



a guide to
development
plans

what is a development plan

A development plan is similar to a site specific master plan or Development Control Plan. A development plan will:

- consider the unique built and environmental context of an individual site and its surrounding areas;
- consider the relevant planning controls (especially refer the criteria under Clause 28C (2)) of Central Sydney LEP 1996;
- generate a concept for the development site that enhances the context, harnesses the environmental opportunities and achieves design excellence.

The development plan should result in a floor space ratio, building height and massing envelope (within the planning maximums) that provides the 'best fit' for the site and its environs.



why a development plan

The city has introduced development plans in response to concerns relating to large scale developments, (high or low rise) and the adverse effects they can have on the city. Generally these effects have taken the form of excessive bulk and height relative to surrounding development, inadequate separation and amenity for buildings and the public domain.

A site specific development plan enables the developer and the City to consider and respond to the unique characteristics of each site. This response should be within the planning framework to provide an appropriate development that enhances the city and achieves design excellence.

As an alternative to a development plan, the applicant may choose to submit a stage one development application (pursuant to S 80(4) of EPA Act) if that application addresses all the criteria under CL 28C (2).



where do I lodge a development plan

Before preparing a development plan application and report, applicants should contact Council's One Stop Shop, ph: (02) 9265 9255 to check whether a development plan application is required and which relevant planning instruments may apply.

Preferably applicants should arrange a meeting with a City Development officer prior to submission. Application forms and schedule of fees are available from the One Stop Shop or Council's website (see appendix). A separate notification and advertising fee is payable at lodgement. Applications should be lodged with the One Stop Shop.

A list of drawings and information required as part of an application is located in the appendix at the back of this booklet.



when is a development plan required

A development plan is required by Central Sydney LEP 1996 (clause 28B) for any development in the city that proposes a building with an overall height in excess of 55 metres or where the site area exceeds 1500 square metres.

The consent authority cannot grant development consent for such sites unless a development plan (or its equivalent) has been adopted.

Some developments may not require a Development Plan even though they exceed these limits eg. where the development is of a minor nature and does not significantly increase floor space ratio, height or the external appearance of the existing building.

Other examples include changes of use, strata subdivision, extensions to hours of operation or the temporary use of an existing building.

The consent authority may also formally waive the requirement for all or part of a development plan (clause 28B (4e)). Such waivers are likely when an existing development approval is in force that Council feels provides an appropriate envelope, floor space ratio and height for the site that is capable of achieving design excellence.

Such circumstances would not waive the requirement for the proposal to undertake a competitive process in the achievement of design excellence.



what about a statement of environmental effects

A development plan report is not the same as the statement of environmental effects that normally accompanies a development application.

Rather the development plan will document the process of developing the design concept for the building/s, from initial analysis of the site and its surroundings through to the preferred design approach.

Some reports from consultants such as traffic, environmental engineers, heritage consultants, etc will be required as part of this submission. These reports should be simple, clear statements of the general issues and factors affecting the development and site. These statements should also provide suggestions of how the development could respond to these issues.



how do I prepare a development plan submission

A development plan submission needs to document three phases of the design process, each of which will consider the criteria listed under clause 28C (2) of LEP 1996. Depending on the nature of the proposed development, not all the criteria may be relevant. The applicant should seek guidance from the City Development division on ph: (02) 9265 9262.

Firstly, the submission will need to demonstrate a comprehensive understanding and analysis of the existing site context and the planning controls that affect the site.

Secondly, the submission should illustrate what alternative design approaches or concepts have been considered in arriving at the most suitable built form and contextual response to the site, its surroundings and the planning controls.

Thirdly, the submission will need to clearly and concisely justify the preferred concept by documenting and illustrating how it balances and responds to the contextual and planning criteria identified in the first phase.

The report should be extensively illustrated using sketches, indicative plans, sections and elevations. Photographs and perspective illustrations should also be provided.

Submission requirements are discussed in the following pages.



This analysis will provide a summary of the existing site context including subdivisions, built form, landscape, environmental conditions, circulation patterns and local facilities.

This analysis should be arranged under each of the criteria in CI 28C (2) of LEP 1996.

Site amalgamation

Some development proposals may involve the amalgamation of a number of smaller properties or sites. The development plan for such sites should clearly illustrate and describe which properties are to be amalgamated and which properties are not included. The onus is on the applicant to demonstrate that the development potential of excluded sites will not be adversely affected by new development.

Uses, mix and subdivision pattern

A study of the existing subdivision pattern is needed to understand the urban grain of the surrounding area. As part of this study an illustration of the spatial relationships of the built form should be provided. The surrounding uses in the vicinity of the site should also be included to provide an understanding of existing facilities and uses.

Sensitivity to heritage issues and streetscape constraints

Many sites within the City of Sydney either include a scheduled heritage item, are in the vicinity of a heritage item, are located along a heritage streetscape or may also include areas of archaeological potential.

It is essential to have an understanding of the heritage significance of the site and the potential constraints this may impose on any detailed design concepts.

The significance of the site and likely constraints are best understood by the preparation of a Conservation Management Plan. For sites with archaeological potential, an archaeological assessment will be required.

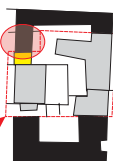
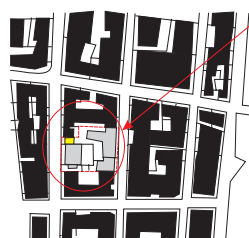


photographic record of the surrounding area



Statement of Heritage Impact - a study and analysis of the heritage significance of any items or site in the vicinity is required

site context and figure ground to analyse built form pattern and site amalgamation concerns



- study site for retention of development potential
- proposed site amalgamation
- existing heritage building on site

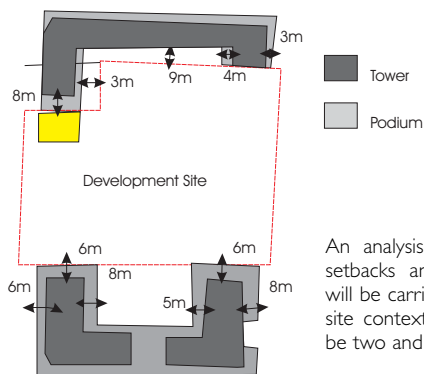
Note: The illustrations used to demonstrate requirements are for a fictitious site. Any similarities to existing developments is purely coincidental.

Setbacks, separation and tower location

Most development sites in Sydney are surrounded by existing development. Whilst an area may display certain consistent built form characteristics, each site will be unique in the setbacks and separation provided from adjoining development and the site boundaries.

This analysis will need to consider these alignments and setbacks to arrive at the most appropriate response for the later design concepts.

For sites in the centre of the city the location of any adjoining towers needs to be documented and is of paramount importance in deciding the appropriate separation and location for any new towers.



An analysis of existing building setbacks and tower separation will be carried out as part of the site context analysis. This should be two and three dimensional.

Bulk, massing and modulation of buildings

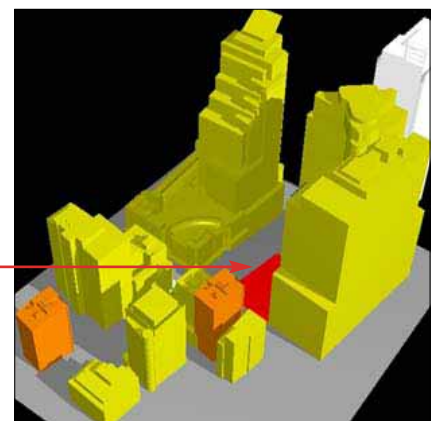
The analysis should consider the built form, scale and massing of development in the surrounding area. Existing predominant alignments, street frontage heights, overall height and the bulk of the general area may provide significant clues to the most appropriate massing for any new development.

Acknowledging existing predominant alignments, massing and modulation helps to integrate new development into the streetscape, building on the character of an area.

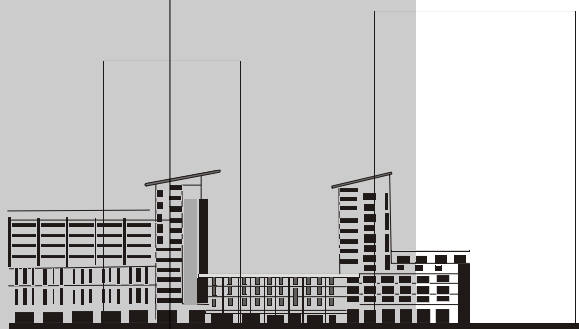
This part of the study will help to set the external parameters for development envelopes. Illustrations should be provided of the existing built form using photographic studies, streetscape elevations and massing studies.

The materials, modulation and detailing evident in the existing streetscapes will also form part of this analysis and will provide clues to the most appropriate response for any new development.

By this point in the analysis, a clear picture of the character of the surrounding area, its built form, grain and uses should be emerging.



The study will need to analyse the existing built form, showing the existing streetscape, massing and building modulation and materials.

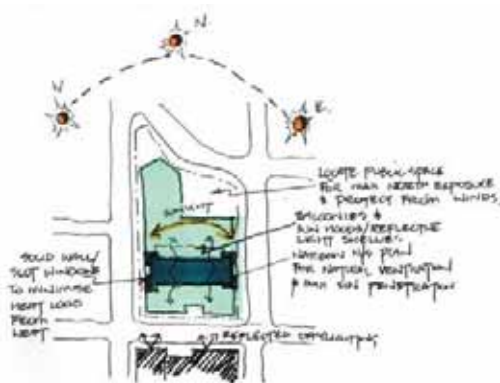


Environmental impacts and sustainable building design

Each site has a relatively unique environmental condition. This environment is created by a combination of orientation, location, exposure and the scale, separation and massing of nearby buildings. Analysis of these unique conditions is required to inform the design process.

Consideration should be given to overshadowing, exposure to outlook, daylight, sunlight and natural ventilation and the effects on the site of adjoining development. The possible impact of the site on the adjoining urban domain should also be considered.

Preliminary statements will be needed from environmental consultants identifying factors likely to affect the building design. Alternative suggestions should be included showing how development could be massed, shaped or modulated to either ameliorate and/or take advantage of these environmental influences.



Consultant's studies ideally should suggest built form orientations, shapes or design approaches to make best use of environmental factors.

Pedestrian, cycle, vehicular and service access and circulation

Every site is inextricably linked to the circulation patterns of its surrounding area. It also has unique opportunities to enhance this linkage, for the benefit of the future development and the community. This benefit could be as simple as improving pedestrian access to a site or as significant as providing a new public space, connecting existing discontinuous linkages.

This section of the analysis should illustrate and describe existing circulation patterns and problems around the site for pedestrians, cyclists and vehicles. Linkages to public transport, public spaces and facilities should be documented and opportunities highlighted for maintaining or improving existing connections and providing new connections where appropriate.

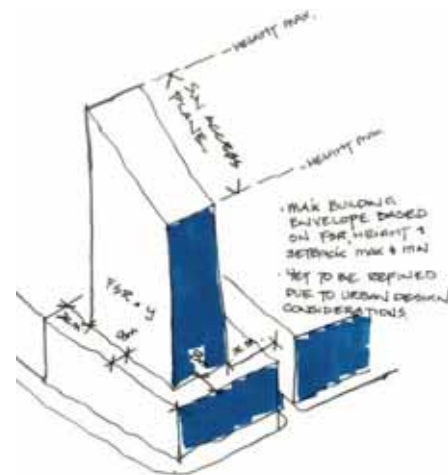


Circulation and connection patterns for pedestrians, cyclists and vehicles should be considered to understand how the site fits into the existing neighbourhood.

Current Planning Controls

The analysis should also provide a comprehensive summary of all the planning objectives and provisions relevant to the surrounding area, site and proposed use. Compliance with these objectives and provisions, whether qualitative or quantitative, is a significant consideration in the minds of the consent authority and must be addressed. Such information should be included in tabular form.

This should then be expanded, where appropriate, to produce a three dimensional maximum development envelope. The other factors already analysed as part of this process can then be imposed within these maximums to refine the envelope, balancing of all these issues.



An analysis of current controls is needed to establish the maximum developable envelope within which the appropriate bulk, height, massing and FSR can be established by consideration of the other earlier issues.

Planning Controls

Zoning City Edge Zone
 Front setback Minimum 8 metres
 Awnings Awnings required as awnings map

Provision Implication

Mixed uses allowed other than brothels
 Minimum 8 metres required to street frontage setback
 Provide awnings to George and King Street elevations

The site context analysis provides the constraints and opportunities for a development plan site. After this analysis the next phase of the application can proceed - developing a number of alternative design approaches or concepts which test and balance the issues that have emerged from the analysis.

Design Concepts

Now that a thorough understanding of the site and the character of the area around the site has been achieved, design concepts can be developed for the proposed development. Balancing each of the issues that have emerged as part of the analysis is quite likely to lead to a number of different approaches for massing, scale, orientation and shape of the building/s.

Some solutions may seek to maximise view opportunities and exposure to daylight, sunlight and natural ventilation. Others may give greater emphasis to the relationship between existing buildings, etc. These concepts should provide the best opportunities to achieve design excellence.



Numerous design options should be considered for the site leading to three concepts that best balance the issues within the site context analysis.

Solutions that present adventurous and innovative design ideas are encouraged and should also be included. The best solutions (a minimum of 3) should be presented and discussed within the development plan submission. For each of these options the advantages and disadvantages, relative to each of the issues in the site analysis, should be discussed and illustrated for each concept. The building heights, street frontage heights and floor space ratio for each should be clearly stated.

From these solutions, the concept that provides the highest quality urban form relative to its site and context, with the greatest opportunity for achieving design excellence and compliance with the planning controls, should become the preferred option or the proposed development for the remainder of the development plan submission.

Each option needs to be illustrated by plans, massing diagrams, streetscape elevations etc and the advantages and disadvantages that it presents relative to the context analysis discussed.

Of the three options, option 3 should stand out as providing the best balance of urban form, contextual fit, amenity (public and private), ESD response, circulation, etc.

This option should become the preferred option or if the competitive process takes place as part of the Development plan or Stage 1 DA then it becomes the winning scheme.



Option 3 - preferred



Option 1



Option 2

Note:

- 1) Images shown are the result of an invited architectural competition for the World Square site in Sydney by Meriton Apartments. The proposals in order are by Peddle Thorpe and Walker Pty Ltd, Harry Seidler and Associates Pty Ltd and Nation Fender Katsalidis Architects. Copyright rests with architects for each of these proposals.
- 2) The illustrations used to demonstrate requirements are for a fictitious site. Any similarities to existing developments is purely coincidental.

Competitive process

LEP 1996 CL 28D (5) requires that the design for a development plan site or its equivalent, must also be the result of a competitive process. This competitive process (for details see DCP 1996, Section 12) can take place either at the development plan stage or at the development application stage. The latter option would allow the adopted development plan to form part of the development brief. Options to satisfy this requirement are to hold a design competition or invite architects from different firms to prepare alternative designs on a competitive basis.

The objective of this process is to achieve the highest quality design solution for the site and its context by the development of a number of different ideas and approaches from different architects.

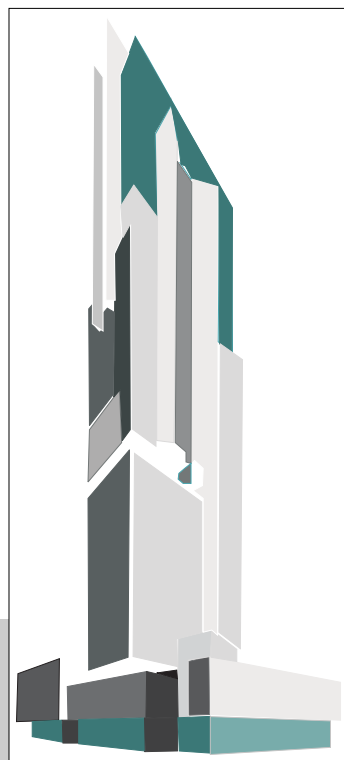
Competition Winning Concept



This next section will demonstrate in greater detail why the preferred solution provides the highest quality design. It will demonstrate how it addresses each of the issues under the site context analysis and how it will achieve design excellence.

Site amalgamation

Where the preferred concept amalgamates a number of sites, the development plan must demonstrate that the potential of adjoining sites has been maintained. This can be done by sketches showing that the new development is providing sufficient setback and separation etc to allow a reasonable level of development. Where the potential of an adjoining site is unavoidably compromised every effort should be made to minimise this effect or to acquire the site as part of the amalgamation.



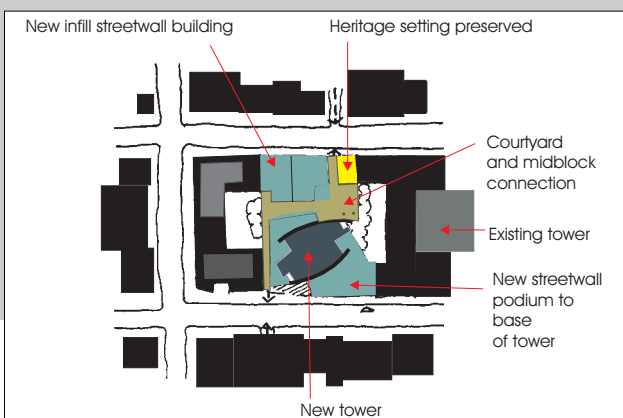
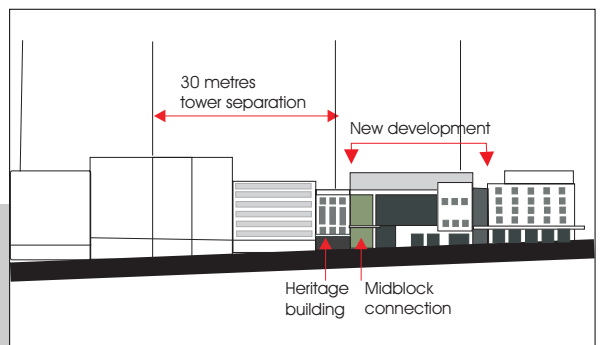
The preferred option

Uses, mix and subdivision pattern

The uses and use mix of the preferred development should be discussed relative to the existing use pattern of the area and the location of nearby facilities. The proposal will need to demonstrate that it is in keeping with the land use objectives of that zone.

Where the preferred option amalgamates a number of existing sites then there is a risk that the grain of an area can be eroded. The preferred option should illustrate how it is reinterpreting the existing grain or subdivision pattern by its massing, architectural treatment and detailing.

Site plans, plans and streetscape elevations should demonstrate that the grain of the area is reflected in the design and modulation of the new buildings.



Note: The illustrations used to demonstrate requirements are for a fictitious site. Any similarities to existing developments is purely coincidental.

Sensitivity to heritage issues and streetscape constraints

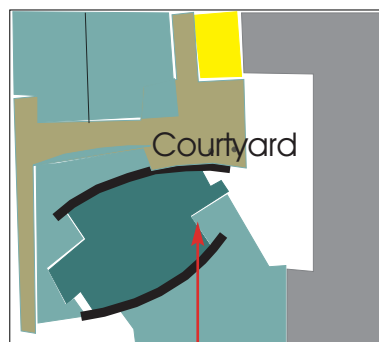
If the preferred development includes a heritage item or is in the vicinity of a heritage item or streetscape then the application must show how the development is responding to the significance of these items. A heritage impact statement should be provided as part of the application. The preferred concept will need to show how it is enhancing and respecting these items, for instance by conservation of the existing heritage buildings or by a direct relationship to the items massing, street frontage heights etc. Equally it could simply be by providing sufficient separation to the item to protect its setting (curtilage).

Each site will require a response crafted to suit the individual circumstances and the significance of the heritage buildings/items.

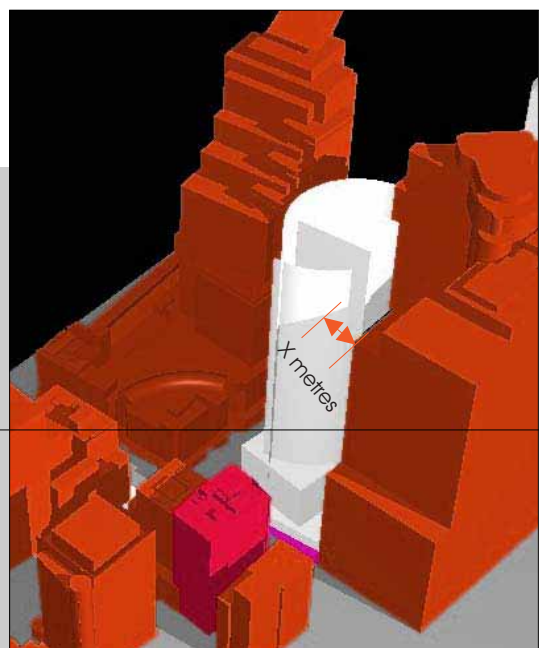
Setbacks, separation and tower location

The selection of one design concept over another will be partly based on the relationship that the proposal has with the existing and likely future built form that surrounds it. The setbacks and separation that the development provides should deliver a solution that contributes positively to the streetscape and provide sufficient separation between itself and other large scale development (above the street frontage height). It must also provide a high quality urban form and excellent amenity.

Amenity includes quality access to light, sunlight, natural ventilation and outlook for the building's occupants, those of surrounding development and the public domain and public spaces.



Tower location - address to major street with larger scale buildings, minimises overshadowing of existing courtyard space, provides physical separation to heritage item and other towers etc.



Note: The illustrations used to demonstrate requirements are for a fictitious site. Any similarities to existing developments is purely coincidental.

Bulk, massing and modulation of buildings

As with setbacks, separation and tower location, the massing and bulk of the preferred option needs to demonstrate how it provides the best solution to all the issues in the context analysis. It will also generate the FSR, height and development envelope for the site.

The design should respond to the form prevalent in the area and streetscape. The proportions of the building will be crafted for interest, appropriate balance, to harness ESD and outlook opportunities and to provide high quality form both from a distance and close proximity.

The bulk should minimise overshadowing of open space whether in the public domain or the development itself and at no time should it result in an overbearing, disproportionate or monotonous form.

Although a development plan application is not expected to be a fully designed building, the application needs to show its response to the surrounding context in its modulation and materials via sketches that indicate rhythms and proportions that echo or reinterpret surrounding form. Images, details or development that has a similar design approach and/or materials can also illustrate the eventual character of the development.

Proposed massing, modulation and streetscape scale should be illustrated by 3D sketches and models.

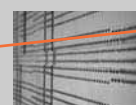
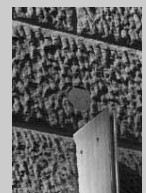
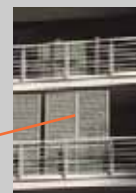
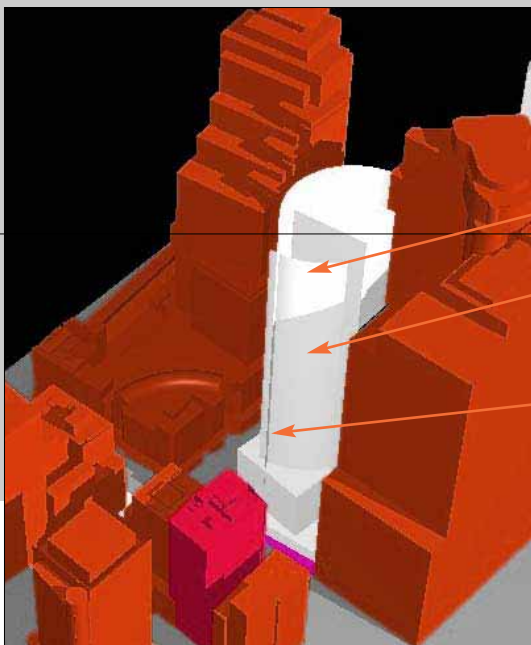
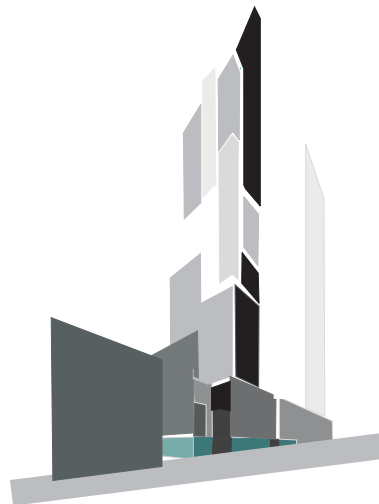
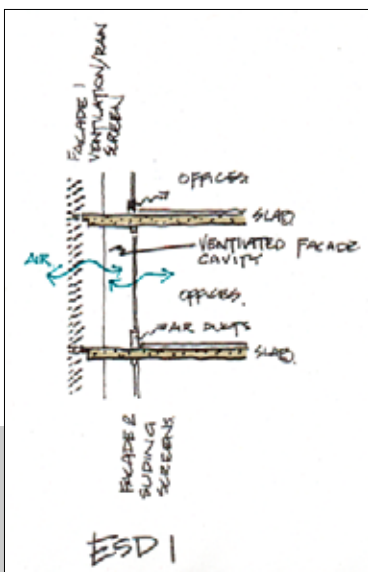


Image board showing curtain wall, balconies, materials.

Environmental Impacts and Sustainable Building Design

The preferred design concept needs to be justified relative to its environmental impacts. All development should be as sustainable as possible. It is in this section that the design should demonstrate how the concept makes best use of the site orientation and exposure to sunlight and ventilation. It is here that the opportunities highlighted in the consultants statements earlier will be seen to have influenced the development of the design.

Considerations such as minimising energy usage, life cycle costs, waste and maximising use of natural energy, ventilation and recycled water etc.



The proposal must demonstrate the ESD principles that have informed the design.

Pedestrian, cycle, vehicular and service access and circulation

The preferred design option will enhance and continue existing circulation patterns. This section of the application will show how this linkage is achieved.

The proposal should demonstrate that it contributes positively to the safety and character of the area by continuing existing laneways or midblock links by creating pleasant public space and outdoor environment, minimising the intrusion into the public domain of car park access points and any additional traffic.

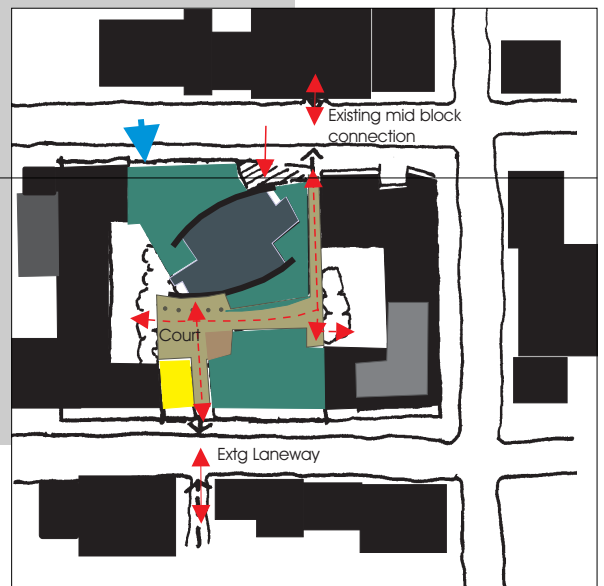
Impacts and Improvements to the Public Domain

All development should contribute positively to the city. The analysis of the site context will have identified areas around the site that may not contribute positively. As part of the development plan, the application should illustrate how it will provide direct improvements to the public domain.

This could be by the regeneration of an existing lane that fronts the site, by providing a new pocket park for public use, by a public open space within the development or by providing new public art etc.

The preferred option will need to illustrate how it continues existing circulation patterns and how it minimises the interruption to the streetscape for vehicle entries etc.

Pedestrian connection, public open space and building entries →
 Vehicle and service entries →



Design Excellence

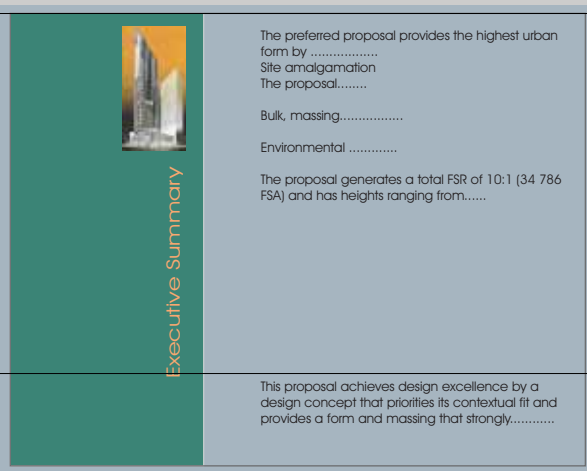
All development applications, regardless of their height or site area, are required by Clause 28D of LEP 1996 to exhibit design excellence. The selected option must be able to demonstrate that it will achieve design excellence in all aspects of its design.

This section should provide an executive summary of all the responses to the other criteria and tie the entire design concept together to demonstrate excellence. A discussion on how excellence will be maintained through the development process should also be included.

Current Planning Controls

The selected design should be analysed relative to the current planning controls. This comparison will highlight how the proposal complies with existing requirements and where the proposal may depart from the controls.

Any proposed departures will have to be strongly justified by clearly demonstrating how this alternative provides a higher quality solution for the public realm and surrounding context, not just for the development itself.



Planning Controls	Provision	Implication
Zoning	City Edge Zone	The proposal complies with the
Front setback	Minimum 8 metres	Setbacks provided exceed the 8 metres due to
Awnings	Awnings required as awnings map	The proposal provides awnings to

An analysis of the level of compliance for the proposal relative to the current controls is needed for assessment purposes.

checklist

for lodging an application

The following information will be required on lodgement of the application:

- Application form;
- Application fee;
- Owners consent;
- Applicants signature;
- 10 sets of development plan reports;
- 10 x A1 and 3 x A3 sets of plans illustrating the proposed development and site;
- 1:500 articulation/massing model of the preferred concept;
- Materials and image board.

For more detail please see the City of Sydney website at www.cityofsydney.nsw.gov.au or contact the One Stop Shop on (02) 9265 9255.



drawings

required to accompany an application

Drawings required include:

Phase 1 - Site Context Analysis

- Site and location plan;
- Photographic study of site and locality including streetscapes;
- physical and environmental context plans and elevations (showing existing infrastructure, circulation, orientation, views, existing buildings etc);
- planning controls analysis plans, elevations and axonometrics;
- heritage item and streetscape plans and elevations as built.

Phase 2 - Design concept and competitive process

- Sketches illustrating each different concept including indicative plans, streetscape elevations, massing diagrams and massing perspective from critical viewpoints.

Phase 3 - Preferred concept and response to criteria

- site plan showing development;
- indicative plans, elevations and sections including streetscape elevations and sections;
- 3D massing and modulation sketches including image boards with indicative materials;
- access, circulation and parking diagrams;
- typical internal layouts;
- indicative shadow analysis.

In addition the following statements or studies should be included where relevant;

- Conservation management plan, Statement of Heritage Impact and archeological assessment;
- wind, reflectivity strategy, energy conservation statements;
- contamination assessment.

