

# SYDNEY CITY '77



The City of Sydney Strategic Plan  
OBJECTIVES, POLICIES AND ACTION PRIORITIES, 1974-1977

The Council of the City of Sydney 1974

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The City of Sydney Strategic Plan

The Statement of

OBJECTIVES, POLICIES AND ACTION PRIORITIES, 1974-1977

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THE COUNCIL OF THE CITY OF SYDNEY

November 18, 1974

## **The Council of the City of Sydney**

The Right Honourable the Lord Mayor  
Alderman Nicholas Shehadie OBE

Alderman Norman J Barraclough  
Chairman Finance Committee

Alderman Andrew Briger AASTC FRAIA  
Chairman City Development Committee

Alderman Jack N Calpis

Alderman Len Devine

Alderman Gerard B Draper

Alderman Sid Fegan

Alderman Sir David Griffin Kt CBE

Alderman John Harris FCA

Alderman S Carr Hordern ASIA

Alderman Barry Lewis BEc AASA  
Deputy Lord Mayor

Alderman Sir Emmet McDermott KBE

Alderman Bill McMillan

Alderman Fred Miller

Alderman Marshame John Molloy JP

Alderman Reginald E Murphy

Alderman E Stanley Owens OBE FCA

Alderman Walter Pascoe

Alderman Mrs Joan Pilone  
Chairman Community Services Committee

Alderman Leo Port MBE  
Chairman Works Committee

Town Clerk: Leon Carter  
Deputy Town Clerk: Graham Joss  
City Planner: John Doran  
Deputy City Planner: Michael Llewellyn-Smith  
City Engineer: John Lindsay  
Deputy City Engineer: Eric Hebblewhite

Consultant: Urban Systems Corporation  
Team Leader: George Clarke

The Council wishes to thank members of the advisory 1973/74 Strategic Plan Review Committee: Alderman Andrew Briger (Chairman); Aldermen Barry Lewis and Leo Port; Mr Nigel Ashton, Chairman, SPA; Mr Frank Pogson, Under Secretary, Department of Local Government; and Mr Ken Trott, Under Secretary, Ministry of Transport.

## **A Statement by the Lord Mayor of Sydney**

A truly great City gives a sense of personal worth, dignity and enjoyment to each of its workers, residents and visitors. The Sydney City Council wants Sydney to be such a City — a City of beauty, for leisure and living, for creative and commercial life.

We invite all the City's people, institutions and groups, as well as State and National Governments, to join us in pursuit of this ideal. We believe that City government is a continuing process of mutual learning at the local level. We can all help each other in learning how to plan and manage change within our City.

We have been actively adapting the City's government over recent years. The work of the City Council is now more openly participative and yet more efficiently systematic than ever before.

The City of Sydney Strategic Plan is the foundation of all our work. On August 2nd, 1971, the City Council adopted the first Statement of Objectives, Policies and Action Priorities which together constitute the Plan.

Since 1971, Council has fought hard to achieve those Action Priorities, to implement those Policies and move towards those Objectives. It has launched detailed action plans and studies. Seventeen have been formally adopted by Council, the others will be completed this year, and parts of them have already been implemented.

We have begun to reshape the City's environment. We are creating five pedestrian plazas in Martin Place. We are converting roadspace into attractive pedestrian havens throughout the City. We are helping to conserve historic buildings and residential areas. We have adopted new development controls and a new parking policy and control code for the City. Such things are only the first visible signs of our much more ambitious long-term program.

Our pioneering work has been praised by State and National Government authorities, and our lead has been followed by other Capital Cities.

We have achieved much. We have learnt much. We have identified many legal, administrative and financial frustrations. In 1971, we said we would review our progress and update the Strategic Plan every three years. We now present our Statement of four Objectives, 16 Policies and 87 Action Priorities — our work program — for 1974-77.

We invite your comments and criticism. We ask for your continuing support and involvement in City government.

*Nicholas Shehadie*

The Right Honourable The Lord Mayor of Sydney  
Alderman Nicholas Shehadie, OBE.





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## MANAGEMENT BY OBJECTIVES FOR THE CITY OF SYDNEY

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### The management problem

The City of Sydney Strategic Plan said in 1971 : "The City of Sydney is a large, complex, often awkward, fact. It will not conveniently go away. Whatever its difficulties, it is Australia's premier City, focus of much of the continent's community, commercial and cultural life".

The City of Sydney is the central place of an urbanising region of 3 million people, and a State of 5 million. These are currently projected to grow, by the year 2000, to 4 million and 7 million people respectively.

The City boundaries enclose the major central functions of the region and the State. These occupy slightly more than five square miles.

It has long been a natural trend for less-essential functions to progressively disperse, decentralise or be duplicated, away from the City. It is an agreed State and national objective to actively assist this trend. However, the most important central functions and activities of the region and the State can be expected always to remain within the five square miles of the City of Sydney.

The City has a workforce of about 315,000, and about 60,000 residents. To these must be added the scores of thousands of shoppers, students, visitors and tourists who also come and go each day. The City serves about half a million people during the 24 hours of a normal working day.

Thus the City of Sydney has a unique role, unique problems, needs and opportunities, relative to other Local Government Areas.

It also presents a uniquely difficult problem - coordinating the management of all the complex systems and sub-systems which overlap within the City's five square miles.

Nevertheless, control over most parts of the City system still tends to be fragmented among special-function authorities along nineteenth century lines.

Over the past century, management of various aspects of the City has been gradually fragmented among scores of State Government Ministries, Departments, Authorities, Commissions, Boards, Committees, Tribunals and other authorities, of which the Sydney City Council is only one.

For decades, life within the five square miles of the City suffered from the lack of coordination of the activities of these organisations. There was little or no unity in leadership, comprehensive environmental management on an area basis, or effective inter-organisational coordination.

The City of Sydney is covered by a statutory zoning scheme prepared, approved and gazetted by State Government authorities. This statutory scheme only attempts to control some limited aspects of land use. It is over-simple and in many areas, out of date. It doesn't try to deal with those social, economic and environmental issues which today most concern the City's people. Nevertheless, the administrative and legal procedures it specifies are over-complicated, torturous and frustrating to all who come in contact with it. It is difficult to adapt. It traps the City in the mistakes of the past.

The statutory zoning scheme for the City is obsolete. The NSW town planning legislation which produces such statutory land use zoning schemes, is also obsolete. Yet to achieve new legislation, and replace the existing statutory scheme for the City, are long and difficult tasks.

#### Management by Objectives -

##### The three yearly cycle of strategic planning and action

In these circumstances, the Sydney City Council in 1971 did something quite without precedent in NSW. It took the initiative by commissioning consultants, under the direction of Urban Systems Corporation, to design a new kind of City management process. This process is based on the relatively simple idea of "management by objectives". It proceeds through a three-yearly cycle of strategic planning and action.

The Council sought the assistance of authorities, community organisations and the City's citizens in designing this new process, and making it work. By August 2nd, 1971, the Council had researched, prepared and adopted by formal resolution, the City's first comprehensive Statement of Objectives, Policies and Action Priorities.\* The Council has since striven to move the City towards those Objectives, has bound itself to those Policies, and has worked to achieve those Action Priorities. The Council has sought and obtained the active participation of citizens and community organisations in its detailed planning for action throughout the City. The Council has invited other authorities to be guided by the Statement, and to participate and cooperate in its implementation.

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\* The City of Sydney Strategic Plan, Urban Systems Corporation et al, published by the Council of the City of Sydney, 163 pp, illus, plus annexures, hardbound, July, 1971.

The Council resolved to review and revise the Statement in three years time, in 1974, in the light of practical experience gained in action, new ideas and information, changing circumstances and public response.

The Statement, as reviewed and revised every three years, is called the "City of Sydney Strategic Plan". It has, as yet, no formal legal status, but it defines the Objectives and Policies which should guide and govern the exercise of existing legal powers, and indicates those new powers necessary for effective City management and planning. Most importantly, the Strategic Plan specifies the practical actions which should be given priority in the immediate future. These Action Priorities are the Council's short term, 3 year, "work program" for the City.

The Council's new process of City management by objectives is thus :-

- \* systematic - it proceeds from the setting of long-term Objectives and medium-term Policies, to the achievement of short-term Priorities.

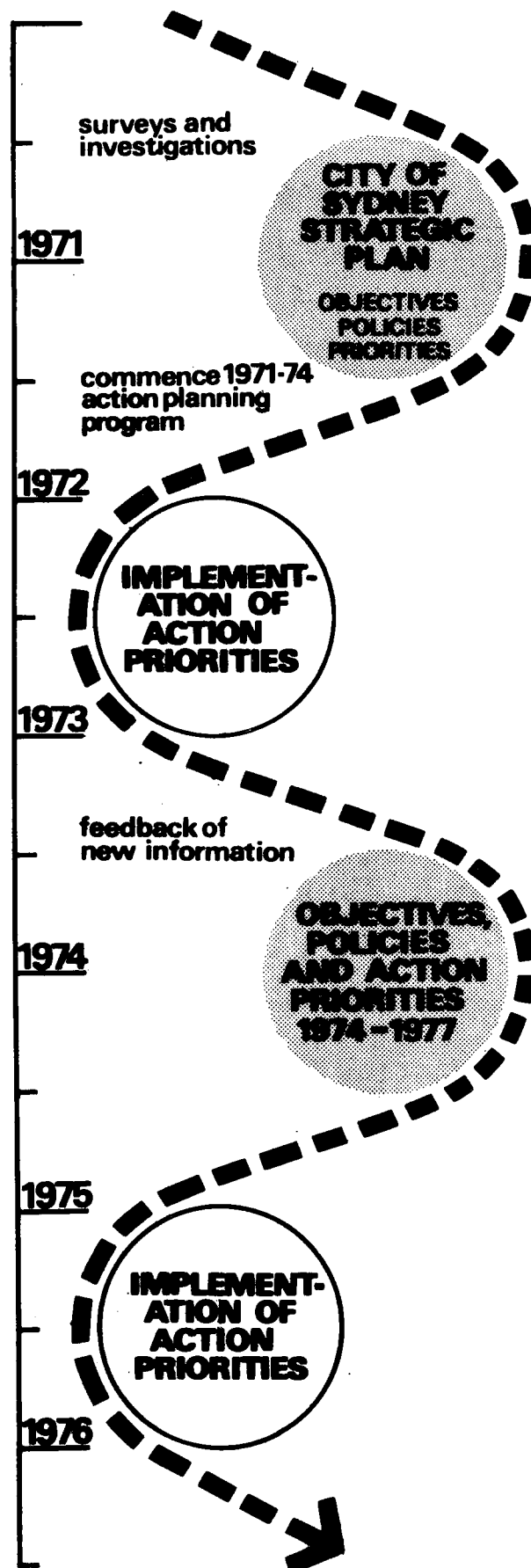
- \* comprehensive - it deals with all aspects of the City's economic, social and physical environment under 16 Policies, ranging from Administration and Finance to Community Services and Pollution Control.

- \* continuous - it proceeds in three-yearly cycles of review of the City's problems and opportunities, the adoption of an updated Statement of Objectives, Policies and Priorities, followed by action to implement the Statement - and the gaining of experience and new information on which the next review is based. Given the current rate of change and evolution of ideas in City management and planning, this cycle-time is a practical one, which also logically fits the three year term of office for which each Council is elected (see figure 1.1).

- \* cooperative - it seeks to cooperate with other authorities and organisations in both setting and working to achieve Objectives, Policies and Priorities.

- \* open - it is widely publicised at all stages, and is as participative as the Council can possibly make it.

The process is, nevertheless, responsibly independent - the Council does not hesitate to disagree, and to express such disagreement, with authorities or organisations whose policies or actions are not, in Council's view, likely to contribute to the most desirable future character of the City.



**The continuous process of Strategic Planning and Implementation in three year cycles**

**POLICY 1**

**ADMINISTRATION**

**figure 1.1**

### The role of the Sydney City Council in City management

The need for leadership in the active coordination of the conflicting demands and desires of the multitude of organisations which operate within the five square miles of the City, has never been so great. The need has grown since 1971.

Since 1971, there has been a world-wide popular recognition of, and revolt against, urban environmental and social disruption. New residents' and community protest or action groups have sprung up, and old ones revived, in almost every locality or precinct within the City of Sydney. They have protested against particular redevelopment projects, many of which had received legal governmental or Council consents prior to the adoption of the City Council's new strategic plan and/or the later detailed action plans and control codes prepared pursuant to it. They have been supported by the Builders' Labourers Federation. The BLF has stopped many projects by banning work on them.

During 1973 and 1974, for the first time, the national government (alternatively known as the Federal, Commonwealth, or Australian Government) has begun to involve itself actively in the City's problems.

To the scores of State, community, residents and union organisations directly concerned with parts of the City's environment, a number of new national Departments, Authorities, Commissions and Committees are now being added.

The need to unify and simplify the City's management has never been so imperative as it is now.

There is only one organisation which concentrates attention on the coordination and integration of public and private projects within the five square miles of the City. That organisation is the City Council. There is only one authority directly elected on a franchise which makes it highly sensitive to the problems and needs of the residents, tenants and property-owners of the City. That authority is the City Council. Unlike any State or nation-wide government department or authority, the City Council's attention is not distracted by and fragmented among the problems and needs of a multitude of other localities throughout the State or the continent.

The City Council is the logical focal point at which all aspects of the City's problems can be brought together and seen most clearly as a whole.

The City Council is the logical vehicle through which citizens and local interest groups can make known their problems, demands, policies and projects which affect the City. It is also the logical



vehicle through which regional, State and national authorities and organisations, some with wider and higher responsibilities, but some with narrower, can make known their problems, demands, policies and projects which affect the City.

The City Council is the logical filter through which discussion and debate of these normally conflicting problems, demands, policies and projects should pass. It is the logical body to coordinate decision-making on all these separate policies and projects which interact with one another within the five square miles of the City.

This does not imply that the City Council should make the final decisions on all matters affecting the City. The Council must be subject to the over-riding policy decisions of State and national governments. But it does imply that the Council should have a voice in the making of those policy decisions which affect the City, and far greater powers and resources to interpret and implement them within the City.

The City Council believes that it has proven, by its initiatives and experience since 1970, its readiness to accept more responsibility, and its ability to use greater powers and resources effectively to unify and simplify the City's management.

#### The 1974-77 City of Sydney Strategic Plan

The City's overall work program for each three year period is set out in an overall summary Statement of approximately one hundred sentences. For 1974-77, the Statement specifies four long-term Objectives, sixteen guiding Policies, and 88 short term Action Priorities.

This Statement has been determined by a comprehensive review of experience of success and failure over the three years since 1971 in implementing the 1971 Statement.

This review was carried out during 1973 and 1974 under the guidance of the City of Sydney Strategic Plan Review Committee, comprising :-

Alderman Andrew Briger, Chairman  
Alderman Leo Port MBE  
Alderman Barry Lewis  
Mr Nigel Ashton, Chairman, The State Planning Authority of NSW  
Mr Frank Pogson, Undersecretary, Ministry of Local Government  
Mr Ken Trott, Undersecretary, Ministry of Transport

The review was directed by Alderman Andrew Briger, Council's authorised liaison officer for strategic and action planning, with the assistance of the Town Clerk, Council's Heads of Departments, and Council's consultants.



### The four long-term Objectives

The 1974 Statement is subsumed under four long-term Objectives for the City. These are :-

#### The first Objective - MANAGEMENT

Unify and simplify the City's management in the light of the Council's initiatives and experience since 1970.

#### The second Objective - ACCESSIBILITY

Create a balanced movement system in which the Central Spine is served by public transport and walkways, and fringed by parking stations and major roads.

#### The third Objective - DIVERSITY

Conserve and increase the diversity of community activities and services throughout the City.

#### The fourth Objective - ENVIRONMENT

Conserve, enhance and improve the physical environment of the City.

The Policies and Action Priorities under these objectives are stated, and their implications discussed, in the following pages.





## FIRST OBJECTIVE

## MANAGEMENT

# MANAGEMENT

UNIFY AND SIMPLIFY THE CITY'S MANAGEMENT IN THE LIGHT OF THE COUNCIL'S INITIATIVES AND EXPERIENCE SINCE 1970

### Policy 1 - ADMINISTRATION

Continue to take new initiatives in City management, based on efficient administration and active adaptation to new ideas and opportunities.

### Policy 2 - CITY STRUCTURE

Manage the City in accord with the City Structure Diagram, as a system of environmental Precincts served by transport networks.

### Policy 3 - LAW

Recommend new legislation enabling Council to manage the City's environment subject to rights of public challenge and State Government review.

### Policy 4 - FINANCE

Obtain a larger, fairer and assured share of public revenues to enable Council to budget for and implement major social and environmental improvements.

### ACTION PRIORITIES 1974-77

A. Adopt this Statement of Objectives, Policies and Action Priorities, together with the attached City Structure Diagram, as the formal basis of Council's work program for the next three years.

B. Continue to increase the efficiency of Council's administration so as to carry out those duties of City government overlooked by, or ineffectually fragmented among, other authorities.

C. Strengthen and rationalise the structure, relationships and functioning of all Council Committees and Departments to further improve Council's ability to implement this Statement.

D. Create a comprehensive City information data bank within Council's new City Planning and Building Department in accord with the detailed recommendations of Action Study 5 of 1974.

E. Consolidate the role of the Town Hall as the meeting place for advisory and coordinating committees of citizens and governmental representatives participating in Council's work of City government.

F. Increase Council's awareness of, and response to, the City's evolving needs through expanded programs of public and group meetings, discussions, surveys and exhibitions, and the regular issuance of news and technical publications.

### ACTION PRIORITIES 1974-77

A. Conduct all City planning, development control, community services and works in accord with the City Structure Diagram and with Council resolutions on adopted action studies and plans.

B. Restrict the highest densities of development to the Central Spine defined on the City Structure Diagram, between Circular Quay and Central Railway (bounded by Macquarie, Elizabeth and Chalmers Streets on the east, and the Western Distributor, Kent and George Streets on the west), maximising the use of public transport and walkways within the Spine, and conserving the surrounding Precincts for essential residential and service uses, including fringe parking stations.

C. Manage the City in anticipation of a total City workforce of about 340,000 by 1985, or 27,000 more than in 1971, with a major increase in office type jobs and a decrease in other types of jobs.

D. Prepare and adopt a 1974 Floor Space Ratio Code for each Precinct, reducing maximum FSR where it is desirable to limit workforce growth or protect existing residential, retail, entertainment, service, industrial, wholesaling or port-oriented uses.

E. Increase FSR bonuses and other incentives for residential development and residential components in mixed developments within and adjacent to the Central Spine.

### ACTION PRIORITIES 1974-77

A. Assist the NSW Minister for Planning and Environment and the new Planning and Environment Commission to review NSW laws, practices and procedures relating to environmental management; prepare for the Minister as a matter of urgency, an analytical report emphasising existing legal impediments and administrative frustrations to the implementation of Council's strategic and action plans, recommending :- (1) interim steps urgently necessary; and (2) longer-term measures necessary to ensure the effective coordination of environmental management within the City by the Council, subject to rights of public challenge and State Government powers of review.

B. Prepare and submit, as soon as possible, appropriate draft legislation relevant to the City, for the consideration of the Minister and the Commission, in accord with the NSW Government's stated policy of conferring on local authorities greater powers and discretions for planning decisions, and in the light of the City's unique role and problems as the central place of the State.

C. Prepare, on the basis of Council's strategic and action plans, a new type of draft statutory planning scheme and scheme ordinance for the City, and place these on public exhibition by early 1976.

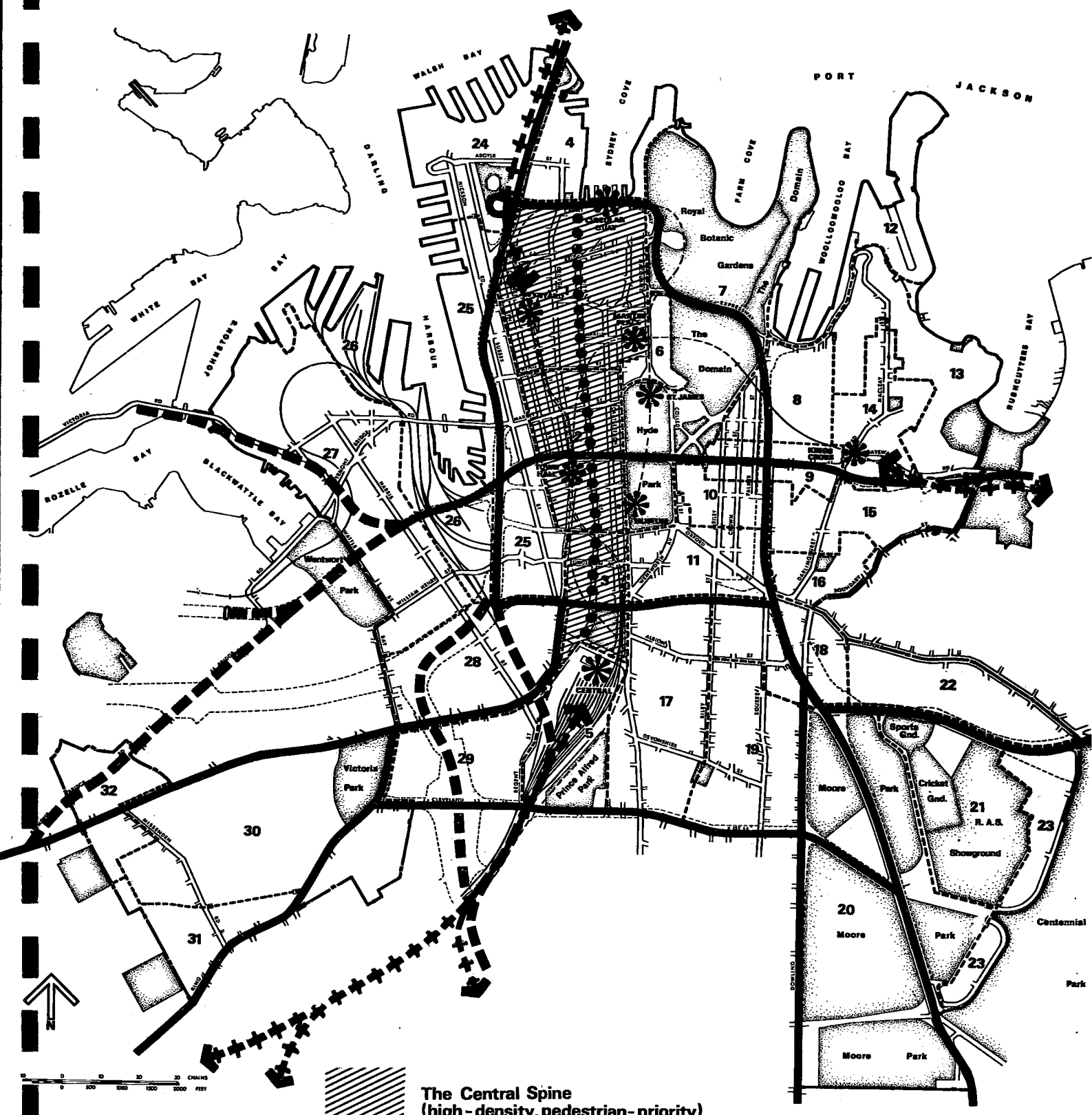
### ACTION PRIORITIES 1974-77

A. Recommend that Governments augment the inadequate Local Government rating system by a formula calculated to give Local Government a fair share of total direct taxation.

B. Work with the Australian Capital Cities Secretariat of Lord Mayors to :- (1) persuade Governments to pay Council rates on the increasing amounts of their property in Capital City Municipalities; (2) obtain major direct financial grants from Governments for social and environmental projects serving metropolitan needs; and (3) obtain the support of State Premiers for Local Government representation on the Loan Council.

C. Recommend that the NSW Government :- (1) reduce Land Tax which tends to force desirable non-office uses out of the City; (2) pay Council the revenue from City parking fines, as Council bears the costs of establishing, maintaining and policing parking meters, restrictions and infringements; and (3) pass on to Local Government a proportional share of the \$1,000 million debt relief granted at the 1970 Premier's Conference.

D. Incorporate, in annual Council estimates, projections for Council's capital expenditure programs for three years ahead to assist the coordination of all planning and construction within the City, and create Special Purpose Reserve Accounts and allocate funds thereto annually.



 The Central Spine  
(high-density, pedestrian-priority)

●●●●● The Pitt Street Movement Axis

 Major Roads

 Alternative Routes for Major Roads

 Railways and Stations

 Precinct Boundaries and Reference Numbers

## THE CITY STRUCTURE DIAGRAM 1974

Objectives, Policies & Action Priorities, 1974-1977  
The City of Sydney Strategic Plan

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## Policy 1 - ADMINISTRATION

Continue to take new initiatives in City management, based on efficient administration and active adaptation to new ideas and opportunities.

The adoption, by resolution of Council, of the Statement of Objectives, Policies and Action Priorities 1974-77, of the City of Sydney Strategic Plan, must be understood as involving the Council's administration as a whole - including each of Council's Committees, the Town Clerk, the Deputy Town Clerk, and each Departmental Head, Department and Branch of the Council's service (see figure 1.2).

There was a tendency during the initial 1971-74 cycle of the City of Sydney Strategic Plan to regard the Statement as something which either exclusively or predominantly was the concern of the City Development Committee and/or of the new City Planning and Building Department created pursuant to the 1971-74 Statement.

This was partly the result of the traditional and popular interpretation of the word "Plan" in the title of the document. It is true that the Council's original decision, in December, 1969, to initiate a process of strategic and action planning for the City, sprang primarily from concern for positive physical planning and development control in the City. However, the Council realised that these could only be effectively managed if integrated with the forward planning of such matters as administration, works, finance, community welfare services, cleansing and pollution control. The Strategic Plan's first 1971 Statement of Objectives, Policies and Action Priorities, therefore, embraced all these aspects of City management, in addition to physical planning and development control.

The City of Sydney Strategic Plan stated in 1971 :

"The first Policy, on Administration, calls for the setting in order of the state and local government machinery and processes which shape the City. Achievement of each of the other 15 Policies depends upon this...."

Council is setting its own house in order. It has implemented the 1971 Action Priorities for Administration :-

"1A Adopt this Statement of strategic planning objectives, policies and action priorities as a formal expression of Council's intentions concerning City development."



This was done by resolution of Council on August 2nd, 1971.

"1B Launch a public information program to achieve the understanding and acceptance of the Statement by all sections of the public and by State and Commonwealth authorities."

The public has been kept informed of the Council's work as never before in this history of the Council. The press attend Council's Committee meetings. The media have covered all aspects of Council's work extensively and continuously.

State and national government authorities have gradually become aware of, and are accepting, the seriousness of Council's purpose, and the extent of Council's ability to coordinate and administer environmental management for the City. The Melbourne and Adelaide City Councils have followed Sydney's lead by preparing strategy plans.

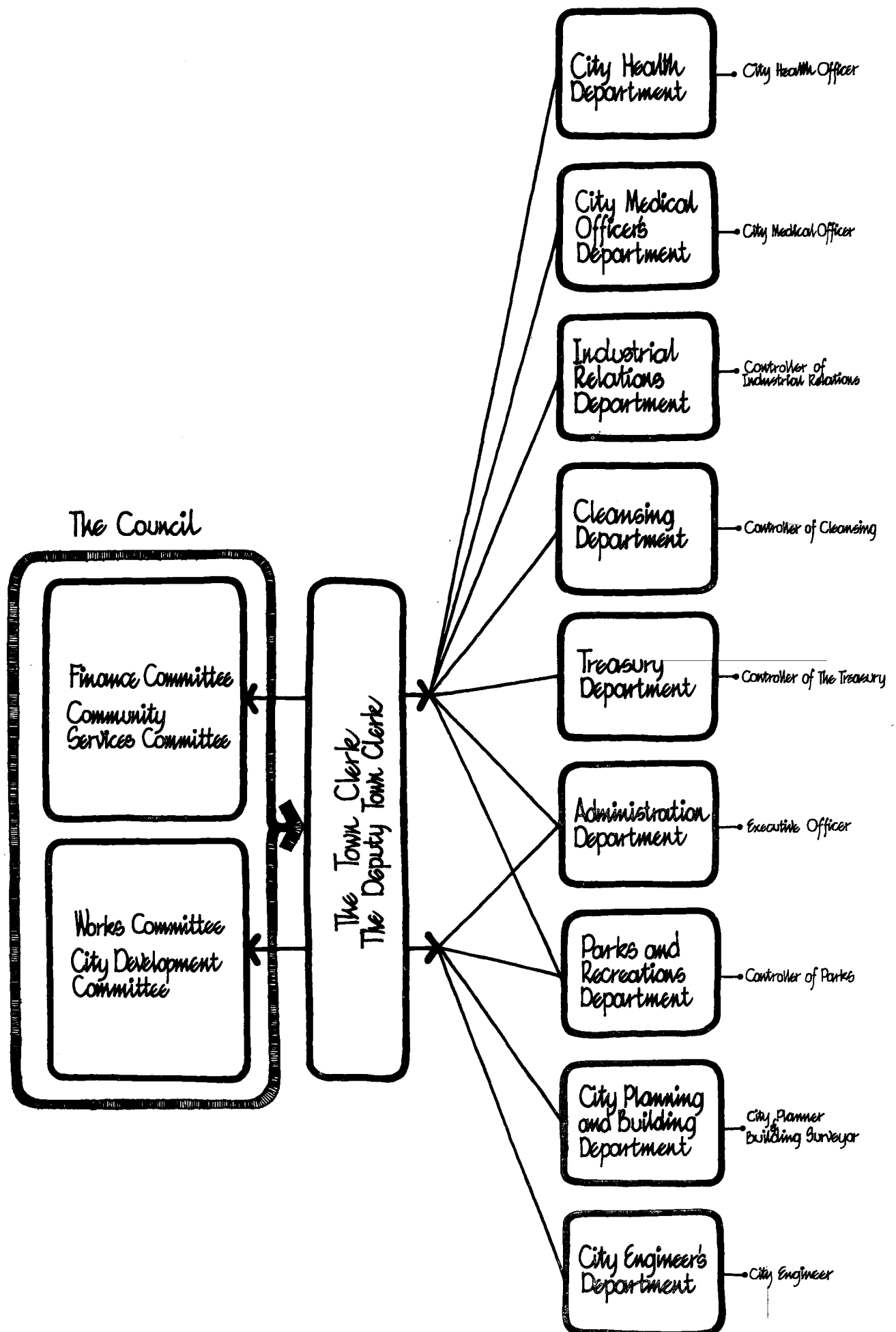
The Sydney City Council has published numerous documents for public distribution either free or by sale.\* These began with the hardbound book of the City of Sydney Strategic Plan, 1971, and were followed by Council's Floor Space Ratio and Parking Control Codes, and a succession of action plans for particular problem areas of the City.

The Council's program for public participation in planning has involved many public meetings, forums, and exhibitions, as well as the publication and distribution of questionnaires in a large number of languages, special newspapers, and information leaflets and brochures.

The Council increasingly recognises that the cost of keeping the public fully informed, and of stimulating public participation in City planning, is a high proportion of the total costs of plan preparation.

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\* See Technical Annexures to the City of Sydney Strategic Plan, 1974: Annexure D, Bibliography of Council Publications, 1971-1974.



**Council's existing Administration Structure of 4 Committees and 9 Departments**  
**POLICY 1 ADMINISTRATION figure 1.2**



"1C Restore the role of the Town Hall as the meeting place for advisory and coordinating committees of citizens and governmental representatives participating in the planning and development of the City."

Council's widely representative Preservation Advisory Committee meets regularly in the Town Hall. The Town Hall is increasingly the venue of meetings called by the Council to coordinate the separate policies and plans of a wide range of authorities concerned with City parking, traffic, transport and utility services.

Mr Tom Uren, MHR, the Australian Minister for Urban and Regional Development, and Sir John Fuller, MLC, the NSW Minister for Planning and Environment, have met at the Town Hall with the Lord Mayor on a number of occasions to coordinate national and State government participation in Council's current action planning work for Woolloomooloo.

The Council has also organised many meetings of citizens and residents in their own local Precincts, often in Council's local Activity Centres, to discuss and debate local planning issues. Council Aldermen, staff and consultants have also attended and addressed many such meetings called by local Resident Action Groups.

The largest and most widely representative public forum organised by the Council was a full-day Public Forum on Council's detailed local action plans, held in the State Office Block Theatre in November, 1972. The proceedings of this Forum have been published and copies are available at the Town Hall.

The 1973-74 Strategic Plan Review Committee has held seven meetings in the Town Hall. This latter advisory Committee has comprised the Under Secretary, Ministry of Local Government; the Under Secretary, Ministry of Transport; and the Chairman of the State Planning Authority; together with three Aldermen of the Council.

"1D Reconstitute the City Building Surveyor's Department into an appropriately staffed and equipped City Planning Department, to coordinate a continuing program of action planning for the City."

Prior to 1968, the Council's city planning staff was a small and obscure section of the City Engineer's Department. It comprised a staff of about half a dozen, including draftsmen, in a total Council staff of some 3,600. It was divorced from development control, which was carried out by a City Building Surveyor's Department.



In 1968, the area within the Council's jurisdiction was contracted. The present boundaries encompass the area occupied by what may properly be defined as "central metropolitan" functions. There was a corresponding reduction in the Council's total staff to approximately 2,300. There has been no significant growth in the total number of Council employees since 1969.

In 1974, Council has approximately 800 "white collar" staff. The new City Planning and Building Department, created in 1972, employs approximately 100 people, and integrates the functions of city planning (strategic, action and statutory planning), urban research, development control, building control and architectural services (see figure 1.3).

In addition to the City Planner and Deputy City Planner, the authorised establishment by December, 1973, of the Department's Strategic Planning Branch was 24, and of the Statutory Planning Branch, 16 people.

With the sole exception of the State Planning Authority, it is understood that the Sydney City Council's city planning staff is now the largest of any governmental body in NSW.

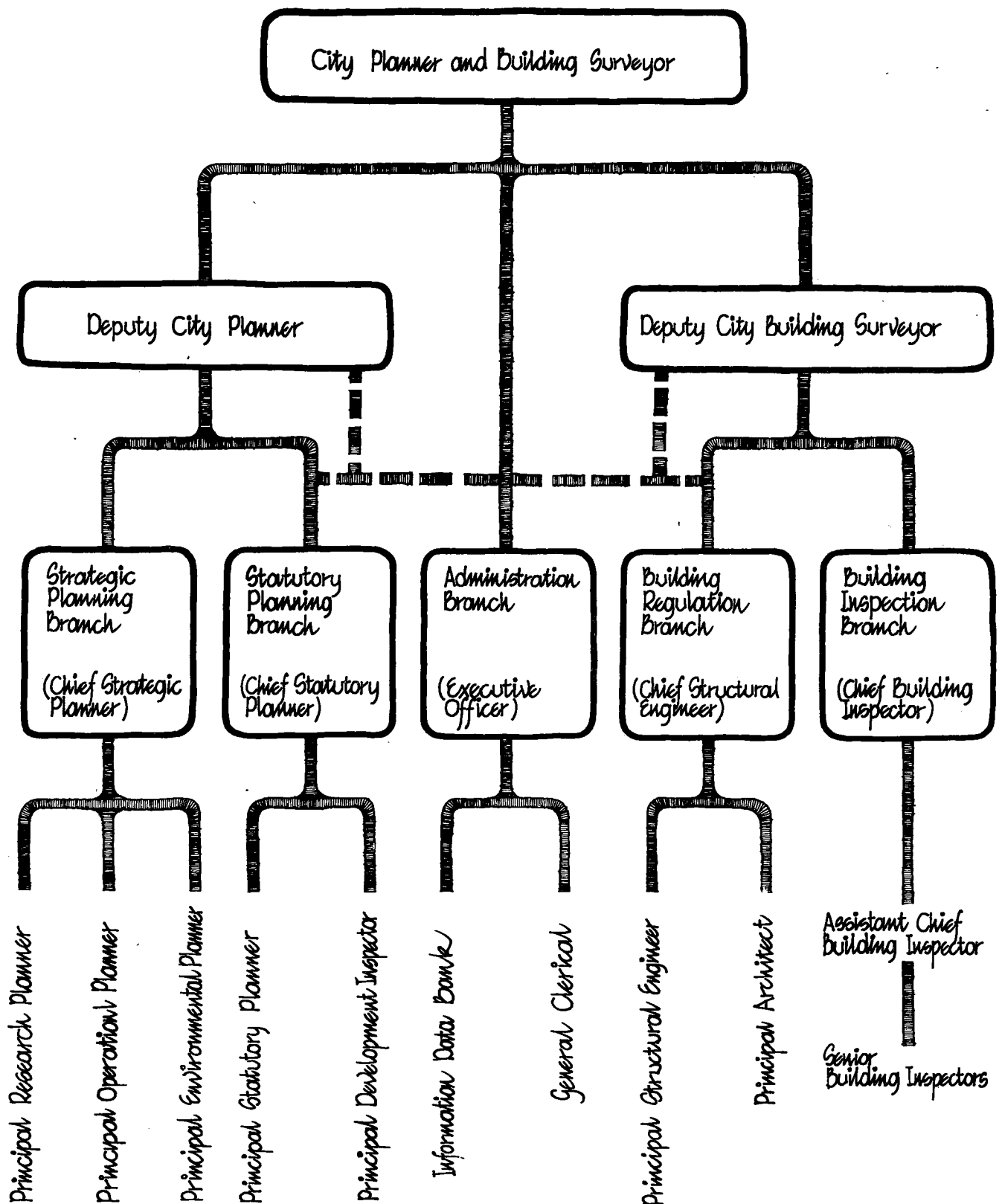
Provision has been made in the draft Estimates for 1975, to further strengthen the Statutory Planning Branch by creating three additional positions.

This would bring the total establishment of the Strategic and Statutory Planning Branches to 43, in addition to the Deputy City Planner and City Planner.

The current shortage of qualified and experienced city planning staff is illustrated by the fact that of the current establishment of 40, eight positions were vacant in August, 1974. Four of these vacancies were in the Strategic Planning Branch and four in the Statutory Planning Branch.

To supplement its own staff resources, and to complete its program of 31 detailed action plans for particular problem areas of the City, Council has concurrently employed 13 specialist professional planning consultant firms on specific contracts over the past five years. Their work is coordinated by the City Planning and Building Department.

Council's total outlay on professional consultants' fees, over the 5 year period 1970 to 1974 inclusive, has been 0.6 per cent of Council's expenditure, or \$659,000. This has covered the whole range of Council's action planning as well as strategic planning work program. For the year 1974, Council's outlay on consultants' fees has dropped to 0.3 per cent of Council's expenditure. Over the same 5 year period the levies paid by Council to the State Planning Authority have been \$1,539,607. In 1974, the SPA levy was \$343,377.



**Council's new City Planning and Building Department created to implement 1971 Action Priority 1D.**

**POLICY 1**

**ADMINISTRATION**

**figure 1.3**





Over the same 5 year period, Council's direct expenditure on salaries and employee benefits, excluding other overheads and expenses, for the City Planning and Building Department's functions, has risen from \$581,584 in 1970 to \$1,237,500 in 1974. The five year total is \$4,157,000. Consultants' fees over the full five year period were 15.8% of this amount. For the year 1974, consultants' fees have dropped to less than 7% of Departmental salary costs.

"1E Exercise effectively the City government functions currently exercised by the Height of Buildings Advisory Committee and the City of Sydney Parking Advisory Committee."

Implementation of this action priority rests with the State government. The City Council is awaiting State legislation which will abolish these two ad-hoc State Government Committees, and/or vest their powers within the City in the City Council.

Both Committees have served valuable functions over the years prior to the Council's initiatives in city planning and development control. However, those functions can now more effectively be exercised by the City Council's strengthened administration.

One of HOBAC's major functions was to ensure proper fire protection in tall buildings. This is now controlled by the new comprehensive Building Regulations (Ordinance 70 to the Local Government Act) which were gazetted in 1974, and are now administered by the Council's City Planning and Building Department.

HOBAC's other major function has been the final power of control over Floor Space Ratio within the City. This can now be effectively controlled by the Council's City Planning and Building Department, under Council's Development Control and Floor Space Ratio Code, first adopted by the Council in December, 1971, and due for review and revision by Council before December, 1974.

COSPAC's function of regulating parking within the City can also now be most effectively coordinated by the City Council, particularly in the light of Council's Parking Policy and Parking Control Code first adopted by the Council in December, 1971, and due for review and revision by Council before December, 1974.

"1F Prepare and submit representations to the State Government regarding redefinition of the responsibilities and structure of the State Planning Authority so that the City Council may plan and control City development effectively."



In November, 1972, the Council's representative on the State Planning Authority presented a report to the Authority pursuant to this 1971 Action Priority. The Lord Mayor and Aldermen also made representations to State Cabinet Ministers and the Premier on the problems of duplicated work by different authorities in detailed planning and development control within the City.

In November, 1973, the NSW Premier indicated the Government's intention to replace the existing State Planning Authority and the then existing Department of the Environment with a single Ministry. He also indicated the Government's intention to confer greater powers and discretions for planning decisions on local authorities such as the City Council.

The first step in implementing the Governments policies was the appointment of Sir John Fuller, MLC, to the new Ministry for Planning and Environment. The next step was the adoption by Parliament of the NSW Planning and Environment Commission Act, 1974. Section 20 of the Act requires the Commission, when it is appointed, to report to the Minister within 12 months on the powers and duties conferred on it by the Act, and also on the law and practice of environmental planning.

The Council is hopeful that new legislation will eventuate and that such new legislation will enable the Council to plan and control City development effectively in accord with Council's 1971 Action Priority 1D.

The City of Sydney Strategic Plan for 1974-1977 elevates this matter to the status of a major Policy - entitled "Law". Council's immediate action priorities under this Policy are to assist the Minister by preparing and submitting drafts of appropriate new legislation relevant to the City. This is perhaps the major single theme of Council's Statement of Objectives, Policies and Action Priorities for 1974-1977.

#### Administration Action Priorities for 1974-1977

These concern the continuation, consolidation and extension of the Council's "active adaptation to new ideas and opportunities" which has marked the implementation of the 1971-1974 Action Priorities. As such, they are self-explanatory.

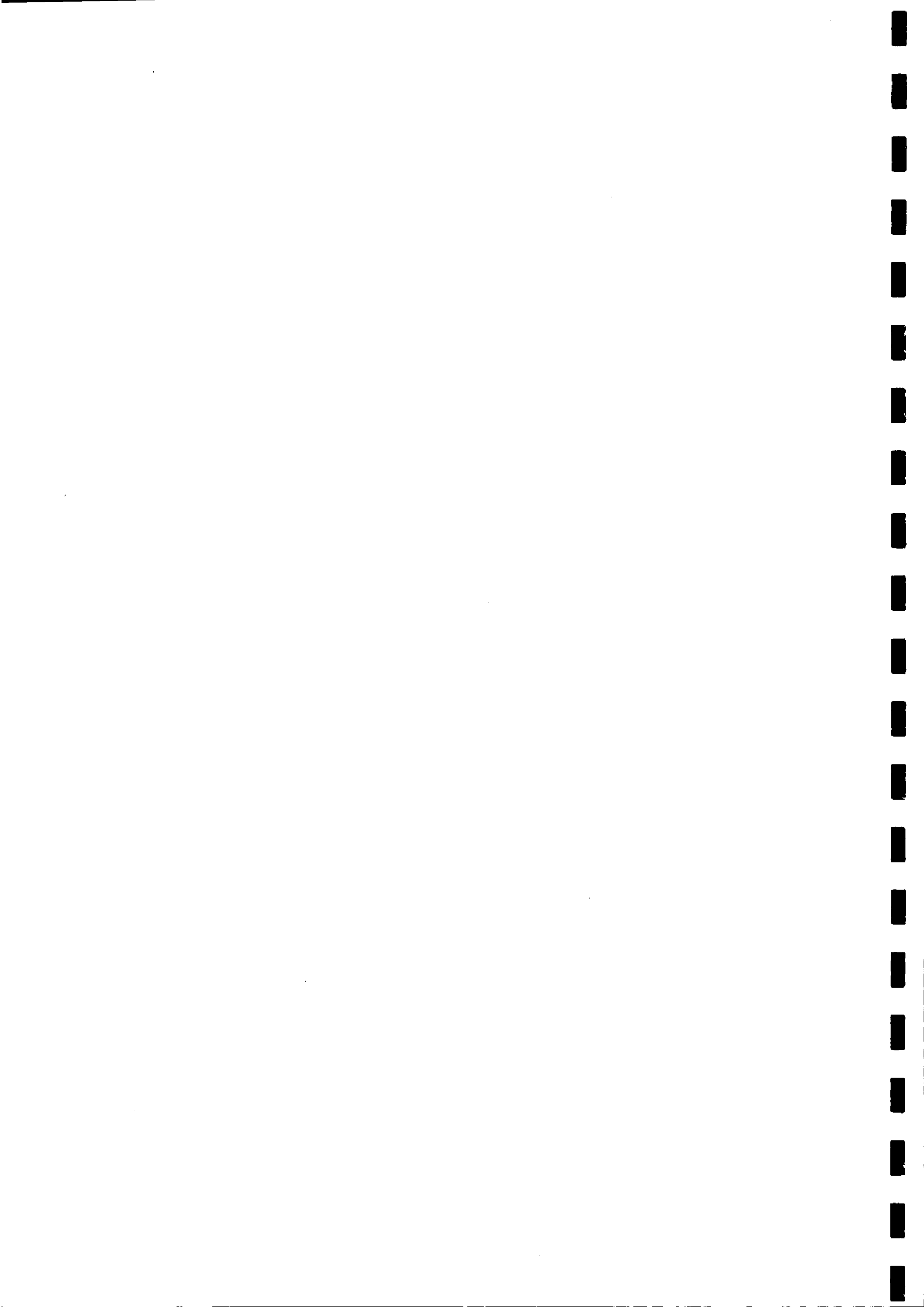
The new Action Priority 1D is, however, worthy of particular mention. This states :

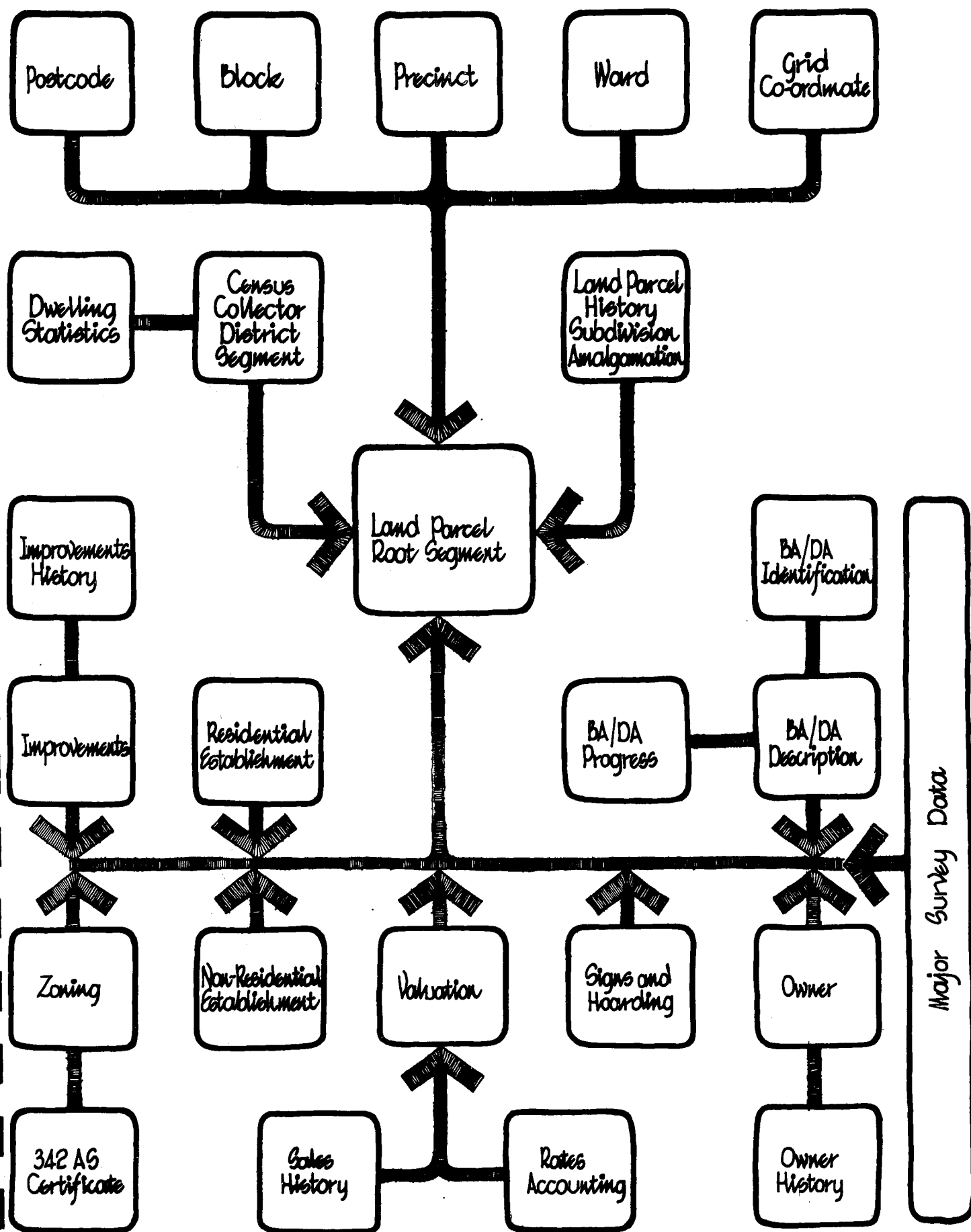
1D. Create a comprehensive City information data bank within Council's new City Planning and Building Department in accord with the detailed recommendations of Action Study 5 of 1974.



The Strategic Plan's 1971 Technical Annexure C "Information required for Future Planning" has been the basis for Council's 1971-74 Action Study No. 5, which has resulted in precise specifications of Council's comprehensive City information data bank. The recommendations of this Action Study were adopted by Council on July 8th, 1974. Council resolved :

- \* to establish an Information Section within the City Planning and Building Department, which will be totally responsible for the movement and management of all information within the Department. (The Information Section will require no additional staff resources, but rather the redeployment of existing personnel and physical resources within the Department.)
- \* to adopt, as the basis for developing the Planning Information System, the Information Storage Structure, embodied in the report (see figure 1.4).
- \* to adopt, for purposes of the implementation of the Information System, the priorities and development timetable set out in the report.
- \* to review its entire data processing requirements and be in a position to call tenders for the provision of computer equipment and/or services by October, 1974.
- \* to decide on the computer equipment to be used by Council by December, 1974.
- \* to obtain one card reader and verifier as soon as possible for the Planning Information System.
- \* to use the microfiche output method for handling enquiries and that microfiche viewing equipment be installed by November, 1974.
- \* to authorise an expenditure of \$3,890 on computer equipment and services in 1974.
- \* to make provision in the Revenue Estimates for 1975 and 1976 for computer equipment and services.
- \* to print 250 copies of the Action Study.
- \* to send a copy of Action Study No. 5 to Professor L.F. Crisp, Chairman, Committee on Integration of Data Systems, and in this regard Council's officers point out to such Committee the problem





Source: Action Study N95 Sydney City Council

## Data Bank - Information Storage Structure

POLICY 1

ADMINISTRATION

figure 1.4



areas associated with Information Systems, particularly those of relating information from one period to the next, and, further, the Committee be advised that while Council considers the Bureau of Statistics should be the major gatherer of statistics in Australia there should be greater liaison between the Bureau and Councils and Local Government Bodies in the formulation and gathering of statistical information.

Figure 1.4 illustrates the system's Information Storage Structure. This has been organised around a twelve segment file which will contain data used by and/or affecting most Departments within the Council. Details held on the file will all be related to individual land parcels within the City, and spatially coded by grid coordinate, blocks, precincts, postcode, ward and census collector district. The data will include building characteristics, establishment types, land use, dwelling characteristics, development, building application and land sales history, employment and demographic information, public utility services, traffic and transportation data and rates/valuation data. The system has been designed so as to be easily aggregated for analytical purposes and will be regularly updated by survey and from Council records. This aspect will require close management.

The introduction of this system will provide an invaluable source of information for coordinating and increasing the efficiency of City management and planning, for initiating detailed research into City structure and for providing Council and the public with a readily accessible data base. The major advantages of the system identified in Action Study No. 5 were :-

- \* An improved service to the public in their enquiries relating to the effects of planning decisions on their parcels of land, and valuations and rates. Council receives many enquiries on these subjects. There is the possibility of significant cost savings with the automatic processing of 342AS and other Certificates.
- \* A substantial time-saving in the processing of Development Applications and Building Applications.
- \* An improved quality in the technical advice available to Council when making decisions.

The organisation and multiple coding/accessibility of the system will enable sophisticated analysis of many aspects of the social, economic and physical organisation of the City. It could enable the development of analytical mathematical models of City structure and operation. These can be of immense assistance to both strategic and detailed planning by enabling a closer analysis of the causes and consequences of change within the City.

The next review of the City of Sydney Strategic Plan should be completed in 1977. It may be that Council's new data bank will prove invaluable in that work.



## Policy 2 - CITY STRUCTURE

Manage the City in accord with the City Structure Diagram,  
as a system of Environmental Precincts served by Transport  
Networks.

Council has implemented the 1971 Action Priorities under Policy 2. It has thus begun the herculean task of imposing order on the decades of chaos of previous City development. It is now both necessary and possible to go much further, to refine and tighten the rather loose initial City structure sketched in 1971.

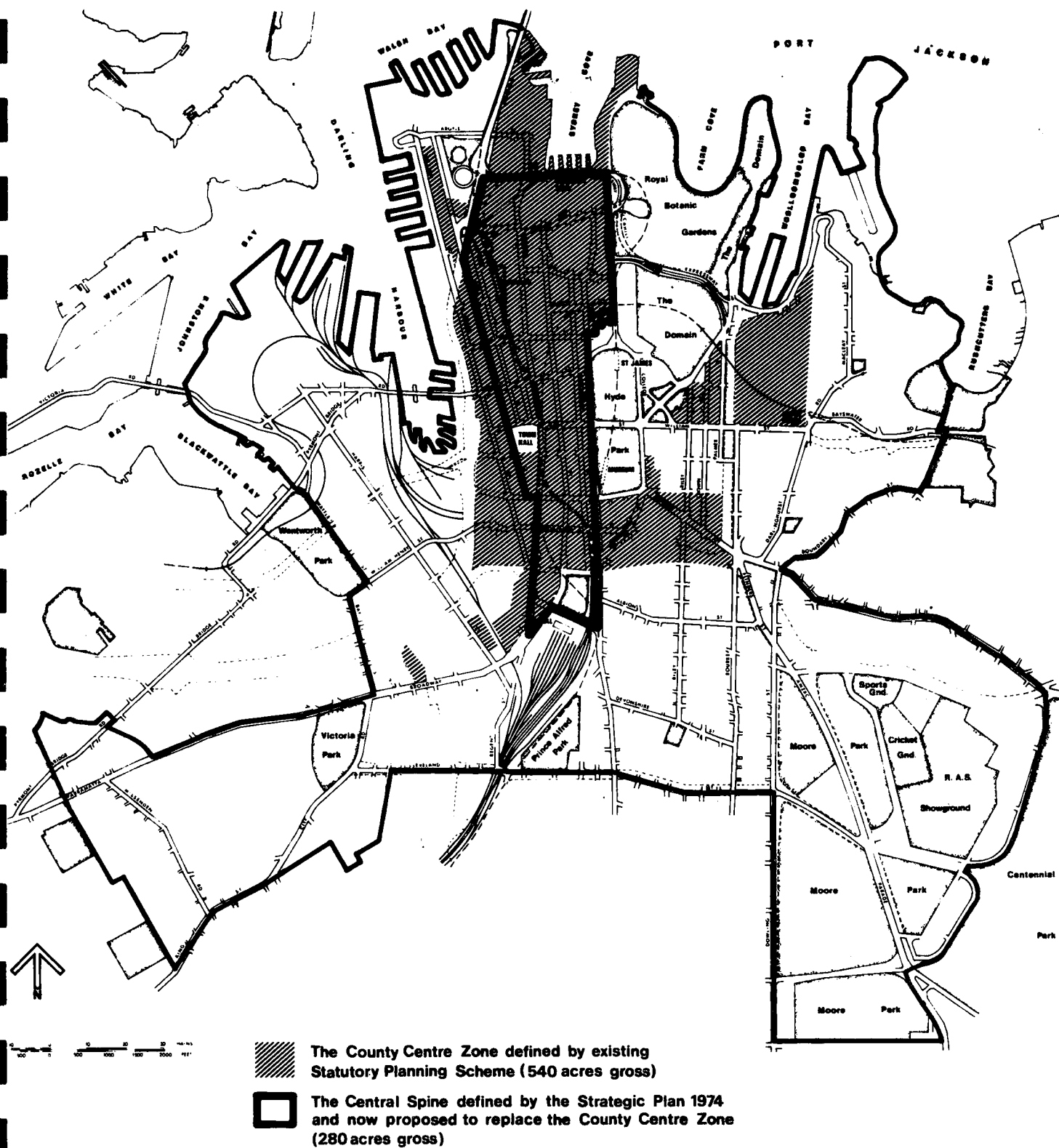
In 1947, the then Sydney City Council first began to prepare a Statutory Planning Scheme for the City of Sydney. Unfortunately, there followed two decades of virtually complete failure to plan positively or effectively for the City.

The Cumberland County Planning Scheme, gazetted in 1951, zoned as "County Centre" not only the core and the frame of the Central Business District, but also the whole of East Sydney, most of Surry Hills, and all of Pyrmont, Ultimo and Chippendale, giving the "County Centre" Zone an area of well in excess of 1,000 acres, or almost 2 square miles.

In 1964, the Minister for Local Government requested the SPA to finalise the City Statutory Scheme for gazettal. This work occupied the SPA, the DMR, and advisers to subsequent Ministers, including the Parliamentary Counsel, for seven years. The Scheme Map and Ordinance were not finally gazetted until July 16, 1971. This was 24 years after they were begun.

The 1971 City Statutory Scheme, when finalised by the SPA, was completely unsupported by any published report giving any data or analysis of the City's roles and problems, let alone any objectives, policies, concepts, ideas or reasoning on which it might have been based, or by which it might be either examined, justified, criticised or defended by any other authority or by the interested public.

The 1971 gazetted City Statutory Scheme confirmed the zoning of an over-large area of 540 acres as County Centre, within which virtually any use was, and remains, legally permissible (see figure 2.1). This area covered not only the CBD between the Sydney Harbour Bridge and Central Railway, but also extruded eastward to cover the whole of Woolloomooloo up to Victoria Street, and the whole area on both sides of Oxford Street



**POLICY 2 CITY STRUCTURE figure 2.1**





up to Taylor Square between Liverpool and Campbell Streets. The gazetted Ordinance also made office buildings permissible in Light Industrial 4b Zones. The total area in which pressure could be exerted to permit major office buildings was thus not significantly reduced from the original "County Centre" Zone of the Gazetted 1951 Cumberland Scheme.

Where office building is legally permissible under Ordinances gazetted by State Government Authorities, it is most difficult for a Local Government Authority, whose decisions are subject, not only to being over-ridden by State Authorities and Committees, but also subject to judicial appeal, to refuse consent for such buildings. Indeed it should be noted that the City Council in office in the early nineteen sixties, did in fact refuse a number of such consents in the then County Centre Zone on the fringe of the Central Business District, but Council's decisions were almost universally reversed on appeal.

This was the disastrous situation inherited by the new, reconstituted, City Council when it was first elected in late 1969. It had to contend with the biggest office building boom in Australia's history, which only began to falter mid-1972. In practical legal terms, the 1971 City Statutory Scheme gave Council little power. The procedures for varying the Scheme were byzantine in their complexity and slowness. This basic legal situation remains unchanged to this day.

The City Council decided in 1970 to launch an entirely new planning process for the City. The City of Sydney Strategic Plan was produced in eleven months, published on July 21st, 1971, and adopted by Council resolution on August 2nd, 1971.

Council has since been implementing the Strategic Plan's Policy 2 on City Structure by defining, for the purposes of detailed environmental planning and management, 32 Precincts within the City. A "Precinct" is an area with some community of interest, clustering of similar activities, and commonality of desired future environmental character. Precinct boundaries tend to be influenced by major roads (either as an edge or an axis), by topography, and by the boundaries of zones fixed by the City Statutory Scheme.

The Strategic Plan's 1971 Policy 2 called for the concentration of high-density commercial development within a linear north-south Central Spine of ten Precincts between the Circular Quay and Central Railway transport interchanges. It was stressed that this should follow the traditional north-south linear form of the City's streets and passenger railway stations.



The Central Spine is the area in which :-

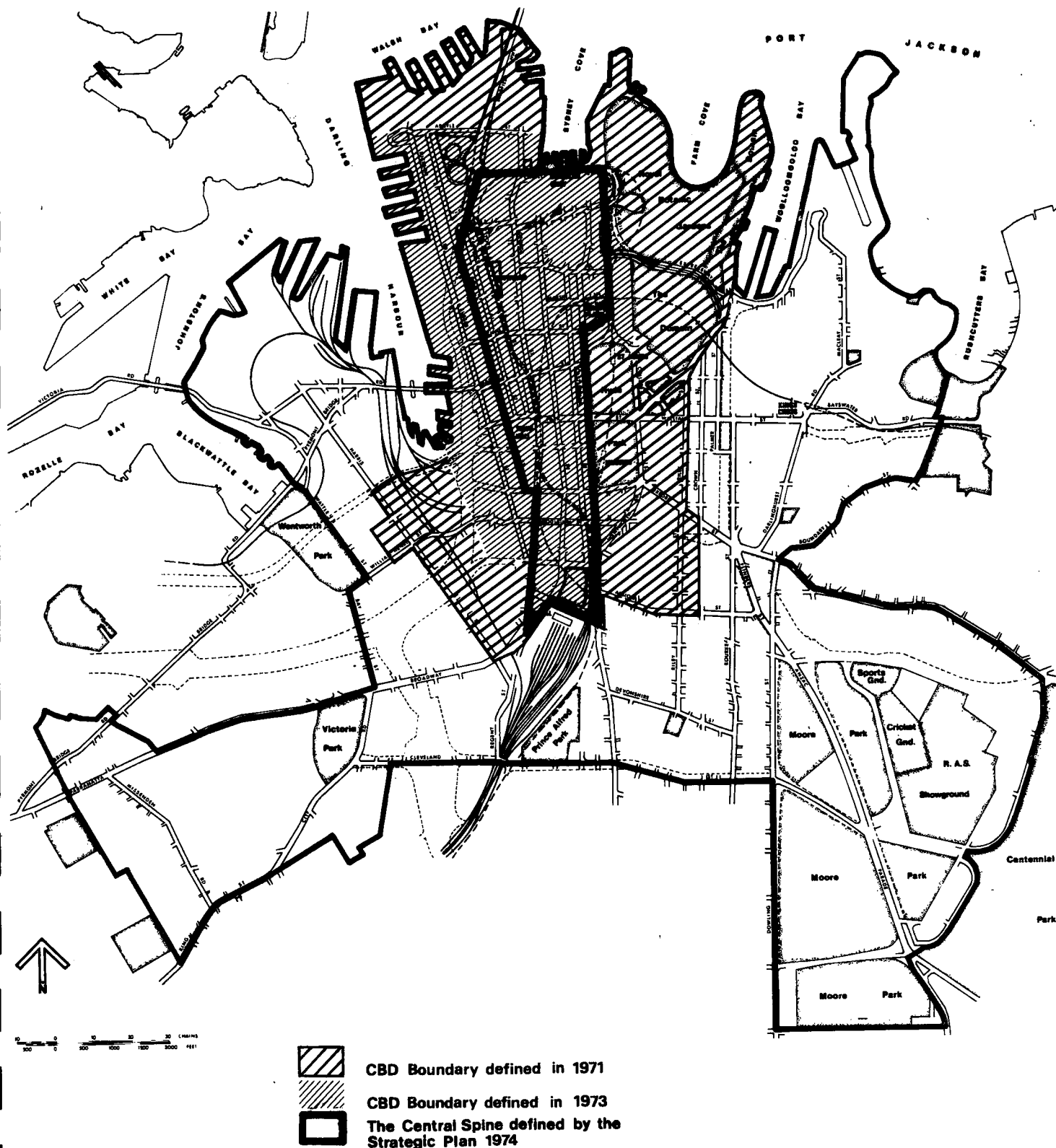
- \* high density commercial development should be concentrated, and not allowed to overspill into fringe areas, such as Woolloomooloo and Oxford Street;
- \* the overwhelming majority of workers, visitors and shoppers should arrive and leave by public transport, particularly by underground rail;
- \* priority should be increasingly given to the movement of people on foot, and vehicular movement increasingly restricted to the use of delivery, service and emergency vehicles, taxis and surface intra-City public transport such as electric trams or other "people mover" systems;
- \* car-parking underneath buildings should be regulated and restricted, and major car parking stations built on the edges of the Central Spine, particularly along the route of the north-south bypass road called the Western Distributor;
- \* pedestrian walkways through buildings and over streets should link fringe transport terminals and parking stations to Pitt Street, the north-south axis of the Central Spine.

In 1970/71, National and State Governments had official plans and projects for massive office and other developments in such fringe areas as Woolloomooloo (Commonwealth and private offices), the Rocks (office development north of the Cahill Expressway), the Pyrmont Railway Yards (a World Trade Centre), and Ultimo (a tertiary education complex for up to 60,000 students). Large private office blocks were also being permitted throughout the extensive County Centre Zone of the City Statutory Scheme.

The City of Sydney Strategic Plan in 1971 sought to resist and reverse these trends. It defined a Central Spine which excluded Woolloomooloo and Oxford Street.

In the light of events since 1970/71, it is now proposed to reduce the area of the high-density Central Spine even further. The new boundaries of the Central Spine are the Cahill Expressway on the north; Eddy Avenue on the south; Kent and George Streets on the west; and Macquarie and Elizabeth Streets on the east. This is an area of 280 gross acres, compared with the 540 gross acres of the County Centre Zone of the existing Statutory Scheme (see figure 2.1).

In 1970/71, the Sydney Area Transportation Study projected that central City workforce would reach 380,000 to 530,000 by the year 2000. The City Council decided that, in these circumstances, it should prepare for the contingent possibility that central City workforce could ultimately reach 360,000 to 400,000 people (see figure 2.2).



**POLICY 2 CITY STRUCTURE figure 2.2**



During 1972/73, the SATS projections of future City workforce were refined and reduced to an expected total of approximately 340,000 by the year 2000 within the City boundaries as a whole.

During 1973/74, the City Council's consultants carried out more detailed surveys and studies of possible "alternative futures" for the City. This work is illustrated by figures 2.1 to 2.7 inclusive, and presented in detail in separately published Annexures B and C.

Three possible "alternative futures" (see figure 2.8 and Table 1) were studied in some depth. These studies indicate that the most suitable, and the most probable, 'future' for the City is that specified under Alternative B, which envisages neither complete centralisation of regional office workforce growth, nor complete dispersal.

However, regardless of whatever plans or policies are adopted, a great deal of the City's future is already committed. Office space already either vacant, being built, or for which siteworks have begun, within the City, seems sufficient to accommodate the majority of all likely additional workforce, at least up to 1985. Under Alternative B, it is judged that an estimated total workforce of 340,000 within the City as a whole, a net 27,000 increase over the 1971 workforce, is more likely to be reached by 1985, than by the year 2000 as projected by SATS.

It is believed that by 1985, sub-regional suburban office centres, and the proposed new decentralised cities, should be absorbing the bulk of regional growth in tertiary employment. The total City of Sydney workforce could then stabilise at or around 340,000 people.

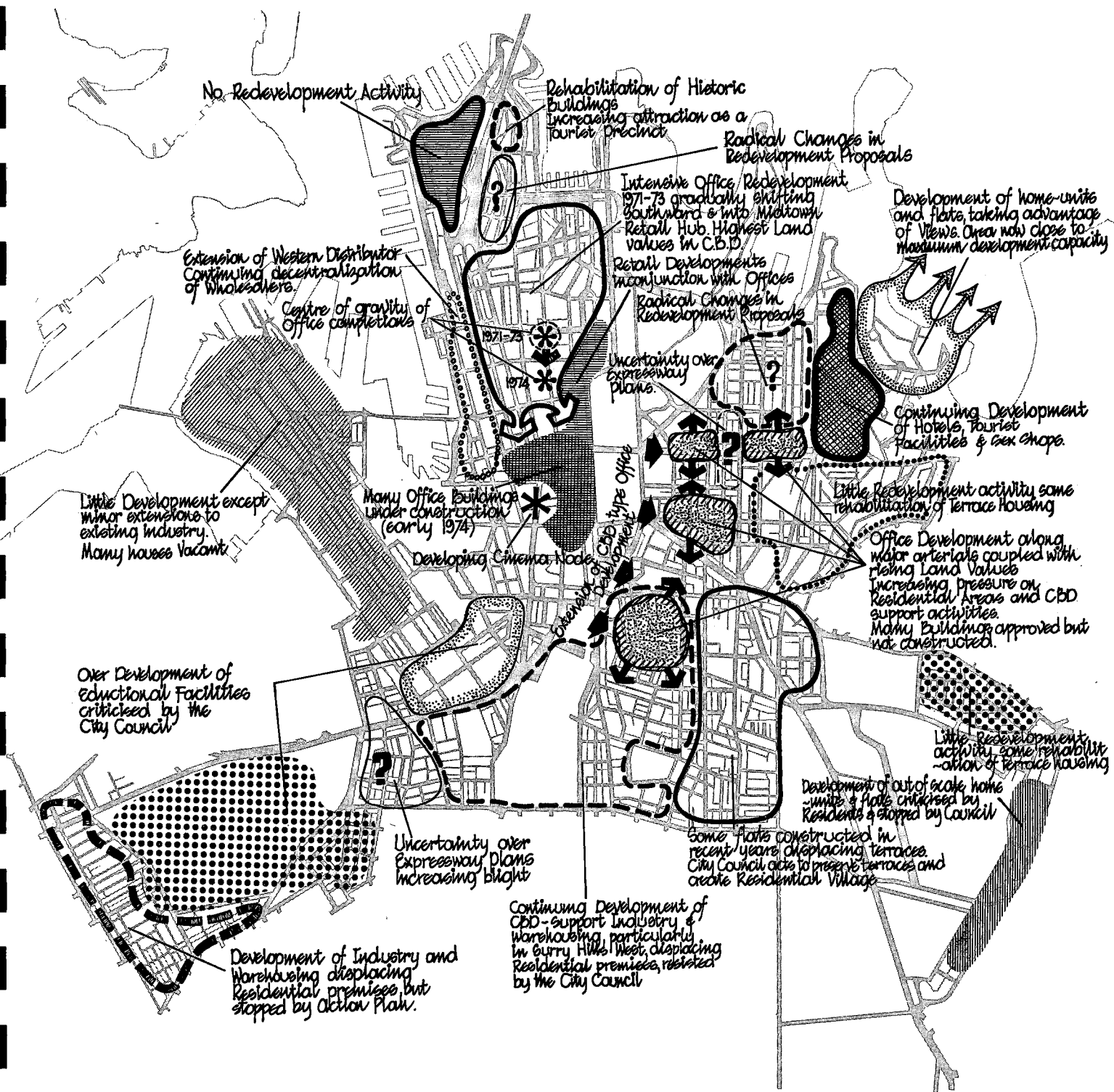
It is recommended that future workforce growth in the City be channelled into the area of the Central Spine defined on the City Structure Diagram 1974 and that the "frame" or fringe Precincts of the City outside the Spine should be conserved at lower densities for predominantly residential, community and commercial service uses.

Pursuant to 1971 Action Priority 2C, the Council has undertaken a program of detailed action plans and studies for particular problem areas of the City. These are listed in Annexure A, which also defines their status as at July, 1974, and includes summary descriptions of a typical sample of these detailed plans and studies.

Seventeen of a total of 31 had been completed and adopted by Council up to July, 1974. Others had been completed and formally received by Council for consideration. Others were partially complete but still in the course of preparation. It should be possible for the latter to be completed by the end of 1974 or early 1975.

In the light of experience gained in action planning since 1971, and in the light of studies for the review of the Strategic Plan as a whole, the boundaries of the 32 City Precincts have been refined and amended.

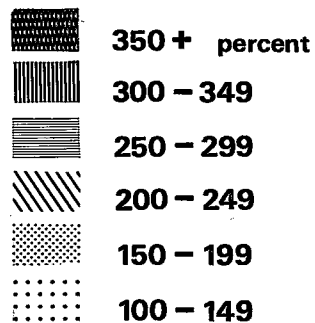




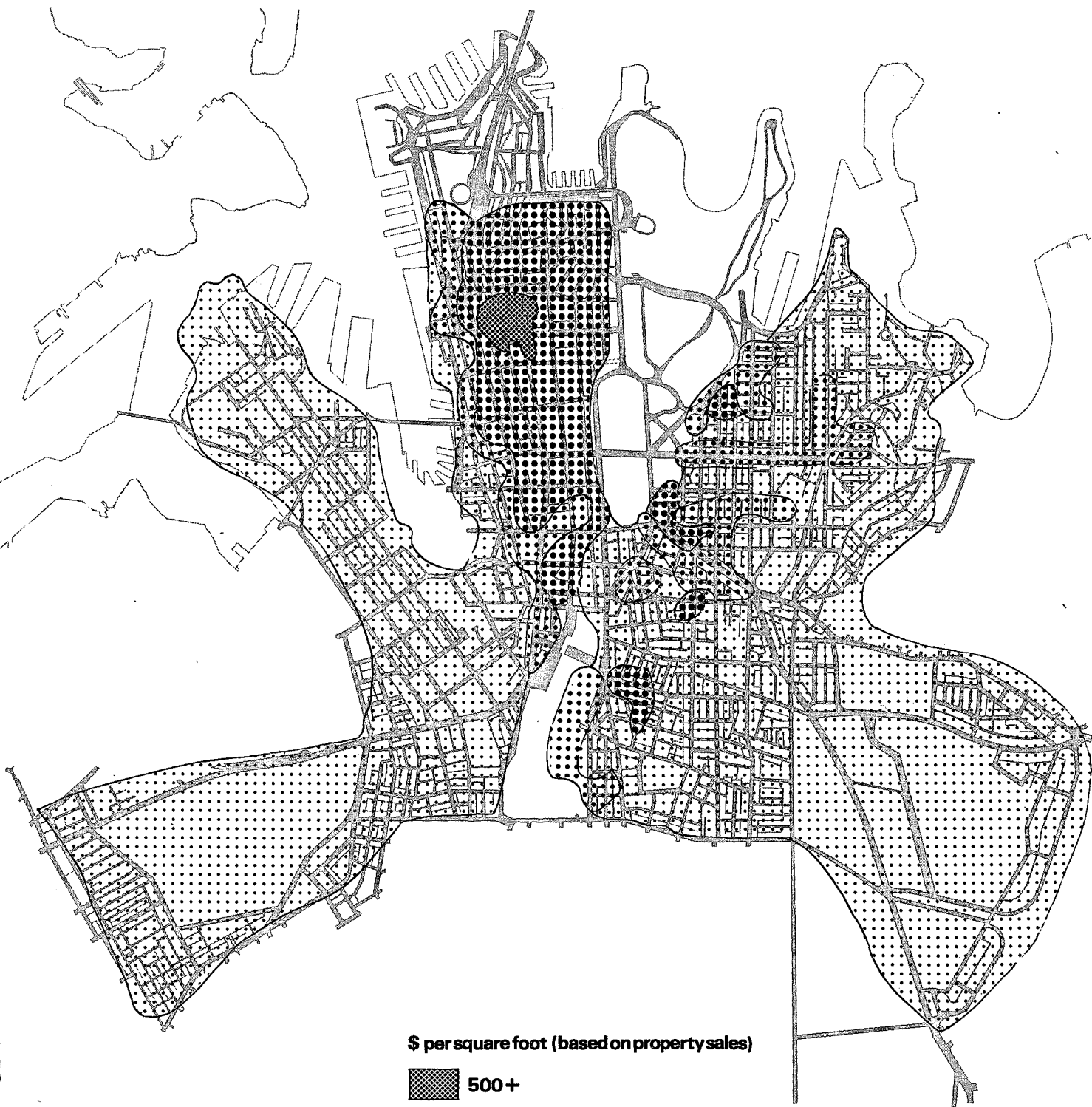
**Development Trends 1970-1973**

**POLICY 2 CITY STRUCTURE**

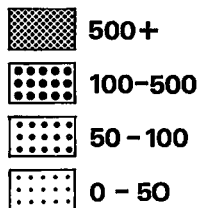
**figure 2.4**



**Increases in Unimproved Capital Values  
by Precincts 1968-1973**



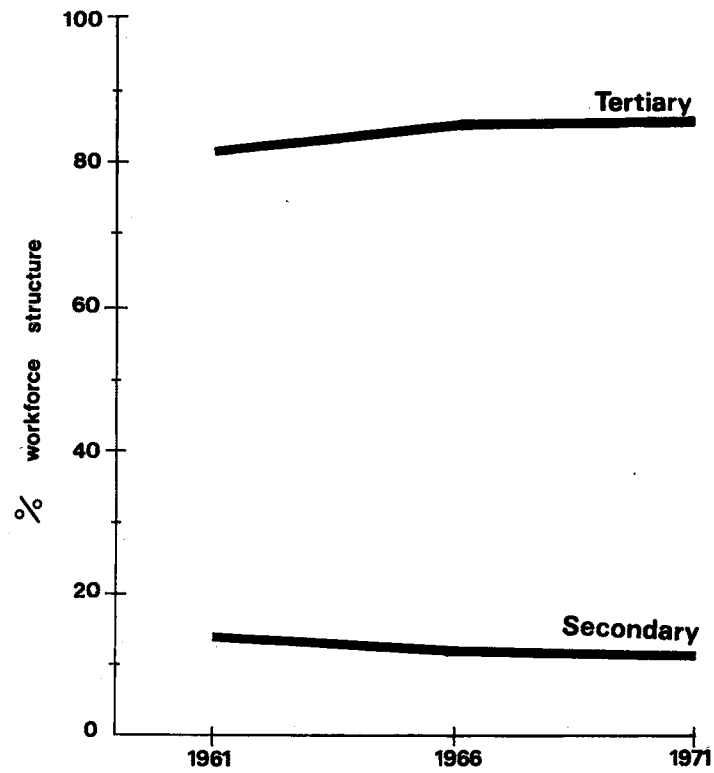
\$ persquare foot (based on property sales)



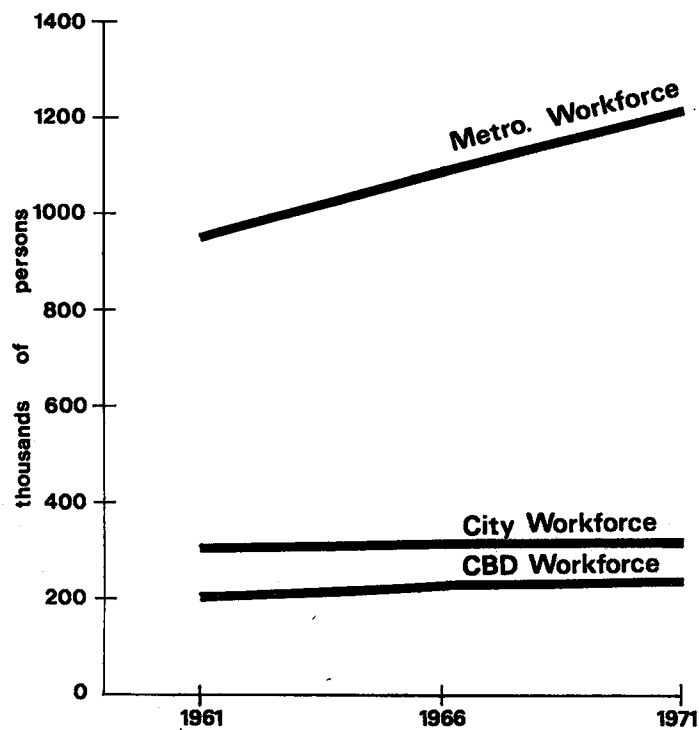
**Property Prices 1972-1973**

**POLICY 2 CITY STRUCTURE figure 2.6**





**Changing Composition of CBD Workforce 1961-1971**



**Workforce Trends - Metropolitan, City, CBD 1961-1971**

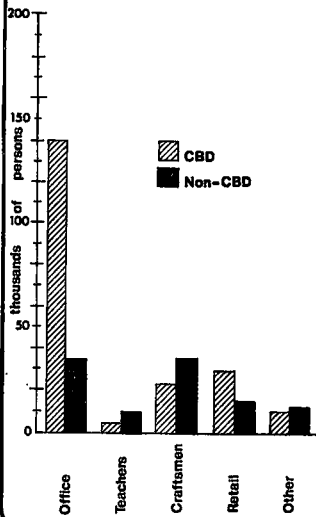
# ALTERNATIVE FUTURES

## EXISTING 1971

The workforce of the City was 313,000 in 1971. This was not significantly greater than the 1966 level of 312,000. The relatively slow rate of growth has resulted from a combination of rapid office expansion being counter-balanced by declines in the manufacturing and craft workforce. Although many City office buildings were under construction they have only recently become available for occupancy.

The City's workforce, and in particular that of the Central Business District (CBD), is becoming increasingly dominated by office workers; they comprise 56% of the total City workforce, and 68% of that in the CBD.

The growth of this component in the City workforce is extending the peak travel period to two or more hours on many routes serving the CBD.



## CONCENTRATED 1985

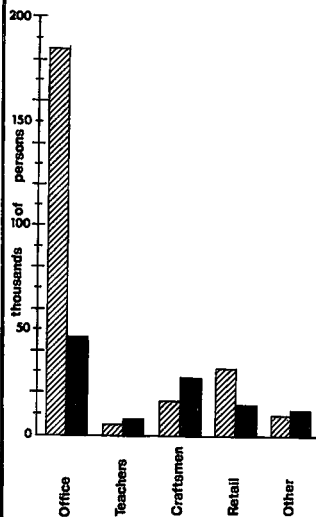
### A

This alternative involves the concentration of all Sydney Region office growth into the City. Further development of office space in North Sydney, Parramatta, Chatswood and other suburban centres would not occur. The current oversupply of office space in the City would mean that there would be a temporary slowdown in office construction.

However, the additions that would occur to 1985 and the extent of building already committed would cause a rapid growth in City office workforce from 1971 levels of 175,000 to 232,000 in 1985. Growth would be most rapid in the CBD. As a result, all obsolete office buildings in this area would be vacated and considerable improvements in public and private transport systems serving the CBD would be required to handle extra commuters.

This rapid office growth would allow some marginal expansion of retail workforce in the CBD, as increased retail expenditure would offset losses to suburban retail centres. Outside the CBD however, unless the population losses were stemmed, retail workforce would continue to decline. The expansion of office activity would also contribute to a continuing decline in the craft workforce.

In combination these trends would, however, lead to a substantial growth (13%) in City workforce from 1971 levels of 313,000 to 354,000 by 1985. CBD workforce would grow from 206,000 to almost 250,000 over the same period.



## PREFERRED 1985

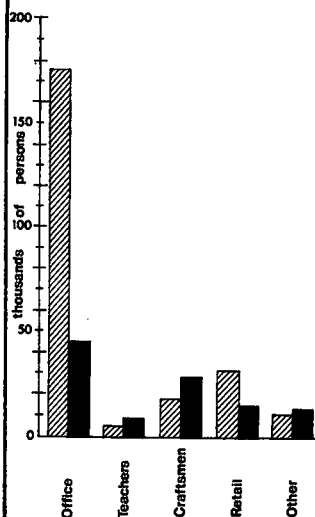
### B

This alternative allows a more balanced distribution of Sydney Region office growth. Additions to City office stock would be limited to around 400,000 square metres (5 million square feet) above that already committed. Application of decentralist policies by State and Australian Governments would cause further expansion of suburban and subregional office centres.

The limited additions to City office stock would cause office employment to rise to 175,000 in the CBD, as against 180,000 for Alternative A, and to 218,000 in the City as a whole (as compared to 232,000 under Alternative A). This level of expansion would still cause many obsolete office buildings to be vacated and would still require some improvements to transportation facilities serving the City.

Retail workforce expansion in the CBD as a result of increased office workforce expenditure would be sufficient to cause a marginal rise in retail workforce in the area. Outside the CBD, however, retail workforce would continue to decline. Craft workforce, both within and outside the CBD, would also decline.

Growth in total City workforce would be up to 27,000; however, the 1985 level of 340,000 (a 9% increase from 1971) would be considerably lower than the 354,000 under Alternative A. CBD workforce would increase by 31% to 237,000, as compared to 248,000 under Alternative A.



## DISPERSED 1985

### C

This alternative involves a complete dispersal of Sydney Region office growth. Apart from developments already committed or approved within the City, no additions to office stock would be permitted. All growth would, therefore, be steered to suburban and subregional office centres and to new cities.

Despite the restriction of City office expansion, the scale of development already under construction and currently vacant would cause office employment to rise to 163,000 in the CBD and 203,000 in the City as a whole (as compared to 175,000 and 218,000 under Alternative B). Some obsolete City office buildings would, therefore, be vacated. Few substantial improvements to transport facilities serving the City would be required; but the accessibility of outer centres would need to be considerably improved.

As under Alternative B, a marginal rise in CBD retail workforce would occur as a result of office employment expansion. In non-CBD areas, retail and craft workforce would continue to decline.

Some growth in total City workforce would still occur, but this would result in an increase of only 4% over 1971 levels, as compared to 9% under Alternative B and 13% under A. This would take total workforce to 325,000 by 1985. The CBD workforce would reach only 225,000, considerably lower than the 248,000 under Alternative A and 237,000 under B.

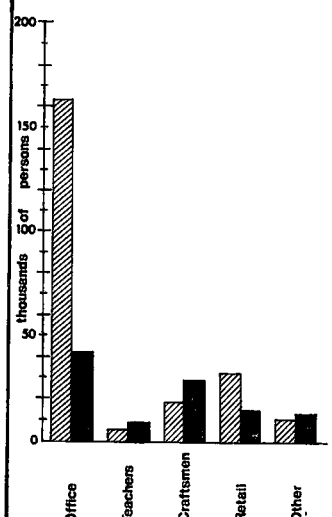




TABLE 1

WORKFORCE IMPLICATIONS OF ALTERNATIVE FUTURES (in thousands)

	1971	ALTERNATIVES		
		A	B	C
(a) CBD* Workforce		Concentrated	Preferred	Dispersed
Central Office	139.2	186.0	174.9	162.8
Non Central Office	-	-	-	-
Teachers, Clergy	4.3	4.3	4.3	4.3
Craftsmen	22.8	17.3	17.3	17.3
Retail	29.6	30.3	30.0	29.9
Other	10.2	10.2	10.2	10.2
Total	206.1	248.1	236.7	224.5
Increase No.		+ 42.0	+ 30.6	+ 18.4
Increase %		+ 20.4%	+ 14.8%	+ 8.9%

	1971	A	B	C
		Concentrated	Preferred	Dispersed
(b) Non-CBD* Workforce				
Central Office	30.7	43.1	40.4	37.6
Non Central Office	4.6	3.2	3.2	3.2
Teachers, Clergy	9.0	7.5	7.5	7.5
Craftsmen	36.4	27.7	27.7	27.7
Retail	15.1	13.7	13.6	13.5
Other	11.0	11.0	11.0	11.0
Total	106.8	106.2	103.4	100.5
Decrease No.		- 0.6	- 3.4	- 6.3
Decrease %		- 0.6%	- 3.2%	- 5.9%

	1971	A	B	C
		Concentrated	Preferred	Dispersed
(c) Total City of Sydney				
Central Office	169.9	229.2	215.3	200.4
Non Central Office	4.6	3.2	3.2	3.2
Teachers, Clergy	13.3	11.8	11.8	11.8
Craftsmen	59.2	45.0	45.0	45.0
Retail	44.8	44.0	43.7	43.4
Other	21.2	21.2	21.2	21.2
Total	313.0	354.4	340.2	325.0
Increase No.		+ 41.4	+ 27.2	+ 12.0
Increase %		+ 13.2%	+ 8.7%	+ 3.8%

Source: Plant Location International and USC Analysis and Estimates

\* The CBD referred to in this Table is the 1973 boundary defined on figure 2.2. The workforce in the Central Spine defined by the City Structure Diagram 1974 is likely to be between 195,000 and 217,000 (in comparison to the 224 to 248,000 in the area defined in 1973 as the CBD) by 1985.

See Annexure C: WORKFORCE FORECASTS - THE DEFINITION OF ALTERNATIVE FUTURES FOR THE CITY.



Every piece of land within the City boundaries is now included within a Precinct. All areas of open space, existing roads, and statutory road or special use reservations have now been included.

Two other changes are significant. The Midtown Hub Precinct within the Central Spine has been expanded to include the City's major cinema and entertainment complex south of the Town Hall, so as to facilitate greater protection for these activities. Intensive office development can still be allowed within certain parts of this Precinct, but should not be at the expense of retailing and entertainment activities.

In 1971, the Woolloomooloo Precinct boundaries followed the boundaries set by the State Planning Authority's 1969 proposals for this area. Following the abandonment of those proposals by all three levels of government, and in the light of Council's evolving detailed action plan for the 'Loo, the 1969 boundaries have been amended. Victoria Street has been included in the Potts Point-Elizabeth Bay and Kings Cross Precincts. The frontage to William Street has been included in the William Street Precinct.

The opportunity to simplify the 1971 Precinct reference numbering system has also been taken. The new City Precinct boundaries and reference numbers are defined on the City Structure Diagram 1974. They are also illustrated on figure 2.3.

The revised Precinct reference numbers and names are :-

#### Central Spine Precincts

- 1 The Tank Stream (or Northern Business) Precinct
- 2 The Midtown Hub Precinct
- 3 The Brickfield Hill (or Southern Business) Precinct

#### Gateway Precincts

- 4 The Sydney Cove Precinct
- 5 The Railway Precinct

#### Eastern Precincts

- 6 The Macquarie Precinct
- 7 The Parklands Precinct
- 8 The Woolloomooloo Precinct
- 9 The William Street (Boulevard) Precinct
- 10 The Stanley Street Precinct
- 11 The Oxford Street Precinct
- 12 The Garden Island Precinct
- 13 The Potts Point - Elizabeth Bay Precinct
- 14 The Kings Cross Precinct
- 15 The Darlinghurst Precinct



- 16 The Taylor Square Precinct
- 17 The West Surry Hills Precinct
- 18 The Flinders Street Precinct
- 19 The Surry Hills Residential Village Precinct
- 20 The Moore Park Precinct
- 21 The Showground Precinct
- 22 The South Paddington Precinct
- 23 The Centennial Park Residential Precinct

#### Western Precincts

- 24 The West Rocks Precinct
- 25 The Western Perimeter Precinct
- 26 The Darling Harbour Rail and Docks Precinct
- 27 The Pyrmont Precinct
- 28 The Ultimo Precinct
- 29 The Chippendale Precinct
- 30 The University - RPAH Precinct
- 31 The Newtown Precinct
- 32 The Camperdown Precinct

Council has implemented the 1971 Action Priority 3B which stated :

"3B Prepare and adopt a Floor Space Ratio and Development Control Code for each Precinct, generally reducing the base ratio, but granting bonus ratios in return for action by developers to :

- \* provide a diversity of uses most appropriate for each Precinct
- \* construct and, if required, maintain, free of cost to Council, specified public facilities or amenities to approved standards of location and design
- \* contribute financially to Council funds for the provision of specified public facilities or amenities. "

The Development Control and Floor Space Ratio (FSR) Code adopted by Council on December 6th, 1971, has been a success in terms of requiring much needed improvements to the public environment while also controlling the scale of development more effectively than previously. In return for the provision of valuable public amenities, pedestrian facilities, a diversity of non-office uses, the preservation of historic buildings, and money contributions for specified purposes, developers have been awarded bonus floor space within maximum limits.

The Code has been applied to all new Development Applications lodged since December 6th, 1971. To enforce it, the Council has attached rigorous conditions to Development Consents, particularly with regard to the provision of pedestrian facilities and public amenities, and financial contributions to Council's perimeter parking stations funds.



However, it is now timely to review and revise the Code in the light of experience in implementation, lower workforce forecasts, and the City Structure Diagram, 1974.

The granting of floor space bonuses in return for money contributions to Council's perimeter car parking stations funds, for example, should be dropped. Such contributions, where required, should be mandatory, and should not attract bonuses. This is now accepted as a valid criticism of the 1971 Code.

It is necessary also to amend the Code to restrict the highest densities to the reduced area of the Central Spine of the City. Further, it is desirable to give stronger protection to central retailing and entertainment activities and to fringe residential and service activities. This indicates a need to further reduce maximum FSRs in the Midtown Hub Precinct and a number of areas on the fringe of the Central Spine. Finally, the bonus system, although working well, needs refinement and adjustment in detail. There is also a need to integrate the recommendations of Council's detailed 1973 study of residential development controls for residential Precincts, with the FSR Code.

The new City Structure Action Priorities call for the review and revision of the Council's Floor Space Ratio Code for each Precinct of the City first adopted on December 6th, 1971, in order to :-

- \* reduce maximum FSR where it is desirable to limit workforce or protect existing residential, retail, service, industrial, wholesaling or port-oriented uses; and
- \* increase FSR bonuses and incentives for residential redevelopment, and residential components in mixed developments within and adjacent to the Central Spine.

These will be the subject of a separate detailed technical report to the City Council.



### Policy 3 - LAW

Recommend new legislation enabling Council to manage the City's environment subject to rights of public challenge and State Government review.

Land use planning and development control in NSW operates under head powers and procedures specified in Part XII A of the Local Government Act 1919, as amended. Part XII A was originally enacted in 1945, twenty-nine years ago. It is similar in concept to UK legislation of 1932, forty-two years ago.

Other relevant pieces of legislation include other Parts of the Local Government Act, the State Planning Authority Act of 1963, as amended by the Planning and Environment Commission Act of 1974, the Height of Buildings Act, and parts of legislation concerning such matters as traffic, roads, public transport and pollution control.

This patchwork of legislation sets out the overlapping rights, powers and duties of a host of authorities and persons. These include :-

- the Ministers for Planning and Environment, Local Government, Highways, and Transport;
- the Planning and Environment Commission (previously the SPA);
- the Height of Buildings Advisory Committee;
- the City of Sydney Parking Advisory Committee;
- the Local Government Appeals Tribunal;
- other government Departments and Commissions;
- Local Government Authorities;
- and "persons with an estate or interest in land".

Existing planning legislation and machinery gives no significant role to citizens who do not have an estate or interest in land directly affected by a "planning scheme".

The basis of the entire system is the preparation, administration and amendment of a statutory "town and country planning scheme" for each Local Government Area in the State. Each such scheme comprises a precise map of zones and reservations; and a written ordinance which specifies in minute legal detail the complex administrative procedures and discretionary powers to be interpreted by the various authorities in determining applications for consent to develop land within each zone or reservation. Each such scheme wends its way eventually to proclamation and gazettal by the Governor and the Minister. The City of Sydney is covered by such a scheme, which was 24 years in preparation prior to its gazettal on July 16th, 1971. On gazettal, it was already obsolete in many respects, as well as being totally inadequate in its scope.



Such schemes only attempt to control very limited aspects of land use. Thus, they are over-simple with regard to environmental performance standards. They don't try to deal with those social, economic and environmental issues which today are of major public concern. Nevertheless, they are over-complicated to prepare, interpret, administer and amend.

The present system is totally inadequate. Completely new legislation is needed to establish a completely new system of environmental planning and management at State, regional and local levels. The NSW Government is moving in this direction. The new Minister for Planning and Environment has not only called upon the new Planning and Environment Commission for a comprehensive report on the subject, but has also invited reports and proposals from other interested bodies. New legislation is envisaged during 1975 or 1976.

There appears to be an emerging consensus as to the general character of the changes needed.

The Premier, in the Government's most recent Policy Speech, undertook to replace the State Planning Authority with a new Ministry, and promised that "Greater powers, and discretions for planning decisions, in the determination of local planning details and development applications, will be conferred on local authorities under guidelines, policies, and procedures laid down by the new Ministry".

The Minister, Sir John Fuller, in introducing the new Planning and Environment Commission Act, 1974, said that the NSW Government had, in 1962, accepted a recommendation that "A State Planning Authority should be established with the power to actively assist in the implementation of planning proposals having a major significance in the economic development of the State". However, the Minister noted that "while the concept of an overall planning authority for the State represented a step forward at the time .... the pressure of development has led to the SPA becoming too involved, under existing legislation and practice, in detailed planning.

"Often it has had the effect of restricting powers of Local Government by becoming involved, by default, in concurrences and referral of matters best left within the local sphere.

"In turn, the effect has been to suppress local participation as the result of too much centralisation of detailed decision-making. Left without sufficient real responsibilities, Local Government planning has been forced into a secondary role.

"The need for change is therefore obvious.

"We need to give Local Government a fair share of responsibility and in so doing we will produce a more acceptable role for the central planning body. We will free it of excessive day-to-day involvement in detailed planning.





"To do so, however, we will need to redesign the central state planning machinery ...."

The Minister spoke of "the merging of environmental management with planning practice"; "greatly increased admission of the community to the planning process" and "much greater participation and responsibility for detailed planning at the local level".

The need for these types of legislative changes has been foreshadowed in NSW by the setting up of a range of ad-hoc, non-statutory, advisory policy bodies, studies and plans, some by State, and some by Local Government Authorities. These include the Sydney Region Outline Plan of 1968, the City of Sydney Strategic Plan of 1971 and 1974, the Sydney Area Transportation Study of 1974, as well as a wide range of special non-statutory, local, detailed, "development control plans and codes" and "action plans" for special local areas.

Problems have arisen because such studies, plans and codes have no formal legal standing, no matter how sophisticated they are, and no matter how responsive they are to the needs and desires of the community. This poses problems for the City Council, for example, in its efforts to implement the City's strategic and action planning program.

Experience in the UK has instructive parallels for NSW. In 1965, the basic criticism of the then existing planning procedure was that "the existing development plans lacked clear policies and presented too definite land use plans for towns and country as a whole over too long a period ahead (20 years), yet were insufficiently detailed in areas where action of some kind (renewal rehabilitation or conservation) was contemplated in the foreseeable future (up to 10 years). The whole planning process was also thought to be too cumbersome: the Ministry was involved unnecessarily in too much detail rather than giving guidance on planning policies, and there had been an inadequate participation by the public in planning process. The old system .... was also criticised for being too rigid and time-consuming, since it was over-concerned with legal minutiae at the expense of broad policy issues. However, perhaps the most significant breakthrough .... was the clear recognition that planning could only be effective if the old 'blue print' master plan approach, which still lingered on under the 1947 Act, were abandoned in favour of a more flexible and sensitive management of the planning process."\*

The British 1968 and 1971 Acts provide for plan-making at distinctly different levels, the overall regional strategic or structure level and the local tactical level. The "structure plans" determine the major structural land use and transportation changes over large regions of county or country

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\* "The Town & Country Planning Act, 1968", Walter Bor, The Journal of the Royal Town Planning Institute, May, 1974.



borough areas. These require Ministerial approval. The local detailed policy and action plans are prepared by local authorities within the guidelines of the regional structure plans. The local plans are prepared, adopted and administered by local authorities themselves.

The British public has statutory rights to be informed, to be consulted and involved, and to object at all stages of the plan-making period and during the development control process as well. The Minister has the reserve power to veto any part of a local plan after it has been approved and adopted by resolution of the local authority. Thus the principle of "management by exceptions" has been substituted for the previously centralised system.

British structure plans are written statements of objectives, policies and priorities, illustrated by diagrams. In this respect they are similar to the Sydney Region Outline Plan and the City of Sydney Strategic Plan. However, the British structure plans have an official, quasi-statutory status.

Planning in the UK is thus being seen "as a learning process aiming at flexible planning by open government listening carefully to the views of those on the receiving end, and constantly reviewing planning in the light of new inputs".\* The regional, local and action plans are complementary to each other, and are used to test each other's validity, in an iterative, or cyclic process. It is interesting to note that this has been the philosophy and procedure of the Sydney City Council in its own "structure" (or "strategic"), and "action" planning process since 1971.

However, experience in the UK since 1968 shows that the regional structure planners have made their plans too ambitiously complicated, and have been far too slow in producing them. "Structure planning has ... become more comprehensive in its scope and procedures, and involves problem appraisal, policy studies, forecasting, design of alternatives, evaluation, testing, implementation, monitoring and review. This has enormously increased the complexity of the planning task. Planners have therefore been searching for ways to cope with complexity, and been attracted by quantitative techniques, such as models and cost-benefit analyses .... As a result a good deal of money, time and effort may be expended on cost-benefit analysis to select the "best" plan, while relatively little attention is given to selecting the goals and criteria which the best plan should fulfil, and even less to monitoring and evaluating the achievement of the plan's objectives after implementation.

"... the wider demands of structure planning have unreasonably retarded the progress of many plans. In some cases the complexity of the new tools has exceeded the capability of the teams using them."\*\*

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\* *ibid*

\*\* "Structure Planning in the UK observed", John Roseth, Royal Australian Planning Institute Journal, July-October, 1974.



A British observer has concluded that the UK structure plans are "over-sophisticated and over-elaborate . . . . We may have to content ourselves with preparing simpler over-all strategic frameworks, which can then be modified as required. Within such frameworks we could pick up the long-range implications of local authority and private sector activities, and then develop an incremental decision-making process in which physical, social and economic short-term planning at local level are integrated with corporate investment plans. This incremental decision-making process would enable us to determine which steps at a particular time are essential to be implemented first. . . . . Such a step-by-step approach would make the planning process more responsive to society's immediate needs, more modest in terms of physical change, more concerned with the totality of the problems, and more effective in working out solutions, implementing them and monitoring them as a feedback into the next set of steps. Such a modified planning approach is also likely to be more readily understood and actively pursued by communities who will increasingly participate in the planning process. "\*"

This conclusion seems to endorse the Sydney City Council's adoption of a three-yearly cycle of strategic planning and action, defined in the introduction of this 1974 restatement of the City of Sydney Strategic Plan.

It is now considered that there are three basic principles which should guide and govern the production of new environmental planning and management legislation for NSW. These are :-

1. Planning and management by objectives.

This calls for the formal setting, adoption, constant review and regular up-dating of specific objectives, policies and priorities at State, regional and local levels. This process should precede, guide and govern the preparation, implementation and review of otherwise aimless detailed plans, projects and/or development controls, such as the current statutory planning schemes.

2. Planning as a community learning process.

The public as a whole must be consulted and involved in structured discussion and debate of all plans at all stages. This must replace the tradition of the "backroom" preparation of statutory planning schemes in NSW, and should be extended into the development control process as well.

3. Management by exceptions.

Higher level authorities at State and regional levels must concentrate on broad, overall, regularly up-dated, State and regional structure

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\* Bor, op. cit.



or strategic plans. Local Authorities should be made and held responsible for the preparation, adoption and administration of local plans, subject to stated State and regional objectives, policies and priorities, and subject to reserve rights of the Minister to review and subsequently veto any part of a local plan not in accord with such State and regional objectives, policies and priorities.

In the light of subsequent events and experience, it is interesting to refer back to the 1971 Action Priority 1F of the City of Sydney Strategic Plan. This was :-

"Prepare and submit representations to the State Government regarding redefinition of the responsibilities and structure of the State Planning Authority so that the City Council may plan and control City development effectively."

Under that 1971 Action Priority, on page 77 of the Plan, it was suggested, inter alia, that "The State Planning Authority of NSW is too monolithic to exercise effectively each of the manifold functions from the highest to the lowest that it is presently expected to perform simultaneously.

"This suggests that consideration be given to .....:-

"Establishment at the highest State level of a body with a State-wide development policy advice function, assisting Cabinet to formulate State-wide strategies for the nature and location of economic development and major public investment in infrastructure....

"Subdivision of the existing SPA complex into a limited number of Regional Planning bodies for the purpose of interpreting State policies at regional level. Such bodies would also prepare, coordinate and supervise the implementation of regional plans by all relevant State works and control authorities, and by Local Government authorities within the region.....

"Establishment of a Sydney Region Planning body or authority whose primary functions would be the custodianship, and continual review and revision, of the Sydney Region Outline Plan. It would elaborate, expand and interpret the Sydney Region Outline Plan into policy directives to guide the local planning objectives, policies and priorities of Municipalities and/or Shires within the Region. Local Government Councils would then be able to act effectively within a framework of greater certainty as to the intentions, objectives and policies of higher authorities....

"Such restructuring would allow the City Council and each other Local Government Authority to initiate, implement, review and revise local statutory planning, action planning and development control in accord with



the major policy decisions, broad guidelines and directives originating from the Cabinet and Parliament following the receipt of advice from the new State planning body, and then interpreted at the regional level by the relevant Regional Planning body or authority. "

These 1971 suggestions indicate one possible way of structuring a completely new environmental planning and management system for NSW.

The experience of the Sydney City Council since then in devising new planning techniques to cope with the special role and problems of the City of Sydney, the unique central place of the State, now enables the Council to be of more specific assistance to the new Commission, the Minister and the Government in their work of evolving new planning legislation.

The recent appointment of the City Council's Alderman Andrew Briger to the new Advisory Committee of the Planning and Environment Commission should facilitate liaison between the Council and the Government.

The 1974 Action Priorities under Policy 3 - Law, of the City of Sydney Strategic Plan, therefore are :-

3A. Assist the NSW Minister for Planning and Environment and the new Planning and Environment Commission to review NSW laws, practices and procedures relating to environmental management; prepare for the Minister, as a matter of urgency, an analytical report emphasising existing legal impediments and administrative frustrations to the implementation of Council's strategic and action plans, recommending :-  
(1) interim steps urgently necessary; and (2) longer-term measures necessary to ensure the effective coordination of environmental management within the City by the Council, subject to rights of public challenge and State Government powers of review.

3B. Prepare and submit, as soon as possible, appropriate draft legislation relevant to the City, for the consideration of the Minister and the Commission, in accord with the NSW Government's stated policy of conferring on local authorities greater powers and discretions for planning decisions, and in the light of the City's unique role and problems as the central place of the State.

3C. Prepare, on the basis of Council's strategic and action plans, a new type of draft statutory planning scheme and scheme ordinance for the City, and place these on public exhibition by early 1976.

These are now considered to be the Council's most important and urgent Action Priorities.



#### Policy 4 - FINANCE

Obtain a larger, fairer and assured share of public revenues to enable Council to budget for and implement major social and environmental improvements.

Proper environmental and social management of the City requires much greater access to finance than has previously existed. Present Council finances are desperately in need of augmentation by Governments to reduce deficiencies arising from the inadequate Local Government rating system.

Council must persuade Governments to remove exemptions to rating from their property, obtain major financial grants from Government and representation for Local Government on the Loan Council.

The State Government should ease the burden of Land Tax on specified classes of land uses which are environmentally, socially or economically desirable, and allow Council to receive revenue from parking fines.

Council must accelerate the incorporation of long term capital expenditure programs in its annual estimates and create new special purpose reserve accounts.

Without these actions it will not be possible for Council to fully achieve the City's Objectives, Policies and Action Priorities.

The 1974-77 Action Priorities under Policy 4 - Finance, are :-

4A. Recommend that Governments augment the inadequate Local Government rating system by a formula calculated to give Local Government a fair share of total direct taxation.

Council must continually expand the services and facilities provided for residents, workers and visitors to the City. Growth and development of these services requires finance which has not been provided by any enlargement of local taxation. Charges imposed by Council for the use of certain of its facilities have not been sufficient to offset extra expenditure incurred in rendering those services or providing the facilities.

Rate income diminished annually from 1969 to 1972, as more property became non ratable, and the rate remained constant. It has only risen substantially over the last two years, as a result of the necessity to obtain income in an endeavour to match increasing costs: over the 1969-74 period, the City's total rate income rose by 41%, but wage, salary and employee benefit costs have risen by 99% over the same span.



In terms of real costs, taking account of inflation, the City's income has actually dropped over the period. According to the Consumer Price Index compiled by the Australian Bureau of Statistics, inflation since between mid-1969 and mid-1974 has been 42%.

COUNCIL INCOME IN COMPARISON WITH WAGES, SALARY AND  
EMPLOYEE BENEFIT COSTS, 1969-74

Income (\$'000)				Expenditure (\$'000)		
	Rate Income	% Change	Total Income	Wages, Salaries and Employee Benefits	% Increase	% of Rate Income
1969	13,018		17,345	10,107		77.6
		- 0.3			+11.7	
1970	12,985		18,045	11,285		86.9
		- 1.0			+13.9	
1971	12,859		18,281	12,856		100.0
		- 0.3			+ 8.5	
1972	12,826		19,002	13,946		108.7
		+10.7			+18.7	
1973	14,200		21,287	16,554		116.6
		+29.5			+26.9	
1974	18,387*		26,771*	(18,917*) 21,000**		114.2

\* Estimate at December 1973 on which the rate was fixed.

\*\* Estimate at August 1974 in the light of wage and salary increases. These will force Council into a deficit in excess of \$1m by the end of 1974.

Source: Controller of the Treasury, The Council of the City of Sydney.

Many of the facilities provided by Council are used by people who are not residents of the City, but are residents of the metropolitan region. Facilities such as parks, libraries and sporting amenities are available at little or no charge to any user.

The owners and occupiers of the 16,500 ratable City properties are asking why they should continue to bear the increasing burden of expenditure incurred for providing and maintaining these facilities.

Demands upon Local Government for new and improved services and facilities are constantly increasing. There should be a reallocation of tax sources between various levels of government. There has been virtually no change in the allocation of revenue sources between state and local bodies, since the local government system was first established.



There is a need, for example, for the Council to press Commonwealth and State Governments to recognise that there is a major need for increased investment in transportation facilities and pedestrian improvements to serve the City's workers, residents and visitors.

Real property should not be forced to continue bearing a disproportionate share of local revenue, and to the extent that there is agreement on this, Local Government generally, and the Council of the City of Sydney in particular, should be given access to a proportion of direct taxes, either by way of regular payments from Government sources, or by delegation or extension of authority to impose taxes.

4B. Work with the Australian Capital Cities' Secretariat to :

- (1) Persuade Governments to pay Council rates on the increasing amounts of their property in Capital City Municipalities;
- (2) Obtain major direct financial grants from Governments for social and environmental projects serving metropolitan needs; and
- (3) Obtain the support of State Premiers for Local Government representation on the Loan Council.

Action Priority 4B(1)

Exemptions from rating constitute a great source of loss to local government finances. This particularly applies to the finances of the Council of the City of Sydney and the centres of other State Capitals, where rate-exempt properties are highly concentrated.

Apart from Crown property, early legislation in the State of New South Wales permitted few or no exemptions. However, legislations in 1867 extended exemptions to include land and buildings occupied by Hospitals, Benevolent Institutions, Churches, other buildings used exclusively for Public Worship, and Schools. Land devoted to these purposes within the City has increased markedly in recent years. The consequent erosion to the City's rating base is substantial.

The total known Unimproved Capital Value of non-ratable properties within the City by September, 1974, was \$228,203,030. This is a minimum figure since it has been the practice of the Valuer General since 1968 not to furnish values of many non-ratable properties.

The effect of this on City finances, is such that it is estimated that the loss arising from exemptions from rating, for the year 1974, is at least \$2,625,000 (14% of the total rate income of the City in 1974).

A complete review of all exemptions is urgently required. Meanwhile it is considered that the national and State Governments should pay to Council the equivalent of rates for all land occupied by Crown bodies where such





is used for administrative, commercial or industrial purposes. This would be of immense assistance to Council as a supplement to its revenues, and would help overcome the present inadequacies of Council finances.

#### Action Priority 4B(2)

Grants to Council are received on a very limited scale from the national and State Governments. These are used for social and environmental projects such as meals-on-wheels, libraries and sheltered workshops. Much more needs to be done, and Council has determined the kinds of projects to be undertaken.

For example, Action Plan No. 28 prepared by Council envisages the establishment of community centres, child care centres, creative arts and leisure centres and playground remodelling.

The recently foreshadowed establishment of an Australian Government funded community centre in Surry Hills is the first stage in the implementation of this Action Plan, as sought under Policy 11 of this Strategic Plan. It is an example of the way in which Government can assist Council in achieving its social objectives in the City.

Financial assistance in the form of grants is available subject to the requisite procedures being followed. Council should investigate fully all such avenues of financial assistance, as it cannot by itself meet the heavy commitments necessary to implement social and environmental projects envisaged under Policies 12 to 16. All of these projects are essential to the upgrading of the City's environment, and many will benefit the residents of the entire metropolitan region.

Applications should be made immediately to the Australian Government for Special Purpose Grants for such projects as :-

- \* Community Centres and Services
- \* The extension of the Fitzroy Gardens
- \* The development of intra-city public transport and pedestrian facilities
- \* The restoration of the Queen Victoria Building
- \* Acquisition of waterview land at Pyrmont, and development of residential accommodation and waterfront public reserves.

#### Action Priority 4B(3)

In the past Council has raised modest loans for the purpose of Capital Works Programs. It has not been offered, sought or received, major loan funds. At the end of 1973 its total indebtedness was only \$17,640,000.



In recent years, however, the Capital Works Program envisaged and carried out by Council has increased considerably, and hence the demand for Loan Funds has risen rapidly.

The amounts incurred, as approved by the Loan Council since 1968, and as applied for in 1974, are :-

1968/69	\$ 600,000
1969/70	\$ 600,000
1970/71	\$ 300,000
1971/72	\$ 300,000
1972/73	\$1,050,000
1973/74	\$1,300,000
1974/75	\$7,224,000*

\* Amount applied for, March 1974.

Source: Controller of the Treasury, The Council of the City of Sydney.

In a marked departure from past practice, Council has recently sought approval for a Works Program totalling some \$7,224,000 for 1974/75. This is 4.5 times greater than the amount raised in 1973/74. This amount is considered necessary to finance a record projected program of public facility construction, environmental improvements and traffic improvements, as follows :-

Town Hall House Construction (partial cost)		2,000,000
Town Hall Arcade and Square		955,000
Town Hall - Additions and Renovations		662,000
Construction of Parking Stations		
Kings Cross Area (partial cost)	1,000,000	
Kent Street, Sydney (partial cost)	<u>1,000,000</u>	2,000,000
Paddington Town Hall		40,000
Elizabeth Bay House, Elizabeth Bay -		
Extension of Reserve		15,000
Women's Amenities Centre, Hyde Park South -		
Remodelling		20,000
Eddie Ward Park, Surry Hills - General		
Improvements		50,000
Moore Park -		
Kippax Lake Area - Construction of Dressing Rooms		
and Toilet Block for Laides		35,000
Women's Sports Area - Demolition of existing structure		
and erection of Women's Dressing Shed		20,000
Reg Bartley Oval - Rushcutters Bay		
Remodelling Grandstand (2nd stage)		
First stage provided for in 1973/74		
- Additional sum		75,000



Mitchell Road Nursery -		
Alexandria Nursery development Stage III	50,000	
Storage facilities	<u>50,000</u>	100,000
Andrew (Boy) Charlton Swimming Pool -		
Installation of Heating Equipment		65,000
Public Conveniences		126,000
Cleansing Depot		80,000
Martin Place, Sydney -		
Finalisation of construction of pedestrian precinct, including installation of :		
Street lights and kiosks	565,000	
Less already provided 1973/74	<u>400,000</u>	165,000
Street Construction		266,000
Wattle Street Depot (partial cost)		50,000
Acquisition and Resumption of Land		400,000
Action Plans		<u>100,000</u>
Total Amount Sought		\$7,224,000

With the national Government currently pledged to increase the availability of funds to Local Government, it would clearly be beneficial for such bodies to have direct representation on the Loan Council. The Council must, therefore, initiate action through the Capital Cities' Secretariat to gain the support of State Governments and Premiers for amendment of the Financial Agreement between the Commonwealth and the States, to permit Local Government to be represented on the Loan Council.

4C. Recommend that the NSW Government :

- (1) Reduce Land Tax which tends to force desirable non-office uses out of the City;
- (2) Pay costs of establishing, maintaining and policing parking metres, restrictions and infringements; and
- (3) Pass on to Local Government a proportional share of the \$1,000 million debt relief granted at the 1970 Premiers' conference.

Action Priority 4C(1)

Even to maintain essential services, the Council is finding it necessary to increase substantially its main source of revenue by sharply increasing rates. At the same time, however, the NSW Government has increased its levy for Land Tax from \$32.5 million in 1969/70 to \$53.6 million in 1972/73.

A large proportion of these levies fall upon the City area, resulting in increased costs to City businesses and residents. Such costs bear most heavily on the less profitable activities within the City such as small industries, service establishments, theatres, department stores, buildings worthy of preservation and of course residential premises.



Retail and entertainment activities within the Midtown Hub Precinct are forced to pay levies disproportionate to their income-generating capacity as a result of the high theoretical potential value of the land if it were used for office purposes at high Floor Space Ratios. Lowering floor space ratios, as proposed under Action Priority 2D, will reduce this potential redevelopment value, and hopefully, will result in lower Unimproved Capital Values with that Precinct in particular.

In the meantime, activities vital to the City are being placed under increasing financial pressure, and many businesses and residents are finding it necessary to relocate away from the City. For this reason, it would be fair to shift a portion of the burden of Land Tax from specific Precincts and/or from defined classes of socially and environmentally desirable land uses. It would be possible to allow rebates to such activities which are currently paying Land Tax out of all proportion to their revenue earning capacity, and forcing their demolition, discontinuance or removal.

#### Action Priority 4C(2)

Revenue received by Council from parking meters is diminished by reason of the amount charged for police supervision. In 1973, this resulted in a net surplus of approximately only \$140,000 becoming available to augment funds for new parking stations.

In 1971, pursuant to the City of Sydney Strategic Plan, Council required developers to contribute to a Parking Stations fund established by Council. Contributions collected to June 30, 1974, amounted to \$2.1 million. This money, which has been raised from implementation of the 1971 Parking Control Code, will go some way towards the cost of financing planning parking stations on the western edge of the Central Spine and in the Kings Cross Precinct. However, this will only be sufficient to finance approximately 500 parking spaces, less than half the projected short term need for 1,200 off-street spaces to 1975 (see Policy 7).

Thus, it would assist the Council to finance new projects if the revenue from parking fines within the City were paid to the Council or, alternatively, if the charge for police supervision of meters was substantially reduced.

#### Action Priority 4C(3)

Council must accelerate the use of loan funds for major social and environmental improvements throughout the City.

Council is seeking loans to the tune of a further \$7,224,000 in 1974/75 to finance its proposed Capital Works Program. Such annual increases in indebtedness would substantially increase the burden of debt service payments which Council incurs. It was originally estimated by the City Treasury that the annual level of debt service payments could rise from



\$1.35 million to over \$2 million on approval of the projected 1974/75 loan program. However, by October, 1974, interest rates had risen steeply. Council has been recently obliged to borrow at 9.85% over 15 years. Debt service payments will be considerably increased over original estimates.

Council's ability to finance further programs of works will be severely reduced unless granted substantial debt relief. Council should seek to obtain a proportion of the \$1,000 million debt relief granted to NSW at the 1970 State Premiers' Conference.

4D. Incorporate in annual Council Estimates, projections for Council's capital expenditure programs for three years ahead to assist the coordination of all planning and construction within the City, and create special purpose reserve accounts and allocate funds thereto annually.

The 1971 Action Priority 4A of the City of Sydney Strategic Plan called for the preparation of three-year, coordinated Council capital expenditure programs for all planning and expenditure within the City. This has not yet been achieved. Nevertheless, the need for such longer-term budgeting is still real. Projections of Council's capital expenditure programs over a three year period would enable the coordination of social, environmental and finance planning in accord with Council's priorities. It would also ensure a more realistic approach to the annual allocation of loan moneys.

Council is now moving towards this objective. In preparing annual revenue estimates for the year 1975, Heads of Council Departments have been requested to include capital requirements for the year 1975/76 and have also been asked to submit, where possible, Capital Estimates for the years 1976/77 and 1977/78. This should enable a start to be made on coordinated three-year expenditure programming.

Development Reserve Accounts should be created and annual allocations of funds made thereto for the implementation of specific plans and projects, major public works, and the replacement of expensive items of plant. This should ensure adequate finance for the completion of commenced projects. It should avoid inordinately high expenditures thereon in particular years. As soon as possible, allocations to Reserve Accounts should be projected six years ahead, and reassessed annually in the light of costs and available loan funds. These allocations should be a first commitment on revenue, after basic costs for maintaining services.



The Council has established Special Purpose Reserve Accounts in respect of Loan Repayment, Parking Stations and Housing Projects - Replacement to which funds are allocated annually. A Reserve for "Municipal Purposes" is also maintained, which has been built up mainly from the proceeds of the sale of Council properties, and for which various projects, including construction of Town Hall House and the Martin Place Plazas, have been partly financed. Further Special Purpose Reserve Accounts should be established to provide for the replacement of the motor vehicle fleet, long service leave, and building maintenance.



## SECOND OBJECTIVE

## ACCESSIBILITY

# ACCESSIBILITY

CREATE A BALANCED MOVEMENT SYSTEM IN WHICH THE CENTRAL SPINE IS SERVED BY PUBLIC TRANSPORT AND WALKWAYS, AND FRINGED BY PARKING STATIONS AND MAJOR ROADS.

### Policy 5 - PUBLIC TRANSPORT

Modernise public transport, in stages, to create an integrated system of greater capacity, convenience and comfort.

### Policy 6 - ROADS

Urge faster construction of roads bypassing the City; manage traffic inside the City to give priority to movements most vital to each Precinct.

### Policy 7 - PARKING

Expand the system of parking stations around, and regulate parking inside, commercial Precincts, to relieve traffic congestion.

### Policy 8 - PEDESTRIANS

Create an integrated city-wide pedestrian movement system, linking transport interchanges to each part of each Precinct.

### ACTION PRIORITIES 1974-77

A. Continue to supply data and recommendations arising from Council's strategic and action planning work to all Government authorities responsible for transport planning, operations and finance; and press for reciprocal cooperation from those authorities, with a full voice for Council in decisions which affect the City.

B. Urge the construction of a continuous north-south Warringah-South Sydney railway through the City.

C. Press the NSW Public Transport Commission to implement Council's adopted Action Plan 3 of 1971 for the modernisation of Wynyard Station, to similarly modernise all City rail stations, and to create new ferry services and terminals in Darling Harbour.

D. Reduce the number of buses and cars within the Central Spine, after the opening of the Eastern Suburbs Railway and Stage 1 of the North West Freeway, and improve bus, taxi and pedestrian movement by creating bus-only lanes in Flinders and Oxford Streets, and a shuttle service between Pyrmont and Kings Cross; continuing to shift bus stops to mid-block locations; providing more and better passenger shelters, and fewer but larger, well designed, taxi ranks.

E. Cooperate in practical innovations in intra-City movement systems, such as electric trains or new types of people movers in pedestrian-priority malls.

### ACTION PRIORITIES 1974-77

A. Investigate alternative ways to expedite increases in continuous north-south road traffic capacity bypassing the Central Spine, linking the Harbour Bridge as directly as possible to the future Southern Freeway route, and the Cahill Expressway to South Dowling Street, by 4 lane, grade separated roads using much less land than is reserved by the existing statutory planning scheme.

B. Investigate other possible amendments to the routes and reductions in the scale of the previously planned inner freeway system, of the type indicated on the 1974 City Structure Diagram.

C. Incorporate any revised proposals for road reservations in the new City planning scheme prepared pursuant to Action Priority 3C.

D. Improve east-west through-traffic flows by implementing planned widenings and realignments along Cleveland and Hay-Campbell Streets.

E. Grade-separate vehicles and pedestrians along William, Park and Druitt Streets linking Kings Cross to Pyrmont.

F. Continue to test schemes to give priority to pedestrians, public transport and delivery vehicles in the most congested streets such as Pitt and Castlereagh Streets, and Darlinghurst Road.

G. Continue to convert sections of local streets to mini-parks, playgrounds or malls.

### ACTION PRIORITIES 1974-77

A. Re-endorse Council's 1971 parking policy which provides for the regulation and restriction of on-site parking within commercial Precincts and the construction of a system of parking stations on the edges of such Precincts, with access from arterial roads, and linked by walkways, buses or moving footways to the core of each Precinct.

B. Revise the 1971 Parking Control Code for each Precinct, making minor adjustments in the light of operating experience and Council's action planning work since 1971.

C. Double the size of the existing Kent Street Parking Station; and continue to prepare detailed plans and to seek finance for additional such parking stations along the route of the Western Distributor to serve the Central Spine, in accord with Council's adopted Action Plan 4 of 1972.

D. Seek finance for and build a parking station under the planned extensions to the Fitzroy Gardens at Kings Cross, and continue to press for the provision of a parking station over the Kings Cross Road Tunnel.

E. Reduce daytime kerbside parking in commercial streets; maximise legal kerbside parking after 6.30 pm for shoppers and theatre-goers; and establish priority for parking by residents in residential streets.

### ACTION PRIORITIES 1974-77

A. Complete the three plazas in Martin Place between George and Elizabeth Streets, incorporating a pavillion restaurant, waterfall, amphitheatre, open air market, and links to the new Railway Station, and request the NSW Government to approve Council's plans for the transformation to plazas of the last two blocks between Elizabeth and Macquarie Streets.

B. Implement the first stages of the plan for a pedestrian mall in Darlinghurst Road between Bayswater Road and the enlarged Fitzroy Gardens at Kings Cross.

C. Construct Council's pedestrian, streetscape and park improvements at Richard Johnson Square, Wynyard and King Streets, Macquarie and Farrer Places, Railway Square, and the new Town Hall Square, all within the Central Spine; at Roslyn Street, Kings Cross; at Greenknave and Onslow Avenues, Ithaca Road, Berre Park and the Macleay Reserve, Elizabeth Bay; at Hardie Street, Darlinghurst; at Gipps Street, Pyrmont; at Parkham and Riley Streets, and Eddie Ward Park, Surry Hills; at Victoria and Stephen Streets, Newtown; and at Newcombe, Elizabeth, Ulster, Regent and Stewart Streets, South Paddington.

D. Seek the participation of relevant authorities and groups in evolving and implementing plans for the pedestrian movement system throughout the Central Spine and the City as a whole.



## Policy 5 - PUBLIC TRANSPORT

Modernise public transport, in stages, to create an integrated system of greater capacity, convenience and comfort.

The City Council has no statutory powers or authority with regard to either the planning or the operation of public transport systems serving the metropolitan region or the City. These are the responsibility of the Ministry of Transport and the Public Transport Commission of NSW. Nevertheless, the Council has positive views and proposals on public transport, and seeks a voice in the deliberations of the responsible State Government authorities.

The need for radically new approaches to urban public transport has been widely recognised only relatively recently. Large metropolises throughout the world have been developing new methods and new organisations for coping with these problems, seeking to apply improved technology and management.

The case of Sydney is similar, and a study for the whole of the Sydney Region, the Sydney Area Transportation Study (SATS) was completed and published in May, 1974.

This confirms that 79% of Sydney's commuters between 7.15 and 9.15 am already come to the City by public transport. It is well, if incompletely, served by a suburban and city railway and by extensive bus services. The studies of the City Council's consultants published as part of the City of Sydney Strategic Plan in 1971 and the Sydney Area Transportation Study Report of 1974 have indicated the size and character of the City's transport problems as they are now and will continue to grow into the 1980's and beyond. Much of the City growth projected by SATS for the year 2000 will have already occurred by 1985. The effective solution of these problems will require imagination, careful planning and the application of very large resources.

Public transport systems are not easily changed; years of planning and many millions of dollars are required before whole new systems and improvements can be implemented. The Eastern Suburbs Railway now scheduled to be opened in 1976, instead of 1973 as first planned, is an example of this. Meanwhile, the needs are urgent, and it is to the immediate future, therefore, that the following Action Priorities are especially directed.

The 1974-77 Action Priorities under Policy 5 - Public Transport, are set out and discussed below.





5A. Continue to supply data and recommendations arising from Council's strategic and action planning work to all Government authorities responsible for transport planning, operations and finance; and press for reciprocal cooperation from those authorities, with a full voice for Council in decisions which affect the City.

Since the commencement of the Sydney Area Transportation Study in 1971, close cooperation has been maintained between the Council and the State Government in exchange for information and ideas. This cooperation was carried through at a working level between Council's consultants and the State Government's Transportation Study Group.

Of particular importance was Council's input of parking data which was used extensively by the Study. In addition, the bi-monthly City of Sydney Strategic Plan Review Committee Meetings held at Town Hall during 1973 and 1974 have been regularly attended by the Undersecretaries of the Ministries of Transport and Local Government and the Chairman of the State Planning Authority. Progress reports and data have been fed back to the Council as they have come to hand.

Now that the Sydney Area Transportation Study Group has finished its task and presented its reports and recommendations to the State Government, it was hoped that such a Study Group would be retained to pursue the work completed in 1974; and review and update it at regular intervals.

Consequently it is particularly pleasing to acknowledge that such a group, the Urban Transport Study Group of New South Wales, has been retained for this purpose and also to carry out Transportation Studies of other major urban areas of New South Wales.

In this regard, it should be remembered that SATS could be expected to make only broad recommendations concerning overall policy matters and major road and rail projects. In most cases, it has recommended specific transportation policies and provided guidelines for their implementation without actually providing the detailed solutions.

There are, therefore, continuing needs and opportunities to review and refine these general recommendations and make further detailed recommendations concerning their staging and implementation. This is particularly so in view of the new interest and activity of the national Government in the planning and financing of public transport projects and systems.

This need for continuing work can be achieved only by the retention of a suitable organisation familiar with the data base already created by the Study; familiar with local areas and problems not covered in detail by the Study; and capable of pursuing problems through to the implementation



of their solutions. It is hoped that the Urban Transport Study Group will be able to do this; but it is envisaged that Local Government, and in particular the Council of the City of Sydney, can be of considerable assistance in the work, whoever is responsible for it.

Because the City of Sydney is the hub of all State and regional public transport systems, and because of the Council's intimate knowledge of the problems and opportunities of public transport within this hub, the Council should have a voice in the deliberations of State and national bodies concerned with public transport, and a full voice in deliberations which affect the City of Sydney. The Council believes that its initiatives in City planning since 1971 demonstrate that it can be of real assistance in such deliberations.

For example, the City of Sydney Strategic Plan in 1971 recommended a number of transport system improvements. Many of these have since also been recommended by the Sydney Area Transportation Study. These 1971 recommendations of the City of Sydney Strategic Plan were as follows :-

"Provide bus-rail interchanges at St Leonards, North Sydney or Chatswood, or a combination of these or other locations, to divert commuters between the Central Spine Business District and Northern Suburbs from bus to rail."\*

SATS has since recommended that bus-rail interchanges be provided at St Leonards, North Sydney and Chatswood with particular emphasis on early development of interchanges at North Sydney and St Leonards.

"Progressively limit bus services between the Eastern Suburbs and the Central Spine District and maximise the number of bus-rail interchange stations on the Eastern Suburbs Railway as it comes into service."\*

SATS supports this policy and points out that "... the whole success of the railway depends entirely on the ability to completely reorganise the bus routing in the eastern suburbs and environs to provide for the channelling of commuters by bus from the outlying areas to the railways and thus avoid bringing buses into the City..."

"Provide bus-rail interchanges at selected stations on the southern rail approach to divert commuters from the southern and south-western suburbs from bus to rail."\*

SATS endorses this and points out that the "... greatest need for rationalisation of Government bus services is in the mid-western and south-western suburbs" and recommends that "... action be taken to reduce the excessive duplication of routes, eliminate ... express radial services from the City that are carrying insufficient passengers..." The Study nominates Rockdale as a location of a modern interchange facility.

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\* The City of Sydney Strategic Plan, 1971, Action Priority 5B, p 101.



"Eliminate the use during peak hours of some stations between Redfern and Burwood on the western rail approach and coordinate bus services from the western suburbs to interchange with trains at the stations retained."\*

SATS has recommended a new train scheduling system which reduces the frequency of stops at a number of stations between Redfern and Burwood and is intended to provide a faster service into the Sydney Central Spine Business District. In addition, Burwood and, more importantly, Petersham are recommended as major bus-rail interchange stations.

"Modernise the rolling stock and upgrade the signalling system to provide more capacity on individual tracks and the system as a whole."\*

The need to modernise rolling stock and upgrade signalling has been recognised by both the Australian and State Governments and is an important part of the SATS recommendations.

"Extend the East Hills railway line to link with the Main Southern Line at Casula, between Liverpool and Campbelltown thereby relieving pressure on the western rail approaches through Strathfield and increasing the capacity of other parts of the system to cope with the expected growth of the Liverpool-Campbelltown-Camden corridor."\*

This has been endorsed by SATS as a first phase project to be completed in the period 1974-1980.

In 1971, the City of Sydney Strategic Plan also assessed the possible effect of additional city railway stations at Woolloomooloo, Campbell Street and in the East Rocks. It recommended against Woolloomooloo and East Rocks, but indicated some possible advantages for a Campbell Street station on the Eastern Suburbs line. Having regard to the reduced workforce estimates for the CBD, the need for a station at Campbell Street does not now arise.

5B. Urge the construction of a continuous north-south Warringah-South Sydney railway through the City.

The SATS recommendations, for the upgrading of Sydney's railway system, include :-

quadruplication of the tracks between Chatswood and Waverton and introduction of new timetabling on the North Shore line in the period 1974 to 1980.

construction of the Warringah Railway between Brookvale and North Sydney in the period 1981-1990.

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\* Ibid, p 101.



construction of the South Sydney Railway from Redfern to the existing Bankstown line south of Sydenham via the industrial area of South Sydney, but only in the period 1991 to 2000.

upgrading of Wynyard Station to handle a greater number of trains and passengers.

Some implications of these SATS recommendations are :-

The proportion of commuters to the CBD from the North Shore, and in particular the Warringah peninsula, using public transport should increase following the completion of the Warringah Railway to Brookvale and other rail system improvements, if implemented in the period 1974-1990.

This should make a greater proportion of the Harbour Bridge road capacity available for through-traffic as distinct from traffic oriented to the City's Central Spine District.

Much of the existing through-traffic is oriented towards the areas south and south-west of the City.

The Warringah Railway will be of little real benefit to commuters between Warringah and the industrial areas to the south of the City until the South Sydney Railway line is completed in the period 1991-2000. No change in the modal split can reasonably be expected before then.

The recommendation to construct a Warringah Railway must be applauded as a worthy contribution to Sydney's public transport system. However, Council should urge the simultaneous construction of the South Sydney Railway in order to provide a continuous rail link between the dormitory areas north of the Harbour and the industrial areas of South Sydney. The deferral of this link will result in an increase in the volume of traffic passing through the City, requiring increased capacity of either the surface street system or of a grade-separated by-pass road system.

When viewed in the context of an overall transport system, acceleration of a program to construct the South Sydney Railway could lead to the need to defer construction of major road works, such as the Warringah Freeway, if funds are not available for both major rail and road programs.

The City of Sydney Strategic Plan in 1971 urged deferment of extension of the Warringah Freeway in favour of the provision of greater road capacity to the north-west, and in the form of north-south City bypasses. This is now reinforced by the need also to give priority to a continuous north-south Warringah-South Sydney railway through the City.



5C. Press the NSW Public Transport Commission to implement Council's adopted Action Plan 3 of 1971 for the modernisation of Wynyard Station, to similarly modernise all City rail stations and to create new ferry services and terminals in Darling Harbour.

An important 1971 recommendation of the City of Sydney Strategic Plan was to :-

"Expand the overall capacity of Wynyard Station to handle an estimated 30 percent increase in peak hour usage over the next decade." \*

By November 8, 1971, the Council had adopted its Action Plan 3, which provides a detailed scheme for modernisation of Wynyard Station and for a Pedestrian Network to, from and through the Station. Council presented and explained the Action Plan to the then Commissioner for Railways, but no action has been taken by State Government authorities to pursue this Plan as it affects Wynyard Station. The City Council has been implementing the Action Plan around the Station by requiring developers to provide pedestrian links, arcades, subways, bridges and plazas to create a pedestrian network leading to and from Wynyard.

SATS has since recommended improvements to Wynyard Station, but only as a second stage project for completion between 1981 and 1990.

Council should nevertheless now press the Public Transport Commission to plan and implement major improvements to the pedestrian system within the Station, along the lines proposed in Council's Action Plan, as a project of the highest priority.

Another 1971 recommendation of the City Strategic Plan was to :-

"Expand the overall capacity of Town Hall Station to handle an estimated 100 percent increase in peak hour usage over the next decade." \*

Town Hall station is a vital point for passengers transferring from the existing (particularly northern) railway network to the new Eastern Suburbs line. Since 1971, however, the Council, and State and national Governments have gradually come to accept the City of Sydney Strategic Plan's 1971 recommendation that Woolloomooloo should be as residential as possible, and not a major office centre as then planned.

This reduces the degree and urgency of quantitative increases in passenger handling capacity at Town Hall Station. But it does not reduce the need for qualitative improvements in amenity, nor the need to develop a traffic-separated, Midtown Hub pedestrian network focussed on Town Hall Station. Council has proceeded with Action Planning for this.

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\* The City of Sydney Strategic Plan, 1971, Action Priority 5B, p 101.



Council's Town Hall House and Town Hall Square projects, already under construction, are providing new pedestrian arcades and links directly into the Station Concourse.

The City of Sydney Strategic Plan also recommended in 1971 :-

"Expanding ferry terminal facilities at Manly and Circular Quay to allow for increased hydrofoil operation on Sydney Harbour" \*

and "Expanding the hydrofoil fleet to provide services along the Parramatta River between the City and the Western Suburbs." \*

SATS and other Government studies have since recommended an extensive increase in the Sydney ferry services including services along the Parramatta River. Of considerable importance is the SATS recommendation that an additional ferry terminal be provided to serve the City of Sydney subsequent to 1990. SATS also recommended the re-use of railway land in Darling Harbour for port development purposes. This would provide a good opportunity for a second ferry terminal.

In summary, SATS has made a number of recommendations which will greatly improve public transport. But some time will elapse before major proposals can be translated into authorised programs. It is also likely that such programs, even when authorised, will fall behind schedule due to unforeseen delays and shortage of funds.

But there are a number of public transport improvement projects which can be progressively implemented as part of a rolling program, without any one element being excessively costly or likely to cause major delays in implementation. The following are such projects which should be strongly supported by the City Council :-

- Improved railway signally systems;
- New railway rolling stock;
- Improvements to Wynyard Station;
- Bus-rail interchange at St Leonards and North Sydney;
- Improved train scheduling following the opening of the Eastern Suburbs Railway;
- Rationalisation of Eastern Suburbs bus services following the opening of Eastern Suburbs Railway to Bondi Junction;
- Introduction of busways and special buslanes;
- Expansion and modernisation of the bus fleet;
- Expansion and modernisation of the ferry fleet and ancillary facilities.

In particular, Council should liaise very closely with the Public Transport Commission concerning those projects actually within the City, and should press for the following :-

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\* Ibid, p 101.



- Expansion and modernisation of Wynyard Station as recommended by SATS and by Council's Action Plan 3.
- Modernisation of Town Hall Station Concourse including extension to allow pedestrian/vehicular grade-separation under the George Street-Park Street-Druitt Street intersection, linking the Queen Victoria Building to the Station Concourse.
- Extension of the St James Station pedestrian tunnel under Elizabeth Street.
- Improvements to the existing Ferry Terminal System at Circular Quay.
- Selection of a site for a future second Ferry Terminal to serve the City.

5D. Reduce the number of buses and cars within the Central Spine, after the opening of the Eastern Suburbs Railway and Stage 1 of the North West Freeway, and improve bus, taxi and pedestrian movement by creating bus-only lanes in Flinders and Oxford Streets, and a shuttle service between Pyrmont and Kings Cross, continuing to shift bus stops to mid-block locations; providing more and better passenger shelters, and fewer but larger well designed taxi ranks.

The opening of the Eastern Suburbs Railway with a bus-rail interchange at Edgecliff, and the completion of Stage 1 of the North West Freeway, would allow a reduction in the number of buses entering the Central Spine and would permit a reorganisation of bus routes within it.

Notwithstanding the expected reduction in buses following the opening of the railway, there is a need to introduce bus-lanes along Liverpool Street, Oxford Street and Flinders Street to link with the busway parallel to Anzac Parade. This has been recommended by the City Council's Action Plan No. 14 and by the Sydney Area Transportation Study, which states :-

"Even when the Eastern Suburbs Railway is completed to Bondi Junction, and later to Kingsford, a significant number of buses will operate along Liverpool Street and Oxford Street to Taylor Square, with many of them travelling along Flinders Street to the exclusive busway at Moore Park ....

"It is essential that buses be given some form of priority over other traffic in congested areas in order that most buses can be an effective part of the total system. To achieve this objective it is proposed that exclusive busways and bus lanes on ordinary streets be developed where necessary ....



"Bus lanes are physically defined by signposting and pavement markings, so they can be provided relatively cheaply on any road at any time."

A shuttle bus service along William Street between Kings Cross and Town Hall Stations, and possibly to Pyrmont and Glebe, appears desirable. This route would serve the needs of those William Street workers and Woolloomooloo residents located beyond a comfortable walking distance from a railway station, and could also provide an integral part of the intra-City public transport system, including improved access to Pyrmont, Glebe and Sydney University.

The Strategic Plan in 1971 recommended that Council initiate action on a number of other projects. These included :-

"Reorganise the routing of buses within the Central Spine to concentrate bus operations more exclusively in simple north-south or east-west movements on certain streets in which they are given priority, to eliminate or at least reduce bus turning movements at intersections within the Central Spine and to establish interchanges between suburban and intra-City services." \*

Little has been achieved. But City bus services could be reorganised following the opening of the Eastern suburbs railway and the reduction in through-traffic in the southern part of the Central Spine following the opening of Stage 1 of the North West Freeway.

"Relocate bus stops on north-south routes through the Central Spine to mid-block positions adjacent to mid-block pedestrian arcades except where it is necessary to transfer between north-south and east-west buses." \*

In recent months the Public Transport Commission has relocated a number of bus stops to mid-block positions opposite arcades in Castlereagh Street and subsequently in Pitt and George Streets. Preliminary observations indicate that such action has been successful in speeding the flow of buses through the Central Spine.

"Provide a simplified fare structure that will allow convenient transfer between north-south and east-west buses within the CBD." \*

SATS has examined this in some detail and recommended the introduction of a zoned fare system which would "permit the transfer of passengers between public transport modes without fare penalties .... greatly

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\* The City of Sydney Strategic Plan, 1971, Action Priority 5C, p 102.





simplify the method of fare payments and ticketing .... and lend itself to increased automation."

This would help commuters and others travelling to and from parts of the City outside of the Central Spine District.

This recommendation should be strongly supported by Council.

SATS also recommended that the zone fare system provide for "an additional sub-zone of 3.125 miles (5 km) from the Sydney Town Hall .... known as the City zone. Travel within this zone .... subject to a surcharge ...."

The validity of such a surcharge to public transport passengers within the City zone has not been demonstrated and should be challenged by Council.

"Rationalise the gazetted taxi cab stands within the City, and particularly in the CBD, to provide more readily identifiable block ranks, like the existing one at St James, in lieu of the present large number of scattered individual spaces."\*

"Provide readily accessible block ranks for taxi cabs at major pedestrian malls, existing and future railway stations, and other strategic locations within the City, particularly in the retail and entertainment Precinct of the CBD."\*

Little action has so far been taken. However, such new taxi stations can be integrated with block redevelopments such as the MLC Centre and the Hyde Park Plaza.

The opening of the Eastern Suburbs Railway combined with the closure of Martin Place and the opening of the Kings Cross Road Tunnels should provide opportunities for providing block ranks at the Martin Place and Kings Cross railway stations.

"Amend the parking regulations to allow taxi cabs to stand as well as to drop or pick up passengers, in loading zones or metered areas, without penalty."\*

This proposal still has merit as an interim measure pending the achievement of block ranks, or in areas where block ranks cannot be provided.

More than ever before, there is a great need for new and improved standards of comfort in public transport, particularly buses, not only to create new markets for public transport, but also to retain existing markets.

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\* Ibid, p 102.



Comfort can be assessed in terms of the adequacy of seating capacity to ensure passengers a seat, the physical comfort of the seats, the adequacy of temperature control and the adequacy of suspensions to ensure a sufficiently smooth ride to allow passengers to read in comfort. It also includes the smoothness of the surface of the road over which the bus is travelling and the protection of passengers at bus stops against inclement weather.

In Sydney, public transport does not meet satisfactory standards of comfort in these terms. Peak hour seating capacity is vastly inadequate. While this might be tolerable for shorter trips, it is not so for longer trips which so many commuters have to make. The physical comfort of seats, while adequate for shorter trips, again is inadequate for longer trips. Temperature control is non-existent. This can be rectified by air-conditioning or at least tinted glass and improved air-circulation. Suspensions of buses are generally inadequate to cope with the general standard of road surfaces in the Sydney area. This is accentuated in hilly areas so common in Sydney.

Here Council can help by maintaining smooth surfaces on local roads used by bus routes. State Government assistance will be needed where bus routes are on State Highways or Main Roads.

In addition, an accelerated program to provide well designed bus passenger shelters should be pursued. Currently, few bus stops are provided with shelter against rain, sun and wind. Provision of more shelters would make bus travel more attractive, particularly during wet weather. Their design should be such that they can be shifted if circumstances require the bus stop to be relocated.

5E. Cooperate in practical innovations in intra-City movement systems, such as electric trams or new types of people-movers in pedestrian priority malls.

New technology for transport has been the subject of experimentation throughout the world for at least the past two decades. During this time many new concepts have been developed to different stages and with varying levels of success. But, the total end product on a world wide basis has been disappointing. Many of the devices previously hailed as revolutionary solutions have progressed little beyond the research laboratory or test track.

SATS investigated eight basic types of new transport technologies. A number of these types are often seen as applicable to Central City operation. The following comments made by the Study concerning these



and new technology generally are relevant to the City of Sydney :-

"... new technology should be assessed according to its level of development into one of five stages: conceptual; design; prototype; demonstrated; or fully operational. In Sydney emphasis must be placed on the fully operational stage of any new technology. The costs of developing new systems would create too large a demand on the resources of the region..."

"Light Rail Transit (LRT) - includes vehicles such as trams operating singly with or without an exclusive right-of-way. LRT can be competitive with buses although routing is less flexible. For linehaul volumes that are intermediate between bus and rail, LRT may have application, particularly if a partially exclusive right-of-way is provided...."

The City Council, the State and national Governments are currently investigating the feasibility of re-introducing electric trams, trolleys or other non-polluting people-mover systems, in the City's Central Spine along Pitt and/or Castlereagh Streets. Close liaison will continue to be required between the Council and all concerned, to integrate such facilities with street closures, pedestrian improvements, and arrangements for parking and building access.

"Light Guideway Transit (LGT) - is similar to LRT except for the guidance systems. Bus-sized vehicles are used and the speed of operation is such that standing passengers can be carried....because of their lighter weight, overhead structures are possible, thereby giving a capital cost advantage over conventional rail systems. However, in a developed city, there is doubt that overhead systems will be acceptable to the community. More than 200 LGT systems have been documented. Most are at the concept stage and only a few have been demonstrated. As yet, there are not fully-operational systems..."

"Personal Rapid Transit (PRT) - employs fully automated, small vehicles about the size of compact motor cars. The passenger has exclusive use of a vehicle non-stop, from his origin station to his destination station. All stations are off-line and average trip speed is close to the operating speed of the vehicle.... The major technological problems of close vehicle spacing and adequate station capacity have not yet been solved... The absence of a full-scale demonstration project has precluded an assessment of passenger reaction to a completely automatic operation of this type..."

"Para-Transit - The term para-transit is used to cover a wide range of systems including dial-a-bus, taxis, jitneys, organised car pools, drive-yourself cars and subscription taxi operations. These systems all employ road vehicles which are used more



efficiently than the private automobile and with a higher standard of service than conventional bus services..."

Public transport in Sydney has traditionally been based on the concepts of one fare level, one standard of service, and of keeping fares and the standard of service down to a minimum level.

The concept of providing more than one level of public transport service along a particular route is not new. It is actually practised in Sydney on the City to Manly ferry service. Here, the hydrofoils operate on the same route as conventional ferries and passengers are charged a higher fare for a faster trip. The hydrofoil service is very popular and the relative operating characteristics and patronage of each service should be studied in depth as a basis for developing future two level services to serve the City in other corridors.

SATS also states :-

"Dial-a-bus, for some areas of Sydney, could provide an immediate low cost, door-to-door transport service which would integrate with other transport services. Detailed analysis will be required to define operating strategy and the necessary level of subsidy... A recommendation has been made for the introduction of car pools. Consideration can also be given to the use of jitneys and subscription taxi operations..."

This is in spite of the fact that mini-buses or jitneys, when suggested as a supplementary form of transport for off-peak services, are usually rejected because of the high proportion of driver's wages and the operating cost structure based on the conventional fare structure. Notwithstanding this, there should be scope for providing a mini-bus service as a premium service with a surcharge over standard fare rates. The vehicles could have a capacity of eight to sixteen passengers, be more comfortable than standard buses and have a performance comparable with motor cars. They could be operated on a fixed route, or on a door-to-door basis, within a fixed corridor, and within a limited radius around the City. Their fare structure should be set accordingly. If operated on a door-to-door basis, booking arrangements would be similar to those used for radio-controlled taxis. During commuter peak hours, they would be used for journeys to work in the City, and during off-peak hours, for City-bound shoppers and visitors. In this instance, the service could operate on a fixed-route inbound, and on a door-to-door basis outbound. These types of services would need to be introduced by corridors in stages to sort out teething problems and avoid the problems encountered with the over-ambitious Dial-a-Bus scheme abandoned in Adelaide in 1973.



Taxi operation could be made more flexible by legalising multiple hiring. The fare system would be structured to operate on a zone basis, at least in the City and inner suburban areas, in lieu of a mileage basis. Zoned fares would eliminate the problem of over-charging that can occur when multiple hiring is combined with fares based on mileage.

Passenger Conveyors could have much wider application within the City's Central Spine District. The Domain Parking Station has for some years been served by a moving footway linking it to Hyde Park. One of the major limitations of such conveyors is speed, which for safety reasons should not be greater than about 3 km per hour. Even this speed will reduce the effective walking distance over which the facility operates by 30 to 40%. High speed passenger conveyors have reached the prototype or demonstration stage overseas and could be operating successfully within the City of Sydney within the foreseeable future. Progress being made overseas should be closely watched with a view to installing high speed passenger conveyors as the opportunities arise.



## Policy 6 - ROADS

Urge faster construction of roads bypassing the City; manage traffic inside the City to give priority to movements most vital to each Precinct.

The City Council has no powers or responsibilities for the planning and construction of inner city freeways and major arterial roads. Nevertheless, it is vitally concerned with the distribution of traffic between these major facilities and the local street system.

Some progress has been made in providing localised bypass facilities to take north-south through-traffic off City streets. The recent opening of Stage 1 of the Western Distributor and special connecting roads to Pyrmont Bridge has been very beneficial in this regard. Construction of Stage 1 of the North West Freeway from Druitt Street to Pyrmont is now in progress and additional Harbour crossing capacity will be obtained following completion of the Abbotsford Bridge and approaches. But current programming is likely to result in the Warringah Freeway being completed well before any major bypass freeway is completed.

In 1971, the City Strategic Plan recommended management of through-traffic within the City on a selected network of major streets, and the routing of heavy traffic volumes as far as practicable around the edges of Precincts. Little has been achieved in this regard.

But the City Council's Action Plan 14 - Transportation Planning for the Eastern District of the City - has recommended the roads to be adopted as arterial and sub-arterial roads. This Action Plan has also recommended specific improvements which will increase the capacity of the arterial and sub-arterial road system on the eastern side of the City. The Kings Cross Road Tunnels, now nearing completion, will strengthen the role of William Street as a major arterial road and reduce the traffic loading on a number of local streets now carrying through-traffic. But further progress in this regard will be greatly dependent on the cooperation of the relevant State and national Government authorities.

Since 1971, the Council has directed the planning of commercial Precincts towards giving priority to the movement of pedestrians, buses, taxis and delivery vehicles in the most congested streets. Schemes for the use of some streets exclusively for one or more of these priority uses at least during specific periods of the day or evening have been prepared as part of Action Plan 6 - Pedestrian Network, and Action Plan 8 - Kings Cross. The most noteworthy achievement has been the transformation of Martin Place into several Plazas. Plans are being prepared for closure of part of King Street in association with redevelopment of the Law Courts Complex.



Numerous footpath widenings have been implemented in the City streets as part of Council's low-cost streetscape improvement program.

In residential Precincts, opportunities are being sought to discourage or exclude through-traffic by converting small sections of local streets to mini-parks, playgrounds or malls. A comprehensive plan for street closures and creation of local malls has already been implemented in the South Paddington Precinct. Similar plans have been proposed elsewhere in individual Precincts such as Surry Hills, as part of the Council's Action Planning Program.

The 1974-77 Action Priorities under Policy 6 - Roads are set out and discussed below.

6A. Investigate alternative ways to expedite increases in continuous north-south road traffic capacity bypassing the Central Spine, linking the Harbour Bridge as directly as possible to the future Southern Freeway route, and the Cahill Expressway to South Dowling Street, by 4 lane, grade-separated roads using much less land than is reserved by the existing statutory planning scheme.

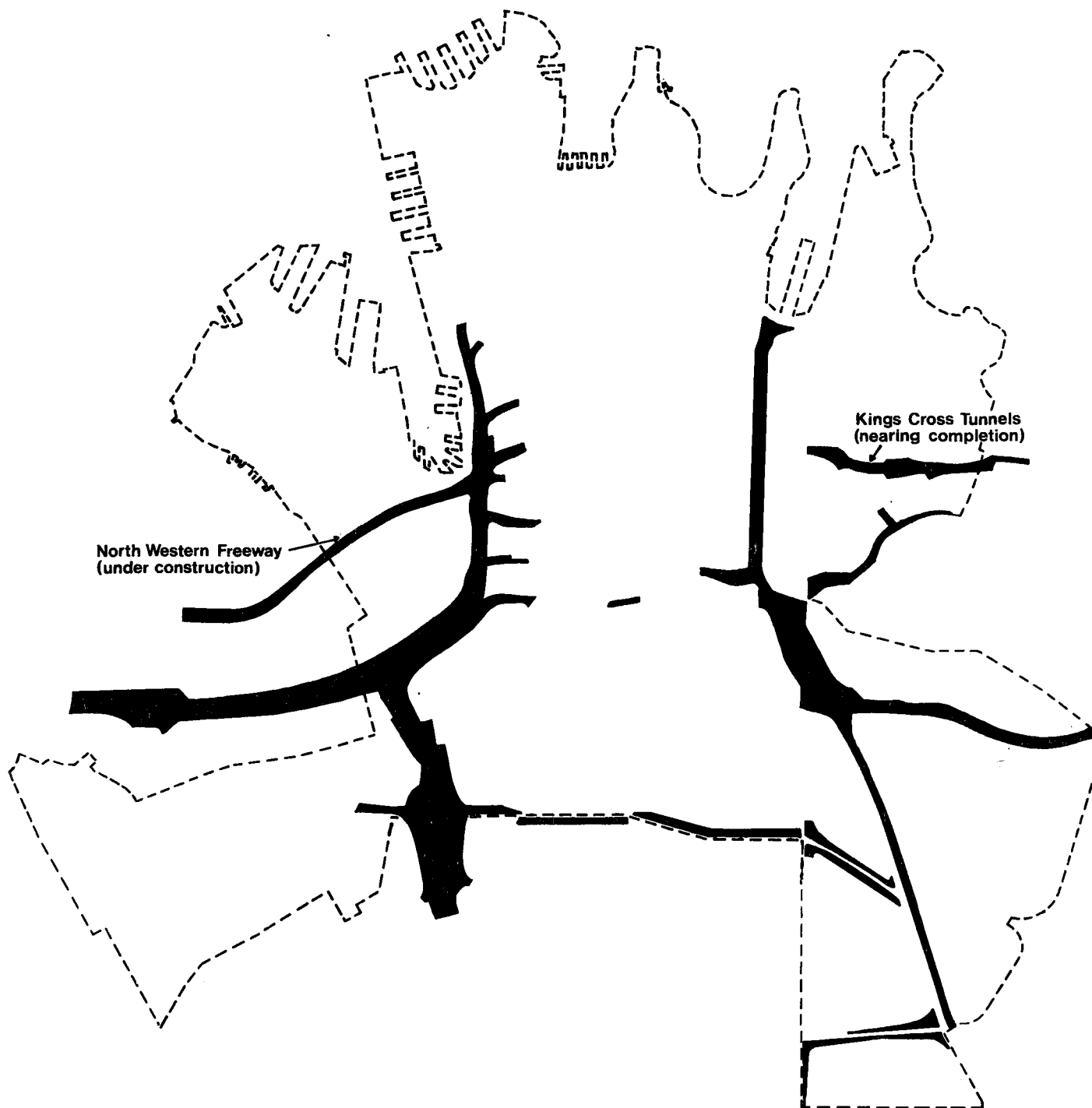
6B. Investigate other possible amendments to the routes, and reductions in the scale, of the previously planned inner freeway system, of the type indicated on the 1974 City Structure Diagram.

6C. Incorporate any revised proposals for road reservations in the new City planning scheme prepared pursuant to Action Priority 3C.

Analysis of the SATS 1971 data by Council's consultants for Action Plan 14 indicates that 55% of the southbound morning peak hour traffic crossing the Harbour Bridge is bypassing, or passing through, the Central Spine on its way to areas to the west, south, and east of the City. Sixty percent of the southbound morning peak hour traffic leaving the Cahill Expressway in Woolloomooloo has a destination south of Taylor Square. This comprises over 90% of the total southbound traffic passing through Taylor Square.

The high proportion of Harbour Bridge traffic which is not bound for or originating from the CBD, and the major conflicts between different traffic movements, have led SATS to make the following recommendations with regard to north-south roads bypassing the Central Business District :-

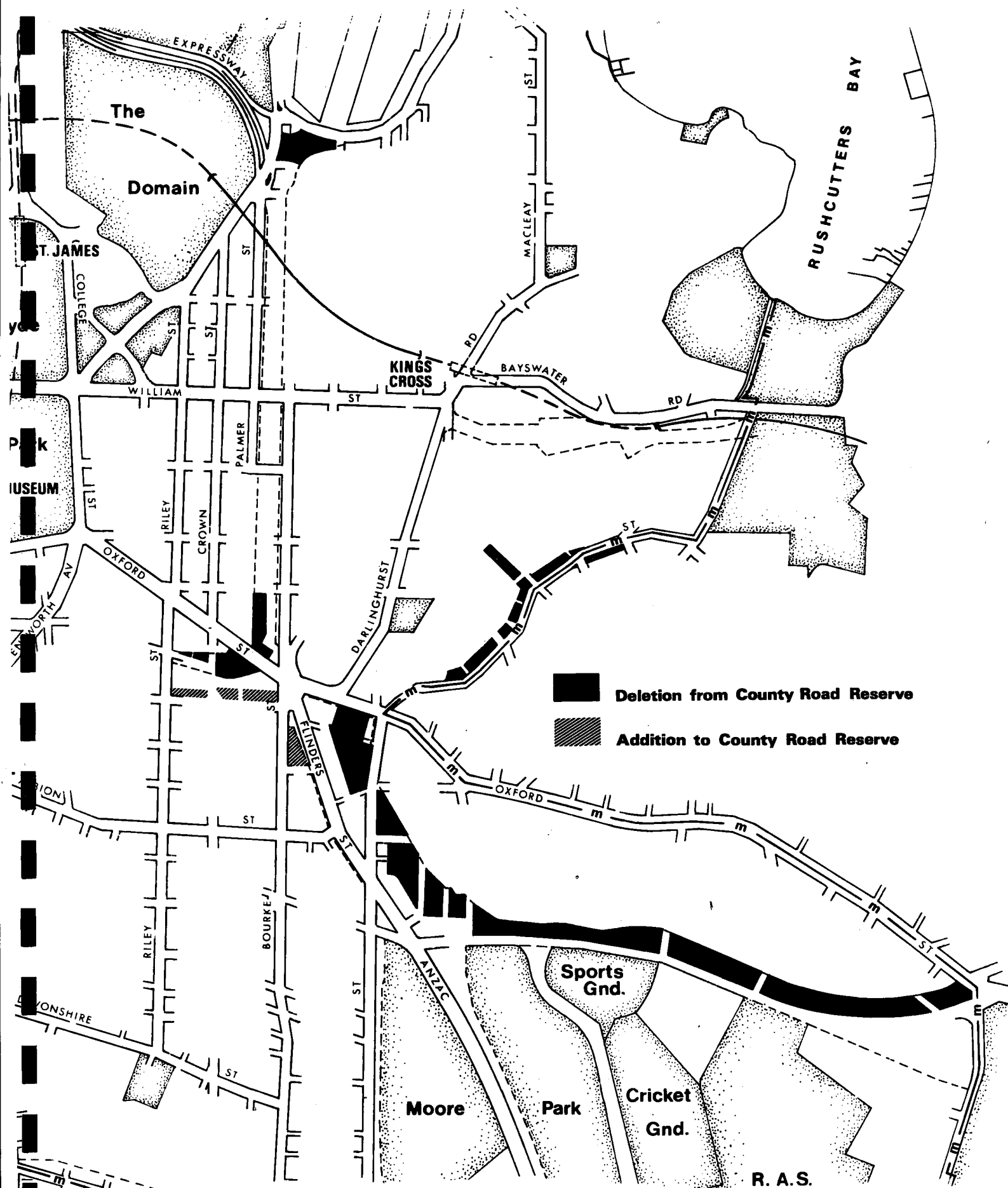
extension of the Western Distributor as a four-lane freeway along the western side of the City through Ultimo to link with Cleveland Street in the period 1981 to 1990.



**POLICY 6 ROADS**  
**EXISTING STATUTORY SCHEME RESERVATIONS FOR**  
**PROPOSED COUNTY ROADS & WIDENINGS NOT COMPLETED**

**fig 6.1**





**Changes to Reservations for Proposed County Roads  
Recommended by Council's adopted Action Plan 14, 1974.**

**POLICY 6**

**ROADS**

**figure 6.2**



grade separation of a four-lane road under William Street between Palmer and Bourke Streets, in the period 1974-1980.

grade separation of a four-lane road under Taylor Square probably in the period 1991-2000.

With reference to the extension of the upper roadway of the Western Distributor, SATS states :-

"It will provide a road solely for the use of traffic moving between the northern and southern suburbs. The demand for this movement between localities situated north and south of the City is expected to grow substantially and without a suitable CBD bypass, traffic congestion in the local streets of the City can be expected to worsen."

The construction of all the above recommended grade-separated roads can be achieved using considerably less land than is reserved in the statutory planning scheme previously gazetted by the NSW Government.

Alternative routes by which the north-south traffic could bypass the Central Spine in its passage between the Harbour Bridge and the future Southern Freeway, and between the Cahill Expressway and South Dowling Street, along the lines indicated as "alternative major roads" on the 1974 City Structure Diagram, should be investigated. Such routes should minimise the impact on the adjacent areas and the amount of property to be acquired. Substantial savings can be made by minimising the number of access ramps and the complexity of intersections. It is not necessary for a grade-separated road intended primarily as a bypass to have a multiplicity of access points within the City of Sydney. Construction of these roads to urban (rather than inter-urban) standards can allow them to be better integrated with the local environment and reduce the impact on property in the adjacent areas.

Alternative designs for a bypass road on the eastern side of the City have been presented in detail by Council's Action Plan 14.

On the western side, a possible alternative to the planned extension of the Western Distributor, through to the future Southern Freeway at Redfern, may be for a four-lane elevated bypass road to follow the alignment of the Darling Harbour Goods Railway and Main West Railway Line. This route could have high construction costs, being built on structure above operating railway track, and would involve grade-separation at Railway Square and the major reconstruction of St Pauls Place. However, considerably less property would be affected by this route than by the route through Ultimo and Chippendale. The feasibility, costs and extent of property affectation involved in following the railway line in comparison with those involved in following the route reserved by the existing statutory scheme should be the subject of a detailed cost-comparison and environmental impact study.



Possible amendment to other planned inner-city freeway routes should also be investigated in order to minimise the disruption of established residential areas within the City of Sydney and adjacent municipalities. Such an amendment may be the re-routing of the North Western Freeway along the western side of Pyrmont, through largely public-owned or industrial land, as proposed in the Pyrmont Action Plan. This re-routing would replace the freeway through Glebe, the first stage of which is planned to terminate in Pyrmont Bridge Road with the resultant use of this road as the major access to the CBD and Harbour Bridge from the west.

Following detailed evaluation of possible routes and their impact, any revised proposals for road reservations should be incorporated in the new City planning scheme pursuant to Action Priority 3C.

6D. Improve east-west through-traffic flows by implementing planned widenings and realignments along Cleveland and Hay-Campbell Streets.

The City Strategic Plan in 1971 provided that those roads identified as arterial roads should be upgraded in terms of capacity by such traffic management techniques as the extension of clearways; lane-lining; elimination of kerbside parking during business hours; closure of minor side streets junctioning with major arterial roads; elimination of the give way to the right rule on major arterial roads; giving priorities to those streets at signalised intersections; vehicular/pedestrian grade-separation at points of heavy pedestrian concentration; road widening and grade-separation at intersections with other major arterial roads.

This City Strategic Plan for 1974-77 re-endorses those recommendations.

Major works now in progress include the Kings Cross Tunnels which will strengthen William Street-Park Street-Druitt Street as a major east-west route, and the Railway Square pedestrian tunnel and channelisation which will improve flow along George Street-Broadway and strengthen George Street-Lee Street-Regent Street-Botany Road as a major north-south route serving the CBD.

The following routes now urgently need upgrading to provide good east-west links across the City :-

- Cleveland Street, as a first priority in stages initially to relieve the congestion at the intersections with Dowling and Elizabeth Streets and at St Pauls Square; and subsequently throughout the section between Dowling Street and City Road.
- Hay Street-Campbell Street between the Haymarket and Taylor Square.



- Druitt Street-Park Street-William Street between Pymont and Rushcutters Bay.
- Goulburn Street between the Haymarket and Wentworth Avenue, and in particular, widening west of George Street.

In addition to these routes, there is a need to provide short-term improved north-south continuity in the surface street network of the City. Two routes warranting increased continuity are :-

- Western Distributor-Day Street-Harbour Street-Pier Street-Harris Street-Regent Street pending completion of new freeways or alternative new major arterial roads.
- Macquarie Street-College Street-Wentworth Avenue and Elizabeth Street-Chalmers Street including clearway restrictions between Queens Square and Foveaux Street.

6E. Grade-separate vehicles and pedestrians along William, Park and Druitt Streets linking Kings Cross to Pymont.

The opening of the Kings Cross tunnels, the planned grade-separation of William Street at Bourke Street/Palmer Street, and the construction of Stage 1 of the North West Freeway to Pymont will all emphasise William Street-Park Street-Druitt Street as a major route across the City. Any access controlled link from Pymont Bridge Road to Druitt Street would make this the most attractive route from the west to the eastern suburbs for many years.

Growth of this east-west traffic, and the already large numbers of pedestrians in the Midtown Hub Precinct of the City can only increase the conflict between vehicles and pedestrians on this route. Complete vehicular-pedestrian grade-separation at the intersection of Park Street, Druitt Street and George Street would be of great benefit to shoppers, workers, and railway users. It would form an integral part of a City pedestrian network. It could link the Queen Victoria Building directly to the Town Hall, the Town Hall Station Concourse and Town Hall Square.

6F. Continue to test schemes to give priority to pedestrians, public transport and delivery vehicles in the most congested streets such as Pitt and Castlereagh Streets, and Darlinghurst Road.

The closure of Martin Place to vehicular traffic has been a significant step in providing better facilities for pedestrians. This has also improved traffic flow along George, Pitt, Castlereagh, Elizabeth and Macquarie Streets.



The City Strategic Plan in 1971, and the 1971-74 Action Planning Program have produced a number of recommendations concerning street closures throughout the Central Spine District. In particular, a number of recommendations have been made for Pitt Street and Castlereagh Street. These are :-

change the traffic role of Pitt and Castlereagh Streets from north-south automobile distributor roads to predominantly pedestrian and public transport arteries.

gradually develop Pitt Street as an interrupted mall to act as the axis of the Central Spine Pedestrian Network.

investigate the feasibility of an electric tram, trolley, bus or other people mover system for the Central Spine.

Complete denial of the whole length of Pitt or Castlereagh Streets to all traffic should not be necessary. Selective closures or severance of parts of both streets should be sufficient to allow the conversion of both from north-south distributor roads to predominantly pedestrian and public transport arteries with local access for motor vehicles. This will allow footpath widening to permit freer pedestrian movement. It is, therefore, necessary to extend the sections of Pitt and Castlereagh Streets over which access to off-street parking should be denied. The Council's 1971 Parking Control Code is being amended accordingly.

This 1974-77 City Strategic Plan also endorses the recommendations of the Action Plan 8 for Kings Cross, to transform Darlinghurst Road in stages for more exclusive pedestrian use.

6G. Continue to convert sections of local streets to mini-parks, playgrounds or malls.

The Action Planning Program for the various residential Precincts of the City has made numerous recommendations for the conversion of small sections of local streets to mini-parks, playgrounds or malls. This has been particularly successful in South Paddington where a number of streets have actually been closed.

One of the problems which could increasingly be encountered in seeking such closures to discourage through-traffic is the opposition of the State Government Authorities. Unfortunately, there have been attempts by other Local Government Authorities elsewhere in the Metropolitan Area where such closures have been indiscriminately applied on an area-wide basis. Such closures have led to State Government opposition and presumably to a SATS recommendation that bypass routes be provided before streets are closed. Legislation has been passed giving State authorities powers



to veto such closures. But in some cases residential streets are used to avoid traffic signals and there is a prima facie case to deny the use of such streets to through-traffic. In other cases, residential streets are used to avoid specific intersections which are serious bottlenecks. Here the intersection should be widened as a possible first stage in route widening, and opportunities sought to effect street closures simultaneously with the widening. Some minor closures need not be delayed until after the improvement to the major road or provision of the new road. Major improvements often generate sufficient new traffic to the extent that the increased traffic stream within a corridor suffers the same degree of congestion as previously and the overspill filters through the local streets as before.

The City Council should not, however, experience difficulties with State authorities as its work in the planning of minor street closures has always been carried out in a responsible manner, with the close cooperation of State authorities.



## Policy 7 - PARKING

Expand the system of parking stations around, and regulate parking inside, commercial Precincts, to relieve traffic congestion.

As emphasised in 1971 by the City Strategic Plan, the logical area to develop future major parking stations is around the fringes of the City. Detailed Action Planning over the last three years had demonstrated that this parking should generally be concentrated on the western edge of the Central Spine District. To make this effective, though, it will continue to be necessary to reduce the amount of parking provided under new buildings and to develop firm plans and financing for parking stations along the western perimeter of the Central Spine District and on the periphery of the Kings Cross Precinct.

The 1974-77 City Strategic Plan recommends that the Council's 1971 Parking Policy be re-endorsed and that increased provision be made in a few well located stations for use by visitors to the City. At present visitors - those who wish to shop and do business there - are being pushed out by commuters. Retail and business activities suffer through loss of patronage. Congestion is also increased by delivery vehicles parking and turning in the streets, and by kerbside parking.

Overall, the evolving parking system can be regarded as comprised of :-

on-site parking in existing and new buildings within the City and especially the Central Spine District;

special stations within the City primarily for the use of visitors and short term parkers;

existing and new parking stations around the fringes of the City;

provision for parking of delivery vehicles under buildings;

kerbside spaces, which should be substantially reduced to reduce congestion as additional on-site and fringe parking is provided.

The 1974-77 Action Priorities under Policy 7 - Parking, are set out and discussed hereunder.

7A. Re-endorse Council's 1971 parking policy which provides for the regulation and restriction of on-site parking within commercial Precincts and the construction of a system of parking stations on the edges of such Precincts, with access from arterial roads, and linked by walkways, buses or moving footways to the core of each Precinct.

**Perimeter Parking  
Priority Area 2**

**Perimeter Parking  
Priority Area 1**

**Perimeter Parking  
Priority Area 3**



**Location of Priority Areas for Perimeter Parking**  
**POLICY 7** **PARKING** **figure 7.1**





7B. Revise the 1971 Parking Control Code for each Precinct, making minor adjustments in the light of operating experience and Council's action planning work since 1971.

The City's Parking Policy and Parking Control Code were adopted by resolution of Council on December 6, 1971. The Code has been quite rigorously applied to all new development approvals since its adoption. After three years of operational experience and in the light of detailed Action Planning for a number of Precincts within the City, some minor changes have been made, but these do not change the intent of the Parking Policy or of the Parking Control Code. The Code has been converted to metric measurements.

The recommended 1974-77 Parking Control Code is set out fully in a separately published document.

Calculations of future parking demand and supply for the commercial centre of the City have been updated.

Demand: The calculation of demand for future parking in the commercial centre of Sydney is now based on the following assumptions :-

a workforce of 236,000 in the CBD\* by 1985;

an increase in the proportion of visitor needs to commuter needs for parking facilities; resulting from further diversification of the City providing additional attractions to bring people into the City.

This suggests that the parking demand will grow and could reach 25,000 spaces by the year 1985.

Supply: Currently there is an estimated total of approximately 31,000 parking spaces available to serve the City of Sydney, an increase of 1,000 spaces since 1970. These include about 17,000 off-street parking spaces within the CBD. The present average density of off-street parking in the CBD is about 175 spaces per hectare of site area. New development will be replacing buildings which currently have less than this average density of off-street spaces, and so it is estimated that an average of about 175 spaces per site hectare could be permitted on-site in new development in order to keep within the overall average maximum of 250 spaces per site hectare of CBD set by the Code. This assumes the gradual elimination of most kerbside parking.

Where development involves residential flat buildings, hotels, motels and service stations, it is proposed that all necessary parking be provided on-site. As much of the use is outside peak-hours, this is acceptable.

Future parking supply will be affected by the following factors :-

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\* See figure 2.2 and Table 1 under Policy 2 - City Structure



kerbside space will be substantially reduced by 1985, allowing for a much more economic use of the road system and relief of congestion.

the amount likely to be provided on-site within the CBD will increase from 13,800 off-street spaces in 1970 to approximately 18,000 spaces by 1985.

off-street parking provided in the CBD itself contains special provision for a total of 1,500 spaces by 1985 for the needs of short term visitors for business and shopping purposes.

there will be a substantial decline in the amount of private off-street on-site parking available in the fringe area of the CBD because of demolition of existing buildings, and other developments.

availability of commuter parking spaces in such fringe areas as Surry Hills and Woolloomooloo is likely to decline because of increasing needs for kerbside resident parking.

Consequently, there will be a need for special perimeter parking for up to 11,000 spaces by 1985 to make up the deficit. Phasing of increases in perimeter parking should be related to increases in capacity of the approach road system resulting from specific road improvements.

No positive action has been taken to date concerning the 1971 recommendation that kerbside parking in the City centre should be gradually reduced and eventually eliminated. However, opportunities for such action now exist and these will increase during the next three years following the completion of major block redevelopments such as Centrepont, Hyde Park Plaza, Central Square and the MLC Centre.

Relevant development applications approved since the adoption of the 1971 Parking Policy and Control Code have contained a proviso that money contributions be made to the Council's Parking Stations Fund in accord with the requirements of the Parking Control Code. Council set the rates at \$2,400 per space for development in the Tank Stream and Midtown Hub Precincts and \$2,000 per space elsewhere. These amounts were recently re-endorsed for 1974-75. But, by mid-1975 it will be timely to increase these amounts substantially because of increased construction costs due to inflation. At June 30, 1974, the amount in the Parking Stations Fund was \$2,143,000.

In 1971, it was recommended that Council's existing powers to license public parking stations be exercised to regulate the conditions of operation of commercial parking stations so to relieve congestion and that Council's powers to regulate parking charges should be put beyond doubt.



This was one of the steps necessary to provide improved visitor car parking within or adjacent to the CBD or both. Without making any specific recommendations as to how it was to be achieved, the Parking Policy indicated a need to provide 500 spaces specifically for the use of short-term visitors in parking stations within the Midtown Hub and Brickfield Hill Precincts by 1975, and a further 500 spaces by 1980. Council's Action Plan 4 indicated that the 1975 requirement could be met either by :-

making provision for short term parking in the Lanray Hilton Hotel development which will have a total capacity for 500 cars;

making provision for short term visitor parking in the first new major Western Perimeter parking station; or

providing a special parking station exclusively for the use of short-term parkers in the area between Market and Druitt Streets and west of York Street.

Preliminary observations of turnover in the Lanray Hilton Hotel parking station indicate that the 1975 objective is currently being partially met. Whether this will continue following opening of the Hotel is unknown at this stage. In any case, the second alternative recommended in Action Plan 4 is still recommended.

Notwithstanding this, it is still necessary for Council to have put beyond doubt Council's powers under Section 270L of the Local Government Act concerning the power to set prices in licensed parking stations. Preliminary inspection of the general pricing structure of parking stations indicates that amendments to the pricing structure of parking stations serving the CBD are necessary if the Parking Policy of the Strategic Plan is to be met. The conditions imposed by Council to its consent for the MLC Centre development in Castlereagh Street deserve more widespread application throughout the CBD.

In 1971, it was recommended that detailed sample surveys be carried out from time to time to assess the pattern of demand and supply for commuter and visitor parking and the conditions to be imposed to regulate parking. To date no such surveys have been completed, but periodic studies of turnover and occupancy of Council Parking Stations should be carried out to assist in this.

Council's Action Plan 4 recommends in detail the action necessary to provide major parking stations on the western perimeter of the CBD; with these stations having suitable access to and from the various stages of major west-side bypass roads as built, and being linked by walkways to the cores of the Precincts within the Central Spine. This Action Plan is re-endorsed subject to some modifications as discussed under Action Priority 7C.



7C. Double the size of the existing Kent Street Parking Station; and continue to prepare detailed plans and to seek finance for additional such parking stations along the route of the Western Distributor to serve the Central Spine, in accord with Council's adopted Action Plan 4 of 1972.

Council's Action Plan 4, adopted in July, 1972, sets out in detail the action necessary to provide major parking stations on the western edge of the CBD, including a substantial increase in the size of the Kent Street Parking Station. This Action Plan endorsed the requirements of the Parking Control Code and amounts of \$2,400 (Tank Stream and Midtown Hub Precincts) and \$2,000 (elsewhere) per parking space were set as appropriate contributions by developers. The concept or implication that developers should supply the total cost was challenged by developers and State Government authorities alike. Action Priority 7C and Action Plan 4 recommended a number of additional ways of raising funds. The more important of these are :-

increasing fees at Parking Meters;

increasing Parking Fees at Council-owned Parking Stations;

imposition of Special Parking Rates on property within the Tank Stream, Midtown Hub, Brickfield Hill and Western Parking and Business Precincts.

Parking meter fees had been based on the five cent unit since their introduction in 1956, and were not altered until this year, when they were doubled. This should provide some increase in revenue as collection costs had risen constantly over the years, and almost equalled gross revenue just prior to the fee increase.

A large number of kerbside spaces within and on the fringes of the CBD are still unmetered. Extension of parking meters to cover these areas would also increase the revenue available to finance public parking stations.

Fees in Council's own Parking Stations were also increased, with the hourly fee going up from 20 cents to 30 cents, and the maximum daily fee from \$1.60 to \$2.00. Similar increases will be necessary annually to offset inflation and ensure that adequate spaces are available for short term parkers. Action Plan 4 made detailed provision for perimeter parking up to 1980 with implicit provision for additional parking up to the year 2000, with the staging being related to subsequent western bypass and access road construction. The recommended distribution of spaces for 1980 was based on completion of the North West Freeway between the CBD and Pyrmont and is unchanged.



However, the 1974 SATS report recommends that the Western Distributor be reduced in scale and that the number of perimeter parking spaces be reduced accordingly from 16,000 to 12,000 in the year 2000.

The SATS year 2000 workforce projection for the CBD is substantially similar to the USC 1985 projection after allowing for differences in boundary definition. Examination of the likely future supply of parking spaces to serve the CBD, having regard to anticipated reductions in availability of commuter parking spaces in such areas as Surry Hills and Woolloomooloo, indicates that the number of perimeter spaces likely to be required by 1985 is of the order of 11,000. This is consistent with the SATS estimate for the year 2000. But the relatively small net increases in the total number of spaces available to serve the CBD by the years 1985 and 2000 either within the CBD, or in the western or eastern fringe areas, raises the question as to whether the scale of the Western Distributor might not be further reduced below that currently envisaged by SATS. It is hoped that this question will be the subject of further study.

However, it is now recommended that Council's Action Plan 4 be revised to reduce the ultimate provision of major off-street parking facilities in the area bounded by Liverpool, Sussex and Hay Streets and the Western Distributor from 5,000 spaces to 2,000 spaces. The other long term parking objectives for other blocks within the Western Perimeter Precinct (Precinct 25 on the 1974 City Structure Diagram) should remain basically unchanged. In practice, it is unlikely that these parking objectives will be fully met if redevelopment of the City proceeds at a slower rate than previously envisaged. But it is difficult to predict where, in fact, the shortfall will occur. It is likely to be spread fairly evenly throughout the Precinct.

7D. Seek finance for and build a parking station under the planned extensions to the Fitzroy Gardens at Kings Cross, and continue to press for the provision of a parking station over the Kings Cross Road Tunnel.

The City Strategic Plan envisaged in 1971 that some perimeter parking spaces might be located in close proximity to the Eastern Distributor, but also foreshadowed the possibility that this road might not be built. Subsequent investigations by SATS, and as part of Council's Action Plans 7 and 14, indicated that a 4 lane bypass road, and not a major distributor, would be more appropriate along the route of the previously planned Eastern Distributor. This obviates the need for any parking stations adjacent to and along the route of the Eastern Distributor to serve the Central Spine District.



Council's Action Plans 8 and 14 dealt with the need to provide perimeter parking spaces to serve the Kings Cross Precinct, and to a lesser extent, the William Street Boulevard. The Kings Cross Precinct endures a chronic shortage of kerbside and off-street parking spaces for residents and visitors alike. As much of the planning for the Kings Cross Precinct and other adjacent Precincts is based on preservation and restoration in preference to demolition and redevelopment, this shortage of spaces to serve residents is likely to continue. Introduction of schemes providing priority use of kerbside spaces for residents will further reduce the availability of spaces for visitors.

If Kings Cross is to retain its vitality as a centre of tourism and entertainment, adequate off-street parking facilities for visitors must be provided. One suitable site is underneath the planned extensions to Fitzroy Gardens at Elizabeth Bay Road. The other is the air space over the Kings Cross Road Tunnels now under construction. The foundations of these have been designed to allow for extensive redevelopment in the air-space over the tunnels.

It is recommended that Council press for these opportunities to be taken up.

7E. Reduce daytime kerbside parking in commercial streets; maximise legal kerbside parking after 6.30 pm for shoppers and theatregoers; and establish priority for parking by residents in residential areas.

Within the area bounded by Elizabeth, Hunter, George and Park Streets, there are only 31 kerbside spaces at seven different locations. Twenty-four of these spaces have limits of 30 minutes or less, and only seven spaces have a maximum limit of one hour. A similar situation exists in the area bounded by George, Grosvenor, Clarence and Druitt Streets, which has 54 spaces with 30 and 60 minute limits spread over 16 locations, and 75 spaces with 15 minute limits spread over 24 locations. This short term rationing is understood to have been allocated by the City of Sydney Parking Advisory Committee to increase turnover.

However, the value of 15 and 30 minute maximum limits to visitors is open to considerable doubt, as little business or shopping can be transacted in less than 30 minutes. Very short time limits are hard to enforce effectively. Violation rates are high.

In addition, the scattered locations of a limited number of very short term spaces within the CBD leads to excessive cruising in search of a vacant space.

Removal of all kerbside parking during business hours within the core of the CBD would be of considerable benefit to the CBD.



With the completion of a number of major development projects occupying almost a whole city block and incorporating off-street loading and unloading facilities, it should be possible to phase out kerbside loading zones on the relevant street frontages. This will allow conversion of the road space to make better provision for buses and taxis; or widen footpaths as the case may be. Examples of such development include Centrepont, Hyde Park Plaza, Central Square and the MLC Centre.

The evening situation is somewhat different. The traffic flows, and so the need for roadspace, are considerably smaller than during the daytime. Consequently, it would be possible to increase the currently inadequate supply of kerbside parking in the evenings for shoppers, theatregoers, and other patrons of the City's facilities.

Action Plans for Surry Hills, South Paddington, Kings Cross, Elizabeth Bay and other Precincts have indicated the severe parking problems faced by City residents. Several of these Action Plans recommend the establishment of resident parking priority in certain residential streets. The detailed implementation of such a scheme should be investigated and a practical method of giving residents priority rights should be implemented.



## Policy 8 - PEDESTRIANS

Create an integrated City-wide pedestrian movement system, linking transport interchanges to each part of each Precinct.

Considerable progress has been achieved within and adjacent to the Midtown Hub Precinct with the conversion to Plazas of Martin Place between George and Elizabeth Streets; and the completion of pedestrian bridges from Centrepont, approved by the City Commissioners prior to 1969. A major scheme for the reconstruction of Railway Square, incorporating a pedestrian underpass, is in hand. Council is also constructing the new Town Hall Square linked directly to the Town Hall Railway Station Concourse. The tunnel under George Street connecting Wynyard Station to Hunter Street has recently been modernised and made more attractive to pedestrians; and the Council's Action Plan for the Wynyard Pedestrian Network is slowly being implemented. Council has converted many small sections of roadscape throughout the City for pedestrian use, through its highly successful program for low-cost streetscape improvements.

Council's Action Plan for the Central Spine Pedestrian Network recommends ideas for traffic-free pedestrian movement throughout the City. These incorporate widened footpaths, boulevards, colonnades, arcades, subways, bridges, railway station concourses, malls, plazas and parks into an integrated system. Council is striving to achieve a plaza at Circular Quay and a network of walkways focussing on Wynyard Station, linking through Martin Place to St James and Town Hall Stations, and through the Brickfield Hill Precinct to Central Station. Council has initiated proposals for experiments at Christmas-time in restricting vehicles in the Midtown Hub Precinct, and giving roadscape temporarily over to pedestrian use.

The pedestrian system is being extended to residential Precincts and specific recommendations are being made concerning this in the Action Plans relevant to each Precinct.

The Development Control and Floor Space Ratio Code provides substantial floor space 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.

The 1974-77 Action Priorities under Policy 8 - Pedestrians, are set out and discussed hereunder.





8A. Complete the three plazas in Martin Place between George and Elizabeth Streets, incorporating a pavillion restaurant, water-fall, amphitheatre, open air market, and links to the new Railway Station, and request the NSW Government to approve Council's plans for the transformation to plazas of the last two blocks between Elizabeth and Macquarie Streets.

The first Plaza in Martin Place, in the Cenotaph block between George and Pitt Streets, was officially opened by Council on September 10th, 1971. It quickly won the seal of popular approval.

On November 20th, 1972, Council formally resolved to approve the report of Council's Martin Place Sub-Committee, incorporating the designs of Clarke Gazzard Architects for four additional Plazas in the remaining sections of Martin Place, between Pitt and Macquarie Streets. The north-south streets, Pitt, Castlereagh, Elizabeth, Phillip and Macquarie, were not to be interrupted.

The NSW Minister for Lands, The Hon. Mr Tom Lewis MLA, formally advertised in the Government Gazette on November 24th, 1972, his intention to close these sections of road to vehicular traffic, and called for objections to the proposal.

Due to strong objections by the President of the Rural Bank, the extent of the closure approved in 1973 was retracted to the two sections between Pitt Street and Elizabeth Street.

The closure was finally gazetted on September 28th, 1973 (Government Gazette No. 125, Folio 4309), wherein it was stated that Martin Place would be closed to vehicular traffic from Pitt Street to Elizabeth Street and be dedicated for public recreation. A later Gazette appointed the Council as Trustee over the area, with the authority to lease certain parts for special uses. The concept of Martin Place as the hub of a City-wide pedestrian network system is now progressively being made a reality.

The second Plaza, between Pitt Street and Castlereagh Street, is being constructed. The amphitheatre in the eastern, or upper, half is being built first. This will closely be followed by the restaurant in the western, or lower, half.

The amphitheatre will provide a proper stage for drama, dance and other performing groups. The stepped seating of the amphitheatre will allow people to see, and provide a formal stage. A fountain will serve as a visual focus when the stage is not in use. The Annual Christmas Tree will in future be installed in the amphitheatre to provide a good setting for 'Carols by Candlelight' and other ceremonies. An entrance



to the new Martin Place underground Railway Station is incorporated into the Castlereagh Street end of the amphitheatre.

The restaurant, a glass roofed structure on a stepped podium, will have a central kitchen. This will serve both an enclosed dining room and open-air dining terrace on the Pitt Street side, and a take-away food counter on the upper side.

A semi-circular waterfall will cover the wall of the podium facing Pitt Street. New trees and seating are planned in this area. The existing trees will be replaced with new species more suited to the environment.

The third Plaza, between Castlereagh and Elizabeth Streets, has been temporarily landscaped. This is planned to accommodate an open-air market. The original design has been amended to incorporate a large circular opening in the pavement, to reveal the shopping arcade at the Railway Station Concourse level below.

The fourth Plaza, on the steep slope between Elizabeth and Phillip Streets, has been designed as a terraced garden. The fifth and final Plaza, between Phillip Street and Macquarie Street, has been designed as two large, paved terraces related to the Bank of NSW and the Reserve Bank buildings.

Meanwhile, the design and construction of the Railway Station concourse by the Public Transport Commission, is proceeding on the assumption that the Martin Place roadway, between Macquarie and Elizabeth Streets, will be rebuilt on a slope to carry vehicular traffic after completion of the Railway Station.

If the legal closure of vehicles, and opening for pedestrians, can be effected before the structure over the Railway Station is completed, it would be possible for the basic structure of the plaza terraces, at least between Elizabeth and Phillip Streets, to be built by the PTC as an integral part of the Station project. The Station entrance, currently planned within the Rural Bank Building, could be relocated in the Plaza.

Council should now press the Government to gazette the closure to vehicular traffic, and the opening to pedestrians, of the two remaining sections of Martin Place, between Elizabeth and Phillip, and Phillip and Macquarie Streets, without further delay. If the Government approves Council's plans for these, cost savings can be achieved and completion of the full five Plazas expedited.

The full realisation of the five Plazas would provide a magnificent setting for the public buildings on Macquarie Street, on the axis of Martin Place. A continuous pedestrian route could be created from Martin Place, through or between these public buildings, to the Domain.



8B. Implement the first stages of the plan for a pedestrian mall in Darlinghurst Road between Bayswater Road and the enlarged Fitzroy Gardens at Kings Cross.

The City Council's adopted Action Plan for the Kings Cross Precinct recommends that, following a number of changes to the traffic movement system, steps should be taken to implement staged proposals for a pedestrian mall in Darlinghurst Road between Bayswater Road and the enlarged Fitzroy Gardens. Two of the purposes of the Action Plan are "to create a system of traffic movement for the area that discourages through-traffic..." and "to develop an integrated network of pedestrian places and spaces throughout Kings Cross focussed on the new railway station, linked to car parking and extending into the adjacent Precincts".

It is proposed to reduce the amount of traffic passing through the centre of the Precinct so as to reduce both road congestion and the conflict between vehicles and pedestrians, but to retain access for vehicles bound to or from a property within the Precinct.

The opening of the Kings Cross road tunnels will bring substantial relief to traffic congestion by removing approximately half the vehicles currently passing through the Darlinghurst Road/Victoria Street/Kings Cross Road intersection, and by reducing the number of vehicles using the Macleay Street-Greenknowe Avenue-Roslyn Gardens-Waratah Street route. The next element required to complete a peripheral traffic system is the proposed two-way link between Kings Cross Road and Elizabeth Bay Road via the widened Kellett Avenue and Ward Avenue and through the Kinneil site facing Elizabeth Bay Road. The new roadbridge over the tunnels leading to the widened Kellett Avenue, Ward Avenue, and a proposed link to Elizabeth Bay Road will become the most attractive feeder road to Kings Cross and Elizabeth Bay from the east following the construction of the eastern approaches to the tunnels which will restrict the existing right turning movements into Bayswater Road, Roslyn Street and Waratah Street.

Subsequent to establishing the new link between Kings Cross Road and Elizabeth Bay Road, it is proposed to close Elizabeth Bay Road between Darlinghurst Road and Baroda Street and to close Barncleuth Square between Elizabeth Bay Road and Barncleuth Lane enabling Fitzroy Gardens to be extended (see Action Priority 15B under Policy 15 - Open Space, and Figure 15.1). Concurrently, it will be possible to achieve the recommended conversion of Darlinghurst Road to one-way operation northbound and the reduction of the width of its carriageway by widening the footpath on the east side.

Widening the footpath by approximately six metres will allow the implementation of a program for street tree planting, landscaping and new street furniture, and will make it easier to introduce open-air cafes and restaurants, and perhaps also to extend shopping hours. Detailed design of the footpath widening will identify locations for occasional lay-bys required by taxis and delivery vehicles servicing the buildings on the east side of Darlinghurst Road.



Further enhancement could be achieved over the longer term by requiring two-level colonnades of retailing and entertainment facilities in each redevelopment on either side of Darlinghurst Road, and also requiring all redevelopment to provide rear service access.

Subject to monitoring of the above process and the evaluation of its success, the full closure of Darlinghurst Road between Bayswater Road and Roslyn Street can subsequently be implemented, allowing further tree planting, and kiosks in Darlinghurst Road itself.

The first stages of the plan for a pedestrian mall in Darlinghurst Road should be planned and designed in detail without delay, and implemented during 1975 and 1976.

8C. Construct Council's pedestrian, streetscape and park improvements at Richard Johnson Square, Wynyard and King Streets, Macquarie and Farrer Places, Railway Square, and the new Town Hall Square, all within the Central Spine; at Roslyn Street, Kings Cross; at Greenknowe and Onslow Avenues, Ithaca Road, Beare Park and the Macleay Reserve, Elizabeth Bay; at Hardie Street, Darlinghurst; at Gipps Street, Pyrmont; at Parkham and Riley Streets, and Eddie Ward Park, Surry Hills; at Victoria and Stephen Streets, Newtown; and at Newcombe, Elizabeth, Ulster, Regent and Stewart Streets, South Paddington.

The Low-Cost Streetscape Improvements Action Plan has identified a number of local situations within the Central Spine and throughout the City where local amenity can be improved by selective street closures or by localised replacement of sections of road pavement by landscaped pedestrian areas. In many cases, areas of road pavement, excessive to the requirements of vehicular traffic, have been identified as suitable for pedestrian use. The section of Richard Johnson Square at the intersection of Hunter and Bligh Streets is a case in point. Here a large triangular section of roadway is currently being replaced by a terraced and landscaped area where pedestrians may relax.

Temporary pedestrian refuges are currently being created at other locations within the Central Spine and other Precincts throughout the City. This is a significant first step, but Council must continue to ensure that the necessary funds are made available to pursue this program of pedestrian improvements, and that these projects continue to exhibit imaginative planning and design.



8D. Seek the participation of relevant authorities and groups in evolving and implementing plans for the pedestrian movement system throughout the Central Spine and the City as a whole.

The City Strategic Plan of 1971 and the subsequent 1971-74 Action Planning program have produced proposals for creating a traffic-free pedestrian movement system throughout the Central Spine and the City as a whole. The implementation of these proposals will require the active cooperation of a great number of Australian and State Government authorities and departments, and the cooperation of a number of groups of people with special experience and interests. The practical experience gained in the implementation of the Martin Place projects, and the liaison established with personnel of the relevant authorities and bodies will be of valuable assistance in implementing further similar projects.

The following are some of the city functions which will be affected by any extension of the pedestrian system :-

Vehicular traffic:

The proposed street closures will involve the re-routing of traffic, possibly requiring roadwork alterations and traffic signal alteration or installation. Consideration will have to be given to the need for access for delivery vehicles, postal vehicles, and access to off-street parking spaces. Kerbside space for bus stops, loading zones and short-term parking will need to be redistributed on streets retained for vehicular traffic. The participation and assistance of such authorities, departments and bodies as the Department of Main Roads, the Department of Motor Transport, the Urban Transport Study Group, the Police Traffic Branch, the Master Carriers Association, the Postmaster-General's Department, the Retail Traders' Association, and similar bodies, will be essential in this work.

Public transport:

The creation of pedestrian malls may require the re-routing of existing bus services and the establishment of additional people-mover systems. These systems, and the pedestrian network, will interconnect railway stations, ferry wharves, and bus terminals as well as major attractions and open spaces. The active participation and financial assistance of State and national Government authorities will be needed.

Utilities:

Proposals to build pedestrian underpasses, or to re-pave and landscape streets as pedestrian plazas may cause disruption to public utilities, or may hinder access to the utilities when they require maintenance. The active participation and assistance of all utilities authorities, which has been achieved in the construction of the Martin Place Plazas, will need to be maintained.



Public Safety:

In addition to considering the problems of goods deliveries to and from buildings in a pedestrian area, adequate access must be maintained for emergency vehicles. The participation and assistance of the Police Department, the Ambulance Transport Services Board, and the Board of Fire Commissioners and similar organisations will similarly need to be maintained.

It will also be necessary for Council to continue to require, as a condition of development consent, developers to provide parts of the pedestrian network within particular developments, free of cost to Council, or to make money contributions in lieu to Council's funds for these purposes.

*Sharing End Streets  
Ctee.*



## THIRD OBJECTIVE

## DIVERSITY

# DIVERSITY

### CONSERVE AND INCREASE THE DIVERSITY OF COMMUNITY ACTIVITIES AND SERVICES THROUGHOUT THE CITY

#### Policy 9 - RESIDENTIAL LIFE

Conserve existing residential areas and promote residential rehabilitation and redevelopment for all income groups within the City.

#### Policy 10 - COMMERCIAL SERVICES

Maintain and revitalise retailing, entertainment, tourist and convention facilities, and essential supporting services, within the City.

#### Policy 11 - COMMUNITY SERVICES

Work to improve the range and quality of community services and facilities throughout the City.

#### Policy 12 - LEISURE AND LEARNING

Strengthen the variety and balance of recreational, cultural and educational activities throughout the City.

#### ACTION PRIORITIES 1974-77

A. Press the Minister in accord with Council's adopted action plans, to suspend major areas of existing commercial, light industrial and special use statutory zonings outside the Central Spine, to fully empower Council to prohibit development other than residential in such areas, and seek action by the Minister to empower Council to require the preservation of defined groups of terrace houses.

B. Provide increased FSR incentives for the construction of private residential projects, particularly within and adjacent to the Central Spine.

C. Urge Government housing authorities to allocate funds for the purchase of existing housing and residential accommodation, for subsidised rental to disadvantaged groups within the City.

D. Cooperate with relevant Government authorities to finance and develop new low-rent housing and hostels throughout the City for people on low incomes, the aged and other groups with special needs, and seek priority for such projects in Woolloomooloo, Surry Hills and between Harris and Mill Streets, Pyrmont.

E. Encourage the provision of a proportion of Government authority controlled dwelling units in large-scale residential development projects within the City.

#### ACTION PRIORITIES 1974-77

A. Conserve and revitalise retailing and entertainment in an expanded Midtown Hub Precinct focused on the Town Hall Station, in which continuous retail frontages and pedestrian movement priority are maximised, and achievable FSRs for office uses are reduced, while non-office uses continue to be encouraged.

B. Encourage the provision of shopping facilities in planned clusters throughout the City outside the Midtown Hub Precinct, in accord with demand, to serve the needs of City workers, residents and visitors.

C. Protect space in western Precincts for the orderly development of industrial, wholesaling and service activities necessary for the support and efficient functioning of the City.

D. Discourage the removal from the City of lower-rent space (such as, for example, Paddy's Market) which can accommodate enterprises providing low price goods and services to City workers, residents, visitors and other City firms.

E. Increase FSR incentives for the provision of hotel, convention and entertainment facilities throughout the Central Spine.

F. Press Government authorities to introduce tax concessions for investment in hotel, convention and other defined tourist facilities within the City.

#### ACTION PRIORITIES 1974-77

A. Concentrate community services in the most critical areas of need within the City, namely, Darlinghurst, Surry Hills, Chippendale, and Camperdown/Newtown in accord with the recommendations of Council's adopted Action Study 28 of 1974.

B. Seek the assistance of Governments in financing, building and operating multi-purpose community centres on selected sites in Surry Hills and Darlinghurst; and manage the centres in cooperation with local residents.

C. Acquire sites for and seek Government financial assistance to build Child Care Centres in Cooper and Riley Streets, Surry Hills.

D. Establish a pre-school mother-and-child leisure centre at Council's Moore Park Supervised Playground in conjunction with a physical education program for women.

E. Open a creative arts and leisure centre in Council's Community Hall at Greenknowe Avenue, Kings Cross.

F. Create new "discovery" playgrounds throughout the City, and enhance the usefulness and attractiveness of existing Council playgrounds by redesigning and relandscaping them with financial assistance from Governments.

G. Seek to provide a bus service to bring most Meals-on-Wheels recipients to the nearest Council Activity Centre.

#### ACTION PRIORITIES 1974-77

A. Continue to increase and diversify the leisure uses of the City's parks and open spaces in accord with the detailed recommendations of Council's adopted action plans.

B. Support action by relevant bodies to redevelop for a wide range of leisure uses the area within the existing boundaries of the Sydney Showground, Army Engineers Depot, Cricket and Sports Grounds, with emphasis on providing carparking within those boundaries instead of in Moore Park.

C. Continue to support action by the "Citizens of Sydney 1988 Olympics Committee" to secure the 1988 Olympic Games for Metropolitan Sydney at Homebush Bay.

D. Urge the provision of a multi-purpose indoor stadium, convention and other facilities over the Central Railway Yards, together with the modernisation of Central Station as a major transport interchange, in accord with Council's adopted Action Plan 22 of 1974.

E. Cooperate with Governments in improving existing and creating new museums of social, maritime, natural, scientific and technological history, and assist in finding a new site within the City for the Museum of Applied Arts and Sciences.

F. Continue to press for, and assist in, coordinated planning for City Precincts affected by the development of educational and medical institutions.



## Policy 9 - RESIDENTIAL LIFE

Conserve existing residential areas and promote residential rehabilitation and redevelopment for all income groups within the City.

If the trends of the last several decades continue, City population will fall from around 57,000 today to 43,000 by 1985 (see figure 9.1).

Most inner metropolitan areas are losing population. All Municipalities abutting the City, with the exception of Marrickville, have been declining in population for some years, as existing housing areas are replaced by non-residential uses, and the average occupancy rates of rooms and dwellings fall.

While residential redevelopment and renovation of existing housing has proceeded over recent years, the total number of dwelling units within the City is not growing but has fluctuated between 22 and 25,000 since 1947 (see figure 9.2). Moreover, 16% of the City's dwelling stock was unoccupied in 1971, mainly in areas being resumed or acquired for redevelopment.

Occupancy rates per dwelling are continuing to fall. The average number of persons per dwelling unit fell from 4.4 in 1947 to 2.9 in 1966, and 2.8 in 1971. This is an Australia-wide phenomenon, but has been accentuated in the City by the replacement of larger houses by flats, and more recently by the conversion of terrace houses by incoming high and medium income people, replacing larger families on lower incomes.

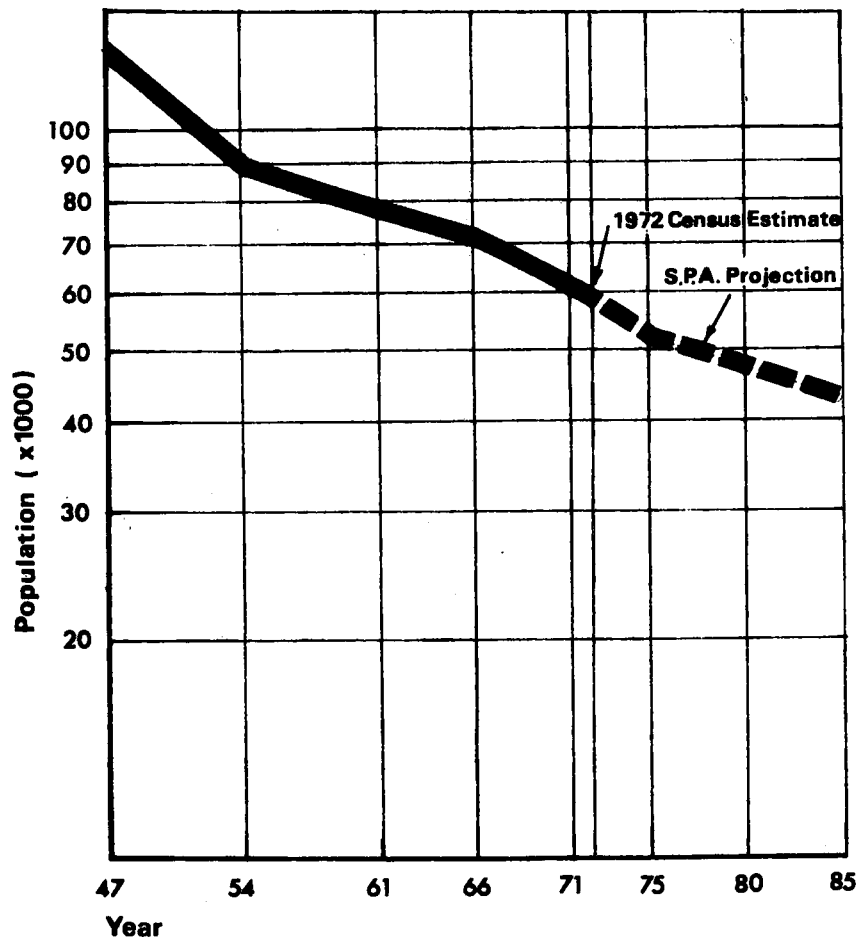
Within the City, the most significant population decreases between 1966 and 1971 occurred in the Surry Hills West, Railway, Brewery, Woolloomooloo, Kings Cross, and Newtown Precincts (see figure 9.3). These areas showed decreases of over 30%. Pyrmont declined by over 20% and the Surry Hills Village, Stanley Street, Oxford Street and William Street Precincts lost over 10%. The only Precinct to show a population increase was Flinders Street where additional nurses' quarters were provided for hospitals in the vicinity.

The age structure, as well as the social composition, of the City's residents, is changing (see figure 9.4). The proportion of young adults between 20 and 34 is increasing.

New initiatives are called for to cope with the complex social and economic nature of the City's residential problems.

The City needs not only to conserve as much as possible of its existing stock of older dwellings and residential uses, but also to increase that stock by encouraging new residential construction for many different types of residents of all income and social groups.

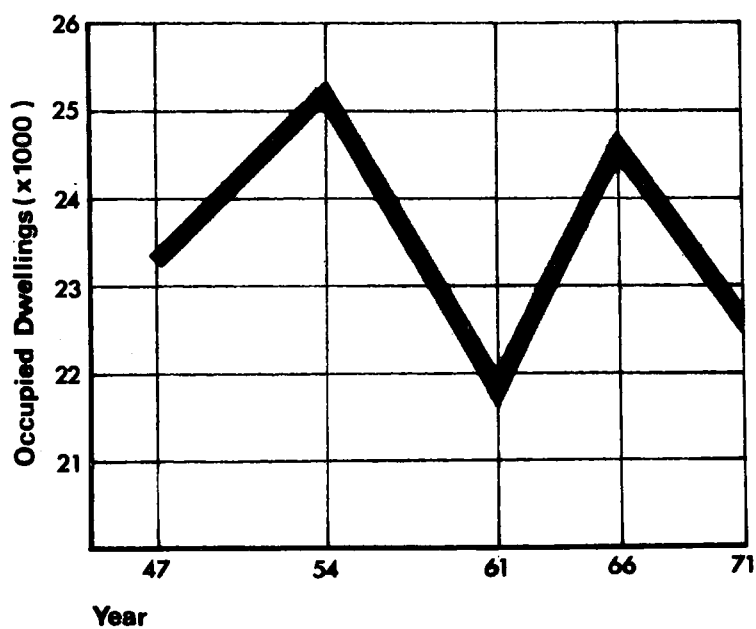




**City Resident Population 1947-1971 and SPA projection to 1985**

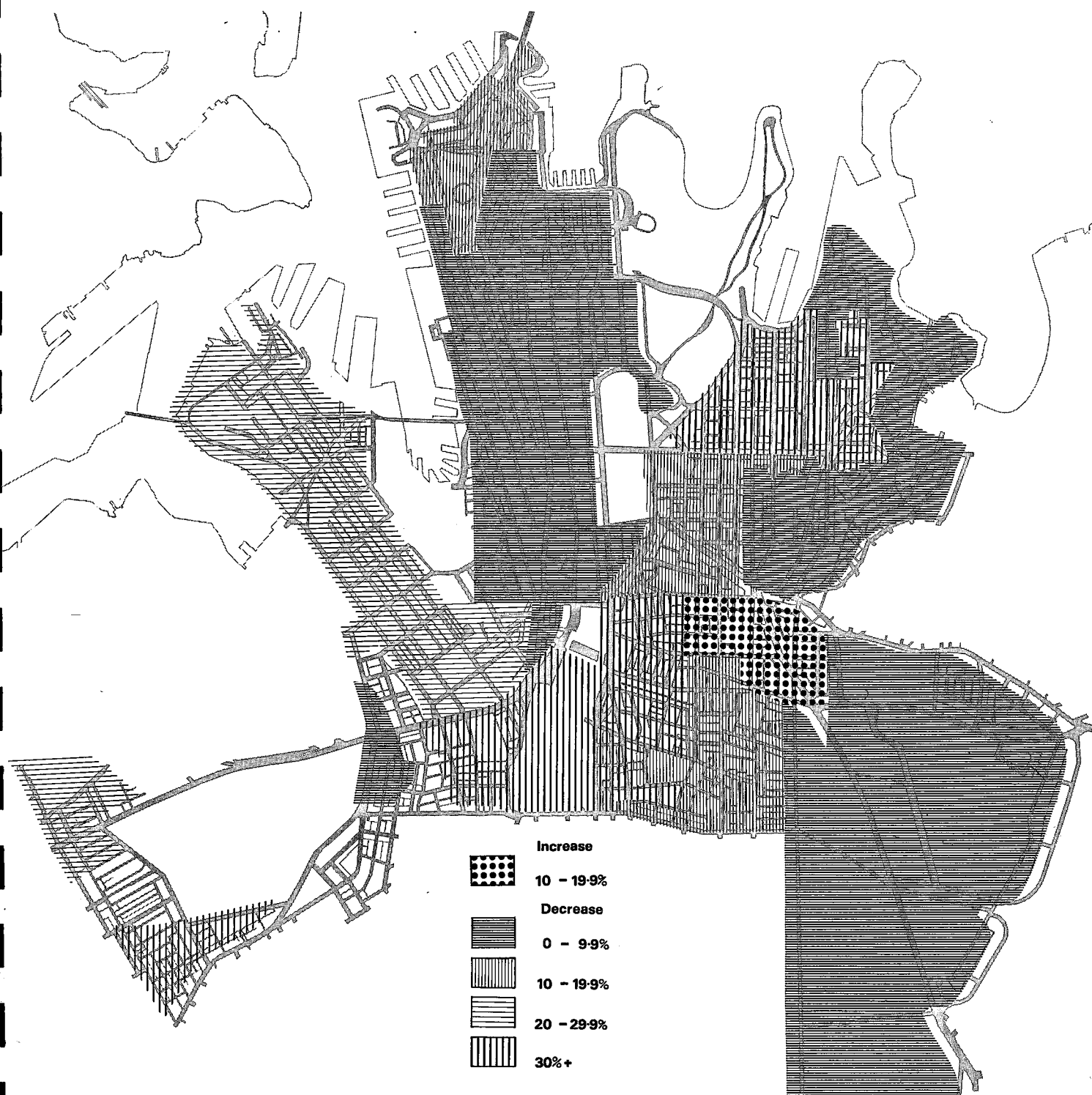
Source: Census Data & SPA

**figure 9.1**

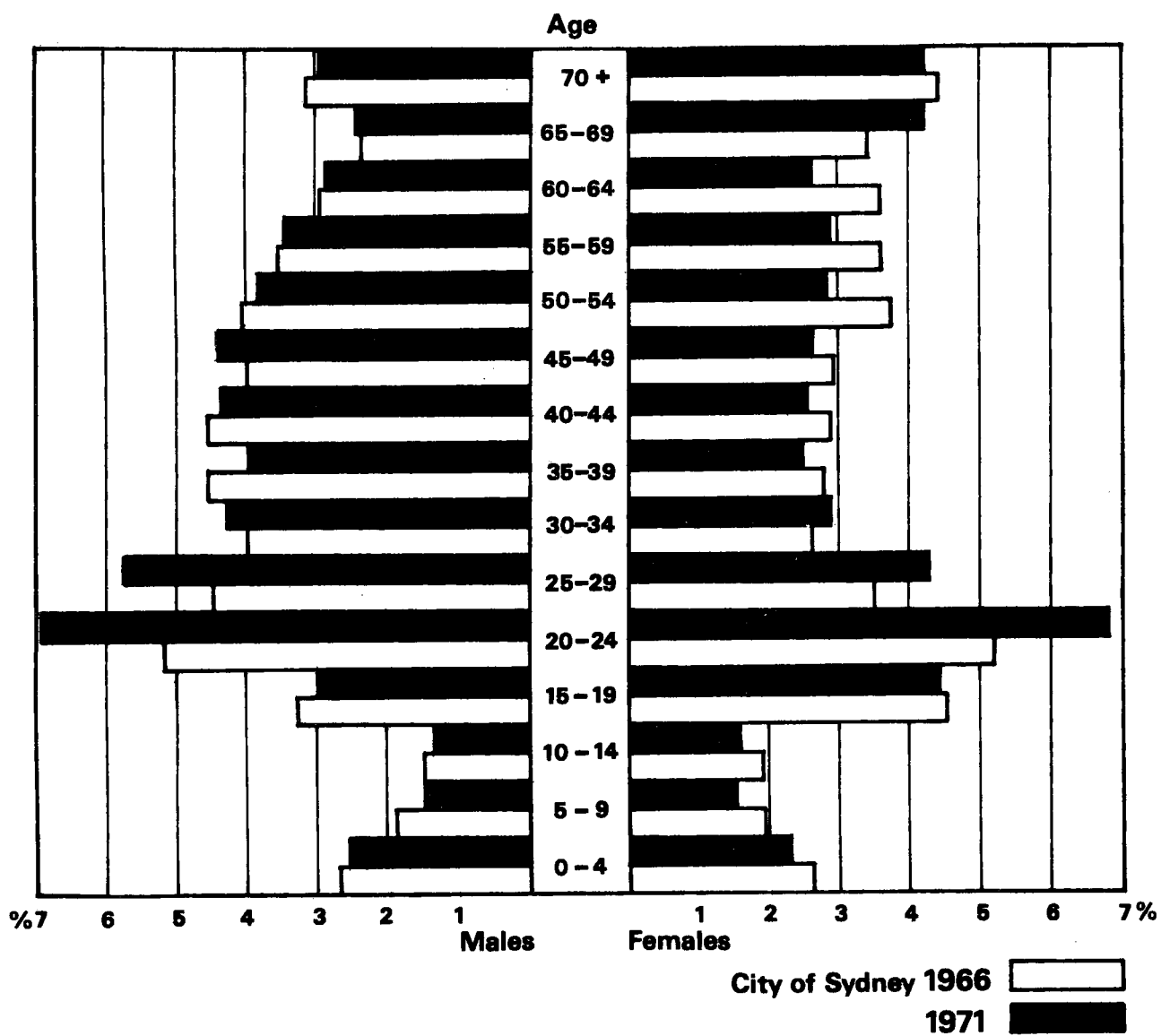


**City of Sydney Occupied Dwelling Stock 1947-1971**

Source: Census Data



**Population Change by Precincts 1966-1971**  
**POLICY 9 RESIDENTIAL LIFE figure 9.3**



Source: Census Data

## Population - Age Structure

**POLICY 9 RESIDENTIAL LIFE figure 9.4**



The 1974-77 Action Priorities under Policy 9 - Residential Life, are set out and discussed below.

9A. Press the Minister, in accord with Council's adopted action plans, to suspend major areas of existing commercial, light industrial and special use statutory zonings outside the Central Spine, to fully empower Council to prohibit development other than residential in such areas, and seek action by the Minister to empower Council to require the preservation of defined groups of terrace houses.

Pursuant to the City of Sydney Strategic Plan of 1971, Action Plans have been prepared between 1971 and 1974 for most of the City's Precincts containing significant residential areas.

By October, 1974, the City Council had adopted Action Plans for the Surry Hills Residential Village, Surry Hills West, South Paddington, Newtown, Darlinghurst and Kings Cross Precincts. Other Action Plans in hand include those for the Centennial Park residential Precinct, Woolloomooloo, Ultimo, Pyrmont, the West Rocks, Oxford Street, Flinders Street, Stanley Street, Chippendale, Camperdown, and the Elizabeth Bay/Potts Point Precincts.

The City Council's action planning program has been carried out with great care, based on exhaustive research and the full consultation and active involvement of interested citizens, resident action groups and government authorities.

The Action Plans generally seek to protect and preserve the City's existing dwelling stock, and to "rezone" residential many areas currently still legally zoned as commercial or industrial.

Because the procedures for obtaining the approval of the Minister to suspend or vary the statutory planning scheme are so cumbersome, the "rezoning" recommendations of the Action Plans have as yet no legal force.

The City Council is thus being frustrated by its lack of power to fully control development in accord with sensitive, up-to-date plans prepared with great care and with high degrees of citizen participation.

The first and most immediate priority is for urgent action, by the State Government Ministers for Local Government and for Planning and Environment, to rectify this situation.



9B. Provide increased FSR incentives for the construction of private residential projects, particularly within and adjacent to the Central Spine.

The City Council's 1971 Floor Space Ratio Code allowed some bonus floor space in commercial zones for developments incorporating a residential component, in an effort to stimulate such mixed developments. However, land values in zones where commercial development is permissible have proved too high to allow any substantial developments of this type. It has been possible to earn maximum bonuses without providing residential floor space.

It is now proposed to correct this situation, particularly in the central areas where office development potential is currently at a low ebb due to an over-supply of office space. This could be done by increasing FSR bonus incentives for the development of residential buildings or mixed developments with a substantial residential component. Such incentives would enable residential structures to reach higher maximum FSRs than commercial premises. Such incentives could be widespread throughout the City, but highest in the Western Perimeter Precinct, which has been excluded from the Central Spine District (see the 1974 City Structure Diagram), to reduce commercial potential and increase its attractiveness as a residential and mixed development area.

9C. Urge Government housing authorities to allocate funds for the purchase of existing housing and residential accommodation, for subsidised rental to disadvantaged groups within the City.

9D. Cooperate with relevant Government authorities to finance and develop new low-rent housing and hostels throughout the City for people on low incomes, the aged and other groups with special needs, and seek priority for such projects in Woolloomooloo, Surry Hills and between Harris and Mill Streets, Pyrmont.

9E. Encourage the provision of a proportion of Government authority controlled dwelling units in large-scale residential development projects within the City.

People on low incomes have been gradually forced out of the City of Sydney over the past 10 to 15 years. Much traditionally low-rent housing close to the City has been demolished to make way for commercial redevelopment or for major public works.

Other terrace housing has been renovated for new middle-class occupants who replace traditionally low income residents. The price of housing has risen steeply over recent years.



Yet all inner-City and inner-metropolitan areas must play an important role in housing many different types of low income people. These include workers in the City's essential services, migrants, elderly people, transients, students, single-parent families and other disadvantaged groups. The only way to combat the pressures forcing these people out of the City is for both State and national governments to sponsor or subsidise both new and old housing of many different types within the City for those unable to pay economic rents.

The City's population contains a larger proportion of old people, a higher proportion of males and a lower proportion of children than Sydney as a whole. The proportion of children in the 0-14 age group in the City is less than half that of metropolitan Sydney (11% against 26%).

In 1971, 23,300 people (37% of the City's then population) lived in boarding houses, hostels, hotels and similar types of short-term accommodation for transients. It is estimated that 15 to 18,000 of these lived in boarding houses and hostels. All inner-City and inner-metropolitan areas naturally attract large proportions of transients, of single people of all age groups, and particularly, young single men and women. This is reflected in increases in the proportion of City population in the 20-24 age group. Between 1966 and 1971, the proportion of the City's population in this age bracket rose from 9 to 12%. At the same time, there was a decline in the proportion of middle and older age groups and of children. This indicates a fall in the number of families with children.

The City has also had an important role as a reception centre and home for migrants. The proportion of non-Australian born residents within the City rose from 32% in 1966 to 38% in 1971, as against the State average of 29%. The proportion of migrants is highest in Surry Hills (56%), Elizabeth Bay/Potts Point (48%), and Surry Hills West (37%). The most significant migrant groups are from the UK (10%), Asia (4%), Greece (3%), Italy (2%) and Yugoslavia (2%). A high proportion of the City's migrant population (29%) arrived between 1966 and 1971. Again these groups have particular needs for cheap rental accommodation. These needs are becoming increasingly difficult to meet because of the renovation of many former low rent residential premises for use by middle income groups.

It is obvious that the protection and conservation of existing residential areas sought under Action Priority 9A will not arrest the continuing decline in the City's population, nor provide for the needs of people on low incomes. Such conservation will assist small, middle income, families and single people in their search for terrace houses to renovate and occupy. Land values and the price of housing will continue to rise. Residents with larger, low income families, that have typified these areas, will continue to be displaced as renovation proceeds. So will the elderly, the migrants, the transients, and other disadvantaged groups. As they leave, they will be partially replaced by young people on relatively high incomes.



Unless private redevelopment and rehabilitation activity is supplemented by government sponsored or subsidised projects which provide low and medium cost housing, the displaced people will be forced to relocate away from the City, and the City's population will continue to decline. Analysis suggests that even 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.

There is a need for larger scale government financial assistance for low-income housing within the City. This should take a number of forms.

Action Priority 9C urges that funds be made available to government housing authorities such as the NSW Housing Commission to take some existing housing, such as a number of individual terrace houses and boarding houses, off the private market by buying and renovating them for subsidised rental to individuals, organisations or cooperatives as low-rent accommodation for low-income families or groups. This was advocated in 1971 by the City of Sydney Strategic Plan for Surry Hills. It is already being done in the City of Adelaide by the South Australian Housing Trust. The national Government has also bought existing housing for these purposes in Glebe, adjacent to the City of Sydney.

The advantages of this technique are several. It deals with existing buildings and only requires renovation work, not slow, costly new construction. It can be implemented gradually, in small building-by-building increments. It avoids the creation of large ghettos of public housing. It means that government owned, low-rent accommodation would be visually indistinguishable from privately owned housing. It can include the purchase of some buildings either already used, or capable of use, for hostels, boarding houses or the like. These could be government owned, but managed by a diversity of both existing and new community organisations for the benefit of low-income or other disadvantaged people.

Action Priorities 9D and 9E deal with the need for national and State Government finance for new residential development for low-income and disadvantaged people, and the possible provision of a proportion of rent-controlled dwellings in large scale residential redevelopment projects.

The City Council's current Action Plan for Woolloomooloo, which is being jointly sponsored by State and national Government authorities, could prove to be one major step forward in the implementation of these Action Priorities.

The three levels of government have accepted the 1971 recommendation of the City of Sydney Strategic Plan (see 1971 Action Priority 2B, p84 and 2E, p89) that "Woolloomooloo should be re-established as much as possible in predominantly residential uses". The evolving 1974 Action



Plan envisages an increase in Woolloomooloo's population from about 1,200 today to the order of 6 to 8,000, of whom many would be housed on approximately 4 hectares given over to government sponsored, low-rent housing for low-income groups.

There is clearly a need for more government sponsored and/or subsidised redevelopment projects of a variety of types in a number of Precincts throughout the City.

Opportunities exist for such projects in areas like the Flinders Street, Surry Hills, Darlinghurst, Ultimo and Pyrmont Precincts. For example, the shift of the Farm Produce Markets from Ultimo offers opportunities to create a site for such a project. There is a possibility that the Darling Harbour Railway Yards will be relocated in the future. Planning for the future use of this land could include consideration of a low-rent, government financed housing project. On the high tip of the Pyrmont peninsula, there is land between Harris and Mill Streets with magnificent views over the Harbour. Some existing housing there is already publicly-owned. Consideration should be given to the possibility of enlarging this enclave.

In total, some 500 to 600 new 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.

Council should seriously investigate ways and means of stimulating the flow of 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 effect upon the people concerned, and upon the City's social and economic structure.



## Policy 10 - COMMERCIAL SERVICES.

Maintain and revitalise retailing, entertainment, tourist and convention facilities, and essential supporting services, within the City.

Despite the continuing growth of suburban shopping and commercial centres, the City is still a major focus of retailing, entertainment, wholesaling and service industry within the Sydney Region. These continue to draw large numbers of visitors to the City.

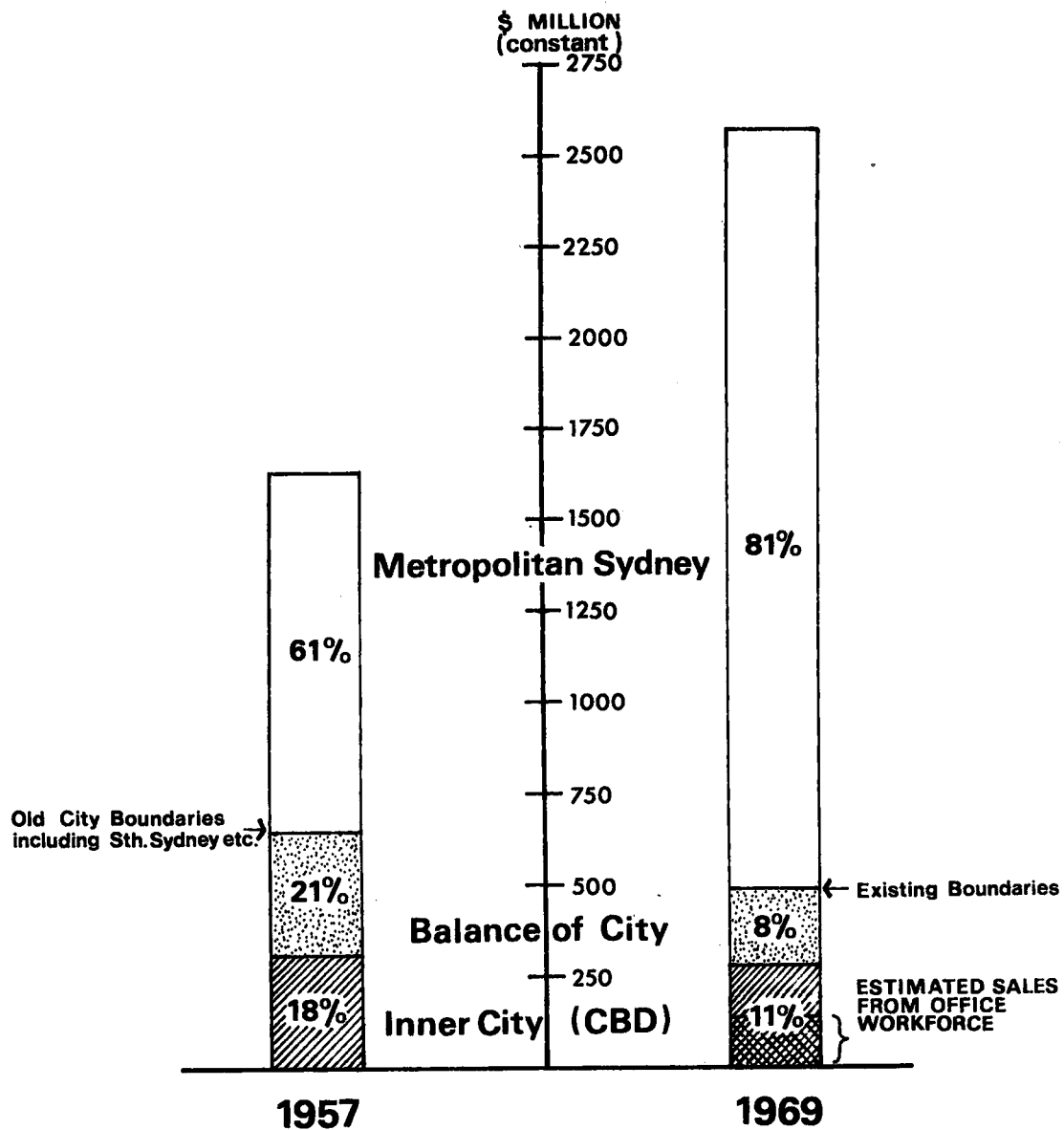
Over the last decade, much City retail space has been demolished and replaced by non-retail uses. However, a number of multi-use projects have been, or are being, built in and adjacent to the Midtown Hub Precinct, incorporating significant retail, entertainment and tourist attractions. Developments such as Centrepoin and the new Hilton Hotel and Royal Arcade are revitalising specialty shopping. Other projects such as the MLC Centre, the St James and King George developments, are replacing demolished space with modern arcades and malls, as well as a new Theatre Royal. The Sydney Opera House and a number of new City cinemas and live theatres are now important visitor attractions.

Further measures are necessary to maintain and enhance the diversity of the City's services.

Recent extensive office developments both in Precincts surrounding the Midtown Hub, and within the Hub itself, have further escalated official Unimproved Capital Values within the City, and have increased tax and other cost pressures on City retailing and entertainment establishments. Although the City still attracts 11% of metropolitan retail trade, this has fallen from 18% in 1957 (see figure 10.1), and City sales are not increasing as rapidly as those in suburban centres. Lower FSRs are required over most of the Midtown Hub Precinct to reduce UCVs and consequently, rates and Land Tax, and thereby to relieve longer term pressures driving out retailing and entertainment.

The City's convention facilities are still inadequate. Floor Space Ratio and tax incentives offer techniques for encouraging the development of more and better hotel, convention, entertainment and tourist facilities within the City.

Greater recognition needs to be given to the role and function of the Port of Sydney, and commercial warehousing, manufacturing and service activities vital to the continued efficient functioning of the City. Despite pressures for office redevelopment, and for the extension of residential zoning, selected areas must be conserved in the City's western, south western and southern Precincts for "City support and service" type uses.



Source: Bureau of Statistics

**City versus Metropolitan Sales 1957-1969**

**POLICY 10 COMMERCIAL SERVICES fig 10.1**



Substantial areas of low land value must be conserved within the City so as to protect firms and organisations which must operate on low overheads to be able to maintain low priced but essential "support and service" activities within the City.

The 1974-77 Action Priorities under Policy 10 - Commercial Services, are set out and discussed below.

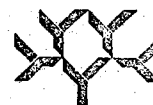
10A. Conserve and revitalise retailing and entertainment in an expanded Midtown Hub Precinct focused on the Town Hall Station, in which continuous retail frontages and pedestrian movement priority are maximised, and achievable FSRs for office uses are reduced, while non-office uses continue to be encouraged.

There is a need to extend the boundaries of the Midtown Hub Precinct within which retail, entertainment and tourist-oriented activities can be fostered. The new boundaries are King, Liverpool, Kent and Elizabeth Streets. They now include the cluster of cinemas in George Street south.

Differential reductions of total achievable floor space ratios are recommended for different sub-areas of this Precinct so as to generally restrict the office development potential of the Precinct, and give greater protection and encouragement to existing concentrations of retail and entertainment activities.

Almost 50% of City retail sales in 1968-69 were transacted by department and variety stores. More recent surveys by the City Council's consultants show that the City workforce provides an increasing proportion of City department store sales. In 1972, it was estimated that each central City office worker generates an average of \$860 (1972 values) of retail sales within the City. Nevertheless, the clientele of City department stores still predominantly comes from within the ring of inner-metropolitan suburbs such as North Sydney, Leichhardt and Drummoyne, declining through the middle and outer rings, where suburban centres attract most expenditure. Department stores and associated specialty shops, cinemas and other entertainment facilities play a vital role in attracting visitors to the City, and every effort should be made to protect and retain them.

Three major directions of effort are needed. First, reduce the incidence of Land Taxes and rates on these uses, by reducing floor space ratios and hence Unimproved Capital Values, and/or by special Land Tax exemptions for desirable, but less profitable, non-office uses. Secondly, improve the attractiveness of their environment by implementing proposals for pedestrian amenities and improved public transport, particularly along the axis of Pitt Street and in the Midtown Hub Precinct of the Central Spine District. Thirdly, implement proposals for visitor parking facilities on the edge of the Central Spine District, directly linked by walkways, feeder buses, or other people-moving systems to the core of the Midtown Hub Precinct.



10B. Encourage the provision of shopping facilities in planned clusters throughout the City outside the Midtown Hub Precinct, in accord with demand, to serve the needs of City workers, residents and visitors.

Retail sales to the City workforce currently make up from 40% to 50% of central City retail turnover. By 1985, it is estimated that the City workforce could account for up to 60% of central City turnover. Efforts should be made to maximise this expenditure within the City. Besides the measures needed to strengthen the Midtown Hub Precinct, indicated by Action Priority 10A, this can best be done by encouraging the clustering together of shops, particularly those catering to convenience shopping, at selected locations in the office Precincts of the Central Spine District.

Centres should be particularly encouraged near transport interchanges such as the Circular Quay, Wynyard, Town Hall and the new Martin Place stations, as has already occurred in Australia Square and is planned in the AMP and MLC developments. It may be possible to use selective floor space ratio bonuses to encourage this clustering.

Similar considerations apply to the development of local centres outside the Central Spine District. Non-CBD stores are primarily either large outlets selling low-value goods, but still serving a regional role, or local outlets serving the resident population.

In general, planning policy should aim to consolidate the development of smaller shopping centres serving City and inner-metropolitan residents. Oxford Street was originally a major centre serving the south-eastern suburbs, but due to increased competition from developing suburban centres at Bondi Junction and Maroubra, its role will change to one primarily serving the local workforce and the major weekly shopping requirements of Surry Hills and Darlinghurst residents. Provision of new retail space should be limited in accord with such demand. Similar considerations apply to the Broadway shopping centre.

Kings Cross should continue to serve a dual role as a neighbourhood shopping centre serving the local needs of the eastern Precincts of the City, and as an entertainment centre of regional significance.

10C. Protect space in western Precincts for the orderly development of industrial, wholesaling and service activities necessary for the support and efficient functioning of the City.

10D. Discourage the removal from the City of lower-rent space (such as, for example, Paddy's Market) which can accommodate enterprises providing low price goods and services to City workers, residents, visitors and other City firms.



The City's role as a centre of manufacturing and wholesaling is continuing to decline and change. The City now accounts for only 11% of the metropolitan area's industrial employment, as compared to 14% in 1969.

Many types of large space-consuming wholesaling and manufacturing activities are now more suited to suburban sites. Their relocation should not be discouraged.

On the other hand, many other types of establishments such as, for example, port-oriented industry and business, transport firms, wholesaling, showrooms, the rag trade, printing works, computer centres, repair firms and other smaller industries, professional, technical and community organisations, are City "support and service" activities vital to the continued economic well-being of the City. They have close links to the City and/or the Port of Sydney, and benefit from a central location. They should, therefore, be encouraged to remain within the City.

There is also a need to conserve lower-rent space in old buildings within the City for enterprises offering lower price goods and services. Low-rent space in old buildings houses organisations providing vital services to the City population and economy but operating on low overheads. These include low-price shops catering to the lowest income groups.

Space for such establishments is becoming increasingly difficult to find within the City as redevelopment proceeds and rents rise. The diversity of the City's activity mix is being reduced and the functioning of the City's economy unnecessarily impaired. The activities concerned can rarely afford space in new buildings.

Already, such establishments have largely been forced out of Woolloomooloo, and are being increasingly restricted in Surry Hills. The only remaining yet undisturbed, support and service areas are to the west and south-west. Proposals to disturb the status quo in these areas should be examined critically. Floor space ratios in such areas should be low, and no other incentive should be given for changes of use or major redevelopment for the foreseeable future, where these would disturb existing low rent, but valuable, activities.

Most of Pyrmont should be protected in these ways, as also should selected parts of the Western Perimeter, Ultimo, Chippendale, Railway, Oxford Street, Flinders Street and Surry Hills Precincts.

It is essential that a certain stock of low-rent space be maintained in older buildings in any metropolitan centre. Such space offers opportunities for new, innovative firms, industries and service organisations of great potential value, to be launched at minimum cost, close to both clients and sub-contractors within the City. It is, therefore, desirable to discourage the premature or unnecessary demolition or redevelopment of old buildings in Precincts fringing the Central Spine District.



10E. Increase FSR incentives for the provision of hotel, convention and entertainment facilities throughout the Central Spine.

10F. Press Government authorities to introduce tax concessions for investment in hotel, convention and other defined tourist facilities within the City.

The City of Sydney is still not equipped to host major conventions, or to take advantage of its full tourist potential. The City of Sydney Strategic Plan in 1971 emphasised the adverse effects of high land values on investment in and the design of hotel, convention, entertainment and similar tourist facilities within the City.

The City Council's 1971 Floor Space Ratio Code introduced a bonus system for hotel development, but rising land valuations and the continued comparative attractiveness of investment in office buildings proved too great to be offset by such floor space ratio bonuses.

Experience indicates that such floor space ratio incentives need to be increased, and also that such incentives cannot be sufficient in themselves to produce the type of hotel, convention, entertainment, and tourist facilities the City needs.

The Australian National Travel Association and the Australian Tourist Commission have made detailed submissions and reports to the national Government recommending the introduction of tax-deductible investment and depreciation allowances for such facilities. These submissions deserve City Council support.

The City Council should similarly press the NSW Government for concessions or exemptions from Land Tax for similarly defined types of hotel, convention, entertainment and tourist uses.



## Policy 11 - COMMUNITY SERVICES

Work to improve the range and quality of community services and facilities throughout the City.

The City contains an enormous number and variety of community services which have grown up over a century and a half, almost entirely for limited, ad hoc functions. Some of these services are virtually unknown to the public, apart from those persons directly concerned with them as beneficiaries or administrators.

The City of Sydney Strategic Plan was designed to influence the future social as well as physical character of the City and in 1971, stressed the need to develop parallel social policies and priorities for action which could play a major part in the attainment of its objectives.

Since 1971, Council has prepared and adopted an Action Study for Community Services throughout the City. This studied the total network of community services operating in the City, and examined the inadequacy and lack of integration of the system as a whole.

It is within this overall context of community services in the City of Sydney, with over three hundred and forty organisations operating independently, that a true perspective of Council's involvement in community services can be identified.

Community services can be defined as "those services endeavouring to assist people to function more adequately in the community and enjoy a fuller life".

To clarify just what "adequate functioning" in a community means, a concept of ten needs can be identified. This concept suggests that "every person has ten areas of need and each of these needs has to be sufficiently satisfied for a person to function adequately as a member of the community". These needs are :-

- physical health
- mental, emotional and social health
- income
- accommodation
- protection and security
- knowledge
- ability to travel
- ability to communicate
- opportunities for personal development
- opportunities for making a contribution



As a result of the Community Services Action Study completed pursuant to the 1971 Action Priorities of the City of Sydney Strategic Plan, Council can, over the next three years, work more positively and effectively towards improving the range and quality of community services within the City. Many of the new programs and initiatives of the national Government offer financial support for community services. There is, therefore, a basis for optimism that real progress might be possible in the City Council's work under this Policy in the near future.

The 1974-77 Action Priorities under Policy 11 - Community Services, are set out and discussed hereunder.

11A. Concentrate community services in the most critical areas of need within the City, namely, Darlinghurst, Surry Hills, Chippendale, and Camperdown/Newtown in accord with the recommendations of Council's adopted Action Study 28 of 1974.

Having regard to the City as a whole, and existing problems and opportunities in surrounding areas such as Paddington, Waterloo, Darlington, Camperdown and Glebe, the City Council has identified the four critical areas within the City of Sydney as Darlinghurst, Surry Hills, Chippendale and Camperdown/Newtown..

Each of these areas have varying requirements and problems. It is in Darlinghurst and Surry Hills that the need for action is most urgent. Both exhibit sub-standard living conditions in terms of housing, community health and lack of suitable recreational space. There is also a significant number of latchkey children.

To fully comprehend the problems of those areas and then to direct services to alleviate them requires a flexible, supportive, and preventative community service philosophy.

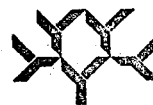
A concept of a new type of Community Centre has evolved. The Community Centre attacks the problems and attempts to fulfil the needs identified for the crisis areas in the City and is the focus, at a local level, of the interaction of a number of basic services which are at the present time, inappropriately delivered.

11B. Seek the assistance of Governments in financing, building and operating multi-purpose community centres on selected sites in Surry Hills and Darlinghurst, and manage the centres in cooperation with local residents.

The aims of the Community Centre concept are :-

to establish a local identity for services operating in a particular community;





to integrate those services presently available through the many agencies operating within the City;

to establish a better use of existing resources that at present are directed to sectors of the community which do not necessarily have the greatest needs.

The Community Centres recommended in Council's adopted Action Study 28 are multi-purpose, incorporating seven basic activities :-

- community health
- local social welfare
- child care
- children's creative learning
- library facilities
- activities centre
- convenience shopping

In addition, the Community Centre provides the ideal facility for education in community medicine, social work and child care, and therefore provision should be made for tertiary education staff accommodation and seminar rooms.

In order to develop a concept that could achieve these three basic aims, a flexible attitude to the needs of the communities within the City of Sydney is required. It is also necessary to avoid giving Community Centres an institutional identity.

Detailed studies have been made of the physical requirements of such a centre to examine whether it is feasible to have these activities functioning within the one complex, while at the same time achieving a local identity, a flexible delivery of services and an interaction of all the activities necessary to satisfy the needs of the local community.

To achieve a non-institutional identity for a Community Centre, while enhancing the physical interaction of the seven functions, requires imaginative architectural design. It demands also an understanding of the rapport necessary between the local community and the Centre for its successful operation. Such rapport would only result from a flexible and imaginative approach to the health and social welfare functions in the Centre.

To investigate the physical possibilities of establishing a Community Centre, a hypothetical site of approximately 7,000 square metres of land was assumed. A prototype design has been evolved, encompassing all the physical requirements and functions previously identified.

Council's staff is currently investigating sites for multi-purpose Community Centres in Darlinghurst and Surry Hills. Both have a population catchment of approximately 20 to 25,000 persons.



It is clear that the development of one Centre in either district in its entirety, in the short-term, would provide invaluable experience of the practical realities of the function of the Centre, to guide the future development of such facilities or policies elsewhere in Australia.

The estimated cost of each Community Centre is \$1.5 million and a submission has been made to the national and NSW Governments for financial assistance.

11C. Acquire sites for and seek Government financial assistance to build Child Care Centres in Cooper and Riley Streets, Surry Hills.

There are over 3,000 children in the 0-4 age group in the City of Sydney. About 1,000 of these children, excluding children in hospitals, live in Surry Hills. These comprise 30 to 40% of the total number of such children resident in the City.

Darlinghurst and North Newtown also have significant concentrations of children in this age group.

However, in any consideration of services and facilities for pre-school children, there is a need to evaluate the demand, particularly for child-care facilities, by the non-City resident. In existing child care facilities operating in the City, from 30 to 80% of the parents using them come from outside the City of Sydney.

There are eighteen existing child care facilities within the City of Sydney. Of these, eight are operated by the Kindergarten Union of NSW, two by the Sydney Day Nursery and Nursery Schools Association, and the remainder by other organisations, including the City Council (Maybank Kindergarten, Pyrmont; and the Women's Amenities Centre, Hyde Park).

Overall it would appear that the particular problems and needs of child care centres in the inner City are as follows :-

- the need to cater for non-resident demand;

- lack of knowledge by the public of the existence of local child care facilities within the City of Sydney;

- the needs of the working mother and of one-parent families, especially with regard to hours of operation, ancillary services such as counselling and provision of transport;

- minimal migrant use of facilities, which could be due to extended family networks.



The multi-purpose Community Centres proposed for Surry Hills and Darlinghurst should incorporate full day-care for pre-school children, conforming with the national Government's criteria for financial assistance. Facilities for the full day care of pre-school children must serve a cross-section of the age groups within the 0-5 year bracket.

The minimum building area needed for a child care centre will be approximately 700 square metres. A basic requirement will be central administration of both nursery and kindergarten. The provision of all meals in Council-owned child care centres could be from the Moore Park Meals-on-Wheels kitchen. Economies of scale and full use of the limited resources that are available both to Council and to all levels of Government would then be achieved.

The City Council has resolved to adopt a site in Cooper and Little Riley Streets, Surry Hills, as a planning proposal for two Child Care Centres, each for sixty children. The proposal involves the closing of parts of Little Riley Street and Cooper Street, for incorporation in the site. The proposal is contingent upon receiving national Government capital grants to cover the costs of land acquisition, building and equipment.

11D. Establish a pre-school mother-and-child leisure centre at Council's Moore Park Supervised Playground in conjunction with a physical education program for women.

The Council has identified needs within the City not only for full day-care for pre-school children but also for a facility to provide part-time day-care for pre-school children.

Such facilities would provide both creative learning and leisure activity for children in the 2-7 year age group, together with those mothers who may wish or could be attracted to participate.

The creative leisure and learning facility would provide a stimulus for socially repressed, and in some cases neglected children, exposing them to the experience of a wide range of creative learning situations which would prepare them for their subsequent educational program.

Within these socially depressed areas, parents and in particular single parents, may not wish to place their children in full day-care centres but will still seek a creative stimulus to compensate them for living in a multi-storied public housing estate, or sub-standard overcrowded accommodation.



If it is agreed that children over the age of ten are largely beyond the reach of such a preventative program, then priority should be given to the establishment and development of creative leisure and learning facilities directed towards those under the age of seven.

The Family Centre Project conducted by The Brotherhood of St Laurence indicates that a well designed remedial program with older children and adults can be successful.

A creative leisure and learning program would provide opportunities for the development of social skills. It would supplement the school syllabus in aiming to provide a general education for living. It would provide a stimulus or motivation for learning not encountered by many children in their home environment.

There is no known precedent for the physical requirements of such a Centre. It should be designed to accommodate up to 100 children. A tentative estimate of space required for indoor learning and leisure is 140 square metres, with an outdoor play space of 320 square metres. This facility may be operated by an organisation such as the Creative Leisure Movement or by Council itself. Staff is estimated at four permanent and four sessional.

To launch this experiment, the Council has approved in principle the remodelling of the Moore Park Supervised Playground, and is seeking funds for this purpose from the national and State Governments. The Council will also seek to establish a Pre-school Mother and Child Leisure Centre at this Playground, from 10 am to 12 noon during weekdays, in conjunction with a physical education program for women.

11E. Open a creative arts and leisure centre in Council's  
Community Hall at Greenknowe Avenue, Kings Cross.

The City Council operates six Activities Centres within the City. These provide leisure and recreation activities for aged residents, a hot midday meal and opportunities for social interaction and friendship that help to overcome the most significant social problem for this aged group, that of loneliness.

The programs offered by the Centres have not been attracting as many people as their buildings can accommodate. The Council's facilities have been under-used. The Council's Activities Centre in Greenknowe Avenue has a regular attendance of two to three hundred, yet about 2,600 aged people live in the area. The programs of activities for elderly people offered by the Centres can and should be diversified and extended.



There are also some hundreds of adolescents and teenagers in the Kings Cross and Potts Point/Elizabeth Bay Precincts. They have lacked a sufficient variety of active and creative leisure facilities after school hours and in the evenings. There is under-used space in the Greenknowe Avenue Activities Centre which could provide for their needs.

More emphasis should be placed on the multiple use of existing Council facilities.

Various sections of the local community would use a creative arts and leisure centre at different times of the day. For example, the time of use by aged people is generally from 9 am to 3 pm, while the prime time for adolescents would be from 4 pm to 7 pm and for older teenagers, 7 pm to 10 pm.

With the design and development of flexible programs within flexible spaces, the existing building can serve the needs of all these groups with ease. It could also attract local residents of other age groups, and should perform the important function of a local meeting place for local organisations.

11F. Create new "discovery" playgrounds throughout the City, and enhance the usefulness and attractiveness of existing Council playgrounds by redesigning and relandscaping them with financial assistance from Governments.

In 1971, there were 600 children in the 5 to 9 age group in Surry Hills. Other areas with much lesser but still significant numbers of such children are South Paddington, Darlinghurst, Chippendale, Kings Cross and Potts Point/Elizabeth Bay, Ultimo/Pymont, Camperdown and Newtown.

There are a number of existing unsupervised and supervised playgrounds for these children, particularly in Surry Hills.

But there are deficiencies and problems in all these Precincts. There are not enough playgrounds. There should be more, better distributed closer to children's homes, so that children can reach them without crossing major roads. Existing playgrounds are of an older vintage in design. They need imaginative remodelling and landscaping. New playgrounds should be of the "discovery" or "adventure" type.

The City Council is restricted by shortage of funds in buying sufficient sites for such new playgrounds. It can, however, readily create them on sites obtained by road closures.



In south Surry Hills, the closure of parts of Riley and Cooper Street will add to the size and safety of Eddie Ward Park abutting the high density Housing Commission development. This presently bare area has been designed to incorporate a "discovery" playground. A number of other street closures are planned in Surry Hills and other local Action Plans. In South Paddington, for example, five roads have already been closed and two "discovery" playgrounds are to be developed there.

The City Council should extend these initiatives throughout the City, creating new playgrounds and remodelling existing ones. Playgrounds in Prince Alfred Park and Pine Street, Chippendale, are scheduled for early remodelling, as soon as funds or grants are available.

11G. Seek to provide a bus service to bring most Meals-on-Wheels recipients to the nearest Council Activity Centre.

There are about 11,000 persons over the age of 60, about 20% of the resident population, in the City. These are most concentrated in :-

Kings Cross/Elizabeth Bay/Potts Point (2,649 persons);  
Surry Hills (2,009 persons); and  
Darlinghurst/Flinders Street (1,852 persons).

Council plays a major role in providing services and facilities to aged persons in the City of Sydney. These include the Meals-on-Wheels Service, Activities Centres, Home Help Service and the Beehive Industries Cooperative. Examination of the distribution of recipients of Meals-on-Wheels reveal certain anomalies. There was found to be a considerable intermixing and overlapping of individual rounds. The Millers Point Kitchen was distributing meals in Woolloomooloo, and the Woolloomooloo Kitchen was distributing meals to Potts Point and South Paddington. A plan for rationalisation is currently underway.

It may be that some of the recipients of Meals-on-Wheels may prefer to be brought by bus to a Council Activities Centre for their lunch, and/or for other purposes, thus adding a social dimension to the occasion, and helping to achieve fuller use of Council's existing Activities Centres. Council has, therefore, resolved to investigate the possibility of setting up a Meals-on-Wheels and Activities Centres bus service, for (a) transporting all Meals-on-Wheels recipients, except those who are infirm, to the nearest Council Activity Centre; and (b) transporting aged persons from Pyrmont to the Ultimo Activities Centre; from Darlinghurst to the Kings Cross Activities Centre; and Surry Hills to the Moore Park Activities Centre.



## Policy 12 - LEISURE AND LEARNING.

Strengthen the variety and balance of recreational, cultural and educational activities throughout the City.

The full implementation of this Policy lies mainly within the powers of a number of NSW State Government Ministers, their Departments and agencies.

The City Council's Parks and Recreation Department has worked quietly but consistently to increase and diversify the leisure uses of the City's parks and open spaces. The Council has widely extended the program of outdoor activities and entertainment in the City. The Martin Place Plazas are being increasingly used for open-air recreational and cultural functions. Many innovations have been introduced, and experiments conducted. This work should continue.

The Showground/Cricket Ground/Sports Ground complex is entirely outside Council's jurisdiction. However, as part of Council's action planning work for the adjoining residential precinct, Council's consultants have carried out a study of traffic in the area. The Council has consistently urged the renovation and redevelopment, by the relevant authorities, of the Showground/Sports Ground/Cricket Ground/Army Engineers Depot complex, within its own boundaries. The Council also continues to support action by State authorities to develop a major regional sporting centre outside the City at Homebush Bay.

The Council has prepared proposals for the development of a stadium and other facilities over the Central Railway Yards, but again, this area is beyond Council's jurisdiction.

It is still hoped that the Museum of Applied Arts and Sciences can be retained on a new site within the City despite proposals to relocate it at Ryde. In the Woolloomooloo Action Plan, for example, areas suitable for museums, technical and cultural institutions are being indicated. Decisions on these matters, however, are State Government responsibilities.

The City Council is still disturbed by the size and nature of State Government proposals for technical education complexes in the Ultimo Precinct. The Council believes that such facilities should not be centralised, but developed in sub-centres throughout the Region. The City Council is anxious to assist and cooperate with the State educational and hospital authorities in their planning within the City, and presses to be allowed to participate in this work.



The 1974-77 Action Priorities under Policy 12 - Leisure and Learning, are set out and discussed below.

12A. Continue to increase and diversify the leisure uses of the City's parks and open spaces in accord with the detailed recommendations of Council's adopted action plans.

The City of Sydney Strategic Plan in 1971 identified in general terms the need to achieve fuller and more diverse use of the City's parks and open spaces by the growing City workforce and metropolitan population. Emphasis was placed on the provision of a greater variety of leisure time activity than that then available. Much has been quietly achieved over the 1971-74 period by a multitude of minor innovations.

Exhibitions, functions, marches, ceremonies, demonstrations, band concerts, and the like, of the widest possible diversity, are scheduled regularly for the City's open spaces, plazas and parks.

Many innovations and experiments have been made to test public reaction. For example: a Lord Mayor's reception was held in Beare Park, Elizabeth Bay; a Craft Association mass public "quilting bee" was staged in Martin Place; a human-scale chess board and set was acquired for open-air use; new kiosks and flower stalls were introduced into the first Martin Place Plaza; a restaurant and amphitheatre are being built in the second Plaza. Seats, trees, fruit barrows, playgrounds and open-air eating facilities are being installed in a number of mini plazas created by street closures and roadspace reductions; and a strolling Jazz Band has made tours of the City parks. Innovations and experiments of this type should continue to be introduced.

Major new opportunities for new open-air leisure uses are being created, for example, by Council's plans for the extension of Eddie Ward Park and the Fitzroy Gardens. Eddie Ward Park in Surry Hills is presently bare, desolate and little used. Council is consolidating and enlarging it by closing parts of Riley and Cooper Streets, and plans to create such leisure uses as a playing field, children's "discovery" playground, basketball and tennis courts or similar amenities. Council plans to double the area of the Fitzroy Gardens in Kings Cross and this will create opportunities for a diversity of new leisure uses for residents and visitors alike.

12B. Support action by relevant bodies to redevelop for a wide range of leisure uses the area within the existing boundaries of the Sydney Showground, Army Engineers Depot, Cricket and Sports Grounds, with emphasis on providing carparking within those boundaries instead of in Moore Park.





The City of Sydney Strategic Plan in 1971 urged the integrated planning and redevelopment of this complex within its own boundaries. Since then, little appears to have been achieved by the relevant organisations and authorities, except for their acceptance of the City Strategic Plan's 1971 stricture that any proposals for this area "should avoid interference with or alienation of the City's largest parkland area, Moore Park."\*

In 1973, the City Council found it necessary to give high priority to the inclusion in its action planning program of a detailed Action Plan for the adjoining residential Precinct, abutting Centennial Park. Residents had protested against the scale of new residential buildings and against through-traffic. Council's consultants carried out a traffic study of the area and recommended that :-

- the Council's objective should be to reduce the disturbance to local residents caused by traffic attracted to major spectator events, without greatly reducing the operational efficiency of current traffic arrangements.
- any upgrading of the Showground facilities should be accompanied by the provision of additional parking within the Showground. This particularly applies to facilities expected to attract continuous numbers of visitors throughout the year.
- access to the proposed car park at the north end of the Showground should be from Moore Park Road.
- the Showground vehicular entrances and exits in Cook Road should be closed except during the Easter Show.
- the practice of parking on Moore Park should be reconsidered.
- it would be very difficult for the Showground to become self-sufficient in parking during the Easter Show, but if Moore Park were used for parking only once a year, its landscaping could be significantly improved.
- a policy of improving and publicising the bus services to the area, should be pursued and accompanied by a gradual reduction in parking spaces in the area.

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\* The City of Sydney Strategic Plan, 1971, p 137.



12C. Continue to support action by the "Citizens of Sydney 1988 Olympics Committee" to secure the 1988 Olympic Games for Metropolitan Sydney at Homebush Bay.

The City Council and the State Government have agreed to seek to stage the 1988 Olympic Games in the Sydney Region. The "Citizens of Sydney 1988 Olympics Committee" was established prior to 1971 with Alderman Nicholas Shehadie, OBE, as Chairman. The Committee has offices in the City Council's Queen Victoria Building.

The NSW Minister of Lands, quite independently of the City Council, in 1972 published a scheme for the future development of the Showground, Moore Park, Centennial Park, Queens Park and Randwick Racecourse areas. This scheme was rejected following public criticism and opposition.

The "Citizens of Sydney 1988 Olympics Committee" has recommended a site in Homebush Bay, close to the centre of gravity of the regional population, as being suitable for the development of Olympic Games facilities.

12D. Urge the provision of a multi-purpose indoor stadium, convention and other facilities over the Central Railway Yards, together with the modernisation of Central Station as a major transport interchange, in accord with Council's adopted Action Plan 22 of 1974.

In April, 1974, the City Council resolved to adopt and recommend to the relevant authorities a series of proposals for development over the Central Railway Station and Railway Yards, the City's largest transportation interchange. The Council believes that these proposals would contribute significantly to the City's diversity of community activities and facilities. They include :-

- a multi-purpose indoor stadium to seat up to 30,000 people;
- active and passive recreational areas, including an upgrading of the facilities in Prince Alfred Park;
- an hotel and convention facilities;
- residential accommodation;
- a major multi-mode transport terminal and interchange for the City;
- sufficient parking facilities to serve the uses set out above, but no commuter parking.



The City Council believes that the Central Railway Station could be transformed into a much more effective major multi-mode transportation interchange than it now is, and that the air space above such an interchange is a logical location for major visitor facilities such as a stadium and convention centre.

12E. Cooperate with Governments in improving existing and creating new museums of social, maritime, natural, scientific and technological history, and assist in finding a new site within the City for the Museum of Applied Arts and Sciences.

The City currently has a range of museums and similar facilities that help the City to fulfil its central educational and cultural role within the Sydney Region. However, much of the City's past is rapidly being swept away and this range of facilities should be broadened to emphasise the City's origins and its importance as the birthplace of the nation.

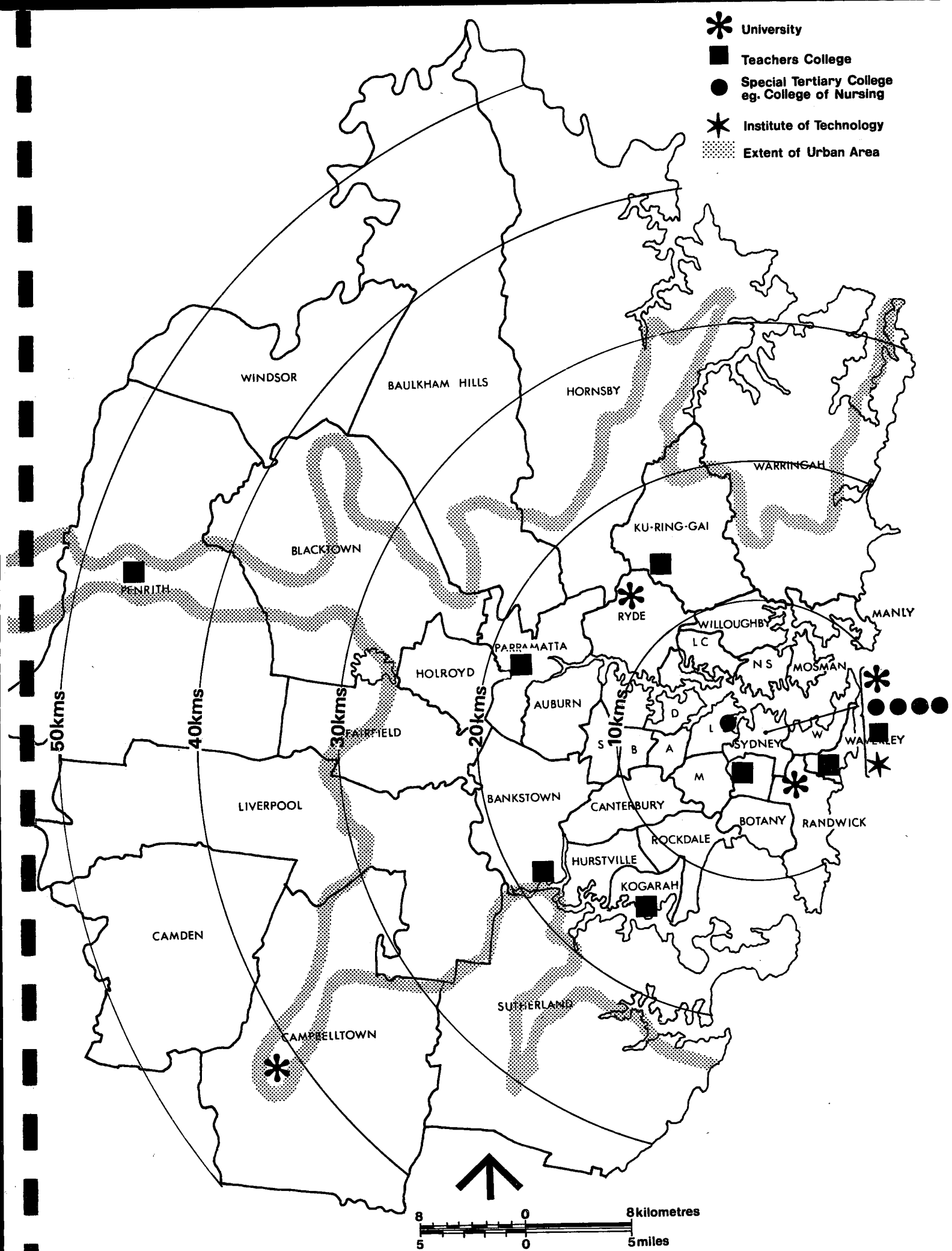
The Museum of Applied Arts and Sciences in the Ultimo Precinct has long needed to be rehoused on a new site. The existing building is cramped and outdated. The Museum may move to a suburban site at Ryde. However, it is considered that this unique cultural facility should be retained within the City where it is accessible to the largest number of people from throughout the Region and the State. It contributes to the City's diversity and enhances the City's role as the cultural centre of the Region. The Museum is also of value to the many disadvantaged children and young people of the City and inner-metropolitan suburbs.

The City Council hopes that the NSW Government may reconsider moving the museum to Ryde, and select a site within the City, possibly in Woolloomooloo, the Rocks, Ultimo, or elsewhere near Central Railway.

The Council acknowledges the good work of the Sydney Cove Redevelopment Authority in restoring historic areas in the East Rocks and seeking to create a Maritime Museum in Sydney Cove. The Council itself is engaged in detailed action planning for the preservation and restoration of the West Rocks.

12F. Continue to press for, and assist in, coordinated planning for City Precincts affected by the development of educational and medical institutions.

The City is already well supplied with tertiary education and medical institutions. It contains one University, an Institute of Technology, a Teacher's College and four special tertiary colleges (see figure 12.1). There are also three major general teaching hospitals, a major special



**Distribution of Existing and Planned Tertiary Education Facilities in the Sydney Metropolitan Area**



hospital for children and an eye hospital. A number of other important hospitals are clustered around the City in the inner metropolitan suburbs. The City Council is concerned by the tendency of such institutions to grow by taking over land which either already is, or could be, used for residential purposes thus either displacing City residents, or pre-empting new residential development, and diminishing the City's vitality and diversity. The Council is also concerned that any major further concentration of regional tertiary education facilities in the City will unnecessarily aggravate the City's existing traffic and transport problems.

Prior to 1971, it was understood that NSW State Government agencies were planning a technical education complex for Ultimo which might have accommodated 60,000 students. The City Council has strongly criticised and opposed this kind of over-centralisation. It has consistently urged that Ultimo be redeveloped for mixed development with a major residential component.

Over recent years, the plans for various educational institutions in Ultimo appear to have been somewhat reduced in scale. There are currently 65,000 tertiary students within the City. Growth of the NSW Institute of Technology is likely to increase these numbers by at least 7,000, whilst other planned growth (including that of the Sydney Technical College) could cause student numbers to reach 80,000 by the year 2000.

The City Council believes that the spread of metropolitan Sydney to areas beyond easy access to the City (such as suburbs west of Parramatta), points to the need for decentralisation of tertiary institutions. The City Council should continue to press its views.

There is now a need for a comprehensive re-examination of the future of Ultimo and adjacent areas in the light of the 1974-77 Action Priorities under Policy 6 - Roads, of the City of Sydney Strategic Plan. These call for the reduction of areas reserved in and around Ultimo for future freeway routes and interchanges.

The City Council has also protested against plans for the expansion of the Sydney Teacher's College in the Newtown Precinct, which threaten to displace residential development.

The City Council had traditionally not been consulted, let alone permitted to participate in the planning of major institutions within the City. The examples of Ultimo and Newtown, however, demonstrate the need for the City Council to press for, and assist in, coordinated planning for City Precincts affected by the development of such institutions.



## FOURTH OBJECTIVE

## ENVIRONMENT

# ENVIRONMENT

CONSERVE, ENHANCE AND IMPROVE THE PHYSICAL ENVIRONMENT OF THE CITY

### Policy 13 - PRESERVATION

Incorporate powers and procedures in new environmental management law for the preservation of places of environmental significance.

#### ACTION PRIORITIES 1974-77

A. Request the NSW Government to enact legislation empowering Council to control the demolition of buildings.

B. Continue Council's widely representative Preservation Advisory Committee to assist Council in finalising a Register of Places of Environmental Significance, to the conservation of which Council will direct particular effort or types of action.

C. Devise practical and equitable long-term measures and procedures to ensure the conservation and maintenance of Registered Places of Environmental Significance.

D. Continue to approve the transfer of permission to build floor space from the site of a Registered Place to other approved sites in return for acceptable guarantees of the conservation of the Registered Place, and seek the initial capital necessary to establish a "bank" to buy and sell rights to such transferable permissions to build floor space.

E. Restore, and rehabilitate for new uses, the Queen Victoria Building after it is vacated by the move of Council staff to the new Town Hall House.

F. Incorporate, in draft legislation prepared pursuant to Policy 3 - Law, powers and procedures for the conservation of places of environmental significance.

### Policy 14 - URBAN DESIGN

Improve all aspects of the appearance of the City, emphasising Sydney's unique topography and character.

#### ACTION PRIORITIES 1974-77

A. Preserve and enhance Harbour views, emphasise the City's natural topography, and protect and enhance the drama of the City's skylines, by encouraging the erection of the tallest buildings along ridges, and restricting the heights of buildings on slopes and valleys leading to the Harbour.

B. Complete and adopt Heights of Building Control Maps showing the maximum permissible heights of building in relevant areas.

C. Refine and improve urban design review procedures established pursuant to Action Priority 14C of 1971 to control the effects of major developments and public works on townscape and amenity, with particular attention to effects on wind, temperature, daylight, sunlight, glare and shadow.

D. Continue to redesign and replace unsatisfactory street furniture throughout the City, including litter bins, shelters, street signs, kiosks, seating, bollards, tree guards, paving, steps, ramps and handrails.

E. Take initiatives to coordinate the work of the Public Transport Commission, the Sydney County Council, traffic control authorities and the PMG in efforts to integrate with the streetscape those elements of street furniture and equipment for which those authorities are responsible.

F. Enhance the City with sculptures, fountains and flowers wherever they can be enjoyed by the public.

### Policy 15 - OPEN SPACE

Preserve, improve and enlarge the amount of open space available to the public.

#### ACTION PRIORITIES 1974-77

A. Expand, enhance and link the City's network of boulevards, foreshore promenades, plazas, malls, parks and playgrounds in accord with the detailed recommendations of Council's adopted action plans.

B. Enlarge Fitzroy Gardens across and onto the south side of Elizabeth Bay Road.

C. Press for the return of Garden Island for public recreation in accord with Council's adopted Action Plan 18 of 1974.

D. Accelerate the program of planting large-scale trees in City streets to create boulevards from the Town Hall to Fitzroy Gardens along Park Street, William Street and Darlinghurst Road; along Liverpool and Oxford Streets, linking Hyde Park to Taylor Square; along Wentworth Avenue, Elizabeth and Chalmers Streets, linking Hyde, Belmore and Prince Alfred Parks; along Broadway, linking Belmore and Victoria Parks; and along Harris Street linking Broadway to the foreshore at Johnston's Bay.

E. Coordinate action to create a plaza at Circular Quay, and a continuous foreshore promenade from Dawes Point around Sydney Cove to Woolloomooloo; investigate the feasibility of promenades on other sections of the City's foreshores.

F. Refine and strengthen requirements for on-site usable landscaped open space in predominantly residential City Precincts.

### Policy 16 - POLLUTION CONTROL

Incorporate powers and procedures in new environmental management law for the control of noise and other pollutant emissions.

#### ACTION PRIORITIES 1974-77

A. Enforce Council's adopted 1974 code of standards governing the emission of noise from demolition and construction activities within the City, and progressively increase restrictions year by year.

B. Prepare and adopt a code of standards for sound insulation in buildings and their mechanical equipment, additional to the minimum requirements of building regulations.

C. Prepare and adopt a Noise Control Code specifying maximum permitted noise emissions in particular localities within defined periods; and request the NSW Government to enact enabling legislation.

D. Urge the State Pollution Control Commission, the Public Transport Commission and the Department of Motor Transport to enforce reductions in the emission of noise and atmospheric pollutants from all motor vehicles, with particular attention to PTC buses.

E. Encourage the use of modern multi-stage, pollution-free incinerators, and the recycling of heat energy from such installations.

F. Continue to improve City refuse collection; eliminate messy street garbage deposits by insisting on the use of approved garbage containers.

G. Exercise Council's anti-litter powers with vigour.



## Policy 13 - PRESERVATION

Incorporate powers and procedures in new environmental management law for the preservation of places of environmental significance.

On 23rd February, 1971, the City Council convened a widely representative conference at the Sydney Town Hall and established the Council's Preservation Advisory Committee, with membership drawn from all relevant interest groups urging preservation and from representatives of the owners of buildings and places likely to be affected. This was a pioneering step.

The City Council, with the help of its Preservation Advisory Committee, has since worked to implement the 1971 Action Priorities of the City of Sydney Strategic Plan, specifically to :-

"Prepare and adopt a Register of places and structures to the preservation of which Council will direct particular effort and types of action;

"Seek to include, in the definition of 'development' in the Statutory Planning Scheme Ordinance, the demolition of structures listed in Council's Preservation Register;

"Investigate the legality and practicability of incorporating, in the City's development control codes, provisions and conditions under which Council may permit the transfer or sale of permissible Floor Space, from the site of a place or structure listed on Council's Preservation Register, to other approved sites, in return for acceptable guarantees of the preservation and maintenance of the listed place or structure; and

"Investigate practical measures to strengthen the unique character of the following historic areas: The Civic Precinct of the Town Hall - Cathedral - Queen Victoria Building; Martin Place; the Macquarie Street Governmental Precinct; Macquarie Place and Bridge Street; the West and East Rocks; Victoria Barracks; Darlinghurst Courthouse and Gaol; and the terrace house residential clusters of Paddington and Surry Hills. "

The Council now has a carefully researched draft Register of Places for preservation, but because absolutely no progress has been made in State legislation, Council is still frustrated by its lack of legal power to act to guarantee the preservation of places on this Register. Thus, the most urgent Action Priority for 1974-77 is to "request the NSW Government to enact legislation empowering Council to control the demolition of buildings".

This is a first and relatively simple priority. However, the City's heritage can only be fully protected by the incorporation, in completely new comprehensive legislation for planning and environmental management, of a wide



range of powers and procedures for conservation, allied with financial assistance and tax incentives from State and national Governments.

In the absence of any such action by State or national Governments, the City Council has taken whatever initiatives it could. The Council's 1971 Floor Space Ratio Code was the first of its kind in Australia, and the first also to provide for the transfer of development rights, to other sites in the City, from places which should be preserved. The Council has since used this technique to help preserve three buildings - the old NSW Club in Bligh Street, the CML Building in Martin Place, and the old ANZ/Clunes terraces in Macquarie Street.

The 1974-77 Action Priorities under Policy 13 - Preservation, are set out and discussed hereunder.

13A. Request the NSW Government to enact legislation empowering Council to control the demolition of buildings.

Despite the widely acknowledged need for preservation of individual buildings of architectural and/or historic significance within the urban environment, Council currently has no power to prevent demolition of buildings. Although under the City of Sydney Planning Scheme Ordinance, consent is required from Council for any "development" within the City, the definition of development (from Section 342T of the Local Government Act) has been accepted in law as not including demolition of structures.

The City of Sydney Planning Scheme does allow for the preservation of "places of scientific or historic interest", but such places are required to be proclaimed by the Governor, a power which has only been used sparingly in the City because owners can demand that proclaimed buildings be fully acquired, and the necessary finance is not available.

It would be both simple and effective to widen the definition of 'development' either in the Act or in the City Scheme Ordinance to cover the demolition of any existing structure. The 1974 Report of the Committee of Enquiry into the National Estate states that "planning legislation should provide irrevocably binding conservation controls wherever appropriate" and "the demolition of ... buildings ... warranting conservation ... should be subject not only to general planning controls but to interim prohibitive controls". The NSW Government must now act to remedy the situation.

13B. Continue Council's widely representative Preservation Advisory Committee to assist Council in finalising a Register of Places of Environmental Significance, to the conservation of which Council will direct particular effort or types of action.

The Committee's terms of reference have been to assist and advise Council to devise practical measures to preserve unique and historic places and structures. The basic task has been to draft a Register of such places.





Seven selection criteria, originally defined in 1971 by the City Strategic Plan, should be applied in finalising such a Register :-

Does the place have strong historic associations with great people or significant events in the City's growth?

Does the place have intrinsic merit and is it commonly agreed to be a work of art in itself, that enriches the environment, or is it held in high public esteem or sentiment?

Does the place display craftsmanship and technology of intrinsic interest?

Do groups of buildings, spaces, and areas have such a particular relationship with each other that they form a public amenity, such as a pedestrian precinct, and should not be destroyed?

Is the place a notable example of a particular style or period and important for general educational, architectural or archaeological reasons?

Does the place reflect accepted standards of the time, such as is indicated by architectural or other awards?

Is the place part of the open space structure of the City, or important for land form, built form, silhouette or landscape?

A broad list of 178 places worthy of consideration was published in 1971. This has since been carefully refined, and a draft Register is now ready for final consideration for adoption by Council.

The Preservation Advisory Committee also plays a role in Council's program of public participation in City planning. The range of its membership includes representatives of the National Trust and a number of other bodies with similar interests, government authorities, property owners and investors. The Committee members have met with Resident Action Groups, societies, institutes and civic groups, and have sought, received and studied representations from them, as well as from individuals. The over-riding concern of residents groups is the preservation of middle and low income terrace housing in the City, and its rehabilitation and restoration. Council's Action Plans for a number of Precincts have recommended that many such terraces be rezoned Residential 2(g) (conservation).



13C. Devise practical and equitable long-term measures and procedures to ensure the conservation and maintenance of Registered Places of Environmental Significance.

13D. Continue to approve the transfer of permission to build floor space from the site of a Registered Place to other approved sites in return for acceptable guarantees of the conservation of the Registered Place, and seek the initial capital necessary to establish a "bank" to buy and sell rights to such transferable permissions to building floor space.

Since 1972, the Builders Labourers Federation has banned work on the demolition of a large number of City buildings, some for social reasons, others because of their historic, architectural or environmental significance. These bans have certainly been effective in underscoring the 1971 recommendations of the Council's City Strategic Plan that orderly and equitable new preservation measures and procedures are urgently needed.

Such measures and procedures are needed in two fields.

The first comprises new planning and development control powers for Council. The second comprises a range of tax concessions and incentives for the preservation and restoration of registered places by their owners, and of financial grants by Governments for the acquisition and restoration of registered places by the Council and/or bodies such as the National Trust.

The implementation of Action Priorities 13A and 13B would (a) give Council the right to refuse consent for the demolition of any building, or to attach conditions to consent for any demolition work; and (b) arm Council with a Register of Places which should be preserved. It would, however, be neither practical nor equitable for Council simply to refuse consent for the demolition of a Registered Place, without offering to acquire the place or else to allow transfer of its development potential and relief from rates and taxes based on valuations of that potential.

The value of the development potential of a site may be defined as the value of permission to build a certain additional amount of floor space on it. If permission to build such amount of floor space is transferred, by sale or otherwise, from the site of a Registered Place to one or more other sites, then the site of the registered place ceases to have development potential. As a condition of sale or transfer of such development potential, the owner of a Registered Place can reasonably be required to enter into such legal agreements as may be necessary or expedient to guarantee its preservation.

The City Council should continue to refine the many detailed complexities of this basic concept already embodied in Council's Floor Space Ratio Code.



Experience of its operation over the 1971-74 period demonstrates that the supply of and the demand for the transfer of development rights to build floor space are rarely in precise equilibrium at any one time in any particular Precinct of the City. This indicates the need for a "banker" to stabilise the market in rights to build floor space, buying such rights to build certain areas of floor space, from those wishing to and permitted to sell them, and reselling them in differently sized parcels to developers of other sites wishing to and permitted to buy the rights to build certain quantities of additional or bonus floor space. The City Council would be the logical choice of authority to manage such a "floor space rights" bank. However, initial capital would be needed to launch such a bank. The Council should prepare and submit, to State and national Governments a case for funds for this purpose.

There are a number of other measures recommended by the 1974 Report of the Committee of Enquiry into the National Estate as being functions of the National Estate Commission proposed to be established by the Australian Government. These merit strong support by the City Council. They include :-

- "Policies for the conservation of buildings should be flexible and directed to the preservation of groups of buildings or areas, as well as to particular examples, or examples of typical buildings.
- "Conservation of buildings and urban areas should be by acquisition and planning controls, with financial assistance for restoration, and taxation incentives.
- "Control of appearance by tree preservation and planting, street furniture, undergrounding of electric and other services will require grants...
- "Low interest loans to owners or resident building cooperative societies may be needed to preserve the social character of urban areas being rehabilitated...
- "The pressure for redevelopment in conservation precincts and areas should be eased by a strict policy as to the site ratio allowed for any redevelopment. (Note: This is already being implemented by the City Council).
- "Planning legislation should provide irrevocably binding conservation controls wherever appropriate.
- "Governments should use acquisition of buildings as a conservation method of last resort and limit this to buildings of real importance whose conservation cannot be ensured in any other way.



"Governments should establish special funds to deal with urgent conservation cases and on-going funds to finance or subsidise acquisition and other necessary conservation work.

"Amendments of the law relating to covenants and easements.

"Legislation should provide special statutory techniques so that owners can attach any kind of conservation obligation, whether positive or restrictive, to their land, enforceable by a government, a public or local authority or a national trust.

"The demolition of all buildings of historic or other importance or otherwise warranting conservation should be subject not only to general planning control but to interim prohibitive controls.

"Used with caution, the technique of transferring development rights or of granting development bonuses is suitable for central business areas in the larger cities.

"Planning controls should not give any entitlement to compensation except in the case of properties reserved for public use or public purposes.

"The public should be involved in planning procedures at all stages but local residents' views should not necessarily be regarded as decisive.

"Planning schemes should always have as their primary object the preservation and if possible enrichment of the quality of life of residents and others using the planned area. "\*"

With respect to Commonwealth Taxation, the Report suggests, inter alia :-

"Deductions for the capital costs of restoring buildings, and for costs, attributable to their age, or repairing them, could encourage citizens to conserve the National Estate...

"The Gift Duty Assessment Act should be revised to provide clear exemptions from duty of conservation property gifts to the Commonwealth, State, a local government body or the Australian Conservation Foundation...

"Rating systems could provide relief in cases where properties are held to be part of the National Estate, (a) by exempting from rates land and buildings whose preservation for National Estate purposes is legally secured, (b) by altering the basis of rating valuations, or

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\* Report of the Committee of Enquiry into the National Estate, 1974, p 339.



(c) by ensuring that planning schemes contain restrictions on the use of the relevant land and buildings which will be reflected in their valuation. The Australian Government should use what avenues are open to it to persuade the State to take steps in relation to rating systems to encourage the conservation of the National Estate...

"The Australian Government should encourage the States to amend their legislation on land tax, in the same way as in respect of rates. "\*"

The Report finally recommends :-

"that it should be competent for local governing authorities to seek help from the Australian Government through the Grants Commission for extra costs incurred in taking special measures to conserve and present the National Estate;

"that the Grants Commission should obtain advice from the National Estate Commission where help of this kind is sought;

"that local governing authorities should be able to approach the National Estate Commission for help with particular projects. "\*\*"

The City Council should pursue the implementation of these recommendations and suggestions with State and national Government.

13E. Restore, and rehabilitate for new uses, the Queen Victoria Building after it is vacated by the move of Council staff to the new Town Hall House.

In adopting the 1971 Action Priorities of the City of Sydney Strategic Plan, the City Council resolved to preserve and restore the Queen Victoria Building (owned by Council) for a series of new uses. It was then stated :-

"The QVB is a Sydney City Council creation. It was designed by Council's own City Architect, George McRae, in 1893, and the foundation stone was laid on July 29, 1896 by the Lord Mayor.... The QVB remains a bulwark of the Midtown Hub Precinct between the St James and Town Hall Stations. The QVB can be linked by pedestrian arcades under surrounding streets, to Farmers, Centrepoint, David Jones and St James Station, and to Walton's, Woolworths and further uptown through Town Hall Station and Council's proposed sunken plaza between the Town Hall and St Andrew's Cathedral.

"Architecturally and structurally, the building lends itself to restoration under magnificent domes, containing galleries and arcades of small shops like the world famous Galleria of Milan.... Shopper car parking could be provided in the basements.

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\* Ibid, pp 344, 345.

\*\* Ibid, p 347.



"Conservation of the fabric of the QVB could permit Council to study the feasibility of restoring it for a number of new uses, one being as the City's multi-purpose centre for community activities. Moderate and low rent office space for community organisations, places for meetings, and an improved Municipal Library with audio-visual facilities, can also be provided in the centre."\*

Since 1971, the QVB has been used by Council for many of its own offices, pending completion of the new Town Hall House offices at the rear of the Town Hall. After the QVB is no longer required for Council offices, complete restoration can begin. This will depend upon the availability of finance. Requests for financial assistance should be pursued by Council with the national Government.

13F. Incorporate, in draft legislation prepared pursuant to Policy 3 - Law, powers and procedures for the conservation of places of environmental significance.

The City Council should seek inclusion of the following features in legislation for environmental planning and management and the new City statutory planning scheme called for under Policy 3 - Law .-

The City Council, as the development control authority for the City, should be required and empowered to prepare and regularly revise, a formal Register of Places of Environmental Significance within the City. Legislation should specify that such places may include land, water, buildings, structures, trees or other objects or groups of such objects within defined curtilages, deemed to be places of historic, architectural, scenic, scientific or other environmental significance.

The registered places should be described and defined as areas of land precisely delineated on a set of maps formally adopted by resolution of Council.

No person should be permitted to alter a registered place in any way except with the consent of the City Council.

The City Council should not consent to any alteration to a registered place unless or until Council is satisfied that it is desirable for the protection, conservation, maintenance and enhancement of the registered place.

The City Council should consent to the transfer to other sites within the City of the floor space which would, under the Council's Floor Space Ratio Code, and except for the fact of registration, have been allowed to be built on the site of the registered place. Such consent to transfer rights to build

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\* The City of Sydney Strategic Plan, 1971, p 133.



floor area should be conditional upon legal agreements guaranteeing the protection, conservation, maintenance, and where appropriate, enhancement of the registered place.

Such transferred rights to build floor area should be accepted up to the limit of bonus floor space ratio awardable on any other site in the City.

Owners of registered places should be required to reasonably protect such places from fire, vandalism or theft. It should be an offence not to do so, or to damage, either wilfully or through negligence, such registered places.

During the time that any land is included within the defined boundaries of a registered place, such land shall, for all valuations for rating or taxing purposes, be assessed having regard only to its existing use, without regard to any potential value it may have for any other use, or redevelopment of any kind.

These provisions are incorporated in the draft City of Adelaide Environment Bill, currently being considered by the Adelaide City Council and the Government of South Australia. They are worthy of careful consideration in the drafting of new environmental management legislation for NSW, and in the preparation of a new statutory planning scheme for the City.



## Policy 14 - URBAN DESIGN

Improve all aspects of the appearance of the City, emphasising Sydney's unique topography and character.

The City of Sydney Strategic Plan in 1971 stressed that :-

"The most dramatic contributors to the identity and character of Sydney are embodied in the City's natural environment - the harbour setting, the ridges and valleys, creating opportunities for places and buildings with magnificent views... The indented foreshore and adjacent ridges should not be built out by tall buildings in the lowlands. Topography and foreshore should be strengthened by a complementary man-made environment, not a conflicting one.

"Careful development controls are essential to ensure that a 'good-neighbour' policy is followed to prevent ultimately self-defeating uncontrolled growth where each site developer seeks to maximise his views without regard to the effect on views from other sites.

"Continuing attention to the details of urban design is essential to ensure that Sydney's built environment does not deteriorate as the City develops over time, but that it is actually improved."

These principles have been interpreted and applied in a number of Action Plans. For example, it has finally been accepted that building heights should be kept low in the Woolloomooloo valley.

The Council's City Planning and Building Department is still evolving new and more sensitive techniques of evaluating development applications and their environmental impact. The new planning and environmental management legislation foreshadowed under Policy 3 - Law, should clarify and strengthen Council's powers to control development in terms of townscape, and effects on patterns of wind, temperature, daylight, sunlight and shadow.

The City Council has introduced new designs for those elements of street furniture for which it is responsible, such as kiosks, flower stalls, seating, bollards, tree planters, and paving, in Martin Place and in a number of other places throughout the City. It is now appropriate that the Council should take initiatives to stimulate improvements in the design and arrangement of items of street furniture and equipment controlled by other authorities.

Finally, the Council should now turn its attention once again to the further enhancement of the City by sculptures, fountains and flowers.

The 1974-77 Action Priorities under Policy 14 - Urban Design, are set out and discussed hereunder.





14A. Preserve and enhance Harbour views, emphasise the City's natural topography, and protect and enhance the drama of the City's skylines, by encouraging the erection of the tallest buildings along ridges, and restricting the heights of buildings on slopes and valleys leading to the Harbour.

14B. Complete and adopt Heights of Building Control Maps showing the maximum permissible heights of building in relevant areas.

Council's 1971-74 action planning program has considered desirable building height controls in a limited number of Precincts. In eastern Precincts north of Oxford Street, these have tended to follow the principle of stepping down from the ridges to the valleys and harbour foreshores. However, this principle cannot be slavishly followed. Local conditions and existing development, in relation to specific sites and their environs, need to be taken into account.

Questions of what height controls apply to particular areas and sites are the subject of much uncertainty and confusion. There is no consistently accepted definition of how to measure or regulate height - whether by reduced level above Standard Datum, height above ground level, or number of storeys - and whether measurements are to the ceiling of the topmost habitable storey, or the highest point of any structure.

In this situation, the Council, the Height of Buildings Advisory Committee, the Minister, and the Local Government Appeals Tribunal exercise a multitude of discretionary powers in arbitrary ways in individual cases. The environmental results are chaotic.

The City Council should take the initiative in resolving this confusion by preparing well thought out, consistently defined and expressed height control policies and maps for relevant parts of the City.

14C. Refine and improve urban design review procedures established pursuant to Action Priority 14C of 1971 to control the effects of major developments and public works on townscape and amenity, with particular attention to effects on wind, temperature, daylight, sunlight, glare and shadow.

This has been the subject of Action Plan 20, still in the course of preparation by Council's City Planning and Building Department. Improved methods of evaluating development applications and their environmental impact are gradually being evolved, but much remains to be done to collate, integrate, define and apply the townscape and amenity concepts for particular areas which have been derived from a number of precinctal Action Plans.



Council increasingly uses scale models, and a form of environmental impact analysis, in its development control procedures. Extensive discussions are held with developers and architects concerning the possible urban design implications of projects, both during the design period and before the granting of Development Consent.

Nevertheless, development control is still limited, and arbitrary with respect to the townscape, amenity and microclimatic effects of proposed developments.

The extent of Council's powers in these matters is only vaguely expressed by Clause 32 of the City of Sydney Statutory Planning Scheme Ordinance, and the necessity to refer so many Development Applications to the State Planning Authority and the Height of Buildings Advisory Committee, and the narrow interpretation put on Council's powers by the Local Government Appeals Tribunal under existing legislation, are all sources of additional confusion and uncertainty.

These matters can only be resolved fully by the preparation of a new type of statutory planning scheme, called for by Action Priority 3C under Policy 3- Law.

14D. Continue to redesign and replace unsatisfactory street furniture throughout the City, including litter bins, shelters, street signs, kiosks, seating, bollards, tree guards, paving steps, ramps and handrails.

14E. Take initiatives to coordinate the work of the Public Transport Commission, the Sydney County Council, traffic control authorities and the PMG in efforts to integrate with the streetscape those elements of street furniture and equipment for which those authorities are responsible.

14F. Enhance the City with sculptures, fountains and flowers wherever they can be enjoyed by the public.

A number of excellent examples of a well-designed and coordinated items of new street furniture elements have been introduced into the City by the Council since 1971.

The special character and identity of the first Martin Place Plaza and the first series of low-cost streetscape improvements elsewhere throughout the City, is due in large measure to new types of paving, litter bins, specially designed seating arrangements, lighting, kiosks, flower stalls, bollards, tree planter boxes, and landscaping. Similarly, the uniqueness of the Dixon Street "chinese" environment has been reinforced by the introduction of special wall-mounted litter bins and hanging lanterns.



The staged program of action to transform Darlinghurst Road under Action Priority 8B, will provide a magnificent opportunity to introduce an unique array of street furniture elements appropriate to this entertainment area.

The City Council has thus taken the initiative and begun to improve the design and arrangement of those items of street furniture for which it is responsible. It should continue to extend this work throughout the City and to redesign more such elements.

However, there is another great disarray of items of street furniture and equipment for which a series of other authorities are responsible. These include bus stops, bus shelters, traffic signals and signs of all types, power poles, telephone booths, and so on. In aggregate, these contribute to visual blight and pedestrian discomfort. The problems of rationalising, simplifying and rearranging all of this equipment is a long-term, complex task. Council should take further initiatives to assist and seek to coordinate the work of all authorities responsible for "things in the street".

As well as improvements in such functional elements of the street scene, there are many opportunities to enrich the visual and environmental quality of the public domain with sculpture, fountains and flowers.

The new design of the traditional flower stalls in Martin Plaza, the introduction of colourful flower beds and planter boxes in a number of successfully implemented street closures elsewhere, as well as on the facades of the Town Hall itself, has begun to enhance an otherwise grey urban landscape, and given it more human scale.

A waterfall is being built in Martin Place, which will also offer sites suitable for major pieces of sculpture. Other opportunities to enhance the City with sculptures, fountains and flowers will occur, for example, in the new square between Town Hall and St Andrew's Cathedral, in Macquarie Place, around the foreshores of Sydney Cove, in Alfred Street, Circular Quay, in Railway Square, and in Eddie Ward Park and the extensions to Fitzroy Gardens.

These visual elements contribute greatly towards making the City a more humane and meaningful place to live and work in, enriching the experience of residents, workers and visitors alike.



## Policy 15 - OPEN SPACE

Preserve, improve and enlarge the amount of open space available to the public.

A major element of all the action planning work initiated by Council since 1971 has been to seek out and identify, within each Precinct, the particular open space needs of residents of all age groups, as well as of workers and visitors, and to identify as many opportunities as possible to meet these needs. The detailed evaluation of demographic characteristics in each precinctal Action Plan has led to greater insight into and understanding of the particular open space needs of each Precinct.

In a built-up City, the provision of new open space bristles with difficulties. However, on the basis of its detailed action planning work, Council now has a considerable number of specific recommendations, grounded in detailed study and analysis, to preserve, improve and enlarge existing open spaces and create new ones throughout the City.

The City Council's work under this Policy covers the widest possible range, from the day-to-day tasks of continuing maintenance and gradual improvement of existing open spaces; through small, short-term projects such as low cost streetscape improvements and tree planting which can be done entirely by Council within its existing powers; medium-term, more complex schemes such as the Martin Place Plazas, the extension of Fitzroy Gardens and the consolidation and enhancement of Eddie Ward Park; to long-term, ambitious projects of great magnitude and complexity, requiring the agreement and assistance of many authorities, such as the transformation of Circular Quay, the creation of harbourside promenades, Council's proposals for the William Street Boulevard, and for the eventual phasing out of the Garden Island Naval Dockyard for redevelopment as a major Harbourside recreation space.

The Council should strive to coordinate all these separate projects to achieve a City-wide system of linked open spaces, so that the whole gradually becomes greater than the sum of its parts.

This extension and linkage of the City's open space, tree planting and pedestrian network is by its very nature a detailed, incremental and long-term, staged program of planning and action. Major projects within the program, and the long-term program as a whole, will require financial assistance from State and/or national Governments, and longer term capital budgeting as called for under Policy 4 - Finance.

The 1974-77 Action Priorities under Policy 15 - Open Space, are set out and discussed hereunder.



15A. Expand, enhance and link the City's network of boulevards, foreshore promenades, plazas, malls, parks and playgrounds in accord with the detailed recommendations of Council's adopted action plans.

The period 1974-77 should see the completion of many specific projects for open spaces recommended by Council's adopted Action Plans, and the planning of more such projects for completion in the 1977-80 period. The Council should consider ways and means of integrating such a rolling program of open space projects with longer term capital budgeting techniques recommended under Policy 4 - Finance.

Despite the presence of major parks on the edges of the Central Spine District, the City needs more smaller open spaces inside the commercial Precincts themselves, for use by City workers, shoppers and visitors.

The progressive extension of the Martin Place Plazas from George to Macquarie streets is a prime example of what is needed. Opportunities should be sought to link these Plazas as continuously as possible by tree-planted footpaths, other plazas, arcades, footbridges and subways to Wynyard Park, the Domain, the proposed King Street-St James plaza, and Hyde Park, as well as the rest of the evolving Central Spine pedestrian network.

Some of these links can be provided by the Council directly by partially closing streets such as Wynyard Street. Developers should continue to be required to provide such links and spaces in their own projects. There is a great need for careful development control to coordinate and integrate the detailed design, paving and planting of such links and spaces.

The 19th century street networks of the fringe commercial, industrial and residential Precincts are being completely reviewed and can be substantially reduced by detailed replanning to reduce the dominance of the motor vehicle.

Council should continue to convert redundant road space, and parts of areas where redevelopment is occurring (such as Woolloomooloo, Ultimo, the East Rocks, West Surry Hills, Flinders Street) for a variety of new open spaces. These should include major new parks as well as extensions to existing ones, and mini or pocket parks, particularly adjacent to existing schools and activities centres, or the proposed new community centres.

The longer term possibilities of major new parks on the sites of the present Darling Harbour Rail Yards and the Garden Island Dockyard, should be kept in mind.



15B. Enlarge Fitzroy Gardens across and onto the south side of Elizabeth Bay Road.

The small park known as the Fitzroy Gardens is at the centre of the Kings Cross and Potts Point/Elizabeth Bay Precincts of the City. It is the only park in Kings Cross. It is too small for the heavy use it receives from residents, and visitors from all parts of Sydney Region, Australia and overseas.

Under the Kings Cross Action Plan adopted by Council in October, 1974, the Fitzroy Gardens are to be virtually doubled in size, by extension across Elizabeth Bay Road onto a large, currently vacant site (see figure 15.1). The Council has commenced proceedings to acquire the necessary land.

The new Kings Cross road tunnels will soon divert much through-traffic from the Precinct. Traffic in Darlinghurst Road, the busy entertainment spine of Kings Cross, can be further reduced by linking Ward Street into Elizabeth Bay Road to provide a subsidiary bypass on the eastern side of the Precinct. A perimeter car park can be built under part of the new parkland (see Action Priority 7D). Darlinghurst Road itself can then be given over in stages to pedestrian use (see Action Priority 8B), to create a lively mall from William Street to the Fitzroy Gardens. This series of proposals integrates a large number of Policies and Action Priorities which the Council has been striving to implement for some years. It will not be inexpensive, but can be executed in stages. Provision for it should be made in Council's capital budgeting programs pursuant to Policy 4 - Finance.

15C. Press for the return of Garden Island for public recreation in accord with Council's adopted Action Plan 18 of 1974.

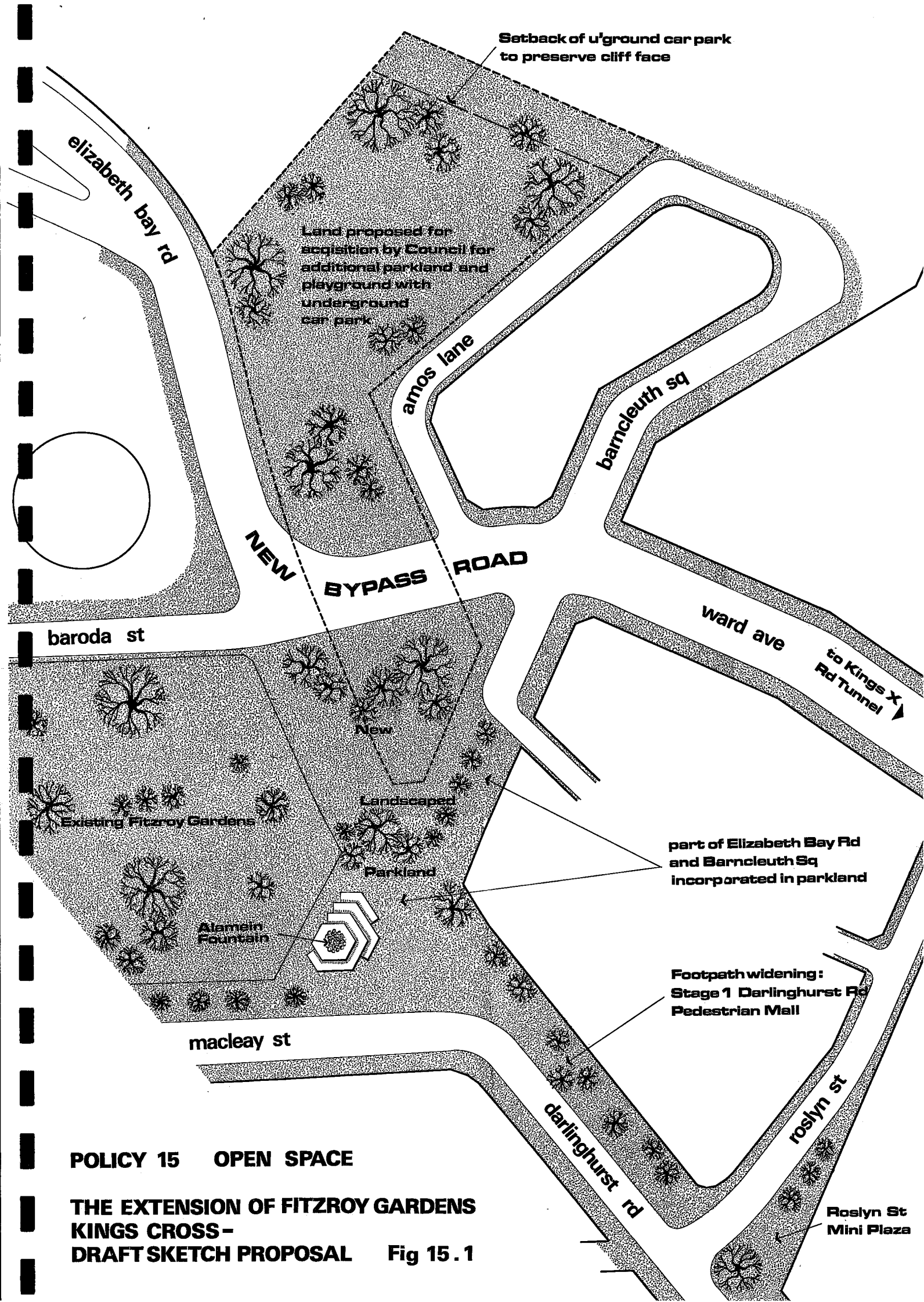
In 1971, the City of Sydney Strategic Plan stated :-

"It is not too much to hope that one day the Commonwealth Government will agree to phase out the naval dockyard at Potts Point and Garden Island, and re-locate these facilities elsewhere on the Australian coastline. Removal of this inappropriate complex would allow the Dockyard site to be incorporated into the Sydney Harbour National Park, and transformed for public recreation and marina uses."\*

In April, 1974, Council formally adopted an Action Plan for Garden Island, illustrating how the Dockyard could be so transformed into one of the most magnificent waterside parks in the world. Council should persevere with this proposal, seek the support of public opinion, and continue to recommend it to the State and national authorities.

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\* City of Sydney Strategic Plan, 1971, p 155.



Setback of u'ground car park  
to preserve cliff face

elizabeth bay rd

Land proposed for  
acquisition by Council for  
additional parkland and  
playground with  
underground  
car park

amos lane

barncleuth sq

NEW  
BYPASS ROAD

baroda st

ward ave

to Kings X  
Rd Tunnel

Existing Fitzroy Gardens

New

Landscaped

Parkland

Alamein  
Fountain

part of Elizabeth Bay Rd  
and Barncleuth Sq  
incorporated in parkland

Footpath widening:  
Stage 1 Darlinghurst Rd  
Pedestrian Mall

macleay st

darlinghurst rd

roslyn st

Roslyn St  
Mini Plaza

**POLICY 15 OPEN SPACE**

**THE EXTENSION OF FITZROY GARDENS  
KINGS CROSS -  
DRAFT SKETCH PROPOSAL**

**Fig 15.1**



15D. Accelerate the program of planting large-scale trees in City streets to create boulevards from the Town Hall to Fitzroy Gardens along Park Street, William Street and Darlinghurst Road; along Liverpool and Oxford Streets linking Hyde Park to Taylor Square; along Wentworth Avenue, Elizabeth and Chalmers Streets, linking Hyde, Belmore and Prince Alfred Parks; along Broadway, linking Belmore and Victoria Parks; and along Harris Street linking Broadway to the foreshore at Johnston's Bay.

One of the ambitious 1971 concepts of the City of Sydney Strategic Plan was that of using major street plantings of large-growing trees to create a City-wide network of "green links" or boulevards.

These were envisaged as important unifying features of the City's overall visual image, linking, wherever possible, the City's few large open spaces such as Hyde, Moore, Victoria, and Belmore Parks.

The concept called for the widening of footpaths and the planting of large-growing trees along such major existing routes as Park and William Streets and Darlinghurst Road between the Town Hall and the Fitzroy Gardens; Oxford and Flinders Streets, between Hyde Park and Moore Park; Wentworth Avenue, Elizabeth and Chalmers Street, between Hyde Park and Prince Alfred Park; the to-be-widened Cleveland Street between Moore Park and Victoria Park; and Broadway, between Belmore Park, Victoria Park and the University of Sydney.

There has so far been only minor progress with these proposals. Action Plans for a William Street Boulevard, a Darlinghurst Road mall and for Oxford Street have been prepared. But the demands of traffic using the City's major arteries are very great. Relief bypass roads have not been built, and the planned widenings of other arteries, which could allow for major tree plantings, are only proceeding slowly.

The City Council should nevertheless pursue these proposals, and should liaise with the Department of Main Roads to ensure that widened footpaths and/or medians suitable for the planting of large-growing trees are provided in long-term plans and designs for the widening of existing major routes, and the opening of new ones. The setting of building frontage lines should also be re-examined with the needs of street-tree planting in mind.

Close liaison should also be maintained with the Sydney County Council, to expedite the complete undergrounding of electricity cables throughout the City, so as to eliminate a further barrier to effective street tree planting. Liaison with other utility authorities should be directed to ensuring that the locations of underground services are coordinated to permit street trees to flourish without inference with or by underground pipes, cables and ducts.





15E. Coordinate action to create a plaza at Circular Quay, and a continuous foreshore promenade from Dawes Point around Sydney Cove to Woolloomooloo; and investigate the feasibility of promenades on other sections of the City's foreshores.

There are few places in the world which can offer such a rich experience, in a fifteen to twenty minute stroll, as can Sydney Cove. The historic wharves and shipping activity near Dawes Point, Police boats, international liners, the rehabilitated Rocks area, the ferry, hydrofoil, hovercraft activity, the Opera House, are all attractions currently available.

Progress has been made with this Action Priority since 1971. The major step forward has been the opening of the Opera House, which provides a magnificent waterfront promenade around Bennelong Point. The City Council has planted an avenue of mature trees along the eastern side of Sydney Cove leading to the Opera House, and is liaising with the Maritime Services Board on the planning and design of a waterfront promenade and restaurant along this eastern side, as proposed in 1971 by the City of Sydney Strategic Plan. \*

The Sydney Cove Redevelopment Authority, on the western side of Sydney Cove, has planned a new waterfront plaza at Campbell's Cove incorporating the historic sailing ship, the 'James Craig', and outdoor restaurants. The Customs House at the Quay is to be preserved, and hopefully restored as a Maritime Museum by the national Government.

Proposals and plans for a plaza at Alfred Street, Circular Quay, the head of Sydney Cove, have been under continuous study by a large number of authorities since 1962. The Quay is a symbolically important gateway to the City but the renovation of Alfred Street presents a host of difficult traffic problems.

The City Council believes that great improvements can be made by transforming a portion of Alfred Street for pedestrian use and enjoyment, providing safe and comfortable pedestrian access across it; reorganising vehicular traffic patterns, and reorganising access to buses, taxis and ferries.

All of these proposals should be pursued and carried out in stages so as to create a continuous Harbourside promenade from the historic West Rocks, around Dawes Point and Sydney Cove, around the Botanic Gardens and Domain to Woolloomooloo Bay.

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\* City of Sydney Strategic Plan, 1971, p 157.



15F. Refine and strengthen requirements for on-site usable landscaped open space in predominantly residential City Precincts.

Much can be done to improve the appearance of the City by insisting on landscaping around buildings. In business areas this will be an integral part of the design of plazas and other spaces. In the residential areas it can be achieved by the enforcement of residential development control codes specifying minimum requirements for a percentage of the area of each site to be naturally planted and landscaped.

Planners are increasingly recognising that in the framing of codes to control residential development, it is less important to control the maximum coverage of the site by buildings than it is to control the minimum percentage of the site which must be naturally planted and landscaped. Such 'landscaped open space' excludes all driveways, car parking, clothes drying and other service spaces. The positive emphasis on landscaping, rather than the negative emphasis on site coverage, allows greater freedom to architects to design low-rise yet high density clusters of town houses, while fully protecting the public interest by requiring adequate landscaping on development sites.

These principles have been embodied in the Council's new Residential Development Control Code, prepared by Council's consultants as part of the 1971-74 action planning program.



## Policy 16 - POLLUTION CONTROL

Incorporate powers and procedures in new environmental management law for the control of noise and other pollutant emissions.

Pollution control in New South Wales is coordinated by the State Pollution Control Commission under the Minister for Planning and Environment, who is also responsible for the Metropolitan Waste Disposal Authority.

The City Council can contribute to the control and reduction of three basic types of pollution. These are noise pollution; air pollution; and waste pollution. The problems of water pollution are outside the Council's jurisdiction.

The major problems of noise pollution in the City are: noise from demolition and construction equipment and activities; noise transmission within buildings; noise emissions from land uses; and noise created by traffic. The City Council itself can play a role in setting standards for, and policing controls over, the first three of these. It can seek to reduce traffic noise nuisances by striving to divert heavy traffic flows around, rather than through, Precincts.

The major problems of air pollution within the City are: air pollutants emitted by motor vehicles, particularly buses; and air pollutants and heat energy emitted from buildings and land uses, by such things as incinerators and air conditioning equipment. The City Council has no power over vehicles, but can contribute to the control of buildings and land uses.

The major types of waste pollution are: garbage and trade waste from buildings and land uses; and the littering of streets and public places by their users. The City Council bears a considerable series of responsibilities for garbage collection, street cleansing and litter prevention.

It is only in recent years, and most particularly since the adoption of the 1971 Action Priorities of the City of Sydney Strategic Plan, that the City Council and Local Government generally has begun to tackle problems of noise and air pollution.

In these relatively new fields of pollution control, the most efficient division of duties between State and Local Government has yet to be evolved. Some performance standards for pollution control (such as maximum levels of noise emission) may be set for new buildings and changes of use by conditions attached to development and building consents. This should be studied in conjunction with the new legislation and the new statutory city plan foreshadowed under Policy 3 - Law.



The NSW Government has been considering legislation for noise control for some years, but the Government's intentions are not presently known. Noise control legislation needs to be integrated with legislation for urban planning and development control.

Meanwhile, the City Council has itself proceeded to implement the City Strategic Plan's 1971 Action Priorities on noise control, under its existing powers.

The Council's first step was to arm itself with a detailed scientific survey of actual noise levels at 102 locations throughout the City at various times of each day of the week during different periods of the year. This work was carried out by Council's consultants using acoustic measuring equipment purchased by Council, and is now being continued by the City Health Department.

The 1974-77 Action Priorities under Policy 16 - Pollution Control, are set out and discussed hereunder :-

16A. Enforce Council's adopted 1974 code of standards governing the emission of noise from demolition and construction activities within the City, and progressively increase restrictions year by year.

The Council has implemented a 1971 Action Priority by adopting, in July, 1974, a Code for the Control and Regulation of Noise on Building Sites. This Code was prepared by a sub-committee of Council officers under the chairmanship of the City Medical Officer. It is to be enforced under Council's powers to attach conditions (including conditions regarding equipment used and hours of building) to Development Consents and Building Applications under the Local Government Act.

The Code encompasses two broad principles. First, each item of noise-emitting equipment used on a construction site in the City after July 1, 1975, must possess a Certificate of Acoustic Performance, in accord with the decibel (dBA) maxima specified by the Code. Secondly, construction sites will be acoustically checked to ensure that the total noise emitted by all machinery on the site does not exceed decibel maxima specified for particular times of day, days of the week and type of surrounding area.

The Council is seeking legal advice on Council's powers to control noise from equipment used in public streets, not yet covered by the Code.

The decibel maxima of the 1974 Code, and its enforcement date of July 1, 1975, have been set in order to give the owners of costly existing equipment time to adjust to the new standards. The Council should now consider fixing and announcing in advance progressive reductions of decibel maxima over future years.



16B. Prepare and adopt a code of standards for sound insulation in buildings and their mechanical equipment, additional to the minimum requirements of building regulations.

People are becoming more and more disappointed with the degree of noise control in new buildings, both residential and commercial, due to the increasing use of light-weight forms of construction as a means of reducing building costs, and the increase in noise created by an affluent, technological society. Such problems have been clearly recognised in other advanced communities, where for many years vigorous action has been under way.

The new Ordinance 70 (Building) to the NSW Local Government Act gives some guidance regarding noise control in buildings. Part 52, 'Noise Transmission', lays down certain requirements in buildings of three or more storeys, and containing flats. A further provision allows a Council to apply the requirements to similar buildings of less than two storeys.

Ordinance 70 refers mainly to the acoustical performance of those walls and floors which divide tenancies. A system of rating these parts of the structure for their insulation against air-borne noise is used.

Ordinance 70 is nevertheless inadequate to assure satisfactory living conditions. It refers only to buildings containing two or more flats. Commercial buildings are not considered. Wall insulation standards are too low, and limited in application. Furthermore, it is considered highly desirable to specify the overall noise reduction between tenancies rather than the performance of specific items, such as walls and floors. Greater attention is also warranted to the matter of impact sound transmission than is given in Ordinance 70.

It is likely that the most valid reason for the lag in Australian legislation, and for the paucity of guidance in such documents as Ordinance 70, is the lack of appropriate standards and Codes of Practice.

It is recommended, therefore, that Council prepare, adopt and enforce a Code for Noise Control in Buildings. There is excellent precedent for this course of action, in the Ventilation Code prepared and adopted by Council. This latter Code has, in a most valuable way, not only governed ventilation standards, but has also provided guidance which is either lacking from other sources, or would be difficult to search out.

Such a Code could be amended should the Standards Association of Australia produce a Code containing different provisions. In all likelihood, the SAA would prefer to base its publication on one already in practical use.



16C. Prepare and adopt a Noise Control Code specifying maximum permitted noise emissions in particular localities within defined periods; and request the NSW Government to enact enabling legislation.

The Council has made representations to the Government through the Department of Local Government on various occasions since November, 1965, for the enactment of special legislation for the control of all aspects of environmental noise. The Government is understood to be considering draft enabling legislation, but the Government's intentions are presently not known.

Meanwhile the City Council, pursuant to 1971 Action Priority 16C of the City Strategic Plan, is working on the problem of evolving a Code of environmental noise standards which could be applied to defined Precincts or parts of precincts of the City, regulating the maximum permitted noise emissions from sources within each area. Such Codes are being devised and introduced in other Cities - one example is the comprehensive 1972 Noise Control Code of the City of New York.

The Council's ability to prepare such a Code, and its ability to measure and judge complaints about noise have been greatly strengthened by the equipment, skills and knowledge acquired by the City Council from the Council's comprehensive City Noise Survey carried out since 1971.

The Council should now continue to prosecute the work of monitoring City noise and of drafting the Code of environmental noise standards.

Such a Code would then be ready for implementation under powers expected to be granted by enabling legislation.

The City Council should press the State Government to release and discuss the details of proposals for such legislation believed to have been drafted by State agencies. The Council is in a position to be helpful to the Government in the framing of such legislation.

16D. Urge the State Pollution Control Commission, the Public Transport Commission and the Department of Motor Transport to enforce reductions in the emission of noise and atmospheric pollutants from all motor vehicles, with particular attention to PTC buses.

The Council has legally no direct control over noise and air pollution arising from public transport and private motor vehicles.

The control of air pollution, caused by the emissions of air impurities from motor vehicles, is set out in detail in regulations under the Clean Air Act, previously administered by the Health Commission, now administered by the State Pollution Control Commission under the Minister for Planning and Environment.



The Council cooperates with the Air Pollution Branch of the State Pollution Control Commission. The Council's Health Department monitors both noise levels and atmospheric pollution from motor vehicles in the City.

The long term reduction in noise and air pollution from new vehicles requires action by international and national authorities to regulate the standards of manufacture of new engines.

Information currently available in respect of the control of noise emissions from motor vehicles indicate that, as from July 1, 1974, a compliance plate must be fitted by the manufacturer to all new vehicles prior to registration. This plate will indicate that the vehicle complies with the various Design Rules issued by the Australian Department of Transport. The Rule relevant to this Action Priority are Nos 26 and 27 - Vehicle Emission Control and No. 28 - Motor Vehicle Noise.

Present information indicates that the Australian Motor Vehicle Certification Board, Department of Transport, would be the responsible authority for approving the fitting of such compliance plates to vehicles.

However, these national controls will only slowly take effect over the long term. The City Council should urge the relevant State authorities to enforce more immediate reductions in noise and air pollution from existing vehicles using City streets.

The City Council should seek action by the State Pollution Control Commission, the NSW Department of Motor Transport, and/or the NSW Police Department, to set and enforce more rigorous standards, not only for private motor vehicles but particularly for Public Transport Commission buses.

Vehicle noise and air pollution can be reduced by the proper maintenance of engines, special exhaust silencers and modified engine cowlings. These things can be done directly by the PTC for buses, and can be regulated through annual inspections of each private vehicle prior to renewal of each vehicle's registration by the Department of Motor Transport.

The on-street control of vehicle noise and air pollution is primarily a matter for enforcement by the Police. However, practical measuring techniques and standards which can be used at the kerbside must be found and applied.

The City Council and the Police Department could cooperate in experiments to create "quiet zones" in particularly sensitive areas of the City, such as the vicinity of the Royal Prince Alfred Hospital on Missenden and Salisbury Roads, Newtown. Press publicity and street warning notices should be used. The worst traffic noise offenders could be checked with kerbside equipment, temporarily detained and given warnings or defect notices. It is recommended that Council initiate action on such an experiment.



16E. Encourage the use of modern multi-stage, pollution-free incinerators, and the recycling of heat energy from such installations.

Incinerators have been and continue to be a matter of frequent concern to Council. Both their design and their manner of operation govern the degree of nuisance they create.

No locally designed, relatively simple incinerator, which will not cause smoke and fumes at least some of the time, seems to be available.

Council's present policy in regard to the disposal of household wastes and certain commercial wastes, by incineration, is generally not to accept proposals to use this method within the City of Sydney. Council has approached the Minister administering the Clean Air Act, requesting the issuing of an Order under the Act, to provide Council with additional powers to control and regulate incineration in proclaimed areas in the City.

The Health Commission of NSW issued details of an incinerator system which could comply with the NSW Clean Air Act. This is a fairly elaborate device, and there are evidently no examples of it in local operation.

Waste incinerators of the same general design are commercial available in the USA, where it appears they are widely and successfully used. In some forms, waste heat recovery is made easy, by well engineered additions to the basic unit. Incinerators of such advanced design should be considered for local application.

A particular use of such incinerators is the handling of restaurant refuse; this could be of great interest in the City, where the disposal of this waste by regular garbage collection practice is far from satisfactory. The elimination of unsightly and often odorous cans of waste from the footpaths would represent a very real step forward.

Other specific installations, such as pathological furnaces in institutional buildings, hospitals, and universities need special consideration.

16F. Continue to improve City refuse collection; eliminate messy street garbage deposits by insisting on the use of approved garbage containers.

Refuse collection and street cleansing in the City of Sydney is highly efficient. It is carried out during the night hours, and few are aware of its real significance and achievements.





The successful introduction of Gulley Adductors, and the Council's development of a specialised machine for cleaning footpaths, are matters for congratulation. These Council achievements should be better publicised. This could help persuade people to be tidier. Littering now starts almost immediately cleansing operations finish, to the dismay of Council's staff.

However, at night, the footpaths of the City present a most distasteful display of smelly and untidy garbage put out for collection. Too wide a variety of receptacles is being used. These include regular metal and plastic cans, some without lids, plastic bags, paper cartons, and in some cases, nothing at all. Council should enforce more sanitary, tidier and standardised presentation of refuse by occupiers for collection.

Consideration should be given, particularly in large buildings, to methods which present refuse in some form of standard container so that the labour intensive section of the work is reduced. Modern compactors can be equipped with either winching or lifting systems, which will handle containers between 2 and 8 cubic yards. Such forms of packaging and compaction would enable a more efficient pick-up of the material.

These and other methods of improving City refuse collection are being pursued by the City Cleansing Department.

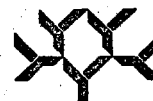
The Metropolitan Waste Disposal Authority, charged under the Waste Disposal Act, 1970, with the overall metropolitan responsibility for refuse management, has drafted a plan for the short term (1975-78), and is now working on a long term plan. Close liaison between Council officers and the Authority would be of great value, providing the means for more rapid and effective solutions to the many problems in the field of refuse handling.

Overseas developments in the handling of solid and liquid wastes should continue to be given close attention. Much valuable work is under way, and advantage should be taken of this.

16G. Exercise Council's anti-litter powers with vigour.

The City Council's street and footpath cleansing work each night is rapidly spoilt each morning by the laziness of individuals who discard scraps of litter and by material dropped from vehicles. Increasingly, old cars are also being abandoned on City streets.

The Council provides footpath litter bins. However, the old green, triangular-topped receptacles are not attractive or easy to use. Council's consultants have produced prototypes of new litter bin designs. These should be installed throughout the City as soon as possible.



There remains the problem of educating or persuading the public not to litter public places, and to reinforce this by enforcing prohibitions against littering.

Council should launch a publicity campaign to raise public consciousness of the litter problem. However, at the same time, Council's existing anti-litter powers under the Local Government Act should be more vigorously enforced.

Council is empowered to appoint persons authorised to issue "on-the-spot" tickets imposing fines on litterers. However, Council has authorised few inspectors, and many people give false names and addresses when accosted. Practical solutions to these problems should be found. For example, Council could authorise many more of its existing staff, or all types, to impose on-the-spot fine tickets. More stringent requirements for identification could also be imposed. The assistance of other authorities could also be sought. Finally, it may prove necessary to request stronger powers under amending legislation.



## ANNEXURE A

THE COUNCIL OF THE CITY OF SYDNEY  
COUNCIL'S ACTION PLANNING PROGRAM TO JULY, 1974

Number and Title	Project Director
Action Plan 1 <u>William Street Boulevard</u> Adopted by Council on 15th December, 1969	Bruce Mackenzie Mackenzie & Associates
Action Plan 2 <u>Low Cost Streetscape Improvements</u> Adopted by Council on 27th November, 1972	Brian Griffin Clarke Gazzard Pty Ltd
Action Plan 3 <u>Wynyard Pedestrian Network</u> Adopted by Council on 8th November, 1971	Peter Keys Urban Systems Corporation in association with McConnel Smith & Johnson and W.D. Scott Pty Ltd
Action Plan 4 <u>Western Perimeter Car Parks</u> Adopted by Council on 3rd July, 1972	Peter Casey Urban Systems Corporation in association with McConnel Smith & Johnson and W.D. Scott Pty Ltd
Action Study 5 <u>Information Systems</u> Adopted by Council on 8th July, 1974	Kerry Nash City Planning and Building Department
Action Plan 6 <u>Central Spine Pedestrian Network</u> Received by Council on 8th July, 1974	Barry Young MSJ Keys Young Pty Ltd
Action Plan 7 <u>Woolloomooloo Precinct</u>	Rodney Jensen City Planning and Building Department in association with Clarke Gazzard Voorhees and Ancher Mortlock Murray and Woolley

Three Alternative Plans Exhibited.  
Public comments now being studied in conjunction with State and  
National Government authorities.



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Number and Title

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Project Director

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Action Plan 8  
Kings Cross Precinct

Ken McDonald  
Urban Systems Corporation

Received by Council on 27th May, 1974

Action Plan 8A  
Elizabeth Bay/Potts Point Precinct

Ken McDonald  
Urban Systems Corporation

Interim Report completed

Action Plan 9  
Ultimo Precinct

James Colman  
James Colman Pty Ltd

Interim Report completed

Action Plan 10  
Pymont Precincts

Terry Byrnes  
Wellings Smith & Byrnes Pty Ltd

In the course of preparation

Action Plan 11  
West Surry Hills Precinct

Peter Lindwall  
Urban Systems Corporation

Adopted by Council on 27th May, 1974

Action Plan 12  
Surry Hills Residential Village  
Precinct

Peter Lindwall  
Urban Systems Corporation

Adopted by Council on 27th May, 1974

Action Plan 12A  
Flinders Street Precinct

Ken McDonald  
Urban Systems Corporation

in the course of preparation

Action Study 13  
Preservation

Peter Keys  
MSJ Keys Young Pty Ltd

Interim Reports completed



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**Number and Title****Project Director**

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Action Plan 14  
Transportation Planning for East  
Sydney

Peter Casey  
Clarke Gazzard Voorhees

Adopted by Council on 8th July, 1974

Action Plan 15  
Oxford Street Precinct

David Briggs  
Development Planning & Research  
Associates

Interim Reports completed

Action Plan 16  
Darlinghurst Precinct

Steven Wanat  
UDPA Planners

Adopted by Council on 22nd July, 1974

Action Plan 16A  
Stanley Street Precinct

Rodney Jensen  
City Planning and Building Department  
in association with UDPA Planners

In the course of preparation

Action Plan 17  
Newtown Precinct

Doug Daines  
City Planning and Building Department

Adopted by Council on 8th April, 1974

Action Plan 18  
Garden Island

Doug Daines  
City Planning and Building Department

Adopted by Council on 8th April, 1974

Action Study 19  
City Boulevards

Rodney Jensen  
City Planning and Building Department

In the course of preparation

Action Study 20  
Urban Design Controls

Rodney Jensen  
City Planning and Building Department

In the course of preparation

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**Number and Title**

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**Project Director**

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Action Plan 21  
Camperdown Precinct

In the course of preparation

Kerry Nash  
City Planning and Building Department

Action Plan 22  
Central Railway Precinct

Adopted by Council on 8th April, 1974

Doug Daines  
City Planning and Building Department

Action Plan 22A  
The area bounded by Chalmers,  
Elizabeth and Cleveland Streets

In the course of preparation

Kerry Nash  
City Planning and Building Department  
and City Engineer's Department

Action Study 23  
Residential Development Control  
Code

Completed and being considered in conjunction with the 1974 FSR Code

Bill Dale  
Urban Systems Corporation

Action Plan 24  
Martin Place - Pedestrian Plazas,  
George to Macquarie Streets

Adopted by Council on 20th November, 1972

Don Gazzard  
Clarke Gazzard Pty Ltd

Action Study 25  
Noise & Pollution Control

City-Wide Noise Survey completed

Code for Control of Noise on Building Sites adopted by Council on 22nd July, 1974

Roger Wilkinson  
Carr & Wilkinson

Action Plan 26  
South Paddington Precinct

Adopted by Council on 18th December, 1972

Doug Daines  
City Planning and Building Department



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**Number and Title****Project Director**

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Action Study 27  
Street Furniture and Council Signs

Brian Griffin  
Clarke Gazzard Pty Ltd

Part completed.

New litter bin design adopted by Council on 8th April 1974.

Action Study 28  
Community Services

Kerry Nash  
City Planning and Building Department

Adopted by Council on 24th June, 1974

Action Plan 29  
West Rocks Precinct

Kerry Nash  
City Planning and Building Department

Received by Council on 22nd July, 1974

Action Plan 30  
Moore Park/Centennial Park  
Precincts

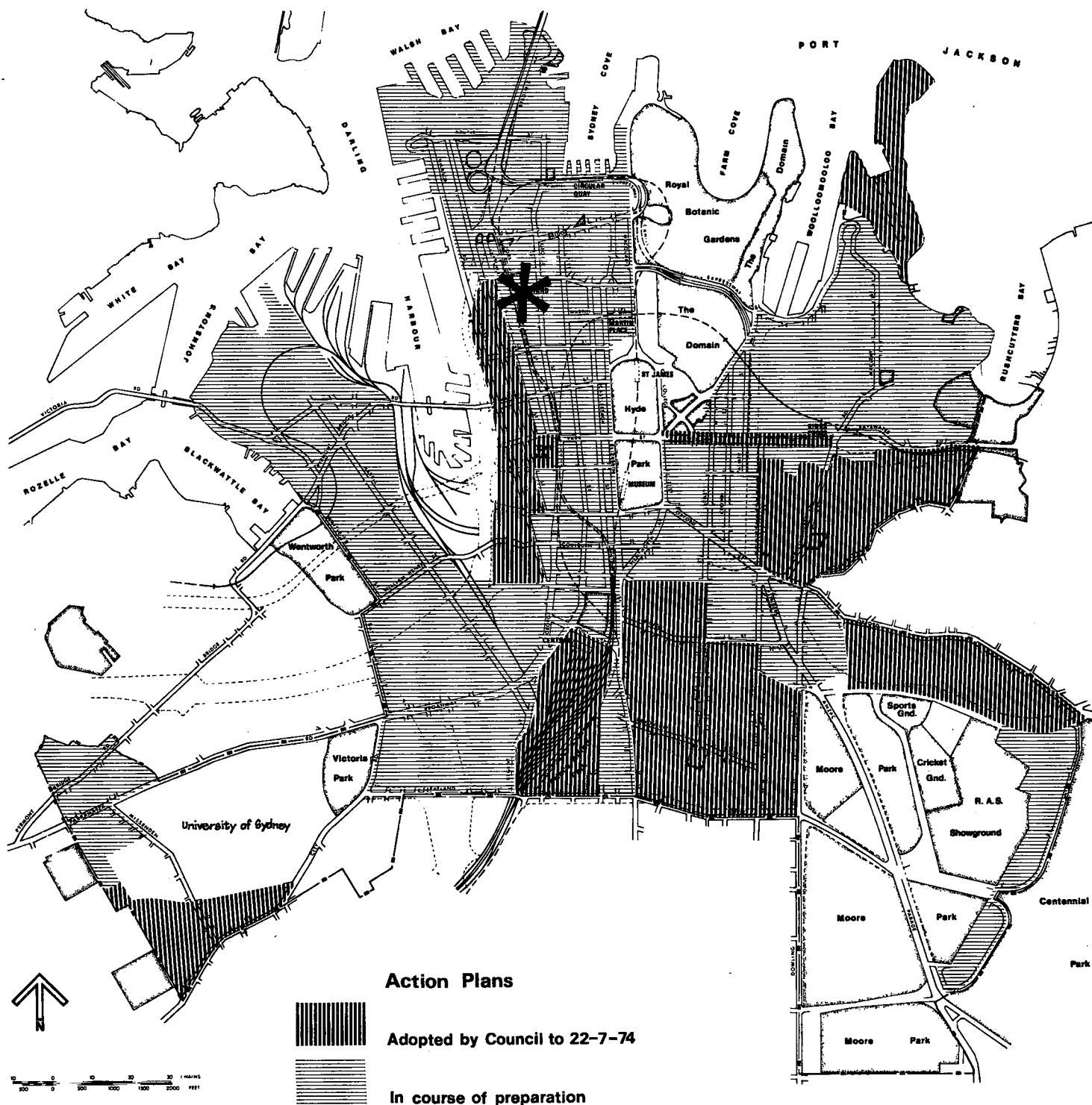
Kerry Nash  
City Planning and Building Department  
in association with Clarke Gazzard  
Voorhees

In the course of preparation. Traffic Study completed.

Action Plan 31  
Chippendale Precinct

Kerry Nash  
City Planning and Building Department

In the course of preparation



The star indicates the Wynyard Pedestrian Network Action Plan adopted by Council on 8.11.71.

Note: This map does not indicate 6 other formally adopted action plans which deal with information systems, community services, transport planning, streetscape improvements, street furniture and noise control on construction sites, which are not specific to individual Precincts.

## Areas covered by Council's Action Planning Programme 1971-1974 **ANNEXURE 'A'**

**figure A1**





## SUMMARIES OF SOME EXAMPLES OF ACHIEVEMENTS AND PROGRESS IN COUNCIL'S 1971-74 ACTION PLANNING PROGRAM

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### Action Plan No. 2 — LOW-COST STREETScape IMPROVEMENTS

Status : Physically completed or under construction

The recommendations of Action Plan No. 2 have been adopted and are now being implemented. The first low-cost streetscape projects to be constructed are RICHARD JOHNSON SQUARE (corner Hunter and Bligh Streets) and the widening of the southern footpath of ROSLYN STREET, Kings Cross.

The former is designed to provide more pedestrian space for casual use at a busy city intersection where footpaths are crowded. This has been achieved by eliminating unnecessary roadway.

The latter is designed to provide more pedestrian space by reducing the roadway to a uniform width. The additional footpath width allows for tree planting with seating and space for a fruit barrow, a poster pole and for tables and chairs outside the restaurant.

Many more projects are either commencing construction, designed and awaiting construction, or currently being designed. A large number of new projects are in the concept stage. All are designed for the specific needs of the area in which they are situated.

In some projects, such as in PARKHAM STREET, Surry Hills, and GIPPS STREET, Pyrmont, the closure of a short section of street can provide a small area of hard paving with trees and seats for rest and recreation with an adventure or "discovery" playground for children. Other projects enlarge existing landscaped reserves such as MACQUARIE PLACE, FARRER PLACE, BEARE PARK, MACLEAY RESERVE and THE GREENKNOWE AVENUE RESERVE by reducing the carriageway and rationalising traffic flow.

### Action Plan No. 3 — THE WYNYARD PEDESTRIAN NETWORK

Status : Formally adopted by Council, 8th November, 1971, and being implemented in stages.

The Wynyard Pedestrian Network was the first part of the overall City network to be planned.

The network consists of overpasses, underpasses, arcades, plazas or terraces, and minor lane closures. In general, the network radiates from Wynyard Station into the surrounding area to improve connections to and from the station. It links the Sydney Cove Redevelopment Authority area from the Harrington Street Mall, through the Qantas Plaza, Lang Park and Wynyard Park to Martin Place. It inter-connects major redevelopments in the area. It links proposed future fringe parking stations near the Western Distributor into the Central Spine of the City.

The plan is progressively being implemented by Council imposing conditions on all development consents, requiring parts of the network to be built as part of all relevant new projects.

#### Action Plan No. 24 - MARTIN PLACE

Status : First plaza built, between George and Pitt Streets.  
Three more plazas being built up to Elizabeth Street.  
Two final plazas designed, up to Macquarie Street.

The second stage of the transformation of Martin Place to a series of pedestrian precincts has commenced with construction of the amphitheatre and entrance to the new Martin Place underground railway station. Construction work will flow on to the restaurant and waterfall later in 1974.

The amphitheatre is oval shaped, with tiered seating all round. It is designed to provide a suitable stage for public performances by drama groups, school children during Education Week, ethnic dance groups in national costume, public relations and educational exhibits such as fire prevention by the Fire Brigade, etc. When not in use by performers a decorative fountain will become the visual focus.

Unlike the amphitheatre, which is cut into the slope, the restaurant is on a raised terrace and has a semi-circular waterfall at the Pitt Street end. The sides of the terrace are stepped for seating and planting boxes. The restaurant has an enclosed section, an open dining terrace adjacent to the waterfall, and a take-away food counter facing the central area.

The existing trees are to be replaced with new trees more suited to the environment, placed in four groups as shown on the plans, with seating at their base.

Action Plan No. 26 - THE SOUTH PADDINGTON PRECINCT

Status : Formally adopted by Council on 18th December, 1972.  
Substantially implemented.

The essence of the planning proposals for the South Paddington Precinct are :-

- \* That the City of Sydney Planning Scheme be varied from redevelopment to preservation zonings.
- \* That the following roads be closed for the purposes of public recreation :-
  - Regent Street, between Oxford Street and Renny Lane, as shown on the draft Varying Scheme map.
  - Newcombe Street, between Oxford Street and Gordon Street, as shown on the draft Varying Scheme map.
  - Elizabeth Street, between Oxford Street and Gordon Street, as shown on the draft Varying Scheme map.
  - Ulster Street, between Oxford Street and Church Place, as shown on the draft Varying Scheme map.
  - Stewart Street, between Bent Street and Regent Street, as shown on the draft Varying Scheme map.
- \* That the closed roads be paved and landscaped as pedestrian plazas.
- \* That Gordon Street be made a one way street from Ulster Street to Moore Park Road in order that traffic may not be able to enter Gordon Street from Moore Park Road.
- \* That the zoning "County Road Proposed" be removed from land fronting Moore Park Road and that the land be rezoned for Residential Preservation.
- \* That lands on the corner of Oatley Road and Oxford Street be acquired for public recreation and be added to the Walter Read Reserve.
- \* That residents be given carparking priority in residential streets.

## Action Plan No. 11 - THE SURRY HILLS WEST PRECINCT

Status : Formally adopted by Council 27th May, 1974.

The Action Plan for the Surry Hills West Precinct has been adopted by the City Council as a formal expression of its intentions concerning the future development of the Precinct. The objective has been to interpret and seek to implement as effectively as possible the 1971 Action Priorities of the City of Sydney Strategic Plan as they apply to this Precinct. The detailed proposals seek to resolve the conflicts between residents and office/industrial activities.

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

### Major recommendations

- \* Submit to the Minister a Varying Scheme to alter the existing Statutory Scheme to empower Council to fully implement this Action Plan. The Varying Scheme would rezone substantial areas, now zoned Light Industrial 4b to Residential Preservation, and Residential Redevelopment. It would restrict further office developments in the area.
- \* Reduce Floor Space Ratios for this Precinct to reinforce the aims underlying the new zonings in the Varying Scheme.
- \* Reduce through-traffic in this Precinct by returning Albion and Foveaux Streets to two-way traffic between Elizabeth and Bourke Streets.
- \* Improve kerbside parking for residents by enforcing a 2 hour parking limit in residential streets and achieve carparking priority for residents in residential streets.
- \* Improve the open space and pedestrian network within the Precinct by :-
  - . Carrying out a tree-planting program;
  - . Widening footpaths at the ends of Commonwealth, Belmore and Bellevue Streets;
  - . Converting part of Cooper Street, adjacent to the Baby Health Centre, to a "discovery" playground and mini-park.

It has been recommended that, as part of the continuous planning process, this Action Plan be reviewed in three years time and updated if necessary in the light of changing attitudes and issues.



## Action Plan No. 12 - THE SURRY HILLS RESIDENTIAL VILLAGE PRECINCT

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Status : Formally adopted by Council, 27th May, 1974.

The Action Plan for the Surry Hills Residential Village Precinct has been adopted by the City Council as a formal expression of its intentions concerning the conservation of the Precinct. The central objective has been to interpret and seek to implement as effectively as possible, the 1971 Action Priorities of the City of Sydney Strategic Plan as they apply to this Precinct. The detailed proposals seek to improve the area by relieving through-traffic, providing larger and more attractive parks and playing areas and easing the car parking problem.

The Plan aims to maintain and expand the existing residential population and the terrace house environment, as well as allowing for some new low-rise housing.

### Major Recommendations

- \* Submit to the Minister a Varying Scheme to alter the existing Statutory Scheme to empower Council to fully implement this Action Plan. The Varying Scheme would rezone substantial areas of terrace housing to Residential 2g - Preservation, to require conservation and rehabilitation of terrace housing.
- \* Strengthen Council's Development Control Code for this Precinct in order to ensure that all new development is of low-rise character.
- \* Seek action by relevant authorities to reduce through-traffic by :-
  - . Returning Crown and Bourke Streets to two-way traffic between Cleveland and Fitzroy Streets;
  - . Widening Fitzroy Street;
  - . Widening Cleveland Street at the intersection of Cleveland and South Dowling Streets.
- \* Achieve carparking priority for residents in residential streets.
- \* Improve the open space and pedestrian network by :-
  - . Carrying out a tree-planting program;
  - . Extending and landscaping Edgely Reserve;
  - . Widening footpaths in Kendall and Chapman Streets and



- create small playing areas;
- Extending Eddie Ward Park by closing Riley Street.

It is recommended that, as part of the continuous planning process, this Action Plan be reviewed in three years time and updated if necessary, in the light of changing attitudes and issues.

#### Action Plan No. 16 - THE DARLINGHURST PRECINCT

Status : Formally adopted by Council, July 22, 1974.

Darlinghurst is an inner city area currently under pressures from expanding hospital and school uses, road and rail improvements, high density residential redevelopment, commercial intrusions and terrace house renovation.

Residents and ratepayers have helped to plan Darlinghurst by sending in written suggestions, contributing ideas at meetings and commenting on the Draft Plan placed on exhibition in September, 1973.

This Action Plan provides that the area remain primarily residential. More open space and a pedestrian walkway system are recommended. Low cost pensioner housing and community service programs making better use of existing institutions should be implemented. High rise buildings should be limited to the highest portions of the ridge. On the ridge flanks, terrace housing should be rehabilitated and new development should be of a lower scale.

#### Action Plan No. 17 - THE NEWTOWN PRECINCT

Status : Formally adopted by Council, 8th April, 1974.

The major recommendations of the Newtown Action Plan are :-

- \* The Precinct should remain as a Terrace House Residential area.
- \* A new Community Services Centre to cater for all age groups, supported by Sydney City Council and other interested private and public agencies.
- \* Public Car Parking Area to be provided.
- \* Phasing out of industries from the Precinct.
- \* No further expansion of the Education Department's landholdings south of Campbell Street.
- \* Trees to be planted throughout the Precinct.



- \* Victoria Street to be closed to vehicular traffic and then landscaped for a plaza and playground.
- \* King Street bypass road to be constructed by Department of Main Roads.
- \* Carillon Avenue extension to be constructed.
- \* Missenden Road to be closed between Carillon Avenue and Salisbury Road.
- \* Church Street road-widening proposal to be abandoned.
- \* Some lanes to be closed.
- \* Redevelopment to occur on specific sites in accordance with principles which will ensure that new development fits harmoniously into the Newtown Precinct environment.

#### Action Plan No. 6 - THE CENTRAL SPINE PEDESTRIAN NETWORK

Status : Received by Council on July 8, 1974

The pedestrian network is planned as a system of walkways threading through buildings, under and over roads, linking together malls, plazas, parks, minor street closures. Its aim is to provide for the people of Sydney, traffic-free, convenient, and pleasant ways to walk through the City.

The network will extend from Circular Quay to Central Railway, serving the whole of the existing and future Central Business District.

At Circular Quay the plan calls for those changes that will make the interchange between ferries, trains, buses and taxis more efficient and convenient; a Harbour Promenade; a plaza from the Customs House across Alfred Street; redesign of the railway station and ferry building; new activities and community facilities. A traffic-separated network for the surrounding area is planned to stem from the transportation interchange at the Quay, linking to the Rocks area, the Tank Stream business district and to the Wynyard Pedestrian Network.

In the Midtown Hub and Town Hall areas, routes are planned leading into the Retail Core from the surrounding rail and parking stations. A complex of routes provides traffic-free and weather-protected shopping on several levels.



In the Uptown area, recommendations are made for a more convenient transport interchange at Central Railway. Pedestrian routes are planned from Central, Museum and Town Hall rail stations, and from the Goulburn and Lackey Street parking stations. Pedestrian links are planned for the surrounding educational, entertainment, retail and residential precincts.

Pitt Street is envisaged as a series of pedestrian malls, possibly incorporating a "people-mover" transport system of some kind.

#### Action Plan No. 8 - THE KINGS CROSS PRECINCT

Status : Received by Council on 27th May, 1974.

The Action Plan for the Kings Cross Precinct has been reviewed by Council. The aim of the Action Plan for this Precinct has been to prepare a detailed plan to resolve the conflicts between the needs of residents and visitors, to alleviate noise and traffic congestion, and the lack of visitor parking. The main objectives are to :-

- \* Conserve and enhance the unique character of Kings Cross;
- \* Create a system of traffic movement for the area that discourages through-traffic and establishes fringe parking stations;
- \* Develop a network of pedestrian ways throughout Kings Cross focussed on the new railway station;
- \* Balance existing and projected requirements of residential, commercial, entertainment and other activities that compete for space in this Precinct.

#### Major recommendations

- \* Submit to the Minister a Varying Scheme to alter the existing Statutory Scheme, to empower Council to fully implement this Action Plan. The Varying Scheme would rezone certain areas, particularly on the west side of Victoria Street, from commercial to residential; and terrace house clusters for preservation.
- \* Amend the existing building height limitations in the area: they should be lowered in some areas.
- \* Develop a system of carpark around the perimeter of the Precinct.
- \* Investigate the feasibility of residential priority for on-street parking in residential streets.





- \* Re-route through-traffic from Darlinghurst Road by :-
  - . Linking Kings Cross Road and Elizabeth Bay Road via a widened Kellett Avenue and Ward Avenue, through the old Kinneil site;
  - . Closing Elizabeth Bay Road between Darlinghurst Road and Baroda Street.
- \* Encourage rehabilitation and renovation of existing residential buildings.
- \* Extend Fitzroy Gardens across Elizabeth Bay Road onto the old Kinneil site.
- \* Seek to implement by stages an integrated traffic-free pedestrian network incorporating widened footpaths, boulevards, collonades, arcades, subways, bridges, malls, plazas and through-block links.
- \* A detailed program of action for Darlinghurst Road has been recommended as follows :-
  - . Revert the street to one-way northbound after the Kings Cross Tunnel is complete;
  - . Widen the footpaths for street tree-planting, landscaping, seats and kiosks;
  - . Encourage new attractions, such as extended shopping hours and open-air cafes and restaurants;
  - . Require a first floor level walkway above the existing footpaths in each new development, so as eventually to achieve continuity.

Action Plan No. 29 - THE WEST ROCKS PRECINCT.

Status : Received by Council on 22nd July, 1974.

The West Rocks Precinct has several important and unique characteristics :-

- \* Historic nature of the area - virtually all of the building stock and many of the spaces within the Precinct have been classified for preservation by the National Trust.
- \* Maritime character of the Precinct - traditionally port-oriented, the area is very much affected by the present port activities. Changing technology in the Maritime Industry is having a detrimental impact on the Precinct, especially the roll on - roll off wharf facilities in Darling Harbour.
- \* Activities of the Sydney Cove Redevelopment Authority - in the area east of the Bradfield Highway, under its jurisdiction, the



Authority's policy of rehabilitating historic buildings in the area for entertainment and tourist-oriented activities has had a considerable impact on the adjacent residential community in West Rocks.

- \* Land ownership - most of the land within the Precinct is owned by the State Government, or by Government instrumentalities (Maritime Services Board, Sydney Cove Redevelopment Authority).

The Precinct, apart from the Maritime activities, is essentially residential with a few non-conforming industrial and commercial activities in Kent Street and Lower Fort Street.

Major problems within the Precinct are traffic (both heavy port-generated vehicles and commuter traffic moving along the bypass route of George/Argyle/Kent Streets to the Harbour Bridge), and commuter parking.

The essence of the West Rocks Action Plan is :-

- \* To preserve the historic and unique character of the area to the greatest possible degree.
- \* To improve parking facilities for residents with the provision of resident parking stickers.
- \* To recommend to the Sydney Cove Redevelopment Authority that a major carpark be incorporated in redevelopment proposals for the central sector to serve the entertainment and tourist activities in the Precinct.
- \* To negotiate with the Sydney Cove Redevelopment Authority regarding the closure of Hickson Road (at Dawes Point) to heavy vehicles, prior to the closure of Circular Quay west to create a pedestrian plaza.
- \* To improve traffic management via selected road closures, and through possible downgrading of the George/Argyle/Kent Street approach to the Harbour Bridge.
- \* To redevelop existing industrial sites in Kent Street and vacant sites elsewhere for medium-density housing, compatible in scale and appearance with existing housing stock.
- \* To rehabilitate existing bond stores for commercial use.
- \* To preserve Walsh Bay Kinger Wharves and Bond Store System for general cargo purposes, while modifying the redevelopment of the Darling Harbour Wharfage.



### Action Plan No. 9 - THE ULTIMO PRECINCT

Status : In the course of preparation. Interim Report completed.

Action planning for the Ultimo Precinct commenced in mid-1972. After the initial survey period had been completed the consultants were aware that most of the major decisions concerning the future of Ultimo rested with the State Government :-

- \* The Department of Mains Roads had plans for the Western and Southern Expressways to intersect at Ultimo.
- \* The State Government had decided that the Markets were to be moved to a new complex at Flemington - leaving the existing wholesale Markets' site vacant.
- \* The State Government had previously decided to establish the New South Wales Institute of Technology and to locate it in Ultimo, partly on the wholesale Markets' site.
- \* The Department of Technical Education felt that the central campus of Sydney Technical College should be redeveloped to cater for an increase in the student population.

Consequently, much of the action planning process was concerned with examining the changing implications of these State Government decisions and how they related to policies at the local and national levels of Government.

The Ultimo Precinct highlights the difficulty emphasised in the City of Sydney Strategic Plan: the need for ongoing cooperation and coordination between the various decision-making bodies concerned with the future of the City of Sydney. In addition, it reveals that the present machinery for consultation on major public sector projects is often haphazard and ineffective.

### Action Plan No. 10 - THE PYRMONT PRECINCTS

Status : In the course of preparation. Interim Report completed.

Planning for Pyrmont is in its initial stages. The interim report illustrates some of the analysis covering major physical constraints, together with an alternative solution to the problem of through-traffic and the north western freeway extension.



The Sydney Area Transportation Study has recommended the redevelopment of the Darling Harbour Goods Yard and an expansion of port facilities along the eastern foreshore of the Pyrmont Peninsula. Both recommendations are recognised as long-term.

Against the background of these constraints, studies are comparing the likely extent of change if land were to continue to be used for industrial purposes only, or if, on the other hand, the zoning were changed to allow residential uses in certain areas in future.

The plan, when finalised, is envisaged to have effect for the next ten years. The consultants have so far been impressed by the extent of permanent industrial uses and a city's need for service-industrial functions. There are rapidly diminishing opportunities for such uses as they depend upon cheap land for their existence. Under those circumstances it does not seem wise to create a conflict between the existing long term industrial uses by making any new proposals for future residential use.

It is also interesting to note that the existing small residential population would be the most threatened in any future change to extensive residential zoning.

A report to Council will be prepared by the consultants after comments have been received at the Town Hall exhibition during August, 1974. Based on the information received in that report, Council will decide on which of the two alternatives it will adopt. Following that decision, it will be the consultants' task to make detailed recommendations governing the future use of land for the next decade.

#### Action Plan No. 13 - PRESERVATION OF PLACES OF ENVIRONMENTAL SIGNIFICANCE

Status : In the course of preparation. Interim Reports completed.

The main objective of this Action Plan is to "adopt practical measures to preserve places and structures of historic or architectural significance". A preservation Advisory Committee, comprising representatives of appropriate citizen and governmental bodies, has been set up to advise and assist the Council in devising and implementing practical measures to preserve places and structures of architectural and historic significance.

A broad list of places and structures worthy of preservation has been compiled from which it is proposed that a final list will be made into a register for Council to direct particular effort and offer types of action to have the listed items preserved for the benefit of the City, and the whole of Australia.



A clause has been drafted regarding "Demolition Control" for inclusion in the Statutory Planning Scheme Ordinance. A draft deed for the transfer or sale of permissible floor space from the site of a place or structure listed on Council's Preservation Register to other approved sites, in return for acceptable guarantees of the preservation and maintenance of the listed place or structure, has been made and submitted to Council.

A submission to the Committee of Enquiry into the National Estate has been made by the Council, and practical measures are being investigated to strengthen the unique character of eight historic areas.

#### Action Plan 15 - THE OXFORD STREET PRECINCT

Status : In the course of preparation. Interim Reports completed.

The Oxford Street Precinct is characterised by commercial and service industrial activities merging into the residential districts of Surry Hills, East Sydney and Paddington. The Precinct's mixture of land uses presents a lively picture by day and night. Oxford Street itself is characterised by older shops. In recent years, some new buildings have been completed in the area and there are other proposals approved for new major buildings.

There are some buildings which have very successfully been restored and these add attractiveness and quality to the area.

The shopping environment along Oxford Street is being disturbed by traffic noise, fumes and traffic congestion which makes it difficult and hazardous for shoppers and other pedestrians.

The essence of the objectives of the Oxford Street Action Plan are to :-

- \* Improve the quality of the environment in Oxford Street.
- \* Widen the Oxford Street footpaths and median strip and provide suitable landscaping treatment.
- \* Preserve the character of the area, ie. encourage shopping and entertainment facilities, residential development and maintain established service industries.
- \* Reduce the quantity of through-traffic along Oxford Street and divert traffic onto Campbell Street.
- \* Reduce the effect of the Eastern Distributor on the area and remove the extension of Goulburn Street through to Palmer Street.



- \* Close off streets not essential for traffic to provide additional landscaped pedestrian areas.
- \* Reduce the scale of development to a level compatible with the existing character and reduce the trend towards additional high rise office buildings.

Action Plan No. 30 - THE CENTENNIAL PARK/MOORE PARK PRECINCTS

Status : In the course of preparation. Traffic Study completed.

This Action Plan is at the survey and analysis stage.

The problems which initiated the Action Plan were :-

- \* The development of eight storey residential buildings in Cook Road, permissible under the existing Statutory Planning Scheme.
- \* The conflicts of through-traffic and of carparking related to the sporting complex with the residential and parkland environment.
- \* The role of the regional recreational complex adjoining the Precinct.
- \* The Department of Main Roads proposals affecting the eastern perimeter of the Precinct.

The objectives of the Action Plan are :-

- \* The preservation of the special character of the residential Precinct and of its outstanding buildings.
- \* The resolution of the pressures for redevelopment in Cook Road, permitting new housing where appropriate, but only in a form compatible with existing development and the character of the Precinct and parkland.
- \* To improve the availability and quality of children's playspace within the residential Precinct.
- \* To minimise the detrimental effects to residential and parkland environment from through-traffic, carparking and future road proposals.
- \* To establish criteria for any future redevelopment of the Show-ground/Sportsground Complex, in order to minimise disturbance to local residents.

In order to solve the problems and meet the objectives, the alternatives will include recommendations on :-

- \* Buildings to be preserved and any changes necessary to the statutory zoning.

- \* Sites/areas where redevelopment is acceptable.
- \* Guidelines for each redevelopment site, to indicate :-
  - . Type of redevelopment acceptable;
  - . Maximum height of building permissible;
  - . Amount and type of playspace/amenity space to be provided.
- \* Traffic management/road improvement measures necessary to redirect through-traffic around the residential Precinct.
- \* Traffic management measures necessary in relation to show-ground/sportsground traffic and parking.
- \* General environmental/streetscape improvements desirable.

#### PUBLIC PARTICIPATION

It should be noted that Council has fully carried out the City Strategic Plan's 1971 Action Priorities which stated :-

1C     Restore the role of the Town Hall as the meeting place for advisory and coordinating committees of citizens and governmental representatives participating in the planning and development of the City.

2D     Prepare each detailed action plan and control code with the participation of those citizen and governmental bodies having special interests in each area.

9B     Encourage citizen participation in planning for local improvements, and prepare action plans for residential Precincts with the participation of residents.

# ANNEXURE B

## DEVELOPMENT TRENDS, CITY OF SYDNEY 1971-73

TABLE B1

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

1971 Precinct areas*		Residential		Shops	Offices	Wholesale Manufacturing	Public Facilities	Total
		Hotels	Permanent					
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

Source: Analysis of Development Application and Building Application Records, The Council of the City of Sydney.

\* This and the following Table have been compiled using the boundaries and reference numbers of Precincts adopted by the City Council in 1971. In the light of experience since then, and pursuant to the 1974-77 Policies, Action Priorities and City Structure Diagram, the boundaries and reference numbers of City Precincts have been amended as defined on Figure 2.3 under Policy 2 - City Structure.





TABLE B2

CITY OF SYDNEY:

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

1971 Precinct areas	Residential		Shops	Offices	Wholesale Manufacturing	Public Facilities	Total Value	%
	Hotels	Permanent						
A1-A6	-	-	0.5	117.9	-	4.3	122.7	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	0.1
C5-C7	-	3.8	-	-	-	1.5	5.3	3.2
D1-D3	-	-	-	-	1.3	-	1.3	0.8
E1	-	-	-	-	-	1.3	1.3	0.8
E3-E4	1.6	0.1	-	-	0.3	-	2.0	1.2
TOTAL \$Million	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*	-

\* See footnote to Table B1

\*\* Totals may not add to 100 due to rounding

Source: Analysis of Development Application and Building Application Records, The Council of the City of Sydney

## CBD OFFICE WORKFORCE RETAIL EXPENDITURE SURVEY 1972

TABLE B3

CITY OF SYDNEY:  
AVERAGE ANNUAL PER CAPITA OFFICE WORKFORCE EXPENDITURE BY CATEGORY  
OF GOODS AND AMOUNT OF DEPARTMENT STORE EXPENDITURE, 1972

		Food	Personal Services	Household Goods	Household Capital Goods	Clothing	Total
Amount spent at CBD Department Stores		21	2	40	33	122	217
Amount spent at other CBD shops/services		175	131*	150	26	165	647
TOTAL	Amount \$	196	132	190	60	287	864
	Proportion	22.6%	15.3%	22.0%	6.9%	33.2%	100.0%

\* Note: 'Personal Services' expenditure is largely accounted for by expenditure at restaurants and similar establishments.

Source: ASRB Pty Ltd survey for Plant Location International, September, 1972.

## CITY EMPLOYMENT TRENDS 1961-71

TABLE B4

CITY OF SYDNEY:  
CHANGING STRUCTURE OF CBD AND CITY EMPLOYMENT 1961-1971

	1961		1966		1971		1971	
	No.	%	No.	%	CBD defined 1971* No.	%	CBD defined 1973* No.	%
Primary Industry	930	0.43	872	0.39	808	0.36	300	0.15
Manufacturing	33,190	15.29	29,123	12.95	27,623	12.31	19,050	9.24
Tertiary:								
Transport/Storage	14,090	6.49	16,445	7.31	27,936	12.45	22,480	10.91
Construction	2,210	1.02	9,376	4.17	7,361	3.28	10,900	5.29
Sales/Service	165,680	76.31	168,055	74.75	157,287	70.09	151,760	73.63
Tertiary Total	181,980	83.82	193,876	86.23	192,044	85.58	185,140	89.83
Other	990	0.46	963	0.43	3,390	1.51	1,620	0.79
TOTAL CBD	217,090	100.00	224,834	100.00	224,405	100.00	206,100	100.00
% Metro		22.76%		20.19%		18.42%		16.92%
TOTAL CITY	310,680		311,971				313,000	
% Metro		32.50%		28.02%				25.69%

Source: 1961 and 1966: Derived from Bureau of Census Journey to Work Data.  
1971: Derived from Sydney Area Transportation Study home interview survey data.

\* These two CBD areas are defined in Figure 2.2, Policy 2 - City Structure

## ANNEXURE C

### WORKFORCE FORECASTS: THE DEFINITION OF ALTERNATIVE FUTURES FOR THE CITY \*

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#### 1. METHODOLOGY

The future of the City of Sydney will be governed jointly by a number of internal factors related to the City, and by external factors related to the Sydney Region. The principal internal factors include the current and committed construction throughout the City of office floor space, and the amount and distribution of non-office activities. External factors include the distribution throughout the Sydney Region of the likely "reservoirs" of workers available; and the capacities of existing or future possible transport linkages between residential and employment areas.

A balanced and realistic method of assessing these various factors is necessary. The methodology used, comprising 14 different but interrelated tasks or stages, may be briefly summarised as follows :-

- (a) The distribution of the workforce (male and female) available for employment in central-type (either Central Business District (CBD) or sub-regional/suburban centres) office functions for the years 1971 and 1985, was assessed by metropolitan sector (as shown in Figure C1).
- (b) The 1971 distribution of office and non-office workforce by type within sub-areas of the CBD, and the City of Sydney as a whole, was assessed.
- (c) The 1971 distribution of residence, by metropolitan sectors, was assessed for the various elements of the workforce within the City of Sydney (using data from the Sydney Area Transportation Study).
- (d) The 1971 distribution of modal split of the workforce within the City of Sydney, by metropolitan sectors, was determined.
- (e) The amount of office workforce accommodation (net office floor space) likely to be available within the CBD up to 1985, having regard to the amount and distribution of completed modern office space, committed new office space construction, and obsolescent office space, was determined.

The statistical data are in the attached Tables C1 to C12.

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\* Much of the analysis reported herein was carried out by Plant Location International as sub-consultants to Urban Systems Corporation.



- (f) The ability of existing transportation facilities, in terms of capacity by mode and corridor, to carry current and possible future levels of workforce to and through the City of Sydney, was determined. Factors considered include :-
- \* Current demand;
  - \* Current capacity;
  - \* Additional capacity that could be obtained by augmenting existing facilities;
  - \* The consequences of not providing such augmented facilities;
  - \* New State and National Government policies and programs concerning land use and transport that might be formulated within the foreseeable future;
  - \* The recommendations of the Sydney Area Transportation Study and the likelihood of their implementation;
  - \* Possible State and National Government attitudes to recommendations that may be made by the Sydney City Council as part of the 1974 City Strategic Plan concerning transport improvements or projects.
- (g) The capability of sub-regional and suburban centres outside the CBD and the City of Sydney to absorb central-type office workers assessed in (a) as likely to be available in 1985, was assessed, as was the capability of the CBD and the City of Sydney to absorb the remainder.
- (h) Three alternative land use, employment distribution and transportation futures for the City were devised using the following alternative assumptions :-
- \* Planning for a significant increase in the size of the workforce within the City of Sydney and providing substantial new road and public transport facilities to support it.
  - \* Allowing for an increase in the size of the workforce within the City of Sydney supported by the existing road and public transport system augmented by selected new road and public transport facilities.
  - \* Stablising the size of the workforce within the City of Sydney and maintaining the existing road and public transport system marginally augmented in localised areas.
- (i) The road and public transport projects that would be required to achieve each of these alternative futures, were specified.
- (j) The likely orders of cost, environmental, social and political factors associated with these projects, were assessed.

- (k) An alternative future that appears to be the most probable and realistic for the City of Sydney to pursue over the period 1974-77, was selected and recommended.
- (l) Appropriate and desirable revisions to the 1971 City of Sydney Strategic Plan to define the Objectives, Policies and Priorities for Action to be pursued over the period 1974-77, were made.
- (m) Appropriate and desirable rezonings of land and other variations to the City of Sydney Planning Scheme, were determined.

The following section sets out in detail the assumptions adopted and procedure followed in devising the forecasts.

## 2. ASSUMPTIONS AND DATA SOURCES

The metropolitan region is a complex organism with many different parts in some way affecting, and dependent on, other parts. The metropolitan region is dynamic, in a state of constant change, being affected by action and reaction. It is stimulated and controlled both from 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 region - 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 all three levels of government 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.

The City Strategic Plan cannot consider all the details of policy issues at a national and State level which could possibly affect the growth and functioning of the City. However, policies related to national population goals, in both number and in distribution, affect possible population projections or forecasts for the Sydney Region. Those population levels will then affect the rate of growth of the work-force in toto. 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. Such policies thus provide broad parameters, or constraints, within which the growth of the Sydney Region, and within that, the City of Sydney, will be affected.

In assessing three alternative futures for the City, the consultants have worked from the general (or regional) trend to the particular (or City) trend. It has also been recognised that the different economic functions of the City, within and between the various parts of the City and the Sydney Region, are interdependent. Restrictions and controls in one area of the City may provide opportunities for development or restrict development in some other part. Economic activities are closely linked, each one depending to some extent on the services provided by another. Economic life in the Sydney Region is finely attuned to this evolution of specialisations and dependencies. In postulating three possible futures for the City, an attempt has been made to take these interdependencies of activities and functions into account.

Because of its singular importance to planning for the City, special emphasis has been placed on the key role of office employment within the City of Sydney. Office employment is the largest economic activity within the City boundaries. The possible futures for most other economic activities within the City are either closely linked to, or dependent upon, changes in the size or character of the office workforce.

### 3. ASSUMPTIONS RELATING TO POPULATION AND WORKFORCE IN THE SYDNEY REGION (Tables C1 to C9)

In considering the future office employment potential of the City, research and analysis was commenced at the national scale. The following steps were undertaken :-

#### (a) Examination of population projections for Australia to 1985 and beyond:

The total population of the nation is a first parameter affecting development.

This population generates demands for services. It 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 employed in white collar occupations has been changing slowly over time. Although not absolutely predictable, it is still likely only to vary within fairly narrow limits.

The distribution of this workforce between government and private enterprise is slowly changing. Census statistics provide guidelines.



Similar information is also available on a metropolitan scale and from this information it is possible to obtain upper, lower and best estimates of the likely white collar workforce within the Sydney metropolitan area at a given point in time. The analysis for forecasting, however, has been generally directed to the year 1985.

- (b) In examining these matters, it has been 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, and revised in 1973.\*

It was also assumed that workforce participation rates within the Sydney Region and office-oriented workforce proportions for 1985 will generally follow 1961-66 linear trends, but with some slight modifications.

- (c) Within the general limits of the regional population to supply a white collar workforce, the proportion of that white collar workforce likely to work in office buildings was assessed.

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.

By correlating studies of manufacturing development in the metropolitan region, and its employment distribution, it is possible to forecast the number of white collar jobs likely to be provided in a certain area in factories, retailing establishment, hospitals, education establishments and related local office functions. The remaining white collar workers resident in that area then form the potential white collar workforce that could be expected to be available for employment in office buildings of a central-type function.

We are thus able to determine within fairly narrow limits the reservoir or pool of labour that will be available for work in office buildings throughout the Sydney Region. Some of the central-type office function jobs will be provided in the Central Business District. Others will be found elsewhere within the City, in North Sydney and in other regional or district commercial centres.

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\* State Planning Authority of NSW - Population Projections for NSW 1971-2000, Technical Bulletin No. 4, November, 1973.

\*\* Study by Plant Location International and W.D. Scott & Co.



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

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

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

In considering the three possible futures and linking them to potential transportation proposals, the geographic distribution of the availability of central-type office workers was examined. It is interesting to note that the availability (the reservoir or pool) of this workforce is unevenly distributed in various parts of Sydney Region. Such areas as the inner western suburbs show a declining ability to supply workforce, whereas other areas (eg. Baulkham Hills and Sutherland) will provide a great potential pool of labour. So the residential location of the office-oriented workforce was examined. The non-central-type office jobs likely to be available was computed. This yielded estimates of 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 to other locations within Sydney Region, such as Parramatta and Campbelltown. There are also, of course, pressures for their dispersal to system cities and to regional growth centres beyond Sydney Region, but this has been considered earlier in conjunction with population projections. In examining the potential locations of this workforce, the amount of space available, in each significant location throughout the metropolitan region, has been quantified.

Therefore, working from a 1971 SATS base, total central-type office workforce can be determined by utilising projected supply/demand for office space in any area within the Sydney Region, together with projected space standards and vacancy factors.



4. ASSUMPTIONS RELATING TO THE CITY OF SYDNEY  
(Tables C10 and C11)

Following the regional analysis, the City of Sydney has been examined. Particular assumptions have been made, upon which the statistical analyses rest :-

- (a) Analysis of office workforce in the City of Sydney was based on SATS in-home interview survey results. It has been assumed that all non-central-type office jobs within the City of Sydney are located outside the CBD. Since SATS does not cover fringe areas, it has been assumed that all office workers travelling to the City of Sydney from the Central Coast, Blue Mountains and South Coast are central-type office workers. The proportion of these workers working in the CBD in 1971 was assumed to be the same as for 1966, for which a distribution is available from journey-to-work statistics.
- (b) Analysis of the composition and distribution of non-office workforce in the City of Sydney was also based on SATS in-home interview survey results. The 1985 composition and distribution was determined on the following assumptions :-

Craftsmen

- \* Employment in the City of Sydney will continue to decrease at the historical 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

Statistics available from the Censuses of Retail Establishments, from individual surveys conducted by the consultants for particular developments in various parts of Sydney Region, and related data, indicate that the relative importance of the City as a shopping place for residents of the Region is declining. This is not to say that retail sales within the CBD will not continue to increase but that their relative importance is declining. Many of the specialty and department store functions that twenty years ago were served only by the City of Sydney, are now provided in most suburban areas. Consequently,



the consultants 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 other suburban areas will continue to decline.

Given this lower rate of market penetration, and the stabilisation or decline in the population in the inner-metropolitan suburbs, the consultants believe that future retail growth within the City centre will primarily depend upon growth of the office workforce. Elsewhere, it will substantially depend upon the growth of employment and other activities within those areas.

Detailed interviews by the consultants with over 800 city workers examined in depth their retail expenditure habits. This survey indicated that each office worker in the City in 1972 generated an average of about \$860 of retail sales per annum within the City. It is estimated that each craft worker generates about half of this, or \$430 per annum. Thus, for every additional 1,000 office workers in the CBD, there will be no less than \$860,000 per annum (in 1972 dollars) additional retail sales available to City stores and service establishments.

Therefore, in examining the alternative futures for City retailing, the future potential expenditure of the projected workforce increase, in each case, was determined. This was then applied to turnover statistics per square foot of retail space to suggest likely floor space demands resulting from increases in the workforce.

- \* On average, one extra retail worker would be needed to handle an extra \$60,000 (in 1972 dollars) retail turnover in the City. About 70 extra office workers would create this turnover. However, the loss of about 140 craft workers would reduce total turnover by about the same amount.
- \* Retail sales, and thus retail workforce, will decline in proportion to the loss of residential population, less any increase in office workforce in the remainder of the City of Sydney outside the CBD.

#### Clergy and Teachers

It has been assumed that this category of City employment will decline in number, in proportion to population decrease in the remainder of the City of Sydney. However, numbers would remain constant in the CBD.

Other Workers, including Nurses, Artists and Entertainers

It has been assumed that this workforce group will remain a constant number throughout the City of Sydney.

5. ASSUMPTIONS RELATING TO OFFICE SUPPLY AND EMPLOYMENT STANDARDS (Table C12)

There is an oversupply of office space, not only within the central city but also in a number of other parts of the Sydney Region. However, given the massive investment in new office buildings, it has been assumed that :-

- \* For financial and other reasons, the equal of all new buildings that have already commenced construction within the Central Business District will be occupied by 1985. This suggests that large parts of a number of older buildings in obsolete or outmoded condition will be vacated, and that vacancies will in fact occur in those buildings.
- \* Only a few new office buildings, in addition to those projects already commenced, will be marketed before 1985.

A great deal of the City's future is already committed. Decisions made before 1973 have set the parameters, or the limits of growth, for the following decade. Therefore, despite changes in planning schemes, despite decisions on governmental projects 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 SATS for that year. Because of the apparent under-estimation by 5% of total office workforce by SATS, the existing space standards derived are likely to over-estimate actual space per worker by 5%.

Office Supply and Obsolescence data are set out in Table C12.



6. PARTICULAR ASSUMPTIONS RELATING TO THE THREE  
ALTERNATIVE FUTURES

Alternative A - MAXIMUM CONCENTRATION, 1985

- \* New office buildings already committed will be completed and tenanted by 1985 (5% casual vacancy).
- \* Further additions to the office stock prior to 1985 will be permitted, in accord with demand within the City.
- \* All obsolete buildings will be vacated (even if not demolished).
- \* Average net office space per worker in 1985 will be 17 square metres (187 square feet) in the City of Sydney, except for the retail sector, where it will be 14 square metres (154 square feet).
- \* Significant further development of office space in North Sydney, Parramatta, Chatswood and other suburban centres will not occur.
- \* Committed projects in office areas within Sydney Region outside the City of Sydney will be completed and tenanted (5% casual vacancy), except in North Sydney, which will only be 50% occupied, as rental differentials between the City and North Sydney are likely to shrink.
- \* The balance of the available central-type office workforce will be accommodated in the City of Sydney.

Alternative B - PREFERRED DISTRIBUTION, 1985

- \* New office buildings already committed will be completed and tenanted by 1985 (5% casual vacancy).
- \* Limited further additions to the already committed office stock will be permitted prior to 1985, within the City.
- \* Such additions in the CBD will be limited to 304,000 net square metres or 3,375,000 square feet (17 square metres/office worker; 5% casual vacancy; provision for demolition of space based on 4 square metres lost for each 10 square metres provided, based on estimates relating to buildings currently under construction in the CBD).



- \* Additions to the stock in the remainder of the City will be limited to 75,900 net square metres or 816,500 square feet (17 square metres/office worker; 5% casual vacancy; no provision for demolition).
- \* All obsolete buildings will be vacated (even if not demolished).
- \* Average net office space per worker in 1985 will be 17 square metres (187 square feet) in the City of Sydney, except for the retail sector where it will be 14 square metres (154 square feet).

Alternative C - MAXIMUM DISPERSION, 1985

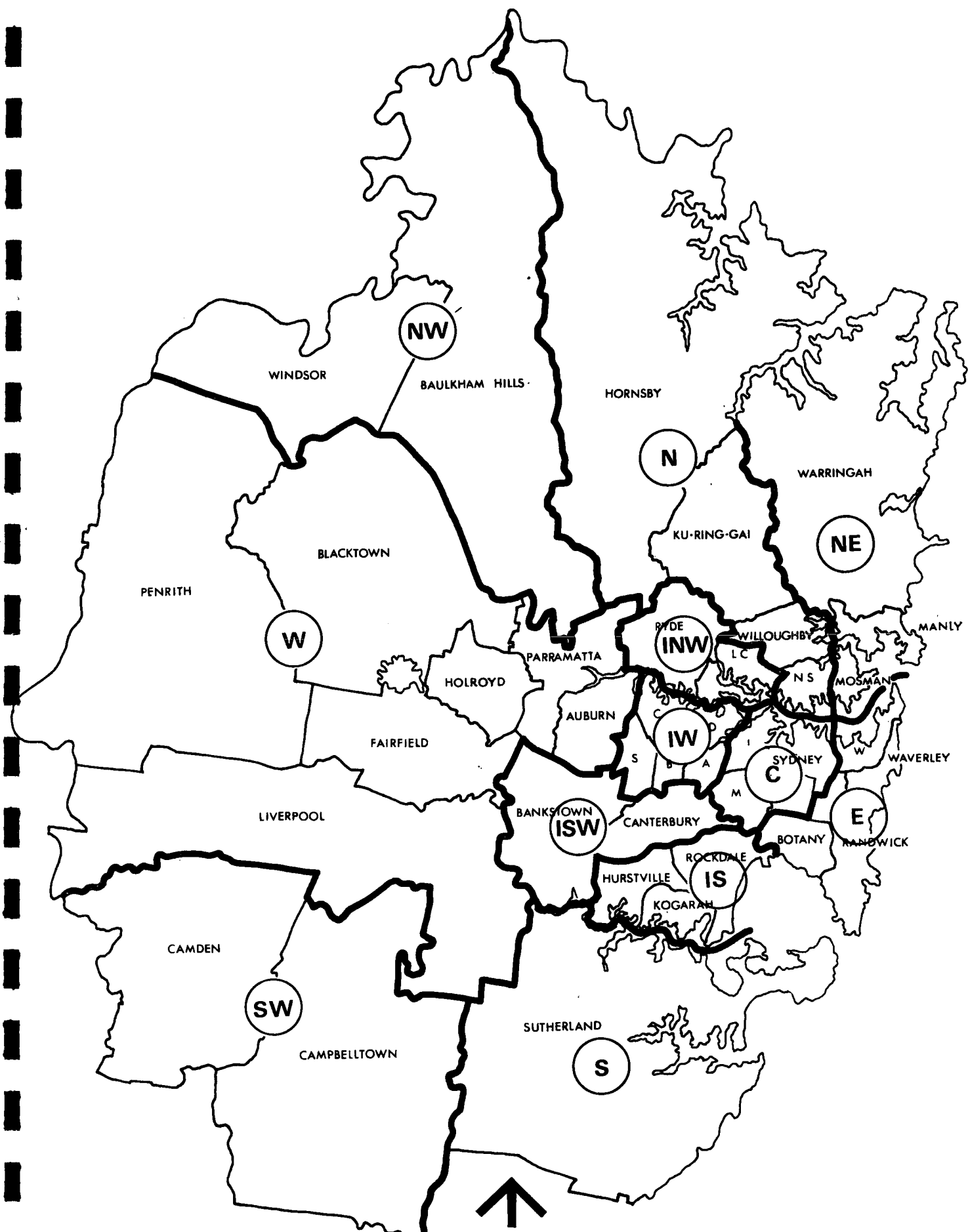
- \* Office buildings already committed will be completed and tenanted by 1985 (5% casual vacancy).
- \* Further additions to the office space stock for completion prior to 1985 will not be permitted within the City.
- \* All obsolete buildings will be vacated (even if not demolished).
- \* Average net office space per worker in 1985 will be 17 square metres in the City of Sydney, except for the retail sector where it will be 14 square metres.
- \* All new central-type office development in Sydney Region will take place in suburban or sub-regional centres.

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The forecasts resulting under these assumptions have been discussed in detail under Policy 2 - City Structure, Action Priority 2C.

The likely distribution of the future office workforce within the CBD area by Precinct (1971 boundaries) under Preferred Alternative B is shown in Figure C3.

In comparison to the 1971 distribution, it appears that the greatest increase in workforce is likely within the Brickfield Hill Precinct A4 as defined in 1971 (now Precinct 3 in the 1974 City Structure Diagram) in the southern CBD: this area's share of the CBD workforce could rise to 21% in comparison to its existing 19%, while that in the Tank Stream Precinct A1 as defined in 1971 (now reduced in area and referred to as Precinct 1 in the 1974 City Structure Diagram) could fall from 65% to 63% of the total. This is a direct result of the expected continuation of the recent trend of a southerly shift in the pattern of office redevelopment within the Central Spine.



Source: Plant Location International Pty. Ltd.



**METROPOLITAN SECTORS ADOPTED FOR WORKFORCE DISTRIBUTION ANALYSIS**  
figure c1



TABLE C1

SYDNEY METROPOLITAN AREA:  
POPULATION, WORKFORCE, OFFICE-ORIENTED WORKFORCE, NON-CENTRAL FUNCTION OFFICE JOBS  
IN SECTOR, RESIDUAL OFFICE-ORIENTED WORKFORCE RESIDENT IN SECTOR, 1971

Sector	Population	Workforce	Office-oriented workforce	Non-central function office jobs in sector	Residual office-oriented workforce
North East	225,512	98,610	41,980	13,707	28,273
North	302,742	131,402	65,711	16,460	49,251
North West	72,858	29,504	10,473	4,087	6,386
West	649,689	264,392	12,325	52,448	9,877
South West	45,309	18,132	4,617	2,975	1,642
South	151,574	63,372	24,182	11,102	13,080
East	287,604	144,512	53,461	20,952	32,509
Inner	269,520	131,948	26,261	22,951	3,310
Inner South Western	293,176	135,033	39,517	26,030	13,487
Inner Western	161,320	76,232	24,664	13,021	11,643
Inner Southern	198,572	91,563	32,651	16,102	16,549
Inner North Western	129,582	59,727	24,780	8,974	15,806
Total	2,787,539	1,244,427	410,622	208,809	201,813
Central Coast					3,000
Blue Mountains					4,925
South Coast					1,615
Total Sydney Region					211,353

Source: Bureau of Census and Statistics population and workforce statistics, estimating equations

TABLE C2

SYDNEY METROPOLITAN AREA:  
POPULATION, WORKFORCE, OFFICE-ORIENTED WORKFORCE, NON-CENTRAL FUNCTION OFFICE JOBS  
IN SECTOR, RESIDUAL OFFICE-ORIENTED WORKFORCE RESIDENT IN SECTOR, 1985

Sector	Population	Workforce	Office-oriented workforce	Non-central function office jobs in sector	Residual office-oriented workforce
North East	269,000	122,313	51,267	18,628	32,639
North	371,500	172,405	90,548	23,961	66,587
North West	161,100	69,705	25,332	8,957	16,375
West	925,500	410,810	108,844	92,554	16,290
South West	166,000	70,325	20,943	14,176	6,767
South	235,000	105,420	45,726	18,979	26,747
East	315,000	163,956	68,217	28,095	40,122
Inner	245,500	132,511	32,813	29,794	3,019
Inner South Western	312,000	152,410	46,319	35,068	11,251
Inner Western	171,500	87,405	27,885	18,534	9,351
Inner Southern	207,000	102,645	38,692	21,984	16,708
Inner North Western	138,500	68,447	29,139	11,482	17,657
Total	3,517,600	1,658,352	585,725	322,212	263,513
Central Coast					4,550
Blue Mountains					6,550
South Coast					2,220
Total Sydney Region					276,833

Source: State Planning Authority/Plant Location International/W.D. Scott & Co., population projections, estimating equations.



TABLE C3

SYDNEY METROPOLITAN AREA:  
INCREASED POPULATION, WORKFORCE, OFFICE-ORIENTED WORKFORCE, NON-CENTRAL FUNCTION  
OFFICE JOBS IN SECTOR, RESIDUAL OFFICE-ORIENTED WORKFORCE RESIDENT IN SECTOR, 1971-1985

Sector	Increase in Population	Increase in Workforce	Increase in office-oriented workforce	Non-central function office jobs in sector	Increase in residual office- oriented workforce
North East	43,488	23,703	9,287	4,921	4,366
North	68,758	41,003	24,837	7,501	17,336
North West	88,242	40,201	14,859	4,870	9,989
West	275,811	146,418	46,519	40,106	6,413
South West	120,610	52,193	16,326	11,201	5,125
South	83,426	42,048	21,544	7,877	13,667
East	27,396	19,444	14,756	7,143	7,613
Inner	-24,020	563	6,552	6,843	-291
Inner South Western	18,824	17,377	6,802	9,038	-2,236
Inner Western	10,180	11,173	3,221	5,513	-2,292
Inner Southern	8,428	11,082	6,041	5,882	159
Inner North Western	8,918	8,720	4,359	2,508	1,851
Total	730,061	413,925	175,103	113,403	61,700
Central Coast					1,550
Blue Mountains					1,625
South Coast					605
Total Sydney Region					65,480

Source: Derived from Tables 1 and 2

TABLE C4

SYDNEY METROPOLITAN AREA:  
RESIDENCE OF CITY OF SYDNEY OFFICE WORKERS BY OCCUPATION TYPE BY METROPOLITAN  
AREA, 1971

Sector	Professional and Technical		Clerical		Sub Total Professionals Technical and Clerical No.	Nurses Teachers Clergy Artists, etc.		Total	
	No.	%	No.	%		No.	%	No.	%
North East	9,489	50.2	8,235	43.6	17,724	1,169	6.2	18,895	100.0
North	16,686	51.7	13,498	41.8	30,184	2,086	6.5	32,270	100.0
North West	808	35.0	1,229	53.2	2,037	273	11.8	2,310	100.0
West	4,590	22.7	15,056	74.3	19,646	609	3.0	20,255	100.0
South West	329	33.2	592	59.9	921	68	6.9	989	100.0
South	3,212	34.7	5,704	61.6	8,916	340	3.7	9,256	100.0
East	11,356	36.8	16,627	53.9	27,983	2,884	9.3	30,867	100.0
Inner	4,016	22.2	10,575	58.4	14,591	3,502	19.4	18,093	100.0
Inner South Western	3,212	21.4	11,316	75.3	14,528	491	3.3	15,019	100.0
Inner Western	2,796	26.0	7,582	70.2	10,378	410	3.8	10,788	100.0
Inner Southern	3,860	28.4	9,296	68.2	13,156	468	3.4	13,624	100.0
Inner North Western	4,478	39.2	5,943	52.1	10,421	999	8.7	11,420	100.0
Total	64,832	35.3	105,653	57.2	170,485	13,299	7.2	183,784	100.0

Source: SATS home interview survey, 1971





TABLE C5

SYDNEY METROPOLITAN AREA:  
RESIDENCE OF CITY OF SYDNEY WORKERS BY OCCUPATION TYPE BY METROPOLITAN ZONE, 1971

Sector	Professional Administrative Clerical		Craftsmen Process Workers Labourers		Transport and Communication		Sales services, sport and recreation		Farmers Miners Armed Services		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
North East	18,893	75.5	2,035	8.1	619	2.5	3,059	12.2	429	1.7	25,035	100.0
North	32,270	79.5	2,745	6.8	1,183	2.9	3,989	9.8	403	1.0	40,590	100.0
North West	2,310	76.3	317	10.5	176	5.8	197	6.5	26	0.9	3,026	100.0
West	20,255	57.0	8,215	23.2	2,654	7.5	3,665	10.0	696	2.0	35,485	100.0
South West	989	74.2	224	16.8	46	3.5	73	5.5	-	-	1,332	100.0
South	1,256	67.0	2,205	16.0	684	5.0	1,467	10.6	195	1.4	13,807	100.0
East	30,867	59.3	8,846	17.0	2,479	4.8	8,809	17.0	1,064	2.0	52,065	100.0
Inner	18,093	35.9	15,934	31.6	3,194	6.3	12,571	25.0	574	1.1	50,366	100.0
Inner South Western	15,019	53.8	6,818	24.4	2,271	8.1	3,450	12.4	371	1.3	27,929	100.0
Inner Western	13,624	60.8	4,336	19.4	974	4.3	2,830	12.6	635	2.8	22,399	100.0
Inner North Western	11,420	69.4	2,559	15.5	842	5.1	1,415	8.6	229	1.4	16,465	100.0
Total	183,784	59.5	59,235	19.2	16,499	5.3	44,751	14.5	4,750	1.5	309,019	100.0

Source: SATS home interview survey, 1971

TABLE C6

SYDNEY METROPOLITAN AREA:  
A.M. PEAK MODAL SPLIT OF CITY OF SYDNEY WORKFORCE BY METROPOLITAN SECTORS, 1971

Sector	Vehicle Driver		Vehicle Passenger		Walk		Ferry		Train		Car and train		Bus		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
North East	4,445	26.0	1,869	10.9	274	1.6	4,487	16.2	507	3.0	1,958	11.4	3,568	20.9	17,108	100.0
North	7,113	24.0	2,059	7.0	226	0.8	2,303	7.8	9,338	31.5	5,759	19.4	2,828	9.5	29,624	100.0
North West	344	17.0	84	4.2	29	1.4	30	1.5	348	17.2	1,187	58.7	0	0.0	2,122	100.0
West	2,084	8.7	624	2.6	171	0.7	240	1.0	14,811	62.0	5,906	24.7	73	0.3	23,909	100.0
South West	62	6.2	34	3.4	0	0.0	0	0.0	572	57.2	332	33.2	0	0.0	1,000	100.0
South	1,650	16.9	272	2.8	32	0.3	64	0.7	4,507	46.1	3,203	32.8	45	0.4	9,773	100.0
East	8,293	23.7	3,118	8.9	1,860	5.3	342	1.0	36	0.1	131	0.4	21,205	60.6	34,888	100.0
Inner	3,758	13.8	989	3.7	6,706	24.6	754	2.8	4,703	17.3	511	1.9	9,790	35.9	27,221	100.0
Inner South Western	2,297	11.8	968	5.0	116	0.6	178	0.9	11,669	60.1	3,469	17.9	716	3.7	19,413	100.0
Inner Western	2,107	14.6	970	6.7	337	2.3	163	1.1	7,135	49.5	825	6.4	2,776	19.3	14,413	100.0
Inner Southern	2,867	17.1	583	3.5	87	0.5	88	0.5	10,276	61.4	2,537	15.1	326	1.9	16,764	100.0
Inner North Western	1,772	23.6	827	7.0	142	1.2	1,245	10.6	2,730	23.2	994	8.5	3,035	25.9	11,745	100.0
Total	37,713	18.2	12,407	6.0	9,980	4.8	9,804	4.8	66,630	32.0	26,915	12.3	44,362	21.3	207,880	100.0

Source: SATS home interview survey, 1971

TABLE C7

SYDNEY METROPOLITAN AREA:  
RESIDENCE OF OFFICE WORKERS BY WORKPLACE, 1971

Sector	Sydney		North Sydney		Other		Total	
	No.	%	No.	%	No.	%	No.	%
North East	18,893	39.4	3,847	8.0	25,213	52.6	47,953	100.0
North	32,270	39.8	10,055	12.4	38,751	47.8	81,076	100.0
North West	2,310	18.6	191	1.6	9,886	79.8	12,387	100.0
West	20,255	25.9	1,013	1.3	56,840	72.8	78,108	100.0
South West	989	23.0	0	0	3,319	77.0	4,308	100.0
South	9,256	33.0	323	1.2	18,465	65.8	28,044	100.0
East	30,867	45.9	1,837	2.7	34,518	51.4	67,222	100.0
Inner	18,093	53.8	845	2.5	14,716	43.7	33,654	100.0
Inner South Western	15,019	35.1	738	1.7	27,100	63.2	42,857	100.0
Inner Western	10,788	37.9	620	2.2	17,047	59.9	28,455	100.0
Inner Southern	13,624	37.3	512	1.9	11,381	61.3	36,517	100.0
Inner North Western	11,420	36.8	1,825	5.9	17,763	57.3	31,008	100.0
Total	183,784	37.4	21,806	4.4	285,999	58.2	491,589	100.0

Source: SATS home interview survey, 1971

TABLE C8

SYDNEY METROPOLITAN AREA:  
RESIDENCE OF NON-OFFICE WORKERS BY WORKPLACE, 1971

Sector	Sydney		North Sydney		Other		Total	
	No.	%	No.	%	No.	%	No.	%
North East	6,144	15.2	2,247	5.6	32,045	79.2	40,436	100.0
North	8,321	17.8	5,811	12.4	32,613	69.8	46,745	100.0
North West	716	5.1	147	1.1	13,083	93.8	13,946	100.0
West	15,230	8.6	1,221	0.7	159,941	90.7	176,392	100.0
South West	343	3.5	34	0.3	9,506	96.2	9,883	100.0
South	4,551	15.1	46	0.2	25,627	84.7	30,224	100.0
East	21,198	28.0	748	1.0	53,767	71.0	75,713	100.0
Inner	32,260	34.6	947	1.0	59,916	64.4	93,123	100.0
Inner South Western	12,911	15.3	357	0.4	71,164	84.3	84,432	100.0
Inner Western	9,734	20.7	498	1.1	36,871	78.2	47,103	100.0
Inner Southern	8,775	17.7	165	0.3	40,528	82.0	49,468	100.0
Inner North Western	5,046	19.3	1,191	4.6	19,883	76.1	26,120	100.0
Total	125,229	18.1	13,412	1.9	554,944	80.0	693,585	100.0

Source: SATS home interview survey, 1971

TABLE C9

SYDNEY METROPOLITAN AREA:  
RESIDENCE OF TOTAL WORKFORCE BY WORKPLACE, 1971

Sector	Sydney		North Sydney		Other		Total	
	No.	%	No.	%	No.	%	No.	%
North East	25,037	28.3	6,094	6.9	57,258	64.8	88,389	100.0
North	40,591	31.8	15,866	12.4	71,364	55.8	127,821	100.0
North West	3,026	11.5	338	1.3	22,969	87.2	26,333	100.0
West	35,485	13.9	2,234	0.9	216,781	85.2	254,500	100.0
South West	1,332	9.4	34	0.2	12,825	90.4	14,191	100.0
South	13,807	23.7	369	0.6	44,902	75.7	58,268	100.0
East	52,065	36.4	2,585	1.8	88,285	61.8	142,935	100.0
Inner	50,353	39.7	1,792	1.4	74,632	58.9	126,777	100.0
Inner South Western	27,930	21.9	1,095	0.9	98,264	77.2	127,289	100.0
Inner Western	20,522	27.2	1,118	1.5	53,918	71.3	75,558	100.0
Inner Southern	22,399	26.0	677	0.8	62,909	73.2	85,985	100.0
Inner North Western	16,466	28.8	3,016	5.3	37,646	65.9	57,128	100.0
Total	309,013	26.1	35,218	3.0	840,943	70.9	1,185,174	100.0

Source: SATS home interview survey, 1971

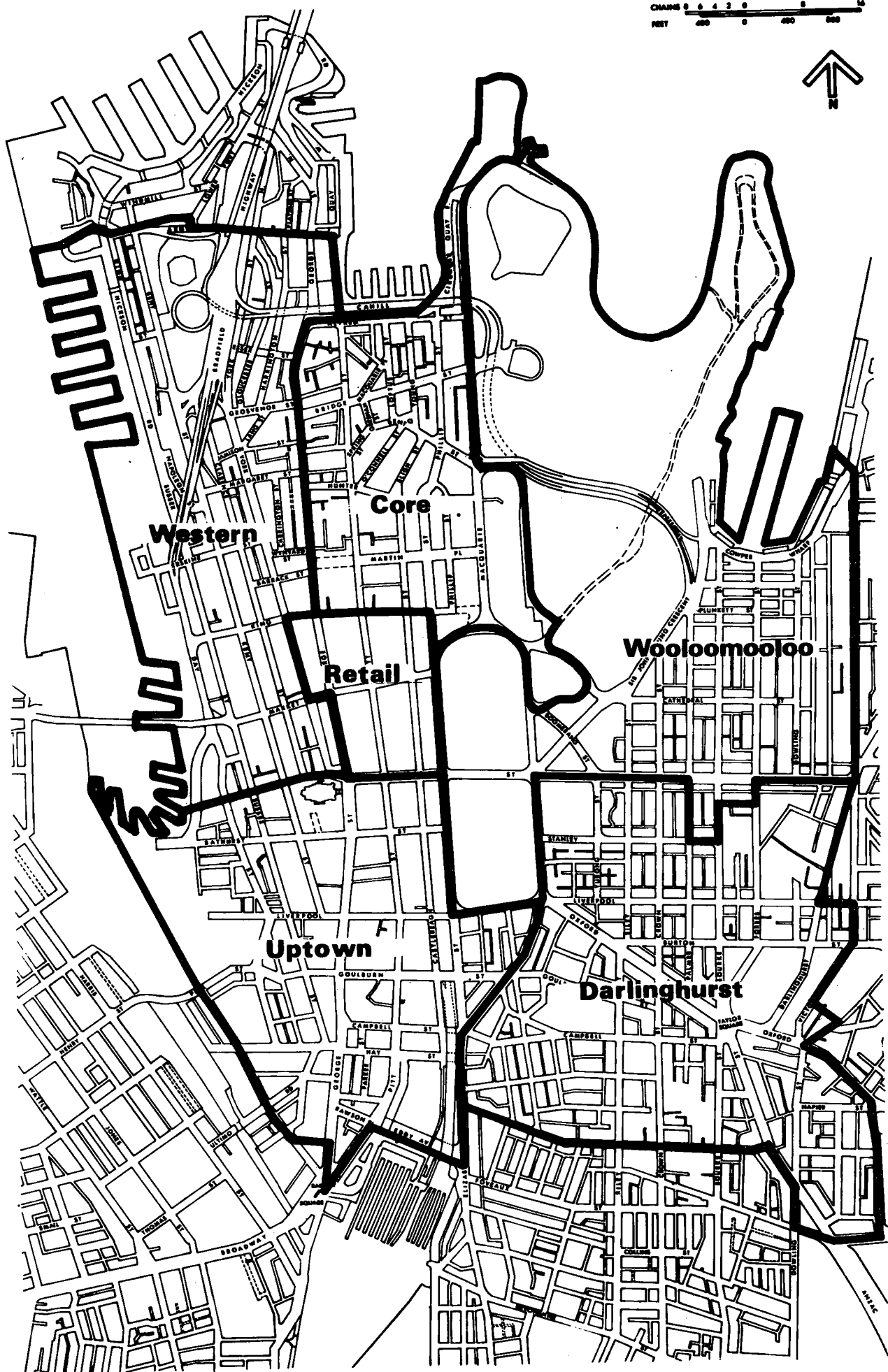
TABLE C10

CITY OF SYDNEY:  
WORKPLACE OF CITY OF SYDNEY OFFICE WORKERS BY OCCUPATION TYPE, BY CITY ZONE 1971

Zone*	Professional and Technical		Clerical		Sub Totals Professionals Technical and Clerical	Nurses Teachers Clergy Artists, etc.		Total	
	No.	%	No.	%		No.	%	No.	%
Core	24,944	33.6	47,536	64.1	72,480	1,672	2.3	74,152	100.0
Western	10,795	37.0	17,564	60.2	28,359	818	2.8	29,177	100.0
Retail	3,916	32.8	7,591	63.7	11,507	418	3.5	11,925	100.0
Uptown	9,248	36.4	14,767	58.2	24,015	1,371	5.4	25,386	100.0
Woolloomooloo	1,685	36.5	1,956	42.3	3,641	977	21.2	4,618	100.0
Darlinghurst	2,664	40.0	3,122	46.9	5,786	874	13.1	6,660	100.0
Remainder	11,580	36.3	13,117	41.2	24,695	7,169	22.4	31,866	100.0
Total for:									
Central Business Area	48,903	34.8	87,458	62.2	136,361	4,279	3.0	140,640	100.0
Extended Business Area	53,252	35.1	92,536	60.9	145,788	6,130	4.0	151,918	100.0
City of Sydney	64,832	35.3	104,653	57.5	170,485	13,299	7.2	183,784	100.0

Source: SATS home interview survey, 1971

\* For key to zones see Figure C2.



**ZONES ADOPTED FOR ANALYSIS OF WORKFORCE COMPOSITION**  
figure c2

TABLE C11

CITY OF SYDNEY:  
WORKPLACE OF CITY OF SYDNEY WORKERS BY OCCUPATION GROUP, BY CITY ZONE 1971

Zone	Professional Administrative Clerical		Craftsmen Process Workers Labourers		Transport and Communication		Sales services, sport and recreation		Farmers Miners Armed Services		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Core	74,155	77.7	5,297	5.5	5,761	6.0	9,785	10.2	550	0.6	95,548	100.0
Retail	11,924	54.3	1,877	8.5	332	1.5	7,616	34.7	230	1.0	21,979	100.0
Western	29,179	68.9	6,318	14.9	1,286	3.0	5,193	12.3	367	0.9	42,343	100.0
Uptown	25,240	58.3	9,314	21.6	1,415	3.3	7,019	16.3	201	0.4	43,189	100.0
Woolloomooloo	4,766	56.6	2,011	23.9	315	3.7	1,239	14.7	90	1.1	8,421	100.0
Darlinghurst	6,660	43.6	4,745	31.1	709	4.6	3,066	20.1	97	0.6	15,277	100.0
Remainder	31,860	38.7	29,673	36.1	6,681	8.1	10,833	13.2	3,215	3.9	82,262	100.0
Total for:												
Central Business Area	140,498	69.2	22,806	11.2	8,794	4.3	29,613	14.6	1,348	0.7	203,059	100.0
Extended Business Area	151,924	67.0	29,562	13.0	9,818	4.3	33,918	15.0	1,535	0.7	226,757	100.0
City of Sydney	183,784	59.5	59,235	19.2	16,499	5.3	44,751	14.5	4,750	1.5	309,019	100.0

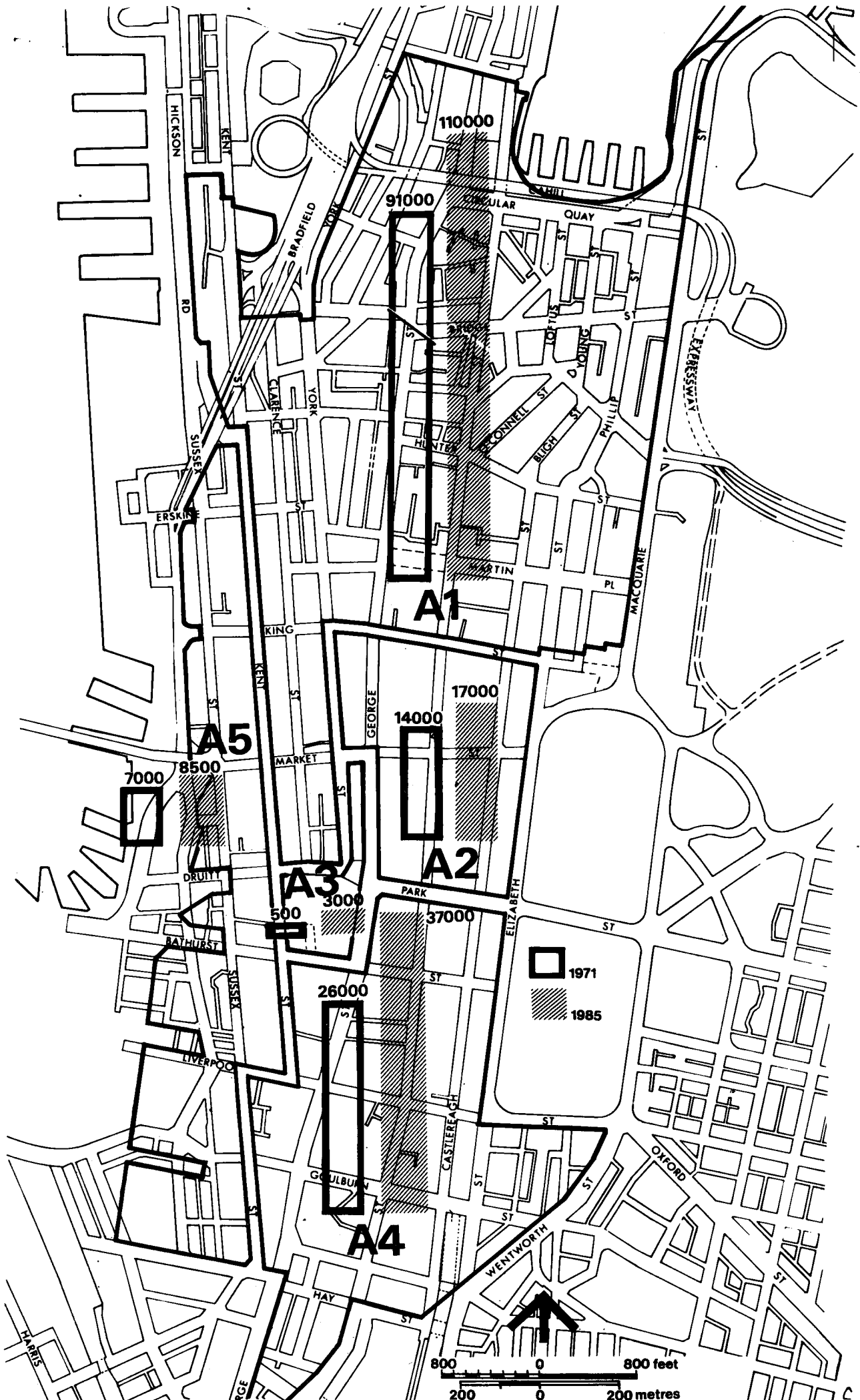
Source: SATS home interview survey, 1971

TABLE C12

SYDNEY CENTRAL BUSINESS AREA:  
OCCUPIED OFFICE SPACE 1971 AND COMMITTED ADDITIONS TO THE OFFICE SPACE STOCK

1971 Precinct areas	Occupied office space February 1971 (net sq. ft.)	Office space committed since February 1971 (net sq. ft.)	Office space demolished since February 1971 (net sq. ft.)	Total of existing occupied and committed space net of demolition (net sq. ft.)	Obsolescent space 1985 (net sq. ft.)
A1					
Area 1	2,299,000	1,037,000	81,000	3,255,000 )	
Area 2	4,420,000	1,312,000	158,000	5,574,000 )	2,023,000
Area 3	5,126,000	2,882,000	286,000	7,722,000 )	
Area 4	1,079,000	644,000	14,000	1,709,000 )	1,175,000
Area 5	3,135,000	2,287,000	39,000	5,383,000 )	
Total for A1	13,760,000	7,125,000	497,000	20,388,000	3,198,000
A2	1,758,000	1,110,000	87,000	2,781,000	649,000
A3	87,000	390,000	2,000	475,000	58,000
A4	3,886,000	2,312,000	83,000	6,115,000	667,000
A5	1,058,000	496,000	28,000	1,526,000	374,000
Total	20,549,000	11,433,000	697,000	31,285,000	4,946,000

Source: Plant Location International field surveys, April 1970, February 1971 and October 1973.



**1971 & 1985 OFFICE WORKFORCE BY CBD 1971 PRECINCTS**

**figure c3**

## ANNEXURE A

THE COUNCIL OF THE CITY OF SYDNEY  
COUNCIL'S ACTION PLANNING PROGRAM TO JULY, 1974

Number and Title	Project Director
Action Plan 1 <u>William Street Boulevard</u> Adopted by Council on 15th December, 1969	Bruce Mackenzie Mackenzie & Associates
Action Plan 2 <u>Low Cost Streetscape Improvements</u> Adopted by Council on 27th November, 1972	Brian Griffin Clarke Gazzard Pty Ltd
Action Plan 3 <u>Wynyard Pedestrian Network</u> Adopted by Council on 8th November, 1971	Peter Keys Urban Systems Corporation in association with McConnel Smith & Johnson and W.D. Scott Pty Ltd
Action Plan 4 <u>Western Perimeter Car Parks</u> Adopted by Council on 3rd July, 1972	Peter Casey Urban Systems Corporation in association with McConnel Smith & Johnson and W.D. Scott Pty Ltd
Action Study 5 <u>Information Systems</u> Adopted by Council on 8th July, 1974	Kerry Nash City Planning and Building Department
Action Plan 6 <u>Central Spine Pedestrian Network</u> Received by Council on 8th July, 1974	Barry Young MSJ Keys Young Pty Ltd
Action Plan 7 <u>Woolloomooloo Precinct</u>	Rodney Jensen City Planning and Building Department in association with Clarke Gazzard Voorhees and Ancher Mortlock Murray and Woolley

Three Alternative Plans Exhibited.  
Public comments now being studied in conjunction with State and  
National Government authorities.



## ANNEXURE D

THE COUNCIL OF THE CITY OF SYDNEY  
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Annexure A - Council's Action Planning Program to July 1974 and  
summaries of some examples of achievements and progress under  
the Program;

Annexure B - Development Trends, City of Sydney 1971-73

Annexure C - Workforce Forecasts: The Definition of Alternative  
Futures for the City; and

Annexure D - Bibliography of Publications,  
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