

Pymont Peninsula Place Strategy

**Volume II | Strategic Framework
(DRAFT FOR PUBLIC EXHIBITION)**

PART A

We acknowledge and respect Traditional Owners across Australia as the original custodians of our land and waters, their unique ability to care for country and deep spiritual connection to it. We honour Elders past, present and emerging whose knowledge and wisdom has, and will, ensure the continuation of cultures and traditional practices.



Hassell

Level 2, Pier 8/9, 23 Hickson Road Sydney
NSW 2000

+61 2 9101 2000

Australia / Asia / United Kingdom / United
States

Collaborators:

PwC

VIAE Consulting

Kinesis

Cred Consulting

Atlas Urban Economics

Pentelic Advisory

IDC Australia

GLN Consulting

GML Heritage

People Place & Partnership

This report has been
prepared for:



Planning,
Industry &
Environment

| | | |
|----------|--|-----------|
| 1 | Introduction | 5 |
| 1.1 | Vision | |
| 1.2 | Background | |
| 1.3 | Strategic context | |
| 1.4 | Strategic potential | |
| 1.5 | The Pyrmont Peninsula | |
| 1.6 | Place potential | |
| 2 | Structure Plan | 21 |
| 2.0 | Structure Plan | |
| 2.1 | Direction 01 - Development that complements or enhances the area | |
| 2.2 | Direction 02 - Jobs and industries of the future | |
| 2.3 | Direction 03 - Centres for residents, workers and visitors | |
| 2.4 | Direction 04 - A unified planning framework | |
| 2.5 | Direction 05 - A tapestry of greener public spaces and experiences | |
| 2.6 | Direction 06 - Creativity, Culture and Heritage | |
| 2.7 | Direction 07 - Making it easier to move around | |
| 2.8 | Direction 08 - Building now for a sustainable future | |
| 2.9 | Direction 09 - Great homes that can suit the needs of more people | |
| 2.10 | Direction 10 - A collaborative voice | |
| 3 | Next Steps | 37 |

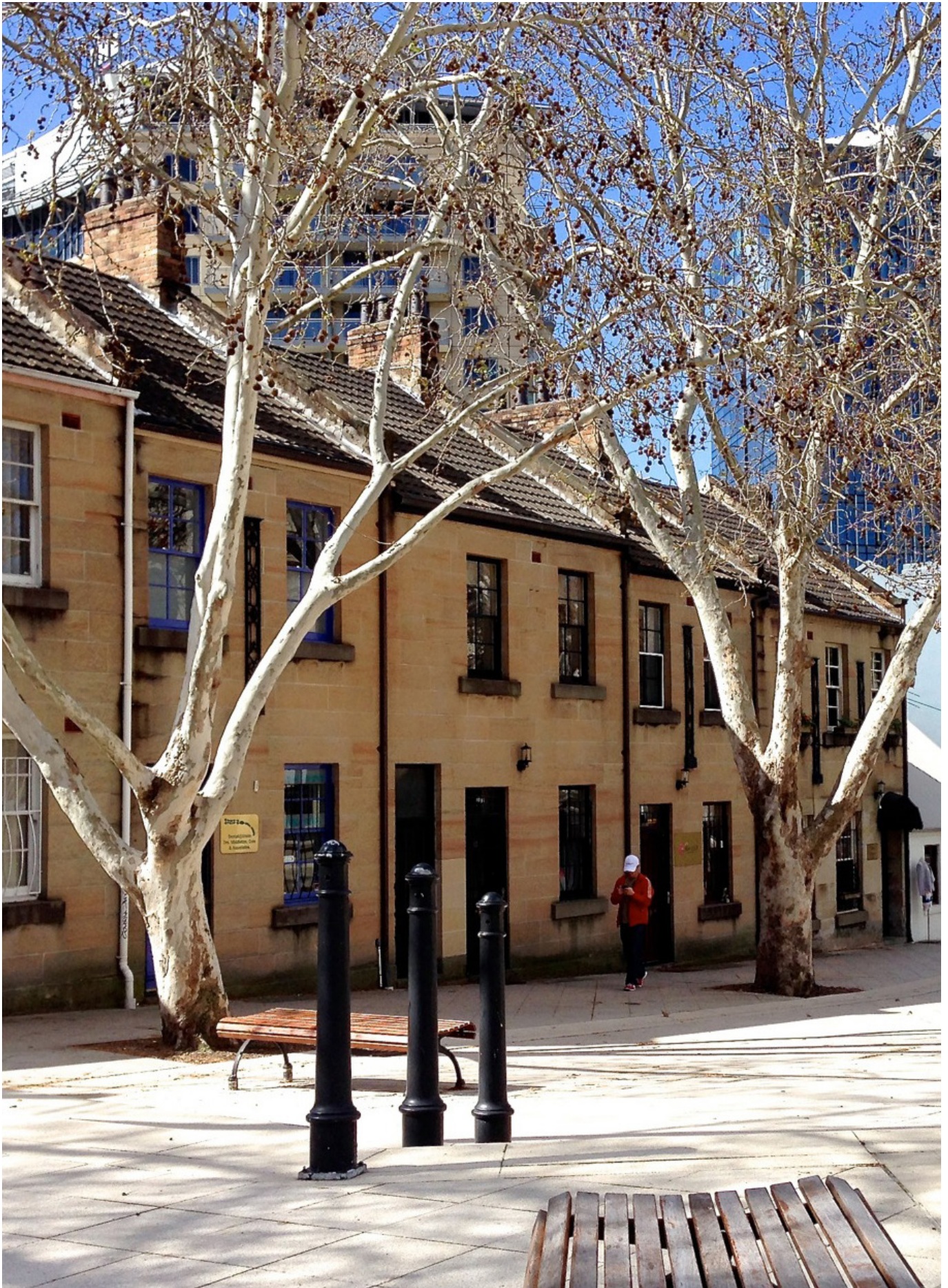


Figure 1.0.1 / Union Square

1 Introduction

1.1 Vision

The Pyrmont Peninsula will be the engine room of the Eastern Harbour CBD - a connector of people and places

The peninsula is home to a unique mix of heritage fabric, social housing, creative industries and international destinations.

It is a place of overlapping identities, diverse places and distinct communities.

It is quintessentially Sydney - surrounded in sparkling blue, a relaxed, hilly, ramshackle place.

It is Eora land. It has been a place of occupation, sustenance and meaning for millennia.

The Pyrmont Peninsula is key to the future growth of Sydney, especially in delivering new jobs and homes, major destinations, great public places and experiences. But it plays an equally critical role as a connecting place for the wider success of the Harbour CBD.

Located between Sydney's historic city centre, the emerging Bays Precinct, and anchored by the fast-evolving Central Station area - the peninsula will have a unique role in linking and supporting these hubs of the Eastern Harbour City.

Its incredible natural setting, heritage streets and spaces, diverse and engaged community, set it apart from the others - and these are the elements that are key to its future success:

- Retaining its local scale, character and activity - complementing the new and old commercial centres that will sit alongside it;
- Embracing, defining and connecting to the water and parklands that sit around its edges;
- Reinforcing and celebrating its special streets, spaces and neighbourhoods;
- Ensuring an integrated and easy network of public transport cycling and walking routes;
- Developing the social infrastructure of the future - the spaces, housing, resources and systems that make this one of Sydney's most sustainable places; and
- Engaging with its communities every step of the way.

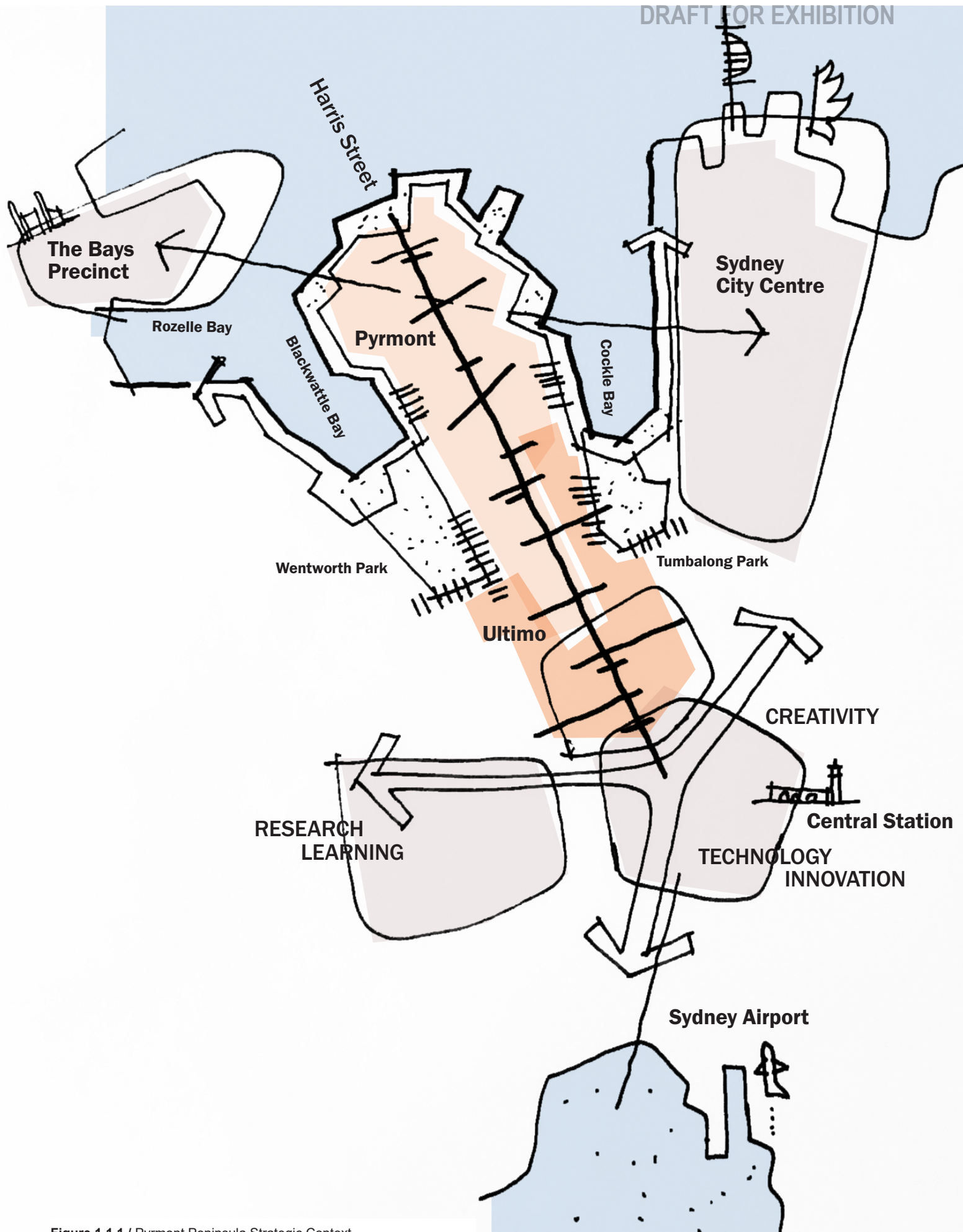


Figure 1.1.1 / Pyrmont Peninsula Strategic Context

1.2 Background

Introduction

The Pyrmont Peninsula ('the Peninsula') is a vibrant and unique area situated in the Western Harbour on the fringe of Australia's busiest business district. The Peninsula is home to over 20,000 residents and close to 40,000 workers.

The area has evolved significantly over time. From its origins as an industrial waterfront, it has transformed into a significant economy in its own right.

Planning Review

In August 2019, the Minister for Planning and Public Spaces requested the Greater Sydney Commission (GSC) review the effectiveness of the planning framework to deliver the Government's vision for the Western Harbour Precinct and Pyrmont Peninsula, as the western gateway of Sydney's existing CBD.

The Commission heard from the community, local and State government and representatives of industry to understand their views and any issues. In September 2019 the Commission submitted its Review Report and Engagement Report, making three recommendations:

- Align planning in the area with the Greater Sydney Region Plan and Eastern City District Plan to help achieve the wider objectives for the area;
- Develop a Place Strategy (economic strategy, master plan, planning framework and governance); and
- Implement the Place Strategy within 9-12 months.

The GSC's reports can be viewed on their website: <https://www.greater.sydney/project/pyrmont-planning-review>

The 10 Directions

To assist with the development of the Place Strategy, DPIE has developed 10 Directions for the peninsula. These directions incorporate the Commission's recommendations and results from prior consultation with the community.

The ten directions focus on encouraging new jobs, innovation and investment whilst also ensuring the area's long-term liveability and sustainability. These are the starting point for a robust, workable Pyrmont Peninsula Place Strategy.

The initial directions were released in March 2020 and will evolve further during the planning process.



Development that complements or enhances the area



Jobs and industries of the future



Centres for residents, workers and visitors



A unified planning framework



A tapestry of greener public spaces and experiences



Creativity, culture and heritage



Making it easier to move around



Building now for a sustainable future



Great homes that can suit the needs of more people



A collaborative voice

Place Strategy

The GSC recommended a Place Strategy for Pyrmont Peninsula that encompasses:

- A simplified planning framework;
- A place-based master plan that addresses the planning priorities and actions of the Eastern City District Plan, including identification and characterisation of sub-precincts, as well as principles for these sub-precincts;
- The development of an economic strategy and industry attraction program that recognises the potential of the area; and
- The establishment of collaborative and inclusive governance arrangements that include State Government, industry, Council and community representation.

This document outlines the first step in the creation of a master plan for the peninsula - a Strategic Framework.

The Framework is a strategic level document that identifies an overall vision, set of objectives and guiding themes for the Pyrmont Peninsula, its context and the city more broadly. It sets a spatial and urban logic for the growth of Pyrmont Peninsula in the Harbour CBD.

The Framework considers how transport, open space and social infrastructure can be integrated with future growth and renewal, as outlined in the Pyrmont Peninsula Economic Development Strategy. As such, it will provide criteria for assessment of future project proposals, to ensure they deliver benefits to the city and to the community.

Note on the draft Strategic Framework for public exhibition

The development and delivery of any initiative or idea identified within the draft Framework requires further analysis and research through master plan options, engagement with stakeholders and input from specialist consultants including heritage, transport, open space, economic and events planning. Established strategic, statutory and management processes, including design excellence provisions, will also need to be considered.

1.3 Strategic context

The Pyrmont Peninsula is well located - between the centre of Global Sydney and the thriving local neighbourhoods of the inner city. It is a place of living, of working, of learning, playing, visiting and staying.

The peninsula will play an important role in achieving the strategic objectives of both state and local government - and delivering both commercial and community outcomes.

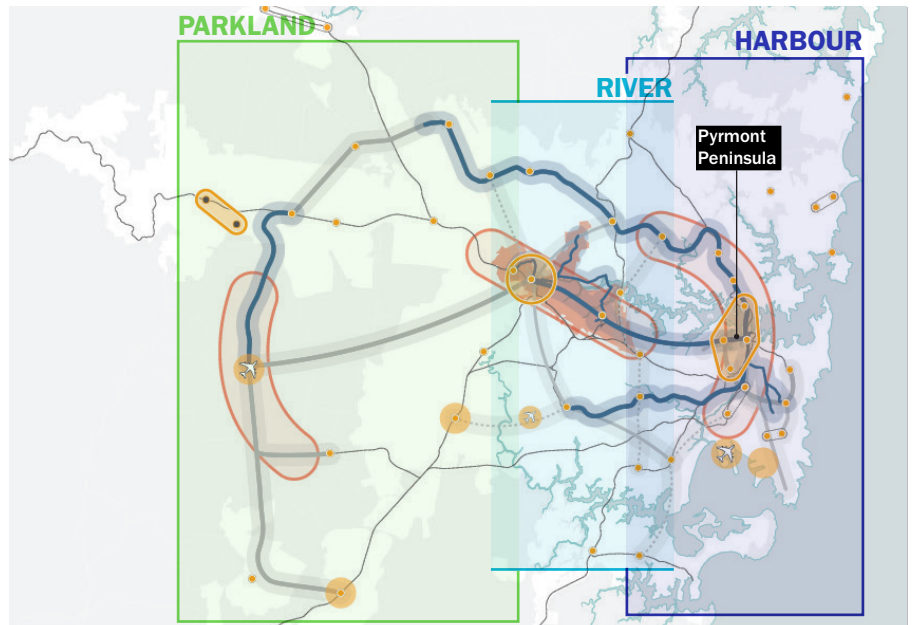


Figure 1.3.1 / Greater Sydney Planning Context

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 land use, public space, transport and infrastructure planning.

It is built on a vision of three cities where most residents live within 30 minutes of jobs, education, health facilities and other services, as well as great parks and urban places.

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 key principles and initiatives that impact its future:

- Inclusion of Pyrmont within the Harbour CBD;
- An "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;
- The Camperdown-Ultimo collaboration area;
- West Metro corridor planning (with potential for a new Metro station within the peninsula); and
- Westconnex and road network planning.

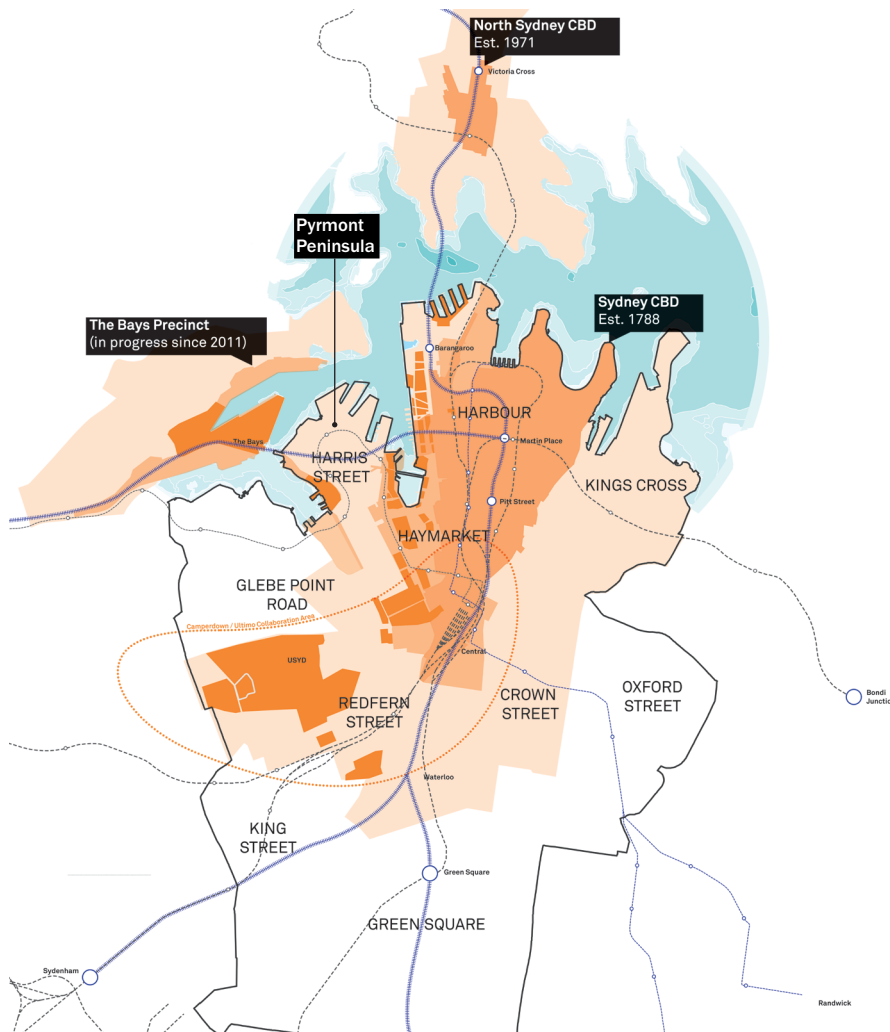


Figure 1.3.2 / Sydney CBD Planning Context

The Eastern Harbour CBD

The Eastern Harbour CBD is an agglomeration of strategic employment areas, regional attractions and residential communities, spanning areas of the 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;
- An emerging innovation corridor;
- Internationally renowned attractions; and
- High amenity, high density residential precincts.

In envisaging the peninsula's role as central to the future Eastern Harbour City, Objective 18 notes the need for:

- Planning controls that enable the growth and needs of the financial and professional services sector, and the innovation economy;
- A 24/7 and night-time economy;
- Protection of amenity of public spaces from overshadowing;
- Maximising vertical development and extension of the CBD;
- A long-term supply of office space not compromised by residential development;
- Public infrastructure investment to increase accessibility and reduce through traffic; and
- Improving walking and cycling links, particularly for the innovation corridor.

1.3 Strategic context

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
- Central Sydney Planning Strategy (CSPS)
- Sydney LEP & DCP 2012

City Plan 2036 and the Central Sydney Planning Strategy are key documents in defining future place strategies for the Pymont Peninsula.

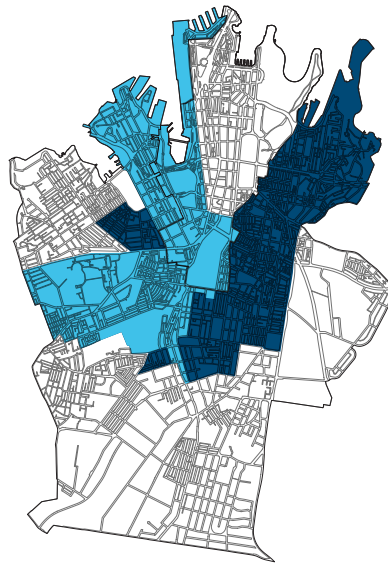


Figure 1.3.3 / City of Sydney Innovation Corridor



Figure 1.3.4 / City of Sydney City Fringe Zone (left) Camperdown-Ultimo Health and Education Precinct (right)

City Plan 2036

City Plan 2036 is the City of Sydney's Local Strategic Place Statement (LSPS), a strategy that all local councils are required to produce. An LSPS is *"a 20-year vision for land-use in the local area, the special character and values that are to be preserved and how change will be managed into the future"*.

The City of Sydney is seen as a network of villages, with the Pymont Peninsula mainly consisting of the Harris Street Village, along with parts of Chinatown and CBD South, and Glebe Point Road villages. The entire peninsula is part of the City Fringe and Innovation Corridor.

City Plan 2036 emphasises the need for the peninsula to deliver greater employment growth, a diversity of well designed spaces to support the innovation economy, specialised and knowledge based clusters, and improved physical and technological connectivity.

Residential development should not compromise the peninsula's employment capacity.

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

- A significant number of arterial and collector roads which reduce east-west connectivity;
- Limited availability of land suitable for employment clusters;
- Potential impacts of taller buildings on open space and existing residential dwellings;
- Interfaces with heritage sites and heritage conservation zones;
- The potential for a new Metro Station to support the right kind of employment growth, affordable enterprise space, retail, community and cultural uses; and
- Improved walking and cycling infrastructure.



Figure 1.3.5 / View of Central Sydney with future tower clusters highlighted,

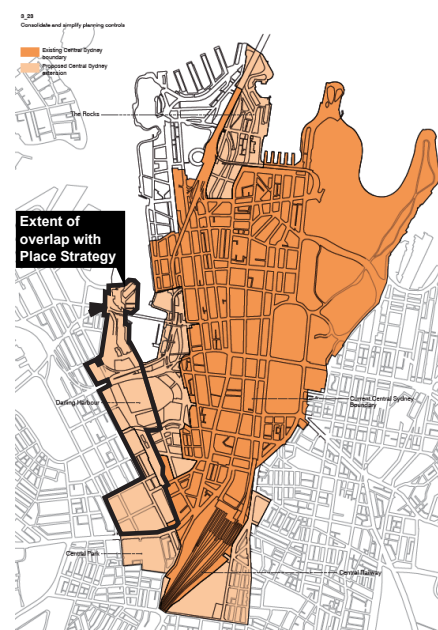


Figure 1.3.6 / Current and proposed extents of Central Sydney

Central Sydney Planning Strategy

First developed in 2016, and currently undergoing amendment, the Central Sydney Planning Strategy (CSPS) aims to ensure Central Sydney maintains its role as Australia's most productive and attractive city.

A primary objective of the CSPS is identifying the opportunity for additional height and density, especially for commercial uses, while ensuring new development enhances the public amenity of the city and achieves design excellence. Solar access planes are a key mechanism for achieving these outcomes.

The currently amendment elevates the importance of the peninsula, noting 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."*

The updated strategy proposes:

- The expansion of Central Sydney to include areas of south-eastern Ultimo;

- A tower cluster at the southern end of the peninsula centred on Central Station and UTS;
- Increasing planning heights along the innovation corridor; and
- Protecting solar access to Tumbalong Park and Railway Square.

The Place Strategy will need to incorporate the expanded CSPS area and consider how it interfaces with lower scale residential and heritage zones along Harris Street, as well as NSW Government proposals for the Ultimo creative precinct, Blackwattle Bay and wider planning for the peninsula's future.

1.4 Strategic potential

A powerhouse of the creative economy

Concurrent to the Place Strategy, an Economic Development Strategy (EDS) has been developed for the Pyrmont Peninsula.

This strategy investigates current and projected employment floorspace demand, as well as the role of the peninsula in delivering the ambitions of the Innovation Corridor.

- Key findings of this strategy:
- The current profile of businesses (big anchors and institutions, and many small businesses) is similar to the Sydney CBD;

→ Better connectivity (particularly Metro) will enhance desirability for commercial tenants, especially professional and knowledge sectors which favour premium grade spaces; and

→ The innovation industry requires a diversity of workplaces, to suit larger and smaller businesses, research and learning, as well as supporting services.
- The Pyrmont Peninsula already accommodates a significant workforce of more than 37,000 people. Many businesses and workers are attracted to the unique qualities of the place, its historic warehouse-style buildings, characterful streets and community facilities. It supports many small and local enterprises, retailers and services..

The EDS projects future growth on the peninsula, with a focus on supporting the delivery of up to 23,000 new jobs.

Delivery of floorspace to meet this demand - in both new and refurbished buildings - is focused around

→ Established economic clusters;

→ Existing and planned public transport infrastructure; and

→ Renewal areas identified in state and local government strategies and plans

| Base Population (2021) | | |
|--------------------------|--------|------------------------|
| Residents | 20,500 | - |
| Workers | 37,000 | - |
| Future Population (2041) | | |
| Residents | 29,000 | 2,000-8,500 increase |
| Workers | 60,000 | 13,000-23,000 increase |

1

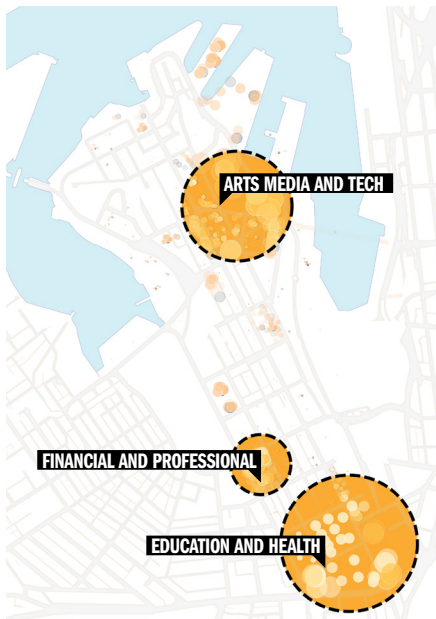


Figure 1.4.1 / Employment Clusters

2

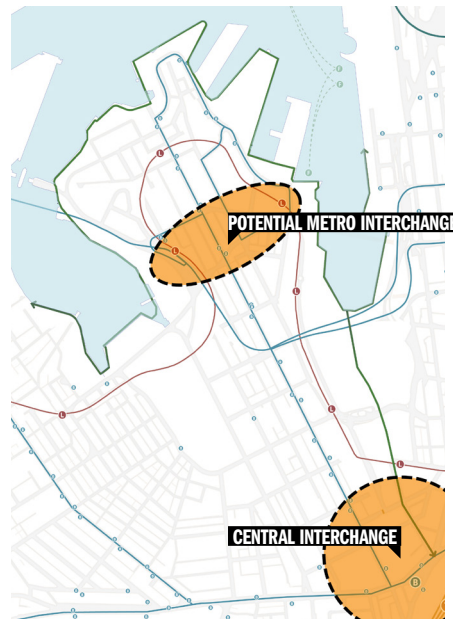


Figure 1.4.2 / Major Transport Interchanges

3

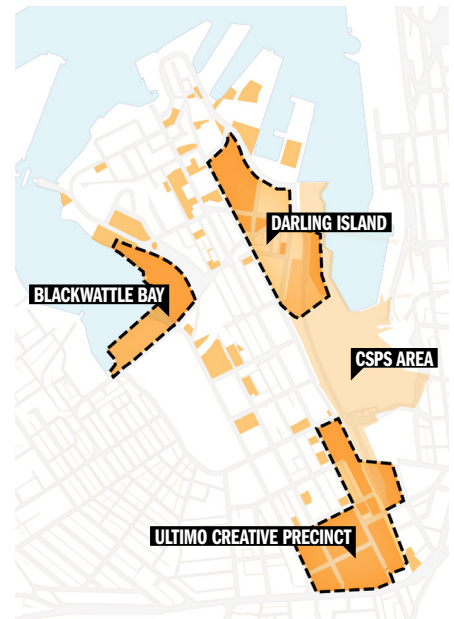


Figure 1.4.3 / Catalyst Sites

Intensify existing economic clusters

The Pyrmont Peninsula currently accommodates approximately 7% of the City of Sydney's jobs, with three distinct clusters located around:

- Darling Island and the eastern end of Union Street, with a focus on arts, media and retail jobs;
- The southern Ultimo cluster of education, research and health; and
- A smaller grouping of professional and financial jobs at 330-370 Wattle Street.

These existing clusters are an opportunity for further jobs growth, building on existing business networks, transport links and supporting services.

Leverage investment in public transport

The Economic Development Strategy recognises the importance of public transport access for attracting new businesses to the peninsula. New jobs growth will be located to take advantage of:

- Significant investment in The Central Station precinct, to improve transport capacity (including a new Metro), access and interchange; and
- A future Pyrmont Metro Station located towards the northern end of the peninsula and providing rapid access to the Sydney CBD, The Bays Precinct and Parramatta.

Unlock potential of catalyst sites

State and local government strategies have identified areas that are able to accommodate future growth, including Blackwattle Bay, Ultimo and the eastern extents of the peninsula.

Renewal of these areas would accommodate a large proportion of the growth projected for the peninsula - while enhancing the amenity and character of surrounding neighbourhoods.

Additional sites throughout the peninsula will also support the delivery of the Economic Development Strategy targets, particularly in providing a diversity of workplaces for business, research and innovation.

1.5 The Pyrmont Peninsula



Figure 1.5.1 / Pyrmont Power Station & Pyrmont Goods Yard

The Pyrmont Peninsula stretches from Broadway in the south to Jones Bay in the north, and is bracketed east and west by the open spaces of Tumbalong Park, Cockle Bay, Blackwattle Bay and Wentworth Park. It contains the suburb of Pyrmont and parts of Ultimo, Haymarket and Darling Harbour.

An appreciation of the many dimensions of this place is the starting point for the Place Strategy. A Place Strategy needs to incorporate considerations of public spaces and movement systems, existing buildings and new developments, cultural and community meaning - and much more.

The peninsula has had distinct phases of evolution - from a place of natural abundance to a hub of creativity, enterprise and innovation.

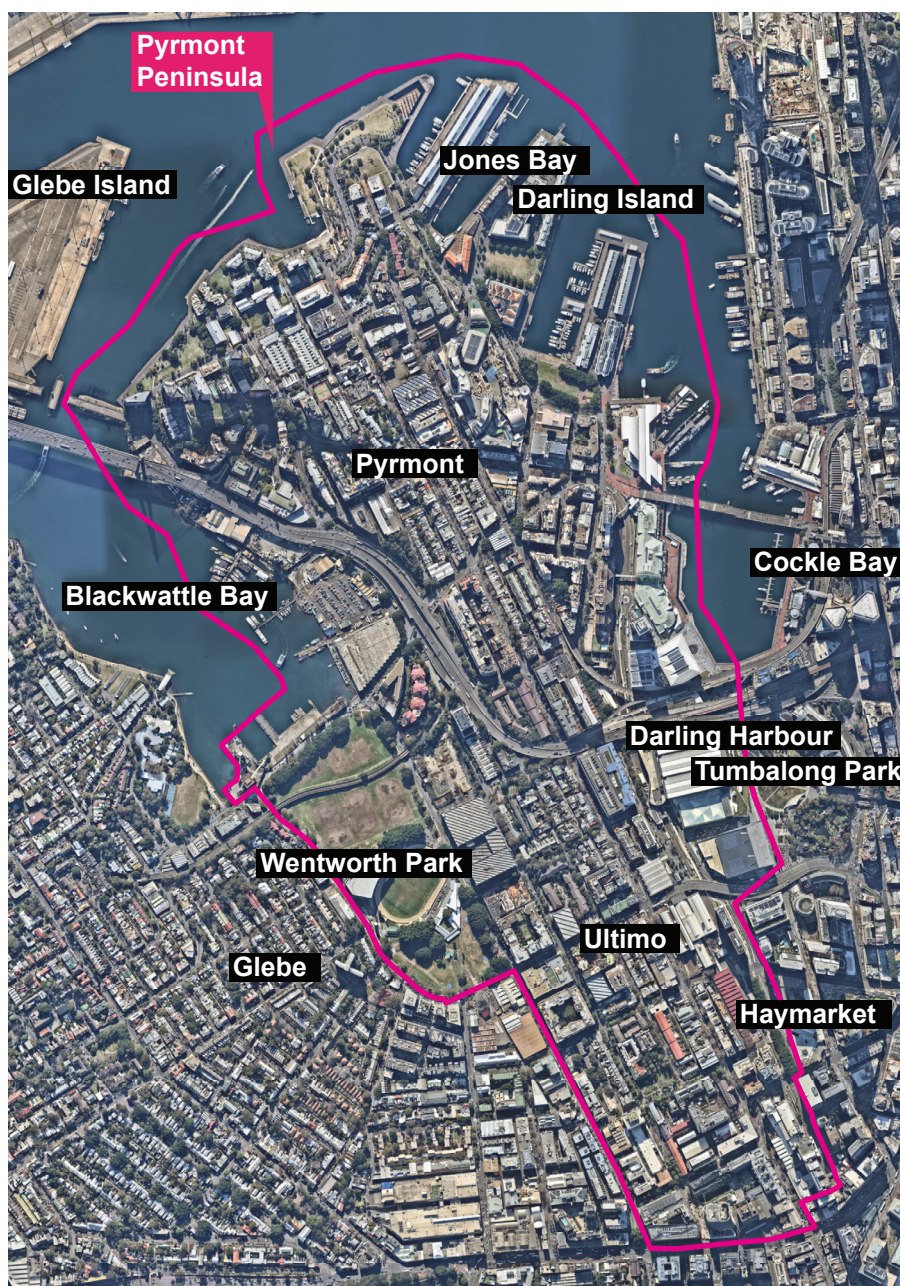


Figure 1.5.2 / Pyrmont Peninsula Boundary

Complex ecologies of harbour edge, creeklines and swampy bays, flat fields and bushland were places of occupation, hunting and fishing for millennia. A freshwater spring was located to the east of the peninsula. This place was Pirrama (rocking stone), a recognition of its robust yet dynamic geological foundation.



Figure 1.5.3 / View in Port Jackson



Figure 1.5.4 / Pyrmont, showing cattle in a field with sandstone boulders c1871

This natural richness also attracted early colonialists - for picnics, farming and grand estates. A new era of land subdivision, ownership and development started in 1795 with the first land grant to Thomas Jones. Later, the Harris estate of Ultimo was broken up to form the first streets and terrace house rows.



Figure 1.5.5 / Sandstone details Pirrama Rd

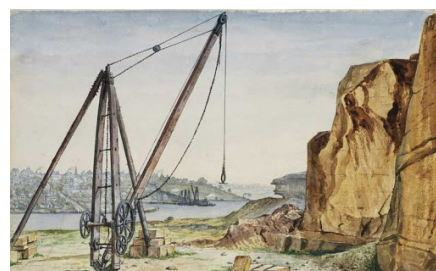


Figure 1.5.8 / Pyrmont Quarry 1893

By the mid nineteenth century, the peninsula was a focus of industry, trade and production - the powerhouse of the emerging modern city. Major quarries extracted sandstone for some of Sydney's grand public buildings. By 1900, this was home to more than 30,000, mostly local workers.



Figure 1.5.6 / Darling Harbour 1946

The peninsula became a place of abrupt cuttings, modified water edges and contaminated land, with communities forced to live alongside noisy and unhealthy industries. In the mid twentieth century, closure of industrial sites, dwindling population and new road infrastructure all had major economic and social impacts.



Figure 1.5.7 / Pirrama Park

In the 1980s, the peninsula began a major renewal process, focused on new housing, jobs and the rejuvenation of streets and public spaces. New cultural, educational and tourism destinations emerged. Within this degraded and difficult context, a new era of innovation and transformation had begun.



Figure 1.5.9 Inner West Light Rail

1.6 Place potential

From an analysis of the complex, layered nature of the Pyrmont Peninsula, five unique characteristics of this place have been identified.

These characteristics reveal some of the challenges and opportunities the peninsula faces over coming decades, and informs the key elements of the Strategic Framework.

1



Figure 1.6.1 / Pirrama Park

A peninsula landform, a true Sydney setting

The natural setting of this place is quintessentially Sydney, a city of rocky peninsulas and bay parks, of close connection to water. And with a deeper recognition of millennia of occupation, of connection to and care for country. The dynamic topography and natural systems of the peninsula are fundamental to its character, historic development and urban structure - but also create barriers to movement.

The Opportunities

- Expand and enhance the public domain - accessible, engaging and restorative places for everyone
- Improve access to and engagement with the harbour
- Restore damaged ecologies especially at the water edge
- Reinforce and enhance viewlines along streets to the water

2



Figure 1.6.2 / Metcalfe Park

Socially inclusive, a dynamic community

Sydney's original industrial heartland, the peninsula has always housed a diverse, dynamic community ... from factory workers and green ban activists to tech workers and international students. It is a place of social inclusion, community hubs and cultural destinations, an innovator in the provision of worker housing, new industries and great public places.

The Opportunities

- Retain a diversity of affordable, high quality homes and workplaces
- Protect existing community spaces and facilities
- Engage the community in the planning, design and care for places

3



Figure 1.6.3 / Artwork Aspire under A4

Close to everything, not well connected

The peninsula has always been considered "city fringe", a place bisected and often overwhelmed by regional road, rail and industrial infrastructure. It is well positioned, but some places (including big attractors like the fishmarkets and museums) can be difficult to get to, with limited public transport and many disconnected movement paths. The peninsula community choose to walk and cycle most places.

The Opportunities

- Investigate opportunities for new transport connections such as Metro, light rail and cycleways
- Ensure streets are green, walkable, enjoyable spaces
- Explore ways to overcome barriers of topography, roads and rail lines

4



Figure 1.6.4 / Union Square

Heritage layers, authentic places

The Pyrmont Peninsula has a constellation of different neighbourhoods, streets and spaces. It has a rich layering of industrial, commercial, residential heritage - a built fabric that is diverse and delightful. From the terrace house to warehouse, the peninsula is packed with great buildings that attract workers and residents alike.

The Opportunities

- Consider ways to express the Aboriginal story of this place
- Reinforce the unique character and qualities of each neighbourhood
- Regenerate historic ridgeline villages to retain diversity, affordability and local character
- Support economic diversity, including reuse of warehouse and industrial buildings

5



Figure 1.6.5 / Dr Chau Chak Wing Building

Adaptation and innovation

This has long been a place of change and transformation - from landscape to farmland, working harbour and production hub, to today's thriving urban community. The peninsula has adapted to social and economic change: its people, its buildings and spaces are resilient. It is a place of social and economic innovation, Sydney's creative heartland.

The Opportunities

- Renew larger sites to create workplaces for the innovation and creative economies
- Ensure development protects public amenity and delivers community outcomes, including new spaces and connections
- Deliver peninsula-wide sustainability outcomes including "net-zero" demonstration projects



Figure 2.0.1 / Pyrmont and Mudgee Region Festival, Metcalfe Park; Sydney Event Blogger ©