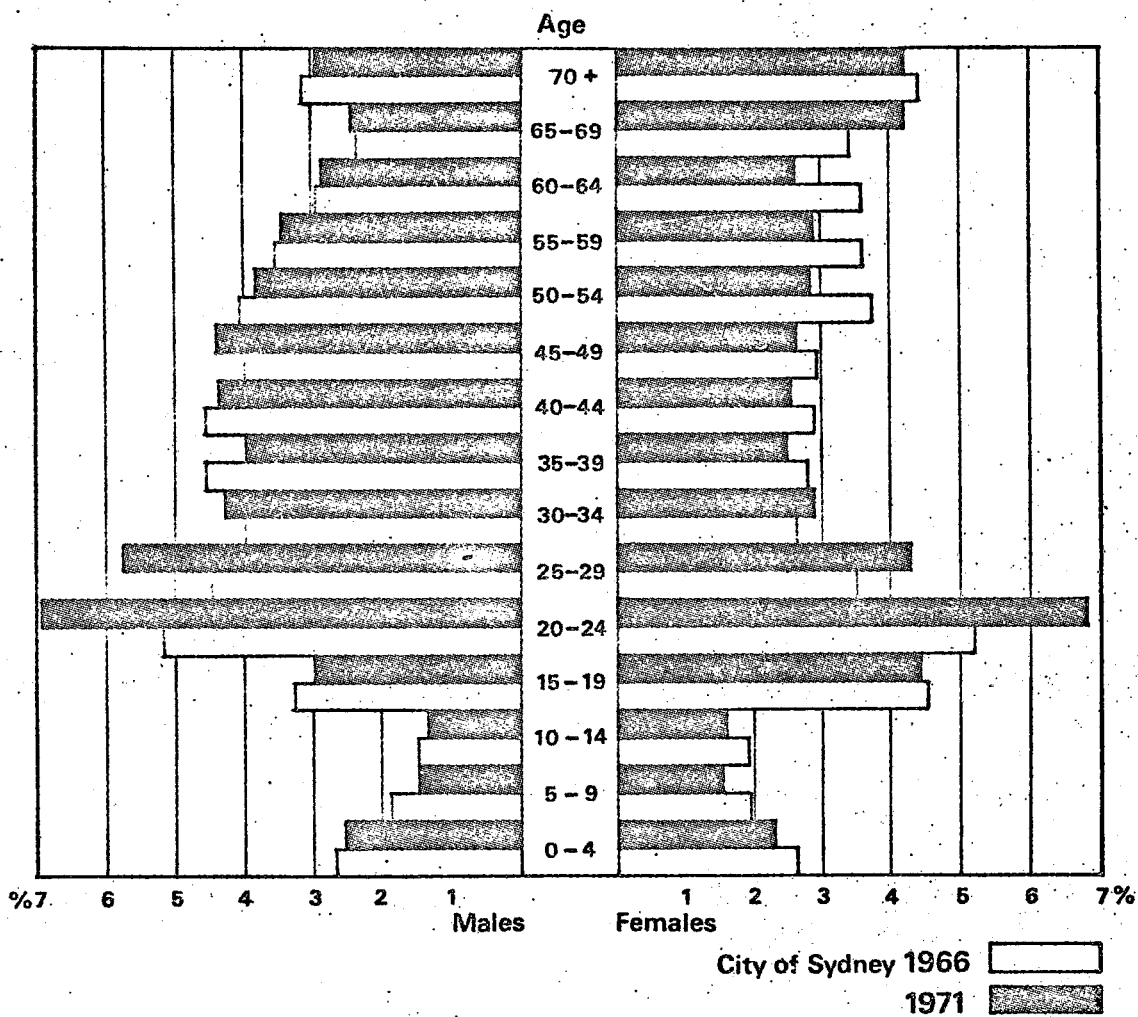
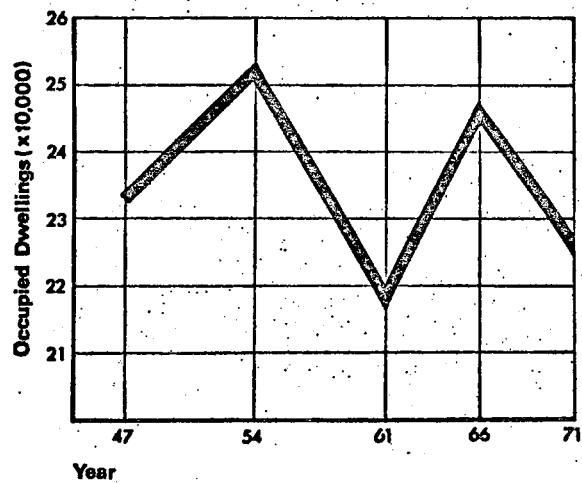
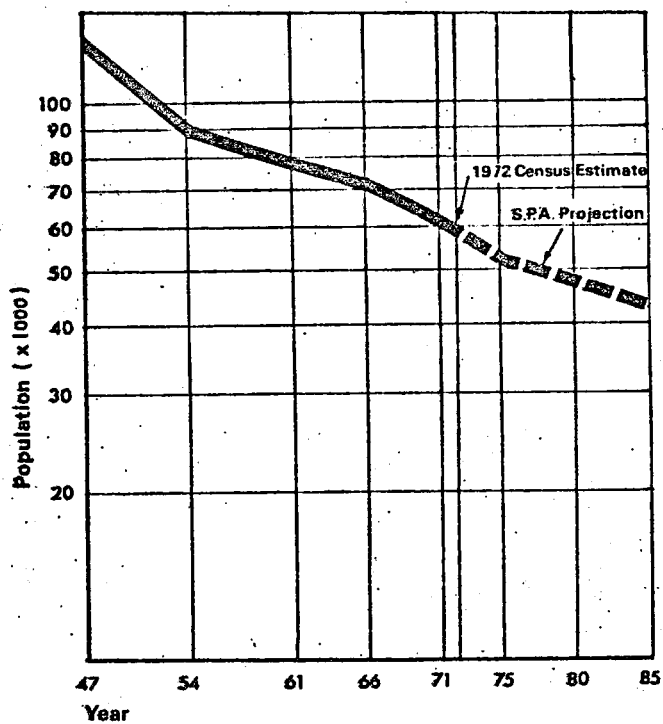
It is recommended that the Rushcutters Bay proposed industrial 4b zone be changed to residential 2b or 2c. The service industrial uses here are under pressure to relocate, but office development on any significant scale should not be permitted.

* The Pyrmont Ridge

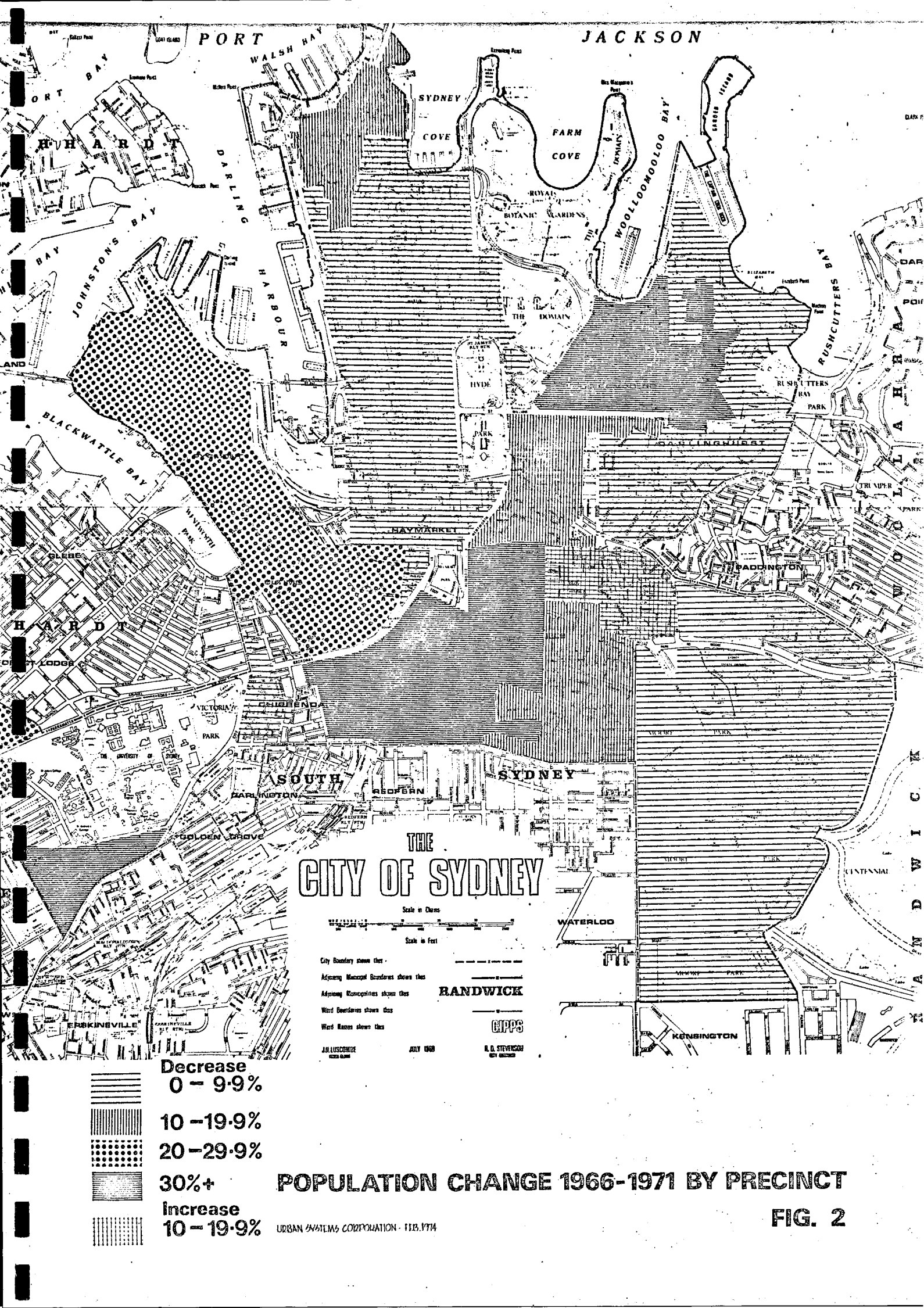
As set out under Action Priority 2E, it is recommended that detailed investigations and action planning be carried out to determine and define the potential of this area for residential and/or mixed residential-commercial zoning.

* The Camperdown Precinct (E4)

It is recommended that the desirability of rezoning part or parts of this area from industrial to residential be investigated as part of further detailed planning for the University - RPAH District. "



Population - Age Structure



PORT JACKSON

THE CITY OF SYDNEY

Scale in Chains



Scale in Feet

City Boundary shown this

Adjoining Municipal Boundaries shown this

Adjoining Municipalities shown this

Ward Boundaries shown this

Ward Names shown this

RANDWICK

CLIPPS

J. LUSCOMBE

JULY 1968

R. D. STEVENSON

Decrease
0 - 9.9%

10 - 19.9%

20 - 29.9%

30%+

Increase
10 - 19.9%

POPULATION CHANGE 1966-1971 BY PRECINCT

URBAN SYSTEMS CORPORATION - FEB. 1974

FIG. 2

**REVIEW AND REVISION OF 1971 CITY OF SYDNEY
STRATEGIC PLAN**

INNER CITY MOVEMENT SYSTEMS

**Report to the Fifth Meeting of the 1973/74 City of Sydney
Strategic Plan Review Committee, Town Hall,
February 13, 1974**

INNER CITY MOVEMENT SYSTEMS

EXISTING FACILITIES AND SERVICES

The following modes of transport are available for people to move about the central business district;

- (a) City Circle railway;
- (b) Suburban buses travelling along Elizabeth, Castlereagh, Pitt and George Streets;
- (c) Inner City buses running along Castlereagh and Pitt Streets between Central Railway and Circular Quay;
- (d) Taxis;
- (e) Walking;
- (f) Private Cars.

For all practical purposes, consideration of the use of the private motor car for inner City movement can be neglected. In any case, the use of the private car for movement about the inner City should be strongly discouraged.

The City Circle stations are spaced at approximately 0.4 mile intervals and are served by trains running in both directions. This spacing is adequate to provide good distribution to suburban passengers and the frequency of trains during the peak hours is sufficient to provide a fair level of service for inner City movement during peak hours. However, during the off-peak periods, the infrequency of trains, combined with the location of the stations around the Circle on the fringe of the City, tends to detract from the attractiveness of the railway as an intra-City mode of transport.

Suburban buses operate throughout the day along Elizabeth, Castlereagh, Pitt and George Streets. These are supplemented by inner city buses running between Central Railway and Circular Quay. Because of the linear nature of the CBD there has been little economic demand to date for providing east-west buses to transport intra-City passengers across the City.

The level of service, in terms of overall operating speeds, provided by these north-south bus services deteriorated steadily between 1962 and 1970. However, this trend appears to have been arrested following closure of Martin Place to vehicular traffic and selective changes to the location of bus stops as the opportunity allowed.

Taxis have freedom of movement about the City and can stand at certain ranks. However, the majority of these are not readily recognisable; nor, with a few exceptions, are they well known to the public. Most of them have space for only one or two taxi cabs and are not usable at all times of the day.

The other alternative available for people to move about the inner City area is to walk. Practically all pedestrian facilities are at grade, principally on the footpaths flanking the streets. These are generally twelve feet wide. They are supplemented by a number of arcades, which are generally in an east-west direction due to the relatively long blocks in a north-south direction, contrasted with short east-west blocks.

Pedestrian grade separations exist at Wynyard and Town Hall, but these are heavily oriented towards underground railway passengers and are at present little used otherwise. In 1970, a large pedestrian mall or civic square was created in Martin Place between Pitt Street and George Street. This has since been extended to Elizabeth Street. In addition, pedestrian overpasses have since been constructed to link the Centrepont development to adjacent blocks across Castlereagh, Market and Pitt Streets.

REVIEW OF CURRENT POSITION AND PLANNED REMEDIAL MEASURES

Facilities for movement about and within the inner City area are at best uncomfortable, inconvenient and inefficient. Pedestrians jostle with each other for ease of movement on overcrowded footpaths and, in many cases, overflow onto the streets daring between stationary and moving vehicles. There is constant conflict between pedestrians and turning vehicles at intersections, resulting in delays to those vehicles queued up behind turning vehicles. Taxis roam the streets seeking one of the small taxi stands scattered at random throughout the inner city, causing interference and delay to vehicular and pedestrian traffic. Buses move slowly along the main north-south streets, adding to the congestion with their stopping, starting, turning, weaving and overtaking movements as they stop at random as close as they can to the frequent bus stops, or as they turn into or out of the north-south street system. Delivery vehicles add to the chaos by double parking while the driver makes a quick delivery and hopes to run the gauntlet of the parking restrictions, or by backing and filling as they attempt to reverse into or out of the narrow entrances which characterise many of the city's existing loading docks or bays. Much of the congestion within the CBD can be attributed to the following causes -

- (a) Lack of Bypass Facilities for Through Traffic
Surveys in 1965 and 1971 showed that about 40% of motor vehicles that enter the inner City area have neither origin nor destination within the area and could use bypass routes if such were provided. Removal of part or all of this traffic would greatly ease congestion in the inner City streets. This has already occurred with the completion of Stage I of the Western Distributor which has diverted about 25% of traffic previously entering the inner City area via the Harbour Bridge. Further diversion is expected following completion of Stage I of the North-Western Freeway. This should provide extensive relief to traffic congestion in York and Clarence Streets and to a lesser extent, in George Street. Consequently, much CBD oriented traffic could be diverted from Pitt Street and concentrated in George, York and Clarence Streets.
- (b) Location and Operation of the Underground Railway
Location of the station around the fringe of the current inner City area combined with low off-peak frequencies, combine to make the City Circle railway relatively unattractive as a means of movement within this area during off-peak hours. Frequencies vary between 4 and 10 minutes and do not encourage a large number of people travelling between two points within the City core to walk to the periphery in order to catch a train, notwithstanding the faster operation of the train itself. But, at

least 15,000 persons per day do travel by rail within the City Circle; this estimate covers only those who purchase individual tickets and not those who use weekly or periodical tickets.

With the future overflow of office activities into the Brickfield Hill or Uptown Precinct and areas west of York Street, and possibly in the East Rocks areas, the location of the City Circle railway will tend to be more central with respect to the expanded high density CBD core. Hence it should become relatively more attractive to those in the expanding areas of the CBD with either origin or destination outside the City Circle loop. Intensification of redevelopment in close proximity to railway stations combined with convenient pedestrian connectors should generate additional intra-City travel on the City Circle railway system. Increased frequencies of trains would also assist in attracting patronage.

The opening of the Eastern Suburbs Railway is likely to provide only marginal direct improvements to the intra-City movement system but should make substantial indirect improvements when opened to Edgecliff and Bondi Junction in 1975 and 1975 respectively. Major bus/rail interchange stations are planned at these stations and, as a result, many of the bus services now operating to and within the CBD will be redundant.

(c)

Excessive Parking within the CBD

The previous council code allowed for one space per 1500 sq ft of gross floor area to be parked offstreet and led to accumulation of an excessive amount of off-street car parking within the core of the inner City area. However, the adoption of the Parking Policy and Control Code has changed this and the potential future increase in cars parked within the central City core is not high.

(d)

Congestion due to Delivery Vehicles

This is most marked in the area between Martin Place - Erskine Street and Park Street - Druit Street. This area did not, until recently, participate in the building boom which was concentrated north of Martin Place. However, some redevelopment has now taken place and a number of buildings now under construction will have special provision for off-street operation of delivery vehicles. The Centrepoint project is an example.

Consequently, it is likely that the congestion now caused by delivery vehicles will, in the future, ease significantly within this Midtown Hub section as a result of the requirements of the Parking Code. In future years, in areas where extensive provision will have been made for off-street loading facilities, it should be possible to phase out kerbside loading zones. However, they may have to be provided on one side of a street to provide service to older buildings without off-street loading facilities.

Such phasing out should become possible in particular blocks within two years. Where continuity of the additional kerb space cannot be maintained for more than one block, the space released could be used for block taxi ranks or footpath widening or any other purposes that may be suitable.

(e) Congestion due to Bus Operations

Because of their nature, it is reasonable to expect that buses will contribute significantly to congestion within the City streets. However, following review of the current bus operations, it is apparent that much of the congestion and delays caused by buses, both to other buses and to other motor vehicles, could be alleviated by improved traffic management.

Indeed, the interaction between turning buses, oncoming traffic and pedestrians at crowded intersections appears to be one of the principal causes of congestion within the CBD. However, following the opening of the Eastern Suburbs Railway, elimination of some city oriented bus services and reorganisation of others should substantially reduce this problem. Preliminary estimates of the number of buses that might be removed from the City following completion of the Eastern Suburbs Railway to Bondi Junction indicate that it should be possible to reduce bus flows by about 40% in Elizabeth Street, and 25% in Pitt Street. In particular, much of the congestion due to turning buses at Park Street should be substantially relieved.

(f) Pedestrian Congestion

The focal points of pedestrian congestion are bounded by King, Castlereagh, Park and George Streets during the lunch hour, and the approaches to the entrances to the Town Hall and Wynyard Stations during the morning and evening peak periods.

Basically, there are insufficient footpath widths for people to move around the retail core as delineated above during the lunch hour. There is heavy conflict between pedestrians and motor vehicles at the intersections of George Street and Pitt Street, adjacent to the entrances to the Town Hall and Wynyard stations.

However, a number of projects have been completed or are under construction which will alleviate these problems. These include -

- a) Centrepont with its three bridges, arcades and colonnading;
- b) The McDowells Redevelopment;
- c) The Hotel Australia Redevelopment with its plazas, and pedestrian tunnels linking to the Martin Place Railway Station;
- d) Improvements to the pedestrian tunnel under George Street between Hunter Street and Wynyard Station;
- e) The Lanray Hilton with its arcades and colonnades;
- f) The T. & G Redevelopment with its plazas and pedestrian tunnel under Elizabeth Street, linking with the Museum Railway Station;
- g) The tunnels under Railway Square;
- h) The Town Hall Plaza.

Other projects likely to be constructed include -

- a) A tunnel under King Street between Pitt Street and George Street;
- b) A bridge over Pitt Street, linking with the Lanray Hilton.

POSSIBLE ADDITIONAL REMEDIAL MEASURES

In addition to the existing and planned projects to facilitate movement throughout the City and, in particular, the CBD, there are several additional projects being considered by the State Government and the City Council. These are :-

1. Restrictions to Vehicular Traffic in the Inner City Area;
2. Extension of the Access Restrictions imposed by the Parking Control Code; and
3. Provision of a New Intra-City Transport System.

1. Restrictions to Traffic in the Inner City Area

The area concerned is that bounded by, but not affecting, George Street, Elizabeth Street, Hunter Street and Park Street. Streets nominated for closure within that area are Pitt Street, Castlereagh Street, King Street and Market Street. The objective is to provide for maximum gains for pedestrians in terms of freer movement and comfort within the shopping precinct with the added objective of attracting tourists and visitors in addition to City workers to maximise retail sales volumes.

Factors requiring resolution include the following :-

- (a) Management of Traffic Bypassing the Inner City Area.
Diversion of traffic out of Pitt and Castlereagh Streets could result in excessive turning movements on the boundaries of the affected area. But much of the traffic in Pitt Street north of Hunter Street and all of the traffic in Castlereagh Street south of Park Street has to execute turning movements to enter these streets in the first instance, and the extent to which problems associated with additional turning movements would really exist would require evaluation. The same applies to King and Market Streets.

It should be noted that the area concerned is within a box bounded by Park Street, Bridge Street, Macquarie-College Streets, and George Street, which are roads nominated as arterial roads in the 1971 Strategic Plan. It will be necessary to extract more capacity from these roads and also Elizabeth Street by additional traffic management measures including new prohibitions on kerbside parking in order to cater for traffic diverted to these peripheral roads. A particular problem would be the traffic generated by the Australian Square parking station immediately north of Hunter Street.

- (b) Management of Traffic Generated within the Inner City Area.
Such traffic includes delivery vehicles, private cars and taxis. Private car generation from off street parking facilities will be minimal except for the Lanray Hilton (capacity 500 - 700 cars), Stocks and Holdings House (230 cars), Commercial

Union House (180 cars) and the Hotel Australia Redevelopment (300). Spaces for delivery vehicles are scattered throughout the area and the General Post Office is also a major generator of delivery vehicles.

It would appear that permanent closure of several links to all vehicles except buses and appropriate channelisation of intersections within and on the periphery of the affected area could lead to a system in which access for cars, taxis and delivery vehicles was gained by a series of loop roads but no through route was available except to public transport vehicles.

Another alternative would be to restrict the use of the streets within the affected area to certain hours of the day.

2. Extension of the Access Restrictions imposed by the Parking Control Code

The Parking Control Code foreshadowed the possible future conversion of the Mid Town Hub to a pedestrian dominant area. Accordingly, provision was made for denial of access to off-street parking in new developments in the sections of Pitt and Castlereagh Streets between Park and King Streets. Having regard to the probability of likely future restrictions to traffic in the Inner City Area it is proposed to foreshadow these by extending the sections of street in which access to off-street parking in new developments would be denied.

The streets within the inner area are Pitt and Castlereagh Streets between King and Hunter Street, and King and Market Streets between Elizabeth and George Streets. In addition, it is proposed to improve the traffic flow on the peripheral streets by extending the restrictions to George Street between Park and King Streets and to Hunter Street. (See attached diagram).

3. Provision of a New Intra-City Transport System

Various proposals have been suggested from time to time for the upgrading of public transport within the CBD. Some have been associated with traffic management while others would require a new transport system.

Consideration of all of the factors involved indicates that a thorough investigation is needed to evaluate the potential of any new or upgraded system. These are listed hereunder :-

(a) Objectives

The prerequisite to any serious consideration of a new transport system within the CBD, or within the City, is an assessment of whether one is really needed or whether the existing systems can be upgraded to fulfil their respective roles more effectively and to carry the expected future increase in demand.

The economic feasibility of a new mode in the short, medium, and long term is as yet unknown, but substantial relief is

expected at least in the short to medium term from the diversion of many Eastern Suburbs commuters to the CBD from bus to rail within the next three or four years.

In considering a future transport system for the City, a number of possible inter-related options exist. These are:

- i) Improve the operating efficiency of the existing systems, both in transporting people to and within the City
- ii) Provide a new system or mode to improve public transport between the City and suburbs
- iii) Provide a new system or mode(s) to improve public transport within the City.

Obviously, every attempt should be made to improve the operating efficiency of existing systems, and to evaluate the effectiveness of these improvements. In addition, it is expected that the Sydney Area Transportation Study will report on the need for any new rail system, or other form of rapid transit system, at metropolitan scale.

The third alternative, to provide a new system or mode(s) within the City, is one which merits separate definition and evaluation.

Overseas studies have found that there is a very great demand for short distance city transport and that a significant 'transport gap' exists in this field, due to the unsatisfactory nature of present forms of transport, notably buses, in catering to this demand. Due to the density of development within the City, the motor car is also unsatisfactory both from the point of view of usage and storage, as has been evidenced throughout the world.

Complete redevelopment of sections of the City could widen this gap. Elevated pedestrian decks would effectively segregate the pedestrian from all existing modes of transport. This could make his journeys on foot longer. Bus services would be less accessible than now and the facility of hailing a passing taxi would disappear.

Notwithstanding some of the shortcomings of the existing rail and bus systems, they do provide a wide service and any new system or mode should be aimed at complementing rather than supplementing them. A new system or mode may not necessarily be designed to have sufficient capacity to cope with peak loads, nor need it be designed to penetrate far from the CBD.

(b) Service and system requirements

Investigations overseas indicate that any new transport system to move people within a central city area should be designed to reduce walking distances between the system stations, and the final origin or destination, to a maximum of about 700 feet. This is about three minutes walking time and is the maximum that should be covered on foot for other than

recreational purposes, without unduly wasting valuable time.

The route(s) of a new system should be designed to serve as many high activity zones as possible, with the minimum initial provision of track, and such subsequent extensions, as may be economically feasible. Such a system could satisfy the needs of a commuter travelling between a conventional transport terminal or interchange and his place of work, connect with the main points of tourist attraction, and provide speedy access to the retail core not only for the visitor shopper, but also for the worker shopping during the lunch hour. It could also transport visitors to and from places of evening entertainment, possibly providing links with multi-storey car parks. Consequently, the system could be expected to operate over a 16 to 18 hour day, and possibly longer, if used for evening entertainment.

Information currently available, concerning pedestrian bus and rail movements within the Central Business District, is extremely limited. Consequently, it is not possible to evaluate the potential that could be achieved without questionnaire surveys. Sampling techniques could be used for preliminary evaluation, but if a new system were to reach the development stage, detailed studies based on comprehensive street questionnaires would be required.

One of the major determinants of location is whether a new system should be underground, at ground level or elevated. Another is the effect of a new system on sections of the CBD which are to be preserved as historic precincts, and on recently redeveloped areas which are not likely to change for twenty or more years.

A segregated system at ground level would necessitate re-routing of conventional traffic at intersections and frequent pedestrian bridges or tunnels from one side of the street to the other. An underground system would be greatly hampered by existing utilities and the underground railway. During construction, it would cause disruptions to traffic. Conventional tunnelling would overcome these problems but would be more costly and would necessitate a deeper location and hence, inferior access to the system. In any case, selection of an underground system would provide a much reduced scope for choice of routes and would have little attraction to tourists. On the other hand, an elevated system would require to provide a clearance of at least 15 feet to allow for buses and other high vehicles and the supporting columns would need to occupy positions which would provide minimum obstruction to vehicular or pedestrian traffic. In all three cases provision must be made for getting on and off the system, which raises difficult design problems.

Any new system would have to be integrated successfully into the framework of major redevelopments. It could be possible to design buildings, shopping malls, concourses and plazas so that a new system could play an important part in their functioning and could be developed with the walkway network.

Two other factors requiring consideration are ease of accessibility for intending passengers and preservation of pedestrian areas through which the system might pass. An overhead system might accommodate these factors more readily than one at pedestrian level, though the location and design of access to, and exit from, an overhead system would be difficult.

Consideration of a new mode of transport capable of complementing existing modes requires a broad assessment of the area through which it might operate. Among the factors requiring attention are :

- * Protection of rights of way in the system area especially in relation to new buildings
- * The cost of land and associated property
- * The consequences for commercial development of a new, speedy, convenient system, and the effects upon both the costs and benefits of developments.

These factors would greatly affect, and in many ways determine, the choice of a system.

(c) Potential Demand

Following an examination of the areas that a new system might aim to serve, and the routes along which it might operate, it would be necessary to estimate the possible demand and examine whether a new system could carry the passenger volumes it might attract, having regard to likely physical, environmental and financial constraints. At this stage, any assessments of demand must be confined to highlighting the potential sources.

Apart from the existing pedestrian traffic that a system would be intended to cater for, passengers would also be attracted from existing rail, bus, taxi or car traffic. The existing passenger volumes travelling daily by each mode would have to be examined in detail and some estimates made of the percentage of these passengers likely to transfer to a new system.

The total number of passengers that might be generated would be difficult to assess and would depend on factors such as the reliability and frequency of the service provided, the distance between boarding points and the fare structure.

Another source of traffic which would need to be investigated is tourism, as this could provide a substantial volume of traffic, particularly at off-peak periods.

A substantial increase is expected in the volume of tourists visiting Sydney and there could be a great attraction in a system which would allow tourists to travel through the City and perhaps to the more attractive and interesting of the fringe areas in comfort and convenience, and at a reasonable speed. The benefit of this to overall system economics could be considerable.

(d) Flexibility and Reliability

The standard of service provided by any new transport system, its reliability, frequency, and ability to adapt quickly and efficiently to varying levels of demand, would be a fundamental factor in ensuring its ultimate success.

With any system intended to cater for even a proportion of the commuter load, passenger volumes will vary considerably according to the time of day. Consequently, patterns of operation, at peak commuter periods for instance, may need to be radically different from those employed at off-peak periods.

For a system operating on its own right of way and with its own vehicles, for example, there could be variations in headway, vehicle group or train size and routing, without prejudicing the particular service frequency during off-peak hours. Such a system would also have to be capable of change with future traffic growth and of fluctuations in demand. In particular, the development of control technology could allow great flexibility to be built into the system. The service that may be provided by such a system, for example, could be similar to that of automatic lifts in a major office block.

The reliability of a new system would also influence to a considerable degree the use which was made of it. A high degree of automation does not necessarily bring with it a high degree of reliability.

It would be essential

to ensure that stoppages at any section were infrequent and did not lead to the closing down of the entire system.

(e) Capacity

Having assessed the passenger volumes likely to be attracted to a new system, consideration of vehicle types and size, track and station layout, and the capacities which could be achieved with each type of vehicle, would be necessary. It is possible that, particularly in the early development stages, the system would be run in conjunction with feeder systems using escalators and moving footways for example; and the station and interception capacities would require very careful coordination with the capacity of the new system especially to handle peak loads.

Two fundamental points should be highlighted. Firstly, standing passengers may have to be carried, to allow a new transport system to have sufficient flexibility and capacity to cope with peak levels of demand, and to attract sufficient revenues. Secondly, capacities would be considerably increased by achieving minimum headways and station stopping times. These would be influenced by factors such as the size of vehicle used, the control technology, and employment of efficient passenger handling techniques, that would ensure the speedy transfer of passengers.

(f) Environmental impact

As previously noted, a new transport system to aid pedestrian movement must be considered as an integral part of a new development (incorporating the vertical segregation of pedestrians from vehicles). However, it is probable that in order to produce a viable network, a new system would have to pass through some areas not likely to be redeveloped.

The environmental considerations, therefore, fall into two categories - those compatible with the conditions provided by new development and those acceptable in the existing environment.

Noise, vibration, fumes and dirt should not be allowed to annoy in any new system included in a new development and pedestrian malls.

Visual impact would be a significant factor where the system is elevated above existing street level. The structural and architectural design of the supporting structure to achieve this would be critical.

Use of electrical propulsion for a new system would eliminate contribution to atmospheric pollution from the system, though the problems of dust and oil and dirt and water, especially for an overhead system, would be more difficult to solve, and would involve detailed design studies.

(g) Costs

Production of estimates of costs and revenue would probably be one of the most difficult fields of investigation. It is likely that for an overhead system based on using small vehicles, an overall capital cost of \$2 million per mile of system, including track, structures, stations, rolling stock but excluding any land acquisition costs, would be appropriate. Operating costs could be expected to be within the range of \$300,000 to \$500,000 per mile per annum.

By contrast, the capital cost of an underground system is likely to be considerably higher. Accurate estimates would be difficult to obtain, without detailed investigation into the engineering problems likely to be encountered along a particular route.

(h) Revenues

Consideration of possible fare structures and, hence revenue, indicates that the proportion of the peak hour commuter traffic carried would greatly affect system economics. A large scale transfer of existing or future peak hour commuter traffic could be excessive and undesirable. In any case, Sydney is already provided with a very good underground railway system designed to carry this type of traffic.

(i) Conclusions

Preliminary assessments indicate that a new transport system operating north-south along the Central Spine, built in stages and developing the most densely trafficked sections first, would probably not be able to meet its capital charges, at least to begin with, though it might be expected to recover its working costs. Any short-fall would have to be met by special subventions as is done with other transport facilities, but this would require detailed study of system economics and alternative designs, and its relation to the total question of planning for the City. The development of such a system should aim both to provide a means of conveying people in the most heavily congested and occupied parts of the City and also to link together for business, for recreational and for tourist purposes, outlying precincts such as Kings Cross, Woolloomooloo, Pyrmont, Ultimo and the University and Moore Park areas to form a unified and coordinated City transport network.

FIRST DRAFT REVISION OF PEDESTRIAN
POLICIES AND PRIORITIES FOR ACTION

POLICY 8

CREATE AN INTEGRATED CITY-WIDE
PEDESTRIAN MOVEMENT SYSTEM,
LINKING TRANSPORT INTERCHANGES
TO EACH PART OF EACH PRECINCT

Comment

This has been started and has been a continuing process over the past three years.

Rewrite as -

CONTINUE TO DEVELOP AN INTEGRATED
CITY-WIDE PEDESTRIAN MOVEMENT
SYSTEM, LINKING TRANSPORT INTER-
CHANGES TO EACH PART OF EACH
PRECINCT

ACTION PRIORITY A

PREPARE DETAILED SCHEMES FOR
TRAFFIC-FREE PEDESTRIAN MOVEMENT
THROUGHOUT THE CITY, INCORPORATING
WIDENED FOOTPATHS, BOULEVARDS,
COLONNADES, ARCADES, SUBWAYS,
BRIDGES, RAILWAY STATION CONCOURSES,
MALLS, PLAZAS AND PARKS INTO AN
INTEGRATED SYSTEM

Comment

Some progress has been made, the most notable achievement being the closure and redesign of Martin Plaza. Action Plan No. 6 will recommend other detailed schemes. In addition, detailed consideration will need to be given to the implications of any measures to restrict traffic in the inner city area. Action Priority A is therefore a continuing process which is partially complete.

Rewrite as -

CONTINUE TO PREPARE DETAILED SCHEMES
FOR TRAFFIC-FREE PEDESTRIAN MOVEMENT
THROUGHOUT THE CITY, INCORPORATING
WIDENED FOOTPATHS, BOULEVARDS,
COLONNADES, ARCADES, SUBWAYS, BRIDGES,
RAILWAY STATION CONCOURSES, MALLS,
PLAZAS AND PARKS INTO AN INTEGRATED
SYSTEM

ACTION PRIORITY B (This Action Priority will probably be deleted)

PREPARE AND ADOPT A FOOTPATH
WIDENING MAP OF THE CITY, SHOWING
THOSE STREET FRONTAGES ON WHICH
IT SHALL BE MANDATORY TO WIDEN
FOOTPATHS ON REDEVELOPMENT, BY
WAY OF SETBACK, PREFERABLY WITH
WEATHER PROTECTION, OR BY
COLONNADING

Comment

This has been done but will undoubtedly need revision at periodic
(three yearly) intervals.

Rewrite as -

UPDATE AT THREE YEARLY INTERVALS
THE FOOTPATH WIDENING MAP OF THE
CITY, SHOWING THOSE STREET FRONTAGES
ON WHICH IT SHALL BE MANDATORY TO
WIDEN FOOTPATHS ON REDEVELOPMENT,
BY WAY OF SETBACK, PREFERABLY
WITH WEATHER PROTECTION, OR BY
COLONNADING

ACTION PRIORITY C

INCORPORATE IN THE FLOOR SPACE RATIO
CODE FOR EACH PRECINCT, A SERIES OF
BONUSES IN RETURN FOR THE FINANCING
AND/OR CONSTRUCTION BY DEVELOPERS
OF SUBWAYS, BRIDGES, ARCADES, MALLS
AND PLAZAS APPROVED BY COUNCIL AS PART
OF THE PEDESTRIAN SYSTEM

Comment

This was done by adoption of the Development Control and Floor
Space Ratio Code on December 6, 1971. It needs review at three
yearly intervals and will be reviewed as part of the 1974 Revision
of the Strategic Plan.

Rewrite as -

UPDATE AT THREE YEARLY INTERVALS THE
DEVELOPMENT CONTROL AND FLOOR SPACE
RATIO CODE AND THE BASIS FOR AWARDED
BONUSES IN RETURN FOR THE FINANCING
AND/OR CONSTRUCTION BY DEVELOPERS OF
SUBWAYS, BRIDGES, ARCADES, MALLS AND
PLAZAS APPROVED BY COUNCIL AS PART OF
THE PEDESTRIAN SYSTEM

ACTION PRIORITY D

PROCEED WITH ACTION PLANS FOR THE PEDESTRIAN SYSTEM THROUGHOUT THE CENTRAL SPINE DISTRICT, TO CREATE A PLAZA AT CIRCULAR QUAY, A NETWORK OF WALKWAYS FOCUSSED ON WYNYARD STATION, LINKING THROUGH MARTIN PLACE TO ST. JAMES AND TOWN HALL STATIONS, AND THROUGH THE HAYMARKET TO CENTRAL STATION

Comment

Action Plans have been completed for Circular Quay and Wynyard. Further action plans will be needed for the Mid Town Hub and Brickfield Hill.

Rewrite as two action priorities viz -

IMPLEMENT THE RECOMMENDATIONS OF ACTION PLANS FOR A PLAZA AT CIRCULAR QUAY AND A NETWORK OF WALKWAYS FOCUSSED ON WYNYARD STATION

and

PROCEED WITH ACTION PLANS FOR THE PEDESTRIAN SYSTEM THROUGHOUT THE CENTRAL SPINE DISTRICT TO CREATE A NETWORK OF WALKWAYS LINKING THROUGH MARTIN PLACE TO ST. JAMES AND TOWN HALL STATIONS, AND THROUGH THE HAYMARKET TO CENTRAL STATION.

ACTION PRIORITY E

INCORPORATE WALKWAYS IN ACTION PLANS FOR RESIDENTIAL AND OTHER PRECINCTS, SO AS ULTIMATELY TO ACHIEVE A CITY-WIDE PEDESTRIAN SYSTEM

Comment

Specific recommendations are being made concerning this in the Action Plans relevant to each Precinct. Currently, eleven such plans are being prepared by Council staff or consultants.

Rewrite as -

INCORPORATE INTO RESIDENTIAL AND OTHER PRECINCTS, WALKWAYS RECOMMENDED IN THE ACTION PLANS FOR THE VARIOUS PRECINCTS, SO AS TO ULTIMATELY ACHIEVE A CITY-WIDE PEDESTRIAN SYSTEM

ADDITIONAL ACTION PRIORITIES

Action Priorities A to G will probably be reviewed also by the Consultant currently preparing Action Plan No. 6 - Pedestrians. Consequently, this First Draft Revision should be regarded as tentative and be further reviewed in the light of that Consultant's recommendations.

In addition, other factors worthy of consideration as Action Priorities include regulation of pedestrian movement on roads outside the Inner City Area where grade separated pedestrian facilities have been provided and production of a Manual of Design Standards for Pedestrian Facilities.

Draft Action Priorities are as follows -

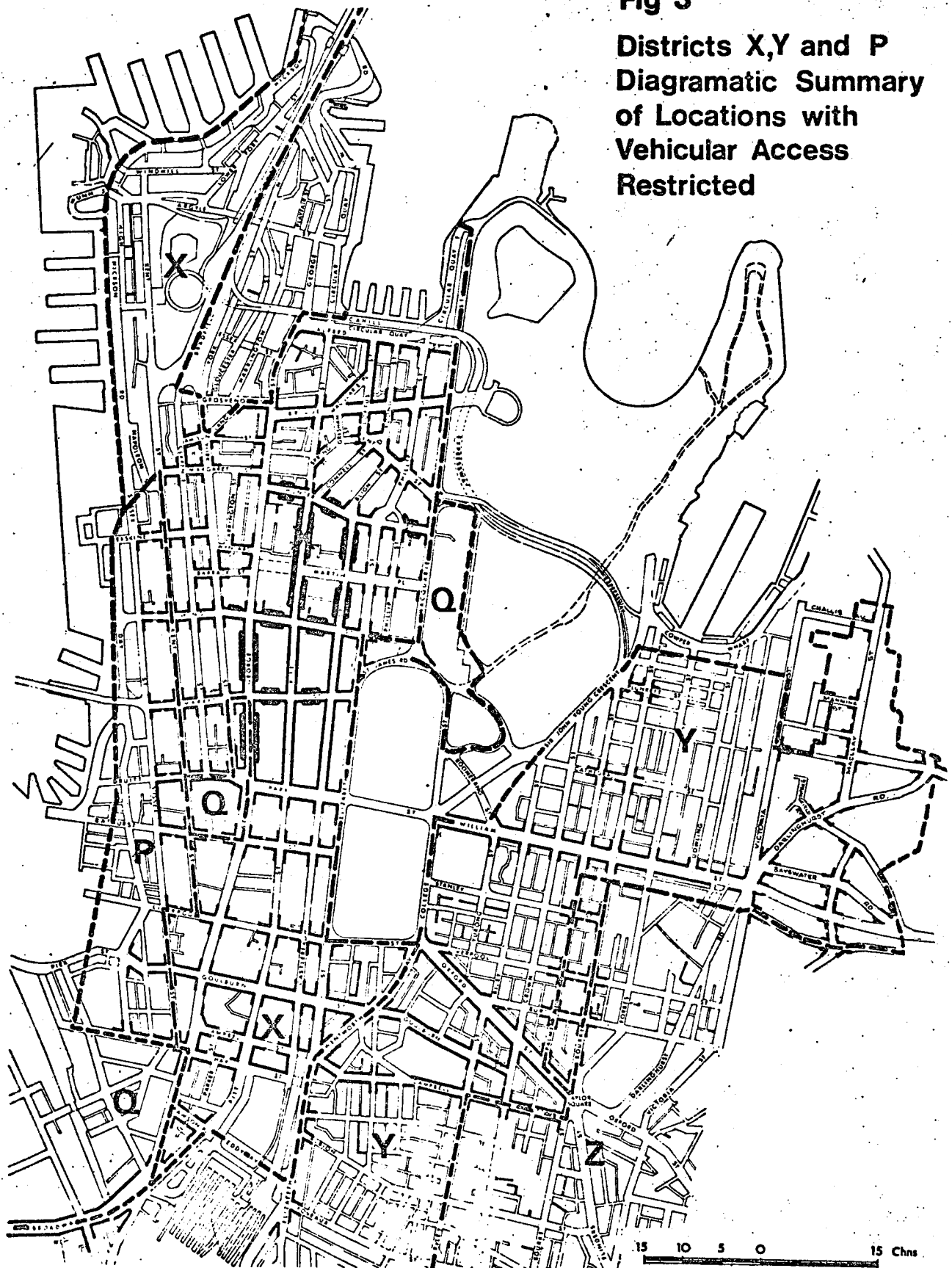
PREPARE A MANUAL OF DESIGN
STANDARDS FOR PEDESTRIAN
FACILITIES

and

REGULATE, BY MEANS OF SUITABLE
BARRIERS, PEDESTRIAN MOVEMENT
ON ROADS DESIGNATED AS TRAFFIC
ROUTES; THESE RESTRAINTS BEING
INCORPORATED INTO SCHEMES WHERE
ALTERNATIVE PEDESTRIAN GRADE
SEPARATED CROSSINGS HAVE BEEN
PROVIDED

Fig 3

**Districts X,Y and P
Diagrammatic Summary
of Locations with
Vehicular Access
Restricted**



REVISIONS TO PARKING CONTROL CODE

A number of revisions have been made to the Parking Control Code. The principal changes with the accompanying reasons are as follows :

- 1) All measurements of length and area have been converted to the metric system. A factor of 10 has been used to change square feet to square metres. This effects a reduction of about 8%.
- 2) Small shops, supermarkets and boutiques generate considerably more delivery vehicle traffic than do Department Stores. But much of the traffic generated is small delivery and panel vans. Consequently, a requirement showing the proportion of spaces for large vehicles or vans has been included.
- 3) Large hotels and to a lesser extent motels depend on international and interstate visitors travelling by car. Consequently, the off-street car parking requirement for large hotels and motels has been relaxed. Observations indicate that in such cases the excess off-street parking spaces in such developments are being used for renting out to commuters.
- 4) In international hotel complexes containing shops the parking spaces required for hotel patrons at night are often vacant during the day. Consequently, the need to provide spaces for shops under such circumstances does not arise.
- 5) Many small trendy restaurants that are likely to attract visitors and tourists are converted terrace houses in which it would not be possible to provide off-street parking. Where these are in areas zoned commercial or industrial, eg. Surry Hills - Darlinghurst, the kerbside space allocated to these activities during the day would be available to patrons of these restaurants at night. This applies only to District Z.
- 6) Access to off-street parking is denied on King Street, Hunter Street, Castlereagh Street north of King Street, Pitt Street between King and Hunter Streets and George Street between Park and King Streets to facilitate future development of a traffic free inner city area.

P. Casey

URBAN SYSTEMS CORPORATION PTY LTD

13 February, 1974

THE COUNCIL OF THE CITY OF SYDNEY

1974 REVISIONS TO PARKING CONTROL
CODE

Prepared by

URBAN SYSTEMS CORPORATION PTY LTD
2nd Floor MLC Building
105 Miller Street
North Sydney 2060

February, 1974

1974 REVISIONS TO PARKING CONTROL CODE

Page 4

"Street" - change 50 feet to 16 metres.

Page 5

"Total Floor Area" - third line, change 4'6" to 1.5 m

Page 9

Extent of Parking to be Provided -
District X

i. change 2,500 square feet to 250 sq metres

ii. change 300 square feet to 30 sq metres

'Example' to read:

Determine the number of off-street parking spaces that should be provided for mixed development within the Brickfield Hill precinct, and east of George Street, containing 80,000 sq metres of office space, 20,000 sq metres of retail shopping space, and an international hotel of 50,000 sq metres, containing 800 bedrooms and 4,000 sq metres of bar, lounge and restaurant space, on a site of 15,000 sq metres.

Page 10

i. 150,000 sq metres of gross floor area divided by 15,000 sq metres of site area, i.e. 10 to 1

ii	Office	8,000 sq m
	Retail	2,000 sq m
	Hotel	5,000 sq m

iii Office 1 space per 45 sq m of site area
178 spaces (Table 2)

Retail 1 space per 45 sq m of site area
45 spaces (Table 2)

Hotel 1 space per 5 bedrooms for 100 bedrooms,
1 space per 10 bedrooms for 100 bedrooms,
and 1 space per 20 bedrooms thereafter
60 spaces (Table 1)

Therefore, Total Number of Spaces
Allowable on Site for Development - 283

Page 10
cont'd.

iv	Office	80,000 sq m at 1 space per 250 sq m 320 spaces
	Retail	20,000 sq m at 1 space per 250 sq m 80 spaces
	Hotel	1 space per 5 bedrooms for 100 bedrooms, 1 space per 10 bedrooms for 100 bedrooms, and 1 space per 20 bedrooms thereafter 60 spaces

TOTAL 460 spaces

Less on-site provision 283 spaces

Therefore, Number of Spaces for which
Developer must contribute - 177

v Summary

Developer must provide 460 spaces for which 283 may be provided on-site and 177 for which the Developer must contribute, these latter spaces being located in Perimeter Parking Stations.

TABLE NO 1

Type of Development	Minimum Number of Parking Spaces to be Provided on site by Developer
<p>Residential Flat Buildings</p> <p>Flats containing one bedroom</p> <p>Flats containing two or more bedrooms</p> <p>Housing for Aged Persons</p> <p>Hotels</p> <p>Motels and Private Hotels</p> <p>Service Stations</p>	<p>1 per 2 flats</p> <p>1 per flat</p> <p>1 per 10 flats</p> <p>1 per 5 bedrooms or bedroom suites for the first 100 bedrooms or bedroom suites, 1 per 10 for the next 100 bedrooms or bedroom suites and 1 per 20 bedrooms or bedroom suites thereafter.</p> <p>1 per 3 bedrooms or bedroom suites for the first 100 bedrooms or bedroom suites, 1 per 6 bedrooms or bedroom suites for the next 100 bedrooms or bedroom suites and 1 per 12 bedrooms or bedroom suites thereafter.</p> <p>10 (for customers' vehicles only, not for hire)</p>

TABLE NO. 2

ALL TYPES OF DEVELOPMENT OTHER THAN THOSE SPECIFIED IN TABLE I			
Column I	Column II	Column III	Column IV
Tank Stream Precinct			
a. Area North of Bridge Street			
1. Where access is available to Macquarie, Phillip, Young, Pitt or George Streets	1 space per 250 sq m of gross floor area	1 space per 90 sq m of site area	No of spaces in Col II less number provided on site by developer
ii Where access is not available to these streets	1 space per 250 sq m of gross floor area	Nil	1 space per 250 sq m of gross floor area
b. Balance of Precinct			
i. Where access is available to Kent Street	1 space per 250 sq m of gross floor area	1 space per 250 sq m of gross floor area	Nil
ii. Where access is available to York or Clarence Streets	1 space per 250 sq m of gross floor area	1 space per 60 sq m of site area	Number of spaces in Col II less number provided on site by developer.
iii. Where access is exclusive to Castle-reagh, King or Hunter Streets or to Pitt St south of Hunter St.	1 space per 250 sq m of gross floor area	Nil	1 space per 250 sq m. of gross floor area.
iv. Elsewhere	1 space per 250 sq m of gross floor area	1 space per 90 sq m of site area	Number of spaces in Col. II less number provided on site by developer

TABLE NO. 2 (continued)

Column I	Column II	Column III	Column IV
Midtown Hub Precinct			
i. Where access is available to Elizabeth or York Streets	1 space per 250 sq m of gross floor area	1 space per 90 sq m of site area	Number of spaces in Col. II less number provided on site by developer
ii. Where access is not available to these streets	1 space per 250 sq m of gross floor area	Nil	1 space per 250 sq m of gross floor area.
Brickfield Hill Precinct			
i. Where access is available to Kent or Sussex Streets	1 space per 250 sq m of gross floor area	1 space per 250 sq m of gross floor area	Nil
ii. Elsewhere	1 space per 250 sq m of gross floor area	1 space per 45 sq m of site area	Number of spaces in Col. II less number provided on site by developer
Rocks Precinct			
	1 space per 250 sq m of gross floor area	1 space per 90 sq m of site area	Number of spaces in Col. II less number provided on site by developer.

TABLE NO. 3

PROVISION FOR DELIVERY AND SERVICE VEHICLES	
Type of Development	Minimum Requirements (Based on Gross Floor Areas)
COMMERCIAL PREMISES	One space per 4,000 sq m or part thereof (50 percent of spaces adequate for trucks)
SHOPS - DEPARTMENT STORES	One space per 2,000 sq m or part thereof (All spaces adequate for trucks)
SHOPS - OTHER	One space per 500 sq m of part thereof (50 percent of spaces adequate for trucks)
WHOLESALE, INDUSTRIAL	One space per 800 sq m or part thereof (All spaces adequate for trucks)
OTHER USES EXCLUDING RESIDENTIAL FLAT BUILDING	One space per 2,000 sq m or part thereof (50 percent of spaces adequate for trucks)

These standards will be applied in respect of the first 50,000 square metres of any development. For floor areas between 50,000 and 100,000 square metres, the standards for the balance above 50,000 sq metres may be reduced by 50 percent. For areas exceeding 100,000 square metres, the standards may be further reduced by 75 percent for the balance above 100,000 sq metres.

Where there is a mix of different types of development, the total spaces shall be estimated, taking the development as a whole in the manner indicated by the following example.

EXAMPLE:

Determine the number of spaces to be supplied for a development planned to have a gross floor area of 120,000 sq m, including 97,000 sq m of commercial premises, 17,000 sq m of retail shopping and 6,000 sq m of wholesale storage area.

Page 14 (continued)

The theoretical number of spaces as required from application of Table No 3 is determined as follows :

Type of Development	Gross Floor Area	No of Spaces Required
Commercial Premises	97,000 sq m	24.2
Shops	17,000 sq m	34.0
Wholesale	6,000 sq m	7.5
TOTAL	120,000 sq m	65.7

Application of the allowances for large developments exceeding 50,000 sq m in gross floor area will lead to a reduction as follows :

Calculated Gross Floor Area per

car space $\frac{(120,000)}{65.7}$ 1,830 sq metres

Therefore,

spaces required for first 50,000

sq metres $\frac{(50,000)}{1,830}$ 27.4

Spaces required for next 50,000

sq metres $\frac{(50,000)}{1,830} \times \frac{1}{2}$ 13.7

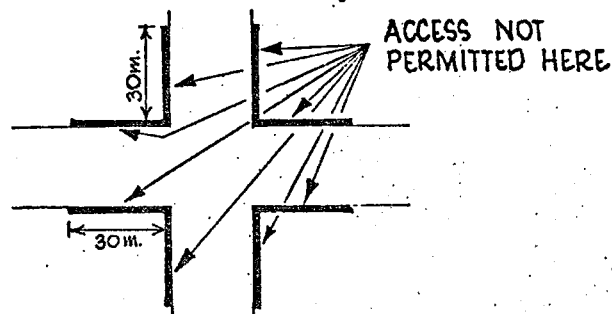
Spaces required for balance

$\frac{(20,000)}{1,830} \times \frac{1}{4}$ 2.7

TOTAL SPACES REQUIRED 44.

8. ACCESS TO PARKING FACILITIES -

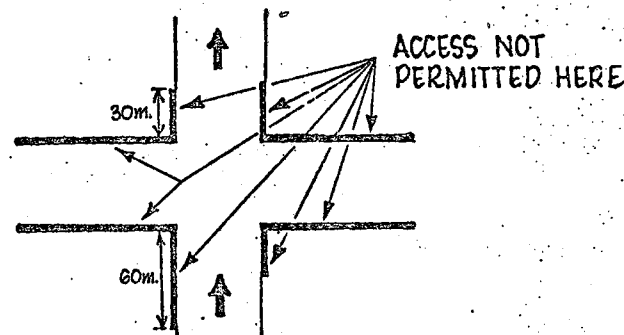
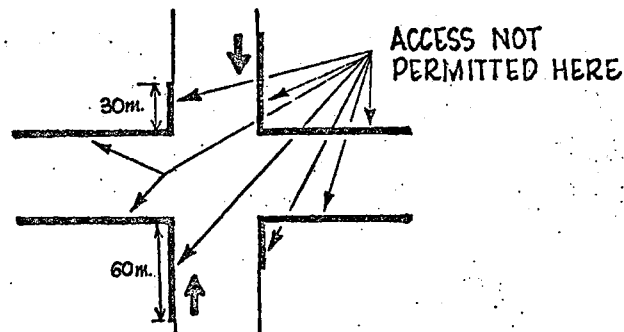
- a. Vehicular access points serving off-street parking facilities should not be located closer than 30 metres from the nearest alignment of the intersection of one street with another, except under special circumstances relating to the site. The street frontages where access should not be allowed are indicated diagrammatically below:



Page 15 (continued)

- b. Vehicular access points serving off-street loading and unloading facilities should not be located closer than 30 metres from the nearest alignment of an intersection with another street, except under special circumstances. This distance may be relaxed to 15 metres in cases where the requirement for loading spaces in accordance with Table No 3 is for 2 loading spaces or less.
- c. No change.
- d. Except in special circumstances, vehicular access to buildings should not be allowed within 60 metres from the nearest alignment of an intersection with any of the streets indicated in clause (c) measured in the direction of approach along the following streets :

Macquarie Street
Wentworth Avenue
Phillip Street
Elizabeth Street
George Street
York Street



11. EXTENT OF PARKING TO BE PROVIDED

- a. No change
- b.
 - i. A developer shall, at his own expense, provide parking spaces at the rate of one space per 200 square metre of gross floor area of the building.
 - ii. Parking spaces to the limits shown in Column III of Table No 5 may be provided within the building. Each parking space shall be deemed to comprise an area of 30 square metres.
 - iii. No change.
- c. No change
- d. No change

EXAMPLE:

Determine the number of off-street parking spaces that should be provided for a mixed development within the Oxford Street Precinct, containing 48,000 sq m of office, 12,000 sq m of retail shopping space and an international hotel of 30,000 sq m containing 510 bedrooms and 3,000 sq m of bar, lounge and restaurant space on a site of 15,000 sq m.

Page 20

- i. Determine the average plot ratio - in this case :

90,000 sq m of gross floor area divided by
15,000 sq m of site area, i.e. 6 to 1

- ii. Determine the equivalent site area to be assigned to each type of development - in this case :

Office	8,000 sq m
Retail	2,000 sq m
Hotel	5,000 sq m

- iii. Apply the Code to each type of development to determine the allowable provision for on-site parking, on the basis of its being the sole development on the assigned site area - in this case :

Office	1 space per 30 sq m of site	267 spaces (Table 5)
Retail	1 space per 200 sq m of floor area	Nil
Hotel	2 spaces per 5 bedrooms for 50 bedrooms, 1 space per 5 bedrooms for 150 bedrooms, 1 space per 10 bedrooms for 100 bedrooms and 1 space per 20 bedrooms for 210.	71 spaces (Table 4)
	plus	
	1 space per 10 sq m of bar, lounge and restaurant area for 500 sq m; 1 space per 20 sq m for 1,500 sq m and 1 space per 40 sq m for 1,000 sq m.	150 spaces (Table 4)

Therefore, Total Number of Spaces Allowable on Site for Development	488
---	-----

- iv. Determine the Gross Parking Requirement, as set down in Column II of Table No 5

Office	48,000 sq m at 1 space per 200 sq m	240 spaces
Retail		Nil
Hotel		221 spaces
TOTAL		461 spaces

- v. Summary:
Developer must provide 461 spaces and may provide up to 488 spaces on site.

TABLE NO 4

Type of Development	Minimum Number of Parking Spaces to be Provided on site by Developer
DWELLING HOUSES	1 per house
RESIDENTIAL FLAT BUILDINGS	
Flats containing one bedroom	1 per 2 flats
Flats containing two bedrooms	1 per flat
Flats containing three or more bedrooms	5 per 4 flats (Plus visitor car parking 20 percent of resident car parking for the first 50 flats and 10 percent thereafter)*
HOUSING FOR AGED PERSONS	1 per 10 flats
BOARDING HOUSES AND PRIVATE HOTELS	2 per 3 bedrooms
SHOPS ϕ	1 per 200 sq m of gross floor space
HOTELS (incl. attached restaurants and clubs)	1 per 10 sq m of public area set aside for bar, lounge, and restaurant for the first 500 sq m. 1 per 20 sq m for the next 1,500 sq m and 1 per 40 sq m thereafter plus 2 per 5 bedrooms or bedroom suites for the first 50 bedrooms or bedroom suites, 1 per 5 for the next 150 bedroom of bedroom suites, 1 per 10 for the next 100 bedroom or bedroom suites, and 1 per 20 bedrooms or bedroom suites thereafter.
MOTELS	2 per 3 bedrooms or bedroom suites for the first 50 bedrooms or bedroom suites, and 1 per 3 bedrooms or bedroom suites thereafter.
MOTOR SHOWROOMS	1 per 30 sq metres (gross) of showroom area.

TABLE 4 (cont'd)

SERVICE STATIONS	10 (for customers' vehicles only, not for hire)
CLUBS	1 per 20 sq metres of bar room and lounge
BOWLING CLUBS	30 per green

* For large developments in close proximity to Public Car Parking Stations, the visitor car parking component could be varied at Council's discretion.

ø In mixed, hotel shopping complexes, Nil.

TABLE NO 5

ALL TYPES OF DEVELOPMENT OTHER THAN THOSE SPECIFIED IN TABLE NO 4			
Column I	Column II	Column III	Column IV
Kings Cross Precinct	1 space per 200 sq m. of gross floor area	1 space per 90 sq m of site area	No of spaces in Col. II less number provided on site by developer
Woolloomooloo Precinct and William Street Boulevard Precinct	1 space per 200 sq m of gross floor area	1 space per 45 sq m of site area	No. of spaces in Col II less number provided on site by developer
Stanley Street Precinct, Oxford Street Precinct, West Surry Hills Precinct Railway Precinct and Brewery Precinct	1 space per 200 sq m of gross floor area	1 space per 30 sq m of site area	No. of spaces in Col. II less number provided on site by developer.

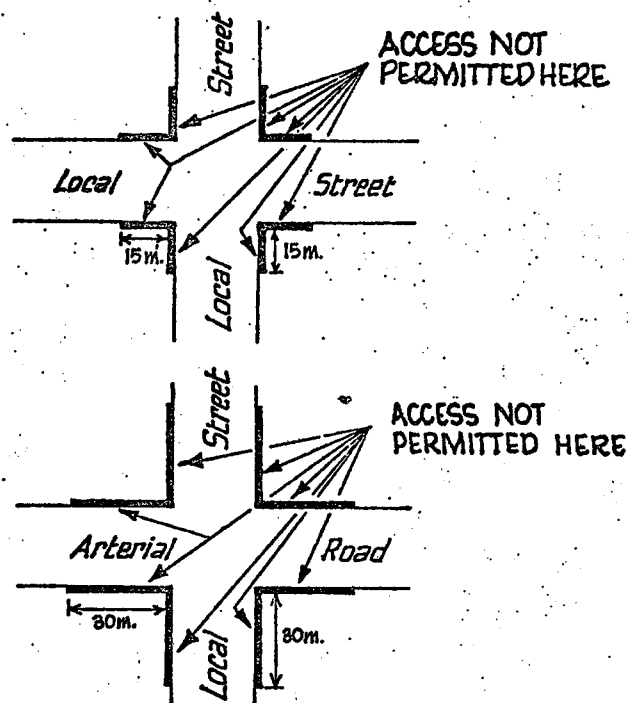
TABLE NO 6

PROVISION FOR DELIVERY AND SERVICE VEHICLES	
Type of Development	Minimum Requirements (Based on Gross Floor Area)
COMMERCIAL PREMISES	One space per 4,000 sq m. or part thereof
SHOPS - DEPARTMENT STORES	One space per 2,000 sq m. or part thereof
BOUTIQUES - SUPERMARKETS SMALL SHOPS	One space per 5,000 sq m or part thereof
WHOLESALE, INDUSTRIAL	One space per 800 sq m. or part thereof
OTHER USES EXCLUDING RESIDENTIAL FLAT BUILDINGS	One space per 2,000 sq m. or part thereof

13. ACCESS OF PARKING FACILITIES -

- a. Vehicular access points serving off-street parking facilities should not be located closer than 15 metres from the nearest alignment of the intersection of one street with another street. Where the intersecting street is one of the arterial roads listed in clauses (c) and (d) of this section, the clearance on all approaches should be increased to 30 metres. Within the Kings Cross Precinct, a clearance of 30 metres should generally be adopted on the more important streets.

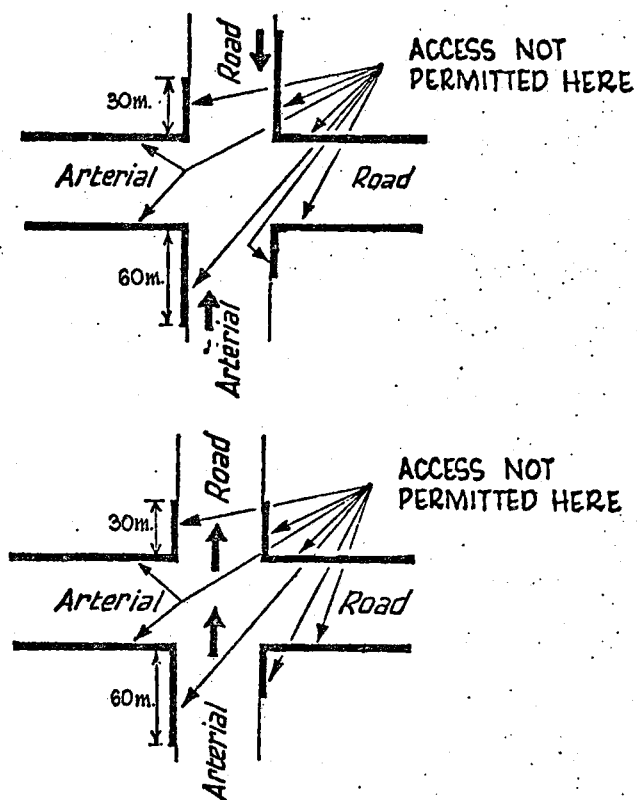
The street frontages from which access should not be allowed are indicated diagrammatically below :



- b. Vehicular access points serving off-street loading and unloading facilities should not be located closer than 15 metres from the nearest alignment of an intersection with another street. Where the intersecting street is one of the arterial roads listed in clauses (c) and (d) of this section, the clearance on all approaches should be increased to 30 metres except for cases where the requirement for loading spaces in accordance with Table No 6 is for two loading spaces or less.
- c. No change.
- d. Except in special circumstances, vehicular access to buildings should not be allowed within 60 metres from the nearest alignment of an

..... Lee Street

This limitat on is shown diagrammatically below :



- e. No change.
- f. '50 feet' should now read '15 metres'
- g. No change

TABLE NO. 7

Type of Development	Minimum number of Parking Spaces to be Provided on site by Developer
DWELLING HOUSES	No change
RESIDENTIAL FLAT BUILDINGS	No change
HOUSING FOR AGED PERSONS	No change
BOARDING HOUSES/PRIVATE HOTELS	No change
COMMERCIAL PREMISES	1 per 150 sq m. of gross floor area.
SHOPS	1 per 25 sq m. of gross floor area.
INDUSTRY	1 per 150 sq m. of gross floor area.
HOTELS (including attached restaurants)	1 per 5 sq m. for first 1,000 sq m. of public area set aside for bar, lounge and restaurant, and 1 per 10 sq m. thereafter, plus 1 per 2 bedrooms or bedroom suites for first 100 bedrooms or bedroom suites, and 1 per 5 bedrooms or bedroom suites thereafter. plus 1 per 6 employees
MOTELS	1 per bedroom or bedroom suite for first 100, and 1 per 2 bedrooms or bedroom suites thereafter plus 1 per 10 seats in attached restaurants.
RESTAURANTS *	1 per 6 seats
EDUCATIONAL ESTABLISHMENTS	No change

* RESTAURANTS - See separate page over

TABLE NO. 7

RESTAURANTS

Restaurants (not fully licensed) could be exempted subject to the following conditions :

- a) limitations on seating (less than 50 seats);
- b) limitations on public floor space (less than 50 sq m.)
- c) available off-street parking nearby, or available kerbside parking not on arterial road but in commercially or industrially zoned areas.
- d) a contribution being made to the Parking Stations Trust Fund in lieu.

TABLE NO. 7 (continued)

Type of Development	Minimum Number of Parking Spaces to be Provided on site by Developer
EDUCATIONAL ESTABLISHMENTS (continued)	
Tertiary	Special consideration
WAREHOUSING, BULK STORES, etc.	1 per 3 employees OR 1 per 100 sq m of floor space whichever is the lesser
MOTOR SHOWROOMS	1 per 30 sq m. of showroom
SERVICE STATIONS	10 spaces
PLACES OF ASSEMBLY	1 per 10 seats
PLACES OF PUBLIC WORSHIP	1 per 10 seats
HOSPITALS	1 per 5 beds plus 1 per 3 employees plus 1 per doctor
FUNERAL PARLOURS	1 per 5 chapel seats
CLUBS	1 per 5 sq m. of bar room and lounge space
BOWLING ALLEYS	3 per lane
BOWLING CLUBS	30 per green

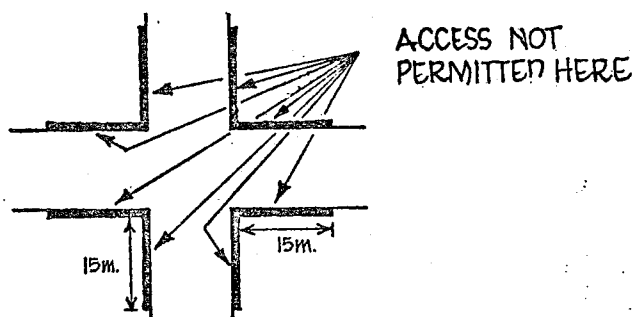
TABLE NO. 8

PROVISION FOR DELIVERY AND SERVICE VEHICLES	
Type of Development	Minimum Requirements (Based on Gross Floor Areas)
COMMERCIAL PREMISES	One space per 4,000 sq m or part thereof (50 percent of spaces adequate for trucks)
SHOPS - DEPARTMENT STORES	One space per 2,000 sq m or part thereof (All spaces adequate for trucks)
SHOPS - OTHER	One space per 500 sq m of part thereof (50 percent of spaces adequate for trucks)
WHOLESALE, INDUSTRIAL	One space per 800 sq m or part thereof (All spaces adequate for trucks)
OTHER USES EXCLUDING RESIDENTIAL FLAT BUILDING	One space per 2,000 sq m or part thereof (50 percent of spaces adequate for trucks)

These standards will be applied in respect of the first 50,000 square metres of any development. For floor area between 50,000 and 100,000 square metres, the standards for the balance over 50,000 square metres may be reduced by 50 percent. For areas exceeding 100,000 square metres the standards may be further reduced by 75 percent for the balance above 100,000 square metres.

18. ACCESS TO PARKING FACILITIES

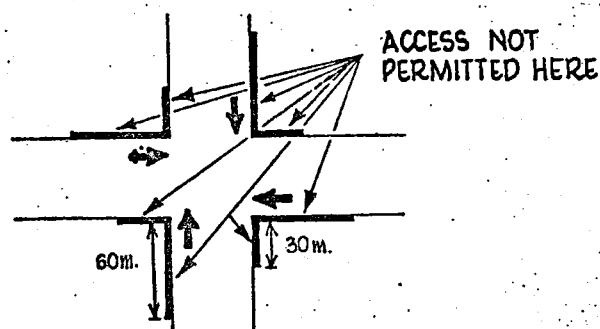
- a. '50 feet' should now read '15 metres'



b. No change

c. '200 feet' should now read '60 metres'

'100 feet' should now read '30 metres'



d. No change

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TABLE NO. 9

HOTELS

See District X

MOTELS AND PRIVATE HOTELS

See District X

ANY OTHER TYPE OF
DEVELOPMENT

1 per 250 sq m. of gross
floor area.

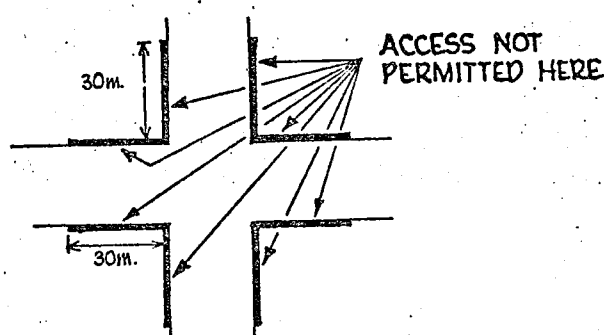
PROVISION FOR DELIVERY AND SERVICE VEHICLES

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These standards will be applied in respect of the first 50,000 square metres of any development. For floor areas between 50,000 and 100,000 square metres, the standards for the balance above 50,000 square metres may be reduced by 50 percent. For areas exceeding 100,000 square metres, the standards may be further reduced by 75 percent for the balance above 100,000 square metres.

23. ACCESS TO PARKING FACILITIES -

- a. '100 feet' should now read '30 metres'.



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b. '100 feet' should now read '30 metres'

'50 feet' should now read '15 metres'