Public transportation

Fixed rail – heavy rail and metro rail – provides the capacity for transportation that underpins Central Sydney’s economy. Thus, the performance and growth of the rail network is inseparable from Central Sydney’s prosperity. But Central Sydney’s current level of public transport provision cannot comfortably accommodate a workforce of more than 340,000. On current trends, that level of employment will be reached by 2026, within the next ten years.

The introduction of CBD and South East Light Rail, the Sydney Metro, continued growth in active travel and a range of other transport initiatives such as the managed growth of bus, ferry and light rail corridors could accommodate another decade’s worth of employment growth, beyond 2036 (refer to 2.44).

The introduction of the CBD and South East Light Rail will change the way people travel to and move around the City of Sydney, creating a different pattern of how people use surface transport. The surface transport infrastructure provided to serve Green Square and Parramatta Road will also affect Central Sydney. Without investments in additional light rail and metro in areas that service Central Sydney with a workforce, Central Sydney would be required to accommodate a 30 per cent increase in bus numbers beyond 2030, creating significant degradation in performance and amenity, and further pressure on roads.

More study is needed to prepare for these changes, with issues to be examined including: how to improve interchange between modes of transport; bus rerouting to ease congestion and expand cross-regional connections, and reduction in the high-value space allocated to bus-only parking spaces.

Outside Central Sydney, these changes will be complemented by new rail and metro stations that relieve overburdened radial bus routes, reducing the total volume of buses in Central Sydney streets. Another way to accommodate change is to combine transport stops and public open space, particularly at Central Sydney’s planned three major squares.

Supporting employment growth beyond 2036 will require transformation in providing access to Central Sydney, such as the construction of the next stage of the Sydney Metro rail network. Delivering public transport is the responsibility of the State Government. It is critical that the State now starts quantifying demand and identifying solutions beyond the 2036 date set in Sydney’s Rail Future (June 2012) the NSW Government’s plan to modernise metropolitan Sydney’s rail network. The plan currently outlines the Sydney Metro, Australia’s largest public transport project. It comprises two key components:

- Sydney Metro Northwest, formerly the 36-kilometre North West Rail Link – This project is now under construction and will open in the first half of 2019 with a metro train every four minutes at peak hours.
- Sydney Metro City and Southwest – A new 30-kilometre metro line linking with Metro Northwest at Chatswood, and then under Sydney Harbour, through the CBD and southwest to Bankstown. It is due to open in 2024 with the capacity to run a metro train every two minutes each way under the centre of Sydney.

Stations in Central Sydney are planned at Central, Pitt Street and Martin Place with recent agreement for another station at Barangaroo. This will take considerable pressure off Wynyard Station and reduce the intensity of pedestrian traffic between Wynyard and Barangaroo.

The CBD and South East Light Rail projects are currently under construction and due to open in 2019. The 12-kilometre light rail route will travel from Circular Quay along George Street to Central Station and on to Moore Park, then to Kingsford via Anzac Parade and Randwick via Alison Road and High Street.

This major infrastructure project is being delivered by the NSW Government with the City of Sydney contributing $220 million, including funding the transformation of George Street and the improvement of surrounding laneways.

However, as the metropolitan centre extends beyond Central Sydney to nearby areas like the Bays and Central to Eveleigh, additional fast, reliable public transport connections are needed to maximise the productivity of an expanded metropolitan centre.
2.44
Workforce population and transport capacity
Source: SGS economics and planning and City of Sydney, 2015
Existing heavy rail line and station

Proposed metro line

Proposed heavy rail
Proposed light rail

- Existing
- Under construction
- Medium term
- Long term
- Investigate
Walking

Walking has nearly doubled in the last 10 years as a mode of transport. This largely reflects that more people live in Inner Sydney suburbs such as Pyrmont, Haymarket and Chippendale. In 2011, residents of the City of Sydney made 46 per cent of Central Sydney-bound work trips by walking.

Within Central Sydney, walking accounts for 90 per cent of all internal trips. Walkability is reflected in the specialised professional and industry clusters that have formed around key destinations, from retailing at Pitt Street to legal services at Phillip Street, and financial services around Martin Place. The proportion of trips on foot is increasing – both for people walking their entire trip, and for those walking to or from public transport.

Studies indicate that truly walkable centres provide essential environments for the informal connections of business and private life. Public spaces like squares and semi-public spaces such as cafes, all accessed by walking, are becoming the places where connections are made, contracts are negotiated and deals are done. This trend requires greater attention to the needs of pedestrians and how to promote their productivity.

Demand for more pedestrian space will need to be satisfied within the finite area of streets. It will be increasingly difficult to allocate space among competing transport modes. To inform better decisions about allocating street space, better monitoring and data is required. Pedestrians, like cars, should be counted.

As pedestrian numbers in Central Sydney grow, the need for safer and more generous pedestrian spaces will increase. It is conceivable that many of Central Sydney’s main streets could reach pedestrian capacity in the medium term. Understanding the current and future demand for pedestrian space in Central Sydney will be critical so the City can plan for increased pedestrian flows. Working with landowners will be needed to ensure new development makes a positive contribution to the street network.

Allocation of space to road traffic may need to be reconsidered and land owners and developers will need to work with the City of Sydney to provide for growth in the pedestrian network including through site links. Providing increased options for pedestrian’s movements supports a more equitable Central Sydney where the pedestrian network is easily navigated and intuitive, promoting a highly productive, efficient and healthy Central Sydney.

The relationship between increased public transport provision and the need to increase capacity for pedestrians is often underappreciated. New metro and light rail infrastructure will increase activity and employment in Central Sydney, bringing in turn higher pedestrian numbers. As some bus corridors are replaced by rail and light rail, pedestrian activity will be increasingly concentrated at a small number of stops and stations. As more people enter Central Sydney, the increased demand for walking space on the street, particularly around and between key public transport access points, will need to be addressed.
Proposed pedestrian movement

- Pedestrianised streets
- Pedestrian connections
- Laneways
- Footpaths
- Existing station entries and exits
Cycling

Since 2003, the number of bike riders has grown by more than 10 per cent per annum on major routes to the City, with peak cycling trips to Central Sydney likely to triple, and total cycling trips across the City likely to increase at least five times by 2036. This rapid rate of growth in the number of people choosing to cycle to and around the Central Sydney will be supported by completing the city centre cycleway network. This means some existing cycleways will be extended and additional ones built to connect the whole of the City of Sydney. In most cases, cycleways will be provided in street space currently not used for traffic movement, providing safer and more direct access for cyclists and encouraging them to use dedicated routes.

Social research undertaken by the City has indicated that the greatest barriers to cycling within the City are lack of safe, off-road bicycle lanes or paths. Prospective cyclists are daunted by the potential for riding a bicycle near parked cars or moving traffic. This also links strongly to the lack of proper cycle lanes, a linked network, dedicated cycle lights, markings on roads where cyclists are crossing or any of the other means that cities use to look after their citizens when they cycle.

Separating cycleways from vehicles, buses and pedestrians will provide safer and more direct access for cyclists and encourage them to use dedicated routes. This will reduce the conflicts between cyclists and other street users.
Proposed cycling routes
NSW State Government

- Strategic routes
- Routes to be determined
- Routes identified for removal
Vehicles

Traffic that goes through Central Sydney undermines the safety of other users of streets, which are assisted by very low traffic speeds. Through traffic encourages speeding, which serves no one but these drivers. It uses valuable and finite space required for other more productive purposes. Removing through traffic would improve the productivity and character of Central Sydney.

Private motor vehicles require more space to move less people than any other transport mode in Central Sydney. Their spatial inefficiency undermines the ability to promote the efficiency, comfort and safety of other modes.

Taxis and other for-hire vehicles provide transportation within, to and from Central Sydney for destinations not well served by public transport, for those who need to travel outside busy hours of public transportation hours, and for those who find other modes difficult.

While walking and public transport accommodate most internal and inbound journeys, the majority of space on Central Sydney streets is disproportionately taken by private vehicles. On George Street at Bathurst Street, for example, cars accommodate about 17 per cent of travellers, but occupy 40 per cent of the street.

Paradoxically, the majority of private vehicles used for commuting trips to Central Sydney originate in the Inner Suburbs where public transport is most available. Middle and outer suburban commuters to Central Sydney rarely drive, and rely heavily on the rail network. Only 13 per cent of Central Sydney-bound commuters from Liverpool and Fairfield travelled by private vehicle, while 25 per cent of Waverley and 28 per cent of Woollahra commuters to Central Sydney did so. This suggests that the quality of public transport coverage does not adequately explain the decision to drive to Central Sydney, which is more likely to be influenced by the availability of on-site parking.
Proposed car movement through Central Sydney

- **Vehicle bypass loop**
- **Minor car movement path**
- **Junction**
Central Sydney now has approximately 50,000 off-street parking spaces, divided between resident parking, tenant parking and publicly accessible parking stations. While most spaces are underground, they have a profound impact on the Central Sydney’s limited street space. Because they accommodate so many cars, the traffic that results has a dominant impact on the management and character of Central Sydney’s streets.

As Central Sydney and its surrounds grow, the pressures increase of managing street space. Careful attention to the supply and location of parking and loading docks can benefit all users with more space for pedestrians, more generous footpaths and public squares, reduced delays at intersections, and more efficient surface public transport. For private and delivery vehicles, it will mean reduced congestion, less pressure on kerbside loading and more efficient logistics.

The location of site entries and driveways can have profound impacts on the functioning and character of Central Sydney. Inappropriate driveway locations can detract from high value retail and commercial frontages, attract private traffic onto routes needed by existing or future public transport services, and exacerbate conflicts between pedestrians and cars. Driveways also further impede the capacity of footpaths to accommodate a growing worker and resident population.

While planners in 1971 had sought to direct parking to the Central Sydney’s Western Edge, the need has been increasingly recognised to constrain supply. Parking encourages peak-hour traffic, exacerbating congestion on Central Sydney streets and regional feeder roads, delaying buses, and increasing costs for essential service vehicles. At street level, the accommodation of driveways and extra traffic limits footpath space for pedestrians, exacerbates noise and road danger, and results in long waits for pedestrians at crossings.

Meanwhile, the high-density land uses in Central Sydney generate significant demand for delivery and service vehicles, and their loading and servicing. Growth in online purchasing and changes in logistics supply chains have increased the proportion and frequency of small parcel delivery, with commensurate increases in light commercial vehicle traffic. All of this growth will require careful management to limit impacts on the traffic network, reduce demand on kerbside loading space and allow the efficient operation of surface public transport.
Public car parking (above and below ground)

Density of spaces

- 0–500
- 500–1,000
- 1,000–1,500
- 1,500–1,980
Transport links between open spaces

Another key issue for transportation infrastructure is linking open spaces. Individually, Central Sydney’s open spaces are significant but combined lack connection. The network of public spaces should be widened to encompass more and new significant spaces. Diverse walking links should be developed between them that can equitably be accessed by all, including people with a disability or with limited mobility. By doing so, Central Sydney can become a city of greater public life: a true city for people.

This has already occurred along the Sydney Harbour foreshore where the City of Sydney in collaboration with the State Government has progressively expanded opportunities for public access: a continuous walk is now possible all along the foreshore from Woolloomooloo to Barangaroo to Pyrmont and Glebe.

As described previously, Central Sydney is currently undergoing one of the most significant transformations since the 1971 Strategic Plan. The main George Street strip is being pedestrianised between Hunter and Bathurst streets and footpaths are being widened. George Street will be an inviting public space where people want to shop, visit and do business. Greater space for pedestrians along the street will mean cafes and restaurants can introduce outdoor dining areas.

The revamped George Street will become an easy way to travel between key attractions from The Rocks and Circular Quay to Central Sydney’s retail heart and down to Chinatown. Light rail will also link hotels to the renewed Sydney Convention and Exhibition Centre and three future major public squares at Circular Quay, Town Hall and Railway Square.

Beyond George Street, expanding the walking network between public places and improving the amenity of existing footpaths and pedestrian links will support sustainable growth in Central Sydney. A rich walking network with high amenity and many routes, links, crossings and connections will not only assist in addressing footpath capacity constraints, but will provide more choice and encourage more people to walk.

This has a range of social and economic benefits. It spreads the load of pedestrians, reducing strain on infrastructure; promotes community health and the reduction of obesity; creates opportunity for social interaction; and spurs economic activity by bringing people into new spaces. It also reduces the demand on public transport for short trips by reducing walking distances.

<table>
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<tr>
<td>Quality/pedestrian</td>
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Open space deficiency analysis

- Lots further than 400m walking distance of an open space larger than Wynyard Park
- Lots further than 200m walking distance of all open spaces
- Lots further than 400m and 200m walking distance of open space

400m analysis open spaces
200m analysis open spaces
Sydney Airport

Sydney Airport is arguably Australia’s most significant transport infrastructure, facilitating the movement of more than 36 million passengers and 395,000 tonnes of international air freight annually. A daily A380 service from Dubai to Sydney, on an annual basis contributes an estimated $342 million to Australia’s gross domestic product and 4,400 jobs; a daily service from China to Sydney: $388 million and 5,000 jobs.

While the Strategy and the City of Sydney have no part to play in the funding, growth or operation of Sydney Airport, the development potential for Central Sydney is directly influenced by its location, limitations and operations. It is therefore an important factor to consider in regard to Central Sydney’s overall infrastructure.

Sydney (Kingsford-Smith) Airport is 7.8 kilometres south of Central Sydney and plays an important role in Central Sydney. It offers key competitive advantages and key components of metropolitan Sydney’s ability to remain a global city through its safe and efficient operation, its proximity and connection to Central Sydney, and the role it plays as Australia’s primary international transport hub.

Any physical obstructions, such as buildings, above the height levels of airspace operation have the potential to seriously limit the scope and efficient of operations in and out of Kingsford-Smith (refer to 2.57). For this reason, along with sun access, airspace operation levels form a key consideration that underpins the Strategy’s approach to height. The City of Sydney, working in close consultation with aviation authorities, have sought to set height limits of buildings at maximum levels without penetrating any of the six airspace operation levels that apply to Central Sydney. With heights responding directly to these operation levels, increased certainty is provided to potential investors, developers and decision-makers around the feasibility of developments and expected outcomes.

Critically, where developments seek to maximise height, they must also address methods of construction. Temporary construction equipment, most typically tower cranes, are still considered a penetration of airspace operation levels. The likelihood that any penetration, temporary or not, is approved by aviation authorities and the City of Sydney is unlikely.

Constructing to the maximum heights requires innovation from the development industry. Constructing towers with spires, or masts, is probably the easiest way to construct to the maximum height without exceeding the height limit (and airspace operation levels) during construction. On the Petronas Towers in Malaysia, and the Burj Khalifa in Dubai, masts were constructed at a lower level, below the height limit, using cranes for the installation of material. Then the completed mast was jacked vertically into its permanent location. Flat-top towers will require a similar solution with the uppermost floors and roof constructed at a lower level and jacked into position when completed.
Prescribed air space for Sydney airport
Source: Sydney airport, 2015
Community, cultural and social facilities

Central Sydney is the social centre of NSW. Its community and cultural facilities belong to all those that live and work in and visit Central Sydney. High-quality community and cultural facilities in Central Sydney are vital to metropolitan Sydney’s regional identity and reputation as a liveable and dynamic global city. This cultural growth and economic diversity in turn supports metropolitan Sydney’s ongoing competitiveness in the global economy, attracting investment and talent.

A person working in Sydney can run their entire daily life from Central Sydney. This is a huge part of why workers choose to work here – for the abundance of, access to and availability of local services and facilities. It is also why people choose to move here and visit – to take advantage of so many cultural and community facilities to suit their needs. With a daily population of over one million, the City of Sydney must ensure that Central Sydney’s growing worker, residential and visitor populations continue to be well served into the future.

This can be accomplished by providing sufficient social infrastructure in the form of community and cultural facilities. These are vital to the fabric of urban life, community connectedness, and creating social capital and community resilience. They directly support the liveability of the Central Sydney and the wellbeing of its worker, visitor and residential communities. They provide spaces for Central Sydney’s diverse communities to enjoy entertainment, creative and recreational pursuits, education and training, and rest and respite in a dense urban environment. And they also provide focal points for the community to come together, supporting a local sense of place and belonging.

Central Sydney does and needs to continue to provide a rich array of facilities that serve as catalysts for neighbourhood renewal and community development. These will help galvanise communities by creating opportunities for innovation, creativity and enterprise. One way to do this is supporting entry-level and start-up enterprises and other businesses through the provision of floor space, such as using planning controls to lower the cost of non-residential floor space.

Cultural facilities, such as museums and performance spaces, facilitate a creative, expressive and lively city, a city that people want to visit and spend time in. Well-designed community and cultural facilities can serve to activate high streets in the inner city, creating interest and vibrancy while complementing commercial and residential development. They can be catalysts for neighbourhood renewal and community development.

Central Sydney’s community and cultural facilities such as libraries, community hubs and sporting facilities provide support, services and social and recreational opportunities to a broad cross-section of metropolitan Sydney’s community. They are highly utilised and in some instances have difficulty in accommodating current demand. As Central Sydney’s population grows at a high sustained rate, we are already seeing increased pressure on already very stretched community infrastructure such as libraries, recreation centres, health and education services, and associated community facilities that can be used for hire or programming for social programs and services. So, growth is needed in community and cultural facilities to cater to the commensurate growth in new residents, workers and visitors.

Child care facilities are under particular strain in the City of Sydney. The City’s Child Care Needs Analysis Study 2013 concludes that a range of strategies are urgently needed to increase the supply of child care places to meet the current and growing shortfall, including increased delivery by the private and not-for-profit sectors.

Public toilets contribute to the quality of Central Sydney’s public domain and its liveability. The aim of the City of Sydney’s Public Toilet Strategy 2014 is for a “highly regarded, safe and accessible network of public toilets to meet the current and future needs of a world-class city”. With a daily population of over one million, the City of Sydney must ensure that Central Sydney’s growing worker, residential and visitor populations continues to be well served into the future.

Key social infrastructure, such as primary and secondary schools and related child care facilities, healthcare facilities and emergency services, must be provided to support population growth in Central Sydney. The City of Sydney does not directly provide these services; most are provided by State government agencies. However, it plays a role in advocating on behalf of the community for the provision of adequate infrastructure.

“Opportunity spaces” – such as spaces for start-up enterprise or community organisations that encourage community development – enhance social, cultural and environmental programs and services and address community opportunities and needs. These spaces are available under the City of Sydney’s accommodation grants program where the City leases community facilities or space within facilities at no charge or at a reduced rate. The City of Sydney can also work with industry and community to better support creative enterprises including through access to cultural facilities and equipment, studios and workshop spaces, and other types of facilities that provide avenues for increased creative participation.
Distribution of community and local service facilities

Internal area m² (2012)
Affordable rental housing

The City of Sydney’s Sustainable Sydney 2030 plan and its Affordable Rental Housing Strategy 2009–2014 establish an ambitious target that in 2030, 7.5 per cent of City of Sydney housing will be affordable. Currently, housing supply in the City of Sydney comprises 9.8 per cent social housing and 0.7 per cent affordable housing; about another 8,000 affordable housing dwellings are required to achieve the 7.5 per cent affordable housing target.

Affordable rental housing are dwellings for rent that are affordable to very low, low and moderate income households. These households typically comprise workers such as hospitality workers, young professionals, retail workers, and key support services. Affordable housing is not social housing. It can be private or publicly owned, but available at a price that is less than 30 per cent of household income. Because of the cost of private accommodation in Central Sydney, it is unlikely that affordable rental housing will be delivered by the market. Moreover, affordable accommodation will not necessarily be accessed by very low, low or moderate income households.

The gentrification of the City of Sydney and surrounds has exacerbated the relative inequality among those who can and cannot afford housing. In Central Sydney, the market is virtually inaccessible to those on very low to moderate incomes. These same people are increasingly forced out of surrounding City of Sydney suburbs, relocating to outer suburbs and commuting further distances for employment.

Where in 2011, Central Sydney’s two most populous age groups were “tertiary education and independence age” and the “young workforce”, by 2036 these two groups will proportionally decrease by 12 per cent replaced mostly by “parents and homebuilders”, “empty nesters and retirees” and “seniors”. This highlights a looming skills crisis for new and establishing business, not just a lack of direct access to a large student population and a highly mobile and educated young workforce, but a lack of access to well-staffed service industries – retail, food and beverage, and entertainment – that help them to attract workers from across the globe. This growing loss of lower-income households results in essential employment sectors finding it increasingly difficult to fill employment vacancies and staff shifts, hampering business productivity and economic growth.

Currently at around 50,000 employees, low income workers make up about 17 per cent of Central Sydney’s workforce. With significant population growth expected in Central Sydney over the next 20 years, some of the jobs that will locate to Central Sydney will be for low-paid workers who are essential to our economy. In addition, a general demand for the services provided by low-income workers will increase as a result of more workers, residents and visitors.

The lack of provision of affordable housing also exacerbates the issue of people living in overcrowded, poor-quality housing. With a one-quarter rise in occupancy rates between 2007 and 2012 for sites south of Bathurst Street, the evidence suggests that with increasing demand to live close to Central Sydney, people are willing to compromise their living standards for the potential economic and social gains of living close to Central Sydney and its amenities. Planning for affordable housing in the City of Sydney for low-income earners is critical for the economic and socially sustainable growth of Central Sydney. Delivering affordable housing means providing housing for a diverse population with diverse needs, and is critically important in the creation of sufficient social infrastructure.
### Change in median price by dwelling type, 2006 and 2014
Derived from Valuer General dwelling sale records, 2006 and 2014

<table>
<thead>
<tr>
<th>Area</th>
<th>Median prices 2006</th>
<th>Median prices 2014</th>
<th>% change in real price 2006–2014</th>
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### Change in median entry rents by dwelling type, 2006 (adjusted to $2014)
State rental bond authority (NSW Fair Trading), 2014

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<th>Area</th>
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<tr>
<td>Metropolitan Sydney</td>
<td>372</td>
<td>500</td>
<td>34.4</td>
</tr>
</tbody>
</table>

### Industry sectors employing greatest percentage of low-income workers in Central Sydney, 2011
Source: 2011 Australian Census

- Support Services 8%
  - Travel Agency + Tour Services
  - Building + Industrial Cleaning
  - Employment Placement + Recruitment
  - Labor Supply Services
- Retail 15%
  - Clothing
  - Specially
  - Department Store
  - Supermarket
- Finance 11%
  - Banking
  - Auxiliary finance and investment services
  - General Insurance
- Hospitality 23%
  - Accommodation
  - Cafe/Restaurant
  - Takeaway
  - Pub/Bar
- Professions 15%
  - Legal
  - Accounting
  - Computer Systems
  - Management
  - Advertising
- Other 28%
Energy, waste and water

Addressing climate change is our biggest global and local challenge. Cities have a critical role in reducing greenhouse gas emissions. This is because cities cover only 2 per cent of the Earth’s land surface but have more than 50 per cent of the population and cause 75 per cent of the world’s emissions. So, using energy infrastructure wisely and supporting alternate sources of energy is key to how Central Sydney contributes to these efforts.

Using energy efficiently saves precious resources, improves productivity and resilience, and maintains metropolitan Sydney’s position as one of the most desirable cities to live and work in. It also results in substantial cost savings, necessary with the steep rise in energy prices in recent years. The City of Sydney is assisting the State deliver on its commitment to achieve an energy savings target of 16,000 gigawatt hours by 2020; at the same time, the City delivers its own vision for Central Sydney of a low-carbon city not reliant on coal-fired electricity. The results of energy efficiency initiatives in the City of Sydney can already be seen. Total electricity and gas consumption has fallen in recent years, reflecting the efforts of individuals and businesses.

This falling trend in energy consumption has occurred at the same time as rapid economic growth, with increases in employment, new businesses, jobs, new dwellings and floor area. Economic growth in Central Sydney is becoming decoupled from growth in energy use – a trend also observed elsewhere globally as efficiencies improve and energy usage behaviours change.

But the full potential for energy efficiency in Central Sydney will not be reached due to factors such as the split incentive (where landlords make investments while tenants gain the benefits), complex decision-making processes, and limited interest and access to capital. Intervention is needed; without it and with significant increases in floor space to accommodate Central Sydney’s growing worker and residential populations, total energy use will increase.

Electricity demand forecasts for Inner Sydney (the Eastern Suburbs, City of Sydney, Botany and Marrickville) indicate that the need to address a shortfall in electricity capacity could vary from 2019 to 2023 (refer to 2_63). With nationally significant infrastructure – including Australia’s financial hub, the Australian Stock Exchange, the heart of metropolitan Sydney’s public transport network, Sydney Airport and Port Botany – as well as over 500,000 households and businesses located within the area, the need for initiatives to support the energy network are essential to delay committing to significant capital investment and to insulate metropolitan Sydney from the very real possibility of network outages, especially at peak usage.

Energy efficiency, along with local generation and demand response, has the significant potential to reduce peak demand in the electricity network, but only where that efficiency can be applied to offset energy use at peak times and locations. This is needed but may be difficult to achieve.

Each day, energy use rises and falls in line with people’s activity at home and at work, creating a typical “load profile”. In Inner Sydney, the electricity network peak is typically greatest in summer, between 11am and 8pm. The peaks are mostly driven by electric air conditioning systems which tend to be turned on at about the same time in response to rising temperatures, creating a “peaky” electricity demand profile.

The peak period for Central Sydney occurs when business peak energy demand overlaps with residential peak demand in the afternoon and early evenings. This is contrary to profiles of traditional energy demand, where mixed-use precincts are usually considered a good thing as the mix of user profiles enables demand to be spread across the day: from workers during the day and from residents in the evening. At the same time, Central Sydney’s increasing daytime residential population of seniors, shift workers and stay-at-home workers means that residential users are increasing afternoon demand with an intensified peak of both worker and resident users between 4pm and 6pm.

Energy efficiency initiatives and local generation solutions reduce future pressure on electricity transmission and distribution networks. This in turn delays or avoids the need for investment in the networks based on the need to increase capacity, and reduces future upward pressure on electricity prices.

Central Sydney also has significant potential to reduce energy consumption as more than three-quarters of its total energy is consumed by non-premium office buildings, apartments, A-grade office buildings, hotel accommodation and car parks. The City, developers and building owners must work together to ensure that buildings incorporate designs that enable them to make use of networks and technologies that reduce utility usage and generation of waste to landfill. New buildings and renovation and extension of existing building stock should be highly water and energy efficient, and be designed with resource conservation and waste avoidance in mind, both in terms of selecting construction materials and controlling waste generation during the operational lifespan of buildings. A smarter, more sustainable Central Sydney will ensure the City stays a player on the world stage.
Gas and electricity consumption trend, City of Sydney LGA

Millions of gigajoules (GJ)

Electricity capacity demand for Inner Sydney

Electricity megawatts (mw)
This sub-section describes development for land use in Central Sydney: office, residential, retail and visitor accommodation. While the provision of office floor space is crucial for Sydney’s economy and status, the expansion of residential floor space has created challenges. Central Sydney’s retail sector is dynamic and continues to contribute to a lively street life and economy, one which also attracts visitors. The Central Sydney Planning Strategy aims to strike a balance in land use that serves its people while ensuring that the mix of land use contributes to a city that is dynamic and world-class.

Meanwhile, to implement the Strategy, it is key to have a clear understanding of current property dynamics, and respond to them and shape them in a way that benefits Central Sydney. This sub-section discusses patterns of supply and demand, and how market conditions of Central Sydney’s individual precincts may influence this in the future.

Market dynamics and the overall economy are difficult to predict and subject to influence by immeasurable local and global factors. A good understanding of what may occur, however, better equips the City to respond with a planning strategy that is positioned to deliver on its objectives, as well as those of the State, for Central Sydney.
Central Sydney is at the core of the metropolitan Sydney area and is a key attraction for investment, talent and economic productivity in Australia.

Local and international investors strongly favour Central Sydney as their preferred location for offices in Australia due to its size, and stable and durable returns on investment. It is not only the gateway to the rest of Australia, but with a similar time zone to China, Indonesia and Japan, can act as a gateway between the West and Asian markets. Central Sydney is viewed as a highly liquid, transparent and mature market, with a depth of tenants, particularly in the important financial services sector. With office tenants who expect and desire a continued presence in the Australian office market, with Central Sydney their favoured location, investment in offices will follow.

With more than one-third of all internal floor area in Central Sydney devoted to office floor space and more than four-fifths of workers in Central Sydney working in an office, the provision of office floor space and the future supply of office floor space is critical to the continuing success of metropolitan Sydney as Australia’s only global city.

The location and position of office floor space in Central Sydney is not considered equal. The location preferences of investors and tenants drive office floor space investment. In Central Sydney, there are particular preferences to co-locate within existing industry clusters and institutions, to maximise views, and to be in close proximity to high amenity and iconic areas such as Martin Place, Sydney Harbour and Sydney Opera House. These assets drive investment in these areas, enhancing work environments, enabling businesses to attract and retain skilled workers. They also allow businesses to portray a global image to their workers and clients. Some industries prefer to locate near other institutions, for example the finance and legal industries are in close proximity to major institutions such as the Australian Stock Exchange and State courts.

Office investment in some other areas of Central Sydney is not as strong, with possible reasons including being too far from major institutions, a lack of industry peers, perceived poor accessibility, the lack of corporate amenity like views and public spaces, or the growing residential character of an area.
Total internal floor space by block m² (2012)
Office floor space trends

As demand for centrally located office floor space continues to rise in metropolitan Sydney, so too do commercial rents. Organisations are continually looking at ways to reduce costs and one emerging trend is the reduction of floor space assigned to each employee. This trend is partly a response to increasing spatial efficiency and keeping costs down but is also attributed to changing work patterns. Working from home and “hot-desking” (where employees are not assigned a personal desk, but rather share from a pool of work spaces) have both grown in popularity. As a consequence, floor space per employee in the Central Sydney core has gradually declined over the past 8 years, from an average of around 28 square metres per person to as low as 11 for open plan office environments (refer to 2_67 and 2_68).

This greater efficiency has been effectively funding higher-quality buildings and interiors while dampening outright demand for new floor space. This results in higher populations per building and greater transport demands. It is not clear that this trend will persist. However, in some key locations, such as Martin Place and the parts of the City Core with main harbour views, it has resulted in spectacular workplace rejuvenation.

Currently, new office space under construction or about to be constructed – 50 Bridge, 180 George, 200 George, 60 Martin Place and Barangaroo – is premium grade space with water views or Martin Place frontage. Very little lower grade or affordable office space is being built.

Central Sydney contains some of the highest job densities in the world. It is home to a significant proportion of service-related industry jobs including banking, legal, insurance and other professional services. Given the trend towards floor space consolidation per job, Central Sydney’s job density is likely to increase.

2_66
Central Sydney office market average net face rents
Source: Colliers International, 2015

GGR
Jun-17
Jun-15 Jun-13 Jun-11 Jun-09
Jun-07
Jun-05 Jun-03 Jun-01 Jun-99 Jun-97 Jun-95
0
$200
$400
$600
$800
$1000
$/sqm
Forcast

Premium A Grade B Grade
### 2.67
Occupied floor space per employee by selected use
Internal area m² (Central Sydney Traditional Core)

<table>
<thead>
<tr>
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<tr>
<td>Office</td>
<td>17.9</td>
<td>18.6</td>
<td>20.4</td>
<td>20.4</td>
<td>19.4</td>
<td>19.8</td>
</tr>
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<td>Shop/Showroom</td>
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<td>28.1</td>
<td>23.9</td>
<td>24.3</td>
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<td>271.6</td>
<td>284.9</td>
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<td>295.4</td>
</tr>
<tr>
<td>Industrial</td>
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<td>29</td>
<td>45.3</td>
<td>39.1</td>
<td>26.6</td>
<td>34.3</td>
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<tr>
<td>Leisure</td>
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<td>224.2</td>
<td>150.3</td>
<td>145.1</td>
<td>219.6</td>
<td>182.5</td>
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<tr>
<td>Restaurant/Eating</td>
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<td>25.0</td>
<td>25.2</td>
<td>24.9</td>
<td>22.8</td>
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<td>Community</td>
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<td>100.2</td>
<td>156.0</td>
<td>99.8</td>
<td>123.4</td>
<td>115.4</td>
</tr>
</tbody>
</table>

| Net occupied space-use (excluding residential, parking and common areas) | 22.7 | 23.5 | 26.1 | 28.4 | 24.1 | 24.2 |

**Selected office type:**

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<td>14.9</td>
<td>10.7</td>
<td>11.0</td>
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</tr>
</tbody>
</table>

### 2.68
Occupied floor space per employee by selected industry
Internal area m² (Central Sydney Traditional Core)

<table>
<thead>
<tr>
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<td>Agriculture and mining</td>
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<td>26.4</td>
<td>24.2</td>
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<td>26.6</td>
<td>28.9</td>
<td>27.1</td>
<td>27.0</td>
</tr>
<tr>
<td>Finance</td>
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<td>22.6</td>
<td>22.0</td>
<td>18.4</td>
<td>18.5</td>
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<tr>
<td>Public administration</td>
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<td>30.9</td>
<td>32.0</td>
<td>31.7</td>
<td>25.8</td>
<td>27.4</td>
</tr>
<tr>
<td>Community services</td>
<td>33.8</td>
<td>36.5</td>
<td>31.4</td>
<td>36.3</td>
<td>36.42</td>
<td>32.7</td>
</tr>
</tbody>
</table>

| Net occupied business space | 29.5 | 30.5 | 32.4 | 32.3 | 27.6 | 27.5 |
Agglomeration benefits

Locating in an area which has a higher density of economic activity (as measured by employment) allows firms to achieve economies of scale through access to an extensive customer base. This larger customer base presents opportunity to enterprises for economies of scope, i.e. with more clients, firms will be able to gain efficiencies by specialising in a particular field.

This process, called "agglomeration", provides opportunities for firms to access a deep and diverse pool of skilled labour. With so many firms located together, there will be a high level of transfer of technology and knowledge between firms with much of the knowledge transfer provided by skilled labour moving between them. This will help bolster the innovation that is vital for firms to survive in a very competitive market place.

For urban centres, the benefits of agglomeration are multilayered. Centres that foster agglomeration and increase urban density promote innovation and productivity which in turn increases their economic output. An urban centre that fails to promote agglomeration is one that risks reducing its optimum economic capacity.

Multi-centre cities like metropolitan Sydney also benefit from agglomeration, but only where transport and technological connections between centres are continually invested in and enhanced. Investments and interventions in transport and technology can be used to shape cities, supporting the creation of employment nodes in strategic locations, and optimising a multi-centre city for agglomeration benefits.
2.70
Office space - financial services
Internal area (m²)

- Up to 974
- 975-2,652
- 2,653-8,534
- 8,535-21,089
- 21,090-40,562

Land use | 154
Residential floor space

Of Central Sydney’s 800,000 square metres of land available for development, residential strata development occupied 24 per cent in 2015 (a huge increase from 2 per cent in 1991). In 2012, residential floor area represented 10 per cent of Central Sydney’s total built floor area though a much greater proportion of land area.

The lead up to and aftermath of the 2000 Olympic games represented the biggest period for residential strata registration in Central Sydney since 1964: 60 schemes were registered between 1998 and 2005. The largest year for residential strata registrations was 2013 when 12 new schemes were registered (refer to 2_71).

Since 2012, 25 new residential apartment proposals have been approved within Central Sydney, not including State-significant development approvals including residential within and around Central Sydney. The 25 approved residential strata schemes represent an increase in occupation of Central Sydney’s total land available for development from 24 per cent in 2015 to 28 per cent. They represent over 308,000 square metres of approved residential floor space, over 3,000 apartments and, on average, 102 square metres per apartment. They also represent a net loss of close to 130,000 square metres in existing employment floor space that are to be demolished to make way for the strata schemes, and 285,000 square metres in potential employment floor space that will instead be utilised for residential purposes. Of the 25 proposals, 15 were approved in 2015 alone, representing the largest growth in residential strata since 2003 and the largest recorded period of residential strata growth since 1971.
Residential floor space trends

The key trend in residential floor space in Central Sydney is that it is being approved in a variety of forms, from tiny sites of 230 square metres to some of the largest sites in Central Sydney of over 4000 square metres. Larger sites used to be reserved mainly for office development, but this is no longer the case. Residential developments are also being approved in smaller sites, reflecting that these projects don’t require a lot in terms of physical site requirements. They can be accommodated on sites of any size or dimension, with less costly amalgamations and small tower floor plates. This contrasts with standalone offices that face too many challenges to develop on small sites.

The average apartment mix across all recent residential approved developments was 40% studio and one-bedroom apartments, 43% two-bedroom apartments and 17% apartments of three bedrooms or more. The characteristics of residential dwellings have a direct influence on an urban centre’s social fabric. It determines who lives there, and therefore forms part of the character of the urban centre. By having a typically higher proportion of apartments three bedrooms or more than other urban centres, Central Sydney’s residential developments should cater well in the future for families. This aligns with the projected future increased growth of parents and homebuilders in the area.

However, larger apartments and a lower proportion of smaller apartments typically means housing options are less affordable for Central Sydney’s key workers, students and young workforce that are so critical to the economic prosperity of metropolitan Sydney.

It is unfortunately difficult to predict changes in Central Sydney’s demographics based on apartment approvals, although it is currently the most useful indicator. Accurate data is currently unavailable of the current or predicted share of apartments in buildings occupied by owner-occupiers and renters, and whether apartments are purchased only for investment or holiday stays and left vacant for the majority of the year.
Residential on small sites
- Very rarely require amalgamations
- An average site area of 495 square metres
- An average height of 58.25 square metres
- Generally comply with primary street frontage heights
- Most have a laneway or secondary street frontage
- An average approved overall FSR of 10.6:1
- Where no car park access or loading was proposed, ground floor activation is always graded as ‘active’
- Where car park access or loading was approved, ground floor activation is always graded as ‘inactive’

A typical stand-alone hotel development
- Typically don’t require amalgamations
- Average site area of 615 square metres
- An average height of 42.5 metres
- Typically no laneway or secondary frontage
- Never secondary frontage
- Typical FSR of 10.8:1
- No loading or car parking – always passes activation test
- Average number of 110 rooms.

Typical office development
- The average site area for office only developments is 3,776 square metres
- More than half required consolidation of two or more sites
- An average height of 147 metres
- Generally comply with primary street frontage height controls
- Never have a laneway frontage
- All have a secondary frontage
- Average approved overall FSR of 14:1
- All propose on-site car parking
- All approvals have active ground floor frontages
- Average tower floor plate was 1,611 square metres in size
- All have eccentric lift/service cores.

Residential on larger sites
- More than half required consolidation of two or more sites
- An average site area of 1,783 square metres
- An average height of 116 metres
- Most have a secondary frontage
- An average approved overall FSR of 12.6:1
- All propose on-site car parking
- The average site area for approvals with an “active” frontage is 2238 square metres
- The average site area for approvals with an “inactive” frontage is 1352 square metres
- Average tower floor plate of 770 square metres.
Retail

Central Sydney is metropolitan Sydney’s premier retail location. Home to one-third of the City of Sydney’s retail premises, its diverse retail offering not only caters for those who live and work here but also for Central Sydney’s many visitors. In 2012, it is estimated that the retail sector contributed $1.8 billion to the city economy.

Tourism, culture, leisure, retail, personal services and food and drink premises account for approximately 17 per cent of Central Sydney’s workforce and provide employment opportunities for a broad level of skills. These sectors are still growing with some 8,000 more jobs in 2012 than in 2007. Two-thirds of the people who work in these industries live in the City of Sydney, reflecting in large part the similarities in age profile between Central Sydney’s resident community and that sector’s younger workforce.

Central Sydney’s retail core has shifted over the years, largely related to the location of major train stations. It is now located around Pitt Street Mall. This area, and to the west, has perhaps the best solar access to streets in Central Sydney.

The strength of the retail sector Sydney can be measured by the success of projects like Westfield Centrepoint and MidCity Centre, with their completion notable despite economic conditions at the time. It is because of these projects and an increase in pedestrian traffic that Pitt Street Mall maintains its position as one of the five most expensive retail streets in the world.

Between 2007 and 2012, the number of businesses in the Central Sydney increased by 5.6 per cent, from 10,688 to 11,287 establishments. The second-largest sectoral increase occurred in the food and drink sector with 181 additional businesses. Patterns of growth for the retail core have started to emerge with the Western Edge attracting more niche retail and restaurant offerings.

To strengthen the retail sector, the City of Sydney has focused on enhancing the experience of shoppers through investment in high-quality places and infrastructure. The pedestrianisation of George Street and the introduction of light rail will reinforce George Street as the main transport corridor for pedestrians in the city and will open up better street-level business opportunities.

Meanwhile, international brands new to Australia are being drawn to Central Sydney, seeking flagship store locations. These stores are introducing two-storey plus retail frontages to Central Sydney’s retail strips, as well as elevated awnings and digital signage that risk redefining the pedestrian experience of the street.

Smaller retailers are taking advantage of planning incentives and City of Sydney investments – like the Chinatown Public Domain upgrade with new paving, stormwater works, public seating and new landscaping – to occupy laneway tenancies and in turn provide greater depth to Central Sydney’s retail experience.

Central Sydney’s character and street-level experience is fast becoming its biggest advantage in setting it apart from other cities; and the benefits associated are complementary for residents, tourists and workers alike. Each group is a vital part of Central Sydney’s economic base and provides a unique contribution to its vibrancy, connectedness and dynamism. For instance, supporting greater entertainment-based services, especially during weeknights, not only benefits residents but can also contribute to improving the city’s overall tourism potential. More commercially focused cultural and night-time activity – such as at live music venues, clubs, restaurants, licensed premises and small bars – is an essential part of maintaining a competitive Central Sydney that attracts tourists, workers and future City of Sydney residents.

Retailing will continue to evolve and continue to be influenced by a broad spectrum of market influences ranging from an ageing population and internet retailing to Sydney’s student population and the strength of the Australian dollar. However, demand for retail space in Central Sydney is expected to remain strong due to the desire to be among newly redeveloped office accommodation, and by extension, closer to consumers.
Distribution of retail services

Internal area (m²)
- Up to 1,000
- 1,000–10,000
- 10,000–20,000
- 20,000–40,000
- 40,000–80,000
**Visitor accommodation**

Visitors contributed over $5 billion to the economy in 2012, and for every dollar spent on tourism an extra 91 cents is spent in other parts of the economy. This is a multiplier effect higher than the mining, agriculture and financial services sectors.

Many of Sydney’s major hotels were developed from the mid- to late 1980s. Japanese investors and local entrepreneurs were encouraged by optimistic views of future demand, financial sector deregulation and an expansionary monetary policy.

Development stalled in the early to mid-1990s with the recession of 1991–92 and the number of rooms decreased slightly. Construction resumed in the late 1990s driven by improved sentiment around international visitors and investment in preparation for the Olympics. The City offered development incentives until 1998 for hotels and serviced apartments opening in time for the Olympics. From 1996 to 2000, the City’s room stock grew by 50 per cent from about 14,350 to 21,550, including a number of new five-star hotels.

Development activity slowed from 2001 and the number of rooms decreased as the pre-Olympic supply was absorbed. The residential market was on the upswing and many hotels were converted.

Construction costs increased significantly from the mid-2000s, hampering new development. Except for serviced apartments in Central Sydney’s south, there were few new projects due to a large feasibility gap and little infrastructure investment to drive demand.

The global financial crisis held back a recovery in the late 2000s but strong trading in recent years has led to the planning of new accommodation. Since early 2014, the City of Sydney has approved and received development applications for over 60 hotel proposals, including new rooms in 20 mixed-use developments, 9 new stand-alone hotels and over 30 hotel refurbishments. That is equivalent to over 3 billion dollars of development, over 4,600 new hotel rooms and over 200 new serviced apartments. More than 80 per cent of these rooms are to be delivered in Central Sydney, driven by development at Darling Harbour and Barangaroo. Time will tell if all developments progress to construction. However, these figures indicate the largest increase in visitor accommodation for the City of Sydney since the pre-Olympic period.

Over the past decade, the annual number of visitors staying in city hotels has increased by nearly 1 million and these numbers are expected to grow. Room night demand will continue to grow with softer growth to 2017 then increasing to 2021 with the opening of the Sydney International Convention Exhibition and Entertainment Precinct and Barangaroo from 2017.

Visitor growth is expected to be driven by international visitors, particularly from Asia and most notably China as they shift from group travel to independent business and leisure travel. Growth from Japan, New Zealand, the United Kingdom and North America will be slower. Domestic visitor growth will not be as strong but will be led by the business segment.

Demand will be strongest in the three-star category, assuming the conversion of old office building stock in the city centre and changes in the profile and preferences of international visitors.

It is forecast that accommodation room supply will increase by 5,759 rooms to 2021 and then by 5,499 rooms from 2022 to 2030. Supply will peak through 2018 to 2020 before falling back with another development cycle towards the late 2020s.
Visitor accommodation
Number of rooms

1–150
151–300
301–450
>450
Development use trends

Patterns of supply and demand in the property market are critical as they underscore Central Sydney’s ability to accommodate present and future demand for floor space. There is strong market demand for a variety of floor space types across Central Sydney. A tension between land uses is therefore inevitable. Furthermore, the rejuvenation and revitalisation of prominent parts of Central Sydney such as Barangaroo and Darling Harbour, coupled with major infrastructure projects such as George Street Light Rail and Sydney Metro, will undoubtedly increase Central Sydney’s overall attractiveness as a place to live, work and play. Over the past years, Central Sydney has undergone a significant transition. Mixed use and residential towers are increasingly featured in its skyline. This trend has peaked over the last three years with the market aggressively favouring residential development over office development. This phenomenon is encouraged by current land use policies that promote residential development, specifically the allocation of Accommodation Floor Space for residential purposes. The trend is a product of both a historical under-provision of dwellings and an awakening to the benefits of CBD living.

Central Sydney’s work, social and cultural offerings represent a compelling proposition for a range of residential occupants, from younger residents to families and empty nesters. The trend of increased residential development activity has resulted in a number of marginal commercial assets acquired by overseas investors for long-term residential developments. Changes in house prices may cause developers to delay residential development, but is unlikely to reverse strong residential demand in Central Sydney.

While today’s commercial market varies significantly across the various precincts in Central Sydney, its strong demand for A-grade space has resulted in the difference narrowing between Premium (landmark buildings located in close proximity to major economic markets, with expansive views, ample natural light and attractive street settings) and A-grade (high-quality buildings with high-quality views, natural light and an attractive street setting) rents; both types of space are experiencing falling vacancy rates.

A number of key factors drive the expectation that the current strong market demand for commercial development will endure in the short to medium term, including:

- The economy is growing and employment rising in the Sydney metropolitan area.
- Employment growth projections for Central Sydney indicate sustained growth in white-collar employment to 2025.
- There is an ongoing trend towards centralisation of headquarters with demand from those occupiers seeking to attract and retain talent.
- The withdrawal of commercial floor space for alternate uses, including residential and the future construction of Sydney Metro, puts pressure on the remaining supply.

An undersupply of retail floor space in Central Sydney has increased the demand for opportunities to create additional retail floor space in other locations, including within office buildings. Many owners have responded by reinvigorating their ground floor retail offering to include a diverse retail mix. However, retail floor space (unless within a shopping centre) does not generally respond to density and height in the way that commercial and residential uses do, as more floor space away from the high street is not seen as valuable. As a consequence, the growth in retail floor space is generally confined to the podiums of new buildings.

Reflected in high occupancy rates and growth in room rates, the demand for space in the hotel and accommodation sector is strong. Currently however, the large-scale development of new hotels is not financially feasible unless part of a mixed-use development. At the same time, new hotel rooms and serviced apartments are being created in the Western Edge and Southern precincts that can accommodate them with more modest site values.
Trends by precinct and surrounds

Central Sydney is Australia’s largest and most robust office market with 53 per cent of its total floor space rated as prime commercial floor space (premium and A-grade) by the Property Council of Australia. It is comprised of a number of sub-markets, each with distinct characteristics, drivers and opportunities for future growth. The sub-markets generally align with Central Sydney’s precincts.

City Core

The City Core comprises the largest office sub-market in Australia. It is the most sought-after location in Central Sydney, favoured by the financial, legal, property and technology sectors. Over 65 per cent of people working in the City Core work in financial and insurance services and professional, scientific and technical services.

The City Core contains the largest number of premium buildings in Central Sydney and the most commercial floor space, which in turn facilitates greater volumes of commercial development. It also commands the highest rents.

Major tenants in the City Core include: AMP, ANZ, Australian Stock Exchange, Charter Hall, Clayton Utz, DEXUS, Deloitte Australia, DLA Piper, Henry Davis York, HSBC, Macquarie Bank, Mirvac, NAB, QIC, Reserve Bank of Australia and Suncorp. Ernst and Young will be relocating into the City Core from Midtown in 2016 upon completion of 200 George Street.

Due to the profile of occupants, premium-grade floor space and large office floor plates (greater than 1,200 square metres) have traditionally been highly sought after. notwithstanding, smaller tenancies are increasing in prominence as the trends continue of outsourcing and growth in the technology sector.

In line with its status as metropolitan Sydney’s most prestigious office sub-market, the quality of tenant amenity and the public domain is critical for the precinct to maintain its status and market position. Land-use conflicts, for example visible residential balconies and drying laundry, if not managed appropriately, have the potential to erode the City Core’s premium status and overall desirability as a commercial precinct.

In line with the reinvention of Martin Place, this precinct is expected to see continued growth in its major industry sectors, and will accordingly demand larger floor plates and premium-grade quality accommodation.

Midtown

Midtown is predominantly composed of A and B-grade floor space and is more affordable compared to the City Core, and offers good accessibility, retail and entertainment options.

Midtown’s employment profile is more diverse than the City Core and the Western Edge. Employment in professional, scientific and technical services is just over 20 per cent of the total, with employment in financial and insurance services around 15 per cent, public administration and safety, and information media and telecommunications, both at around 12 per cent.

The availability of premium commercial development opportunities is limited, given the generally lower amenity of the area, particularly south of Bathurst Street. While A-grade commercial development is still relatively attractive, in today’s market, mixed-use development is an attractive proposition for residential developers.

Midtown’s commercial supply pipeline is the smallest compared to the City Core and the Western Edge. In contrast, there is significant mixed use and residential development activity ongoing in Midtown, resulting from the comparatively generous accommodation floor space provisions for residential uses. The relatively high amount of residential development has seen some commercial buildings, such as the site of Sydney Water, withdrawn for residential conversion.

Demand for finer-grain office floor space (tenancies smaller than 500 square metres) is expected to continue in Midtown, although major commercial occupiers include the Australian Taxation Office and the City of Sydney.

Smaller tenants dominate the tenancy profile in Midtown, and will accordingly demand larger floor plates and premium-grade quality accommodation.
Western Edge

The Midtown and Western Edge precincts are broadly similar in size and scale, each accounting for some 24 per cent of Central Sydney’s office floor space.

The Western Edge’s employment profile bears similarities to that of the City Core. It is also dominated by financial and insurance services and professional, scientific and technical services which together represent almost 65 per cent of employment in the precinct.

The availability of premium commercial development opportunities is limited in the Western Edge. Today’s market steadily favours residential development over commercial. This is particularly the case where westward harbour views are available; where a site offers more modest views, commercial development becomes more viable.

While Midtown has traditionally been perceived in the market as marginally more desirable (denoted by higher rents and capital values), Darling Park, the development of Westpac’s headquarters on Kent Street, and most recently Barangaroo have cumulatively improved the overall amenity of the Western Edge and lifted its market profile. Commercial rents and capital values are broadly on par; Midtown is only slightly ahead.

Southern

The Southern precinct is a comparatively minor office precinct, accounting for only 7 per cent of the total office floor space in Central Sydney. The precinct is anchored by Chinatown in the north and Central Station in the south where many government back-office functions are located. Large numbers of residential strata developments are located here.

The precinct accommodates a large number of public administration and safety jobs (nearly 25 per cent) and almost equal proportions of accommodation and food services (13 per cent); transport, postal and warehousing (13 per cent); and professional, scientific and technical services (12 per cent).

The Southern precinct’s current mix of tenants and image are not likely to appeal to large corporate occupiers. The precinct is generally characterised by low turnover of tenants and offers no premium floor space. Affordable rents and the availability of large floor plates towards the south of the precinct appeal to occupiers for back-office functions and those who seek cheaper accommodation; this is likely to continue.

As such, the Southern precinct is unlikely to witness commercial-only development, particularly in the northern part of the precinct in and around the entertainment areas and Chinatown. Any development in this part of the precinct is likely to be mixed use in nature.

In many parts of the precinct with vibrant retail and entertainment options, the existing occupier patterns are generally more fine-grained in nature. Demand for commercial floor space is likely to be smaller and incorporate occupiers responding to a local population catchment, i.e. residents in the precinct and the large number of students living in close proximity to the University of Technology Sydney and the University of Sydney.

There is currently no new commercial office development in the pipeline for the Southern precinct and while several mixed-use developments are underway, the scale of residential development activity is minor in comparison to the other precincts.

The low levels of commercial development activity reflect the low value of office use in the area, both in terms of rents as well as the relative attractiveness of the area to major private occupiers. This does not incentivise developers to construct new offices in the Southern precinct in the current market.
South Ultimo

The area of South Ultimo is not within the current Central Sydney boundaries, though it does have a significant commercial presence and accommodates residential, retail and hotel uses.

In 2011, the area employed almost 13,000 people. It grew in employment by more than 18 per cent in 2006–2011.

Located adjacent to the University of Technology Sydney, education and training is the largest employment industry in the area, followed almost equally by professional, scientific and technical services and information media and telecommunications.

Geographically, South Ultimo is located to the southeast of Pyrmont, which is in itself a small cluster of commercial buildings. Several media, technology and creative occupiers seek accommodation with limited supply, exerting upward pressure on commercial rents.

For commercial uses, the precinct has a media and creative industry focus, incorporating companies such as Global Switch. Strong tenant demand in the area coupled with a limited supply is evident from the currently in-progress refurbishment of 100 Harris Street. Competition is already fierce for space in this development.

Given the area’s location adjacent to a major institutional asset, it is in an excellent position to accommodate floor space demand for education-related uses. Like many other businesses, education and training providers and information media and telecommunications businesses have a tendency to cluster with similar businesses. This also helps build critical mass to offer retail and amenities.

As with other precincts within Central Sydney, South Ultimo is subject to strong pressure for residential development.
3
Planning for Growth
3.1
Why we need to plan for jobs growth
Why we need to plan for jobs growth

Central Sydney is always changing – in response to internal and external trends, to careful planning and to economic shifts at a macro and micro-level. The Strategy offers a clear and cohesive plan that facilitates economic expansion and jobs growth; augments the City’s role in a global city; protects and enhances its public spaces, unique heritage and natural environment; and expands its vibrant social and cultural offerings.

In Section 2, a history of planning strategies was provided that traced a movement from restricted building heights to taller buildings, from a lack of coordination among authorities to more collaboration and shared responsibilities, and from a limited set of approved planning strategies and controls to a stronger urban planning framework. This framework included more extensive and complex development controls that protected amenity, the environment and the public interest. Central Sydney’s planning has become stronger and more comprehensive.

Building on the successes and challenges of the past, the purpose of the Strategy is to provide a framework for sustainable growth that benefits all Australians. Sydney is the focal point for much of Australia’s economic activity, and the premier centre of society and culture. It is critical that we plan for the places and spaces needed for Central Sydney to flourish.

Our greatest challenge is ensuring longer-term economic and employment growth. The Central Sydney economy produces $68 billion gross output, compared to Melbourne’s city centre at $39 billion and Parramatta at $8 billion. The economy needs space to grow. New workers need space. New business services need offices and meeting places. Retail businesses need shopfronts. The infrastructure required to support growth also demands a share of space in Central Sydney. Public spaces, theatres and a range of community facilities all need space.

By 2036, we could see close to 420,000 workers accommodated in Central Sydney (refer to 3_1), concentrated here due to the demand generated by the most significant investment in public transport infrastructure since the 1980s, the Sydney Metro and South East Light Rail projects (refer to 3_2). Central Sydney must be positioned to accommodate this growth.

Space is a finite resource. In Central Sydney, the potential for growth is limited or constrained by the natural environment, existing development, the capacity of infrastructure, heritage considerations, international airport safety obligations and the spatial limitations of streets, lanes and blocks.

The best cities are mixed-use cities. With the introduction of policies to encourage more residential development, the last 20 years has seen a substantial increase in the number of people living in the centre. This has resulted in a vibrant, lively and productive centre, one that is increasingly attractive for residents, business and visitors alike.

However, this strong demand for residential development has resulted in the displacement of existing employment space and future opportunities for new employment space. This situation represents a direct risk to the Australian economy and must be rebalanced to retain metropolitan Sydney’s international competitiveness.
### Major planning strategy and public transport interventions

#### Worker population growth

Source: SGS Economics and Planning and City of Sydney, 2015

<table>
<thead>
<tr>
<th>Year</th>
<th>Event</th>
<th>Traditional Core</th>
<th>Greater Central Sydney</th>
</tr>
</thead>
<tbody>
<tr>
<td>1956</td>
<td>City Circle Line complete</td>
<td>100,000</td>
<td>200,000</td>
</tr>
<tr>
<td>1975</td>
<td>Strategic plan</td>
<td>150,000</td>
<td>300,000</td>
</tr>
<tr>
<td>1980</td>
<td>Eastern Suburbs Line added</td>
<td>200,000</td>
<td>400,000</td>
</tr>
<tr>
<td>1988</td>
<td>Strategic plan</td>
<td>250,000</td>
<td>500,000</td>
</tr>
<tr>
<td>1996</td>
<td>Living City Policy</td>
<td>300,000</td>
<td>600,000</td>
</tr>
<tr>
<td>2015/16</td>
<td>Central Sydney Strategy</td>
<td>350,000</td>
<td>800,000</td>
</tr>
<tr>
<td>2024</td>
<td>Sydney Metro complete</td>
<td>400,000</td>
<td>1,000,000</td>
</tr>
</tbody>
</table>

#### Known workers

- **Traditional core**: 100,000
- **Greater Central Sydney**: 200,000

#### Projected workers

- **Traditional core**: 200,000
- **Greater Central Sydney**: 400,000

#### High-growth projected workers

- **Traditional core**: 300,000
- **Greater Central Sydney**: 600,000
The rise of residential use

The expansion of residential floor space since the early 1990s represents one of Central Sydney’s most successful planning initiatives, and now one of its greatest challenges.

Every planning strategy for Central Sydney since 1971 has sought to arrest the decline in Central Sydney’s permanent resident population. From the highs of the 1940s, the lowest documented permanent residential population for Central Sydney was recorded in 1991. It wasn’t until 1994 and the publication of the City of Sydney’s Living City policy, together with a positive environment at the time for residential investment, before Central Sydney began to see an increase in residential floor area and residents.

Since 1991, residential floor area in Central Sydney has increased on average by 38,000 square metres per year. By 2012, residential floor area represented 10 per cent of Central Sydney’s total built floor area. In land area, it represented an even greater proportion.

Since the mid-1990s, the total amount of land available for development in Central Sydney – just 800,000 square metres¹ – has remained largely unchanged except for the growth of residential strata schemes. In 1991, residential strata schemes represented just 2 per cent of Central Sydney’s total available land for development. In 2015, built residential strata occupied 24 per cent of Central Sydney’s total available land for development. Residential strata projects approved in 2015 represented the largest recorded period of residential strata growth since 1971 and an increase in occupation of Central Sydney’s total land available for development from 24 to 28 per cent (refer to 3_3 and 3_4).

Prior to 2015, the lead up to and following the 2000 Olympic games represented the biggest period for residential strata registration in Central Sydney. Sixty schemes were registered between 1998 and 2005, with a large proportion of these relating to approved serviced apartments converted to residential strata dwellings. Given the ability for serviced apartments to easily convert to residential strata dwellings the Strategy treats them one in the same.

Since the mid-1990s, Central Sydney has moved from an urban centre dominated by offices, retailers and hotels to a genuine mixed-use precinct that is open all hours, with major and speciality retail businesses, serviced apartments, and a bigger and more diverse range of hotels, residential towers and wide cultural offerings. This has increased its attractiveness to businesses, residents and visitors.

This more vibrant urban mix is the direct outcome of planning controls that incentivised the development of hotels, serviced apartments and residences over commercial office and retail floor space, which were favoured by the economic conditions of the time. The 1996 Central Sydney LEP awarded Accommodation Floor Space in addition to a base amount of allowable floor space to incentivise these uses. This system survives in today’s planning controls.

At the time of its introduction, the incentive markedly improved the feasibility of residential development relative to commercial projects. However, since the Global Financial Crisis in 2008, the commercial market has declined relative to the residential market. Residential projects have emerged as the highest value and best use of many sites, particularly for property owners and developers seeking short-term financial returns.

Residential development was once only viable in particular circumstances and areas: the adaptive re-use of heritage warehouses; the conversion of commercial office buildings at the fringe; and sites with perceived poor amenity south of Park Street (with poor access to views and quality public domain, and a lack of a prestigious address). But now, residential developments are moving into the heart of the city to occupy traditionally prime commercial office sites.

¹ Excluding roads, parks, public space, State-significant development sites and heritage items.
### 3.3
Decline in total available land in central Sydney over time

![Graph showing decline in available land over time from 1975 to 2035.]

### 3.4
Strata growth and total available land in central Sydney over time excluding heritage sites

![Diagram illustrating strata growth and available land from 1975 to 2035, with separate sections for known and projected development.]

Why we need to plan for jobs growth | 174
While the results of developments such as Lumière and Macquarie Apartments can revitalise an area, the development of these sites for residential purposes is at the expense of future renewal for economic use and employment growth. Within this context, the high yields of residential floor space and higher prices paid by residential developers is driving the withdrawal of offices from well-located sites that might otherwise provide useful economic floor space. This is leaving few suitable sites for workplace renewal. Based on current trends, if residential strata was to continue to lock up the land available, by 2036 only about one-third of land would be accessible for economic and employment growth.

The current market values residential development two to three times more than other competing uses depending on circumstance, for example the location or size of the site. Central Sydney’s B8 Metropolitan Centre zone permits residential uses. Productive floor space for the nation’s highest value jobs competes with residential projects for development opportunities. It is expected that this will continue for the foreseeable future, reflecting trends in comparable leading global cities. This would render Australia’s most productive and strategically important employment centre unadaptable to global economic shifts. An easily adaptable city can evolve as economies and workplaces evolve, with spaces they require to conduct their business. An easily adaptable city is resilient with the productivity of land ensured overtime.

Over the last four years, 52 per cent of approvals for new development floor space in Central Sydney have been for residential floor space (refer to 3.5), with the remaining 48 per cent for productive uses such as office, retail and visitor accommodation. A flat projection of this trend would result in insufficient space for the target number of workers. Based on a business-as-usual scenario to 2036, between 45 and 64 per cent of the projected jobs growth, up to 85,000 jobs, will not be able to find space to be located in Central Sydney. Intervention is needed to stabilise employment losses, and to increase the amount of employment floor space.

That residential development is pricing out employment also represents significant change to the established character of some of Central Sydney’s most important commercial precincts. Agglomeration, or the locating of businesses in particular areas of higher density of economic activity, has many benefits, such as exchange of information, economies of scale, access to an extensive customer base, access to like services and a deeper and more diverse pool of skilled labour. If the benefits of agglomeration are reduced, there is the risk of a reduction of optimum economic capacity and productivity of urban centres. A central business district that fails to manage the growth of residential strata risks becoming primarily residential in character, alienating economic and business growth as well as the ability to compete for investment in jobs and global talent.

For metropolitan Sydney to retain its global city status, and Central Sydney its primacy as Australia’s commercial core, space must be secured for jobs growth. Left to market conditions, Central Sydney is at significant risk of becoming predominantly residential. To address this, planning policies and controls require recalibration to ensure commercial development remains competitive and commercial precincts remain predominantly commercial in character. Without the removal of incentives towards non-commercial land uses, the centre will become less economically productive and employment growth will be limited by space constraints.
Commercial to residential conversions since 2012

- Known conversion
- Speculated conversion
Ability to grow out and up

Central Sydney has a limited capacity to grow and adapt because of its surrounding natural barriers, heritage and the growth of residential developments. By understanding these barriers, the opportunities for growth become more obvious. Defining a pathway to access these opportunities provides more certainty for industry, and the community can also be informed of expected outcomes. Beyond these opportunities the City, the NSW Government and communities must work together to shape those planned centres in close proximity to Central Sydney that will house the businesses, workers and communities of tomorrow.

Compared globally, Central Sydney’s existing City Core is small: the equivalent of one-quarter the size of New York’s Central Park. While other Australian and international urban centres like the Melbourne CBD have seemingly unlimited potential to naturally expand outwards, this is prevented by Central Sydney’s physical setting.

East and south of Central Sydney are the densely populated 19th century suburbs of Woolloomooloo, Darlinghurst, Surry Hills, Redfern and Chippendale. The potential for Central Sydney to easily expand into these suburbs is limited as much of them are protected as important heritage conservation areas (refer to 3.7), there are substantial residential strata developments, and the subdivision pattern is already dense.

The ability for Central Sydney to expand westward is limited but not impossible. Ultimo, Pyrmont and Darling Harbour have undergone substantial urban renewal since the 1980s. There are pockets of heritage listings and conservation areas, as well as substantial existing residential strata, especially in Pyrmont. Ultimo could more easily accommodate growth as it has some larger lots with single owners, making them easier to develop. Growth in this area would also align with recent and planned investment in physical infrastructure including the Goods Line to Darling Harbour; the under-construction mixed-use precinct of Haymarket; the convention, exhibition and entertainment precinct of Darling Harbour; and the future South East Light Rail project.
Like a number of global cities, Central Sydney is limited in its ability to grow up due to airspace operational levels imposed by international aeronautical safety obligations. Singapore, London and Tokyo all have airports in close proximity to their CBDs that limit the ability to accommodate tall towers. Despite this, these three cities are examples of global cities that continually rank highly in their economic performance and reputation. In fact, the close proximity of their airports to the CBDs also contribute to their high rankings because of their connectedness and liveability. This same competitive advantage applies to Central Sydney.

Airspace operational levels will continue to shape Central Sydney’s skyline. Together with solar access controls and important public views, airspace operational levels will guide where Central Sydney can grow upwards in the future (refer to 3.8). By documenting and illustrating these opportunities, the City can provide certainty about how the skyline will change. With the easier sites – vacant or larger, underdeveloped ones – developed, what is left requires negotiation between various landowners, each seeking to gain an appropriate return on their assets and investment. The more guidance and certainty around expectations and outcomes the City can provide, the easier it is for landowners to discuss what they can achieve together through site amalgamations.

A major influence on the managed introduction of growth is recognising Central Sydney’s status as part of a multicentre metropolitan city. The City of Sydney and the NSW Government must consider how existing and planned centres across metropolitan Sydney will grow and cater for jobs growth. Only when employment growth is distributed across metropolitan Sydney’s multiple centres, and transport and technological connections between them are optimised, will the significant social, productivity and sustainability benefits of a multicentre city be fully realised (refer to 3.9). A well-connected, multicentre city with efficient flows of capital, trade, ideas and people makes a truly global city that is efficient, accessible, just and attractive.
3.8
Airspace operational levels and solar access shaping city form

3.9
A well-connected multicentre city with high-speed transport connections
3.2
What we need to do to plan for growth
What we need to do to plan for growth

Having described why we need to plan for growth, what is it that we need to do? This section references the NSW Government’s Plan for Growing Sydney to describe the growth that Central Sydney needs to accommodate. Then, it examines projections of demand and supply, and a gap analysis of employment floor space. This will show that the demand for employment uses cannot be accommodated in the current planning framework.

The Strategy will therefore refocus current planning controls to encourage the growth of employment floor space. The key objective is to accommodate the high-value office jobs that are so important to the Australian economy, while protecting and enhancing Central Sydney’s ability to attract capital, visitors, ideas, residents and skilled labour.

Planning for a Growing Sydney

The Plan for Growing Sydney identifies the key challenge for metropolitan Sydney to increase the population by 1.6 million people by 2034 and create 689,000 new jobs by 2031. It recognises the leading role of Central Sydney in ensuring the growth of NSW economy and that the large proportion of projected jobs growth for metropolitan Sydney will need to be accommodated in Central Sydney. The Plan for Growing Sydney prioritises work between the State and the City to:

- Plan for the CBD as a premier location for employment
- Provide capacity for long-term office growth
- Provide capacity for mixed-use development
- Investigate a potential commercial core for long-term employment growth
- Support the land use requirements of the financial services knowledge hub in the CBD
- Investigate opportunities to expand the CBD.

The NSW Government’s various transport plans and projects also reinforce deliberate strategies to strengthen the economic role of Central Sydney. Sydney Metro and related transport improvements represent the most significant increase in transport capacity for almost 40 years. These projects will further attract employment-based uses – drawn to the productivity that comes from locations well-serviced by public transport – and may lead to increased employment projections.

The objectives of the Plan for Growing Sydney cannot be achieved under the current planning controls that incentivise residential development over commercial development.

Projecting growth in Central Sydney

Projected growth in the relatively small area of Central Sydney is the most significant in Australia. The City is planning for an additional 19,000 residents, 10,000 dwellings and 133,000 jobs to 2036 – starting from 2012 numbers (refer to 3.10 and 3.11). This is based on Australian Bureau of Statistics census data, state government data sets, including Bureau of Transport Statistics, and the City’s floorspace and employment survey which every five years counts all floor area, buildings, sites and business establishments in the City of Sydney. Achieving these ambitious targets will depend on coordinated planning to ensure there is capacity to accommodate this growth.

1 The Plan for Growing Sydney does not include specific dwelling and employment ‘targets’ at the level of urban centres. The NSW Department of Planning is currently preparing District Plans for metropolitan Sydney’s six districts that are expected to include new targets.
**Central Sydney workforce forecast 2012–2036**

- **Known worker population**
- **Projected worker population**
- **High growth projected workers**

**Central Sydney resident forecast 2012–2036**

- **Known residential population**
- **Projected residential population**
NSW Government residential targets

NSW Government targets for residential dwellings will be achieved under the current planning controls and market conditions for the foreseeable future.

When released in 2010, the NSW Government’s Metropolitan Plan for Sydney 2036 required an additional 61,000 dwellings above the existing 86,000 in 2006. Between 2006 and 2015, an additional 26,000 dwellings were provided, representing over 42 per cent of the target achieved in just one-third of the delivery period.

Completions are set to increase dramatically over the next few years as major regeneration projects are completed. Based on known applications, an additional 27,000 dwellings are expected (refer to 3.12). This means the City will have achieved about 86 per cent of the target in just 14 years with another 16 years, and sufficient capacity, to complete the remaining 14 per cent.

Residential projections

The City of Sydney is the fastest growing local government area in NSW with the residential population projected to increase by close to over 100,000 people to 2036 – from 2011 numbers (refer to 3.12), resulting in an increase of 53 per cent of today’s population. In Central Sydney, where the current population will swell from 25,000 to close to 44,000, the growth rate is even higher, at 74 per cent.

By 2036, Central Sydney will have a similar-sized residential population as the suburbs of Pyrmont, Ultimo, Glebe and Harold Park combined. This increased population will significantly change the look and feel of Central Sydney’s precincts. The implication of this growth in terms of infrastructure demand is significant.

At 1.9 people per dwelling, new residents will demand a total of 10,000 dwellings to 2036, equating to one million square metres of floor space at 100 square metres per dwelling – the current average for Central Sydney.
3.12
City of Sydney residential completions and expected completions 2010–2020

3.13
Projected population growth
Employment projections

Based on current trends and transport capacity, the net rise in forecasted jobs for Central Sydney is from approximately 286,000 in 2012 to 375,000 in 2036: approximately 89,000 jobs (refer to 3_14). This could increase by as much as 50 per cent to 133,000 new jobs, given the high-growth conditions that will be created by drivers of demand including the new light rail and the Sydney Metro.

Industries with over 5,000 workers in Central Sydney that are projected to experience high levels of employment growth include Financial and Insurance Services; Information Media and Telecommunications; Professional, Scientific and Technical Services; Retail; Education; Health; and Arts and Recreation Services.

While projects like Barangaroo and Darling Harbour, most of which will be completed before 2018, are approved to deliver commercial floor space for about 30,000 additional workers, the majority of employment growth is projected in Central Sydney’s traditional commercial core north of Park Street. It is likely, however, that south of Park Street, there will be a reduction in worker numbers due to older office buildings being converted to residential development.

Beyond Central Sydney’s traditional boundaries, clusters of industry hubs – the creative industry, the growing health and education sectors, and the booming technology sector – are forming at its edges, taking advantage of proximity to big business and access to more affordable office rents and spaces they can better adapt to their needs. Many of these businesses will shape the profile of Central Sydney’s future employment with growth.

<table>
<thead>
<tr>
<th>Industry</th>
<th>Projected jobs growth between 2011 to 2036</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arts &amp; Recreation Services</td>
<td>69%</td>
</tr>
<tr>
<td>Health Care &amp; Social Assistance</td>
<td>57%</td>
</tr>
<tr>
<td>Financial &amp; Insurance Services</td>
<td>51%</td>
</tr>
<tr>
<td>Retail Trade</td>
<td>46%</td>
</tr>
<tr>
<td>Professional, Scientific &amp; Technical Services</td>
<td>43%</td>
</tr>
<tr>
<td>Rental, Hiring &amp; Real Estate Services</td>
<td>41%</td>
</tr>
<tr>
<td>Education &amp; Training</td>
<td>39%</td>
</tr>
<tr>
<td>Administrative &amp; Support Services</td>
<td>37%</td>
</tr>
<tr>
<td>Accommodation &amp; Food Services</td>
<td>36%</td>
</tr>
<tr>
<td>Information Media &amp; Telecommunications</td>
<td>31%</td>
</tr>
<tr>
<td>Public Administration &amp; Safety</td>
<td>28%</td>
</tr>
<tr>
<td>Transport, Postal &amp; Warehousing</td>
<td>5%</td>
</tr>
</tbody>
</table>

Projections are supply-constrained demand estimates of outcomes. They look at past trends, current influences and future capacity constraints to estimate how and where the population will grow over time. Employment projections in particular, while reasonably accurate in Central Sydney in the past, are subject to fluctuations in market conditions, government policy and supporting infrastructure. Residential projections can also vary widely given economic conditions, planning controls and government policy.
**Employment floor space gap analysis**

In 2012, Central Sydney had approximately 745,000 square metres of total available floor space capacity under the existing controls. However, given approval trends emerging over the last 10 years, it is highly unlikely that all available floor space capacity will be provided as commercial floor space.

Over the last four years, 52 per cent of new floor space was residential. Therefore, assuming that only 48 per cent of the total available floor space capacity under the existing controls is available for commercial development, and combined with commercial floor space provided in NSW Government-led sites outside of the City of Sydney’s jurisdiction, including Barangaroo, Darling Harbour, Wynyard Place and Central Park, projected capacity under current controls is one million square metres of commercial floor space.

Assuming 20 square metres of floor space is required for each job located in Central Sydney, only 50,000 jobs are likely to be accommodated under current planning controls. This is significantly less than the floor space required to accommodate projected jobs growth.

Without intervention to stabilise employment floor space losses and increase the amount of employment floor space, there will be significant constraints on the number of jobs that can be accommodated. The floor space gap analysis indicates that space for some 40,000 to 85,000 jobs may not be provided under the business-as-usual scenario (refer to 3_15 and 3_16).

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**3_15**

In 3_15, the employment gap analysis to 2036 shows the following:

<table>
<thead>
<tr>
<th>Employment target</th>
<th>Additional jobs to 2036</th>
<th>Required floor space (sqm)</th>
<th>Gap (sqm)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Trend growth</td>
<td>+89,000 jobs</td>
<td>1.8 million</td>
<td>-0.8 million</td>
</tr>
<tr>
<td>High growth</td>
<td>+133,000 jobs</td>
<td>2.7 million</td>
<td>-1.7 million</td>
</tr>
</tbody>
</table>
A new planning approach for Central Sydney

The Strategy provides economic opportunities for investment in jobs, and supports public improvements that will make Central Sydney an even more attractive place for business, residents, workers and visitors. It outlines how Central Sydney will grow, and includes objectives and actions to promote its role as the State and nation’s economic, cultural and social engine room.

For metropolitan Sydney to retain its global city status, and Central Sydney its primacy as Australia’s commercial core, it is critical that economic and employment growth opportunities are protected. It is clear from the gap analysis above that a business-as-usual approach cannot achieve this objective. Without intervention, there will be a shortage in the supply of employment floor space.

Going forward, the planning strategy for Central Sydney must be rebalanced with a long-term focus on economic and employment growth.

New planning approaches and development controls can be used to protect and expand employment floor space. Some ‘building up’ and ‘growing out’ is part of the response – but smart planning is needed with growth that is integrated with the planned increases in public transport capacity and delivered with the right mix of commercial, hotel and retail. This growth must also be supported by adequate social and physical infrastructure, without losing the opportunity for further residential development and other activities that support a lively city.

When Central Sydney moves again into a more favourable commercial development cycle, it is important planning controls are in place that facilitate an increase in employment floor space. In the short to medium term, land that is critical to supporting the growing economy must be protected from overwhelming residential demand to ensure access to jobs and services (refer to 3_17).

The Strategy provides a framework for the evolution of the successful planning strategies of the past, one which will deliver on the objectives and aspirations of the NSW Government and the City’s vision for a green, global and connected City to 2030 and beyond.
Sites not affected by heritage, strata or isolation
3.3

How we will plan for jobs growth
How we will plan for jobs growth

Now that it has been established why Central Sydney needs to plan for growth, and what needs to be done, the next step is identifying implementation strategies and actions.

This section describes 10 key moves that will facilitate growth. It provides the foundations for the more specific and technical descriptions of the planning controls, actions and provisions of the Strategy provided in Section 4.

Making change happen

The Strategy identifies what can change now and what will need to change in the future to ensure that as new opportunities arise they can be harnessed and challenges met. 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 (1 to 2 years), medium-term (2017–2036) and ongoing. Each stage includes review and monitoring processes.

1. **Short-term** – Today to 2018, where changes to the existing planning controls will be made immediately to achieve a greater focus on economic and employment growth and ensure the environment and amenity of the city is protected and where the City will work with the State to streamline the planning controls and governance structures that apply to Central Sydney.

2. **Medium-term** – Today to 2036, where the City will work with industry and the community to provide additional density and height in the right locations, tailored to individual sites that contribute to the increased environmental, cultural and social sustainability of the city. Initially growth will be facilitated through site specific changes to the planning framework in accordance with a guideline. In the medium term the City will work with the NSW Government to overcome barriers to fully implement the strategy without requiring site by site planning amendments.

3. **Ongoing** – Where opportunities for growth are shaped by first principle environmental controls of sunlight access, heritage and public views and the City’s commitment to improved access and design excellence are at the forefront of decision-making.

4. **Monitoring** – Where monitoring of outcomes, additional research and consultation with government, industry and the community will continue to ensure that the City’s planning controls are well calibrated to deliver the planning and land use directions of the City’s Sustainable Sydney 2030 and the NSW Government’s A Plan for Growing Sydney.

This managed approach to implementation will ensure that as Central Sydney grows, there will be a cohesive vision for and lasting commitment to the aims, key moves and actions of the Strategy.
<table>
<thead>
<tr>
<th>10 key moves</th>
<th>2018</th>
<th>2024</th>
<th>2030</th>
<th>2036 &amp; beyond</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Prioritise employment growth and increase capacity</td>
<td></td>
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<tr>
<td>2. Ensure development responds to context</td>
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<tr>
<td>3. Consolidate and simplify planning controls</td>
<td></td>
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<tr>
<td>4. Provide for employment growth in new tower clusters</td>
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<td>10. Monitor outcomes and respond</td>
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Timeline for delivery
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 provided between these private habitats and the hustle and bustle of street life below. Controls for tower separation and height will drive 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.
How we will plan for jobs growth

3.18
Managing use: City Core
Change in $ per square metre of site area with implementation of 50/50 control

3.19
Managing use: Midtown and Western Edge
Change in $ per square metre of site area with implementation of 50/50 control
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, confirming expectations for tower developments.
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 where currently parts of Sydney are excised by state significant development. 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 happen in the short term. Actions requiring state government partnerships will happen in the medium-term, with expanding boundaries opening up opportunities for an expanded heritage floor space scheme, expanded design excellence, unified data collection and a consistent approach to public domain and open space.
Consolidate and simplify planning controls

Existing Central Sydney boundary

Proposed Central Sydney extension

Darling Harbour

Central Park

The Rocks

Current Central Sydney Boundary

Central Railway
Provide for employment growth in new tower clusters

Introducing a new planning pathway for heights and densities above established maximum 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.
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.
Surry Hills Library

Central Park open space

Affordable office space – Darlinghurst
Move towards a more sustainable city with planning controls that require best practice energy and water standards and for growth sites to drive zero-net energy outcomes

In support of the City’s aim to become Australia’s first zero-net energy city, the Strategy includes actions to implement planning controls for minimum energy and water standards for all new developments. It also includes actions to investigate provisions that reward the retention, refurbishment and upgrade of older office buildings to higher water, energy and waste efficiency performance. This will take place over the short to medium term.

Energy efficiency is cost-effective and will make the most significant contribution – almost half – of the City’s emissions target.

Existing policies such as building codes and energy standards can save one million tonnes of carbon emissions each year by 2030.

New policies and programs can save almost two million tonnes of carbon emissions each year, which would mean annual emissions are 42 per cent below 2006 buildings emissions.
3.27
NABERS-rated buildings, City of Sydney

3.28
Energy intensity – NABERS-rated buildings, City of Sydney
megajoules/square metre per annum
Protect, enhance and expand Central Sydney’s heritage, public places and spaces

Balancing growth with the need to protect and enhance public parks, spaces and views will ensure Sydney remains a beautiful and vibrant city. These public assets are critical to attract visitors, high-value jobs, tourists and residents. It is essential to ensure they receive adequate sunlight, remain safe and are well utilised.

As development occurs, the City will work with landowners to enhance and expand our network of public places and spaces. New roads, pedestrian links, revitalised laneways, event spaces, green spaces, paved meeting places, outdoor dining opportunities and public art will be provided as the city grows.
Central Sydney Planning Strategy

- Retain solar access to open space (parks/squares)
- Protected and enhanced special places
- Protected public views
- “Tower tide line”
Move people more easily by prioritising streets for walking and cycling and expanding the pedestrian and open space network

Prioritising streets for people to walk and cycle, and encouraging public transport, will reduce congestion and redefine our streets as places to enjoy, linger, interact and do business. These actions will help maintain our economic competitiveness, reduce greenhouse gases, and improve the health of the community. And it will make Central Sydney a pleasant place to work, live and visit.

The Strategy will deliver actions in the NSW Government’s Sydney City Centre Access Strategy, linking them, as the city grows, with opportunities introduced by the Strategy. The Strategy picks up where other strategies like the City’s Walking Strategy and Action Plan leave off. It directly links land use, the challenges of moving people in a growing urban centre and the opportunities created through state, local and private partnerships to resolve complex issues such as freight management, footpath capacity and how to move a growing working population.
How we will plan for jobs growth

3.30
Central Sydney Planning Strategy

- Extended future Light Rail
- Bus movement path
- Promotion of strategic pedestrian connections and public open space
- East-west walking links
- Pedestrianisation extension
- Continuation of citywide cycle network
Reaffirm commitment to design excellence by continuing to work in partnership with community and industry to deliver collaborative, iterative and tailored solutions.

High quality building design assures Sydney’s status as one of the most beautiful cities in the world. The Strategy promotes and encourages building design of excellent quality at every scale and level of detail, so people find buildings inspiring, satisfying and comfortable. The quality of a building – including its interface with the street, performance, proportion, finishes and placement in the skyline – all combine to make a building great.
Monitor outcomes and respond to issues that arise to ensure the Strategy’s ongoing success

Monitoring the success and impact of these 10 key moves will help identify issues early and take action to address them.

A monitoring program will be developed in the medium term that focuses on the net growth of employment floor space.

Ongoing monitoring will also allow regular reviews of the strategy in line with critical land use and employment surveys, including the City’s Floor Space and Employment Survey (FES) and the Australian Bureau of Statistics’ Census of Population and Housing (Census). Results of the City’s monitoring program, informed by the FES and Census, will inform reviews of this strategy and related controls and guidelines.

Barangaroo will deliver over 300,000 square metres of employment floor space, or close to 6 years’ supply of office floor space in the space of 12 months. This flood of supply, rather than attracting new office tenants from overseas, will house existing Central Sydney tenants that have moved from older office building stock. This has left older office buildings, towards the end of their economic life, vacant. Where in the past these buildings would have been upgraded and placed back on the rental market, in the current economic climate they are being sold and redeveloped for residential strata.

The predicted upwards trend for residential investment in Central Sydney is likely to continue, with a decreasing proportion of employment floor space and employment land available in Central Sydney – unless appropriate planning controls and intervention are implemented.
Floor space and Employment Survey data 2012
The 10 key moves of the Strategy will be implemented through a variety of mechanisms including planning, projects, advocacy and collaboration. All of this work will be place-led and people focused.

Place-led and people-focused

Central Sydney is in the middle of a renaissance with extraordinary levels of private and public investment in development and infrastructure. The Strategy will build on the opportunities offered by these projects and encourage employment investment beyond the traditional confines north of Park Street. This will complement the pedestrianisation of George Street and its three main squares – a square for celebration at Circular Quay, a civic square opposite Town Hall and a village square at Central Station.

The Strategy also supports the revitalisation of the Midtown and Southern precincts, including Central Sydney’s newest precinct, the Central to Eveleigh Precinct, youthful and lively, and serving existing education, visitor accommodation and creative uses. It will also serve those emerging and perhaps yet-unknown business models and work-places that are seeking a playful and creative point of difference to the traditional office core.

The Strategy recognises that in parts of Central Sydney, commercial development will be challenging, even with substantial increases to density under growth controls. This is due to the perception of parts of the centre, particularly south of Park Street, having a poor image and amenity challenges.

Developments like Liberty Place (occupied by ANZ and Herbert Smith Freehills) and Westpac Place are examples of redevelopment projects that, in partnership with the City, have been game-changing for precincts, increasing their profile and improving market perception.

Renewal of sites in and around Central Sydney has flow-on impacts for surrounding city blocks, increasing their desirability and appeal. This leads to increasing rents and prices which then stimulates their redevelopment and renewal. Catalytic projects drive investment, promote rental growth and increase street appeal.

The Strategy fosters opportunities for catalytic development across Central Sydney. With a place-led and people-focused approach, the Strategy takes its lead from known public domain and public infrastructure improvement programs associated with the Sydney Metro and South East Light Rail projects, identifies growth site opportunities around these projects, and builds on the City’s three square public domain strategy for Central Sydney.

The City will work with landowners of growth sites to collectively secure the necessary boost in profile and image that will result in commensurate rises in overall commercial rents. Catalytic projects by both the NSW Government and private sector on sites in and around Central Sydney will be instrumental to improving the amenity of Central Sydney, particularly the redevelopment of space above the train lines at Central Railway Station. This project provides a once-in-a-lifetime opportunity to function as the southern employment gateway to Central Sydney, served by a high-volume, mixed-mode transport interchange, a professional and creative highly skilled workforce, with access to a range of cultural and tourism destinations and the ability to integrate with and extend the existing fine grain street and open space network of surrounding Surry Hills, Chinatown, Ultimo and Chippendale.

Delivered in the medium term, the successful development of Central to Eveleigh will deliver flow-on benefits for Central Sydney’s Midtown, from Park Street to Eddy Avenue.
Central Sydney’s public domain spine
Closing the capacity gap

Earlier in this section, evidence was presented of the constrained pool of employment floor space achievable under current planning controls. The gap analysis showed a shortage of up to 1.7 million square metres of employment floor space to 2036 under a business-as-usual scenario.

The key moves of the Strategy will significantly increase the quantum of employment floor space available. In total, the proposed immediate changes to the Sydney LEP 2012 under key move 1, together with the floor space that is unlocked by identified ‘growth opportunities’ in key move 4, increases the amount of additional floor space that is available in Central Sydney to over 2.97 million square metres (refer to 3.35 to 3.38).
3.36
Short to medium-term capacity

1,300,000 square metres
Short to medium-term
Today to 2030

3.37
Opportunity for growth: floor space projections

<table>
<thead>
<tr>
<th>Capacity projection (’000 sqm)</th>
<th>Land use</th>
<th>City sites</th>
<th>State sites</th>
<th>Total floor space</th>
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</thead>
<tbody>
<tr>
<td>Total floor space capacity under increased controls in Sydney LEP 2012 (assumes 75% take up and a 50/50 land use split)</td>
<td>Non-residential</td>
<td>295</td>
<td>605</td>
<td>900</td>
</tr>
<tr>
<td></td>
<td>Residential</td>
<td>295</td>
<td>570</td>
<td>900</td>
</tr>
<tr>
<td>Total additional strategic floor space capacity achievable (assumes 50% take up and 100% mandated employment)</td>
<td>Non-residential</td>
<td>705</td>
<td>0</td>
<td>705</td>
</tr>
<tr>
<td></td>
<td>Residential</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Central to Eveleigh</td>
<td>Non-residential</td>
<td>0</td>
<td>500</td>
<td>500</td>
</tr>
<tr>
<td>Total projected floorspace (total floor space capacity under increased controls + likely additional floor space under ‘growth controls’)</td>
<td>Non-residential</td>
<td>1,000</td>
<td>1,105</td>
<td>2,105</td>
</tr>
<tr>
<td></td>
<td>Residential</td>
<td>295</td>
<td>570</td>
<td>865</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>2,970</strong></td>
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A multi-centre city

The Central to Eveleigh and Bays Precinct urban renewal projects are an opportunity to secure the growth potential of Central Sydney. The physical proximity of these projects makes them the natural long-term extensions of Central Sydney, and the future home of metropolitan Sydney’s high-value workers and knowledge-intensive industries.

While this strategy includes planning controls that protect and encourage the provision of employment floor space, it remains critical that these planned centres, and other centres within metropolitan Sydney, set aside an appropriate amount of land for employment floor space growth, delivered on a site by site basis. Planning for a high jobs growth scenario for 2036 and beyond, rather than to current trends, is critical to preserve the global status of metropolitan Sydney.

The strategy details planning priorities for Central to Eveleigh Street and the Bays Precinct, including additional public transport linkages, affordable housing, diverse employment floor space, enhanced local connections and improved local infrastructure.

It extends the question of how we plan for the growth of Central Sydney, from what can the City of Sydney do alone, to what can the City, state and communities do in partnership to ensure these precincts develop as a successful extension to Central Sydney, where success is measured through financial, social and environmental sustainability.

At the current average use split of 52 per cent employment to 48 per cent residential floor space, known State-significant projects such as Barangaroo will deliver over 600,000 square metres of additional employment floor space. In a physically constrained growth environment such as Central Sydney, this is significant. It will accommodate one-third of the projected constrained employment growth. This highlights the significant role that sites predominantly managed by NSW Government play in the ability for Central Sydney to accommodate employment growth in the medium term.

Until now, decision-making around the use split for NSW Government-managed development sites has been site-specific, affected by short-term financial rather than long-term public benefit considerations. This has led to controversial changes in scope, with the proportion of employment floor space reduced on many projects including Central Park (approved employment floor space reduced from 40 per cent in 2007 to 23 per cent in 2015) and Barangaroo (from 75 to 67 per cent).

While some NSW Government-managed developments across metropolitan Sydney may have short-term prospects to satisfy particular hot property markets or meet pressing objectives, a long-term and more holistic view should be adopted for the precincts surrounding Central Sydney.

For the Bays Precinct and Central to Eveleigh, the balanced approach for use adopted by the State in the past is not acceptable. They will need to adopt a stronger employment focus, where a long-term commitment to employment is provided.
### Metropolitan Sydney’s Multiple Centres: Gross Output (Millions)

**Source:** PricewaterhouseCoopers, 2015, GEM

<table>
<thead>
<tr>
<th>Location</th>
<th>Gross Output (Millions)</th>
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<tbody>
<tr>
<td>Sydney</td>
<td>68,419</td>
</tr>
<tr>
<td>Parramatta</td>
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<tr>
<td>Macquarie Park</td>
<td>9,468</td>
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<tr>
<td>Chatswood</td>
<td>4,368</td>
</tr>
<tr>
<td>St Leonards</td>
<td>5,470</td>
</tr>
<tr>
<td>Bondi Beach</td>
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<tr>
<td>Homebush</td>
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</tr>
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<td>South Sydney</td>
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</tr>
<tr>
<td>North Sydney</td>
<td>11,216</td>
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<tr>
<td>Pyrmont</td>
<td>7,842</td>
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<td>Mascot</td>
<td>4,321</td>
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<td>Surry Hills</td>
<td>4,488</td>
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<tr>
<td>Mascot</td>
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<td>Melbourne</td>
<td>39,243</td>
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<tr>
<td>Clayton</td>
<td>4,173</td>
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<tr>
<td>Richmond</td>
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<tr>
<td>South Melbourne</td>
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### Melbourne Gross Output (Millions)

**Source:** PricewaterhouseCoopers, 2015, GEM

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**How we will plan for jobs growth**
Central to Eveleigh

The land between Central railway station and Cleveland Street and onwards to Eveleigh has been identified in Sustainable Sydney 2030 and the State Government’s A Plan for Growing Sydney as an opportunity to expand office space in Central Sydney. It was also identified for redevelopment in both the 1971 and the 1988 major strategic plans for Central Sydney.

Fostering job growth based on the existing industry clusters (creative and health and education) will play an important role in the expansion of Central Sydney’s economy. Catering to emerging and growing businesses such as the digital, creative and service industries will add adaptability, diversity and flexibility to Central Sydney’s economic and employment profile, representing a city that is resilient in the face of changing economic conditions and priorities.

Central to Eveleigh is ideally positioned to cater for this growth with its proximity to existing and growing employment clusters in surrounding suburbs. It is also better positioned to deliver the larger floor plate, lower campus-style buildings such as found in Melbourne’s Docklands that are preferred by financial and professional service firms. Central Sydney’s existing structure, street and block pattern, and intimate scale are less accommodating.

Priorities for Central to Eveleigh should be:

- **Diverse employment floor space**: Central to Eveleigh has the potential to accommodate approximately 500,000 square metres of floor space, at Central Station, in a form that respects direct solar access to Prince Alfred Park. The floor space potential created equates to approximately 25,000 future jobs.

  All of this floor space should be earmarked as employment-related floor space where a diversity of spaces are targeted towards a diverse range of business, both big and small, local and international, and supported by community and cultural infrastructure.

- **Enhanced local connections**: Arguably Australia’s best-serviced major urban renewal area in regards to public transport, the existing available capacity of the transport network provided by bus, heavy rail and planned metro and light rail services means that even without additional short- to medium-term investments in public transport, Central to Eveleigh has the unrivalled ability to grow without placing undue pressure on metropolitan Sydney’s public transport network.

  While well serviced by metropolitan connections, it is, however, poorly serviced by local connections and it will be these local connections – the incidental and everyday journeys – that will influence the decision of workers and businesses to locate and invest there.

  The urban transformation of Central to Eveleigh should minimise traffic generation and congestion, building on the key attributes of the area by focusing on creating great streets and walkable neighbourhoods. Walking and cycling connections east and west, north and south should be maximised to make the precinct convenient and permeable, connecting seamlessly into the established network of surrounding streets and open spaces.

- **Improved local infrastructure**: Central to Eveleigh presents an opportunity to provide for much-needed local services and infrastructure in the southern part of Central Sydney. Cycleways, green space, and community and creative facilities will support existing businesses, workers, visitors and residents as well as cater for future populations.
+500,000 square metres
Medium to long-term
2024 to 2036 + beyond

+1,100,000 square metres
Medium to long-term
2024 to 2036 + beyond
The Bays Precinct

The Bays Precinct comprises the waterways and lands surrounding Rozelle Bay, White Bay and Blackwattle Bay. The existing land uses and location of the Bays Precinct offer real potential as a natural extension to Central Sydney. The precinct can become a place where contemporary and future harbour industries and an expanded Central Sydney can coexist. It can be a place where dedicated public transport options could create a vibrant employment hub serviced by the latest in fibre optic and telecommunication technology, affordable accommodation and a reliable electricity supply that is supported by sustainable buildings and technologies. Its harbourside setting lends itself to a distinct environmental and cultural identity that will attract international workers and tourists.

The redevelopment of the Bays Precinct offers an opportunity to assist Central Sydney in meeting its employment projections to 2036 and, more importantly, beyond. With close proximity to an already established digital economy hub in Pyrmont and Ultimo and top academic and health institutions in Camperdown and Ultimo, it can contribute significantly to shaping Central Sydney’s future employment profile. It can provide space for education and learning; be a hub for sustainable research and development; and support the expansion of start-ups and creative industries; and accommodate global businesses.

Priorities for the Bays Precinct should be:

- **Public transport**: The City of Sydney has clear objectives for the future of transport in metropolitan Sydney, based on the vision that public transport will be strongly integrated with land use and development and that local needs will be served by broader transport networks. While the Bays are geographically well located, they are poorly connected on the larger western side reaches except by road. The Bays Precinct therefore requires an integrated transport plan which considers all opportunities, including a potential future metro rail.

  Planning must be undertaken prior to redevelopment of land to ensure that transport solutions are integrated with existing networks. This will ensure the broader network is strengthened while ensuring that the Bays Precinct is adequately serviced. Specific opportunities for the Bays Precinct which link into broader networks include a ferry service extension, light rail network extension and provision for walking and cycling.

- **Diverse employment floor space**: The Bays Precinct should be overwhelmingly employment-focused. While some residential, at different price points and types, should be provided, it should not be at the expense of long-term jobs growth and creating an extension to Central Sydney.

  In accommodating employment, it is important that the NSW Government has a good understanding of the type and diversity of floor space and facilities required by industry. These spaces should be the workplaces of the future.

- **Affordable housing**: Critical to realising the economic potential of the precinct is the provision of housing, including affordable rental housing, within reasonable proximity of new jobs. Without providing housing and transport at the same time as jobs, the full economic potential of the Bays Precinct will not be realised.
How we will plan for jobs growth
4
Implementation
4.1
Summary
Section 4 is the culmination of the Central Sydney Planning Strategy and the research, analysis and context which precedes it. This section details the objectives, actions and provisions of how the Strategy will be achieved and provides a timeline for implementation. It reiterates the Strategy’s key moves and then the more specific and technical descriptions of the planning controls that will deliver them.

The controls and actions of the Strategy facilitate the growth of Central Sydney. They ensure that economic and employment growth is balanced with the need to develop a liveable, diverse and welcoming city supported by great quality-of-life factors and infrastructure. A sound balance between sustainable growth, a healthy environment and strong infrastructure will ensure a resilient Central Sydney with a high standard of living.

**10 key moves**

The Strategy’s key moves are the main components of the Central Sydney Planning Strategy that address the most important issues for planning for growth.

<table>
<thead>
<tr>
<th>Key moves</th>
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<tbody>
<tr>
<td>1. Prioritise employment growth and increase capacity</td>
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<tr>
<td>2. Ensure development responds to context</td>
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</tr>
<tr>
<td>10. Monitor outcomes and respond</td>
</tr>
<tr>
<td>Timeline for delivery</td>
</tr>
<tr>
<td>----------------------</td>
</tr>
<tr>
<td></td>
</tr>
</tbody>
</table>
**Structure Plan**

The Structure Plan at 4.1 shows the key structural elements that the Central Sydney Planning Strategy has to work with, such as transport nodes, pedestrian walkways, public parks and zones for shopping and events.

The underpinning philosophy of how to implement the strategy is based on three considerations: ensuring excellent open spaces for the enjoyment of all, connecting parts of Central Sydney to each other and beyond; and planning for the future density of the city, particularly due to increased commercial activity.

**Open space**

Central Sydney is supported by a system of high-quality green open spaces and the Sydney Harbour Foreshore. Three significant new public squares are proposed to support the existing open space network and to provide a variety of open space experiences. These will be located at Circular Quay, Town Hall and Central Railway Station connected by a new George Street pedestrian spine.

**Connectivity**

Central Sydney is currently undergoing significant improvements in its public transport system and this will be enhanced by an improved pedestrian and cycle network.

The future Light Rail and Metro networks will supplement the existing heavy rail network enabling a 50 per cent increase in capacity during critical peak times.

Existing and proposed open space as well as the proposed new density zones will be connected by a series of prioritised pedestrian links. Major prioritised links will connect north–south and a fine grain system of links will connect east–west. These east–west links will particularly serve to break down the barriers of roads and long blocks restricting connectivity to the western foreshore and Barangaroo.

**Future density**

Three new zones for potential major tower clusters are identified in locations deemed to be least constrained by sun access planes. In these areas, increased heights and floor space will capitalise on the increased capacity within Central Sydney as a result of improved public transport connectivity.
Central Sydney
Foreshore and promenade
Public park
Public domain spine
New square
Increased pedestrian priority
Strategic pedestrian connection
Zones of high density
Retail core
Events precinct
Future zone of high density
Railway station
Ferry stop
Light rail station
Light rail
Future light rail
East–west walking link
Major east–west walking link
Vehicle bypass route
Supporting project ideas

Most of the Strategy’s actions will be delivered through the planning system and private development; however, the City has a role in delivering and facilitating government projects. Some projects will support growth, others will increase transport efficiency and others will improve urban amenity.

Catalytic project ideas to facilitate growth

1. Build Town Hall Square and hold open international design competitions for:
   a. Circular Quay Station, Cahill Expressway bus interchange, ferry wharves and square
   b. Wynyard Park
   c. Railway Square and Belmore Park
2. Extend George Street pedestrianisation to Circular Quay and Railway Square
3. Continue to upgrade all streets in Central Sydney for pedestrian comfort starting at the south end of Central Sydney including Quay Street and a link from the Goods Line to Railway Square
4. Link Hyde Park north and south with a pedestrian bridge
5. Upgrade pedestrian crossings at busy intersections providing more waiting space and shorter wait times and work with Transport for NSW to develop a pedestrian level of service and comfort standard
6. Introduce car-free days in the retail core during peak weekends of Christmas shopping
7. Complete the regional separated cycle network connections to Central Sydney
8. Work with Transport for NSW to reduce the number of buses and complexity of bus routes in Central Sydney
9. Begin planning for light rail on Oxford, Liverpool and Elizabeth Streets
10. Develop “Smarter Poles and Awnings” to collect city data including temperature, wind speeds and direction, pollution, pollen, noise, pedestrian and vehicle numbers, and make the data publicly available in real time
Circular Quay Square

Railway Square and Belmore Park
4.2
Objectives and actions
Central Sydney is predominantly governed by two land use zones: the B8 Metropolitan Centre Zone and the RE1 Public Recreation Zone. The objectives of the zones provide certainty to the community about the intent of the zone and the desired future role and form of the area.

**Metropolitan centre zone**

**Objectives**

- To recognise and provide for the pre-eminent role of business, office, retail, entertainment and tourist premises in Australia’s participation in the global economy
- To provide opportunities for an intensity of land uses commensurate with Sydney’s global status
- To permit a diversity of compatible land uses characteristic of Sydney’s global status and that serve the workforce, visitors and wider community
- To encourage the use of alternatives to private motor vehicles, such as public transport, walking or cycling
- To promote uses with active street frontages within podiums that contribute to the vitality, life and existing character of the street
- To promote the efficient and orderly development of land in a compact urban centre
- To promote a diversity of commercial opportunities varying in size, type and function, including new cultural, social and community facilities
- To recognise and reinforce the important role that Central Sydney’s public spaces, streets and their amenity play in a Global City
- To only permit residential and serviced apartment accommodation as part of mixed-use developments that complement the primary role of the zone as a centre for employment

**Public recreation zone**

**Objectives**

- To enable land to be used for public open space or recreational purposes
- To provide a range of recreational settings and activities and compatible land uses
- To protect and enhance the natural environment for recreational purposes
- To provide links between open space areas
- To retain and promote access by members of the public to areas in the public domain including recreation facilities and waterways and other natural features
- To protect sun access to publicly accessible land

**Priority actions**

1.1 Strengthen and update zone objectives in Sydney LEP 2012 to reinforce the important role that employment floor space plays in a Global City

1.2 Strengthen and update public recreation zone objectives in Sydney LEP 2012 to highlight the importance of sun access to amenity and usability, and the contribution sun-lit public space plays in maintaining Sydney’s status as a Global City

1.3 Increase public confidence in local planning decisions by working with the NSW Government to revise state significant cost thresholds for:
   - Alterations and additions over $10 million for state-listed heritage items
   - Hotels (new and refurbishments) over $100 million
   - All development over $10 million in the Rocks, Darling Harbour and Central Park
   - Education establishments (new and refurbishments) over $30 million
   - Cultural, recreation and tourist facilities (new and refurbishments) over $30 million, where the NSW Government is currently the planning authority.

1.4 Increase public confidence in local planning decisions by working with the NSW Government to transfer land state-significant land back to the City of Sydney, including:
   - The Rocks
   - Darling Harbour

1.5 Transfer land to Sydney LEP 2012 and the B8 Metropolitan Centre zone including:
   - Ultimo south
   - Central Park
   - University of Technology Sydney
   - Chippendale north-west
   - Surry Hills west
   - Centennial Plaza, and
   - The Central Railway Station Group (inclusive of blocks bound by Eddy Avenue, Chalmers Street, Cleveland Street, Regent Street, Lee Street and Pitt Street)

**Other actions**

1.6 Develop a monitoring program with the NSW Government to track the net growth of employment floor space, overseen by the Central Sydney Planning Committee

1.7 Regularly review and adjust planning controls as required to deliver the planning and land use directions of the City’s Sustainable Sydney 2030, the NSW Government’s A Plan for Growing Sydney and the Central Sydney Planning Strategy, including where required:
   - Lowering the maximum percentage of non-employment uses
   - Potentially requiring a percentage net increase in employment floor space on any redeveloping site
   - Precinct specific or Central Sydney wide use prohibition
02 | Density

The Strategy differentiates density controls from the City of Sydney’s more generic density controls by prioritising employment floor space in Central Sydney.

Existing density controls will be revised and additional density will be permitted on a site-by-site basis through negotiated outcomes. Floor space ratio controls will continue to be a key tool used by the City of Sydney to achieve the following positive outcomes:

- **Order**: If several sites work together to pool their density across boundaries, each site can realises its maximum development potential.

- **Form**: Podium and tower forms maximise the amount of floor space and provide the best environmental outcomes. Podiums frame public space and ameliorate wind impacts; towers have self-sufficient amenity and maximise daylight to public places and streets.

- **Function**: Floor space for employment uses is a priority, and small sites that are inappropriate for employment uses provide opportunities for residential uses in areas where a residential character has been established.

- **Heritage**: Unrealised development potential can be transferred from a heritage-listed site to another site if heritage conservation works are completed.

- **Balance**: Dense cities can be the healthiest, greenest, most stimulating place for people with the least environmental footprint, but we have a shared responsibility to deliver physical, community and social infrastructure that will support increased density.

### Floor Space Control

The Floor Space Ratio (FSR) control is the “base” floor space that may be achieved on all sites in Central Sydney. Expressed as a floor space permitted to site area ratio (floor space permitted:site area), the FSR across Central Sydney is predominantly 8:1, with a slightly lower base of 7.5:1 for the Southern precinct. Floor space permitted above the FSR control has historically been successfully used in Central Sydney to incentivise strategic planning outcomes.

#### Objectives

- To provide sufficient floor space to meet anticipated development needs for the foreseeable future
- To regulate the density of development, built form and land-use intensity and to control the generation of vehicle and pedestrian traffic
- To provide for an intensity of development that is commensurate with the capacity of existing and planned infrastructure
- To ensure that new development reflects the desired character of the locality in which it is located and minimises adverse impacts on the amenity of that locality
- To provide an equitable amount of floor space to sites in Central Sydney which will accommodate a diversity of compatible land uses
- To increase the amount of employment floor space in Central Sydney to meet expected demand
- To ensure that in Central Sydney new development complements the mixed use, predominantly commercial character of streets and surrounding public spaces

<table>
<thead>
<tr>
<th>Area (refer to 4.8)</th>
<th>General location</th>
<th>FSR permitted by Floor Space Ratio Map</th>
<th>Accommodation Floor Space</th>
<th>Key Use Floor Space</th>
</tr>
</thead>
<tbody>
<tr>
<td>City Core and Midtown ‘Area 1’</td>
<td>Expanded City Core</td>
<td>8:1</td>
<td>4.5:1</td>
<td>1.5:1 hotel, motel, community uses, child care</td>
</tr>
<tr>
<td>Western Edge ‘Area 2’</td>
<td>Existing Western Edge</td>
<td>8:1</td>
<td>2:1</td>
<td>1.5:1 hotel, motel, community uses, child care</td>
</tr>
<tr>
<td>Southern ‘Area 3’</td>
<td>Chinatown and Haymarket</td>
<td>7.5:1</td>
<td>Not applicable</td>
<td>1.5:1 Office, business and retail premises, hotel, community uses, child care</td>
</tr>
</tbody>
</table>
Additional Floor Space

The Accommodation Floor Space density control represents floor space that is in addition to the Floor Space Ratio control and may only be achieved on sites if heritage floor space is allocated (purchased) from a heritage-listed site that has been awarded heritage floor space for heritage conservation works completed. Further additional floor space may be considered as an incentive if key employment-related uses are provided in developments and the form of that floor space does not negatively impact on the amenity of surrounding public places in terms of daylight access and wind impacts.

Objectives

- To provide for additional floor space to be granted as an incentive for development in Central Sydney where development promotes heritage conservation and ecologically sustainable development
- To maintain the framework for the transfer of development potential from the site of a heritage building to another site in Central Sydney
- To provide an incentive for a broad mix of uses within a single development
- To increase the amount of employment floor space in Central Sydney to meet expected demand
- To provide opportunities for additional floor space to be granted as an incentive for employment-related development, including office, business and retail premises; hotel accommodation and serviced apartments
- To provide for an intensity of development that is commensurate with the capacity of existing infrastructure
- To promote employment uses within building podiums, including cultural, social and community facilities
- To grant additional floor space where taller buildings give appropriate consideration to, and minimise their impact on, the amenity of surrounding public places in terms of daylight access and wind impacts

Priority actions for floor space

2.1 Amend density objectives and controls in Sydney LEP 2012 to prioritise opportunities for employment floor space

2.2 Include new provisions establishing ecological sustainable development minimums

2.3 Revise the definition of “accommodation floor space” in Sydney LEP 2012 so that it is better aligned with its role in the allocation of heritage floor space (HFS)

2.4 Broaden the definition of “accommodation floor space” in Sydney LEP 2012 to promote mixed use development by allowing eligibility to additional “accommodation floor space” to all land use types

2.5 Rationalise Floor Space Ratio Map Areas in Central Sydney so that access to additional “accommodation floor space” is equalised in the City Core and Midtown precincts

2.6 Remove the complexity of calculating the eligible amount of accommodation floor space in Sydney LEP 2012

2.7 Provide an additional incentive for key land uses that supports Central Sydney’s global city functions, such as hotel or motel accommodation, community facilities and child care centres

2.8 Introduce new land use mix controls in Sydney LEP 2012 that will promote the growth of employment floor space

2.9 Introduce new land use mix controls in Sydney LEP 2012 that manage the growth of residential and serviced apartment floor space

2.10 Provide an additional incentive to development within the Western Edge precinct where there are opportunities for additional capacity, by increasing eligibility for additional floor space by an amount equivalent to FSR 0.5:1

2.11 Ensure when determining the ability for a taller development to go beyond 55 metres in height, that those developments give appropriate consideration to, and minimise their impact on, the amenity of surrounding public places in terms of daylight access and wind impacts
Strategic Floor Space

Strategic Floor Space in the short to medium term represents floor space that exceeds the Floor Space Ratio and Additional Floor Space and may be achieved on sites by way of a site-specific planning proposal that complies with a planned guideline to preparing site-specific planning proposal requests in Central Sydney. Strategic Floor Space is limited to developments for employment uses. In the long term, the City will seek to implement this process in Sydney LEP 2012.

Introducing a defined planning pathway for additional density (and height) will increase growth opportunities for employment floor space, promote the efficient use of land, and encourage innovative design. It will unlock opportunities for the delivery of cultural, social and essential infrastructure and improved public spaces commensurate with growth. By permitting additional density, but only through a managed process, the City can ensure the sustainable supply and growth of floor space while tempering speculation and moderating land prices.

Objectives

- To provide opportunities for Strategic Floor Space on appropriate sites that serve the workforce, visitors and wider community
- To provide opportunities on Strategic Opportunity Sites for additional height where significant public benefit can be demonstrated
- To ensure planning proposals align with the aims, objectives and actions of the Central Sydney Planning Strategy
- To ensure that planning proposals have planning and architectural merit
- To ensure that planning proposals commit to achieving sustainable development above minimum requirements
- To limit Strategic Floor Space to identified strategic uses
- To provide for an intensity of development that is commensurate with the capacity of existing and planned infrastructure, particularly public transport, open space and pedestrian infrastructure
- To require sharing of planning gain resulting from changes to planning controls to fund public infrastructure delivery with consideration given to development feasibility
- To describe the City’s priorities for public infrastructure needed to support growth
- To provide a transparent and consistent approach to the evaluation of planning proposals in Central Sydney
- To describe the process for preparing a planning proposal, including required supporting documentation, and the decision-making process
- To ensure no overshadowing of protected places at key times

Priority actions for Strategic Floor Space

2.12 Prepare a guideline for site-specific planning proposal requests in Central Sydney to set a clear framework for how Strategic Floor Space can be accessed, which include compliance with solar access protection controls, setbacks and massing provisions

2.13 Limit access to Strategic Floor Space to strategic sites, to office premises, business premises, retail premises, hotel accommodation and community and cultural facilities

2.14 Ensure planning proposals that seek amendments to height and/or floor space ratio controls are for the purpose of employment development

2.15 Provide clear guidance and requirements for when exceptions to Sun Access Planes may be permitted that ensure No Additional Overshadowing of protected spaces at protected times

2.16 Describe a process for determining higher potential floor space ratios generally in accordance with the envelope to floor space efficiency considerations outlined in Appendix B. Allow an alternative method where higher floor space is determined through design testing that yields equal or better environmental performance than a complying envelope

Other actions

2.17 Explore opportunities for innovative floor space transfer mechanisms in Central Sydney for developments that will increase employment floor space of Central Sydney

2.18 Prepare a framework for the transfer of unrealised commercial floor space potential from sites constrained by sun access planes from sites providing significant open space to unconstrained sites

2.19 Consider a streamlined pathway for planning proposals that transfer floor space between sites for employment-related development

2.20 Prepare a heritage floor space strategy for The Rocks and Darling Harbour

2.21 Work with the NSW Government to fully implement access to Strategic Floor Space in Sydney LEP 2012
Amended floor space ratio map

Areas related to accommodation floor space

- 0.9
- 1
- 1.25
- 1.5
- 1.75
- 2
- 2.5
- 3
- 3.5
- 4
- 4.5
- 5
- 6
- 6.5
- 7
- 7.5
- 8

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<thead>
<tr>
<th>Areas</th>
<th>3</th>
<th>1</th>
</tr>
</thead>
</table>

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03 | Height

The Strategy’s approach to height controls is based on the key principle of creating a liveable city. Central Sydney’s parks, streets and precincts together play a key role in making Sydney a highly liveable city, so protecting their sunlight access is of key importance.

In Central Sydney, tall buildings are defined as those higher than 55 metres above ground. They perform a different role to street wall buildings and can have a significant impact on environmental conditions.

The Strategy provides opportunities for tall buildings to be built to greater height on appropriate sites where they will not overshadow protected spaces. They will include specific controls to manage their impacts and ensure they are efficient, self-sufficient and align with the strategic objectives for land use and density in Central Sydney. Some areas within Central Sydney are unsuitable for tall buildings such as those with narrow street blocks, close to significant public places or with heritage considerations.

Shorter buildings can act as light wells, provide better amenity in local areas of the public domain, and create outlook and views for nearby taller buildings. They can balance areas of more intensive development providing light and air.

Objectives

• To protect and improve sunlight to important public parks and places throughout the year, during periods in the day when they are most used

• To provide opportunities for additional height on building sites that increase the floor space available for employment uses where they do not overshadow protected spaces

• To protect the character and amenity of public places and streets

• To manage wind effects in public places and streets

• To moderate heights on sensitive sites and areas, such as sites with heritage buildings and within Special Character Areas

• To preserve the heritage values of The Rocks, Millers Point and Chinatown

• To preserve the setting of the Harbour Bridge and Sydney Opera House

• To provide adequate internal amenity for the occupants of towers and neighbouring buildings by promoting:
  – The free movement of air around towers
  – Sunlight to the sides and rear of towers

• To maintain adequate clearance for air navigational activity over and around Central Sydney

• To ensure building towers and their podiums are an appropriate scale and with a mix of land uses that are suitable for the context of a Global City

• To ensure tall buildings do not obstruct important public views

• To ensure that new development is not impeded by the preservation of private views

• To provide podiums that contribute positively to the street wall, defining the public domain at an appropriate scale, and provide active frontages and fine-grain retail activity

Priority actions

3.1 Strengthen controls in Sydney LEP 2012 to ensure that tall buildings are suited to their site size and context

3.2 Strengthen controls in Sydney LEP 2012 to ensure that tall buildings do not adversely impact the amenity of the City’s streets, parks and public spaces

3.3 Limit the height of buildings to 55 metres on sites smaller than 1,000 square metres

3.4 Provide for an increase in height for some sites along the Western Edge from 80 metres to 110 metres

3.5 Strengthen controls in Sydney LEP 2012 to ensure that outlook is protected within the boundaries of a site, rather than private views

3.6 Link building heights to setbacks and outlook

3.7 Prepare a Height Control Framework which consists of a series of the following building height “overlays” to determine potential building heights in addition to the height controls map
  - Sun Protection Controls (Sun Access Planes and No Additional Overshadowing Controls)
  - Special Character Area Controls
  - View Corridor Controls
  - Heritage Controls
  - Street Frontage Height, Setback and Massing Controls
  - Airports restrictions

3.8 Prepare a guideline to allow additional height for employment-related development where there is no additional overshadowing of protected places

Other actions

3.9 Develop publicly accessible digital tools for determining the permissible maximum building height on land where development may cause additional overshadowing to an identified protected park or place
Amended height of buildings map

**Other Height Controls**
- **H** = Height informed by heritage context
- **X** = Existing height of building
- **Z** = Height defined by a Sun Access Protection Control
- **Red** = Height defined by RL
- **Boundary** = Special character area
- **Tower line**

**NOTE:** All land shown is affected by Sun Access Planes and No Additional Overshadowing controls.
Two control mechanisms limit heights in Central Sydney to protect sunlight access to important public parks and places. They are Sun Access Planes (SAP) and No Additional Overshadowing to Certain Public Places Controls (NAO). These are the most important height controls that apply to Central Sydney.

SAP and NAO controls establish both dates and time periods to protect spaces. Generally, the times for protection are in the middle of the day when the majority of use occurs and the space is most valued by its users.

Direct sunlight access to important parks and places is important throughout the year. The dates used to generate these controls are set at the most conservative sun angles, which ensures protection throughout the remainder of the year when the sun is higher in the sky.

The dates and times of protection vary for each place according to the type of activities occurring in that place that benefits from sunlight, when those activities are likely to occur, and existing levels of sunlight and overshadowing.

**Sun Access Planes**

Sun Access Planes are an arrangement of planar surfaces that is set at the same angle as the sun at specific dates and times and sets the upper building height. Different Sun Access Planes protect a range of public places throughout Central Sydney.

**Objectives**

- To protect and improve sunlight to important public parks and places throughout the year, and during periods in the day when they are most used
- To ensure the healthy growth of trees, grass and other vegetation
- To ensure that all parks and places potentially overshadowed by tall buildings in Central Sydney are protected by Sun Access Planes, including parks that may lie outside the Central Sydney boundary
- To protect sunlight to parks on the eastern edge of the city through the morning and midday period
- To protect sunlight to parks on the western edge of the city from midday through to the afternoon
- To ensure that sunlight to new and planned future important public parks and places are protected by Sun Access Planes or No Additional Overshadowing Controls

**Priority actions: Sun Access Planes**

4.1 Revise and update Sun Access Plane controls in Sydney LEP 2012 to improve accuracy and levels of protection of important public places
4.2 Introduce controls in Sydney LEP 2012 that will protect significant, new and planned public places that require protection as Central Sydney grows
4.3 Remove the “Category A/B” system from Sydney LEP 2012 which allows exceptions to Sun Access Planes
4.4 Revise controls in Sydney LEP 2012 to to ensure that the following important parks and places are protected by Sun Access Planes with the intended periods of protection, at the dates and times listed (refer to 4_16)

**Other actions**

4.5 Implement new controls to manage breaks to Sun Access Planes
4.6 Consider additional of sun access planes in Sydney LEP 2012 to define upper height limits on sites where Strategic Floor Space is available (refer to 4_17)

**No Additional Overshadowing**

No Additional Overshadowing controls protect the existing sunlight to public places already surrounded by tall development. In contrast to Sun Access Planes, No Additional Overshadowing controls preserve sunlight that passes through gaps between buildings to reach public spaces.

**Objectives**

- To protect and maintain sunlight to valued public places that are primarily used as areas for passive recreation by the workforce, visitors and the wider community

**Priority actions**

4.7 Protect significant, new and planned public places that require protection as Central Sydney grows
4.8 Continue to protect important public places subject to No Additional Overshadowing controls in Sydney LEP 2012 except in cases where the controls provide negligible benefit
4.9 Include provisions in Sydney LEP 2012 to ensure that the following important public places are protected by No Additional Overshadowing controls during the dates and times listed (refer to 4_19)

**Other actions**

4.10 Consider the addition of the following important public places to be protected by NAO controls all year and at all times (refer to 4_20)
Step 1 – The extent of the space to be protected is defined

Step 2 – Alignment of base edge established as a continuous line

Step 3 – The base edge is elevated

Step 4 – The base edge is projected at the appropriate solar altitude and azimuth angles to create a plane

Step 5 – Triangular plane created to generate a fully connected SAP

Step 6 – Equinox and solstice “tails” are added
### Periods of protection, times and dates of Sun Access Planes

All times are solar times

<table>
<thead>
<tr>
<th>Park or Place</th>
<th>Intended period of protection</th>
<th>Intended times of protection</th>
<th>Appendix M Reference</th>
</tr>
</thead>
<tbody>
<tr>
<td>1  The Royal Botanic Gardens</td>
<td>All year</td>
<td>9am–2pm</td>
<td>M_01</td>
</tr>
<tr>
<td>2  The Domain</td>
<td>All year</td>
<td>9am–2pm</td>
<td>M_02</td>
</tr>
<tr>
<td>3  Wynyard Park</td>
<td>All year</td>
<td>12pm–2pm</td>
<td>M_03</td>
</tr>
<tr>
<td>4  Lang Park</td>
<td>All year</td>
<td>12pm–2pm</td>
<td>M_04</td>
</tr>
<tr>
<td>5  Hyde Park</td>
<td>All year</td>
<td>10am–2pm</td>
<td>M_05 and M_06</td>
</tr>
<tr>
<td>6  Belmore Park</td>
<td>All year</td>
<td>10am–2pm</td>
<td>M_07</td>
</tr>
<tr>
<td>7  Prince Alfred Park</td>
<td>All year</td>
<td>10am–2pm</td>
<td>M_08 and M_09</td>
</tr>
<tr>
<td>8  Harmony Park</td>
<td>All year</td>
<td>10am–2pm</td>
<td>M_10</td>
</tr>
<tr>
<td>9  Macquarie Place</td>
<td>Outside the winter months</td>
<td>10am–12pm</td>
<td>M_12</td>
</tr>
<tr>
<td>10 Martin Place</td>
<td>Outside the winter months</td>
<td>12pm–2pm</td>
<td>M_13</td>
</tr>
</tbody>
</table>

### Periods of protection, additional Sun Access Planes

All times are solar times

Additional Sun Access Planes constructed to define upper height limits on sites where Strategic Floor Space is available:

<table>
<thead>
<tr>
<th>Park or Place</th>
<th>Intended period of protection</th>
<th>Intended times of protection</th>
<th>Appendix M Reference</th>
</tr>
</thead>
<tbody>
<tr>
<td>11 Barangaroo South “Northern parkland”</td>
<td>All year</td>
<td>12pm–2pm</td>
<td>M_14</td>
</tr>
<tr>
<td>12 Darling Harbour</td>
<td>All year</td>
<td>11am–5pm</td>
<td>M_15</td>
</tr>
<tr>
<td>13 Darling Harbour Live Park</td>
<td>All year</td>
<td>12pm–2pm</td>
<td>M_16</td>
</tr>
<tr>
<td>14 Central Park</td>
<td>All year</td>
<td>12pm–2pm</td>
<td>M_17</td>
</tr>
<tr>
<td>15 Railway Square</td>
<td>All year</td>
<td>11am–12pm</td>
<td>M_18</td>
</tr>
</tbody>
</table>
Spaces protected by Sun Access Planes

Parks and spaces protected by Sun Access Planes

Additional Sun Access Planes constructed to define upper limits on sites where Strategic Floor Space is available

1 Royal Botanic Gardens
2 The Domain
3 Wynyard Park
4 Lang Park
5 Hyde Park
6 Belmore Park
7 Prince Alfred Park
8 Harmony Park
9 Macquarie Place
10 Martin Place
11 Barangaroo South Northern Parkland
12 Darling Harbour Live Park
13 Darling Harbour
14 Central Park
15 Railway Square

Objective and actions
### Times and Dates for No Additional Overshadowing Protected Places

All times are solar times.

<table>
<thead>
<tr>
<th>Park or place</th>
<th>Intended period of protection</th>
<th>Intended times of protection</th>
<th>Appendix M Reference</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Macquarie Place</td>
<td>14 April–31 August</td>
<td>10am–2pm</td>
<td>M_27</td>
</tr>
<tr>
<td>2 Martin Place (block containing the GPO)</td>
<td>14 April–31 August</td>
<td>12pm–2pm</td>
<td>M_28</td>
</tr>
<tr>
<td>3 Pitt Street Mall</td>
<td>14 April–31 August</td>
<td>10am–2pm</td>
<td>M_29</td>
</tr>
<tr>
<td>4 Australia Square</td>
<td>14 April–31 August</td>
<td>12pm–2pm</td>
<td>M_30</td>
</tr>
<tr>
<td>5 First Government House Place</td>
<td>14 April–31 August</td>
<td>10am–2pm</td>
<td>M_31</td>
</tr>
<tr>
<td>6 Sydney Town Hall Steps</td>
<td>14 April–31 August</td>
<td>10.30am–4pm</td>
<td>M_32</td>
</tr>
<tr>
<td>7 Sydney Square</td>
<td>14 April–31 August</td>
<td>11am–4pm</td>
<td>M_33</td>
</tr>
<tr>
<td>8 Future Town Hall Square</td>
<td>All year</td>
<td>12pm–sunset</td>
<td>M_34</td>
</tr>
</tbody>
</table>

### Additional NAO Protected Places

All times are solar times.

<table>
<thead>
<tr>
<th>Additional NAO protected places:</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>9 Observatory Hill</td>
<td>All year</td>
</tr>
<tr>
<td>10 Barangaroo Headland Park</td>
<td>All year</td>
</tr>
<tr>
<td>11 Circular Quay (including Bennelong Point to Dawes Point)</td>
<td>All year</td>
</tr>
<tr>
<td>12 Walsh Bay Promenade</td>
<td>All year</td>
</tr>
</tbody>
</table>
4.21
Spaces protected by No Additional Overshadowing Controls

- NAO Protected Space
- Additional Sun Access
  Planes constructed to define upper limits on sites where Strategic Floor Space is available

- Barangaroo Headland Park
- Northern Foreshore (Dawes Point to Bennelong Point)
- Walsh Bay Promenade
- First Government House Place
- Macquarie Place
- 5 First Government House Place
- Town Hall Steps
- Australia Square
- Sydney Square
- Observatory Hill
- Pitt Street Mall
- Town Hall Square
- Martin Place GPO
- Martin Place
- Walsh Bay Promenade
- Barangaroo Headland Park
- Observatory Hill
- Pitt Street Mall
- Town Hall Square
- Martin Place GPO
- Martin Place
Sun Protection Controls Heights Map (RLs AHD)