

Pyrmont Peninsula Place Strategy

Volume I | Project Analysis

PART B



44/ Watermark: Metropolitan Sydney showing 'three cities' concept, identified economic corridors and proposed future transport network (Hassell)

3 Strategic Context

The Sydney context

The site is like no other. It is a place of many stories that begins over 60,000 years ago. A mosaic of physical, spatial, community and ecological conditions that need to be fully appreciated before proposing a design framework for the site.

Planning has been sporadic and marked by changing council boundaries, state significant precincts and local master plans.

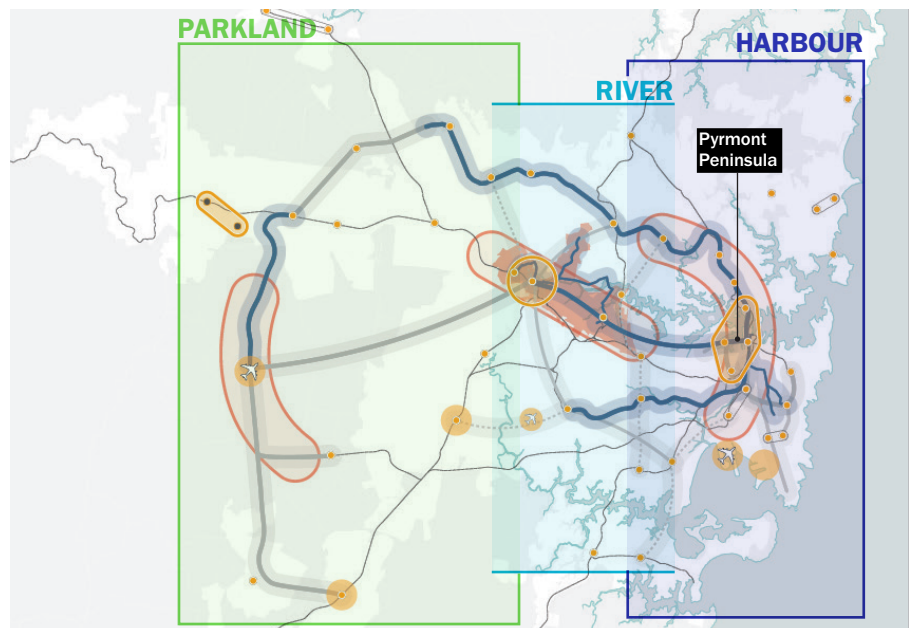
Current planning strategies include:

- Greater Sydney Region Plan (2018)
- Eastern District Plan (2018)
- Camperdown-Ultimo Place Strategy (2019)
- City Plan 2036 (2020)
- Sydney LEP & DCP 2012
- Draft Central Sydney Planning Strategy (2016-2020)
- Darling Harbour Development Plan No. 1 (1985)
- SREP 26 City West (Bays District) (1992)

There are multiple private and government master plans and proposals including:

- Google at Darling Island
- The Bays Fishmarket District
- Bays West Master Plan
- The Star
- UTS Haymarket
- UTS Ultimo
- Ultimo Creative Precinct
- Sydney Metro West

Amongst this sits a mixture of recent developments at Jacksons Landing alongside fabric from Sydney's earliest days including the three heritage conservation zones of Mountain Street, Ultimo and Harris Streets.



45/ Metropolitan Sydney showing 'three cities' concept, identified economic corridors and proposed future transport network (Hassell)

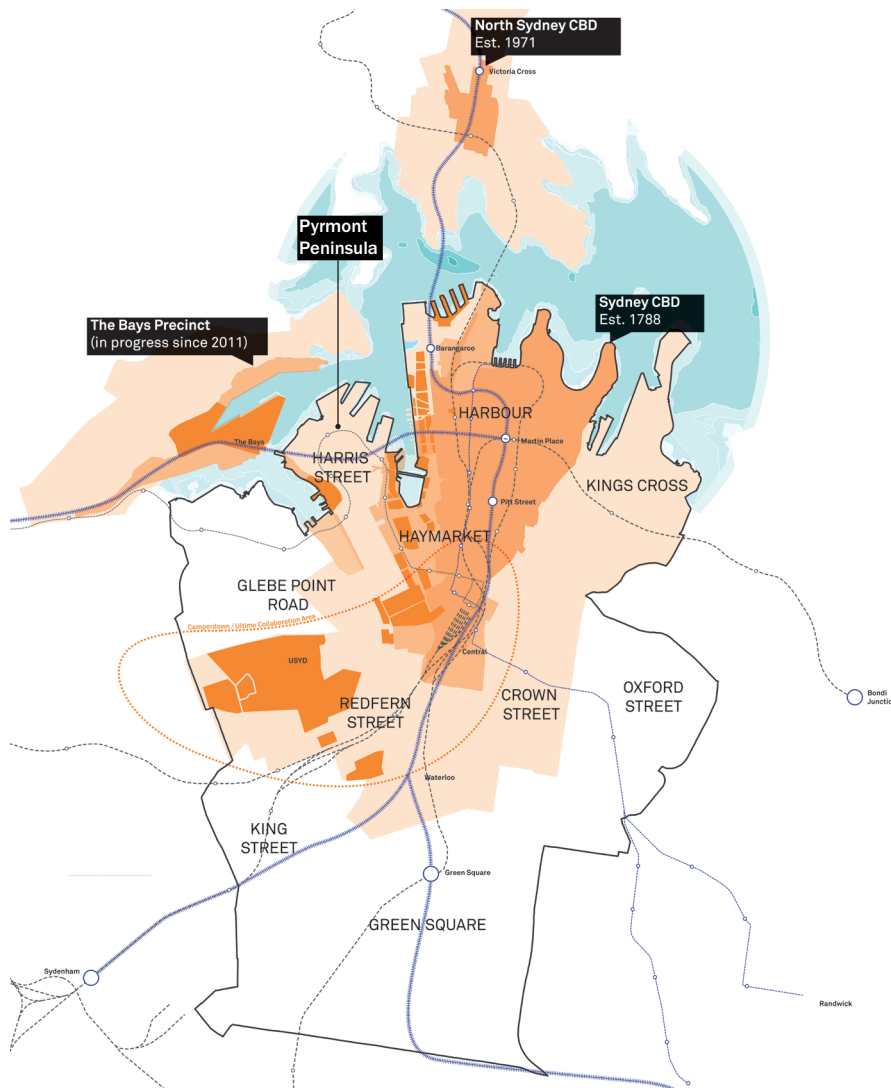
A Metropolis of Three Cities

The Greater Sydney Region Plan 'A Metropolis of Three Cities', was finalised in March 2018 and represents a step change in whole of government coordination across landuse, transport and infrastructure planning.

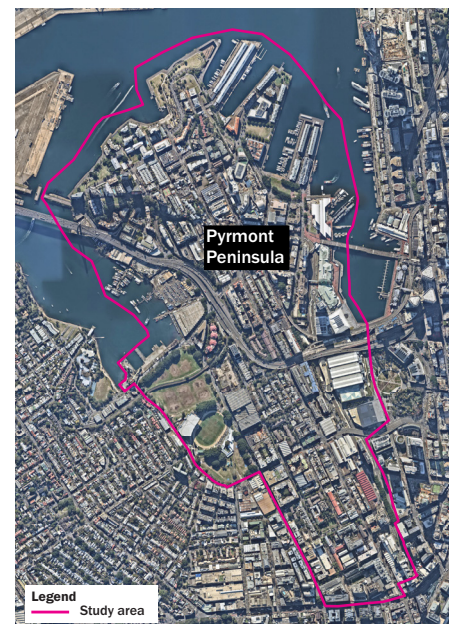
It is built on a vision of three cities where most residents live within 30 minutes of their jobs, education, health facilities, services and great places by public and active transport.

Pyrmont is located within the "Eastern Harbour City" and is specifically referenced under Objective 18: Harbour CBD is stronger and more competitive, with the following guiding its future:

- Inclusion of Pyrmont within the Harbour CBD.
- Delineation of the "innovation corridor" which connects the Walsh Bay Arts Precinct to Central Station, UTS, Sydney University and the Central to Eveleigh precinct along Darling Harbour and Broadway.
- Definition of the Camperdown-Ultimo collaboration area.
- West Metro corridor planning.
- Westconnex and road network planning.



46/ The Harbour CBD elements as noted under the Greater Sydney Region Plan (Hassell)



47/ Pyrmont Planning Review Extents (DPIE)

The Eastern Harbour City and CBD

The "Harbour CBD" is an agglomeration of strategic employment areas, renewal areas and the residential communities between them, spanning the local government areas of City of Sydney, Inner West and North Sydney Councils.

Noted factors of its success include a regional hub for global financial markets, entertainment, cultural, tourist and conference facilities,

- Internationally competitive health and education precinct.
- Robust creative sector.
- High amenity, high density residential precincts.
- Internationally renowned attractions.
- An emerging innovation corridor.

Objective 18 notes the following:

- Planning controls that enable the growth and needs of the financial and professional services sector.
- Flexibility in planning controls to allow for the needs of the innovation economy.
- A 24/7 and night-time economy.
- Protection of the amenity of public spaces from overshadowing.
- Maximising vertical development and outwards extension of the CBD.
- Maintaining a long-term supply of office space uncompromised by residential development.
- Investment in public infrastructure which will increase accessibility and reduce through traffic.
- Improving walking and cycling links, particularly for the Innovation Corridor.

Pyrmont Planning Review

In August 2019, the Greater Sydney Commission reviewed the current planning framework's ability to deliver on the Government's vision for the area as the western gateway of Sydney's CBD, recommending:

- Alignment of development with the GSC Region and District Plans with particular focus on the role of the innovation corridor.
- Development of a place strategy.
- Implementation of the Place Strategy.

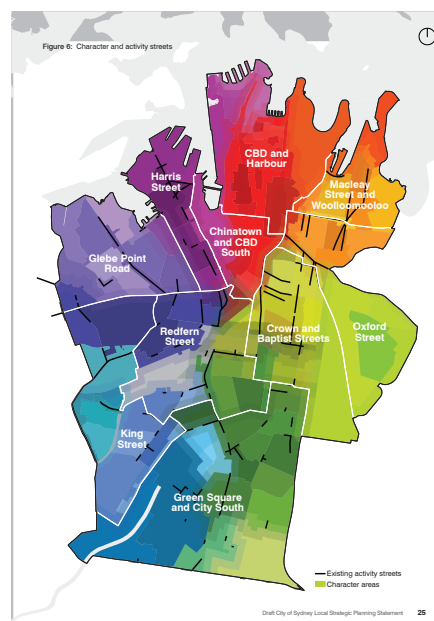
This strategy will address how employment growth can be implemented in a way that leverages government investment to reduce through traffic and increase physical connectivity through the public realm.

Pymont Peninsula is situated within the City of Sydney Local Government Area and, with the exception of NSW Government controlled planning and renewal areas, is subject to the City's strategic planning documents including:

- Sustainable Sydney 2030
- City Plan 2036
- Draft Central Sydney Planning Strategy (2016-2020)
- Sydney LEP & DCP 2012

The Pymont Peninsula is seeing increasing pressure for density as the noted capacity constraints of the current CBD drive investment interest to the adjacent city fringe areas.

The Sydney LEP and DCP 2012 are in a process of being updated by the combined initiatives of the City's Local Strategic Planning Statement 'City Plan 2036' and the draft Central Sydney Planning Strategy (2016-2020) which build upon the Sustainable Sydney 2030 vision of "Green, Global, Connected" to provide a pathway to its implementation in land use and infrastructure planning.



48/ City of Sydney Villages (CoS LSPS 2019)

City Plan 2036

This strategy was developed by the City of Sydney in response to requirements by State Government to give effect to the directions and objectives of the GSC's region and District Plan. To enable the City's planning for communities, the LGA is divided into a series of 'villages' which reflect the historic growth.

The Pymont Peninsula study area includes the entirety of the 'Harris Street' Village and portions of the 'Chinatown and CBD South' and 'Glebe Point Road Villages'.

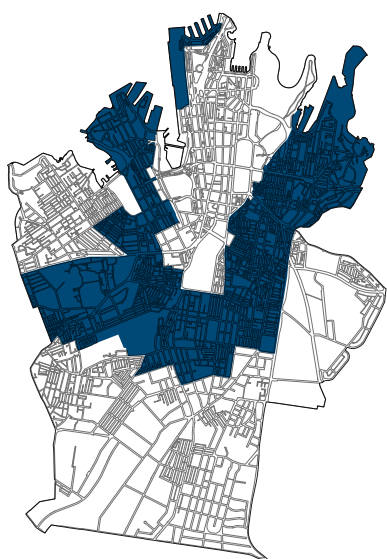
Building upon the Region and District Plan, City Plan strongly emphasises its employment focus that varies across the peninsula according to its existing land use and location:



49/ Central Sydney Structure Plan (CoS LSPS 2019)

- The entire peninsula is part of the 'city fringe including the Innovation Corridor'.
- Non-residential lands west of Darling Drive, the TAFE and UTS campuses are included within 'Central Sydney' which is focused on financial and professional services.
- Land south of Fig Street forms part of the Camperdown-Ultimo Health and Education Precinct.

It provides 7 per cent of the city's employment with diverse clusters of creative industries, information media, tourist and cultural industries and higher education and research. Demand is influenced by businesses seeking a cheaper alternative to Surry Hills and Central Sydney as well as the anchor institutions of Google, Fairfax and UTS.

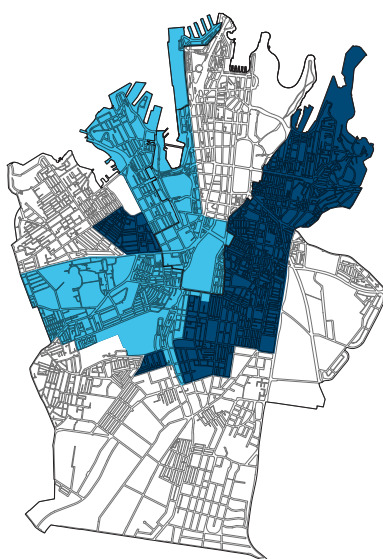


50/ City of Sydney City Fringe Zone
(CoS LSPS 2019)

The ability to meet the demand of knowledge intensive industries is limited by the availability of high quality building stock with appropriate floor plates.

This is compounded by increased demand for residential development, demand for student housing and a lack of regional transport accessibility.

Actions desired under Priority 1 and Priority 2 note that the area should unlock employment capacity, ensure a diversity of suitable, well designed spaces to support the Innovation Corridor, prioritise space for specialised and knowledge based clusters and improve physical and technological connectivity between businesses.

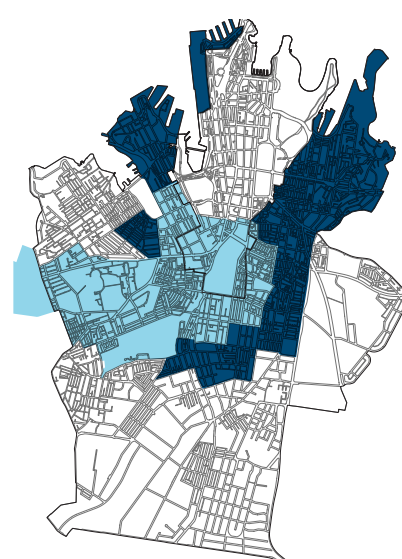


51/ City of Sydney Innovation Corridor
(CoS LSPS 2019)

Residential development is noted only in so far as it should not compromise the peninsula's employment capacity.

In order to achieve the objectives of high amenity, connected precincts and diverse employment needs, the Pyrmont Place Strategy will need to address:

- A significant number of arterial roads and collector roads which cross the peninsula and divide it from east to west.
- Limited availability of land suitable for the desired employment clusters.
- Impacts of taller buildings on open space and existing residential dwellings.
- Interface with environmental heritage and heritage conservation zones.



52/ Camperdown-Ultimo Health and
Education Precinct (CoS LSPS 2019)

The potential for a metro rail station within the study area, combined with Westconnex could be the trigger for reducing through traffic in the precinct and assist in achieving action L1.5:

- Promote employment growth, visitor accommodation, affordable enterprise space, high technology industry, retail, community and cultural uses.
- Facilitate improved environments for people walking and cycling.
- Maximise public and active transport interchange.

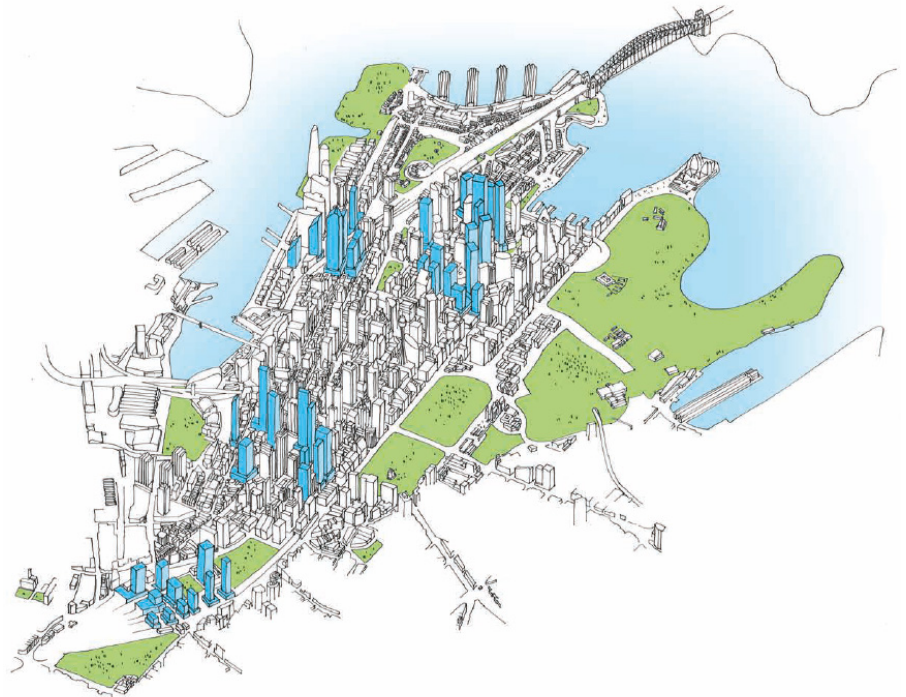
This will be critical for achieving a truly walkable precinct with adequate services for existing and future residents who have limited walking access to libraries, primary schools and fresh food retailers.

Commenced in 2016, the Central Sydney Planning Strategy preceded the Greater Sydney Region Plan, Eastern District Plan and Local Strategic Planning Statement.

It seeks to expand the extents of 'Central Sydney', address the conversion of office buildings to residential developments and safeguard future employment capacity within the CBD.

The 2020 addendum specifically notes that *'Pyrmont is a pivotal location in the Eastern City District's Innovation Corridor. By including a station at Pyrmont as part of the Sydney Metro West, a continuous employment corridor is established linking Central Sydney, Pyrmont and The Bays. This would accelerate the growth of employment clusters and ensure The Bays and The Bays Market District are not isolated from the Harbour CBD.'*

Central Sydney must be positioned to accommodate this employment growth.'



53/ View of Central Sydney with future tower clusters highlighted (CoS CSPA)

Central Sydney Planning Strategy

The Central Sydney Planning Strategy has direct impact on the future context of Pyrmont and the future master plan through:

- Proposed expansion of Central Sydney to include land between Harris Street, Murray Street, Darling Drive and the TAFE and UTS campuses.
- Increasing planning heights along the innovation corridor.
- Identification of a tower cluster at the southern end of the peninsula centred on Central Station and UTS.
- Proposed planning controls for southern and eastern extents of the peninsula which include:
 - B8 Metropolitan Land Use Zoning.

- Accommodation bonus floorspace of varying rates between 0.9-7:1.
- Amended maximum heights.
- Provision of solar access planes protecting amenity to Tumbalong Park and Railway Square which limit height along the southern and western edges up to Fig Street.

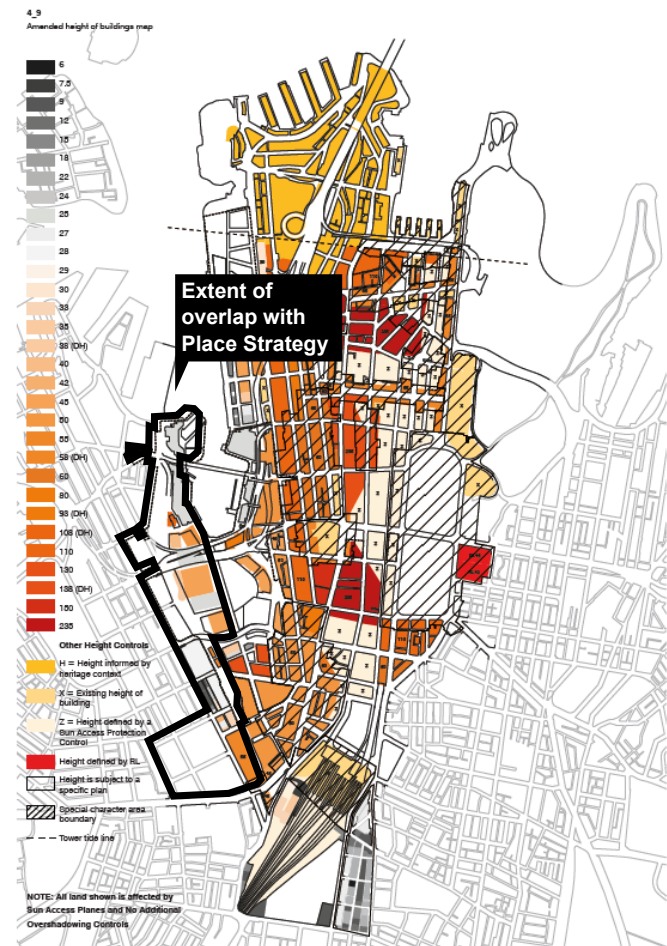
The proposed boundaries create a distinct disjunct between the sophisticated controls associated with 'Central Sydney' and immediately adjacent housing and heritage zones along Harris Street and the ridge of the peninsula.

The challenge exists to harmonise the proposed controls with NSW Government proposals for the Ultimo Creative Precinct, Sydney Fish Market and wider planning for the peninsula's future.

3 Strategic Context

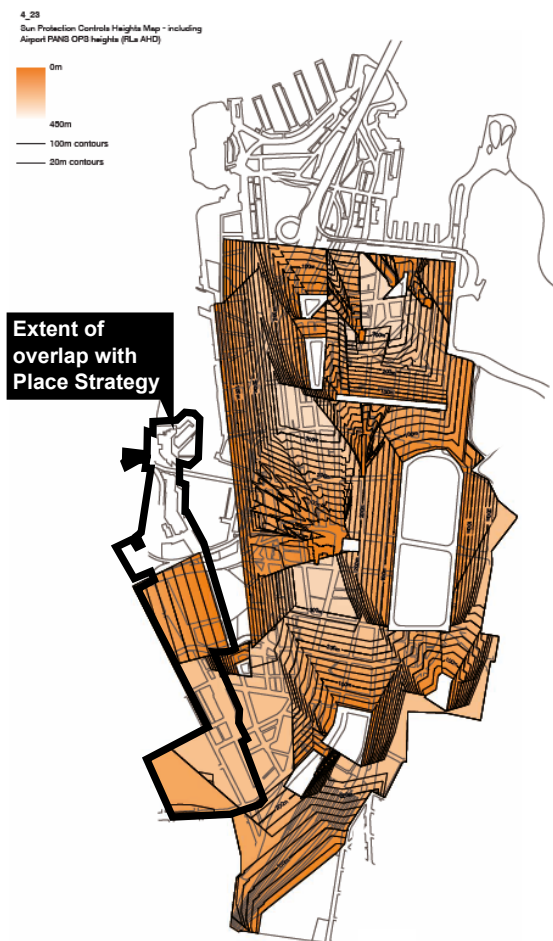


54/ Current and proposed extents of Central Sydney (CoS CSPS)

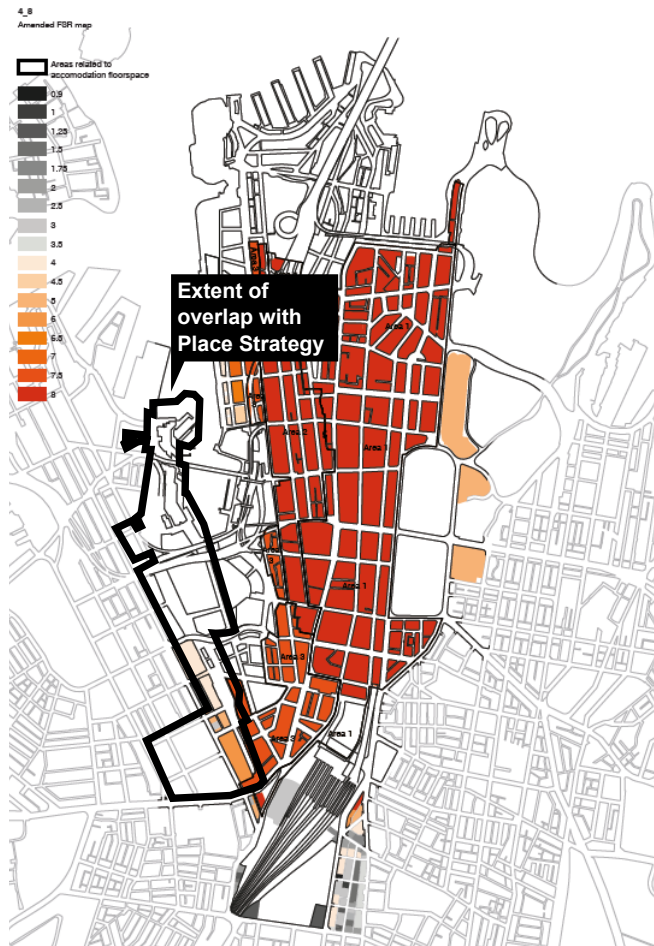


56/ Proposed height of buildings (CoS CSPS)

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55/ Height potential based upon solar access to key spaces (CoS CSPS)



57/ Proposed Floor Space Ratio (CoS CSPS)

Directions for the Pyrmont Peninsula Place Strategy



The directions for the Pyrmont Peninsula Place Strategy were released to commence discussion with the business and residential community about the criteria for developing the future place.

Since then they have been exhibited and refined in response to the received feedback. Following is a reflection on what these directions mean for the future form and experience of the peninsula.

Development that complements or enhances the area

New or upgraded buildings fit with the Peninsula's evolving character.

Pyrmont Peninsula's major commercial, entertainment, residential and retail buildings sit comfortably with terrace housing, smaller shops and heritage areas. New development, including taller buildings, must be in the right locations and designed to enhance Pyrmont's dynamic, interesting and intimate places.

The various state and local government strategies recognise that unlocking capacity through height and new building stock aligned to the desired industry clusters is necessary.

Reconciling existing and future forms will be key to the success of the plan in reinforcing the experience of place.



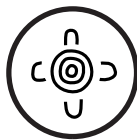
Jobs and industries of the future

Investment and innovation to boost jobs, creativity, tourism and night life.

Pyrmont Peninsula's mix of innovative industries can be better linked physically and economically with adjoining areas of economic activity to create a successful innovation district. Emerging technology clusters in the Sydney Innovation and Technology Precinct, creative industries in Ultimo, busy tourism and entertainment hubs from Darling Harbour to Barangaroo and Walsh Bay (part of the Western Harbour), and University of Technology, Sydney (UTS) present an outstanding foundation to work from.

The economy of the peninsula is exceptionally diverse.

Its ongoing development will need to connect these businesses to the anchor institutions and the CBD through a high amenity, connected public realm and building typologies that support the big and small.



Creativity, culture and heritages

Celebrating Pyrmont Peninsula's culture, heritage and connections to Country.

Pyrmont Peninsula's arts, culture and heritage brings the area to life. The Place Strategy should emphasise this history and the area's constant evolution. The hub of creative industries in Ultimo and links to the ABC and UTS can set a foundation for dynamic and engaging new uses. Exploring and celebrating the area's Aboriginal heritage and industrial past will reinvigorate more areas

Forming part of Sydney's global waterfront, the peninsula is surrounded by anchor institutions to be supported by local narratives and experiences.



Making it easier to move around

Safer, greener streets integrating with new public transport

By its very nature, the peninsula is not easy to traverse. The escarpment created by former industrial activity and the Western Distributor frustrate people's ability to travel around, especially on foot or by bike. These constraints also limit the ability to adapt an already busy road network. The Place Strategy should aim to make it easier for people to walk, cycle or access public transport.

Leveraging the possible investment of a Metro Station and Westconnex to reduce through traffic and calm the existing street network is vital to its future success.



Centres for residents, workers and visitors

New, lively and attractive centres for everyone to enjoy.

Better public transport and community facilities could bring greater energy to more areas across the peninsula, beyond the hubs around UTS, TAFE, ABC and the ICC in the peninsula's south, and Pyrmont village and the harbourfront in the north. The Place Strategy could consider various concentrations of shops, services, cultural areas and work environments that attract more people and investment to exciting, busy centres that are safe, day and night.

Balancing the regional and local demands of the peninsula will in part be achieved by developing the existing centres to provide for local needs within a regional offering.



A unified planning framework

Clearer rules delivering greater certainty and investment.

Pyrmont Peninsula is subject to different planning frameworks administered by either the City of Sydney or the NSW Government. This complexity has created confusion and uncertainty for residents and businesses. The Place Strategy should consider a unified and contemporary system of planning controls that is fair, transparent, easy to use and easy to administer.

The initiatives commenced under the Greater Sydney Commission for unifying the precinct will be developed further to reconcile potentially competing objectives between various planning processes currently underway on the peninsula.



A tapestry of greener public spaces and experiences

Better spaces, streets and parks; a rich canopy of trees; and access to the foreshore.

Beyond Pyrmont Peninsula's open spaces, libraries, museums, plazas and forecourts is the draw of the harbour. Opening the foreshore from Blackwattle Bay to the new Sydney Fish Market could create a new destination for Sydney, not unlike New York's High Line. Better links across the peninsula along shaded, pleasant streets should connect with new or existing parks, squares or facilities.

The Peninsula benefits from excellent access to open space that ranges from pocket parks to regional destinations like Pirrama and Tumbalong Parks.

The opportunity exists to expand the 'green fringe' of the harbour edge up into the heart of the peninsula.



Building now for a sustainable future

An adaptive, sustainable and resilient built environment.

The Pyrmont Peninsula of today will be very different to the peninsula of the future. Just as the 19th century woollen stores have been adapted as offices or homes, the buildings that will be developed as the Place Strategy is implemented must be adaptable as technology and society changes. This direction applies not only to buildings, but also to the infrastructure that serves the peninsula.

The sustainable future begins with the underlying natural systems and new precinct infrastructure to deliver a green and connected future.



Great homes that can suit the needs of more people

A diversity of housing types, tenure and price points.

Pyrmont Peninsula is home to social housing, affordable housing and housing that people can privately rent or buy. This diversity is important and should be a focus of the Place Strategy. It means long-term residents can stay in the places they know, and a greater mix of people—with different skills, backgrounds or needs—can be part of a socially diverse Pyrmont Peninsula.

Where homes are to be provided, they need to build upon and enable a diverse community with equal access to CBD living for all.



A collaborative voice

A cohesive, agreed approach to bring about the best outcomes for Pyrmont Peninsula.

Pyrmont Peninsula could be an innovation district—a place that interweaves entrepreneurship, creativity, start-ups, new jobs and great places. Successful innovation districts are governed collaboratively, with local, state, not-for-profit, community and private sector agreement on priorities, funding and programs. The Place Strategy should consider contemporary governance models for the area.

The success of the framework will rely in the cooperation and support of residents, business, cultural organisations and government over the long term.



58 / Watermark: Aerial view of the peninsula with Sydney CBD in the background, NSW Department of Planning, Industry and Environment.

4

Peninsula Analysis



4.1 Water setting

Pymont Peninsula has exceptional land form and water edge that is part of the unique experience of Sydney and a driver of its urban form.

Access to the water for recreation and views is a valued asset within Sydney and has driven a built form that prioritises views to water and narrow frontages around the harbour's edge. It has seen substantial change since European occupation as the nature of international trade and reliance on the water for exchange of goods has evolved.

Stepping back from its real-estate value, the CSIRO framework for valuing water addresses:

→ Indigenous

- Water has deep spiritual significance for Aboriginal cultures.
- Water supports Aboriginal livelihoods and cultural expression.

→ Economic

- It is a commodity sold to support industry.
- It is the medium that supports economic activity such as recreational and fishing, tourism and recreation.

→ Household water use

- Good quality water is essential to sustain life through drinking, washing and cooking.

→ Environmental

- Water is critical for the survival of non-human life.
- Water-dependent ecosystems provide waste processing and water cleaning functions that are complimentary to human life.

Water in Pymont is an asset and risk. It is a contested space for recreation, economic activity and amenity.



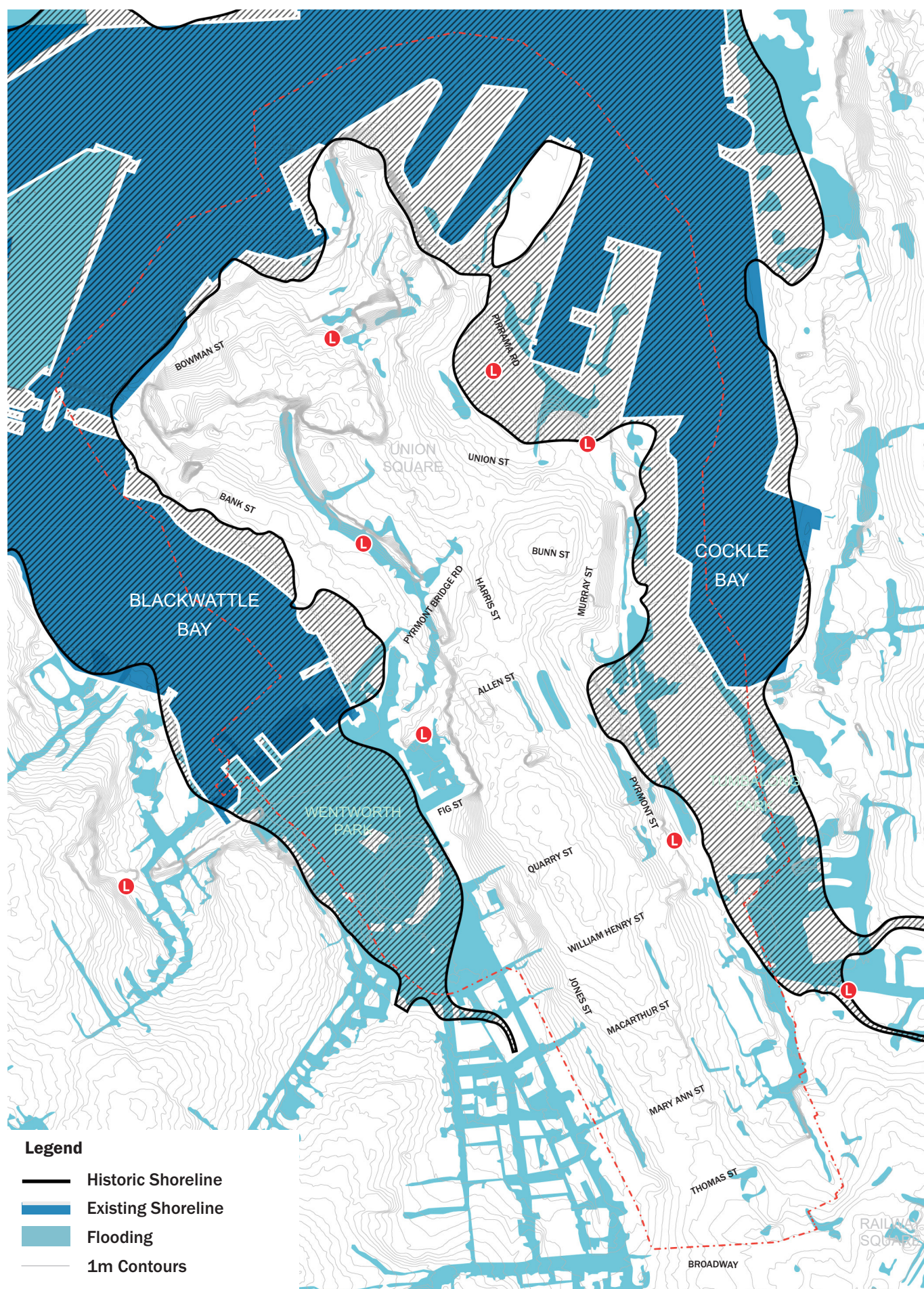
59 / Sydney from 20,000 feet, David Moore 1992.

The reclaimed land of Darling Harbour and Blackwattle Bay are flood prone that significantly impacts on the ability to use the road network in heavy rain events.

Visual access to water from the land supports orientation and wayfinding in addition to visual amenity.

It's edge provides opportunities for recreation both in and along the water.

It has the ability to bind the headlands in this area into a connected regional park with the harbour at its centre.



60 / Map of the Pyrmont Peninsula showing historic shoreline and extent of 1:100 flood levels (NSW Department of Planning, Infrastructure and Environment)

4.2 Landform

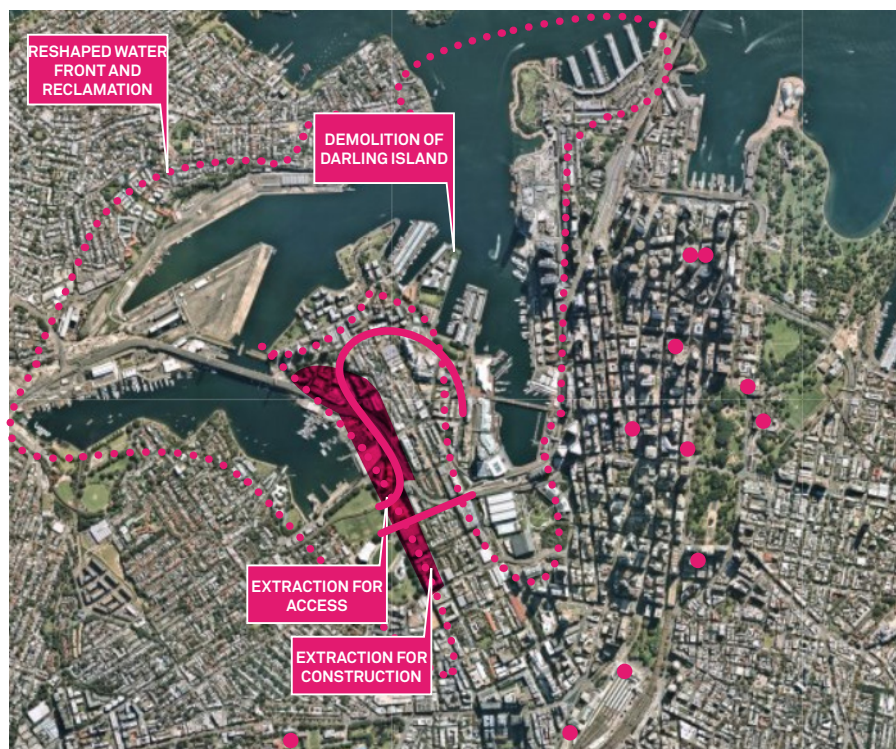
In its nomination for the Australian Historic Engineering Plaquing Program, the Centenary Stonework Program of the NSW Department of Commerce eloquently recounts the way in which the peninsula was steadily shaped from the earliest days of the colony.

The reshaping of the peninsula reflects the different interfaces to the CBD on the east and suburbs on the west. With its current form the result of:

- Stone extraction for construction of civic buildings within and around the CBD.
- Excavation and demolition for logistics, transport and shipping of goods from Darling Harbour.
- Land reclamation to support increasing scale of shipping infrastructure.
- Reclamation for recreation and the creation of Wentworth Park.
- Excavation for regional road infrastructure along Fig Street and the Western Distributor.

The abrupt cuts in the topography along the western edge are the remainders of the 'Saunders Quarries' named 'Paradise', 'Purgatory' and 'Hell Hole' whilst Darling Island, Darling Drive and Pirrama Road reflect where land was reclaimed as a result of the demand for wharfage integrated with the rail network along the CBD's edge.

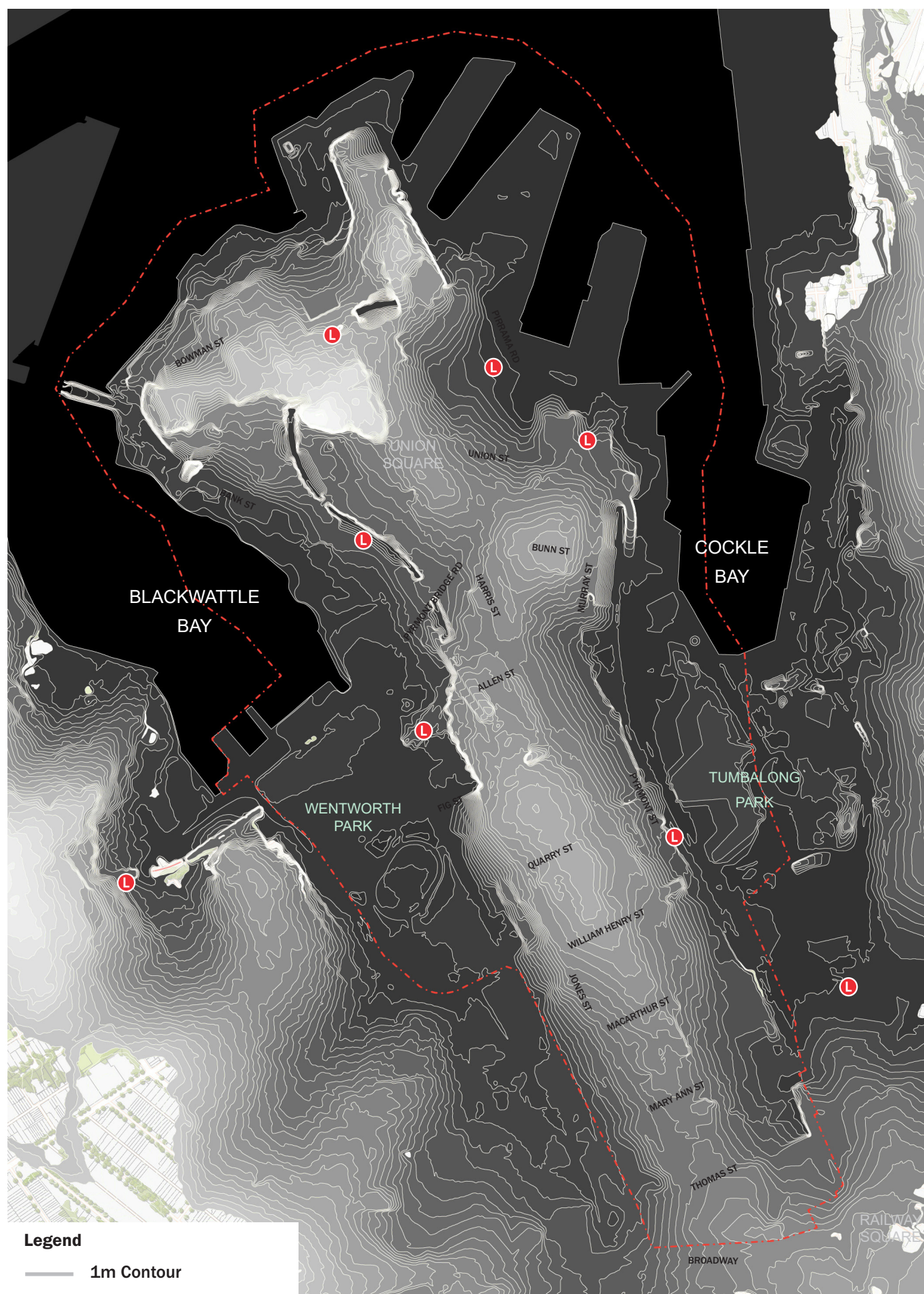
These incisions have heightened the cliff like experience along the peninsula's edge from what was a steep transition to an abrupt vertical jump. It creates a landscape of escarpments and stairs that reconcile the waterfront and ridge line areas.



61 / Aerial view of the Harbour CBD noting historical changes to the Pyrmont Peninsula to support the growth of Sydney CBD.



62 / 'Birds eye view of general wharfage scheme west of Dawes Point as it will when completed', published 1913, National Library of Australia [MAP RM 2757]



63 / Topographic map of the Pyrmont Peninsula (NSW Department of Planning, Industry and Environment)