

Attachment B

Draft Central Sydney Planning Strategy

Central Sydney Planning Strategy

2016–2036 DRAFT



Sydney2030/Green/Global/Connected



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Contents

Overview		2 Context	
An evolution of planning strategy	5	2.1 Central Sydney planning: a history	68
Place-led and people-focused	5	2.2 Policy and governance	78
Planning for growth	6	Guiding documents	79
A refocus	6	Planning for the growth of a global Sydney	79
About this strategy	7	Coordination and collaboration	81
The economic, social and cultural heart of the nation	7	Roles and responsibilities	81
An evolution in planning strategy	9	2.3 People	84
Our vision and aims	9	Workers	85
Planning for growth with 10 key moves	11	Residents	87
Why we need to plan for jobs growth	33	Visitors	89
A growing economy	33	2.4 Place	92
Step change in transport capacity	33	Physical setting	93
Planning for our future	35	Climate	95
How we will plan for jobs growth	37	Wind	97
Changing demands and a changing population	37	Green spaces and parks	99
Place-led and people-focused	39	Ecology	101
Closing the capacity gap	41	2.5 Structure and form	104
A multi-centre city	43	Architecture	105
Implementing the Strategy	45	Orientation	107
		Streets	109
		Heritage	111
		Intimate scale	113
		Open spaces	115
		Views	117
		2.6 Infrastructure	120
		Transportation	121
		Community, cultural and social facilities	141
		Affordable rental housing	143
		Energy, waste and water	145
		2.7 Land use	148
1 Introduction		Office floor space	149
1.1 Purpose, scope and vision	50	Residential floor space	155
Purpose	51	Retail	159
Scope	51	Visitor accommodation	161
Vision and Aims	53	Development use trends	163
Strategy development controls and actions	63		

3 Planning for Growth

3.1 Why we need to plan for jobs growth 170

Why we need to plan for jobs growth	171
The rise of residential use	173
Ability to grow out and up	177

3.2 What we need to do to plan for growth 182

What we need to do to plan for growth	183
Planning for a Growing Sydney	183
Projecting growth in Central Sydney	183
A new planning approach for Central Sydney	189

3.3 How we will plan for jobs growth 192

How we will plan for jobs growth	193
Making change happen	193
Key moves	195
Place-led and people-focused	215
Closing the capacity gap	217
A multi-centre city	219

4 Implementation

4.1 Summary 228

10 key moves	229
Structure Plan	231
Supporting project ideas	233

4.2 Objectives and actions 236

01 Land use	237
02 Density	239
03 Height	243
04 Sun protection controls	245
05 Public views	253
06 Design excellence	256
07 General built form controls	257
08 Street frontage height and street setbacks	259
09 Side and rear setbacks, separation and outlook	259
10 Built form massing – tapering and maximum dimensions	261
11 Heritage	261
12 Special Character Areas	263
13 Heritage floor space	265
14 Delivery of infrastructure and affordable housing	266
15 Pedestrians	267

16 Cycling	267
17 Public transportation	268
18 Private motor vehicles	268
19 Loading and servicing	269
20 Car parking	269
21 Streets, lanes and footpaths	270
22 Open space and public domain	271
23 Ground-level frontages	273
24 Awnings and colonnades	275
25 Public art	275
26 Energy and water efficiency	276
27 Wind	277
28 Apartment amenity in Central Sydney	278
29 Planning governance	278

5 Resources

Resources	281
Core project team	283
Strategic Planning and Urban Design	
Unit management	283
Expert input	283

Foreword



Clover Moore
Lord Mayor, Sydney

If you ask what makes Sydney an amazing city to work and live in, visit and enjoy, 'planning' may not be the first thing that comes to mind. But planning and development that is sensible and strategic is the basis for what makes our city world-renowned for beauty and liveability.

Central Sydney plays a key role in metropolitan Sydney, New South Wales, and the nation. In a world that is quickly changing, the Central Sydney Planning Strategy will help ensure Sydney's continued dynamism for business and economic growth, while accompanied by social infrastructure, arts and recreation, and environmental stewardship.

With a unique setting, form, history and infrastructure, we welcome the challenge of building on our achievements and attributes while at the same time balancing economic, social and environmental needs. Space for future workers is crucial for our economy. Transport will be a major issue. Maintaining our memorable parks and green spaces is paramount. We will encourage beautiful buildings, and taking care of our residents.

The Strategy will help us plan for growth and change, facilitate a lively and engaging city centre and create a sustainable and resilient city, one that is globally competitive and serves its residents, workers and visitors well.

We will plan for jobs growth with an approach that is people-focused and place-led, and work together with business owners, landowners, residents and the New South Wales and federal governments, hand in hand, in the interests of our city.



Graham Jahn AM LFRAIA Hon. FPIA Hon. AIA
Director City Planning, Development and Transport

Australia has one of the highest population growth rates of any OECD country in the context of falling global growth rates. In this there lies an intrinsic demand for higher value employment as well as a drive to carve out productive capability in an increasingly global market place.

Central Sydney and surrounds has become a magnet for attracting higher value businesses across their full lifecycle – in their fledgling embryonic phase, through their growth phase to their mature phase across sectors such as professional and financial services, education and tourism and hospitality. Sydney also has the prospect of becoming a significant centre for many digital-based industries, which dissolves the tyranny of distance. A consequence of this mixed-use environment is the need to ensure future workplace and business capacity at different price points in locations where the benefits of agglomeration are their most effective.

The Central Sydney Planning Strategy identifies and translates into spatial controls the setting for the heart of modern Sydney to grow in stature and importance. It builds on the success of a truly mixed use centre and the transformational investment that different sectors can bring to the city within the right framework and settings.

The Strategy builds on what has worked, strengthens what we value and identifies what can change while managing negative side effects. The Strategy retains those unique spatial controls that have influenced the vitality and amenity and will underpin the success of Sydney going forward. The Strategy adjusts where they apply, makes the case for enlarging the boundaries of Central Sydney and provides innovation in how a mixed-use centre can accommodate essential productive capacity for Sydney's ongoing success.

The Central Sydney Planning Strategy is the result of a detailed review of the planning controls that apply to Australia's most productive and strategically important employment centre.

The Strategy uses existing successful planning controls to ensure that Central Sydney can continue to grow in the service of its workers, residents and visitors. It ensures that Central Sydney is well positioned to contribute to metropolitan Sydney being a globally competitive and innovative city that is recognised internationally for its social and cultural life, liveability and natural environment. The Strategy presents key moves and planning control amendments with the aim of providing certainty, consistency and continuity for planning.

The Strategy is divided into five main sections that provide an overview of the Strategy; introduce the Strategy in more detail; provide context for the Strategy; describe the why, what and how of growth; and articulate the detailed provisions and actions of the Strategy.

An evolution of planning strategy

Planning strategies for Central Sydney have determined the shape and form of the city, and have evolved to become more complex and comprehensive. The Strategy builds on planning precedents to address the current climate and challenges. It is closely aligned with the City of Sydney's Sustainable Sydney 2030 program and the NSW Government's A Plan for Growing Sydney. Its governance will require a whole-of-government approach with meaningful collaboration and relationships between the State and metropolitan-level bodies including the newly formed Greater Sydney Commission.

Place-led and people-focused

Central Sydney is a unique place: an outdoors city with a stunningly beautiful setting and a temperate climate. Its geography has implications for how the city can grow, how people move around, how people enjoy public spaces and conduct their daily lives. It is rich with beautiful heritage buildings, special places and attractive parks. Its orientation, architecture and the shape of its street grid and precincts all add up to create an experience that sets it apart from other global cities.

These factors of place, structure and form are the considerations that create the first principles for the environmental controls that will be used for Central Sydney's future: preserving and maintaining what is positive and unique, while reshaping attributes to meet the needs of tomorrow. Infrastructure, and in particular transportation, will play a key role. The growth of heavy and metro rail will be needed to accommodate Sydney's worker population and residents. Management of vehicle use is required, as well as the promotion of cycling and walking, and creating transport links between Central Sydney's open spaces. Other infrastructure issues are the need for social and cultural infrastructure, affordable rental housing and reducing energy consumption.

Planning for growth

Planning strategies have very successfully expanded residential floor space since the early 1990s. With residential growth has come a growth in supporting services and an injection in vitality that continues to benefit visitors, tourists and businesses.

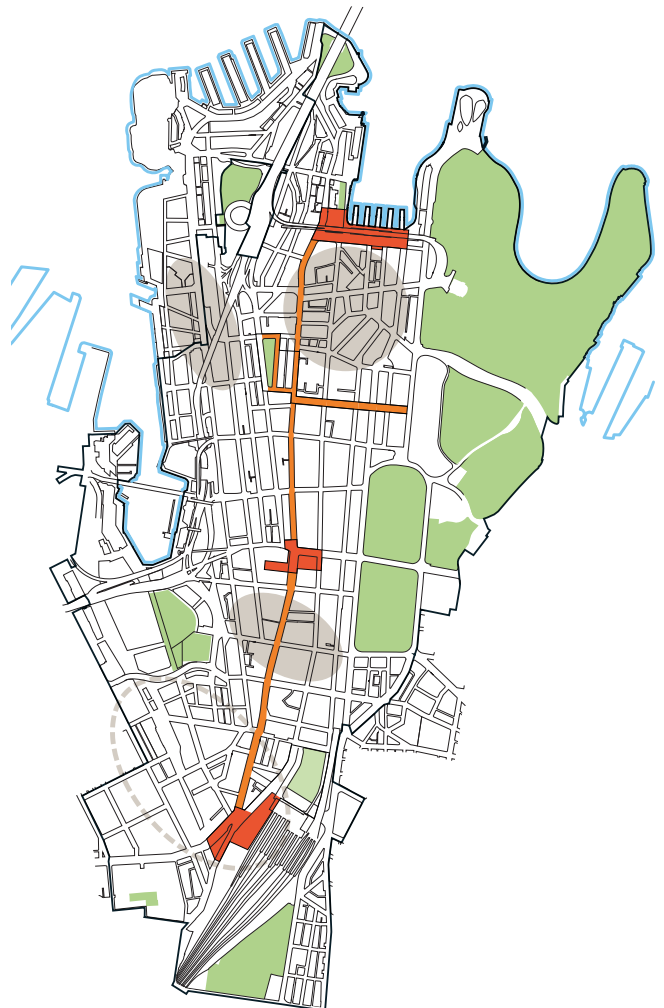
Central Sydney now needs to relocate these incentives and protect and grow employment floor space to maintain its economic vitality and resilience, and to respond to the changing needs of markets.

Central Sydney has a limited capacity to grow and adapt because of its natural containment, heritage and the growth of residential development. Planning for growth therefore requires clear policies and careful management where the opportunity to grow employment floor space is protected from high residential demand and the effects of strata subdivision of prime land.

While recognising environmental controls, the Strategy has potential to unlock up to 2.9 million square metres of new floor space, and protect it for future income. Essential public infrastructure will be needed to accommodate increased workers and residents. Metropolitan Sydney's other employment centres, particularly planned centres like Central to Eveleigh and the Bays, will need to provide for medium to long-term employment growth.

A refocus

The Central Sydney Planning Strategy recognises Central Sydney's role in metropolitan Sydney, New South Wales and Australia, and the need to maintain and grow its status as a global city with a dynamic economy and high quality of life. It celebrates and promotes Central Sydney's many famous, loved and valued attributes. The Strategy builds on past strategies to adapt to current needs and has a clear plan for action and implementation. It refocuses the current development environment that favours residential use of land towards accommodating employment needs while keeping a balance with social infrastructure and amenity.



About this strategy

The Central Sydney Planning Strategy is a 20-year growth strategy that revises previous planning controls and delivers on the City of Sydney's Sustainable Sydney 2030 program for a green, global and connected city.

Planning for development in Central Sydney means planning for Sydney's ongoing competitiveness, appeal and resilience. As the economic heart of Australia's most global city, the area plays a critical role in the continued growth and economic success of wider Sydney and the national economy.

Through 10 key moves, the strategy balances opportunities for development to meet the demands of growing numbers of workers, residents and visitors and their changing needs. It includes provisions for affordable housing, community facilities, open space and the essential services that will help these populations thrive.

It includes opportunities for additional height and density in the right locations, balanced with environmental sustainability initiatives, and sets criteria for excellence in urban design.

The strategy presents these opportunities in stages – short-term, medium-term and ongoing – and aligns these with planned developments in infrastructure and technology for an economically, environmentally and socially successful city.

The economic, social and cultural heart of the nation

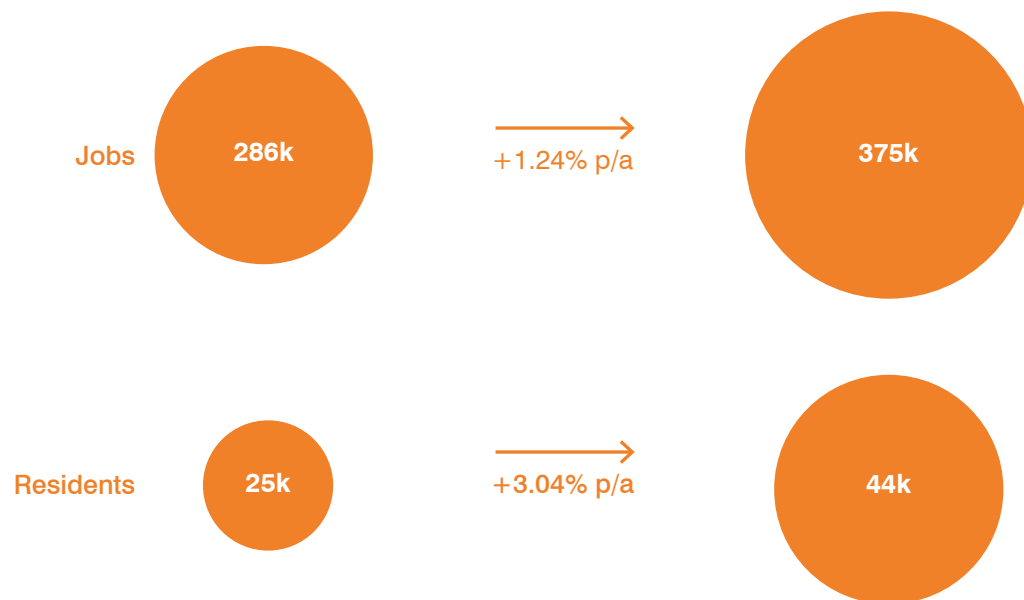
Central Sydney plays a significant role in the life of the nation. It helps generate over \$108 billion of economic activity annually – nearly 8 per cent of the total national economy. It has the highest concentration of top 500 companies and mainstream artistic and cultural institutions in Australia, and is its largest retail centre.

Much more than a business district, Central Sydney is home to 25,000 residents and 12,000 businesses. It accommodates close to 300,000 workers and a large proportion of the City's 610,000 domestic and international visitors every day.

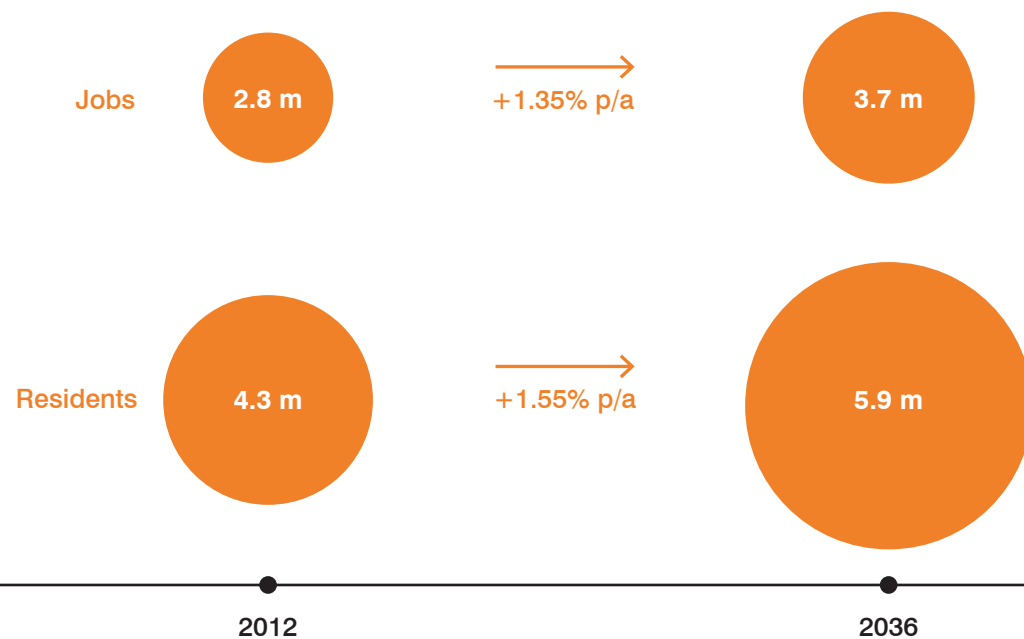
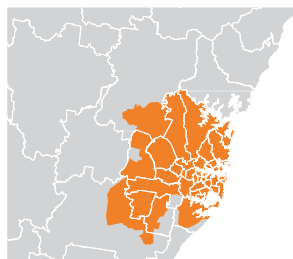
Millennia of Aboriginal history, more recent colonial settlement and decades of urban renewal and reinvention have shaped Central Sydney. The character of its streets and spaces and its connections, look and feel are shaped by the desires, needs and movements of those who live, work and visit the area.

The Strategy will build on these attributes that make Central Sydney unique and attractive using a place-led and people-focused approach to draw people, talent, investment and innovation, while providing the opportunity for the city to grow to accommodate demand for jobs and housing.

Central Sydney



Metro Sydney



2012

2036

An evolution in planning strategy

Today's Central Sydney – its density, shape, skyline and structure – was imagined in 1971 under the City of Sydney's first comprehensive planning strategy. Since then, growth has been further influenced by new local, metropolitan and state planning strategies.

This strategy updates successful urban planning strategies and introduces new approaches to manage today's environmental, social and economic challenges – the challenges of being a 'global city'.

Competition for space fuelled by projected commercial demand, an awakening of the benefits of inner-city living, and escalating population growth: all of this means major cities of the world need to be more deliberate in planning how and where they should grow.

It is even more critical to tailor and manage growth in Central Sydney, a small and compact urban centre surrounded by the harbour and parklands.

Our vision and aims

Central Sydney is part of a green, global and connected city – a centre that is beautiful and vibrant, which supports a strong and growing economy, a sustainable environment and diverse communities. But we must continue to create and maintain Sydney's prominent profile as a great place to live, work, study and visit.

This strategy recognises the role of Central Sydney in the economic, cultural and social identity of the nation.

The strategy:

- Promotes sustainable buildings with great design and architecture
- Creates opportunities for beautiful parks and places
- Enables the protection and adaption of our heritage
- Ensures a resilient and diverse economy
- Promotes efficient and effective transportation
- Makes efficient use of land
- Supports great streets
- Delivers a city for people
- Ensures strong community and service infrastructure accompanies growth.

Economic

Grow CBD office space
Expand the CBDs footprint
Support priority industries

Plan for growth and change
Plan for long-term development opportunities
Strengthen globally competitive clusters

Social

Provide social infrastructure to support growing communities
Grow the CBD as a cultural destination
Deliver opportunities for affordable housing

A lively, engaging city centre
A cultural and creative city
Housing for a diverse population including affordable housing

Environmental

Plan for a sustainable and resilient city
Improve access, safety, amenity and capacity for walking and cycling
Build Sydney's resilience to natural hazards

A leading environmental performer
A city for pedestrians and cyclists
Sustainable development renewal and design

A Plan for Growing
Sydney

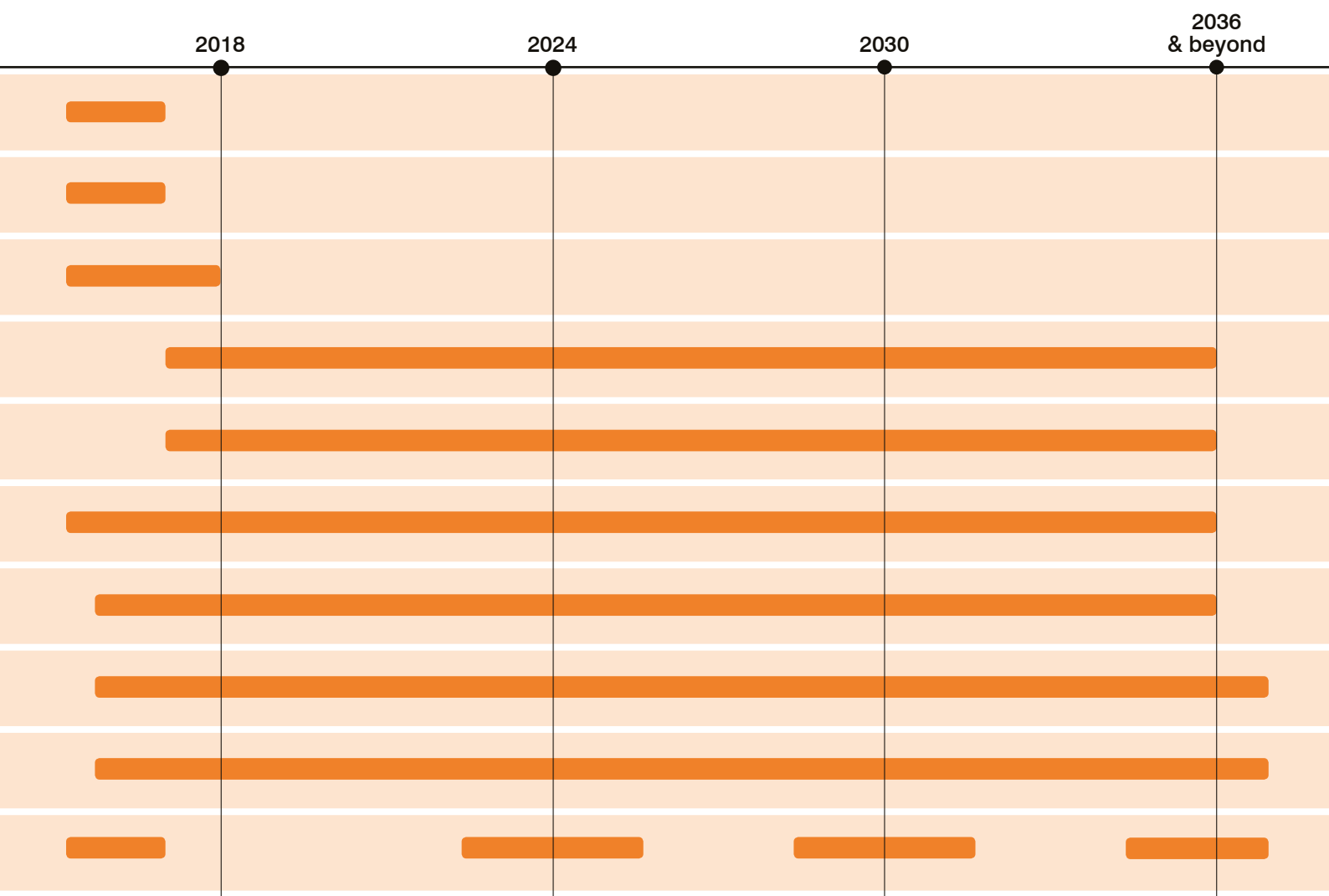
Sustainable Sydney
2030

Planning for growth with 10 key moves

The Strategy will facilitate projected growth in Central Sydney to 2036 and beyond with 10 key moves. These moves will be implemented in three stages: immediate and short-term (in 1 to 2 years), medium-term (2017 to 2036), and ongoing. Each stage will include review and monitoring processes.

10 key moves

1	Prioritise employment growth and increase capacity
2	Ensure development responds to context
3	Consolidate and simplify planning controls
4	Provide for employment growth in new tower clusters
5	Ensure infrastructure keeps pace with growth
6	Move towards a more sustainable city
7	Protect, enhance and expand Central Sydney's heritage, public places and spaces
8	Move people more easily
9	Reaffirm commitment to design excellence
10	Monitor outcomes and respond



Timeline for delivery

1

Prioritise employment growth and increase employment capacity by implementing genuine mixed-use controls and lifting height limits along the Western Edge

New development controls will limit residential and serviced apartment floor space in large developments to a maximum of 50 per cent. This will provide for a genuine mixed-use outcome, stem the loss of employment floor space and ensure that as the city grows, new employment floor space is provided to accommodate projected jobs growth.

Providing an immediate increase in height controls on the Western Edge will capitalise on the changing form and character of the area and the additional rail infrastructure commitment by the NSW Government.

Within the podiums of towers, the city will see more retail, affordable offices, and cultural and creative uses that provide services at street level, allowing for an exchange between the life of the street and life in buildings – and contributing to the public life of the city. In the towers above, residential use will still occur with a buffer between these private habitats and the hustle and bustle of street life below. Controls for tower separation and height will drive the creation of slimmer towers that have better access to outlook, sunlight and air.

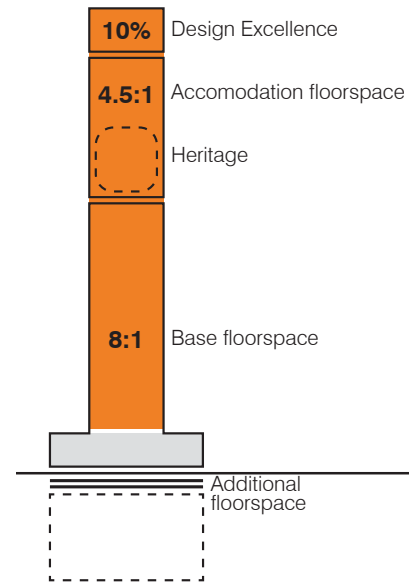
This short-term move will ensure the development of a genuine mixed-use centre and provide a solid foundation for the growth of employment floor space.

Actions

- Introduce a maximum 50 per cent residential and serviced apartment land use mix requirement for developments above 55 metres in height
- Increase heights along the Western Edge from 80 metres to 110 metres

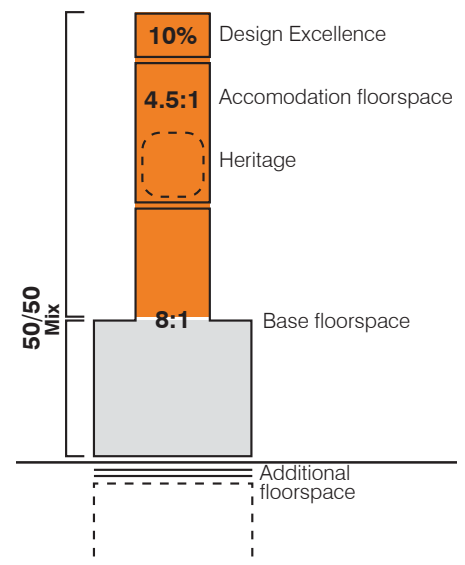
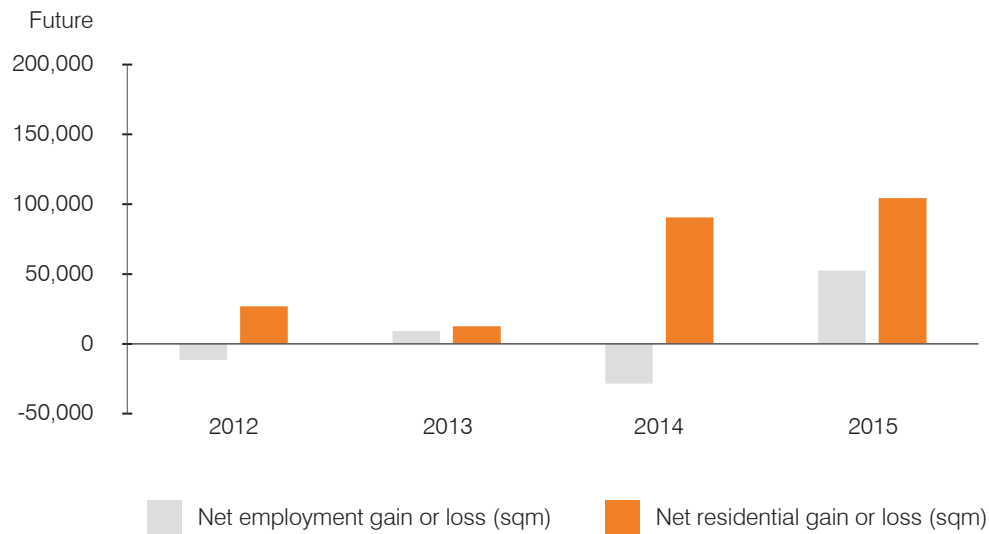
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Approved floor space, City of Sydney developments
2012–2015



0_4

Floor space growth for the same projects if 50/50 mix applied
2012–2015



2

Ensure development responds to context by providing minimum setbacks for outlook, daylight and wind

Flexible planning controls for tall buildings mean buildings will better respond to their context. Site specific considerations, such as adequate building setbacks and outlook, heritage curtilage, wind impacts, sunlight and air movement will determine where a new tower can appropriately be accommodated.

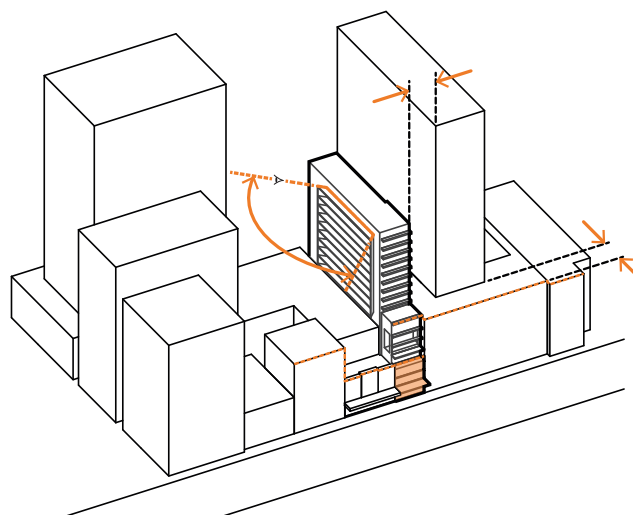
These changes will be implemented in the short term, in anticipation of new tower developments.

Actions

- Ensure tall buildings demonstrate appropriate setbacks and separation
- Increase the minimum size of tower sites to 1,000 square metres
- Strengthen and clarify Special Character Area setback controls

0_5

478 George Street, site analysis





3

Consolidate and simplify planning controls by integrating disconnected precincts back into the city, unifying planning functions and streamlining administrative processes

Expanding the geographic boundaries of Central Sydney to include the Rocks, Darling Harbour, areas around Ultimo, the University of Technology Sydney and Central Railway will maximise growth opportunities.

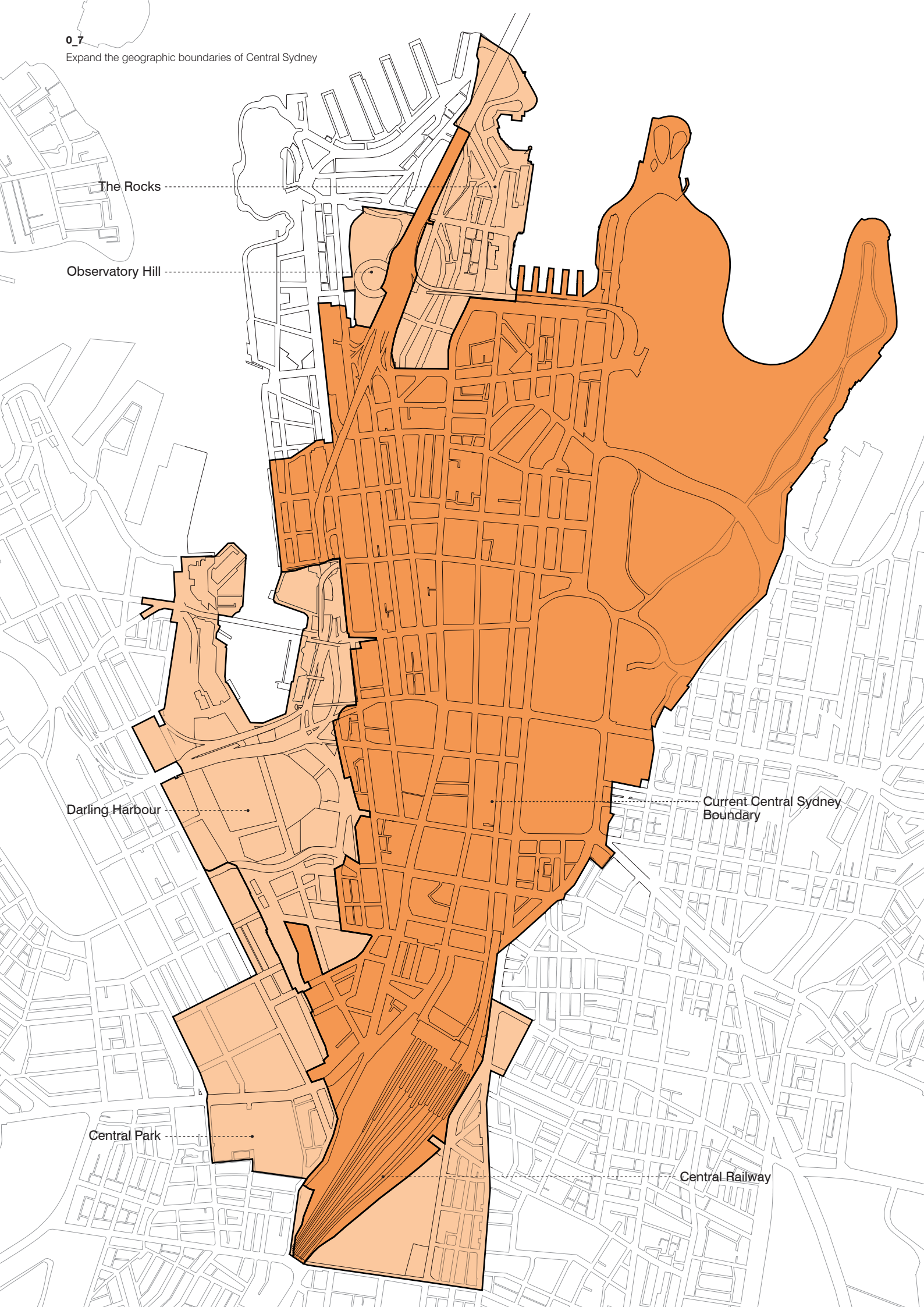
A single consent authority and planning framework for Central Sydney allows for the efficient and streamlined administration of planning functions. It allows the identity of Central Sydney and its precincts to be reflected as a single entity and projects this image globally. It allows Central Sydney to have a single unified strategic plan that responds to the planning and land use philosophies of the City's Sustainable Sydney 2030 program and the NSW Government's A Plan for Growing Sydney.

Consolidation and simplification of the planning controls will occur in the short term. Actions requiring state government partnerships will take place in the medium-term, with expanding boundaries opening up opportunities for a larger heritage floor space scheme, improved design excellence, unified data collection and a consistent approach to public domain and open space.

Actions

- Increase public confidence in local planning decisions by working with the NSW Government to revise state-significant cost thresholds and to transfer land back to the City of Sydney





The Rocks

Observatory Hill

Darling Harbour

Central Park

Current Central Sydney
Boundary

Central Railway

4

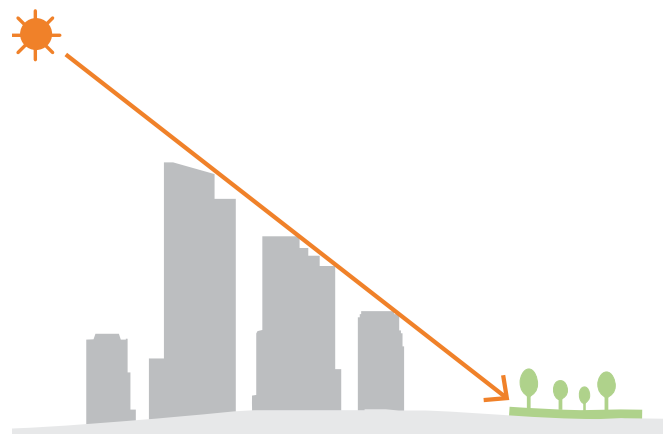
Provide for employment growth in new tower clusters

Introducing a new planning pathway for heights and densities above the established maximums limits will increase growth opportunities for employment floor space, promote the efficient use of land, and encourage innovative design. It will also unlock opportunities for the delivery of cultural, social and essential infrastructure and improved public spaces commensurate with growth.

These opportunities are focused in those areas of Central Sydney less constrained by sun access planes. As opportunities are taken up over the next 20 years, new tower clusters will form in Central Sydney to 2036 and beyond.

Actions

- Permit taller buildings with higher floor space ratios for income-earning uses in the right locations
- Outline first principle environmental controls to shape growth sites
- Create a streamlined planning proposal process through published guidelines





5

Ensure infrastructure keeps pace with growth to sustain a resilient city with a strong community, economy and high standard of living

With affordable housing provided for in the short term and additional infrastructure addressed on an ongoing basis, the Strategy will balance growth with essential social and physical infrastructure.

The greatest challenge for any global city is the supply, funding and delivery of infrastructure. Doing this well creates and sustains a resilient city with high standards of living.

The Strategy requires the development of an infrastructure plan that identifies current and planned infrastructure and any opportunities to strengthen and prioritise infrastructure provision across both the City of Sydney Council and the NSW Government. This plan will assist in optimising the community benefits of growth, assigning responsibilities to different levels of government to ensure they are best placed to respond to emerging challenges and demands. It will aid in forging private and public agency partnerships to ensure the delivery of infrastructure is provided in an efficient, integrated and timely way across a variety of infrastructure classes including open space, waste, fibre optics, water and water recycling, education, health, and public transport.

Actions

- Ensure all development contributes to the provision of new affordable housing
- Develop a comprehensive infrastructure plan
- Develop a clear infrastructure contributions policy for growth sites

