



Figure 1.2 – The site

Sydney Harbour Bridge

Walsh Bay

Millers Point

The Rocks

Observatory Hill Park

Wharf 8 Passenger Terminal

King Street Wharf

Darling Harbour

Legend

--- site boundary

scale 1:10000

0 50m 200m 400m



All drawings are indicative only and subject to further site investigation and detailed survey confirmation.

1.1.1 Existing Site Functions

EDH has been used by commercial shipping for much of the 19th and 20th centuries (see **Appendix A** for a detailed history of the site). The site comprises 5 wharves (wharves 3, 4, 5, 7 and 8) in a single rectangular concrete apron, largely reclaimed over water, upon which sit several large warehouses. The site is still used for roll on-roll off cargo operations, however, the level of use of these wharves has diminished as shipping operations relocate to expanded regional port facilities. The southern Wharf 8 is used as a passenger terminal. Port safety and control tower operations undertaken by Sydney Ports Corporation are located at the northern end of the site (refer to **Figures 1.3** and **1.4**).

Port Safety Facility

Harbour Control Tower

Spirit of Tasmania berth ramp and queuing area

Sydney Ports Corporation maintenance/Spirit of Tasmania accommodation, car parking and passenger lounge

Wharf 8 Passenger Terminal



Figure 1.3 – Existing site functions

The EDH site has been extensively and regularly modified over time to meet the changing requirements of trade and commerce for the city, and the changing technologies of cargo handling. The concrete apron visible today was constructed in stages from the 1960s as a response to containerisation of shipping cargo. In the process the original Millers Point headland was cut away and the shore sheds that had defined the site as a 19th and 20th century harbour port were demolished. The site today therefore provides little physical connection to either its natural or industrial past. The site contains only one landscaped area (Munn Street Park) located to the north of the Dalgety Bond Store.

1.1.2 Physical Context

The site is strategically placed on the northern end of the city between the precincts of Darling Harbour to the south, Millers Point and The Rocks to the east and Walsh Bay to the north east. The western boundary of the site abuts Sydney harbour, forming a 1.4km water frontage. Originally an organic shoreline form, today it is a straight concrete seawall edge, with the site predominantly located on reclaimed harbour.

There is a transition in urban form along the adjoining eastern edge of the site from the taller predominantly commercial multi storey city buildings to the south, to the smaller scaled residential terraces in the north. Further north are the bolder 20th century forms of the pier and shore shed structures in Walsh Bay. To the east of the site lies residential, commercial, community and tourism uses and parkland, including Observatory Hill (**refer to Figure 1.5**). Photographs of the adjoining precinct are included in **Appendix B**.

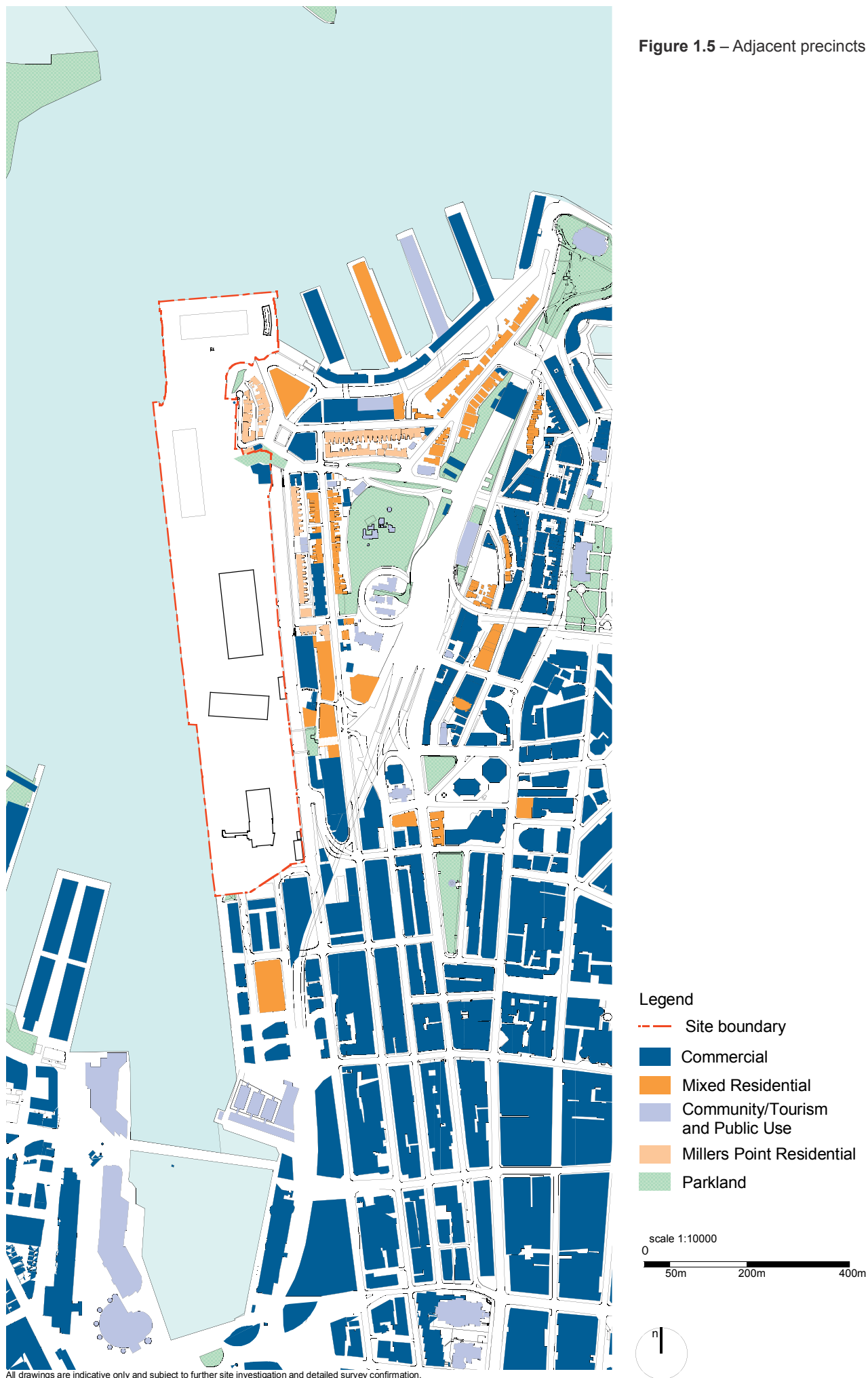
The northern most part of the shoreline originally jutted into the harbour to the west forming a headland with a large hill on the point. However, today the northern headland has been largely removed. Behind the site today there is a large sheer cliff; but the original rocky landscape would have joined the shoreline much less dramatically. Nearby Balls Head and Berry Island Reserve are comparable to the topography of the original shoreline.

Historically the site was linked through industrial, social, physical and visual connections to its surrounds. However, major civic works including the Bradfield Highway and Hickson Road have since physically separated The Rocks, Millers Point and the CBD from the site. Despite the separation caused by these works, some less-evident connections prevail, including laneways, pathways and steps down from the upper levels to the lower levels, and in the case of Walsh Bay, to the harbour's edge.



Figure 1.4 – Wharf layout

Figure 1.5 – Adjacent precincts



Due to its development as a port facility the EDH site has no internal street network. The important street connections are those that are found adjoining the site including Argyle Street, Hickson Road, High Street, Margaret Street, Shelley Street, King Street Wharf and Lime Street.

The site has views across the water to Darling Harbour to the south, Pyrmont to the southwest, Balmain to the west, Goat Island to the north-west and Berrys Bay and Lavender Bay to the north.

1.1.3 Legal Description and Ownership

The site is legally described as shown at **Table 1**. It has a total area of 22 hectares and is generally rectangular in shape. The site is owned by the State Government with the majority of the land owned by Sydney Ports Corporation, and small areas owned by Marine Ministerial Holding Corporation, the Maritime Services Board of NSW and the Crown. Land ownership and existing cadastral boundaries are illustrated at **Figure 1.6**.

Table 1 – Land ownership

Legal description	Land ownership
Lot 1 DP 876514	Marine Ministerial Holding Corporation
Lot 2 DP 876515	Sydney Ports Corporation
Lot 3 DP 876515	Sydney Ports Corporation
Lot 4 DP 876515	Sydney Ports Corporation
Lot 5 DP 876514	Sydney Ports Corporation
Lot 6 DP 876514	Marine Ministerial Holding Corporation
Lot 7 DP 43776	Crown (Gov. Gaz. 30.7.1982 Fol 3503)
Lot 100 DP 838323	The Maritime Services Board of NSW
Lot 7 DP 869022	The State of New South Wales
Lot 6 DP 869022	Marine Ministerial Holding Corporation

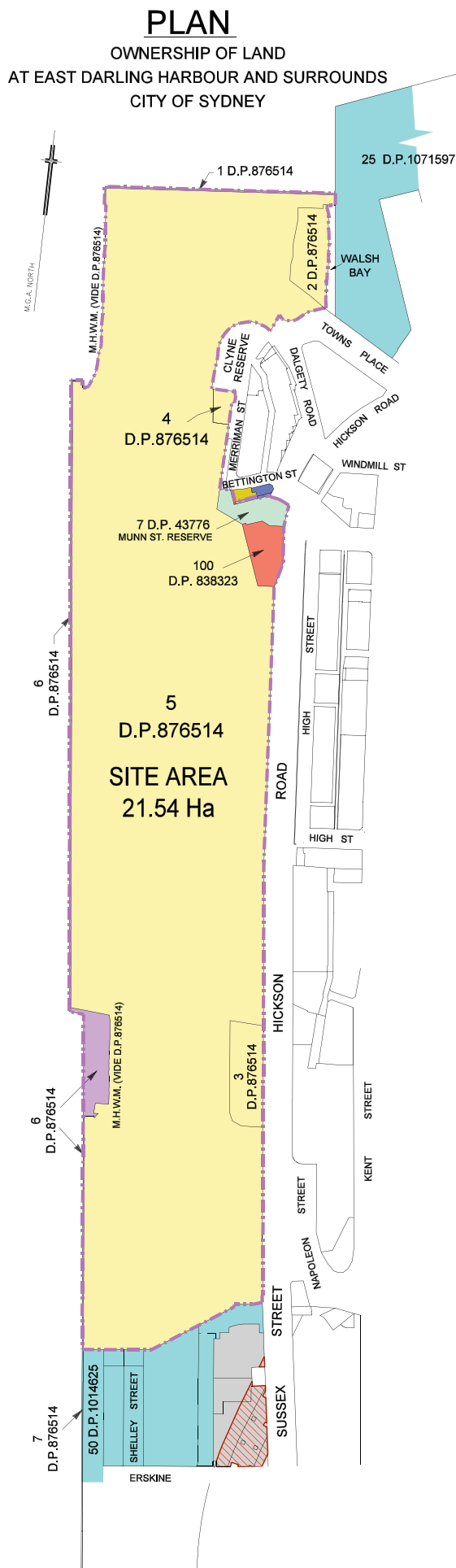


Figure 1.6 – Land ownership and existing cadastral boundaries

1.1.4 Existing Land Use Zoning

In line with the former port related use of EDH, the majority of the site is currently zoned Maritime and Transport under the provisions of Sydney Local Environmental Plan 2005 (SLEP 2005), with a small area zoned Residential under SLEP 2005. The waterway adjoining the site is (SREP) currently zoned W1 Maritime Waters under Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005 (refer **Figure 1.7**).

The EDH site is identified as part of a “Strategic Foreshore Site” under SREP (Sydney Harbour Catchment) 2005.

New land use zoning provisions are required to facilitate the renewal of EDH.

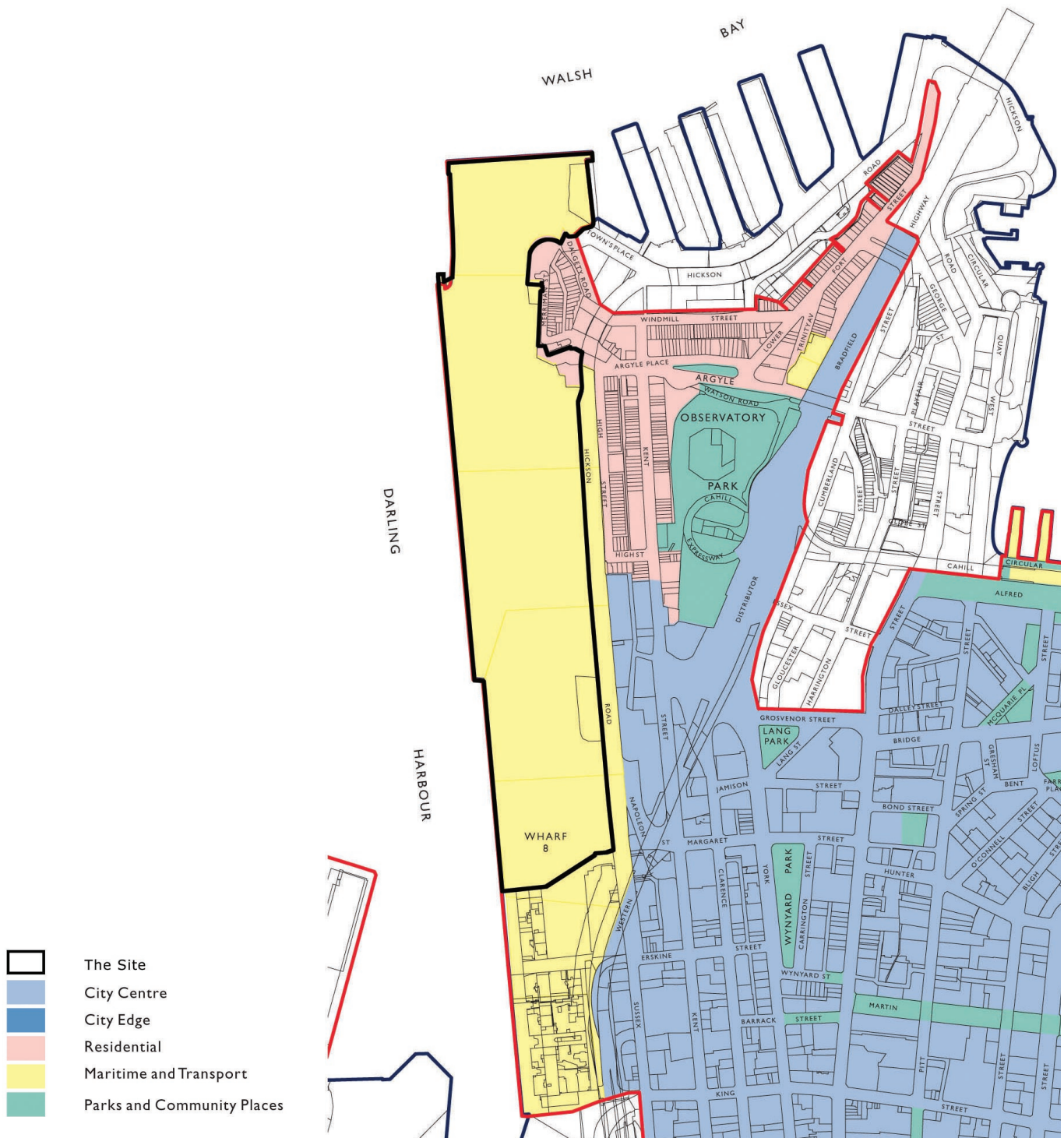


Figure 1.7 – Existing zoning

1.2 Physical Infrastructure

1.2.1 Utility Services

Stormwater Services

The existing stormwater network is characterised by a series of transverse piped stormwater systems draining Hickson Road and other external catchments through the EDH site directly to the harbour.

The external catchment to the site is limited to the crown of Dalgety Road to the northeast, High Lane and Hickson Road to the north, Margaret Street to the south east and Shelley Street to the south. The largest external catchment drains to the harbour from Kent Street, down Napoleon Street and through the EDH site in the southern sector.

Preliminary calculations indicate that the site stormwater system is at or slightly under capacity for the catchments draining to it.

Water Services

Water supply from the Sydney Water potable water network is currently sourced from several locations adjacent to the site, including feeds from the 300mm diameter main in Hickson Road and a 100mm diameter main in Dalgety Road. Several internal services run through the site to feed the current water and fire requirements.

Sewerage Services

There is a substantial network of Sydney Water sewer mains traversing the EDH site draining to one of two Sewer Pumping Stations located within the site boundary at the end of Dalgety Street and on the Hickson Road boundary near the southern end of the site.

These pump stations service both the current requirements of the site and the local residential and commercial sewer catchments of Walsh Bay to the north of the site, and Kent Street on the eastern side of the site. Sydney Water has indicated there is no spare capacity in either the sewer pump stations or receiving sewer carriers.

Electrical Services

EDH is an existing Energy Australia High Voltage Customer (HVC) and has one of the last remaining 5kv feeds in the Sydney CBD, following a gradual phasing out of this cable rating and upgrade to 11kv supply as development has occurred in the CBD area.

The existing 5kv feeder is located in Hickson Road and enters the site some 50m south of the intersection of Hickson Road and Margaret Street. Power supply is distributed within the site via two substations servicing the southern and northern sectors. The existing 5kv feeders will need to be abandoned and a new supply of 11kv capacity sourced from another location.

There are major electrical cables (33kv) associated with the nearby train tunnels located adjacent to the EDH site on the eastern side of Hickson Road.

Communications Services

The Kent Street telephone exchange is located relatively close to the site and existing Telstra copper lines feed into the site at various locations along Hickson Road and Dalgety Road. There are Optus and Vodafone equipment shelters located near the Hickson Road boundary of Wharf No.4.

Gas Services

A 110mm low pressure (7kPa) nylon gas main exists on the western side of Hickson Road. The gas main has a current supply capacity of 200m³/day. Commercial gas supply (generally for either industrial or commercial kitchens) is supplied from a steel high pressure gas distribution network.

1.2.2 Transport and Access

Modes of Travel

Currently the CBD of Sydney achieves the following split of travel mode for the journey to work:

- Train 50%
- Bus 20%
- Car (Driver + Passenger) 20%
- Other (walk/cycle/ferry etc) 10%

Road System

The principle vehicular access roads for the EDH site are Sussex Street – Hickson Road and Kent/York Streets. Hickson Road currently carries some 700 to 800 vehicles per hour during peak periods of a weekday.

The existing port operation generates intermittent peaks of traffic with a surveyed peak of some 40 truck movements per hour. The Wharf 8 passenger terminal generates intermittent traffic with a peak surveyed (for a visit by the Pacific Sun) of some 220 vehicle movements.

Key local intersections are modelled as having reasonable levels of operation, however queuing back from the Harbour Bridge approach impacts on traffic conditions locally in peak periods.

Parking

A study of parking supply in the area indicates approximately 500 on-street spaces within some 250 metres and 1160 within 500 metres of the site. Of these some 270 spaces in Hickson Road are all-day (10 hour) whilst the remainder are generally short-stay (meter controlled). There are some 800 off-street public parking spaces within 250 metres and some 1,000 off-street spaces within 500 metres of EDH.

Public Transport

The southern part of the site is convenient to Wynyard Rail Station and Bus Interchange as well as the ferry stop at King Street Wharf. The site is not currently directly served by bus services.

Walking and Cycling

There are low levels of pedestrian and cycle activity adjacent to the site and the site is currently closed to public access.

Sydney City Council has prepared a bike plan which proposes Kent Street as a key north-south route and the plan suggests Kent Street should be made two-way.

1.2.3 Port Operations

The existing port operations are currently the responsibility of Sydney Ports Corporation and have operated within the confines of a restricted site. These facilities include:

- Wharf 8 Passenger Terminal - a stand alone facility occupying the existing Darling Harbour Wharf 8 area.
- Harbour Tower Control Operations - a 24 hour operation undertaken from the 87m high tower located to the north of the EDH site.
- The Port Safety Operations - a 24 hour operation comprising rapid emergency and pollution response capabilities located in Moores Wharf.

1.2.4 Seawall

The existing seawall at EDH is approximately 1,400 linear metres running from the south of the current Wharf 8 passenger terminal to the northern tip of the site known as Wharf 3 North. The majority of the seawall, approximately 1100 metres, is formed from precast concrete sand filled caissons resting on the harbour floor (Wharf 3 North, Wharf 4, Wharf 5, and Wharf 8). 200 metres of sea wall is constructed from sandstone blocks with concrete a capping (Wharf 3 West). The remaining 100 metres of wharf is constructed from steel piles and concrete caps supporting the precast concrete deck (Wharf 7). Refer to **Figure 1.4**.



Harbour Control Tower



Moore's Wharf Port Safety Operations

1.3 Environmental Considerations

The EDH site consists of a concrete apron, upon which sit a number of large warehouses. There is only one landscaped area within the site boundary, being a small area of Crown Reserve land to the south east of the Harbour Control Tower (Munn Street Reserve). Consequently, the ecological value of the site is considered negligible. The main environmental considerations relate to the physical heritage and the existing geotechnical conditions.

1.3.1 Physical Heritage

The EDH site itself contains five heritage items of varying significance (refer to items 1, 2, 7, 13, 14 on **Figure 1.8**): The MWS and DB Sewer Pump Station, the Moores Wharf building, the Dalgety's Bond Store, a section of sandstone seawall and the Harbour Control Tower. The surrounding area contains a number of heritage items or areas that add character and interest to the site (refer to items 3, 4, 5, 6, 8, 9, 10, 11, 12 on **Figure 1.8**) such as the Millers Points housing, the sandstone cliff face at Clyne Reserve, Observatory Hill Park and the observatory building itself. The site is adjacent to the Millers Point conservation area.

1.3.2 Environmental and Geotechnical Site Assessment

A combined Environmental and Geotechnical Site Assessment of the EDH site was commissioned to investigate the following:

- A review of the available existing environmental and geotechnical information;
- A Stage One Preliminary Environmental Investigation including a desk-top study of existing and previous land uses;
- A Stage Two Detailed Environmental Investigation including drilling, sampling and analysis at a total of 150 locations across the site; and
- Completion of geotechnical investigations and analysis including borelogs, foundation analysis and recommendations report combined with the environmental drilling and testing.

The Stage One investigation determined that the site has been subject to potentially contaminating activities in the past, including the use of part of the site as a gas works, the use of uncharacterised fill on site, and vehicle maintenance activities. In addition, current activities at the site also represent a potential contamination risk, including above and below-ground diesel storage/distribution, chemical and waste storage, above-ground petroleum storage, and vehicle/equipment washing and maintenance.

The Stage Two investigation works were completed between May and July 2006. From the field and laboratory results obtained during the course of the investigation, a number of observations are made relating to the existing soil profile and geotechnical conditions, existing soil contamination and existing groundwater conditions. These are detailed overleaf.



Figure 1.8 – Physical heritage

- 1 MWS & DB Sewer Station
- 2 Moores Wharf
- 3 Merriman Street Terraces
- 4 18-20 Munn Street
- 5 Palisade Hotel
- 6 Munn Street Reserve
- 7 Dalgety's Bond Store
- 8 High Street Terraces
- 9 Palisade Fence and High Street Steps
- 10 Lance Kindergarten
- 11 Grafton Bond Store
- 12 Moreton's Hotel
- 13 Sandstone Seawall
- 14 Sydney Ports Control Tower

Legend

- Site boundary
- Millers Point Conservation Area (all streets within are Heritage Streetscapes)
- Headland Cutting
- Sandstone Seawall
- Heritage items and other relevant places
- Existing parkland

scale 1:5000

0 25m 100m 200m



*All drawings are indicative only and subject to further site investigation and detailed survey confirmation.

Existing Soil Profile and Geotechnical Conditions

Drilling investigations have shown the site to be underlain by a variable thickness layer of pavement and fill over alluvial/marine deposits which in turn rest on predominantly sandstone bedrock. The fill encountered below the pavement was of variable composition. The upper several metres of fill appeared to be reasonably well compacted, while the deeper fill was usually assessed as being poorly compacted. The depth of fill ranged in the order of 1m to 3m toward Hickson Road to the order of 15m to 17m to the western extent of drilling 30m back from the wharf edge.

Within the areas of the former headland and bay the bedrock is generally shallow toward the eastern side of the site, mostly less than 6m and deepens to around 30m in depth to the western extent of drilling 30m back from the wharf edge.

Existing Soil Contamination

There are two primary areas on site that have concentrations of constituents above applicable criteria. These areas are located in the vicinity of the former gasworks and in the north western portion of the site adjacent to the warehouse on Wharf 3. In addition to these two areas, some localised 'hotspots' exist on the western portion of Wharf 8, on the eastern boundary north of the Wharf 5 warehouse and on the western edge of the Wharf 4 warehouse.

Existing Groundwater Conditions

Groundwater was detected in all 24 monitoring wells installed on-site. Some significant short term variations in groundwater levels were noted during drilling and sampling operations indicating the groundwater regime on the site is likely to be influenced by tidal fluctuation.

Analysis of groundwater samples collected indicates that the majority of impact to groundwater appears to be related to the soil impact in the area of the former gasworks. There is however, some impact in wells that may be related to other sources such as the underground storage tank in the north eastern corner.

1.4 Community and Social Considerations

1.4.1 Demographic Trends

Increase in Young Adults

The 2001 Census indicated significant growth in young adults in the CBD, particularly in the number of couples without children moving into city neighbourhoods. This residential population is matched by a similar trend in the workforce as young adults continue to form a significant proportion of CBD workers. This is an indicator of the attractiveness of the city centre for people under 35. It also emphasises the need for cultural and social infrastructure that can service the needs of a young urban population. Broader lifestyle opportunities with a focus on health and well-being such as access to social sport and exercise venues, field space for informal team games, walking and bicycle paths need to respond to this demographic evolution.



New Years Eve, Sydney

Increase in Families in the City

The city centre has an increasing population of families in areas where there has been significant residential development, such as Haymarket. Although families with children still form a relatively small proportion of the residential population, increases between census periods show families as an emerging CBD demographic. While the adjacent Millers Point precinct is a well resourced area for local families, there will be new demands from families in developing areas for household amenity including local shopping, health services, childcare and educational facilities, community space and recreational facilities. Access to open space and play areas for families living in apartments will be particularly important. Increased workforce participation rates by women with young children will also direct the demand for childcare in the area.



Pyrmont, Sydney

Increase in Older Residents

The aging of the Australian population will be expressed to some degree in all new communities in this part of Sydney. Social research also indicates older people are down-sizing their housing by selling family homes and moving to easier to manage apartments in the city. Community profiles for areas of the city centre with new development indicate an increasing population of older residents. As households age the provision of aged services, household support and housing design choices to allow 'aging in place' become important.

A Neighbouring Low-Income Community

The Millers Point area retains the profile of a lower income community and there will continue to be a high level of need for community support services. This is particularly true of youth support, intervention and recreation programs, aged support services, including aging in place strategies, and family support services targeting low-income families.

1.4.2 Cultural and Social Trends

The New Urban Neighbourhood

City of Sydney describes itself as a City of Villages which reflects a belief in the capacity of urban neighbourhoods to deliver more services and a higher quality of life for both workers and residents across a wider range of social and cultural indicators. There is a commitment to supporting the cultural identity of inner urban areas coupled with a more rigorous approach to the range of services and amenities that might be part of a functional village centre in new urban development. This is part of a global trend to better understand and support the role that culturally distinctive neighbourhoods with good lifestyle opportunities have in attracting people to cities.

The role of quality fresh food outlets, neighbourhood shopping in planning live/work neighbourhoods will be relevant to the renewal of EDH. New work patterns mean the ability to shop for meals or entertaining supplies during lunch or before and after work are valued. The Victoria Markets in Melbourne and the produce sales in the Haymarket are examples of the way good food can be sold in big city environments while contributing to urban vitality. In a similar way opportunities for small businesses that respond to street culture are important.

Cultural Industries and the Cultural Environment



Sydney Festival

New cultural or creative economies are emerging in cities in a way that is impacting on urban planning and development. Creative industries span areas such as software and computer services, design, publishing, television and radio, writing, music, film and video, visual arts and crafts, advertising, architecture, interactive leisure software, fashion design, and the performing arts such as dance and drama. They can also include creative occupations such as aspects of the work of engineers, analysts, managers and other so-called creative professionals.

'Creative Class' theorist, Richard Florida urges cities to develop strategies that attract these so-called creative professionals and knowledge workers. Creative professionals are seen as a key to attracting and keeping multi-nationals in a place. Florida argues that cities want places where creative industries cluster and where economic networks can develop and grow.

In a parallel way the development of significant cultural environments as part of the way the city is experienced has become a well documented aspect of urban renewal. Cultural sector development in cities, such as Southbank in London and Chicago's Millennium Park, are part of revitalised downtown strategies as well as being major attractions for visitors.

The Hickson Road/Walsh Bay precinct adjacent to EDH is one of the most densely populated creative arts communities in the country. It is the home of over 18 arts businesses as well as the headquarters for 21 major arts organisations. Over 200 people are employed in the organisations located in the area and they make a significant contribution to the city's cultural capital. The last Census period saw a movement away from more traditional city employment bases to knowledge based and cultural industries in localities adjacent to EDH.

Working Culture

Significant changes have occurred to the way work patterns have been reconfiguring in the last decade including:

- the rise of young, highly mobile workforces with an interest in a working lifestyle;
- less hierarchical company structures and more flexible hours and work stations;
- new work/neighbourhood configurations including the demand for workspace that enables social and cultural interactions;
- interest in 'green' and socially responsive workspace leading to greater interaction with local environments, local communities and new architectural solutions; and
- locational trends changing cultural and environmental factors including 'interesting' neighbourhoods, waterfront, access to social and cultural amenity, and significant expectations of good leisure opportunities, especially for young workers.

The area around EDH has been the focus of three recent corporate re-locations; Lend Lease, KPMG, and Westpac which will soon be followed by American Express and Macquarie Bank. These recent relocations indicate how global workplace trends are finding a new expression on the western edge of the CBD and identifies this area as a desirable location for financial and commercial headquarters.

New Models of Community Infrastructure

The successful integration of community support services accessed by both the working and residential population is defining a new approach to community development. City of Sydney has recently rebranded their community centres as 'community activity and learning centres' to better reflect their role in community development and lifestyle support. In other areas the development of mixed use, flexible services has allowed joint use of facilities with public, community, education and commercial functions.

Rethinking the Healthy City

The capacity of cities to offer healthy lifestyles choices to both residents and workers is a focus of innovative population health planning, with active recreation, healthy food shopping and decreased dependence on private transport all seen as relevant.

Changes in the way Australians organise their leisure time and in the actual rates of participation in recreational activities, have also resulted in a rethinking of the most appropriate ways of both providing facilities and of promoting healthy lifestyle choices. There has been a decline in structured leisure activities such as team sport and club based activity. Where active leisure activity is pursued it has tended to move from the structured activities such as team sport to unstructured activities such as walking or jogging or, in the case of organised sport, towards activities such as touch football or lunchtime basketball.

Both City of Sydney and the NSW Department of Health emphasise the capacity of urban planning to deliver healthy lifestyle choices in the context of urban consolidation. The provision of fresh food retail, healthy choices in takeaway food, easy access to recreation areas in conjunction with a high level of pedestrian amenity are all seen as important.



ANZ, Melbourne



Circular Quay, Sydney

1.5 Economic Considerations

1.5.1 Sydney's Economic Strengths

Sydney is asserting a specialist role in services to commerce and finance and business services, where it enjoys a dominant share of jobs in the Australian context (see **Figure 1.9**). However, a distinction needs to be made between Sydney's strength in finance and insurance and its strength in business services.

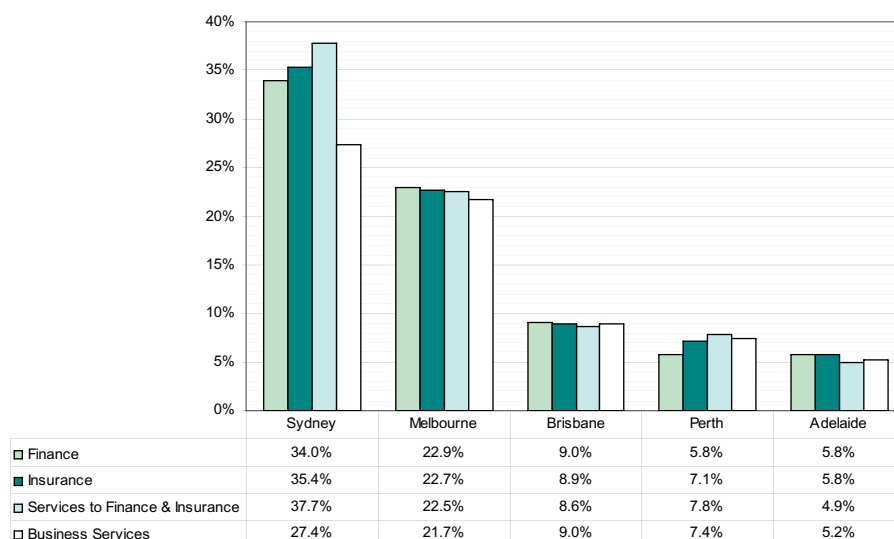


Figure 1.9 - Shares of National Financial, Insurance and Business Services Jobs in Australian Cities (2001)

Finance and Insurance are essentially transaction and volume-driven businesses which are prone to economies of scale and centralisation. Sydney is in a highly competitive market for these activities. Hong Kong and Singapore compete directly with Sydney in the Asia Pacific region for these businesses and those two cities have around 60% of regional multi-national headquarters compared to around 5% in Sydney. Sydney should remain competitive in the region for high value finance and insurance and EDH can be a premium location that will make Sydney attractive for new investment by regional players but the city will need to focus on sectors such as Advanced Business Services as a means to maintain a global role.

Advanced Business Services (ABS), or Knowledge Intensive Business Services are defined as: *“Enterprises providing a largely customised, problem solving service to other businesses, where the services in question require application of significant intellectual effort or capital”*¹. They cover a range of activities but include services such as IT consulting, financial brokering, design, business management services, and advertising.

¹ Spiller, M. (2005) Models of Innovation and Implications for Australian Regional Development, Paper presented to the Second State of the Cities Conference, convened by Griffith University, Brisbane

Sydney and to a lesser extent, Melbourne are the key dispensers of ABS to the rest of Australia. In 2001 Sydney hosted almost half the 'export supported' jobs in this sector, a proportion well above the city's share of national employment (22%) (refer to **Table 2**).

Table 2 - Estimated Inter-regional 'Export Jobs' in Advanced Business Services – Australian Metropolitan Areas - 2001

	Export oriented Advanced Business Service jobs	Share of Advanced Business Service export jobs	Share of all jobs nationally
Sydney	65,147	49.93%	21.89%
Melbourne	36,978	28.34%	18.61%
Canberra	9,336	7.15%	1.94%
Brisbane	7,964	6.10%	8.92%
Perth	7,755	5.94%	7.31%
Adelaide	2,200	1.69%	5.63%
Hobart	756	0.58%	0.96%
Darwin	350	0.27%	0.63%

Source: ABS Census, special tabulations.

1.5.2 Central Sydney's Role in Australia's Innovation System

Sydney's pre-eminence in the ABS sector places it at the heart of a national innovation system which is concentrated in and around the city. While they are now understood as the key agents in innovation and economic success ABS operate via relatively simple business models. These models depend on trust based relationships, social networks and business rituals.

Interactions between ABS players are social as well as business relationships. The physical and urban environments are the settings for these relationships. Attractive weather, lively settings, interesting spaces and a mix of activities all underpin Sydney's competitive strengths as a hub and incubator for the activities and development of the ABS sector. Any policy or development to strengthen competitiveness of ABS will be crucial to the Australian economy and beneficial for Sydney. EDH has an important role in this context.

1.5.3 Underpinning CBD Strengths

The CBD performs a special role in the metropolitan economy as the higher value, higher order focus for local, national and international transactions. The other centres in the metropolitan area play secondary roles. The CBD itself, however, is not an amorphous entity and has a fine grain which needs to be understood.

In comparison to other metropolitan centres such as Parramatta, North Sydney, Rhodes, Chatswood, St Leonards, Macquarie Park and Sydney Olympic Park the Sydney CBD is dominant in the high-value finance and insurance sector. The key role of cultural institutions (libraries, museums and the arts) and the strength in key tourist support uses of accommodation, cafes and restaurants is also apparent as is the strength of the centre as a location for government administration activities. The Sydney CBD retains its pre-eminence in these high value activities and EDH can expect to attract development in these sectors. Other centres and locations in the metropolitan area have a role in finance and insurance services but often as a back office location. The CBD has a higher order, premium role.

Within the existing Sydney CBD itself are numerous sub-precincts that have differing character and strengths and different industry clusters. For example, the finance, insurance and services to finance and insurance form an economic cluster concentrated in the northern half of the CBD.

The use mix in precincts around the CBD varies significantly and the office market is supported by residential, hotels, shops and parking. Residential has also grown strongly under the 'Living City' policy of the City of Sydney Council.

1.6 The Metropolitan Strategy Context

In December 2005 the NSW Government released The Metropolitan Strategy for Sydney titled *City of Cities – A Plan for Sydney's Future*. The Metropolitan Strategy provides commentary and direction for the next 25-30 years at a regional level on issues such as land use, economic development, jobs, transport, innovation, centres and corridors and residential areas within Sydney.

'City of Cities' classifies the Sydney CBD (with North Sydney) as 'Global Sydney' – at the top of the city's hierarchy of centres. The Metropolitan Strategy states that 'Global Sydney' is:

"The main focus for national and international businesses, professional services, specialised health and education precincts, specialised shops and tourism, it is also a recreation and entertainment destination for the Sydney region and has national and international significance".

Sydney CBD is also part of the 'global economic corridor', an arc extending from Port Botany and the Airport in the south, through the CBD and North Sydney, St Leonards, Chatswood to Macquarie Park in the north. This corridor is recognised as having a growing concentration of national and global-level jobs and activities, establishing itself as the powerhouse region in Sydney and in Australia's economy.

The 'City of Cities' document recognises Sydney's role in the Asia Pacific 'complex' of cities, and it reproduces the list of 'global cities' generated by the GaWC- the Globalisation and World Cities Research Group, based at Loughborough University, UK. Sydney is at the 'beta' level of world cities according to the GaWC schema. The GaWC group defines a global city as one which *'has a direct and tangible impact on global affairs through socioeconomic, cultural, and/or political means'*.

Sydney is considered a focus for Australian and international firms in finance and legal services, information technology, media, advertising, and design; and is the Australian gateway to international travel and transactions. Its strategic location on the Pacific Rim enables an active role in global supply chains.

Part of the attraction for investment lies in the City's high level of amenity and liveability, the spectacular central city area, a stable governance and investment climate, combined with a highly educated and well trained labour force. The role of EDH in the implementation of the Metropolitan Strategy is detailed in **Appendix C**.

1.6.1 Hosting Jobs and Development

The Metropolitan Strategy for Sydney proposes an employment capacity target of 465,000 by 2031 for the wider Sydney City subregion (up from 406,755 in 2004). For the Sydney CBD (and immediate neighbouring precincts) the Strategy proposes an employment capacity target of 380,000 in 2031 up by 50,000 from 331,500 in 2001. The metropolitan wide target is for a further 500,000 jobs by 2031 to a total of 2,500,000.

The Metropolitan Strategy recognises a key role for EDH to supply sites and space for the commercial office market and future employment to help meet these targets in the context of documented capacity constraints.

The Sydney CBD has between 14 and 20 years of supply for development, depending on the assumptions used. However, by any definition a share of this is notional as many sites are constrained and do not offer the relatively unencumbered sites that EDH could provide. The existing CBD has limited potential for larger floor plate development and extensions or re-fits to include new and upgraded technologies, improved environmental performance and to meet new workplace culture demands which are all costly. To satisfy these requirements firms are moving to new developments located in what have been considered fringe precincts, such as the southern CBD (Ernst and Young, Citibank) and taking advantage of water views to the western edge of the CBD. The large corporate tenants have lead the movement and created the critical mass in this new location. Commercial tenants have demonstrated that the western edge of the CBD is a desirable location for corporate headquarters. EDH can offer the attributes commercial tenants are seeking whilst also providing the range of open space, community services, recreational facilities, food and entertainment offerings that go into the making of a new city quarter. Given these perspectives EDH will likely attract interest at its project commencement from the commercial property market.

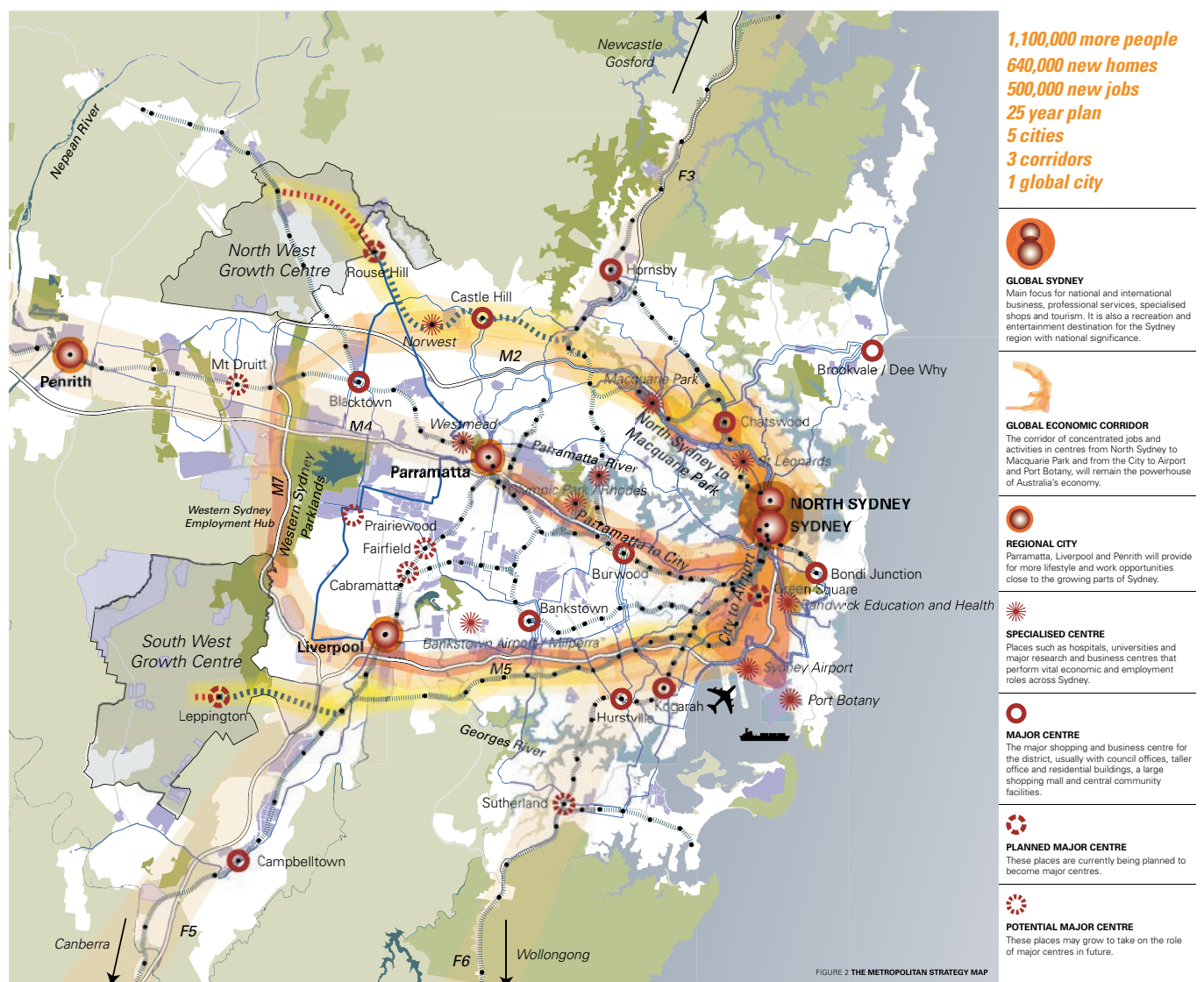


Figure 1.10 – 'City of Cities' The Metropolitan Strategy for Sydney, 2006

2.0 The Urban Renewal Context

2.1 Background

The move towards repopulation and consolidation of both employment and housing in inner urban areas has been accompanied by the expectation of higher quality social and cultural environments. The model of the city CBD as a place of 'stand alone' commercial functions has been replaced by more sophisticated agendas that support urban neighbourhoods where the capacity to accommodate economic environments is balanced by residential, cultural and social functions.

Sustainable urban areas are seen as possible when an interactive balance between environmental, economic, social and cultural outcomes is achieved. In Sydney this has been driven by Government planning policy, in particular, the Metropolitan Strategy and its antecedents such as Sydney's 'Living City' agenda in the 1990s. It is also part of a strong movement in both Europe and North America to view city planning in a more holistic way, recognising the connectedness of social, economic and environmental planning.

The global experience of urban renewal has also illustrated the role of culture in rejuvenating lagging urban economies and precincts. In addition, the attractiveness of quality environments to business, the connection between social equity and urban design, and the need for planning controls that enliven and activate public domain are now recognised as key success factors.

Changing economic drivers, such as the move from manufacturing to knowledge-based industries and the relocation of traditional businesses and city services to middle and outer suburbs, generate urban change and provide the opportunity to build vital new communities. It is within such a scenario that Australia's new inner urban areas are positioned; Melbourne's Docklands, Brisbane's New Farm, and Sydney's Green Square are new areas that are responding to available land close to existing services, employment and population centres.

The imperative to deliver a built environment that is economically and environmentally sustainable, while emphasising healthy neighbourhoods and community well-being, is the context in which EDH is being planned.

2.2 Urban Renewal Lessons



Bilbao, Spain

As part of an understanding of how urban renewal can revive a city precinct and help to reposition the image of the city, information from the following renewal projects provide relevant lessons:

Bilbao, (Abandoibarra), Spain

Known the world over for Frank Gehry's design of the Guggenheim Museum the precinct is based on the redevelopment of 70 acres of former industrial port land utilising the relocation of Government services to commence the renewal. Key lessons include:

- The image of the city of Bilbao was of central concern to renewal of Abandoibarra.
- The potential of the site could only be realised through a plan that aimed to benefit all the citizens of metropolitan Bilbao.
- Abandoibarra's success is predicated on a process that engages both the public and private sector.

- Central to the successful renewal of Abandoibarra was the deployment of Gehry's Guggenheim as iconic architecture to generate Bilbao's new 'global brand'.

South Bank, London

The successful renewal of the southern waterfront of Central London was predicated on the establishment of a governance mechanism which created the conditions within which decisions can be implemented.

- The governance mechanism known as Cross River Partnership (CRP), predicated its success on a process that engaged the public and private sector and the communities their work directly affects.
- The CRP's core mandate was to design the urban condition of which the built form was one component.
- The CRP's strategic planning and design process was constantly subject to a process of 'plan, monitor, manage' ensuring that its strategies and subsequent plans of action were current and therefore able to guide a renewal or regeneration process for over a decade.



Southbank, London

2.3 The Opportunity for Renewal

The city in western society has undergone some fundamental changes in terms of both meaning and structure over the past 30 years. Reflecting the increasing influence of global capital, the workforces are better educated, have more disposable income, are more independent of traditional social structures and see the city as a place of habitation and consumption rather than simply as a site of production.

This has resulted in a different value system now informing our relationship with the city, resulting in a shift in how we value the use of urban space. The changing function and image of EDH is commensurate with this shift in values and of the changing image Sydneysiders have of the city as a whole.

Advances in technology such as automation and containerisation have, amongst other factors, ensured that discussions around the future of Sydney's vital port operations can be liberated from traditional constraints associated with market proximity and labour force.

The methods by which goods have been transported have changed dramatically in the past 50 years. Efficiencies in stevedoring have lead to a greater ability to move more cargo from larger ships. Stevedoring operation locations have shifted away from historic inner city port sites to locations where larger ships unload greater amounts of goods. Efficiencies in technology have allowed this change to take place but at the same time allowed a re-evaluation of the relationship of the city to its surrounding land uses. Where once industrial activity was located next to water to allow movement of goods and the release of waste, now this same waterfront has a new value to society.

The need for greater dock size and accompanying dedicated transport has encouraged this global trend to relocate port facilities away from historic dense urban cores and into regional custom-built centres. This phenomena has been played out on a significant scale in cities such as Rotterdam (Amsterdam), Oakland (San Fransisco) and Yokohama (Tokyo).

The pattern of change is similar for Sydney where the traditional cargo handling from early European settlement took place along the western edge of the city, including the EDH site. As trade increased, larger ships evolved and containerisation of goods took place. The resulting impact on the landform shifted from the fine grain of the finger wharf to the concrete apron of the container storage site.

The efficiency gains in the cargo handling sector resulted in a scale of operation that was no longer contextually appropriate adjoining the commercial and financial heart of the country. However, the change in land use at EDH is driven by the shift in how the people of Sydney value the foreshore lands. They are no longer valued as locations simply for manufacturing and production but as opportunities to support the lifestyle and economy for the future.

In 2003 the long-term stevedoring operator of the EDH site, Patrick Corporation, announced that it would not renew its lease on the site after 2006 and would commence movement of its operations to Port Botany and Port Kembla. The shift in the value we now attribute to the harbour and the resulting inevitable movement for change in containerised cargo operations is the opportunity now presented. The challenge of renewal at EDH is to provide a range of new land uses that respond to the agenda of Sydney in the 21st Century.

3.0 A New Sustainable Precinct

During the same period as the cargo handling industry evolved, Sydney's industrial landscape began to shift from a manufacturing/industrial economy to an economy based on knowledge and services. This provided an opportunity to review the role of large industrial sites close to the traditional CBD.

The opportunity for a shift from 'old' to 'new' economy land uses close to traditional town centres has been understood by many cities around the world in recent years. The change in land use on former industrial sites has been most apparent when that change has maximised the ability of the land to leverage a new agenda for the city. The change in use becomes an opportunity not only to strengthen the local economy but to also present a new image of the city to world.

Cities need to adapt to changes in the global economic order to maintain their national and regional relevance. Major renewal projects provide the opportunity for cities to recast or reinforce their unique attributes and to market these to the world. A well publicised example includes Bilbao in Spain where a complex series of urban interventions allowed the city to promote a cultural agenda underpinned by a fine grain of employment, housing and environmental initiatives.

These high profile urban renewal programs have served to both reinvigorate their cities' external perception and, equally important, to reinvigorate the engagement of their own citizens with their city by giving new life and context to them. EDH can similarly provide a cultural boost to Sydney, further underpinning the confidence with which Sydney engages with the region.

The scale and location of EDH also provides opportunities for the coordinated delivery and innovative financing of both social and physical infrastructure that will further support sustainability outcomes.

The following social, economic and environmental agendas provide the framework to achieve a model of urban sustainability.

3.1 Economic

The site's existing use for exclusive maritime operations represents the last iteration of its 20th century role in industrial shipping. While this was an appropriate use of the site during the early to mid 20th century, changes in urban form and land use and the movement of industrial centres away from urban areas mean that it is no longer a viable proposition. The inability to connect heavy freight rail to the site or expand stevedoring operation prevents further improvement in its performance as a port operation.

However, the site's proximity to public transport, its adjacency to the financial centre of the State and its potential to provide a new generation of workplace and cultural facilities means that it is ideal as a new commercial precinct for Sydney. It is located at the centre of the 'Global Arc' of infrastructure and investment that supports Australia's global industries, reaching from the Airport through the CBD, to Ryde and Chatswood, and has good connections to Sydney's core CBD, the existing city fabric and the existing network of commercial organisations.

The prominence of the site and its location on the foreshore of Sydney adds to the importance of renewing this site as the contemporary "gateway" to the city and its economy. This is also in line with the site's history of change and adaptation to support commerce and trade, dating back to the windmills and gas plants of its early European settlement.

The renewed site can offer a lively location which maximises the accessibility, amenity and activities equivalent to that of any major global city. It can accommodate a critical mass of resident workers to create a new and authentic working precinct of the city in addition to a new tourist destination.

EDH can develop within a framework flexible enough to offer diverse types of commercial space for different tenant types, including larger floorplates not offered elsewhere in the city, while retaining important characteristics of scale, articulation and permeability.

The renewed precinct can develop in line with the growing interest in workplaces that provide a sense of 'place' for workers, representing a crucial development from the traditional focus on space efficiency towards the need to create vibrant and engaging places. This will accommodate the diverse, rich and authentic experiences that attract the knowledge workers and offer them the business, cultural and social environments they need to be globally competitive.

3.2 Environment

The expansion of the Sydney CBD into an adjoining precinct illustrates the benefits of a compact city. Upgrading existing infrastructure rather than having to provide new facilities in remote locations is a significant benefit to the community and efficient use of limited resources. EDH's proposed new working population will rely on public transport, ensuring fewer cars on the roads than if these jobs were in a decentralised location. Supporting the existing CBD in its' growth not only provides confidence in the future of the city's property industry but also makes good environmental sense. The environmental challenge will be to ensure that over a renewal period of 10 to 15 years the completed precinct remains as environmentally innovative and relevant as when the project was first conceived.

The renewal also presents an opportunity to improve the health and well being of the resident and worker population through the potential to build a precinct based on environmentally sustainable infrastructure, allowing for a minimal environmental footprint. This new precinct can provide a benchmark of leadership in environmentally sustainable design.

The environmental agenda must also consider how development is supplied with the necessities of power and water in a way that lessens the need for significant upgrades at the supply source. The renewal of EDH needs to be supported by coordinated physical infrastructure.

Significant new open space will also be part of the agenda. This new open space can provide a balance of new western city parkland to match the eastern city open space of The Domain, Hyde Park and Botanic Gardens.

3.3 Community

The site in its current form presents a number of broad community challenges and opportunities. The site has, by physical intervention and operational need, isolated a significant foreshore precinct from the city and its living and working community.

Socially, however, the change of use from stevedoring based on local labour in the pre-war period to that based on containerisation from the 1960's onwards has separated the Millers Point community from its purpose as a place to house workers for the port operations. This is most apparent in the ownership of most of the housing stock of Millers Point that formerly resided in the relevant Maritime authority of the day to now where it is an asset of the Department of Housing.

EDH presents an opportunity to benefit an adjoining community at a local level. Equally it has the ability to provide a series of new cultural experiences that are locally relevant but also make the site a destination for international visitors. This does not need to take the form of 'high' cultural activities but may be realised through a combination of public art programs, education activities, places for improvised performance and areas for activities such as outdoor markets.

3.4 Project Principles

Following the announcement of the Ports Growth Plan in October 2003 the Government established a process to prepare a series of overarching principles that would guide studies into changes in land use on EDH.

The intrinsic value of the site was based on recognition of its scale, its potential for connections with other elements of the city, its local, regional and global community function and the opportunity it provides for investment in the future. The site's harbourside location, its public ownership and its regional importance further underpin the need to determine future uses on environmental, social and economic criteria.

The project principles were distilled into the following:

Competitiveness

- Create commercial growth opportunities for the Sydney CBD.
- Reinforce Sydney's competitiveness in the Pacific Rim.
- Create new cultural destinations for visitors.

Sustainability

- Ensure potable water, stormwater and wastewater infrastructure is leading edge.
- Ensure development incorporates best practice environmental methods and criteria.
- Create a leading example of converting contaminated industrial land into a sustainable environment.

Liveability

- Provide a significant foreshore promenade link.
- Provide significant waterfront open space for locals and visitors.
- Create cultural and community facilities for local residents and workers.

These principles underpinned the discussion on appropriate models of urban form that best suit the renewal agenda.

4.0 International Urban Design Competition

Following the announcement of the Ports Growth Plan and the establishment of the project principles the Government proceeded with an international urban design competition for the site. The competition sought to explore urban form on the site, the relationship of the site to its surrounds and propose an agenda of renewal that supported the global and local aspirations of Sydney. Importantly the competition was to also bring the site to the awareness of the wider community.

In order to respond to the local and global agenda the brief suggested a range of development activity and significant open space on the site, but also provided the opportunity, if respondents wished, to explore alternative ideas.

The Competition took place during 2005/6 and was a two stage process.

4.1 Stage 1

Stage 1 was an open and anonymous competition, announced in February 2005 and concluding in August 2005 with the announcement of five finalists out of 137 entries from around the world. These finalists were then invited to participate in Stage 2.

The Stage 1 jury comprised the following representatives:

- Chris Johnson, Executive Director of Urban Renewal, DIPNR (Stage 1 Jury Chair)
- Philippe Robert, principal of Riechen et Robert, Paris
- Professor Edward J. Blakely, Chair of Urban and Regional Planning at the University of Sydney
- Neil Bird, Deputy Chairman of Landcom Corporation
- Dr Deborah Dearing, President, NSW Chapter of the Royal Australian Institute of Architects
- Michael Coutts-Trotter, Director General of the Department of Commerce
- Peter Joseph (OAM)
- Jack Munday (A.O.), Former Chair of the Historic Houses Trust
- Dr Tim Entwisle, Executive Director, Botanic Gardens Trust
- Gary Pratley, Executive Director, Major Projects, DIPNR

The purpose of the Stage 1 brief was to explore urban design issues such as built form, streetscape, landscape, activation and programming in a broader context. The submissions were predominately conceptual at this early stage.

Following the Stage 1 competition process, public exhibitions were held at the Museum of Contemporary Art, Sydney and on line, and comments were sought. The exhibitions were at accessible venues, were well publicised and well attended.

In addition, briefing sessions were held with stakeholder groups from local and State Government, cultural and community industries and local stakeholder groups.

Feedback from Stage 1 of the Competition was used to inform the Stage 2 brief, resulting in a greater emphasis on issues of community interest such as transport, connectivity and sensitivity to surrounding heritage.

4.2 Stage 2

Stage 2, which commenced in December 2005, was intended to produce built form and open space design principles for the future renewal of EDH. The designs were intended to articulate the relationship of built form and the public domain, the mix of uses and methods of activation, the social and cultural positioning and opportunities for access and connectivity. The designs were also required to provide an insight into the culture and values of the end users as a means to illustrate what EDH's new community could bring to its surrounds and the city as whole.

The five invited Stage 2 schemes were submitted in March 2006 and a winning scheme announced following five days of judging (refer to **Appendix D** for an image of the models of the 5 finalists and an assessment of the strengths and weaknesses of each of the alternative designs).

The Stage 2 jury comprised the following representatives:

- Chris Johnson, Executive Director of Urban Renewal, Department of Planning, (Stage 2 Jury Chair)
- The Hon Paul Keating
- Philippe Robert, Principal of Riechen et Robert, Paris
- Professor Edward J. Blakely, Chair of Urban and Regional Planning at the University of Sydney
- Neil Bird, Deputy Chairman of Landcom Corporation
- Dr Deborah Dearing, President of the NSW Chapter of the Royal Australian Institute of Architects
- Helen Lochhead, Executive Director, Sustainability, Sydney Olympic Park Authority
- Jack Munday (A.O.), Former Chair of the Historic Houses Trust
- Dr Tim Entwisle, Executive Director Botanic Gardens Trust

A public exhibition was held, with the five finalist schemes displayed at the Sydney Opera House and on line. Public feedback was sought and illustrated a predominantly positive response to the winning scheme.

The Stage 2 Brief reflected and emphasised issues that were shown to be of community interest following the Stage 1 exhibition; this emphasis is reflected in the winning design which is carried forward into the Concept Plan.

4.3 Jury Findings

The Jury unanimously selected the proposal by Hill Thalys Architecture + Urban Projects, Paul Berkemeier Architects and Jane Irwin Landscape Architecture as the winner of the Competition. The Jury's comments noted:

"The scheme is grounded in a unique vision for completing the western edge of the city by creating:

- *a new civic boulevard connecting EDH to Walsh Bay and King Street Wharf;*
- *a grand harbourside park along the entire length of the waterfront; and*
- *a vibrant new commercial quarter integrated with the CBD*

The parklands celebrate a diverse range of experiences including a headland park at the northern tip of the site, neighbourhood parklands relating to the scale of the adjoining communities and an urban waterfront park anchoring the new commercial precinct. The new parklands incorporate innovative sustainability measures whilst providing a variety of spaces for a diverse range of uses.

Another key feature of the scheme is the way it reflects Sydney's existing urban pattern by proposing built forms and massing for the site with a rich mixture of living and commercial spaces supported by a vibrant network of streets, squares, promenades and lanes.

In developing the scheme beyond its current concept the Jury recommends that the following elements be integrated in the next phase of the project:

- *A natural headland form which touches the water at the northern end of the site.*
- *A large northern cove located directly behind the headland to further define the headland.*
- *A larger intervention of the southern cove, located north of Napoleon Street"*

The Jury also unanimously awarded a High Commendation – noting:

"The scheme by Richard Rogers Partnership, Lippmann Associates, Martha Schwartz Partners and Lend Lease Development is highly commended.

This scheme alters the linear edge of the waterfront by taking new water bodies into the site. The Jury was impressed by the vision of three precincts defined by water in different ways: the commercial precinct adjacent to a new passenger port, the central island park offering a variety of leisure experiences and the headland park including a new city beach".

5.0 Consultation - Informing the Plan for Urban Renewal

5.1 Background

Determining an urban renewal response to the site and its change of use and testing the project principles was informed by a 12 month public consultation process, supported by the international urban design competition.

The design competition not only served to explore urban design solutions for the site's renewal, but also tested the land use, renewal and place making principles to be applied to the site by exposing them to local and international public comment.

The competition process was successful in:

- Broadening awareness of the site and generating public interest and debate.
- Providing and encouraging a range of platforms and forums in which the underlying principles of the proposed renewal could be publicly tested.
- Providing opportunities for the public and stakeholder groups to provide input into the urban design and planning principles to support any future planning instrument.
- Providing the opportunity for the Government's vision and the resulting urban designs to be tested by an independent Jury, representing a wide range of community and industry sectors.

The level of response to the Competition, with 137 entries received from around the world, illustrates the degree to which the Government's project principles were tested and the high level of interest in proposed new uses for the site.

The level of attendance to exhibitions held at Stages 1 & 2 of the Competition - attracting approximately 7000 people in total – as well as the media coverage, debate and public forums generated as a result of the Competition, illustrated a high public awareness and discussion regarding the site.

The role of Competition exhibition feedback is particularly noted. This feedback was used to inform the Stage 2 Brief of the Competition, bringing greater focus to key areas of community interest including transport, connectivity and heritage.

5.2 Principles of the Consultation Framework

Stakeholder consultation informing the proposed plan for urban renewal was supported by the following key principles.

a. The site and its renewal are of regional and State significance

The interests of both local and regional stakeholders must be taken into account. Consultation processes reflect this by capturing regional stakeholder views in addition to the local stakeholder views.

b. The urban design competition is only the start of the renewal process

The urban design competition is the starting point of a long and substantial public process to create plans, policies, designs and development approvals for the built and non-built outcomes of the proposed renewal and stakeholder input opportunities will exist at all stages.

c. The proposed new uses will be tested through a competitive and public process

The Government's key land use criteria have been established to support Sydney's global and local agendas through:

- Minimum 50% new public open space.
- Public foreshore access throughout the site.
- Built zone to be predominantly commercial use to accommodate growth of the Sydney CBD.
- Residential use limited to 25% of built form.

These key land use criteria have been consistent throughout the urban design competition and subsequent processes and were publicly tested by these processes.

d. The site's existing use will change and this change must be managed

Given that the site is State owned and managed it is incumbent upon Government to respond to this change to deliver a positive outcome for the people and economy of NSW.

e. Local, regional and state interests must be equally regarded

Local and regional interests may not always align but both sets of interests must be captured and considered and a balance between local and regional interests must be determined, having regard to all points of view.

f. Responses to urban and architectural design can be subjective

It is not uncommon in public consultation regarding architectural or urban design to generate contradictory or conflicting views regarding the merits of a design. The subjective nature of design critique should be acknowledged and divergence of views respected.

5.3 Stakeholder Input Methodologies

a. International urban design competition

In launching the design competition the Government not only sought to encourage great urban design solutions for the site's renewal, but also to test the land use and place making principles to be applied to the site by exposing them to local and international industry debate.

b. Public exhibitions and feedback

Two public exhibitions were held during the Competition process. These exhibitions were at accessible venues and were publicised in broadcast media. The exhibitions were well attended, attracting over 7000 people in total. The exhibition materials were also displayed on line to further broaden access.

Voluntary feedback mechanisms were developed for the exhibitions and over 500 submissions were received. These were independently assessed and were primarily used to refine briefing requirements to competing designers and inform the focus of the planning process generally. A summary of the findings and responses is provided in below.

c. Feedback from stakeholder groups or industry bodies

Feedback from stakeholder groups in Government, community and industry sectors facilitated the process of:

- Defining the Competition process.
- Establishing the Stage 1 Competition Brief.
- Testing response to the Stage 1 submissions.
- Establishing the Stage 2 Competition Brief.
- Testing response to the Stage 2 submissions.
- Assessing response to the winning design and determining areas of interest for future planning and design processes.

Feedback included written submissions from industry or interest groups or comment provided in briefings and focus groups held either by the Foreshore Authority or held on behalf of the Foreshore Authority by consultants engaged by the proponent.

Written submissions were received from the following groups:

- Australian Institute of Landscape Architects
- City of Sydney
- Highgate Residents Strata Group
- Millers Point Resident Action Group
- Planning Institute of Australia – Urban Design Chapter
- Property Council of Australia (NSW Chapter)
- RESNET action group
- Robinson Urban Planning (on behalf of an adjoining landowner, Barana Properties)
- Royal Australian Institute of Architects – NSW Chapter
- Stamford on Kent Resident's Strata Group
- Sydney Harbour and Foreshores Committee
- Tourism & Transport Forum

Briefings or focus groups were held with the following groups:

- City of Sydney - Strategic Planning Unit
- City Rail
- Department of Housing
- Department of Planning
- Millers Point Residents Action Group
- NSW Maritime

- NSW Ministry for Transport
- Planning Institute of Australia - NSW Chapter
- Property Council of Australia
- Roads and Traffic Authority
- Royal Australian Institute of Architects
- State Transit Authority
- Sydney Ferries
- Sydney Ports Corporation

d. Comment through media and other public forums

The competition process, and the wider discussion regarding the site and its renewal, generated significant media, community and industry interest. Debate, opinion and comment occurred in a wide range of media (broadcast, community, professional and specialist) and also generated public discussion through forums such as town hall style meetings, specialist forums, published letters and radio talk back.

Public forums were attended by members of the Foreshore Authority and relevant media were closely monitored to capture the areas of interest and nature of public debate occurring regarding the proposed renewal

5.4 Response to Stakeholder Issues

Key issues and common themes arose from both written and face-to-face stakeholder feedback. The following section summarizes these issues and how these have been addressed in the urban design process.

a. Future uses and distribution

The need to mix commercial, residential and public space was acknowledged by most submissions. It was generally felt that: large commercial buildings should be consigned to the southern end of the site; a unified public space should align along the foreshore; retail activation at ground level was desirable to encourage street life.

Many submissions encouraged a precinct that successfully intertwines various leisure and everyday activities so that it is a 24hr living place. It was generally agreed that the foreshore should be open and accessible to the public. Public views to the harbour should be retained.

Response: the Stage 2 Brief Competition focused on these issues and in particular on the need to integrate differing uses and aspirations in a sustainable manner. As a result of this input the winning design scheme reflects these priorities and is responsive to these areas of public interest.

b. Site access and connectivity

Access to the site and between areas within the site was frequently raised. This included pedestrian access, public transport and parking. Additionally, the integration of public and private space was noted, emphasizing the site should not be seen as exclusive.

Response: the winning urban design has a strong focus on creating connectivity both through different elements of the site and to the surrounding precincts and areas. The opportunity to improve access and connection to surrounding areas was emphasised in the Competition briefdocuments.

c. Context of site

Several submissions suggested that the urban design needed to be considered within the context of the rest of Millers Point, Darling Harbour, the CBD, The Rocks and the rest of the foreshore. The site needs to connect physically, emotionally and visually with the immediate surroundings and the city in general.

Response: The opportunity to improve connections, both physical and social, from the site through the surrounding areas – and in particular the heritage precinct of Millers Point – was identified as a priority in the Competition briefs.

In selecting the winning design, the Jury noted its deep and thorough analysis and understanding of the surrounding areas and its sensitive approach to “knitting” the site back to these areas in a careful and considered manner.

d. Transport

While there were divergent views on the best transport mode, it was widely agreed that the principle of public over private transport should be followed in any transport proposals for the site and that successful transport planning was key to the success and sustainability of the renewal.

Response: Transport was identified as a key priority in both Stage 2 of the Competition and in development of the draft concept plan. The winning design identifies and allows provision for a number of public transport modes and corridors.

e. No change

Some submissions and commentary including a local resident group submission, were based on the premise of no change to the site being the preferred option.

Response: While acknowledging the existence of “no change” preference by some stakeholders, responding to such a position was outside the scope of the Competition, which was predicated on the renewal of the site.

f. Ownership

There was concern expressed in some submissions that the site, currently Government owned, would be sold in total or in part to private ownership and that this would preclude similar renewal opportunities to future generations.

Response: Government ownership and control of this State significant site was clearly articulated in the Competition briefs. Government has articulated that the site will not be sold freehold and will remain in public ownership. Leases will be allowed on commercial building sites to facilitate funding and development.

g. Heritage

Some submissions at Stage 1 of the Competition were critical that more information on this issue had not been provided. Concerns were raised, particularly by professional bodies, that greater focus and information needed to be provided on the heritage of the surrounding area in order to inform urban design.

Response: substantial briefing information and heritage criteria were articulated in the Stage 2 brief (section 3.10). The winning design is strongly responsive to these criteria.

h. Restrictions created by land use criteria

Some individual and professional body submissions questioned the methodology of proscribing particular land use criteria at the outset of the Competition process, suggesting that an open-ended “ideas competition” would have been preferable.

Response: While the suggestion of an open-ended competition model is noted, it is also noted that stakeholder feedback generally supported the land use principles – i.e.: that a mix of open space, commercial, maritime and residential uses is appropriate for the site to provide a balanced result.

It is noted that the process of a public design competition has not only sourced innovative urban design approaches but has also tested the land use, renewal and place making principles to be applied to the site by exposing them to local and international public debate.

i. Design of an iconic nature

Some submissions during the Competition process saw designs as unimaginative and lacking an iconic element or building. These called for a bold statement with visual, spatial and symbolic impact.

Response: It is noted that the competition was an urban design not an architectural competition. While some public comments reflect disappointment at schemes not demonstrating an architecturally iconic building, it is stressed that this was not the purpose of the Competition nor within the Competition brief.

The Stage 2 brief reinforced this by noting that urban designs submitted should be of sufficient strength and clarity to be able to accommodate a diverse range of architectural interpretations as buildings will be delivered over a long period of time.

6.0 Environmental Assessment and Approvals Process

SEPP (Major Projects) 2005 identifies development to which Part 3A of the EP&A Act applies, and for which the Minister is the consent authority.

Clause 6 of the SEPP states that development, which in the opinion of the Minister is development of a kind referred to in Schedule 2 (Specified Sites) or Schedule 3 (State significant development) of the SEPP, is declared to be a project to which Part 3A applies.

Clause 10(d) of Schedule 2 of the SEPP identifies that development with a capital value of more than \$5 million within EDH Wharfs 3-8 is a Specified Site. The EDH project falls into this category.

Pursuant to Clause 8 of the SEPP the Minister may initiate an investigation into the listing of additional sites onto Schedule 3 of the SEPP, and may require the Director General to undertake a study or to make arrangement for a study to be undertaken for the purpose of determining:

- Whether any development on the site should be declared to be a project to which Part 3A of the EP&A Act applies, and
- The appropriate development controls for the site.

In accordance with Section 75D of the EP&A Act, and Clauses 6 and 8 of SEPP (Major Projects) 2005, on 24 February 2006 the Foreshore Authority requested that the Minister:

- Consider the EDH site as a potential State significant site under the provisions of SEPP (Major Projects) to determine the appropriate development controls for the site;
- Declare the EDH project to be a Major Project subject to Part 3A of the EP&A Act; and
- Authorise the preparation and lodgement of a Concept Plan for the project.

Subsequently, on 27 March 2006 the Minister advised that the EDH site is to be considered a potential State significant site for inclusion in Schedule 3 of SEPP (Major Projects) 2005, confirmed the project as a Major Project subject to Part 3A, and authorised the submission of a Concept Plan for the project. A copy of the Minister's notification is included at **Appendix E**.

On 7 July 2006, in accordance with Section 75F of the EP&A Act, the Director-General of the Department of Planning issued the requirements for the preparation of:

- A study to justify nomination of the site as a State significant site under SEPP (Major Projects) 2005; and
- An Environmental Assessment to accompany a Concept Plan for the project.

A copy of the DG's requirements is included in **Appendix F**.

This report constitutes a State significant site study, Concept Plan and Environmental Assessment report to address the DG's requirements. The manner in which this report addresses the requirements is discussed in **Part D**.

The environmental assessment and approvals process for the project is illustrated at **Figure 6.1**.

Major Projects SEPP Amendment and Concept Plan Approval Process

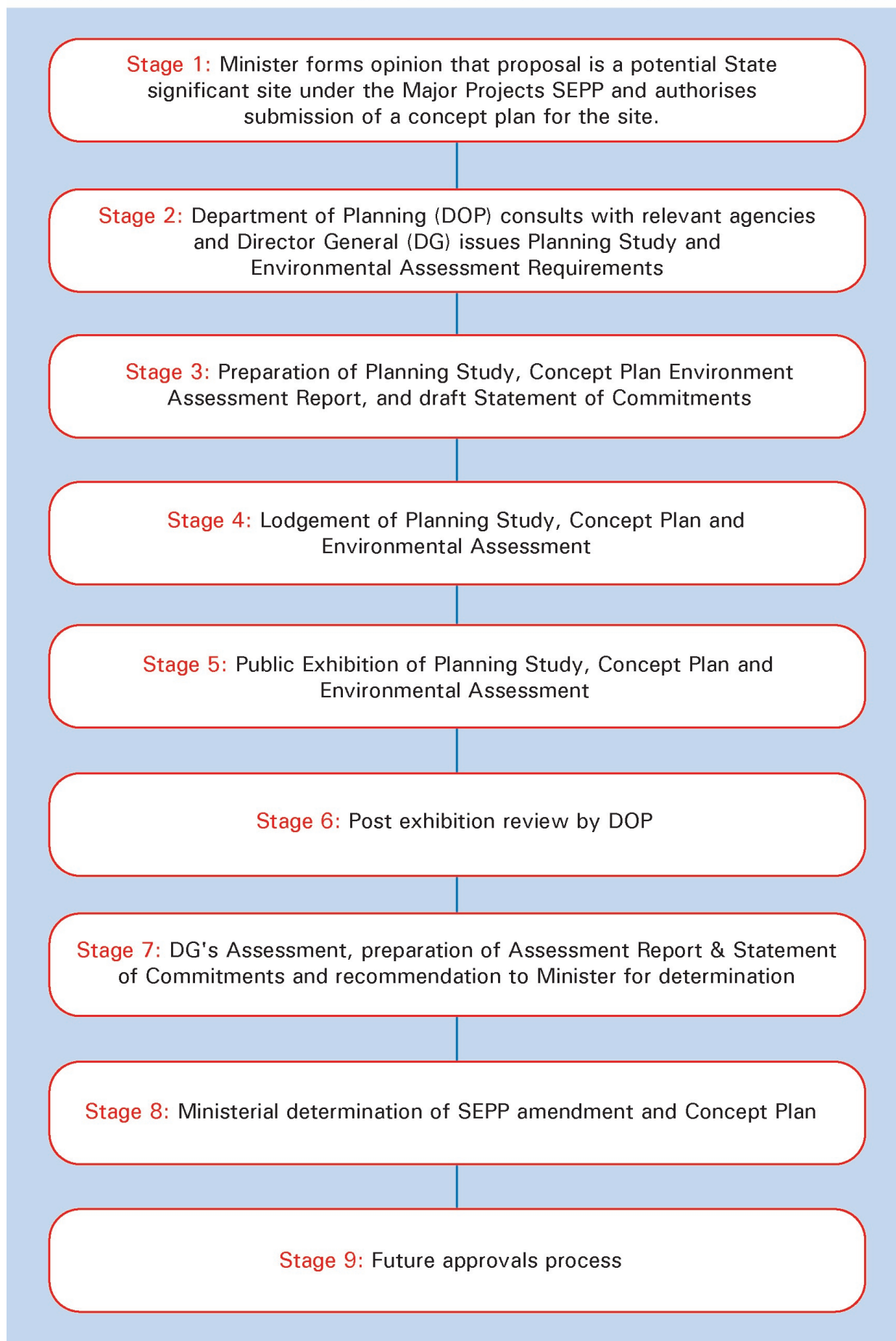


Figure 6.1 –SEPP (Major Projects) 2005 State significant site amendment and Concept Plan approval process

Following the SEPP amendment and approval of the Concept Plan for the site, future approvals will be required for the detailed design of each element of the project including commercial, retail, residential, community and mixed use developments, infrastructure provision and construction of the public domain.

A system of design guideline controls is to be prepared and administered to ensure developers adhere to specific requirements for the detailed design of the project.

Prospective developers will be required to meet the requirements of the design guidelines prior to lodging any project applications for approval with the Minister.